

# IMPLEMENTATION



## APPROACH TO IMPLEMENTATION

### Striking the Right Balance

To be meaningful, plans must propose a process for implementation. Some plans propose recommendations as very general guidelines. The virtue of this approach lies in the flexibility with which staff and officials may interpret the plan as circumstances unfold. This level of generality seems useful in the face of uncertain futures for social conditions, economic markets, and public policies. Overly generalized plans, however, do not provide the type of clarity of direction that staff and officials need to make decisions that add up to a broader, meaningful vision. This plan, and this section on “implementation” tries to strike the right balance and offer recommendations for actions and the process for taking the next steps. These recommendations may seem too specific for some and not sufficiently specific for others.

### Implementing an Integrated Urban Design

Perhaps the most difficult aspect of plan implementation concerns the urban design concepts

and details that this plan includes. The urban design concepts include specific details regarding building forms and concepts, circulation (including multiple types of streets, parking solutions, and pedestrian linkages), landscape and streetscape, public places (including parks, environmental areas, and active plazas), and, most importantly, *a blueprint for how all the elements can be integrated effectively*,

### Achievable Best Practices for Design and Development

These concepts are far from academic, they derive directly from other projects that have been implemented and best practices used by other communities, developers, and agencies. Collectively they bring the future design and development potential to a higher level of quality and value. Clearly, the final details will be different, but the underlying principles should remain unchanged.

### The Urban Design Template

The design and development details should be used as an overlay template. Another way to describe it is to assume that these details were part of a “pre-approved planned development” and that changes

will occur. The question is whether those changes still preserve the overall intent and, most importantly, the value to the other components of the Downtown plan.

### Implementation of Goals and Subgoals

Each of the eight primary goals included a series of recommended steps for implementation. Many of these implementation steps also included several subcomponents. The tables in this section list starting points for the various agencies and organizations involved in the implementation process. More specifically, this section suggests how specific goals (and subgoals) should be approached in terms of the lead organization, initiatives that require shared leadership, the need for coordination, the types of public policies and programs that will need to be addressed, and how these actions relate to the individual design and development projects that have been proposed.

### Conclusion

As with the most master plans, comprehensive implementation rarely occurs. Rather, the implementation steps act as an overall strategy for

actions. Some actions rise to the top as critical first steps. Other actions become the focus of attention when unexpected, positive opportunities arise. Still other actions face difficult obstacles and become infeasible. Finally, many actions require modification to be implemented as the details of implementation become apparent. Nevertheless, the following tables – one for each goal and sets of recommendation steps for implementation – represent the crux of this plan and point the way for actions over the next decade.

## GOAL #1: COMPLETE STREETS

Design a complete, integrated and coherent street system that creates a positive experience when driving, parking, cycling, and walking.

