

Town of Elba

Recommendations Report

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1. Issues and Opportunities

1.1 Forward

The *Town of Elba Recommendations Report* will guide future development of the Town of Elba for the next 20 years. This document should be used in coordination with the *Town of Elba Inventory and Trends Report*. These two documents together will meet the requirements of Wisconsin's comprehensive planning law, Wisconsin Statutes 66.1001.

The *Town of Elba Recommendations Report* positions the community to guide future land development in a way that preserves the character of the community, protects natural resources, enhances economic and housing opportunities, and provides for efficient service delivery. More specifically, this document recommends how lands within the community should be used. The plan recommendations in this document are based on public input and involvement. Community goals, objectives, and policies are also based on and consistent with the recommendations. The recommendations should be used for development decisions in the community.

In the past, members of the plan commission and citizens made a list of issues and opportunities they felt were important in the community. The following issues and opportunities (listed in priority order from most to least important) were used to help form the goals, objectives, and policies in the recommendations report. These issues and opportunities are also addressed throughout the plan.

1. Encourage agricultural related industry.
2. Cooperative boundary agreement with the City of Columbus.
3. Determine areas for overall development.
4. Locate residential development near developed areas, close to existing services.
5. Address wireless and wind tower issues.
6. Save all rural and agricultural land.
7. Keep and expand industrial and commercial uses near existing areas; City of Columbus and Astico.
8. Create Town ordinance flowchart.
9. Bring Town ordinance in-line with County ordinances.
10. Address lot sizes for A-1 zoning district, fix sibling rule.
11. Disposal of manure.
12. Maintain level of housing.
13. Cooperation between land owner and town for preservation of Danville Mill.
14. Take ownership of Elba wayside @ 16/60.
15. Enhance and protect wetlands, woodlots, open space, wildlife, etc...
16. Protection of surface and groundwater.
17. Provide utilities (sewer) to the north of the City of Columbus.
18. Restrict mobile homes.
19. Create affordable (multifamily) housing.
20. Clean up brown fields.
21. Identify major subdivision areas, services provided to them.
22. Identify tourist attraction areas/sites.
23. Develop a community identity (cultural and social).

24. Address by-pass issue for 16/60
25. Town road extensions.

1.2 Demographic Trends Summary

The most recent estimate of total population in the Town of Elba was 991 as of January 1, 2013. The 991 estimate in 2013 represents a 0.5 percent decrease in population from the 2010 Census count of 996 persons and an 8.7 percent decrease from the 2000 Census count of 1,086. As is the trend throughout Wisconsin and the United States, the “baby-boomer” generation is transitioning into retirement age and this shifting age structure is anticipated to continue throughout the 20-year planning period.

Details regarding population and other demographics for residents in the Town of Elba are provided in the *Town of Elba Inventory and Trends Report*.

1.3 Demographic Projections Summary

Population projections completed by the Wisconsin Department of Administration (WDOA) projects that the Town will have a population of 920 persons by the year 2040, an estimated decrease of 7.2 percent from the year 2013 population. The WDOA population projections show the town will lose 71 persons by 2040.

1.4 Town of Elba Comprehensive Plan Goals

As part of the planning process, the Town of Elba generated the following goals to guide the process. Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more).

Issues and Opportunities Goals

Goal: Balance individual property rights with community interest and goals.

Goal: New development in Elba should occur in a well planned and aesthetically pleasing manner.

Housing Goals

Goal: Provide a full range of housing opportunities for current and future residents of the Town.

Transportation Goals

Goal: Provide a safe and well-maintained transportation network.

Utilities and Community Facilities Goals

Goal: Provide community services in an efficient and cost-effective manner.

Agriculture, Natural, and Cultural Resources

Goal: Maintain, preserve, and enhance Elba's agricultural, natural, and cultural resources.

Goal: Conserve environmental areas and open space.

Economic Development

Goal: Enhance and diversify the local economy consistent with other goals and objectives.

Goal: Retain existing businesses and promote the Town of Elba to new businesses.

Intergovernmental Cooperation

Goal: Establish mutually beneficial intergovernmental relations with other units of government.

Land Use

Goal: Encourage planned growth that enhances the local economy, while protecting natural resources, recreational opportunities, and the rural character of the Town.

Implementation

Goal: Promote consistency between plan recommendations, ordinances, and other land use regulations.

1.5 Issues and Opportunities Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. The following are the goals and objectives developed by the Town of Elba.

Goal: Balance individual property rights with community interest and goals.

Objective

1. Create opportunities for citizen participation throughout all stages of plan and ordinance development, amendment, and implementation.

Goal: New development in Elba should occur in a well planned and aesthetically pleasing manner.

Objectives

2. Utilize the Town's comprehensive plan as a tool to guide Town decision making.
3. Strengthen and enforce ordinances that control the aesthetics and economics of the community, particularly commercial and residential developments.

1.6 Issues and Opportunities Policies and Recommendation

The policies and recommendation build on goals and objectives by providing more focused responses and actions to the goals and objectives. The policies and recommendation become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words "will" or "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word "should" are advisory and intended to serve as a guide.

Policies

1. The comprehensive plan shall be utilized as a tool to guide Town decision-making in accordance with state statutes.
2. The Town Plan Commission should establish a development review process that objectively examines the type, location, and quality of the proposed development, and potential long-term impacts on the Town.
3. Public participation shall be required as part of the development and/or amendment to any Town plans, ordinances, or programs.
4. Property owners should be notified at least once a year of all pre-scheduled Town Board and Town Plan Commission meetings by various methods of public notice.
5. Adequate funding and staffing should be maintained to properly administer Town programs (i.e. permits, review applications, etc...)

Recommendation

A recommendation is a specific action or project that the community should be prepared to complete. The completion of the action or project is consistent with the community's policies, and therefore will help fulfill the comprehensive plan goals and objectives.

1. Town of Elba Plan Commission should review the Comprehensive Plan within each 5 year period to ensure its effectiveness as a tool for Town decision making.

1.7 Issues and Opportunities Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Wisconsin Department of Administration, Demographic Services Center

The Demographic Services Center primary responsibility is to develop annual total population estimates for all Wisconsin towns, villages, and cities. It also makes annual estimates of the voting age population for all municipalities and total population estimates for Zip Code Areas. In addition, the Demographic Services Center develops population projections by age and sex for the counties, population projections of total population for all municipalities, and estimates of total housing units and households for all counties. For further information on the Service Center contact the WDOA or visit its web-site at www.doa.state.wi.us.

2. Housing

Housing is very important for Wisconsin and its communities. Housing costs are the single largest expenditure for most Wisconsin residents. For homeowners, their home is likely their most valuable asset and largest investment. Housing also plays a critical role in state and local economies. The housing in a community may be its largest asset. The construction industry and other occupations that support housing are a major portion of the economy. Residential development is also a major source of revenue for local communities in the form of property taxes. Beyond the financial aspects of housing, there are also social effects that are not so easily measured. People develop a sense a pride in their homes, which in turn creates a sense of community and a likely increase in participation in community activities.

Wisconsin's comprehensive planning law requires that a comprehensive plan include a housing element. The comprehensive planning process necessitates that each community analyze the impact of the local, state, and federal policies and regulations on the development of various types of housing. The analysis is intended to take into account the current and projected housing needs in the community. The analysis should result in policies that provide opportunities for the development of the types and amounts of housing expected to be needed over a 20-year planning horizon.

2.1 Housing Characteristics and Trends Summary

In 2010, the Town of Elba had 423 housing units, a 6.5 percent increase from 2000. Approximately 86.9 percent of housing units are owner-occupied while 13.1 percent are renter occupied. The majority of housing units in the Town are single family structures; however there are some two unit homes in the Town. Majority of housing units were built prior to 1939, 36.6 percent. The median value of housing units was \$259,800 in 2012, significantly higher than the overall median value of \$156,000 for Dodge County.

Details regarding housing in the Town of Elba are provided in the *Town of Elba Inventory and Trends Report*.

2.2 Housing Unit Projections Summary

Housing unit projections can be used as a guide to estimate additional land required to accommodate future residential development, as well as to prepare for future demands growth may have on public facilities and services. According to the housing unit projections, the town will have a need for nine new housing units by 2040, a 2.27 percent increase from 2010 to 2040. This results in an approximately 0.3 new housing units per year.

2.3 Housing for All Income Levels

Traditionally, most rural towns and small cities have a high percentage of single-family homes, with few other housing types available. Larger communities generally can support and provide a

greater variety of housing types, particularly for different income levels. Every community in Dodge County should assess if the cost of housing in the community matches the ability of residents to pay for it. This is the fundamental question to answer when determining housing affordability and the ability to provide a variety of housing types for various income levels.

Although there are many ways to answer this question, the Department of Housing and Urban Development (HUD) offers a common technique, which involves comparing income to housing costs. According to HUD, housing is considered affordable when it costs no more than 30% of total household income (including utilities). Per HUD standards, people should have the choice of having decent and safe housing for no more than 30% of their household income.

2.4 Housing for All Age Groups and Persons with Special Needs

As the general population ages, affordability, security, accessibility, proximity to services, transportation, and medical facilities will all become increasingly important. Many of these issues are already important to those with disabilities or other special needs. As new residents move into the area and the population ages, other types of housing must be considered to meet all resident needs. This is particularly true in communities where a large proportion of the population has been long-time residents, where there is a desire for these residents to remain in the area during their retirement years.

The age structure of Dodge County and the Town of Elba is shifting to older age groups. For the Town of Elba the majority of the population was in the 45 to 54 age group in 2010. It is anticipated that there will be a shift to the next and older age group for the majority of the population during the planning period requiring the community to further assess its ability of providing housing for all age groups and persons with special needs.

2.5 Promoting Availability of Land for Development/Redevelopment of Low-Income and Moderate-Income Housing

Promoting the availability of underdeveloped or underused land is one way to meet the needs of low and moderate income individuals. The community needs to ensure there is an adequate supply of land that is planned or zoned for housing at higher density or for multi-family housing should demand warrant the need for such housing in the future. The community should also use this plan in coordination with developed policies, goals, and objectives to promote the availability of such housing if a need is present.

2.6 Maintaining and Rehabilitating the Existing Housing Stock

The maintenance and rehabilitation of the existing housing stock within the community is one of the most effective ways to ensure safe and generally affordable housing while not sacrificing land to development. Over the course of the planning period, the community should continually monitor local housing stock characteristics including, but not limited to, price, aesthetics, safety, cleanliness, and overall suitability with community character. The monitoring process will

become important to ensure that steps are taken to preserve the current housing supply before allowing for new development, which has far greater impacts on community resources.

2.7 Housing Goals and Objectives

The following are the goals and objectives developed by the Town of Elba regarding housing.

Goal: Provide a full range of housing opportunities for current and future residents of the Town.

Objectives

1. Promote single-family homes as the preferred type of housing supply in the Town.
2. Encourage the use of cluster design in areas suitable for residential development to minimize impacts on farming areas.
3. Increase housing opportunities, such as apartments and elderly housing, by working with area cities and villages that have the services to accommodate such housing.
4. Encourage residential development near developed areas with existing public services.
5. Restrict mobile homes to mobile home parks.
6. Promote the enforcement of the uniform dwelling code in the Town.

2.8 Housing Policies and Recommendation

The policies and recommendation build on goals and objectives by providing more focused responses and actions to the goals and objectives. The policies and recommendation become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. Housing within targeted agricultural areas shall be minimized in accordance with recommendations within the Comprehensive Plan.
2. New housing units in rural areas should have a conservative design to reduce the impacts to natural vegetation, preserves quality farmland, reduces farmland fragmentation, preserves drainage patterns, and does not block potential road extensions.
3. The Town should work with the City of Columbus to provide housing types for all income groups.

4. Cluster residential development will be promoted to minimize land use impacts while accommodating development and green space.
5. The Town should increase investment in existing residential areas to maintain property values, encourage in-fill development, and promote the rehabilitation of existing homes.

Recommendation

A recommendation is a specific action or project that the community should be prepared to complete. The completion of the action or project is consistent with the community's policies, and therefore will help fulfill the comprehensive plan goals and objectives.

