

10. Implementation

The primary reason a community prepares a comprehensive plan is to establish a framework to influence decisions in regard to land use and development issues, to maintain the desired character of a community, and in some cases to set priorities for public expenditures. In order for this plan to be effective, it should have a set of community supported actions and/or policies that the community will follow in the hopes that at least parts of the plan will be realized. The implementation element gives decision-makers, residents and landowners, and others a road map to move that plan to action.

Comprehensive plan adoption procedures

The Wisconsin State Statutes establish the manner in which a Comprehensive Plan must be adopted by a community. A copy of this procedure is found in Table 10.1. As stated previously, the Town of Marshall Comprehensive Planning process took place over the course of a year and a half, starting in September 2008 and meeting monthly through December 2009, when the Plan was completed. Each of these meetings was open to the public and officially noticed, being posted in three public places.

The Plan Committee recommended the Plan to the Town Board for consideration on December 9, 2009, with copies of this recommended draft made available for inspection at the Rusk County Library, the Rusk County Planning and Zoning offices, as well as being posted for viewing on the Rusk County website.

Definition

The comprehensive planning law defines the implementation element as “A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs.”

Consistency and integration between elements

The comprehensive planning law requires that the plan provide a way to bring all the elements together and make them consistent with one another as a package to achieve the common vision and goals of the plan. In an effort to ensure that each element is consistent and integrated with the others, the planning process was coordinated by developing each element simultaneously.

In the future, as plan amendments occur, it is important that the Marshall Planning Committee and Town Board both conduct consistency reviews will ensure the document continues to represent an integrated and forward approach to planning.

Measuring plan progress

Including a mechanism to measure the Town of Marshall’s progress toward achieving all aspects of the Comprehensive Plan is a requirement of the comprehensive planning law. The goals, objectives and action statements included for each of the Plan elements are not only directives to guide Town decisions, but also tools to measure who (the cooperative parties) will work on the actions and when (timeframe) they are targeted to be completed.

Table 10.1 Comprehensive Planning Process as defined in the Wisconsin State Statutes

66.1001(4) Procedures for adopting Comprehensive Plans. A local governmental unit shall comply with all of the following before its Comprehensive Plan may take effect:

(a) The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a Comprehensive Plan and shall provide an opportunity for written comments on the Plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.

(b) the Plan Commission or other body of a local governmental unit that is authorized to prepare or amend a comprehensive plan may recommend the adoption of amendment of a comprehensive Plan only by adopting a resolution by a majority vote of the entire commission. The vote shall be recorded in the official minutes of the Plan Commission or other body. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of a comprehensive plan. Once copy of an adopted Comprehensive Plan, or of an amendment to such a Plan, shall be sent to all fo the following:

1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
2. The Clerk of every local governmental unit that is adjacent to the local governmental unit that is the subject of the plan that is adopted or amended as described in par. (b) (intro.).
3. The Wisconsin land Council
4. After September 1, 2003, the Department of Administration.
5. The Regional Planning Commission in which the local governmental unit located.
6. The public library that serve the areas in which the local governmental unit located.

(c) No Comprehensive Plan that is recommended for adoption or amendment under par.(b) may take effect until the political subdivision enacts an ordinance or the Regional Planning Commission adopts a resolution that adopts the plan or amendment. The political subdivision may not enact an ordinance or the Regional Planning Commission may not adopt a resolution under this paragraph unless the Comprehensive Plan contains all of the elements specified in sub. (2). An ordinance may be enacted or a resolution may be adopted under this paragraph only by a majority vote of the members-elect, as defined in s. 59.001 (2m), of the governing body. An ordinance that is enacted or a resolution that is adopted under this paragraph, and the plan to which it relates, shall be filed with at least all of the entities specified under par. (b).

(d) No political subdivision may enact an ordinance or no regional planning commission may adopt a resolution under par. (c) unless the political subdivision or Regional Planning Commission holds at least one public hearing at which the proposed ordinance is discussed. That hearing must be preceded by a class 1 notice under Ch. 985 that is published at least 30 days before the hearing is held. The political subdivision or Retional Planning Commission may also provide notice of the hearing by any other means it considers appropriate. The class 1 notice shall contain at least the following information:

1. *The date, time and place of the hearing.*
2. *A summary, which may include a map, of the proposed Comprehensive Plan or amendment to such a Plan.*
3. *The name of an individual employed by the local governmental unit who may provide additional information regarding the proposed ordinance.*
4. *Information relating to where and when the proposed Comprehensive Plan or amendment to such a plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained.*

To ensure that this Plan will accomplish its intended goals, more steps will need to be taken beyond simply adopting this document. In general, the Plan’s effectiveness depends upon the commitment of Town officials, as well as local residents, to follow through with the policies, recommendations and action plan contained in the Plan.

