

CHAPTER 9 – IMPLEMENTATION

INTRODUCTION

Due to this being the Town's first comprehensive plan, it is important that the Town understand the connection between planning and land use controls (e.g., zoning and subdivision ordinances). Planning by itself accomplishes little; only when the recommendations made in the plan are implemented through action—such as amending a map, adopting a new policy, or revising an ordinance, does real change come about.

This chapter also provides information on the Comprehensive Plan amendment/update process and its overall use by the Town of Greenbush. More detailed information on various statutory powers that the Town may utilize to implement this 20-year Comprehensive Plan is included in this chapter.

Role of The Plan

Wisconsin Statute 66.1001 (3) stipulates that the land controls governing the Town should be consistent with the community's adopted comprehensive plan. The Town of Greenbush's Plan Commission's primary responsibility is to implement this Comprehensive Plan and to ensure that all supporting Town ordinances are consistent with the Plan. When reviewing any petition or when amending any land controls within the Town, the plan shall be reviewed, and a recommendation will be derived from its vision, statement goals, objectives, policies, programs, and potential future land use maps. If a decision is one that needs to be made in which it is inconsistent with the Comprehensive Plan, then before the decision can take effect, the Comprehensive Plan must be amended to include this change in policy.

ROLE OF LOCAL OFFICIALS

Role of The Elected Officials

The Town's elected officials should strive to become familiar with the contents of this comprehensive plan. It should be their primary guide, although not their only guide. Town Board members must make their decisions from the standpoint of overall community impact—tempered by site specific factors. In this task, board members must balance the recommendations made in this plan with the objectives of developers and residents, technical advice, and the recommendations of advisory boards, along with their own judgment on the matter at hand.

This Comprehensive Plan will provide much of the background and factual information the Board needs in making its decisions. Information from landowners and the Plan Commission will provide much of the site specific information for the Board. Thus, while the initial responsibility of implementing and updating a comprehensive plan falls on the Plan Commission, the Town Board must see that community support and resources are maintained to ensure the Greenbush Comprehensive Plan stays current and viable.

Plan Commission

The Greenbush Plan Commission should promote good planning practices within the Town in addition to keeping the public and the Town Board well-informed on planning issues. Plan Commissioners need to become very familiar with this Plan's maps and text, as well as its stated

vision, goals, objectives, policies, and programs. A biannual review of these components is recommended to keep them current, along with a review after every census. The Plan Commission will likely need to make appropriate amendments to the Plan from time to time in order to adapt to changing circumstances. The Commission should also ensure that existing and future ordinances (or other village land controls) are consistent with the Comprehensive Plan. Finally, the Commission will need to be sure that the Comprehensive Plan is updated at least once every 10 years (Section 66.1001 (2)(i), *Wisc. Stats.*).

Board of Appeals

Unlike a plan commission a board of appeals is a quasi-judicial body. It has the power to 1) interpret the wording of a land use control ordinance; 2) review an administrative decision where it is contended the administrative official made an error in applying a land use control to a particular property; and 3) issue area-related variances from the standards of an ordinance when it finds that strict enforcement would cause a hardship or be unnecessarily burdensome. Like the recommendations of the Town Plan Commission and the decisions of the Town Board, the decisions of the Greenbush Zoning Board of Appeals needs to be consistent with the Town's adopted Comprehensive Plan.

Other Committees/Commissions

Although the Town of Greenbush does not have any other committees or commissions, they may decide to create one, if it becomes necessary.

LAND USE PLANNING CONTROLS RECOMMENDATIONS

Zoning

The Town of Greenbush has an established Zoning Ordinance. Several of the future land use recommendations may ultimately need re-zoning in order to take place. This Comprehensive Plan recognizes the preferred land use has a horizon year of 15 to 20 years in the future, while zoning's authority is immediate upon adoption and posting. Therefore, instances of current use and planned use may conflict, yet it would not be prudent to immediately make a current use non-conforming to meet the preferred land use. Much of the timing of re-zoning will depend heavily on market forces, the current political climate, and the accuracy of this plan's assumptions.

The comprehensive plan's preferred land uses need to be compared to the zoning map to determine compatibility and realignment within various districts. The Town Plan Commission and Town Board will need to judge when re-zoning will occur, for it is not the intent that the zoning ordinance become a direct reflection of the plan in all instances. The comprehensive plan looks out to the future while the ordinance deals with present day.

The Town Plan Commission should consider adopting/updating specific lighting, signage, and landscaping design standards in order to protect the character of the Town, regarding commercial and industrial uses.

Additional ordinances may be developed by the Town in order to meet the "vision" listed in Chapter 1 of this plan.

Sign Regulations

Many communities are finding themselves having to regulate signage especially along transportation corridors, in order to preserve a sense of place and “community character.” As signs become more bold, have greater illumination directed at them, and have greater square footage (some 600 square feet), the sides of roadways and within community centers become places of growing confusion as each sign attempts to get your attention.

The Town may wish to adopt stricter sign controls in order to preserve the rural look and character of the Town currently maintains, especially if growth along State Highway 23 occurs.

