

Chapter XV

IMPLEMENTATION ELEMENT

INTRODUCTION

The comprehensive plan elements described in this report provide a design for the attainment of specific comprehensive plan objectives. However the plan is not complete until the steps required to implement the plan are specified. This chapter outlines the action policies and programs that should be undertaken by various agencies and units of government in efforts to implement the plan. It should be recognized that implementation of the comprehensive plan also depends upon the cooperation of public and private interests. Intergovernmental cooperation is described in Chapter XVI of this report.

The implementation element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(i) of the *Statutes* requires this element to include a compilation of programs and specific actions (policies), in a specified sequence, to implement the recommendations set forth in the other eight elements. The *Statute* also requires this element to:

- Identify proposed changes to applicable zoning ordinances, subdivision ordinances, and official maps.
- Describe how each of the other eight elements of the comprehensive plan will be integrated and made consistent with other elements of the plan.
- Include a mechanism to measure the County's progress towards achieving the recommendations of the plan.
- Include a process for amending and updating the plan. The *Statutes* require that a comprehensive plan be updated no less than once every 10 years.

Section 66.1001(4) of the *Statutes* sets forth the required procedure for adoption or amendment of a comprehensive plan, which includes:

- Adoption of a written public participation plan designed to foster public participation in the development of a comprehensive plan or a plan amendment.
- Approval of a recommended plan by a resolution approved by a majority of the full membership of the plan commission (for city, village, and town plans) or the appropriate committee of the County Board (for county plans). The Economic Development and Land Use Planning Committee (EDLUPC) of the Racine County Board oversees comprehensive planning activities on behalf of the County Board in Racine County.

- Distribution of the draft plan for review and comment to:¹
 - Every governmental body located in whole or in part within the County;
 - The clerk of all adjacent County and local governments;
 - The Wisconsin Department of Administration;
 - SEWRPC; and
 - All public libraries in the County.

The parties listed above must also be provided with a copy of the adopted comprehensive plan.

- Adoption of the plan by an ordinance adopted by a majority of the full membership of each local governing body (Town Board, Village Board, Common Council) and the County Board. Adoption of the plan must be preceded by at least one public hearing. A Class 1 notice of the hearing must be published at least 30 days before the hearing. Written notice must also be provided to persons who have applied for or been issued a permit for a nonmetallic mining reclamation plan, registered a nonmetallic mining site under Chapter NR 135 of the *Wisconsin Administrative Code*, or to owners or leaseholders of lands with nonmetallic resources who have requested notice of the hearing in writing. Other property owners who submitted a written request to the local governing body or the County must also be notified of the hearing.

Element Format

This chapter is organized into the following seven sections:

- Public Input – Implementation Issues;
- Plan Review and Adoption;
- Plan Amendment Procedures;
- Consistency Between the Comprehensive Plan and County and Local Ordinances;
- Consistency Among Plan Elements;
- Implementation Element Goals, Objectives, Policies, and Programs; and
- Progress in Implementing the Plan.

PUBLIC INPUT-IMPLEMENTATION ISSUES

The plan should address key plan implementation issues based upon the information and public input gathered during the comprehensive planning process. The countywide public opinion survey, and strengths, weaknesses, opportunities, and threats (SWOT) analyses—both completed in 2007—resulted in the identification of a number of issues that should be given a high priority in implementing the plan, including:

- preserving agricultural, natural, water, and cultural resources;
- promoting the use of sustainable/renewable energy sources;
- cooperating across boundary lines with neighboring jurisdictions;
- encouraging more housing choices for people of all ages, income levels, and special needs; and
- linking land use, economic, and transportation decisions.

¹The Wisconsin Department of Administration has stated that both draft and adopted plan reports may be distributed in digital format, provided a paper copy of the report is available for review at each public library in the County and at the County building.

PLAN REVIEW AND ADOPTION

For any planning process, it is good practice to hold public informational meetings and hearings on recommended plans before their adoption. Such actions provide an additional opportunity to acquaint residents and landowners with the recommended plan and to solicit public reactions to the plan recommendations. The plan should then be modified to reflect any pertinent new information and to incorporate any sound and desirable new ideas advanced at these meetings. Accordingly, public informational meetings for the County comprehensive plan were scheduled at three locations around the County in April and May 2009.² Open house/public hearings were held at each city, village, and Town in Racine County. Table XV-1 lists the dates of all the local open house/public hearings. In addition, a public hearing was held before the EDLUPC on September 21, 2009. A public notice of each of the public meetings was provided in accordance with the requirements of the comprehensive planning law, and the draft plan report was distributed to all of the parties specified in the law. An official public record, including all comments received, for each public hearing is included in Appendix G.

