
Chapter Twelve: Implementation

The City will realize its *Plan* goals through a coordinated, continuous program of *Plan* implementation, evaluation, and updates. The purpose of this chapter is to identify high-priority implementation steps, timeframes for completing implementation activities, and the parties responsible for implementing various aspects of the *Plan*. This chapter will also outline a process and criteria for subsequent amendments to the Comprehensive Plan. The detailed implementation table identifies and prioritizes activities that the City should complete to implement this *Plan*.

Plan Adoption

A first step in implementing the *City of Whitewater 2030 Comprehensive Plan* is making sure that it is adopted in a manner that supports its intended future use as a tool for consistent and well-thought-out decision-making. Pursuant to Section 66.1001, Wisconsin Statutes, the City has included all necessary elements for this *Plan* to be adopted and has followed the procedures for adopting this *Plan* under the State's comprehensive planning legislation.

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." There are no known internal inconsistencies between the different elements or chapters of this *Plan* because the various chapters were prepared simultaneously.

Plan Advancement and Awareness

This *Plan* is intended to be used by government officials, developers, residents, and others interested in the future of the City to guide growth, development, redevelopment, and preservation. The City intends to constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this *Plan*. In fact, beginning January 1, 2010, zoning, subdivision, and official map "actions" must be consistent with the adopted *Comprehensive Plan*, under State law.

This *Plan* will only have value if it is understood, supported, and used 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:

- Prominently displaying the City's vision statement, Future Land Use Map, Future Transportation and Community Facilities Map, and other *Plan* materials at City Hall, the Library, or other community gathering places.
- Ensuring that up-to-date materials are easily accessible on the City's website.
- Speaking to community organizations and school and University groups about the *Plan*.
- Regularly presenting implementation progress reports to the Common Council, Plan and Architectural Review Commission, and other municipal bodies.
- Incorporating *Plan* implementation steps in the annual budget process, and strategic planning efforts.
- Encouraging all City commissions and staff to become familiar with and use the *Plan* in their decision making.
- Reviewing and assessing the *Plan* by reviewing performance against the implementation priorities and suggested timeframes described later in this chapter.

Plan Administration and Addressing “Consistency”

The comprehensive planning statute does not provide guidance about how to determine if zoning and land division actions are “consistent” with the *Plan*. As such, this concept will evolve, potentially via further legislation or court action. Subsequent amendments to this *Comprehensive Plan* may further address the “consistency” requirement as this evolution occurs.

In the meantime, the City will use the following general approach for purposes of determining whether or not any action is “consistent,” as that term is used in 66.1001(3), Wisconsin Statutes. First, the City designates itself as the entity charged with determining whether its implementation actions are consistent with its *Comprehensive Plan*. Second, the City intends to use a system for making and documenting consistency findings for Common Council and Plan and Architectural Review Commission zoning and subdivision decisions, with assistance from the City Planner and City Attorney.

Many of the individual decisions made under this *Plan* will revolve around zoning, land divisions, public investments, and intergovernmental relations. The City’s approach for addressing each of these types of decisions—and evaluating consistency of subsequent decisions with this *Comprehensive Plan*—is as listed below:

- **Zoning.** Proposed zoning map amendments (rezonings) should be consistent with the recommendations in this *Plan*. Specifically, the Future Land Use map, in combination with the policies behind it, 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 and Architectural Review Commission and Common Council. Departures from the exact land use boundaries depicted on the Future Land Use map may be particularly appropriate for Planned Development district projects, mixed use projects, properties split by zoning districts, and/or properties located at the edges of future land use areas. In their consideration of zoning map changes, the Plan and Architectural Review Commission and Common Council will also evaluate the specific timing of the zoning map amendment request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Therefore, this *Plan* allows for the phased 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 in this *Plan*. In their consideration of land divisions, the Plan and Architectural Review Commission and Common 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 will be resolved through the land division process for certified survey maps, preliminary plats and final plats. This *Plan* allows for the phased timing and the refinement of the precise recommended development pattern through the land division process, as deemed appropriate by the Plan and Architectural Review Commission and Common Council.
- **Official Map.** The Transportation 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, and will also be used to guide revisions to the City’s Official Map. 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 both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on the Transportation and Community Facilities map will be resolved through the official mapping and platting processes both within the City limits and City’s extraterritorial jurisdiction.
- **Public Investments.** Proposed public investment decisions will be guided by the recommendations in this *Plan*. In many cases, the *Plan* indicates that the City will “consider” or “explore” the possibility of certain identified public investments. Further, the timing and precise location of public investments may vary, as judged appropriate by the Plan and Architectural Review Commission and Common Council.

