
Chapter Nine: Implementation

Few of the recommendations of this *Plan* will be automatically implemented. Specific follow-up action will be required for the *Plan* to become reality. This final chapter provides the City with a roadmap for these implementation actions. It includes a compilation of programs and specific actions to be completed in a stated sequence.

Plan Adoption

A first step in implementing the *City of Jefferson Comprehensive Plan* is making sure that it is adopted in a manner which supports its future use for more detailed decision making. The City has included all necessary elements for this plan to be adopted under the state's comprehensive planning legislation. The City has also followed procedures for adopting this *Plan* under Section 66.1001(4), Wisconsin Statutes.

Plan Monitoring and Advancement

The City should constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions using the recommendations in this *Plan* as a guide. This *Plan* should be used as the first "point of reference" when evaluating these projects. Beginning January 1, 2010, zoning, subdivision, and official map ordinances and decisions will have to be consistent with the *Comprehensive Plan*.

This *Plan* will only have value if it is used, understood, and supported by the community. It is critical that the City make concerted efforts to increase community awareness and education on this *Plan*. To this end, efforts may include:

- Ensuring that attractive and up to date materials are easily accessible on the City's website
- Speaking to community organizations about the *Plan*
- Regularly presenting implementation progress reports to the City Council, Plan Commission, and other municipal bodies
- Incorporating *Plan* implementation steps in the annual budget process
- Encouraging all City staff to become familiar with and use the *Plan* in their decision making

Plan Administration

This *Plan* will largely be implemented through an on-going series of individual decisions about annexation, zoning, land division, official mapping, public investments, and intergovernmental relations. The City of Jefferson intends to use this *Plan* to inform such decisions under the following guidelines:

Annexations

Proposed annexations should be guided by the recommendations of this *Plan*. Specifically, the Future Land Use map (6a and 6b), the Community Character and Community Facilities map (7), and the Transportation System Improvements map (8) of this *Plan* will be among the factors considered when evaluating a request for annexation. Annexation proposals on lands that are designated for urban development, as locations for future transportation facilities, and/or as locations for future community facilities should be more strongly considered for annexation approval. However, in their consideration of annexation proposals, the Plan Commission and City Council should also evaluate the specific timing of the annexation request, its relationship to the overall regularity of the corporate boundary, the ability to provide utilities and public

services to the site, the costs associated with the proposed annexation, the effect on intergovernmental relations, as well as other pertinent Statutory and non-Statutory factors.

Zoning

Proposed zoning map amendments (rezonings) should be consistent with the recommendations of this *Plan*. Specifically, the Future Land Use map should be used to guide the application of the general pattern of permanent zoning. However, the precise location of zoning district boundaries may vary, as judged appropriate by the Plan Commission and City Council. Departures from the exact land use boundaries depicted on the Future Land Use map may be particularly appropriate for Planned Unit Development projects, projects involving a mix of land uses and/or residential development types, properties split by zoning districts and/or properties located at the edges of future land use areas. However, in their consideration of zoning map issues, the Plan Commission and City Council will also evaluate the specific timing of the zoning map amendment request, its relationship to the nature of both existing and planned land uses, and the details of the proposed development. Therefore, this *Plan* allows for the timing of zoning actions and the refinement of the precise recommended land use boundaries through the zoning, conditional use, planned development and land division processes.

Land Division

Proposed land divisions should be generally consistent, but not necessarily precisely consistent, with the recommendations of this *Plan*. Specifically, the Future Land Use map, the Community Character and Community Facilities map, and the Transportation System Improvements map (and the policies behind these maps) should be used to guide the general pattern of development, the general location and design of public streets, parks, and utilities. However, in their consideration of land divisions, the Plan Commission and City Council will also evaluate the specific timing of the land division request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on these maps shall be resolved through the land division process for certified survey maps, preliminary plats and final plats both within the City limits and the extraterritorial jurisdiction. This *Plan* allows for the timing and the refinement of the precise recommended development pattern and public facilities through the land division process, as deemed appropriate by the Plan Commission and City Council.

Official Mapping

The Transportation System Improvements map and the Community Character and Community Facilities map will be used to guide the general location and design of both existing and new public streets, public parks, and utilities, as depicted on a revised Official Map. However, in their consideration of official mapping issues, the Plan Commission and City Council will also evaluate the specific timing of the development request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on these maps will be resolved through the official mapping and platting processes both within the City limits and the extraterritorial jurisdiction.

Public Investments

Proposed public investment decisions will be guided by the recommendations of this *Plan*. However, the timing and precise location of public investments may vary, as judged appropriate by the Plan Commission and City Council. This *Plan* allows for the timing and the refinement of the precise recommended public facilities and other public investments as deemed appropriate by the Plan Commission and City Council.