One of the most important steps in plan implementation is the formal recommendation of the plan to:

- The County Board through a resolution of the EDLUPC, and adoption of the recommended plan by the County Board;
- The local governing body (Town Board, Village Board, Common Council) through resolutions of the city, village, and town plan commissions, and adoption of the recommended plan by the local governing body.

Upon such adoption, the plan becomes the official guide to be used by County and local officials and staff in making development or redevelopment decisions. The plan should serve as the basis on which all development proposals, such as zoning requests, subdivision plats, and certified survey maps, are reviewed. Only those zoning actions or land divisions which are consistent with the plan should be approved. Local plan commission resolutions and copies of the adopting ordinance for each local governing body are included in Appendix H. The EDLUPC resolution approving the plan and recommending its adoption to the County Board is included in Appendix I. The Racine County Board adopted this comprehensive plan on October 13, 2009. A copy of the County Board resolution to adopt the comprehensive plan as an ordinance and a copy of the adopting ordinance are also included in Appendix I.

A public participation plan for development of this comprehensive plan was prepared in 2006. The public participation plan was adopted by the County Board on September 21, 2006, and by each of the participating cities, villages, and towns between December 2006 and September 2007.

PLAN AMENDMENT PROCEDURE

Although the County land use plan map (Map IX-1) and local land use plan maps (Maps 1-17 in Appendix D) are often the focal point of comprehensive plans, plan amendments may include changes to the text or any of the maps included in this report. Text amendments may include:

- Changing, adding, or modifying a goal, objective, policy, or program in any of the element chapters in response to changing conditions or new information.
- Adding or changing the land use plan categories in the Land Use Element to provide for a category of development that is not incorporated into the current set of categories.
- Updating inventory information.

²*Locations included the City of Racine, Village of Mt. Pleasant, and Village of Waterford.*

In addition to text amendments, the land use plan map(s) may be amended to change the designation, and therefore the allowable uses, on a parcel or parcels of land. Other maps in the plan may be amended or updated to reflect updated information, such as updated floodplain mapping or inventories of natural resources or community facilities.

Procedure for Amending the Comprehensive Plan

A plan amendment may be initiated by the County Board, a County Board committee, a City Common Council, a Village Board, or a Town Board. Since the authority for regulating land use development in towns rests with both the towns and Racine County, land owners wishing to amend the land use designation for their property must receive approval of both the town board and County Board. Because primary authority for regulating land use development in the cities and villages of Racine County rests with the associated city or village through implementation of local zoning ordinances, land owners wishing to amend the land use plan designation for their property must first receive approval from the common council or village board.

Because Section 59.69 of the *Statutes* requires that city and village plans for areas within city or village boundaries be incorporated into the county plan without change, plan amendments requested by a city or village that affect only the area within the city or village will be automatically incorporated into the County plan. County Planning and Development Department staff will include a list of plan amendments requested by cities and villages in the annual report described later in this chapter.

The State comprehensive planning law requires that local government bodies and the County use the same procedures required by Section 66.1001(4) of the *Statutes* to initially adopt this plan when amending or updating the plan. The following procedure will be used to review amendments initiated by the County Board, a County Board committee, a City Common Council, a Village Board, or a Town Board. The local governing body and County Board should prepare and adopt a public participation plan (PPP) to be used for all amendments to the plan, which will determine the process to be used for amending the plan. A suggested procedure for reviewing plan amendments is provided below:

1. An application for a plan amendment will be submitted to the local plan commission and City Common Council, Village Board or Town Board as appropriate. Plan amendments for Town areas should also be submitted to the Racine County Planning and Development Department. The local plan commission and the Planning and Development Department (for Town areas) will review the proposed amendment and prepare a written recommendation for review by the local governing body (Town Board, Village Board, Common Council) and/or the Racine County EDLUPC and County Board, based on the following criteria and any other factors determined to be relevant by the appropriate governing body and/or the Racine County Planning and Development Department:
 - Is the proposed amendment consistent with the goals, objectives, and policies of the plan?
 - Will the proposed amendment lead to any detrimental environmental effects?
 - Is the proposed amendment compatible with surrounding land uses?
 - Are existing local and County facilities and services adequate to serve the type of development associated with the amendment?
 - Will the proposed amendment enhance economic development within the County?
 - Is the proposed amendment in substantial agreement with the recommendations of the regional land use plan?
2. The local plan commission and/or the Racine County Planning and Development Department will send a copy of the proposed plan amendment and its report to all adjacent local governments and the other parties listed in Section 66.1001(4)(b) of the *Statutes*, and to nonmetallic mine operators and other persons listed in Section 66.1001(4)(e) of the *Statutes*. These governments and individuals should have at least 30 days to review and comment on the proposed plan amendment.

