

Chapter 9 – Implementation

This element includes a compilation of programs and specific actions to be completed in a stated sequence. These include, but are not necessarily limited to, proposed changes to any applicable zoning ordinances, official maps, sign regulations, erosion and stormwater control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, housing codes, sanitary codes or subdivision ordinances. These programs and specific actions will be used to implement the goals, objectives, policies and recommendations contained within the earlier elements of this plan.

The Implementation Element also includes a section on mechanisms to measure progress that will allow the town to determine if it is successfully implementing its comprehensive plan. In addition, this element also describes how each of the elements of the plan will be integrated and made consistent with the other elements of the plan, as well as amendment and comprehensive plan update procedures.

9.1 Action Plan

1. Task: Coordinate land use administration procedures with Jefferson County
Who: Town Board and Plan Commission
When: Ongoing
2. Task: Pursue a boundary agreement with the City of Watertown
Who: Town Board and Plan Commission
When: Ongoing
3. Task: Pursue intergovernmental cooperation and consolidation of services with other jurisdictions.
Who: Town Board
When: Ongoing
4. Task: Establish a site plan review checklist to use when reviewing development proposals
Who: Town Board and Plan Commission
When: 2018
5. Task: Monitor Wisconsin's Smart Growth legislation for changes to ensure consistency with state law.
Who: Town Board and Plan Commission
When: Ongoing
6. Task: Update the *Town of Watertown Comprehensive Plan*
Who: Town Board and Plan Commission
When: Every 10 years or 12 at least: Minor amendments may be necessary during the interim.
7. Task: Continue participation in DATCP's Farmland Preservation Program.
Who: Town Board and Plan Commission
When: As required by WI Stats Chapter 91.

8. Task: Work with the County to expand the level of Agriculture Related Businesses as a Conditional Use under A-1 zoning.
Who: Town Board and Plan Commission
When: 2018

9.2 Zoning and Ordinance Changes

Town of Watertown Municipal Code

The Town of Watertown took a major step in administrative functions by creating *The Town of Watertown Municipal Code* in 2009. The Code constitutes an assembly of ordinances developed by the Town. It also includes the adoption by reference of many Jefferson County codes such as zoning and subdivision ordinances. The development of the Watertown Municipal Code puts the town in a solid position to implement many of the goals, objectives, policies and recommendations found within the comprehensive plan.

Zoning Ordinances

The Town of Watertown is under the jurisdiction of the Jefferson County Zoning Ordinance Number 11. The practice of "spot zoning" is not encouraged.

The town has established a minimum lot size ordinance of 35,000 square feet for all residential development. The town should amend this ordinance to allow 20,000 square feet minimum lot sizes within conservation subdivisions.

Official Maps

The town does not have an official map. The town will address future street layout and park dedication by requiring the submittal of an area development plan prior to any subdivision approvals.

Sign Regulations

Sign controls are a function of the Jefferson County Zoning Ordinance. The maximum size allowed for any sign within the county is 300 square feet, which effectively limits billboards and off-premise signage. In addition, the Town of Watertown requires a sign permit as established within the Town's Municipal Code.

Erosion and/or Stormwater Control Ordinances

Erosion control and stormwater management are functions of the Jefferson County and Town of Watertown Subdivision Ordinances. Developers must submit an erosion control and stormwater management plan as part of the subdivision approval process. The town should work with Jefferson County to administer and enforce violations of erosion control measures during construction. In addition, the WDNR reviews stormwater impacts through NR116.

Historic Preservation Ordinances

Historic Preservation Ordinances Wisconsin Statute 60.64 provides the Town Board, in the exercise of police and zoning powers, for the purpose of promoting the health, safety and general welfare of the community and of the state, may regulate any place, structure or object with a special character, historic interest, aesthetic interest or other significant value for the purpose

of preservation. The town should consider the adoption of a historic preservation ordinance to protect historic structures within the town. The preservation of these structures could not only protect the rural character of the town but also provide opportunities for rehabilitation to small businesses.

Site Plan Regulations

The town should develop site plan regulations that will reinforce and provide additional detail to what is required by Jefferson County Site Plan regulations. At a minimum, each site plan shall include the location of existing buildings and drives; location of proposed new principal and accessory buildings; location of proposed driveways and access points to public streets; and location of proposed septic systems.

