

## Implementation

### Background

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This Chapter describes implementation tools available to the County and explains how each of the Chapters of this Comprehensive Plan functions with one another. Also included is an overview of the process to adopt, amend, update, and evaluate the Comprehensive Plan. The Oneida County Comprehensive Plan, along with locally adopted comprehensive plans, is intended to help guide growth and development in the County. The Plans are a resource to decide what tools or programs can be used to meet goals, objectives, and policies.

### Existing Implementation Tools

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There are two primary types of implementation tools: non-regulatory and regulatory. Nonregulatory approaches generally involve decisions related to policy and about how the County will spend its financial resources. Regulatory approaches involve implementing various rules and regulations, mainly related to land use regulations. In particular, the zoning ordinance and subdivision regulations comprise the principal regulatory devices used to protect existing development and guide future growth and development.

#### Non-regulatory Tools

Oneida County annually prepares both an operational budget as well as a capital improvement plan. In addition, each County department prepares work plans. Counties may also initiate strategic plans.

#### Annual Operating Budget

Oneida County prepares a budget each year to allocate funding for projects and operations. The budget is based on the needs of County residents, priorities set by the County Board, and the related work plans identified by each County department. The existing 2023 and proposed 2024 budgets can be viewed on the County's website. The Administration Committee oversees budget development, and the budget is adopted by the County Board.

## Capital Improvement Plan

A Capital Improvement Plan (CIP) of Capital Fund is a blueprint for planning the County's major capital expenditures. A Capital Fund is a method of planning for and scheduling expenditures for public improvements over a period of several years to maximize the use of limited public funds. CIPs must consider short- and long-term expenses of maintaining existing infrastructure while upgrading it as needed. Each year the CIP is reviewed to keep the improvement program current and allows for modifications to meet changing needs. The preparation of a CIP is a joint responsibility between County administration and various departments. The County Board approves the CIP as part of the Annual Budget.

## Strategic Plan

Strategic planning is an organizational management activity that is used to set priorities, focus energy and resources, strengthen operations, ensure that employees and other stakeholders are working toward common goals, establish agreement around intended outcomes, and assess and adjust the organization's direction in response to a changing environment. There is currently no active Oneida County strategic plan.

## Regulatory Tools

There are three basic implementation tools that the County can use to implement this comprehensive plan. These are 1) General & Shoreland Zoning, 2) Land Division Ordinance, and 3) Official Mapping. General zoning applies only to towns that have adopted County zoning, while Shoreland zoning applies to the entire County's unincorporated areas. Meanwhile, the land division ordinance applies to the entire County's unincorporated areas unless a town has adopted a more restrictive ordinance. Official mapping applies throughout the entire County, but it is a very limited tool which Oneida County currently doesn't utilize. See Chapter 7: Land Use for a detailed description of these tools.

## Other Planning and Zoning Tools

The County is usually not directly involved in either annexation or extraterritorial zoning. Annexation is the statutory process for transferring lands from unincorporated areas (towns) to incorporated areas (cities and villages). Annexations are usually initiated by landowners to transfer their land into a city or village. A city can only accept or reject the petition. Sometimes this causes tensions and legal battles between municipalities, and there are tools available to prevent this. The methods of intergovernmental cooperation available to address annexation-related issues include general intergovernmental agreements, municipal boundaries fixed by court judgment, boundary change by cooperative plan agreement, and revenue sharing agreements.

Like annexation, extraterritorial zoning (ETZ) and land division ordinances (ETJ) are useful but contentious tools to assist with a municipality's growth. For Cities and Villages, state law allows for extraterritorial zoning and land division regulations which can extend 1½ (Villages) to 3 miles (Cities) beyond the municipal boundary. This applies automatically if the city or village adopts a subdivision ordinance or an official map, and it allows the city or village to influence the pattern of development outside their corporate limits through zoning and land division. Currently, land divisions in unincorporated towns are sent to the City of Rhinelander if they are proposed within the extraterritorial jurisdiction (ETJ).

To exercise extraterritorial zoning (ETZ), it is necessary for a city or village to form a committee with the adjacent town, in which both parties have three representatives. A majority of committee members must agree, and the governing body of both jurisdictions must adopt whatever agreement is reached for extraterritorial zoning to go into effect. As of right now, no communities in Oneida County exercise ETZ. The goal of extraterritorial zoning and land division is to reserve space for future roads and land use patterns so an incorporated community doesn't become landlocked by unincorporated development as it grows.

