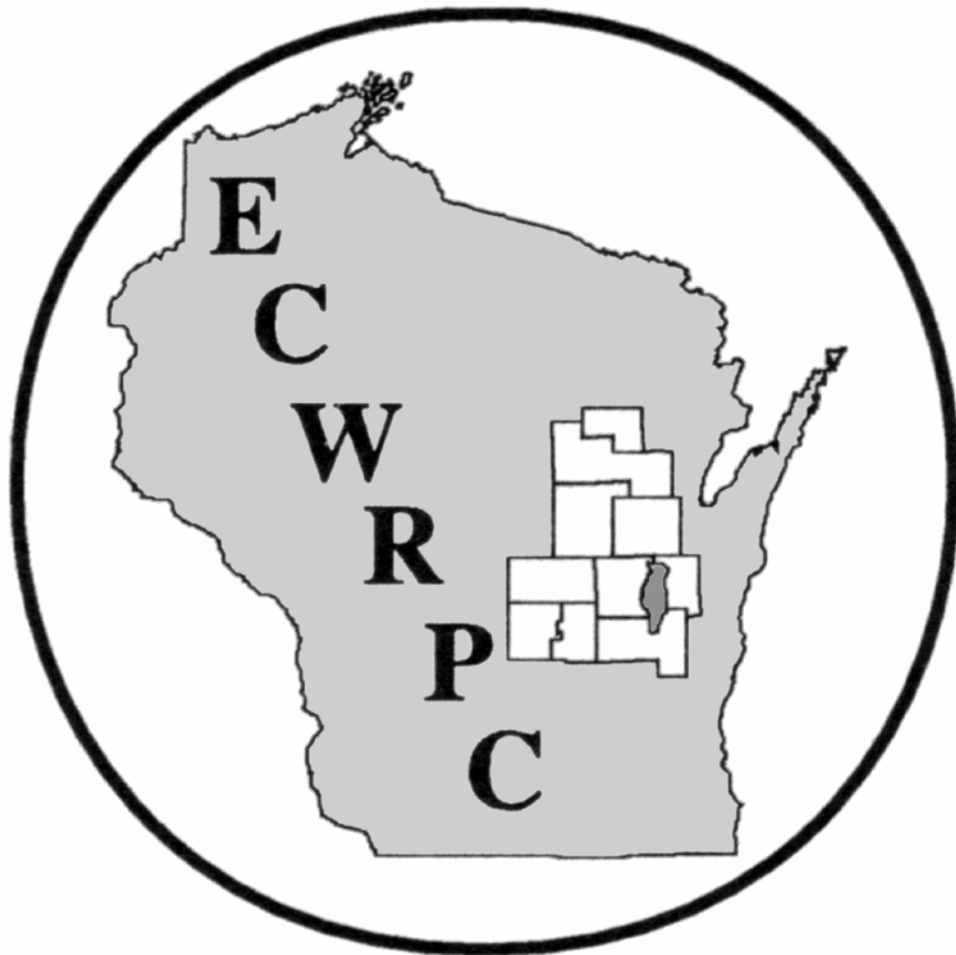


East Central Policy

East Central Wisconsin Regional Comprehensive Plan 2030

SHAPING OUR FUTURE IN THE 21ST CENTURY



July 2003

EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

EAST CENTRAL POLICY

East Central Wisconsin Regional Comprehensive Plan 2030
SHAPING OUR FUTURE IN THE 21ST CENTURY

SUBMITTED FOR ADOPTION
July 25th, 2003

**Serving the ten counties of Calumet, Fond du Lac, Green Lake, Marquette,
Menominee, Outagamie, Shawano, Waupaca, Waushara, and Winnebago.**

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ABSTRACT

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SUBJECT: Compilation of existing East Central goals and policies for economic development, housing, transportation, utilities and community facilities, agriculture, natural and cultural resources and land use.

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This report compiles the existing East Central Wisconsin Regional Planning Commission goals, objectives, and policies, currently found in over 120 publications, into one document. Its main purpose is to clarify existing policy, determine whether there are any gaps, duplications, or contradictions, and highlight the interrelationships between policy areas. This report will provide a foundation for amending and updating East Central policy in the context of the Wisconsin comprehensive planning legislation, signed into law, by Governor Tommy Thompson, in 1999.

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CHAPTER 1: INTRODUCTION

Introduction

The purpose of this report is to compile the existing East Central Wisconsin Regional Planning Commission (East Central) goals, objectives, and policies, currently found in over 120 publications, into one document (Appendix A). This exercise will help East Central staff to clarify existing policy, determine whether there are any gaps, duplications, or contradictions, highlight the interrelationships between policy areas, and facilitate the process of amending and updating policy in the context of the regional comprehensive planning process. A single policy document will serve, not only as an important starting point for the development of the regional comprehensive plan, but also as a useful reference document for staff, local jurisdictions, citizens, regional, state, and federal agencies.

The benefits of taking a regional approach to land use issues are outlined. In addition, there is a brief review of the major achievements of East Central over the past 30 years.

The working definitions of goals, objectives and policies are provided. There is a brief discussion of these terms. It is recommended that the terms should be simplified and that the American Planning Association definitions should be used.

A brief summary of the historical development of East Central's goals, objectives and policies with a focus on process is presented. The view is taken that an awareness of policy development and the process adopted may yield practical lessons that may prove useful in determining how to progress with the regional comprehensive planning process currently underway.

The existing goals and policies for economic development, housing, transportation, utilities and community facilities, agriculture, natural, and cultural resources, and land-use, are considered in turn. In addressing each element, consideration is given to policy implementation, specifically the mechanisms for implementation and the identification of the organizations that play the lead and support roles. This speaks to the issues of inter-governmental cooperation and implementation. The policy linkages between each individual element and the other substantive elements are identified. There is a preliminary analysis of the current policy approach. Finally, a basic assessment is provided of the fundamental principles that may help guide future goal and policy development.

The Benefits of a Regional Approach

The benefits of adopting a regional approach have long been recognized in Wisconsin. The Regional Planning Commissions were established in the early 1970's in order to promote and facilitate greater intergovernmental co-operation in dealing with issues that span individual jurisdictions.

Regionalism continues to grow in relevance as we come to terms with the global economy and the need to ensure better value for tax dollars. The challenges that we

face today, such as, economic development, transportation, environmental quality, and social inclusion, stretch across traditional political boundaries and jurisdictions. It is important, therefore, that these types of issues are examined on a regional level, where economic, environmental and social issues come together.

Consider for example the current planning effort for the future of the STH 23 Corridor. This involves two regional planning commissions; East Central and Bay Lake, two counties; Sheboygan and Fond du Lac, and thirteen local jurisdictions. The latter includes City of Sheboygan, City of Sheboygan Falls, City of Plymouth, Village of Kohler, Town of Greenbush, Town of Plymouth, Town of Sheboygan, Town of Sheboygan Falls, City of Fond du Lac, Town of Empire, Town of Fond du Lac, Town of Taycheedah, and Town of Forest. In addition, numerous state and local agencies are also involved in this planning effort.

East Central's Major Achievements

While the focus of this paper is to review current regional policy with a focus on how it may inform future policy development, it is, nevertheless, appropriate to consider the most significant accomplishments of East Central over the past 30 years.

In the absence of specific performance indicators, East Central's success has been judged on the basis of major work efforts that have resulted in implemented projects of area wide significance and area wide program recommendations that have been implemented by local government.

East Central's most significant accomplishments leading to the development of area-wide projects include the following:

- construction of STH 441 (Tri-County Expressway) and CTH CB (Westside Arterial) in the Fox Cities;
- inclusion of Winnebago County service from the Wisconsin Southern (shortline) Railroad;
- construction of the Grand Chute-Menasha West Sewerage Treatment Facility;
- transfer of the Fox River locks from Corps to state authority; and
- acquisition and development of the Tigerton Dells ATV Park.

Area-wide program major recommendations include:

- the regional outdoor recreation plan;
- sewer service area plans;
- Fox River Heritage Tourism program;
- Economic Disaster Plan;
- creation and sponsorship of the Fox Valley Water Quality Planning Agency;
- local bridge replacement priorities;
- multi-jurisdictional pavement management system;
- major highway corridor plans; and
- non-metallic mining program administration.

Definitions

In the past, East Central has defined goals as “broad statements of ideals that express desired results”, objectives as “a set of conditions necessary for the achievement of a goal” and policies or strategies as “courses of action used to guide decisions when developing and implementing a plan”. In essence, goals represent common community ideals, objectives are more specific targets along the path of satisfying the community vision and policies are designed to facilitate the attainment of objectives. In an attempt to ensure consistency in the terminology used staff have decided to adhere to the American Planning Association (APA) definitions. For the new regional comprehensive plan the following terms will be used.

- A comprehensive plan is “the adopted official statement of a legislative body of a local government that sets forth in (words, maps, illustrations and/or tables) goals, policies, and guidelines intended to direct the present and future physical, social and economic development that occurs within its planning jurisdiction. It includes a unified physical design for the public and private development of land and water”.
- A goal is “a desired state of affairs to which planned effort is directed” (the APA definition of a goal is very similar to the term “vision”).
- A policy is “a general rule for action focused on a specific issue, derived from more general goals”, (a related term from strategic planning is “strategy”).

Historical Development and Policy Making Process

The basic goals, objectives and policies developed in the late 1970’s by East Central have not changed dramatically over the last 30 years, rather they have evolved to address federal and state guidelines as well as local development trends and concerns.

There have been two major policy initiatives.

Policy Initiative 1

The process of developing initial goals and objectives began in the early 1970’s and involved citizens, local officials, and East Central Commissioners. A series of 15 citizen meetings were held to identify local and area-wide concerns. A specially selected Citizen Advisory Committee (CAC) composed of 28 members, representing a broad spectrum of interests in the region, considered the issues raised and drew up a set of goals and objectives for East Central. Five functional Technical Advisory Committees (TACs) provided support on housing, transportation, open space, economic development, and land-use issues. The goals and objectives were adopted in 1976¹ and formed the core of the Comprehensive Regional Plan that included a number of functional planning

¹ Goals for East Central Wisconsin (ECWRPC 1976).

programs (housing², economic development³, environment⁴, open space⁵, and transportation⁶).

In 1977, East Central completed a land-use element for the Fox Valley Water Quality Management Plan. This introduced the concept of urban service areas, the precursor to the sewer service areas that have significantly impacted land use policy implementation. In terms of process, the service area delineations were developed after meetings with local officials in each of the 104 urban service areas and 78 development concentrations in the region.

The goals, objectives and policies adopted in 1976 were revisited in 1978 when they were linked with a detailed study of land use patterns and their impacts on the east central region⁷. Urban service area delineations, which were regarded as the main planning tool for achieving more compact growth in the region, were developed. This plan became the basis for the East Central land use planning program – the means by which the adopted goals and objectives were to be implemented.

Policy Initiative 2

Since 1978, various minor refinements to land use policies have been undertaken. Transportation goals and objectives were first updated in 1982 nearly ten years after East Central adopted its first set of transportation goals and objectives and after the completion of more than 50 transportation studies. Perhaps the most significant policy effort took place during the 1990s. Prompted by the requirements of the Inter-modal Surface Transportation Efficiency Act 1991 (ISTEA), East Central initiated a comprehensive course of action in 1993 to update its goals, objectives and policies for *urban* land use planning.