Design Review Ordinances

The Town should pursue the development of a Design Review Ordinance which would review the appearance of commercial, industrial, multi-family and agricultural related developments. The concept of design review was supported as part of the public on-line survey conducted as part of the comprehensive plan update. A copy of the survey can be reviewed in Appendix B of the comprehensive plan. The appearance of single family residential within approved subdivisions, should be addressed by covenants reviewed by the Plan Commission.

Building Codes

The Town of Watertown has adopted an ordinance and hired a building inspector to enforce the Wisconsin Uniform Dwelling Code for new one and two-family homes.

The town should require residents to sign a Memorandum of Understanding regarding Wisconsin's Right to Farm Law as part of the building permit process. This process would notify future residents that they are moving to an agricultural community and agricultural operations can have negative impacts associated with tractors on the road, manure spreading, working farm machinery around the clock, and muddy roads during planting and harvesting.

Sanitary Codes

The sanitary code is administered by Jefferson County. The sanitary code was recently updated for conformance with COMM 83.

Subdivision Ordinance

The town is under the jurisdiction of the Jefferson County Subdivision Ordinance. The county ordinance is adopted by reference within the Town of Watertown Municipal Code. The Town Municipal Code can include provisions more restrictive than the county but cannot be less restrictive. It is recommended that the town work with the county to incorporate standards and a review procedure to deal with conservation subdivisions.

9.3 Planning Element Integration and Consistency

Wisconsin's Smart Growth legislation requires that the implementation element describe how each of the nine 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 the *Town of*

Watertown Comprehensive Plan required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore eliminating the threat of inconsistency. There are no known inconsistencies within the plan or individual elements or between goals, objectives, policies and recommendations.

Over time the potential for inconsistency between the plan and existing conditions could increase, possibly requiring amendments and/or updates to be made. Over time, additional plans regarding specific features within Watertown may also be developed (i.e., outdoor recreation plan, farmland preservation plan). The process used to develop any further detailed plans should be consistent with this *Town of Watertown Comprehensive Plan*.

9.4 Measuring Community Progress

Smart Growth legislation requires that the implementation element provide a mechanism to measure the community's progress toward achieving all aspects of the comprehensive plan. The following tool can be used to measure the town's progress towards achieving the goals, objectives and policies identified within the comprehensive plan. Policies, located in the left hand column of the tool, are the lowest level of measurement for achieving goals and objectives. The effective pursuit of these policies will therefore lead to the implementation of the town's goals and objectives. Indicators, located in the middle column of the table, offer a means to measure policy implementation. This mechanism should be used when the plan is reviewed or updated and on an as needed basis.

Issues and Opportunities

Policy	Indicator of Policy	Purpose
The comprehensive plan shall maintain consistency with state comprehensive planning requirements.	Land use conflicts, litigation	To maintain compliance with Smart Growth legislation.
Public participation shall be required prior to the development and/or amendment to any town plans, ordinances, or programs.	Meeting attendance, outreach efforts made	To ensure the public is informed and given opportunity to be involved.

Housing

Policy	Indicator of Policy	Purpose
Manufactured homes shall meet feature designs similar to "stick built" homes relative to roof pitch, overhang, minimum floor area, minimum width, exterior siding and roofing material requirements consistent with existing town ordinances.	Number of homes not in compliance, types of violations	Community aesthetics, building safety, ensure overall quality housing.
Housing shall be located to reduce impacts to natural vegetation, preserve quality farmland and reduce farmland fragmentation.	Type and amount of land lost to new development, land use conflicts created.	To preserve natural aesthetics, features and town character.
Duplexes are allowed only by conditional use within the R-2, Residential Unsewered and A3, Agricultural/Rural Residential zones. In general, duplex lots should be dispersed throughout the town rather than concentrated in specific areas.	Location of new duplexes and proximity to existing duplexes	To provide for affordable and quality housing while maintaining community character.
The town should work to provide a variety of housing types for all income groups. In addition, the provision of urban services can more easily facilitate a variety of housing types. The town should work with the city to provide a range of housing types within the Planned Transition area.	Types of new housing built in relation to amount of single family homes.	To allow individuals of varying income levels the ability to live in the community.

