

City of Colby Year 2025 Comprehensive Plan

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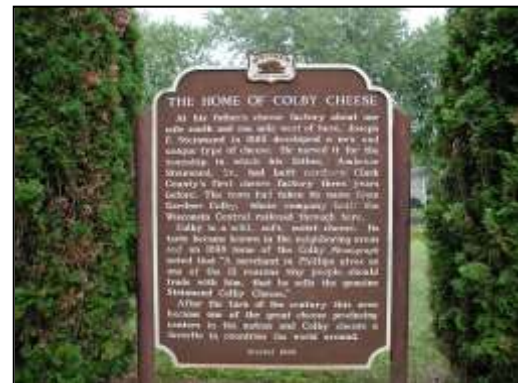
Appendix A	Clark County Comprehensive Plan Land Use Classification System
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1. Issues and Opportunities

The *City of Colby Year 2025 Comprehensive Plan* will guide the future of the City of Colby for the next twenty years. This document should be used in coordination with the *Clark County Inventory and Trends Report*. These two documents together will meet the requirements of Wisconsin's Comprehensive Planning Legislation, Wisconsin Statutes 66.1001.

For basic inventory and background information regarding Clark County please refer to the *Clark County Inventory and Trends Report*. Information which is more policy oriented or qualitative in nature for the City of Colby can be found in the remainder of this document.

Development of the *City of Colby Year 2025 Comprehensive Plan* was in response to the passage of Wisconsin's comprehensive planning legislation (Statute 66.1001). This law requires all municipalities (counties, cities, towns, and villages) to adopt a comprehensive plan by the year 2010 if they wish to make local land use decisions. After the year 2010, any municipality that regulates land use must make their zoning, subdivision/land division, shoreland/floodplain, and official mapping decisions in accordance with that community's comprehensive plan.



Colby Cheese Historical Sign

1.1 Introduction

A community is often motivated to plan by the issues it must address and the opportunities it wishes to pursue. In addition, a community must react to local, regional, state, and national trends that influence development patterns and service levels.

However, a community is more than the borders which encompass it as a part of the region, state, and nation. A community is defined by the people who live and work there, the houses and businesses, the parks and natural features, its past, its present, and its future. No matter the location, change is the one certainty that visits all places, and no community is immune to its affects. How a community changes, how that change is perceived, and how change is managed all have a direct impact on the community. An understanding of the history, combined with a vision of the community's future is fundamental to make decisions. Hence, the foundation of comprehensive planning follows the premise of balance among the past (how we got here), the present (what we have here), and the future (what do we want here).

The Issues and Opportunities element of the comprehensive plan provides perspective on the planning process, public participation, demographic information, trends and forecasts, and the overall goals of the comprehensive plan.

A more detailed assessment of specific issues and opportunities relative to each plan element for the City of Colby is discussed within the respective plan element.

1.2 Regional Perspective

The City of Colby is located along the eastern border of northern Clark County. The city shares its borders with the Town of Colby to the west and the Town of Hull in Marathon County to the east. The city has a population of 1,616 persons according to the 2000 Census.

The City of Colby was named for the Colby family who was instrumental in bringing the Wisconsin Central Railroad to the area in the 1870's. A historical marker notes the development of "Colby Cheese" by Joseph Steinwand in the 1880's. The Clark County Historical Society has established the Rural Arts Museum in Colby. The museum is a collection of buildings that hold the stories, artifacts, and memories of middle Wisconsin. The Colby Chamber of Commerce and the Colby Future Farmers of America Alumni sponsor the annual Dairy Breakfast on a Colby farm each June. Another annual event is Colby Cheese Days.

Clark County, Wisconsin is located in West Central Wisconsin. Geographically, Clark County is very large (1,215 square miles) and is host to 46 local units of government that include eight (8) cities, five (5) villages and 33 towns. With a 2000 census population of 33,557 and a total land area of 1,215 square miles, population density in Clark County is low with an average density of 28 persons per square mile. Clark County is predominantly a rural county which revolves around the agriculture, manufacturing and recreation industries.

The foundation of Clark County and the City of Colby is based in agriculture, particularly the dairy industry. Dairy processing and agri-business is very important to residents as an employment opportunity and as a way of life. Clark County maintains a strong manufacturing base as well.

The cornerstone to Clark County's recreation industry is the 133,000 acre Clark County Forest. The county-owned forest provides residents and visitors a variety of recreational opportunities including hunting, camping, ATV riding, snowmobiling, hiking, skiing and horseback riding. The Clark County Forest is managed as a sustainable resource and generates opportunities for the forest products industry as well. In addition, considerable private holdings of forest land exist throughout the county. Private forest land generates additional recreational and economic opportunities for land owners as well as providing valuable wildlife habitat. The county's major water feature is the scenic Black River, which flows north to south through the entire length of the county before it empties into Lake Arbutus.

Map 1-1 Regional Perspective

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1.3 Planning Efforts

See Sections 1.3 and 1.6 of the *Clark County Inventory and Trends Report* for the legislative requirements and relationship between the *City of Colby Year 2025 Comprehensive Plan* and the *Clark County Year 2025 Comprehensive Plan*.

1.4 Public Participation

The Wisconsin comprehensive planning legislation (s. 66.1001) specifies that the governing body for a unit of government must prepare and adopt written procedures to foster public participation in the comprehensive planning process. The procedures must include 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. In addition, the participation procedures must provide for wide distribution of proposed drafts, alternatives, and amendments of the comprehensive plan. The public participation procedures should address how members of the public can send written comments on the plan to the governing body, and how the governing body will respond.

In coordination with Clark County public participation procedures, the City of Colby has complied with all public participation requirements as detailed in Wisconsin Statutes 66.1001 by adopting and initiating a public participation plan. The City of Colby adopted a public participation plan on February 4, 2003. For complete details on the public participation process please see Section 1.4 of the *Clark County Inventory and Trends Report*.

Local Meetings

A public hearing was held August 4, 2009.

1.5 Regional Review Workshops

The City of Colby participated in the Regional Review Workshops coordinated by the Clark County Planning and Zoning Department to assist in the development of this plan. See Section 1.5 of the *Clark County Inventory and Trends Report* for a detailed description of workshop dates and accomplishments.

1.6 State Comprehensive Planning Goals

Wisconsin's Comprehensive Planning Legislation established 14 local comprehensive planning goals to guide state land use actions and local planning efforts. Specifically, local units of government and state agencies are encouraged to design their programs, policies, infrastructure and investments to strike a balance between their individual missions and the local comprehensive planning goals. The following 14 local comprehensive planning goals were addressed throughout the planning process and within each element.

1. Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encourage neighborhood designs that support a range of transportation choices.
3. Protect natural areas, including wetlands, wildlife habitats, lakes and woodlands, open spaces and groundwater resources.
4. Protect economically productive areas, including farmland and forests.
5. Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government and utility costs.
6. Preserve cultural, historic and archaeological sites.
7. Encourage coordination and cooperation among nearby units of government.
8. Build community identity by revitalizing main streets and enforcing design standards.
9. Provide an adequate supply of affordable housing for all income levels throughout each community.
10. Provide adequate infrastructure and public services and a supply of develop able land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balance individual property rights with community interests and goals.
13. Plan and develop land uses that create or preserve varied and unique urban and rural communities.
14. Provide an integrated, efficient and economical transportation system that provides mobility, convenience and safety which meets the needs of all citizens including transit-dependent and disabled.

1.7 Issues and Opportunities

Section 1.7 of the *Clark County Inventory and Trends Report* summarizes general issues and opportunities of countywide significance. Regionally, planning issues and needs were discussed during the “Plan for Planning” phase of the Clark County Comprehensive Planning Process. The effort included the facilitation of ten (10) regional meetings held throughout the county during February and March 2000. The meetings included elected officials and plan committee and commission members from each community. The City of Colby was part of the Region Three

(3) meeting which also included the Towns of Mayville and Colby, City of Abbotsford, and the Village of Dorchester.

The top **local** issues identified in the region included:

- ◆ Annexation of town land – disputes/loss of tax base
- ◆ Protect agricultural land from residential development
- ◆ Protect private property rights
- ◆ Better placement of industrial parks
- ◆ Increased demand for public services
- ◆ Mobile homes in parks and location of mobile home park
- ◆ Future development by Highway 29 bypass
- ◆ Variances to allow business development along four land highway
- ◆ Need for more economic development – agricultural and urban

The top **county** issues identified in the region included:

- ◆ Development should be respectful of agriculture
- ◆ Standard for groundwater and surface water protection
- ◆ Preserve wildlife habitat
- ◆ Promote economic development – better paying jobs
- ◆ Protect private property rights
- ◆ Need better protection of woodland from development
- ◆ Better enforcement of comprehensive plan
- ◆ Protect shorelands

Additional topics specific to the City of Colby were also discussed throughout the course of developing the City of Colby Comprehensive Plan. Some specific issues and opportunities identified included the following:

- ◆ Cooperative police and emergency services.
- ◆ Cooperative planning between the cities of Abbotsford, Colby and the towns of Colby and Hull to set logical city/town boundaries.
- ◆ Need to secure future potable water to accommodate city expansion.

1.8 City of Colby Planning Goals

As part of the planning process, the City of Colby generated the following goals to guide the process. Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). The following goals can also be found within each respective element of the plan.

Issues and Opportunities Goals

Goal 1: Improve city involvement in the land use decision making process through cooperation and communication with Clark County and neighboring communities.

Goal 2: Balance appropriate land use regulation and individual property rights with city interests and goals.

Housing Goals

Goal 1: Provide for an adequate housing supply that will meet the needs of future residents and provide a range of housing choices including all income levels, age groups and special housing needs while maintaining the current housing stock and city vision.

Goal 2: Provide for housing development that maintains the characteristics of the city.

Goal 3: Maintain or rehabilitate the city's existing housing stock.

Transportation Goals

Goal: Develop and support a transportation system which, through its location, capacity, and design, will effectively serve the existing land use development pattern and meet anticipated transportation demand generated by existing and planned land uses.

Utilities and Community Facilities Goals

Goal: Provide city facilities and services that meet the demands of residents, will meet future demands, are of high quality and are consistent with the community vision for the future.

Sanitary Sewer

Goal: Ensure proper disposal of wastewater to protect ground and surface water and meet the needs of current and future residents.

Stormwater Management

Goal: Promote stormwater management practices which reduce property and road damage and ensure a high level of water quality.

Water Supply

Goal: Ensure that the water supply for the city has sufficient capacity, remains drinkable and is available to meet the needs of current and future residents.

Solid Waste Disposal and Recycling Facilities

Goal: Promote effective solid waste disposal and recycling services and systems that protect the public health, natural environment, and general appearance of land use within the city.

Parks and Outdoor Recreation

Goal: Allow for recreational opportunities within the city.

Utilities and Communication Services

Goal: Ensure the provision of reliable, efficient, and well-planned utilities (i.e. gas, electric) and communication services (i.e. telephone, cable, telecommunications) to adequately serve existing and future development.

Libraries and Schools

Goal: Promote quality schools and access to educational opportunities for everyone.

Fire/Rescue Facilities

Goal: Provide a level of fire and emergency services that meets existing and future demands of residents and development patterns.

Police Protection

Goal: Ensure that police services are appropriately meeting the existing and future needs of the City.

Government Facilities

Goal: Maintain quality city services and facilities.

Health and Child Care Services and Facilities

Goal: The city shall allow for reasonable access to health care facilities and child care.

Agricultural, Natural and Cultural Resources Goals

Goal 1: Maintain, preserve and enhance the natural and cultural resources in the city.

Economic Development Goals

Goal 1: Maintain, enhance and continue to diversify the economy consistent with other city goals and objectives in order to provide a stable economic base.

Goal 2: Enhancement of quality employment opportunities.

Intergovernmental Cooperation Goals

Goal 1: Establish mutually beneficial intergovernmental relations with other units of government.

Goal 2: Coordinate and communicate planning activities with other communities in the county to address regional issues that cross political boundaries and jurisdictions, to ensure efficient use of resources, and to provide for increased certainty between all levels of government, developers and landowners.

Goal 3: Seek opportunities to enhance the provision of coordinated public services and facilities such as police, fire, emergency rescue, waste management, transportation systems (e.g. roads, bike/pedestrian routes, transit, etc.), parks and recreation with other units of government.

Land Use Goals

Goal: Provide for a well-balanced mix of land uses within the city.

Implementation Goals

Goal 1: Require consistency between and integration of the city's comprehensive plan recommendations and local ordinances.

1.9 Issues and Opportunities Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals, objectives, policies, and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period.

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community.

Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1: Improve city involvement in the land use decision making process through cooperation and communication with Clark County and neighboring communities.

Objectives

1. Improve cooperation efforts with the county to establish a mutually beneficial decision-making procedure that integrates and is consistent with the city's comprehensive plan.
2. Improve cooperation efforts with neighboring communities to ensure coordinated decision-making and the reduction of incompatible land uses.

Goal 2: Balance appropriate land use regulation and individual property rights with city interests and goals.

Objectives

1. Continue to improve opportunities for citizen participation throughout all stages of planning, ordinance development and policy implementation.
2. Maintain a development review process whereby all interested parties are afforded an opportunity to influence the outcome.

1.10 Issues and Opportunities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the city is concerned about. Policies and recommendations become the tools that the city can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. Public participation shall be required prior to the development and/or amendment to any plans, ordinances or programs.
2. Policies, ordinances, and decisions shall be made in conformance with the comprehensive plan.
3. The comprehensive plan shall be referred to and utilized for all future development, planning or implementation decisions within the community.
4. Adequate funding and staffing shall be maintained to properly administer community programs (i.e. permits, land use controls, etc.)
5. Innovative planning or related land use initiatives or ideas shall be given full consideration for use within the community.
6. Future community issues, trends, opportunities and conflicts that were not included within the comprehensive plan shall be thoroughly assessed and amended to the plan as necessary.
7. Development within the community shall only be accommodated in areas designated by the comprehensive plan.

Recommendations

Recommendations are specific actions or projects that the city should be prepared to complete. The completion of these actions and projects is consistent with the city's policies, and therefore will help the city fulfill the comprehensive plan goals and objectives.

1. Respond to changes or amendments to the comprehensive planning law (ss. 66.1001) as they potentially impact the city.
2. Develop creative opportunities for increased public involvement in city government through means such as special public meetings, informational flyers, newsletters, and web sites.

1.11 Issues and Opportunities Programs

For a listing of available and existing programs refer to the *Clark County Inventory and Trends Report* or the *Clark County Year 2025 Comprehensive Plan*.

Additional Program Information

AB608, Wisconsin Act 233 – Clarification of Smart Growth Law

This bill was signed into law in April 2004. This new law reduces the number of programs or actions with which a comprehensive plan must be consistent. Under the new legislation, the only actions which must be consistent with a comprehensive plan are official mapping, local subdivision regulation, and zoning ordinances, including zoning of shorelands or wetlands in shorelands. The bill also reiterates that an RPC's comprehensive plan is only advisory in its applicability to a political subdivision (a city, village, town or county), and a political subdivision's comprehensive plan.

2. Population and Housing

Properly planning for Colby's future requires an understanding of the community's population, demographic and housing base. The following chapter inventories and analyzes available data to gain a basic understanding of the current population and housing status as well as to identify trends that are occurring. After knowledge of this base is gained, then the identification of future trends and issues can be determined.

2.1 Population Counts

Population Counts

Table 2-1 displays the population trends from 1950 through 2000 for all municipalities within the county, Clark County, and the State of Wisconsin.

Clark County's population will most likely continue to increase slowly over the planning period. The majority of communities within the county have been experiencing moderate population growth. However, there are no major trends or indicators that would indicate that population will experience a dramatic increase or decrease over the planning period. It is anticipated that the increase in population of older age groups within the county will continue during the planning period.

According to the 2000 Census, the City of Colby had a 2000 population of 1,616, a 5.48% increase from the 1990 population count of 1,532. Since 1950, the population of Colby had been continually increasing until the 1990 count which indicated a decline. The population has since rebounded from the decline.

Population Estimates

Every year the Wisconsin Department of Administration (WDOA), Demographic Services Center develops population estimates for every municipality and county in the state. The 2007 population estimate for the City of Colby was 1,708 persons, a 7.3% increase from the 2000 census count.

**Table 2-1
Population Trends, Clark County, 1950-2000**

Municipality	1950	1960	1970	1980	1990	2000
T. Beaver	793	790	718	777	703	854
T. Butler	165	105	83	81	91	88
T. Colby	821	895	812	800	846	908
T. Dewhurst	127	93	99	132	197	321
T. Eaton	671	655	572	663	640	665
T. Foster	73	43	51	111	85	95
T. Fremont	949	809	905	982	963	1,190
T. Grant	901	854	736	882	890	920
T. Green Grove	784	705	663	678	628	902
T. Hendren	632	609	526	570	542	513
T. Hewett	172	148	170	301	314	314
T. Hixon	996	899	791	810	673	740
T. Hoard	1,136	1,067	919	881	805	594
T. Levis	410	441	337	433	492	504
T. Longwood	873	782	728	673	661	698
T. Loyal	871	849	819	882	757	787
T. Lynn	607	581	555	587	703	834
T. Mayville	966	1,015	957	962	932	919
T. Mead	354	293	237	303	249	290
T. Mentor	707	624	584	596	521	570
T. Pine Valley	854	822	923	1,137	1,032	1,121
T. Reseburg	925	864	742	761	687	740
T. Seif	262	209	162	254	211	212
T. Sherman	690	684	674	766	736	831
T. Sherwood	175	164	199	173	195	252
T. Thorp	1,067	967	873	743	710	730
T. Unity	767	703	796	815	735	745
T. Warner	757	665	607	668	599	627
T. Washburn	327	340	325	276	310	304
T. Weston	696	587	602	646	662	638
T. Withee	956	889	801	859	767	885
T. Worden	833	733	595	650	575	657
T. York	861	849	847	903	857	853
V. Curtiss	139	147	135	127	173	198
V. Dorchester*	457	504	491	613	697	823
V. Granton	299	278	288	399	379	406
V. Unity*	142	139	154	166	196	163
V. Withee	421	442	480	509	503	508
C. Abbottsford*	870	935	1,108	1,401	1,409	1,412
C. Colby*	783	840	885	1,151	1,116	1,156
C. Greenwood	956	1,014	1,036	1,124	969	1,079
C. Loyal	1,104	1,146	1,126	1,252	1,205	1,308
C. Neillsville	2,663	2,728	2,750	2,780	2,680	2,731
C. Owen	1,034	1,098	1,031	998	895	936
C. Thorp	1,383	1,496	1,469	1,635	1,657	1,536
Clark County	32,459	31,527	30,361	32,910	31,647	33,557
State of Wisconsin	3,434,575	3,951,777	4,417,731	4,705,642	4,891,769	5,363,675

Source: U.S. Bureau of the Census, 1950-2000. *Does not include portion in Marathon County.

Population by Age Cohort

A shifting age structure is a national trend that is evident in Wisconsin and also Clark County. This is largely due to the baby-boomer generation, which is a large segment of the overall

population, nearing retirement age. As this age group gets older the demand for services such as health care will increase. It will become increasingly important for municipalities to recognize these trends and also to plan for the new demands that will need to be met.

Within the City of Colby, the majority of the population was in the 20 to 44 age group. The 2000 median age for the City of Colby was 40.0 years of age. The 1990 median age was 31.2 years of age. For more detailed information on population by age cohort or other data please refer to Section 2.1 of the *Clark County Inventory and Trends Report*.

2.2 Population Forecasts and Projections

Population Forecasts

Population projections are based on past and current population trends and are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Projections should be considered as one of many tools used to help anticipate and predict future needs within the city. Population levels are subject to physical conditions, environmental concerns, land use, zoning restrictions, taxation, annexation, and other political policies that influence business and personal location decisions.

WDOA Projection

In 2003 the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared baseline population projections to the year 2020 for the communities and counties of Wisconsin. The WDOA utilized a projection formula that calculates the annual population change over three varying time spans. From this formula, the average annual numerical population change is calculated, which was used to give communities preliminary population projections for a future date.

Table 2-2 displays the WDOA preliminary population projections for the City of Colby from 2000 to 2020.

West Central Wisconsin Regional Planning Commission (WCWRPC) Population Projection

Population projections were developed by the Regional Planning Commission in 1992. The WDOA projections are, by State Statute, the official population projections for Wisconsin. However, WDOA states that, because of the way their projections are developed, local planning agencies should attempt to derive different projections based on improved information about the community. Therefore the Regional Planning Commission developed its own population projections taking into account knowledge of local conditions. According to the Regional Planning Commission's projections, the City of Colby is estimated to have a 2020 population of 1,541 persons.

Projections created by West Central Wisconsin Regional Planning Commission (WCWRPC) were completed to the year 2020, however they were completed in ten year increments rather than five year. The WCWRPC projections are very conservative. These projections also do not

utilize 2000 Census counts. It should be noted that WCWRPC projected that all Clark County municipalities would decline in population from 2000 to 2020.

Linear Trend Projection Model

Linear projections were created by using the 1970, 1980, 1990 and 2000 census counts and increasing and decreasing population counts by a constant value that is based on the selected census counts. Therefore, linear trends are based directly on historical population trends. According to linear trend results, the year 2020 population projection for the city is 1,349 persons and the year 2030 projection is 1,427 persons.

Comparative Population Projections

Table 2-2 provides a summary of the population projection techniques described earlier. The population of the City of Colby is anticipated to increase at a moderate rate for the next 20 to 30 years. The city should plan for a rate of growth between the linear trend projection and the WDOA projection as shown in Table 2-2 with the expansion of the city to accommodate new residential development, these projections could be eclipsed. For further demographic information refer to the *Clark County Inventory and Trends Report*.

Table 2-2
Population Projections, City of Colby, 2000-2030

	2000	2005	2010	2015	2020	2025	2030
Census	1,156						
WDOA Projection		1,220	1,292	1,376	1,463		
WCWRPC	1,544		1,542		1,541		
Linear Trend	1,156	1,214	1,272	1,310	1,349	1,388	1,427

Source: Wisconsin Department of Administration, Preliminary Municipal Population Projections, 2005-2020, October 2003; West Central Wisconsin Regional Planning Commission, 1992; U.S. Bureau of the Census, 2000; Foth & Van Dyke, 2002.

2.3 Housing Characteristics

Wisconsin’s comprehensive planning law requires that a comprehensive plan include a housing element. Housing costs are the single largest expenditure for most Wisconsin residents. For homeowners, their home is likely their most valuable asset and largest investment. Housing also plays a critical role in state and local economies. The housing in a community may be its largest asset. The construction industry and other occupations that support housing are a major portion of the economy. Residential development is also a major source of revenue for local communities in the form of property taxes. Beyond the financial aspects of housing, there are also social effects that are not so easily measured. People develop a sense of pride in their homes, which in turn creates a sense of community and a likely increase in participation in community activities.

Planning for the provision of housing may be new to many local units of government. Nonetheless, the programs and actions of local governments can influence the housing market. The comprehensive planning process necessitates that the community analyze the impact of the

policies and regulations on the development of various types of housing. The analysis is intended to take into account the current and projected housing needs in the community. The analysis should result in policies that provide opportunities for the development of the types and amounts of housing expected to be needed over a twenty-year planning horizon.

The following sections discuss in more detail specific information about the city's existing housing stock, patterns, and future trends.

City of Colby General State of Housing

The total number of housing units in the city has increased by 53.2% from 1990 to 2000. Both owner occupied and renter occupied housing units increased by over 50% for the ten-year period. The rate of growth of housing units in the city was significantly higher than Clark County as a whole. The majority of housing units in the city are one-unit detached structures (71.2%) followed by mobile homes (9.2%). While housing growth has been substantial in the city, the majority of housing units are still quite old indicating a potential need for housing rehabilitation programs. In addition, a vacant land for future residential development is limited in the city, a need the city will need to address.

Clark County General State of Housing

The total number of housing units within Clark County has been increasing relatively slowly when compared to the State of Wisconsin. The majority of homes within the county are single family detached structures, however, there are also a significant number of mobile homes. The majority of homes within the county are fairly old (most were built prior to 1939) indicating the need for rehabilitation or new structures in the future. Finding affordable housing within the county does not appear to be a problem, however, finding affordable quality housing is an increasing problem. In many areas of the county the number of persons per household tends to be higher than the state average. This trend may be due to the Amish and Mennonite populations located within the county which tend to have larger families. The land use inventory conducted as part of this planning effort revealed a significant number of abandoned housing structures located throughout the county. Most of these structures are abandoned farmhouses that are beyond financially feasible repair. The above are but a few of the important issues surrounding housing in Clark County that will only grow more important over the planning period.



Residential Development, City of Colby

Housing Supply

According to the 2000 Census, there were 645 housing units in the City of Colby. This was a 224-unit increase from the 1990 housing count of 421 units. The city host several assisted living facilities. They include Colby Retirement Center (Wausau Street), Colonial Nursing Home (Dolf Street), and Pine Ridge Assisted Living (Division Street).

Housing Occupancy and Tenure

Table 2-3 displays the occupancy and tenure characteristics of housing units for the City of Colby in 1990 and 2000. Table 2-4 displays the housing occupancy and tenure characteristics for Clark County for the same period.

Table 2-3
Housing Occupancy and Tenure, City of Colby, 1990-2000

	1990	% of Total	2000	% of Total	Number Change	Percent Change
Total housing units	421	100.0	645	100.0	224	53.2
Occupied housing units	406	96.4	623	96.6	217	53.4
Owner-occupied	307	72.9	470	72.9	163	53.1
Renter-occupied	99	23.5	153	23.7	54	54.5
Vacant housing units	15	3.6	22	3.4	7	46.7
Seasonal, rec., occasional use	0	0.0	1	0.2	1	NA

Source: U.S. Bureau of the Census, 1990-2000.

Table 2-4
Housing Occupancy and Tenure, Clark County, 1990-2000

	1990	% of Total	2000	% of Total	Number Change	Percent Change
Total housing units	12,904	100.0	13,531	100.0	627	4.9
Occupied housing units	11,209	86.9	12,047	89.0	838	7.5
Owner-occupied	8,827	68.4	9,781	72.3	954	10.8
Renter-occupied	2,382	18.5	2,266	16.7	-116	-4.9
Vacant housing units	1,695	13.1	1,484	11.0	-211	-12.4
Seasonal, rec., occasional use	1,008	7.8	833	6.2	-175	-17.4

Source: U.S. Bureau of the Census, 1990-2000.

