

IX. IMPLEMENTATION

INTRODUCTION

The keystone effort expressed in the previous chapters is the preparation of the comprehensive plan. The plan is the instrument which the City Council/Town Board will utilize to plan for and guide the growth and development of the Platteville community over the next twenty years.

The comprehensive plan is considered to be a flexible guide to decision making rather than an inflexible blueprint for development. The decisions reflected in it regarding the location of different land uses were based on existing knowledge of the characteristics and expressed priorities of Platteville leaders and its people and anticipated growth and development patterns. As this knowledge or comprehension of these and other factors expands and makes existing proposals undesirable, then the plan should be amended.

Amendments should be made only after a realistic evaluation of existing conditions and the potential impact of such a change is made. Amendments should not be made merely to accommodate the daily pressures of planning and/or government. It is important to recognize that planning is a process that should occur on a continuing basis if the community is to take advantage of new opportunities as conditions change.

This comprehensive plan presents many proposals for the Platteville community which are considered reasonable, feasible, and extremely important to the welfare of the entire community. However, the value of the comprehensive plan will be measured in terms of the degree of success the community achieves in accomplishing these proposals. The effectiveness of the comprehensive plan will be directly related to the ongoing recognition of the plan proposals by the City Council, Town Board, and by the appointed boards and commissions. Their future decisions in taking administrative action, particularly those involving applications of provisions in the Zoning Ordinance and Subdivision Regulations, will determine the degree of success the community achieves in accomplishing the goals set forth in the plan.

The Plan Commissions play a very critical role in the planning process and must be ever alert to the opportunities and needs of the community, bringing such needs to the attention of the elected bodies or other agencies within the community having direct responsibility for public improvements. The appraisal of local needs and the continuing application of the planning principals set forth herein will assure maximum benefits from the plan and will result in orderly and economical achievement of the goals which have been established in preparation of this plan.

Implementation depends upon both private and public action. Public action includes administration of the zoning ordinance and subdivision regulations, long-range financial programming, and the review by the Plan Commissions of proposals affecting the physical development of the community. The Plan Commissions have a continuing responsibility to see that the plan is kept alive, as well as adjusted to conform with changing conditions. It must be realized that a change in one phase of the plan will, in most probability, affect all parts of the plan and therefore, thoughtful consideration should be given to all implications before making a decision.

Administrative personnel and appointive boards and commissions will have the Plan to guide them in decision making. Close cooperation between the city and the town is essential to proper administration and effectuation of the plan. Coordination with other governmental jurisdictions (i.e., County) and agencies is equally important to realization of planning goals.

The greatest number of decisions affecting urban development are made by citizens through private actions. Thus, it is essential that the public understand and support the plan. Through involvement of citizens in the development of the plan's goals and objectives, as well as additional input at various other stages of the planning process, it is the express intent of the plan to reflect the views of the community.

THE ROLE OF IMPLEMENTATION IN THE COMPREHENSIVE PLANNING PROCESS

It has been said that a plan is only as good as its implementation. The people of Platteville have worked hard to develop this plan as a vision of their future. Whether or not that vision is realized depends upon the degree to which the elements of the plan are put into place by the local government.

Local governmental bodies (elected and appointed) make decisions which determine whether or not the plan can be realized. All of this affects how the plan relates to the future development of Platteville. Over the twenty year life of the plan, hundreds of decisions will be made which will impact its success. Therefore, it is important that each of these decision making bodies accept the basic recommendations of the plan and make decisions and further recommendations based upon it.

This element looks at those tools already in place to help decision making bodies in their work. It should be stated at the outset that the plan can be implemented using existing tools and regulations. No new laws or regulations are required in order for the plan to be realized. What is required is the commitment of all of the decision making units of the plan ideals.

PLAN ADOPTION

The first official action toward plan implementation is the adoption, by the Platteville Joint Plan Commission, of the plan document as the general statement of public policy on land development within the community. After adoption by resolution by the Joint Plan Commission, each respective Council/Board (city and town) must adopt the plan by ordinance. This action formalizes the plan document as the current basic frame of reference on general development patterns over the next 20 years. The plan, thereby, becomes a tool for communicating the community's land use policy and for coordinating various individual decisions into a consistent set of actions to harmoniously shape the area's continued growth in the desired manner.

DEVELOPMENT CONTROL ORDINANCES

One of the most important tools of plan implementation is the authority to control development of private land. Most jurisdictions have a zoning ordinance and subdivision regulations which provide specific land use restrictions and development standards. Since the early 1920's, when the concept of land development control was initiated in the United States, development control techniques have been expanded, refined and subjected to all levels of judicial scrutiny. As the purview of municipal authority has changed along with new land development techniques, so have the development control ordinances.