3. The local governing body and/or the Racine County Board will schedule a public hearing on the proposed amendment and direct the publishing of a Class 1 notice, with such notice published at least 30 days before the public hearing and containing the information required under Section 66.1001(4)(d) of the *Statutes* (the County Board may choose to delegate the responsibility for conducting the required public hearing on plan amendments to the Land Use and Economic Development Committee). The local governing body and/or the EDLUPC (if delegated this duty by the County Board) may, at its discretion, hold a public informational meeting prior to scheduling a public hearing on the amendment.
4. For amendments in Town areas, the EDLUPC will review the Department's recommendation and take public comment at the public hearing. Following the hearing, or at a subsequent EDLUPC meeting, the EDLUPC will make a recommendation to the County Board in the form of a resolution approved by a majority vote of the full membership of the EDLUPC. Similarly, the Town Plan Commission would make a recommendation to the Town Board following a local public hearing. For amendments in cities and villages, the city or village plan commission would make a recommendation to the City Common Council or Village Board following a local public hearing.
5. The County Board or local governing body will consider the proposed amendment, together with supporting information and the recommendation of the EDLUPC or local plan commission, and approve (or deny) an ordinance adopting the plan amendment. Adoption must be by a majority vote of all members.
6. Following County Board or local governing body action, the County Planning and Development Department or local governing body will send a copy of the adopting ordinance and the plan amendment to those parties listed in Sections 66.1001(4)(b) and (e) of the *Statutes*.
7. The Planning and Development Department staff will update the digital version of the County planned land use map (Map IX-1) and local land use plan maps (Maps 1-17 in Appendix D) quarterly, and post the maps on the County website.

CONSISTENCY BETWEEN THE COMPREHENSIVE PLAN AND COUNTY AND LOCAL ORDINANCES

Section 66.1001(3) of the *Statutes* requires that the following ordinances be consistent with a unit of government's comprehensive plan by January 1, 2010:

- Official mapping established or amended under Section 62.23(6) of the *Statutes*.
- County or local subdivision regulations under Section 236.45 or 236.46 of the *Statutes*.
- County zoning ordinances enacted or amended under Section 59.69 of the *Statutes*.
- City or village zoning ordinances enacted or amended under Section 62.23(7) of the *Statutes*.
- Zoning of shorelands or wetlands in shorelands under Section 59.692 (for counties), 61.351 (for villages), or 62.231 (for cities) of the *Statutes*.

Beginning on January 1, 2010, County and local governments must use their comprehensive plan as a guide to ensure that implementation of zoning, subdivision, and official mapping ordinances adopted by the governing body (County Board, Common Council, Village Board, or Town Board) does not conflict with the recommendations of the comprehensive plan adopted by the governing body. If a conflict is found or would result from a proposed action, the County or local government has the option of amending its comprehensive plan. Plan amendments should follow the guidelines for plan amendments presented earlier in this chapter.

The *Statutes* do not provide any guidance about how to determine if land use ordinance decisions are consistent with a comprehensive plan. Specific guidance on how to apply the statutory requirement for consistency will, unfortunately, likely be provided over time through court decisions in lawsuits challenging the implementation of comprehensive plans by county and local units of government throughout the State, after the consistency requirement takes effect in 2010.

Zoning Ordinance

The zoning ordinance is one of the primary implementation tools of a land use or comprehensive plan. As such, it should substantially reflect and promote the achievement of plan goals, objectives, policies, and programs. A zoning ordinance and the accompanying zoning map are a legal means for both guiding and controlling development within a county or local government,³ so that an orderly and desirable pattern of land use can be achieved by the plan design year that conforms to the plan and balances individual property rights with community interests and goals. The zoning ordinance contains provisions for regulating the use of property, the size of lots, the intensity of development, site planning, the provision of open space, and the protection of natural resources.

Following adoption of a comprehensive plan by the governing body, the appropriate County Board committee or the city, town, or village Plan Commission should initiate appropriate amendments to the zoning ordinance to make it consistent with the concepts and proposals included in the plan, particularly the land use plan map in the Land Use Element of the plan. Specific recommendations for modifications of the text, or regulations, of the zoning ordinances in Racine County are described in Table XV-2. These recommended changes relate to the accommodation of rural residential development and natural resource protection. As shown in Table XV-2, examples of the recommended changes include:

- The addition of agricultural/rural residential zoning districts that could accommodate rural residential development of three/five acres (depending on individual community plan recommendations) per housing unit;
- The addition of an upland resource conservation district or modification of an existing district to provide for a minimum residential development density of five acres per housing unit;
- The addition of upland and lowland resource conservation districts; and
- The addition of a planned rural development overlay district which would accommodate conservation subdivision developments.

