

# **IMPLEMENTATION**

## **9.1 INTRODUCTION**

The overall success of a comprehensive plan and its initiatives is in the plan’s implementation. Local input and recommendations provide the strategies and desires of town citizens and property owners that set the course for future land use activities and enhance the community’s rural and recreational character. This element outlines the sequence of activities and actions required in order to fulfill the town’s goals and objectives.

## **9.2 66.1001 REQUIREMENTS**

This element describes how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements and includes a mechanism to measure the town’s progress toward achieving all aspects of the plan.

## **9.3 HOW TO USE THE PLAN**

The *Town of Madge Comprehensive Plan – 2025* is intended to help guide growth and development decisions. The plan is an expression of the town’s wishes and desires and provides a series of actions for assisting the community in attaining its goals. The comprehensive plan is not an inflexible or static set of guidelines. Rather, it is fluid and dynamic. The objectives and actions are intended to allow flexibility in light of new information or opportunities. The plan is not an attempt to predict the future; it is an attempt to record the fundamental community values and philosophy that citizens of the town share and to use them as benchmarks in future decisions concerning growth, development, and improvement. The plan guides considerations regarding land use and addresses other community issues.

The plan commission, town board, and citizens in reviewing all proposals pertaining to land use and development issues should utilize this document. Proposals should be examined to determine whether they are consistent with community wishes and desires as expressed in this plan. As part of that examination, a thorough analysis is necessary with particular attention given to the goals and objectives. Where the impact of a proposed development is minimal, the evaluation may simply be a determination of whether or not the plan provides relevant direction and whether the requested action is consistent with the plan. Development proposals with significant potential impacts will require a more detailed analysis in order to determine consistency.

## **9.4 CONSISTENCY REVIEW DURING PLAN DEVELOPMENT**

Within this implementation element, state law requires a description of how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the

comprehensive plan. As a result of the comprehensive plan being developed in a coordinated effort, the planning process ensured that the development and review of each element would be consistent with the others; and based on that analysis, there are no known inconsistencies between the planning elements. In the future, as plan amendments occur, it is important that the plan commission and town board both conduct consistency reviews. Their review will ensure the document continues to represent an integrated approach to planning and the opinions of local residents continue to be represented.

**9.5 MEASURING PLAN PROGRESS**

As part of the comprehensive planning process, a number of goals, objectives, and actions were developed that when implemented are intended to build stronger relationships and give direction to the town board and its residents. Many of the objectives and actions can be accomplished in the short term, while some will take longer to accomplish.

As part of the comprehensive plan, it is required to include a mechanism to measure the local governmental unit’s progress toward achieving all aspects of the comprehensive plan. The task of developing a measurement tool to gauge the outcome of this plans’ objectives and actions will be accomplished by the development of an implementation target for the identified objectives and actions. These targets will provide guidance to the plan commission and town board on when specific actions were to have been initiated. Based on the targets, the plan commission can then measure the progress of achieving implementation of the comprehensive plan.

**Housing**

**Goal: A range of housing opportunities to meet the varied needs of existing and future community residents, while maintaining a predominantly rural atmosphere.**

	<b>Implementation Target</b>
Objective 1. Direct affordable housing to communities and municipalities where services are available.	
<i>a. Support county programs that support these services.</i>	Ongoing
Objective 2: Establish high quality construction and maintenance standards for housing.	
<i>a. Work with county on developing a countywide building inspection program.</i>	2005
<i>b. Request that the county take responsibility for development of countywide building inspection program and enforcement of those inspections following the uniform dwelling code inspection statute.</i>	2005

