

Section 9

IMPLEMENTATION

Introduction

The implementation section of this report contains a compilation of programs and specific actions to achieve the vision outlined in the Comprehensive Plan. These include, but are not limited to, proposed changes to any Village ordinances, maps, regulations, and codes. This section also describes how each of the elements of this plan will be integrated and made consistent with the other elements of the plan, and includes a mechanism to measure Genoa City's progress toward achieving all aspects of the plan. Finally, this section provides a process for updating the plan no less than once every ten (10) years.

As Heraclitus put it, "there is nothing permanent except change." This Comprehensive Plan is based on currently available information regarding community desires, development trends, and understanding of environmental issues. Over time, most if not all of these assumptions will change.

The Village should conduct an annual review of development activity. This activity should be compared with the Comprehensive Plan for consistency. When development has been approved that is inconsistent with the Comprehensive Plan, then it is clear that the plan needs to be updated to reflect current community thoughts regarding growth management. The action plan contained in this section should also be reviewed annually and updated as appropriate.

For a municipal Comprehensive Plan to remain as an effective tool in guiding development, it must be kept current. Given the rate of development anticipated in the future, it is recommended that the Village review and update the Future Land Use and Transportation Plan as needed, but at least once every two (2) to three (3) years. It is further recommended that the entire planning document be reviewed every five (5) years, and per State statute, updated at least once every ten (10) years.

Implementation Goals and Objectives

The following section will re-introduce the goals and objectives identified in Chapter 1 of this document.

Implementation Goal

Achieve the Village's goal of high-quality and controlled growth by creating an approach to development that provides considerable options on how land is used and continue to monitor and evaluate Village trends and experiences in meeting the goals established in this Plan.

Implementation Objectives

The following objectives prescribe more specific ways to achieve the aforementioned implementation goal of Genoa City:

- Work to gain a reputation for approval of development consistent with the Comprehensive Plan.
- Develop a land use pattern that promotes a balance of residential and non-residential growth areas.
- Review and update the Village's Zoning Ordinance and other Village Codes to be consistent with this Plan.
- Develop and adopt a long-term (five year) and current year capital improvement program.
- Revisit existing boundary agreements and secure agreements with adjacent communities.
- Ensure compliance with all regulations.
- Develop a strategic plan for downtown revitalization.

Implementation Tools

The Comprehensive Plan is a policy, an expression of community intentions and aspirations. However, the plan is not an end unto itself, it also must be understood as part of a broader growth management process.

The growth management process describes the system necessary to assure effective management of development. It is a conscious program intended to influence the rate, amount, type, location and/or quality of future development within a local jurisdiction. Growth management brings together the comprehensive plan and the tools of implementation. In the implementation phase decisions are made about funding and regulatory controls.

Planning in Genoa City does not end with the adoption of this Comprehensive Plan Update. Rather, it is the beginning of a process of continuing implementation whereby the Plan serves as a guide for public and private decisions affecting the future of the community. This requires that both Village officials and residents be familiar with and generally support the major tenets of the Plan. It is important, therefore that the Plan be well publicized, understood and supported by the entire community. On the other hand, the Plan is not static. It must be re-examined periodically and updated as conditions and community aspirations change.

Plan implementation consists of a wide range of activities, some of which are proactive while others are reactive. Both, however, are vital to implementing the Plan. Pro-active activities are those in which the Village initiates actions through a proposal, plan, improvement or regulatory change. Reactive activities are those in which other parties approach the Village with a proposal on which the Village must act. Development review is an example of reactive implementation while downtown streetscape improvements and enhancements are typical examples of proactive implementation.