ZONING REGULATIONS

Careful application of modern zoning controls can go far in assisting the community in accomplishing the goals of this comprehensive plan. The zoning ordinance establishes definitions, standards and procedures for administrative and legislative bodies to review and approve specific land developments. The existing zoning ordinance should be updated to reflect the plan recommendations for lands in the City and in the extraterritorial area.

SUBDIVISION REGULATIONS

Instituting development standards for land subdivision is another regulating measure of importance in community development. It is essential that the opening of new residential and other areas, by the platting for sale of lots, be at a level which will not be a liability to the public at a future date. Subdivision regulations serve an important function by ensuring the orderly growth and development of unplatted and undeveloped land. Chapter 236 of the Wisconsin Statutes regulates the division of land by subdivision plat and certified survey map.

Good subdivision controls include minimum standards for street widths, lot sizes, block sizes, street grades, utility easements, etc. In addition, such conditions as dead-end streets, offset intersections and the relationship of streets to adjacent neighborhoods should be regulated in a reasonable manner and in the best public interest. The city's subdivision ordinance should include clear statements of development policies. These policies should detail the developer's responsibilities for providing sanitary sewers, storm sewers, water, roads and other improvements. The city has the power to enforce such regulations through approval of plats by the Plan Commission as well as the City Council and to require bonds or other surety to assure standard construction of such improvements.

Additionally, the city is empowered, via State Statutes, to review the subdivision of land within unincorporated territory up to 1-1/2 miles from its corporate limits. It is this authority that gives the city the opportunity to ensure that development in unincorporated territory is in conformance with the "official" plan for these areas.

It is important that the Joint Plan Commission give careful attention to the enforcement of these regulations and general standards. Each preliminary plat should be reviewed thoroughly to assess the compatibility of the proposed street pattern with adjoining land. It is important that the proposed development plan follow recommended land planning standards and it is essential that the engineering design of streets, storm drainage facilities, sanitary sewers and utility systems conform with adopted criteria and requirements. An engineering review is important as the Plan Commission passes judgment on a proposed development plan.

The areas to be platted should also be compared with the comprehensive plan to determine what, if any, attention should be given to future school sites, park sites, thoroughfares, changes in land use, cluster/conservation subdivision design, and other elements of the Plan.

OFFICIAL MAPPING

The official map is another tool for land use control that can be used to preserve the integrity of the comprehensive plan and to regulate future growth. Chapters 60 and 62 of the Wisconsin Statutes provide for the establishment of an official map to indicate all existing and planned streets, parks and other public uses. The official map enables the city/town to prevent private development from occurring in areas designated for other uses. The city has an official map but it is in need of an update. The town presently has no official map, but should adopt one and update it periodically. All proposed street extensions, park areas and drainageways should be identified on the map.

CODES

Building, electrical, plumbing, mechanical, and fire prevention codes provide sound standards for the safe construction, use, and occupancy of buildings. These codes should be considered implementation devices of plan for a variety of reasons. First, use of the codes insures that the high quality of development sought as an objective of the plan is, in fact, carried out via the permit and inspection requirements of the codes. Secondly, through the same

permit requirements, government is providing a check-off point to insure that the proposed land uses are in accordance with the proposed uses embodied in the plan and permitted by the appropriate zoning district. Finally, use of the codes provides a mechanism that insures that following the construction of a building to the required standards, the building is maintained in an acceptable fashion over time.

CAPITAL IMPROVEMENT PLAN

A method by which the public related components of the comprehensive plan can be implemented is through capital improvements programming (CIP). A CIP provides an orderly sequence of funding, prioritization and project status. It furnishes a means of assuring that projects will be carried out in accordance with the community's ability to pay without creating an excessive tax burden.

A capital improvement may be defined as a major expenditure of public funds, beyond maintenance and operating costs, for the acquisition or construction of a needed physical facility. Salaries, supplies, and other overhead expenditures are considered maintenance and operating costs and should be provided for elsewhere in the annual budgetary process. Improvements or acquisitions of a permanent nature representing a long-term investment of public funds are considered a capital improvement.

A capital improvement program is simply a method of planning for major capital expenditures and scheduling them over a period of time in order to maximize the use of public funds. It is a means of attempting to coordinate a physical development plan with the jurisdiction's current and anticipated financial resources.

The capital improvements program is a five-year plan. The overall purpose of assigning years to proposed projects is to provide a short-range outline for action, and a long-range schedule of project completion for an accurate picture of needed capital improvement projects and resources.

