

# Chapter 10

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## Plan Implementation

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### Purpose

According to Wisconsin State Statutes 66.1001 the Implementation element is “a compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit’s progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.

### Introduction

Once the Village of Ellsworth Comprehensive Land Use Plan is adopted, it can be implemented. Often the word “tools” is applied to the different methods that can be used to implement the plan. Implementation tools can be recommendations, educational pamphlets, committees, groups, local government, and ordinances.

The Plan Implementation chapter will present a wide arrange of tools the Village of Ellsworth may consider using, to implement the prioritized goals, objectives, policies, programs, and actions of each chapter.

### Potential Implementation Tools

Implementation tools can be grouped into regulatory and non-regulatory. Regulatory tools can be state, county, and town codes and ordinances the Village of Ellsworth uses to regulate it. Non-regulatory tools can be measures, which the Village government or residents voluntarily take to achieve a goal. Regulatory and non-regulatory tools can be used to do budgetary planning, public education, and preserve land. Below is a list of the available implementation tools at the Village’s disposal to help achieve the goals, objectives, and policies presented in this Plan.

#### Zoning Ordinances

Zoning Ordinances control the use of the land. They are used to ensure that land uses are compatible with one another with regard to type and spatial layout. Zoning can also direct growth in appropriate areas and protect existing property against zoning conflicts.

#### Subdivision Ordinances

Subdivision Ordinances control the development of land. They enable a community to control the subdivision of land by a developer. A community can specify lot sizes, density, design features, infrastructure, etc. They can also help guarantee that sufficient

existing and planned public utilities and facilities such as schools, parks and emergency services will be there for future growth.

### **Building and Housing Codes**

Building codes control the construction of buildings. The codes are put in place so that newly constructed and remodeled buildings conform to state building, plumbing, and electrical codes. Housing codes are passed to discourage housing from becoming dilapidated and blighted.

### **Official Map Ordinances**

The official map is a legal document. It shows existing and future streets, right-of-ways, parks, school sites, and other public facilities. It ensures that future development does not infringe on planned streets and public facilities. In conjunction with the Comprehensive Plan, the Official Map can be a very effective implementation tool.

### **Sign Ordinances**

A sign ordinance controls the placement of signs within a community and contributes to the community's aesthetics and character. The ordinance restricts the size, location, and types of signs. As well as the materials, that can be used for signs.

### **Site Plan Review**

A Site Plan Review is mostly concerned with residential land use, commercial and industrial properties. It is in place to make sure storm drainage, parking, and setback requirements are met.

### **Stormwater Management Ordinances**

Stormwater management ordinances or plans are designed to address the quality and quantity of stormwater runoff and its impact on water resources. Communities can adopt stormwater management plans or ordinances. The plans or ordinances are used to address erosion and stormwater runoff during construction and post-construction phases of development. Communities also use these to address the quantity and quality of stormwater runoff and its impact on water resources. They can also be used to address flooding issues.

### **Historic Preservation Ordinances**

A Historic Preservation Ordinance aims to protect historic buildings, structures, and districts. The Village may address historical accuracy when designated buildings, structures, or districts are rehabilitated or redeveloped. It is designed to protect communities from development that would detract from its appearance and character.

### **Access Control Ordinances**

An Access Control Ordinance provides for safe and efficient movement of traffic and provides safe access to land adjacent to roadways. Through this, land development along roadways can be managed. State, county, and local governments often use this to implement roadway traffic, access, and development issues.

### **Floodplain Ordinances**

Floodplain Ordinances control the use of land within a floodplain. This type of ordinance is used to minimize expenditures for flood control projects, business interruptions, and damage to public facilities as well as to insure the proper management and development of the shoreland of all navigable lakes, ponds, flowages, rivers and streams and the

surrounding floodplain. The Floodplain Ordinance can also be used as a tool to discourage the victimization of unwary land and homebuyers.

### **Transportation Plans**

A transportation plan is the document to follow when new subdivisions are developed. Existing and future road corridors are mapped and should be followed to form continuity between existing and future development. The State requires that a PASER Study be completed every three years. Updating the PASER Study would be a component of a Transportation Plan.

### **Code of Ordinances**

A Code of Ordinances covers a wide variety of regulations to help protect the Village. Some of the issues covered in the Code include: Building Construction, Citations, Emergency Management, Impact Fees, Parks, Subdivision of Land, and Zoning.

