

**CHAPTER 4:
IMPLEMENTATION**

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INTRODUCTION

This chapter outlines a number of actions and activities necessary to implement the intent and vision of the *Village of Lena 20-Year Comprehensive Plan*. In addition, there is a description of how each of the plan elements is integrated and made consistent with one another. A process for amending/updating the comprehensive plan, as well as a mechanism used to measure the progress toward achieving the plan, is also provided.

RESPONSIBILITIES OF LOCAL OFFICIALS

As directed by the Lena Village Board, the Plan Commission has the primary responsibility of implementing the comprehensive plan. Elected officials and members of the Plan Commission need to be familiar with the maps, land use recommendations, vision statement, and development strategies found within the plan. The comprehensive plan should provide much of the rationale elected officials need in making a land use decision or recommendation. When reviewing any petition or when amending any of the village's land use controls, the comprehensive plan shall be reviewed and a recommendation derived based on the development strategies, vision statement, land use recommendations, and General Plan Design. If a decision needs to be made that is inconsistent with the comprehensive plan, the comprehensive plan must be amended to reflect this change in policy before it can take effect. A glossary of Planning and Zoning Terms is provided as Appendix F of *Volume I: Village Plan*.

CONSISTENCY WITH EXISTING PLANS, REPORTS, AND STUDIES

This plan was created in a manner to promote consistency amongst all the elements and their respective development strategies. It is important elected officials and Plan Commission members periodically review the plan elements and development strategies for applicability and consistency. These reviews will also ensure the plan contains the most current information available to make land use decisions. Any village ordinances and regulations need to be periodically reviewed for consistency with the *Village of Lena 20-Year Comprehensive Plan*.

UPDATING THE COMPREHENSIVE PLAN

The Plan Commission is the lead entity in amending/updating the *Village of Lena 20-Year Comprehensive Plan*. Any changes to the comprehensive plan should follow s. 66.1001 (4)(b), Wis. Stats. and the procedures for fostering public participation approved by the village.

It is recommended that the village's comprehensive plan be reviewed/updated by the Plan Commission based on the following schedule:

- **Annually**
 - Review the vision statement and future development strategies;
 - Review updates to the Wisconsin Department of Administration (WDOA) population and housing estimates, and U.S. Census data;
 - Review implementation priorities and relevance of the development strategies;
 - Update any changes to General Plan Design text or map;

- **Five Years**
 - Review U.S. Census data, WDOA population and housing projections – work with Oconto County to update *Volume II: County Resources* as needed;
 - Identify substantial changes over the past five years and any potential impacts to the community in the near future. This helps monitor outcomes of implemented development strategies and identifies any possible needs for the 10-year update;
 - Be aware of updates or completion of other local, county, or regional plans.
- **Ten Years** - required comprehensive plan update per s. 66.1001(2)(i), Wis. Stats. Amend the plan as needed based on changing conditions.
 - Conduct a review of the village’s vision statement, General Plan Design development strategies and map, land use recommendations; and work with Oconto County to update the village’s population, housing, and economic data, along with other relevant planning information inventoried in *Volume II: County Resources*.
 - Review ordinances and other controls for consistency with the comprehensive plan.

IMPLEMENTATION OF LOCAL LAND USE CONTROLS

Zoning

Village of Lena Code of Ordinances

The Village of Lena maintains and administers a zoning ordinance. The village uses these zoning ordinances to promote public health, safety, and welfare; to protect natural resources; and to maintain community character. Zoning districts were established to avoid land use conflicts, protect environmental features, promote economic development, and to accomplish land use objectives laid out by a comprehensive plan. Please refer to the *Village of Lena Code of Ordinances* for detailed information on zoning districts, regulations, restrictions, permitted uses, and zoning maps.

- The comprehensive plan’s preferred land uses need to be compared to the existing zoning map to determine compatibility and realignment within various districts. The Plan Commission should review when re-zoning will occur because it is not the intent of the zoning map to become a direct reflection of the plan. The comprehensive plan previews the future while zoning deals with present day.
- Any additional ordinances may be developed by the Village of Lena in order to work toward implement of the General Plan Design presented in Chapter 3 of this plan.