GOAL 1 COMPLETE STREETS		City Department/Agency Roles							Private Sector			Policy or Ordinance change	Relationship to Downtown Urban Design Projects					
Topics and issues	Sub goals	Planning Redevelopment Agency	Public Works	Engineering	Parks	Other	BID	Chamber/CVB	Land Owners		N. River Bank East	N. River Bank West	Wisconsin Ave.	Broadway & South	Barstow & the River	Main & Barstow		
<b>1 Integrated Street Master Plan:</b> a separate plan that coordinates phasing and components of this goal	na	S	S	S	S					na	K	K	K	K	K	K		
<b>2 Define the Downtown "Triangle":</b> traffic control; changes to streetscape and parking along the loop streets; signage; traffic calming; major changes to St; Paul and North; consideration of other long-term changes	2.1-2.6	C	S	S						na	K	K	K	I	K	K		
<b>3 "Artscape" Main Street:</b> defining artscape target blocks; improve specific design features; engage local artists.	3.1-3.3	C	C	C			L	L	L	1,2					K	K		
<b>4 Streetscape:</b> upgrade and repairs for different street types; lighting; trees and planning; graphics for daytime and nighttime activity; bury utility lines; improve stormwater control	4.1-4.6	S	S	S	S					na	K	K	K	K	K	K		
<b>5 Pedestrianization of Streets and Sidewalks:</b> balanced use; countdown timers; improve key intersections; widen sidewalks on Clinton; continued special street closures	5.1-5.5	C	S	S			C			1, 2	K	K	K	K	K	K		
<b>6 Transit and Bicycling:</b> trail connections; bike center; shared lanes; maps and signage; pilot program in transit center; new Bicycle/Pedestrian plan; U-pass for transit; transit access for large groups	6.1-6.9	C	S	S	S					na	K	K	I	K	K	K		
<b>7 Signage:</b> kiosks and gateway elements; pedestrian wayfinding system; flexible design standards; comprehensive street name signage; parking formation signage	7.1-7.5	C	L				C	C		1	K	K	I	I	K	K		
<b>8 Parking:</b> occupancy study; new technologies for flexible pricing; new regulations and management practices; shared parking; parking structures; surface lots and street parking	8.1-8.6	C	C	S	S		C			3	K	K	K	K	K	K		
<b>9 Redevelopment Integration - Complete Streets:</b> redevelopment with streetscapes; flexible use with restricted form; customized for context; ground level activity	9.1-9.4	C	L	C	C			C		4, 5	K	K	K	K	K	K		

L	= Lead agency/department
S	= Shared lead responsibilities
C	= Coordination role, but not the lead

Zoning or ordinance change notes	
1	sign code
2	maintenance agreements, assessments
3	new parking regulations
4	new redevelopment plan overlays
5	zoning overlay districts
6	zoning district standards and boundaries
7	change review or administrative process
8	new program or operational procedure

K	= key relationship, necessary for success
I	= important relationship, coordination required

## GOAL #2: RESIDENTIAL COMMUNITY

Increase the number, type, and visibility of residential lifestyles in the Downtown consistent with a vibrant urban center.

GOAL 2: RESIDENTIAL COMMUNITY		City Department/Agency Roles						Private Sector			Policy or Ordinance change	Relationship to Downtown Urban Design Projects					
Topics and issues	Sub goals	Planning	Redevelopment Authority	Public Works	Engineering	Parks	Other	BID	Chamber/CVB	Land Owners		N. River Bank East	N. River Bank West	Wisconsin Ave.	Broadway & South	Barstow & the River	Main & Barstow
<b>1 Amend Housing Plan:</b> ratio; niche markets; long-term mix	na	L	L					C		C	4, 5, 6	K	K	K	I	I	I
<b>2 Incentivize High Value Housing:</b> condos and key demographics	na	L	L					C		C	4	K	K	K	I	I	I
<b>3 Use Design Guidelines for Multiple Housing Types:</b> ground floors; 100 unit max; balconies and terraces; design review for lower floors; details on "blank" facades; stormwater; energy reduction; multiple street level options; reduced parking requirements	3.1-3.9	L	L								4	K	K	K	K	K	K
<b>4 Residential Amenities - Plazas, Gardens and Active Places:</b> community gardens; family friendly and social activity; dog park	4.1-4.3	L		S	S	S				C	na	K	K	K	I	I	I
<b>5 Improve the Approval Process:</b> streamlining; overlay zones with details	na	L	C	C	C					C	6, 7	K	K	K			
<b>6 Increase Support and Make Code Compliance Easier for Historic Preservation:</b> update lists and maps; let owners use alternate codes; facilitate sprinkler approvals	6.1-6.3	C	C	L	C		C	C	C	C	4, 6			I	I	I	I
<b>7 Facilitate Loans for Owner-Based Improvements:</b> eliminate income limits that limit loan options	na	L								C	4						
<b>8 Seek Alternative Funding for Business Development:</b> TIF; state and federal grants; couple private investment to public amenities; incentivize conformance to the plan; use TIF for public value and amenities	8.1-8.4	S	S	S	S	S				C	5	K	K	K	K	K	K
<b>9 Facilitate Grocery Store Options:</b> develop guidelines for encouraging grocery store options in or near Downtown including flexible regulations	na	L	L					C		C	4, 5, 6, 7	I	I	I			

