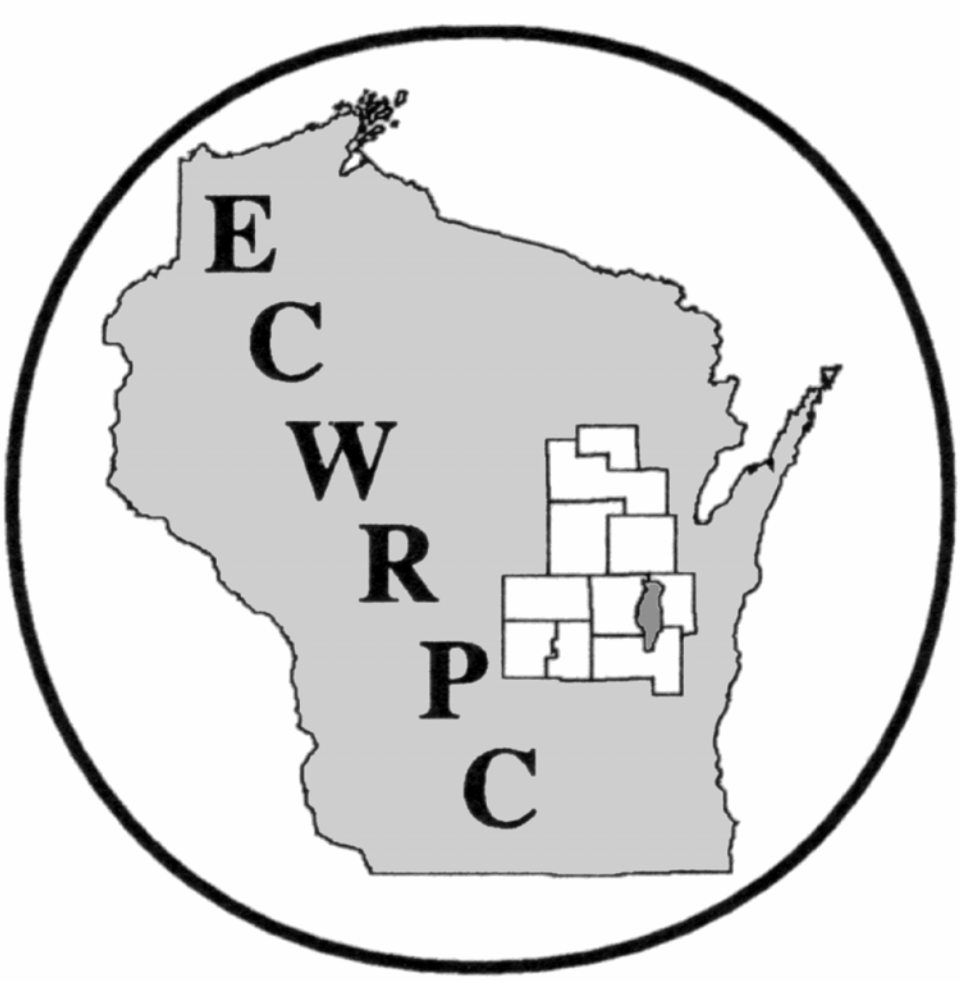
Milestone Report #3

Goals, Strategies and a Plan for Action

Year 2030 Regional Comprehensive Plan
"Shaping the 21st Century!"

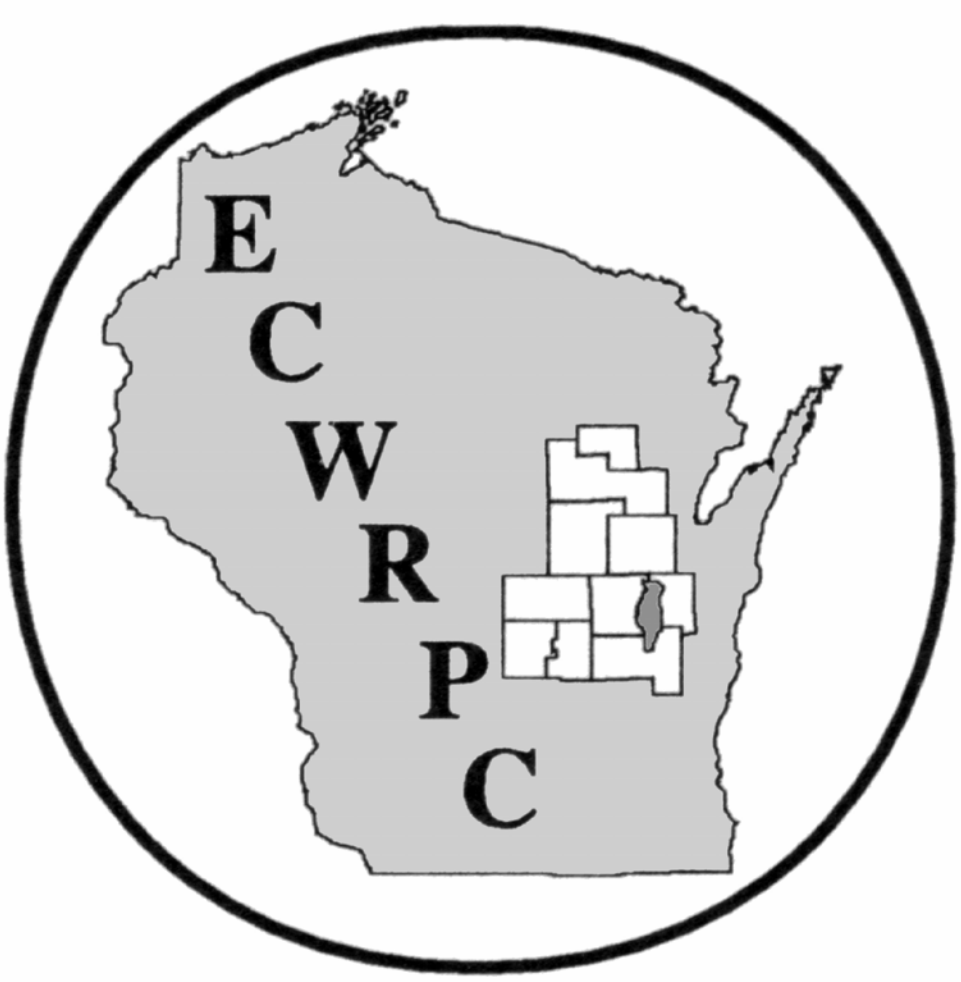


April 25, 2008 **East Central Wisconsin Regional Planning Commission**

Milestone Report #3

Goals, Strategies and a Plan for Action

Year 2030 Regional Comprehensive Plan
"Shaping the 21st Century!"



April 25, 2008 **East Central Wisconsin Regional Planning Commission**

EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

MILESTONE REPORT # 3
GOALS, STRATEGIES AND A PLAN FOR ACTION

Year 2030 REGIONAL COMPREHENSIVE PLAN
"Shaping the 21st Century"

APRIL 25, 2008

SERVING THE TEN COUNTIES OF CALUMET, FOND DU LAC*, GREEN LAKE*, MARQUETTE*, MENOMINEE, OUTAGAMIE, SHAWANO, WAUPACA, WAUSHARA, AND WINNEBAGO.

*** Non-Member Counties**

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ABSTRACT

TITLE: Year 2030 Comprehensive Plan
Milestone Report # 3: Goals, Strategies and a Plan for Action

CONTACT: Eric Fowle, AICP, Executive Director

SUBJECT: Land Use Goals and Implementation Recommendations for the East Central region as required by Wis. Stats. 66.1001(2) (a-i). Plan addresses issues and opportunities, economic development, housing, transportation, utilities and community facilities, agricultural, natural and cultural resources, land use, intergovernmental cooperation, and implementation.

DATE: April 25, 2008

PLANNING AGENCY: East Central Wisconsin Regional Planning Commission

SOURCE OF COPIES: East Central Wisconsin Regional Planning Commission
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CHAPTER 1: INTRODUCTION

Introduction

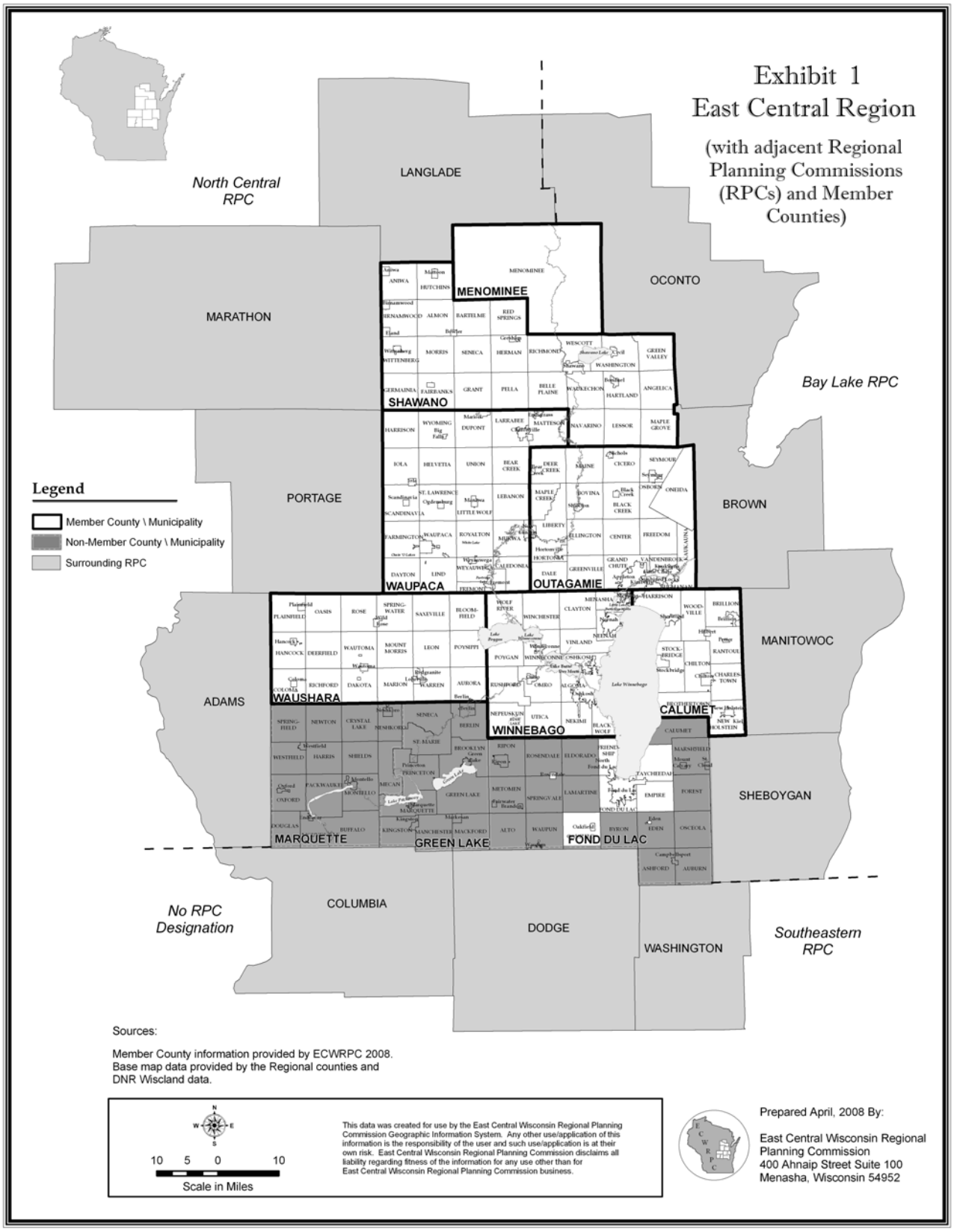
In November 2001, the East Central Wisconsin Regional Planning Commission (East Central) submitted an application to the WI Department of Administration: Office of Land Information Services (OLIS) for a state planning grant to help fund the preparation of its regional comprehensive plan. In January 2002, a grant of $175,000 was awarded to East Central. These funds are assisting with a project, which will result in the adoption of a regional comprehensive plan document for our 10-county area (Exhibit I-1). Working together with citizens, local governments and interest groups, East Central's mission is to develop a comprehensive vision for the future of the area through 2030, as well as to provide strategic policy guidance to help that vision become reality.

Background information on the region, the East Central Regional Planning Commission, the policy context, the 1999 comprehensive planning legislation, and the purpose and guiding principles underlying the regional comprehensive plan, was provided in *Milestone Report #1: The State of the Region*, *(2003)*. This report also identified key trends and issues.

Milestone Report #2: Issues/Opportunities and Visioning, (2004), clarified our aspirations for how we want the region to look in the future, specifically: what we would like to be preserved, what we would like to be changed, and what we would like to be created. The report also explored the impact of current and projected trends on the region. This enabled us to identify the match and / or mismatch between our envisioned and probable future. Using this information we identified core goals that would help us work toward the future we envision for ourselves and the next generation.

East Central's goal, as it prepares its new regional comprehensive plan, is to ensure that all stakeholders have the opportunity to be involved in deciding how to deal effectively with the growth management issues that will face the region. In other words "it's your region, your choice". Working cooperatively, East Central's objective is to develop a comprehensive, policy framework for planning issues. This framework, which will address issues such as regional transportation, energy production and distribution, and coordination of land use and public services, will provide a regional infrastructure upon which local governments may build local land use policies. It is felt that county and local governments are benefiting from the regional planning effort with savings in the cost of data collection, public participation, and broad policy development. We want to foster consistent, balanced, and cost effective land use decisions that will promote the economic, social and environmental well-being of the region and all of its citizens. We want to help communities to be smart about addressing growth management issues in both urban and rural areas, and to balance individual property rights with community interests and goals.

This chapter describes the regional comprehensive planning process, outlines the rationale and method adopted in the preparation of this report, and presents an introduction to the chapters that follow.


Exhibit 1
East Central Region
(with adjacent Regional Planning Commissions (RPCs) and Member Counties)
North Central RPC
LANGLADE
OCONTO
MARATHON
MENOMINEE
SHAWANO
Bay Lake RPC
PORTAGE
BROWN
WAUPACA
OUTAGAMIE
MANITOWOC
ADAMS
WAUSHARA
WINNEBAGO
CALUMET
SHEBOYGAN
MARQUETTE
GREEN LAKE
FOND DU LAC
COLUMBIA
DODGE
WASHINGTON
No RPC Designation
Southeastern RPC
Legend
Member County \ Municipality
Non-Member County \ Municipality
Surrounding RPC
Sources:
Member County information provided by ECWRPC 2008.
Base map data provided by the Regional counties and DNR Wiscland data.
10 5 0 10
Scale in Miles
This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any use other than for East Central Wisconsin Regional Planning Commission business.
Prepared April, 2008 By:
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Regional Comprehensive Planning Process

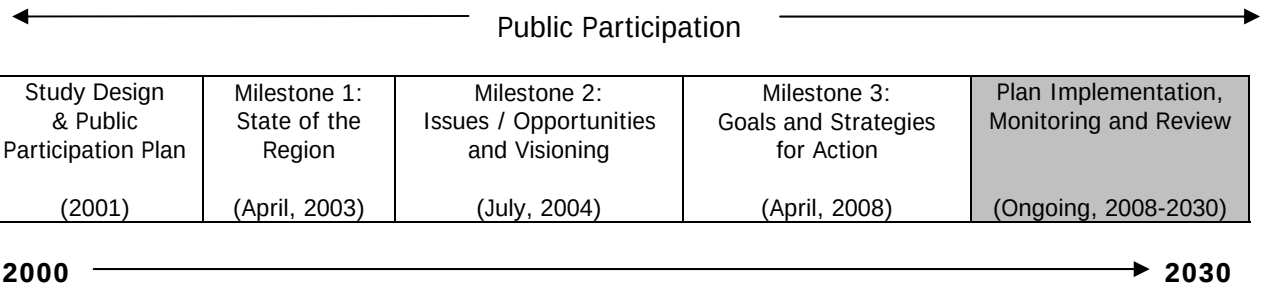
To make the planning process more manageable, East Central has divided it into a number of stages called Milestones. Each Milestone is being reported upon as it is completed.

The final regional plan products will include the *ECWRPC Regional Comprehensive Plan Study Design and Public Participation Plan (2001)*, a review of current policy; *East Central Policy (2003)*, which is currently available on line at www.eastcentralrpc.org, a report on the public participation process, and three Milestone Reports along with their respective Executive Summaries.

The first milestone report, *State of the Region*, *(2003)* and second report, *Issues & Opportunities* (2004) were adopted by the Commission and are available on-line at www.eastcentralrpc.org. Summaries of these two milestone reports are also available. This document, *Milestone Report #3: Goals, Strategies, and a Plan for Action* is likely to be adopted in April, 2008. Figure I-2 illustrates the major phases of the plan process, as well as our progress to date.

It may be helpful to think of these three distinct but overlapping planning phases as answering four basic questions. Milestone Report 1 has answered the question "Where are we?" Milestone Report #2 answered the question "What do we want the region to look like in the year 2030?" Milestone Report #3 will be answering the final two questions: "How do we get from where we are today, to where we want to be in 2030?", and "Who will take the lead and support roles in taking the action necessary to achieve the envisioned future?"

Exhibit I-2: Major Phases of the Regional Comprehensive Planning Process



Within the context of the planning process, there have been four main steps involved in the preparation of the overall plan:

Step 1: Establish Policy Alternatives

First there has been recognition of the fact that there is no one right answer. Members of staff, Technical Advisory Committee members, Commissioners and interested stakeholders have discussed policy alternatives ranging from regulation through incentives, to market forces.

Step 2: Select Preferred Way Forward

We have set out policies and recommendations which take into account the realities of budgeting, staff hours, and scheduling. We have considered a fundamental question to be whether or not the will exists among the key players to achieve something. In this context we have introduced the concept of desirable but currently difficult to achieve policies. These may also be referred to as "inspirational policies". We regard the inclusion of such policies in this report as acting as potential stepping stones to future action. An example is the desire by the Community Facilities Technical Advisory Committee to map utility corridors – such action is currently prohibited by state law.

Step 3: Identify Potential Partners

Many of the recommendations identify a lead entity (including the region's communities) or organization that is best placed to implement policies/actions in terms of time and dollars. Implementation will ultimately require that East Central gains buy-in from those organizations. Where East Central is the lead authority it will require a commitment to change the overall functions of the Commission through its annual work program planning process. An example might be the need to widen the oversight of the Commission's Community Facilities Committee (CFC) to include a broader consideration of utilities which would include gas, electric, and telecommunications. Currently the CFC focuses almost exclusively on SSA Planning.

Step 4: Highlight the links and conflicts within and between policy areas

The focus here is on making explicit the inherent contradictions that exist within and between policy areas. The key issue to address is guidance on prioritization, whereas achieving one action that has impacts on multiple plan elements may be considered more effective when it comes to plan implementation.

Technical Advisory Committees

As intergovernmental co-operation was considered to be fundamental to each of the regional plan's elements, it was determined that up-front communication and assistance with local, county, and State units of government was needed. Therefore, East Central established seventeen (17) separate Technical Advisory Committees to guide the preparation of Milestone Report #2's individual plan elements. The seventeen Technical Advisory Committees are listed below:

1. Economic Development
2. Rural Housing Policy
3. Urban Housing Policy
4. Transportation/Land Use
5. Education (Comm. Facilities)
6. Community Health (Comm. Facilities)
7. Local Parks & Recreation (Comm. Facilities)
8. Public Safety (Comm. Facilities)
9. Solid Waste (Comm. Facilities)
10. Telecommunications, Electric, and Gas (Comm. Facilities)
11. Agricultural Resources
12. Geologic Resources (Nat. Resources)
13. Groundwater and Water Supply (Nat. Resources & Comm. Facilities)
14. Open Space, Recreation and Regional Character (Nat. Resources & Comm. Facilities)
15. Cultural Resources (Nat. Resources)
16. Regional Ecology (Nat. Resources)
17. Watershed and Wastewater (Nat. Resources & Comm. Facilities)

Approximately 300 individuals were invited to serve on the advisory committees, and over 200 chose to actively participate in the plan development effort. (See Appendix I) Key objectives were to ensure a wide representation from public, private, and voluntary sectors at the state, regional, county, and local levels, as well as Tribes and citizens. Additionally, East Central wanted to guarantee a reasonable urban-rural balance. These TACs guided the development of Milestone Report #2 which resulted in the development of the vision and goal statements. Committee members were directed to take a broad, long term, proactive approach to assist in identifying the issues facing the region.

While it was East Central's intent to continue utilizing these Committees in the development of this report (Milestone 3) many of them did not meet due to a number of factors. In many cases, however, staff continued to consult with individual TAC members, or other government representatives and experts throughout the final development of strategies and recommendations.

Plan Adoption

The Commission considered the draft plan, in its entirety, in April, 2008 with the establishment of a public notice and 30-day public review period. Four public informational meetings were also established throughout the region (Shawano, Menasha, Wautoma, and Fond du Lac) to present the draft plan and gather feedback from citizens, officials, and other stakeholders. Public comments were considered and the document was modified as necessary by staff prior to submitting it to its set of Standing Committees (Economic Development, Community Facilities, Transportation, Open Space & Environmental Management, and the Regional Comprehensive Plan Committee) for recommendation to the full Commission.

The full Commission met on April 25, 2008 to host the required public hearing on the plan and to approve Resolution 05-08, as a regular item of business on its agenda. Documentation and other materials related to the public review and adoption of the plan are contained in Appendix A.

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CHAPTER 2: MILESTONE REPORTS #1 & #2 SUMMARY

Introduction

The chapter provides the reader with a brief synopsis of the Commission's prior efforts in the comprehensive planning process. The contents of this third milestone report was predicated on the conclusions drawn from two previous reports, one which provided a snapshot of the region in its current state and one which used this information (issues and opportunities) to ultimately identify the content for consideration in the third milestone report.

Milestone Report #1 Summary: State of the Region (Adopted April 25, 2003)

The *State of the Region* report was produced to provide the baseline information required to enable Commissioners, staff, advisory committee members, interest groups, and citizens to understand the basic make-up of the region. The primary purpose of the first milestone report was to provide a broad description of the current state of the region: before we plan for the future, we needed a benchmark of where we are at the moment. The report provides background information on the following:

- Issues and Opportunities (socio-economic data and projections)
- Economic Development
- Housing
- Transportation
- Community Facilities
- Agricultural Resources
- Natural Resources
- Cultural Resources
- Land Use

A chapter was devoted to each of the topics listed above. Each chapter was divided into five main sections. After a brief introduction, each chapter described the broad policy context for that particular area, and presented a statement on current intergovernmental cooperation. The presentation of background information, the assessment of current and future conditions, was the main focus. Each chapter concluded by summarizing current and future trends and presented a preliminary identification of the issues and opportunities, which the data analysis and public participation process indicated will need to be addressed in the regional plan.

Expected growth and change in the region is identified in the first milestone and many assumptions are established directly from its population and housing projection figures. In summary, based on estimated growth patterns and anticipated higher net migration rates, it is estimated that population in the East Central region may increase by 21.57%, from 609,588 persons 756,877 persons between 2000 and 2030. It is assumed, however, that the largest population gains will occur during the first decade, and that growth for the region as a whole will taper off during the second decade. As the population ages and the rate of natural increase declines, it is expected that most counties and communities will actually see their population peak prior to 2020.

Milestone Report #2 Summary: Issues & Opportunities (Adopted July 30, 2004)

The second step in the regional planning process was to develop a vision of our preferred future for the region. This was the focus of *Milestone Report #2: Issues & Opportunities*. The report also explored the impact of current and projected trends on identified issues and, with the guidance of the previously mentioned Technical Advisory Committees, vision and core goal statements were developed that would help us work toward the future we envision for ourselves and the next generation. The purpose of *Issues & Opportunities* was to help us bridge the transition between the envisioned regional future and where the region actually looks likely to be heading, given current and anticipated trends.

The next step in the regional planning process was the development of a vision that illustrated our preferred future for the region. The second milestone report had three objectives:

1. Develop a preferred vision for the future of the region;
2. Explore the impact of current and projected trends on all issues identified to date in the regional planning process, including those presented in the *State of the Region*, and;
3. Identify core goals to help us work toward the future we envision for ourselves and the next generation.

The second milestone report assisted in bridging the transition between the envisioned regional future and where the region actually appears to be headed, given current and anticipated trends. There were four main steps involved in the preparation of this report:

Step 1: Envisioning the future

Working cooperatively, thematic vision statements were developed for each of the substantive smart growth elements. This involved clarifying aspirations of how we want the region to look in the future and were discussed under the context of three specific questions:

- What would you like to be preserved in the region?
- What would you like to be changed in the region?
- What would you like to be created in the region?

The vision statements were developed taking into account: 1) the fourteen state derived 'local land use goals' (see Appendix B); 2) input from the public participation events, specifically the regional focus groups and public information meetings; 3) comments from technical advisory committee members, and; 4) staff and Commissioner input. East Central considered it crucial to offer all stakeholders the opportunity of being involved in clarifying the preferred future.

Step 2: Clarifying the Issues / Opportunities that will be addressed in the regional plan

In terms of the issues and opportunities identified, staff made decisions about what issues were truly 'regional' in nature and how they would be focused upon during the rest of the planning process. Where decisions were made that some issues are better handled by a state or local agency or organization other than ourselves, we noted how

those issues have been handed off. The objective was to ensure that all issues raised receive due respect and consideration.

Step 3: Match / Mismatch between envisioned and likely future

For the remaining issues, identified trends were explored in detail and an assessment of the match / mismatch was given between the likely future (given current and projected trends) and the envisioned future. As staff worked toward producing this report, two primary approaches were used to explore the impact that identified trends may have on the region:

1. First, for the trends that are most likely, for example, an aging population (by 2020, Wisconsin will be one of five states in the country with 20% of its population over 65 years), an increasing number of households and a reduction in household size, we have asked "how do we respond?"

2. Second, for the areas of greatest conflict, we have re-examined our basic assumptions about the issues and asked "are there better ways to address these challenges?" For example:

   - New construction, reconstruction and expansion of highways, at considerable cost, seemed to be the dominant current trend in transportation. How do we rethink dealing with transportation issues associated with sprawl development? How do we promote compact, mixed land use patterns that provide access, reduce social exclusion, and create livable communities while being cost effective?

   - The number of residential units in the region increased by 43% in the 20 years between 1980 and 2000, however the amount of residential land increased by 173%. How do we promote cost-effective redevelopment and development of land with existing or nearby community facilities, while continuing to provide both housing choice and affordability?

   - Approximately 320,000 acres of farmland were lost during between 1980 and 2000, an area larger than the entire jurisdiction of Winnebago County. How do we protect farmland and preserve rural character, while ensuring the continued economic vitality of the region?

   - The region's natural resources, groundwater and surface water, lakes and open spaces are under increasing pressure from both the urbanization of our rural areas and greater than ever recreational use. How do we ensure the protection of our natural resources in the face of competing demands?

Step 4: Identification of Goals

In addressing these questions, the Commission had begun to identify the core goals that would enable us to achieve the envisioned future. To achieve real progress, it was recognized that that goals for the various elements need to be pursued in an integrated

and collaborative manner. Consequently, focus was placed on identifying the links and interactions between the different elements of the plan. For example, transportation and land use planning have to be taken forward together as they are not mutually exclusive. There will need to be close links between housing and economic development as it has been shown that strong communities and regions have good housing stock and strong markets. To preserve the environment, farmland, and rural character, there will need to be a good understanding of the interaction of (and disparity between in many cases) both urban and rural goals, etc.

Milestone Report #2 lays out the regional issues, along with their vision and goal statements, in a series of 'plan guidelines' similar to the ones contained in this report. This format was chosen so as to more easily convey the information and messages for change to the general public. The information contained in Milestone Report #2 was presented for consideration by the public at three informational meetings in June of 2003 before being considered by the Commission for acceptance. A summary of the written and oral comments received at these meetings is contained in Appendix D.

CHAPTER 3: A VISION FOR THE FUTURE

Introduction

Visioning is a process in which the public discusses what type of future it wants to achieve. The vision statements presented in this report describe a year 2030 view of the sort of region we want to live in, in terms of our community, our environment, and our economy.

The regional vision and thematic vision statements presented in this chapter are based on the input received at a number of public participation events including regional focus groups, public information meetings, and technical advisory committees. The professional contribution of the East Central planning staff is also incorporated. A summary of the format and process of the public participation events, including representation is available on-line at www.eastcentralrpc.org. In addition, a full report on public participation in the planning process will be produced in due course.

The vision statements presented below reflect the issues the region is facing. These include the challenges of an aging population, the global economy and the loss of manufacturing jobs, the perceived lack of affordable housing, the environmental, social and economic consequences of sprawl, poor quality drinking water, and the desire to preserve rural character and maintain a distinct sense of place.

Core Concepts and Recurring Themes

Five core concepts run though the thematic vision statements that have been developed: choice, economy, equity, environment, and quality. These ideas reflect the beliefs, values, and priorities of people living and working in the region. They will therefore inform every aspect of the regional plan.

A number of key recurring themes have also emerged that are relevant across all areas of the plan. These include: provision of education/raising public awareness, merits of improved coordination and collaboration, importance of intergovernmental, interagency, and public/private sector cooperation, requirement for better communication, recognition of local responsibility, need for efficient and cost effective service provision, importance of communicating consequences, the value of best practice examples, necessity of exploring alternative and creative funding options, potential of regionalism, need for integrated, proactive, and sustainable planning that takes account of future generations, and the absolute necessity for implementation and monitoring.

A Regional Vision

An overall regional vision is presented below, along with the thematic vision statements for each substantive area of the plan.

Regional Vision	**In 2030, east central Wisconsin is a thriving, inclusive community. The region supports strong economic development while providing an excellent quality of life for all. The norm are consistent, balanced, and cost effective land use decisions, which promote the economic, social and environmental well-being of the region and all of its citizens. Communities are smart about addressing growth issues in both urban and rural areas, and are successful in achieving a reasonable balance between individual property rights and community interests and goals.**
The Economy (Chapter 4)	In 2030, the region has diversified employment opportunities including well paid knowledge based jobs. The regional economy benefits from advances in research and technology, and supports entrepreneurialism and local business ownership. The region conducts collaborative economic development efforts across jurisdictional boundaries of governments, educational institutions, and other economic development entities. The preservation of natural resource amenities supports tourism opportunities, assists in attracting an educated workforce and enhances the quality of place for residents in the region
Housing (Chapter 5)	In 2030, a dynamic housing market fosters community and neighborhood cohesion. Varied types of quality housing are integrated with community facilities and various transportation alternatives. This housing market meets the needs of urban and rural households of all types, ages, income, cultures, and mobility status.
Transportation (Chapter 6)	In 2030, an efficient regional transportation network provides options for the mobility needs of all people, goods, and services.
Community Facilities (Chapter 7)	Efficient, cost effective community facilities are provided, which enhance the quality of life and ensure prosperity and economic stability for all. The emphasis in service provision is on cooperative planning, fostering collaboration, enhancing partnerships, sharing resources and transcending boundaries, as appropriate. In 2030, there are regional opportunities for the sustainable and safe management of solid waste and recycling, collection, processing and disposal activities. A well managed and planned public and private water supply provides for the region's citizens and industry. The region is served by a variety of well-functioning public and private wastewater treatment systems capable of accommodating future growth, while limiting the inherent conflicts caused by both urban and rural development patterns. Adequate, cost effective, environmentally friendly utility infrastructure exists to support industry and the general population. There are cost effective, efficient, quality, emergency and non-emergency services to ensure public safety. A variety of meaningful educational options and opportunities exist for all students. Children and adults in the region have access to educational, informational and recreational library services and materials. There is a collaborative regional forum to create and implement a strategic framework for the continuum of care for the health and well being of the residents of the region. Through cooperative efforts, park, open space, and recreational facilities and programs are protected and preserved and there are plans for new facilities. There are community facilities which meet the needs of various groups, including youth, elderly, and minorities, in a balanced and financially responsible manner.

Agricultural Resources (Chapter 8)	In 2030, agriculture is an important feature of the economy and lifestyle of the East Central region. Development pressures have been diverted away from farmland and ample, un-fragmented, agricultural districts exist. Farming is practiced on the most productive soils. A variety of farm types and sizes are operating successfully. The region's farming community supplies both local and global markets. Citizens, local officials, and farmers are aware of and continuously address interrelated economic and land use issues. The viable and stable farm economy, in terms of farm income and prosperity, reflects concerted efforts by the private and public sectors to balance free market forces and government programs for land conservation.
Natural Resources (Chapter 9)	In 2030, the importance of natural resources, including their link to the regional economy and quality of life is recognized. Natural resource planning is sustainable, consistent and coordinated. The region's ecological resources are planned for and protected; there is a strong sense of ecological place. The Winnebago Pool Lakes and the Fox/Wolf River systems are recognized as the backbone of the region's ecological resources. Geologic resources significant from an aesthetic, scientific, cultural, historic, educational, or commercial extraction purpose have been identified and inventoried, and many are preserved and protected. The region proactively addresses public access, recreation, and trail facilities in order to meet the needs of its citizens; enhance the quality of life and environment; realize tax savings and other economic benefits; and maintain and improve the region's tourism economy. The region is comprised of well-defined urban and rural spaces which improve the individual's perception of 'sense of place', while communities within the region have maintained their individual character. Within the region, surface water resources are planned for in a comprehensive, watershed-based manner that embraces and encourages the use of 'green infrastructure' concepts. There is proactive protection of natural features that not only contribute to water quality, but also to the long term sustainability and economic benefit of the region. The region is served by a variety of well-functioning public and private wastewater treatment systems capable of accommodating future growth while limiting the inherent conflicts caused by both urban and rural development patterns.
Cultural Resources (Chapter 10)	In 2030, the region is recognized as a leader in the state, for preservation of its cultural resources, by providing public access to resource protection tools, and the political advocacy necessary to ensure protection for, and appreciation of, our diverse ethnic heritage.
Land Use (Chapter 11)	In 2030, efficient regional land use patterns foster healthy communities, individual community identity, and respect the natural environment.

Regionally Significant Feature Mapping

During the beginning stages of development for this report, a series of twenty (20) separate maps was prepared as a method to further refine, define, and discuss the 'regional land use issues' for each plan element and sub-element. The maps are not included in this report as they do not, at this time, serve to function as a reflection of the policies and recommendations contained in this report. The maps do, however; exist for viewing or use by others on the Commission's website (www.eastcentralrpc.org). Chapter 12 – Implementation discusses the need to refine and complete these maps as a method of communication and perhaps, one day, as more formal policy.

Simply put, the maps portray various resources, features, characteristics and special designations that are likely to be considered as being of 'regional significance' in our ten county area. These identified features are considered to be outstanding or unique from a regional perspective and currently do, or will, play a role in the overall development of the region. The maps were prepared to better assist citizens and officials visualize the overall context of the region's resources and how their particular community may, or may not, fit within this framework The regional context portrayed by these maps should be considered in some fashion for both short and long-term land use decisions made by counties and local units of government.

For each plan element and sub-element outlined in Milestone Report #1, a set of selected features have been developed and displayed. Thirteen different mapping themes and 20 separate maps have been (or are being) developed based on the nine elements (and sub-elements) listed in the smart growth planning statutes.

1. Geologic Resources
2. Non-Metallic Mineral Resources
3. Ecological Resources (2 maps)
4. Surface Water Resources (3 maps)
5. Groundwater Resources
6. Open Space Resources (2 maps)
7. Agricultural Resources
8. Recreation Features
9. Cultural Resources
10. Economic Features
11. Transportation Features (2 maps)
12. Stormwater Features
13. Community Facilities (3 maps)

The mapping of regionally significant natural features, infrastructure, facilities and other resources within the region was a step toward the development of the 'framework' land use plan map which is located in Chapter 11. The answers to the questions "Is this resource a finite one?" and "Does it serve more than one jurisdiction at the county level?" served as a guiding principles for determining the maps' content.

The Commission anticipates that the maps' contents will change over time as a result of the improved data, or as new features or information related to the plan element comes to light. As with all planning efforts, the maps need to be periodically reviewed and updated to reflect regional priorities and/or changing needs and issues.

CHAPTER 4: ECONOMIC DEVELOPMENT

Introduction

Until recently, east central Wisconsin, like the rest of the nation, benefited from the greatest national economic expansion in history. However, global and political events, and changes in both business cycles and world trade patterns have culminated into an evolution of the national economy. This economy has shifted the conditions that businesses must compete under in order to succeed and has caused thousands to lose their jobs who now face the challenge of re-training for new employment. One tool that can be used to deal with these dramatic changes and improve the economic well being of residents in our region is proactive economic development and planning to help weather the highs and lows of the global and national economy.

This chapter begins with a description of coordination that has taken place thus far in the planning process, as well as the interaction and connection between economic development and all of the other elements required in a comprehensive planning process. A vision statement was developed for economic development and is presented in this chapter. Five plan guidelines address the economic development issues, which the regional plan will address. Key Findings, core goals, strategies and recommendations conclude this chapter.

Statement of Interaction with Other Planning Elements

Economic development is connected with all of the elements in the comprehensive plan. This section updates discussion and progress made at this point between economic development and the seven other planning elements.

Housing

Economic growth in the region will generate more jobs and, consequently, a need for greater housing availability and choices. The issues associated with an increase in the number of households include the small range of available housing choices and the lack of affordable houses in the region's housing stock. Current and future changes in the demographics of the region indicate a need for housing beyond the traditional, single family residential, which is typically designed for two parent households with children. In terms of affordability, the housing committee has expressed concern regarding low wage employment and housing for these employees. Lower wage service sector industries, such as retail, leisure and hospitality, and accommodation and food services currently provide approximately 23 percent of the private employment in the region. As these industries expand and pay remains at the minimum wage level, housing affordability becomes a greater concern.

Transportation

Facilitating commerce in the state is a function of the region's transportation system. Adequate access to all transportation modes will be essential in supporting industry growth in the region. Regional investments for transportation infrastructure involve the direct construction costs followed by the maintenance costs and indirect costs. "Sprawl" development represents one of the primary indirect costs to the region. Faster travel opportunities on newly expanded or

newly built roadways increases the likelihood that people will move further away from developed areas because they are able to travel more quickly to their place of work and on other related trips.

Community and Public Facilities

Shared issues between economic development and community facilities include thoughtful planning for the siting and/or expansion of facilities like sewer service and wastewater treatment plants, providing an adequate supply of municipal water, meeting the demands for telecommunication infrastructure and energy, and the provision of educational opportunities. The issue of the cost and supply of energy has been raised in terms of its impact on businesses and farming operations that use high volumes of energy for production processes. As a result of global and national events, the security and dependability of the region's energy supply is also of concern. For education, the most pressing short term need appears to be the re-training of displaced workers, most of who were formerly employed in manufacturing operations. Committee members have also stated the need for more health care workers to meet the demand for health care services. Additional consideration will need to be given to the educational needs of the region's future labor pool. The education and training of the region's children will need to meet the needs of employers and result in greater numbers of educated young adults who can, ideally, begin their careers in the state of Wisconsin.

Agricultural Resources

While agriculture and agriculture related industry groups are some of the smaller employment groups in the region, they are still very important as they represent a part of Wisconsin's heritage. One of the many challenges facing Wisconsin's agricultural community is the preservation of prime agricultural soils and altering the perception that development of these productive soils has no impact on the future of farming in Wisconsin. The future of family farms is of concern as fewer and fewer children are choosing to take over farming operations. Related to the decline of family farming is the increased industrialization of farming in the form of mega farms. Environmental impacts, land use conflicts and food safety issues are all tied to large scale farming and to the overall changes occurring in the farming industry.

Natural Resources

Balancing the demands of economic growth with the preservation of natural amenities is a challenge for the region. Feedback into this process and results of planning and projects at the local level have shown support for the preservation of open spaces, surface and ground waters such as the Fox River and Lake Winnebago, the Niagara Escarpment and vast woodland areas in the region. There is also the recognition that support for these amenities is necessary to maintain and in some cases improve the quality of life for residents and that they offer another attraction tool for workers to the region. Protecting resources also serves as an impetus for tourism opportunities.

Cultural Resources

Both the natural and cultural elements provide opportunities for enhanced quality of place for current residents, and can also serve as tools for expanding the educated workforce of the region. Diversity, art, and music are attributes identified by economic development experts as important qualities municipalities should focus attention to in order to improve and enhance cultural richness.

Diversity in people and diversity in design are important for transitioning into the future while honoring the architectural resources of the past. Historic preservation has been identified as a tool, one that is currently underutilized, that can be used to enhance unique qualities found in the region's communities. Design standards and historic preservation programs can help to minimize the homogenization of the region's downtown and commercial areas.

Land Use

The development of land can impact the value of land as well as the quality of life within that community. Ideally, the siting of commercial and industrial land uses should have minimal environmental impacts and are located near the necessary infrastructure. Redevelopment of areas classified as grey and brownfields, and restoring and supporting downtown areas are important to both large and small communities. Linking these ideal land use patterns is traditional neighborhood design which promotes the co-location of commercial, industrial and residential land uses. Traditional design offers alternative transportation and recreational opportunities in the form of walking and biking to, for example, a vibrant main street area!

Vision Statement for Economic Development

The visioning exercise was described earlier in this report. From the overall list of responses, staff created a vision statement for the Committee's review. After two iterations, the economic development vision statement is as follows:

> *"The East Central Region has diversified employment opportunities including well paid knowledge based jobs. The regional economy benefits from advances in research and technology and supports entrepreneurialism and local business ownership. The region conducts collaborative economic development efforts across jurisdictional boundaries of governments, educational institutions, and other economic development entities. The preservation of natural resource amenities supports tourism opportunities, assists in attracting an educated workforce and enhances the quality of place for residents in the region."*

Goals, Strategies and a Plan for Action (Plan Guidelines)

The Economic Development Advisory Committee assisted East Central staff in creating the overall plan element vision and goals. For the most part, these statements were based on previously conducted focus group meetings which identified issues and opportunities. The identified issues and opportunities fall into five major categories: The Changing Regional Economy, Workforce and the Regional Economy, Economic Impacts of Residential Development, Economic Benefits of Recreation & Natural Resources, and Buying Food Locally. The following plan guidelines summarize the key facts, discussion, current activities and programs associated with the Economic Development plan element. As in Milestone Report #2, the element's vision statement and core goals are listed, however; Milestone Report #3 now includes the addition of more specific regional strategies and specific recommendations which will assist the region in meeting these goals.

Based on the advisory nature of the Commission, as well as its regional coverage many of the recommendations are geared toward its own potential involvement in achieving the established vision. The recommendations exist, in part, to meet a portion of the State's smart growth planning requirements to address the implementation of the plan, but even more so….many are written in a manner which is 'action oriented'. The recommendation statements are written in three general ways:

1. (e.g. *"the Commission should…"*) – providing specific direction, role, or set of tasks/activities that the Commission itself can conduct, often times at a regional level. These activities will serve to assist member counties and communities directly or indirectly and, as an additional benefit, will improve the consistency and objectivity by which multi-jurisdictional land use issues are addressed.

2. Other recommendations are written so that they serve as a general 'policy'. Items that should or may be considered and applied in future decisions or opinions rendered by the Commission or its staff.

3. Still others are written as statements which 'support or encourage' certain outcomes, many of which require the leadership or assistance of other agencies and entities.

The recommendations are an important part of this planning document as they will serve to guide the Commission in its future activities. These will eventually serve as the basis for the Commission's future Strategic Plan and its current Annual Work Program planning and evaluation process. These are important tools that are used in communicating the Commission's mission and value to member units of government and the citizens of the region. More information and recommendations for plan implementation can be found in Chapter 12 – Regional Plan Implementation.

The 'policy links' section of the plan guideline is essentially a summary of the *"Statement of Interaction with Other Planning Elements"* portion of this chapter and is present so that the user of the document can keep these key linkage points in mind.

The Changing Regional Economy

PLAN GUIDELINE: ED-1

Year 2030 Regional Comprehensive Plan

Key Facts

Changes in the region's economic base have been occurring since the 1990s. Growth in service industries soared 50% between 1990 and 2000, compared with a 13% increase in manufacturing employment. In March of 2000, the region's manufacturing employment peaked. In the months that followed minor losses occurred. Since the recession, beginning in March 2001, there have been severe reductions in the number of manufacturing jobs. Between 2000 and 2003, there was a loss of 22,575 manufacturing jobs in the region.[1] Nationally, between 2000 and 2002 there were been 2 million jobs lost.[2] More recently, between 2003 and 2006, the region experienced a net loss of 291 manufacturing jobs, although the loss of manufacturing jobs seems to have stabilized since bottoming out in 2004.[3]

For the region, the impacts are evident. Unemployment levels are higher. Workers who have been able to find replacement employment earn lower wages. Studies have found that payroll per employee in manufacturing is 118% of the overall U.S. average.[4] Manufacturing jobs in the region have traditionally been very well paid, thus making it even more difficult for families that have experienced manufacturing job losses.

Continued growth has, however, occurred in some service industries. The region overall experienced growth in *Information, Finance Activities, Professional and Technical Services,* and *Education and Health Service* industry groups. These industries tend to pay higher wages, even more so in urban counties, and comparatively higher with respect to other service industries in rural counties.

So What!

There are two major concerns. First, is the loss of manufacturing jobs. Second, many of the industries that are growing pay lower wages, in some cases up to 20% less.[5]

A long-term change in income levels will lower the standard of living for many families in the region. It will erode the "middle class" income family, which was established primarily through the growth and development of manufacturing industries. Less income translates into fewer dollars for consumption, taxes, education, and healthcare for every member of Wisconsin families, especially our children.

Current Action

Many organizations, both public and private, are responding to these economic changes. This list is not all inclusive but highlights some initiatives that have taken place:

Governor Doyle's Grow Wisconsin Plan, 2008. The Governor recently updated the Grow

[1] WI. Dept. of Workforce Development, Table 202, 1st Quarters 2000 through 2006.

[2] "Challenges & Options for Wisconsin Component Manufacturing", June 2003, Center on Wisconsin Strategy.

[3] Ibid (WI DWD).

[4] Ibid (COWS).

[5] "Job Watch: A Shift to Low Wage Jobs in Wisconsin", February. 2004, Center on Wisconsin Strategy.

Wisconsin plan outlining a vision and strategy to create good paying jobs and a "high end" economy. The most recent update focuses on: retaining and creating high wage jobs; preparing workers for tomorrow's economy; adding value in Wisconsin's economic base; creating and unleashing knowledge to build emerging industries; tapping Wisconsin's full urban potential; implementing strategies regionally; lowering regulatory burdens while keeping standards high; and build a world class infrastructure.

Wisconsin Economic Summits I & II, Wisconsin University System & Partners, 2000-2002: During Governor McCallum's tenure, a "Build Wisconsin" initiative occurred to develop strategic direction for the state's economy. The effort included a public, private, nonprofit and educational partnership. Summits were held around the state to address these issues (and others): worker shortages, brain drain, venture capital investment, technology business development, and strengthening existing industries

Paper Industry Economic Cluster Initiative, 2003: The Wisconsin Paper Council was charged with developing specific recommendations to maintain and enhance the economic health of the paper industry in Wisconsin. The recommendations from this initiative included three priority issues: reforming the tax structure, streamlining the environmental regulatory system, and creating a low cost reliable energy system.

Building the New Wisconsin Economy, Civic-Journalism Project, 2003-2004: This is a 2 year project designed to foster public discussion about the importance of economic development in Wisconsin. It is a cooperative effort bringing media, education, business and labor together to provide information about ongoing economic development activities. The sponsors of this effort are American Transmission Company, Miller Brewing Company, Wisconsin Education Association, Wisconsin Realtors Association and the Wood Communication Group.

Northeast Wisconsin (N.E.W.) Economic Opportunity Study, 2003-2004: The Fox Valley and Bay Area Workforce Development Boards are working in partnership with local elected officials, economic development professionals to raise awareness about the new economy, the means to attract people and develop businesses in the region, and to develop economic and workforce related strategies for the new economy. The formation of New North, Inc. is a prime example of an initiative resulting from this study's implementation.

Year 2030 Vision for Economic Development

As drafted by the Economic Development Technical Advisory Committee, the following vision statement was established:

The East Central Region has diversified employment opportunities including well paid knowledge based jobs. The regional economy benefits from advances in research and technology and supports entrepreneurialism and local business ownership. The region conducts collaborative economic development efforts across jurisdictional boundaries of governments, educational institutions, and other economic development entities. The preservation of natural resource amenities supports tourism opportunities, assists in attracting an educated workforce and enhances the quality of place for residents in the region.

Goals, Strategies and Recommendations

The goals, strategies and recommendations that were developed for this section are intended to promote economic development initiatives that help the East Central Region respond to and embrace the new economy through a range of studies, collaborations, and initiatives.

GOAL ED-1.1: Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities.

STRATEGY ED-1.1.1: Maintain a strong working relationship with the Economic Development Administration (EDA) and maintain the region's Economic Development District (EDD) designation.

- *RECOMMENDATION ED-1.1.1.1: The Commission should continue working closely with EDA staff to ensure that regional economic development strategies and projects meet their criteria for funding eligibility.*

- *RECOMMENDATION ED-1.1.1.2: The Commission should continue to work as the liaison between EDA and local communities. When warranted, aggressively pursue EDA funding for projects in the region.*

STRATEGY ED-1.1.2: Utilize the Comprehensive Economic Development Strategy (CEDS) process to guide regional economic development and promote regionalism.

- *RECOMMENDATION ED-1.1.2.1: The Commission should work closely with the CEDS committee to prepare the annual CEDS document. The committee will help analyze economic conditions, develop economic strategies, and assess economic progress.*

- *RECOMMENDATION ED-1.1.2.2: The Commission should promote the CEDS to local units of government as a flexible tool to guide economic change.*

- *RECOMMENDATION ED-1.1.2.3: The Commission should better incorporate the EDA's five economic investment policy guidelines into future CEDS documents. These guidelines are used to evaluate economic development projects/initiatives, and gives higher ratings to those that:*

  1. *Are market-based and results-driven;*
  2. *Exhibit strong organizational leadership;*
  3. *Advance productivity, innovation, and entrepreneurship;*
  4. *Look beyond the immediate economic horizon to anticipate economic changes, and diversify the local and regional economy; and*
  5. *Demonstrate a high degree of commitment by exhibiting: high levels of local-government or nonprofit matching funds and private sector leverage; clear and unified leadership and support by local elected officials; and strong cooperation between the business sector, relevant regional partners, and local, state and federal governments.*

- *RECOMMENDATION ED-1.1.2.4: The Commission should develop economic development performance measures and report progress on a yearly basis, or as often as data is made available.*

STRATEGY ED-1.1.3: Focus economic development efforts and activities toward the region's distressed counties (as defined

by the US Department of Commerce, Economic Development Administration, CFR 301.3).

- *RECOMMENDATION ED-1.1.3.1: The Commission should ensure that CEDS project rankings account for and give higher weight to economic development projects within distressed counties. Currently, distressed counties in the East Central Region are:*
  - *Marquette County*
  - *Menominee County*
  - *Shawano County*
  - *Waushara County*

STRATEGY ED-1.1.4: Continue to support the implementation of recommendations found in local, regional, state, and federal economic development studies.

- *RECOMMENDATION ED-1.1.4.1: The Commission should consider incorporating strategies outlined in the 2004 "Northeast Wisconsin Economic Opportunity Study," and the Governor's 2008 "Grow Wisconsin" plan, when pursuing economic development initiatives.*

STRATEGY ED-1.1.5: Promote the development and maintenance of the infrastructure necessary to support economic development.

- *RECOMMENDATION ED-1.1.5.1: The Commission should improve the region's telecommunications ability to create a more supportive business climate by co-leading (with Bay-Lake RPC, New North Inc., the federal Economic Development Administration, and the Wisconsin Department of Commerce) the development of a regional telecommunications infrastructure assessment study.*
- *RECOMMENDATION ED-1.1.5.2: The commission should encourage communities to develop and utilize capital improvement programs as a way to promote and guide economic development within their jurisdictions.*

STRATEGY ED-1.1.6: Promote the idea that building and maintaining a safe, efficient transportation system for the movement of goods, services, and the workforce throughout the region is critical to economic development (see TRANSPORTATION element).

- *RECOMMENDATION ED-1.1.6.1: The Commission should encourage local jurisdictions to participate in state and regional transportation programs and projects to ensure that local economic development interests are served.*
- *RECOMMENDATION ED-1.1.6.2: Promote implementation of the Fond du Lac, Oshkosh, and Fox Cities (Appleton) Long Range Transportation Plans, as well as Connections 2030—Wisconsin's Long Range Transportation Plan as they relate to economic development.*

GOAL ED-1.2: Work to promote a positive, growth oriented image to attract businesses and to foster an entrepreneurially supportive environment.

STRATEGY ED-1.2.1: Work to create a climate where adequate funding and incentive programs are available for business development on a regional scale.

- *RECOMMENDATION ED-1.2.1.1: The Commission should explore options to develop a regional revolving loan fund; one consideration would be how to effectively and equitably consolidate multiple local-level revolving loan fund (RLF) programs within the region. The following steps could be taken:*

- *The Commission should consider developing of a half-day workshop, in cooperation with New North, Inc., NEWREP, Bay Lake Regional Planning Commission, and the Wisconsin Department of Commerce, which would explore the benefits and concerns of consolidating the region's existing RLFs.*

- *As warranted, the Commission should prepare a feasibility study, in cooperation with New North, Inc., NEWREP, Bay Lake Regional Planning Commission, and the Wisconsin Department of Commerce, on revolving loan funds (RLFs).*

♦ *RECOMMENDATION ED-1.2.1.2: The Commission should disseminate information on sources of venture capital and encourage the development of local and regional venture capital pools.*

♦ *RECOMMENDATION ED-1.2.1.3: The Commission should work with public and private entities to identify innovative and market-based incentives that have worked elsewhere, and explore regional applicability.*

♦ *RECOMMENDATION ED-1.2.1.4: The Commission should continue to compile economic development tools, grants, and loans available for use by local government units throughout the region.*

STRATEGY ED-1.2.2.: Promote interaction between existing and prospectivies businesses and local government by collaborating with economic development organizations to promote the region.

♦ *RECOMMENDATION ED-1.2.2.1: The Commission should continue involvement in local, county and regional economic development groups and organizations. Regional groups include the Fox Cities Economic Development Partnership (FCEDP) and the Northeast Wisconsin Regional Economic Development Partnership (NEWREP).*

♦ *RECOMMENDATION ED-1.2.2.2: The Commission should support the efforts of New North, Inc. and work with the organization to provide support on collaborative efforts for economic development.*

STRATEGY ED-1.2.3: Continue to develop an inventory of economic information that supports business development and expansion.

♦ *RECOMMENDATION ED-1.2.3.1: The Commission should continue to work cooperatively with Bay-Lake RPC, NEWREP, and New North, Inc in updating, on a timely basis, the 18-county Regional Industrial Park Database and Map(s).*

♦ *RECOMMENDATION ED-1.2.3.2: The Commission should consider mapping out relative costs of land for industrial or commercial development on a regional scale to assist New North, Inc. in their marketing efforts.*

♦ *RECOMMENDATION ED-1.2.3.3: The Commission should facilitate the development of a regional entity to assist in providing appropriate buildings for new economy industries. This could be modeled after the successful "Chamco" effort in the Oshkosh area.*

STRATEGY ED-1.2.4: Strengthen relationships with organizations that work directly with entrepreneurs.

♦ *RECOMMENDATION ED-1.2.4.1. The Commission should build relationships and partner with organizations that work with*

entrepreneurs, such as the Venture Center (FVTC) and the Wisconsin Entrepreneurs' Network (WEN).

GOAL ED-1.3: Increase an awareness of ongoing economic activities in the area.

STRATEGY ED-1.3.1: Provide useful economic development information for the East Central Region and for sub-units of government throughout the region, using the most up-to-date socioeconomic and business data.

- *RECOMMENDATION ED-1.3.1.1. The Commission should develop a more detailed GIS-based map of the region's sub-markets and economic sub-region's to better understand the nature of its economy and to further facilitate collaboration amongst the region's local units of government. This will also assist in identifying a specific community's context for economic development planning purposes.*

- *RECOMMENDATION ED-1.3.1.2. The Commission should develop factsheets that provide an economic development snapshot for counties, communities, and submarkets in the East Central Region.*

- *RECOMMENDATION ED-1.3.1.3. The Commission should update its economic development website to post economic development profiles, provide links to other economic development agencies and groups, and offer links to funding sources for entrepreneurial activities.*

STRATEGY ED-1.3.2: Be aggressive in marketing the Commission's economic development activities and success stories.

- *RECOMMENDATION ED-1.3.2.1: The Commission should send out press releases to key entities and agencies within the region to announce grant awards, ongoing economic development projects, and regional responses to business closures, etc.*

STRATEGY ED-1.3.3: Develop means to consolidate and disburse regional economic development news.

- *RECOMMENDATION ED-1.3.3.1: The Commission should continue tracking business closures, expansions, and general business conditions for EDA; begin posting web links to ECWRPC website to provide a "one-stop-shop" for economic development news in the 10-county region.*

- *RECOMMENDATION ED-1.3.3.2: The Commission should encourage local economic development officials and communities to send economic development news to ECWRPC for inclusion in the regional economic development website.*

STRATEGY ED-1.3.4: Maintain close relationships with economic development professionals from throughout the East Central Wisconsin Region.

- *RECOMMENDATION ED-1.3.4.1: Commission staff should serve on economic development committees/boards throughout the region to stay abreast on current economic development initiatives and continue building working relationships with economic development professionals throughout the region.*

GOAL ED-1.4: Evaluate the potential for the overall modernization, customization, and component manufacturing opportunities within the region.

STRATEGY ED-1.4.1: Reposition the region's manufacturing capacity to effectively take advantage of new markets.

- *RECOMMENDATION ED-1.4.1.1: The Commission should provide support to New North, Inc. on the development of information that promotes the two primary industry cluster opportunities within the region: Cellulosic Ethanol Production and Wind Energy Component Manufacturing.*

- *RECOMMENDATION ED-1.4.1.2: The Commission should promote and facilitate the idea of a "regional network" of industrial parks that cooperate and coordinate to provide a full range of primary and support industries that help facilitate the development of the New Economy.*

GOAL ED-1.5: More effectively link and apply research and development (R&D) and technology to production processes.

STRATEGY ED-1.5.1: Determine to what extent regional post-secondary institutions are producing innovations in R&D and technology, and develop ways to link and market to the business sector.

- *RECOMMENDATION ED-1.5.1.1: The Commission should work with regional post-secondary institutions to develop strategies, such as business incubators, to bring locally developed innovations to the production process.*

- *RECOMMENDATION ED-1.5.1.2: The Commission should review existing programs/initiatives and determine if and how these strategies can be, and have been, applied in the East Central Region.*

GOAL ED-1.6: Communicate that the foundation of industrial competitiveness lies in the value an employee *adds* to a product or service.

STRATEGY ED-1.6.1: Work with region partners, such as workforce development boards, to assess mechanism to communicate this message effectively.

- *RECOMMENDATION ED-1.6.1.1: The Commission should work closely with regional partners and private industries to demonstrate ways to quantify the value workers add to a product or a service, and develop strategic ways to get the message out.*

GOAL ED-1.7: Strengthen linkages between industry needs and technical education initiatives.

STRATEGY ED-1.7.1: Work closely with regional the public and private sector to develop ways to address the workforce needs of the private sector.

- *RECOMMENDATION ED-1.7.1.1: The Commission should continue to build and maintain a working relationship with the State of Wisconsin Department of Workforce Development, Fox Valley Workforce Development Board, the region's technical colleges, New North, Inc. and private industry.*

- *RECOMMENDATION ED-1.7.1.2: The Commission should partner with the Department of Workforce Development to help identify high-growth occupations in the East Central region and link them to the appropriate training programs (This is tied directly to the Governor's 2008 Grow Wisconsin 2008 plan).*

- *RECOMMENDATION ED-1.7.1.3: The Commission should support efforts by the UW system and UW-Extension with regards to worker re-training opportunities and initiatives.*

GOAL ED-1.8: Promote reductions in worker turnover and increases in worker mobility within service sector industry groups.

STRATEGY ED-1.8.1: Explore partnerships within the leisure and accommodations sectors.

- *RECOMMENDATION ED-1.8.1.1: The Commission should work with regional partners to develop a committee to study ways to better meet the needs of workers and employers in these sectors.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links. The development and expansion of the existing transportation network (road, rail, etc) plays a critical role in providing a safe and effective means for the transport of goods, and spurs on additional industrial development in areas that are within close proximity to highway corridors. Having adequate sites for industrial and business expansion, and ensuring that enough land is zoned for these uses ensures that there is a place for all businesses interested in locating or expanding in the East Central Region (land use).

Additionally, developing, expanding and maintaining key community facilities and utilities, such as police, fire, sanitary sewer, water electric, gas and telecommunications provides current and prospective business with the services they need to conduct business effectively and efficiently. Technical colleges and universities (another community facility) can help provide the region with a workforce that meets the needs of the new economy, and provide industries with new and innovative research and development (R&D) that can be linked to the production process.

Workforce and the Regional Economy

PLAN GUIDELINE: ED-2

Year 2030 Regional Comprehensive Plan

Key Facts

Essential to the success of the region's economy is access to a well-trained and educated workforce.

Experts contend that as the baby boom generation retires, the echo boom generation, similar in size, will become the next labor pool of workers. This new generation requires jobs that pay livable wages. Furthermore, the echo boom generation needs "replacement jobs" - jobs that will replace the manufacturing jobs that no longer exist and new jobs for positions that are currently being outsourced to other countries. [1] Outsourcing is no longer tied to just lower paid service jobs, but has begun to include office positions such as human resources, book keeping and other financial management positions. The challenge will be matching the skills that the market demands with the training and education provided to our future workers.

There has been some identified need for appropriately trained workers for now and in the future to combat future job losses and outsourcing. For example, the National Association of Manufacturers has produced a report describing a projected shortage of skilled workers by 2010. [2] There is and will continue to be a need for workers in the field of health care for positions such as registered nurses, radiologists, and home health care aides, as these professions are related to the region's aging population.

The region will need to provide opportunities for the training and education of its workers. Also important, especially to employee retention, is the opportunity for advancement within an industry. Finally, creating employment opportunities to attract educated workers from outside the region as well as for the future labor pool in the region is fundamental.

So What!

The Census Bureau reports that 23% of Wisconsin residents over 25 have a bachelor degree or higher. When comparing this figure to other states, Wisconsin ranks 30th and falls below the national average (25%). The Bureau also reports that a person with a bachelor degree can expect to earn $2.1 million over the course of a career, nearly *double* what the expected earnings are for a high school graduate. These figures demonstrate the quantifiable economic strength a person develops by receiving an education. Whether the education is in the form of a four year degree, or specialized technical training, the relationship is undeniable that education is the key to greater earning potential. Earning potential aside, education and life-long learning benefits all of us.

In the past, manufacturing jobs required only a high school diploma. With manufacturing jobs declining and the importance of education beyond high school increasing a mismatch is occurring. To prevent our region

[1] "The New Exports: Office Jobs", Urban Land Institute, 2004.

[2] Keeping America Competitive: How a Talent Shortage Threatens U.S. Manufacturing." National Association of Manufacturers, 2003.

and Wisconsin from moving further away from the direction the economy is moving in (the knowledge-based economy), there will need to be a better connection between education, training, and available jobs in the new marketplace.

Current Action

Many organizations, both public and private, are responding to these economic changes. This list is not all inclusive but highlights some initiatives that have taken place:

H-1B Skills Training Program (From the American Competitiveness and Workforce Improvement Act of 1998), U. S. Department of Labor: This program was designed to increase the number of H-1B visas granted each year to highly skilled foreigners to work in the U.S. These workers were to fill positions that were not being filled with U.S. workers. The fees from the visas provided seed money to create training programs for U.S. workers to develop the skills that were in short supply.

NEWERA Educational Resource Alliance: This effort is a consortium of leaders of 13 public colleges and universities in northeast Wisconsin. This group seeks to foster regional partnerships to better serve the educational needs of the 1.2 million people of northeast Wisconsin. Their goals are to collaboratively serve northeast Wisconsin with a quality, seamless education, provide essential resources for communities, business and government, and promote economic development and stability.

Northeast Wisconsin (N.E.W.) Economic Opportunity Study, 2003-2004: The Fox Valley and Bay Area Workforce Development Boards are working in partnership with local elected officials and economic development professionals to: 1) raise awareness about the new economy,; 2) develop the means to attract people and develop businesses in the region; 3) create stronger linkages between companies; and 4) an develop economic and workforce related strategies for reaching the new economy.

Year 2030 Vision for Economic Development

As drafted by the Economic Development Technical Advisory Committee, the following vision statement was established:

The East Central Region has diversified employment opportunities including well paid knowledge based jobs. The regional economy benefits from advances in research and technology and supports entrepreneurialism and local business ownership. The region conducts collaborative economic development efforts across jurisdictional boundaries of governments, educational institutions, and other economic development entities. The preservation of natural resource amenities supports tourism opportunities, assists in attracting an educated workforce and enhances the quality of place for residents in the region.

Goals, Strategies and Recommendations

The goals, strategies and recommendations that were developed for this section are intended to promote workforce development initiatives that help the East Central Region respond to and embrace the new economy by ensuring the alignment of workforce skills and employer needs.

GOAL ED-2.1: Encourage partnerships between the public and private sector to identify skills and knowledge needed for emerging jobs.

STRATEGY ED-2.1.1: Utilize the Comprehensive Economic Development Strategy (CEDS) process to ensure strong public and private participation, including that of regional workforce development boards, county and local & regional economic development entities, in developing regional economic development goals and strategies.

- *RECOMMENDATION ED-2.1.1.1: The Commission should ensure that the CEDS committee is comprised of at least 50 percent private sector representatives that represent the main economic interests of the region.*

- *RECOMMENDATION ED-2.1.1.2: The Commission should encourage and support public/private partnerships with vocational, two and four year colleges, and high schools to meet the needs of new economy.*

GOAL ED-2.2: Communicate with elected officials regarding increased training opportunities for dislocated workers.

STRATEGY ED-2.2.1: When necessary, work cooperatively with public and private partners to communicate opportunities/strategies for addressing job displacement.

- *RECOMMENDATION ED-2.2.1.1: The Commission should work in cooperation with the Wisconsin Department of Workforce Development response team, and, where applicable, pursue funding sources, such as the EDA, for responding to plant closures and layoffs.*

- *RECOMMENDATION ED-2.2.1.2: The Commission should work with local economic development officials and workforce development boards to develop and/or promote resources (such as websites, pamphlets, newsletters, training programs, etc.) that are available to help workers overcome the loss of their job.*

GOAL ED-2.3: Work with school districts to evaluate the value of creating partnerships to track the path of high school graduates and those who do not complete high school.

STRATEGY ED-2.3.1: Actively promote the importance of secondary education in preparing students to excel in the workforce.

- *RECOMMENDATION ED-2.3.1.1: The Commission should proactively share information regarding the new economy and the needs of the private sector to secondary school systems throughout the region.*

- *RECOMMENDAITON ED-2.3.1.2: The Commission should assist in identifying potential partners to assist in developing and administering an efficient survey instrument for tracking the success of students with different education levels.*

GOAL ED-2.4: Continue partnerships with technical colleges to enhance training opportunities.

STRATEGY ED-2.4.1: Encourage technical colleges to develop training programs that are flexible and meet the needs of students and employers.

- *RECOMMENDATION ED-2.4.1.1: The Commission should support efforts by technical colleges to continue expanding and enhancing training opportunities for employment sectors that are in very high demand—for instance, expanding the nursing and welding programs.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. In particular, the educational institutions, which are considered community facilities, play the most important role in providing a workforce that meets the needs of the regional economy. Quality secondary schools provide students with a broad range of options available to them; by "testing" out these options through a variety of coursework, students can identify personal strengths that can be used to succeed in the workforce. Technical colleges excel in training new workers for today's economy, and help re-train dislocated workers with a skill set that provides them with the tools they need to acquire gainful employment. Colleges and universities provide students with a diversified skill set and flexible analytical skills that helps them excel in the new, knowledge based economy and provides industry with the educated workforce that is necessary to complete in the global marketplace.

Economic Impacts of Residential Development

PLAN GUIDELINE: ED-3

Year 2030 Regional Comprehensive Plan

Key Facts

The costs and benefits of developing land can, in some cases, be easily quantified. Development of a new residential subdivision, for example, has obvious construction and maintenance costs, and provides a certain level of economic stimulus to economy. However, the hidden costs such as the loss of land serving as habitat for plant and wildlife, the loss of flood control and aquifer recharge areas, the reduction in the quality of life, are not so easily quantified. It is important to recognize that different housing styles/types generate different levels of impact.

Continuing with the new residential development scenario. If the subdivision is on the urban fringe where it may be difficult to bike, walk, or utilize public transit, residents of the newly constructed homes within this development may be dependent on the use of their automobiles. The physical act of building the houses in this subdivision has positive economic impacts in terms of providing jobs to construction workers, increasing purchases at building supply stores, and increases and improves the housing stock in the community. Nevertheless, the superficially affordable cost of auto-oriented transportation paired with a perceived endless supply of undeveloped land in Wisconsin can contribute to unchecked development and may have some social and economic costs. Described below are two studies that assess the costs of residential development, and one study that assesses the benefits of such development.

First is a study completed by University of Wisconsin-Oshkosh Professor Kevin McGee. It found that residential uses outside of urban areas cost county governments about $500 more per household than urban households. The study cites a $180 per household differential for highway spending and a $120 per household differential for public safety costs. This is essentially a subsidy ranging from $150 – $350 annually provided by urban residential households.[1]

The second study is of 58 communities in 18 different states completed by the American Farmland Trust. The results of the study found that for every $1 million in tax revenues these communities received from farm/forest/open space and from industrial/ commercial land uses, the median amount they had to expend to provide services was $370,000 and $290,000, respectively. However, for every $1 million in revenues received from residential development, the median expense for service provision was $1,150,000.[2]

The Metro Area Impact of Home Building in Appleton, Wisconsin, commissioned by the Valley Home Builders Association (VHBA), demonstrates how, contrary to other studies, new home building may have at least some economic benefit to the local economy. In fact, the study indicates that the building of 100 single-family homes in a given year produces: $14.0 million in local income; $906,000 in taxes and other revenue for local governments; and 323 local jobs. In

[1] "Taxpayers Subsidize Urban Sprawl," Post Crescent, September 10, 2003.

[2] "Parks and Economic Development", American Planning Association, PAS, 502 November, 2001.

addition, the annually recurring impacts of these same 100 homes includes: $3.2 million in local income; $669,000 in taxes and other revenue for local governments; and 81 local jobs.[3]

So What!

Development in outlying areas also detracts from downtown and/or main street areas. Undeveloped tracts of land attract "big box" retailers to meet the "needs" of the consumers living in the newly built housing developments. Therefore, in addition to the costs cited earlier, main streets are negatively impacted when shoppers no longer spend their time and money in downtown stores and restaurants.

Government budgets remain tight while the demand for services will at best remain stable, but more likely will increase. These service demands are largely from residential development which some would argue exacerbate, not contribute to government budgets in many instances. In Wisconsin, property taxes are the largest source of state and local tax revenues. Property taxes pay for public schools, police and fire protection, parks, libraries, road construction and maintenance, health care and technical colleges. Residential property made up almost 50% of all taxable property in 1975. By 2002 it increased to 72%.[4] There already is a heavy burden placed on residential property owners and when land values continue to rise the tax burden becomes even greater. In the end, something will change. Will it be the tax structure, tax rates or the level of service provision? All of these services contribute to our quality of life and provide us with imperative education and training for employment. The issue of service demand and strained government budgets will remain an ongoing debate; however, continued sprawl residential development will only make the financial questions more difficult to answer.

[3] "The Metropolitan Area Impact of Home Building in Appleton, Wisconsin: Income, Jobs, and Taxes Generated." Prepared by the Housing Policy Department of the National Association of Home Builders, May 2007.

[4] "Bigger Tax Burden Hits Home" Milwaukee Journal Sentinel, August 3, 2003.

Current Action

Wisconsin Smart Growth Law, 1999. This legislation updated Wisconsin's planning requirements. It includes a definition of a comprehensive plan, contains nine elements that must be addressed and provides some guidance to assist communities in preparing a plan.

Year 2030 Vision for Economic Development

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Goals, Strategies and Recommendations

The goals, strategies and recommendations that were developed for this section are intended to promote residential development that builds community identify, promotes fiscally responsible residential policies, and encourages redevelopment of underutilized areas where infrastructure already exists.

GOAL ED-3.1: Promote the redevelopment of land with existing infrastructure and public services.

STRATEGY ED-3.1.1: Identify parcels with existing infrastructure and public services that have redevelopment potential.

- *RECOMMENDATION ED-3.1.1.1: The Commission should develop a regional GIS database, and associated mapping, that indicates parcels with redevelopment potential for residential uses.*

GOAL ED-3.2: Encourage planning to guide residential development to maximize the use of existing infrastructure, minimize costs, and minimize environmental impacts.

STRATEGY ED-3.2.1: Promote and utilize "Smart Growth" policies for comprehensive planning efforts throughout the region.

- *RECOMMENDATION ED-3.2.1.1: All ECWRPC contracted Comprehensive Planning processes should promote "smart growth" principles in all plan elements, and encourage residential development where infrastructure already exists.*

- *RECOMMENDATION ED-3.2.1.2: When reviewing Comprehensive Plans submitted from throughout the region, the Commission should commend communities that develop plans that promote "smart growth," and provide constructive feedback to those community plans that may be lacking elements of "smart growth."*

GOAL ED-3.3: Promote the benefits of "walkable communities": higher density and mixed land uses. These benefits include higher home values, attractive to "new" economy workers, attractive to tourists, and the health benefits.

STRATEGY ED-3.3.1: Work closely with local governments and organizations that have the authority/ability to affect land use densities and design.

- *RECOMMENDATION ED-3.3.1.1: The Commission should consider strengthening relationships with home builders associations, such as Valley Home Builder's Association (VHBA), to develop common goals and share perspectives on community development.*

- *RECOMMENDATION ED-3.3.1.2 The Commission should encourage the region's communities to consider promoting mixed-use, walkable neighborhoods when developing their "Smart Growth" plans.*

GOAL ED-3.4: Build community identity by revitalizing main streets and downtowns.

STRATEGY ED-3.4.1: Encourage communities to utilize a range of economic development tools available for community redevelopment, to help make older neighborhoods attractive locations for residential redevelopment.

- *RECOMMENDATION ED-3.4.1.1: Promote communities to utilize TIF districts only for the purpose of redevelopment and revitalization; discourage use of TIF districts for greenfield sites.*

- *RECOMMENDATION ED-3.4.1.2: Encourage local communities to address redevelopment of main streets/*

downtowns in their Smart Growth Comprehensive Plans and identify programs/strategies (such as the Main Street Program) that will help achieve this goal; East Central should comment on plans that neglect addressing redevelopment of these areas.

Policy Links

The issues identified in the sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links. Land use policy greatly affects residential development, and hence the economic costs and benefits associated with it. For instance, zoning codes and maps, comprehensive plans, and other land use regulations can determine where, to what intensity, and what style of housing can be built. In addition, new residential development on "greenfield" sites can result in the loss of productive agricultural land, in some cases degrade natural resources, and alter scenic landscapes (cultural resources) that are valued by the region's population.

When residential development occurs in redevelopment areas, existing transportation infrastructure, and community facilities and utilities can be utilized without having to extend services. On the contrary, residential development in the urban fringe often necessitates the construction or expansion of roads and utilities.

In addition, the availability of housing that is affordable to all persons in the workforce plays an important role in economic development, as employers have an easier time recruiting and retaining employees and employees can live near their place of work.

Economic Benefits of Recreation & Natural Resources

PLAN GUIDELINE: ED-4

2030 Regional Comprehensive Plan

Key Facts

The East Central Region is home to many wonderful natural resources including the Lake Winnebago System, the Wolf and Fox Rivers, and the Niagara Escarpment, to just name a few. These resources and others found in the region contribute to the quality of life that makes east central Wisconsin such a unique and special place to live.

Listed below are three ways natural resources and parks can improve and areas "quality of life":

Enhancement of Real Estate Value and Property Tax Base. In many cases, increases in property values are linked to their proximity to parks, trails and/or natural resource areas. This increase in value translates into higher property taxes paid to the municipality. The real estate market has demonstrated how the value of land increases over time in areas, for example, close to lakes and trails.

Tourism Opportunities. Much of the time, pleasure travel is influenced by attractions. The abundance of natural resources in the East Central Region and elsewhere in Wisconsin is a tourism opportunity that should continue to be supported. While cultural and commercial events also provide opportunities for tourists, the strength in Wisconsin lies in its natural landscape. Natural resources and parks are managed by the public sector which means this sector can be a driving force to enhance access to and the preservation of resources that serve as attractions to visitors.

Attracting businesses and workforce. Business and workforce attraction are inextricably linked. One of the key factors cited by companies when evaluating communities to locate in is the "quality of life" or "quality of place". Quality of place is defined in part by access to parks, natural resources and recreational opportunities. Areas that can offer these things have an advantage in attracting businesses and the necessary workforce.

In terms of costs, open spaces do not require the same level of municipal services that residential or other developed uses require. Generally the greatest cost is the land acquisition and over time the cost will be returned through appreciation of adjacent land values.

So What!

Experts have reported that the quality of place is especially important to knowledge-based industries, which is an essential component of the "new" economy. It is also reported that this factor surpasses financial incentives offered to companies because all communities offer incentive packages, but the quality of life is a unique commodity a community or region can market to attract higher paying, knowledge based industries.

The public sector can make accessibility to parks, recreation and natural resources a priority. Not only does this serve as a business attraction tool, but it also enhances the community for residents who already live there.

Current Action

Wisconsin Department of Natural Resources, (WDNR) Stewardship Program: This program is a comprehensive approach to meet land conservation and recreation needs across the state. It is composed of 5 elements: land acquisition, local assistance, property development on State lands, Baraboo Hill (conservation of hardwood forests in this area) and bluff protection.

WDNR, Land Legacy Program: This program was initiated in 1999 to identify places in the state critical to meeting Wisconsin's conservation and recreation needs for the next 50 years. In 2002, a report was issued listing "Land Legacy Places". Chapter 8, Natural Resources, in Milestone Report 1 lists 40 identified "Land Legacy Places" in the East Central Region.

Green Infrastructure Planning: Green infrastructure is defined as the natural life support system that exists in a community or region. The concept represents an interconnected network of protected land and water that supports native species, maintains natural ecological processes, sustains air and water resources and contributes to the health and quality of life for communities and people. Green infrastructure is a new conservation approach that allows land planners and conservation professionals to forge a stronger link between land use and land preservation. The Town of Greenville, Outagamie County has completed a 'GreenPrint' planning process which embraces some of the green infrastructure concepts. As an advisory document, this plan is intended to assist the Town in making these vital linkages between existing land uses, future greenspace networks and natural functions of the environment.

Year 2030 Vision for Economic Development

As drafted by the Economic Development Technical Advisory Committee, the following vision statement was established:

The East Central Region has diversified employment opportunities including well paid knowledge based jobs. The regional economy benefits from advances in research and technology and supports entrepreneurialism and local business ownership. The region conducts collaborative economic development efforts across jurisdictional boundaries of governments, educational institutions, and other economic development entities. The preservation of natural resource amenities supports tourism opportunities, assists in attracting an educated workforce and enhances the quality of place for residents in the region.

Goals, Strategies and Recommendations

The goals, strategies, and recommendations that were developed for this section are intended to promote the economic benefits of parks, natural resources, and open space and encourage communities to incorporate such spaces into their community.

GOAL ED-4.1: Promote the economic benefits of natural resources, parks, and recreation.

STRATEGY ED-4.1.1: Use local contract plans to illustrate the benefits of recreation, parks, and natural resources to economic development.

- *RECOMMENDATION ED-4.1.1.1: The Commission should stress that locally*

prepared Comprehensive Plans and Park and Recreation Plans overtly explain the link between natural resources/parks/ recreation and resulting economic benefits.

STRATEGY ED-4.1.2: Explore the current and potential economic benefits of regional natural features.

- *RECOMMENDATION ED-4.1.2.1: The Commission should collaborate with other entities in the continued development of resource related, regional plans and programs that can foster quality of life improvements and tourism related to economic development opportunities. Ongoing efforts include, but are not limited to:*
  - *The Fox-Wisconsin River Heritage Parkway Plan*
  - *The Wolf River Corridor*
  - *The Ice Age Trail Corridor*
  - *The Niagara Escarpment*
  - *A proposed designation for an American Viticultural Area (AVA)*
  - *Menominee County Forestry*

GOAL ED-4.2: Recognize the importance of open spaces by encouraging its inclusion into community design.

STRATEGY ED-4.2.1: Encourage communities to adopt policies, plans, and/or ordinances that support the preservation of open space.

- *RECOMMENDATION ED-4.2.1.1: The commission should encourage communities to incorporate open space into their "Smart Growth" Comprehensive Plans.*
- *RECOMMENDATION ED-4.2.1.2: The Commission should encourage rural communities to consider adopting conservation subdivisions requirements.*
- *RECOMMENDATION ED-4.2.1.3 The Commission should encourage local communities to consider taking part in a regional Transfer of Development Rights (TDR)/Purchase of Development Rights (PDR) program.*

GOAL ED-4.3: Elevate the value attached to parks and open spaces to that of the value placed on development.

STRATEGY ED-4.3.1: Develop strategies to provide the public and private sector with information regarding the value of parks/open space as they relate to development.

- *RECOMMENDATION ED-4.3.1.1: The Commission should feature studies and real-world examples that illustrate this concept by utilizing the East Central website and newsletter, "Rapport."*

GOAL ED-4.4: Improve access and promote recreational activities along the Region's major river corridors.

STRATEGY ED-4.4.1: Encourage activities that promote utilization of the Fox River Corridor.

- *RECOMMENDATION ED-4.4.1.1: East Central should continue efforts to implement the Fox River Heritage Corridor Plan.*
- *RECOMMENDATION ED-4.4.1.2: The Commission should continue to work with the Fox River Navigation System Authority (FRNSA) as it works to improve travel and tourism opportunities along the corridor.*
- *RECOMMENDATION ED-4.4.1.3: East Central should continue leveraging financial support from the local governments within the corridor, state government, and federal government.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links. For the region to reap the benefits of tourism based economic development, it is necessary to ensure the preservation of the cultural resources, and natural resources that the tourism is based on. For instance, the regional river corridors benefits from the preservation of historic buildings, landscapes, and cultures. Additionally, the river corridors are more marketable as an economic draw if the landscapes surrounding it are clean, safe, and beautiful. In addition, transportation to these corridors, and on the rivers themselves, whether by canoe, kayak, or boat, is important to the "experience" that can be created and marketed as a tool to draw in visitors.

On the local scale, the creation of parks is partly a function of land use policy and development. Communities can develop mechanisms to support the development of these parks, which in turn can help create the kinds of communities that are attractive to the highly skilled and educated workforce required to support the new economy.

Buying Food Locally
PLAN GUIDELINE: ED-5
Year 2030 Regional Comprehensive Plan

Key Facts

While most industries are trying to expand their markets globally, there are small movements within the agriculture industry emphasizing the buying of food that is grown locally. Wisconsin and other states with strong agricultural sectors are responding in part to some of the negative impacts of globalization and to the shift away from family farming to the economically-induced industrial strength farming.

Support for community-based agriculture has been growing since the 1990s and is promoted in programs such as "Buy Fresh, Buy Local", a national campaign, and in Wisconsin's "Savor Wisconsin" program. The intent of these programs is to link consumers and businesses with food producers in local areas. These initiatives aim to reduce food imports and increase reliance on local and regional food production.

Positive economic impacts can be realized from community-based agriculture. For example, 30% of participating farmers in a pilot study of the Buy Fresh program in northeast Iowa experienced an 11% increase in gross sales and some even experienced 20% or greater sales increases.[1] For the individual farmer this is significant and for the restaurants and consumers buying directly this is an economically and socially beneficial relationship.

When artificially low transportation costs provide us with food that has been shipped thousands of miles, it removes us from our own area's food specialization capabilities, removes us from the people who produce our food, and standardizes our food choices, which pushes us as a society toward uniformity and homogeneity and directs money away from our regional economy.

So What!

The benefits of purchasing food locally are not just economic. Food is a powerful element of our culture and heritage. Corrado Barberis, the President of the National Institute of Rural Sociology, states it best by saying "…a cultural heritage also has an economic value…[Our local products] are the creation of a body of farmers and trades people who have expressed the spirit of the land, their ideologies, their way of living through their products. That's why it's a question of cultural heritage." [2]

Furthermore, eating produce that travels great distances can reduce vitamins and nutrients in these foods. This raises another consideration which is the relationship between nutrition and our health. Health care costs are rising (and obesity levels are rising too, especially in Wisconsin - see Governor Doyle's fitness challenge!) which strains household incomes and businesses' ability to provide health care coverage. Buying seasonal, locally grown food benefits the grower, the buyer, the consumer's health and, of course, our local economies.

[1] Des Moines Register "Linking Growers and Consumers", April 2004.

[2] Pertini, Carlo. *Slow Food*. 2001.

Current Action

Many organizations, both public and private, are responding to and working to change our food system. This list is not all inclusive, but highlights some initiatives that have taken place:

"Buy Fresh, Buy Local": is a national campaign that was started in the 1990s in Massachusetts and has expanded to nine states. Its goal is to connect consumers, restaurants, supermarkets, and other retailers to sources of locally grown foods while seeking to increase the pool of participating farmers.

Savor Wisconsin: is a project initiated in 2002. It is guided by the Wisconsin Department of Agriculture, Trade and Consumer Protection, U.W. Extension, and the Wisconsin Apple Growers Association. This program also focuses on linking consumers to producers in Wisconsin.

Farm Fresh Atlas of Eastern Wisconsin: is a publication that was first produced in 2004. The atlas acts as a means to connect farmers directly to consumers, promote sustainable agriculture, and help develop and maintain healthful local food sources. The East Central Wisconsin Regional Planning Commission continues to assist by producing maps for the publication.

Year 2030 Vision for Economic Development

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The East Central Region has diversified employment opportunities including well paid knowledge based jobs. The regional economy benefits from advances in research and technology and supports entrepreneurialism and local business ownership. The region conducts collaborative economic development efforts across jurisdictional boundaries of governments, educational institutions, and other economic development entities. The preservation of natural resource amenities supports tourism opportunities, assists in attracting an educated workforce and enhances the quality of place for residents in the region.

Goals, Strategies and Recommendations

The goals, strategies, and recommendations that were developed for this section are intended to promote locally based food systems, help strengthen the regions food security, and increase options for farmers through the expansion of market niches.

GOAL ED-5.1: Look at ways to expand the market options for family farmers.

STRATEGY ED-5.1.1: Promote alternative and non-traditional farming practices to allow farmers to differentiate themselves and form market niches.

- *RECOMMENDATION ED-5.1.1.1: As the market for organic/natural and non-traditional foods continues to grow, the Commission should encourage interested farmers to develop and maintain production in "niche" markets.*
- *RECOMMENDATION ED-5.1.1.2: The Commission should promote and support development and expansion of the*

viticulture and aquaculture sectors of agriculture in East Central Wisconsin.

GOAL ED-5.2: Work with communities to promote the power they have to make food choices that support local farmers.

STRATEGY ED-5.2.1: Continue to support programs that allow consumers to buy directly from farmers.

- *RECOMMENDATION ED-5.2.1.1: Encourage the formation of Community Supported Agricultural (CSA) operations as a way of providing farmers with direct links to consumers, and allowing consumers to access fresh, locally grown products.*
- *RECOMMENDATION ED-5.2.1.2: Continue to support the efforts of existing farmers' markets, and encourage the development of markets where they currently do not exist.*

GOAL ED-5.3: Work to improve the accessibility of information about local growers and how consumers can purchase or produce seasonal, locally grown food.

STRATEGY ED-5.3.1: Continue to promote current activities and assist in the development of new initiatives that seek to provide information to link consumers to local produces.

- *RECOMMENDATION ED-5.3.1.1: Continue to promote and assist in production of the Farm Fresh Atlas of Eastern Wisconsin.*
- *RECOMMENDATION ED-5.3.1.2: Promote and assist in developing a web-based interactive map of the farm fresh atlas to broaden the reach of the publication.*

STRATEGY ED-5.3.2: Promote and support local efforts to promote the production and consumption of locally grown foods.

- *RECOMMENDATION ED-5.3.2.1: Continue to support the Community Gardens Partnership and other community garden organizations in their efforts to develop community gardens throughout the East Central Region.*
- *RECOMMENDATION-5.3.2.2: The Commission should encourage communities to identify areas for community gardens in local plans, such as their "smart growth" plans.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links. The preservation of agricultural resources plays a key role in maintaining the region's current agricultural sector, and leaving open the possibility for more specialized agricultural opportunities. An efficient and well-maintained transportation system provides economical ways for farmers to get their products to their markets.

Land use policy provides one of the strongest tools to either promote or degrade regional agricultural resources. For instance, land use policies that encourage unchecked urban and suburban development can promote the consumption of valuable agricultural lands. On the other hand, land use policies that promote higher densities, contiguity to urban areas, and/or the creation of a regional PDR (Purchase of Development Rights) and/orTDR (Transfer of Development Rights) program help preserve the farmland that is needed to sustain the agricultural sector of the region's economy.

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CHAPTER 5: HOUSING

Introduction

Previous chapters in this document discuss the regional comprehensive planning process, summarize the first report, which provided background data for the region, present a regional vision and identify the issues, opportunities, vision and core goals for economic development of the region. This chapter identifies housing issues and opportunities, provides a regional vision for housing and recommends core goals to address identified issues.

Well designed, decent, safe, affordable housing, which meets the needs of all residents, is important to healthy communities. It helps define a sense of place, lends character to communities and creates a sense of connection and ownership between residents and their neighborhood and community. Affordable housing is not only a quality of life consideration, but also an integral part of a comprehensive economic development strategy. Companies are reluctant to locate in communities without affordable housing for their workers. Communities in which wages are incompatible with the cost of housing and where housing choices are limited find that they are unable to attract an adequate labor force.

The demographic nature of our region is changing, and will continue to change during the planning period. Over the next thirty years, the number of households in the region is expected to grow at a faster rate than the population. Not only will we see a rise in the number of households, but demographic trends also indicate that the nature of those households and their housing requirements will also change. Our population is aging. We are also seeing an increase in the number of one person and two person households. Over the next thirty years, we will see an increase in the number of elderly households, frail elderly residents and the emergence of a number of new households as children of baby-boomers enter the housing market. Cultural changes will also occur as the number and percentage of residents from other racial and ethnic groups increase. Housing choices will need to increase to accommodate changing socioeconomic conditions. As a result, the next thirty years will present challenges and opportunities for the preservation of our existing housing stock and for growth in innovation and variation in design, style and integration of new housing units.

Current intergovernmental cooperative efforts to meet housing needs within our region, and the interaction between housing and other plan elements, are discussed below. That discussion is followed by a regional vision for the future of housing. The remainder of the chapter compares current trends to the identified vision, summarizes key findings, and identifies goals, strategies and recommendations to address identified issues.

Statement of Interaction with other Planning Elements

Housing cannot be considered in isolation from other elements. Meeting the housing needs of all our residents requires an adequate supply of reasonably priced land with the appropriate infrastructure, utilities and services, coupled with employment opportunities and community designs which allow for transportation choices. Decisions regarding economic development, transportation, community and public facilities development, environmental quality and land use

have an impact on housing choice, supply and affordability. Likewise, decisions made in the housing sector can influence the cost and efficiency of other plan elements. Policy decisions in all sectors should facilitate the development of a built environment, which meets the needs of persons of all income levels, age groups and persons with special needs. Concerns and recommendations regarding other plan elements were identified in the housing visioning exercise, issue and trend discussions and in the committees' recommendations. These comments have been organized in the order elements are presented in Milestone Report #2.

Economic Development

Housing TAC members stated that more discussion about housing must be included in economic development decisions. When bringing new businesses to the area, economic development professionals should correlate anticipated wages with the rental market. They should also consider the following questions: Where these people will live if the project is accepted? How much can they afford to pay for housing? Is there sufficient housing at that price level?

Frustration was expressed regarding the mismatch between the increase in low wage employment, the continued rise in housing costs, and the chamber of commerce's reluctance to examine the link between housing and economic development. As the economic climate worsens, businesses that heavily rely on human resources will need to recognize that it is necessary to address the day-to-day personal struggles of their employees, on some level. Since human resource directors are more likely to be aware of these issues, they should be brought into the discussion regarding ties between economic development and affordable housing. Human resource directors also may be more effective than housing providers in convincing chambers to recognize the importance of affordable housing in obtaining and retaining a stable workforce.

Housing TAC members stated that the development and growth of living wage jobs should be encouraged. They recommended targeting government incentives to industries, which provide living wage jobs, and eliminating subsidies and incentives to attract low wage employers. National employers should be encouraged to move to the area and to create or expand their own training programs. At the same time, members noted that certain low wage jobs were important to maintaining the quality of life for all citizens in our communities.

For example, as the elderly population grows, so will the need to attract the lower wage service workers to care for them, and there will be competition from all other areas in this regard. If these workers cannot afford decent housing that is appealing to them, they will locate elsewhere. So creation of affordable housing in the area should be considered as an economic necessity for our area and not just a social service. Housing needs to be developed that meets the needs of all income levels within the community, including entry level and low skill workers.

Members noted that certain areas within the region, such as vacant industrial or commercial sites and dilapidated, unsafe housing, present redevelopment opportunities. Intergovernmental cooperation, which promotes cost effective, socially responsible redevelopment, should be encouraged, along with public private partnerships that promote economic opportunities and provide for decent, safe affordable housing. As redevelopment occurs, care should be taken to promote urban structure changes and expansions that meet current and future business and community needs. Urban infrastructure must be developed to deal with a growing

service/information based economy, not necessarily follow the former manufacturing/ distribution format of years past if the East Central region is to be globally competitive.

Transportation

Housing TAC members stated that transportation corridors should be located in such a fashion that they minimize their impact on natural resources. Pedestrian/bicycle facilities should be provided in all housing developments.

Members also expressed a desire to see mixed income housing near public transportation links and communities designed with housing located in fairly close proximity to neighborhood businesses and services. Walk to Work programs should be created within the region. Members would like to see a new traditional neighborhood design project built that would function as a model for the region. If barriers prevent or slow the development of such a model, then, in the short term, an affordable mixed income project should be developed in the Fox Cities with Valley Transit providing access.

Some communities in the region are redeveloping older industrial area and some downtown areas. Public transportation networks should be developed and expanded in these areas to serve the redeveloped area and reduce the need for costly parking lots and additional street patterns.

Community Facilities

Housing TAC members stated that housing affordability and upscale employment are linked to education, experience and updating job skills. These attributes are connected to a good to excellent regional education system and trade unions training system. As a result, the regional college and university network should be preserved and expanded. Our region's population growth calls for additional educational facilities and class subjects. School systems should preserve and expand technology. They should expand training and economic opportunities by increasing knowledge and skill levels to meet the demands of our future workforce, and to attract higher wage industries to our area. Members also noted that retooling is needed for the current labor force, especially in regards to technology and computer skills.

The lack of financial literacy was identified as a major issue for all income levels. Life skills training is also needed for emerging households. It was recommended that curriculum in the K-12 education system be revised to incorporate financial literacy and life skills training. A course in financial literacy and other basic life skills should also be established as a core requirement for all post-high school curricula, including colleges, universities, technical schools and trade schools.

Intern programs should be expanded, and counselors, professors and students should be kept informed regarding local opportunities. Internships not only provide training and an opportunity for students to evaluate potential career fields, they also tie kids to communities. By providing and expanding internship programs, schools and companies are telling young adults that they are needed and wanted in their community. As a result, students will be more willing to stay in the region, rather than travel elsewhere for educational and economic opportunities. Unions could also provide training for young adults.

Members expressed a desire to retain community identity in the face of consolidation of government services. While consolidation of services and regionalization are important, residents have to have ties to their community, otherwise we become one large impersonal urban area. Members also stated that all services should be able to provide adequate coverage to various housing districts.

Infrastructure for recreational activities such as walking, biking, jogging, skating, etc. should be provided in all housing developments. Developers would like the opportunity to choose the type of pedestrian/bicycle facilities and determine the placement of those facilities within their proposed development.

Agriculture Resources

Housing TAC members stated that farmsteads, farmhouses and family farms should be preserved. Members suggested that a Farmland Preservation project within the region similar to the one in the Town of Dunn in Dane County would preserve agricultural land without costing the farmer loss of income.

Rural Housing Policy Technical Advisory Committee members discussed issues surrounding migrant housing and housing for year round farm laborers, noting that housing for agricultural workers and food processing plant workers is easier to site in communities, which recognize the link between housing for these workers and local economic development. Members suggested that education is needed regarding the link between housing, the farm economy, economic development and cultural differences. They also suggested that communities should anticipate the need for seasonal or migrant workers and approach developers regarding the type of housing needed and the community's expectations for that housing. Communities should be willing to provide incentives to developers to encourage the type of housing they would like to see in their community for this workforce.

Natural Resources

Housing TAC members stated that as much green space as possible should be preserved, within the context of meeting the region's growth needs. An efficient balance must be determined, which preserves important natural resources, yet allows an adequate amount of land to be developed to accommodate anticipated growth. They noted that once green space is gone, it is virtually gone forever. Members recommended preserving hilltops, environmentally sensitive areas, environmentally unique areas and viewsheds. The state Stewardship Fund should also be preserved.

Members also noted that urban sprawl has engulfed much of the area surrounding the Fox Cities. Better land-use planning, along with local studies on the effect this sprawl has on the natural resources and community costs, needs to be implemented in order to prevent the loss of the beauty of this region.

Cultural Resources

Housing TAC members stated that historic housing districts, in particular, should be preserved, along with old hotels, motels, and room and boarding homes, which represented period architecture. Historic icons, such as industrial buildings, public facilities and schools, which no

longer met the needs of their original intent, should be preserved through adaptive reuse. The heritage and special land mark designation for historical housing districts should be expanded.

A desire was also expressed to preserve design aspects of older homes that are not seen in newer houses and/or represent building processes that may be unique in the region. One such example would be houses built in Chilton in the early 1900s. These houses were built with a cream-colored brick, called Chilton Brick. Chilton Brick is unique to the area and is no longer manufactured. As a result, losing these homes would be a loss of the City of Chilton's historical past.

Older homes and buildings in urban areas and farmhouses, farmsteads and family farms in the rural areas, which may not be of historical significance, but never the less have historic features, and represent the local character of the community should also be preserved. Rural character should be protected, along with existing urban forms, such as second story apartments in business districts and traditional neighborhoods.

Land Use

Housing TAC members recommended changing concentrated and centralized zoning laws that tend to lead to strip developments along major traffic routes and transportation corridors and separate land used into industrial parks, bedroom communities and shopping centers. Members recommended redeveloping these areas as mixed use to meet both regional housing and employment needs. They also stated that strip developments should be redesigned and redeveloped to disperse traffic patterns and concentrations.

Housing should be located in fairly close proximity to certain businesses and services. Distance and access to transportation and other services is an issue for low income households, persons with disabilities, the elderly and those who provide services to these populations. As people age, they are staying in their homes longer, and this is causing difficulty for service providers, as it is difficult to provide services for a scattered population. Current land use patterns promote/require automobile use to reach basic goods and services. As our population ages, the number of seniors is increasing and seniors continue driving as long as possible to meet their basic needs and to achieve social interaction. More studies are showing the dangers associated with seniors continuing to drive beyond their ability to safely do so.

Different zoning areas should be created with both maximum and minimum lot sizes. European-style coving, where individual houses are placed on the landscape to minimize lot sizes while maximizing views and privacy, is one design option that could be used to encourage social interaction. Subdivision placement should progress in a linear fashion and not “pop-up” haphazardly in rural areas. Existing building codes, zoning and subdivision ordinances and subdivision covenants should be reviewed with an eye towards removing overly restrictive barriers.

Vision Statement for Housing Development

In preparation for forming a vision statement, the Regional Housing Element Technical Advisory Committee (TAC) was asked to consider three questions: “What would you like to see preserved in the region?”, “What would you like to see changed in the region?” and “What would you like

to see created in the region?" The committee's responses have been summarized into a best of all possible worlds scenario. The actual vision statement is provided at the end of this section.

Committee members envisioned a future where the region's history, local character, traditional neighborhoods and the existing housing stock are preserved. Increased planning, education, housing choice and affordability have resulted in housing which meets the needs of all residents. Waiting lists for affordable housing have been eliminated as changing attitudes toward low income housing/households and diversity have resulted in regional collaborations, which have encouraged the development of enough affordable housing to meet resident's needs. These regional partnerships spread the cost of affordable housing, elderly housing and rental housing throughout all communities.

Older small single family housing districts have been renovated and updated to attract first time home buyers. The energy efficiency of existing housing has been improved. Substandard housing has been upgraded or replaced. Existing affordable multi-family units are preserved and upgraded. A range of housing options exist for elderly residents, which meet their needs and health circumstances, yet remains affordable at all income levels. These housing options provide the opportunity for elderly residents to move from their home through successive options that meet their needs as their mobility and health status changes and that still allows them to stay in the same neighborhood and integrated, not isolated, from the larger community.

Second story apartments in urban business districts provide a housing alternative for downtown retail business owners, young urban professionals, retail and service employees and others wishing to live downtown. Second story apartments in rural business districts provide a housing alternative for retail business owners, young adults who wish to remain in the community and retail and service employees. When used as rental property, they also provide additional income for local business owners.

Traditional neighborhoods with front porches, sidewalks and other features encourage social interaction. As new housing is created in the region, local neighborhood style living and community identities are preserved, and have not been completely replaced with the "suburban" style of housing development. New subdivisions no longer "pop-up" haphazardly in rural areas; but instead development progresses in a linear fashion. Conservation subdivisions, which are compatible with existing land uses and designed to fit into the natural landscape, provide a housing alternative in rural areas. Better planning has resulted in smaller lot sizes, greater densities and more clustering. Garages are built on the sides and backs of new housing, not on the front. A greater range of housing options within new developments increases housing choice and promotes mixed income and mixed use neighborhoods. Communities promote, rather than discourage, innovation from developers. Developers take advantage of new designs and construction materials. Communities think vertically as well as horizontally.

Housing districts are diverse, yet maintain some sort of continuity for fairly seamless transitions from neighborhood to neighborhood. All neighborhoods include infrastructure for recreational activities such as walking, biking, jogging, skating, etc. Physically active communities exist for all age levels.

This vision was summarized into the following housing vision statement for the region:

> *"In 2030 in the East Central Wisconsin region, a dynamic housing market fosters community and neighborhood cohesion. Varied types of quality housing are integrated with community facilities and various transportation alternatives. This housing market meets the needs of urban and rural households of all types, ages, income, cultures and mobility status."*

It should be noted that the term "community facilities" in the vision statement, not only refers to community facilities such as schools, parks, daycare and medical facilities, but also to businesses, services and employment opportunities.

Goals, Strategies and a Plan for Action (Plan Guidelines)

The Regional Housing Technical Advisory Committee assisted East Central staff in creating the overall plan element vision and goals. For the most part, these statements were based on previously conducted focus group meetings which identified issues and opportunities. The identified issues and opportunities fall into four major categories; Affordable Housing, Housing Choice, Housing Preservation, and Coordination and Cooperation. The following plan guidelines summarize the key facts, discussion, current activities and programs associated with the Housing plan element. As in Milestone Report #2, the element's vision statement and core goals are listed, however; Milestone Report #3 now includes the addition of more specific regional strategies and specific recommendations which will assist the region in meeting these goals.

Based on the advisory nature of the Commission, as well as its regional coverage many of the recommendations are geared toward its own potential involvement in achieving the established vision. The recommendations exist, in part, to meet a portion of the State's smart growth planning requirements to address the implementation of the plan, but even more so….many are written in a manner which is 'action oriented'. The recommendation statements are written in three general ways:

1. (e.g. *"the Commission should…"*). – providing specific direction, role, or set of tasks/activities that the Commission itself can conduct, often times at a regional level. These activities will serve to assist member counties and communities directly or indirectly and, as an additional benefit, will improve the consistency and objectivity by which multi-jurisdictional land use issues are addressed.

2. Other recommendations are written so that they serve as a general 'policy'. Items that should or may be considered and applied in future decisions or opinions rendered by the Commission or its staff.

3. Still others are written as statements which 'support or encourage' certain outcomes, many of which require the leadership or assistance of other agencies and entities.

The recommendations are an important part of this planning document as they will serve to guide the Commission in its future activities. These will eventually serve as the basis for the Commission's future Strategic Plan and its current Annual Work Program planning and evaluation process. These are important tools that are used in communicating the Commission's mission and value to member units of government and the citizens of the region. More information and recommendations for plan implementation can be found in Chapter 12 – Regional Plan Implementation.

The 'policy links' section of the plan guideline is essentially a summary of the *"Statement of Interaction with Other Planning Elements"* portion of this chapter and is present so that the users of the document can keep these key linkage points in mind.

Affordable Housing
PLAN GUIDELINE: H-1
Year 2030 Regional Comprehensive Plan

Key Facts

Housing affordability is one of the largest issues facing the region. In 2000, 15% of the region's homeowners and 27% of renters were paying a disproportionate share (more than 30% of their income; see table 4-1.1) of their income for housing and housing related expenses. Housing affordability is an issue not only for those with incomes of less than $30,000, but is increasingly an issue for households with yearly incomes between $30,000 and $90,000. In some parts of the region, it is even an issue for households with incomes higher than $90,000. Access to affordable housing is a problem that may well impact our parents, our children, our grandchildren, and us.

Exhibit H-1. Affordable Monthly Housing Expenses for Household Income Levels

Household Income	Affordable Monthly Expense
$15,000	$375
$30,000	$750
$45,000	$1,125
$60,000	$1,500
$75,000	$1,875
$90,000	$2,250

Affordability in our region is the result of a number of factors, both structural and social. The region is experiencing a major change in the make-up of the economy with a decline in manufacturing (higher wage) and an increase in service sector (lower wage) employment, resulting in households having inadequate income to meet their housing needs. This has been exacerbated by the current recession. An inadequate supply of small starter homes for the first time buyer has resulted in an increase in purchase price that is preventing young people from getting onto the property ladder. There appears to be a housing sector and an economic development mismatch, as housing prices continue to rise while the majority of job growth is in lower wage occupations.

A spatial mismatch is also developing as low-income job growth occurs on outskirts of urban areas in low-density commercial/industrial zones, which are difficult to serve by transit, while low-income housing continues to be predominately located in urban cores. Poor financial literacy and management skills across all income levels, as well as a desire to live above ones means coupled with easy credit, have created additional challenges. Existing barriers to affordable housing within our political, regulatory and economic sectors make it increasingly difficult to meet affordable housing needs in our communities[1]. Research has shown that barriers to affordable housing increase the cost of housing by 35%. Housing affordability for those with challenges, such as mental illness, poor life skills, alcohol and/or drug addictions, is particularly problematic and challenging, as limited resources coupled with political opposition make it difficult for agencies to meet the needs of this population.

So What!

Access to affordable housing is not only a quality of life consideration – shelter is a basic human need, but also an integral part of a comprehensive economic development strategy. For example, a recent study in Minneapolis-St. Paul

[1] See "Overcoming Barriers to Affordable Housing in The East Central Region", 2004, for more detail.

indicated that a lack of affordable housing could cost the Twin Cities as much as $265 million a year in lost consumer spending and business income. Why? Companies are reluctant to relocate to communities without affordable housing for their workers. Existing companies may move out of the area if they cannot attract an adequate labor force. Labor shortages and high turnover rates reduce service and productivity, increase administration and training costs, thereby discouraging business development and expansion. In addition, households, which must spend a disproportionate amount of their income on housing, will not have the resources to properly maintain their housing, nor will they have adequate disposable income for other living expenses, such as transportation, childcare, healthcare, food, and clothing. This in turn has a negative impact on the overall economy.

Current Action

The East Central report, *A Perspective on Housing*, 1976, noted that the complexity of housing is such that no simple solutions to housing problems exist. This is particularly true today of affordable housing, which is a contentious, complicated issue. On one hand, the perception exists that providing affordable housing encourages "undesirables" to move into a community, lowers property values and thereby creates barriers to economic development. On the other hand, a lack of affordable housing can stifle economic development, places the burden of finding appropriate housing on citizens least able to afford it and can cause a stagnation or decline in property values if households cannot afford to maintain their property and new households are unable to get on the property ladder. The only agreement is that the private sector alone cannot meet the housing needs of all population segments.

Within the non-profit sector, entities such as CAP services, Habitat for Humanity and the Housing Partnership for the Fox Cites build and rehabilitate housing for lower income households in an effort to meet the need for affordable housing, but their resources are not adequate to meet current demand. The Fox Cities Housing Coalition and the Shawano County Housing Resource Partnership are currently exploring public/private partnerships that could help meet the housing needs of the very low income. CAP Services has partnered with Habitat for Humanity chapters in Outagamie and Waushara Counties to make more efficient use of nonprofit resources. Housing professionals have identified barriers to affordable housing in urban and rural areas, and proposed potential solutions that could be used to address those barriers.

Existing homeownership programs provide closing cost, downpayment and homebuyer education for low to moderate income households. FISC (Financial Information and Service Center) provides budgeting and financial education for all income levels. However, people tend to come to them after they are already in financial difficulty.

Access to predatory loan products is also expanding in our region. These products appear to be quite attractive up front; but in reality, they may have high buyer fees, high or creeping interest rates and will over time cost the consumer substantially more than a standard loan product.

An economic summit was held in 2002, to discuss issues associated with the changing economy. A bill, AB94, was introduced in February 2003 to the state legislature, which would require students to have one semester of financial training before they graduated from high school. However, this bill did not pass. Although the bill did not pass, some school districts, such as Appleton, have initiated such a plan to improve financial literacy among their students.