Objective 3: Direct siting of homes in areas that will not result in environmental damage or impair rural character or agricultural operations.	
<i>a. Restrict housing from areas where housing should not be built due to physical properties of landscape.</i>	Ongoing
<i>b. Allow cluster developments of detached single-family homes that maintain the rural character of the town.</i>	Ongoing
<i>c. Provide existing and new development with information on the benefits of limited environmental degradation.</i>	Ongoing
<i>d. Distribute town maps (i.e. constraint maps) that show areas where development may be difficult due to natural conditions.</i>	2005
<i>e. Develop guidelines for multi-family housing consistent with the objectives of this plan.</i>	2005
Objective 4: Determine minimum size building sites.	
<i>a. Advance minimum size sites/lots to county as specified throughout the comprehensive plan.</i>	Ongoing
<i>b. Develop a land division ordinance.</i>	2005
Objective 5: Minimize uninhabitable buildings in the town.	
<i>a. Remove from premise all uninhabited mobile homes when mobile home is replaced with new residential dwelling.</i>	2005
<i>b. Investigate zoning ordinance on regulations for two separate structures being used as dwelling units on one parcel.</i>	Ongoing
<i>c. Investigate removal of dilapidated buildings relating to public health and safety issues.</i>	2005

**Transportation**

**Goal: A safe and efficient multi-modal transportation system, which accommodates the movement of people and goods, while preserving the rural and recreational character of the town.**

	<b>Implementation Target</b>
Objective 1: Construction and reconstruction of roadways through environmentally sensitive areas should be minimized.	
<i>a. Utilize construction standards set by the Corps of Engineers and DNR on road projects.</i>	Ongoing
Objective 2: Develop safe off-road corridors for all types of recreational activities.	
<i>a. Work with the DNR and county forestry department to develop trails off local roads.</i>	2005
<i>b. Coordinate with local or county clubs to develop trail networks.</i>	2005
Objective 3: Maintain a town roadway improvement program.	
<i>a. Conduct an annual road tour to review road conditions.</i>	Ongoing
<i>b. Utilize PASER to assist in road improvement projects.</i>	Ongoing
<i>c. Conduct an inventory and evaluation of local culverts.</i>	2005
Objective 4: Encourage public transit, ridesharing, carpooling, and disability transportation services in the town.	
<i>a. Research funding organizations such as the Washburn County Health and Human Services Department, Washburn County Unit on Aging, and WisDOT.</i>	TBD
Objective 5: Improve the local county trunk highway system.	
<i>a. Work with Washburn County on transportation problems and projects that affect the Town of Madge.</i>	Ongoing
Objective 6: Ensure safe and accessible private roads and driveways.	
<i>a. Require all new and encourage existing driveway accesses to follow town, county, or state guidelines for development.</i>	Ongoing
<i>b. Support the local fire department in their review of driveway accesses.</i>	2005

**Utilities and Community Facilities**

**Goal: Facilities and services that contribute to the well being and rural and recreational character of the community.**

	<b>Implementation Target</b>
Objective 1: Minimize the financial costs of installing and maintaining utility and community facilities.	
<i>a. Coordinate utility and community facility planning with transportation, natural resources, and land use planning</i>	TBD
Objective 2: Develop safe off-road corridors for all types of recreational activities.	
<i>a. Work with the DNR and county forestry department to develop trails off local roads.</i>	2005
<i>b. Coordinate with local or county clubs to develop trail networks.</i>	2005
Objective 3: Maintain, improve, and develop town owned sites (properties).	
<i>a. Catalog town owned sites.</i>	2006
<i>b. Assess the needs and use of facilities</i>	2006
<i>c. Develop a capital improvement list for future improvements.</i>	2006
Objective 4: Encourage awareness; support and work with county and regional utility facilities to meet the town’s needs while minimizing impact on rural and recreational character.	
<i>a. Meet with local utility providers periodically to determine and coordinate utility improvements in town.</i>	TBD
<i>b. Promote the careful placement and sharing of telecommunication facilities.</i>	TBD
<i>c. Encourage underground placement of all new or upgraded electrical and communication lines.</i>	TBD

**Natural Resources**

**Goal: Conserve, protect, manage, and enhance the town’s natural resources for the highest quality of life for town residents.**

