

APPENDIX B – 14 STATE LAND USE PLANNING GOALS

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As part of Wisconsin State Statutes 66.1001, the State adopted fourteen broad goals that should be considered during the development of a local comprehensive plan. The Commission considered these goals early on in the process. The text below is taken from the original grant application which the Commission submitted to WDOA in 2000 and expresses the goal, as well as the Commission's proposal to address that goal in its final plan document.

1. *Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.*

The ECWRPC will review and assess information on the various infrastructure and public service systems throughout the region. The emphasis will be on identifying current capacities and deficiencies in accommodating current and projected levels of population and development. The ECWRPC will make policy recommendations on correcting identified deficiencies, reducing duplication and promoting consolidation of public services. Using data from four elements: utilities and public facilities; land use; transportation, and economic development, as well as input from the public participation process, the regional plan will identify those areas that can adequately accommodate and service growth. The plan will promote those areas as locations suitable for future development. The regional plan will also include and promote policies that identify redevelopment opportunities within existing urban areas. The focus will be on promoting in-fill and redevelopment of vacant and previously developed land in preference to green-field development.

2. *Encouragement of neighborhood designs that support a range of transportation choices.*

This goal will be addressed mainly in the transportation element of the regional comprehensive plan, however, it is also likely to be addressed in the land use, economic development, and agricultural, natural and cultural resources, and housing elements.

Transportation needs, in the regional context, are largely applicable to principal highway corridors, providing for trips through the region, and those with origin and/or destination in our urbanized areas, both for commercial and passenger uses. Also, the provision of alternative modes of transportation is important in terms of a regional trail system, hooking into the State Trails, for transportation purposes in addition to recreational uses.

New transportation corridors can have the effect of spurring "sprawl" growth, further from the urbanized areas. ECWRPC will recommend using access control as a tool to effectively reduce such development. ECWRPC will work to provide an integrated transportation system that makes 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. East Central will continue to show a strong bias toward multi-modal projects in competition for STP-Urban funding. Those projects that include provision for transit, bicycle, and pedestrian traffic will receive significantly higher scores. Also, East Central will work with towns, cities, villages, and counties in the development of transportation related plans consistent with regional policies. The two urban transit systems within the region, Valley Transit (Fox Cities) and Oshkosh Transit System (Oshkosh), provide a much needed service mainly to a transit dependent population, and do a reasonably good job covering the urbanized areas, through fixed route and various paratransit services. By integrating transit, pedestrian, and density considerations into site design and plat review processes, transit could become a more attractive option to those riders

who are able to choose their travel mode. The emphasis will be on extensive coordinative efforts, with consideration for regional connectivity.

3. *Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands open spaces and groundwater resources.*

Protection of East Central's natural areas will be addressed through the agricultural, natural, and cultural resources element of the plan. Stewardship that engenders the wise use of the region's natural resources is vital to local economies, whether they be its highly productive agricultural soils, blocks of woodland, non-metallic minerals, or groundwater reserves. The East Central region is rich in other natural resources as well. It contains over 20 percent of the state's surface water, including Lake Winnebago, by far the state's largest, several other large lakes, and hundreds of smaller lakes. The region is also home to the scenic Wolf River and the historic Fox River and their tributaries. These include dozens of the state's finest trout streams, which emanate among the terminal moraines found in the western portion of the region. The nation's largest self-sustaining lake sturgeon population is found in the Winnebago Pool Lakes.

The Wolf River bottoms and many other wetlands of all sizes abound, providing habitat for wildlife and waterfowl. Although several significant wetland areas are protected as state and federal wildlife areas, thousands of acres remain in private ownership. Other natural features of statewide importance include the Niagara Escarpment, the Kettle Moraine area, and the Campellsport drumlin field. East Central's Menominee County, which remains 90 percent forested, is likely the most pristine of the state's 72 counties.