In the early nineties, East Central conducted an issues identification session that was attended by representatives of government agencies, area officials, environment groups, developers, business groups, civic organizations, minority advocates and interested citizens. Participants were invited to join East Central's ongoing TAC and to serve on seven sub-committees focusing on urban service delivery; growth management; environment and open space; street and highway network, transit; pedestrian and bicycle facilities, and freight transportation. East Central compiled an issues document, which described the study area in terms of demographic and land use trends, included a list of existing goals and objectives, and highlighted the major land use and transportation issues that needed to be considered in planning for growth and development in the area.⁸ In the latter part of 1994 the sub-committees continued to meet to review and reevaluate the existing goals, policies, and objectives. Their work

² A Perspective on Housing (ECWRPC 1976).

³ Guidelines for Economic Development (ECWRPC 1977).

⁴ Managing the Environment: Goals and Objectives (ECWRPC 1977).

⁵ Outdoor Recreation and Open Space Plan (ECWRPC 1977).

⁶ Transportation: Goals and Objectives (ECWRPC 1973).

⁷ New Directions for Growth and Development (ECWRPC 1978).

⁸ Issues Identification: Long Range Transportation / land Use Plan for the Fox Cities and Oshkosh Urbanized Areas.

culminated in the recommendation of a set of updated goals, objectives, and policies that were intended to serve as yardsticks by which progress toward plan implementation could be measured. East Central adopted these in January 1995⁹.

It is important to highlight that these policies related specifically to the metropolitan planning area consisting of the Fox Cities, Oshkosh, and Fond du Lac urban areas. An Addendum was produced in 1996 to address some of the more complex land use issues. Specifically, it refined and supplemented the growth management and urban service delivery policies adopted by East Central in 1995. In addition, it included rural development policies (for rural areas within the defined urban boundary) and comprehensive plan guidelines¹⁰.

The goals, policies and objectives adopted in 1995 and amended in 1996 provide the context within which various functional plans produced by East Central are updated. These include sewer service area plan updates every 5 years, the annual updates of the economic development strategy; and the production and reaffirmation of the long-range transportation/land use for the Fox Cities and Oshkosh urbanized areas.

Structure of Report

The East Central Policy report compiles the existing East Central goals and policies, for economic development, housing, transportation, community facilities, agriculture, natural, and cultural resources, and land use, currently found in over 120 publications, into one document. This report will provide a foundation for amending and updating East Central policy in the context of the Wisconsin comprehensive planning legislation, signed into law, by Governor Tommy Thompson, in 1999.

A chapter is devoted to each of the topics listed above, economic development, housing etc. Each chapter is divided into six sections. After a brief introduction, each chapter lists the main goals and policies for that particular area and provides information on which organization(s) is responsible for policy implementation. There is a an identification of the interrelationships between policy areas, a preliminary analysis of the current policy approach, and finally, some recommendations are made regarding the fundamental principles that might help to guide future policy development. The intention is that these suggestions will serve as a springboard for further discussion by all the stakeholders involved in the regional comprehensive planning process.

⁹ Long Range Transportation /Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas: Goals, Objectives and Policies.

¹⁰ Long Range Transportation /Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas: ADDENDUM.

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CHAPTER 2: ECONOMIC DEVELOPMENT

Introduction

A series of reports completed in the late 1970's provided the information base for the region's Economic Development Plan (1981).

<u>Economic Development Plan</u>		
A Strategy for Economic Development (1979)		
Community Facilities in ECW (1979)		
Guidelines for Economic Development (1977)	The Population of ECW (1977)	Economic Characteristics of ECW (1978)

Two additional relevant publications include Energy and the Local Economy (1981) and Evaluating Retail Activity in Small Cities (1983).

The major impetus for much of East Central's work in the field of economic development came from the designation of the region in 1984 as an Economic Development District (EDD). The designation was made possible by the Economic Development Administration's (EDA) approval of East Central's Overall Economic Development Program (OEDP). Continued eligibility for the EDD, up until 1999, was contingent upon East Central submitting a comprehensive annual update to the original 1981 OEDP document. Since the Economic Development Reform Act of 1998, the OEDP has been replaced by the Comprehensive Economic Development Strategy (CEDs).

The most recent CEDs, published in 2002, continues to provide an update of economic statistics for the region. In addition, it examines the problems, needs and resources of the region and outlines an updated strategy for meeting stated goals and objectives.

Goals and Policies

The regional economic development goals, objectives and policies are set out each year in the OEDP (now CEDs). This review indicates that the overall economic development goals have not changed markedly overtime. The emphasis continues to be on expanding employment and income opportunities; developing and maintaining public facilities and infrastructure; prudent use of natural resources and developing and maintaining a skilled labor force.

Policy E1: Facilitate the expansion of existing businesses and encourage the establishment of new businesses.

E1.1 Promote interaction between existing businesses and local government. Create or strengthen local development organizations to co-ordinate economic development efforts at the local level.

E1.2 Identify gaps in county and local economies and devote marketing efforts to attracting businesses that will either fill or compensate for the perceived gaps. Focus on opportunities, which will generate stable, relatively well paying jobs.

E1.3 Enhance opportunities for new business start-ups through the establishment of incubator facilities.

Policy E2: Expand local economies through the attraction of new businesses.

E2.1 Encourage local jurisdictions to invest more resources in economic development marketing and promotion.

E2.2 Further develop the organizational framework of marketing programs so as to include state, regional, and local components.

E2.3 Expand the range of marketing efforts to focus on economic development opportunities outside the manufacturing sector.

E2.4 Encourage marketing organizations to conduct a realistic assessment of appropriate economic development opportunities given the local economic base, infrastructure and labor force.

Policy E3: Provide adequate financing for business development.

E3.1 Establish new local or regional revolving loan funds and re-capitalize funds that have been depleted.

E3.2 Encourage state and federal program managers to provide additional information to banks on alternative financing options and encourage banks to be more open to the utilization of these sources.

E3.3 Disseminate information on sources of venture capital and encourage the development of local and regional venture capital pools.

Policy E4: Create new jobs and diversify local economies through the expansion of the retail trade, service sector and tourism development.

E4.1 Encourage local merchants to work collectively on developing promotions, advertising, establishing store hours, building façade treatments, signage and parking.

E4.2 Develop regional and sub regional tourism marketing and promotion associations to leverage local tourism development resources.

E4.3 Prepare materials on business opportunities and other attributes of local communities to recruit providers of professional services.

Policy E5: Provide job training/retraining to maintain a skilled, competitive workforce.

E5.1 Encourage job-training programs to accelerate outreach activities and increase accessibility of training in rural areas possibly through long distance learning technology.

E5.2 Encourage local businesses to become more active in developing links with educational institutions and job training programs.

E5.3 Devote resources to encouraging the expansion of existing businesses which offer stable, well paying jobs and target business attraction efforts to these types of enterprises.

E5.4 Facilitate development of intra-regional commuting programs to enhance access of rural residents to urban employment centers.

Policy E6: Facilitate agricultural diversification and stabilize the farm economy.

E6.1 Mid-size farm operations should diversify into three or more enterprises to ensure a return from at least one and more efficiently utilize the land resource base.

E6.2 Encourage use of available educational resources and specialized farm services to develop and maintain efficient, economically viable farm operations.

E6.3 Improve access to off farm employment and income to support farm households.

Policy E7: Maintain an adequate inventory of suitable sites for business and industrial expansion.

E7.1 Encourage local jurisdictions to carefully evaluate the potential market for industrial development prior to purchasing land and improving industrial parks and sites.

E7.2 Thorough consideration should be given to the physical characteristics of a potential industrial park or site including its proximity and serviceability by streets, highways and utilities.

E7.3 Where there is a high degree of uncertainty regarding site demand, communities should plan for utility extensions, but minimize investments until there is a commitment by the prospective tenant to build on the site.

E7.4 Potential large-scale industrial sites should be identified and an assessment made of potential demand and development costs.

Policy E8: Develop and maintain the public facilities necessary to support economic development and sustain community growth.

E8.1 Encourage communities to adopt capital improvement programs to address facility needs with local financial resources.

E8.2 Identify deficiencies in state and federal financial assistance programs for sewer or water programs and propose corrective actions.

Policy E9: Build and maintain a safe, efficient transportation system.

E9.1 Encourage local jurisdictions to participate in state and regional transportation programs and project reviews to ensure representation of local development interests.

E9.2 Promote implementation of the Corridors 2020 Highway Improvement Plan to facilitate movement of goods and services within the region and the state.

Policy E10: Maintain a quality living environment for residents of the region.

E10.1 Encourage local governments to work with civic groups and similar organizations to promote the development of cultural facilities and events.

E10.2 Encourage communities to develop programs aimed at improving their appearance and image.

E10.3 Promote the adoption of environmental regulations that enable continued development of the region while protecting the air, water and soil resources of the region. Conserve historic and archeological resources.

E10.4 Encourage local jurisdictions to adopt zoning ordinances and other land use controls to limit sprawl development and minimize the conversion of productive farmland to other uses.

E10.5 Encourage the development of park and recreational facilities to meet the recreational needs of all segments of the region's population.

Implementation

The principal roles and responsibilities for implementing housing policy are set out below.

Policy	Mechanism	Lead Role	Support Role
E1: Facilitate the expansion of existing businesses and encourage establish-	Partnerships between local jurisdictions and businesses/industry leaders Provision of necessary infrastructure and	Local jurisdictions Chamber of Commerce(s) Economic Development Corporations	WI Dept. of Revenue Other business/community groups RPCs

ment of new business.	incentives Understanding and support of suppliers for existing businesses		
E2: Expand local economies through the attraction of new businesses.	Marketing efforts/incentives Monitor spin – off companies in existing industries	Local jurisdictions Chamber of Commerce(s) Economic Development Corporations	Other business/community groups RPCs
E3: Provide adequate financing for business development.	Low interest loans, Revolving Loan Funds (RLFs), Venture Capital, development of angel networks	Local public and private lending institutions State/National funding grants /loans	US/Wisconsin Dept. of Commerce RPCs
E4: Create new jobs and diversify local economies by expanding retail trade, service sector and tourism.	Marketing Efforts Land use and recreational/tourism planning	Local jurisdictions Tourism and Convention Bureaus	Wisconsin Dept. of Tourism, Commerce RPCs
E5: Provide job training to maintain a skilled competitive workforce.	Partnerships between businesses and educational institutions State workforce recruitment efforts	Local workforce development boards	WI Dept. of Workforce Development WI Dept. of Commerce
E6: Facilitate agricultural diversification and stabilize the farm economy.	Incentives to farmers to stay in farming Land use planning Stewardship Programs	Local/state/national farming policies	USDA WI Dept. of Revenue
E7: Maintain an inventory of suitable sites for business and industrial expansion.	Inventory placed on a website Marketing materials	Local jurisdictions Chamber of Commerce(s)	Forward Wisconsin RPCs
E8: Develop and maintain public facilities to support economic development and sustain community growth.	Develop/maintain Capital Improvement Plans for infrastructure Restrictive covenants/zoning to minimize negative environmental impacts	Local jurisdictions	RPCs US/WI Commerce WI Dept. of Revenue
E9: Build and maintain a safe, efficient transportation system.	Transportation and land use planning	Local jurisdictions MPO/RPCs Wis DOT	US/Wis DOT
E10: Maintain a quality living environment for residents of the region.	Sustainable economic development planning Make cultural and recreational amenities important to improve quality of place for potential/current workforce	Local jurisdictions Chamber of Commerce(s)	WI. Commerce RPCs

Policy Integration

Quality of life is a key economic success factor. There is recognition in the economic development policy advocated by East Central of the interrelationship between transportation, land use, housing and economic development. In addition, there is a large degree of overlap with the agricultural, natural and cultural resources element (farm diversification) and the community facilities element.