With respect to the zoning maps for Racine County and its communities, it is recommended that the following approach be used to update zoning maps following the adoption of a comprehensive plan:

- Areas of existing development (other than agricultural uses) should, over time, be placed in a zoning district that is consistent with the land use designation shown on the land use plan map. The comprehensive plan should serve as a guide to ensure that any future rezonings actions are consistent with the plan. Rezonings to achieve consistency between the zoning map and the comprehensive plan will be considered if requested by the property owner. The County or local government may also initiate a rezoning to achieve consistency, subject to available staff and funding.
- Areas that are currently in agricultural use, and zoned for such use, but shown on the land use plan map for future urban development should remain in agricultural zoning. Rezonings that would accommodate residential, commercial, industrial, or other urban uses would be undertaken when a property owner submits a request for rezoning that specifies the proposed use of the property and, where required by the zoning or land division ordinance, a proposed site plan or subdivision plat; and where the governing body determines that utilities and other governmental services needed to serve the proposed development are in place and the proposed use is consistent with the comprehensive plan and other applicable ordinance requirements.
- Areas that are currently in agricultural use and designated for agricultural use on the land use plan map should be zoned agricultural.

³General zoning authority is exercised by each city and village in Racine County. General zoning authority in towns within Racine County is shared between each town and the county.

- Primary environmental corridors should be placed, and other natural resource areas, including secondary environmental corridors and isolated natural resource areas, may be placed, in a conservancy or other appropriate zoning district (such as a park or rural residential zoning district) at the time a preliminary plat, rezoning application, or other zoning approval is requested, based on a field delineation of natural resource boundaries. Generally, wetlands and surface waters should be placed in a Lowland Conservancy zoning district and woodlands, steep slopes, and other components of upland environmental corridors should be placed in an Upland Conservancy zoning district. Farmed wetlands located in an agricultural zoning district should remain in such zoning as long as the wetland is farmed. Wetlands identified as farmed wetlands on the Wisconsin Wetlands Inventory should be placed in a lowland conservancy district at the time farming activities on the wetland parcel cease and an application for residential or other urban development of the nonwetland portion of the parcel is approved by the unit of government having zoning authority.

Land Division Ordinance

County and local governments must also ensure that the implementation of land division ordinances is consistent with the comprehensive plan. Following adoption of a comprehensive plan by the governing body, the appropriate County Board committee or the city, town, or village Plan Commission should review in detail the existing land division ordinance and identify changes that may be necessary to promote the achievement of plan goals, objectives, policies, and programs of the comprehensive plan and initiate appropriate amendments to the land division ordinance. Specific recommendations for changes to existing land division ordinances in Racine County are described in Table XV-2. As shown in Table XV-2, the only change specifically recommended relates to the addition of conservation subdivision provisions to the land division ordinances for Racine County, and the Towns of Burlington, Dover, and Waterford. Other changes may be identified and detailed as the County and its communities review their land division ordinances with respect to all comprehensive plan objectives, policies, and programs.

Official Mapping Ordinance

Following adoption of a comprehensive plan by the governing body, communities that currently have an official mapping ordinance, namely the Cities of Burlington and Racine, and the Villages of Caledonia, Rochester, Union Grove, and Waterford should review their official map and identify changes that may be necessary to promote the achievement of plan goals, objectives, policies, and programs of the comprehensive plan and initiate appropriate amendments as necessary. For communities in Racine County that do not currently have an official mapping ordinance, it is recommended that consideration be given to developing an official mapping ordinance as another tool to assist in the implementation of the comprehensive plan.

CONSISTENCY AMONG PLAN ELEMENTS

The comprehensive planning law requires that the implementation element “describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the plan.” All elements of this comprehensive plan were prepared simultaneously by the same staff with great care given to ensure internal consistency among the various elements. In addition, the MJAC reviewed and approved all element chapters not only with respect to the content of individual chapters, but with respect to the consistency of plan element recommendations. There are no known inconsistencies among plan elements.

IMPLEMENTATION ELEMENT GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

The implementation element goals and objectives, along with the related policies and programs, were developed based upon consideration of the recommendations of regional, County, and local plans; meetings with local officials; and the results of the public participation process including input from the advisory committee, public opinion survey, and SWOT analyses.

The following County implementation related goals were developed under the comprehensive planning program and previously presented in Chapter VIII.

Racine County Implementation Goals

- Goal XV-1:** Encourage a public participation process that provides equity and fairness to landowners and other stakeholders, balanced with responsible land use.
- Goal XV-2:** Review, revise, or create the regulatory ordinances necessary to ensure consistency with the comprehensive plan and implementation of the objectives, including zoning ordinances, land division ordinances, and official mapping ordinances.
- Goal XV-3:** Reevaluate the comprehensive plan regularly (at least once every 10 years) to ensure that it continues to reflect current County and community objectives.