ECWRPC will incorporate federal, state, and past regional plans that inventory and identify strategies that promote the preservation of the region's natural areas and wise use of its natural resources. Specifically, the regional comprehensive plan will develop updated definition as well as development policies for Environmentally Sensitive Areas (ESAs). We will work with specialists and others who value our natural resources to compile updated databases and re-evaluate goals, objectives, and policies that ensure their long-term protection. While the public demands varying degrees of access and use of significant natural areas, history has shown that areas rich in natural resources are often poorly suited for development. Recognizing that public ownership of these key areas is but one tool available to ensure their protection, an important emphasis, therefore, is expected to be the formulation of strategies that maintain their integrity even in the face of individual and community development pressures.

4. *Protection of economically productive areas, including farmland and forests.*

Soils best suited for agricultural uses and areas of natural and planted woodlots are found within our region. Environmentally sensitive areas such as wetlands and floodplains are also important ecologically and economically. The link between economics and the sustainability of agricultural soils, forested areas and other environmentally sensitive areas will be emphasized in our planning efforts.

Prime agricultural soils and environmentally sensitive areas will be inventoried and identified. Implementation tools to address these areas include an evaluation of zoning districts and recommendations based on this review, conservation subdivision design applications, the promotion of the Purchase of Development Rights (PDR), easements and deed restrictions. Additionally, the promotion of estate planning, targeting in particular the farming community, is an educational tool that will be included in our planning document. There is potential to encourage financial planning that expands beyond the sale of land for retirement funding.

Non-metallic mining resources and activities are also prevalent throughout the region and issues associated with this activity have been increasing. The ECWRPC is currently administering the NR-135 program for five counties under an agreement and has gathered a wealth of data and information for over 200 sites within these counties. The Commission hopes to collect similar data for the remaining counties and will utilize it in analyzing and addressing issues of regional concern.

5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.

The Fox Valley is one of the fastest growing regions in Wisconsin. Concerns regarding urban sprawl issues and service delivery conflicts led the ECWRPC to review and update existing land use policies that were developed in the mid-1970s. In 1996, the ECWRPC adopted new growth management and urban service delivery policies, which were developed through an extensive public input process as part of the Long Range Transportation/Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas. Urban service policies were again reviewed and refined in 2000, prior to the final adoption of the state comprehensive plan legislation. This plan became the basis for the Commission's land-use planning program – the means by which the adopted goals and objectives were to be implemented. Urban service area delineations were first developed in the late 1970s after meetings with local officials in each of the 104 urban service areas and 78 development concentrations in the region. Sewer Service Area Plans have been regarded as the main planning tool for achieving more compact growth in the region,

Rural areas in the region are also under pressure from scattered rural residential and vacation home development. While the ECWRPC has provided some guidance with respect to rural development, existing policies have not been reviewed since the mid-1970s.

The ECWRPC will analyze land use trends, review existing urban and rural policies for consistency with state goals and determine the amount of acreage needed to accommodate projected growth. Policies regarding appropriate density, land use and land consumption, which may direct and impact growth patterns, will be discussed. Current policies will be modified and additional policies and recommendations will be developed as necessary to further promote efficient development patterns and limit service costs. Higher density, mixed use development patterns will be encouraged in urban areas. Development that minimizes service costs and reduces residential/agricultural conflicts will be encouraged in rural areas.

6. Preservation of cultural, historic and archaeological sites.

The cultural resources element of the regional comprehensive plan will include a background history of the ten-county region with a strong emphasis on its known historic and archaeological resources. It will also include an inventory of cultural, historic, and archaeological sites within the region. Included in this inventory will be sites listed on, or eligible for, inclusion on the National Register of Historic Places, as well as those resources designated by local units of government as local historic landmarks.

Recommendations about the following will also be included in the regional comprehensive plan: the need for additional survey and evaluation and how this can be accomplished; what protective measures can be implemented; and what programs can be initiated to promote historic and cultural resources (e.g. a local historic preservation commission, a Main Street Program, etc.).

Finally, the regional comprehensive plan will describe the Wisconsin Historical Society's role within the context of smart growth planning. This will include an overview of available technical services, preferred methodological practices, and possible sources of funding for informational and "bricks and mortar" preservation projects.

