

CHAPTER NINE

Implementation

The completion of a comprehensive plan should be celebrated as a significant milestone in providing guidance for the future development of Howard. However, the key to the success of a comprehensive plan is its implementation. There are several land use regulatory tools, as well as administrative mechanisms and techniques, which can be utilized as implementation tools for the plan. While the Implementation chapter does not include all of the recommendations of the comprehensive plan, it does summarize the various implementation tools and related action steps toward its implementation.

Zoning

Zoning is the most common regulatory device used by municipalities to implement plan recommendations. The major components of zoning include a written zoning ordinance and zoning district map. The zoning ordinance includes specific language for the administration of the regulations. Included in the text are definitions, district use requirements, administrative procedures, sign and parking regulations, and other elements. The companion zoning district map defines the legal boundaries of each specified zoning district of the zoning ordinance.

Action Steps:

1. When the Village considers future rezoning requests, it is important that the various comprehensive plan components and recommendations be considered and used as a guide in the rezoning determination process. Land use recommendations contained within the plan should be implemented by the zoning ordinance and map.
2. The Village's zoning ordinance should be revised to promote concepts from the comprehensive plan, such as mixed land use, zero setback development, traditional neighborhood development, conservation subdivisions, neighborhood commercial centers, and the village center.
3. The Village zoning ordinance should be revised to expand and establish design requirements for all commercial and industrial development in the Village. Presently, the design requirements only apply to development in the business park or within the B-3 Business District, which includes only a small portion of the development activity in the Village.
4. The Village zoning ordinance should be revised to develop design requirements for residential development, including multifamily housing within a neighborhood setting.

Extraterritorial Zoning

Wisconsin Statute 62.23(7a) enables the Village to exercise extraterritorial zoning powers 1.5 miles into neighboring unincorporated communities. The Village currently has a boundary agreement with the Town of Suamico that addresses development issues between the two communities. The only other unincorporated community that is adjacent to the Village is the Town of Pittsfield. The Village's extraterritorial zoning would enable the Village to work with the Town of Pittsfield to create an extraterritorial district plan to ensure compatible land uses that are consistent with the Village of Howard Comprehensive Plan.

Action Steps:

1. The Village should initiate procedural action under Wisconsin Statute 62.23(7a) to establish extraterritorial zoning that extends 1.5 miles into the Town of Pittsfield.
2. At the conclusion of the existing 5-year boundary agreement with the Town of Suamico, the Village should pursue establishing extraterritorial zoning in Suamico if a new agreement is not reached.

Subdivision Ordinance

Subdivision regulations govern the process by which lots are created out of larger tracts of land. These regulations seek to ensure that the subdivisions appropriately relate to the surroundings, as well as existing and future public facilities. New subdivisions must also be consistent with the community vision as outlined by the comprehensive plan.

Action Steps:

1. The Village should review the comprehensive plan components and recommendations and use them as a guide in the review process when considering land subdivisions. The land use recommendations contained within the plan should be implemented by the subdivision ordinance.
2. The subdivision ordinance should be revised to ensure that new development is consistent with the comprehensive plan. It is especially important in regards to encouraging neighborhood developments that are "walkable," "livable," and "varied" as encouraged by this plan. The subdivision ordinance should be revised to also contain standards for open space, street widths and connectivity, sidewalks, trails, street trees, stormwater management, and other components of the comprehensive plan.

Official Map

An Official Map is a regulatory tool utilized by a community to project and record future municipal improvements. It is commonly used to identify existing streets and planned improvements, but an Official Map can also be utilized to identify planned school sites,

recreation areas, and municipal facilities. Once an area is identified on an Official Map, no building permit for a use other than the proposed use on the Official Map may be issued for that site unless the map is amended.

Action Steps:

1. The Official Map should be revised to reflect the recommendations of the Village's comprehensive plan. Items that should be mapped include transportation improvements (interchanges, etc.), future park sites, utility rights-of-way, schools, and other facilities.
2. Future amendments to the Official Map should be reviewed to determine if they are consistent with the recommendations of the comprehensive plan.

Capital Improvements Program

Another important device for comprehensive plan implementation is the development of a Capital Improvements Program (CIP). The program is designed to annually schedule public works projects within a specified period of time, and a CIP usually encompasses a period of five to ten years. A CIP that is consistent with the comprehensive plan will provide a monitoring tool to ensure that public works projects are located and scheduled with thorough consideration of each of the plan's chapter recommendations.