Lighting Controls/Ordinances

As development encroaches upon the countryside, communities find that not only are the open spaces and natural features being altered, but also the night sky they enjoy in the evenings. Yard lighting can change the character of a Town as surely as any physical developments. This is indeed the case when lighting is deemed excessive-such as in the case of many commercial/ industrial uses (i.e. lighting of stockyards, parking lots, equipment yards, etc.). This is also the case in night operations of many mega farms.

Direct lighting or glare can and should be regulated in order to maintain the character of the Town that so many people want to preserve. Many light manufacturers have light cutoff shields that will limit or remove glare, thus increasing the lights effectiveness and thus lowering its overall energy consumption (adding savings to the owner). If there are complaints on the lighting, the Town may consider a lighting control ordinance which would govern excessive light glare, especially over any operation that continues into the evening hours or may intrude upon neighboring parcels or impact drivers’ visibility.

Historic Preservation Ordinance

Historic preservation ordinances can assist communities in protecting their culture and history. The ordinances provide identification, protection, enhancement, maintenance and use of buildings, structures, objects, sites and districts within a community that reflect special elements of a community’s historical, architectural, archaeological, cultural, and aesthetic heritage. The ordinances can also set standards for alterations, design, restoration, demolition, or new construction, ensuring that the features/neighborhoods maintain their historical significance. In addition, historic preservation can increase the economic benefits to a community and its residents, protect/increase property values, and enhance the overall visual character of a community.

Other Controls

There are a number of standards that impact land use planning in the Town of Greenbush. They include the Sheboygan County Erosion Control and Stormwater Management Ordinance; Sheboygan County Subdivision Ordinances; antennas and towers, accessory structures; and building/housing codes.

While this plan includes a number of specific implementation activities directly related to some of these standards, it is also understood that informal reviews of these standards- as they compare to the plan’s vision, goals, and policies- should be ongoing as the Town conducts its business.

ROLE OF INTERGOVERNMENTAL COOPERATION

Boundary Agreements

Boundary agreements are formal efforts to identify precisely which extraterritorial area may be attached to a village or city. They may also spell out terms for revenue sharing of current and future property taxes in specified areas, among other things. As an implementation tool, their ultimate purpose is to promote the goal of harmonious relations between adjacent communities. Although the Town of Greenbush has a positive relationship with the Village of Glenbeulah, a boundary agreement may one day be considered if substantial growth occurs.

Official Maps

Under §62.23(6), the Town Board (under own powers) "...may, by ordinance or by resolution, adopt an official map showing the streets, highways, parkways, parks, and playgrounds laid out, adopted, and established by law." "The board may amend the map to establish the exterior lines of planned new streets, highways, parkways, parks or playgrounds, or to widen, narrow, extend, or close existing streets, highways, parkways, railroad right-of-ways, public transit facilities, waterways, parks or playgrounds." Once an area is identified on an official map, no building permit may be issued for that site unless the map is amended.

The official map serves several important functions:

1. It helps assure that when the Town acquires lands for streets, etc., it will be at a lower vacant land price.
2. It establishes future streets that subdividers must adhere to unless the map is amended.
3. It makes potential buyers of land aware that land has been designated for public use.

IMPACT OF ECONOMIC DEVELOPMENT

Government Economic Development Initiatives

Economic development programs and initiatives are often a primary means of implementing goals in a comprehensive plan. In addition to activities undertaken by the Elkhart Lake Area Chamber of Commerce and Sheboygan County Chamber of Commerce, there are a number of programs listed at the end of "Chapter 4 – Economic Development" designed to implement the goals of Greenbush.

The implementation of most economic development initiatives will be planned in advance by local officials; therefore, there should be ample opportunity to make sure the impacts of these initiatives will be in harmony with the Comprehensive Plan. It is important that such a comparison takes place. Much of the time the impacts are positive and welcomed, but there may also be downsides. In some communities, economic development initiatives are quite successful at attracting businesses and spurring growth. However, when the development period tapers off, residents find their community has become something far different than what they had always envisioned.

If it is anticipated that an economic development program or initiative being considered for the Town may significantly change the character of the Town – and therefore contradict the vision and goals of the Plan. The economic development program should then either be adjusted, or the Comprehensive Plan should be revisited and amended to allow for the change in character.

Non-Government Economic Development Activities

Sometimes, economic development takes place unexpectedly. A small business might greatly expand seemingly overnight, a highway interchange might be constructed, or similar economic catalyst may occur. It is difficult to stop the momentum generated by such activities, and indeed it is often best to encourage such activities. Nevertheless, it is once again possible that this type of economic development can change community character. Furthermore, since it is unplanned by the local government, this kind of economic development frequently outstrips the community's existing infrastructure and sometimes begins a never-ending cycle of "catching up," as the community tries to provide adequate services.

If it becomes increasingly apparent that a privately initiated economic development "boom" is underway, the Town must analyze whether the character of the community will be significantly altered and then decide how to respond in a proactive rather than reactive way. It is likely that at least some of the elements in the Comprehensive Plan would have to be revisited and amended.

ROLE OF PUBLIC INVESTMENT

Capital Improvement Programs (CIP)

A CIP is a tool used to ensure that a community regularly budgets for and schedules the construction and maintenance of infrastructure. This is typically a major tool in implementing the recommendations made throughout a comprehensive plan – especially the "Transportation" and "Utilities and Community Facilities" chapters. The Greenbush Comprehensive Plan is not overly dependent on a CIP to implement its recommendations, but it may play a role in certain areas.