Year 2030 Vision for Affordable Housing

As drafted by the Housing Technical Advisory Committee, the following vision statement for housing was established:

> ***In the East Central Wisconsin region, a dynamic housing market fosters community and neighborhood cohesion. Varied types of quality housing are integrated with community facilities and various transportation alternatives. This housing market meets the needs of urban and rural households of all types, ages, income, cultures and mobility status.***

Goals, Strategies and Recommendations

The goals, strategies and recommendations that were developed for this section are intended to promote affordable housing initiatives in the Region. Meeting the needs of our lowest income residents requires a coordinated effort between numerous parties and sectors.

GOAL H-1.1: Promote collaboration between local governments, the private sector and governmental and non-profit agencies to ensure provision of an adequate supply of affordable housing in both urban and rural areas.

STRATEGY H-1.1.1: Facilitate intergovernmental cooperation to promote the development of affordable housing over individual communities planning in isolation.

- *RECOMMENDATION H-1.1.1.1: The Commission should create of publication of standardized affordable housing terminology.*
- *RECOMMENDATION H-1.1.1.2: The Commission should identify examples of working regional partnerships.*
- *RECOMMENDATION H-1.1.1.3: The Commission should encourage tax base sharing by communities.*
- *RECOMMENDATION H-1.1.1.4: The Commission should present information that shows elected officials that submitting joint applications for funding increases the overall dollar amount received.*
- *RECOMMENDATION H-1.1.1.5: The Commission should encourage state and federal agencies to provide support for affordable housing planning and implementation initiatives.*
- *RECOMMENDATION H-1.1.1.6: The Commission should actively research and encourage communities and counties to apply for funds and grants from various federal agencies and private sector funding sources.*

STRATEGY H-1.1.2. Increase understanding of affordable housing issues between public, governmental, public utilities, private and non-profit sectors.

- *RECOMMENDATION H-1.1.2.1: The Commission should create and encourage the use of the standardized affordable housing terminology.*
- *RECOMMENDATION H-1.1.2.2: The Commission should hold workshops to discuss success stories, challenges, and strategies to promote affordable housing in the region.*
- *RECOMMENDATION H-1.1.2.3: The Commission should promote local and state colleges and universities to develop a graduate/undergraduate study program to address the issue of affordable housing and urban development planning.*

STRATEGY H-1.1.3: Facilitate communication and collaboration between developers, communities and nonprofits to develop a full range of affordable housing options throughout the region.

- *RECOMMENDATION H-1.1.3.1: The commission should identify funding opportunities that mutually apply to public and private entities.*
- *RECOMMENDATION H-1.1.3.2: The Commission should support the development of community housing trust funds.*

STRATEGY H-1.1.4: Build a coalition including Chambers of Commerce, UWEX and others to promote and build an educational program.

- *RECOMMENDATION H-1.1.4.1: The Commission should seek out organizations that will support and spread the message of the local/regional need for affordable housing.*
- *RECOMMENDATION H-1.1.4.2: The Commission should utilize various business associations, such as the Valley Homebuilders Association and related trade organizations to reach housing developers regarding the need of affordable housing within their trade areas/business districts.*
- *RECOMMENDATION H-1.1.4.3: The Commission should work with public and private partners to explore developing an educational housing construction program whereby low-income homebuyers are given reduced fees/tuition breaks/scholarships from the tech school; in exchange, they work for the contractor/developer to help construct his/her new home.*

STRATEGY H-1.1.5: Provide short-term incentives to developers to build more affordable housing.

- *RECOMMENDATION H-1.1.5.1: The Commission should encourage local governments to streamline and expedite the permitting process for projects that incorporate affordable housing.*
- *RECOMMENDATION H-1.1.5.2: The Commission should encourage local governments to waive or reduce impact and permit fees for projects that promote affordable housing.*
- *RECOMMENDATION H-1.1.5.3: The Commission should work to build support for affordable housing projects to reduce upfront public opposition.*
- *RECOMMENDATION H-1.1.5.4: The Commission should promote the development of a series of house plans that prospective homeowners could select from; plans and building lots could be pre-approved prior to construction.*

STRATEGY H-1.1.6: Provide incentives to companies that incorporate a housing component such as downpayment, closing cost assistance or housing bonuses in their employee development/ incentive programs.

- *RECOMMENDATION H-1.1.6.1: Encourage counties and Minor Civil Divisions to utilize revolving loan funds, CDBG (Community Development Block Grant) funds and/or expedited permitting.*

STRATEGY H-1.1.7: Encourage local planning commissions to develop methods to identify housing needs, issues, and opportunities.

- *RECOMMENDATION H-1.1.7.1: The Commission should support local planning commissions in working with developers, realtors, citizens and data supply companies to collect accurate data to identify housing needs, issues, and opportunities.*

- *RECOMMENDATION H-1.1.7.2: The Commission should encourage local planning commissions to share information and analysis with the public, state and local governments.*

STRATEGY H-1.1.8: Encourage surrounding communities to comment to the Wisconsin Department of Administration (DOA) when housing issues are not adequately addressed within a neighboring jurisdiction's comprehensive plan.

GOAL H-1.2: Encourage local government and other agencies to aggressively/progressively pursue federal funding to meet the affordable housing needs of the very low income within the region.

STRATEGY H-1.2.1: Promote the awareness that while we do not have a high poverty rate, we do have an affordable housing problem, which needs to be addressed.

- *RECOMMENDATION H-1.2.1.1: East Central should support and take part in community awareness campaigns and activities of the Fox Cities Housing Coalition, Winnebagoland Housing Coalition, and other housing groups.*

STRATEGY H-1.2.2: Keep legislators informed of housing activities and needs within the region.

- *RECOMMENDATION H-1.2.2.1: East Central should inform legislators of ways they can help address housing needs within the region, by encouraging them to support pertinent bills and legislation.*

STRATEGY H-1.2.3: Assist local communities in developing, maintaining, expanding, and marketing affordable housing projects/programs.

- *RECOMMENDATION H-1.2.3.1: East Central should encourage local governments and agencies to pursue additional federal and state funds for first-time homebuyer programs, and programs for very low- to moderate-income households.*

- *RECOMMENDATION H-1.2.3.2: East Central should research and analyze building subsidies, subsidies to reduce land costs, and funding to establish housing land trusts as funding options.*

- *RECOMMENDATION H-1.2.3.3: East Central should encourage continued funding levels for section 8 vouchers as a short-term solution to meet affordable housing needs.*

- *RECOMMENDATION H-1.2.3.4: East Central should promote and instruct lower income people as to the benefits of signing up for government housing and poverty relief programs.*

GOAL H-1.3: Increase awareness of the issues surrounding affordable housing among decision makers, realtors and the public. Specifically, an effort should be made to overcome the stigma that affordable equates to social/welfare housing, as well as to promote quality design that is cost effective.

STRATEGY H-1.3.1. Coordinate new educational efforts and strategies to promote affordable housing.

- *RECOMMENDATION H-1.3.1.1: The Commission should hold housing workshops to explain what affordable housing is, why it is important, and educate communities regarding funding programs for housing.*

- *RECOMMENDATION H-1.3.1.2: The Commission should consider forming a*

committee to develop an action plan to raise awareness.

- *RECOMMENDATION H-1.3.1.3: The Commission should work to educate developers regarding the market need for more affordable housing.*
- *RECOMMENDATION H-1.3.1.4: The Commission should identify community leaders that will advocate for affordable housing.*

STRATEGY H-1.3.2: Dispel myths about affordable housing.

- *RECOMMENDATION H-1.3.2.1: The Commission should develop better ways to better illustrate non-stereotypical segments of the population that need affordable housing, such as through the production of plan guidelines that will get people's attention.*
- *RECOMMENDATION H-1.3.2.2: East Central should partner with others to develop a regional newsletter that promotes the benefits of affordable housing.*
- *RECOMMENDATION H-1.3.2.3: The Commission should encourage secondary schools to offer housing and urban development courses.*
- *RECOMMENDATION H-1.3.2.4: The Commission should encourage existing groups to educate their members and boards.*

STRATEGY H-1.3.3: Promote and improve existing educational efforts regarding affordable housing.

- *RECOMMENDATION H-1.3.3.1: The Commission should consider establishing and maintaining an electronic clearinghouse that combines mailing lists from a variety of sources that are related to the housing sector.*
- *RECOMMENDATION H-1.3.3.2: The Commission should suggest that affordable housing events list the types of people who should be interested directly on conference brochures and advertising.*
- *RECOMMENDATION H-1.3.3.3: The Commission should encourage and promote panel discussions and other two-way communication.*

GOAL H-1.4: Encourage partnership between economic development professionals, housing providers and consumers to help promote the development of housing that meets the needs of all income levels within a community, including entry level and low skill workers.

STRATEGY H-1.4.1: Build a cooperative, working relationship with economic groups, which have similar interests, such as Main Street, community and downtown development associations.

- *RECOMMENDATION H-1.4.1.1: The Commission should consistently encourage land use patterns that promote co-location of employment centers, childcare and housing.*

STRATEGY H-1.4.2: Make a better connection between low wage job sectors and our quality of life in the East Central Region.

- *RECOMMENDATION H-1.4.2.1: East Central should continue involvement with Fox Valley Workforce Housing group, and other housing groups throughout the region.*
- *RECOMMENDATION H-1.4.2.2: The Commission should promote the ESTHER Workforce Housing video and encourage communities throughout the region to consider creating a region-wide marketing tool.*

STRATEGY H-1.4.3: Identify current housing related needs throughout all sectors of the community.

- *RECOMMENDATION H-1.4.3.1: The Commission should continue involvement with housing coalitions, such as the Winnebagoland and Fox Cities Housing Coalitions, that promote and represent housing needs in the East Central region.*

STRATEGY H-1.4.4: Encourage communities to develop mechanisms to finance affordable housing for low- to moderate-income households.

- *RECOMMENDATION H-1.4.4.1: The Commission should study alternative methods of financial affordable housing and encourage communities to utilize these methods.*

STRATEGY H-1.4.5. Work with large employers who wish to locate in sites without an adequate supply of workforce housing, to help develop affordable housing in the area.

- *RECOMMENDATION H-1.4.5.1: The Commission should encourage large employers to build housing, or to provide support to the community and/or developers to develop housing that meets the needs of their workforce.*

- *RECOMMENDATION H-1.4.5.2: The Commission should encourage the expansion of existing economic development organizations to include housing providers.*

STRATEGY H-1.4.6: Target government incentives to industries that provide living wage jobs.

- *RECOMMENDATION H1.4.6.1: Encourage communities to provide incentives, which could include reduced property taxes, fixed land costs, infrastructure development, and workable transportation systems.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links. Being able to provide affordable housing to all in the region is a function of many things. One of them is land use. It is possible for land use restrictions, such as zoning or growth boundaries, to be so restrictive that they drive up the cost of land and hence the cost of housing. Land use can also produce a lack of affordable housing if there is not an adequate supply of higher density zoning that allows for household styles that are affordable—such as cottage-size single family, town homes, duplexes, and multi-family structures.

As the affordability of housing is a function of the amount that a person makes, economic development is important in that its goal is to provide well-paying jobs for all workers in the region. The more a person earns, the more they are able to afford in terms of housing expenses.

Community facilities and utilities play a role as well, as these items factor into the total cost of housing and are a component of the monthly housing expense. For instance, the provision of roads, sewer and water cost money—municipalities pay for these facilities through a variety of methods, including taxes, development fees, and user fees. In addition, monthly expenses for water, gas, electric, heating oil, etc. affect how affordable a housing unit is—as these items increase in cost, the affordability of housing decreases.

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Housing Choice

PLAN GUIDELINE: H-2

Year 2030 Regional Comprehensive Plan

Key Facts

As the population in our region changes, housing needs change also. Options need to be expanded to address housing needs of emerging households, the elderly, new immigrants, the growing minority population and an increasing variety of household types and preferences. Most housing in the region is geared toward the two-parent, two-child household, yet other types of households are growing far more rapidly in our region. This has resulted in a lack of housing choice for singles, 1-parent families and young people. A need for larger housing units for those with larger families has also been identified. This is particularly important in Menominee County, where the 3-4 child family is the norm.

A perceived lack of assisted living housing for the elderly, disabled and mentally infirm exists in our region, especially in rural communities. While shortages do exist in some areas, facilities in other areas have high vacancy rates. Additional information is needed to determine if the high vacancy rates result from an oversupply, lack of affordability, poor location or the result of a facility/need mismatch.

Our region is experiencing a new wave of immigrants. Like those before them, these individuals may have different housing preferences from the general population and each other. For example, unlike popular American culture, Hmong have a preference for debt free living. As a result, they are more likely to defer purchasing a house until they have a substantial downpayment. In Laotian families, single children are expected to live with their parents until they marry, and the eldest son is expected to stay in home he grew up in to care for his parents. Some cultures prefer extended family households to nuclear family households. Building design, placement and color preferences may also vary. However, like the general population, individual preferences also exist.

Demand for small, affordable sewered lots has nearly depleted the stock of buildable infill lots in our urban communities. At the same time, small sewered lots are not being created in the urban fringe and growth areas. Many families moving into the area are moving into lower cost housing and staying there, instead of migrating to more moderate cost housing. As a result, this housing is not available for new families coming in, and new lower cost housing is almost nonexistent.

So What!

Housing is not a one size fits all commodity. Different types of households have different housing needs and preferences. A young, active, single person who has recently finished school will have different housing needs than a young couple with preschool age children. This individual may prefer to live alone in a studio apartment, which requires little maintenance, while another young single person may prefer to share an apartment or house with others of like interests. Many of these individuals will likely prefer to rent, rather than assume the responsibilities of homeownership, while a young couple with children may be looking to enter the owner-occupied market in order to provide stability and gain equity. Housing needs also change as we age and our lifestyles change. As children within a family grow, their space, organization and infrastructure needs also change. Toddlers may be satisfied with a backyard, while a young teenager may wish to rollerblade

or bike down a trail to their friend's house. Similarly, as we age, maintenance issues associated with single family homeownership may become onerous.

Also, as our population ages, we will need to attract additional workers to our area to fill jobs and to care for the elderly. The competition for these workers is already increasing. Providing housing, which meets individual household needs and preferences, is one way of encouraging individuals to stay in our communities and to draw others to locate here.

Current Action

Through the development and review of "Smart Growth" comprehensive plans, ECWRPC encourages communities to provide choice in lot size and dwelling unit size, and many urban communities allow the development of smaller lots. However, developers are not platting smaller lot subdivisions. The current development trend is to build bigger houses on bigger lots. Some developers also impose restrictive subdivision covenants, which limit housing styles and exclude the development of smaller homes within their subdivisions.

Developers are not meeting identified needs, because they do not recognize the income potential of providing choice in the market place, or are unwilling/unable to take a risk on something that they believe is unproven in the region. If no one complains or demonstrates a need, developers may not realize that a problem exists, until housing markets become sluggish.

As noted previously, household expectations change over time. Expectations regarding the number of bathrooms, larger kitchens and size of garage are not the same as they were 20 years ago. Tracking these changes is difficult, and expectations are not necessarily realistic. Low interest rates coupled with looser lending requirements and availability of subprime loans have encouraged people to buy more home than they can afford. This in turn has led to record foreclosure rates, and created an artificially high demand for larger homes.

In contrast, the market is beginning to respond and elderly housing options are increasing. Facilities, which allow individuals to move from independent living to skilled nursing in the same facility, are being developed. Condos are popular with the elderly, because they still receive the tax benefits associated with homeownership, but don't have the maintenance issues associated with single family housing. However, these facilities are expensive and may not meet the needs of elderly persons on fixed incomes. Some elderly may also prefer to remain in their own home, neighborhood or live with family, although the region is yet to see the development of "granny flats" in response to this trend.

Year 2030 Vision for Housing

As drafted by the Housing Technical Advisory Committee, the following vision statement for housing was established:

> ***In the East Central Wisconsin region, a dynamic housing market fosters community and neighborhood cohesion. Varied types of quality housing are integrated with community facilities and various transportation alternatives. This housing market meets the needs of urban and rural households of all types, ages, income, cultures and mobility status.***

Goals, Strategies and Recommendations

Existing household income, public opposition and regulatory, market and information barriers often prevent the private sector from addressing many segments of the housing market. Therefore, cooperation and coordination is needed from the public, nonprofit and govern-

ment sectors to help meet housing needs. Meeting the housing preferences or desires of all residents is unlikely, as desires may not be realistic. However, housing options must expand to address the basic needs of the region's households. The following Goals, Strategies, and Recommendations are designed to help address issues that limit housing choice within the region.

GOAL H-2.1: Promote the development and preservation of varied types of housing within the region.

STRATEGY H-2.1.1: Encourage local governments to implement policies that increase housing choice and the supply of workforce housing.

- *RECOMMENDATION H-2.1.1.1: The Commission should work to raise awareness amongst local governments in regards to the "tool kit" for promoting housing choice, and ensure they have been educated on what the purpose, strength, and drawback of each tool (listed below):*
  - *Accessory apartments*
  - *Conservation/open space developments*
  - *Planned unit developments*
  - *New Urbanist Design, including "granny flats"*
  - *Life-cycle housing*
  - *Infill construction*
  - *Mixed-use development*
  - *Inclusionary Zoning*
  - *Density Bonuses*
  - *Lot size reductions*
  - *Donation of municipally owned land for mixed use development*
  - *Housing trust fund*
  - *Limiting condominium conversions*
  - *Manufactured housing subdivisions*
  - *Reduce parking space allotments*
  - *Streamline permit/review process*
  - *Reduce street right-of-ways and pavement width requirements*
  - *Encourage nontraditional housing developers*
  - *Cover the cost of infrastructure investment*
  - *Link permits for commercial and industrial construction to the provision of employee housing*
  - *Seek state and federal funds to help develop planned mixed use developments*
  - *Hold public meetings to seek input from the public and businesses*

- *RECOMMENDATION H-2.1.1.2: The Commission should encourage local governments to work collaboratively with developers to utilize less desirable locations within their subdivision for smaller lots.*

- *RECOMMENDATION H-2.2.1.3: The Commission should work with developers and local governments to encourage subdivisions to be designed with higher density and mixed use in the interior and single family on the exterior.*

- *RECOMMENDATION H-2.2.1.4: The Commission should assist local governments in developing density bonuses, and streamlining the permit process for innovative developments.*

- *RECOMMENDATION H-2.2.1.5: Upon request, the Commission should work with municipalities to identify underserved households.*

STRATEGY H-2.1.2: Encourage flexibility in building codes, zoning and subdivision ordinances to promote varied types of housing development.

- *RECOMMENDATION H-2.1.2.1: The Commission should encourage local governments to identify and reserve appropriate spaces for affordable and senior housing.*

- *RECOMMENDATION H-2.1.2.2: The Commission should encourage local governments to modify codes and ordinances to promote an increase in the supply of scattered site, small, mixed income housing developments.*

- *RECOMMENDATION H-2.1.2.3: The Commission should collaborate with communities, builders and developers to identify new construction techniques and designs.*

- *RECOMMENDATION H-2.1.2.4: The Commission should assist in identifying areas with the region's three urban areas (Appleton/Fox Cities, Oshkosh, and Fond du Lac) which may be most appropriate for a mix of housing types.*

STRATEGY H-2.1.3: Promote the concept that all communities should contribute to providing housing choice (e.g. the "Community of Common Concern" concept).

- *RECOMMENDATION H-2.1.3.1: The Commission should promote the concept of tax base sharing to locate housing where services are available and spread the cost between all communities.*

- *RECOMMENDATION H-2.1.3.2: The Commission should continue involvement with the Workforce Housing Committee, a subgroup of ESTHER, to study and pursue legislative changes that allow regional issues to be better addressed at the local level.*

GOAL H-2.2: Encourage developers to recognize the income potential of meeting the needs of alternative markets in both new housing and rehabilitation of existing buildings.

STRATEGY H-2.2.1: Identify needs and preferences of those requiring housing assistance and share that information with developers.

- *RECOMMENDATION H-2.2.1.1: East Central should partner with public and private entities to hold regional training programs to provide information on universal design for disabled/elderly housing, healthy home design for individuals with health related problems, and culturally sensitive designs.*

GOAL H-2.3: Promote regional cooperation and incentives for mixed income, mixed-use housing developments.

STRATEGY H-2.3.1. Promote the development of policy to help privately finance housing choice.

- *RECOMMENDATION H-2.3.1.1: East Central should work with local governments to consider requiring all developers to either set aside 5 percent of land or pay 5 percent of cost into an affordable housing or mixed-use development fund for new development, similar to what is required for parkland.*

STRATEGY H-2.3.2: Encourage housing development within close proximity to places of work, such as industrial/business parks.

- *RECOMMENDATION H-2.3.2.1: East Central should encourage local governments to develop a zoning codes and maps that allow housing to be in or near industrial/business parks, where appropriate.*

- *RECOMMENDATION H-2.3.2.2: East Central should encourage local governments to prorate infrastructure costs, eliminating/reducing impact fees, and lowering building permit fees for higher density housing in these areas.*

STRATEGY H-2.3.3: Local governments should partner with developers to build a variety of housing types.

- *RECOMMENDATION H-2.3.3.1: East Central should encourage local governments to explore options for reducing the upfront costs of development, without reducing the quality of life, to assist in the development of housing choice.*

- *RECOMMENDATION H-2.3.3.2: East Central should encourage local governments to purchase land and sell it at a reduced price to developers with restrictions to ensure community goal, such as housing choice, are met.*

STRATEGY H-2.3.4. Encourage communities to partner with developers to promote mixed use developments.

- *RECOMMENDATION H-2.3.4.1: East Central should work with local communities to develop a marketing study to identify what businesses will likely succeed in a mixed-use development.*

- *RECOMMENDATION H-2.3.4.2: East Central should coordinate a review of existing building codes, zoning and subdivision ordinances and subdivision covenants to identify overly restrictive barriers to mixed use developments.*

GOAL H-2.4: Increase awareness of cultural and generational differences in housing preferences.

STRATEGY H-2.4.1: Work to identify and explain cultural and generational preferences in housing and community design.

- *RECOMMENDATION H-2.4.1.1: Cooperate with existing agencies and support groups to work with communities, developers, and realtors to help them recognize that one size will not fit all, even within groups.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links. The ability to provide a variety of housing choice is a function of many things. One of them is land use. Land use can produce a lack of housing choice if there is not an adequate mix of residential zoning—to allow for housing choice, a mix of low, medium, and high-density zoning is required to allow for different styles of housing, such as single family, town homes, condominiums, duplexes, and multi-family structures.

Housing Choice can be limited for individuals based on their transportation needs. A segment of the population cannot afford their own automobile, or are unable to drive and have to rely on public transit, bicycling, or walking. As such, they are limited to housing that is within close proximity to where they work, and where services are provided.

Housing choice is also a function of economics. There is likely a market for a variety of housing styles throughout the region; the problem lies with the market risk for developers and builders to try something new.

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Housing Preservation
PLAN GUIDELINE: H-3
Year 2030 Regional Comprehensive Plan

Key Facts

A strong desire has been expressed to preserve the existing housing stock of the region. Preserving the existing housing stock within the region would help preserve the cultural identity of communities and increase the housing stock diversity. Existing housing needs to be preserved to cost effectively meet the housing needs of low- to moderate-income residents.

Environmental regulations designed to protect the health and safety of individuals such as the lead base paint remediation and asbestos removal rules are extremely costly to implement. These regulations make it cost prohibitive to retain historical features on affordable properties, which are not on the historic register, yet contain period features. However, removing these historical features destroys the home's character and lowers its potential market value. Newer environmental regulations aimed at alleviating mold are expected to drive up the cost of rehabbing newer units, which were built with newly engineered wood and construction techniques.

Vacant, abandoned residential, commercial and industrial properties exist within our region. In some cases, these properties are brownfields, and may no longer be on the tax rolls. In other cases, competition for residential, commercial and industrial properties in urban renewal areas are driving low income residents and the small businesses, which may employ these individuals, out of these areas.

A portion of the existing housing stock in the region is not built to code. The condition of some existing "affordable housing", especially in rural areas which have no code enforcement, is very poor. Some property owners are reluctant to rehabilitate or upgrade their property, because the repair and renovation increases the value of the property, which in turn results in an increase in property taxes, which they may be unwilling to pay or unable to afford.

Access to financing and mortgages to preserve the region's older affordable housing stock may be limited. For example, it is difficult to finance and appraise homes on trust land. In some instances, locally funded affordable home buyer programs and CDBG funds are insufficient to meet demand. In other instances, funding may be available, but it is not fully utilized.

So What!

The existing housing stock in our region is an important resource. It provides community character and reflects the historical development of our region. In some instances, the material in some of these units is no longer available. Losing these units reduces housing choice and partly diminishes the region's history and cultural and community identity. Since the price of building materials continues to increase, the existing housing stock also helps maintain housing affordability. Poorly maintained housing lowers property values, detracts from the community's appearance, and may also pose as a health and/or fire hazard. Vacant and abandoned properties also reduce tax revenues. Bringing properties back onto the tax rolls will increase revenue and improve the overall appearance of the community. In some instances, the adaptive reuse of vacant industrial and commercial properties may provide unique housing options and increase the supply of affordable housing. The Historic Fox River Mills Apartments and the Wire Works Apartments in

Appleton are examples of adaptive reuse, which produced attractive market rate and affordable rental units.

Current Action

Rehabilitation programs in some cities and villages exist for low to moderate income homeowners to rehabilitate their property using low-interest loans. Homeownership programs also exist within the region to help low to moderate income households purchase and rehabilitate property. However, some programs do not have the resources necessary to meet demand, other programs do not efficiently or effectively distribute their funds, and a current shortage of lower priced homes has inflated home values beyond the reach of lower income households.

Federal and state grants are available for brownfield redevelopment, downtown revitalization, rehabilitation or adaptive reuse of historic properties and housing rehabilitation of nonhistoric housing units. Organizations, such as WHEDA, USDA Rural Development, the Veteran's Administration and NEWCAP provide low interest loans, and in some instances grants, to qualified individuals to rehabilitate housing units. ADVOCAP and CAP Services provide funds and operate housing rehabilitation programs within the region. The Fox Cities Housing Partnership purchases and rehabs some residential properties. Habitat for Humanity and Rebuilding Together also have limited housing rehabilitation programs. Some funds are available to individuals, others are only available to nonprofit organizations or governmental entities. In some instances, funds are too limited to meet needs, others are underutilized due to lack of knowledge/interest, or the application process or program requirements may be considered too difficult.

Year 2030 Vision for Housing

As drafted by the Housing Technical Advisory Committee, the following vision statement for housing was established:

> ***In the East Central Wisconsin region, a dynamic housing market fosters community and neighborhood cohesion. Varied types of quality housing are integrated with community facilities and various transportation alternatives. This housing market meets the needs of urban and rural households of all types, ages, income, cultures and mobility status.***

Goals, Strategies and Recommendations

Preserving the existing housing stock and accompanying infrastructure requires commitment, funds, and a balanced and sensible approach to community reinvestment. The following Goals, Strategies, and Recommendations are aimed at addressing issues that make it challenging to preserve the existing housing stock.

GOAL H-3.1. Encourage the preservation and rehabilitation of the existing affordable housing stock.

STRATEGY H-3.1.1: Improve the quality of the housing stock by making use of historical, abandoned or underutilized buildings.

- *RECOMMENDATION H-3.1.1.1: The Commission should consider developing a committee to invetory the region's historical, abandoned or underutilized buildings, and determine which properties can be purchased and economically rehabilitated; information will be shared with appropriate agencies.*

STRATEGY H-3.1.2: Encourage historic/neighborhood preservation.

- *RECOMMENDATION H-3.1.2.1: The Commission should encourage communities to hold neighborhood or district events to show the public and community the importance of restoring and preserving the area's history and individual architecture.*

- *RECOMMENDATION H-3.1.2.2: The Commission should encourage communities to work with the local newspaper and other media to have stories about community efforts to rebuild and restore neighborhoods.*

- *RECOMMENDATION H-3.1.2.3: The Commission should encourage communities to get neighborhood and regional schools involved in community housing restoration programs.*

STRATEGY H-3.1.3. Support nonprofits and private developers who are willing to construct housing for low-income households.

- *RECOMMENDATION H-3.1.3.1: The Commission should consider developing and maintain an inventory of affordable lots throughout the region.*

STRATEGY H-3.1.4: Remove barriers to rehabilitation and improve long-term affordability.

- *RECOMMENDATION H-3.1.4.1: The Commission should identify and support property assessment and taxation policies that minimize the negative effects on rehabilitation efforts.*

GOAL H-3.2. Develop and adopt new zoning and building codes for houses built prior to the adoption of the Uniform Dwelling Code.

STRATEGY H-3.2.1: Encourage communities to adopt and/or modify zoning codes for developed areas that make rehabilitation and reuse more feasible.

- *RECOMMENDATION H-3.2.1.1: The Commission should encourage communities to consider the following changes their zoning code:*

  - *Reduce the number of nonconforming lots;*
  - *Allow smaller setbacks;*
  - *Permit changes to existing structures on nonconforming lots;*
  - *Permit the development of garages on nonconforming lots;*
  - *Permit the repair, rehabilitation, or replacement of structures on nonconforming lots; and*
  - *Allow two or more nonconforming lots to be combined to make reuse feasible.*

STRATEGY H-3.2.2: If feasible, encourage communities to adopt and/or modify building codes that make rehabilitation more feasible.

- *RECOMMENDATION H-3.2.2.1: The Commission should coordinate with the Wisconsin Department of Commerce to explore the legality and feasibility of modiflying building codes.*

- *RECOMMENDATION H-3.2.2.2: The Commission should encourage communities to consider adopting a modified building code for existing structures, based on existing model ordinances (e.g. Wichita, KS).*

STRATEGY H-3.2.3: Research property easements and how they affect historic and non-historic redevelopments.

- *RECOMMENDATION H-3.2.3.1: East Central should encourage communities to identify items such as old cemeteries, gravesites, property restrictions, and easements that could restrict or prevent redevelopment.*

GOAL H-3.3. Explore additional funding sources and encourage better utilization of existing programs to make the most efficient use of housing dollars.

STRATEGY H-3.3.1: Identify appropriate housing/economic development balance of CDBG funding usage.

- *RECOMMENDATION H-3.3.1.1: Develop a community planning and oversight committee to review community and regional needs as it relates to affordable housing needs and location of employment and other household needs (schools, health care, transportation, etc.)*

STRATEGY H-3.3.2: Encourage communities to consider expanding the types of land uses allowed within TIF districts.

- *RECOMMENDATION H-3.3.2.1: The Commission should explore the legality of including residential uses within TIF districts.*
- *RECOMMENDATION H-3.3.2.2: If feasible, the Commission should encourage communities to enlarge TIF districts to include adjacent residential areas in need of rehabilitation.*
- *RECOMMENDATION H-3.3.2.3: If feasible, the Commission should encourage communities to align new TIF districts to include areas with residential zoning and allow expansion of transit service*
- *RECOMMENDATION H-3.3.2.4: If feasible, the Commission should encourage communities to rezone TIF districts to allow residential development and recreational facilities/parks within the TIF district.*

GOAL H-3.4. Encourage intergovernmental cooperation to promote cost effective, socially responsible development and redevelopment that meets current and future needs of the community.

STRATEGY H-3.4.1: Encourage communities to evaluate the long- and short-term community wide costs and benefits of redevelopment, proposed development, and development patterns.

- *RECOMMENDATION H-3.4.1.1: The Commission should develop a set of example communities that have implemented "best-practice" cost-benefit analysis models to assess redevelopment, new development, and development patterns.*

GOAL H-3.5. Encourage public-private partnerships that promote economic opportunities and provide for decent, safe affordable housing.

STRATEGY H-3.5.1: Encourage communities to provide an adequate supply of land for affordable residential development.

- *RECOMMENDATION H-3.5.1.1: The Commission should promote the development of a community land trust that would partner with local governments.*
- *RECOMMENDATION H-3.5.1.2: The Commission should encourage communities, as part of their Smart Growth plans, to better identify how much existing affordable housing they have, what their needs are, and illustrate how to meet demands through new development or redevelopment opportunities.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links. Many of the older housing stock within the region are historically significant and should

be considered as cultural resources within their communities.

The ability to preserve the existing housing stock is also a function of land use policies. For instance, many older structures are now considered to be non-conforming uses under modern zoning codes. This can make building modifications and reuse difficult.

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Coordination and Cooperation

PLAN GUIDELINE: H-4

Year 2030 Regional Comprehensive Plan

Key Facts

No one community, agency or firm within the region has the resources necessary to meet all the housing needs in the region. Identified mismatches exist between our housing needs and the housing supply, programs and funding.

Rural areas are at a competitive disadvantage in this area due to insufficient knowledge, resources and staffing to meet housing needs. The lack of knowledge likely results from the fact that many rural communities do not have paid staff to deal with such issues. Also, most nonprofit agencies are located in or serve urban areas of our region. Agencies which serve the rural areas of our region cover multiple counties. As a result, their resources and staffing are not always sufficient to meet existing needs. In some instances, agencies may not know how they fit into the community's hierarchy.

In-migration is bringing changes to our rural communities. While some of these changes are considered positive, other changes have resulted in growth conflicts. Identified rural growth conflicts include: new residential subdivisions vs. the farming community, especially large-scale farms; lake residents vs. non-lake residents; established residents vs. new residents and full-time vs. part-time or seasonal residents.

As redevelopment occurs and urban growth expands outward, development is occurring in locations with mapped and unmapped abandoned landfills, jurisdictional conflicts are created and governments must choose how to allocate scarce public dollars between existing neighborhoods and new neighborhoods.

Housing policies and accompanying residential ordinances and covenants are often designed with the intent of protecting the character of a community or neighborhood. The end result may, in some instances, intentionally or unintentionally restrict housing choice, supply and affordability. Decisions regarding economic development, transportation, community and public facilities development, environmental quality and land use also impact housing choice, supply and affordability. Likewise, decisions made in the housing sector can influence the cost and efficiency of other plan elements.

So What!

Lack of data coupled with mismatches between housing needs and housing supply, programs and funding has resulted in some programs being under-funded and therefore not meeting household needs, while other programs have excess funds, but are underutilized. Some housing units stand vacant, while others have waiting lists. This inefficiency increases government costs, and it does not serve the individuals who need assistance to meet basic needs. Inadequate funding and competition for scarce resources also results in turf wars between agencies, communities and counties which ties up valuable staff time, without meeting citizen needs.

Current Action

United Way of the Fox Cities, the Fox Cities Housing Coalition, Shawano County Housing Resource Partnership and the Winnebagoland

Housing Coalition all promote cooperation between governments and the public, private and nonprofit sectors. They also engage in efforts to educate others regarding local housing needs. State funding programs encourage groups to work together by ranking cooperative efforts higher than individual efforts.

ADVOCAP, Cap Services, NEWCAP and Habitat for Humanity help address housing needs in rural communities within the region. However, the type and amount of assistance varies by county and within counties. The Shawano County Housing Resource Partnership is developing the capacity to address identified housing needs in Shawano County.

The Overcoming Barriers to Affordable Housing in the East Central Region report offers potential solutions to help address identified barriers to affordable housing. It also identifies opportunities for cooperation and collaboration to meet housing needs.

Most communities within the region have zoning and subdivision ordinances, and many communities also have land use plans. The impact on housing choice, supply and affordability may or may not have been considered when these plans and ordinances were developed. Cooperation among communities varies. Little coordination exists between school districts and communities in terms of siting school facilities.

The state's comprehensive plan legislation states that plan elements should be consistent with each other. Suggested local comprehensive plan goals encourage efficient land use patterns and the development of housing for all residents, regardless of age, income level or mobility status.

Year 2030 Vision for Housing

As drafted by the Housing Technical Advisory Committee, the following vision statement for housing was established:

> ***In the East Central Wisconsin region, a dynamic housing market fosters community and neighborhood cohesion. Varied types of quality housing are integrated with community facilities and various transportation alternatives. This housing market meets the needs of urban and rural households of all types, ages, income, cultures and mobility status.***

Goals, Strategies and Recommendations

Meeting the region's housing needs requires increased cooperation and coordination. Housing markets by their nature are inelastic. As a result, market signals do not reach the private sector in time for them to respond quickly to changing situations. Government policies and regulations can facilitate or hamper the ability to meet housing needs. Income for some households is too low to be met in the private housing market. Our population is aging and becoming more diverse. Household size and compositions are changing. Our economy is changing also. All have combined to create mismatches between housing needs and housing supply, programs and funding. The prevailing consensus between sectors is that it is better to build partnerships to meet housing needs rather than mandate the way housing needs are to be met. The following goals, strategies, and recommendations are meant to address issues, which function as barriers to coordination and cooperation for housing issues within the region, and hence our ability to react to changing socio-economic conditions.

GOAL H-4.1: Identify additional opportunities for coordination and cooperation between governments and between the public, private and nonprofit sectors.

STRATEGY H-4.1.1: Promote more flexibility and creativity for developers and communities with respect to housing development.

- *RECOMMENDATION H-4.1.1.1: The Commission should encourage communities to zone for and encourage PUDs (Planned Unit Developments).*

- *RECOMMENDATION H-4.1.1.2: The Commission should encourage residential and commercial/industrial developers to partner to develop a site that includes employment opportunities, daycare, and housing elements within a single development.*

- *RECOMMENDATION H-4.1.1.3: The Commission should work with regional partners to develop a webpage that provides links to illustrate creative developments from other parts of the state and country.*

STRATEGY H-4.1.2: Encourage communities to develop pilot projects which foster unique and creative housing developments.

- *RECOMMENDATION H-4.1.2.1: The Commission should encourage communities to provide incentives for pilot projects by:*

  - *Lowering infrastructure costs;*
  - *Reducing permitting fees and time;*
  - *Providing city/village/town engineering services to the developer to create alternative patterns;*
  - *Modifying community websites to include a space which tells developers the type of development they are looking for, what the community is willing to offer the developer in exchange, and what the community can offer in terms of assistance, amenities, etc.; and*
  - *Identifying communities which are more open to new ideas and concepts.*

- *RECOMMENDATION H-4.1.2.2. The Commission should encourage communities to develop programs that require/encourage private companies to help provide affordable housing.*

GOAL H-4.2: Increase/improve communications between funding sources, government and housing providers.

STRATEGY H-4.2.1: Increase awareness of existing funding opportunities and processes.

- *RECOMMENDATION H-4.2.1.1: The Commission should work with local libraries to establish and maintain an electronic clearinghouse which provides information regarding funding sources, applications, and grant writing workshops.*

GOAL H-4.3: Address the relationship between housing and other land uses in both private and public planning arenas.

STRATEGY H-4.3.1: Encourage better planning and coordination between land uses.

- *RECOMMENDATION H-4.3.1.1: The Commission should develop ways to show that housing and housing redevelopment generates social and economic needs, such as grocery stores, health care, transportation, child care, and employment resources.*

STRATEGY H-4.3.2: Encourage investment dollars for revitalization and redevelopment.

- *RECOMMENDATION H-4.3.2.1: The Commission should develop ways to show banks and other lending institutions that urban development and redevelopment increase the region's overall land and housing values.*

GOAL H-4.4: Encourage the creation of multi-organization partnerships that allow rural areas to share staff time and leverage housing development resources.

STRATEGY H-4.4.1: Develop capacity to meet rural development needs.

- *RECOMMENDATION H-4.4.1.1: Establish a Friends of Affordable Housing Coalition, which will consist of persons and agencies willing to: assist small communities in gathering information, preparing applications and promoting cooperation; attend local council/board meetings to present information; and provide other forms of technical assistance upon request.*

GOAL H-4.5. Identify broader, regional or state entities that have financial housing resources or grant writing capabilities, and link them up with local emerging partnerships that need development assistance.

STRATEGY H-4.5.1: Expand and update existing information regarding housing providers.

- *RECOMMENDATION H-4.5.1.1: The Commission should update the "Guide to Housing Providers and Services within the East Central Region."*

STRATEGY H-4.5.2: Increase the amount of assistance and information available regarding housing resources.

- *RECOMMENDATION H-4.5.2.1: The Commission should encourage colleges, universities, government agencies, and public utilities to offer seminars and workshops to provide educational assistance on housing issues.*
- *RECOMMENDATION H-4.5.2.2: The Commission should encourage funding sources to better advertise subscription services that describe upcoming funds, training sessions, and application deadlines so that local governments and agencies can take advantage of them; and develop subscription services where they are lacking.*
- *See RECOMMENDATION H-4.2.1.1.*

GOAL H-4.6: Encourage communities to prepare well-thought out comprehensive plans, which address housing needs, provide an adequate supply of land dedicated to a range of housing options, incentive for more contiguous development with higher density levels and address the relationship between housing and other land uses.

STRATEGY H-4.6.1: Encourage the State of Wisconsin to apply the same standards and processes to draft comprehensive plans that they apply to grant applications.

- *RECOMMENDATION H-4.6.1.1: The Commission should review draft comprehensive plans and submit comments to the community when they fail to meet the intent of Wisconsin State Statute 60.1001(2)(b).*
- *RECOMMENDATION H-4.6.1.2: The Commission should encourage communities to send comments to the Wisconsin Department of Administration (DOA) when adjacent communities develop plans that do not meet the housing needs of all residents as specified in Wisconsin State Statute 60.1001(2)(b).*

GOAL H-4.7: Impacts on housing choice, supply and affordability are considered in the context of local and regional housing, economic development, transportation, community and public facilities development, environmental quality and land use issues.

STRATEGY H-4.7.1: Develop ways to seek input on all new housing development proposals.

- *RECOMMENDATION H-4.7.1.1: Schedule district and regional open meetings to gain input on development proposals.*

GOAL H-4.8: Promote policy decisions that facilitate the development of a built environment which meets the needs of persons of all income levels and age groups, and persons with special needs, promotes energy conservation and facilitates more efficient circulation patterns.

STRATEGY H-4.8.1: Gain broader public support for housing policies, and improve housing policy effectiveness.

- *RECOMMENDATION H-4.8.1.1: Encourage nontraditional partners, such as churches, social service organizations, schools, rental managers, etc. to bring their expertise to the table by becoming involved in the local and regional planning process, and reviewing and commenting on plan drafts or policy recommendations.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links. The coordination and cooperation required to address housing issues (supply, choice, and affordability) will require working closely with those who make decisions regarding economic development, transportation, community facilities and utilities, natural resources, and land use. Coordinating between all of these elements is critical to the ability to provide ample housing for all residents of East Central Wisconsin.

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CHAPTER 6: TRANSPORTATION

Introduction

A safe, efficient, cost-effective, and easily accessible transportation system is important to the traveling public, as well as to the economic well-being of the region. A transportation system that provides mobility to citizens of all ages, physical abilities, and economic status allows for maximum productivity, with participation in work and educational opportunities, and opens the door to social, personal business, and recreational interaction that is necessary to maintain the high quality of life to which we have become accustomed. For low income individuals, persons with disabilities, the elderly, young people, the ability to attain and retain employment often rests on the availability of a reliable means of getting to jobs or educational facilities. If our roadways were to become crowded, deteriorated, and unsafe, our quality of life would be eroded by long travel times, poor air quality, high maintenance costs, and general frustration. In addition to personal mobility, a quality transportation system is critical to the economic vitality of the region. The attraction and retention of industry and commerce is largely based on connections to the larger, sometimes global market, the availability of a quality workforce, and the ease of moving goods in and out of the area. A healthy transportation system is key in the continued health and growth of our region.

As discussed in previous chapters and reports, the demographic nature of our region is changing and will continue to change during the planning period. Over the next thirty years, the population will age. As the baby-boomers age, demands on the transportation system will change. Swelling numbers of older adults, coupled with greater mobility-expectations and the scattered pattern of development of the last 50 years, create a formidable challenge for the future of public transportation. We are maintaining our health to a much more advanced age than previous generations. Longer life-expectancies eventually force or persuade many older adults to give up their driving privileges while they are still able and want to live independently, often on the rural family farmstead, the low density subdivision that provided the desired environment for raising a family, now grown and moved away, or the secluded retirement home in the country.

Seemingly limitless increases in traffic volumes point to a need for capacity expansions on our roadways, yet the construction of new highways and additional lanes are meeting with obstacles including, funding shortages, induced development and traffic, land consumption, and environmental concerns. Current intergovernmental cooperative efforts to meet transportation needs within our region, and the interaction between transportation and other plan elements are discussed below. That discussion is followed by a regional vision for the future of transportation. The remainder of the chapter examines transportation strategies, recommendations, and a plan for action.

Statement of Interaction with Other Planning Elements

Transportation, like the other elements included in this comprehensive plan, cannot be considered in isolation from all other elements. Meeting the transportation needs of all our residents requires wise use of land and resources, coupled with employment opportunities and

community designs which, allow for transportation choices. Decisions regarding economic development, public services, environmental quality, and land use have a significant impact on transportation needs. Likewise, decisions made in transportation can influence the cost and efficiency of other plan elements. Policy decisions in all sectors should facilitate the development of a built environment, which meets the needs of persons of all income levels, age groups and persons with special needs. Concerns and recommendations regarding other plan elements were identified in the transportation visioning exercise, issue, and trend discussions and in the committees' recommendations. These comments have been organized in the order elements are presented in Milestone Report #3.

Economic Development

Transportation is commonly referred to as the backbone of economic development. Prospective companies considering location in the region, have a primary concern with transportation on several levels. Transportation costs are frequently a significant portion of production and distribution costs of a product. Paper mills have classically needed to have rail access to bring in raw materials. Highway access is required by many industries to meet their just-in-time needs for materials and to distribute their product to secondary producers and ultimate consumers. On another front, businesses will consider the availability of a pool of employees with access to their facility. Accessibility is especially important when jobs offered will be in a lower-wage category. These jobs are frequently filled by second wage-earners in the household, or by persons with limited job options, including untrained persons, persons with disabilities, or young persons, groups which frequently are not able to drive, or to afford a reliable vehicle. The fastest growing employment sector, service employment, encompasses many such jobs. It is important for such employers to have affordable and accessible transportation services available to their employees.

Housing

The linkages between housing and transportation are strongly based on the fact that either the origin, or the destination of most trips, is the home. It is particularly important that affordable housing is located in a manner that facilitates transportation access to services and employment. This would include the availability of a healthy public transit system, a common low-cost transportation alternative.

Mixed income housing should be located near public transportation links to encourage the use of services by all income levels. Walk to Work programs should be created within the region. New traditional neighborhood design should be considered to function as a model for the region, with strong ties to alternative travel modes, including public transit, pedestrian and bicycle facilities. Some communities in the region are redeveloping older industrial area and some downtown areas. Public transportation networks should be developed and expanded in these areas to serve the redeveloped area and reduce the need for costly parking lots and additional street patterns.

Community Facilities

It is very important to have joint/coordinated planning of public facilities and transportation. Sewer service area planning, for instance, provides some direction for development direction and density. Coordinating transportation planning with sewer service area planning provides reasonable traffic projections and capacity needs on the transportation network.

The location of schools in a community is closely related to transportation. Ideally, primary and secondary schools should have safe pedestrian and bicycle access with trip distances reasonably expected to minimize the need for school busing and automobile transportation to the school. Also, consideration for accessibility by public transportation can help to minimize transportation costs for the school district. Colleges and universities can also benefit greatly by public transit accessibility by reducing the need for parking space and by making the campus accessible to a broader range of students, including local, low-income, and disabled students. Similar to schools, it is important that government and human services be located with access to public transportation.

Agriculture Resources

Transportation TAC members discussed the relationship between transportation and agricultural resources. One relationship between the two elements involves the desire to minimize the severance of agricultural parcels by highway construction. Orphan parcels of agricultural land require unsafe highway crossing by farm equipment, or ultimately the loss of utility of the land in agriculture. There was also some discussion of the induced development effects of a new or expanded highway. While a "chicken and egg" argument can be made concerning the relationship between highway construction and sprawl development, it cannot be denied that shortened travel times, created by increased or new capacity, encourages more distant residential development. The committee expressed a need for measures that allow for meeting existing capacity needs while reducing the effects of induced development.

Natural Resources

Environmental and Transportation TAC members raised several issues with cross-relevance. These include air quality issues inherent in sprawl development and the resulting dependence on the automobile with longer trip lengths. The two elements are also related on the issue of water quality, run-off, and loss of wetlands. Historically, wetlands were considered wasteland and highway construction was directed through wetlands to avoid using prime agricultural or buildable land. As the importance of wetlands was recognized, regulations and programs have been developed to avoid or mitigate the loss of wetlands in highway development. Still, run-off from construction and operation of highways can be harmful to wetlands and wildlife habitat. Also, environmental requirements and paperwork are frequently sited as excessively slowing the transportation project implementation process. The committees felt that measures to balance these issues should be sought.

Members also noted that alternative transportation modes and land use patterns that support alternative modes should be encouraged.

Cultural Resources

The most common interaction between our cultural resources and transportation comes to light during transportation construction projects that may threaten archeological and historic sites. As current regulations address these situations, this particular interaction is not taken further in this report. Another linkage exists in the provision of public access to our cultural resources, such as museums, historic sites, and cultural events. Whenever possible such events or facilities should be located where public transportation is available. Inversely, every reasonable effort should be taken to provide access to such events and facilities for all persons.

Land Use

Because of the inseparable nature of land use and transportation, a joint TAC was formed to address both elements. A primary purpose of the transportation system is to serve land uses. Inversely, the land use patterns are dependent upon the condition and effectiveness of the transportation system. As such, the two need to be planned in concert to provide for effective functioning of both elements. The committee affirmed the need for a strong hierarchical system (functional classification) or highways to preserve the carrying capacity for through travel, while providing the best possible access to land uses.

There was also considerable desire for mixed land use development in urban areas to encourage the use of transportation modes other than the automobile, and the connection and location of new and existing employment centers to residential areas by trails, pedestrian facilities, and public transit services. Carrying this further, land uses should consider access by non-vehicular travelers in their placement and design. For instance, businesses which have a large parking lot in front of the facility, and requiring pedestrians, bicyclists, and bus riders to traverse this dangerous obstacle, should consider a more human scale, mitigating amenities, or alternative access for these trip-makers.

Vision Statement for Transportation

In preparation for forming a vision statement, the Transportation/Land Use Technical Advisory Committee (TAC) was asked to consider three questions: "What would you like to see preserved in the region?", "What would you like to see changed in the region?" and "What would you like to see created in the region?". The committee ultimately decided to develop two separate vision statement, one for the Transportation Element, and one for the Land Use Element. The resulting land use vision is presented in Chapter 11: Land Use, while the transportation vision is addressed below. The committee's responses recognize trade-offs, but have been summarized into a vision that presents a broad and utopian direction.

This vision was summarized into the following transportation vision statement for the region:

> *"In 2030, the East Central region will have an efficient regional transportation network which provides options for the mobility needs of all people, goods, and services".*

The following section addresses the issues and opportunities that were developed as the basis for this vision and how each will be carried forward in this planning process.

Goals, Strategies and a Plan for Action (Plan Guidelines)

The Transportation/Land Use Technical Advisory Committee assisted East Central staff in creating the overall plan element vision and goals. For the most part, these statements were based on previously conducted focus group meetings which identified issues and opportunities. The identified issues and opportunities fall into five major categories; Effects of Sprawl Development on Transportation, Transportation Funding and Priority Plans and Projects, Regional Connectivity, Balance Between Transportation and the Environment, and Alternative Modes of Transportation and Mobility.

The following plan guidelines summarize the key facts, discussion, current activities and programs associated with the transportation plan element. As in Milestone Report #2, the element's vision statement and core goals are listed, however; Milestone Report #3 now includes the addition of more specific regional strategies and specific recommendations which will assist the region in meeting these goals.

Based on the advisory nature of the Commission, as well as its regional coverage many of the recommendations are geared toward its own potential involvement in achieving the established vision. The recommendations exist, in part, to meet a portion of the State's smart growth planning requirements to address the implementation of the plan, but even more so….many are written in a manner which is 'action oriented'. The recommendation statements are written in three general ways:

1. (e.g. *"the Commission should…"*) – providing specific direction, role, or set of tasks/activities that the Commission itself can conduct, often times at a regional level. These activities will serve to assist member counties and communities directly or indirectly and, as an additional benefit, will improve the consistency and objectivity by which multi-jurisdictional land use issues are addressed.

2. Other recommendations are written so that they serve as a general 'policy'. Items that should or may be considered and applied in future decisions or opinions rendered by the Commission or its staff.

3. Still others are written as statements which 'support or encourage' certain outcomes, many of which require the leadership or assistance of other agencies and entities.

The recommendations are an important part of this planning document as they will serve to guide the Commission in its future activities. These will eventually serve as the basis for the Commission's future Strategic Plan and its current Annual Work Program planning and evaluation process. These are important tools that are used in communicating the Commission's mission and value to member units of government and the citizens of the region. More information and recommendations for plan implementation can be found in Chapter 12 – Regional Plan Implementation.

The 'policy links' section of the plan guideline is essentially a summary of the *"Statement of Interaction with Other Planning Elements"* portion of this chapter and is present so that the users of the document can keep these key linkage points in mind.

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Effects of Sprawl Development on Transportation

PLAN GUIDELINE: T-1

Year 2030 Regional Comprehensive Plan

Key Facts

What is sprawl? Sprawl is often defined as noncontiguous, low density development. Historically, sprawl development has been an issue of great concern throughout the region. Since the 1970's, sprawl development has been contained to some degree through the implementation of sewer service regulations, nevertheless, an area larger than the entire area of Winnebago County has been taken out of agricultural production in the region. According to the last Natural Resources Inventory conducted by the U.S. Department of Agriculture's Natural Resources Conservation Service, between the years of 1992 and 1997, land development in Outagamie County increased by 23.7 percent while population increased by only 7.4 percent.

Low density, scattered development is continuing to occur on the urban fringes and in rural areas, which increases travel distances. With this increase for commuters, the use of alternative modes of transportation has declined and the majority of our region's population is reliant on the automobile as the primary mode of transportation. With this reliance on the automobile, traffic volumes on our transportation network continue to escalate.

This trend of low density, scattered development also isolates non-vehicle users, especially the elderly and disabled, from being able to travel in a cost and time efficient manner to doctor appointments, grocery stores, jobs, etc.

So What!

Sprawl development is inefficient and costs money! A recent analysis of nationwide metro-area traffic by the Texas Transportation Institute concluded that traffic congestion, which is primarily caused by sprawl, increases commute times by 34%. This increase in trip times results in an average of 53 hours of sitting in traffic per year for each commuter. A perfect example of how much this costs motorists is in the Twin Cities area, where roughly $1.3 billion is wasted each year with regards to time and fuel. How would you rather spend your time and money? In many metro-areas like the Twin Cities, this issue has been listed as the number one concern among residents in terms of quality of life.

Sprawl development not only costs you money out of your pocket, but also uses your tax dollars to pay for its consequences. In a study conducted by University of Wisconsin-Oshkosh economist M. Kevin McGee, it was estimated that compact development would save Wisconsin taxpayers roughly $25 million dollars per year. The extension of municipal services and new road constructions and improvements on existing corridors which are deteriorated by high traffic volumes are the major contributors to this increase in taxes. Sprawl development is costing you money and making travel less efficient.

Sprawl development also has a negative impact on economic competitiveness, especially important as the area tries to attract new investments to supplement the paper industry.

By working together on implementing current and future transportation policies and goals, we

can help reduce sprawl development and congestion. This will lead to a safer, more efficient regional transportation network and save you time and money.

Current Action

Impacts of sprawl development may be greatly reduced through access control. Access control is a means of discouraging some sprawl development along highway corridors. East Central has made recommendations to control the access on several of the region's arterial routes. This will ensure that these corridors are protected from local trip use, and it will also discourage development except where interchanges allow access. A freeway is the safest and most efficient way to control access on major corridors. A freeway is defined as having highway access only at grade-separated interchanges.

A prime example in our region in terms of access control is the new U.S. Highway 10 from the Fox Cities to Stevens Point which was completed in 2003. It is recommended by the East Central Wisconsin Regional Planning Commission that U.S. Highway 10 be planned to ultimately be a divided 4-lane freeway. At this point in time, all municipalities, with the exception of one town, including three counties along the corridor have passed a resolution to support this recommendation. Currently, this corridor consists of stretches of freeway and expressway. An expressway is defined as having at-grade access crossings and highway access from local roads and private driveways. By eventually making USH 10 a complete freeway, access will be controlled, which will discourage development along the corridor, reduce local trip congestion, and increase safety. A similar recommendation has been made for U.S. Highway 45 from U.S. Highway 41 to the new U.S. Highway 10 in Winnebago County.

Traditional neighborhood design ordinances also limit sprawl by requiring development to be compact and pedestrian friendly with mixed uses (single and multi-family residences, schools, grocery stores, post offices, libraries, etc). This type of neighborhood design was immensely popular prior to the 1960's, in which a shift in U.S. policy occurred, to promote suburban development. Over the last decade, traditional neighborhood design has been reemerging. The City of Oshkosh, for example, has established a traditional neighborhood development ordinance to combat the effects of sprawl over the last several decades.

Another important factor in reducing the consequences of sprawl development is to ensure that an adequate local street system exists to protect the carrying capacity of highways.

Year 2030 Vision for Effects of Sprawl Development on Transportation

East Central will act to help ensure that the negative effects of sprawl development on our regional transportation system are minimized by encouraging new development to locate where adequate services and facilities exist. East Central also recognizes that developing and utilizing alternatives modes of transportation to the automobile will reduce highway expansion, congestion, and sprawl development.

Goals, Strategies and Recommendations

If the issue of sprawl is not addressed in the near future, significant impacts on the region's transportation network will occur especially in the urbanized areas. Most urban developments throughout the region are growing outward rather than infilling. This trend leads to the extension of services and facilities, the

expansion of streets and highways, and more vehicle miles traveled by users. These effects therefore cost taxpayers and users more money. Gradual effects on the environment also occur and will be addressed in Plan Guideline T-4. East Central's strategies for action to address the effects of sprawl on transportation include:

GOAL T-1.1: Encourage new development in areas served by existing and adequate facilities.

STRATEGY T-1.1.1: Enhance coordination, communication, and cooperation between local units of government and developers.

- *RECOMMENDATION T-1.1.1.1: The Commission should work with local units of government, developers, and other agencies such as home builders and realtors associations, to encourage development where transportation facilities are adequate.*

STRATEGY T-1.1.2: Transportation facilities should be planned and designed to adequately serve anticipated development.

- *RECOMMENDATION T-1.1.2.1: The Commission should continue to work with local units of government and the Department of Transportation in planning and evaluating transportation facilities and their ability to accommodate anticipated or desired development.*

STRATEGY T-1.1.3: Street and highway standards should be based on criteria set forth is the Wisconsin Department of Transportation's "Facilities Development Manual" to satisfy capacity demands for new development.

- *RECOMMENDATION T-1.1.3.1: The Commission will work with the Department of Transportation to ensure these standards are met when feasible.*

STRATEGY T-1.1.4: Appropriate access control measures should be established for existing and future facilities.

- *RECOMMENDATION T-1.1.4.1: The Commission will continue to work with local units of government and the Department of Transportation to ensure that access control standards are adequate.*

STRATEGY T-1.1.5: The proper use of land for and adjacent to highways should be maximized by coordinating street and highway planning with land development.

- *RECOMMENDATION T-1.1.5.1: The Commission will continue to work with local units of government and the Department of Transportation to coordinate street and highway planning with land use development.*

STRATEGY T-1.1.6: Relative accessibility provided by highway systems should be adapted to local comprehensive plans by providing higher levels of accessibility to areas of development where encouraged.

- *RECOMMENDATION T-1.1.6.1: The Commission will work with local units of government to review local comprehensive plans and ensure that future transportation facilities and development fit the policies of those local plans.*

STRATEGY T-1.1.7: Multiple uses of right of way should be encouraged.

- *RECOMMENDATION T-1.1.7.1: The Commission should encourage local units of government and the Department of Transportation to consider multiple uses of right of way where feasible.*

STRATEGY T-1.1.8: Rights of way for proposed transportation facilities should be reserved to minimize disruption of future development.

- *RECOMMENDATION T-1.1.8.1: The Commission should encourage local units of government and the Department of Transportation to minimize the impacts of rights of way on future development.*

STRATEGY T-1.1.9: New transportation facilities should not be extended for new subdivisions until existing subdivisions are fully developed.

- *RECOMMENDATION T-1.1.9.1: The Commission will encourage local units of government to develop existing subdivisions with adequate transportation facilities prior to the development of new subdivisions and the expansion of transportation facilities.*

STRATEGY T-1.1.10: Land use patterns and site design standards which can be efficiently serviced by public transportation should be promoted, where feasible.

- *RECOMMENDATION T-1.1.10.1: The Commission will work with local units of government which offer public transportation services on examining whether or not future development and design standards will be accommodating to those services.*

STRATEGY T-1.1.11: New development should be encouraged to integrate bicycle and pedestrian modes of transportation where feasible.

- *RECOMMENDATION T.1.1.11.1: The Commission will encourage new developments to include bicycle and pedestrian facilities where feasible.*

GOAL T-1.2: Encourage development of alternative modes of transportation and ensure they can co-exist with each other efficiently.

STRATEGY T-1.2.1: Alternative operational and managerial strategies, as well as alternative funding sources, should be examined for the provision of safe, affordable, convenient, and accessible public and specialized transportation services.

- *RECOMMENDATION T-1.2.1.1: The Commission should actively participate in the potential formation of Regional Transit Authorities (RTA) throughout the region pending statewide enabling legislation.*

STRATEGY T-1.2.2: Future corridors for passenger rail should be identified.

- *RECOMMENDATION T-1.2.2.1: The Commission should actively participate in identifying and planning future corridors for passenger rail.*

- *RECOMMENDATION T-1.2.2.2: Freight rail demands and usage need to be coordinated with any future regional passenger rail initiatives (i.e. Midwest Rail Initiative) in terms of traffic, infrastructure capacity, and safety/security.*

STRATEGY T-1.2.3: The needs of bicyclists, pedestrians, and the disabled should be considered when planning any transportation facility as appropriate.

- *RECOMMENDATION T-1.2.3.1: The Commission should continue to work with local units of government to plan bicycle, pedestrian, and other trail facilities.*

STRATEGY T-1.2.4: Local and regional public and specialized transportation committees and councils should continue to address service

improvements and coordination throughout the region.

- *RECOMMENDATION T-1.2.4.1: The Commission will continue to serve on various public, human service, and specialized transportation coordination committees throughout the region.*

- *RECOMMENDATION T-1.2.4.2: The Commission should examine the benefits of a Mobility Manager for the region to coordinate public, human service, and specialized transportation services, as well as provide regional transportation service information.*

STRATEGY T-1.2.5: Land use patterns and site design standards which can be efficiently serviced by public transportation should be promoted, where feasible.

- *RECOMMENDATION T-1.2.5.1: The Commission will work with local units of government which offer public transportation services on examining whether or not future development and design standards will be accommodating to those services.*

STRATEGY T-1.2.6: New development should be encouraged to integrate bicycle and pedestrian modes of transportation where feasible.

- *RECOMMENDATION T-1.2.6.1: The Commission will encourage new developments to include bicycle and pedestrian facilities where feasible.*

STRATEGY T-1.2.7: The use of ride sharing and mass transportation should be encouraged.

- *RECOMMENDATION T-1.2.7.1: The Commission should assist mass transportation providers and the Wisconsin Department of Transportation in promoting the use of their services and programs.*

STRATEGY T-1.2.8: Local units of government should recognize public transportation as a basic public service.

- *RECOMMENDATION T-1.2.8.1: The Commission should encourage local units of government to develop, maintain, and expand public transportation services where feasible.*

STRATEGY T-1.2.9: Public transportation should be provided in all urban areas using delivery systems appropriate to the density of development. Such delivery systems include: fixed route and demand responsive bus service, paratransit and other specialized transportation services, shared ride van/taxi service, etc.

- *RECOMMENDATION T-1.2.9.1: The Commission should encourage the development of public transportation services in urban areas not currently be served.*

STRATEGY T-1.2.10: Safe, convenient, efficient, and affordable public transportation should be related to travel patterns within an urban area and at a minimum, meet the mobility needs of the individuals which rely on it.

- *RECOMMENDATION T-1.2.10.1: The Commission should work with urban areas to examine and plan adequate public transportation services which meet demand.*

STRATEGY T-1.2.11: Transportation services should be coordinated to increase efficiency and avoid overlap and duplication of service. Coordination should encompass public and private transportation services and include such travel demand management programs as

ridesharing, employee van pools, subsidized transit passes, park and ride lots, etc.

- *RECOMMENDATION T-1.2.11.1: The Commission should examine the benefits of a Mobility Manager for the region to coordinate public, human service, and specialized transportation services, as well as provide regional transportation service information.*

STRATEGY T-1.2.12: Intercity bus services should serve all populous areas of the region.

- *RECOMMENDATION T-1.2.12.1: The Commission should work with both public and private transportation providers to identify needed intercity bus routes throughout the region and state.*

- *RECOMMENDATION T-1.2.12.2: The Commission, in coordination with the Bay Lake Regional Planning Commission, should participate in discussions between Valley Transit and Green Bay Metro Transit to examine intercity fixed route service between the Fox Cities and Green Bay.*

STRATEGY T-1.2.13: A regional network of suitable on and off road corridors (both natural and manmade) should be developed to provide linkages between important origins and destinations, which interconnect with other modes of transportation.

- *RECOMMENDATION T-1.2.13.1: The Commission should work with local units of government throughout the region to identify, plan, and implement such corridors and linkages.*

STRATEGY T-1.2.14: Conflicts between motor vehicles and bicycles and pedestrians should be minimized.

- *RECOMMENDATION T-1.2.14.1: The Commission should work with local units of government and the Department of Transportation to develop strategies to reduce the number of conflicts between motor vehicles and bicycles and pedestrians.*

STRATEGY T-1.2.15: Where feasible, compact and mixed land uses should be encouraged to increase bicycle and pedestrian opportunities.

- *RECOMMENDATION T-1.2.15.1: The Commission should work with local units of government and the Department of Transportation to identify areas where compact and mixed land use patterns will increase bicycle and pedestrian opportunities.*

STRATEGY T-1.2.16: Safe routes for school aged children for biking and walking to school and related activities should be planned according where feasible.

- *RECOMMENDATION T-1.2.16.1: The Commission should continue to assist in drafting and implementing Safe Routes to Schools Plans.*

STRATEGY T-1.2.17: Efficient, affordable, and coordinated public transportation services should continue to be made available in rural areas throughout the region.

STRATEGY T-1.2.18: Long-term needs for regional transit system improvements should be identified and space should be reserved for transit improvements.

- *RECOMMENDATION T-1.2.18.1: The Commission should focus transit planning efforts towards communities located along the USH (Interstate) 41 corridor.*

GOAL T-1.3: Discourage the sprawl effects of highway expansion (induced travel).

STRATEGY T-1.3.1: Highway expansion should be planned accordingly to compliment desired land use and development patterns, and to accommodate capacities for the efficient movement of freight and people.

- *RECOMMENDATION T-1.3.1.1: The Commission should continue to play a major role in highway planning throughout the region to ensure the effects of highway expansion are compatible with local and regional land use/development patterns and policies.*

STRATEGY T-1.3.2: Where feasible, development of new or expanded highway corridors should only be considered after a determination that alternative modes of transportation cannot address the needs to alleviate significant safety hazards, relieve communities of heavy through traffic burdens, alleviate traffic congestion, conserve energy in highway use, stimulate economic development, and provide a framework for future planned land use.

STRATEGY T-1.3.3: The total amount of land used for roadways should be minimized and multiple use of right-of-way should be encouraged.

- *RECOMMENDATION T-1.3.3.1: The Commission should encourage local units of government and the Department of Transportation to minimize the amount of land used to construct or expand transportation facilities and incorporate multiple uses of right-of-way.*

STRATEGY T-1.3.4: The disruption and dislocation of neighborhoods, households, businesses, industries and public and institutional buildings by construction of new or reconstruction of existing transportation facilities should be minimized.

- *RECOMMENDATION T-1.3.4.1: The Commission should work with local units of government and the Department of Transportation to analyze and reduce the impacts of new or reconstructed transportation facilities on such entities.*

STRATEGY T-1.3.5: When constructing or improving roadways, prime farmland and environmentally sensitive areas should be preserved wherever possible.

- *RECOMMENDATION T-1.3.5.1: The Commission should work with local units of government and the Department of Transportation to plan corridors which preserve prime farmland and environmentally sensitive areas.*

STRATEGY T-1.3.6: New transportation facilities should not be extended for new subdivisions until existing subdivisions are fully developed.

- *RECOMMENDATION T-1.3.6.1: The Commission will encourage local units of government to develop existing subdivisions with adequate transportation facilities prior to the development of new subdivisions and the expansion of transportation facilities.*

STRATEGY T-1.3.7: Development patterns that reduce the distance to travel by automobile should be promoted.

STRATEGY T-1.3.8: Maintain and improve short-line regional rail services to the region's communities.

- *RECOMMENDATION T-1.3.8.1: The Commission should seek and maintain active membership with the National Center for*

Freight and Infrastructure Research and Education (CFIRE) effort.

- *RECOMMENDATION T-1.3.8.2: The Commission should become involved in future WisDOT initiatives regarding freight rail assessment.*

- *RECOMMENDATION T-1.3.8.3: Canadian National (CN) should continue to host 'town hall' meetings with existing and potential customers to better understand business models and commodity flows/frequency of service issues within the region.*

- *RECOMMENDATION T-1.3.8.4: The Commission should assist in coordinating the development of a freight rail user survey to better identify issues and opportunities within the region.*

- *RECOMMENDATION T-1.3.8.5: The Commission should assist in the development and integration of freight rail GIS data and use of the northeast region travel demand model to better understand infrastructure and economic development impacts under future scenarios.*

STRATEGY T-1.3.9: Promote industrial and freight rail market development opportunities along existing operational rail lines.

- *RECOMMENDATION T-1.3.9.1: The Commission should initiate a study to better identify areas of opportunity within the region to accommodate business development along rail lines.*

STRATEGY T-1.3.10: Maintain and improve freight rail capacity within the region.

- *RECOMMENDATION T-1.3.10.1: The Commission should evaluate the region's intermodal capacity to better determine future needs based on industry trends.*

- *RECOMMENDATION T-13.10.2: Freight rail track mileage should be expanded within the region consistent with market needs.*

- *RECOMMENDATION T-13.10.3: Freight rail demands and usage need to be coordinated with any future regional passenger rail initiatives (i.e. Midwest Rail Initiative) in terms of traffic, infrastructure capacity, and safety/security.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

The effects of sprawl have an obvious impact on a number of other elements examined in this plan. Sprawl can have both positive and negative impacts on economic development, impacts existing housing stocks, triggers new housing developments, increases the need for more community and public facilities and services, consumes or disrupts our agricultural, natural and cultural resources, and has its largest impact on land use patterns. Proper planning can alleviate many of these impacts attributed to sprawl.

Transportation Funding and Priority Plans and Projects

PLAN GUIDELINE: T-2

Year 2030 Regional Comprehensive Plan

Key Facts

Since the 1960's, a shift in U.S. policy towards vehicle dependent transportation projects has led to suburban development rapidly replacing traditional neighborhood design and an increasing need for transportation funding, the majority of which is geared towards infrastructure expansion for autos. Although we currently live in a vehicle dependent society, due to consistent outward growth, traditional neighborhood design is once again on the rise. Traditional neighborhood design encourages mixed use and compact development, enabling individuals to use alternative modes of transportation to the automobile (walking, biking, public transportation, etc.). Therefore, funding levels for these types of development projects and alternative modes of transportation in proportion to funding levels for vehicle dependent projects will need to be addressed and increased.

The State of Wisconsin's current annual budget in terms of the major highway construction program is roughly $600 million dollars. In comparison, it costs roughly $1 million dollars to put down one mile of highway, with no complications like driveways and other access points. On a state-wide scale $600 million does not go very far and doesn't satisfy everyone's funding requests.

Transportation funding is an extremely competitive process, as governments at all levels are trying to obtain as much money as they can to improve their transportation networks, services, and facilities. Although a wide variety of sources are available, funds are limited and virtually all levels of government are competing for them. Therefore, if all levels of government not only in the region, but outside the region work together to obtain these funds and utilize them in a cost-effective manner, we can ensure that our transportation networks, services, and other related facilities are safe and efficient.

The region currently receives funding for transportation from a variety of sources. All jurisdictions receive General Transportation Aids (GTA) from the Wisconsin Department of Transportation on a per mile or formula basis for their roadways. The majority of funds for transportation planning in the region are received from the Wisconsin Department of Transportation and the Federal Highway Administration. Not only do projects within our region compete with each other, but with other projects throughout the state.

A factor that is having a significant impact on the availability of funding is the escalating cost of major projects when compared with available resources. Improvements like the Marquette Interchange in Milwaukee require an investment many times the annual budget for the entire state. This project will continue to be the top priority for the State of Wisconsin over the next several years. The planned expansion of USH 41 between Neenah and Oshkosh and improvements to USH 10/STH 441 alone will require more than the annual budget for the entire state. High cost projects greatly reduce the levels of available funds for other important transportation needs. However, these major projects are crucial for mobility and economic development in our region as well as the state and much of the Midwest.

So What!

The effects on everyday life due to inadequate transportation funding would be fairly bleak. Our transportation network would soon be in rough shape physically. Vehicle maintenance and costs would increase. Travel times on our transportation system would increase. Accidents, injuries, and fatalities would most likely increase. Public transportation programs would cease to exist. Therefore, transportation funding sources must be maintained and expanded to aid all levels of government.

Local governments need to work together to maximize funding to maintain and improve our transportation systems and provide adequate transportation services. It is not only important to maintain our current transportation network and services for ourselves, but also for future generations. If our regional transportation system is not maintained, future generations will be responsible for repairing it more frequently and at higher costs.

Hopefully, as technology expands and alternative energy sources generate more revenues, especially within the automobile industry, alternative funding sources will be expanded and the heavy reliance on the state's gas tax and various transportation fees will be decreased.

Current Action

Urban highway project funding is one way that local governments can work together to obtain state and federal transportation funds. Through the development of a Transportation Improvement Program (TIP), urbanized areas list and prioritize transportation projects to determine which projects will be receiving state and federal funding for the next five years.

How will additional funds be obtained in the future? One method is to increase various taxes, such as the gas tax. According to the American Petroleum Institute, Wisconsin currently has one of the highest state gas tax rates in the country at roughly 32 cents per gallon. The majority of the state's transportation funds come from this gas tax. Another method is to increase transportation related fees, such as vehicle registration and license rates. This past year, vehicle registration rates in Wisconsin were increased by $10.

Many major metropolitan areas across the country collect highway tolls. A perfect example of an area struggling to maintain its transportation network due to rapid growth rates is the Twin Cities metro-area. Some experts say that the area is 20 years behind in transportation expansions and improvements to support usage and alleviate congestion. The Twin Cities metro area has some of the highest commute times and congestion rates in the entire country. What are the Twin Cities doing to solve this dilemma? At this point in time, the Twin Cities are considering the inclusion of toll roads along several major corridors, such as Interstate 494. With regards to the Marquette Interchange, the notion of including toll roads was proposed and is currently being debated by the state's stakeholders. Without the increase of fees or taxes, transportation funding may cut into the budgets of other government programs.

Planning can help save money and maximize funds for the future. By reevaluating current street design standards for flexibility and environmental streamlining, funding could be utilized in a more cost-effective manner.
If right of way for future highway corridors is purchased now rather than later, future funds will go a lot further.

Year 2030 Vision for Transportation Funding

East Central will continue to work with all levels of government, organizations and the public throughout the region to pursue adequate funding for transportation projects and programs which meet short term and long term needs.

Goals, Strategies and Recommendations

GOAL T-2.1: Provide a safe street and highway system which, together with other transportation facilities, will meet short and long-range needs, interests, and objectives of the region's citizens in a cost-effective manner

STRATEGY T-2.1.1: Methodologies should be employed capable of continually evaluating the effectiveness of investments in alternative networks and modes to improve the efficient transport of people, goods and services.

STRATEGY T-2.1.2: Maintain a positive and cooperative working relationship with the Wisconsin Department of Transportation and support those projects that have completed the federal and state environmental, regulatory and public review and approval process requirements.

- *RECOMMENDATION T-2.1.2.1: In addition to supporting and promoting approved WisDOT plans and programs, The Commission shall maintain a listing of high priority transportation projects and assist local units of government with coordination, planning, programming and implementation.*

PRIORITY RECOMMENDED HIGHWAY PROJECTS MAP (EXHIBIT T-1):

1. *USH 41/USH10/STH 441 INTERCHANGE; Completing the High Cost interchange that includes a new Little Lake Butte Des Morts bridge structure and 6-lane expansion from CTH CB to Oneida Street.*

2. *USH 41 6-LANE PROJECT; Expansion of USH 41 to 6-lanes between the Breezewood/Bell interchange in Neenah and the STH 26 interchange in Oshkosh. The project includes a new bridge crossing of Lake Butte des Morts between the STH 21 interchange and the USH 45 interchange.*

3. *USH 41 INTERSTATE CONVERSION; Under the last federal transportation bill (SAFETEA-LU) USH 41 was designated as an interstate highway from Green Bay to Milwaukee and must be improved to meet interstate standard over the next decade and beyond.*

4. *STH 15 PROJECT; Plan and program the approved preferred alternative to expand STH 15 to a 4-lane expressway from Greenville to USH 45 in New London. The project is expected to significantly improve safety, mobility and regional commerce.*

5. *USH 151 FOND DU LAC BYPASS; Plan and program improvements to convert the bypass to freeway standards eliminating cross traffic and access limited to interchanges.*

6. *STH 23 PROJECT; Implement the expansion of STH 23 from Plymouth to Fond du Lac as programmed to provide a safe and important economic connection between I43 and USH 41/USH 151. The implementation of the connection of STH 23 and USH 151 should , where practical, avoid any potential negative impacts on the Niagara Escarpment.*

7. *USH 45 Project; Implement the expansion of USH 45 to 4-lanes from USH 41 in Oshkosh to USH 10 in the Town Winchester including the right-of-way for conversion from expressway to freeway.*

GOAL T-2.2: Protect future transportation corridors by identifying and reserving right of way

STRATEGY T-2.2.1: Land for future or expanded transportation facilities should be obtained as soon as possible, to reduce costs.

- *RECOMMENDATION T-2.2.1.1: The Commission shall work with local units of government, the Wisconsin Department of Transportation, environmental and regulatory agencies and the public to identify land needed for future transportation facilities or the expansion of existing facilities.*

PRIORITY RECOMMENDED PLANS AND STUDIES MAP (EXHIBIT T-1):

1. *USH 41 EXPANSION AND INTERSTATE CONVERSION; Identify the right-of-way and interstate design standards required to expand USH 41 to 6-lanes between I43 in Brown County to STH 15 in Outagamie County.*

2. *USH 10 FREEWAY CONVERSION PLAN; The Commission supports the recommendation that USH 10 between USH 41 in the Fox Cities and I39 in Stevens Point be converted to a freeway to improve safety and mobility by eliminating direct access and cross-traffic over time.*

3. *USH 10 CORRIDOR STUDY, FOX CITIES TO MANITOWC; The Commission supports and will be working with WisDOT and local governments to prepare a preservation plan for USH 10 and STH 114 near the Fox Cities and a long term vision for the highway between the Fox Cities and Manitowoc.*

4. *STH 29 CORRIDOR PRESERVATION PLAN; The Commission should support and assist with WisDOT plans to identify and protect right-of way required to convert STH 29 to freeway to improve safety and mobility by eliminating direct access and cross traffic over time.*

5. *STH 21 CORRIDOR STUDY; The Commission should support the recommendation that someday STH 21 should be expanded to a 4-lane facility from USH 41 in Oshkosh to I90/I94 near Tomah.*

6. *STH 47 CORRIDOR PRESERVATION PLAN; The Commission should support and assist with developing short and long term plans for STH 47 from USH 41 in Appleton to STH 29 in Bonduel.*

7. *USH 45 – USH 10 to USH 8; The Commission should support and assist with developing a long term vision for USH 45 from USH 10 in Winnebago to USH 8 in Oneida County that would improve safety and enhance a popular tourism route to northern Wisconsin.*

8. *STH 26 – USH 41 to USH 151; Prepare a study to consider and evaluate long term traffic capacity on STH 26 between Oshkosh and Waupun.*

9. *USH 45 CORRIDOR STUDY, USH 10 to USH 8: The Commission will continue to work with WisDOT and local* governments to implement the recommendations in the USH 45 Corridor Study and plan for additional

improvements to this important tourism route.

10. LAKE WINNEBAGO EAST SIDE CORRIDOR: The Commission should support and assist local government and the Wisconsin Department of Transportation to consider a high level transportation corridor connecting Fond du Lac and Green Bay on the east side of Lake Winnebago.

11. FREIGHT RAIL CAPACITY STUDY: The Commission should work with local governments, the railroads and freight industry stakeholders to evaluate expanding rail capacity for freight moving through the region, while exploring short line public/private partnerships to cost effectively serve regional shippers and commerce.

STRATEGY T-2.2.2: Subsidy programs for alternative modes of transportation should be considered to meet the needs of the economically disadvantaged.

- *RECOMMENDATION T-2.2.2.1: The Commission should encourage local units of government and employers to offer subsidy programs for economically disadvantaged individuals which rely on alternative modes of transportation.*

STRATEGY T-2.2.3: Adequate financial resources for upkeep and renewal of existing highways to prevent accelerated deterioration should be a high priority in the budgetary process.

- *RECOMMENDATION T-2.2.3.1: The Commission should encourage local units of government to factor an adequate level of funds in their local budget for the upkeep and maintenance of transportation facilities.*

STRATEGY T-2.2.4: Low-cost improvements such as channelization, signalization, removal of parking, etc. should be the first measure considered to maintain an adequate level of service on highway facilities.

- *RECOMMENDATION T-2.2.4.1: The Commission should work with local units of government and the Wisconsin Department of Transportation to identify such low-cost improvements.*

STRATEGY T-2.2.5: Federal and state funding programs should be utilized by local units of government to meet various transportation needs.

- *RECOMMENDATION T-2.2.5.1: The Commission should work with local units of government to identify transportation funding opportunities.*

GOAL T-2.3: Encourage consolidation and coordination of transportation projects and programs to improve efficiency and utilize tax dollars

STRATEGY T-2.3.1: Transportation facility maintenance or construction projects should be evaluated and prioritized.

- *RECOMMENDATION T-2.3.1.1: The Commission should encourage local units of government to evaluate and prioritize transportation facility construction and maintenance projects throughout the region.*

STRATEGY T-2.3.2: Funding and organizational mechanisms for public transportation should be based on principles of equity and reflect the interconnectivity of jurisdictions where appropriate.

STRATEGY T-2.3.3: Local units of government should coordinate to optimize financial resources.

- *RECOMMENDATION T-2.3.3.1: The Commission should encourage local units of government to coordinate and manage local transportation networks and facilities to optimize financial resources using asset management and assessment best practices.*

GOAL T-2.4: Develop alternative funding sources to the gas taxes and related transportation fees

STRATEGY T-2.4.1: Support statewide Regional Transit Authority legislation which gives taxing authority to units of government which choose to be part of one.

- *RECOMMENDATION T-2.4.1.1: The Commission should continue to examine the benefits of statewide Regional Transit Authority (RTA) legislation and assist those communities which choose to form an RTA throughout the region, pending statewide enabling legislation.*

- *RECOMMENDATION T-2.4.1.2: The Commission will continue to support, promote and pursue dedicated, user fee, funding sources such as vehicle miles traveled surcharges or some percent sales tax for associated vehicle and transportation expenditures that will offset declining gas tax revenues.*

GOAL T-2.5: Review street and highway design standards.

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

The availability of transportation funding is critical for the continued maintenance of our existing transportation systems and for the construction and implementation of new transportation systems and projects. Therefore the availability of transportation funding greatly impacts how safe, convenient, and efficient our transportation systems are. Lack of and/or degradation of our regional transportation systems will greatly impact land use patterns, agricultural, natural, and cultural resources, access to housing and community and public facilities and services, and most importantly economic development.

Regional Connectivity

PLAN GUIDELINE: T-3

Year 2030 Regional Comprehensive Plan

Key Facts

A transportation network's primary purpose is to provide a connection between economic centers for people and freight. Our transportation network crosses multiple jurisdictional boundaries throughout the region and beyond.

The major corridors/facilities that serve our region and connect our economic centers with others across the state and Midwest are:

- U.S. Highway 41 – This north-south highway extends through the Fox Valley (west of Lake Winnebago), connecting Green Bay and Milwaukee.
- U.S. Highway 10 – This east-west highway runs through the Fox Valley, and extends across the entire State of Wisconsin from Manitowoc to the Twin Cities.
- Interstate 39/U.S. Highway 51 – This north-south interstate/highway runs through Waushara and Marquette Counties, extending from Wausau and the Wisconsin northwoods to central Illinois.
- State Highway 29 – This east-west highway runs through the northern section of our region and connects Green Bay with Eau Claire.
- Outagamie County Airport – Located just west of the City of Appleton, this airport includes passenger and freight service to other airports throughout the state and Midwest.
- Canadian National Railroad – This rail corridor runs through the region connecting Chicago to the Twin Cities and Superior/Duluth.

Currently, 95% of the region's freight, both imported and exported, is transported by truck in comparison to roughly 4% by rail and 1% by air.

Intergovernmental cooperation between local units of government is necessary to maintain a successful transportation system. For decades, intergovernmental cooperation and coordination has played in an important role in the success of transportation planning efforts throughout the region.

So What!

Our transportation system is one of the engines of our regional economy. As our transportation system becomes more efficient, the economy strengthens due to increased regional accessibility and economic development. This theory not only pertains to accessibility within the region, but also in connecting the region with economic centers in the rest of the state and beyond.

The biggest external transportation project which will have a major effect on, not only our region, but the Midwest is the Marquette Interchange in Milwaukee. A full reconstruction effort to improve Wisconsin's most used interchange will begin in the spring of 2004 and is scheduled to end by fall of 2008.

A heavy reliance on the trucking industry increases traffic and congestion volumes. By expanding our rail and air freight systems (efforts which will require a substantial shift in public and private policy and funds), traffic and congestion on our regional transportation system could be greatly reduced. According to Dr. Richard Stewart, director of the

Transportation and Logistic Research Center at the University of Wisconsin – Superior, prior to its closure the Neenah inter-modal facility had the ability to load and transport the freight of 400 trucks per train. By expanding and utilizing our regional rail system and connecting it with other economic centers, we could decrease traffic volumes and congestion on our roadways.

By working together, municipalities can eliminate the duplication of services and their expenses, therefore saving taxpayers money. Also, when local governments work together on transportation projects, or are aware of transportation projects in jurisdictions outside of their boundaries, communities have a better understanding of how it will affect not only their community, but the region as a whole.

Current Action

With regards to highway and transit planning, coordination efforts between municipalities throughout the region have been extremely beneficial. Three primary forms of intergovernmental cooperation help define transportation projects of regional significance. These include:

Urban and Rural Federal Surface Transportation Program (STP) Funding: Through the development of a Transportation Improvement Program (TIP), urbanized areas list and prioritize transportation projects to receive federal funding for the next biennium. Through cooperation with local jurisdictions and the County Highway Department, rural projects are also submitted and selected.

Corridor Planning: A comprehensive analysis of land uses and access conditions along a highway corridor is undertaken. Stakeholders are asked to develop a long term vision for the highway.

Para-transit Coordination: Local units of government work together to provide transit services which cross multiple jurisdictions to maximize the use of funds and minimize the duplication of services.

Although there is no passenger rail service in the region, the Midwest Regional Rail Initiative is through much of the planning process and funding is currently being sought to begin implementation. This requires an enormous amount of cooperation and coordination between all levels of government.

Year 2030 Vision for Regional Connectivity

East Central will help ensure that the regional transportation network links economic centers and efficiently moves people and freight throughout the region.

Goals, Strategies and Recommendations

For economic centers to compete in a global economy, an integrated transportation network needs to be in place to link these centers and efficiently move people and freight among them. Therefore, cooperation among local governments is necessary to ensure that economic centers, along with the region as a whole, thrive. Intergovernmental cooperation is a major step in coordinating and consolidation projects and services on a regional scale. By utilizing tax dollars in the most efficient manor to maintain and improve transportation linkages, facilities, and programs throughout the region, mobility will be more efficient for everyone.

Our strategies for action to address regional connectivity include:

GOAL T-3.1: Encourage consolidation and coordination of transportation projects and programs through intergovernmental cooperation.

STRATEGY T-3.1.1: Enhance multi-modal connectivity throughout the region for the

efficient movement of people, emergency vehicles, and freight especially during emergency situations.

- *RECOMMENDATION T-3.1.1.1: The Commission should work with local units of government to plan for the extension of major transportation facilities to complete needed connections.*

- *RECOMMENDATION T-3.1.1.2: The Commission should encourage local units of government to consider the needs of bicyclists, pedestrians, and the disabled when planning any transportation facility as appropriate.*

STRATEGY T-3.1.2: Transportation facility maintenance or construction projects should be evaluated and prioritized.

- *RECOMMENDATION T-3.1.2.1: The Commission should assist local units of government in evaluating and prioritizing transportation facility construction and maintenance projects throughout the region.*

STRATEGY T-3.1.3: Cooperative municipal partnerships should be established or maintained to identify and discuss multi-jurisdictional transportation projects and programs.

- *RECOMMENDATION T.3.1.3.1: The Commission should ignite and facilitate cooperative discussions between local units of government throughout the region for transportation projects and programs which are multi-jurisdictional in nature.*

STRATEGY T-3.1.4: Compatibility should be promoted among local, regional and state transportation policies and plans.

STRATEGY T-3.1.5: Compatibility should be promoted between public and private transportation services.

STRATEGY T-3.1.6: Transportation services should be coordinated to increase efficiency and avoid overlap and duplication of service. Coordination should encompass public and private transportation services and include such travel demand management programs as ridesharing, employee van pools, subsidized transit passes, park and ride lots, etc.

GOAL T-3.2: Consider the potential benefits of promoting increased use of rail facilities for transporting freight.

STRATEGY T-3.2.1: Discussions between local units of government and railroads must intensify.

- *RECOMMENDATION T-3.2.1.1: The Commission should coordinate and facilitate cooperative discussions between local units of government and the rail industry throughout the region.*

STRATEGY T-3.2.2: When feasible, future industrial developments should have rail capabilities and examine needed rail expansions.

- *RECOMMENDATION T-3.2.2.1: The Commission should participate in reviewing site plans for new industrial developments to examine rail access and the expansion of rail service for necessary developments.*

STRATEGY T-3.2.3: The location of rail terminals should be determined cooperatively by public and private interests.

STRATEGY T-3.2.4: Existing rail service should be maintained according to standards set forth in the Wisconsin Rail Plan.

STRATEGY T-3.2.5: Maintain and improve short-line regional rail services to the region's communities.

- *RECOMMENDATION T-3.2.5.1: The Commission should seek and maintain active membership with the National Center for Freight and Infrastructure Research and Education (CFIRE) effort.*
- *RECOMMENDATION T-3.2.5.2: The Commission should become involved in future WisDOT initiatives regarding freight rail assessment.*
- *RECOMMENDATION T-3.2.5.3: Canadian National (CN) should continue to host 'town hall' meetings with existing and potential customers to better understand business models and commodity flows/frequency of service issues within the region.*
- *RECOMMENDATION T-3.2.5.4: The Commission should assist in coordinating the development of a freight rail user survey to better identify issues and opportunities within the region.*
- *RECOMMENDATION T-3.2.5.5: The Commission should assist in the development and integration of freight rail GIS data and use of the northeast region travel demand model to better understand infrastructure and economic development impacts under future scenarios.*

STRATEGY T-3.2.6: Promote industrial and freight rail market development opportunities along existing operational rail lines.

- *RECOMMENDATION T-3.2.6.1: The Commission should initiate a study to better identify areas of opportunity within the region to accommodate business development along rail lines.*

STRATEGY T-3.2.7: Maintain and improve freight rail capacity within the region.

- *RECOMMENDATION T-3.2.7.1: The Commission should evaluate the region's intermodal capacity to better determine future needs based on industry trends.*
- *RECOMMENDATION T-3.2.7.2: Freight rail track mileage should be expanded within the region consistent with market needs.*
- *RECOMMENDATION T-3.2.7.3: Freight rail demands and usage need to be coordinated with any future regional passenger rail initiatives (i.e. Midwest Rail Initiative) in terms of traffic, infrastructure capacity, and safety/security.*

GOAL T-3.3: Expand bus route services throughout the region to various urban areas throughout the state.

STRATEGY T-3.3.1: Intercity bus services should serve all populous areas of the region.

- *RECOMMENDATION T-3.3.1.1: The Commission should work with both public and private transportation providers to identify needed intercity bus routes throughout the region and state.*
- *RECOMMENDATION T-3.3.1.2: The Commission, in coordination with the Bay Lake Regional Planning Commission, should participate in discussions between Valley Transit and Green Bay Metro Transit to examine intercity fixed route service between the Fox Cities and Green Bay.*

STRATEGY T-3.3.2: Public transportation should be provided in all areas, by using delivery systems which are adequate to serve local densities. Delivery systems include fixed route

service, demand responsive service, shared ride taxis, specialized vans, etc.

STRATEGY T-3.3.3: Efficient, affordable, and coordinated public transportation services should continue to be made available in rural area throughout the region.

GOAL T-3.4: Identify and preserve transportation corridors and facilities

STRATEGY T-3.4.1: Future corridors for highway construction or expansion should be identified and reserved to minimize environmental disruption that will serve future development.

- *RECOMMENDATION T-3.4.1.1: The Commission should actively participate in identifying and planning future transportation corridors throughout the region.*

STRATEGY T-3.4.2: Future corridors for passenger rail should be identified.

- *RECOMMENDATION T-3.4.2.1: The Commission should actively participate in identifying and planning future corridors for passenger rail as part of the Midwest Regional Rail Initiative.*

- *RECOMMENDATION T-3.4.2.2: Freight rail demands and usage need to be coordinated with any future regional passenger rail initiatives (i.e. Midwest Rail Initiative) in terms of traffic, infrastructure capacity, and safety/security.*

STRATEGY T-3.4.3: Future facilities are planned to control highway access.

- *RECOMMENDATION T-3.4.3.1: The Commission will continue to participate in transportation corridor plans and studies.*

STRATEGY T-3.4.4: Land for future or expanded transportation facilities should be obtained as soon as possible, to reduce costs.

- *RECOMMENDATION T-3.4.4.1: The Commission should work with local units of government and the Wisconsin Department of Transportation to identify land needed for future transportation facilities or the expansion of existing facilities.*

STRATEGY T-3.4.5: Community development regulations allowing private streets should require right-of-way and design standards consistent with WisDOT's "Facilities Development Manual" for local streets.

STRATEGY T-3.4.6: Multiple use of right-of-way should be encouraged.

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

The connectivity of communities and economic centers throughout the region is critical in the movement of people and freight. An efficient street and highway network boosts economic development by retaining existing businesses and industries and attracting new ones. A healthy regional transportation system also aides in the movement of people for things such as: employment, shopping, recreation, education, and entertainment, etc.

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Balance Between Transportation and the Environment

PLAN GUIDELINE: T-4

Year 2030 Regional Comprehensive Plan

Key Facts

Many local, regional, state, and federal regulations exist to protect the environment from the effects of our transportation systems, nevertheless some degree of pollution and disruption to the environment does occur. Various materials used in road construction and maintenance (such as chemicals and salt), along with automobile byproducts (such as exhaust, refined petroleum products, and brake dust), can produce toxic runoff which can pollute surface water, groundwater, and habitats for wildlife.

Transportation planning and land use planning have been inseparable elements within the region for decades. Transportation projects go through extensive analysis to determine how levels of environmental interruption can be minimized. In 1970, the National Environmental Policy Act (NEPA) was created, which requires federal agencies to draft an Environmental Impact Statement (EIS) for projects that will greatly affect quality of life and the environment. Its main objective is to identify land uses, socio-economic data, environmental resources, and the potential impacts of various growth scenarios for a given area. This planning document is a valuable resource in ensuring that the level of negative impacts on the environment, ecosystems, wildlife, air, and human populations are minimized.

In terms of air quality, all of our urbanized areas are currently classified as attainment areas. This means that the air quality meets or exceeds federal requirements for air quality. Consequently, East Central is not required to analyze air quality impacts.

So What!

Without proper planning and regulations, the impacts of transportation construction and pollution on our environment would be overwhelming. In the past, the lack of planning destroyed much of Wisconsin's most diverse environments. According to the Clean Water Action Council of Northeast Wisconsin, over 50% of Wisconsin's original wetlands have been consumed by development and agricultural use. The destruction of wetlands greatly reduces habitats for wildlife, disrupts drainage patterns, and affects water quality due to the fact that wetlands play a major role in water filtration.

In terms of air quality, exhaust produced by automobiles contains harmful pollutants such as carbon monoxide, carbon dioxide, hydrocarbons, and nitrogen oxides. These byproducts greatly affect air quality, eat away at our atmosphere, and produce acid rain which greatly disrupts our waterways and ecosystems. Over the last several decades, stricter regulations pertaining to air and water quality have been drafted on a federal level to reduce air and water pollution.

As long as transportation planning and land use planning go hand in hand, the levels of environmental disruption created by transportation improvements and new constructions can be minimized. The environment and its resources play a huge role in our health and our quality of life. Planning regulations help keep our air breathable and our water drinkable.

Current Action

The most current example of minimizing the effects of highway construction on the environment, on a regional scale, is U.S. Highway 10. An Environmental Impact Statement (EIS) was approved by the Federal Highway Administration in 1993. This document guided the construction process of the new 4-lane highway from the Fox Cities to Stevens Point which was completed in late 2006. Based upon data analyzed in the EIS document, it was recommended by the East Central Wisconsin Regional Planning Commission that U.S. Highway 10 be planned to ultimately be a freeway. By eventually making USH 10 a complete freeway, access will be controlled which will discourage development along the corridor, reduce local trip congestion and vehicle miles traveled, increase safety and greatly minimize environmental impacts.

Some urbanized areas, including Milwaukee, surrounding counties, and Sheboygan County, require vehicle owners to have their vehicle go through an emission test at the time of registration renewal. If the vehicle exceeds emission standards or if the owner fails to comply, then the vehicle registration renewal is suspended until it meets emission standards or is tested.

The use of alternative energies to gasoline is becoming more and more cost-efficient and popular. Hybrid cars and fuel cell technology have been extremely successful within the automobile industry. Some incentives are available to vehicle owners using these technologies. As these technologies expand and become more popular, the reliance on gasoline and the effects of its byproducts could be greatly reduced. Use of these technologies will require changes in transportation funding as revenue from gasoline taxes will decrease.

Year 2030 Vision for Balance Between Transportation and the Environment

East Central recognizes that a balance between transportation and the environment is vital. East Central will help to maintain and continue this balance through efficient and consistent transportation and land use planning.

Goals, Strategies and Recommendations

Our transportation system can have a range of negative impacts on the environment. Yet, the movement of people and freight is vital to the success of our communities and economies. Therefore, a balance between transportation and the environment is crucial to ensure that mobility is still efficient while these negative impacts on the environment are minimized.

Our strategies for action to address a balance between transportation and the environment include:

GOAL T-4.1: Encourage land uses that minimize vehicle miles traveled.

STRATEGY T-4.1.1: Development of patterns that reduce the need to travel should be promoted.

STRATEGY T-4.1.2: Development should be encouraged with population densities that would support public transportation and alternative modes.

- *RECOMMENDATION T-4.1.2.1: The Commission will continue to support transportation alternatives to the automobile where feasible.*

STRATEGY T-4.1.3: Highway facilities should be routed to provide the shortest travel paths for the greatest number of trips.

- *RECOMMENDATION T-4.1.3.1: The Commission should continue to participate in transportation corridor studies and projects when feasible.*

STRATEGY T-4.1.4: Bypasses of urban areas should be constructed where serious traffic congestion can be alleviated.

STRATEGY T-4.1.5: The use of ride sharing and mass transportation should be encouraged where feasible.

GOAL T-4.2: Encourage development of a transportation system that minimizes environmental disruption and strives to maintain a quality environment.

STRATEGY T-4.2.1: Required federal and state environmental impact statements and assessments for transportation facilities should be carefully reviewed on the local and regional levels.

- *RECOMMENDATION T-4.2.1.1: The Commission shall continue to review these environmental impact statements and assessments and work with local units of government in providing feedback and input to the necessary state and federal authorities.*

STRATEGY T-4.2.2: Care should be taken to protect historic or visually pleasing buildings and scenic, historic, scientific, and cultural sites when constructing new or improving existing transportation facilities.

- *RECOMMENDATION T-4.2.2.1: The Commission should assist local units of government in identifying these buildings and sites throughout the region.*

STRATEGY T-4.2.3: The location of roadways through environmentally sensitive areas should be minimized.

- *RECOMMENDATION T-4.2.3.1: The Commission will continue to work with the necessary municipalities, agencies, and organizations to assist in identifying these environmentally sensitive areas.*

STRATEGY T-4.2.4: Transportation facilities should be designed to be aesthetically pleasing and sensitive to the natural landscape, incorporating such amenities as boulevards, berms ands attractive landscaping on major arterials in urban areas and minimizing unsightly views such as junkyards, billboards, and strip commercial development in more rural areas.

STRATEGY T-4.2.5: Natural vegetation should be encouraged along roadsides to protect wildlife, reduce the use of herbicides and cut maintenance costs.

STRATEGY T-4.2.6: Transportation facilities should be located and designed to minimize exposure of people to harmful and/or annoying air, water, and noise pollution levels.

STRATEGY T-4.2.7: Air pollution should be minimized through efficient traffic control measures and through the encouragement of mass transit, bicycle, and pedestrian travel where feasible.

STRATEGY T-4.2.8: Air quality should be monitored to ensure that motor vehicles, including air and watercraft, do not exceed the exhaust emission standards set by the Environmental Protection Agency (EPA).

STRATEGY T-4.2.9: All transport related sewerage and other related facilities should be constructed and maintained so that their contribution to water pollution will be minimized and will meet appropriate water quality standards.

- *RECOMMENDATION T-4.2.9.1: The Commission will support transportation design and construction standards that*

control run-off and its impacts on ground and surface water pollution.

STRATEGY T-4.2.10: National noise standards should be used to ensure that residential areas, schools, or other places with high concentrations of people are not exposed to harmful levels of noise from transportation facilities.

GOAL T-4.3: Promote the conservation of energy, and recognize current and future energy supply uncertainties.

STRATEGY T-4.3.1: Local units of government should develop transportation policies to conserve transportation energy and meet contingency situations incase of fuel shortfalls.

- *RECOMMENDATION T-4.3.1.1: The Commission should continue to participate in local and regional sustainability efforts.*

STRATEGY T-4.3.2: Highway facilities should be designed and maintained to conserve energy. This includes providing smooth pavement surfaces and eliminating steep grades and sharp curves.

STRATEGY T-4.3.3: The most energy efficient methods of transportation facility construction and maintenance should be identified and applied.

STRATEGY T-4.3.4: Efforts to improve energy conservation through improved fuel efficiency of vehicles and through educational programs on better driving and travel habits should be pursued.

GOAL T-4.4: Promote full and efficient utilization of existing regulations and incentives to protect environmental resources.

STRATEGY T-4.4.1: Begin the environmental review of proposed projects as soon as they are conceived. Involve regulatory and environmental agencies and advocates early on in the process.

- *RECOMMENDATION T-4.4.1.1: The Commission will continue to provide environmental and regulatory agencies an opportunity to review and provide input on all feasible plans and documents produced by the Commission.*

STRATEGY T-4.4.2: Collect and review available environmental information studies, inventories and maps including state and federal environmental planning and protection documents that could be relevant to the project.

- *RECOMMENDATION T-4.4.2.1: The Commission will continue to collect and review environmental documents and information pertinent to projects being conducted throughout the region.*

GOAL T-4.5: Encourage impact mitigation in project development.

STRATEGY T- 4.5.1: Research state and federal programs and opportunities that might be available for the project, like wetland banking and mitigation, with cooperative regulatory process streamlining initiatives.

GOAL T-4.6: Provide education about production and use of more efficient vehicles, modes, and energies, as well as on the incentives available.

STRATEGY T-4.6.1: Consideration should be given to other possible modes and propulsion systems for travel that might share the corridor of a highway project.

GOAL T-4.7: Attract industries to the region that do research on the use of alternative fuels that might be viable and sustainable within the region.

STRATEGY T-4.7.1: Local Universities and Colleges should be encouraged to align their curriculums with advanced research and technology industries that will require work a force with specific requirements.

STRATEGY T-4.7.2: Communities should consider the potential of developing Tech Park(s) in the region with the amenities and incentives needed to attract high-tech industries.

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

Land use and development patterns are largely attributed to the type of transportation infrastructure available. Therefore, efficient transportation and land use planning must go hand-in-hand when protecting the environment. As transportation networks expand, development typically follows. As development extends outward not only do the monetary costs of community and public facilities and services increase, but so do the environmental costs.

Transportation greatly affects our agricultural and natural resources. Natural resources, such as air quality, groundwater, surface water, plant and animal habitats, etc can be disrupted by such things as vehicle byproduct run-off, salt and sand run-off, and auto emissions. Efficient transportation planning can protect and preserve our natural resources and the quality of life that is attributed with them.

An accessible transportation system which has minimized its impacts on the environment can also enhance economic development, especially through ecotourism, such as use of bike and pedestrian trails and waterways.

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Alternative Modes of Transportation and Mobility

PLAN GUIDELINE: T-5

Year 2030 Regional Comprehensive Plan

Key Facts

Not all of our citizens are able to travel from one place to another in an efficient manner. This fact has produced one of the biggest challenges within the region in terms of transportation planning. How can we provide, maintain, and promote diverse and cost efficient modes of transportation for everyone?

Obviously, the automobile is the most used mode of transportation in the region, let alone the United States. According to the 2000 U.S. Census, roughly 76 percent of Americans commuted to work alone in an automobile. This is an increase of 3 percent from the 1990 U.S. Census. Not all of the region's population can afford to own or maintain a reliable vehicle. Some cannot physically operate an automobile and some choose not to own a vehicle or regularly use one. In some urban areas, it is cheaper and more efficient not to own a vehicle.

Many individuals, especially those with low incomes, the elderly, children, and the disabled rely on modes of travel other than the automobile (public transportation services, taxi, walking, bicycles, etc). As an alternative to the automobile, roughly 5 percent of Americans used public transportation as their primary means of transportation to work, according to the 2000 U.S. Census.

While the demands for both urban and rural transportation services continue to increase, the costs of providing these services are escalating. Funding exists at various levels to help alleviate the costs required to offer various transportation services. Our region has been relatively successful in the attainment of funding and in maximizing the use of those funds. Nevertheless, it is crucial to consider whether we are dealing with the issue as effectively as we can.

By the year 2020, the U.S. Census Bureau projects that there will be roughly 52 million people considered to be elderly, compared to nearly 35 million in 2000. This figure also relates to an increase in the number of disabled citizens. Throughout our region, many of these individuals will be located outside the current service area of public transportation services. Therefore, it is important that the issue of mobility for the elderly is continuously addressed.

So What!

Mobility plays a huge role in an individual's quality of life. Many individuals rely on alternative modes of transportation to the automobile to move throughout the region efficiently to do everyday tasks such as go to the store, to the doctor, or to work, etc. They also rely on these modes to satisfy social and recreational needs. It is important that all individuals are included in the ability to take advantage of transportation services offered throughout the region.

Mobility also plays a huge rule in generating economic competitiveness throughout the region. By expanding levels of transportation services and reducing their costs to an affordable rate, people have choices in the attainment of goods and services. If individuals are isolated without transportation options, they become less able to participate in the local economy, reducing the available pool of employees.

Many people rely on alternative modes of transportation to the automobile to get to work. The majority of these individuals are generally located within the inner-city due to affordable housing and easy accessibility to goods and services. On the other hand, an increasing number of jobs sought by these individuals are located on the urban fringes. The reliance on various transportation services plays a huge role in their ability to attain and maintain a job, a basic necessity for economic vitality.

Current Action

As municipalities compete for state and federal transportation funding, more and more highway projects are being submitted with alternative modes of transportation in mind. Projects that include bike lanes, pedestrian walkways, and bus-related amenities, are generally scored higher than projects without in a Transportation Improvement Program (TIP) document. This document helps urban municipalities prioritize and determine which projects will receive available federal funds.

Throughout the years, East Central has worked closely with Valley Transit, the Oshkosh Transit System, the Fond du Lac Area Transit System, and other regional jurisdictions with regards to providing cost efficient public transportation services. This cooperation between these jurisdictions has allowed these services to exist in the counties of Outagamie, Winnebago, and Calumet while maximizing the use of state and federal funding and minimizing the duplication of such services throughout the counties. These participants were able to coordinate services to financially benefit each participating entity over each providing service individually. These counties worked together to develop the grant applications for new services, such as those introduced under the Wisconsin Employment Transportation Assistance Program (WETAP). These coordination efforts have been extremely successful in providing the funds necessary to maintain our regional transit services which are not only offered to the urbanized areas, but to urban fringe employment centers and more rural areas, which once were not served.

Another transportation service which has been heavily debated in the region is the creation of a passenger rail system. Although no passenger rail service exists in the region, funding is being sought for the implementation of the Midwest Regional Rail System, which would connect various economic centers throughout the Midwest. This multi-state initiative does include passenger rail service connecting Green Bay and the Fox Valley to Milwaukee and Chicago.

Technology continues to be an important tool in providing cost effective transportation service to the public. Valley Transit through contracted para-transit services, has implemented computerized scheduling software, and is exploring the use of automated locator devices to increase dispatching efficiency and reduce costs.

For individuals that want to use or rely on the use of their vehicles, but want to conserve fuel and money, rideshare programs exist throughout the state. These programs match individuals with similar work schedules, origins, and destinations so they can carpool. Through many of these programs, individuals meet at one of Wisconsin's 92 park and ride lots.

