

**CHAPTER 4:
IMPLEMENTATION**

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INTRODUCTION

This chapter outlines a variety of actions and activities necessary to implement the development strategies and vision of the *Town of Bagley 20-Year Comprehensive Plan*. In an effort to keep this plan up-to-date with the changing conditions, this section also includes a process for amending/updating the comprehensive plan, along with a mechanism to measure the town's progress of accomplishing its development goals.

RESPONSIBILITIES OF LOCAL OFFICIALS

The town plan commission, with cooperation from Oconto County, has the primary responsibility to implement the comprehensive plan. Plan Commission members, along with elected officials, need to be familiar with the future development strategies, vision statement, and maps found within the plan since they provide much of the rationale the community needs in making land use decisions or recommendations. If a decision needs to be made that is inconsistent with the comprehensive plan, the plan must be amended to reflect this change in policy before it can take effect.

The Plan Commission needs to ensure that supporting ordinances are consistent with the comprehensive plan per Wisconsin Statute 66.1001 (3). The town will consult the comprehensive plan when working with Oconto County and other government entities to develop/amend land ordinances or create additional land use recommendations.

COMPREHENSIVE PLAN INTERNAL CONSISTENCY

The comprehensive plan elements and their respective development strategies should maintain consistency to ensure land use decisions are based on current conditions. In an effort to keep the plan's uniformity, the town's Plan Commission and elected officials should conduct periodic reviews of the town's vision statement and development strategies, along with the General Plan Design text and mapping. Any town ordinances and regulations that are not maintained and enforced by Oconto County need to be reviewed for consistency with the *Town of Bagley 20-Year Comprehensive Plan*. The town should also work cooperatively with Oconto County to ensure all land use ordinances and maps are updated to limit inconsistencies with the town's comprehensive plan.

UPDATING THE COMPREHENSIVE PLAN

This comprehensive plan shall be amended/updated following §66.1001 (4)(b) and the town's adopted written procedures for fostering public participation. It is recommended that the town's comprehensive plan be reviewed/updated by the town 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; and
 - Ensure consistency with new or revised ordinances proposed by Oconto County.

- **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; and
 - Be aware of updates or completion of other local, county, or regional plans.
- **Ten Years** - required comprehensive plan update per Wisconsin Statute 66.1001(2)(i). Amend the plan as needed based on changing conditions.
 - Conduct a review of the town’s vision statement, General Plan Design development strategies and map, land use recommendations, work with Oconto County to update the town’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

Oconto County General Zoning Ordinance

Oconto County has zoning jurisdiction within all unincorporated communities of the county. Oconto County maintains and administers the general zoning ordinance to achieve community goals such as promoting public health, safety, and welfare; protection of natural resources; and to maintain community character. General zoning utilizes a system of districts designated for different uses based on land suitability, infrastructure, avoidance of conflict with nearby uses, protection of environmental features, economic factors, and other local factors. Refer to the general zoning ordinance of Oconto County 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 zoning map to determine compatibility and realignment within various districts. The town plan commission and town board should work closely with Oconto County to decide when re-zoning will occur, for it is not the intent of the zoning map to become a direct reflection of the comprehensive plan’s 20-Year General Plan Design Map (**Map 3.1**). The comprehensive plan is a vision for the future while zoning represents current use.
- The town should cooperate with Oconto County to develop/amend ordinances that encourage the protection of the town’s natural features and aesthetic views.
- Additional ordinances may be developed by the town or Oconto County in order to meet the town’s “vision statement” listed in Chapter 1 of *Volume I: Town Plan*.

Official Mapping

Under §62.23(6), 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 that when the city/village/town acquires lands for streets, or other uses, it will be 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 potential buyers of land aware that land has been designated for public use.

Floodplain Ordinance

The Oconto County Zoning Ordinance regulates development in flood hazard areas to protect life, health and property and to provide a uniform basis for the preparation, implementation and administration of sound floodplain regulations for all county floodplains.

Areas regulated by the Oconto County Zoning Ordinance include all areas in the County that would be covered by the “Regional Flood.” These areas are divided up into 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 about floodplain zoning in Oconto County refer to the Oconto County Floodplain Ordinance.

