

# MILLERS BAY



NEIGHBORHOOD



City of Oshkosh

## Neighborhood Plan

Prepared June 2014 – September 2015 by the  
Millers Bay Neighborhood Association  
and City of Oshkosh- Planning Services Division  
Revised September 2, 2015

# **MILLERS BAY NEIGHBORHOOD PLAN**



**A comprehensive report to enhance quality of life in the Millers Bay Neighborhood**

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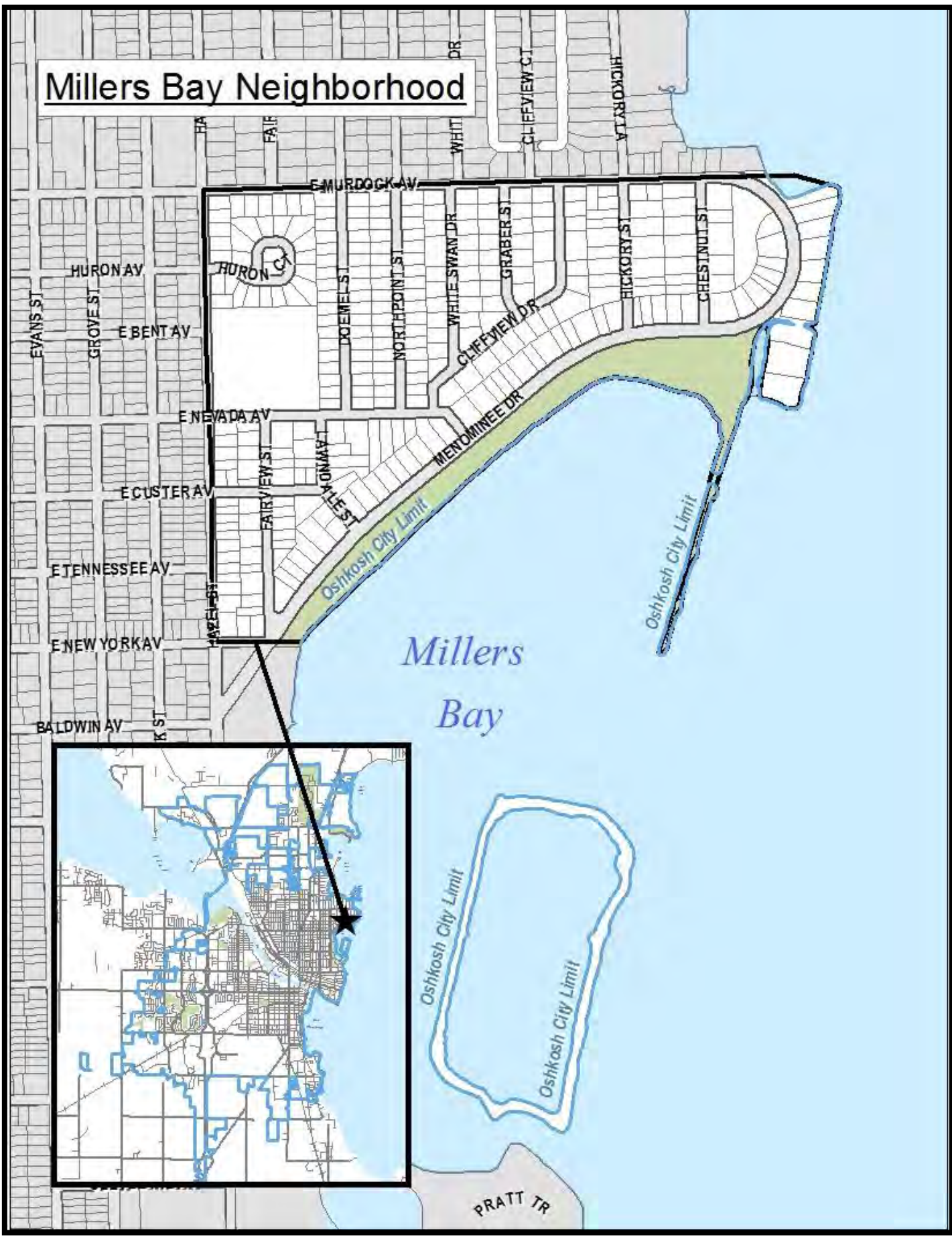
City of Oshkosh  
Planning Services Division

A photograph of a park with trees in autumn, a bench, and people walking. The image is slightly faded and serves as a background for the text.

## **Millers Bay Neighborhood Vision Statement**

*Millers Bay is a safe, established neighborhood with a strong sense of community noted for its well maintained homes, attractive streetscapes and proximity to Lake Winnebago, schools, trails, Menominee Park and natural open spaces. Our active and engaged residents embrace neighborliness and forge partnerships within and beyond our borders.*

# Millers Bay Neighborhood



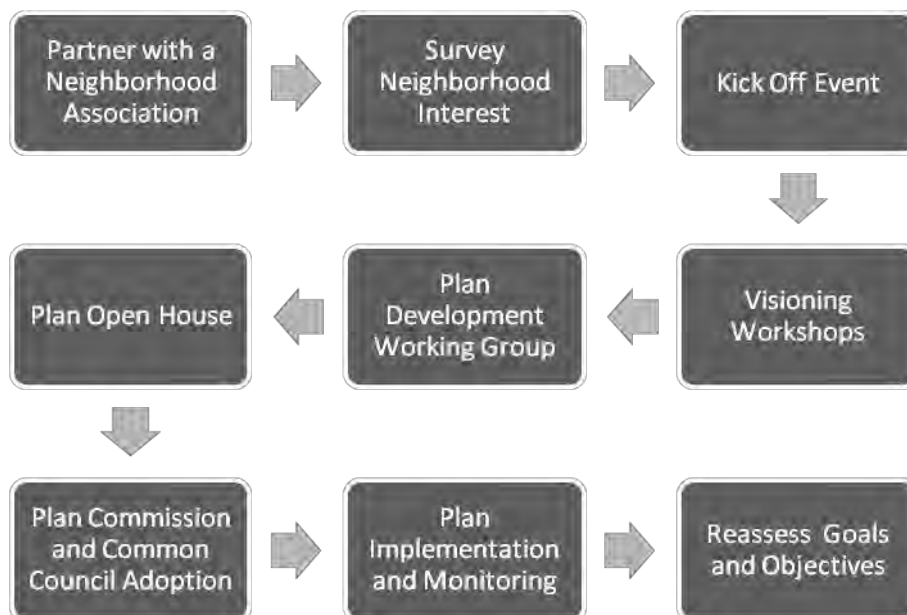
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## **Neighborhood Planning Process**

The neighborhood planning process is a component of the City of Oshkosh - Healthy Neighborhood Initiative (OHNI). The process was developed to identify what resident's value most within their neighborhood and to outline a clear vision of needs and priorities. The process is resident-led, resulting in a neighborhood plan that serves as a guide for investment in the neighborhood. Healthy neighborhoods are essential to the overall well being of Oshkosh and should be viewed as the strategic building blocks of the community. A neighborhood plan must strive to both eliminate elements that erode character and enhance elements that improve the quality of life for current and future residents. Architectural significance, pedestrian amenities, diversity, affordability, and proximity to services are several examples of assets Oshkosh neighborhoods possess. Preservation, stabilization, and revitalization strategies to protect these assets have been developed to ensure that Oshkosh's neighborhoods prosper. Below are the steps taken to complete the neighborhood planning process:



## ***Executive Summary***

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The Millers Bay Neighborhood Plan focuses on the area, bounded by East New York Avenue (north side) on the south, Hazel Street (east side) on the west, East Murdock Avenue (south side) on the north and Menominee Drive (both sides) on the east. Over the last few years the neighborhood has begun to see signs of transition as long term residents move out and new homeowners move in. Recent efforts by residents, the Millers Bay Neighborhood Association, City of Oshkosh and partner organizations have centered on enhancing existing assets to provide stability and ensure the Millers Bay neighborhood continues to be one of choice in Oshkosh.

Since 2012, the Millers Bay Neighborhood Association (MBNA) has served the neighborhood in varying capacities, from social and cleanup events to formal planning activities in partnership with the City of Oshkosh, NeighborWorks Badgerland and the Oshkosh Area School District. In 2012, the City of Oshkosh approved the MBNA as a city recognized neighborhood association. In 2014, the Millers Bay Planning Team was formed as a coalition of residents to support neighborhood stabilization.

This plan is prepared for the MBNA with the intent to support their efforts, to maintain the existing neighborhood character and ensure Millers Bay continues to be a neighborhood of choice. Created during a six month resident-led planning effort, the plan may be used by the MBNA, City of Oshkosh, and partner organizations to ensure neighborhood improvements and activities are implemented to meet the needs of the residents who reside there.