Racine County Implementation Objectives

- Implement all policies contained in other elements of the comprehensive plan.
- Utilize available programs described in other elements of the comprehensive plan as needed to facilitate the implementation of plan objectives.
- Rely on the comprehensive plan recommendations in making decisions at the County and local level with respect to future development and redevelopment.
- Encourage intergovernmental cooperation.

Racine County Implementation Policies and Programs

- Racine County should work cooperatively with local units of government, as appropriate, to make the necessary revisions and updates to zoning, land division, and official mapping ordinances to implement the recommendations of the comprehensive plan.
- Racine County and its communities should work to develop PDR and TDR programs and to utilize Farmland Preservation/Working Lands Initiative programs.
- Racine County and its communities should consider the development of a fee structure to cover costs associated with amending the comprehensive plan.
- The Racine County Planning and Development Department will post and maintain the inventory data compiled as part of the comprehensive planning process on the County website in an accessible format. County staff, in cooperation with SEWRPC where appropriate, will update inventory data on a periodic basis.
- The Racine County Planning and Development Department will update the land use plan map on a quarterly basis and post the plan map on the County website. The plan map file will also be provided to Racine County communities if requested.
- As new inventory information becomes available, such as updated floodplain or natural resource mapping, this information should be taken into account as the plan is implemented. As an example, an update of the Wisconsin Wetlands Inventory was completed in 2008 and could not be incorporated into the comprehensive plan. As development plans are reviewed, it will be necessary to include this inventory in the review process to precisely identify areas subject to wetland regulations and to refine the delineation of environmental corridors and isolated natural resources as appropriate. Map XV-1 shows the Wisconsin Wetlands Inventory as it relates to the Racine County Planning Area.

As previously noted, the comprehensive planning law requires the Implementation Element to include a compilation of programs and specific actions (policies), in a specified sequence, to implement the recommendations set forth in the other elements of the comprehensive plan.

The following lists the policies and programs priorities for each of the other plan elements⁴ that should be considered to have the highest priority in implementing the plan.

Land Use Element (Chapter IX)

- Accommodate future land use development in areas recommended to be developed or redeveloped for the specific land use as identified on the land use plan map.
- Implement detailed design guideline recommendations contained in adopted local and neighborhood plans with respect to building size, building design, and streetscapes.
- Encourage the use of mixed-use development, traditional neighborhood development, and transit-oriented development designs that facilitate the long term sustainability of urban communities.
- Create and implement detailed neighborhood plans that are consistent with the comprehensive plan.
- Consider developing growth control ordinances in rural areas to ensure a growth rate compatible with local services and long term land use objectives.

Agricultural, Natural, and Cultural Resources Element (Chapter X)

- Protect farmland identified as prime agricultural land on Map IX-1 in Chapter IX.
- For agricultural lands not identified as “prime agricultural land”, encourage the continuation of agricultural uses. In particular, the plan seeks to preserve, insofar as practicable, the most productive soils within these areas, namely NRCS capability Class I, Class II, and Class III soils. This could be in the form of traditional agricultural use or alternative agricultural uses such as smaller hobby farms or specialty farms including community supported agricultural operations.
- In areas of nonprime agriculture land outside of planned sanitary sewer service areas, where it is determined by the County and local unit of government that residential development could be accommodated, such development should be limited to rural residential development.
- Encourage the use of conservation subdivision designs for new rural residential developments with an emphasis on clustering home sites in areas not covered by NRCS capability Class I, Class II, and Class III soils.
- Study the potential to establish a TDR program and/or a PDR program for local and County government use that focuses on the protection of agricultural areas.
- Encourage development to occur in areas outside of environmental corridors, isolated natural resource areas, natural areas, floodplains, wetlands, and critical species habitat sites in Racine County. Uses considered compatible with environmental corridors and isolated natural resource areas, and guidelines for such uses, are provided in Table X-1. Figures X-4 and X-5 illustrate and recommend use of open space and conservation designs concepts if development is allowed on lands containing environmentally sensitive features.
- Encourage the expansion, creation, and maintenance of stormwater utility districts and farmland drainage districts in the County and utilize the authority granted to them to maintain drainage systems and control flooding.
- Preserve historic structures, sites, and districts that have been listed on the National and/or State Registers of Historic Places.
- Work cooperatively with appropriate State and Federal agencies to identify programs, grants, and tax credits that are available to help fund the implementation of the agricultural, natural, and cultural resources element of the comprehensive plan.