Action Steps:

1. Based on the comprehensive plan's recommendations, the Village should update and review the priorities and schedules for public works projects, such as road construction and maintenance, park development and acquisition, and water supply improvements.
2. Special consideration should be given to the comprehensive plan's 5-year growth boundaries when scheduling public utility and infrastructure improvements.
3. Annual updates to the Capital Improvements Program should occur, and these updates should be in compliance with the recommendations of the comprehensive plan.

Building and Housing Codes

A building code is a set of regulations that describes standards for the construction of new buildings or the remodeling of existing buildings. The Village uses the State of Wisconsin Building Code to promote the safety of new buildings and alterations to existing buildings. The housing code defines standards for how a dwelling unit is to be used and maintained after it is built.

Action Steps:

1. The building inspector should review the comprehensive plan to identify opportunities to use the enforcement of the building code as a mechanism to implement the goals and objectives of the comprehensive plan.
2. The Village should develop a housing code and property maintenance code to address concerns regarding substandard buildings and dwellings. These codes should address concerns regarding dangerous buildings, blighting influences, neighborhood nuisances, crowding, health issues, sanitation, yard maintenance, and building deterioration on surfaces, such as paint, siding, and broken windows. Enforcement of the codes should be considered in light of limited personnel.

Comprehensive Outdoor Recreation Plan

As recommended in the Utilities and Community Facilities chapter, the Comprehensive Outdoor Recreation Plan for the Village of Howard should be updated. Outdoor Recreation Plans are considered current for a period of five years after the adoption date. Updating and adopting the plan will make the Village eligible for WDNR grant monies.

Erosion and Stormwater Control Ordinances

Communities can adopt erosion and stormwater control ordinances to control the impact of development on runoff, groundwater recharge, and overall water quality. The ordinance should include standards for compliance and guidelines to assist developers in choosing appropriate stormwater management techniques. The ordinance should also identify that a village stormwater management plan will soon be completed and identify how smaller management practices can be designed to be compatible with the overall plan. The erosion control ordinance primarily addresses the reduction of sediment runoff associated with construction.

Action Steps:

1. Complete the Village of Howard Stormwater Management Plan and review the plan for consistency with the general goals and objectives of the comprehensive plan, the 5-year growth boundaries, and the incorporation of stormwater management facilities within the identified greenway corridors.
2. Amend the erosion control and stormwater management ordinance, the subdivision ordinance, and the capital improvements program to be consistent with the stormwater management plan.
3. Designate and train staff and revise procedures to effectively implement a stormwater management strategy.

Historic Preservation

Historical preservation ordinances are designed to help maintain the character of historically important buildings by preserving existing structures and facades, providing alternatives to demolition, and improving the compatibility of new adjacent buildings. A historical preservation ordinance can also be a catalyst for collecting and preserving the local history of the community.

Action Steps:

1. The Village should complete a survey of older buildings to determine if any qualify for historic status.
2. The Village should establish priorities for historic and cultural buildings and encourage rehabilitation and maintenance rather than the demolition of these structures.
3. The Village should seek grant funding sources to assist property owners in the rehabilitation and maintenance of historic structures.
4. The Village should work with volunteers to compile a history of Howard and seek to capitalize on the value of these resources and information through integration into the community park system, as well as local history programs for the community and through the schools.

Potential Funding Sources

Some of the recommendations in the plan may be implemented with the help of various sources of funds besides local property taxes. Private dollars can be leveraged by developing creative partnerships and by utilizing state and federal grant sources.

Action Steps:

1. Review the recommendations of the comprehensive plan and compare them to external funding sources, such as those identified in Appendix C. A review of projects from the CIP and evaluation of grant fund resources should be completed on an annual basis. The Village should aggressively pursue grant opportunities to reduce the impact of implementation of the plan on local tax levies.

Comprehensive Plan Review

Planning is not static. It is a continuous, ongoing process that is subject to change. It is also at the mercy of many forces over which a municipality has very little or no control (economic conditions, weather, birth rates, etc.). Therefore, if the Village's comprehensive plan is to remain a useful document, the plan should be reviewed on an annual basis to

ensure that it reflects the conditions present at the time and any changes and developments that may have occurred over the last year.

