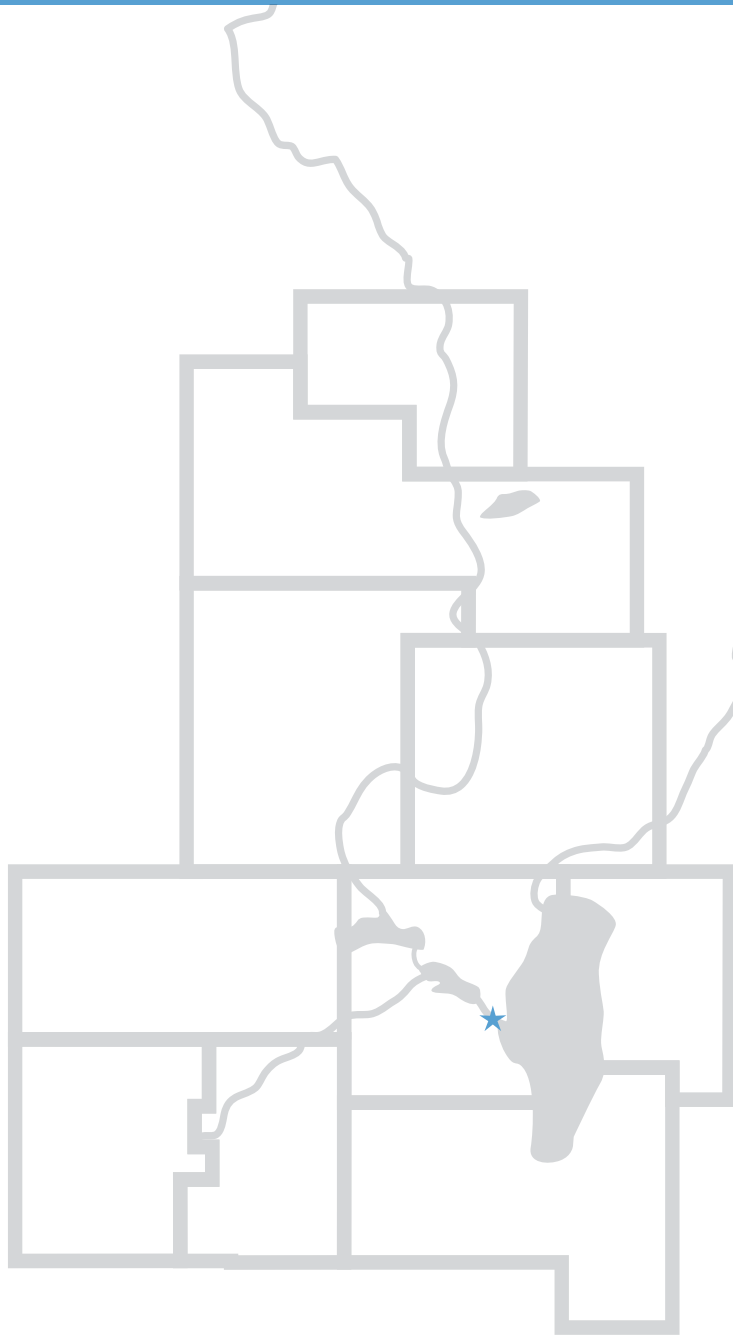


City of Oshkosh Comprehensive Plan Update 2040



Adopted
October 9, 2018

City of Oshkosh Comprehensive Plan Update 2040

City of Oshkosh

October 9, 2018

Prepared by the
East Central Wisconsin Regional Planning Commission

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2040

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This report describes the goals, objectives and recommendations for the comprehensive plan update for the City of Oshkosh, Winnebago County, WI.



CHAPTER 1
INTRODUCTION

CHAPTER 1: INTRODUCTION

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CHAPTER 1: INTRODUCTION

INTRODUCTION

Located within the Fox Cities in northeast Wisconsin, Oshkosh is strategically located along the western shores of Lake Winnebago. With a population of nearly 67,000 people, the City offers residents the friendliness and strong community spirit of a small town and the amenities of a much larger area. The City encompasses about 17,700 acres and includes a mix of residential, commercial, industrial and recreational land uses. Embracing its past, Oshkosh's unique and distinct character merges the historic architecture of the past with the modern design of today.

PLANNING HISTORY

Oshkosh enjoys a long history of land use and comprehensive planning. This plan updates an earlier comprehensive plan that was originally adopted by the City in 2005. To comply with the "Smart Growth" legislation (Wisconsin Statutes 66.1001), a comprehensive plan "shall be updated no less than once every 10 years". This update maintains compliance for this legislation.

PLAN PURPOSE

The purpose of the City's comprehensive plan is to assist local officials in making land use decisions that are harmonious with the overall vision of the community's future. Developing a comprehensive plan is a proactive attempt to delineate the ground rules and guidelines for future development. Comprehensive planning decisions evaluate existing facilities and future needs; promote public health, safety, community aesthetics, orderly development and preferred land use patterns; and foster economic prosperity and general welfare in the process of development. The plan evaluates what development will best benefit the community's interests, while at the same time provide flexibility for land owners and protect property rights.

ENABLING LEGISLATION

This plan was developed under the authority granted by Wisconsin Statutes 66.1001. If the local governmental unit enacts or amends any of the following ordinances, the ordinance should be consistent with local government's comprehensive plan:

- Official mapping ordinances enacted or amended under s. 62.23 (6).
- Local subdivision ordinances enacted or amended under s. 236.45 or 236.46.
- City or village zoning ordinances enacted or amended under s. 62.23 (7).
- Shorelands or wetlands in shorelands zoning ordinances enacted or amended under s. 59.692, 61.351, 61.353, 62.231, or 62.233.

COMPREHENSIVE PLAN FORMAT

This comprehensive plan is composed of the nine elements required by the Wisconsin Statutes 66.1001:

1. Issues and Opportunities
2. Economic Development
3. Housing
4. Transportation
5. Utilities and Community Facilities
6. Agricultural, Natural and Cultural Resources
7. Land Use
8. Intergovernmental Cooperation
9. Implementation

In addition, the state requires that Wisconsin's 14 goals for local planning be considered as communities develop their goals, objectives and recommendations. These goals are:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural features, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive farmlands and forests.
5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal and state governmental utility costs.
6. Preservation of cultural, historic, and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balancing individual property rights with community interest and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety that meets the needs of all citizens, including transit dependent and disabled citizens.

INTERRELATIONSHIPS BETWEEN PLAN ELEMENTS

Although all required elements are presented as separate chapters, it is important to recognize that they are interrelated. For instance, transportation infrastructure allows for the movement of goods, services, and employees; likewise, land use and zoning affects the types of housing that can be built within the City, thus affecting the affordability of housing.

Chapter 10: Implementation integrates the goals into one location, Map 10 -1 Future Land Use, which not only depicts future land use but also illustrates key items that affect land use, as identified in other elements. These include, but are not limited to, natural resources, growth areas, potential upgrades to transportation infrastructure (trails and roads) and public infrastructure.

PLANNING PROCESS

The City's comprehensive plan was completed in six phases, all of which provided opportunities for public involvement, as specified in the public participation plan (Appendix A). The phases include: Organization, Plan Kickoff, Inventory/Analysis and Issue Identification, Plan/Goal Alternative Development, Plan Implementation, and Plan Adoption. The City's Comprehensive Plan Update Committee worked with East Central staff on the development of the plan.

Public Participation

Public participation is a major component of the comprehensive planning process. In accordance with s. 66.1001 (4), which defines "Procedures for Adopting Comprehensive Plans", the City actively sought public participation from its citizens. To gain citizen understanding and support throughout the planning process, the public was provided with a variety of meaningful opportunities to become involved in the process. The first step in the planning process was the development and adoption of a public participation plan for comprehensive planning. Public input was encouraged through meetings and activities. Recent Riverfront Visioning session input was also utilized. Oshkosh State of the City events included a booth with materials for the update along with comment opportunities. Seventeen (17) public meetings with the Comprehensive Plan Update Committee were held. A public hearing was held to present the final draft version of the plan to the general public and neighboring municipalities and to solicit further input. The draft plans were available for review at the Oshkosh Public Library, City Hall, and the comprehensive plan update website. A website specific to the planning effort was developed for the planning effort.

Intergovernmental Meeting

The City hosted an intergovernmental meeting February 26, 2018. Invitations, which included a link to the plan documents and future land use map, were sent to neighboring jurisdictions, county departments, local governmental units, state agencies and those with non-metallic mineral interests near the City.

The meeting was designed as an open forum for the City to solicit input into the development of the comprehensive plan update.

Written Comments

Written comments were solicited throughout the planning process. A website and was developed and maintained by the City and the East Central Wisconsin Regional Planning Commission.

Public Hearing

A formal public hearing on the proposed comprehensive plan update was held by the City's Plan Commission prior to recommendation to the City Council for approval of the plan. The hearing was held on 9/4/18 to solicit input on the comprehensive plan. The plan received readings at Common Council meetings on 9/25/18 and 10/9/18.

A Class I public notice was published in the Oshkosh Northwestern on 8/24/18. Copies of the City's draft comprehensive plan update was available for review at the Oshkosh Public Library, City Hall in the Community Development Department, and on the City's comprehensive plan update website. Notices were sent to non-metallic mining operators and the Oshkosh Public Library.



CHAPTER 2

ISSUES AND OPPORTUNITIES

CHAPTER 2: ISSUES AND OPPORTUNITIES

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CHAPTER 2: ISSUES AND OPPORTUNITIES

INTRODUCTION

The Issues and Opportunities chapter provides information regarding the socioeconomic conditions and growth patterns within the City. This information aids in defining existing problems and identifying available socioeconomic resources. Changes in population and household characteristics combined with existing development patterns and policy choices will determine how well the City will be able to meet the future needs of its residents and the 14 comprehensive planning goals established by the Wisconsin Legislature.

KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the "Inventory and Analysis" portion of the element for more detail.

Population Trends

- a) The City experienced a significant gain in population between 1980 and 2000, followed by a moderate rate of population growth between 2000 and 2015.
- b) Between 2010 and 2015, the population in the City is estimated to have grown by 1.2%, outpacing the estimated growth in the county (0.9%) and the same as the state (1.2%).
- c) The City is expected to grow by 11.7% (7,717 people) between 2010 and 2040 (WDOA).
- d) From 2000 to 2010, the overall population density of the City decreased from 2,595.5 persons per square mile in 2000 to 2,485.3 persons per square mile in 2010.
- e) In 2010, the median age of City residents was 33.
- f) The child bearing population (25 to 44) comprised the City's largest cohort in both 2000 (29.7%) and 2010 (26.7%).

Race

- a) In 2010, whites comprised 90.5% of the City population compared to 92.5% in the county and 86.2% of the state's population.

Household Structure and Trends

- a) Household size in the City decreased slightly from 2.31 persons per household in 2000 to 2.26 persons per household in 2010.
- b) In 2000 (56.7%) and 2010 (52.9%), just over half of the households in the City were family households.
- c) Married couple families (husband and wife) made up 38.7% of all households in the City in 2010, compared to 47.8% in Winnebago County and 49.6% in the state.
- d) The number of households is expected to increase by about 16.0% from 26,138 in 2010 to 30,309 in 2040.

Income and Education

- a) The City had a slightly lower percentage of residents age 25 or older who graduated from high school or higher (89%) than the county (92.0%) and the state (91%) (2010-2014 American Community Survey 5-Year Estimates).
- b) The share of residents holding a bachelor's degree or higher increased by 1.7% in the City between 2000 (23.1%) and 2010-2014 5- Year Estimates (24.8%).
- c) Approximately 77.8% (+/-1.3%), of households derive income from earnings in the City (2010-2014 American Community Survey).
- d) The City's median household income in 1999 was \$37,636; this was lower than both Winnebago County's median income of \$44,445 and the State of Wisconsin's median income of \$43,791.
- e) The City median family income was \$59,818, which was an increase from the 1999 median family income of \$48,843 (2010-2014 ACS 5-Year Estimates).
- f) The per capita income in the City in 2010-2014 was \$22,367, an increase of 18% from 1999 (\$18,964).
- g) In 2010-2014, 18.9% (+/-1.8%) of the City's population was living below the poverty line (American Community Survey 5-Year Estimates).
- h) Approximately 10% (+/-1.9%) of families lived below the poverty level in the City (2010-2014 American Community Survey 5-Year Estimates).

INVENTORY AND ANALYSIS

The following section provides an inventory and assessment of demographic and economic trends as required by Wisconsin's Smart Growth legislation. Some data in the following chapter was obtained from the American Community Survey (ACS). The ACS is an ongoing statistical survey by the U.S. Census Bureau representing a sample of the population over a period of time, differing from the Decennial U.S. Census where figures are based on actual counts during a point in time. ACS estimates are controlled to decennial population estimates and become less accurate over the decade, meaning estimates are only as accurate as the census count on which they are based.

ACS data can be used to draw conclusions, however, due to the limitations of these estimates, patterns can only be inferred through the data and consequently there is a larger margin of error (MOE). Small sample size increases the MOE, indicating inaccuracy and rendering the data unreliable. As a result, annual fluctuations in the ACS estimates are not meant to be interpreted as long-term trends and caution should be taken when drawing conclusions about small differences between two estimates because they may not be statistically different. It should also be noted when comparing ACS multi-year estimates with decennial census estimates, some areas and subjects must be compared with caution or not compared at all.

POPULATION TRENDS

Historic Population

The City experienced a significant gain in population between 1980 and 2000, followed by a moderate rate of population growth between 2000 and 2015 (Table 2-1 and Figure 2-1). Between 1980 and 1990, the City grew by about 11 percent (10.9%). This was followed by greater growth of about 14 percent (14.4%) during the next decade (1990 to 2000). Since 2000,

the City has experienced a steady growth in population, increasing by 5.0% between 2000 and 2010.