- Any further development in the town of Bagley should remain consistent with the Oconto County Zoning Ordinance. Cooperate with Oconto County, WDNR, FEMA, and other appropriate agencies when updates to the Oconto County Flood Insurance Rate Maps and the Oconto County Zoning Ordinance are proposed.

Shoreland Ordinance

The Oconto County Shoreland Zoning Ordinance establishes zoning standards for use of shorelands along navigable waters. The shoreland standards apply to lands:

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

- Further shoreland development in the town of Bagley should remain consistent with the Oconto County Zoning Ordinance.
- The town may wish to adopt a more restrictive shoreland ordinance than the county maintains.

Land Division / Subdivision Ordinance

A land division/subdivision ordinance, as authorized by s. 236, Wis. Stats., regulates the division of land for the purpose of sale or building development. The town may regulate, by ordinance, the division of land within its boundary. The land division/subdivision ordinance is related to the general zoning ordinance as it regulates the type of development that takes place on a parcel and the land division/subdivision ordinance regulates how the parcel is created and made ready for development.

Oconto County maintains a Land Division Ordinance. The ordinance applies to “any act of division of a lot, parcel, or tract which existed on the effective date of this ordinance by the owner thereof or his agent for the purpose of transfer of ownership or building development where the act of the division creates one or more new lots, parcels, tracts or units, if the lot, parcel, tract or unit being created is equal to or smaller in area than ten (10) acres in size, determined by the right of way.” Please see the Oconto County Land Division Ordinance for further information.

- Work cooperatively with Oconto County in efforts to update the county’s Land Division Ordinance.
- Consider developing a land division or subdivision ordinance for the town of Bagley to regulate parcel arrangement within specific areas of the town and promote orderly growth.

Other Ordinances and Regulations

Other tools to implement the comprehensive plan may include the development/support of additional town controls or Oconto County regulations such as:

- Building/Housing Codes
- Blighted Building Ordinance
- Landscape Ordinances
- Design Review Ordinances
- Erosion and Stormwater Control Ordinances
- Historic Preservation Ordinances

IMPLEMENTATION OF DEVELOPMENT STRATEGIES

The town of Bagley Plan Commission, with cooperation from Oconto County, will be directly responsible for, or oversee the implementation of most of the development strategies (goals, objectives, policies, and programs) with the town Board ensuring the plan is being implemented in a timely manner. In total, there are eleven general goals for the town, each followed by a detailed list of objectives, policies, and programs. Since many planning issues are interrelated, the objectives, policies, and programs related to one goal may be similar to those stated in other areas.

Goals, Objectives, Policies, and Programs

- **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** - are a rule or course of action used to ensure plan implementation.
- **Programs** – an action or a coordinated series of actions to accomplish a specific policy.

The following statements describe the town’s intent regarding growth, development, and preservation over the next 20 years.

LAND USE

GOAL: To preserve and retain the rural atmosphere and character of the town by promoting compatible land uses.

Objective: Ensure the town of Bagley land use is developed/preserved according to the strategies described in the Future Land Use Plan (Chapter 3 of this document).

COMMUNITY PLANNING

GOAL: For the *Town of Bagley 20-Year Comprehensive Plan* to provide guidance to local officials when making land use decisions that reflect the town’s vision.

Objective 1: Utilize this 20-year comprehensive plan to best reflect the interests of all the town’s residents, follow an orderly and cost efficient method when developing and preserve significant features of the community.

Policies:

- A. This 20-year comprehensive plan will be consulted by the town plan commission, town board and other committees of the town before making any decision regarding land use and land use policies.
- B. Ensure that all growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with the rural character of the town.
- C. Maintain and enforce any local ordinances that address issues specific to the town.
- D. Encourage cooperation and communication between the town, neighboring municipalities and county government in implementing this 20-year plan.

Programs:

- Consider holding community planning related efforts/meetings with adjacent communities, media and/or private organizations to publicize ongoing planning projects and plan implementation projects found within this comprehensive plan.

Objective 2: The town board and town plan commission have the responsibility to review and update the town’s comprehensive plan as needed.