Plan implementation begins with the adoption of the Plan by the Village Board. Upon adoption of the Plan, the policies and recommendations must be carried out. Because the implementation phase will require time and effort on the part of Village Staff, the Village Board should establish a priority list for all activities to be undertaken. To achieve the type and character of development outlined in the Comprehensive Plan, the Village will need to modify some existing regulations and develop several new tools. The following types of implementation tools should be developed or revised in order to implement the objectives and policies outlined in the Comprehensive Plan (in no specific order of importance):

Development Control Ordinances

One of the most important tools of plan implementation is the authority to control the development of private land. The two (2) primary tools used by the Village of Genoa City to regulate land development are the zoning ordinance and the subdivision ordinance. Recommended updates include the following:

- Update and revise both the Zoning and Subdivision Ordinance to reflect issues and policies addressed in the Plan.
- Rework and streamline the Zoning Districts to reflect the Future Land Use Categories outlined in the Comprehensive Plan, in particular:
 - Modifications to the existing R-3 zoning district to reflect the *Multiple Family Residential* standards prescribed on the future land use plan, further requiring all such developments to be processed as a PUD and maintaining the same standards for mobile homes as a conditional use; and
 - Development of a new zoning classification either an *Office/Research* or *Business Park Development* category that is required to be processed as a PUD and has specific development standards.
- Update the Zoning Map to reflect changes to Zoning Districts and Future Land Use designations contained in the Comprehensive Plan.
- Creation of a unified Land Use Code or Development Code where all development control ordinances are located.

Official Mapping

Chapters 60 and 62 of the Wisconsin Statutes provide for the establishment of an "Official Map." This mapping is intended to serve as a formal public record to indicate where the government unit is likely to require right-of-way, easements, or land for future roads, drainageways, utilities, recreation facilities, etc. This enables landowners to plan future construction to avoid costly removal of structures later when a public facility identified on the official map is built through or near their properties. Further, it ensures new developments will be linked to existing and future street extensions and connections in a planned manner. Once established, the ordinance or resolution requires the Village Clerk to record with the County Register of Deeds a certificate showing that the Village has established an official map.

Genoa City may by ordinance or resolution establish an official map of its territory or any part thereof showing with survey accuracy the streets, highways, utility corridors, drainageways, historic districts, parks and playgrounds laid out, adopted and

established by law. The location of railroad rights-of-way, waterways, airports, and public transit facilities may also be shown on the map. The initial adoption typically maps existing features and may be done without a public hearing. Subsequently amended maps show proposed features and require plan commission review and a public hearing prior to adoption. (Changes or additions made by an approved subdivision plat do not require the public hearing if the changes or additions do not affect any land outside the platted area.)

Once the official map has been adopted, no public sewer or other municipal street utility or improvement can be constructed in any street until such street is duly placed on the official map. Further, no permit for the erection of any building can be issued unless a street giving access to such proposed structure has been duly placed on the official map. These provisions are helpful in controlling "sprawl" in the outlying rural-urban fringe areas.

Once an official map is in place, a community puts itself under a constraint. Only improvement projects already on the map can move forward. Therefore, most communities will want to make sure their map is as complete as possible. However, it is still permissible for a community to create an official map that covers only certain improvements or is limited to a certain part of the community, but unmapped improvements cannot move forward without first being put on the map, which requires a map amendment process. Being constrained in this way by an official map is often a positive growth management strategy, but some communities accustomed to doing things more freely might not like such a constraint.

The Village does not presently have an official map, but should look to adopt one once there is adequate staff to monitor and update the map. Once adopted and as growth continues throughout the Village, the official map should be revisited in order to reassess the needs for updates and amendments.

Capital Improvement Plan

A method by which the public related components of the comprehensive plan can be implemented is through capital improvement programming. This program 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 excessive tax burden.

A capital improvement program is simply a method of planning for major capital expenditures and scheduling them over a period of years 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 Village should prepare and adopt a three (3) to five (5) year capital improvements program and mid-range budget. Involvement of the Planning Commission in the Village's capital improvements programming and budgeting process should be considered to assure that proposed capital projects are consistent with the objectives and policies of the Comprehensive Plan, and that Plan recommendations involving capital projects are implemented. The Commission should not necessarily prepare the annual update of the capital improvements program, but should review and make recommendations to the President and

Village Board on appropriate items in cooperation with those village departments traditionally responsible for capital improvements program preparation.

Implementation Program

The Village should prepare and annually update an implementation program. Such program should identify and define each planning and community development activity to be carried out during a particular fiscal year, the individual responsibilities in each activity, and the specific involvement of the Planning Commission where appropriate.