Preliminary Analysis

The major economic challenges facing the region include an aging population; increasing globalization of industry and the marketplace; the need for diversification in the rural economy: particularly, the need to tap the tourism potential and; the poor fit between the employment opportunities available and available labor force skills. The latter relates specifically to the need to attract more professional and skilled job opportunities that pay a good living wage.

The economic development goals, objectives and policies have not changed dramatically over time; nevertheless, some specific issues have changed in importance and relevance. For example, there was a greater emphasis placed upon energy conservation in the 1970' and 1980's. In addition, there has been a substantial change in the attitude towards tourism. Initially tourism was regarded as a negative factor that interfered with the aim of preserving agricultural land and the essence of rural Wisconsin. Today, however, the promotion of tourism is regarded as an important element in the diversification of the rural economy.

The concept of sustainable development has not yet been addressed in East Central's policy documents. While there is recognition of the need to weigh economic, environmental and social considerations in the balance – this may need to be made more explicit. Sustainable development could provide a framework within which a new regional policy could develop. It will be important to provide some guidance on resolving the inevitable tensions between economic growth, environmental quality and social inclusion. We will need to consider how this has been achieved elsewhere in terms of best practice. Specifically, there is a need for policy guidance that balances immediate economic growth and employment needs against longer-term sustainability, competitiveness and growth. In addition, there seems to be a need to address what sustainable development means for the rural areas.

The economic development goals, objectives and policies as outlined do not appear to be linked to a strategic spatial strategy. In other words, while they are generally applicable to the region they do not seem to be linked to sub regional issues or characteristics. In fact it could probably be argued that the goals, objectives and policies as presented are somewhat text book, sufficiently general as to be applicable to any developed area. The shift away from a spatial strategy seemed to occur in 1993. The 1992 OEDP was the last one to contain a spatial strategy referring to the region, Fox Cities, Oshkosh, Fond du Lac, larger outlying communities, smaller communities and rural areas. While it has already been agreed that the regional plan will be a

conceptual, framework document, it will need to be determined whether it may be appropriate, and to what extent it should include a strategic spatial element.

It seems that the real emphasis in producing the annual CEDS report is on providing up-to-date statistics including the industrial site index and reviewing the previous year's program rather than on an evaluation of substantive policy issues and whether or not there is a need for policy redirection. The next major review, due in 2003, should provide the opportunity to undertake a substantive review of the policy issues.

The format of the CEDS report provides a good example of one way we could structure the regional plan. There is a clear relationship between goals, objectives and strategies. There is an explicit link between the analysis of the region's economy and the programs and projects to be undertaken in local communities. While the relationship between urban and rural planning in other policy areas seems to be somewhat problematic: the CEDS provides an example of how this has been addressed successfully.

Guiding Principles

The following issues are among those that should be taken into account in the development of an updated regional comprehensive policy for economic development.

- Competitiveness – need to maintain the region's large manufacturing base, develop some form of alternative industry, and maintain the quality of life.
- Sustainability – achieve a balance between short term economic growth and long term environmental quality.
- Flexibility – recognize that economic change is occurring at a rapid rate and ensure that policies are flexible without expediency giving way to irreversible environmental damage.
- Revitalization of central business districts – the corollary of urban sprawl has been the demise of main-street and downtown areas, there is a need to promote the vitality and viability of such districts.
- Diversification of the rural economy – promote diversification on the farm as well as promote the introduction of new industries.
- Promotion of regional tourism - identify regional tourist attractions.
- Promotion of a regional industrial site – identify an appropriate site(s).
- Maintenance and improvement in quality of life – this is the key in terms of being able to attract and keep a highly skilled workforce.

In deciding to retain or develop new policies, there will be a need to consider the implementation table; what the policy is, what are the mechanisms for implementation and what organization(s) are in the lead and support roles.

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CHAPTER 3: HOUSING

Introduction

A series of 5 reports published during the late 1970's comprise the housing plan for East Central.

<u>Housing Plan</u>		
Perspective on Housing (1978)		
Housing Characteristics (1978)		
Government Assisted Housing (1977)	New Housing (1978)	Housing Conservation (1977)

Other significant documents include Housing Discrimination (1978) and Residential Development Policies (1992 and 2000). In 1999, the Commission published a Guide to Housing Providers and Services within the East Central Region.

East Central's current housing plan dates from the late 1970's and was designed to be a guide to decision making for local jurisdictions as well as the Commission.

Goals and Policies

For a 30-year period East Central's overall goal has been to establish a process of identifying and meeting the housing needs of the residents of the region. Specifically, to encourage adequate housing suitable to the needs and within the means of all residents in the region and to promote convenient, safe, and aesthetic living environments.

Five specific policies are outlined. These focus respectively on choice, preservation and rehabilitation, co-operation, co-ordination, and commitment:

Policy H1: Ensure availability and choice in housing.

H1.1 Facilitate the private sector provision of a wide range of housing.

H1.2 Pursue housing subsidies.

H1.3 Avoid undue concentrations by type and price of housing both within and between communities.

H1.4 Determine the needs and preferences of those requiring assisted housing.

Policy H2: Promote preservation and rehabilitation of the existing housing stock.

H2.1 Support property assessment and taxation policies that minimize the negative effects on rehabilitation efforts.

H2.2 Ensure that the improvement and maintenance of existing neighborhoods are given priority in land-use and transportation decisions.

H2.3 Encourage local government to be actively involved in rehabilitation, code enforcement, and public investment programs in older neighborhoods.

Policy H3: Promote co-operation between the public and private sector.

H3.1 Involve public and private institutions in housing.

H3.2 Make available an adequate supply of land for residential development.

H3.3 Use public facilities to guide community development and not to deliberately increase the cost of housing or restrict its overall expansion.

H3.4 Eliminate excessive or out of date regulations.

H3.5 Incorporate new approaches for development into sub-division and other land use regulations.

Policy H4: Promote co-ordination among local governments.

H4.1 Recognize that housing choices in any particular jurisdiction generally should be in proportion to the age groups, family structure, income level, and employment characteristics currently present or expected to be present in that jurisdiction.

H4.2 All local jurisdictions should share in the responsibility for meeting low and moderate income housing needs.

H4.3 Promote the establishment of formal mechanisms for the co-ordination of housing efforts in the region.

Policy H5: Promote commitment by local government:

H5.1 Encourage local government to avail of federal funding to meet the housing needs of those of low or moderate income.

Implementation

The principal roles and responsibilities for implementing housing policy are set out below.

Policy	Mechanism	Lead Role	Support Role
H1: Ensure availability and choice in housing	Zoning Incentives for developers Needs Assessments	County/MCD Housing Authorities	ECWRPC, WHEDA, County, Housing Authorities, UW-Ext, DOA Division of Housing, Non-Profits
H2: Promote preservation and rehabilitation of the existing housing stock	Designated target areas Designated historic areas Preservation districts Rehabilitation grants Neighborhood tax credits Building Inspections Education and training	County/MCD Neighborhood Associations, Housing Associations	ECWRPC, state/local historical societies, UW-Ext, non-profits, Economic / for profits, Development Corporations, HUD, local businesses, Housing Authorities, USDA Rural Development
H3: Promote cooperation between the public and private sector	Determine projected needs, identify working models, Develop Regional housing network	ECWRPC, UW-Ext, WHEDA	Local housing authorities, Advocate Groups, non-profits, HUD, DOA
H4: Promote co-ordination among local governments	Updating zoning and building codes, promote regionalism: regional organizations and funding mechanisms	MCD/County ECWRPC, UW-Ext, Existing regional bodies: FCHC, FEEDP, Shawano	ECWRPC, UW-Ext, DOA Division of Housing
H5: Promote commitment by local government	Education, Application and administrative assistance, Needs identification	ECWRPC, UW-Ext, WHEDA, CAP agencies, County/local government	HUD ECWRPC, WHEDA, USDA Rural Development, Advocate groups, Housing authorities

Policy Integration

The future development of housing policy will need to take place in tandem with policies for economic development, transportation, community and public facilities, environmental quality, and land use. It will be particularly important to relate land availability for housing development to the broad spatial pattern of employment, to demand for public services and the need for infrastructure.

Preliminary Analysis

East Central has not been particularly active in respect of housing policy over the last 20 years. This seems to have been due largely to major budget cuts in the mid-1980's, which resulted in the loss of the Housing Planner. However, within the past three to four years, as the issue of affordable housing has come to the fore, many jurisdictions and non-profit organizations have requested that East Central take a more active role. Staff has spent time preparing reports on residential policies and sitting on committees that focus on the provision of affordable housing.

A preliminary analysis suggests that there may be some shortfalls in the impact of current housing policy. For example, while Policy H:1 is aimed at ensuring availability

and choice in housing, the reality seems to be that, at the local level, developers and builders find it difficult to get permission to build multi-family or low-income housing. It also seems as though there may be some inherent contradictions in current East Central housing policy. For example, while Policy H:1.3 is aimed at avoiding undue concentrations by type and price of housing both within and between communities, the imposition of certain restrictions, such as minimum lot size as well as certain sub-division codes would appear, whether intended or not, to have the opposite impact.

It seems that the East Central housing policies could be improved upon by being somewhat more specific. For example, consider the policy which states that the private sector should be given both the flexibility and support necessary to provide a wide range of housing. The question is what does this really mean? There appears to be a need to go beyond generic statements and look at specific incentives, restrictions, programs, etc. while taking a realistic view of the role of East Central.

The fact that the major policy initiative of the mid – 1990's focused more or less exclusively on the Fox Cities, Oshkosh and Fond du Lac urban areas also needs to be redressed. For example, while there is detailed policy guidance on residential densities in urban areas, and to a lesser extent on development in the rural areas of the overall urban area, the outlying rural areas have been largely neglected.

Guiding Principles

The following issues are among those that will need to be taken into account in the development of an updated regional comprehensive policy for housing.

- Ensuring that a decent quality of housing can be made available to all the households likely to require accommodation in the region by the year 2020.
- Encouraging the provision of an appropriate range of sizes, types and tenure of housing.
- Recognizing and supporting the contribution that existing stock can make in meeting the housing need / demand.
- Specifying the distribution of land required for additional housing.
- Determining the housing needs of the region and providing guidance on how these needs should be met from land within existing urban areas, perhaps establishing targets for the use of brownfield / infill sites.
- Upgrading and improving the environment, services, and existing housing so as to provide attractive living conditions and a good quality of life.
- Considering the need for, and methods to restrict growth on prime farmland.
- Encouraging good quality design.

- Setting targets for the provision of affordable housing and researching how they may be achieved.

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CHAPTER 4: TRANSPORTATION

Introduction

East Central has a strong tradition of transportation planning, especially in the urbanized areas. A large number of transportation studies have been completed during the 30-year history of the Commission. Key policies for transportation are found in the seven publications below.

<u>Transportation Plan</u>		
Long-Range Transportation / Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas: Issue Identification (1994)	Long-Range Transportation / Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas: Goals, Policies and Objectives (1995)	Long-Range Transportation / Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas: Addendum (1996)
Transportation Goals and Objectives (1982)		
Transportation Goals and Objectives for the Fox Valley Area Transportation Study: (1973)	Transportation Characteristics in the Region (1978)	New Directions for Growth and Development: Transportation (1978)

Goals and Policies

The overall goal for the regional transportation program is to achieve a safe, efficient, and environmentally sound transportation system that provides personal mobility for all segments of the population and supports the economy of the region.