Impact Fees and Land Dedication

The following are defined as cash contributions: contributions of land, interests in land, and any other items of value. If these are imposed on a developer by a municipality, impact fees and land dedications are an appropriate mechanism for financing improvements directly related to new development. The Town of Greenbush does not impose development impact fees at this time, but if growth continues, the Town may pursue impact fees and land dedication.

Impact fees and land dedications may be used to finance the capital costs of constructing roads and other transportation facilities, sewage treatment facilities, storm and surface water handling facilities, water facilities, parks and other recreational facilities, solid waste and recycling facilities, fire and police facilities, emergency facilities, and libraries. The law expressly prohibits the use of impact fees to finance facilities owned by a school district.

Special Assessments

Special assessments are a tool that local governments have commonly used in Wisconsin for financing public facilities since the late nineteenth century. Special assessments are important because unlike impact fees, special assessments can be applied to existing development and can be used to fund existing deficiencies. Although this Comprehensive Plan does not, specifically recommend their use, the Town of Greenbush may decide to use special assessments in the future, if appropriate.

Special assessments are not considered exactions¹, because they are not imposed on developers as a condition of development. Under Wisconsin law, “any city, town, or village may, by resolution of its governing body, levy and collect special assessments upon property in a limited and determinable area for special benefits conferred upon such property by any municipal work or improvement; and may provide for the payment of all or any part of the cost of the work or improvement out of the proceeds of such special assessments.”

Because of the need to show special benefit to property caused by the improvement, special assessments are traditionally used to fund improvements abutting the land that is ultimately assessed for such capital expenditures as sewer and water mains, sidewalks, street paving, curbs and gutters. The construction of “off site” improvements is seen as generally benefiting the entire community rather than a specific area and therefore must be financed by other means.

Development Review Cost-Recovery

Many communities can begin to achieve some of their goals and carry out associated policies by requiring developers to reimburse the community for expenses related to ensuring that a quality development is constructed. For example, while a community may strongly support the preservation of critical habitat areas, it may not have the means to follow through. However, by requiring a developer to pay for an independent study identifying these areas prior to breaking ground, the community is able to take the first step toward realizing a goal and implementing a policy without having to allocate funding or personnel. Greenbush does not currently use this tool.

ROLE OF LAKE COUNTRY PLANNING REGION

In planning cooperatively with the Village of Elkhart Lake, the Village of Glenbeulah, the Town of Rhine, the Town of Russell, and Sheboygan County, the Town of Greenbush realizes that in order for the Lake Country Planning area to meet their goals, all the communities will need to work together. These communities have been meeting monthly since 2003 and have been putting in a great deal of work in planning for the area’s future.

“We envision the Lake Country region of Sheboygan County, which includes the Villages of Elkhart Lake and Glenbeulah, and the Towns of Rhine, Russell, and Greenbush, as a region that embraces the rural characteristics of the area including the historic charm, agricultural, and natural resources. Residents consider the natural environment comprised of glacial terrain and lakes to be a great asset and encourage careful planning to ensure it is used wisely. The region will resemble a balanced mix of farmland, open space, tourism opportunities, and will remain a safe, quiet, and unique place to live.”

Along with the vision statement the communities developed joint goals for each element of the plan. Greenbush will not only strive to meet its own goals, but will strive to meet the goals

¹ Exactions are conditions or financial obligations imposed on developers to aid the local government in providing public services. Exactions are the act of demanding or levying by force or authority. Exactions can take several forms: impact fees levied on developers, financing of infrastructure improvements, and land donations. Typically, exactions provide funds for water and sewer lines, road construction, new schools and parks. The power to exact concessions from developers is part of local government's police power. If legitimate, exactions further a public interest.

developed for the Lake Country region through the public participation process of this Comprehensive Plan. Likewise, the Lake Country Planning Group will also strive to plan and operate cooperatively. The Town of Greenbush will help the Lake Country area work toward these goals, by meeting their own goals and objectives. Figure 9.1 lists the goals developed by the communities as a whole.

Figure 9.1: Lake Country Goals
AGRICULTURAL, NATURAL, AND CULTURAL RESOURCE GOALS
GOAL 1: Protect natural resources, woodlands, wetlands and open/green spaces, maintaining a safe water supply, rural country atmosphere and environmental quality of the area.
GOAL 2: Encourage the preservation of the historical, cultural, and archaeological resources that are symbolic of the region.
HOUSING GOALS
GOAL 1: Maintain the rural country atmosphere while protecting home values, agricultural, environmental and open space resources, and the aesthetic qualities of the region.
GOAL 2: Support a variety of quality housing opportunities for all segments of the region’s population in such a way that minimizes adverse impacts on natural and agricultural resources and will preserve the region’s rural character.
ECONOMIC DEVELOPMENT GOALS
GOAL 1: Support development in the region by seeking balanced economic growth in business and industry, while providing jobs for residents, increasing personal income, and protecting and enhancing the region’s rural assets.
GOAL 2: Retain the natural and rural character of the region, while providing sufficient land area for development needs to meet projections for the future.
TRANSPORTATION GOALS
GOAL 1: Establish a safe and efficient transportation network in the region for motor vehicles, pedestrians, and bicycles that is compatible with local plans.
UTILITIES AND COMMUNITY FACILITIES GOALS
GOAL 1: Preserve clean water and plan for cost-effective treatment of waste as growth occurs in the region.
GOAL 2: Encourage a parks system that takes into account the assets of the region including local, county, and state-owned opportunities that is safe and provides a variety of opportunities for residents and visitors.
INTERGOVERNMENTAL COOPERATION GOALS
GOAL 1: Promote cooperation between communities in the Lake Country region and other units of government and governmental agencies that make decisions impacting the Lake Country communities.
LAND USE GOALS
GOAL 1: Manage future development to protect the rural characteristics of the area, promote environmental protection, promote preservation of agricultural lands, meet the needs of social and economic forces, and provide for adequate services and infrastructure.

