

CHAPTER 9 Implementation Element

This Plan is intended to be used as the guide for future development decisions. Its real value, however, will be measured in the results it produces. Specific implementation measures must be taken to accomplish the goals, objectives and policies of the Town of Plover Comprehensive Plan.

Section 9.1 Comprehensive Plan Adoption Procedures

The Wisconsin State Statutes establish the manner in which a Comprehensive Plan must be adopted by a community:

66.1001(4) Procedures for adopting Comprehensive Plans. *A local governmental unit shall comply with all of the following before its Comprehensive Plan may take effect:*

(a) The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a Comprehensive Plan and shall provide an opportunity for written comments on the Plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.

(b) The Plan Commission or other body of a local governmental unit that is authorized to prepare or amend a comprehensive plan may recommend the adoption or amendment of a Comprehensive Plan only by adopting a resolution by a majority vote of the entire commission. The vote shall be recorded in the official minutes of the Plan Commission or other body. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of a comprehensive plan. One copy of an adopted Comprehensive Plan, or of an amendment to such a Plan, shall be sent to all of the following:

- 1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.*
- 2. The Clerk of every local governmental unit that is adjacent to the local governmental unit that is the subject of the plan that is adopted or amended as described in [par. \(b\) \(intro.\)](#).*
- 3. The Wisconsin Land Council.*
- 4. After September 1, 2003, the Department of Administration.*
- 5. The Regional Planning Commission in which the local governmental unit is located.*
- 6. The public library that serves the area in which the local governmental unit is located.*

(c) No Comprehensive Plan that is recommended for adoption or amendment under [par. \(b\)](#) may take effect until the political subdivision enacts an ordinance_or the Regional Planning Commission adopts a resolution that adopts the plan or amendment. The political subdivision may not enact an ordinance or the Regional Planning Commission may not adopt a resolution under this paragraph unless the Comprehensive Plan contains all of the elements specified in [sub. \(2\)](#). An ordinance may be enacted or a resolution may be adopted under this paragraph only by a majority vote of the members-elect, as defined in [s. 59.001 \(2m\)](#), of the governing body. An ordinance that is enacted or a resolution that is adopted under this paragraph, and the plan to which it relates, shall be filed with at least all of the entities specified under [par. \(b\)](#).

(d) No political subdivision may enact an ordinance or no regional planning commission may adopt a resolution under [par. \(c\)](#) unless the political subdivision or Regional Planning Commission holds at least one public hearing at which the proposed ordinance is

discussed. That hearing must be preceded by a class 1 notice under [ch. 985](#) that is published at least 30 days before the hearing is held. The political subdivision or Regional Planning Commission may also provide notice of the hearing by any other means it considers appropriate. The class 1 notice shall contain at least the following information:

- 1. The date, time and place of the hearing.*
- 2. A summary, which may include a map, of the proposed Comprehensive Plan or amendment to such a Plan.*
- 3. The name of an individual employed by the local governmental unit who may provide additional information regarding the proposed ordinance.*
- 4. Information relating to where and when the proposed Comprehensive Plan or amendment to such a plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained.*

As previously stated in this plan, the Town of Plover Comprehensive Planning process took place as part of a larger County-wide planning effort (see the Introduction section of this document). These concurrent and complementary regional and local planning efforts began in June 2001. On July 25, 2001, the Portage County Comprehensive Planning Joint Steering Committee adopted the Portage County Comprehensive Plan Public Participation Plan. This extensive document detailed the many ways and opportunities that citizen input would be encouraged and facilitated throughout the formulation of the Comprehensive Plans across Portage County. On September 3, 2003, the Plover Town Board adopted the Portage County Comprehensive Plan Public Participation Plan as a model for their process.