Units in Structure

Table 2-5 displays the number of units in structure for the City of Colby in 2000.

Table 2-5
Units in Structure, City of Colby, 2000

	Number	% of Total
1-unit detached	458	71.2
1-unit attached	10	1.6
2 units	37	5.8
3 or 4 units	19	3.0
5 to 9 units	0	0.0
10 to 19 units	56	8.7
20 or more units	4	0.6
Mobile home	59	9.2
Boat, RV, van, etc.	0	0.0
Total	643	100.0

Source: U.S. Bureau of the Census, 2000. Based on sample data.

Age of Housing Units

The age of the housing stock is an important element to be analyzed when planning for the future. If there is a significant amount of older housing units within the housing supply they will most likely need to be replaced, rehabilitated or abandoned for new development within the planning period. Allowing for a newer housing supply also requires planning regarding infrastructure, land availability, community utilities, transportation routes, and a variety of other needs which are affected by new housing development.

According to the 2000 Census, within the City of Colby the majority of housing units were built prior to 1939 indicating a potential need for housing stock rehabilitation.

Housing Value

Providing affordable housing which meets the needs of current and future Clark County residents is an important element of overall planning. Finding affordable and quality housing has historically been somewhat difficult in Clark County. A lack of affordable housing has overriding impacts on population migration patterns, economic development and the tax base.

According to the 2000 Census, the median value of homes within the city was \$72,700. Additional information on housing in Clark County can be viewed by referencing Section 2.3 of the *Clark County Inventory and Trends Report*.

2.4 Housing Unit Projections

Housing unit projections are an important element in preparing the land use plan. Specifically, they are used to estimate required acreage to accommodate future residential development, as well as prepare for future demands growth may have on public facilities and services throughout the planning period. Similar to population projections, it is important to note that housing projections are based on past and current trends, and therefore should only be used as a guide for planning.

Linear Trend Housing Projection

Using the census counts from 1980 to 2000 a linear trend was created to estimate the projected number of housing units for 2005 to 2030 in Clark County (refer to Table 2-6). According to these projections, the City of Colby is expected to have 954 housing units by 2030. This projection should be considered very aggressive and will be significantly impacted by the city's ability to identify and develop new residential areas. This estimate is a 47.9% increase from the 2000 Census housing unit count.

Table 2-6
Linear Trend Housing Unit Projection,
City of Colby and Clark County, 2000-2030

	2000	Projection 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025	Projection 2030	# Change 2000-2030	% Change 2000-2030
C. Colby	645	684	724	781	839	896	954	309	47.9
Clark County	13,531	13,809	14,087	14,373	14,660	14,947	15,234	1,703	12.6

2.5 Housing Trends and Outlook

See Section 2.5 of the *Clark County Inventory and Trends Report* for a summary of housing trends. Trends of particular importance to the City of Colby included the following:

- ◆ Continued interest in modular mobile home development (driven by need for affordable housing).
- ◆ Increased need for elderly housing.
- ◆ Increased remodeling and rehabilitation of older housing stock.
- ◆ Continued abandonment of older housing.
- ◆ Increased demand to build housing adjacent to villages and cities (in towns).
- ◆ Increased difficulty in finding affordable and quality housing.

2.6 Housing Programs

Refer to the *Clark County Inventory and Trends Report* and the *Clark County Year 2025 Comprehensive Plan* for a listing of housing programs applicable and available to the City of Colby.

Additional Housing Programs

City of Colby Housing Revolving Loan Fund

The city has a revolving loan fund for residential improvements in the city. The money is distributed to income qualified applicants at 0% interest. The loan is payable at the time that the property is sold or changes use.

Department of Housing and Urban Development (HUD)

HUD is the federal agency with primary responsibility for housing programs and community development. HUD is the main repository of resources for housing programs in Wisconsin. HUD provides funding for state developed programs through HOME and other initiatives. It also funds the Continuum of Care for Homeless Families initiative, and provides Section 8

vouchers, which assist low-income families in finding affordable housing. The Wisconsin HUD office is located in Milwaukee and can be contacted at (414) 297-3214.

Rural Development, Rural Housing Service - United States Department of Agriculture (USDA-RD)

USDA provides a variety of housing and community development programs for rural areas, generally available in areas with populations of 10,000 or less. It provides support for rental housing development, direct and guaranteed mortgage loans for home buyers, and support for self-help and cooperative housing development. For more information visit its website at www.rurdev.usda.gov.

Wisconsin Rural Development, Rural Housing Service

The mission of the Rural Housing Service is to enhance the quality of life of rural people through the creation of safe, affordable, housing where people can live, work, and prosper as part of a community. The Wisconsin Rural Housing Service offers housing preservation grants, loans and grants for farm labor housing, loans and grants for home improvement and repair, loans for financing housing site development, loans for home purchase or construction, loans on apartment buildings, and self-help technical assistance grants. For further information visit the web-site at www.rurdev.usda.gov/wi/index.html.

Wisconsin Department of Administration, Division of Housing and Intergovernmental Relations

The Division of Housing and Intergovernmental Relations provides housing assistance to benefit low- and moderate-income households through the Bureau of Housing. It offers state-funded housing grants or loans through local organizations, coordinates its housing programs with those of other state and local housing agencies, helps develop state housing plans and policies, and provides training and technical assistance. The Division channels federal housing funds to local authorities and organizations and administers federal funds for the homeless.

Community Development Block Grant (CDBG) – Housing Program

The Wisconsin Community Development Block Grant (CDBG) program for housing, administered by the Wisconsin Department of Commerce, provides grants to general purpose units of local government for housing programs which principally benefit low- and moderate-income (LMI) households. The CDBG program is a federally funded program through the Department of Housing and Urban Development's Small Cities CDBG Program. CDBG funds can be used for various housing and neighborhood revitalization activities including housing rehabilitation, acquisition, relocation, demolition of dilapidated structures, and handicap accessibility improvements. The maximum grant to an applicant is \$500,000. Approximately 15 communities are awarded funds yearly in Wisconsin. For more information on this program contact the Wisconsin Department of Commerce, Bureau of Housing.

Home Safety Act

A new Wisconsin law requires the state's Uniform Dwelling Code (UDC) be enforced in all municipalities. This includes the necessity to have new construction inspected for compliance with the UDC, the statewide building code for one and two family dwellings built since June 1, 1980.

The Home Safety Act signed into law by Governor Doyle on December 3, 2003 includes important changes to the enabling statutes for the UDC. The changes were effective as of December 18, 2003. Previous to the new legislation, municipalities with a population of 2,500 or less could choose by resolution to decline UDC enforcement.

Those municipalities which previously chose not to enforce the UDC now have three options:

- ◆ Adopt an ordinance to begin local enforcement of the UDC. This may include contracting with another municipality or a private party to do the work.
- ◆ Delegate enforcement to the county, if the county is willing to accept it. Currently only three counties have UDC enforcement programs - Adams, Chippewa, and Eau Claire.
- ◆ Take no action. This then causes the Safety and Buildings Division to enforce the UDC for new homes in the municipality.

There are approximately 900 municipalities in Wisconsin which had elected not to enforce the UDC. The Safety and Buildings Division plans to survey the municipalities that previously declined enforcement to try to determine what the municipalities plan to do so a system can be structured for enforcement responsibilities. For further information contact the Wisconsin Department of Commerce.

Home Investment Partnership Program (HOME)

A variety of affordable housing activities may be supported by federal HOME awards including down payment assistance for home buyers, rental rehabilitation, weatherization related repairs, accessibility improvements and rental housing development. Approximately \$13 million is awarded annually. The program is administered by the Wisconsin Division of Housing and Intergovernmental Relations (DHIR).

Housing Cost Reduction Initiative (HCRI)

Local sponsors compete for \$2.6 million in state grants annually to reduce the housing costs of low-income renters or home buyers. Eligible applicants include local units of government, American Indian tribes or bands in Wisconsin, housing authorities and non-profit housing organizations. Eligible activities are emergency rental aid, home buying down payment assistance, homeless prevention efforts, and related housing initiatives. The HCRI is administered by the Wisconsin Division of Housing and Intergovernmental Relations (DHIR).

Homeless Programs

The Division of Housing and Intergovernmental Relations administers three programs specifically designed to help homeless people:

- ◆ State Shelter Subsidy Grant (SSSG) Program: provides up to one-half of an emergency homeless shelter's program operating budget. Eligible applicants are a county or municipal governing body or agency, an Indian Tribal government, a community action agency, or other private not-for-profit or non-profit organization.

- ◆ Housing Opportunities For Persons With Aids (HOPWA): This federal program is designed to provide eligible applicants with resources and incentives to devise long-term comprehensive strategies for meeting the housing needs of persons with AIDS or related diseases. Funds are distributed through a competitive process.
- ◆ HUD Emergency Shelter Grant (ESG) Program: Funds may be used for homelessness prevention, essential services, rehabilitation of shelters, and operating costs.
- ◆ Transitional Housing Program (THP): Eligible applicants propose to operate transitional programs for formerly homeless individuals and families. Funds may be used for housing costs, education and vocational training, transportation, day care, or other costs needed to assist participants in sustaining self-sufficiency.
- ◆ Interest Bearing Real Estate Trust Account Program (IBRETA): Real estate brokers establish interest bearing real estate trust accounts for the deposit of all down payments, earnest money deposits and other trust funds received by the broker and related to the conveyance of real estate. Interest is remitted to the WDOA. Proceeds augment existing homeless programs.

Local Housing Organization Grants (LHOG)

LHOGs enable community-based organizations and public housing authorities to provide affordable housing opportunities. The program is funded from state general purpose revenue funds. It is administered by the Wisconsin Division of Housing and Intergovernmental Relations (DHIR) and is distributed statewide in response to RFPs on a competitive basis.

Habitat for Humanity

The goal of this program is to eliminate inadequate housing and poverty housing throughout the world. Local affiliates, including dozens in Wisconsin, are responsible for raising funds, recruiting volunteers, identifying project sites, and constructing owner-occupied housing for the benefit of participating low-income families. Visit www.habitat.org.

Wisconsin Fresh Start Program

The Fresh State Grants are awarded on a competitive basis to agencies that would like to establish programs based on the Operation Fresh Start, Inc. service model. The purpose of the program is to provide at-risk young people with education, employment skills, and career direction leading to economic self-sufficiency. This is accomplished through opportunities for meaningful service in the young people's communities by helping to meet the housing needs of low-income individuals and families. The program is designed to provide on-site housing construction and rehabilitation work experience, off-site academic classes, and supportive services for young people, primarily for ages 16-24. Contact the Wisconsin Division of Housing and Intergovernmental Relations (DHIR) for more information.

2.7 Housing Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community.

Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1: Provide for an adequate housing supply that will meet the needs of future residents and provide a range of housing choices including all income levels, age groups and special housing needs while maintaining the current housing stock and city vision.

Objectives

1. Increase the availability of low to moderate income housing that is consistent with the city's and county's comprehensive plan.
2. Increase availability of quality moderate cost starter homes consistent with locations identified in the city's and county's comprehensive plan.
3. Increase the availability and accessibility of assisted living and elderly care facilities while continually monitoring the housing needs of the aging population.
4. Avoid public actions which would not allow persons of lower income levels, ethnic origin, creed, age groups, or special needs to reside in the city.
5. Pursue the availability of state or federal housing funding for the development or redevelopment of low to moderate income quality housing.
6. Improve public education on available funding or assistance sources that will allow LMI residents and elderly residents to make accessibility or other improvements to their homes for special needs.
7. Increase the utilization of building codes for new housing construction and rehabilitation.
8. Increase coordination with the county housing authority and other agencies in monitoring and creating solutions to the housing affordability issue.
9. Insure an adequate supply of land is planned and zoned for multi-family housing and for development at higher densities to meet forecasted demand.

Goal 2: Provide for housing development that maintains the characteristics of the city.

Objectives

1. Encourage and support multi-family, group housing, and other high density residential development within existing neighborhoods with established urban services.
2. Direct development to areas currently served by existing roads, public utilities, parks or other services.

3. Direct residential development to planned growth areas.
4. Retain single family residences as the preferred type of housing supply in the city.
5. Utilize various programs and concepts that can encourage creative ways to preserve city character and natural resources.
6. Support developers who want to develop other forms of housing, such as duplexes or small apartment buildings, as long as they are congruent with the overall city vision and needs for the future.
7. Encourage energy efficient construction and construction that takes into account the placement of the home in relation to its surrounding environment (i.e. orientation to the sun).

Goal 3: Maintain or rehabilitate the city's existing housing stock.

Objectives

1. Continue rehabilitation efforts for the existing housing stock.
2. Increase citizen education about unsafe or unsanitary housing conditions including lead paint, carbon monoxide emissions, radon, exposed heat pipes, and broken or missing smoke detectors.
3. Maintain an inventory of historically significant homes and allow for maintenance and support rehabilitation that will encourage their existence.
4. Pursue development and redevelopment efforts which serve to enhance the character of the city.

2.8 Housing Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the city is concerned about. Policies and recommendations become the tools that the city can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. Siting and construction of new housing shall be consistent with the goals, objectives, and densities established for each land use classification.
2. Local land use controls and related administration (e.g. fees) shall consider the impact on affordable housing.
3. Actions which may deter the creation of alternative forms of housing shall be discouraged and all community actions shall be evaluated for their effects on local housing.
4. Residential in-fill development shall be given priority over the development of housing in areas currently not occupied by residential structures.
5. An inventory of historically significant homes shall be maintained throughout the planning period to ensure that these homes are accurately identified and to promote and target preservation and/or rehabilitation efforts.
6. An adequate supply of land shall be zoned for multi-family housing and for development at higher densities to meet demand.
7. Provide a broad range of housing choices to meet the changing needs of the community.

Recommendations

Recommendations are specific actions or projects that the city should be prepared to complete. The completion of these actions and projects is consistent with the city's policies, and therefore will help the city fulfill the comprehensive plan goals and objectives.

1. Rezone property as needed to accommodate new housing development.
2. Pursue housing rehabilitation grants for low to moderate income families and owners.

3. Transportation

Broadly speaking, a transportation system can be defined as any means used to move people and/or products. A community relies on its transportation system daily to transport people and goods effectively and efficiently. It should also have the ability to link the community to neighboring communities and beyond. Additionally, the system should be able to accommodate a variety of transportation modes. These modes include: automobiles, motorcycles, trucks, buses, mass transit, bicycles, trains, boats, airplanes, and pedestrians. It is important to note that while some of these modes act independently, they are often used in combination to reach a destination. While this coordination often appears seamless on an everyday level, there are certain abilities, modes, and opportunities that make a transportation system productive.



Highway 29 exit to Colby and Abbotsford

Roads and highways account for the majority of a transportation system and are probably the most common paths, however, are not the only component. Therefore rail lines, waterways, airways, and trails are all additional opportunities that contribute to the entire transportation system. Taken together, these individual transportation options create a community's transportation system. Thus, it is critical that the transportation element address each of these choices, as applicable to the community.

In addition, it is imperative that the system be as safe as possible. For example, one common safety concern involves private parties accessing public roadways via driveways and the potential hazards this brings to public roadway users. In order to ensure safety and efficiency, the transportation system needs to be efficiently managed and maintained. A community benefits from continual improvements which can include surface improvements, adjustments to interchange signals, signage, and even new routes. Poor maintenance and missed opportunities cost the community in the long run. Therefore, in addition to the necessary budgetary and safety considerations of the system, planning for the location and density of new development will need to be evaluated for potential impacts on the transportation system.

The following sections discuss in more detail specific information about the City of Colby transportation system.

3.1 Existing Road System

The principal components of the city's transportation circulation system are its highways and local roads. The City of Colby road network includes local roads, county highways, and state highways. The general traffic circulation pattern in the city is as follow:

- ◆ STH 13, which runs in a north-south direction directly through the city, is the primary transportation route through the community and provides access to STH 29 to the north.

- ◆ CTH N connects to STH 13 and provides a route to the west through the Town of Colby.
- ◆ Local city roads provide access to abutting lands and to the state and county highway system serving the city.

3.2 Road Functional/Jurisdictional Classification

For planning and design purposes, the roadways are divided into different classes, such as arterials and collectors, which relate to the function of the roadway. Factors influencing function include traffic circulation patterns, land use, the land access needs, and traffic volumes.

Roadways can be further defined by the entities which have authority over the roadway. These are called jurisdictional classifications. State and federal roads are commonly classified as arterials and county highways as collectors. In addition to arterial and collector roads providing for movement between communities, local roads provide public access to the different parcels of land.

Although a community may not have direct jurisdictional authority over a specific roadway, the development and land use decisions surrounding the roadway impact the roadway users, the community where the roadway is located, and the communities that are linked through the roadway. Additionally, the local street system decisions regarding local travel directly impact the amount of traffic that is diverted onto state and/or county roads. The growth patterns of Colby have stemmed from STH 13 and CTH N.

The functional road classification system for Colby is depicted on Map 3-1 in the *Clark County Inventory and Trends Report* and described in Table 3-1. The functional classification of roads is generally the basis of transportation funding related to construction and maintenance.

Table 3-1
Functional Road Classifications, City of Colby, 2003

Functional Class	Road Name	Miles
Principal Arterial	STH 13	2.7
Major Collector	County Highway N	0.5
Local Roads*		8.8

Source: Clark County Planning, Zoning, and Land Information Department, 2003.

*WisDOT, Wisconsin Information System for Local Roads, 2003.

3.3 Traffic Volume Trends

Annual Average Daily Traffic (AADT) counts are conducted by the Wisconsin Department of Transportation every three years. The majority of these counts are focused on state highways, county trunk highways and other higher traffic volume roadways. For AADT figures for roads within the City of Colby and Clark County refer to Section 3.3, Traffic Volume Trends, within the Transportation element (Chapter 3) of the *Clark County Inventory and Trends Report*. No traffic counts were available specifically for the City of Colby.

3.4 Accident Types and Locations

Section 3.4 of the *Clark County Inventory and Trends Report* describes accident type and location throughout Clark County (see Table 3-4 and 3-5 of the report). Relative to the City of Colby, two specific roads (STH 13 and CTH N) are actively monitored by WDOT. From 1998 to 2000, 100 accidents occurred on STH 13. Sixty of the accidents occurred at intersections within that same period. Twenty-six accidents occurred on CTH N of which nine occurred at intersections. Please note that the accidents that occurred on these roadways may not have occurred entirely within the City of Colby.

3.5 Additional Modes of Transport

Additional modes of transportation can be described as any form of human transportation other than the automobile. Section 3.5 of the *Clark County Inventory and Trends Report* summarizes different methods used throughout Clark County.

Rail Service

Rail service to the city is provided by the Wisconsin Central Limited Ltd. The rail line runs through the center of the city.

Air Service

The nearest airport to the city is the Taylor County Airport located in Medford followed by the Marshfield Airport.

3.6 Existing Transportation Plans

All applicable state, regional, county and local transportation plans have been incorporated in the development of the *City of Colby Year 2025 Comprehensive Plan* as well as the *Clark County Year 2025 Comprehensive Plan*. See Section 3.6 of the *Clark County Inventory and Trends Report* for a list of transportation related plans reviewed and utilized. Due to the influence of a Mennonite and Amish population in surrounding towns, the *Clark County Amish and Mennonite Transportation Report, June 2003* should be utilized to address local transportation issues and opportunities.



STH 13 improvement options are being reviewed by the Wisconsin DOT.

3.7 Planned Transportation Improvements

Also see Section 3.7 of the *Clark County Inventory and Trends Report* for planned state and county highway improvement projects.

State Highway 13

One of the principal streets through the City of Colby is State Trunk Highway (STH) 13. State Trunk Highway 13 is also a connector highway which links smaller economic centers to the State's Backbone system. The Wisconsin Department of Transportation Corridors 2020 Backbone sub-system is a 1,550-mile network of highways connecting population and economic centers in all regions of the national transportation network. Multi-lane highways connect population centers, suppliers, and buyers, and enhances the region as a good place to live, do business, and visit. The Corridors 2020 Connector sub-system, including STH 13, is a 2,100-mile network of high-quality highways, mostly two-lane routes, directly linking other significant economic and tourism centers to the Backbone sub-system.

In 2003, a study by WisDOT determined the average annual daily traffic at a volume of 8,000 vehicles per day from Abbotsford to Medford. It was further projected that the volume of traffic in this area will be 11,700 by the year 2020. This projected increase created the need for an evaluation of the area which in turn spurred WisDOT to do an environmental scan for the stretch of STH 13 from STH 29 to STH 102. While the environmental scan was done with STH 29 as the southern boundary, the scan does show future corridors to consider extending south of the City of Colby.

The environmental scan completed in February 2003 states three main alternatives to address the future projected traffic along this portion of STH 13. One alternative shows no changes to the existing layout. While this has minimal impact on the city, there would be no increase in traffic capacity or improvements in traffic flow and could result in increases in the number of reduced speed zones. A second option is to maintain the existing layout and add additional lanes, thus increasing capacity. This option would require accesses to be moved or closed, acquisition of additional road right-of-way, and residence and business relocations. The third option is to maintain a portion of the existing layout and create additional expansion corridors (by-passes to east or west). This option would reduce the conflicts that occur from the dual use of the highway by through traffic and local traffic. However, during a public meeting held by the Wisconsin Department of Transportation (WDOT) in early 2005, WDOT representatives announced that no STH 13 by-pass plans are currently in the department's program. Furthermore, WDOT representatives stated that the earliest a by-pass would begin would be 2016 and probably wouldn't be constructed for 20 to 25 years if at all. Representatives did acknowledge that any type by-pass would likely go past both the cities of Abbotsford and Colby given their close location (see Appendix B). The benefits from these new roadways will need to be balanced against the impacts to all affected communities.

To better understand the feasibility of new corridors a future study will be done. This study will examine the impact on land use, zoning, recreation, institutional and public services, utilities, Amish and Mennonite populations, surface water, floodplains, ground water and water supply, wildlife, threatened and endangered species, agricultural resources, hazardous materials, noise and air quality. Whatever option the future study recommends, the land use development pattern will respond accordingly. The city must be an active participant in future studies and engage in alternative solutions.

Also see Section 3.7 of the *Clark County Inventory and Trends Report* for planned state and county highway improvement projects.

Local Improvements

Map 4-2, found within the Utilities and Community Facilities element, shows several local road improvement projects identified during the planning process. There are currently no projects planned.

3.8 Transportation Trends and Outlook

Section 3.8 of the *Clark County Inventory and Trends Report* summarizes trends local communities of Clark County can expect over the planning period.

3.9 Transportation Programs

Refer to the *Clark County Inventory and Trends Report* and the *Clark County Year 2025 Comprehensive Plan* for a listing of transportation related programs available to the City of Colby.

Additional Programs

Adopt-A-Highway Program

The Adopt-A-Highway Program is administered by the Wisconsin Department of Transportation (WDOT). The program was initiated to allow groups to volunteer and support the state's anti-litter program in a more direct way. Each qualified group takes responsibility for litter control on a segment of state highway. The group picks up litter on a segment at least three times per year between April 1 and November 1. Groups do not work in dangerous areas like medians, bridges, or steep slopes. In addition, a sign announcing a group's litter control sponsorship can be installed. The state Adopt-A-Highway coordinator should be contacted for further information. Applications and forms are available through the WDOT website.

Transportation Economic Assistance (TEA) Program

The Transportation Economic Assistance program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor, and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must be scheduled to begin within three years, have the local government's endorsement, and benefit the public. For more information about this program, contact: Wisconsin Department of Transportation, Division of Transportation Investment Management, phone: (608) 266-3488.

Local Roads Improvement Program (LRIP)

Established in 1991, the Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. A reimbursement program, LRIP pays up to 50% of total eligible costs with local governments providing the balance. The program has three basic components: County Highway Improvement

(CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP). Three additional discretionary programs (CHIP-D, TRIP-D and MSIP-D) allow municipalities to apply for additional funds for high-cost road projects. For more information contact the WDOT.

Pavement Surface Evaluation and Rating (PASER)

PASER is a simple method of rating asphalt and concrete roads on a scale of 1 to 10 and gravel roads on a scale of 1 to 5, based on visual inspection. PASER manuals and a video explain how and why roads deteriorate, and describe proper repair and replacement techniques. PASER rating can be put into PASERWARE, an easy to use pavement management software. PASERWARE helps to inventory roads and keep track of their PASER ratings and maintenance histories. It also helps to prioritize road maintenance and improvement needs, calculate project costs, evaluate the consequences of alternative budgets and project selection strategies, and communicate those consequences to the public and local officials. Both PASER and PASERWARE are available from the University of Wisconsin's Transportation Information Center at no charge. The Center also offers free training courses. Call 1-(800) 442-4615 for more information.

3.10 Transportation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community.

Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal: Develop and support a transportation system which, through its location, capacity, and design, will effectively serve the existing land use development pattern and meet anticipated transportation demand generated by existing and planned land uses.

Objectives

1. Reduce accident exposure by improving deficient roadways.
2. Direct future residential, commercial and industrial development to roadways capable of accommodating resulting traffic.
3. Minimize the disturbance of environmental corridor and natural areas for the purpose of accommodating the location of transportation facilities.
4. Continue the use of the PASER evaluation rating system for road maintenance and project budgeting purposes.
5. Continue administration of existing construction and maintenance standards for local roads.

6. Maintain qualified and trained road maintenance personnel.
7. Provide information to elderly or disabled individuals regarding transit opportunities.
8. Improve coordination of other services (i.e. telephone, cable TV, natural gas) within local road right-of-way.
9. Increase opportunities for multi-use trails where appropriate.
10. Weigh the cost and benefits of allowing development and providing needed transportation improvements in the future.
11. The review of rezoning requests must consider impacts on the existing road network.
12. Provide accommodations on pedestrian facilities for people with disabilities such as curb cuts, minimizing inclines and slopes of sidewalks and ensuring sidewalk connectivity.
13. Adopt street design standards (intersection design, signal phasing, roadway width) that give priority to and enhance the safety of pedestrians and minimize conflict with motorists.
14. Continue requiring developers to bear an equitable share of the costs for improvement, extensions and new roads.
15. Guide new growth so as to develop a road system that does not financially burden the city or make inefficient use of public tax dollars.

