

## 9. Implementation

The Implementation element includes a compilation of programs and specific actions to be completed in a stated sequence. 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 community to determine if it is successfully implementing its comprehensive plan. In addition, this element also describes how all of the plan elements will be integrated and made consistent, as well as amendment and comprehensive plan update procedures.

Plans can be implemented on a number of fronts, ranging from administrative changes to adoption of new land development regulations, to revision of existing ones, to developing entirely new functions for the Village.

This section provides a listing of the specific actions that the Village will need to take. The action items are grouped into general categories for organizational purposes. Given the constraints of time and resources, this plan is to be implemented over a number of years. Some activities are easily accomplished in a short period of time and others are not. Some require urgent action, while others are less urgent. For these reasons, completion dates are included where applicable to help prioritize resources and personnel. It's very important to note that land use actions approved by the Village such as rezones, land divisions and official mapping shall be consistent with this plan (see Wis Stats 66.1001(3)).

The Village Board and Plan Commission should review this section periodically and update it as necessary. This structured review will help to identify items that have been completed and help to devise an annual work plan for the Plan Commission and community members.

### 9.1 Implementation Programs and Specific Actions

#### Implementation Schedule

Timing	Primary Responsibility	Description
<b>General</b> Upon adoption	Village Clerk	Consistent with state law (§66.1001 Wis. Stats.), forward adopted plan and adopting ordinance to the following: Wisconsin Department of Administration and the Dodge County Planning & Development Department.
Upon adoption	Village Clerk	Consistent with state law (§66.1001 Wis. Stats.), forward adopted plan and adopting ordinance to the Mayville Public Library so that it can be included in the Library's collection for public review.
Upon adoption	Village Clerk	Consistent with state law (§66.1001 Wis. Stats.), forward adopted plan and adopting ordinance to the clerks of the cities of Mayville and Horicon the towns of Leroy, Theresa, Hubbard, and Burnett.

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**Implementation Schedule** (continued)

<b>Timing</b>	<b>Primary Responsibility</b>	<b>Description</b>
Ongoing	Village Board Plan Commission	Include "Implementation of the Comprehensive Plan" on the Village Board's agenda at least once a year to review the Plan Commission's review and take other action as necessary.
Ongoing	Village Clerk	Incorporate general information about the comprehensive plan and efforts to implement on the website and in newsletters that the Village may send to residents.
2022	Village Board	Accept donations and deposit excess Village funds to help fund special projects undertaken in the Village including a water system.
2022	Village Clerk	Have copies of the Village's comprehensive plan available at the Village Hall and on the Village's Website for the public to review.
<b>Housing</b>		
Ongoing	Village Clerk/Board	Continue to utilize the Community Development Block Grants (CDBG) Housing Revolving Loan Fund to help finance housing rehabilitation.
Ongoing	Village Board	Provide adequate areas for new residential development
<b>Transportation</b>		
Annually	Village Clerk/Board	Prepare a PASER each year consistent with WDOT requirements and use the findings to help prioritize capital expenditures for road improvement projects. Monitor new transportation grant programs and submit applications which address needed projects.
Ongoing	Village Board	Pursue road improvement projects consistent with Map 2-Transportation, Appendix A.
<b>Utilities and Community Facilities</b>		
Ongoing	Village Board	Support Library improvements in Mayville and Horicon.
Ongoing	Village Board	Fund park improvements.
2022	Village Board	Develop a Village Right of Way (ROW) Use Permit Ordinance to review construction and maintenance of utilities and communication infrastructure with Village Road ROW's.
<b>Agricultural Resources</b>		
No specific projects recommended.		
<b>Natural Resources</b>		
2022	Village Board	Review and revise as needed the land spreading overlay ordinance.
<b>Cultural Resources</b>		
Ongoing	Plan Commission	Utilize the State Historical Society's Archaeological Inventory, to maintain an up-to-date inventory of archaeological sites as a means to protect these resources.
<b>Economic Development</b>		
Ongoing	Village Board	Be prepared to utilize the tax incremental financing (TID) law if needed.
Ongoing	Village Clerk	Provide current and timely information to the Dodge County Planning & Development Department that will help it promote economic development in the Village. Especially in the areas of agri-business and tourism.
2022	Village Board	Work with Dodge County Economic Development to promote the Village's downtown and other identified locations consistent with the Future Land Use Map.
2022	Village Clerk/Board	Promote and utilize the Kekoskee small business Revolving Loan Program to expand business.