GOAL 2: Promote policies within the region that ensures growth and development that occurs in a planned and coordinated manner and will maintain or improve the quality of life in the region.
IMPLEMENTATION GOALS
GOAL 1: Encourage regional cooperation of plan implementation and establish a process for boundary conflicts in the region, while maintaining control over local community decisions.

COMPREHENSIVE PLAN INTERNAL CONSISTENCY

The comprehensive plan was developed as a unified whole under a single vision statement with supportive goals, objectives, policies, and programs. Sheboygan County Planning Department and the Lake Country community representatives, including representatives from the Town of Greenbush, participated in group sessions to identify key issues within each of the nine elements of the plan and created community survey questions regarding these issues. Using the survey results, along with factual information regarding natural features, past population and housing data, and infrastructure information, the Lake Country group and the Sheboygan County Planning Department used the identified visions, goals, and strategies expressed within this plan to determine the potential future land use maps as well as the implementation actions the Town will undertake throughout the 20-year planning period.

In several instances, a single goal applies to more than one element of the plan and is restated in multiple chapters. Therefore, when preparing any amendments to this Comprehensive Plan or its individual elements, the town plan commission should undertake an overall review of all nine elements, along with their identified goals, objectives, policies, and programs, in order to ensure consistency within and between elements. Prior to approval of amendments, close attention should be paid to the affect that one amendment might have on any of the elements in the plan.

IMPLEMENTATION SCHEDULE

The goals established in this schedule will be implemented over a twenty year planning period beginning in 2007 and running through the year 2027. The goals represent priorities for land use management for the Town of Greenbush.

The following schedule has been developed to implement the comprehensive plan goals, objectives, and policies. The plan outlines the responsible entity(ies) for each activity, cooperating agencies, and a timeline for implementation. The activities and goals are numbered in order to show which activity(ies) corresponds with which goal. The implementation schedule should be evaluated and revised as needed on an annual basis.

Figure 9.2: Implementation Schedule

Goals and Objectives: Natural Resources			
1) To protect the open space and critical natural areas for environmental preservation, maintaining the rural country character of the Town.			
2) To ensure that future mining sites will not negatively impact the Town or its residents.			
3) To encourage cooperation with other communities and government entities to protect its natural resources and other communities natural resources for environmental health and recreation.			
4) To maintain, protect, or improve groundwater and surface water quality within the Town and surrounding jurisdictions.			

Activity:	Lead Entity	Cooperators	Time Period
1- Identify critical woodland and wetland areas to protect during future development.	Plan Commission	WDNR; Town Board; Conservation Ass.	On-going
1- Use conservancy zoning districts to protect the woodlands important to the Town of Greenbush.	Plan Commission	Town Board	On-going
1- Consider the use of vegetative buffers of at least 35 feet along all streams and creeks.	Plan Commission	Town Board; Riparian Landowners; County LWCD	On-going
1- Enforce erosion control and stormwater management ordinances in the Town and encourage the surrounding communities to do the same, in order to protect natural areas.	Plan Commission	Town Board; WDNR; County LWCD	On-going
2- Protect the natural environment, aesthetics, or views in the area, if future mining is considered.	Plan Commission	Town Board; County LWCD	On-going
2- Steer incompatible uses away from current mining sites and areas where the development of new non-metallic mining is highly likely.	Plan Commission	Town Board; County LWCD	On-going
2- Become familiar with the Sheboygan County Non-Metallic Mining and Reclamation Ordinance and consult it when necessary, if mining occurs.	Plan Commission	Town Board; County LWCD; Non-metallic mining companies	On-going
3- Encourage cooperation with other communities and other government entities in protecting the Kettle-Moraine State Forest-Northern Unit, and the other area other natural features.	Plan Commission	Town Board; WDNR; County LWCD	On-going
3- Work with local communities to help promote local, natural, and cultural resources within its jurisdiction and within neighboring communities.	Plan Commission	Town Board; Historical Society; Local Communities (Lake Country)	On-going
3- Continue to work with Sheboygan County in submitting appropriate materials for the County's five-year updates to its <i>Outdoor Recreation and Open Space Plan</i> .	Plan Commission	Town Board; Sheboygan County Planning Dept.	2007, 2012, 2017, etc.
4- Identify recharge areas for wells in order to know the areas that need to be protected, to ensure safe drinking water.	Plan Commission	Town Board; WDNR; County LWCD	On-going
4- Identify the potential contaminant sources within the recharge area for wells in order to identify threats to the water resource.	Plan Commission	Town Board; WDNR; County LWCD	On-going
4- Work with local communities, the state, and the county, to develop long term plans, (i.e. wellhead protection or source water protection plans) or protective measures to best preserve the Town's water resources.	Plan Commission	Town Board; WDNR; County LWCD	On-going