7. Encouragement of coordination and cooperation among nearby units of government.

As the region is composed of a large number of local government units as well as a series of specialized districts, the ECWRPC recognizes that inter-governmental cooperation is crucial: both to the successful development and implementation of the regional comprehensive plan. There are two primary reasons: First, regional issues, for example, transportation and water quality are by their very nature multi-jurisdictional and need to be addressed at a level greater than the town, village, city, county or single regional planning commission area. Second, as an advisory document, the success of the regional comprehensive plan will be determined largely by the extent to which local government units and specialized districts adopt its policy recommendations and introduce / amend local ordinances, cooperative boundary agreements, and so on. The objective is to ensure consistency both along jurisdiction borders and between the local and regional plans.

The ECWRPC regards intergovernmental cooperation as an integral consideration in the analysis of the six substantive elements: housing; economic development; transportation; utilities and community facilities; agriculture, natural and cultural resources; and land use. ECWRPC has already consulted with the local government units in the preparation of the Study Design. In addition, staff has already held meetings with senior county staff as well as with UW-Extension staff. The public participation plan has identified local government and special district representatives as an important "public". Focus groups and advisory committees are proposed as specific tools to facilitate intergovernmental cooperation. Our Newsletter, which is sent to all relevant local units of government, will supplement these techniques, as will our web site which will provide detailed information on the regional comprehensive planning process.

8. Building of community identity by revitalizing main streets and enforcing design standards.

Currently, there are five Main Street Communities within the East Central Region: the Cities of Clintonville, Ripon, Shawano, Waupaca and Wautoma. Achieving that level of planning for many of our communities is a long-term goal. Within that context, the revitalization of many of our downtown areas will be a series of small steps. These small steps will include recommending the adoption of village powers for several of our towns, the establishment of planning and zoning committees, and the establishment of design review committees, charged with implementing design standards, or encouraging these planning and zoning committees to serve in this capacity too. The ECWRPC recognizes and will promote the important relationship between the Main Street program and historic preservation.

East Central will continue to work with local chamber(s) of commerce in our rural and urban areas, and we will maintain our own economic development process. Our economic development process includes the completion of a Comprehensive Economic Development Strategy, which addresses the region's economy, labor force, and income levels. This document will be expanded upon to include downtown revitalization and design standards for both pedestrian and auto-oriented commercial development and the promotion of mixed-use development. It will also include an economic base review, retention and attraction analysis.

9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.

Housing, particularly affordable housing for low and very low income households, has become an issue in many of our communities. The ECWRPC is currently working with the Fox Cities Housing Coalition and Shawano County Affordable Housing Task Force to assess the housing needs for low and very low income residents and identify ways to meet those need. Both groups foster intergovernmental cooperation and coordination between the government and non-government sectors by including local housing authorities, non-profit and for-profit housing providers, local and county government representatives, UWEX staff, private citizens and service providers such as mortgage loan officers, financial counselors, employers and legal service representatives. The Shawano County task force also includes representatives from the Wisconsin Housing Economic Development Authority (WHEDA) and the United States Department of Agriculture (USDA) Rural Development.

The ECWRPC has and will continue to use the UWEX A Guide to Preparing the Housing Element of a Local Comprehensive Plan as a reference tool to guide the development of the housing element of the regional plan. The ECWRPC will undertake a region wide needs assessment, which will identify the current housing stock and current housing needs. Issues related to affordability and accessibility will be identified, along with techniques local governments and providers can use to make housing more affordable. The ECWRPC will identify future needs for housing within the region in terms of the number of units. General regional recommendations in regards to tenure, single-family/multi-family housing mix and affordability will also be made. The planning process developed by the ECWRPC closely ties the housing element with the economic development element to foster consistency between economic goals and housing recommendations.

10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.

The ECWRPC will review and assess population and development projections, development patterns, and historical and projected market trends, to determine the types, densities and distribution of future growth throughout the region. It will assess the adequacy of available lands to meet such demands. This information will also be compared with aspects of the previously determined public service / infrastructure capacities and the available amount of land within these areas. Implementation of this goal will occur through: Sewer Service Area Plans; the Long-Range Transportation / Land Use Plan; A-95 Review process; Comprehensive Economic Development Strategy and; local plan regulations – zoning and subdivision ordinances and infrastructure policies.

11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.

