

CHAPTER 12: REGIONAL PLAN IMPLEMENTATION

Introduction

Regional Planning Commissions, under Wisconsin State Statutes 66.0309, were created to provide the following basic functions: 1) Develop and implement a regional plan, and; 2) Foster intergovernmental cooperation. Wisconsin State Statutes 66.1001 (comprehensive planning law) requires that a Regional Planning Commission develop and adopt an advisory Comprehensive Plan. Furthermore, the law states that a comprehensive plan shall be the master plan that is adopted under Wis. Stats. 66.0309 (8) (9) or (10). This chapter describes the methods that the Commission will use to implement its plan.

As previous plan elements have discussed and shown, five core concepts run through the thematic vision statements that have been developed: choice, economy, equity, environment, and quality. These ideas reflect the beliefs, values, and priorities of people living and working in the region. They will therefore be considered in every aspect of the regional plan when it is implemented. A number of key recurring themes have also emerged that are relevant across all areas of the plan, including in regards to plan implementation. These include:

- The provision of education/raising public awareness;
- The merits of improved coordination and collaboration;
- The importance of intergovernmental, interagency, and public/private sector cooperation;
- The requirement for better communication;
- The recognition of local responsibility;
- The need for efficient and cost effective service provision;
- The importance of communicating consequences;
- The value of best practice examples;
- The necessity of exploring alternative and creative funding options;
- The potential of regionalism as an effective concept;
- The need for integrated, proactive, and sustainable planning that takes account of future generations, and;
- The absolute necessity for implementation and monitoring.

Commission Authorities

By its nature, the East Central Wisconsin Regional Planning Commission is advisory per Wis. Stats. 66.0309). The Commission cannot - unless expressly authorized by a formal agreement with another government entity under Wis. Stats. 66.30 – dictate the development and land use decisions of communities (and hence the region) directly through the use of regulatory devices. At the time of the writing of this plan, the only area which East Central has regulatory authority is in the issuance of permits for a regional (5 county) non-metallic mining reclamation program (Wis. Admin Code NR-135).

Therefore, as written in its aforementioned enabling legislation, the Commission’s main focus for plan implementation will center around its ability to effectively, and objectively, communicate with and educate its counties and communities to facilitate both local and regional actions that progress the visions outlined in this plan.

Regardless of the Commission’s advisory status, RPC’s in general carry significant value and weight in some decision-making processes and they are often utilized by some higher-level state and federal agencies as a extension of themselves in order to fulfill their planning mandates. While an RPC’s staff is often relied on to be thorough and objective through its tasks and in preparation of their recommendations, the expectation exists that their plans are developed, and decisions made, in a transparent and open process to citizens and local governments throughout the region. Public involvement and participation is important and strongly desired! The following program areas already exist which can be used by the Commission to foster movement toward meeting the goals, and achieving the regional visions established by this plan:

1. The Commission’s Metropolitan Planning Organization (MPO) status for Transportation Planning purposes in the Fox Cities Urbanized Area.
2. The Commission’s Metropolitan Planning Organization (MPO) status for Transportation Planning purposes in the Oshkosh Urbanized Area.
3. Designation as staff for the Metropolitan Planning Organization (MPO) for the Fond du Lac Urbanized Area.
4. WDNR’s “208” Water Quality Management (WQM) designation and subsequent responsibilities for Sewer Service Area Planning activities (including the use of the Commission’s local comprehensive plan certification requirements for the three urbanized areas which were voluntarily developed and applied by the communities within the region).
5. The Economic Development Administration’s “Economic Development District” (EDD) status for local and regional economic development activities.
6. Use of authorities provided under a Memorandum of Understand with five counties (Calumet, Outagamie, Winnebago, Waupaca and Shawano) for the administration of the WDNR’s NR-135 Non-Metallic Mining Reclamation Program.

