

City of Marion Comprehensive Plan – 2007 Amendments

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Element Abbreviations

- IO Issues and Opportunities
- H Population and Housing
- T Transportation
- UCF Utilities and Community Facilities
- ANC Agricultural, Natural, and Cultural Resources
- ED Economic Development
- IC Intergovernmental Cooperation
- LU Land Use
- I Implementation

1. Introduction

Waupaca County began a multi-jurisdictional planning effort in 2003 after being awarded a Comprehensive Planning Grant by the Wisconsin Department of Administration. The City of Marion joined Waupaca County in this effort along with five other cities, six villages, and 21 towns for a total of 34 participating units of government. For more information on the multi-jurisdictional planning process, please refer to Chapter 1 of the *Inventory and Trends Report*.

The City of Marion's comprehensive plan will guide community decision making for the next 15 to 20 years. The city's complete and current comprehensive plan is composed of several documents including the following:

Report (and year of adoption)	Planning Process
1. Smart Growth Comprehensive Plan – 2020 City of Marion (2001)	City's Individual Planning Effort
2. Marion Downtown Plan, Planning Report (2005)	City's Individual Planning Effort
3. Inventory and Trends Report (2006)	Waupaca County Multi-Jurisdictional Planning Effort
4. 2007 Amendments, Plan Recommendations Report (2007)	Waupaca County Multi-Jurisdictional Planning Effort

Items one and two above were developed by the city outside of participation in the Waupaca County multi-jurisdictional planning effort. Items three and four above are supplemental to the city's existing comprehensive plan and were produced as a result of participating in the county process. This *City of Marion Comprehensive Plan – 2007 Amendments, Plan Recommendations Report* contains the results of the city's decision making process as expressed primarily by policies, recommendations, and an action plan. It also contains updated demographic and economic data. The *Inventory and Trends Report* is related and contains all of the background data for Waupaca County and the City of Marion.

1.1 Comprehensive Plan Development Process and Public Participation

The Wisconsin Comprehensive Planning legislation 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. This includes 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. Public participation includes wide distribution of proposed drafts, plan alternatives, and proposed amendments of the comprehensive plan. Public participation includes opportunities for members of the public to send written comments on the plan to the applicable governing body, and a process for the governing body to respond. The City of Marion has adopted a *Public Participation and Education Plan* in order to comply with the requirements of Section 66.1001(4)(a) of the Wisconsin Statutes. The city's adopted *Public Participation and Education Plan* is found in Appendix A.

The Waupaca County comprehensive planning process was designed to encourage extensive grassroots, citizen-based input. Not only were public outreach tools and events utilized, but citizens were directly involved in writing their own local comprehensive plans, as well as the county comprehensive plan. Please refer to Sections 1.3 through 1.5 of the *Waupaca County Inventory and Trends Report* for further details on the plan development and public participation processes.

In addition to the public participation process described in the *Waupaca County Inventory and Trends Report*, the process of adopting the *City of Marion Comprehensive Plan – 2007 Amendments* included the required procedural steps: Plan Commission and City Council action, a public hearing, and the distribution of recommended and final plan documents.

Plan Commission and City Council Action

On July 12th, 2007, the City of Marion Plan Commission discussed the draft comprehensive plan and passed resolution number 2007-4 recommending approval of the plan to the City Council. After completion of the public hearing, the City of Marion City Council discussed and adopted the comprehensive plan by passing ordinance number 2007-001 on September 20, 2007.

Public Hearing

On September 9, 2007, a public hearing was held on the recommended *City of Marion Year 2030 Comprehensive Plan Amendments* at city hall. The hearing was preceded by Class 1 notice and public comments were accepted for 30 days prior to the hearing. There were no public comments received prior to the meeting. Two citizens attended the public hearing and inquired as to what Comprehensive Planning was all about, and how the new plan would affect the zoning of their property. The Mayor, a Planning Committee member, and the city's facilitator from the planning process all responded with explanations about the process, and how the Comprehensive Plan relates to their property. The Planning Commission advised that they would take all submitted comments under consideration during their final review of the recommended plan before passing it along to the City Council for action.

Distribution of Plan Amendments

Both the recommended draft and final plan documents were provided to adjacent and overlapping units of government, the local library, and the Wisconsin Department of Administration in accordance with the *Public Participation and Education Plan* found in Appendix A.

1.2 Comprehensive Plan Amendments and Updates

Adoption and Amendments

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

According to Wisconsin's Comprehensive Planning law (Wis. Stats. 66.1001), 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 laws regarding the amendment procedure may be clarified or changed as more comprehensive plans are adopted, and should therefore be monitored over time. Under current law, adopting and amending the city's comprehensive plan must comply with the following steps:

- ◆ **Public Participation Procedures.** The established public participation procedures must be followed and must provide an opportunity for written comments to be submitted by members of the public to the City Council and for the City Council to respond to such comments.
- ◆ **Plan Commission Recommendation.** The Plan Commission recommends its proposed comprehensive plan or amendment to the City Council by adopting a resolution by a majority vote of the entire Plan Commission. The vote shall be recorded in the minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.
- ◆ **Recommended Draft Distribution.** One copy of the comprehensive plan or amendment adopted by the Plan Commission for recommendation to the City Council is required to be sent to: (a) every governmental body that is located in whole or in part within the boundaries of the city, including any school district, sanitary district, public inland lake protection and rehabilitation district, or other special district; (b) the clerk of every city, village, town, county, and regional planning commission that is adjacent to the city; (c) the Wisconsin Land Council; (d) the Department of Administration; (e) the Regional Planning Commission in which the city is located; (f) the public library that serves the area in which the city is located; and (g) persons who have leasehold interest in an affected property for the extraction of non-metallic minerals. After adoption by the City Council, one copy of the adopted comprehensive plan or amendment must also be sent to (a) through (f) above.
- ◆ **Public Notification.** At least 30 days before the public hearing on a plan adopting or amending ordinance, persons that have requested to receive notice must be provided with notice of the public hearing and a copy of the adopting ordinance. This only applies if the proposed plan or amendment affects the allowable use of their property. The city is responsible for maintaining the list of persons who have requested to receive notice, and may charge a fee to recover the cost of providing the notice.
- ◆ **Ordinance Adoption and Final Distribution.** Following publication of a Class I notice, a public hearing must be held to consider an ordinance to adopt or amend the comprehensive plan. Ordinance approval requires a majority vote of the City Council. The final plan report or amendment and adopting ordinance must then be filed with (a) through (f) of the distribution list above that received the recommended comprehensive plan or amendment.

Updates

Comprehensive planning statutes require that a comprehensive plan be updated at least once every 10 years. However, it is advisable to conduct a plan update at a five year interval. 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 modified language.

2. Updated Demographic and Economic Data

2.1 Introduction

This element of the comprehensive plan amendment provides a brief summary of updated population, housing, and economic data along with projections for the future. For further detail on population, housing, and economic development in the City of Marion and Waupaca County, please refer to Chapters 2 and 6 of the *Inventory and Trends Report*.

