

Town of Emmet
Goals, Objectives, Actions and Implementation

Draft: May 2005

Introduction

This document represents the core of the Emmet Comprehensive Plan. It outlines the community's goals and objectives to address the issues and opportunities identified in the *Conditions and Issues Report* and guide future growth. Goals and objectives have been developed relative to each of the required plan elements. For each of the goals and objectives, specific policies, strategies and/or actions are recommended to enable the community to achieve them. The Implementation Element at the end of this document compiles and prioritizes all the recommended action steps and identifies who is responsible for implementation.

Coordinating planning efforts with other jurisdictions was integral to the local comprehensive planning process. By working in sub-area groups, participating in county-wide planning workshops, and directly communicating with neighboring communities, all participating local municipalities have taken steps to foster intergovernmental cooperation and land use coordination. To achieve a level of broad consistency, all participating municipalities worked together to identify common likes, dislikes and concerns impacting their respective sub-areas. These were distilled into ten countywide guiding principles that describe a broad, shared vision of the future of Marathon County.

Local plans must also address the State's fourteen planning goals outlined in Wisconsin Statutes 66.1001, to the extent applicable. The sub-area concerns are summarized below and the State planning goals and countywide guiding principles are summarized in Appendix A and B, respectively.

Sub-Area Concerns

Following is a list of concerns shared by the four rural planning sub-areas outside of the Wausau metropolitan area. These were developed through a Strengths, Weaknesses, Opportunities, and Threats (SWOT) exercise to identify aspects of the sub-areas that participants liked, disliked, or had concerns about. Because many of the concerns were shared by all the rural sub-areas, they were consolidated into one list as follows:

General Concerns:

Local Development Control

- Maintain local control of development regulation
- Private property rights

Degree of Regulation

- Prefer minimal development regulation, but open to some regulation to protect prime farmland, rural character, natural resources and water quality
- Managed development preferred

Land Use and Development:

Preserve Rural Character

- Rural settings (small farms dotting landscape)
- Low population density (1, 2 and 5 acre lots)
- Ample open space, woodlands, natural areas, etc.
- Small town living – familiar, friendly, safe
- Concentrate commercial and industrial development in cities or villages

Farm/Non-farm Conflicts

- Increased demand (from new residents) for higher level of service, paved roads, etc.
- Traffic conflicts between passenger vehicles and farm equipment
- Road paving and dust control – Costs? Benefits?
- Road damage from heavy farm equipment
- Increased complaints about farm smells, dust, noise

Urban Fringe Development

- Annexation - lack of control over where, when and what might develop
- Some support for cooperative boundary agreements to manage growth at urban edge
- Planned development preferred - but wary of over regulation

Identity and Appearance

- Lack of design/aesthetics control for commercial and industrial development (buildings, landscaping, signs)
- Cluttered appearance of major road corridors (signs, power lines, no landscaping)
- Improve housing maintenance in some neighborhoods
- Land use conflicts – i.e. old industrial adjacent to residential

Preservation and Protection of Resources:

Preserve/Protect Natural Resources

- Preserve woodlands (highest ratings in survey responses), wetlands, rivers
- Protect/maintain natural character and scenic quality
- Maintain access to natural areas

Fiscal/Economic:

Strong and Diverse Tax Base

- Loss of land, jobs and population due to annexation
- Loss of taxable land due to public purchase (e.g. County Forests)
- Redevelop under-utilized land, particularly along Wisconsin River
- Maintain/foster diverse mix of land uses
- Competition for industrial development – particularly between urban and fringe areas

Farmland Preservation (primarily economic issue)

- Loss of small/family farms to development or larger farms
- Mega farms [also concerns about environmental impacts]
- Decreasing number of active farms
- Conversion of farms to non-farm development
- Land value inflation (high taxes)

Infrastructure:

Traffic and Transportation System

- Too many driveway openings on busy road corridors
- Lack of future street planning
- Limited river crossings
- New interchange locations and loss of highway access
- Highway frontage roads – access limitations

Protect Water Supply

- Depletion or degradation due to high volume users (mega farms, new high school, industry)
- Limited access to water for wells in some areas (bedrock, etc.)

Sewer and Septic System Availability

- Poor soil drainage limits suitability for on-site waste treatment systems in some areas
- “Comm83” opens more areas for on-site treatment systems
- Interest in looking at alternatives to centralized wastewater treatment

Cost Efficient Community Services

- Shared services generally good – fragmentation an issue in some areas
- Maintain and improve services w/o increasing taxes
- How/who will pay for increased services
- Lack of transit access in rural and fringe areas

20-Year Community Vision Statement

The Town of Emmet will protect the rural character and natural resources of the town while recognizing the economic needs and ownership rights of property owners.

Goals, Objectives, Policies, Strategies & Actions

The Town of Emmet has set forth goals and objectives related to the nine (9) elements of a Smart Growth comprehensive plan. These Goals and Objectives appear in the pages immediately following. For the purposes of this document, Goal and Objective are defined below. The Goals and Objectives were developed with the Town over a series of meetings. These Goals and Objectives lay out the long-term desires that residents have for their community.

Under each goal and series of attached objectives, follow a list of Policies, Strategies, and Actions. For the purposes of this document, Policies, Strategies, and Actions are defined below. These Policies, Actions, and Strategies are designed to allow the Town to achieve the Goals and Objectives that they follow.

