

Chapter 4:

IMPLEMENTATION



Chapter 4 outlines how the vision, goals, objectives, and strategies of the plan will be implemented in everyday decisions and annual goal-setting and budgeting and how the plan should be updated and amended when necessary. This Chapter includes the following sections:

- Guiding Decisions
- Implementation Tools
- Plan Adoption & Amendments
- Plan Consistency & Severability
- Action Plan

Guiding Decisions

GUIDING DAILY DECISIONS

Responsibility for implementing this plan lies primarily with the City Council, Plan Commission, and City Staff.

City Council

The City Council sets priorities, controls budgets and tax rates, and often has the final say on key aspects of public and private development projects. The value and legitimacy of this plan is directly related to the degree to which Council members are aware of the plan and expect City actions to be consistent with this plan. Each council member should have a copy of this plan and should be familiar with the major goals and objectives described herein. The City Council should expect and require that staff recommendations and actions both reference and remain consistent with this plan.

Plan Commission

Land use and development recommendations are a core component of this plan, and the Plan Commission has a major role in guiding those decisions. Plan Commission members must each have a copy of this plan and must be familiar with its content, especially Chapter 3, Future Land Use. It is generally the responsibility of the Plan Commission to determine whether proposed development projects are consistent with this plan, and to make recommendations that are consistent with this plan. In cases where actions that are inconsistent with this plan are deemed to be in the best interest of the City, the Plan Commission should initiate efforts to amend the plan to better reflect City interest. This will help to reinforce the legitimacy of the plan as an important tool in City functions.

Other City Committees/Commissions

In some cases, particular initiatives and action items listed in this plan may be more appropriately carried out by another City committee such as the Economic Development Committee, or in cooperation with other units of government, business and service organizations, or non-profit agencies. In such cases, this plan should serve as a foundation for City related decision making. City staff and officials should take an active lead role in sharing this plan with other organizations, communicating the intent of relevant objectives and policies.

City Staff

Key City staff have a significant influence on the selection and completion of all kinds of capital and operational projects. It is imperative that individuals in key roles know about, support, and actively work to implement the various strategies and actions in this plan. Specifically, the following people should consult and reference the comprehensive plan during goal-setting and budgeting processes, during planning for major public projects, and in the review of private development projects:

- Clerk/Treasurer
- Building Inspector
- Parks and Recreation Director
- Director of Public Works
- Superintendent of Water & Light Utilities
- City Engineer
- Zoning Administrator
- City Attorney
- Fire Chief
- Chief of Police

These key staff members are expected to know and track the various goals, objectives, policies and actions laid out in this plan, and to reference that content as appropriate in communications with residents and elected and appointed officials. All of the City's contracted staff should also be aware of the plan and the connections between the plan and City projects. The purpose of this extra effort is to strengthen staff recommendations and reinforce the plan as a relevant tool integral to City functions.

Implementation Tools

GUIDING ANNUAL DECISIONS

To provide lasting value and influence, this plan must be used and referenced regularly, especially during annual goal-setting, budgeting and capital planning processes. To inform these annual processes, the Plan Commission should prepare, with input from City Department Heads, a concise Comprehensive Plan Annual Report with the following information:

- Action items in progress or completed during the prior 12 months (celebrate success!)
- Plan Commission recommendations for action items to pursue during the next 12 months.
- Staff recommendations for any amendments to the adopted plan.

The Comprehensive Plan Annual Report/Working Action Plan should be maintained on an annual basis, starting with the actions in this plan and evolving over time. Completed actions should be celebrated and removed, while those actions not yet carried out should be given new deadlines (if appropriate) and assigned to specific individuals, boards or committees for completion per the new schedule and City Council directive. If the updated action plan is consistent with the goals, objectives, and policies of the comprehensive plan, updating the action plan should not require an amendment to the plan and can be approved simply by City Council action.