4- Support the adoption of appropriate ordinances protecting water sources.	Plan Commission	Town Board; WDNR; County LWCD	On-going
4- Continue to work with Sheboygan County ensuring that all septic systems are in good working order and giving citations to residents that are not complying.	Plan Commission	Town Board; Sheboygan County Planning Dept.	On-going
4- Develop ordinances restricting placement of onsite systems to overcome the limitations on development that were removed with the passage of COMM83's revisions.	Plan Commission	Town Board; Sheboygan County Planning Dept.	On-going
Goals and Objectives: Cultural Resources			
1) To preserve the cultural heritage of the area, keeping our history alive and promoting tourism.			
Activity:	Lead Entity	Cooperators	Time Period
1- Develop plans to protect cultural areas, upgrade, and maintain them as needed to meet the needs of the tourism industry and surrounding community.	Plan Commission	Town Board; Historical Societies; WDNR; County LWCD	On-going
1- Promote tourism, by having more festivals at the Wade House to honor historic individuals and events.	Plan Commission	Town Board; Historical Societies; Wade House personnel	On-going
1- Preserve the Wade House (listed on the National Historic Registry) and surrounding property, a priority in this area, by utilizing ordinances and regulations.	Plan Commission	Town Board; Historical Societies; Wade House personnel	On-going
1- Work with federal, state, and county agencies to ensure all cultural sites are identified and appropriately protected.	Plan Commission	Town Board; Local Historians & Historical Society	2010, 2013, etc.
1- Utilize the Wisconsin Historical Society, Office of Preservation and Planning (OPP), which is the agency that can assist local communities on providing information on how the Town can preserve and protect historical properties, to assist in grassroots strategies for preservation and protection of historical properties, and provide information on state and federal laws and regulations.	Plan Commission	Town Board; Historical Societies; OPP	On-going
Goals and Objectives: Agricultural Resources			
1) To protect the emphasis on agriculture in the area, finding a balance between small farms and large-scale farms, to preserve land and a healthy economy.			
Activity:	Lead Entity	Cooperators	Time Period
1- Identify the Town's prime farmland for preservation.	Plan Commission	Town Board; Farmers; Sheboygan County Planning Dept.	2012, 2017, etc.

1- Continue to use the Agricultural zoning districts to preserve the productive farmlands in the Town while allowing limited growth on less productive soils.	Plan Commission	Town Board; Farmers	On-going
1- Address large-scale farming factors to keep harmony between operators and other residents.	Plan Commission	Town Board; Small & Large Scale Farmers	2008
1- Enforce regulations and restrictions when evaluating factors such as groundwater, wells, and odor associated with large-scale farming operations.	Plan Commission	Town Board; WDNR	On-going
1- Explore and/or investigate the adoption of the state's large-scale farming operation siting laws.	Plan Commission	Town Board; Small & Large Scale Farmers	2008-2009
1- Consider adopting zoning language in regards to small agricultural businesses.	Plan Commission	Town Board; Agricultural Business	On-going
1- Work with the County and state agencies to promote innovative programs which ensure the protection of farmlands-such, as Purchase of Development Rights (PDR).	Plan Commission	Town Board; State Dept. of Ag.; County LWCD	On-going
Goals and Objectives: Housing			
1) To maintain the rural country atmosphere, protecting home values, environmental and open space, aesthetic value of the Town and quality of life for Town residents.			
2) To have a preference of single-family dwellings, housing for seniors, and affordable housing.			
3) To explore alternative (conservation) subdivision designs/layouts.			
4) To work with nearby communities to meet the growing need for senior housing.			
Activity:	Lead Entity	Cooperators	Time Period
1- Maintain moderately-priced housing developments.	Plan Commission	Town Board; Developers	On-going
1- Keep housing growth rates at approximately ten units per year.	Plan Commission	Town Board; Developers	On-going
2- Will favor single-family housing, housing for seniors, and affordable housing, by using land use maps and zoning ordinances.	Plan Commission	Town Board	On-going
2- Establish building codes and ordinances that support a rural country atmosphere.	Plan Commission	Town Board	On-going
3- Schedule an educational session with an outside expert(s) to learn more about conservation subdivisions and their appropriateness for the Town.	Plan Commission	Town Board; UW Extension	2007
3- Will not discourage sustainable development practices such as natural landscaping, permeable surfaces, green roofs, and "green" building materials.	Plan Commission	Town Board	On-going
4- Hold discussions with nearby communities and explore what might be done cooperatively to address senior housing.	Town Board	Lake Country Communities; Other adjacent communities	2008-2009