Definitions:

- **Goal:** A goal is a statement that describes a desired future condition. The statement is broad in scope and describes general concepts or things the community hopes to accomplish.
- **Objective:** An objective is a statement that describes a specific course of action to achieve a goal or address an issue.
- **Policy:** A policy is a general course of action or rule of conduct to be followed to achieve community goals and objectives.

- **Strategies:** As the name implies, strategies are strategic approaches that may involve a series of individual actions to achieve a specific goal or objective.
- **Actions:** An action describes a specific effort that will be undertaken to achieve a specific goal or objective.

Natural Resources Element

Goal 1: Minimize the effect of local gravel pits on the environment.

- **Objective: Identify funding to restore inactive gravel pit sites to natural habitat.**
- **Objective: Explore development of a site approval process for gravel pit development.**

Policies

- The Town will review further development of gravel pits within Emmet's jurisdiction.

Strategies and Actions

- Identify successful gravel pit restoration projects in other communities that Emmet would like to see emulated.
- Encourage proper enforcement of gravel pit regulations by County and WDNR officials.
- Work with existing authorities to determine proper reporting and site management.
- Communicate with operators of gravel pits to establish a working relationship.

Goal 2: Preserve natural areas, forests and wetlands.

- **Objective: Encourage private participation in programs, such as the Managed Forest Law, to preserve forests.**

Policies

- The Town will inform property owners of state and local programs for preserving natural areas.
- The Town will encourage developers to consult with WDNR officials before submitting development proposals.

Strategies and Actions

- Send owners of private forestland, or other natural areas information on preservation programs.
- Encourage developers to maintain as much natural area as possible in new developments. Promoting conservation subdivisions or other preservation techniques.
- Communicate the desire for wetland protection to the WDNR.
- Report instances of possible regulation infraction to the WDNR.
- Obtain a main contact person from each agency the Town communicates with at the County and WDNR.

Land Use Element

Goal 1: Encourage existing farms to remain within the community.

- **Objective: Explore programs, such as the Conservation Reserve Program, that seek to maintain prime soils and cropland.**

Policies

- The Town will support the preservation of active agricultural lands.

Strategies and Actions

- Contact local agencies, including UW-Extension, to acquire pamphlets and other informational materials on agricultural preservation tools.
- Explore working with Marathon County, or local communities to host a workshop on agricultural preservation.

Goal 2: Discourage the development of mega-farms.

- **Objective: To work with Marathon County to identify regulatory measures to influence the size of farm operations.**

Policies

- The Town will oppose the development of large mega-farm operations within its jurisdiction.

Strategies and Actions

- Express concerns about large mega-farm operations to members of the County Board, local legislators, and other individuals in a formal letter or public meeting.
- Contact UW-Extension, Marathon County and other agencies to collect information on the local impacts of mega-farms for distribution.

Goal 3: Cluster commercial and industrial development.

- **Objective: Designate appropriate areas for commercial or industrial development utilizing tools such as zoning.**
- **Objective: Guide non-residential development to areas that are easily served by public service.**

Policies

- The Town will direct all proposed commercial or industrial development to those areas identified as appropriate for these uses.

Strategies and Actions

- Assemble a non-residential development committee to interact with developers and recommend proposals to the Board.
- Determine access capabilities of local roadways and highways for commercial and industrial development and determine best locations for development given current traffic flow patterns.
- Conduct a poll or public listening session to solicit community opinion for creating and locating a commercial district.
- Determine types and appearances of commercial development desired and tailor commercial regulations to reflect these desires.
- Work with existing agencies, including McDEVCO, to identify industrial development contacts.

Transportation Element

Goal 1: Develop a formal process of roadway evaluation and budgeting.

- **Objective: Continue to utilize an annual process of roadway analysis, such as PASER, to prioritize funding for maintenance.**

Policies

- The Town will utilize a formal process to maintain and update current transportation facilities.

Strategies and Actions

- Perform biennial roadway evaluation.
- Explore using free online software through WDOT to streamline funding allocations for repair.
- Hold public hearings to discuss roadway condition and determine in-need areas.
- Develop a Capital Improvement Plan to identify and schedule improvements to transportation facilities.

Goal 2: Reduce road deterioration caused by heavy traffic on local roadways.

- **Objective: To establish regulations concerning the hours of operation and routes for heavy traffic.**

Policies

- Emmet will work for equitable distribution of costs for roadway repair.

Strategies and Actions

- Increase enforcement of weight limits on local roadways.
- Determine local authority to levy fees against individual property owners for excessive roadway damage.
- Identify precedents to limit the hours of operation for heavy machinery not engaged in agriculture.

Utilities Element

Goal 1: Maintain current provision of services.

- **Objective: To perform annual budget review for appropriate allocation of public services.**
- **Objective: Continue to find methods of cost sharing, such as equipment sharing, with surrounding municipalities to increase the efficiency by which services are provided.**
- **Objective: Encourage increased participation in recycling pick-up services.**

Policies

- The Town will continue to provide sufficient services as desired by a majority of local residents.

Strategies and Actions

- Perform annual review of service provision costs.
- Communicate with surrounding communities the willingness to share services/costs.
- Determine feasibility of sharing services and the degree to which Emmet will retain control.
- Explore creating a services committee to identify areas for consolidation, sharing, or privatization.

- Increase availability of recycling information for dissemination at the Town Hall.
- Discuss increasing efforts to improve participation in recycling services with surrounding communities.

