

Chapter 4

IMPLEMENTATION

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Chapter 4: Implementation

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GUIDING DECISIONS

GUIDING DECISIONS DAILY

Responsibility for implementing this plan lies primarily with the Village Board, Planning Commission, and Village Staff.

Village Board

The Village Board 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 Board members are aware of the plan and expect Village actions to be consistent with this plan. Each board member should have a copy of this plan and should be familiar with the major goals and objectives described herein. The Village Board should expect and require that staff recommendations and actions both reference and remain consistent with this plan.

Planning Commission

Land use and development recommendations are a core component of this plan, and the Planning Commission has a major role in guiding those decisions. Planning 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 Planning Commission to determine whether proposed 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 Village, the Planning Commission should initiate efforts to amend the plan to better reflect Village interests. This will help to reinforce the

legitimacy of the plan as an important tool in Village functions.

Other Village Committees/ Commissions

In some cases, particular initiatives and action items listed in this plan may be more appropriately carried out by another Village committee such as the Public Works Committee or Park, Recreation & Library 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 Village related decision making. Village staff and officials should take an active lead role in sharing this plan with other organizations, communicating the intent of relevant objectives and policies.

Village Staff

Key Village 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:

- Village Administrator
- Director of Public Works
- Parks & Recreation Director

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 other department directors should also be aware of the plan and the connections between the plan and Village projects. The purpose of this extra effort is to strengthen staff recommendations and reinforce the plan as a relevant tool integral to Village functions.

GUIDING DECISIONS ANNUAL

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 Village Administrator will prepare, with input from other departments, a concise Comprehensive Plan Annual Report with the following information:

- Action items in progress or completed during the prior 12 months (celebrate success!)
- Staff 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 Village Board 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 Village Board action.

IMPLEMENTATION TOOLS

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

Operational Tools

- Annual Budget Process
- Capital Improvement Program

Regulatory Tools

- Land Use Regulations (including zoning, land division, subdivision, landscaping, and signage regulations)
- Architectural & Site Design Regulations
- Historic Preservation Ordinances
- Building and Housing Codes (including sanitary, mechanical, 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

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 Village Board in the form of an adoption ordinance approved by a majority vote. Two important steps must occur before the Village Board may adopt or amend the plan: the Planning Commission must recommend adoption and the Village must hold an official public hearing.

Plan Commission Recommendation

The Planning 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 plan and the public involvement process used during the planning process. The resolution must pass by a majority vote of the Planning Commission, and the approved resolution should be included in the adopted plan document.

Public Hearing

Prior to adopting this plan, or plan amendment, the Village (either Village Board or Planning 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 Village is required to provide direct notice of the public hearing to all of the following:

- 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.

ADOPTION, AMENDMENTS & UPDATES

- 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 Village may charge a fee equal to the cost of providing such notice and copy.

Finally, the Village 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 Village 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 Village policy when the Village Board passes, by a majority vote of all elected members, an adoption ordinance. The Village Board may choose to revise the plan after it has been recommended by the Planning Commission and after the public hearing. It is not a legal requirement to consult with the Planning 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 Village, including any school district, sanitary district, or other special district.
2. The clerk of every town, city, village, and county that borders the Village.
3. The regional planning commission in which the Village is located.
4. The public library that serves the area in which the Village is located.
5. The Comprehensive Planning Program at the Department of Administration.

Plan Amendment vs. Plan Update

From time to time the Village 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 Village. Should the Village 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, policies 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 Village Board, Planning Commission, Village Staff, or village property owners. Amendments may be made at any time using this process; however, in most cases the Village should not amend the plan more than once per year. A common and recommended approach is to establish a consistent annual schedule for consideration of amendments. This process can begin with a meeting of the Planning Commission (January), followed by Planning Commission recommendation (February), then the 30-day public notice procedures leading to a public hearing and vote on adoption by the Village Board (March or April).

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 Village'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
- 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 Village 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, 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

Chapter Two includes specific strategies for the Village to consider implementing for each of the planning elements. Some of the strategies specifically relate to future actions the Village should pursue versus policies to enforce. Action items are repeated below:

1. Review all impact fees, parkland dedication requirements, and fees in lieu of parkland dedication requirements to confirm fees are reflective of needs, actual costs, and industry or regional standards.
2. Develop a Downtown Master Plan to guide future land use, streetscaping, and infrastructure improvement projects.
3. Consider the creation of a Downtown TIF District to aid in the implementation of the Downtown Master Plan.
4. Review and revise as necessary Village zoning and development ordinances for consistency with this plan, including:
 - Reviewing permitted principal, conditional, accessory uses and bulk standards in all zoning districts.
 - Ordinances related to development on steep slopes.
 - Creation of a Traditional Neighborhood Development Districts and Transit Oriented Development Districts
5. Develop an intergovernmental boundary agreement with the Town of Onalaska.
6. Develop an intergovernmental boundary agreement with the Town of Holland.
7. Explore the provision of expanded regional transportation options for Holmen residents, including transit service, park n ride facilities, bike facilities, and other improvements that promote expansion in alternative transportation options.
8. Consider developing a monitoring program to track the rate and type of growth in the Village, and then annually determine if the rate and type of growth are achieving Village goals established in this plan.
9. Update the Village's Official Map to include additional proposed collector roadways identified in this plan.
10. The Village has adopted a number of sub area or sub topic plans (e.g. TIF Districts, Safe Routes to School Plan, Capital Improvement Plan, South Holmen Drive Corridor Plan, Seven Bridges Master Plan, Outdoor Recreation Plan, etc). These plans should be updated from time to time as may be necessary. Implementation of action items from these plans should be pursued as guided by those plans, Village Staff and Officials.

Priorities

The strategies are not sequential and multiple actions can be pursued at the same time. Decisions regarding the timing, budgeting, and coordination of each strategy item within the next 10 years will be reviewed annually

with the Village Board as part of the municipal budget setting process and the Comprehensive Plan Annual Report.

Timeframe

All strategy items are perceived to have a deadline of 10 years. In order to assist in the progression of each project intermediate tasks may need to be identified and carried out.

Responsible Parties

Most of these strategies require leadership and effort by multiple people and organizations, with the understanding that the Village Board generally has ultimate budgeting and approval authority. However, achievement of these action items should be a focus of the entire community including the Village, local businesses, service clubs, and residents.

Funding Sources

Most of these strategies come with some cost. It is presumed that most could be supported by tax revenue from the Village's general fund. Other sources of potential funding may exist, such as grant programs, tax increment financing, or community fundraising.

Measuring Success

Success in implementing the community improvement projects will vary. In some cases, success is evaluated based on whether a facility is ultimately built (e.g. a new Library). 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).