Eight specific policy areas are outlined. These focus on integrated planning, effectiveness for all residents, efficient street and highway system, safety, minimum environmental disruption, the relationship with land use planning, energy conservation, and multi-modal interaction.

Policy T1: Integrate the transportation program with other functional elements of comprehensive planning in recognition of the fact that the primary objective of a transportation system is to connect or relate activity locations.

TI.1 The existing transportation system should be continually evaluated, deficiencies identified and solutions proposed in keeping with comprehensive planning goals and objectives.

TI.2 The transportation system should be planned in support of current land use and desired patterns of future development.

T1.3 All proposals and changes, considered in the comprehensive planning program, should be constructively reviewed in terms of their impact on the transportation system.

T1.4 Local citizens should be formally involved in the transportation planning process.

T1.5 Compatibility should be promoted among local, regional, and state transportation policies and plans.

T1.6 Compatibility should be promoted between public and private transportation services.

Policy T2: Plan for the travel needs of the region's population through consideration of the capabilities and preferences of all population subgroups and in so doing determine the relative effectiveness of various system alternatives.

T2.1 At least a minimum level of transportation should be provided to all persons residing in the region.

T2.2 Methodologies should be employed capable of comparing the effectiveness of investments in alternative networks and modes.

T2.3 Subsidy programs should be considered to meet the needs of the economically disadvantaged.

Policy T3: To provide a street and highway system which, together with other transportation facilities, will meet short and long-range needs, interests, and objectives of the region's citizens in a cost-effective manner.

T3.1 The highway system should be designed to adequately accommodate projected future highway travel growth and the potential modal choices necessary for the efficient movement of goods and people.

T3.2 Development of new or expanded highway corridors should only be considered after a determination that alternative transportation modes cannot address the need to:

- a. Alleviate significant safety hazards
- b. Relieve communities of heavy through traffic burdens
- c. Alleviate traffic congestion
- d. Conserve energy in highway use
- e. Stimulate economic development
- f. Provide a framework for future planned land use

T3.3 A community's development plan should incorporate all proposed future principal and minor arterial streets within their existing and "extraterritorial powers" jurisdictions.

T3.4 Street and highway design standards should be based on functional class criteria set forth in WisDOT's *Design Manual*.

T3.5 Community development regulations allowing private streets should require right-of-way and design standards consistent with WisDOT's *Design Manual* for local streets.

T3.6 Adequate financial resources for upkeep and renewal of existing highways to prevent accelerated deterioration should be a high priority in the budget process.

T3.7 Low-cost improvements such as channelization, signalization, removal of parking, etc. should be the first measure considered in maintaining an adequate level of service on highway facilities.

T3.8 Regulations concerning the use of highways should be strictly enforced, including those that prevent the deterioration of structures and the highway surface.

T3.9 Appropriate access control measures should be established for existing and future routes functionally classified or proposed as principal or minor arterials.

Policy T4: Reduce the potential for traffic accidents and provide for safe transportation throughout the region.

T4.1 The level of access control should be appropriate to the function of the highway.

T4.2 Vehicle conflicts should be reduced through roadway and intersection design, which are appropriate for the desired level of service.

T4.3 Accident-producing facility deficiencies should be accorded a high priority for correction.

T4.4 Design standards should be adequate for the legal speeds, sizes, and weights of vehicles.

T4.5 Appropriate marking, signing, and protection devices should be installed where justified by design speed and accident exposure rate.

T4.6 Safe speed limits and laws dealing with drunk driving should be strictly enforced and new strategies for dealing with these problems should be explored.

T4.7 The strictest possible safety regulations should be employed near transportation-related construction sites.

T4.8 Driver education programs should be designed not only to train new drivers but also to improve the techniques of present drivers.

T4.9 Educational programs should be expanded to include pedestrian, motorcycle and bicycle safety and the safe use of public transportation.

T4.10 Railway and highway grade crossings should be eliminated in high traffic areas and properly signalized in other areas.

T4.11 Harbors and other navigable waters should be clearly marked and lighted where appropriate.

T4.12 To ensure safe movement of hazardous material, infrastructure improvements should conform to guidelines set by local emergency services and state and federal regulations.

Policy T5: Encourage development of a transportation system that minimizes environmental disruption and strives to maintain a quality environment.

T5.1 Required federal and state environmental impact statements and assessments for transportation facilities should be carefully reviewed on the local and regional levels.

T5.2 Care should be taken to protect historic or visually pleasing buildings and scenic, historic, scientific and cultural sites when constructing new or improving existing transportation facilities.

T5.3 The location of roadways through environmentally sensitive areas should be minimized.

T5.4 Transportation facilities should be designed to be aesthetically pleasing and sensitive to the natural landscape, incorporating such amenities as boulevards, berms and attractive landscaping on major arterials in urban areas and minimizing unsightly views such as junkyards, billboards, and strip commercial development in more rural areas.

T5.4 Natural vegetation should be encouraged along roadsides to protect wildlife, reduce the use of herbicides, and cut maintenance costs.

T5.6 Transportation facilities should be located and designed to minimize exposure of people to harmful and/or annoying air, water, or noise pollution levels.

T5.7 Air pollution should be minimized through efficient traffic control measures and through encouragement of transit, bicycle, and pedestrian travel.

T5.8 Air quality should be monitored to ensure that motor vehicles, including air and water craft, do not exceed the exhaust emission standards set by the Environmental Protection Agency.

T5.9 All transport related sewerage and other facilities should be constructed and maintained so that their contribution to water pollution will be minimized and will meet appropriate water quality standards.

T5.10 Natural water depths should be used to the maximum extent possible to avoid unnecessary dredging. Where dredging is necessary, disposal sites should be planned and located consistent with state solid waste disposal regulations and/or disposed of in a nuisance-free and aesthetic manner.

T5.11 National noise standards should be used to ensure that residential areas, schools, or other places with high concentrations of people are not exposed to harmful levels of noise from transportation facilities.

Policy T6: To develop a transportation system compatible with existing and future land use patterns.

T6.1 The proper use of land adjacent to highways should be maximized by coordinating street and highway planning with land development.

T6.2 The relative accessibility provided by the highway system should be preserved in comprehensive plans with development being encouraged in areas with a higher level of accessibility.

T6.3 The total amount of land used for roadways should be minimized and multiple use of right-of-ways should be encouraged.

T6.4 The disruption and dislocation of neighborhoods, households, businesses, industries and public and institutional buildings by construction of new or reconstruction of existing transportation facilities should be minimized.

T6.5 Penetration of neighborhood units by arterial streets and highways should be avoided except where it can be demonstrated that the proposed location and design will improve the ability of the area to function effectively.

T6.6 Location of new or relocation of existing transportation facilities in or through recreational facilities and historic, scenic, or cultural sites should be avoided wherever possible.

T6.7 When constructing or improving roadways, prime farmland should be preserved wherever possible.

T6.8 Transportation facilities should be designed to promote compact development. New transportation facilities should not be extended for new subdivisions until existing subdivisions are fully developed.

T6.9 Right-of-ways for proposed transportation facilities should be reserved to minimize disruption of future development.

Policy T7: Provide a transportation system that recognizes energy supply uncertainties and promotes the conservation of energy resources.

T7.1 Promote ridesharing programs with major employers or employment centers within the urbanized areas.

T7.2 Energy conservation should be promoted through efficient traffic control measures and through encouragement of transit, bicycle, and pedestrian travel.

T7.3 Alternative transportation modes with the capacity sufficient to serve, or be adjusted to serve, sudden increases in demand should be available.

Policy T8: Provide an integrated transportation system that enables best use of the capabilities of individual modes and modal combinations, including rail and trucking facilities, public transportation, bicycle and pedestrian travel and air transportation.

T8.1 Freight Transportation: To ensure that appropriate types and levels of freight transportation service are provided to the entire region.

T8.1.1 Common-carrier truck service should be provided to all areas of the region.

T8.1.2 Efficient truck routing should be oriented to the freeway, expressway and high-level arterial network to facilitate truck traffic and to reduce conflicts with autos.

T8.1.3 Joint terminals and common pick-up and delivery services should be encouraged where efficient and practical for the transport companies concerned.

T8.1.4 The location of truck and rail terminals should be determined cooperatively by public and private interests.

T8.1.5 Existing rail service should be maintained according to standards set forth in the Wisconsin Rail Plan.

T8.1.6 Air-freight service should be provided at all metropolitan and regional centers.

T8.2 Public Transportation: To develop public transportation into a viable alternative mode of transportation.

T8.2.1 Local governments should recognize public transportation as a basic public service.

T8.2.2 Public transportation should be provided in all urban areas using delivery systems appropriate to the density of development. Delivery systems include both fixed-route and demand-responsive services employing various sized buses, vans, and taxis.

T8.2.3 Local governments should promote land use patterns and site design standards that can be efficiently served by public transportation.

T8.2.4 Public transportation should be related to travel patterns within an urban area.

T8.2.5 At a minimum, public transportation should meet the mobility needs of the transit dependent.

T8.2.6 Public transportation should provide a level of service that is safe, convenient, comfortable, and affordable.

T8.2.7 Funding and organizational mechanisms for public transportation should be based on principles of equity and reflect the interconnectivity of jurisdictions within and between urban areas.

T8.2.8 Transportation services should be coordinated to increase efficiency and avoid overlap and duplication of service. Coordination should encompass public and private transportation services and include such travel demand management programs as ride-sharing, employee van pools, subsidized transit passes, park and ride lots, etc.

T8.2.9 Inter-city public transportation should serve all populous areas of the region.

T8.3 Bicycle and Pedestrian Travel: To create a physical and cultural environment which encourages travel by foot or bicycle by making these modes of transportation safe, convenient, and attractive alternatives to motorized travel through the provision of adequate accommodations, education and enforcement, and more compact land use patterns.

T8.3.1 A network of suitable on- and off-road routes should be developed which provide linkage between important origins and destinations and interconnect with other modes of transportation.

T8.3.2 Conflicts between motor vehicles and bicycles and pedestrians should be minimized.

T8.3.3 Bicycle and pedestrian-related improvements should be integrated into the planning, design, and construction of all appropriate highway and street improvement projects.

T8.3.4 Facilities and amenities which make bicycling and walking more attractive alternatives to the motor vehicle should be provided at destinations.

T8.3.5 Actions, activities, and incentives, which encourage increased walking and bicycling for transportation purposes, should be promoted.

T8.3.6 Efforts to increase community awareness of bicycle and pedestrian safety issues should be undertaken.

T8.3.7 Enforcement of "rules of the road" which pertain to safe bicycling and walking should be increased.

T8.3.8 Efforts to alert motorists to the presence of bicyclists and pedestrians on designated routes should be undertaken.

T8.3.9 Compact and mixed land use should be encouraged to increase opportunities for bicycling and walking.

T8.3.10 New development should be encouraged to integrate the bicycle and pedestrian modes of transportation.

T8.3.11 Natural and man-made corridors should be utilized for bicycle/pedestrian trails.

T8.3.12 Adopt maintenance practices to preserve bikeways and walkways in a smooth, clean and safe condition.

T8.3.13 Provide uniform signing and marking of all bikeways and walkways throughout the Fox Cities region.

T8.4 Air Transportation: To provide and maintain a safe air transportation system to serve regional development patterns and to meet travel and freight service demands of the region.