3.11 Transportation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the city is concerned about. Policies and recommendations become the tools that the city can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. Utilize the *Clark County Amish and Mennonite Transportation Report, June 2003* to guide future transportation policies, programs, and recommendations.
2. Development proposals shall address the impacts to transportation systems including:
 - a. Traffic flow
 - b. Road conditions and maintenance

- c. Emergency vehicle access
 - d. Safe ingress and egress
3. The existing road network and other public facilities/services shall be utilized to accommodate new development to the maximum extent possible.
 4. Ensure that the transportation needs of the physically challenged are met.
 5. Actively pursue all available funding, especially federal and state sources, for needed transportation facilities. Funding for multimodal facilities should be emphasized.
 6. The city and county shall cooperatively prepare a transportation system plan for the area designating corridors for major facilities (arterials, collectors, transit corridors, etc.).
 7. Dead-end roads and cul-de-sacs shall be avoided to the extent practicable.
 8. Developers shall be required to bear an equitable share of the costs for improvements and extensions to the transportation network.
 9. Area Development Plans shall be required as part of the submittal of any residential development plans (i.e. subdivisions). This will allow the community to assess the future connection and traffic flow impacts on surrounding properties.
 10. Street design standards (intersection design, signal phasing, roadway width) shall give priority to and enhance the safety of pedestrians, cyclists and horse drawn buggies and minimize conflict with motorists. Priority for installation or construction should be given to those routes that are used by school children, senior citizens, physically challenged persons and/or commuters.
 11. Any transportation related issues that involve the use of horses or horse drawn vehicles on community roadways shall be thoroughly discussed with the applicable party prior to any policy or ordinance development.
 12. The PASER (Pavement Surface Evaluation and Rating) system for road maintenance and project budgeting shall be the primary tool used to forecast local road improvement projects.
 13. Connect community trails and pedestrian systems to neighboring communities pedestrian systems whenever feasible.
 14. Transportation related issues which have effects on neighboring jurisdictions shall be jointly discussed and evaluated with that community and the Wisconsin Department of Transportation if necessary.
 15. Whenever feasible, promote the separation of truck and through-traffic from local traffic and reroute truck traffic around the community as much as possible.

Recommendations

Recommendations are specific actions or projects that the city should be prepared to complete. The completion of these actions and projects is consistent with the city's policies, and therefore will help the city fulfill the comprehensive plan goals and objectives.

1. Implement the planned transportation improvements identified in Section 3.7 and Map 4-2.
2. Create a City of Colby Transportation Committee to work with the Wisconsin Department of Transportation (WDOT) District 6 Office on STH 13 by-pass planning alternatives.
3. Utilize the city's official mapping authority to reserve possible locations for future roads and the expansion of STH 13.

4. Utilities and Community Facilities

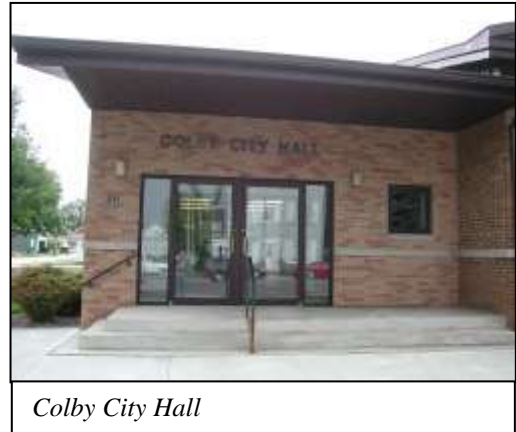
Addressing community service needs is becoming even more challenging for local governments. In this age of budget deficits and shrinking revenues, municipal governments are constantly looking for ways to provide needed and expected services with fewer resources. In order to facilitate wise decisions and policies, it is valuable to estimate the future utility and community facility needs.

People engage in their community services and facilities everyday: any time a child is taken to school, a dish is washed, or a bag of trash is put out for collection. All communities address these needs, however there are a variety of venues that can be used. In some communities a public water system is provided while other communities' residents utilize private wells and some communities use a combination of both. Not only is there variety in the methods used to meet different community needs, not all facilities exist within all jurisdictions. For example, a hospital may exist within the city limits, but will be used by residents of nearby towns and villages.

This element includes an inventory of existing facilities and services and provides insight into their condition and level of service. It is important to note that information regarding utilities, facilities, and services identified within this element may not be all-inclusive.

4.1 Clark County Administrative Facilities and Services

Please refer to Section 4.1 of the *Clark County Inventory and Trends Report* for an inventory of county facilities and administrative services.



4.2 Local Administrative Facilities and Services

Administrative offices for the City of Colby are located in the City Hall at 211 West Spence St. Offices are open from 9 a.m. to 4 p.m., Monday through Friday. City Council meetings are held at the City Hall every first Tuesday of the month at 7:30 p.m. There are currently eight members on the Council. Active city committees include Finance and Budget, Plan Commission, Parks and Recreation, Personnel, Streets and Equipment, Water & Sewer and Police.

The city is staffed by four full-time city maintenance workers, one department of public works employee, and



two administrative positions (City Clerk & Deputy Clerk). The city contracts for street sweeping and building inspection. Due to recent city investments in facility upgrades, city facilities within the city are adequately meeting the needs of the community.

4.3 Protective Services

Police Services

Colby-Abbotsford Police Department is located in Abbotsford at 203 East Birch Street. There is one Chief of Police, several officers, and one clerk/dispatcher working full-time for the department. There is also one part-time officer. The primary service area for the police department is within the boundaries of Abbotsford and the City of Colby. There are typically two officers assigned per shift. Forty-five percent of the department budget is paid by Colby and 55% is paid for by Abbotsford. The department currently has three patrol cars. Plans are in the works for the department to move to the old Abbotsford Elementary and share the facility with the Abbotsford fire and emergency response department. This will provide more adequate space and resolve the cramped conditions.

Fire Protection and Emergency Medical Services

Please refer to Map 4-1 in the *Clark County Inventory and Trends Report* for service area boundaries.

Colby Fire Department is located at 203 West Broadway in Colby. The fire department is run by 35 volunteer firemen and 28 EMT's. Department equipment includes: six pumpers, three tankers, one pumper/tanker, four Jaws of Life, one engine rescue, one brush buggy, and two ambulances. The service area for the fire department includes the City of Colby, Town of Colby, Town of Hull and a part of the Town of Frankfort. The two latter towns are located in Marathon County. The current fire rating for the city is a five. Current services and facilities are meeting the needs of the area.



4.4 Schools

The City of Colby is served by the Colby School District. Refer to Map 4-2 of the *Clark County Inventory and Trends Report* for district boundaries.

The Colby School District includes Colby High School, Middle School, Elementary School, Dorchester Elementary and Unity Early Learning Center. The Colby High School and Middle School are attached in one facility. Enrollment within the district has been decreasing since 1996. District enrollment for the 2000-2001 school year was 1,111 students, a 13.7% decrease since the 1996-1997 school year. The gradual decreasing enrollment is anticipated to continue for the next several years. The district does not have any plans for new construction or

expansion or for consolidation with other districts. The district did identify the need for special education staff which is particularly difficult to find in the current market.

Private Schools

The City of Colby is also served by St. Mary’s Catholic School, Colby.

Higher Education

The closest four-year campuses to the city include UW-Eau Claire and UW-La Crosse. The closest two-year campuses include UW-Marshfield and UW-Wausau. Technical colleges are available in Neillsville, Marshfield, Spencer, and Wausau.

4.5 School Trends and Outlook

Please refer to Section 4.5 of the *Clark County Inventory and Trends Report* for a discussion on school trends.

4.6 Quasi Public Facilities

Libraries

There are 12 libraries in Clark County. The Colby Public Library is located at 211 W. Spence. With a higher volume of circulations in recent years, the City is looking at options for expansion.



Churches/Cemeteries

The City of Colby is home to five churches. Churches within the city include:

- ◆ First United Church of Christ
- ◆ St. Mary’s Catholic Church
- ◆ United Methodist Church
- ◆ Zion Lutheran Church – LCMS

The non-denominational Hill Cemetery is also located near the city in the Town of Colby. Refer to Map 4-1 for locations.

4.7 Rod, Gun, and Other Outdoor Clubs

Clark County is home to several rod, gun, and conservation clubs. These clubs promote outdoor recreation sports such as shooting and trail use activities. These clubs are also active participants in land conservation projects raising thousands of dollars annually, which are further used to leverage public funds for various projects.

4.8 Dams

According to the Wisconsin Department of Natural Resources Dam Safety Program, there are no dams located in the City of Colby.

4.9 Post Offices

The City of Colby is served by the Colby Post Office located at 200 W. Spence Street.

4.10 Civic Organizations/Other Clubs

There are a number of civic organizations and other clubs located in Clark County such as chambers of commerce, Lions and Lioness Clubs, 4-H Clubs, conservation groups, etc. Coordination with these groups with regard to planning or implementing programs should be considered and utilized whenever possible because of the guidance, funding, support, and volunteer efforts the groups may provide. Civic organizations provide local governments a cost effective way to leverage tax dollars for community projects.

Local organizations found in the city include, but are not limited to, the following:

- ◆ Girl Scouts
- ◆ Boy Scouts
- ◆ C.U.D.A
- ◆ Colby VFW
- ◆ Colby Lions Club
- ◆ Senior Citizens
- ◆ Colby Booster Club
- ◆ Chamber of Commerce

4.11 Parks Recreation and Open Space

South Park

South Park lays between the Wisconsin Central Limited Railroad tracks and First Street from Broadway on the south to Clark Street on the north. It is an attractively landscaped area with large trees lining it along First Street and one bench. The southern end contains a tennis court and the center features a Historical Marker that designates Colby as the “Home of Colby Cheese”.

Middle Park

Middle Park lies between the railroad track and First Street from Clark Street to Spence Street and is across from the central business district. There is a jungle gym with stairs and slide, and a smaller slide that is half enclosed. There are six swings, two seesaws, two riding animals on springs, and a large sandbox. There is a roofed shelter at each end and with one picnic table each. The southernmost shelter provides a grill.



Middle Park is located adjacent downtown Colby.

Map 4-1, Existing Facilities and Services

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North Park

North Park is situated between the railroad track and First Street from Spence Street to North Street. The south end of the park has a shelter with four picnic tables. In the winter there is an ice skating rink in the park. At the extreme north end are two tennis courts and a basketball court. There is also a roofed shelter with on picnic table and a grill.

City Park- Ballpark

City Park is located in the southeast section of Colby in a residential area. This area has two softball fields with back stops. Bleachers have been constructed and improved for use by the elderly. Other amenities include a building for concessions, lighting, announcers stand and scoreboard. The fields are frequently used by a variety of groups.



Deer hunting in Clark County is extremely popular.

South 6th Street Park

The South 6th Street Park is in the southwest section of Colby in a quite residential area. The park provides winter activities of sledding and ice skating and is equiped with a new playground.

4.12 Hunting

Please refer to Section 4.12 of the *Clark County Inventory and Trends Report* for a discussion on hunting opportunities in Clark County.

4.13 Fishing

Please refer to Section 4.13 of the *Clark County Inventory and Trends Report* for a discussion on fishing opportunities in Clark County.

4.14 Solid Waste Management & Recycling

There are no licensed solid waste landfills located within any of the communities in Clark County nor is there any Material Recovery Facilities (MRF) for recycling. To date, the county has not shown any interest in becoming responsible for solid waste or recycling within the county not have there been any efforts to site a landfill in the county. According to the DNR, the majority of solid waste in the county goes to the Cranberry Creek landfill operated by Superior Services and the Chippewa Falls landfill operated by Waste Management.

Solid waste collection and recycling services in Colby are provided by a private contractor. Gargabe and recycling pick-up is done weekley. The City also has a designated composting site available.



City of Colby Compost Site

In 2004, the City of Colby joined the United Communities of Clark County (UCCC) in accepting bids for a joint garbage and recycling contract. UCCC member communities included the Cities of Neillsville, Abbotsford, Greenwood, Loyal, Thorp, and Owen and the Villages of Curtiss, Dorchester, and Withee. As a result of this bidding process with the UCCC, Veolia Environmental Services was selected to continue to provide curbside garbage and recycling services in Colby. The city is currently contracted with Veolia through December 2010.

Clark County holds a Clean Sweep program every three years. Agricultural and household hazardous waste is collected along with tires, batteries, and appliances. The collected materials are then recycled or disposed of properly. The program has been held every three years since 1993. In 1999, the Clean Sweep program collected approximately 4,700 tires, 604 batteries, 985 appliances, as well as nearly 15,000 pounds of household and agricultural waste. The 2002 Clean Sweep program had 1,000 residents participating with a collection of 7,667 tires, 1,724 appliances, 530 batteries, and over 40,000 pounds of chemicals. The Clean Sweep program in Clark County has been extremely successful. The next County Clean Sweep is scheduled for 2009.

4.15 Communication and Power Facilities

Please refer to Section 4.15 of the *Clark County Inventory and Trends Report* for discussion on this topic.

Electric service is provided in the city by Xcel Energy and Clark Electric. Phone service is provided by Verizon and Charter Communications cable television is also provided by Charter Communications.

4.16 Communication Towers

The siting of new wireless telecommunication towers is a growing issue in the state of Wisconsin. The need to construct additional towers is being driven by advancements in mobile telephone technology, additional demand for mobile telephone service, and increased numbers of service providers competing to supply that increased demand. The popularity of the handheld digital phone is the primary reason that more towers are needed. These phones require more towers to operate than the older cellular telephone. The expansion of digital service can assist in the ability to access the internet by wireless modem.

During this period of digital service expansion, areas along major highways tend to be targeted first. The STH 29 corridor currently has enough tower locations to provide continuous cellular coverage, but additional towers may be required to provide uninterrupted digital coverage. The USH 10 corridor is primarily served by towers in Neillsville and towers outside of Clark County. This corridor is likely to have gaps in coverage for both digital and cellular service due to topography, foliage, and lack of towers.

Locally, there are no towers within the City of Colby.

4.17 Sanitary Sewer Service

The City of Colby Wastewater Treatment Plant was originally built in 1971 as an activated sludge system. Oxidation ditches were constructed in 1995. The design flow for the facility is 300,000 GPD. The facility is located in the southwest corner of the city.



Colby wastewater treatment plant.

4.18 Private Onsite Wastewater Treatment Systems (POWTS)

Six homes within the city utilize POWTS. As ownership at these properties changes, municipal sewer will be connected and existing POWTS will be abandoned.

The City of Colby Municipal Water Utility was formed in 1920. In 2000, the utility served an average 553 residential customers, 74 commercial customers and six industrial customers. Of these metered customers, the majority of water sold was for residential use, 56%, followed by commercial use, 31%. Groundwater supplies all of the water supply through the use of five wells. The utility has two elevated tanks. One was built in 1984 and the other in 1965 and have a total capacity of 200,000 and 100,000 gallons, respectively. At year end 2000, the utility had 75,930 feet of water main, 716 meters and 126 fire hydrants. Utility capacity is 211 GPM. Pressure ranges from 50 to 70 PSI. The city will require additional well(s) to meet future demand.

4.19 Public Water Supply

The City of Colby Municipal Water Utility was formed in 1920. In 2000, the utility served an average 553 residential customers, 74 commercial customers and six industrial customers. Of these metered customers, the majority of water sold was for residential use, 56%, followed by commercial use, 31%. Groundwater supplies all of the water supply through the use of five wells. The utility has two elevated tanks one was built in 1984 and the other in 1965 and have a total capacity of 200,000 and 100,000 gallons, respectively. At year end 2000, the utility had 75930 feet of water main, 716 meters and 134 fire hydrants. Utility capacity is 250 GPM. Pressure ranges from 50 to 75 PSI. The city will require additional well(s) to meet future demand.



Colby water tower.

4.20 Stormwater Management

The goal of stormwater management is to prevent runoff from delivering pollutants or sediment to lakes, rivers, streams, or wetlands. Commonly applied stormwater management tools include:

ditches, culverts, grassed waterways, rock chutes, retention basins or settling ponds, curb and gutter, storm sewer, and construction site erosion control.

The City of Colby has never developed a stormwater management plan. The city is not required to hold a stormwater discharge permit from the WDNR.

However, state law currently requires certain construction sites, municipalities, and industries to obtain a Stormwater Discharge Permit from the WDNR. Construction sites with more than one acre of bare soil and non-metallic mine sites of any size must obtain a permit. Incorporated areas with a population of less than 50,000 are not required to obtain a permit. Industrial sites are categorized based on their potential for contamination of stormwater runoff. The highest potential sources of pollution are regulated more strictly than the lowest.

4.21 Health Care Facilities

For a listing of health care facilities serving the City of Colby and the rest of Clark County, please refer to Section 4.21 of the *Clark County Inventory and Trends Report*.

The Colby Clinic, a branch of Marshfield Clinic, located at 101 Dehne Drive in Colby, provides health care services to residents of Colby as well as the Marshfield Clinic Physical Therapy Center and Carlson Chiropractic. Colonial House Nursing & Rehabilitation Center provides health care to elderly individuals in the city. There are also 2 community based residential facilities in the city. The nearest hospitals are located in Medford, 17 miles away; St. Joseph's Hospital, 25 miles away; and Wausau, 35 miles away.

4.22 Day Care Facilities

For a listing of day care facilities serving the City of Colby and the rest of Clark County, please refer to Section 4.22 of the *Clark County Inventory and Trends Report*.

4.23 Utilities and Community Facilities Trends and Outlook

The following are current trends that are anticipated over the planning period with regard to utilities and community facilities.

- ◆ Schools and school districts will continue to seek new ways to share services and reduce expenses in order to deal with continued declining enrollment. School district consolidation is not beyond the realm of possibilities within the 20-year planning period.
- ◆ The trend for solid waste and recycling coordination and regionalization will begin to be more common within the Clark County region.
- ◆ Increased public interest in more county coordinated Clean Sweep collections.
- ◆ Local government budget constraints will drive the need for intergovernmental cooperation for services and programs.

4.24 Utilities and Community Facilities Plans and Programs

Refer to the *Clark County Inventory and Trends Report* or the *Clark County Year 2025 Comprehensive Plan* for a listing of community facility and utility programs available to the City of Colby.

Additional Utility and Community Facility Programs

Community Development Block Grant for Public Facilities (CDBG-PF)

The Wisconsin CDBG Public Facilities Program is designed to assist economically distressed, smaller communities with public facility improvements. Eligible activities include, but are not limited to, publicly-owned utility system improvements, streets, sidewalks, and community centers. Federal grant funds are available annually. The maximum grant for any single applicant is \$750,000. Grants are only available up to the amount that is adequately justified and documented with engineering or vendor estimates. For more information on this program contact the Wisconsin Department of Commerce, Division of Community Development.

Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED)

The CDBG Public Facilities for Economic Development Program helps underwrite the cost of municipal infrastructure necessary for business development that retains or creates employment opportunities. Eligible activities are improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government, and which will principally benefit businesses, and which as a result will induce businesses to create jobs and invest in the community. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

Brownfields Initiative

The Brownfields Initiative provides grants to persons, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located, or cannot meet the cleanup costs. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

Community Development Block Grant Blight Elimination and Brownfield Redevelopment Program (CDBG-BEBR)

The Blight Elimination and Brownfield Redevelopment Program program is designed to assist communities with assessing or remediating the environmental contamination of an abandoned, idle, or underused industrial or commercial facility or site in a blighted area, or one that qualifies as blighted. Critical to obtaining a grant is a redevelopment plan that describes how the property will be reused for commercial or industrial development that results in jobs and private investment in the community. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

Tax Incremental Financing (TIF)

TIF can help a municipality undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic

development projects in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works. The Wisconsin Department of Commerce should be contacted for further information.

Aids for the Acquisition and Development of Local Parks

Funds are available to assist local communities acquire and develop public outdoor recreation areas as per s. 23.09 (20), Wis. Stats. Counties, towns, cities, villages, and Indian Tribes with an approved Comprehensive Outdoor Recreation Plan are eligible to apply. The program is offered by the WDNR, Bureau of Community Financial Assistance. There is a 50% local match required. Awards are granted on a competitive basis. Acquisition and development of public outdoor recreation areas are eligible projects. Priority is given to the acquisition of land where a scarcity of outdoor recreation land exists.

Clean Water Fund Program

Funds are available to protect water quality by correcting existing wastewater treatment and urban storm water problems and preventing future problems as per s. 281.58 and 281.59, Wis. Stats. Cities, towns, villages, counties, town sanitary districts, public inland lake protection and rehabilitation districts, metropolitan sewerage districts, and federally-recognized tribal governments are eligible to apply. Eligible projects include construction of treatment works, sewer systems, interceptors, and urban stormwater runoff treatment systems. Projects that are necessary to prevent violation of discharge permits, meet new or changed discharge limits, or correct water quality or human health problems in unsewered areas may receive priority for funding. Low interest loans are available for planning, design, and construction of wastewater treatment projects and urban storm water runoff projects approved by the Department. The program is offered by the WDNR, Bureau of Community Financial Assistance.

4.25 Expansion or Rehabilitation of Existing Utilities and Facilities, and Future Needs for Government Services

Wisconsin comprehensive planning statutes require that the utilities and community facilities element of a comprehensive plan identify the need for the expansion, construction or rehabilitation of existing utilities and facilities. An assessment for future needs of government services must also be included. The City of Colby has completed an assessment of needs related to utilities and community facilities as well as recommendations with regard to services in the city. Improvements were classified as either the short term (expected to be completed within the next five years, 2004-2008) or long term (to be completed after year 2008). The result of this assessment process is provided below.

Public Buildings and Administrative Facilities and Services

Short Term

- ◆ No specific projects identified as facilities have been recently upgraded.
- ◆ Maintain existing facilities.

Long Term

- ◆ Maintain existing facilities.

Map 4-2, Future Facilities and Services

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Police Services

Short Term

- ◆ No specific projects identified.
- ◆ Maintain current level of service and agreement with City of Abbotsford.

Long Term

- ◆ No projects identified.
- ◆ Maintain current level of service and agreement with City of Abbotsford.

Fire Protection and EMT/Rescue Services

Short Term

- ◆ No projects identified.
- ◆ Continue current level of service.

Long Term

- ◆ No projects identified.

Libraries, Cemeteries, and Other Quasi Public Facilities

Short Term

- ◆ Expand existing City of Colby, Town of Colby, and Town of Hull joint cemetery.

Long Term

- ◆ No projects identified.

Parks and Recreation

Short Term

- ◆ Develop new neighborhood park (southwest portion of city).
- ◆ South Park – construct gazebo/shelter.
- ◆ North Park – upgrade court facilities.
- ◆ City Park – construct shelter.

Long Term

- ◆ No projects identified.

Solid Waste and Recycling

Short Term

- ◆ No specific projects. Monitor need and continue current level of service.
- ◆ Maintain a joint agreement through the United Communities of Clark County group in bidding any future solid waste and recycling contracts in an effort to reduce local cost.

- ◆ Work with county to increase the number of Clean Sweep events.

Long Term

- ◆ Maintain a joint agreement through the United Communities of Clark County group in bidding any future solid waste and recycling contracts in an effort to reduce local cost.

Sanitary Sewer Service

Short Term

- ◆ Herman St. – install sewer.
- ◆ Hazel Dr. – install sewer.
- ◆ Jackson St. – install sewer.

Long Term

- ◆ 3rd Street (north of Spence) – replace sewer.
- ◆ 1st Street (north of Spence) – replace sewer.
- ◆ 2nd Street (north of Dolf) – replace sewer.
- ◆ 3rd Street (south of Broadway) – install sewer.

Private Onsite Wastewater Treatment Systems (POWTS)

Short Term

- ◆ Six homes within the city utilize POWTS. As ownership at these properties changes, municipal sewer will be connected and existing POWTS will be abandoned.

Long Term

- ◆ Continue to convert POWTS to the city sewer system.

Public Water

Short Term

- ◆ Construct new well – acquire land.
- ◆ Construct water transmission line from new well to water treatment facility.
- ◆ Herman St. – install water main.
- ◆ Hazel Dr. – install water main.
- ◆ Jackson St. – install water main.

Long Term

- ◆ Continue to search for adequate water sources to meet the city's existing and future water needs.
- ◆ Upgrade water treatment facility.
- ◆ 3rd Street (north of Spence) – replace water main.
- ◆ 1st Street (north of Spence) – replace water main.
- ◆ 2nd Street (north of Dolf) – replace water main.
- ◆ 3rd Street (south of Broadway) – install water main.

Stormwater Management

Short Term

- ◆ No projects specific identified. Continue to check and clean stormwater facilities for maintenance and improvement needs.

Long Term

- ◆ No projects specific identified. Continue to check and clean stormwater facilities for maintenance and improvement needs.

Health Care and Child Care Facilities

Short Term

- ◆ No city funded projects. Health Care providers to hopefully maintain current level of service. Nearest hospitals in Wausau, Medford (Memorial Hospital) and Marshfield (St. Joseph). Medical clinics located in the City of Colby (2), Medford, and Marshfield.

Long Term

- ◆ No cityfunded projects. Health Care providers to hopefully maintain current level of service.

Local Roads and Bridges

Short Term

- ◆ 6th Street - Road upgrade.
- ◆ 5th Street - Road upgrade.
- ◆ Washington Street - Road upgrade.
- ◆ Carol Street - Road upgrade.
- ◆ East Street - Road upgrade.
- ◆ Colby Street - Road upgrade.
- ◆ Community Drive (north portion) - Construct road.
- ◆ Jackson Street - Construct road.
- ◆ Herman Street - Construct road.
- ◆ Hazel Drive - Construct road.
- ◆ Make other street improvements as detailed in the city's capital improvement plan.

Long Term

- ◆ 1st Street (north of Spence) – Reconstruct road
- ◆ 2nd Street (north of Dolf) – Reconstruct road.
- ◆ 3rd Street (north of Spence) – Reconstruct road.
- ◆ Make street improvements as detailed in the city's improvement plan.

4.26 Utilities and Community Facilities Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community.

Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal: Provide city facilities and services that meet the demands of residents, will meet future demands, are of high quality and are consistent with the community vision for the future.