Policies:

- A. Periodically review and update, when necessary, the adopted 20-year comprehensive plan in order to provide for the greatest possible benefits regarding future development and preservation of significant features such as agricultural, natural and cultural resources.
- B. Review existing Oconto County ordinances as they relate to the implementation of this plan.
- C. Hold town plan commission meetings/working sessions to review the adopted 20-

year comprehensive plan and make amendments to accommodate changing conditions as needed

- D. Ensure the public is informed and involved to the greatest extent possible when considering updates and revisions to the town’s comprehensive plan.

NATURAL RESOURCES

GOAL: To manage a clean and orderly natural environment for the residents and visitors of the town of Bagley by preserving and protecting key natural resources.

Objective 1: Maintain a visually appealing and sustainable natural environment.

Policies:

- A. Work with Oconto County and town residents to encourage sound management practices of the town’s forestlands.
- B. Encourage the inclusion of environmental corridors (Map 3.1), buffer zones, and other natural areas in new and existing developments.
- C. Developments adjacent to steep slopes, rivers/creeks and wetlands should be planned in a manner that protects the integrity of these areas.

Program:

- Work with Oconto County to educate residents about flood risks, shoreland and wetland preservation and steep slope risks.

Objective 2: Preserve and restore surface water quality (Lakes, rivers/creeks, and wetlands).

Policies:

- A. Support efforts related to surface water quality issues through the use of protection, restoration and improvement tools.
- B. Investigate and consider tools for erosion control (e.g., buffer strips, easements, land use controls, flood controls, etc.).
- C. Participate in efforts to maintain the natural beauty and integrity of the towns many water surface water features.

Objective 3: Encourage protection of groundwater resources (quality and quantity).

Policies:

- A. Identify and preserve groundwater recharge sites (lakes, ponds, and wetlands,) and areas of shallow soils.
- B. Avoid human-influenced actions, agriculture and residential development that may deplete the town’s lakes, rivers/creeks, wetlands and groundwater reserves.

Programs:

- Encourage residents to follow stormwater management plans and erosion control ordinances, etc.
- Landowners should follow agriculture "Best Management Practices" to

preserve water quality.

- Work cooperatively with surrounding jurisdictions and Oconto County to protect groundwater resources.

AGRICULTURAL RESOURCES

GOAL: To preserve the remaining agricultural resources of the town.

Objective 1: Maintain existing agricultural lands to preserve the town’s rural atmosphere.

Policies:

- A. Retain large contiguous areas of prime agricultural lands for future farming operations.
- B. Discourage development on soils that have been identified as being prime agricultural areas thus encouraging the use of these lands for farming purposes only.
- C. Protect the existing farm operations from conflicts with incompatible uses.

Program:

- Encourage buffers separating non-farming uses from agricultural lands in order to lower the number of possible nuisance complaints.
- Work with Oconto County officials as needed to update the county’s farmland preservation plan.

CULTURAL RESOURCES

GOAL: To preserve and enhance the historic, archeological, and cultural locations and structures, where appropriate.

Objective: Support the enhancement of the historic and cultural resources and facilities in the town.

Policies:

- A. Advocate the preservation of buildings, structures, and other landscape features that are the town's cultural history.
- B. Tie significant locations into recreational/tourist sites while further enhancing the site and the access, where appropriate.

HOUSING

GOAL: To provide for a variety of quality housing opportunities for all segments of the town’s current and future population.

Objective 1: Identify and support policies and programs that help citizens obtain affordable, quality housing.

Policies:

- A. Support housing developments for all persons including low and moderate income, elderly, and residents with special needs.

- B. Work with Oconto County to apply for grants and become involved in programs to address the town’s housing needs.
- C. Encourage the maintenance, preservation and rehabilitation of the existing housing stock within the town.

Program:

- The town board may work with the state, county and Bay-Lake RPC to monitor the town’s population characteristics to stay informed of changing demographics/characteristics within the town.

Objective 2: Promote housing development that is done in an environmentally conscious and cost effective manner.