This Plan allows for the phased timing and the refinement of the precise recommended public facilities and other public investments as deemed appropriate by the Plan and Architectural Review Commission and Common Council.

- **Intergovernmental Relations.** Proposed intergovernmental relation decisions will be guided by the recommendations in this *Plan*, as deemed appropriate by the Plan and Architectural Review Commission and Common Council. However, in their consideration of intergovernmental decisions and agreements, the Plan and Architectural Review Commission and Common Council will also evaluate a wide variety of other factors, including specific provisions of the recommended agreements. Departures from the recommendations in this *Plan* shall be resolved by the Common Council through the intergovernmental process.

Plan Amendments

This *Plan* can be amended. Amendments may be appropriate in the years following initial adoption, particularly in instances where the *Plan* has become 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,” which is described later in the chapter.

Over the planning period, the City is likely to receive and wish to entertain requests for *Plan* amendments. The *Plan* should be evaluated for potential amendments regularly. To provide a more manageable, predictable and cost effective process, the City intends to establish 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 and Architectural Review 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 choose to 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 amendment procedures outlined below.

The state comprehensive planning law requires that the City use the same basic process to amend this *Comprehensive Plan* as is used to initially adopt the *Plan*. This does not mean that new surveys need to be administered or a several-month process needs to occur. It does mean that the following procedures defined under Section 66.1001(4), Wisconsin Statutes, need to be followed.

1. Either the Common Council or the Plan and Architectural Review Commission initiates the proposed *Comprehensive Plan* amendment(s). This may occur as a result of a regular review of the *Plan*, or may be initiated at the request of a property owner or developer or the City in the case of implementing a component of the *Plan* or portion thereof.
2. 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). If the resolution is appropriately drafted, the City will only need take this step for the first of potentially several amendment cycles before the *Plan* is fully updated.
3. The Plan and Architectural Review Commission holds one or more public meetings on the proposed *Comprehensive Plan* amendments. Following the public meeting(s), the Plan and Architectural Review 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).

4. The City Clerk sends a copy of the recommended *Plan* amendment (not the entire *Comprehensive Plan*) to all adjacent and overlapping government jurisdictions and the County as required under Section 66.1001(4)b, Wisconsin Statutes. These governments should ideally have at least 30 days to review and comment on the recommended *Plan* amendment(s). 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. Note: This is a statutory requirement, but at the time of writing there were no nonmetallic mines in the City.
5. The City Clerk directs the publishing of a Class 1 notice, with such notice published at least 30 days before a Common Council public hearing and containing information required under Section 66.1001(4)d.
6. The Common Council holds the formal public hearing on an ordinance that would incorporate the proposed amendment(s) into the *Comprehensive Plan*.
7. Following the public hearing, the Common Council approves or denies the ordinance adopting the proposed *Plan* amendment(s). Adoption must be by a majority vote of all members. The Common Council may require changes from the Plan and Architectural Review Commission recommended version of the proposed amendment(s).
8. The City Clerk sends a copy of the adopted ordinance and the amendment(s) (not the entire *Comprehensive Plan*) to all adjacent and overlapping government jurisdictions, mine operators, any person who has registered a marketable nonmetallic mineral deposit with the City, and any other property owner or leaseholder who has requested notification in writing as required under Section 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 intends to update this *Comprehensive Plan* by the year 2019 (i.e., ten years after 2009) at the latest.

Implementation Programs and Initiatives

Figure 12.1 provides a summary list of the major implementation actions the City intends to undertake in order to implement this *Plan*. The table is intended to summarize and prioritize discrete and specific actions the City will pursue to advance its goals and objectives. There are many policies and recommendations described in this *Plan* that will be carried out over time and will require on-going, recurring, and in some cases daily efforts on the part of City staff, elected and appointed officials, and other agencies, districts, and organizations. These "ongoing" policies and recommendations have not been included in this table. Their exclusion is not intended to diminish their importance. In fact, the vast majority of this *Plan* will be implemented over time through incremental actions and decisions. But because such activities have no specific timeline associated with them, it was determined unnecessary to include them in the following table.

Implementation actions related to utilities and community facilities have been summarized and prioritized in Table 9.5 in the Utilities and Community Facilities chapter.

