
IMPLEMENTATION

9.1 INTRODUCTION

The overall success of comprehensive planning lies in plan implementation. The comprehensive plan outlines the town's growth and development philosophy and provides a strategy for attaining the desired future conditions. This chapter of the Town of Blaine Comprehensive Plan outlines the sequence of activities or actions required in order to fulfill the town's goals and objectives.

9.2 HOW TO USE THE PLAN

The Town of Blaine Comprehensive Plan 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 overall goals. The comprehensive plan is not an inflexible or static set of rules. 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 an attempt to record the fundamental community values and philosophy that citizens share and to use them as benchmarks in future decisions concerning growth, development, and improvement in the community. The plan guides considerations regarding not only land use but also addresses community issues such as housing, transportation, and economic development.

The plan commission, town board, and citizens in reviewing all proposals pertaining to growth and development should utilize this document. Proposals should be reviewed to determine whether they are consistent with community wishes and desires as expressed in the plan. As part of that review, a thorough review of the plan 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 in conformance with the plan. Development proposals with significant potential impacts will require a more detailed analysis in order to determine consistency.

9.3 CONSISTENCY REVIEW DURING PLAN DEVELOPMENT

Within this implementation chapter, it is required to "describe how each of the chapters of the comprehensive plan will be integrated and made consistent with the other chapters of the comprehensive plan." As a result of the comprehensive plan being developed in a coordinated and simultaneous effort, the planning process has ensured that the development and review of each chapter is consistent with the others; and based on that analysis, there are no known inconsistencies between the planning chapters.

In the future, as plan amendments occur, it is important that the plan commission and town board both conduct consistency reviews. Those reviews will ensure the document continues to represent an integrated approach to planning.

9.4 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, including year-round and seasonal. Many of the objectives and actions can be accomplished in the short term, while some will take longer to accomplish.

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 plan’s objectives and actions will be accomplished by the development of an implementation target for the identified objectives and activities. These targets will provide guidance to the plan commission and town board on when specific actions should be initiated. Based on the targets, the plan commission can then measure the progress of achieving implementation of the comprehensive plan.

9.5 PLAN IMPLEMENTATION - PLAN GOALS, OBJECTIVES, AND ACTION-PLANS

Housing

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

		Implementation Target
Objective 1.	Preserve the rural character of the town by requiring minimum parcel sizes for new housing construction.	
	a. Recommend five-acre minimum lots for single-family dwellings.	2004
Objective 2.	Encourage the development of location standards and minimum lot size requirements as well as the following of up-to-date codes for trailer homes.	2005
Objective 3.	Promote the maintenance of existing properties and structures.	
	a. Research development of ordinance to ensure that existing properties and structures follow all safety and health codes.	On going

Objective 4. Research the need for low income/fixed income housing units in the town.	
a. Research the availability of grants for these purposes.	On going
Objective 5. Allow adequate input by the town into locations, lot sizes, etc. for new housing developments.	
a. Develop requirements for same.	2004

Transportation

Goal: Develop a safe and efficient multi-modal transportation system that accommodates the movement of people and goods.

	Implementation Target
Objective 1. Request that the town be given adequate input into decisions regarding snowmobile/ATV usage and trail development.	
a. Maintain communications with all interested parties including clubs, trail developers and the county forestry department.	On going
Objective 2. Investigate regulations to control the usage of boats, ski-jets, hovercraft, and floatplanes on town waters.	2005
Objective 3. Continue to maintain and improve the town roadway system.	
a. Continue to conduct PASER analyses and develop road improvement plans.	On going
b. Investigate rustic road requirements for town roads.	On going
Objective 4. Research road requirements for new development areas.	
a. Develop requirements for new development areas.	On going
Objective 5: Develop hiking, biking, and cross-country ski trails.	
a. Contact appropriate agencies regarding future plans for the development of such trails.	On going
Objective 6: Pursue more cooperation from federal, state, and county agencies regarding public land issues and usage.	

a. Request that federal, state, and county agencies report to the town when changes or future plans are developed.	2007
Objective 7: Investigate the possibilities of future shuttle transportation for the town.	
a. Contact the county regarding future shuttle transportation throughout the region.	On going
b. Contact pertinent agencies regarding the initiation or enhancement of shuttle transportation serving the disabled and elderly.	
Objective 8: Inquire as to possible increase in traffic regulation enforcement in town.	
a. Contact appropriate county departments to increase traffic regulation enforcement in the town.	On going

Utilities and Community Facilities

Goal: Support facilities and services that contribute to the well being of the town.