Objectives

1. Maintain facilities and services at current levels in relation to population.
2. Actively pursue and maintain the highest levels of service from solid waste, natural gas, electrical, telephone, cable, telecommunications and other technology providers.
3. Continue to consider impacts of development proposals to city facilities and services.
4. Maintain or pursue additional cooperation between communities to avoid duplication of facilities and increase the cost effectiveness of services provided to residents.
5. Continue to monitor the need for new, expanded or rehabilitated services.
6. Coordinate utility and city facility planning with the location of future service areas as guided by the comprehensive plan, environmental considerations, economic development and growth management objectives.

Sanitary Sewer

Goal: Ensure proper disposal of wastewater to protect ground and surface water and meet the needs of current and future residents.

Objectives

1. Formulate sewerage assessment policies that will encourage compact development and discourage scattered development.
2. Institute and support technically and economically feasible wastewater collection, treatment, and disposal.

Stormwater Management

Goal: Promote stormwater management practices which reduce property and road damage and ensure a high level of water quality.

Objectives

1. Increase the use of stormwater management practices to abate non-point source pollution and ensure water quality.
2. Preserve natural open space areas such as wetlands and floodplains that will accommodate flood water and minimize flooding.
3. Maintain community road-side swales/ditches/culverts and other related stormwater facilities for both stormwater quantity and quality control.
4. Stormwater outfall (drains) should not discharge unmanaged stormwater into wetlands, aquifers or sensitive areas.

Water Supply

Goal: Ensure that the water supply for the city has sufficient capacity, remains drinkable and is available to meet the needs of current and future residents.

Objectives

1. Reduce the potential of point and non-point source pollution.
2. Continually evaluate the potential impacts of development proposals on groundwater quality and quantity.
3. Protect and improve the quality and quantity of the ground and surface water features.

Solid Waste Disposal and Recycling Facilities

Goal: Promote effective solid waste disposal and recycling services and systems that protect the public health, natural environment, and general appearance of land use within the city.

Objectives

1. Maintain the type, location and extent of disposal facilities and services.
2. Regularly evaluate solid waste and recycling services available to residents to determine if current needs are adequately being met.
3. Require major developments to adequately address solid waste disposal and recycling needs.

4. Increase collection opportunities for the proper recycling and disposal of unique (i.e. tires, white goods, etc.) and/or hazardous wastes.

Parks and Outdoor Recreation

Goal: Allow for recreational opportunities within the city.

Objectives

1. Identify areas where recreational opportunities can be increased.
2. Provide opportunities for all age groups and abilities to enjoy recreational pursuits.
3. Continually identify the recreational needs and priorities of the residents of the city.
4. Maintain and improve the city's existing parks, natural resources and recreational facilities that provide multi-use recreational opportunities.

Utilities and Communication Services

Goal: Ensure the provision of reliable, efficient, and well-planned utilities (i.e. gas, electric) and communication services (i.e. telephone, cable, telecommunications) to adequately serve existing and future development.

Objectives

1. Direct new utility transmission and distribution lines into public-right-of-ways whenever feasible.

Libraries and Schools

Goal: Promote quality schools and access to educational opportunities for everyone.

Objectives

1. Increase city involvement in the coordination of local planning efforts with the School District in order to allow them to anticipate future growth and to provide appropriate facilities.
2. Maintain library facilities and services at current levels in relation to population.
3. Continue support for local libraries in their efforts to increase community education.

Fire/Rescue Facilities

Goal: Provide a level of fire and emergency services that meets existing and future demands of residents and development patterns.

Objectives

1. Determine the ISO rating of the fire department and develop strategies to improve the rating.
2. Increase resident education on ways to reduce the risks of fire and increase access and response time of emergency vehicles to local residences (i.e. forest and grass fire prevention, driveway design that eases emergency vehicle access).
3. Continually monitor and evaluate the condition of equipment and facilities and address needs where appropriate.
4. Maintain a properly trained staff of volunteers.

Police Protection

Goal: Ensure that police services are appropriately meeting the existing and future needs of the city.

Objectives

1. Maintain the current service agreement with the Clark and Marathon County Sheriff's Departments.
2. Continue involvement with the Clark and Marathon County Sheriff's Departments in their efforts to provide police protection.
3. Maintain good relationships with the City of Abbotsford and neighboring communities for utilization of extra police services when needed.

Government Facilities

Goal: Maintain quality City services and facilities.

Objectives

1. Maintain a public meeting place for large gatherings, city activities and public meetings.
2. Continually monitor the need for new or expanded local government facilities or services.
3. Assess if current staffing levels are effectively providing quality city services.

4. Provide a contact person for developers, homeowners, landowners, agencies and local business owners for information regarding city procedures, ordinances and/or land use regulations and programs.
5. Provide information to local decision makers, private developers, and citizens with detailed information on any capital improvement projects that will take place in the city's future.

Health and Child Care Services and Facilities

Goal: The city shall allow for reasonable access to health care facilities and child care.

Objectives

1. Allow opportunities for local residents in providing child care facilities.

4.27 Utilities and Community Facilities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the city is concerned about. Policies and recommendations become the tools that the city can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words "will" or "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word "should" are advisory and intended to serve as a guide.

General Policies

1. The city shall encourage the shared development of all public capital facilities including community facilities such as parks, libraries, schools, snowplowing, road maintenance and meeting facilities.
2. The city shall require installation of stormwater and surface water facilities.
3. All new development shall be connected to sanitary sewer and public water facilities.
4. Sidewalks shall be required on main thoroughfares only.
5. Development proposals shall address the impacts to utilities and community facilities including, but not limited to, sewer capacity, water availability, fire protection, emergency rescue, law enforcement, drainage systems, solid waste collection and disposal.
6. The city shall direct urban growth by providing community facilities in designated expansion areas.

7. An approved Capital Improvement Program/Budget shall support the development of new public facilities.
8. Development which can not prove cost effective in covering required services, utilities and community facilities should not be pursued.
9. A proportional share of the cost of improvement, extension and construction of public facilities should be borne by those whose land development and redevelopment actions made such improvement, extension and construction necessary. In determining the proportional share, the public benefit of the project/improvement shall be considered. Impact fees should be utilized as a source of funding for capital projects directly attributable to new development. Impact fee programs shall be considered for transportation facilities, schools, parks, and fire protection.
10. Continue to provide service to existing and new customers in all areas of the community, consistent with the legal obligation of utilities to provide service.
11. Maintain the reliability of the city's utility infrastructure as the first priority for utility capital expenditures.
12. Coordinate community utility capital expenditure planning with capital investment planning by other departments.
13. Work with neighborhood and community representatives in siting utility facilities.
14. The city shall encourage the shared development of all public capital facilities including community facilities such as parks, libraries, schools and community meeting facilities.
15. The city shall require the placement of new utility systems within the existing right-of-way whenever possible.
16. The city shall maintain an inventory of existing capital facilities owned by public entities.
17. The city shall maintain at least a 5-year plan to finance needed capital facilities. The plan shall clearly identify sources of public money for capital facilities, and shall be updated annually.
18. The city shall not unduly impact any ethnic, cultural or class group by essential public facility siting or expansion.
19. The city shall encourage the joint use of utility corridors consistent with limitations of applicable law and prudent utility practice.
20. The city shall maintain consistency between private utility system plans and the county's comprehensive plan.

Sanitary Sewer

1. Where sanitary sewer service is extended to an outlying developed area through an undeveloped area, laterals from that line shall not be extended to support unplanned development along that line which would foster sprawl.
2. New development shall not be allowed until adequate sewer facilities serve the area.
3. New on-site sewage treatment facilities are discouraged within the city.
4. Existing on-site sewage treatment systems should be converted to sewer service when it becomes available.
5. Regular inspections of existing on-site sewage treatment systems should be conducted within the city.
6. Extension of public sewer service should not be permitted outside the city limits unless specified in an intergovernmental agreement..
7. The city shall allow phased development of sewer and water services according to future land use needs.
8. The city shall require the connection of all new development in the community to public sewer and water systems.

Stormwater Management

1. Stormwater management shall be addressed as a requirement of all development proposals with an appropriate level of review based on potential negative impacts caused by construction site erosion and post-construction runoff.
2. Stormwater retention or detention basins shall be blended into the natural landscape or require landscaping to the greatest extent possible.
3. The city and the county shall cooperatively prepare a drainage system plan for the area and identify major drainage facilities.
4. The city shall require installation of stormwater and surface water facilities in order to minimize construction-related disruptions to the public and to minimize the costs of system deliveries.
5. The city shall require surface water conveyance systems in all new development, including transportation facilities.
6. The city shall implement procedures to ensure that public and private stormwater collection, retention/detention, and treatment systems are properly maintained.

Water Supply

1. New development shall not be allowed until adequate facilities serve the area.
2. New private wells are not permitted within the city.
3. Existing private wells should be properly abandoned in accordance with state regulations and converted to public water service when it becomes available. Programs to ease the transition to public water service should be developed.
4. Extension of public water service should not be permitted outside the city limits unless specified in an intergovernmental agreement.
5. The city shall review new residential projects for the availability of an adequate water supply.

Solid Waste Disposal and Recycling Facilities

1. Household hazardous waste collection shall be performed at least once every two years.
2. New contracts for service shall not be made until an evaluation of working with a neighboring community on solid waste collection/disposal and recycling services is completed.

Parks and Outdoor Recreation

1. All park facilities shall be in compliance with the Americans with Disabilities Act.
2. Concentrated residential developments shall be within a service area of a neighborhood, community or regional park facility.
3. Trail surfacing materials which are permeable and do not compound drainage and erosions problems shall be used in public recreational areas.
4. Ensure a sufficient quantity of suitable land is set aside for parks and recreational purposes during the site planning process for new residential development projects.
5. The city shall work with local recreation leagues on program and facility needs

Utilities and Communication Services

1. Telecommunication facilities and towers shall utilize and coordinate with exiting facilities to the maximum extent possible and shall be designated to be as safe and unobtrusive as possible.

2. Telecommunication towers and facilities should be located in industrial park areas or on other facilities such as water towers whenever feasible.
3. Underground placement of new or existing distribution lines for electricity, telecommunications, and cable entertainment shall be pursued to improve neighborhood character and appearance.
4. Utility accommodation and abandonment ordinance shall be utilized to administer utility placement with public right of ways.

Libraries and Schools

1. Library facilities shall pursue fund raising and the building of relationships with private or individual contributors in order to reduce the burden on local government.
2. Library facilities shall be available to residents with a reasonable distance of the city.

Fire/Rescue Facilities

1. An evaluation of fire protection staff, services, and equipment shall be completed on an annual basis.
2. Opportunities for shared service agreements shall be maximized whenever possible.
3. Support the consolidation of fire protection services.
4. The city shall continue to contract with the most economical service provider available for the function of fire protection.

Police Protection

1. An assessment of department staffing, equipment and training levels shall be assessed annually.
2. Programs or activities which increase community access or relations with the police department shall be pursued.
3. Determine the training and equipment needs of the police department and incorporate it into the capital improvement plan.
4. Opportunities for shared service agreements shall be maximized whenever possible.

Government Facilities and Services

1. The city shall continually review staffing and professional service needs relative to planning, ordinance development/enforcement and other governmental services.

2. The city shall assess its capacity and needs with regard to administrative facilities and services and public buildings every five years.

Health and Child Care Services and Facilities

1. The city shall make opportunities available for the siting of needed health and child care services and facilities.

Recommendations

Recommendations are specific actions or projects that the city should be prepared to complete. The completion of these actions and projects is consistent with the city's policies, and therefore will help the city fulfill the comprehensive plan goals and objectives.

1. Implement the projects listed in Section 4.25 as shown on Map 4-2.
2. The city should study the use of impact fees as a source of funding for capital projects directly attributable to new development.
3. When future contracts for solid waste collection/disposal and recycling services come due, the city should conduct an evaluation on the benefits of working through the United Communities of Clark County (UCCC) Group.
4. A utility accommodation ordinance shall be developed to inform the city on the placement of utilities, maintenance and abandonment within local road right-of-way.
5. Development of an utility accommodation ordinance should be considered. An ordinance of this type should be studied and developed jointly between the united communities of Clark County (UCCC) group.

See Section 4.25 for a complete list of short term and long term project recommendations.

5. Agricultural, Natural and Cultural Resources

The natural resources of a community offer a clean and abundant supply of groundwater and surface water, assure safe air to breathe, and provide a natural landscape of terrestrial and aquatic habitats such as forest, prairies, and wetlands. Natural resources include the parks, trails, scenic areas, and other outdoor places people rely on for recreation. Natural resources are essential to a vibrant economy – measured in tourism revenues, enhanced property values, sustainable agriculture and wood products, low cost raw materials (such as sand, gravel, and stone), available water for manufacturing processes, etc.

While Wisconsin's natural resources benefit each community they are also susceptible to internal and external forces. For example, the increasing human demands by a growing state population increase consumption of water, land, and raw materials. Our natural resources generally do not increase to meet this extra demand. Additionally, unplanned or poorly planned development patterns in the last several decades are often the result of a demand for "healthy country living", which is transforming our rural landscapes. This rural migration along with the expansion of the urban fringe, forces local governments to consider expanding their services to meet the demands – sometimes costing more than will be recovered in new tax base revenues.

There are many state and some federal regulations designated to protect Wisconsin's natural resources. Some state laws, including those for floodplains, shorelands, and wetlands, establish minimum use and protection standards that must be adopted and administered by local governments. But not all natural resources are protected by state law. Local governments throughout the state have the flexibility to plan for and develop their own local ordinances to deal with the unique land use issues/conflicts in their community and to protect the natural resources that they value most. As population growth, land consumption, and technological improvements continue, communities need to take on the additional role of stewards and protectors of these resources.

Land development patterns are directly linked to the natural, agricultural, and cultural resource bases of each community. Therefore, these features need to be considered before making any decisions concerning future development within the community. Development must be carefully adjusted to coincide with the ability of the agricultural, natural and cultural resource base to support the various forms of urban and rural development. This balance must be maintained to prevent the deterioration of that underlying and sustaining base, because these resources make each community unique. The agricultural, natural, and cultural resources found within the City of Colby, as well as Clark County as a whole are, most often, not limited to jurisdictional boundaries. The natural features found within the county require coordinated efforts between towns, villages, cities, counties, and the state. These features promote civic pride and often create a sense of place.

Significant Natural and Cultural Features

Significant natural and cultural features within the City of Colby include:

- ♦ Rural Arts Museum
- ♦ Dill Creek and associated floodplains and wetlands.

The following sections discuss in more detail those features which impact the natural and cultural environment of Colby.

5.1 Soils

The most predominant soil association in the city is the Loyal-Withee-Marshfield association. These are silty soils found within the glacial landscape feature known as moraines. Soils are moderately well drained to very poorly drained. Information on soils was obtained from the United States Department of Agriculture, 1993 Soil Mapping.

5.2 Forest

The City of Colby contains approximately 53 acres of forestland in which approximately 49 acres are classified as “upland forest” and 4 acres are classified as forested wetlands. There is no state or county owned lands in the city. As of 2001, none of the private forestland in the city was enrolled in the WDNR Managed Forest Law program.

5.3 Farmland and Agriculture

According to the land use and soils inventory, the city contains approximately 172 acres of cropped farmland. The majority of this land is located near the borders of the community, particularly along the extreme northern and southern ends of the city. Much of this land will be transitioned to commercial and industrial or residential uses over the planning period.

5.4 Topography

The glacier activity of the past greatly influenced the topography of the county. The majority of Clark County has gently rolling terrain. The southwestern portion of the county has more hilly terrain. Bedrock is exposed at several locations. The contours range from 1,200 feet above sea level in the north to about 900 feet in the southern portion of the county.

5.5 Geology

According to the *Clark County Outdoor Recreation Plan 1999 to 2003*, the bedrock geology of the county consists mainly of Upper Cambrian age sandstone. Precambrian crystalline rock underlies the northernmost and eastern portions of the county. The sandstone has been eroded away, exposing the crystalline rock along the Black River and its tributaries. The Cambrian sandstone is generally less than 50 feet thick in the majority of the county. The exception is the southwestern portion of the county. Here the most recent glacier activity has not eroded away the sandstone. In this area, the sandstone is more than 50 feet thick.

5.6 Metallic and Non-Metallic Mineral Resources

There are no active quarry sites in the City of Colby. The Clark County Planning and Zoning Department and the Clark County Land Conservation Department currently administer the Clark County Non-metallic Mining Reclamation Ordinance which took effect on June 1st, 2001. Ordinance standards address reclamation, surface water and wetland protection, groundwater protection, topsoil management, grading and slopes, maintenance, and a variety of other issues. Current and future mining or non-metallic mineral extraction operations must consult this ordinance for applicability and should consult with the administering Clark County Planning and Zoning Department for further assistance.

5.7 Watersheds and Drainage

A watershed can be defined as an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed. All lands and waterways can be found within one watershed or another. There is one watershed which drains the City of Colby, the Eau Plaine River Watershed. An approximate watershed location within the city can be viewed by consulting Map 5-5 found within the *Clark County Inventory and Trends Report*.

5.8 Wetlands

According to the United States Environmental Protection Agency, wetlands are areas where water covers the soil, or is present either at or near the surface of the soil, all year or for varying periods of time during the year, including during the growing season. Wetlands may support both aquatic and terrestrial species. The prolonged presence of water creates conditions that favor the growth of specially adapted plants (hydrophytes) and promote the development of characteristic wetland (hydric) soils.

Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, fens, or bogs. Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Wetlands provide storage of flood waters preventing damage to developed areas. Wetlands can make lakes, rivers, and streams cleaner, and drinking water safer. Wetlands also provide valuable habitat for fish, plants, and animals. In addition, some wetlands can also provide the replenishment of groundwater supplies. Groundwater discharge is common from wetlands and can be important in maintaining stream flows, especially during dry months.

The Wisconsin Department of Natural Resources (WDNR) has inventory maps for wetlands two acres and larger. The wetland inventory map should be consulted in conjunction with this document whenever development proposals are reviewed in order to preserve wetland functions and to ensure regulatory compliance.

According to WDNR wetland inventory maps, there are approximately 17 acres in the City of Colby. Approximate wetland locations within the city can be viewed by consulting Map 5-5 found within the *Clark County Inventory and Trends Report*.

5.9 Floodplains

For planning and regulatory purposes, a floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one-percent chance of occurring in any given year. Because of this chance of flooding, development in the floodplain should be discouraged and the development of park and open space in these areas encouraged. The floodplain includes the floodway and flood fringe. The floodway is the portion of the floodplain that carries flood water or flood flows, while the flood fringe is the portion of the floodplain outside the floodway, which is covered by waters during a flood event. The flood fringe is generally associated with standing water rather than rapidly flowing water.

Floodplains have been mapped for Dill Creek in the City of Colby (refer to Map 5-5 of the *Clark County Inventory and Trends Report*).

5.10 Surface Water Features

There are no significant water features found in the City of Colby. Dill Creek runs the extreme southwest corner of the city.

5.11 Groundwater

Groundwater is a limited resource, and both its quality and quantity are important factors. These factors are primarily influenced by local geology and local land use. Precipitation percolates through the soil and bedrock where it eventually reaches a saturated zone known as an aquifer. It is from these aquifers that private wells are used to draw their water.

Groundwater in Clark County is generally abundant and of good quality. Three primary aquifers are present in the county: the sand and gravel aquifer, the sandstone aquifer, and the crystalline rock aquifer. The sand and gravel aquifer is present throughout most of the county at approximately 20 to 50 feet below the ground surface. This aquifer is easily accessible, but it is also the most easily contaminated. The sandstone aquifer is a deep aquifer and is found in the western and southeastern portions of Clark County. Groundwater is abundant in the sandstone aquifer and is generally less susceptible to contamination. The crystalline rock aquifer is also a deep aquifer and is found in the northern and northeastern portions of the county, as well as along the course of the Black River throughout the county. The crystalline rock aquifer yields low to moderate amounts of water, but is generally less susceptible to contamination.

Groundwater contamination is most likely to occur where fractured bedrock is near the ground surface, or where only a thin layer of soil separates the ground surface from the water table. According to a WDNR map, *Groundwater Contamination Susceptibility in Wisconsin*, 1989, Clark County is moderately susceptible to groundwater contamination. Potential sources of groundwater contamination include:

- ◆ Chemical storage
- ◆ Landspreading of animal, sewage, and industrial waste
- ◆ Road salt usage and storage

- ◆ Animal feedlots
- ◆ Use and spillage of fertilizers and pesticides
- ◆ Accidental spills
- ◆ Septic tanks and drainfields
- ◆ Underground storage tanks
- ◆ Underground pipelines and sewers
- ◆ Landfills
- ◆ Mines, pits, and quarries

Wellhead Protection

The goal of wellhead protection is to prevent potential contaminants from reaching the wells that supply municipal water systems. This is accomplished by monitoring and controlling potential pollution sources within the land area that recharges those wells.

Wellhead protection planning is administered by the WDNR as required by the U.S. Environmental Protection Agency (EPA) and the 1986 amendments to the Federal Safe Drinking Water Act. Wellhead planning is encouraged for all communities, but is required when any new municipal well is proposed.

The general process of community-level wellhead protection planning includes:

1. Forming a planning committee.
2. Delineating the wellhead protection area.
3. Inventorying potential groundwater contamination sources.
4. Managing the wellhead protection area.

The City of Colby has a wellhead protection plan.

5.12 Air Quality

The City of Colby, and Clark County as a whole, has no major air quality issues. Clark County is considered an attainment area that meets the National Ambient Air Quality Standards as defined in the Clean Air Act. Future air quality concerns in Clark County are likely to focus on smells associated with large livestock facilities and non-metallic mining operations.

5.13 Environmental Corridors/Sensitive Areas

There are no specifically designated environmental corridors in the City of Colby. However, features of environmental significance in the city include the following:

- ◆ WDNR designated wetlands
- ◆ Dill Creek and associated floodplains

5.14 Threatened and Endangered Species

The Wisconsin Department of Natural Resources (WDNR) lists species as “endangered” when the continued existence of that species as a viable component of the state’s wild animals or wild plants is determined to be in jeopardy on the basis of scientific evidence. “Threatened” species are listed when it appears likely, based on scientific evidence, that the species may become endangered within the foreseeable future. The WDNR also lists species of “special concern” of which some problem of abundance or distribution is suspected but not yet proved; the intent of this classification is to focus attention on certain species before becoming endangered or threatened.

The WDNR carefully monitors the level of detail provided regarding the locations of threatened and endangered species. Identifying specific locations of species in the city that are threatened or endangered is currently not provided by the DNR. However, the city can use the Aquatic & Terrestrial Resources Inventory mapping tools to find the general locations of aquatic and terrestrial endangered species in the city. By using the maps found at www.maps.botany.wisc.edu/atri/indexIE.htm, the city can review a variety of environmental features, including endangered species, specific to the city.

5.15 Wildlife Habitat and State Natural Areas

Wildlife habitat can simply be defined as the presence of enough food, cover, and water to sustain a species. The Colby landscape provides habitat for a variety of plants, birds, mammals, amphibians, reptiles and fish.

The City of Colby, like all of Clark County, sits in an important location with regard to whitetail deer, bear, and turkey populations. Both the Black River corridor and the Clark County Forest serve as important segments in the link between southern and northern Wisconsin deer and bear populations. These “wild” areas provide lanes of travel between major northern forest and southern farmland habitat blocks. There are no State Natural Areas in the City of Colby.

5.16 Historical and Cultural Resources

According to the State and National Register of Historic Places, there are no properties listed in the City of Colby.

5.17 Agricultural, Natural and Cultural Trends and Outlook

Section 5.17 of the Clark County Inventory and Trends Report summarizes trends local communities of Clark County can expect over the planning period. Trends of particular importance to the City of Colby included the following:

- ◆ Increased pressure to convert farmland to other uses.
- ◆ Expect an increase in the number of large “commercial” type farms, especially dairy.

- ◆ Increased interest in cash cropping.
- ◆ Increased interest in specialty farming.
- ◆ Interest in “value-added” businesses to complement small dairy and general farming operations will increase.
- ◆ There will be an increasing number of large dairies that are required to obtain WPDES permits.
- ◆ Increased interest in “value-added” businesses to complement small dairy and general farming operations.

The following are other anticipated trends with regard to the agricultural, natural, or cultural resources within the county which may impact the city.

- ◆ Demand for sand and gravel resources will continue.
- ◆ Challenges to groundwater resources will grow including increasing quantity of withdrawal and increasing potential contamination sources.
- ◆ The recognized value of historic and cultural resources will grow, demanding more attention to their preservation.

According to the *Clark County Land and Water Resource Management Plan* trends in relation to wetlands include:

- ◆ Pressure from residential, non-metallic mining, and agriculture will increase.
- ◆ Pond/wetland construction with rural populace will increase.
- ◆ Public confusion about rules and regulations when dealing with wetlands will continue.

5.18 Agricultural, Natural and Cultural Resources Plans and Programs

Refer to the *Clark County Inventory and Trends Report* and the *Clark County Year 2025 Comprehensive Plan* for a listing of available agricultural, natural and cultural programs.

Additional Program Information

Wisconsin Act 307 – Notification to Nonmetallic Resource Owners

This Act amends portions of the Wisconsin Comprehensive Planning Law to increase communication and notification of local planning with owners of nonmetallic mineral sites. Public participation procedures must now include written procedures describing the methods the local government will use to distribute proposed, alternative, or amended elements of a plan to owners of property, or to persons who have a leasehold interest in property, which may extract nonmetallic mineral resources on the property. This is only required if the comprehensive plan changes the allowable use or intensity of use of the given property. Wisconsin Act 307 also added provisions to the Comprehensive Planning Law detailing that prior to a public hearing

written notice shall be provided to property owners or operators with an interest in nonmetallic mineral resources.

Environmental Quality Incentives Program (EQIP)

The purpose of EQIP is to provide technical and financial help to landowners for conservation practices that protect soil and water quality. Nutrient management and prescribed grazing are eligible for cost-sharing statewide. Assistance for other practices is available in selected priority areas. Approved projects are based on environmental value. Five to 10 year contracts are used. Agricultural producers may be eligible for up to 75% cost share on agricultural land. Public access is not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency, or County Land and Water Conservation Department.