Year 2030 Vision for Alternative Modes of Transportation and Mobility

East Central will continue to help ensure that alternative modes of transportation to the automobile exist and mobility options for all are efficient.

Goals, Strategies and Recommendations

As many of the communities throughout the region grow, efficient mobility often becomes a challenge for many individuals. Usually these growth trends tend to be outward growth, rather than infill development. This generates more vehicle usage because low density development discourages walking and the use of bicycles.

Although most individuals find vehicle usage to be convenient and affordable, many individuals rely on alternative modes of transportation to the automobile, especially the elderly, disabled, and low income. These individuals are often challenged by mobility issues such as lack of convenient and efficient mobility choices. Therefore, it is important to address efficient and cost effective alternative modes of transportation, to make mobility more convenient for everyone.

Our strategies for action to address alternative modes of transportation and mobility include:

GOAL T-5.1: Encourage development and expansion of affordable, cost-effective alternative modes of transportation to the automobile.

STRATEGY T-5.1.1: Local units of government should recognize public transportation as a basic public service.

- *RECOMMENDATION T-5.1.1.1: The Commission should continue to advocate for the need of public transportation services throughout the region.*

STRATEGY T-5.1.2: Public transportation should be provided in all urban areas using delivery systems appropriate to the density of development. Delivery systems include both fixed route and demand responsive services using various sized buses, vans and taxis.

- *RECOMMENDATION T-5.1.2.1: The Commission should continue to work with units of government throughout the region to identify service gaps.*

STRATEGY T-5.1.3: Public transportation should be related to travel patterns within an urban area.

- *RECOMMENDATION T-5.1.3.1: The Commission will continue to work with regional public transportation providers in conducting Transit Development Planning (TDP) processes.*

STRATEGY T-5.1.4: Funding and organizational mechanisms for public transportation should be based on principles of equity and reflect the interconnectivity of jurisdictions within an urban area.

STRATEGY T-5.1.5: Intercity public transportation should serve all populous areas of the region.

STRATEGY T-5.1.6: Efficient, affordable, and coordinated public transportation services should continue to be made available in rural areas throughout the region.

- *RECOMMENDATION T-5.1.6.1: The Commission will continue to work with counties throughout the region to develop and maintain "locally developed public transit/human service transportation coordination plans" and assist in the implementation of those plans.*

GOAL T-5.2: Promote an integrated transportation network that makes mobility efficient.

STRATEGY T-5.2.1: At a minimum, public transportation should meet the mobility needs of the transit dependent.

STRATEGY T-5.2.2: Public transportation should strive to meet the service, performance, management, and marketing standards determined for a given urban area.

STRATEGY T-5.2.3: Transportation services within an urban area should be coordinated to increase efficiency and avoid overlap and duplication of service. Coordination should encompass public and private transportation services and include such travel demand management programs as ride-sharing, employee van pools, subsidized transit passes, park and ride lots, etc.

- *RECOMMENDATION T-5.2.3.1: The Commission shall support the development of new park and ride lot sites throughout the region where feasible, especially if they cater to public and specialized transportation services, serve as trailheads, and consider accommodations for the implementation of phases of the Midwest Rail Initiative and other light/passenger rail projects in the future. Such potential sites include:*

  1. *A park and ride facility near the intersection of Highway 151 and Highway 49 near Waupun (potential trailhead for the Wild Goose Trail).*

  2. *A park and ride facility near the intersection of Highway 26 and Highway 41 south of Oshkosh (potential transit accessibility for intercity transit between Oshkosh and Fond du Lac).*

  3. *A park and ride facility near the intersection of Highway 21 and Highway 41 in the City of Oshkosh with transit access.*

STRATEGY T-5.2.4: Intercity public transportation should serve all populous areas of the region.

STRATEGY T-5.2.5: Compatibility should be promoted between public and private transportation services.

- *RECOMMENDATION T-5.2.5.1: The Commission should serve as a moderator in the coordination of public and private transportation services throughout the region where feasible.*

STRATEGY T-5.2.6: Efficient, affordable, and coordinated public transportation services should continue to be made available in rural area throughout the region.

GOAL T-5.3: Encourage coordinated transportation and land use planning that ensures housing options (for all people) near existing transportation services.

STRATEGY T-5.3.1: Local units of government should promote land use patterns and site design standards which can be efficiently serviced by public transportation.

GOAL T-5.4: Continue to examine the funding options for the implementation of the Midwest Rail Initiative.

STRATEGY T-5.4.1: Freight rail demands and usage need to be coordinated with any future regional passenger rail initiatives (i.e. Midwest Rail Initiative) in terms of traffic, infrastructure capacity, and safety/security.

- *RECOMMENDATION T-5.4.1.1: The Commission should continue to monitor and participate in the Midwest Rail Initiative discussions.*

GOAL T-5.5: Maintain and expand our trail systems.

STRATEGY T-5.5.1: The needs of bicyclists, pedestrians, and the disabled should be considered when planning any transportation facility as appropriate.

- *RECOMMENDATION T-5.5.1.1: The Commission should continue to work with local units of government to plan bicycle, pedestrian, and other trail facilities.*

- *RECOMMENDATION T.5.5.1.2: The Commission should encourage local units of government to consider the needs of bicyclists, pedestrians, and the disabled when planning any transportation facility as appropriate.*

STRATEGY T-5.5.2: A network of suitable on and off road routes should be developed which provides linkages between important origins and destinations and interconnect with other modes of transportation.

- *RECOMMENDATION T.5.5.2.1: The Commission should support the development of the following major non-motorized transportation corridors throughout the region:*

    1. *Friendship Trail from the Trestle Trail (Town of Menasha) to High Cliff State Park (Sherwood).*

    2. *Friendship Trail along the Highway 10 corridor from the Fox Cities area to Manitowoc.*

    3. *Friendship Trail from the Fox Cities area to Fremont to the Green Circle Trail in Portage County via rail corridors from Appleton through New London, Manawa, Odgensburg, Amherst Junction, to Plover(Tomorrow River State Trail Link).*

    4. *The "Calumet Cliff Trail' being planned between High Cliff State Park and Calumet County Park.*

    5. *The development of a bike/hike trail between High Cliff State Park and the Village of Hilbert, Calumet County.*

    6. *The development of a multi-use trail along the Niagara Escarpment corridor in Calumet and Fond du Lac Counties.*

    7. *Local connector/access trails along the CE Trail corridor in Outagamie and Calumet Counties.*

    8. *Old Plank Road Trail (Highway 23 Corridor) from Berlin to Sheboygan.*

    9. *Nicolet State Trail from Pulaski to Michigan.*

    10. *An extension of the CB Trail from STH 96 to/through the Town of Greenville.*

    11. *Extensions of the WIOUWASH and Tomorrow River State Trails running from Green Bay through the region all the way to the Mississippi River (i.e. a link from Green Bay to the Waupaca/Portage County line, connections with the WIOUWASH in New London and the Tomorrow River State Trail near Scandinavia).*

    12. *A corridor from Oshkosh to Ripon/Brandon/Markesan/Oxford with connections and or intersections with the WIOUWASH and Mascoutin Valley Trails.*

    13. *A corridor from the WIOUWASH (ending in Oshkosh) to the Wild Goose and Mascoutin Valley Trails near Fond du Lac.*

    14. *A corridor from Shawano through Menominee County to Crandon using abandoned rail corridors.*

    15. *A corridor connecting Ripon to Oxford (through Markesan, Kingston, Glen Oak, and Packwaukee).*

16. *A corridor between Fond du Lac and Washington Counties (through Eden and Campbellsport).*

17. *A corridor along Highway 21.*

18. *A corridor along the Highway 54 corridor from Seymour to Brown County (Highway 172).*

19. *A corridor along Highway 49 from Waupaca to Scandinavia to Iola to the Portage County line.*

20. *An extension of the WIOUWASH Trail from Oshkosh to Langlade County (Oshkosh to Fox Cities to Hortonville via the Highway 15 corridor to New London to Clintonville to Marion through Shawano County).*

21. *Oneida Trail (tentatively named) from New London eastward through Outagamie County to Brown County.*

22. *Extensions and improvements to the Ice Age Trail corridor.*

STRATEGY T-5.5.3: Conflicts between motor vehicles and bicycles and pedestrians should be minimized.

STRATEGY T-5.5.4: Facilities and amenities which make bicycling and walking more attractive alternative to the motor vehicle should be provided at destinations.

STRATEGY T-5.5.5: Bicycle and pedestrian-related improvements should be integrated into the planning, design, and construction of all appropriate highway and street improvement projects.

STRATEGY T-5.5.6: Actions, activities, and incentives which encourage increased walking and biking for transportation purposes should be promoted.

STRATEGY T-5.5.7: Promote efforts to increase community awareness of bicycle and pedestrian facilities that exist.

STRATEGY T-5.5.8: Compact and mixed land use should be encouraged to increase opportunities for bicycling and walking where feasible.

STRATEGY T-5.5.9: New development should be encouraged to integrate bicycle and pedestrian facilities.

STRATEGY T-5.5.10: Natural and manmade corridors should be utilized for bicycle and pedestrian trails.

STRATEGY T-5.5.11: Safe routes for school aged children for biking and walking to school and related activities should be planned according where feasible.

- *RECOMMENDATION T-5.5.11.1: The Commission should continue to assist in drafting and implementing Safe Routes to Schools Plans.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

For many, the automobile is not the most efficient, feasible, or cost-effective mode of transportation. Whether it is due to a disability, cost of operating and maintaining a vehicle, or a personal choice, many individuals rely on alternative modes of transportation for mobility. Availability of and access to efficient and cost-effective alternative modes has numerous benefits to the region. One of the benefits which are often overlooked is the economic development benefit. Alternative modes of transportation ensure that many individuals have access to employment,

shopping, entertainment, education, etc. The economic impacts are overwhelming. According to a statewide study conducted by the Wisconsin Department of Transportation from 2003 to 2005, it was concluded that for every dollar invested in public transportation, there was a $3.61 economic return.

Alternative modes of transportation also have a major impact on access to affordable housing throughout much of the region. The majority of transportation services and alternative modes are readily available where the most affordable housing is located.

Access to community and public facilities is also more readily available with the presence of alternative modes of transportation. Whether trips are for social activities, recreation, medical or dental appointments, education, entertainment, etc., alternative modes of transportation improve the quality of life for many individuals throughout the region.

Alternative modes such as the availability of bicycle and pedestrian corridors often aid in the preservation of our natural and cultural resources. Many of these corridors throughout the region have incorporated and preserved these resources into the landscape.

Finally, increased availability and use of alternative modes of transportation to the automobile, in conjunction with proper planning, will also aid in efficient land use and development patterns, especially in urban and urbanized areas throughout the region.

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CHAPTER 7: COMMUNITY AND PUBLIC FACILITIES

Introduction

The economics and viability of the region are dependent on a highly developed infrastructure of community and public facilities. All development (residential, commercial and industrial) requires basic services. These include a dependable and safe water supply; the efficient removal and permanent storage of waste and recyclables; a dependable supply and the efficient transmission of natural gas and electric; a fast reliable telecommunications network that employs the latest technology; an increase in the use of wind energy in a sustainable manner as to minimize its intrusiveness in sensitive areas; an environmentally safe and efficient method of sewage disposal; a reliable system that quickly responds to fire, police and other emergency situations and provides a safe environment; a diverse mixture of specialized recreational facilities; an adequate supply of parks or green infrastructure; a strong education and library system that provides meaningful opportunities for all residents; an accessible and affordable healthcare system; and affordable childcare that provides a safe and excellent alternative for all children to contribute to the vitality, and enhancement, of quality of life within the region.

This chapter discusses the cooperative effort of the different agencies, governmental entities, private businesses, non-profit organizations and private individuals; the relationships between community facilities and the other sections of the plan (economic development, housing, transportation, agricultural resources, natural resources, cultural resources and land use); provides regional thematic vision statements of what we want community facilities to look like in 2030; identifies core goals, strategies and recommendations that will help us address the identified issues and achieve the envisioned future. The focus is on the regional context. Specific facilities that are considered include waste (garbage and recycling); water supply; wastewater treatment; utility infrastructure (electric, gas and telecommunications); public safety (police, fire and rescue services); education; libraries; health and childcare; local parks and recreational facilities and wind energy. While stormwater management falls within this chapter, according to guidance provided by the Office of Land Information Services (OLIS), East Central decided that it is better handled and discussed under Natural Resources, Chapter 9 of this report. Likewise, while cemeteries can be considered a community facility, discussion of the issues related to this topic is found in Chapter 10, Cultural Resources.

Statement of Interaction with Other Planning Elements

Economic Development

Rising health care costs directly impact a company's ability to compete in a global market. High quality, affordable, accessible health care that is available to all residents is important to the vitality of the region. As our region's residents become older, the importance of healthcare will increase. Residents who live and work in healthy communities are more active, have fewer health problems and are more productive. Studies have shown that productivity for working parents increase if they have access to safe, reliable, quality daycare for their children. Childcare centers that are operated by businesses usually provide more flexible hours for parents who work night or evening shifts. In addition, it seems parents benefit by having their children closer to them.

A vital, safe, clean and healthy environment is an economic draw for new industry and residents. It aids in the retention of existing residents and businesses. Parks or green space add to the local economy by maintaining or increasing property values; providing a place where local citizens can socialize, play sports or relax; and promoting healthy active lifestyles that encourage physical activity. In addition, local parks and recreational facilities draw visitors to an area. These visitors spend money at local restaurants, motels and businesses.

A good educational system has the ability to respond to the ever changing job market, to educate or retrain the residents and to form partnerships between business and schools.

Citizens, businesses and industries need accessible, reliable gas and electric services. To enable economic growth and open up new markets and opportunities for diverse and innovative services, access to fast, reliable, cost effective, and cutting edge telecommunications must be available.

Housing

Preplanning can save municipalities' time and money. Infill of housing units or reuse of existing buildings in areas that already have the needed infrastructure, such as streets, sewer, water, emergency services and schools, saves taxpayers the cost of extending these services to new areas.

Housing developments should be provided with infrastructure that promotes healthy community lifestyles. It is important that housing, businesses and schools be interconnected with a network of sidewalks, green space and parks to encourage active lifestyles. School and libraries should be located near existing residential housing and should be within walking distance for both children and adults. Parks and green space not only promote more active lifestyles but may increase housing values in the area.

However desirable it may seem at the time, housing should not be located in floodplains, in areas of high groundwater or in other areas that are susceptible to flooding. Not only does this increase insurance costs, but it may also increase the cost to install basements and on-site sewage systems.

Transportation

A well maintained, efficient and safe transportation network provides access for emergency service providers (police, fire and ambulance) and insures a timely response. By incorporating pedestrian and bicycling facilities in the design of a transportation system, active healthy lifestyles can be promoted as an alternative to the automobile. Regional multi-use corridors are a method that can combine transportation with recreational and utility corridors for a more efficient use of available land.

The siting of a local park, recreational facilities, schools, libraries, and solid waste or recycling facilities may have an impact on the adjoining transportation network or facility. Sometimes the siting of these facilities brings increased (vehicular, pedestrian and transit) traffic, birds or other wildlife, the need to build new roads, signalized intersections, pedestrian facilities and lengthened transit routes.

The Fox River, an important waterway within the state, has historically been an important mode of transportation for people and goods. Today, the Fox River provides an important mode of transportation for recreational boaters. This river along with other lakes and rivers within the region, are an important resource that can be developed into a multi-use area that provides not only wildlife habitat and recreational opportunities but also can be used for electric generation and commercial/industrial uses.

Agricultural Resources

Preplanned development leads to the efficient use of public infrastructure and reduces the spread of sprawl, which leads to the consumption of the rural countryside. Educating the local officials and citizens about local land use decisions and their implications for farming is essential if farmland and the ability to grow or raise food are to be preserved. Farmland losses are not just a local concern; if the food that we need to survive can not be grown in the United States, where will the food be grown and what will be the implications of going to a global food supply? Future farmers will need to be educated and trained to manage efficient, cost effective operations in order to survive in this new market.

Communities are land spreading bio-solids, which remain after the wastewater treatment on farmland. However, diminishing farmland, especially in urban areas, is making this practice more costly since the distance that communities must travel to get rid of their waste is steadily increasing.

Large farming operations are helping to provide electricity to our communities. They are generating energy from animal waste residues. This electricity is not only generated from a by-product of farming but is considered a renewable energy source, since it comes from natural resources that do not diminish with use and are continually replenished.

Natural Resources

Waste that is generated must be collected in a manner that encourages both recycling and disposal in a licensed landfill; recycling or compost facility; or incinerated in a safe manner. Waste that is not collected is sometimes dumped along roadside ditches and on vacant lots or burned in backyard barrels. Opening burning can cause significant health problems, reduce visibility, contaminate the soil or water table and contribute to air pollution. Recycling is good for the environment, it saves landfill space, reduces energy consumption to manufacture new materials and aids in the preservation of our limited natural resources. Many items such as mercury thermometers, pharmaceuticals, fluorescent lamps, treated wood products, cellular phones, computers, televisions and other electronics are harmful to the environment and should not be stored in landfills. Corporate education is needed to reduce packaging materials, buy back products that contain harmful materials (such as computers and cell phones) and to encourage companies to use recycled materials in their manufacturing process.

While waste should be properly disposed of, in order to protect the environment and our water supply, the proximity to streams, lakes, rivers, wetlands, floodplains and wells must be considered when siting these facilities.

Our natural resources are limited and are being used up at an alarming rate. Renewable energy, or green energy, an alternative energy source, comes from natural resources that do not diminish with use since they are naturally and continually replenished. Fossil fuel emissions lead to persistent health and environmental problems including diseases of the cardiovascular and respiratory systems, regional haze, acidification of lakes, streams and forests, mercury in fish and other wildlife, acidic damage and erosion of buildings, statuary and other materials, ozone damage to forests and eutrophication of water bodies. Conversely, renewable energy sources such as the sun, wind, water and biomass produce little or no air emission or toxic wastes.

There are more than 76 million residential buildings and nearly 5 million commercial buildings in the United States. Together these buildings use one-third of all the energy and two-thirds of all the electricity consumed in the United States and are a major source of air pollution. However, green buildings, an alternative to traditional buildings, are smart buildings. They protect our environment and are cheaper to operate in terms of energy and water consumption. Green buildings promote resource conservation, consider environmental impacts and water minimization, create a healthy and comfortable environment, reduce operation and maintenance costs and address issues such as historic preservation, access to public transportation and other community facilities.

Parks, recreational areas and open space preserve and protect green areas for future generations to enjoy. They protect wildlife habitat within our communities, enhance water and air quality, lower heating and cooling costs, are helpful in controlling stormwater runoff, enhance property values, contribute to the vitality of a community and encourage active lifestyles.

The ability to accommodate growth while protecting the natural environment is essential if our quality of life is to be maintained or improved. The quality of the region's surface and groundwater resources are linked to the proper siting, installation and maintenance of individual on-site wastewater treatment systems. Improper treatment can result in the discharge of excessive human waste and bacteria into the groundwater system, which in turn can contaminate public and private water supplies. The cumulative impacts of development and well density can not only affect the level of aquifers but also the rate at which the aquifer is recharged due to increased amounts of impervious surface. Problems with groundwater quality, including naturally occurring and man-made contaminants exist throughout the region. In addition, improperly abandoned wells provide a direct link between the upper and lower aquifers and can be the cause of leakage between the two.

Cultural Resources

Cultural and historical resources often help to determine the identity of a community. Renovating or preserving an existing historic structure or building and reusing it not only enhances the area, but is often coveted by future tenants. Forming partnerships between public and private sectors to encourage development or redevelopment in already developed areas can make better use of existing public infrastructure and allow for an idea to become reality. Historic buildings are often converted to restaurant, business and residential use. Reuse of these buildings contributes to the tax roll; as they are in close proximity to existing facilities; it eliminates the need to expand infrastructure to new areas; cuts down on urban

sprawl and the consumption of farm and open land; and saves taxpayers money. Cemeteries preserve the history of a community or area and are invaluable in the search for individual family history. In addition to their historical significance they also contribute to the green space within a community.

Land Use

Preplanned development leads to an efficient use of our region's resources, reduces urban sprawl, utilizes existing public infrastructure and helps to eliminate land use conflicts. Concerns regarding the siting of solid waste and recycling facilities; gas, electric and telecommunications facilities; wind energy; cemeteries; schools and other public facilities are often raised by local citizens. However, education of local citizens and officials may result in a better general understanding of the issues and an acceptance of a solution that ultimately benefits everyone. Compact development in urban areas reduces the cost to install public and private infrastructure and deliver public services such as garbage pickup; sewer and water; emergency; transit; electric, gas and telecommunications and elderly services.

Forming partnerships between schools, park departments, libraries, non-profits and others benefits the community and saves the local taxpayer money. In some instances, if these facilities are located near each other, additional cost savings and avoidance of duplicative services can be realized.

The Comm83 regulations (affects private on-site systems) have brought about state-level concerns regarding the promotion of "sprawl" development patterns and the ability to develop in or near sensitive areas. While most areas of the region currently have adequate groundwater supplies, well density in both urban and rural areas can impact the level of the aquifers. The rate at which they are recharged is influenced by the amount of impervious surface. Past studies show that in the Fox River Valley area, groundwater is being utilized at such a rate that the deep sandstone aquifer is being withdrawn at a rate of approximately 2 feet per year. This may change with the recent switch over of various Brown County communities from groundwater to surface water from Lake Michigan. Therefore, when making land use decisions, it is imperative that the cumulative impacts of development on the natural resources of the region be examined carefully.

Vision Statement for Community and Public Facilities

In preparation for forming a vision statement, the committees were asked to consider three questions: "What would you like to see preserved in the region?", "What would you like to see changed in the region?" and "What would you like to see created in the region?" Using input from visioning questions and comments from the advisory committee members, vision statements were developed for each of the subcommittee areas. Finally an overall vision statement was developed that incorporated common themes from each of the subcommittees.

The vision for public and community facilities is presented below:

> *"Efficient, cost effective community facilities are provided, which enhance the quality of life and ensure prosperity and economic stability for all. The emphasis in service provision is on cooperative planning, fostering collaboration, enhancing partnerships, sharing resources and transcending boundaries, as appropriate. In 2030, there are regional opportunities for the sustainable and safe management of solid waste and recycling, collection, processing and disposal activities. A well managed and planned public and private water supply provides for the region's citizens and industry. The region is served by a variety of well-functioning public and private wastewater treatment systems, which are capable of accommodating future growth, while limiting the inherent conflicts caused by both urban and rural development patterns. Adequate, cost effective, environmentally conscientious utility infrastructure exists to support industry and the general population. There are cost effective, efficient, quality emergency and non-emergency services to ensure public safety. A variety of meaningful educational options and opportunities exist for all students. Children and adults in the region are provided with accessible educational, informational and recreational library services and materials in an economically efficient and timely manner. There is a collaborative regional forum to create and implement a strategic framework for the continuum of care for the health and well being of the residents of the region. Through cooperative efforts, park, open space, and recreational facilities and programs are protected and preserved and there are plans for new facilities. There are community facilities which meet the needs of various groups, including youth, elderly, and minorities, in a balanced and financially responsible manner."*

Goals, Strategies and a Plan for Action (Plan Guidelines)

The Solid Waste and Recycling; Watershed and Waste Water; Groundwater and Water Supply; Utility Infrastructure; Public Safety; Education and Libraries; Health and Childcare; Local Parks and Recreational Facilities; the Community Facility Core Technical Advisory Committees and various stakeholders assisted East Central staff in creating the overall plan element vision and goals. For the most part, these statements were based on previously conducted focus group meetings which identified issues and opportunities. The identified issues and opportunities fall into nine major categories; Waste: Garbage and Recycling; Public & Private Wastewater Treatment; Public & Private Water Supply; Electric, Gas and Telecommunications; Public Safety; Education and Libraries; Health and Childcare; Local Parks & recreational Facilities; and Wind Energy. The following plan guidelines summarize the key facts, discussion, current activities and programs associated with the Community and Public Facilities plan element.

As in Milestone Report #2, the element's vision statement and core goals are listed, however; Milestone Report #3 now includes the addition of more specific regional strategies and specific recommendations which will assist the region in meeting these goals. However, it should be noted that when the Technical Advisory Committees discussed the identified goals from Milestone Report #2, they discovered, as they worked to identify strategies that some of the goals were repetitive or didn't really state the intent. Therefore, the reader will note that within

this element, some of the goals identified in Milestone Report #2 have be revised, incorporated into other goals or eliminated.

Based on the advisory nature of the Commission, as well as its regional coverage many of the recommendations are geared toward its own potential involvement in achieving the established vision. The recommendations exist, in part, to meet a portion of the State's smart growth planning requirements to address the implementation of the plan, but even more so many are written in a manner which is 'action oriented'. The recommendation statements are written in three general ways:

1. (e.g. *"the Commission should..."*) – providing specific direction, role, or set of tasks/activities that the Commission itself can conduct, often times at a regional level. These activities will serve to assist member counties and communities directly or indirectly and, as an additional benefit, will improve the consistency and objectivity by which multi-jurisdictional land use issues are addressed.

2. Other recommendations are written so that they serve as a general 'policy'. Items that should or may be considered and applied in future decisions or opinions rendered by the Commission or its staff.

3. Still others are written as statements which 'support or encourage' certain outcomes, many of which require the leadership or assistance of other agencies and entities.

The recommendations are an important part of this planning document as they will serve to guide the Commission in its future activities. These will eventually serve as the basis for the Commission's future Strategic Plan and its current Annual Work Program planning and evaluation process. These are important tools that are used in communicating the Commission's mission and value to member units of government and the citizens of the region. More information and recommendations for plan implementation can be found in Chapter 12 – Regional Plan Implementation.

The 'policy links' section of the plan guideline is essentially a summary of the *"Statement of Interaction with Other Planning Elements"* portion of this chapter and is present so that the user of the document can keep these key linkage points in mind.

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Waste: Garbage and Recycling

PLAN GUIDELINE: CF-1

Year 2030 Regional Comprehensive Plan

Key Facts

In 2005, municipal solid waste (MSW) landfilled in Wisconsin was estimated at about 5.1 million tons or 5 pounds per person, per day, up from about 4.6 million tons or 4.67 pounds per person per year in 2000. In addition, approximately 4 million tons of industrial waste is landfilled in Wisconsin each year. Conversely, some 86% of coal ash, and half or more of foundry byproducts and paper mill sludge is not landfilled, but beneficially used. Recycling and composting successfully recover material amounting to between on third and one half the amount of landfilled MSW.

The East Central region is generally following state trends in terms of increased MSW generation. However, unlike the state, the majority of counties within the region are experiencing decreases in recycling. This may be due to changes in packaging materials, the economic recession, or cuts in state and local recycling education program budgets. The exception is Winnebago County, which experienced an increase in recycling in 2003, due to an expanded recycling program that include additional paper products. However since 2003, Winnebago County's recycling rates have leveled off. Shawano County is experiencing a decrease in both waste generation and recycling. It is difficult to determine, however, if county residents are truly generating less waste and recycling less or if more waste is being diverted to areas outside the county.

Open burning and backyard dumping is regarded as a significant problem in parts of the region. Even though burning certain types of trash[1] has been illegal under state law for more than 30 years, uniform enforcement of existing rules is proving difficult.

So What!

Waste that is generated must be collected, landfilled, recycled, composted or incinerated in a safe manner. Issues associated with waste disposal/recycling include:

Costs: The financial implications for communities are substantial. Cooperation between counties and other responsible units has the potential to decrease overall costs to individual communities by facilitating the sharing of resources, expertise, and services.

Facility Siting: While landfills within the region are estimated to have sufficient capacity to meet future needs, it may be necessary to site other facilities such as transfer stations and organic composting facilities. Increasingly the siting of waste management facilities has become a challenge because of public opposition. People typically associate solid waste and recycling facilities with birds, traffic, noise, dust, smell, and other environmental concerns. Locating these facilities requires consideration of a number of environmental facts, such as, proximity to existing streams, lakes, rivers, wetlands, floodplain, wells and land stability. It is also important to consider the presence of airports, parks and highways. Balancing public opinion with the need for waste disposal facilities is a continued challenge facing the region.

[1] It is legal to burn household trash on the household property as long as there are no banned recyclables or any type of plastic in the trash.

Environmental Health: Open burning is not environmentally sound and the smoke generated by leaves, garbage and debris can cause significant health problems. Burn barrels often emit acid vapors, carcinogenic tars, heavy metals and unhealthy levels of carbon monoxide. Dioxin is an extremely toxic air pollutant that enters our food chain through fallout on agricultural lands. The largest source of dioxin in our air is from backyard burning of household trash. Since burn barrels do not generate enough heat to completely burn all materials in the barrel, ash disposal is another problem.

In addition, some products such as mercury thermometers, fluorescent lamps, and treated wood products, which are currently being disposed of in landfills, are considered harmful to the environment. The disposal of cell phones, computers, televisions and other electronics in landfills is also a concern, given the health consequences of lead, mercury, hexavalent chromium, and dioxin.

Recycling: Recycling saves landfill space and therefore extends the life of the existing landfills within the region. It also saves energy and other resources. For example, recycling one ton of aluminum saves the equivalent of 2,350 gallons of gasoline or the amount of electricity used by the typical Wisconsin home over a period of 10 years. Recycling paper produces 73 percent less air pollution and requires 60 percent less water consumption than does manufacturing paper from virgin materials. Using recycled aluminum in the manufacturing process saves even more; it cuts down on water pollution by 97 percent, air pollution by 95 percent and energy needs by 92 to 97 percent.

Organics: Removing organic material, particularly food and clean wood, which represent 10.2% and 12.8% of the organic waste stream, from landfills will also extend the life of existing facilities, be more environmentally friendly and cost effective.

Waste Reduction: Reducing the waste stream results in less waste to be recycled or landfilled, and less upstream production and associated pollution and greenhouse gas emissions. Ways to reduce the waste stream include less packaging of products, reuse of construction/demolition materials, and an even greater use of second-hand clothing and household items.

Education: Given the controversy associated with waste management facilities there is a role for educational programs. It is important to inform local politicians, residents, special interest groups, and businesses about the benefits of a well structured solid waste management and recycling plan.

Current Action

Wisconsin has a popular and successful recycling program. While much has been done in the area of recycling and solid waste, the work of the federal, state and local governments continues to evolve.

- Landfill bans have been implemented on certain materials. Local ordinances have placed bans on additional items such as mercury thermometers.
- Bills have been proposed at the state level that would reduce the impacts of environmental contaminants (mercury – SB 346), opening burning (SB 284, AB 546), and an increase in recycling fees (SB 29, AB 76).
- Grants, such as the Recycling Efficiency Incentive Grant (NR 544.04), are available to Responsible Units[2] who

[2] A responsible unit is any municipality, county or other unit of government that is designated to establish and operate a solid waste management system.

consolidate or enter into a cooperative agreement with at least one other Responsible Unit.

- Cooperative agreements are being formed. A cooperative agreement between Outagamie, Winnebago and Brown counties in 2000 for recycling and solid waste is projected to save $35 million in disposal costs over 25 years and $8 million in recycling over a 12 year period. An extension of this agreement is being looked at. These cost savings and efficiencies have allowed Winnebago County to lower 2004 tipping fees for paper and commingle (or container) processing from $29 per ton, in place since 1996, to $25.50 per ton. Each subsequent year has seen further reductions in the recycling tipping fee; the tipping fee in 2008 will be down to $17.50/ton[3]. Another agreement between Shawano County and Brown County, has allowed Shawano County residents to dispose of hazardous waste in Brown County. Shawano County also has an agreement with Portage and Marathon Counties
- A recent plan to develop a regional organic recycling facility in the Fox Cities area was not successful. However, a facility is being proposed for the Green Bay area and another one may someday be proposed in the Fox Cities.
- An organics advisory workgroup has been formed by WDNR to study the reduction or accelerated decomposition of organics in landfills.
- Wisconsin's Beneficial Use of Industrial By-products Program is a voluntary program that encourages the reuse of ash, paper mill sludge, and foundry sand and slag as an alternative to placing these materials in landfills.
- Computers are being collected during special collection times by many Responsible Units, while some computer manufactures such as Dell and HP are taking responsibility for the collection and processing of used computers that carry their name.
- Used clothing, furniture and various household items are collected by non-profit organizations and private businesses for resale. A new retail outlet has opened in the Fox Cities that offers new, gently used and salvaged material for building and home improvement.

Year 2030 Vision for Waste: Garbage and Recycling

The following vision statement was developed by the Solid Waste and Recycling Technical Advisory Committee:

The East Central Region will support opportunities for the sustainable and safe management of solid waste and recycling, collection, processing and disposal activities working in a cooperative, regional manner

Goals, Strategies and Recommendations

The goals, strategies and recommendations below address why action needs to be taken to balance the need for waste disposal options with environmental impact and public opposition. They also encourage cost savings and efficiencies in waste management; promote regional compost facilities; encourage environmental responsibility; and the reduction in materials that are landfilled.

GOAL CF-1.1: Promote collaborative, regional collection and processing strategies for solid waste and recycling that involves residents, the public, private and non-profit sectors.

[3] Winnebago County

STRATEGY CF-1.1.1: Inventory existing waste management (solid waste, transfer facilities, recycling, composting, auto (metal) salvage yards, waste oil recovery sites) facilities, reuse and recycling outlets and specializations (hazardous waste) within the region.

- *RECOMMENDATION CF-1.1.1.1: The Commission should work with WDNR[4], SHWEC[5], AROW[6], Be SMART[7], WasteCap, County Waste Management and others to determine what information is available that could be used in a regional inventory.*

- *RECOMMENDATION CF-1.1.1.2: The Commission should develop a more comprehensive regional inventory of existing waste management facilities, reuse and recycling outlets and specializations starting with existing information and supplementing with additional information as needed.*

- *RECOMMENDATION CF-1.1.1.3: The Commission working with WDNR, WasteCap, county waste management personnel, SWHEC, AROW, private businesses and others should use the regional inventory as a starting point to identify opportunities for potential regional collaboration of resources and facilities.*

STRATEGY CF-1.1.2: Support legislation that encourages regional and long term solid waste and recycling planning.

- *RECOMMENDATION CF-1.1.2.1: The Commission should support legislation that requires county's to develop and implement county-wide integrated solid waste management plans[8].*

- *RECOMMENDATION CF-1.1.2.2: The Commission should encourage the WDNR to acknowledge and implement the portion (Chapter 289.10) of the state statute that relates to county solid waste management plans[8].*

STRATEGY CF-1.1.3: Promote the continuation of the State's Recycling Efficiency Grant (REI) Program.

- *RECOMMENDATION CF-1.1.3.1: The Commission should work with the Town's Association, WDNR, SHWEC, Be SMART and others to increase awareness of REI grants to eligible responsible units as a way to encourage the use of these grants region wide.*

STRATEGY CF-1.1.4: Facilitate the development of new ideas and programs on waste and recycling to the east central region.

- *RECOMMENDATION CF-1.1.4.1: The Commission should work with county waste management personnel, private companies, SHWEC, BeSMART[9] and others to facilitate the development of new programs on waste and recycling into the east central region. See related strategies CF-1.2.2 and CF-1.4.1.*

[4] Wisconsin Department of Natural Resources (WDNR).
[5] UW-Extension Solid and Hazardous Waste Education Center (SHWEC).
[6] Associated Recyclers of Wisconsin (AROW).
[7] Wisconsin Be Smart formerly the Southeast Wisconsin Waste Reduction Coalition.
[8] Wisconsin Counties Association (WCA), Legislative Platform on the Environment and Land Use, May 2007.
[9] Wisconsin BeSMART has expanded to include Outagamie, Waupaca and Calumet County communities.

STRATEGY CF-1.1.5: Promote reuse and recycling outlets including construction and demolition (C & D) so that these materials are diverted from existing landfills.

- *RECOMMENDATION CF-1.1.5.1: Work with the Be SMART and WasteCap to promote recycling and the reuse of products.*
- *RECOMMENDATION CF-1.1.5.2: The Commission should encourage counties, AROW, WDNR and others to provide educational material to consumers, builders and others concerning the reuse and recycling of construction and demolition materials.*
- *RECOMMENDATION CF-1.1.5.3: The Commission should work with county waste management departments and others to explore the possibility of establishing regional transfer facilities for the collection and disposal of reusable materials.* ***(See Chapter 11: Land Use and Chapter 6:Transportation)***
- *RECOMMENDATION CF-1.1.5.4: Encourage the WDNR to review existing policies and regulations that may prohibit certain construction and demolition materials from being recycled and reused while still protecting environmental and public health*[10]*.*
- *RECOMMENDATION CF-1.1.5.5: Encourage the state to provide funding for market development and research of C & D materials*[10]*.*
- *RECOMMENDATION CF-1.1.5.6: Encourage the state and local governments to require construction projects to recycle*[10]*.*

STRATEGY CF-1.1.6: Promote composting and the diversion of food and other organic residuals and materials from landfills.

- *RECOMMENDATION CF-1.1.6.1: Work with the Be SMART and AROW to promote organic waste composting.*
- *RECOMMENDATION CF-1.1.6.2: The Commission should encourage the state to develop and adopt statewide composting standards.*
- *RECOMMENDATION CF-1.1.6.3: The Commission encourages the state to set up guidelines for regional composting facilities.*
- *RECOMMENDATION CF-1.1.6.4: The Commission should work with municipalities and other potential partners or other regional committees to investigate the development of a regional compost facility. Specific activities such as:*
  - *Identify potential partners (or contributors - vegetable scraps plus yard waste).*
  - *Develop a feasibility study*

GOAL CF-1.2: Explore financing alternatives for solid waste management to reduce budget shortfalls.

STRATEGY CF-1.2.1: Research and evaluate different financing sources.

- *RECOMMENDATION CF-1.2.1.1: The Commission should research funding sources such as tax levy, user based fees, solid waste tipping fees, volume based fees, municipal memberships and grants and provide a plan guideline that lists the different advantages and disadvantages of each source.*

[10] Final Report of the Governor's Task Force on Waste Materials Recovery and Disposal (December 2006) .http://www.wasteresources.wi.gov.

- *RECOMMENDATION CF-1.2.1.2: The Commission should distribute information on the various funding sources to counties and other responsible units within the region.*

- *RECOMMENDATION CF-1.2.1.3: The Commission should encourage public and private waste management entities to explore the costs and benefits of utilizing methane (landfill gases) to produce and sell electricity as a method to offset costs. (**See Plan Guideline CF-4: Electric, Gas and Telecommunications Plan Guideline**)*

STRATEGY CF-1.2.2: Promote manufacturer responsibility with respect to waste streams, reuse and recycling. (***See Chapter 4: Economic Development***)

- *RECOMMENDATION CF-1.2.2.1: The Commission should consider coordinating the formation of a "Solid Waste Regional Advisory Committee" that would be comprised of representatives from both the private and public sectors. See related strategies CF-1.1.4 and CF-1.4.1. Items for committee consideration would include, but not limited to:*

    - *Increase in the state tipping fee surcharge to cover other programs;*
    - *Involvement in a discussion of a statewide buy back program;*
    - *Consideration of a variable state tax on packaging that is dependent on its recyclability;.*
    - *Establishment of advanced disposal fees (ADF).*

- *RECOMMENDATION CF-1.2.2.2: The Commission should support the adoption of a state wide voluntary or mandatory product take-back program by industry to recover, reclaim and recycle products at the end of their life cycles[10].*

- *RECOMMENDATION CF-1.2.2.3: The Commission should encourage the WDNR, UW-Extension and Responsible Units (county recycling coordinators or UW-Extension agents) to actively distribute information to region and state residents of existing product recycling programs by manufacturers and retailers offering this service[10].*

GOAL CF-1.3: Ensure that residents within the region are provided with waste collection and disposal services that are market based, comprehensive, efficient and cost-effective.

STRATEGY CF-1.3.1: Ensure that the region continues to maintain a mix of both public and private entities in all aspects of waste management.

- *RECOMMENDATION CF-1.3.1.1: Encourage counties to work together in order to stay competitive in waste management.*

- *RECOMMENDATION CF-1.3.1.2: Encourage counties to evaluate existing services and explore opportunities that would diversify the services that are currently provided.*

- *RECOMMENDATION CF-1.3.1.3: Encourage the WDNR to review the needs assessment process (NR512.12) to determine if the current process is encouraging or discouraging competition.*

- *RECOMMENDATION CF-1.3.1.4: Encourage public and privately owned waste management operators to work together.*

- *RECOMMENDATION CF-1.3.1.5: Encourage the legislature to oppose any language that would adversely affect a county's ability to site, expand and operate a county solid waste landfil[β].*

- *RECOMMENDATION CF-1.3.1.6: Encourage the legislature to support legislation that would ensure that counties are treated equally to other municipalities in the entire solid waste facility negotiation process[8].*

- *RECOMMENDATION CF-1.3.1.7: Encourage municipalities who want to opt out of the daily duties of waste management, to continue their involvement by contracting with haulers so that that the community can be more efficiently and cost-effectively served.*

GOAL CF-1.4: Support efforts to address public health and environmental issues associated with the location of new and existing facilities.

STRATEGY CF-1.4.1: Educate people about the operation and benefits of local waste management facilities.

- *RECOMMENDATION CF-1.4.1.1: Establish a region-wide committee that will effectively address public concerns regarding the benefits of local waste management facilities. See related strategy CF-1.1.4 and CF-1.2.2. The committee should address the following:*

    - *Broad environmental concerns;*
    - *NIMBYism;*
    - *Composting;*
    - *Operation & benefits of waste management;*
    - *Leachate & gas collection;*
    - *WDNR regulations (especially as it relates to liners and groundwater protection), and;*
    - *Recycling.*

STRATEGY CF-1.4.2: Raise public and corporate awareness of solid waste and associated environmental issues as well as fostering sustainable behaviors. (***See Chapter 4: Economic Development***)

- *RECOMMENDATION CF-1.4.2.1: Encourage local companies to evaluate existing manufacturing process to reduce the amount of toxic materials in the products they sell.*

- *RECOMMENDATION CF-1.4.2.2: Encourage local companies to evaluate their waste stream including the type and amount of material used in packaging.*

- *RECOMMENDATION CF-1.4.2.3: Encourage households and businesses to recycle all recyclable paper[10].*

- *RECOMMENDATION CF-1.4.2.4: Encourage the WDNR to develop statewide strategies to enforce recycling rules for businesses[10].*

GOAL CF-1.5: Encourage the uniform enforcement of existing state law on solid waste and recycling.

STRATEGY CF-1.5.1: Increase enforcement of state laws on solid waste and recycling.

- *RECOMMENDATION CF-1.5.1.1: The Commission should draft a model ordinance that can be adopted by counties and municipalities.*

STRATEGY CF-1.5.2: Increase awareness of state laws regarding legal burning.

- *RECOMMENDATION CF-1.5.2.1: Encourage counties and municipalities to adopt an ordinance to regulate incineration (open burning) and dumping of solid waste.*

- *RECOMMENDATION CF-1.5.2.2: Encourage counties to educate local municipalities, municipal employees, businesses and residents about existing state and local laws regarding legal burning.*

- *RECOMMENDATIONCf-1.5.2.3: Encourage counties to promote a burn barrel education effort.*

STRATEGY CF-1.5.3: Increase the accountability of haulers to reduce the incidence of commingling of recyclables and garbage.

- *RECOMMENDATION CF-1.5.3.1: Research uniform licensing of haulers and consider a region-wide program to license haulers.*

Policy Links

This issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

The siting of regional compost or recycling transfer facility may impact adjoining or area land use and the existing transportation network. Regionally the development of these facilities allows businesses, counties and other responsible units to work together to achieve greater "economies of scale" and the potential for increased prices for recycled goods and a more cost effective and efficient operation.

It also provides an opportunity for government/business partnerships in the development of high quality composting operations, whose product is sought after and benefits the environment and natural resources by allowing for the diversion of food scrapes, waste wood and other products from landfills.

Product take-back programs by industries that can be used to recover, reclaim and recycle products at the end of their useful life cycles. Variable taxes on packaging, and other programs used to encourage manufacturer responsibility may affect economic development and can only be accomplished equitably at the state and/or federal level. Keeping electronics or e-waste, as they are commonly called, out of our landfills and incinerators protects our natural resources. E-waste (computers, televisions and other electronics) often contain cadmium, mercury and lead which are harmful to our air, water and land.

References:

Final Report of the Governor's Task Force on Waste Materials Recovery and Disposal (December 2006). http://www.wasteresources.wi.gov.

Wisconsin Counties Association (WCA), Legislative Platform on the Environment and Land Use, May 2007.

Public & Private Wastewater Treatment

PLAN GUIDELINE: CF-2

Year 2030 Regional Comprehensive Plan

Key Facts

Public Systems

A "sewerage system" is comprised of all structures, conduits and pipes, by which sewage is collected, treated, and disposed of. A total of 78 public and 4 privately-owned wastewater treatment facilities (WWTFs) are in operation within the region[1]. While the majority of WWTFs are municipally owned, some are owned and operated by other entities including sanitary districts and metropolitan sewerage districts. Sixty-six separate sanitary districts exist within the region in both rural and urban areas. These districts are involved in some aspect of wastewater collection and/or treatment and are primarily located in rural or lakeshore environments.

Of the 84 WWTFs in the region, twenty-one, or approximately 25%, have some type of concern regarding the plants' capacity or other ability to treat wastewater[1]. According to a report issued by the WDNR in March, 2001, of the 482 sanitary sewer overflow (SSO) - or bypass - occurrences recorded statewide between 1996 and 2000, twenty-seven (or 5.6%) of these occurred at facilities within the East Central region. These discharges directly impact water quality of the Great Lakes Basin as they send untreated sewage into lakes and streams. Many of these SSOs occurred as a result of clear-water infiltration and inflow problems during heavy rain and flooding events which stresses the need for additional stormwater management planning and sewer rehabilitation work in the future.

[1] Milestone Report #1 State of the Region, April 2003

Private Systems

Private on-site wastewater treatment systems, or POWTS, are systems that receive domestic wastewater and either retains it in a holding tank, or treats it and discharges it into the soil, beneath the ground surface. POTWs service a majority of the development within the region's rural areas and, depending on the type and maintenance frequency, can function for anywhere from 15 to 30 or more years. They can, in fact, be a very cost-effective method to treat wastes in rural areas not serviced by public sewers.

Typically, individual systems are designed for each household based on the site's soil characteristics and capabilities. On-site systems exist in a variety of engineered types and configurations but the most common include conventional septic, at grade system, mound system, and holding tank. The State's Comm83 regulations allow for other technologies to be used including recirculating sand filters, aerobic treatment units, and others.

Between 2000 and 2002 alone, it is estimated that over 4,700 permits were issued at the county level within the region for new on-site systems. Known problems with older failing systems do occur at some level within every county of the region, but efforts continue to improve these systems through a variety of inspection and replacement programs.

So What!

Public Systems

The ability to publicly treat wastewater and plan for associated infrastructure are of key importance to both the future development of the region's urban areas and the protection of its surface and groundwater resources. The

ability of communities to accommodate growth cost-effectively while protecting the natural environment is of high priority. Maintaining the quality of life in the region is dependent upon this basic urban service.

The provision of, or access to, public sanitary sewer is also a major factor in the location and timing of urban growth. Consequently, the decision on whether to provide sewer service should be taken into consideration during all phases of land use planning and implementation. Wastewater collection and treatment is a major expense and investment for a community and must be seriously considered at all levels of planning, particularly with respect to providing cost-effective service and maximizing the use of existing investments in this infrastructure. For example, a nearly complete upgrade of the Heart of the Valley Regional WWTF is estimated at $24 million to accommodate population demands out to the year 2027!

On a regional basis, WWTF capacity does not seem to pose a significant constraint on economic growth. Overall, the capacity of most plants can accommodate projected growth within the region. However, isolated clusters of development in rural areas may have temporary or long-term limitations until such time as conscious decisions regarding growth and municipal expenditures are made to expand or improve their capabilities to provide this service.

Private Systems

The overall quality of the region's surface and groundwater resources are linked directly to the proper siting, installation, and maintenance of individual on-site wastewater treatment systems. Improper installation and management of these systems can result in the discharge of excessive human waste and bacteria into the groundwater system, which in turn, can contaminate public and private water supplies.

The approved Comm83 rules that govern on-site systems in Wisconsin stirred heated debates on the relationship of private wastewater rules and urban/rural sprawl. Several counties within the region have allowed significant amounts of rural development to occur using this technology. While this may not be of great initial concern with regard to water quality, the cumulative effects of rural development on natural resources and public services can be severe over time.

The continued permitting of private on-site treatment systems will certainly be needed to accommodate new and existing development within the rural portions of the region. However, many issues regarding the effectiveness of these systems, and the impacts of rural development overall, will require additional debate and policy direction during the planning process.

Current Action

Public Systems

Most municipal sewerage systems in Wisconsin are subject to the administrative rules of the Department of Natural Resources (WDNR) which stem from the Federal Clean Water Act. Decisions regarding the extension, or expansion, of the wastewater collection and treatment systems are made by local elected officials with the oversight provided by East Central and the state agencies under the following programs.

NR-121 Sewer Service Area Plans - Sewer Service Area (SSA) Plans, are in place for 25 of the 84 WWTFs within the region and are developed and administered by East Central through a formal agreement with the WDNR. These are long-range plans that have been prepared to address general growth, infrastructure expansion and water quality issues. SSA plans are also the basis for the State's overall Areawide Water Quality

Management Plan and '208' sewer extension review process.

NR-110 Facilities Planning - This required planning process is used to assess the condition of a public sewerage system, establish a need for improvement, evaluate options to address system needs, and identify the cost-effective alternatives available. In conjunction with the WDNR's Wisconsin Pollution Discharge Elimination System (WPDES) permitting process and annual Compliance Maintenance Annual Reporting (CMAR) program, assurances are made as to the performance and maintenance of these public waste treatment systems.

At the local level, many communities have regulatory provisions and policies regarding the installation of, or connection to, its sewer system as well as financial planning procedures and intergovernmental agreements to ensure responsible operation and maintenance of the collection system and wastewater treatment plant. Due to recent state law changes and local zoning decisions, issues are also becoming more prevalent regarding the land spreading of bio-solids that remain after the liquid treatment process.

Private Systems

Wisconsin Administrative Code Comm 83 was revised during the 1990's to add provisions for new system technologies and land suitability criteria and, came into effect on July 1, 2000. Unlike the code it replaced, the new rules prescribe end results- the purity of groundwater discharged from the system - instead of the specific characteristics of the installation. These new rules have been a subject of major debate in terms of if, and how, they contribute to issues of rural development and sprawl. No significant conclusions have been arrived at yet since this law's inception.

Several counties, including Calumet and Waushara have limited some rural development by not allowing holding tanks systems for new construction, although they are considered to be an option for replacement situations. The Comm 83 rules do allow the use of holding tanks for new construction, however, individual counties and municipalities can continue to enforce such a ban at their discretion. Some Counties have effectively used their wastewater regulations to curb rural development altogether. For instance, Calumet County has regulations that prevent the creation of 'unsewered' subdivisions which, in turn, directs much of their growth to urban areas which provide public sewer.

Several counties and communities have also taken roles in the general management and maintenance of individual on-site systems to ensure that they maintained properly (pumpage and inspection reporting, etc.)

Year 2030 Vision for Wastewater

As drafted by the Watershed and Wastewater Technical Advisory Committee, the following vision statement for the management of wastewater within the region was established:

The East Central Region will be served by a variety of well-functioning public a private wastewater treatment systems capable of accommodating future growth while limiting the inherent conflicts caused by both urban and rural development patterns. These wastewater treatment systems will be planned and regulated in a coordinated fashion to provide cost-effective levels of service and to improve consistency in the development review and approval process. Conflicts will be resolved through improved planning, communication, and regional cooperation.

Goals, Strategies and Recommendations

The goals, strategies and recommendations below are intended to provide a framework that can be used to protect the region's water resources (ground and surface). The implementation of these items will result in a more cost-effective and efficient development pattern.

GOAL CF-2.1: Promote sanitary sewerage systems that will effectively and economically serve urban and rural development within the region.

STRATEGY CF-2.1.1: Continue to serve as the State's (WDNR) designated 208 Water Quality Management (WQM) Planning Agency.

- *RECOMMENDATION CF-2.1.1.1: The Commission should regularly update existing NR-121 SSA Plans and support the state-level review and planning process for public wastewater treatment facilities and collection systems.*
- *RECOMMENDATION CF-2.1.1.2: The Commission should continue to conduct consistency reviews (population & infrastructure sizing) for NR-110 Wastewater Treatment Facility Plans developed by communities and sanitary districts.*
- *RECOMMENDATION CF-2.1.1.3: The Commission should work with the WDNR municipalities and sanitary districts in the region with administered SSA plans to require submittal of updated district boundary lines on a yearly basis, which will be mapped and updated by East Central.*
- *RECOMMENDATION CF-2.1.1.4: The Commission should amend sewer service area plans as needed, following East Central's SSA Amendment Policies.*
- *RECOMMENDATION CF-2.1.1.5: The Commission should review public sewer extensions to ensure cost-effective logical growth patterns.*
- *RECOMMENDATION CF-2.1.1.6: The Commission should promote inter-municipal growth agreements, shared service agreements, and annexation agreements between entities impacted by SSA Plans.*
- *RECOMMENDATION CF-2.1.1.7: The Commission should promote the development of Infiltration and Inflow (I&I) Programs by each Designated Management Agency (DMA).*
- *RECOMMENDATION CF-2.1.1.8: The Commission should promote opportunities to educate the general public on the SSA Planning Process.*

STRATEGY CF-2.1.2: Ensure consistency of development with regional plans for all communities affected by a SSA plan.

- *RECOMMENDATION CF-2.1.2.1: The Commission should encourage communities and counties which fall within an East Central administered SSA plan's planning area to submit preliminary and final land subdivision plats to East Central so that reviews for consistency with sewer service area plans can be evaluated.*
- *RECOMMENDATION CF-2.1.2.2: The Commission should continue to review and certify comprehensive plans within the urbanized areas (Fox Cities, Oshkosh, Fond du Lac).*
- *RECOMMENDATION CF-2.1.2.3: The Commission should continue review and provide comments on local comprehensive plan amendments and updates.*

- *RECOMMENDATION CF-2.1.2.4: The Commission should review and assist in the development of stormwater plans and public water feasibility studies.* (***See Plan Guideline CF-3: Public and Private Water Supply and Chapter 9: Natural Resources***)

STRATEGY CF-2.1.3: Ensure that mapping information for affected SSA Communities is maintained and regularly updated so as to ensure that regional-level trends can be established and reported.

- *RECOMMENDATION CF-2.1.3.1: The Commission should develop a formal process and data sharing agreement with SSA affected communities and counties to update GIS mapping on a quarterly basis so as to have a current 'picture' of development.*

- *RECOMMENDATION CF-2.1.3.2: The Commission should develop a formal process and data sharing arrangement with communities and counties in an effort to monitor, and (annually) report out on, pertinent development data (i.e. building permits, development type, acreage consumption, road miles constructed, comprehensive plan status, etc.)*

GOAL CF-2.2: Promote the regionalization and expansion of public wastewater treatment facilities where proven to be cost-effective.

STRATEGY CF2.2.1: The Commission should work with public wastewater treatment facilities (WWTF) to help address capacity and expansion issues.

- *RECOMMENDATION CF-2.2.1.1: The Commission should work with public wastewater treatment facilities and the WDNR to ensure that copies of their Compliance Maintenance Annual Report (CMAR) are provided to the Commission annually. .*

- *RECOMMENDATION CF-2.2.1.2: The Commission should work with counties within the region to provide known locations of 'failing' privately owned on-site wastewater treatment systems. This information will be used to identify areas in need of public sewer, ensuring the region's surface and groundwater does not encounter adverse impacts.*

- *RECOMMENDATION CF-2.2.1.3: The Commission should encourage WWTFs within the region to explore development of innovative technologies for the re-use of effluent (i.e. wetland restoration, power generation, ground recharge etc).*

GOAL CF-2.3: Resolve issues associated with conflicts between existing and future rural, on-site, development which is in close proximity to publicly sewered areas.

STRATEGY CF-2.3.1: Promote long-term planning that designates specific areas for publicly sewered and privately served development.

- *RECOMMENDATION CF-2.3.1.2: Counties and communities affected by SSA plans should adhere to ECWRPC's Long-Range Transportation/Land Use Plan (2000 Addendum) Policy 1.4, regarding on-site sewer systems and their location within or within close proximity to an SSA's planning area. This is particularly important in 'transition areas' where opportunities exist to allow for the future densification of low-density rural development.*

STRATEGY CF-2.3.2: Encourage new development to occur within existing sewer/sanitary districts.

- *RECOMMENDATION CF-2.3.2.1: The Commission should work closely with sanitary districts and communities to ensure and coordinate the orderly extension of services.*

- *RECOMMENDATION CF-2.3.2.2: The Commission should encourage sanitary district and communities to provide cost-incentives (reduced connection fees, etc.) to new development that does not require new sewer service extensions.*

- *RECOMMENDATION CF-2.3.2.3: The Commission should encourage sanitary district and communities to give preference to extending sanitary sewers to areas immediately adjacent to existing sewer infrastructure over those areas further removed.*

GOAL CF-2.4: Achieve consistency in the application of rules governing rural, on-site development throughout administered SSA plan areas.

STRATEGY CF-2.4.1: Increase coordination and consistency between counties for policies related to rural development.

- *RECOMMENDATION CF-2.4.1.1: The Commission should develop a regional inventory of policies governing rural development.*

- *RECOMMENDATION CF-2.4.1.2: The Commission should update the 1982 Town Sanitary District Report, which will identify problems and issues associated with the region's Sanitary Districts.*

- *RECOMMENDATION CF-2.4.1.3: The Commission should establish a regional advisory committee to further examine rural development issues and policies. This committee should:*
  - *Develop regional policies on rural development;*
  - *Develop model ordinance, language for consideration by communities;*
  - *Develop a timeframe and method for region-wide buy in and adoption in order to achieve consistency.*

Policy Links

The issues identified in this sub-element are related to other plan elements with the comprehensive planning effort. The elements underlined below represent these policy links.

The proximity of rural development to municipal services such as sewer, existing agricultural operations, transportation and natural resources should be evaluated so that cost effective logical land use patterns can be achieved. Data sharing between communities, sanitary districts, counties and ECWRPC along with the development and adoption of regional policies governing rural development will ensure that consistent reasonable development can be achieved across jurisdictional boundaries.

PUBLIC & PRIVATE WATER SUPPLY

PLAN GUIDELINE: CF-3

Year 2030 Regional Comprehensive Plan

Key Facts

Public Water Systems

There are 73 municipal water systems in the region which pump an average of 59.7 million gallons per day. These systems serve 64 incorporated communities, seven sanitary districts, one water utility, one private water commission, and six settlements located in Menominee County. Collectively, about 157,000 residential, commercial, and industrial customers - representing approximately 343,000 people (or 55% of the region's total population) - are provided with municipal water[1]. The above numbers do not include the Town of Freedom water system that began operating in 2006.

With the exception of the cities of Appleton, Menasha, Neenah and Oshkosh, who utilize surface water from Lake Winnebago, all of the municipal water systems rely on groundwater as their sole source of supply. Because of possible well malfunctions it often is recommended that communities have at least two fully developed water supply sources (wells or intakes). Nine of the region's smaller community systems do not meet this standard. What's more is that a full one-third of the region's municipal systems do not have sufficient storage capacity to provide continuous service in the event of a general power loss or equipment malfunction[1].

Private Wells

Private wells occur in great numbers within the rural portions of the region. According to WDNR databases, over 37,000 private, low-capacity wells and 1,500 high capacity wells (over 70 gpm) exist within the 10-county area[2].

For the most part, these private wells provide sufficient amounts of water for personal and business consumption, however; localized geologic factors coupled with impacts from nearby municipal pumping may limit water production in some areas of the region.

The quality of the water derived from private wells may be of higher concern, as numerous instances of localized, naturally occurring and man-made contaminants exist throughout the region. According to the UW-Extension Private Well Project, Calumet and Waushara Counties contained the highest levels of nitrate in the region with many wells exceeding the EPA's Safe Drinking Water Act standards (for municipal supplies) of 10 mg/l. Bacteria testing programs show that contamination problems exist in every county of the region, with the highest incidences present in Calumet County – due, in part, to the highly fractured bedrock geology and relatively thin soils (Karst region).

So What!

Drinking water supply, whether provided through municipal (public) or individual (private) systems, is one of the most important infrastructure components within the region. Without access to sufficient drinking water of good quality, little development would have occurred within the region and future development opportunities would be non-existent.

[1] Source: 2001 Annual Reports, Wisconsin Public Service Commission; Menominee Tribal Utility. http://www.psc.

[2] Milestone Report #1, State of the Region, East Central Wisconsin Regional Comprehensive Plan 2030.

Public Water Systems

Municipal water systems consist of four main components; supply, treatment, storage and distribution. Each of these components is engineered to work together and numerous factors can affect how well they work in supplying water. Planning for the 'water supply' part of these systems is likely to be the most difficult, as it is not easy to 'engineer' the impacts associated by land use decisions, particularly if aquifers are drawn from by multiple communities and private entities.

Planning for the wise use and conservation of the region's water resources is of utmost importance with respect to water supply (See Chapter 9, Plan Guideline NR-2).

Ensuring quality water, even from a municipal treatment system, is becoming more expensive and difficult to achieve. The region's aquifers are susceptible to leakage and localized contamination for a variety of reasons and, as such, some problems with natural contaminants such as arsenic, saline, radium and radon have shown up in these public systems. In many cases, the contaminated wells are abandoned and new wells are drilled in the hopes that they too, will not be contaminated in the future. Those communities, which get their water from surface sources, also need to worry about contamination from algae, sediment, contaminated stormwater runoff, and invasive species such as zebra mussels.

Private Wells

While most areas of the region have adequate supplies for individual wells, the cumulative impacts of ongoing rural development patterns could be of serious concern in some areas of the region over the next 20 to 30 years. Increases in well densities can affect not only the level of the region's surficial aquifers, but also the rate at which the aquifer is recharged due to increased amounts of impervious surface. These wells are also typically more susceptible to contaminants due to their more shallow nature. If not constructed or abandoned properly, leakage can actually occur from the upper aquifers to the lower aquifers, leading to possible contamination of the deeper aquifers. Some of the 'urbanizing' portions of the Fox Cities and Fond du Lac still allow development using private wells instead of municipal systems due to their relatively low expense and cost-effectiveness as compared to a municipal system.

Current Action

Public Water Systems

Programs and research activities have been initiated within the region over the last few years which will assist in dealing with issues related to growth, water usage, and water supply. Reports and groundwater flow models have been developed by the USGS in the last ten years to assist in examining the Fox Cities & Fond du Lac area hydrologic conditions. These studies suggest that well optimization possibilities are just the first of many small steps which need to be taken to address the long-term water supply concerns facing the urban portion of the region.

From a regulatory perspective, new legislation and programs have been developed for 'source water protection' by the WDNR. As of April, 2002, twenty-two well-head protection plans were completed and approved by communities within the region. New legislation is also being developed; Wisconsin Act 310 identifies Groundwater Management Areas, or GMA's (within our region the Fox Cities has been identified) and sets forth rule-making authorities. Rules are being discussed by the WDNR and are being developed by the Groundwater Advisory Committee (GAC). At the county level, discussions have also occurred regarding the ability, or need, for establishing private well permitting programs due to smaller

scale siting issues for residential and business development.

Efforts are also aimed at providing information and education on groundwater topics as they relate to municipal water supply by such entities such as the State's Groundwater Coordinating Council, Resource Conservation & Development Councils (RC&Ds), UW-Extension, Wisconsin Department of Natural Resources and the Wisconsin Geologic & Natural History Survey. Local education efforts include the Fox Communities Groundwater Protection Partnership and Calumet County's own groundwater education staff.

Private Wells

Currently, both federal and state drinking water standards apply to public water systems, (most cities and villages, schools, businesses, etc.). Private wells (individual wells serving < 25 persons) are not required to be protected by these federal standards. People with private wells are responsible for making sure that their own drinking water is safe!

Wisconsin has had well regulations since 1936, and today is recognized as a national leader in well protection. The WDNR regulations (NR-812) are based on the sound premise that if a well and water system is properly located, constructed, installed and maintained, the well should provide safe water continuously without the need for treatment. Current rules however do not adequately address siting or density issues regarding individual private wells nor do they impose quality standards as with municipal wells.

Some areas within the region are subject to certain types of artificial and natural contaminants. Portions of Winnebago, Outagamie and Shawano Counties have been identified as "Arsenic Advisory Areas" and special casing regulation exist which call for stronger, deeper wills with extra steel casing that can reach as deep as 260 feet wither necessary. As of 2006, there are 102 Atrazine Prohibition Areas in Wisconsin covering about 1.2 million acres[3]. Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) is responsible for protecting Wisconsin's groundwater from contamination by pesticides and fertilizers. Within the region, Atrazine Prohibition Areas can be found in Calumet, Green Lake, Marquette, Outagamie, Waupaca, Waushara and Winnebago counties. DATCP restricts the use of pesticides in Atrazine Prohibition Areas. See the Wisconsin Groundwater Law, Chapter 160 of the Wisconsin Statutes, and by department rule in ATCP 31, Groundwater Protection Program. The rules for restricting the use of atrazine and other pesticides in Wisconsin are part of ATCP 30 - Pesticide Product Restrictions and the county maps showing the location of the prohibition areas can also be found in the rule in ATCP 30 - Appendix A.

Information and education is also a major focus of current actions. Specific programs and research activities have been initiated within the region over the last few years and include the Calumet County private well testing project for nitrates and bacteria, and arsenic testing within Outagamie and Winnebago Counties. The results of these studies are shared with residents and communities in hopes of increasing awareness and stimulating more proactive planning.

Year 2030 Vision for Public and Private Water Supply

The following vision statement was developed by the Groundwater and Water Supply

[3] Wisconsin Department of Trade and Consumer Protection. http://datcp.state.wi.us/arm/agriculture/pest-fert/pesticides/atrazine/index.jsp. Accessed on March 17, 2008.

Technical Advisory Committee for public and private water supply.

The public and private water supply of the region is managed, planned, and provided for current and future citizens and industry

Goals, Strategies and Recommendations

Many of the goals, strategies and recommendations that were developed for this section will result in the protection of the regions drinking water resources (ground and surface water). They will also result in the provision of an adequate future water supply for drinking, fire protection, irrigation and industrial uses.

GOAL CF-3.1: Investigate, encourage and promote efficient water conservation programs that will assist in addressing regional water supply issues.

STRATEGY CF-3.1.1: Encourage water conservation methods in local programs, ordinances and building codes.

- *RECOMMENDATION CF-3.1.1.1: The Commission encourages communities in the region to develop or consider municipal conservation programs. Items for consideration include:*
  - *Rate Structure Modifications (such as inverted block rates [the more you use, the more you pay] or seasonal rates [so as to limit peak demands]);*
  - *Conservation Education (Community and in Schools);*
  - *Water Use Accountability (infra-structure maintenance such as meter testing or leak detection);*
  - *Municipal & Homeowner Hardware/Fixture Replacement (rebates, building codes, creation of local programs in partnership with Focus on Energy which provides communities that have large concentrations of apartment dwellings replacement with water-saving fixtures);*
  - *Community Regulations (sprinkler and xeriscope ordinances);*
  - *Water Re-Use & Recycling;*
  - *Construction of "green roofs" to collect rainwater for re-use on residential, commercial, industrial and institutional buildings; and*
  - *Use of "cisterns" for the collection of rainwater for re-use on residential, commercial, industrial, and institutional buildings.*

- *RECOMMENDATION CF-3.1.1.2: The Commission should support modifications to the State Building Code which effectively allow for additional water conservation activities to occur.*

- *RECOMMENDATION CF-3.1.1.3: The Commission should support efforts to develop 'purple pipe' (signifying the plumbing code color for reused/grey water) projects throughout the region.*

- *RECOMMENDATION CF-3.1.1.4: The Commission supports legislation that would require new, water intensive industries locating within the region to develop and enforce a water conservation plan.*

- *RECOMMENDATION CF-3.1.1.5: The Commission should work with a local community to develop a pilot project to obtain 100 percent water recycling in a single, small community within the region.*

- *RECOMMENDATION CF-3.1.1.6: The Commission should encourage communities to integrate separate wastewater and water utilities to better link water use and conservation.*

- *RECOMMENDATION CF-3.1.1.7: The Commission should encourage rural sanitary districts that do not provide municipal water to consider metering private wells in an effort to tie water use to wastewater treatment costs.*

- *RECOMMENDATION CF-3.1.1.8: The Commission should work with local economic development groups, and industry professionals to identify opportunities throughout the region for potential re-use of treated wastewater (similar to the Fox Energy Center/HOVMSD project).*

GOAL CF-3.2: To clearly identify issues and opportunities for water supply which lend themselves to regional solutions versus local ones. (***Also see Chapter 9: Natural Resources, Plan Guideline NR-2: Groundwater***)

STRATEGY CF-3.2.1: Identify regional groundwater solutions for addressing aquifer contamination.

- *RECOMMENDATION CF-3.2.1.1: The Commission should establish a regional committee comprised of representatives from the WDNR, WGNHS, UW-Extension, county zoning administrators and others to identify regional groundwater solutions. Items under consideration could include:*
  - *The establishment of a regional groundwater testing and monitoring (cost-shared by MCDs, not paid for by each homeowner at time of testing) program for arsenic and other contaminants within areas of known concern;*
  - *The establishment of regional policies in certain areas of the region where arsenic or other known contaminants are of concern. Policies could include:*
  - *Limiting growth in these areas or planning for public water supply;*
  - *Providing incentives for municipal systems within these areas to 'level the playing field' as far as costs to develop, etc.; and*
  - *Develop rules/guidelines based on 'economic forces' versus strict regulations to get better buy-in from development and realty community.*

- *RECOMMENDATION CF-3.2.1.2: The Commission should work with WDNR to develop updated regional contamination (existing and susceptibility) maps.*

GOAL CF-3.3: To preserve and protect both surface water and groundwater resources that are used for public and private water supplies.

STRATEGY CF-3.3.1: Preserve Lake Winnebago and rivers used for source water (quality and quantity).

- *RECOMMENDATION CF-3.3.1.1: The Commission encourages the WDNR, DATCP, Municipalities and counties within the East Central region to work together to assess existing policies that affect source water for the Lake Winnebago system.*

- *RECOMMENDATION CF-3.3.1.2: The Commission encourages the State Legislature to adopt legislation that bans mercury in consumer products.*

- *RECOMMENDATION CF-3.3.1.3: The Commission encourages the State Legislature to adopt legislation that bans mercury containing thermometers, electronic waste and other items from state landfills.*

- *RECOMMENDATION CF-3.3.1.4: The Commission encourages the State Legislature to provide funding and to direct the WDNR to work with local responsible units to collect pharmaceuticals so that*

they are disposed of in a way that harms our ground and surface waters.

STRATEGY CF-3.3.2: Preserve groundwater resources in both urban and rural environments.

- *RECOMMENDATION CF-3.3.2.1: The Commission encourages communities and counties to visually illustrate groundwater recharge areas on local comprehensive plan maps.*
- *RECOMMENDATION CF-3.3.2.2: The Commission encourages all counties and communities to adopt wellhead protection plans and to designate these areas on zoning maps and local comprehensive plans.*
- *RECOMMENDATION CF-3.3.2.3: The Commission encourages the WDNR to monitor well densities and aquifer recharge rates so as to limit negative impacts from overuse.*

GOAL CF-3.4: To support and assist in coordinated local planning and decision-making that acknowledges local concerns and issues.

STRATEGY CF-3.4.1: Preserve methods for local planning input, and controls to better achieve the regional vision.

- *RECOMMENDATION CF-3.4.1.1: The Commission supports county efforts to regulate private well permits.*
- *RECOMMENDATION CF-3.4.1.2: The Commission encourages communities and counties to create regulations or requirements for periodic private well testing.*
- *RECOMMENDATION CF-3.4.1.3: The Commission encourages communities to assess future water needs and the ability of existing systems to meet those needs. (Existing infrastructure, environmental limitations, groundwater recharge or source areas, etc.)*
- *RECOMMENDATION CF-3.4.1.4: The Commission encourages counties and communities to designate wellhead protection districts. (**See Recommendation CF-3.3.2.2)***
- *RECOMMENDATION CF-3.4.1.5: The Commission encourages counties and municipalities to illustrate new and/or planned municipal wells on all smart growth plans to build awareness. (**See Recommendation CF-3.3.2.1)***
- *RECOMMENDATION CF-3.4.1.6: The Commission encourages the WDNR to work with local counties in siting of new high capacity wells.*
- *RECOMMENDATION CF-3.4.1.7: The Commission should promote the use of shared wells within rural development environments.*

STRATEGY CF-3.4.2: Educate local residents, officials and decision makers about water supply issues.

- *RECOMMENDATION CF-3.4.2.1: The Commission should work with counties, WDNR and others to develop a more proactive program to notify existing and future landowners on localized water supply issues (subdivision platting / building permit process).*
- *RECOMMENDATION CF-3.4.2.2: The Commission should work with counties, WDNR and others to separate / distinguish which issues can be dealt with locally and which need to be addressed regionally. For example, some areas have special well casing requirements – information is not shared well with decision-makers or local residents.*

- *RECOMMENDATION CF-3.4.2.3: The Commission should work with counties, WDNR and others to better educate the public on:*
  - *Private, high capacity well impacts on aquifer systems; and*
  - *Private well and on-site system impacts on aquifer systems.*
- *RECOMMENDATION CF-3.4.2.4: The Commission should work with counties and communities to assist them in determining land use densities that are appropriate (within a given sub-region) to improve management and oversight of groundwater resources.*
- *RECOMMENDATION CF-3.4.2.5: The Commission should encourage and develop information which will assist local units of government to determine the best and most appropriate options of water systems for rural subdivision develop, including private systems, community wells and pubic systems.* ***(See Chapter (: Natural Resource, Plan Guideline: NR-2.5.2.3)***

GOAL CF-3.5: To support existing federal and state level water supply regulations and their continued improvement.

STRATEGY CF-3.5.1: Support existing state level water supply regulations related to private well construction.

- *RECOMMENDATION CF-3.5.1.1: The Commission generally supports existing well codes for the construction, location and abandonment of private wells. With the following exceptions:*
  - *Reduce time lag in private well construction reviews and inspections;*
  - *Public water supply projects need to have inspectors at plants during construction to reduce problems;*
  - *The State should review current regulations on water systems to provide incentives as a method to decrease 'negative' regulations;*
  - *The State should periodically review current regulations to ensure flexibility and that they are kept current with or the latest information.*
- *RECOMMENDATION CF-3.5.1.2: The Commission encourages the WDNR to work with local communities to require all individual wells be abandoned properly when municipal water extensions are made so as to minimize aquifer contamination opportunities.*

STRATEGY CF-3.5.2: Protect human health.

- *RECOMMENDATION CF-3.5.2.1: The Commission encourages the WDNR and EPA to review federal and state regulations for drinking water standards (especially for allowable contaminants) to ensure that residents within our region are being supplied with a safe drinking water supply.*

GOAL CF-3.6: To support and assist in the development of new state, regional, county, and local programs and regulations that effectively protect public and private water supplies in a consistent manner.

STRATEGY CF-3.6.1: Review and update current regulations for high capacity well permits and programs.

- *RECOMMENDATION CF-3.6.1.1: The Commission encourages the WDNR to assess and mitigate any negative impacts, on groundwater flow systems (discharge and flow directions) as a result of high capacity well construction. This should include not only high capacity wells for drinking water purposes but high capacity wells that are used for other purposes as well.*

- *RECOMMENDATION CF-3.6.1.2: The Commission encourages the WDNR to map all high capacity well locations and to make this information available to counties, municipalities and the general public.*

GOAL CF-3.7: To ensure that existing and future public water systems are planned for and developed in a cost-effective manner.

STRATEGY CF-3.7.1: Compile and distribute regional and local groundwater and water supply conditions.

- *RECOMMENDATION CF-3.7.1.1: The Commission should encourage counties and communities to educate themselves about local groundwater conditions and limitations as they relate to groundwater supply.*

- *RECOMMENDATION CF-3.7.1.2: The Commission should encourage counties and communities to provide developers in rural and urbanizing area with 'up-front' knowledge regarding groundwater and water supply conditions and limitations prior to submitting development proposals. This information should include:*

    - *Location of public sewer and water systems;*
    - *Groundwater limitations (contamination areas);*
    - *Location of wellhead protection areas*
    - *Location of public wells; and*
    - *Location of high capacity wells.*

- *RECOMMENDATION CF-3.7.1.3: The Commission encourages communities to provide a balance between legal and regulatory costs versus customer service.*

STRATEGY CF-3.7.2: Ensure that development occurs in a logical pattern in a cost-effective manner.

- *RECOMMENDATION CF-3.7.2.1: The Commission encourages communities give priority to new development that occurs either in areas where public water supply infrastructure already exists.*

- *RECOMMENDATION CF-3.7.2.2: The Commission encourages communities to require that new development be connected to existing water systems if available.*

- *RECOMMENDATION CF-3.7.2.3: The Commission encourages communities within areas of higher density or in areas of groundwater contamination to consider the installation/extension of public water systems as a method to protect the health and welfare of local residents.*

- *RECOMMENDATION CF-3.7.2.4: The Commission should promote "regional" facilities which serve multiple jurisdictions' where practical.*

- *RECOMMENDATION CF-3.7.2.5: The Commission recommends that locally developed boundary/sewer service agreements should strongly consider the extension of water services.*

STRATEGY CF-3.7.3: Ensure that the residents are provided with adequate water for drinking and fire protection.

- *RECOMMENDATION CF-3.7.3.1: The Commission encourages communities to supply adequate storage so that the community's storage is equal to or greater than the average daily pumped[4].*

- *RECOMMENDATION CF-3.7.3.2: The Commission should encourage all communities to have at least two fully developed water supply sources[5].*

GOAL CF-3.8: To effectively inform and educate the public and decision-makers on water supply issues.

STRATEGY CF-3.8.1: Provide objective parameters to evaluate public water systems.

- *RECOMMENATIONS CF-3.8.1.1: The Commission encourages the PSC to consider updating the "Annual Reports" that are submitted by water utilities. Information that might be added could include conservation methods, etc.*

- *RECOMMENDATION CF-3.8.1.2: The Commission encourages water utilities to continue to evaluate its water systems' performance by objective parameters (i.e. data) at a cost-effective level (consistency/tool for management).*

- *RECOMMENDATION CF-3.8.1.3: The Commission encourages water utilities to share and communicate this data with decision makers and the general public.*

STATEGY CF-3.8.2: Raise awareness of the differences and similarities of private and public wells.

- *RECOMMENDATION CF-3.8.2.1: The Commission should work with UW-Extension, the WDNR and others about the perception that private and public wells are 'different' (i.e. depth of many private wells are comparable/exceed public ones).*

Policy Links

The issues identified in this sub-element are related to the other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

Ground and surface water protection and the adequate supply of water for drinking, fire protection and industrial uses are very closely tied to the natural resource element. The availability of an adequate and safe water supply also directly impacts the economic development potential for a community, area or region. Without an adequate and safe supply of water, people, businesses, and industries will not want to remain or relocate to an area. The availability of a quality water supply also affects the direction of development (land use) or the area that development should occur.

[4] Per 2001 Annual Reports the following communities did not have storage capacity that was equal or greater than average pumped per day: Brillion, Waverly SD (has interconnection to Appleton), Fairwater, Ripon, Oakfield, Berlin, Trailer Court (Menominee County), Zoar, Appleton, Combined Locks (has interconnection to Kimberly), Grand Chute SD #1 (has interconnection to Appleton), Kimberly, Shiocton, Bonduel, Iola, New London, Waupaca, Weyauwega, Plainfield, Neenah, and Oshkosh.

[5] Per 2001 Annual Reports the following communities did not have at least tow fully developed water supply sources: Forest Junction, Mary Hill Park S.D., Fairwater, Keshena, Middle Village, Trailer Court (Menominee County), Nichols, Bowler, and Hancock.

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Electric, Gas and Telecommunications

PLAN GUIDELINE: CF-4

Year 2030 Regional Comprehensive Plan

Key Facts

Energy demand in the region is growing and will most likely continue to do so. This is a consequence both of increased demand and new residential, commercial and industrial development. For the past four years the state's peak electrical demand has occurred in the month of August. In 2006, the peak demand was 15,166MW[1], while in 2005 the corresponding value was 14,395MW. The average annual anticipated growth rate for peak demand for the 2006 to 2012 period is expected to be 2.35 percent. This represents incremental demand increases roughly equivalent to a major power plant of about 500MW every two years.

The region supports four natural gas companies, 17 electric companies, an electric transmission company, and a gas pipeline company. Approximately 91% of the power produced in the region is generated by the six existing fossil fuel (oil, gas and coal) facilities. About 8% is generated by the 22 hydroelectric sites. The remaining 1% of power is generated from other sources; wind and biomass.

Wisconsin does not generate enough energy in the state to meet summer peak demands. As a result, Wisconsin relies on transmission to meet demand and to achieve needed reserve margins. The experience of recent summers has highlighted constraints in the movement of power between western and eastern Wisconsin and between Illinois and eastern Wisconsin.

There are 15 telephone companies, and numerous cellular and digital phone providers within the region[2] with significant capacity to expand and accommodate the regions needs.

So What!

Access to technology enhances the quality of life and serves as an economic driver.

Existing gas, electric and telecommunication facilities will need to be maintained and updated. New facilities will need to be constructed while minimizing negative environmental impacts. However, opposition by the public to new or expanded facilities is increasing and becoming more organized.

There are benefits to identifying areas for future utility development. These benefits include lower costs, reduced conflicts and greater opportunities to raise public awareness about the necessity of planned utility development.

The debate of our nation's energy policy is again in the headlines and therefore it is timely to return our attention to alternative energy possibilities such as the sun, wind, hydro and biomass. Each of these have their own specific siting issues. Currently 87% of the power in the region is generated by fossil fuels which lead to persistent health and environmental problems[3].

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[1] Wisconsin Strategic Energy Assessment Energy 2012 Final Report. February 2007, Docket 5-ES-103. *MW=Megawatts*

[2] Milestone Report #1, State of the Region; April 2003.

[3] See Electric, Gas and Telecommunications Plan Guideline: CF4, Milestone Report #2.

Energy conservation not only preserves our non-renewable resources but it also saves money. However, few communities have looked at all aspects of energy usage by municipal government. If communities make a commitment to consciously incorporate energy saving principles into all aspects of municipal policy, energy savings and costs can be realized.

The nature of the economy now demands access to telecommunication networks and associated technology. It is essential that affordable access to telecommunications is available to the region. The economic and social benefits of advanced telecommunications can only be achieved if the necessary infrastructure is developed. It is particularly important that new infrastructure be developed in a way that provides the region with first class telecommunications services, while at the same time minimizing the impact of new or replacement equipment on the environment.

Current Action

In order to provide the necessary utility service to the region, long-range regional planning is essential. Utility companies are working with public agencies, officials and the general population when a facility needs to be updated or when a new facility is needed to meet energy and telecommunication demands of the region.

American Transmission Company (ATC) holds a series of planning meetings twice a year to gather public input on their proposals for meeting the region's current and future energy delivery needs. ATC annually issues a 10-year Transmission System Assessment report that identifies electric transmission needs, existing and anticipated constraints to the system and potential solutions. They also meet with local officials to discuss updates or provisions for new facilities.

Wisconsin Electric, AT&T and other utility providers also meet with government agencies, officials and citizens when a specific need arises in the system. These companies are also accessible to local developers and communities so that the anticipated energy needs for new growth are met.

Guardian Pipeline, proposed to construct a gas pipeline from Ixonia to Green Bay, Wisconsin. This pipeline is expected to provide increased capacity to the region.

In Wisconsin the Department of Natural Resources, Division of Air and Waste, Bureau of Air Management is charged with enhancing, managing and protecting the air quality of the state.

The 1999 Wisconsin Act 9 (Wis. Stat. 196.378(2)), has impacted the power industry. This act requires retail electric providers to provide a minimum portion of their total retail sales from renewable resources. The percentages may be satisfied by providing electricity derived from renewable resources directly to customers or by purchasing renewable resource credits from other electric utilities and cooperatives. This act specifies that by December 31, 2005 this amount must be 1.2%. The percentage will continue to increase to 2.2% by December 31, 2011. On April 5, 2007, Executive Order # 192 created the Office of Energy Independence. Energy Independence goals include obtaining 25 percent of the state's energy and fuel needs by 2025 from renewable sources.

In the East Central region, new wind tower farms have been approved and are under construction in the towns of Byron and Oakfield, Eden and Empire (Cedar Ridge; 68

MW), Marshfield and Calumet (Blue Sky/Green Field; 145 MW) in Fond du Lac County[4]. Additionally other windpower projects have been proposed in Calumet County. The siting of wind farms is not without controversy. A variety of social and economic issues have been raised and include visual aesthetics, noise, potential decreases in property values, ice throws, shadow flicker and the impact to wildlife (birds).

Awareness of energy issues have increased. Global warming, the energy crises, energy conservation and sustainability have become common terms and people are constantly getting bombarded with material through media, books and the internet. The National Governors Association (NGA) launched the "Securing a Clean Energy Initiative" in September, 2007. This initiative will promote comprehensive clean energy policies at the state level that:

- Use existing energy resources more wisely through efficiency and conservation;
- Promote non-petroleum based fuels;
- Take reasonable steps to reduce greenhouse gas emissions; and
- Accelerate research and development of advanced, clean energy technologies.

Local citizens are also getting involved. Within the East Central region, the Energy Coalition for a Sustainable Fox Valley was formed by local non-profit organizations, businesses, governments and citizens it was formed to plan with and advocate for the Fox Valley region, for an energy future that is locally self reliant and that sustains the regional and global environment.

In terms of telecommunication, many areas of the region, especially rural areas, do not have access to broadband or high speed internet access. While companies such as AT&T (formally SBC) currently provide broadband service to many urban and rural areas, there is still a need for expansion of these services for business and residential use. Telecommunication is mostly market driven, with little to no planning or involvement by government.

Year 2030 Vision for Electric, Gas and Telecommunications

The Utility Infrastructure Technical Advisory Committee established the following vision statement:

Provide adequate services to support existing industries and growth of these industries and general population in a cost effective manner while being environmentally conscientious.

Goals, Strategies and Recommendations

The regional economy requires a reliable utility infrastructure that allows it to compete in the global economy. The responsibility for this infrastructure lies not only with utility companies but with all stakeholders; communities, governmental agencies, developers, and local citizens.

GOAL CF-4.1: Promote regional long-term planning and improved coordination and communication between government agencies, developers, municipalities and utilities to ensure efficient cost-effective utility (gas, electric and telecommunications) service provision to both urban and rural areas.

STRATEGY CF-4.1.1: Promote upfront planning by both the local utilities and government to facilitate the continuing development of utility infrastructure to meet

[4] Proposed Windpower Projects in Wisconsin (as of 11/12/07). Prepared by RENEW Wisconsin. http://www.renewwisconsin.org.

the region's needs in an efficient and effective manner.

- *RECOMMENDATION CF-4.1.1.1: The Commission encourages a designated lead utility to invite other utilities, counties and municipalities within established regional geographic areas to an annual meeting to discuss short and long-term planning for each participating entity. Initial meetings per geographic area should be initiated by the Commission and turned over to a designated lead utility or local government for future meetings. Local development patterns, planned roadwork and utility system plans and updates should be discussed.* (***See Chapter 6: Transportation and Chapter 11: Land Use***)

- *RECOMMENDATION CF-4.1.1.2: The Commission encourages each utility, municipality and county to annually update their specific contact list and distribute this list to attendants at the annual meeting.*

- *RECOMMENDATION CF-4.1.1.3: The Commission encourages municipalities and counties to provide current utility contact information to developers during the pre-planning stages of development.*

- *RECOMMENDATION CF-4.1.1.4: The Commission encourages municipalities and counties to incorporate regional and state utility plans into their local planning efforts.*

STRATEGY CF-4.1.2: Establish a standardized check list that can be used by developers, consultants and government employees on municipal, county and state projects.

- *RECOMMENDATION CF-4.1.2.1: The Commission should work with local utilities within the region to establish a* standardized checklist that can be distributed to municipalities. Municipalities should distribute this checklist to developers at initial contact.

STRATEGY CF-4.1.3: Promote compact development and redevelopment in areas where infrastructure (electric, gas and telecommunications) already exists to keep costs down. (***See Chapter 11: Land Use***)

- *RECOMMENDATION CF-4.1.3.1: The Commission should develop a plan guideline that defines and outlines the benefits of compact development and redevelopment.*

- *RECOMMENDATION CF-4.1.3.2: The Commission should promote compact development and redevelopment in all relevant planning programs.*

- *RECOMMENDATION CF-4.1.3.3: The Commission should develop a more detailed GIS method of mapping products for use by communities in making land use decisions.*

GOAL CF-4.2: Promote the development and use of regional, utility and multi-use corridors.

STRATEGY CF-4.2.1: Promote land use planning that protects existing and potential future regional, utility and multi-use corridors. (***See Plan Guideline CF-8: Local Parks & Recreational Facilities; Chapter 11: Land Use and Chapter 6: Transportation***)

- *RECOMMENDATION CF-4.2.1.1: The Commission should encourage state legislators to revise the state statutes to allow for the mapping of future utility corridors. This would allow utility corridors to be mapped in the same manner as future transportation corridors (already allowed by state statutes).*

- *RECOMMENDATION CF-4.2.1.2: The Commission should promote the benefits of planning for future regional, utility and multi-use corridors.*

- *RECOMMENDATION CF-4.2.1.3: The Commission should develop a guidance document on utility and multi-use corridors that could be used by municipalities to plan for development.*

- *RECOMMENDATION CF-4.2.1.4: The Commission should work with state, regional and local partners including utilities, state agencies (WDOT, WDNR and others), counties, municipalities and others to identify existing corridors, and areas that could be used as regional utility and multi-use corridors.*

STRATEGY CF-4.2.2: Promote the use and dedication by developers and others of future "utility only" and multi-use" corridors. (***See Plan Guideline CF-8: Local Parks & Recreational Facilities; Chapter 11: Land Use and Chapter 6: Transportation***)

- *RECOMMENDATION CF-4.2.2.1: The Commission should encourage local municipalities and utilities to educate themselves and developers on the benefits of "utility only" and "multi-use" corridor advancement as a necessary part of development.*

- *RECOMMENDATION CF-4.2.2.2: The Commission should encourage local utilities (electric, gas and telecommunications) and municipalities to work with developers to dedicate the necessary land for "utility only" and "multi-use" corridors.*

- *RECOMMENDATION CF-4.2.2.3: The Commission should encourage utilities and municipalities to provide incentives to developers to set aside future land for substation and/or regional or local utility corridor development.*

GOAL CF-4.3: Develop and promote an effective educational campaign to raise awareness among all the stakeholders of the issues involved in utility infrastructure provision, including facility expansion and relocation.

STRATEGY CF-4.3.1: Encourage co-location of existing and proposed telecommunication facilities, where possible. (***See Chapter 11: Land Use***)

- *RECOMMENDATION CF-4.3.1.1: The Commission should encourage local municipalities to provide incentives to telecommunication providers to co-locate their infrastructure to reduce visual impacts.*

STRATEGY CF-4.3.2: Provide general education to local governments about utility project cost and the impact of local ordinances and development decisions.

- *RECOMMENDATION CF-4.3.2.1: The Commission should work with utilities to develop educational material that can be distributed to local governments to raise awareness of the relationship between local ordinances, project cost and the cost of product delivery.*

STRATEGY CF-4.3.3: Provide equipment for above ground utilities that are designed to be less obtrusive and more pleasing to the eye.

- *RECOMMENDATION CF-4.3.3.1: The Commission encourages utilities to work with local vendors on the design of equipment that will result in a more compact and aesthetically pleasing product.*

- *RECOMMENDATION CF-4.3.3.2: The Commission encourages utilities to utilize buried facilities wherever possible to improve the aesthetics of utility infrastructure.*

GOAL CF-4.4: Promote the development and use of alternative energy, such as wind, water, biomass, fuel cells and solar to meet the needs of the region.

STRATEGY CF-4.4.1: Support Focus on Energy, the Midwest Renewable Energy Association and others that provide relevant, timely and accessible information about grants, vendors, benefits and conferences as well as technical information regarding alternative energy.

- *RECOMMENDATION CF-4.4.1.1: The Commission should support the continued funding of the Focus on Energy program and the expansion of these services to all residents within the region.*

STRATEGY CF-4.4.2: Continue to support hydro-electric power generation within the region.

- *RECOMMENDATION CF-4.4.2.1: The Commission supports the use of the Fox River for hydro-electric generation and would support the continued use and maintenance of existing facilities.* (***See Chapter 11: Land Use***)

GOAL CF-4.5: Promote community level and regional sustainable energy practices.

STRATEGY CF-4.5.1: Raise the level of energy awareness within the region. (***See Chapter 5: Housing***)

- *RECOMMENDATION CF-4.5.1.1: The Commission should work with local communities, non-profits and others to increase energy awareness within the region.*

- *RECOMMENDATION CF-4.5.1.2: The Commission should support the development of a renewable energy* version of the "Parade of Homes" within the region.

- *RECOMMENDATION CF-4.5.1.3: The Commission should provide educational materials to local communities on sustainable principles in terms of energy saving construction and site development.*

- *RECOMMENDATION CF-4.5.1.4: The Commission should encourage municipalities to incorporate sustainable energy principles in their comprehensive plans.*

STRATEGY CF-4.5.2: Raise awareness of energy consumption and methods that can be used to reduce energy usage.

- *RECOMMENDATION CF-4.5.2.1: The Commission should encourage energy conservation in the design of new development and the redevelopment of existing areas.*

- *RECOMMENDATION CF-4.5.2.2: The Commission should encourage the construction of new buildings and the renovation of existing buildings that result in the least amount of impact on the environment for example, "green buildings".* (***See Chapter 9: Natural Resources***)

- *RECOMMENDATION CF-4.5.2.3: The Commission should encourage municipalities to review existing zoning ordinances to ensure that "green building" initiatives are allowable.* (***See Chapter 11: Land Use and Chapter 4: Economic Development***)

- *RECOMMENDATION CF-4.5.2.4: The Commission should encourage local municipalities to consider providing incentives to developers and builders who propose "green buildings" and/or developments.* (***See Chapter 11: Land Use and Chapter 4: Economic Development***)

- *RECOMMENDATION CF-4.5.2.5: The Commission encourages counties and communities to proactively review and amend existing zoning ordinances to better address issues associated with the siting and allowance of solar energy structures within the context and spirit of existing state laws.* (***See Chapter 4: Economic Development and Chapter 11: Land Use, Plan Guideline LU-4: Regional & Local Sustainability, Strategy LU-4.3.2***)

GOAL CF-4.6: Promote private energy conservation practices.

STRATEGY CF-4.6.1: Educate consumers about energy conservation, needs and impacts.

- *RECOMMENDATION CF-4.6.1.1: The Commission should encourage energy audits by consumers.*

- *RECOMMENDATION CF-4.6.1.2: The Commission should support additional funding for energy conservation through state funded initiatives.*

- *RECOMMENDATION CF-4.6.1.3: The Commission should encourage utilities to promote energy conservation and available energy credits to customers. Utilities could use inserts within monthly energy bills as one method that this could be accomplished.*

GOAL CF-4.7: Promote public energy conservation practices.

STRATEGY CF-4.7.1: Encourage local governments and school districts to adopt energy conservation practices that will reduce overall costs and will improve occupant health and the environment. (***See Plan Guideline CF-6: Education and Libraries***)

- *RECOMMENDATION CF-4.7.1.1: The Commission should encourage local governments and school districts to take* advantage of available utility sponsored presentations as a way to raise awareness.

- *RECOMMENDATION CF-4.7.1.2: The Commission should encourage local governments and school districts to utilize energy conservation and sustainable practices in the design of new facilities and the renovation of existing facilities.*

- *RECOMMENDATION CF-4.7.1.3: The Commission should encourage local governments to lead by example in their use of energy within their existing and future facilities, and fleet vehicle choices.* (***See Chapter 6: Transportation***)

- *RECOMMENDATION CF-4.7.1.4: The Commission should encourage local governments to review existing ordinances, policies, practices and facilities in terms of energy savings (conservation) and the allowance of sustainable practices (green buildings, natural plantings, etc.).* (***See Chapter 9: Natural Resources and Chapter 4: Economic Development***)

- *RECOMMENDATION CF-4.7.1.5: The Commission encourages local governments to work with and to provide incentives to developers to encourage them to build more energy efficient buildings.* (***See Chapter 4: Economic Development***)

- *RECOMMENDATION CF-4.7.1.6: The Commission should encourage local*

governments and school districts to utilize sustainable principles in park, open space and site design that will save energy. This would include practices that would limit the use of mowers, edger and leaf blowers. (***See Plan Guideline CF-8: Local Parks and Recreational Facilities; and Chapter 11: Land Use***)

- *RECOMMENDATION CF-4.7.1.7: The Commission encourages schools and* educators to explore and participate in utility and state educational programs such as the WDNR Wisconsin Green and Healthy Schools Program. (***See Plan Guideline CF-6: Education and Libraries***)

STRATEGY CF-4.7.2: Promote co-generation for industrial and commercial uses. (***See Chapter 4: Economic Development***)

- *RECOMMENDATIONS CF-4.7.2.1: The Commission should encourage gas utilities to work with the Wisconsin Paper Managers Group, independent power producers, and the Wisconsin Industrial Energy Users Group (WIEUG) to promote co-generation to industries and commercial users by using existing industrial sites as good examples of co-generation, alternative energy and cost savings.*

- *RECOMMENDATIONS CF-4.7.2.2: The Commission should work with gas utilities to highlight opportunities for co-generation projects in the region.*

GOAL CF-4.8: Encourage and support the advancement of a reliable, affordable broadband or high speed telecommunications access to the region. (***See Chapter 4: Economic Development)***

STRATEGY CF-4.8.1: Encourage tele-communication companies to continue to expand affordable broadband service to new areas.

- *RECOMMENDATION CF-4.8.1.1: The Commission should monitor tele-communication industry trends and technology. This information should be shared with counties and communities.*

STRATEGY CF-4.8.2: Encourage wireless internet networks at key economic nodes within the region. (***See Chapter 4: Economic Development)***

- *RECOMMENDATION CF-4.8.2.1: The Commission should encourage communities to work with school districts, institutions of higher education, counties and other communities to install regional wireless networks to improve communication and data access.*

- *RECOMMENDATION CF-4.8.2.2: The Commission should continue to seek the development of, and funding for, a regional (18-County) Telecommunications & Infrastructure Assessment in collaboration with the Bay-Lake RPC, New North, Inc., the Federal Economic Development Administration, and Wisconsin Department of Commerce.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

Annual meetings should be held between community facility providers (gas, electric, and telecommunications) and local government departments (police, fire, emergency management and planning) to discuss land use patterns, planned transportation and utility system plans and updates. Communities along with community facility (gas, electric,

telecommunications, local park and recreational facilities, sanitary, stormwater and water) and transportation providers should be working together to preserve land for regional, utility and multi-use corridors that will serve future development.

Development that occurs in areas where infrastructure already exists and incorporates compact land use development and redevelopment is more cost effectively served. Land use is also more efficiently used if telecommunication facilities can be co-located.

Sustainable energy practices can be integrated into housing, community facilities (schools, government buildings, wastewater treatment facilities and libraries), land use, and economic development. Houses, public buildings, and businesses should be designed to incorporate building materials that are friendly to our natural resources in both manufacture and maintenance. Designs should incorporate practices that reduce future energy costs. Industry, businesses and home owners should consider and better accommodate renewable energy sources such as wind, solar, bio-energy and other technology to reduce energy consumption.

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Public Safety
PLAN GUIDELINE: CF-5
Year 2030 Regional Comprehensive Plan

Key Facts

Maintaining and protecting public safety in the region requires that there are services in place to deal with natural and human incidents in both emergency and non emergency situations.

Wisconsin is vulnerable to a variety of natural disasters. Within the last 30 years, there has been nearly $3 billion worth of disaster related damages in the state[1].

Since 1971, 65 major natural disasters have occurred within the region, 52 of which were declared "Presidential Disasters" and were eligible for federal aid[1]. Of these natural disasters, over half (57%) were due to flooding and 14% were due to drought.

Natural disasters do not end at municipal boundaries or county lines. In the region, a disaster in one community can affect a hospital in an adjoining county or a fire department in another community. When a disaster strikes, it is too late to plan how to handle it.

Fire protection in Wisconsin is a major responsibility of local governments. There are about 126 fire departments or districts within the region. About 94 percent of the fire departments or districts within the region are staffed by volunteer fire fighters[2].

First responders, people who are the first to respond to the scene of an emergency disaster or other dangerous situations, Emergency Medical Technicians (EMT) and paramedics are typically volunteers, especially in smaller cities, towns and rural areas.

In 2002, there were 45 different emergency medical service providers in the region. Many of the providers serve more than one town, community or county[2].

The region has 59 communities with police departments, in addition to a sheriff's office in each county. The Menominee Tribal Council and the University of Wisconsin-Oshkosh also have their own police departments. The State Patrol and the WDNR also provide law enforcement in the region.

So What!

An important issue facing communities within the region is the provision of affordable emergency and non emergency services, especially in rural areas. As budgets continue to tighten, the push to decrease or at least hold costs constant while providing the level of service that citizens are demanding is a constant challenge for local communities.

It seems important to accept that it is not economical for every community to provide every service or own every piece of equipment. There is a potential to combine fire and police departments and/or to share personnel, equipment, technical resources, and specializations and to offer joint training opportunities, while maintaining or improving the level of service.

There is a shortage of volunteers who can be available 24 hours for fire protection and EMT services. Today, volunteer fire fighters, first responders and EMT's, like everyone else, are

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1 Wisconsin Emergency Management County Disasters Since 1971, last updated 5/4/07. http://emergencymanagement.wi.gov

2 Milestone Report #1, State of the Region, ECWRPC Comprehensive Plan 2030, April 2003.

typically commuting longer distances from their homes to places of employment. This results in their inability to respond to incidents during working hours. Many fire departments are reporting that the number of people willing to volunteer their time is falling. This may, in part, be due to the fact that people are increasingly working longer hours and working further from home. In 1999, for example, an average American family (married couple with two kids) annually worked 3,600 hours, or 18 percent more than an average family in 1979[3]. EMT's and first responders are required by the state to have a certain number of annual hours of training. This training is often completed during a volunteer's free time reducing the time for leisure activities.

When an emergency, such as a fire or accident occurs, especially during the typical workday (8 a.m, to 4 p.m.), many local communities are required to seek mutual aid from adjoining communities. It is essential that sheriff departments, police departments and other emergency service providers are able to quickly and efficiently communicate with each other.

In an emergency situation the ability for personnel to obtain timely relevant information and to communicate between each other and other support people is vital. While Winnebago, Calumet, Outagamie and Brown counties have the ability to share information with each other (Fox Comm) and Waupaca, Shawano and Menominee Counties sharing information to other counties within their communications group (NEWCOM). The ability to share information between counties within other groups or with state law enforcement is limited. In an emergency situation, everyone involved should have the ability to share information, regardless of what local, county or state jurisdiction they represent.

[3] The State of Working Wisconsin 2000.

According to State Statutes, any program or action of a local government unit that affects land use must be consistent with an adopted comprehensive plan[4]. While local government units participate in long-term planning and approve new development proposals based on these plans, public safety officials report that they are often not contacted for input.

As communities plan for new development it is crucial to involve emergency providers so that services and facilities can be cost effectively planned and located. This will save communities money since it gives emergency providers more lead time to determine how new development can be served. It also gives emergency providers the ability to comment on a design or development that may be impossible or difficult to serve.

Current Action

Funding is available for pre-disaster mitigation (PDM), Repetitive Flood Claims (RFC) program and flood mitigation assistance (FMA). After November 1, 2003, local governments and Indian Tribal governments applying for PDM fund for local mitigation projects must first have an approved local mitigation plan. An approved all hazards mitigation plan is required for all communities and Indian Tribal governments applying for funding after November 1, 2004. Without an approved mitigation plan, money for these projects must come from local tax payers[5].

Communities have the option of either developing their own plan or adopting a county plan. As of January 24, 2007, Fond du Lac, Calumet and Winnebago counties, the Village of North Fond du Lac and the Menominee Indian Tribe and County are the only jurisdictions

[4] Wisconsin Statutes 66.1001.

[5] Wisconsin Emergency Management – Hazard Mitigation Programs. http://emergencymanagement.wi.gov

within the region that currently have an adopted Hazard Mitigation Plan. Waupaca, Waushara, Outagamie, Marquette and Shawano counties and the Stockbridge-Munsee Tribe have plans in progress. Green Lake County does not have an adopted plan and is not working towards the preparation of a plan. The Disaster Mitigation Act of 2000 (DMA2K) reinforces the importance of hazard mitigation planning and emphasizes planning for natural disasters before they occur.

Many communities and departments are already working to decrease costs. A review of the fire departments and districts in the region, indicates that a number of departments have combined to form joint fire districts. In the Fox Cities, the communities of Neenah and Menasha have combined fire departments to maximize cost savings while providing quality service to their residents. In Waushara County, the Redgranite Area Fire District owns a ladder truck, while the nearby Tustin Fire Department has a boat for water rescues. In the Fox Cities, the City of Appleton operates the county Hazmat team and equipment that responds to emergencies throughout the county. It is also part of a Regional Hazmat team whose members consist of the Cities of Appleton, Oshkosh, Green Bay and Marinette Fire Departments. Police departments also are seeing savings through consolidation. In 1995, the villages of Kimberly and Little Chute combined police departments to form the Fox Valley Metro Police Department. Communities and counties are also working together to provide services and share jail space.

Outagamie, Calumet, Winnebago and Brown counties jointly set up a four county high speed 911 emergency dispatch system; FoxComm. Besides dispatching emergency personnel, the high speed system also allows the four counties to share and access police records from any of the other three member counties.

North East Wisconsin COMmunications or NEWCOM was formed to address the challenges associated with the interoperability of a public safety mobile radio system. This system encompasses a 17 county region, including the counties of Waupaca, Shawano and Menominee from the East Central Region.

Currently a number of counties within the region are looking to update communications equipment. These counties will need guidance to select equipment that is compatible with surrounding counties. Inclusion within a communications network will insure that these counties and departments have the ability to communicate between each other.

However, there are still some counties within the region who have not joined a communications network. Compounding this problem is an incompatibility of communication equipment produced by different manufacturers. Therefore public safety departments not in a network may not be able to communicate with other jurisdictions.

A number of communities within the region have the ability to access local wireless systems. These systems can be used by emergency personnel including law enforcement and fire, community partners such as nurses, and the local community to access fast, reliable information.

Medicare has recently enacted a new fee scale for reimbursement. EMT's will now be reclassified to "basic level". Currently Medicare reimburses approximately 40% of the cost of an ambulance call. Under Medicare's new reimbursement scale, the amount will be lower. Lower reimbursement levels may affect the ability for many ambulance providers to remain in business.

Membership to the Mobile Healthcare Providers Alliance includes 17 counties within the state (9

of the 10 counties within the region) and 40 to 60 providers. This alliance looks at group purchasing and works with the North Central Buying Coop. Education and training at a reasonable price is also provided by the alliance.

The Wisconsin Hospital Association is working to increase hospital preparedness for disasters (biological and chemical) with funding from the Health Resources and Services Administration, a part of the U.S. Department of Health and Human Services. This funding can be used for both disaster planning and resource acquisition.

In order to maximize cost savings and maintain and improve service levels, counties, municipalities and emergency service providers recognize the value of long term planning. To avoid reactionary planning, it is essential that there is more communication and coordination between developers, municipalities, public agencies and officials and the general public with respect to public safety.

Year 2030 Vision for Public Safety

The following vision statement was developed by the Public Safety Technical Advisory Committee:

The provision of efficient quality emergency and non-emergency services in a timely, cost effective manner throughout the region.

Goals, Strategies and Recommendations

Many of the goals and strategies that were developed for this section will result in working partnerships, increased communication, and will aim to improve service levels and increase cost savings. The strategies suggest a shift away from the more traditional local service provision to more regional cooperative agreements between/amongst communities to share the responsibility of providing services. Implementation of these strategies will take commitment, money and time.

GOAL CF-5.1: Counties are provided up to date cooperative emergency disaster assistance and training.

STRATEGY CF-5.1.1: Develop regional mutual aid agreements between County Emergency Management Directors.

- *RECOMMENDATION CF-5.1.1.1: The Commission should work with County Emergency Management Directors to establish a model county pre-disaster agreement that could be implemented in times of need. These agreements should allow employees from one county to work across county lines to provide assistance to another.*
- *RECOMMENDATION CF-5.1.1.2: The Commission should encourage the Wisconsin Towns Association (WTA) and the Wisconsin City/County Management Association (WCMA) to provide information to elected county boards and officials regarding the benefits of regional mutual aid agreements.*

STRATEGY CF-5.1.2: National Incident Management Systems (NIMS) Training to communities through the Wisconsin Emergency Management office is provided.

- *RECOMMENDATION CF-5.1.2.1: The Commission should encourage Fox Valley Technical College and the Wisconsin Emergency Management Office to provide NIMS Training through non-traditional avenues including local, on-line, video, television and distance learning as a way to reduce overall cost of training quality personnel.*

STRATEGY CF-5.1.3: Bridge gaps in data sharing agreements between local units of government and state agencies.

- *RECOMMENDATION CF-5.1.3.1: The Commission should continue to cooperate with the Department of Military Affairs in establishing a Statewide Data Repository to improve prompt and accurate damage assessments in times of large scale disasters.*

- *RECOMMENDATION CF-5.1.3.2: The Commission should continue to coordinate and facilitate the development of a 2010 Statewide Aerial Imagery Program to benefit Emergency Response and Recovery.*

GOAL CF-5.2: All counties and local governments within the region have developed and adopted an All Hazard Mitigation Plan.