Plan updates and revisions

The comprehensive planning law requires that the implementation element include a process for updating the comprehensive plan at least once every 10 years. In order to ensure that the plan is an effective management tool, the Town of Marshall Planning Committee should review the plan annually to track the plan’s progress in meeting its goals and to add additional actions and recommendations as needed and as unforeseen changes occur. The Town of Marshall should initiate its first major update of this Plan by 2019. It is recommended that the information from the 2010 census be used to update pertinent parts of this plan when the data becomes available.

Findings from the survey

Table 10.2 summarizes responses to questions concerning the goals of the comprehensive planning process and the degree of satisfaction with procedures and controls in place to implement and monitor the findings and recommendations of this plan.

Item	Ex/Good	Fair	Poor	Not sure
Code/ordinance enforcement	54%	14%	3%	25%
Tax base to cover services	51%	23%	1%	24%
Efficiency of Town government	58%	14%	4%	21%

When asked if the Town of Marshall should have a town constable, the responses were: 19% agreed, 35% disagreed, and 46% indicated that they didn’t know. Comments that individuals added in response to questions in this section ranged from: “Code/ordinance enforcement is poor if it’s an ordinance not to junk up your property,” to “very good,” and “don’t saddle the public with a lot of expensive codes and red tape, and expect the local economy to get better.”

Discussion of the findings

According to the survey findings, it appears that a small majority believe that code/ordinance enforcement is either excelled or good and only a very small percentage (3%) believe it is poor. On the other hand one quarter of the survey respondents indicated that they weren’t sure, which may indicate a general unawareness of the ordinances and codes that are on the books and how, exactly these

are being enforced. Perhaps the Town needs to do a more effective job in making the Town residents/landowners aware of these and the procedures in place for enforcement. The same is true with tax base to cover services as well as the perceived efficiency of Town government. Another solution to creating higher awareness is for more participation by others in the township concerning Town government, which is the level of government in a democracy where local people can have the most control and sense of ownership.

Plan implementation

What follows in Table 10.3 is a list of the Town of Marshall's goals, objectives and action statement for land use, agricultural, natural and cultural resources, transportation, housing, utilities and community facilities, economic development, and intergovernmental cooperation as derived by the Town of Marshall Planning Committee and citizens that participated in the overall planning process. The table also identifies responsible cooperating parties for each action as well as considers a timeframe to complete or achieve the actions.

Table 10.3 Town of Marshall Comprehensive Planning Goals and Objectives		
LAND USE AND ENVIRONMENT GOALS, OBJECTIVES AND ACTIONS/POLICIES		
<p>Goal 1: Maintain a balance between the public interest and private property rights. Objective 1.1: Encourage public participation in Town government. Policy 1.1 (a) Maintain open communication with Town residents and landowners. Objective 1.2: Review existing ordinances concerning dilapidated building and unsafe structures. Objective 1.3 Take necessary measures to enforce said ordinances. Objective 1.4 Work with Rusk County to limit/eliminate the stockpiling of vehicles and junk.</p>	<p>Responsible Parties Town Board Rusk County Zoning</p>	<p>Timeframe Ongoing</p>
<p>Goal 2: Protect the natural environment. Objective 2.1 Ensure that development is consistent with existing Town ordinances governing such development. Objective 2.2 Review existing ordinances to ensure the legality of these ordinances and update these, if required.</p>	<p>Responsible Parties Town Board</p>	<p>Timeframe Ongoing</p>
<p>Goal 3: Preserve the Town's rural character. Objective 3.1: Preserve productive agricultural lands to ensure the continuation of the Town's rural character and the maintenance of the agricultural economy. Policy 3.1 (a) Maintain productive agricultural land use through application of appropriate agricultural zoning districts. Objective 3.2: Educate Town landowners about Wisconsin Working Lands Initiative and new farmland preservation legislation. Objective 3.3 Develop an annual newsletter to inform and update town residents about new legislation impacting land use.</p>	<p>Responsible Parties Town Board Rusk County Zoning</p>	<p>Timeframe Ongoing</p>

