

CHAPTER 9: IMPLEMENTATION

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CHAPTER 9: IMPLEMENTATION

9.1 Introduction

A smart growth comprehensive plan serves a community by establishing priorities for the future, evaluating available resources, and providing a means for dealing with change. The purpose of the planning effort is to develop a plan that will guide both public and private decisions. In order to follow the plan as described in the preceding chapters, it is necessary to implement the goals, objectives, policies and recommendations as outlined on a continual basis. If a plan is to be successful it must be implemented meaningfully and aggressively.

9.2 Role of the Plan

All land controls governing the City of Clintonville must be consistent with the adopted comprehensive plan¹. The City's Plan Commission is responsible for ensuring this plan is used as a guide to update and/or replace ordinances to reflect the goals of this plan. When the Plan Commission reviews any petitions for development, the plan should be reviewed; any recommendations for future development must be based on the identified goals, objectives, policies and recommendations and proposed land use patterns within this plan. If the Plan Commission must ultimately make a decision that is inconsistent with the plan, the plan must be amended to reflect the change in policy.

9.3 Responsibility

9.3.1 Elected Officials

Elected officials must make their decisions on criteria regarding how development will affect the entire community, as well as how it will influence a specific site. As a result, elected officials make complex decisions based upon the comprehensive plan, the goals of the applicant, technical advice from staff, citizen input from advisory boards, and their own judgment on the specific development. The comprehensive plan provides much of the factual information an elected official will need for decision making. Elected officials must familiarize themselves with the contents and overall goals of the plan in order to ensure the plan remains viable.

9.3.2 Plan Commission

The powers and duties of planning commissions have been established by Wisconsin Statutes². The City of Clintonville Plan Commission is the primary entity responsible for implementing and updating this comprehensive plan. As such, the Plan Commission must promote good planning practices within the City. Commission members should be knowledgeable about the contents, goals, objectives, policies and recommendations of the comprehensive plan. Moreover, the Plan Commission must promote active citizen participation in future planning efforts, and should strive to keep the citizens and elected officials informed of any technical issues and proceedings regarding current planning issues. The Plan Commission is responsible for periodic amendments to the comprehensive plan so that regulations and ordinances are in compliance with the plan. Likewise, the Plan Commission must review all new ordinances to verify they are compliant with the goals, objectives, policies and recommendations of the comprehensive plan.

¹ Wisconsin State Statutes 66.1001.

² Wisconsin State Statutes 62.23 and 60.62.

9.4 Consistency

9.4.1 Internal Consistencies

The comprehensive plan was developed sequentially with supportive goals, objectives, policies and recommendations. Utilizing the City's Visioning Open House and information contained in the background chapters as a basis, key issues were identified for each of the nine elements of the plan. Using these issues, along with factual information regarding natural features, historical population and housing data, population and housing projections, and an analysis of existing infrastructure, goals, objectives, policies and recommendations for each comprehensive planning element were developed. The identified goals, objectives, policies and recommendations expressed in this plan were used to prepare the Future Land Use Map (Map 8-2). To maintain internal consistency, any amendment to the plan should be accompanied with an overall review of all nine elements and their associated goals, strategies and recommendations.

Beginning on January 1, 2010³, if a local governmental unit enacts or amends any of the following ordinances, the ordinance shall be consistent with that local governmental unit's comprehensive plan⁴:

- Official mapping ordinances enacted or amended under Wisconsin State Statutes 62.23 (6).
- Local subdivision ordinances enacted or amended under Wisconsin State Statutes 236.45 or 236.46.
- County zoning ordinances enacted or amended under Wisconsin State Statutes 59.69.
- City or village zoning ordinances enacted or amended under Wisconsin State Statutes 62.23 (7).
- Town zoning ordinances enacted or amended under Wisconsin State Statutes 60.61 or 60.62.
- Shorelands or wetlands in shorelands zoning ordinances enacted or amended under Wisconsin State Statutes 59.692, 61.351 or 62.231.

9.4.2 External Consistencies

Not only is it important to maintain internal consistencies, but the City should also be aware of other planning documents and their relevance to the City's comprehensive plan. An attempt should be made to maintain consistency with these plans if possible. Some examples of these plans include:

State Plans:

- *Wisconsin State Airport System Plan 2030*
- *Wisconsin State Bicycle Transportation Plan 2020*
- *Wisconsin State Freight Plan*

³ *Wisconsin Act 372* delays the consistency requirement until January 1, 2012 for local governments who applied for but not received a comprehensive planning grant from the WDOA. It also gives WDOA discretionary authority to grant consistency extensions to grant local governments who have received a comprehensive planning grant.