STRATEGY CF-5.2.1: Promote the benefits of adopting an All Hazard Mitigation Plan.

- *RECOMMENDATION CF-5.2.1.1: The Commission should schedule a regional meeting to inform member counties and incorporated municipalities about the benefits of preparing and updating All Hazard Mitigation Plan and procedures.*

- *RECOMMENDATION CF-5.2.1.2: The Commission should encourage the Wisconsin Towns Association (WTA), Wisconsin Counties Association (WCA), League of Wisconsin Municipalities, the Department of Commerce and others to promote the benefits of All Hazard Mitigation Planning.*

- *RECOMMENDATION CF-5.2.1.3: The Commission should assist in a review of existing county All Hazard Mitigation Plans for regional emphasis. As part of this review, the Commission should consolidate county data into a regional data set and identify common strategies and recommendations as well as similar implementation techniques.*

- *RECOMMENDATION CF-5.2.1.4: The Commission along with county emergency management directors should develop a regional hazard mitigation plan that would be designed to supplement county plans.*

- *RECOMMENDATION CF-5.2.1.5: The Commission should continue to work with and maintain a contact with the Wisconsin Emergency Management Association (WEMA).*

- *RECOMMENDATION CF-5.2.1.6: The Commission should work with the Wisconsin Land Information Association (WLIA) to develop data standards for critical infrastructure and facilities through the Geospatial Preparedness Task Force.*

- *RECOMMENDATION CF-5.2.1.7: The Commission should continue to maintain a position for an Emergency Management Planner.*

- *RECOMMENDATION CF-5.2.1.8: The Commission should continue to contract with counties for All Hazard Mitigation Plan preparation and updates.*

GOAL CF-5.3: Mutual aid cooperation, regional and local purchasing programs and the sharing of equipment, technical resources, personnel, and specializations are in place between the various police and fire departments and between municipalities and counties.

STRATEGY CF-5.3.1: Continuously monitor the status, needs and desires of providers of fire protection in the region.

- *RECOMMENDATION CF-5.3.1.1: The Commission should develop a survey (targeting fire departments) with the assistance of county emergency management directors. The survey should include equipment capabilities, existing*

mutual aid agreements and personnel abilities.

STRATEGY CF-5.3.2: Explore opportunities for partnerships to share resources, personnel, equipment, training and specializations.

- *RECOMMENDATION CF-5.3.2.1: The Commission encourages emergency management directors to educate county supervisors, government officials and others about the economic benefits of forming partnerships.*
- *RECOMMENDATION CF-5.3.2.2: The Commission encourages county emergency management directors meet with local level jurisdictions to determine what can be consolidated to save money yet provide efficiencies in service.*
- *RECOMMENDATION CF-5.3.2.3: The Commission encourages county emergency management directors to work with local fire and police departments to coordinate training opportunities within areas or counties.*
- *RECOMMENDATION CF-5.3.2.4: The Commission encourages the Wisconsin Towns Association and the Wisconsin Counties Association to inform their membership of what is available in terms of grants and state bid pricing for equipment purchases.*
- *RECOMMENDATION CF-5.3.2.5: The Commission encourages county emergency management directors to promote coordination between local fire departments within counties for fire inspection, training and arson investigation.*
- *RECOMMENDATION CF-5.3.2.6: The Commission should encourage communities to explore automatic assistance agreements for fire protection.*
- *RECOMMENDATION CF-5.3.2.7: The Commission should encourage communities and counties to work together to define logical service areas (possibly across municipal and county boundaries) that would improve response times.*
- *RECOMMENDATION CF-5.3.2.8: The Commission should encourage Outagamie, Calumet and Winnebago counties to consider the development of a regional jail facility to address existing and future capacity issues.* (***See Chapter 11: Land Use***)
- *RECOMMENDATION CF-5.3.2.9: The Commission should encourage urban communities to consider the use of the county sheriff's department for the provision of additional services versus the creation of a local police force.*
- *RECOMMENDATION CF-5.3.2.10: The Commission, working with law enforcement personnel, should determine a method to better evaluate the level of law enforcement protection within the region.*

GOAL CF-5.4: Encourage efforts to promote an efficient regional and statewide communications network.

STRATEGY CF-5.4.1: Expand the "FoxComm" or NEWCOM concept to counties (Green Lake, Waushara, Fond du Lac and Marquette) not currently in a regional communications system.

- *RECOMMENDATION CF-5.4.1.1: The Commission should explore and assist with the creation of regional communication network that will allow the counties of Waushara, Green Lake, Marquette, Fond du Lac and others the ability to communicate more effectively with each other and with other regional communication groups within the state.*

STRATEGY CF-5.4.2: Encourage local and regional high-speed wireless communication networks. (***See Plan Guideline CF-4: Electric, Gas and Telecommunications***)

- *RECOMMENDATION CF-5.4.2.1: The Commission should encourage communities to work with law enforcement, fire protection, school districts, institutes of higher education to install local and regional wireless networks to improve communication and data access.* (***See Plan Guideline CF-6: Education and Libraries and Chapter 4: Economic Development***)

- *RECOMMENDATION CF-5.4.2.2: The Commission should work with New North to establish regional wireless networks.* (***See Chapter 4: Economic Development***)

STRATEGY CF-5.4.3: Expand the statewide communications network.

- *RECOMMENDATION CF-5.4.3.1: The Commission encourages the state to expand its radio communications network to include a mobile mapping network with data terminals so that public safety personnel will have the ability to share and access information and data from vehicles and other mobile units.*

- *RECOMMENDATION CF-5.4.3.2: The Commission encourages the state to provide the necessary infrastructure and software so that communication systems within the state have the ability to communication with each other.*

STRATEGY CF-5.4.4: Develop a regional inventory of emergency communications equipment.

- *RECOMMENDATION CF-5.4.4.1: The Commission should work with emergency management directors to develop a survey that could be used to inventory the types of communication equipment that the various law enforcement and fire departments are using.*

GOAL CF-5.5: Promote consistent long-term regional planning, communication and cooperation between the various counties, municipalities and public safety officials.

STRATEGY CF-5.5.1: Increase communication between public safety officials, counties and municipalities and involvement of public safety representatives in all aspects of community planning.

- *RECOMMENDATION CF-5.5.1.1: The Commission encourages municipalities (county, city, village, and town) to include county emergency management directors; and fire, police and highway departments in upfront county and regional planning activities.* (***See Chapter 11: Land Use and Chapter 6:Transportation***)

- *RECOMMENDATION CF-5.5.1.2: The Commission should work with county emergency management directors to develop a USH 41 Corridor Evacuation Plan.* (***See Chapter 6: Transportation***)

Policy Links

The issues identified in this sub-element are related to the other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

Involving community facilities partners (fire, police, emergency management, electric, gas, and telecommunications) in long-term community and regional planning activities ensures that existing and future development proposals can be efficiently and effectively served. Community and regional level land use impacts can be better addressed through inter-municipal cooperation.

The development of a local and/or regional high speed wireless network not only provide an economic development stimulus but provide a method to share needed data between community facility groups (public safety and health departments, schools, libraries, municipal governments and government agencies).

Education and Libraries

PLAN GUIDELINE: CF-6

Year 2030 Regional Comprehensive Plan

Key Facts

Schools

There have been approximately 33 public schools built in the region between 1993 and August of 2005[2]. Eighteen of these were high schools. The majority of these high schools were built on land at the outskirts of the community that they served. The impacts of these siting decisions have, in many cases been considered secondary.

Access (pedestrian, vehicular and transit), traffic concerns, drainage, zoning, access to public utilities (water, sanitary and storm sewer) and facilities (fire and police) are some of the many issues that need to be better considered when selecting a site for a new school.

School districts provide opportunities for students to participate in sports and most schools have recreational facilities. Some of these facilities include swimming pools, baseball and soccer fields and for this reason are seen as an additional community asset.

The American Society of Civil Engineers (ASCE) recently released their rating for school infrastructure for both Wisconsin and the nation[1]. Over 50 percent of the schools within the state are over 40 years old, and 57 percent of schools report that maintenance budgets are "less than adequate" to raise the overall condition of schools to good. Due to the age and condition of school infrastructure, ASCE gave Wisconsin schools a C (fair) rating and national schools a D- (poor).

Libraries

There are 52 public libraries and four library systems in the East Central region. All the counties within the region participate in a federated library system, which is designed to provide expanded library services to more people without making additional large expenditures.

Library budgets are shrinking, yet employee wages and benefits, insurance, utility and material costs are increasing. In 2000, of the 52 public libraries in the region, over 40% percent provide only basic or less than basic services in terms of adequate staff, minimum number of volumes owned, periodical titles received, and the number of hours that the library is open per week[2].

According to the Outagamie Waupaca Library System (OWLS), people typically use more than one library. More than 46 percent of those visiting a library in 2006 did not reside within the municipality where the library was located. The largest non-resident use comes from county residents who live outside of municipal boundaries.

Standards specify that all residents should be within a 15 minute drive of a public library in a metropolitan area, or within a 30 minute drive of public library in a rural area.[3]

So What!

Schools

Building new schools on the fringes of a community encourages urban sprawl, requires

[1] ASCE 2005 Report Card for America's Infrastructure.

[2] Department of Public Instruction.

[3] Wisconsin Public Library Standards, 2000.

the use of automobiles in favor of students biking or walking to school, lengthens bus routes, and leads to excessive land consumption along the urban fringe.

Effective local and regional planning for new school facilities can save money. Land can be reserved for future schools before development occurs and land prices rise. When development demands additional school space, land will be available in areas already served by public infrastructure and within walking distance to the people who will use it.

While it is important to work together in the siting of school facilities it is equally important to form partnerships in the design of the school facilities. School districts and communities have limited budgets. Facilities designed for community use can be incorporated into new school buildings. These facilities could include a community swimming pool, auditorium or even a library. School facilities can also be designed as community facilities for after school use. These facilities make excellent meeting places for community meetings and recreational activities.

In some instances, the sharing of joint facilities has raised concerns by school district and community officials as well as the general public about security and funding. Other issues to address include program oversight, eligible program participants, cost sharing formulas and access. Communities have discovered though that these concerns can be overcome.

"Green" school buildings have been shown to provide healthy and productive learning environments. These facilities provide good air quality, lighting, air temperature, humidity and reduced noise levels, and result in higher average daily attendance rates and test scores; increased teacher satisfaction and lower staff turn over rates. Additional benefits include lower operating costs and reduced environmental impacts. "Green" schools may incorporate building materials that have been recycled or produced in a way the conserves natural resources, promote reuse of existing buildings, furnishing and equipment, promote water efficiencies, conserve existing on-site natural areas and restore damaged ones, and minimize stormwater runoff.

Libraries

Libraries are often used as community centers and may be a symbol of a community's identity. They provide a meeting place for social and more formal events. The materials that they offer for patron's use is not only free but provide many hours of enjoyment and enrichment. In the Chicago area, libraries have been used as focal points around which a neighborhood is built. Libraries are good for business: they provide a draw to bring people into a community, thus generating income for local businesses.

As a result of budget cuts many libraries within the region are either providing only basic, or in some cases, less than basic services. Funding for public libraries comes primarily from local property taxes. Counties are required by law to reimburse municipalities within their county and within adjacent counties at 70 percent of the cost of service for non-municipal residents who use the library. In some areas, the percentage of use by non-municipal residents is approaching library use by municipal residents. This results in municipal residents paying a disproportionate share of funding for their local library.

The enactment of legislation that would permit the creation of public library districts in Wisconsin may provide a possible solution to the cross jurisdictional library use problems that exist within some areas of the region and state. It may help to improve library service and

provide for a greater equity of funding across jurisdictional boundaries.[4]

Current Action

Schools

Municipal park and school districts and non-profits are already working together on a variety of issues. In some communities, schools have been built next to parks and even adjacent to other schools in order to share common open space. Communities and park districts have agreements with school districts to use school space for voting, share joint swimming pools, library space, weight rooms, gym space and meeting facilities. Outdoor fields are frequently used by park districts as well as private organizations for recreational sports and activities.

Green schools or high performance schools are being designed around the county to meet the demands for improved student performance, tight budget constraints and the need for new or renovated schools. The Collaborative High Performance Schools (CHPS) began in 1999 in California. To respond to a growing national interest in high performance schools, CHPS has expanded its interest beyond California, by developing national as well as state specific versions of its manuals.

Libraries

Currently 19 states allow for the formation of a public library district, a special taxing district which allows for greater equity of funding across jurisdictional boundaries. Districts have the potential for improving the quality of public library service, and would provide Wisconsin municipalities and counties with an additional alternative for the delivery of public library service. Public library district legislation has been endorsed by the Wisconsin Library Association (WLA), the System and Resource Library Administrators' Association of Wisconsin and the State Superintendent's Task Force on Public Library Legislation and Funding. The WLA is working to have legislation introduced in the 2007-09 session.

Year 2030 Vision for Education and Libraries

The following vision statement was developed by the Education and Library Technical Advisory Committee:

A variety of meaningful educational options and opportunities exist for all students. Children and adults in the region are provided accessible educational, informational and recreational library services and materials in an economically efficient and timely manner.

Goals, Strategies and Recommendations

The goals, strategies and recommendations that were developed for this section are intended to encourage planned and cost effective school and library facilities. It is also intended to address the funding inequities that exist between libraries and suggest methods that can be used to maintain and improve library service to residents of the region.

GOAL CF-6.1: Promote communication and collaborative long term planning between municipalities, private organizations, non-profits, public agencies, school districts, higher education and libraries in the siting of new facilities.

STRATEGY CF-6.1.1: Promote and improve upfront community planning to identify current issues and future needs. (***See GOAL CF-6.2***)

[4] Wisconsin Library Association. http://www.wla.wi.us.

- *RECOMMENDATION CF-6.1.1.1: The Commission should encourage communities to establish an annual community meeting. Representation at the meeting should include school districts, local park departments, municipal leaders, non-profit organizations, businesses, etc.* (***See Plan Guideline CF-8: Local Parks and Recreational Facilities***)

- *RECOMMENDATION CF-6.1.1.2: The Commission encourages school districts and communities to work with community and regional land use planners when planning new facilities.*

- *RECOMMENDATION CF-6.1.1.3: The Commission encourages communities to involve the entire community in school facility planning.*

- *RECOMMENDATION CF-6.1.1.4: The Commission encourages school districts to improve their involvement and information sharing in local smart growth planning processes. Wherever possible new, potential school sites should be illustrated on community level smart growth plan maps sot that community input can be sought.*

STRATEGY CF-6.1.2: Ensure a complete evaluation of all the issues involved in the siting of new school and library facilities.

- *RECOMMENDATION CF-6.1.2.1: The Commission should form a regional committee to develop a generic checklist that could be used to aid school districts, institutions of higher education, libraries and others when planning and siting new facilities. Items to be considered should include:*

  - *Vehicle and pedestrian access;*
  - *Existing public infrastructure (sewer, water, roads);*
  - *Stormwater management;*
  - *Public transportation availability;*
  - *Bussing;*
  - *Public safety protection (police and fire);*
  - *Us/re-use e of existing facility;*
  - *Impact on community and neighborhood;*
  - *"Green" building opportunities;*
  - *Recreational and open space needs.*

- *RECOMMENDATION CF-6.1.2.2: The Commission encourages communities to site new school facilities using a conditional use permit process, and that schools not be treated as a "use by right" in any zoning district.*

STRATEGY CF-6.1.3: New school facilities should be sited so as to lessen the negative impact on a community or to improve upon an economically disadvantaged area.

- *RECOMMENDATION CF-6.1.3.1: The Commission encourages schools and municipalities to make good use of existing resources, such as older/historic buildings.* (***See Chapter 10: Cultural Resources***)

- *RECOMMENDATION CF-6.1.3.2: The Commission should evaluate and seek to modify existing state or accepted industry standards that encourage larger sites, funding formulas that are weighted against renovation of existing schools, etc.*

- *RECOMMENDATION CF-6.1.3.3: The Commission encourages school districts and municipalities to place an emphasis on pedestrian accessibility when planning new facilities.* (***See Chapter 6: Transportation and Chapter 11: Land Use***)

- *RECOMMENDATION CF-6.1.3.4: The Commission should continue its involvement and promotion of the WisDOT Safe Routes to School planning program.* (***See Chapter 6: Transportation***)

- *RECOMMENDATION CF-6.1.3.5: The Commission encourages communities to plan for and consider the impacts of new schools on the surrounding community when developing a future comprehensive plan or plan amendment.* ***(See Chapter 6: Transportation and Chapter 11: Land Use)***

These include:

- *Land availability within areas already served by infrastructure;*
- *"Neighborhood school" concept – building or renovating structures in existing residential areas;*
- *Multiple transportation choices to access the school and library (pedestrian, bus, automobile and bicycle);*
- *Choosing a site that minimizes the need for bussing of students;*
- *If area is not developed, then the cost and responsibility for public infrastructure extensions are well-documented;*
- *Access to existing emergency services.*
- *Impacts to existing neighborhoods and communities if a school is relocated.*

STRATEGY CF-6.1.4: Encourage the use of sustainable or green buildings when designing new facilities or renovating existing facilities (school and libraries). (***See Plan Guideline C4: Electric, Gas and Telecommunications***)

- *RECOMMENDATION CF-6.1.4.1: The Commission should develop a plan guideline or guide book on sustainable or "green" municipal buildings. Items that should be addressed include:*
  - *Definition of sustainable or green buildings*
  - *Cost savings, examples and methods*
  - *Good local examples of sustainable or green buildings (school or libraries)*
  - *Where to get more information*

GOAL CF-6.2: Promote the multiple use of recreational, school, and library facilities.

STRATEGY CF-6.2.1: When planning a new recreational, school or library facility, consider the broader public needs of a community.

- *RECOMMENDATION CF-6.2.1.1: The Commission encourages communities to plan new recreational educational and library facilities in conjunction with other public and private needs and development in general.*

- *RECOMMENDATION CF-6.2.1.2: The Commission encourages school districts and local communities to identify potential community partnerships when planning new facilities.*

- *RECOMMENDATION CF-6.2.1.3: The Commission encourages communities to establish policies for shared facilities which adequately address access, funding, cost sharing formulas, program oversight, security and eligible program participants.*

GOAL CF-6.3: Promote adequate and equitably funded, quality library services for all residents of the region.

STRATEGY CF-6.3.1: Maintain and enhance library services for all residents within the region.

- *RECOMMENDATION CF-6.3.1.1: The Commission should prepare a study which evaluates existing libraries within the region to determine better their levels of existing service and service gaps.*

- *RECOMMENDATION CF-6.3.1.2: The Commission should share any evaluations with the library systems and key decision makers within the region.*

- *RECOMMENDATION CF-6.3.1.3: The Commission should evaluate the minimum library standards set by state statues to determine if these standards are adequate.*

- *RECOMMENDATION CF-6.3.1.4: The Commission should work with the Wisconsin Library Association to encourage an amendment to the Wisconsin State Statutes (Chapter 43) that requires all counties to prepare and adopt a countywide library service plan.*

- *RECOMMENDATION CF-6.3.1.5: The Commission should work with the Wisconsin Library Association to support legislation that would permit, but not require, the creation of public library districts in Wisconsin as a potential funding mechanism for future operations.*

- *RECOMMENDATION CF-6.3.1.6: The Commission should work with public libraries and library systems within the region to identify areas that would potentially benefit from the creation of library districts.*

- *RECOMMENDATION CF-6.3.1.7: The Commission should work with existing public libraries and library systems to identify areas that may need new library facilities. This information should be used to develop a regional map (15/30 minute standards) that illustrates potentially under served areas within the region.*

STRATEGY CF-6.3.2: Ensure that libraries within the region have adequate funding to provide at least basic service needs.

- *RECOMMENDATION CF-6.3.2.1: The Commission should compile and evaluate a list of state and county funding policies and options, including impact fees for libraries. This information should be shared with library systems and key decision makers within the region.*

- *RECOMMENDATION CF-6.3.2.1: The Commission should work with the Wisconsin Library Association to promote the economic benefits of libraries through the distribution of information via its news-letters, websites and conference events.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

The siting of new school and library facilities may impact the adjoining auto and pedestrian transportation network and existing community facilities (police, fire, sanitary sewer, water, electric, gas, telecommunications). Frequently construction of a new facility on a community's fringe provides a stimulus for housing and other economic development and the corresponding loss of valuable agricultural lands, natural resources and open space.

While siting of school and library facilities has definite local impacts it also has the potential to have far more reaching regional impacts as well. For example the facility and corresponding development may require additional considerations for flow through traffic.

Community input into the renovation of an existing or the development of new facility is a perfect opportunity for a discussion of community needs and desires related to land use and redevelopment. It is chance to form partnerships between citizens, businesses, government, non-profits and schools so that a facility can be designed with multiple uses in mind.

Health and Childcare

PLAN GUIDELINE: CF-7

Year 2030 Regional Comprehensive Plan

Key Facts

Poor diet and physical inactivity are becoming epidemic and were the second leading causes of deaths in the United States between 1990 and 2000. In 2000, 400,000 deaths were attributed to poor diet and lack of physical exercise[1]. Approximately 59 million adults and 9 million young people are obese. More than 60 percent of adults and a third of high school students do not get enough exercise[2].

While historically children and young adults have used walking or biking as a way to get move around their neighborhoods, community and to get to and from their schools, this is not true today. In 1969, 42 percent of school age children (5 – 18 years old) walked or biked to school, by 2001, only 16 percent of school age children did the same.

There are more than 90 agencies, non-profit organizations and businesses working on health related issues within the Fox Cities alone. These issues include aging, mental health, wellness and prevention.

Until the mid 1990's, a state agency monitored the health care industry for duplication of services. As a result, facilities specialized in unique areas. For example one facility could concentrate on diseases of the heart while another specialized in premature infant care. Following elimination of this oversight agency, current state policy allows market demands to determine the location and specialty of a facility.

A shortage of affordable, quality childcare exists within the region. Women make up about 64% of the workforce within the region and the state compared to 58% in the nation[3].

So What!

Unhealthy diets and physical inactivity increases a person's risk of developing type 2 diabetes, high cholesterol, hypertension, heart disease, sleep disorders, breathing problems, stroke, breast cancer, colon cancer, gallbladder disease and arthritis. According to a recent study by researchers at RTI International and the Center for Disease Control and Prevention (CDC), it is estimated that U.S. obesity related medical expenditures reached $75 billion in 2003.

Today's communities are designed with the automobile in mind. Sprawl[4], a major issue in the United States, discourages physical activity while it encourages the use of the automobile over walking or bicycle riding. This has also contributed to the decline in the number of children and young adults that are using this mode of transportation to get to and from school and around their communities and neighborhoods.

As issues about crime and traffic become more prevalent, parents have become more and more concerned about their children's safety. This concern has resulted in parents driving their

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1 Center for Disease Control and Prevention.

2 U.S. Centers for Disease Control and Prevention. Kids Walk-to-School: then and Now – Barrier and Solutions. Http://www.cdc.gov/nccdphp/dnpa/kidswalk/then_and_now.htm. Accessed March 7, 2008.

3 2000 Census.

4 Sprawl is defined as low density, automobile dependent, consumptive development.

children to more activities such as school, which in turn increases traffic because more people are driving. This fear of crime and traffic has also caused parents to hinder their children's ability to roam and play freely out of doors, which has resulted in a decrease in children's activity levels and has lead to an increase in childhood obesity and obesity related illnesses.

With such a diverse group of agencies, organizations, non-profits and businesses working on health related issues within the region there is bound to be a duplication of efforts. The work that these groups are doing is invaluable to the well being of the residents of the region. However when everyone is struggling to continue to provide quality programming and services, any duplication of efforts is a waste of scarce resources.

Market demands for new health care facilities are not always best for the health of the local economy and its residents. An oversupply of healthcare facilities can result in a shortage of available workers, competition for patients and duplication of services as well as increased costs.

Local zoning laws often are designed to separate residential uses from commercial and industrial uses. Instead of different land uses in close proximity to each other, they are often spread out. Roads are usually designed to move motor vehicles quickly and efficiently, making riding a bicycle unsafe. In some newer neighborhoods, sidewalks are not built, further discouraging walking as both a leisure activity and a mode of transportation.

Parents in the workforce with children in childcare are more productive if their children are placed in a safe, reliable environment. However, zoning regulations and land use planning can impact the location of childcare facilities. Depending on local zoning regulations childcare facilities may be permitted in residential areas or may be restricted in commercial business parks. Some subdivision covenants may prohibit licensed childcare providers from operating a licensed daycare program from their home. This is important since people often seek childcare, either near their homes, in a residential setting, or near their place of employment.

Current Action

Many efforts are underway. A worldwide health promotion initiative called the "Healthy Communities" movement is a way to improve the health of both the community and the residents. In a "healthy community" you will find strong schools, strong families, safe streets, a clean environment, a diverse and vibrant economy and high quality affordable health care.

Another new concept "green infrastructure" is also being promoted locally and regionally. Similar to the "healthy communities" movement, "green infrastructure" is an interconnected network of streetscapes, plazas and parks that are accessible, safe, support diverse uses, ecologically sound, promote cultural understanding, foster community pride, are well maintained and are community funded[5]. Given a choice, people want to live in a "healthy community" or a community that incorporates "green infrastructure".

The Center for Disease Control and Prevention (CDC) provides funding to states to prevent and reduce the prevalence of obesity and the chronic diseases associated with it; to manage statewide coordinated school health programs; and to encourage young people to adopt healthy behaviors.

In July 2005, Congress passed federal legislation that established a national Safe

[5] Paint the Town Green: A Plan for Open Space Reinvestment in Wisconsin Communities".

Routes to School (SRTS) program. This program dedicates a total of $6123 million towards SRTS between 2005 and 2009. This program is being used from planning, design and construction of infrastructure that will improve the ability of students to walk and bicycle to school.

The Green Bay Area Chamber of Commerce has formed the Bay Area Community Health Partnership to promote improved community health, healthy life choices and accessible, high quality health care. Some of the program areas include: community wellness, healthy lifestyles and choices, aging, and the development of future healthcare workers. Although, this has been very valuable in the Green Bay area, a similar coalition in the Fox Cities or within other areas of the region does not exist. While it may be difficult to implement the entire program, a coalition of healthcare stakeholders in the Fox Cities and other areas would be beneficial.

Year 2030 Vision for Health and Childcare

The following vision statement was developed by the Health and Childcare Technical Advisory Committee:

A collaborative regional forum is provided that creates and implements a strategic policy framework for the continuum of care for the health and well being of the residents of the East Central region

Goals, Strategies and Recommendations

Healthy community planning, partnerships, and community wellness will contribute to an improved continuum of care for the health and well being of the residents of the region. Improving the continuum of care, however, involves changing behaviors and relationships between organizations. It will involve collaboration between agencies, non-profits, businesses and others who have not traditionally worked together. Compromises need to be made, land use controls and lending polices will need to be altered.

GOAL CF-7.1: Promote community planning that will encourage a sustainable, healthy, safe, vibrant and diverse environment for residents.

STRATEGY CF-7.1.1: Encourage development that incorporates mixed uses, increases in density and ensures safe and inviting pedestrian corridors. (***See Chapter 6:Transportation, Chapter 11: Land Use, and Chapter 4: Economic Development***)

- *RECOMMENDATION CF-7.1.1.1: The Commission should establish a regional task force to identify government incentives, land use controls and bank lending policies that discourage or disallow healthy community planning or the placement of childcare facilities.*
- *RECOMMENDATION CF-7.1.1.2: The Commission should distribute the information developed by the regional task force to member communities and counties through plan guidelines or other effective methods.*
- *RECOMMENDATION CF-7.1.1.3: The Commission should encourage development that incorporates a mix of integrated community uses, increases housing density and shortens the distance between housing, work, shopping and services so that walking, biking or transit is a viable option.*
- *RECOMMENDATION CF-7.1.1.4: The Commission should encourage communities to consider the allowance of home-based occupations that reduce the need to commute.*

STRATEGY CF-7.1.2: Encourage communities to invest in infrastructure that expands transportation options (pedestrian, bicycle and public transit). (***See Chapter 6: Transportation, Chapter 11: Land Use, Plan Guideline CF-8: Local Parks & Recreational Facilities, and Plan Guideline CF-6: Education and Libraries***)

- *RECOMMENDATION CF-7.1.2.1: The Commission should encourage pedestrian and bicycling friendly infrastructure.*
- *RECOMMENDATION CF-7.1.2.2: The Commission should encourage communities to evaluate existing interconnections (greenways, paths, sidewalks) between residential areas and places of employment, recreation, services, schools, etc.*
- *RECOMMENDATION CF-7.1.2.3: The Commission encourages communities to evaluate and consider interconnections between new development and the existing community when new development proposals are proposed.*
- *RECOMMENDATION CF-7.1.2.4: The Commission encourages communities to evaluate intersections for pedestrian access and safety.*
- *RECOMMENDATION CF-7.1.2.5: The Commission encourages communities to perform a "Workable Audit[6]".*
- *RECOMMENDATION CF-7.1.2.6: the Commission encourages communities to perform a "Bikability Audit".*
- *RECOMMENDATION CF-7.1.2.7: The Commission should promote multi modal public transportation (bike racks on buses).*

STRATEGY CF-7.1.3: Increase or invest in public open space such as green space and parks. (***See Plan Guideline CF-8: Local Parks & Recreational Facilities, Chapter 6: Transportation, Chapter 9: Natural Resources and Chapter 11: Land Use***)

- *RECOMMENDATION CF-7.1.3.1: The Commission encourages communities to review and revise existing zoning and subdivision ordinances so that green and open spaces are preserved. Items to be reviewed could include:*
  - *Number of parking spaces for commercial development;*
  - *Pavement widths;*
  - *Funding for parks and other green spaces acquisition;*
  - *Subdivision ordinances (allowance of "Conservation Subdivisions" or other alternatives that protect and incorporate natural resources);*
  - *Preservation of wilderness areas;*
  - *Creation or preservation of green corridors or systems throughout the community.*

STRATEGY CF-7.1.4: Encourage planning for healthy communities under the context of sustainability.

- *RECOMMENDATION CF-7.1.4.1: The Commission encourages efforts by communities and neighborhoods that promote social interaction.*
- *RECOMMENDATION CF-7.1.4.2: The Commission encourages communities to create neighborhood groups and to work with them to identify a vision and a strategy to incorporate healthy alternatives in existing neighborhoods.*
- *RECOMMENDATION CF-7.1.4.3: The Commission encourages efforts that promote community ownership (pride).*

[6] *Walkable Communities, Inc. www.walkable.org*

STRATEGY CF-7.1.5: Encourage efforts to educate school age children and young adults about sound community planning concepts.

- *RECOMMENDATION CF-7.1.5.1: The Commission should work with UW-Extension, community planners and school districts to establish opportunities in civic, science and environmental classes to educate school age children and young adults about community planning concepts and healthy neighborhoods.*

STRATEGY CF-7.1.6: Encourage safe routes for school aged children for biking and walking to school and related activities as a way to promote healthy behaviors and reduce childhood obesity. (***See Chapter 6: Transportation***)

- *RECOMMENDATION CF-7.1.6.1: The Commission should continue to assist in drafting and implementing Safe Routes to Schools Plans.*[7]

GOAL CF-7.2: Encourage efforts that foster community health partnerships.

STRATEGY CF-7.2.1: Foster communication and collaboration between community health/childcare agencies and organizations to reduce duplication. (See Strategy CF-7.4.3.1)

- *RECOMMENDATION CF-7.2.1.1: The Commission should work with Bay Area Community Partnerships, United Way, School Districts and local health/childcare agencies and organizations in the Fox Cities to establish a multi collaborative group of community health stakeholders*[8]*.* (***See Chapter 4: Economic Development***) *This group could be used to:*
  - *Provide a forum for the dissemination of information;*
  - *Maintain a method of open communication between health and childcare providers;*
  - *Provide an evaluation of existing services and resources;*
  - *Provide educational materials to the public about what services are already available and who provides them;*
  - *Reduce duplication of efforts;*
  - *Establish and foster partnerships;*
  - *Networking;*
  - *Address the disconnect between people who want to train as healthcare workers and the number of people who are allowed to go through the programs.*

- *RECOMMENDATION CF-7.2.1.2: The Commission should consider expanding this collaborative concept to other areas of the region.*

GOAL CF-7.3: Provide planning advice and guidance to local governments and health related businesses and facilities.

STRATEGY CF-7.3.1: Encourage communities to carefully consider all issues when approving the siting of new health care facilities. (***See Chapter 11: Land Use***)

- *RECOMMENDATION CF-7.3.1.1: The Commission should provide relevant demographic data to local governments and health related businesses so that informed decisions can be made.*

- *RECOMMENDATION CF-7.3.1.2: The Commission should prepare a generic checklist that could be used by political leaders and community health personnel when considering a new facility. Siting issues that communities should be looking at include:*

[7] See http://www.saferoutsinfo.org

[8] See Bay Area Community Partnership

- *Consistency with existing land policies;*
- *Location of existing public infrastructure (sewer, water, streets);*
- *Site Accessibility;*
- *Service population (who are they, and where are they located);*
- *Similar facilities in the area;*
- *Labor force availability (where will the labor force come from and is it available locally);*
- *Short and long term plans of the organization or business planning the facility.*

♦ *RECOMMENDATION CF-7.3.1.3: The Commission should promote itself as a data source among member communities and counties for grant applications and facility siting assistance.*

♦ *RECOMMENDATION CF-7.3.1.4: The Commission should analyze trends associated with the provision of healthcare and childcare in the region. These may include:*

- *The relationship between health care costs and the availability of less discretionary spending;*
- *Increased provision of healthcare facilities and costs;*
- *Role of clinics and hospitals within the region and the affect on health care provision and (rural) services;*
- *The shift from cure to prevention;*
- *The trend toward consumer driven healthcare;*
- *Public versus private nursing homes;*
- *Available of nursing home care and other similar facilities within the region;*
- *Availability of quality childcare in locations and times that parents require;*
- *Trends in childcare in regard to where parents work and live.*

STRATEGY CF-7.3.2: Promote the location of licensed day care facilities near employment and residential areas.

♦ *RECOMMENDATION CF-7.3.2.1. The Commission encourages communities to review zoning laws regarding the siting of daycare facilities so that facilities can by located in near places of employment.*

♦ *RECOMMENDATION CF-7.3.2.2: The Commission encourages communities to promote the allowance of in-home licensed daycare providers within new subdivisions so that protective covenants do not preclude this type of use.*

♦ *RECOMMENDATION CF-7.3.2.3: The Commission encourages business to consider on-site daycare provision for employees during hours of operation.*

GOAL CF-7.4: Promote the importance of community wellness.

STRATEGY CF-7.4.1: Identify local health needs (weaknesses) for infants, children, adolescents, adults and elderly including people with disabilities.

♦ *RECOMMENDATION CF-7.4.1.1: The Commission should identify and review existing health related studies and demographic data to identify community level and regional weaknesses such as:*

- *Access to nursing homes, assisted living facilities and other related facilities;*
- *Access to quality childcare facilities;*
- *Access to healthcare, including dental care.*

♦ *RECOMMENDATION CF-7.4.1.2: The Commission should determine the extent and availability of existing programs within rural communities and use this information to evaluate the relationship between rural*

communities and elder care (nursing home care, transportation, rural health and emergency care).

STRATEGY CF-7.4.2: Educate employers about the importance of supporting quality childcare facilities.

- *RECOMMENDATION CF-7.4.2.1: The Commission should work with Childcare Resource & Referral to empower (educate) business leaders and employers about the importance of affordable, accessibly quality childcare and the connection between worker productivity, quality childcare, and economic development.*

STRATEGY CF-7.4.3: Establish a forum or community partnership in the Fox Cities that will allow professionals in the area to work together to raise community awareness and themselves about health and childcare issues. (See Strategy CF-7.2.1)

- *RECOMMENDATION CF-7.4.3.1: The Commission should work with county health departments and others to form a community partnership that could be used to:*

  - *Provide educational material to employers and local residents about healthy lifestyles;*
  - *Look at innovative programs that will encourage greater participation in activities to reduce obesity rates;*
  - *To not only emphasis wellness for women but to look also at programs that focus on wellness in men;*
  - *Work towards a shift from cure to prevention;*
  - *Research consumer driven healthcare and individual control of the rising cost of insurance;*
  - *Promote health lifestyles;*
  - *Explore innovative alternative methods to shift healthcare and fiscal responsibly to consumers;*
  - *Educate local agencies and other health and childcare professionals about new and innovative practices.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

Healthy communities strive for a mix that incorporates different land uses, increases housing density, increases transportation options and reduces the distance between housing, work, shopping and services. These communities invest in and value natural resources such as parks, natural areas and other green spaces and corridors that provide their residents with an environment that promotes social interaction and increases pedestrian, biking and transit usage. Since healthy communities raise the quality of life for people who live there, economic development is enhanced in these areas since businesses want to locate there.

Rising healthcare costs directly affect the ability of businesses to compete in a global environment. Taking action to reduce healthcare costs by making our communities and residents healthier will assist the region viability in economic development.

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Local Parks & Recreational Facilities

PLAN GUIDELINE: CF-8

Year 2030 Regional Comprehensive Plan

Key Facts

Parks and recreational facilities are provided by the public, non-profit and private sectors.

In 1993, about 8,500 acres of public land within the region was owned by the local municipalities and school districts and used for park and recreational land.

School districts, for example, provide opportunities for students to participate in sports and most schools have recreational facilities at each of their school properties. Some of these facilities include swimming pools, gymnasiums, baseball, football and soccer fields, indoor/outdoor basketball, volleyball and tennis courts and natural areas.

Municipal park departments provide opportunities for both adults and children to participate in organized sport activities, recreational swimming and lessons in a variety of areas including golf, tennis, gymnastics, chess, karate, dance and boating. They also own and maintain the local parks in their communities.

Many private and non-profit organizations own excellent facilities and provide quality programming at a reasonable cost. Some of these organizations include the YMCA or YWCA, Boys and Girls Club, Boy Scouts of America, Girl Scouts of America, churches, nature centers, 4 H Chapters, golf courses, soccer, sports and health clubs, and senior centers.

The region also supports a number of specialized recreational facilities. These include the Fox Cities Stadium in Grand Chute, Wisconsin International Raceway in Kaukauna, Performing Arts Center in Appleton, Pickard Auditorium in Neenah, Grand Opera House in Oshkosh, Mielke Theater near Shawano, Nordic Mountain in Mt. Morris, Calumet County tubing hill near Stockbridge, Navarino Ski Hill in Shawano County, the Shawano Area indoor ice arena, the Waupaca Curling Club, Gravity Park in Chilton and USA Youth Sports Complex in Appleton.

The waterways of the region have historically been important to the local communities, region and state in terms of transportation, trade and industry. However, as times change, the significance of these areas has also evolved. Since 1959, commercial navigation has become almost non-existent; today the river is used almost exclusively for recreational navigation.

So What!

Park and recreational facilities attract visitors from throughout and beyond the region. These visitors have a major economic impact on the local economy. Parks can also vitalize the local economy by maintaining or increasing property values; promoting community and cultural identity by providing a place where local citizens can socialize, play sports or relax; promoting healthy active lifestyles by encouraging physical activity; and by providing a location for controlling stormwater, protecting water and air quality and providing wildlife habitat (green infrastructure).

Providers of recreational and educational services and facilities have limited budgets. Municipal park departments, school districts and other non-profit organizations often have to make difficult decisions when it comes to providing and maintaining quality programs and

facilities. They are required to balance the diverse interests of various user groups, maintain existing facilities and address the increased demand for new services and facilities.

Towns have not traditionally provided the same level of services and facilities as incorporated communities. As towns accommodate growth (whether it's urban or rural in nature), there may be a benefit in recognizing the importance of setting aside open space and preserving these areas for future generations.

It is also important for both towns and incorporated communities to be alert to the location of new development and to ensure that significant recreational resources are protected for future generations.

Current Action

One traditional barometer of the overall adequacy of a local park system is that it contains at least 10 acres of land per 1,000 residents. Experience has shown that this ratio needs to be higher in smaller communities if they want to accommodate even a basic range of recreational facilities.

Municipal park districts, school districts and other non-profits are already working together. In some communities, schools have been built next to parks and schools have been built next to other schools to share common open space. Park departments are utilizing schools to hold classes, use gym space and outdoor fields.

However, more can be done to consolidate programs and to form partnerships between private organizations, non-profits, schools and municipal park departments. It is important to remember that not every community needs to provide every service or have every different kind of facility. It makes economic sense for one community in an area to provide one high cost or specialized service or facility and for a nearby community to provide another.

Year 2030 Vision for Local Parks & Recreational Facilities

The following vision statement was developed by the Local Parks & Recreational Facilities Technical Advisory Committee:

The East Central Region will work cooperatively to protect and preserve current park, open space, recreational facilities, programs and plan for new facilities, while providing for and balancing the needs of various community groups with the needs of the general public in a financially responsible manner.

Goals, Strategies and Recommendations

The goals and strategies that were developed address what actions need to be taken to protect and preserve current park, open space, recreational facilities and programs and to plan for new facilities and programs.

GOAL CF-8.1: Identify mechanisms or incentives to encourage the coordinated development of parks and recreational facilities between the various governmental units.

STRATEGY CF-8.1.1: Increase regional and local coordination for the development and maintenance of park and recreational facilities and programs. (***See Strategy CF-8.4.1 and CF-8.4.2***)

- *RECOMMENDATION CF-8.1.1.1: The Commission should develop a regional inventory of existing park and recreational facilities to better identify the needs and opportunities for multi-jurisdictional collaboration.*

- *RECOMMENDATION CF-8.1.1.2: The Commission should work with the Wisconsin Parks & Recreation Association to identify restrictions that prohibit cooperation between municipalities.*

- *RECOMMENDATION CF-8.1.1.3: The Commission should work with the Wisconsin Parks & Recreation Association to encourage legislation that promotes cooperation between municipalities to improve park and recreational facilities and services.*

- *RECOMMENDATION CF-8.1.1.4: The Commission should work with the Wisconsin Park & Recreation Association to encourage legislation that would allow for the formation of regional park districts.*

- *RECOMMENDATION CF-8.1.1.5: The Commission should encourage the Wisconsin Park & Recreation Association to develop an educational campaign that would raise awareness of the benefits that can be derived by supporting an area-wide park and recreational program.*

- *RECOMMENDATION CF-8.1.1.6: The Commission should facilitate future discussions with county and local park and recreation departments on interest in pursuing a regional park and recreation improvement program, in which projects are prioritized as a region or sub-region similar to the MPO's role in the Transportation Improvement Program (TIP) development (cooperative funding pool).*

STRATEGY CF-8.1.2: Encourage political entities that encompass many jurisdictions (counties or ECWRPC) to take a leadership role in coordinating/planning for (local/regional) park and recreational facilities and programming.

- *RECOMMENDATION CF-8.1.2.1: The Commission should form a regional focus group to identify existing regional needs, programs and facilities.*

- *RECOMMENDATION CF-8.1.2.2: The Commission should work with municipal park departments to identify small positive activities that communities have done by working together and promote these projects on a region wide basis.*

- *RECOMMENDATION CF-8.1.2.3: The Commission should encourage and/or work with municipal park department representatives in larger sub-regions (i.e. Fox Cities) to bring municipalities together to:*

    - *Increase communication between municipalities;*
    - *Identify potential partnerships;*
    - *Identify a program that communities could work together on;*
    - *Work on funding issues (user fees, impact fees);*
    - *Draft a model ordinance;*
    - *Share financial responsibilities for recreational programs and facilities..*

STRATEGY CF-8.1.3: Raise awareness of the community and area-wide economic benefits that recreational events and facilities generate.

- *RECOMMENDATION CF-8.1.3.1: The Commission should work with local visitor and convention bureaus to illustrate the economic benefits of recreational events and facilities for a specific community area.*

- *RECOMMENDATION CF-8.1.3.2: Investigate the possibility of park and recreation departments sharing in local room tax revenues.*

STRATEGY CF-8.1.4: Ensure that municipal park departments are consistently asked to provide input into municipal projects and development related decisions.

- *RECOMMENDATION CF-8.1.4.1: The Commission encourages counties and municipalities to promote internal coordination between departments.*

GOAL CF-8.2: Promote better communication and cooperative planning between municipalities, private organizations, non-profits, and schools.

STRATEGY CF-8.2.1: Identify local needs, strengths and talents to better accomplish local and regional goals.

- *RECOMMENDATION CF-8.2.1.1: The Commission should encourage larger (jurisdictional) entities county, city, village and urban towns) to take a lead role to facilitate area meetings with nearby towns, school districts, private organizations, businesses, non-profits, etc. The meetings should be used to:*
  - *Identify local and area needs*
  - *Coordinating facilities and programs*
  - *Review programming*
  - *Space needs*
  - *Future purchases*

STRATEGY CF-8.2.2: Build and strengthen relationships and increase communication and cooperative area-wide planning. (***Also see Strategies CF-8.2.1, CF-8.4.4, CF-8.5.1 and CF-8.6.3***)

- *RECOMMENDATION CF-8.2.2.1: The Commission encourages communities to identify and open the channels of communication between non-profit organizations, businesses and other potential partners so that local needs are successfully communicated.*
- *RECOMMENDATION CF-8.2.2.2: The Commission should encourage municipalities, non-profits, schools, and private organizations to share resources (equipment and facilities) where possible.*
- *RECOMMENDATION CF-8.2.2.3: the Commission should encourage cross representation on local boards and commissions as a way to build relationships, share resources and increase communications. Examples include:*
  - *School and rural area representatives on municipal park commissions*
  - *Park personnel on other boards within the area*
- *RECOMMENDATION CF-8.2.2.4: The Commission should encourage public and business partnerships.*

GOAL CF-8.3: Ensure that adequate and important open space areas are preserved and protected for future recreational use.

STRATEGY CF-8.3.1: Set aside land and/or money for future park development.

- *RECOMMENDATION CF-8.3.1.1: The Commission should work with a regional committee comprised of representatives from municipal park departments from throughout the region to develop model ordinances for subdivisions and open space.*
- *RECOMMENDATION CF-8.3.1.2: The Commission should encourage all communities within the region to adopt (consistent) subdivision and open space ordinances.*

STRATEGY CF-8.3.2: The Commission should encourage communities to actively participate in long-term planning activities.

- *RECOMMENDATION CF-8.3.2.1: The Commission should encourage communities to adopt an official (land use) map.*

- *RECOMMENDATION CF-8.3.2.2: The Commission should encourage each governmental entity to develop and adopt a park and recreation plan. Park and recreational plans should be coordinated with local and county comprehensive plans, county park and recreational plans, state plans and the plans of adjacent municipalities and counties.*

- *RECOMMENDATION CF-8.3.2.3: The Commission should promote corridor planning within municipalities and on a regional basis.*

- *RECOMMENDATION CF-8.3.2.4: The Commission should encourage municipalities to identify and protect unique open (natural) areas within their borders.*

STRATEGY CF-8.3.3: Increase citizen participation in park and recreational issues. (***See Strategy CF-8.4.3***)

- *RECOMMENDATION CF-8.3.3.1: The Commission encourages park departments to identify methods that can be used to keep citizens informed and educated about local issues.*

GOAL CF-8.4: Ensure optimum use of available funding for acquiring, developing and maintaining parks and recreational facilities.

STRATEGY CF-8.4.1: Establish a system that makes it mandatory for towns to contribute monetarily to municipal recreational programming and facilities. (***See Strategy CF-8.1.1***)

STRATEGY CF-8.4.2: Obtain commitment and monetary support from all residents, businesses and communities in an entire geographic area of a city or village for regional park and recreational programs. (***See Strategy CF-8.1.1***)

- *RECOMMENDATION CF-8.4.2.1: The Commission should encourage communities to identify a user base.*

- *RECOMMENDATION CF-8.4.2.2: The Commission should encourage communities to consider the establishment of regional park districts, where applicable.*

- *RECOMMENDATION CF-8.4.2.3: The Commission should encourage village and city park departments to meet and work with surrounding communities to ensure their support and commitment to regional park and recreational programs.*

STRATEGY CF-8.4.3: Maintain existing park and recreational facilities. (***See Strategy CF-8.3.3***)

- *RECOMMENDATION CF-8.4.3.1: The Commission should encourage communities to foster neighborhood/non-profit/business participation in maintenance and beautification projects. This could include:*

    - *Maintenance of existing projects*
    - *Monitoring for vandalism*
    - *Service projects*
    - *Adoption of park area*
    - *Adoption of beautification projects*

STRATEGY CF-8.4.4: Identify potential partners and work with existing community resources. (***See Strategies CF-8.2.1, CF-8.2.2, CF-8.5.1 and CF-8.6.3***)

STRATEGY CF-8.4.5: Identify funding sources that would not raise local taxes.

- *RECOMMENDATION CF-8.4.5.1: The Commission should work communities within the region to identify and compile an*

inventory of current user, impact and dedication fees and room tax revenues that are currently being used.

- *RECOMMENDATION CF-8.4.5.2: Communities should use a public input and educational campaign to consider alternative funding sources to raise revenue to pay for programs and facilities that would not raise taxes.*

- *RECOMMENDATION CF-8.4.5.3: Incorporate a public input and educational component into any decision that would increase fees to raise additional revenue.*

STRATEGY CF-8.4.6: Explore methods that would reduce the cost of purchasing supplies, materials and equipment.

- *RECOMMENDATION CF-8.4.6.1: Encourage regional or area purchasing cooperatives for supplies, materials and machinery.*

GOAL CF-8.5: Provide a balance of programming and facilities to accommodate the diverse interests of the various user groups.

STRATEGY CF-8.5.1: Coordinate existing park and recreational programs and facilities. **(*See Strategies CF-8.2.2, CF-8.4.4 and CF-8.6.3*)**

- *RECOMMENDATION CF-8.5.1.1: Identify groups (public, private, school, non-profits, etc.) within a selected area (community, multi-jurisdictional, regional, and county) that provide park and recreational programs and facilities.*

- *RECOMMENDATION CF-8.5.1.2: Encourage park departments and other recreational program providers to identify programs that are currently available in the area or community.*

- *RECOMMENDATION CF-8.5.1.3: Encourage park departments to work with other providers of park and recreational facilities and programs to form a committee to identify local, county and multi-jurisdictional needs.*

- *RECOMMENDATION CF-8.5.1.4: Encourage park departments to work with other providers of recreational programs to annually survey current and potential customers about future program needs.*

GOAL CF-8.6: Promote our region's waterways as important recreational and environmental assets.

STRATEGY CF-8.6.1: Expand recreational access to the regions waterways.

- *RECOMMENDATION CF-8.6.1.1: Encourage communities to look for opportunities to provide additional public access to local waterways.*

- *RECOMMENDATION CF-8.6.1.2: Encourage communities to evaluate existing recreational trails and facilities and explore ways that they can be expanded. This would include expansion along waterways as well as connection between existing trails and waterways.*

- *RECOMMENDATION CF-8.6.1.3: Examine the possibilities of multi-use trails and corridors as a way to expand access to waterways. Dual use could include utility or drainage (stormwater management).*

STRATEGY CF-8.6.2: Utilize waterways to spur economic activity.

- *RECOMMENDATION CF-8.6.2.1: Recognize and emphasize waterways as an economic opportunity.*

- *RECOMMENDATION CF-8.6.2.2: Foster public/ private partnerships to improve access, develop public trails and revitalize areas adjacent to waterways.*

STRATEGY CF-8.6.3: Provide coordination between municipalities and other groups, including non-profits for a common goal. ***(See Strategies CF-8.2.2, CF-8.4.4 and CF-8.5.1)***

STRATEGY CF-8.6.4: Protect the region's important recreational and environmental assets.

- *RECOMMENDATION CF-8.6.4.1: Remember that the resource that is being utilized as an economic stimulus is only valuable as long as it is maintained and protected.*

GOAL CF-8.7: Promote activities within the region that would meet the needs of the present without compromising the ability to meet the needs of future generations.

STRATEGY CF-8.7.1: Encourage activities that decrease the use of fossil fuels.

- *RECOMMENDATION CF-8.7.1.1: Provide recreational facilities within walking and bicycling distance.*
- *RECOMMENDATION CF-8.7.1.2: Use local materials and native plants in facility design to reduce transport distances and reduce maintenance.*
- *RECOMMENDATION CF-8.7.1.3: Encourage landscape and park maintenance that reduces the use of mowers, edger, and leaf blowers.*

STRATEGY CF-8.7.2: Encourage activities that reduce the dependence upon chemicals and synthetic substances.

- *RECOMMENDATION CF-8.7.2.1: Use alternatives to chemical pesticides and herbicides in park and facility maintenance.*
- *RECOMMENDATION CF-8.7.2.2: Use landscape design standards that minimize the use of pesticides and herbicides.*
- *RECOMMENDATION CF-8.7.2.3: Promote the preservation and planting of trees and other vegetation that absorb carbon dioxide and air pollutants.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

Parks and recreational facilities touch a multiple of other community facilities sub-elements. In many communities, indoor and outdoor school facilities are utilized by many park and recreational programs such as basketball, football, soccer, swimming, tennis, exercise classes, dance, etc. In some instances, green space corridor development can be used for a combination of trail (transportation) and utility development.

Park and recreational facilities and events also attract people to municipalities; this in turn has a positive influence on economic development. Park development along the regions waterways has also attracted commercial development in downtown areas.

Finally parks provide green space and can be used to protect our natural resources and cultural resources as well as raise the quality of life within our communities and areas.

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Wind Energy

PLAN GUIDELINE: CF-9

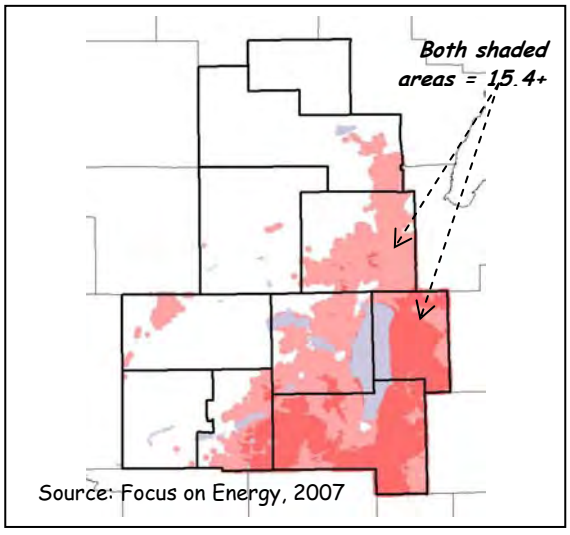
Year 2030 Regional Comprehensive Plan

Note to reader: *Issues associated with the siting of wind energy projects were not originally identified or discussed at length during the development of Milestone Reports #1 and #2 (2000 through 2003). However, in recent years, these issues have become quite prevalent, particularly in the eastern portion of the region. After significant consideration by Commission staff, it was felt that a detailed section regarding this particular land use issue was warranted, separate from the general 'renewable energy' discussion which is contained in the Community Facilities chapter. The information and statements provided below were developed in consultation with numerous individuals and experts on the subject. Additional public input is particularly welcomed on the contents of this plan guideline.*

Key Facts

The East Central region has significant potential for the development of small, community and utility scale wind energy projects. Based on recent (2007) wind speed mapping produced for Focus On Energy (see Exhibit CF-1 below), approximately 35% percent of the region (1.37 million acres) has good potential for medium to large scale wind energy projects (defined as having wind speeds at 100m height equal to or more than 15.4 mph). The entire region has potential for small wind.

Exhibit CF-1: Wind Speeds @ 100 Meters



For the purposes of this document, "small wind" is defined as less than 100 kilowatts (kW) in capacity, up to 170' in total height and install 'behind the meter' to offset the owners' electricity consumption. Medium scale, or "community wind", or "small commercial wind" is defined as projects between 100 kW and 25 megawatts (MW) and between 170' and 400' in total height which is used primarily to supply more localized energy consumption needs (farm, small business, school, or nature facility). "Utility scale" wind energy projects are defined as being more than 25 MW in capacity and over 400' in total height which is used to supplement a broader region's or State's electric demands. Exhibit CF-2 illustrates the general height of the tallest wind energy towers today.

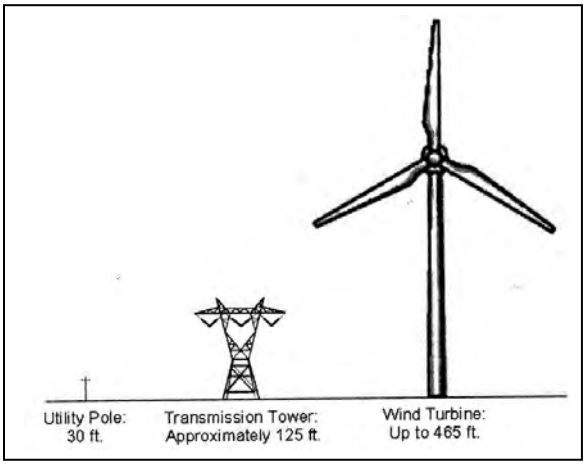


Exhibit CF-2: General Wind Tower Height Comparison

As of February 13, 2003 upwards of 1,000 MW of electric generation capacity from utility scale wind turbines (RENEW, 2008) are being planned for, or are already located, throughout the region. This equates to approximately 300 individual turbines assuming an average of 1.6 MW per turbine.

So What!

Ongoing and future Federal subsidies and State renewable energy mandates will continue to elicit interest in the region to host utility wind energy projects. It is estimated that up to 95% of the required renewable energy needed to meet the statewide target of 10% will likely come from wind energy sources (RENEW, 2008). Keep in mind that, in general, few suitable areas may yet exist for large turbine installation projects (75-150 turbines) across northeastern Wisconsin; however, it is probable that the region will see more interest for mid-scale projects of 3 to 15 turbines to finish meeting needs and demands for electricity and renewables. It must also be recognized that ultimately, the consumer's energy consumption rates drive this need and that energy conservation methods need to be considered in any discussion (***See Chapter 7, Plan Guideline CF-4: Gas, Electric and Telecommunications*** for more information on energy conservation).

Many communities across the country have successfully handled the volatile issues surrounding the siting of wind energy facilities. Others, in comparison, have seen significant damage done to the social fabric of their communities as siting issues have become very controversial, and sometimes of a personal in nature.

The Commission recognizes that there are logical and powerful arguments on both sides of all of the various issues associated with siting wind energy facilities. There is much debate regarding the effects of utility scale wind facilities on a community's quality of life, including both positive and negative effects on economic development, tourism, and environmental resources. Most of the controversy lays in the land use control aspects (e.g. zoning, permitting) and the visual impact on the community of siting such facilities. Interactions and friction points are numerous during this process and many times a minority population in the community can use the public process to further fuel the debates. Those who are either for or against large scale wind development are very passionate and committed in their beliefs. As a result, public discourse over the issues surrounding wind energy development is at an all time high within the region. More attention is needed on the 'process' so that debates are encouraged and decisions are made more objectively and transparently. Furthermore, it needs to be recognized that, at some level, the State's policies regarding the siting of such facilities is somewhat opposed to its desire to allow for local level controls over land use via 'smart growth' planning.

Current Action

While numerous wind energy projects are the subject of debate in various parts of the region, little if any action is being taken at the regional or state level. Communities and counties have been left fending for themselves in the development of ordinances which regulate wind energy siting. These ordinances and heated debates only strengthen the arguments that a more holistic approach be sought and implemented.

As a portion of the region has significant potential for the development of wind resources (see illustration on previous page), East Central recognizes that it cannot shy away from a discussion of the issues associated with large scale wind energy development. The Commission seeks to proactively plan for a fair, reasoned, and logical approach to decision-making with regards to proposals that may come forward for the installation of large scale wind facilities.

It is the Commission's intent to acknowledge its general support for wind energy projects as long as residents and leaders are assured that

all relevant factors, including the protection of that which is most dear (however defined), are adequately evaluated and considered. It is important that the regional policies thoroughly address citizen and community concerns while allowing for the possibility of innovative local solutions to global problems.

Currently, several efforts are underway to address issues associated with wind turbine siting. The State's "Focus on Energy" Program has been offering education, technical assistance, and funding for a variety of wind-oriented programs. Non-profit efforts for education and siting reform have been led primarily by organizations such RENEW or the Midwest Renewable Energy Association (MREA). Most recently, several Senate and Assembly Bills (SB544 and AB899) have been introduced in an effort to re-write legislation pertaining to the siting and approval standards for (primarily) utility-scale wind energy facilities.

Year 2030 Vision for Wind Energy

The following vision statement for the future provision of wind energy with the region was established by East Central staff with the assistance of various stakeholders within the region:

The use of wind energy within the region is increased in a sustainable manner so as to minimize its intrusiveness in sensitive areas.

Goals, Strategies and Recommendations

The goals, strategies and recommendations developed for this section are intended to encourage proactive measures for addressing wind energy issues at a regional scale.

GOAL CF-9.1: To improve statewide laws regarding the siting of large-scale wind energy facilities so as to achieve a more proactive and balanced vision amongst the state, communities, and the general public.

STRATEGY CF-9.1.1: Support changes to state laws to allow for consideration of all aspects of wind energy facility siting.

- *RECOMMENDATION CF-9.1.1.1: The State should consider the formal identification of 'highly scenic resources' and other sensitive areas which should be discouraged as a place for wind energy development. Such designations should be considered for inclusion in local Comprehensive Plans.*

- *RECOMMENDATION CF-9.1.1.2: The State should consider amending Wisconsin State Statutes 196.491 to require an Environmental Impact Statement at a threshold lower than 100 MW.*

- *RECOMMENDATION CF-9.1.1.3: The Commission should work with state agencies, other RPCs and counties to promote the development of a programmatic Environmental Impact Statement (EIS) for areas of the State which have the most potential for wind energy projects.*

STRATEGY CF-9.1.2: State laws should be modified to give local governments the ability to proactively plan for wind energy facilities in the context of the State's 'smart growth' regulations

- *RECOMMENDATION CF-9.1.2.1: The State should better quantify its vision for renewable energy and communicate its potential impact on regions that are best suited for its use. Concepts pertaining to growth management and public perceptions of development threshold levels should be evaluated and considered when quantifying this vision.*

- *RECOMMENDATION CF-9.1.2.2: Areas with the best potential for wind energy based on objective, non-partial siting criteria should be proactively identified and incorporated into county-level smart growth plans as "wind development" zones (for community scale, and utility scale developments). Areas where community and utility scale wind development may be restricted should also be identified based on reasonable justifications.*

- *RECOMMENDATION CF-9.1.2.3: The Commission should work with state and local units of government, as well as wind-industry experts on the development of a GIS-based 'opportunity & constraint' map which better depicts the suitability for siting utility and community scale wind energy projects. Criteria for consideration include, but are not limited to, the proximity to:*

  1. *power transmission lines with available capacity;*
  2. *state and federal highways;*
  3. *urban/urbanizing areas;*
  4. *larger concentrations of rural residential development;*
  5. *public lands (parks/wildlife areas);*
  6. *airport runway zones;*
  7. *scenic and aesthetic resources (as documented in official state, regional, or county level plans);*
  8. *existing turbines/wind projects;*

- *RECOMMENDATION CF-9.1.2.4: A State policy should be developed regarding a wind project's proximity to, or within, State-owned lands as these areas represent a significant prior public investment, partially based on aesthetics and the preservation of scenic resources.*

- *RECOMMENDATION CF-9.1.2.5: Where feasible, promote the development of (and give preference to) wind energy facility projects sited along State or Federal highway corridors so as to increase the visibility of renewable energy projects to the general public.*

- *RECOMMENDATION CF-9.1.2.6: Communities should review and consider information contained in the 2008 publication by the American Wind Energy Association (AWEA) entitled: "Wind Energy Siting Handbook", available online at www.awea.org.*

- *RECOMMENDATION CF-9.1.2.7: The State and local units of government should identify and consider how various land protection tools, such as purchase-of-development-rights (PDR) or transfer-of-development-rights (TDR) programs might be applied to wind energy siting issues.*

GOAL CF-9.2: To ensure that the process for wind energy project selection is public and that financial aspects of wind projects do not sway the outcome of decisions related to their siting.

STRATEGY CF-9.2.1: The process utilized by industries for siting projects should be in concert with local, public meetings so that perceptions of non-transparency are limited.

- *RECOMMENDATION CF-9.2.1.1: The public and private sectors should seek to improve methods for approaching communities with new wind energy projects.*

- *RECOMMENDATION CF-9.2.1.2: Utility companies should consider having permanent representatives in the field during both the planning and construction phases of wind energy projects.*

STRATEGY CF-9.2.2: Communities and counties should consider the development of 'mitigation

programs' for areas affected by proposed utility scale wind turbine projects.

- *RECOMMENDATION CF-9.2.2.1: The Commission should assist communities and counties in the development of a local or regional mitigation program which, for example, could use designated annual payments from industries to support programs which permanently protect the environmental and aesthetic features that are deemed to be important.*

GOAL CF-9.3: To proactively develop wind energy siting ordinances in each of the region's counties and communities for utility and community scale wind energy projects.

STRATEGY CF-9.3.1: Each county within the region should develop a wind energy siting ordinance based on objective measures and information.

- *RECOMMENDATION CF-9.3.1.1: All adopted wind energy ordinances should include considerations for the following items (whether real or perceived) during the permitting and review process:*

  1. *Height of Structures*
  2. *Construction Noise/Dust/Access Road Cuts / Land Clearing/Work Schedule*
  3. *Erosion & Sediment Control/ Stormwater*
  4. *Structural Style /Color/Advertising*
  5. *Auxiliary Buildings/Transmission Lines / Access Roads/Parking Areas / Repair Areas – Boneyards/Blade Storage*
  6. *Sound Levels (before and after systems are operational)*
  7. *Interference with TV Reception and telecommunications*
  8. *Shadow Flicker/ Blade Glint*
  9. *Lighting – Color/Blinking / Number*
  10. *Ice Shedding*
  11. *Lightning Protection*
  12. *Broken Blades*
  13. *Safety Zones/Setbacks*
  14. *Spillage Areas*
  15. *Repair/Maintenance and Operation Schedules*
  16. *Technology Upgrades*
  17. *Emergency Medical Service Provision (i.e. flight for life, etc.)*
  18. *Groundwater impacts resulting from construction, where warranted, such as in karst prone areas*
  19. *Decommissioning / Removal (w/Financial Assurance requirements)*
  20. *Road repair, bonding and permitting*
  21. *Abandonment*

- *RECOMMENDATION CF-9.3.1.2: While not permitted by the State at this time, Counties and communities still may wish to consider addressing additional issues or opportunities during the siting process, such as:*

  1. *Amount of Local Benefit (energy provision, job creation, etc.);*
  2. *Impacts on Property Values;*
  3. *Impacts on Tourism / Other Businesses;*
  4. *Impacts on Historic and Architectural Resources;*
  5. *Impacts on Visual Resources/ Viewsheds (regional studies may be required, **see Goal CF-9.1**);*
  6. *Biological & Environmental Impacts (regional studies may be required, **see Goal CF-9.1**).*

- *RECOMMENDATION CF-9.3.1.3: As the technology for harvesting wind resources is a rapidly changing field, and in order to ensure better decision-making on the part of the counties and communities, the siting process should be focused on the facts of the case rather than speculation and hearsay. As such the following items should be considered for the incorporation into local ordinances:*

Requirements that all federal and state permits and approvals be obtained as a condition of approval of a local level application.

1. *Local units of government should retain a third-party, objective technical consultant with expertise in large scale wind facility siting to negotiate local government interests and to advise the in the project review and decision-making process.*

2. *Research indicates that in most large scale renewable energy projects, the initial applicant is rarely the final owner of the project. Reasonable assurances should be made to accommodate permit responsibilities if the siting is approved under a Special Use Permit. Furthermore, these conditions should travel with the specific project (use), not the land itself.*

3. *There should be a clearly established special use permitting process for each type (scale) of wind facility development, as well as clear points for public input and comment. In order for siting decisions to be made in a timely manner, the ordinance should list: a) specific advance information and prior approvals required from the applicant before an application will be considered; b) expectations for other information or approvals that will be required during the consideration process, and; c) any anticipated post approval requirements. The roles and responsibilities of appropriate federal, state, and local entities should be specified and sequenced to prevent undue delays in the permitting process.*

STRATEGY CF-9.3.2: Promote the development of more consistent regulations (ordinances) for wind energy siting across the region.

- *RECOMMENDATION CF-9.3.2.1: The Commission should consider hosting a meeting of county planning/zoning staff to discuss the potential for a regional program to administer a uniform set of wind energy siting ordinances, (similar to its NR-135 program).*

- *RECOMMENDATION CF-9.3.2.2: Efforts should be made to educate and inform the general public and utility companies on the importance of accommodating citizen concerns and being sensitive to locally prepared 'smart growth' plans.*

GOAL CF-9.4: To develop 'community-based' wind energy projects in order to improve their image as an overall component of sustainability with respect to energy production and consumption.

STRATEGY CF-9.4.1: Counties and communities should work with utility wind energy companies to explore opportunities in siting community-based wind energy projects.

- *RECOMMENDATION CF-9.4.1.1: The Commission should assist communities interested in the development of wind energy systems for local/regional use.*

GOAL CF-9.5: To facilitate the development of individual residential and small commercial scale wind energy projects in both urban and rural areas of the region.

STRATEGY CF-9.5.1: Counties and communities should develop separate ordinances to address small scale residential or small commercial scale wind energy projects.

- *RECOMMENDATION CF-9.5.1.1: Small scale wind energy ordinances should differ from utility scale project regulations. Communities should refer to Focus on Energy' model 'small wind' ordinance which is available on their website at www.renew.org.*

- *RECOMMENDATION CF-9.5.1.2: Local governments within the region should consider using zoning or licensing tools to require that all new homes build a minimum of 10% usage of an alternative energy source such as solar, wind, or geothermal.*

STRATEGY CF-9.5.2: The State should continue to provide dedicated sources of funding and technical assistance through the Focus on Energy program to individuals and businesses which seek to establish small scale wind energy facilities, as well as to municipalities and communities charged with permitting them.

- *RECOMMENDATION CF-9.5.2.1: More education needs to be provided to individuals on small wind system performance and reliability.*

- *RECOMMENDATION CF-9.5.2.2: Support the development and distribution of the FOCUS on Energy survey of existing, operational, small wind energy systems to better understand issues and concerns.*

STRATEGY CF-9.5.3: Small-scale wind energy projects should be promoted with emphasis on the environmental benefits rather than as a financial investment.

- *RECOMMENDATION CF-9.5.3.1: The State should approve an "advanced renewable energy tariff" which will help small-scale installers with cash flow and return on investment.*

GOAL CF-9.6: To further educate the public and local-level decision makers on aspects of wind energy technology, siting, and regulation, as well as the need for renewable energy sources in general.

STRATEGY CF-9.6.1: Periodic conferences and workshops should be held throughout the region which focuses on wind energy project and siting issues.

- *RECOMMENDATION CF-9.6.1.1: The Commission should with work neighboring RPCs, the Public Service Commission and the Focus on Energy Program to develop an educational conference series for local officials which comprehensively addresses issues and opportunities associated with the development of large and small scale wind energy projects. Information on the following topics should be considered:*

  1. *Current State-level rules and regulation;*
  2. *Provision of the State's model ordinance;*
  3. *Wind energy system 'basics';*
  4. *Local level ordinance development issues..*

- *RECOMMENDATION CF-9.6.1.2: The Commission should work with existing State entities to ensure that the following information is provided and accessible to local units of government and citizens through a website or other means:*

  1. *A 'qualified' Speaker's Bureau;*
  2. *Funding & Technical Assistance Resources;*
  3. *Status of Project Proposals & Updates.*

- *RECOMMENDATION CF-9.6.1.3: Consistent information should be developed and distributed to local units of government. This information should be well-researched and objective regarding the facts of utility, community, and small scale wind energy projects.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

Planning associated with wind energy and wind turbine siting issues are dictated greatly on the proximity and density of rural housing development and other land use activities such as agriculture and transportation. Wind energy, as with other renewable energy sources, need to be contemplated under the context of long-term planning for community facilities (energy). Wind energy facility siting needs to take into consideration community values and conservation plans related to natural resources. Lastly, wind energy has provided unique opportunities for local and regional economic development.

CHAPTER 8: AGRICULTURAL RESOURCES

Introduction

Previous chapters in this document discuss the regional comprehensive planning process, summarize the first report that provided background data for the region, present a regional vision and identify the issues, opportunities, and core goals for development of the region. This chapter identifies agricultural strategies and specific recommendations which will need to be developed and carried out in order to achieve the aforementioned goals and overall vision for the East Central Region in the year 2030.

Agriculture is an important natural, economic and cultural resource in the East Central region as established by the following facts and issues:

- Most of the soils of the region are well suited for agricultural production. The majority of the prime farmland is in the southeast one-half of the region, an area that is also the most densely populated. This area also contains three major urban areas, Fox Cities, Oshkosh and Fond du Lac that are the economic development centers and are generating significant amounts of land consumption. This primary urban development and its sprawl impacts are resulting in a substantial loss of prime farmland and, left unchecked, a significant loss of agricultural potential.

- Agriculture is a valuable part of the region's economy. The market value of agricultural products sold in the region in 1997 was approximately 800 million dollars. While this market value continues to increase, it is only about one-half the statewide rate of increase. This difference reflects the loss of the most valuable farmland to development. The average per farm income has been increasing, primarily due to an increase in the size of farms. Agriculture only accounts for about 1.5 percent of total employment in the region. While this number is low, most of these employees are owner/operators.

- The character and culture of agriculture is changing. Farming is no longer the predominant economic and employment activity that defines community lifestyle. The local community and surrounding farm interdependence has diminished due to increased technology, better transportation and global agricultural marketing. The family dairy farm, once commonplace, is now relegated to a few portions of the region and is changing in size and characteristics. Many farmers are retiring or nearing retirement and their children are not continuing the farm. This puts more pressure on farm sale for land development or alternatively conversion to larger farms. While grain farming is an important agricultural activity, it is also a supplemental income for many farmers and transitional land use for others. For numerous farmers, agriculture is a second income as they have other primary employment. The agriculture sector is also changing with value added activities supplementing traditional farms and specialized activities such as horticulture supply and nurseries becoming more dominant.

Statement of Interaction with Other Planning Elements

Agricultural change is a major issue facing the East Central region. It is therefore addressed as a separate element in the regional comprehensive plan. This issue however, can not be addressed on a standalone basis as it interacts with many other issues. The regional comprehensive plan contains eight elements, economic development, housing, transportation, community and public facilities, agricultural resources, natural resources, cultural resources, and land use. The elements most closely interacting with agriculture are economic development, natural resources and land use and special efforts have been made to coordinate the work on these elements. The agriculture element overlaps, impacts, or is impacted by all of the eight elements. Following is a summary of these interactions:

Economic Development

Agriculture is an important segment of the regional economy. Farming and agricultural related businesses provide proprietor income and generate jobs. Farming is a basic industry; it is a producer that brings new money into the region and a consumer that requires local support services. A decline in farm production will have ripple effects that will impact overall income and employment.

Farming also requires financial assistance to remain viable. There are numerous governmental support programs that provide grants, loans and commodity subsidies. While these programs benefit most farmers they sometimes are counter productive because they interfere with free market forces. There is a continuing need for farmer education in farm management, business practices and agricultural commodity markets.

Housing

The linkage between agriculture and housing is the consumption of farmland by urban and rural residential development. Most of the undeveloped land in the region is farmed. Lands in the southeastern half of the region are prime agricultural lands and are under residential development pressure. Because the value of land is greater for residential development than agriculture, many farms and portions of farms are lost to housing development.

Undeveloped land is a prerequisite to the development of new housing. The question is not whether farmland should be used for housing but how much farmland is used. Housing development should not be located in prime agricultural areas. Individual homes and subdivisions should not fragment large agricultural areas because housing and intensive farming do not mix.

There is an increasing need for migrant housing and housing for year round farm laborers as farm size and labor requirements increase. It is difficult and expensive to house these workers on the farm therefore other low cost alternatives are needed.

Transportation

Agricultural commodity movement is dependent upon good modes of transportation. While dairy and grain shipments are primarily highway oriented, good rail service is also important. A good highway system provides the farmer access to processors, suppliers, haulers and various support industries. Farmers in the region have good highway access to local and regional

markets, good rail access to national markets and good port access on the Great Lakes to global markets. If the cost of shipping increases because of the cost of fuel or shipping opportunities are lost. Similarly, rail abandonment could have a devastating effect on those farmers who rely on national or global markets.

The location of new transportation corridors can also have a negative effect on individual farmers. New highways not only consume farmland but can split farm ownership and make farm operations impractical. Highways, by providing better access, can also induce rural development that consumes and fragments farmland.

Community Facilities

Agriculture is a rural activity that requires less community and public facility support than developed land uses in communities and the countryside. Agriculture operations, which are not labor intensive, do require basic health and safety services such as police, fire and rescue. They also require good transportation, communication and utility service.

Farm families and farm employees need access to a full range of community service functions. These services include retail, financial, medical, educational, and cultural resources. Good primary education is important to farm families in extremely rural areas that do not have a large property tax base for support. Also important are governmental facilities and functions to provide legal services, zoning and land use services, and social services. Other service examples are financial aid and technical assistance through the USDA and NRCS, and agriculture education and outreach through the UWEX.

Natural Resources

Agriculture is natural resource based. Agriculture production is dependant upon the quality of the soils, water availability and terrain. Approximately one-half of the region has natural conditions suitable for good agricultural production. In western portions of the region less fertile soils require special applications such as irrigation and greater fertilizer use.

Farming needs to be environmentally friendly and farmers need to be stewards of the land. All lands are not conducive to farming. Environmentally sensitive areas such as wetlands, stream corridors, steep slopes, unique forests and wildlife habitat need to be preserved. Farm practices also need to address land conservation techniques to prevent soil erosion, to protect surface and groundwater quality through manure management and fertilizer and pesticide application techniques, and to maintain a mix of land covers to prevent wind erosion and provide wildlife habitat.

Cultural Resources

Farming is part of the Wisconsin culture. Agriculture, succeeding logging and lumber as the predominant land use, is responsible for developing the character and economy of the state over the last 100 years. The traditional Wisconsin family farm depicts a lifestyle of the pastoral countryside. The pictured dairy farmstead, once commonplace, is now becoming a scarcity in the Wisconsin countryside. Various efforts are underway to preserve historic farmsteads. One recently successful effort was called “Barn Again” and attempted to identify historic and architecturally significant barns and provide assistance in their restoration and preservation.

There are numerous archeological sites located on farmlands. While the upper soil surface of many of these sites have been disturbed there are still many remnants and artifacts present. These sites are recorded by the State Historical Society and more detailed maps are being prepared to systematically investigate important sites.

Land Use

Agriculture is the predominant land use in the region. With the exception of some forest lands, agriculture is the land use most converted to development including residential, commercial and industrial uses. The conversion of prime farmland is one of the largest and most controversial issues facing the region. Almost all stakeholders agree that prime farmland should be preserved however the methods to reach this goal widely differ.

Farmland near the urban centers of the region is under extreme development pressure. Once prosperous farms located on prime agricultural soils are currently being converted to housing and shopping centers. Other farms are transitional, waiting for development market opportunities. Still other farmland areas are being fragmented with scattered residential development that poses farm operational conflicts and limits farm expansion. While right- to-farm laws have been passed to protect farmers the political pressure from rural residential populations will pose increased constraints on farm operation and expansion.

Vision Statement for Agriculture Resources

The purpose of a vision statement is to present an ideal future that serves a basis for determining goals and strategies for achieving the vision. Public input is crucial in developing a vision. All viewpoints positive and negative, focused and diverse, conflicting and supporting should be included. In preparation for forming the agricultural vision statement, a variety of sources were used including the regional comprehensive plan focus groups, the key facts from Milestone Report #1, and the Agricultural Resources Technical Advisory Committee (ARTAC) . The ARTAC was asked to consider three questions: "What would you like to see preserved in the region?", "What would you like to see changed in the region?" and "What would you like to see created in the region?" The committee's responses have been summarized into a best of all possible worlds scenario. The vision statement is presented below.

> *"In 2030, agriculture is an important feature of the economy and lifestyle of the East Central region. Development pressures have been diverted away from prime farmland and ample, un-fragmented agricultural districts exist. Farming is practiced on the most productive soils. A variety of farm types and sizes are operating successfully. The region's farming community supplies both local and global markets. Citizens, local officials, and farmers are aware of and continuously address interrelated economic and land use issues. The viable and stable farm economy, in terms of farm income and prosperity, reflects concerted efforts by the private and public sectors to balance free market forces and government programs for land conservation".*

Goals, Strategies and a Plan for Action (Plan Guidelines)

The Agricultural Resources Advisory Committee assisted East Central staff in creating the overall plan element vision and goals. For the most part, these statements were based on previously conducted focus group meetings which identified issues and opportunities. The identified issues and opportunities fall into four major categories; preservation and protection of agricultural lands, development of sustainable farming opportunities, government support mechanisms for agriculture, and importance of education in agriculture's future. The following plan guidelines summarize the key facts, discussion, current activities and programs associated with the agriculture plan element. As in Milestone Report #2, the element's vision statement and core goals are listed, however; Milestone Report #3 now includes the addition of more specific regional strategies and specific recommendations which will assist the region in meeting these goals.

Based on the advisory nature of the Commission, as well as its regional coverage many of the recommendations are geared toward its own potential involvement in achieving the established vision. The recommendations exist, in part, to meet a portion of the State's smart growth planning requirements to address the implementation of the plan, but even more so….many are written in a manner which is 'action oriented'. The recommendation statements are written in three general ways:

1. (e.g. *"the Commission should…"*) – providing specific direction, role, or set of tasks/activities that the Commission itself can conduct, often times at a regional level. These activities will serve to assist member counties and communities directly or indirectly and, as an additional benefit, will improve the consistency and objectivity by which multi-jurisdictional land use issues are addressed.

2. Other recommendations are written so that they serve as a general 'policy'. Items that should or may be considered and applied in future decisions or opinions rendered by the Commission or its staff.

3. Still others are written as statements which 'support or encourage' certain outcomes, many of which require the leadership or assistance of other agencies and entities.

The recommendations are an important part of this planning document as they will serve to guide the Commission in its future activities. These will eventually serve as the basis for the Commission's future Strategic Plan and its current Annual Work Program planning and evaluation process. These are important tools that are used in communicating the Commission's mission and value to member units of government and the citizens of the region. More information and recommendations for plan implementation can be found in Chapter 12 – Regional Plan Implementation.

The 'policy links' section of the plan guideline is essentially a summary of the *"Statement of Interaction with Other Planning Elements"* portion of this chapter and is present so that the user of the document can keep these key linkage points in mind.

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Preservation & Protection of Agricultural Lands

PLAN GUIDELINE: AG-1

Year 2030 Regional Comprehensive Plan

Key Facts

Most of the region is well suited for agriculture. Approximately 50% of the region is farmed, with the most productive soils in the east/southeast portion. The best farmland is also under the most development pressure as urban expansion and rural residential development are both consuming and fragmenting the land. Farmland losses in the East Central region totaled almost 2 million acres between 1970 and 1999. Over 5,000 farms were lost, one-third of the total number that existed in 1970.

The loss of farms and agricultural lands is further evidenced by declined agricultural production. While the value of product sales was $796,263,000 in 1997, the increase from 1992 was only 3.2 percent, half the statewide average of 6.1 percent. Real declines in sales for this period were shown in Calumet and Green Lake Counties.

Farm income continues to be insufficient to offset this development pressure. Therefore incentive and regulatory farmland protection efforts have been undertaken at many levels. While some programs have been in existence for many years, they have had mixed success.

So What!

There is a limited supply of prime farmland in the region. Farmland loss is accelerating due to the location of these lands around the region's primary urban centers. Once lands are converted to urban and rural residential uses they are lost forever. Even undeveloped lands in these areas are lost to traditional farming as they become too fragmented for efficient operation.

The loss of farmland also leads to the loss of agricultural production and declining significance of farming in the economy. This trend has a compounding effect on farmland loss as lands become more valuable for development than agriculture. This potential is even more threatening as over 35 percent of farmers in the region are over 60 years of age and family farm succession is becoming less common.

Without a strong farmland protection strategy, prime farmland will continue to be lost. Past programs have only been sporadically successful and new programs are not targeting prime agricultural areas.

Current Action

There are numerous programs targeting agricultural preservation and protection at the federal, state and local levels. The federal 2002 Farm Bill provides various kinds of conservation and farmland management assistance and various commodity subsidies. Through this program limited financial assistance is provided for the Purchase of Development Rights (PDR) that can directly preserve farmland.

The Wisconsin Farmland Tax Credit Program provides direct property tax relief to farmers. Farmland is assessed for its use value based upon agricultural production capabilities rather than its conventional market value. Significant property tax reductions reduce the incentive to sell farmland in high growth/land value areas.

The Wisconsin Farmland Preservation Program protects farmland through financial incentives and zoning. The program relies on voluntary farmer participation and/or county or town zoning. The program is being reviewed because of mixed success throughout the state. Only about 37 percent of the farmers in the region have participated in the program - roughly the same as the overall state average participation rate. The most success in the program is in Fond du Lac County where approximately 75 percent of the farmers are participating.

Wis. Admin. Code ATCP 51 was created and took effect in 2006 as part of Wisconsin Act 235 (2004) to reduce contentious and expensive local zoning and judicial review proceedings that varied from locality to locality. The new rules fall under DATCP's authority and specify standards for siting and expanding livestock operations which take into account public health or safety, cost-effectiveness, scientific standards, and usability by local officials. ATCP 51 applies to traditional livestock operations: dairy and beef cattle, swine, poultry, sheep, and goats. In general, in order for ATCP 51 to apply, a new or expanded livestock facility must have 500 or more "animal units." A number of options exist for communities in complying with the regulations, including the use of local zoning ordinances, or the development of licensing ordinances. In either case, the ability to appeal local decisions to the State exists as part of these rules.

The Wisconsin Legislature enacted a number of bills in the last several years to financially assist farmers. By improving income more farmers may remain in business and not be forced to sell off farmland. Additional measures include the recently proposed 2007 Assembly Bill 763, are directed at tax credits for dairy manufacturing modernization.

A broader effort known at the Working Lands Initiative was introduced in 2006 by DATCP in order to assess, develop, and promote a series of principles and programs for the protection and wise management of agricultural lands.

Year 2030 Vision for Agriculture

The following vision statement for the future protection of agricultural lands within the region was established the Agricultural Resources Technical Advisory Committee:

In 2030, agriculture is an important feature of the economy and lifestyle of the East Central region. Development pressures have been diverted away from prime farmland and ample, un-fragmented agricultural districts exist. Farming is practiced on the most productive soils. A variety of farm types and sizes are operating successfully. The region's farming community supplies both local and global markets. Citizens, local officials, and farmers are aware of and continuously address interrelated economic and land use issues. The viable and stable farm economy, in terms of farm income and prosperity, reflects concerted efforts by the private and public sectors to balance free market forces and government programs for land conservation.

Goals, Strategies and Recommendations

The goals, strategies and recommendations developed for this section are intended to encourage the consideration of agricultural lands for long-term protection. Encouraging healthy cities and limiting inappropriate rural development patterns will foster the conservation of this important economic resource.

GOAL AG-1.1: Protect prime agricultural soils for current and future farm use.

STRATEGY AG-1.1.1: Actively promote the development and use of regulatory and non-regulatory land use tool regulations which will protect highly productive agricultural lands within the region.

- *RECOMMENDATION AG-1.1.1.1: Rural smart growth plans should clearly identify and place a priority on the protection of prime agricultural soils, including a thorough discussion of potentials strategies and implementation methods.*

- *RECOMMENDATION AG-1.1.1.2: The Commission should ensure that a map of highly productive agricultural soils is produced and distributed for use by communities. This regional map is to be based on county-level soil survey data and criteria.*

GOAL AG-1.2: Preserve farms and farmland for productive agricultural use.

STRATEGY AG-1.2.1: Large, contiguous tracts of farmland should be identified and preserved within the region to the extent possible. These areas are defined as being 100 acres or more of agricultural land use which is contiguous in nature as illustrated as a background layer on Exhibit LU-2, the Regional Framework Map.

- *RECOMMENDATION AG-1.2.1.1: Local comprehensive plans should consider placing a priority on the protection of large, contiguous tracts of agricultural lands.*

- *RECOMMENDATION AG-1.2.1.2: Communities should seek input and advice from local or regional land trusts regarding high priority agricultural conservation areas and collaborative implementation opportunities when preparing or updating their comprehensive plan.*

STRATEGY AG-1.2.2: Improve local government rules and regulations pertaining to the ability to convert productive agricultural lands to other uses.

- *RECOMMENDATION AG-1.2.2.1: Counties and communities should consider the development and utilization of a variety of tools, policies, and programs for the prioritization and protection of productive agricultural lands, including, but not limited to:*

  - *Use of the Land Evaluation and Site Assessment (LESA) system;*
  - *Agriculture Development Districts;*
  - *Purchase of Development Rights (PDR) programs;*
  - *Transfer of Development Rights (TDR) programs;*
  - *Zoning Ordinances;*
  - *Subdivision Ordinance Policies, such as:*
  - *Unsewered Subdivision Control & Water/Sewer Policies;*
  - *Conservation Style Subdivision Requirements (w/ incentives for increased densities);*
  - *Right to Farm Ordinances*
  - *Financial incentives;*
  - *Establishment of Agricultural Enterprise Zones.*

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Additional information on some of these programs and other implementation resources are contained in Appendix F.

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STRATEGY AG-1.2.3: Preserve and protect rural atmosphere and reduce conflicts between agricultural and other land uses.

- *RECOMMENDATION AG-1.2.3.1: Communities should limit the ability of non-*

agriculture land uses in close proximity to operating farms.

- *RECOMMENDATION AG-1.2.3.2: If non-farm residential development is allowed, communities should promote and support the use of conservation subdivision designs.*

STRATEGY AG-1.2.4: Work with local groups and organizations to develop collaborative and innovative methods of agricultural land protection.

- *RECOMMENDATION AG-1.2.4.1: The Commission should assist in the continued development and implementation of the DATCP's Working Lands Initiative (WLI). This would include involvement in the following target activities associated with the WLI:*
  - *Update the existing Farmland Preservation Program and local plans;*
  - *Create a new state Purchase of Development Rights grant program;*
  - *Promote a new Working Lands Enterprise Areas program to foster clustering of active farms;*
  - *Set statewide priorities and provide technical resources and assistance to local governments.*
- *RECOMMENDATION AG-1.2.4.2: The Commission should undertake a more detailed study to further prioritize the protection of these regionally significant lands. This study should be collaborative in nature and begin by identifying more specific target areas for conservation, the type & scale of protection options and potential financing methods for implementation.*
- *RECOMMENDATION AG-1.2.4.3: Create a new public/private organization to promote agricultural entrepreneurship (consistent with DATCP's Working Lands Initiative).*
- *RECOMMENDATION AG-1.2.4.4: The Commission should work with the Glacial Lakes Conservancy to review, edit, and promote a model purchase of development rights ordinance for use by East Central communities.*
- *RECOMMENDATION AG-1.2.4.5: The Commission should host a meeting of its key County staff and elected officials, as well as other stakeholders such as DATCP and local land trusts, to evaluate the potential development of a regional 'purchase of development rights' (PDR) and/or 'transfer of development rights' program for the protection of agricultural lands. Such a program could initially be well suited for the Tri-County area (Calumet, Outagamie & Winnebago) due to the nature of development activities in the area.*
- *RECOMMENDATION AG-1.2.4.6: Work with the Glacial Lakes Conservancy (covering Calumet and portions of Fond du Lac Counties within our region) and other land trust organizations on the development of agricultural protection programs and land prioritization methods.*

STRATEGY AG-1.2.5: Agricultural infra-structure should be maintained and improved so as to allow for future industry change and expansion.

- *RECOMMENDATION AG-1.2.5.1: The region's rail system should be considered by communities for the transport of agriculturally-based materials and products.*
- *RECOMMENDATION AG-1.2.5.2: The existence and abilities of agricultural support industries should be assessed*

throughout the region to better identify capacities and thresholds for new agricultural initiatives.

STRATEGY AG-1.2.6: Urban communities need to become more engaged in the discussion about, and solutions to, farmland preservation and rural development issues.

- *RECOMMENDATION AG-1.2.6.1: The Commission should work with UW-Extension and other partners to foster and facilitate regular, meaningful meetings between urban and rural entities as a means to increase communication and cooperation.*

- *RECOMMENDATION AG-1.2.6.2: Urban communities need to consider their ability to reduce agricultural land conversion on the 'fringe' areas by increasing the density and livability of their communities.*

- *RECOMMENDATION AG-1.2.6.3: The Commission should continue its involvement in efforts to educate and assist local units of government who are seriously interested in the future protection of their agricultural resources and regional initiatives.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

The existence of agricultural lands and farms is of huge economic importance to the region. The conservation of agricultural lands and their appropriate management will contribute to the enhancement of the region's natural resources.

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Development of Sustainable Farming Opportunities

PLAN GUIDELINE: AG-2

Year 2030 Regional Comprehensive Plan

Key Facts

The face of agriculture is changing in the East Central region as well as the state and nation. The traditional Wisconsin family farm is disappearing as small farms struggle to stay in business, while larger farms, producing more but stirring local controversy, are growing.

The predominant farming activity in the region involves dairy and grain production. While dairy farms only represent 35% of the region's farms, they account for the majority of agricultural dollar sales. However dairy farms are changing. Many smaller dairy farms are going out of business or converting to grain or specialty farming. Smaller farms are also expanding to larger farms for more efficiency and profit. Grain farming has become more prominent in recent years. Marginal dairy operations have converted to grain farming and many grain farmers can supplement their income from a second non-farm occupation. Grain farming has also become a transitional use on the urban fringe as farmers hold their land for future development.

Over the last 30 years there has been a steady decrease of farms in the region with 5,125 lost between 1970 and 1999. While much of this loss is due to economic factors, farm lifestyle change has also played a role. Over 35% of the farmers are over 60 years of age and are not being sufficiently replaced by family descendants or young start-up farmers.

Farmers, representing two percent of the population, are feeding the nation. Agriculture market prices put strains on farm income and on consistent and continued production. Market prices vary widely and are not predictable. For example, recent milk prices have varied from $11 to $18 per hundred weight, a 64% difference. Small and marginal farmers find it more difficult to handle these market changes.

So What!

There is much debate about the future of farming and agriculture in East Central Wisconsin. On one side public opinion and some farm interests support the small family or traditional Wisconsin farm. On the other side, economic competition supports larger, more efficient, business farm operations. Other interests call for value added and specialized farm diversification.

The family farm epitomizes rural character in Wisconsin's agricultural heritage. Yet these are the very farms that are disappearing. Fragmented land uses that intermingle with farms and rural residences lead to conflicts with farm operations and eventual farm loss. This fragmentation thus also destroys the rural character that people value. This loss is most evident in the urbanizing areas of Outagamie, Waupaca and Winnebago Counties but also throughout the region.

Small dairy farms, while receiving increased financial support to stay viable, are increasingly becoming larger in order to economically prosper and compete in a more global environment. As farms grow in size, they are sometimes referred to as mega-farms. These farms move away from conventional farm practices and encompass large facilities and equipment. They also change the character of their locality as they accumulate land acreage and institute more intensive operations.

As farms become larger and more business like, larger capital and labor investments are required. This investment needs farm owners who are operating on a long term basis. There is a growing shortage of farmers willing to commit these resources because many of them are nearing retirement and descendants are not willing to continue farming and assume debt. The result is a continuing decline in traditional family farms.

Current Action

Numerous initiatives are underway to preserve farming and assist farmers in Wisconsin. The federal 2002 Farm Bill provides various kinds of conservation and farmland management assistance and various commodity subsidies.

In February, 2008, the EPA announced the development of a new Agricultural Strategy by appointing 30 citizens to serve on a newly-formed Farm, Ranch, and Rural Communities Advisory Committee. In an ongoing effort to strengthen relations with the agriculture community, the Committee will advise the administrator on environmental policy issues impacting farms, ranches, and rural communities, including these specific foci:

1) How EPA's policies and regulations on climate change and renewable energy will affect the agriculture community;

2) An environmental strategy for managing waste from livestock operations that considers regulatory and voluntary approaches, and provides tools for producers to attain superior environmental performance, and;

3) Development of a constructive approach to advancing sustainable agriculture, protecting the environment, and addressing communication between environmental and agricultural interests.

There are also a number of national organizations that provide financial, technical and educational assistance to farmers such as the American Farmland Trust and the American Farm Bureau. These entities can typically work with local units of government on a variety of agricultural, economic, and land use related activities.

The Wisconsin Legislature enacted a number of bills in the last two years to financially assist farmers. By improving income, it is anticipated that more farmers will remain in business as they will not be forced to sell off farmland.

The Wisconsin Department of Commerce has the Dairy 2020 Program that provides monies for start-up, modernization and expansion of dairy operations. The Agricultural Development Zone also assists in the development of agri-business to promote "value-added" agriculture. The statewide use value property tax program also relieves a financial burden on farmers.

A broader effort known at the Working Lands Initiative was introduced in 2006 by DATCP in order to assess, develop, and promote a series of principles and programs for the protection and wise management of agricultural lands. This program includes a variety of concepts and activities associated with sustainable agriculture and the preservation of 'working' landscapes.

Year 2030 Vision for Agriculture

The following vision statement regarding the future opportunities for farming and sustainable agriculture within the region was established the Agricultural Resources Technical Advisory Committee:

In 2030, agriculture is an important feature of the economy and lifestyle of the East Central region. Development pressures have been diverted away from prime farmland and ample, un-fragmented agricultural districts exist. Farming is practiced on the most productive soils. A variety of farm types and sizes are operating successfully. The region's farming community supplies both local and global markets. Citizens, local officials, and farmers are aware of and continuously address interrelated economic and land use issues. The viable and stable farm economy, in terms of farm income and prosperity, reflects concerted efforts by the private and public sectors to balance free market forces and government programs for land

Goals, Strategies and Recommendations

The goals, strategies and recommendations that were developed for this section are intended to encourage both small and large scale agricultural uses which are sustainable in nature.

GOAL AG-2.1: Preserve and promote a mix of farm types and sizes.

STRATEGY AG-2.1.1: Maintain and support a mixture of diverse farm types and sizes throughout the region.

- *RECOMMENDATION AG-2.1.1.1: Local and County smart growth plans should adequately assess and discuss land use and siting issues, opportunities and policies associated with varying sizes and types of operations, including but not limited to:*
  - *Large Livestock Facilities (> 500 animal units);*
  - *Small Dairy Farms (< 500 animal units)*
  - *Cash Cropping;*
  - *Organic Cropping;*
  - *Specialty Crops (i.e., grapes);*
  - *Community Gardening/Agriculture.*

GOAL AG-2.2: Provide economic incentives to assist farmers and stabilize income and promote new operations.

STRATEGY AG-2.2.1: Incorporate more environmentally oriented land practices into farming.

- *RECOMMENDATION AG-2.2.1.1: State funding for such program should receive adequate levels of financial support in order to achieve regional performance goals.*
- *RECOMMENDATION AG-2.2.1.2: The Commission should support and promote the WDNR's Green Tier program to its member counties and communities.*
- *RECOMMENDATION AG-2.2.1.3: The region's agricultural operations should strive to meet the requirements of the WDNR's Green Tier program.*

STRATEGY AG-2.2.2: Preserve large tracts of farmland and promote redevelopment to allow for future opportunities for agricultural industry development and expansion.

- *RECOMMENDATION AG-2.2.2.1: Local units of government should address the potential cumulative impacts of the siting and approval of multiple conservation subdivisions on local agricultural operations.*

STRATEGY AG-2.2.3: To improve or create opportunities for 'buy local' initiatives.

- *RECOMMENDATION AG-2.2.3.1: The Commission should become further involved in issues associated with 'food planning'. Additional studies on the existing food system and ability to support/develop*

community based agricultural initiatives can be conducted.

- *RECOMMENDATION AG-2.2.3.2: The Commission should apply to DATCP for funding and assistance for food system planning activities through the "Buy Local, Buy Wisconsin Initiative".*

Policy Links

The issues identified in this plan sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

Sustainable farming practices will have many positive impacts on the region over time. Operational efficiencies achieved through sustainability can offer improved economic benefits, while at the same time, increasing the level of protection on the region's natural resources.

Government Support Mechanisms for Agriculture

PLAN GUIDELINE: AG-3

Year 2030 Regional Comprehensive Plan

Key Facts

There seems to be no clear cut farm policy at any governmental level. The policies and programs are as diverse as the types of agriculture and farms throughout the country. Major programs, many with long histories of mixed success, continue to direct major financial resources and subsidies to select farm commodities and sectors. This practice many times disrupts the free market for agricultural products and makes farmers dependent upon government subsidy.

Government is initiating new programs to address specific issues and adapt to changing needs. Support for diversified marketing and value added products is one example.

So What!

Farming and agriculture are changing and it is important that government recognizes and reflects these changes. There are numerous programs at all levels of government with substantial investment and involvement. However, many of the current programs retain vestiges of long time government subsidy and support efforts that sometimes increase problems for farmers rather than assist them.

As an example, federal commodity programs are directed to subsidize the income of specific producers. However, they cover less than fifty percent of total farms. This is because the commodities involved are a few primary crops. Also, there is no direct relationship between access to program benefits and the financial status of the farmer. The results are that approximately 50 percent of the program payments go to large commercial farms. Because the subsidies are targeted, they do not reflect the increasing diversity of agriculture and many times encourage boom and bust cycles of production that stress smaller farms.

Many of the government programs are intended to reduce the cost side of farming. Examples are the conservation and wetland reserves program, and the various financial support programs such as farm credit and tax credits. These programs benefit all sizes of farms but are many times directed to smaller family farms where financial assistance plays a more important role. However, certain environmental regulatory policies without financial assistance may increase costs because of administrative costs for permits and increased costs of environmental improvements.

Property tax abatement has been a prime cost issue with farms in the State and especially in portions of the East Central region. High property taxes put burdens on farms of all sizes and expedite the demise of marginal farms. The use-value property tax program reduces the property tax based on the value of the land in production. This reduces operating costs by the market value of the land minus the agricultural production value. A greater benefit of this program is the preservation of farmland that may be forced to sell through high taxes. A downside to the current program is that lands in urbanizing areas can be cheaply held for speculative purposes thus causing leapfrog development and disruption of orderly development.

Current Action

Federal, state and local government play a significant role in supporting agriculture and farm preservation.

The federal 2002 Farm Bill reauthorized and expanded a number of programs to assist farmers. The major emphasis of Farm Bill promotes environmental and land conservation incentives that protect and enhance the farmland resource. Most important of these are the Conservation Reserve and Wetland Reserve Programs and the Environmental Quality and Wildlife Incentives Programs. Another important aspect of the Bill is the Farmland Protection Program designed o initiate preservation techniques such as transfer or purchase of development rights.

The Commodities Program within the Farm Bill provides various subsidies and direct economic incentives to farmers. Important to Wisconsin farmers are direct subsidy payments for various grain crops and milk production. Various other assistance programs include farm credit for ownership, operation and emergency loans, forestry assistance and crop insurance.

Wisconsin has a number of assistance programs for farmers:

- The farmland preservation program protects farms through tax relief and pre-servation zoning. The program is voluntary and is implemented at the town and county level. Based on data from 2002, 37 percent of the eligible farmers participated in the program within the region.
- Approximately 7,800 farmers in the region participated in the state's Farmland Tax Relief program in 2002 with tax relief totaling over 1.7 million dollars.
- The Agricultural Renewal Initiative provides guidance to farmers and local government for the establishment and siting of larger livestock facilities.
- The state has created a website called SavorWisconsin.com that connects agricultural consumers with producers in an attempt to promote Wisconsin grown products.
- Other efforts include additional tax credits for dairy farm modernization, ethanol production incentives, and cooperative management. There have also been a number of active proposals for things such as rural tax incremental financing and a virtual dairy team for new technology application.

At the local level, counties and towns have adopted farmland preservation plans and agricultural zoning, however; many of these are out of date and need to be updated based on current planning considerations. The 'smart growth initiative provides a valuable mechanism for integrating broad level farming and farmland preservation visions into a community long range plan.

Year 2030 Vision for Agriculture

The following vision statement for the future protection of agricultural lands within the region was established the Agricultural Resources Technical Advisory Committee:

***In 2030, agriculture is an important feature of the economy and lifestyle of the East Central region. Development pressures have been diverted away from prime farmland and ample, un-fragmented agricultural districts exist. Farming is practiced on the most productive soils. A variety of farm types and sizes are operating successfully. The region's farming community supplies both local and global markets. Citizens, local officials, and farmers are aware of and continuously address interrelated economic and land use issues. The viable and stable farm economy, in terms of farm income and prosperity, reflects* concerted**

the private and public sectors to balance free market forces and government programs for land conservation.

Goals, Strategies and Recommendations

The goals, strategies and recommendations that were developed for this section are intended to encourage coordinated and cost effective agricultural support mechanisms.

GOAL AG-3.1: Provide market-oriented economic governmental support programs for agriculture and farmers.

STRATEGY AG-3.1.1: Improve coordination and linkages amongst federal, state and local programs.

STRATEGY AG-3.1.2: Provide governmental support in the development of plans and research which facilitates new agricultural markets and creates added value products within the region.

- *RECOMMENDATION AG-3.1.2.1: The Commission should conduct additional research and policy development activities for the siting of large livestock operations within the region. The development of a 'programmatic' environmental impact statement (EIS) for the region would proactively identify those portions of the region most suitable to accommodate such facilities based on a number of factors, including environment/land capacity, transportation, quality of life, and economy, and ability to provide support services. Such a document could also be used as the basis for streamlining permitting processes associated with such facilities (e.g. ATCP 51).*

- *RECOMMENDATION AG-3.1.2.2: The Commission should monitor land use issues associated with the siting of corn-based ethanol and Cellulosic ethanol plants within the region and, if interest from its member Counties is sufficient, consider the development of a comprehensive planning study or 'best practices guide" to assist local units of government.*

- *RECOMMENDATION AG-3.1.2.3: Support and develop community-based local food initiatives and niche farming opportunities, such as:*

  - *Specialty / Artisan Foods & Niche Farming (grapes, goats, etc.);*
  - *Urban gardens;*
  - *Farmer's markets;*
  - *Public markets;*
  - *Awareness – Farm Fresh Atlas;*
  - *Community Supported Agriculture (CSA) initiatives.*

STRATEGY AG-3.1.3: Support the maintenance and development of agro-tourism initiatives within the region.

- *RECOMMENDATION AG-3.1.3.1: The Commission should assist and promote local and regional food fairs and festivals (i.e. Calumet County Fall Food Festival).*

- *RECOMMENDATION AG-3.1.3.2: The Commission should support the development of a new Niagara Escarpment agro-tourism initiative which showcases the entire range of activities and products associated with this landscape feature.*

- *RECOMMENDATION AG-3.1.3.3: The Commission should support the region's growing viticulture (grape growing/wine making) industry by providing continued assistance to private sector wineries and other partners in applying for, and receiving, an American Viticultural Area (AVA) designation centered on the Niagara Escarpment. Within the East Central*

region, the County of Calumet and portions of the Counties of Outagamie and Fond du Lac would be included in the proposed designation (linked to economic development).

- *RECOMMENDATION AG-3.1.3.4: The Commission should seek to develop a Niagara Escarpment Wine Trail Route and promotional pieces to as to enhance agricultural tourism within the region.*

GOAL AG-3.2: Promote tax and land use policies that support the enhancement of agricultural activities and the preservation of farms.

STRATEGY AG-3.2.1: Streamline environmental permit programs.

STRATEGY AG-3.2.2: Provide financial support for agricultural education.

STRATEGY AG-3.2.3: Promote financial institution support of local farming operations.

- *RECOMMENDATION AG-3.2.3.1: Communities should encourage the involvement of resident banking/lending officials in the discussion of agricultural issues*.

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

Government support mechanisms for agriculture can improve and enhance the short and long term economic conditions of the agricultural community and provide opportunities for additional economic development. Opportunities for the growth of niche farming industries and 'grow local' initiatives abound within the region. Programs which conserve agricultural land can also benefit the region's natural resources.

Importance of Education in Agriculture's Future

PLAN GUIDELINE: AG-4

Year 2030 Regional Comprehensive Plan

Key Facts

While significant resources have and are being applied to agricultural educational efforts, there is still a general misunderstanding of the significance and plight of agriculture and farming in the region. There needs to be a more concerted and coordinated effort between the education providers to reach the primary stakeholders. The need for greater education was identified as a priority in public focus groups and by the Agricultural Technical Advisory Committee.

So What!

People take the food they eat and the agricultural products they buy for granted. They are generally not concerned with where the products come from as long as they are available, the quality is reasonable and the pricing is right. Only when a problem develops, such as BSE (Mad Cow Disease) or a shortage appears, do people become concerned and ask questions about how and where the food is produced and at what cost.

Awareness of agricultural issues is a problem not only with consumers, but in many cases for the farmers and producers themselves. Many farmers still exist who have used the same techniques and business practices for generations, while adaptation is now a necessity. Issues requiring consideration include environmental regulation, land stewardship, finance and business practice, new and value added products, cooperative benefits and community interaction. While farming has traditionally been a lifestyle, if that lifestyle is to survive long-term it must also be a viable business.

Government officials could also benefit from education that would provide a greater appreciation of agriculture and farming. Within the East Central region agriculture is an important part of the local economy. Farming provides jobs and income and tax base that affects the prosperity of local communities. It is important that local officials understand how the decisions they make impact farming in their area. It is critically important that they understand the complex relationship between the interests of farmers, who own most of the land, and citizens, who make up the voting majority. Local officials need to balance these interests when they make land use, economic and government service decisions.