Housing Element

Goal 1: Locate new residential development in appropriate areas.

- **Objective: To discourage development in designated wildlife areas.**
- **Objective: To guide new housing to locations where the extension of service provision will be accessible.**
- **Objective: To encourage low-density residential development.**

Policies

- The Town will direct new housing developments to the most appropriate areas for residential development.

Strategies and Actions

- Observe land use plan in siting new residential development.
- Explore adopting a planned unit development (PUD) ordinance to allow for concentrated multi-use development.

- Determine limits of service provision on a per-unit basis.
- Determine the extent of growth desired by the community and explore exacting development fees, or incentives, to achieve desired outcomes.

Cultural Resources Element

Goal 1: Preserve historically significant buildings and sites.

- **Objective: To work with local historical societies, like the County Historical Society, to identify historic resources so they may be considered in future planning.**
- **Objective: To ensure that any known cemeteries, human burials or archaeological sites are protected from encroachment by roads or any development activities.**

Policies

- The Town will act to preserve historically significant structures and locales within the jurisdiction.

Strategies and Actions

- Contact the Marathon County Historical Society for tips on how to inventory significant structures.
- Consider teaming with other local communities to form a committee that records historic sites.

- Help interested properties owners obtain information on their property if they feel it is historically significant.
- Celebrate historic local sites with a pamphlet or other materials for dissemination.

Community Facilities Element

Goal 1: Ensure sufficient fire service.

- **Objective: Remain active in fire district decisions to ensure appropriate service levels.**
- **Objective: To decrease response time for fire emergencies.**
- **Objective: To appropriate sufficient funding for fire service equipment upkeep and updating.**
- **Objective: To maintain an adequate number of trained volunteer fire department staff.**

Policies

- Emmet will provide sufficient fire response service.

Strategies and Actions

- Participate in long-term facilities and equipment planning discussions with the villages of Edgar and Marathon City fire districts.
- Annually evaluate delivery of services with the fire districts.

- Participate in recruitment efforts, especially concerning fire and emergency response, with providing agencies.

Goal 2: Provide effective public safety services.

- **Objective: Work with the Marathon County Sheriffs Department and the Villages of Edgar and Marathon City to continue to provide effective police and EMS services.**
- **Objective: To explore development of a town garage for local emergency response equipment.**

Policies

- Emmet will contract with appropriate entities to provide sufficient emergency service delivery.

Strategies and Actions

- Participate in long-term facilities and equipment planning with service-providing entities.
- Annually review contracts with service providers and evaluate delivery of services.
- Hold a public meeting to discuss interest for development of a satellite site for storage of emergency response equipment.
- Determine feasibility of establishing a local emergency response station in conjunction with existing service providers or other interested parties/communities.

Goal 3: Support and maintain existing community facilities.

- **Objective: To maintain the Town Hall as a seat of local government and community meeting hall.**

Policies

- Emmet will continue to provide a local meeting hall that is available for local gatherings, both public and private.

Strategies and Actions

- Ensure adequate condition of Town Hall by performing periodic review.
- Make repairs and improvements to existing facilities on a timely basis.
- Appropriately budget for planned improvements incrementally over time.
- Conduct public listening sessions with the community when plans for a new community facility are being discussed.

Parks and Recreation Element

Goal 1: Maintain existing public grounds and ball field.

- **Objective: To maintain the ball field on Halder Drive.**

- **Objective: To maintain ownership of local lands including the 40-acres on Town Road, and 23-acres on Halder Drive.**
- **Objective: Determine the feasibility of future development of locally owned or donated land for park use.**

Policies

- The Town will maintain current public grounds and recreational facilities.
- The Town will consider the development of future public grounds provided adequate resources and public demand.

Strategies and Actions

- Provide proper maintenance and upkeep of the existing ball field.
- Explore development of a parkland dedication ordinance as part of a subdivision code to set aside land, or fee in lieu of land, for future development of parks and open space.
- To develop a parks and open space plan to help set aside funding and plan for improvements to publicly owned lands.
- Encourage developers of new residential subdivisions to set aside spaces for public use.

Goal 2: Support State and County park system.

- **Objective: To encourage proper funding for maintenance of local Marathon County parks.**
- **Objective: To encourage proper funding for State parks.**

Policies

- The Town of Emmet will encourage appropriate development of public spaces throughout the region.

Strategies and Actions

- Encourage proper maintenance and upkeep of the existing County and State park system.
- Communicate desires for recreational facilities and uses to the appropriate entities.

Economic Development Element

Goal 1: Strengthen the viability of the local agricultural economy.

- **Objective: To explore the development of niche markets for agricultural products (e.g. organic/hydroponic).**
- **Objective: To work with Marathon County and other agencies such as the UW-Extension, to explore regional approaches to aiding the agricultural economy.**

Policies

- Emmet will encourage efforts to increase research and learning in the area of strengthening the long-term viability of agriculture within the region.

Strategies and Actions

- Take an active role in regionally based agricultural forums and programs.
- Encourage agricultural operators in the Town to participate in regional programs aimed at improving the agricultural economy.
- Review Town ordinances to ensure that they allow secondary agricultural businesses within the Town.

Goal 2: Increase development of local small businesses.