IMPLEMENTATION TOOLS

Many of the strategies identified in this plan presume the use of existing City ordinances and programs. The City's key implementation tools include:

Operational Tools

- Annual Budget Process
- Capital Improvement Plans

Regulatory Tools

- Land Use Regulations (including zoning, land division, subdivision and extraterritorial land use controls)
- Building Codes (including plumbing and electrical codes)
- Erosion and Stormwater Ordinances
- Official Maps

Funding Tools

- Tax Incremental Financing (TIF) Districts
- Grant Programs
- General Fund Revenues
- Fees & Special Assessments
- Fundraising/Private Donation
- Utility Revenues

Plan Adoption & Amendments

ADOPTION, AMENDMENTS AND UPDATES

The procedures for comprehensive plan adoption or amendment are established by Wisconsin's Comprehensive Planning Law (66.1001, Stats.). This comprehensive plan and any future amendments must be adopted by the City Council in the form of an adoption ordinance approved by a majority vote. Two important steps must occur before the City Council may adopt or amend the plan: the Plan Commission must recommend adoption and the City must hold an official public hearing.

Plan Commission Recommendation

The Plan Commission recommends adoption or amendment by passing a resolution that very briefly summarizes the plan and its various components. The resolution should also reference the reasons for creating or amending the plan and the public involvement process used during the planning process. The resolution must pass by a majority vote of the Plan Commission, and the approved resolution should be included in the adopted plan document.

Public Hearing

Prior to adopting this plan, or plan amendment, the City (either City Council or Plan Commission) must hold at least one public hearing to discuss the proposed plan. At least 30 days prior to the hearing a Class 1 notice must be published that contains, at minimum, the following:

- The date, time and location of the hearing,
- A summary of the proposed plan or plan amendment,
- The local government staff who may be contacted for additional information,
- Where to inspect and how to obtain a copy of the proposed plan or amendment before the hearing.

The notice should also provide a method for submitting written comments, and those comments should be read or summarized at the public hearing.

Draft Distribution and Public Hearing Notifications

The City is required to provide direct notice of the public hearing to all of the following as they apply to the municipal limits:

- An operator who has obtained, or made application for, a permit that is described under s. 295.12(3)(d).
- A person who has registered a marketable nonmetallic mineral deposit under s. 295.20.
- Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the local government unit provide the property owner or leaseholder notice of the hearing.
- Any individuals who request, in writing, notification of the proposed comprehensive plan ordinance or public hearing. Each such individual must be sent a notice of the public hearing and a copy of the ordinance at least 30 days prior to the public hearing. The City may charge a fee equal to the cost of providing such notice and copy.

Finally, the City should send the notice and a copy of the proposed plan, or plan amendment, to the *Plan Distribution List* (see next page). These draft distributions are not required by statute prior to adoption, but are strongly recommended as a matter of courtesy and good planning practice. The City should coordinate directly with the Public Library to make a copy of the proposed plan, or plan amendment, available for viewing by any interested party.

Plan Adoption

This plan and any future amendments become official City policy when the City Council passes, by a majority vote of all elected members, an adoption ordinance. The City Council may choose to revise the plan after it has been recommended by the Plan Commission and after the public hearing. It is not a legal requirement to consult with the Plan Commission on such changes prior to adoption, but, depending on the significance of the revision, such consultation may be advisable.

Adopted Plan Distribution

Following final adoption of this plan, and again following any amendments to the plan, a copy of the plan or amendment must be sent to each of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the City, including any school district, sanitary district, or other special district.
2. The clerk of every town, city, village, and county that borders the City.
3. The regional planning commission in which the City is located.
4. The public library that serves the area in which the City is located.
5. The Comprehensive Planning Program at the Department of Administration.

AMENDMENT VS. PLAN UPDATE

Plan Amendment

From time to time the City may be faced with an opportunity, such as a development proposal, that does not fit the plan but is widely viewed to be appropriate for the City. Should the City wish to approve such an opportunity, it must first amend the plan so that the decision is consistent with the plan. Such amendments should be carefully considered and should not become the standard response to proposals that do not fit the plan. Frequent amendments to meet individual development proposals threatens the integrity of the plan and the planning process and should be avoided.