	<b>Implementation Target</b>
Objective 1: To protect lakeshore, streams, groundwater, and wetlands from harmful land use practices.	
<i>a. Educate the public on chemical runoff, importance of ground cover, the need for functioning private sanitary systems, and identification of exotic species and how to prevent their introduction.</i>	Ongoing
<i>b. Insist the county provide the town with regular reports on septic pumping according to state law.</i>	Ongoing
<i>c. Allow mineral extraction only under controlled conditions and where appropriate.</i>	TBD
Objective 2: To protect and preserve wildlife habitat.	
<i>a. Prohibit all wetland from drainage and filling in accordance with county and state standards.</i>	Ongoing
<i>b. Restore drained wetlands.</i>	TBD
<i>c. Identify rare species and habitats.</i>	Ongoing
Objective 3: Encourage and support the Long Lake watershed project and encourage protection of the Yellow River watershed, St. Croix basin and Namekagon watershed.	
<i>a. Participate in joint meetings of the groups.</i>	TBD
Objective 4: Preserve large forested areas and review forestry practices on a regular basis to preserve the environment.	
<i>a. Work with county and private landowners holding large tracts of forest land on forest management practices.</i>	TBD
<i>b. Prevent forest fragmentation.</i>	TBD
<i>c. Request that all logging operations leave a corridor of uncut vegetation next to lakes, roads, parks, and residential areas.</i>	Ongoing

<i>d. Work with the county forestry department to explore uses of waste wood.</i>	Ongoing
<i>e. Work with willing landowners to create a list of land available for lease or open hunting and landowner contact information.</i>	TBD
Objective 5: Maintain dark night sky.	
<i>a. Encourage environmentally friendly outdoor lighting.</i>	2005

### **Agricultural Resources**

**Goal: Preservation and support existing and future agricultural activity with Town of Madge.**

	<b>Implementation Target</b>
Objective 1: Encourage farming practices that minimize environmental damage to surface and groundwater as well as protection of land from erosion by wind and water.	
<i>a. Continue to make use of programs such as EQIP (Environmental Quality Incentives Program) so as to better monitor farming practices</i>	Ongoing
<i>b. Promote organic farming as a viable source of income in the future in the Town of Madge.</i>	Ongoing
<i>c. Encourage farmers to work with the county land conservation department on nutrient management practices.</i>	Ongoing
Objective 2: Minimize factory farms by limiting the number of livestock per acre.	
<i>a. Utilize soil type and productivity of land to calculate animal capacity by working with the Washburn County Planning, Land &amp; Resource Management Department.</i>	TBD
<i>b. Review development proposals as they may impact air quality.</i>	TBD
Objective 3: Support continuation of state tax breaks for farmland.	
<i>a. Determine acres in “use value” classification and track trends over time.</i>	TBD

Objective 4: Establish cooperation and communication between the town and local agricultural operators and owners.	
<i>a. Sponsor special annual farmers meeting with town plan commission.</i>	2007
<i>b. Make conservation options available to land owners, either through the town or land trusts.</i>	Ongoing

### **Cultural Resources**

**Goal: Preservation and enhancement of cultural heritage resources, including historical structures, sites, and landscapes.**

	<b>Implementation Target</b>
Objection 1: Identify places of cultural and historical value.	
<i>a. Develop criteria to identify culturally important recreational, logging, and farming cultures.</i>	2008
<i>b. Map places throughout town.</i>	2008
<i>c. Explore avenues to encourage preservation of cultural and historical resources.</i>	2008
Objective 2: Establish an archive of historical and cultural memorabilia.	
<i>a. Collect from current and past residents information of historical and cultural significance.</i>	TBD
<i>b. Develop oral histories on the area.</i>	TBD
<i>c. Identify a location to store and share collected information.</i>	TBD

### **Economic Development**

**Goal: Cautious and conservative approach to economic activities compatible with the rural character, recreational character, health, and environmental protection of the town.**

	<b>Implementation Target</b>
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Objective 1: Encourage the development of stand-alone “latch key” service businesses.	
<i>a. Direct “latch key” service businesses to the area of CTH B and M and other designated commercial areas of the town.</i>	TBD
Objective 2: Encourage home-based service businesses compatible with the natural environment and rural character.	
<i>a. Review current zoning regulations or types and allowable uses within zoning designations.</i>	2005
<i>b. Require signage compatible with the rural character and recreational character.</i>	2005
Objective 3: Work with existing and future businesses to ensure that development of new facilities and/or expansion of existing facilities are compatible with the natural environment and rural character of the town.	
<i>a. Develop a checklist of performance standards based on the comprehensive plan.</i>	2005 High Priority
Objective 4: Support regional economic development efforts.	
<i>a. Work with Washburn County Economic Development Corporation.</i>	TBD
<i>b. Support area chambers of commerce (Long Lake, Spooner, Shell Lake, and Stone Lake,) and their efforts to publicize the area’s businesses and attractions.</i>	TBD
<i>c. Support the Washburn County Tourism Association and supply it with a list of things of interest, recreational opportunities, and services in the town.</i>	TBD