⁴ *Wisconsin State Statutes 66.1001(3)*.

- *Wisconsin Pedestrian Policy Plan 2020*
- *Midwest Regional System Report*
- *Connections 2030 Long Range Transportation Plan*
- *Wisconsin State Highway Plan 2020*
- *Six Year Highway Improvement Program, 2017 – 2022*
- *WisDOT Strategic Highway Safety Plan 2017-2022*

Regional Plans:

- *East Central Wisconsin Regional Planning Commission Comprehensive Plan, 2030 (adopted May 2008)*

County Plans:

- *2015 Waupaca County 5-Year Outdoor Recreation Plan*
- *Waupaca County Farmland Preservation Plan*
- *Waupaca County Land and Water Resource Management (LWRM) Plan*
- *Waupaca County Year 2030 Comprehensive Plan*
- *Outagamie County 2008 Comprehensive Plan (adopted March 25, 2008 – is currently being updated)*

Local Plans:

- *Town of Larrabee 2030 Comprehensive Plan (adopted July, 2007)*
- *Town of Matteson 2030 Comprehensive Plan (adopted September, 2007);*
- *Town of Bear Creek 2030 Comprehensive Plan (adopted August, 2007)*

9.5 Monitoring Progress

It is the responsibility of the Plan Commission to monitor the progress of implementation utilizing the Implementation Tables found at the end of this chapter. The progress of plan implementation should periodically be reported to the City Council. Additionally, the Plan Commission should annually review the goals, objectives, policies and recommendations and address any conflicts which may arise between the elements of the plan. While it is the responsibility of the Plan Commission to monitor progress, others may also check progress including community members, City staff and citizen groups.

In order to assist the Plan Commission with the monitoring of the plan, it may be necessary to develop and implement a variety of informal tools and techniques. Items for consideration may include:

- creation of development review ‘checklists’ to assist with determining a proposal’s consistency with the comprehensive plan;
- integration of plan recommendations into a ‘performance-based budgeting’ initiative;
- development of an annual ‘work plan’ for the Plan Commission;
- placing the comprehensive plan as an item on every Plan Commission meeting agenda so that either the public and/or Plan Commission members can discuss items related to the plan, or to use the time to evaluate implementation progress;

- developing articles for the City newsletter/website which focus on certain recommendations within the plan and calling for public input or volunteers to work on an item; and
- designation of an official “Comprehensive Planning Day” within the City and have activities or workshops related to this subject so as to build awareness (perhaps associated with the month of October which is the American Planning Association’s formal “Community Planning Month.”

9.6 Updating the Plan

A comprehensive plan must be updated at least once every ten years⁵. However, it is strongly recommended that the Plan Commission annually review both the implementation schedule and current planning decisions to ensure compliance with the overall goals of the plan and continued consistency with the overall vision of the community. This annual review should also be used to determine if a “major” plan amendment is required.

The comprehensive plan is a dynamic document. The plan should be updated when new demographic, economic, and housing data are released by the U.S. Census Bureau. It is anticipated that the land use element will likely require updating over the course of the plan due to growth and change that the City may experience. Other elements are less likely to need updates. Furthermore, as community values change, some goals, objectives, policies and recommendations may no longer be relevant. The update to a plan should take less time than the full comprehensive planning process, but should include public participation.

9.7 Adopting the Plan or Update

As directed by Wisconsin State Statutes 66.1001(4), any plan commission or other body of a local governmental unit authorized to prepare or amend a comprehensive plan shall adopt written public participation procedures that foster public participation, adopt a resolution by a majority vote of the entire commission or governmental unit. The vote shall be recorded in the official 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.

The City Council and Plan Commission may spend time reviewing, revising and requesting revisions to the recommended plan. The City Council shall draft an ordinance adopting the plan and publish a class 1 public notice 30 days prior to the hearing on the proposed ordinance to adopt the final “recommended plan”. The City Council must provide an opportunity for written comments to be submitted by public and there must be a response to those comments. In addition, a public hearing must be held on the ordinance. By majority vote, the City Council must approve the ordinance. One copy of the adopted comprehensive plan, or an amendment to the plan, shall be sent to the following:

- every governmental body that is located in whole or part within the boundaries of the local governmental unit (county, utility districts, school districts, sanitary districts, drainage districts);
- the clerk of every local governmental unit that is adjacent to the local governmental unit that is the subject of the plan that is adopted or amended;

⁵ Wisconsin State Statutes 66.1001(2)(i).