<b>Intergovernmental Cooperation</b>		
Upon adoption	Village Board	Send a letter to the School Districts inviting a school representative to annually present a short report to the Board concerning issues important to the Districts.
Ongoing	Village Board	Work with Mayville, Horicon and adjacent towns to develop an intergovernmental agreement for shared services.
<b>Land Use</b>		
Upon Adoption	Village Board	Revise the existing zoning ordinance to implement and reflect the spirit and intent of this plan. Specifically adopt a zoning district for the downtown Kekoskee area and establish a permit system for renewable energy systems.
2022	Village Board	Revise the existing land division ordinance to implement and reflect the spirit and intent of this plan.
2025	Village Board	Authorize funding to install signage at major Village entries.
Ongoing	Building Inspector	Enforce building codes.
Ongoing	Village Board	Consult this plan when reviewing rezoning requests.
Ongoing	Village Board	Consult this plan when reviewing subdivision proposals.
Upon adoption	Village Board	Develop and adopt a shoreland ordinance.

## Zoning Ordinance

The Town of Williamstown adopted and administered its own zoning ordinance before the attachment by the Village of Kekoskee. The prior incorporated area of the Village (now referred to as the downtown), did not have a zoning ordinance text or map so that small area of entire Village area is currently not zoned. The zoning ordinance is comprised of both text language and the zoning map. The zoning ordinance includes the provision of Wis. Stats Chapter 91, Farmland Preservation certified by the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP). The certification was initially obtained 2014 and is effective for a 10-year period. The ordinance was recertified by DATCP in 2018 as the Village of Kekoskee zoning ordinance.

The purpose of a zoning ordinance is to adopt minimum requirements to promote the health, safety, morals, prosperity, aesthetics, and general welfare of the Village and to aid in the implementation of the *Village of Kekoskee Comprehensive Plan* and the *Dodge County Farmland Preservation Plan*.

Zoning is a mechanism that uses proximity to compatible and/or opposing uses, natural resources, and transportation systems to provide for a variety of land uses and promote orderly growth. The zoning map arranges the Village into districts such as residential, agriculture, commercial, or industrial. The Village takes this delineation further and specifies the permitted land uses, the size of buildings, yard/lot dimensions, and other requirements for development and construction. A primary goal of the zoning ordinance is to secure a reasonable development pattern by keeping similar and related uses together and separating dissimilar, unrelated, and incompatible uses. The farmland preservation zoning district enables qualifying farmers to obtain per acre tax credits.

The *Village of Kekoskee Zoning Ordinance* delineates seven “zones” or districts as follows:

- ◆ FP - Farmland Preservation
- ◆ AG - General Agricultural
- ◆ R - Residential
- ◆ C - Commercial
- ◆ IM - Industrial & Manufacturing
- ◆ CON - Conservancy
- ◆ REC - Recreational

**Recommendation(s):**

The Village of Kekoskee Zoning Ordinance will need to be adopted by the Village upon adoption of the Comprehensive Plan to assure consistency requirements between the plan and the zoning ordinance per Wis Stats 66.1001. Additions to the ordinance should include a mix use zoning district to cover the Kekoskee downtown area. It is very important that future amendments to the zoning ordinance be consistent with and implement the policies and recommendations in the *Village of Kekoskee Comprehensive Plan* and the *Dodge County Farmland Preservation Plan*.

**Timeline:** After 2022 Comprehensive Plan adoption.

**Land Division/Subdivision Ordinance**

A land division ordinance is a tool to control how, when, and if rural farmland, woodlands, and open spaces will be divided and developed while protecting the needs and welfare of the town. It also regulates how new lots will be made ready for future development such as provisions for adequate access (required roads, driveways), wastewater treatment and water supply.

The impact of land division regulations is more permanent than zoning (which regulates the type of development that takes place on a parcel) because once land is divided into lots and streets are laid out, development patterns are set. Local review and regulation of future divisions of land can therefore be an effective tool to realize plan goals to maintain agriculture as a strong part of the local economy, protect natural resources, and retain rural character.