The first year phase of the program presents the most comprehensive and detailed picture of those projects scheduled for immediate action. This phase of the program, known as the capital improvement budget, is presented with a detailed list of anticipated expenditures and sources of funding. The second phase of the capital improvements program includes those projects specified as being necessary but not of an urgent or immediate nature to warrant inclusion into the first year of the program. This phase does not require a detailed cost breakdown, however estimates of capital costs should be provided. The capital improvements program provides continuity by addressing long-range projects and therefore minimizing duplication or conflicts with other improvements.

It is important to note that the capital improvements program should be reviewed and updated each year. Those projects which were scheduled but were not undertaken should be re-evaluated and rescheduled in the capital improvements program as determined by the needs, desires, and financial characteristics of the community. This is a tool that should be utilized and updated by the City and also one that should be considered by the Town, particularly with respect to transportation capital expenditures (i.e., road maintenance, bridge repair/maintenance).

URBAN GROWTH BOUNDARY

The city and town should use the urban growth boundary concept as a guide for future development. Specifically, development should be limited outside of the urban growth boundary until a substantial portion of land within the urban growth boundary is developed. The urban growth boundary delineations are based on population and land use projections, existing zoning and development patterns, the location of environmentally sensitive areas, and meetings with local officials to determine where growth should occur. These urban growth boundaries reflect a narrowing of growth options to include only areas best suited and actually needed for development by the year

2020. Restricting development to within the urban growth boundary will reduce the cost of public services and utilities. In this instance, the "informal" urban growth boundary is somewhat coterminous with the extraterritorial zone.

CITIZEN INVOLVEMENT

Public support is a principal tool in the planning program. First, citizen participation is essential during plan preparation to ensure that issues addressed and proposals offered reflect local desires and attitudes. The Joint Planning Commission actively participated in plan development. Second, public involvement is needed to implement the comprehensive plan. Many of the plan's recommendations will require years of effort and financial commitment. Only with strong community support can such efforts be maintained. Accordingly, the community's civic and business organizations should actively promote the plan and its importance among Platteville area residents.

CONTINUING PLANNING PROGRAM

An effective planning program should be continually reviewed and updated to reflect the processes of actual development and the changing attitudes and priorities of the community. Resource information should be gathered and studied to determine trends and reevaluate projections, forecasts and plans. In five years, the comprehensive plan should be reviewed in depth to make any necessary policy or recommendation changes in relation to the direction and character of community development at that time.

COMPREHENSIVE PLAN MONITORING AND UPDATING PROCESS

Although not truly an implementation device, the importance of plan monitoring and review to the implementation of the plan should be noted. The plan is based on variables that are dynamic and whose future direction cannot always be accurately predicted. Accordingly, such variables as population and urban development characteristics should be periodically compared against the plan's assumptions and recommendations (at least every 10 years). The process for updating the plan should include public input through a public hearing procedure. Both the Town and City should be in agreement to any changes in the document. Amendments to the plan should be carried out through a joint City/Town Plan Commission process.

CONCLUSION

Regardless of what course future development does take in the Platteville community, demands for public services and increased pressures for unsuitable development of land will continue. Without some control over future development, the community will not be able to effectively and economically meet these demands. This could result in various problems for the taxpayers, including land use and traffic problems, high taxes, minimal municipal services, low and declining property values and congested and blighted environmental conditions. Community officials have recognized the problems and the potential, and they are preparing for orderly development. Part of this program, the preparation of a comprehensive plan and a program for its implementation, has now been accomplished.

This is only the first step, however. The plan can either become a static policy statement gathering dust on a shelf, or it can be transformed into a dynamic action program for orderly, efficient and rewarding development. The first alternative will do nothing to improve the stature of the community-the second alternative will. Given a concerned government and citizenry, the planning program can become a blueprint for growth that will change as the community changes, yet will always give the community considered objectives to reach.

2003-2007 ACTION PLAN

In Table 9.1, on the following pages, the foregoing strategies are supplemented by specific recommended actions and timeframes to measure achievement and their responsible parties for the next five years. It is recommended that the Action Plan be updated annually. The annual update should be initiated by the City Community Development Director, in coordination with the City and Town Plan Commissions.