Beginning in January 2003, the Plover Plan Commission held the following meetings to discuss the different elements that make up their Comprehensive Plan:

January 8, 2003	December 10, 2003	September 8, 2004
February 12, 2003	January 14, 2004	October 13, 2004
March 12, 2003	February 11, 2004	November 10, 2004
April 9, 2003	March 10, 2004	December 8, 2004
May 14, 2003	April 14, 2004	January 12, 2005
June 11, 2003	May 12, 2004	February 9, 2005
July 9, 2003	May 26, 2004	March 9, 2005
August 13, 2003	June 3, 2004	April 13, 2005
September 10, 2003	June 14, 2004	May 11, 2005
October 8, 2003	June 15, 2004	May 25, 2005
October 16, 2003	July 19, 2004	June 8, 2005
October 30, 2003	August 11, 2004	June 22, 2005
November 12, 2003	August 23, 2004	July 7, 2005

Each of these meetings was open to the public and officially noticed, being posted in three public places or listed in Stevens Point Journal newspaper. The Plan Commission recommended the Plan to the Town Board for consideration on July 15, 2005, with copies of this recommended draft made available for inspection at the Town Hall, Charles White Library in Stevens Point, the Plover Branch of the Portage County Public Library in the Village of Plover, and Portage County Planning and Zoning offices, as well as being posted for viewing on the Portage County Comprehensive Planning website. A public hearing was held before the Town Board and Plan Commission on November 10, 2005, and the Town of Plover Comprehensive Plan was officially adopted by majority vote at the December 21, 2005 Town Board meeting.

Section 9.2 Comprehensive Plan Implementation

Wisconsin State Statute 66.1001(3) establishes the actions that must be based on the adopted comprehensive plan (2003 Wisconsin Act 233 revised the original list of items to meet the consistency requirement) to include:

(3) Actions, procedures that must be consistent with Comprehensive Plans. Beginning on January 1, 2010, if a local governmental unit engages in any of the following actions, those actions shall be consistent with that local governmental unit's Comprehensive Plan:

(g) Official mapping established or amended under [s. 62.23 \(6\)](#).

(h) Local subdivision regulation under [s. 236.45](#) or [236.46](#).

(j) County zoning ordinances enacted or amended under [s. 59.59](#).

(k) City or Village zoning ordinances enacted or amended under [s. 62.23 \(7\)](#).

(l) Town zoning ordinances enacted or amended under [s. 60.61](#) or [60.62](#).

(q) Zoning of shorelands or wetlands in shorelands under [s. 59.692](#), [61.351](#) or [62.231](#).

The Town of Plover came under Portage County Zoning jurisdiction on July 1, 1987 and Portage County still administers the Zoning Ordinance for the Town. The Town is also subject to the County's Shoreland and Floodplain Zoning, Subdivision, Private Sewage, Tower and Nonmetallic Mining Reclamation Ordinances.

The Town shall undertake a review of these regulatory tools for compatibility and consistency with the various goals, objectives and policies of the adopted Comprehensive Plan, and identify any sections of the documents that may need updating. The review period shall commence within 12 months of the initial adoption of the plan. The Town recommends revision and final approval for the updated regulatory tools to be completed within 24 months of the County Board adopting the Portage County Comprehensive Plan.

To ensure that this Plan will accomplish its intended goals, more steps will need to be taken beyond simply adopting this document. In general, the plans effectiveness depends upon the commitment of Town and County officials, as well as local residents, to follow through with the policies, recommendations and action plan contained herein.

Action Plan:

Specific actions needed to preserve the Town's rural atmosphere, guide growth and otherwise successfully implement this Plan include:

1. Update the Town of Plover zoning map to reflect changes in land use recommendations.
2. Annual review Comprehensive Plan Goals, Objectives, and Policies.
3. Work with the Portage County Planning and Zoning Department to create a Comprehensive Plan text and map amendment application form by December 2005.
4. Submit plan document and updated zoning map within six months of adopting this plan to the State Land Conservation Board to allow farmers to be eligible for tax credits under the Farmland Preservation Program.
5. Create Land Evaluation Site Assessment (LESA) ranking criteria within 24 months of adopting this Comprehensive Plan.
6. Provide informational materials to residents regarding rehabilitation programs and funding sources.

7. Review and update the Town's Mobile Home Ordinance.
8. Consider the creation of a Town Road and Sign Ordinance.
9. Information regarding agricultural practices, Wisconsin's Right to Farm Law, Best Management Practices, etc. is available at the Town Hall.
10. Work with Portage County Zoning Department to amend the County Zoning Ordinance to allow for mixed uses such as, residential, home occupation, retail and light manufacturing, and the creation of a zoning district that allows for unsewered residential development on a one-acre minimum lot size.
11. Periodically review intergovernmental agreements (e.g. boundary agreements, snow plowing, road maintenance, shared revenue, etc.)
12. The Town Board, in agreement with the Village of Plover, shall review intergovernmental agreements on an annual basis, no later than the 4th Wednesday of April.