The ECWRPC annually prepares a Comprehensive Economic Development Strategy (CEDS) that analyzes trends and presents economic development projects in the region. This document is completed as part of ECWRPC's role as an Economic Development District with the U.S. Department of Commerce, Economic Development Administration. An approved strategy maintains the region's eligibility for federal public work grants. The economic development element will analyze the regional economy and determine a strategy for the expansion of the economic base.

Annually, we update a listing of industrial parks and sites within our region. This listing is posted on our web site for businesses to inquire about industrial park space availability. Our web site is linked with the Fox Cities Economic Development Partnership's web site that has an extensive listing of industrial parks, sites and buildings within the Fox Valley area. Additionally, our web site is linked with Forward Wisconsin, an economic development organization that maintains a statewide database of industrial building availability.

12. Balancing individual property rights with community interests and goals.

The ECWRPC is aware that its support for Smart Growth in a region that includes Shawano County, the home of the "Posse Comitatus" and Appleton, the home of the "John Birch Society", is likely to generate a spirited debate on private property rights. The ECWRPC is proposing a two pronged approach to ensure both that the debate is comprehensive and well informed and that the regional comprehensive plan balances sensible land use controls and individual property rights. First, the ECWRPC is planning a highly participatory planning process to develop a shared vision for the region and to determine the land use controls / incentives by which that may be achieved (see Section E). Second, the ECWRPC is proposing to focus on education. As a first step it has already scheduled a conference on the private property rights issue for April 2002. This will focus on how to promote private property rights within comprehensive planning guidelines. In addition, the ECWRPC in co-operation with the UW-Extension Community Resource Development Educators of the region is planning a wide media based public education program to promote a greater understanding of the whole rationale for planning and the need to balance public interest with individual property rights.

13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.

Maintaining the "flavor" of unique urban and rural areas requires a high degree of vigilance. Among the numerous unique areas found in East Central Wisconsin are its wealth of glacial features; the Niagara Escarpment; the Chain o' Lakes and other areas of concentrated lakeshore development; major wild river segments; historic structures and communities along the Fox River and elsewhere; vibrant downtowns; and well-preserved neighborhoods. Additionally, the region features both urban and rural areas where nodes of traditional ethnic integrity and "reason for being" continue to be an important part of the local fabric.

Individually and regionally, these areas complement each other and make an important contribution to the quality of life found here. From a regional perspective, it is important that these unique areas are identified and strategies proposed to minimize the potential for compromising their integrity by misguided development decisions and inappropriate types and intensities of land use. In preserving these unique areas, complementary strategies that provide opportunities to strengthen their aesthetic, cultural, and economic components will also be investigated.

14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disable citizens.

In line with ECWRPC's existing policies, transit and pedestrian friendly development will be encouraged in the regional comprehensive plan. Such measures should encourage "choice" riders to reduce their dependence on their private vehicle, at least in urban areas. Even in the urban areas of the region, transit trips account for less than 1% of all trips taken. Recommended land use decisions would hope to increase that percentage by promoting mixed-use, higher density

developments where appropriate. It is extremely doubtful that auto use could lose its predominant role, barring some catastrophic level event, but an increase in alternative mode travel, at any level, would benefit society in reduced congestion, improved air quality, general health, and countless less quantifiable factors.

While there has been some degree of containment of sprawl development, through the implementation of sewer service area regulations, instituted in the 1970s, significant amounts of low density and scattered development throughout the rural areas increasingly stresses the transportation system. This is evidenced in the urban area transportation/land use plans. Scattered and low density development results in longer trips, need for more capacity, inefficiencies in the provision of alternative modes of travel. This is most evidenced on the fringes of urbanized areas, and along major transportation corridors. It is anticipated that policies developed through our comprehensive planning process, as presently exist in current adopted policies, will encourage a trend toward more cost effective and efficient transportation system with safe and attractive travel alternatives.

Other planning efforts will be closely coordinated with the development of the regional plan. Several highway corridor plans have been recently completed, or are currently underway. Also, the update of the urban transportation/land use plans will be concurrent with this planning process, with effort to eliminate duplication of efforts that will apply to both plans. This will also help greatly with consistency between these major planning efforts.