1. Review the permitting and development review process for non-farm residential development to streamline and shorten the time frame for decision making.

2.9 Housing Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Community Development Block Grant (CDBG) – Housing Program

The Wisconsin Community Development Block Grant (CDBG) program for housing, administered by the Wisconsin Department of Administration, provides grants for housing programs which principally benefit low- and moderate-income (LMI) households. The CDBG program is a federally funded program through the Department of Housing and Urban Development's Small Cities CDBG Program. CDBG funds can be used for various housing and neighborhood revitalization activities including housing rehabilitation, acquisition, relocation, demolition of dilapidated structures, and handicap accessibility improvements.

Wisconsin Housing and Economic Development Authority (WHEDA)

The Wisconsin Housing and Economic Development Authority serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness. Visit the web-page at www.wheda.com for further information.

3. Transportation

Broadly speaking, a transportation system can be defined as any means used to move people and/or products. A community relies on its transportation system daily to transport people and goods effectively and efficiently. It should also have the ability to link the community to neighboring communities and beyond. Additionally, the system should be able to accommodate a variety of transportation modes.

Roads and highways account for the majority of a transportation system and are probably the most common paths, however, are not the only component. Therefore rail lines, waterways, airways, and trails are all additional opportunities that contribute to the entire transportation system. Taken together, these individual transportation options create a community's transportation system.

3.1 Existing Transportation Facilities and Trends Summary

The Town contains a portion of one US Highway, two State Highways, and four County Highways. USH 151 travels through the northwest corner of the Town, in a southwestern to northeastern pattern. STH 73 intersects USH 151 in the northwestern corner of Elba, and goes north/south. STH 16/60 travels east to west through the middle of the Town. CTH T and CTH TT travel in a northeastern to south direction in the Town. CTH B extends from CTH TT to the south in the southeastern portion of the Town, and CTH BB begins at CTH T and extends to the south along the eastern portion of the Town.

There is one active railroad in the Town, the Canadian Pacific Railroad crosses the Town of Elba in a northwest-southeast direction between Watertown and Columbus areas. There is one rail siding in the Town of Elba, however it is located with in the City of Columbus.

The Town does not have a general airport, the nearest general airport is the Dodge County Airport, located approximately 10 miles from the Town of Elba.

There are no designated walking/biking trails in the Town. The Wild Goose State Trail is the closest walking/biking trail facility in Dodge County, and is located approximately seven miles northwest of the Town.

3.2 Planned Transportation Improvements

There are State and County transportation plans that affect the Town of Elba's highway system. Dodge County uses a Capital Improvement Program to prioritize the allocation of financial resources for various projects over a five year time frame. In the Town of Elba there are no County highway improvements planned from 2015 to 2019.

State and regional transportation plans that affect the Town of Elba are the responsibility of the Wisconsin Department of Transportation. The DOT has capital improvement plans for each county in the state. There are three major State Highways in the Town of Elba, US 151, STH 73,

and STH 16/60. The 2014-2019 Highway Improvement Program does not show any proposed improvements for the three state highways in the Town of Elba.

The town will continue to use its PASER program to plan transportation improvements for locally maintained roads.

3.3 Highway Access Management

Access management has been defined as “the process that provides (or manages) access to land development, while simultaneously preserving the flow of traffic on the surrounding road system in terms of safety, capacity, and speed.” This process is achieved through managing the design and location of driveways, median openings, and points of access to the state highway system. The level of highway access control is based on the importance of the highway to regional and statewide travel as determined through a functional classification system.

The State and County highway departments regulate access to the highways that are located in the Town of Elba. Access to town roads is controlled by the Town. Elba should consider using access control techniques along town roads.

3.4 Coordination with Existing Transportation Plans

The Town of Elba has reviewed applicable state, regional, county, and local plans regarding transportation. This plan is currently consistent with existing transportation plans. As the community’s transportation system changes over time and as new transportation plans are created, the community should periodically review its comprehensive plan for continued consistency.

3.5 Incorporation of State, Regional, and Other Transportation Plans

All applicable state, regional, county and local transportation plans have been incorporated in the development of the *Town of Elba Comprehensive Plan* as well as the *Dodge County Comprehensive Plan*.

3.6 Transportation Goals and Objectives

The following are the goals and objectives developed by the Town of Elba regarding transportation.

Goal: Provide a safe and well-maintained transportation network.

Objectives

1. Consider bicycle and pedestrian safety needs when new roads are proposed or when major roadway improvements are made.

2. Reduce accident exposure by improving deficient roadways and intersections.
3. Increase the use of the PASER evaluation rating system for road maintenance and project budgeting purposes.
4. Evaluate the impacts of STH 16-60 by-pass.
5. When reviewing development proposals, consider future road connections, setbacks, access points, and other traffic impacts that the proposal may have on the existing transportation network.

3.7 Transportation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. Accident exposures should be reduced by improving deficient roadways and intersections by citing such deficiencies during the annual road inspection and funding their correction during the budgeting process.
2. The Town should use the PASER evaluation rating system for road maintenance and project budgeting purposes by using PASER manuals, software, and guidelines.
3. Dead end roads and cul-de-sacs should be avoided whenever possible.
4. The Town should work with the City of Columbus, Dodge County, and the DOT to plan for improving the Town’s transportation system.
5. New driveways shall be regulated to ensure adequate emergency vehicle access, to maintain safe driveway spacing standards onto town roads, and to prevent damage to town roads caused by drainage impacts.
6. Developers shall bear all of the costs for improvements and extensions to the road network.
7. The Town should work with Dodge County to comply with the Dodge County Bike and Pedestrians Plan.

Recommendations

Recommendations are specific actions or projects that the community should be prepared to complete. The completion of these actions and projects are consistent with the community's policies, and therefore will help fulfill the comprehensive plan goals and objectives.

1. Identify and periodically reconstruct local roads for walking and bicycle travel in accordance with the Dodge County Bike and Pedestrian Plan.

3.8 Transportation Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Local Roads Improvement Program (LRIP)

Established in 1991, the Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. A reimbursement program, LRIP pays up to 50% of total eligible costs with local governments providing the balance. The program has three basic components: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP). Three additional discretionary programs (CHIP-D, TRIP-D and MSIP-D) allow municipalities to apply for additional funds for high-cost road projects. For more information contact the WDOT.

Pavement Surface Evaluation and Rating (PASER)

PASER is a simple method of rating asphalt and concrete roads on a scale of 1 to 10 and gravel roads on a scale of 1 to 5, based on visual inspection. PASER manuals and a video explain how and why roads deteriorate, and describe proper repair and replacement techniques. PASER ratings can be put into PASERWARE, an easy to use pavement management software. PASERWARE helps to inventory roads and keep track of their PASER ratings and maintenance histories. It also helps to prioritize road maintenance and improvement needs, calculate project costs, evaluate the consequences of alternative budgets and project selection strategies, and communicate those consequences to the public and local officials. Both PASER and PASERWARE are available from the University of Wisconsin's Transportation Information Center at no charge. The Center also offers free training courses.

Hazard Elimination Program (HES)

The objective of the Hazard Elimination/Safety Program (HES) is to provide funds up to 90% of the cost of eliminating hazards at locations with safety problems that can be documented. All public thoroughfares are eligible, including bikeways. Projects are selected on the basis of collision history and need. Federal legislation has broadened the project eligibility to include traffic calming projects as well. Applications are solicited in odd years for a four-year cycle. For more information contact the Wisconsin Department of Transportation.

Incidental Improvements

Bicycle and pedestrian projects are broadly eligible for funding from most of the major federal-aid programs. One of the most cost-effective ways of accommodating bicycle and pedestrian accommodations is to incorporate them as part of larger reconstruction, new construction and some repaving projects. Generally, the same source of funding can be used for the bicycle and pedestrian accommodation as is used for the larger highway improvement, if the bike/ped accommodation is “incidental” in scope and cost to the overall project. Overall, most bicycle and pedestrian accommodations within the state are made as incidental improvements. For more information contact the Wisconsin Department of Transportation.

Transportation Economic Assistance (TEA) Program

The Transportation Economic Assistance program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must be scheduled to begin within three years, have the local government's endorsement, and benefit the public. For more information about this program, contact the Wisconsin Department of Transportation, Division of Transportation Investment Management.

4. Utilities and Community Facilities

Addressing community service needs is becoming even more challenging for local governments. In this age of budget deficits and shrinking revenues, municipal governments are constantly looking for ways to provide needed and expected services with fewer resources. In order to facilitate wise decisions and policies, it is valuable to estimate the future utility and community facility needs of the community.

Not only do service provisions need to meet resident demands, the type and cost of community facilities and services affect property values and taxes and contribute to many aspects of the quality of life within a community. Quality of life is further attributed to local features such as parks, schools, utilities, and protective services. These services require substantial investment supported by local tax bases or user fees. The level of service is generally influenced by the users' ability or interest in paying for the service.

This element includes a summary of existing facilities and services and details future needs for services and facilities. Goals, objectives, policies, recommendations, and programs are also provided.

4.1 Existing Utilities and Community Facilities Summary

The major utilities and community facilities in the Town of Elba consists of the Sanitary District, Town Hall, Town Roads, and the Astico County Park. The Sanitary District is located near the City of Columbus and serves a small portion of the Town residents. The Elba Town Hall consists of an office and a large meeting room and is located in the middle of the Town. Also, the Astico County Park is located in the middle of the Town. The Astico County Park provides camping, hiking, fishing, and other recreational opportunities for Town residents and tourists.

4.2 Expansion or Rehabilitation of Existing Utilities and Community Facilities Timetable

Wisconsin comprehensive planning statutes require that the utilities and community facilities element of a comprehensive plan identify the need for the expansion, construction, or rehabilitation of existing utilities and facilities.

The Town of Elba has identified that the following utilities and facilities will need expansion, construction, or rehabilitation over the planning period. Projects are identified as short-term (1-5 years) and long-term (6-20 years).

Public Buildings and Administrative Facilities and Services

Short Term

- ◆ No recommendations.

Long Term

- ◆ Expand Town Hall by adding office space, meeting room space and additional garage space for maintenance vehicles and equipment.

Police Services

Short Term

- ◆ Study need for Town police officer(s) and feasibility of combining police service with neighboring community.

Long Term

- ◆ Hire a Town police officer(s) or combine police service with neighboring community.

Fire Protection and EMT/Rescue Services

Short Term

- ◆ Continue agreements with surrounding fire departments for service.

Long Term

- ◆ Continue agreements with surrounding fire departments for service.

Libraries, Cemeteries, and Other Quasi-Public Facilities

Short Term

- ◆ Continue working with local cemetery association.

Long Term

- ◆ Continue working with local cemetery association.

Parks and Recreation

Short Term

- ◆ Purchase equipment for Elba Park.

Long Term

- ◆ Continue park maintenance.

Solid Waste and Recycling

Short Term

- ◆ Encourage recycling.

Long Term

- ◆ Expand collection hours.

Sanitary Sewer Service

Short Term

- ◆ Maintain the Town's Sanitary District to accommodate the growth anticipated in the Town.

Long Term

- ◆ Maintain the Town's Sanitary District to accommodate the growth anticipated in the Town.

Private Onsite Wastewater Treatment Systems (POWTS)

Short Term

- ◆ No recommendations.

Long Term

- ◆ No recommendations.

Public Water

Short Term

- ◆ Encourage regular testing of private wells.

Long Term

- ◆ Encourage regular testing of private wells.

Stormwater Management

Short Term

- ◆ Encourage the development of a stormwater management plan.

Long Term

- ◆ Encourage the development of a stormwater management plan.

Health Care and Child Care Facilities

Short Term

- ◆ Encourage small scale health care and child care facilities.

Long Term

- ◆ Encourage small scale health care and child care facilities.

Local Roads and Bridges

Short Term

- ◆ Increase the use of PASER evaluation rating system for road maintenance and project budgeting.
- ◆ Develop standards for access control along all town roads.

Long Term

- ◆ Develop standards for access control along all town roads.

Additional Facilities, Programs, or Operations

Short Term

- ◆ No recommendations.

Long Term

- ◆ No recommendations.