	Implementation Target
Objective 1. Have input into the location of cell towers and power lines.	
a. Contact cell tower providers for information on new sites.	2005
Objective 2. Research feasibility of requiring all power lines to be laid underground.	
a. Contact utilities regarding underground line technologies.	2007
Objective 3. Investigate future gas and water line development as they become available.	
a. Contact gas or water line development companies for future plans.	2007
Objective 4: Expansion and improvement to town cemeteries.	
a. Expand Hillcrest Cemetery site, as space is needed.	On going
b. Maintain and preserve other cemeteries in the town.	On going

Objective 5: Maintain and expand recycling and waste disposal services.	
a. Expand list of materials accepted.	On going
Objective 6: Investigate possibilities of generator construction.	
a. Investigate funding for future generator construction.	On going
Objective 7: Research new town hall construction with appropriate facilities.	
a. Consolidate town facilities (garages, utility buildings, etc.).	2010
b. Construct a secure office for the town.	2005

Natural, Agricultural, and Cultural Resources

Goal: Conserve, protect, manage, and enhance the town’s natural resources.

	Implementation Target
Objective 1. Preserve historic cemeteries.	
a. Contact historical society to find location of Dogtown Cemetery.	2010
Objective 2. Protection of lakes and regulations on their usage.	
a. Maintain vigilance of federal, state, and county regulations.	On going
Objective 3. Ensure groundwater protection.	
a. Require that all installed septic systems meet state and county standards.	On going
Objective 4. Control surface water run-off to lakes and streams.	
a. Regulate the use of fertilizers and pesticides.	On going
b. Research need for storm water control as development occurs.	
Objective 5. Gain more of the towns input into disposition of public forestlands.	

a. Ask the appropriate agencies to contact the town if changes in management of such lands occur.	On going
Objective 6. Investigate logging practices, particularly with regards to clear-cutting and abandoned logging roads.	
a. Contact the county forest department with regards to clear-cutting, selective cutting, and abandoned logging roads.	On going
Objective 7. Develop parkland.	
a. Research potential park sites.	2006
Objective 8. Research possible hunting restrictions on public land acquisitions.	2006
Objective 9. Identify and preserve historic buildings.	
a. Contact historical society to identify historical buildings.	2008
Objective 10. Rustic road development.	
a. Contact department of transportation for requirements of rustic road designation.	2005
Objective 11. Maintain and protect town scenic areas (on all lands).	2005
Objective 12. Preserve productive farmlands where possible.	
a. Identify productive farming areas in the town.	
b. Monitor the development or potential division of productive farmlands in the town.	

Economic Development

Goal: Promote economic development activities that provide for a healthy, diversified, and sound economy with minimal effects on the environment.

	Implementation Target
Objective 1. Maintain rural atmosphere in the town through the selection of appropriate enterprises.	Ongoing
Objective 2. Maintain some control over the types of industries that may want to come into the town.	Ongoing

Objective 3. Investigate the zoning of properties along State Highway 35.	
a. Develop a future land use map.	2004
Objective 4. Consider environmental impacts, such as noise, traffic, lighting, odor, pollution, etc., when new development is proposed.	
a. Require environmental assessments of new industrial/commercial development.	On going

Intergovernmental Cooperation

Goal: Encourage cooperative relationships with adjacent and overlapping jurisdictions and agencies.