Action Steps:

1. The public will be notified and provided an opportunity to comment on proposed amendments to the comprehensive plan. The Village will consider neighborhood opinion in evaluating how a proposed amendment would meet the amendment criteria. Options for soliciting public opinion could include direct mail survey forms, neighborhood meetings, and open house meetings.
2. Criteria should be adhered to when considering amendments to the comprehensive plan. Amendments shall be approved only if they are determined to be in the public interest, and this determination should be based on a review of all applicable principals from the following:
 - a. How the proposal is more consistent with applicable policies of the comprehensive plan than the existing designation.
 - b. How the proposal is more consistent with each of the following objectives than the existing designation. Consistency is not required where the objective is clearly not applicable to the type of proposal involved.
 - Encourage the development of distinct neighborhoods served by commercial nodes, and discourage urban sprawl and strip commercial development.
 - Provide uses which are functionally integrated with surrounding areas and neighborhoods in terms of local shopping, employment, recreational, or other opportunities.
 - Provide development which is compatible and integrated with surrounding uses in terms of scale, orientation, pedestrian enhancements, and landscaping.
 - Conserve or enhance significant natural and historical features.
 - Provide adequate transportation, water, sewer, and other public services.
 - Provide significant economic development opportunities and broadening of the Village's economy.
 - Provide for the formation and enhancement of neighborhoods.
 - c. Changes shall also demonstrate that a substantial change in circumstances has occurred since the original designation

- d. Scope of review. The review and evaluation of proposed comprehensive plan map changes shall consider both the likely and possible future use of the site and associated impacts.
 - e. Cumulative Impacts. The review of individual comprehensive plan map or policy amendments shall also consider the cumulative transportation, land supply, and environmental impacts of other plan amendments proposed within the same annual cycle.
3. The Village of Howard Plan Commission should prepare a brief annual report. This report should summarize how the comprehensive plan was used to direct major spending, regulatory, and construction decisions; how development has or has not coincided with the recommendations of the plan; and how community circumstances have changed which have necessitated recommendations for appropriate comprehensive plan amendments by the Village Board.
 4. The Village should consult annually with other governmental agencies and neighboring communities to get their input regarding how their community activities relate to the recommendations of the comprehensive plan.
 5. The Village should complete a formal review of the entire comprehensive plan at least once every five years. Based on this review, changes should be made to sections of the plan determined to be out of date and sections that are not serving their intended purpose.
 6. At least once every ten years, the plan should be reviewed and updated using a formal process that includes a citizens advisory committee similar to the committee used to develop this plan.

APPENDIX A

Issues	Points
Expand green space, neighborhood parks (not sports complexes), and ESAs	144
Need to address all public services (fire, EMS, utilities, etc.) number, quality, and location of facilities	119
Maintain and improve water supply by ensuring participation with BC Water Authority	100
Improve traffic circulation entering/exiting/within the Village	97
Encourage economic development to increase tax base	97
Continue high standards for homes, businesses, other structures	91
Maintain orderly growth while being sensitive to the environment	88
Establish and maintain consistent standards for development and developers	76
Improve intersection safety and traffic flow	72
Maintain services within a reasonable budget	71
Maintain high quality schools	70
Plan should balance growth (residential, commercial, industrial)	66
Establish pedestrian-friendly village center (sense of place)	63
Better communication and participation among levels of government with residents	50
Preservation and protection of rural areas	41
Provide public aquatic facilities (pool, water park)	40
Maintain river quality as a community resource - Duck Creek Quarry for recreational use	38
Control speeding and address need for consistent speed limits	33
Maintain/expand bike lanes	33
Maintain green space within the Village	32
Attract environmentally-friendly businesses	32
Need sidewalks in new developments	32
Coordinate development with neighboring communities (streets, water, etc.)	30
Utilize existing commercial spaces better	30
Limit new subdivisions until existing ones have mostly filled up	29
Village beautification - flowers, trees, shrubs, and involve residents in care for it	26
Limit commercial development in residential areas	23
Develop off-street bike and pedestrian system	21

APPENDIX B

PUBLIC PARTICIPATION PROCESS FOR THE HOWARD COMPREHENSIVE PLAN

Steering Committee

The plan's steering committee will advise staff during the plan development process, review plan recommendations, discuss the plan elements with public meeting participants, and recommend a final draft of the comprehensive plan to the Village's planning commission and board.

Village Website

Residents will be encouraged to log onto the Village's website to obtain information about each plan element and provide input to the process. The website will be established at the beginning of the process to allow people the chance to contribute immediately.

Flyer

To officially start the planning process, a flyer will be mailed to each household that summarizes the process and provides questions for people to answer to get them thinking about planning issues.

Community Visioning Sessions

Once the project is underway, community visioning sessions will be held during the evening to establish many of the goals, objectives, and policies that will serve as the foundation of the comprehensive plan. All Howard residents will be invited to attend the sessions to offer and discuss their ideas of how the Village should grow over the next several years.

Resident Surveys

Another component of the process will be a survey that will be developed using the information gathered during the community visioning sessions. The survey will be sent to every Howard household and will be designed to determine how the entire community feels about the major issues raised during the visioning sessions.