L	= Lead agency/department
S	= Shared lead responsibilities
C	= Coordination role, but not the lead
<b>Zoning or ordinance change notes</b>	
1	sign code
2	maintenance agreements, assessments
3	new parking regulations
4	new redevelopment plan overlays
5	zoning overlay districts
6	zoning district standards and boundaries
7	change review or administrative process
8	new program or operational procedure
K	= key relationship, necessary for success
I	= important relationship, coordination required

## GOAL #3: ECONOMIC VITALITY

Re-establish the Downtown as the business, social, and cultural heart of the community.

GOAL 3: ECONOMIC VITALITY		City Department/Agency Roles							Private Sector	Policy or Ordinance change	Relationship to Downtown Urban Design Projects						
Reestablish the Downtown as the business, social and cultural heart of the community.		Planning	Redevelopment Authority	Public Works	Engineering	Parks	Other	BID	Chamber/CVB	Land Owners		N. River Bank East	N. River Bank West	Wisconsin Ave.	Broadway & South	Barstow & the River	Main & Barstow
Topics and issues	Sub goals																
<b>1 Support Broad Distribution of Increased Economic Value and Business Activity:</b> BID support; advertising for Downtown activities; programming events; engage employers and institutions; promote high-tech users; expand educational institutions Downtown; revise business address policy	3.1-3.7	C	L	C				L	L	C	na						
<b>2 Improve Design Quality:</b> artscape and triangle loop; landmark civic place for social events; high architectural standards; use of sustainable construction	1.1-1.5	L		C	C			C	C	C	1, 2, 4, 6	K	K	K	K	K	K
<b>3 Encourage High Quality Renovation of Historic Buildings:</b> incentivize upper floor reuse; update historic lists and maps; et owners use alternate codes; facilitate sprinkler approvals	2.1-2.4	L					C			C	2				K	K	K
<b>4 Seek Alternative Funding for Business Development:</b> TIF; state and federal grants; couple private investment to public amenities; incentivize conformance to the plan; use TIF for public value and amenities	4.1-4.3	L	C							C	na	K	K	K	K	K	K
<b>5 Make the Transit Center a Valuable and Attractive Urban Hub:</b> increase use and link to surrounding sites	na	C		L	C			C	C		1,2	K	K	I	I	I	I
<b>6 Create Additional Amenities To Attract Visitors:</b> increase destinations uses for multiple demographics and multiple types of activities	na	L	C	C	C	L		C	C	C	4	K	K	I	I	I	I
<b>7 Ensure Long-term River Quality:</b> invest and seek support for environmental and water quality improvements to the Fox River	na	C		L	C						4	K	K	K	K	K	K

L	= Lead agency/department
S	= Shared lead responsibilities
C	= Coordination role, but not the lead

Zoning or ordinance change notes	
1	sign code
2	maintenance agreements, assessments
3	new parking regulations
4	new redevelopment plan overlays
5	zoning overlay districts
6	zoning district standards and boundaries
7	change review or administrative process
8	new program or operational procedure

K	= key relationship, necessary for success
I	= important relationship, coordination required

## GOAL #4: CENTRAL CITY REHABILITATION

Assist the rehabilitation of Central City neighborhoods, especially as a source of stable, family oriented housing and social and economic activity.