- the Wisconsin Department of Administration (notification required, only);
- East Central Wisconsin Regional Planning Commission; and
- the public library that serves the area in which the local government unit is located.

9.8 Land Use Planning Controls

Although zoning and subdivision ordinances are the two most commonly utilized land use planning tools, there are several key tools which can be utilized to ensure that new development occurs in an organized and desired fashion. The City may wish to modify existing or establish new ordinances which regulate new development.

9.8.1 Zoning

Comprehensive plans and zoning ordinances perform differently. A comprehensive plan is a “guide to the physical, social, and economic development of a local government unit” and that “the enactment of a comprehensive plan by ordinance does not make the comprehensive plan by itself a regulation.”⁶ Comprehensive plans provide a vision for 20 years while zoning ordinances have an immediate impact on land use decisions. In order to rectify this difference, re-zoning is completed on an ongoing basis in a manner that is consistent with the overall vision of the plan. The timing of rezoning is dependent on market forces, political climate, and the accuracy of the plan’s predictions.

The Plan Commission and City Council must continually ensure that any future zoning changes are consistent with the comprehensive plan. Several actions can be taken to ensure that zoning decisions are made that accommodate the preferred future land uses as indicated on the Future Land Use Map ([Map 8-2](#)).

- Compare intended future land uses with existing zoning. Amend current zoning to reflect the intended future uses for all areas within the City.
- Encourage local citizens and elected officials to actively participate in ongoing City meetings regarding all zoning and planning issues.
- Amend existing ordinances and develop new ordinances which are reflective of the goals, objectives, policies and recommendations of all elements in the City’s comprehensive plan.

9.8.2 Official Maps

Cities, villages, and towns which have adopted village powers have the authority to develop an official map⁷. An official map is a diagram which delineates the current and future roadways such as local streets, highways, historic districts, parkways, and parks. Additionally, an official map may delineate railroad right-of-ways, waterways (only if included on a comprehensive surface water drainage plan) and public transit facilities. Furthermore the map may establish exterior lines of future streets, highways, historic districts, parks, parkways, public transit facilities, waterways, and playgrounds. Once an official map is adopted by ordinance, no building permits may be issued to construct or enlarge any building within the limits of the features listed above.

⁶ 2009 Wisconsin Act 379.

⁷ Wisconsin Statutes 62.23(6).

Official maps serve several important functions which ensure that future land use decisions will remain compliant with the comprehensive plan.

- Future costs for land acquisitions for city/village/town streets and other delineated features are lowered or minimized because the land will remain vacant.
- Future subdivisions of land will be streamlined because future streets have already been established; developers will be required to adhere to guidelines set forth within the official map unless it is amended by an ordinance.
- Potential home and land buyers can be readily informed that land has been designated for specific public uses.
- Acceptable route(s) for a potential by-pass for a major state highway can be delineated.
- Local governments can preserve sensitive environmental features (i.e. trout streams) while establishing a preferred corridor for a by-pass.

The City should ensure that its official map is current and consistent with the comprehensive plan.

9.8.3 Sign Regulations

Many communities are interested in regulating signage for local business in order to preserve a rural atmosphere and “community character.” Restrictions are especially important in major transportation corridors, historic downtowns or neighborhoods, or other culturally or environmentally significant areas. As signs have become increasingly larger and bolder due to illumination, roadways have become more cluttered and communities have become less distinctive.

9.8.4 Erosion and Stormwater Control Ordinances

Local communities may adopt a construction site erosion control and stormwater management ordinance. The purpose of these ordinances is to protect surface water quality and minimize the amount of sediment and other pollutants in stormwater runoff from construction sites to lakes, streams, and wetlands.

9.8.5 Historic Preservation Ordinance⁸

As development continues to modernize the appearance of an area, the use of an historic preservation ordinance can help a community protect and enhance key cultural and historical features. A historic preservation ordinance can designate local landmarks and protect these properties by regulating new construction, alterations or demolitions that affect them. More information is available on the Wisconsin Historical Society’s webpage at <http://www.wisconsinhistory.org/>.

9.8.6 Design Review Ordinance

Design review can accompany many different development aspects and will assist communities in achieving an identified look and character expressed within the individual vision statements. These ordinances, however, need to be based upon well-defined sets of criteria. Signage, lighting, exterior building material types, structural guidelines, colors, and other aspects will have to be specifically identified within any ordinance.

⁸ Historic Preservation Ordinances are regulated under *Wisconsin Statutes 62.23 (em)*.