A Village can require a new land division be in conformance with their comprehensive plan as a basis of approval. The key to implementing this objective is twofold. First, the ordinance should clearly state that consistency with the community’s comprehensive plan is a criterion of approval. Secondly, the ordinance should contain a provision requiring the proponent for a land division to submit a clear and concise letter of intent as part of the land division application. The letter of intent submitted as part of the application record can be used to decide if the lot proposed to be created will adequately accommodate the future use of the property.

Adoption of the local land division ordinance must be consistent with state statutes and will require local administration (e.g., application review, fee collection, public hearings, inspection, enforcement, etc.).

**Recommendation(s):**

Update Village land division regulations

**Timeline:** 2022 after Comprehensive Plan adoption.

**Shoreland - Floodplain Ordinance**

This ordinance was originally administrated by the Dodge County Land Resources and Parks Department. Areas regulated by this ordinance included all the lands (referred to herein as shorelands) in the unincorporated areas of Dodge County (including the now Village of Kekoskee) which are:

1. Within one thousand (1,000) feet of the ordinary high-water mark (OHWM) of navigable lakes, ponds or flowages. (NR 115.03(8)) Lakes, ponds or flowages in Dodge County shall be presumed to be navigable if they are listed in the Wisconsin Department of Natural Resources publication FH-800 2009 "Wisconsin Lakes" book available electronically at the following web site: <http://dnr.wi.gov/org/water/fhp/lakes/lakemap/>, they are shown on the United States Geological Survey quadrangle maps (1:24,000 scale), or they are shown on other zoning base maps.
2. Within three hundred (300) feet of the OHWM of navigable rivers or streams, or to the landward side of the floodplain, whichever distance is greater. (NR 115.03(8))

Rivers and streams in Dodge County shall be presumed to be navigable if they are designated as perennial waterways or intermittent waterways on United States Geological Survey quadrangle maps (1:24,000). Flood hazard boundary maps, flood insurance rate maps, flood boundary-floodway maps, county soil survey maps or other existing county floodplain zoning maps are to be used to delineate floodplain areas.

The provisions of this ordinance apply to regulation of the use and development of unincorporated shoreland areas, and to annexed or incorporated areas as provided in s. 59.692 (7), Stats. Unless specifically exempted by law, all cities, villages, towns, counties and, when s. 13.48 (13), Stats., applies, state agencies are required to comply with, and obtain all necessary permits under, local shoreland ordinances. The construction, reconstruction, maintenance or repair of state highways and bridges carried out under the direction and supervision of the Wisconsin Department of transportation is not subject to local shoreland zoning ordinances if s. 30.2022 (1), Stats., applies. (NR 115.02).

Wisconsin Statute 87.30 requires Counties, Cities, and Villages to implement floodplain zoning. In addition, the Federal Emergency Management Agency (FEMA) has developed flood hazard data. Also, refer to Map 8 located in the Appendix for general locations at this time.

Determinations of navigability and ordinary high-water mark location shall be made by the Department Natural Resources.

Under s. 281.31(2m) Wis. Stats., notwithstanding any other provision of law or administrative rule promulgated thereunder, shoreland zoning ordinances do not apply to lands adjacent to farm drainage ditches if: (1) Such lands are not adjacent to a natural navigable stream or river; (2) Those parts of such drainage ditches adjacent to such lands were not navigable streams before ditching; and (3) Such lands are maintained in nonstructural agricultural use.

The use of any land, the size, shape and placement of lots, the use, size, type and location of structures on lots, the installation and maintenance of water supply and waste disposal facilities, the filling, grading, lagooning, dredging of any lands, the cutting of shoreland vegetation, the subdivision of lots, shall be in full compliance with the terms of the shoreland protection ordinance and other applicable local, state or federal regulations. Buildings and other structures shall require a permit unless otherwise expressly excluded by a provision of this ordinance. Property owners, builders and contractors are responsible for compliance with the terms of this ordinance.

**Recommendation(s):**

The Village of Kekoskee will need to adopt shoreland standards as part of their zoning ordinance or contract with Dodge County through an agreement to administer the ordinance.

