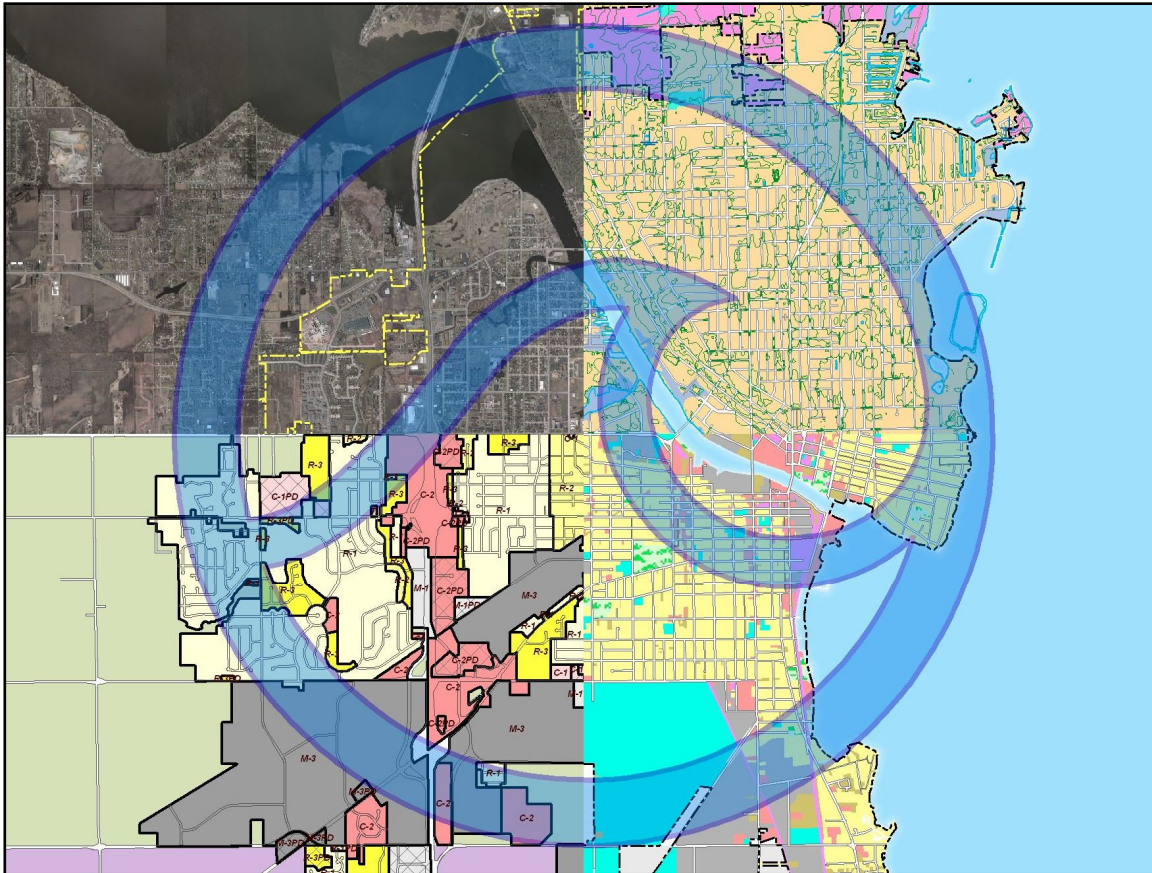


COMPREHENSIVE PLAN “TOP 13” ACTIONS IMPLEMENTATION REPORT

2007-2008



**City of Oshkosh
Planning Services Division**

December, 2008

Top 13 Implementation Actions

Over 130 actions are identified in the Comprehensive Plan and while each of the actions holds a degree of significance and merit, it is not possible to implement all of the actions immediately. In order to prioritize the list of actions and to provide staff with some direction in addressing the multitude of actions, the Comprehensive Plan Update Committee (CPUC) voted on actions they viewed as most important for implementation. The CPUC narrowed the list of actions to a manageable few identified as the “Top 13” high priority implementation actions. As part of the Implementation Element, the Top 13 were given additional detail in regard to implementation.