Public Information Meetings

Once the visioning sessions and surveys are completed and the plan has started to take shape, public information meetings will be held to present various sections of the plan. Meeting participants will also have the opportunity to discuss the recommendations with planning staff and steering committee members and to suggest modifications.

Planning Commission and Village Board Meetings

Once the comprehensive plan is completed in draft form and approved by the steering committee, the Village's planning commission and board will hold public meetings to discuss and adopt the plan.

APPENDIX C

Financial Assistance for Wisconsin's Communities

The **Wisconsin Department of Commerce (COMMERCE)** has a broad range of financial assistance programs to help communities undertake economic development. This quick reference guide identifies these programs and selected programs from other agencies. COMMERCE maintains a network of area development managers to offer customized services to each region of Wisconsin. For more information on COMMERCE finance programs, contact the [Area Development Manager](#) for your region.

The **Brownfields Initiative** provides grants to persons, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located, or cannot meet the cleanup costs. Contact Jason Scott, 608/261-7714.

The **Community-Based Economic Development Program** is designed to promote local business development in economically distressed areas. The program awards grants to community-based organizations for development and business assistance projects and to municipalities for economic development planning. The program helps community-based organizations plan, build, and create business- and technology-based incubators and can also capitalize an incubator tenant revolving loan program. Contact Doug Thurlow, 608/266-7942.

The **CDBG-Blight Elimination and Brownfield Redevelopment Program** can help small communities obtain money for environmental assessments and remediate brownfields. Contact Joe Leo, 608/267-0751.

The **CDBG-Emergency Grant Program** can help small communities repair or replace infrastructure that has suffered damages as a result of catastrophic events. Call 608/266-8934.

The **CDBG-Public Facilities** component helps eligible local governments upgrade community facilities, infrastructure, and utilities for the benefit of low- to moderate-income residents. Call 608/266-8934.

The **CDBG-Public Facilities for Economic Development** component offers grants to communities to provide infrastructure for a particular economic development project. Contact Joe Leo, 608/267-0751, or Dawn Zanto, 608/266-8525.

The **Community Development Zone Program** is a tax benefit initiative designed to encourage private investment and job creation in economically distressed areas. The program offers tax credits for creating new fulltime jobs, hiring disadvantaged workers, and undertaking environmental remediation. Tax credits can be taken only on income generated by business activity in the zone. Call 608/267-3895.

The **Freight Railroad Preservation Program** provides grants to communities to purchase abandoned rail lines in the effort to continue freight rail service, to preserve the opportunity for future rail service, and to rehabilitate facilities, such as tracks and bridges, on publicly-owned rail lines. Contact Ron Adams, Department of Transportation, 608/267-9284.

The **Health Care Provider Loan Assistance Program** provides repayment of educational loans up to \$25,000 over a five-year period to physician assistants, nurse practitioners, and nurse midwives who agree to practice in medical-shortage areas in Wisconsin. The program is designed to help communities that have shortages of primary care providers and have difficulty recruiting providers to their area. Contact M. Jane Thomas, 608/267-3837.

The **Minority Business Development Fund - Revolving Loan Fund (RLF) Program** is designed to help capitalize RLFs administered by American Indian tribal governing bodies or local development corporations that target their loans to minority-owned businesses. The corporation must be at least 51 percent controlled and actively managed by minority group members and must demonstrate the expertise and commitment to promote minority business development in a specific geographic area. Contact Mary Perich, 414/220-5367, or Bureau of Minority Business Development, 608/267-9550.

The **Physician Loan Assistance Program** provides repayment of medical school loans up to \$50,000 over a five-year period to physicians who are willing to practice in medical-shortage areas in Wisconsin. The program is designed to help communities that have shortages of primary care physicians and have had difficulty recruiting these physicians to their area. Contact M. Jane Thomas, 608/267-3837.

The **State Infrastructure Bank Program** is a revolving loan program that helps communities provide transportation infrastructure improvements to preserve, promote, and encourage economic development and/or to promote transportation efficiency, safety, and mobility. Loans obtained through SIB funding can be used in conjunction with other programs. Contact Dennis Leong, Department of Transportation, 608/266-9910.

Tax Incremental Financing (TIF) can help a municipality undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development projects in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works.

The **Wisconsin Transportation Facilities Economic Assistance and Development Program** funds transportation facilities improvements (road, rail, harbor, airport) that are part of an economic development project. Contact Dennis W. Leong, Department of Transportation, 608/266-9910.