The plan first offers a brief history, followed by a snapshot of the neighborhood's current demographic profile and a list of assets and opportunities identified throughout the planning process. The plan then outlines eight priority areas: Community Building, Housing, Land Use, Transportation, Economic Development, Utilities, Natural and Cultural Resources and Intergovernmental Cooperation. Individual sections explore each focus area, assess current conditions, and provide goals, objectives and specific action items to help achieve the intended goals.

Planning for a neighborhood must always involve the most important stakeholders – its residents and property owners. The plan was researched and drafted under the guidance of the MBNA leadership, residents and city staff. Preliminary recommendations were shared at a public participation event where the resulting conversations and comments were used to shape final recommendations for the plan.

Once the neighborhood plan is approved, an implementation plan will be drafted by the neighborhood association to ensure progress is made towards achieving the stated goals. The implementation plan will outline specific and time-bound steps to be taken to ensure plan elements are successfully carried out. Additionally, the implementation plan will provide performance measures to track the progress of future efforts.

## Introduction

In 2011, a core group of residents located in the area bounded by East New York Avenue, Hazel Street, East Murdock Avenue and Menominee Drive, formed around the desire to preserve and enhance their neighborhood. The first general membership meeting of the neighborhood association was held in May, 2012 and approximately 80 residents attended. Those in attendance agreed upon the neighborhood boundaries, name, purpose, and organizational bylaws.

Since 2012, the neighborhood association has coordinated bi-annual general membership meetings which are noticed to all residents living within the neighborhood by email or flyer as well as the neighborhood website, [www.millersbayneighborhood.org](http://www.millersbayneighborhood.org). Multiple committees were established including: Beautification, Communication, Grievance, Membership, Safety, and Social. Additional subcommittees were created to begin working on neighborhood goals and activities.

The neighborhood association has organized major social events that include participation in Neighborhood Night Out (pictured on the right), a city-wide block party event organized by neighborhood groups. The neighborhood association also began hosting Clean Sweep, which has become an annual event to address litter within the neighborhood and Menominee Park. During the winter months, the neighborhood association hosts a holiday decorating contest, door-to-door caroling and visit/caroling at a local nursing home. Hibernation Happy Hour has also become a popular event to provide an opportunity for residents to get together over the winter at a local restaurant.



In 2012, the Millers Bay Beautification Committee partnered with the Parks Department to develop plans to beautify the George Washington monument, which is located on a small triangular tract of land between Menominee Drive, Hazel Street and E. New York Avenue. The Millers Bay Beautification Committee has also partnered with the Oshkosh Area School District, Emmeline Cook PTO, NorthShore Neighborhood Association, City of Oshkosh, NeighborWorks

Badgerland and Oshkosh Area Community Foundation to develop a master plan (pictured on the left) for the school campus to address years of deferred maintenance in their pursuit to enhance Emmeline Cook Elementary School. A timeline of neighborhood association activities by committee completed between May, 2014 and May, 2015 can be found in Appendix A.





In June of 2014, the Millers Bay Neighborhood Association became the second neighborhood to begin working with City staff to develop a neighborhood plan. Over the course of a year, residents worked with staff to identify goals and objectives that would address current and future priorities of the neighborhood. The purpose of a neighborhood plan is to develop strategies that address priorities, and lay the foundation for collaborative efforts between the public and private sectors to help implement plan recommendations.



More specifically, neighborhood plans are intended to:

- Educate local agencies, city government and neighborhood residents about each other's concerns and visions for the future.
- Promote collaboration between the City, the neighborhood, and local public, private and non-profit organizations in order to achieve mutual goals to enhance the neighborhood.
- Create "pride of place" within the community by identifying and developing the assets within each neighborhood.
- Initiate change, rather than simply reacting to it, by addressing specific issues and opportunities.
- Strengthen the city by improving the quality of life in its neighborhoods.



During the planning process, residents recognized many locational advantages of the neighborhood, such as the proximity to Lake Winnebago and Menominee Park, an elementary and middle school within walking distance and access to trails and recreational amenities. Residents also recognized the need to preserve and enhance these assets to protect the equity in their property and the desirability of the neighborhood. Continued efforts by the Millers

Bay Neighborhood Association will focus on resident connections and identified neighborhood assets to reinforce a positive image and ensure the Millers Bay neighborhood continues to be one of choice in Oshkosh.

## ***Neighborhood History***

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The Millers Bay neighborhood area began developing in the 1940's. Until then most of the land, both north and south of East Murdock, was owned by Harold Doemel, who operated a large dairy farm. His home was located at what's now the northwest corner of Hickory and Murdock. The land he farmed was mostly on the north side of Murdock, as the south side of Murdock Avenue was predominately marshland.

In the 1940's, rubble from the reconstruction of Jackson Street was used to start filling in the marsh. Shortly after, the marsh, which was still part of the Town of Oshkosh, was used as the town dump for about three years. The photo on the right depicts the time period. Note the town dump on the left side of the picture.



Around 1950, Louie Graber bought the marsh from the Doemel family and petitioned to have it annexed into the city. Graber's purchase combined with the annexation immediately led to homes being built along the entire length of Menominee Drive (pictured left), and rapid development on Doemel and Northpoint Streets. Graber was also instrumental in developing and platting out what became White Swan, Graber and Cliffview Streets. Many of the early homes built along Menominee and Northpoint initially had major flooding issues every time it rained, due to the marshland the neighborhood was built on. This problem was eventually resolved. The proximity of what was then Mercy Hospital prompted many of the doctors in Oshkosh, at that time, to build in this area.

Everyone who built or bought homes on the northeast side of Oshkosh and had elementary school aged children at first had only Longfellow as a public school option; Longfellow was located behind the former Mercy Hospital. At that time, Webster Stanley was strictly a junior high school. The areas rapid development prompted the building of Emmeline Cook Elementary School in 1954, which is visible in the photo on the right.

White Swan built up rapidly in the 1960's, but it wouldn't be until the mid-1980's when Graber and Cliffview would become fully developed.



## ***Existing Demographic Profile***

Demographic data obtained from ESRI Community Analyst is included below to better understand how the population living in the Millers Bay neighborhood compares to Oshkosh as a whole.

|  | <b>Millers Bay Neighborhood</b> | <b>City of Oshkosh</b> |
|--|---------------------------------|------------------------|
| <b>PEOPLE</b>  |                                 |                        |
| Population   | 648                             | 66,327                 |
| Male   | 309                             | 33,875                 |
| Female   | 339                             | 32,449                 |
| Households   | 285                             | 26,642                 |
| Average Household Size                               | 2.27                            | 2.23                   |
| Families   | 193                             | 14,118                 |
| Average Family Size                                  | 2.76                            | 2.88                   |
| Median Age   | 48.2                            | 34.7                   |
| Per Capita Income                                    | \$42,654                        | \$23,314               |
| Median Income  | \$46,336                        | \$44,218               |
| <b>HOUSING</b>                                       |                                 |                        |
| Housing Units  | 298                             | 28,771                 |
| Owner Occupied Housing Units                         | 87.9%                           | 51.1%                  |
| Renter Occupied Housing Units                        | 7.7%                            | 41.5%                  |
| Vacant Housing Units                                 | 4.6%                            | 7.4%                   |
| Median Home Value                                    | \$140,278                       | \$129,360              |
| <b>RACE</b>  |                                 |                        |
| White  | 88.4%                           | 89.1%                  |
| African American                                     | 0.2%                            | 3.2%                   |
| American Indian                                      | 0.2%                            | 0.8%                   |
| Asian  | 9.6%                            | 3.9%                   |
| Pacific Islander                                     | 0.0%                            | 0.1%                   |
| Other*   | 1.7%                            | 2.9%                   |
| <b>EDUCATIONAL ATTAINMENT</b>                        |                                 |                        |
| Total Population 25+                                 | 480                             | 42,839                 |
| Less than 9 <sup>th</sup> Grade                      | 2.5%                            | 2.8%                   |
| 9 <sup>th</sup> – 12 <sup>th</sup> Grade, No Diploma | 3.1%                            | 7.9%                   |
| High School Graduate                                 | 11.5%                           | 29.7%                  |
| GED/Alternative Credential                           | 2.7%                            | 5.6%                   |
| Some College, No Degree                              | 23.3%                           | 21.2%                  |
| Associate Degree                                     | 4.4%                            | 7.7%                   |
| Bachelor's Degree                                    | 25.4%                           | 17.0%                  |
| Graduate/Professional Degree                         | 27.1%                           | 8.1%                   |
| <b>EMPLOYMENT</b>                                    |                                 |                        |
| Total Population 16+                                 | 354                             | 33,076                 |
| Agriculture/Mining                                   | 0.0%                            | 0.7%                   |
| Construction   | 2.8%                            | 2.3%                   |
| Manufacturing  | 20.3%                           | 21.1%                  |
| Wholesale Trade                                      | 4.2%                            | 2.4%                   |
| Retail Trade   | 13.0%                           | 14.8%                  |
| Transportation/Utilities                             | 0.0%                            | 3.4%                   |
| Information  | 0.0%                            | 1.4%                   |
| Finance/Insurance/Real Estate                        | 1.7%                            | 4.3%                   |
| Services   | 51.4%                           | 45.7%                  |
| Public Administration                                | 6.5%                            | 3.9%                   |
| Population 25+ Unemployed                            | 1.1%                            | 4.5%                   |

Source: U.S. Census Bureau, Census 2010 Summary File 1. ESRI forecasts for 2015 and 2020.