Current Action

There are numerous educational efforts and programs addressing agriculture and farming. Individual farmers, farm groups, state and national associations, educational institutions and state and federal government are all involved in providing education.

Individual farmers have opened their farms to the public to promote awareness of farm practices and products. As only about two percent of the population in the region is involved in agriculture most people are unaware of farm life. The "Breakfast on the Farm" event held on Outagamie County farms is an example where the public consumes locally produced food and tours the farm. Many farmers also host school children to view their facilities and operations.

Farming groups and associations also play an increasing role in education and marketing. Groups like the Farm Bureau not only represent farmers' interest in the political process but provide educational materials to the public on the value and plight of farmers. The Farm Bureau also supports farmers directly in such matters as marketing, business plans and farming methods. The Farmland Trust is a national organization that works to advance the cause of farmland protection. The Farmland Trust provides research and support to farmers and farm groups and provides educational materials to the public on farmland loss and preservation efforts.

Schools and universities play a dual role in agricultural education. First, they directly educate people for farm and agricultural related occupations. This education is not just in farming techniques and management but in agricultural science involving new products and secondary industries. Agricultural education participation rates at the high school level have declined due to a decrease in the number of farm families but also a failure of the next generation to enter the business.

Second, schools and universities also educate the public. As an example, the University of Wisconsin Extension has outreach projects that provide agricultural materials and seminars on general and critical agricultural matters. There are a variety of methods used including pamphlets, mass media, and the internet. UW Extension offices and staff assistance are available in most counties throughout the region.

Federal and state government also put significant resources into education. The United States Department of Agriculture provides research and educational materials ranging from international markets for agriculture to specific applications on individual farms. The National Resource Conservation Service provides educational information on conservation practices directed to farmers and local governments. The Wisconsin Department of Agriculture and Department of Commerce provide materials to farmers and the public on agricultural issues and government program support.

Year 2030 Vision for Agriculture

The following vision statement for the future protection of agricultural lands within the region was established the Agricultural Resources Technical Advisory Committee:

In 2030, agriculture is an important feature of the economy and lifestyle of the East Central region. Development pressures have been diverted away from prime farmland and ample, un-fragmented agricultural districts exist. Farming is practiced on the most productive soils. A variety of farm types and sizes are operating successfully. The region's farming community supplies both local and global markets. Citizens, local officials, and farmers are aware of and continuously address interrelated economic and land use issues. The viable and stable farm economy, in terms of farm income and prosperity, reflects concerted efforts by the private and public sectors to balance free market forces and government programs for land

Goals, Strategies & Recommendations

The goals, strategies and recommendations developed for this section are intended to encourage the development and sharing of information to communities and agricultural stakeholders.

GOAL AG-4.1: Increase the public's and local officials' awareness of the significance of agriculture and farming in their community.

STRATEGY AG-4.1.1: Create ways to better inform elected officials on agricultural and food supply issues.

- *RECOMMENDATION AG-4.1.1.1: The Commission should work with DATCP, the Wisconsin Towns Association, Wisconsin Counties Association and other partners to create a new education and outreach program which help local governments implement working lands programs and increase public understanding and support of programs.*
- *RECOMMENDATION AG-4.1.1.2: The Commission should collaborate to improve current information and education on basic agricultural industry changes and impacts.*
- *RECOMMENDATION AG-4.1.1.3: Locally prepared smart growth plans should include improved economic analyses of agricultural lands within their communities so as to promote awareness.*

STRATEGY AG-4.1.2: Inform the general public of current agricultural and food supply issues.

- *RECOMMENDATION AG-4.1.2.1: The Commission should work with the appropriate entities to develop and promote information regarding farm lifestyle opportunities.*
- *RECOMMENDATION AG-4.1.2.2: Educate and inform the region's residents of the benefits of locally produced, healthy meals.*
- *RECOMMENDATION AG-4.1.2.3: That a specific curriculum be developed with the assistance of CESAs for agricultural and food supply issues.*

GOAL AG-4.2: Provide greater education opportunities and assistance to farmers and agricultural business.

STRATEGY AG-4.2.1: Better educate farmers on community impacts and business practices related to agriculture.

- *RECOMMENDATION AG-4.2.1.1: Agriculture related groups and schools should provide opportunities for education and awareness on food supply and local community impacts of agriculture.*
- *RECOMMENDATION AG-4.2.1.2: The Commission should support ongoing efforts, including the development of the Working Lands Initiative, to improve assistance to farmers and agricultural businesses.*

Policy Links

The issues and solutions identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

The development and distribution of information to decision-makers and stakeholder groups will aid the conservation of agricultural lands and the region's natural resources. Transportation issues associated with agriculture and the movement of goods and services are critical for maintaining the economy of this sector. Additional efforts must focus on agriculture for both local and regional economic development. Many forms of crop-based agriculture have special workforce needs and therefore housing demands may differ in some rural areas.

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CHAPTER 9: NATURAL RESOURCES

Introduction

The region's natural resources are a complex system of individual components and physical characteristics that serve specific ecosystem functions and fulfill part of the region's economic and social needs. The wealth and variety of resources available within the region not only provided for its initial settlement and development, but now, hundreds of years later, still furnish its residents with the basic needs of life: food, water, power, and raw materials for human consumption. Most natural resources can be categorized as being either renewable or exhaustible and must be managed accordingly. Natural resources often act as both a physical constraint to development, as well as a commodity that enhances rural and urban environments by providing recreational, social, and economic opportunities. Individually and collectively, these resources also contribute to the region's overall 'sense of place' and 'quality of life' that is beloved by most of its residents.

Smart Growth statutes [66.0295(2)(e)] define the Natural Resources element as being comprised of the 17 sub-elements, of which 15 are addressed in the context of the regional plan. It should be noted that although they are technically part of this element, 'productive agricultural areas' and 'historical and cultural resources' are addressed separately in Chapters 8 and 10, respectively. The 15 sub-elements are:

1. Groundwater
2. Forests
3. Environmentally sensitive areas
4. Threatened and endangered species
5. Stream corridors
6. Surface waters
7. Floodplains
8. Wetlands
9. Wildlife habitat
10. Metallic and nonmetallic mineral resources (Note: No significant metallic resources exist in region)
11. Parks (regional)
12. Open spaces
13. Community (regional) design
14. Recreational (regional) resources
15. Other natural resources

Statements Interaction with Other Planning Elements

The generalized subject of Natural Resources, from a land use planning perspective, relates to all eight remaining 'smart growth' plan elements. Table NR-2, contained in Milestone Report #2 – Issues & Opportunities (see www.eastcentralrpc.org), illustrate the many natural resource relationships that exist between the individual sub-elements and the major plan elements, including the two items which were separated from the natural resources element - agriculture and cultural/historic resources. Most of these relationships and their associated issues are based on their geographic proximity to development or some aspect of the resources function. A successful and meaningful plan will document and address these relationships appropriately.

Vision Statement for Natural Resources

In preparation for forming a vision statement, the individual Technical Advisory Committees were asked to consider three questions: "What would you like to see preserved in the region?", "What would you like to see changed in the region?" and "What would you like to see created in the region?". Committee members generally envisioned a future where the region's natural resources are placed high on the list of individual and community values. They had recognized that these resources are an integral part of the economy and quality of life and that much of the variation in character and identity of the region is due to the natural environment. Major river and lake systems, large blocks of natural areas, woodlands and wetlands, and even the smaller isolated or unique features were all identified as being part of a well functioning ecosystem that, if preserved and managed correctly, can provide the region with benefits associated with their inherent 'natural capital'. The resources themselves would provide both environmental services and economic value in the form of tourism and quality of life.

It was also recognized that the region's resources are used on a daily basis to support the actual development of the region. The region's mineral, wood, and water resources are all prerequisites to development and are a necessary commodity for urbanizing environments. It is also an accepted fact that natural resources are often considered as a major factor in locating development in the first place. Rural development occurs largely because of the individual's desire to have open space and a natural environment surrounding them, but usually at a cost to the community overall. The TAC recognized that these demands need to be balanced with the ecological needs of the region and that a move towards sustainability is warranted.

The vision expects that natural resources are meaningfully integrated into regional, county, and local level plans as a foundational element from which to build the rest of the plan upon. The TAC's acknowledge that each resource is not only an independent system, but is also functional part of a larger ecosystem. Each resource needs to be planned for in a manner which is best suited to its particular values and functions, as well as for its role and value within region overall.

Identifying and acknowledging these relationships, along with the impacts of development, will lead to more sustainability within the region. Most importantly, the envisioned future relies on coordinated regional planning efforts which go beyond political boundaries and more closely match the natural boundaries of the environment. New tools and techniques for implementing the vision, such as watershed management and green infrastructure, will ensure that the region retains and improves its ecological 'sense of place' and moves towards sustainability.

Lastly, the vision assumes that state agency and local government entities would be responsible for more efficient and coordinated decision-making, but that the general public plays a large role in the management and stewardship of our region's resources. These concepts and ideas are summarized in the following Natural Resources Vision Statement:

> *"In 2030, the importance of natural resources, including their link to the regional economy, quality of life, and cost effective service provision is recognized. Natural resource planning is sustainable, consistent and coordinated in order to protect and build a strong sense of ecological place. The Winnebago Pool Lakes*

and the Fox/Wolf River systems are recognized as the backbone of the region's ecological resources. Geologic resources that are significant from an aesthetic, scientific, cultural, historic, educational, or commercial extraction purpose, have been identified, inventoried, preserved and protected to meet the development and societal needs of the region. The region has proactively addressed public access, recreation, open space, and trail facilities in order to meet the needs of its citizens; enhance the quality of life and environment; realize tax savings and other economic benefits; and to maintain and improve the region's tourism economy. The region is comprised of well-defined urban and rural spaces which improve the individual's perception of 'sense of place', while communities within the region have maintained their individual character and identity. Within the region, surface water resources are planned for in a watershed-based manner that embraces and encourages the use of 'green infrastructure' concepts. The proactive protection of natural features not only contributes to water quality, but also to the long term sustainability and economic benefit of the region".

Goals, Strategies and a Plan for Action (Plan Guidelines)

The various natural resources' Technical Advisory Committees assisted East Central staff in creating the overall plan element vision and goals. For the most part, these statements were based on previously conducted focus group meetings which identified issues and opportunities. The identified issues and opportunities fall into five major categories: geologic and non-metallic mining resources; groundwater; surface waters, flooding, and watershed planning; wildlife habitat, forestry, and ecological resources, and; regional open space and recreation. The following plan guidelines summarize the key facts, discussion, current activities and programs associated with the agriculture plan element. As in Milestone Report #2, the element's vision statement and core goals are listed, however; Milestone Report #3 now includes the addition of more specific regional strategies and specific recommendations which will assist the region in meeting these goals.

Based on the advisory nature of the Commission, as well as its regional coverage, many of the recommendations are geared toward its own potential involvement in achieving the established vision. The recommendations exist, in part, to meet a portion of the State's smart growth planning requirements to address the implementation of the plan, but even more so….many are written in a manner which is 'action oriented'.

The recommendation statements are written in three general ways:

1. (e.g. *"the Commission should…"*) – providing specific direction, role, or set of tasks/activities that the Commission itself can conduct, often times at a regional level. These activities will serve to assist member counties and communities directly or indirectly and, as an additional benefit, will improve the consistency and objectivity by which multi-jurisdictional land use issues are addressed.

2. Other recommendations are written so that they serve as a general 'policy'. Items that should or may be considered and applied in future decisions or opinions rendered by the Commission or its staff.

3. Still others are written as statements which 'support or encourage' certain outcomes, many of which require the leadership or assistance of other agencies and entities.

The recommendations are an important part of this planning document as they will serve to guide the Commission in its future activities. These will eventually serve as the basis for the Commission's future Strategic Plan and its current Annual Work Program planning and evaluation process. These are important tools that are used in communicating the Commission's mission and value to member units of government and the citizens of the region. More information and recommendations for plan implementation can be found in Chapter 12 – Regional Plan Implementation.

The 'policy links' section of the fact sheet is essentially a summary of the *"Statement of Interaction with Other Planning Elements"* portion of this chapter and is present so that the user of the document can keep these key linkage points in mind.

Geologic Resources & Non-Metallic Mining

PLAN GUIDELINE: NR-1

Year 2030 Regional Comprehensive Plan

Key Facts

During the Pleistocene period, between 15,000 and 25,000 years ago, several separate glacial advances and retreats took place over northeastern and central Wisconsin. These glaciers deposited large amounts of unsorted tills and stratified gravel, sand and clay materials throughout the region. Lying below these glacial sediments is a series of much older bedrock layers ranging from highly fractured limestones and sandstones, to shales and granite.

The bedrock geology of the region provides high quality materials – stone and aggregates – which are used in road construction, housing and commercial developments, as well as agricultural products. Approximately 400 active and inactive stone quarries, sand and gravel pits, and topsoil/clay borrow areas exist within the region. These areas are important sources of the raw materials necessary for continued development, and these sites are typically located in close proximity to the major urban centers of the region due to the high transportation costs.

As a result of encroaching urban and rural development, it has become increasingly difficult for existing mining operations to expand or site new operations, due to real or perceived conflicts such as noise, traffic, dust and private well impacts.

Many of the glacial and bedrock features which provide these materials also exist within landscapes that are somewhat unique to the region and give it much of its character, thereby threatening some of the social values.

So What!

Access to aggregates is critical to Wisconsin and the region's economy. While there are literally hundreds of uses of aggregates, most are used as a raw material for construction. Over 90 percent of asphalt is aggregate. In addition, about 80 percent of concrete – a key component of homes and commercial buildings – is aggregate. Approximately 38,000 tons of aggregate are used in building one lane mile of interstate and 400 tons are used in constructing the average new home.

Because they are heavy and bulky, it is often cost prohibitive to transport these materials long distances. Consequently, high transportation costs generally dictate that the material source be near the market where it is actually used.

While most agree that these materials are important to society, the mining industry is still facing major challenges in protecting access to these deposits. Currently, it appears that the permitted non-metallic resources are being used faster than approvals can be obtained for opening new resource deposits. Some areas containing significant deposits are being re-zoned to prevent mining or are being built over, which effectively prohibits their extraction in the future.

In the absence of long-term comprehensive planning for non-metallic resources, it is possible, and perhaps even likely that zoning or growth will prohibit the use of these materials when they are needed.

Current Action

Other than local zoning regulations and the WDNR's new NR-135 Non-Metallic Mining Reclamation and Mineral Registration Program, little if any action is being taken to ensure that the remaining, marketable deposits will be available for use in the future development of the region. Zoning approvals are typically given in the form of 'conditional uses' rather than as a 'use by right' which makes siting or expanding a quarry somewhat difficult and time consuming – although these procedures do allow for significant oversight by the community. The NR-135 Mineral Registration Program is voluntary and allows sites with marketable deposits to be protected from development by recording of a deed notice in the county register of deeds office.

The Wisconsin Geologic & Natural History Survey (WGNHS), an advisory academic agency, has done much work in this field and is one of the agencies being relied upon to inform and educate decision makers so that social needs and land use conflicts are balanced. Private educational efforts are, also becoming more common as the annual 'Quarry Quest' event and Menasha's Weis Earth Science Museum provide hands-on venues for children to learn about these materials and needs. East Central staff will be working with these agencies, other academic institutions, industry, and county representatives to further assess these issues and find balanced solutions through the regional planning process.

Year 2030 Vision for Geologic Resources

As drafted by the Geologic Resources Technical Advisory Committee, the following vision statement for geologic resources within the region was established:

The East Central Region has inventoried and identified the significant geologic resources which are to be preserved and protected for aesthetic, scientific, cultural, historic, educational, and commercial extraction purposes. Local and county plans have adequately, and realistically, addressed the future local and sub-regional needs for non-metallic minerals, while balancing the concerns of its citizenry. Plans will incorporate non-metallic mining uses as a transitional land use – one which is critical to the future economic development of the region and may add value to the site, once reclaimed. Mining sites will be operated and managed in an environmentally sound and sustainable manner, with long-term reclamation of sites integrated into the planned needs of the community and region. Local plans have clearly identified existing sites, expansion areas, and future marketable deposits so as to reduce future conflicts in rural and urbanizing areas. The access to these resources has been preserved and enhanced to aid in their removal and transport within, and outside of, the region. Decisions re-garding the siting of new mines, or expansion of existing sites, will be: 1) sensitive to the environment; 2) more uniform throughout the region, and; 3) based upon factual and objective information this vision was achieved through improved intergovernmental coordination, communication, and education of local officials citizens and the mining

Goals, Strategies and Recommendations

The goals, strategies and recommendations that were developed for this section are intended to encourage the identification, protection, preservation and planning for the development

of geologic resources to insure an adequate supply is always available within the region.

GOAL NR-1.1: Preserve and protect unique geologic sites within the region for aesthetic, cultural/historic, scientific, and educational purposes.

STRATEGY NR-1.1.1: Identify all unique geologic sites within the region with the potential for preservation or enhancement.

- *RECOMMENDATION NR-1.1.1.1: Acknowledge the following sites in the region for potential preservation or enhancement.*

  Calumet County
  - *Niagara Escarpment cliff face and associated features*
  - *Ledgeview Caves*

  Fond du Lac County
  - *Niagara Escarpment cliff face and associated features*
  - *Eureka Moraine*
  - *Drumlin Fields (i.e., Campbellsport, Eden, Empire, etc.)*

  Green Lake County
  - *Mitchell Glen*
  - *Mount Tom*
  - *Manadnock Outcropping*

  Marquette County
  - *Observatory Hill*
  - *Montello Quarry*
  - *Lohrville Quarry (Flynn's)*

  Menominee County
  - *Wolf River Dells*

  Outagamie County
  - *Duck Creek Esker*
  - *Mosquito Hill*

  Shawano County
  - *Tigerton Dells*
  - *Granite & Anorthosite Outcrop*

  Waupaca County
  - *The Ledge*
  - *Cactus Rock*
  - *New London Esker*
  - *Navarino Esker*
  - *South Little Wolf Outcrop*
  - *North Little Wolf Outcrop*

  Waushara County
  - *Redgranite Quarry*
  - *Mt. Morris*
  - *Lohrville Quarry (Flynn's)*

  Winnebago County
  - *Eureka Moraine, Radio Tower Hill*

- *RECOMMENDATION NR-1.1.1.2: Periodically review the list of unique geologic features and update this document as required.*

- *RECOMMENDATION NR-1.1.1.3 Consistently discourage new aggregate extraction areas in the region which will negatively impact regionally significant resources, including key green spaces, their natural and hydrologic features, habitat and corridors.*

STRATEGY NR-1.1.2: Work with local and state governments to identify programs, funding sources, and methods for long-term protection of unique geologic resources.

- *RECOMMENDATION NR-1.1.2.1: The Commission should develop an informational report geared toward communities that identify programs, funding sources and methods for long-term protection of these, or similar, resources.*

- *RECOMMENDATION NR-1.1.2.2: The Commission should continue its involvement as a leader in the Niagara Escarpment Resource Network (NERN) efforts in order to more specifically provide guidance and information to local units of government containing this feature.*

STRATEGY NR-1.1.3: Local units of government should identify opportunities to incorporate educational programs associated with unique geologic features.

- *RECOMMENDATION NR-1.1.3.1: Local units of government should work with school districts, county and municipal staffs, UW-Extension and other state agencies as appropriate to develop, maintain or expand educational opportunities for these sites for both young and old populations.*

GOAL NR-1.2: Preserve and protect mineral resources within the region to meet projected short and long-term needs.

STRATEGY NR-1.2.1: Work with local and state governments to identify important mineral resources within the region and inventory various characteristics of the mining industry.

- *RECOMMENDATION NR-1.2.1.1: The Commission should conduct an in-depth, region-wide study on the available aggregate resources in comparison with the population trends and projections to insure that an adequate supply is available in the future.*

- *RECOMMENDATION NR-1.2.1.2: Conduct a more detailed study of the current transportation system and the aggregate industries existing and future transportation needs.*

- *RECOMMENDATION NR-1.2.1.3: The Commission should seek additional funding for the development of new GIS mapping data creation and analysis which will assist in the planning for the region's future aggregate resource needs.*

STRATEGY NR-1.2.2: To better identify methods for which to inform communities and residents of programs, funding sources, and methods for long-term protection of mineral resources.

- *RECOMMENDATION NR-1.2.2.1: The Commission should work with state agencies (WDNR, WisDOT, and WGNHS) and other partners to educate and inform communities on subjects related to mineral planning.*

STRATEGY NR-1.2.3: Highly suitable non-metallic mining sites should be prioritized for the region, as a guide for communities, using the following recommendations as the basis for assessment.

- *RECOMMENDATION NR-1.2.3.1: Communities should seek to preserve the short and long-term accessibility to mineral resources. This includes consideration of:*

  - *the property ownership;*
  - *its long term land use;*
  - *its access to road infrastructure;*
  - *its proximity to existing or future development (to limit conflicts).*

- *RECOMMENDATION NR-1.2.3.2: Communities should preserve existing infrastructure which allows for better access to mineral resources and their transport.*

- *RECOMMENDATION NR-1.2.3.3: Due to road damage associated with mining activities communities should direct access to county or state road facilities with higher design standards where possible. Trans 233 does apply in mining activities.*

- *RECOMMENDATION NR-1.2.3.4: Communities should preserve and protect critical geologic resources within close proximity (approx. 10 miles) of existing urban (ized) areas.*

- *RECOMMENDATION NR-1.2.3.5: Communities should consider preserving areas not suitable for development based on geologic properties.*

STRATEGY NR-1.2.4: Communities and counties should create policies to promote the preservation of existing non-metallic mining sites, expansion areas, and future marketable deposits.

- *RECOMMENDATION NR-1.2.4.1: Local and county level plans should clearly identify existing mine sites as well as their planned expansion areas (whether approved or not) in order to ensure improved public awareness and to enhance decision-making.*

- *RECOMMENDATION NR-1.2.4.2: Promote NR-135 land registration program as a method to preserve resources.*

STRATEGY NR-1.2.5: Preserve non-metallic mining as a normal land use that is compatible with rural areas. Suggestions for communities to consider as part of their planning/regulatory strategies include:

- *RECOMMENDATON NR-1.2.5.1: Zoning districts and plans similar to concepts of agricultural preservation plans/zoning.*

- *RECOMMENDATION NR-1.2.5.2: Creation of Aggregate Resource areas where intensive land use should be strongly discouraged, including residential subdivision of land into lots of less than 35 acres.*

GOAL NR-1.3: Emphasize non-metallic mining activities as a 'transitional' and 'interim' use of the land and achieve maximum benefits from the reclamation of these sites.

STRATEGY NR-1.3.1: County and local plans should emphasize non-metallic mining activities as a transitional land use.

- *RECOMMENDATION NR-1.3.1.1: Local units of government should consider allowing for the extraction of a resource just prior to the site's re-use as a different land use – a use which is planned for as part of an overall land use scheme for the community.*

STRATEGY NR-1.3.2: Create and evaluate opportunities to better integrate the reclamation of existing/future non-metallic mining sites into other community needs or plans.

- *RECOMMENDATION NR-1.3.2.1: Communities should encourage creative uses of reclaimed sites (i.e. recreational geology, parks, stormwater management, etc.).*

- *RECOMMENDATION NR-1.3.2.2: The basic provisions of the NR-135 reclamation program should be maintained as a mechanism to ensure coordination of land use changes.*

- *RECOMMENDATION NR-1.3.2.3: The Commission should continue to implement the NR-135 Program on behalf of the counties of Calumet, Outagamie, Winnebago, Shawano, and Waupaca.*

- *RECOMMENDATION NR-1.3.2.4: The Commission should continue to develop its abandoned mine sites study in order to assess the extent and need for future program and incentive options to ensure their eventual reclamation.*

GOAL NR-1.4: Develop County and local plans which support and emphasize the regional context associated with non-metallic mining activities and needs.

STRATEGY NR-1.4.1: Encourage local and county plans to acknowledge regional factors that are associated with non-metallic mining activities.

- *RECOMMENDATON NR-1.4.1.1: Communities need to budget sufficient time and financial resources to properly address non-metallic mineral resources.*

- *RECOMMENDATION NR-1.4.1.2: Communities should ensure that they look at, and evaluate, the regional impacts of zoning decisions related to non-metallic mines (i.e., land use, economy, groundwater, etc.).*

GOAL NR-1.5: Non-metallic mining activities should be regulated and operated in a manner which balances the needs of the region while minimizing the effects on the environment and maximizing compatibility with nearby land uses.

STRATEGY NR-1.5.1: Local plans and zoning regulations should be developed in a manner that provides clear goals and objectives regarding non-metallic mining while leaving flexibility in their implementation.

- *RECOMMENDATION NR-1.5.1.1: Create better notification procedures for planning and zoning decisions related to non-metallic mining that reaches out to industry representatives and other potentially impacted parties (i.e. neighboring jurisdictions).*

- *RECOMMENDATION NR-1.5.1.2: Evaluate the possibility of a regional zoning/implementation option for communities and counties for non-metallic mining permits.*

- *RECOMMENDATION NR-1.5.1.3: Create a model zoning ordinance for extraction that balances the health and environmental impacts with the needs of industry and the public.*

STRATEGY NR-1.5.2: Educate zoning officials so they don't create additional, inadvertent, restrictions on non-metallic resources or operations (i.e., setbacks from existing structures, zoning to exclusive ag., etc.).

- *RECOMMENDATION NR-1.5.2.1 More education and assessment of non-metallic mining issues by a neutral, third party (i.e. a standard group of experts than can be used during the permitting process for advisory review and evaluation).*

STRATEGY NR-1.5.3: Better management of non-metallic mining sites (i.e. more effort to improve/maintain aesthetics during operations).

- *RECOMMENDATION NR-1.5.3.1: A requirement for companies to maintain a citizen's advisory committee that would meet quarterly to respond to community opinions on the mine site and forward those opinions to company staff and local officials.*

- *RECOMMENDATION NR-1.5.3.2: Existing mine operations throughout the region should consider the development and adoption of 'green gravel' concepts, including the 3 R's (reduce, re-use, and recycle) as a method to reduce costs, energy usage, and material consumption.*

GOAL NR-1.6: Collect, develop and distribute regional level information to assist counties and communities on non-metallic mining issues.

STRATEGY NR-1.6.1: The Commission should serve as a more localized clearinghouse for regional mineral resource data and information.

- *RECOMMENDATION NR-1.6.1.1: Create a regional resource information/inventory web site.*

- *RECOMMENDATION NR-1.6.1.2: The Commission should seek to provide each member County within its region with a*

minimal level of consistent GIS data on geologic resources.

- *RECOMMENDATION NR-1.6.1.3: The Commission should collaborate with other entities (WGNHS, UW-Extension, and WLIA) to develop a program which educates planners on GIS data availability and uses.*

- *RECOMMENDATION NR-1.6.1.4: Annually update the inventory of 'unique' geologic sites and post it on the Commission's website to increase awareness.*

STRATEGY NR-1.6.2: Improve the public's accessibility to existing data sources so to foster improved decision-making.

- *RECOMMENDATION NR-1.6.2.1: Encourage the acceleration of geologic mapping projects for the East Central region and move the distribution of their data from an academic level to a more commercial level.*

- *RECOMMENDATION NR-1.6.2.2: Conserve and maintain geologic cores and samples that may be in jeopardy due to funding for archival space needs. This could eliminate the need to gather more/new information for future projects that affect land use.*

STRATEGY NR-1.6.3: Efforts to develop new geologic GIS data should be considered wherever practical.

- *RECOMMENDATION NR-1.6.3.1: The Commission should encourage State to look deeper than just soils when providing resources or support to GIS data information projects.*

- *RECOMMENDATION NR-1.6.3.2: Part of any sub-regional or site-level inventory project should also incorporate/identify geologic hazards (i.e. karst features).*

- *RECOMMENDATION NR-1.6.3.3: The Commission should facilitate the development of a more accessible information and tracking system on private properties which have leases held by non-metallic mining industries.*

GOAL NR-1.7: Achieve better communication and intergovernmental coordination, and cooperation amongst local officials, citizens, and operators on non-metallic mining issues.

STRATEGY NR-1.7.1: Promote any community plans or ordinances which are considered 'good' and 'working'.

- *RECOMMENDATION NR-1.7.1.1: Tax-base and revenue sharing concepts need to be applied and thought about for managing the region's non-metallic mining resources.*

- *RECOMMENDATION NR-1.7.1.2: Change community perceptions - local plans need to be flexible and should be re-visited and modified as necessary regarding geologic resource issues.*

STRATEGY NR-1.7.2: Communities need to better diffuse the emotions, and reduce 'personality conflicts' (local politics) that affect the decisions in approving new or expanded non-metallic mines.

- *RECOMMENDATION NR-1.7.2.1: Communities need to better balance community vs. individual needs when making decisions on non-metallic mining issues.*

- *RECOMMENDATION NR-1.7.2.2: Encourage better intergovernmental cooperation on planning for, regulating, and protecting geologic resources across jurisdictions.*

- *RECOMMENDATION NR-1.7.2.3: Improve communication and coordination relating to active mineral extraction operations that cross, or are adjacent to, municipal boundaries.*

- *RECOMMENDATION NR-1.7.2.4: Communities should improve their abilities to transfer information on non-metallic mining sites and mineral resource information/issues when governing board members change.*

GOAL NR-1.8: Educate the region's local officials and citizens on distribution of, access to, uses of, and the extraction process of non-metallic mineral resources.

STRATEGY NR-1.8.1: Provide regional platforms/forums for continued discussion and education on non-metallic mining and mineral resources.

- *RECOMMENDATION NR-1.8.1.1: The Commission should collaborate with other entities to establish regular education/training forums that would focus on the following aspects of mineral resources:*
  - *Illustrate that mineral resources are, in fact, limited, and the over-reliance on existing sources needs to be addressed;*
  - *Awareness and uses of mineral registration;*
  - *Creation of more uniformity in planning based on scientific knowledge;*
  - *Addressing public's misconceptions about the mineral industry;*
  - *Training of mine operators on land use planning and public participation methods;*
  - *Creative ways to tie mineral resources and extraction to other opportunities (i.e. economic development, recreation, community plans);*
  - *Site reclamation information and issues.*

- *RECOMMENDATION NR-1.8.1.2: As a companion to the educational forums, the Commission should collaborate to develop a general framework and guidance document for local communities on geologic and mineral resource issues.*

STRATEGY NR-1.8.2: Decrease complaints related to existing operations by taking a proactive approach with neighboring residents and citizens.

- *RECOMMENDATION NR-1.8.2.1: Mining operators should host periodic 'open houses' (educational opportunities) that can make the site and its operator a part of the community and inform residents of the historical importance of the site or activity.*

STRATEGY NR-1.8.3: Develop improved access to resources for local units of government, citizens and mine operators.

- *RECOMMENDATION NR-1.8.3.1: The Commission should create a technical advisory committee, or list of diverse and informed individuals, that can be contacted to assist counties, communities, and operators within the region. This would be done by providing consistent and objective opinions and information on non-metallic mine siting and operational issues.*

- *RECOMMENDATION NR-1.8.3.2: Counties and RPC's should consider providing more support to producers on local zoning issues. The larger scale value of minerals to the community or county needs to be emphasized during the zoning review process.*

STRATEGY NR-1.8.4: Develop and disseminate new or updated information to communities and non-metallic mining interests on common, or new, land use related issues.

- *RECOMMENDATON NR-1.8.4.1: The Commission should assist in the development of a general education program that can be used by mine operators and communities to assist in dispelling myths about non-metallic mining activities.*

- *RECOMMENDATON NR-1.8.4.2: The Commission should assist in the development of a list of 'planning and information tools' as well as information sources for mining operators and communities.*

- *RECOMMENDATION NR-1.8.4.3: The Commission should seek to develop a study/methodology for assessing impacts to property values associated with non-metallic mining activities.*

- *RECOMMENDATION NR-1.8.4.4: Information and case studies on the impacts of blasting should be developed and shared with communities and operators. The Mine Safety and Health Administration (MSHA) and The Wisconsin Department of Commerce (WDCOM) should seek to create the tools to work with and inform the general public on blasting issues.*

Policy Links

The issues identified in the sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

Once local plans have clearly identified marketable mineral deposits within the region, access to transportation has to be preserved or enhanced to aid in the removal of these materials.

Mining activities are an interim land use. Reclamation of existing/future mine sites should be integrated into community land use plans. Communities should encourage creative uses of the reclaimed sites (i.e. recreational geology, parks, stormwater management, lakes, etc.). Reclaimed sites can provide a stimulus for housing and other economic development or enchance the regions natural resources.

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Groundwater & Water Supply

PLAN GUIDELINE: NR-2

Year 2030 Regional Comprehensive Plan

Key Facts

Groundwater represents one of the most abundant and treasured resources within Wisconsin as it used not only for domestic consumption, but also to serve the needs of industry and agriculture, as well as tourism associated primarily with recreational fishing activities. The region is comprised of a system of five distinct groundwater aquifers which and are recharged through surface runoff or the movement of groundwater between aquifers. The numerous bedrock layers and compositions cause many variations in both the vertical and horizontal flow of this groundwater throughout the region.

According to a recent report by the U.S. Geological Survey (USGS), Wisconsin has approximately two quadrillion ($2x10^{15}$) gallons, or about one-third the volume of Lake Superior, stored as groundwater. Groundwater use in Wisconsin has increased steadily overall for most use categories since 1950. Irrigation water use more than doubled between 1980 and 2000 as irrigated acreage increased. In general, groundwater use has increased within the region as urban areas continue to grow and require significant quantities of water for residential, commercial, and industrial users. The use of groundwater within the region has reached an upper end estimate of more than 170 million gallons per day (this figure soars to 253 million gallons per day if surface water sources - such as Lake Winnebago - are taken into consideration for municipal water supplies). In 1990, the Fox Cities was estimated to withdraw approximately 5.6 million gallons per day.

In general, the quality of the groundwater used for domestic purposes is relatively good throughout the region, although specific locations may have localized problems due to the geologic or aquifer characteristics. Some areas within the region are subject to certain types of natural and artificial contaminants such as arsenic, radon, total dissolved solids, nitrates, and bacteria. Many of these problems are of a highly serious nature.

For example, the WDNR has recently identified portions of the central part of the region in Winnebago, Outagamie, and Shawano Counties as an "Arsenic Advisory Area" and special casing regulations exist which call for stronger, deeper wells with extra steel casing that can reach as deep as 260 feet where necessary. Ingested arsenic is a known cause of cancer, including cancer of the skin, lungs, bladder and kidneys. It was recently determined that about 18 percent of all private wells in Outagamie and Winnebago County exceed the Federal EPA's 10 parts per billion limit which applies to all municipal water supplies!

Many of the region's areas are considered to be highly susceptible to aquifer contamination based on conditions such as sandy soils, thin soils or fractured bedrock.

So What!

Groundwater availability and quality are essential to the health, welfare and quality of life of region's residents. Local, state and federal standards exist for different aspects of groundwater and the development review process can insure compliance with these standards. However, unforeseen problems with contamination, whether from direct industrial sources or from polluted surface runoff, has the potential to impact the region's precious groundwater supplies. Because of their relationship to public health and safety,

drinking water sources should be provided the highest achievable levels of sustainability and environmental protection.

Groundwater resources can be significantly altered or damaged by human influence on the land. Over the years, more and more research has shown that land use activities affect groundwater quality and quantity. Some impacts occur in a relatively short period of time, while others may take years or decades to show up. These impacts fall under three general categories: quality, quantity, and surface/groundwater interactions:

- Quantity - While the amount of available water is not of concern immediately, the future supply is being diminished rapidly due to continued urbanization. A report produced in 1998 by the U.S. Geological Survey estimated that the deep sandstone aquifer system which serves the Fox Cities is being lowered by two feet per year, mostly as a result of increased pumpage by municipalities and industry, but also as an effect of interfering cones of depression from high capacity wells. The main recharge areas for this aquifer system lie in the western portion of the region, and in some cases, outside of the region; thereby stressing the importance of future regional development patterns and intergovernmental cooperation. Municipal and private well placement, density, and pumping rates contribute to these drawdown levels as well as to groundwater quality problems. These concerns may be temporarily averted in the short-term as the connection of the Green Bay metropolitan area to a Lake Michigan water source in 2007 has already had positive impacts on aquifer levels as they have already rebounded approximately 70 to 100 feet near Allouez and DePere.

- Quality - Groundwater quality and susceptibility to contamination is of concern in numerous parts of the region due to the presence of highly fractured bedrock deposits and karst topography. Arsenic, nitrate, and bacteria contamination negatively affect the health of individuals and therefore, may also have long term impacts on both the economy and quality of life associated with the region.

- Surface/Groundwater Interaction - The addition of impervious surfaces as a result of development and urbanization can negatively affect groundwater recharge as well as stream-base flow and horizontal/vertical groundwater flow. With many streams being used for recreational fishing and other recreation activities, a portion of the region's economic future (tourism) may be at risk strictly due to our desire for accommodating development.

The East Central region has great extent and variety of groundwater problems and as such, its residents should be concerned about the future of this resource.

Current Action

The Regional Plan's focus is on quantity issues, as quality is typically a function of drawdowns, usage from a broad perspective and regional solutions will be necessary. Most quality problems a function of land use or site-specific contamination sources and many local and statewide programs are available to assist or educate. Most can be prevented locally, but some broad, regional level recommendations specifically regarding land use are contained as part of this plan.

Numerous activities are currently underway by the State and other entities to address groundwater issues. Of note is the State's creation of Wisconsin Act 310 which identifies

Groundwater Management Areas, or GMA's (the Fox Cities and Brown County is one!) and sets forth rule-making authorities. Rules are currently being discussed under the auspices of the WDNR and are being developed by an appointed Groundwater Advisory Committee (GAC). More locally, several water protection conservation initiatives have been initiated by communities (such as the Village of Kimberly) and continued collaboration has spawned one regional effort, the Fox Communities Groundwater Partnership, which is co-lead by the Wisconsin Rural Water Association (WRWA) and the Commission. At a much broader level, even federal level activities, such as the Great Lakes Compact is important to groundwater as this bi-national agreement has a water conservation component (***See Chapter 7, Plan Guideline CF-3: Public & Private Water Supply for more information and details on recommendations pertaining to water conservation***).

Year 2030 Vision for Groundwater

As drafted by the Groundwater & Water Supply Technical Advisory Committee, the following vision statement for groundwater was established.

The groundwater resources of the East Central region are managed, planned for, preserved, protected and/or enhanced to meet the current and future needs of its citizens and the environment.

Goals, Strategies and Recommendations

The goals, strategies and recommendations developed for this plan sub-element are intended to encourage proactive measures for the consideration and protection of the region's groundwater resources.

GOAL NR-2.1: To preserve and protect the quantity and quality of the region's groundwater supply through the use of sustainable planning, preservation, and development concepts and management techniques.

STRATEGY NR-2.1.1: Encourage the continued development and improvement of local smart growth Comprehensive Plans to address groundwater issues.

- *RECOMMENDATION NR-2.1.1.1: Communities should continue to review, study, and address local groundwater issues in a regional context. Good information on how to incorporate groundwater into local plans can be found at http://www.wi.water.usgs.gov/gwcomp/.*

STRATEGY NR-2.1.2: Preserve unique geologic and natural features, such as the Niagara Escarpment, wetland areas, surface waters that are potentially impacted by groundwater use (recharge & discharge).

- *RECOMMENDATION NR-2.1.2.1: Areas which contribute to, or are affected by, groundwater recharge/discharge should be better identified and incorporated into regional and local land protection strategies.*

- *RECOMMENDATION NR-2.1.2.2: Wetlands should be better protected and preserved as an essential component of the hydrologic system (groundwater recharge and discharge).*

STRATEGY NR-2.1.3: Develop improved methods to alleviate the regional impacts of growth and development on aquifer systems.

- *RECOMMENDATION NR-2.1.3.1: The Commission should facilitate the development of updated regional, and sub-regional groundwater demand and supply*

information for both the shallow and deep aquifer systems of the region (Note, this requires an up to date groundwater flow model. ***See Recommendation NR-2.6.1.7).***

- *RECOMMENDATION NR-2.1.3.2: Areas with known groundwater quality/quantity problems should limit or re-direct growth as necessary so as not to exacerbate local or regional groundwater issues and reduce the number of people affected by water quality problems.*

- *RECOMMENDATION NR-2.1.3.3: The Commission should work with State agencies and educators to develop and utilize better methods to assess local growth and development plans as well as the impacts of densities of development on groundwater resources.*

STRATEGY NR-2.1.4: Incorporate 'true costs' (i.e. potential for groundwater contamination and clean-up) into economic development projects and the evaluation process.

- *RECOMMENDATION NR-2.1.4.1: The Commission should develop and share better methods to look at short and long-term impacts and cost of groundwater needs/public improvements as related to land use and economic development.*

STRATEGY NR-2.1.5: Create more sustainability of the groundwater resource by improving methods of, and participation in, groundwater conservation activities (Note: See Chapter 7, Plan Guideline CF-3 regarding Public & Private Water Supply issues for specific recommendations regarding water conservation).

GOAL NR-2.2: Support existing state, regional and local level groundwater programs and regulations so as to improve protection of groundwater resources in a consistent manner.

STRATEGY NR-2.2.1: Examine and consider the development and use of stronger local regulations with respect to ground-water/private wells within the region's karst prone areas (Calumet and Fond du Lac [for the Niagara Escarpment area] as well as southern Outagamie and eastern Winnebago Counties).

- *RECOMMENDATION NR-2.2.1.1: The Commission should facilitate additional discussion between these counties and State Legislators and state agency staff.*

STRATEGY NR-2.2.2: Preserve local planning, control, input mechanisms and authorities to deal with groundwater issues in a consistent method across the region.

STRATEGY NR-2.2.3: Encourage separation of regulations on which groundwater issues can/should be dealt with locally versus needing to be addressed regionally (i.e. eliminate local control issues).

STRATEGY NR-2.2.4: Promote the development of new programs and regulations which reduce the risk of groundwater contamination. (***See Chapter 7, Plan Guideline CF-3: Public Water Supply***).

- *RECOMMENDATION NR-2.2.4.1: The state or local units of government should require the assessment and mitigation of any negative impacts on groundwater flow systems (discharge and flow directions, impacts on wetlands, etc.) by existing and future high capacity wells.*

- *RECOMMENDATION NR-2.2.4.2: The Commission should support the development and operation of local, county-wide and regional 'clean sweep' programs to prevent contamination of groundwater sources.*

- *RECOMMENDATION NR-2.2.4.3: Consider the adoption of statewide or local (outright) bans on certain substances that*

can easily contaminate groundwater (i.e. MTBE).

- *RECOMMENDATION NR-2.2.4.4: The State should improve upon the concepts of the PECFA program by creating new laws which deal better with multiple site problems.*

- *RECOMMENDATION NR-2.2.4.5: The Commission should foster the development of a 'required' regional testing and monitoring program which is cost-shared by communities for arsenic and other contaminants within known areas of concern.*

STRATEGY NR-2.2.5: Develop rules/guidelines based on 'economic forces' versus strict regulations to get better buy-in from development and realty community.

GOAL NR-2.3: To identify, protect and integrate aquifer recharge areas into the development patterns of the region.

STRATEGY NR-2.3.1: Better identify groundwater recharge and discharge areas within the region.

- *RECOMMENDATION NR-2.3.1.1: The Commission should facilitate the development of a regional hydraulic conductivity map so as to better identify local and regional aquifer recharge areas.*

- *RECOMMENDATION NR-2.3.1.2: The Commission should assist communities in the improved incorporation of groundwater recharge areas into local development and conservation plans.*

- *RECOMMENDATION NR-2.3.1.3: Continue to support ongoing research in the central part of the region by the WGNHS on 'fine-grained lake sediments as an aquitard' so as to better understand this area's recharge capabilities and development limitations.*

- *RECOMMENDATION NR-2.3.1.4: Communities should utilize urban and rural stormwater controls which, to the extent possible, as groundwater recharge mechanisms as allowed by State requirements.*

- *RECOMMENDATION NR-2.3.1.5: The Commission should evaluate and facilitate the development of a regional purchase of development rights (PDR) or transfer of development rights (TDR) program which is used to protect land with significant groundwater recharge potential.*

GOAL NR-2.4: To support existing and foster new efforts to improve multi-jurisdictional planning, assessment, and management projects for the region's aquifers.

STRATEGY NR-2.4.1: Actively participate and provide input in the development of any programs which result from Wisconsin Act 310 and the State's Groundwater Advisory Committee (GAC).

- *RECOMMENDATION: NR-2.4.1.1: The Commission, in conjunction with the Bay-Lake Regional Planning Commission, should facilitate cooperation and collaboration for the implementation of the future GMA rules/requirements.*

STRATEGY NR-2.4.2: Encourage the cooperation and collaboration of communities in the development of local and regional groundwater conservation programs and agreements (***See Chapter 7, Plan Guideline CF-3: Public & Private Water Supply***).

STRATEGY NR-2.4.3: Appropriately plan land uses and densities (within a given sub-region) to

improve the overall management and oversight of groundwater resources.

- *RECOMMENDATION NR-2.4.3.1: The Commission should continue to work with state agencies and local officials on the development of density standards for both urban and rural communities with respect to the availability of, and impact upon, groundwater resources.*

GOAL NR-2.5: To support the development and use of existing and new programs to educate landowners and decision-makers within the region on groundwater issues and solutions.

STRATEGY NR-2.5.1: Change public perceptions on the significance and extent of Fox Valley groundwater problems and the impacts of development on these aquifers.

- *RECOMMENDATION NR-2.5.1.1: The Commission should work with local units of government to develop a proactive program which notifies existing and future landowners or developers on localized groundwater issues (possibly through the subdivision platting / building permit process).*
- *RECOMMENDATION NR-2.5.1.2: The Commission should continue its active participation on the Fox Communities Groundwater Protection Partnership (FCGEPP).*

STRATEGY NR-2.5.2: Provide more education and increased communication efforts geared toward local officials and citizens on groundwater issues that encourage action.

- *RECOMMENDATION NR-2.5.2.1: The Commission should facilitate development of additional 'comparison' studies to evaluate and illustrate current conditions, threats and trends in groundwater issues.*
- *RECOMMENDATION NR-2.5.2.2: The Commission should encourage and develop information that will assist people in visualizing and predicting the impacts of private, high capacity wells on local and regional aquifer systems.*
- *RECOMMENDATION NR-2.5.2.3: The Commission should encourage and develop information that will assist people in having a better sense of private well and on-site waste systems (contamination and infiltration) on local aquifer systems.*

STRATEGY NR-2.5.3: Support the development of a regional management system for municipal/private high-capacity wells within the Fox Cities urbanized area in order to optimize the pumping times/rates which, in turn, could reduce aquifer drawdown and maintain well yields.

- *RECOMMENDATION NR-2.5.3.1: The Commission should continue to work with the Fox Cities Chamber of Commerce and its affected communities to co-lead an effort, involving continued education, which revisits the need for a regional high-capacity well management system.*

STRATEGY NR-2.5.4: Develop and implement a coordinated media campaign to better inform citizens and officials on regional and local groundwater issues.

- *RECOMMENDATION NR-2.5.4.1: The Commission should encourage water utilities to collaborate with the WDNR so as to better utilize the required Consumer Confidence Report (CCR) as a method for distributing consistent information about regional/local groundwater issues.*

GOAL NR-2.6: To assist in the coordinated development and distribution of new data, GIS mapping, and other information pertaining to the region's groundwater resources.

STRATEGY NR-2.6.1: Create more additional data and information which will improve knowledge of, and solutions to, current groundwater issues (***Also see Strategy NR-2.3.1***).

- *RECOMMENDATION NR-2.6.1.1: All contamination data (i.e. nitrates) should be put into a statewide GIS system to establish better correlations with soil properties and land use.*
- *RECOMMENDATION NR-2.6.1.2: The Commission should seek to map all of the region's public and private high capacity well locations.*
- *RECOMMENDATION NR-2.6.1.3: The Commission should facilitate the update of a regional contamination (existing and susceptibility) map based on new geologic and other scientific data.*
- *RECOMMENDATION NR-2.6.1.4: The Commission should seek and facilitate improvements in 'groundwatershed' mapping at a regional level (i.e. flow direction and divides).*
- *RECOMMENDATION NR-2.6.1.5: The Commission should support and/or cost-share in the development of a new potentiometric surface map of the St. Peter's Sandstone Aquifer for use in planning.*
- *RECOMMENDATION NR-2.6.1.6: The Commission should support and/or cost-share in the development of a new depth to bedrock map for Outagamie and Winnebago Counties.*
- *RECOMMENDATION NR-2.6.1.7: The Commission should support and/or cost-share in the development of a new/updated regional groundwater study and flow model for areas surrounding, and west of the Fox Cities and Oshkosh.*
- *RECOMMENDATION NR-2.6.1.8: The Commission should evaluate and educate on the potential effects of more pumping on deeper sandstone aquifer as it relates to quality and quantity (arsenic) problems in upper sandstone aquifer (St. Peter) as arsenic could be pulled down to this deeper aquifer.*
- *RECOMMENDATION NR-2.6.1.9: The Commission should work with appropriate entities to develop a regional/sub-regional groundwater budget to be used as a tool for education and analysis of groundwater issues.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

Groundwater resources are heavily impacted by housing development and other land use activities such as agriculture and transportation. The impacts of municipal drinking water demands on groundwater resources are issues that need to be addressed in a regional manner through the coordinated planning for community facilities. The available groundwater resources serve as a foundation for the ability of our region to maintain and improve local and regional economic development. The future conservation of open space areas for groundwater protection is critical to the management of this resource.

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WATER QUALITY, FLOODING & WATERSHED MANAGEMENT
PLAN GUIDELINE: NR-3
Year 2030 Regional Comprehensive Plan

Key Facts

Watershed management is defined as an ongoing process of integrated decision-making regarding uses and modifications of lands and waters within a geographic drainage area so as to balance diverse goals and uses for environmental resources, and to consider how their cumulative actions may affect long-term sustainability of these resources. Stormwater management is often a sub-component of any watershed-based plan that is typically carried out by individual governmental entities. Stormwater management is typically defined as addressing functions associated with planning, designing, constructing, maintaining, financing, and regulating the facilities (both constructed and natural) that collect, store, control, and/or convey storm water. Stormwater management deals with both water quantity and water quality issues.

Within the region, numerous areas are subjected to seasonal flooding. Many of these areas are located within urban environments and, to some degree, are caused by the displacement of water due to development. Examples of flooding resulting from development have been apparent in the Fox Cities over the years. Stream flows through ravines in the Village of Combined Locks, for example, have been exacerbated by the 'upstream' development that occurred in the Darboy area. Flooding problems also occur is smaller, rural communities, particularly the older developed portions as floodplain zoning practices may not have been adhered to.

Surface water quality problems also exist within the region, but vary drastically. Many of the smaller 'headwater' streams in the northern and western portions of the region have good to excellent water quality, while the main river and lake systems (Fox River, Wolf River & Winnebago Pool Lakes) have serious water quality problems related to sediment and nutrient loadings. These problems are often referred to as 'non-point source pollution' which stem from contaminated runoff generated by agricultural lands and urban areas. These loadings can have significant impacts on stream and lake systems.

The health of the region's sixty watersheds have been measured and monitored to varying degrees over the years and the most prominent impairments are related to elevated levels of phosphorus, sediments and toxins. For example, it is estimated that sediment loadings to Green Bay from the Fox-Wolf Basin are in excess of 165,000 tons per year, or more than 27 dump trucks per day (UW-Sea Grant, 2003)! Another example is that 55% of the phosphorus load (a common nutrient responsible for algae blooms) at the mouth of the Lower Fox River originates above the Menasha Dam, in the 'upstream' sub-basins of the Upper Fox and Wolf Rivers (UW-Sea Grant, 2004).

Of additional note, the topography of the region is such that nearly all surface waters eventually drain into Lake Michigan via Green Bay, with the exception of southwestern Fond du Lac County and northwestern Waushara County, which flow to the Wisconsin/Mississippi River system. The Fox-Wolf River Basin is, in fact, the largest

tributary to Lake Michigan and 3rd largest to Great Lakes. Unfortunately, it is also the largest source of total pollutants to Green Bay and Lake Michigan.

So What!

The water quality of the region's streams and lakes are directly linked to the economy and quality of life. Without clean water, recreation and fishing opportunities would be limited for both residents and visitors. In some cases, when surface waters are used as a public drinking water source, the concerns magnify even more.

In the future, as development and the associated impervious (non-absorbent) surface areas increase, cumulative negative effects on water quality will occur and can influence natural system functions drastically. According to studies by the Center for Watershed Protection, as little as 10% impervious cover (streets, roofs, parking lots, etc.) within a watershed can negatively impact fish habitat, while 25% cover overloads the natural functions of the watershed and can permanently degrade stream quality. If stormwater is not managed properly, the streams and lakes will become choked with algae due to excessive nutrient inputs, or they will resemble 'chocolate milk' due to sedimentation problems. Fisheries and habitats will also become unproductive. This in turn will affect a significant sector of the tourism economy within the region.

Watershed planning and stormwater management is an expensive, but necessary, activity that addresses problems created by nearly every person and entity within the region. The future of water quality within the region is dependent on solutions at every level, from the individual to the federal government. Communities of the region must also remember that a majority of their water drains to Lake Michigan and, therefore; they must be particularly conscious of the fact that they are part of a larger scale system and larger-scale water quality problems.

Current Action

Stormwater management, watershed planning, and surface water quality/quantity issues have recently gained more attention as an environmental concern. As such, numerous actions are being taken by all levels of government to address problems.

At the federal level, efforts continue to be made in re-authorizing the Great Lakes Compact, a joint agreement between the U.S. and Canada which addresses numerous management issues associated with Lake Michigan and the Great Lakes System. This includes consideration of potential future water withdrawals and diversions from the system by communities and areas outside of the basin.

An EPA sponsored effort to assist in implementing the broader Great Lakes Water Quality Agreement (compact) is the Lake Michigan Lakewide Management Plan (LaMP). The LaMP provides a status report on the health of the Lake Michigan ecosystem and a summary of related activities based upon the vision, goal and subgoals of the LaMP. The LaMP's vision is *"a sustainable Lake Michigan ecosystem that ensures environmental integrity and that supports and is supported by economically viable, healthy human communities".*

The above note activities also provide a foundation for the development and promotion of sub-regional collaborative efforts such as the Lake Michigan Stakeholder Forum; The Lake Michigan Monitoring Coordinating Council; and the Lake Michigan Watershed Academy (the last of

which focuses on the improvement of land use plans to assist in achieving lake-wide water quality objectives).

Also at the Federal level, EPA's Phase I & Phase II Stormwater regulations were developed and are being currently implemented to varying degrees by the WDNR through Wisconsin Administrative Codes NR 216, NR 151, and Trans401. As part of the state-level permitting process, municipalities primarily associated with the Fond du Lac, Oshkosh, and Fox Cities urbanized areas are required to have programs in place to meet the following municipal permit requirements: (1) Public Educational Outreach; (2) Public Participation And Involvement; (3) Illicit Discharge Detection & Elimination; (4) Constructions-site Runoff Control; (5) Postconstruction Runoff Controls; and (6) Pollution Prevention & Good Housekeeping.

At the state level, WDNR Basin Plans and 'Partnership' Teams exist for each basin (Upper Fox, Lower Fox, and Wolf River) and information regarding inventories, assessments, and rankings, of individual watersheds for both surface and groundwater quality and impairments were generated as part of these efforts. The State also continues to fund Priority Watershed Projects, however; the program is scheduled to sunset in 2009. A new effort by the WDNR also exists to renew and implement the concept of Total Maximum Daily Loads (TMDL's). The TMDL process effectively reduces both point and non-point source pollution by establishing pollutant limits for the waterway(s) and allocating pollutant loadings to certain broad or specific land use activities.

A number of regional efforts have also been made to control and manage stormwater runoff resulting from urbanization. Two such examples include the Garner's Creek Stormwater Utility – a watershed based utility – and the Northeastern Wisconsin Stormwater Consortium (NEWSC) which is leading efforts on consistent information and education for citizens and officials.

At the local level, many county and local level ordinances have been developed which begin to address both urban and rural stormwater issues. While individual communities have done much already along the path of stormwater management, many have done so only within the defined area of their own municipality. While several multi-jurisdictional watershed plans have been created in recent years, much more needs to be done in terms of linking the region's land use and development decisions with water quality at the watershed level. Collaborative, multi-jurisdictional efforts will be needed in the future if the expectation is to have, and implement, a true 'watershed plan'.

Year 2030 Vision for Water Quality

As drafted by the Watershed and Wastewater Technical Advisory Committee, the following vision statement for surface waters was established:

In the east central region surface water resources are planned for in a comprehensive, watershed-based manner that embraces and encourages the use of 'green infrastructure' concepts. This has been achieved by improving intergovernmental cooperation, creating more uniform and cost-effective programs for water resource management, which include the proactive protection of natural features that not only contribute to water quality, but also to the long-term sustainability and

economic benefit of the region. This occurs through a comprehensive and targeted educational strategy that emphasizes 1) local responsibility and investment; 2) the need to look at the whole picture and not just special or individual interests when making decisions related to water quality, and; 3) the need for improved and maintained monitoring programs in order to gauge water quality changes over time.

Goals, Strategies and Recommendations

The goals, strategies and recommendations developed for this plan sub-element are intended to encourage proactive measures for the planning and improvement of water quality related issues within the region.

GOAL NR-3.1: Maintain and enhance surface water quality within the region's streams, rivers, and lakes.

STRATEGY NR-3.1.1: Support the continued development, and future adoption and implementation, of the Great Lakes Compact as this is an important framework for States to ensure that water diversions from the basin, among other issues, are adequately addressed.

- *RECOMMENDATION NR-3.1.1.1: The Commission should actively review, comment and offer support to the State and Federal government on the Great Lakes Compact.*
- *RECOMMENDATION NR-3.1.1.2: The Commission should actively participate in the implementation and future updates of the Lake Michigan Lake Management Plan (LaMP).*
- *RECOMMENDATION NR-3.1.1.3: The Commission should actively participate in the Lake Michigan Stakeholder's Forum as an avenue to seek changes which benefit the region's water quality.*
- *RECOMMENDATION NR-3.1.1.4: The Commission should actively participate in the Lake Michigan Academy, sponsored by EPA as a method to learn, and foster education about Lake Michigan (and regional) water quality issues.*

STRATEGY NR-3.1.2: Actively seek and promote the development of a quantifiable goal and timeframe for the 'de-listing' of regional waterways from the State's 303d Impaired Waters list. (Note: the State's Priority Watershed Program sunsets in 2009).

- *RECOMMENDATION: NR-3.1.2.1: The region's Communities should consider meaningful land use practice changes which would assist in the region in meeting the State's goal of reducing phosphorus by 40 percent (.12 mg/l) and Total Suspended Solids (TSS) by 60% (to 16 mg/l) in the Fox* River.

STRATEGY NR-3.1.3: Take advantage of existing opportunities, as well as create additional opportunities, to establish and maintain 'nutrient trading' programs.

- *RECOMMENDATION NR-3.1.3.1: The Commission should support the development of a pollutant trading program within the Fox/Wolf River system as a method to improve water quality. This is statutorily allowed within the Lower Fox River, but would need to be expanded to include the Upper Fox River and Wolf River basins.*
- *RECOMMENDATION NR-3.1.3.2: The Commission should support and actively*

participate in the continued development of an equitable Total Maximum Daily Load (TMDL) approach to solving the region's water quality issues. See Appendix G for more information on this concept/approach.

- *RECOMMENDATION NR-3.1.3.3: The Commission should support the development of legislation which allows for the creation of a Total Maximum Daily Load (TMDL) provision for the Upper Fox and Wolf River Basins, consistent with the Lower Fox River.*

STRATEGY NR-3.1.4: To promote the development of non-traditional forms of regulation which assist in maintaining or improving the region's water quality.

- *RECOMMENDATION NR-3.1.4.1: The Commission should assist communities in the assessment and development of 'watershed-based zoning' by providing technical support in the following areas:*
  - *Conducting stream inventories;*
  - *Measurement of existing impervious cover;*
  - *Verification of impervious cover/ stream quality relationships;*
  - *Projection of future levels of impervious cover;*
  - *Classification of subwatersheds;*
  - *Adoption of specific watershed protection goals and strategies;*
  - *Incorporation of watershed management priorities from larger watershed units/plans;*
  - *Modification of comprehensive plans/zoning to correspond;*
  - *Implementation of long-term monitoring provisions.*

- *RECOMMENDATION NR-3.1.4.2: Communities should consider adopting performance standards or guidelines for new development which will ensure the minimization of individual and cumulative impacts of development on water quality in the following specific areas:*
  - *Maintain adequate oxygen to support fish and aquatic life;*
  - *Increase water clarity to provide for safe swimming;*
  - *Increase water clarity to increase rooted aquatic vegetation;*
  - *Reduce algae to improve water clarity and reduce nuisance conditions;*
  - *Reduce total phosphorus concentrations and loads to reduce algae;*
  - *Reduce suspended solids loads to reduce sedimentation, increase water clarity and improve aquatic habitat;*
  - *Reduce bacteria levels to meet state standards for swimming and recreational use;*
  - *Maintain lacustrine, palustrine and riverine wetlands;*
  - *Increase submergent vegetation.*
  - *Protect shorebird habitat;*
  - *Protect other important habitat for fish, aquatic life, wildlife, and endangered species;*
  - *Achieve desired fish populations per WDNR standards.*

- *RECOMMENDATION NR-3.1.4.3: Counties and communities within the region should consider the development and adoption of an ordinance which would prohibit the use of fertilizers containing phosphorus in order to improve surface water quality.*

- *RECOMMENDATION NR-3.1.4.4: The Commission shall work with the WDNR and the Region's Counties ensuring that private on-site sewer systems located along the Region's shorelines are functioning as designed.*

GOAL NR-3.2: Preserve and protect the region's natural resources, and their related programs, which directly, or indirectly relate to the protection and enhancement of surface water quality.

STRATEGY NR-3.2.1: An emphasis should be placed on water quality and resource protection activities on the Fox River/Winnebago Pool Lakes and the Shawano Lake/Wolf River systems.

- *RECOMMENDATION NR-3.2.1.1: All Communities along this corridor should develop comprehensive local programs and policies which protect wetlands, particularly those within 1,000 feet of shoreland areas.*

- *RECOMMENDATION NR-3.2.1.2: Local units of government should keep, or improve upon, the existing 20-foot vegetated buffer requirements for agricultural drainage-ways.*

- *RECOMMENDATION NR-3.2.1.3: Local units of government should preserve and protect natural buffers (i.e. native vegetation, topography, etc.) along the Region's floodways and floodplains.*

- *RECOMMENDATION NR-3.2.1.4: The Commission should continue to work with the Region's Counties to ensure that floodplain ordinances are up to date meet WDNR standards.*

STRATEGY NR-3.2.2: Preserve, maintain, and support existing government and non-profit *watershed-based planning* groups and activities within the region.

- *RECOMMENDATION NR-3.2.2.1: The Commission should actively participate in the following groups and organizations regarding water quality:*
  - *WDNR Basin Partnerships (Upper Fox, Lower Fox, Wolf River);*
  - *Green Bay Remedial Action Plan;*
  - *Priority Watershed Programs (scheduled to sunset in 2009);*
  - *County Land & Water Conservation Departments;*
  - *Fox Wolf Waters Association (FWWA);*
  - *Winnebago Lakes Association;*
  - *Northeast Wisconsin Stormwater Consortium (NEWSC).*

- *RECOMMENDATION NR-3.2.2.2: The Commission should seek to actively participate in the efforts of the aforementioned groups so as to assist in the coordination of activities and the implementation of objectives contain in this plan.*

- *RECOMMENDATION NR-3.2.2.3: The Commission should continue to participate in the EPA's Lake Michigan Academy training program (administered by Chicago Metropolitan Area Planning) as a method to explore/exchange land use policy ideas as they pertain to water quality and the health of the Great Lakes System.*

STRATEGY NR-3.2.3: To recognize importance of surface waters as major source of drinking water by the Region's urbanized areas.

- *RECOMMENDATION NR-3.2.3.1: The Commission should continue to work with the WDNR and local organizations to ensure that local and state programs work to preserve, protect, and enhance the water quality of the Lake Winnebago Pool.*

- *RECOMMENDATION NR-3.2.3.2: State and local policies should be developed to*

better address groundwater withdrawals and their impacts on surface water base flows.

GOAL NR-3.3: Invest in, and promote water quality management activities that are cost-effective and obtain significant, short-term and long-term improvements.

STRATEGY NR-3.3.1: Modify development patterns and types in the region to minimize impacts to surface water resources.

- *RECOMMENDATION NR-3.3.1.1: The Commission should encourage rural, developing, Towns to form stormwater utility districts and fee structures which address the large amounts of scattered development.*
- *RECOMMENDATION NR-3.3.1.2: The Commission should continue to promote and assist the use of cluster/conservation subdivisions in rural areas to reduce water quality impacts.*
- *RECOMMENDATION NR-3.3.1.3: Locally prepared comprehensive plans should identify and incorporate more specific 'greenway' and open space corridors which are needed to support water quality.*
- *RECOMMENDATION NR-3.3.1.4: Funding for the development of local 'greenways' should be considered on a regional basis.*

GOAL NR-3.4: Achieve better integration of watershed planning concepts and existing watershed-based plans into local/county smart growth comprehensive plans.

STRATEGY NR-3.4.1: Promoting and develop a regional, watershed-based approach to land use planning by the region's communities.

- *RECOMMENDATION NR-3.4.1.1: The Commission should work with Counties and communities as necessary to assist in the development of improved 'watershed-based' planning components into their respective 'smart-growth' plans and implementation mechanisms. As promoted by the Center for Watershed Protection (Maryland), the following eight tools should be considered and incorporated:*

    1. *Watershed Planning;*
    2. *Land Conservation;*
    3. *Aquatic Buffers;*
    4. *Better Site Design;*
    5. *Erosion & Sediment Control;*
    6. *Stormwater BMPs;*
    7. *Non-Stormwater Discharges;*
    8. *Watershed Stewardship Programs.*

- *RECOMMENDATION NR-3.4.1.2: Communities that have not yet initiated, or will be updating, their comprehensive plans should evaluate the results of locally prepared Phase II Stormwater Management Plans and analyses to determine the most appropriate areas for development based on stormwater management infrastructure needs.*

STRATEGY NR-3.4.2: Counties and communities should develop comprehensive plans which adequately assess and mitigate their non-point source pollutant contributions to the Fox-Wolf Basin.

- *RECOMMENDATION NR-3.4.2.1: Local plans should quantify the runoff and pollutant loading impacts of proposed land plan scenarios to aid in evaluating stormwater infrastructure requirements and development alternatives. Computer models such as L-THIA are easy to use and available on-line for free (www.lgean.org).*
- *RECOMMENDATION NR-3.4.2.2: The Commission should conduct future*

inventory and mapping analyses within the region to better identify which subwatersheds are capable of absorbing future impervious cover.

- *RECOMMENDATION NR-3.4.2.3: Local plans and ordinances should allow for alternative, low-impact, development techniques to reduce runoff amounts and pollutant loadings.*

GOAL NR-3.5: To promote consistency amongst communities' and counties' stormwater management regulations and programs.

STRATEGY NR-3.5.1: Create multi-jurisdictional efforts to address stormwater planning and implementation.

- *RECOMMENDATION NR-3.5.1.1: The Commission should support the development of additional entities similar to NEWSC throughout the region.*

- *RECOMMENDATION NR-3.5.1.2: The Commission should support the development of mid-level (i.e. regional) lakes and/or rivers associations which can provide coordination, prioritization and funding. This may be achieved, in some cases, by the consolidation of local, smaller entities which may have limited capacity.*

GOAL NR-3.6: To improve inter-governmental coordination to reduce stormwater impacts and management costs.

STRATEGY NR-3.6.1: Improve communication within watersheds that cross multiple jurisdictions on all aspects of stormwater management.

- *RECOMMENDATION NR-3.6.1.1: The State and communities should simplify the process and reduce the number of entities involved in the review of stormwater/watershed management permits/projects.*

- *RECOMMENDATION NR-3.6.1.2: More local responsibility and investment needs to be taken for stormwater management reviews due to DNR budget/staffing cuts.*

STRATEGY NR-3.6.2: Reduce parochialism amongst entities regulating stormwater and better illustrate that they are all working towards the same goals.

- *RECOMMENDATION NR-3.6.2.1: Communities within specific watersheds should meet and collaborate to achieve consistency in development plans and regulations so as to ensure implementation of any adopted water quality/quantity issues and targets.*

- *RECOMMENDATION NR-3.6.2.2: The Commission should seek the assistance of the State in providing closer scrutiny on transportation projects and their primary/secondary impacts on the watershed as a whole.*

GOAL NR-3.7: To improve education efforts on stormwater and water quality planning issue for communities and landowners.

STRATEGY NR-3.7.1: Reduce the level of disconnect amongst individuals in seeing the difference between 'public good' and 'private interest' (at all levels).

- *RECOMMENDATION NR-3.7.1.1: Communities should improve education efforts to landowners on stormwater management maintenance requirements and legal authorities of entities to conduct such maintenance.*

- *RECOMMENDATION NR-3.7.1.2: Change public perceptions and attitudes regarding 'one person/property does not affect water quality' (some confusion exists on impacts of point vs. non-point source contributions).*

- *RECOMMENDATION NR-3.7.1.3: Educational programs on stormwater impacts/management and water 're-use' and conservation methods.*

- *RECOMMENDATION NR-3.7.1.4: By developing more, better, information on the economic (tourism) impacts and benefits of natural resources and good water quality throughout the region.*

- *RECOMMENDATION NR-3.7.1.5: Improve relationships amongst government entities and landowners regarding stormwater issues & watershed-based planning.* ***(See Recommendation NR-3.1.1.4*** *– Note: a project will be developed for consideration in the summer of 2008 with a funding level of approximately $15,000).*

- *RECOMMENDATION NR-3.7.1.6: The Commission should develop a regional map of urbanized areas which illustrates both on-the-ground and proposed stormwater management controls (i.e. detention basins, etc.) to facilitate discussions amongst communities and to look for opportunities to reduce duplication and improve cost-effectiveness.*

GOAL NR-3.8: Increase water quality monitoring for streams that are, and are not, impacted by wastewater discharges.

STRATEGY NR-3.8.1: Support the development and maintenance of an improved, basin-level water quality monitoring program.

- *RECOMMENDATION NR-3.8.1.1: Improve coordination of water information within the region and identify key research and monitoring needs.*

- *RECOMMENDATION NR-3.8.1.2: Communities and the State should show a commitment to water quality monitoring by developing cost-effective, well-organized systems for collecting and analyzing water monitoring data.*

- *RECOMMENDATION NR-3.8.1.3: An interactive, web-based repository of water data should be developed to facilitate gathering and analyzing of water information in a collaborative manner.*

STRATEGY NR-3.8.2: Encourage the expansion of water quality monitoring by both public and private entities throughout the region.

- *RECOMMENDATION NR-3.8.2.1: The region should work to expand, improve and coordinate volunteer, citizen-based water quality monitoring programs.*

- *RECOMMENDATION NR-3.8.2.2: Improve and assist in the monitoring and enforcement of agricultural buffers.* ***(See Recommendation NR-3.2.1.2).***

- *RECOMMENDATION NR-3.8.2.3: Communities should provide resources for better installation and maintenance, monitoring and enforcement of stormwater Best Management Practices (BMPs).*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links. Surface water resources are heavily impacted by housing development and other land use

activities such as agriculture and transportation. The impacts of development affect various natural resources, such as wetlands and stream corridors which serve to mitigate flooding and improve/protect water quality. The available resources serve as a foundation for the ability of our region to maintain and improve local and regional economic development. The future conservation of open space areas for surface water protection is critical to the management of this resource.

WILDLIFE HABITAT, FORESTS, & ECOLOGICAL RESOURCES
PLAN GUIDELINE: NR-4
Year 2030 Regional Comprehensive Plan

Key Facts

The region's ecological resources are made up of many individual, yet inter-related, aquatic (water-based) and terrestrial (land-based) features and habitats. Ecological resources include forests, woodlands, wetlands, stream corridors, savannas, prairies as well as other unique habitats, sensitive areas, and their associated common and unique species of plant and animal life.

The region contains seven distinct ecological landscape types with each landscape type having numerous smaller 'natural communities' defined by the presence of certain types of common and rare plant and animal species. Each natural community has different characteristics and as such, different issues associated with their management and protection. Within the region's remaining habitats, a total of 2,317 'known occurrences', representing 615 different species and natural community types, had been listed in 2003 by the WDNR as 'endangered' or 'threatened' within the region. The highest concentrations, in terms of both number of species types and occurrences, are located in Marquette, Waupaca and, Waushara Counties. Four of these species types, with 87 'occurrences', have been listed as federally endangered or threatened within the region.

So What!

An important component of identifying habitat and developing management plans for development is human/wildlife interactions. As the urban-wildland interface continues to be developed, encounters with wildlife occupying those areas are increasing. The result has been predation on and by human pets, damage to vegetation and property by feeding animals, concerns about disease transmission, and increasing calls by the community for the removal or destruction of wildlife.

Every type of animal and plant needs certain things from its home in order to prosper. If people convert too much of an animal or plant's habitat to other uses, it may not be able to adapt to its new circumstances. It may leave, or worse - become threatened or endangered, or even extinct.

Forest fragmentation can be costly, as it increases the risk of property damage from wildlife. Fragmentation also affects wildlife, water and air quality. Forests generate little runoff and certain species of trees remove environmental contaminants from the soil. Forests are also part of the carbon sequestration cycle, which means that they reduce carbon emissions in our atmosphere.

But preserving large chunks of land for habitat is only part of the story. Many animals need to migrate between favorite feeding and nesting grounds, and; as such, it is equally important to identify and protect "connections" between the two areas. If freeways and shopping centers develop between the two areas, they are effectively cut off and animals cannot safely move from one area to the other. However, this often-overlooked aspect of open space preservation is not easy to solve because available information on wildlife movement patterns is scarce in most cases.

In addition to considering the resources existing on a potential development site and the impacts that development might have on them, it is important to address cumulative impacts on resources. One subdivision in an area may have a

negligible impact on wildlife habitat. Yet as subdivisions accumulate on nearby parcels, the habitat may become so fragmented that it no longer supports some species. In general, there are two aspects of cumulative impacts: temporal and spatial. Temporal cumulative impacts are those that accumulate over time. Spatial cumulative impacts, in this context, consider impacts beyond a given development site.

The spatial aspects of cumulative impacts generally require considering an area larger than the individual development parcel. For some resource types the necessary area is so large that a regional planning approach is needed to assess cumulative impacts. For many resources, however, such as habitat and wetlands, knowledge of the system off-site can lead to better resource protection through site design.

Many ecological resources are also related directly or indirectly to sectors of the regional economy. Large and small-scale commercial forestry and silvaculture remain a prominent land use and economic activity within the northern and western portions of the region, while significant areas of remaining woodlands provide ideal habitats which contribute to recreational hunting activities. The forest products sector, for example, contributes 6% to Wisconsin's economy[1]. Local forest products may also reduce costs within other industrial sectors, such as paper, furniture manufacturing and construction.

Current Action

No specific responsibility exists for 'ecological management' within Wisconsin, however; within the state and region, the WDNR has taken much of the lead in this arena. Coupled with Federal agency regulatory programs through the U.S. Environmental Protection Agency (USEPA) and U.S. Fish & Wildlife Service (USF&W), these efforts are being directed to sustainable forestry, public ownership and management, fisheries management, endangered species, and habitat restoration. These programs often complement the many wildlife related projects which occur at the local level, mostly through volunteer efforts of sportsman's clubs and civic organizations and private land stewards.

Some county and local level land use plans have not adequately addressed these types of issues and much more needs to be done to achieve a better balance between the ecological and wildlife needs with those of the region's human population.

Year 2030 Vision for Ecological Resources

As drafted by the Regional Ecology Technical Advisory Committee, the following vision statement for these resources was established:

The East Central Region has planned for and protected its ecological resources through the implementation of balanced regional land use concepts such as corridors and buffers, for both private and public lands. The integrity of the region's biodiversity and the preservation of unique natural areas and features have been addressed from a natural systems standpoint and are closely linked to the region's economy and quality of life. The consistent incorporation of planned greenspaces and natural areas, including agricultural lands, by the region's counties and communities serve the needs for wildlife and recreation as, well as contribute to the region's ecological sense of place. The Winnebago Pool Lakes and

[1] DNR Forest management plan.

the Fox/Wolf River systems are recognized as the backbone of the region's ecological resources and are planned for and managed through coordinated efforts, using incentives wherever possible.

Goals, Strategies and Recommendations

The following goals, strategies and recommendations were developed to promote the conservation and appropriate management of the region's ecological resources.

GOAL NR-4.1: Protect the integrity and biodiversity of the region's main ecological corridors.

STRATEGY NR-4.1.1: Improve the manner in which the region addresses spatial cumulative impacts to ecological resources.

- *RECOMMENDATION NR-4.1.1.1: The Commission should assist in creating and improving maps of wildlife habitats and other ecological resources, so that communities better understand the connections between individual ownership parcels.*
- *RECOMMENDATION NR-4.1.1.2: Communities should utilize resource protection as the primary criterion for designing comprehensive plans and developments in order to protect ecological resources both on and off-site.*
- *RECOMMENDATION NR-4.1.1.3: Communities should better define and implement management practices for ecological resource protection that consider both on and off-site impacts.*
- *RECOMMENDATION NR-4.1.1.4: The Commission should initiate and participate in regional studies and implementation strategies concerned with ecological resource protection.*
- *RECOMMENDATION NR-4.1.1.5: Where feasible and appropriate, local units of government should identify specific high-priority resources and long-term plans for managing and protecting them.*

STRATEGY NR-4.1.2.: Address temporal cumulative impacts through the monitoring and evaluation of the generalized impact of development on the natural and cultural environment.

- *RECOMMENDATION NR-4.1.2.1: The Commission should develop an improved system for examining the status of indicators for wildlife, forestry, and other ecological resources as they exist and function in the region over time.*
- *RECOMMENDATION NR-4.1.2.2: The Commission should encourage communities to monitor development in a manner to ensure that it complies with adopted performance standards and conditions of approval designed to protect the resources.*

STRATEGY NR-4.1.3: Significantly reduce the area of habitat disturbance resulting from development.

- *RECOMMENDATION NR-4.1.3.1: The Commission should work with agencies and entities in developing improved GIS mapping of high priority habitat areas within the region based on five basic criteria:*

  1. *Rare vegetation types;*
  2. *Areas known to contain rare and threatened species;*
  3. *Areas supporting unusually large numbers of species;*

4. *Areas providing habitat (migration corridors) for common species of importance to the people of the region (i.e., ducks, turkey, deer, fox, neotropical migrant birds, etc.), and;*
5. *Threats from development (i.e., proximity to urbanizing areas);*

- *RECOMMENDATION NR-4.1.3.2: The Commission should initiate the development and local implementation of a consistent set of specific conservation and development standards for habitat and species protection, based on the priorities established in the aforementioned habitat mapping project.*

STRATEGY NR-4.1.4: Focus conservation efforts on significant ecological areas within the region.

- *RECOMMENDATION NR-4.1.4.1: The Commission should support and assist communities and entities in conservation planning activities for the following general areas within the region:*
  - *The Niagara Escarpment corridor;*
  - *The Winnebago Pool Lakes;*
  - *The Wolf River System;*
  - *The Upper Fox River System;*
  - *The Northern Forests (Menominee and Shawano Counties).*

STRATEGY NR-4.1.5: Protect large, intact blocks of woodlands and forests within the region.

- *RECOMMENDATION NR-4.1.5.1: The Commission should promote the protection of woodland areas which are contiguous and more than 100 acres in size in order to preserve biodiversity (See Map LU-1: Regional Framework Map).*

- *RECOMMENDATION NR-4.1.5.2: The Commission should conduct a more detailed analysis of the local and regional impacts of forest fragmentation within the region.*

- *RECOMMENDATION NR-4.1.5.3: Communities within the region should consider development policies which limit the ability to fragment large blocks of woodlands and forest lands.*

STRATEGY NR-4.1.6: The region should adopt and implement a more comprehensive definition for Environmentally Sensitive Areas (ESAs).

- *RECOMMENDATION NR-4.1.6.1: The Commission should continue its efforts in re-examining and updating its definition for ESAs as part of sewer service area planning process. For the purposes of this advisory comprehensive plan the Commission should consider the following resource features in its region-wide definition of ESAs:*
  - *All WDNR identified wetlands and their associated 50-foot wetland buffers;*
  - *Lands within 75-feet of navigable waterways;*
  - *FEMA identified 100-year floodplains;*
  - *Areas of steep slope (12% or more within riparian areas and 20% or more outside of riparian areas);*
  - *Upland woodland areas of 20 acres or more in size.*

GOAL NR-4.2: Preserve and enhance the region's remaining natural shorelines along lakes and river corridors.

STRATEGY NR-4.2.1: Strengthen state and local level controls pertaining to shoreland areas.

- *RECOMMENDATION NR-4.2.1.1: Local comprehensive plans should consider the inclusion of a more specific riparian protection component.*

- *RECOMMENDATION NR-4.2.1.2: Communities should emphasize the need for restoration of habitat along developed shorelines and the preservation and enhancement of remaining natural shorelines. Several specific items which can be addressed include:*
  - *The conversion of existing manicured lawn areas to natural vegetation;*
  - *A reduction in the amount of rip-rap along shorelines which can serve as a barrier to certain animals;*
  - *The creation of new on-shore or near-shore wildlife habitat;*
  - *A reduction in the amount of impervious surface (roofs, pavement, etc.).*
- *RECOMMENDATION NR-4.2.1.3: Communities should consider limiting the size of new lakeshore buildings and the effectiveness of any stormwater runoff mitigation that may be required.*
- *RECOMMENDATION NR-4.2.1.4: The Commission should assist in long-term monitoring of shorelines from a land use change perspective by periodically gathering and reviewing data for the region.*

GOAL NR-4.3: Preserve existing quasi-public lands and the ability to access and use them in the future and/or bring them into public ownership.

STRATEGY NR-4.3.1: Minimize or prevent impacts to existing public lands by address land uses adjacent to them.

- *RECOMMENDATION NR-4.3.1.1: Communities and counties should consider the identification and purchase of 'buffer' areas surrounding public and quasi-public natural lands.*
- *RECOMMENDATION NR-4.3.1.2: Communities and counties should consider the development of regulations which would limit the proximity of new development to existing public and quasi-public natural lands.*

GOAL NR-4.4: Promote the protection and enhancement of urban wildlife areas and corridors.

STRATEGY NR-4.4.1: Better identify areas within urban landscapes that have opportunities for use as habitat and/or wildlife corridors.

- *RECOMMENDATION NR-4.4.1.1: The Commission should work with urbanized area communities to identify and map local and regional wildlife corridors and isolated habitats.*
- *RECOMMENDATION NR-4.4.1.2: Communities should incorporate urban wildlife concepts into their comprehensive plans.*

GOAL NR-4.5: Promote additional non-consumptive, nature-based tourism (eco-tourism) development programs.

STRATEGY NR-4.5.1: Market the region's ecological resources for passive recreation and educational purposes.

- RECOMMENDATION NR-4.5.1.1: The Commission should work with appropriate environmental and economic development entities to market and showcase the following regional resources:
  - The Niagara Escarpment corridor in Calumet and Fond du Lac Counties;
  - The Lake Winnebago / Pool Lakes system;
  - The Terminal Moraine and Ice Age Trail;
  - The forestlands of Shawano and Menominee Counties;

- The individual/collective nature centers and nature education areas in the region.

GOAL NR-4.6: Create and promote more comprehensive efforts on controlling exotic and invasive species.

STRATEGY NR-4.6.1: Improve local efforts to monitor and control the spread of invasive species.

- *RECOMMENDATION NR-4.6.1.1: Communities should develop and actively control/enforce the spread of terrestrial invasive species.*
- *RECOMMENDATION NR-4.6.1.2: The Counties should consider the adoption of ordinances which would regulate aquatic invasive species.*
- *RECOMMENDATION NR-4.6.1.3: The Commission should work with the WDNR and other stakeholders to develop a standard model terrestrial and aquatic invasive species ordinance for consideration by its counties.*

GOAL NR-4.7: Better integrate wildlife habitat protection and enhancement with storm-water management planning activities.

STRATEGY NR-4.7.1: Protect natural areas critical to providing stormwater management functions.

- *RECOMMENDATION NR-4.7.1.1: Communities and counties should consider the addition of a 50-foot protected wetland buffer surrounding ALL wetlands in order to better filter stormwater runoff.*
- *RECOMMENDATION NR-4.7.1.2: Communities should incorporate more analysis/assessment of stream protection and habitat during the planning phases of stormwater management.*
- *RECOMMENDATION NR-4.7.1.3: Communities should consider the use of 'natural' stormwater retention methods such as a 'treatment train' system using natural wetlands over constructed retention/detention ponds where applicable.*

GOAL NR-4.8: Better emphasize the creation / maintenance of the local and regional 'ecological sense of place'.

STRATEGY NR-4.8.1: Emphasize local or regional features that contribute to 'sense of place' within Comprehensive Plans.

- *RECOMMENDATION NR-4.8.1.1: The Commission should promote the development and use of 'greenprinting' as a method to better emphasize and build awareness on 'ecological sense of place'.*

GOAL NR-4.9: Better incorporate ecological issues and opportunities associated with agricultural uses and activities.

STRATEGY NR-4.9.1: Better recognize limits to the amounts, intensity, and location of agricultural activities in terms of their effect on the environment (carrying capacity).

- *RECOMMENDATION NR-4.9.1.1: Communities should place emphasis and education on voluntary methods by the agricultural community (i.e. rotational grazing) that enhance and protect the environment.*
- *RECOMMENDATION NR-4.9.1.2: Communities should recognize and consider agricultural areas and grasslands as being important for sensitive species such as prairie grouse.*

- *RECOMMENDATION NR-4.9.1.3: The Commission should support the development of natural vegetated buffers along agricultural drainageways.*

- *RECOMMENDATION NR-4.9.1.4: The Commission should support the creation of natural roadsides which utilize native vegetation for wildlife and nesting cover in agricultural areas.*

GOAL NR-4.10: Promote more coordinated planning efforts to reduce the effects of development on natural areas.

STRATEGY NR-4.10.1: Neighboring jurisdictions should work together to assess wildlife and habitat issues.

- *RECOMMENDATION NR-4.10.1.1: The Commission should encourage communities to adopt wildlife management and protection policies that are coordinated with neighboring communities and based on sound science.*

- *RECOMMENDATION NR-4.10.1.2: Groups of communities should consider more utilization of WDNR's Urban Wildlife Program.*

STRATEGY NR-4.10.2: Endorse various Department of Natural Resources programs and pilot programs that are geared toward mitigating effects of land use change.

- *RECOMMENDATION NR-4.10.2.1: The Commission should support the development, updating, and implementation of various state level plans for use as guidance within the region, including but not limited to:*

  - *Forest Legacy Program;*
  - *Managed Forest Law;*
  - *Healthy Forests Initiative;*
  - *Glacial Habitat Restoration Program;*
  - *Land Legacy Program.*

STRATEGY NR-4.10.3: Limit or prevent habitat fragmentation to protect the long-term health of wildlife populations.

- *RECOMMENDATION NR-4.10.3.1: Communities should develop and implement efforts on ecological restoration in order to regain historic losses of important communities.*

GOAL NR-4.11: Promote wildlife habitat preservation and enhancement through additional public/private partnership.

STRATEGY NR-4.11.1: Continue the use and funding of existing incentive programs for habitat conservation.

- *RECOMMENDATION NR-4.11.1.1: The Commission should support programs and legislation that encourages landowners to protect their forests, savannas, grasslands, and wetlands.*

- *RECOMMENDATION NR-4.11.1.2: The Commission should improve communities' knowledge of, and applications for, private land trust organizations as a method to protect key parcels of important, intact plant communities or other habitats.*

- *RECOMMENDATION NR-4.11.1.3: The Commission should support the continued provision of programs and incentives for private landowners, including:*

  - *Conservation Reserve Program (CRP);*
  - *Wetland Reserve Program;*
  - *Managed Forest Law;*
  - *Continuation of the funding for the Knowles-Nelson Stewardship Fund;*
  - *Local land trust organizations;*
  - *Exemption of capital gains for sale of land for conservation purposes;*
  - *Expansion of use-value property taxation.*

GOAL NR-4.12: Create and support adequate levels of programming and funding for education regarding ecological features and land use issues for elected officials and other decision-makers throughout the region.

STRATEGY NR-4.12.1: Better educate, inform, and involve traditional and non-traditional entities in wildlife and ecology issues.

- *RECOMMENDATION NR-4.12.1.1: Target educational efforts to the following groups:*
  - *Local decision-makers;*
  - *the realty and development community;*
  - *the business community;*
  - *local grade schools.*
- *RECOMMENDATION NR-4.12.1.2: Priority areas for future targeted education efforts on land use and ecological impacts should include:*
  - *Exotic / invasive species control;*
  - *Design with Nature principles;*
  - *More emphasis on how passive recreation opportunities can help move us towards overall ecological goals.*

STRATEGY NR-4.12.2: Provide adequate funding levels for ecological education programs.

- *RECOMMENDATION NR-4.12.2.1: Communities should consider providing financial support to local or regional nature centers which provide educational opportunities.*
- *RECOMMENDATION NR-4.12.2.2: Communities should partner with school districts or nature centers to secure and protect ecological areas adjacent to existing or planned sites so as to provide hands-on education opportunities.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

Wildlife habitat and ecological resources are comprised of numerous individual and collective natural resource components. Ecological resources are impacted by many land use activities including housing, agriculture and transportation. The region's ecological resources also contribute greatly to the overall tourism and recreation economy and provide opportunities for a strong quality of life as well as future economic development.

REGIONAL OPEN SPACE & RECREATION

PLAN GUIDELINE: NR-5

Year 2030 Regional Comprehensive Plan

Key Facts

About 125,000 acres of public recreation and open space lands are available within the region (excluding local parks) to meet the needs of its existing 610,000 residents. There is also an excellent distribution of public open space throughout the region, even though the largest tracts are resource-based. All counties except Menominee, which is heavily forested, have at least 5,800 acres of regional open space.

These lands equate to about 200 acres per 1,000 residents, which is twice the standard that was adopted in the *Open Space and Outdoor Recreation Plan for East Central Wisconsin* in 1977. However, if the 91,000 acres of WDNR wildlife and fisheries areas, along with the 3,000 acres of federally owned lands (Horicon Marsh and Fox River National Wildlife Areas) are removed from this total, it effectively leaves only 31,000 acres to accommodate some of the most common recreational activities. This lowers the average to about 50 acres per 1,000 persons – far below the current adopted standard.

Based on the standards, and with the addition of the numerous local recreation facilities, the East Central region has a fair to ample amount of recreation opportunities for its current residents.

So What!

Regional recreation and open space areas serve many purposes, but a prime reason that many of these sites exist in public ownership is to ensure that important scenic features, natural and cultural resources, and habitat areas are preserved for the enjoyment of both present and future generations of Wisconsin residents and visitors. With minor exception, the vast majority of available recreation/open space acreage is virtually undeveloped, providing opportunities for passive (less intensive) forms of recreation; i.e., activities such as hunting, fishing, and hiking, which typically do not seriously tax the resource base.

Many forms of active recreation (ballfields, biking, soccer, etc.) occur within the region and demands are expected to increase in the future. Gaps in lands availability for such uses may be of concern in the future, but mostly at a local level. The ever-increasing mobility of the large 'baby-boomer' sector of the population, coupled with the projected addition of 147,000 residents (by 2030), will also change the types and locations of recreational activities. Recreational features have become an important amenity to those that live within the region as well as those who may move here in the future.

Although the standards indicate no measurable deficiency at current or projected levels, continued demands for public open space and recreation areas, as well as trails, will continue to occur throughout the region, particularly within and near areas of more dense population. At a time when demand is increasing, the opposite is occurring due to a decline in funding for such facilities. Declining levels of funding from all sources will need to be overcome in order to provide and maintain existing open space and recreational opportunities and continue to development new sites and facilities.

Lastly, many of the remaining opportunities which capitalize on larger tracts of

undeveloped/natural areas may be in jeopardy due to the high levels of rural development occurring throughout much of the region. As equally important are the regional networks which have been, or need to be, created that link individual features. Identifying and preserving these suitable sites and network linkages until the 2030 plan horizon will be critical if they are to remain as an option to server longer-term (40-50 year) needs.

Current Action

At the State level, funding continues to be available through the WDNR to assist counties and communities in the acquisition of lands for recreation and open space purpose. However, as with most programs, these funding levels have been decreasing and more burdens are being placed on county and local units of government to fund these activities.

The WDNR recently released its 'Land Legacy' report which utilized significant state-wide public input in order to identify major natural resource areas and recreation opportunities that should be considered for preservation or incorporated into recreation and open space plans by county and local units of government.

In 1977 the Commission adopted the Open Space and Recreation Plan for East Central Wisconsin. This report outlined the master plan for the development of regional park and (trail) facilities throughout the 10 county area based on a number of factors, including population distributions / projections; assessments of existing regional facilities, and; natural resource characteristics. Many of this plan's recommendations were implemented since its creation and the new Regional Plan will replace this document once completed.

County and local park/open space plans are prepared and updated regularly throughout most of the region. These plans, however, are typically directed to locally driven needs, although some local recreation facilities draw users from extensive distances and, in some ways, may be considered 'regional' in nature, particularly those located along water features.

Year 2030 Vision for Regional Open Space & Recreation

The Open Space, Recreation, and Regional Character Committee developed and approved the following vision statement pertaining to regional open space and recreation needs. Regional and community character issues are summarized in Plan Guideline LU-2.

The East Central Region will proactively address future public access, recreation, open space, and trail facilities in order to meet the needs of its' citizens; enhance the quality of life and environment; realize tax savings and other economic benefits through the usage of natural systems (natural capital), and maintain and improve the region's tourism economy. Future public and private open space and trails will focus on the physical connectivity of the existing natural resource base and the expansion of local and regional trail links. The region's open space and recreation system will be enhanced through continued education; the application of consistent recreation standards; the promotion of coordinated planning; the recognition for local responsibility in providing such facilities; the maintenance of existing funding sources, and; the application of creative financing techniques.

Goals, Strategies and Recommendations

The following goals, strategies and recommendations were developed to guide the Commission and its communities in the protection of open spaces and provision of regional recreation opportunities. Please note that Chapter 6 – Transportation, Plan Guideline

T-5: Alternative Modes of Transportation & Mobility; Chapter 8-Agricultural Resources, Plan Guideline AG-1: Farmland Preservation; Chapter 9- Natural Resources, Plan Guideline NR-4: Wildlife, Habitat, and Ecological Resources, and; Chapter 11-Land Use, Plan Guideline LU-2: Regional and Community Character all contain related content and information pertinent to the discussion in this document. Therefore, many specific items were not included in this plan guideline due to their duplicative nature.

GOAL NR-5.1: Preserve and protect the region's important and unique parklands, natural features and open spaces in order to maintain and enhance the quality of life within the region.

STRATEGY NR-5.1.1: Preserve unique regional features within the region.

- *RECOMMENDATION NR-5.1.1.1: The Commission should continue to acknowledge and seek to protect those features which were noted in Open Space and Recreation Plan for the East Central Region (1977).*
- *RECOMMENDATION NR-5.1.1.2: The Commission should undertake efforts to update information in the above noted plan and identify any additional parkland for future regional facilities (150+ acre sites).*

GOAL NR-5.2: Create a common vision for a highly accessible regional trail network which includes both land and water features.

STRATEGY NR-5.2.1: Improve 'connectivity' of regional and local trails.

- *RECOMMENDATION NR-5.2.1.1: Preserve environmental corridors and railways for future trails and utilities.*
- *RECOMMENDATION NR-5.2.1.2: Preserve existing snowmobile trails and programs within the region.*

STRATEGY NR-5.2.2: Encourage the adoption and consistent application of open space and trail planning by counties and communities within the region. The following areas are specifically noted for consideration:

- *RECOMMENDATION NR-5.2.2.1: Preserve and expand public access to all waters within the region. **(See Chapter 7, Local Parks and Recreational Facilities, Strategy CF-8.6.1)***
- *RECOMMENDATION NR-5.2.2.2: Preserve existing private marinas on L. Winnebago Pool in hopes of conversion to public sites if/when sold.*
- *RECOMMENDATION NR-5.2.2.3: Counties should be leaders in providing for nature-based recreation (due to state constraints).*
- *RECOMMENDATION NR-5.2.2.4: Create more primitive campsite/campground facilities along regional trails and waterways.*
- *RECOMMENDATION NR-5.2.2.5: Create additional (transient) RV camping parks within the region, particularly in Outagamie County.*

GOAL NR-5.3: Develop creative solutions for the funding and implementation of park, recreation, and trail facilities.

STRATEGY NR-5.3.1: Develop and promote creative financing techniques for open space preservation and acquisition. ***(See Chapter 7, Local Parks and Recreational Facilities, Strategy CF-8.4.5)***

- *RECOMMEDNATION NR-5.3.1.1: The Commission should work with communities and counties on the further development of a regional or sub-regional purchase-of-development rights program to preserve*

open space and recreation lands within the region.

- *RECOMMENDATION NR-5.3.1.2: The Commission should support the development of a 'silent sports' user fee system similar to motorized recreation facilities (i.e. excise taxes, etc.).*

- *RECOMMENDATION NR-5.3.1.3: Create separate state funding sources for 'active' recreation improvements while maintaining* the existing 'nature-based' recreation *funding.*

- *RECOMMENDATION NR-5.3.1.4: The Commission should support efforts to increase opportunities for public/private partnerships in recreation and trail areas.*

- *RECOMMENDATION NR-5.3.1.4: The Commission should provide a forum for the preservation of dialogue and cooperative spirits regarding the connection of trails between communities.*

STRATEGY NR-5.3.2: Encourage the implementation of broad open space recreation strategies through multi-jurisdictional efforts.

- *RECOMMENDATION NR-5.3.2.1: The Commission should seek to level the playing field on development of open, rural areas on the fringes of the Fox Cities communities as the metro area falls in three different counties, each with their own rules.*

- *RECOMMENDATION NR-5.3.2.2: The Commission should continue to support the creation of a standardized boat launch fee program for Winnebago Pool Lakes and Fox and Wolf Rivers.*

- *RECOMMENDATION NR-5.3.2.3: Communities and counties should communicate their specific needs with local and regional open space/recreation organizations in hopes of developing new partnerships and collaborative efforts.*

GOAL NR-5.4: Inform and educate the general public and elected officials on the financial and social benefits of open space and recreation.

STRATEGY NR-5.4.1: Create better educational programs regarding the benefits of trails.

- *RECOMMENDATION NR-5.4.1.1: The Commission should seek to modify/improve the attitudes of communities and developers on trails and their financial/social benefits.*

- *RECOMMENDATION NR-5.4.1.2: Communities should place more emphasis on education for projects 'up-front' in the process in order to gain local buy-in (i.e. public relations improvements).*

- *RECOMMENDATION NR-5.4.1.3: Communities should place more emphasis / acknowledgement on tourism needs/benefits related to recreation in the region.*

- *RECOMMENDATION NR-5.4.1.4: The Commission should work with the State to improve access to information on funding sources for acquisition and improvements of recreational and open space lands.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links. Open space and recreation within the region is a necessity in terms of continued quality of live. Economic development within the region is strongly connected to the availability of recreational opportunities. Impacts to open

space and recreation facilities can occur in almost any environment from a variety of land uses, including: housing development, transportation improvements, agricultural activities, and the extension or expansion of community facilities. Natural resources play a large role in the further development of the region's open space and recreation network.

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CHAPTER 10: CULTURAL RESOURCES

Introduction

Our historical and cultural resources are at the very core of our being. They represent what we value from our past, what we appreciate now, and what we intend to preserve for our future. In Milestone Report #1, we identified a number of cultural resource issues.

This chapter examines those issues in detail, presents a regional vision for cultural resources, and outlines core goals. The chapter considers how public and private interests can cooperate to protect, preserve and enhance our cultural resource base, and how the cultural resource element may interact with, and relate to, the other elements of the regional plan. Five plan guidelines explore the issues that will be addressed in the regional plan.

Our region of the state has a very diverse, ethnically rich, cultural history that is evident in our architecture, in how we make our livelihood, and in our cultural festivals. The existence of strong cultural resources has a tremendous impact on how we view the attractiveness of where we live, and on our perceived quality of life.

People are attracted to a region that can offer cultural amenities. The wonderful classical architecture of the Lawrence Campus Main Hall and the Lawrence Chapel contribute to the unique character of Appleton. The great diversity of our ethnic architecture, and the influences of building style/material selections that represent our ethnic heritage, are very wonderfully preserved in the churches and downtowns of communities like, Menasha, Neenah, Chilton, Ripon and Fond du Lac. Our agricultural background is reflected in rustic, rural landscapes, which gracefully incorporate scenic barn architecture. These barns and farmsteads represent the many ethnic building types and styles that settlers brought with them from their homelands.

Our historical traditions relating to the paper industry, the early generation of electricity, cheese and sausage making, and hunting and trapping have made these and other vocations an integral part of our employment work-force today. The people who settled in our region brought with them skills, which they continued to practice here, and this has had implications for our regional economy, which is still strong in many of these same fields today. The region has the world's greatest concentration of paper manufacturers, a large number of electrical equipment suppliers, and is known for its quality cheese production, and an active hunting and sport fishing tourism industry. These are just a few of the influences these cultural traditions have had on the region's employment patterns.

The Lawrence Chapel, the Fox Cities Performing Arts Center, and the Weidner Center in Green Bay, which serves our region, all provide venues for cultural entertainment, and are most certainly very valuable assets to the region. Institutions like the Paine Art Center & Arboretum, the Hearthstone House, the Heidel House, Oshkosh Public Museum and the Bergstrom-Mahler Paperweight museum all contribute to the diversity of unique cultural experiences. The ability to attract new economic development is enhanced by the cultural opportunities that a community or a region can offer. Our cultural amenities help to attract new businesses to the region.

Northeast Wisconsin is notorious for knowing how to celebrate with ethnic festivals. There are cultural events ranging in variety from Polka festivals and Brat Fests, to traditional Native American Pow-wows and Hmong dance programs. These events are sponsored by groups that are proud of their cultural heritage and work to keep it alive through public celebrations. In addition to celebrating our cultural diversity, these events often become economic generators for the local and regional economy. Northeast Wisconsin also has a rich history of exploration that includes historically famous names such as Jean Nicolet, who began exploration of the region when he landed here in 1634, and Fr. Marquette and Joliet who discovered the Fox River – Wisconsin River route to the Mississippi River. These explorers, and others that followed, have given the region a historical legacy that today has strengthened our economy by giving it a heritage tourism dimension.

The region also has interest-focused economic generators such as the world famous EAA, the Experimental Aircraft Association located in Oshkosh, which sponsors the annual fly in event and the Air Venture Museum all year round. The Hearthstone Museum in Appleton focuses on the early development of electricity in the nation and our area's connection to Thomas Edison. The Bergstrom-Mahler Museum in Neenah is a specialized art museum with a renowned glass paperweight collection. The International Paper Hall of Fame in Appleton recounts the region's proud history of producing paper. The Oshkosh Public Museum and the Paine Art Center and Arboretum are located in the mansions of former lumber barons, an industry which contributed greatly to the regions economic prosperity. The Harry Houdini Museum has a focus on all things associated with magic and this world famous magician who grew up in Appleton. High Cliff State Park draws persons interested in prehistoric effigy mounds and the history of Chief Red Bird, a respected Native American leader. All of these interest-focused cultural resources, when taken collectively, make significant financial contributions to our regional tourism economy and provide recreation for area residents.

Tourism is the second largest part of the Wisconsin economy and also the fastest growing. These cultural resources and the natural resources we possess are the underpinnings of the tourism economy in Northeast Wisconsin and they need to be protected and enhanced if we are to remain economically healthy.

Statement of Interaction with Other Planning Elements

The cultural resources element of the regional plan interacts with other plan elements in a number of ways. Protection and enhancement of our cultural resources can be integrated into successful economic development initiatives, creative affordable housing programs, as well as into making sound land use decisions. The partnership between cultural resources and these other related elements can yield stronger and more attractive solutions. What follows is a short discussion of how each regional planning element takes account of cultural resource considerations to enhance quality of life in the region.

<u>Economic Development</u>
Perhaps the most obvious interaction between economic development and cultural resources is the tremendous opportunity that beautiful old architectural buildings offer for redevelopment into high quality retail commercial and office space. A commercial district that retains a comfortable feel and a unique character can create a sense of place that is not often found in newer developments. In many cases, funds may be available from Wisconsin's Department of

Commerce and other economic development programs as an incentive for renovation of an abandoned or vacant historic building as blight mitigation. Historic preservation and renovation projects can take advantage of tax credits available from the state and federal government, which can make redevelopment more attractive and financially feasible. When a historic district is adopted it helps to keep property values high which generates more tax base for the community and helps to keep residential taxes in check.

Residential projects can also benefit from the same type of historic preservation tax credits and incentives, which can play an important role in the making a restored or renovated building both affordable to residents, and profitable for the developer. Preservation of good architecture will reinforce the value of a historic neighborhood and help to keep property values strong.

Another way that cultural resource preservation can support a community's local economy is the tremendous economic boost that heritage tourism can provide. Tourism is the second largest economic generator in Wisconsin's economy. Tourist areas must provide a setting that will attract visitors. Preservation easements and historic districts provide protections for buildings, archaeological sites and natural and cultural landscapes, which are important to maintaining an attractive environment. Cultural resources such as the many landmark buildings we have in the region, the Native American effigy mounds in our parks, and the Niagara Escarpment landform, all are attractions that draw visitors. The 150 plus year old historic Fox River locks heritage corridor adds a water dimension to the tourism of the region. The many lakes and rivers in the region also contribute to sport fishing tourism and recreational boating. In addition, the region has a history associated with experimental flight which has now grown into the multi-million dollar Experimental Air Association annual Fly-In event. The region's proud heritage as the only publicly held football franchise in the nation, the Green Bay Packers, is also a major cultural icon in our regional economy.

Housing

Older neighborhoods with houses representing a certain period style, or an ethnic construction type, often offer the best opportunities for low income housing that can be rehabilitatated using community fix-up program grants. These repairs and renovations help to keep the cultural heritage of a neighborhood intact. Similarly, abandoned historic industrial buildings, old school buildings, etc. can be preserved as adaptive reuse projects, which provide attractive and affordable housing for the community. Design guidelines may be useful in helping whole districts retain their original character so that they can attract developer investment. Much of the single-family and multi-family housing need may be met by analyzing the older housing stock and rehabilitating it. In addition, it is often less expensive to rehabilitate existing homes than to build new ones.

A prime example is the Omro School building where a neighborhood's cultural resource was rehabbed into housing and became a part of this small community's economic development. Similarly in Appleton, the Historic Fox River Mills, a national register property, and a significant part of the valley's paper industry heritage, was converted from a vacant industrial building to some very attractive high end condominiums, which are interspersed with low income apartment units. The $13 million complex has a waiting list for new residents and is a significant addition to the tax base of the Appleton Riverfront Redevelopment TIF district.

Natural Resources

Cultural resources are often the major focus of a local, county, or state park. Quite a number of parks in our region contain Native American effigy mounds, archaeological sites, or, they commemorate a historic event. Some of the most notable include: the effigy mounds at High Cliff State Park in Calumet County which overlook Lake Winnebago and Waushara County's Whistler Mounds Park where a variety of ceremonial mounds are interpreted as a part of a recreational open space. Appleton's Vulcan/Edison Heritage Park represents the first place in the world where an Edison dynamo was turned by water power to generate electricity for a factory and a home. The historic landmark, Grignon Mansion in Kaukauna, represents the early trader/trapper heritage of the Fox River Valley, which followed closely on the heels of the 17th century explorers of this region. The Native American cultural heritage is well represented by cultural museums on tribal lands in Shawano and Oneida counties and in exhibits at the Neville Museum in Green Bay, which serves our region. Historic events like the Treaty of the Cedars are now commemorated by small wayside parks with interpretive markers. The Kankapot recreational trail is named after a Stockbridge-Munsee Native American who was decorated by George Washington for his service in the Revolutionary War of 1776, before he moved to our region.

Natural resources such as the remnant pine forests are reminders of the extensive forests that once covered Wisconsin and fueled our lumber industry history for Oshkosh and many other northern communities.

Our abundance of great sport fishing and hunting today is an extension of the hunting fishing and trapping history of our past ancestors. We have managed to protect these natural resources and today they are an important element of out tourism economy.

The Historic Fox River Locks system, which is being transferred to a state authority will be managed for the use of boaters and fisherman as a working museum and is a wonderful recreational amenity. The adjoining lands and lock tender houses will become a part of the Fox River Heritage Corridor Parkway, which will be a major recreational asset for local communities, and will provide unprecedented public access to the water.

Transportation/Land Use

The committee recognized the importance of ensuring that the impact of expanded transportation corridors and new land use development patterns on our historical and cultural resources is minimized. They recognized that sensitivity must be shown for historic buildings, historic markers and other cultural resources as growth occurs. The integrity and identity of a community is dependent upon the preservation of the historic character and unique features of that community. In addition to maintaining a community's cultural heritage and distinctive character, cultural resource preservation can lead to tangible economic benefits through increased tourism and the ability to attract convention groups.

The cultural identity of a historic neighborhood can easily be threatened by a street widening project, which would take down large trees that are integral to its aesthetics. Transportation routing decisions should make this a serious consideration. Land use decisions for downtown redevelopment and new peripheral growth into rural areas need to be sensitive to the cultural identity of historic downtowns and our rural character landscape.