Section 9.3 Relationship to Zoning

While this Plan is intended to serve as a guide in updating the Town zoning map, it is advisory in that it does not have the authority of a zoning ordinance. However, the State's Comprehensive Planning law requires that beginning on January 1, 2010, if the Town of Plover engages in any of the following activities – zoning, subdivision regulations, shoreland zoning, or official mapping, those actions must be consistent with the Town of Plover Comprehensive Plan. Therefore, the Town's zoning map will have to be consistent with the recommendations found in this Comprehensive Plan.

The Portage County Board has the final decision-making authority regarding amendments to the Town zoning map, since the Town of Plover is under County zoning jurisdiction. It is the County Board's established practice to seek the input of the Town Board, interested residents/landowners, and the Portage County Planning and Zoning Department when formulating decisions. However, under State law, the Plover Town Board is granted the power to veto any zoning change made within the Town by the County Board.

The Town of Plover will rely on the Portage County Zoning Ordinance as the primary tool for implementing their Comprehensive Plan. The Comprehensive Plan makes use of land use categories, while the Zoning Ordinance uses districts to separate incompatible uses and specify appropriate development densities. Each land use category identified by this Plan describes the community's expectations of what future development should consist of within specific areas. To implement those expectations, the Town must assign zoning districts that match the intent of their land use categories. Table 9.1 details appropriate relationships between Town of Plover land use categories and Portage County Zoning Ordinance districts.

Table 9.1: Town of Plover Zoning / Land Use Plan Compatibility Table*

COMPREHENSIVE PLAN MAP CATEGORIES <i>PORTAGE COUNTY ZONING DISTRICTS</i>	Enterprise Agriculture (L-1)	Intermediate Agriculture (L-2)	Limited Agriculture / Mixed Use (L-3)	Natural Area - Limited ¹	Natural Area - Protected	Recreational PUD	Residential – Low Density	Residential – Medium Density	Commercial ²	Industrial ³
R1 – Rural and Urban Fringe Residence							X	X		
R2 – Single Family Residence				X				X		
A1 – Exclusive Agriculture	X									
A20 – Primary Agriculture										
A2 – Agricultural Transition		X	X							
A3 – Low Density Agriculture										
A4 – General Agriculture										
C1 – Neighborhood Commercial									X	
C3 – Commercial									X	
C4 – Highway Commercial									X	
Industrial										X
Conservancy				X	X					
Recreational PUD ⁴						X				

¹ The use of the R2 zoning district applies only to existing residences. New residences are not recommended due to the potential for flooding or other environmental limitations.

² All commercial requests will be considered on a case by case basis.

³ All industrial uses are regulated by special exception.

⁴ The Recreational PUD district does not currently exist as part of the Portage County Zoning Ordinance. This district will have to be created.

****The use of existing zoning districts, at the time of plan adoption, will be allowed until future uses change.***

Section 9.4 Integration, Amendment, and Update of Comprehensive Plan Elements

A. Integration

The goals, objectives, and policies contained within the preceding eight elements (chapters) of this Comprehensive Plan, along with the accompanying inventory and analysis, have been thoroughly reviewed and approved by the Town of Plover Plan Commission and Town Board. Throughout the drafting and review process, great care was taken to include all issues and concerns from Board and Commission members, as well as from the community at large. Special attention was then given to making sure that the policies required to address the individual issues or concerns did not conflict, either with each other within the chapter, or between the different chapters. The future revision of any Comprehensive Plan goal, objective, or policy shall receive the same level of deliberation and analysis as the original Plan; special attention shall be given so that the new adopted language does not create conflicts within or between chapters.

B. Plan Amendment and Update

As cited at the beginning of this chapter, State Statute section 66.1001(2)(i), states that the Comprehensive Plan shall be updated no less than once every 10 years. To comply with this requirement, the Town of Plover will need to undertake a complete update of this nine-chapter document and appendices by the year 2015. The Town may commence the update at any time prior to 2015 as Town conditions or needs change.