7. Use of the WDNR's designation for funding of the Timber and Wood Products Utilization Program.
8. Advisory Commission programs listed in the Annual Work Program relating to Open Space, Environmental Management, Comprehensive Planning, Community Facilities, or Housing.
9. The Commission's Local Assistance Programs, including the provision of services and technical assistance through local contracts and memorandums of understanding with individual units of government and private or non-profit sector entities (with the prior approval of the Commission).

Plan Element (Plan Guideline) Recommendations

The forty-two (42) individual Plan Guidelines contained in this document include detailed analyses and recommendations for the implementation of the regional plan. These recommendations will serve as the basis for the Commission's future short and long term work priorities. For the most part, the Commission's current structure (committees, work program, budget, etc.) are already arranged in a manner which logically accommodates the thematic land use recommendations, however; the Commission may need to consider small modifications to this structure as it begins to explore aspects of plan implementation.

The goals, strategies and recommendations regarding general implementation of the Year 2030 Regional Comprehensive Plan are contained on Plan Guideline I-1. These recommendations represent important functions that are used in communicating the Commission's plan. They also serve to guide the Commission in its future activities within respect to general implementation of the plan. These statements will eventually serve as the basis for the Commission's future Strategic Plan and its current and ongoing Annual Work Program planning and evaluation process.

These recommendations will be reviewed separately from the other plan guidelines and will be prioritized and programmed as one of the Commission's first orders of business upon plan completion and adoption.

Plan Amendments

Comprehensive updates of the plan are considered in Plan Guideline I-1 (Goal I-12.7) however; there may be times that the Commission needs to require either minor or major amendments to the existing plans. Economic, environmental, or political conditions can change greatly over the course of several years and, as such; the Regional Plan needs to be flexible so that it can be adjusted to better our chances in achieving its vision. New information produced through academic research, changing State and Federal policies and regulation, and even weather patterns, can all affect different aspects of land use, and land use decision-making. Therefore, the following policies and procedures have been developed for use in addressing these needs:

Plan Amendment Procedures & Guidelines

1. The Commission will take action to amend the Regional Comprehensive Plan no more than once annually. Plan amendment requests that are received and reviewed throughout the year will be collected for consideration at a single meeting, which will follow the notification and public hearing requirements established as part of Wisconsin State Statutes 66.1001.
2. Plan amendments may only be proposed by East Central staff or Commissioners, chief elected officials of local units of government (towns, villages, cities, or counties). Staff will develop a subsequent process for the review of such requests in a consistent and expedient manner. Individuals or organizations who wish to seek changes to the plan must bring forth their requests through one of the entities as noted above
3. It should be noted that any of the Commission's programmatic efforts which result in the creation of new or modified policies as part of an existing plan (such as the MPO's Long-Range Transportation Land Use Plan, the EDA's Comprehensive Economic Development Strategy, or the WDNR Sewer Service Area plans) would automatically be considered as an amendment to the overall regional plan, as long as the consideration of this plan was done consistent with the Commission's adopted Public Participation Plan. **As such, it should be noted that any current policies or recommendations which exist in these plans are hereby considered to be part of the Regional Comprehensive Plan until otherwise noted.** A summary of these policies are contained in Appendix C.
4. Plan amendments will be subject to review and endorsement by the appropriate Standing Committee after a thorough review of the request is conducted by staff.
5. Plan amendments may be requested or considered based on: a) major changes in policy direction; b) the inclusion of new or updated information; c) the addition of new strategies or recommendations for new or emerging issues.
6. These plan amendment guidelines and procedures may be reviewed and modified at the consent of the full Commission from time to time.

General Plan Implementation Activities

PLAN GUIDELINE: I-1

Year 2030 Regional Comprehensive Plan

Key Facts

Regional Planning Commissions, under Wisconsin State Statutes 66.0309, were created to provide the following basic functions: 1) Develop and implement a regional plan, and; 2) Foster intergovernmental cooperation.

Wisconsin State Statutes 66.1001 (comprehensive planning law) requires that a Regional Planning Commission develop and adopt an advisory Comprehensive Plan. The advisory nature of the plan is further spelled out in Wis. Stats. 66.1001 (5).