### Consistency Review

The State of Wisconsin planning legislation requires that the Comprehensive Plan describe how each of the required chapters will be integrated and made consistent with the other chapters of the plan. Since Oneida County completed all Comprehensive Plan chapters simultaneously, no known inconsistencies exist. This plan also references towns and municipalities in the County who have adopted their own plans.

Recommendations from the previous comprehensive plan and other County-adopted plans have been incorporated in this plan to foster coordination and consistency between plans. In the future, as plan amendments occur, it is important that reviews for consistency be conducted to ensure that this Plan is up to date. It is also critical that as towns make comprehensive plan amendments, those amendments are forwarded to the County for inclusion in the Oneida County Comprehensive Plan. This should ensure that the Planning & Zoning Committee is using the most current information available.

# Plan Adoption, Amendments, Updates, and Evaluation

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While this comprehensive plan is intended to provide a long-term framework to guide general development, it must also respond to continuous changes that occur that may not have been foreseen when the plan was adopted. It is appropriate that some chapters of the Plan are rarely amended while others are subject to updating on a more regular basis. Plan maps should also be updated periodically. For example, the Future Land Use Map may change regularly as zoning amendment requests are approved.

## Plan Adoption

The first step in implementing this plan involves the Planning and Development Committee passing a resolution recommending adoption of the Oneida County Comprehensive Plan by the County Board. Next a public hearing is held to allow public comment on the document. Following that the County Board must adopt the plan by ordinance. Adoption formalizes the plan document as the framework to guide local development decisions over the next 10 to 20 years.

Upon plan adoption, Oneida County may review the Oneida County Zoning Ordinance, including both map and text, to be consistent with local comprehensive plans. This Plan should also be made available to the public, department heads, and elected or appointed officials responsible for decision making.

## Plan Amendments

Occasionally this Plan may need to be amended. If circumstances do arise that require text or maps to change, the Planning and Zoning Committee should review and recommend adoption by the County Board. Amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change. These amendments will typically consist of minor changes to the plan text or maps. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the plan loses integrity. The public should be notified of proposed plan amendments to allow an opportunity for review and comment.

In towns where an officially adopted comprehensive plan exists, future amendments and updates to any town plan should be promptly forwarded to the Oneida County Planning & Zoning Department. Receipt of the town plan will allow staff and the planning & zoning committee to make recommendations that are based on the amended town plan. These local future land use maps will also become the basis for future amendments to the County's Future Land Use Map.

## Plan Updates

According to the State comprehensive planning law, State Statute 66.1001, comprehensive plans must be updated thoroughly at least once every ten years. This includes updating each chapter, rather than minor amendments, so all the information is as current as possible. This gives the County an opportunity to modify goals, objectives, and policies as economic trends change. Plan updates must be formally adopted following the same procedure described above for initial plan adoption.

## Plan Evaluation

This plan should be evaluated at least every 5 years. Members of the County Board, standing committees, County staff, and any other local decision-making bodies should periodically review the plan and identify areas that might need to be updated. The evaluation should involve first reviewing the goals and objectives to ensure they are still relevant and reflect current community desires. Then the strategies and actions should be reviewed and refined to eliminate completed tasks and identify new approaches if appropriate. Many of the policies identified in the plan are continuous or ongoing and should also be monitored to measure the plan's overall success. Thus, many of the objectives and their related actions can be accomplished in the short term, say 1 to 5 years. However, some will take longer to accomplish, say 6 to 10 or more years.

As part of the comprehensive planning process, several goals, objectives, and policies were developed. When implemented, these are intended to provide direction to County staff and its committees, as well as the board of supervisors. To measure progress towards meeting these goals, objectives, and policies, a variety of actions need to take place. Therefore, the task of measuring plan progress, is as simple as determining if any action was taken or not. That information will provide guidance to the County Board on when specific actions are to be initiated. Based on the targets, measures of progress in achieving implementation of the comprehensive plan can be examined.

A periodic "Plan Status" report may be prepared to summarize the progress toward implementation. This report might be jointly developed by various County departments, as related to their involvement in the implementation of the goals, objectives, and policies developed within this plan.

## Conclusion

The Oneida County Comprehensive Plan is intended to be a "living" document. Periodic amendment and update of the plan is critical to ensure that it is accurate and consistent with the

needs and desires of the County. The specific policy statements are meant to serve as the mechanisms for achieving the goals and objectives, which were defined throughout the planning process. Ultimately, the success of the planning process will be measured by the future quality of life experienced by both residents and visitors to Oneida County.

To move the plan forward, a strategic planning process is an optional project that could occur as the next step in the planning process. As part of that effort, goals will be prioritized, benchmarks will be established, and responsible parties will be identified. The result will be a framework for the county in the coming years to help implement the Comprehensive Plan.