**Intergovernmental Cooperation**

**Goal: Establish cooperative relationships with adjacent and overlapping jurisdictions.**

	<b>Implementation Target</b>
Objective 1: Coordinate the sharing of community facilities whenever possible.	
<i>a. Develop formal agreements when sharing and developing services.</i>	TBD

<p><i>b. Inventory equipment and services of adjacent and overlapping jurisdictions.</i></p>	<p>TBD</p>
<p><i>c. Publicize the availability of the town hall and provide information to Washburn County.</i></p>	<p>TBD</p>
<p>Objective 2: Recognize the possibility of existing or potential conflicts between local governmental units and describe processes to resolve such conflicts.</p>	
<p><i>a. Pro-actively participate in town and county planning activities.</i></p>	<p>2006</p>
<p><i>b. Identify issues and use the “Conflict Resolution Process” to initiate the means to resolve issues.</i></p>	<p>TBD</p>
<p>Objective 3: Review and/or enhance relationships and shared service agreements with police, fire and emergency medical services.</p>	
<p><i>a. The town board shall update residents of costs associated with these services and report information at the annual and budget meetings.</i></p>	<p>Ongoing</p>
<p>Objective 4: Open lines of communication and actively work with the adjacent jurisdictions for the purposes of formalizing and continuing relationships.</p>	
<p><i>a. Develop reciprocal agreement with bordering jurisdictions for the purposes of grading and maintaining current and new roads and other right-of-ways.</i></p>	<p>TBD</p>
<p><i>b. Share with each adjoining jurisdictions a copy of the Town of Madge Comprehensive Plan.</i></p>	<p>2004</p>
<p>Objective 5: Continue to work with adjacent townships for protection and improvement of shared watersheds.</p>	
<p><i>a. Assign a plan commission member as a watershed liaison.</i></p>	<p>TBD</p>
<p><i>b. Work with neighboring townships for the protection and improvement of shared watersheds.</i></p>	<p>TBD</p>

**Land Use**

**Goal: Encourage a coherent, consistent land use pattern within the Town of Madge and in conjunction with neighboring towns so that growth occurs in an organized, environmentally, and economically sound manner.**

	<b>Implementation Target</b>
Objective 1: Promote education of public leading to an understanding of land use issues facing the town.	
<i>a. Make the comprehensive plan available to the town residents.</i>	2004
<i>b. Make available resource documents regarding resource constraints.</i>	2005
Objective 2: Determine appropriate levels of non-shoreland development.	
<i>a. Identify areas with potential non-shoreland development.</i>	2009
<i>b. Work with Washburn County zoning on strengthening pertinent ordinances.</i>	2005
<i>c. Refer to appropriate elements for development standards.</i>	Ongoing
Objective 3: Ensure land use activities that protect the public’s health, safety, and welfare.	
<i>a. Develop a checklist of requirements ensuring health, safety, and welfare for land use change proposals.</i>	2005
<i>b. Distribute the checklist to applicants to complete and present to the plan commission.</i>	2005
Objective 4: Maintain an active planning process at the town and county level to coordinate land use activities.	
<i>a. Establish and maintain a plan commission.</i>	2004
<i>b. Periodically meet with adjoining plan commissions to discuss issues of mutual concern.</i>	TBD
Objective 5: Discourage large-scale, high-density residential and commercial development.	
<i>a. Develop a subdivision ordinance based on the comprehensive plan.</i>	2005 Top Priority