Official Mapping

Under s. 62.23(6), Wis. Stats., the City Council/Village Board/Town Board (under village powers) "...may by ordinance or resolution adopt an official map showing the streets, highways, parkways, parks and playgrounds laid out, adopted and established by law." Once an area is identified on an official map, no building permit may be issued for that site, unless the map is amended.

The official map serves several important functions:

1. It helps assure the city/village/town acquires lands for streets, or other uses at a lower vacant land price;

2. It establishes future streets that subdividers must adhere to unless the map is amended; and
3. It makes it known to potential buyers there is land designated for future public use.

Floodplain Ordinance

The Village of Lena regulates development in flood hazard areas in order to protect life, health and property through Shoreland-Wetland Zoning. These regulations will limit development within these three districts:

1. The *Floodway District (FW)* consists of the channel of a river or stream and those portions of the floodplain adjoining the channel required to carry the regional flood waters.
2. The *Floodfringe District (FF)* consists of that portion of the floodplain between the regional flood limits and the floodway.
3. The *General Floodplain District (GFP)* consists of all areas which have been or may be hereafter covered by flood water during the regional flood. It includes both the floodway and floodfringe districts.

For more information on the village's floodplain regulations, please refer to the Shoreland-Wetland Ordinance.

Lena will continue to cooperate with Oconto County, WDNR, FEMA, and other appropriate agencies when updates to the Oconto County Flood Insurance Rate Maps and the Oconto County Floodplain Zoning Ordinance are proposed.

Shoreland Ordinance

The Oconto County Shoreland Ordinance regulates the shorelands of all navigable waters in the unincorporated areas (village's planning area) by establishing minimum lot sizes for parcels within the shoreland zone, setbacks of buildings and structures from the water, and standards for the alteration of surface vegetation and land surfaces. The ordinance regulates lands which are:

1. within unincorporated communities that lie within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages; and
2. within 300 feet of the ordinary high water mark of all navigable rivers or streams, or to the landward side of the floodplain, whichever distance is greater.

The Oconto County Shoreland Ordinance also establishes minimum lot sizes for parcels within the shoreland zone, setbacks of buildings and structures from the water, and standards for the alteration of surface vegetation and land surfaces.

- A portion of the Town of Lena located within the village's extraterritorial planning is regulated by the county's shoreland ordinance.

Subdivision Ordinance

The Village of Lena adopted a Subdivision Ordinance in 2000 under the authority granted by secs. 60.22(3), 61.34(1), and 236.45, Wis. Stats. The ordinance is intended to regulate the division of land within the village in order to promote the public health, safety, convenience, and general welfare. The regulations, in part, are designed to lessen congestion in the streets; and to foster the orderly layout and use of land. Please see ordinance for further information and details.

Local Village Ordinances

The Village of Lena has adopted the following local land use ordinances that will be referenced during the implementation of the village's comprehensive plan:

- Building Construction
- Driveways
- Fair Housing
- Parks and Recreation
- Annexations

Other Ordinances and Regulations

Other tools the village may wish to adopt to help implement their comprehensive plan may include land use controls such as:

- Blighted Building Ordinance
- Landscape Ordinance
- Erosion and Stormwater Control Ordinances
- Historical Preservation Ordinance
- Design Review Ordinance

IMPLEMENTATION OF DEVELOPMENT STRATEGIES

The Village of Lena Plan Commission will be directly responsible for, or oversee the implementation of most of the development strategies (goals, objectives, policies, and programs) with the Village Board ensuring the plan is being implemented in a timely manner. In total, there are eleven general goals supported by detailed objectives, policies, and programs. Since many planning issues are interrelated (e.g., land use and transportation), the objectives, policies, and programs of one element may closely relate to those stated in other areas.

The following statements specifically describe the steps the Village of Lena intends to take in order to efficiently develop over the next 20 years. A majority of the strategies were taken from the village's current land use plan adopted in 1997 and revised to reflect the responses of the Nominal Group discussion and other public involvement steps.

Goals, Objectives, Policies and Programs

Goals, objectives, policies and programs are a combination of intended steps to produce a series of desired outcomes. They each have a distinct and different purpose within the planning process.