**Current Assets and Opportunities within the Millers Bay Neighborhood**

Based on survey results and conversations with residents the chart below was created to summarize the current assets and concerns within Millers Bay.

| Assets   | Opportunities                                     |
|--|---|
| Proximity to Menominee Park Amenities  | Speeding  |
| Proximity to Lake Winnebago  | Flooding  |
| Stability and Desirability of the Neighborhood                                     | Property Taxes                                    |
| Many Examples of Well Maintained Homes   | Transition of Property Owners                     |
| Mature Trees   | Lack of Public Transportation                     |
| View of the Lake   | Park Maintenance                                  |
| Quality of Housing Construction  | Condition of Neighborhood School                  |
| High Levels of Pride and Loyalty Among Residents                                   | Current Rating of Neighborhood School             |
| Walkability – Walking Paths, Recreational Opportunities and Services Nearby        | Park Events                                       |
| Socialization Among Neighbors  | Stray Animals                                     |
| Neighbors Watching Out for Neighbors   | Property Maintenance on Some Blocks (home & yard) |
| Condition of Streets and Sidewalks in the Neighborhood                             | Drug and Crime in Nearby Neighborhoods            |
| Mature Trees   | Size of Existing Housing Stock (smaller homes)    |
| A Neighborhood Association that is Actively Making the Neighborhood a Better Place | Lighting  |
|  | Above Ground Utilities                            |
|  | Aging Population                                  |

## ***Plan Development***

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In June of 2014, residents began meeting bi-monthly to start drafting elements of their neighborhood plan. Using the neighborhood-wide survey results as a basis for making plan recommendations, the Neighborhood Planning Team identified eight priority areas: Community Building, Housing, Land Use, Transportation, Economic Development, Utilities, Natural and Cultural Resources and Intergovernmental Cooperation. Next, residents were asked to identify goals for each priority area that the Millers Bay Neighborhood Association, City of Oshkosh, and future partners could work towards over the next three to five years. The eight goals that were developed are listed below.

### **COMMUNITY BUILDING**

Build relationships within the neighborhood and community

### **HOUSING**

Enhance individual and collective property value by maintaining unique character and identity of the neighborhood

### **LAND USE**

Ensure land use that remains consistent with existing pattern and character

### **TRANSPORTATION**

Promote safe, efficient and diverse transportation system

### **ECONOMIC DEVELOPMENT**

Promote Millers Bay as a neighborhood of choice

### **UTILITIES**

Maintain and improve public and private utilities that meet the needs and desires of residents

### **NATURAL AND CULTURAL RESOURCES**

Promote and maintain our national and cultural heritage

### **INTERGOVERNMENTAL COOPERATION**

Communicate, collaborate and cooperate with the City of Oshkosh, its service providers and other government entities

Once the goals were finalized, objectives and action items were proposed, discussed, and agreed upon by those in attendance. The following pages provide a detailed overview.

## Community Building

Social connections are an important component of quality of life. Knowing your neighbors provides a sense of safety in your surroundings and makes it easier to determine when someone or something is out of place. According to the neighborhood survey, 86% of respondents indicated knowing their neighbor very well or somewhat well. Based on individual comments received in the survey, there was a desire to preserve social connections as current residents move out and new ones move in. The work of the association to date has helped to strengthen resident connections within the neighborhood. Below are the strategies identified to help further community building activities within the Millers Bay neighborhood moving forward.

### **GOAL #1**

#### ***Build relationships within the neighborhood and community***

#### **OBJECTIVE 1A: CREATE A NEIGHBORHOOD THAT IS WELCOMING AND INCLUSIVE**

**Action 1:** Mail Welcome Packets to all new residents

**Action 2:** Hold at least two events annually where information is shared and input solicited

**Action 3:** Sponsor social activities for adults, children and families

**Action 4:** Provide opportunities for members to participate in leadership roles and other neighborhood initiatives

#### **OBJECTIVE 1B: REVIEW BY-LAWS, COMMITTEE STRUCTURE, EVENTS AND MEETINGS ANNUALLY**

**Action 1:** Document participation in all activities, meetings and events

**Action 2:** Review Association infrastructure annually

#### **OBJECTIVE 1C: PROMOTE OPEN DIALOGUE AND DISCUSSIONS WITH SURROUNDING NEIGHBORHOODS**

**Action 1:** Nominate a neighborhood representative(s) to serve on city-wide alliance groups

**Action 2:** Collaborate with surrounding neighborhoods regarding common interests and concerns

#### **OBJECTIVE 1D: DEVELOP AND SUSTAIN LEADERSHIP SKILLS AMONG THE NEIGHBORHOOD ASSOCIATION MEMBERS**

**Action 1:** Encourage residents to participate in available resident leadership opportunities

**Action 2:** Recruit new leaders

#### **OBJECTIVE 1E: RESEARCH THE CONCEPT OF USING OUR NEIGHBORHOOD SCHOOL AS A FUTURE COMMUNITY CENTER SITE**

**Action 1:** Form a neighborhood sub-committee to research the concept of using schools as centers of community

**Action 2:** Engage the Oshkosh Area School District, Millers Bay residents and other partners in a study to determine the feasibility and potential uses for utilizing our neighborhood school as a center

## Housing

Homes in the Millers Bay neighborhood were built mainly between 1940 and 1980 and reflect a similar style, character and size. There are many examples of raised and split-level ranches which were a popular architectural style during the above time period. Prairie Style architecture can also be found throughout the neighborhood, including the design of Emmeline Cook Elementary School.



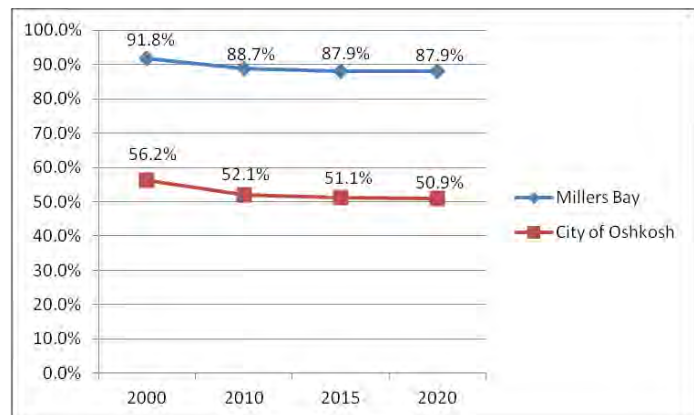
Many of the homes within the neighborhood are well maintained with landscaped yards which are tended to with pride by existing homeowners. Throughout the planning process residents agreed upon the importance of well maintained housing and the influence it has on desirability of the neighborhood. Residents felt it was important to maintain a high standard of maintenance and new construction within the neighborhood to protect equity of existing and future homeowners.



Based on data obtained from ESRI Community Analyst the neighborhood housing stock is 87.9% owner occupied. It is important to note that not all homes that are considered to be non-owner occupied are actually rental housing. Properties considered to be non-owner occupied also represent homes that are currently vacant, listed on the market for sale, are not the owner's primary residence (i.e. vacation or secondary home).

The graph on the right compares owner occupied parcels within the Millers Bay neighborhood to the City of Oshkosh as a whole. The City of Oshkosh overall has experienced a 5.1% decline in homeownership over the last fifteen years compared to the Millers Bay neighborhood which has experienced a 3.9% decline. Ownership projections indicate the Millers Bay neighborhood will remain at 87.9% owner occupied by 2020.

**Comparison of Owner-Occupied Parcels 2000-2020**



Source: U.S. Census Bureau, Census 2010 Summary File 1.  
ESRI forecasts for 2015 and 2020.

