

## CHAPTER 10, IMPLEMENTATION ELEMENT

For the Implementation Element of the Plan, the Wisconsin comprehensive planning legislation requires the following:

- *A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in the Elements of the Plan;*
- *Describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan;*
- *Include a mechanism to measure the city's progress toward achieving all aspects of the comprehensive plan; and*
- *Include a process for updating the comprehensive plan, to be done no less than once every 10 years.*

The sections and page numbers for this chapter are shown below:

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### Implementation Actions

Each chapter of this Comprehensive Plan identifies a set of goals and objectives with a list of actions designed to achieve those goals and objectives. Over 130 actions are identified in this document. As the Plan was prepared, the goals, objectives, and implementation actions were compared between the elements, in order to keep the actions and goals consistent between the elements. If an implementation step was applicable to more than one goal, the action is identified with each goal.

While each of the actions hold a degree of significance and merit, it is not possible to implement all of these actions immediately. In order to prioritize the list of actions, the Comprehensive Plan Update Committee and key city staff members voted on actions they viewed as most important for implementation. The CPUC narrowed the list of actions to a manageable few to identify those most important to implement. Ideally, implementing this short list of actions will lead to easier implementation of other actions found within the document.

The short list of “high-priority” implementation actions includes 13 actions. These actions are discussed in various chapters throughout the Comprehensive Plan. As part of the Implementation Element, these actions were given additional detail in regard to their implementation.

#### *Regulatory Documents*

The first two “high-priority” implementation actions relate to two regulatory documents, which have been discussed frequently throughout this document – the Zoning Ordinance and the Land Subdivision Ordinance. While several detailed items were identified with these the revision of these two documents, the few actions that

were viewed as most significant were listed with these two documents. Updating the zoning and subdivision regulations are commonly the first activities undertaken after the adoption of a comprehensive plan, as they regulate the use and division of land. The city's Department of Community Development/Planning Services Division will be the lead agency responsible for updating these documents.

For the **Zoning Ordinance** the revisions that were viewed as most important to conduct include:

- a. Creating minimum requirements for open space area and/or recreation facilities for high-density residential development (or require a deposit to a park development fund).
- b. Creating Landscaping requirements for new developments and parking lots.
- c. Reviewing the minimum lot sizes and setback standards for residential, commercial, and industrial properties.
- d. Reviewing and reducing parking space requirements.
- e. Reviewing minimum lot sizes and setback standards for shorelands and other natural features.

For the **Land Subdivision Ordinance**, the revisions that were viewed as most important to conduct include:

- a. Creating cluster development requirements for protecting environmentally sensitive areas.
- b. Addressing tree retention and tree replacement during development.
- c. Eliminating conflicts between stormwater management and development requirements.
- d. Updating the parkland dedication fees and land dedication requirements.

### *Implementation of Existing Plans*

Four "high-priority" actions address the need for continuing implementation of existing plans in order to achieve the goals of the Comprehensive Plan. These include:

- A. Continuing to implement the recommendations of the "**Downtown Action Plan**". This plan was adopted in October 2000 and is currently being implemented with the completion of Opera House Square and the expansion of Riverside Park. The Downtown Action Plan will continue to be implemented with the streetscaping projects during the reconstruction of North Main Street and with the implementation of the South Shore Redevelopment Area.
- B. Participating in the implementation of the "**University of Wisconsin-Oshkosh Campus Master Plan**", where those recommendations are consistent with this Comprehensive Plan. The UW-Oshkosh plan was shown and referenced in various places in this document, as the Campus Master Plan relates to transportation, neighborhood development, and land uses on a significant portion of the central city area and along the Fox River.

- C. Continuing to implement the “**Pedestrian and Bicycle Circulation Plan**”, which was adopted in 1998. In addition to the existing document, two additional facets should be added to the Plan including:
  - a. Further identify and develop a linked network of parks and trails around and within the city, and
  - b. Promote the design and construction of the Fox River Corridor with a continuous, looped trail system and an environmentally sensitive design for the shoreline.