2.2 Population Characteristics Summary

2000 Census

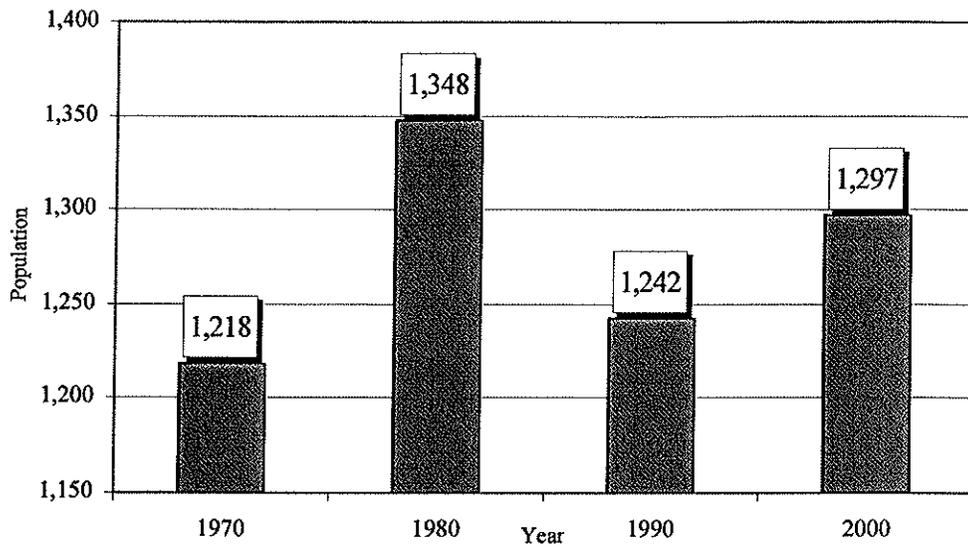
A significant amount of information, particularly with regard to population, housing, and economic development, was obtained from the U.S. Bureau of the Census. There are two methodologies for data collection employed by the Census, STF-1 (short form) and STF-3 (long form). STF-1 data were collected through a household by household census and represent responses from every household in the country. To get more detailed information, the U.S. Census Bureau also randomly distributes a long form questionnaire to one in six households throughout the nation. Tables that use these sample data are indicated as STF-3 data. It should be noted that STF-1 and STF-3 data may differ for similar statistics, due to survey limitations, non-response, or other attributes unique to each form of data collection.

It should also be noted that some STF-3 based statistics represent estimates for a given population, and statistical estimation errors may be readily apparent in data for smaller populations. For example, the total number of housing units will be identical for both STF-1 statistics and STF-3 statistics when looking at the county as a whole – a larger population. However, the total number of housing units may be slightly different between STF-1 statistics and STF-3 statistics when looking at a single community within Waupaca County – a smaller population.

Population Counts

Population counts provide information both for examining historic change and for anticipating future community trends. Figure 2-1 displays the population counts of the City of Marion for 1970 through 2000 according to the U.S. Census.

**Figure 2-1
Population, City of Marion, 1970-2000**



Source: U.S. Bureau of the Census, 1970-2000.

As displayed in Figure 2-1, the City of Marion has experienced a fluctuating population over the 30 year period. From 1970 to 2000 the population increased by 79 representing a net increase of 6.5%.

Table 2-1 displays the population trends of Waupaca County, its municipalities, and the State of Wisconsin from 1970 to 2000 according to the U.S. Census.

**Table 2-1
Population Counts, Waupaca County, 1970-2000**

	1970	1980	1990	2000	# Change 1970-80	% Change 1970-80	# Change 1980-90	% Change 1980-90	# Change 1990-00	% Change 1990-00
T. Bear Creek	861	820	787	838	-41	-4.8%	-33	-4.0%	51	6.5%
T. Caledonia	882	1,040	1,177	1,466	158	17.9%	137	13.2%	289	24.6%
T. Dayton	979	1,514	1,992	2,734	535	54.6%	478	31.6%	742	37.2%
T. Dupont	645	615	634	741	-30	-4.7%	19	3.1%	107	16.9%
T. Farmington	2,242	2,959	3,602	4,148	717	32.0%	643	21.7%	546	15.2%
T. Fremont	514	618	561	632	104	20.2%	-57	-9.2%	71	12.7%
T. Harrison	379	450	432	509	71	18.7%	-18	-4.0%	77	17.8%
T. Helvetia	401	568	587	649	167	41.6%	19	3.3%	62	10.6%
T. Iola	549	702	637	818	153	27.9%	-65	-9.3%	181	28.4%
T. Larrabee	1,295	1,254	1,316	1,301	-41	-3.2%	62	4.9%	-15	-1.1%
T. Lebanon	906	1,168	1,290	1,648	262	28.9%	122	10.4%	358	27.8%
T. Lind	787	1,038	1,159	1,381	251	31.9%	121	11.7%	222	19.2%
T. Little Wolf	1,089	1,138	1,326	1,430	49	4.5%	188	16.5%	104	7.8%
T. Matteson	737	844	889	956	107	14.5%	45	5.3%	67	7.5%
T. Mukwa	1,208	1,946	2,304	2,773	738	61.1%	358	18.4%	469	20.4%
T. Royalton	1,205	1,432	1,456	1,544	227	18.8%	24	1.7%	88	6.0%
T. St. Lawrence	517	608	697	740	91	17.6%	89	14.6%	43	6.2%
T. Scandinavia	519	772	890	1,075	253	48.7%	118	15.3%	185	20.8%
T. Union	774	784	733	804	10	1.3%	-51	-6.5%	71	9.7%
T. Waupaca	830	1,040	1,122	1,155	210	25.3%	82	7.9%	33	2.9%
T. Weyauwega	538	559	653	627	21	3.9%	94	16.8%	-26	-4.0%
T. Wyoming	292	304	283	285	12	4.1%	-21	-6.9%	2	0.7%
V. Big Falls	112	107	75	85	-5	-4.5%	-32	-29.9%	10	13.3%
V. Embarrass	472	496	461	487	24	5.1%	-35	-7.1%	26	5.6%
V. Fremont	598	510	632	666	-88	-14.7%	122	23.9%	34	5.4%
V. Iola	900	957	1,125	1,298	57	6.3%	168	17.6%	173	15.4%
V. Ogdensburg	206	214	220	224	8	3.9%	6	2.8%	4	1.8%
V. Scandinavia	268	292	298	349	24	9.0%	6	2.1%	51	17.1%
C. Clintonville	4,600	4,567	4,423	4,736	-33	-0.7%	-144	-3.2%	313	7.1%
C. Manawa	1,105	1,205	1,169	1,330	100	9.0%	-36	-3.0%	161	13.8%
C. Marion*	1,218	1,348	1,242	1,297	130	10.7%	-106	-7.9%	55	4.4%
C. New London*	5,801	6,210	6,658	7,085	409	7.1%	448	7.2%	427	6.4%
C. Waupaca	4,342	4,472	4,946	5,676	130	3.0%	474	10.6%	730	14.8%
C. Weyauwega	1,377	1,549	1,665	1,806	172	12.5%	116	7.5%	141	8.5%
Waupaca County	37,780	42,831	46,104	51,825	5,051	13.4%	3,273	7.6%	5,721	12.4%
Wisconsin	4,417,731	4,705,642	4,891,769	5,363,675	287,911	6.5%	186,127	4.0%	471,906	9.6%

*Municipality crosses county line, data are for entire municipality. However, population for Waupaca County does not include those portions of New London and Marion that cross the county line.