Objective 6:	All development costs shall be born by the developer not by the residents of Madge.	
	<i>a. Establish standards for public infrastructure (i.e. roads) the developers must adhere to before the town will accept from the development.</i>	2005
	<i>b. Establish a fee schedule for proposals to the town.</i>	2005
Objective 7:	Discourage land use practices that may have a detrimental affect on surface and ground water resources.	
	<i>a. Discourage development around and near environmentally sensitive areas.</i>	2005
	<i>b. Utilize the educational components outlined throughout the land use element.</i>	2005
	<i>c. Appropriate agencies shall strictly enforce rules and regulations to protect the natural environment.</i>	Ongoing
	<i>d. Require site visits for land use proposals on or near sensitive lands.</i>	2005
Objective 8:	Town's shall have a greater voice on the application of variances.	
	<i>a. Provide direct input to all variance requests.</i>	Ongoing
	<i>b. Request the county board chair to appoint only members of plan commissions or town boards from any town to the Board of Adjustments.</i>	2005

Many actions identified above are continuous or ongoing steps and do not have an implementation target date. These actions may involve the town board or the plan commission. On an annual basis, the plan commission should monitor the plan's overall objectives and actions in an effort to realize its accomplishments and identify areas where additional resources or actions are needed.

## 9.6 OTHER IMPLEMENTATION POLICIES, ACTIONS, AND PROGRAMS

As part of the overall comprehensive planning process, the identification of issues, opportunities, and desires of citizens and property owners assisted in developing a future land use scenario covering a 20-year planning horizon. The future land use map (Map 9.1) is intended to assist the town in directing land use activity to areas best suited for development and where the community prefers development. The map is based on background data, future projections, local issues and opportunities, natural resource constraints, and public input.

## **Future Land Use Map**

The future land use map depicts areas identified for future development. Over the 20-year planning period this document covers, it is possible that with time and trends, future land use recommendations may create shifts in the projected future land use map. As a result of these potential changes, this comprehensive plan may be amended to reflect those changes. Amendments to the plan must follow the recommended amendment process established within this plan.

### *Forestry-Residential*

Over the past 20-years, residential development has continued to increase. This development has occurred within the forested areas and along the town's lakes. Future projections reveal that both occupied and seasonal residential development will continue. Although residential lake development is expected to continue, the fragmentation of large tracts of land for single-family residential housing is expected to consume the primary land use activity. In an effort to maintain the rural and recreational character of the town, residential density standards in the forestry-residential category is recommended at one-unit per 20 acres.

Along some area lakes, it is recommended that density levels be set at one-unit per 20 acres. This level of density is recommended due to these areas having much higher environmental constraints that could negatively impact the natural resources.

### *Rural Residential*

The rural residential category represents areas in the community where a higher density level is allowed as adjoining land use activities support higher density development. These areas include rural subdivisions, both platted and unplatted, having a concentration of housing units at a higher density level. In the town, the rural residential category located along Todd Road and Soholt Road has already been proposed for a higher density use other than that recommended in the forestry residential category. Density levels recommended for the rural residential category are one-unit per 5 acres.

### *Shoreland Residential*

Shoreland residential development activities are projected to continue throughout the town. The shoreland residential category recommends following existing (2004) shoreland requirements in all areas 1,000 feet from any lake and 300 feet from any navigable rivers or stream. Any 2<sup>nd</sup> tier development that falls within the 1000 feet from any lake and 300 feet from any navigable rivers or streams would require 5 acre minimum lot sizes. The 2<sup>nd</sup> tier being any land or parcels that fall behind lots that adjoined the lake.

### *Commercial*

Limited commercial land use activities, primarily supporting the town's rural and recreational character, are scattered throughout the community. Key future commercial nodes have been identified along CTH B near the intersections of CTH M and Todd Road. It is recommended that future commercial activity occur on 5-acre minimum lots.

### Agricultural

Agricultural production once was a significant land use activity in the town. Today, agricultural production remains an important land use activity, but has seen continued decline due to market pressures and the difficulty in sustaining profitable operations on smaller agricultural tracts. The town encourages small agricultural operations, but realizes that areas once in agricultural production will likely convert to residential in the future. Density levels recommended for the agricultural category are one-unit per 20 acres.

### Forestry

The forestry category represents land either enrolled in Forest Crop Law (FCL) or Managed Forest Law (MFL). These areas will likely be undeveloped over the 20-year planning horizon. Should development occur in these areas, a density level of 1-unit per 20 acres is recommended.