T8.4.1 An airport system should be maintained to provide an adequate level of service to existing and anticipated patterns of development, especially areas of population concentration and activities, which generate significant travel demands throughout the region.

T8.4.2 Each airport in the region should be designed to conform to the standards and provide the type of service indicated by its classification in the Wisconsin Airport Systems Plan.

T8.4.3 Master plans should be prepared for all airports in the region included in the Wisconsin Airport System plan.

T8.4.4 A zoning ordinance should be adopted for every airport in the region to ensure compatible uses adjacent to each airport.

T8.4.5 Airports should cause minimal disruption of the environment and natural resource base.

T8.4.6 Noise exposure forecast criteria should be considered when developing areas surrounding airports.

T8.4.7 Priority should be given to maintaining existing airport facilities in a safe condition before constructing new facilities.

T8.4.8 Land proposed for new airports or expansion of existing airports should be reserved as soon as possible.

T8.4.9 The airport system should be integrated with other major transportation modes.

T8.4.10 Adequate parking areas should be maintained at all airports in the region.

Implementation

The mechanisms by which transportation policies are implemented as well as an indication of those organization(s) playing lead and support roles are set out below.

Policy	Mechanism	Lead Role	Support Role
T1: Integrate the transportation system with other functional elements.	Comprehensive plans	RPCs & MPOs Local governments	WisDOT, USDOT
T2: Plan for the travel needs of all the region's population and determine the effectiveness of various alternatives.	Coordination of transportation programs Travel surveys	RPCs and MPOs Local governments Counties	WisDOT, USDOT
T3: Provide a street and highway system to meet short and long-range needs.	Transportation models and other analysis tools Appropriate funding levels to maintain the existing system and meet future needs	RPCs & MPOs USDOT, WisDOT	WisDOT, USDOT
T4: Reduce the potential for traffic accidents.	Corridor planning Operational studies Operational improvements	WisDOT Local governments	RPCs WisDOT/RPCs & MPOs
T5: Encourage	Environmental impact	WisDOT	WDNR

development of a transportation system that minimizes environmental disruption.	studies for major projects		
T6: Develop a transportation system compatible with existing and future land use patterns.	Comprehensive planning Local ordinances and site plan review	Local governments	RPCs & MPOs
T7: Provide a transportation system that promotes conservation of energy resources	Advancement of technology in fuel efficiency Provision of alternative modes Traffic flow optimization	Private industry Local governments	USDOT RPCs & MPOs, WisDOT, USDOT
T8: Provide an integrated transport system that enables best use of individual modes and modal combinations.	Incentives to make all projects multimodal Funding programs for alternative mode development Local programming	RPCs & MPOs, USDOT; WisDOT Local governments	RPCs & MPOs, USDOT; WisDOT

Policy Integration

It is widely recognized and accepted that there are real benefits to be gained, economic, social, and environmental, by integrating land-use and transportation planning. A viable transportation system is an integral element in the vitality of the region's economic strength as well as a major determinant of quality of life issues for its residents.

Preliminary Analysis

Generally, regional transportation policies are reflective of federal and state initiatives. The Transportation Equity Act for the 21st Century (TEA-21) is the overriding legislation, which sets out all federal transportation funding programs and the planning requirements of those programs. State guidance is provided in the Wisconsin Transportation Plan, which is comprised of 6 separate modal plans.

East Central recognized in the early 1980's that the urban transportation system did not exist in isolation from the rest of the region and that there was a need to review the initial goals and objectives to ensure inclusion of rural as well as urban issues. For the most part the revised objectives were aimed at providing policies for reconciling the public's need for mobility with conflicting social, environmental and energy conservation interests. The revised goals and objectives then guided the transportation planning process until the mid-1990s.

In the review and reevaluation conducted in 1995 most transportation policies were found to be still valid. The principal area of change occurred in policies designed to facilitate the attainment of particular objectives: an efficient street and highway network

and three of the modes facilitating the multi-modal interaction: freight, transit and bicycle/pedestrian facilities.

This initial review of current policy suggests that greater attention may need to be given to the interrelationship between urban and rural transportation policies. The development of urban-type land uses, away from urban centers and at lower densities, has blurred the traditional distinction between urban and rural transportation activity.

Guiding Principles

The following issues are among those that will need to be taken into account in the development of an updated regional comprehensive policy for transportation.

- The effect of land use development patterns on the transportation system (sprawl leading to increased capacity).
- The effect of the transportation system on land use development patterns (increased capacity generating sprawl).
- Meeting the travel needs of all the region's residents.
- Functional expectations and performance measures for the transportation system.
- The effects of an aging population on travel needs in the future.
- Minimizing the impact of transportation on the environment.
- Identifying projects of regional significance.
- Ensuring adequate funding.

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CHAPTER 5: UTILITIES AND COMMUNITY FACILITIES

Introduction

A series of reports completed in the 1990s and updated in 2000 contain information pertinent to East Central's goals and policies for utilities and public facilities. The Commission's policies in relation to utilities and public facilities are geared toward the Fox Cities, Oshkosh, and Fond du Lac urban areas and are actually defined as urban services. Urban services have been divided into four categories: infrastructure, environment, health and human safety services, and social services.

Earlier references to utilities and public facilities may be found in the Urban Service Area – Land Use Projections and Delineation of Future Growth Areas. Also relevant are the annual OEDP / CEDS Reports as well as the series of twenty-six Sewer Service Area Plans, which are developed, updated and administered by East Central under contract with the Wisconsin Department of Natural Resources (WDNR).

Utilities and Community Facilities Policies		
Sewer Service Area Amendment & Update Process (2001)		
Long Range Transportation / Land Use Plan: Fox Cities, Oshkosh and Fond du Lac Urban Areas		
Issue Identification 1994	Goals Objectives and Policies 1995	Addendum 1996 and 2000
New Directions for Growth and Development 1978		
Urban Service Area (1977)		

Goals and Policies

The overall goal, updated to take account of recent legislation, such as Comm 83, is to promote the provision of public services in an efficient, environmentally sound, and socially responsible manner.

Policy CF1: Promote economical public facilities.

CF1.1 Maximize the use of existing public facilities in the allocation of future urban growth.

CF1.2 Encourage the design of new and upgraded utility facilities with capacities sufficient to respond to current demand levels and to the additional demand generated by planned development.

CF1.3 Provide a full range of urban services to urban development areas.

CF1.4 Minimize the costs of providing urban services through higher density development.

CF1.5 Stage major infrastructure extensions to coincide with community growth rates.

CF1.6 Extend utilities serving individual developments consistent with community water and waste water system plans.

CF1.7 Co-ordinate the provision of public facilities and services, with the location and timing of new development.

Policy CF2: Foster cooperation and coordination in the provision of services where, efficiency, equity and economies of scale can be obtained.

CF2.1 Discourage overlapping urban service areas, facility and system capacities and service capabilities.

CF2.2 Discourage the proliferation of major public infrastructure facilities.

CF2.3 Promote inter-municipal agreements for the provision of joint service.

CF2.4 Encourage uniform facility design and service standards for multiple jurisdiction development areas.

Policy CF3: Promote economy and equity in the delivery of urban services.

CF3.1 Direct the cost of extending infrastructure and services to those directly benefiting.

CF3.2 Promote cost recovery methods for local jurisdictions to address growth and development expenditures.

CF3.3 Adopt mechanisms for extracting fees for off-site improvements necessitated by large scale developments.

CF3.4 Encourage less reliance on the property tax and increased use of alternative revenue systems to finance necessary services.

CF3.5 Ensure all rural and urban local units of government have the opportunity to obtain technical information and assistance necessary to finance, evaluate, and provide public services more economically.

Policy CF4: Promote sanitary sewerage systems that will effectively and economically serve urban development.

CF4.1 Minimize the number of wastewater treatment plants to avoid duplication of facilities, institute economies of scale, and lessen environmental degradation.

CF4.2 Provide reasonable sized sewerage systems for urban development areas.

CF4.3 Stage the sizing and construction of sanitary sewerage systems to encourage lower capital investment and greater flexibility.

CF4.4 Provide sanitary sewerage service to existing development whenever it is the most cost effective alternative for addressing failing on-site disposal systems.

CF4.5 Utilize gravity flow sanitary sewer and interceptor systems whenever it is cost effective for long term development needs.

Policy CF5: Employ a comprehensive management approach for solid and organic wastes.

CF5.1 Reduce the amount of solid waste generated by households, business and industry.

CF5.2 Recycle solid waste as an alternative raw material for construction, manufacturing, and energy production.

CF5.3 Use organic wastes as soil amendments.

CF5.4 Centralize waste disposal operations and facilities where economically feasible.

CF5.5 Provide cost-effective waste management systems that are consistent with development and water and air quality regulations.

CF5.6 Manage on-site waste disposal systems to minimize adverse land use, environmental, and public health impacts.

CF 5.7 Reduce health threats from toxic substances in the environment.

Policy 6: Provide adequate facilities for a wide range of recreational activity compatible to the people and resources of the region.

CF6.1 Facilitate coordination between neighboring jurisdictions for development of parks and recreation facilities and linkages.

CF6.2 Preserve future parks and open space areas so that suitable and adequate land will be available to provide active and passive recreational opportunities as growth occurs.

CF6.3 Develop facilities which can provide multi-seasonal recreational opportunities.

CF6.4 Optimize the use of existing recreational facilities.

CF6.5 Avoid duplicative recreational facilities and programs.

CF6.6 Maximize grants and funding assistance in the acquisition and development of recreational facilities.

CF6.7 Encourage municipalities and school districts to cooperate in the development of community recreational and playground facilities.

CF6.8 Encourage the development of the county park system to complement recreational opportunities available in local parks.

CF 6.9 Encourage municipalities to establish capital funding and other parkland dedication methods to provide for future recreational needs.

Implementation

The principal mechanisms and roles and responsibilities for implementing public facilities policies are outlined below.