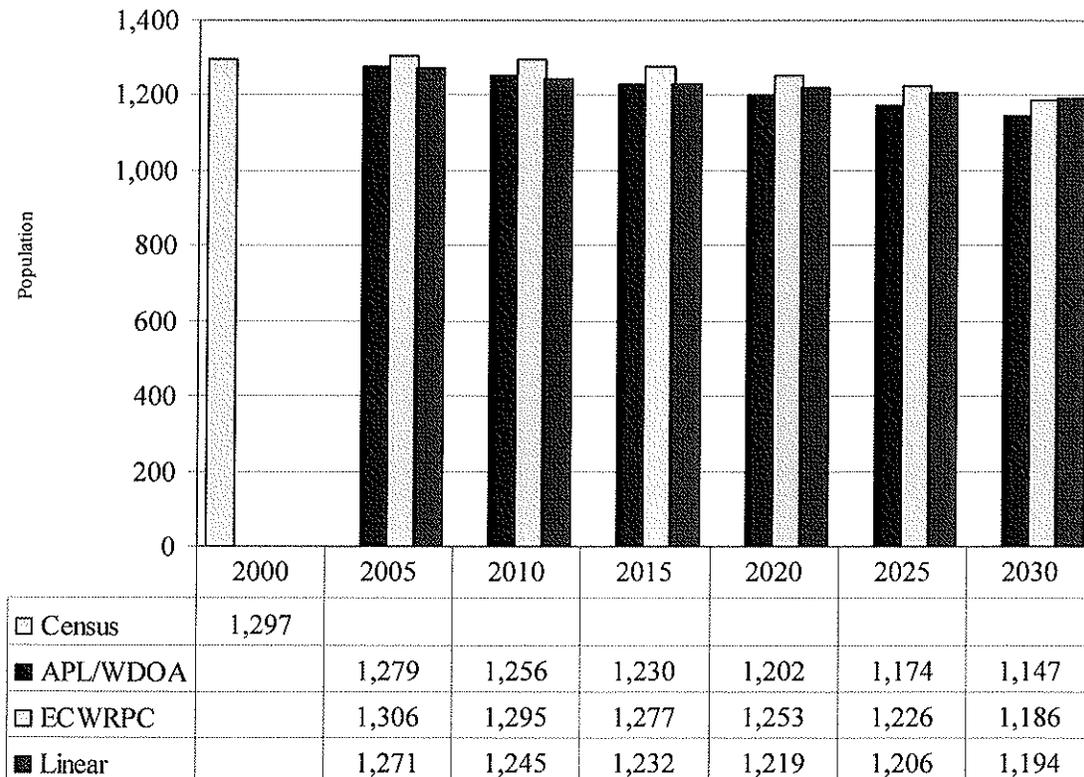
Source: U.S. Bureau of the Census, 1970-2000, STF-1.

Population Forecasts

Population forecasts are based on past and current population trends. They are not predictions, but rather they extend past trends into the future, and their reliability depends on the continuation of these trends. Projections are therefore most accurate in periods of relative socio-economic and cultural stability. Projections should be considered as one of many tools used to help anticipate future needs in the City of Marion.

Three sources have been utilized to provide population projections. The first projection is produced by the Applied Population Lab and the Wisconsin Department of Administration (which is the official state projection through 2025). The second projection is a linear trend based on census data going back to 1970. The third projection is produced by the East Central Wisconsin Regional Planning Commission. Figure 2-2 displays the three population projections created for the City of Marion.

**Figure 2-2
Comparative Population Forecast, 2005-2030
City of Marion Population Forecasts**



Source: Wisconsin Department of Administration, Demographic Services Center, Final Population Projections for Wisconsin Municipalities: 2000-2025, January 2004. Foth Infrastructure & Environment linear projections 2005-2030. East Central Wisconsin Regional Planning Commission, 2005-2030 Population Projections for Communities in East Central Wisconsin, October 2004.

All three projections forecast a shrinking population and range from a loss of 150 persons to a loss of 103 persons. These projections are based on updated data that were not available at the time the city's existing plan (*Smart Growth Comprehensive Plan – 2020, City of Marion*) was adopted. Consequently, the updated projections indicate similar trends. However, the projected rate of population decline has slowed based on the updated data (2000 Census). A smaller population loss is now projected.

2.3 Housing Characteristics Summary

Housing Supply, Occupancy, and Tenure

Tables 2-2 and 2-3 display the occupancy and tenure characteristics of housing units for Waupaca County and the City of Marion in 1990 and 2000.

Table 2-2
Housing Supply, Occupancy, and Tenure, City of Marion,
1990 and 2000

	1990	Percent of Total	2000	Percent of Total	# Change 1990-00	% Change 1990-00
Total housing units	554	100.0%	624	100.0%	70	12.6%
Occupied housing units	514	92.8%	581	93.1%	67	13.0%
Owner-occupied	367	66.2%	409	65.5%	42	11.4%
Renter-occupied	147	26.5%	172	27.6%	25	17.0%
Vacant housing units	40	7.2%	43	6.9%	3	7.5%
Seasonal units	8	1.4%	2	0.3%	-6	-75.0%

Source: U.S. Bureau of the Census, STF-1, 1990-2000.

Table 2-3
Housing Supply, Occupancy, and Tenure, Waupaca County,
1990 and 2000

	1990	Percent of Total	2000	Percent of Total	# Change 1990-00	% Change 1990-00
Total housing units	20,141	100.0%	22,508	100.0%	2,367	11.8%
Occupied housing units	17,037	84.6%	19,863	88.2%	2,826	16.6%
Owner-occupied	12,961	64.4%	15,287	67.9%	2,326	17.9%
Renter-occupied	4,076	20.2%	4,576	20.3%	500	12.3%
Vacant housing units	3,104	15.4%	2,645	11.8%	-459	-14.8%
Seasonal units	2,261	11.2%	1,681	7.5%	-580	-25.7%

Source: U.S. Bureau of the Census, STF-1, 1990-2000.