### Golf Course

The primary use of this designation is for public recreation, while also supporting residential development. It is recommended that a residential density level of one-unit per 3 acres set the standard for development in the category.

### Park and Recreation

While the town does not maintain a community park, the town owns many improved and unimproved lake properties providing public access. Retaining these sites is important to provide residents and visitors access to local recreational resources. In the future, it may be necessary to upgrade the areas.

### Conservancy

These areas are identified for conservancy due in part to the considerable amount of wetlands and other limiting development factors. These areas are identified for no development and are to remain in their natural state.

### **Zoning Consistency**

Ideally the future land use map and its density recommendations and the underlying zoning ordinance would be consistent with one another. Several inconsistencies, relating to density and category land use, exist between the Town of Madge's future land use and Washburn County zoning categories. These discrepancies are in part, due to the official map (zoning) having been created during the 1970's and the town not taking a comprehensive review of its own desires relating to existing and future land use.

Many of the discrepancies lie within the overall designation of zoning categories. For example, the current zoning map has a majority of the town under an agricultural zoning category. Based on current and future land use, the community has identified much of the present agricultural zoning category as forestry residential. Density requirements between present agricultural zoning (20 acres) and the future land use category forestry residential (20 acres) remain the same. As a result, a change in zoning category is appropriate.

In other areas of the town, the future land use map identifies lower density levels than are currently in place. The town and Washburn County must participate in a comprehensive revision

of the county zoning ordinance to make the recommended changes following the planning process relating to this comprehensive plan.

### **Comprehensive Revision to the County Zoning Ordinance**

The comprehensive plan recommends a coordinated and consistent land use process that is intended to preserve the rural and recreational character of the town while still allowing development activities at acceptable density levels. As the town does not implement its own land use controls, it is imperative that the town coordinates with Washburn County on all land use decisions delegated to the county by either the town or state.

A review of all future rezoning and development proposals to ensure consistency with the town's comprehensive plan is necessary. The Town of Madge, Washburn County Zoning Committee, and other county departments must coordinate land use proposals. The development of the comprehensive plan and its intended function to promote multi-jurisdictional cooperation cannot be left by the wayside. Throughout the development of the comprehensive plan, citizens of the town provided countless hours developing a plan that is representative of their community. As a result, their recommendation must be upheld.

Beginning in 2005, it is anticipated Washburn County will begin the process of a comprehensive revision to its zoning ordinance. This comprehensive revision must include the recommendations put forth by the Town of Madge. The future land use map represents generalized land use categories different in some areas than the county zoning ordinance categories. Although the categories may be different, the ultimate measure of land use lies within the density levels recommended by the town.

As the county proceeds with the comprehensive zoning revision, a direct dialog and participation of the town and surrounding towns must be coordinated. The comprehensive planning process provided a vision and direction to the town on land use activities. The comprehensive zoning revision must take the town's vision and direction and create regulations that meet the overall plans objectives.

The comprehensive revision to the zoning ordinance will take some time to complete. Realizing this, the town should utilize the comprehensive plan on all rezoning and development proposals immediately after adoption. Wisconsin State Statutes, Chapter 59, describes in detail the process for Washburn County to notify the town of rezoning proposals and for the town to respond. Included in the statute is the ability of the town to deny county rezoning decision in non-shoreland areas. To ensure the towns ability to object to proposed rezoning or text amendments to the county zoning ordinance, the town board and planning commission must fully understand the process of overturning rezoning decisions.

Towns remain at a distinct disadvantage relating to rezoning and development along shoreland areas. Wisconsin statute 59.692(2)(a) states that ordinances and amendments shall not require approval or be subject to disapproval by any town or town board. As a result, it is important the town request the county to continue to provide information and seek recommendations relating to shoreland issues. As the planning commission begins to undertake the development of actions

contained in the comprehensive plan, recommendations for text amendments to the county shoreland ordinance should be developed, where applicable.

### **Programs**

Several programs are in existence that could be utilized to achieve the goals and objectives of the comprehensive plan. Not all programs may be practical for the Town of Madge to consider at this time or in the future. Over the 20-year planning horizon, changing land use trends and development activity may result in program applicability.