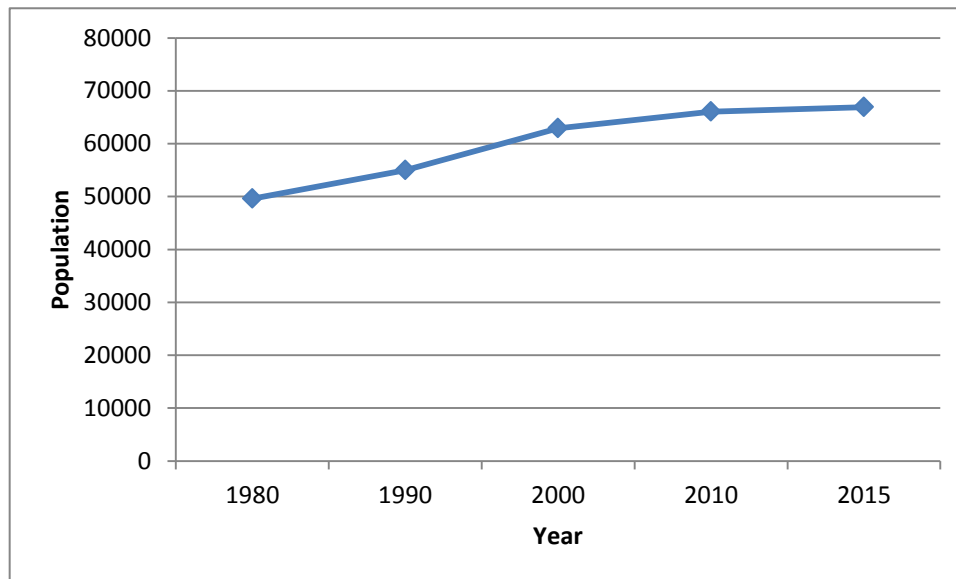
Table 2-1: Historic Population Growth, 1980 to 2015

	1980	1990	2000	2010	2015
City of Oshkosh	49,620	55,006	62,916	66,083	66,900
Winnebago County	131,772	140,320	156,763	166,994	168,526
Wisconsin	4,705,642	4,891,769	5,363,675	5,686,986	5,753,324
		Percent Change 1980-1990	Percent Change 1990-2000	Percent Change 2000-2010	Percent Change 2010-2015
City of Oshkosh		10.9%	14.4%	5.0%	1.2%
Winnebago County		6.5%	11.7%	6.5%	0.9%
Wisconsin		4.0%	9.6%	6.0%	1.2%

Source: U.S. Census, 1980-2010, WDOA, Wisconsin Demographic Services Center, 1/1/2015 Final Estimates

Since 1980, the historic population growth rate in the county has been lower but has somewhat mirrored the growth rate experienced by the City. A significant growth in population during the 2000's (11.7%) was the highest growth rate in the period shown. In comparison, the state grew significantly, but at a slightly lower rate during the 1960's (11.8%), and has been a little less subject to the larger ups and downs in growth rate.

Figure 2-1: Historic Population Growth, 1960-2015



Source: U.S. Census, 1960-2010, WDOA, Wisconsin Demographic Services Center, 1/1/2015 Final Estimates

Recent estimates from the WDOA indicate that the population of the City is continuing to grow and at a slightly faster rate than county and the state. **Between 2010 and 2015, the population in the City is estimated to have grown by 1.2 %, outpacing the estimated growth in the county (0.9%) and the same as the state (1.2%).**

Population Forecast

Population projections can provide extremely valuable information for community planning but have particular limitations. Population projections are typically based on historical growth patterns and the composition of the current population base. To a large extent the reliability of the projections is dependent on the continuation of past growth trends. Continued population growth will result in an increase in demand for services and land consumption.

Table 2-2: Components of Population Change, Winnebago County

Year	Numeric Change			Percent Change		
	Natural Increase	Net Migration	Total Change	Natural Increase	Net Migration	Total Change
2000-2010	5,907	4,324	10,231	3.8%	2.8%	6.5%
2010-2020	5,581	4,475	10,056	3.3%	2.7%	6.0%
2020-2030	5,001	6,629	11,630	2.8%	3.7%	6.6%
2030-2040	3,377	1,073	4,450	1.8%	0.6%	2.4%

Source: WDOA, Vintage 2013

According to the WDOA, natural increase (births minus deaths) had slightly more of an influence on population increase in Winnebago County during the 2000's, than net migration (number of people leaving an area subtracted from the number of people coming into an area). It is assumed that natural increase will continue to have a slightly higher impact on population growth during the 2010's, while migration will play a larger role in population change during the 2020's as the population ages (Table 2-2). Table 2-3 presents population estimates through 2040. **According to the WDOA, the City is expected to grow by 11.7% (7,717 people) between 2010 and 2040.** This increase is less than the Winnebago County (15.7%) and Wisconsin (14.1%).

Table 2-3: Population Estimates, 2010-2040

Municipality	2010	2015	2020	2025	2030	2035	2040	Percent Change 2010-2040
City of Oshkosh	66,083	66,900	69,250	71,250	72,900	73,650	73,800	11.7%
Winnebago County	166,994	169,925	177,050	183,230	188,680	191,710	193,130	15.7%
Wisconsin	5,686,986	5,783,015	6,005,080	6,203,850	6,375,910	6,476,270	6,491,635	14.1%

Source: WDOA, Wisconsin Demographic Services Center, Vintage 2013 Population Projections

Population Density

Population density reflects the degree of urbanization of a community as well as the impacts on demand and cost effectiveness of the provision of urban services. Population density is calculated as the number of people per square mile of land area excluding surface water.

Table 2-4: Population Density, 2000 and 2010

Municipality	2000			2010		
	Land Area Sq. Miles	Pop	People per Sq. Mile	Land Area in Sq. Miles	Pop	People per Sq. Mile
City of Oshkosh	24.42	62,916	2,576.4	25.59	66,083	2,582.4
Winnebago County	438.58	156,763	357.4	434.49	166,994	384.3
Wisconsin	54,310.1	5,363,675	98.8	54,157.8	5,686,986	105.0

Source: U.S. Census, 2000, 2010. ECWRPC, 2013

From 2000 to 2010, the overall population density of the City decreased from 2,595.5 persons per square mile in 2000 to 2,485.3 persons per square mile in 2010 (Table 2-4).

While Winnebago County and the state increased in population density over this same time period. According to the U.S. Census, the City experienced about a 2.35 mile increase in land area between 2000 and 2010, probably as a result of annexations. Since the population density decreased, it is likely that areas recently annexed into the City remain mostly undeveloped.

Age Distribution

The age structure of a population impacts the service, housing, and transportation needs of a community. **In 2010, the median age of City residents was 33.5** (Table 2-5). This is younger than Winnebago County's median age of 37.9 and the State of Wisconsin's median age of 38.5. Reflecting state and national trends, the City's population has aged slightly since 2000 when the median age was 32.4 years. However, it should be noted that the census age group of 20 to 24 represents a very significant portion of City's population in 2010. This most likely represents the University of Wisconsin Oshkosh campus location within the city.

Table 2-5: Percent of Population by Age Cohort, 2000 and 2010

2000	Under 5	5 to 19	20 to 24	25 to 44	45 to 64	65 & older	Total	Median Age
	Percent	Percent	Percent	Percent	Percent	Percent		
City of Oshkosh	5.4%	20.7%	12.7%	29.7%	18.4%	13.1%	62,916	32.4
Winnebago County	6.9%	23.5%	6.1%	31.9%	20.7%	10.9%	156,763	35.4
Wisconsin	6.4%	22.2%	6.7%	29.5%	22.2%	13.1%	5,363,675	36.0
2010	Under 5	5 to 19	20 to 24	25 to 44	45 to 64	65 & older	Total	Median Age
	Percent	Percent	Percent	Percent	Percent	Percent		
City of Oshkosh	5.5%	18.4%	13.4%	26.7%	23.0%	12.9%	25,501	33.5
Winnebago County	5.9%	19.1%	8.5%	26.0%	27.1%	13.4%	166,994	37.9
Wisconsin	6.3%	20.1%	6.8%	25.5%	27.7%	13.7%	5,686,986	38.5

Source: U.S. Census 2010, DP-1

The child bearing population (25 to 44) comprised the City's largest cohort in both 2000 (29.7%) and 2010 (26.7%). In 2000, the next largest age cohort in the City was the school age population (5 to 19), while in 2010, it was the baby boom population (45 to 64), 20.7% and 23.0 % respectively. Similar to the City, in 2000, the child bearing population (25-44) comprised the largest age cohort in Winnebago County (31.9%) and the state (29.5%). While the second largest age cohort in Winnebago County was the school age population (5 to 19, 22.9%). In Wisconsin, the second largest age cohort was the baby boomer (45 to 64, 22.2%) and the

school age population (5 to 19, 22.2%). Unlike the City, in 2010, the largest age cohort in the county (27.1%) and state (27.7%) was the baby boomer (45 to 64). Lastly, it should be noted that the census age group of 20 to 24 (Figure 2-2) represents a very significant portion of Oshkosh's population in 2010. This most likely represents the University of Wisconsin Oshkosh campus location within the City.

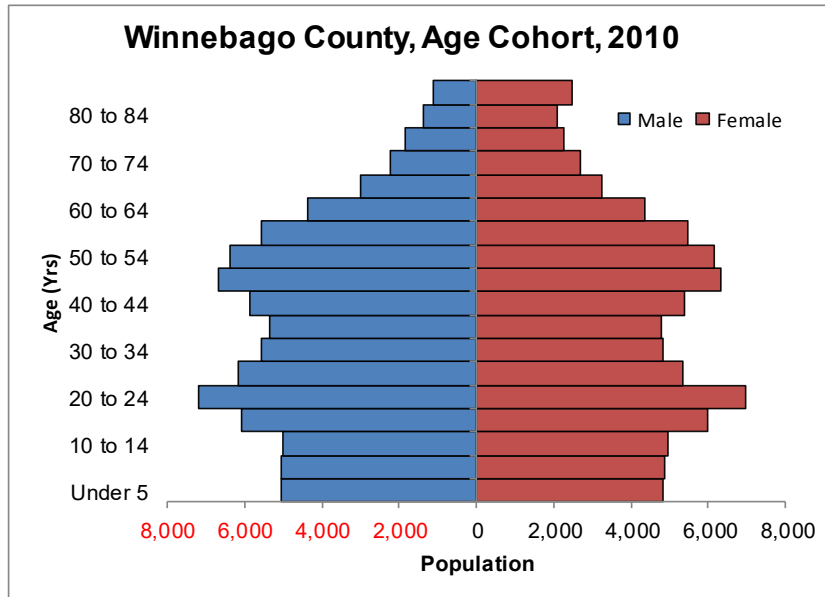
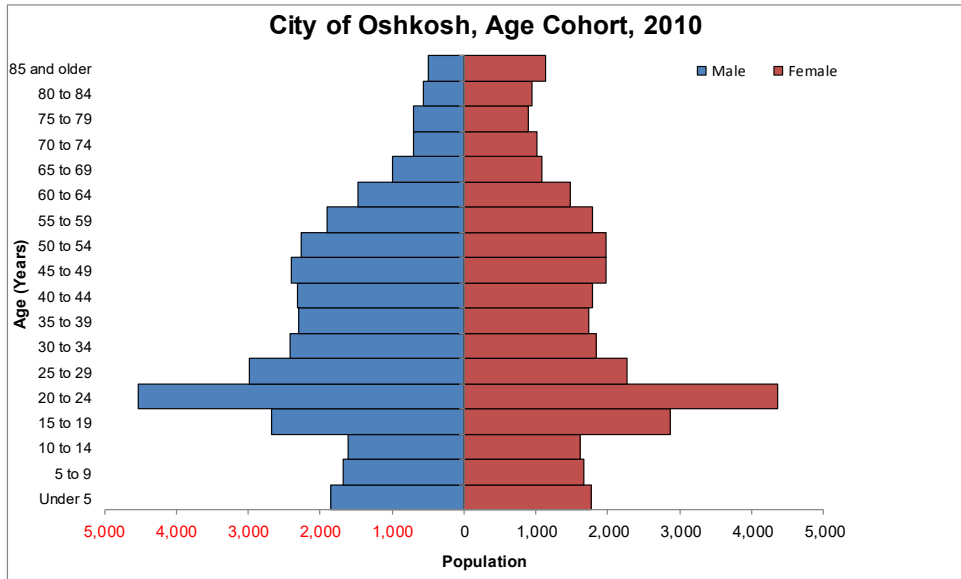
Table 2-6: Population by Gender, 2010

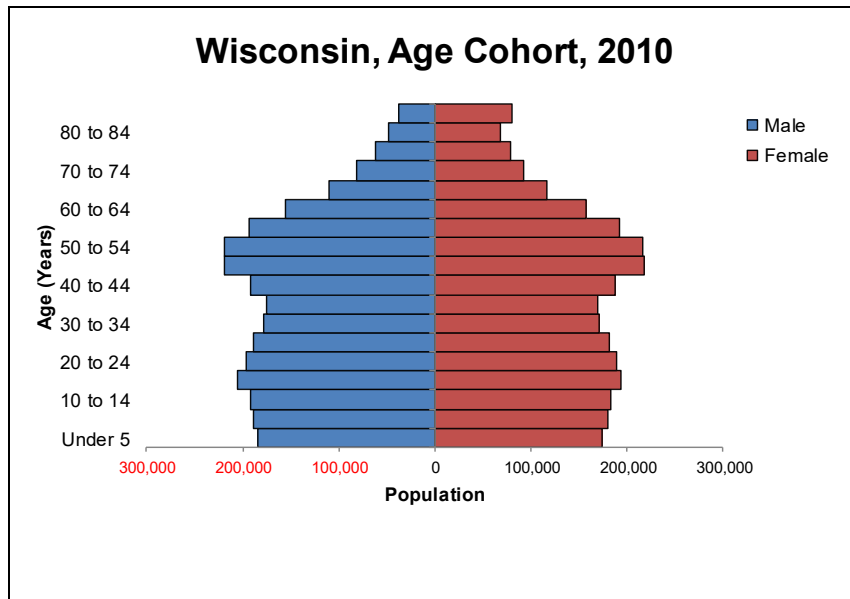
	Male			Female			Total	Median Age
	Number	Percent	Median Age	Number	Percent	Median Age		
City of Oshkosh	33,836	51.2%	33.1	32,247	48.8%	34.1	66,083	33.5
Winnebago County	83,952	50.3%	36.8	83,042	49.7%	39	166,994	37.9
Wisconsin	2,822,400	49.6%	37.3	2,864,586	50.4%	39.6	5,686,986	38.5

Source: U.S. Census 2010, DP-1

Males outnumbered females in the City in 2010 (Table 2-6 and Figure 2-2). Much like the county or state, within the City the ratio of males to females fluctuated between which gender was in majority, though overall males dominated until the age 60 to 64 age cohort and females dominated from the age 65 to 69 age cohort and above. In the county, males tended to dominate until the age 55 to 59 age cohort and females dominated in the 60 to 64 age cohorts and above. Within the state, males made up the majority population through the 40 to 44 age cohort, and then the majority varied between male and female until the 55 to 59 age cohort. Females outnumbered males, beginning with the 60 to 64 age cohort. The life expectancy of females is longer than that of males and this is reflected in the higher median age for females in all jurisdictions.