The housing supply in the City of Marion largely consists of owner-occupied, year round homes. In 2000, there was a total of 624 housing units in the city. Of that total, approximately 65.5% were owner-occupied while approximately 27.6% were renter-occupied. Compared to Waupaca

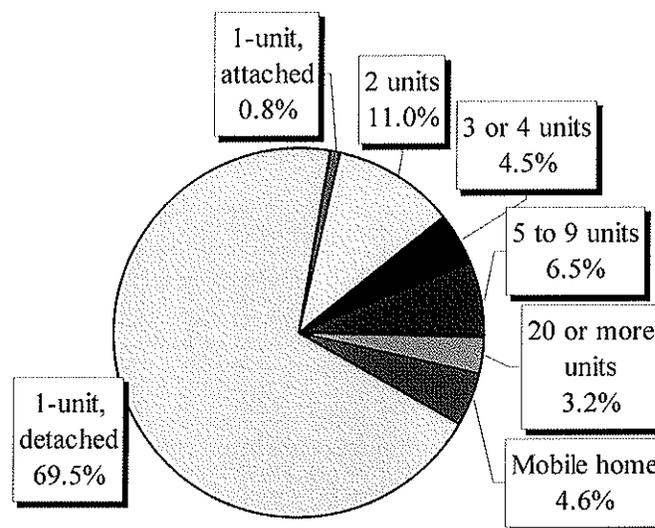
County as a whole, there is a similar proportion of owner-occupied units but a larger proportion of renter-occupied units in the city. These data suggest that the City of Marion is a substantial contributor to the county supply of rental housing.

Between 1990 and 2000, the city experienced modest growth in the number of housing units. As compared to Waupaca County as a whole, the city grew faster in total housing units and renter-occupied units. There was an increase in vacant units in the city in contrast with the county as a whole where the trend is toward a reduction in vacant units. When seasonal units are excluded, there is a higher rate of vacant units in the city suggesting that the city's housing stock is relatively more available in terms of vacant units sales.

Housing Units in Structure

Figure 2-3 displays the breakdown of housing units by type of structure (“units in structure”) for the City of Marion on a percentage basis for 2000.

Figure 2-3
Units in Structure, City of Marion, 2000



Source: U.S. Bureau of the Census, 2000, STF-3.

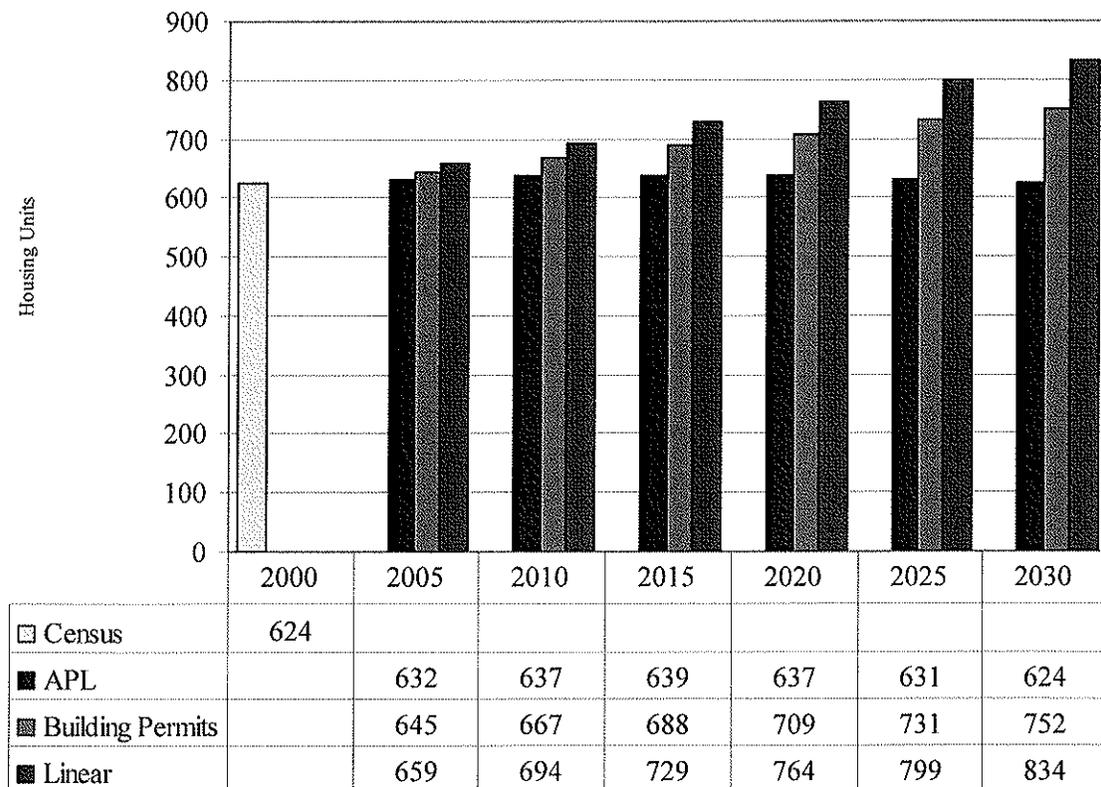
These data show that the housing supply in the City of Marion is fairly diverse for a small city. The housing supply is composed primarily of one-unit detached structures with the second largest proportion in two-unit structures. There is a relatively low proportion of mobile homes compared to other Waupaca County communities of this size. There are significant numbers of structures with two or more units which comprise a total of 25.2% of the housing supply.

Housing Forecasts

Similar to population forecasts, housing projections are based on past and current housing trends. They are not predictions, but rather they extend past trends into the future, and their reliability depends on the continuation of these trends. Projections are therefore most accurate in periods of relative socio-economic and cultural stability. Projections should be considered as one of many tools used to help anticipate future needs in the city.

Figure 2-4 displays three housing forecasts for the City of Marion. The Linear projection assumes a continuation of growth trends since 1990. Census housing unit counts from 1990 and 2000 were utilized to create a linear trend by extending forward to 2030 the percent change between the census counts. The Applied Population Lab (APL) projection is a non-linear projection that takes into account such factors as births, deaths, in-migration, and out-migration. State wide trends in these areas are assumed to have a similar impact on Waupaca County. The final projection was created using building permit information from the city from 1990 to 2004.

Figure 2-4
Comparative Housing Forecast, 2000-2030



Source: Applied Population Laboratory, UW-Madison/Extension, 2004. U.S. Bureau of the Census, 2000, STF-1. Linear Trend Projection, 2005-2030. City of Marion building permits, 1990-2004.

In contrast with population projections, housing projections forecast a stable to growing supply of housing. Projections range from a net change of zero to an increase of 210 housing units (or about seven units per year). A shorter period of historic data is one significant reason for the

higher housing projections based on the “Building Permits” and “Linear” trends. Due to data availability, these projections used historic data over a 14 year period and 10 year period, respectively. The population projections, on the other hand, considered trends since 1970. The difference in the length of historic data does not often cause such an apparent contrast between projections, but that is not the case in Marion.

Depending on which set of historic trends is a better estimate of future conditions, one of the two types of projections might be a better indicator of the city’s planning needs. If growth trends since 1990 continue, then the population projections may be underestimates. If the rates of housing growth seen from 1990 to 2004 do not continue, then the housing projections may be overestimates. Based on many economic indicators, growth has slowed since the 1990s, so it is likely that reality will fall somewhere in between these two sets of projections.