Relating to the implementation of the Pedestrian and Bicycle Circulation Plan is **incorporating planning and review processes for pedestrian and bicycle transportation-related issues into an existing city board or commission** was also identified as a priority action. The city has clearly defined committees for parking issues, transit issues, and traffic issues, but no committee is clearly charged with the responsibility of championing and monitoring the implementation of the Pedestrian and Bicycle Circulation Plan. (The Bicycle Advisory Committee dissolved in 1991.) Pedestrian and bicycle circulation is both a transportation and a recreational issue; therefore, decisions regarding land uses by the Plan Commission, street and sidewalk widths by city departments, and parks and trails by the Park Advisory Board can all affect the flow and connectivity of the pedestrian and bicycle network. The intent is to have a board or commission that would be able to address multiple modes of transportation instead of multiple boards only addressing one facet of transportation.

### **Boundary Planning**

Four actions identified with a high priority relate to planning projects along the boundary of the city. These planning projects relate to not only land use and transportation decisions, but also to the need for intergovernmental agreements. These actions include:

- A. **Adopting cooperative boundary agreements** with all surrounding towns describing agreed upon jurisdictional boundaries, land uses and service levels within the city's extraterritorial jurisdiction area. Ideally this will lead to less conflict regarding annexation and land use decisions by city and town governments by being proactive in boundary decisions instead of reactive to annexation and development requests.
- B. **Creating a master plan for the city's growth area into the Town of Algoma** in the expansion area where parcels will automatically attach to the city over the next 40 years. The city will be able to create a master plan that takes advantage of knowing precisely where its border will be in this area over the life of the agreement. As part of the implementation of the Cooperative Plan, an Extraterritorial Zoning Committee will be established with equal representation from the city and the town on a 6-member committee, responsible for making land use decisions within the expansion area.

As part of the adopted Cooperative Plan between the Town of Algoma, one of the tasks was to consult with each other concerning a new **north-south arterial on or near Clairville Road**, which is why officially mapping this arterial has been identified as an action with high priority for implementation. The decision for placement of this north-south arterial will at a minimum also involve the Wisconsin Department of Transportation, Winnebago County, and the Town of Omro.

- C. ***Creating a master plan for the Lake Butte des Morts area, including the Highway 45 corridor.*** The new master plan for this area needs to reflect the potential for a new school site along Ryf Road, the environmentally sensitive areas along the waterfront, additional residential development pressures, the new highway and frontage road system and the issues of provision of services and utilities to this area.

### *Neighborhood and Housing Development*

Two high-priority actions relate to neighborhood and housing development. The first high priority action is to ***implement the “Neighborhood Improvement Strategies” in specific geographic areas for neighborhood and housing issues.*** These strategies for geographically defined areas are discussed in the Housing Element of this plan and identify factors to address in conjunction with neighborhood revitalization. This action relates to allocating future funding with the Community Development Block Grant program funds and Capital Improvement Program funding.

The second action as it relates to housing development is to ***work with the public and private housing providers to plan for the development of additional housing units affordable to low and moderate income owners and renters as needed and to secure additional subsidies for rental of existing privately owned units.*** This action too relates to the expenditure of state and federal funds for the maintenance and/or development of housing options for persons of limited means. This action will be a continuation of existing processes and funding allocations; but also with the option of increasing these activities as need and funds become available.

### *Gateway Aesthetics*

And finally, one of the high-priority actions relates to ***improving the aesthetic quality of gateways or “key corridors” into and through the city, including update of the “Highway 41 Corridor Plan”.*** This initiative started a few years ago with the completion of the “Mayor’s Gateways Committee Report” in February 2001. While some of the report’s recommendations have been implemented, additional issues have been identified to continue to improve the aesthetics of these gateways. The “Highway 41 Corridor Plan” was an output of the 1993 Comprehensive Plan and was adopted by the Plan Commission in 1997. The “Highway 41 Corridor Plan” was written to address the visual character of the corridor and improvement of circulation (vehicular, pedestrian, and bicycle) within and around the frontage road system.

Goals relating to aesthetics are presented in the Economic Element and the Cultural Resources portion of the Agricultural, Natural, and Cultural Resources Element of this Comprehensive Plan. It is anticipated that a document(s) similar to the “Highway 41 Corridor Plan” would be prepared for other gateways into the city (Highway 21, Highway 44, Highway 45, etc.) in order to address aesthetic and circulation issues.