⁴*The Issues and Opportunities Element (Chapter VIII) does not include any recommended policies or programs, but rather sets forth general goals for the County.*

Housing Element (Chapter XI)

- Support the full range and variety of housing structure types, including single-, two-, and multi-family, accessory, and live/work dwellings, at flexible densities, as appropriate, including mixed-use development patterns.
- The County and local governments should support programs relating to the existing housing stock that enable low-income persons, first-time homebuyers, disabled, and elderly households to maintain, repair, convert, and rehabilitate housing and improve accessibility.
- Enable the elderly and disabled to remain in their community as their needs change by supporting smaller homes, accessory dwellings, nursing homes, community based residential facilities, and other types of assisted living residential arrangements.
- Encourage infill development, rehabilitation, and revitalization practices that benefit existing residents, prevent their displacement, and improve the tax base, availability of jobs, and community facilities.
- Continue the cooperation among local governments, non-profit entities, and the housing development community to utilize available housing funding and assistance programs that facilitate the provision of affordable owner-occupied, rental, and rehabilitated or adaptively reused housing in the County.

Transportation Element (Chapter XII)

- Work with the Regional Planning Commission in the major review, reevaluation, and update of the Racine County jurisdictional highway system plan.
- Provide public transit services in accordance with the recommendations set forth in the transit element of the plan.
- Improve accommodations for safe bicycle travel on the arterial street and highway system as that system is resurfaced and restructured on a segment-by-segment basis.
- Provide a system of off-street bicycle paths located primarily within natural resource and utility corridors to provide reasonably direct connections between the urban areas of Racine County as set forth in the plan.
- Work cooperatively with the Wisconsin Department of Transportation to identify State and Federal grants and programs that are available to fund the implementation of the transportation system plan and apply for such funds as appropriate.

Utilities and Community Facilities Element (Chapter XIII)

- Establish a cooperative process with WDNR, SEWRPC, and local governments to develop a framework for coordinated planning of land use, sewage treatment and disposal, stormwater management, and water supply.
- Support the development of an urban land use pattern that can be efficiently served by utilities and community facilities.
- Encourage public-private partnerships to enhance the level of public services in Racine County.
- Develop methods to study effective cost savings and timely police, fire and rescue, and emergency management services between cities, towns, villages, and the County Sheriff's Department.
- Work with local governments to provide a system of public neighborhood and community parks in urban areas that complement the County park and trail system.
- Cities, villages, and towns in Racine County should be open to private sector proposals for community facilities that meet the needs of residents, consistent with County and local goals and objectives. This could include recreation, healthcare, and housing facilities.

Economic Development Element (Chapter XIV)

- Continue to implement an aggressive and targeted existing business growth and business attraction program for Racine County that is based on: industries with a recent history of competitiveness and export orientation; and emerging industries that show a potential for future growth.
- Direct commercial and industrial development to those targeted areas identified for such uses on the comprehensive plan 2035 land use plan map.
- Support economic initiatives to ensure farming remains viable in Racine County, including agri-tourism and direct marketing of farm products.
- Promote coordination and cooperation between all of the communities in the County on economic development related issues including business creation, retention, and expansion.

Intergovernmental Cooperation Element (Chapter XVI)

- Racine County should work cooperatively with local units of government, as appropriate, to make the necessary revisions and updates to zoning, land division, and official map ordinances to implement the recommendations of the comprehensive plan.
- Support the coordination between Racine County, its communities, and other agencies, where appropriate, to provide cost-effective government services.
- Racine County and its communities should continue to work with the RCEDC with respect to business development and expansion in the County.
- Racine County and its communities should work with other government agencies and private entities, including non-profit agencies, where appropriate, to construct and/or operate community facilities in a cost-effective and efficient manner through joint service agreements.
- Communities in Racine County that have prepared cooperative boundary agreements should continue to honor and implement those agreements. This includes agreements between the Villages of Mt. Pleasant and Sturtevant and the Village of Caledonia and Town of Raymond (under preparation).
- Communities in Racine County that have not prepared cooperative boundary agreements should prepare such agreements to resolve existing and future conflicts. Specifically, cooperative boundary agreements should be entered into between towns and adjacent cities/villages. This would include agreements between: the City and Town of Burlington; the Village of Union Grove and the Town of Yorkville; the Village of Union Grove and the Town of Dover; the Village and Town of Waterford; and the Village of Mt. Pleasant and the Town of Yorkville.

PROGRESS IN IMPLEMENTING THE PLAN

Annual Report on Plan Implementation

The Racine County Planning and Development Department will prepare an annual report for distribution to the local governing bodies and County Board reporting on plan implementation activities and progress in implementing the plan during the previous year. The report will summarize how the comprehensive plan was used to direct policy decisions by County officials and staff and whether circumstances have changed that have necessitated amendments to the plan. Planning and Development Department staff should consult with other County departments and local governing bodies to obtain input regarding how their activities relate to the recommendations of the County plan.