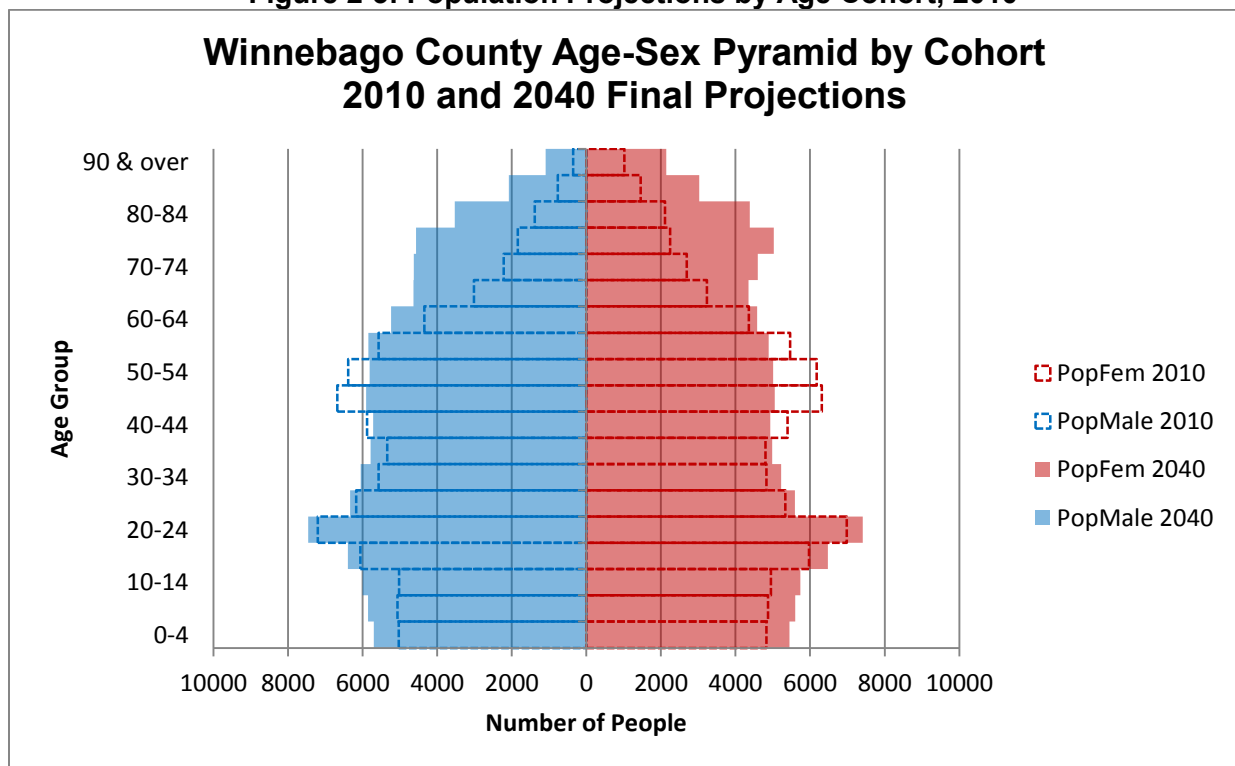
Figure 2-2: Population by Age Cohort, 2010





Source: U.S. Census 2010, DP-1

Figure 2-3: Population Projections by Age Cohort, 2010



Source: Demographic Services Center, DOA State of Wisconsin, Vintage 2013 projections

RACE

Population by race provides information regarding the social and cultural characteristics of an area. It also provides information regarding population dynamics. Access to education and economic opportunities differ by race. Differences also exist in age structure, language barriers and risks for various diseases and health conditions.

Since new immigrants are more likely to settle in areas with existing populations from their country of origin, race and ethnicity, existing populations may also influence migration patterns. National population trends indicate that persons of color (includes African Americans, Native Americans, Alaskan Natives, Pacific Islanders, Asians and persons declaring two or more races) and persons of Hispanic Origin are growing faster than non-Hispanic whites.¹ As the population of the City, Winnebago County and Wisconsin continues to grow, it is likely that the minority proportion of the population (persons of color and whites of Hispanic Origin) will also continue to grow. If this occurs, communities may need to compensate for the changing demographic composition. Communities may also find it beneficial to promote opportunities for positive interaction between cultures. An increase in understanding of differences and similarities in expectations and cultural values may help reduce friction between groups.

Racial Distribution

The population in the City is less diverse than that of the state and more diverse than the county. Between 2000 and 2010, the City experienced a slight increase in the share and number of minority persons of non-white race during this time period (Table 2-7). ***In 2010, whites comprised 90.5% of the City population compared to 92.5% in the county and 86.2% of the state's population.***

Although Hispanics are the fastest growing ethnic group in the United States, they currently comprise less than four percent of the county's and less than six percent of the state's population. However, like the nation, this segment of the population is one of the fastest growing segments in the area. Between 2000 and 2010, the Hispanic population within Winnebago County just about doubled, increasing from 2% in 2000 to 3.5% in 2010. At the state level the Hispanic population increased from 3.6% in 2000 to 5.9% in 2010.

The share and number of Hispanics also increased in the City between 2000 and 2010. In 2010, Hispanics comprised 2.7% of the population, up from 1.7% in 2000. If the City is going to grow through migration, it is likely that the number and percentage of Hispanics in the area will also increase as Hispanics are becoming a larger share of the national, state and county population.

¹ U.S. Census.

Table 2-7: Population by Race and Hispanic Origin, 2000 and 2010

	City of Oshkosh				Winnebago County				Wisconsin			
	2000		2010		2000		2010		2000		2010	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent
White	58,886	92.7%	59,812	90.5%	148,900	95.0%	154,445	92.5%	4,773,553	89.0%	4,902,067	86.2%
African American	1376	2.2%	2051	3.1%	1,729	1.1%	2,975	1.8%	300,355	5.6%	359,148	6.3%
American Indian - Alaskan Native	331	0.5%	510	0.8%	781	0.5%	1,036	0.6%	49,661	0.9%	54,526	1.0%
Asian or Pacific Islander	1940	3.1%	2143	3.2%	2,480	1.6%	3,880	2.3%	84,654	1.6%	131,061	2.3%
Other Race	346	0.5%	475	0.7%	1,192	0.8%	2,188	1.3%	84,281	1.6%	135,867	2.4%
Two or More Races	621	1.0%	1092	1.7%	1,681	1.1%	2,470	1.5%	71,171	1.3%	104,317	1.8%
Total Persons	63,500	100%	66,083	100%	156,763	100%	166,994	100%	5,363,675	100%	5,686,986	100%
Hispanic or Latino	1074	1.7%	1770	2.7%	3,065	2.0%	5,784	3.5%	192,921	3.6%	336,056	5.9%

Source: U.S. Census 2000, 2010, DP01

HOUSEHOLD STRUCTURE AND TRENDS

Household Size

Household size and alterations in household structure provide a method to analyze the potential demand for housing units. The composition of a household coupled with the level of education, training, and age also impacts the income potential for the particular household. These characteristics can also determine the need for services such as child care, transportation, and other personal services. Decreases in household size create a need for additional housing units and accommodating infrastructure, even if there is not an increase in the overall population.

Household size in the City decreased slightly from 2.31 persons per household in 2000 to 2.26 persons per household in 2010 (Table 2-8). At the same time, a decrease in the average household size also occurred at the state and county levels. In Winnebago County the average household size decreased from 2.43 persons per household in 2000 to 2.34 persons per household in 2010. The state saw a slightly smaller decrease, falling from 2.5 persons per household in 2000 to 2.43 persons per household in 2010.

The City's average household size has remained slightly lower than the county and the State of Wisconsin in both time periods (Table 2-8).

Table 2-8: Households and Persons per Household, 2000 and 2010

	2000		2010	
	No. HH	Persons per HH	No. HH	Persons per HH
City of Oshkosh	24,082	2.31	25,987	2.26
Winnebago County	61,157	2.43	67,875	2.34
Wisconsin	2,084,544	2.5	2,279,768	2.43

Source: U.S. Census: 2000 & 2010, DP-1

Household Composition

In 2000 (56.7%) and 2010 (52.9%), just over half of the households in the City were family households. During both years, the City had a lower percentage of family households compared to the county (64.7%, 61.2%). The state had a slightly larger share of family households compared to the City in 2000 (66.5%), and in 2010 (64.4%). Individuals living alone, age 65 years old and older, made up about 12 percent of the households in the City in 2000 (11.7%) and in 2010 (11.4%). This was a larger share of the total households compared to the county (9.9%, 10.3%) and the state (9.9%, 10.2%) during both time periods. By 2010, the portion of households with individuals 65 years old and older living alone stayed about the same in the City and increased in the county and state.

Households are composed of family households (married couple and male or female, no spouse present) and nonfamily households. In 2000, the percentage of married couple families was lower in the City (44.3%) than in the county (53.0%) and the state (53.2%). Between 2000 and 2010, the percentage of married couples decreased in all jurisdictions, as the percentage of single parent families increased. During this time period, the largest decrease was experienced by the City (5.6%), in comparison the percentage of married couples decreased by 5.2% in the county and 3.6% in the state. **Married couple families (husband and wife) made up 38.7% of all households in the City in 2010, compared to 47.8% in Winnebago County and 49.6% in the state.**

Household Forecasts

Total population figures include not only persons in households, but also persons in group quarters². As the population ages during the projection period, it is likely that the persons in group quarters will increase over time. This increase will come from not only the elderly component of the population, but also from the disabled component of the population as aging parents will no longer be able to care for disabled offspring. It is important to remember that the actual growth rate and the amount of future growth a community will experience will be determined by local policies which can affect the rate of growth within the context of county, state, and national population growth trends. Migration is expected to play a part in the City and Winnebago County's growth patterns in the coming decades. Therefore growth rates and trends outside the county will influence the pool of potential residents the county can attract.

Based on anticipated growth trends, the City's population is expected to continue to increase through 2040 (Table 2-3). During this same time period, **the number of households is expected to increase by about 16.0% from 26,138 in 2010 to 30,309 in 2040** (Table 2-9). The increase in the number of households is expected to result from a decrease in household size and an increase in population. Between 2010 and 2040 it is anticipated that the household size will decrease from 2.24 persons per household to 2.15.

During this same time period, Winnebago County and Wisconsin are expected to experience a larger increase in the number of households. It is anticipated that the number of households in

² Group Quarters, as defined by the 2010 U.S. Census, "is a place where people live or stay, in a group living arrangement, that is owned or managed by an entity or organization providing housing and/or services for the residents. This is not a typical household-type living arrangement. These services may include custodial or medical care as well as other types of assistance, and residency is commonly restricted to those receiving these services. People living in group quarters are usually not related to each other. Group quarters include such places as college residence halls, residential treatment centers, skilled nursing facilities, group homes, military barracks, correctional facilities, and workers' dormitories."

Winnebago County will increase by about 20%, while the state will see an increase of 22.4% between 2010 and 2040.

Table 2-9: Household Projections, 2010 – 2040

Year	City of Oshkosh		Winnebago County		Wisconsin	
	No. HH	H	No. HH	H	No. HH	H
2010	26,138	2.24	67,875	2.34	2,279,768	2.43
2015	26,796	2.22	69,784	2.32	2,371,815	2.38
2020	27,965	2.21	73,211	2.30	2,491,982	2.35
2025	28,936	2.19	76,221	2.29	2,600,538	2.32
2030	29,742	2.18	78,920	2.28	2,697,884	2.30
2035	30,190	2.16	80,713	2.26	2,764,498	2.28
2040	30,309	2.15	81,611	2.25	2,790,322	2.26
Percent Change						
2010 to 2015	2.5%	-0.9%	2.8%	-0.9%	4.0%	-2.2%
2015 to 2020	4.4%	-0.5%	4.9%	-0.9%	5.1%	-1.2%
2020 to 2025	3.5%	-0.9%	4.1%	-0.4%	4.4%	-1.0%
2025 to 2030	2.8%	-0.5%	3.5%	-0.4%	3.7%	-1.0%
2030 to 2035	1.5%	-0.9%	2.3%	-0.9%	2.5%	-1.0%
2035 to 2040	0.4%	-0.5%	1.1%	-0.4%	0.9%	-0.8%

Source: WDOA, Wisconsin Demographic Services Center, 1/1/2015 Final Estimates and Vintage 2013 Population Projections

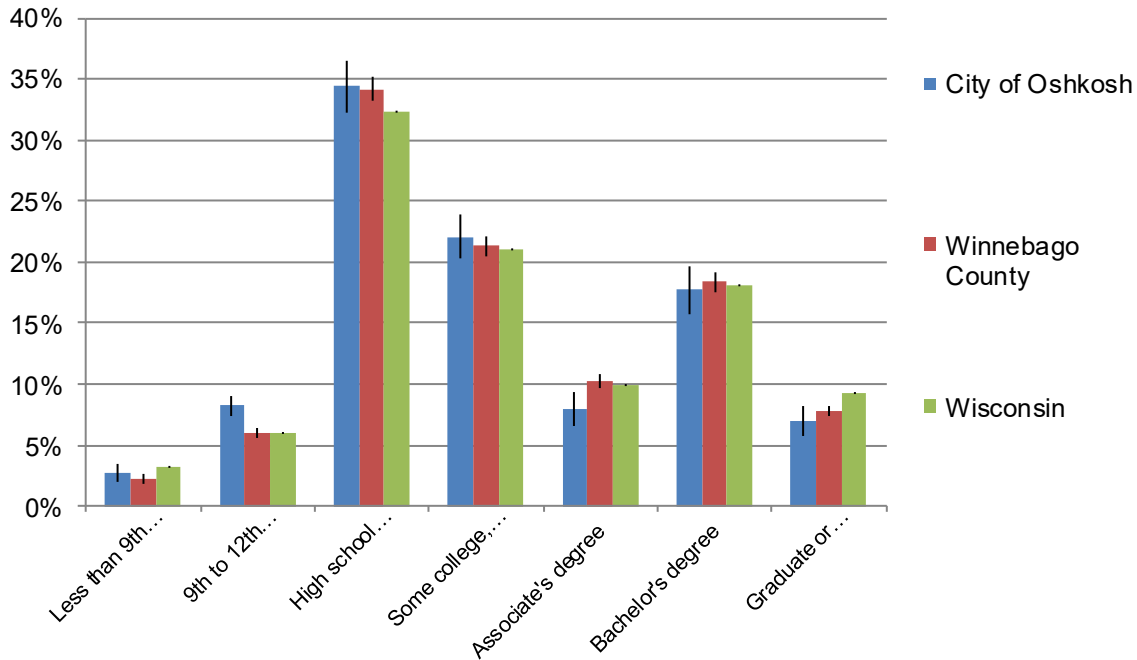
INCOME AND EDUCATION

The U.S. Census Bureau reports that an individual with a bachelor’s degree can expect to earn \$2.1 million over the course of a career, nearly double what the expected earnings are for a high school graduate. The results of the Census Bureau’s study demonstrate that there is a definite link between earning potential and education.

Educational Attainment

The City had a slightly lower percentage of residents age 25 or older who graduated from high school or higher (89%) than the county (92.0%) and the state (91%) according to the 2010-2014 American Community Survey 5-Year Estimates, as depicted in Figure 2-3. Additionally the City has a slightly lower share of residents that hold a bachelor degree or higher. Approximately 25% of City residents hold a bachelor degree or higher compared to 26% of county residents and 27% of state residents.

Figure 2-3: Percent Educational Attainment, 2010-2014 ACS 5-Year Estimates (Population 25 years and over)



Source: U.S. Census, 2010-2014 American Community Survey 5-Year Estimates, (Population 25 years and over), S1501

Between 2000 and the 2010-2014 5-Year Estimates, the percentage of high school graduates or higher, and the percentage of residents receiving a bachelor degree or higher, increased in all jurisdictions (Table 2-10). **The share of residents holding a bachelor's degree or higher increased by 1.7 percent in the City between 2000 (23.1%) and 2010-2014 5-Year Estimates (24.8%).** The portion of City residents with a bachelor degree or higher became lower than the county (26.1%) and the state (27.4%) in the 2010-2014 5-Year estimates.