4.3 Future Needs for Government Services

While the previous section detailed infrastructure needs the community will deal with during the planning period. There are also service level needs that may arise in the community, such as, police services, increased fire protection, or park and recreational land. The Town will need to continue to supply staffing for administration of the Town's zoning and land division ordinance, as well enforcement of the uniform dwelling code.

4.4 Utilities and Community Facilities Goals and Objectives

The following are the goals and objectives developed by the Town of Elba regarding utilities and community facilities.

Goal: Provide community services in an efficient and cost-effective manner.

Objectives

1. Maintain public facilities and services to keep up with existing and anticipated population growth.
2. Evaluate impacts to community facilities and services when reviewing development proposals.
3. Increase cooperation with other agencies and jurisdictions in the planning and coordination of utilities in order to efficiently serve local and regional growth.
4. Increase coordination efforts with the School District in order to allow it to anticipate future growth and provide appropriate facilities.
5. Ensure proper disposal of wastewater to ensure the protection of public health and to protect the quality of ground and surface water.
6. Work with Dodge County and other jurisdictions to provide a variety of recreational opportunities.

7. Review proposals for storm water management to ensure that roads, structures, and other improvements are reasonably protected from flooding.
8. Ensure that police, fire, and emergency services are appropriate to meet existing and future demands of the Town.
9. Evaluate the Sanitary District, Town Hall, and parks.
10. Evaluate impacts of communication towers and wind energy systems in the Town.
11. Encourage broad band communication in the Town.

4.5 Utilities and Community Facilities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. The Town will increase cooperation in the planning and coordination of utilities with other agencies and jurisdictions by increasing communication efforts in order to efficiently serve local and regional growth.
2. Development should be focused into the Elba Sanitary District to maximize capacity of the utility.
3. The Sanitary District should be expanded to accommodate the growth anticipated in the Town.
4. The Town will work with Dodge County to continue to provide and expand recreational opportunities at the Astico County Park.
5. The Town should ensure that police, fire, and emergency services adequately meet the existing and future demands of the Town by doing an annual review of such services.
6. Stormwater management should be addressed as part of the review of all development proposals in order to evaluate the potential to increase stormwater runoff to adjacent lands.
7. The Town should pursue opportunities to provide more cost-effective solid waste and recycling services.

8. The Town should evaluate the parkland dedication fee in conjunction with a Land Division Ordinance to allow funds to be collected for park and recreation improvements.

Recommendations

Recommendations are specific actions or projects that the community should be prepared to complete. The completion of these actions and projects are consistent with the community's policies, and therefore will help fulfill the comprehensive plan goals and objectives.

1. Design a stormwater management plan.
2. Evaluate the placement of an impact fee for new development.

4.6 Utilities and Community Facilities Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Community Development Block Grant for Public Facilities (CDBG-PF)

The Wisconsin CDBG Public Facilities Program is designed to assist economically distressed smaller communities with public facility improvements. Eligible activities include, but are not limited to, publicly-owned utility system improvements, streets and sidewalk improvements, development of community centers. Federal grant funds are available annually. Grants are only available up to the amount that is adequately justified and documented with engineering or vendor estimates. For more information, contact the Wisconsin Department of Administration.

Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED)

The CDBG Public Facilities for Economic Development Program helps underwrite the cost of municipal infrastructure necessary for business development that retains or creates employment opportunities. Eligible activities are improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government, and which will principally benefit businesses, and which as a result will induce businesses to create jobs and invest in the community. The Wisconsin Department of Administration should be contacted for further information.

Public Service Commission of Wisconsin

The Public Service Commission of Wisconsin (PSC) is an independent regulatory agency dedicated to serving the public interest. The agency is responsible for the regulation of Wisconsin public utilities, including those that are municipally-owned. The Public Service Commission of Wisconsin is divided into several divisions and offers consumer information and technical assistance. The PSC can continue to provide the town with information and assistance in dealing with wind energy facility development in the area.

5. Agriculture, Natural, and Cultural Resources

The natural resources of a community offer a clean and abundant supply of groundwater and surface water, assure safe air to breathe, and provide a natural landscape of terrestrial and aquatic habitats such as forest, prairies, and wetlands. Natural resources include the parks, trails, scenic areas, and other outdoor places people rely on for recreation. Natural resources are essential to a vibrant economy – measured in tourism revenues, enhanced property values, sustainable agriculture and wood products, low cost raw materials (such as sand, gravel, and stone), available water for manufacturing processes, etc.

There are many state and some federal regulations designated to protect Wisconsin's natural resources. Some state laws, including those for floodplains, shorelands, and wetlands, establish minimum use and protection standards that must be adopted and administered by local governments. But not all natural resources are protected by state law. Local governments throughout the state have the flexibility to plan for and develop their own local ordinances to deal with the unique land use issues/conflicts in their communities and to protect the natural resources they value most.

Development must be carefully adjusted to coincide with the ability of the agricultural, natural, and cultural resource base to support the various forms of urban and rural development. This balance must be maintained to prevent the deterioration of that underlying and sustaining base, because these resources make each community unique. These features promote civic pride and often create a sense of place.

The remainder of this element will provide a summary of features in the community and identify trends that are occurring. Goals, objectives, policies, recommendations, and programs are also provided.

5.1 Agricultural, Natural, and Cultural Resources Summary

The Town of Elba has over 20,702 acres of land considered to be prime agricultural soil, which is the third most in Dodge County. The Crawfish River is the major waterway in the Town, which provides many recreational opportunities. Also, there is Nolan Creek, Danville Millpond, Nolan Creek, and many unnamed creeks and streams. The Astico County Park covers approximately 110 acres in the Town.

5.2 Agricultural Analysis

According to the 2012 Wisconsin Agricultural Statistics, the number of farms in Wisconsin has decreased by 1.9% since 2007 while the average size of farms has increased by only 1.3%. It is important to note that while these trends are occurring at the state level, some counties in the state may have experienced more farmland loss and others may have experienced a significant

increase in the size of average farms. The characteristics unique to each community attribute in different ways to the overall agriculture industry of Dodge County.

In the Town of Elba, 20,702 acres are classified as prime agricultural soils (see Map 5-1). Farming is still a significant economic contributor in the town with multiple dairy farms still in operation and a substantial amount of crop farming still evident on the landscape.

5.3 Natural Resources Analysis

The natural resources found in Dodge County contribute to the overall quality of life of residents and are a major influence on why some choose to live in the county. Forests, wetlands, wildlife areas, lakes, rivers, streams as well as many other features contribute to the natural resource base of the county. Many of these features cross municipal boundaries and require an integrated system of management and protection. Each community in the county can therefore influence not only its own natural resource base, but that of its neighbors or even the region.

The Town's woodlands and highland areas will be desired for residential development. Interest in using Crawfish River for recreational purposes will continue. Challenges to groundwater resources will grow including increasing quantity of withdrawal and increasing of potential contamination sources. Highway expansion and increased traffic will have a negative impact on air quality.

5.4 Cultural Resources Analysis

Dodge County is home to 36 historic sites that are listed on the state or national historic register. Dodge County is also home to nearly 1,953 sites that are listed on the Wisconsin Architecture & History Inventory and are considered sites that illustrate Wisconsin's or Dodge County's unique history. To get a description of the AHI sites in the Town of Elba and Dodge County, see the AHI website: <http://www.wisconsinhistory.org/ahi/>

Cultural resources do not only include those features officially listed as historic or of local importance, but include features such as museums, libraries, historic homes, and simply features or characteristics that are unique to a community.

5.5 Animal Waste Management

Because agriculture is so prevalent in Dodge County, one of the most significant potential groundwater contamination sources is animal waste. Both storage and spreading of animal waste can contaminate groundwater if not done properly.

Animal waste storage facilities currently in use may range from manure pits dug 50 years ago to newly engineered and installed storage structures. The Dodge County Land Conservation Department administers the Dodge County Manure Storage Ordinance. This ordinance was adopted in June of 1997, and requires anyone who is planning to build a new manure storage system, or anyone who is planning to modify an existing manure storage system in Dodge

County to obtain a permit from the Dodge County Land Conservation Department, and to do this construction work in compliance with construction standards. A nutrient management plan is required every year.

The State of Wisconsin also regulates livestock operations with 1,000 animal units or more and those livestock operations with less than 1,000 animal units that have discharges that significantly affect water quality. Animal waste contains chlorides, nitrogen, and phosphorus, among other pollutants. The WDNR has recently codified statewide performance standards for agricultural operations of various types and sizes. These performance standards include:

- ◆ manure management prohibitions
- ◆ nutrient management
- ◆ manure storage
- ◆ soil loss from riparian fields

Implementation of the standards and prohibitions will occur primarily through the counties, although the department will be the main implementation authority for permitted facilities.

5.6 Agricultural, Natural, and Cultural Resources Goals and Objectives

The following are the goals and objectives developed by the Town of Elba regarding agricultural, natural, and cultural resources.

Goal: Conserve environmental areas and open space.

Objectives

1. Direct growth away from environmentally sensitive areas, such as wetlands and floodplains.
2. Increase efforts to enhance and protect wetlands, woodlots, open space, and wildlife.

Goal: Maintain, preserve and enhance Elba's agricultural, natural, and cultural resources.

Objectives

1. Preserve the rural and agricultural characteristics of the Town.
2. Work cooperatively with Dodge County, local historical societies, land owners, and other appropriate organizations to identify, record, and protect sites and structures that have historical or archaeological significance in the Town.
3. Work with Department of Natural Resources to develop practices to protect the Town's surface water and groundwater resources.

4. Utilize the Dodge County Waterway Classifications to prioritize waterway restoration projects.

5.7 Agricultural, Natural, and Cultural Resources Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. The Town shall direct growth away from environmentally sensitive areas, such as environmental corridors, wetlands, and floodplains by amending the zoning ordinance to ensure their protection.
2. The Town shall work with Dodge County and Wisconsin Historical Society to protect sites and structures that have historical or cultural significance.
3. Extensive areas of the Town shall be designated and maintained for exclusive agricultural use.
4. The Town shall minimize the impacts of new development by reviewing the design, layout, or site plan of all development proposals.
5. The Town will continue to encourage prime agricultural zoning in targeted agricultural areas in accordance with the State Farmland Preservation Program.

Recommendations

Recommendations are specific actions or projects that the community should be prepared to complete. The completion of these actions and projects are consistent with the community’s policies, and therefore will help fulfill the comprehensive plan goals and objectives.

1. Amend the Town zoning ordinance to increase efforts to protect productive agricultural land.
2. Define productive agricultural land and prime agricultural soil.

5.8 Agricultural, Natural, and Cultural Resources Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Wisconsin Historical Society, Office of Preservation Planning (OPP)

Whether you need information concerning state or federal laws and regulations that may be applicable in your case, whether you need information on grassroots strategies for preserving and protecting historic properties, or whether you need information on how you may protect and preserve your own historic property the Office of Preservation Planning of the Wisconsin Historical Society can assist.

Wisconsin Farmland Preservation Program

The purpose of the program is to help preserve farmland through local planning and zoning, promote soil and water conservation, and provides tax relief to participating farmers. Farmers qualify if their land is zoned or if they sign an agreement to use their land exclusively for agricultural purposes. Public access is not required. Contact: County Land Conservation Department, Wisconsin Department of Agriculture, or Dodge County Land Resources and Parks Department.

Conservation Reserve Program (CRP)

Purpose is to reduce erosion, increase wildlife habitat, improve water quality, and increase forest land. Landowner sets aside cropland with annual rental payments based on amount bid. Practices include tree planting, grass cover, small wetland restoration, prairie and oak savannah restoration, and others. Eligibility varies by soil type and crop history. Land is accepted into program if bid qualifies. Continuous sign up open for buffers, waterways and environmental practices. Periodic sign ups announced throughout the year for other practices. Ten year or 15 year contract if planting hardwood trees is required and it is transferable with change in ownership. Public access not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency, or County Land Conservation Department.