Fiscal Impact Analysis

The purpose of fiscal impact analysis is to estimate the impact of a development or a land use change on the costs and revenues of governmental units serving the development. The analysis is generally based on the financial characteristics of the community— e.g., revenues, expenditures, land values—and characteristics of the development or land use change—e.g., type of land use, distance from central facilities. The analysis enables local governments to estimate the difference between the costs of providing services to a new development and the revenues—taxes and user fees, for example—that will be generated by the development.

There are a number of standard approaches to choose from in conducting a fiscal impact analysis, ranging from a per-capita multiplier method to a case study method which relies on local interviews. There are two (2) basic approaches to assess the cost of services that development imposes on a local government—average costing and marginal costing. Average costing is the simpler and more common procedure. It attributes costs to new development according to average cost per unit of service in existing development times the number of units the growth is estimated to create or the demand for that unit. It does not take into account excess or deficient capacity to deliver services, and it assumes that average costs of municipal services will remain stable in the future. Alternatively, marginal costing relies on analysis of the demand and supply relationships for public services. This procedure recognizes that excess and deficient capacity exists in communities. It views growth not in a linear manner, but as a more cyclical process in terms of the impact on expenditures.

Because a fiscal impact analysis is primarily based on an analysis of local government revenues and expenditures, key players on a team to conduct an assessment include the communities clerk or finance officer, the tax assessor and a facilitator to gather additional information from several functions, including public works, emergency services, parks and health and human services. The Village should prepare a fiscal impact analysis model to determine the long-term impact of implementation of the future land use plan on the Village finances and services. This model should also be designed to allow evaluation of specific development proposals.

Appearance Standards and Guidelines

The Village should develop a comprehensive appearance plan to address the appearance and image of the community. This plan could result in the need for codes and ordinances to insure proper landscaping, building appearance, signs, and other key components of the Village's built environment, including the following:

Downtown Design Guidelines: To enhance the existing character of the downtown, design guidelines should be adopted to allow for new development or renovation consistent with the desired character of the area. To implement these guidelines, the Village should carefully define a district where these standards are applied and a development review process to monitor conformance with the guidelines.

Residential Design Guidelines: To meet the goals for residential neighborhoods established in this Comprehensive Plan, creative and environmentally sensitive land planning is essential. Illustrated residential design guidelines should be developed to clearly communicate the importance of design to the development community, while providing flexibility for creative design solutions.

Commercial Design Guidelines: Commercial development is typically located at high-profile locations such as at major intersections or along highly traveled roadways within Genoa City. These locations warrant attention to design details to ensure that the quality of development is reflective of the community. These projects should project a positive image for the Village, and should be designed with appropriate buffers from surrounding residential development. As with the residential design guidelines, these commercial guidelines will provide a means to clearly indicate to the development community what type of standards the Village expects in new development.

Planning Element Consistency

Wisconsin's Smart Growth legislation requires that the implementation element describe how each of the nine (9) elements of the comprehensive plan will be integrated and made consistent with the other elements of the plan.

The planning process that was used to create Genoa City's Comprehensive Plan required all elements of the plan to be produced simultaneously. No element was created independently of the other elements, which eliminated the potential for inconsistencies. Whereas no inconsistencies exist today, over time, some may arise. This may require additional amendments or updates to this document.

Action Plan

The following table provides a summary of the key implementation tasks outlined within the Comprehensive Plan. This table is designed to provide a starting point for prioritization and budgeting of actions needed to implement the community vision. Further refinement of this table will be needed as development continues to occur.