The following report identifies those “Top 13” implementation action items and follows with a description of actions taken to implement them over the course of the implementation period. While the report is meant to highlight the 2007-2008 period, all activities have been included since plan adoption, in order to inform the public on progress that has been made.

Regulatory Documents (Action Items 1 & 2)

The first two high priority implementation actions relate to two regulatory documents, the Zoning Ordinance and the Subdivision Regulations. For the **Zoning Ordinance** the revisions that were viewed as most important to implement include:

- a. Creating minimum requirements for open space area and/or recreational 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 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 implement 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 (Action Items 5, 7, 8, & 9)

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”.

- b. Participating in the implementation of the University of Wisconsin-Oshkosh "Campus Master Plan", where those recommendations are consistent with the 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:
 - i. Further identify and develop a linked network of parks and trails around and within the city, and
 - ii. Promote the design and construction of the Fox River Corridor with a continuous looped trail system and an environmentally sensitive design for the shoreline, and
 - iii. Incorporating planning and review processes for pedestrian and bicycle transportation related issues into an existing city board or commission.

Boundary Planning (Action Items 3,4,11, & 12)

Four actions identified as high priority relate to planning projects along the boundaries of the City. These planning projects relate to not only land use and transportation decisions, but also 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.
- b. Creating a master plan for the City's growth area in the Town of Algoma expansion area where lands will automatically attach to the City.
- c. Officially map a new north-south arterial on or near Clairville Road in adjacent town areas.
- d. Creating a master plan for the Lake Butte des Morts area, including the Highway 45 corridor.

Neighborhood and Housing Development (Action Items 10 &13)

Two high priority actions relate to neighborhood and housing development and include:

- a. Implementing "Neighborhood Improvement Strategies" in specific geographic areas for neighborhood and housing issues.
- b. Work with public and private housing providers to plan for the development of additional housing units affordable to low to moderate income owners and renters as needed and to secure additional subsidies for rental of existing privately owned units.

Gateway Aesthetics (Action Item 6)

Improving the aesthetic quality of gateways or "key corridors" into and through the city, including update of the "Highway 41 Corridor Plan".

2005-08 Top 13 Accomplishments

The following relates to implementation activities involving the “Top 13” Implementation Actions that have occurred since Comprehensive Plan adoption in 2005.

Regulatory Documents

Zoning Ordinance

In 2008, a major re-write of the Zoning Ordinance’s Off-Street Parking and Loading Facilities chapter was adopted. Major changes included a reduction in the amount of parking space required, flexible parking requirements, and internal landscaping to break up the vastness of parking lots. This addressed the Comprehensive Plan goal of *reviewing and reducing parking space requirements* and *creating landscaping requirements for new developments and parking lots* as the new Ordinance required internal landscape islands. Staff will be reviewing the first year of the new Ordinance’s implementation to determine if it needs some adjustment and anticipates bringing forth any proposed changes during the first quarter of 2009.

Land Subdivision Ordinance

With regard to *updating the parkland dedication fees and land dedication requirements*, in 2007 the state legislature essentially reversed 2006 legislation prohibiting communities from requiring fees in lieu of parkland dedication and the City can once again require fees as an alternative to accepting dedication of park land. The City has been collecting park fees in lieu of land dedication as well as more actively requiring land dedication where appropriate, such as with the recently approved Lakeview Park Plat resulting in the dedication of approximately 34 acres of parkland in the northwestern portion of the community.

With regard to *addressing tree retention and tree replacement during development*, in 2008 the City approved a new Ordinance that requires replacement of trees during street reconstruction and planting of terrace trees during new subdivision development. In 2009 staff would like to explore other tree retention ordinances that may be applicable to development within the community.

Boundary Planning

...adopt cooperative boundary agreements with all surrounding towns...

