



Chapter 9
Implementation



INTRODUCTION

The Implementation Chapter establishes a framework for accomplishing the goals and objectives of the Comprehensive Plan. The foundation for plan implementation is the **action plan**, which includes a compilation of programs and specific actions to be completed in a stated sequence. The action plan also includes proposed changes to any applicable zoning ordinances, official maps or subdivision ordinances and describes how each of the various planning elements will be integrated and made consistent with one another. The Implementation Chapter also includes a mechanism to measure progress toward achieving the plan's goals and objectives and identifies a process for periodically updating the comprehensive plan.

Actions that must be Consistent with the Comprehensive Plan

Wisconsin's Comprehensive Planning Law (66.1001 Wisconsin Statutes) identifies a series of actions and procedures that must be consistent with the governmental unit's comprehensive plan. Beginning on January 1, 2010, implementation of zoning, subdivision regulation, and official map ordinances must be consistent with the *Village of Solon Springs Comprehensive Plan*. Since state statutes do not clearly provide a definition for 'consistent', this plan assumes consistency to imply actions must be 'compatible' with the comprehensive plan and do not directly contradict the plan's goals, objectives.

It is important to understand that the comprehensive plan itself is not a regulation, but rather a guide for directing and managing growth and development. Comprehensive plans do not create regulatory requirements independent from other regulations used to implement the comprehensive plan.

Plan Adoption and Amendment Requirements

Chapter 66.1001(4) of the Wisconsin Statutes establishes the procedures for adoption or amendment of the comprehensive plan. The governmental entity must comply with the following five steps before its comprehensive plan becomes effective.

Public Participation Plan (66.1003)(4)(a)

The adoption of a written public participation plan designed to foster public participation in the development or amendment of a comprehensive plan. The Village of Solon Springs Public Participation Plan was approved by the Village Board on April 28th, 2008.

Resolution Recommending Adoption (66.1003)(4)(b)

The body of a local governmental unit (planning committee) that is authorized to prepare or amend a comprehensive plan may recommend the adoption or



amendment of a comprehensive plan only by adopting a resolution by a majority vote of the entire commission. **On X, 2009**, the Village of Solon Springs Planning Commission passed a resolution recommending approval of the Comprehensive Plan by the Village Board.

Draft Plan Review (66.1003)(4)(b)

Prior to formal adoption of the comprehensive plan, one copy of the draft plan must be submitted to the following entities for review and comment.

1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
2. The clerk of every local governmental unit that is adjacent to the local governmental unit that is the subject of the plan that is adopted or amended.
3. The Wisconsin land council
4. The Wisconsin Department of Administration
5. The regional planning commission in which the local governmental unit is located.
6. The public library that serves the area in which the local governmental unit is located.

Public Hearing (66.1001)(4)(d)

Before an ordinance can be enacted adopting the comprehensive plan, the governmental entity must hold at least one public hearing at which the proposed ordinance is discussed. A Class 1 notice of the hearing must be published at least 30 days prior to the hearing. Written notice must also be provided to;

1. An operator who has obtained, or applied for a nonmetallic mining permit under 295.12(3)(d), Wisconsin Statutes
2. A person who has registered a marketable nonmetallic mineral deposit under s. 295.20, Wisconsin Statutes
3. Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the local governmental unit provide the property owner or leaseholder notice of the hearing.
4. Property owners that have filed a request for written notice under Section 66.1001(6), Wisconsin Statutes.

Adoption of the Plan by Ordinance (66.1001)(4)(c)



In order for the comprehensive plan to take effect, the governmental unit must enact an ordinance that adopts or amends the plan. The ordinance must be passed by a majority vote of the County Board.

Public Plan Review and Adoption of the Village of Solon Springs Comprehensive Plan

Sound planning provides opportunities for the general public to participate in and to review and comment on proposed plan content. Per the adopted public participation plan, two public open house events were held to allow for public review of draft plan materials. The first, held in April of 2009, provided an opportunity for the public to review draft goals and objectives and the preliminary background materials. A second open house held on **XXXXXX**, presented the full draft comprehensive plan for public review. Similar opportunities for public review and comment should be a part of any future plan revisions or amendments.

A formal public hearing on the Solon Springs Comprehensive Plan was held on **XXXX**. The village provided public notice in accordance with the provisions of Chapter 66.1001(4)(d) and 66.1001(4)(e), Wisconsin Statutes. Copies of the draft plan were submitted by the village to the required parties under Chapter 66.1001(4)(b), Wisconsin Statutes. On **XXXX**, the Solon Springs Comprehensive Plan was adopted by the Village Board on a vote of X to X.

Future Amendments or Plan Updates

The Village of Solon Springs Comprehensive Plan is designed to serve the village for about 20 years (2010-2030). It is possible that unforeseen changes or deviation from planning assumptions will occur over the planning period. Plan statistical data, projections, narrative and maps may also become outdated if not periodically updated.

This comprehensive plan should be considered a “living document”, responsive to changing conditions, opportunities and challenges. Updates to long-range plans such as this one are inevitable as changes in development patterns, economic conditions, social values or other factors may require that the plan be revised in order to remain consistent with the current situation. The plan also contains background narrative and statistical data which needs to be periodically revised to remain current. The plan’s projections may also need to be revised in response to changing demographics, social values or economic variables.

There are two types of plan revisions, *periodic plan updates* and *corrections*. Periodic plan updates occur on regular intervals and are meant to adjust the plan content based on changing conditions. This type of revision may involve alteration of plan goals, objectives or policies or the incorporation of new or adjusted



information into the comprehensive plan. Plan corrections involve the revision of plan text, statistics, projections or mapping to reconcile issues with incorrect or faulty data.