Goals and Objectives: Economic Development			
1) To provide a healthy economy that supports local small businesses, promoting the values in the community of rural character and agriculture.			
2) To encourage economic development that consists of neighbor friendly, small home-based businesses.			
3) To identify areas for industrial development within the Town.			
Activity:	Lead Entity	Cooperators	Time Period
1- Consider steering large commercial and industrial development to nearby communities better suited to such development.	Plan Commission	Town Board; Commercial & Industrial Developers	On-going
1- Concentrate retail business areas should in the corridor along State Highway 23 and County Highways S and A, so as to service both the Town of Greenbush and the Village of Glenbeulah, yet preserve rural character.	Plan Commission	Town Board; Developers	On-going
1- Utilize the least productive farmlands for more appropriate uses.	Plan Commission	Town Board; Developers	On-going
1- Consider development techniques (e.g. conservation subdivisions) that preserve the agricultural lands and open spaces in the Town.	Plan Commission	Town Board; Developers; WDNR	On-going
1- Review and update continually the Town's Zoning Ordinance, specifically as it relates to agricultural practices. Regulatory language should assure a strong future for agriculture in the Town, but should not cause a hardship on neighboring uses, the environment, or to the general public.	Plan Commission	Town Board	2007, 2010, 2013, etc.
1- Continue to work with future developers and local residents to approve established compatible hours of operation, signage, lighting, parking, and landscaping requirements to meet the Town's desire for well-planned growth and rural character preservation.	Plan Commission	Town Board; Developers	On-going
1- Identify productive agricultural lands by utilizing the <i>Soil Survey of Sheboygan County</i> .	Plan Commission	Town Board; Sheboygan County Planning Dept; County LWCD	On-going
1- Protect the farmer's "Right to do Business" by utilizing local zoning power.	Plan Commission	Town Board	On-going
1- Work with the County and State in identifying the possible use of Purchase of Development Rights (PDR) and Transfer of Development Rights (TDR) within the County, to assist farmers and to help preserve farming within the Town.	Plan Commission	Town Board; County LWCD; State Dept. of Agriculture.	On-going
2- Establish permitting standards for new small businesses that support a neighbor-friendly, small home-based operation.	Plan Commission	Town Board; Small-local-businesses	On-going

2- Establish zoning regulations to concentrate small retail and commercial businesses to concentrated areas.	Plan Commission	Town Board; Developers	On-going
3- Establish areas zoned for small businesses or light commercial development.	Plan Commission	Town Board	On-going
3- Monitor any commercial or industrial development that occurs adjacent to the Town to ensure that the growth is compatible with the Town's rural nature in order to lessen potential conflicts.	Plan Commission	Town Board; Developers; Lake Country Communities & other adjacent communities	On-going
Goals and Objectives: Transportation			
1) To actively participate in transportation projects/activities that impact the Town.			
2) To maintain safe and adequate roads for residents and travelers within the County and Town that meet the needs of both the planned and present community			
3) To plan for a transportation system that is harmonious with its surroundings.			
4) To develop and maintain recreational areas, trails, and sidewalks for residents and visitors.			
Activity:	Lead Entity	Cooperators	Time Period
1- Continue to periodically communicate with state and county transportation officials regarding maintenance of existing roadways within the Town.	Plan Commission	Town Board; WDOT; Sheboygan County Highway Dept.	On-going
1- Communicate with state transportation officials regarding notification of planned roadway upgrades within Greenbush and within adjacent Towns.	Plan Commission	Town Board; WDOT	On-going
1- Share its comprehensive plan with appropriate transportation agencies and surrounding communities.	Plan Commission	Town Board; WDOT; Sheboygan County Highway Dept.	On-going
2- Enforce regular maintenance and inventory of road conditions to ensure quality and safety.	Town Board	Plan Commission; WDOT; Sheboygan County Highway Dept.	On-going
2- Conduct an annual assessment of town road pavement conditions, road drainage, and ditch maintenance, adequacy of existing driveways and culverts relative to safe access to and from adjoining parcels of land, and determine the adequacy of sight triangles at all road intersections.	Town Board	Plan Commission; WDOT; Sheboygan County Highway Dept.	Annually
2- Encourage public input and collaboration when addressing transportation-related projects.	Plan Commission	Town Board; Citizens; Adjacent Communities	On-going
2- Work with the Sheboygan County Highway Department and the WDOT to develop a long-range maintenance and improvement program for town roads.	Plan Commission	Town Board; WDOT; Sheboygan County Highway Dept.	On-going