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

A TDR Program allows landowners to transfer development rights from a sending area (area to be protected in perpetuity) to a receiving area (land to be developed). This program would allow the landowners in the Village to permanently preserve the best farmland and still be able to get an equitable value for the development rights on their land.

### **Design Review Ordinance**

A Design Review Ordinance protects property rights and values, enhances important environmental features of the Village and ensures that the general appearance of buildings and site improvements are consistent with the goals of the Village. A Design Review Ordinance could achieve the following: require adequate landscaping, ensure proper circulation within parking areas, provide sidewalks to meet pedestrian needs, and encouraging architecture that responds to the needs of the users and presents an attractive exterior to the public and adjoining property owners.

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## **Financial Tools**

### **Capital Improvements Program (CIP)**

A CIP allows you to prioritize and budget monies for future improvements to public buildings, roads, parks, and utilities. It examines available tax dollars and future revenues to predict expenditures for the future.

### **Tax Increment Financing (TIF) Districts**

A TIF program allows the Village to use the taxes collected on the increase in the value of taxable property for financing additional property improvements. This tool is used by communities to capture future increases in property tax revenue and make these dollars available as a development incentive, subsidy or investment. Villages can continue to create TIF districts to encourage economic development in distressed or underdeveloped areas where development would not otherwise occur. Currently, the Village has two active TIF districts, an industrial TIF in the industrial park and a blighted TIF in the downtown.

### **Community Development Block Grants (CDBG)**

CDBG's are used to improve local housing and public buildings. Several state and federal programs are available for various housing needs.

### **Impact Fees**

Impact Fees can be used to offset the cost of infrastructure needs in a community. New developments will be charged impact fees per dwelling. In turn, that money is used to upgrade wastewater treatment plants, libraries, parks, police departments, utilities, and roads. This shifts much of the financial burden of these upgrades to the people that initiate them.

### **Business Capital Fund**

The Business Capital Fund is a revolving loan fund (RLF) designed to address a gap in private capital markets for long term-fixed rate, low down payment, low interest financing. The fund is targeted to manufacturers, tourism and selected service industries, which create jobs and are located in Buffalo, Jackson, Pepin, Pierce and Trempealeau Counties.

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## **Existing Implementation Tools and Plans**

The Village does have number of adopted ordinances. Below is a summary of those implementation tools:

### **Comprehensive Plan**

The Plan is meant to be a guide for all types of community development decisions. With adoption by the Village Board, the Plan becomes the official policy of the Village for planning and development issues in Ellsworth. Development of a community happens incrementally, one development, and sometimes, one parcel at a time. In addition, decision-making committees and boards responsible for making development decisions change over time. Therefore, using the Plan as a guide for overall development decisions will build consistency, continuity and legal protections into the development process.

### **Zoning Code**

Zoning classifications are currently in place to generally carry out the land use provisions of the Plan. Once again, the Village should use the goals, objectives, and policies of the Plan as a guide for decisions regarding rezoning, special exceptions, and variances under the Zoning Ordinance.

This does not mean that rezoning cannot take place, but should make the following considerations when reviewing a potential rezoning:

- A rezoning would make the use of the property more compatible to adjacent uses.
- Not rezoning would cause an unnecessary hardship on the property owner.
- A variance or conditional use is not permitted under the requirements of the existing zone of the land of the property owner requesting the rezoning.

### **Subdivision Ordinance**

The Village's Subdivision Ordinance controls the development of land. It enables the Village to control the subdivision of land by a developer. The ordinance specifies lot

sizes, density, design features, infrastructure, review authority, etc. Having the Subdivision Ordinance in place helps guarantee sufficient, existing and planned, public utilities and facilities such as schools, parks and emergency services will be there for future growth.

### **Building Code**

The Building Code provides certain minimum standards, provisions and requirements for safe and stable design, methods of construction, and uses of materials in buildings and/or structures erected, constructed, enlarged, altered, repaired, moved, converted to other uses or demolished.

### **Code of Ordinances**

The Village does have a Code of Ordinances in place that covers a wide variety of regulations to help protect the Village. Some of the land use related issues covered in the Code include: Building Construction, Emergency Management, Impact Fees, Parks, division of Land, and Zoning.