Wetlands Reserve Program (WRP)

The purpose of WRP is to restore wetlands previously altered for agricultural use. The main goal is wetland restoration and wildlife habitat establishment. Land which has been owned for one year and can be restored to wetland conditions is eligible. Landowners may restore wetlands with permanent or 30-year easements or 10-year contracts. Permanent easements pay 100% of the agricultural value of the land and 100% cost-sharing; 30-year easements pay 75% of the agricultural value and 75% cost sharing; 10-year contracts pay 75% cost share only. Permanent or 30-year easements are recorded with a property deed. A 10 year contract is not recorded with deed. Public access is not required. Contact: USDA Natural Resources Conservation Service.

Conservation Reserve Program (CRP)

The purpose of CRP is to reduce erosion, increase wildlife habitat, improve water quality, and increase forest land. Landowners remove environmentally sensitive crop lands from agricultural production and receive annual rent payments. Alternative uses for these lands include tree planting, grass cover, small wetland restoration, prairie and oak savannah restoration, and others. Eligibility varies by soil type and crop history. Periodic sign ups are announced throughout the year for other practices. Ten or 15 year contracts are used if hardwood tree planting is the alternative use. The contracts are transferable to new owners. Public access is not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency.

Wildlife Habitat Incentives Program (WHIP)

The purpose of WHIP is to develop or improve fish and wildlife habitat on privately owned land. Improvement practices include seeding, fencing, in-stream structures, etc. Almost any type of land is eligible, including agricultural and non-agricultural land, woodlots, pastures, and streambanks. Ten year contracts are normally used to maintain habitat improvements. Up to 75% of restoration costs (to a maximum of \$10,000) are eligible for cost sharing. Other organizations may provide the remaining 25% cost share. Public access is not required. Contact: USDA Natural Resources Conservation Service.

USDA Farmland Protection Program

The purpose of the USDA Farmland Protection Program is to maintain prime farmland in agricultural uses through agricultural conservation easements. This program provides funding for state, tribal, or local governments to purchase development rights on prime agricultural land. Eligible lands must be part of a pending easement offer from a local, state, or tribal program, have a conservation plan, and meet other criteria on size and location to support long-term

agricultural production. Public access is not required. Contact: USDA Natural Resources Conservation Service.

Forestry Incentive Program (FIP)

The purpose of FIP is to provide cost-sharing for forestry practices. Practices include tree planting, site preparation for natural regeneration, and timber stand improvement. Eligible landowners must have 10 or more acres and agree to maintain the practices for the estimated life span of the management practice. Public access is not required, however a management plan is. Contact: WDNR or USDA Natural Resources Conservation Service.

County Conservation Aids

Funds are available to carry out program of fish or wildlife management projects as per s.23.09 (12), Wis. Stats. and NR 50, Wis. Adm. Code. Projects related to providing improved fish or wildlife habitat or projects related to hunter/angler facilities are eligible. Projects which enhance fish and wildlife habitat or fishing and hunting facilities have priority. Contact the WDNR for further information.

Non-Point Pollution Abatement Program

Funds are available to improve water quality by limiting or ending sources of non-point source (run-off) water pollution by providing financial and technical assistance to landowners, land operators, municipalities, and other governmental units. Governmental units located within designated priority watersheds, or whose jurisdiction include priority lakes, are eligible to apply. Eligible projects are watersheds and lakes where: 1) the water quality improvement or protection will be great in relation to funds expended; 2) the installation of best management practices is feasible to abate water pollution caused by non-point source pollution; and 3) the local governmental units and agencies involved are willing to carry out program responsibilities. Efforts are focused statewide in critical watersheds and lakes where non-point source related water quality problems are most severe and control is most feasible. Rural landowners or land operators, whose properties lie within selected priority watersheds or include a priority lake, can contact their county land conservation department to receive an explanation of the program and to sign up for cost sharing of best management practices. Non-rural landowners and land operators can contact their municipal government offices. A watershed or lake project normally has a 10 to 12 year time frame: two years for planning and eight to ten years to implement best management practices. Contact the WDNR Regional Environmental Grant Specialist for further information.

Stewardship Grants for Non-profit Conservation Organizations

Funds are available for the acquisition of land or easements for conservation purposes, and restoration of wildlife habitat. Non-profit conservation organizations are eligible to apply. Priorities include acquisition of wildlife habitat, acquisition of lands with special scientific or ecological value, rare and endangered habitats and species, acquisition of stream corridors, acquisition of land for state trails including the Ice Age Trail and North Country Trail, and restoration of wetlands and grasslands. Eligible types of projects include fee simple and easement acquisitions and habitat restoration projects. Contact the WDNR for further information.

Wisconsin Farmland Preservation Program

The purpose of Wisconsin Farmland Preservation Program is to help preserve farmland through local planning and zoning, promote soil and water conservation, and provide tax relief to participating farmers. Farmers qualify if their land is zoned or if they sign an agreement to use their land exclusively for agricultural purposes. Landowners must own 35 acres or more, and have produced gross farm profits of \$6,000 in the previous year. Public access is not required. Contact: County Land Conservation Department, WI Department of Agriculture or County Zoning office.

Managed Forest Law (MFL)

The purpose of the MFL program is to promote good forest management through property tax incentives. Forest management practices on enrolled lands are required by a WDNR approved forest management plan. Eligible properties will contain a minimum of 10 contiguous acres, of which at least 80% must be capable of producing merchantable timber. Contracts for enrolled properties are for the duration of 25 or 50 years and are transferable to a new owner for small fee. Enrolled properties may be open or closed to public access. Open lands must allow hunting, fishing, hiking, cross-country skiing, and sight-seeing. Up to 160 acres may be closed to public access by the landowner. A 5% yield tax is applied to any wood products harvested. Contact: WDNR.

Wisconsin Forest Landowner Grant Program

This state program assists private landowners in protecting and enhancing their forested lands, prairies, and waters. Cost sharing and technical assistance is provided to implement conservation practices identified in the landowners Forest Stewardship Plan. The program allows qualified landowners to be reimbursed up to 65% of the cost of eligible practices. Public access is not required. Contact: WDNR or County Land Conservation Department.

Land Recycling Loan Program (LRLP)

Wisconsin's Land Recycling Loan Program (LRLP) provides low cost loans to cities, villages, counties, and towns for the purpose of remediating environmental contamination (brownfields) at landfills, sites, or facilities where contamination has affected or threatens to affect groundwater or surface water. Redevelopment and housing authorities are also eligible. Contact the WDNR for further information.

Cultural and Historical Resources Programs

Wisconsin Historical Preservation Tax Credits

One of the benefits of owning a historic property in Wisconsin is the ability to participate in federal and state income tax incentives programs for rehabilitation of historic properties. There are currently three programs available to owners of properties that are either listed in, or determined to be eligible for listing in, the state or national registers of historic places. The three programs are:

1. Federal 20% Historic Rehabilitation Credit.
2. Wisconsin 5% Supplement to Federal Historic Rehabilitation Credit.
3. Wisconsin 25% Historic Rehabilitation Credit.

The State Historical Society of Wisconsin, Division of Historic Preservation should be contacted for further information.

Wisconsin Historical Society, Office of Preservation Planning (OPP)

Whether you need information concerning state or federal laws and regulations that may be applicable in your case, whether you need information on grassroots strategies for preserving and protecting historic properties, or whether you need information on how you may protect and preserve your own historic property, the OPP can assist.

Wisconsin's Historical Markers Program

For almost 50 years, Wisconsin's State Historical Markers program has been interpreting both important small incidents and monumental events that form the State's past. Placed on the very site where significant events occurred, markers evoke an immediacy of the past that no history book can provide. The Society's Division of Historic Preservation administers the Wisconsin Historical Markers Program. Applications are required for all official State of Wisconsin historical markers and plaques. Applications are available at www.wisconsinhistory.org/histbuild/markers/apply.

Wisconsin's Main Street Program

The Main Street Program is a comprehensive revitalization program designed to promote the historical and economic redevelopment of traditional business districts in Wisconsin. The program was established in 1987 to encourage and support the revitalization of downtowns. Each year, the Wisconsin Department of Commerce selects communities to join the program. These communities receive technical support and training needed to restore their Main Streets to centers of community activity and commerce. For more information regarding the program go to www.commerce.state.wi.us/CD/CD-bdd-overview or contact the Bureau of Downtown Development, Division of Community Development.

National Historic Landmarks Program

National Historic Landmark status is the highest level of national designation. These are properties of exceptional value to the nation that retain a high degree of architectural and historical integrity. The purpose of the National Historic Landmarks Program is to identify and designate these properties and to encourage their long-range preservation. Nomination preparers should consult the Division of Historic Preservation and the National Park Service before proceeding with a National Historic Landmark nomination.

National Trust for Historic Preservation, Preservation Services Fund

Grants from this fund of the National Trust for Historic Preservation are designed to encourage preservation at the local level by providing seed money for preservation projects. These grants help stimulate public discussion, enable local groups to gain the technical expertise needed for particular projects, and encourage financial participation by the private sector. PSF award applicants must be a non-profit organization or public agency capable of matching the grant amount dollar-for-dollar. The grant range is from \$500 to \$5,000.

Wisconsin Humanities Council, Historic Preservation Program Grants

The Wisconsin Humanities Council and the Jeffris Family Foundation have formed a partnership pool to support Historic Preservation Program Grants. The Wisconsin Humanities Council (WHC) will award grants with funds from both groups. The WHC accepts proposals for projects that enhance appreciation of the importance of particular historic buildings or that increase public awareness of the importance of particular buildings or decorative art works in Wisconsin. Preference will be given to small town and rural communities with populations under 30,000. For more information contact the WHC, 222 South Bedford Street, Suite F, Madison, WI 53703-3688.

Certified Local Government Program

Local units of government that have enacted historic preservation ordinances may consider being certified to participate in the state and federal Certified Local Government (CLG) program. The CLG program provides special grants to fund planning and educational activities. The Division of Historic Preservation at the Wisconsin Historical Society administers the CLG program. Wisconsin has 40 Certified Local Governments. For more information about the Certified Local Government please visit the Society's Web site at www.wisconsinhistory.org/histbuild/clgs/index.html or the National Park Service's Web site at www2.cr.nps.gov/clg.

5.19 Agricultural, Natural and Cultural Resources Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community.

Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1: Maintain, preserve and enhance the natural and cultural resources in the city.

Objectives

1. Monitor growth to protect open spaces which, through their preservation, would: conserve and enhance natural or scenic resources; protect water supply/quality; promote conservation of soils, wetlands, and woodlands; enhance the value of adjoining public and private lands; maintain and improve public and private recreation opportunities; and/or preserve historic and cultural resources.
2. Continue efforts to preserve the significant historical and cultural lands, sites and structures that contribute to local identity and character.
3. Protect the physical environment and enhance the character, quality and livability of the city by preserving the natural environment as an integral part of the development process.

5.20 Agricultural, Natural and Cultural Resources Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the city is concerned about. Policies and recommendations become the tools that the city can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. Proposed developments shall incorporate environmental features and resources into the development rather than harm or destroy them.
2. Encourage the protection of critical areas during the planning, engineering, and construction of transportation projects.
3. Increase knowledge of the area’s cultural, archeological, and historical resources through comprehensive studies and surveys which take into consideration the physical, architectural, archeological, social, economic, and cultural significance.
4. Provide incentives for the area’s residents and businesses to participate in the preservation of cultural and historical resources.
5. Increase public awareness of the area’s cultural and historic resources, their significance, and programs for their preservation and management.
6. All new development proposals should be evaluated based on potential impacts to environmental features and ecological health including:
 - a. Wetlands
 - b. Woodlands and wildlife
 - c. Contiguous natural corridors
 - d. Threatened or endangered species and habitats
 - e. Groundwater
 - f. Surface water
 - g. Floodplains
 - h. Air quality

Recommendations

Recommendations are specific actions or projects that the city should be prepared to complete. The completion of these actions and projects is consistent with the city’s policies, and therefore will help the city fulfill the comprehensive plan goals and objectives.

1. Develop a wellhead protection plan for municipal wells located in adjacent town.
2. Study the feasibility of establishing a Main Street Program through the State Department of Commerce.

6. Economic Development

The nature of economics is cyclical, based on a combination of factors including product life cycles, applications of technology, government interventions, and a host of other indicators. Because of this, development will happen in a community whether or not it is planned; the community will experience economic changes whether or not they are desired changes. The advantage of comprehensive planning is that a community can anticipate these changes and guide development to the best of its abilities and capacities. Consequently, each plan is unique and tailored to each community's needs and desires.

Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community. This can be done by addressing issues ranging from enhancing a community's competitiveness, establishing industrial policy, encouraging sustainable development, creating jobs, increasing wages and enhancing worker training, and improving overall quality of life. All of these issues affect residents within a community and are addressed directly or indirectly in this comprehensive plan. In the world of private business, "planning" is an essential part of a company's ability to sustain profitability, stability, and growth. The City of Colby also uses planning to achieve a balance of stability and growth.



The reason to plan for economic development is straight forward: economic development helps pay the bills. It requires working together to maintain a strong economy by creating and retaining desirable jobs which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community, county, or state can provide the level of services residents expect. A balanced, healthy economy is essential for community well-being. Economic development expenditures are a community investment. They leverage new growth and redevelopment to improve the area. Influencing and investing in the process of economic development allows community members to determine future direction and guide appropriate types of development according to their values.

There are a variety of community economic development plans, but successful communities tend to have one thing in common – an articulated, shared vision of where they want to go and of what things residents and businesses value in their community. Successful plans for economic development acknowledge the following:

1. Knowing your region's economic function in the global economy.
2. Creating a skilled and educated workforce.
3. Investing in an infrastructure for innovation.
4. Creating a great quality of life.
5. Fostering an innovative business climate.
6. Increasing the use of technology to improve government efficiency.

7. Taking regional governance and collaboration seriously

For these reasons, it is important to the planning process to identify the community's economic characteristics or resources. These characteristics include: the labor force, employment by industry, unemployment characteristics, and income characteristics. Assessment of these characteristics and resources provides insight into the historical and current economic situation in the community, thereby providing direction for planning the future of the economic base.

This section provides an economic profile of Colby and also an assessment of local economic strengths and weaknesses, employment forecasts, local economic base, and applicable economic development programs.

The following sections describe in more detail the economic conditions of the City of Colby.

6.1 Labor Force and Employment Status

Civilian Labor Force

Please refer to Section 6.1 of the *Clark County Inventory and Trends Report* for civilian labor force estimates for Clark County and the State of Wisconsin.

Educational Attainment

Table 6-1 displays the education attainment level of residents in the city of Colby that were age 25 and older in 2000. The educational attainment level of persons within a community is often an indicator of the overall income, job availability, and well-being of the community. Lower educational attainment levels can also be a hindrance to attracting certain types of businesses, typically those that require high technical skills and upper management types of positions.

Table 6-1
Educational Attainment of Persons Age 25 and Older,
City of Colby, 2000

Attainment Level	Number	Percent of
		Total
Less than 9th grade	142	12.8
9th grade to 12th grade, no diploma	134	12.1
High school graduate, includes equivalency	493	44.6
Some college, no degree	170	15.4
Associate degree	73	6.6
Bachelor's degree	69	6.2
Graduate or professional degree	25	2.3
Total Persons 25 and over	1,106	100.0

Source: U.S. Bureau of the Census, 2000.

Unemployment, Income and Other Employment Conditions

Please refer to Section 6.1 of the *Clark County Inventory and Trends Report* for local and county data on unemployment rates, household income, travel time to work, and labor market conditions.

6.2 Economic Base Analysis

Employment by Industrial Sector

The employment by industry within an area illustrates the structure of the economy. Historically, the state of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend is partly attributed to the aging of the population.

Table 6-2 displays the number and percent of employed persons by industry group in the City of Colby for 2000. The greatest percentage of employment for the city was in the manufacturing sector (30.6% of total employment), followed by educational, health, and social services (22.7%). These two economic sectors also employed the greatest number of persons in Clark County and the State of Wisconsin.

Table 6-2
Employment by Industry, City of Colby, 2000

Economic Division	Number	% of Total
Agriculture, forestry, fishing and hunting, and mining	21	2.7%
Construction	29	3.7%
Manufacturing	242	30.6%
Wholesale trade	34	4.3%
Retail trade	86	10.9%
Transportation and warehousing, and utilities	38	4.8%
Information	11	1.4%
Finance, insurance, real estate, and rental and leasing	39	4.9%
Professional, scientific, management, administrative, and waste management services	17	2.1%
Educational, health and social services	180	22.7%
Arts, entertainment, recreation, accommodation and food services	57	7.2%
Other services (except public administration)	26	3.3%
Public administration	12	1.5%
Total	792	100.0%

Source: U.S. Bureau of the Census, 2000.

Major local employers in the city include Packaging Corp. of America, Welcome Dairy, Inc., Colby Metal, Inc., and Loos Machine, Inc.

Other Economic Conditions

For information on non-farm wage and salary employment, employment by occupation, wages, commuting patterns, tourism, basic and non-basic employment refer to Section 6.2, Economic Base Analysis of the *Clark County Inventory and Trends Report*.

6.3 Employment Forecast and Economic Trends

An important feature of determining the economic health and future of Clark County and its communities is to determine the amounts and types of jobs currently available as well as making predictions for the future.

In January of 2001, the Wisconsin Department of Workforce Development (WDWD) released a publication titled *Wisconsin Projections, 1998-2008*. This publication makes economic projections for the state regarding the labor force, industries, and occupations. Many of the forecasts made for the state will most likely occur at the community or at least the county level.

During the next several years, Wisconsin's population is projected to grow slower and older than the nation as a whole, therefore leading to lower participation rates in the workforce. Wisconsin is also having difficulty attracting international immigrants, domestic migrants, and retaining its own citizens. Wisconsin will continue to face challenges of filling job openings. The five industries that are projected to increase in the most jobs from 1998 to 2008 are business services, health services, educational services, social services, and miscellaneous retail stores. The top five occupations in Wisconsin with the greatest expected job openings from 1998 to 2008 are cashiers, retail salespersons, waiters and waitresses, general office clerks, and general manager/top executives. The five fastest growing occupations for the projected period in Wisconsin are desktop publishing specialists, computer support specialists, systems analysts, paralegals and legal assistants, and geologists, geophysicists, and oceanographers.

According to the Clark County Economic Development Director, the Clark County economy and employment base will most likely continue in the same directions it has been heading in the past. Agricultural and food kindred products processing/manufacturing will continue to be a major employment segment. These types of industries, which fit well and thrive in Clark County, will continue to be promoted.

6.4 Economic Development Trends and Outlook

Refer to Section 6.4 of the *Clark County Inventory and Trends Report* for county trends regarding economic development. Relative to the City of Colby, the city would welcome most economic opportunities that do not sacrifice community character or add a disproportionate level of city services per taxes gained. The city's industrial park should continue to be an attractive location for business and industry as well on the north STH 13 corridor. Other categories or



Clark County will continue to be a state leader in milk production.

particular types of new businesses and industries that are desired by the city are identified within the city's economic goals and objectives, Section 6.9.

TIF District Status

In late 2004, the City of Colby amended the City of Colby's Tax Incremental District (TID) No. 2. The amendment included adding property on the north side of the city along STH 13.

The action clears the way for the city to make up to \$1.1 million in new expenditures for projects within the boundaries of the TIF District, including approximately \$200,000 for the second half of S. 6th St. reconstruction work contemplated in 2005.

According to the approved plan, additional funds may be spent to install parking and drainage facilities in and adjacent to the old theater site, put in sewer and water as appropriate in the northeast annexed area, make improvements in the residential area adjacent to E. Adams St., enhance the municipal park and handle certain administrative expenses.

6.5 Economic Development Plans and Programs

Refer to the *Clark County Inventory and Trends Report* and the *Clark County Year 2025 Comprehensive Plan* for a listing of available economic development programs.

Additional Economic Development Programs

Colby Economic Development Corporation

The Colby Economic Development Corporation currently does not have the funds to distribute. Therefore there is no history or application procedure.

U.S. Department of Commerce, Economic Development Administration (EDA)

The Economic Development Administration (EDA) provides financial assistance to help distressed communities overcome barriers that inhibit the growth of their local economies. EDA provides assistance for public works projects, planning, research and technical assistance, grants, and education.

Forward Wisconsin

Forward Wisconsin helps businesses looking for available sites or buildings through its website at <http://www.forwardwi.com/search/index.html>

Wisconsin Department of Commerce

The Wisconsin Department of Commerce (WDOC) has several grant programs and services available to communities or businesses within communities. The federally funded Community Development Block Grant (CDBG) program can be used for housing, economic development, and public facility improvements. WDOC also offers many more business assistance and financing programs as well as economic development news and statistics. For more information regarding available WDOC services call (608) 266-1018 or visit its web-site at www.commerce.state.wi.us for a further list of programs and financial resources.

- ◆ **Brownfields Program:** This program provides information and assistance related to brownfields redevelopment. The Brownfields Development Consultant can assist in the identification and resolution of regulatory and liability issues as they relate to environmentally contaminated properties. Contact Jason Scott, 608/261-7714.
- ◆ **Business Retention and Expansion Survey:** This program helps communities produce confidential, comprehensive data profiles on businesses in the community in order to develop a systematic approach to business retention. Contact Lorie Ham, 608/266-9884.
- ◆ **Community Development Block Grant Technical Assistance:** This program is available to local government officials, business persons, and local community and economic development organizations needing assistance in exploring financial and technical assistance options available to them.
- ◆ **Main Street Program:** This program helps communities revitalize their downtown areas. The National Main Street Center and state staff offer a comprehensive range of professional services that follow a four-point approach: organization, promotion, design, and economic restructuring.
- ◆ **Wisconsin Youth Apprenticeship Program:** This program helps businesses prepare future workers and is an integral part of the State Department of Workforce Development's workforce training strategy. Youth apprenticeship is a rigorous two-year elective program for high school juniors and seniors that combines academic and technical classroom instruction and on-the-job training from business mentors.

Community Development Block Grant for Public Facilities for Economic Development (CDBG-PFED)

The Public Facilities for Economic Development (PFED) program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community. Eligible activities are those improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government; that will principally benefit one or more businesses; and that as a result will induce the business(es) to create additional jobs and to invest in the community. The total amount of all CDBG-PFED assistance received by an eligible government may not exceed \$1,000,000 per calendar year. The total amount of CDBG-PFED assistance that can be provided to benefit a single business or related businesses may not exceed \$750,000. For more information contact the Wisconsin Department of Commerce, Bureau of Community Development.

Community Development Block Grant for Economic Development (CDBG-ED)

The CDBG-ED program was designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce awards the funds to a general-purpose unit of government (community) which then loans the funds to a business. When the business repays the loan, the community may retain the funds to capitalize a local revolving loan fund. This fund can then be utilized to finance additional economic development projects within the community. For more information contact the Wisconsin Department of Commerce.

Wisconsin Housing and Economic Development Authority (WHEDA)

The following economic programs are offered by WHEDA.

- ◆ **Credit Relief Outreach Program:** CROP features 90% guarantees on loans of up to \$30,000 made by local lenders. Interest rates are competitive, and payment is not due until March 31 of the following year. CROP can be used for feed, seed, fertilizer, pesticides, land rent, custom hire, animal feed, UCC filing fees, crop insurance, feeder animals, tillage services, equipment rental or repair, or utilities for commodity production. You cannot use CROP for property taxes, farm house utilities, existing loans, capital improvements, CROP loan interest, accounting services, or revolving lines of credit.
- ◆ **FARM:** FARM is for the producer who wants to expand or modernize an existing operation. FARM gives you access to credit by guaranteeing a loan made by your local lender. You can purchase agricultural assets including machinery, equipment, facilities, land, and livestock. You can also make improvements to farm facilities and land for agricultural purposes. FARM cannot be used for a farm residence, existing loans, maintenance, or other working capital needs that are eligible under CROP.
- ◆ **Small Business Guarantee:** A guarantee is a pledge of support on a bank loan. WHEDA will guarantee a portion of a loan made to you by your local lender. A WHEDA Small Business Guarantee can be used to expand or acquire a small business. It can also be used to start a day care business, including one owned by a cooperative or non-profit. The guarantee can be used for most of your financing needs, including working capital and refinancing of business notes and credit card debt.

USDA, Wisconsin Rural Development Programs

The Wisconsin Rural Development Program has many services that are available to rural communities and their residents. Available programs and services include: community development programs, business and community programs, rural housing and utilities services, and community facility programs. For more information visit the Wisconsin Rural Development web site at <http://www.rurdev.usda.gov/wi/index.html>.

Agricultural Development and Diversification (ADD) Grant Program

The ADD grant program annually provides funding to projects that have the potential to bolster agricultural profits or productivity. The program funds proposals that are likely to stimulate Wisconsin's farm economy with new production or marketing techniques, alternative crops or enterprises, new value-added products, or new market research. The Wisconsin Department of Agriculture, Trade and Consumer Protection should be contacted for further information.

Joint Effort Marketing (JEM) Grant Program

The Joint Effort Marketing (JEM) Grant Program provides partnership funding to help non-profit organizations promote tourism and to maintain a strong tourism industry in Wisconsin. JEM is based on state statutes and administrative rules that govern its administration, and permit the department to conduct a matching grant program with local non-profit organizations on a cooperative basis. The program offers Wisconsin's tourism communities a variety of options to

assist in the development of marketing initiatives. Contact the Wisconsin Department of Transportation for further information.

Wisconsin Department of Workforce Development

The Wisconsin Department of Workforce Development (DWD) is a state agency charged with building and strengthening Wisconsin's workforce in the 21st century and beyond. The Department's primary responsibilities include providing job services, training, and employment assistance to people looking for work, at the same time as it works with employers on finding the necessary workers to fill current job openings.

Under the DWD umbrella, a wide variety of employment programs can be found which include securing jobs for the disabled, assisting former welfare recipients as they make a transition into work, promoting 72 job centers, linking youth with the jobs of tomorrow, protecting and enforcing worker's rights, processing unemployment claims, and ensuring workers compensation claims are paid in accordance with the law. There are six divisions within the Department which is headed by a Secretary appointed by the Governor. For further information visit the web-site at www.dwd.state.wi.us.