These projections (with the exception of the APL trend) forecast higher numbers of future housing units, but a lower rate of housing growth in comparison with the housing projections provided in the city’s existing plan (*Smart Growth Comprehensive Plan – 2020, City of Marion*). A primary reason for this difference is a shortfall in the estimated number of housing units in the city prior to the 2000 Census. The estimate for 2000 housing units used in the existing plan was 534, but the 2000 Census found that there were actually 624 units.

2.4 Economic Characteristics Summary

Educational Attainment

Table 6-1 displays the educational attainment level of Waupaca County and City of Marion residents who were age 25 and older in 2000. The educational attainment level of persons within a community can provide insight into household income, job availability, and the economic well being of the community. Lower educational attainment levels in a community can be a hindrance to attracting certain types of businesses, typically those that require highly specialized technical skills and upper management positions.

**Table 2-4
Educational Attainment of Persons Age 25 and Over, Waupaca County
and City of Marion, 2000**

Attainment Level	C. Marion		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Less than 9th grade	66	7.0%	2,175	6.3%
9th grade to 12th grade, no diploma	89	9.5%	3,847	11.1%
High school graduate (includes equivalency)	478	50.9%	15,148	43.6%
Some college, no degree	169	18.0%	6,333	18.2%
Associate degree	50	5.3%	2,067	6.0%
Bachelor's degree	60	6.4%	3,716	10.7%
Graduate or professional degree	27	2.9%	1,440	4.1%
Total Persons 25 and over	939	100.0%	34,726	100.0%

Source: U.S. Bureau of the Census, STF-3, 2000.

Educational attainment for the City of Marion as measured in 2000 was comparable to that of the county. Compared to Waupaca County as a whole, the city had a higher proportion of high school graduates, but smaller proportions with bachelor's degrees and graduate or professional degrees. These data suggest that City of Marion residents are able to participate in all levels of the local and regional workforce.

Employment by Industry

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. More 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 can be partly attributed to the aging of the population and increases in technology.

Table 6-2 displays the number and percent of employed persons by industry group in the City of Marion, Waupaca County, and the State of Wisconsin for 2000.

Table 2-5
Employment by Industry, City of Marion and Waupaca County, 2000

Industry	C. Marion		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	8	1.2%	1,216	4.8%
Construction	35	5.4%	1,686	6.6%
Manufacturing	268	41.1%	7,393	29.1%
Wholesale trade	16	2.5%	721	2.8%
Retail trade	82	12.6%	2,624	10.3%
Transportation and warehousing, and utilities	27	4.1%	942	3.7%
Information	13	2.0%	900	3.5%
Finance, insurance, real estate, and rental and leasing	35	5.4%	1,092	4.3%
Professional, scientific, management, administrative, and waste management services	9	1.4%	950	3.7%
Educational, health and social services	106	16.3%	4,552	17.9%
Arts, entertainment, recreation, accommodation and food services	37	5.7%	1,652	6.5%
Other services (except public administration)	7	1.1%	883	3.5%
Public administration	9	1.4%	759	3.0%
Total	652	100.0%	25,370	100.0%

Source: U.S. Bureau of the Census, STF-3, 2000.

Of the 652 City of Marion residents employed in 2000, most worked in the manufacturing, the educational, health, and social services, and the retail sectors. The breakdown of employment by industry sector in the city is fairly similar to that of the county as a whole with one key difference. A significantly larger proportion of city residents is employed in the manufacturing sector as compared to the county. This is offset by smaller proportions of city residents in various other sectors.

Employment by Occupation

The previous section, employment by industry, described employment by the type of business or industry, or sector of commerce. What people do, or what their occupation is within those sectors provides additional insight into the local and county economy. This information is displayed in Table 6-3.

Table 2-6
Employment by Occupation, City of Marion and Waupaca County, 2000

Occupation	C. Marion		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Management, professional, and related occupations	124	19.0%	6,438	25.4%
Service occupations	82	12.6%	3,710	14.6%
Sales and office occupations	146	22.4%	5,456	21.5%
Farming, fishing, and forestry occupations	6	0.9%	403	1.6%
Construction, extraction, and maintenance occupations	81	12.4%	2,592	10.2%
Production, transportation, and material moving occupations	213	32.7%	6,771	26.7%
Total	652	100.0%	25,370	100.0%

Source: U.S. Bureau of the Census, STF-3, 2000.

Overall, employment by occupation in the City of Marion is similar to that of Waupaca County. The relatively high proportion of production, transportation, and material moving occupations is expected given the large proportion of employment in the manufacturing sector.

3. Policies and Recommendations

3.1 Introduction

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 primary tools the city can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 3.10 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “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 words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The city’s policies are stated in the form of position statements (City Position), directives to the city (City Directive), or as criteria for the review of proposed development (Development Review Criteria).

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.

It is intended that these policies and recommendations augment the policies and recommendations adopted as part of the city’s existing plan (*Smart Growth Comprehensive Plan – 2020, City of Marion*). The following policies and recommendations are more specific and provide more focused guidance relative to routine decision making. Both sets of available policies and recommendations should be considered by the city as applicable.

3.2 Population and Housing

Policies: City Directive

H1 The community should consider adaptive reuse or conversion of surplus or outmoded buildings (such as old schools, manufacturing facilities, warehouses, etc.) to economically viable new housing (Source: Strategy H2, H4).

Recommendations

- ◆ Periodically assess the availability of developable land for residential development (Source: Strategy H2).

3.3 Transportation

Policies: City Position

- T1 Streets that provide access to multiple improved properties shall be built to city standards as a condition of approval for new development (Source: Strategy T1).
- T2 Developers shall bear an equitable share of the cost of constructing new streets to city standards before they are accepted as public streets (Source: Strategy T1).
- T3 When new access points or intersections are created, intersecting access points should generally align directly opposite each other (rather than offset from each other) to form a single intersection, and have an intersection angle of 90 degrees (Source: Strategy T3).
- T4 Design standards for streets that coincide with pedestrian routes (especially those used by school children, senior citizens, or physically challenged persons) should include intersection design features, signal phasing, and roadway width that enhance the safety of pedestrians and minimize conflict with motorists (Source: Strategy T3).

Policies: Development Review Criteria

- T5 Development proposals shall provide the community with an analysis of the potential transportation impacts including, but not necessarily limited to, potential street damage and potential traffic impacts. The depth of analysis required by the community will be appropriate for the intensity of the proposed development (Source: Strategy T1).
- T6 As part of the review of major subdivisions, developers shall submit Area Development Plans that assess the potential for connecting planned subdivision roads with future development on surrounding properties (Source: Strategy LU3).
- T7 Residential subdivisions and non-residential development proposals should be designed to include:
- ◆ A safe and efficient system of internal circulation for all vehicles and pedestrians;
 - ◆ Safe and efficient external collector streets where appropriate;
 - ◆ Safe and efficient connections to arterial roads and highways where applicable;
 - ◆ Connectivity of the street network with adjacent developments;
 - ◆ Cul-de-sacs or dead-ends, only where connections to other streets are not possible, or temporarily where the right-of-way has been developed to the edge of the property for a future connection to adjacent development;
 - ◆ Sidewalks or trails where appropriate (Source: Strategy T3, LU5).