- **Objective: To identify areas for businesses to develop, especially near unincorporated Halder.**
- **Objective: Assign groups or committees to actively recruit desired business types, especially small convenience-type retail.**
- **Objective: To encourage development of a local convenience store in the area.**

Policies

- Emmet will encourage efforts to enhance and promote business development within the jurisdiction.

Strategies and Actions

- Develop a business plan including types of commercial development, possible development themes, and promotional festivals.
- Establish a local economic development committee charged with interacting with developers, promoting the area, and streamlining the development process.
- Explore development of a local business start-up fund to help small businesses develop.
- Explore eligibility for state and federal funding programs, especially Community Development Block Grant (CDBG), which promotes economic development.

Intergovernmental Cooperation Element

Goal 1: Continue cooperative service provision with surrounding communities.

- **Objective: Continue to find methods of cost sharing, such as road maintenance agreements with the towns of Green Valley and Cleveland, to increase the efficient delivery of services.**

Policies

- The Town of Emmet will cooperate with all agencies that can help provide a direct benefit to local residents.

Strategies and Actions

- Establish regular meeting dates with surrounding towns and villages to help identify further areas for cost sharing or consolidation.
- Perform feasibility analyses before engaging in cooperative agreements with other localities and specify terms of services in a contract.
- Provide cooperating localities with regular updates, or meeting minutes, from official Town meetings.

Goal 2: Continue working relationship with Marathon County.

- **Objective: To work with the County to identify solutions to local problems such as posting weight limitations on local roadways.**

Policies

- The Town of Emmet will continue to work with intergovernmental agencies concerning important local interests.

Strategies and Actions

- Establish regular meeting dates with service providers including Marathon County Sheriff's Department and the fire districts of Marathon City and Edgar.
- Maintain direct communication with staff members of intergovernmental agencies.
- Provide all service providers with regular updates, or meeting minutes, from official Town meetings.

Future Land Use

Future Land Use – The Town of Emmet Future Land Use map, shown in Figure x-1 illustrates the anticipated future pattern of land uses. The map includes fourteen land use categories to guide where new residential and non-residential development should be encouraged to locate or where development should be discouraged. Descriptions of each land use category and the number of acres within each category are provided in Table x-1. Figure x-2 shows areas with development constraints due to environmental conditions such as wetlands and floodplains, or policy constraints such as restrictive zoning or other programs (i.e., Exclusive Agriculture, Forest Crop Law). Areas where existing development precludes additional development are also shown.

Table x-1: Future Land Use, 2005

Land Cover Category	Description	Acres	% of Total Land Area
Single Family Residential	One family structures, farm residences, mobile homes	793	3%
Commercial Services	Retail stores, taverns, restaurants, truck stops, gas stations, farm coops, farm implement dealerships, automobile dealerships, business offices, motels/hotels, offices, telephone/gas company	760	3%
Industrial	Saw/paper/lumber mills, dairies, industrial parks, trucking operations, distribution centers, mining	1104	4%
Cropland	Tilled agriculture, prime farmland	9501	37%
Specialty Crops	Ginseng, orchards, vineyards, nurseries, groves, cranberries, etc.	315	1%
Other Agriculture	Fallow, pasture and undetermined agriculture, power lines and towers, water towers, municipal wells	3294	13%
Public/	Schools, churches, cemeteries,	5	<1%

Quasi-Public	libraries, government buildings, National Guard, utility facilities.		
Park and Recreation	Public and private parks, trails, ball fields, golf courses, playgrounds, camp grounds, shooting ranges, etc.	43	<1%
Woodlands	Privately-owned forested land, including nurseries, paper mill forests, etc.	8681	34%
Water and Wetlands	Open waters, such as lakes, ponds, streams, rivers, creeks, reservoirs, etc.	285	1%
Transportation	Airports, highways, road right-of-ways, railroads, logging roads	637	2%
Barren Land	Unused open land in wooded areas, along streams, along roadsides	351	1%
Total Land Area		25769	100%

Source: Future Land Use map (acreage corresponds to map **dated x/x/xx**)

As indicated in the table, a majority of the land is used for cropland (37%) or woodlands (34%). Single-family residential currently occupies only 3 percent of the total acreage within the town (793 acres).

Land Needs – Projections of future population and employment growth in Emmet are provided in the *Issues and Conditions* report. These were used to estimate the amount of land needed to accommodate future residential and non-residential development over the next 20 years. Acreage projections were based on assumptions about density of houses per acre and employees per acre.

It is estimated over the next 20 years, 355 acres will be needed to accommodate future residential development and 6 acres are needed for future non-residential development. Potential locations for these land uses are identified on the Future Land Use Map.

Table x-2: Acreage Projections, 2000-2030

	Estimated Acreage Needed by Year						
	2000	2005	2010	2015	2020	2025	2030
Agricultural	19886	19826	19766	19706	19646	19586	19526
Residential	642	701	760	819	878	937	996
Non-Residential	318	319	320	321	322	323	324

Source:

Consistency between Land Use and Zoning – Land use and zoning designations are related, but not necessarily identical. Land use categories tend to be fairly general whereas zoning districts regulate specific land uses and development requirements. Because the land use categories are general it is common for more than one zoning district to correspond to each land use category. It is also possible that some zoning districts might be consistent with more than one land use designation.