Smaller-scale amendments to portions of the Comprehensive Plan may also be considered by the Town Board at any time. The public shall be notified of any proposed changes and allowed the opportunity to review and comment. The Town should consider residents' opinions in evaluating a proposed change. The procedure for amendment and update will be the same as original Plan adoption outlined in Section 9.1 above, and as follows.

1. Amendment Initiation

The following may submit an application for a Comprehensive Plan amendment:

- Plover Town Board
- Town of Plover Plan Commission
- Any Town resident **
- Any person having title to land within the Town
- Any person having a contractual interest in land to be affected by a proposed amendment
- Any agent for the above

**Any Plover resident may request that the Town Plan Commission review future land use for a parcel of land not owned by the resident making the request. The Plan Commission must then determine if the request is in the Town's best interest; if so, the Plan Commission would move forward with the request; if not, then the Plan Commission would deny it.

The applicant that proposes an amendment to the Future Land Use Map shall have the burden of proof to show that the proposed amendment is in the public interest and internally consistent with the remainder of the Plan.

2. Application and Review Procedure

The amendment process described in Section 9.1 shall also include the following steps:

- a. **Submittal of Application.** The applicant shall submit a complete application to the Town Clerk, along with any applicable application fees. A copy of the application shall be forwarded by the Clerk to each member of the Plan Commission.
- b. **Application Review.** The Plan Commission shall review the application at one of its regular or special meetings for compliance with the Comprehensive Plan. Upon conclusion of their review, Plan Commission shall make a written recommendation to the Town Board for either approval or denial. This recommendation shall include findings of fact to justify the recommendation.
- c. **The Town Board shall hold a public hearing on the request, per State Statute requirements.** After reviewing the application, Plan Commission recommendation, and comments from the public hearing, the Town Board shall make a decision to deny the proposed amendment; approve the proposed amendment; or approve the amendment with revision(s) that it deems appropriate. Such revisions to the proposed amendment shall be limited in scope to those matters considered in the public hearing.

- d. Update History of Adoption and Amendment. The Plan Commission shall establish a table entitled “History of Adoption and Amendment” for the purpose of keeping records on Plan amendments.

3. Application Requirements

- a. An application submitted by a resident/landowner/agent to amend the Future Land Use Map shall include the following:
 - A scaled drawing of the subject property.
 - A legal description of each of the parcels in the subject property.
 - A map of existing land uses occurring on and around the subject property.
 - A written description of the proposed change.
 - A written statement outlining the reason(s) for the amendment.
 - Other supporting information the Town or applicant deems appropriate.
- b. Other Amendments. For all other types of amendments, the application shall include the following:
 - A written description of the proposed change.
 - A written statement outlining the reason(s) for the amendment.
 - Other supporting information the Town or applicant deems appropriate.

4. Special Considerations for Plan Amendments

- a. Internal Consistency. Amendments shall be made so as to preserve or enhance the internal consistency of the entire Comprehensive Plan.
- b. Granting special privileges or placing limitations is not permitted. No amendment to change the Future Land Use Map shall contain special privileges or rights or any conditions, limitations, or requirements not applicable to all other lands in the district.
- c. The amendment shall not create an adverse impact on adjacent land/land uses.
- d. The amendment shall not create an adverse impact on public facilities and services.

Section 9.5 Monitoring/Formal Review of the Plan

To assure that this Comprehensive Plan will continue to provide useful guidance regarding development within the Town, the Plover Plan Commission must periodically review and amend the Plan to ensure that it remains relevant and reflects current Town values and priorities.

In order to achieve this, the Town Plan Commission Chair shall request, at least once every year, to place the performance of the Comprehensive Plan on the agenda of a regular or special Plan Commission meeting for discussion and recommendation to the Town Board. Discussion should include a review of the number and type of amendments approved throughout the previous year, as well as those that were denied. This information serves to gauge the adequacy of existing policies; multiple changes indicate policy areas in need of re-assessment. Other topics would include changes to either the development market or residents’ attitudes and values toward different aspects of Town life. As a result of this discussion, the Plan Commission would recommend either no change to the Plan, or one or more specific changes that should be addressed. At this point the process detailed in Sections 9.1 and 9.4 above would commence.