Housing data obtained from the City of Oshkosh Assessor’s Division and ESRI Community Analyst was averaged to compare the existing housing stock in Millers Bay to the City of Oshkosh overall.

| Average Housing Stock Comparison |               |                 |
|----------------------------------|---------------|-----------------|
|                                  | Millers Bay   | City of Oshkosh |
| <b>Size</b>                      | 1,834 sq. ft. | 1,544 sq. ft.   |
| <b>Bedrooms</b>                  | 3.2           | 3               |
| <b>Bathrooms</b>                 | 1.8           | 2               |
| <b>Year Built</b>                | 1958          | 1963            |

Source: City of Oshkosh Assessor, 2015 and U.S. Census Bureau, Census 2010 Summary File 1. ESRI forecasts for 2015 and 2020.

Below are the housing priorities identified by residents during the neighborhood planning process.

**GOAL #2**  
*Enhance individual and collective property value by maintaining unique character and identity of the neighborhood*

**OBJECTIVE 2A: ENSURE HIGH QUALITY HOUSING SUPPLY THAT INSTILLS CONFIDENCE IN EXISTING AND FUTURE PROPERTY OWNERS.**

|  |
|--|
| <b>Action 1:</b> Educate and support resident use of existing municipal housing programs.                  |
| <b>Action 2:</b> Promote homeowner incentives to maintain and/or improve the curb appeal of their property |
| <b>Action 3:</b> Educate and support resident use of existing municipal housing programs                   |
| <b>Action 4:</b> Explore creating a neighborhood volunteer program to assist neighbors in need             |
| <b>Action 5:</b> Promote Association sponsored clean up days   |

**OBJECTIVE 3. EXPLORE CREATION OF RESIDENTIAL DESIGN STANDARDS THAT REPRESENT RESIDENT DESIRES, PRESERVE THE EXISTING NEIGHBORHOOD CHARACTER, GUIDE QUALITY CONSTRUCTION METHODS AND PROVIDE MINIMUM STANDARDS FOR RENOVATION OF EXISTING HOMES.**

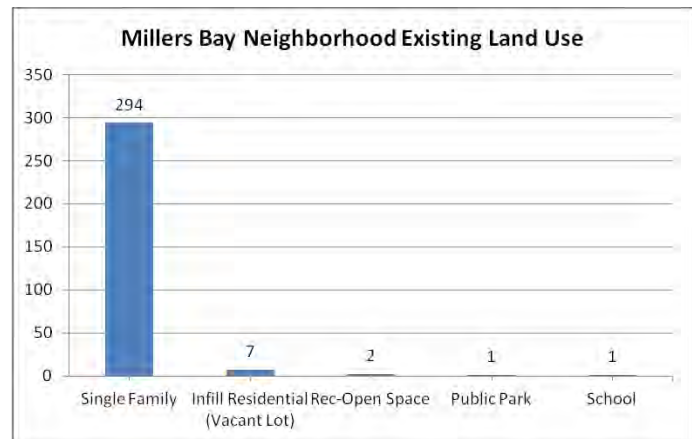
|   |
|---|
| <b>Action 1:</b> Research the concept of an overlay district  |
| <b>Action 2:</b> Develop standards for a traditional overlay district within the Millers Bay neighborhood             |
| <b>Action 3:</b> Share materials regarding design standards   |
| <b>Action 4:</b> Promote and educate residents on available incentives to assist with quality design and construction |



## Land Use

The Millers Bay neighborhood is roughly 143 acres and is made up of 305 parcels. The neighborhood is currently zoned Single Family Residential (R-1) which is consistent with the existing land use in the neighborhood. Below is a chart showing the current distribution of land use within the Millers Bay neighborhood.

The City's Comprehensive Plan Future Land Use map recommends residential development in the neighborhood, which is consistent with resident desires expressed in the neighborhood-wide survey and conversations with residents during the planning process. Below are the current priorities related to land use in the Millers Bay neighborhood.



**GOAL #3**  
***Ensure land use that remains consistent with existing pattern and character***

### **OBJECTIVE 3A: ENSURE THAT OPEN SPACES AND PARKS WITHIN THE NEIGHBORHOOD ARE WELL MAINTAINED AND PROVIDE HIGH QUALITY AMENITIES**

**Action 1:** Provide support and recommendations to the City of Oshkosh Parks Department and the Oshkosh Area School District on current and future projects

**Action 2:** Raise funds that can be used to offset the cost of neighborhood initiated beautification projects

### **OBJECTIVE 3B: CREATE A WELCOMING ATMOSPHERE FOR RESIDENTS AND THE COMMUNITY WITH BEAUTIFUL, WELL-DESIGNED STREETSCAPES**

**Action 1:** Enlist a professional urban design firm to develop specific design plans for gateways, corridors and streets

**Action 2:** Prioritize the recommended design projects

**Action 3:** Collaborate with the City of Oshkosh to implement design plan/projects

## **Transportation**

Throughout the planning process there were many conversations surrounding the quality of existing streets and sidewalks within the Millers Bay neighborhood. Survey respondents reported that quality streets and sidewalks were important assets to preserve and enhance moving forward.

The City of Oshkosh Pedestrian and Bicycle Circulation Plan was approved in 2011 and recommends strategies for improving bicycle and pedestrian transportation throughout the Oshkosh area. Millers Bay residents indicated a strong desire for a safe, efficient and diverse transportation network within the neighborhood to support the active residents that live there. The Pedestrian and Bicycle Circulation Plan recommends East Murdock Avenue, Menominee Drive, East Nevada Avenue and East New York Avenue as preferred bike routes in the neighborhood. The recommended type of bike facility to be installed is indicated on the Pedestrian and Bicycle Plan Recommended Facilities map in Appendix A.

Strategies below have been developed to ensure the Millers Bay neighborhood continues to promote safe, efficient and diverse modes of transportation.

|   |
|---|
| <p style="text-align: center;"><b>GOAL #4</b><br/><b><i>Promote safe, efficient and diverse transportation system</i></b></p> |
|---|

### **Objective 4A: SUPPORT MULTI-MODAL FORMS OF TRANSPORTATION**

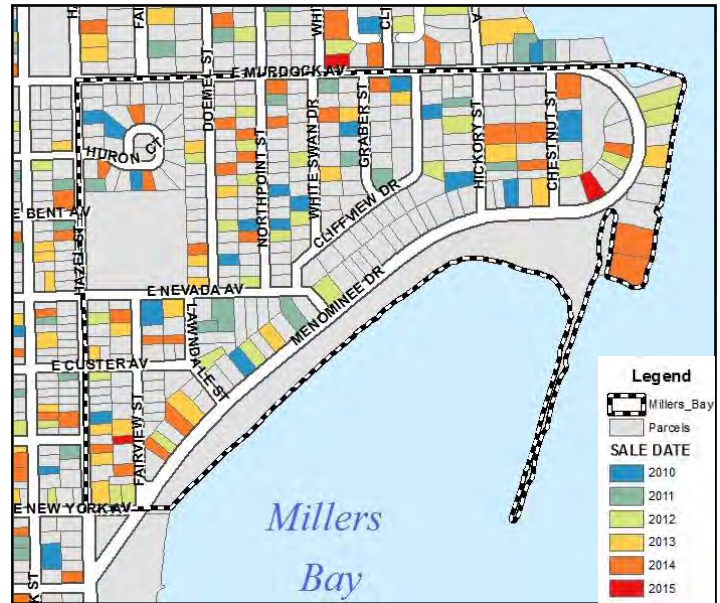
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|--|
| <b>Action 1:</b> Include bike lanes in future streetscape plan     |
| <b>Action 2:</b> Advocate for safe bicycle and pedestrian measures |
| <b>Action 3:</b> Monitor continued access to public transportation |

### **Objective 4B: PROMOTE PEDESTRIAN AND TRAFFIC SAFETY WITHIN THE NEIGHBORHOOD**

|   |
|---|
| <b>Action 1:</b> Initiate pedestrian and traffic safety audits as needed  |
| <b>Action 2:</b> Implement safety measures based on safety audits   |
| <b>Action 3:</b> Coordinate with the Oshkosh Safe Routes to School Program to determine what the neighborhood can do to support pedestrian safety at Emmeline Cook School |
| <b>Action 4:</b> Include traffic calming measures in streetscape design (GOAL #3 – Objective 3B)  |

## Economic Development

The City of Oshkosh's Healthy Neighborhoods Initiative is organized around a specific theory of neighborhood change known as the Healthy Neighborhoods approach. This approach to revitalization is most closely associated with neighborhood strategist David Boehlke, who has made creating healthy neighborhoods his life's work. This theory is also referred to as the market approach to neighborhood revitalization, or a process to create "Neighborhoods of Choice." A Healthy Neighborhood is defined as a place where it makes



economic sense for people to invest time, money, and energy; and where neighbors successfully manage day-to-day issues. Recent sales within the Millers Bay neighborhood indicate there is demand in the real estate market. Homes within the neighborhood that were purchased between 2010 and 2015 on average sold for 98% of their assessed value. The map of the right shows the location of homes sold in the neighborhood between 2010 and 2015. Future efforts identified below will focus on promoting the Millers Bay neighborhood as one of choice.