GOAL 4: OVERALL CENTRAL CITY NEIGHBORHOOD REVITALIZATION																	
Assist in the revitalization of Central City neighborhoods, especially as a source of stable, family-oriented housing and social and economic activity.		City Department/Agency Roles					Private Sector			Policy or Ordinance change	Relationship to Neighborhood Urban Design Projects						
Topics and issues	Sub goals	Planning	Redevelopment Authority	Public Works	Engineering	Parks	Other	BID	Chamber	Land Owners		Historic Depot - South	Historic Depot - North	White Rock	Jackson Ct./Pine Point	Hillside/City Hall	St. Paul/Prairie Pt.
1 Continue and Expand Support for Community-Based Organizations: increase neighborhood group capacity; continue UJW Extension programs; add new programs from comparable cities	1.1-1.2	S					S				8			K	K	K	
2 Create and Continue Programs with Local Institutions and Business: mortgage assistance; job training; tuition assistance; employment opportunities; incentives for local suppliers and vendors	2.1-2.5	S					S	S	S		8	K	K				
3 Increase Visible Reinvestments: UJW Extension programs; community policing and neighborhood watch; urban gardening and community agriculture; landlord education; proactive code enforcement and maintenance	3.1-3.5	S	S	S			L	S		S	8	I	I	I	I	I	I
4 Initiate Targeted Clusters for Mixed-use Neighborhood Centers: combine multiple private and public sector expenditures as visible catalysts; analyze existing properties to find appropriate cluster opportunities	na	S	S	S						S	na	I	I	I	I	I	I
5 Maintain, Improve, and Rehabilitate Residential Structures: time of sale code enforcement; focus on rental units; discourage conversions from single to multi-family; rehabilitate older units; sustainable construction	5.1-5.5	L					C			S	na	K	K	K	K	K	K
6 In Single Family Areas Limit Redevelopment to Small Parcels: avoid large parcels; relocations should be incremental; phase major redevelopments; foster projects for small contractors; sustainable construction	6.1-6.5	S	S								5,6						
7 Support Local Home Ownership in Traditional Neighborhoods: increase owner-occupancy; design guidelines; consider distinct single-family districts; prohibit inappropriate conversions; improve marketing	7.1-7.5	S	S				S				6, 8						
8 Change Regulations that Limit Loans for Owner-Based Improvements increase range of applicants who can use loans to improve housing stock	na	L									7, 8						
9 Support Historic Preservation: encourage restoration and preservation; use a range of standards; expand districts; maintain certifications; update maps; maintain expertise; promote events	9.1-9.7	S					S				7, 8						
10 Upgrade and Maintain Infrastructure: increase long term capital and operating expenses in order to maintain areas values	na	C		S	S	S					na						
11 Consider Alternative Funding Sources to Support Neighborhood Improvements: initiate use of Neighborhood Improvement Districts (NIDs); explore additional state and federal grants	11.1-11.2	S					S				8						
12 Consider Dispersal of Social Services: ensure continued access to persons of need; co-locate social services with other public or institutional facilities; discourage concentrations of services	12.1-12.3	S					S				8	I	I				

L	= Lead agency/department
S	= Shared lead responsibilities
C	= Coordination role, but not the lead
<b>Zoning or ordinance change notes</b>	
1	sign code
2	maintenance agreements, assessments
3	new parking regulations
4	new redevelopment plan overlays
5	zoning overlay districts
6	zoning district standards and boundaries
7	change review or administrative process
8	new program or operational procedure
K	= key relationship, necessary for success
I	= important relationship, coordination required