The table has five columns of information and has been organized into three separate sections described below:

Checklist Sections:

- **Priority Action Items:** Absent subsequent Common Council redirection, the City intends to initiate Priority Action Items over the course of the two to three years following adoption of this *Plan*. Priority action items were selected because they meet one or more of the following criteria:
 - The action relates to a “high impact” project that is likely to drive growth and change in the community for the next several decades;
 - The action is critical to the effective on-going, day-to-day implementation of this *Plan*;
 - The action has already been started, is making progress, has established some momentum, and/or has partners who have identified a willingness to participate; or
 - The action is necessary in order to allow for future implementation actions to occur or represents an early step towards meeting a broader goal.
- **Next Steps:** Next Steps represent actions that are anticipated to occur roughly three to seven years after the adoption of this *Plan*. A fairly broad timeline has been assigned to these items because, generally, they will occur when the timing is right, and/or after prerequisite actions take place. The City will review the list of “Next Step” items on an annual or biannual basis as part of its *Comprehensive Plan* adoption cycle (see Plan Amendments section above) to determine whether these items should be moved or down on the list of priority actions.
- **Longer-Term Action Items:** Longer-Term Action Items are not likely to occur sooner than five years after the adoption of this *Plan*. Similar to the “Next Steps” category described above, these action items will occur when capacity and funding become available, when the timing is right, and/or after certain prerequisite actions take place. Of all implementation activities, those classified as Longer-Term Action Items are considered to be of a lower priority than those classified as Priority Action Items or Next Steps.

Checklist Columns:

- **Implementation Action:** The first column lists steps, strategies, and actions that will help advance the goals and objectives identified in this *Plan*. Items in this list have been described in additional detail in other areas of the *Plan*.
- **Chapter Reference:** The second column includes a cross-reference to the chapter of this *Plan* where the recommended implementation action is described in greater detail.
- **Primary Parties Responsible for Implementation and Potential Partners:** The third column lists the parties or groups that may be primarily responsible for leading or carrying out the particular action, and other groups that may be partners in implementation. The Common Council would also be responsible for initial authorization and/or final approval of many of these actions.
- **“Completed”:** The final column simply includes check boxes for City staff and officials to use when a particular implementation step has been completed. During the annual *Plan* evaluation process, this table should be reviewed for items that should be pursued in the upcoming year.

Figure 12.1: Comprehensive Plan Implementation Checklist

Implementation Actions	Chapter Reference	Primary Parties Responsible for Implementation & Potential Partners	Completed
<i>Priority Action Items</i>			
1. Develop graphics and a PowerPoint presentation to visually communicate the City’s Neighborhood Preservation Strategy.	<ul style="list-style-type: none"> ▪ Housing and Neighborhoods 	<ul style="list-style-type: none"> ▪ City staff/consultant 	<input type="checkbox"/>
2. Consider distributing notices to the owners of rental properties reminding them of the City’s requirements on the maximum size of non-family households and outlining expectations for rental housing.	<ul style="list-style-type: none"> ▪ Housing and Neighborhoods 	<ul style="list-style-type: none"> ▪ City staff 	<input type="checkbox"/>
3. Develop a parking strategy that supports and contributes to the City’s Neighborhood Preservation Strategy.	<ul style="list-style-type: none"> ▪ Housing and Neighborhoods 	<ul style="list-style-type: none"> ▪ City staff ▪ UW-W 	<input type="checkbox"/>
4. Consider steps to more vigorously enforce City property maintenance, noise, nuisance, and zoning ordinance provisions.	<ul style="list-style-type: none"> ▪ Housing and Neighborhoods 	<ul style="list-style-type: none"> ▪ City staff ▪ Neighborhood Associations 	<input type="checkbox"/>
5. Evaluate potential zoning map and text amendments to support neighborhood preservation efforts.	<ul style="list-style-type: none"> ▪ Housing and Neighborhoods ▪ Land Use 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ City staff/consultant 	<input type="checkbox"/>
6. Evaluate the desirability, legality, and approach to requiring developers of new or converted multi-family housing to contribute financially or in-kind to the City’s Neighborhood Preservation Strategy.	<ul style="list-style-type: none"> ▪ Housing and Neighborhoods 	<ul style="list-style-type: none"> ▪ City staff ▪ City Attorney 	<input type="checkbox"/>
7. Explore new sources of funds to sustain the Downtown Façade Grant program before the existing funding source, TIF #4, expires in 2011.	<ul style="list-style-type: none"> ▪ Economic Development 	<ul style="list-style-type: none"> ▪ CDA ▪ City staff 	<input type="checkbox"/>
8. Work cooperatively with the University of Wisconsin-Whitewater on the development of the University Technology Park.	<ul style="list-style-type: none"> ▪ Economic Development 	<ul style="list-style-type: none"> ▪ CDA ▪ City staff ▪ UW-W 	<input type="checkbox"/>
9. Professionally and accurately upgrade City’s Zoning Map, including indication of adopted wellhead protection areas.	<ul style="list-style-type: none"> ▪ Natural Resources ▪ Land Use 	<ul style="list-style-type: none"> ▪ City staff/consultant ▪ Walworth/Jefferson counties 	<input type="checkbox"/>
10. Professionally update the City’s Official Map to reserve lands for future public facilities.	<ul style="list-style-type: none"> ▪ Transportation 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ City staff/consultant 	<input type="checkbox"/>
11. Consider amendments to the stormwater management ordinance to better address redevelopment projects.	<ul style="list-style-type: none"> ▪ Natural Resources 	<ul style="list-style-type: none"> ▪ City staff/consultant 	<input type="checkbox"/>
<i>Next Steps</i>			
12. Explore new ways to advance sustainability, including evaluating the Eco-Municipality option.	<ul style="list-style-type: none"> ▪ Natural Resources 	<ul style="list-style-type: none"> ▪ City staff/consultant ▪ UW-W ▪ UW-Extension 	<input type="checkbox"/>
13. Initiate a local Safe Routes to School program and a strategy for systematically enhancing pedestrian and bicyclist safety and access.	<ul style="list-style-type: none"> ▪ Transportation 	<ul style="list-style-type: none"> ▪ Parks Commission ▪ City staff ▪ School District 	<input type="checkbox"/>
14. Explore the establishment of a Lake District to help fund the restoration and preservation of the City’s lakes.	<ul style="list-style-type: none"> ▪ Natural Resources 	<ul style="list-style-type: none"> ▪ City staff ▪ Non-profit conservation organizations 	<input type="checkbox"/>
15. Update the City’s Park and Open Space Plan every five years, and implement its recommendations.	<ul style="list-style-type: none"> ▪ Utilities and Community Facilities 	<ul style="list-style-type: none"> ▪ Parks Commission ▪ City staff/consultant 	<input type="checkbox"/>
16. Advance a strategy for actively recruiting appropriate retail businesses and restaurants to the City.	<ul style="list-style-type: none"> ▪ Economic Development 	<ul style="list-style-type: none"> ▪ CDA ▪ City staff 	<input type="checkbox"/>
17. Consider amending the extraterritorial land division review policies to better relate to those areas of City interest in the future.	<ul style="list-style-type: none"> ▪ Intergovernmental Cooperation 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ City staff/consultant 	<input type="checkbox"/>