Recommendations

- ◆ Actively pursue available funding, especially federal and state resources, for needed transportation improvements. Funding for multimodal facilities should be considered (Source: Strategy T1).

- ◆ Periodically review and update the city's street construction specifications to include modern requirements for road base, surfacing, stormwater management facility, and pedestrian feature construction as well as requirements for sidewalks, lighting, signage, and landscaping/tree planting. Construction specifications should include options based on the planned functional classification, expected traffic flow, or other surrounding neighborhood characteristics of a street (Source: Strategy T1, T3).
- ◆ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential transportation impacts including potential road damage and traffic impacts (Source: Strategy T1).

3.4 Utilities and Community Facilities

Policies: City Position

- UCF1 An equitable share of the cost of improvement, extension, or construction of public facilities shall be borne by those whose land development and redevelopment actions made such improvement, extension, or construction necessary (Source: Strategy UCF1).
- UCF2 Maintaining the reliability of the community's existing utility infrastructure shall be the first priority for capital expenditures (Source: Strategy UCF1).
- UCF3 Substantial capital expenditures (such as the establishment of new facilities or services, or the major expansion or rehabilitation of existing facilities or services) should be supported by an approved capital improvement plan (Source: Strategy UCF2).

Policies: City Directive

- UCF4 The community shall make infrastructure investments in existing residential areas and the downtown neighborhood to maintain property values, encourage in-fill development, and encourage rehabilitation of existing homes, businesses, and other structures (Source: Strategy H4, LU6).

Policies: Development Review Criteria

- UCF5 Telecommunication, wind energy, and other utility towers shall be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties (Source: Strategy ANC3).
- UCF6 Development proposals shall provide an assessment of potential impacts to the cost of providing community facilities and services (Source: Strategy UCF1).
- UCF7 Suitable lands for neighborhood parks should be incorporated into the design of new residential subdivisions (Source: Strategy UCF1, UCF5).

UCF8 A proposed land division in or near the sewer and water service area shall be reviewed by the city engineer to estimate the feasibility and cost of extending sewer and water service to the land division (Source: Strategy UCF1, UCF5).

UCF9 A proposed land division in or near the sewer and water service area shall not be approved by the community unless the utility connection feasibility analysis has been completed and confirmation has been received from the Utility Board (Source: Strategy UCF1, UCF5).

Recommendations

- ◆ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential impacts to the cost of providing community facilities and services (Source: Strategy UCF1).
- ◆ Modify the existing land division ordinance to comply with Wisconsin Act 477 regarding exactions for parks and recreational facilities (Source: Strategy UCF1).
- ◆ Create and annually update a detailed capital improvement plan that includes all transportation, utility, and other community service capital needs. The plan should cover at least five years, prioritize short-term and long-term needs, include equipment needs, identify potential funding sources, and discuss contingency plans in the event that funds are not available. The plan should coordinate the capital expenditure needs of all departments (Source: Strategy UCF2).
- ◆ Maintain a current, comprehensive outdoor recreation plan in order to plan for park and open space needs and to maintain eligibility for grant funding programs (Source: Strategy UCF2).
- ◆ Assess capacity and needs with regard to administrative facilities and services and public buildings every five years (Source: Strategy UCF5).
- ◆ Assess community staffing, equipment, and training levels annually (Source: Strategy UCF5).
- ◆ Evaluate police, fire, and rescue service staffing, training, and equipment needs annually (Source: Strategy UCF5).

3.5 Agricultural, Natural, and Cultural Resources

Policies: City Position

ANC1 Municipal wellhead protection shall be a priority when reviewing development proposals (Source: Strategy UCF4, IC1).

Policies: City Directive

ANC2 The community shall utilize its subdivision review and official mapping authority to protect shoreline areas, groundwater recharge areas, wetlands, floodplains, wildlife habitat, woodlands, and existing vegetation within the municipal boundary and in extraterritorial areas (Source: Strategy ANC1).

ANC3 The community shall protect the visual quality of major community thoroughfares by requiring all development and redevelopment along these entry corridors to include site plan and design review (Source: Strategy ANC3, ANC4).

Policies: Development Review Criteria

ANC4 Development proposals shall provide the community with an analysis of the potential natural resources impacts including, but not necessarily limited to, potential impacts to groundwater quality and quantity, surface water, wetlands, floodplains, steep slopes, woodlands, and other existing vegetation (Source: Strategy ANC1).

ANC5 New development shall be placed on the landscape and designed in a fashion that minimizes potential negative impacts to small town character as defined by attractive community entrance points, safe, well-kept neighborhoods, abundant natural resources and green space, quality construction and building design, small businesses, and a vital downtown (Source: Strategy ANC3, ANC4, ED4, LU6).

Recommendations

- ◆ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential natural resources impacts and multiple site development alternatives as part of the development review process (Source: Strategy ANC1).
- ◆ Maintain community focal points where citizens feel safe and comfortable and that are identified as gathering locations throughout the community. These may include historic and cultural locations such as parks, schools, libraries, the historic downtown, waterfronts, etc. (Source: Strategy ANC3, LU6).

3.6 Economic Development

Policies: City Directive

ED1 The city should support and participate in public-private partnerships that connect the workforce development needs of local business and industry with high school and technical school skills training programs (Source: Strategy UCF5, ED1, ED2).

ED2 The community shall encourage economic development efforts through public-private partnerships (such as revolving loan funds, TIF districts, etc.) (Source: Strategy ED1, ED2).

- ED3 The retention of existing businesses and attraction of new businesses should be encouraged through utility improvements and communication technology (Source: Strategy ED1, ED2).
- ED4 The community should maintain prime commercial and industrial lands adequate to encourage the desired types and amounts of such development (Source: Strategy ED1, ED2).
- ED5 In order to save on development costs and allow maximum flexibility in meeting developer needs, subdividing of industrial parks should not take place until developments are approved that are compliant with the community's conceptual industrial park plan or master layout (Source: Strategy ED1).

Policies: Development Review Criteria

- ED6 Future economic development should include export businesses that produce goods and services within the community but are sold primarily to outside markets (Source: Strategy ED1, ED2).
- ED7 The community should encourage industries that provide educational and training programs, require skilled workers, and provide higher paying jobs (Source: Strategy ED1).
- ED8 New development and redevelopment projects should be required to utilize high quality building and site design (Source: Strategy ANC3, ANC4).
- ED9 New commercial and industrial development should employ site and building designs that include:
 - ♦ Attractive signage and building architecture
 - ♦ Shared highway access points
 - ♦ Landscaping
 - ♦ Lighting that does not spill over to adjacent properties
 - ♦ Efficient traffic and pedestrian flow (Source: Strategy LU5, ED3, LU6).