Table 2-10: Graduation Rates, 2000 and 2010-2014 ACS 5-Year Estimates

	Percent High School Graduate or Higher				Percent Bachelor's Degree or Higher			
	2000	2010-2014 5-Yr Est.		Percent Change, 2000 to 2010-2014	2000	2010-2014 5-Yr Est.		Percent Change 2000 to 2010-2014
	Number	Estimate	MOE +/-		Number	Estimate	MOE +/-	
City of Oshkosh	84.0%	89.2%	1.0%	5.2%	23.1%	24.8%	1.7%	1.7%
Winnebago County	86.3%	91.9%	0.5%	5.6%	22.8%	26.1%	0.9%	3.3%
Wisconsin	85.1%	90.8%	0.1%	5.7%	22.4%	27.4%	0.2%	5.0%

Source: U.S. Census 2000; 2010-2014 American Community Survey 5-Year Estimates, DP02

Income Levels

Income includes both earned and unearned income. Earned income includes money earned through wages, salaries, and net self-employment income (including farm income). Unearned income includes money from interest, dividends, rent, Social Security, retirement income, disability income, and welfare payments.³ **Approximately 77.8% (+/-1.3%), of households derive income from earnings in the City according to the 2010-2014 American Community Survey.** This is somewhat reflective of the percent (12.9%) of City population in the age 65 or older age cohort. Since a somewhat large percentage of Winnebago County household income is from earnings (78.4%, +/-0.8%).

Three commonly used income measures are median household income, median family income and per capita income. Median income is derived by examining the entire income distribution and calculating the point where one-half of the incomes fall below that point, the median, and one-half above that point. For households and families, the median income is based on the total number of households or families, including those with no income. Per capita income is the mean income computed for every man, woman, and child in a particular group including those living in group quarters. It is derived by dividing the aggregate income of a particular group by the total population in that group.

The City's median household income in 1999 was \$37,636; this was lower than both Winnebago County's median income of \$44,445 and the State of Wisconsin's median income of \$43,791 (Table 2-11). Although the median household income for all jurisdictions increased between 1999 and 2010-2014, the City's median household income made smaller gains, about 14%, while Winnebago County had an increase of about 17% and Wisconsin experienced an increase of about 20%.

³ U.S. Census Bureau.

Table 2-11: Comparative Income Characteristics, 1999 and 2010-2014 ACS 5-Year Estimates

	Median HH Income			Median Family Income			Per Capita Income		
	1999	2010-2014 5-Yr Est.		1999	2010-2014 5-Yr Est.		1999	2010-2014 5-Yr Est.	
		Estimate	MOE +/-		Estimate	MOE +/-		Estimate	MOE +/-
City of Oshkosh	\$37,636	\$42,860	\$2,052	\$48,843	\$59,818	\$2,751	\$18,964	\$22,367	\$974
Winnebago County	\$44,445	\$51,949	\$900	\$53,932	\$67,595	\$1,259	\$21,706	\$27,295	\$607
Wisconsin	\$43,791	\$52,738	\$201	\$52,911	\$67,232	\$278	\$21,271	\$27,907	\$114

Source: U.S. Census 2000, STF3A, 2009-2013 American Community Survey 5-Yr Estimate, DP03

The median family income also increased for all three jurisdictions. The City's median family income (22.5%) increased at a slightly smaller rate as compared to the county level (25.3%) and the state (27.1%). **The City median family income was \$59,818, which was an increase from the 1999 median family income of \$48,843 according to 2010-2014 ACS 5-Year Estimates.**

As depicted in Table 2-11, the City had a lower median household income, median family income and a higher per capita income than the county and state in both time frames. **The per capita income in the City in 2010-2014 was \$22,367, an increase of 18% from 1999 (\$18,964).**

Poverty Status

The poverty level is determined by the U.S. Census Bureau based on current cost of living estimates adjusted for household size. In 2000, the poverty threshold for a family of four with two children was a household income of \$17,463. By 2010, the poverty threshold for a family of four with two children had increased to \$22,113⁴.

In 2010-2014, 18.9% (+/-1.8%) of the City's population was living below the poverty line according to American Community Survey 5-Year Estimates (Table 2-12). This is slightly less than Winnebago County (12.5%+/-0.9%) and the State of Wisconsin (13.3%+/-0.2%). Between 1999 and 2010-2014, the percentage of people living below the poverty line increased for the City, Winnebago County and the State of Wisconsin. In 1999, 10.2% of the City's residents were living below the poverty line, while 6.7% of Winnebago County residents were, and 8.7% of residents of the State of Wisconsin were living below the poverty line.

Table 2-12: Poverty Status, Total Persons - 1999 and 2010-2014 ACS 5-Year Estimates

	Total Persons			Total Persons Below Poverty Level					
	1999	2010-2014 5-Yr Est.		1999		2010-2014 5-Yr Est.			
		No.	Estimate	MOE +/-	No.	Percent	Estimate	MOE +/-	Percent
City of Oshkosh	62,916	58,660	909	5,672	10.2%	11,090	1,057	18.9%	1.8
Winnebago County	148,696	159,429	1,109	9,940	6.7%	19,961	1,414	12.5%	0.9
Wisconsin	5,211,603	5,571,083	1,287	451,538	8.7%	738,557	10,521	13.3%	0.2

Source: U.S. Census 2000 SF 3, 2010-2014 American Community Survey 5-Yr Estimate, S1701

Approximately 10% (+/-1.9%) of families lived below the poverty level in the City, according to 2010-2014 American Community Survey 5-Year Estimates (Table 2-13). This was more than the share of families in Winnebago County (7.1%+/-0.8%) and more than the

⁴ U.S. Census Bureau, 2000 and 2010 Poverty Thresholds.

share of families in the state (8.9%, +/-0.2). Between 1999 and 2010-2014, the percentage of families living below the poverty level increased in the City, county and the state. In 1999, 5.2% of families lived below the poverty level in the City compared to 3.8% of the families living in Winnebago County and 5.6% of the families living in Wisconsin.

Table 2-13: Poverty Status, Total Families - 1999 and 2010-2014 ACS 5-Year Estimates

	Total Families			Total Families Below Poverty Level			
	1999	2010-2014 5-Yr Est.		1999		2010-2014 5-Yr	
	No.	Estimate	MOE +/-	No.	Percent	Percent	MOE +/-
City of Oshkosh	13,653	13,426	488	718	5.2%	10.1%	1.9%
Winnebago County	39,788	41,260	767	1,517	3.8%	7.1%	0.8
Wisconsin	1,395,037	1,469,359	4843	78,188	5.6%	8.9%	0.2

Source: U.S. Census 2000 SF 3, 2010-2014 American Community Survey 5-Yr Estimate, S1702

GROUP QUARTERS POPULATION

The Census Bureau classifies all people not living in housing units (house, apartment, mobile home, rented rooms) as living in group quarters. There are two types of group quarters:

Institutional, such as

- correctional facilities
- nursing homes
- or mental hospitals

Non-Institutional, such as

- college dormitories
- military barracks
- group homes
- missions
- or shelters

The City includes two significant facilities that are classified as Group Quarters by the United States Census. The University of Wisconsin Oshkosh includes a population of 3,195 per the 2010 Census. The Oshkosh Correctional Institution is located in the northern portion of the City and Census figures indicate there were 2,888 individuals institutionalized within the City in 2010.

The previously identified groups total 6,083, or 9.2% of the City's population. Group Quarters population is included in many demographic characteristics for the City including total population, per capita income, race, and relationship. Other measures of City's population that do not include the institutionalized population include household statistics (such as household type, income, occupancy, and tenure) and employment status (civilian labor force).

POLICIES AND PROGRAMS

Policies and programs related to the Issues and Opportunities element can be found in Appendix D.



CHAPTER 3

HOUSING

CHAPTER 3: HOUSING

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CHAPTER 3: HOUSING

INTRODUCTION

Planning for housing will ensure that the City’s housing needs are met. The design, placement and density of housing impacts the overall appearance and character of a community by defining a sense of place and encouraging or discouraging social interaction between residents. It influences the cost of housing and the cost and efficiency of other plan elements such as roadways, school transportation (e.g. busing vs. walking), economic development and the provision of public utilities.

The “Smart Growth” legislation requires that the housing element contain objectives, policies, goals, maps and programs to meet current and future housing needs of the City, by developing and promoting policies that provide a range of housing choices for City residents which meet the needs of all income levels, age groups, and persons with special needs. An assessment of age, structural, value, and occupancy characteristics of the City’s housing stock is also required. This chapter addresses these requirements.

GOALS

The following goals were developed for this element. Goals set direction, provide purpose and accountability and provide a roadmap. Supporting Objectives and Actions are included at the end of this element.

Type	Reference	Content
Goal	H1	Develop policies and programs to create housing products to address unmet needs as market conditions evolve.
Goal	H2	Maintain or rehabilitate the City’s existing housing stock.
Goal	H3	Enhance environmental quality, promote good design, and eliminate and lessen land use conflicts throughout the community.
Goal	H4	Ensure ongoing communication regarding housing issues and activities.

KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the “Inventory and Analysis” portion of the element for more detail.

Housing Stock

- a) Forty-four percent (43.6%) of the existing housing stock in the City was built after 1970.
- b) Fifty-six percent (56.0%) of the residential structures in the City were comprised of single family (one) units detached (2010-2014 ACS 5-Year Estimates).

Occupancy Characteristics

- a) Owner-occupied units accounted for 56.2% of the occupied housing units in 2010, while rentals made up the remaining 43.8%.
- b) In 2000, homeowner vacancy rates indicate a less than adequate supply of owner-occupied units for sale (1.3%) and an adequate supply in 2010 (2.2%).
- c) In 2000 the rental vacancy rate (6.5%) was above the vacancy standard of 5.0%, which would indicate that the City had an adequate supply of housing units for rent (Table 3-4). By 2010, the rental vacancy rate had increased to 7.8%.

Housing Stock Value

- a) Between 2000 and the 2010-2014 ACS 5-Year Estimate period, median value owner-occupied housing prices in the City rose by 33.6% from \$86,300 to \$115,300.
- b) Median gross rent in the City increased by 35.5% from \$487 to \$660 between 2000 and the 2010-2014 ACS 5-Year Estimate period.
- c) As a result of the economic recession that began in 2008, the value of residential property (land plus improvements) in the City fluctuated from a high of \$2,253,953,000 in 2010 to a low of \$2,157,990,800 in 2013 (decrease of 4.3%). From 2013 to 2014, the total value of residential property in the City has slightly increased by 0.3 % to 2,164,448,600.
- d) Eighteen percent (18.3%) of homeowners with a mortgage and 46.7% of renters were paying a disproportionate amount of their income for housing in the City (2010-2014 ACS 5-Year Estimates).

Housing Characteristics

- a) Two-person households were the most prevalent owner occupied household size in the City and county in years 2000 and 2010.
- b) One-person renter-occupied housing units accounted for slightly less than half of rental units for both the City and county in years 2000 and 2010.
- c) Almost half of households in both the City (42.7%) and the county (41.2%) moved into their households between 2000 and 2009.
- d) Occupied units lacking complete plumbing and kitchen facilities are not a significant issue in the City, occurring in less than one percent of units (2010-2014 ACS 5-Year Estimates).
- e) Overcrowding is not an issue in the City (2010-2014 ACS 5-Year Estimates).
- f) There are 54 Assisted Living Facilities in the City with a combined capacity of 886.
- g) There are three emergency shelters in the City.
- h) According to the January 2018 Point in Time survey there were 97 people in Oshkosh who were in a shelter, in transitional housing or unsheltered and sleeping outdoors.

INVENTORY AND ANALYSIS

Developing a baseline of housing characteristics for the City provides a foundation upon which to build the City's goals, strategies and recommendations. Some data in the following chapter was obtained from the American Community Survey (ACS). The ACS is an ongoing statistical survey by the U.S. Census Bureau representing a sample of the population over a period of time, differing from the Decennial U.S. Census where figures are based on actual counts during a point in time. ACS estimates are controlled to decennial population estimates and become

less accurate over the decade, meaning estimates are only as accurate as the census count on which they are based.

ACS data can be used to draw conclusions, however, due to the limitations of these estimates, patterns can only be inferred through the data and consequently there is a larger margin of error (MOE). Small sample size increases the MOE indicating inaccuracy and rendering the data unreliable. As a result, annual fluctuations in the ACS estimates are not meant to be interpreted as long-term trends and caution should be taken when drawing conclusions about small differences between two estimates because they may not be statistically different. It should also be noted when comparing ACS multi-year estimates with decennial census estimates that some areas and subjects must be compared with caution, or not compared at all.

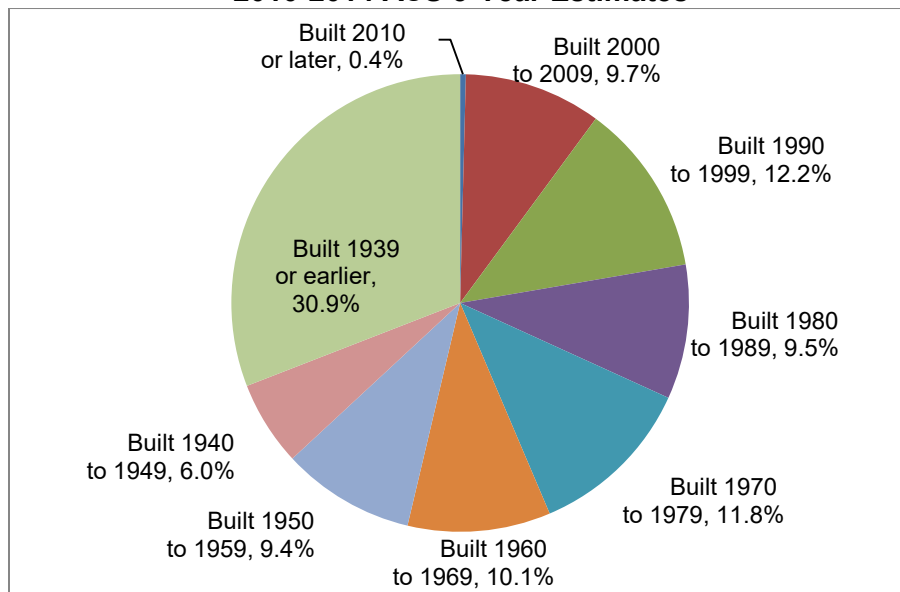
HOUSING STOCK CHARACTERISTICS

Age

The age of occupied dwelling units reflect the historic demand for additional or replacement housing units, thereby providing historic information regarding settlement patterns, household formation, migration trends and natural disaster impacts. The age of units by itself is not an indication of the quality of the housing stock. However, the age of occupied units can provide limited information regarding building construction and material content, as construction techniques and materials change over time.

Forty-four percent (43.6%) of the existing housing stock in the City was built after 1970 (Figure 3-1). About 22 percent (22.3%) of the housing stock has been built since 1990. In comparison, slightly more than half the existing housing stock in the county (51.8%) and the state (52%) was built after 1970. Additionally, the county (26.8%) and the state (26.9%) saw more housing stock than the City (20.8%) built during the 1990's and 2000's.

Figure 3-1: Occupied Dwelling Units by Year Built, 2010-2014 ACS 5-Year Estimates



Source: U.S. Census, 2010-2014 ACS 5-Year Estimates, DP04

*Figure does not show Margin of Error.