	Implementation Target
Objective 1. Look for cooperative opportunities with other municipalities, including tribal governments.	
a. Contact the Towns of Swiss, Dairyland, Minong, and Webb Lake for future cooperation regarding road maintenance issues.	On going
Objective 2. Foster cooperation with county regarding town issues.	
a. Contact county departments regarding cooperative efforts on shoreline development issues, law enforcement needs, and road maintenance in County forest areas.	On going
Objective 3. Develop more rapport with county police to ensure faster service.	Ongoing
Objective 4. Enlist cooperation from WDNR and public forest and land agencies regarding the uses of town lands and roads.	
a. Discuss enforcement of logging contracts and damage done to town roads resulting from logging traffic.	2004

Land Use

Goal: Promote a coordinated, planned development pattern consistent with the rural character of the town.

		Implementation Target
Objective 1.	Develop billboard regulations.	
	a. Develop an ordinance regulating billboard and sign standards.	2005
Objective 2.	Develop plan to deal with commercial and residential siting issues.	
	a. Prepare a siting and development plan to serve as a guide for new development.	2007
Objective 3.	Control light pollution.	
	a. Prepare an ordinance dealing with commercial and residential lighting use.	2006
Objective 4.	Investigate the use of county zoning in the town.	2005
Objective 5.	Ensure the protection of wetlands.	
	a. Educate future developers as to the restrictions inherent to wetland areas.	On going
Objective 6.	Promote the development of parks.	
	a. Investigate the use of available lands for future park use.	On going
Objective 7.	Require adequate building setbacks from roads.	
	a. Develop and enforce regulations for setbacks from roads.	2009

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 AND PROGRAMS

The future land use map is intended to assist the town in directing land use activities to areas best suited for development and is based on background data, future projections, local issues and opportunities, natural resource constraints, and public input.

The future land use map contains land use categories the residents of the town desire. Map 8.2 depicts the Future Land Use Map. Several future land use categories were developed to assist the town in future development activities and are represented below.

Agricultural/Low-density Residential: Agricultural activities, farmsteads, and overall low-density housing dominate these areas. Parcel sizes in these areas tend to be larger—averaging 40 acres or larger—and residential development is dispersed along main roadways. It is seen as desirable for the long-term character of the town to encourage the retention of agricultural lands and open space as much as is possible and economically feasible. This does not preclude the development of these lands for residential use or the parceling of lands for subdivision; however, these activities should take place in a planned and orderly manner.

Forestry/Low-density Residential: Similar to the Agricultural / Low-density Residential, these areas maintain an overall low density of housing with woodlots and forest cover as the predominant landscape feature.

Commercial: These areas have been identified as the most suitable and desirable for future commercial development. The main commercial area identified is along the STH 35 corridor.

Industrial: The Town of Blaine has not currently identified any land areas to be utilized for industrial use. It is intended to consider industrial land use options as they arise during the 20-year planning horizon. There is presently no industrial land use located in the town.

Medium Density Residential/Recreational Residential: This designation relates to the developed lakeshore areas and to areas experiencing modest density development. Parcel sizes range between less than an acre in the lakeshore areas to five and ten-acre parcels and as large as 40-acre parcels. The areas designated for medium density residential are generally those that have experienced their growth in the past 20 years and are anticipated to continue to be parceled and developed.

Medium Density Residential/Recreational Residential/Hobby Farm: This designation relates to the developed lakeshore areas and to areas experiencing modest density development with a desire to also accommodate small-scale agricultural. Parcel sizes generally range between five and ten acres with parcels as large as 80 to 160 acres present. The areas designated for medium density residential/hobby farms are generally those that have experienced their growth in the past 20 years and are anticipated to continue to be parceled and developed.

High-density Residential:

Conservancy: Areas that have been identified as containing sensitive, fragile, or unique natural resources or attributes might benefit the town by having them protected from development.

Productive Farmlands: These areas have been identified as agricultural lands with either present or future agricultural value (Map 5.4). This value is not assigned due to the lands specific profitability or physical characteristics such as soil type but rather to its present status in agricultural use and its contribution to the open space and overall character of the town. These areas are identified for the purpose of the land use inventory only—any program for farmland protection or preservation should be based upon volunteer participation by the agricultural landowners not mandated by this land use plan.