In 2007, the City Council approved an Intergovernmental Agreement with the Town of Nekimi that will guide planning and growth activity between the two communities for the next forty years. The Intergovernmental Agreement sets forth the basic parameters that will be used in developing a Cooperative Plan that is required to be approved by the State of Wisconsin Department of Administration. Unlike the Algoma Agreement, areas of the Town will not

automatically attach to the City per an agreed upon timeframe but will attach once a specified level of City incorporation has occurred on a mile section by mile section basis. The Department of Community Development has developed a draft Cooperative Plan that is being reviewed by the Town, which will be forwarded to the State once the Town approves the draft.

In 2008, the City Council approved an Intergovernmental Agreement with the Town of Black Wolf that essentially models the Nekimi Agreement guiding planning and growth activity in the two communities for the next forty years. In 2009 a Cooperative Plan will be developed and submitted to the State for approval.

Creating a master plan for the city's growth area in the Town of Algoma...

In 2006 the City adopted an extraterritorial zoning plan and ordinance for the expansion area, primarily based on the City's adopted Comprehensive Land Use Plan.

Officially map a new north-south arterial on or near Clairville Road in adjacent town areas.

In 2006, the Winnebago County Highway Commission contracted with SEH consultants to provide technical support in developing several alternatives for a new west side arterial. In 2007, SEH developed several potential alternatives that were presented to the public at a meeting at the Highway Department on May 8, 2008. The alternatives included a "Preferred Alternative" that will be used as the basis for an official map proposal. Staff is currently working with the consultant to make some adjustments to the preferred alternative based on feedback from the public hearing. Staff anticipates bringing forward the proposal to officially map the arterial in the first or second quarter of 2009.

Implementation of Existing Plans

Participate in the implementation and revisions to the UW-Oshkosh's Campus Master Plan...

No new plans were reviewed in 2007 relative to the UW's Master Plan, however, two previously reviewed projects were completed. The new 104,000 square foot \$21 million Student Recreation and Wellness Center was completed in the fall of 07. Also completed in 2007 was the three story, 448 parking ramp.

In 2008 City staff met with University officials to discuss development of a new academic building on campus that, depending on funding restraints, should be brought forward in 2009 for review.

Continue to implement the recommendations of the Downtown Action Plan.

The Downtown Action Plan adopted by the Common Council in October 2000 represents the community's current strategy and blueprint for tackling a wide variety of revitalization projects and program activities. In development of the plan there were a number of Town Hall type meetings held to gather input and share information on recommended project activities. The plan should be considered as the community's vision of downtown Oshkosh.

- In 2006 the State (with cooperation and support of the City) began work on the construction of a new Wisconsin Street bridge that was completed in late 2008. The new bridge not only provides improved circulation on a high traffic volume arterial leading to and from the central city and downtown area, but it also provides for enhanced pedestrian capabilities and a key link in the proposed looped riverfront trail system, through the construction of pedestrian underpasses on either end of the bridge.
- In regard to improving the City's way-finding signage system, funds were allocated in the City's 2006 Capital Improvement Program. In 2007 a list of locations was identified for each wayfinding sign and the sign design finalized. Installation of the first signs occurred in 2008.
- In regard to the Goals and Actions relating to the expansion of Riverside Park, the community has been able to realize part of that objective through the public-private partnership that provided for implementation of the Phase I Leach Amphitheater Project. The public sector and private sector (through funds donated by the Leach family and other parties) each contributed about 50% of the approximate \$6 million cost for the Phase I Project located east of Court Street.
 - ✓ In 2005 Council authorized funding to retain consultants to undertake preparation of plans for the Phase II Area of Riverside Park – the area west of Court Street. The planning work was to cover basic site improvements as well as the possible development of a community pavilion facility. The Phase II plans have been completed and the Parks Advisory Board has recommended the City give consideration to undertaking a phased implementation of improvements in order to complete project activities over a three to four year time frame. As was discussed with the Parks Advisory Board, the community's ability to implement the Phase II plans will undoubtedly involve a public-private partnership, as occurred in the Phase I Leach Amphitheater Area.
- Council approved adding docking facilities at the river's edge in the Phase I area of Riverside Park, which will address the goal of enhancing riverfront boat berthing/transient docking facilities along the Fox River. In 2008 the City received a grant from the Wisconsin Waterways Commission to cover 50% of the project cost to install the docks. Staff had included a request in the 2009 Capital Improvement Program (CIP) to cover the City's share of the grant, however, that request was not funded as part of the approved 2009 CIP. Another complicating factor involved in the dock's installation adjacent to the Leach Amphitheater and Wisconsin Public Service Corporation's (WPSC) concerns regarding installation of the docking facilities and their impact on WPSC's future remediation activity of sediment contamination in the Fox River emanating from the former coal gasification site that existed at the site of the Leach Amphitheater. Until an approach can be found mutually acceptable to both the City and WPSC to alleviate liability concerns regarding the contamination, no docking facilities will be installed adjacent to the Leach Amphitheater in the near future.