Structural Type

Structural type is one indication of the degree of choice in the housing market. Housing choice by structural type includes the ability to choose to live in a single family home, duplex, multi-unit building or mobile home. Availability of units by type is indicative not only of market demand, but also of zoning laws, developer preferences and access to public services. Current state sponsored local planning goals encourage communities to provide a wide range of choice in housing types, as housing is not a 'one size fits all' commodity. As with most communities in East Central Wisconsin, the dominant housing type in the City of is single family housing. **Fifty-six percent (56.0%) of the residential structures in the City were comprised of single family (one) units detached (2010-2014 ACS 5-Year Estimates)** (Table C-2). Single family units comprised a slightly larger share of the housing units in the City than in Winnebago County (66.6%) or the state (66.6%). Duplex units or two-family made up the second highest percentage of housing units in the City (11.0%) and Winnebago County (7.3%). While multi-family (20 or more units per building), comprised the second highest percentage of housing units in the state (6.8%).

OCCUPANCY CHARACTERISTICS

Occupancy Status

Occupancy status reflects the utilization of available housing stock. The total number of housing units includes renter-occupied, owner-occupied and various classes of vacant units. Vacant units include those units which are available for sale or rent and those which are seasonal, migrant, held for occasional use or other units not regularly occupied on a year-round basis.

In 2010, the City's occupied housing stock was primarily composed of owner-occupied units (Table 3-1). **Owner-occupied units accounted for 56.2% of the occupied housing units in 2010, while rentals made up the remaining 43.8%.** The percent of owner-occupied housing stock was less than in the state (68.1%) and the county (66.4%).

Table 3-1: Occupancy Characteristics, 2010

	Occupied Housing Units	Owner Occupied Housing Units	% Owner Occupied	Renter Occupied Housing Units	% Renter Occupied
Oshkosh	26,138	14,693	56.2%	11,445	43.8%
Winnebago County	67,875	45,036	66.4%	22,839	33.6%
Wisconsin	2,279,768	1,551,558	68.1%	728,210	31.9%

Source: U.S. Census 2010, SF-1, DP-1

The share of owner-occupied housing units in the City has decreased slightly since 2000, when 57.5% of the units were owner-occupied, and 42.5% were rental occupied (Table 3-2). The percent of owner-occupied housing stock also decreased in the county and state.

Table 3-2: Occupancy Characteristics, 2000

	Occupied Housing Units	Owner Occupied Housing Units	% Owner Occupied	Renter Occupied Housing Units	% Renter Occupied
Oshkosh	24,082	13,851	57.5%	10,231	42.5%
Winnebago County	61,157	41,571	68.0%	19,586	32.0%
Wisconsin	2,084,544	1,426,361	68.4%	658,183	31.6%

Source: U.S. Census 2000, SF-1, DP-1

Vacancy Status

Vacant housing units are units that are livable, but not currently occupied. For a healthy housing market, communities should have a vacancy rate of 1.5% for owner-occupied units and 5% for year-round rentals. The number of migrant, seasonal and other vacant units will vary depending on the community's economic base. If vacancy rates are at or above the standard, the community may have an adequate number of units for rent or sale. However, additional information such as choice in housing and housing affordability is needed to determine if the units on the market meet the needs of potential buyers or renters. If the existing vacancy rate is too high for existing conditions, then property values may stagnate or decline.

Table 3-3: Vacancy Status, 2010

	Total Housing Units	Occupied Housing Units	Vacant Housing Units	Homeowner Vacancy Rate	Rental Vacancy Rate
Oshkosh	28,179	26,138	2,041	2.2%	7.8%
Winnebago County	73,329	67,875	5,454	2.1%	7.2%
Wisconsin	2,624,358	2,279,768	344,590	2.2%	8.0%

Source: U.S. Census 2010 SF-1, DP-1

Table 3-4: Vacancy Status, 2000

	Total Housing Units	Occupied Housing Units	Vacant Housing Units	Homeowner Vacancy Rate	Rental Vacancy Rate
Oshkosh	25,420	24,082	1,338	1.3%	6.5%
Winnebago County	64,721	61,157	3,564	1.3%	6.1%
Wisconsin	2,321,144	2,084,544	236,600	1.2%	5.6%

Source: U.S. Census 2000 SF-1, DP-1

Owner-Occupied Housing

In 2000, homeowner vacancy rates indicate a less than adequate supply of owner-occupied units for sale (1.3%) and an adequate supply in 2010 (2.2%). (Table 3-3 and 3-4). In Winnebago County and Wisconsin, homeowner vacancy rates were similar to the City in 2000 (1.3%, 1.2%) and 2010 (2.1%, 2.2%).

Rental Housing

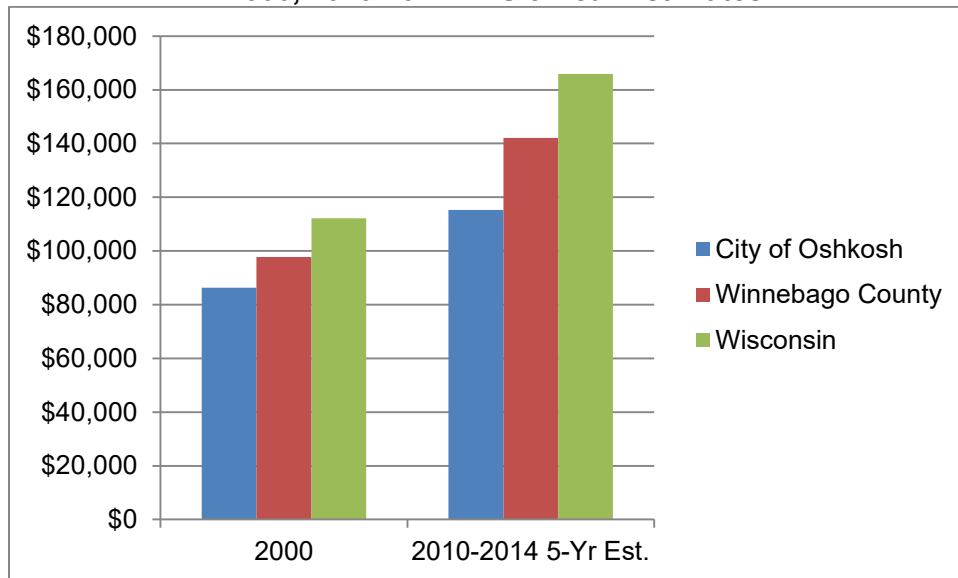
In 2000 the rental vacancy rate (6.5%) was above the vacancy standard of 5.0%, which would indicate that the City had an adequate supply of housing units for rent (Table 3-4). ***By 2010, the rental vacancy rate had increased to 7.8%*** (Table 3-3). While the vacancy rate was above the standard, it should be noted that municipalities with smaller rental unit pools may actually need a higher rental vacancy rate than the standard in order to accommodate people seeking rental units. In comparison, the rental vacancy rate for Winnebago County was lower than the City in 2000 (6.1%) and in 2010 (7.2%). Overall, the rental vacancy rate in the state was near the standard in 2000 (5.6%) and above the standard in 2010 (8.0%).

HOUSING STOCK VALUE

Historical Trends

Owner-occupied housing stock values can provide information about trends in property values, housing demand and choice within the housing market. The City, Winnebago County and the state all saw substantial increases in the median value of owner-occupied homes between 2000 and the 2010-2014 ACS 5-Year Estimates (Figure 3-2). The smallest growth in median housing values occurred in the City during this time period. ***Between 2000 and the 2010-2014 ACS 5-Year Estimate period, median value owner-occupied housing prices in the City rose by 33.6% from \$86,300 to \$115,300.*** At the same time, the median value of owner-occupied homes rose by 45.4% in Winnebago County and 47.9% in the state. Median owner-occupied housing values in the City lagged behind those in the county and the state.

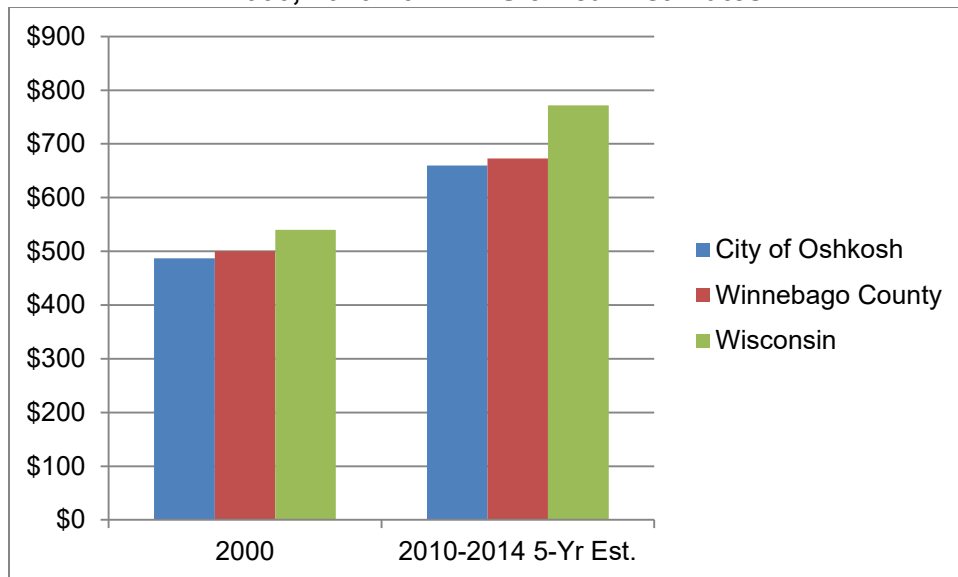
Figure 3-2: Median Value of Owner Occupied Homes, 2000, 2010-2014 ACS 5-Year Estimates



Source: U.S. Census 2000, 2010-2014 ACS 5-Year Estimates, DP04

Likewise the median value of contract rents increased over the same time period. **Median gross rent in the City increased by 35.5% from \$487 to \$660 between 2000 and the 2010-2014 ACS 5-Year Estimate period** (Figure 3-3). As a result, median gross rents, according to the 2010-2014 ACS 5-Year Estimates, were slightly lower in the City (\$660) than in Winnebago County (\$673) and significantly lower (\$112) than the state (\$772).

Figure 3-3: Median Rent of Occupied Rental Units, 2000, 2010-2014 ACS 5-Year Estimates

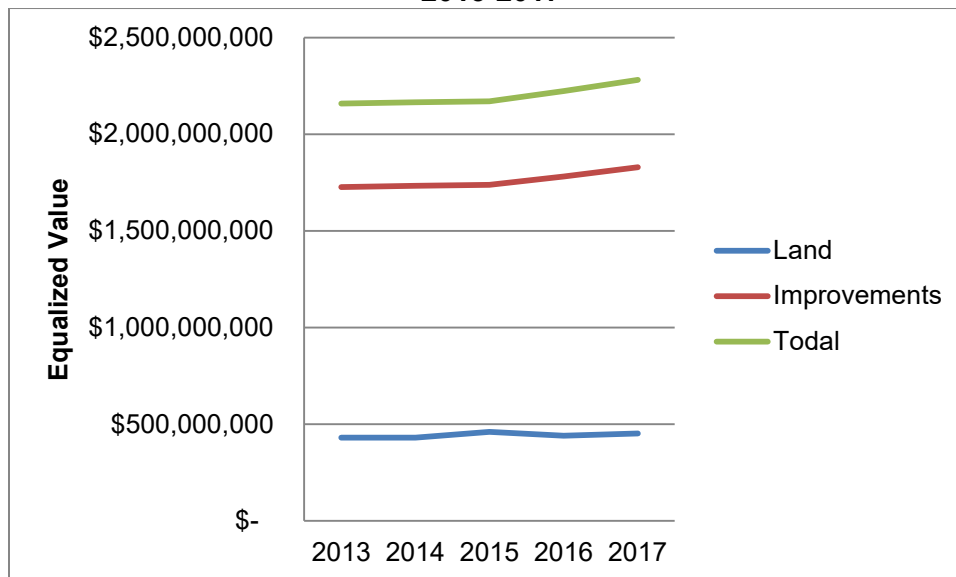


Source: U.S. Census 2000, 2010-2014 ACS 5-Year Estimates, DP04

The Wisconsin Department of Revenue releases yearly equalized value reports. Equalized value is the total value of all real estate at full-market prices. Although these values are

reported as a total value for the entire City, they can be used as a way to gauge the pricing trends for different sectors of real estate, such as residential, commercial and agriculture.

Figure 3-4: City of Oshkosh Residential Equalized Values (Millions), 2013-2017



Source: WisDOR, Statement of Equalized Value, 2013-2017

As a result of the economic recession that began in 2008, the value of residential property (land plus improvements) in the City fluctuated from a high of \$2,253,953,000 in 2010 to a low of \$2,157,990,800 in 2013 (decrease of 4.3%). From 2013 to 2014, the total value of residential property in the City has slightly increased by 0.3 % to 2,164,448,600 (Figure 3-4).

HOUSING AFFORDABILITY

The relationship between housing costs and household income is an indicator of housing affordability, which is gauged by the proportion of household income expended for rent or home ownership costs. Rental costs include contract rent, plus the estimated average monthly cost of utilities and fuel. Owner costs include payment for mortgages, real estate taxes, fire hazard and flood insurance on the property, utilities and fuels. In 1989, the U.S. Department of Housing and Urban Development (HUD) raised the standard for determining whether rent or home ownership costs comprised a disproportionate share of income from 25% to 30% of gross household income. Households spending more than 30% of their income for housing may be at risk of losing their housing should they be confronted with unexpected bills or unemployment of one or more workers per household. Communities should be aware that maintenance and repair costs are excluded from this housing affordability formula, as are other outstanding debts, because these items will have policy impacts. Potential homeowners should be aware that these items are excluded from this housing affordability formula, as these items can impact their housing affordability and future financial stability.

Table 3-5: Households Paying a Disproportionate Amount of Their Income for Housing, 2010-2014 ACS 5-Year Estimates

	Households with Mortgage for Which Owner Costs Are Not Affordable			Households without Mortgage for Which Owner Costs Are Not Affordable			Households for Which Renter Costs Are Not Affordable		
	Number	%	MOE +/-	Number	%	MOE +/-	Number	%	MOE +/-
Oshkosh	1,745	18.3%	225	747	16.3%	546	5,322	46.7%	486
Winnebago County	7,553	25.1%	416	2,312	15.6%	295	9,722	43.1%	661
Wisconsin	317,705	31.0%	2,212	81,573	15.8%	1,201	336,881	48.3%	2,957

Source: U.S. Census, 2010-2014 ACS 5-Year Estimate, DP-4

Access to affordable housing is not only a quality of life consideration; it is also an integral part of a comprehensive economic development strategy. Households which must spend a disproportionate amount of their income on housing will not have the resources to properly maintain their housing, nor will they have adequate disposable income for other living expenses, such as transportation, childcare, healthcare, food and clothing.

Eighteen percent (18.3%) of homeowners with a mortgage and 46.7% of renters were paying a disproportionate amount of their income for housing in the City (2010-2014 ACS 5-Year Estimates) (Table 3-5). There were 1,745 homeowners without a mortgage in the City spending more than 30% of their income on housing. In comparison housing was not affordable for about a quarter of Winnebago County (25.1%) and about a third of Wisconsin (31.0%) homeowners with mortgages. For households without mortgages, housing was less affordable in the City (16.3%) than the county (15.6%) and the state (15.8%). Similar to the City, a higher share of renters in Winnebago County (43.1%) and the state (48.3%) were paying a disproportionate amount of their income on housing than homeowners. The change in housing affordability likely resulted from housing prices and values rising faster than incomes.