- **Goals** - describe desired situations toward which planning efforts should be directed. They are broad and long range. They represent an end to be sought, although they may never actually be fully attained.
- **Objectives** - are measurable ends toward reaching a defined goal.
- **Policies** – is a rule or set of rules to help ensure plan implementation.
- **Programs** – an action or a coordinated series of actions to accomplish a specific policy.

LAND USE

GOAL: To ensure the village and the planning area is developed/preserved according to the land use recommendations formed as the basis for creation of the General Plan Design.

COMMUNITY PLANNING

GOAL: To utilize the Village of Lena 20-year Comprehensive Plan as a guide when making future land use decisions.

Objective 1: Apply this 20-year comprehensive plan to best reflect the long term interests of village residents and businesses.

Policies:

- A. Consultation of this 20-year comprehensive plan will be made by the Plan Commission and Village Board prior to making any decisions regarding land use changes or the updating and/or enforcement of local ordinances.
- B. Ensure future development occurs in a planned and coordinated manner to minimize land use conflicts and the loss of valuable natural and agricultural lands.
- C. Encourage cooperation and communication between the village, town, and Oconto County in implementing this 20-year plan.

Programs:

- Present a copy of the adopted 20-year comprehensive plan to the Town of Lena and Oconto County.
- Meet with the Town of Lena Comprehensive Plan Commission as needed to discuss development along village borders and the USH 141 corridor.

Objective 2: Review and update of the village's comprehensive plan is the responsibility of the Village Board and Plan Commission.

Policies:

- D. Maintain maps relevant to the implementation of the comprehensive plan and to monitor land use changes within the village and the planning area.
- E. Continue to be involved on planning initiatives undertaken by Oconto County such as updating of the county's farmland preservation plan that may impact implementation of the village's comprehensive plan.
- F. Review the comprehensive plan on an annual basis with plan updates scheduled for every five years.
- G. Ensure the public is informed and involved to the greatest extent possible when considering updates and revisions to the village's comprehensive plan.

INTERGOVERNMENTAL COOPERATION

GOAL: To coordinate with the Town of Lena, Oconto County, Lena School District and other interested groups/agencies on future planning projects.

Objective: Promote cooperation between the Town of Lena, the Village of Lena, and any other municipality or government entity that makes decisions impacting the village and surrounding area.

Policies:

- A. Work cooperatively with the Town of Lena to address possible boundary issues to minimize land use conflicts.

Program:

- Work with the Town of Lena, Oconto County, and other relevant agencies regarding the health and viability of natural resources that lie across municipal boundaries.
- B. Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.

Programs:

- Continue to utilize “mutual aid agreements” as a cost effective means to provide services.
 - Continue to support the Lena School District, Lena Public Library, and local civic groups.
- C. Promote cooperation and communication with the Lena School District to collectively support quality educational and recreational opportunities.
- D. Utilize the Wisconsin League of Municipalities as a resource for informational publications and training opportunities.

NATURAL RESOURCES

GOAL: *To maintain a healthy natural environment for the residents of the Village of Lena to enjoy.*

Objective 1: Protect the area’s natural features such as wetlands, floodplains, rivers/creeks, and woodlands.

Policies:

- A. Review all development proposed for areas adjacent to rivers, creeks, wetlands, and on soils types noted as steep slopes.

Programs:

- Maintain a current environmental corridors map as a reference tool in implementing the village’s General Plan Design (**Map 3.1**).
- Maintain familiarity with state regulations, county ordinances, and village ordinances that directly address the preservation of the natural features found within the village and planning area.
- Encourage the inclusion of environmental corridors, buffer zones, grasslands and other natural areas in any future residential, commercial, and industrial development.

- Work with Oconto County and Town of Lena officials to further explore ways to best utilize or preserve natural features within the planning area.
- B. Encourage sound management practices of the planning area's woodlands and wetlands.
- C. Support the preservation of natural corridors and buffers.

Objective 2: Encourage protection of both surface and groundwater resources.

Policies:

- A. Work cooperatively with the Town of Lena and Oconto County to pursue measures to protect surface and groundwater resources.
- B. Work with Village of Lena officials on the creation and maintenance of a wellhead protection plan.
- C. Support studies that monitor the number of wells being constructed, closed, and measure the level of general water quality adjacent to the wells supplying water to the village.