Village of Genoa City Action Plan

Recommendation		Purpose	Responsibility	Time Frame
Housing				
1	Develop residential design standards addressing single-family and multiple-family residential development	Improve the overall quality of residential development in the Village	Village Staff, Village Board, Consultant	0 to 3 Years
2	Update zoning ordinance standards for all residential use classifications	Improve the overall quality of residential development in the Village	Village Attorney, Village Board, and Consultant	0 to 3 Years
3	Update subdivision ordinance standards	Improve the overall quality of residential development in the Village	Village Engineer and Village Board	3 to 6 Years
Transportation				
1	Development of the Richmond By-Pass and full access interchange	Improve overall traffic circulation in region and development of additional economic development opportunities	WisDOT, Village Board, and Village Engineer	6 to 10 Years
2	Full access interchange at US Highway 12 and Twin Lakes Road	Improve access to US Highway 12, create additional entry to Village, and development of additional economic development opportunities	WisDOT, Village Board, and Village Engineer	3 to 6 Years
3	Roadway connection between Hunters Ridge Drive and Franklin Street	Provide access to support development	Village Board and Village Engineer	6 to 10 Years
4	Westerly extension of Twin Lakes Road to County Highway H and closure of Twin Lakes Road between Darling Road and Daisy Drive	Improve overall safety at intersection and create more logical roadway hierarchy	Village Board and Village Engineer	6 to 10 Years
5	North-South road connection between Wild Rose Road and Twin Lakes Road, east of the Walworth/ Kenosha County border	Provide access to support development	Village Board and Village Engineer	As development occurs
6	North-South road connection between Main Street and County Highway H	Provide access to support development	Village Board and Village Engineer	As development occurs
7	Realignment of Deignan Road to form a 90 degree intersection with County Highway H	Improve overall safety at intersection and offer more manageable access for land uses that locate at that corner	Village Board and Village Engineer	10+ Years
8	Realign intersection at Franklin, Freeman, and County Highway H	Improve overall safety at intersection	Village Board and Village Engineer	3 to 6 Years

9	Work with surrounding communities and organizations to implement regional transportation plans	Improve regional transportation traffic safety and movement	Village Staff and Village Board	On-going effort
Economic Development				
1	Reserve and develop commercial nodes at the future Richmond By-Pass	Diversify the tax base, provide employment and take advantage of economic opportunities	Village Board	6 to 10 Years
2	Reserve and develop commercial nodes at the future interchange of US Highway 12 and Twin Lakes Road	Diversify the tax base, provide employment and take advantage of economic opportunities	Village Board	10+ Years
3	Reserve and develop business park and limited industrial uses east of US Highway 12	Diversify the tax base, provide employment and take advantage of economic opportunities	Village Board	On-going effort
4	Continued work with the Genoa City Business Association	Promotion of community involvement and Village beautification efforts	Village Staff and Village Board	On-going effort
5	Establish an Economic Development Commission	To promote and market Genoa City to businesses and developers	Village Board	0 to 3 Years
6	Establish a business recruitment plan	To promote and market Genoa City to businesses and developers	Village Staff and Village Board	0 to 3 Years
7	Have current demographic information, a land and building inventory and financing and grant opportunities available for businesses investigating downtown expansion	To promote and market Genoa City to businesses and developers	Village Staff	0 to 3 Years
8	Develop and implement streetscape improvements to the downtown	Increase attractiveness of downtown and strengthen market potential	Village Staff and Village Board	6 to 10 Years
9	Work with commercial property owners to improve and/or redevelop properties in the downtown	Improve overall quality of downtown businesses and strengthen market potential	Village Staff	3 to 6 Years
10	Create downtown master plan addressing new development and redevelopment efforts, streetscape improvements, and downtown enhancements	Improve overall quality of downtown and strengthen market potential	Village Staff and Village Board	0 to 3 Years
11	Update sign ordinance standards and determine if updates are needed	Improve overall aesthetic quality of Village	Village Staff and Village Board	0 to 3 Years
Community Utilities and Facilities				
1	Continue to secure a quality, reliable source of water for the community	Promote a quality, safe, and health living environment for citizens	Village Public Works	0 to 3 Years
2	Develop and adopt a long-term (five year) and current year capital improvement	To aid in achieving the Village's goals and meet expected growth needs	Village Staff	0 to 3 Years