- Improvements to Convention Center. The Downtown Action Plan identified improvements to the Convention Center as an action item. In October 2006 a Memorandum was forwarded to the Council that outlined a possible approach for the City to take in providing funds for upgrading the Convention Center. It was indicated that through the suggested approach the City could generate about \$1 million to help cover costs for improvement activities. Improvements to the Convention Center would not only assist with efforts to make that facility more competitive in the conference/convention center market in the Fox Valley, but they would also be aimed at enabling the City to attract a quality operator/owner to the Park Plaza hotel property. In 2008 improvements commenced on the Convention Center with occupancy expected in early 2009.
- Streetscaping/North Main Street. The Downtown Action Plan listed streetscaping on North Main in the area north of the Fox River as one of the key projects the City should undertake in order to facilitate/enhance prospects for revitalization. Given the fact that part of North Main Street is US Highway 45 (from the river to Algoma Boulevard), the City is proposing to tackle this project as part of a State project that is currently scheduled for 2011. The proposed project entails reconstruction of North Main Street from the Fox River to Algoma Boulevard as part of the State project, and from Algoma Boulevard to Irving Avenue as a City project. It is proposed those streetscaping improvements (i.e., enhancements to the overall street/sidewalk environment) be based on design concepts prepared by LDR in 2001. Following the adoption of the Downtown Action Plan, Council had allocated funds to retain LDR to prepare the proposed concepts for the North Main Streetscaping Project. In 2008 City staff met with WISDOT to discuss project details, which included streetscape improvements.
- Create and implement a façade enhancement program. In 2008, taking advantage of the momentum created by the filming of “Public Enemies” in the downtown, the Oshkosh Community Foundation worked to obtain donations to fund a façade rehabilitation program. City staff along with Foundation and Chamber representatives and others worked collaboratively to develop the program that will be implemented in 2009.
- Increase Downtown Residential Development. In 2008 work commenced on the first phase of the Miles Kimball redevelopment with the beginning of construction of four 8 unit apartment buildings. The foundations have been constructed and two buildings have been framed. Occupancy is expected in 2009. Phase II of the development will entail rehabilitation of the four story structure located at the corner of 9th and S. Main Street and is expected sometime after completion of the apartment buildings in 2009.

Update the “Pedestrian and Bicycle Circulation Plan

- In 2007 funds were included in the Capital Improvement Program to hire a consult to assist the City in updating the Plan. In late 2008, the City issued a request for proposals for the work and the update is expected to be completed by the end of 2009.

Incorporate planning and review processes for pedestrian and bicycle transportation related issues into an existing city board or commission

- As part of the update the Pedestrian and Bicycle Circulation Plan, the City will be requesting the selected consultant to assist the City to identify an organizational structure to implement this goal which should be identified in 2009.

Neighborhood and Housing Development

Implement Neighborhood Improvement Strategies in specific geographic areas for neighborhood and housing issues.

- In 2006 the **Near East Neighborhood (NEN) Improvement Plan** was adopted for a priority area located just east of N. Main Street generally bordered by East Lincoln Avenue on the north, Merritt Avenue on the south, Broad Street on the east, and Jefferson Street on the west encompassing approximately 20 blocks. The NEN Plan identifies a variety of activities to be undertaken as part of a comprehensive approach to improve the Near East Neighborhood.