Any change to the plan goals, objectives, polices or maps constitutes an amendment to the plan and must follow the adoption/amendment process described in this section. Amendments may be proposed by either the City Council, Plan Commission, City Staff, city property owners or developers. Amendments may be made at any time using this process.

Plan Update

Wisconsin's comprehensive planning statute (66.1001) requires that this plan be updated at least once every 10 years. Unlike an amendment, the plan update is a major re-write of the plan document and supporting maps. The purpose of the update is to incorporate new data and ensure that the plan remains relevant to current conditions and decisions. The availability of new Census or mapping data and/or a series of significant changes in the community may justify an update after less than 10 years. Frequent requests for amendments to the plan should signal the need for a comprehensive update.

Plan Consistency & Severability

PLAN CONSISTENCY

Once formally adopted, the plan becomes a tool for communicating the City's land use policies and for coordinating legislative decisions. Per the requirements of Wisconsin's Comprehensive Planning Law, after January 1, 2010, if a local government unit enacts or amends any of the following ordinances, the ordinance must be consistent with that local governmental unit's comprehensive plan:

- Official maps
- Local subdivision regulations
- General zoning ordinances and zoning maps
- Shoreland/wetland zoning ordinances

An action will be deemed consistent if:

- It furthers, or at least does not interfere with, the goals, objectives, and policies of this plan,
- It is compatible with the proposed future land uses and densities/intensities contained in this plan,
- It carries out, as applicable, any specific proposals for community facilities, including transportation facilities, other specific public actions, or actions proposed by nonprofit and for-profit organizations that are contained in the plan.

The State of Wisconsin planning legislation requires that the implementation element describe how each of the nine-elements will be integrated and made consistent with the other elements of the plan. Prior to adoption of the plan, the City reviewed, updated, and completed all elements of this plan together, and no inconsistencies were found.

SEVERABILITY

If any provision of this Comprehensive Plan will be found to be invalid or unconstitutional, or if the application of this Comprehensive Plan to any person or circumstances is found to be invalid or unconstitutional by court of law, such invalidity or unconstitutionality will not affect the other provisions or applications of this Comprehensive Plan, which can be given effect without the invalid or unconstitutional provision or application. If any requirement or limitation attached to an authorization given under this Comprehensive Plan is found invalid, it shall be presumed that the authorization would not have been granted without the requirement or limitation and, therefore, said authorization shall also be invalid.

Action Plan

ACTION PLAN

The following section provides a list of the top actions items to pursue over the next 10 years in order to implement the vision, goals, and objectives of this plan. This list was developed in-part from the issues and opportunities and list of strategies outlined in Chapter 2, and from the results of the Community Survey (refer to Appendix B). These action items supplement other strategies described for each planning element within Chapter 2.

Priorities and Timelines

The action items are not listed by priority and multiple actions may be pursued at the same time. Decisions regarding the timing, budgeting, and coordination of each action item with the next 10 years will be reviewed at least once annual by the City Council as part of the municipal budget setting process or the Comprehensive Plan Annual Report.

All action items are perceived to have a deadline of 10 years; the timeline before the next statutory update of this plan. The timing of when certain action items are completed will be decided by the City Council and in many cases are variable since completion of certain actions may be dependent on market conditions or other forces outside of the City's control. In addition, some actions may require continual efforts on behalf of the City.

Measuring Success

Success in implementing the action plan will vary. In some cases, success is evaluated based on whether a facility is ultimately built (i.e. community center) or if a study or zoning code amendment is completed. In other cases, success may be judged by whether interim implementation tasks have been completed or the degree to which change has occurred. Change can be measured both quantitatively (e.g. the number of new business or jobs created since plan adoption) or qualitatively (e.g. degree to which residents are satisfied with improvements).