Intergovernmental Relations

Proposed intergovernmental relations decisions, including intergovernmental agreements, will be guided by the recommendations of this *Plan*, as deemed appropriate by the Plan Commission and City Council. However, in their consideration of intergovernmental decisions and agreements, the Plan Commission and City Council will also evaluate a wide variety of other factors, including specific provisions of the

recommended agreements. Departures from the recommendations of this Plan shall be resolved by the City Council through the intergovernmental process.

Plan Amendments

This *Plan* can be amended and changed. Amendments may be appropriate in the years following initial plan adoption, particularly in instances where the *Plan* is becoming irrelevant or contradictory to emerging policy or trends, or does not provide specific advice or guidance on an emerging issue. “Amendments” are generally defined as minor changes to the plan maps or text (as opposed to an “update” described later). The *Plan* should be evaluated for potential amendments regularly. However, frequent amendments only to accommodate specific development proposals should be avoided, or else the *Plan* will become meaningless.

As a dynamic community facing a myriad of growth issues, the City is likely to receive requests for plan amendments over the planning period. To provide a more manageable, predictable and cost effective process, the City will consider establishing a single plan amendment consideration cycle every year. Several Wisconsin communities use an annual plan review and amendment process cycle to ensure these evaluations and adjustments are handled in a predictable and efficient manner. This approach would require that all proposed plan amendment requests be officially submitted to City by a designated date of each year. A full draft of the amendments would then be presented to the Plan Commission for its evaluation and recommendation to the City Council. The Council could then act to approve the amendment(s), following a public hearing.

The City may bypass the annual amendment process described above if an amendment to this *Comprehensive Plan* is determined necessary to capture a unique economic opportunity that is both related to achieving the vision of this *Comprehensive Plan* and may be lost if required to wait for the regular plan amendment cycle. However, the City is still required to use the procedures outlined below.

The procedures defined under Section 66.1001(4), Wisconsin Statutes, need to be followed for all *Plan* amendments. Specifically, the City will use the following procedure to amend, add to, or update the *Comprehensive Plan*:

- a) Either the Common Council or Plan Commission initiates the proposed *Comprehensive Plan* amendment. This may occur as a result of a regular Plan Commission review of the *Plan*, or may be initiated at the request of a property owner or developer.
- b) The Common Council adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the *Plan* amendment process (see Section 66.1001(4)a of Statutes and model resolution included in this *Comprehensive Plan*).
- c) The City Plan Commission prepares or directs the preparation of the specific text or map amendment to the *Comprehensive Plan*.
- d) The City Plan Commission holds one or more public meetings on the proposed *Comprehensive Plan* amendment. Following the public meeting(s), the Plan Commission makes a recommendation by resolution to the Common Council by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes and model resolution in this *Plan*).
- e) The City Clerk sends a copy of the recommended *Plan* amendment (not the entire comprehensive plan) to all adjacent and surrounding government jurisdictions and the County as required under Section 66.1001(4)b, Wisconsin Statutes. These governments should have at least 30 days to review and comment on the recommended *Plan* amendment. Nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing must be informed through this notice procedure. These governments and individuals should have at least 30 days to review and comment on the recommended *Plan* amendment.

- f) The City Clerk directs the publishing of a Class 1 notice, published at least 30 days before a Common Council public hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.
- g) The Common Council holds the formal public hearing on an ordinance that would incorporate the proposed Plan amendment into the *Comprehensive Plan*.
- h) Following the public hearing, the Common Council approves (or denies) the ordinance adopting the proposed *Plan* amendment. Adoption must be by a majority vote of all members. The Common Council may require changes from the Plan Commission recommended version of the proposed *Plan* amendment.
- i) The City Clerk sends a copy of the adopted ordinance and *Plan* amendment (not the entire Comprehensive Plan) to all adjacent and surrounding government jurisdictions, nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing as required under Sections 66.1001(4)b and c, Wisconsin Statutes.

Plan Update

The state comprehensive planning law requires that a community's comprehensive plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Based on this deadline, the City should update this *Comprehensive Plan* before the year 2018 (i.e., ten years after 2008), at the latest. The City should continue to monitor any changes to the language or interpretations of the state law over the next several years.

Consistency Among Plan Elements

The state comprehensive planning statute requires that the implementation element “describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the comprehensive plan.” Because the various elements of this *Plan* were prepared simultaneously, there are no known internal inconsistencies between the different elements or chapters of this *Plan*.

Implementation Programs and Recommendations

Figures 32 and 33 provide a detailed list and timeline of the major actions that the City should complete to implement this *Plan*. Often, such actions will require substantial cooperation with others, including County and surrounding local governments and local property owners. Figure 32 has four different columns of information, described as follows:

- **Category:** The list of recommendations is divided into different categories—based on different implementation tools or plan elements.
- **Recommendation:** The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the *Plan*. The recommendations are for City actions, recognizing that many of these actions may not occur without cooperation from others.
- **Reference:** The third column provides the chapter(s) of this *Plan* where the recommendation is described in greater detail.
- **Implementation Timeframe:** The fourth column responds to the comprehensive planning statute, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes span the next 10 years, because the *Plan* will have to be updated by 2017.