### **Floodplain Zoning Ordinance**

The Floodplain Zoning Ordinance is used to provide a uniform basis for the preparation implementation and administration of sound floodplain regulations for all floodplains. It is important to limit development in the floodplain because uncontrolled development and use of floodplains, rivers, streams in the Village could adversely affect the public health, safety, convenience, and general welfare of the local residents.

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## **Roles and Responsibilities**

**Residents and Property Owners:** The Village of Ellsworth encourages continuous input from its residents and property owners. This process does not end with the adoption of the Comprehensive Plan. Views change and new ideas evolve, and with this, the Comprehensive Plan will need to be updated. Therefore, public participation will always be needed and encouraged.

**Plan Commission:** The Village of Ellsworth Plan Commission's role in the planning process is to review all pertinent information, give input, and act as advisory to the Village Board. The Plan Commission will use the Comprehensive Plan as a guide for making decisions and will recommend revisions and updates as needed.

**Village Board:** In order for the Comprehensive Plan to be implemented, the Village Board must formally adopt the Plan. Upon this happening, the Comprehensive Plan becomes the official guide for decision-making by Village officials. As chief policy makers, the Board is also responsible for establishing and actively supporting a continuing planning program.

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## **Implementation Priorities and Schedule**

The Implementation Priorities and Schedule is only part of the Village's Comprehensive Plan. Future Plan Commission and Village Board members should understand the overall vision of the Plan and be aware of the goals, objectives, programs, policies, and actions recommended at the end of each chapter.

The timeframes used for the recommended actions are:

**Short Term:** 1 to 5 years  
**Mid Term:** 6 to 10 years  
**Long Term:** Beyond 10 years  
**Continuous:** Ongoing support and/or action

Table 10-1 – Housing Implementation Priorities

Element	Recommendation	Group	Timeframe
HOUSING	Continue to apply for Community Development Block Grant monies to help residents financially with housing rehabilitation projects.	Housing Authority; Village	Ongoing
	Encourage residents to build on empty lots within existing subdivisions.	Village Staff; Village Board; Village Planning Commission	Ongoing
	Provide housing program information to residents throughout the Village.	Housing Authority; Village	Ongoing
	Undertake municipal improvement to maintain and improve neighborhood conditions, including street reconstruction, sidewalk replacement, sewer and water improvements, and park facilities.	Housing Authority; Village	Ongoing
	Continue to regularly update the Subdivision Ordinance.	Village Staff; Village Board; Village Planning Commission	Ongoing
	Review the existing zoning, subdivision, and offenses and nuisances regulations in the Village Code of Ordinances to make sure they are consistent with the intent of the comprehensive plan.	Village Board; Village Planning Commission	Short Term
	Work with groups or programs to attract elderly housing and assisted living facilities to the Village of Ellsworth.	Village Staff; Village Board; Village Planning Commission	Mid Term

Table 10-2 – Transportation Implementation Priorities

Element	Recommendation	Group	Timeframe
TRANSPORTATION	Continue to utilize the PASER pavement evaluation system and the Village of Ellsworth 5-Year Road Improvement Plan to efficiently plan future infrastructure expenditures.	Public Works Department	Ongoing
	Continue to refer to and update the Village's Safe Routes To School Plan when making future trail and sidewalk plans.	Streets and Sidewalk Committee	Short Term

Table 10-3 – Utilities and Community Facilities Implementation Priorities

Element	Recommendation	Group	Timeframe
UTILITIES AND COMMUNITY FACILITIES	Explore funding options for expansion of community facilities; including grants such as Community Development Block Grants (CDBG) or DOT Transportation Economic Assistance, Wisconsin DNR Stewardship, or create a TIF District to help offset utility improvements.	Village Staff; Village Board; Village Planning Commission	Ongoing
	Explore the possibilities of a new combined municipal building (Village Hall, Police, Library, etc.) in order to update facilities and reduce costs for duplicated amenities.	Village Staff; Village Board; Village Planning Commission	Mid Term
	Ensure adequate land for anticipated growth.	Village Staff; Village Board; Village Planning Commission	Long Term