Areas of Development Concern: These are areas that have been identified as having one or more obstacles or impediments to new development. These include wetland characteristics, shallow groundwater, difficulty of road building and maintenance, and/or remoteness for town services. These areas are identified for the purpose of the land use inventory only—decisions regarding the long-term use, conservation, or limitation on development of these lands should be based upon collaborative efforts of the landowner, the town, and the county.

9.7 TOWN ORDINANCES AND PROGRAMS

Land use ordinances or programs may be developed in the future to further the goals of the town. These might include the development of a conservation design ordinance, purchase of development rights program, transfer of development rights program, land acquisition program, conservation easements program, or other applicable ordinance or program. A list of programs of interest is included for reference by the planning commission and town board.

Purchase of Development Rights Program (PDR)

The purchase of development rights is a *voluntary* protection technique that compensates the landowner for limiting future development on their land. The programs are 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 a 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.

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.). Depending on the acquisition, funding assistance from federal, state, or not-for-profit groups may be found.

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 review board to assess the lands of landowners requesting entry of their parcel into the PDR program.

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. In the United States, land trusts can hold conservation easements, which means that the organization has the right to enforce the restrictions placed on the land.

Land Protection Tool	Pro	Con
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Land Protection Tool	Pro	Con
Donated Conservation Easements	<ul style="list-style-type: none"> • Permanently protects land from development pressures. • Landowners may receive income, estate, and property tax benefits. • No or low cost to local unit of government. • Land remains in private ownership and on the tax rolls. 	<ul style="list-style-type: none"> • Tax incentives may not provide enough compensation for many landowners. • Little local government control over which areas are protected.
Purchase of Development Rights	<ul style="list-style-type: none"> • Permanently protects land from development pressures. • Landowner is paid to protect their land. • Landowners may receive estate and property tax benefits. • Local government can target locations effectively. • Land remains in private ownership and on the tax rolls. 	<ul style="list-style-type: none"> • Can be costly for local unit of government.
Transfer of Development Rights	<ul style="list-style-type: none"> • Permanently protects land from development pressures. • Landowner is paid to protect their land. • Landowners may receive estate and property tax benefits. • Local government can target locations effectively. • Low cost to local unit of government. • Utilizes free market mechanisms. • Land remains in private ownership and on tax roll. 	<ul style="list-style-type: none"> • Can be complex to manage. • Receiving area must be willing to accept higher densities.

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 house lots and streets, with minimal (if any) open space. Usually, the remaining open space lands consist 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 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 reminiscent of traditional neighborhoods found in small towns throughout America.

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 subdivisions¹ 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 actions that landowners can take to help protect and preserve water quality.

9.8 PLAN UPDATES AND REVISIONS

The Town of Blaine Comprehensive Plan is intended to be a living document. Over time, social and economic conditions and values tend to change. The comprehensive plan should be updated periodically to reflect these changes. Systematic, 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. However, it is recommended the plan also be reviewed for consistency at least once every five years. This update will ensure that any changes in the social and economic conditions or community values are reflected within the plan.

To ensure that residents are involved in plan amendments, the following process and protocol should be followed to allow public involvement and comment. The Town of Blaine Plan Commission shall undertake a review of the plan at the statutory ten-year interval. During plan implementation, the town board and plan commission shall consider necessary amendment(s) to the plan resulting from property owner requests and changes to social and economic conditions. Upon the plan commission review, recommended changes to the plan shall be forwarded to the

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

town board. The plan commission shall call a public hearing to afford property owners time to review and comment on recommended plan changes. The public hearing shall be advertised using a Class I notice. 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 public input.

9.9 CONCLUSION

The Town of Blaine Comprehensive Plan is intended to be a dynamic and evolving document. Periodic revision and update of 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 community vision. The specific action statements are meant to serve as the mechanisms for achieving the goals and objectives, which were defined throughout the planning process. Ultimately the success of the planning process will be measured by the future quality of life experienced by both residents and visitors. Overall, the comprehensive plan provides a guide and policy framework for development of the Town of Blaine that reflects the community vision of a desirable community.