HOUSEHOLD CHARACTERISTICS

Evaluating household characteristics is important for understanding the City and the population it serves. Household size and mobility information are two census variables that can help with this evaluation.

When compared to Winnebago County, the City had a very similar household size in 2000 and 2010 (Table 3-6). ***Two-person households were the most prevalent owner occupied household size in the City and county in years 2000 and 2010*** (Table 3-6). Renter-occupied households also had very similar household size for both the City and Winnebago County. The largest share of renter-occupied households was by far 1-person households for both jurisdictions, in both time frames. ***One-person renter-occupied housing units accounted for slightly less than half of rental units for both the City and county in years 2000 and 2010.***

Table 3-6: Persons per Household, 2000 and 2010

	City of Oshkosh				Winnebago County			
	2000		2010		2000		2010	
	Number	%	Number	%	Number	%	Number	%
TENURE								
Occupied housing units	24,082	100.0%	26,138	100.0%	61,157	100.0%	67,875	100.0%
Owner-occupied housing units	13,851	57.5%	14,693	56.2%	41,571	68.0%	45,036	66.4%
Renter-occupied housing units	10,231	42.5%	11,445	43.8%	19,586	32.0%	22,839	33.6%
Owner-occupied housing units	13,851	100.0%	14,693	100.0%	41,571	100.0%	45,036	100.0%
1-person household	3,317	23.9%	3,806	25.9%	8,229	19.8%	9,863	21.9%
2-person household	5,297	38.2%	5,711	38.9%	16,104	38.7%	18,181	40.4%
3-person household	2,156	15.6%	2,247	15.3%	6,756	16.3%	7,081	15.7%
4-person household	1,984	14.3%	1,851	12.6%	6,715	16.2%	6,328	14.1%
5-person household	745	5.4%	723	4.9%	2,651	6.4%	2,468	5.5%
6-person household	210	1.5%	215	1.5%	765	1.8%	730	1.6%
7-or-more-person household	142	1.0%	140	1.0%	351	0.8%	385	0.9%
Renter-occupied housing units	10,231	100.0%	11,445	100.0%	19,586	100.0%	22,839	100.0%

1-person household	4,478	43.8%	5,192	45.4%	8,621	44.0%	10,413	45.6%
2-person household	3,003	29.4%	3,292	28.8%	5,699	29.1%	6,476	28.4%
3-person household	1,322	12.9%	1,455	12.7%	2,569	13.1%	2,887	12.6%
4-person household	899	8.8%	923	8.1%	1,641	8.4%	1,869	8.2%
5-person household	316	3.1%	340	3.0%	680	3.5%	710	3.1%
6-person household	126	1.2%	139	1.2%	240	1.2%	311	1.4%
7-or-more-person household	87	0.9%	104	0.9%	136	0.7%	173	0.8%

Source: U.S. Census, 2000 and 2010, QT-H2

Table 3-7 illustrates the household longevity of the populations in the City and Winnebago County. **Almost half of households in both the City (42.7%) and the county (41.2%) moved into their households between 2000 and 2009.**

Table 3-7: Year Householder Moved into Unit

	City of Oshkosh			Winnebago County		
	Estimate	MOE +/-	%	Estimate	MOE +/-	%
Occupied housing units	25,987	595	-	68,484	762	-
Moved in 2010 or later	7,651	508	29.4%	16,741	757	24.4%
Moved in 2000 to 2009	11,090	590	42.7%	28,208	819	41.2%
Moved in 1990 to 1999	3,588	358	13.8%	11,669	528	17.0%
Moved in 1980 to 1989	1,443	213	5.6%	5,072	416	7.4%
Moved in 1970 to 1979	1,096	179	4.2%	3,733	320	5.5%
Moved in 1969 or earlier	1,119	124	4.3%	3,061	238	4.5%

Source: U.S. Census 2010-2014 ACS 5-Year Estimates, DP04

HOUSING CONDITIONS

Two census variables often used for determining housing conditions include units that lack complete plumbing facilities, kitchen facilities, telephone service and overcrowded units¹. Complete plumbing facilities include hot and cold piped water, flush toilet and a bathtub or shower. If any of these facilities is missing, the housing unit is classified as lacking complete plumbing facilities. Complete kitchen facilities for exclusive use include sink, refrigerator, and oven or burners. If any of these facilities is missing, the housing unit is classified as lacking complete kitchen facilities. The census defines overcrowding as more than one person per room in a dwelling unit.

Table 3-8: Units Lacking Complete Plumbing and Kitchen Facilities and No Available Telephone Service, 2010-2014 ACS 5-Year Estimates

	Total Occupied Units		Units Lacking Complete Plumbing			Units Lacking Complete Kitchen Facilities			Units with No Available Telephone Service		
	Est.	MOE+/-	Est.	MOE+/-	%	Est.	MOE+/-	%	Est.	MOE+/-	%
Oshkosh	25,987	595	87	69	0.3%	215	160	0.8%	709	212	2.7%
Winnebago County	68,484	762	272	153	0.4%	448	186	0.7%	1,440	280	2.1%
Wisconsin	2,293,250	5,079	10,716	726	0.5%	21,050	934	0.9%	51,031	1,439	2.2%

Source: U.S. Census 2009-2013 ACS 5-Year Estimates, DP04

Occupied units lacking complete plumbing and kitchen facilities are not a significant issue in the City, occurring in less than one percent of units (2010-2014 ACS 5-Year Estimates) (Table 3-8). While still relatively small, 2.7% of occupied units had no available telephone service. Overall, housing conditions were slightly worse at the county and state level. Less than one percent or less of occupied units lacked complete plumbing and kitchen facilities in Winnebago County (0.4% and 0.7%, respectively) and the state (0.5% and 0.9%, respectively). Though still uncommon, 2.1% of county units and 2.1% of state units had no available telephone service.

Table 3-9: Overcrowding, 2010-2014 ACS 5-Year Estimates

	Total Occupied Units		Overcrowding		
	Est.	MOE+/-	Est.	MOE+/-	Percent
Oshkosh	25,987	595	172	75	0.7%
Winnebago County	68,484	762	702	152	1.0%
Wisconsin	2,293,250	5,079	39,332	1298	1.7%

Source: U.S. Census 2010-2014 ACS 5-Year Estimates, DP04

Overcrowding is not an issue in the City (2010-2014 ACS 5-Year Estimates). Overcrowding occurred in less than one percent of the occupied housing units in the City (0.7%), Winnebago County (1.0%) and Wisconsin (1.7%) (Table 3-9).

¹ U.S. Census Bureau.

Subsidized and Special Needs Housing

Subsidized and special needs housing serves individuals who, because of financial difficulties, domestic violence situations, disabilities, age, alcohol and drug abuse problems, and/or insufficient life skills, need housing assistance or housing designed to accommodate their needs. In some instances, extended family structures and finances may allow families or individuals to cope privately with special needs. In most instances however, some form of assistance is needed. The housing needs of these populations vary based on their circumstances, health, economic conditions and success of educational, training, treatment or counseling programs.

The Wisconsin Department of Health Services website has a listing of directories for a number of assisted living options including Adult Day Care (ADC), Adult Family Homes (ADF), Community Based Residential Care Facilities (CBRF) and Residential Care Apartment Complex (RCAC). These facilities specialize in developmentally disabled, emotionally disturbed/mental illness, traumatic brain injury, advanced age, irreversible dementia/Alzheimer, physically disabled, and terminally ill. **There are 54 Assisted Living Facilities in the City with a combined capacity of 886** (Table 3-10). This includes 1 ADF facility with a capacity of 28; 19 AFH facilities with a combined capacity of 76, 30 CBRF with a combined capacity of 600; and 4 RCAC with a combined capacity of 182. Within Winnebago County (excluding Oshkosh), there are 48 Assisted Living Facilities with a combined capacity of 953. This includes 14 AFH with a combined capacity of 55; 28 CBRF facilities with a combined capacity of 462 and six RCAC with a total of 436 apartments.

Table 3-10: Assisted Living Options, 2016

	City of Oshkosh		Winnebago County	
	Number	Capacity	Number	Capacity
Adult Day Care (ADC)	1	28	0	0
Adult Family Home (AFH)	19	76	14	55
Community Based Residential Facilities (CBRF)	30	600	28	462
Residential Care Apartment Units (RCA)	4	182	6	436
Total Units/Capacity	54	886	48	953

Source: Wisconsin Department of Health Services, *Consumer Guide to Health Care - Finding and Choosing Health and Residential Care Providers in Wisconsin*

Data compiled July, 2016

The Oshkosh/Winnebago County Housing Authority (OHAWCHA) was formed in 1970 and provides affordable rental housing assistance, homebuyer support, and resident services to low and moderately low income families living in Winnebago County. The OHAWCHA maintains over 650 Public Housing units including family, single, disabled, and elderly units, administers over 400 Housing Choice Vouchers, owns and maintains the properties of multiple group homes, coordinates a family self-sufficiency program, and facilitates the county's home ownership program. Within the City, the OHAWCHA provides housing programs through Court Tower (101 units), Cumberland Court (72 units), Marian Manor (120 units), Raulf Place (104 units) and an additional 156 unites spread throughout Oshkosh, Neenah and Menasha.

Homelessness

According to the U.S. Department of Housing and Urban Development (HUD) the term “homeless” or “homeless individuals and families” includes: (1) and individual or family who lack a fixed, regular, and adequate nighttime residence and includes a subset for an individual who is exiting an institution where he or she resided for 90 days or less and who resided in an emergency shelter or a place not meant for human habitation immediately before entering that institution; (2) Individuals and families who will imminently lose their primary nighttime residence; (3) Unaccompanied youth and families with children and youth who are defined as homeless under other federal statutes who do not otherwise qualify as homeless under this definition; or (4) Individuals and families who are fleeing, or are attempting to flee, domestic violence, dating violence, sexual assault, stalking, or other dangerous or life-threatening conditions that relate to violence against the individual or a family member.²

There are three emergency shelters in the City for the general public. These include Day by Christine Ann Domestic Abuse Services, Day Warming Shelter (open from mid-October to mid-April, and Father Carr’s.

The Department of Housing and Urban Development (HUD) requires communities to conduct sheltered counts of people living in emergency shelter or transitional housing every year. While every other year, HUD requires communities to conduct unsheltered counts of people living in a place unfit for human habitation (such as in an abandoned building or in a park).³ In Wisconsin, Point in Time surveys are conducted two times per year on a single night and include a count of the number of people in shelters and people not in shelters. A Point in Time survey was last conducted in January, 2018 for the Fox Cities. ***According to the January 2018 Point in Time survey there were 97 people in Oshkosh who were in a shelter, in transitional housing or unsheltered and sleeping outdoors.***

POLICIES AND PROGRAMS

Policies and programs related to the housing element can be found in Appendix D. Of note, the Greater Oshkosh Healthy Neighborhoods Incorporated, a 501(c)(3) nonprofit, was created in 2016 dedicated to strengthening Oshkosh neighborhoods by engaging residents, encouraging reinvestment and elevating community pride through the creation of community investment partnerships to benefit residents in the greater Oshkosh area. Additionally, the City’s Community Development Department operates a Neighborhood program that provides support to 15 Neighborhood Associations within the city.

OBJECTIVES AND ACTIONS

The following objectives and actions represent the steps and resources needed to meet the goals identified in this element. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Actions represent the steps and resources needed to meet objectives.

² HUD’s definition of “homeless” was changed in 2009, when the HEARTH Act amended the McKinney-Vento Homeless Assistance Act. HUD’s Final Rule implementing the new definition can be found at 24 CFR Part 91, 582 and 583.

³ http://www.endhomelessness.org/blog/entry/the-2015-point-in-time-count-is-finally-here#.Vwblz_krJaQ .

Type	Reference	Content
Goal	H1	Develop policies and programs to create housing products to address unmet needs as market conditions evolve.
Objective	H1.1	Conduct housing/market studies as needed to better understand housing needs.
Objective	H1.2	Develop a variety of housing types to address unmet housing needs.
Action	H1.2.1	Ensure there is an adequate supply of all types of residential densities to meet current and projected housing demand.
Action	H1.2.2	Encourage a mix of lot sizes and housing types as reflected in the Traditional Neighborhood Zoning District in development.
Action	H1.2.3	Promote employer-sponsored housing programs and walk-to-work programs.
Action	H1.2.4	Work with public and private housing providers to plan for the development of additional workforce housing units that are affordable to low and moderate income owners and renters as needed. Also to coordinate and secure additional subsidies for rental of existing privately owned units.
Action	H1.2.5	Promote opportunities and programs to provide owner and rental options for all income levels.
Action	H1.2.6	Provide an analysis of supply of residentially zoned land as part of evaluating zoning and annexation requests.
Action	H1.2.7	Research “executive” housing needs to better quantify demands and opportunities.
Action	H1.2.8	Address housing needs for people with disabilities.
Action	H1.2.9	Collaborate with appropriate agencies to address housing needs for the homeless and transitional housing.
Action	H1.2.10	Partner with appropriate agencies and/or developers to undertake redevelopment projects that create a variety of appropriate housing types in Central City areas.

Type	Reference	Content
Goal	H2	Maintain or rehabilitate the City's existing housing stock.
Objective	H2.1	Strengthen neighborhoods by developing tools and programs to protect and revitalize the city's older housing stock.
Objective	H2.2	Support decent and healthy rental housing.
Action	H2.1.1	Continue housing rehabilitation programming which provides assistance to low and moderate-income persons in upgrading their housing and in purchasing and improving properties in older neighborhoods.
Action	H2.1.2	Encourage Downtown/Central City residential development through rehabilitation, adaptive reuse, or new construction.

Action	H2.1.3	Implement "Neighborhood Improvement Strategies" in areas identified as average or below average in the City's "Quality of Life" analysis.
Action	H2.1.4	Develop a program to encourage owners to convert rental property back to owner-occupied structures in single family neighborhoods.
Action	H2.1.5	Create a rehabilitation code for pre-existing conditions on historic properties to help preserve historical value.
Action	H2.1.6	Continue housing rehabilitation programming for owner occupied and rental housing and prioritize funding towards recognized neighborhoods and areas identified as average or below on the City's Quality of Life Analysis or other priority neighborhoods.
Action	H2.1.7	Continue to support and implement the ONE Oshkosh initiative.
Action	H2.1.8	Continue to development and implement neighborhood plans.
Action	H2.1.9	Research the potential of creating residential tax increment districts.

Type	Reference	Content
Goal	H3	Enhance environmental quality, promote good design, and eliminate and lessen land use conflicts throughout the community.
Objective	H3.1	Promote design that increases neighborhood aesthetics and environmental quality.
Action	H3.1.1	Create and implement a parkland impact fee.
Action	H3.1.2	Revise Zoning Ordinance to address: a. Accommodation of energy-efficient techniques in design and construction of residential units. b. Creation of minimum requirements for open space area and/or recreational facilities for higher density development (or require a deposit to a park development fund).
Action	H3.1.3	Implement a streetscaping, street lighting, and terrace planting program for city identified priority areas (gateway corridors, etc.).
Action	H.3.1.5	Coordinate with utility providers and property owners to place overhead lines underground or parallel during street reconstruction projects in gateway corridors.
Action	H3.1.6	Implement recommendations of the "Comprehensive Outdoor Recreation Plan" for parkland dedication, park development, acquisition, and officially mapping parks and trails.
Action	H3.1.8	Continue citywide proactive code enforcement program and develop programs and educational materials to promote compliance.
Action	H3.1.9	Research ordinance provisions and create programs to protect and enhance "curb appeal" of residential properties.