Wisconsin Glacial Habitat Program

This program focuses on establishing a patchwork of restored wetlands and grasslands in combination with croplands to provide all of the elements necessary for the life cycle of waterfowl, wild pheasants and non-game songbirds. The goals of the program are to establish 38,600 acres of permanent grassland nesting cover and restore 11,000 acres of wetlands within Columbia, Dodge, Fond du Lac and Winnebago Counties. In order to achieve these goals, the DNR is purchasing, as well as securing perpetual easements, on properties ranging in size from 10 acres up to a few hundred acres. Only those properties purchased by the state become public property and are open to public hunting.

6. Economic Development

Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community. This can be done by addressing issues ranging from enhancing a community's competitiveness, establishing industrial policy, encouraging sustainable development, creating jobs, increasing wages and enhancing worker training, and improving overall quality of life. All of these issues affect residents within a community and are addressed directly or indirectly in the comprehensive plan.

The reason to plan for economic development is straight-forward - economic development helps pay the bills. It requires working together to maintain a strong economy by creating and retaining desirable jobs, which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base so a community, county, or state can provide the level of services residents expect. A balanced, healthy economy is essential for community well-being. Economic development expenditures are a community investment. They leverage new growth and redevelopment to improve the area. Influencing and investing in the process of economic development allows community members to determine future direction and guide appropriate types of development according to their values.

Successful plans for economic development acknowledge the importance of:

- 1) Knowing your region's economic function in the global economy
- 2) Creating a skilled and educated workforce
- 3) Investing in an infrastructure for innovation
- 4) Creating a great quality of life
- 5) Fostering an innovative business climate
- 6) Increased use of technology to increase government efficiency
- 7) Taking regional governance and collaboration seriously

This section provides a summary of economic characteristics of the community, provides further detail about future economic development, and identifies goals, objectives, policies, recommendations, and programs with regard to economic development.

6.1 Economic Development Summary and Trends

Educational, health and social services was the single largest employment sector for Town of Elba residents in 2012 (18.8%), followed by the manufacturing sector (15.8%). State trends indicate that the educational, health, and social services sector is expected to grow and employ more than any other employment sector. The median household income in the Town for 2012 was \$63,214, significantly higher than the County's median of \$53,782.

6.2 Agriculture Industry Analysis

Agriculture is an important economic force in Dodge County which includes hundreds of family owned farms, related businesses, and industries that provide equipment, services, and other products farmers need to process, market, and deliver food and fiber to customers. Dodge County consistently ranks among the top ten producers in the state for corn used for silage and grain, winter wheat, sweet corn, peas, soybeans, hogs and pigs, cattle and calves, and milk and cheese production. Agriculture provides jobs for approximately 9,608 Dodge County residents and accounts for \$2.3 billion in economic activity. Every community in the county is economically influenced by the agriculture industry and will likely continue to be for many years in the future.

The Town of Elba has a long tradition of being recognized as a good agricultural town. Given the productive farm soils and relatively low density in the rural areas of the town, agricultural is considered a very vital component of the town's local economy. On the other hand, the town is also in the path of some residential development pressure. Preserving the opportunity for expansion agriculture will require the town to make some tough decisions relative protecting the compatibility between both uses.

6.3 Employment Forecast

An important feature of determining the economic health and future of Dodge County and its communities is to determine the amounts and types of jobs currently available as well as to make predictions. Dodge County has unique economic features as well as similarities to the region in which it is located. The county not only has ties locally, but statewide and nationwide. Trends that occur in the United State or internationally affect the State of Wisconsin and eventually trickle down to local level economies.

The Wisconsin Department of Workforce Development (WDWD) released information on the projected job growth in South Central Wisconsin for the period of 2008-2018. The report shows that the occupations of Installation, Maintenance and Repair and Health Care have the two highest projected job growths to the year 2018. While Installation, Maintenance and Repair had the largest percentage growth (17.0%), the Health Care field will add the largest number of jobs (1,940) by 2018. The Management, Business, and Financial field will add the second highest number of new jobs (930) by 2018. Many of the projections provided in the report will affect local and/or Dodge County economies.

6.4 Desired Business and Industry

Similar to most communities in Dodge County, the Town of Elba would welcome most economic opportunities that do not: (1) significantly alter or sacrifice the town's rural character; (2) require a disproportionate level of community facilities or services; (3) negatively impact the town's natural resources; and (4) complement the existing agricultural economy in the town.

The categories or particular types of new businesses and industries that are desired by the community are generally described in the goals, objectives, and policies. Typically, the supply of

goods and services provided in a community is based on the demand created within and around that community. The Town of Elba will need to establish a review procedure that establishes the appropriate context for evaluating whether new commercial and industrial development opportunities are in the town's best interests. As an example, a proposed commercial use may bring new jobs and provide additional tax revenue. However, that same proposal may create a significant amount of run-off that may impact the surface water resources in the town. Consequently, the costs and benefits associated with such an opportunity should be evaluated before any action is taken.

6.5 Strengths and Weaknesses

A determination of the strengths and weaknesses of Dodge County and the Town of Elba and its economy provide the basic planning steps for future economic development. Strengths should continue to be promoted and new development which fits well with these features should be encouraged. Weaknesses should be improved or further analyzed and new development which displays aspects similar to identified weaknesses should be discouraged. The economic strengths and weaknesses of the Town of Elba are as follows:

Strengths

- ◆ Good access to a major four lane highway.
- ◆ Location with direct access to Beaver Dam, Madison, Waupun and Fox Valley Cities.
- ◆ Affordable housing opportunities.
- ◆ Small town quality of life.
- ◆ Land available for economic growth.
- ◆ Strong established agricultural base.
- ◆ Large amount of productive agricultural land.

Weaknesses

- ◆ Limited revenue and financing options to support economic development.
- ◆ The town does not have its own water system to attract new commercial or industrial users who require the services.
- ◆ Lack of private and public partnership for promoting economic development.
- ◆ Decline in the agricultural industry.

6.6 Sites for Business and Industrial Development

Sites for business and industrial development within the Town of Elba are detailed on the *Future Land Use Map* (Appendix, Map 8-2).

6.7 Economic Development Goals and Objectives

The following are the goals and objectives developed by the Town of Elba regarding economic development.

Goal: Enhance and diversify the local economy consistent with other goals and objectives.

Objectives

1. Increase efforts to promote the unique features of the Town.
2. Encourage industrial and commercial uses near the existing developed areas of Astico, Danville, and the City of Columbus.

Goal: Retain existing businesses and promote the Town of Elba to new businesses.

Objectives

1. Promote opportunities for year-round recreational opportunities and tourism related business.
2. Accommodate home-based businesses that do not significantly increase noise, traffic, odor, lighting, or would otherwise negatively impact the surrounding area.
3. Increase Town involvement, where appropriate, in supporting local, county, and regional economic development groups.
4. Encourage the retention and creation of agricultural industry in the Town.
5. Support efforts that maintain agriculture as a major component of the local economy.

6.8 Economic Development Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. Commercial and industrial development should be focused to areas adjacent to or within the sanitary district.

2. The Town should work with Dodge County to promote local tourism by providing information about local businesses and area attractions such as the Astico County Park and the Crawfish River.
3. The Town will support economic development that provides services determined to be valuable to the town.
4. The Town should support efforts to maintain agriculture as a major component of the local economy.
5. Future businesses and industrial development in the Town shall be reviewed for potential financial, service, and visual impact to surrounding landowners.

Recommendations

Recommendations are specific actions or projects that the community should be prepared to complete. The completion of these actions and projects are consistent with the community's policies, and therefore will help fulfill the comprehensive plan goals and objectives.

1. Maximize State aids and seek federal and state grants to gain more Town revenue.
2. Work with government agencies to recognize and resolve economic issues in the Town.

6.9 Economic Development Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

University of Wisconsin Extension – Dodge County

The purpose of the Community Resource Development Program (CRD), within the Dodge County UW-Extension, is to strengthen the ability of citizens, community and business leaders, and local government officials to identify and resolve crucial community needs and issues in three broad, interrelated areas--communities, natural resources, and economic development. For more information about Extension services visit www.uwex.edu/ces/cty/dodge.

Dodge County Economic Development Revolving Loan Program

The Dodge County Planning and Development Department operates a revolving loan program for local businesses and industry. The Revolving Loan Fund program provides low-interest loans for proposed projects that will create new jobs, help businesses maintain or expand existing operations, and advance the county's economic development goals and objectives. The Fund is intended to provide financial incentive for business and industries to invest in their own growth by providing "leverage". The funds, therefore, are meant to serve an important, secondary role to the private financing available. For further information contact the Dodge County Land Resources and Parks Department.

Wisconsin Agricultural Development Zone Program

An Agricultural Development Zone has been established in five south central Wisconsin counties, including Dodge County. Agricultural related businesses are eligible for tax credits that can be applied against their state income tax liability. These credits are based on the number of new jobs that you create, the wage level, and the benefit package that you offer. Businesses may also be eligible for a 3% capital investment credit for real and personal property and a credit equal to 50% of your eligible environmental remediation costs.

Community Development Block Grant for Economic Development (CDBG-ED)

The Wisconsin Department of Administration awards CDBG-ED funds to local governments which then loan the funds to a business. Funds are used to assist businesses with job creation or job retain for individuals with low and moderate incomes. When the business repays the loan, the community may retain the funds. These funds can then be utilized to finance additional economic development projects within the community. For more information contact the Wisconsin Department of Administration.

7. Intergovernmental Cooperation

In general terms, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue. It can even involve consolidating services, jurisdictions, or transferring territory.

Many issues cross jurisdictional boundaries, affecting more than one community. For example, air, water, and wildlife pass over the landscape regardless of boundaries so that one jurisdiction's activities with regard to air, water, and wildlife impacts other jurisdictions downwind or downstream.

Today, increased communication technologies and personal mobility mean that people, money, and resources also move across jurisdictions, as quickly and freely as air and water. Persons traveling along roadways use a network of transportation routes, moving between jurisdictions without even realizing it.

Frequently, the action of one governmental unit impacts others. Increasingly, we have come to the realization that many vital issues are regional in nature. Watersheds, economic conditions, commuter patterns, housing, media markets, and effects from growth and change are all issues that spill over municipal boundaries and impact the region as a whole.

Intergovernmental Cooperation Benefits

There are many reasons intergovernmental cooperation makes sense. The following are some examples:

- ◆ Cost savings – Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation can enable some communities to provide their residents with services that would otherwise be too costly.
- ◆ Address regional issues – By communicating and coordinating their actions, and working with regional and state jurisdictions, local communities are able to address and resolve issues which are regional in nature.
- ◆ Early identification of issues – Cooperation enables jurisdictions to identify and resolve potential conflicts at an early stage, before affected interests have established rigid positions, before the political stakes have been raised, and before issues have become conflicts or crises.
- ◆ Reduced litigation – Communities that cooperate are able to resolve issues before they become mired in litigation. Reducing the possibility of costly litigation can save a community money, as well as the disappointment and frustration of unwanted outcomes.

- ◆ Consistency – Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions.
- ◆ Predictability – Jurisdictions that cooperate provide greater predictability to residents, developers, businesses, and others. Lack of predictability can result in lost time, money, and opportunity.
- ◆ Understanding – As jurisdictions communicate and collaborate on issues of mutual interest, they become more aware of one another’s needs and priorities. They can better anticipate problems and work to avoid them.
- ◆ Trust – Cooperation can lead to positive experiences and results that build trust between jurisdictions.
- ◆ History of success – When jurisdictions cooperate successfully in one area, the success creates positive feelings and an expectation that other intergovernmental issues can be resolved as well.
- ◆ Service to citizens – The biggest beneficiaries of intergovernmental cooperation are citizens for whom government was created in the first place. They may not understand, or even care about, the intricacies of a particular intergovernmental issue, but all Wisconsin residents can appreciate their benefits, such as costs savings, provision of needed services, a healthy environment, and a strong economy.

This element will contain information regarding existing plans or agreements, opportunities for the future, existing and potential conflicts, and identify goals, objectives, policies, recommendations, and programs for intergovernmental cooperation.

7.1 Intergovernmental Cooperation Summary

The Town of Elba was a partner in facilitating intergovernmental cooperation by being an active participant in the Dodge County multi-jurisdictional comprehensive planning process. The Town of Elba also has worked cooperatively with many of the adjoining communities and other local agencies, including the City of Columbus and Village of Reeseville to provide fire and emergency medical services to the Town.