Agricultural, Natural and Cultural Resources Goals, Objectives and Actions/Policies

Agricultural Goals, Objectives and Policies

<p>Goal 1: Protect productive agricultural lands in the Town. Objective 1.1: Protect the existing agricultural areas by appropriate zoning or other regulatory or policy techniques so those agricultural activities are encouraged. Objective 1.2: Discourage the conversion or division of agricultural land to non-agricultural uses and parcel sizes.</p>	<p><u>Responsible Parties</u> Town Board Rusk County Zoning</p>	<p><u>Timeframe</u> Ongoing</p>
<p>Goal 2: Future development does not conflict with agricultural operations. Objective 2.1: Encourage low density, non-farm development in areas away from intensive agricultural activities. Policy 2.1 (a) Recommend new non-farm residences should be built at least 200 feet from lands zoned for A1, due to dust, noise, spreading of animal waste or sludge, aerial or ground spraying, etc.</p>	<p><u>Responsible Parties</u> Town Board Rusk County Zoning</p>	<p><u>Timeframe</u> Ongoing</p>
<p>Goal 3: Utilize agricultural practices that are environmentally sensitive and protect air, soil, water and wildlife resources. Objective 3.1: Encourage land use practices which protect the quality of surface and groundwater resources, including minimizing the loss of soil or agricultural chemicals to ground and surface water, as well as the proper location and maintenance of on-site sewage systems associated with residential development. Objective 3.2: Encourage soil conservation practices that minimize erosion.</p>	<p><u>Responsible Parties</u> Town Board</p>	<p><u>Timeframe</u> Ongoing</p>

Natural Resources Goals, Objectives and Policies

<p>Goal 5: Identify, manage, preserve and protect natural resources throughout the town. Objective 5.1 Encourage land use practices which protect the quality of surface and groundwater resources, including minimizing the loss of soil or agricultural chemicals to ground and surface water, as well as the proper location and maintenance of on-site sewage systems associated with residential development. Policy 5.1 (a) Promote agricultural practices that are environmentally sensitive and protect air, soil, water and wildlife resources. Policy 5.1 (b) Encourage partnership efforts that result in the preservation and restoration of natural resources.</p>	<p><u>Responsible Parties</u> Town Board Rusk County Zoning</p>	<p><u>Timeframe</u> Ongoing</p>
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<p>Goal 6: Natural resources that provide recreational opportunities on public land are managed to ensure their lasting presence. Objective 6.1 Units of government work together to define and develop appropriate public access to natural resources. Objective 6.2 Explore alternative options for right-of-way to the Jump River.</p>	<p>Responsible Parties Town Board</p>	<p>Timeframe Ongoing</p>
<p>Cultural Resources Goals, Objectives and Policies</p>		
<p>Goal 7: The general public is more aware of cultural resources. Objective 7.1 Work with Rusk County Historical Society to help identify cultural and historic resources in the town.</p>	<p>Responsible Parties Town Board Planning Committee</p>	<p>Timeframe Ongoing</p>
<p>Goal 8: Cooperative arrangement with Woodlawn Cemetery are maintained. Objective 8.1 Share Town of Marshall survey results, pertaining to the Woodlawn Cemetery, with the Cemetery Board. Objective 8.2 Explore alternative interment cemetery options with Woodlawn Cemetery Board.</p>	<p>Responsible Parties Plng Committee Woodlawn Cemetery Board Town Board</p>	<p>Timeframe Ongoing</p>
<p>TRANSPORTATION GOALS, OBJECTIVES, AND ACTIONS/POLICIES</p>		
<p>Goal 1: Support and maintain a safe and efficient road system. Objective 1.1: Priority is given to maintaining and enhancing existing infrastructure before adding new. Policy 1.1 (a) The Town will consider paving of road segments based on necessity. Objective 1.2 Update local transportation plans. Policy 1.2 (a) Consider future road locations, extensions or connections when reviewing local development plans. Policy 1.2 (b) New roads must have a separate entrance and exit, and meet Town, State and County requirements. Objective 1.3 Work with Indianhead Transit System to provide transit service to the elderly and others in need of such services. Policy 1.3 (a) Support the continuation of the Rusk County Aging and Disabilities Resource Center transportation program. Objective 1.4 Coordinate with other governmental units on matters concerning transportation.</p>	<p>Responsible Parties Town Board</p>	<p>Timeframe Ongoing</p>
<p>Goal 2: Support interconnect recreational trails. Objective 2.1 Sponsor a trails meeting inviting clubs, landowners, government entities and organizations with an interest in Town trails.</p>	<p>Responsible Parties Town Board</p>	<p>Timeframe Ongoing</p>