Recommendations

- ♦ Support efforts to help local businesses and industry determine the types of training programs needed in the high school and technical school to provide a skilled workforce (Source: Strategy ED1, ED2).

3.7 Intergovernmental Cooperation

Policies: City Position

- IC1 The city should extend public utilities only to areas inside the city limits or to areas outside the city limits that are subject to the terms of an intergovernmental agreement (Source: Strategy IC1).

Policies: City Directive

- IC2 Unless the terms of an intergovernmental agreement dictate otherwise, the city should utilize its extraterritorial jurisdiction in planned growth areas in order to preserve the character of community entrance points, highway corridors, and boundary areas and to preserve a pattern of development that is conducive to the extension of city utilities and services (Source: Strategy ANC3, ANC4, LU3).
- IC3 Unless the terms of an intergovernmental agreement dictate otherwise, annexation requests within planned extraterritorial growth areas should generally be accepted by the city (Source: Strategy LU3).
- IC4 A joint planning area should be developed with neighboring communities in areas where there is common interest, potential for conflicts, or where regulatory authority overlaps (Source: Strategy IC1, LU3, LU5).

Policies: Development Review Criteria

- IC5 Development proposals in planned expansion or extraterritorial growth areas should be reviewed cooperatively with the Towns of Dupont and Grant (Source: Strategy IC1, LU3, LU5).
- IC6 New residential lots proposed in planned expansion or extraterritorial growth areas that are more than twice the city's minimum residential lot size should be designed and dimensioned in a fashion that allows the lot to be further divided into smaller parcels that meet the intent of the city zoning ordinance (Source: Strategy LU3).

Recommendations

- ◆ As a starting point, meet with the Town of Grant to begin a dialogue on intergovernmental issues.
- ◆ Begin to exercise extraterritorial land division review authority. Annually notify the Towns of Dupont and Grant as well as Waupaca and Shawano Counties of this exercise of jurisdiction (Source: Strategy IC1, LU3).
- ◆ If the community would like to exercise extraterritorial land division review authority in an area smaller than the entire 1.5 mile radius, pass a resolution defining the extent of the necessary jurisdiction (Source: Strategy IC1, LU3).
- ◆ Over the long term, pursue the establishment of a cooperative site plan and architectural design review ordinance and committee with the Towns of Grant and Dupont to jointly review and regulate development in community entrance areas and other key extraterritorial areas (Source: Strategy IC1, LU3, LU5).

3.8 Land Use

Policies: Development Review Criteria

- LU1 Development proposals in the corporate limits and extraterritorial jurisdiction of the city shall be reviewed for consistency with the applicable components of the comprehensive plan including the land use plan (Source: Strategy LU3).
- LU2 Area Development Plans shall include the proposed land use pattern of the area, recommended zoning for the area, recommended lot pattern, size and density, location of necessary public utilities, park and open space areas, and the proposed street system that will serve the area (Source: Strategy LU3).
- LU3 Proposed conditional uses shall meet the following criteria in order to gain community approval:
- ♦ Comply with the requirements of the applicable zoning district
 - ♦ Use and density are consistent with the intent, purpose, and policies of the applicable land use plan
 - ♦ Use and site design are compatible with adjacent uses in terms of aesthetics, scale, hours of operation, traffic generation, lighting, noise, odor, dust, vibration, and other external impacts
 - ♦ Do not diminish property values in the surrounding neighborhood
 - ♦ Provide assurance of continuing maintenance (Source: Strategy LU5).

3.9 Implementation

Policies: City Directive

- I1 The city shall maintain the comprehensive plan as an effective tool for the guidance of city governance, and will update the plan as needed to maintain consistency with state comprehensive planning requirements (Source: Basic Policies).
- I2 City policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible (Source: Basic Policies).
- I3 Areas of the plan which are likely to be disputed or litigated in the future shall be reviewed by the city attorney to ensure his or her knowledge of the plan and to offer suggestions to reduce conflict (Source: Basic Policies).

Recommendations

- ♦ Develop and maintain an action plan that identifies specific projects that are to be completed toward the implementation of the comprehensive plan. An action plan identifies an estimated time frame and responsible parties for each project or action (Source: Basic Recommendations).

- ♦ Review the comprehensive plan annually (in conjunction with the city budgeting process) for performance on goals, objectives, policies, and recommendations, for availability of updated data, and to provide an opportunity for public feedback. This review does not need to be as formal as the comprehensive review required at least every 10 years by Ch. 66.1001, Wisconsin Statutes (Source: Basic Recommendations).
- ♦ Conduct a comprehensive plan update at least every five years (Ch. 66.1001, Wisconsin Statutes require such a review at least every 10 years). All components of the plan should be reviewed for applicability and validity (Source: Basic Recommendations).

3.10 Implementation Strategies

While this comprehensive plan is divided into nine elements, in reality, community planning issues are not confined to these divisions. Planning issues will cross these element boundaries. Because this is the case, the policies and recommendations of this plan were considered by the City of Marion in the light of overall implementation strategies. The following implementation strategies were available for consideration.

<p>Housing</p> <ol style="list-style-type: none"> 1. Create a range of housing options 2. Create opportunities for quality affordable housing 3. Change the treatment of mobile and manufactured homes 4. Create opportunities to rehabilitate the existing housing stock 	<p>Agricultural, Natural, and Cultural Resources</p> <ol style="list-style-type: none"> 1. Preserve natural resources and/or green space 2. Change the management of stormwater runoff 3. Preserve community character and small town atmosphere 4. Create attractive community entrances 5. Preserve historic places
<p>Transportation</p> <ol style="list-style-type: none"> 1. Create efficiencies in the cost of building and maintaining streets and sidewalks (control taxes) 2. Preserve the mobility of collector and/or arterial streets and highways 3. Create improved intersection safety 4. Create safe emergency vehicle access to developed properties 5. Create more detailed plans for transportation improvements 6. Create road connectivity 7. Create a range of viable transportation choices 8. Change the availability and arrangement of public parking areas 	<p>Economic Development</p> <ol style="list-style-type: none"> 1. Change community conditions for attracting business and job growth 2. Change community conditions for retaining existing businesses and jobs 3. Create additional tax base by requiring quality development and construction 4. Create a revitalized downtown 5. Create more specific plans for economic development
<p>Utilities and Community Facilities</p> <ol style="list-style-type: none"> 1. Create efficiencies in the cost of providing services and facilities (control taxes) 2. Create more detailed plans for facility and service improvements 3. Create intergovernmental efficiencies for providing services and facilities 4. Preserve drinking water quality 	<p>Intergovernmental Cooperation</p> <ol style="list-style-type: none"> 1. Create a cooperative approach for planning and regulating development along community boundaries 2. Create intergovernmental efficiencies for providing services and facilities 3. Preserve intergovernmental communication <p>Land Use</p> <ol style="list-style-type: none"> 1. Preserve valued features of the landscape through site planning 2. Create development guidelines using selected criteria from <i>What If</i> suitability mapping 3. Change the management of growth in