**GOAL #5**  
***Promote Millers Bay as a neighborhood of choice***

### OBJECTIVE 5A: EDUCATE RESIDENTS REGARDING THE GOALS AND PRIORITIES OF THE NEIGHBORHOOD

- Action 1:** Develop a packet of neighborhood information including professional materials to market the neighborhood as a desirable place to live
- Action 2:** Market neighborhood to realtors as a single-family based atmosphere
- Action 3:** Distribute information about City of Oshkosh municipal codes
- Action 4:** Maintain a neighborhood website as a marketing tool and a resource for residents

### OBJECTIVE 5B: MAXIMIZE PROPERTY VALUES

- Action 1:** Post announcements of governmental meetings, forums, etc. which may have an impact on our neighborhood on our website
- Action 2:** Encourage residents to apply for positions on City boards, committees, commissions

## **Utilities**

The desire to provide a high level of both public and private utilities is consistent with the City of Oshkosh Comprehensive Plan. The neighborhood-wide survey highlighted resident concern related to flooding in the neighborhood. The Millers Bay neighborhood was developed on former marsh land which has historically caused flooding issues within the neighborhood. The City of Oshkosh Public Works Department contracted with Strand Associates, Inc. to develop strategies to address flooding concerns throughout the community. The goals for the City's storm water management approach are as follows:

- Reduce health and safety impacts due to street and property flooding
- Reduce the amount of clear water impact to sanitary sewer system
- Improve water quality
- Eliminate street surcharging for up to 10-year design storm
- Maintain street driveability for up to 25-year design storm
- Contain street surcharging within right-of-way for up to 100 year design storm

Progress has been made to meet many of the goals of the City's storm water management approach; however, there is still work that can be done to ensure both private and public utilities are well maintained and provide for the needs of residents. The objectives below were developed to ensure residents are informed of flood mitigation strategies and available incentive programs to address concerns.

**GOAL #6**  
***Maintain and improve public and private utilities that meet the needs and desires of residents***

**OBJECTIVE 6A: PROMOTE A HIGH STANDARD OF PUBLIC AND PRIVATE UTILITIES THAT PROVIDE FOR THE NEEDS OF RESIDENTS**

**Action 1:** Advocate for underground utilities when replacement occurs

**OBJECTIVE 6B: UTILIZE A PROACTIVE APPROACH TO STORM WATER CONCERNS**

**Action 1:** Educate neighbors on the best practices and tools to address storm water concerns

**Action 2:** Inform residents about storm water mitigation options such as rain barrels, rain gardens, and pervious materials

**OBJECTIVE 6C: ASSURE MILLERS BAY NEIGHBORHOOD HAS A UNIFORM LIGHTING DESIGN**

**Action 1:** Implement lighting design recommended by a professional urban design firm (GOAL #3 – Objective 3B)

## ***Natural and Cultural Resources***

Oshkosh is rich with natural and cultural resources and the Millers Bay neighborhood showcases many. Cultural resources include historic buildings and monuments as well as ancient and historic archeological sites. Cultural resources could also be viewed as stories of residents that have lived in the neighborhood for many years. The Millers Bay neighborhood is bordered by Menominee Park and Lake Winnebago on the east which are two examples of natural resources available to residents. Lake Winnebago provides year round access to recreational opportunities and events. Menominee Park is utilized for many of the neighborhood association's social events and provides residents access to miles of walking and biking trails.

In 2012, members of the Millers Bay Neighborhood Association Beautification Committee partnered with Parks Department staff to enhance the George Washington Monument, located on a triangular tract of land between East New York Avenue, Menominee Drive, and Hazel Street. The project committee enlisted the help of Rettler Corporation, a professional design firm out of Stevens Point, Wisconsin, to develop a concept plan for the site. Final improvements



including a new pathway, flag pole, lighting and landscaping beds, were completed during the summer of 2015 as part of the City's Great Neighborhood Program. Continued efforts to encourage the preservation of natural and cultural resources have been identified below.

### ***GOAL # 7***

#### ***Promote and maintain our natural and cultural heritage***

#### **OBJECTIVE 7A: CONTINUE PARTICIPATION IN THE RENOVATION OF THE WASHINGTON TRIANGLE**

|  |
|--|
| <b>Action 1:</b> Coordinate Triangle maintenance with the City of Oshkosh Parks Department |
| <b>Action 2:</b> Include the Triangle in the annual Clean Sweep Project                    |
| <b>Action 3:</b> Propose a historical marker for the George Washington statue              |

#### **OBJECTIVE 2. SHARE THE STORY OF OUR NEIGHBORHOOD'S UNIQUE FEATURES**

|   |
|---|
| <b>Action 1:</b> Post historical information on neighborhood website                              |
| <b>Action 2:</b> Develop a plan for sharing our story with students at our neighborhood school    |
| <b>Action 3:</b> Interview long-time neighborhood residents and post their stories on our website |

## ***Intergovernmental Cooperation***

---

There are many organizations that have an impact on the quality of life of a neighborhood and future success of neighborhood efforts will require coordination to achieve identified goals. Residents expressed a desire to ensure communication, collaboration and cooperation between those organizations that influence the Millers Bay neighborhood. Developing strategies that ensure collaboration will further success when implementing the neighborhood plan. The development of a neighborhood plan helps the City of Oshkosh understand the vision and goals of residents living in the Millers Bay neighborhood and show commitment to supporting the neighborhood's activities. Coordination with the Oshkosh Area School District to support Emmeline Cook Elementary School should continue, as many residents recognize the impact a quality school can have on property values and the desirability of their neighborhood. Below are the current strategies identified to help further cooperation between the Millers Bay neighborhood and local organizations.

***GOAL #8***  
***Communicate, collaborate and cooperate with the City of Oshkosh, its service providers and other government entities***

### **OBJECTIVE 8A: MAINTAIN A SAFE AND SECURE NEIGHBORHOOD**

|   |
|---|
| <b>Action 1:</b> Promote a free exchange of ideas and concerns with Police & Fire Departments |
| <b>Action 2:</b> Invite Police and Fire representatives to attend neighborhood meetings       |
| <b>Action 3:</b> Post "Need to Know" information on neighborhood website                      |
| <b>Action 4:</b> Participate in Neighborhood Night Out  |

### **OBJECTIVE 8B: RECOGNIZE AND USE THE NEIGHBORHOOD PLAN AS A DYNAMIC DOCUMENT THAT ADAPTS WHEN CONDITIONS AND PRIORITIES CHANGE**

|   |
|---|
| <b>Action 1:</b> Review the Neighborhood Plan annually for relevancy and edit as needed                 |
| <b>Action 2:</b> Review Neighborhood Plan annually and document Progress Toward Goals/Expected Outcomes |

# Appendix A

Neighborhood Projects

## Neighborhood Accomplishments – May 2014 to May 2015

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### BOARD OF DIRECTORS

*Reni Lynch (President) – Ruth McGinley (Vice-President) – Patty Toraason (Secretary) – Polly Kimball (Treasurer)  
Jane Hoffman – Pam Elmer – Patty Lorfeld*

- Hosted Spring General Membership Meeting (*May 8<sup>th</sup>*)
- Participated in leadership development - Three (3) members represented our neighborhood in Healthy Oshkosh Neighborhood Alliance - Two (2) attended the Community Leadership Institute in Cincinnati
- Facilitated the Installation of ten (10) Neighborhood Street Signs with Logo
- Amended By-Laws to conform with the City of Oshkosh Neighborhood Recognition Policy
- Represented our Neighborhood at the State of the City (*March 23rd*)
- Hosted Fall Forum - Neighborhood Plan Process initiated (*October 7<sup>th</sup>*)
- Developed Outreach Policy
- Developed Announcement/Posting policy
- Approved Treasury audit
- Served as liaisons to each of the Standing Committees

### BEAUTIFICATION COMMITTEE

*Wayne Mueller – Ruth McGinley – Polly Kimball – Buzz Uselman – Jan Beck – Pam Elmer – Chris Weston*