Policy	Mechanism	Lead Role	Support Role
CF1: Provide efficient and economical public services to urban development	<ul style="list-style-type: none"> • NR-121 Sewer Service Area Plans; • 208 WQM Reviews • County & Local Land Use Plans & Implementation • WI State Energy Plan • Capital Improvement Programs 	<ul style="list-style-type: none"> • WDNR • ECWRPC • Public Service Commission 	<ul style="list-style-type: none"> • Counties • Local Government • Special Units of Government <ul style="list-style-type: none"> - Utility Districts - Sanitary Districts/MSDs • Industry
CF2: Foster cooperation and coordination in the provision of services where efficiency, equity and economies of scale can be obtained.	<ul style="list-style-type: none"> • NR-121 Sewer Service Area Plans; • 208 WQM Reviews • County & Local Land Use Plans & Implementation Tools • WI State Energy Plan • Capital Improvement Programs • Municipal Agreements 	<ul style="list-style-type: none"> • WDNR • ECWRPC • Public Service Commission • Municipalities 	<ul style="list-style-type: none"> • Counties • Local Governments • Special Units of Government <ul style="list-style-type: none"> - Utility Districts - Sanitary Districts/MSDs • Industry • Local Departments
CF3: Promote economy and equity in the delivery of urban services.	<ul style="list-style-type: none"> • NR-121 Sewer Service Area Plans; • 208 WQM Reviews • County & Local Land Use Plans & Implementation Tools • State Energy Plan • Capital Improvement Programs 	<ul style="list-style-type: none"> • WDNR • ECWRPC • Public Service Commission 	<ul style="list-style-type: none"> • Counties • Local Government • Special Units of Government <ul style="list-style-type: none"> - Utility Districts - Sanitary Districts/MSDs • Industry

CF4: Promote sanitary sewerage systems that will effectively and economically serve urban development.	<ul style="list-style-type: none"> • NR-121 Sewer Service Area Plans; • 208 WQM Reviews • Capital Improvement Programs 	<ul style="list-style-type: none"> • WDNR • ECWRPC 	<ul style="list-style-type: none"> • Counties • Local Government • Special Units of Government <ul style="list-style-type: none"> - Utility Districts - Sanitary Districts/MSDs • Industry
CF5: Employ a comprehensive management approach for solid and organic wastes	<ul style="list-style-type: none"> • Solid Waste Administrative Codes (NR-500 Series) • County Solid Waste Plans 	<ul style="list-style-type: none"> • WDNR 	<ul style="list-style-type: none"> • Counties
CF6: Provide adequate facilities for a range of recreational activity.	(Cross-reference Cultural and Natural Resources) <ul style="list-style-type: none"> • State Recreation Plan • State Stewardship Fund • Regional Recreation Plan • County & Local Rec Plan Recreation Plans 	<ul style="list-style-type: none"> • Local Governments • WDNR 	<ul style="list-style-type: none"> • ECWRPC

In addition to the urban service policies outlined above, East Central also provides detailed recommendations on the level and degree of essential services to be provided. The thresholds and standards are summarized in three exhibits which contain the Residential Density Standard Matrices (Parts A and B) and the Levels of Service for Commercial and Industrial Development Matrix (See Appendix B). The matrices are based on the growth management and urban service delivery goals and policies. The data contained in the matrices are applicable to the urban planning area only.

There are three land use development tiers: high, medium, and low density.

- The high density definition designates those jurisdictions or portions of a jurisdiction that meet density standards of three or more residential units per gross acre (high density), provide all essential urban services, and continue to plan new development at the appropriate density levels.
- The medium density definition identifies those jurisdictions or portions of a jurisdiction where the residential density standards range between 1.0 and 2.99 units per acre, and where essential urban services are provided for all development where density is greater than 1.0 and where new development is planned at 2.0 or greater.
- The low density definition distinguishes those jurisdictions or portions of a jurisdiction where the residential density factor is less than 1, where essential urban services are not necessarily provided, and where development is limited.

Policy Integration

A well developed infrastructure of community facilities, such as water and sewer facilities, utilities and solid waste disposal sites, is a basic requirement for economic development. Support services and facilities, such as health, police and fire protection and educational and recreational opportunities are crucial in determining an area's attractiveness as a place to live, work and play. The future development of policy on the provision of utility and public facilities will, therefore, need to take place in tandem with policies for economic development, transportation, housing and the environment.

Preliminary Policy Analysis

The progression from a general policy statement to the provision of specific and detailed advice on how communities might implement the public facilities policy provides a good example of best practice that could usefully serve as a model that could be adopted in respect of all other policy areas. There are two main advantages: the advice is more useful for local communities and it begins to be possible to measure performance.

In the recent comprehensive planning legislation, the utilities and community facilities element has been defined as to include: sanitary sewer service, storm water management, water supply, solid waste disposal, on-site waste water treatment, recycling, parks, telecommunications facilities, power generating plants and transmission lines, cemeteries, health care facilities, child care facilities, libraries, schools, and other governmental facilities. On comparing current policy with this definition of community and public facilities it becomes apparent that there are specific policy areas, which will require East Central to either extend current or develop a completely new policy position. New policies will be required for telecommunications, power generating plants, and transmission lines.

There will be a need to determine the role that East Central can legitimately play in relation to the provision of public services which the Commission has not been historically involved with, particularly social services, such as, nursing homes.

In terms of public facilities there has in the past been a focus on the urban and urbanizing areas. As development pressures increase in our rural areas this imbalance that will need to be addressed, not least because recent local planning efforts by East Central highlight clearly that the preservation of rural character is a major priority.

Guiding Principles

The following issues are among those that will need to be taken into account in the development of an updated regional comprehensive policy for utility and public facilities.

- Recognizing that restrictions on development need to be founded on sound planning merits rather than strictly on technological advances and industry desires.

- Accepting that water is an increasingly scarce resource and that there is a need to avoid development that poses unacceptable risk to the quality and quantity of groundwater.
- Encouraging development in locations where the necessary sewerage infrastructure will be available or can be provided at an acceptable economic and environmental cost.
- Recognizing the limits of cost-effective service provision in terms of growth patterns, amounts, and densities.
- Recognizing that waste disposal is an integral part of the infrastructure scheme and that nearly every land use activity generates waste.
- Acknowledging that cooperative service provision could ultimately result in more cost-effective service provision.
- Generating and accommodating new regulations and higher government standards for service provision.

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CHAPTER 6: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

Introduction

This element, as defined within the comprehensive planning legislation, includes conservation and effective management of agricultural, natural and cultural resources. Natural resources include ground and surface water quality, air quality, environmentally sensitive areas - floodplains, wetlands, stream corridors, and woodlands, - wildlife habitat, threatened and endangered species, energy, and metallic and non-metallic mineral resources. In addition, it includes consideration of recreational resources such as open space, as well as historical and cultural resources, and community design.

Given the breadth of these issues, it is hardly surprising that the relevant goals, objectives and policies are found in a number East Central's publications. In the late 1970s, three reports were completed that comprised the Environmental Management Plan for the region: Managing the Environment-Goals and Objectives (1977), Environmental Characteristics (1978), New Directions for Growth and Development (1978).

The Outdoor Recreation and Open Space Plan (1977) contains relevant policies on meeting the region's recreational needs as well as on protecting, conserving and enhancing its natural, historical and cultural resources. Also of relevance in this particular context are a number of reports that focus specifically on snow-mobiling, bicycling, and access to the region's lakes.

The Fox Cities and Oshkosh Sewer Service Area Plans (1979, 1985, 1990, and 1997) contain relevant material on the identification of Environmentally Sensitive Areas that should be preserved. Environmentally Sensitive Areas apply to all sewer service area plans.

The OEDP (now CEDS) as highlighted in Chapter 2, contains relevant policies on agriculture.

Finally, the Long Range Transportation and Land-Use Plans (1997, 1996, 1995, and 1994), referred to in Chapter 4, contain relevant policies on protecting the environment and managing natural resources in an ecologically sound manner. Also outlined are policies on providing sufficient open space to meet the recreational needs of all residents while protecting and preserving the natural and cultural resources.

Goals and Policies

The overall goal in respect of this element is to protect the environment and manage natural, cultural and historic resources in an ecologically sound manner so as to provide a safe, healthy and attractive environment for present and future residents of the region.

Policy AG1: Preserve land suitable for the production of food and fiber to meet present and future needs.

AG1.1 Land best suited for agriculture (or forestry) should be preserved for these uses or in other uses which enable the land to be readily converted back to agricultural (or forestry) production.

AG1.2 Ecologically sound and economically feasible farm (and forestry) management practices that preserve soil productivity and minimize soil loss should be encouraged.

AG1.3 Soil should be recognized as one of the basic and most important resources and programs to preserve and improve productivity and wise use consistent with soil type should be developed and promoted. Priority should be given to the preservation of Class I, II and III soils.

Policy NR1: Improve and protect surface and groundwater quality.

NR1.1 The quality and supply of groundwater should be protected as the principal source of water supply and water conservation programs should be encouraged.

NR1.2 The use of natural drainage patterns and measures should be promoted to enhance water quality.

NR1.3 Wetlands should be preserved as an essential component of the hydrologic system.

NR1.4 The risk of groundwater contamination should be reduced in aquifer recharge areas.

NR1.5 Lakeshore and stream-bank erosion should be minimized.

NR1.6 Construction site erosion should be controlled and urban storm-water runoff reduced.

NR1.7 Non-point source pollution abatement programs should be supported.

NR1.8 The adverse water quality impacts of agricultural runoff should be minimized.

Policy NR2: Improve or maintain high air quality throughout east central Wisconsin.

NR2.1 Air pollution abatement programs and air quality regulations should be supported.

NR2.2 Geographically coordinated abatement strategies should be encouraged.

NR2.3 The public should be provided with information on air quality programs and specific air quality problems.

NR2.4 The increased use of transportation modes that are more efficient and environmentally sound than the private automobile should be encouraged.

NR2.5 Noise pollution should be reduced and noise sources isolated.

Policy NR3: Preserve and protect environmentally sensitive areas and promote the linkage of these areas into environmental corridors.

NR3.1 The natural environment should be recognized as an integrated system of interacting and finite land, water and air resources. The focus should be on protecting the health and stability of this system.

NR3.2 Shoreland, floodplain and wetland areas should be protected as essential components of the hydrologic system and their scenic and recreational value preserved.

NR3.3 The disturbance of environmentally sensitive areas by utilities and transportation facilities construction should be minimized.

NR3.4 Critical natural areas should be preserved and protected from development and other adverse impacts.

NR3.5 Adjacent land uses, which adversely impact sensitive areas, should be restricted or mitigated.

NR3.6 The interrelationship of adjacent landscape types should be recognized to avoid dividing the natural units or breaking important linkages.

Policy NR4: Manage wildlife and wildlife habitat in a manner that maintains ecological stability and diversity and considers social and economic impacts.

NR4.1 The diversity and population of plant and wildlife species should be maintained and increased.

NR4.2 Critical habitat areas for endangered and rare species should be preserved and enhanced.

NR4.3 Wildlife habitat such as hedgerows, woodlots and natural areas should be protected and expanded.

NR4.4 Adequate public access to hunting and fishing areas should be provided.

NR4.5 Responsible public use of private land should be encouraged.

NR4.6 Wildlife and plant populations should be managed in ways that do not impose undue financial loss to individual property owners.

NR4.7 Plant and animal preserves used specifically for educational and observational purposes should be maintained and expanded.

Policy NR5: Protect metallic and non-metallic mineral deposit sites.

NR5.1 Areas with valuable extractive resources such as sand, gravel, stone or metals should be identified and reserved for future use.

NR5.2 Extractive activities should be regulated to minimize their impacts on surrounding uses.

NR5.3 Lands used for extractive purposes should be reclaimed for outdoor recreation, open space, or other compatible uses.

Policy NR6 Provide sufficient public open space to meet the active and passive recreational needs of both urban and rural residents on a year round basis in a cost effective manner, while protecting and preserving the region's natural and cultural resources.

NR6.1 Recreational facilities should be provided to address the level of activity participation, facility deficiencies and aesthetic needs of the community.

NR6.2 Park sites (including two regional park facilities) to serve the local and area-wide needs of the community should be located and developed.

NR6.3 Safe, convenient and adequate access to all (parks) and recreation areas should be provided.

NR6.4 All municipalities should be encouraged to participate in the development of comprehensive (park) and open space plans.

NR6.5 Future (parks) and open space areas should be preserved so that suitable and adequate land will be available to provide active and passive recreational opportunities as growth occurs.

NR6.6 Opportunities should be identified for developing a network of recreational trails (bike, canoe, cross-country ski, nature study and snowmobile) along highly attractive environmental corridors, natural waterways, and transportation rights-of-way to link major recreational facilities and residential areas.

NR6.7 Significant natural areas should be preserved as public open space.