**Table 9.1
Implementation Strategy and Timeline
City and Town of Platteville Comprehensive Plan**

| Action | Responsibility | When | Funding Sources and Implementation Approach |
|--|---|-----------|---|
| Organization/General | | | |
| Designate Parties responsible for implementing Plan | City Council/Town Board | 2003 | |
| Formalize Joint Plan Commission (ET Committee) | City Council/Town Board | 2003 | |
| Develop Capital Improvement Plan | DPW | 2003 | |
| Update Capital Improvement Plan | DPW | Annually | |
| Review Comprehensive Plan | | Annually | |
| Update Comprehensive Plan | | 2008 | |
| Transportation | | | |
| Implement Bicycle Routes | | | DNR |
| Complete purchase/dedication of easements and develop trail. | | | |
| Identify heavily traveled routes | | | |
| Stripe bike lanes on heavily traveled routes | | | |
| Develop User-friendly bike and pedestrian map | | | |
| Complete parking analysis to determine downtown parking needs | City Planner/Main Street/City Parking Committee | | |
| Review key intersections for improvements | | | |
| Develop wayfinding program/signage to direct travelers to key destinations | City Planner/DPW/Sign Committee | | |
| Provide distinct entryways at new interchanges | | | |
| Update Official Map to preserve needed corridors for future streets/highways ("northern bypass", extension of Enterprise Drive, etc.). | City Planner/Plan Commission | 2003/2004 | |
| Investigate the need to establish an airport affected area. | City Planner/DPW | 2004 | |
| Apply for scenic road status for Stumptown Road, CTH O, East CTH B, and Mound Road. | | | |
| Extend the runway at the airport to allow for jets. | | | |
| Housing | | | |
| Explore WI Smart Growth Dividend Aid Program | City Planner/Plan Commission | 2005 | DOA |
| Zone additional land for multi-family housing | City Planner/Plan Commission | | |
| Add a multi-family only zoning district to the zoning ordinance. | City Planner/Plan Commission | | |
| Investigate a zoning change that would require a certain percentage of rental housing as part of all residential developments. | City Planner/Plan Commission | | |
| Add a small-lot district to the zoning ordinance. | City Planner/Plan Commission | | |
| Consider changes to the parking requirements for residential areas. | City Planner/Plan Commission | | |
| Provide educational materials and forums promoting historic preservation to homeowners/property owners. | Historic Preservation Comm. | | |
| Economic Development | | | |
| Implement Streetscape Plan | | | DOT |
| Maintain/Improve business retention efforts | | | |
| Develop focused economic development Strategy | | | |
| Purchase, or obtain an option for, additional land to expand the industry park. | | | |
| Consider creation of a Redevelopment Authority. | | | |

| Action | Responsibility | When | Funding Sources and Implementation Approach |
|---|---------------------------------------|--------------|---|
| Agricultural, Natural, Cultural Resources | | | |
| Implement development guidelines for preservation of natural resources | City Council/Town Board | | |
| Update historic architecture/property survey | | | |
| Develop rehabilitation guide for homeowners | | | |
| Develop approval process/forms for designating local properties as historic | | | |
| Provide educational meetings on historic preservation | | | |
| Replace existing streetlights on Main Street with historic replica streetlights. | | | |
| | | | |
| Community Facilities/Utilities | | | |
| Develop stormwater utility | | | |
| Develop erosion control/stormwater ordinance | | | |
| Complete an impact fee analysis for City services and infrastructure. | | | |
| Explore new location for the police department. | Task Force | 2003-2004 | |
| Expand the Sewer Service Area plan to include the land around the bypass/interchanges | DPW/City Planner | | |
| Evaluate the possibility of the City providing/paying for utility extension to encourage development. | DPW/City Planner | | |
| | | | |
| Intergovernmental Cooperation | | | |
| Coordinate plans with School District, County, Joint Plan Commission | City Council/Town Board | 2003-2004 | |
| Update Zoning Ordinances and Map | | | |
| Explore cooperative agreements and sharing of services | | | |
| Complete Intergovernmental Agreement between City and Town for future Land Use and Annexation procedures, shared revenue. | City Council/Town Board/ ET Committee | June 1, 2004 | |
| Explore the formation of a Joint City/Town Plan Commission. | | | |
| | | | |
| Land Use | | | |
| Educate landowners on alternative development approaches | City Council/Town Board | | |
| Implement a demonstration project on conservation development | City Council/Town Board | | |
| Explore approaches to land protection | City Council/Town Board | | |
| Create a Traditional Neighborhood Development Zoning District | City Planner/Plan Commission | | |
| Create a Mixed Use Zoning District | City Planner/Plan Commission | | |
| Adopt a cluster development district as part of the zoning ordinance. | City Planner/Plan Commission | | |
| Town should adopt a subdivision ordinance. | Town PC/Town Board | | |
| Consider the adoption of design guidelines for large commercial developments. | City Planner/Plan Commission | | |
| Extend the boundaries of the ET Zoning to include the lands up to and surrounding the bypass/interchanges. | | 2003-2004 | |
| Evaluate development regulations to determine changes that would encourage additional development. | | | |
| Complete a more detailed Specific Development Plan for the area around the interchanges, to include land uses, design standards, landscaping requirements, and shared access restrictions/requirements. | | | |
| | | | |