Table 10-4 – Agricultural, Natural, and Cultural Implementation Priorities

Element	Recommendation	Group	Timeframe
AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES	Continue to enforce the Village's wellhead protection ordinance.	Village Staff; Village Board; Village Planning Commission	Ongoing
	Continue to enforce the Village's well abandonment ordinance.	Village Staff; Village Board; Village Planning Commission	Ongoing
	Enforce the Land Division and Subdivision Regulations Ordinance to ensure adequate park land/open space is provided when new developments are created, and enforce the development of those park and/or recreation facilities.	Village Staff; Parks Recreation, and Development Committee	Mid Term

Table 10-5 – Economic Development Implementation Priorities

Element	Recommendation	Group	Timeframe
ECONOMIC DEVELOPMENT	Work with Pierce County Economic Development Corporation to be more proactive in promoting the Village's commercial and industrial parks.	Village Staff; Village Board; Village Planning Commission	Ongoing

Table 10-6 – Intergovernmental Cooperation Implementation Priorities

Element	Recommendation	Group	Timeframe
<b>INTERGOVERNMENTAL COOPERATION</b>	Provide copies of the Village of Ellsworth Comprehensive Plan to surrounding Towns, Pierce County, and Mississippi River Regional Planning Commission to communicate the Village's overall vision for its future.	Village Staff; Village Board; Village Planning Commission; Consultant	Ongoing & Short Term

Table 10-7 – Land Use Implementation Priorities

Element	Recommendation	Group	Timeframe
<b>LAND USE</b>	Reference the Village's Future Land Use and Extraterritorial Zoning maps when making future rezoning decisions.	Village Planning Commission; Extraterritorial Zoning (ETZ) Committee	Ongoing
	Continue to meet with the Town of Ellsworth and Town of Trimbelle to monitor and maintain the ETZ agreement, ensuring growth and development is favorable for each community.	Village Board; Extraterritorial Zoning (ETZ) Committee	Short Term

Table 10-8 – Implementation Implementation Priorities

Element	Recommendation	Group	Timeframe
<b>IMPLEMENTATION</b>	Encourage the Plan Commission and Village Board review the Implementation Priorities and Schedule section annually to gauge implementation progress.	Village Staff; Village Board; Village Planning Commission; Consultant	Ongoing & Short Term
	Create list of local and area groups, organizations, and committees that can help implement the plan.	Village Staff; Village Board; Village Planning Commission	Short Term

## Plan Updates

Ongoing evaluation of the Village of Ellsworth Comprehensive Plan is important. The needs of the community today may be different in the future. Revisions and amendments to the Village's Comprehensive Plan can be done at any time by following the procedures for adopting a Comprehensive Plan required by state statutes. These include publishing a Class I notice, having the plan available for the public to review for 30 days, and holding a public hearing.



The Village of Ellsworth Comprehensive Plan and its Implementation Chapter should be reviewed yearly by the Plan Commission to measure the progress of the plan and publish a quick “Comprehensive Plan Progress Report” – describing in a reader-friendly fashion the progress made on the short, mid, and long term goals, and the new goals set. By law, the Comprehensive Plan is required to be updated every 10 years.

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## **Plan Consistency**

There were no known inconsistencies identified in the adopted Plan. Any inconsistencies were addressed in the Plan through changes in the draft or through implementation recommendations.

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## **Goals, Objectives, and Policies**

**Goal 1:** Maintain a relevant and an effective Comprehensive Plan for the Village of Ellsworth.

### **Objectives:**

1. Ensure the Plan is usable and applied to meet the Village’s goals and changing needs.
2. Consider new implementation tools to guide future growth.

### **Policies:**

1. Encourage the Plan Commission and Village Board review the Implementation Priorities and Schedule section annually to gauge implementation progress.
2. Have Plan Commission and Village Board Update the Implementation Priorities and Schedule every five years to determine goals that are achieved and to consider new goals and timelines as needed.
3. Create list of local and area groups, organizations, and committees that can help implement the plan.
4. Revise and amend the Village of Ellsworth Comprehensive Plan as needed.
5. Create an annual “Comprehensive Plan Progress Report” that describes the progress made implementing the short, mid, and long-term goals.
6. Look at other possible types of plans that could be beneficial to the Village.
7. Consider other possible types of ordinances that could be implemented.
8. Consider developing a detailed, long-term Capital Improvements Plan.