Agriculture

Wisconsin's license plates promote the state as "America's Dairyland", celebrating our proud agricultural heritage, which we have embraced since it became the predominant use over the past 150 years. The picturesque rural scene is that of a red barn, a traditional farmstead home set among rolling fields, which are dotted with dairy cows and rows of crops that stretch off into the distance to where a wood lot stands. With the trend toward larger farm operations and the decline of the family farm, this pastoral landscape, which is a part of our cultural heritage, is threatened. Architecturally significant or historically important barns are being identified and assistance with restoring them is being provided by a program called "Barn Again".

Community and Public Facilities

Often public buildings, particularly older buildings, such as city or town halls, county courthouses, schools, water treatment plants, fire stations, etc. are architecturally significant landmarks in a community and are an important part of the community's image of itself. Even when these buildings have outgrown their original use, they are often converted into a community center, senior center or some other productive use because of the community's attachment to them. These longstanding structures, which are usually aesthetically pleasing, give the community a "sense of place" that residents identify with.

Vision Statement for Cultural Resources

To facilitate the development of a vision statement for cultural resources the committee was asked to consider three questions: "What would you like to see preserved in the region?", "What would you like to see changed in the region?", and "What would you like to see created in the region?" From the discussion that followed the committee developed the following vision statement.

> *"In the year 2030, the region is recognized as a leader in the state for preservation of its cultural resources. It provides public access to resource protection tools and the political advocacy necessary to ensure protection for, and appreciation of, our diverse ethnic heritage, both historic and prehistoric."*

Goals, Strategies and a Plan for Action (Plan Guidelines)

The various natural resources' Technical Advisory Committees assisted East Central staff in creating the overall plan element vision and goals. For the most part, these statements were based on previously conducted focus group meetings which identified issues and opportunities. The identified issues and opportunities fall into five major categories: preservation of indigenous and ethnic cultural heritage; access to cultural resource protection tools; cultural resource education opportunities; greater historic/cultural resource communication and interaction; historic building and archaeological site inventories. The following plan guidelines summarize the key facts, discussion, current activities and programs associated with the agriculture plan element. As in Milestone Report #2, the element's vision statement and core goals are listed, however; Milestone Report #3 now includes the addition of more specific regional strategies and specific recommendations which will assist the region in meeting these goals.

Based on the advisory nature of the Commission, as well as its regional coverage, many of the recommendations are geared toward its own potential involvement in achieving the established vision. The recommendations exist, in part, to meet a portion of the State's smart growth planning requirements to address the implementation of the plan, but even more so....many are written in a manner which is 'action oriented'.

The recommendation statements are written in three general ways:

1. (e.g. *"the Commission should..."*) – providing specific direction, role, or set of tasks/activities that the Commission itself can conduct, often times at a regional level. These activities will serve to assist member counties and communities directly or indirectly and, as an additional benefit, will improve the consistency and objectivity by which multi-jurisdictional land use issues are addressed.

2. Other recommendations are written so that they serve as a general 'policy'. Items that should or may be considered and applied in future decisions or opinions rendered by the Commission or its staff.

3. Still others are written as statements which 'support or encourage' certain outcomes, many of which require the leadership or assistance of other agencies and entities.

The recommendations are an important part of this planning document as they will serve to guide the Commission in its future activities. These will eventually serve as the basis for the Commission's future Strategic Plan and its current Annual Work Program planning and evaluation process. These are important tools that are used in communicating the Commission's mission and value to member units of government and the citizens of the region. More information and recommendations for plan implementation can be found in Chapter 12 – Regional Plan Implementation.

The 'policy links' section of the plan guideline is essentially a summary of the *"Statement of Interaction with Other Planning Elements"* portion of this chapter and is present so that the user of the document can keep these key linkage points in mind.

Preservation of Indigenous and Ethnic Cultural Heritage

PLAN GUIDELINE: CR-1

Year 2030 Regional Comprehensive Plan

Key Facts

With the passing of each successive generation the cultural heritage of our region is diluted if it is not passed along to the next generation. This is as true for the Native American indigenous populations, as it is for the wave of European immigrants that swept across Wisconsin after the 1840's, and for the more recent arrivals, the Hispanic and Hmong immigrant groups.

Much of what makes Wisconsin interesting and a good destination for tourism is at least partially dependent on our cultural influences. Our "Badger State" nick name is a reflection of our early Welsh mining heritage. The archaeological vestiges of early settlements such as the effigy mounds found at High Cliff Park and the Whistler Mounds in Hancock remain as reminders of past cultures, but also serve as attractions for cultural tourism. Between 1,000 and 1,500 years ago, nomadic Siouan Indians built effigy mounds in what is now High Cliff Park. There are four panther-shaped mounds, two buffalo-shaped mounds, conical mounds, and a linear mound. The mounds found in Whistler Mounds Park, in Waushara County were first mapped by archeologists in 1916, but the mounds date back to 650 A.D. to 1200 A.D. The Whistler Mound Group has one of the last surviving "enclosures" used for ceremonial purposes and two straight lines of low conical mounds. Over the last half century a revival of Native American cultural traditions has taken place and given birth to area Native American celebrations, festivals and cultural museums in Keshena (Menominee Co.) and on the Oneida tribal lands. The Tribal Nation status also makes possible the gaming and resort casino economy that contributes so much to our regional economy. Many of our city and county names are a reflection of the Indian names as established by French and English Traders. Names like, Outagamie, Winnebago, Waupaca, Calumet and the Fox River are pervasive in our everyday experience.

The various regional European cultural influences are also well represented in things we take for granted. Western Europe has a wide range of influences from early French trappers and traders, to the business and mercantile background of the New England settlers which followed. Significant Irish and Scottish craftsmen and laborers are known for their beautiful stonework on projects like Northeast Wisconsin's Lock system and many impressive churches. Northern Europe is well represented by the numerous German, Dutch, Polish and Belgium communities located throughout our region. The Southern European and Eastern European influences are provided by people, who came from Italian, Swiss, Greek, and Czech and, various Slavic backgrounds. There are over 3,994 archaeological sites and cemeteries within the East Central Wisconsin RPC ten county area. The Wisconsin Historical Society expects that this represents only a small percentage of the sites that could yet be identified and uncovered.

Much of our popular culture, such as the Green Bay Packer "cheesehead" reference came from our strong cheese making dairy focused culture. Similarly who can deny the power of the beer and brat culture in Wisconsin, or the popularity of Pizza, with

double cheese, of course. Where else in the Country would the Legislature consider making "polka" the official state music? Whatever else you think about these regional icons of Northeast Wisconsin, they do make us an interesting and enjoyable place to visit, strengthening our cultural tourism economy.
As the face of our region continues to evolve with a larger African American population, an ever-growing Hispanic population and the influx of Hmong immigration, our cultural heritage grows ever more diverse. Preservation of ancient Native American cultures, many European immigrant cultures, and the cultures of more recent immigrants helps Wisconsin residents stay rooted in our cultural values, and contributes to the cultural tourism interest of our region.

According to the United States Geological Survey (USGS) there are about 433 public and private cemeteries in the region. These cemeteries are owned and maintained by private organizations, public entities, families and individuals. If the authority (organization, family or individual) who owns or manages a cemetery fails to care for it for a period of 5 or more years, then according to state statutes, the municipality where the cemetery is located is required to take over the control, management and care of the cemetery[1]. In this manner, some municipalities acquire the management and care of cemeteries, in other instances, the cemetery has always been under public ownership.

When the cemetery is publicly owned, control of the cemetery, including maintenance and perpetual care is the responsibility of the municipality. Some communities are struggling to provide burials for the citizens of a community at reasonable cost. Sometimes this cost must be supplemented by the taxpayers of the local communities. State mandated winter burials are increasing the financial burden to the communities. In other instances, while the municipality does not provide burial service, it is still the municipalities responsibility to maintain and provide perpetual care. Again the cost of perpetual care becomes the responsibility of the residents of the community.

So What!

Why is it important to retain our culturally diverse heritage? Primarily there are two reasons - one is economic, and the second is value oriented.

Economic Reasons: Tourism is the second biggest economy in the state and it continues to play an ever expanding role in our total economy. Using Division of Tourism 2006 figures, Tourism in general contributed over $2.4 trillion to the Wisconsin economy[2]. Even if Heritage tourism is only a relatively small portion of that activity it is still a very significant dollar amount. Local economies like Oshkosh and Little Chute promote themselves using their aviation heritage and unique ethnic cultural offerings to attract visitors. Native American effigy mounds help to draw visitors to the region and colorful tribal performances and quality museum displays have always enhanced tourism attraction efforts. Heritage tourism destinations like the Grignon House in Kaukauna, the Hearthstone House in Appleton and the Octagon House in Fond du Lac, help to reinforce other factors which cause tourism to thrive in the region. The restoration of the historic Fox River Locks system will be an economic generator and provide a great recreational asset for the adjoining communities. Having an attractive downtown with beautifully restored landmark buildings provides a sense of place and helps to

[1] Wisconsin State Statutes, Chapter 157.
[2] Wisconsin Division of Tourism, 2006 Report

maintain the stability and property values of adjacent neighborhoods.

When municipalities assume the ownership of a cemetery, perpetual care and maintenance of the cemeteries becomes the responsibility of the local taxpayer. Maintenance of these facilities must be included in the local budget and can often be expensive for the community.

Values Oriented Reasons: Many families have an interest in their cultural roots. Relating to the experiences of our immigrant forbearers gives families a sense of belonging and social purpose which helps to reinforce community values. Our cultural heritage gives us a sense of continuity and social responsibility that are important to maintaining a strong quality of life in our local communities and our region. Many people who are searching for their family history, look to cemeteries to aid them in their quest for important genealogical information. In addition, many times the history of a community or area can be researched through cemetery records.

Current Action

Local historic preservation organizations, boards of directors and landmark commissions have sponsored local historical and cultural events to keep the history alive with subsequent generations. Historical monuments and interpretive signage also reinforce the memory of important events and people which shaped the community's growth. Cultural events and celebrations also carry on ethnic traditions from one generation to the next. Recorded oral histories are yet another way to preserve and transfer cultural experiences to the young. The Wisconsin Historical Society has several programs which contribute to the preservation of indigenous and ethnic cultural Heritage including the Wisconsin Historic Markers Program, the Maritime Trails Program, interpretive signage program and the popular Recorded Oral History program. Unfortunately currently no area-wide systematic archaeological identification and evaluation program is presently in place in the ECWRPC area. Only those investigations mandated by state and federal laws are being conducted at this time. The University of Wisconsin-Oshkosh continues to provide archaeological training opportunities for a small number of students.

Year 2030 Vision for Cultural Resources.

The following vision statement was developed by the Cultural Resources Technical Advisory Committee.

To be recognized as a leader in the state for preservation of the region's historic and cultural resources by providing public access to resource protection tools, and the political advocacy necessary to ensure protection for, and appreciation of, our diverse prehistoric and historic ethnic heritage.

Goals, Strategies and Recommendations

The goals, strategies and recommendations that were developed for this section are intended to enhance and encourage the preservation of indigenous and ethnic cultural heritage in the region.

GOAL CR-1.1: To promote and encourage the planned preservation and enhancement of indigenous and ethnic heritage cultures in the region.

STRATEGY CR-1.1.1: Support the work of local/regional historic preservation organizations, boards and landmark preservation commissions with staff assistance and grants where possible.

- *RECOMMENDATION CR-1.1.1.1: The Commission should offer seminars to local and regional historic preservation organizations, boards, and commissions to introduce them to the following benefits and potential funding opportunities:*

  - *Federal and State Investment tax credits (income related);*
  - *Historic buildings property tax exemption;*
  - *Wisconsin Department of Transportation Enhancements (TE) program;*
  - *Business Improvement Districts (BID) funding;*
  - *The Wisconsin Main Street program;*
  - *Community Development Block Grants;*
  - *Local and Private foundations;*
  - *The Wisconsin Department of Commerce funding programs;*
  - *The Wisconsin Department of Natural Resources Stewardship Program;*
  - *Archaeological Tax Exemption;*
  - *Architectural Conservancy District creation (WI statute 66.1007.);*
  - *Wisconsin's Historic Markers program.*

STRATEGY CR-1.1.2: To use tourism, economic development and public arts monies to fund ethnic and cultural events programming to ensure that traditions are passed on.

- *RECOMMENDATION CR-1.1.2.1: The Commission should assist communities with applications for Department of Tourism grants for establishing new ethnic and cultural tourism events (both Indigenous and post European exploration).*

- *RECOMMENDATION CR-1.1.2.2: Local Organizations should use economic development or Wisconsin Historical Society grant funding to research, create and install interpretive markers for historical and cultural resource features of regional significance such as the Fox Wisconsin Heritage Corridor, the Niagara Escarpment, and other culturally significant regional features.*

- *RECOMMENDATION CR-1.1.2.3: The Commission should create a list of public arts funding sources in the region and make it available to all on the ECWRPC Web site.*

STRATEGY CR-1.1.3: Promote historic effigy mounds and associated heritage tourism in the region.

- *RECOMMENDATION CR-1.1.3.1: Promote the protection of effigy mounds within the Niagara Escarpment overlooking Lake Winnebago. The Niagara Escarpment is a natural feature which was preferred by the mound building cultures and therefore is a prime site for undiscovered mounds.*

GOAL CR-1.2: To beautify and maintain cemeteries as a cultural and historical resource that provides valuable genealogical information to families and communities.

STRATEGY CR-1.2.1: Promote partnerships between local historical organizations and City, Village & Town officials to form cemetery maintenance organizations that will take responsibility for community held cemeteries.

- *RECOMMENDATION CR-1.2.1.1: The Commission should encourage communities and historic preservation societies to forge partnerships to properly fund and*

maintain community held cemeteries as a valuable cultural resource.

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

Encourage collaborations between ethnic heritage event planners and funding sources to develop and support broader cultural heritage understanding. This contributes to our quality of life and also our heritage tourism economic development efforts.

Support the development of new community facilities and transportation improvements needed to accommodate cultural heritage productions.

ECWRPC should support the Wisconsin Historical Society (WHS) initiative to seek greater state and federal funding for cultural and ethnic heritage programming and educational projects across the state which supports heritage tourism and strengthens our economic development posture. The WHS has a stated goal to increase the financial resources available for preservation activities. They intend to accomplish this by increasing contact with Wisconsin legislators regarding preservation goals and projects.

ECWRPC should play a support role in helping the Wisconsin Historical Society develop a curriculum to be used in schools and in other adult education community facilities, which educate our children and the public on the values of our cultural and ethnic heritage.

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Access to Cultural Resource Protection Tools

PLAN GUIDELINE: CR-2

Year 2030 Regional Comprehensive Plan

Key Facts

There are currently State and Federal tax credits available to qualifying historic landmarks and other eligible commercial and residential properties. The Historic Rehabilitation Tax Credit program provides for a state and federal tax credit which when combined totals up to 25%. Certain protections and obligations are afforded with the State and National Register designation although they certainly are not ironclad. Local communities with a certified ordinance are eligible to participate in the Certified Local Government program which allows them to apply for special grant funds available from the State. The general public and even some landmark commissions are not as aware of these tax benefits and the limits of protection as they could be. The committee felt that more could be done to promote these opportunities.

The Wisconsin Historical Preservation Database (WHPD), a computerized resource of historical and cultural resource data throughout the state is now available, but is currently only accessible on-line to those who can afford a $1,500 licensing fee. This is a concern because many individuals, organizations and municipalities cannot afford this expense in their tight budgets. Therefore the database is being underutilized and is not providing the level of information that it potentially could to provide greater protection for the more obscure cultural resources in particular.

A significant source of frustration for those advocating for cultural resource preservation is the difficulty experienced in locating assistance and support materials.

Most people are unaware of a single readily accessible source where they can start their search. While the technology exists, at present, there is no one on-line location where resources are all listed, with contact information.

So What!

To be effective in preserving and protecting our cultural heritage we need to make support resources and financial incentives easy to understand and as readily available as possible. If this information is not easily accessible, new owners of historically or culturally significant properties may not realize what their obligations are, and modifications may be made which destroy a property's eligibility for future tax credits or preservation benefits. All of the useful information and tax benefits and incentives in the world will not contribute to the preservation and enhancement of historical and cultural resources if they are not made known and more accessible to the public. The Wisconsin Historic Preservation Database (WHPD) information could be very useful to Zoning Administrators who issue building permits, and need a practical efficient way of determining if a property has any historical or cultural significance before a permit is issued. If this is not easily and affordably available to them, misinformation, or just no information, may leave some historic properties at risk.

At present, information beneficial to local historical societies and individuals is available

on the Wisconsin Historical Society (WHS) web site, and by contacting their staff for personal assistance. One weakness is that residential homeowners have nothing to alert them to any historical or architectural significance their newly acquired home may have. There is currently no single resource that coordinates all of the resources available from the Wisconsin Historical Society, University programs and private professionals.

Current Action

The Wisconsin Historical Society has produced "*A Guide to Smart Growth and Cultural Resource Planning*" which is a comprehensive listing of cultural resource protection tools and how they can be used. Current state initiatives designed to provide better protection for historical and cultural resources include the following:

- Preservation Initiative: Finish Survey & Implement;
- Collections Digitization – to provide greater web access;
- Continue Partnership with Wisconsin Public Television to provide access to high quality history television programming;
- Increase the financial resources available for preservation activities throughout the state;
- Reach out to groups that have been traditionally underserved by the preservation community;
- Develop educational and outreach tools that will assist with identifying, interpreting, preserving, protecting and promoting cultural resources;
- Promote the important role that ancient and historic sites play in the state's economy and quality of life;
- Assist Wisconsin communities and Regional Planning Commissions in integrating cultural resources into their required comprehensive planning efforts.

Year 2030 Vision for Cultural Resources.

The following vision statement was developed by the Cultural Resources Committee:

To be recognized as a leader in the state for preservation of the region's historic and cultural resources by providing public access to resource protection tools, and the political advocacy necessary to ensure protection for, and appreciation of, our diverse prehistoric and historic ethnic heritage.

Goals, Strategies and Recommendations

The goals strategies and recommendations that were developed for this section are intended to encourage improved access to cultural resource protection tools and resources.

GOAL CR-2.1: To encourage improved access to cultural resource protection tools.

STRATEGY CF-2.1.1: Make the resource materials, grants, and staff assistance easy to find from a central source.

- *RECOMMENDATION CF-2.1.1.1: The Commission will provide a link on local library reference websites, and on the East Central Wisconsin Regional Planning Commission website, to a single central page on the Wisconsin Historical Society Website which details eligibility and benefits of the state and federal tax credit program.*
- *RECOMMENDATION CF-2.1.1.2: The Wisconsin Historical Society should make all cultural heritage preservation*

resource information available on a link on the Wisconsin Historical Society web site.

- *RECOMMENDATION CF-2.1.1.3: The Wisconsin Historical Society should create a web-based clearing house for obtaining professional assistance.*

STRATEGY CF-2.1.2: Make historic and cultural resource protection information readily accessible through the development of some new useful tools.

- *RECOMMENDATION CF-2.1.2.1: The state should create and provide brochures on benefits of the tax credit program to local Register of Deeds offices, realtor offices, and mortgage lending institutions.*

- *RECOMMENDATION CF-2.1.2.2: The East Central Wisconsin Regional Planning Commission should develop a web-based resource tree to help prospective users determine their eligibility for tax credit programs.*

STRATEGY CF-2.1.3: To find ways to help Historic Preservation Commissions and zoning administrators to have more affordable access to the Wisconsin Historical Society's Wisconsin Historic Preservation Database (WHPD) to assist them in the protection of historic and cultural resources.

- *RECOMMENDATION CF-2.1.3.1: The State should offer local public officials a reduced rate cost for accessing the Wisconsin Historic Preservation Database (WHPD).*

- *RECOMMENDATION CF-2.1.3.2: The State should allow counties the opportunity to purchase access to the Wisconsin Historic Preservation Database (WHPD) and then allow all zoning administrators and planners of communities within those counties to access the data base for a lesser more affordable fee.*

- *RECOMMENDATION CF-2.1.3.3: The Wisconsin Historical Society should consider forming a partnership with the state's Regional Planning Commissions to allow more local access & use of the Wisconsin Historic Preservation Database (WHPD).*

STRATEGY CF-2.1.4: Establish a way to alert new property owners to historic preservation tax credit programs, benefits and obligations.

- *RECOMMENDATION CF-2.1.4.1: To have local register of deeds staff include state and national register designations on real estate transfer deeds so that any prospective buyer would be made aware of the status and the tax credits available to encourage restoration and reuse of historic buildings.*

- *RECOMMENDATION CF-2.1.4.2: Local Historic Preservation Commissions should target eligible property owners identified in historic building surveys and send them a tax credit information packet one week after property tax bills are mailed out.*

- *RECOMMENDATION CF-2.1.4.3: Revise the Wisconsin State Statute (709.02) to expand it to include "archaeological sites" as well as historic buildings and sites, in the items realtors must disclose to potential buyers.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

To encourage creation of a public facility that could provide a single centralized source location for improving the public's access to cultural resource protection tools and professional expertise.

To provide better and more affordable access to historical and cultural resource protection information for the use of elected public officials, zoning administrators and community planners, citizens and others. This is an issue which must be addressed because it hinders economic development and land use planning efforts in our region and the state.

Provide historical, architectural, and archaeological data to all users in a web based format that will increase public access to historical and cultural resource protection information. This information should be available on any personal computer, or from Community facilities such as libraries, the East Central Wisconsin Regional Planning Commission office, or a newly created cultural resource center.

Cultural Resource Educational Opportunities

PLAN GUIDELINE: CR-3

Year 2030 Regional Comprehensive Plan

Key Facts

With every election cycle there is a potential turnover of some elected officials, local alderman, County Board Supervisors and appointee's to local historic preservation commissions. These decision makers can have an important impact on the protection and enhancement of our most treasured historic and cultural resources.

Local zoning administrators and officials who issue building permits do not have an easy and efficient way to identify historic or culturally significant buildings and sites so that they can carry out their responsibilities and protect the cultural resources.

Knowledge of our cultural heritage is being lost because it is not a part of our school curriculum.

So What!

Why does it matter if our elected officials and appointed commissioners, local zoning administrators, professional planners and school children don't know much about our cultural resources and how to protect them?

New persons taking office may not have any background or understanding of the importance of cultural resources in their community, and yet they can profoundly influence the future survival of these same resources. An informational package emphasizing some of the economic and social benefits of cultural resources could provide an understanding of and appreciation for cultural resource protection among newly elected officials.

If local elected officials who make the budget decisions don't understand the value of our cultural resources, these resources may be subjected to indiscriminant budget cutting. Appointed commissioners on local Historic Preservation Commissions, and zoning administrators who don't have a convenient way to identify important cultural resources, will not be in a position to make others aware of cultural resources that need to be protected when permits are issued. The Register of Deeds staff could assist in flagging key properties, and with the distribution of useful information to prospective new property owners. When new Historic Preservation Commissioners are appointed they need to have access to resources and preservation tools in order to assist the people who come before them with projects to review. Because there may be regular turnover in each of these positions, from time to time it is important to offer training seminars and programs to keep their interest and level of understanding high.

Similarly, as property is transferred from a current owner to a new owner upon the sale of a parcel, the new owner often does not know what his/her tax advantages, benefits and obligations are. If the significance of a historic site or national register property is not transmitted to the new owner, a historic building or important archaeological or cultural resource could be modified or destroyed due to a lack of knowledge.

As each new generation of children and young adults grows up we cannot just assume that they will have an appreciation for history and our cultural resources unless they have had some exposure to it. Generational loss of our

local cultural heritage and history is likely to occur unless we have in place a curriculum in the schools which incorporates an appreciation for cultural resources into the social studies and history classes offered in our school system.

A greater emphasis could be placed on improving cultural resource education at the elementary and high school levels. The committee felt that current curriculums do not do enough to educate students as to the importance and value of cultural resource preservation. If students are introduced to historic preservation and are provided with a proper understanding of the value of these resources, these students will be better prepared to go on to serve as preservation volunteers, informed voters who decide related issues. Some may even choose to make it their future career.

As our society becomes ever more mobile, and families are spread out over greater distances, many people are interested in having greater knowledge of their family history or cultural roots. Better access to historical records and resources within our schools, in our libraries, and on the internet, can help them research their genealogy. In addition, cultural festivals and events in the schools and communities can help to give residents a sense of who they are and the culture they came from.

Current Action

The Technical Advisory Committee indicated that, in many cases, these alderman, plan commissioners, historic preservation commissioners, zoning administrators, register of deeds directors and other elected or appointed officials who serve the public, do not have a thorough knowledge of the information and available resources needed to allow them to be fully supportive of cultural resource preservation goals.

At present the elementary school and high school curriculums are woefully inadequate in providing students with an understanding and appreciation for the value of the cultural resources to be found in their world.

The Technical Advisory Committee recommended two current actions be taken. 1) Reduce institutional memory loss as staff and elected or appointed officials change, and 2) Minimize generational loss of our culturally diverse heritage by incorporating this knowledge into school curriculums.

Year 2030 Vision for Cultural Resources.

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Goals, Strategies and Recommendations

The goals, strategies and recommendations that were developed for this section are intended to provide some continuity of cultural resource knowledge for elected, appointed and professional staff positions that experience regular turnover. This is intended to include persons such as aldermen/alderwomen, county supervisors, mayors, appointed commissioners, public planning and zoning staff, and the register of deeds positions.

It is the committee's goal to minimize generational loss of our cultural resource heritage among the general public by providing students with an appreciation for cultural resource preservation at all levels of education.

GOAL CR-3.1: To prevent loss of cultural resource knowledge and "institutional memory" when public official and professional staff positions turn over.

STRATEGY CR-3.1.1: To provide cultural resource education to elected and appointed public officials and professional staff so that they are able to make well informed decisions.

- *RECOMMENDATION CR-3.1.1.1: After each election the Commission should partner with Wisconsin Historical Society staff, the UW-Extension and local historical societies to offer a cultural resource seminar and invite public officials & professional staff.*
- *RECOMMENDATION CR-3.1.1.2: The Commission should distribute historical and cultural resource education materials to newly elected officials (emphasizing the tax credit programs, historic register nomination information, benefits and resource contact info, etc.) Much of this information can be placed on, or linked to, the Commission's website.*

GOAL CR-3.2: To minimize generational loss of our cultural heritage in successive generations.

STRATEGY CR-3.2.1: To instill an appreciation for our history and cultural heritage in our school children and the general public.

- *RECOMMENDATION CR-3.2.1.1: The Region's school districts should develop a cultural resource heritage curriculum that can be adopted and taught by school districts at all school levels (elementary, middle and high school) in the region.*
- *RECOMMENDATION CR-3.2.1.2: Encourage schools to designate an ethnic cultural heritage day where students would dress in clothing native to their ethnic background and hold a school program that incorporates cultural traditions, dances & food.*
- *RECOMMENDATION CR-3.2.1.3: Have the region's history class school children visit nursing homes and have the senior residents pass on their knowledge of the region's history through stories.*
- *RECOMMENDATION CR-3.2.1.4: The Commission should ask the region's Fox River and Lake Winnebago riverfront communities to research text for interpretive markers to be placed in public access spaces along the riverfront to make their history live. These educational markers would support the development of a Fox-Wisconsin Heritage Parkway and provide information on our cultural heritage to the general public of all ages. The Commission recommends that funding from the Wisconsin Historical Society (WHS) Maritime trails program should be explored for this purpose.*

GOAL CR-3.3: To inform and educate homeowners on the many obligations, opportunities and tax benefits of owning a historic property.

STRATEGY CR-3.3.1: Request area Register of Deeds officials to assist with the distribution of historic preservation and cultural resource protection materials to homeowners on a regionwide scale.

- *RECOMMENDATION CR-3.3.1.1: Ask Register of Deeds Clerks to identify and flag national and state register properties within their property files, as well as those properties with an existing historic district, and properties that have been identified as being eligible for the register by a historic building survey.*

- *RECOMMENDATION CR-3.3.1.2: When a property inquiry is made or a property is sold ask the Register of Deeds to distribute historic/cultural resource protection information to the inquirer and/or buyer.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

The Commission should support the Wisconsin Historical society in developing educational and public outreach tools/materials that will assist regional and local preservation groups with identifying, interpreting, preserving, protecting and promoting cultural resources in community facilities. These tools and materials could be made available through the region's public libraries and other accessible adult education and public outlets including a cultural resource center.

ECWRPC should play a support role in helping the Wisconsin Historical society develop a cultural resources appreciation curriculum to be offered for use in all levels of the state's schools (elementary, middle and high schools). One age appropriate course at each of the three educational levels would allow an opportunity to educate our children on the values of our cultural and ethnic heritage within our existing educational system. (community facilities).

To work with the region's realtors, County Register of Deeds Clerks and mortgage lending institutions to distribute a packet of information which would help educate new homeowners on the tax advantage benefits, and responsibilities that are associated with owning and maintaining a historic or culturally significant home. These significant homes can have very positive economic development and land use implications for historic neighborhoods and downtown districts.

Greater Historic/Cultural Resource Communication and Interaction

PLAN GUIDELINE: CR-4

Year 2030 Regional Comprehensive Plan

Key Facts

Local historic preservation commissions (HPCs) and community historical societies do good work and provide a valuable service to their communities. Of the 18 Historic Preservation Commissions (HPCs) located within the ECWRPC region, 6 are Certified Local Governments (CLGs). There are approximately 41 local historical societies currently active within the ECWRPC Region. 198 buildings, structures, objects, sites and districts within the region are listed on the State and National Registers of Historic Places. Two of these, are national historic landmarks. Fountain Lake Farm in the Town of Montello, is associated with the life of naturalist John Muir. The Little White School House in Ripon is the birthplace of the Republican Party, founded in the 1850's.

The Wisconsin State Historical Society and academics at higher education institutions play a valuable role in preserving our heritage by providing advice and offering expertise and services to others. These include the University of Wisconsin, Madison, Green Bay and Oshkosh campuses, as well as Lawrence University in our region. Three communities currently have Main Street status: Ripon, Tigerton and Waupaca.

Our region has access to State and Federal staff and programs that continue to do good work, as well as provide guidance and support for local, regional and statewide preservation efforts. Wisconsin also has some very talented individuals working in the private sector as historic preservation professionals with very specialized skills. Although all of these individuals, from local to federal, are all independently contributing to protecting and enhancing our heritage, there is a real lack of coordination and few opportunities for interaction between these interested parties.

So What!

Why is it important to have interaction between all of the active participants in preservation of our cultural resources? What do we stand to gain from having more frequent dialogue between interested groups?

Having a greater awareness of the services and funding support available from state and federal sources could significantly improve assistance to local groups and governments in achieving their goals and objectives.

Greater interaction could enhance state and federal understanding of what local commissions and organizations value. Local historical societies, committees and commissions could also be energized by the exchange of ideas that results from greater communication. More frequent opportunities for interaction and exchange of information and ideas would provide real benefits for all.

Continuous turnover on local commissions creates a greater need for having ready access to a regional cultural resource base, and for offering instructive programs on a regular schedule that new appointees could avail themselves of.

Current Action

Current budget cuts at the state and local level have made the cooperative public private relationships more important than ever before. Citizen groups and volunteers need good access to information and professionals, so any way we can improve communication and make these tools more readily available is an advantage. One of the biggest problems we currently have is that although information and resource materials and programs exist, the vehicles for efficiently communicating them do not exist, or are not readily available, making them difficult to locate.

Not nearly enough is being done at present to locate and protect archaeological sites that have not yet been discovered. A closer relationship, and more frequent communication between local groups and state and private professionals would expand our ability to protect sites that have archaeological potential. Inclusion of references to preserving archaeological sites in local comprehensive plans can help to raise awareness and may lead to the discovery of future archaeological dig sites. The Wisconsin Historical Society currently has available a model archaeological ordinance that local communities can modify and adopt. Greater communication at a central cultural resources center could help to identify possible dig sites that have not been discovered yet.

Year 2030 Vision for Cultural Resources.

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Goals, Strategies and Recommendations

The goals, strategies and various recommendations that were developed for this section are intended to encourage opportunities for greater interaction between all those engaged in cultural resource preservation.

GOAL CF-4.1: Encourage greater interaction and sharing of ideas, resource materials, and professional expertise between the various levels of the public and private sectors, including volunteers and professionals.

STRATEGY CR-4.1.1: To consolidate professional expertise and available resource materials in a single location where they are ready accessible and available.

- *RECOMMENDATION CR-4.1.1.1: Establish a cultural resource center for the East Central Wisconsin region. This center should be coordinated with private professionals and public staff who are currently resources in the region. The Cultural Resource Center should be used to:*
    - *Invite preservation professionals, Historic Preservation commissioners and organizations, and interested volunteers to gather once a month to interact, share ideas, expertise, resource materials, and experiences.*

- *Provide opportunities for interaction to identify and seek protection for, existing and newly discovered archaeological sites in the region.*
- *Hold informational seminars for newly elected officials at the Cultural Resources Center.*
- *Establish a grant writing assistance program to assist local and regional projects.*

♦ *RECOMMENDATION CR-4.1.1.2 ECWRPC and the Wisconsin Historical Society should attempt to attract a National Trust field office to the East Central Wisconsin region to be located in the Cultural Resource Center.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

Protect the property values of housing in a neighborhood, or the tax base of a downtown commercial district, by fostering greater communication between property owners, planning and zoning officials and preservation professionals. Introduction of property owners to preservation tax credit program benefits and good maintenance will enhance property values, prevent structural deterioration, and keep a neighborhood strong.

Support development of a central Cultural Resource Center, and possibly the attraction of a National Trust Field office at a single location. This would enhance communication between professionals and property owners and result in better land use decisions and better use of preservation tools.

Encourage greater interaction between local preservationists, elected officials and transportation planners in order to protect historic and cultural resources when new transportation projects are being built.

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Historic Building & Archaeological Site Inventories

PLAN GUIDELINE: CR-5

Year 2030 Regional Comprehensive Plan

Key Facts

The East Central Wisconsin region has a unique settlement history which is especially rich because we are blessed with both the ancient cultural influences of a Native American indigenous population, and the diversity of the many immigrant groups who came here from eastern states, and many parts of the world, primarily Europe.

The inhabitants of Northeast and Central Wisconsin brought with them their own unique cultural characteristics which have contributed to the diversity of our cultural background. People have lived in Wisconsin for at least 12,000 years so we have a quite extensive Archaeological past that should be recorded. Currently the Archaeological Sites Inventory (ASI) maintained by the Division of Historic Preservation, contains records on over 30,000 sites.

In general there are four significant periods of cultural influence that have shaped our present cultural resource experience.

These are:

1) The indigenous settlement group period (3000 BC - Pre-European);
2) The French, English and American exploration period (1634 – 1830's);
3) The European immigration period (1830's – 1950);
4) The growing diversity period (1950 – Present).

So What!

Why should the cultural diversity of our historic building and archaeological sites matter to us? These remnants of the past and their cultural influences have had significant impacts on our lives. Cultural values and differences between early European immigrants have helped to shape the character of our region's downtowns.

Archaeological resources are not easily recognized and can be destroyed without ever realizing it because typically sites are buried and "invisible". Native American effigy or burial mounds are the exception. The "so what" here is that once a site is destroyed it is lost forever, and the archaeological record it held, can never be replaced. Therefore any strategies and recommendations that encourage the region's communities to conduct Archaeological investigations to find and preserve new sites will provide greater understanding and protection for these valuable resources. Heritage tourism is increasing and an important part of Wisconsin's tourism economy so the preservation of archaeological resources strengthens our region's economic development efforts. The availability of cultural resources enhances our quality of life and makes it easier to recruit new businesses and the best employees to the region. Burial sites and burial mounds are protected from disturbance by Wis. Stats. (s.157.70).

The architectural styles and materials of the community were determined by the customs and construction skills of those who have built them. The available street width we have in our downtowns is a function of what was customary in the region of the world they came from. Language barriers among early immigrants resulted in churches of the same faith being built just blocks from each other.

Today, the old language barriers have disappeared but our downtown skylines are dominated by many beautiful works of architecture that give each urban area a unique character. Often these older buildings which display attractive architectural character can be magnets for reuse when they have outlived their original purpose. The reuse and renovation of historic buildings require labor and reinvestment, which contribute to the tax revenue base.

Our ethnic heritage contributes to the strong work ethic that we are known for and therefore it makes this region attractive to employers whose businesses are labor intensive.

Current Action

The Wisconsin Historical Society (WHS) has created the Wisconsin Historic Preservation Database (WHPD) which affords licensed users on-line access to the inventory data base records of the Society. The general public, who cannot afford the current licensing fee structure, can use these records also, but they have to travel to WHS's Madison location. The WHS also provides staff assistance and grants for conducting inventories of historical and cultural resources in local communities.

There are a number of current archaeological digs currently being excavated and studied by professionals who add continuously to our knowledge and understanding of the state's prehistoric past and geological history. Individual local historical organizations and committees keep collections of local or statewide interest, and records of notable past events and people. Local preservation commissions also have a responsibility to identify an inventory of potential historic resources and advocate for their preservation.

Year 2030 Vision for Cultural Resources.

The following vision statement was developed by the Cultural Resources Committee:

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Goals, Strategies and Recommendations

The goals, strategies and recommendations that were developed for this section are intended to address the need to better protect the region's historic buildings and archaeological treasures. The following core goals have been developed by the cultural resources committee to support the aforementioned vision of cultural resource protection for the region. These goals, strategies and recommendations have evolved from a discussion of what actions the region could take to better address the need for historic building and archaeological site inventories.

GOAL CR-5.1: To encourage the use of historic building site inventories and archaeological site inventories by communities and historic preservation committees to ensure that our culturally diverse ethnic heritage is preserved for future generations to appreciate and enjoy.

STRATEGY CR-5.1.1: Continue to increase understanding of the value of doing a historic building inventory for your community. Historic buildings contribute to the special character of a community and provide

economic development opportunities for renovation and reinvestment.

- *RECOMMENDATION CR-5.1.1.1: Encourage the Wisconsin Historical Society to create a website section which focuses specifically on the benefits of doing a historic building inventory for a community, including how to interpret and use the information collected.*

- *RECOMMENDATION CR-5.1.1.2: The Commission should promote and assist community Historic Preservation Commissions and Historical Societies with applying for available funding assistance from the WHS to conduct architectural and/or historic building surveys.*

- *RECOMMENDATION CR-5.1.1.3: The Commission should develop a list of historic buildings within the Fox Wisconsin Heritage Parkway and prepare a GIS map and database for use by the parkway corridor's communities and the state.* ***(See CR-3.2.1.4)***

- *RECOMMENDATION CR-5.1.1.4: The WHS should consider developing and promoting a guidebook which focuses on the following justifications for conducting a historic building inventory.*

    - *Preserving the tax base of an attractive downtown historic district;*
    - *Historic buildings also contribute to the desirability of a residential neighborhood and the stability of property values (increased tax base);*
    - *Provide opportunities for reuse and reinvestment in our communities).*

STRATEGY CR-5.1.2: Promote the use of archeological investigations to find and preserve more of our region's cultural heritage.

- *RECOMMENDATION CR-5.1.2.1: The East Central Wisconsin RPC should consult with Native American Tribes sand consider conducting a survey of all Native American settlements within the Fox Wisconsin Heritage Parkway to identify potential sites for future detailed archaeological investigations.*

- *RECOMMENDATION CR-5.1.2.2: The Wisconsin Historical Society should identify and promote archaeological funding assistance programs which are available to communities, historic preservation commissions and other interested individuals on an annual basis.*

- *RECOMMENDATION CR-5.1.2.3: The ECWRPC (the Commission) should identify cultural influences that are important to preserving our unique and diverse cultural heritage on a regional scale.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

The East Central Wisconsin RPC should encourage communities to retain architecturally significant buildings which offer economic development opportunities for conversion into high quality residential housing, public community facilities, retail commercial, and office space which offer the community a sense of place.

Promote and encourage the use of available federal and state tax credits by businesses and home owners as a form of economic development for downtown and neighborhood historic districts which have had architectural building surveys completed.

Encourage the use of historic and archaeological site inventories to protect and preserve cultural and natural resources of historic value such as indigenous culture effigy mounds, settlement archaeological sites, and sites which commemorate a historic event. These inventoried sites have an educational and recreational value as well as a heritage tourism economic development value.

Use architectural building surveys and archaeological inventories to identify historic and cultural resources which should be protected when new transportation facilities routing decisions are made or existing roadways are widened.

CHAPTER 11: LAND USE

Introduction

Previous chapters in this document discuss the regional comprehensive planning process, summarize the first report, which provided background data for the region, present a regional vision and identify the issues, opportunities, vision and core goals for economic development, housing, transportation, community facilities, agricultural, natural and cultural resources of the region. This chapter identifies land use issues and opportunities, provides a regional vision for land use and recommends core goals to address identified issues.

Current intergovernmental cooperative efforts to address land use issues within our region, and the interaction between land use and other plan elements, are discussed below. That discussion is followed by a regional vision for the future of land use. The remainder of the chapter compares current trends to the identified vision, identifies goals to address identified issues and concludes by summarizing key findings.

Wisconsin statutes require comprehensive plans to include five year projections for residential, commercial, industrial, and agricultural uses over the length of the plan.[1] A summary of future land use projections and criteria follows.

While projections can provide extremely valuable information for community planning, by nature, projections have limitations which must be recognized. First and foremost, projections are not predictions. Projections are typically based on historical growth patterns and the composition of the current base. In addition, growth is also difficult to predict in areas which are heavily dependent on migration, as migration rates may vary considerably based on economic factors both within and outside of the area. The Region's actual rate of growth and amount of future growth is influenced by land use policies which can slow or increase the rate of growth. While this information has been quantified, please not that it was not used as a basis for Exhibit LU-1, the Year 2030 Regional Framework Map. This map primarily illustrates major plan recommendations in a conceptual form. Exhibit LU-2 contains a map of the existing land use for region which is based primarily on year 2000 data.

Exhibit LU-3 illustrates projections for residential land consumption in the East Central Region for the thirty year time period. In developing these projections, two scenarios were developed; one assumes that residential development will occur at higher densities, while the other assumes residential densities will occur at lower densities. Additionally, individual minor civil divisions (MCDs) within each county were designated as either rural or urban to differentiate between residential acreage consumption in these two categories. Staff assumed that rural residential development would consume a higher acreage per household than for urban residential development (See Exhibit LU-3 for rural and urban acreage assumptions for each scenario). To determine acreage consumption, five-year increases in households per county, based on East Central and DOA household projections, were multiplied by the acreage per household assumption for each scenario. These five-year acreage increases were then added to the total acreage consumed for the previous time period. East Central staff recognizes that making a blanket assumption that certain MCDs are "rural" and others are "urban" has the effect of overlooking each community's nuances of development distribution and densities.

[1] *Wisconsin State Statutes 66.1001.*

Exhibit LU-3
Total Residential Acreage Consumption 2000-2030:
High Density and Low Density Scenarios

County	Urban (U) / Rural (R)	2000	2005		2010		2015		2020		2025		2030	
		Existing Acres	Higher Density	Lower Density	Higher Density	Lower Density	Higher Density	Lower Density	Higher Density	Lower Density	Higher Density	Lower Density	Higher Density	Lower Density
Region	U		2,707	3,609	2,571	3,427	2,373	3,164	2,611	3,481	1,977	2,636	2,019	2,692
	R		3,947	11,842	4,260	12,779	3,788	11,364	4,363	13,089	3,356	10,067	2,631	7,893
	Total	196,033	202,687	211,484	209,517	227,690	215,679	242,218	222,652	258,788	227,985	271,491	232,635	282,076
Calumet	U		444	592	370	493	375	500	391	521	392	522	384	512
	R		150	451	99	296	70	211	49	148	30	89	16	47
	Total	8,339	8,934	9,382	9,402	10,171	9,847	10,882	10,287	11,551	10,708	12,162	11,108	12,721
Fond du Lac	U		339	452	349	466	294	392	461	615	41	55	184	246
	R		611	1,833	601	1,803	504	1,512	690	2,070	189	567	335	1,005
	Total	21,009	21,959	23,294	22,909	25,563	23,707	27,467	24,858	30,151	25,088	30,773	25,608	32,024
Green Lake	U		12	15	22	30	14	19	9	13	4	5	3	4
	R		153	460	206	619	177	530	161	482	122	367	100	300
	Total	9,215	9,380	9,690	9,608	10,339	9,799	10,888	9,969	11,382	10,096	11,755	10,198	12,059
Marquette	U		14	18	18	24	14	18	7	9	54	72	11	15
	R		263	789	300	900	267	801	184	552	1,189	3,567	134	403
	Total	27,062	27,339	27,869	27,657	28,793	27,937	29,612	28,128	30,173	29,371	33,812	29,516	34,230
Menominee	U		24	32	36	48	35	47	27	35	19	26	15	19
	R		24	71	36	109	35	106	27	80	19	58	15	44
	Total	160	207	263	280	420	351	574	404	689	443	773	472	836
Outagamie	U		1,046	1,395	1,024	1,366	1,000	1,333	997	1,329	869	1,159	869	1,159
	R		706	2,119	801	2,404	784	2,353	789	2,367	701	2,103	708	2,123
	Total	31,209	32,961	34,723	34,787	38,492	36,571	42,179	38,357	45,875	39,927	49,136	41,504	52,418
Shawano	U		58	77	55	74	52	69	74	99	9	12	25	34
	R		578	1,734	546	1,639	535	1,605	787	2,361	183	548	374	1,122
	Total	1,556	2,192	3,367	2,794	5,080	3,380	6,754	4,241	9,213	4,433	9,773	4,832	10,928
Waupaca	U		90	120	91	121	28	37	76	101	16	21	13	17
	R		636	1,908	683	2,050	489	1,466	840	2,520	143	428	287	861
	Total	30,023	30,749	32,051	31,523	34,221	32,039	35,725	32,955	38,346	33,114	38,795	33,413	39,673
Waushara	U		24	32	34	45	28	37	19	25	14	18	9	12
	R		336	1,008	536	1,607	489	1,466	380	1,141	309	927	217	650
	Total	39,667	40,027	40,707	40,596	42,359	41,113	43,862	41,512	45,029	41,835	45,974	42,060	46,636
Winnebago	U		657	876	571	762	534	712	551	734	560	746	506	674
	R		490	1,471	450	1,351	438	1,313	456	1,369	471	1,412	446	1,339
	Total	27,793	28,940	30,140	29,962	32,252	30,933	34,277	31,940	36,380	32,971	38,538	33,923	40,552

Assumptions: Higher Density Scenario assumes Urban = 1/4 acre/hh and Rural = 1 acre/hh; Lower Density Scenario assumes Urban = 1/3 acre/hh and Rural = 3 acres/hh

Source: Wisconsin Department of Administration 2000; (Marquette County Household Projections) ECWRPC, 2008.

Exhibit LU-4 illustrates projections for commercial and manufacturing land uses and the corresponding losses in agricultural land uses. An average residential projection from Exhibit LU-3 above was assumed and Manufacturing and Commercial land uses were calculated based on the 2000 acres of land use per capita and the updated 2005-2030 Population Projections. Finally it was assumed that 90 percent of converted land will be coming out agricultural areas.

Exhibit LU-4
Total Commercial, Manufacturing, Agriculture Consumption 2000-2030

County	Land Use	2000* Acres	2005 Acres	2010 Acres	2015 Acres	2020 Acres	2025 Acres	2030 Acres
Region	Commercial	34,706	36,581	37,909	39,158	40,375	41,534	42,501
	Manufacturing	13,279	13,950	14,452	14,930	15,407	15,861	16,252
	Agricultural	1,525,338	1,513,167	1,501,257	1,490,495	1,478,453	1,468,940	1,456,854
Urban Counties	Commercial	22,125	23,388	24,355	25,301	26,286	27,243	28,117
	Manufacturing	9,225	9,745	10,144	10,534	10,941	11,338	11,701
	Agricultural	780,979	773,239	766,068	759,319	751,976	746,299	740,436
Rural Counties	Commercial	12,581	13,193	13,555	13,857	14,090	14,291	14,384
	Manufacturing	4,054	4,204	4,308	4,396	4,466	4,523	4,551
	Agricultural	744,359	739,928	735,189	731,176	726,477	722,640	716,417
Calumet	Commercial	2,245	2,531	2,715	2,886	3,064	3,228	3,378
	Manufacturing	859	969	1,039	1,104	1,172	1,235	1,293
	Agricultural	105,659	104,566	103,771	103,038	102,318	101,650	101,031
Fond du Lac	Commercial	5,512	5,694	5,857	6,013	6,168	6,296	6,397
	Manufacturing	2,237	2,311	2,377	2,440	2,503	2,555	2,596
	Agricultural	288,709	287,023	285,368	283,955	282,034	281,488	280,562
Green Lake	Commercial	2,041	2,076	2,114	2,140	2,156	2,156	2,156
	Manufacturing	1,142	1,162	1,183	1,197	1,207	1,207	1,207
	Agricultural	116,897	116,559	116,113	115,742	115,421	115,196	110,963
Marquette	Commercial	1,687	1,767	1,829	1,882	1,913	1,947	1,962
	Manufacturing	238	249	258	266	270	275	277
	Agricultural	98,755	98,185	97,563	97,013	96,644	94,412	94,143
Menominee	Commercial	4	4	5	5	5	5	5
	Manufacturing	10	11	11	12	12	12	12
	Agricultural	30	30	30	30	30	30	30
Outagamie	Commercial	6,723	7,172	7,563	7,953	8,347	8,709	9,051
	Manufacturing	2,777	2,963	3,124	3,285	3,448	3,598	3,739
	Agricultural	227,788	224,847	221,832	218,874	215,906	213,272	210,650
Shawano	Commercial	3,314	3,459	3,556	3,646	3,727	3,805	3,856
	Manufacturing	1,284	1,340	1,378	1,413	1,444	1,474	1,494
	Agricultural	184,288	183,006	181,843	180,714	179,118	178,683	177,919
Waupaca	Commercial	3,299	3,416	3,498	3,564	3,621	3,672	3,685
	Manufacturing	1,185	1,227	1,256	1,280	1,301	1,319	1,324
	Agricultural	189,086	187,704	186,279	185,288	183,627	183,292	182,745
Waushara	Commercial	2,236	2,470	2,554	2,620	2,668	2,707	2,719
	Manufacturing	195	215	223	228	233	236	237
	Agricultural	155,303	154,444	153,362	152,389	151,638	151,028	150,617
Winnebago	Commercial	7,645	7,990	8,219	8,449	8,707	9,011	9,290
	Manufacturing	3,352	3,503	3,604	3,704	3,818	3,951	4,073
	Agricultural	158,823	156,803	155,097	153,452	151,718	149,890	148,193

Source: U.S. Census 2000; Wisconsin Department of Revenue, 2000, 2002; ECWRPC Land Use Data for Menominee County, 2002;ECWRPC projections; 2005-2030 Population Projections for Communities in East Central Wisconsin, ECWRPC, October 2004. * Manufacturing totals for Fond du Lac, Green Lake, Marquette, Waushara and Winnebago Counties are from 2002, not 2000. Assumed 90% of development within areas currently agriculture.

Statement of Interaction with Other Planning Elements

Land use cannot be considered in isolation from other elements. An adequate supply of reasonably priced land with the appropriate infrastructure, utilities and services, coupled with employment opportunities and community designs which allow for transportation choices are all necessary for maintaining our quality of life. Decisions regarding economic development, housing, transportation, community and public facilities development and environmental quality have an impact on land use patterns, supply, affordability and consumption. Likewise, decisions made in the land use sector can influence the cost and efficiency of other plan elements. Policy decisions in all sectors should facilitate the development of a built environment, which meets the needs of persons of all income levels, age groups and persons with special needs, while still providing protection for natural and cultural resources. Concerns and recommendations regarding other plan elements were identified in the land use visioning exercise, issue and trend discussions and in the committees' recommendations. These comments have been organized in the order elements are presented in Milestone Report #2, and are followed by a short discussion of the environment in which planning decisions take place.

Economic Development

Committee members noted that the region has vacant industrial or commercial sites and dilapidated, unsafe housing. These sites present redevelopment opportunities to improve the quality of our built environment make use of existing infrastructure and bring delinquent properties back on the tax rolls.

Members also noted that industrial land with rail access is relatively scarce and should be preserved for industrial use. They stated that this will likely become more important in the future. Members noted that the just-in-time business philosophy has created substantial truck traffic, which is not sustainable as fuel costs and driver shortages increase.

It was also suggested that the region should focus economic attention on keeping business local and unique. Supporting "mom & pop" establishments provides unique shopping opportunities and features, which contribute to community character and identity. It also focuses on wealth creation within the region, rather than exporting money out to large chain establishments. Rural businesses that capture economic benefits, while preserving open space should be assisted and trained to prosper for the benefit of the whole community.

Housing

Committee members noted that new development along our highway system has displaced households. They stated that some areas should be preserved, rather than redeveloped. Additional housing and lot choices are needed, particularly for middle and low income households. Opportunities for those incapable of buying a new home should be provided in rural areas. Committee members also stated that everyone deserves a chance at homeownership, regardless of the size or nature of the home. Not every low income person wants to live in a mobile home or apartment building. Providing smaller homes to middle and low income individuals, who are ready for homeownership, allows them to enter the market and begin building equity.

Committee members also favored residential options downtown, mixed housing near public transportation links, walk to work programs and traditional neighborhood design projects.

Members would like to see less unplanned residential development in rural areas and limitations placed on the development of cul-de-sacs in residential areas.

Community Facilities

Committee members would like to see consolidation of small governments and/or greater intergovernmental cooperation, and regional policies to discourage sprawl. Both of these recommendations would have an impact on facility size, location and extension of facility infrastructure. The development of an extensive regional park system was highlighted.

Members felt that too many decisions regarding the development of facilities and our built environment lacked a human approach to the living environment; and as a result, our sense of community is disappearing. Members stated that the social interaction inherent in walking and riding to school and recreational facilities needs to be encouraged. They recommended that facilities be developed and placed so that more kids will have the opportunity to bike and walk to school.

Transportation

Members stated that more bike and other use trails are necessary, especially along highway corridors. A transportation system that focuses on bike and pedestrian movement should be developed. Giant parking lots and pedestrian unfriendly areas should be discouraged.

Unused rails should be removed and replaced, where appropriate with trails. Where rails are still needed, grade separation should be developed in order to improve rail safety. Public transit should be enhanced. Members would like to see bus links to a Midwest regional rail system established. Minimally used airports should be closed, and air traffic should be confined to larger airports, because it is difficult for small airports to survive without great and expensive expansions.

Members stated that the integrity of the highway system needs to be preserved. Our current transportation/land use patterns place to much local traffic on our arterials. We need less highway access and better mobility. Better east west access is also needed to connect the region to I-94. Members would also like to see another lane added to USH 41 and better turn lanes provided off of USH 10/ STH 114. It was also suggested that adding a bypass would allow traffic to get from USH 41 in Kaukauna to USH 10 without going through the congestion in and around Appleton. At the same time, members stated that large highway construction has placed too much development pressure on non-urbanized areas and contributed to the loss of community character and some of our best farmland. Members noted that too often transportation/land use decisions are made with no understanding of the total regional impact. They suggested that developing a regional database of all existing and proposed road networks, with proposed land uses, would allow officials to see the big picture.

Agricultural Resources

Committee members were divided over preservation of agricultural resources. Some members stated that prime farmland should be preserved for agriculture, and noted that preserving these lands has the added benefit of preserving our rural character. They stated that we are paying a huge price for sprawl and suggested that the true cost of our current development patterns should be reviewed. Other members opposed farmland preservation measures adjacent to urban areas, even though that is where the region's best farmland is located.

Committee members stated that conventional farms are being undermined by huge, vertically integrated corporations. They noted that commodity agriculture will probably not return to the levels we have seen in the past. However, niche product farming and other open space enterprises, such as hunting and fishing can and are thriving. They recommended that local niche product farming be encouraged.

Natural Resources

Committee members expressed a desire to preserve environmentally sensitive areas such as the Niagara Escarpment, wetlands and woodlands. They recommended preserving viewsheds, open space and access to waterways. They stated that our farmland, wetlands and woodlands are disappearing faster than projected, especially along major highways and near cities. They stated that the state stewardship fund should be preserved. However, we need to recognize that not enough money exists in the world to "buy" all the existing green spaces we would like to preserve. Instead, they recommended that we take advantage of existing programs that encourage open space, such as CRP, EQIP and Forest Management programs. Taking advantage of these programs will 'buy' time to develop truly sustainable land use practices. They noted that greater respect for the environment and environmental ethics is needed.

Committee members would like to see fewer billboards, and recommended that scenic easements be established along highways. It was also suggested that a large wildlife area near the USH 41 congestion would allow travelers a place to stop and break up the blacktop/rooftop monotony.

Cultural Resources

The transportation/land use committee expressed a desire to preserve and enhance our cultural resources, historic buildings and historic markers. They recommended that the integrity of historic areas be maintained. New development should not be allowed to encroach on our historical and cultural resources. The committee expressed a desire to protect community identity, community character and unique features. New development should preserve and enhance, not destroy community character.

Other

The transportation/land use committee also commented on government form and social values. Consolidation of small governments and/or greater intergovernmental cooperation was recommended. They stated that joint planning and zoning between jurisdictions, and more intergovernmental agreements, particularly boundary agreements, should be encouraged. Committee members recommended that town officials be elected for four-year terms, rather than two-year terms. It takes time to understand the system and make good land use planning decisions. A good land use plan can take two years to develop. If a change over in elected officials occurs at the end of that period, the new official coming in may not understand the plan development process and may be unwilling to implement the plan as a result. They recommended that planning and zoning committee members be certified, and suggested that citizen committees be formed to review and comment on development proposals. They also recommended that "Youth in planning" programs be developed to educate the next generation.

Committee members lamented the lack of human approach that too often occurs in the planning process. They stated that the focus tends to be on projects or "things", rather than people. They noted that this alienates people from the process, which in turn results in a land-

scape that favors facilities over a human scale environment. They also stated that we, as a society, encourage individual's rights more than community needs. "Individualists" also tend to be more outspoken that those who have a more balanced viewpoint and politicians listen to them as a result. Committee members stated that too much importance is placed on individual rights at the expense of community good. We need a new sense of community and future of communities, coupled with a greater respect for the environment.

Vision Statement for Land Use

In preparation for forming a vision statement, the Regional Land Use/Transportation Technical Advisory Committee (TAC) was asked to consider three questions: "What would you like to see preserved in the region?", "What would you like to see changed in the region?" and "What would you like to see created in the region?". The committee's responses have been summarized into a best of all possible worlds scenario. The actual vision statement is provided at the end of this section.

Committee members envisioned a future where efficient regional land use patterns provide a landscape, which protects our natural resources, provides sufficient land for farming, forestry, open space and other land uses and contains well integrated communities. The mix of land use and transportation facilities allows all individuals to move freely throughout their day and requires fewer public and private dollars than needed by current development patterns.

Unsightly development along highway corridors has been replaced by development patterns, which run perpendicular to the highway along side roads. Scenic views from roadways have been preserved. Billboards are restricted, and in some places, eliminated all together. Local traffic moves along a network of local streets and pedestrian ways, while regional traffic flows smoothly along arterials and highway corridors.

The built environment fosters "healthy communities". These communities support strong families and contain cohesive neighborhoods, with high quality affordable housing, safe streets, green space, good schools, a clean environment, a diverse and vibrant economy and high quality affordable health care. Land use patterns and facilities encourage more physical activity. Children are encouraged to walk or bike to school and adults can easily walk or bike to work and other destination sites. Rather than a built environment, which isolates and alienates people, we now have one that encourages people to interact with one another, feel welcome, safe and secure.

We have learned to balance individual rights with community needs and the focus is on people, not things. Respect for the natural environment has increased, and we make decisions that protect the natural resources that make this region a great place to live. Individual community identity has been retained and every community is unique. You know when you have left one community and entered another, because each place has its own unique environment. Communities no longer look the same. Each community has its unique style and blend of housing, shopping, entertainment and cultural facilities. Chain establishments exist, but no longer dominate the landscape. Instead, local establishments provide unique shopping, eating and entertainment venues and contribute to the growing wealth of our region.

This vision was summarized into the following land use vision statement for the region:

> *"In 2030 in the East Central Wisconsin region, efficient regional land use patterns foster healthy communities, individual community identity, and respect the natural environment."*

Goals, Strategies and a Plan for Action (Plan Guidelines)

The Land Use Advisory Committee assisted East Central staff in creating the overall plan element vision and goals. For the most part, these statements were based on previously conducted focus group meetings which identified issues and opportunities. The identified issues and opportunities coming out of Milestone Report #2 fell into four major categories: land consumption, regional character, community interests and private property rights; development impacts on natural resources, and; development impacts on agriculture. Since the last two items were addressed in detail in Chapters 8 and 9 respectively, for the purposes of this report, staff elected to eliminate two prior plan guidelines and instead, ensure incorporation of their goals into these and other elements thereby reducing duplication in the document. Also, given the time which had passed since the completion of Milestone Report #2 (2004), a relatively new phenomenon has captured the attention of municipalities, planners, and citizens alike - sustainability. As development of Milestone #3 continued, it was apparent that the Commission needed to consider sustainability in its work, although sufficient time to comprehensively incorporate the concept did not exist. Therefore, an additional plan guideline entitled "Regional and Local Sustainability" was added to this document based on staff's experiences with the subject matter. Therefore, the following plan guidelines summarize the key facts, discussion, current activities and programs associated with the Land Use plan element. As in Milestone Report #2, the element's vision statement and core goals are listed, however; Milestone Report #3 now includes the addition of more specific regional strategies and specific recommendations which will assist the region in meeting these goals.

Based on the advisory nature of the Commission, as well as its regional coverage many of the recommendations are geared toward its own potential involvement in achieving the established vision. The recommendations exist, in part, to meet a portion of the State's smart growth planning requirements to address the implementation of the plan, but even more so….many are written in a manner which is 'action oriented'. The recommendation statements are written in three general ways:

1. (e.g. *"the Commission should…"*) – providing specific direction, role, or set of tasks/activities that the Commission itself can conduct, often times at a regional level. These activities will serve to assist member counties and communities directly or indirectly and, as an additional benefit, will improve the consistency and objectivity by which multi-jurisdictional land use issues are addressed.

2. Other recommendations are written so that they serve as a general 'policy'. Items that should or may be considered and applied in future decisions or opinions rendered by the Commission or its staff.

3. Still others are written as statements which 'support or encourage' certain outcomes, many of which require the leadership or assistance of other agencies and entities.

The recommendations are an important part of this planning document as they will serve to guide the Commission in its future activities. These will eventually serve as the basis for the Commission's future Strategic Plan and its current Annual Work Program planning and evaluation process. These are important tools that are used in communicating the Commission's mission and value to member units of government and the citizens of the region. More information and recommendations for plan implementation can be found in Chapter 12 – Regional Plan Implementation.

The 'policy links' section of the plan guideline is essentially a summary of the *"Statement of Interaction with Other Planning Elements"* portion of this chapter and is present so that the user of the document can keep these key linkage points in mind.

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LAND CONSUMPTION & DEVELOPMENT CHOICES

PLAN GUIDELINE: LU-1

Year 2030 Regional Comprehensive Plan

Key Facts

Accommodating the realities of urban growth and exurban and rural development pressures, while providing adequate protection of natural and cultural resources, will be a major challenge in the years ahead. As our built environment expands, more land must be converted from farmland, forestland and/or open space to accommodate that expansion. Building materials, such as lumber and nonmetallic resources will be needed. Open space land may be converted to farm and forest land to compensate land losses in those sectors to other forms of development. The type and amount of land converted will depend on market conditions and land use decisions regarding location, density and design.

While preserving natural and cultural resources consistently ranks high in citizen surveys, few monetary resources are allocated to preserve and protect these resources. A lack of understanding exists regarding the interaction between geology, soil characteristics, water chemistry, habitats, ecosystems and wildlife. Few communities inventory, maintain and set aside local natural and cultural resources for preservation. At the same time, the amenity factor provided by the proximity of scenic natural and cultural resources raises the attractiveness and market value of land, which increases the likelihood that it will develop.

The combination of these factors makes it difficult to establish policies and encourage forms of development, which protect natural and cultural resources and limit negative health and environmental impacts, such as decreases in water and air quality, habitat fragmentation and invasive species.

In order to meet development pressures, maintain our heritage, protect our quality of life and limit negative impacts, choices must be made regarding which land will develop how it will develop and which land and features will be preserved.

So What!

Land is a fixed commodity. Additional urban and rural growth is expected throughout most of our region. This growth will fuel the need and desire for additional land conversion. Once land is converted from its natural state to a built environment, the likelihood that it will ever return to its native state is extremely small. Returning land from a built environment to its natural state is extremely expensive. It may take more than one generation to reestablish an ecosystem; and in some instances, rare ecosystems cannot be recreated. Environmental cleanups, such as the current proposed cleanup of the Fox River, are also very expensive. So while it may seem more expensive to consider development choices up front, the reality is that informed choices now will pay long term benefits through better quality of life and sustained intrinsic value, as well as in terms of pure economics.

The pursuit of growth, coupled with a lack of attention to natural resources, has had negative consequences within our region. Water quality has declined due to soil erosion, surface runoff, groundwater infiltration and aquifer draw downs. Continued development in

arsenic advisory zones and in areas with fractured bedrock has led to further ground water contamination. A number of contaminants found in the region's water such as arsenic, nitrates, radium, petroleum byproducts and atrazine have been associated with various cancers, circulatory disorders, stomach pain, nausea, diarrhea and increased birth defects. Other health risks are associated with water contamination from parasites and bacteria.

Many of our more scenic rural communities are experiencing growth pressures from second homes, retirees and tourism related businesses. Additional scattered site development is occurring throughout the region, as many commuters either prefer to live in a more rural area, yet work in an urban setting, or as two income families try to split the distance between different employment centers. The scattered site development increases the costs of providing services, and reduces the amount of open space, farm and forest land, which, in turn, increases conflict between homeowners, farmers, hunters, recreationalists and environmentalists.

When development occurs in and around natural resource areas without proper design and planning, the amenity factor, which attracted individuals to that area, decreases, and certain recreational and economic activities, such as fishing, hunting or tourism may no longer be viable. Plant and wildlife habitats are disrupted and additional costs to life and property, such as increased flooding, wildfires and damage from invasive species, are incurred.

The auto dependent land use patterns so prevalent in our expanding urban areas also increase air pollution through increased auto usage and increased vehicular miles traveled. Recent articles in health journals also suggest that these development patterns contribute to the increased obesity that is predicted to cause major health care costs in the future.

Current Action

Federal or state laws provide limited protection of some natural and cultural resources. However, the decision to protect or develop these resources lies within the purview of local and county governments.

Nonprofit and government agencies such as the Nature Conservancy, Wild Ones, the Wisconsin Department of Natural Resources and the State Historical Society help identify and protect our natural and cultural resources. Other organizations such as Citizens for a Better Environment encourage more environmentally friendly land use patterns and development.

State stormwater and site control regulations have been strengthened to reduce erosion during new construction and runoff after the development is in place. Best Management farm and forestry practices are encouraged.

Nevertheless, much of the development within our region continues to occur without consideration of the interaction between the natural and built environment; and low density, auto dependent land use continues to be the norm. Continued development without regard to geologic conditions is decreasing our water quality. Agricultural practices and landscaping, which require significant chemical inputs, also continue to be the norm, rather than the exception, again adding to the decrease in water quality. In addition, the lack of knowledge and attention to underlying bedrock conditions increases engineering and construction costs during development.

Little protection is provided to private well users, as water testing of private wells is only required for bacteria and only at certain times such as the point of development or sale. Tests for arsenic, nitrates and other known contaminants are only conducted at the

request of well owners, and when a potential buyer requests that the test be performed as part of the offer to purchase. Individuals may not realize that their water chemistry can change over time.

Community heritage and landmarks are lost as viewsheds change and older structures, which represent historic development patterns and economic activity, give way to the ubiquitous suburban landscape.

Year 2030 Vision Statement for Land Use

The following vision statement was developed and approved by the Land Use Advisory Committee for the East Central region:

> ***East Central will promote land use patterns which foster healthy communities, preserve individual community identity, enhance personal mobility, reduce the cost of services and protect our natural environment.***

Goals, Strategies and Recommendations

The following goals, strategies and recommendations regarding general land use issues were developed for consideration by the Commission and the communities of the region. It should be noted that each plan sub-element (Plan Guideline) also contain numerous recommendations related to specific land uses. The reader should also refer to Appendix H - Transitioning From Auto-Oriented to Walkable Communities for more information on how to consider land use within the region.

GOAL LU-1.1: Educate the public on potential conflicts and trade-offs associated with alternative development patterns.

STRATEGY LU-1.1.1: Partner and collaborate with other entities in the development of new and unique ways to inform the public on new development techniques and methods.

- *RECOMMENDATION LU-1.1.1.1: The Commission should partner with the Valley Home Builders Association to develop a 2 year series of workshops and conferences targeted at local officials which focuses on growth, development and land use patterns, and housing affordability issues.*

GOAL LU-1.2: Encourage efficient development in order to reduce land use conflicts and contain community costs.

STRATEGY LU-1.2.1: Minimize the adverse environmental impacts of sprawl, as well as the costs of providing community services.

- *RECOMMENDATION LU-1.2.1.1: Local comprehensive plans should emphasize the importance of enhancing, maintaining, and revitalizing existing developed areas.*
- *RECOMMENDATION LU-1.2.1.2: Scattered development in rural towns should be limited.*
- *RECOMMENDATION LU-1.2.1.3: New development should utilize the infrastructure of facilities and services that already exists in cities and villages throughout the region.*
- *RECOMMENDATION LU-1.2.1.4: New development should be staged with the orderly provision of public services and facilities.*
- *RECOMMENDATION LU-1.2.1.5: The Commission should assist communities in the planning for 'neighborhoods' which are close (and walkable) to employment and businesses which provide daily needs. A scale of planning which looks at areas of 200-400 acres more holistically should*

be undertaken, with the thought that individual 20 or 40 acre 'phases' can then be developed, based on market conditions, in the overall context of the planned neighborhood.

STRATEGY LU-1.2.2: Promote urban development in an efficient and economical manner.

- *RECOMMENDATION LU-1.2.2.1: Urban development should be encouraged at densities adequate to sustain reasonable urban service costs.*
- *RECOMMENDATION LU-1.2.2.2: Urban development should occur in areas served by adequate public facilities and services.*
- *RECOMMENDATION LU-1.2.2.3: A variety of types, prices and locations of housing should be provided to promote convenience, choice and affordability.*
- *RECOMMENDATION LU-1.2.2.4: Development patterns and site designs that support multi-modal transportation should be encouraged.*
- *RECOMMENDATION LU-1.2.2.5: Major commercial and industrial areas should be provided with readily accessible major transportation systems.*
- *RECOMMENDATION LU-1.2.2.6: Community comprehensive plans should be reviewed carefully prior to the extension of urban services.*

STRATEGY LU-1.2.3: Promote a balanced allocation of land areas to accommodate current and future urban development needs.

- RECOMM*ENDATION LU-1.2.3.1: The supply of land allocated for urban development should approximate current and future needs as determined from projections, which have been developed in conjunction with adopted comprehensive or urban service area plans.*
- *RECOMMENDATION LU-1.2.3.2.: New urban development patterns should incorporate planned areas of mixed uses and higher density neighborhoods that are clustered and compatible with adjacent uses.*
- *RECOMMENDATION LU-1.2.3.3: Work places, shopping centers, recreational facilities, and community facilities should be located to provide a mix of land uses for improved accessibility for residents.*
- *RECOMMENDATION LU-1.2.3.4: Urban designs with higher density land use alternatives should be promoted.*

STRATEGY LU-1.2.4: Promote planned urban communities which contain centralized, compact, contiguous and compatible urban development patterns.

- *RECOMMENDATION LU-1.2.4.1: Vacant developable lands within existing urban areas should first be infilled, then development staged outward from the existing development limits.*
- *RECOMMENDATION LU-1.2.4.2: New subdivision development should be encouraged within existing urbanized areas or as an expansion of existing urban areas concurrent with the provision of necessary facilities and services.*
- *RECOMMENDATION LU-1.2.4.3: The expansion of major commercial and industrial land use activities should be adjacent to existing areas or in areas designated for such development in adopted comprehensive plans.*
- *RECOMMENDATION LU-1.2.4.4: Natural and man-made features, such as ridge*

lines, streams and major highways, should be considered in the expansion and staging of urban development.

- *RECOMMENDATION LU-1.2.4.5: Urban development should only take place in designated urban service areas.*

- *RECOMMENDATION LU-1.2.4.6: Urban sprawl in the form of unplanned development which is non-contiguous, low density scattered and inefficiently served should be discouraged.*

- *RECOMMENDATION LU-1.2.4.7: Community development plan should be coordinated in multi-jurisdictional urban areas.*

STRATEGY LU-1.2.5: Prevent intermingling of urban and rural land uses, as well as promote rural development (within the urbanized area), which meets the needs of residents and landowners in a compatible, cost effective and environmentally sound manner.

- *RECOMMENDATION LU-1.2.5.1: Agricultural and open space characteristics of rural areas should be preserved.*

- *RECOMMENDATION LU-1.2.5.2: Rural development should be limited to land with suitable physical characteristics and soils supporting conventional on-site sewage treatment systems.*

- *RECOMMENDATION LU-1.2.5.3: Rural residential housing should be limited to dependent single lot use in agriculture and open space areas.*

- *RECOMMENDATION LU-1.2.5.4: Rural subdivision development should be limited to areas which do not negatively impact agricultural or open space uses and the provision of public services.*

- *RECOMMENDATION LU-1.2.5.5: Rural subdivision development should be restricted in urban planning areas until long term urban services are provided.*

GOAL LU-1.3: Encourage cooperation and coordination, not only between governments, but also between the government and the private and nonprofit sectors. *(See various strategies and recommendations contained in Chapters 4-10 for more information pertaining to this goal in the context of each plan element).*

GOAL LU-1.4: Encourage infill development and redevelopment of vacant properties; and promote the expansion of public facilities within urban areas, while minimizing the negative impacts on affordable housing options, the presence of local business establishments and neighborhoods.

- *RECOMMENDATION LU-1.4.1.1: The Commission should develop an inventory of urban brownfield sites for the region. This inventory should identify potential sites and be ranked so as to identify the highest priority/highest suitability. This information should be used to market the economic opportunities of the region.*

- *RECOMMENDATION LU-1.4.1.2: The Commission should collaborate with state and local entities to form an effective regional initiative to reclaim and reuse brownfield sites. This could include the development of a separate Commission program which would assist/coordinate the development of projects and the administration of EPA and other brownfield grant funds.*

GOAL LU-1.5: Encourage the development and enhancement of programs, which promote affordable housing, efficient trans-

portation alternatives and development patterns, at all government levels.

STRATEGY LU-1.5.1: To reduce the amount of new development constructed in an 'auto-oriented' manner.

- *RECOMMENDATION LU-1.5.1.1: Communities should consider the development of 'walkable' neighborhoods when contemplating urban expansion. A compact form of development can reduce automobile usage by as much as 20 to 40 percent (ULI, 2008).*

- *RECOMMENDATION LU-1.5.1.2: Utilize various packages of land use planning and analysis techniques to foster the development of better plans that are more pedestrian oriented. A few examples include:*

    - *Healthy Communities (focusing on lifestyles that incorporate exercise opportunities);*
    - *Walkable Communities (focuses on pedestrian amenities);*
    - *New Urbanism Principles: (focuses on traditional-style neighborhoods and mixed use developments);*
    - *Transit Oriented Development (TOD): Orients land uses along a public transit corridor;*
    - *Coving: A method of designing subdivisions which result in less infrastructure and improved pedestrian scale development;*
    - *Cool Spots Assessment: Developed by the Natural Resources Defense Council and Criterion Planners of Portland, Oregon, this entails development of a GIS map which illustrates the areas of community for further development/enhancement based on an area's proximity to public transit and pedestrian sheds (1/4 mile) from nearby destinations such as schools, grocery stores and parks. The ideal areas would have no more than ½ mile distance between these nodes.*

- *RECOMMENDATION LU-1.5.1.3: The Commission should provide assistance to communities in the development/use of these planning and analysis concepts, particularly for, or within, the three major urbanized areas (Fox Cities, Oshkosh, and Fond du Lac).*

GOAL LU-1.6 Encourage intergovernmental cooperation and coordination to identify, preserve and protect key natural and cultural resources. ***(See Chapter 9-Natural Resources and Chapter 10-Cultural Resources for more detailed information regarding this goal).***

GOAL LU-1.7: Encourage development patterns, designs and technologies, which minimize pressure on our natural and cultural resources.

STRATEGY LU-1.7.1: Better utilize available 'packages' of alternative development concepts to minimize impacts on natural and cultural resources.

- *RECOMMENDATION LU-1.7.1.1: Communities should investigate and utilize specific planning processes during the development of their comprehensive plans such as:*

    - *GreenPrint/Green Infrastructure Planning;*
    - *Purchase/Transfer of Development Rights;*
    - *Conservation Subdivisions;*
    - *Low Impact Development (LID)*
    - *Green Building;*
    - *Sustainability/The Natural Step (TNS).*

GOAL LU-1.8 Encourage actions and incentives which preserve and protect natural and cultural resources. ***(See Goal LU-1.7 and Chapter 9-Natural Resources for more detailed information on this goal).***

GOAL LU-1.9: Increase educational efforts throughout the region and encourage informed choices. ***(See Chapters 4-10 for various strategies and recommendations pertaining to this goal).***

GOAL LU-1.10: Educate the public regarding the realities of the farm and forest sectors and cultural and economic benefits of farm and forest lands. ***(See Chapter 8-Agricultural Resources and Chapter 9-Natural Resources for more detailed information on this goal).***

GOAL LU-1.11: Encourage intergovernmental cooperation and coordination to facilitate the development of innovative, efficient land use patterns, which reduce land use conflicts and support the economic vitality of the agricultural and forestry sectors. ***(See Chapter 8-Agricultural Resources and Chapter 9-Natural Resources for more detailed information on this goal).***

GOAL LU-1.12: Encourage alternative agricultural methods and entities to meet niche markets and provide educational and recreational opportunities for urban residents ***(See Chapter 8-Agricultural Resources for more detailed information on this goal).***

STRATEGY LU-1.12.1: Urban community gardens should specifically be considered during the development of a community's comprehensive plan.

- *RECOMMENDATION LU-1.12.1.1: Communities should contact the Community Garden Partnership (located in the Fox Valley) to discuss and identify potential sites for future community garden uses.*
- *RECOMMENDATION LU-1.12.1.2: The Commission should continue to partner with the Community Garden Partnership to assist in educating communities on this alternative agriculture concept.*

GOAL LU-1.13: Encourage public participation in planning. ***(See Chapter 11-Land Use, Plan Guideline LU-3 for more specific information).***

GOAL LU-1.14: Educate all decision makers regarding what their property rights are and how they can influence the public arena. ***(See Chapter 11-Land Use, Plan Guideline LU-3 for more specific information).***

GOAL LU-1.15: Educate the public on potential cultural, economic and land use conflicts. *(See various chapters regarding specific strategies and recommendations related to this goal).*

GOAL LU-1.18: Encourage intergovernmental cooperation and coordination. *(Note: Virtually every Plan Guideline within Milestone #3 has some intergovernmental cooperation component).*

GOAL LU-1.19: Encourage building code standards which preserve historical and cultural character ***(See Chapter 10-Cultural Resources).***

Policy Links

The Land Use Element is linked to all other plan elements in Milestone Report #3.

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Regional & Community Character

PLAN GUIDELINE: LU-2

Year 2030 Regional Comprehensive Plan

Key Facts

Regional and community character is comprised of the social, economic and physical characteristics of a particular place. "Character" not only includes components such as size, density, climate, landscape and architectural styles and the condition and layout of buildings and infrastructure, but also considers existing educational, economic and social opportunities. It reflects the community's heritage, cultural identity and the health, economic well being and values of its current residents.

Community character is a nebulous concept, as it is defined through the experiences and preferences of individuals, who may look at the exact same environment, yet see it from entirely different viewpoints. A resident from a large, densely populated urban area might view the City of Appleton as a rural community, while a resident from a more rural community will see it as urban. A wealthy resident may be completely unaware of the daily struggles of residents whose income are well below the poverty level. A young, active single person may not be aware of the impact schools have on a community or the needs of elderly residents who can no longer drive.

So What!

Without strict definitions, these differences in perception make it difficult for local government officials to assess residents' preferences, react consistently to different development proposals (particularly in a competitive environment), plan for the future and determine the appropriate levels of investment for community growth and development.

Communities change over time, declining and growing as population and economic opportunities change. Those changes can induce conflict between residents, particularly if those residents hold very different views regarding community. For instance, commuters, seasonal residents or retirees often favor non-commodity uses of farm and forestland, while residents tied to the local economy favor a working landscape that provides jobs. Both sets of residents say they value rural character; but they value a different set of characteristics, density and likely also expect different levels of government services.

These conflicts are rooted not only in the potential aesthetics of the community and property rights conflicts, they have an economic component as well. For example, the seasonal resident, commuter or retiree may favor development policies, which promote tourism over forestry and nonfarm uses over active farms. However, the average yearly wage within the tourism sector is $11,000, while the average yearly wage within the wood based industry is $25,000[1]. For the community to say we want to promote tourism and reduce our dependence on the timber industry, without considering other opportunities, is to ask residents dependent on the local economy to accept a substantial cut in wages. Allowing a farmer to develop his land provides housing opportunities and cash benefits for that farmer. However, it also increases the need for additional public services and may cause economic, land use and transportation conflicts for the farmer who wishes to maintain or expand his operation.

[1] DNR Forest management plan.

Local officials determine the amount and type of community investments, in the context of available public dollars and input from businesses, staff and residents. Available public dollars are determined in part by tax base and the amount residents can and are willing, to pay in the form of taxes. How and where those public dollars are invested is challenging. Communities can invest most of their resources in growth areas, thereby letting older portions of the community decline; invest most of their resources in existing neighborhoods, or try to balance community dollars between existing neighborhoods and growth areas. They may be fiscally conservative and insist on compact, contiguous development or speculatively fund low density leapfrog ventures.

Communities may benefit from philanthropic individuals or nonprofit organizations, who invest private dollars and time into parks, schools and poorer neighborhoods, or suffer because wealthier residents are isolated and unaware of problems that exist outside of their immediate neighborhood.

Communities within the region have expressed a strong desire for growth. That growth will change the character of every community within our region by changing community structure, demographics and creating a demand for additional infrastructure, services and taxes to meet those demands. As our region continues to grow, the challenge lies in how do we accommodate change while protecting our aesthetics and environment, and provide for a vibrant economy and high quality of life for all citizens.

Current Action

The lack of a common frame of reference coupled with pressure from businesses who want to lower their costs and maintain a corporate style and market acceptance has resulted in communities throughout the country losing their individual character and identity to a homogenized cookie-cutter landscape. The social, economic and cultural costs associated with this ubiquitous, low density, auto-dependent landscape prompted James Kunstler to write "Geography of Nowhere: The Rise and Decline of America's Man-Made Landscape". Several authors have published books on community design and the importance of public and private spaces. In response to concerns with rising obesity and health risks associated with our modern landscape, the medical community has joined with other professionals to develop the concept of a "healthy community".

Successful Main Street and downtown redevelopment projects, such as those in Ripon and Oshkosh are providing opportunities to preserve the traditional downtown. Little Chute is investing in features to emphasize and preserve their Dutch heritage.

Year 2030 Vision for Regional & Community Character

The year 2030 vision for scenic resources was developed and approved by Open Space and Regional Character Technical Advisory Committee as follows:

The region will be comprised of well-defined urban and rural spaces which improve the individual's perception of 'sense of place'. Existing rural hamlets, towns, villages, and cities will have individually addressed their own community character assets and needs, while also considering the effects of development on the region that surrounds them. Regional and local plans will consistently address, and balance, issues associated with the (perceived) need and desire to have growth, and the placement of utilities, communication facilities, and billboards which contribute to the 'visual clutter' along its highways and byways.

Goals, Strategies and Recommendations

The following goals, strategies and recommendations were developed to guide and assist the communities of the region in addressing issues associated with the protection of visual and scenic resources.

GOAL LU-2.1: To protect and improve the aesthetic qualities and high-value scenic resources of the region and its communities while balancing the needs of private industry, government, and the general public.

STRATEGY LU-2.1.1: Better identify and define the region's high-value aesthetic resources.

- *RECOMMENDATION LU-2.1.1.1: The Commission should work with appropriate entities to develop a regional scenic resource assessment to provide guidance for community, regional, and state-level planning and protection programs.*
- *RECOMMENDATION LU-2.1.1.2: The Commission should continue to assist in assessing methodologies and policies, for the placement of wind power generating facilities and telecommunication towers within the region (**See Chapter 7, Plan Guideline CF-9: Wind Energy for more details**).*

STRATEGY LU-2.1.2: Concentrate and coordinate protection efforts on regional scenic resources.

- *RECOMMENDATION LU-2.1.2.1: The Commission should work with local units of government and entities such as Scenic Wisconsin to preserve remaining 'visually uncluttered' highway corridors from signage/billboards.*
- *RECOMMENDATION LU-2.1.2.2: Communities within the region should clean up existing 'visually cluttered' landscapes and highway corridors (USH 41, USH 10, etc). with respect to billboards, abandoned buildings, etc.*
- *RECOMMENDATION LU-2.1.2.3: The Commission should seek to preserve highly visible portions of the Niagara Escarpment due to its visual prominence on the landscape.*
- *RECOMMENDATION LU-2.1.2.4: The Commission should seek to preserve the region's remaining unique glacial landscape features (i.e. moraines, pothole lakes, drumlins, kames, etc.).*
- *RECOMMENDATION LU-2.1.2.5: The Commission should seek to preserve existing, undeveloped shorelands where possible.*

STRATEGY LU-2.1.3: Encourage "lively" urban development and re-development consistent with distinctive individual community character and identity.

- *RECOMMENDATION LU-2.1.3.1: Communities should seek to preserve and enhance downtowns and central business districts.*
- *RECOMMENDATION LU-2.1.3.2: Communities should focus greater attention on the use and preservation of urban water fronts (**See Chapter 7, Plan Guideline CF-8**).*
- *RECOMMENDATION LU-2.1.3.3: The Commission should promote the development and integration of local and regional 'greenbelt' and 'greenway'concepts into local and regional plans.*
- *RECOMMENDATION LU-2.1.3.4: The Commission should foster the use of planning concepts which package multiple*

goals into one process for communities, such as "Complete Streets" or "Placemaking" (see http://www.completestreets.org/ or http://www.pps.org/info/bulletin/what_is_placemaking for more information).

GOAL LU-2.2: Identify techniques, which can be used to preserve local community character.

STRATEGY LU-2.2.1: Develop better assessment tools for communities to assist in identifying, preserving and enhancing regional and community character.

- *RECOMMENDATION LU-2.2.1.1: Develop a community character guide to provide residents, staff and officials with a common frame of reference in which to make land use decisions.*
- *RECOMMENDATION LU-2.2.1.2: The Commission should work to develop and share information on GIS-based 3-D visualization models so as to better quantify and assess visual impacts from development.*
- *RECOMMENDATION LU-2.2.1.3: The Commission should promote the development and use of "GreenPrint" Plans to help identify and establish a 'sense of place' for urban and rural communities.*

STRATEGY LU-2.2.2: The character and scale of development within urban and rural areas should be addressed using a combination of appropriate tools and techniques.

- *RECOMMENDATION LU-2.2.2.1: Urban (and some rural) communities should consider the development and use of the following tools to improve aesthetics:*

  Short-Long Range Planning Tools
  - *Urban design plans;*
  - *Neighborhood design plans (rural or urban);*
  - *Beautification Plans;*
  - *Viewshed Assessments (rural or urban);*
  - *Visual Impact Assessments;*
  - *Redevelopment Plans for Blighted Areas, and;*
  - *Park and Open Space Plans;*

  Buildings/Structure Regulations
  - *Subdivision Ordinance (rural or urban);*
  - *Form-based codes (rural or urban);*
  - *Building Design Standards / Building Codes (rural or urban);*
  - *Street & Landscaping Standards (rural or urban);*
  - *Lighting Standards;*
  - *Big Box Regulations;*
  - *Architectural Review Committees, and;*
  - *Historical Commissions;*

  Advertising Controls & Regulations
  - *Sign Ordinance (rural or urban);*
  - *Billboard Ordinance (rural or urban);*

  Public/Business Sponsored Programs
  - *Business Improvement Districts (BIDs);*
  - *Main Street Program;*
  - *Public Art Program (urban);*
  - *Public/Community Gardens Program (urban), and;*
  - *Non-profit community and youth group service organizations.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

Regional and local community character is very subjective in nature. It is generally

agreed upon however, that numerous factors or components come into play when defining 'character'. In rural areas, the presence (or absence) of agricultural resources, natural resources and housing is the most dominant trait. In urban areas, housing, transportation features (streetscapes) and commercial uses can dominate the landscape. In either case, public and community facilities and institutional uses will typically be a component of character.

Whether at a regional or local scale, the feel and character of an area can be considered an attractant for future economic development projects as 'character' typically relates strongly to impressions on the 'quality of life' of an area.

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Balancing Community Interests and Property Rights

PLAN GUIDELINE: LU-3

Year 2030 Regional Comprehensive Plan

Key Facts

Private property rights is a deeply ingrained, fundamental aspect of American culture, which is based on the accepted principle that private property is the key to human dignity. While most Americans take the concept of private property rights for granted, transferring that concept into reality has created constant tension within our society. Governments at all levels have struggled to determine how to protect property rights, and, at the same time, balance property rights between individuals, as well as between individuals and the broader community interest.

Courts and elected officials have struggled over a number of questions. Whose property rights should prevail, the current landowner's rights or his neighbor's rights? Do the current generation's property rights supercede the rights of future generations? Where does one individual's rights end and another's rights begin? How do we balance property rights between individuals and balance property rights with broad community interests? Who pays the costs of ownership and who reaps the benefits? How does society treat those who can't afford property?

The notion of property rights involves several assumptions. Property exists, it has value and it can be possessed by more than one individual. An owner has the right to possess and use the property. They may sell, devise, lease, mortgage, subdivide or grant easements on their property. Governments reserve the right to tax, take for public use, control the use of, or escheat property.

Property rights include three spheres (air, surface and subsurface) and three broad resource categories (land, mineral and water). Legally, each of these aspects can be held separately and each has its particular characteristics.

So What!

The region's resources as property can be used in a variety of compatible and incompatible ways. Each use has positive and negative effects; and these effects do not stay within a particular sphere or resource category. It is these overlaps and spillover effects that create conflict.

These resources have intrinsic and economic value and can be preserved in their natural state, modified, or converted into other forms entirely, when a tree becomes a chair. Intrinsic value is hard to measure, and humans more easily think in terms of current economic value. As a result, a resource's worth tends to be measured by its current value within the market place; and traditionally, much of our property rights legislation favors the land use which provides the highest, immediate, private economic gain.

Within the context of land use implementation, a majority of zoning and permitting decisions are made by elected officials. Elected officials often wish to remain in office. As a result, votes sometimes carry more weight than pure economics or overall community interests. This caveat has created conditions and terms such as NIMBYs (not in my backyard) and LULUs (locally undesirable land uses).

Ownership can and does change over time. Conflicts arise when land use activities by one

user have a real or perceived impact on another user's utility or appreciation or when a user's activities conflict with the broader community interest.

For example, forestland can be used for timber production, watershed protection, tourism, bird watching, vacation homes and hunting. Forestland can be owned by federal, state, tribal or local governments, corporations or individuals. A different owner may own the water or mineral rights. Cutting the forest for timber production creates economic wealth for the owner and well paying jobs and tax revenue for the local community. However, cutting the forest may negatively impact tourism businesses, reduce the value of vacation homes, and may decrease water quality through soil erosion. That parcel of forestland may be underlain by a significant mineral resource. Extracting that resource might generate jobs, wealth and tax revenue that could substantially offset state deficits and significantly lower, if not eliminate, local property taxes for as long as the extraction process continues. However, the extraction process may preclude other land uses for one or more generations, decrease water quality and destroying the current viewshed.

Each of these land uses and combination of ownerships are legal. Each provides economic gain and aesthetic values for different owners and segments of society, and each has its own set of costs. However, these land uses are not necessarily compatible with one another. What benefits one owner runs contrary to the preferences and benefits of another, and both may run contrary to what is best for the community as a whole.

Current Action

Land use decisions in this country are fundamentally tied to the concept of private property rights. The focus on individualism without the balance of community turns the question regarding who bears the cost of those decisions and who reaps the benefits into a legal issue. As a result, our legal system is constantly reevaluating existing property rights assumptions and laws, and revising and establishing new laws as cultural values change, new issues emerge or to offset negative consequences, such as water and air pollution.

The phrase "It's my land I can do what I want with it" echoes through most land use planning or implementation proceedings. This phrase may be offset by neighbors who do not wish a particular type of development, such as a factory, utility plant or multifamily units in their neighborhood. The very presence of vocal opposition may be enough to kill a project, regardless of the community benefit which would be derived from that project. When new developments are proposed and public opposition is not present, communities focus on income generation and tax revenues, and rarely expect a cost benefit analysis to be performed. As a consequence, the discussion focuses on the economic gains to be accrued by the owner and the community. Little attention is paid to environmental and social costs or the increase in infrastructure and service costs to be borne by the taxpayer.

Year 2030 Vision to Protect Property Rights

State, County, and Local Governments will have comprehensive plans in place that can be used to mitigate and/or resolve property rights conflicts.

Goals, Strategies and Recommendations

GOAL LU-3.1: Encourage a balance between individual property rights and community interests and goals.

STRATEGY LU.3.1.1: Educate and better inform communities and landowners on individual property rights vs. community rights issues.

- *RECOMMENDATION LU-3.1.1.1: The Commission should work with UW-Extension offices and other entities as appropriate to host periodic workshops on property rights issues.*

STRATEGY LU-3.1.2: Consider legal issues regarding property rights in the development land use plans and regulations.

- *RECOMMENDATION LU-3.1.2.1: Communities should consider the use of compensation payments, when appropriate, to alleviate 'takings' issues when seeking to achieve community land use goals.*

- *RECOMMENDATION LU-3.1.2.2: Communities should consider partnering with local land trust organizations as a method to minimize property rights issues for land conservation purposes.*

STRATEGY LU-3.1.3: Communities should better incorporate the concepts of development and infrastructure phasing into local comprehensive plans as a means to alleviate misrepresentation on development timing and property rights.

- *RECOMMENDATION LU-3.1.3.1: Local comprehensive plans maps should illustrate development phasing over five year increments.*

- *RECOMMENDATION LU-3.1.3.2: Local comprehensive plans should better identify and visualize the maximum extents and/or capacity of existing infrastructure systems.*

- *RECOMMENDATION LU-3.1.3.3.: Where present, communities should incorporate pre-existing boundary information from regional and state-level plans (i.e. Sewer Service Areas).*

GOAL LU-3.2: Encourage public participation in comprehensive planning.

STRATEGY LU-3.2.1: Develop and adopt effective public participation plans for land use planning and regulation.

- *RECOMMENDATION LU-3.2.1.1: Local government entities should develop, adopt, and implement a Citizen Participation Plan.*

- *RECOMMENDATION LU-3.2.1.2: Consensus building techniques should be utilized during any plan/regulation development process.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

Property Rights and Community Interest are at the heart of the comprehensive planning process. In the context of land use planning, property rights are considered in the areas of transportation (i.e. eminent domain issue), natural resources (groundwater protection, storm water management, and farming), housing and economic development (in terms of identifying areas through the planning process), agriculture (Preserving agricultural land while allowing the owner to profit by the sale of property, i.e. right to farm/right to develop) and community facilities (property required in the public interest, parks, municipal buildings, etc).

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REGIONAL & LOCAL SUSTAINABILITY

PLAN GUIDELINE: LU-4

Year 2030 Regional Comprehensive Plan

Key Facts

"Sustainability" is both a term and concept which has existed for many decades. In the late 1980's this concept gained more attention as numerous individuals around the globe began to theorize and gain experience in the application and development of sustainable principles and practices.

In 1987, a report was released by the Brundtland Commission, which was led by the former Norwegian Prime Minister Gro Harlem Brundtland. One of the most noted outcomes of the Brundtland Commission's work was the development of The Natural Step Framework (TNS) in 1989. The TNS concept (and nonprofit organization) was founded in Sweden by scientist, Karl-Henrik Robèrt, who had pioneered a "Backcasting from Principles" approach to effectively advance society towards sustainability. Using a concensus process, a systematic principle definition of sustainability was developed that sets out system conditions for the sustainability of planet Earth. TNS's four system conditions are based on science, specifically the laws of thermodynamics, and are as follows:

1. *In order for a society to be sustainable, nature's functions and diversity are not systematically subject to increasing concentrations of substances extracted from the earth's crust.*

2. *In order for a society to be sustainable, nature's functions and diversity are not systematically subject to increasing concentrations of substances produced by society.*

3. *In order for a society to be sustainable, nature's functions and diversity are not systematically impoverished by physical displacement, over-harvesting, or other forms of ecosystem manipulation.*

4. *In a sustainable society, people are not subject to conditions that systematically undermine their capacity to meet their needs.*

From these principals, a four-step 'ABCD' process for communities has been developed to further examine an issue under the context of each principle.

1. *Awareness (build knowledge);*
2. *Baseline Mapping (indicator development and monitoring);*
3. *Compelling Vision (establish one!);*
4. *Down to Action (in terms of prioritization and management of opportunities).*

So What!

Sustainable actions can have positive impacts on many things: natural resources, quality of life, and even economy! For example, green built housing can potentially stimulate the local economy by using area resources for construction. Nearly everyone is in agreement that issues such as global warming are 'real' and, if not addressed, progress will be impeded or lost for future generations. While many communities and companies are implementing voluntary practices, federal and state regulatory staffers are poised to begin assessments of current laws and requirements for more emphasis on sustainability. Getting ahead of the curve at a local level will likely pay dividends in the future.

Current Action

In recent years, numerous communities, businesses, and individuals have considered or adopted 'sustainable practices', many of which are related to reductions in energy consumption, water use, or manufacturing and operational practices.

Some communities have formally adopted resolutions which support sustainable principles and/or practices. In other parts of the region, various groups like ECOS-Fox Valley, SCoNEW and even individual 'study circles' are forming to better address the region's sustainability needs.

Year 2030 Vision for Sustainability

Due to time constraints in the preparation of this plan, no separate technical advisory committee was involved in the development of this plan guideline. Rather, since the topic of 'sustainability' is a recent phenomena, East Central staff took the liberty of preparing this plan guideline as an 'add-on' to the comprehensive plan in hopes of illustrating the agency's (and region's) acknowledgement of the concept and recognizing the individual efforts of numerous communities, organization's, and private sector's initiatives in this arena. Furthermore, this plan guideline serves as a reminder to further investigate and act upon issues and tasks related to "sustainable land use". The vision statement below was created by staff and is based on a commonly known and understood definition of 'sustainability' as proposed in 1987 by the Brundtland Commission (see Key Facts).

The region will meet its needs of the present and near future (year 2030) without compromising the ability of future generations to meet their own needs.

Goals, Strategies and Recommendations

The term 'sustainable' (as well as the entire 'green' trend the nation seems to be experiencing) has only come into play in recent years (since approximately 2003) and was well after the Commission initiated this planning project. The term 'sustainable' is mentioned in this document several times, typically in the context of renewable energy or environmental resources; however, the term itself can be inextricably linked to every plan element - economic sustainability, sustainable transportation methods, social equity, sustainable building techniques, etc. While the Commission recognizes that planning is a natural 'first place' to discuss and instill the concepts of sustainability, no significant effort was made to re-examine or update all of the plan's materials in light of this. Instead, the following goals, strategies, and recommendations have been developed and added to the plan document to serve as guidance for the Commission in future years.

GOAL LU-4.1: To ensure the region and its communities develop in a manner which is sustainable in nature.

STRATEGY LU-4.1.1: To promote and utilize the concept of 'eco-municipalities' throughout the region.

- *RECOMMENDATION LU-4.1.1.1: The Commission should consider the development and adoption of a formal resolution regarding the application of concepts for the creation of an 'eco-region'.*
- *RECOMMENDATION LU-4.1.1.2: The Commission should encourage and support the development and adoption of resolutions by <u>all</u> of its local units of government regarding being an 'eco-municipalities'.*

STRATEGY LU-4.1.2: To promote and utilize The Natural Step (TNS) process as a framework for addressing specific land use issues, the creation of land use-related plans, and to achieve a higher level of sustainability within communities and throughout the region.

- RECOMMENDATION LU-4.1.2.1: The Commission should encourage all of its local units of government to consider and apply the principles of "The *Natural Step*".

GOAL LU-4.2: Comprehensive plan updates have considered the voluntary incorporation of sustainability concepts.

STRATEGY LU-4.2.1: The Commission should conduct a formal review and process for updating elements of this plan in a phased manner so as to incorporate sustainability concepts using The Natural Step process and other information and methods.

- *RECOMMENDATION LU-4.2.1.1: The Commission should identify and update one plan element each year by initiating the creation of 'study circles' which review, evaluate, and makes recommendations for the inclusion and adoption of additional strategies and actions by the Commission.*

- *RECOMMENDATION LU-4.2.1.2: The Commission should providing training and support for key staff members in The Natural Step process so that their knowledge and expertise can be shared with communities and counties in the context of land use planning and sustainable development practices.*

- *RECOMMENDATION LU-4.2.1.3: The Commission should review and consider the thirteen policy actions suggested in the American Planning Association's "Guidelines for Sustainable Policy Development" when discussing updates and amendments to the Regional Comprehensive Plan.*

- *RECOMMENDATION LU-4.2.1.4: The Commission should begin to evaluate and consider the 'baseline mapping' activity for the region in all of its program areas. Data and information collected at this level can be used: 1) for future plan monitoring; 2) for continued discussions of plan modifications to incorporate sustainability, and; 3) by local units of government for their own planning/monitoring activities. Potential items for consideration (based on the La Crosse, WI model), include but are not limited to:*

  - *Energy consumption, conservation, and efficiency;*
  - *Water consumption, conservation, and quality;*
  - *Waste generation and reuse;*
  - *Habitat protection;*
  - *Sustainable agriculture / locally grown food;*
  - *Transportation and transit;*
  - *Green building/ LEED certification;*
  - *Affordable housing;*
  - *Green and healthy schools;*
  - *Redevelopment projects; and*
  - *Green purchasing policies.*

GOAL LU-4.3: Communities are informed and educated on the benefits of developing sustainable plans and regulations.

STRATEGY LU-4.3.1: Keep 'plugged' into, and provide support for, various sustainability initiatives within the region.

- *RECOMMENDATION LU-4.3.1.1: The Commission should continue to play an active role in the ECOS-Fox Valley group which is centered in the Fox Cities to inform, educate, and achieve meaningful actions by communities and individuals.*

- *RECOMMENDATION LU-4.3.1.2: The Commission should continue its involvement as a co-leader in the Sustainable Communities of North East Wisconsin (SCoNEW) group for the purpose of assisting communities in the region to become more sustainable.*

STRATEGY LU-4.3.2: Assist communities in the development of sustainable plans and ordinances. (***See Chapter 7, Plan Guideline Electric, Gas and Telecommunications, Recommendation CF-4.5.2.5***)

- *RECOMMENDATION LU-4.3.2.1: The Commission should provide assistance to communities in the development and creation of 'community footprint' analyses so as to improve knowledge about land use practices and sustainability.*

Policy Links

The issues identified in this sub-element are related to other plan elements within the comprehensive planning effort. The elements underlined below represent these policy links.

Sustainability can relate to nearly every natural or human process. In the context of land use planning, sustainability needs to be looked at much closer in the areas of land use and transportation (i.e. development density, public transit), natural resources (groundwater, stormwater, and forestry, etc.), housing and economic development (in terms of 'green building' and changing manufacturing processes), agriculture (grow local initiatives, land management practices, etc.) and community facilities (energy-renewable and sustainable, parks, 'green' municipal buildings, etc).

CHAPTER 12: REGIONAL PLAN IMPLEMENTATION

Introduction

Regional Planning Commissions, under Wisconsin State Statutes 66.0309, were created to provide the following basic functions: 1) Develop and implement a regional plan, and; 2) Foster intergovernmental cooperation. Wisconsin State Statutes 66.1001 (comprehensive planning law) requires that a Regional Planning Commission develop and adopt an advisory Comprehensive Plan. Furthermore, the law states that a comprehensive plan shall be the master plan that is adopted under Wis. Stats. 66.0309 (8) (9) or (10). This chapter describes the methods that the Commission will use to implement its plan.

As previous plan elements have discussed and shown, five core concepts run though the thematic vision statements that have been developed: choice, economy, equity, environment, and quality. These ideas reflect the beliefs, values, and priorities of people living and working in the region. They will therefore be considered in every aspect of the regional plan when it is implemented. A number of key recurring themes have also emerged that are relevant across all areas of the plan, including in regards to plan implementation. These include:

- The provision of education/raising public awareness;
- The merits of improved coordination and collaboration;
- The importance of intergovernmental, interagency, and public/private sector cooperation;
- The requirement for better communication;
- The recognition of local responsibility;
- The need for efficient and cost effective service provision;
- The importance of communicating consequences;
- The value of best practice examples;
- The necessity of exploring alternative and creative funding options;
- The potential of regionalism as an effective concept;
- The need for integrated, proactive, and sustainable planning that takes account of future generations, and;
- The absolute necessity for implementation and monitoring.

Commission Authorities

By its nature, the East Central Wisconsin Regional Planning Commission is advisory per Wis. Stats. 66.0309). The Commission cannot - unless expressly authorized by a formal agreement with another government entity under Wis. Stats. 66.30 – dictate the development and land use decisions of communities (and hence the region) directly through the use of regulatory devices. At the time of the writing of this plan, the only area which East Central has regulatory authority is in the issuance of permits for a regional (5 county) non-metallic mining reclamation program (Wis. Admin Code NR-135).

Therefore, as written in its aforementioned enabling legislation, the Commission's main focus for plan implementation will center around its ability to effectively, and objectively, communicate with and educate its counties and communities to facilitate both local and regional actions that progress the visions outlined in this plan.

Regardless of the Commission's advisory status, RPC's in general carry significant value and weight in some decision-making processes and they are often utilized by some higher-level state and federal agencies as a extension of themselves in order to fulfill their planning mandates. While an RPC's staff is often relied on to be thorough and objective through its tasks and in preparation of their recommendations, the expectation exists that their plans are developed, and decisions made, in a transparent and open process to citizens and local governments throughout the region. Public involvement and participation is important and strongly desired! The following program areas already exist which can be used by the Commission to foster movement toward meeting the goals, and achieving the regional visions established by this plan:

1. The Commission's Metropolitan Planning Organization (MPO) status for Transportation Planning purposes in the Fox Cities Urbanized Area.

2. The Commission's Metropolitan Planning Organization (MPO) status for Transportation Planning purposes in the Oshkosh Urbanized Area.

3. Designation as staff for the Metropolitan Planning Organization (MPO) for the Fond du Lac Urbanized Area.

4. WDNR's "208" Water Quality Management (WQM) designation and subsequent responsibilities for Sewer Service Area Planning activities (including the use of the Commission's local comprehensive plan certification requirements for the three urbanized areas which were voluntarily developed and applied by the communities within the region).

5. The Economic Development Administration's "Economic Development District" (EDD) status for local and regional economic development activities.

6. Use of authorities provided under a Memorandum of Understand with five counties (Calumet, Outagamie, Winnebago, Waupaca and Shawano) for the administration of the WDNR's NR-135 Non-Metallic Mining Reclamation Program.

7. Use of the WDNR's designation for funding of the Timber and Wood Products Utilization Program.

8. Advisory Commission programs listed in the Annual Work Program relating to Open Space, Environmental Management, Comprehensive Planning, Community Facilities, or Housing.

9. The Commission's Local Assistance Programs, including the provision of services and technical assistance through local contracts and memorandums of understanding with individual units of government and private or non-profit sector entities (with the prior approval of the Commission).

Plan Element (Plan Guideline) Recommendations

The forty-two (42) individual Plan Guidelines contained in this document include detailed analyses and recommendations for the implementation of the regional plan. These recommendations will serve as the basis for the Commission's future short and long term work priorities. For the most part, the Commission's current structure (committees, work program, budget, etc.) are already arranged in a manner which logically accommodates the thematic land use recommendations, however; the Commission may need to consider small modifications to this structure as it begins to explore aspects of plan implementation.

The goals, strategies and recommendations regarding general implementation of the Year 2030 Regional Comprehensive Plan are contained on Plan Guideline I-1. These recommendations represent important functions that are used in communicating the Commission's plan. They also serve to guide the Commission in its future activities within respect to general implementation of the plan. These statements will eventually serve as the basis for the Commission's future Strategic Plan and its current and ongoing Annual Work Program planning and evaluation process.

These recommendations will be reviewed separately from the other plan guidelines and will be prioritized and programmed as one of the Commission's first orders of business upon plan completion and adoption.

Plan Amendments

Comprehensive updates of the plan are considered in Plan Guideline I-1 (Goal I-12.7) however; there may be times that the Commission needs to require either minor or major amendments to the existing plans. Economic, environmental, or political conditions can change greatly over the course of several years and, as such; the Regional Plan needs to be flexible so that it can be adjusted to better our chances in achieving its vision. New information produced through academic research, changing State and Federal policies and regulation, and even weather patterns, can all affect different aspects of land use, and land use decision-making. Therefore, the following policies and procedures have been developed for use in addressing these needs:

Plan Amendment Procedures & Guidelines

1. The Commission will take action to amend the Regional Comprehensive Plan no more than once annually. Plan amendment requests that are received and reviewed throughout the year will be collected for consideration at a single meeting, which will follow the notification and public hearing requirements established as part of Wisconsin State Statutes 66.1001.