9.8.7 Building/Housing Codes

The Uniform Dwelling Code promotes health, safety, and general welfare; protects property values; and provides for orderly, appropriate development and growth in the communities. The enforcement of the uniform dwelling code along with enforcement of other local codes can help ensure properties are adequately maintained and that property values are protected.

9.8.8 Floodplain Ordinance

The City regulates all areas that would be covered by the regional flood or base flood and a shoreland that was annexed by the City after May 7, 1982, and that prior to annexation was subject to a county shoreland zoning ordinance under Wis. Stat. sec. 59.692.

9.8.9 Subdivision Ordinances

Wisconsin State Statutes regulate the division of raw land into lots for the purpose of sale for building development. A subdivision ordinance is related to the zoning ordinance in that it regulates the platting, or mapping, or newly created lots, streets, easements, and open areas. A subdivision ordinance can help implement the comprehensive plan and must be consistent with and conform to the local comprehensive plan goals. Furthermore, subdivision ordinances can incorporate construction standards and timelines for completion of community facilities such as transportation networks or curb and gutter systems.

9.8.10 Lighting Controls/Ordinances

As development pressures occur, communities discover that not only are the natural features being altered, but also the scenic views of the night sky are being diminished. Both yard lighting and signage can change the character of a community as significantly as new development. This is especially true in areas where new lighting has become over-excessive in new commercial or industrial districts. Direct lighting or glare can and should be regulated in order to maintain community character.

Currently, lighting and its evening glare is one of the chief complaints residents have in many communities across this state and nation. Many light manufactures have responded positively to complaints about the increased amounts of light pollution. There are many examples of development and lighting structures which have reduced scatter light through new non-glare technologies. Many light manufactures have light cutoff shields that will remove glare, thus increasing the light's effectiveness and reducing its overall energy consumption. Other lights may direct light at ground height only. Since non-glare lighting and other similar technologies are similarly priced to current lighting practices, communities should consider developing lighting ordinances which not only reduce light pollution, but also improve energy consumption and costs.

9.9 Non-regulatory Measures

9.9.1 Capital Improvement Plan

This is an ongoing financial planning program intended to help implement planning proposals. The program allows local communities to plan for capital expenditures and minimize unplanned expenses. Capital improvements or expenditures are those projects that require the expenditure of public funds for the acquisition or construction of a needed physical facility.

Capital improvement programming is a listing of proposed projects according to a schedule of priorities over the next few years. It identifies needed public improvements, estimates their costs, discusses means of financing them, and establishes priorities for them over a four-to-six year programming period. Improvements or acquisitions considered a capital improvement include:

- Public buildings (i.e. – fire and police stations)
- Park acquisition and development
- Roads and highways
- Utility construction and wastewater treatment plants
- Joint school and other community development projects
- Fire and police protection equipment

A capital improvement plan or program is simply a method of financial planning for these types of improvements and scheduling the expenditures over a period of several years in order to maximize the use of public funds. In addition, each year the capital improvement program should be extended one year to compensate for the previous year that was completed. This keeps the improvement program current and can be modified to the community's changing needs.

Preparation of a Capital Improvement Program: The preparation of a Capital Improvement Program is normally the joint responsibility between the community administrator or plan commission, City president, various department heads, governing body, and citizen commissions. The preparation of a capital improvement program may vary from community to community depending on local preferences, the local form of government and available staff. In communities that have a community development plan or comprehensive plan, a planning agency review of the proposed capital improvement program is desirable. The Clintonville Administrator is responsible for the preparation of a 5-year CIP.

9.10 Implementation Strategies for Planning Element Integration

While this comprehensive plan is divided into nine elements, in reality, community planning issues are not confined to these divisions. These overall strategies are grouped by element. The letter(s) in the front of the strategy corresponds to the element, for example, housing is represented with an H, transportation a T, agricultural, natural and cultural resources with an ANC, utilities and community facilities with an UCF, economic development with an ED, intergovernmental cooperation with a IC and land use with a LU. The City of Clintonville selected from the available strategies to generate its policies and recommendations. The Plan Commission rated the selected strategies to reflect the City's highest priorities for implementation, these areas where the city is willing to take direct implementation responsibility. Higher priorities are given a higher priority in the timeline. The following strategies were selected as the highest priorities:

- H1 Create a range of housing options;
- H4 Create opportunities to rehabilitate the existing housing stock;
- T1 Increase funding for road maintenance and reconstruction;
- T9 Ensure that the road system is well maintained and operates efficiently;
- ANC5 Change the management of stormwater runoff;
- UCF1 Create efficiencies in the cost of providing services and facilities (control taxes);
- UCF3 Create intergovernmental efficiencies for providing services and facilities;

UCF9 Maintain and update existing facilities and replace equipment in a timely manner;
 ED1 Promote and enhance the downtown business district;
 ED2 Provide and support a range of economic development activities to encourage retail, commercial and industrial growth;
 IC2 Strengthen existing partnerships and build new relationships;
 LU2 Focus on quality and character of new development in order to create a sense of place and/or community identity; and
 LU5 Strengthen the downtown business district

9.11 Implementation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Implement to the extent possible the recommendations contained within the Comprehensive Plan Update.