NR6.8 Public access and use within environmental corridors and drainage ways should be promoted

Policy NR7: Promote individual communities and the region as a whole as an attractive place to live, work, and play

NR7.1 Scenic areas should be preserved and landscaping and other site development requirements strengthened to promote community beautification.

NR7.2 Additional billboard proliferation should be prevented, their placement controlled and a phase-out program promoted.

NR7.3 Community tree planting programs on street terraces and public areas should be promoted.

NR7.4 Waterfront areas should be preserved and redeveloped to promote greater public recreational use.

NR7.5 Scenic easements to protect important viewsheds should be acquired.

Policy CR1: Preserve areas of unique natural, historical, and cultural significance or unusual beauty for public use and enjoyment.

CR1.1 All significant preservation areas should be identified and mapped (Priority 1 and Priority 2 preservation areas were identified in the Outdoor Recreation and Open Space Plan of 1977)

CR1.2 Unique areas of cultural significance should be protected by minimizing the impact of individual development proposals.

Implementation

The mechanisms by which agricultural, natural and cultural resources are implemented, as well as an indication of those organization(s) playing lead and support roles are set out below.

Policy	Mechanism	Lead Role	Support Role
AG1: Preserve land suitable for production of food and fiber.	Farmland Tax Credit Conservation Reserve Program. Comp. Planning.	DOR USDA DOA	RPCs Counties MCDs
NR1: Improve and protect surface and groundwater quality.	NR-121.	WDNR DATCP	RPCs Counties MCDs
NR2: Improve or maintain air quality.	NR-411		
NR3: Preserve and protect Environmentally Sensitive Areas.	NR-121. Local and County Ordinances	WDNR	RPCs Counties MCDs
NR4: Preserve and Promote wildlife and wildlife habitat.	NR-27.	USF&W WDNR	RPCs Counties MCDs

NR5: Protect non-metallic mining sites.	NR-135.	WDNR	RPCs Counties MCDs
NR6: Provide recreational and open space facilities.	Local ordinances County ordinances State Stewardship Fund	MCDs Counties WDNR	RPCs
NR7: Preserve community-character and promote design.	Main Street Program Local Ordinances	WDOC MCDs	RPCs
CR1: Preserve areas of cultural and historic significance.	Local comp plans Zoning ordinances Historic Preservation Ordinances Historic Rehabilitation Tax Credit.	Local jurisdictions Historic Preservation Commissions	RPCs DNR EPA Landowners and developers

Policy Integration

Given the breadth of issues that fall within this element there will be considerable overlap between the future policies developed for this area and those developed for economic development, transportation, community facilities, and land use. For example, agriculture is an important natural, economic and cultural resource within the region. The natural resources of the region, not only enabled the initial settlement and development, but now years later, still provide the basic needs: food, water, power and raw materials. Natural resources also act as both a physical constraint on development, as well as a commodity that enhances quality of life by providing recreational and social opportunities. While the preservation of cultural resources may at first glance seem to have little to do with managing new growth and development, the reuse of an historic building uses the existing infrastructure, roads, sewers, utilities and public services. In addition, historic buildings are generally located in higher density, pedestrian friendly mixed use neighborhoods thereby reducing reliance on automobile transportation.

Preliminary Analysis

This element covers a wide range of issues. Current goals, objectives and policies relating to two East Central functional areas are amalgamated into this one element: environment and open space and recreation. In addition, community design, and agricultural, historic, and cultural resources also fall within this category. As mentioned above, policies on these issues are found in a wide range of documents.

It is not immediately apparent which policies have region wide application, and what is specifically rural or urban. The update of East Central's policies conducted in the-mid 90s focused on urban and urbanizing areas – although many of the policies seem equally applicable to rural areas. This imbalance was addressed, to a certain extent, in the Addendum to the Long Range Plan, which addressed rural policy matters as they pertained to the rural areas of the overall urban area.

As with other elements – namely housing and economic development the issue of how to deal with urban / rural policy comes to the fore. Options include providing an overall

strategic spatial strategy in an introductory section of the regional plan to address proposed settlement patterns in urban and rural areas. Alternatively, this issue may need to be addressed in the context of each element.

The policies as written for agricultural, natural, and cultural resources are quite general. It may be that we will need to consider how to develop policies that achieve a better balance between generality and specificity, which may make them more useful in a practical sense of achieving results on the ground. Two possibilities exist: first, we could consider adopting the format of the goals, objectives and policies as presented in the sewer service area plans – especially the updated addendum where the emphasis is on providing specific advice to local communities. Second, it seems that we need to give some more thought to developing a process for prioritization. For example, are all wetlands equal or are some more critical than others. Perhaps we could consider moving toward a set of criteria for determining what “critical capital” is. In other words, how do we determine a process by which priorities can be ranked and then establish a set of policies for ensuring the preservation and protection of what has been identified as the region’s critical capital.

To date agriculture and forestry/woodlands policy has been combined. East Central will need to consider whether the issues that arise from both are sufficiently similar to merit the continuation of a combined policy.

East Central’s policy position on certain issues still needs to be determined. To date there hasn’t been a substantial policy position on threatened and endangered species, woodland/forestry, energy, or community design. Also, East Central policy on historical and cultural resources has been limited to date. Given the emphasis on promoting tourism in the region, East Central may need to reconsider its current position on meeting non-resident demand for recreation.

Guiding Principles

- The major challenges facing the region include the loss of prime farmland and other areas of environmental significance, such as woodlands and wetlands, to urban sprawl. In addition, there is a need to identify and protect the region’s historical and cultural resources, such as, historic buildings, archaeological sites, and geological features resulting from the ice age. The region has lost many of its scenic and cultural landmarks. The vulnerability of natural and historic assets and the irreplaceable nature of many of them may merit the consideration of a high level of protection. It appears that we will need to consider the issue of conserving and enhancing local landscape character, and determining how the latter may be defined.
- It would appear that the principles of sustainable development could provide an underlying theme for the goals and policies within this element. While the focus in the past may have been on housing, economic development, and transport, it is now recognized that there is a two-way relationship: high quality environments are becoming more attractive to business investors. Environmental actions may well be critical in supporting strategic economic, housing and transport policy.

Sustainable development introduces a context within which we can start to weigh priorities in the balance.

- In this context we need to introduce or enhance the concept of the region's critical natural capital. What natural, cultural and historic resources within the region must be protected at all costs? What can be traded? And what do you accept can be let go?
- The importance of corridors and coherent networks should be emphasized.
- Consider the opportunities afforded by reclaiming mineral workings for the creation of wildlife/natural habitat. Generally need to strengthen policy on this issue.

CHAPTER 7: LAND USE

East Central's land use policies are contained in a number of documents. Particularly relevant are those listed below.

<u>Land Use Plan</u>		
Long Range Transportation / Land Use Plan for the Fox Cities, Oshkosh, and Fond du Lac Urban Areas:		
Issue Identification (1994)	Goals, Objectives and Policies (1995)	Addendum (1996, 2000)
Fox Cities Sewer Service Area Plan (1992)		
Managing the Environment: Goals and Objectives (1977)	New Directions for Growth and Development (1978)	

Land use policies, as might be expected, pull together a number of the policies outlined in previous chapters. As pointed out in the *State of the Region Report (2003)*, our choices for housing type and location, transportation alternatives, as well as our decisions on employment locations, our recreational opportunities and the quality of our natural and man-made and natural environment are all woven together into the region's land use.

East Central's land use policies provide direction for and integrate a number of its existing functional plans: growth management, urban service delivery, and environmental resources and open space. In comprehensive planning parlance, these are now referred to as the land use, community facilities, and natural resources elements respectively. As policies for community facilities and natural resources are presented in other chapters of this report, this chapter will focus primarily on, what, to date, have been referred to as growth management policies.

Goal and Policies

The current East Central land use goals and policies reflect the objectives adopted by East Central in 1976. The core focus, for the region as a whole, is on encouraging more centralized development patterns to avoid the problems associated with sprawling land use patterns: the loss of farmlands, woodlands, and wetlands, the high costs of providing urban services and the decline of the central business districts.

Policy LU1: Minimize the adverse environmental impacts of sprawl, as well as the costs of providing community services

LU1.1 Emphasize the importance of enhancing, maintaining, and revitalizing existing developed areas.

LU1.2 Scattered development in rural towns should be restricted.

LU1.3 New development should utilize the infrastructure of facilities and services that already exists in cities and villages throughout the region.

LU1.4 New development should be staged with the orderly provision of public services and facilities.

The remaining land use goals and policies relate specifically to the Fox Cities, Oshkosh and Fond du Lac urbanized areas, as well as provide guidance for the sewer service areas. The focus is on encouraging an orderly and planned pattern of community growth and development.

Policy LU2: Promote a balanced allocation of land areas to accommodate current and future urban development needs.

LU2.1 The supply of land allocated for urban development should approximate current and future needs as determined from projections, which have been developed in conjunction with adopted comprehensive or urban service area plans.

LU2.2 New urban development patterns should incorporate planned areas of mixed uses and higher density neighborhoods that are clustered and compatible with adjacent uses.

LU2.3 Work places, shopping centers, recreational facilities, and community facilities should be located to provide a mix of land uses for improved accessibility for residents.

LU2.4 Urban designs with higher density land use alternatives should be promoted.

Policy LU3: Promote planned urban communities which contain centralized, compact, contiguous and compatible urban development patterns.

LU3.1 Vacant developable lands within existing urban areas should first be infilled, then development staged outward from the existing development limits.

LU3.2 New subdivision development should be encouraged within existing urbanized areas or as an expansion of existing urban areas concurrent with the provision of necessary facilities and services.

LU3.3 The expansion of major commercial and industrial land use activities should be adjacent to existing areas or in areas designated for such development in adopted comprehensive plans.

LU3.4 Natural and man-made features, such as ridge lines, streams and major highways, should be considered in the expansion and staging of urban development.

LU3.5 Urban development should only take place in designated urban service areas.

LU3.6 Community development plan should be coordinated in multi-jurisdictional urban areas.

LU3.7 Urban sprawl in the form of unplanned development which is non-contiguous, low density, scattered and inefficiently served, should be discouraged.

Policy LU4: Promote urban development which is environmentally sound and compatible with the natural resource base.

LU4.1 Urban development should be directed to suitable land and discouraged on unsuitable land, such as floodplains, wetlands, prime agricultural soils, areas of high bedrock and ground water, steep slopes, prime wildlife habitat, unique scientific areas and areas of historical or archeological significance.

LU4.2 The development of environmentally sensitive areas should be discouraged.

LU4.3 Adverse impacts to surface water and ground water should be mitigated.

LU4.4 Designs and plans for new development should preserve open spaces for public use, complement the existing landscape, and conserve energy and natural resources.

LU4.5 Land reclamation should be required following extractive operations or other uses which significantly alter the land surface.

LU4.6 Urban redevelopment activities should weigh environmental, health and safety factors against associated costs and benefits.

Policy LU5: Promote urban development in an efficient and economical manner.

LU5.1 Urban development should be encouraged at densities adequate to sustain reasonable urban service costs.

LU5.2 Urban development should occur in areas served by adequate public facilities and services

LU5.3 A variety of types, prices and locations of housing should be provided to promote convenience, choice and affordability.

LU5.4 Development patterns and site designs that support multi-modal transportation should be encouraged.

LU5.5 Major commercial and industrial areas should be provided with readily accessible major transportation systems.

LU5.6 Community comprehensive plans should be adopted prior to the extension of urban services.

Policy LU6: Encourage urban development consistent with distinctive individual community character and identity.