## Implementation Schedule

Per the state's requirements, this Plan is required to identify any revisions to applicable documents and when those revisions will take place, in order to implement the goals, objectives, plans and programs that have been identified throughout the Plan, including zoning ordinances, official maps, and subdivision regulations.

The table below summarizes the revisions of these documents that are needed to implement the Plan:

| Document                              | Timeframe |           |            |
|---------------------------------------|-----------|-----------|------------|
|                                       | 0-2 years | 3-6 years | 7-10 years |
| Zoning Ordinance (General Provisions) | x         |           |            |
| • Land Subdivision Ordinance          | x         |           |            |
| Official Map                          | x         | x         | x          |

For the documents described in this section, the Common Council grants final approval/adoption. Groups and persons participating in the review, revision, and creation of these documents described will include city staff, boards and commissions, citizens, special interest groups, state and federal agencies, local units of government, non-profit economic development organizations, private sector employers and employees, utility providers, and educational institutions.

## Coordination with Other Plans

Several plans have been adopted since the 1993 Comprehensive Plan was prepared. It is not the intent of this plan to replicate those documents within the framework of this update, but those plans that have been adopted are incorporated by reference into this Comprehensive Plan.

### *Capital Improvements Program (CIP)*

As presented in this Plan, the CIP includes the street, water, sanitary, sidewalk, and stormwater construction projects in addition to major equipment purchases and property improvements that will occur each year and also plans the projects for the next four years. The implementation actions as outlined in this document should be compared on an annual basis when preparing the CIP. Where applicable, implementation actions of this Plan should be included in the CIP.

### *University of Wisconsin-Oshkosh (UWO) Campus Master Plan*

Due to its proximity to the Central City area and along the Fox River and being one of the city's larger employer, the UWO Campus has a major presence in the city being approximately 120 acres in size. The UWO Campus Master Plan, originally prepared in 1998 and updated in 2003, outlines the future plans of the campus. The Campus Master Plan includes two main sections: a Long-Range Master Plan and a Phase I Master Plan. The updated plan has several land use related impacts including the construction of two new parking ramps, closing of Elmwood Avenue and Algoma Boulevard, the reconfiguration of High Avenue and Pearl Avenue, and the addition of some on-street parking spaces.

## *Comprehensive Outdoor Recreation Plan*

The Comprehensive Outdoor Recreation Plan was adopted by the Common Council in 2003. This plan was prepared by a private consultant to help the Park Department, the city, and other decision makers in the planning and maintenance of existing and future recreational and opportunities and facilities. Now that this plan has been approved, the city will be eligible to pursue funding through the Federal Land and Water Conservation Program, the State Acquisition and Development of Local Parks Program, the Urban Green Space Program, and other funding sources to implement the recommendations of the Plan.

The plan makes several recommendations for the Parks Department and the Advisory Park Board, including:

- Continue Playground Equipment Replacement Program;
- Work with Department of Community Development to pursue the acquisition of new park properties whenever possible to bring neighborhood and community park acreage closer to the recommended national standards;
- Continue to pursue the development of an Aquatic Center;
- Study the development of a sports complex;
- Work the Department of Community Development to implement the Pedestrian and Bicycle Circulation Plan;
- Pursue possibility of acquisition of non-city owned properties (East Hall Athletic Field and Vulcan Quarry); and,
- Construct and upgrade restroom facilities as needed.

The city will continue to incorporate recommendations of the plan by including projects in the CIP and pursue grants and other funding opportunities.

## *Pedestrian and Bicycle Circulation Plan*

The "Pedestrian and Bicycle Circulation Plan", prepared by a private consultant, was adopted by the Plan Commission in December 1998. This plan inventories existing bicycle and pedestrian facilities, which includes existing trails, sidewalks, and the policies that affect these facilities. The plan includes a twenty-year facilities plan, recommended revisions to the Zoning Ordinance, and priority improvements for arterial streets throughout the city.