2- Explore using funding sources identified under the Transportation Funding Programs listed earlier in Chapter 5, when appropriate.	Town Board	Plan Commission; WDOT	On-going
2- Make provisions for bicycling, walking, or cycling facilities in rural residential areas by using a combination of methods, such as paved shoulders or paths where appropriate.	Plan Commission	Town Board; Citizens; Sheboygan County Highway Dept.; Sheboygan County Planning Dept.	On-going
2- Maintain Town road right-of-ways, as needed, to control brush encroachment and improve traffic safety in accordance with existing road maintenance policy.	Town Board	Plan Commission; WDOT; Sheboygan County Highway Dept.	On-going
2- Identify and accommodate any changing transportation needs of residents, including senior citizens and those with special needs, pedestrians, bicyclists, and public transportation needs.	Plan Commission	Town Board; Citizens; Sheboygan County Highway Dept.; Sheboygan County Planning Dept.	On-going
2- Develop and use an official map that will preserve future travel corridors for pedestrians, bicycles, and roadway use.	Plan Commission	Town Board	On-going
3- Coordinate land use and transportation facilities.	Plan Commission	Town Board	On-going
3- Minimize the total amount of land for transportation facilities, as much as possible.	Plan Commission	Town Board	On-going
3- Minimize the destruction of, or negative impacts to, historic buildings and historic, scenic, scientific, archaeological, and cultural sites as caused by the construction or reconstruction of transportation facilities.	Plan Commission	Town Board; WDOT; Sheboygan County Highway Dept.	On-going
3- Avoid locating transportation facilities in or through environmental corridors, if possible.	Plan Commission	Town Board; WDOT; Sheboygan County Highway Dept.	On-going
4-Develop connections, where feasible, for local bike/pedestrian trails to link to county/state trails.	Plan Commission	Town Board; WDOT; Sheboygan County Highway Dept.; Sheboygan County Planning Dept.	On-going
4- Work with Glenbeulah to develop a connection from the Village to the Old Plank Road Trail and unincorporated Greenbush, this type of project may be eligible for funding from the Non-Motorized Transportation Pilot Program.	Plan Commission	Town Board; Glenbeulah; Sheboygan County Planning Dept.	2013-2014

Goals and Objectives: Utilities and Community Facilities			
1) To provide quality cost-effective utilities and public services that meet the needs of residents.			
2) To advocate for and support area school systems.			
3) To maintain and improve facilities and services to promote efficiency for present and planned development.			
4) To supply and maintain the Town Hall, recreational and open space systems which provide safe, passive, and active opportunities for residents and visitors.			
Activity:	Lead Entity	Cooperators	Time Period
1- Identify areas to share services with surrounding communities to maintain cost-effectiveness and efficiency.	Plan Commission	Town Board; Adjacent Communities including Lake Country	On-going
1-Plan for expansion of wastewater systems for growth and development near unincorporated Greenbush or the area that is currently being served by the Northern Moraine Wastewater Treatment Facility.	Plan Commission	Town Board; Northern Moraine Wastewater Treatment Facility	On-going
1- Identify energy solutions that are more efficient and environmentally conscious.	Plan Commission	Town Board	On-going
1- Ensure comprehensive coverage of emergency services (fire, police, and medical responders) for the Town by working with surrounding areas.	Town Board	Plan Commission	On-going
2- Identify strategies to attract families and accommodate for decreasing school-aged population.	Town Board	Plan Commission	On-going
2- Regularly review school transportation systems to better serve area families.	Plan Commission	Town Board	On-going
2- Make perspective residents aware of the great aspects of the area schools.	Town Board	Plan Commission	On-going
3- Identify new stations for ambulance and first responder emergency service.	Plan Commission	Town Board	On-going
3- Enhance the telecommunication activities within the Town.	Plan Commission	Town Board; Tele-communication Companies	On-going
3- Provide for orderly development of safe water systems.	Town Board	Plan Commission	On-going
3- Provide for future growth and redundancy of utilities, especially telecommunications.	Plan Commission	Town Board; Tele-communication Companies; Utilities	On-going
3- Plan for expansion of wastewater systems for growth and development near unincorporated Greenbush or the area that is currently being served by the Northern Moraine Wastewater Treatment Facility.	Plan Commission	Town Board; Northern Moraine Wastewater Treatment Facility; Lake Country Communities	On-going
4- Promote public awareness of all public recreational lands, especially those underused areas.	Town Board	Plan Commission	On-going

4- Encourage the use of the Kettle Moraine State Forest.	Town Board	Plan Commission	On-going
4- Promote the use of the Town Hall and other Town buildings. .	Town Board	Plan Commission	On-going
<u>Goals and Objectives: Intergovernmental Cooperation</u>			
1) To cooperate with surrounding communities promoting efficiency of services and facilities along with conserving resources during planning and expansion efforts.			
2) To maintain good working relations between the towns, villages, and other governmental entities in the "Lake Country" region for positive cooperation in the future of all communities involved to save costs and resources.			
3) To develop a policy and/or process for boundary conflicts between the Town and adjacent communities.			
4) To explore and adopt a procedure for plan amendments.			
<u>Activity:</u>	<u>Lead Entity</u>	<u>Cooperators</u>	<u>Time Period</u>
1- Cooperate with other jurisdictions in repair and maintenance of roads, trails, and law enforcement needs.	Plan Commission	Town Board; Lake County Communities; Sheboygan County Sheriff's Dept.; Sheboygan County Highway Dept.	On-going
1- Cooperate with other communities to ensure sufficient quality and quantity of water resources, both surface and ground.	Plan Commission	Town Board; Lake County Communities; WDNR; County LWCD;	On-going
1- Discourage further expansion of public land through the State of Wisconsin within the Town.	Plan Commission	Town Board; WDNR	On-going
2- Keep the Lake Country Communities and other surrounding communities apprised of any significant development proposals or changes to the Town of Greenbush future land use maps.	Plan Commission	Town Board; Adjacent Communities, including the Lake Country Communities	On-going
2- Encourage developers to locate major projects in or near Elkhart Lake or Glenbeulah rather than the rural areas of the Town.	Plan Commission	Town Board; Villages of Elkhart Lake & Glenbeulah; Developers	On-going