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| <ol style="list-style-type: none"> 5. Create improved community facilities and services 6. Preserve the existing level and quality of community facilities and services 7. Preserve planned future park locations and road and utility rights-of-way 8. Preserve the village as a viable unit of government 9. Create opportunities to maximize the use of existing infrastructure | <ol style="list-style-type: none"> 4. Preserve the influence of market forces to drive the type and location of development 5. Create a system of development review that prevents land use conflicts 6. Preserve the downtown neighborhood 7. Create a pattern of land use that is compact 8. Create mixed-use neighborhoods 9. Create pedestrian/bicycle-friendly and human scaled-neighborhoods 10. Create attractive and efficient regional commercial and industrial areas |
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These overall strategies are grouped by element, but are associated with policies and recommendations in multiple elements. These associations are noted on each policy and recommendations statement. For example, this sample policy is associated with strategy “Utilities and Community Facilities 1” (Create efficiencies in the cost of providing services and facilities - control taxes) and strategy “Agricultural, Natural, and Cultural Resources 3” (Preserve community character and small town atmosphere).

UCF3 New utility systems shall be required to locate in existing rights-of-way whenever possible (Source: Strategy UCF1, ANC3).

Wisconsin’s Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be integrated with the other elements of the plan. The implementation strategies provide planning element integration by grouping associated policies and recommendations in multiple elements with coherent, overarching themes.

The City of Marion selected from the available strategies to generate its policies and recommendations. The selected implementation strategies reflect the city’s highest priorities for implementation, and areas where the city is willing to take direct implementation responsibility. The following strategies were selected and utilized to develop this plan:

- ◆ H2: Create opportunities for quality affordable housing
- ◆ H4: Create opportunities to rehabilitate the existing housing stock
- ◆ T1: Create efficiencies in the cost of building and maintaining streets and sidewalks (control taxes)
- ◆ T3: Create improved intersection safety
- ◆ UCF1: Create efficiencies in the cost of providing services and facilities (control taxes)
- ◆ UCF2: Create more detailed plans for facility and service improvements
- ◆ UCF4: Preserve drinking water quality
- ◆ UCF5: Create improved community facilities and services
- ◆ ANC1: Preserve natural resources and/or green space
- ◆ ANC3: Preserve community character and small town atmosphere
- ◆ ANC4: Create attractive community entrances
- ◆ ED1: Change community conditions for attracting business and job growth
- ◆ ED2: Change community conditions for retaining existing businesses and jobs

- ◆ ED4: Create a revitalized downtown
- ◆ IC1: Create a cooperative approach for planning and regulating development along community boundaries
- ◆ LU3: Change the management of growth in extraterritorial areas
- ◆ LU5: Create a system of development review that prevents land use conflicts
- ◆ LU6: Preserve the downtown neighborhood

The strategies that were not selected by the city may still be of importance, but were not identified as top priorities or areas where direct action by the city was deemed appropriate.

4. Action Plan

In order for plans to be meaningful, they must be implemented, so the City of Marion's comprehensive plan is being amended with improved implementation in mind. Not only is useful policy guidance for local decision making provided, but an action plan is also provided containing specific programs and recommended actions.

An action plan is intended to jump start the implementation process and to provide continued focus over the long term. During the comprehensive planning process, a detailed framework for implementation was created which will serve to guide the many steps that must be taken to put the plan in motion. This action plan outlines those steps and recommends a timeline for their completion. Further detail on each task can be found in the policies and recommendations of the related planning element as noted in the *Task* statement. Recommended actions have been identified in the following areas:

- ◆ Plan Adoption and Update Actions
- ◆ Intergovernmental Cooperation Actions
- ◆ Ordinance Development and Update Actions
- ◆ Strategic Planning Actions

The recommended actions are listed in priority order within each of the four implementation areas as noted in the *Timing* component. Highest priority actions are listed first, followed by medium and long term actions, and ongoing or periodic actions are listed last.

Plan Adoption and Update Actions

Priority (Short-Term) Actions

1. Task: Pass a resolution recommending adoption of the comprehensive plan by the City Council (*Implementation* element).
Responsible Party: Plan Commission
Timing: Early 2007
2. Task: Adopt the comprehensive plan by ordinance (*Implementation* element).
Responsible Party: City Council
Timing: Early 2007

Periodic Actions

3. Task: Review the comprehensive plan for performance in conjunction with the budgeting process (*Implementation* element).
Responsible Party: Plan Commission
Timing: Annually

4. Task: Conduct a comprehensive plan update (*Implementation* element).
Responsible Party: Plan Commission, City Council
Timing: Every five years

Intergovernmental Cooperation Actions

Periodic Actions

1. Task: Meet with the Town of Grant (*Intergovernmental Cooperation* element).
Responsible Party: Mayor or Mayor's Designee
Timing: Annually as invited by Township
2. Task: Begin to exercise extraterritorial land division review (*Intergovernmental Cooperation* element).
Responsible Party: Mayor or Mayor's Designee
Timing: Annually as needed
3. Task: Pursue a cooperative development design review process (*Intergovernmental Cooperation* element).
Responsible Party: Mayor or Mayor's Designee
Timing: Annually as needed

Ordinance Development and Update Actions

Periodic Actions

1. Task: Review the city's street construction specifications (*Transportation* element).
Responsible Party: Public Works Director
Timing: Annually
2. Task: Update the city's zoning and land division ordinances to require impacts assessment (*Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources* elements).
Responsible Party: Plan Commission/City Council
Timing: Every 5 years or as needed

Strategic Planning Actions

Periodic Actions

1. Task: Create an updated capital improvement plan (*Utilities and Community Facilities* element).
Responsible Party: Department Heads
Timing: Annually
2. Task: Assess community staffing, equipment, and training needs (*Utilities and Community Facilities* element).

Responsible Party: Department Heads

Timing: Annually

3. Task: Assess police, fire, and rescue service needs (*Utilities and Community Facilities* element).

Responsible Party: Department Heads/Mayor

Timing: Annually

4. Task: Assess the availability of land for residential development (*Housing* element).

Responsible Party: Plan Commission

Timing: Every 5 years

5. Task: Pursue transportation improvement funding (*Transportation* element).

Responsible Party: Public Works Director

Timing: Every 5 years or as needed

6. Task: Create an updated comprehensive outdoor recreation plan (*Utilities and Community Facilities* element).

Responsible Party: Public Works Director

Timing: Every 5 years

7. Task: Assess administrative capacity and needs (*Utilities and Community Facilities* element).

Responsible Party: Mayor

Timing: Every 5 years

8. Task: Maintain community focal points (*Agricultural, Natural, and Cultural Resources* element).

Responsible Party: Department Heads

Timing: As needed

9. Task: Support local business and industry in workforce development (*Economic Development* element).

Responsible Party: Mayor/MEDC

Timing: As needed/Ongoing