Rationale for Plan Revisions or Updates

Changing conditions and/or values will require periodic revision of the comprehensive plan. Wisconsin’s comprehensive planning law **requires** that the plan be reviewed and updated at least once every ten years. However, it is recommended that the plan be reviewed on an annual basis to ensure accuracy and relevance and to evaluate progress toward attainment of plan goals and objectives. A more formal plan update is recommended at least once every 5 years to examine and adjust statistical data, projections, plan narrative, goals, objectives, mapping, actions and implementation mechanisms. The update of statistical data should coincide with the release of U.S. Decennial Census information.

Changes to plans of the local governmental units in The Village of Solon Springs should also be reflected in the countywide comprehensive plan. For example, changes to a town future land use map also need to be reflected in the countywide future land use map. For this reason, it is recommended that The Village of Solon Springs coordinate plan revision activities with the local governmental units using a process similar to that used for initial plan development.

Table 9.1: Recommended Plan Revision Schedule

| | |
|------------------|--|
| Annual | General plan review, add new data as available, plan progress monitoring |
| 2011-2012 | Formal amendment, add Census 2010 data, revise projections, amend narrative, goals, objectives, actions, implementation mechanisms or mapping as needed. Plan progress monitoring. |
| 2016-2017 | Formal amendment, revise projections, amend narrative, goals, objectives, actions, implementation mechanisms or mapping as needed. Plan progress monitoring. |
| 2021-2022 | Formal amendment, add Census 2020 data, revise projections, amend narrative, goals, objectives, actions, implementation mechanisms or mapping as needed. Plan progress monitoring. |
| 2026-2027 | Formal amendment, revise projections, amend narrative, goals, objectives, actions, implementation mechanisms or mapping as needed. Plan progress monitoring. |



INTERPRETING THE COMPREHENSIVE PLAN

Role of the Planning Commission

The Solon Springs Village Board established a 7-member planning commission on **XXXX**. Planning commissions generally serve two key functions, plan development and plan implementation. Commissions are authorized to prepare a comprehensive plan and recommend its adoption to the governing body (town board, village board, city council, county board), which adopts the plan as an ordinance by majority vote. Key potential commission responsibilities include sponsoring the planning process for their community, oversight of the public participation plan and fostering public participation during the planning process. Once a plan has been adopted by the community, the planning commission serves to advise elected officials on comprehensive planning and land use issues within their community and may make decisions as delegated by the local governing body. Planning commissions typically review development and land use proposals that come before the commission and provide recommendations to the local governing body. Commissions may also be involved in other activities such as plan review, monitoring, research or amendment activities as directed by the local governing body.



Table 9.2: Creating a Planning Commission

| Local unit | Towns | Villages and Cities | Counties |
|------------------------------|--|--|--|
| Statutory authority | 60.22(3) | 61.35, 62.23(1) | 59.69 |
| Creation by ordinance | By town board after adoption of village powers. | By village board or city council. | By county board. |
| Membership | 7 members if population is 2,500 or greater. 7 or 5 members if population is under 2,500. | Seven members. | Number of commission members not specified in statutes. Committee composed of county board members. |
| Appointment | Town board chair appoints – Chooses from among chair & other elected or appointed officials, at least 3 citizen members or 1 if under 2,500. | Mayor/village president appoints – self (optional), elected or appointed officials, at least 3 citizen members; can increase to include building inspector | Board chair or executive appoints commission subject to Board approval; may appoint 2 alternate members. Commission composition is flexible. |
| Terms | 3 years | 3 years | 3 years with staggered commissioner appointments |
| Chairperson | Appointed by town board chair | Appointed by mayor/village president | Elected by committee/commission for 2 year term |

Source: "Plan Commission Handbook", Center for Land Use Education, UW- Stevens Point, May 2002



IMPLEMENTATION ACTIVITIES

Actions and procedures that must be consistent with comprehensive plans

Wisconsin's Comprehensive Planning Law states that Beginning on January 1, 2010, if a local governmental unit engages in any of the following actions, those actions shall be consistent with that local governmental unit's comprehensive plan:

1. Official mapping established or amended under s. 62.23 (6)
2. Local subdivision regulation under s. 236.45 or 236.46
3. County zoning ordinances enacted or amended under s. 59.69
4. City or village zoning ordinances enacted or amended under s. 62.23 (7)
5. Town zoning ordinances enacted or amended under s. 60.61 or 60.62
6. Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231

The Village of Solon Springs currently engages in comprehensive zoning, subdivision regulation and shoreland-wetland zoning. Beginning on January 1, 2010 these programs and actions must be consistent with this comprehensive plan.

Plan Implementation Zoning Amendments

The zoning ordinance will be the one of the principal tools used to implement the Village of Solon Springs Comprehensive Plan. As such, the Village of Solon Springs Zoning Ordinance should reflect the plan's goals, objectives and policies. Following adoption of this plan, the Village of Solon Springs should make appropriate adjustments to the zoning ordinance so that it is consistent with the provisions of this plan.

Consistency with Plans of Adjoining Jurisdictions and Douglas County

The Village of Solon Springs Comprehensive Plan is intended to function cooperatively with the plans of adjoining jurisdictions. Plan consistency will help achieve the desired patterns of future growth and consistent, predictable decision-making across jurisdictional boundaries.