#### *Purchase of Development Rights Program (PDR)*

This technique has proven to be effective for preserving farmland in areas adjacent to growing municipalities. The purchase of development rights is a voluntary protection technique that compensates the landowner for limiting future development on their land. The program is primarily used for retention of agricultural lands, but the concept can be applied to all types of land use scenarios. Under a PDR program, an entity such as a town, county, or private conservation organization purchases the development rights to a designated piece of property. The land remains in private ownership, and the landowner retains all the other rights and responsibilities associated with the property.

#### *Transfer of Development Rights (TDR) Program*

The TDR program is a non-regulatory (voluntary) approach that allows the right to develop property to be transferred from one parcel (or zoning district) to another. Under a TDR program, development rights to parcel of land are transferred from a “sending area” to another parcel referred to as the “receiving area”. Sending areas are typically those areas where development is discouraged or limited, and receiving areas are areas where growth and development are encouraged. Under some TDR programs, local government awards development rights to each parcel of developable land in the community or in selected districts on the basis of the land's acreage or value. Landowners can then sell the development rights on the open market. The TDR program has been widely implemented at the local level due to the fact that it requires no major financial contribution by local government.

Benefits of the TDR program include:

- ▶ The public benefits from the conservation easements, which protect and preserve sensitive natural features and wildlife habitat.
- ▶ Owners of sending area properties receive economic compensation for their properties where development would normally be precluded due to sensitive natural features or zoning restrictions.
- ▶ Owners of receiving area properties can increase their development density, accommodating a greater number of uses or tenants.
- ▶ Little financial contribution on behalf of local government.

#### *Land Trusts*

Land trusts are non-profit voluntary organizations that work with landowners to use a variety of tools to help them protect their land. Such organizations are formed with the purpose of protecting open space, scenic views, wildlife, etc. and they use a variety of techniques to raise money for operating expenses and the acquisition of easements. Land trusts also provide



adequate monitoring and stewardship. Land trusts can hold conservation easements, which means that the organization has the right to enforce the restrictions placed on the land.

#### LESA Farmland Preservation Tool

LESA is an acronym for Land Evaluation and Site Assessment, a program that assists in the evaluation of land based on its suitability for agricultural use and value for non-farm uses. This system, developed by the Soil Conservation Service in 1981, has been routinely adopted and implemented for use by local government throughout the nation. The system involves a two-part process, the land evaluation component (LE) and site assessment component (SA). The LE portion involves assessment of soil conditions as they relate to the production of food and fiber products. Site assessment typically involves an analysis of the non-soil variables which effect the property's use such as municipal services available, adjacent land uses, development suitability, compatibility with land use plans, and distance from populated areas (expansion areas). A point system is often used in order to quantify the variables of the LE and SA components. Points are assessed based on whether or not the property meets the guidelines of the community and then totaled to achieve a composite score. A threshold score then determines whether or not the property would be an appropriate residential development area or whether the land should remain in agricultural use.

#### Acquisition

This type of land preservation tool involves the direct purchase of land for the purposes of preservation and protection. This tool should be used in cases where other protective mechanisms fail to meet objectives and/or in cases of high-priority acquisition lands. Acquisition efforts should be coordinated with other local, state, and national acquisition initiatives (lake associations, environmental groups, USFS, WDNR, etc.)

#### Conservation Easements

When a landowner sells their development rights, a legal document known as a conservation easement is drafted. The easement restricts the use of the land to agricultural use, open space, or other desired use in perpetuity. A conservation easement permanently limits residential, commercial, or industrial development to protect its natural attributes or agricultural value. The conservation easement becomes a part of the landowner's deed and remains on the deed even if the land is sold or passed through inheritance thereby ensuring the development will not occur on the property.

The conservation easement does not automatically allow public access to the land; the land remains in the hands of the owner, as only the right to develop it has been purchased. All remaining rights of property ownership remain with the landowner including the right to transfer ownership, swap, deed, or sell the land. A purchase of development rights program works to ensure that incompatible development will not take place; the PDR becomes a part of the deed and keeps the land in its agricultural or natural state in perpetuity. An effective purchase of development rights program requires initial financial support and on-going administration. Additionally, the program requires a county review board to assess the lands of landowners requesting entry of their parcel into the PDR program.