2. Plan amendments may only be proposed by East Central staff or Commissioners, chief elected officials of local units of government (towns, villages, cities, or counties). Staff will develop a subsequent process for the review of such requests in a consistent and expedient manner. Individuals or organizations who wish to seek changes to the plan must bring forth their requests through one of the entities as noted above

3. It should be noted that any of the Commission's programmatic efforts which result in the creation of new or modified policies as part of an existing plan (such as the MPO's Long-Range Transportation Land Use Plan, the EDA's Comprehensive Economic Development Strategy, or the WDNR Sewer Service Area plans) would automatically be considered as an amendment to the overall regional plan, as long as the consideration of this plan was done consistent with the Commission's adopted Public Participation Plan. **As such, it should be noted that any current policies or recommendations which exist in these plans are hereby considered to be part of the Regional Comprehensive Plan until otherwise noted**. A summary of these policies are contained in Appendix C.

4. Plan amendments will be subject to review and endorsement by the appropriate Standing Committee after a thorough review of the request is conducted by staff.

5. Plan amendments may be requested or considered based on: a) major changes in policy direction; b) the inclusion of new or updated information; c) the addition of new strategies or recommendations for new or emerging issues.

6. These plan amendment guidelines and procedures may be reviewed and modified at the consent of the full Commission from time to time.

General Plan Implementation Activities

PLAN GUIDELINE: I-1

Year 2030 Regional Comprehensive Plan

Key Facts

Regional Planning Commissions, under Wisconsin State Statutes 66.0309, were created to provide the following basic functions: 1) Develop and implement a regional plan, and; 2) Foster intergovernmental cooperation.

Wisconsin State Statutes 66.1001 (comprehensive planning law) requires that a Regional Planning Commission develop and adopt an advisory Comprehensive Plan. The advisory nature of the plan is further spelled out in Wis. Stats. 66.1001 (5).

So What!

Since the Commission is an advisory entity by State Statute, the only ways that it can accomplish the plan's vision is to rely on 1) the reliance in individual community, county, and state actions to modify and implement their own plans; 2) through the use of advisory policies which guide federal or state programmatic activities such as the MPO (transportation, EDA (economic development), or SSA (regional wastewater) planning functions

As such, the Commission's initial efforts for implementation will involve 'selling' the plan to local units of government. Using the Fact Sheets, the Framework Map, and other materials as tools, the Commission hopes to foster discussion on the context of communities within the region and the identification/resolve of barriers which they feel exist when trying to achieve the established plan vision.

Current Action

In reality, the Commission is already taking action on a number of the recommendations contained in both the individual plan element Fact Sheets, as well as some of those listed in this document. Various planning programs such as our MPO, EDA, and SSA functions are already in place, and in many cases, have been the primary regional planning tools for use in guiding multi-jurisdictional issues.

To some degree, the Regional Plan was written in a manner that recognizes and integrates these functions as key tools for plan implementation. It should be noted that any of the Commission's programmatic efforts which resulted in the creation of policies as part of an existing plan (such as the MPO's Long-Range Transportation Land Use Plan, the EDA's Comprehensive Economic Development Strategy, or the WDNR Sewer Service Area plans) are hereby considered to be part of the Regional Comprehensive Plan until otherwise noted or amended. A summary of these policies are contained in Appendix C.

Goals, Strategies and Recommendations

The following goals, strategies and recommendations provide a framework for which the Commission can continually implement and monitor the plan.

GOAL I-12.1: Communities and Counties are well informed on the existence, purpose, and local usage of the Regional Comprehensive Plan.

STRATEGY I-12.1.1: Regularly inform counties and local units of government on aspects of the Regional Comprehensive Plan.

- *RECOMMENDATION I-12.1.1.1: The Commission should formally present the adopted plan to each County Board within the region over the next two years.*

STRATEGY I-12.1.2: Convert the plan's overall content into a more user friendly document or media campaign so that communities better understand their stake and their role in implementing the plan.

- *RECOMMENDATION I-12.1.2.1: Convert the applicable recommendations into a 'checklist' for communities and counties to use in assessing their own local plan for consistency with the regional plan.*
- *RECOMMENDATION I-12.1.2.2: The Commission should develop a 'best practices' guide/manual for communities to use which illustrate local, or out of area, examples on the various land use issues or recommendations in this document.*
- *RECOMMENDATION I-12.1.2.3: The Commission should continue to develop and refine the 'regionally significant features maps' for use in communicating the regional issues with citizens and communities.*
- *RECOMMENDATION I-12.1.2.4: Over time, the Commission should establish a process where by, upon request (subject to availability), a community could receive assistance on identifying and overcoming the barriers to local or regional plan implementation.*

GOAL I-12.2: Achieve consistency amongst all levels (state, regional, county and local) of comprehensive plans within the region.

STRATEGY I-12.2.1: Ensure both horizontal and vertical integration of the regional, county, and local comprehensive plans as prescribed by the 1999 planning legislation.

- *RECOMMENDATION I-12.2.1.1: The Commission should take efforts to develop a regional map which depicts each unit of governments adopted comprehensive plan map in a manner which allows for the regional context of individual community plans to be viewed.*
- *RECOMMENDATION I-12.2.1.2: The Commission should assist the State, where possible, in the development of objectives, standards, and policies, recognizing that those objectives, standards, and policies provide important direction to regional planning operations, and through such regional planning operation to county and local municipal planning operations.*
- *RECOMMENDATION I-12.2.1.3: The Commission should integrate a system within its designated State or Federal program responsibilities to ensure that local plans are consistent with neighboring jurisdiction's plans, and higher level county plans, recognizing that local governments will need to work very closely and cooperatively to achieve such consistency.*

STRATEGY I-12.2.2: Continue to refine the Mission of the Commission in order to be responsive to the needs outlined in the Regional Comprehensive Plan.

- *RECOMMENDATION I-12.2.2.1: Commission staff should work with the Commission's Standing Committees and the full Commission to review, prioritize and approve the individual plan element rec-*

ommendations which are directly or indirectly applicable to the Commission.

- *RECOMMENDATION I-12.2.2.2: The Commission should, on an annual basis, review these priorities and their progress in order to better integrate them through the development of the annual work program and budget.*

GOAL I-12.3: Provide an objective role in assisting and facilitating intergovernmental cooperation.

STRATEGY I-12.3.1: Build effective partnerships and collaborative efforts with public and private organizations as a means to facilitate the implementation of the regional plan's visions, goals, and strategies.

- *RECOMMENDATION I-12.3.1.1: The Commission should identify opportunities for the development of new multi-jurisdictional administrative programs for consideration by counties based on economies of scale and efficiency measures (similar to the NR-135 program).*

- *RECOMMENDATION I-12.3.1.2: The Commission should identify and support the development of unique planning or plan implementation related 'demonstration projects', including the development of its framework, process, outcomes, and funding/partnership arrangements or administration.*

STRATEGY I-12.3.2: Incorporate intergovernmental cooperation into all relevant activities the commission takes on, so as to engage in relationship building between communities to facilitate the provision of shared services.

- *RECOMMENDATION I-12.3.2.1: Ensure the "Intergovernmental Cooperation Elements" of all comprehensive plans throughout the region consider shared services and/or resources using intergovernmental agreements.*

- *RECOMMENDATION I-12.3.2.2: Promote goals and recommendations that lean toward shared services to be incorporated into comprehensive plans and other local government planning activities, when warranted.*

- *RECOMMENDATION I-12.3.2.3: Offer to act as a neutral third party/liaison when communities are considering shared services.*

- *RECOMMENDATION I-12.3.2.4: The Commission should support efforts which seek to consolidate services or governmental jurisdictions as long as issues associated with loss of local control are adequately and equitably addressed.*

- *RECOMMENDATION I-12.3.2.5: The Commission should support and assist in the development of intergovernmental agreements to resolve cross-border planning and service issues.*

- *RECOMMENDATION I-12.3.2.6: The Commission should support efforts to equitably distribute and utilize shared revenues by its communities.*

STRATEGY I-12.3.3: Commitment to securing sustaining state funding for regional planning commissions.

- *RECOMMENDATION I-12.3.3.1: Whether alone, or in an approved effort by AWRPC, the Commission should seek the allocation of a portion of state funds (which were previously utilized to fund the 'smart growth' grant program) for use in implementing and financing the state's required 'consistency provisions' for comprehensive plans.*

GOAL I-12.4: Target outcomes for plan implementation are well established, monitored and shared with state and local units of government.

STRATEGY I-12.4.1: Identify immediate, short-term, and long-term needs and desires for measuring progress on the implementation of the regional plan.

- *RECOMMENDATION I-12.4.1.1: During 2008, the Commission should develop a framework for the initial plan monitoring effort of each major plan element.*
- *RECOMMENDATION I-12.4.1.2: By 2009, the Commission should develop and adopt a specific set of indicators for annual data collection.*
- *RECOMMENDATION I-12.4.1.3: The Commission should develop and adopt specific policies and criteria for the data's consistent display, measurement and reporting.*
- *RECOMMENDATION I-12.4.1.4: The Commission should provide a service to its communities by seeking to work with the International City/County Manager's Association (ICMA) to facilitate the development of a consistent set of sub-regional urban performance measures for the provision of local services and other community management capacity within the Fox Cities area. This would be a pilot effort that would include the periodic meeting of local administrators to develop and monitor the usefulness and effectiveness of these measures.*

STRATEGY I-12.4.2: Monitor and report out on the progress of the regional plan on an annual basis.

- *RECOMMENDATION I-12.4.2.1: Beginning in 2010, the Commission should develop and publish an expanded Annual Report, which discusses progress, successes, and barriers of plan implementation and progress towards its goals. This report would also display and discuss regional trends in socioeconomic data using the aforementioned indicators.*

GOAL I-12.5: Provide a forum for communication, education and information sharing about planning issues and the need for regional planning.

STRATEGY I-12.5.1: Partner and collaborate with traditional and non-traditional partners to better inform and educate local officials.

- *RECOMMENDATION I-12.5.1.1: Partner with UW-Extension and other entities to educate and inform local elected officials on land use issues within the region.*
- *RECOMMENDATION I-12.5.1.2: The Commission should routinely coordinate, communicate and collaborate with entities such as the Wisconsin Counties Association, Wisconsin Towns Association, Wisconsin Alliance of Cities, Wisconsin League of Municipalities, 1000* Friends of Wisconsin, Wisconsin Chapter of the American Planning Association and others to keep informed of planning issues and developments affecting the region.
- *RECOMMENDATION I-12.5.1.3: Utilize the Commission's newsletter to inform and update the public on current planning issues and planning project status.*

GOAL I-12.6: Retain a leading role in the development and distribution of Geographic Information Systems (GIS) mapping data.

STRATEGY I-12.6.1: Maintain and improve the Commission's current GIS mapping program.

- *RECOMMENDATION I-12.6.1.1: Complete the transition to 'geo-databases' using the ArcGIS 9.2 software suite.*

- *RECOMMENDATION I-12.6.1.2: Ensure the completion, ongoing maintenance, and updating of GIS data within the context of the Commission's Regional Land Information System (RLIS).*

- *RECOMMENDATION I-12.6.1.3: The Commission should conduct a review and update of it's Regional Land Information System Plan (RLIS).*

- *RECOMMENATION I-12.6.1.4: The Commission should monitor, update, and maintain its GIS Data Catalog.*

- *RECOMMENDATION I-12.6.1.5: The Commission should monitor, maintain and revise it's GIS Metadata Standards.*

STRATEGY I-12.6.2: Promote the sharing and distribution of existing and new GIS data as well as the promotion of consistent data standards.

- *RECOMMENDATION I-12.6.2.1: Continuously review and monitor the scope and effectiveness of the Commission's adopted Data Distribution Policies.*

- *RECOMMENDATION: I-12.6.2.2: The Commission should actively participate in the Wisconsin Land Information Association (WLIA) and local/regional GIS User's Groups.*

- *RECOMMENDATION: I-12.6.2.3: The Commission should develop a new webpage to house content regarding GIS information, standards, data, and activities for the region.*

- *RECOMMENDATION: I-12.6.2.4: The Commission should consider a 2010 Land Use Inventory (10 year cycle) for the region to coincide with the next orthophotography flight and transportation planning updates.*

GOAL I-12.7: Regularly update the Regional Comprehensive Plan.

STRATEGY I-12.7.1: Develop and periodically review a schedule for updating the Regional Comprehensive Plan.

- *RECCOMENDATION I-12.7.1.1: Obtain input from communities and counties as to the best timeframe for conducting an update so that economic efficiencies can occur, thereby lessening their costs for completing a plan update.*

- *RECOMMENDATION I-12.7.1.2: The Commission should consider a 5-year review of the plan in order to better assess the need for a more comprehensive update. Findings would be shared with local governments and input sought on any need for major policy changes.*

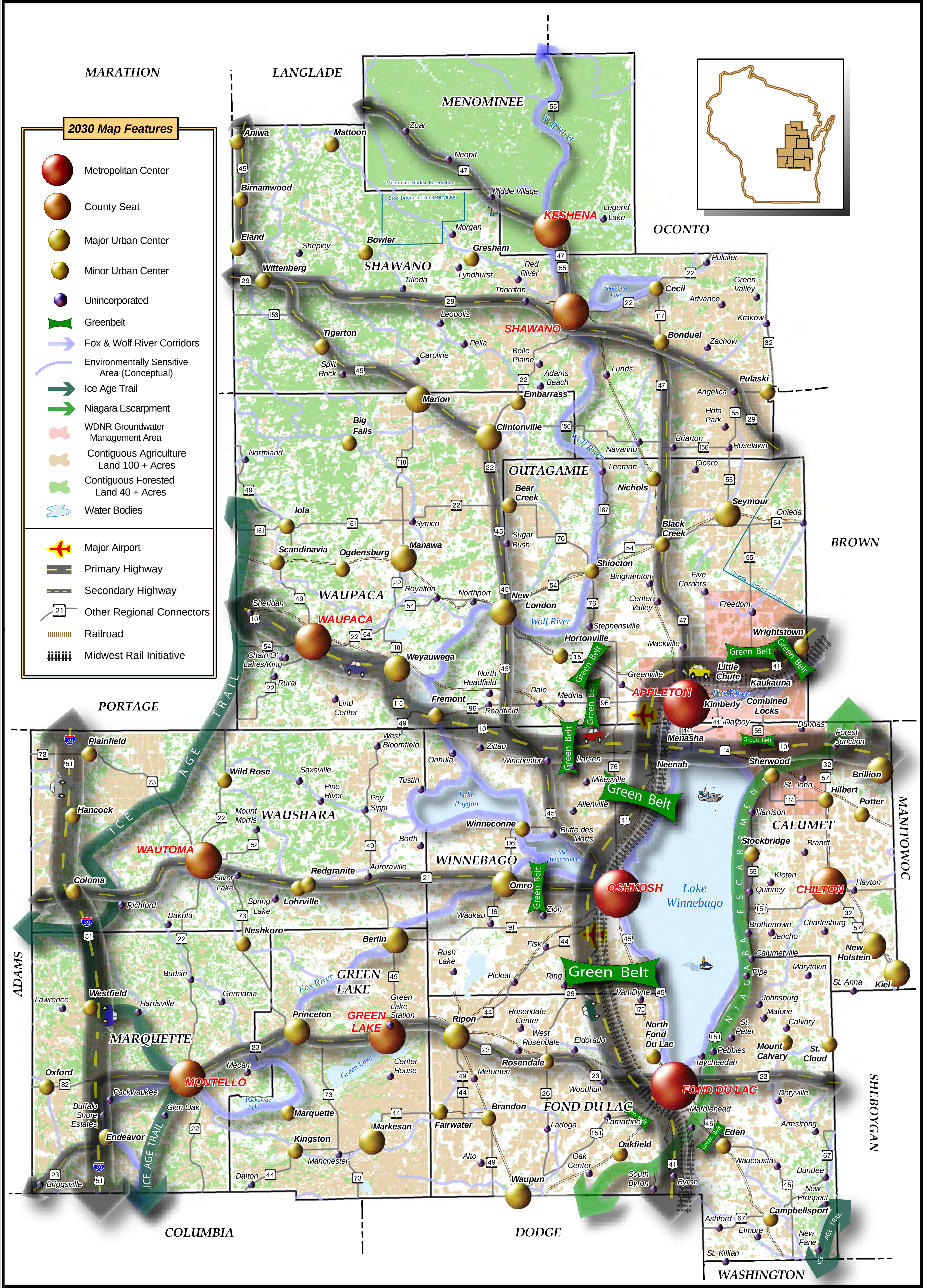
- *RECOMMENDATION I-12.7.1.3: The Commission should initiate the '10-year' update no later than 2022 (14 years) as it will coincide with the release of 2020 Census data.*

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YEAR 2030 REGIONAL COMPREHENSIVE PLAN

Goals, Strategies, and A Plan For Action

Exhibit LU-1: Year 2030 Regional Framework Map



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Scale in Miles

Features on map are approximate locations and are to be used for reference purposes only.

This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any use other than for East Central Wisconsin Regional Planning Commission business.

Sources: Ice Age Trail provided by the NPS.
Base map provided by the Regional counties and Wiscland.
Agricultural and Forested areas taken from East Central's Land Use and DNR Wisland Land Cover data.

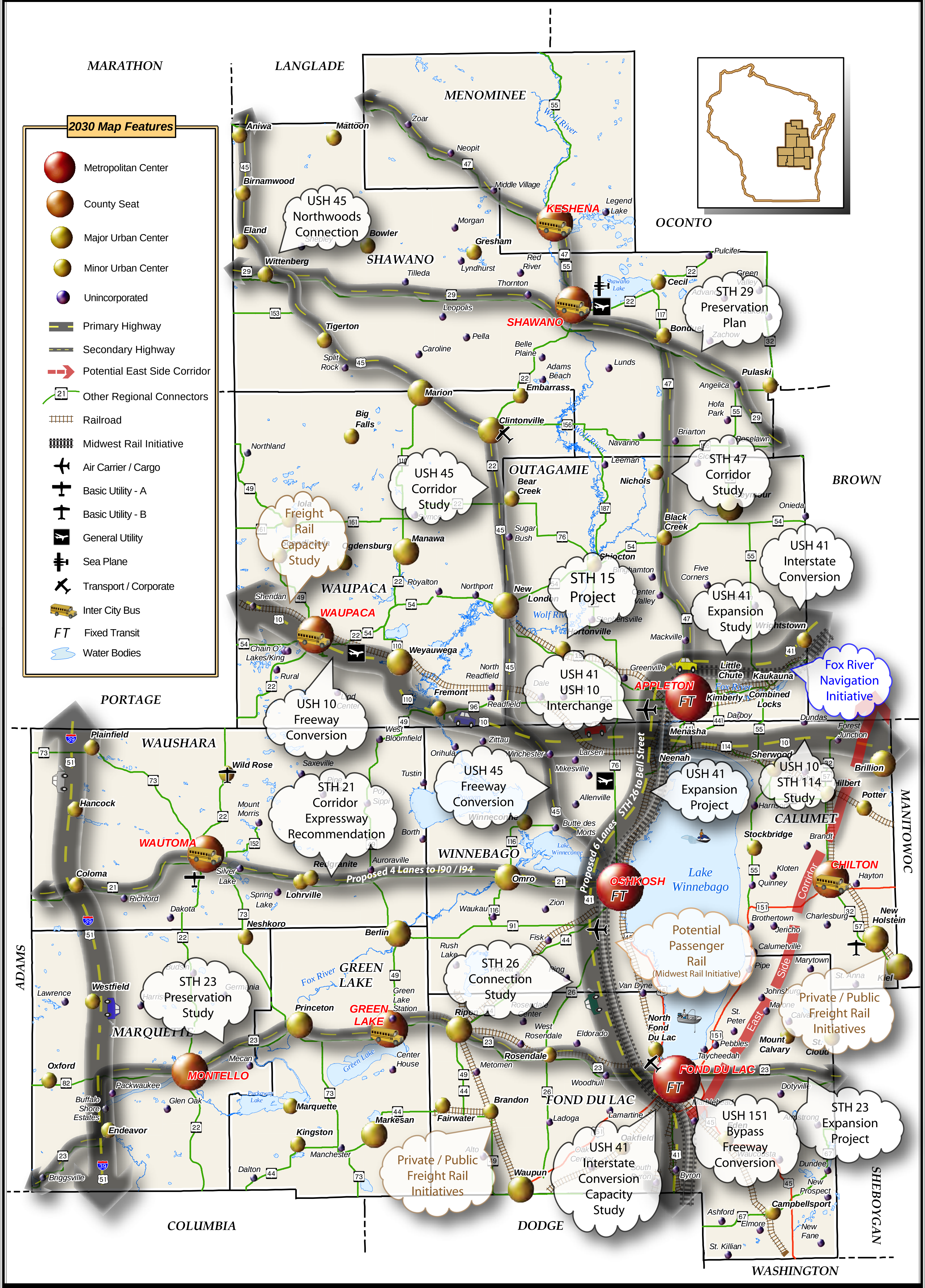
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YEAR 2030 REGIONAL COMPREHENSIVE PLAN

Goals, Strategies, and A Plan For Action

Exhibit T-1: Priority Transportaton Projects / Plans / Studies



Scale in Miles: 10 5 0 10

Features on map are approximate locations and are to be used for reference purposes only.

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Sources: Base map provided by the Regional counties.

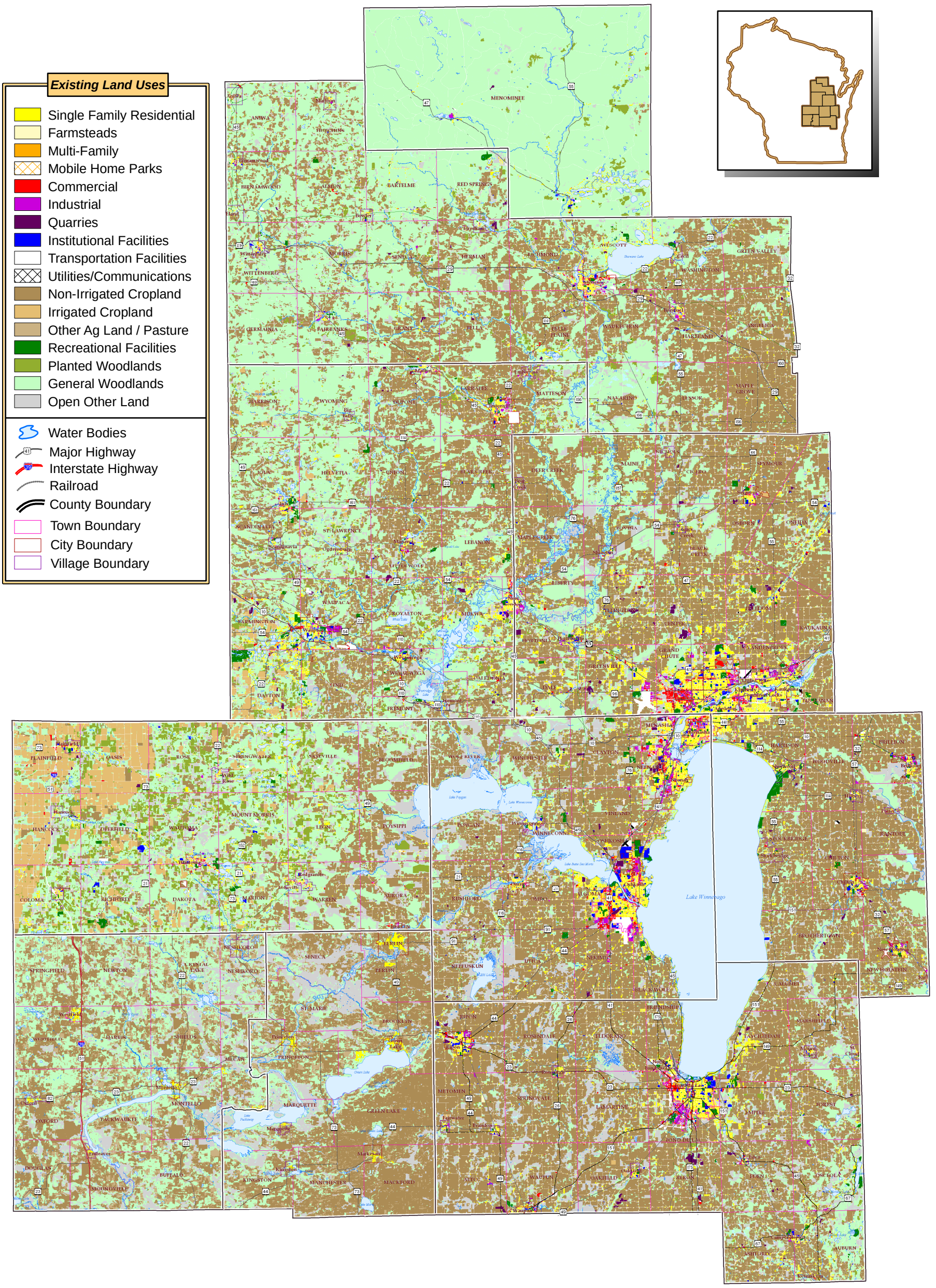
Prepared March 2008 By:

East Central Wisconsin Regional Planning Commission
400 Ahnaip Street, Suite 100
Menasha, Wisconsin 54952
Telephone # (920)-751-4770
Fax # (920)-751-4771

YEAR 2030 REGIONAL COMPREHENSIVE PLAN

Goals, Strategies, and A Plan For Action

Exhibit LU-2: Existing Land Use



Features on map are approximate locations and are to be used for reference purposes only.

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Sources: Base map provided by the Regional counties and Wiscland. Agricultural and Forested areas taken from East Central's Land Use and DNR Wisland Land Cover data.

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APPENDIX A – PLAN ADOPTION DOCUMENTATION

RESOLUTION NO. 05-08

ADOPTING THE *YEAR 2030 REGIONAL COMPREHENSIVE PLAN* FOR THE EAST CENTRAL REGION

WHEREAS, pursuant to sections 66.0309 of the Wisconsin Statutes, the East Central Wisconsin Regional Planning Commission is authorized to prepare and adopt a comprehensive plan as required and defined in section 66.1001 the Wisconsin Statutes for the general purpose of guiding and accomplishing coordinated and harmonious development of the region, and;

WHEREAS, a Comprehensive Plan entitled *Year 2030 Regional Comprehensive Plan* has been prepared by the East Central Wisconsin Regional Planning Commission which includes descriptions, maps, goals, strategies, recommendations and explanatory matter regarding natural resources, population, housing, economic development, transportation, land use, public facilities, and recreation for a 22 year planning period;

WHEREAS, the Commission has held public informational meetings, and the required public hearing on the Comprehensive Plan was conducted on April 25th, 2008 to accept public comments on the plan;

NOW, THEREFORE, BE IT RESOLVED that the Commission recommends the *Year 2030 Regional Comprehensive Plan*, including all maps and supporting materials and all elements of the document be adopted.

BE IT FURTHER RESOLVED, that one copy of the adopted comprehensive plan shall be sent to all entities as required by Wisconsin State Statutes 66.1001.

Effective Date: April 25, 2008

Submitted By: Regional Comprehensive Planning Committee

Prepared By: Eric W. Fowle, Executive Director

Dick Koeppen, Vice- Chair

PUBLIC NOTICE FOR PLAN REVIEW

EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION
YEAR 2030 REGIONAL COMPREHENSIVE PLAN

Pursuant to Wis. Stats 66.1001, the East Central Wisconsin Regional Planning Commission will consider adoption of its *Year 2030 Regional Comprehensive Plan* on Friday, April 25, 2008. A 30 day public review and written comment period ends at 4:00 p.m. on Monday, April 21, 2008. Written comments can be mailed to 132 Main Street, Menasha, WI 54952. Four public meetings, each in an 'open house' format from 5:30 p.m. to 7:00 p.m., will be held on the following dates and locations:

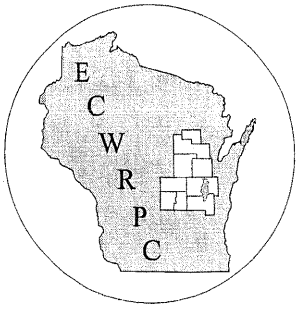
- ***April 2, 2008: City of Shawano City Hall, River Room, 127 S. Sawyer St., Shawano***
- ***April 9, 2008: Waushara County Courthouse, Lower Level Demonstration Room, 209 S. Saint Marie St., Wautoma***
- ***April 15, 2008: Fond du Lac City/County Building, Meeting Rooms D&E, 160 S. Macy Street, Fond du Lac***
- ***April 16, 2008: Menasha Public Library, 440 First St., Menasha.***

A public hearing on the plan has been scheduled for 9:30 a.m. on April 25, 2008 at the Commission's new offices located at 400 Ahnaip Street, Menasha, WI.

The comprehensive plan process began 2001 and is now completed in draft form with the third and final milestone report entitled: *Goals, Strategies, and a Plan for Action*. This report is intended to guide local and regional land use decisions for a twenty year time frame and builds upon the previously approved plan vision and goal statements. The final report provides more specific strategies and recommendations for plan implementation for the region which covers the counties of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waushara, Waupaca, and Winnebago.

The plan is available for review by visiting: 1) the Commission's offices; 2) any one of the ten previously mentioned counties' planning or zoning offices, or; 3) East Central's website www.eastcentralrpc.org.

Any of the Commission's staff may be contacted regarding the plan, its contents, or the adoption resolution at (920) 751-4770 or via e-mail at staff@eastcentralrpc.org



EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

132 Main Street Menasha Wisconsin 54952-3100 (920) 751-4770 Fax (920) 751-4771
Website: www.eastcentralrpc.org Email: staff@eastcentralrpc.org

An Economic Development District and Metropolitan Planning Organization
Serving the East Central Wisconsin Region for over 35 years
- A Recipient of the 2007 Foth Good Government Award -

March 19, 2008

FOR IMMEDIATE RELEASE

The East Central Regional Planning Commission (ECWRPC) has completed a draft of its Year 2030 Comprehensive Plan in order to meet new requirements established by Wisconsin's "Smart Growth" legislation (1999). East Central is regional government representing a 10 county area (Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara, and Winnebago) and provides advisory planning functions on multi-jurisdictional development and conservation issues.

Working together with citizens, state county and local governments, and local and regional interest groups, the Year 2030 Regional Comprehensive Plan's objective is to develop a 20-year vision for the future development and coordination of local decision-making within the region.

The Commission has issued a public notice regarding the availability of the plan, upcoming informational meetings, and a public hearing and 30-day comment period – all of which are required as part of the Commission's adopted Public Participation Plan. Eric Fowle, the Commission's Executive Director explains that "the purpose of the informational meetings and public review period are to provide the citizen's and leaders of our region with information on the strategies which are most appropriate to foster sound use of the region's resources in the face of continued growth and development. Many of the land use issues - whether they relate to highway transportation, mass transit, economic development, groundwater or habitat protection - need to be looked at from a broad perspective, as no single community can deal with these issues in a vacuum".

The comprehensive plan will be considered for adoption by the Commission at its regular quarterly meeting on April 25, 2008 at 9:30 a.m. at their new offices located at 400 Ahnaip Street, Suite 100, Menasha, Wisconsin.

APPENDIX B – 14 STATE LAND USE PLANNING GOALS

APPENDIX B – 14 STATE LAND USE PLANNING GOALS

As part of Wisconsin State Statutes 66.1001, the State adopted fourteen broad goals that should be considered during the development of a local comprehensive plan. The Commission considered these goals early on in the process The text below is taken from the original grant application which the Commission submitted to WDOA in 2000 and expresses the goal, as well as the Commission's proposal to address that goal in its final plan document.

1. *Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.*

The ECWRPC will review and assess information on the various infrastructure and public service systems throughout the region. The emphasis will be on identifying current capacities and deficiencies in accommodating current and projected levels of population and development. The ECWRPC will make policy recommendations on correcting identified deficiencies, reducing duplication and promoting consolidation of public services. Using data from four elements: utilities and public facilities; land use; transportation, and economic development, as well as input from the public participation process, the regional plan will identify those areas that can adequately accommodate and service growth. The plan will promote those areas as locations suitable for future development. The regional plan will also include and promote policies that identify redevelopment opportunities within existing urban areas. The focus will be on promoting in-fill and redevelopment of vacant and previously developed land in preference to green-field development.

2. *Encouragement of neighborhood designs that support a range of transportation choices.*

This goal will be addressed mainly in the transportation element of the regional comprehensive plan, however, it is also likely to be addressed in the land use, economic development, and agricultural, natural and cultural resources, and housing elements.

Transportation needs, in the regional context, are largely applicable to principal highway corridors, providing for trips through the region, and those with origin and/or destination in our urbanized areas, both for commercial and passenger uses. Also, the provision of alternative modes of transportation is important in terms of a regional trail system, hooking into the State Trails, for transportation purposes in addition to recreational uses.

New transportation corridors can have the effect of spurring "sprawl" growth, further from the urbanized areas. ECWRPC will recommend using access control as a tool to effectively reduce such development. ECWRPC will work to provide an integrated transportation system that makes best use of the capabilities of individual modes and modal combinations, including rail and trucking, facilities, public transportation, bicycle and pedestrian travel and air transportation. East Central will continue to show a strong bias toward multi-modal projects in competition for STP-Urban funding. Those projects that include provision for transit, bicycle, and pedestrian traffic will receive significantly higher scores. Also, East Central will work with towns, cities, villages, and counties in the development of transportation related plans consistent with regional policies. The two urban transit systems within the region, Valley Transit (Fox Cities) and Oshkosh Transit System (Oshkosh), provide a much needed service mainly to a transit dependent population, and do a reasonably good job covering the urbanized areas, through fixed route and various paratransit services. By integrating transit, pedestrian, and density considerations into site design and plat review processes, transit could become a more attractive option to those riders

who are able to choose their travel mode. The emphasis will be on extensive coordinative efforts, with consideration for regional connectivity.

3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands open spaces and groundwater resources.

Protection of East Central's natural areas will be addressed through the agricultural, natural, and cultural resources element of the plan. Stewardship that engenders the wise use of the region's natural resources is vital to local economies, whether they be its highly productive agricultural soils, blocks of woodland, non-metallic minerals, or groundwater reserves. The East Central region is rich in other natural resources as well. It contains over 20 percent of the state's surface water, including Lake Winnebago, by far the state's largest, several other large lakes, and hundreds of smaller lakes. The region is also home to the scenic Wolf River and the historic Fox River and their tributaries. These include dozens of the state's finest trout streams, which emanate among the terminal moraines found in the western portion of the region. The nation's largest self-sustaining lake sturgeon population is found in the Winnebago Pool Lakes.

The Wolf River bottoms and many other wetlands of all sizes abound, providing habitat for wildlife and waterfowl. Although several significant wetland areas are protected as state and federal wildlife areas, thousands of acres remain in private ownership. Other natural features of statewide importance include the Niagara Escarpment, the Kettle Moraine area, and the Campellsport drumlin field. East Central's Menominee County, which remains 90 percent forested, is likely the most pristine of the state's 72 counties.

ECWRPC will incorporate federal, state, and past regional plans that inventory and identify strategies that promote the preservation of the region's natural areas and wise use of its natural resources. Specifically, the regional comprehensive plan will develop updated definition as well as development policies for Environmentally Sensitive Areas (ESAs). We will work with specialists and others who value our natural resources to compile updated databases and re-evaluate goals, objectives, and policies that ensure their long-term protection. While the public demands varying degrees of access and use of significant natural areas, history has shown that areas rich in natural resources are often poorly suited for development. Recognizing that public ownership of these key areas is but one tool available to ensure their protection, an important emphasis, therefore, is expected to be the formulation of strategies that maintain their integrity even in the face of individual and community development pressures.

4. Protection of economically productive areas, including farmland and forests.

Soils best suited for agricultural uses and areas of natural and planted woodlots are found within our region. Environmentally sensitive areas such as wetlands and floodplains are also important ecologically and economically. The link between economics and the sustainability of agricultural soils, forested areas and other environmentally sensitive areas will be emphasized in our planning efforts.

Prime agricultural soils and environmentally sensitive areas will be inventoried and identified. Implementation tools to address these areas include an evaluation of zoning districts and recommendations based on this review, conservation subdivision design applications, the promotion of the Purchase of Development Rights (PDR), easements and deed restrictions. Additionally, the promotion of estate planning, targeting in particular the farming community, is an educational tool that will be included in our planning document. There is potential to encourage financial planning that expands beyond the sale of land for retirement funding.

Non-metallic mining resources and activities are also prevalent throughout the region and issues associated with this activity have been increasing. The ECWRPC is currently administering the NR-135 program for five counties under an agreement and has gathered a wealth of data and information for over 200 sites within these counties. The Commission hopes to collect similar data for the remaining counties and will utilize it in analyzing and addressing issues of regional concern.

5. *Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.*

The Fox Valley is one of the fastest growing regions in Wisconsin. Concerns regarding urban sprawl issues and service delivery conflicts led the ECWRPC to review and update existing land use policies that were developed in the mid-1970s. In 1996, the ECWRPC adopted new growth management and urban service delivery policies, which were developed through an extensive public input process as part of the Long Range Transportation/Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas. Urban service policies were again reviewed and refined in 2000, prior to the final adoption of the state comprehensive plan legislation. This plan became the basis for the Commission's land-use planning program – the means by which the adopted goals and objectives were to be implemented. Urban service area delineations were first developed in the late 1970s after meetings with local officials in each of the 104 urban service areas and 78 development concentrations in the region. Sewer Service Area Plans have been regarded as the main planning tool for achieving more compact growth in the region,

Rural areas in the region are also under pressure from scattered rural residential and vacation home development. While the ECWRPC has provided some guidance with respect to rural development, existing policies have not been reviewed since the mid-1970s.

The ECWRPC will analyze land use trends, review existing urban and rural policies for consistency with state goals and determine the amount of acreage needed to accommodate projected growth. Policies regarding appropriate density, land use and land consumption, which may direct and impact growth patterns, will be discussed. Current policies will be modified and additional policies and recommendations will be developed as necessary to further promote efficient development patterns and limit service costs. Higher density, mixed use development patterns will be encouraged in urban areas. Development that minimizes service costs and reduces residential/agricultural conflicts will be encouraged in rural areas.

6. *Preservation of cultural, historic and archaeological sites.*

The cultural resources element of the regional comprehensive plan will include a background history of the ten-county region with a strong emphasis on its known historic and archaeological resources. It will also include an inventory of cultural, historic, and archaeological sites within the region. Included in this inventory will be sites listed on, or eligible for, inclusion on the National Register of Historic Places, as well as those resources designated by local units of government as local historic landmarks.

Recommendations about the following will also be included in the regional comprehensive plan: the need for additional survey and evaluation and how this can be accomplished; what protective measures can be implemented; and what programs can be initiated to promote historic and cultural resources (e.g. a local historic preservation commission, a Main Street Program, etc.).

Finally, the regional comprehensive plan will describe the Wisconsin Historical Society's role within the context of smart growth planning. This will include an overview of available technical services, preferred methodological practices, and possible sources of funding for informational and "bricks and mortar" preservation projects.

7. Encouragement of coordination and cooperation among nearby units of government.

As the region is composed of a large number of local government units as well as a series of specialized districts, the ECWRPC recognizes that inter-governmental cooperation is crucial: both to the successful development and implementation of the regional comprehensive plan. There are two primary reasons: First, regional issues, for example, transportation and water quality are by their very nature multi-jurisdictional and need to be addressed at a level greater than the town, village, city, county or single regional planning commission area. Second, as an advisory document, the success of the regional comprehensive plan will be determined largely by the extent to which local government units and specialized districts adopt its policy recommendations and introduce / amend local ordinances, cooperative boundary agreements, and so on. The objective is to ensure consistency both along jurisdiction borders and between the local and regional plans.

The ECWRPC regards intergovernmental cooperation as an integral consideration in the analysis of the six substantive elements: housing; economic development; transportation; utilities and community facilities; agriculture, natural and cultural resources; and land use. ECWRPC has already consulted with the local government units in the preparation of the Study Design. In addition, staff has already held meetings with senior county staff as well as with UW-Extension staff. The public participation plan has identified local government and special district representatives as an important "public". Focus groups and advisory committees are proposed as specific tools to facilitate intergovernmental cooperation. Our Newsletter, which is sent to all relevant local units of government, will supplement these techniques, as will our web site which will provide detailed information on the regional comprehensive planning process.

8. Building of community identity by revitalizing main streets and enforcing design standards.

Currently, there are five Main Street Communities within the East Central Region: the Cities of Clintonville, Ripon, Shawano, Waupaca and Wautoma. Achieving that level of planning for many of our communities is a long-term goal. Within that context, the revitalization of many of our downtown areas will be a series of small steps. These small steps will include recommending the adoption of village powers for several of our towns, the establishment of planning and zoning committees, and the establishment of design review committees, charged with implementing design standards, or encouraging these planning and zoning committees to serve in this capacity too. The ECWRPC recognizes and will promote the important relationship between the Main Street program and historic preservation.

East Central will continue to work with local chamber(s) of commerce in our rural and urban areas, and we will maintain our own economic development process. Our economic development process includes the completion of a Comprehensive Economic Development Strategy, which addresses the region's economy, labor force, and income levels. This document will be expanded upon to include downtown revitalization and design standards for both pedestrian and auto-oriented commercial development and the promotion of mixed-use development. It will also include an economic base review, retention and attraction analysis.

9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.

Housing, particularly affordable housing for low and very low income households, has become an issue in many of our communities. The ECWRPC is currently working with the Fox Cities Housing Coalition and Shawano County Affordable Housing Task Force to assess the housing needs for low and very low income residents and identify ways to meet those need. Both groups foster intergovernmental cooperation and coordination between the government and non-government sectors by including local housing authorities, non-profit and for-profit housing providers, local and county government representatives, UWEX staff, private citizens and service providers such as mortgage loan officers, financial counselors, employers and legal service representatives. The Shawano County task force also includes representatives from the Wisconsin Housing Economic Development Authority (WHEDA) and the United States Department of Agriculture (USDA) Rural Development.

The ECWRPC has and will continue to use the UWEX A Guide to Preparing the Housing Element of a Local Comprehensive Plan as a reference tool to guide the development of the housing element of the regional plan. The ECWRPC will undertake a region wide needs assessment, which will identify the current housing stock and current housing needs. Issues related to affordability and accessibility will be identified, along with techniques local governments and providers can use to make housing more affordable. The ECWRPC will identify future needs for housing within the region in terms of the number of units. General regional recommendations in regards to tenure, single-family/multi-family housing mix and affordability will also be made. The planning process developed by the ECWRPC closely ties the housing element with the economic development element to foster consistency between economic goals and housing recommendations.

10. *Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.*

The ECWRPC will review and assess population and development projections, development patterns, and historical and projected market trends, to determine the types, densities and distribution of future growth throughout the region. It will assess the adequacy of available lands to meet such demands. This information will also be compared with aspects of the previously determined public service / infrastructure capacities and the available amount of land within these areas. Implementation of this goal will occur through: Sewer Service Area Plans; the Long-Range Transportation / Land Use Plan; A-95 Review process; Comprehensive Economic Development Strategy and; local plan regulations – zoning and subdivision ordinances and infrastructure policies.

11. *Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.*

The ECWRPC annually prepares a Comprehensive Economic Development Strategy (CEDS) that analyzes trends and presents economic development projects in the region. This document is completed as part of ECWRPC's role as an Economic Development District with the U.S. Department of Commerce, Economic Development Administration. An approved strategy maintains the region's eligibility for federal public work grants. The economic development element will analyze the regional economy and determine a strategy for the expansion of the economic base.

Annually, we update a listing of industrial parks and sites within our region. This listing is posted on our web site for businesses to inquire about industrial park space availability. Our web site is linked with the Fox Cities Economic Development Partnership's web site that has an extensive listing of industrial parks, sites and buildings within the Fox Valley area. Additionally, our web site is linked with Forward Wisconsin, an economic development organization that maintains a statewide database of industrial building availability.

12. Balancing individual property rights with community interests and goals.

The ECWRPC is aware that its support for Smart Growth in a region that includes Shawano County, the home of the "Posse Commitatus" and Appleton, the home of the "John Birch Society", is likely to generate a spirited debate on private property rights. The ECWRPC is proposing a two pronged approach to ensure both that the debate is comprehensive and well informed and that the regional comprehensive plan balances sensible land use controls and individual property rights. First, the ECWRPC is planning a highly participatory planning process to develop a shared vision for the region and to determine the land use controls / incentives by which that may be achieved (see Section E). Second, the ECWRPC is proposing to focus on education. As a first step it has already scheduled a conference on the private property rights issue for April 2002. This will focus on how to promote private property rights within comprehensive planning guidelines. In addition, the ECWRPC in co-operation with the UW-Extension Community Resource Development Educators of the region is planning a wide media based public education program to promote a greater understanding of the whole rational for planning and the need to balance public interest with individual property rights.

13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.

Maintaining the "flavor" of unique urban and rural areas requires a high degree of vigilance. Among the numerous unique areas found in East Central Wisconsin are its wealth of glacial features; the Niagara Escarpment; the Chain o' Lakes and other areas of concentrated lakeshore development; major wild river segments; historic structures and communities along the Fox River and elsewhere; vibrant downtowns; and well-preserved neighborhoods. Additionally, the region features both urban and rural areas where nodes of traditional ethic integrity and "reason for being" continue to be an important part of the local fabric.

Individually and regionally, these areas complement each other and make an important contribution to the quality of life found here. From a regional perspective, it is important that these unique areas are identified and strategies proposed to minimize the potential for compromising their integrity by misguided development decisions and inappropriate types and intensities of land use. In preserving these unique areas, complementary strategies that provide opportunities to strengthen their aesthetic, cultural, and economic components will also be investigated.

14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disable citizens.

In line with ECWRPC's existing policies, transit and pedestrian friendly development will be encouraged in the regional comprehensive plan. Such measures should encourage "choice" riders to reduce their dependence on their private vehicle, at least in urban areas. Even in the urban areas of the region, transit trips account for less than 1% of all trips taken. Recommended land use decisions would hope to increase that percentage by promoting mixed-use, higher density

developments where appropriate. It is extremely doubtful that auto use could lose it's predominant role, barring some catastrophic level event, but an increase in alternative mode travel, at any level, would benefit society in reduced congestion, improved air quality, general health, and countless less quantifiable factors.

While there has been some degree of containment of sprawl development, through the implementation of sewer service area regulations, instituted in the 1970s, significant amounts of low density and scattered development throughout the rural areas increasingly stresses the transportation system. This is evidenced in the urban area transportation/land use plans. Scattered and low density development results in longer trips, need for more capacity, inefficiencies in the provision of alternative modes of travel. This is most evidenced on the fringes of urbanized areas, and along major transportation corridors. It is anticipated that policies developed through our comprehensive planning process, as presently exist in current adopted policies, will encourage a trend toward more cost effective and efficient transportation system with safe and attractive travel alternatives.

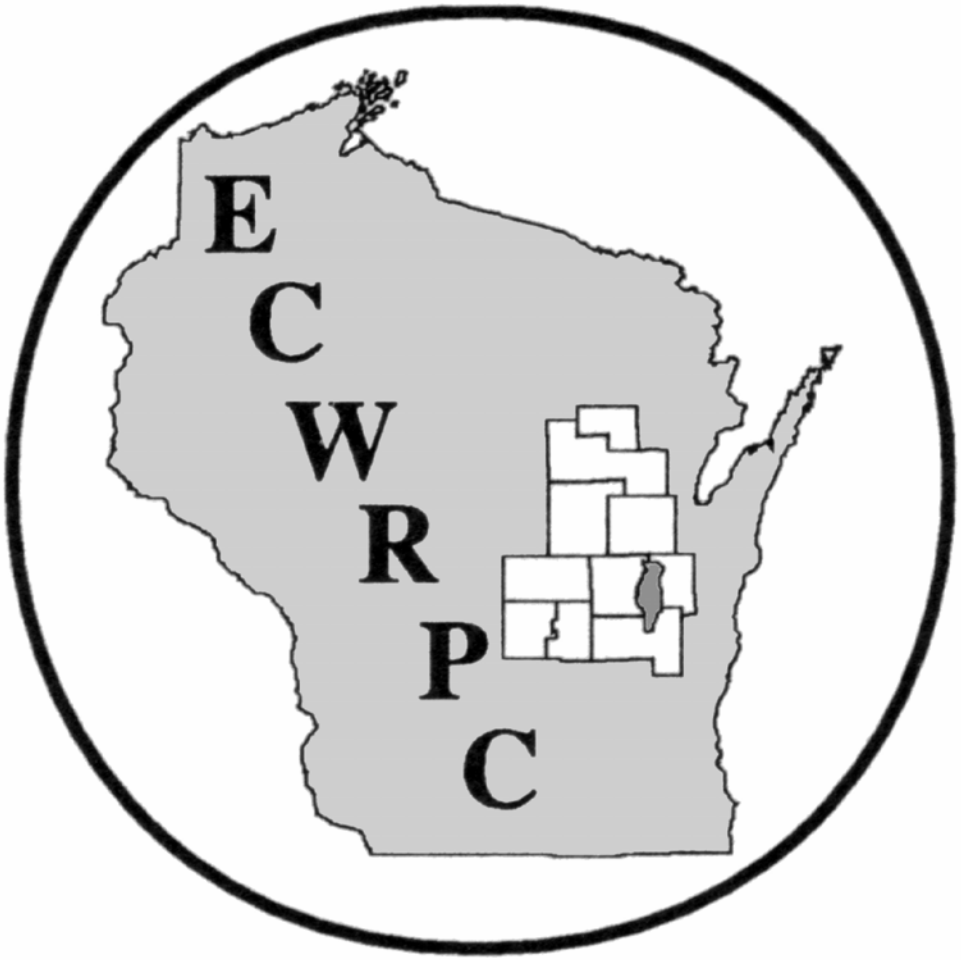
Other planning efforts will be closely coordinated with the development of the regional plan. Several highway corridor plans have been recently completed, or are currently underway. Also, the update of the urban transportation/land use plans will be will be concurrent with this planning process, with effort to eliminate duplication of efforts that will apply to both plans. This will also help greatly with consistency between these major planning efforts.

APPENDIX C – EAST CENTRAL POLICY

East Central Policy

East Central Wisconsin Regional Comprehensive Plan 2030

SHAPING OUR FUTURE IN THE 21ST CENTURY



July 2003

EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

EAST CENTRAL POLICY

East Central Wisconsin Regional Comprehensive Plan 2030
SHAPING OUR FUTURE IN THE 21ST CENTURY

SUBMITTED FOR ADOPTION
July 25th,2003

Serving the ten counties of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara, and Winnebago.

ABSTRACT

TITLE: East Central Policy.

CONTACT: Harlan Kiesow, Executive Director.

SUBJECT: Compilation of existing East Central goals and policies for economic development, housing, transportation, utilities and community facilities, agriculture, natural and cultural resources and land use.

DATE: July 25th, 2003.

PLANNING AGENCY: East Central Wisconsin Regional Planning Commission.

SOURCE OF COPIES:
East Central Wisconsin Regional Planning Commission
132 Main Street
Menasha, WI 54952-3100
(920) 751-4770
dhaney@eastcentralrpc.org
www.eastcentralrpc.org

This report compiles the existing East Central Wisconsin Regional Planning Commission goals, objectives, and policies, currently found in over 120 publications, into one document. Its main purpose is to clarify existing policy, determine whether there are any gaps, duplications, or contradictions, and highlight the interrelationships between policy areas. This report will provide a foundation for amending and updating East Central policy in the context of the Wisconsin comprehensive planning legislation, signed into law, by Governor Tommy Thompson, in 1999.

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CHAPTER 1: INTRODUCTION

Introduction

The purpose of this report is to compile the existing East Central Wisconsin Regional Planning Commission (East Central) goals, objectives, and policies, currently found in over 120 publications, into one document (Appendix A). This exercise will help East Central staff to clarify existing policy, determine whether there are any gaps, duplications, or contradictions, highlight the interrelationships between policy areas, and facilitate the process of amending and updating policy in the context of the regional comprehensive planning process. A single policy document will serve, not only as an important starting point for the development of the regional comprehensive plan, but also as a useful reference document for staff, local jurisdictions, citizens, regional, state, and federal agencies.

The benefits of taking a regional approach to land use issues are outlined. In addition, there is a brief review of the major achievements of East Central over the past 30 years.

The working definitions of goals, objectives and policies are provided. There is a brief discussion of these terms. It is recommended that the terms should be simplified and that the American Planning Association definitions should be used.

A brief summary of the historical development of East Central's goals, objectives and policies with a focus on process is presented. The view is taken that an awareness of policy development and the process adopted may yield practical lessons that may prove useful in determining how to progress with the regional comprehensive planning process currently underway.

The existing goals and policies for economic development, housing, transportation, utilities and community facilities, agriculture, natural, and cultural resources, and land-use, are considered in turn. In addressing each element, consideration is given to policy implementation, specifically the mechanisms for implementation and the identification of the organizations that play the lead and support roles. This speaks to the issues of inter-governmental cooperation and implementation. The policy linkages between each individual element and the other substantive elements are identified. There is a preliminary analysis of the current policy approach. Finally, a basic assessment is provided of the fundamental principles that may help guide future goal and policy development.

The Benefits of a Regional Approach

The benefits of adopting a regional approach have long been recognized in Wisconsin. The Regional Planing Commissions were established in the early 1970's in order to promote and facilitate greater intergovernmental co-operation in dealing with issues that span individual jurisdictions.

Regionalism continues to grow in relevance as we come to terms with the global economy and the need to ensure better value for tax dollars. The challenges that we

face today, such as, economic development, transportation, environmental quality, and social inclusion, stretch across traditional political boundaries and jurisdictions. It is important, therefore, that these types of issues are examined on a regional level, where economic, environmental and social issues come together.

Consider for example the current planning effort for the future of the STH 23 Corridor. This involves two regional planning commissions; East Central and Bay Lake, two counties; Sheboygan and Fond du Lac, and thirteen local jurisdictions. The latter includes City of Sheboygan, City of Sheboygan Falls, City of Plymouth, Village of Kohler, Town of Greenbush, Town of Plymouth, Town of Sheboygan, Town of Sheboygan Falls, City of Fond du Lac, Town of Empire, Town of Fond du Lac, Town of Taycheedah, and Town of Forest. In addition, numerous state and local agencies are also involved in this planning effort.

East Central's Major Achievements

While the focus of this paper is to review current regional policy with a focus on how it may inform future policy development, it is, nevertheless, appropriate to consider the most significant accomplishments of East Central over the past 30 years.

In the absence of specific performance indicators, East Central's success has been judged on the basis of major work efforts that have resulted in implemented projects of area wide significance and area wide program recommendations that have been implemented by local government.

East Central's most significant accomplishments leading to the development of area-wide projects include the following:

- construction of STH 441 (Tri-County Expressway) and CTH CB (Westside Arterial) in the Fox Cities;
- inclusion of Winnebago County service from the Wisconsin Southern (shortline) Railroad;
- construction of the Grand Chute-Menasha West Sewerage Treatment Facility;
- transfer of the Fox River locks from Corps to state authority; and
- acquisition and development of the Tigerton Dells ATV Park.

Area-wide program major recommendations include:

- the regional outdoor recreation plan;
- sewer service area plans;
- Fox River Heritage Tourism program;
- Economic Disaster Plan;
- creation and sponsorship of the Fox Valley Water Quality Planning Agency;
- local bridge replacement priorities;
- multi-jurisdictional pavement management system;
- major highway corridor plans; and
- non-metallic mining program administration.

Definitions

In the past, East Central has defined goals as "broad statements of ideals that express desired results", objectives as "a set of conditions necessary for the achievement of a goal" and policies or strategies as "courses of action used to guide decisions when developing and implementing a plan". In essence, goals represent common community ideals, objectives are more specific targets along the path of satisfying the community vision and policies are designed to facilitate the attainment of objectives. In an attempt to ensure consistency in the terminology used staff have decided to adhere to the American Planning Association (APA) definitions. For the new regional comprehensive plan the following terms will be used.

- A comprehensive plan is "the adopted official statement of a legislative body of a local government that sets forth in (words, maps, illustrations and/or tables) goals, policies, and guidelines intended to direct the present and future physical, social and economic development that occurs within its planning jurisdiction. It includes a unified physical design for the public and private development of land and water".

- A goal is "a desired state of affairs to which planned effort is directed" (the APA definition of a goal is very similar to the term "vision").

- A policy is "a general rule for action focused on a specific issue, derived from more general goals", (a related term from strategic planning is "strategy").

Historical Development and Policy Making Process

The basic goals, objectives and policies developed in the late 1970's by East Central have not changed dramatically over the last 30 years, rather they have evolved to address federal and state guidelines as well as local development trends and concerns.

There have been two major policy initiatives.

Policy Initiative 1

The process of developing initial goals and objectives began in the early 1970's and involved citizens, local officials, and East Central Commissioners. A series of 15 citizen meetings were held to identify local and area-wide concerns. A specially selected Citizen Advisory Committee (CAC) composed of 28 members, representing a broad spectrum of interests in the region, considered the issues raised and drew up a set of goals and objectives for East Central. Five functional Technical Advisory Committees (TACs) provided support on housing, transportation, open space, economic development, and land-use issues. The goals and objectives were adopted in 1976[1] and formed the core of the Comprehensive Regional Plan that included a number of functional planning programs (housing[2], economic development[3], environment[4], open space[5], and transportation[6]).

[1] Goals for East Central Wisconsin (ECWRPC 1976).
[2] A Perspective on Housing (ECWRPC 1976).

In 1977, East Central completed a land-use element for the Fox Valley Water Quality Management Plan. This introduced the concept of urban service areas, the precursor to the sewer service areas that have significantly impacted land use policy implementation. In terms of process, the service area delineations were developed after meetings with local officials in each of the 104 urban service areas and 78 development concentrations in the region.

The goals, objectives and policies adopted in 1976 were revisited in 1978 when they were linked with a detailed study of land use patterns and their impacts on the east central region[7]. Urban service area delineations, which were regarded as the main planning tool for achieving more compact growth in the region, were developed. This plan became the basis for the East Central land use planning program – the means by which the adopted goals and objectives were to be implemented.

Policy Initiative 2

Since 1978, various minor refinements to land use policies have been undertaken. Transportation goals and objectives were first updated in 1982 nearly ten years after East Central adopted its first set of transportation goals and objectives and after the completion of more than 50 transportation studies. Perhaps the most significant policy effort took place during the 1990s. Prompted by the requirements of the Inter-modal Surface Transportation Efficiency Act 1991 (ISTEA), East Central initiated a comprehensive course of action in 1993 to update its goals, objectives and policies for *urban* land use planning.

In the early nineties, East Central conducted an issues identification session that was attended by representatives of government agencies, area officials, environment groups, developers, business groups, civic organizations, minority advocates and interested citizens. Participants were invited to join East Central's ongoing TAC and to serve on seven sub-committees focusing on urban service delivery; growth management; environment and open space; street and highway network, transit; pedestrian and bicycle facilities, and freight transportation. East Central compiled an issues document, which described the study area in terms of demographic and land use trends, included a list of existing goals and objectives, and highlighted the major land use and transportation issues that needed to be considered in planning for growth and development in the area.[8] In the latter part of 1994 the sub-committees continued to meet to review and reevaluate the existing goals, policies, and objectives. Their work culminated in the recommendation of a set of updated goals, objectives, and policies

[3] Guidelines for Economic Development (ECWRPC 1977).
[4] Managing the Environment: Goals and Objectives (ECWRPC 1977).
[5] Outdoor Recreation and Open Space Plan (ECWRPC 1977).
[6] Transportation: Goals and Objectives (ECWRPC 1973).
[7] New Directions for Growth and Development (ECWRPC 1978).
[8] Issues Identification: Long Range Transportation / land Use Plan for the Fox Cities and Oshkosh Urbanized Areas.

that were intended to serve as yardsticks by which progress toward plan implementation could be measured. East Central adopted these in January 1995[9].

It is important to highlight that these policies related specifically to the metropolitan planning area consisting of the Fox Cities, Oshkosh, and Fond du Lac urban areas. An Addendum was produced in 1996 to address some of the more complex land use issues. Specifically, it refined and supplemented the growth management and urban service delivery policies adopted by East Central in 1995. In addition, it included rural development policies (for rural areas within the defined urban boundary) and comprehensive plan guidelines[10].

The goals, policies and objectives adopted in 1995 and amended in 1996 provide the context within which various functional plans produced by East Central are updated. These include sewer service area plan updates every 5 years, the annual updates of the economic development strategy; and the production and reaffirmation of the long-range transportation/land use for the Fox Cities and Oshkosh urbanized areas.

Structure of Report

The East Central Policy report compiles the existing East Central goals and policies, for economic development, housing, transportation, community facilities, agriculture, natural, and cultural resources, and land use, currently found in over 120 publications, into one document. This report will provide a foundation for amending and updating East Central policy in the context of the Wisconsin comprehensive planning legislation, signed into law, by Governor Tommy Thompson, in 1999.

A chapter is devoted to each of the topics listed above, economic development, housing etc. Each chapter is divided into six sections. After a brief introduction, each chapter lists the main goals and policies for that particular area and provides information on which organization(s) is responsible for policy implementation. There is a an identification of the interrelationships between policy areas, a preliminary analysis of the current policy approach, and finally, some recommendations are made regarding the fundamental principles that might help to guide future policy development. The intention is that these suggestions will serve as a springboard for further discussion by all the stakeholders involved in the regional comprehensive planning process.

[9] Long Range Transportation /Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas: Goals, Objectives and Policies.

[10] Long Range Transportation /Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas: ADDENDUM.

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CHAPTER 2: ECONOMIC DEVELOPMENT

Introduction

A historical context exists for the Commission's role in planning and policy development in this arena and is helpful in understanding the Commission's current activities. A series of reports completed in the late 1970's provided the information base for the region's first Economic Development Plan which was prepared in 1981.

Economic Development Plan

A Strategy for Economic Development (1979)

Community Facilities in ECW (1979)

Guidelines for Economic Development (1977)

The Population of ECW (1977)

Economic Characteristics of ECW (1978)

Two additional relevant publications include Energy and the Local Economy (1981) and Evaluating Retail Activity in Small Cities (1983).

The major impetus for much of East Central's work in the field of economic development came from the designation of the region in 1984 as an Economic Development District (EDD). The designation was made possible by the Economic Development Administration's (EDA) approval of East Central's Overall Economic Development Program (OEDP). Continued eligibility for the EDD, up until 1999, was contingent upon East Central submitting a comprehensive annual update to the original 1981 OEDP document. Since the Economic Development Reform Act of 1998, the OEDP has been replaced by the Comprehensive Economic Development Strategy (CEDS).

The most recent CEDS, published in 2002, continues to provide an update of economic statistics for the region. In addition, it examines the problems, needs and resources of the region and outlines an updated strategy for meeting stated goals and objectives.

Goals and Policies

The regional economic development goals, objectives and policies are set out each year in the OEDP (now CEDS). This review indicates that the overall economic development goals have not changed markedly overtime. The emphasis continues to be on expanding employment and income opportunities; developing and maintaining public facilities and infrastructure; prudent use of natural resources and developing and maintaining a skilled labor force.

Policy E1: Facilitate the expansion of existing businesses and encourage the establishment of new businesses.

E1.1 Promote interaction between existing businesses and local government. Create or strengthen local development organizations to co-ordinate economic development efforts at the local level.

E1.2 Identify gaps in county and local economies and devote marketing efforts to attracting businesses that will either fill or compensate for the perceived gaps. Focus on opportunities, which will generate stable, relatively well paying jobs.

E1.3 Enhance opportunities for new business start-ups through the establishment of incubator facilities.

Policy E2: Expand local economies through the attraction of new businesses.

E2.1 Encourage local jurisdictions to invest more resources in economic development marketing and promotion.

E2.2 Further develop the organizational framework of marketing programs so as to include state, regional, and local components.

E2.3 Expand the range of marketing efforts to focus on economic development opportunities outside the manufacturing sector.

E2.4 Encourage marketing organizations to conduct a realistic assessment of appropriate economic development opportunities given the local economic base, infrastructure and labor force.

Policy E3: Provide adequate financing for business development.

E3.1 Establish new local or regional revolving loan funds and re-capitalize funds that have been depleted.

E3.2 Encourage state and federal program managers to provide additional information to banks on alternative financing options and encourage banks to be more open to the utilization of these sources.

E3.3 Disseminate information on sources of venture capital and encourage the development of local and regional venture capital pools.

Policy E4: Create new jobs and diversify local economies through the expansion of the retail trade, service sector and tourism development.

E4.1 Encourage local merchants to work collectively on developing promotions, advertising, establishing store hours, building façade treatments, signage and parking.

E4.2 Develop regional and sub regional tourism marketing and promotion associations to leverage local tourism development resources.

E4.3 Prepare materials on business opportunities and other attributes of local communities to recruit providers of professional services.

Policy E5: Provide job training/retraining to maintain a skilled, competitive workforce.

E5.1 Encourage job-training programs to accelerate outreach activities and increase accessibility of training in rural areas possibly through long distance learning technology.

E5.2 Encourage local businesses to become more active in developing links with educational institutions and job training programs.

E5.3 Devote resources to encouraging the expansion of existing businesses which offer stable, well paying jobs and target business attraction efforts to these types of enterprises.

E5.4 Facilitate development of intra-regional commuting programs to enhance access of rural residents to urban employment centers.

Policy E6: Facilitate agricultural diversification and stabilize the farm economy.

E6.1 Mid-size farm operations should diversify into three or more enterprises to ensure a return from at least one and more efficiently utilize the land resource base.

E6.2 Encourage use of available educational resources and specialized farm services to develop and maintain efficient, economically viable farm operations.

E6.3 Improve access to off farm employment and income to support farm households.

Policy E7: Maintain an adequate inventory of suitable sites for business and industrial expansion.

E7.1 Encourage local jurisdictions to carefully evaluate the potential market for industrial development prior to purchasing land and improving industrial parks and sites.

E7.2 Thorough consideration should be given to the physical characteristics of a potential industrial park or site including its proximity and serviceability by streets, highways and utilities.

E7.3 Where there is a high degree of uncertainty regarding site demand, communities should plan for utility extensions, but minimize investments until there is a commitment by the prospective tenant to build on the site.

E7.4 Potential large-scale industrial sites should be identified and an assessment made of potential demand and development costs.

Policy E8: Develop and maintain the public facilities necessary to support economic development and sustain community growth.

E8.1 Encourage communities to adopt capital improvement programs to address facility needs with local financial resources.

E8.2 Identify deficiencies in state and federal financial assistance programs for sewer or water programs and propose corrective actions.

Policy E9: Build and maintain a safe, efficient transportation system.

E9.1 Encourage local jurisdictions to participate in state and regional transportation programs and project reviews to ensure representation of local development interests.

E9.2 Promote implementation of the Corridors 2020 Highway Improvement Plan to facilitate movement of goods and services within the region and the state.

Policy E10: Maintain a quality living environment for residents of the region.

E10.1 Encourage local governments to work with civic groups and similar organizations to promote the development of cultural facilities and events.

E10.2 Encourage communities to develop programs aimed at improving their appearance and image.

E10.3 Promote the adoption of environmental regulations that enable continued development of the region while protecting the air, water and soil resources of the region. Conserve historic and archeological resources.

E10.4 Encourage local jurisdictions to adopt zoning ordinances and other land use controls to limit sprawl development and minimize the conversion of productive farmland to other uses.

E10.5 Encourage the development of park and recreational facilities to meet the recreational needs of all segments of the region's population.

Implementation

The principal roles and responsibilities for implementing housing policy are set out below.

Policy	Mechanism	Lead Role	Support Role
E1: Facilitate the expansion of existing businesses and encourage establish-ment of new business.	Partnerships between local jurisdictions and businesses/industry leaders Provision of necessary infrastructure and incentives Understanding and support of suppliers for existing businesses	Local jurisdictions Chamber of Commerce(s) Economic Development Corporations	WI Dept. of Revenue Other business/community groups RPCs

E2: Expand local economies through the attraction of new businesses.	Marketing efforts/incentives Monitor spin – off companies in existing industries	Local jurisdictions Chamber of Commerce(s) Economic Development Corporations	Other business/community groups RPCs
E3: Provide adequate financing for business development.	Low interest loans, Revolving Loan Funds (RLFs), Venture Capital, development of angel networks	Local public and private lending institutions State/National funding grants /loans	US/Wisconsin Dept. of Commerce RPCs
E4: Create new jobs and diversify local economies by expanding retail trade, service sector and tourism.	Marketing Efforts Land use and recreational/tourism planning	Local jurisdictions Tourism and Convention Bureaus	Wisconsin Dept. of Tourism, Commerce RPCs
E5: Provide job training to maintain a skilled competitive workforce.	Partnerships between businesses and educational institutions State workforce recruitment efforts	Local workforce development boards	WI Dept. of Workforce Development WI Dept. of Commerce
E6: Facilitate agricultural diversification and stabilize the farm economy.	Incentives to farmers to stay in farming Land use planning Stewardship Programs	Local/state/national farming policies	USDA WI Dept. of Revenue
E7: Maintain an inventory of suitable sites for business and industrial expansion.	Inventory placed on a website Marketing materials	Local jurisdictions Chamber of Commerce(s)	Forward Wisconsin RPCs
E8: Develop and maintain public facilities to support economic development and sustain community growth.	Develop/maintain Capital Improvement Plans for infrastructure Restrictive covenants/zoning to minimize negative environmental impacts	Local jurisdictions	RPCs US/WI Commerce WI Dept. of Revenue
E9: Build and maintain a safe, efficient transportation system.	Transportation and land use planning	Local jurisdictions MPO/RPCs Wis DOT	US/Wis DOT
E10: Maintain a quality living environment for residents of the region.	Sustainable economic development planning Make cultural and recreational amenities important to improve quality of place for potential/current workforce	Local jurisdictions Chamber of Commerce(s)	WI. Commerce RPCs

Policy Integration

Quality of life is a key economic success factor. There is recognition in the economic development policy advocated by East Central of the interrelationship between transportation, land use, housing and economic development. In addition, there is a large degree of overlap with the agricultural, natural and cultural resources element (farm diversification) and the community facilities element.

Preliminary Analysis

The major economic challenges facing the region include an aging population; increasing globalization of industry and the marketplace; the need for diversification in the rural economy: particularly, the need to tap the tourism potential and; the poor fit between the employment opportunities available and available labor force skills. The latter relates specifically to the need to attract more professional and skilled job opportunities that pay a good living wage.

The economic development goals, objectives and policies have not changed dramatically over time; nevertheless, some specific issues have changed in importance and relevance. For example, there was a greater emphasis placed upon energy conservation in the 1970' and 1980's. In addition, there has been a substantial change in the attitude towards tourism. Initially tourism was regarded as a negative factor that interfered with the aim of preserving agricultural land and the essence of rural Wisconsin. Today, however, the promotion of tourism is regarded as an important element in the diversification of the rural economy.

The concept of sustainable development has not yet been addressed in East Central's policy documents. While there is recognition of the need to weigh economic, environmental and social considerations in the balance – this may need to be made more explicit. Sustainable development could provide a framework within which a new regional policy could develop. It will be important to provide some guidance on resolving the inevitable tensions between economic growth, environmental quality and social inclusion. We will need to consider how this has been achieved elsewhere in terms of best practice. Specifically, there is a need for policy guidance that balances immediate economic growth and employment needs against longer-term sustainability, competitiveness and growth. In addition, there seems to be a need to address what sustainable development means for the rural areas.

The economic development goals, objectives and policies as outlined do not appear to be linked to a strategic spatial strategy. In other words, while they are generally applicable to the region they do not seem to be linked to sub regional issues or characteristics. In fact it could probably be argued that the goals, objectives and policies as presented are somewhat text book, sufficiently general as to be applicable to any developed area. The shift away from a spatial strategy seemed to occur in 1993. The 1992 OEDP was the last one to contain a spatial strategy referring to the region, Fox Cities, Oshkosh, Fond du Lac, larger outlying communities, smaller communities and rural areas. While it has already been agreed that the regional plan will be a conceptual, framework document, it will need to be determined whether it may be appropriate, and to what extent it should include a strategic spatial element.

It seems that the real emphasis in producing the annual CEDS report is on providing up-to-date statistics including the industrial site index and reviewing the previous year's program rather than on an evaluation of substantive policy issues and whether or not there is a need for policy redirection. The next major review, due in 2003, should provide the opportunity to undertake a substantive review of the policy issues.

The format of the CEDS report provides a good example of one way we could structure the regional plan. There is a clear relationship between goals, objectives and strategies. There is an explicit link between the analysis of the region's economy and the programs and projects to be undertaken in local communities. While the relationship between urban and rural planning in other policy areas seems to be somewhat problematic: the CEDS provides an example of how this has been addressed successfully.

Guiding Principles

The following issues are among those that should be taken into account in the development of an updated regional comprehensive policy for economic development.

- Competitiveness – need to maintain the region's large manufacturing base, develop some form of alternative industry, and maintain the quality of life.

- Sustainability – achieve a balance between short term economic growth and long term environmental quality.

- Flexibility – recognize that economic change is occurring at a rapid rate and ensure that policies are flexible without expediency giving way to irreversible environmental damage.

- Revitalization of central business districts – the corollary of urban sprawl has been the demise of main-street and downtown areas, there is a need to promote the vitality and viability of such districts.

- Diversification of the rural economy – promote diversification on the farm as well as promote the introduction of new industries.

- Promotion of regional tourism - identify regional tourist attractions.

- Promotion of a regional industrial site – identify an appropriate site(s).

- Maintenance and improvement in quality of life – this is the key in terms of being able to attract and keep a highly skilled workforce.

In deciding to retain or develop new policies, there will be a need to consider the implementation table; what the policy is, what are the mechanisms for implementation and what organization(s) are in the lead and support roles.

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CHAPTER 3: HOUSING

Introduction

A historical context exists for the Commission's role in planning and policy development in this arena and is helpful in understanding the Commission's current activities. A series of 5 reports published during the late 1970's comprise the housing plan for East Central.

Housing Plan

Perspective on Housing (1978)

Housing Characteristics (1978)

Government Assisted Housing (1977)	New Housing (1978)	Housing Conservation (1977)

Other significant documents include Housing Discrimination (1978) and Residential Development Policies (1992 and 2000). In 1999, the Commission published a Guide to Housing Providers and Services within the East Central Region.

East Central's current housing plan dates from the late 1970's and was designed to be a guide to decision making for local jurisdictions as well as the Commission.

Goals and Policies

For a 30-year period East Central's overall goal has been to establish a process of identifying and meeting the housing needs of the residents of the region. Specifically, to encourage adequate housing suitable to the needs and within the means of all residents in the region and to promote convenient, safe, and aesthetic living environments.

Five specific policies are outlined. These focus respectively on choice, preservation and rehabilitation, co-operation, co-ordination, and commitment:

Policy H1: Ensure availability and choice in housing.

H1.1 Facilitate the private sector provision of a wide range of housing.

H1.2 Pursue housing subsidies.

H1.3 Avoid undue concentrations by type and price of housing both within and between communities.

H1.4 Determine the needs and preferences of those requiring assisted housing.

Policy H2: Promote preservation and rehabilitation of the existing housing stock.

H2.1 Support property assessment and taxation policies that minimize the negative effects on rehabilitation efforts.

H2.2 Ensure that the improvement and maintenance of existing neighborhoods are given priority in land-use and transportation decisions.

H2.3 Encourage local government to be actively involved in rehabilitation, code enforcement, and public investment programs in older neighborhoods.

Policy H3: Promote co-operation between the public and private sector.

H3.1 Involve public and private institutions in housing.

H3.2 Make available an adequate supply of land for residential development.

H3.3 Use public facilities to guide community development and not to deliberately increase the cost of housing or restrict its overall expansion.

H3.4 Eliminate excessive or out of date regulations.

H3.5 Incorporate new approaches for development into sub-division and other land use regulations.

Policy H4: Promote co-ordination among local governments.

H4.1 Recognize that housing choices in any particular jurisdiction generally should be in proportion to the age groups, family structure, income level, and employment characteristics currently present or expected to be present in that jurisdiction.

H4.2 All local jurisdictions should share in the responsibility for meeting low and moderate income housing needs.

H4.3 Promote the establishment of formal mechanisms for the co-ordination of housing efforts in the region.

Policy H5: Promote commitment by local government:

H5.1 Encourage local government to avail of federal funding to meet the housing needs of those of low or moderate income.

Implementation

The principal roles and responsibilities for implementing housing policy are set out below.

Policy	Mechanism	Lead Role	Support Role
H1: Ensure availability and choice in housing	Zoning Incentives for developers Needs Assessments	County/MCD Housing Authorities	ECWRPC, WHEDA, County, Housing Authorities, UW-Ext, DOA Division of Housing, Non-Profits
H2: Promote preservation and rehabilitation of the existing housing stock	Designated target areas Designated historic areas Preservation districts Rehabilitation grants Neighborhood tax credits Building Inspections Education and training	County/MCD Neighborhood Associations, Housing Associations	ECWRPC, state/local historical societies, UW-Ext, non-profits, Economic / for profits, Development Corporations, HUD, local businesses, Housing Authorities, USDA Rural Development
H3: Promote cooperation between the public and private sector	Determine projected needs, identify working models, Develop Regional housing network	ECWRPC, UW-Ext, WHEDA	Local housing authorities, Advocate Groups, non-profits, HUD, DOA
H4: Promote co-ordination among local governments	Updating zoning and building codes, promote regionalism: regional organizations and funding mechanisms	MCD/County ECWRPC, UW-Ext, Existing regional bodies: FCHC, FEEDP, Shawano	ECWRPC, UW-Ext, DOA Division of Housing
H5: Promote commitment by local government	Education, Application and administrative assistance, Needs identification	ECWRPC, UW-Ext, WHEDA, CAP agencies, County/local government	HUD ECWRPC, WHEDA, USDA Rural Development, Advocate groups, Housing authorities

Policy Integration

The future development of housing policy will need to take place in tandem with policies for economic development, transportation, community and public facilities, environmental quality, and land use. It will be particularly important to relate land availability for housing development to the broad spatial pattern of employment, to demand for public services and the need for infrastructure.

Preliminary Analysis

East Central has not been particularly active in respect of housing policy over the last 20 years. This seems to have been due largely to major budget cuts in the mid-1980's, which resulted in the loss of the Housing Planner. However, within the past three to four years, as the issue of affordable housing has come to the fore, many jurisdictions and non-profit organizations have requested that East Central take a more active role. Staff has spent time preparing reports on residential policies and sitting on committees that focus on the provision of affordable housing.

A preliminary analysis suggests that there may be some shortfalls in the impact of current housing policy. For example, while Policy H:1 is aimed at ensuring availability

and choice in housing, the reality seems to be that, at the local level, developers and builders find it difficult to get permission to build multi-family or low-income housing. It also seems as though there may be some inherent contradictions in current East Central housing policy. For example, while Policy H:1.3 is aimed at avoiding undue concentrations by type and price of housing both within and between communities, the imposition of certain restrictions, such as minimum lot size as well as certain sub-division codes would appear, whether intended or not, to have the opposite impact.

It seems that the East Central housing policies could be improved upon by being somewhat more specific. For example, consider the policy which states that the private sector should be given both the flexibility and support necessary to provide a wide range of housing. The question is what does this really mean? There appears to be a need to go beyond generic statements and look at specific incentives, restrictions, programs, etc. while taking a realistic view of the role of East Central.

The fact that the major policy initiative of the mid – 1990's focused more or less exclusively on the Fox Cities, Oshkosh and Fond du Lac urban areas also needs to be redressed. For example, while there is detailed policy guidance on residential densities in urban areas, and to a lesser extent on development in the rural areas of the overall urban area, the outlying rural areas have been largely neglected.

Guiding Principles

The following issues are among those that will need to be taken into account in the development of an updated regional comprehensive policy for housing.

- Ensuring that a decent quality of housing can be made available to all the households likely to require accommodation in the region by the year 2020.

- Encouraging the provision of an appropriate range of sizes, types and tenure of housing.

- Recognizing and supporting the contribution that existing stock can make in meeting the housing need / demand.

- Specifying the distribution of land required for additional housing.

- Determining the housing needs of the region and providing guidance on how these needs should be met from land within existing urban areas, perhaps establishing targets for the use of brownfield / infill sites.

- Upgrading and improving the environment, services, and existing housing so as to provide attractive living conditions and a good quality of life.

- Considering the need for, and methods to restrict growth on prime farmland.

- Encouraging good quality design.

- Setting targets for the provision of affordable housing and researching how they may be achieved.

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CHAPTER 4: TRANSPORTATION

Introduction

A historical context exists for the Commission's role in planning and policy development in this arena and is helpful in understanding the Commission's current activities. East Central has a strong tradition of transportation planning, especially in the urbanized areas. A large number of transportation studies have been completed during the 30-year history of the Commission. Key policies for transportation are found in the seven publications below.

Transportation Plan

Long-Range Transportation / Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas: Issue Identification (1994)	Long-Range Transportation / Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas: Goals, Policies and Objectives (1995)	Long-Range Transportation / Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas: Addendum (1996)
	Transportation Goals and Objectives (1982)	
Transportation Goals and Objectives for the Fox Valley Area Transportation Study: (1973)	Transportation Characteristics in the Region (1978)	New Directions for Growth and Development: Transportation (1978)

Goals and Policies

The overall goal for the regional transportation program is to achieve a safe, efficient, and environmentally sound transportation system that provides personal mobility for all segments of the population and supports the economy of the region.

Eight specific policy areas are outlined. These focus on integrated planning, effectiveness for all residents, efficient street and highway system, safety, minimum environmental disruption, the relationship with land use planning, energy conservation, and multi-modal interaction.

Policy T1: Integrate the transportation program with other functional elements of comprehensive planning in recognition of the fact that the primary objective of a transportation system is to connect or relate activity locations.

> **TI.1** The existing transportation system should be continually evaluated, deficiencies identified and solutions proposed in keeping with comprehensive planning goals and objectives.
>
> **T1.2** The transportation system should be planned in support of current land use and desired patterns of future development.

T1.3 All proposals and changes, considered in the comprehensive planning program, should be constructively reviewed in terms of their impact on the transportation system.

T1.4 Local citizens should be formally involved in the transportation planning process.

T1.5 Compatibility should be promoted among local, regional, and state transportation policies and plans.

T1.6 Compatibility should be promoted between public and private transportation services.

Policy T2: Plan for the travel needs of the region's population through consideration of the capabilities and preferences of all population subgroups and in so doing determine the relative effectiveness of various system alternatives.

T2.1 At least a minimum level of transportation should be provided to all persons residing in the region.

T2.2 Methodologies should be employed capable of comparing the effectiveness of investments in alternative networks and modes.

T2.3 Subsidy programs should be considered to meet the needs of the economically disadvantaged.

Policy T3: To provide a street and highway system which, together with other transportation facilities, will meet short and long-range needs, interests, and objectives of the region's citizens in a cost-effective manner.

T3.1 The highway system should be designed to adequately accommodate projected future highway travel growth and the potential modal choices necessary for the efficient movement of goods and people.

T3.2 Development of new or expanded highway corridors should only be considered after a determination that alternative transportation modes cannot address the need to:

a. Alleviate significant safety hazards
b. Relieve communities of heavy through traffic burdens
c. Alleviate traffic congestion
d. Conserve energy in highway use
e. Stimulate economic development
f. Provide a framework for future planned land use

T3.3 A community's development plan should incorporate all proposed future principal and minor arterial streets within their existing and "extraterritorial powers" jurisdictions.

T3.4 Street and highway design standards should be based on functional class criteria set forth in WisDOT's *Design Manual*.

T3.5 Community development regulations allowing private streets should require right-of-way and design standards consistent with WisDOT's *Design Manual* for local streets.

T3.6 Adequate financial resources for upkeep and renewal of existing highways to prevent accelerated deterioration should be a high priority in the budget process.

T3.7 Low-cost improvements such as channelization, signalization, removal of parking, etc. should be the first measure considered in maintaining an adequate level of service on highway facilities.

T3.8 Regulations concerning the use of highways should be strictly enforced, including those that prevent the deterioration of structures and the highway surface.

T3.9 Appropriate access control measures should be established for existing and future routes functionally classified or proposed as principal or minor arterials.

Policy T4: Reduce the potential for traffic accidents and provide for safe transportation throughout the region.

T4.1 The level of access control should be appropriate to the function of the highway.

T4.2 Vehicle conflicts should be reduced through roadway and intersection design, which are appropriate for the desired level of service.

T4.3 Accident-producing facility deficiencies should be accorded a high priority for correction.

T4.4 Design standards should be adequate for the legal speeds, sizes, and weights of vehicles.

T4.5 Appropriate marking, signing, and protection devices should be installed where justified by design speed and accident exposure rate.

T4.6 Safe speed limits and laws dealing with drunk driving should be strictly enforced and new strategies for dealing with these problems should be explored.

T4.7 The strictest possible safety regulations should be employed near transportation-related construction sites.

T4.8 Driver education programs should be designed not only to train new drivers but also to improve the techniques of present drivers.

T4.9 Educational programs should be expanded to include pedestrian, motorcycle and bicycle safety and the safe use of public transportation.

T4.10 Railway and highway grade crossings should be eliminated in high traffic areas and properly signalized in other areas.

T4.11 Harbors and other navigable waters should be clearly marked and lighted where appropriate.

T4.12 To ensure safe movement of hazardous material, infrastructure improvements should conform to guidelines set by local emergency services and state and federal regulations.

Policy T5: Encourage development of a transportation system that minimizes environmental disruption and strives to maintain a quality environment.

T5.1 Required federal and state environmental impact statements and assessments for transportation facilities should be carefully reviewed on the local and regional levels.

T5.2 Care should be taken to protect historic or visually pleasing buildings and scenic, historic, scientific and cultural sites when constructing new or improving existing transportation facilities.

T5.3 The location of roadways through environmentally sensitive areas should be minimized.

T5.4 Transportation facilities should be designed to be aesthetically pleasing and sensitive to the natural landscape, incorporating such amenities as boulevards, berms and attractive landscaping on major arterials in urban areas and minimizing unsightly views such as junkyards, billboards, and strip commercial development in more rural areas.

T5.4 Natural vegetation should be encouraged along roadsides to protect wildlife, reduce the use of herbicides, and cut maintenance costs.

T5.6 Transportation facilities should be located and designed to minimize exposure of people to harmful and/or annoying air, water, or noise pollution levels.

T5.7 Air pollution should be minimized through efficient traffic control measures and through encouragement of transit, bicycle, and pedestrian travel.

T5.8 Air quality should be monitored to ensure that motor vehicles, including air and water craft, do not exceed the exhaust emission standards set by the Environmental Protection Agency.

T5.9 All transport related sewerage and other facilities should be constructed and maintained so that their contribution to water pollution will be minimized and will meet appropriate water quality standards.

T5.10 Natural water depths should be used to the maximum extent possible to avoid unnecessary dredging. Where dredging is necessary, disposal sites should be planned and located consistent with state solid waste disposal regulations and/or disposed of in a nuisance-free and aesthetic manner.

T5.11 National noise standards should be used to ensure that residential areas, schools, or other places with high concentrations of people are not exposed to harmful levels of noise from transportation facilities.

Policy T6: To develop a transportation system compatible with existing and future land use patterns.

T6.1 The proper use of land adjacent to highways should be maximized by coordinating street and highway planning with land development.

T6.2 The relative accessibility provided by the highway system should be preserved in comprehensive plans with development being encouraged in areas with a higher level of accessibility.

T6.3 The total amount of land used for roadways should be minimized and multiple use of right-of-ways should be encouraged.

T6.4 The disruption and dislocation of neighborhoods, households, businesses, industries and public and institutional buildings by construction of new or reconstruction of existing transportation facilities should be minimized.

T6.5 Penetration of neighborhood units by arterial streets and highways should be avoided except where it can be demonstrated that the proposed location and design will improve the ability of the area to function effectively.

T6.6 Location of new or relocation of existing transportation facilities in or through recreational facilities and historic, scenic, or cultural sites should be avoided wherever possible.

T6.7 When constructing or improving roadways, prime farmland should be preserved wherever possible.

T6.8 Transportation facilities should be designed to promote compact development. New transportation facilities should not be extended for new subdivisions until existing subdivisions are fully developed.

T6.9 Right-of-ways for proposed transportation facilities should be reserved to minimize disruption of future development.

Policy T7: Provide a transportation system that recognizes energy supply uncertainties and promotes the conservation of energy resources.

T7.1 Promote ridesharing programs with major employers or employment centers within the urbanized areas.

T7.2 Energy conservation should be promoted through efficient traffic control measures and through encouragement of transit, bicycle, and pedestrian travel.

T7.3 Alternative transportation modes with the capacity sufficient to serve, or be adjusted to serve, sudden increases in demand should be available.

Policy T8: Provide an integrated transportation system that enables best use of the capabilities of individual modes and modal combinations, including rail and trucking facilities, public transportation, bicycle and pedestrian travel and air transportation.

T8.1 Freight Transportation: To ensure that appropriate types and levels of freight transportation service are provided to the entire region.

T8.1.1 Common-carrier truck service should be provided to all areas of the region.

T8.1.2 Efficient truck routing should be oriented to the freeway, expressway and high-level arterial network to facilitate truck traffic and to reduce conflicts with autos.

T8.1.3 Joint terminals and common pick-up and delivery services should be encouraged where efficient and practical for the transport companies concerned.

T8.1.4 The location of truck and rail terminals should be determined cooperatively by public and private interests.

T8.1.5 Existing rail service should be maintained according to standards set forth in the Wisconsin Rail Plan.

T8.1.6 Air-freight service should be provided at all metropolitan and regional centers.

T8.2 Public Transportation: To develop public transportation into a viable alternative mode of transportation.

T8.2.1 Local governments should recognize public transportation as a basic public service.

T8.2.2 Public transportation should be provided in all urban areas using delivery systems appropriate to the density of development. Delivery

systems include both fixed-route and demand-responsive services employing various sized buses, vans, and taxis.

T8.2.3 Local governments should promote land use patterns and site design standards that can be efficiently served by public transportation.

T8.2.4 Public transportation should be related to travel patterns within an urban area.

T8.2.5 At a minimum, public transportation should meet the mobility needs of the transit dependent.

T8.2.6 Public transportation should provide a level of service that is safe, convenient, comfortable, and affordable.

T8.2.7 Funding and organizational mechanisms for public transportation should be based on principles of equity and reflect the interconnectivity of jurisdictions within and between urban areas.

T8.2.8 Transportation services should be coordinated to increase efficiency and avoid overlap and duplication of service. Coordination should encompass public and private transportation services and include such travel demand management programs as ride-sharing, employee van pools, subsidized transit passes, park and ride lots, etc.

T8.2.9 Inter-city public transportation should serve all populous areas of the region.

T8.3 Bicycle and Pedestrian Travel: To create a physical and cultural environment which encourages travel by foot or bicycle by making these modes of transportation safe, convenient, and attractive alternatives to motorized travel through the provision of adequate accommodations, education and enforcement, and more compact land use patterns.

T8.3.1 A network of suitable on- and off-road routes should be developed which provide linkage between important origins and destinations and interconnect with other modes of transportation.

T8.3.2 Conflicts between motor vehicles and bicycles and pedestrians should be minimized.

T8.3.3 Bicycle and pedestrian-related improvements should be integrated into the planning, design, and construction of all appropriate highway and street improvement projects.

T8.3.4 Facilities and amenities which make bicycling and walking more attractive alternatives to the motor vehicle should be provided at destinations.

T8.3.5 Actions, activities, and incentives, which encourage increased walking and bicycling for transportation purposes, should be promoted.

T8.3.6 Efforts to increase community awareness of bicycle and pedestrian safety issues should be undertaken.

T8.3.7 Enforcement of "rules of the road" which pertain to safe bicycling and walking should be increased.

T8.3.8 Efforts to alert motorists to the presence of bicyclists and pedestrians on designated routes should be undertaken.

T8.3.9 Compact and mixed land use should be encouraged to increase opportunities for bicycling and walking.

T8.3.10 New development should be encouraged to integrate the bicycle and pedestrian modes of transportation.

T8.3.11 Natural and man-made corridors should be utilized for bicycle/pedestrian trails.

T8.3.12 Adopt maintenance practices to preserve bikeways and walkways in a smooth, clean and safe condition.

T8.3.13 Provide uniform signing and marking of all bikeways and walkways throughout the Fox Cities region.

T8.4 Air Transportation: To provide and maintain a safe air transportation system to serve regional development patterns and to meet travel and freight service demands of the region.

T8.4.1 An airport system should be maintained to provide an adequate level of service to existing and anticipated patterns of development, especially areas of population concentration and activities, which generate significant travel demands throughout the region.

T8.4.2 Each airport in the region should be designed to conform to the standards and provide the type of service indicated by its classification in the Wisconsin Airport Systems Plan.

T8.4.3 Master plans should be prepared for all airports in the region included in the Wisconsin Airport System plan.

T8.4.4 A zoning ordinance should be adopted for every airport in the region to ensure compatible uses adjacent to each airport.

T8.4.5 Airports should cause minimal disruption of the environment and natural resource base.

T8.4.6 Noise exposure forecast criteria should be considered when developing areas surrounding airports.

T8.4.7 Priority should be given to maintaining existing airport facilities in a safe condition before constructing new facilities.

T8.4.8 Land proposed for new airports or expansion of existing airports should be reserved as soon as possible.

T8.4.9 The airport system should be integrated with other major transportation modes.

T8.4.10 Adequate parking areas should be maintained at all airports in the region.

Implementation

The mechanisms by which transportation policies are implemented as well as an indication of those organization(s) playing lead and support roles are set out below.

Policy	Mechanism	Lead Role	Support Role
T1: Integrate the transportation system with other functional elements.	Comprehensive plans	RPCs & MPOs Local governments	WisDOT, USDOT
T2: Plan for the travel needs of all the region's population and determine the effectiveness of various alternatives.	Coordination of transportation programs Travel surveys	RPCs and MPOs Local governments Counties	WisDOT, USDOT
T3: Provide a street and highway system to meet short and long-range needs.	Transportation models and other analysis tools Appropriate funding levels to maintain the existing system and meet future needs	RPCs & MPOs USDOT, WisDOT	WisDOT, USDOT
T4: Reduce the potential for traffic accidents.	Corridor planning Operational studies Operational improvements	WisDOT Local governments	RPCs WisDOT/RPCs & MPOs
T5: Encourage development of a transportation system that minimizes environmental disruption.	Environmental impact studies for major projects	WisDOT	WDNR
T6: Develop a transportation system compatible with	Comprehensive planning Local ordinances and	Local governments	RPCs & MPOs

existing and future land use patterns.	site plan review		
T7: Provide a transportation system that promotes conservation of energy resources	Advancement of technology in fuel efficiency Provision of alternative modes Traffic flow optimization	Private industry Local governments	USDOT RPCs & MPOs, WisDOT, USDOT
T8: Provide an integrated transport system that enables best use of individual modes and modal combinations.	Incentives to make all projects multimodal Funding programs for alternative mode development Local programming	RPCs & MPOs, USDOT; WisDOT Local governments	RPCs & MPOs, USDOT; WisDOT

Policy Integration

It is widely recognized and accepted that there are real benefits to be gained, economic, social, and environmental, by integrating land-use and transportation planning. A viable transportation system is an integral element in the vitality of the region's economic strength as well as a major determinant of quality of life issues for its residents.

Preliminary Analysis

Generally, regional transportation policies are reflective of federal and state initiatives. The Transportation Equity Act for the 21st Century (TEA-21) is the overriding legislation, which sets out all federal transportation funding programs and the planning requirements of those programs. State guidance is provided in the Wisconsin Transportation Plan, which is comprised of 6 separate modal plans.

East Central recognized in the early 1980's that the urban transportation system did not exist in isolation from the rest of the region and that there was a need to review the initial goals and objectives to ensure inclusion of rural as well as urban issues. For the most part the revised objectives were aimed at providing policies for reconciling the public's need for mobility with conflicting social, environmental and energy conservation interests. The revised goals and objectives then guided the transportation planning process until the mid-1990s.

In the review and reevaluation conducted in 1995 most transportation policies were found to be still valid. The principal area of change occurred in policies designed to facilitate the attainment of particular objectives: an efficient street and highway network and three of the modes facilitating the multi-modal interaction: freight, transit and bicycle/pedestrian facilities.

This initial review of current policy suggests that greater attention may need to be given to the interrelationship between urban and rural transportation policies. The development of urban–type land uses, away from urban centers and at lower densities, has blurred the traditional distinction between urban and rural transportation activity.

Guiding Principles

The following issues are among those that will need to be taken into account in the development of an updated regional comprehensive policy for transportation.

- The effect of land use development patterns on the transportation system (sprawl leading to increased capacity).
- The effect of the transportation system on land use development patterns (increased capacity generating sprawl).
- Meeting the travel needs of all the region's residents.
- Functional expectations and performance measures for the transportation system.
- The effects of an aging population on travel needs in the future.
- Minimizing the impact of transportation on the environment.
- Identifying projects of regional significance.
- Ensuring adequate funding.

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CHAPTER 5: UTILITIES AND COMMUNITY FACILITIES

Introduction

A historical context exists for the Commission's role in planning and policy development in this arena and is helpful in understanding the Commission's current activities. A series of reports completed in the 1990s and updated in 2000 contain information pertinent to East Central's goals and policies for utilities and public facilities. The Commission's policies in relation to utilities and public facilities are geared toward the Fox Cities, Oshkosh, and Fond du Lac urban areas and are actually defined as urban services. Urban services have been divided into four categories: infrastructure, environment, health and human safety services, and social services.

Earlier references to utilities and public facilities may be found in the Urban Service Area – Land Use Projections and Delineation of Future Growth Areas. Also relevant are the annual OEDP / CEDS Reports as well as the series of twenty-six Sewer Service Area Plans, which are developed, updated and administered by East Central under contract with the Wisconsin Department of Natural Resources (WDNR).

Utilities and Community Facilities Policies

Sewer Service Area
Amendment & Update Process
(2001)

Long Range Transportation / Land Use Plan: Fox Cities, Oshkosh and Fond du Lac Urban Areas

Issue Identification	Goals Objectives and Policies	Addendum
1994	1995	1996 and 2000

New Directions for Growth and Development
1978

Urban Service Area
(1977)

Goals and Policies

The overall goal, updated to take account of recent legislation, such as Comm 83, is to promote the provision of public services in an efficient, environmentally sound, and socially responsible manner.

Policy CF1: Promote economical public facilities.

CF1.1 Maximize the use of existing public facilities in the allocation of future urban growth.

CF1.2 Encourage the design of new and upgraded utility facilities with capacities sufficient to respond to current demand levels and to the additional demand generated by planned development.

CF1.3 Provide a full range of urban services to urban development areas.

CF1.4 Minimize the costs of providing urban services through higher density development.

CF1.5 Stage major infrastructure extensions to coincide with community growth rates.

CF1.6 Extend utilities serving individual developments consistent with community water and waste water system plans.

CF1.7 Co-ordinate the provision of public facilities and services, with the location and timing of new development.

Policy CF2: Foster cooperation and coordination in the provision of services where, efficiency, equity and economies of scale can be obtained.

CF2.1 Discourage overlapping urban service areas, facility and system capacities and service capabilities.

CF2.2 Discourage the proliferation of major public infrastructure facilities.

CF2.3 Promote inter-municipal agreements for the provision of joint service.

CF2.4 Encourage uniform facility design and service standards for multiple jurisdiction development areas.

Policy CF3: Promote economy and equity in the delivery of urban services.

CF3.1 Direct the cost of extending infrastructure and services to those directly benefiting.

CF3.2 Promote cost recovery methods for local jurisdictions to address growth and development expenditures.

CF3.3 Adopt mechanisms for extracting fees for off-site improvements necessitated by large scale developments.

CF3.4 Encourage less reliance on the property tax and increased use of alternative revenue systems to finance necessary services.

CF3.5 Ensure all rural and urban local units of government have the opportunity to obtain technical information and assistance necessary to finance, evaluate, and provide public services more economically.

Policy CF4: Promote sanitary sewerage systems that will effectively and economically serve urban development.

CF4.1 Minimize the number of wastewater treatment plants to avoid duplication of facilities, institute economies of scale, and lessen environmental degradation.

CF4.2 Provide reasonable sized sewerage systems for urban development areas.

CF4.3 Stage the sizing and construction of sanitary sewerage systems to encourage lower capital investment and greater flexibility.

CF4.4 Provide sanitary sewerage service to existing development whenever it is the most cost effective alternative for addressing failing on-site disposal systems.

CF4.5 Utilize gravity flow sanitary sewer and interceptor systems whenever it is cost effective for long term development needs.

Policy CF5: Employ a comprehensive management approach for solid and organic wastes.

CF5.1 Reduce the amount of solid waste generated by households, business and industry.

CF5.2 Recycle solid waste as an alternative raw material for construction, manufacturing, and energy production.

CF5.3 Use organic wastes as soil amendments.

CF5.4 Centralize waste disposal operations and facilities where economically feasible.

CF5.5 Provide cost-effective waste management systems that are consistent with development and water and air quality regulations.

CF5.6 Manage on-site waste disposal systems to minimize adverse land use, environmental, and public health impacts.

CF 5.7 Reduce health threats from toxic substances in the environment.

Policy 6: Provide adequate facilities for a wide range of recreational activity compatible to the people and resources of the region.

CF6.1 Facilitate coordination between neighboring jurisdictions for development of parks and recreation facilities and linkages.

CF6.2 Preserve future parks and open space areas so that suitable and adequate land will be available to provide active and passive recreational opportunities as growth occurs.

CF6.3 Develop facilities which can provide multi-seasonal recreational opportunities.

CF6.4 Optimize the use of existing recreational facilities.

CF6.5 Avoid duplicative recreational facilities and programs.

CF6.6 Maximize grants and funding assistance in the acquisition and development of recreational facilities.

CF6.7 Encourage municipalities and school districts to cooperate in the development of community recreational and playground facilities.

CF6.8 Encourage the development of the county park system to complement recreational opportunities available in local parks.

CF 6.9 Encourage municipalities to establish capital funding and other parkland dedication methods to provide for future recreational needs.

Implementation

The principal mechanisms and roles and responsibilities for implementing public facilities policies are outlined below.

Policy	Mechanism	Lead Role	Support Role
CF1: Provide efficient and economical public services to urban development	• NR-121 Sewer Service Area Plans; • 208 WQM Reviews • County & Local Land Use Plans & Implementation • WI State Energy Plan • Capital Improvement Programs	• WDNR • ECWRPC • Public Service Commission	• Counties • Local Government • Special Units of Government - Utility Districts - Sanitary Districts/ MSDs • Industry
CF2: Foster cooperation and coordination in the provision of services where efficiency, equity and economies of scale can be obtained.	• NR-121 Sewer Service Area Plans; • 208 WQM Reviews • County & Local Land Use Plans & Implementation Tools • WI State Energy Plan • Capital Improvement Programs • Municipal Agreements	• WDNR • ECWRPC • Public Service Commission • Municipalities	• Counties • Local Governments • Special Units of Government - Utility Districts - Sanitary Districts/ MSDs • Industry • Local Departments
CF3: Promote economy and equity in the delivery of urban services.	• NR-121 Sewer Service Area Plans; • 208 WQM Reviews • County & Local Land Use Plans & Implementation Tools	• WDNR • ECWRPC • Public Service Commission	• Counties • Local Government • Special Units of Government - Utility Districts - Sanitary Districts/

	• State Energy Plan • Capital Improvement Programs		MSDs • Industry
CF4: Promote sanitary sewerage systems that will effectively and economically serve urban development.	• NR-121 Sewer Service Area Plans; • 208 WQM Reviews • Capital Improvement Programs	• WDNR • ECWRPC	• Counties • Local Government • Special Units of Government - Utility Districts - Sanitary Districts/ MSDs • Industry
CF5: Employ a comprehensive management approach for solid and organic wastes	• Solid Waste Administrative Codes (NR-500 Series) • County Solid Waste Plans	• WDNR	• Counties
CF6: Provide adequate facilities for a range of recreational activity.	(Cross-reference Cultural and Natural Resources) • State Recreation Plan • State Stewardship Fund • Regional Recreation Plan • County & Local Rec Plan Recreation Plans	• Local Governments • WDNR	• ECWRPC

In addition to the urban service policies outlined above, East Central also provides detailed recommendations on the level and degree of essential services to be provided. The thresholds and standards are summarized in three exhibits which contain the Residential Density Standard Matrices (Parts A and B) and the Levels of Service for Commercial and Industrial Development Matrix (See Appendix B). The matrices are based on the growth management and urban service delivery goals and policies. The data contained in the matrices are applicable to the urban planning area only.

There are three land use development tiers: high, medium, and low density.

- The high density definition designates those jurisdictions or portions of a jurisdiction that meet density standards of three or more residential units per gross acre (high density), provide all essential urban services, and continue to plan new development at the appropriate density levels.

- The medium density definition identifies those jurisdictions or portions of a jurisdictions where the residential density standards range between 1.0 and 2.99 units per acre, and where essential urban services are provided for all development where density is greater than 1.0 and where new development is planned at 2.0 or greater.

- The low density definition distinguishes those jurisdictions or portions of a jurisdiction where the residential density factor is less than 1, where essential urban services are not necessarily provided, and where development is limited.

Policy Integration

A well developed infrastructure of community facilities, such as water and sewer facilities, utilities and solid waste disposal sites, is a basic requirement for economic development. Support services and facilities, such as health, police and fire protection and educational and recreational opportunities are crucial in determining an area's attractiveness as a place to live, work and play. The future development of policy on the provision of utility and public facilities will, therefore, need to take place in tandem with policies for economic development, transportation, housing and the environment.

Preliminary Policy Analysis

The progression from a general policy statement to the provision of specific and detailed advice on how communities might implement the public facilities policy provides a good example of best practice that could usefully serve as a model that could be adopted in respect of all other policy areas. There are two main advantages: the advice is more useful for local communities and it begins to be possible to measure performance.

In the recent comprehensive planning legislation, the utilities and community facilities element has been defined as to include: sanitary sewer service, storm water management, water supply, solid waste disposal, on-site waste water treatment, recycling, parks, telecommunications facilities, power generating plants and transmission lines, cemeteries, health care facilities, child care facilities, libraries, schools, and other governmental facilities. On comparing current policy with this definition of community and public facilities it becomes apparent that there are specific policy areas, which will require East Central to either extend current or develop a completely new policy position. New policies will be required for telecommunications, power generating plants, and transmission lines.

There will be a need to determine the role that East Central can legitimately play in relation to the provision of public services which the Commission has not been historically involved with, particularly social services, such as, nursing homes.

In terms of public facilities there has in the past been a focus on the urban and urbanizing areas. As development pressures increase in our rural areas this imbalance that will need to be addressed, not least because recent local planning efforts by East Central highlight clearly that the preservation of rural character is a major priority.

Guiding Principles

The following issues are among those that will need to be taken into account in the development of an updated regional comprehensive policy for utility and public facilities.

- Recognizing that restrictions on development need to be founded on sound planning merits rather than strictly on technological advances and industry desires.

- Accepting that water is an increasingly scarce resource and that there is a need to avoid development that poses unacceptable risk to the quality and quantity of groundwater.

- Encouraging development in locations where the necessary sewerage infrastructure will be available or can be provided at an acceptable economic and environmental cost.

- Recognizing the limits of cost-effective service provision in terms of growth patterns, amounts, and densities.

- Recognizing that waste disposal is an integral part of the infrastructure scheme and that nearly every land use activity generates waste.

- Acknowledging that cooperative service provision could ultimately result in more cost-effective service provision.

- Generating and accommodating new regulations and higher government standards for service provision.

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CHAPTER 6: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

Introduction

This element, as defined within the comprehensive planning legislation, includes conservation and effective management of agricultural, natural and cultural resources. Natural resources include ground and surface water quality, air quality, environmentally sensitive areas - floodplains, wetlands, stream corridors, and woodlands, - wildlife habitat, threatened and endangered species, energy, and metallic and non-metallic mineral resources. In addition, it includes consideration of recreational resources such as open space, as well as historical and cultural resources, and community design.

Given the breadth of these issues, it is hardly surprising that the relevant goals, objectives and policies are found in a number East Central's publications. A historical context exists for the Commission's role in planning and policy development in this arena and is helpful in understanding the Commission's current activities. In the late 1970s, three reports were completed that comprised the Environmental Management Plan for the region: Managing the Environment-Goals and Objectives (1977), Environmental Characteristics (1978), New Directions for Growth and Development (1978).

The Outdoor Recreation and Open Space Plan (1977) contains relevant policies on meeting the region's recreational needs as well as on protecting, conserving and enhancing its natural, historical and cultural resources. Also of relevance in this particular context are a number of reports that focus specifically on snow-mobiling, bicycling, and access to the region's lakes.

The Fox Cities and Oshkosh Sewer Service Area Plans (1979, 1985, 1990, and 1997) contain relevant material on the identification of Environmentally Sensitive Areas that should be preserved. Environmentally Sensitive Areas apply to all sewer service area plans.

The OEDP (now CEDS) as highlighted in Chapter 2, contains relevant policies on agriculture.

Finally, the Long Range Transportation and Land-Use Plans (1997, 1996, 1995, and 1994), referred to in Chapter 4, contain relevant policies on protecting the environment and managing natural resources in an ecologically sound manner. Also outlined are policies on providing sufficient open space to meet the recreational needs of all residents while protecting and preserving the natural and cultural resources.

Goals and Policies

The overall goal in respect of this element is to protect the environment and manage natural, cultural and historic resources in an ecologically sound manner so as to provide a safe, healthy and attractive environment for present and future residents of the region.

Policy AG1: Preserve land suitable for the production of food and fiber to meet present and future needs.

AG1.1 Land best suited for agriculture (or forestry) should be preserved for these uses or in other uses which enable the land to be readily converted back to agricultural (or forestry) production.

AG1.2 Ecologically sound and economically feasible farm (and forestry) management practices that preserve soil productivity and minimize soil loss should be encouraged.

AG1.3 Soil should be recognized as one of the basic and most important resources and programs to preserve and improve productivity and wise use consistent with soil type should be developed and promoted. Priority should be given to the preservation of Class I, II and III soils.