6.6 Strengths and Weaknesses Analysis

A simple determination of the strengths and weaknesses of Clark County and the City of Colby and its economy provide the basic planning steps for future economic development. Strengths should continue to be promoted and new development which fits well with these features should be encouraged. Weaknesses should be improved or further analyzed and new development which displays aspects similar to identified weaknesses should be discouraged. Section 6.3 of the Clark County Inventory and Trends Report list strengths and weaknesses for Clark County as a whole. The strengths and weaknesses were developed by analyzing existing trends and examining economic development focus group results. Strengths and weaknesses specific to the City of Colby include the following:

Strengths

- ◆ Centrally located within the state.
- ◆ Part of Agriculture Development Zone.
- ◆ STH 29 and STH 13 corridors.
- ◆ Agriculture (infrastructure, desire to continue, existing industry).
- ◆ Industrial parks with utilities.
- ◆ Revolving loan fund programs available through the Clark County Economic Development Authority.
- ◆ Excellent schools.
- ◆ Health care center.
- ◆ Railroad availability.
- ◆ Diverse employers and economic base.
- ◆ Technical and financial resources, local, state, and federal.
- ◆ County Economic Development Authority with a



The City of Colby Industrial Acres (Park) contains public water and sewer infrastructure.

web-site available to assist.

- ◆ High quality of life.
- ◆ Lower cost of living.
- ◆ Assembly of a Clark County Economic Resource Team.
- ◆ Creation of the United Communities of Clark County (UCCC) Group.
- ◆ Chippewa Valley Technical College (CVTC) Learning Center.
- ◆ Abundant recreational opportunities.
- ◆ Available land for development.
- ◆ Future STH 13 By-Pass

Weaknesses

- ◆ No four year university or technical college campus.
- ◆ No large population or retail center.
- ◆ No county marketing plan, no branding.
- ◆ Under-skilled workforce.
- ◆ Traditionally lower per capita incomes.
- ◆ Independent nature of government and private entities.
- ◆ Declining public school enrollments.
- ◆ No STH 29 corridor plan.
- ◆ Traditionally high unemployment rates.
- ◆ Lack of affordable housing and a substandard housing stock.
- ◆ No long term economic plans locally or at the county level.
- ◆ Recent industrial closures.
- ◆ Small and aging population.
- ◆ Distance to government services.
- ◆ Distance to major markets – other communities and major regional centers.

6.7 Desired Economic Development

Like most communities in Clark County, the City of Colby would welcome most economic opportunities that do not sacrifice community character or add a disproportionate level of city services per taxes gained. The categories or particular types of new businesses and industries that are desired by the City of Colby are identified within the city's economic goals and objectives, Section 6.9.

6.8 Environmentally Contaminated Sites for Commercial or Industrial Use

The Environmental Protection Agency (EPA) and the Wisconsin Department of Natural Resources (WDNR) urge the clean up of environmentally contaminated commercial or industrial sites to utilize the lands for more productive uses. According to the WDNR, the city of Colby has no sites that are in need of clean up or where clean up is still underway.

According to the WDNR's Bureau of Remediation and Redevelopment Tracking System there are three types of environmentally contaminated sites in Clark County. Leaking Underground Storage Tanks (LUST), Environment Repair Program (ERP) sites and spills. According to the tracking system there are no sites located in the City of Colby.

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Map 6-1, City of Colby Industrial Park

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6.9 Economic Development Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community.

Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1: Maintain, enhance and continue to diversify the economy consistent with other city goals and objectives in order to provide a stable economic base.



Colby Metal is located within the City of Colby Industrial Park

Objectives

1. Retain and provide new opportunities for local employment of citizens.
2. Support agriculture as a strong component of the local economy which provides revenue at a minimal cost of service and supports related agricultural processing and service industries in which residents are employed.
3. Increase involvement, where appropriate, in supporting economic development activities taken by the Clark County Economic Development Corporation, West Central Wisconsin Regional Planning Commission, local Chambers of Commerce and local economic development groups in the area.
4. Increase opportunities for affordable and quality housing that would meet the needs of locally employed individuals or families.
5. Continually pursue and evaluate the need for development of more industrial space and infrastructure to meet the needs of existing and future businesses who require such facilities.
6. Distinguish and promote features unique to the city in order to create a unique identity within the county.
7. Balance business growth and accommodating new development against the cost for providing services.
8. Actively pursue funds or grants which promote main street development or the maintenance of historic features.

9. Provide adequate pedestrian areas and aesthetic features which encourage consumer activity and community character.
10. Encourage small business development and growth by providing adequate areas zoned for commercial development and professional offices, and encouraging support services and technical assistance for small businesses.

Goal 2: Enhancement of quality employment opportunities.

Objectives

1. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding area.
2. Work with the Workforce Development Partnership to determine where labor shortages or needs exist.
3. Encourage the communication between the city and local established businesses to identify expansion and facility needs of the future.
4. Keep the City of Colby Economic Development Corporation an active organization.

6.10 Economic Development Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the city is concerned about. Policies and recommendations become the tools that the city can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. Future development shall include a reasonable assessment of impacts to the city’s tax base, public facilities, services and infrastructure.
2. Industrial park expansion or improvement shall be reviewed on a bi-annual basis.
3. An adequate supply of developable land or infill development areas shall be available, planned for and adequately regulated for commercial or industrial development within the community.
4. Highway corridor development shall be directed to designated planned commercial areas and address building signage, lighting, service and land use standards.

5. Ensure that there is an adequate supply of serviceable commercial and industrial land located close to adequate transportation services.
6. Encourage industries that provide educational and training programs and those that provide family- and high-wage employment. Maintain and expand public, private, and partnership programs that will provide skilled workers for higher paying jobs.

Recommendations

Recommendations are specific actions or projects that the city should be prepared to complete. The completion of these actions and projects is consistent with the city's policies, and therefore will help the city fulfill the comprehensive plan goals and objectives.

1. Expand the City Industrial Park north. Install infrastructure to support expansion.
2. Organize the Colby Economic Development Corporation as a marketing and promotional tool to facility economic development.
3. Investigate the feasibility of establishing a Main Street Program through the State Department of Commerce.
4. Develop a city Transportation Committee to work with the WDOT and state legislators on STH 13 by-pass planning, business access and safety concerns.

7. Intergovernmental Cooperation

In general terms, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue. It can even involve consolidating services, jurisdictions, or transferring territory.

Many issues cross jurisdictional boundaries, affecting more than one community. For example, air, water, and wildlife pass over the landscape regardless of boundaries so that one jurisdiction's activities with regard to air, water, and wildlife impacts other jurisdictions downwind or downstream.

Today, increased communication technologies and personal mobility mean that people, money, and resources also move across jurisdictions, as quickly and freely as air and water. Persons traveling along roadways use a network of transportation routes, moving between jurisdictions without even realizing it.

Frequently, the action of one governmental unit impacts others. Increasingly, we have come to the realization that many vital issues are regional in nature. Watersheds, economic conditions, commuter patterns, housing, media markets, and effects from growth and change are all issues that spill over municipal boundaries and impact the region as a whole. Communities are not islands. For example, the economic health of the City of Colby and the health of Clark County are interconnected. The fate of one mirrors the fate of the other.

Wisconsin has over 2,500 units of government and special purpose districts defined as follows:

- ◆ 72 counties
- ◆ 190 cities
- ◆ 395 villages
- ◆ 1,265 towns
- ◆ 426 school districts
- ◆ 16 technical college districts
- ◆ Sanitary districts, drainage districts, lake protection districts, metropolitan sewage districts, etc.

Wisconsin ranks 13th nationwide in total number of governmental units and third nationwide in governmental units per capita. With the City of Stanley now owning land in the Town of Thorp, Clark County is home to 46 local units of government. In addition, Clark County shares borders with six counties and 24 local units of government. Having so many governmental units allows for very local representation and means that Wisconsin and county residents have numerous opportunities to participate in local decision-making. However, the sheer number of governmental units with overlapping decision-making authority presents challenges. More governmental units can make communication, coordination, and effective action more difficult, creating a greater potential for conflict. Instead of communicating ideas within one jurisdiction,

communication needs to move across multiple jurisdictions and involve multiple boards, commissions, committees, executives, administrators, and citizens. Goals between communities may differ and present challenges. More governmental units may also mean unwanted and wasteful duplication in the delivery of community services. Cooperation can help avoid this.

Intergovernmental Cooperation Benefits

There are many reasons intergovernmental cooperation makes sense. The following are some examples:

- ◆ Cost savings – Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation can enable some communities to provide their residents with services that would otherwise be too costly.
- ◆ Address regional issues – By communicating and coordinating their actions, and working with regional and state jurisdictions, local communities are able to address and resolve issues which are regional in nature.
- ◆ Early identification of issues – Cooperation enables jurisdictions to identify and resolve potential conflicts at an early stage, before affected interests have established rigid positions, before the political stakes have been raised, and before issues have become conflicts or crises.
- ◆ Reduced litigation – Communities that cooperate are able to resolve issues before they become mired in litigation. Reducing the possibility of costly litigation can save a community money, as well as the disappointment and frustration of unwanted outcomes.
- ◆ Consistency – Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions.
- ◆ Predictability – Jurisdictions that cooperate provide greater predictability to residents, developers, businesses, and others. Lack of predictability can result in lost time, money, and opportunity.
- ◆ Understanding – As jurisdictions communicate and collaborate on issues of mutual interest, they become more aware of one another's needs and priorities. They can better anticipate problems and work to avoid them.
- ◆ Trust – Cooperation can lead to positive experiences and results that build trust between jurisdictions.
- ◆ History of success – When jurisdictions cooperate successfully in one area, the success creates positive feelings and an expectation that other intergovernmental issues can be resolved as well.
- ◆ Service to citizens – The biggest beneficiaries of intergovernmental cooperation are citizens for whom government was created in the first place. They may not understand,

or even care about, the intricacies of a particular intergovernmental issue, but all Wisconsin residents can appreciate their benefits, such as costs savings, provision of needed services, a healthy environment, and a strong economy.

This element provides information regarding existing plans or agreements between the community and other jurisdictions, agencies, or groups. In addition, this section identifies existing county plans, plans of neighboring jurisdictions, and intergovernmental statutes and programs.

7.1 Multi-Jurisdictional Plan Building Process

The City of Colby was a partner in facilitating intergovernmental cooperation by being an active participant in the Clark County multi-jurisdictional comprehensive planning process. A complete description of this process can be reviewed by consulting Section 7.1 of the *Clark County Inventory and Trends Report*.

7.2 Intergovernmental Opportunities/Successes

Refer to Section 7.2 of the *Clark County Inventory and Trends Report* for discussion on this topic.

7.3 State of Planning in Neighboring Counties and Communities

Marathon County

Marathon County has recently embarked on a major planning venture that will include 53 of its 62 municipalities. The county will coordinate planning efforts with each municipality producing its own comprehensive plan. This massive project is expected to last four years with completion anticipated in 2006.

All of the towns along the Clark County border (Holton, Hull, Brighton, and Spencer) are participating in the planning process. None of these towns had existing plans before beginning the new process. The Village of Unity is also participating in the Marathon County planning project.

Clark County Neighboring Communities

Clark County is in the process of developing a county comprehensive plan consistent with Wisconsin comprehensive planning legislation (Statute 66.1001). A description of the planning process is presented in Section 1.3 of the *Clark County Inventory and Trends Report*.

The Town of Colby and City of Abbotsford are in the process of developing a local comprehensive plan through the Clark County planning process.

7.4 Inventory of Existing Agreements

City of Abbotsford/ City of Colby Police Service Agreement

The most recognized police protection agreement between communities in Clark County is an agreement between the Cities of Abbotsford and Colby. The agreement establishes a joint police department. The primary service area for the police department is within the boundaries of both cities. There are typically two officers assigned per shift. The current agreement establishes 45% of the department budget to be paid by the City of Colby and 55% to be paid for by the City of Abbotsford.

United Communities of Clark County Waste Services Agreement

In 2004, the City of Colby joined the United Communities of Clark County (UCCC) in accepting bids for a joint garbage and recycling contract. UCCC member communities included the Cities of Neillsville, Abbotsford, Greenwood, Loyal, Thorp, and Owen and the Villages of Curtiss, Dorchester, and Withee. As a result of this bidding process with the UCCC, Onyx Waste Services was selected to continue to provide curbside garbage and recycling services in Colby. The city is currently contracted with Onyx through December 2006, therefore rates applicable to this new agreement will not go into effect until after the existing contract has expired.

7.5 Intergovernmental Trends and Outlook

The following intergovernmental trends are anticipated during the planning period.

- ◆ Intergovernmental cooperation will increase as state, county, and local budgets become more restrictive and partnerships are pursued.
- ◆ Clark County school districts will face increased challenges to maintain expected educational standards in the face of declining enrollments and budgets.
- ◆ As more jurisdictions create comprehensive plans and share them with surrounding communities, new opportunities for intergovernmental cooperation will become apparent.
- ◆ The sharing of employees, equipment, and facilities will increase locally to meet demand at reduced costs.

7.6 Intergovernmental Plans and Programs

Please refer to Section 7.6 of the *Clark County Inventory and Trends Report* for discussion on this topic.

7.7 Wisconsin Intergovernmental Statute Agreements

Please refer to Section 7.7 of the *Clark County Inventory and Trends Report* for discussion on this topic.

7.8 Relationships with Other Governmental Units

School Districts

The City of Colby is currently served by the Colby School District.

To review a service map of the school district, please refer to Map 4-2 of the *Clark County Inventory and Trends Report*. For additional information on each school district, please refer to Sections 4.4 and 4.5 of this report. Potential opportunities for cooperation include working with the school districts to anticipate future growth, facility, and busing needs. In addition, school districts often provide recreation facilities for field and court sports.

Adjacent Local Governments

Clark County

Potential opportunities for cooperation include continuing to communicate with the county to develop a mutually beneficial implementation program to ensure orderly and cost-effective land use planning. Other opportunities include utilization of the Clark County Housing Authority to provide low interest loans to qualifying applicants and cooperation with the Clark County Highway Department on road maintenance and construction.

Marathon County

Marathon County has recently embarked on a major planning venture that will include 53 of its 62 municipalities. The county will coordinate planning efforts with each municipality producing its own comprehensive plan. This massive project is expected to last four years with completion anticipated in 2006

Surrounding Communities

The Town of Colby and City of Abbotsford are participating with the City of Colby in the Clark County planning process. The neighboring Town of Hull is participating in the Marathon County planning process. As bordering communities develop comprehensive plans, the City of Colby will have opportunities to review them and to identify any opportunities or concerns.

Regional Coordination

West Central Wisconsin Regional Planning Commission (WCWRPC)

Clark County is a member of the West Central Wisconsin Regional Planning Commission. There are nine regional planning commissions (RPCs) that represent 67 of 72 Wisconsin counties. RPCs are designed to offer local planning assistance to county and municipal governments. Typical functions of an RPC include, but are not limited to: comprehensive, intergovernmental planning; transportation planning and programming; water quality planning; collecting and analyzing data; conducting studies; sewer service area planning; economic development planning and grant writing; and meeting area wide requirements so local jurisdictions can receive federal grants. The WCWRPC has assisted Clark County with numerous housing and public facility infrastructure grants. The WCWRPC recently developed the county's outdoor recreation plan which allowed the county to apply for and receive thousands of dollars for recreational facilities in the Clark County Forest.

Local Assistance

The West Central Wisconsin Regional Planning Commission has assisted the City of Colby on one project. In 1997-1998 the Commission assisted in completing an Economic Development Administration (EDA) grant application and also assisted in administration of the grant.

State Agencies

Coordination with various state agencies occurred as part of the Clark County comprehensive plan development process. The relationship with these agencies through planning includes, but is not limited to the following:

Wisconsin Department of Administration (WDOA)

The WDOA awarded and administered the grant to help fund the Clark County comprehensive planning effort. The WDOA reviews each comprehensive plan funded for content relative to meeting the terms of the grant contract between the WDOA and Clark County (the primary grant recipient).

In addition to grant administration responsibilities, the WDOA also provides population and demographic estimates and projections for planning purposes. The WDOA is also responsible for the administration of various programs often utilized for plan implementation.

Wisconsin Department of Transportation (WDOT)

The Wisconsin Department of Transportation maintains several plans with statewide policies and recommendations regarding various aspects of transportation. Plan recommendations were consulted and incorporated into local comprehensive plans where applicable. For a list of WDOT plans reviewed, planned state projects, and available programs, please refer to Sections 3.6 to 3.9 of the *Clark County Inventory and Trends Report*.

Wisconsin Department of Natural Resources (WDNR)

The Wisconsin Department of Natural Resources is responsible for implementing the laws of the state and, where applicable, the laws of the federal government that protect and enhance the natural resources of the state. It is the one agency charged with full responsibility for coordinating the many disciplines and programs necessary to provide a clean environment and a full range of outdoor recreation opportunities for Wisconsin citizens and visitors.

Relative to the Clark County comprehensive planning process, the WDNR provided natural resource information for such components as wetlands, surface waters, watersheds, groundwater, air quality, threatened and endangered species, wildlife habitat, and more. The WDNR also provided information on recreational activities and use such as hunting and fishing. Opportunities to work collaboratively with the WDNR are numerous as the department maintains programs for shoreland management, stormwater, public water supply, solid waste management, recycling, dam permitting, and much more.

Wisconsin Historical Society

The Wisconsin Historical Society provided data for the Clark County planning effort through its Wisconsin Architecture & History Inventory (AHI).

Other State Agencies

In addition to the above, the following state agencies also contributed data and other trend information towards the Clark County comprehensive planning process:

- ◆ Wisconsin Department of Public Instruction (school enrollments and district information)
- ◆ Wisconsin Department of Commerce (economic information)
- ◆ Wisconsin Public Service Commission (information on public utilities)

Other Governmental Units

United Communities of Clark County (UCCC)

Recognizing there is strength in numbers with the potential to save taxpayer dollars, the incorporated communities of Clark County have united and formed a partnership. They have come to call themselves the “United Communities of Clark County” (UCCC) and their vision is to band together for mutual benefit. Comprised of existing city mayors and village presidents, the group has already expanded beyond Clark County boundaries and includes the mayor of the City of Stanley in Chippewa County. The UCCC began meeting in December 2002 and meets monthly. UCCC consensus is there is need to consider the sharing or combining of services such as fire, police and public works as a way of cutting the cost of operations. The City of Loyal is already sharing equipment such as a sewer jetter and a sewer camera with the City of Owen, along with a water meter tester that is being utilized by the City of Greenwood. The UCCC will also attempt to save tax dollars through the bulk purchase of heavy equipment and supplies. In addition, a political directive of the UCCC is to gain more clout at the state level with a stronger joint voice.

Recent efforts have included the review of garbage collection/recycling contracts. The group has established one contract that represents all communities to leverage cost savings. Another target area of the UCCC is to work with Public Works Directors to find efficiencies in road maintenance, treatment plant operations and other related services. The creation of the UCCC is a tremendous step forward in the fiscal responsibility of public service management in Clark County. The City of Colby should stay involved in future UCCC activities.

7.9 Intergovernmental Opportunities, Conflicts, and Resolutions

Opportunities

Numerous opportunities for service or program administration exist for cooperation with other units of government. Several opportunities are described as follows:

Opportunity	Other Governmental Unit Assistance
1. Reduce cost for providing services through working with neighboring communities for such items as road maintenance, fire and emergency service, solid waste and recycling, local parks, etc.	Town of Colby, City of Abbotsford, Village of Unity (Clark County) Town of Hull (Marathon County), Town of Colby (Clark County) Colby School District Colby Ambulance and Fire Departments United Communities of Clark County group
2. Update and amend City of Colby comprehensive plan and/or ordinances when applicable.	Clark County Planning and Zoning Department/West Central WI Regional Planning Commission

Potential Conflicts and Resolutions

Several potential conflicts may develop through the course of the planning period. Potential conflicts can be most effectively addressed in a “pro-active” fashion. In other words, pursuing opportunities will often avoid future conflicts. Thus several of the potential conflicts identified may be similar to the opportunities discussed earlier. Potential conflicts and the process to resolve the conflicts are summarized as follows:

Potential Conflict	Process to Resolve
1. Concern over unregulated land use in bordering towns and municipalities negatively impacting City of Colby landowners and residents.	Meet with adjacent local town and municipal officials to encourage local land use planning efforts. Review and provide comments on draft comprehensive plans developed by neighboring towns and cities. Also provide review of Clark and Marathon County Plans.

7.10 Intergovernmental Cooperation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community.

Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1: Establish mutually beneficial intergovernmental relations with other units of government.

Objectives

1. Identify alternative solutions to existing or potential land use, administration or policy conflicts that may hinder intergovernmental cooperation.
2. Improve working relationships with neighboring communities and the counties to provide efficient and cost effective emergency services, street maintenance, and other services when appropriate.
3. Improve cooperation and coordination with adjacent municipalities with respect to long-range planning and land use controls.
4. Maintain communication to the public regarding the announcement of meetings, activities, development projects, programs and issues.
5. Improve communication with the Clark and Marathon County Boards of Supervisors regarding local issues, concerns, desires and successes.
6. Pursue opportunities for cooperative agreements regarding annexation, expansion of public sewer and water services, and growth management with adjoining communities.

Goal 2: Coordinate and communicate planning activities with other communities in the county to address regional issues that cross political boundaries and jurisdictions, to ensure efficient use of resources, and to provide for increased certainty between all levels of government, developers and landowners.

Objectives

1. Encourage joint meetings between local government units to encourage discussion and action on area issues.
2. Continue public meetings to exchange information and increase public understanding and acceptance of innovative planning tools, programs and regulatory procedures.
3. Maintain constructive relationships with the various levels of government and private organizations which have a vested interest in the protection and conservation of land and water resources and economic and housing development.

Goal 3: Seek opportunities to enhance the provision of coordinated public services and facilities such as police, fire, emergency rescue, waste management, transportation systems (e.g. roads, bike/pedestrian routes, transit, etc...), parks and recreation with other units of government.

Objectives

1. Address cooperative agreements to address administration functions such as code enforcement, permitting and data base management.
2. Create opportunities for joint equipment ownership with neighboring communities for road maintenance and emergency rescue equipment.
3. Pursue bulk purchasing arrangements with neighboring local governments.

7.11 Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the city is concerned about. Policies and recommendations become the tools that the city can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. Cooperative planning efforts with surrounding communities, counties, and applicable agencies and special purpose units of government should be pursued when appropriate including:
 - a. Cooperative land use planning along boundaries
 - b. Open discussion of plan and ordinance amendments and updates
 - c. Joint planning for overlapping jurisdiction or areas of mutual interest
 - d. Joint purchasing or use of equipment, facilities or services
2. Existing intergovernmental agreements shall be reviewed annually for their effectiveness and efficiency.
3. The community shall identify key negotiators such as spokesperson, facilitator (3rd person), and support staff (legal counsel, technical advisors, financial advisors) that would be utilized for any intergovernmental agreements.
4. Neighboring communities and districts shall be invited to any future meetings in which amendments or updates to the comprehensive plan are made or discussed.

5. A multi-jurisdictional planning effort shall be considered when the comprehensive plan is updated.
6. Before the purchase of new community facilities or equipment or the re-instatement of service agreements, the community shall pursue options for trading, renting, sharing, or contracting such items from neighboring jurisdictions.
7. Involvement with the United Communities of Clark County shall be maintained as long as the organization remains active.
8. Support the continuation of joint city/county policy discussions.

Recommendations

Recommendations are specific actions or projects that the city should be prepared to complete. The completion of these actions and projects is consistent with the city's policies, and therefore will help the city fulfill the comprehensive plan goals and objectives.

1. See Section 7.9, Intergovernmental Opportunities, Conflicts, and Resolutions for other city actions.
2. Hold or participate in opportunities such as public forums and workshops to exchange information and increase public understanding and acceptance of innovative planning tools, programs and regulatory procedures.
3. Meet with Clark and Marathon County Department staffs and neighboring community officials to explore opportunities for the cooperative administration of services and programs.
4. Pay annual dues to the United Communities of Clark County (UCCC) to maintain membership and participation.

7.12 Intergovernmental Cooperation Programs

Refer to Section 7.6 of the *Clark County Inventory and Trends Report* and the *Clark County Year 2025 Comprehensive Plan* for a listing of intergovernmental cooperation programs. Also refer to Section 7.6 of this report.

8. Land Use

Land use is a means of broadly classifying how land is used and how it could be used in the future. The Land Use element of the comprehensive planning process is typically the most emotionally sensitive to local residents and landowners. This is largely due to the fact that land use designation and private property rights are often intertwined. Each type of use has its own characteristic that can determine compatibility, location, and preference to other land uses. The maps, especially existing land use, are used to analyze the current pattern of development, and serve as the framework for formulating how land will be used in the future. Land use regulations, private market demands, ownership patterns, and resource management programs all contribute to the character of the community as it is known today.

A primary function of this Land Use element is to help guide future land use in a way that is compatible, desirable, and accepted by the local community. This requires the consideration of a range of ideas and opinions relative to land use, property rights, and community values. The community can effectively manage land use through sensible land use controls and policies. Because land use is a people-oriented process, personal opinions, desires, and attitudes, and legal and political considerations all have land use impacts. Some of these variables have been discussed in earlier sections and will be used as a reference; other aspects will be discussed as the preferred land use plan is developed.

The land use section includes a brief explanation of the planning process and associated implementation tools, a discussion of the planning efforts which have occurred in the community to date, inventory and analysis of existing land uses by classification, analysis of land use regulations (i.e., zoning, subdivision regulations) within the community, and identification of existing and potential impacts of land use conflicts in the community.

8.1 Existing Land Use

Existing land use as of 2001 was inventoried during the planning process using aerial photography, other existing maps, and input from local communities. Existing land uses were also “field verified” through a windshield survey. The existing land use inventory incorporates land use classifications that were determined to best represent the character and features of the county. For example, there is a high percentage of land enrolled in the Managed Forest Law program, so a unique classification identifies these lands. Table 8-1 displays the existing land use within the City of Colby. Appendix A provides a more detailed description of all land use classifications used in Table 8-1. Map 8-1 shows the location of existing land uses in the City of Colby.

Generally, the pattern of land use in the City of Colby can be described as balanced. For example, approximately 47 percent of the land area is developed in intensive type land uses (60 percent if road and rail are include), while approximately 39 percent is undeveloped and privately owned. The City of Colby contains basically two commercial districts; the traditional downtown and the STH 13 north corridor. Industrial activity is located primarily in the city’s industrial park also located on the east side of the city and the along STH 13 adjacent the rail corridor. Residential development, which accounts for over 29 percent of the city’s land use,

occurs primarily in established neighborhoods west of STH 13. The city contains more than 91 acres of institutional property due to the impact of the Colby school complex.