AGRICULTURAL RESOURCES

GOAL: *To protect valuable farmland outside of the village within the extraterritorial planning area.*

Objective 1: *Encourage large contiguous prime agricultural tracts and open spaces to preserve the area's rural atmosphere and large farming operations.*

Policies:

- A. Advocate for the use of sound agricultural and soil conservation methods to minimize surface and groundwater contamination and soil erosion.
- B. Encourage residential, commercial, and industrial development to locate in designated areas of the village and along USH 141, and to smaller, less productive agriculture tracts within the extraterritorial planning area.
- C. Discourage development on soils that have been identified as being prime agricultural areas thus encouraging the use of these lands for farming purposes only.

Programs:

- Consider establishing a development agreement with the Town of Lena to promote more orderly and efficient development within the village's extraterritorial planning area.
- Work with Oconto County officials as needed to update the county's farmland preservation plan.

Objective 2: *Encourage minimizing the potential for conflicts between farming and non-farming land uses within the extraterritorial planning area.*

Policies:

- A. Encourage the town to promote buffer strips and/or setback between farm operations and adjacent residential and commercial developments within the extraterritorial planning area to minimize conflicts of farming operations on residential living and commercial activities.
- B. Encourage the town to consider clustering and conservation designs for future housing developments within the extraterritorial planning area in order to preserve contiguous lands for future farming.

CULTURAL RESOURCES

GOAL: *To preserve, enhance, and promote the village's cultural resources.*

Objective: Advocate for the preservation of buildings and sites that are an integral part of the village's heritage.

Policies:

- A. Discourage the destruction or alteration of the village's remaining historic features.

Programs:

- Support the efforts of the Lena Historical Society to continue preserving and promoting the village's rich history through various publications.
 - Work with private owners of these historically significant features to identify technical and financial resources to preserve and enhance these valuable assets.
 - Meet with Town of Lena officials to determine interest in the joint preservation and marketing of the area's cultural resources for tourism and recreational opportunities.
- B. Continue to support the village's agricultural heritage through such events as the annual Dairy Festival.

HOUSING

GOAL: *To promote quality housing options for all segments of the village's current and future population.*

Objective 1: Promote initiatives that will provide a range of housing choices for individuals of all income levels, age groups, and persons with special needs.

Policies:

- A. Follow the land use recommendations established for housing within areas where infrastructure is already available or can be economically provided.
- B. Support housing developments that will provide housing for all persons including the low and moderate income, elderly, and residents with special needs.
- C. Promote walkable communities with the construction and maintenance of sidewalks and trails throughout the community.

- D. Enforce a subdivision ordinance that adequately controls future housing developments in and adjacent to the village.
- E. Review available data from the state, county, and BLRPC to monitor the village's population growth or decline and the characteristics of village's residents.

Objective 2: Maintain, preserve, and rehabilitate existing homes, apartments, and multi-family housing complexes.

Policies:

- A. Enforce existing housing codes to address homeowners and landlords who fail to maintain their homes and properties.
- B. Encourage infill development served by existing infrastructure as a cost effective method to add quality, affordable housing.
- C. Encourage a mix of residential and commercial uses within the central business district.
- D. Promote the maintenance and improvements to existing housing units.

Program:

- Direct residents to Oconto County and NEWCAP to obtain educational materials and information on financial programs for home repairs and modifications.

Objective 3: Locate new single family housing developments where they do not negatively impact the environment, adversely influence existing land uses, or compromise existing farming operations.

Policies:

- A. Direct higher density residential development to areas that minimize impacts upon low density areas, natural features, viewsheds, and farming operations.
- B. Regulate the construction of new homes and the remodeling of existing residences through building codes and ordinances.
- C. Work to ensure new housing developments have adequate open space, safe transportation networks, and have a means for people to safely walk or bike within the neighborhoods.

ECONOMIC DEVELOPMENT

GOAL: To encourage small scale economic development that is compatible with the size and infrastructure capabilities of the village.

Objective 1: Designate areas for businesses to locate that will be to their benefit and not conflict with adjacent land uses.

Policies:

- A. Direct larger commercial and industrial development to the business park and to other designated areas along USH 141 and within the village limits that can be

served by existing infrastructure or where infrastructure can be cost effectively extended.