Type	Reference	Content
Goal	H4	Ensure ongoing communication regarding housing issues and activities.
Objective	H4.1	Continue ongoing communication with housing stakeholders within the ONE Oshkosh initiative.
Action	H4.1.1	Include the Oshkosh School District and Greater Oshkosh Healthy Neighborhoods in Plan Commission agenda distribution.
Action	H4.1.2	Continue city staff involvement with Oshkosh School District and Oshkosh Healthy Neighborhood Alliance.
Action	H4.1.3	Work with local realtors, landlords and other key individuals or agencies on housing issues.



CHAPTER 4

LAND USE

CHAPTER 4: LAND USE

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CHAPTER 4: LAND USE

INTRODUCTION

Land use directly influences, or is influenced by, all elements presented in the other chapters. The choices for housing type, location, transportation alternatives, decisions on employment locations, recreational opportunities, and the quality of the man-made and natural environments are all intricately woven together into land use. Land use policy decisions can have far-reaching repercussions. Policy decisions can influence housing growth, the protection of natural resources, and a number of other factors. This chapter describes existing land use patterns and analyzes development trends.

GOALS

The following goals were developed for this element. Goals set direction, provide purpose and accountability and provide a roadmap. Supporting Objectives and Actions are included at the end of this element.

Type	Reference	Content
Goal	LU1	Provide sufficient land area with adequate services to meet projected land demand for various types of land uses.
Goal	LU2	Encourage the efficient and compact utilization of land.
Goal	LU3	Encourage compatible land use development.
Goal	LU4	Encourage redevelopment to be oriented toward the waterfront and increase public access where appropriate.
Goal	LU5	Maintain, preserve and enhance the viability of existing neighborhood development.
Goal	LU6	Promote environmentally sensitive and responsible utilization of land, incorporating permanent open space and natural resources.

KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the “Inventory and Analysis” portion of the element for more detail.

Existing Land Use

- a) The City encompasses 17,689.2 acres. About 74% (13,091.4 Acres) of the land within the City is developed.
- b) The unincorporated area within the 3 mile extraterritorial area contains 55,816 acres. 18% (10,237.4 acres) of the land within the unincorporated 3 mile buffer was considered developed in 2015.
- c) Between 2000 and 2015, the City grew by about 33%, from 13,343.7 to 17,689.2 acres.

Annexation and Boundary Agreements

- a) To accommodate growth in residential and industrial development, the City annexed around 2,149 acres between 2000 and 2016.

Market Trends

- a) Overall, the City's land value peaked in 2008 at \$753,721,200 and then decreased to \$708,132,100 (-6.1%) in 2014 as a result of the economic downturn.

Land Use Density and Intensity

- a) Between 2000 (1,075.6 units/sq. mi.) and 2010 (1,101.1 units/sq. mi.), residential densities increased slightly in the City, about 25.5 units per square mile.
- b) Between 2000 and 2015, residential single family land use intensities are estimated to have decreased slightly from 5.4 units per acre to 5.0 units per acre. Multi-family land use also decreased from 12.8 units per acre to 10.7 units per acre.

INVENTORY AND ANALYSIS

The following section provides a thorough analysis of land use trends and projections for the City and its 3.0 mile extraterritorial area¹.

EXISTING LAND USE

Existing land use was interpreted utilizing 2015 aerial photography. In order to analyze land use trends, historic land use data was derived from 2000 aerials and updated to 2015 so as to be used as a comparison. Land use information was compiled into general land use categories (Table 4-1).

Land Use Categories

Agricultural. Agricultural land is broadly classified as land that is used for crop production. Agricultural uses include farming, dairying, pastures, apiculture (bees), aquaculture (fish, mussels), cropland, horticulture, floriculture, viticulture (grapes), silviculture (trees) and animal and poultry husbandry. Agricultural land is divided into two sub-categories: irrigated and non-irrigated cropland. Irrigated cropland is watered by artificial means, while non-irrigated cropland is watered by natural means (precipitation).

Residential. Residential land is classified as land that is used primarily for human habitation. Residential land uses are divided into single and two-family residential, farmstead, multi-family and mobile home parks. Single and two-family residential includes single family dwellings, duplexes, and garages for residential use. Within platted subdivisions, residential land use encompasses the entire lot. In rural areas and where lots are typically larger, single family includes the primary residence, outbuildings, and the mowed area surrounding the structures. Single family also includes isolated garages and similar structures on otherwise undeveloped rural lots. Farmsteads include the farm residence, the mowed area between the buildings and

¹ For the purposes of this planning effort, the unincorporated extraterritorial area only, has been included in the analysis.

the associated outbuildings (barn, sheds, manure storage, abandoned buildings). Multi-family includes apartments of three or more units, condos, room and boarding houses, residence halls, group quarters, retirement homes, nursing care facilities, religious quarters, and the associated parking and yard areas. Mobile home parks are classified as land that is part of a mobile home park. Single standing mobile homes are classified under single family and two-family residential.

Commercial. Commercial land uses represent the sale of goods and services and other general business practices. Commercial uses include retail and wholesale trade (car and boat dealers; furniture, electronics and appliance stores; building equipment and garden equipment; grocery and liquor stores; health and personal care stores; gasoline stations; clothing and accessories, sporting goods, hobby, book and music stores; general merchandise; miscellaneous store retailers; couriers; and massagers), services (publishing, motion picture and sound recording, telecommunications, information systems, banks and financial institutions, real estate offices, insurance agencies and carriers, waste management, accommodations, restaurants and drinking places, repair and maintenance, personal and laundry, social assistance, etc.) and other uses (warehousing and automobile salvage and junk yards).

Industrial. Industrial land uses represent a broad category of activities that involve the production of goods. Mining and quarry sites are separated from other industrial uses. Industrial uses include construction, manufacturing (includes warehousing with factory or mill operation), mining operations and quarries, and other industrial facilities (truck facilities).

Transportation. Transportation includes land uses that directly focus on moving people, goods, and services from one location to another. Transportation uses include highway and street rights of way, support activities for transportation (waysides, freight weigh stations, bus stations, taxi, limo services, park and ride lots), rail related facilities, and other related categories. Airports are included under transportation and consist of paved areas that are dedicated specifically to air traffic.

Utilities/Communications. Utilities and communications are classified as any land use that aids in the generation, distribution, and storage of electric power (substations and transformers); natural gas (substations, distribution brokers); and telecommunications (radio, telephone, television stations and cell towers). It also includes facilities associated with water distribution (water towers and tanks), water treatment plants, wastewater processing (plants and lift stations), landfills (active and abandoned), and recycling facilities.

Institutional Facilities. Institutional uses are defined as land for public and private facilities dedicated to public services. Institutional land uses include educational facilities (schools, colleges, universities, professional schools), hospitals, assemblies (churches, religious organizations), cemeteries and related facilities, all governmental facilities used for administration (city, village, town halls, community centers, post office, municipal garages, social security and employment offices, etc.), and safety services (police departments, jails, fire stations, armories, military facilities, etc.). Public utilities and areas of outdoor recreation are not considered institutional facilities.

Recreational Facilities. Recreational facilities are defined as land uses that provide leisure activity opportunities for citizens. This category encompasses both active and passive activities. Recreational activities include designated hunting and fishing areas; nature areas; general recreational parks; sports facilities (playgrounds, ball diamonds, soccer fields, tennis courts,

etc.); city, county and state parks; fairgrounds; marinas; boat landings; spectator sport venues; hiking trails; mini-golf; bowling; bicycling; skiing; golf courses; country clubs; performing arts centers; museums; historical sites; zoos; amusement parks; gambling venues; and other related activities.

Water Features. Water features consist of all surface water including lakes, streams, rivers, ponds, and other similar features. Intermittent waterways are also incorporated into this category.

Woodlands. Woodlands are forested areas that are characterized by a predominance of tree cover. Woodlands are divided into two subcategories: general woodlands and planted woodlands. General woodlands are naturally occurring; this category includes forests, woods, and distinguishable hedgerows. Planted woodlands include forestry and timber track operations where trees are typically planted in rows; this category includes tree plantations, orchards and land dedicated to Christmas tree production (nurseries are not included).

Open Other Land. This category includes land that is currently vacant and not developed in a manner similar to the other land use categories described within this section. Open land includes areas that are wet, rocky, or outcrop; open lots in a subdivision; or rural parcels and side or back lots on a residential property that are not developed.

Current Land Use Inventory

Developed land has been altered from its natural state to accommodate human activities. Although agricultural areas are considered undeveloped by land classification systems, these uses have different impacts on land use decisions than urbanized uses; thus, agricultural uses have been separated to obtain an accurate total of all related activities. In addition, residential land uses have been divided according to their specific category: single family residential, farmsteads, multi-family residential and mobile home parks. Single family residential land use includes single family dwellings and duplexes.

The City encompasses 17,689.2 acres. About 74% (13,091.4 Acres) of the land within the City is developed (Table 4-1 and Map 4-1). Approximately 56% of the developed uses in the City are single-family residential (3,921.50 acres, 30.0%) and transportation (3,343.9 acres, 25.5%). Other uses include farmstead residential (10.1 acres, 0.1%) multifamily (773.7 acres, 5.9%), mobile home park (31.7 acres, 0.2%) commercial (1,623.3 acres, 12.4%), industrial (1,044.8 acres, 8.0%), quarries (122.5 acres, 0.9%), institutional (1,701.9 acres, 13.0%), and utilities/communications (517.9 acres, 4.0%) make up the remaining developed land uses.

Table 4-1: Existing Land Use, 2015

Land Use	Oshkosh			Extraterritorial Area		
	Acres	Percent of Developed Land	Percent of Total Acres	Acres	Percent of Developed Land	Percent of Total Acres
Single Family	3,921.5	30.0%	22.2%	4,731.7	46.2%	8.5%
Farmsteads	10.1	0.1%	0.1%	1,112.5	10.9%	2.0%
Multi-Family	773.7	5.9%	4.4%	24.9	0.2%	0.0%
Mobile Home Park	31.7	0.2%	0.2%	-	0.0%	0.0%
Commercial	1,623.3	12.4%	9.2%	387.8	3.8%	0.7%
Industrial	1,044.8	8.0%	5.9%	183.9	1.8%	0.3%
Quarries	122.5	0.9%	0.7%	208.5	2.0%	0.4%
Institutional Facilities	1,701.9	13.0%	9.6%	89.0	0.9%	0.2%
Transportation	3,343.9	25.5%	18.9%	3,268.3	31.9%	5.9%
Utilities/Communication	517.9	4.0%	2.9%	230.7	2.3%	0.4%
Total Developed	13,091.4	100%	74%	10,237.4	100%	18%
Non-Irrigated Cropland	1,182.3	25.7%	6.7%	29,464.0	64.6%	52.8%
Recreational Facilities	1,209.0	26.3%	6.8%	1,076.5	2.4%	1.9%
Planted Woodlands	0.2	0.0%	0.0%	386.2	0.8%	0.7%
General Woodlands	157.4	3.4%	0.9%	3,175.3	7.0%	5.7%
Other Open Land	1,338.6	29.1%	7.6%	5,014.2	11.0%	9.0%
Water	710.2	15.4%	4.0%	6,462.5	14.2%	11.6%
Total Undeveloped	4,597.8	100%	26%	45,578.6	100%	82%
Total Acres	17,689.2		100%	55,816.0		100%

Source: East Central Wisconsin Regional Planning Commission, 2015

In comparison, **the unincorporated area within the 3 mile extraterritorial area contains 55,816 acres. 18% (10,237.4 acres) of the land within the unincorporated 3 mile buffer was considered developed in 2015.** (Table 4-1, Figure 4-2 and Map 4-2). Single family residential (4,731.7 acres, 46.2%) and transportation (3,268.3 acres, 31.9%) makes up 78.1% of the developed land uses.

Land Use Trends

Land use distribution in the City and within the 3 mile extraterritorial area has changed over time. For the purpose of this plan, land use between 2000 and 2015 was reviewed. **Between 2000 and 2015, the City grew by about 33%, from 13,343.7 to 17,689.2 acres.** A comparison of the 2000 and 2015 existing land use maps show that this development predominately occurred in the northwestern, western and southern portions of the City in the following areas. The growth was a mix of land uses including residential, institutional, commercial, industrial, cropland and other open lands.

LAND MARKET AND DEVELOPMENT

Development Trends

The amount of land available for development is finite. By analyzing the patterns in land use and understanding what the current development trends are, the City is better able to plan for future development in a sustainable manner.

Table 4-2 displays building permits for the years 2013 through 2017. The largest period of growth was in 2015. During this year, 298 residential permits were added.

Table 4-2: Building Permits (Residential Construction), 2013–2017 City of Oshkosh

Type	Measure	2013	2014	2015	2016	2017	2013-2017 Totals	Average Units Per Year
Single Family	UNITS	23	15	17	15	31	101	20
Two-Family	UNITS	0	6	10	10	8	34	7
Multi-Family	UNITS	30	136	248	71	269	754	151
Building Conversions (units)	SFR	0	0	0	0	0	0	0
	DUPLEX	0	0	1	0	0	1	0
	MULTI	0	0	0	42	56	98	20
Mobile Homes	BLDG	27	3	11	11	8	60	12
	UNITS	27	3	11	11	8	60	12
Community Based Residential Facilities	BLDG	1	0	0	0	0	1	0
	UNITS	34	0	0	0	0	34	7
Hotels/ Motels	BLDG	0	0	0	0	0	0	0
	ROOMS	0	0	0	0	0	0	0
Totals	-	142	163	298	160	380	1143	-

Source: City of Oshkosh, September, 2018

Annexation and Boundary Agreements

To accommodate growth in residential and industrial development, the City annexed around 2,149 acres between 2000 and 2016 (Table 4-3). These annexations occurred mostly in the northern, western and southern areas of the City.

Table 4-3: Annexations, 2008 – 2017

Year	Number of Annexations	Acres Annexed
2017	0	0
2016	4	7.96
2015	7	113.73
2014	7	88.23
2013	12	352.57
2012	2	45.62
2011	2	3.00
2010	5	77.99
2009	3	85.27
2008	5	295.96

Source: City of Oshkosh, September 2018

Market Trends

The price of developable land value varies depending on the surrounding land uses, location, access, services and other subjective factors. Natural features such as water frontage, forests and open space may increase the overall value. Land prices are subject to market demand and fluctuations. As such, land values show periodic variations. Housing affordability is dependent on land prices. Equalized value is the best proxy for determining land market trends. Table 4-4 shows the equalized values of all classes of land in the City and Winnebago County between 2007 and 2014. **Overall, the City's land value peaked in 2008 at \$753,721,200 and then decreased to \$708,132,100 (-6.1%) in 2014 as a result of the economic downturn.** In comparison, the equalized land value in Winnebago County peaked in 2008 and reached a low in 2013.