The general pattern of land use in Clark County is indicative of a rural agricultural and forest based region with incorporated communities (cities and villages) providing centers of commerce, services, and cultural resources to unincorporated areas. This pattern is very evident with the City of Colby which provides service functions to a strong local agricultural base in adjacent towns.

Table 8-1
Existing Land Use, City of Colby

Land Use Type	Acres	Percent of Total
Intensive Uses	544.7	53.2
Single Family	285.0	27.9
Manufactured Housing	11.0	1.1
Multiple Family	7.1	0.7
Structures with No Residence	0.4	0.0
Commercial	28.9	2.8
Industrial/Manufacturing	21.7	2.1
Transportation/Communication/Utility	3.2	0.3
Government Services	5.9	0.6
Institutional	91.1	8.9
Public Outdoor Recreation	14.8	1.4
Undeveloped	75.6	7.4
Private Resource Land	329.2	32.2
Cropped Farmland	172.4	16.9
Other Resource Land	156.8	15.3
Base Features	149.2	14.6
Open Water	4.7	0.5
Public Roads	120.3	11.8
Railroad ROW	24.2	2.4
Total	1,023.0	100.0

Map 8-1, Existing Land Use

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8.2 Development Patterns

Residential

Residential development, which accounts for over 29 percent of the city's land use, is the largest intensive land use classification in the city. Residential development occurs in established neighborhoods on both the west and east sides of the city, however most of the residential development concentrated west of STH 13. The city also accommodates a housing park along Park Street on the city's northeast side.

Commercial and Industrial

The City of Colby contains two commercial districts; the traditional downtown and the northern STH 13 corridor. Industrial activity is located primarily in the city's industrial park located on the city's eastern edge. Commercial and industrial development account for about 5.0 percent of the city's intensive land use. Due to the impact of STH 29 interchange, plans for commercial development are expected along the STH 13 corridor north of Adams Street.

Government/Institutional

Approximately 9.5 percent of the city land use is classified government or institutional. Outside of scattered city offices and facilities, a majority of this land area includes the Colby School facilities located north of Adams Street. This percentage is relevant as these properties do not generate any local tax revenues.

Outdoor Recreation

The City of Colby contains about 15 acres of classified public recreation land. This total includes the acreages for North, Middle, South and City Park

County/State Owned Lands

There are no county or state owned lands in the City of Colby.

8.3 Land and Resource Management

For discussion land and resource management, please refer to Section 8.4 of the *Clark County Inventory and Trends Report*.

8.4 Supply, Demand, and Price Trends of Land

For a discussion on the supply, demand and price trends of land regionally, please refer to Section 8.4 of the *Clark County Inventory and Trends Report*.

8.5 Existing Clark County Development Regulations

The City of Colby and Clark County administer a variety of codes and ordinances related to land use.

Clark County Development Regulations

The following is a list of Clark County administered ordinances which apply to the City of Colby:

- ◆ Clark County Nonmetallic Mining Reclamation
- ◆ Clark County Animal Waste Management
- ◆ Clark County Landspreading of Petroleum Contaminated Soil
- ◆ Clark County Private Onsite Waste Treatment System (POWTS) Ordinance

Please reference Section 8.5 of the Clark County Inventory and Trends Report for a detailed description of the purpose and application of each ordinance.

Local Development Regulations

The following are ordinances administered and enforced by the city:

- ◆ The City of Colby Zoning Ordinance has a total of six zoning districts as follows:
 - ▶ R-1, One and Two Family Residential
 - ▶ R-2, Multi Family Residential
 - ▶ CG, Commercial
 - ▶ IG, General Industrial
 - ▶ IL, Light Industrial
 - ▶ IGL, General Light Industrial

8.6 Projected Supply and Demand of Land Uses Over Planning Period

Table 8-2 displays estimates for the total acreage that will be utilized by residential, commercial/industrial, institutional, and agricultural land uses for five year increments through the year 2020 in the City of Colby. These future land use demand estimates are largely dependent on population increases and should only be utilized for planning purposes in combination with other indicators of land use demand.

**Table 8-2
Projected Land Use Demand (acres), City of Colby, 2000-2020**

Year	Residential*	Commercial/Industrial*	Institutional*	Agricultural*(1)
2000	304.1	76.4	117.5	209.5
2005	320.9	80.6	124.0	208.2
2010	339.9	85.4	131.3	206.9
2015	362.0	91.0	139.9	205.7
2020	384.8	96.7	148.7	204.5

(1) Assumes 0.6% decrease of farmland per year, according to county trends.

*Residential includes single family, multiple family, multiple manufactured housing, primary farmstead, other farmstead, and seasonal structures.

*Commercial/Industrial includes commercial, industrial/manufacturing, and active quarries.

*Institutional includes transportation/communication/utility, government services, institutional, and public outdoor recreation.

*Agricultural includes cropped farmland.

Year 2000 acreage figures were obtained from existing land use calculations as described below the table. Year 2005 to 2020 acreage calculations were projected by utilizing Wisconsin Department of Administration (WDOA) preliminary population projections. Projected demand for residential, commercial/industrial, and institutional land use assume that the ratio of the city's 2000 population to current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as they do today. The projected decline in agricultural land use is based on Clark County trends from 1992 to 1997. Data from the 1997 Census of Agriculture indicated that farmland decreased by approximately 0.6% per year from 1992 to 1997. Projected agricultural land use acreages assume these trends will continue.

Table 8-2 indicates that residential, commercial/industrial, and institutional land use needs will continue to increase into the future at a moderate rate. It is anticipated that some of the agricultural land found in the city will be used for these uses as needed.

8.7 Land Use Trends and Outlook

Changes in land use are not isolated. They are related to changes in population, housing, transportation, community services, agriculture, natural resources, and economic development. The *Clark County Inventory and Trends Report* lists anticipated trends over the planning period. Those county trends likely to impact the City of Colby more directly are as follows:

Housing, Population, and Land Use

- ◆ The Clark County population will continue to grow, but at a rate slower than the state of Wisconsin as a whole.
- ◆ The number of persons per household will continue to decrease requiring more housing units and more land to accommodate the county's growing population.
- ◆ The number of housing units in Clark County will continue to grow, but at a rate slower than the State Wisconsin as a whole.

Transportation and Land Use

- ◆ STH 29 & 13 will continue to be a significant force in attracting additional commercial development.
- ◆ Major highway intersections and interchanges will continue to be targeted for commercial and industrial development.
- ◆ STH 29 will receive freeway status, and the resulting closure of local road access points will impact land use development and emergency service patterns.

Community Services and Land Use

- ◆ County and local government administration of land use regulations will increase in response to a growing population and the need to provide this service at a lower cost and higher level of efficiency.

Agriculture, Natural Resources, and Land Use

- ◆ Agriculture will maintain a strong presence in Clark County. There will likely be a decreasing number of total farms, but increasing numbers of large farms.
- ◆ The Amish and Mennonite cultures will maintain a strong presence in Clark County and continue to keep small to medium size farms in productive use.
- ◆ Cash cropping and specialty farming will increase.
- ◆ Nonmetallic mine sites will continue to be developed to meet demands for sand, gravel, and other resources.

Economic Development and Land Use

- ◆ The types of businesses and industry attracted to the county will continue to be agriculturally based or related.
- ◆ Residential and highway corridor development will continue in order to accommodate those who commute to employment centers in Wood, Marathon, Eau Claire, and Chippewa Counties.

8.8 Land Use Plans and Programs

Refer to the *Clark County Inventory and Trends Report* and the *Clark County Year 2025 Comprehensive Plan* for a listing of land use programs. Land use implementation tools are addressed in Chapter 9, Implementation.

Additional Land Use Programs

AB608, Wisconsin Act 233 – Clarification of Smart Growth Law

This bill was signed into law in April 2004. This new law reduces the number of programs or actions with which a comprehensive plan must be consistent. Under the new legislation, the only actions which must be consistent with a comprehensive plan are official mapping, local subdivision regulation, and zoning ordinances, including zoning of shorelands or wetlands in shorelands. The bill also reiterates that an RPC's comprehensive plan is only advisory in its applicability to a political subdivision (a city, village, town or county), and a political subdivision's comprehensive plan.

Main Street Program

The Main Street Program is a comprehensive revitalization program designed to promote the historic and economic redevelopment of traditional business districts in Wisconsin. Each year, the Department of Commerce selects communities to join the program. These communities receive technical support and training needed to restore their Main Streets to centers of community activity and commerce. Communities interested in applying to the Wisconsin Main Street Program are required to send at least one representative to a workshop. An application is required which must demonstrate the need for the program based on several criteria including a public sector commitment, financial capacity, organizational capability, as well as several other criteria. For more information regarding the Main Street Program, contact the Bureau of Downtown Development, Division of Community Development, at the Wisconsin Department of Commerce.

Wisconsin Land Information Program

The Wisconsin Land Information Program is a voluntary, statewide program that provides financial support to local governments for land records modernization efforts. All 72 Wisconsin counties voluntarily participate in the Program. The Wisconsin Land Information Board oversees the Program's policies. The Board's statutory authority includes preparing guidelines to coordinate the modernization of land records and land information systems; implementing a grant program for local governmental units; approval of countywide plans for land records modernization; serving as the clearinghouse for access to land information; and providing technical assistance and advice to state agencies and local governmental units with land information responsibilities.

Division of Intergovernmental Relations, Wisconsin Department of Administration

The Division of Intergovernmental Relations provides staff support to the Wisconsin Land Council, and it administers the Wisconsin Land Information Program in conjunction with the Wisconsin Land Information Board. It also houses Plat Review and Municipal Boundary Review, both of which have statutory authority for approval of specific land use related requests, and the GIS Services, dedicated to the efficient use of geographic information systems. For further information about the division visit its web-site via the WDOA web-site at: www.doa.state.wi.us.

UW-Extension Center for Land Use Education

The Center for Land Use Education uses a team-based approach to accomplish its dual missions in campus based undergraduate and graduate education and Extension outreach teaching related to: land use planning, plan and ordinance administration, project impact and regional trends analysis, and public involvement in local land use policy development. For more information on the Center for Land Use Education visit its web-site at www.uwsp.edu/cnr/landcenter/.

8.9 Preferred Land Use Plan

The preferred land use plan is one of the primary components of the comprehensive plan that can be used as a guide for local officials when considering future development within the community. The plan is long-range and will need to be reevaluated periodically to ensure that it remains consistent with changing trends and conditions. Major components of the preferred land use plan include Map 8-2 Preferred Land Use and the preferred land use classification definitions. Each of these components are described below.

Land Use Classifications

The following land use classifications are descriptions used to define areas within the city that are of consistent character, use and identity. The city selected the following classifications to develop the city's preferred land use map.

- ◆ USFR – Urban Single Family Residential
- ◆ UMF – Urban Multi-Family
- ◆ UC – Urban Commercial
- ◆ UI – Urban Industrial
- ◆ UPG – Urban Park/Public Greenspace
- ◆ UPR – Urban Undesignated Private Resource Land
- ◆ UGI – Urban Government/Institutional

A more detailed description of each of the classifications follows:

Urban Single Family Residential (USFR)

The USFR classification is designed to include existing and planned single family residential development served by municipal (public) sewer and water systems. Planned residential expansions will primarily occur through recorded subdivisions. Densities will be regulated by each city's or village's respective zoning ordinance but will likely range from one to five units per gross acre. Limited amounts of low density duplex development is anticipated in the USFR compatible with existing residential neighborhoods. Large areas of high density housing (i.e., multi-family) should be avoided in the USFR. Single family residential neighborhoods could contain some form of buffering between the residences and incompatible land uses such as commercial or industrial.



The city has limited undeveloped land available for new residential development.

Urban Multi-Family (UMF)

The UMF classification is designed to include existing and planned multi-family residential development served by municipal (public) sewer and water systems. Multi-family development is defined as three or more units per structure. Multi-family development should occur exclusively in the UMF classification. Proposed multi-family development should include

adequate greenspace, parking, service access, and refuse collection facilities. Smaller 3-8 unit complexes are favored over larger unit developments.

Urban Commercial (UC)

The UC classification is designed to include existing and planned commercial development served primarily by municipal (public) sewer and water systems. This land use classification includes a variety of commercial nodes including cooperatives, downtown, highway and neighborhood business. In general, commercial activity should be clustered and designed to the character of each city or village. Reuse and/or redevelopment of vacant commercial buildings especially in downtown areas are encouraged. Certain categories of business activity such as auto/truck/implement sales, motel, service stations, restaurants, and farm related business which require highway orientation or larger land parcels in close proximity to a major road are supported. All commercial developments should provide adequate off-street parking and controlled access onto public roads.

Intensive commercial activity in close proximity to residential development should be avoided. However, neighborhood convenience stores or services could be allowed in residential areas where precautions such as vegetative buffering, are used to ensure that the quality and character of the neighborhood are upheld.

Urban Industrial (UI)

The UI classification is designed to include existing and planned industrial development served primarily by municipal (public) water and sewer systems. The UI classification allows uses such as indoor manufacturing, warehousing, assembly and distribution. Planned industrial areas or parks subject to building and site design, landscaping, signage and outdoor storage provisions are encouraged. New industrial development should occur exclusively in the UI classification. Industrial development could occur on a variety of lot sizes but should be concentrated whenever possible to minimize land use conflict. Proper access by industries to and from major traffic routes should be provided. Industrial development should also maintain adequate off-road employee parking, loading and unloading facilities.

Where deemed necessary, proper screening or buffering should be used to shield from adjacent non-industrial uses.

Urban Park/Public Greenspace (UPG)

The UPG classification is designed to include existing and planned park and urban greenspace areas owned by a public or quasi-public entity located in a village or city to be used for the purpose of outdoor recreation. Locations include city and village parks, school forests, trail corridors, and other public greenspace areas. Linear greenspace corridors designed to connect parks and other publicly owned areas are encouraged for the purpose of non-motorized trail opportunities, wildlife movement, and overall village/city appeal.

Urban Undesignated Private Resource Lands (UPR)

The UPR classification is designed to include privately owned land in agricultural, forestry or open space uses within the incorporated border of a city or village that has not been designated a Preferred Land Use classification. Reasons for undesignation may include the inefficient cost of providing public services such as water or sewer, minimal growth projections, or the

environmental or physical constraints of the property. Land within this land use classification is basically held “in reserve” for long range future development. Ultimately, intensive development is anticipated when a full range of urban services become cost-effective. Until that time, rural type uses such as farming, forest management and private outdoor recreation activities will be accommodated.

Urban Government/Institutional (UGI)

The GI classification is designed to include areas (>2 acres in size) of existing and planned public and quasi-public buildings and uses such as municipal offices and storage facilities, churches, schools, power plants, cemeteries, hospitals and special care facilities. Although some of the uses and activities within this classification may be appropriate within other land use classification designations, each governmental and institutional land development proposal should be reviewed individually to ensure it would be compatible with surrounding uses. The review should include the impact of traffic generation, demand on parking, lighting, noise, hours of operation, and the general appearance of buildings in context with the neighborhood and/or adjacent development.

Downtown Revitalization

Downtowns present a key economic opportunity in economic development. Downtowns provide a head start for many communities planning for sensible growth. They use land efficiently and already have public infrastructure such as streets and utilities. Downtown densities also efficiently utilize infrastructure and improvements. Downtowns are by nature compact developments and provide many infill opportunities. They are “center focused” with a mixture of uses. Downtowns often have existing transportation options in place, such as sidewalks and bicycle access, and are typically pedestrian friendly. Finally, they convey the character and history of the community, celebrating the community’s unique sense of place. Consequently, keeping a downtown economically viable is often an important part of an economic strategy.

The benefits of investing in the downtown:

- ◆ People are interested in communities which have a variety of events and entertainment venues that make it a vibrant place.
- ◆ The vibrancy of the downtown draws new businesses and can be used by existing businesses to attract employees.
- ◆ The downtown can benefit from the economies of scale by providing a variety of businesses and services close to where people work.
- ◆ Existing buildings may provide a business incubator space for entrepreneurial businesses.
- ◆ Utilization and improvements downtown contribute to community pride and a sense of place.
- ◆ An active downtown keeps the money spent at the business circulating in the local economy.
- ◆ Utilization of downtown buildings keeps them on the tax rolls.

Tools to consider in promoting a vibrant downtown (low administrative costs):

- ◆ Generate a list of available properties.

- ◆ Provide a handout that addresses the steps for development (permits needed, etc.).
- ◆ Create an overlay zoning district with regulations specific to downtown development.
- ◆ Create a handout that describes some of the main elements of how to make an infill or new project blend into the community – if enforcement is possible make an ordinance with these elements.
- ◆ Create a handout available with the different resources available (i.e. Wisconsin Department of Commerce, University of Wisconsin Small Business Development Center, UW extension, National Trust for Historic Preservation, State of Wisconsin Historical Society).
- ◆ Create an identity or brand for the downtown or development area. Have community members get involved in creating the brand (contest) or the types of events they would like to have (classic car show, farmer’s market, etc.).
- ◆ Recruit local volunteers to work on creating or administering tools.
- ◆ Partner with the local chamber of commerce, tourism bureau, or Economic Development Corporation to maximize resources.

Additional tools (higher administrative costs):

- ◆ Write ordinances which include the elements for infill and new project design.
- ◆ Create a historic preservation ordinance and committee.
- ◆ Apply for grants (CDBG) or tax credits (historic, affordable housing, economic development).
- ◆ Establish a downtown organization (apply to become a Main Street community).
- ◆ Create a BID (Business Improvement District).
- ◆ Utilize a revolving loan fund.

Preferred Land Use Map (Map 8-2)

The City of Colby desired pattern of future land use is depicted by the arrangement of its preferred classifications. These classifications have been mapped to identify areas of similar and preferred character, use, and density. The classification arrangement as shown on Map 8-2 establishes the city’s vision and intent for future use.

Table 8-3 lists the selected classifications as shown on Map 8-2.

Table 8-2
Preferred Land Use, City of Colby

Land Use Management Area	Acres	Percent of
		Total
Government/Institutional	82.6	7.3%
Railroad	52.7	4.7%
Commercial	221.0	19.6%
Industrial	110.8	9.8%
Multi-Family	6.2	0.6%
Park/Public Greenspace	137.8	12.2%
Undesignated Private Resource Land	39.0	3.5%
Single Family Residential	475.2	42.2%
Total	1,125.3	100.0%

State Highway 13

A variety of components such as roadways, public services, and natural features define the current land use patterns and provide a basis for the future land use of the community. One factor that could alter the land use patterns in the city is the possible creation of a by-pass of State Trunk Highway 13. Currently STH 13 runs through the City and provides access to many residences and businesses. Expansion corridors (by-passes) to the east or west could focus commercial and industrial uses to the portions of the City (or beyond its limits) with access to these newly created corridors (see Appendix B). Interest in annexation to the city by property owners in the Town of Colby may increase as a means to market the property for commercial and industrial uses.

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Map 8-2, Preferred Land Use

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Preferred Land Use and Existing City Zoning

In an attempt to implement the City of Colby Preferred Land Use Map (Map 8-2), the city should utilize this map when acting on amendments to the city's zoning map. The review of both maps concurrently will ensure consistency between planning and zoning decisions. After January 1, 2010, zoning decisions must be made in accordance with the city's comprehensive plan.

Designation of Smart Growth Areas

A Smart Growth Area is defined as “An area that will enable the development and redevelopment of lands with existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development at densities which have relatively low municipal, state governmental and utility costs.”

Clark County is a rural agricultural county heavily dependent on the dairy industry. With a year 2000 population of 33,557 and a total land area of 779,953 acres, Clark County’s population density is one of the lowest in the state. The county is home to just twelve small incorporated municipalities (seven cities and five villages) with the largest population center being the City of Neillsville at 2,731. The 13 incorporated municipalities act as service centers to the surrounding agricultural based rural towns providing most of their commercial and service needs. In addition, these incorporated communities provide most of the employment opportunities because of their existing infrastructure.

The arrangement of incorporated municipalities scattered throughout Clark County’s rural landscape, creates the perfect situation to practice “Smart Growth” (Directing growth into areas served with adequate utility and service infrastructures.)

The Clark County planning process and subsequently the *City of Colby Year 2025 Comprehensive Plan* is based on the following six principles as identified in the American Planning Association, Planning Advisory Service Report 479, *The Principles of Smart Development*.

Principle 1: Efficient Use of Land Resources

Smart development support the preservation of land and natural resources. Approximately 32 acres of the preerred land use within the City of Colby is designated agriculture, public resource, or private resource land. Within these designations residential development will continue to occur at very low densities. Sensitive areas such as wetlands, floodplains, and contiguous woodlands are protected through the existing Clark County shoreland/wetland zoning and floodplain ordinances. Future development should utilize the existing road network to minimize additional local road maintenance costs.

Principle 2: Full Use of Urban Services

Smart development means creating and maintaining neighborhoods where more people will use existing services like public water and sewers, roads, emergency services, and schools. The

Clark County planning process has identified areas within the county's cities and villages to accommodate growth and development. Specifically, Map 4-2 identifies areas currently serviced by public utilities (i.e. public sewer and water) and indicates locations for expansion of these services. The support function of Clark County's cities and villages as service centers to the surrounding rural farming area supports this principle.

Principle 3: Mix of Uses

Compact neighborhoods that contain a mix of residential, commercial, and recreational spaces within walking distance of each other promote a reduction in auto use, community identity, a variety of housing types, and a safe environment for all age groups. Clark County's cities and villages contain a well-balanced mix of residential, commercial, and industrial development. A greater challenge for Clark County communities is the promotion of growth in an attempt to create jobs through new industry and businesses. Populations residing in adjacent rural towns are also partners in supporting a variety of mixed uses within cities and villages.

Principle 4: Transportation Options

A well-designed transportation network promotes safety, alternative modes of transport, and less traffic congestion and air pollution. Clark County's rural nature does not contain the density to support a wide variety of specialized alternative modes of transportation such as public busing. However, Clark County maybe has one of the most diverse transportation networks in the state. Clark County is home to substantial and growing communities of Amish and Mennonite whose use of horse and buggy as a mode of transport is essential to their way of life. Their forms of transportation cater to the high percentage of gravel surfaced roads throughout the county. In fact, the high percentage of graveled roads act as a growth management tool. In addition, Clark County's rural landscape supports miles of snowmobile and ATV trails, which although are used primarily for recreational, do provide alternative forms of travel for local rural residents.

Principle 5: Detailed, Human Scale Design

In human-scale neighborhoods, a wide mix of housing types are clustered around one or more well-defined neighborhood centers, which support jobs, commercial activity, and a range of services. This principle was of limited importance in the Clark County planning process due to the smaller size of incorporated communities (cities and villages) within the county.

Principle 6: Implementation

A community's ability to adopt smart development principles will, of necessity, require intergovernmental cooperation to apply the principles. This plan recommends continued discussions and cooperation relative to land use planning and ordinance administration between Clark County and those communities participating in the development of local plans. However, each community participating in the Clark County planning process has chosen an implementation strategy which best fit their local needs.

8.10 Land Use Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community.

Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal: Provide for a well-balanced mix of land uses within the city.

Objectives

1. Encourage new areas of growth within or near existing areas of development where adequate public facilities and services exist or are planned.
2. Promote preferred land use areas which contain areas of similar feature and function and can coexist with one another (i.e. residential, commercial etc...).
3. Utilize the existing road network to accommodate most future development.
4. Ensure all land owners have equitable options for proposing land use change.
5. Encourage development in areas currently served by pedestrian linkages, parks, schools, and other services.
6. Encourage rehabilitation of existing areas before developing vacant/undeveloped land.
7. Encourage the continuous updating of appropriate planning tools such as land use plans and zoning to minimize land use conflicts.
8. Ensure a balance between appropriate land use and the rights of property owners, focusing on the best interests of the community as a whole.

8.11 Land Use Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the city is concerned about. Policies and recommendations become the tools that the city can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. All development proposals approved in the community shall meet the intent of the Preferred Land Use Map (Map 8-2) and land use classification definitions, goals and objectives as described within the Land Use element or as amended in accordance with due process requirements.
2. Ensure that infill and redevelopment projects are well-designed and compatible with surrounding uses and building types.
3. Ensure site/master planning is done for targeted types of development and redevelopment.

Recommendations

Recommendations are specific actions or projects that the city should be prepared to complete. The completion of these actions and projects is consistent with the city's policies, and therefore will help the city fulfill the comprehensive plan goals and objectives.

1. Amend the city zoning ordinance to be consistent with the Preferred Land Use Map (Map 8-2) of the *City of Colby Year 2025 Comprehensive Plan*.
2. The city should exercise its extraterritorial plat review authority to protect its borders from unplanned development.
3. Develop a joint land use plan/vision with the Towns of Colby and Hull and the City of Abbotsford for the area along STH's 29 and 13. The plan should include infrastructure components such as sewer, water and future roads.
4. For other land use related ordinance updates, please consult the Implementation element, Section 9-2 of this plan.

9. Implementation

The comprehensive planning process takes a community through data collection, analysis, visioning, and goal setting. Through public participation, the community members voice their concerns and articulate their hopes. Through identification of these concerns and hopes, a foundation for community strategies and objectives is created. A community then adopts the plan which summarizes and interprets the planning process through maps, graphs, and written text. The comprehensive plan continues to serve the community by providing proactive steps toward future implementation.

Just as the comprehensive plan does not work independently of other community documents, the Implementation element does not work independently of the other elements in the plan. In fact, the Implementation element is one of the best ways to demonstrate the integration of all the elements. Through implementation, the connectivity among community issues and opportunities, housing, transportation, utilities and community facilities, agricultural, natural, and cultural resources, economic development, intergovernmental cooperation, and land use is realized. Decisions should be made based on the knowledge that one decision can affect all the elements involved and there are direct and indirect effects of all actions.

The Implementation element includes a compilation of programs and specific actions to be completed in a stated sequence. These include, but are not necessarily limited to, proposed changes to any applicable zoning ordinances, official maps, sign regulations, erosion and stormwater control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, housing codes, sanitary codes or subdivision ordinances. These programs and specific actions will be used to implement the goals, objectives, policies, and recommendations contained within the earlier elements of this plan.