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Implementation Actions	Chapter Reference	Primary Parties Responsible for Implementation & Potential Partners	Completed
18. Explore the potential for specific anti-monotony policies to be applied to new subdivisions.	<ul style="list-style-type: none"> ▪ Housing and Neighborhoods ▪ Land Use 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ City staff/consultant 	<input type="checkbox"/>
19. Consider amending the M-1 zoning district to establish a clearer distinction between this zoning district and M-2 district.	<ul style="list-style-type: none"> ▪ Land Use 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ City staff/consultant 	<input type="checkbox"/>
20. Consider adopting unique, detailed design standards in the zoning ordinance for large-scale retail development.	<ul style="list-style-type: none"> ▪ Land Use 	<ul style="list-style-type: none"> ▪ Plan Commission ▪ City staff/consultant 	<input type="checkbox"/>
<i>Longer-Term Actions</i>			
21. Pursue intergovernmental boundary/land use agreements with the towns of Whitewater and potentially Lima.	<ul style="list-style-type: none"> ▪ Intergovernmental Cooperation 	<ul style="list-style-type: none"> ▪ City staff ▪ Town of Whitewater ▪ Town of Lima 	<input type="checkbox"/>
22. Encourage SEWRPC to update its official environmental corridor layer for the City of Whitewater’s entire Sewer Service Area.	<ul style="list-style-type: none"> ▪ Natural Resources 	<ul style="list-style-type: none"> ▪ City staff ▪ SEWRPC 	<input type="checkbox"/>
23. Consider retooling the City’s housing rehabilitation and home buyer assistance loan programs to focus on better achieving the Neighborhood Preservation Strategy.	<ul style="list-style-type: none"> ▪ Housing and Neighborhoods 	<ul style="list-style-type: none"> ▪ CDA ▪ City staff 	<input type="checkbox"/>
24. Identify opportunities to enhance neighborhood pride and cohesiveness, including the development of neighborhood-based events and festivals, and enhancing the appearance and functionality of neighborhoods through physical improvements.	<ul style="list-style-type: none"> ▪ Housing and Neighborhoods 	<ul style="list-style-type: none"> ▪ City Staff ▪ Neighborhood Associations 	<input type="checkbox"/>