Policies:

- A. Support additional development regulations on lands adjacent to the town’s water features in an effort to protect/improve these valuable resources.
- B. Encourage the infill of existing vacant residential property where appropriate.
- C. Maintain a common green space/open space area during consideration of housing development design for subdivisions.
- D. Work with Oconto County and neighboring communities to establish innovative development guidelines for future consideration within the town.

Program:

- Consider conservation by design developments as well as cluster type developments to provide for a variety in housing choices.

ECONOMIC DEVELOPMENT

GOAL: To provide opportunities for small scale economic development while protecting and enhancing the town’s agricultural and environmental assets.

Objective: Locate future businesses in areas which will enhance the rural character of the town.

Policies:

- A. Evaluate the capacity of existing infrastructure, roads, electricity, public safety services, etc. to accommodate any new economic development.
- B. Home-based businesses are allowed until they outgrow the existing property and need a zoning change.
- C. Direct large commercial and industrial development to areas specified in the town’s general plan, or a nearby community that is better served by existing infrastructure.
- D. Work with Oconto County to maintain the County Forestlands
- E. Work with Oconto County to promote the many recreational opportunities in the Bagley area (e.g., Dusty Trails ATV, Bag-Bra Snowmobile Trail).

TRANSPORTATION

GOAL: To advocate safe and efficient transportation systems for all modes of transportation in the town.

Objective 1: Promote an efficient road system that ensures the highest degree of mobility and accessibility while protecting the safety of its users.

Policies:

- A. Promote a transportation system that is consistent with surrounding land uses and can readily adapt to changes in transportation demand and technology.
- B. Transportation systems should reduce accident exposure and provide travel safety.

Programs:

- Consider transportation needs of the elderly and special needs populations.
 - Bicyclists and pedestrians should be afforded a comfortable margin of safety on streets and roads by ensuring compliance with American Association of State Highway and Transportation Officials (AASHTO) and Manual of Uniform Traffic Control Devices (MUTCD) guidelines and standards.
- C. Encourage a transportation system that identifies and preserves multi-use utility and transportation corridors.
 - D. Protect existing investments in the road network with proper maintenance.

Program:

- Continue conducting 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.

Objective 2: Encourage a transportation system that complements and enhances the rural character and natural environment of the town.

Policies:

- A. Advocate for transportation corridors that are well maintained to allow for safe travel, while providing scenic views of the town.
- B. Avoid adverse impacts on environmental corridors and other significant natural areas during the planning and development of transportation facilities.

UTILITIES/COMMUNITY FACILITIES

GOAL: To balance the town's growth with the cost of providing public utilities and community facilities.

Objective: Promote community facilities and public services that are well maintained and sufficient for the needs of the town residents.

Policies:

- A. Continue to coordinate, consolidate and share governmental facilities and services where possible.

Programs:

- Continue to encourage the concept of “mutual aid agreements” for all public services being provided (e.g., emergency medical, fire, etc.).
 - Work with adjacent communities, Oconto County, Suring and Coleman school districts and other jurisdictions to maximize the joint use of community facilities to reduce costs, promote efficiency in use, and avoid duplication and overbuilding of services.
- B. Monitor resident satisfaction regarding services and remain informed upon any of the service providers’ needs to re-locate/upgrade their services.
 - C. Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings.
 - D. Consider the development of renewable energy sources such as wind power, biomass and solar where feasible.
 - E. Explore the use of shared on-site wastewater treatment systems to allow for the consolidation of development and preservation of land resources.

PARKS AND RECREATION

GOAL: To continue to promote the variety of park and recreational activities within the town.

Objective: Advocate that residents have safe recreational sites within the town that provide a variety of activities to serve various age and interest groups.

Policies:

- A. Cooperate with the county and private organizations on maintenance and enhancement of existing recreation and consider the development of future recreational lands within the town and county.

Program:

- Explore available resources and contact appropriate agencies (e.g. WDNR, BLRPC, etc) to further enhance the quality of the town’s recreational systems.
- B. Consider access for the disabled, elderly and very young when planning, designing, and constructing all new recreation projects, including parking, trails, etc.
 - C. Provide input into the updates to the Oconto County Comprehensive Outdoor Recreation Plan.
 - D. Future recreational areas should be interconnected with the existing trail system.