Achieving consistency between land use and zoning is required by State Statutes. This generally occurs when a community is considering a proposed zoning change. The decision to approve a zoning change must be based on the adopted comprehensive plan, and specifically, the future land use map. Generally, if a the requested zoning is consistent with the land use designation on the property it should be approved, unless unique circumstances indicated the rezoning would negatively impact surrounding properties or the community. If a rezoning request is not consist with the land use designation, the community should consider denying the rezoning request.

In situations where a rezoning request is not consistent with the land use designation - but the community believes the requested zoning is appropriate in the specific location and would benefit the community - the zoning change can be approved, however, the land use map should be amended accordingly to establish land use and zoning consistency. The process for amending the land use map is discussed in greater detail in the Implementation Element.

Implementation Element

The primary reason a community prepares a comprehensive plan is to establish a framework to influence decisions regarding management of growth and regulation of development to maintain the desired community character, and to set priorities for public expenditures. To be effective, this plan should be actively used as a tool to guide decisions concerning:

- The implementation and enforcement of regulatory ordinances based on the goals and objectives identified in this plan.
- The development of programs and support systems that further the goals and objectives set forth in this plan.
- The implementation of specific community improvements as identified in the comprehensive plan.
- The establishment and support of a continued planning process providing for periodic review and updates to this plan and other land use control measures.

Implementation Tools

Having the appropriate tools to implement the recommendations in this comprehensive plan is critical. The most common implementation tools are the Town official controls or regulatory codes. In particular, the zoning ordinance and subdivision (or land division) regulations comprise the principal regulatory devices used to protect existing development and guide future growth and development as identified in this comprehensive plan. There are also non-regulatory approaches to implementing the comprehensive plan; these generally involve decisions about how the community will spend its limited funding resources on capital improvements and staffing.

The State planning law requires that by January 1, 2010 certain programs and/or actions that affect land use must be consistent with the locally adopted comprehensive plan. To meet this deadline, Emmet should update related ordinances on or before the year 2010. The Town Board officially adopts these regulatory and land use control measures as ordinances (or as revisions to the existing ordinances).

- **Zoning Ordinance and Map:** Zoning is used to manage and control how land is used and developed. Zoning ordinances typically establish detailed regulations concerning how land may be developed, including setbacks, the density or intensity of development, and the height and bulk of building and other structures. The general purpose of zoning is to minimize undesirable side effects resulting from development by segregating and/or buffering incompatible uses and by maintaining standards that ensure development will not negatively impact the community's character or environment.

The establishment of zoning districts and the zoning map indicates where specific types of development can and should be located. Zoning districts shown on the zoning map should be coordinated with the land use plan and map. While the zoning map and land use map do not need to directly match at the time the land use map is adopted, the intent is that the land use map will serve as a guide indicating how the property should eventually be zoned. Therefore, indiscriminate zoning changes may result in weakening of the comprehensive plan. In fact, changes to zoning district boundaries should only be made if they are consistent with the adopted land use map.

However, there may be situations where changing the zoning district boundary makes sense and is in the best interest of the

community. If changing the zoning would result in a conflict with the future land use map, the land use map should also be changed. However, the future land use map should only be changed if it does not accurately reflect the community's desired land use pattern. Achieving consistency between zoning and land use designation is also discussed in the Land Use Element.

As discussed below, the comprehensive plan (and future land use map) should be periodically reviewed and updated to adjust for unforeseen changes or events that were not considered at the time the initial plan and land use map were developed.

The Town Board makes the final decisions regarding changes to the content of the zoning ordinance and the district map. These decisions are preceded by public hearings and recommendations of the plan commission.

- **Subdivision (Land Division) Ordinance:** Subdivision regulations serve as an important function by ensuring the orderly development of unplatted and/or undeveloped land. These regulations may set forth reasonable regulations for lot sizes, road access, street design, public utilities, storm water drainage, parks and open space, and other improvements necessary to ensure that new development will be an asset. The Board makes the final decisions on the content of the subdivision ordinance. These decisions are preceded by public hearings and recommendations of the plan commission.
- **Capital Improvement Plan (CIP):** This is an ongoing financial planning program that allows local communities to plan ahead for capital expenditures and minimize unplanned

expenses. A capital improvement plan consists of a list of proposed projects according to a schedule of priorities over a four-to-six year period. It identifies needed public improvements, estimates their costs, and identifies financing methods and sources. Public improvements or expenditures typically considered in a CIP include:

- Public buildings (i.e., fire and police stations)
- Park and trail acquisition and development
- Roads and highways (maintenance and new construction/paving)
- Utility system construction/expansion, treatment plants, water towers, wells, etc.
- Joint school and other community development projects
- Fire and police protection equipment

A CIP is simply a method of planning for and scheduling expenditures for public improvements over a period of several years in order to maximize the use of limited public funds. Each year the CIP should be reviewed and extended one year to compensate for the previous year that was completed. This keeps the improvement program current and allows for modifications to meet the community's changing needs.

The preparation of a CIP is normally a joint responsibility between the town board, plan commission, staff, and citizen commissions. The preparation of a capital improvement program may vary from community to community depending on local preferences, the local form of government and available staff. The proposed capital improvement plan should be reviewed in light of the priorities outlined in the comprehensive plan.

Plan Adoption, Monitoring, and Amendments

While this comprehensive plan is intended to provide a long-term framework to guide development and public spending decisions, it must also respond to the continuous stream of changes that occur in the community and/or region that may not have been foreseen when the plan was initially adopted. It is appropriate that some elements of the plan are rarely amended while others are subject to updating on a more regular basis. Plan maps should also be updated periodically. In general, key maps, such as the future land use map, should be reviewed annually to make sure they are still current.