The Village of Solon Springs shares a common border with the Town of Solon Springs. Planning decisions made by the village could ultimately impact the town and vice-versa. While the goals and objectives of both communities differ in content and specificity, they share a common focus and do not directly contradict one another. Consistency was also strongly emphasized in the future land use mapping process. In order to reduce the potential for land use conflicts, the town



and village met jointly to review maps, identify potential conflicts and discuss other cross-jurisdictional consistency concerns and issues.

Consistency between Plan Elements

The goals, objectives, and policies contained within the preceding eight elements of this Comprehensive Plan, along with the accompanying inventory and analysis, have been thoroughly reviewed and approved by the Village of Solon Springs Village Board. Throughout the plan development process, great care was exercised in the examination of local and countywide planning issues and concerns.

During the planning process, significant attention was then given to ensuring that the policies required to address the individual issues or concerns did not conflict, either with each other within the chapter, or between the different chapters.

Ensuring Consistency in the Future

Future revision of any comprehensive plan goal, objective, policy or future land use map should receive the same level of consideration, deliberation and analysis as the original Plan; special attention shall be given so that the new adopted language does not create conflicts within or between chapters.

Future plan revisions should also be examined to ensure compatibility with the Town of Solon Springs Comprehensive Plan and the Douglas County Comprehensive Plan. Any future amendment of the Village of Solon Springs Comprehensive Plan should be forwarded to the Town of Solon Springs and Douglas County for review and comment. A process for consideration of future local plan amendments is included within the action plan.



LAND USE PLANNING TOOLS

There are a number of planning tools available to Douglas County and local units of government to implement their comprehensive plans. Below is a summary of some of the key planning tools which may be used to further progress toward plan goals and objectives.

Regulatory Tools

Although zoning and subdivision ordinances are the two most commonly utilized land use planning tools, there are several innovative tools which can be used by the village to implement the plan and to guide the land use decision-making process.

Zoning

In Wisconsin, general zoning power is granted to counties, towns, cities, and villages. Zoning separates conflicting land uses and ensures that development is directed in certain areas that can accommodate that particular land use. Several different types of specialized zoning exist.

- **Floodplain Zoning-** Floodplain zoning ordinances are required by Wisconsin law and pertain to cities, villages, and towns. The Wisconsin DNR specifies minimum standards for development in floodplains, but local ordinances may be more restrictive than these rules.
- **Shoreland Zoning-** Wisconsin law requires that counties adopt zoning regulations in shoreline areas that are within 1,000 feet of a navigable lake, pond, or flowage or 300 feet of a navigable stream or the landward side of the floodplain, whichever distance is greater. Minimum standards for shoreland zoning ordinances are specified in rules developed by the Wisconsin DNR, while local standards may be more restrictive.
- **Exclusive Agricultural Zoning-** Municipalities may adopt exclusive agricultural zoning for farmland under the Farmland Preservation Program. Exclusive agricultural zoning essentially prohibits non-farm uses within identified agricultural preservation areas. To participate in the program, the county must have an agricultural preservation plan that meets the standards of Chapter 91, Wisconsin Statutes, and has been certified by the state Land and Water Conservation Board (LWCB). The ordinance must comply with the county farmland preservation plan. Eligible landowners receive a state income tax credit.
- **Performance Zoning-** Performance zoning uses performance standards to regulate development. Performance standards are zoning controls that regulate the effects or impacts of a proposed development, instead of separating uses into various zones. Performance standards often relate to a site's development capability. For example, in agricultural areas, performance zoning could be used to limit development on prime agricultural soils and allow development on lower



quality soils. Performance zoning provides landowners and developers with flexibility to determine how best to meet required standards.

- **Bonus and Incentive Zoning-** Bonus or incentive zoning allows local governments to grant a bonus, usually in the form of density or the size of the development, in exchange for amenities such as parks or walking paths for example.
- **Overlay Zoning-** Overlay zones are designed to protect important resources and sensitive areas. Overlay zones are special zoning districts, which are placed over existing base zone(s). The overlay identifies special provisions in addition to those in the underlying base zone. The overlay district can share common boundaries with the base zone or cut across base zone boundaries. Regulations or incentives are attached to the overlay district to protect a specific resource or guide development within a special area.
- **Mixed Use Zoning-** Mixed use zoning is an effective way to enhance existing urban and suburban areas and encourage infill development. Mixed use zoning recognizes the existing mixture and encourages its continuance and may offer an alternative to struggling with nonconforming use complexities.
- **Inclusionary Zoning-** Inclusionary zoning provides incentives to developers to provide affordable housing as part of a proposed development project. For example, in exchange for higher density, a developer would have to build a specified number of low and moderate income dwelling units.

Extraterritorial Zoning and Plat Review

Incorporated cities and villages in Wisconsin have statutory authority to exercise extraterritorial zoning and plat review powers for unincorporated areas within certain distances of their municipal boundaries. Extraterritorial jurisdiction extends for 3 miles beyond the corporate limits of the City of Superior and 1 ½ miles beyond the corporate limits of the villages. Where the boundaries of multiple extraterritorial jurisdictions overlap, the jurisdictional boundaries are divided on a line equidistant from the corporate limits of each municipality affected. Municipalities wishing to exercise extraterritorial zoning authority must have a zoning ordinance for lands within their corporate limits and must also adopt an extraterritorial zoning ordinance. Affected towns must also approve the zoning ordinance. Currently, none of the incorporated municipalities in Douglas County engage in extraterritorial zoning.