## GOAL #5: NORTHWEST NEIGHBORHOOD REVITALIZATION

GOAL 5: NORTHWEST SUBAREA NEIGHBORHOOD REVITALIZATION		City Department/Agency Roles						Private Sector			Policy or Ordinance change	Relationship to Neighborhood Urban Design Projects					
Topics and issues	Sub goals	Planning	Redevelopment Authority	Public Works	Engineering	Parks	Other	BID	Chamber	Land Owners		Historic Depot - South	Historic Depot - North	White Rock	Jackson Ct./Pine Point	Hillside/City Hall	St. Paul/Prairie Pt.
		1	<b>Make St. Paul and North the Major Entry Sequence:</b> create enhancements and traffic improvements to make this entry sequence more appealing and significant	na	S	S	S							4, 8			
2	<b>Improve Isolated Residential Pockets:</b> highly visible structures should receive external improvements to facades and yards to make the overall area more appealing and valuable	na	S	S						S	7, 8						K
3	<b>Continue Implementation of Redevelopment District Plan #8:</b> existing redevelopment efforts should be continued and modified as indicated in this plan	na		L							4					K	K
4	<b>Continue Coordination with Waukesha Memorial Hospital:</b> efforts to coordinate growth and development with neighborhood needs should be emphasized.	na	S				S		S	S	na					I	K
5	<b>Create a Subarea Plan for the Waukesha Memorial Area and Dopp Park:</b> a subarea plan could help improve coordination of new development, green space, traffic circulation, and institutional growth	na	S				S		S	S	na					I	I
6	<b>Initiate Traffic Calming:</b> traffic calming improvements can be used to maintain neighborhood quality of life.	na	S	S	S						na						
7	<b>Further Discussion of City Hall Options:</b> relocation City Hall facilities will provide a major new opportunity in this neighborhood for high value growth and redevelopment	na	L								na						K

L	= Lead agency/department
S	= Shared lead responsibilities
C	= Coordination role, but not the lead

Zoning or ordinance change notes	
1	sign code
2	maintenance agreements, assessments
3	new parking regulations
4	new redevelopment plan overlays
5	zoning overlay districts
6	zoning district standards and boundaries
7	change review or administrative process
8	new program or operational procedure

K	= key relationship, necessary for success
I	= important relationship, coordination required

## GOAL #6: SOUTH NEIGHBORHOOD REVITALIZATION

GOAL 6: SOUTH SUBAREA NEIGHBORHOOD REVITALIZATION		City Department/Agency Roles						Private Sector			Policy or Ordinance change	Relationship to Neighborhood Urban Design Projects					
Continue to Revitalize Central City Neighborhoods South of the Downtown.		Planning	Redevelopment Authority	Public Works	Engineering	Parks	Other	BID	Chamber	Land Owners		Historic Depot - South	Historic Depot - North	White Rock	Jackson Ct./Pine Point	Hillside/City Hall	St. Paul/Prairie Pt.
Topics and issues	Sub goals																
<b>1</b> Improve West Avenue and Grand Avenue: improve West Avenue to help property values; add streetscape to Grand Avenue to improve entry sequence	1.1-1.2	S		S	S						4, 8						
<b>2</b> Initiate Traffic Calming: slow traffic on College and Newhall; improve campus pedestrian crossings including mid-block signals	2.1.-2.2	S		S	S						na				I		
<b>3</b> Connect the Riverwalk to the Neighborhood: create a connection to Bethesda Park	na	S		S		S					4, 8			I	I		
<b>4</b> Connect the Bike Trail Systems to Downtown: create better connections to help Downtown business	na	S		S	S	S					4, 8			I	I		
<b>5</b> Continue Coordination with Carroll University: combine campus growth with neighborhood improvement; provide housing opportunities while maintaining housing quality; encourage university investments in Downtown	5.1-5.3	S					S			S	na			I	I		

L	= Lead agency/department
S	= Shared lead responsibilities
C	= Coordination role, but not the lead
<b>Zoning or ordinance change notes</b>	
1	sign code
2	maintenance agreements, assessments
3	new parking regulations
4	new redevelopment plan overlays
5	zoning overlay districts
6	zoning district standards and boundaries
7	change review or administrative process
8	new program or operational procedure
K	= key relationship, necessary for success
I	= important relationship, coordination required