Details regarding existing cooperative programs, activities, and agreements affecting the Town of Elba are provided in the *Town of Elba Inventory and Trends Report*.

7.2 Opportunities for Shared Services and Intergovernmental Agreements

School Districts

The Town of Elba is served by three school districts including Columbus, Dodgeland, and Waterloo. Potential opportunities for cooperation include working with the school districts to anticipate future growth, facility, and busing needs. In addition, school districts often provide recreational facilities for field or court sports.

Siting and Building Public Facilities

A community's public facilities and infrastructure is a major community asset that is not only a major financial commitment, but an influence on overall community design, land uses, and attractiveness to residents and businesses. In many cases a community requires facilities to meet the needs of its own residents. There are opportunities however in which facilities have excess capacity or could be more cost effectively utilized or constructed if shared with other communities. Facilities where this may occur include wastewater treatment facilities, parks, libraries, municipal buildings, and water storage to name a few.

The Town of Elba does not currently share any public facilities with other governmental units. No plans exists to jointly site any public facility with another governmental unit.

Sharing Public Services and Equipment

Similar to public infrastructure and facilities, public services and equipment can be shared to increase cost effectiveness or efficiency. For example, a community may have an administrative or public works employee who is employed full time, but can not be fully utilized and kept busy full-time. The excess capacity of that position could be contracted via an intergovernmental agreement or other mechanism to be used by a neighboring community who may not be able to employ a similar position full-time. A similar strategy could also be applied to equipment owned by a community. Finding these opportunities requires communication between neighboring communities and a commitment to finding unique solutions.

Currently the Town has fire and emergency medical services provided by neighboring municipalities. The County Sheriff,s Department provides police protection. Dodge County manages the Astico County Park.

7.3 Existing Opportunities and Potential Conflicts with Other Governmental Units and Strategies for Conflict Resolution

Opportunities

Numerous opportunities for service or program administration exist for cooperation with other units of government. Several opportunities are described as follows:

<u>Opportunity</u>	<u>Other Governmental Unit Assistance</u>
1. Assist in rating and posting local roads.	Dodge County Highway Department
2. Update and amend town comprehensive plan and/or ordinances when applicable.	Dodge County Land Resources and Parks Department
3. Provide local police protection in cooperation with surrounding towns.	City of Columbus, Towns of Calamus, Lowell, and Portland.

Potential Conflicts and Resolutions

Several potential conflicts may develop through the course of the planning period. Potential conflicts can be most effectively addressed in a pro-active fashion. In other words, pursuing opportunities will often avoid future conflicts. Thus, several of the potential conflicts identified may be similar to the opportunities discussed earlier. Potential conflicts and the process to resolve the conflicts are summarized as follows:

<u>Potential Conflict</u>	<u>Process to Resolve</u>
1. Concern over too much intervention by Dodge County and the State relative to local control of land use issues.	Maintain a comprehensive plan. Town takes responsibility to update and administer local ordinances and programs. Maintain communication with the Dodge County Land Resources and Parks Department on land use issues. Town provides ample opportunities for public involvement during land use planning and ordinance update/development efforts.

7.4 Intergovernmental Cooperation Goals and Objectives

The following are the goals and objectives developed by the Town of Elba regarding intergovernmental cooperation.

Goal: Establish mutually beneficial intergovernmental relations with other units of government.

Objectives

1. Continue to develop the cooperative working relationships the Town has established with neighboring communities and the County.
2. Increase cooperation with neighboring communities and Dodge County to provide efficient and effective emergency services, street maintenance, and other services when appropriate.
3. Support the Wisconsin Towns Association and be active in local, district, and state meetings.
4. Utilize County technical assistance to support Town planning efforts.
5. Encourage cooperation with the City of Columbus.
6. Encourage shared Fire, EMS, and Police services with surrounding communities.

7.5 Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. The Town should continue and promote future cooperative planning efforts with surrounding municipalities, associations, and service providers.
2. The Town will coordinate implementation of its comprehensive plan with Dodge County to avoid conflicting regulations and to minimize the duplication of services by working with the county whenever possible.
3. Before the purchase of new Town facilities or equipment, or the reinstatement of service agreements, the Town should pursue options for trading, renting, sharing, or contracting

such items from neighboring jurisdictions in order to provide services efficiently and save taxpayers money.

4. The Town should support the coordination of shared services with surrounding communities.

Recommendations

Recommendations are specific actions or projects that the community should be prepared to complete. The completion of these actions and projects are consistent with the community's policies, and therefore will help fulfill the comprehensive plan goals and objectives.

1. Create an advisory committee to establish clear goals, objectives, and expectations for the purpose of negotiating an intergovernmental agreement.
2. Annually review the status of all intergovernmental agreements to ensure maximum efficiency.

7.6 Intergovernmental Cooperation Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

UW-Extension Local Government Center

The mission of the Local Government Center is to provide focus, coordination, and leadership to UW System educational programs for local government, and to expand the research and knowledge base for local government education. The Center conducts and coordinates educational programming in general local government, local government finance, growth management, and community planning and design. Additional programs are under development. Educational programs are delivered through the two-way audio Educational Telecommunications Network (ETN), satellite television, and state-wide and regional workshops. The Center supports the programming of county-based Extension faculty. A variety of resources regarding intergovernmental cooperation are available through the Local Government Center. For further information visit its web-site at www.uwex.edu/lgc/.

Wisconsin Towns Association (WTA)

Wisconsin Towns Association (WTA) is a non-profit, non-partisan statewide organization created under s. 60.23(14) of the Wisconsin Statutes to protect the interests of the state's 1,264 towns and to improve town government. In 2002 WTA celebrated its 55th year of service to town governments and the state's 1.6 million town residents. The association is organized into six districts and is headquartered in Shawano. WTA relies on regular district meetings, an annual statewide convention, publications, participation in cooperative training programs and other means to support the goal of keeping grassroots government strong and efficient in Wisconsin. For further information on the WTA, visit its website at www.wisctowns.com.

8. Land Use

Land use is a means of broadly classifying how land is used and how it could be used in the future. Each type of use has its own characteristics that can determine compatibility, location, and preference to other land uses. Maps, especially existing land use, are used to analyze the current pattern of development, and serve as the framework for formulating how land will be used in the future. Land use regulations, private market demands, ownership patterns, and resource management programs all contribute to the character of the community as it is known today.

A primary function of this land use element is to help guide future land use in a way that is compatible, desirable, and accepted by the local community. This requires the consideration of a range of ideas and opinions relative to land use, property rights, and community values. The community can effectively manage land use through sensible land use controls and policies. Because land use is a people-oriented process, personal opinions, desires, and attitudes, and legal and political considerations all have land use impacts.

8.1 Projected Supply and Demand of Land Use During the Planning Period

Table 8-1 displays estimates for the total acreage that will be utilized by residential, commercial/industrial, institutional, and agricultural land uses for five year increments through the year 2035 in the Town of Elba. These future land use demand estimates are largely dependent on population increases and should only be utilized for planning purposes in combination with other indicators of land use demand.

Table 8-1, Projected Land Use Demand (acres)
Town of Elba, 2015-2035

Year	Residential (1)	Commercial/Industrial (2)	Institutional (3)	Agricultural (4)
2015	541	145	531	21,549
2020	544	146	534	21,543
2025	546	147	537	21,537
2030	544	146	534	21,543
2035	530	142	521	21,574

(1)Residential includes single family, two family, multi-family, and mobile home parks.

(2)Commercial/Industrial includes commercial, industrial, and quarries.

(3)Institutional includes public & quasi-public, parks & recreation, and communication & utilities.

(4)Agricultural includes agriculture and other resource land. Assumes 1.6% decrease of farmland per year, according to county trends.

Year 2015 to 2035 acreage calculations were projected by utilizing the Wisconsin Department of Administration Population Projections. Projected demand for residential, commercial/industrial, and institutional land use assume that the ratio of the community's 2010 population to current land area in each use will remain the same in the future. In other words, each person will require

the same amount of land for each particular land use as they do today. The projected decline in agricultural land use is based on Dodge County trends from 1997 to 2002. Data from the 2002 Census of Agriculture indicated that farmland decreased by approximately 1.6% per year from 1997 to 2002. Projected agricultural land use acreages assume these trends will continue.

As indicated by Table 8-1, the Town is projected to face increased demands for residential, commercial/industrial, and institutional land uses. It should be noted that the projected increase in institutional land is influenced by the amount of state institutional land currently located in the Town. It is possible that a substantial increase in the amount of institutional land and commercial/industrial land will occur during the planning period. Demands for residential could be somewhat substantial assuming that population trends are an indicator of land use demand. Pressure for residential development will likely continue to occur adjacent to the Town of Elba.

8.2 Future Land Use Plan (Classifications)

The future land use plan is one of the primary components of the comprehensive plan that can be used as a guide for local officials when considering future development within the Town. The plan is long-range and will need to be reevaluated periodically to ensure that it remains consistent with changing trends and conditions. Major components of the future land use plan include the Future Land Use Map and the future land use management area classifications. According to Section 66.1001 Wis. Stats., Comprehensive Planning, the Land Use element of a comprehensive plan must specify the general location of future land uses by net density or other classifications. To address this requirement, the Future Land Use Map and land use categories were developed to allow Town officials the opportunity and flexibility to promote a desired pattern and density of land use in their community and throughout the Town. The following future land use classifications have been developed:

- ◆ Conservancy
- ◆ Agriculture
- ◆ Recreation
- ◆ Single Family Residential
- ◆ General Residential
- ◆ Commercial
- ◆ Industrial
- ◆ Utilities and Community Facilities

The Future Land Use Map categories are simply designated areas of consistent character, use, and density that share similar goals and objectives for future use, preservation and/or development. The Future Land Use Map will be used as a general guide to assist Town officials when making decisions regarding the protection and preservation of the Town's agricultural and natural resources and when considering specific development proposals. Decision and actions to allow specific types of development will be further guided by specific Town ordinance provisions established to further define and implement the general goals, objectives, policies, and recommendations of the comprehensive plan. See the future land use categories below and the future land use map, map 8-2.

Conservancy (Dark Green)

Intent and Description

These mapped areas include wetlands as designated by the WDNR. This category could also include other significant natural resources such as selected woodlots, rock outcroppings, or archaeological sites at the discretion of the local planning commission. Agricultural activities such as crop harvesting, pasturing, and tree cutting are recognized as acceptable activities in the conservancy classification. Development should not encroach on these areas other than for recreational purposes (open space uses) as allowed under applicable regulations.

Agriculture (Light Green)

Intent and Description

This category represents those areas where agricultural uses are the dominant land use in the area. The Agriculture category could include a limited amount of residential development, but the predominant land use would be agricultural in nature. A minimal amount of other non-farm land uses, e.g. wind energy systems, wireless communication facilities, dog kennels, veterinary clinics, mineral extraction, farmers markets, and wildlife ponds, etc., may also occur in areas planned for agriculture. Densities will be regulated by the Town Zoning and Land Division Ordinances.

Uses identified as either an allowed use or a conditional use within the A-1 Farmland Preservation District or A-2 General Agricultural Zoning District of the Town Zoning Ordinance are considered to be consistent with the Agriculture land use category.

Preservation of the Town's agricultural areas, natural resources, surface waters, and open spaces is important to the Town. Various strategies for achieving this goal have been identified and outlined in this plan. These strategies primarily include strengthening agricultural preservation methods and directing future development into surrounding areas that are served by sanitary sewer systems. Major subdivisions (those proposing to create five or more lots) and other similar large scale developments are prohibited in these areas.

Recreation (Dark Blue)

Intent and Description

This category includes existing / future park and recreation land. Local, county, state, and federal recreation areas as well as privately owned recreation areas (golf courses, gun clubs, etc.) are included in this category. Wetlands that are located within a public or private recreation area will be placed in the Recreation category.