The annual report should include the following information:

- Use of the Plan to Guide County and Local Activities
- Amendments Made to the Plan
- Recommendations for Changes to Plan Goals, Objectives, Policies, and Programs or Other Information in the Plan

Table XV-1

RACINE COUNTY MULTI-JURISDICTIONAL PLAN ADOPTION

Community	Open House/Public Hearing ^a	Plan Commission Adoption Resolution	Governing Body Ordinance Adoption
City of Burlington	7-21-2009	7-21-2009	7-21-2009
City of Racine ^b	8-12-2009/8-18-2009	8-12-2009	8-18-2009
Village of Caledonia	8-4-2009	9-1-2009	9-15-2009
Village of Elmwood Park	7-9-2009	7-8-2009	9-10-2009
Village of Mt. Pleasant	6-16-2009	6-17-2009	7-27-2009
Village of North Bay	6-30-2009	6-30-2009	6-30-2009
Village of Rochester	6-17-2009	6-17-2009	6-17-2009
Village of Sturtevant	6-2-2009	6-2-2009	6-16-2009
Village of Union Grove	6-22-2009	6-22-2009	6-22-2009
Village of Waterford	6-8-2009	5-20-2009	6-22-2009
Village of Wind Point	7-6-2009	7-6-2009	7-9-2009
Town of Burlington	7-23-2009	7-23-2009	7-23-2009
Town of Dover	6-10-2009	6-10-2009	6-10-2009
Town of Norway	6-24-2009	6-24-2009	6-24-2009
Town of Raymond	7-20-2009	7-20-2009	7-20-2009
Town of Waterford	6-1-2009	6-1-2009	6-1-2009
Town of Yorkville	6-22-2009	6-22-2009	6-22-2009

^aThe open house meetings and public hearings in all communities, except for the City of Racine, were both held on the date listed. For the City of Racine, the date of the open house is listed first, followed by the date of the public hearing.

^bThe City of Racine prepared and adopted a separate local comprehensive plan. As part of the cooperative effort in preparing the Racine County multi-jurisdictional plan, the City held an open house and public hearing on the County plan; the City Plan Commission recommended that a resolution endorsing the County plan as a guide for County development and as a resource for the development of the City comprehensive plan be adopted by the City Common Council; and the City Common Council adopted the recommended resolution. Listed above are the dates of those actions by the City.

Source: SEWRPC.

Table XV-2

RECOMMENDED REVISIONS TO ZONING AND LAND DIVISION ORDINANCES IN RACINE COUNTY

Government Agency	Recommended changes to the text of the General Zoning Ordinance	Recommended Changes to Land Division/ Subdivision Control Ordinance
Racine County	<p>Add agricultural/rural residential zoning districts that could accommodate rural residential development with overall densities of three acres or more and five acres or more per housing unit.</p> <p>Add a Planned Rural Development Overlay District (PRD) which would accommodate rural residential conservation subdivision developments.</p> <p>Change the minimum residential density in the C-2, Upland Resource Conservation District from three acres to five acres per housing unit.</p>	Add a rural residential conservation subdivision design provision.
Cities		
Burlington	No action required	No action required
Racine	Add lowland and upland resource conservation districts.	No action required
Villages		
Caledonia	<p>Change the minimum residential density in the C-2, Upland Resource Conservation District from three acres to five acres per housing unit.</p> <p>Add a Planned Rural Development Overlay District (PRD) which would accommodate rural residential conservation subdivision developments.</p>	No action required
Elmwood Park	No action required	No action required
Mt. Pleasant	No action required	No action required
North Bay	No action required	No action required
Rochester	<p>Change the minimum residential density in the C-2, Upland Resource Conservation District from three acres to five acres per housing unit.</p> <p>Add a Planned Rural Development Overlay District (PRD) which would accommodate rural residential conservation subdivision developments.</p>	No action required
Sturtevant	Add lowland and upland resource conservation districts.	No action required
Union Grove	Add an upland resource conservation district with a minimum residential density of five acres per housing unit and a conservation subdivision design provision.	No action required
Waterford	No action required	No action required
Wind Point	No action required	No action required
Towns		
Burlington	In cooperation with the other towns, work with Racine County to make the recommended changes to the County Zoning Ordinance identified above.	Add a rural residential conservation subdivision design provision.
Dover	In cooperation with the other towns, work with Racine County to make the recommended changes to the County Zoning Ordinance identified above.	Add a rural residential conservation subdivision design provision.
Norway	In cooperation with the other towns, work with Racine County to make the recommended changes to the County Zoning Ordinance identified above.	No action required
Raymond	In cooperation with the other towns, work with Racine County to make the recommended changes to the County Zoning Ordinance identified above.	No action required
Waterford	In cooperation with the other towns, work with Racine County to make the recommended changes to the County Zoning Ordinance identified above.	Add a rural residential conservation subdivision design provision.
Yorkville	In cooperation with the other towns, work with Racine County to make the recommended changes to the County Zoning Ordinance identified above.	No action required