Figure 32: Implementation Programs and Recommendations

Category	Recommendation	Reference	Implementation Timeframe
Ordinances/Land Use	<p>Consider the following changes to the Zoning and/or Subdivision Ordinances:</p> <ul style="list-style-type: none"> ▪ Over time and as projects present themselves, update the zoning map to correspond with the Future Land Use map. ▪ Update detailed design standards from this <i>Plan</i> for multi-family, commercial, office, and mixed-use developments. ▪ Include anti-monotony housing provisions in consultation with residents, developers, and home builders. ▪ Create a Downtown & Riverfront Corridor Overlay Zoning District. ▪ Create Downtown & Riverfront Corridor Design Guidelines. 	Chapters 2, 3, 4, 6, 7, 8, and 9	2008-2009
	Update the Official Map to reflect the recommendations in this <i>Plan</i> and the City’s Comprehensive Outdoor Recreation Plan.	Chapters 4 and 5	2008-2009
Agricultural, Natural, and Cultural Resources	Continue to exercise subdivision review authority to limit residential development within the City’s extraterritorial jurisdiction to one home per 35 acres.	Chapter 2	2008-2017
	Consider sponsoring an annual event that attracts river and canoe enthusiasts.	Chapter 2	2010-2013
Transportation	Continue to work with WisDOT on the Highway 26 Bypass project.	Chapter 4	2008-2017
	Implement the transportation improvements identified on Map 8 and in the Transportation chapter.	Chapter 4	2008-2017
	Implement the non-highway transportation improvements identified in the Transportation chapter, such as bike and pedestrian improvements.	Chapter 4, Comprehensive Outdoor Recreation Plan	2008-2017
Utilities and Community Facilities	Recommendations exist in Figure 17: Timetable to Expand, Rehabilitate, or Create New Community Utilities or Facilities	Chapter 5	See Chapter 5, Figure 17
Housing and Neighborhood Development	Adopt a formal residential balance policy for new neighborhoods where not less than 65% of all housing units are in single family detached residences, with desired a maximum	Chapters 3 and 6	2008-2017

Category	Recommendation	Reference	Implementation Timeframe
	of 15% of units in two-family dwellings and 20% of units in multiple family dwellings.		
Economic Development	Implement the recommendations of the Downtown & Riverfront Redevelopment Plan.	Chapter 7	2008-2017
	Coordinate with implementation of the Jefferson County Economic Positioning project.	Chapter 7	2008-2017
Intergovernmental Cooperation	Work with WisDOT on transportation projects that will benefit the City, such as the STH 26 Bypass.	Chapters 4 and 8	2008-2017
	Continue to be involved in regional planning efforts such as the Jefferson County Economic Positioning project and the Glacial Heritage Area project.	Chapter 8	2008-2017
	Collaborate with Jefferson County to keep the County courthouse, offices, and other services Downtown.	Chapter 8	2008-2017
Plan Monitoring and Advancement	Monitor development activity and future implementation strategies against the recommendations in this <i>Plan</i> .	Chapter 9	2008-2017
	Institute an annual <i>Comprehensive Plan</i> amendment process.	Chapter 9	2008-2009
	Update this <i>Plan</i> as required by State statute.	Chapter 9	2014-2017
	Increase community awareness and education of the <i>Plan</i> through various initiatives described earlier in this chapter.	Chapter 9	2008-2017

Figure 33: Ordinance and Code Updates

Code or Ordinance	Programs or Specific Actions
Zoning ordinance	The City intends to revise the zoning ordinance and zoning map to implement the recommendations of this <i>Plan</i> .
Official Map	The City intends to revise the Official Map to implement the recommendations of this <i>Plan</i> .
Sign regulations	The City intends to revise the sign regulations to implement the recommendations of this <i>Plan</i> .
Erosion Control / Stormwater Management Ordinances	Work with the County and State on administration of existing requirements.
Historic Preservation Ordinance	The City intends to review and, as appropriate, amend the historic preservation ordinance to reflect the recommendations in this <i>Plan</i> .
Site Plan Regulations	The City intends to enhance site plan review provisions in the City’s zoning ordinance
Design Review Ordinances	The City intends to enhance design review provisions in the City’s zoning ordinance
Building Codes	No City recommendations
Mechanical Codes	No City recommendations
Housing Codes	No City recommendations
Sanitary Codes	No City recommendations
Subdivision/Land Division Ordinance	The City intends to review and, as appropriate, amend the subdivision ordinance to reflect the recommendations in this <i>Plan</i> .