Single-Family Residential (Yellow)

Intent and Description

This category represents those areas where single-family residential land uses already exist, or, where such uses are planned to be the predominant land use. The density of residential development may vary depending on applicable zoning and land division regulations, but only single-family housing is included in this category. Mobile home parks, attached condominiums, and other multi-family residential uses would not be categorized as single-family residential but as General Residential (see description below). Where agricultural uses occur in these mapped areas, it is anticipated that these areas will become predominantly single-family residential over time. Densities will be regulated by the Town Zoning and Land Division Ordinances. New subdivisions should be designed with the future connectivity to surrounding developments in mind.

Uses identified as either an allowed use or a conditional use within the R-1 Single Family Residential Zoning District of the Town Zoning Ordinance are considered to be consistent with the Single Family Residential land use category.

General Residential (Orange)

Intent and Description

These areas include all types of residential uses. Multi-family structures including attached condominiums, duplexes, group living facilities, and mobile home parks are included in this category. Single-family residential uses are also allowed in this category.

Uses identified as either an allowed use or a conditional use within the R-2 General Residential Zoning District of the Town Zoning Ordinance is considered to be consistent with the General Residential land use category.

Commercial (Red)

Intent and Description

These mapped areas represent where commercial type land uses are anticipated in the future. Examples of uses found in this category include retail sales and services, eating and drinking establishments, financial institutions, professional offices, service and repair businesses, visitor accommodations, entertainment businesses, parking lots and day care facilities.

Uses identified as either an allowed use or a conditional use within the C-1 Commercial Zoning District of the Town Zoning Ordinance is considered to be consistent with the Commercial land use category.

Industrial (Purple)

Intent and Description

These mapped areas represent where industrial type land uses are anticipated. Manufacturing and production facilities, resource extraction and processing, warehousing, transportation terminals, feed mills, and wholesale establishments are some of the examples of uses included in this category.

Uses identified as either an allowed use or a conditional use within the I-1 Industrial Zoning District of the Town Zoning Ordinance is considered to be consistent with the Industrial land use category.

Utilities and Community Services (Brown)

Intent and Description

This category includes all public and private utility facilities as well as those uses which provide a service to the community except parks. Land uses such as churches, cemeteries, post offices, libraries, nursing homes, assisted living facilities, prisons, airports, hospitals, town halls, police and fire stations, museums, and schools are some examples of community services. Utilities would include uses such as electrical substations, water wells, water towers, natural gas regulator stations, and waste water treatment facilities.

8.3 Existing and Potential Land Use Conflicts

- ◆ Increasing pressure to convert farmland to residential use.
- ◆ An increase in the number of large animal confinement operations may have a negative impact on nearby non-farm residences.
- ◆ Annexation conflicts between the Town and the City of Columbus may arise.
- ◆ Intervention by the County and the State relative to local land use issues.
- ◆ The prices of land for residential and recreational uses will outpace the price of land continuing in agriculture.
- ◆ Recreational property demands will continue to increase, placing higher values on woodland and wetland areas.
- ◆ The Town will continue to experience increased traffic volumes on all local, county, and state roads which will in turn require additional local road maintenance and construction costs.

8.4 Land Use Goals and Objectives

The following are the goals and objectives developed by the Town of Elba regarding land use.

Goal: Encourage planned growth that enhances the local economy while protecting natural resources, recreational opportunities, and the rural character of the Town.

Objectives

1. Encourage an efficient development pattern that utilizes the existing road network.
2. Retain prime farmland.
3. Preserve natural environments and environmentally sensitive areas.
4. Maintain a low density of development pattern, which is characteristic throughout the majority of the Town.
5. Evaluate minimum lot sizes for the A-1 Zoning District.
6. Evaluate the parent/child exception in the Town's Zoning Ordinance.
7. Promote opportunities for the clean up of brown fields.
8. Promote harmony in land uses throughout the Town, through compatibility of proposed adjacent uses

8.5 Land Use Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. New residential lots and building sites shall be located and designed to protect environmentally sensitive areas and productive farmland.
2. The Town will encourage an efficient development pattern that utilizes the existing road network through the constructive use of land ordinances to guide growth and development in the Town.
3. The Town will maintain a low density of development, which is characteristic throughout the vast majority of the Town, by amending the zoning ordinance to be consistent with plan recommendations.
4. The Town may consider higher residential density development in areas designated as residential on the Future Land Use Plan Map
5. The current rural nature of the town shall be maintained to the fullest extent possible, particularly by having single family residences as the primary source of housing, and farming and agriculture as an important economic base.

6. All development proposals shall meet the intent of the Future Land Use Plan classifications as described within the Land Use element.

Recommendations

Recommendations are specific actions or projects that the community should be prepared to complete. The completion of these actions and projects are consistent with the community's policies, and therefore will help fulfill the comprehensive plan goals and objectives.

1. Increase restrictions within the A-1 agricultural zoning district to lower development potential.
2. Periodically review agricultural trends that may change how and where lands should be preserved.

8.6 Land Use Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Office of Land Information Services (OLIS), Wisconsin Department of Administration

OLIS provides staff support to the Wisconsin Land Council, and it administers the Wisconsin Land Information Program in conjunction with the Wisconsin Land Information Board. It also houses Plat Review and Municipal Boundary Review, both of which have statutory authority for approval of specific land use related requests, and the GIS Services, dedicated to the efficient use of geographic information systems. For further information about OLIS visit its web-site via the WDOA web-site at: www.doa.state.wi.us.

UW-Extension Center for Land Use Education

The Center for Land Use Education uses a team-based approach to accomplish its dual missions in campus based undergraduate and graduate education and Extension outreach teaching related to: land use planning, plan and ordinance administration, project impact and regional trends analysis, and public involvement in local land use policy development. For more information on the Center for Land Use Education visit its web-site at www.uwsp.edu/cnr/landcenter/.

Conservation Reserve Program (CRP)

Purpose is to reduce erosion, increase wildlife habitat, improve water quality, and increase forest land. Landowner sets aside cropland with annual rental payments based on amount bid. Practices include tree planting, grass cover, small wetland restoration, prairie and oak savannah restoration, and others. Eligibility varies by soil type and crop history. Land is accepted into program if bid qualifies. Continuous sign up open for buffers, waterways and environmental practices. Periodic sign ups announced throughout the year for other practices. Ten year or 15 year contract if planting hardwood trees is required and it is transferable with change in ownership. Public access not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency, or County Land Conservation Department.

9. Implementation

Just as the comprehensive plan does not work independently of other community documents, the implementation element does not work independently of the other elements in the plan. In fact, the implementation element is one of the best ways to demonstrate the integration of all the elements. Through implementation, the connectivity among community issues and opportunities, housing, transportation, utilities and community facilities, agricultural, natural, and cultural resources, economic development, intergovernmental cooperation, and land use is realized. Decisions should be made based on the knowledge that one decision can affect all the elements involved and there are direct and indirect effects of all actions.

The Implementation Element includes a compilation of programs and specific actions to be completed in a stated sequence. These programs and specific actions will be used to implement the goals, objectives, policies, and recommendations contained within the earlier elements of this plan.

The Implementation Element also includes a section on mechanisms to measure progress that will allow the community to determine if it is successfully implementing its comprehensive plan. In addition, this element also describes how all of the plan elements will be integrated and made consistent, as well as amendment and comprehensive plan update procedures.

Primary Implementation Strategy

- ◆ Maintain local control of land use
- ◆ Maintain a Town Zoning Ordinance to implement future land use recommendations
- ◆ Develop zoning and land division application and development review procedures
- ◆ Balance property rights with community interest and goals of protecting the town’s farm land, natural resources and rural character.

Coordination of Land use Regulations in Dodge County

The Dodge County Comprehensive Planning process was designed to allow communities to pursue their own choice in the administration of local land use ordinances and regulations as long as the implementation strategy was coordinated with Dodge County. The Town of Elba has elected to exercise their local control authority upon which this comprehensive plan and implementation strategy has been developed. The primary regulatory tools for plan implementation are coordinated application of town administered zoning and land division ordinances. Most of the regulatory options that town assessed for plan implementation are in the form of ordinances. The town realizes local control of land use and planning requires town investment of both cost and staff time, which is why the town chose to plan for its future in the first place. The costs are worth local control, and will be initially experienced through ordinance modifications, additions to town codes, and coordination with development review with Dodge County.

Land development and building activity in the Town of Elba is subject to both Town and County regulations. The Dodge County Land Use Code is administered by the Dodge County Land Resources and Parks Department. Both the Town and the County potentially have jurisdiction or approval authority depending on the type of land use and/or the location of the property in question. The coordination of regulations between the Town of Elba and Dodge County is very important to limit duplication of services and streamline the development review procedures that typically accompany local ordinance administration.

9.1 Proposed Updates to Existing Ordinances

The following sections detail proposed updates and recommendations to existing ordinances affecting the community. A brief description of the ordinance is provided as well as a description of its applicability to Dodge County.

9.2 Regulatory Land Use Management Tools

Regulatory tools stem from local government’s responsibility and authority to protect public health, safety, and welfare. Most regulatory tools are in the form of ordinances. The following regulatory tools were reviewed and discussed as part of the comprehensive plan process:

Conventional Zoning

Under Wisconsin Statutes, counties, cities, villages, and towns with village powers are authorized to adopt zoning ordinances. Zoning is one method of implementing or carrying out the comprehensive plan. Zoning regulates the use of land, lot size, density, and the height and size of structures. A conventional zoning ordinance is probably the most commonly used land use implementation tool, especially in villages and cities. Under conventional zoning, districts (defined areas of consistent use and density) are established which typically follow parcel boundaries and legal descriptions. Each district or zoning category contains a list of permitted and conditional uses which define “rights” within the district. In Wisconsin, towns are either “under” their respective county’s zoning ordinance, administer their own zoning ordinance, or do not administer zoning.

Dodge County Status

Dodge County has adopted a Land Use Code which contains zoning regulations for those towns that choose to utilize County zoning.

Town of Elba Status/Recommendation(s)

Status: The Town of Elba has adopted a Town Zoning Ordinance, originally adopted in February 1979 and recently updated on February 16, 2011.

Recommendation(s): No Recommendation.

Timeline: N/A

Performance Zoning

Performance zoning is a method that permits controlled development while also being sensitive to the landscape. It tries to regulate the impacts of land uses, rather than the uses themselves, by outlining general goals for developers that they can meet in different ways. Landowners are permitted a wide variety of uses, so long as they meet certain numeric standards such as a certain density, a certain amount of open space, or certain noise, smell, or lighting level standards.

Dodge County Status

The Dodge County Land Use Code does not utilize performance based zoning.

Town of Elba Status/Recommendation(s)

Status: Town Zoning Ordinance does not utilize performance zoning.

Recommendation(s): No recommendation.

Timeline: N/A

Extraterritorial Zoning

Any city or village that has a plan commission may exercise extraterritorial zoning power in the unincorporated areas surrounding the city or village. The extraterritorial zoning power may be exercised in the unincorporated areas located within three miles of the corporate limits of a first, second, or third class city, or within one and one-half miles of a fourth class city or village. Extraterritorial zoning may be initiated by a city or village adopting a resolution and providing notice of the extraterritorial area to be zoned. The city or village may unilaterally adopt an interim zoning ordinance to preserve existing zones or uses for up to two years while a comprehensive zoning plan is being prepared. A joint committee, consisting of three city or village plan commission members and three town members must approve of the plan and regulations by majority vote. Extraterritorial zoning is not commonly used in the State of Wisconsin.

Dodge County Status

Extraterritorial zoning authority is exercised by a few cities in Dodge County. Three municipalities exercise that authority; the City of Mayville in the Town of Williamstown, the City of Hartford in the Town of Rubicon, and the City of Watertown in the Town of Emmet.

Town of Elba Status/Recommendation(s)

Status: The City of Columbus does not exercise extraterritorial zoning in the Town of Elba.

Recommendation(s): Discourage the use of extraterritorial zoning in the Town.

Timeline: Whenever it is proposed by the City of Columbus.

Planned Unit Developments (PUDs)

Planned unit developments (also sometimes referred to as “planned development districts”) allow developers to vary some of the standards in local zoning ordinances to provide for innovative approaches that may allow for better design and arrangement of open space to protect natural resources. PUDs require flexibility from both the developer and local government.

Dodge County Status

There is a Planned Unit Development Overlay District within the Dodge County Land Use Code.