So What!

Since the Commission is an advisory entity by State Statute, the only ways that it can accomplish the plan's vision is to rely on 1) the reliance in individual community, county, and state actions to modify and implement their own plans; 2) through the use of advisory policies which guide federal or state programmatic activities such as the MPO (transportation, EDA (economic development), or SSA (regional wastewater) planning functions

As such, the Commission's initial efforts for implementation will involve 'selling' the plan to local units of government. Using the Fact Sheets, the Framework Map, and other materials as tools, the Commission hopes to foster discussion on the context of communities within the region and the identification/resolve of barriers which they feel exist when trying to achieve the established plan vision.

Current Action

In reality, the Commission is already taking action on a number of the recommendations contained in both the individual plan element Fact Sheets, as well as some of those listed in this document. Various planning programs such as our MPO, EDA, and SSA functions are already in place, and in many cases, have been the primary regional planning tools for use in guiding multi-jurisdictional issues.

To some degree, the Regional Plan was written in a manner that recognizes and integrates these functions as key tools for plan implementation. It should be noted that any of the Commission's programmatic efforts which resulted in the creation of policies as part of an existing plan (such as the MPO's Long-Range Transportation Land Use Plan, the EDA's Comprehensive Economic Development Strategy, or the WDNR Sewer Service Area plans) are hereby considered to be part of the Regional Comprehensive Plan until otherwise noted or amended. A summary of these policies are contained in Appendix C.

Goals, Strategies and Recommendations

The following goals, strategies and recommendations provide a framework for which the Commission can continually implement and monitor the plan.

GOAL I-12.1: Communities and Counties are well informed on the existence, purpose, and local usage of the Regional Comprehensive Plan.

STRATEGY I-12.1.1: Regularly inform counties and local units of government on aspects of the Regional Comprehensive Plan.

- ◆ *RECOMMENDATION I-12.1.1.1: The Commission should formally present the adopted plan to each County Board within the region over the next two years.*

STRATEGY I-12.1.2: Convert the plan's over-all content into a more user friendly document or media campaign so that communities better understand their stake and their role in implementing the plan.

- ◆ *RECOMMENDATION I-12.1.2.1: Convert the applicable recommendations into a 'checklist' for communities and counties to use in assessing their own local plan for consistency with the regional plan.*
- ◆ *RECOMMENDATION I-12.1.2.2: The Commission should develop a 'best practices' guide/manual for communities to use which illustrate local, or out of area, examples on the various land use issues or recommendations in this document.*
- ◆ *RECOMMENDATION I-12.1.2.3: The Commission should continue to develop and refine the 'regionally significant features maps' for use in communicating the regional issues with citizens and communities.*
- ◆ *RECOMMENDATION I-12.1.2.4: Over time, the Commission should establish a process where by, upon request (subject to availability), a community could receive assistance on identifying and overcoming the barriers to local or regional plan implementation.*

GOAL I-12.2: Achieve consistency amongst all levels (state, regional, county and local) of comprehensive plans within the region.

STRATEGY I-12.2.1: Ensure both horizontal and vertical integration of the regional, county, and local comprehensive plans as prescribed by the 1999 planning legislation.

- ◆ *RECOMMENDATION I-12.2.1.1: The Commission should take efforts to develop a regional map which depicts each unit of governments adopted comprehensive plan map in a manner which allows for the regional context of individual community plans to be viewed.*
- ◆ *RECOMMENDATION I-12.2.1.2: The Commission should assist the State, where possible, in the development of objectives, standards, and policies, recognizing that those objectives, standards, and policies provide important direction to regional planning operations, and through such regional planning operation to county and local municipal planning operations.*
- ◆ *RECOMMENDATION I-12.2.1.3: The Commission should integrate a system within its designated State or Federal program responsibilities to ensure that local plans are consistent with neighboring jurisdiction's plans, and higher level county plans, recognizing that local governments will need to work very closely and cooperatively to achieve such consistency.*

STRATEGY I-12.2.2: Continue to refine the Mission of the Commission in order to be responsive to the needs outlined in the Regional Comprehensive Plan.