3- Establish a regular and ongoing (at least annual) intergovernmental forum to discuss boundary issues, shared service opportunities, and any other items of mutual concern. The communities can decide how many people should be present from each community, but it is suggested that representatives from the Towns of Greenbush, Rhine, and Russell and the Villages of Elkhart Lake and Glenbeulah will include the board president/chair (or someone in their stead) and either a board member-at-large or a plan commission member-at-large. This would make for a minimum of 10 people.	Plan Commission	Town Board; Lake County Communities	2008-2009
4- Continue regular communications with surrounding units of government as significant steps are taken during the implementation stage of this comprehensive plan.	Plan Commission	Town Board; Lake County Communities	On-going
4- Ensure continued consistency and compatibility between plans, ordinances, regulations, and policies. An official Comprehensive Plan Amendment Procedure will be established by the communities with slight modifications for each municipality. This procedure should be developed within one year of the adoption of the five comprehensive plans.	Plan Commission	Town Board; Lake County Communities	2007, 2012, etc.
Goals and Objectives: Land Use			
1) To provide a range of land use solutions that create a balance between residents, the farming industry, open space protection, and housing development.			
Activity:	Lead Entity	Cooperators	Time Period
1- Enforce site planning for all new residential development to protect the rural country atmosphere.	Plan Commission	Town Board	On-going
1- Encourage housing patterns for future development to consist primarily of scattered single-family homes.	Plan Commission	Town Board; Developers	On-going
1- Establish restrictions for sub-dividing farmland to preserve the land.	Plan Commission	Town Board	2010
1- Identify non-tillable land for future development while protecting farmland areas.	Plan Commission	Town Board; County LWCD	On-going

PLAN REVIEW TIMELINE

Approximately five years after the initial adoption of the Comprehensive Plan, the Town Plan Commission will review the vision, goals, objectives, policies, and programs to determine whether they are still applicable and if so whether progress has been made in accomplishing them. The Commission and Town Board will consider adjustments as necessary. No more than ten years after the initial adoption of the Plan by the Town, the Town Plan Commission will update and amend the Plan as required by ch. 66.1001 (2)(i).

PROCESS FOR ADOPTING, AMENDING, OR UPDATING THE PLAN

As directed by 66.1001, Wisconsin Statutes, a plan commission may recommend by resolution the adoption or amendment of a comprehensive plan only by a majority vote of the entire commission. The vote shall be recorded by the Town Clerk in the official minutes. The resolution shall refer to maps and other descriptive materials that related to one or more elements of a comprehensive plan. One copy of an adopted or amended comprehensive plan shall be sent to all of the following:

1. The clerk of every local government unit that is adjacent to the Town of Greenbush.
2. Sheboygan County Planning Department
3. Wisconsin Department of Administration
4. The Bay-Lake Regional Planning Commission
5. The local public library
6. Public Schools in the Town (Elkhart Lake-Glenbeulah, Plymouth, Campbellsport, and New Holstein School Districts)
7. Northern Moraine Utility Commission

No comprehensive plan that is recommended for adoption or amendment may take effect until the political subdivision enacts an ordinance that adopts the plan or amendment. The political subdivision may not enact an ordinance unless the comprehensive plan contains all of the elements specified in ch. 66.1001. An ordinance may be enacted only by a majority vote of the members-elect, as defined in 59.001 (2m), Wisconsin Statutes, of the governing body. An ordinance that is enacted, and the plan to which it relates, shall be filed with at least all of the entities specified in the list numbered 1-8 above.

No political subdivision may enact an ordinance unless the political subdivision 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 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.

At least 30 days before the hearing is held, a local governmental unit shall provide written notice to all of the following:

1. An operator who has obtained, or made application for, a permit that is described under s.295.12 (3) (d).
2. A person who has registered a marketable nonmetallic mineral deposit under s.295.20.

3. Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, and if the property owner or leaseholder requests in writing, the local governmental unit will provide the property owner or leaseholder notice of the hearing.

A political subdivision shall maintain a list of persons who submit a written request to receive notice of any proposed comprehensive plan ordinance that affects the allowable use of the property owned by the person. At least 30 days before the public hearing is held, a political subdivision shall provide written notice, including a copy of the proposed ordinance, to all such persons. The notice shall be by mail or in a reasonable form that is agreed to by the person and the political subdivision. The political subdivision may charge each person on the list who receives a notice a fee that does not exceed the approximate cost of providing the notice to the person.

Additional Plan Amendment Considerations

In addition to the requirement in ch. 66.1001 for amending a comprehensive plan at least once every ten years it is possible that more limited amendments for specific issues may arise for consideration at any time. The Town of Greenbush in planning cooperatively with the Villages of Elkhart Lake and Glenbeulah and the Towns of Rhine and Russell realize that certain specific amendments to its Comprehensive Plan might have significant ramifications for these other governmental units; the reverse may also be true. Therefore, Greenbush has reached an understanding with these governmental units to 1) communicate in advance all proposed Greenbush Comprehensive Plan amendments and 2) invite the participation of these governmental units in the decision-making process for amendments that are significantly relevant to other units of government.