- B. Ensure there are appropriate design standards and zoning districts to protect business investments.
- C. Work with town officials to establish a joint planning committee overseeing the location and the amount of signage, lighting, landscaping, buffering, and access of business sites located along USH 141.
- D. Monitor infrastructure capacity including rail services to ensure there are sufficient services in place to serve existing and future businesses.
- E. Partner with county and regional economic development professionals to attract suitable businesses and employers to the village.

Programs:

- Work with county and regional economic development professionals to promote the village and to grow and retain existing businesses.
- Create an incentive package to include tax incremental financing to attract businesses to the village and to encourage existing businesses to grow locally.
- Continually review the necessity of annexing land along USH 141 for future business development.

Objective 2: Promote the village's main street revitalization district.

Policies:

- A. Establish a committee to promote and assist with improving the main street revitalization district central business district.

Programs:

- Develop a main street business improvement plan
- Investigate the availability of technical and financial resources applicable to improving the main street revitalization district.
- Determine the types of retail and commercial business suitable for this area.
- Invest in landscaping and signage to improve the appearance of the area.
- Market the area as a viable business area.

TRANSPORTATION

GOAL: To advocate for a safe and efficient motor and non-motorized transportation network.

Objective 1: Promote a transportation system that is consistent with surrounding land uses and can be efficiently upgraded and expanded to meet future needs.

Policies:

- A. Conduct an annual assessment of road pavement conditions, road drainage and ditch maintenance needs, adequacy of existing driveways and culverts relative to

safe access, and adequacy of sight triangles at road intersections.

- B. Work with the Town of Lena and the Wisconsin Department of Transportation to establish safe efficient multi-model movement near all commercial, industrial, and public facility locations.

Program:

- Consider adequate traffic controls (e.g., turning lanes, signage, pedestrian lanes, frontage roads) near businesses located along the USH 141 corridor and along the village border.

Objective 2: Establish a transportation system that complements the rural character of the village and planning area.

Policies:

- A. Advocate for well maintain transportation corridors that allow for safe travel of residents and visitors.
- B. Ensure roads can be safely traveled by farmers utilizing equipment and transporting equipment, feed, and livestock.
- C. Promote a transportation system that facilitates energy conservation while minimizing associated pollution effects.
- D. Encourage transportation corridor preservation techniques to minimize the negative impacts caused by future development.
- E. Avoid adverse impacts on environmental corridors and other significant natural areas during the planning and development of transportation facilities.

UTILITIES/COMMUNITY FACILITIES

GOAL: To ensure future community facilities and public utilities adequately serve the residents of the village.

Objective 1: Promote the expansion and maintenance of community facilities to meet future needs.

Policies:

- A. Continue to encourage the concept of “mutual aid agreements” for applicable public services (e.g., emergency medical, fire, etc.).

Program:

- Continually monitor quality and cost of mutual aid services.
- B. Prepare an annual capital improvement budget to address expansion and upgrades to facilities and equipment and staffing levels.

Programs:

- Ensure all community facilities meet Americans with Disabilities Act requirements and have the capability to be upgraded to handle future technology driven equipment.

- Replace equipment on an as needed basis.
 - Review the need to add staff, train existing staff, or hiring professional services to meet the administrative needs of the village.
- C. Work with the Town of Lena to address the need for joint planning of future services such as long term care facilities for older adults.

Objective 2: Encourage the expansion of public utilities to meet the needs of residents, businesses, and farming operations during this planning period.

Policies:

- A. Work cooperatively with service providers to upgrade telecommunication, gas, and electrical services as appropriate.
- B. Work with utility providers to identify alternative energy and fuel options for village operations and promote with residents and businesses.

PARKS AND RECREATION

GOAL: *To advocate for a wide variety of recreational opportunities for village residents.*

Objective: Promote quality recreational sites that are available to all village residents and visitors to the area.

Policies:

- A. Take part in any planning efforts concerning additional recreational facilities with Oconto County, Town of Lena, and Lena School District.

Programs:

- Participate in the updating of the Oconto County Comprehensive Outdoor Recreation Plan.
 - Discuss recreation options with the school and town for the former village dump site.
 - Identify cultural resources that can be jointly utilized for marketing of the area.
 - Discuss the need to build a multi-generational community building
- B. Evaluate the opportunity to utilize the area’s natural features for enhancing and/or expanding recreational opportunities.
- C. Consider access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation facilities, including parking, trails, etc.