- ◆ *RECOMMENDATION I-12.2.2.1: Commission staff should work with the Commission's Standing Committees and the full Commission to review, prioritize and approve the individual plan element rec-*

ommendations which are directly or indirectly applicable to the Commission.

- ◆ *RECOMMENDATION I-12.2.2.2: The Commission should, on an annual basis, re-view these priorities and their progress in order to better integrate them through the development of the annual work program and budget.*

GOAL I-12.3: Provide an objective role in assisting and facilitating intergovernmental cooperation.

STRATEGY I-12.3.1: Build effective partnerships and collaborative efforts with public and private organizations as a means to facilitate the implementation of the regional plan's visions, goals, and strategies.

- ◆ *RECOMMENDATION I-12.3.1.1: The Commission should identify opportunities for the development of new multi-jurisdictional administrative programs for consideration by counties based on economies of scale and efficiency measures (similar to the NR-135 program).*
- ◆ *RECOMMENDATION I-12.3.1.2: The Commission should identify and support the development of unique planning or plan implementation related 'demonstration projects', including the development of its framework, process, outcomes, and funding/partnership arrangements or administration.*

STRATEGY I-12.3.2: Incorporate intergovernmental cooperation into all relevant activities the commission takes on, so as to engage in relationship building between communities to facilitate the provision of shared services.

- ◆ *RECOMMENDATION I-12.3.2.1: Ensure the "Intergovernmental Cooperation Elements" of all comprehensive plans throughout the region consider shared*

services and/or resources using intergovernmental agreements.

- ◆ *RECOMMENDATION I-12.3.2.2: Promote goals and recommendations that lean toward shared services to be incorporated into comprehensive plans and other local government planning activities, when warranted.*
- ◆ *RECOMMENDATION I-12.3.2.3: Offer to act as a neutral third party/liaison when communities are considering shared services.*
- ◆ *RECOMMENDATION I-12.3.2.4: The Commission should support efforts which seek to consolidate services or governmental jurisdictions as long as issues associated with loss of local control are adequately and equitably addressed.*
- ◆ *RECOMMENDATION I-12.3.2.5: The Commission should support and assist in the development of intergovernmental agreements to resolve cross-border planning and service issues.*
- ◆ *RECOMMENDATION I-12.3.2.6: The Commission should support efforts to equitably distribute and utilize shared revenues by its communities.*

STRATEGY I-12.3.3: Commitment to securing sustaining state funding for regional planning commissions.

- ◆ *RECOMMENDATION I-12.3.3.1: Whether alone, or in an approved effort by AWRPC, the Commission should seek the allocation of a portion of state funds (which were previously utilized to fund the 'smart growth' grant program) for use in implementing and financing the state's required 'consistency provisions' for comprehensive plans.*

GOAL I-12.4: Target outcomes for plan implementation are well established, monitored and shared with state and local units of government.

STRATEGY I-12.4.1: Identify immediate, short-term, and long-term needs and desires for measuring progress on the implementation of the regional plan.

- ◆ *RECOMMENDATION I-12.4.1.1: During 2008, the Commission should develop a framework for the initial plan monitoring effort of each major plan element.*
- ◆ *RECOMMENDATION I-12.4.1.2: By 2009, the Commission should develop and adopt a specific set of indicators for annual data collection.*
- ◆ *RECOMMENDATION I-12.4.1.3: The Commission should develop and adopt specific policies and criteria for the data's consistent display, measurement and reporting.*
- ◆ *RECOMMENDATION I-12.4.1.4: The Commission should provide a service to its communities by seeking to work with the International City/County Manager's Association (ICMA) to facilitate the development of a consistent set of sub-regional urban performance measures for the provision of local services and other community management capacity within the Fox Cities area. This would be a pilot effort that would include the periodic meeting of local administrators to develop and monitor the usefulness and effectiveness of these measures.*

STRATEGY I-12.4.2: Monitor and report out on the progress of the regional plan on an annual basis.