INTERGOVERNMENTAL COOPERATION

GOAL: To coordinate with adjacent communities, Oconto County and other interested groups/agencies on planning projects.

Objective: Promote cooperation between the town of Bagley and any other municipality or government entity that makes decisions impacting the town and surrounding area.

Policies:

- A. Work cooperatively with surrounding municipalities to address possible boundary issues to minimize conflicts.

Programs:

- Encourage improved participation with neighboring communities regarding meetings, workshops, mutual planning activities, etc.
 - Work with Oconto County, neighboring communities, and agencies regarding any natural resource related issues and other land uses which lie across town lines such as water features and Oconto County Forestland.
- B. Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.

Program:

- Continue the concept of “mutual aid agreements” for public services.
- C. Promote cooperation and communication with the Suring and Coleman school districts to collectively support quality educational opportunities.
- D. Utilize the Wisconsin Towns Association (WTA) for publications and participation in cooperative training programs to assist the town and its officials.

Implementation Steps

Town officials should establish a general process and timetable for addressing the development strategies that will ultimately lead to implementing the *Town of Bagley 20-Year Comprehensive Plan*. Steps to address the development strategies could include the following:

1. To ensure the comprehensive plan remains current, the plan commission and town board should review and document any concerns or items that need to be addressed. The review of the comprehensive plan should include assessment of the town’s land use control tools (e.g., ordinances and regulations).
2. The plan commission and town board should identify policies and programs that are considered a priority. These priority strategies will lead to the implementation of additional policies and programs in subsequent years.
3. Town officials should identify key stakeholders and collaborators to assist in the implementation of the development strategies as needed. A list of some of those entities is provided at the end of this chapter.
- 4.

5. The priority policies and programs should be separated based on topic such as agricultural preservation, natural resources, housing, economic development, transportation, parks and recreation. The separation of policies and programs by topic will allow for the delegation of projects to other entities.
6. The town of Bagley has many tools available for the implementation of the community development strategies over the 20-year planning period.
7. The implementation of this plan should be evaluated and revised as needed. Town officials will need to monitor the Inventory and Trends highlighted in Chapter 2 to ensure the development strategies address the changing conditions of the town of Bagley.

Stakeholders

Bay-Lake Regional Planning Commission
 Oconto County
 Oconto County Highway Department
 Oconto County Land Conservation Department
 Oconto County Planning/Zoning/Solid Waste Department
 Oconto County UW-Extension
 Coleman School District
 Suring School District
 Town of Brazeau
 Town of Breed
 Town of How
 Town of Maple Valley
 Town of Mountain
 Town of Spruce
 United States Department of Agriculture, Natural Resources Conservation Service
 Wisconsin Department of Commerce
 Wisconsin Department of Natural Resources
 Wisconsin Department of Transportation
 Wisconsin Housing and Economic Development Authority (WHEDA)
 Wisconsin Department of Administration

Priorities

1. Continue to work cooperatively with Oconto County to update the Oconto County General Zoning Ordinance and other land use related ordinances in order to ensure the vision of the *Town of Bagley 20-Year Comprehensive Plan* can be achieved.
2. Consider adopting ordinances that are more restrictive than those currently being enforced by Oconto County to address specific issues impacting the town, and to provide additional protection to natural features.

Furthermore, work with the county to explore developing plans and processes aimed at protecting the quality and quantity of the town’s water resources. This could include, but is not limited to, projects such as stormwater management planning; identifying and developing a plan to protect vital groundwater recharge areas; developing and enforcing erosion control measures; and restoration of wetlands.

3. Continue to utilize a pavement management system to ensure the town’s road network can continue to effectively serve current and future populations.
4. Continue to work with surrounding communities, school districts and Oconto County to efficiently provide quality, cost effective public services. As part of this, the town should continue to evaluate all mutual-aid agreements that are in place and consider other potential opportunities.
5. Work with Oconto County and with local, state, and federal agencies to promote best management practices for agricultural activities, such as nutrient management planning and establishment of land buffer programs.
1. Cooperate with surrounding towns, school districts, and Oconto County to discuss future planning projects and development concerns to lessen potential conflicts.