Transportation

Policy	Indicator of Policy	Purpose
The town should utilize the existing street network to the greatest extent [possible in order to minimize future road maintenance costs and to avoid the fragmentation of farmland and woodland.	Amount and type of road built after development is created.	To minimize future road maintenance costs, avoid the fragmentation of farm and woodland.
An area development plan shall be submitted as a condition of all subdivision review in order to ensure that proposed new roads can connect to adjacent properties and to avoid unnecessary cul-de-sacs and loops that can increase town maintenance costs.	Number of plans submitted for review, type and intensity of review process.	To provide an efficient street network, and maintain current maintenance costs.
Driveway lengths for new development should be limited to assist in response time for police, fire and emergency rescue services.	Lengths of new driveways.	To ensure adequate response times in emergencies.
The town shall utilize information from the PASER (Pavement Service and Evaluation Rating System) to annually update the town's 5-year road improvements program, including the identification of funding sources and priorities for identified improvement projects.	Number of times PASER was utilized in decision making and planning.	To objectively identify road maintenance and construction priorities.
The town should investigate the potential traffic impacts of development.	Plans and efforts made to investigate impacts.	To fully understand potential impacts prior to development.
The town's east-west traffic circulation pattern is severely constrained by the Rock River. The town should investigate the need for crossing of the Rock River on both the east and west sides of town, and determine access needs to Hwy 16 to facilitate the efficient movement of east-west traffic within the town.	Plans and efforts made to investigate needs and opportunities.	To determine the best course of action to alleviate the problem and reduce potential future problems.
The town should coordinate the extension of Beryl Drive with the City of Watertown within the Planned Transition area.	Efforts made and meetings held to coordinate.	To ensure that the city's plans are made in coordination with the town to reduce impacts.
The town should coordinate the designation of bicycle trails on local and county roads within Jefferson County in order to promote alternative modes of transportation.	Efforts made, meetings held to coordinate.	To promote other transportation modes and cost-effective coordination with the county.
The town should work with local residents, neighboring municipalities, county park and planning staff, and state representatives to coordinate the development of a multi-use trail.	Efforts and contacts made, meetings or hearings held.	To develop a trail that meets community needs and tourist potential and is completed in the most cost-effective way.

Utilities and Community Facilities

Policy	Indicator of Policy	Purpose
The town should continually monitor the needs and desires of local residents for a town park.	Efforts made to get at resident desires, surveys, meetings, etc.	To meet the reaction needs of residents.
Telecommunication towers shall be sited and reviewed relative to impacts on surrounding residential properties, the potential for collocation, setbacks from highways and other structures, visual impacts, antenna location and property access, lighting and security so as not to be accessible by the general public.	Location of new towers, severity of impacts related to new towers.	To decrease negative impacts from towers while allowing their placement.
The town and city should address the phasing and extension of public utilities within the Planned Transition area through the development of a boundary agreement	Efforts made at completing an agreement, meeting held.	To plan for utility development as needed in a cost-effective manner and reduce potential conflicts.
The Town should continually look for opportunities to expand broadband services.	Pursue opportunities and initiatives when available	Improve future communication services for town residents and businesses

Agricultural, Natural and Cultural Resources

Policy	Indicator of Policy	Purpose
An interconnected network of environmental features should be preserved throughout the town.	Amount and type of development allowed in corridors, corridors that become unconnected.	To maintain integrity of corridors, maintain outdoor recreation activities.
Extensive areas of the town shall be maintained for agricultural use.	Type and amount of agricultural land taken for new development.	To maintain a strong agricultural base and non-fragmented farmland.
New development should be directed to least productive farmland areas.	Type and amount of agricultural land taken for new development.	To maintain a strong agricultural base, preservation of the “best” agricultural soils.
The town shall provide comment and review on all permit requests relative to the Jefferson County Animal Waste Storage and Nutrient Management Ordinance paying particular attention to potential impacts to surface and groundwater, the number and kinds of animals for which waste storage is to be provided, a description of how waste will be delivered to and removed from the facility, methods and timing of field applications, and impacts to residential areas.	Number of comments and review made, thoroughness of review.	To be informed of new operations and potential impacts on the town’s features.
The town should investigate strategies to protect land along the Rock River corridor, while providing financial compensation to landowners in exchange for the development of property rights. Examples of programs include purchase of development rights by a land trust, conservation easements, or purchase by the Department of Natural Resources via funds allocated within the Stewardship or Land Legacy program.	Efforts made to investigate river protection opportunities, contacts made and discussions held with current land owners.	To protect the Rock River and its assets for future generations and current use.
The town should work to preserve and promote the cultural resources and history of the town.	Efforts made to preserve or promote resources.	To ensure that the historic features and cultural resources of the town are preserved for future generations and potential business opportunities.