1. Biannual Community Newsletter. Create and distribute a newsletter to all property owners/renters in the city. Information to include:
 - Message from the Mayor
 - Upcoming community events
 - Business or volunteer spotlight
 - Community project/public works spotlight
 - List/details of existing community programs and services available to property owners (e.g. Brighten Up Brodhead, BID, TIF)
2. Hotel. Add a hotel to the community, preferably one with convention/banquet hall facility. A hotel was the number one desired new commercial facility based on the Community Survey results.
3. Community Center. Develop a new community/senior/youth center, preferably one with indoor gym space.
4. Pedestrian Enhancements.
 - Complete a sidewalk inventory (GIS) and sidewalk map of the city. Identify gaps in the sidewalk system and prioritize locations for infill based on the policies of this plan (e.g. along primary collector streets, and connections to schools, parks, library, and Downtown).
 - Improve crosswalks across 1st Center Ave., particularly near the Downtown (e.g. Exchange Street intersection). Potential options include: pedestrian crossing handheld flags, crosswalk bump outs, rectangular rapid flash beacons.



Action Plan

5. Sugar River Bike Trail. Capitalize on Sugar River State Bike Trail through community/tourism events. Incorporate a bike tour event into an existing City festival or create a special event around the bike trail. Consider partnering with the communities of New Glarus, Monticello, and Albany. Other associated projects:
 - Work with the WDNR and regional bike clubs to improve trail surface conditions.
 - Work with the WDNR to improve trailhead facilities (e.g. installation of community/business signage/directory/maps at the trailhead building and at the end of the off-road trail at Decatur Road)
 - Stripe designated bike lanes on W. 3rd Avenue from Decatur Road to W. Exchange Street, or designate/sign this section as a Bike Boulevard.
6. Bicycle Enhancements. Create a system of on-road bicycle routes in the community to connect schools, parks, library, Downtown and other civic locations via a system of marked and signed on-road bike routes. This action should be completed with the sidewalk inventory (see Action #4) as part of a community bicycle and pedestrian plan
7. Senior Housing. Work with area developers to construct additional senior housing in the community, including smaller independent living single-family condos. Consider the use of incentives (e.g. waiving permit fees) to induce the development of this type of housing.
8. Pearl Island Recreational Corridor Enhancements. Continue to implement the Pearl Island Recreational Corridor improvement projects including completion of the covered bridge at Putnam Park (see Appendix C, page C-25). Consider completing a trail on the east side of the Mill Race from County F to Headgates Park. Undeveloped lands along this side of the Mill Race should be considered for public dedication during the review of any future plat or development proposal.
9. Northside Gateway Enhancements. Improve the aesthetics along the northern gateway into the City (i.e. STH 104 and 11 intersection). New private development should aim to have higher quality site and building designs. The City should consider the installation of additional street lighting (preferably decorative) along 1st Street to Legion Park. The northside of 1st street from STH 104 to CTH E should also be developed with sidewalk as land development occurs in this area.
10. Zoning Code/Map Updates. Update the zoning code to be consistent with the content of this plan and to address existing code deficiencies. Possible amendments include, but are not limited to:
 - There are a number of properties in the City where the existing zoning does not match the existing use of the property. Consider map amendments that are consistent with the Future Land Use Plan.
 - Add permitted uses to the C-2 Highway Commercial District. Currently there are no permitted uses in this district.
 - Add permitted and conditional uses to the I-1 Light Industrial District. Currently only outdoor furnaces are allowed as a conditional use.
 - Revise section 480-25 to allow Planned Unit Developments on a smaller scale (i.e. project less than the existing four acre minimum) and to allow the use of PUD zoning for mixed use development (i.e. commercial and residential).
 - Review Article VII Signs, Canopies, Awnings and Billboards to remove content based regulations per US Supreme Court Case Reed vs. Gilbert.
 - Consider strengthening site and building sign regulations, particularly those in the Downtown, based on those guidelines in Chapter 3.
 - Move the Zoning and Planning section of the City's website from the Residents tab to the Departments tab.
11. Hire a Community Development Director to assist with city administration, economic and community development initiatives.
12. Marigil Park. Install playground and recreational facilities at Marigil Park to serve residents in this neighborhood. As an initial step, place a park sign at this site, similar to those found at other City parks, to inform the public of this park location.
13. Intergovernmental Boundary Agreements. Work with adjacent Towns to develop boundary agreements. The purpose of the agreement would be to provide a shared understanding of areas that could be annexed into the City within the next 10+ years, how to preserve those