- Coordinated E. Cook Beautification Project
  - Sponsored a Kick-Off Event with project partners; City of Oshkosh, Oshkosh Area School District, Emmeline Cook PTO, NeighborWorks Badgerland and the North Shore Neighborhood Association
  - Opened E. Cook Beautification Fund at Oshkosh Area Community Foundation
  - Received \$8,000 matching grant from the Oshkosh Area Community Foundation
  - Participated (*Volunteer Readers & Pledges*) in a Read-A-Thon fundraising project with E. Cook School PTO
- Sponsored 3<sup>rd</sup> Annual Holiday Outdoor Decorating Contest
- Sponsored a Tree/Shrub Pruning Workshop (*April 18<sup>th</sup>*)
- Facilitated trimming of trees by the City on our neighborhood terraces
- Facilitated tree plantings on terraces of neighbors making a request
- Sponsored 3<sup>rd</sup> Annual Clean Sweep (*April 25<sup>th</sup>*)



## COMMUNICATION COMMITTEE

*Adam Kimball – Reni Lynch – Pam Elmer*

- Stimulated Outreach Activity to neighborhood school (*boots, mittens, hats, etc.*)
- Provided on-going updates & enhancements to our neighborhood website
- Facilitated the distribution of E. Cook Beautification Kick-Off Flyers to entire Emmeline Cook service area

## GRIEVANCE COMMITTEE

*Pam Elmer – Jim Hoffman – Tom Lynch*

- No grievances reported

## MEMBERSHIP COMMITTEE

*Patty Toraason – Reni Lynch – Beth Simon – Sherry Uselman – Connie Schuster – Kim Burns – Polly Kimball*

- Increased e-mailings to 178 households of 290 occupied homes = 61.3%
- Developed a process for recording member participation at neighborhood events
- Sent “Welcome Letters” to new neighbors
- Facilitated the distribution of flyers to residents not on e-mail list (x4)

## SAFETY COMMITTEE

*Jane Hoffman – Mike McGinley – Dennis Lewandowski*

- Facilitated a traffic sign change to 25 mph speed limit on Murdock Avenue beginning at Fire Station and an eastbound direction line painted merging traffic into one lane at Bowen & Murdock – for safety
- Added “Safety Tips” to our website
- Submitted Police Department District #3 Newsletter to our website
- Sponsored 3<sup>rd</sup> Annual Neighborhood Night Out (*August 5<sup>th</sup>*)

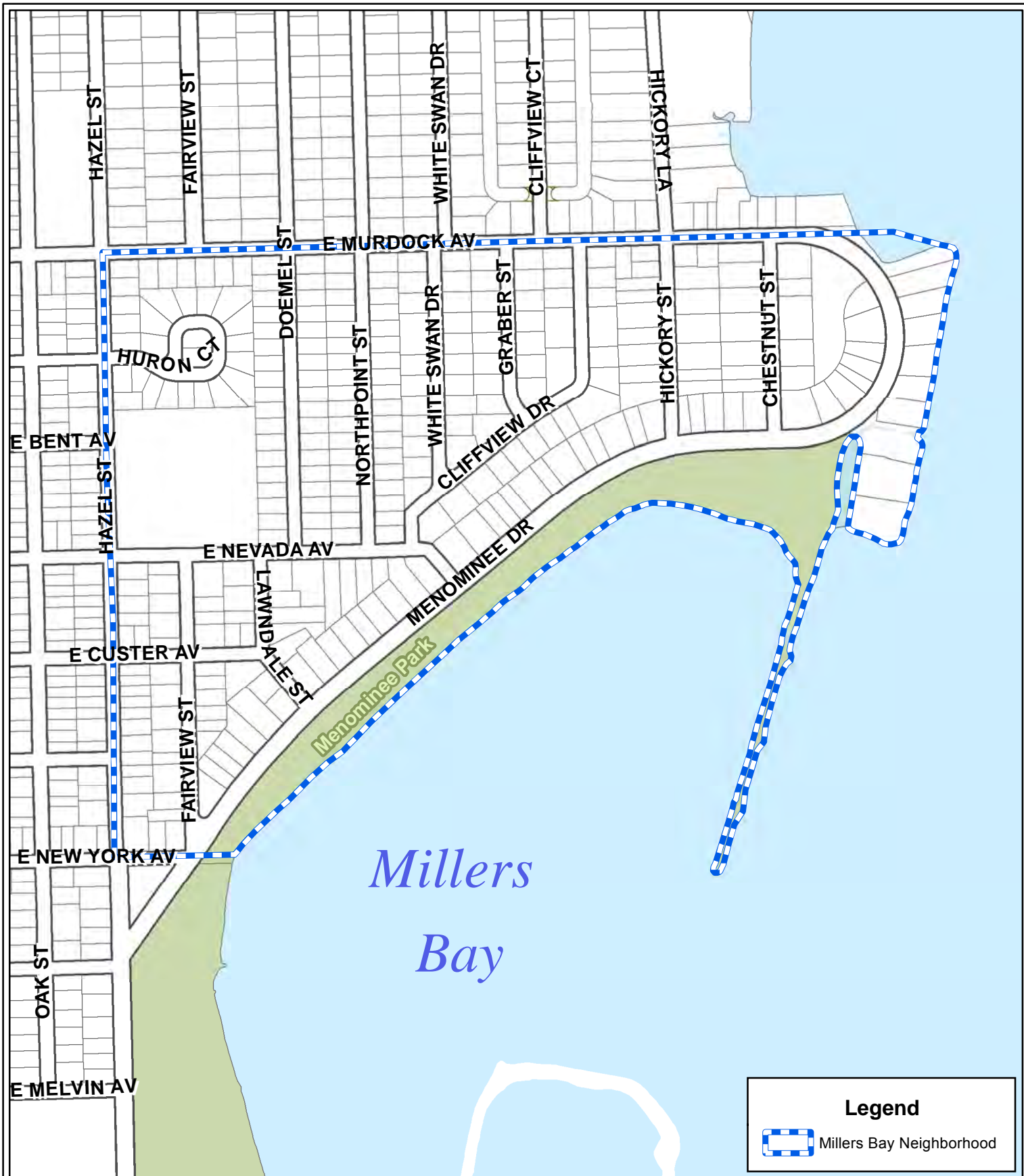
## SOCIAL COMMITTEE

*Patty Lorfeld - Adam Kimball - Eileen Ruechel – Sherry Uselman – Carol Williams – Reni Lynch – Jan Beck*

- Sponsored 3<sup>rd</sup> Annual Sing-a-Long at Rehab Facility and Caroling at homes of neighbors (*Dec 13<sup>th</sup>*)
- Sponsored Popcorn in the Park (*June 3<sup>rd</sup>*)
- Sponsored 2<sup>nd</sup> Annual Hibernation Happy Hour held at Primo Restaurant (*February 24<sup>th</sup>*)
- Coordinated 1<sup>st</sup> Annual Neighborhood Yard Sale Event (*August 23<sup>rd</sup>*)
- Provided hospitality and attendance prizes for General Membership Meetings

# Appendix B

Neighborhood Maps




**Legend**

 Millers Bay Neighborhood

**Millers Bay Neighborhood Boundary**

The City of Oshkosh creates and maintains GIS maps and data for its own use. They may show the approximate relative location of property, boundaries and other feature from a variety of sources. These map(s)/datasets are provided for information purposes only and may not be sufficient or appropriate for legal, engineering, or surveying purposes. They are provided "AS-IS" without warranties

N  
  
 1 in = 0.11 mi  
 1 in = 569 ft

Printing Date: 9/30/2015  
 Prepared by: City of Oshkosh, WI





**Legend**

- SINGLE-FAMILY
- TWO-FAMILY
- INSTITUTIONAL
- SCHOOL
- PUBLIC PARK
- REC-OPEN SPACE
- INFILL RESIDENTIAL
- MILLERS BAY BOUNDARY

**Millers Bay Neighborhood Existing Land Use**

The City of Oshkosh creates and maintains GIS maps and data for its own use. They may show the approximate relative location of property, boundaries and other feature from a variety of sources. These map(s)/datasets are provided for information purposes only and may not be sufficient or appropriate for legal, engineering, or surveying purposes. They are provided "AS-IS" without warranties of any kind and the City of Oshkosh assumes no liability for use or misuse.