Town of Elba Status/Recommendation(s)

Status: Planned Unit Developments are a component in the Town zoning ordinance.

Recommendation(s): No Recommendation.

Timeline: N/A

Land Division/Subdivision Ordinance

Achieving the goals, objectives, and policies of the comprehensive plan will be significantly influenced by how land will be divided and developed in the future. Pursuant to Section 236 of the Wisconsin Statutes, a community, by ordinance, could review the subdivision of land within its corporate limits. A land division ordinance is a tool to control how, when, and if rural farmland, woodlands, and open spaces will be divided and developed while protecting the needs and welfare of the community. It also regulates how new lots will be made ready for future development, such as providing for adequate access (required roads, driveways), wastewater treatment, and water supply.

The impact of land division regulations is more permanent than zoning (which regulates the type of development that takes place on a parcel) because once land is divided into lots and streets are laid out, development patterns are set. Local review and regulation of future divisions of land can therefore be effective tool to realize plan goals of maintaining agriculture as a strong part of the local economy, protecting natural resources, and retaining rural character.

A community can require a new land division be in conformance with its comprehensive plan as a basis of approval. The key to implementing this objective is twofold. First, the ordinance should clearly state that consistency with the community’s comprehensive plan is a criteria of approval. Secondly, the ordinance should contain a provision requiring the proponent for a land division to submit a clear and concise letter of intent as part of the land division application. The letter of intent submitted as part of the application record can be used to decide if the lot proposed to be created will adequately accommodate the future use of the property.

Development of a local land division ordinance could also incorporate “conservation design guidelines and standards” to help implement the plan goals, objectives, and policies supporting protection of the community’s agricultural lands and open spaces. Conservation subdivisions are intended to be an alternative approach to the conventional lot-by-lot division of land in rural

areas which spreads development evenly throughout a tract of land without regard to the natural features of the area.

The development and ultimate success of a local land division ordinance in plan implementation will require the community to address regulatory, administrative, and intergovernmental considerations. Adoption of the local land division ordinance must be consistent with State statutes and will require local administration (e.g., application review, fee collection, public hearings, inspection, enforcement, etc.).

Many rural “unzoned” communities which do not want to pursue traditional zoning often adopt a land division ordinance as a baseline needed to manage future uses. However, communities must remember a land division ordinance only affects new development which requires a land division. New uses on existing parcels remain unregulated.

Dodge County Status

Subdivision/land division regulations are contained in the County Land Use Code and are in effect in all unincorporated areas of the County.

Town of Elba Status/Recommendation(s)

Status: Elba has adopted its own Land Division Ordinance, originally adopted in September of 1996 and revised in 2010. County subdivision regulations apply in the Town.

Recommendation(s): No Recommendation.

Timeline: N/A

Extraterritorial Plat Review

Cities and villages that have adopted a subdivision ordinance or official map can exercise extraterritorial plat approval jurisdiction for three miles beyond the corporate limits of a first, second, or third class city and one and one-half miles beyond the limits of a fourth class city or village. Specifics relative to Extraterritorial Plat Review can be found under Wis. Stats. S.236.02(5).

Dodge County Status

The cities and villages in Dodge County utilize extraterritorial plat review.

Town of Elba Status/Recommendation(s)

Status: The City of Columbus has the ability to review plats that are proposed in the applicable areas of the Town.

Recommendation(s): Discourage the use of extraterritorial plat review in the Town.

Timeline: N/A

Driveway Ordinance

Driveway ordinances are developed to establish standards for driveways that will provide for safe and adequate access from private development to public right-of-ways, and also to maintain appropriate access spacing, access-point design, and total number of access points to public roads. In addition, a driveway ordinance provides an opportunity for local review to ensure that the driveway is providing proper access for such uses as a single-family residence which is consistent with the community's comprehensive plan. The term "driveway" is generally defined to mean private driveway, road, field road, or other means of travel through any part of a private parcel of land which connects or will connect with any public roadway. The ordinance typically only impacts new driveways or driveways which serve major land use modifications. Use of a driveway or "access" ordinance to regulate land use is limited but a significant number of towns throughout the state, due to the requirement to service existing development for emergency purposes (i.e., fire, ambulance), have adopted driveway ordinances.

Dodge County Status

The Dodge County Land Use Code does not regulate driveway width or spacing

Town of Elba Status/Recommendation(s)

Status: The Town has adopted a driveway ordinance.

Recommendation(s): No Recommendation.

Timeline: N/A.

Official Maps

Cities, villages, and towns may adopt official maps. These maps, adopted by ordinance or resolution, may show existing and planned streets, highways, historic districts, parkways, parks, playgrounds, railroad rights of way, waterways, and public transit facilities. The map also may include a waterway only if it is included in a comprehensive surface water drainage plan. No building permit may be issued to construct or enlarge any building within the limits of these mapped areas except pursuant to conditions identified in the law.

Counties have limited official mapping powers. Counties may adopt highway-width maps showing the location and width of proposed streets or highways and the widths of any existing streets or highways which are planned to be expanded. The municipality affected by the street or highway must approve the map. Counties may also prepare plans for the future platting of lands, or for the future location of streets, highways, or parkways in the unincorporated areas of the county. These plans do not apply to the extraterritorial plat approval jurisdiction of a city or village unless the city or village consents. Official maps are not used frequently because few communities plan anything but major thoroughfares and parks in detail in advance of the imminent development of a neighborhood.

Dodge County Status

The Dodge County Comprehensive Plan shows the location of future roads and parks.

Town of Elba Status/Recommendation(s)

Status: Elba has not adopted an official map.

Recommendation(s): No recommendation.

Timeline: N/A

Annexation

Cities and villages have the power to annex given to them by the state. The power to extend municipal boundaries into adjacent unincorporated (town) lands allows a community to control development on its periphery. Contrary to popular belief, annexation occurs at the request of town residents, not at the request of the incorporated municipality. Petitions for annexation are filed by the town landowners and the village or city acts upon the annexation petition.

Dodge County Status

Not applicable.

Town of Elba Status/Recommendation(s)

Status: Elba is subject to annexation of its land from the City of Columbus.

Recommendation(s): Discourage annexation of Town land by the city and challenge annexations that are not consistent with any approved cooperative boundary agreement.

Timeline: Whenever annexation is proposed.

Specialized Ordinances

Given specific issues and needs within a particular community, a number of “specialized” ordinances may be required to locally regulate public health and safety concerns, protect private property, and avoid public nuisances. The following ordinances have received increased attention due to local issues.

Telecommunications Ordinance

Ordinances can be used to encourage the construction and location of mobile service facilities, mobile service support structures and radio broadcast service facilities in areas where the adverse impact on the environment, the community and the citizens of the community is minimized. Communities should maintain and ensure that a non-discriminatory, competitive and broad range of mobile services and high quality mobile service infrastructure consistent with the Federal Telecommunications Act of 1996 are provided to serve the community, as well as police, fire, and emergency response network quickly, effectively and efficiently. Also, encourage the use of alternative support structures, collocation of new antennas on existing support structures, and construction of support structures with the ability to locate three (3) or more providers. Overall, the ordinance is to promote the public health, safety and general welfare of the citizens of the community with the minimum practical regulation that is necessary to accomplish this objective.

Dodge County Status

The Mobile Tower Siting and Radio Broadcast Service Facility Overlay District within the County Land Use Code regulates telecommunication towers.

Town of Elba Status/Recommendation(s)

Status: The Town Zoning Ordinance regulates wireless communication facilities.

Recommendation(s): Update the zoning ordinance to meet new state and federal regulations.

Timeline: 2015

Nuisance Ordinance

A nuisance can generally be defined as an action, or lack thereof, which creates or permits a situation that annoys, injures, or endangers the peace, welfare, order, health, or safety of the public in their persons or property. Nuisance ordinances can be defined in many ways, depending what issues are present in the community. Possible nuisances include noxious weeds, storage of vehicles, odors, noise, signs, obstruction of streets, animals, fireworks, and any number of related type nuisances. Concisely defining nuisances as well as enforcement, abatement, and recovery of costs for abatement are very important in the creation of a nuisance ordinance. A nuisance ordinance provides landowners and residents with a mechanism for identifying and preventing non-compliant situations. Authority for a town to engage an action to recover damages or abate a public nuisance is granted under Chapter 823 of the Wis. Stats. Although a town may pursue action through the State Department of Justice to prosecute the action, most Wisconsin municipalities pursue developing a local public nuisance ordinance because the statute does not specifically address all potential nuisance situations.

Further, there are some practical but nevertheless important reasons for developing a local ordinance. They include: 1) the ability to set a minimum and a maximum forfeiture amount; 2) the ability to decide a protocol for providing notice and the time to cure or abate the nuisance; and 3) the ordinance can state that the unpaid bill for the cost of abating the nuisance can be placed on the tax bill as a special charge. Most public nuisance ordinances cover five (5) broad areas. They include:

- ◆ Noxious weeds.
- ◆ Environmental health.
- ◆ Morality (sexually oriented businesses).
- ◆ Public safety and peace.
- ◆ Junk vehicle or equipment.

Dodge County Status

The County Land Use Code contains a section on operational compatibility standards and also regulates junk vehicles.

Town of Elba Status/Recommendation(s)

Status: The Town of Elba adopted a public nuisance ordinance in 1999.

Recommendation(s): Continue to enforce the Town's public nuisance ordinance.

Timeline: N/A

Sign Ordinances

A sign ordinance restricts the type, size, and location of signs within a community. It also often restricts the types of materials that can be used to construct signs. These ordinances can regulate signage to achieve a number of community values such as improved property values, public safety, and glare control. Counties, towns, cities, and villages may all adopt sign ordinances and billboard regulations.

Dodge County Status

Signs are regulated through the Dodge County Land Use Code.

Town of Elba Status/Recommendation(s)

Status: Signs are regulated through the Town Zoning Ordinance.

Recommendation(s): No Recommendation.

Timeline: N/A

Historic Preservation Ordinances

The objectives of a comprehensive plan which note the need to preserve important historic structures and sites can be implemented through the adoption of a historic preservation ordinance. These ordinances are meant to protect historic buildings and districts. Counties, towns, cities, and villages have express authority to enact historic preservation ordinances. In addition, the Wisconsin Legislature has determined that historic preservation is such an important objective that all cities and villages that contain any property listed on either the national register of historic places or the state register of historic places must enact an historic preservation ordinance to regulate historic or archeological landmarks and historic districts in an effort to preserve those landmarks.

Dodge County Status

Dodge County has not adopted a historic preservation ordinance.

Town of Elba Status/Recommendation(s)

Status: Elba has not adopted a historic preservation ordinance.

Recommendation(s): No recommendation.

Timeline: N/A

Design Review

Design review involves the review and regulation of the design of buildings and their sites. Design review standards are often included as part of zoning and subdivision ordinances. They seek to protect communities from multi-family, commercial, industrial, and institutional development which would detract from the appearance of the community and reduce property values. Such an ordinance is especially recommended for communities with buildings of historic or architectural importance and where tourism is a major economic activity.

Dodge County Status

Design review standards are included as part of the Dodge County Land Use Code.

Town of Elba Status/Recommendation(s)

Status: Design review standards are included as part of the Land Division Ordinance.

Recommendation(s): Continue to utilize the Town Land Division Ordinance.

Timeline: N/A

Other Ordinances

The Wisconsin Towns Association also recommends that all towns, villages, and cities should strongly consider adopting the following “basic” ordinances. Most of these ordinances are considered nuisance type ordinances. They include:

1. An ordinance to regulate specific operations (e.g., nude dancing).
2. An ordinance to regulate mobile homes and mobile home parks.
3. An ordinance on town and city/village board/council meeting procedures and town board and village/city administration of the community.
4. An ordinance regulating billboards.
5. An ordinance regulating events and large assemblages.
6. An ordinance to regulate fire control in fire regulation and reimbursement for fire costs.
7. An ordinance to regulate vehicle road weight limits, truck routes and other road uses.
8. An ordinance to regulate use of roadways by snowmobiles, ATVs, and horses.
9. An ordinance to regulate dogs running at large.
10. An ordinance to regulate unlicensed motor vehicles.
11. An ordinance to regulate landspreading of certain wastes.