While extraterritorial zoning requires town approval of a zoning ordinance, extraterritorial plat review applies automatically if the city adopts a subdivision ordinance or an official map. Extraterritorial plat review authority essential allows a city or village to apply its subdivision ordinance in the unincorporated area. Exercising plat review authority allows incorporated communities to influence the



development pattern along their borders and to reduce the potential for conflicting land uses.

Official Mapping

State statutes permit cities, villages and towns to prepare official mapping (Ch. 62.23(6), 61.35, 60.10(2)c). An official map is a formal public record which delineates current and planned future roadways, utilities, waterways, historic districts, railroad rights-of-way, public transit facilities, drainageways, playgrounds and parks. The purpose of an official map is to protect a community's investment in public facilities by identifying and reserving land for public purposes. An official map ensures that no improvements will be made to land designated for future public use that might add to future costs.

In communities with official mapping, no public sewer or other municipal street utility or infrastructure improvement can be constructed in any street until the street is placed on the official map. Furthermore, no building permits may be issued within features delineated on the map unless a street access to the proposed structure has been indicated on the official map.

Wisconsin counties have limited official mapping authority. Under s. 236.46, Wis. Stats. , counties may adopt highway-width maps showing the location and width of proposed new highways and the widths of any highways proposed to be expanded. County maps function similarly to local official maps, but with jurisdiction limited to streets and highways.

Because of overlapping jurisdictional authority, counties and local governmental units must work collaboratively to develop official maps. Wisconsin law allows villages and cities to extend their official mapping into their extraterritorial jurisdictions, which includes unincorporated lands that may be part of a town's official map.

Sign Regulations

Local government in Wisconsin can regulate billboards and off-premise outdoor advertising. Counties and communities with zoning authority may wish to consider the use of *billboard prohibition ordinances* as part of local zoning codes. These ordinances essentially equate to a complete prohibition of the construction of new off-premise outdoor advertising signs and billboards. Local regulations could also be modified to include provisions preventing a new billboard from being constructed unless an existing billboard comes down.

Communities may also develop and adopt *sign ordinances*, which restrict the type, size, and location of signs within a community. These ordinances may also restrict the types of materials that can be used to construct signs.

Towns which do not have their own zoning or those who wish to have more restrictive standards than the county may adopt *local billboard control ordinances*. These regulations may not be as effective as billboard prohibition or sign ordinances



due to the fact that town authority to regulate billboards is primarily limited to highway safety concerns.

Model ordinances are available to assist local units of government in the development of billboard and sign ordinances. Models for each of the aforementioned techniques are available online from ScenicWisconsin.org at <http://www.scenicwisconsin.org/modelord.htm>

Erosion and Stormwater Control Ordinances

Counties and local units of government in Wisconsin can adopt erosion and stormwater control ordinances to control the impact of development on runoff, groundwater recharge, and overall water quality. Model ordinances exist that can be used to develop a customized ordinance for a municipality. The Wisconsin Department of Natural Resources Bureau of Watershed Management has developed model construction site erosion control and post-construction stormwater management zoning ordinances for use by local units of government. Copies of the model ordinances are available on-line at <http://dnr.wi.gov/runoff/rules/nr152.htm>.

Historic Preservation Ordinances

Historic preservation ordinances can aid local units of government in protecting and enhancing key historic and cultural resources in their communities. In 1994 the Wisconsin Legislature amended state statutes to require cities and villages that contain property listed on the state or federal register of historic places to enact a historic preservation ordinance. Through the enactment of historic preservation ordinances, municipalities can create a *historic preservation commission* that is empowered to designate and protect the designated properties by regulating new construction, alterations or demolitions that impact these properties. Communities with adopted historic preservation ordinances are eligible to participate in Wisconsin's Certified Local Government Program (CLG) which provides grants to fund planning and educational activities.

Towns in Wisconsin also have the authority to enact historic preservation ordinances (60.64 Wis. Stats.) and to create historic preservation commissions for purposes of designating historic landmarks and establishing historic districts.

The Wisconsin Historical Society, Division of Historic Preservation, developed model ordinances to assist communities in creating their own local ordinances.

Building Codes

As of January 1, 2005 all communities (cities, villages, and towns) in Wisconsin are required to administer the Uniform Dwelling Code (UDC) for the construction of new



dwellings. The UDC is a uniform statewide code that sets minimum standards for fire safety; structural strength; energy conservation; erosion control; heating, plumbing and electrical systems; and general health and safety in new dwellings. Douglas County towns are responsible to assure the proper procedures are met. Each town has created an ordinance or resolution outlining the permitting process, to include application, plan review and inspections, required in the code. Plan reviewers and building inspectors may be state or municipal employees or private firms under contract with the town. Villages and the City of Superior must also administer the UDC within their municipal boundaries.

Design Review Regulations

Design review regulations are one of the planning options available to local units of government to address community character and design. Design review regulations seek to minimize adverse aesthetic impacts of new development on the character of the surrounding area by regulating the exterior appearance of structures, lighting, and signage. Design review standards must be based on clear, well-defined design criteria which are applied through rules and regulations and processes for applying review to specific development applications. The review process usually involves an administrative committee (plan commission, historic preservation commission, design review commission), which is responsible for reviewing building plans and proposals.

Sanitary System Regulations

In rural Douglas County, a soil evaluation conducted by a state licensed Certified Soil Tester is required before a sanitary system may be installed. The evaluation identifies all the elements necessary for the future design and installation of the system such as type, size, depth and location on the property. Sanitary system plans must be approved by Douglas County before a land use permit will be issued for construction of a new dwelling.