Economic Development

Policy	Indicator of Policy	Purpose
The town should explore the possibility of jointly administering an extraterritorial Neighborhood Commercial zoning ordinance with the City of Watertown.	Meetings held to discuss possibility.	To reduce potential land use conflicts while promoting economic development.
Commercial and industrial development should be designed to include landscaping and buffers in order to minimize impacts to surrounding development.	Amount and type of landscaping and buffers surrounding development.	To minimize adjacent impacts.
The town should utilize the results of the Public Participation Survey to make decisions regarding commercial and industrial development.	Decisions made that utilize report, number of economic decisions which conflict with the report findings.	To ensure that new economic development is supported and wanted by the public.
Agricultural related business opportunities should be welcomed in the A-1 zoning district as a conditional use in order to promote agricultural business and entrepreneurial activity.	Number of conditional use permits approved.	Promote rural business growth and entrepreneurial ideas to encourage such growth.

Intergovernmental Cooperation

Policy	Indicator of Policy	Purpose
The town should continue cooperative planning efforts with the City of Watertown, Village of Johnson Creek, surrounding towns, districts, associations, service providers and the county.	Contacts made with other groups during planning or decision making.	To promote coordinated planning that reduces conflicts and increases efficiency.
The town should pursue the development of a boundary agreement with the City of Watertown.	Discussions or meetings held to discuss potential agreement.	To promote coordinated planning that reduces conflicts and increases efficiency.
The town should work with neighboring communities to "edge match" land use plans and policies along municipal borders to promote consistency and minimize future land use conflicts.	Meetings held with neighbors, contacts made.	Promote consistency and minimize impacts.

Land Use

Policy	Indicator of Policy	Purpose
Efficient use of land resources.	Intensive and passive land use changes, changes in demands for facilities or services.	To conserve and protect valuable resources such as farmland, riparian buffers, wildlife habitat and reduce development impacts to those areas.
Full use of urban services.	Locations of new development and services or facilities which are utilized.	To reduce development pressure in other areas and efficiently use and maximize service and utility capabilities.
Mix of uses.	Accommodate a variety of compatible land uses found within a developed area.	To promote community identity, affordable housing, neighborhoods, and reduce distances to needed services
Transportation options.	New road or roadway extensions resulting from a development.	To promote safety, alternative transportation, reduce traffic and impacts.
Detailed human scale design.	Density of development, % of each type of land use found within a developed area.	Maintain rural character and reduce development impacts.
Implementation	Individuals or groups, overseeing the principles implementation, developers identify barriers.	To encourage developers and others to apply principles.

Implementation

Policy	Indicator of Policy	Purpose
Town policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible.	Number of deviations made from the plan, type of non-conformance allowed.	To maintain the integrity and effectiveness of the plan.

9.5 Process for Amending the Comprehensive Plan

The Town of Watertown 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 in a non-accommodating manner to maintain the plan as a planning tool upon which decisions are based. An example of a minor amendment maybe as simple as amending the Preferred Land Use Map to show a future use consistent with a proposed zoning change.

According to Smart Growth legislation, the same process that was used to initially adopt the plan shall also be used when amendments are made. The town should be aware that as more "smart growth" compliant plans are developed, the amendment procedure may be clarified or changed and should therefore be monitored.

The Town of Watertown, in order to ensure that the requirements of sec. 66.1001(4), Wis. Stats., are met, is required to complete the following steps to amend the plan.