<p>Goal 3: Ensure safety of all Township railroad crossings. Objective 3.1 Monitor wait-time of trains at railway crossings. Objective 3.2 Inform Town residents of procedures to follow concerning wait-time</p>	<p>Responsible Parties Town Board</p>	<p>Timeframe Ongoing</p>
<p>HOUSING GOALS, OBJECTIVES, AND ACTIONS/POLICIES</p>		
<p>Goal 1: Allow for adequate, affordable housing. Objective 1.1: Allow for the housing needs of our senior citizens and those with special needs. Policy 1.1 (a) Make use of existing and proposed housing programs available at the State and County level. Objective 1.2 Encourage the maintenance and improvement in quality of buildings to promote public health, safety and general welfare. Policy 1.2(a) All new are relocated structures comply with State Building Codes. Policy 1.2 (b) Allow mobile home placement in the Town provided they are less than 10 years old, are in good condition and are subject to the same zoning and building regulations of on-site constructed homes. Mobile homes older than 10 years are subject to review and approval.</p>	<p>Responsible Parties Town board (in conjunction with village boards)</p>	<p>Timeframe Ongoing</p>
<p>Goal 2: Housing development takes into consideration the protection of natural resources. Objective 2.1 Housing density is based in part on the protection of important ecosystems and the groundwater that we depend on. Policy 2.1 (a) Educate Town residents about the location and effects of farm chemicals, pesticides, herbicides, nitrates. Policy 2.1 (b) Residents should not have additional barriers to develop their land in the areas identified in Policy 2.1 (a), but should have relevant information available in order to facilitate appropriate development choices.</p>	<p>Responsible Parties Town Board Rusk County Zoning</p>	<p>Timeframe Ongoing</p>
<p>Goal 3: Provide educational materials to municipal boards and the public related to housing issues. Objective 3.1 When the need arises, work with Rusk County and/or UW Extension for educational assistance related to housing issues.</p>	<p>Responsible Parties Town Board UW Extension</p>	<p>Timeframe Ongoing</p>
<p>Goal 4: Protect residential uses in the Town of Marshall from large livestock operations that could adversely affect the rural residential character of the Town beyond the normal effects of traditional lower density livestock operations. Policy 4.1(a) Develop a Town policy to objectively review and establish criteria to protect residential uses near high density livestock operations. Policy 4.1 (b) Develop a Town policy outlining criteria for procedures to protect potable ground water quality for rural residential uses.</p>	<p>Responsible Parties Town Board Rusk County Zoning</p>	<p>Timeframe Ongoing</p>

UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES, AND ACTIONS/POLICIES		
<p>Goal 1: Adequate community services are provided to Town residents. Objective 1.1 Seek continued involvement in the shared services of fire, first responders, solid waste, recycling and road repair on boundary roads. Policy 1.1 (a) Continue to coordinate the following services with cooperating municipalities: 1) fire, 2) first responders, 3) solid waste and recycling, 4) road repair on boundary roads. Objective 1.2 Share services across municipal borders whenever possible. Policy 1.2 (a) Set guidelines with adjacent municipalities to share services and facilities for emergency events.</p>	<p><u>Parties Responsible</u> Town Board (in conjunction with other municipal boards)</p>	<p><u>Timeframe</u> Ongoing</p>
<p>Goal 2: Alternative energy options are encouraged. Objective 2.1 Educate and inform residents of /state and Federal programs with tax incentives or rebates available for installation and equipment costs.</p>	<p><u>Responsible Parties</u> Town Board</p>	<p><u>Timeframe</u> Ongoing</p>
<p>Goal 3: Positive environmental recycling practices are promoted. Objective 1.1: Inform the public and find alternative ways to publicize restrictions concerning recycling and use of recycling facility. Objective 3.2 Publicize alternative sites for recycling.</p>	<p><u>Responsible Parties</u> Town Board</p>	<p><u>Timeframe</u> Ongoing</p>
ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, AND ACTIONS/POLICIES		
<p>Goal 1: Ensure a business climate that is compatible with the agricultural environment of the Town. Objective 1.1 Encourage businesses that maintain the peace and quiet of the Town. Objective 1.2 Attract and retain businesses that compliment the agricultural environment and improve the employment and income base of the Town.</p>	<p><u>Responsible Parties</u> Town Board</p>	<p><u>Timeframe</u> Ongoing</p>
<p>Goal 2: Promote and maintain the economic base in the Town of Marshall. Objective 2.1 Ascertain that possible needs for economic development are met, particularly telecommunications capabilities. Objective 2.2 Foster home-based businesses through revolving loan funds from various relevant government programs. Policy 2.1 (a) Support opportunities for farm family businesses, home occupations and agriculturally related businesses to assist farm families. Policy 2.1 (b) Investigate and inform town residents of federal, state, or private funding opportunities to support small business ventures.</p>	<p><u>Responsible Parties</u> Town Board</p>	<p><u>Timeframe</u> Ongoing</p>

INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES, AND ACTIONS/POLICIES		
<p>Goal 1: Share services with other units of government whenever possible. Objective 1.1 Continue shared agreements with adjacent units of government. Objective 1.2 Communicate with surrounding municipalities for discussion of Land Use and other related issues. Policy 1.2. (a) Continue to meet with other government units as needed. Policy 1.2 (b) Periodically review existing shared service agreements, and explore additional opportunities for intergovernmental agreements. Objective 1.3 Share results of communication with Town of Marshall residents/landowners. Policy 1.3 (a) Keep Town resident/landowners informed through multiple means (e.g., newsletters, webpage on Rusk County website, etc.)</p>	<p>Responsible Parties Town Board (in conjunction with adjacent Town Boards)</p>	<p>Timeframe Ongoing</p>
<p>Goal 1: Establish and maintain cooperative relationships with local, State, and Federal jurisdictions where it is appropriate. Objective 1.1: Coordinate sharing community services where possible. [Regulation Action: Continue formal agreements for sharing law enforcement, fire, emergency medical services and town services.] [Monitoring Action: Inventory services and equipment shared by adjacent jurisdictions.] Objective 1.2: Identify actions and processes for resolving conflicts between governmental units [Education Action: Establish a formal conflict resolution process.] [Monitoring Action: Participate in planning and board meetings with adjacent governmental units.] Objective 1.3: Share with each adjoining jurisdiction a copy of the Town of Marshall Comprehensive Plan. [Education Action: Share a copy of the Comprehensive Plan with the Town of Willard, Town of Grow, Town of Ruby, Town of McKinley and the Village of Sheldon and Rusk County.] Objective 1.4: Keep abreast of developing State of Wisconsin regulations. [Education Action: Attend State and County Towns Association meetings.]</p>	<p>Responsible Parties Town Board (in conjunction with adjacent Town Boards)</p>	<p>Timeframe Ongoing</p>
IMPLEMENTATION GOALS, OBJECTIVES, AND ACTIONS/POLICIES		
<p>Goal 1: Actions of the Town Board will be transparent to the public. Objective 1.1: The Town Board will communicate to Township residents/landowners via newsletter with special issues when necessary to convey special needs, issues and information. Objective 1.2: The Town Board will share the status of the comprehensive plan with the public concerning issues accepted and/or addressed along with recommendations with a timeframe set for implementation. Objective 1.3: Systematic monitoring and evaluation of the activities outlined in this plan will assess whether or not the goals and objectives of the Town of Marshall’s Comprehensive Long Range Plan are being met.</p>	<p>Responsible Parties Town Board Planning Commission</p>	<p>Timeframe Ongoing</p>

<p>Goal 1. The Town Constable ordinance will remain on the books. Objective 1.1: Address public uncertainty about the Constable position and responsibilities. Objective 1.2: Share with the public a definition of the scope of authority of a Town Constable.</p>	<p><u>Responsible Parties</u> Town Board</p>	<p><u>Timeframe</u> Ongoing</p>
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