Public sewer service is available within the incorporated villages, the City of Superior and portions of unincorporated towns served by sanitary districts. Within the incorporated communities, new development is required to connect to the municipal sanitary system.

Subdivision Regulations

State subdivision regulations (Chapter 236 Wis. Stats.) provide the minimum standards and procedures for dividing and recording parcels of land in Wisconsin. State statutes define subdivisions as "the division of land into 5 or more lots of 1 ½ acres each or less in area; or when 5 or more parcels or building sites of 1 ½ acres each or less in area are created by successive divisions within a period of five years." Subdivision ordinances typically regulate how and under what conditions a parcel of land can be divided into smaller parcels. Subdivision ordinances can also



regulate aspects of development such as dimensional standards, lot size and setback requirements. Subdivision ordinances often contain development standards which are not addressed in the zoning ordinance such as design standards for drainage, roads, sidewalks, utilities and lighting. The Ordinance may also include site design criteria to promote visual quality, traditional neighborhoods, rural character or other community goals expressed in its comprehensive plan.

Local governmental units (counties, cities, villages or towns) have express authority regulate subdivisions, as long as the community's requirements are more restrictive than the minimum state standards defined in Chapter 236. In cases where there is overlapping jurisdictional authority, (i.e. county subdivision regulations & town subdivision regulations) a proposed subdivision would have to meet the standards of both ordinances.

Subdivision Design

A prominent rural residential development model used in much of Wisconsin is the conventional subdivision. Often referred to as the "cookie-cutter" method, this model involves the splitting of large tracts of open space into the maximum number of residential lots permitted in the zoning ordinance. The lots created using the conventional model are oftentimes large, with significant lot clearing to make room for a home and large yards. Conventional subdivision design places little emphasis on retention of rural character, protection of historic resources, farmland preservation or natural resource values. Furthermore, conventional subdivision regulations impose rigid lot restrictions that do not preserve distinctive scenic natural features and characteristics of the landscape. In the rural environment, conventional subdivisions can contribute to diminishing rural character by creating a homogeneous, monotonous development pattern.

An alternative to the conventional model is the conservation design concept. The purpose of a conservation design is to provide opportunity for development while maintaining open space characteristics, encouraging interaction among residents through site design, and protection of habitat, scenic characteristics and environmental features.

A typical conservation design subdivision contains the same number of lots that would be permitted under a conventional design. The lots are typically smaller than conventional lots and are designed for single-family homes reminiscent of traditional neighborhoods found in small towns throughout America.

The compact design of a conservation subdivision allows for the creation of permanent open space (typically 50 percent or more of the buildable area). This undeveloped land typically serves as communal open space land and provides recreational, aesthetic, and social benefits to subdivision residents.



Lighting Controls

Light radiating into the atmosphere can create a “glow effect” around cities and built-up areas which may be seen from several miles away. In the wake of expanding development and unregulated lighting, many communities are seeking ways of reducing the amount of excess light escaping into the atmosphere. Several communities in Wisconsin have adopted ordinances to regulate the use of exterior lighting. Ordinances typically focus on strategies to minimize “light trespass”, where light travels across property boundaries or into areas which are not intended to be lit and radiant light which escapes into the atmosphere. Local lighting codes can also be programmed into local building codes, site plan review and subdivision regulations.

Non-Regulatory Approaches

Conservation Easements

When a landowner sells the rights to develop their property, a legal document known as a conservation easement is drafted and recorded with the Register of Deeds. The easement restricts the use of the land to agricultural use, open space, or other desired use in perpetuity. A conservation easement permanently limits residential, commercial, or industrial development to protect the natural attributes or agricultural values of a property. The conservation easement remains on the deed even if the land is sold or passed through inheritance thereby ensuring the development will not occur on the property.

A conservation easement does not guarantee public access to the property. The land remains in the hands of the property owner, as only the right to develop it has been purchased. All remaining rights of property ownership remain with the landowner including the right to transfer ownership, swap, deed, or sell the land.

Purchase of Development Rights (PDR)

The purchase of development rights is a voluntary protection technique that compensates the landowner for limiting future development on their land. PDR programs are primarily used for retention of agricultural lands, but the concept can be applied to all types of land use scenarios. Under a PDR program an entity such as a town, county or a land trust purchases the development rights to a designated piece of property. A conservation easement is then recorded with the Register of Deeds. The land remains in private ownership, and the landowner retains all the other rights and responsibilities associated with the property.

Transfer of Development Rights

A transfer of development rights (TDR) program is a voluntary conservation approach that allows the right to develop property to be transferred from one parcel (or zoning district) to another. Under a TDR program, the development rights to



parcel of land are transferred from a “sending area” to another parcel referred to as the “receiving area”. Sending areas are typically those areas where development is discouraged or limited, and receiving areas are areas where growth and development are encouraged. Under some TDR programs local government awards development rights to each parcel of developable land in the community or in selected districts on the basis of the land's acreage or value. Landowners can then sell the development rights on the open market. A benefit of TDR programs is that they require no major financial contribution by local government.

Acquisition

This type of plan implementation tool involves the direct purchase of land for the purposes of preservation and protection. This tool should be considered in cases where other protective mechanisms fail to meet objectives and/or in cases of high-priority lands. Acquisition efforts should be coordinated with other local, state, and national acquisition initiatives (lake associations, environmental groups, USFS, WDNR, etc.)

Best Management Practices

Best management practices (BMP's) describe voluntary procedures and practices that landowners can take to help protect and preserve natural resources. BMP's resources include the Wisconsin Department of Natural Resources publications titled “Best Management Practices for Water Quality Field Manual¹” and “Wisconsin's Forestry Best Management Practices for Water Quality²”.