- ◆ *RECOMMENDATION I-12.4.2.1: Beginning in 2010, the Commission should de-*

velop and publish an expanded Annual Report, which discusses progress, successes, and barriers of plan implementation and progress towards its goals. This report would also display and discuss regional trends in socioeconomic data using the aforementioned indicators.

GOAL I-12.5: Provide a forum for communication, education and information sharing about planning issues and the need for regional planning.

STRATEGY I-12.5.1: Partner and collaborate with traditional and non-traditional partners to better inform and educate local officials.

- ◆ *RECOMMENDATION I-12.5.1.1: Partner with UW-Extension and other entities to educate and inform local elected officials on land use issues within the region.*
- ◆ *RECOMMENDATION I-12.5.1.2: The Commission should routinely coordinate, communicate and collaborate with entities such as the Wisconsin Counties Association, Wisconsin Towns Association, Wisconsin Alliance of Cities, Wisconsin League of Municipalities, 1000 Friends of Wisconsin, Wisconsin Chapter of the American Planning Association and others to keep informed of planning issues and developments affecting the region.*
- ◆ *RECOMMENDATION I-12.5.1.3: Utilize the Commission's newsletter to inform and update the public on current planning issues and planning project status.*

GOAL I-12.6: Retain a leading role in the development and distribution of Geographic Information Systems (GIS) mapping data.

STRATEGY I-12.6.1: Maintain and improve the Commission's current GIS mapping program.

- ◆ *RECOMMENDATION I-12.6.1.1: Complete the transition to 'geo-databases' using the ArcGIS 9.2 software suite.*
- ◆ *RECOMMENDATION I-12.6.1.2: Ensure the completion, ongoing maintenance, and updating of GIS data within the context of the Commission's Regional Land Information System (RLIS).*
- ◆ *RECOMMENDATION I-12.6.1.3: The Commission should conduct a review and update of its Regional Land Information System Plan (RLIS).*
- ◆ *RECOMMENATION I-12.6.1.4: The Commission should monitor, update, and maintain its GIS Data Catalog.*
- ◆ *RECOMMENDATION I-12.6.1.5: The Commission should monitor, maintain and revise its GIS Metadata Standards.*

STRATEGY I-12.6.2: Promote the sharing and distribution of existing and new GIS data as well as the promotion of consistent data standards.

- ◆ *RECOMMENDATION I-12.6.2.1: Continuously review and monitor the scope and effectiveness of the Commission's adopted Data Distribution Policies.*
- ◆ *RECOMMENDATION: I-12.6.2.2: The Commission should actively participate in the Wisconsin Land Information Association (WLIA) and local/regional GIS User's Groups.*
- ◆ *RECOMMENDATION: I-12.6.2.3: The Commission should develop a new webpage to house content regarding GIS information, standards, data, and activities for the region.*
- ◆ *RECOMMENDATION: I-12.6.2.4: The Commission should consider a 2010 Land*

Use Inventory (10 year cycle) for the region to coincide with the next orthophotography flight and transportation planning updates.

GOAL I-12.7: Regularly update the Regional Comprehensive Plan.

STRATEGY I-12.7.1: Develop and periodically review a schedule for updating the Regional Comprehensive Plan.

- ◆ *RECCOMENDATION I-12.7.1.1: Obtain input from communities and counties as to the best timeframe for conducting an update so that economic efficiencies can occur, thereby lessening their costs for completing a plan update.*
- ◆ *RECOMMENDATION I-12.7.1.2: The Commission should consider a 5-year review of the plan in order to better assess the need for a more comprehensive update. Findings would be shared with local governments and input sought on any need for major policy changes.*
- ◆ *RECOMMENDATION I-12.7.1.3: The Commission should initiate the '10-year' update no later than 2022 (14 years) as it will coincide with the release of 2020 Census data.*

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