- The established public participation procedures must be followed and need to provide an opportunity for written comments to be submitted by members of the public to the Town Board and for the Town Board to respond to such written comments.
- The Plan Commission recommends its proposed comprehensive plan amendment to the Town 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 maps and other descriptive materials that relate to one or more elements of the comprehensive plan.
- One copy of the comprehensive plan amendment adopted by the Plan Commission for recommendation to the Town Board is required to be sent to: (a) Every governmental body that is located in whole or in part within the boundaries of the town. This includes the county on which the town is located. (b) The clerk of every governmental unit that is adjacent to the local governmental unit that is the subject of the plan that is adopted or amended as described including city, village and the town that exercises village powers under s.60.22 (3). (c) The Department of Administration. (d) The regional planning commission in which the town is located (if applicable). (e) The public library that serves the area in which the town is located.
- The Town 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 amendment that has been preceded by a class 1 notice. The ordinance will then be filed with the public library that serves the community and the clerk of all adjacent local governmental units. The final plan report or amendment must then be sent to the same distribution list as received the recommended comprehensive plan amendment.
- It should be noted that a recent legislative change enacts a provision where actions of Conditional Use Permits (CUPs) do not need to be consistent with the Comprehensive Plan. However, any rezones still must meet the consistency requirement.

9.6 Process for Updating the Comprehensive Plan

Wisconsin Smart Growth legislation requires that the comprehensive plan be updated at least once every 10 years. An update requires revisiting the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan including similar time and funding allotments. State statutes should also be monitored for any changes, new or removed language.

9.7 Implementation Goals and Objectives

Goals

Community goals are broad statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities and problems that affect the community. Goals are value-based statements that are not necessarily measurable.

Objectives

Objectives are narrower than goals and are measurable statements usually attainable through direct action and strategic planning. The accomplishment of objectives contributes to fulfillment of the goal.

"A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, sign regulations, erosion and storm water control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, housing codes, sanitary codes, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in all other elements."

Goal IE-1: Promote consistency between and integration of the plan recommendations and local ordinances.

Supporting Objectives

- IE-1.1 Implement an "Action Plan" as part of the Implementation Element to assist the Plan Commission, Town Board and other with the administration of the Comprehensive Plan
- IE-1.2 Work with Jefferson County to ensure that administration and enforcement of land use regulations are consistent with the Jefferson County Agricultural Preservation & Land Use Plan and the Town of Watertown Comprehensive Plan.
- IE-1.3 Work with Jefferson County to determine the most effective approach to review and permit items such as wind & solar power, mobile and radio broadband services and non-metallic mining operations.
- IE-1.4 Continually assess the Town's need to research and pass more restrictive ordinances than Jefferson County when deemed necessary.

- IE-1.5 Amend Town of Watertown ordinances to address changing service, transportation and development trends. Examples include recycling, camping, special events ATV/UTV use etc.

Goal 1E-2: Update the Comprehensive Plan on a regular schedule to ensure that the plan remains a useful tool for growth and development decisions.

Supporting Objectives:

- IE-2.1 Conduct a periodic review of the Comprehensive Plan for consistency with the goals, objectives, maps, policies and programs contained within.
- IE-2.2 Update the Comprehensive Plan every 10 years to coincide with the release of census data.
- IE-2.3 Maintain the importance of the Town's Comprehensive Plan in guiding land use decisions for rezoning and land divisions. (Due to recent State law change, conditional uses no longer need to be consistent with the comprehensive plan).

Goal 1E-3: Improve the efficiency of government administration whenever possible by utilizing improved technology. (Examples include on-line reservations, payments, applications, programs, meeting schedules, information exchange, etc.)

Supporting Objectives:

- IE-3.1 Utilize social and digital media to improve communication with town residents, visitors, and prospectors.

9.8 Implementation Policies

1. The town should develop a notification policy in cooperation with Jefferson County to make neighboring landowners aware of proposals affecting land use, such as rezone petitions or conditional use permit requests.
2. Town policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible.

9.9 Implementation Programs

Implementation programs are listed separately under each planning element found within the comprehensive plan.

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