The Near East Neighborhood is one of four priority neighborhood improvement strategic areas identified in the Comprehensive Plan and was selected as the first area to be part of the “Great Neighborhoods Program” due to its proximity to the downtown area which is also undergoing revitalization. Since plan adoption, a number of blighted properties have been removed, portions of the neighborhood have been rezoned, a neighborhood steering committee has been established, and targeted property inspections commenced. The second “dumpster day” was held in which 3.41 tons of brush, 2.38 tons of tires, 19.23 tons of bulky items, and 39 appliances were collected from neighborhood residents for removal.

- In 2007 the Plan Commission reviewed one modification to the CUP/PD for the Near East Neighborhood involving proposed changes to window sizes at 408 Merritt Avenue. The Plan Commission found that the proposed changes were not consistent with the conditional use permit for the area.
- With regard to property reviews, the following activities have occurred:
 - ✓ 2008
 - Property reviews – 106
 - OK letters sent – 37
 - Open corrections notices / etc. – 3
 - Review letters sent – 66
 - Responded / timeline letters – 51 (77%)
 - No response / forward to insp. or zoning – 1
 - Properties complete – 4
 - Properties making progress – 6
 - Have time to respond – 7

✓ 2007

Property reviews – 142

OK letters sent – 38

Open corrections notices / etc. – 2

Review letters sent – 102

Responded / timeline letters – 79 (77%)

No response / forward to insp. or zoning – 17

Properties complete – 49

Properties making progress – 14

Forwarded to insp. or zoning for non-compliance

by due dates – 10

✓ 2006

Property reviews – 138

OK letters sent – 25

Open corrections notices / etc. – 8

Review letters sent – 105

Responded / timeline letters – 82 (78%)

No response / forward to insp. or zoning – 10

Properties complete – 51

Properties making progress – 29

Forwarded to insp. or zoning for non-compliance

- In 2007 thirteen property owners requested applications for homeowner rehabilitation with two projects being approved.
- In 2008 fourteen property owners requested applications for homeowner rehabilitation, four owners applied, and one project was approved.
- In 2007-08 discussions continued with the Oshkosh Area Community Foundation and other local interested parties on creating a new neighborhood improvement district for an additional priority area that would involve a public/private partnership to fund neighborhood improvement activities. Staff has been working with NeighborWorks from Green Bay to work on neighborhood improvement and stabilization efforts and anticipates bringing forth a plan for review in 2009.
- In 2008 the Plan Commission reviewed one modification to the CUP/PD for the Near East Neighborhood involving modifications to a porch structure that the Plan Commission found that the proposed modifications were not consistent with the Plan.

Work with public and private housing providers to plan for the development of additional housing units affordable to low to moderate income owners and renters...

- For 2005-06
 - ✓ Worked with Options for Independent Living of Northeast Wisconsin, Winnebago County Social Services Department, and a private sector builder to begin the process of designing an affordable handicapped accessible infill home in the Near East Neighborhood.

- ✓ Created 6 affordable living units over 421 N. Main Street and 4 affordable living units over 448 N. Main Street.
- For 2007-08
 - ✓ Purchased home on 9th Avenue through the HUD \$1 program to be used for a lot for a new affordable single family home.
 - ✓ Worked with Oshkosh Area School District to begin construction of an affordable single family infill in the NEN.
 - ✓ Began discussions with Oshkosh Area Foundation and NeighborWorks on new neighborhood improvement initiatives.
 - ✓ Provided funding for administration, purchase assistance and rehab through Winnebago County First Time Homebuyer Program.
 - ✓ Began one rent rehab in Near East Neighborhood, converting a duplex back to a single family home.

This report was meant to highlight those actions the City has taken to implement the Top 13 Implementation Actions over the course of the implementation period of the Comprehensive Plan. It does not include a discussion of the other over 130 actions identified in the Plan, which staff would anticipate will be detailed in a future 5 year implementation report.