Plan Adoption: The first step in implementing this plan involves adoption of the plan by local officials. The formal review and adoption process involves plan review by the Plan Commission (or other planning committee) who must adopt the plan by resolution of majority vote. The Plan Commission recommendation is forwarded to the Town Board who must adopt the plan by ordinance (of majority vote). A public hearing is required to allow public comment on the ordinance prior to Board final action to adopt the plan. Adoption formalizes the plan document as the framework to guide local development decisions over the next 20 years. The adopted plan should also be recognized as a tool for communicating the community's land use policy and goals and objectives regarding coordination of growth and development.

Plan Use, Monitoring and Evaluation: The adopted plan should be used as a tool by Emmet when making land use and development decisions. Decisions concerning private development proposals, public investments, regulations,

incentives, and other actions should be consistent with the goals, objectives, policies, and recommendations outlined in this plan.

Although this plan describes policies and actions for future implementation, it is impossible to predict the exact future condition of Emmet. As such, the goals, objectives, and actions in this plan should be monitored on a regular basis to maintain concurrence with changing conditions and respond to unanticipated events.

This plan should be evaluated at least every 5 years, and updated at least every 10 years. Members of the Town Board, Plan Commission, and any other local decision-making bodies should periodically review the plan and identify areas that might need to be updated. The evaluation should involve first reviewing the goals and objectives to ensure they are still relevant and reflect current community desires. Then the strategies and actions should be reviewed and refined to eliminate completed tasks and identify new approaches if appropriate. The evaluation should also include an updated timetable of actions to clarify priorities.

Plan Amendments: The Emmet Comprehensive Plan may be amended at any time by the Town Board following the same process described above for initial Plan adoption, regardless of how minor the proposed amendment or change. Amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change. These amendments will typically consist of minor changes to the plan text or maps. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the plan loses integrity. A list of criteria to determine the merits of proposed amendments is included in Table XX.

As noted above, proposed amendments must be reviewed by the Plan Commission prior to final action and adoption by the Town Board. The public should be notified of proposed Plan changes and allowed an opportunity for review and comment. For major amendments, the Town might consider soliciting public opinion through surveys and/or community meetings prior to the official public hearing.

Plan Updates: According to the State comprehensive planning law, comprehensive plans must be updated at least once every ten years. As opposed to the more routine amendments described above, plan updates often involve re-writing of whole sections of the plan document and significant changes to supporting maps. A plan update should include a thorough examination of the community's goals and objectives based on an analysis of current growth trends and major changes that have occurred since the plan was initially adopted or last amended. Plan updates must be formally adopted following the same procedure described above for initial plan adoption.

Table XX: Criteria to Consider When Reviewing Plan Changes

- 1.** The change is consistent with the overall goals and objectives of the Emmet Comprehensive Plan.
- 2.** The change does not create an adverse impact on public facilities and services that cannot be mitigated.
- 3.** Development resulting from the change does not create an undue impact on surrounding properties. Such development should be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.
- 4.** The change allows a more viable transition to the planned uses on adjacent properties than the current land use.
- 5.** The change does not have a significant adverse impact on the natural environment including trees, slopes and groundwater, or the impact could be mitigated by improvements on the site or in the same vicinity.
- 6.** There is a change in Town actions or neighborhood characteristics that would justify a change.
- 7.** The change corrects an error made in the original plan.
- 8.** There is a community or regional need identified in the comprehensive plan for the proposed land use or service.
- 9.** The change does not adversely impact any landmarks or other historically significant structures or properties unless mitigated through relocation, commemoration or dedication.

Consistency Among Plan Elements

The State of Wisconsin planning legislation requires that the Implementation Element describe how each of the required elements will be integrated and made consistent with the other elements of the plan. Since Emmet completed all planning elements simultaneously, no known inconsistencies exist. It is noted that some overlap naturally exists between the nine plan elements. Where deemed appropriate, goals, objectives, and actions have been repeated under all applicable elements to ensure they do not get “lost”.

This Comprehensive Plan also references previous and concurrent related planning efforts (e.g. LRTP, Groundwater Study) to ensure they are considered in planning decisions in conjunction with the recommendations of this Plan. Summary descriptions of recent and concurrent planning efforts are provided in the *Conditions and Issues Report*. Recommendations from other plans have been summarized and incorporated in this plan as deemed appropriate, to foster coordination and consistency between plans. Some related plans, such as the *Marathon County Hazard Mitigation Plan*, are incorporated by reference in this plan and are essentially considered appendices of this plan even though they are separate documents.

Action Plan

The table below provides a detailed list of major actions to complete in order to implement this comprehensive plan. It compiles the major short, mid, and long-term priorities described in each of the nine plan elements. It also identifies the parties that will play key roles in implementing the actions.

Table XX is intended to be used by local officials in setting priorities for capital budgeting and project assignment. It is expected that this table will be reviewed annually and revised, as necessary, to respond to changing priorities, financial limitations, and other unforeseen events. It should be noted that many of the actions require considerable cooperation with others, including the citizens of Emmet, committees, and other local/county/state agencies.