	program			
3	Work with community to improve sidewalks and street lighting in all of the community	Promote a quality, safe, and health living environment for citizens	Village Staff and Public Works	0 to 3 Years
4	Hire a Village Manager with community development experience	Provide staff to work with residents, businesses, and developers; recruit and monitor development; and implement the Comprehensive Plan	Village President and Village Board	0 to 3 Years
5	Hire Planning Consultant to coordinate and review development proposals	Provide dedicated staff to review development and assure compliance with all codes, plans, and ordinances	Village Board	0 to 3 Years
Land Use				
1	Update the Village zoning ordinance and subdivision ordinance to reflect the recommendations and goals of the Comprehensive Plan	Improve overall quality of development in the Village and assure consistency with the Comprehensive Plan	Village Board	0 to 3 Years
2	Update the Village zoning map to reflect the goals and recommendations of the Future Land Use Plan map	Improve overall quality of development in the Village and assure consistency with the Comprehensive Plan	Village Board	0 to 3 Years
3	Creation of Unified Development Code	Creation of one code that incorporates all provisions and ordinances related to development and assures constancy among all regulations	Village Board, Village Engineer, and Consultant	6 to 10 Years
4	Adopt and Official Map for the Village	Assure coordination of development and control growth outside the Village limits	Village Board	6 to 10 Years

Process for Updating the Comprehensive Plan

The Comprehensive Plan may be amended at any time by the Village Board following the procedures in Wisconsin Statutes ss 66.0295(4). Amendments may be needed for a variety of reasons including:

- o Changes in Village goals and policies
- o Unique opportunities presented by private development proposals
- o Changes in Village programs and services
- o Annexations

Wisconsin's Smart Growth legislation requires that the comprehensive plan be updated at least once every ten (10) years. Unlike an amendment, an update involves a revisiting of the entire Comprehensive Plan, often requiring a substantial re-write of the text, updates to the inventory and tables, and substantial changes to maps, where required. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan. Additionally, state statutes should be monitored for any changes.

Process for Amending the Comprehensive Plan

The Village of Genoa City should regularly evaluate its progress towards achieving the goals, objectives, policies, and recommendations within the Comprehensive Plan. It may be determined that amendments are needed to maintain the effectiveness and consistency established within the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as a planning tool upon which decisions are based.

According to legislation governing the creation of Comprehensive Plans in Wisconsin, the same process that was used to initially adopt the plan should also be used when amendments are made. It should be noted that as more statutory compliant plans are developed, the amendment procedure may be clarified or changed and should therefore be monitored.

In order to ensure compliance with the State statute requirements, the Village of Genoa City is required to complete the following steps to amend the Comprehensive Plan.

1. The established public participation procedures must be followed and need to provide an opportunity for written comments from the public to be submitted to the Village Board and for the Village Board to respond to such written comments.
2. The Plan Commission recommends all proposed comprehensive plan amendments to the Village Board by adopting a resolution by a majority vote of the entire Plan Commission. The vote shall be recorded in the minutes of the Plan Commission. The resolution shall refer to all maps and other descriptive materials that relate to one (1) or more elements of the Comprehensive Plan.
3. One (1) copy of the Comprehensive Plan amendment adopted by the Plan Commission for recommendation to the Village Board is required to be sent to the following agencies:
 - a. The Genoa City J2, Randall J1, and Lake Geneva-Genoa City Union High School Districts; the Genoa City Sanitary District; and any other special districts that are located in whole or in part within the boundaries of the Village;
 - b. The clerks of Walworth County, Kenosha County, Racine County, Waukesha County, Jefferson County, and Rock County; the Village of Twin Lakes; the Towns of Bloomfield and Randall;
 - c. The Wisconsin Land Council;
 - d. The Wisconsin Department of Administration;
 - e. The Southeastern Wisconsin Regional Planning Commission (SEWRPC) and East Central Wisconsin Regional Planning Commission (ECWRPC); and
 - f. The Genoa City Public Library and all other public libraries that serve the area in which the Village is located.
4. The Village Board, by a majority vote, will then approve an ordinance for the amendment to take effect after holding a hearing on the ordinance to adopt the amendments that have been preceded by a class 1 notice. The ordinance will then be filed with the Genoa City Public Library and the clerk of all adjacent local government units.
5. The final plan report or amendment must then be sent to the same distribution list as received the recommended comprehensive plan amendment.