1 in = 0.1 mi  
1 in = 550 ft

Printing Date: 11/25/2014  
Prepared by: City of Oshkosh, WI





**Legend**

Millers Bay Neighborhood

**City Zoning**

- C-1 - Neighborhood Commercial
- C-2 - General Commercial
- R-1 - Single Family
- R-2 - Two Family
- R-3 - Multiple Dwelling
- R-4 - Multiple Dwelling

### Millers Bay Neighborhood Existing Zoning

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1 in = 0.15 mi  
1 in = 800 ft

Printing Date: 12/3/2014

Prepared by: City of Oshkosh, WI



**OSHKOSH**  
ON THE WATER



# Non-Owner Occupied

The City of Oshkosh creates and maintains GIS maps and data for its own use. They may show the approximate relative location of property, boundaries and other feature from a variety of sources. These map(s)/datasets are provided for information purposes only and may not be sufficient or appropriate for legal, engineering, or surveying purposes. They are provided "AS-IS" without warranties of any kind and the City of Oshkosh assumes no liability for use or misuse.



1 in = 0.11 mi  
1 in = 562 ft

Printing Date: 5/5/2015

Prepared by: City of Oshkosh, WI



Lake Butte des Morts

Lake Winnebago

- Sign & Stripe
- - - Sign & Stripe Optional Locations
- Sign and/or Shareway
- - - Sign & Shareway Optional Locations
- Multi-Use Trail
- Intersection Improvements
- ☆ Pedestrian Overpass
- Railroads
- School
- Park
- Oshkosh City Limits

Wittman  
Regional Airport  
Experimental  
Aircraft  
Association



# Oshkosh Pedestrian and Bicycle Plan



November, 2011

# Appendix C

Neighborhood Assessment

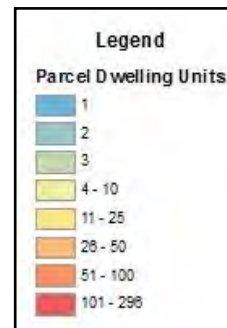


During the summer of 2014, Planning Services Division staff completed a neighborhood-wide assessment to better understand existing conditions within the Millers Bay neighborhood. Blight indicators such as peeling paint, presence of junk and debris, overgrown landscaping, vehicles parking on lawns, rutted up lawns and boarded up windows were documented on a parcel by parcel basis. The neighborhood assessment is an important baseline inventory that will be completed again in three to five years to measure the success of programming in the neighborhood. Below are multiple maps showing available data on existing conditions within the Millers Bay neighborhood.

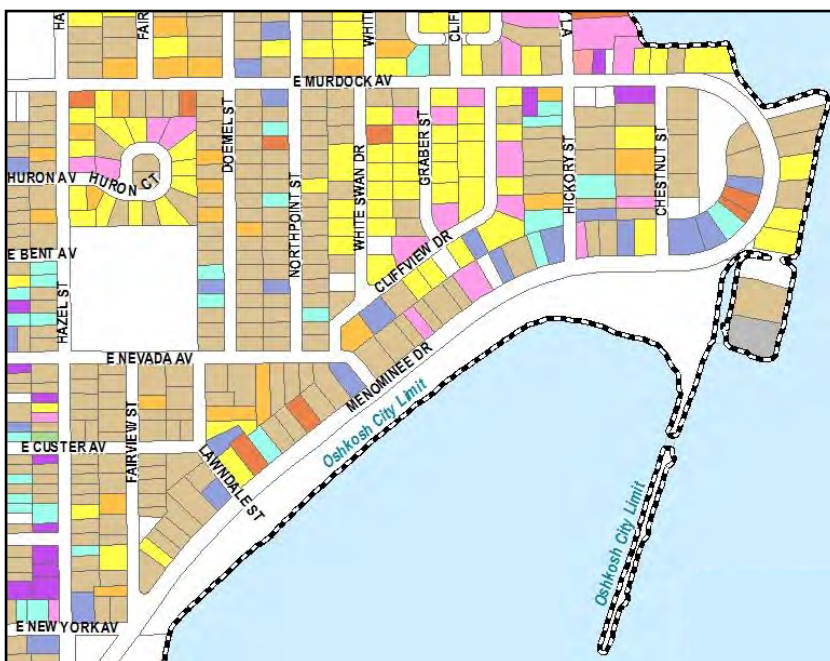


## Number of Housing Units by Parcel

Homes located within the Millers Bay neighborhood are single family and only contain one housing unit per property which



is consistent with the zoning and land use designation for the area.



## Architectural Style by Parcel

Architectural styles in the Millers Bay neighborhood are primarily

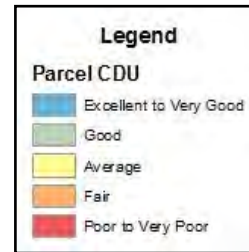


classified as "Ranch" which is likely due to the time period the area was developed. Colonial architecture is also found throughout the neighborhood.

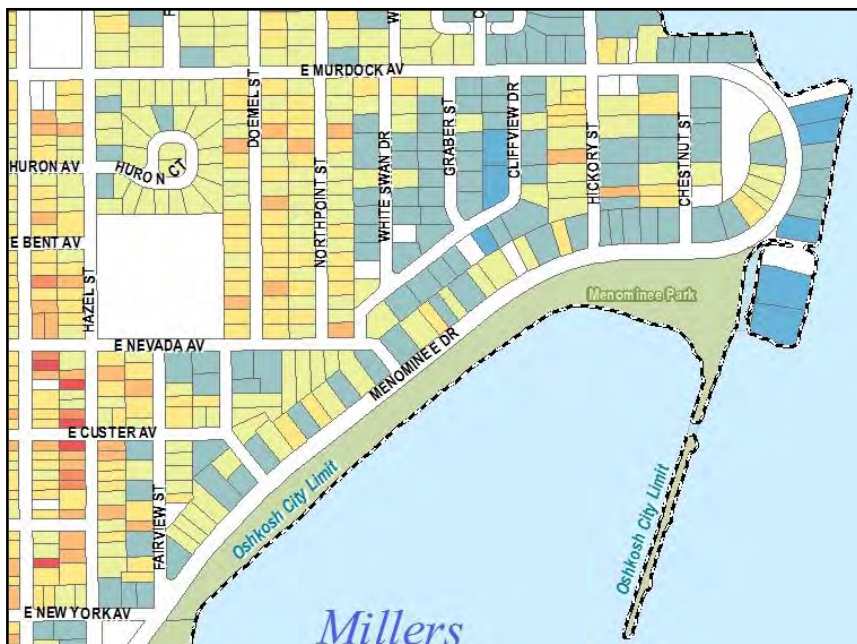


## CDU by Parcel

CDU stands for “Condition – Desirability – Utility”. The code denotes a composite rating of the overall condition, desirability and usefulness of a property. A property’s rating is established by the City Assessor Division and is one of the factors used to

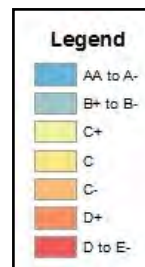


determine the assessed value of a property.



## Grade by Parcel

Grade describes the cumulative effects of workmanship, the costliness of materials and the individuality of design used in constructing a home. The grade of a home rarely changes unless elements from the original



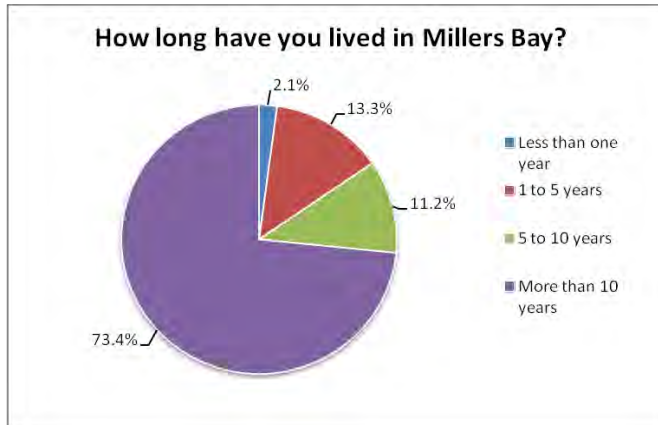
construction are removed or deteriorate beyond repair. The grade is established by the City Assessor Division.