### Conservation Design Subdivisions

The conservation design subdivision concept is an alternative development design to the conventional residential subdivision. Conventionally designed subdivisions are typically characterized by land divided into residential lots and streets, with minimal (if any) open space. Usually, the remaining open space consists of the undevelopable portion of the subdivision (steep slopes, wetlands, floodplain, etc.). The conventional subdivision lacks communal open space, community woodlands, or other open areas where people can meet and interact.

The purpose of a conservation design subdivision is to provide an opportunity for development while maintaining open space characteristics, encouraging interaction among residents through site design, and protection of habitat and environmental features. A typical conservation design subdivision contains the same number of lots that would be permitted under a conventional design. The lots are typically smaller than conventional lots and are designed for single-family homes.

The compact design of a conservation subdivision allows for the creation of permanent open space (typically 50 percent or more of the buildable area). This undeveloped land typically serves as community open space land and provides recreational, aesthetic, and social benefits to subdivision residents. The conservation design subdivision has proven economic, environmental, and social advantages over conventionally designed subdivisions<sup>1</sup> including:

#### *Economic Advantages*

- ▶ Lower infrastructure and design (engineering) costs
- ▶ Attractiveness of lots for home development
- ▶ Reduction in demand for public parklands

#### *Environmental Advantages*

- ▶ Protection of conservation areas and upland buffers (which would normally be developed)
- ▶ Reduced runoff due to less impervious surface cover
- ▶ Improved water filtration due to presence of vegetation and buffers
- ▶ Opportunities for non-conventional septic system design

#### *Social Advantages*

- ▶ Opportunities for interaction among residents (common open space)
- ▶ Pedestrian friendly
- ▶ Greater opportunity for community activities

### Best Management Practices (BMP)

Best management practices describe voluntary procedures and activities aimed at protection of natural resources. BMP's are described in detail in the Wisconsin Department of Natural Resources publications titled "Wisconsin Construction Site Best Management Practice Handbook", and "Wisconsin's Forestry Best Management Practices for Water Quality". Shoreland BMP's are a set of specific recommendations that landowners can take to help protect

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<sup>1</sup> Randall Arendt, *Conservation Design for Subdivisions*, (Island Press, Washington D.C., 1996), pp 3-16.

and preserve water quality. Detailed information on the use and implementation of shoreland BMP's is available from the University of Minnesota Extension (UM-EX).

**9.7 PLAN UPDATES AND REVISIONS**

The comprehensive plan for the Town of Madge is intended to be a living document. Over time, social and economic conditions tend to change. The comprehensive plan should also change over time and should be updated periodically to reflect these changes. Periodic updates will ensure that not only the statistical data is current but also the plan's goals, objectives, and actions reflect the current situation and needs. Under current law, it is required that an update of the plan be undertaken every ten years. As the town board and planning commission will be utilizing this comprehensive plan on a regular basis relating to land use decisions, it is recommended that any potential updates prior to the ten-year update be reviewed and acted upon.

To ensure that the public is engaged in plan amendments, the following process and protocol should be followed to allow public involvement and comment. The Town of Madge Plan Commission shall undertake any necessary amendments resulting from development proposals or changes to social and economic conditions. Upon plan commission review, recommended changes to the plan shall be forwarded to the town board. The town board or planning commission shall call a public hearing to afford property owners time to review and comment on the recommended plan changes. The public hearing shall be advertised using a Class I notice in the official paper of the town. Based on public input, plan commission recommendations, and other facts, the town board will then formally act on the recommended amendment(s). During plan amendments, it is important that the Public Participation Plan be utilized to ensure full public input.

**9.8 CONCLUSION**

The Town of Madge Comprehensive Plan is intended to be a dynamic and evolving document. Periodic revisions and updates to the plan will ensure that it is accurate and consistent with the wishes and desires the community. Plan recommendations in this document provide the basis for evaluation of development proposals and give the community a means for achieving their vision. The specific action statements are meant to serve as the mechanisms for achieving the goals and objectives. Ultimately the success of the planning process will be measured by the future quality of life experienced by both residents and non-resident landowners. Overall, the comprehensive plan provides a guide and policy framework for development of the Town of Madge that reflects the community vision of a desirable community.