Policy NR1: Improve and protect surface and groundwater quality.

NR1.1 The quality and supply of groundwater should be protected as the principal source of water supply and water conservation programs should be encouraged.

NR1.2 The use of natural drainage patterns and measures should be promoted to enhance water quality.

NR1.3 Wetlands should be preserved as an essential component of the hydrologic system.

NR1.4 The risk of groundwater contamination should be reduced in aquifer recharge areas.

NR1.5 Lakeshore and stream-bank erosion should be minimized.

NR1.6 Construction site erosion should be controlled and urban storm-water runoff reduced.

NR1.7 Non-point source pollution abatement programs should be supported.

NR1.8 The adverse water quality impacts of agricultural runoff should be minimized.

Policy NR2: Improve or maintain high air quality throughout east central Wisconsin.

NR2.1 Air pollution abatement programs and air quality regulations should be supported.

NR2.2 Geographically coordinated abatement strategies should be encouraged.

NR2.3 The public should be provided with information on air quality programs and specific air quality problems.

NR2.4 The increased use of transportation modes that are more efficient and environmentally sound than the private automobile should be encouraged.

NR2.5 Noise pollution should be reduced and noise sources isolated.

Policy NR3: Preserve and protect environmentally sensitive areas and promote the linkage of these areas into environmental corridors.

NR3.1 The natural environment should be recognized as an integrated system of interacting and finite land, water and air resources. The focus should be on protecting the health and stability of this system.

NR3.2 Shoreland, floodplain and wetland areas should be protected as essential components of the hydrologic system and their scenic and recreational value preserved.

NR3.3 The disturbance of environmentally sensitive areas by utilities and transportation facilities construction should be minimized.

NR3.4 Critical natural areas should be preserved and protected from development and other adverse impacts.

NR3.5 Adjacent land uses, which adversely impact sensitive areas, should be restricted or mitigated.

NR3.6 The interrelationship of adjacent landscape types should be recognized to avoid dividing the natural units or breaking important linkages.

Policy NR4: Manage wildlife and wildlife habitat in a manner that maintains ecological stability and diversity and considers social and economic impacts.

NR4.1 The diversity and population of plant and wildlife species should be maintained and increased.

NR4.2 Critical habitat areas for endangered and rare species should be preserved and enhanced.

NR4.3 Wildlife habitat such as hedgerows, woodlots and natural areas should be protected and expanded.

NR4.4 Adequate public access to hunting and fishing areas should be provided.

NR4.5 Responsible public use of private land should be encouraged.

NR4.6 Wildlife and plant populations should be managed in ways that do not impose undue financial loss to individual property owners.

NR4.7 Plant and animal preserves used specifically for educational and observational purposes should be maintained and expanded.

Policy NR5: Protect metallic and non-metallic mineral deposit sites.

NR5.1 Areas with valuable extractive resources such as sand, gravel, stone or metals should be identified and reserved for future use.

NR5.2 Extractive activities should be regulated to minimize their impacts on surrounding uses.

NR5.3 Lands used for extractive purposes should be reclaimed for outdoor recreation, open space, or other compatible uses.

Policy NR6 Provide sufficient public open space to meet the active and passive recreational needs of both urban and rural residents on a year round basis in a cost effective manner, while protecting and preserving the region's natural and cultural resources.

NR6.1 Recreational facilities should be provided to address the level of activity participation, facility deficiencies and aesthetic needs of the community.

NR6.2 Park sites (including two regional park facilities) to serve the local and area-wide needs of the community should be located and developed.

NR6.3 Safe, convenient and adequate access to all (parks) and recreation areas should be provided.

NR6.4 All municipalities should be encouraged to participate in the development of comprehensive (park) and open space plans.

NR6.5 Future (parks) and open space areas should be preserved so that suitable and adequate land will be available to provide active and passive recreational opportunities as growth occurs.

NR6.6 Opportunities should be identified for developing a network of recreational trails (bike, canoe, cross-country ski, nature study and snowmobile) along highly attractive environmental corridors, natural waterways, and transportation rights-of-way to link major recreational facilities and residential areas.

NR6.7 Significant natural areas should be preserved as public open space.

NR6.8 Public access and use within environmental corridors and drainage ways should be promoted

Policy NR7: Promote individual communities and the region as a whole as an attractive place to live, work, and play

NR7.1 Scenic areas should be preserved and landscaping and other site development requirements strengthened to promote community beautification.

NR7.2 Additional billboard proliferation should be prevented, their placement controlled and a phase-out program promoted.

NR7.3 Community tree planting programs on street terraces and public areas should be promoted.

NR7.4 Waterfront areas should be preserved and redeveloped to promote greater public recreational use.

NR7.5 Scenic easements to protect important viewsheds should be acquired.

Policy CR1: Preserve areas of unique natural, historical, and cultural significance or unusual beauty for public use and enjoyment.

CR1.1 All significant preservation areas should be identified and mapped (Priority 1 and Priority 2 preservation areas were identified in the Outdoor Recreation and Open Space Plan of 1977)

CR1.2 Unique areas of cultural significance should be protected by minimizing the impact of individual development proposals.

Implementation

The mechanisms by which agricultural, natural and cultural resources are implemented, as well as an indication of those organization(s) playing lead and support roles are set out below.

Policy	Mechanism	Lead Role	Support Role
AG1: Preserve land suitable for production of food and fiber.	Farmland Tax Credit Conservation Reserve Program. Comp. Planning.	DOR USDA DOA	RPCs Counties MCDs
NR1: Improve and protect surface and groundwater quality.	NR-121.	WDNR DATCP	RPCs Counties MCDs
NR2: Improve or maintain air quality.	NR-411		
NR3: Preserve and protect Environmentally Sensitive Areas.	NR-121. Local and County Ordinances	WDNR	RPCs Counties MCDs
NR4: Preserve and Promote wildlife and wildlife habitat.	NR-27.	USF&W WDNR	RPCs Counties MCDs

NR5: Protect non-metallic mining sites.	NR-135.	WDNR	RPCs Counties MCDs
NR6: Provide recreational and open space facilities.	Local ordinances County ordinances State Stewardship Fund	MCDs Counties WDNR	RPCs
NR7: Preserve community-character and promote design.	Main Street Program Local Ordinances	WDOC MCDs	RPCs
CR1: Preserve areas of cultural and historic significance.	Local comp plans Zoning ordinances Historic Preservation Ordinances Historic Rehabilitation Tax Credit.	Local jurisdictions Historic Preservation Commissions	RPCs DNR EPA Landowners and developers

Policy Integration

Given the breadth of issues that fall within this element there will be considerable overlap between the future policies developed for this area and those developed for economic development, transportation, community facilities, and land use. For example, agriculture is an important natural, economic and cultural resource within the region. The natural resources of the region, not only enabled the initial settlement and development, but now years later, still provide the basic needs: food, water, power and raw materials. Natural resources also act as both a physical constraint on development, as well as a commodity that enhances quality of life by providing recreational and social opportunities. While the preservation of cultural resources may at first glance seem to have little to do with managing new growth and development, the reuse of an historic building uses the existing infrastructure, roads, sewers, utilities and public services. In addition, historic buildings are generally located in higher density, pedestrian friendly mixed use neighborhoods thereby reducing reliance on automobile transportation.

Preliminary Analysis

This element covers a wide range of issues. Current goals, objectives and policies relating to two East Central functional areas are amalgamated into this one element: environment and open space and recreation. In addition, community design, and agricultural, historic, and cultural resources also fall within this category. As mentioned above, policies on these issues are found in a wide range of documents.

It is not immediately apparent which policies have region wide application, and what is specifically rural or urban. The update of East Central's policies conducted in the-mid 90s focused on urban and urbanizing areas – although many of the policies seem equally applicable to rural areas. This imbalance was addressed, to a certain extent, in the Addendum to the Long Range Plan, which addressed rural policy matters as they pertained to the rural areas of the overall urban area.

As with other elements – namely housing and economic development the issue of how to deal with urban / rural policy comes to the fore. Options include providing an overall

strategic spatial strategy in an introductory section of the regional plan to address proposed settlement patterns in urban and rural areas. Alternatively, this issue may need to be addressed in the context of each element.

The policies as written for agricultural, natural, and cultural resources are quite general. It may be that we will need to consider how to develop policies that achieve a better balance between generality and specificity, which may make them more useful in a practical sense of achieving results on the ground. Two possibilities exist: first, we could consider adopting the format of the goals, objectives and policies as presented in the sewer service area plans – especially the updated addendum where the emphasis is on providing specific advice to local communities. Second, it seems that we need to give some more thought to developing a process for prioritization. For example, are all wetlands equal or are some more critical than others. Perhaps we could consider moving toward a set of criteria for determining what "critical capital" is. In other words, how do we determine a process by which priorities can be ranked and then establish a set of policies for ensuring the preservation and protection of what has been identified as the region's critical capital.

To date agriculture and forestry/woodlands policy has been combined. East Central will need to consider whether the issues that arise from both are sufficiently similar to merit the continuation of a combined policy.

East Central's policy position on certain issues still needs to be determined. To date there hasn't been a substantial policy position on threatened and endangered species, woodland/forestry, energy, or community design. Also, East Central policy on historical and cultural resources has been limited to date. Given the emphasis on promoting tourism in the region, East Central may need to reconsider its current position on meeting non-resident demand for recreation.

Guiding Principles

- The major challenges facing the region include the loss of prime farmland and other areas of environmental significance, such as woodlands and wetlands, to urban sprawl. In addition, there is a need to identify and protect the region's historical and cultural resources, such as, historic buildings, archaeological sites, and geological features resulting from the ice age. The region has lost many of its scenic and cultural landmarks. The vulnerability of natural and historic assets and the irreplaceable nature of many of them may merit the consideration of a high level of protection. It appears that we will need to consider the issue of conserving and enhancing local landscape character, and determining how the latter may be defined.

- It would appear that the principles of sustainable development could provide an underlying theme for the goals and policies within this element. While the focus in the past may have been on housing, economic development, and transport, it is now recognized that there is a two-way relationship: high quality environments are becoming more attractive to business investors. Environmental actions may well be critical in supporting strategic economic, housing and transport policy.

Sustainable development introduces a context within which we can start to weigh priorities in the balance.

- In this context we need to introduce or enhance the concept of the region's critical natural capital. What natural, cultural and historic resources within the region must be protected at all costs? What can be traded? And what do you accept can be let go?

- The importance of corridors and coherent networks should be emphasized.

- Consider the opportunities afforded by reclaiming mineral workings for the creation of wildlife/natural habitat. Generally need to strengthen policy on this issue.

CHAPTER 7: LAND USE

Introduction

A historical context exists for the Commission's role in planning and policy development in this arena and is helpful in understanding the Commission's current activities. East Central's land use policies are contained in a number of documents. Particularly relevant are those listed below.

Land Use Plan

Long Range Transportation / Land Use Plan for the Fox Cities, Oshkosh, and Fond du Lac Urban Areas:

Issue Identification (1994)	Goals, Objectives and Policies (1995)	Addendum (1996, 2000)

Fox Cities Sewer Service Area Plan (1992)

Managing the Environment: Goals and Objectives (1977)	New Directions for Growth and Development (1978)

Land use polices, as might be expected, pull together a number of the policies outlined in previous chapters. As pointed out in the *State of the Region Report (2003)*, our choices for housing type and location, transportation alternatives, as well as our decisions on employment locations, our recreational opportunities and the quality of our natural and man-made and natural environment are all woven together into the region's land use.

East Central's land use polices provide direction for and integrate a number its existing functional plans: growth management, urban service delivery, and environmental resources and open space. In comprehensive planning parlance, these are now referred to as the land use, community facilities, and natural resources elements respectively. As policies for community facilities and natural resources are presented in other chapters of this report, this chapter will focus primarily on, what, to date, have been referred to as growth management policies.

Goal and Policies

The current East Central land use goals and policies reflect the objectives adopted by East Central in 1976. The core focus, for the region as a whole, is on encouraging more centralized development patterns to avoid the problems associated with sprawling land use patterns: the loss of farmlands, woodlands, and wetlands, the high costs of providing urban services and the decline of the central business districts.

Policy LU1: Minimize the adverse environmental impacts of sprawl, as well as the costs of providing community services

LU1.1 Emphasize the importance of enhancing, maintaining, and revitalizing existing developed areas.

LU1.2 Scattered development in rural towns should be restricted.

LU1.3 New development should utilize the infrastructure of facilities and services that already exists in cities and villages throughout the region.

LU1.4 New development should be staged with the orderly provision of public services and facilities.

The remaining land use goals and policies relate specifically to the Fox Cities, Oshkosh and Fond du Lac urbanized areas, as well as provide guidance for the sewer service areas. The focus is on encouraging an orderly and planned pattern of community growth and development.

Policy LU2: Promote a balanced allocation of land areas to accommodate current and future urban development needs.

LU2.1 The supply of land allocated for urban development should approximate current and future needs as determined from projections, which have been developed in conjunction with adopted comprehensive or urban service area plans.

LU2.2 New urban development patterns should incorporate planned areas of mixed uses and higher density neighborhoods that are clustered and compatible with adjacent uses.

LU2.3 Work places, shopping centers, recreational facilities, and community facilities should be located to provide a mix of land uses for improved accessibility for residents.

LU2.4 Urban designs with higher density land use alternatives should be promoted.

Policy LU3: Promote planned urban communities which contain centralized, compact, contiguous and compatible urban development patterns.

LU3.1 Vacant developable lands within existing urban areas should first be infilled, then development staged outward from the existing development limits.

LU3.2 New subdivision development should be encouraged within existing urbanized areas or as an expansion of existing urban areas concurrent with the provision of necessary facilities and services.

LU3.3 The expansion of major commercial and industrial land use activities should be adjacent to existing areas or in areas designated for such development in adopted comprehensive plans.

LU3.4 Natural and man-made features, such as ridge lines, streams and major highways, should be considered in the expansion and staging of urban development.

LU3.5 Urban development should only take place in designated urban service areas.

LU3.6 Community development plan should be coordinated in muti-jurisdictional urban areas.

LU3.7 Urban sprawl in the form of unplanned development which is non-contiguous, low density, scattered and inefficiently served, should be discouraged.

Policy LU4: Promote urban development which is environmentally sound and compatible with the natural resource base.

LU4.1 Urban development should be directed to suitable land and discouraged on unsuitable land, such as floodplains, wetlands, prime agricultural soils, areas of high bedrock and ground water, steep slopes, prime wildlife habitat, unique scientific areas and areas of historical or archeological significance.

LU4.2 The development of environmentally sensitive areas should be discouraged.

LU4.3 Adverse impacts to surface water and ground water should be mitigated.

LU4.4 Designs and plans for new development should preserve open spaces for public use, complement the existing landscape, and conserve energy and natural resources.

LU4.5 Land reclamation should be required following extractive operations or other uses which significantly alter the land surface.

LU4.6 Urban redevelopment activities should weigh environmental, health and safety factors against associated costs and benefits.

Policy LU5: Promote urban development in an efficient and economical manner.

LU5.1 Urban development should be encouraged at densities adequate to sustain reasonable urban service costs.

LU5.2 Urban development should occur in areas served by adequate public facilities and services

LU5.3 A variety of types, prices and locations of housing should be provided to promote convenience, choice and affordability.

LU5.4 Development patterns and site designs that support multi-modal transportation should be encouraged.

LU5.5 Major commercial and industrial areas should be provided with readily accessible major transportation systems.

LU5.6 Community comprehensive plans should be adopted prior to the extension of urban services.

Policy LU6: Encourage urban development consistent with distinctive individual community character and identity.

LU6.1 A community's geographic amenities, physical development, architectural characteristics, cultural and historic attributes, and local desires in growth and development decisions should guide urban growth.

LU6.2 Desirable existing land uses should be preserved and protected and obsolete and deteriorating land uses should be removed.

LU6.3 Central business districts should be preserved and enhanced.

LU6 4 Greater attention should be focused on the use and preservation of urban water fronts.

Policy LU7: Prevent intermingling of urban and rural land uses, as well as promote rural development (within the urbanized area), which meets the needs of residents and landowners in a compatible, cost effective and environmentally sound manner.

LU7.1 Agricultural and open space characteristics of rural areas should be preserved.

LU7.2 Rural development should be limited to land with suitable physical characteristics and soils supporting conventional on-site sewage treatment systems.

LU7.3 Rural residential housing should be limited to dependent single lot use in agriculture and open space areas.

LU 7.4 Rural subdivision development should be limited to areas which do not negatively impact agricultural or open space uses and the provision of public services.

LU7.5 Rural subdivision development should be restricted in urban planning areas until long term urban services are provided.

Implementation

Policy	Mechanism	Lead Role	Support Role
LU1: Encourage a more centralized development pattern to minimize adverse effects of sprawl.	• Zoning and subdivision ordinances. • Policies for public services and utilities, especially roads and sanitary sewer. • Delineation of urban service areas.	• County/MCD • ECWRPC, MPO • ECWRPC, MPO	• ECWRPC, UWEX, nonprofits/ advocacy Groups • US DOT, WisDOT, DNR, County, MCD, utility district. • DNR, DOT, MCD, utility districts
LU2: Promote a balanced allocation of land to accommodate current and future urban development needs.	• Policies to promote efficient, cost effective land use • Policies to promote the maintenance and rehabilitation of existing infrastructure and buildings • Identify amount of land needed for greenfield development • Identify and promote infill and redevelopment opportunities • Designate staged growth areas	• ECWRPC, MPO • ECWRPC, DNR, DOT • County/MCD • County/MCD • County/MCD	• County/MCD, UWEX, nonprofits/advocacy groups, planning firms, developers • SHS, County/MCD, planning firms, economic development professionals, realtors • ECWRPC, DOR, DNR, realtors, economic development professionals, environmental firms, planning firms, engineering firms
LU3: Promote planned urban communities with centralized, compact, contiguous and compatible urban development patterns.	• Pedestrian/transit friendly policies • Policies to discourage low density, sprawl developments • Traditional Neighborhood Design Ordinances •	• ECWRPC, MPO • ECWRPC, MPO • County/MCD	• County/MCD, UWEX, nonprofits/advocacy groups, DOT, transit authorities, highway depts., developers • UWEX, ECWRPC, nonprofits/advocacy groups, DOA, planning firms
LU4: Promote urban development which is environmentally sound and compatible with the natural resource base.	• Sustainable development policies • Stewardship policies • Policies to protect sensitive and endangered natural resources	• ECWRPC, MPO • DNR • DNR, Corps of Engineers, EPA, ECWRPC	• County/MCD, UWEX, DNR, nonprofits/ advocacy groups, • County/MCD, planning firms, UWEX, nonprofits/ advocacy groups, NRCS
LU5: Promote urban development which is efficient and cost effective.	• Policies to discourage low density, sprawl development and promote efficient, cost effective land use • Policies for public services and utilities,	• ECWRPC, MPO	• County/MCD, UWEX, DNR, DOT, utility districts, transit authorities, public works depts., nonprofits/ advocacy groups, planning

	especially roads and sanitary sewer.		firms, engineering firms
LU6: Encourage urban development consistent with distinctive individual community character and identity.	• Policies to protect historical and cultural resources • Policies to promote locally owned businesses • Historic preservation ordinances • Traditional neighborhood ordinances	• ECWRPC • ECWRPC • County/MCD • County/MCD	• County/MCD, SHS, local cultural/historical societies, UWEX • UWEX, Chamber of Commerce, SBA, Dept. of Commerce • UWEX, SHS, ECWRPC, local historical groups, planning firms, neighborhood associations, developers
LU7: Prevent intermingling of rural and urban land uses and promote rural development which meets the needs of residents and landowners in a cost effective and environmentally sound manner.	• Policies to discourage low density, sprawl development • Policies for public services and utilities, especially roads and sanitary sewer • Policies to promote farming, fishing and forestry related populations and businesses • Programs to promote and protect rural based economic enterprises • Right to Farm and Farmland preservation ordinances	• ECWRPC, MPO • DATCAP, WHEDA, Dept. of Commerce, USDA • County/MCD, DATCAP	• County/MCD, UWEX, DNR, DOT, utility districts, transit authorities, public works depts., nonprofits/ advocacy groups, Farm Bureau, USDA Rural Development, WHEDA, planning firms, engineering firms • UWEX, County/MCD, Farm Bureau, SBA, Dept. of Commerce, Dept. of Tourism, ECWRPC • UWEX, Farm Bureau, ECWRPC, American Farmland Trust, planning firms

Policy Integration

Land use is the final policy area to be considered. Previous chapters have considered policies for economic development, housing, transportation, community facilities, and agricultural, natural and cultural resources. In many respects this chapter pulls together the various policies contained in the earlier chapters. Land use policy decisions, such as where to site a business or improving a highway, will have important impacts on several other areas, such as economic development, demand for housing growth, or protection of natural resources, such as air and water quality.

Preliminary Analysis

East Central's current land use policy is more or less completely focused on the Fox Cities, Oshkosh and Fond du Lac urbanized areas. In terms of updating our policy in the

context of the regional comprehensive planning process and given the increasing development pressures in the rural areas, it will be crucial to address this imbalance.

Guiding Principles

The following issues are among those that will need to be taken into account in the development of an updated regional comprehensive policy for land use.

- Balancing economic, environmental and aesthetic considerations.
- Addressing the conflicts that will arise given that the majority of future growth is expected to occur in the urban counties, which is where most of the region's more productive farmland is located.
- Promoting recognition of the relationship between the density of settlement and the amount and location of land consumed for housing, commercial and industrial uses and the cost of services.
- Promoting infill development and redevelopment.
- Promoting land use patterns that maximize the delivery of effective and efficient public services.
- Providing adequate protection of natural, cultural and agricultural resources, while accommodating the exurban and rural development pressures.
- Ensuring the economic vitality of the agricultural and forestry sectors in the context of a decrease in the amount of open space.
- Balancing the "right to farm" with the expectations of exurban residents.
- Reducing exurban and agricultural conflict issues.
- Balancing property rights between individuals and balancing property rights with broad community interests.
- Maintaining family farms in the face of increasing economic pressures and competition for land for other uses.
- Protecting water quality and quantity.
- Defining rural character, and putting measures in place to preserve it.

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CHAPTER 8: CONCLUSION AND NEXT STEPS

In conducting this policy review a number of key issues have come to the fore which will need to be taken into account as we update the policy framework and move forward in the regional comprehensive planning process.

These include:

- **Addressing Policy Contradictions:** It is inevitable that there will be tensions between different policy elements, for example, between economic growth, environmental quality and social inclusion. A number of contradictions within policy areas have also been identified. A key focus for East Central as it moves forward in the comprehensive planning process will be the identification of distinct contradictions within and between policy areas. East Central will need to ensure that inherent contradictions within its own polices are resolved in the process of updating policy. In addition, it will be important to consider best practice mechanisms for providing advice on processes that will facilitate and help local communities weigh the planning merits of development proposals in both the long and short term.

- **Achieving an Urban-Rural Balance:** Historically, East Central has focused more on policies for urban and urbanizing areas rather than on policies for rural areas. There are a number of reasons for this, including availability of funding. The Commission will, however, need to work to redress the imbalance, as rural areas come under increasing pressure. It is known from local planning efforts, for example, that preserving rural character is an issue of major concern to the citizens of the region. A possible model is provided by the early OEDP Reports that contained a spatial strategy referring to the region, Fox Cities, Oshkosh, Fond du Lac, larger outlying communities, smaller communities, and rural areas.

- **Policy Specificity:** There is a need to consider how to achieve a balance between proposing policies that are too general and proposing policies that are so specific that stakeholder buy-in becomes problematic. Factors that will need to be taken into account include the use of action oriented language, defining a timescale for implementation, and relating policies to specific areas within the region. A possible solution may be to adopt a two-stage approach: first, a policy framework that is general and second, supplementary detailed guidance and advice on implementation. The policies and advice on urban service delivery already provide a possible model. A series of policies exist on urban service delivery, which are supplemented by detailed guidance on threshold levels of service.

- **Identifying New Policy Areas.** East Central doesn't operate in a vacuum but is affected by what is happening at the international, national, and state levels. The Commission needs to be aware of new policy areas that are coming to the fore for the first time; one such area is telecoms. In addition, we need to be aware of current policy areas that perhaps need more attention – for example affordable housing and possibly energy conservation.

- **Policy Implementation.** One of the benefits of the policy implementation tables included in this report is the fact that for all policy areas the tables highlight the various organizations in the public, private, and not-for-profit sectors that are responsible for the implementation of current policies. As an advisory, non-implementing agency, it is critical that East Central consider the mechanisms through which it can help to facilitate implementation. There appear to be two main opportunities. First, to conduct a solid planning process that promotes buy-in from all stakeholders at every stage of that process. Second, to move toward a situation where counties and local governments might formally adopt the regional plan either in full or in part.

- **Measuring Performance.** In the past, the production of the plan document may have been regarded as the end of the process. It is now recognized that this should be considered as part of an ongoing process that includes implementation, monitoring and review. The question of how to judge the success of an organization that has no implementing authority is a difficult one, but one that has to be addressed. East Central will need to undertake research and look for examples of best practice on how it can move in the direction of developing performance indicators so that it can begin to measure whether and to what extent it is achieving its goals and objectives.

The Next Steps

Collating East Central planning policies in one document has numerous benefits. It has allowed us to clarify our existing policies. In addition, it has enabled us to begin to assess the strengths and weaknesses of those policies.

This report represents another building block in the regional comprehensive planning process. The Technical Advisory Committees (TACs), which are currently being established, will be able to use this report, *Milestone Report 1: State of the Region (2003)*, and the output from a series of regional focus groups and public information meetings, as they help staff to produce Milestone Report 2. The report on Issues/Opportunities and Visioning is scheduled for completion in October 2003 and will enable us to take the next step, updating East Central's goals and policies, which will be the focus of Milestone Report 3: Goals and Strategies for Action.

APPENDIX D – MILESTONE REPORT #2 – PUBLIC COMMENT SUMMARY

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6/23/03 – Village of Kimberly (Liberty Hall) Public Informational Mtg. Public Comments Received

COMMUNITY FACILITIES (KATHY THUNES)

- ◊ *Concern expressed about stormwater runoff with new development.*
- ◊ *Interested in the concept of shared utility corridors.*
- ◊ *Concern about adapting farmer's income and alternative energy. Wondered if farmers could use alternative energy sources such as wind farms to supplement income. Referred us to website www.mrea.org*
- ◊ *Although wind towers are known to be detrimental to birds, cell towers and towers with guy wires are also known to impact flying birds.*
- ◊ *Concern that land use impacts wells, therefore exercising sound land use practices is extremely important. Sprawl development with impervious surfaces reduces groundwater recharge and the water quality of lakes and rivers.*
- ◊ *Alternative energy sources are very important so that communities are not relying on one energy source.*

NATURAL RESOURCES (ERIC FOWLE)

V. Little Chute Board / Out. Co. Board member:

- ◊ *There is a need for more regional cooperation in stormwater management planning and implementation.*
- ◊ *Someone (EC?) needs to take the lead.*
- ◊ *Reviews of local SW plans by adjacent municipalities would be good.*

◊ *Better recognition of regional impacts of SW management (regional mapping of existing and proposed facilities might facilitate discussions and reduce duplication/improve cost-effectiveness*

◊ *SW ponds could be used as alternative water sources for watering lawns, etc.*

Mark Gabriel – Calumet Co. Board

◊ *Surprised at high levels of nitrates and bacteria in Cal. Co. vs. other areas of the region. This shows that the geology of the County (i.e. escarpment) is unique and needs to be treated differently in terms of land use / development. Would like to see more detailed information and analysis.*

Jim Evans – School District:

◊ *Concerns on number of empty commercial buildings (i.e. Kmart, etc.) and the continued development of 'greenfields' vs. re-development.*

◊ *Also a need for better aesthetics and design for commercial structures and areas.*

◊ *Wind towers are not totally green since there are aesthetic impacts as well as environmental. Mentioned that wind towers block the view shed and are dangerous to flying birds.*

◊ *Comm. 83 promotes sprawl because it opens land to development that otherwise would not be available such as wetlands, farmland, etc.*

◊ *Stormwater is a concern.*

LAND USE (FRED SCHARNKE)

Jerry Bougie, Winnebago County

◊ *Wondered if we were going to include a FUTURE land use plan and, if so, whether we planned to incorporate the proposed land use plans from communities/counties that have one.*

CULTURAL RESOURCES (ED KLECKNER)

Unidentified Individual

◊ *With regard to cultural resources we need to concern ourselves not just with the past (historical properties & events) but also with a focus on creating cultural resources for the future.*

◊ *Another person said she didn't see anything on our "how can we" list that she would take issue with. She thought we were on the right track.*

6/24/03 – City of Clintonville Public Informational Meeting
Public Comments Received

NATURAL RESOURCES (ERIC FOWLE)

Unidentified Individual

◊ *General concurrence with the 'regional' Natural Resource focus issues that we have chosen to examine.*

V. Big Falls President / T. Navarino Supervisor

◊ *Two small communities (Big Falls – Waup. Co., and Navarino – Out. Co.) had concerns on their future ability to deal with wastewater treatment problems. Currently all development utilizes private on-site systems (which are in relatively good shape right now), but IF a need ever arises for sewer, the costs would be unbearable for a community this size (V. Big Falls has a population of only 75 persons!). What options are available for small communities?*

Town Supervisor (T. Navarino):

◊ *Concerns regarding how wetland fill permits are issued and that not all projects (i.e. highway expansion vs. single-family home) are treated 'equally' and 'consistently'.*

◊ *Also concerns on financial impacts of DNR land ownership. T. Navarino has SIGNIFICANT amounts of DNR land and receives only about $8,000 per year in payments (in lieu of taxes). In comparison, this gentleman owns about 750 acres and pays $17,000 in taxes per year. High levels of recreational users (from out of the area) impact town roads and the DNR payments do not cover these costs.*

Pat Craig (Waupaca Co. Board Supervisor)

- ◊ *Agrees completely with the need to assess non-metallic mining issues within the region so that the politics can be removed from decision-making. Consistency in decision-making (i.e. siting) is also an issue. She further agreed that* an objective analysis of NM activities and identifying deposits for protection is needed. Information on all aspects of this topic need to be disseminated to counties and towns.

6/26/03 – City of Wautoma Public Informational Meeting
Public Comments Received

COMMUNITY FACILITIES (KATHY THUNES)

- ◊ *One person said that in his town, there are no town parks because the town refuses to accept the liability.*

- ◊ *Another person said that he lives on a lake in Waushara County that has a dam. This dam is privately owned and that the person who owns it has tried to sell it but that no one buy it. The DNR required this landowner to put up a bond in case repairs needed to be made. However, neither the DNR nor the other property owners on the lake would accept the ownership of this dam. Is it really the owner of the dam who solely benefits from this dam? What happens if it fails? Will the DNR allow this dam to be replaced?*

- ◊ *Telecommunications, electric and gas utilities have a real impact on property owners and the environment.*

- ◊ *There is a real lack of nursing homes in the area. In Waushara County there is only one nursing home, where will our aging population go?*

- ◊ *There are limited housing alternatives in Wautoma. This is a good thing because Waushara Industries in Wautoma hires disabled citizens. Low income workers need an affordable place to live.*

- ◊ *Concern was expressed that people come to Waushara County to enjoy the outdoors, outdoor activities and the rural atmosphere. If too many people move here, the resources that originally brought people to this county will no longer exist. Possibly, there are too many people here already.*

APPENDIX E – ECONOMIC DEVELOPMENT PROGRAM LISTING

APPENDIX E – ECONOMIC DEVELOPMENT PROGRAM LISTING

East Central, as a service to its member units of government, can be contacted directly at (920) 751-4770 for information on various economic development programs and initiatives. East Central is a designated Economic Development District (EDD) which receives funding to assist communities within the region on project development opportunities. East Central receive this funding from, and is considered to be a direct link to, the federal Economic Development Administration (EDA). The following list of programs that apply in our region, and individual's contact information is provided below:

1. The **Wisconsin Department of Commerce (Commerce)** has a broad range of financial assistance programs to help communities undertake economic development. This quick reference guide identified these programs and selected programs from other agencies. COMMERCE maintains a network of Area Development Managers to offer customized services to each region of Wisconsin. For more information on Commerce's finance programs contact the Area Development Manager for your region (see last page).

2. The **Brownfields Initiative** provides grants to persons, businesses, local development organizations, and municipalities for environmental remediation activities for Brownfield sites where the owner is unknown, cannot be located or cannot meet the cleanup costs. Contact Jason Scott, 608/261-7714.

3. The **Community Development Block Grant (CDBG) Community-Based Economic Development (CBED) Program** is designed to promote local business development in economically-distressed areas. The program awards grants to community-based organizations for development and business assistance projects and to municipalities for economic development planning. The program helps community-based organizations plan, build, and create business and technology-based incubators, and can also capitalize an incubator tenant revolving-loan program. Contact Doug Thurlow, 608/266-7942.

4. The **CDBG Economic Development Program** provides grants to communities to loan to businesses for start-up, retention, and expansion projects based on the number of jobs created or retained. Communities can create community revolving loan funds from the loan repayments.

5. The **CDBG-Blight Elimination and Brownfield Redevelopment Program** can help small communities obtain money for environmental assessments and remediate Brownfield's. Contact Joe Leo, 608/267-0751.

6. The **CDBG-Emergency Grant Program** can help small communities repair or replace infrastructure that has suffered damages as a result of catastrophic events. Call 608/266-8934.

7. The **CDBG-Public Facilities** component helps eligible local governments upgrade community facilities, infrastructure, and utilities for the benefit of low – to moderate-income residents. Call 608/266-8934.

8. The **CDBG-Public Facilities for Economic Development** component offers grants to communities to provide infrastructure for a particular economic development project. Contact Joe Leo, 608/267-0751, or Dawn Zanto, 608/266-8525.

9. The **Community Development Zone Program** is a tax-benefit initiative designed to encourage private investment and job creation in economically-distressed areas. The program offers tax credits for creating new, full-time jobs, hiring disadvantaged workers and undertaking environmental remediation. Tax credits can be taken only on income generated by business activity in the zone. Call 608/267-3895.

10. The **Freight Railroad Preservation Program** provides grants to communities to purchase abandoned rail lines in the effort to continue freight rail service, preserve the opportunity for future rail service, and to rehabilitate facilities, such as tracks and bridges, on publicly-owned rail lines. Contact Ron Adams, Department of Transportation, 608/267-9284.

11. The **Freight Railroad Infrastructure Improvement Program** awards loans to businesses or communities wishing to rehabilitate rail lines, advance economic development, connect an industry to the national

railroad system, or to make improvements to enhance transportation efficiency, safety, and intermodal freight movement. Contact Ron Adams, Department of Transportation, 608/267-9284.

12. The **Health Care Provider Loan Assistance Program** provides repayment of educational loans up to $25,000 over a five-year period to physician assistants, nurse practitioner, and nurse midwives who agree to practice in medical-shortage areas in Wisconsin. The program is designed to help communities that have shortages of primary care providers and have difficulty recruiting providers to their area. Contact M. Jane Thomas, 608/267-3837.

13. The **Minority Business Development Fund – Revolving Loan Fund (RLF) Program** is designed to help capitalize RLFs administered by American Indian tribal governing bodies or local development corporations that target their loans to minority-owned businesses. The corporation must be at least 51-percent controlled and actively managed by minority-group members, and demonstrate the expertise and commitment to promote minority business development in a specific geographic area. Contact Mary Perich, 414/220-5367 or Bureau of Minority Business Development, 608/267-9550.

14. The **Physician Loan Assistance Program** provides repayment of medical school loans up to $50,000 over a five-year period to physicians who are willing to practice in medical-shortage areas in Wisconsin. The program is designed to help communities that have shortages of primary care physicians, and have had difficulty recruiting these physicians to their area. Contact M. Jane Thomas, 608/267-3837.

15. The **State Infrastructure Bank Program** is a revolving loan program that helps communities provides transportation infrastructure improvements to preserve, promote, and encourage economic development and/or to promote transportation efficiency, safety, and mobility. Loans obtained through SIB funding can be used in conjunction with other programs. Contact Dennis Leong, Department of Transportation, 608/266-9910.

16. **Tax Incremental Financing (TIF)** can help a municipality undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development project in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works.

17. The **Wisconsin Transportation Facilities Economic Assistance and Development Program** funds transportation facilities improvements (road, rail, harbor, airport) that are part of an economic development project. Contact Dennis W. Leong, Department of Transportation, 608/266-9910.

18. The **Recycling Demonstration Grant Program** helps businesses and local governing units fund waste reduction, reuse, and recycling pilot projects. Contact JoAnn Farnsworth, 608/267-7154, DNR.

19. The **Wisconsin Fund** provides grants to help small commercial businesses rehabilitate or replace their privately-owned sewage systems. Contact Jean Joyce, 608/267-7113.

Area Development Manager Contact

Wisconsin Department of Commerce area development managers assist business expansions, promote business retention, and help local development organizations in their respective territories. Area development managers (ADM) use their knowledge of federal, state, and regional resources to provide a variety of information to expanding or relocating firms. They also mobilize resources to help struggling businesses. Local economic development practitioners can turn to area development managers for assistance with long-term marketing and planning strategies.

Region 3: Dennis Russell 920/498-6302 dirussell@commerce.state.wi.us

OTHER FINANCE PROGRAM QUESTIONS? CALL 1-800-HELP BUSINESS

APPENDIX F – TOOLS AVAILABLE IN WISCONSIN TO PROTECT FARMLAND

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TOOLS AVAILABLE IN WISCONSIN TO PROTECT FARMLAND

(MATERIAL COMPLIED FROM THE AMERICAN FARMLAND TRUST INTERNET SITE AT http://www.farmland.org/)

Planning

A plan can form the foundation of a local farmland protection strategy by identifying areas to be protected for agricultural use and areas where growth will be encouraged.

Agricultural Protection Zoning (APZ)

Agricultural zoning can take various forms in Wisconsin. Agricultural zoning which establishes agricultural zones and specifies the uses which can be made within those zones is one type. Local governments have total flexibility to define these zones to provide for exclusive agricultural uses or to provide for some non-farm related uses. In addition, for communities that participate in the state's Farmland Preservation Program, state law specifies certain minimum requirements for planning and zoning to establish qualifying exclusive agricultural zones.

BENEFITS OF AGRICULTURAL PROTECTION ZONING

* APZ is an inexpensive way to protect large areas of agricultural land.
* By separating farms from non-agricultural land uses, APZ reduces the likelihood of conflicts between farmers and non-farming neighbors.
* APZ helps prevent suburban sprawl and reduces infrastructure costs.
* Compared to PACE and TDR programs, APZ can be implemented relatively quickly.
* APZ is easy to explain to the public because most landowners are familiar with zoning.
* APZ is flexible. If economic conditions change, the zoning can be modified as necessary.

DRAWBACKS OF AGRICULTURAL PROTECTION ZONING

* APZ is not permanent. Changes in APZ ordinances can open up large areas of agricultural land for development.
* APZ can reduce land values, which decreases farmers' equity in land. For this reason, farmers sometimes oppose APZ, making it difficult to enact.
* APZ may be difficult to monitor and enforce on a day-to-day basis.
* APZ ordinances do not protect agricultural land against annexation by municipalities.

Conservation Easements

Agricultural conservation easements are designed specifically to protect farmland. Grantors retain the right to use their land for farming, ranching and other purposes that do not interfere with or reduce agricultural viability. They hold title to their properties, and may restrict public access, sell, give or transfer their property, as they desire. Producers also remain eligible for any state or federal farm program for which they qualified before entering into the conservation agreement.

Conservation easements limit land to specific uses and thus protect it from development. These voluntary legal agreements are created between private landowners (grantors) and qualified land trusts, conservation organizations or government agencies (grantees). Grantors can receive federal tax benefits as a result of donating easements. Grantees are responsible for monitoring the land and enforcing the terms of the easements.

Easements may apply to entire parcels of land or to specific parts of a property. Most easements are permanent; term easements impose restrictions for a limited number of years. All conservation easements

legally bind future landowners. Land protected by conservation easements remains on the tax rolls and is privately owned and managed. While conservation easements limit development, they do not affect other private property rights.

Agricultural conservation easements are a flexible farmland protection tool. Private land trusts and other conservation organizations educate farmers about the tax benefits of donating easements, and state and local governments have developed programs to purchase agricultural conservation easements from landowners. In addition, agricultural conservation easements can be designed to protect other natural resources, such as wetlands and wildlife habitat.

BENEFITS OF CONSERVATION EASEMENTS

* Conservation easements permanently protect important farmland while keeping the land in private ownership and on local tax rolls.
* Conservation easements are flexible, and can be tailored to meet the needs of individual farmers and ranchers and unique properties.
* Conservation easements can provide farmers and ranchers with several tax benefits including income, estate, and property tax reductions.
* By reducing estate taxes purposes, conservation easements help farmers and ranchers transfer their operations to the next generation.

DRAWBACKS OF CONSERVATION EASEMENTS

* While conservation easements can prevent development of agricultural land, they do not ensure that the land will continue to be farmed.
* Agricultural conservation easements must be carefully drafted to ensure that the terms allow farmers and ranchers to adapt and expand their operations and farming practices to adjust to changing economic conditions.
* Donating an easement is not always a financially viable option for landowners.
* Monitoring and enforcing conservation easements requires a serious commitment on the part of the easement holder.
* Subsequent landowners are not always interested in upholding easement terms.
* Conservation easements do not offer protection from eminent domain. If land under easement is taken through eminent domain, both the landowner and the easement holder must be compensated.

Purchase of Agricultural Conservation Easement Programs

Purchase of agricultural conservation easement programs pay farmers to protect their land from development. PACE is known by a variety of other terms, the most common being purchase of development rights. Landowners sell agricultural conservation easements to a government agency or private conservation organization. The agency or organization usually pays them the difference between the value of the land for agriculture and the value of the land for its "highest and best use," which is generally residential or commercial development. Easement value is most often determined by professional appraisals, but may also be established through the use of a numerical scoring system which evaluates the suitability for agriculture of a piece of property.

PACE programs allow farmers to cash in a fair percentage of the equity in their land, thus creating a financially competitive alternative to selling land for non-agricultural uses. Permanent easements prevent development that would effectively foreclose he possibility of farming. Removing the development potential from farmland generally reduces its future market value. This may help facilitate farm transfer to the children of farmers and make the land more affordable to beginning farmers and others who want to buy it for agricultural purposes. PACE provides landowners with liquid capital that can enhance the economic viability of individual farming operations and help perpetuate family tenure on the land. Finally, PACE gives communities a way to share the costs of protecting agricultural land with farmers.

BENEFITS OF PURCHASE OF AGRICULTURAL EASEMENTS:
* PACE protects farmland permanently, while keeping it in private ownership.
* Participation in PACE programs is voluntary.
* PACE can be implemented by state or local governments, or by private organizations.
* PACE provides farmers with a financially competitive alternative to development, giving them cash to help address the economic challenges of farming in urban-influenced areas.
* PACE programs can protect ecological as well as agricultural resources.
* PACE limits the value of agricultural land, which helps to keep it affordable to farmers.
* PACE programs involve the non-farming public in farmland protection.

DRAWBACKS OF PURCHASE OF AGRICULTURAL EASEMENTS:
* PACE is expensive.
* PACE can rarely protect enough land to eliminate development pressure on unrestricted farms.
* PACE programs are generally unable to keep up with farmer demand to sell easements. This results in long waiting lists and missed opportunities to protect land.
* Purchasing easements is time-consuming.
* The voluntary nature of PACE programs means that some important agricultural lands are not protected.
* Monitoring and enforcing easements requires an ongoing investment of time and resources.

Transfer of Development Rights

Transfer of development rights programs allow landowners to transfer the right to develop one parcel of land to a different parcel of land. Generally established through local zoning ordinances, TDR programs can protect farmland by shifting development from agricultural areas to areas planned for growth. When the development rights are transferred from a piece of property, the land is restricted with a permanent agricultural conservation easement. Buying development rights generally allows landowners to build at a higher density than ordinarily permitted by the base zoning.

TDR programs also offer a potential solution to the political and legal problems that many communities face when they try to restrict development of farmland. Landowners often oppose agricultural protection zoning and other land use regulations because they can reduce equity. APZ can benefit farmers by preventing urbanization, but it may also reduce the fair market value of their land. When downzoning is combined with a TDR program, however, landowners can retain their equity by selling development rights.

BENEFITS OF TDRs
* TDR protects farmland permanently, while keeping it in private ownership.
* Participation in TDR programs is voluntary in the sense that landowners are never required to sell their development rights.
* TDR promotes orderly growth by concentrating development in areas with adequate public services.
* TDR programs allow landowners in agricultural protection zones to retain their equity without developing their land.
* TDR programs are market-driven-private parties pay to protect farmland, and more land is protected when development pressure is high.
* TDR programs can be designed to accomplish a variety of community goals in addition to farmland protection, including the protection of environmentally sensitive areas, the development of compact urban areas, the promotion of downtown commercial growth and the development of agricultural water supplies.

DRAWBACKS OF TDRs
* TDR programs are technically complicated and require a significant investment of time and staff resources to implement.
* TDR is an unfamiliar concept. A lengthy and extensive public education campaign is generally required to explain TDR to citizens.
* The pace of transactions depends on the private market for development rights. If the real estate market is depressed, few rights will be sold, and little land will be protected.

Right-to-Farm Laws

State right-to-farm laws are intended to protect farmers and ranchers from nuisance lawsuits.

Tax Relief

Circuit Breaker Tax Relief Credits: Wisconsin's farmland protection program falls within this category. It offers income tax credits in exchange for exclusive agricultural zoning.

Differential Assessment Laws: Wisconsin's new use value assessment law falls within this category. Under the law, agricultural land is assessed at its value for agriculture, instead of its full fair market value, which is generally higher.

BENEFITS OF TAX RELIEF LAWS
* Agricultural tax programs help farmers stay in business by lowering their expenses.
* Agricultural tax programs help correct inequities in the tax system.

DRAWBACKS OF TAX RELIEF LAWS
* Agricultural tax programs do not ensure long-term protection of farmland.
* Differential assessment programs often provide a subsidy to real estate speculators, who are keeping their land in agriculture pending development.

Cluster Development

Cluster zoning ordinances allow or require houses to be grouped close together on small lots to protect open land. The portion of the parcel that is not developed may be restricted by a conservation easement. Cluster subdivisions can keep land available for agricultural use, but generally they are not designed to support commercial agriculture.

Local Right-To-Farm Ordinances

Local governments around the nation are enacting their own right-to-farm laws to strengthen and clarify weak language in state laws. A local right-to-farm ordinance can serve as a formal policy statement that agriculture is a valuable part of the community Some require that a notice be placed on the deed to all properties in agricultural areas, cautioning potential buyers that they may experience noise, dust, odors and other inconveniences due to farming and ranching operations. Local ordinances help educate residents about the needs of commercial agriculture and reassure farmers that their communities support them.

SOME ADDITIONAL TOOLS USED IN OTHER STATES

Agricultural District Laws

Agricultural district laws allow farmers to form special areas where commercial agriculture is encouraged and protected. Programs are authorized by state legislatures and implemented at the local level. Sixteen states have enacted agricultural district laws. Each law provides a unique set of incentives. Common benefits of enrollment in a district include automatic eligibility for differential assessment, protection from eminent domain and municipal annexation, enhanced right-to-farm protection, exemption from special local tax assessments and eligibility for state PACE programs. Some agricultural district laws require farmers to sign agreements that prohibit development for the term of enrollment.

Executive Orders

Governors of at least 10 states have issued executive orders that document the importance of agriculture and farmland to their states' economy, environment and culture. Some executive orders direct state agencies to withhold funding from projects that would result in farmland conversion. By restricting the use of state funds for projects that would result in the loss of agricultural land, executive orders also can influence the actions of local governments. To the extent that they call attention to the problem of farmland conversion and facilitate discussion about solutions, executive orders can serve as a building block of a comprehensive farmland protection program.

State Growth Management Laws

Growth management laws are designed to control the timing and phasing of urban growth and to determine the types of land use that will be permitted at the local and regional levels. Eleven states have growth management statutes, but only Hawaii, Maryland, New Jersey, Oregon, Vermont and Washington address the issue of farmland conversion.

Mitigation Ordinances and Policies

Mitigation ordinances are a new farmland protection technique. In 1995, city officials in Davis, Calif., enacted an ordinance that requires developers to permanently protect one acre of farmland for every acre of agricultural land they convert to other uses. Generally, developers place an agricultural conservation easement on farmland in another part of the city, although mitigation may also be satisfied by paying a fee. While most of the regulatory farmland protection techniques restrict the property rights of farmers, the Davis mitigation ordinance makes developers pay for farmland protection.

OTHER STRATEGIES TO PROTECT FARMLAND AND SUPPORT AGRICULTURE

Competition for land is only one of the problems facing farmers and ranchers. Financial problems and the burden of complying with regulations are also significant challenges for commercial agricultural operations. Most farmers say the best way to protect farmland is to keep farming profitable. State and local governments have created a variety of marketing programs to support and enhance the economics of agriculture. Several states and a few local governments have developed programs that compensate farmers for protecting natural resources.

Source: American Farmland Trust, *Saving American Farmland: What Works* (Northampton, Mass., 1997).
Summarized by Brian W. Ohm, Department of Urban & Regional Planning, UW-Madison/Extension

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Best Practice Guidance on Agricultural Preservation

Wisconsin Materials

Wisconsin DATCP, *Planning for Agriculture in Wisconsin; a guide for local communities* (forthcoming).

Wisconsin DATCP, *Model Livestock Ordinances* (CAFOs) (forthcoming).

Program on Agricultural Technology Studies, land use publications, http://www.wisc.edu/pats/publuse.htm.

Other Materials

Web resources

American Farmland Trust, http://www.farmland.org/.

American Farmland Trust's Farmland Information Library, http://farm.fic.niu.edu/fic/home.html

Cornell and Penn State Extensions, *Agriculture Economic Development,* http://www.cardi.cornell.edu/cd_toolbox_2/tools.cfm; http://www.cdtoolbox.org

National Governor's Association, "Private Lands, Public Benefits: Principles for Advancing Working Lands Conservation", http://www.nga.org/center/divisions/1,1188,C_ISSUE_BRIEF^D_1519,00.html

USDA Economic Research Service, "Development at the Urban Fringe and Beyond: Impacts on Agriculture and Rural Land," http://www.ers.usda.gov/publications/aer803/

State of Minnesota, *CAFOs (Confined Animal Feeding Operations) various materials*, http://www.mnplan.state.mn.us/eqb/geis/2000/proposals.html

Penn State University, land use/sprawl, various materials, http://www.cas.nercrd.psu.edu/Land_use.htm.

Books/articles

American Farmland Trust, *Saving American Farmland: What Works* (Northampton, Mass., 1997).

Tom Daniels and Deborah Bowers, *Holding Our Ground: Protecting America's Farms and Farmland* (Washington, D.C., 1997)

PDR

Jeffrey G. Buckland, "The History and Use of Purchase of Development Rights in the United States," *Landscape and Urban Planning*, Vol 14, No. 3, pp. 237-252 (1987).

Robert E. Coughlin and Thomas Plaut, "Less-than-fee Acquisition for the Preservation of Open Space: Does it Work?" *Journal of the American Institute of Planners*, Vol. 44, No. 4, pp. 452-462 (1978).

Thomas L. Daniels, "The Purchase of Development Rights: Preserving Agricultural Land and Open Space," *Journal of the American Planning Association*, Vol. 57, No. 4, pp. 421-431 (Autumn 1991).

Jeffrey Kline & Dennis Wichelns, "Using Referendum Data to Characterize Public Support for Purchasing Development Rights to Farmland," *Land Economics*, Vol. 70, No. 2, pp. 223-233 (1994).

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Max J. Pfeffer and Mark B. Lapping, "Public and Farmer Support for Purchase of Development Rights in Metropolitan Northeast," *Journal of Soil and Water Conservation*, pp. 30-33 (January/February 1995).

Edward Thompson, Jr., "Purchase of Development Rights: Ultimate Tool for Farmland Preservation?" in Mark Dennison, ed., *Zoning and Planning Law Handbook*, pp. 55-72 (New York, 1990).

TDR

John J. Costonis, "Development Rights Transfer: An Exploratory Essay," *Yale Law Journal*, Vol. 83, No. 1, pp. 75-128 (1973).

John J. Costonis, *Space Adrift: Landmark Preservation and the Marketplace* (Urbana, Ill, 1974)

Donald Hagman & Dean Misczynski, *Windfall for Wipeouts* (Washington, D.C., 1978).

Robert A. Johnston & Mary E. Madison, "From Landmarks to Landscapes: A Review of Current Practices in the Transfer of Development Rights," *Journal of the American Planning Association*, Vol. 63, No. 3 (Summer 1997).

Richard J. Roddewig and Cheryl A. Inghram, *Transferable Development Rights Programs: TDRs and the Real Estate Marketplace*, Planners Advisory Service Report No. 401 (Chicago, Illinois, 1987).

Edward H. Ziegler, "The Transfer of Development Rights" (Parts 1 and 2), *Zoning and Planning Law Report*, Vol. 18, Nos. 8, pp. 61-66, and 9, pp. 69-74 (September and October 1995).

Edward H. Ziegler, "Transfer of Development Rights and Land Use Planning in the United States," *Liverpool Law Review*, Vol. 18, No. 2, pp. 147-166 (Summer 1996).

Saved By Development: Preserving Environmental Areas, Farmland and Historic Landmarks with Transfer of Development Rights, by Rick Pruetz (Arje Press, 1997), 436 pages.

Compiled by Brian W. Ohm
Department of Urban & Regional Planning
UW-Madison/Extension
2002-04-23

APPENDIX G – TMDL INFORMATION

Restoring Our Water Heritage

A TMDL: Creating a Better Future for the Lower Fox River and Green Bay

Wisconsin Department of Natural Resources

A Resource Worth Protecting

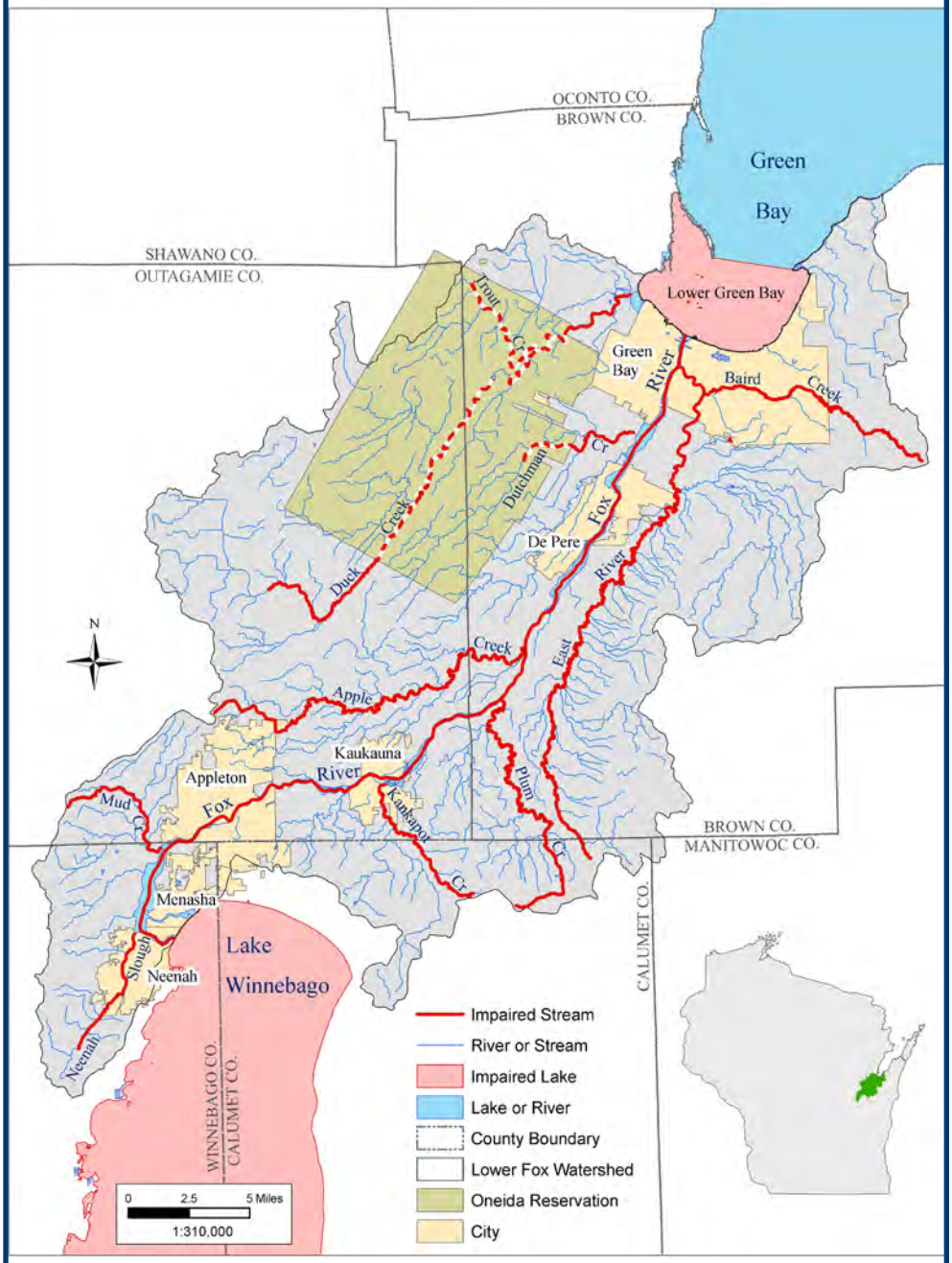
The Lower Fox River Basin and Green Bay are important environmental and economic resources for the state and the local community, contributing to our economic development and community character. People have long used the river and bay for transportation, commerce, energy, food, and recreation.

Situated on one of the major bird migration routes in North America, the Mississippi flyway, the Lower Fox River and Green Bay environment provides essential habitat for breeding and migratory birds. The terrestrial, wetland, and aquatic habitats in the basin support a wide diversity of songbirds, shorebirds, waterfowl, and birds of prey.

The river and bay also support a nationally known fishery. Green Bay is the largest freshwater estuary in the world; the bay itself is an inflow to Lake Michigan. The wetlands along Green Bay's west shore, as well as the wetlands lining the Lower Fox River that flows into Green Bay, provide critical fish spawning habitat for perch, northern, walleye and the elusive spotted musky.

The natural resources of the Lower Fox River Basin and Green Bay are critical to tourism and the local economy. The river and bay support popular recreational activities such as hiking, boating, fishing, snowmobiling, cross-country skiing, and ice fishing. Many local and state parks and wildlife areas are scattered throughout the basin. These areas provide opportunities to enjoy camping, trails, and hunting, and passive nature observation.

Map of the Lower Fox River Basin and Green Bay



The 638 square-mile Lower Fox River Basin is located in northeastern Wisconsin and encompasses the following counties: Brown, Calumet, Outagamie, Winnebago, and most of the Oneida Nation Reservation. The impaired waterbodies (colored in red on the map) include: Apple Creek, Baird Creek, Duck Creek, Dutchman Creek, East River, Fox River, Kankapot Creek, Mud Creek, Neenah Slough, Plum Creek, Trout Creek, Lower Green Bay.

Lower Fox River and Green Bay Pollutants and Impairments

The Lower Fox River Basin and Green Bay are impaired due to phosphorus, sediment, PCBs, and mercury. Remedial actions to address the human and ecological risks associated with PCBs in the sediment within the Fox River and Green Bay are currently being addressed through the Comprehensive Environmental Remediation and Liability Act. The focus of the actions described in this factsheet address excess phosphorus and sediment loading from the landscape accumulating in the river, the bay, and surrounding wetlands, damaging aquatic life and habitat.

Phosphorus is an essential plant nutrient that occurs in different forms throughout the environment. However, excess phosphorus in the basin increases the occurrence of unwanted algae blooms. Excessive algae growth severely depletes the supply of oxygen in the waterbodies of the Lower Fox River Basin and Green Bay, endangering fish and other aquatic life. Excess sediments in the river and bay reduce light availability to critical aquatic plants, restricting their ability to grow. Aquatic plants serve as vital habitat and food sources for fish, birds, frogs, turtles, insects, and other kinds of wildlife. They also produce life-giving oxygen, help stabilize bottom sediments, protect shorelines from erosion, and take up nutrients that would otherwise be available for nuisance algae growth. When aquatic plants die due to excess sediments in the river or bay, water quality is degraded.

Water quality in the Lower Fox River and Green Bay can be improved. Decreasing the amount of phosphorus and sediments entering the river and bay will reduce algae blooms, which will increase the amount of oxygen available for fish and other aquatic species. Further, reduced sediment in the bay will increase water clarity and light availability for aquatic plants. Greater water clarity and decreased algae blooms will increase the beauty of the river and bay, and provide the public with more recreational opportunities.

The TMDL Process: A Plan to Improve Water Quality in the Lower Fox River Basin and Green Bay

The Federal Clean Water Act requires states and authorized Tribes to identify and restore impaired waterbodies. A water body is “impaired” or polluted if it fails to meet applicable water quality standards. In Wisconsin, water quality standards are established by the Wisconsin Department of Natural Resources (DNR) and authorized tribes to protect and maintain a waterbody’s uses, such as drinking water supply, fishing, and swimming.

Several streams and rivers in the Lower Fox River Basin and Green Bay are impaired due to excess amounts of phosphorus and sediments. The sources of these pollutants include runoff from agricultural and urban areas and construction sites, degraded habitats, and municipal and industrial wastewater discharges. To improve water quality, a plan is being developed (also known as a Total Maximum Daily Load or TMDL) for the Lower Fox and Green Bay. Many of the basin’s wetlands are also impaired (but not listed as impaired waters) and will benefit from the TMDL process. Wetland restoration has the potential to provide the greatest benefit to overcoming degraded habitat for fish, waterfowl and other aquatic and terrestrial life in the basin.

Partners working on the TMDL plan include Wisconsin DNR, U.S. Environmental Protection Agency (EPA), U.S. Geological Survey, University of Wisconsin-Green Bay, University of Wisconsin-Extension, Green Bay Metropolitan Sewerage District, Brown County Land and Water Conservation Department, and the Oneida Tribe of Indians. The focus of the TMDL is to reduce the amount of phosphorus and sediment in the Lower Fox River Basin and Green Bay.

A TMDL is the total amount of a pollutant that a given waterbody can receive without violating water quality standards. The TMDL for a waterbody is an actual formula:

TMDL = WLA + LA + MOS

where the Total Maximum Daily Load is equal to the sum of the Waste Load Allocation (WLA) from point sources, plus the Load Allocation (LA) from nonpoint sources, plus a Margin of Safety (MOS), which accounts for uncertainty between pollutant loads and the quality of the receiving waterbody.

Water Pollution: What is the difference between point and nonpoint source pollution?

There are two general types of water pollution: **point source** and **nonpoint source**. Point sources come from identifiable, localized sources that discharge directly into a waterbody, usually through a pipe or outfall. Industries and wastewater treatment plants are two common point sources. Certain stormwater discharges are also considered point sources. Nonpoint source pollution does not come from a single source like point source pollution; it comes from land use activities such as agriculture and other diffuse sources. Most nonpoint source pollution occurs as a result of runoff. When rain or melted snow moves over and through the ground, the water carries any pollutants it comes into contact with to nearby waterbodies, such as the Lower Fox River and Green Bay. Nonpoint source pollution is difficult to control because it comes from many different sources and locations.

The federal Clean Water Act requires states and authorized tribes to develop TMDLs for all impaired waterbodies. TMDLs are required to account for point sources, such as wastewater discharges; nonpoint sources, such as runoff from agriculture fields; and natural background sources. TMDLs must also include components that address future growth of these sources, variations in flow and seasons, and a margin of safety to ensure that, once implemented, water quality standards will be achieved. A TMDL may be calculated for a single waterbody, multiple waterbodies, or an entire basin. A TMDL may also be calculated for multiple pollutants (e.g., phosphorus and sediment).

The goal of the Lower Fox River Basin and Green Bay TMDL is to set achievable limits on phosphorus and sediments that are protective enough to correct water quality impairments and meet water quality standards in the river and bay. The TMDL will identify the sources of the pollutants and the reductions necessary to meet water quality standards. The DNR is responsible for developing the Lower Fox River Basin and Green Bay TMDL. Scientific and technical experts will provide valuable information and insight to the TMDL process. Stakeholders (such as farmers, municipalities, business owners, and citizens) will play a critical role in the implementation of the TMDL. The Lower Fox River Basin and Green Bay TMDL will provide municipalities, counties, and individual landowners with a strategy for improving water quality in the river and bay.

What Can Be Done to Implement the TMDL and Improve Water Quality in the Lower Fox River and Green Bay?

Developing a TMDL is only the first step to restoring water quality in the Lower Fox River and Green Bay. The TMDL identifies the amount of phosphorus and sediment reductions needed from each source category (such as cropland and urban land) in order to achieve water quality standards. The next step is to implement the TMDL by taking actions that will reduce the amount of phosphorus and sediment entering the river and bay.

Industrial and municipal point sources have already begun to reduce their discharge of phosphorus as part of their permit requirements established by DNR. However, this reduction alone is not enough to meet water quality standards and restore water quality in the river and bay.

Reducing phosphorus and sediment loading to the Lower Fox River Basin and Green Bay will also require reducing polluted runoff from nonpoint sources, such as pastures and cropland. The delivery of nonpoint sources of phosphorus and sediment are closely linked, as polluted runoff frequently carries both phosphorus and sediment. Some of the actions that reduce the delivery of phosphorus will also reduce the amount of sediment.

Examples of potential TMDL implementation activities that will reduce sediment and phosphorus delivery to the Lower Fox River and Green Bay include:

- ✓ Lowering phosphorus levels in agricultural soils and reducing soil loss.
- ✓ Implementing rotational grazing for livestock and conservation tillage on cropland.
- ✓ Installing vegetated buffer and grass filter systems with high trapping efficiency (and not removing natural buffers) along streams and rivers. Buffers and grass filters trap sediment from agricultural runoff before it enters streams.
- ✓ Controlling short-term and long term consequences of urbanization. The Lower Fox River and Green Bay Basin includes some of the fastest growing urban and rural areas in the State of Wisconsin. Methods such as Low Impact Development techniques, reducing impervious surfaces, effective erosion and sediment

Plum Creek Restoration Project - Installation of Vegetated Buffers

Before



After



Riparian buffers protect and enhance water quality. Vegetated buffers can trap sediment and reduce or remove nutrients and other pollutants from runoff. The percentage of removal of these contaminants depends upon the width of the buffer and the composition of the vegetation in the buffer. Buffers also reduce the speed and volume of runoff through enhanced infiltration into the soil. The roots in vegetated buffers also help stabilize streambanks, which reduces erosion.

control, and increasing infiltration can result in phosphorus and sediment reductions. Also, designing stormwater systems that go above and beyond current state standards will maximize phosphorus and sediment reduction potential.

- ✓ Developing and implementing nutrient management plans (for farms) with the most effective and appropriate mix of management practices to reduce phosphorus and sediment runoff.
- ✓ Managing manure application on the landscape and exploring composting, digesting, or other emerging technologies for manure management.
- ✓ Stabilizing the natural hydrology of the urban and rural areas through stormwater management and planning and reclamation of wetlands.
- ✓ Restoring wetlands throughout the basin to improve degraded habitat.

How Might the TMDL Affect Me?

In Wisconsin, the implementation of point source load allocations is done through permits issued under the Wisconsin Pollutant Discharge Elimination System (WPDES) program, which includes stormwater discharge permits. Municipal and industrial point source dischargers, as well as construction sites, may be affected by the TMDL. Once the TMDL is developed for the Lower Fox River and Green Bay, the point source allocation will need to be incorporated into all existing and future discharge permits.

Within the boundaries of the Oneida Reservation, EPA issues National Pollutant Discharge Elimination System (NPDES) permits for point sources and stormwater dischargers and considers load reduction in issuing permits. Also, EPA's national general construction stormwater permit applies to the Oneida Reservation.

Nonpoint source implementation is managed primarily through Wisconsin's runoff management performance standards. In order to reduce their contribution to water pollution, farming operations and municipalities may be required to install best management practices (BMPs) to maximize water quality improvements. If they have not done so already, municipalities may have to adopt erosion control and stormwater management ordinances or modify existing ones. The Oneida Tribe has also adopted a nonpoint source pollution management plan based on state, tribal, and federal standards.

Public Participation

Active public involvement will be a vital part of the development and implementation of the Lower Fox River Basin and Green Bay TMDL. Accomplishing reductions in phosphorus and sediment loadings to the river and bay will require participation from every community member.

Every citizen and interested party is encouraged to become involved in implementing the Lower Fox River Basin and Green Bay TMDL. Public involvement ensures that the TMDL will be sensitive to local stakeholder concerns and will be integrated with other water quality improvement efforts. Public informational meetings and a 30-day public comment period are a part of every TMDL process.

The success of the TMDL implementation effort rests with you, the basin stakeholders. Stakeholder participation in planning and implementing the water quality improvement actions is what will ultimately restore water quality in the Lower Fox River and Green Bay.

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TMDL Resources

For more information regarding the Lower Fox River and Green Bay TMDL Process, contact Nicole Richmond at (608) 266-0152, or Nicole.Richmond@wisconsin.gov, or visit DNR's TMDL Web site at dnr.wi.gov/org/water/wm/wqs/303d/index.html.

Additional information about the TMDL program is also available on EPA's TMDL Website at www.epa.gov/owow/tmdl.

Wisconsin Department of Natural Resources P.O. Box 7921 Madison, WI 53703 DNR PUB-WT-862 2007

APPENDIX H – TRANSITIONING FROM AUTO-ORIENTED TO WALKABLE COMMUNITIES

APPENDIX _ - TRANSITIONING FROM AUTO-DEPENDENT TO WALKABLE COMMUNITIES

As our population ages and energy prices increase, interest in alternative modes of transportation is increasing. However, alternative modes of transportation do not work everywhere. Barriers to alternative modes of transportation do exist, and these barriers limit transportation choice and personal mobility. Zoning regulations and development decisions/approvals are often made without a clear understanding of the cumulative impacts on overall land use patterns, personal mobility and transportation options. The purpose of this document is to help individuals and communities make informed choices in regard to land use, transportation and mobility options.

Within our region, we have neighborhoods that are walkable and that support bicycling and transit use. We also have neighborhoods that are completely auto-dependent. While driving is possible, even convenient, within and between neighborhoods which are walkable and support bicycle and transit use, the reverse is not true. Auto-dependent neighborhoods limit transportation options and personal mobility.

The following definition is provided to help individuals and communities make informed transportation and land use decisions regarding nonfarm development. The definition is designed to be used as a *starting* point to enter into discussions regarding community character and choices in development patterns, personal mobility and transportation options. **The measurements are not based on current land use patterns. They are an attempt to define the combination of density, design and connectivity factors that result in a landscape where the average person will find a car the most convenient mode of travel.** The more of these characteristics your neighborhood or community has, the fewer transportation options exists and the more restricted individual personal mobility is within your neighborhood and community.

Barriers to pedestrian and bicycle travel and transit use

Characteristics	Pedestrian Limitations	Bicycle Limitations	Transit Limitations
Density[1]	Fewer than 8 nonfarm housing units per acre		Fewer than 10 nonfarm housing units per acre.[2]
Parcel Design	Building footprint for a commercial, industrial, service establishment covers less than 70% of the developable land within the parcel.[3] Building is set well back from the road.		
Street Design	Block length is longer than .1 mile (528 ft)		
	Cul-de-sacs without pedestrian connections to other streets.	Cul-de-sacs, winding streets, pedestrian barriers and super blocks are prevalent.	
	Unpaved streets/roads		
	Uneven surfaces, such as cobblestones, bricks, rumble strips.		
		Driving lanes have little to no paved shoulder. Paved shoulders are less than 4 feet wide or no off road trail is present	
	Inadequately designed cement islands in roads with 4+ lanes of traffic		
Facilities	Safe, maintained year round pedestrian facilities (sidewalks, trails, benches) are rare to absent or poorly maintained		
		Bicycle facilities, including bike racks are rare to absent	
		Long term (all day or overnight) bike parking facilities such as lockers, racks in enclosed locked rooms, racks with security monitors, covered parking are rare to absent	
		Shower and changing facilities in office buildings/parks are rare to absent	Transit shelters and benches are rare to absent
		Streets are poorly maintained (i.e. contain potholes, broken glass, wet leaves, or other debris) Drainage grates and manhole covers are uneven or improperly designed for bicycles.	Bike racks on buses are rare to absent.
Distance	Distance to fixed route transit stop is more than ¼ mile		Distance to fixed route transit stop is more than ¼ mile
	Distance between housing units and existing neighborhood commercial	Distance between housing units and existing neighborhood commercial	Housing units and/or existing commercial uses are more than ¼ mile from a fixed route transit stop.

[1] ECWRPC's housing element promotes housing choice. Therefore, the density measure does not separate single family residences from multi-family, duplex or manufactured housing units, but instead measures overall net residential density to promote a greater housing choice and a mix of neighborhoods. Farm houses are excluded as they are considered part of an acreage intensive operation.

[2] Transit may be provided at lower densities. However, as densities decrease, ridership decreases, inefficiencies and costs rise and design becomes more critical.

[3] Many communities are located along existing bodies of water or have environmentally sensitive areas, which should be protected. As a result, only developable acres are considered in the density proportion of the formula. Farm and forest land are excluded from the formula as these are acreage intensive rural land uses.

Characteristics	Pedestrian Limitations	Bicycle Limitations	Transit Limitations
	uses is more than ¼ mile	uses is more than 1 mile	
	Distance between housing units and existing employment centers is more than 1/2 mile	Distance between housing units and existing employment centers is more than 1 mile	Existing employment centers are more than ½ mile from a fixed route transit stop
	Distance between housing units and a school is more than 1/2 mile	Distance between housing units and a school is more than 1 mile away	School is more than 1/4 mile from a fixed route transit stop
	Distance between housing units and a neighborhood park is more than ¼ mile		
Land Use	Any single developed nonfarm land use dominates, i.e. comprises more than 60% of the total developable acres per square mile		
			Lack of retail, entertainment, medical, government, institutional and other service facilities around the transit center and between the transit center and residential developments
	Public open spaces, pedestrian plazas, parks and recreational areas are rare to absent		
Traffic Conditions		Unsafe vehicle mix	Lack of car pool or transit only lane.
		Average traffic volumes exceed 800 vehicles per day.	
	High traffic speeds and/or lack of enforcement for existing speed limits		
Physical barriers	Housing is separated from other land uses by fences, 4+ lanes of traffic and/or lack of bicycle/ pedestrian facilities		Transit dependent populations are located on the urban fringe with barriers to transit service between their residential facilities and existing transit facilities
		Trails/routes are difficult to access without a car Uneven topography and poor visibility	Transit facilities are difficult to access without a car.
Information barriers		Routes/trails are not well marked. Signage is rare to absent	
		Inadequate bicycle safety education	Route information is difficult to find or understand
Travel time to destination			is 1 ½ to 2 times longer than other modes of travel
Other	Municipality allows bicycle riding on sidewalks	Municipality prohibits bicycle riding on sidewalks	Cost to use transit

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APPENDIX I – TECHNICAL ADVISORY COMMITTEES

TECHNICAL ADVISORY COMMITTTEES

MEMBER	Representing

AGRICULTURAL TECHNICAL ADVISORY COMMITTEE

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Ray Falkner	
Roy Burton	Land Conservation Department
Irv Possin	UW-Extension
Bill Ebert	Golden Sands RC&D
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Randi Brooks	
Ivan Gruetzmacher	
Gordon Marks	
Bernie Egan	Algoma Ethanol Plant
LeRoy Peterson	
Valerie Dantoin-Adamski	Resident, Shawano Co.

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Amy Emery	Omnni Assoc.
Dan Graff	WDNR
Jim Schmitt	Milestone Materials
John Sissons	WDNR
Alicia Acken	UW River Falls
John Bartoszek	Northeast Asphalt, Inc.
Don Brittnacher	Omnni Assoc.
Bruce Brown	WGNHS
Jeff Christensen	Radtke Contractors, Inc.
Sue Courter	Courter Resource Group, LLC
Mike Czechanski	WGNHS
Marvin Fox	Outagamie Co. Board Supv/T. Kaukauna
Al Geurts	Outagamie Co.
Dave Johnson	West Bend Sand & Stone
Joanne Kluessendorf	Weis Earth Science Museum
Dan Mattefield	Michels Materials
John Nast	Western Lime & Cement
Brian O' Rourke	Winnebago Co.
Patrick Osborne	Hamilton Consulting
Mary Jo. Pankratz	Martenson & Eisele
Tom Portle	WDNR
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Patrick Stevens	Env. Policy & Regulations,Wis. Transp. Builders Assoc.

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Liz Heinen	WDNR
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Ken Pabich	Calumet County
Bruce Schmidt	Water, Compliance & Cons. Affairs, Wisconsin PSC
Arden Schroeder	T. Clayton
Mark Schumacher	Waushara Co.
Michael Tolvstad	V. North Fond du Lac
Patrick Harrington	Wisconsin Rural Water Association

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Steve Spanbauer	T. Neenah
William Helein	Waverly Sanitary District
Greg Keil	C. Menasha
Robin McLennan	WDNR
Tim Roach	Outagamie Co.
Gary Schuettpelz	Menominee Tribe - Env. Service
Karl Schultz	Wis. Dept. of Commerce
Mark Surwillo	HOVMSD
Roy VanGheem	V. Little Chute
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Corina Williams	Menominee Indian Tribe of Wisconsin
Leah Miller	The Stockbridge-Munsee Tribe
Sherry White	The Stockbridge-Munsee Tribe
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Marcia Trentledge	

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Mike Bonertz	ADVOCAP
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Linda Olson	UWEX
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Jeff Gill	Appleton Housing Authority
Dave Tebo	T. Greenville
Dave Eisele	Martenson & Eisele, Inc.
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Bob Hoeppner	Heritage Development Company
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John Angeli	C. Fond du Lac Community Development
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Randy Young	Division of Community Housing
Peggy Obst	C. New London Housing Authority
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Joe Baldus	Waushara Habitat for Humanity
Mike Olson	Cap Services
Duf Peters	
Annette Larie	Winnebago Co. UWEX
Paulette Stoltzmann	Winnebago County Health Department
Mike Bonertz	ADVOCAP
Barb Gabrielson	Mid-America Planning Services, Inc.
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Patrick Nehring	UW-Extension – Waushara County
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Greg Keil	C. Menasha Community Development
Jenny Cavanaugh	WisDOT, District 3
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Curt Holman	Wisconsin Central Limited
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Michelle Schaetz	DNR
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Marvin Fox	T. Kaukauna
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Jeff Feldt,	Kaukauna Utilities
Dan Sande,	WE Energies
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Tom Koteski,	SBC Communications, Inc.
Bill Laehn,	ANR Pipeline Company
Paul Rahn,	Public Service Commission, Electric Divisions
Charlie Gonzales,	American Transmission Company
Lee Meyerhofer,	American Transmission Company
Larry Lueck,	Nsightel

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Bob Kaempfe	
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Joseph Piechowski	Waushara County
Michael Brooks	Winnebago County Sheriff
Mark Fredrickson	Gold Cross Ambulance Service
Steve DeLeeuw	Neenah-Menasha Fire Rescue
Tim Franz, Fire Chief	Oshkosh Fire Department
Scott Kaphingst, Chief	Brillion Police Department
Dennis Plantz, Chief	Berlin Police Department
Gary Heschke	Waupaca County Sheriff's Department

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Steve Kirschner	The ARC
Chris Wrolstad	Wisconsin Veterans Home
Patti Wollfeil	Waushara County
Judy Olson	Child Care Resource & Referral, Inc.
Lisa Maloney	City of Appleton Finance Dept.
Dan Naylor	White Pine Consulting Service
Deb Cronmiller	Appleton Emergency Shelter
Carol Stoegbauer	
Dave Rothmann	Brewster Village
Betty Defferding	Thompson Community Center
Joe Schumacher	Calumet Medical Center
Susan Bohn	Child Care Resources & Referral Inc.
Christine Kniep	UW-Extension
Rachelle Laux, Director	Oshkosh Counseling Centre for Mental Health
Donna Lohry	
Sue Nett	Menasha Health Dept.

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Judy Judd	C. Shawano
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Rob Zerjav	Wisconsin Timber Rattlers Baseball Club
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Todd Gray	Appleton Area School District
Paul Hartwig	ACES
Beverly Hilscher	FVTC
Rick Krumwiede	Outagamie Waupaca Library System
Rose Marie Perrino	ACES
Greg Joseph	Hortonville Public Schools
James Evans	Lawrence University
Sharon Quade	CESA 8
David Battenberg	Clintonville High School
Jim Erdman	Waushara County
Mary Hall	FISC
Jim Perry	University of Wisconsin – Fox Valley
Thomas Pleger	University of Wisconsin – Fox Valley
Wanda Van De Hey	Oshkosh Area School District
Paula Morgan	Theda Care
Joe Schumacher	Calumet Medical Center
Steve Seybold	Homme Home Foundation, Inc.
Steve Kirschner	The ARC
Debra Cronmiller, Director	Appleton Emergency Shelters
Betty Defferding	Thompson Community Center
Chris Wrolstad	Wisconsin Veterans Home
Dave Rothmann	Brewster Village
Patti Wollfeil	Waushara County
Judy Olson	Child Care Resource & Referral, Inc.
Lisa Maloney	City of Appleton Finance Department
Carol Stoegbauer	
Dan Naylor	White Pine Consulting Service
Teri Beyer	Neenah Health Dept.
Susan Bohn	Child Care Resource & Referral, Inc.
Christine Kniep	UW-Extension
Sue Nett	Menasha Health Dept.
Annette Paul	American Cancer Society, Midwest Division

Year 2030 Plan for the East Central Region

Regionally Significant Feature Mapping

WHAT ARE ALL THESE MAPS?

The series of maps to your right are a product of the preparation of our Year 2030 Regional Comprehensive Plan which is being developed to meet the 'smart growth' planning requirements established in Wisconsin State Statues 66.0295. **These maps are being used in the continued development of the Year 2030 Regional Comprehensive Plan.**

WHAT DO THE MAPS MEAN?

Staff developed the maps to better portray various resources, features, characteristics and special designations that are likely to be considered as being of 'regional significance. **These identified features are considered to be outstanding or unique from a regional perspective.** Furthermore, the identified features currently do, or will, play a role in the overall development of the region and **their regional context should be considered in some fashion for both short and long-term land use decisions** made by counties and local units of government. The Regionally Significant Features maps were prepared to better assist citizens and officials visualize the overall context of the region's resources and how their particular community may, or may not, fit within this framework.

For each plan element and sub-element outlined in Milestone Report #1, a set of selected features have been developed and displayed. **Thirteen different mapping themes and 20 separate maps** have been (or are being) developed based on the nine elements (and sub-elements) listed in the smart growth planning statutes. Collectively, these maps then assist in representing the 'land use' element of the regional plan.

1. Geologic Resources
2. Non-Metallic Mineral Resources
3. Ecological Resources (2 maps)
4. Surface Water Resources (3 maps)
5. Groundwater Resources
6. Open Space Resources (2 maps)
7. Agricultural Resources
8. Recreation Features (in progress – not displayed)
9. Cultural Resources (In progress – not displayed)
10. Economic Features
11. Transportation Features (2 maps)
12. Stormwater Features
13. Community Facilities (3 maps)

The maps will be used as a **basis of discussion for the continued development of strategies and implementation policies** for the region in Milestone Reports #3 and #4.

HOW WERE THE MAPS CREATED?

These features identified on these maps were chosen by East Central staff based on information obtained from other planning documents, technical committee reviews and discussions, and public input received up to this point during the development of the plan. **Each data set was reviewed for items that could be considered 'regionally significant' and, where necessary, objective criteria were developed and applied using the Commission's Geographic Information System.** The criteria were mainly numerical in nature and considered some aspect of size (i.e. 'x' acres or more), proximity (i.e., within 'x' distance of some feature), or contiguousness (i.e., 'x' or more features adjacent to one another).

The application of these criteria better illustrate, or emphasize, the sub-set of features that are being considered. In many cases, these criteria allow us to simplify our view of the features and the mapping begins to show broad, landscape scale patterns across the region. An example of this would be using agricultural resources. One may look at all of the region's existing agricultural lands and consider their relative size to be a factor in determining its relative importance. Out of all the farmlands, maybe only those areas which are 100 contiguous acres or more in size should be considered. The GIS is used to subtract and map out a sub-set of farmlands from the entire data set which fits this criteria. **In most cases, each map legend describes the criteria which was used to map and illustrate the feature(s).**

WHAT DO WE WANT YOU TO DO WITH THESE MAPS?

Review the maps closely for us! We are continually seeking input on the development of the regional plan and these maps will be an important part of the basis for further discussions on strategy and policy development. The basic question is **"Do you agree with the features that are noted?"**, however; we encourage you to consider other aspects of the maps as well:

- ☐ Should other features or characteristics be shown and considered as 'regionally significant'?
- ☐ Should certain features be removed from them maps because you would not consider them to be 'regionally significant'?
- ☐ Is a feature mapped in the wrong location?
- ☐ Is a feature called by the wrong name?

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EAST CENTRAL REGION - SIGNIFICANT REGIONAL FEATURES
Stormwater

Legend

- Garner's Creek Storm Water Utility District
- Wetland Areas (WISCLAND Land Cover Data)
- Water Bodies
- Major Highway
- Interstate Highway
- Railroad
- County Boundary
- Town Boundary
- City Boundary
- Village Boundary

MENOMINEE COUNTY
SHAWANO COUNTY
WAUPACA COUNTY
OUTAGAMIE COUNTY
WAUSHARA COUNTY
WINNEBAGO COUNTY
CALUMET COUNTY
MARQUETTE COUNTY
GREEN LAKE COUNTY
FOND DU LAC COUNTY

Garner's Creek

Draft
October 2005

N W E S

7 3.5 0 7 14 Miles

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Sources: Hillshading data provided by the WISDNR.
Base map data provided by the Regional counties and Wiscland.
Wetlands taken from Wiscland Land Cover data.

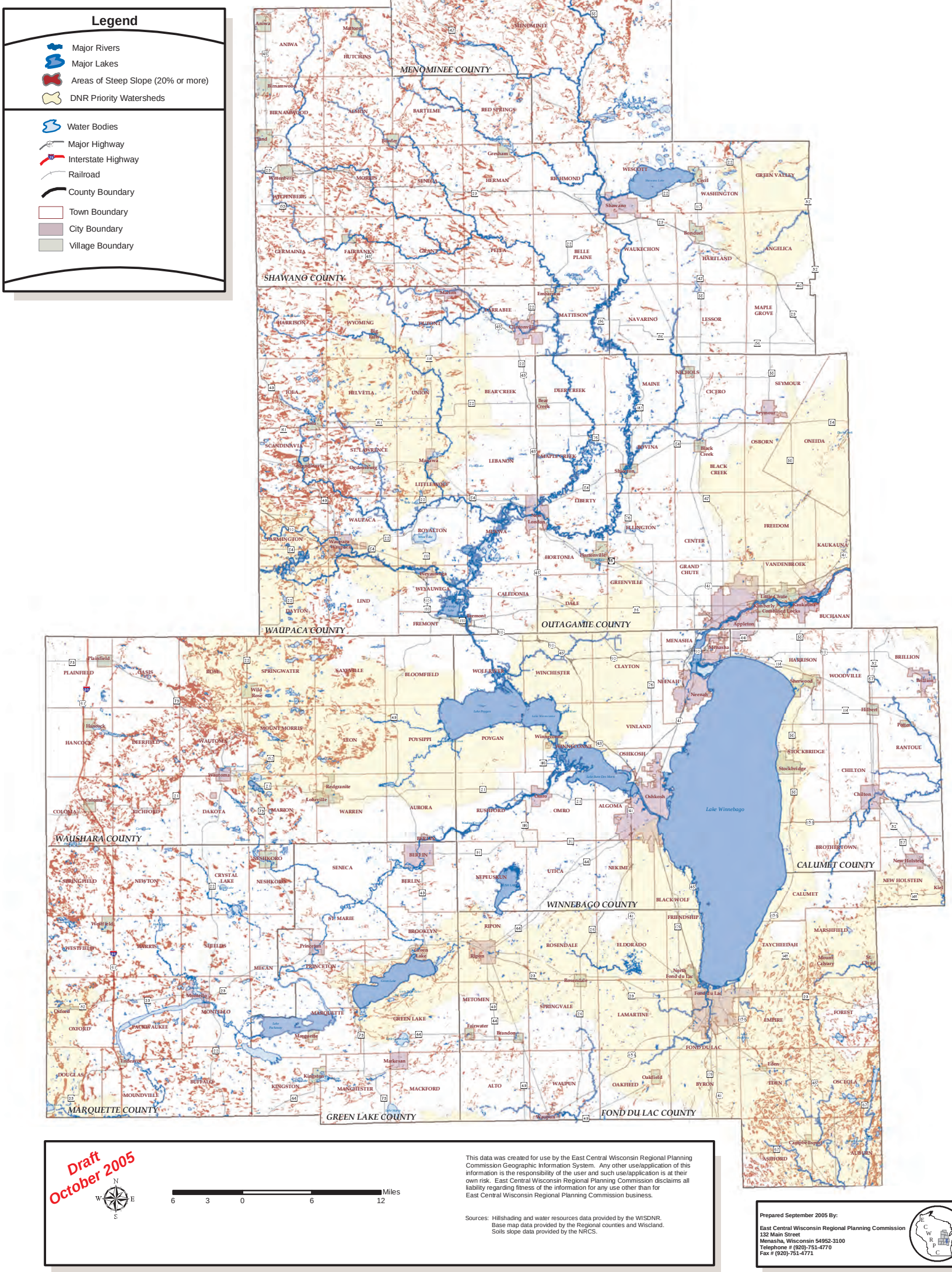
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EAST CENTRAL REGION - SIGNIFICANT REGIONAL FEATURES

Surface Water \ Watershed Planning Map 1 of 3



Draft
October 2005

N W E S

6 3 0 6 12 Miles

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Sources: Hillshading and water resources data provided by the WISDNR.
Base map data provided by the Regional counties and Wiscland.
Soils slope data provided by the NRCS.

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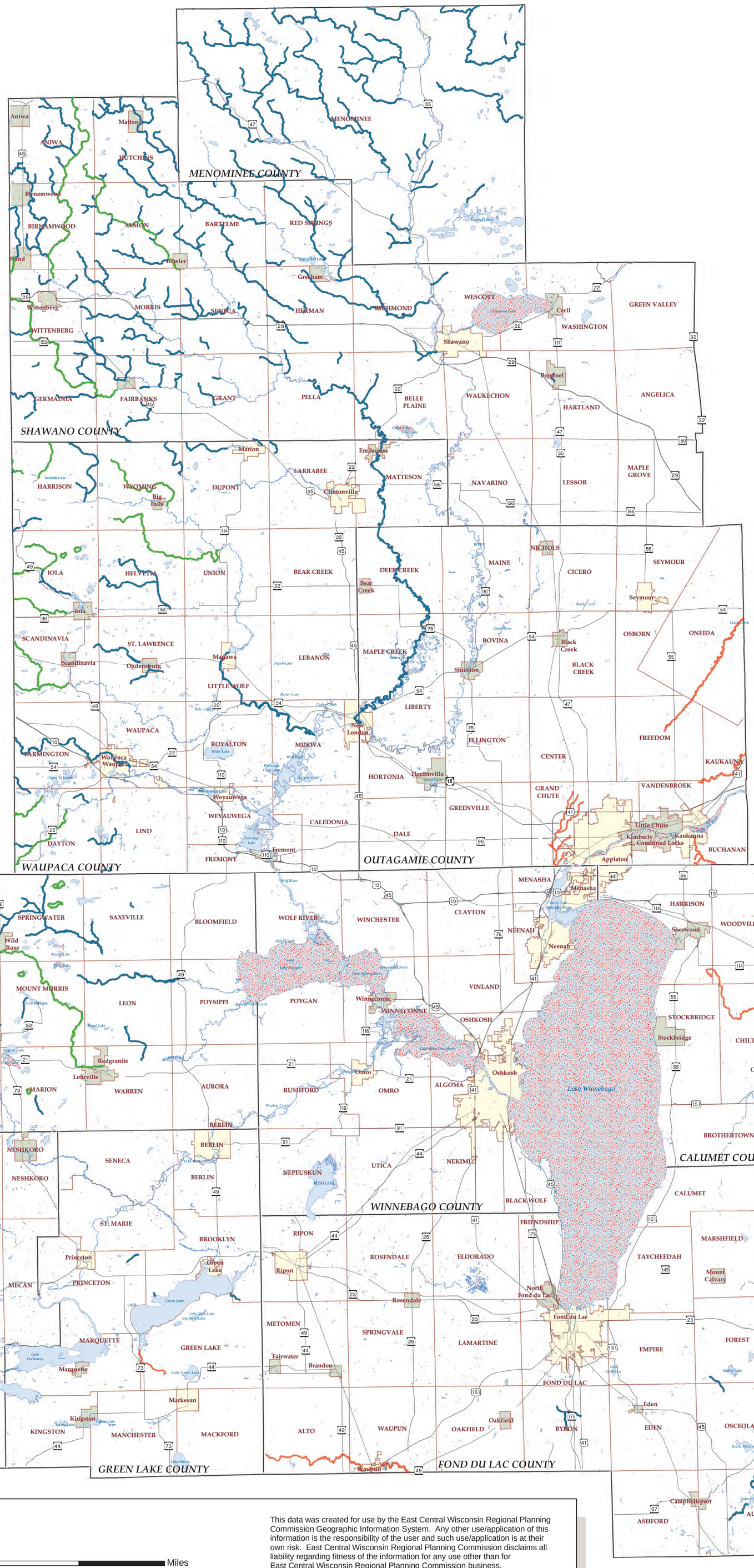
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EAST CENTRAL REGION - SIGNIFICANT REGIONAL FEATURES

Surface Water \ Watershed Planning Map 2 of 3

Legend

- DNR 303d Impaired Water Bodies
- DNR 303d Impaired Streams / Creeks
- DNR Exceptional Water Resources
- DNR Outstanding Water Resources
- Water Bodies
- Major Highway
- Interstate Highway
- Railroad
- County Boundary
- Town Boundary
- City Boundary
- Village Boundary



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Sources: Hillshading and water resources data provided by the WISDNR.
Base map data provided by the Regional counties and Wiscland.
Stream data and impaired waterways provided by the Wisconsin Department of Natural Resources, 2002.

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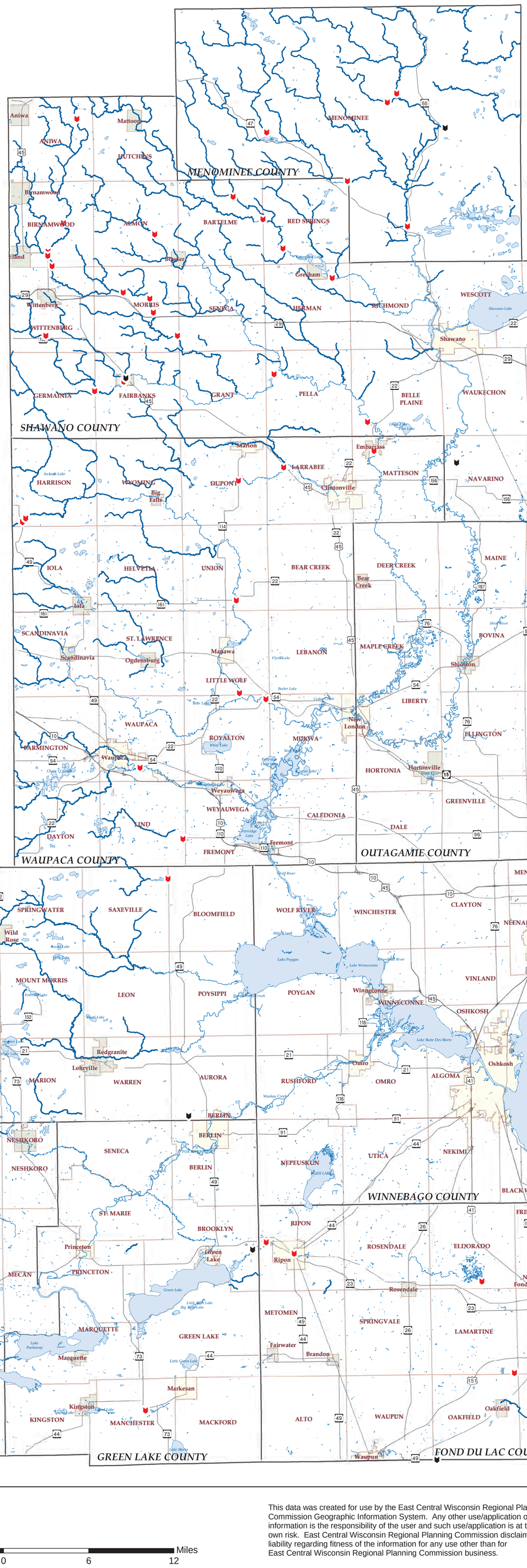
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EAST CENTRAL REGION - SIGNIFICANT REGIONAL FEATURES

Surface Water \ Watershed Planning Map 3 of 3

Legend

- Existing Dams for Flood Control
- Existing Dams (in need of Maintenance)
- Trout Streams (Class I & II)
- Water Bodies
- Major Highway
- Interstate Highway
- Railroad
- County Boundary
- Town Boundary
- City Boundary
- Village Boundary



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October 2005

N W E S

6 3 0 6 12 Miles

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Features on map are approximate locations and are to be used for reference purposes only.

Sources: Hillshading and water resources data provided by the WISDNR.
Base map data provided by the Regional counties and Wiscland.

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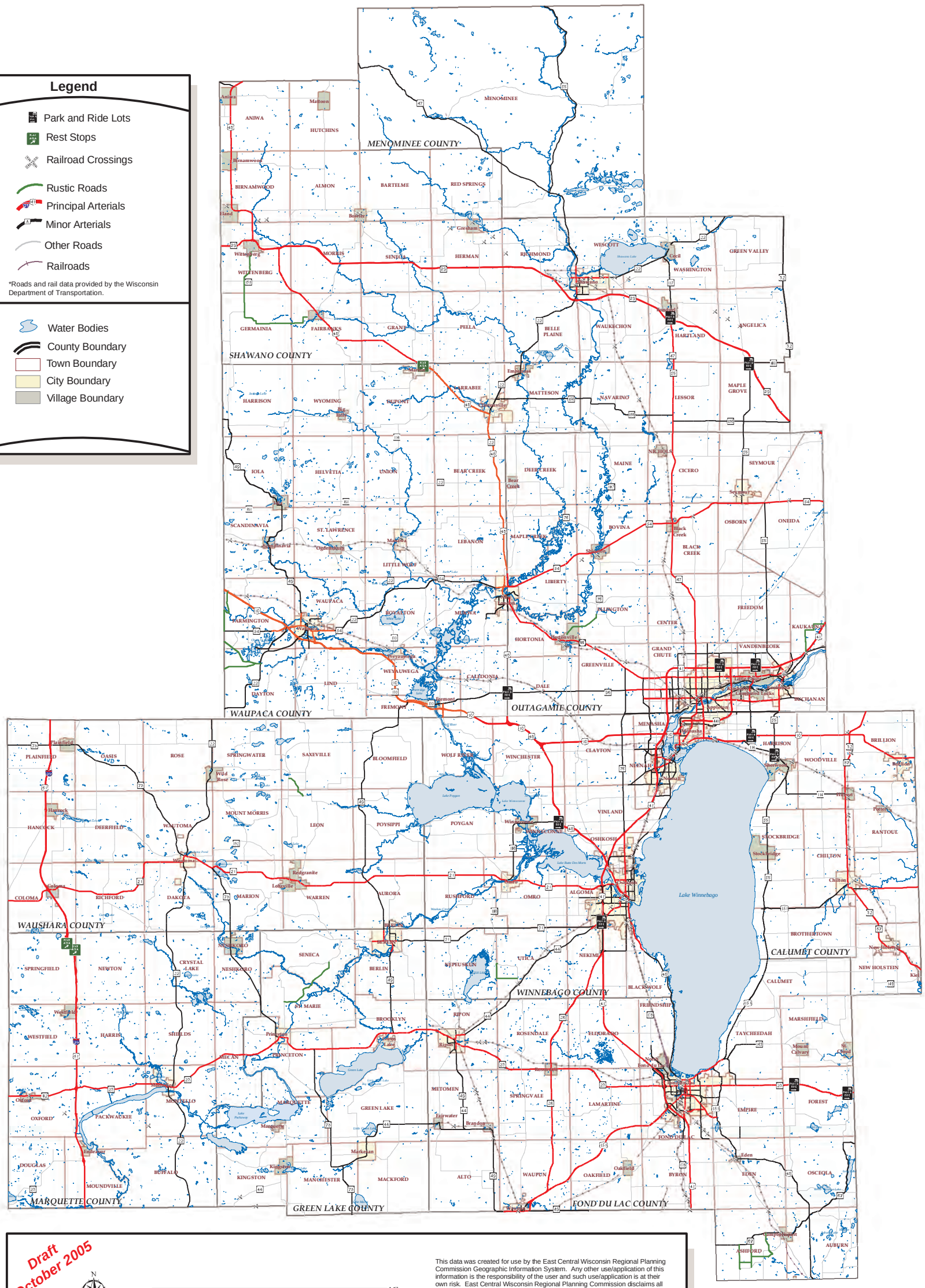
EAST CENTRAL REGION - SIGNIFICANT REGIONAL FEATURES
Transportation - Roads and Rail

Legend

- Park and Ride Lots
- Rest Stops
- Railroad Crossings
- Rustic Roads
- Principal Arterials
- Minor Arterials
- Other Roads
- Railroads

*Roads and rail data provided by the Wisconsin Department of Transportation.

- Water Bodies
- County Boundary
- Town Boundary
- City Boundary
- Village Boundary



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October 2005

N W E S

10 5 0 10 Miles

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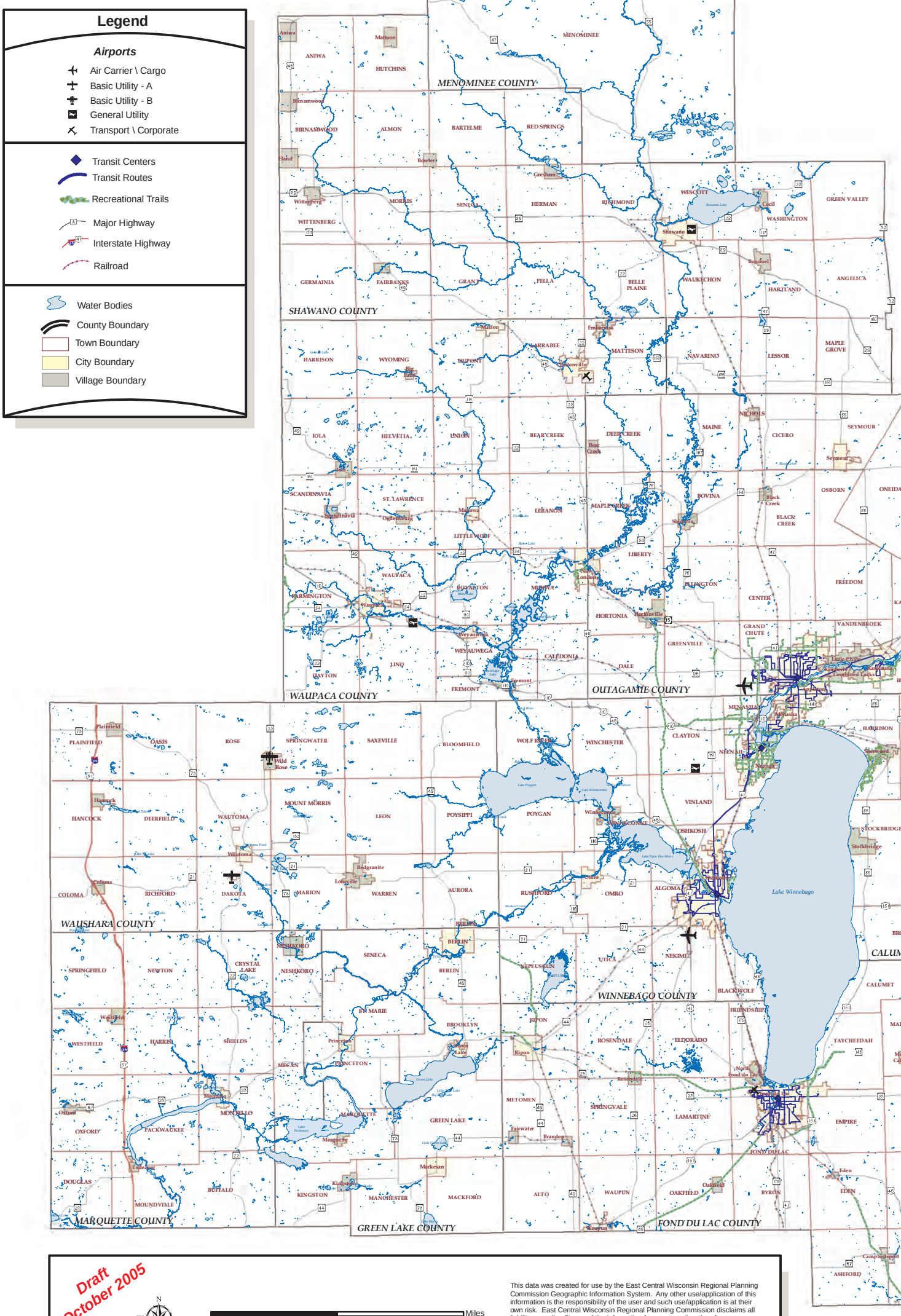
Sources: Highway data provided by the WISDOT.
Base map data provided by the Regional counties and Wiscland.

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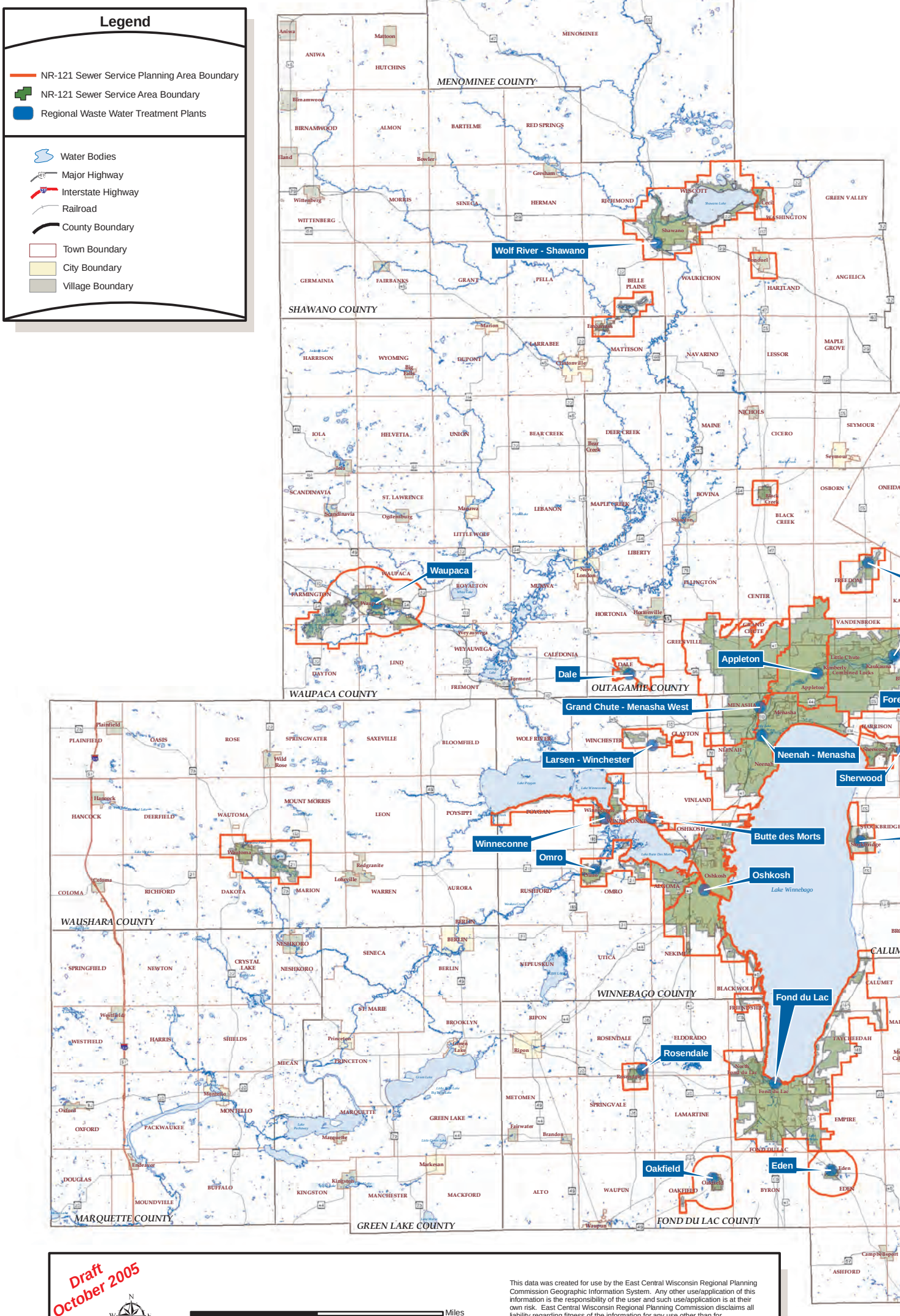
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EAST CENTRAL REGION - SIGNIFICANT REGIONAL FEATURES
Transportation - Services



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EAST CENTRAL REGION - SIGNIFICANT REGIONAL FEATURES
Wastewater



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