The Implementation element also includes a section on mechanisms to measure progress that will allow the community to determine if it is successfully implementing its comprehensive plan. In addition, this element also describes how all of the plan elements will be integrated and made consistent, as well as amendment and comprehensive plan update procedures.

9.1 Implementation Strategy

There are many tools a community can use to implement their comprehensive plan. Some are regulatory in nature and others are not. Typically, the more developed a community becomes the greater the need for management tools such as ordinances. Most incorporated communities (villages and cities) have a "Municipal Code of Ordinances" book from which they administer programs and ordinances. The City of Colby has a very comprehensive "Code of Ordinances" that was adopted on October 3, 1995.

There is no "one size fits all" plan implementation program. Each community's physical setting, economic climate, issues, public support, political climate and leadership will be different. Communities must weigh the cost/benefit of using certain tools since most require sufficient staff

and financial resources to properly administer. The following briefly describes the general tools the city evaluated when considering how their comprehensive plan will be implemented.

Establishing the Foundation

Before a community considers any type of land use administration system, a “blueprint” representative of the public’s desires should be established. Establishing the “desires” of city residents is important for several reasons. First, without public support, the success of a local land use administration program is limited. The public must understand that the benefits of establishing programs or ordinances outweigh the potential risks future uses may present to the general public. Secondly, officials should rely on public policy as a basis to make future decisions. Without any type of public policy in which to base decisions, local officials run the risk of making decisions based their personal judgment or assessment. The following are two important steps communities should undertake before any comprehensive plan implementation tool is put into effect.

Develop a Comprehensive Plan

Comprehensive plans establish the general policy framework for local decision-making. The Land Use element of the comprehensive plan identifies areas targeted for a variety of different uses including agriculture, forestry, residential, commercial and industrial. In addition, the comprehensive plan’s implementation element defines the community’s implementation strategy.

The recently adopted state comprehensive planning legislation (ss 66.1001) defines the elements of a comprehensive plan and requires that programs and actions of local governmental units that affect land use must be “consistent with” the comprehensive plan by January 1, 2010. Therefore, any local governmental unit that wants, for example, to regulate the subdivision of land or regulate land use through zoning or any other means is required to have a comprehensive plan. Adoption of this comprehensive plan by the City of Colby meets the intent of the legislation.

Citizen Participation

Just as citizen involvement is an important step required throughout the planning process, it is also an essential implementation tool. Citizens and local officials must be made aware of the goals of their comprehensive plan when they consider and make decisions such as reviewing a land division requests. The more participation, the more ownership the plan or any implementation tool will likely receive. In addition, a public hearing is always required before an ordinance of any type can take effect.

9.2 Regulatory Land Use Management Tools

Regulatory tools stem from local government’s responsibility and authority to protect public health, safety, and welfare. Most regulatory tools are in the form of ordinances. The following regulatory tools were reviewed and discussed as part of the City of Colby comprehensive plan process:

Zoning

Under Wisconsin Statutes, counties, cities, villages, and towns with village powers are authorized to adopt zoning ordinances. Zoning is one method of implementing or carrying out the comprehensive plan. Zoning regulates the use of land, lot size, density, and the height and size of structures. A conventional zoning ordinance is probably the most commonly used land use implementation tool especially in villages and cities. Under conventional zoning, districts (defined areas of consistent use and density) are established which typically follow parcel boundaries and legal descriptions. Each district or zoning category contains a list of permitted and conditional uses which define “rights” within the district.

Although zoning is very common, some people believe zoning is inequitable in that some landowners win while others lose. In an effort to address this concern, more sophisticated zoning techniques have been developed. Some of these techniques are summarized below.

1. **Performance Zoning:** Performance zoning is a method that permits controlled development while also being sensitive to the landscape. It tries to regulate the impacts of land uses, rather than the uses themselves, by outlining general goals for developers that they can meet in different ways. Landowners are permitted a wide variety of uses, so long as they meet certain numeric standards such as a certain density, a certain amount of open space, or certain noise, smell or lighting standards.
2. **Overlay Zoning:** Overlay zones allow special regulations within all or a portion of a zoning district or several districts. This type of zoning can be helpful if there is one particular resource that needs to be protected a consistent way, regardless of what district it is located in. In Clark County and the City of Colby, shoreland zoning regulations are an example of overlay zoning.
3. **Extraterritorial Zoning:** Any city or village that has a plan commission may exercise extraterritorial zoning power in the unincorporated areas surrounding the city or village. The extraterritorial zoning power may be exercised in the unincorporated areas located within three miles of the corporate limits of a first, second or third class city, or within one and one-half miles of a fourth class city or village. (All cities and villages in Clark County are fourth class.) Extraterritorial zoning may be initiated by a city or village adopting a resolution and providing notice of the extraterritorial area to be zoned. The city or village may unilaterally adopt an interim zoning ordinance to preserve existing zones or uses for up to two years while a comprehensive zoning plan is being prepared. A joint committee, consisting of three city or village plan commission members and three town members must approve of the plan and regulations by majority vote. Extraterritorial zoning is not commonly used in the State of Wisconsin.
4. **Planned Unit Developments (PUDs):** Planned unit developments (also sometimes referred to as “planned development districts”) allow developers to vary some of the standards in local zoning ordinances to provide for innovative approaches that may allow for better design and arrangement of open space to protect natural resources. PUDs require flexibility from both the developer and local government.

City of Colby Status/Recommendation(s)

Status: The City of Colby administers a Code of Ordinances last updated in October 1995. This Code of Ordinances includes a comprehensive zoning ordinance. The zoning ordinance covers districts, conditional uses, nonconforming uses and structures, sign regulations, performance standards for industrial developments, mobile home requirements, administration, amendment and appeal procedures.

Recommendation(s): Revisit existing zoning ordinance and district boundaries to comply with the comprehensive plans preferred land use map (See Map 8-2)

Timeline: One to two years.

Land Division/Subdivision Ordinance

Achieving the goals, objectives and policies of the comprehensive plan will be significantly influenced by how land will be divided and developed in the future. Pursuant to Section 236 of the Wisconsin Statutes, communities, by ordinance, could review the subdivision of land within its corporate limits. A land division ordinance is a tool to control how, when, and if rural farmland, woodlands, and open spaces will be divided and developed while protecting the needs and welfare of the community. It also regulates how new lots will be made ready for future development such as provisions for adequate access (required roads, driveways), wastewater treatment and water supply.

The impact of land division regulations is more permanent than zoning (which regulates the type of development that takes place on a parcel) because once land is divided into lots and streets are laid out, development patterns are set. Local review and regulation of future divisions of land can therefore be an effective tool to realize plan goals.

A village or city can require a new land division be in conformance with their community's comprehensive plan as a basis of approval. The key to implementing this objective is twofold. First, the ordinance should clearly state that consistency with the community's comprehensive plan is a criteria of approval. Secondly, the ordinance should contain a provision requiring the proponent for a land division to submit a clear and concise letter of intent as part of the land division application. The letter of intent submitted as part of the application record can be used to administer the future use of the property. City and village subdivision regulations may also be applied to the unincorporated areas which fall within the extraterritorial plat approval jurisdiction of the city or village.

City of Colby Status/Recommendation(s)

Status: Colby has detailed Subdivision Regulations. The ordinance includes provisions for land suitability, condominium developments, plat review and approval and certified surveys. Technical requirements, street, sidewalks and utility improvements, design standards and park land dedications are also included in the existing ordinance.

Recommendation(s): Monitor the need to update existing Subdivision Ordinance.

Timeline: Continuous

Extraterritorial Plat Review

Cities and villages that have adopted a subdivision ordinance or official map can exercise extraterritorial plat approval jurisdiction for three miles beyond the corporate limits of a first, second or third class city and one and one-half miles beyond the limits of a fourth class city or village. (In Clark County all villages and cities are fourth class meaning the maximum plat approval jurisdiction is 1.5 miles.) Specifics relative to Extraterritorial Plat Review can be found under Wis. Stats. S.236.02(5).

City of Colby Status/Recommendation(s)

Status: The City of Colby subdivision ordinance exercises extraterritorial plat approval jurisdiction.

Recommendation(s): Consider expanding the extraterritorial plat approval section when updating existing subdivision ordinance.

Timeline: Continuous

Official Maps

Cities, villages, and towns may adopt official maps. These maps, adopted by ordinance or resolution, may show existing and planned streets, highways, historic districts, parkways, parks, playgrounds, railroad rights of way, waterways and public transit facilities. The map also may include a waterway only if it is included in a comprehensive surface water drainage plan. No building permit may be issued to construct or enlarge any building within the limits of these mapped areas except pursuant to conditions identified in the law.

Counties have limited official mapping powers. Counties may adopt highway-width maps showing the location and width of proposed streets or highways and the widths of any existing streets or highways which are planned to be expanded. The municipality affected by the street or highway must approve the map. Counties may also prepare plans for the future platting of lands, or for the future location of streets, highways, or parkways in the unincorporated areas of the county. These plans do not apply to the extraterritorial plat approval jurisdiction of a city or village unless the city or village consents.

Official maps are not used frequently because few communities plan anything but major thoroughfares and parks in detail in advance of the imminent development of a neighborhood.

City of Colby Status/Recommendation(s)

Status: The City of Colby's current official map was last revised in June 2002.

Recommendation(s): Due to recent annexations the City of Colby will need to update its official map.

Cooperative Boundary Agreements

Cooperative boundary agreements can reduce some of the conflict regarding boundary issues that often arise between cities, villages and towns). The Legislature has provided express enabling authority for these agreements. The communities involved in such agreements undertake cooperative preparation of a plan for the areas concerned. The plan for changing or maintaining boundaries, and for controlling land use and services is sent to the Department of Administration. If the plan is approved, a contract binding the parties to it is put into effect. An alternative to cooperative boundary agreements is to develop a multi-jurisdictional comprehensive plan that requires compromise along community borders.

City of Colby Status/Recommendation(s)

Status: The City of Colby's Code of Ordinances includes language for a Joint Plan Commission with Abbotsford. No boundary agreements have been completed with the City of Abbotsford or the Towns of Colby or Hull.

Recommendation(s): Pursue formal cooperative boundary agreements with the Towns of Colby and Hull, and the City of Abbotsford.

Timeline: Two to four years.

Annexation/Incorporation

Cities and villages have the power to annex given to them by the state. The power to extend municipal boundaries into adjacent unincorporated (town) lands allows a community to control development on its periphery.

Contrary to popular belief, annexation occurs at the request of town residents, not at the request of the incorporated municipality. Petitions for annexation are filed by the town landowners and the village or city acts upon the annexation petition.

Wisconsin Act 317 – Revisions to Annexation Procedures

Under this Act which was enacted in April of 2004, no city or village may annex any territory if none of the city's or village's territory is in the same county as the territory to be annexed. The Act also requires cities and villages to make payments for five years to towns that lose territory due to annexations. Cities and villages will have to pay to the town from which the land is annexed the amount of the town tax for the annexed property. The Act gives an exemption from this payment for cities and villages that have boundary agreements with the neighboring towns.

City of Colby Status/Recommendation(s)

Status: An annexation chapter in the zoning ordinance lists all of the annexations which occurred from 1973 until 2000. The City has not annexed property since 11/15/00.

Recommendation(s): The city of Colby should continue and expand relations with the Towns of Colby and Hull. Discuss the execution of a boundary agreement in an effort to avoid annexation issues.

Aesthetic Controls

Sign Ordinances

A sign ordinance restricts the type, size, and location of signs within a community. It also often restricts the types of materials that can be used to construct signs. These ordinances can regulate signage to achieve a number of community values such as improved property values, public safety and glare control. Counties, towns, cities, and villages may all adopt sign ordinances and billboard regulations.

City of Colby Status/Recommendation(s)

Status: A section within the City of Colby's zoning ordinance regulates "Signs, Canopies, Awnings and Billboards."

Recommendation(s): Revisit the sign district regulations and update to comply with the comprehensive plan's preferred land use map (see Map 8-2).

Timeline: One to two years.

Historic Preservation Ordinances

The objectives of a comprehensive plan which note the need to preserve important historic structures and sites can be implemented through the adoption of a historic preservation ordinance. These ordinances are meant to protect historic buildings and districts. Counties, towns, cities and villages have express authority to enact historic preservation ordinances. In addition, the Wisconsin Legislature has determined that historic preservation is such an important objective that all cities and villages that contain any property listed on either the national register of historic places or the state register of historic places must enact an historic preservation ordinance to regulate historic or archeological landmarks and historic districts in an effort to preserve those landmarks.

City of Colby Status/Recommendation(s)

Status: The City of Colby does not have a historic preservation ordinance.

Recommendation(s): Colby should monitor the need for creating a historic preservation ordinance.

Design Review

Design review involves the review and regulation of the design of buildings and their sites. Design review standards are often included as part of zoning and subdivision ordinances. It seeks to protect communities from multi-family, commercial, industrial, and institutional development which would detract from the appearance of the community and reduce property values. Such an ordinance is especially recommended for communities with buildings of historic or architectural importance and where tourism is a major economic activity.

City of Colby Status/Recommendation(s)

Status: The City of Colby has design standards in their subdivision ordinance which provide for proper street layout, sidewalks, tree plantings, etc.

Recommendation(s): None.

Specialized Ordinances

Given specific issues and needs within a particular community, a number of “specialized” ordinances maybe required to locally regulate public health and safety concerns, protect private property and avoid public nuisances. The following ordinances have received increased attention due to local issues.

Telecommunications (Cell Tower) Ordinance

Ordinances can be used to minimize the visual effects of towers, maximize the capacity of existing towers and reduce impacts to adjacent properties. Local governments cannot unilaterally prohibit cell towers by ordinance, zoning or any other means. However, local governments can enact ordinances to prohibit towers from certain specially identified areas, regulate tower height, specify minimum setbacks, require collocation strategies, and encourage landscaping and disguising techniques. An important benefit of having a telecommunications ordinance is that it provides decision-making consistency and decreases the chances of discrimination against a particular company. The ordinance provides a basis for conditional use provisions or denials. The Telecommunications Act of 1996 requires all denials to be in writing and supported by sufficient evidence. Telecommunication ordinances seek to balance business and industry needs with community character, aesthetics and resident needs.

City of Colby Status/Recommendation(s)

Status: The City of Colby does not have a telecommunication ordinance at this time.

Recommendation(s): Monitor the need and consider regulation through a county ordinance.

Utility Accommodation Ordinance

The state, county and local governments operate road systems to provide a safe and convenient means for the vehicular transportation of people and goods, and utility companies provide essential services to the public. Both the governments and utility companies typically provide facilities which consider present as well as future needs. Cooperation between these two entities is essential if the public is to be served at the lowest possible cost. Although the governments should strive to accommodate utility facilities whenever possible, the permitted use and occupancy of the road right-of-way for non transportation purposes is subordinate to the primary interests and safety of the traveling public. The purpose of a utility accommodation policy or ordinance is to prescribe the policies and procedures that shall be met by any utility whose facility currently occupies, or will occupy any road right-of-way or bridge within the governments jurisdiction. The policy should apply to all public and private utilities.

City of Colby Status/Recommendation(s)

Status: The City of Colby does not have a utility accommodation ordinance at this time.

Recommendation(s): Colby should consider adopting a utility accommodation ordinance.

Timeline: Three to five years.

Nuisance Ordinance

A nuisance can generally be defined as an action, or lack thereof, which creates or permits a situation that annoys, injures or endangers the peace, welfare, order, health or safety of the public in their persons or property. Nuisance ordinances can be defined in many ways, depending what issues are present in the community. Possible nuisances include noxious weeds, storage of vehicles, odors, noise, signs, obstruction of streets, animals, fireworks and any number of related type nuisances. Concisely defining nuisances as well as enforcement, abatement and recovery of costs for abatement are very important in the creation of a nuisance ordinance. A nuisance ordinance provides land owners and residents with a mechanism for identifying and preventing non-compliant situations.

City of Colby Status/Recommendation(s)

Status: The Code of Ordinances includes a "Offenses and Nuisances" section which details public safety and peace, littering, alcoholic beverages, and juvenile activities.

Recommendation(s): Monitor the need for updates.

Other Ordinances

Wisconsin Towns Association also recommends that all towns, villages, and cities should strongly consider adopting the following "basic" ordinances. Most of these ordinances are considered nuisance type ordinances. They include:

1. An ordinance to regulate specific operations (e.g., nude dancing).
2. An ordinance to regulate mobile homes and mobile home parks.
3. An ordinance on city council meeting procedures and city employee administration.
4. An ordinance regulating billboards.
5. An ordinance regulating events and large assemblages.
6. An ordinance to regulate fire control in fire regulation and reimbursement for fire costs.
7. An ordinance to regulate vehicle road weight limits, truck routes and other road uses.
8. An ordinance to regulate use of roadways by snowmobile, ATVs and horses.
9. An ordinance to regulate dogs running at large.
10. An ordinance to regulate unlicensed motor vehicles.
11. An ordinance to regulate landspreading of certain wastes.

City of Colby Status/Recommendation(s)

Status: The City of Colby Code of Ordinances has many of the above ordinances already covered.

Recommendation(s): The addition of ordinances "regulating events and large assemblages" and "landspreading of certain wastes" should be considered.

Timeline: Three to five years.

Intergovernmental Agreements

Any municipality may contract with other municipalities to receive or furnish services or jointly exercise power or duties required or authorized by law. The term "municipality" is defined to include the state, counties, cities, villages, towns, school districts, sanitary districts, public library systems, regional planning commissions, and other governmental and quasi-governmental entities. The requirements and procedures set forth for intergovernmental agreements are minimal. Such arrangements can prove useful in the implementation of a plan by facilitating efficient provision of public facilities and services. In Clark County, intergovernmental agreements have been used to execute cooperation between communities for services such as fire and emergency rescue.

City of Colby Status/Recommendation(s)

Status: The City of Colby maintains a "Joint Plan Commission" and "Colby-Abbotsford Police Commission." The most recognized police protection agreement between communities in Clark County is an agreement between the Cities of Abbotsford and Colby. The agreement establishes a joint police department. The primary service area for the police department is within the boundaries of both cities. The current agreement establishes 45% of the department budget to be paid by the City of Colby and 55% to be paid for by the City of Abbotsford.

Recommendation(s): Continue to execute cooperative agreements with the City of Abbotsford, specifically the current police service agreement. In addition, utilize the UCCC group to assist in leveraging cooperative agreement opportunities.

Building and Housing Codes

Cities, villages, towns, and counties may enact building and housing codes. Building codes are sets of regulations that set standards for the construction of buildings in a community. Building codes ensure that new and altered construction will be safe. These codes must conform to the state building, plumbing, and electrical codes. Housing codes define standards for how a dwelling unit is to be used and maintained after it is built. To enforce the codes, inspections are required by the local municipality. This code is concerned with keeping housing from falling into dilapidation and thus keeping neighborhoods from falling into blight.

City of Colby Status/Recommendation(s)

Status: The City of Colby has adopted a local ordinance to administer and enforce the uniform dwelling code (UDC). Colby may either employ an individual with proper credentials or contract with a private firm to perform required inspections.

Recommendation(s): Monitor and evaluate the new UDC program and the administration of local ordinance versus allowing the State of Wisconsin to contract this service on behalf of Colby.

Timeline: Three to five years.

Fiscal Tools

Capital Improvements Program (CIP)

The capital improvements program is a way of implementing issues related to capital facilities specified in a plan. Capital improvements are those projects which require the expenditure of public funds for the acquisition, construction, or replacement of various public buildings such as police and fire halls, schools, and city/village/town halls; roads and highways; water and sewer facilities; and parks and open space.

A capital improvements program is a listing of proposed public projects according to a schedule of priorities over the next few years, usually a five year programming period. A CIP allows local communities to plan for capital expenditures and minimize unplanned expenses. Sources of funding for capital improvements include impact fees, subdivision requirements, special assessments, and revenue or general obligation bonding.

The usefulness of the CIP depends upon the community properly budgeting for expenditures as part of the community's annual capital improvements budget.

City of Colby Status/Recommendation(s)

Status: A Capital Improvements Plan was developed in October of 2006

Recommendation(s): For the City Planning committee to update regularly

Timeline: The timeline includes continuous updating

Impact Fees

Cities, villages, towns, and counties may impose impact fees. Impact fees are financial contributions imposed on developers by a local government as a condition of development approval.

Impact fees are one response to the growing funding gap in infrastructure dollars between revenues and needs. Impact fees help shift a portion of the capital cost burden of new development to developers in an effort to make new development responsible for serving itself rather than raising taxes on existing development. Local governments can use impact fees to finance highways and other transportation facilities, sewage treatment facilities, storm and

surface water handling facilities, water facilities, parks and other recreational facilities, solid waste and recycling facilities, fire and police facilities, emergency medical facilities, and libraries. Impact fees cannot be used to fund school facilities. Furthermore, counties cannot use impact fees to fund highways and other transportation related facilities.

City of Colby Status/Recommendation(s)

Status: The city does not charge impact fees

Recommendation(s): Not applicable

Timeline: The city is not considering impact fees at the present time

Tax Increment Financing (TIF) Districts

Cities and villages may designate tax increment finance districts to finance public improvements through the property taxes generated on subsequent increases in the value of taxable property in the district. TIF distributes the costs of public improvements among all overlying taxing jurisdictions that ultimately benefit from an increase in the area's valuation. Often the cost of financing public improvements for development is borne entirely by the community. Although overlying jurisdictions such as county, school or vocational and technical college districts may benefit from the development in the form of an increase in property valuation, they do not share in the costs of providing the necessary public improvements that make the development possible. Under TIF, the overlying taxing jurisdictions do not receive any tax revenues based on the increase in property valuation in an area or district until all improvement costs are paid. Thus TIF assures that all taxing jurisdictions benefiting from development pay a share of the costs.

City of Colby Status/Recommendation(s)

Status: The City of Colby administers one TIF District; TIF District #2. The TIF plan was recently amended to include additional area along the STH 13 north corridor.

Recommendation(s): Execute improvements per the amended TIF plan. Monitor need for future amendments

9.3 Non-Regulatory Land Use Management Tools

There are several non-regulatory options available to local municipalities to influence local land use. The following tools were considered as part of the planning process.

Acquisition Tools

Land Acquisition

Communities and non-profit conservation organizations can acquire land for parks conservation or government purposes simply by purchasing it outright. Land acquisition is recommended when public access to property is required.

An alternative to the outright purchase of property for public purposes, is the execution of a long term easement. Typically, to receive any government funding for improvements on easement property, a 20-year easement is required.

City of Colby Status/Recommendation(s)

Status: The City of Colby does not have a land acquisition program.

Recommendation(s): No acquisitions identified. City may need to acquire limited property in the future, but only for service related needs.

9.4 Mechanism to Measure Progress

Comprehensive planning legislation requires that the implementation element provide a mechanism to measure community progress toward achieving all aspects of the comprehensive plan. An acceptable method to measure progress toward achieving all aspects of the comprehensive plan is to evaluate two primary components. The two components, policies and recommendations, are listed within each identified plan element (usually the last section within each element).

To measure the effectiveness of an adopted policy, the city must determine if the policy has met the intended purpose. For example, the City of Colby has listed a policy under Section 3, Transportation Element, Policy #6 which states, "Dead-end roads and cul-de-sacs should be avoided to the extent practical." To determine whether the policy is achieving the city's intention a "measure" must be established. In the case of this policy, the measure is simply how many dead-end roads or cul-de-sacs have been constructed since the plan's adoption. Each listed policy within each element should be reviewed periodically to determine the plan's effectiveness.

Likewise, recommendations listed within each element can be measured. For recommendations, the ability to "measure" progress toward achievement is very straight forward in that the recommendations have either been implemented or not.

To ensure the plan is achieving intended results, periodic reviews should be conducted by the city's Plan Commission and results reported to the City Council and the public.

9.5 Comprehensive Plan Amendments and Updates

Amendments

The City of Colby should regularly evaluate its progress towards achieving the goals, objectives, policies and recommendations within the comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency established within the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as a planning tool upon which decisions are based.

According to comprehensive planning legislation, the same process that was used to initially adopt the plan shall also be used when amendments are made. The city should be aware that as more compliant plans are developed the amendment procedure may be clarified or changed and should therefore be monitored.

Updates

Comprehensive planning statutes require that the comprehensive plan be updated at least once every ten years. An update requires revisiting the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan including similar time and funding allotments. State statutes should also be monitored for any changes, new or removed language.

9.6 Implementation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community.

Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1: Require consistency between and integration of the city's comprehensive plan recommendations and local ordinances.

Objectives

1. Require that administration, enforcement and implementation of land use regulations are consistent with the city's comprehensive plan.
2. Conduct regular reviews of the city's comprehensive plan for consistency with the goals, objectives, maps, policies and programs contained within and amend as appropriate.
3. Update the city's comprehensive plan every 10 years to coincide with the release of census data.
4. Maintain or create a committee to review the performance of the comprehensive plan and its implementation.
5. Zoning and ordinance of lands should provide for implementation of development and planning standards, goals and objectives developed within the comprehensive plan.

9.7 Implementation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the city is concerned about. Policies and recommendations become the tools that the city can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. The comprehensive plan developed by the City of Colby, unique to the City of Colby, shall be implemented by the City of Colby, and may not be amended or removed except by action of the City of Colby.
2. The Plan Commission shall make recommendations to the Council regarding land use and development proposals.
3. The community shall maintain a code of ordinances that conform to the comprehensive plan.
4. The comprehensive plan shall be updated every 10 years.
5. Areas of the plan which are disputed or litigated in the future shall be reviewed by the community attorney to ensure his/her knowledge of the plan and offer suggestions to reduce conflict.
6. The action plan located within the comprehensive plan shall be updated when tasks are accomplished and new items shall be added when appropriate.
7. The annual review of the comprehensive plan shall be done in a committee format with public involvement including citizens, landowners, community officials and staff to evaluate the plan in an un-biased manner.
8. State of Wisconsin Comprehensive Planning legislation shall be monitored for new additions and/or emissions that will affect the community or compliance with the legislation.

Recommendations

Recommendations are specific actions or projects that the city should be prepared to complete. The completion of these actions and projects is consistent with the city’s policies, and therefore will help the city fulfill the comprehensive plan goals and objectives.

Please refer to prior Sections 9.2 and 9.3 of this report for specific recommendations.

9.8 Implementation Programs

Refer to the *Clark County Year 2025 Comprehensive Plan* for a listing of implementation related programs.