Objectives

- 1.a. Closely monitor the implementation of the plan recommendations to ensure that they are being followed.
- 1.b. Update the plan as necessary
- 1.c. Emphasize the need for intergovernmental cooperation throughout the implementation process.

9.12 Implementation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the city is concerned about. Policies and recommendations become primary tools the city can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to the individual chapters for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The city’s policies are stated in the form of position statements (City Position), directives to the city (City Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the city should be prepared to complete. The completion of these actions and projects is consistent with the city’s policies, and therefore will help the city fulfill the comprehensive plan goals and objectives.

Policies: City Directive

I1. The city shall maintain the comprehensive plan as an effective tool for the guidance of city governance, and will update the plan as needed to maintain consistency with state comprehensive planning requirements (Source: Basic Policies).

I2. City policies, ordinances, and decisions will be made in conformance with the comprehensive plan to the fullest extent possible (Source: Basic Policies).

I3. Areas of the plan which are likely to be disputed or litigated in the future will be reviewed by the city attorney to ensure his or her knowledge of the plan and to offer suggestions to reduce conflict (Source: Basic Policies).

Recommendations

- The Plan Commission should periodically review the implementation schedule and update the City Council as to progress that is being made.
- The Plan Commission should annually review the goals, objectives and recommendations and address any conflicts.
- The City Council should periodically include an agenda item for plan implementation progress.
- The Plan Commission should recommend modifications to the plan as necessary.
- The City should update the comprehensive plan within a maximum of 10 years.
- As available, provide updated information to supplement the plan information.
- Work with others, as needed, to implement the recommendations contained within the City of Clintonville's comprehensive plan.

9.13 Implementation Schedule

The goals established in the implementation schedule should be applied over the planning period which begins in 2019 with the adoption of the comprehensive plan. They represent priorities for the City of Clintonville. Objectives provide more detailed and readily measurable steps toward reaching each goal, while policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Recommendations are used to ensure plan implementation.

Due to the nature of comprehensive planning, goals, objectives, policies and recommendations of each particular element are interrelated. To ensure that implementation of the plan is achieved in a timely fashion, a priority/timeline has been set for each recommendation. During periodic reviews, the Plan Commission should verify that these deadlines have been met and consider additional recommendations or actions to better achieve the stated goal, if necessary. Specific landmark dates have been established to ensure that individual recommendations or actions complement one another in their implementation. The landmark dates have been reviewed by the Plan Commission, City Staff and the City Council to assure that they are

feasible expectations.

The primary responsibility for implementing the plan lies with the City Council. Secondary responsibility for performing the recommendations or actions in the plan lies with the Plan Commission, which is appointed by elected officials, along with other key partners and City staff.

Recommendations are divided by primary responsibility and priority/timeline date for completion. The plan implementation tables on the following pages provide a detailed list and work schedule of recommendations or actions that the City should complete as part of the implementation of the Comprehensive Plan (Tables 9-1 to 9-?). It should be noted that many of the recommendations require considerable cooperation with others, including the citizens of City Clintonville, City staff, and local/state governments. The completion of recommended actions in the timeframe presented may be affected and or impacted by competing interests, other priorities, and financial limitations facing the City.

Priority / Timeline

The plan should be implemented over a period of 20 years. The following is a listing of the priorities ranging from high priority (1) to low priority (5).

Priority 1: 1 - 2 Years (2019 – 2020)

Priority 2: 3 – 5 Years (2021 – 2023)

Priority 3: 6 – 10 Years (2024 – 2030)

Priority 4: 11 – 20 Years (2031 – 2040)

Priority 5: 21 – 30 Years (2041 – 2050)

Insert Implementation Tables

Table 9-1: City Council

Table 9-2: City Administrator

Table 9-3: Plan Commission

Table 9-4: Department of Public Works

Table 9-5: Parks and Recreation Department

Table 9-6: Building Inspection Department

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