Priority ranking is defined as follows:

- Immediate = ASAP
- Short-term = 1-4 years
- Mid-term = 5-9 years
- Long-term = 10+ years
- On-going = Current activities that should continue indefinitely

Table XX : Implementation Plan Actions

Action	Who is responsible?	Priority
Natural Resources		
Identify successful gravel pit restoration projects in other communities to be emulated.	Plan Commission	Short-Term
Encourage proper enforcement and management of gravel pit regulations by County and WDNR officials.	Town Board	Immediate
Communicate with operators of gravel pits to establish a working relationship.	Town Board	Immediate
Send owners of private forestland, or other natural areas information on preservation programs.	Town Board	Short-Term
Encourage developers to maintain as much natural area as possible in new developments.	Plan Commission	Ongoing
Report instances of possible regulation infraction to the WDNR.	Town Board	Ongoing
Obtain a main contact person from each agency the Town communicates with at the County and WDNR.	Town Board	Immediate
Land Use	Who is responsible?	Priority
Acquire pamphlets and other informational materials on agricultural preservation tools.	Plan Commission	Short-Term
Explore working with Marathon County, or local communities to host a workshop on agricultural preservation.	Town Board	Short-Term
Express concerns about large mega-farm operations	Town Board	Short-Term
Collect information on the local impacts of mega-farms for distribution.	Town Board	Short-Term

Assemble a non-residential development committee to interact with developers and recommend proposals to the Board.	Town Board	Mid-Term
Determine access capabilities of local roadways and determine best locations for commercial and industrial development	Plan Commission	Short-Term
Conduct a poll or public listening session to solicit community opinion for creating and locating a commercial district.	Plan Commission	Short-Term
Determine types and appearances of commercial development desired and tailor commercial regulations to reflect these desires.	Plan Commission	Mid-Term
Work with existing agencies to identify industrial development contacts.	Town Board	Short-Term
Transportation	Who is responsible?	Priority
Perform biennial roadway evaluation.	Town Board	Ongoing
Explore using free online software through WDOT to streamline funding allocations for repair.	Town Board	Short-Term
Hold public hearings to discuss roadway condition and determine in-need areas.	Town Board	Immediate
Develop a Capital Improvement Plan to identify and schedule improvements to transportation facilities.	Town Board	Short-Term
Increase enforcement of weight limits on local roadways.	Town Board	Immediate
Determine local authority to levy fees against individual property owners for excessive roadway damage.	Town Board	Mid-Term
Identify precedents to limit the hours of operation for heavy machinery not engaged in agriculture.	Town Board	Short-Term

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Utilities	Who is responsible?	Priority
Perform annual review of service provision costs.	Town Board	Ongoing
Communicate with surrounding communities the willingness to share services/costs.	Town Board	Short-Term
Explore creating a services committee to identify areas for consolidation, sharing, or privatization.	Town Board	Short-Term
Increase availability of information and efforts to improve participation in recycling services.	Town Board	Immediate
Housing	Who is responsible?	Priority
Observe land use plan in siting new residential development.	Plan Commission	Immediate
Explore adopting a planned unit development (PUD) ordinance to allow for concentrated multi-use development.	Plan Commission	Short-Term
Determine limits of service provision on a per-unit basis.	Plan Commission	Short-Term
Determine the extent of growth desired by the community and explore exacting development fees, or incentives, to achieve desired outcomes.	Town Board	Mid-Term
Cultural Resources	Who is responsible?	Priority
Contact the Marathon County Historical Society for tips on how to inventory significant structures.	Town Board	Short-Term
Consider teaming with other local communities to form a committee that records historic sites.	Town Board	Mid-Term

Help interested properties owners obtain information on their property if they feel it is historically significant.	Town Board	Mid-Term
Celebrate historic local sites with a pamphlet or other materials	Town Board	Mid-Term
Community Facilities	Who is responsible?	Priority
Participate in long-term facilities and equipment planning with the villages of Edgar and Marathon City fire districts.	Town Board	Ongoing
Annually evaluate delivery of services with the fire districts.	Town Board	Ongoing
Discuss interest for development of a satellite site for storage of emergency response equipment.	Town Board	Short-Term
Ensure adequate condition of Town Hall by performing periodic review.	Town Board	Ongoing
Make repairs and improvements to existing facilities on a timely basis.	Town Board	Ongoing
Conduct public listening sessions with the community when plans for a new community facility are being discussed.	Town Board	Long-Term
Parks and Recreation	Who is responsible?	Priority
Provide proper maintenance and upkeep of the existing ball field.	Town Board	Ongoing
Explore development of a parkland dedication ordinance	Plan Commission	Short-Term
To develop a parks and open space plan	Plan Commission	Mid-Term
Encourage developers of new residential subdivisions to set aside spaces for public use.	Plan Commission	Immediate
Encourage proper maintenance and upkeep of the existing County and State park system.	Town Board	Ongoing

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Economic Development	Who is responsible?	Priority
Take an active role in regionally based agricultural forums and programs.	Town Board	Immediate
Review Town ordinances to ensure that they allow secondary agricultural businesses within the Town.	Plan Commission	Short-Term
Develop a business plan including types of commercial development, possible development themes, and promotional festivals.	Town Board	Mid-Term
Establish a local economic development committee charged with interacting with developers, promoting the area, and streamlining the development process.	Town Board	Mid-Term
Explore development of a local business start-up fund to help small businesses develop.	Town Board	Mid-Term
Explore eligibility for state and federal funding programs	Town Board	Long-Term
Intergovernmental Cooperation	Who is responsible?	Priority
Establish regular meeting dates with surrounding towns and villages to identify further areas for cost sharing or consolidation.	Town Board	Short-Term
Perform feasibility analyses before engaging in cooperative agreements	Town Board	Short-Term
Provide cooperating localities with regular updates, or meeting minutes, from official Town meetings.	Town Board	Immediate
Establish regular meeting dates with service providers	Town Board	Immediate
Maintain direct communication with staff members of intergovernmental agencies.	Town Board	Ongoing