Stakeholders

Bay-Lake Regional Planning Commission
 Civic and Recreation Clubs
 Lena School District
 Oconto Highway Department

Oconto County
 Oconto County Land Conservation Department
 Oconto County Planning/Zoning/Solid Waste Department
 Oconto County UW-Extension
 Town of Lena
 Wisconsin Department of Administration
 Wisconsin Department of Natural Resources
 Wisconsin Department of Transportation

Implementation Timetable

To efficiently implement the *Village of Lena 20-Year Comprehensive Plan*, the detailed list of development strategies outlined above is divided into three primary categories: Ongoing, Annual, and As Needed. Several strategies are “Ongoing” and have been noted as being maintained or continued. Some actions need to be completed on an “Annual” basis, such as meetings with recreational groups, local school districts, or neighboring communities to discuss local land use issues and concerns; establish the annual and capital improvements budgets; review the comprehensive plan and local ordinances; and submit letters of interest for joint planning projects (i.e. water quality studies, joint grant applications, or mutual aid agreements). A general implementation guide for some of the key development strategies proposed by the Village of Lena is provided below.

Ongoing

1. The Lena Planning Commission should review the comprehensive plan and ordinances at their regularly scheduled meetings.
2. Lena should continue to maintain ordinances that address particular issues impacting the village. The village may want to consider adopting additional ordinances that will further promote implementation of the General Plan Design and land use recommendations. Note: The preparation and adoption of some local ordinances may take one to two years to be completed.
3. There should be continued discussion between the Village of Lena and the Town of Lena regarding all development options within the extraterritorial planning area to include the commercial development along USH 141; parks and recreation; and siting of future utilities and infrastructure.
4. Village officials should work with Town of Lena, Lena School District, recreation clubs, civic groups to investigate the location and types of recreational facilities needed in the future for all entities.
5. The village should continue to evaluate all mutual-aid agreements that are in place and evaluate any other potential opportunities.
6. To improve the look and overall value of the village, officials should continue to enforce existing housing codes to address homeowners and landlords who fail to maintain their homes and properties.

Annual

1. Village officials should review on an annual basis the comprehensive plan, including land use trends, changes in demographics, and new state regulations that could impact the village's ability to implement their plan.
2. The village should participate as needed in meetings with adjacent communities to discuss implementation of the individual comprehensive plans.
3. For reference and information purposes, the village should maintain and display maps of the villages natural features-wetlands; wetlands, floodplains; lakes, rivers, and streams; woodlands; prime soils; and soils that comprise areas of steep slope.
4. Village officials should work cooperatively with service providers to upgrade telecommunication, gas, and electrical services, as appropriate, and identify alternative energy and fuel options for village operations and for promotion with residents and businesses.
5. Lena should continue to prepare an annual capital improvement budget to address expansion and upgrades to facilities and equipment and the need to hire staff or improve technology capabilities.
6. An annual assessment of road pavement conditions, road drainage and ditch maintenance needs, adequacy of existing driveways and culverts relative to safe access, and adequacy of sight triangles at road intersections should be conducted to ensure the area's transportation system is in good repair and keeping up with increasing traffic demands.

As Needed

1. The village should consider establishing a tax incremental financing district to provide a financial tool to attract businesses to the community. The establishment of a business incentive package would support the financial resources available through the district.
2. Village officials should consider preparing a design plan for current and future business locating along the USH 141 corridor that would include traffic flow, connectivity, signage, structures, landscaping, parking, and storage.
3. The creation of promotional materials, such as a village website and supporting publications, will help promote the village and its business development assets.
4. To support business development activities planned for the Main Street Revitalization District and the USH 141 corridor, the village should consider establishing a committee to assist in growing and promoting these planned commercial areas.
5. Lena should work with Oconto County as needed on the updating of the county's Farmland Preservation Plan and the implementation and maintenance of the Multi-Hazards Plan.
6. The Village of Lena has several historic resources that may be valuable in the preservation and promotion of the village's history. The village is encouraged to inventory and map those resources and work with local, county and state staff to identify tools to preserve and promote those assets.

Final Draft
8/18/2020