areas from premature development, and to identify areas the City would not annex in the next 10+ years. This would be particularly critical for those areas identified on the Future Land Use Map as Mixed Use Business. In addition to, or as an alternative, consider establishing extraterritorial zoning to ensure compatible development in the vicinity of the City.

14. Business Park. Develop a new business park. The Future Land Use Map identifies the area between STH 11 and CTH T south of the existing City limits as an ideal location. Work with the Town of Decatur and Green County (see item 13) to preserve this area for future development of a City Business Park.

15. ATV Trails. Work with Green County, applicable towns, and local ATV clubs to plan, design, and construct an extension of the Tri-County/Cheese Country ATV Trail from Monroe to Brodhead.

16. Dog Park. Add a dog park to the community. The Community Survey identified a dog park as the second most desired new park facility. One of the existing City owned parcels between the railroad and 11th Street. The American Kennel Club's publication "Establishing a Dog Park in Your Community" identifies the following guidelines for dog park designs:

- One acre or more of land surrounded by a four-to six-foot high chain-link fence. Preferably, the fence should be equipped with a double-gated entry to keep dogs from escaping and to facilitate wheelchair access.
- Cleaning supplies, including covered garbage cans, waste bags, and pooperscooper stations.
- Shade and water for both dogs and owners, along with benches and tables.
- A safe, accessible location with adequate drainage and a grassy area that is mowed routinely.
- If space allows, it is preferable to provide separate areas for small and large dogs. This will enable large dog owners to allow their pets to run more freely, while protecting smaller dogs who may not be suited to the enthusiastic play of larger breeds.
- Signs that specify park hours and rules.
- Parking close to the site.

17. Capital Improvement Plan. Develop and maintain a rolling 5-Year Capital Improvement Plan to guide short and long-term improvement projects including those identified in this plan.

18. Putnam Park. Expand Putnam Park through land acquisition. Install covered bridge per Pearl Island Recreational Corridor Plan. Maintain/update existing outdoor pool. Consider installation of a splash pad.

19. Downtown Property Enhancements. Continue efforts to restore/rehabilitate downtown properties through BID and TIF programs. These programs should be continually marketed to local business and the City residents through the Biannual Community Newsletter to ensure high community awareness of these opportunities. Other potential actions to consider include:

- Pop-Up Store Program. This program identifies vacant storefronts that can be used for short-term leases (e.g., weekend/ week events, three months lease, etc.) that are subsidized or completely paid for by the City/Chamber. This could be done at any point of the year, but may be most beneficial around the holiday shopping season. Ideal storefronts include those that have working plumbing, are up to code, and have willing property owners that would offer reduced rents (and possibly cover utility costs). This effort helps to activate vacant storefronts, provide additional exposure/promotion through media sources, brings new shoppers to the district, and allows new businesses to startup (at minimal risk) with the potential of remaining in the Downtown. The benefit for the landowner is to get some rent, while getting additional exposure to sell their vacant real estate or negotiate future leases.
- Become a member of the WEDC Connect Communities Program. The Connect Communities Program helps local leaders leverage the unique assets of their downtowns and commercial districts, providing access to resources and networking opportunities to local leaders interested in downtown revitalization efforts - See more at: <http://inwisconsin.com/community/assistance/connect-communities-program/>.

20. Maintain and Publish Official Zoning Map. Update the Official Zoning Map at least once per year to ensure the map remains current. Place the zoning map on the City's website either as a static map or GIS web application.