Appendix A

State Comprehensive Planning Goals

Wisconsin Statutes 66.1001 requires that the goals, objectives, policies, and programs of local governmental units be consistent with the fourteen planning goals in the State planning legislation, which include:

1. Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encourage neighborhood designs that support a range of transportation choices.
3. Protect natural areas, including wetlands, wildlife habitats, lakes and woodlands, open spaces, and groundwater resources.
4. Protect economically productive areas, including farmland and forests.
5. Encourage land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
6. Preserve cultural, historic, and archaeological sites.
7. Encourage coordination and cooperation among nearby units of government.
8. Build community identity by revitalizing main streets and enforcing design standards.
9. Provide an adequate supply of affordable housing for all income levels throughout each community.
10. Provide adequate infrastructure and public services and a supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balance individual property rights with community interests and goals.
13. Plan and develop land uses that create or preserve varied and unique urban and rural communities.
14. Provide an integrated, efficient, and economical transportation system that provides mobility, convenience, and safety, which meets the needs of all citizens including transit-dependent and disabled.

Appendix B

Marathon County Guiding Principles

Participants in the Marathon County comprehensive planning process worked cooperatively, through several meetings with sub-area groups, to develop a set of guiding principles that describe broad characteristics of a desired future for their communities and Marathon County. The guiding principles consist of a series of statements that reflect shared values and priorities regarding future growth and development. These principles were used to provide a general frame of reference for developing local goals and objectives. The ten guiding principles include:

- 1. Respect Local Governance** - Planning in Marathon County should build on local town, village and city government as a system that is unique, has served residents well, and is a strong component of local identity.
- 2. Preserve Working Agriculture** - Agriculture has been central to the culture and economy of Marathon County for over 100 years. Farming has been a way of life for generations of county residents and is fundamental to both community and individual identity. Efforts such as protecting prime farmland from development, exploring niche markets, and supporting cooperative practices can be implemented at the local level to help maintain and preserve working agriculture.
- 3. Maintain a Sense of Place** - As Marathon County's population grows and changes, communities will need to ensure that important physical features, buildings, and landscapes that exemplify their local identity are retained.
- 4. Preserve Rural Character** - Shifts in the farm economy and urban expansion are altering the County's rural landscape characterized by working farms, woodlands, rolling hills, marsh areas, and plentiful water bodies. As open spaces, farms, and woodlands are being lost or fragmented by development, Marathon County communities will need to make some important choices in order to preserve the qualities and character of the rural landscape.
- 5. Safeguard Natural Resources** - Marathon County is graced with abundant natural resources including numerous rivers, wetlands, forests, and wildlife. Careful stewardship of natural resources is essential to protect against fragmentation and degradation and ensure these resources continue to contribute to the ecology, character, quality of life, and economy of Marathon County into the future.
- 6. Foster Managed Growth and Coordinated Development** - Managing growth is important to ensure that no area is overwhelmed by development, land use conflicts are minimized, and development occurs in a quality manner that minimizes impacts on natural resources. Managing growth requires coordination of land uses and infrastructure, within and between communities, and recognizes that high quality growth in any one community will benefit surrounding communities as well.
- 7. Cost-Effective and Efficient Provision of Public Services** - Marathon County residents are clear in their desire to keep local taxes reasonable. One of the most effective

These features provide a sense of heritage and continuity that contribute to a community's identity and sense of place.

means to keep taxes under control is to ensure that public services are efficiently organized to provide the best service possible for the taxpayer dollar. Communities have a responsibility to provide the highest level of services possible given limited resources. To ensure cost-effective public services, local communities may want to consider options such as greater coordination, cost-sharing and consolidation if such efforts improve access to services and service delivery.

concern for many communities, often as a result of annexation, increases in public land ownership, and shifting economic markets. Efforts to attract additional revenue generators and coordinate with adjacent municipalities can help communities protect and preserve their local tax base.

8. Build Social and Civic Capacity - Marathon County residents take pride in their long tradition of local government. Ideally, participation in community affairs embraces and builds upon the diversity of cultures and values present in the community. Providing opportunities to share ideas and participate in community decision-making is essential to building and maintaining a strong sense of local community.

9. Support Rural Service Centers - Rural centers are part of a web of services that support residents, give local identity and are part of the rural way of life that residents want to preserve. Most villages in the County grew as centers to provide goods and services for nearby farmers, but have evolved as rural activity centers including the local school, churches, and some goods and services. Just as city neighborhoods are stronger with nearby commercial services, rural areas are stronger with nearby villages that provide a central meeting place to connect with other rural residents. As more people move to rural areas, it makes sense to concentrate new development in areas that can efficiently provide utilities and other services.

10. Preserve and Enhance Local Tax Base - A strong tax base allows a community to deliver needed services to residents while helping to keep taxes low. Erosion of local tax base is a