¹ www.dnr.state.wi.us/forestry/Usesof/bmp/bmpfieldmanual.htm

² www.dnr.state.wi.us/forestry/publications/pdf/FR-349.pdf



Fiscal Tools

Capital Improvements Program

Capital improvement programs (CIP's) are a budgeting tool used by communities to plan for the timing and location of capital improvements (such as municipal sewer and water service, parks or schools). CIP's ensure that proper budgets are allocated for future developments or improvements to community infrastructure.

Impact Fees

Impact fees are financial contributions imposed on new developments to help pay for capital improvements needed to serve the development. Local governments can impose impact fees to finance highways, other transportation facilities, storm water facilities, solid waste and recycling facilities, fire and police facilities etc.

Initially, Wisconsin law permitted counties, cities, villages and towns to assess impact fees on developers for purposes of offsetting costs of capital improvements required to serve the new development. In 2006, the law was revised, removing county authority to assess impact fees. However, municipalities can continue to impose impact fees within their municipal boundaries. Impact fees may only be established following a municipal ordinance and passed following a public hearing specifically designed to hear comments on the reasonableness and allocation of the impact fees

Tax Incremental Finance

Tax increment financing (TIF) is a financial tool used by municipalities to promote expansion of the economic base and job creation. Under Wisconsin's Tax Increment Finance law, cities and villages front the cost for improvements (i.e. sewer, curb and gutter, roads) within a defined Tax Increment District (TID), and the cost of those improvements is then repaid through the increased property taxes generated by new development within the TID.

Establishing a TIF district requires a partnership between a municipality and overlying taxing jurisdictions (i.e. county, technical college, school district). These jurisdictions must agree to forego any revenues based on the increase in property valuation until all of the TIF improvement costs are paid.

Under Wisconsin's Town Tax Incremental Tax Finance Law (Ch. 66.85 Wis. Stats.), towns can create TIF districts for agricultural, forestry, manufacturing or tourism improvements.

Potential benefits of using TIF programs include the rehabilitation of blighted areas, increased economic expansion and job creation and the formation of an economic development partnership between the municipality and overlying taxing jurisdictions. TIF is not a panacea, and its application does not come without an



element of risk. If development/redevelopment does not occur as planned, the TIF may be unable to generate sufficient revenue to meet its obligations within its maximum life. In this case, the municipality is responsible for all unpaid costs associated with the TIF.

Special Assessments

Special assessments are financial tools available to local units of government to defray the costs of infrastructure improvements which benefit private property owners. Only properties which receive the benefit of the improvements bear the costs and the general property tax for the community is unaffected. The ability to use special assessments is statutorily (Ch. 66.60(1)(a) Wis. Stats) granted to any city, village or town.

Intergovernmental Cooperation Tools

(Refer to Intergovernmental Cooperation Element)



GOALS, OBJECTIVES, POLICIES AND ACTIONS

For definitional purposes, a goal is a broad statement of a desired end state toward which objectives and policies are directed. The objectives provide the measurable and attainable ends toward which specific actions are directed. The goals and objectives provide a general framework for attaining the village's long-range vision. These statements established the benchmarks on which the plan was created and provide a means of assessing and evaluating plan progress in the future. The plan's policy statements are intended to serve as specific guidelines, or recommendations, for public planning decisions.

An action is a specific task that must be completed in order to achieve the plan's goals and objectives. The action plan is intended to provide a clear set of specific actions to be undertaken in a preferred sequence in order to implement the comprehensive plan. For purposes of compliance with Wisconsin's comprehensive planning law (Ch. 66.1001), the "actions" are used synonymously with "programs" identified in the legislation. For all actions identified within the comprehensive plan, the Village of Solon Springs Plan Commission (under the guidance and direction of the Village Board) will be the lead entity responsible for administering the programs and projects covered by the plan.

Overall Goal

"To allow for suitable economic and physical development while retaining the Village's natural assets, unique northwoods character and quality of life."



Transportation Goal

Goal T1: "The Village of Solon Springs encourages and promotes safe, reliable, affordable, and environmentally as well as economically-sustainable transportation options for residents."

Transportation Objectives, Policies and Actions

- T1(a):** The Village of Solon Springs will encourage and promote a ride-drive sharing bulletin board program at the community center, as well as an electronic (online) version from this date through 2029.
- T1(b):** The Village of Solon Springs will seek grants, loans, and shared services which will assure reliable daily round-trip operation of one or more mass-transit vans, rail passenger cars, and/or other group transport methods for community members commuting to and from the Twin Ports by 2020.
- T1(c):** The Village of Solon Springs will construct, mark, and maintain at least 5 miles of pedestrian walking trails or lanes within the village by 2020.
- T1(d):** The Village of Solon Springs will construct, mark, and maintain at least 8 miles of biking trails, routes, or lanes within the village by 2020.
- T1(e):** The Village of Solon Springs will work with the Solon/Gordon airport commission and encourage appropriate updates to the facilities through 2029.
- T1(f):** The Village of Solon Springs will investigate the opportunity for a transient dock located near or adjacent to the Main Street Landing by 2015.



Housing Goal

Goal H1: "The Village of Solon Springs will encourage and promote a range of safe housing possibilities that help meet needs of current and future residents of varying ages, abilities, and income levels."