# Appendix D

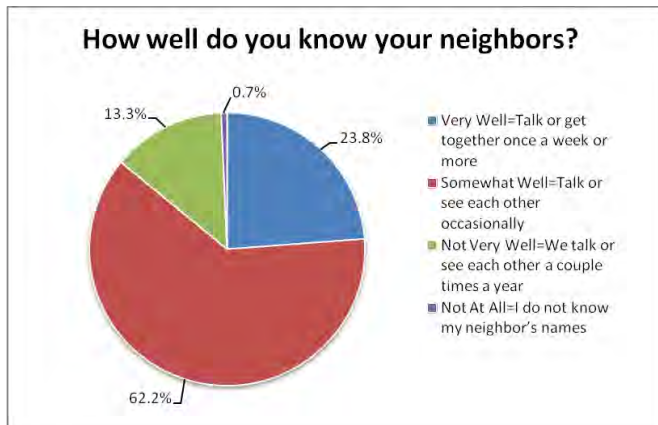
Neighborhood Survey

## Neighborhood Survey

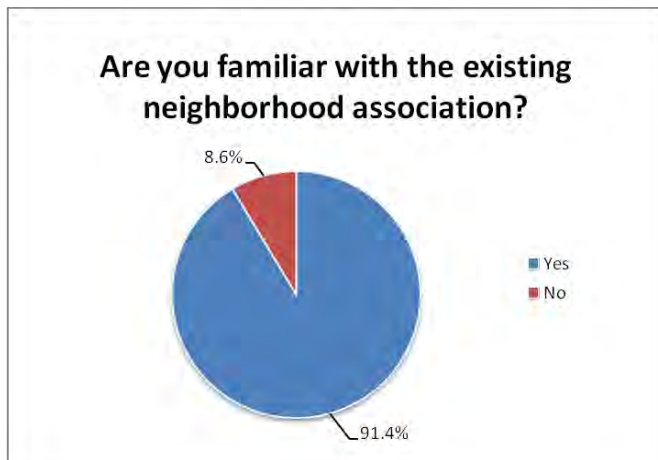
In July of 2014, members of the Millers Bay Planning Team worked with city staff to survey residents living in the neighborhood. The survey asked residents to identify assets they valued and concerns they felt should be addressed within the neighborhood. Each property within the neighborhood received a letter with a link to an online version in addition to a copy of the survey which could be returned via a self addressed envelope. A total of 144 surveys were collected (48% response rate) and the following graphs provide an overview of the results.



Approximately 73% of respondents have lived in the neighborhood for over 10 years. Length of residency is a key quality of life indicator when looking at stability of a neighborhood. There were multiple comments throughout the survey noting the number of new residents moving into the neighborhood.



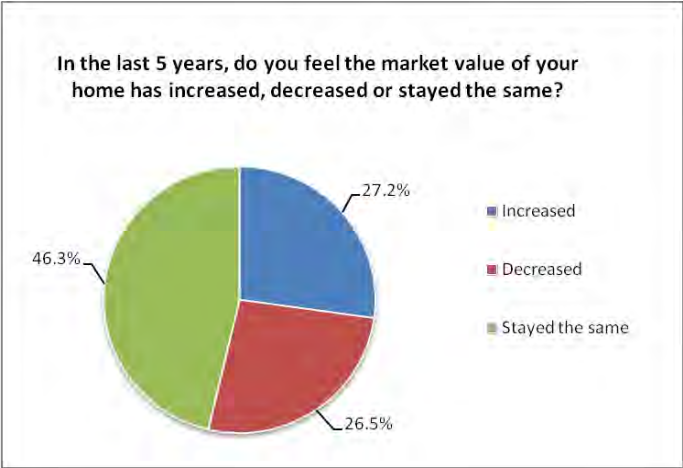
Social connections are another important quality of life indicator when looking at the health of a neighborhood. 86% of respondents indicated knowing each other very well or somewhat well. Knowing your neighbors provides a sense of safety in your surroundings. It is also much easier to know when someone or something is out of place.



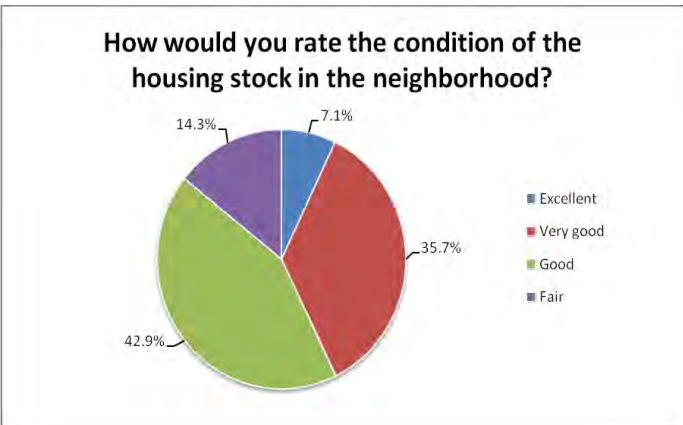
The Millers Bay Neighborhood Association has developed a system of keeping residents informed including emails, door-to-door flyers and a neighborhood website. According to survey respondents, 91% were aware of the existing neighborhood association. Resident engagement is critical to sustaining efforts in the neighborhood.



The feeling of safety is another quality of life indicator that can be tracked in the neighborhood over time. In Millers Bay, approximately 98% of survey respondents answered they felt safe in their neighborhood. Existing crime data does echo this response, there is very little criminal activity occurring within the neighborhood.



When asked about the market value of their home over the last five years, 27.2% of respondents felt the value has increased while 46.3% thought it had stayed the same. Assessed values in the neighborhood can be tracked to understand trends in value as a result of efforts in the neighborhood.

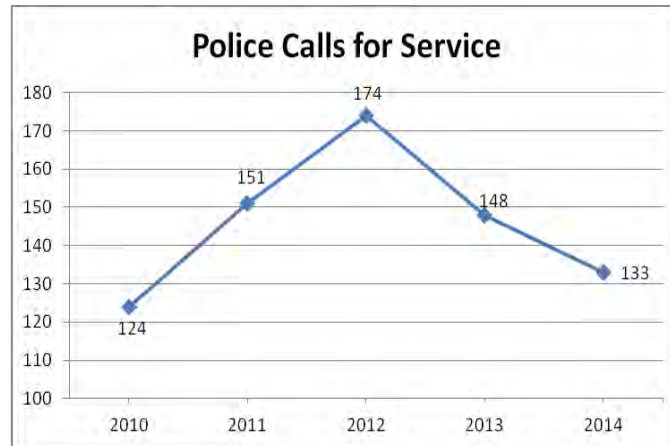


The existing housing stock in the neighborhood was considered to be good according to 42.9% of respondents. 35.7% of respondents felt the neighborhood housing stock was very good and 7.1% felt the housing stock was excellent.

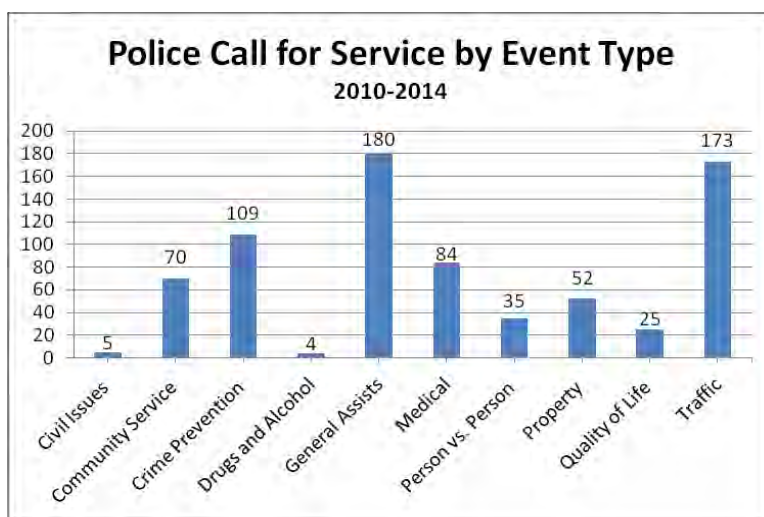
# Appendix E

Neighborhood Crime Data

Between January of 2010 and November of 2014 there was minimal change in police calls for service within the Millers Bay neighborhood (includes both field initiated and dispatched calls). There was a slight spike in calls during 2012, which is consistent with the city's overall crime rate trend. Also, 2012 was the year the neighborhood association formed and the slight spike in calls for service could be attributed to the awareness of residents living in the neighborhood.



A summary of calls by event type between January of 2010 and November of 2014 is included below. The data suggests that there were more general assist calls and what is classified as crime prevention calls (suspicious person/vehicle/situation, building checks, open doors, etc) than person vs. person crimes (battery, domestics, robbery, sex offenses, harassment, etc) and property crimes (damage to property, theft, auto theft, burglary) combined. General assist and crime prevention calls are likely a result of proactive crime watch efforts and resident's willingness to report suspicious activity. The neighborhood-wide survey results confirmed this by finding that 92.9% of respondents felt they could rely on their neighbor to watch their home while they were away.



The number of calls linked to traffic violations also supports resident concern relating to speeding in the neighborhood. Neighborhood-wide survey results found that 58% of respondents felt speeding in the neighborhood was very or somewhat concerning. With that being said, the Oshkosh Police Department completed a traffic study in 2014 and found that 75% of individuals in violation of the speed limit lived

within the Millers Bay neighborhood. Trends in crime data for each event type can be found on the pages that follow.