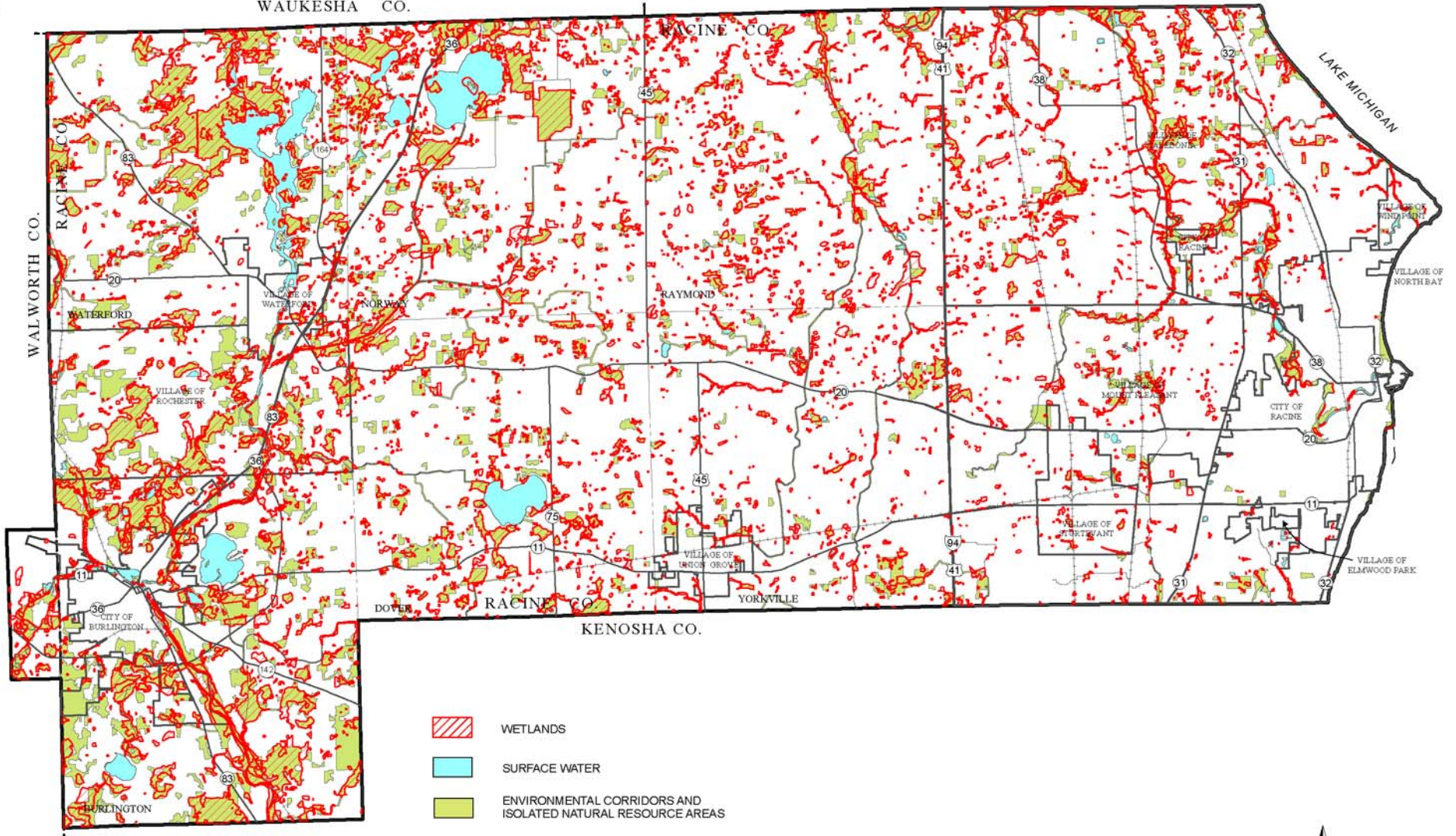
Source: SEWRPC.

Map XV-1

WISCONSIN WETLANDS INVENTORY FOR THE RACINE COUNTY PLANNING AREA: 2005

WAUKESHA CO.

MILWAUKEE CO.



Source: SEWRPC.