Housing Objectives, Policies and Actions

- H1(a):** The Village of Solon Springs will require efficient, affordable, rigorous permitting and inspection for all new construction by July 1, 2009; and will maintain, improve and adopt all required practices through 2029.
- H1(b):** The Village of Solon Springs will identify and determine actions to reduce the number of abandoned, non-maintained and or blighted properties within its boundaries. And will adhere to this schedule:
- a.) Reduce by 50% by July 1, 2011.
 - b.) Reduce by 80% by July 1, 2015.
 - c.) Reduce to 90% by July 1, 2019 and maintain at that level or less through 2029.
- H1(c):** The Village of Solon Springs will encourage building of at least two new single-family residences each year through 2029.
- H1(d):** The Village of Solon Springs will encourage building of at least two new multi-unit, multi-family dwellings each capable of housing at least 8 residents total every 5 years from this date through December 1, 2029.
- H1(e):** The Village of Solon Springs will support establishment of assisted living resources for at least 8 residents by July 1, 2015 and will encourage expansions that will accommodate at least 8 more residents within assisted living facilities every five years through 2029.



Economic Development Goal

Goal ED1: “The Village of Solon Springs will promote sustainable business, commercial, small-scale agricultural and industrial ventures that responsibly contribute to the human, economic and environmental quality of the area.”

Economic Development Objectives, Policies and Actions

ED1 (a): The Village of Solon Springs will help attract one new venture in each of the above categories by July 1, 2013.

ED1 (b): The Village of Solon Springs will help attract a total of at least 10 new full-time jobs and at least 15 new part-time jobs in those ventures by July 1, 2014.

ED1 (c): By July 1, 2013, the Village of Solon Springs will help secure ventures as above which produce minimal effluent (in air, soil, and water), solid waste, and noise.

ED1 (d): The Village of Solon Springs will seek ventures that can be housed in the current business park area without taking further land or forest and also seek out opportunities to reclaim and revitalize existing sites which have been abandoned or blighted.

ED1 (e): The Village of Solon Springs will work to insure the local business climate is positive and can support existing businesses and new ventures insuring their continuation through 2020 and beyond.

ED1 (f): The Village of Solon Springs will help replicate above objectives for at least 2 additional new ventures in each of the above categories by July 1, 2029.

ED1 (g): The Village of Solon Springs will promote cooperation among utilities to help create the infrastructure needed to support business ventures within its boundaries.



Agricultural, Cultural and Natural Resources Goal

Goal A1: “The Village of Solon Springs treasures human, aesthetic, agricultural, aquatic, cultural, historic, scenic, and natural resources of all types that compose our unique Village in the Forest, and encourages the recognition, inclusion, and highest levels of continued quality for each of these resources.”

Agricultural, Cultural and Natural Resources Objectives, Policies and Actions

ACNR1 (a): The Village of Solon Springs Board will engage and interact with allied, kindred agencies and organizations annually through 2029 in active pursuit of the above goal. *These groups will include: R’AVN - Rural Arts Voice North; State, County and Solon Springs Historical Societies; North Country Trail Association; Upper St. Croix lake Association; Lucius Woods Performing Arts Center; Douglas County Forestry; Wisconsin DNR; Friends of the St. Croix Headwaters; Friends of the Bird Sanctuary; St. Croix Writers' Group; Wisconsin Regional Writers' Association; US Army Corps of Engineers; and all others as needed.*

ACNR1 (b): The Village of Solon Springs will encourage preservation of forestlands; increased uses of permeable surfaces for roads, driveways and trails; and creation and retention of natural drainage regimes at levels to exceed Wisconsin guidelines through 2029.

ACNR1 (c): The Village of Solon Springs will encourage (re)establishment of buffering shoreline vegetation to a minimum width of 40 feet around at least 80% of Village lake shoreline.

ACNR1 (d): The Village of Solon Springs will actively encourage efforts to enhance, preserve, and protect all resources described here, soliciting regular public input regarding this via in-person, print, and online methods through 2029.

ACNR1 (e): The Village of Solon Springs will regularly use online, print, and in-person methods to promote flow of information about all above resources and related issues through 2029.



Utilities and Community Facilities Goal

Goal UC1: “The Village of Solon Springs will support public participation in securing reliable, safe, and sustainable community facilities and utilities.”

Utilities and Community Facilities Objectives, Policies and Actions

UCF1(a): The Village of Solon Springs will maintain safe, functional, state-approved waste water/sewer treatment for its current 600 residents and commercial users through July 1, 2029.

UCF1(b): The Village of Solon Springs will expand safe, functional, state-approved waste water/sewer treatment for at least 4,000 residential, seasonal, and commercial users by July 1, 2015.

UCF1(c): The Village of Solon Springs will expand and improve its safe, functional, state-approved sewer and waste water treatment systems to accommodate at least 6,000 users by July 1, 2029.

UCF1(d): The Village of Solon Springs is seeking to recycle:

- a.) A minimum of 50% of its residential reclaimable materials (fiber, metal, glass, plastic, other) by July 1, 2010.
- b.) A minimum of 70% of its residential reclaimable materials by July 1, 2019.
- c.) A minimum of 80% of all residential, seasonal, and commercial/industrial reclaimable materials in village by July 1, 2020.
- d.) A minimum of 90% of all residential, seasonal, and commercial/industrial reclaimable materials in village through 2029.

UCF1(e): The Village of Solon Springs will explore feasibility of a safe, reliable village-wide water system by July 1, 2019.

UCF1(f): The Village of Solon Springs will have this municipal water system available to all users by July 1, 2029.

UCF1(g): The Village of Solon Springs will maintain and sustain this water system at least annually through 2029.