Dodge County Status

The Dodge County Land Use Code regulates billboards, mobile home parks, meeting procedures, large events, and landspreading of petroleum contaminated soils.

Town of Elba Status/Recommendation(s)

Status: Elba has adopted some of these “basic” ordinances as part of their general code.

Recommendation(s): No Recommendation.

Timeline: N/A

Intergovernmental Agreements

Any municipality may contract with other municipalities to receive or furnish services or jointly exercise power or duties required or authorized by law. The term “municipality” is defined to include the state, counties, cities, villages, towns, school districts, sanitary districts, public library systems, regional planning commissions, and other governmental and quasi-governmental entities. The requirements and procedures set forth for intergovernmental agreements are minimal. Such arrangements can prove useful in the implementation of a plan by facilitating efficient provision of public facilities and services. In Dodge County, intergovernmental agreements have been used to execute cooperation between communities for services such as fire and emergency rescue.

Dodge County Status

Mutual aid agreements exist between communities throughout the county to address police, fire, and ambulance service. Other informal and formal agreements exist between communities to address sharing services and facilities such as parks, road maintenance, snowplowing, and library funding.

Town of Elba Status/Recommendation(s)

Status: Fire protection services are provided by the Columbus Rural Fire Group and the Village of Reeseville. Ambulance service is provided by the City of Columbus.

Recommendation(s): Continue agreements with surrounding communities for fire protection and emergency medical services.

Timeline: Review agreements annually.

Building and Housing Codes

Cities, villages, towns, and counties may enact building and sanitary codes. Building codes are sets of regulations that set standards for the construction of buildings in a community. Building codes ensure that new and altered construction will be safe. These codes must conform to the state building, plumbing, and electrical codes. Housing codes define standards for how a dwelling unit is to be used and maintained after it is built. To enforce the codes, inspections are required by the local municipality. This code is concerned with keeping housing from falling into dilapidation and thus keeping neighborhoods from falling into blight.

Dodge County Status

The County has not adopted a building code or housing code.

Town of Elba Status/Recommendation(s)

Status: Elba is required by State statute to enforce the uniform dwelling code.

Recommendation(s): Continue contract with licensed building inspector.

Timeline: N/A

9.3 Non-Regulatory Land Use Management Tools

There are several non-regulatory options available to local municipalities to influence local land use. The following tools were considered as part of the planning process.

Acquisition Tools

Land Acquisition

Communities and non-profit conservation organizations can acquire land for conservation purposes simply by purchasing it outright. This is recommended when public access to the property is required.

Dodge County Status

The County has purchased land for park and recreational purposes in the past.

Town of Elba Status/Recommendation(s)

Status: The Town has acquired land for the Town dump in the past.

Recommendation(s): No recommendation.

Timeline: N/A

Conservation Easements

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). Conservation easements may be purchased but are frequently donated by conservation-minded landowners. 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 can be tailored to the unique characteristics of the property and the interests of the landowner. Easements may apply to entire parcels of land or to specific parts of a property. The easement is recorded with the deed to the property to limit the future uses of the land as specified in the easement. Land protected by conservation easements remains on the tax roll and is privately owned and managed.

Dodge County Status

The County has not purchased or accepted conservation easements in the past.

Town of Elba Status/Recommendation(s)

Status: Elba has not purchased or accepted conservation easements in the past.

Recommendation(s): No recommendation.

Timeline: N/A

Purchase of Development Rights (PDR)

The purchase of development rights is a land conservation tool that communities can use to protect important natural resources such as farmland, hillsides, and wetlands. Under a PDR program, a unit of government (city, village, town, county, or state) or a nonprofit conservation organization (such as a land trust) purchases a conservation easement that limits the use of the land to accomplish a certain purpose, including protecting the land from development. The rights purchased are recorded in a conservation easement. PDR programs are voluntary and participants retain ownership of their land. They can sell or transfer their property at any time; but, because of the easement, the land is permanently protected from certain types of development.

Dodge County Status

No purchase of development rights program exists in Dodge County.

Town of Elba Status/Recommendation(s)

Status: No purchase of development rights program.

Recommendation(s): No Recommendation.

Timeline: N/A

Fiscal Tools

Capital Improvements Program (CIP)

The capital improvements program is a way of implementing issues related to capital facilities specified in a plan. Capital improvements are those projects which require the expenditure of public funds for the acquisition, construction, or replacement of various public buildings such as police and fire halls, schools, and city/village/town halls; roads and highways; water and sewer facilities; and parks and open space.

A capital improvements program is a listing of proposed public projects according to a schedule of priorities, usually over a five year programming period. A CIP allows local communities to plan for capital expenditures and minimize unplanned expenses. Sources of funding for capital improvements include impact fees, subdivision requirements, special assessments, and revenue or general obligation bonding. The usefulness of the CIP depends upon the community properly budgeting for expenditures as part of the community's annual capital improvements budget.

Dodge County Status

The County adopts a five year capital improvement program annually.

Town of Elba Status/Recommendation(s)

Status: Elba does not prepare a capital improvement program.

Recommendation(s): No recommendation.

Timeline: N/A

Impact Fees

Cities, villages, towns, and counties may impose impact fees. Impact fees are financial contributions imposed on developers by a local government as a condition of development approval.

Impact fees are one response to the growing funding gap in infrastructure dollars between revenues and needs. Impact fees help shift a portion of the capital cost burden of new development to developers in an effort to make new development responsible for serving itself rather than raising taxes on existing development. Local governments can use impact fees to finance highways and other transportation facilities, sewage treatment facilities, storm and surface water handling facilities, water facilities, parks and other recreational facilities, solid waste and recycling facilities, fire and police facilities, emergency medical facilities, and libraries. Impact fees cannot be used to fund school facilities. Furthermore, counties cannot use impact fees to fund highways and other transportation related facilities.

Dodge County Status

Dodge County cannot charge an impact fee, however the County does impose a conversion fee for land removed from agriculture.

Town of Elba Status/Recommendation(s)

Status: The Town of Elba charges a \$500 park and recreation fee for subdivisions.

Recommendation(s): Adopt a park fee ordinance for new subdivisions.

Timeline: No recommendation.

Tax Increment Financing Districts

Wisconsin towns recently gained a new tool to help promote rural development in Wisconsin with passage of new legislation in 2004. This new legislation provides towns the authority to use the tax incremental financing authority that cities and village have been using for years, to provide infrastructure for tourism, agriculture, and forestry projects in towns.

The new law will give an optional tool to help site projects in towns across the state when special infrastructure needs such as all weather roads, power lines, or improved rail connections are needed to create new or expanded tourism, agricultural, and forestry projects. An example of the type of project this tool could be used for is to provide a town highway that could carry heavy truck traffic to such a facility as an ethanol production plant or large livestock facility. A new or improved town highway could be constructed to allow the new facility to be located in more remote areas of the state, thus reducing potential land use conflicts with neighbors, yet avoiding placing the burden of the new improvement on the remainder of the town taxpayers.

This new legislation gives towns similar authority for tax incremental financing as cities and villages, but is limited to the type of rural development in tourism, agriculture, and forestry that does not compete with cities and villages. According to the Wisconsin Towns Association, this bill helps promote rural development as a part of the “Grow Wisconsin” efforts of the current Administration and the Assembly Republican “Agriculture Renewal” initiative.

Dodge County Status
Not applicable.

Town of Elba Status/Recommendation(s)

Status: Elba has a Tax Increment Financing District.

Recommendation(s): No Recommendation.

Timeline: N/A

9.4 Integration and Consistency of Comprehensive Plan Elements

Comprehensive planning legislation requires that the Implementation element describe how each of the nine elements of the comprehensive plan will be integrated and made consistent with the other elements of the plan. The planning process that was used to create the *Town of Elba Comprehensive Plan* required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore eliminating the threat of inconsistency. There are no known inconsistencies within the plan or individual elements or between goals, objectives, policies, and recommendations.

Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments and/or updates to be made. Over time, additional plans regarding specific features within the community may also be developed (i.e., outdoor recreation plan, farmland preservation plan, downtown development plan). The process used to develop any further detailed plans should be consistent with this Town of Elba Comprehensive Plan.

9.5 Mechanisms to Measure Comprehensive Plan Progress

Comprehensive planning legislation requires that the implementation element provide a mechanism to measure community progress toward achieving all aspects of the comprehensive plan. One acceptable method to do this is to evaluate two primary components. The two components, policies and recommendations, are listed within each identified plan element (usually the last sections within each element).

To measure the effectiveness of an adopted policy, the community must determine if the policy has met the intended purpose. For example, the Town has listed a policy under Section 3, the Transportation element, which states, “Dead end roads and cul-de-sacs should be avoided whenever possible.” To determine whether the policy is achieving the community’s intention a “measure” must be established. In the case of this policy, the measure is simply how many dead-end roads or cul-de-sacs have been constructed since the plan’s adoption. Each listed policy within each element should be reviewed periodically to determine the plan’s effectiveness.

Likewise, recommendations listed within each element can be measured. For recommendations, the ability to “measure” progress toward achievement is very straight forward in that the recommendations have either been implemented or they have not.

To ensure the plan is achieving intended results, periodic reviews should be conducted by the Plan Commission and results reported to the governing body and the public.

9.6 Comprehensive Plan Amendments

The Town of Elba should regularly evaluate its progress toward achieving the goals, objectives, policies, and recommendations within the comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency established within the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as a tool upon which decisions are based. This plan should only be amended a maximum of two times per year in order to prevent an excessive number of changes to the plan. An excessive number of changes or amendments to the plan may lead to undesirable development in the Town.

According to comprehensive planning legislation, the same process that was used to initially adopt the plan shall also be used when amendments are made. The Town should be aware that as more compliant plans are developed, the amendment procedure may be clarified or changed and should therefore be monitored.

9.7 Comprehensive Plan Updates

Comprehensive planning statutes require that the comprehensive plan be updated at least once every 10 years. An update requires revisiting the entire planning document. Unlike an amendment, an update often includes a substantial re-write of the text, an updating of the inventory and tables, and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan, including similar time and funding allotments. State statutes should also be monitored for any changes and new or removed language.

9.8 Implementation Goals and Objectives

The following are the goals and objectives developed by the Town of Elba regarding implementation.

Goal: Promote consistency between plan recommendations, ordinances, and other land use regulations.

Objectives

1. Develop an “action plan” as part of the implementation element to assist the Plan Commission, Town Board, and other jurisdictions with the administration of the comprehensive plan.

2. Encourage citizen participation in order to increase local input in the decision making process.
3. Improve the efficiency of Town zoning procedures.
4. Work with the Dodge County Planning and Development office to revise the Town's Zoning Ordinance.
5. Update the Comprehensive Plan on a regular schedule to ensure that the plan remains a useful tool for growth and development decisions.
6. Provide for review of the Comprehensive Plan for consistency with the goals, objectives, maps, policies, and recommendations.

9.9 Implementation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. All proposed developments shall be reviewed for consistency with the Town of Elba Comprehensive Plan.
2. Comprehensive Plan amendments should be considered at a maximum of only two public hearings held each calendar year.
3. Land use controls, such as the Town's Land Division Ordinance and Zoning Ordinance, shall be consistent with the policies and recommendations of the comprehensive plan.
4. The Plan Commission shall have the responsibility to make recommendations to the Town Board regarding land use and development proposals.
5. The Town Board and Plan Commission shall enforce plan goals, objectives, policies, recommendations, and programs.

Recommendations

Recommendations are specific actions or projects that the community should be prepared to complete. The completion of these actions and projects are consistent with the community's policies, and therefore will help fulfill the comprehensive plan goals and objectives.

1. Develop a “flowchart” of the Town's Zoning Ordinance, to assist the Plan Commission, the Town Board, and citizens with zoning and land division procedures.

2. Review the Town's Zoning and Land Division Ordinances to ensure it complies with the Town's Comprehensive Plan.

9.10 Implementation Programs

The programs listed in Sections 9.2 and 9.3 are currently utilized by or are available to the Town of Elba to implement the goals, objectives, policies, and recommendations identified.