LU6.1 A community's geographic amenities, physical development, architectural characteristics, cultural and historic attributes, and local desires in growth and development decisions should guide urban growth.

LU6.2 Desirable existing land uses should be preserved and protected and obsolete and deteriorating land uses should be removed.

LU6.3 Central business districts should be preserved and enhanced.

LU6.4 Greater attention should be focused on the use and preservation of urban water fronts.

Policy LU7: Prevent intermingling of urban and rural land uses, as well as promote rural development (within the urbanized area), which meets the needs of residents and landowners in a compatible, cost effective and environmentally sound manner.

LU7.1 Agricultural and open space characteristics of rural areas should be preserved.

LU7.2 Rural development should be limited to land with suitable physical characteristics and soils supporting conventional on-site sewage treatment systems.

LU7.3 Rural residential housing should be limited to dependent single lot use in agriculture and open space areas.

LU7.4 Rural subdivision development should be limited to areas which do not negatively impact agricultural or open space uses and the provision of public services.

LU7.5 Rural subdivision development should be restricted in urban planning areas until long term urban services are provided.

Implementation

Policy	Mechanism	Lead Role	Support Role
LU1: Encourage a more centralized development pattern	<ul style="list-style-type: none"> Zoning and subdivision ordinances. 	<ul style="list-style-type: none"> County/MCD 	<ul style="list-style-type: none"> ECWRPC, UWEX, nonprofits/ advocacy Groups

to minimize adverse effects of sprawl.	<ul style="list-style-type: none"> • Policies for public services and utilities, especially roads and sanitary sewer. • Delineation of urban service areas. 	<ul style="list-style-type: none"> • ECWRPC, MPO • ECWRPC, MPO 	<ul style="list-style-type: none"> • US DOT, WisDOT, DNR, County, MCD, utility district. • DNR, DOT, MCD, utility districts
LU2: Promote a balanced allocation of land to accommodate current and future urban development needs.	<ul style="list-style-type: none"> • Policies to promote efficient, cost effective land use • Policies to promote the maintenance and rehabilitation of existing infrastructure and buildings • Identify amount of land needed for greenfield development • Identify and promote infill and redevelopment opportunities • Designate staged growth areas 	<ul style="list-style-type: none"> • ECWRPC, MPO • ECWRPC, DNR, DOT • County/MCD • County/MCD • County/MCD 	<ul style="list-style-type: none"> • County/MCD, UWEX, nonprofits/advocacy groups, planning firms, developers • SHS, County/MCD, planning firms, economic development professionals, realtors • ECWRPC, DOR, DNR, realtors, economic development professionals, environmental firms, planning firms, engineering firms
LU3: Promote planned urban communities with centralized, compact, contiguous and compatible urban development patterns.	<ul style="list-style-type: none"> • Pedestrian/transit friendly policies • Policies to discourage low density, sprawl developments • Traditional Neighborhood Design Ordinances • 	<ul style="list-style-type: none"> • ECWRPC, MPO • ECWRPC, MPO • County/MCD 	<ul style="list-style-type: none"> • County/MCD, UWEX, nonprofits/advocacy groups, DOT, transit authorities, highway depts., developers • UWEX, ECWRPC, nonprofits/advocacy groups, DOA, planning firms
LU4: Promote urban development which is environmentally sound and compatible with the natural resource base.	<ul style="list-style-type: none"> • Sustainable development policies • Stewardship policies • Policies to protect sensitive and endangered natural resources 	<ul style="list-style-type: none"> • ECWRPC, MPO • DNR • DNR, Corps of Engineers, EPA, ECWRPC 	<ul style="list-style-type: none"> • County/MCD, UWEX, DNR, nonprofits/advocacy groups, • County/MCD, planning firms, UWEX, nonprofits/advocacy groups, NRCS
LU5: Promote urban development which is efficient and cost effective.	<ul style="list-style-type: none"> • Policies to discourage low density, sprawl development and promote efficient, cost effective land use • Policies for public services and utilities, especially roads and sanitary sewer. 	<ul style="list-style-type: none"> • ECWRPC, MPO 	<ul style="list-style-type: none"> • County/MCD, UWEX, DNR, DOT, utility districts, transit authorities, public works depts., nonprofits/advocacy groups, planning firms, engineering firms
LU6: Encourage urban development consistent with distinctive individual	<ul style="list-style-type: none"> • Policies to protect historical and cultural resources • Policies to promote 	<ul style="list-style-type: none"> • ECWRPC • ECWRPC 	<ul style="list-style-type: none"> • County/MCD, SHS, local cultural/historical societies, UWEX • UWEX, Chamber of

community character and identity.	locally owned businesses <ul style="list-style-type: none"> • Historic preservation ordinances • Traditional neighborhood ordinances 	<ul style="list-style-type: none"> • County/MCD • County/MCD 	Commerce, SBA, Dept. of Commerce <ul style="list-style-type: none"> • UWEX, SHS, ECWRPC, local historical groups, planning firms, neighborhood associations, developers
LU7: Prevent intermingling of rural and urban land uses and promote rural development which meets the needs of residents and landowners in a cost effective and environmentally sound manner.	<ul style="list-style-type: none"> • Policies to discourage low density, sprawl development • Policies for public services and utilities, especially roads and sanitary sewer • Policies to promote farming, fishing and forestry related populations and businesses • Programs to promote and protect rural based economic enterprises • Right to Farm and Farmland preservation ordinances 	<ul style="list-style-type: none"> • ECWRPC, MPO • DATCAP, WHEDA, Dept. of Commerce, USDA • County/MCD, DATCAP 	<ul style="list-style-type: none"> • County/MCD, UWEX, DNR, DOT, utility districts, transit authorities, public works depts., nonprofits/ advocacy groups, Farm Bureau, USDA Rural Development, WHEDA, planning firms, engineering firms • UWEX, County/MCD, Farm Bureau, SBA, Dept. of Commerce, Dept. of Tourism, ECWRPC • UWEX, Farm Bureau, ECWRPC, American Farmland Trust, planning firms

Policy Integration

Land use is the final policy area to be considered. Previous chapters have considered policies for economic development, housing, transportation, community facilities, and agricultural, natural and cultural resources. In many respects this chapter pulls together the various policies contained in the earlier chapters. Land use policy decisions, such as where to site a business or improving a highway, will have important impacts on several other areas, such as economic development, demand for housing growth, or protection of natural resources, such as air and water quality.

Preliminary Analysis

East Central’s current land use policy is more or less completely focused on the Fox Cities, Oshkosh and Fond du Lac urbanized areas. In terms of updating our policy in the context of the regional comprehensive planning process and given the increasing development pressures in the rural areas, it will be crucial to address this imbalance.

Guiding Principles

The following issues are among those that will need to be taken into account in the development of an updated regional comprehensive policy for land use.

- Balancing economic, environmental and aesthetic considerations.
- Addressing the conflicts that will arise given that the majority of future growth is expected to occur in the urban counties, which is where most of the region's more productive farmland is located.
- Promoting recognition of the relationship between the density of settlement and the amount and location of land consumed for housing, commercial and industrial uses and the cost of services.
- Promoting infill development and redevelopment.
- Promoting land use patterns that maximize the delivery of effective and efficient public services.
- Providing adequate protection of natural, cultural and agricultural resources, while accommodating the exurban and rural development pressures.
- Ensuring the economic vitality of the agricultural and forestry sectors in the context of a decrease in the amount of open space.
- Balancing the "right to farm" with the expectations of exurban residents.
- Reducing exurban and agricultural conflict issues.
- Balancing property rights between individuals and balancing property rights with broad community interests.
- Maintaining family farms in the face of increasing economic pressures and competition for land for other uses.
- Protecting water quality and quantity.
- Defining rural character, and putting measures in place to preserve it.

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CHAPTER 8: CONCLUSION AND NEXT STEPS

In conducting this policy review a number of key issues have come to the fore which will need to be taken into account as we update the policy framework and move forward in the regional comprehensive planning process.

These include:

- **Addressing Policy Contradictions:** It is inevitable that there will be tensions between different policy elements, for example, between economic growth, environmental quality and social inclusion. A number of contradictions within policy areas have also been identified. A key focus for East Central as it moves forward in the comprehensive planning process will be the identification of distinct contradictions within and between policy areas. East Central will need to ensure that inherent contradictions within its own policies are resolved in the process of updating policy. In addition, it will be important to consider best practice mechanisms for providing advice on processes that will facilitate and help local communities weigh the planning merits of development proposals in both the long and short term.
- **Achieving an Urban-Rural Balance:** Historically, East Central has focused more on policies for urban and urbanizing areas rather than on policies for rural areas. There are a number of reasons for this, including availability of funding. The Commission will, however, need to work to redress the imbalance, as rural areas come under increasing pressure. It is known from local planning efforts, for example, that preserving rural character is an issue of major concern to the citizens of the region. A possible model is provided by the early OEDP Reports that contained a spatial strategy referring to the region, Fox Cities, Oshkosh, Fond du Lac, larger outlying communities, smaller communities, and rural areas.
- **Policy Specificity:** There is a need to consider how to achieve a balance between proposing policies that are too general and proposing policies that are so specific that stakeholder buy-in becomes problematic. Factors that will need to be taken into account include the use of action oriented language, defining a timescale for implementation, and relating policies to specific areas within the region. A possible solution may be to adopt a two-stage approach: first, a policy framework that is general and second, supplementary detailed guidance and advice on implementation. The policies and advice on urban service delivery already provide a possible model. A series of policies exist on urban service delivery, which are supplemented by detailed guidance on threshold levels of service.
- **Identifying New Policy Areas.** East Central doesn't operate in a vacuum but is affected by what is happening at the international, national, and state levels. The Commission needs to be aware of new policy areas that are coming to the fore for the first time; one such area is telecoms. In addition, we need to be aware of current policy areas that perhaps need more attention – for example affordable housing and possibly energy conservation.

- **Policy Implementation.** One of the benefits of the policy implementation tables included in this report is the fact that for all policy areas the tables highlight the various organizations in the public, private, and not-for-profit sectors that are responsible for the implementation of current policies. As an advisory, non-implementing agency, it is critical that East Central consider the mechanisms through which it can help to facilitate implementation. There appear to be two main opportunities. First, to conduct a solid planning process that promotes buy-in from all stakeholders at every stage of that process. Second, to move toward a situation where counties and local governments might formally adopt the regional plan either in full or in part.
- **Measuring Performance.** In the past, the production of the plan document may have been regarded as the end of the process. It is now recognized that this should be considered as part of an ongoing process that includes implementation, monitoring and review. The question of how to judge the success of an organization that has no implementing authority is a difficult one, but one that has to be addressed. East Central will need to undertake research and look for examples of best practice on how it can move in the direction of developing performance indicators so that it can begin to measure whether and to what extent it is achieving its goals and objectives.

The Next Steps

Collating East Central planning policies in one document has numerous benefits. It has allowed us to clarify our existing policies. In addition, it has enabled us to begin to assess the strengths and weaknesses of those policies.

This report represents another building block in the regional comprehensive planning process. The Technical Advisory Committees (TACs), which are currently being established, will be able to use this report, *Milestone Report 1: State of the Region (2003)*, and the output from a series of regional focus groups and public information meetings, as they help staff to produce Milestone Report 2. The report on Issues/Opportunities and Visioning is scheduled for completion in October 2003 and will enable us to take the next step, updating East Central's goals and policies, which will be the focus of Milestone Report 3: Goals and Strategies for Action.