**Timeline:** 2022 after Comprehensive Plan adoption.

**Overlay Zoning Districts**

Dodge County administers eight overlay districts in towns throughout Dodge County. However only 3 overlay districts applied to the Town of Williamstown. The use of an overlay district allows additional and more stringent provisions than the base-zoning district. These districts are used to prevent negative impacts through restrictions that are specific to the purpose and intent of each overlay. The overlay districts which formerly applied to the Town of Williamstown that were administered by Dodge County were as follows:

♦ *County Highway Setback Overlay District*

The Highway Setback Overlay District is intended to prevent conflicts between new structures and the provision for new highways by establishing setback lines along all public highways and at the intersections. Structures within 200 feet of the highway must comply with the setback measurements established in the Dodge County Land Use Code.

♦ *Land Spreading and Petroleum Contaminated Soil Overlay District*

The Land Spreading and Petroleum Contaminated Soil Overlay District regulates and restricts the spreading of petroleum contaminated soils on the lands and waters of the County. This results in the protection of spawning grounds and prevention of water pollution.

♦ *Non-Metallic Mining Reclamation Overlay District*

The Non-Metallic Mining Reclamation Overlay District is used to ensure the effective reclamation of non-metallic mining sites on which non-metallic mining takes place in Dodge County. The Code requires a public hearing for new mines and sets standards for the issuance of permits.

**Recommendation(s):**

Similar to shoreland zoning, the Village should review the need to adopt similar zoning overlay standards as part of their zoning ordinance or contract with Dodge County through an agreement to administer the overlay ordinance requirements.

**Timeline:** 2022 and then ongoing

**Book of Ordinances**

It is customary for towns with village powers, to assemble a variety of local ordinances to address various situations required to protect the health, safety and welfare of its citizens. The Village of Kekoskee should review the current book of ordinances that were adopted by the Town of Williamstown (32 specific ordinances) and make any amendments for applicability to the attachment area. It is important that these ordinances are reviewed periodically to ensure they are legislatively supported or are addressing changing trends and desires.

**Recommendation(s):**

Review existing ordinances for applicability and legislative support. Set a schedule to conduct this review. Amend or repeal as necessary. Develop a Village Right of Way (ROW) Use Permit Ordinance to review construction and maintenance of utilities and communication infrastructure with Village Road ROW's.

**Timeline:** 2022 and then ongoing.

**Official Maps**

Cities, villages, and towns may adopt official maps. These maps, adopted by ordinance or resolution, may show existing and planned streets, highways, historic districts, parkways, parks, playgrounds, railroad rights of way, waterways and public transit facilities. The map also may include a waterway only if it is included in a comprehensive surface water drainage plan. No building permit may be issued to construct or enlarge any building within the limits of these mapped areas except pursuant to conditions identified in the law.

Official maps are not used frequently because few communities plan anything but major thoroughfares and parks in detail in advance of the imminent development of a neighborhood.

**Recommendation(s):**

Not required at this time.

## **9.2 Integration and Consistency of Comprehensive Plan Elements**

Comprehensive planning 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 used to update the *Village of Kekoskee Comprehensive Plan* included all elements of the plan to be revised 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 threat of inconsistency between the plan and existing conditions will increase, requiring amendments and/or updates to be made. Additional plans regarding specific features within the Village 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 Comprehensive Plan and vice versa.

## **9.3 Measurement of Plan Success**

Successful implementation of this Comprehensive Plan can be measured in several ways. The primary means for measuring success of the plan is through regular review and updating of the plan. Through this process, errors, inconsistencies, and aspects of the plan that have not worked on can be evaluated and changes can be made. Success of the plan can also be measured by tracking the number of changes to the plan that is granted by the Village Board each year. A large number of changes can indicate a problem with the plan that may need to be addressed. Comparing future population growth and the number of new housing units in the Village to the figures and projections presented in this plan can also aid in determining the success of the projections in this Plan.

Finally, the comprehensive plan should provide good direction on rezoning requests. Should a rezoning request be inconsistent with the comprehensive plan, the rezoning should be either denied or the comprehensive plan amended to support the proposed change.

## **9.4 Updating & Amending the Plan**

This plan should be updated as needed to include any significant data changes such as Census data when it becomes available and should be reviewed, updated, or revised at least every 10 years. However, various circumstances and certain opportunities may warrant changes to the plan prior to the next scheduled update or revision. Proposals for amendments can come from Village residents, the Plan Commission and from the Village Board. If requested by a Village resident, a comprehensive plan amendment application shall be filed with the Village Clerk with the required fee to cover review and public hearing expenses. The comprehensive plan amendment application should include specific information from applicant justifying the need for proposed changes to the plan.