Even though the plan was only adopted a few years ago, some recommendations in the plan have been pursued, while others have not. Recommended revisions to the Zoning Ordinance are not done and since a few years have passed, revisions should be made to the priority improvement recommendations. Part of the delay in implementation may be because there has been no strong "champion" of the plan. The Bicycle Advisory Committee dissolved in 1991. Because bicycle and pedestrian facilities involve participation from multiple city departments, a "high-priority" action is presented to have a joint transportation board or committee formed to address and coordinate various forms of transportation (transit, bicycle, pedestrian, etc.). Once formed this joint transportation board could address the revision and update of the Pedestrian and Bicycle Circulation Plan.

## *Downtown Action Plan*

In October 2000, the Common Council adopted the "Oshkosh Downtown Design and Development Plan – Downtown Action Plan", as submitted by a private con-

sultant. The plan was a jointly funded effort including the city, the Oshkosh Area Community Foundation, and the Oshkosh Commercial Development Corporation/Oshkosh Chamber of Commerce.

The Downtown Action Plan includes a framework and analysis of current conditions, makes recommendations for changes to the Zoning Ordinance, and short-, medium-, and long-term public and private improvement initiatives. Within the short term initiatives are the identification of four priority sub-areas for redevelopment that should be pursued within the first five years of the plans implementation.

The first of the four primary focus areas is the 100, 200, and 300 Blocks of North Main Street. Recommendations for this area included creating a new park in the 300 block on the west side of the street, enhancing and extending streetscape improvements, and promoting the redevelopment of the 100 block on the east side of the street. To date, the park and the 100 Block redevelopment have been completed and the streetscape improvements have begun.

The second primary focus area is Riverside Park. Some of the recommendations include incorporating the former WPS site into the overall park design, increasing boat docking, constructing a riverfront promenade and amphitheater, and providing pedestrian linkages across the North Main Street Bridge. The WPS property was purchased in 2003 and park construction is currently underway.

The third primary focus area is North Main Street corridor, extending from the Fox River north into the 700 Block of the street. Recommendations for the downtown area include exploring the feasibility of attracting a grocery store to the downtown area, establishing a façade improvement program with new downtown design guidelines, increasing downtown residential development, and improving the overall pedestrian connectivity to the downtown, riverfront, and surrounding community.

The final primary focus area is the area on the south side of the river, east of Main Street and north of 10<sup>th</sup> Avenue. Recommendations include abandoning Pioneer Drive along the river and converting this area to a riverfront public promenade, redeveloping the area to include a mix of residential, commercial and office uses, redesigning the access to the Pioneer Inn, and exploring the feasibility or expanding the Pioneer Resort Marina. These plans have been incorporated into the South Shore Redevelopment Area Plan.

### *Consolidated Plan*

The five-year “Consolidated Plan” that is submitted to the Department of Housing and Urban Development serves as the planning document for HUD’s Community Planning and Development programs, including the Community Development Block Grant program. The Consolidated Plan includes a comprehensive housing affordability strategy and community development plan. Applications for funding and annual plans for HUD programs are prepared in accordance with the priorities contained within the Consolidated Plan.

The city’s existing Consolidated Plan was adopted in April 2000. The city will prepare the update to the plan in early 2005, by collecting new data from the U.S. Census, meeting with community partners, and analyzing changes in trends for the city’s housing and non-housing issues.

## **Measuring Progress**

Annually, the Department of Community Development will produce an “Implementation Report” to demonstrate progress towards the goals and implementation actions of this Comprehensive Plan. This Report will be forwarded to the Plan Commission and to the Common Council.

Copies will also be available in the Department of Community Development and on the city’s website at [www.ci.oshkosh.wi.us](http://www.ci.oshkosh.wi.us).

## **Updating the Comprehensive Plan**

The Wisconsin State Statutes require comprehensive plans to be updated every 10 years. All comprehensive plans are “living” documents and need to be update on a regular basis as circumstances or the community’s desire outcomes change. Annually, the Department of Community Development and Plan Commission will review the vision, goals, objectives, and actions of the Plan to insure progress is being made toward achieving the Implementation Actions and to add any additional actions to address goals and objectives within the Plan.

The Department of Community Development, the Plan Commission, and the Common Council will initiate a major update of this Comprehensive Plan within 10 years of the Plan’s adoption. At that time, the city will again, as it has done with this Plan, invite citizens, staff, other local units of government, representatives of state and regional agencies, non-profit agencies to participate and contribute to the update of this Plan.