## GOAL #7: EAST NEIGHBORHOOD REVITALIZATION

GOAL 7: EAST SUBAREA NEIGHBORHOOD REVITALIZATION Continue to Revitalize Central City Neighborhoods East of the Downtown.		City Department/Agency Roles					Private Sector			Policy or Ordinance change	Relationship to Neighborhood Urban Design Projects						
Topics and issues	Sub goals	Planning	Redevelopment Authority	Public Works	Engineering	Parks	Other	BID	Chamber	Land Owners	Zoning	Historic Depot - South	Historic Depot - North	White Rock	Jackson Ct./Pine Point	Hillside/City Hall	St. Paul/Prairie Pt.
		<b>1 Improve White Rock Avenue and Main Street as Gateways:</b> both streets can become significant gateways to Downtown; the Whiterock area should also receive stormwater improvements	na	S		S	S						4, 8			K	
<b>2 Connect the Bike Trail Systems to Downtown:</b> improved bike trail connections will help Downtown businesses; Lincoln should be a primary bicycle entry to Downtown	na	S		S	S	S					4, 8	I	I	I			
<b>3 Relocate the Post Office and Assemble Property:</b> relocation will significantly aid property assembly and redevelopment of a landmark project	na	S	S		S						4	K	K				
<b>4 Continue Coordination with Local Organizations and Institutions:</b> WCTC expansion will help job training; WDTC can be a strong landmark; YMCA and La Casa expansion will both help the community	4.1-4.4	S					S			S	8	K	K				
<b>5 Continue Seeking Coordination with Railroad Officials :</b> ongoing coordination with railroad officials should be maintained to take advantage of any opportunities that arise	na			S	S					S	na						
<b>6 Continue Implementation of Redevelopment District Plans #6 and #7 :</b> redevelopment should be continued and modified to encompass the concepts in this plan for uses, streetscape, and traffic	6.1-6.3		L								4	K	K	K			

L	= Lead agency/department
S	= Shared lead responsibilities
C	= Coordination role, but not the lead

Zoning or ordinance change notes	
1	sign code
2	maintenance agreements, assessments
3	new parking regulations
4	new redevelopment plan overlays
5	zoning overlay districts
6	zoning district standards and boundaries
7	change review or administrative process
8	new program or operational procedure

K	= key relationship, necessary for success
I	= important relationship, coordination required



## GOAL #8: MEMORABLE PATHWAYS

Create memorable pathways linking Downtown to the surrounding areas and region.

GOAL 8: ARTERIALS		City Department/Agency Roles						Private Sector			Policy or Ordinance change	Relationship to Arterial Urban Design Projects					
Topics and issues	Sub goals	Planning	Redevelopment Authority	Public Works	Engineering	Parks	Other	BID	Chamber	Land Owners	Zoning	XXX	XXX	XXX	XXX	XXX	XXX
		1	<b>Create Sequential Entry Features:</b> entrances at key nodes; use multiple design features; focus on links from pathways to Downtown	1.1-1.3	S		S	S	S				4, 8				
2	<b>Make St. Paul the First New Entry Sequence:</b> start with one key pathway; crate more memorable signage; advertise events along freeway; include key roadside landscape features for motorists; improve front yards; overlay district for screening and improvements	2.1-2.7	S		S	S	S				4, 8						
3	<b>Plan for Additional Entry Sequences:</b> identify next sequence	na	S		S	S					4, 8						
4	<b>Create Landmarks that Brand the Downtown Triangle:</b> create memorable vistas, landscapes, and symbols	na	S		S	S	S	S	S		4, 8						
5	<b>Identify Future Arterial Landmarks:</b> use remodeled buildings as landmarks; use new buildings; install public art	5.1-5.3	S						S		na						
6	<b>Create a New Parkway:</b> expanded parkway from Frame Park to City limit	na	S		S	S	S		S		na						

L	= Lead agency/department
S	= Shared lead responsibilities
C	= Coordination role, but not the lead

Zoning or ordinance change notes	
1	sign code
2	maintenance agreements, assessments
3	new parking regulations
4	new redevelopment plan overlays
5	zoning overlay districts
6	zoning district standards and boundaries
7	change review or administrative process
8	new program or operational procedure

K	= key relationship, necessary for success
I	= important relationship, coordination required