UCF1(h): The Village of Solon Springs will encourage safe, reliable natural gas distribution to those who chose to use it in the village by July 1, 2019.

UCF1(i): The Village of Solon Springs will encourage and promote maintenance of safe, reliable natural gas distribution to all users through 2029.



- UCF1 (j):** The Village of Solon Springs will encourage and promote effective, reliable data, voice, video, and other (tele) communication options, as they develop, for all users through 2029.
- UCF1 (k):** The Village of Solon Springs will encourage safe, reliable, sustainable electrical supply to all users through 2029, with updates and modifications as needed.
- UCF1 (l):** The Village of Solon Springs will repair current streets, roads, culverts, and alleys to safe, attractive, functional, and sustainable status by July 1, 2015.
- UCF1 (m):** The Village of Solon Springs will maintain and extend streets, roads, culverts, alleys, and related infrastructure, in cooperation with village members' input, and with emphasis on village aesthetics and environmental sustainability, through at least 2029.
- UCF1 (n):** The Village of Solon Springs will maintain and extend its Community Center, parks, beaches, landings, performance centers, and other public areas as safe, secure places for all residents and visitors through 2029.
- UCF1 (o):** The Village of Solon Springs will make yearly improvements for all items in # 14, as needed and as affordable, through 2029.
- UCF1 (p):** The Village of Solon Springs will encourage and support growth of the Joan Salmen Library and the Superior Public Library branch as requested and needed through 2029.
- UCF1 (q):** The Village of Solon Springs will identify and mitigate all hazardous infrastructure conditions by July 1, 2015.
- UCF1 (r):** The Village of Solon Springs will continue its cooperative effort with the Town of Gordon and the Upper St. Croix Lake Sanitary District (USCLD) in providing waste water treatment for the community.
- UCF1 (s):** The Village of Solon Springs will engage with, promote and directly support the Joan Salmen Library and Superior Public Library Branch in Solon Springs with at least one effort per year from this date through 2029.



Intergovernmental Cooperation Goal

Goal IC1: "The Village of Solon Springs will strive to create and maintain cooperative, productive interrelationships with adjacent and overlapping governmental jurisdictions."

Intergovernmental Cooperation Objectives, Policies and Actions

IC1(a): The Village of Solon Springs will conspicuously offer one or more opportunities annually, from now through 2029, for each of these groups to be represented at and/or participate in planning and decision making activities with the Village Board: Airport Commission, Town of SS, Douglas County Board of Directors, area Tribal Councils, US Forest Service, National Park Service, WI DNR, Douglas County and other development commissions, Village and county police, fire, and EMT services, SS public schools, railroad agencies, and others as necessary and advantageous.

IC1(b): The Village of Solon Springs will openly solicit and act upon input from citizenry and the above groups at least once per year from this date through 2029.

IC1(c): *Objective IC1 (c):* VSS will respond actively to opportunities for interaction with the above and other groups from this date through 2029.

IC1(d): The Village of Solon Springs will conduct at least one cooperative promotional venture, awareness activity, and/or fund raising effort for local benefit with at least one of the following groups or their designees annually from this date through 2029.

- a) State, county or local historical societies
- b) North Country Trail Association
- c) Upper St. Croix Lake Association
- d) Douglas County Forestry
- e) Lucius Woods Performing Arts Center
- f) Joan Salmen Library

IC1(e): VSS will seek participation in and look to initiate shared services agreements and joint capital expenditures with other governmental agencies as a means to provide the residents of the community with the best possible services while operating within required spending levels through 2029.



Land Use Goal

Goal LU1: "The Village of Solon Springs will practice and support wise, sustainable management and utilization of lands within the Village boundaries, with emphasis always on future development, as well as benefits of current actions and decisions."

Land Use Objectives, Policies and Actions

LU1(a): The Village of Solon Springs will carefully review and consider all permit requests, measure them against specific, standard criteria, and approve or reject based on the merits of each submission.

LU1(b): The Village of Solon Springs will conspicuously publicize and make known in an easy to understand format all village land-use decisions, maps, ordinances and guidelines that pertain to each village resident and land owner - from this date through 2029.

LU1(c): The Village of Solon Springs will complete a review of all zoning ordinances by December 31, 2009.

LU1(d): The Village of Solon Springs will review all land use, zoning and permit policies/ordinances at least every two years from this date through 2029.

LU1(e): The Village of Solon Springs will act decisively --including condemnation and demolition, as necessary--to improve at least one troublesome structure and/or property per year through 2020, or until full village-wide clean up is achieved and maintained.

LU1(f): The Village of Solon Springs will communicate and work actively with other agencies and jurisdictions to assure all of the above objectives are operationalized beginning this date and continuing through 2029.



Implementation Goals

Goal IMP1: “The Village of Solon Springs will actively work to complete the strategies identified in the comprehensive plan and will review implementation progress periodically”

Implementation Objectives, Policies and Actions

IMP1 (a): The Village of Solon Springs will recognize the need for periodic revision and updating of the comprehensive plan.



IMP1 (b): Public input will be formally sought via published questionnaire at least once every five years through 2029.

IMP1 (c): The Village of Solon Springs Board and Plan Commission will revise and update the comprehensive plan at least every five years through 2029.

IMP1 (d): The Village of Solon Springs will conduct an annual review of the comprehensive plan and changing conditions within the community. Annual review should also include examination of the plan's baseline data, maps, visioning components, identification of obstacles or barriers to implementation, unanticipated opportunities and recommended amendments to the comprehensive plan.