Other Related Financial Programs

The [Community Development Block Grant \(CDBG\)-Economic Development Program](#) provides grants to communities to loan to businesses for start-up, retention, and expansion projects based on the number of jobs created or retained. Communities can create [community revolving loan](#) funds from the loan repayments.

The [Freight Railroad Infrastructure Improvement Program](#) awards loans to businesses or communities wishing to rehabilitate rail lines, advance economic development, connect an industry to the national railroad system, or make improvements to enhance transportation efficiency, safety, and intermodal freight movement. Contact Ron Adams, Department of Transportation, 608/267-9284.

The [Recycling Demonstration Grant Program](#) helps businesses and local governing units fund waste reduction, reuse, and recycling pilot projects. Contact JoAnn Farnsworth, 608/267-7154, DNR.

The [Wisconsin Fund](#) provides grants to help small commercial businesses rehabilitate or replace their privately-owned sewage systems. Contact Jean Joyce, 608/267-7113.

Area Development Managers

Wisconsin Department of Commerce Area Development Managers assist business expansions, promote business retention, and help local development organizations in their respective territories. Area development managers (ADM) use their knowledge of federal, state, and regional resources to provide a variety of information to expanding or relocating firms. They also mobilize resources to help struggling businesses. Local economic development practitioners can turn to area development managers for assistance with long-term marketing and planning strategies.

Region 3: Dennis Russell **920/498-6302** dlrussell@commerce.state.wi.us

OTHER FINANCE PROGRAM QUESTIONS: **1-800-HELP BUSINESS**

APPENDIX D

Public Hearing Notice



Green Bay's Western Opportunity

July 30, 2002

Ashwaubenon-Howard-Suamico-Hobart Press
1047 Marvelle Lane
Green Bay, WI 54313

Dear Bob/Mike:

Please publish the following on August 2, and August 16, and September 6, 2002:

Village of Howard
Notice of Public Hearing

The Village of Howard Plan Commission and Village Board will hold a public hearing on September 9, 2002 at 7:00 p.m. in the Village Hall Board Room regarding an ordinance adopting the update of the Village of Howard's Comprehensive Plan. A copy of the proposed plan may be reviewed or obtained at the Village Hall, 2456 Glendale Avenue, Monday thru Friday, 8:00 – 4:30 p.m. or by logging on to the Village website at www.village.howard.wi.us. Written comments will be accepted up until the public hearing. For further information regarding the proposed ordinance contact Dave Wiese, Village Planner at 434-4640.

The recommended plan consists of written text and maps. Areas covered in the plan include the following general areas: issues and opportunities; housing; transportation, utilities and community facilities; agricultural, natural, and cultural resources; economic development; intergovernmental coordination; land use; and implementation. The plan also includes goals, objectives, and policies relating to these areas.

Hugh Thomas

ADMINISTRATION * BUILDING INSPECTION * ACCOUNTING * PARK & RECREATION
2456 Glendale Avenue * P.O. Box 12207 * Green Bay, WI 54307-2207
920-434-4640 * FAX 920-434-4643

APPENDIX E

Adoption Resolution

Ordinance 2002- 13

Ordinance to Adopt the Comprehensive Plan of the Village of Howard, Wisconsin

The Village Board of the Village of Howard, Wisconsin, do ordain as follows:

Section 1. Pursuant to Section 62.23(2)(3) of the Wisconsin Statutes, the Village of Howard, is authorized to prepare and adopt a comprehensive plan as defined in Section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Section 2. The Village Board of the Village of Howard, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.100(4)(a) of the Wisconsin Statutes.


Section 3. The Plan Commission of the Village of Howard, by a majority vote of the entire Commission recorded in its official minutes, has adopted a resolution recommending to Village Board the adoption of document entitled "Comprehensive Plan of the Village of Howard." containing all of the elements specified in Section 66.1001(2) of the Wisconsin Statutes.

Section 4. The Village of Howard has held at least one public hearing on this ordinance, in compliance with the requirements of Section 66.1001(4)(d) of the Wisconsin Statutes.

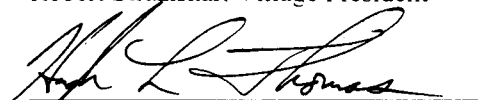
Section 5. The Village Board of the Village of Howard, Wisconsin, does by enactment of this ordinance, formally adopt the document entitled, "Comprehensive Plan of the Village of Howard," pursuant to Section 66.1001(4)(c) of the Wisconsin Statutes.

Section 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Village Board and publication as required by law.

Adopted this 23RD day of September, 2002.



Robert Strazishar, Village President



Hugh L. Thomas, Village Administrator

Date of publication:

9.27.02