Table 4-4: Equalized Values (Land Only), 2008-2017

Year	City of Oshkosh	Percent Change	Winnebago County	Percent Change
2008	\$753,721,200	-	\$2,669,561,500	-
2009	\$731,858,600	-2.9%	\$2,659,389,100	-0.4%
2010	\$726,926,100	-0.7%	\$2,617,627,700	-1.6%
2011	\$721,399,800	-0.8%	\$2,651,947,000	1.3%
2012	\$720,121,600	-0.2%	\$2,586,290,300	-2.5%
2013	\$712,129,200	-1.1%	\$2,577,639,200	-0.3%
2014	\$708,132,100	-0.6%	\$2,607,631,900	1.2%
2015	\$709,038,600	0.1%	\$2,642,385,200	1.3%
2016	\$711,705,600	0.4%	\$2,686,080,400	1.7%
2017	\$737,746,300	3.7%	\$2,824,617,600	5.2%

Source: Wisconsin Department of Revenue, 2008-2017, Statement of Equalized Values

LAND USE DENSITY AND INTENSITY

Density

Density is broadly defined as a “number of units in a given area²”. For the purposes of this report, residential densities are defined as the number of housing units per square mile of total land area (units/square mile), excluding water. **Between 2000 (1,075.6 units/sq. mi.) and 2010 (1,101.1 units/sq. mi.), residential densities increased slightly in the City, to about 25.5 units per square mile** (Table 4-5). Residential densities also increased in Winnebago County (21.2 units/sq. mile), as a whole. In comparison, residential densities decreased in the cities of Neenah (10.3 units/sq. mile) and Appleton (80.5 units/sq. mile).

Table 4-5: Residential Density, 2000 and 2010

MCD	2000			2010		
	Land Area in Sq. Miles	Total Units	Units/Sq. Mile	Land Area in Sq. Miles	Total Units	Units/Sq. Mile
C. Oshkosh	23.63	25,420	1,075.6	25.59	28,179	1,101.1
C. Neenah	8.25	10,198	1,236.6	9.23	11,313	1,226.3
C. Appleton	20.88	27,736	1,328.0	24.33	30,348	1,247.5
Winnebago County	438.58	64,721	147.6	434.49	73,329	168.8

Source: U.S. Census, 2000 and 2010 SF1, Table GCT-PH1

Intensity

Intensity is the degree of activity associated with a particular land use. Therefore intensity is defined as the measure of the units per acre of residential development. Due to the limited availability of information, this plan will compare the intensities of single-family versus multi-family development in the City. To calculate land intensities, the categories (as defined by East Central) of single and two-family residential, farmsteads, and mobile homes were all classified as “single-family.” Buildings consisting of three or more units were classified as “multi-family.”

Table 4-6: Residential Intensity, 2000 and 2015

	2000			2015		
	Units	Acres	Units/Acre	Units	Acres	Units/Acre
Single-Family	19,039	3,558.3	5.4	19,914	3,963.3	5.0
Multi-Family	6,320	495.4	12.8	8,291	773.7	10.7

Source: U.S. Census 2000, DP-4, SF3, U.S. Census American Community Survey 2015, ECWRPC Land Use 2000 and 2015

Between 2000 and 2015, residential single family land use intensities are estimated to have decreased slightly from 5.4 units per acre to 5.0 units per acre. Multi-family land use also decreased from 12.8 units per acre to 10.7 units per acre (Table 4-6). Several important factors create more intense development patterns in communities. Single-family residential development is typically a less intense land use than multi-family. Another factor influencing residential intensity is the size of parcels. Parcels in older more established portions of a community are typically smaller than parcels developing today. This is because residential

² Measuring Density: Working Definitions for Residential Density and Building Intensity, November 2003. Design Center for American Urban Landscapes, University of Minnesota.

development in older neighborhoods took place when society was less dependent on the automobile. As a result, this necessitated smaller lot development that allowed for closer proximity to neighbors and services.

LAND USE ISSUES AND CONFLICTS

The City is situated on the western shores of Lake Winnebago. It is a mixture of residential, commercial, industrial, institutional, recreation and other land uses. Commercial and industrial uses are primarily in the downtown and along major transportation corridors. As a result, residential, commercial and industrial development can come in direct contact with one another.

In order for the City to grow, it must either increase its overall density on existing land or it must annex new lands from bordering towns in the area. The City should continue to keep a method of communication open between itself and its neighbors so that future land use proposals can be discussed prior to approval. It should also ensure that a method of communication exists between the City and others such as the Oshkosh School District, local economic development corporations, Winnebago County, East Central Wisconsin Regional Planning Commission and state and federal agencies.

Natural resource preservation and development could be in conflict with each other. Lake Winnebago, the Fox River, as well as wetlands, floodplains and other features comprise the natural resource base. Increased development near these resources could lead to displacement of wildlife, degradation of surface and groundwater, open lands and other resources.

Incompatibilities may arise between adjacent land uses as development continues. To lessen these conflicts, land use controls such as setbacks, screening, and buffering should be utilized.

FUTURE LAND USE

Future Land Use Projections

Wisconsin statutes require comprehensive plans to include five year projections for residential, commercial, industrial, and agricultural uses over the length of the plan.³ The projections for the City can be seen in Tables 4-7 and 4-8. It is important to note that two scenarios have been calculated. Table 4-7 is a modest estimate while Table 4-8 is a more aggressive projection.

While projections can provide extremely valuable information for community planning, by nature, projections have limitations that must be recognized. First and foremost, projections are not predictions. Projections are typically based on historical growth patterns and the composition of the current land use base. Their reliability depends, to a large extent, on the continuation of those past growth trends. Second, projections for small communities are especially difficult and subject to more error, as even minor changes can significantly impact growth rates. Third, growth is also difficult to predict in areas that are heavily dependent on migration, as migration rates may vary considerably based on economic factors both within and outside of the area.

The actual rate and amount of future growth communities experience can be influenced by local policies that can slow or increase the rate of growth. Regardless of whether communities prefer

³ Wisconsin State Statutes 66.1001.

a no growth, low growth, or high growth option, it is recommended they adequately prepare for future growth and changes to provide the most cost-effective services possible. Furthermore, individual communities can maximize the net benefits of their public infrastructure by encouraging denser growth patterns that maximize the use of land resources while minimizing the impact on the natural resource base.

Expected increases in residential and commercial acreage and resulting decreases in agricultural acreage can be estimated by analyzing and projecting historical data into the future. Population and housing growth and the amount of land that would be required to accommodate that increase in growth were made using past housing and population trends, and future population and household projections.

In 2015, the City of Oshkosh had a total of 26,796 housing units⁴. Using household projections from the Wisconsin Department of Administration, it is estimated that by 2040 there will be approximately 30,309 housing units⁵ or about 3,513 additional housing units in the City. Tables 4-7 and 4-8 indicate the projected distribution of the additional housing units expected.

Future commercial and industrial land use needs are based on the ratio between commercial and industrial acreage and population. The WDOA estimates that in 2015, the population of the City was 66,900 people. Therefore the ratio of acres of commercial land use to population in 2015 is 0.02 acres per person, while the ratio of acres of industrial land use to population was also 0.02 acres per person. Tables 4-7 and 4-8 indicate projected land use needs for commercial and industrial land use.

Growth within the City of Oshkosh is expected to occur over the planning period within and adjacent to the City. Tables 4-7 and 4-8 provide five year land consumption estimates for residential, commercial and industrial land uses. Since the growth areas encompass land within and outside of the City, it is assumed that not all agricultural losses will occur within the existing City limits.

Table 4-7: Future Land Use Consumption in Acres (Scenario #1, Low Estimate)

Land Use	2015	2020	2025	2030	2035	2040
Commercial	1,623	1,714	1,805	1,897	1,988	2,078
Industrial	1,045	1,103	1,162	1,221	1,279	1,337
Residential, Multiple Family	774	804	834	864	894	923
Residential, Single Family	3,922	4,073	4,225	4,377	4,529	4,681

⁴ U.S. Census 2010.

⁵ A 10% increase was added to the difference between the WDOA estimated number of housing units in 2040 minus the number of units in 2015.

Table 4-8: Future Land Use Consumption in Acres (Scenario #2 High Estimate)

Land Use	2015	2020	2025	2030	2035	2040
Commercial	1,623	1,732	1,842	1,951	2,060	2,169
Industrial	1,045	1,115	1,185	1,256	1326	1,396
Residential, Multiple Family	738	812	850	888	926	964
Residential, Single Family	3,922	4,114	4,307	4,500	4692	4,885

FUTURE LAND USE MAP

Map 4-5 is a representation of future land uses within in the City and in the extraterritorial three mile buffer. Table 4-9 provides a description of land uses displayed in the map.

Table 4-9: Future Land Use Map Classifications

Residential Land Uses

Land Use:	Location Characteristics:	Typical Zoning Districts:
<p>Medium and High Density Residential Intent: Townhouses and all forms of apartments are included in this category with densities of 12-36 units per acre typical.</p>	<ul style="list-style-type: none"> • Medium to higher volume traffic areas near high amenity and activity areas. • Developments are on large tracts of land outside of City Center. • Center City developments generally multi-story. • Often a transition or buffer land use to lower density residential. 	<ul style="list-style-type: none"> • MR – 12 • MR – 20 • MR – 36 • NMU • SMU • UMU • CMU
<p>Low Density Residential Intent: Includes single-family, duplex, and two flat structures in densities of 2-10 dwelling units per acre.</p>	<ul style="list-style-type: none"> • Medium to low volume traffic areas. • Developments are in larger tracts of land. 	<ul style="list-style-type: none"> • SR-3 • SR-5 • SR-9 • DR-6 • TR-10 • TND-O • NTD-O
<p>Rural Residential Intent: These land uses primarily consist of housing in adjacent towns. Maximum Density is 1 DU per 35 acres</p>	<ul style="list-style-type: none"> • Medium to low volume traffic areas. • Typically located outside of city limits. • Developments are in larger tracts of land. 	<ul style="list-style-type: none"> • RH-35
<p>Conservation Residential Intent: Low density residential subdivision with</p>	<ul style="list-style-type: none"> • Medium to low volume traffic areas. • Typically located 	<ul style="list-style-type: none"> • Any low density residential with a planned development overlay.

focus on open spaces and conservation of environmental features.	outside of city limits. <ul style="list-style-type: none"> • Developments are on larger tracts of land. 	
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Commercial and Industrial Land Uses

Land Use:	Location Characteristics:	Typical Zoning District
<p>Interstate Commercial Intent: This land use category consists primarily of higher intensity commercial and retail uses generally located along primary highway corridors and intersections. Medium or high density housing may be incorporated as part of larger Planned Developments.</p>	<ul style="list-style-type: none"> • High volume traffic areas. • Highways • Major corridors 	<ul style="list-style-type: none"> • SMU • BP • CBP
<p>General Commercial Intent: These land uses primarily consist of retail sales and services. It encompasses areas dominated by existing commercial uses and areas with access to major traffic corridors.</p>	<ul style="list-style-type: none"> • Medium to higher volume traffic areas. • Intersections of arterial streets. 	<ul style="list-style-type: none"> • NMU • SMU • UMU • CMU • RMU • BP • CBP
<p>Neighborhood Commercial Intent: Lots or parcels containing small-scale retail or offices, professional services, convenience retail, and storefront retail that serves a market at neighborhood scale.</p>	<ul style="list-style-type: none"> • Low to medium traffic areas. • Intersections of collector streets. • Near residential concentrations. 	<ul style="list-style-type: none"> • NMU • UMU
<p>Mixed-Use Intent: This land use category provides the opportunity to incorporate a variety of uses such as retail, office, residential, and institutional within a single development or within close proximity to one another. Retail and office</p>	<ul style="list-style-type: none"> • Medium to higher volume traffic areas. • Size of district varies depending on type and intensity of surrounding development. 	<ul style="list-style-type: none"> • NMU • SMU • UMU • CMU • RMU

uses may be stand alone or may be on the ground floor with residential or office uses on the upper floors. Residential densities should be medium to high.		
Center City Intent; This land use category allows high intensity office, retail, housing, hospitality, conference and public land uses.	<ul style="list-style-type: none"> • Central Business District including the former industrialized riverfront areas. 	<ul style="list-style-type: none"> • UMU • CMU • RMU • I
Industrial Intent: This land use category provides for a variety of manufacturing, assembly, and warehousing activities typically in large campus like settings.	<ul style="list-style-type: none"> • High volume traffic areas near major transportation corridors including railroad lines. 	<ul style="list-style-type: none"> • HI • UI

Other Land Uses

Land Use:	Location Characteristics:	Typical Zoning Districts:
Community Facility Intent: These land uses typically provide educational, governmental and community services to the City. Generally publically oriented uses.	<ul style="list-style-type: none"> • Mix of traffic areas. • Transit service available 	<ul style="list-style-type: none"> • I • C-O
Parks, Recreation and Open Space Intent: These land uses provide open spaces, green spaces and recreational opportunities for community residents.	<ul style="list-style-type: none"> • Lower traffic areas. • Limited transit service. 	<ul style="list-style-type: none"> • I
Quarry Intent: These land uses provide non-metallic mining operations for the community.	<ul style="list-style-type: none"> • Mix of traffic areas. 	<ul style="list-style-type: none"> • HI
Environmental Intent: These land uses	<ul style="list-style-type: none"> • Lower traffic areas. 	<ul style="list-style-type: none"> • FP-O • SL-O

provide open spaces, green spaces and other undeveloped lands.		
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POLICIES AND PROGRAMS

Policies and programs related to the land use element can be found in Appendix D.

OBJECTIVES AND ACTIONS

The following objectives and actions represent the steps and resources needed to meet the goals identified in this element. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Actions represent the steps and resources needed to meet objectives.

Type	Reference	Content
Goal	LU1	Provide sufficient land area with adequate services to meet projected land demand for various types of land uses.
Objective	LU1.1	Make land use decisions, which fulfill the City's demand for residential and non-residential land.
Action	LU1.1.1	Work with East Central Wisconsin Regional Planning Commission to ensure sufficient land areas are designated for sanitary sewer extensions within Oshkosh's Sewer Service Area to meet projected demand for development of land.
Action	LU1.1.2	Within the planning period, adopt cooperative boundary agreements with surrounding towns describing agreed upon jurisdictional boundaries, land uses and service levels within the City's extraterritorial jurisdiction area.
Action	LU1.1.3	Annex land as needed to provide sufficient areas within the City limits to accommodate projected growth in the Oshkosh area.
Action	LU1.1.4	Maintain adequate capacity of public facilities and services to be able to accommodate projected demand for new land development.

Type	Reference	Content
Goal	LU2	Encourage the efficient and compact utilization of land.
Objective	LU2.1	Make land use decisions that are compatible with urban-style development where appropriate.
Action	LU2.1.1	Review extraterritorial plans and officially map future streets, highways, parks, and other infrastructure to ensure adequate future facilities.
Action	LU2.1.2	Work with Winnebago County and the adjoining towns to ensure that land that is anticipated to be developed for urban uses in the future is properly planned and zoned so that premature development does not take place prior to the provision of

		appropriate urban services.
Action	LU2.1.3	Rezone undeveloped parcels within the city limits to encourage in-fill development.
Action	LU2.1.4	Discourage “leap frog” development patterns, which create undeveloped land areas.

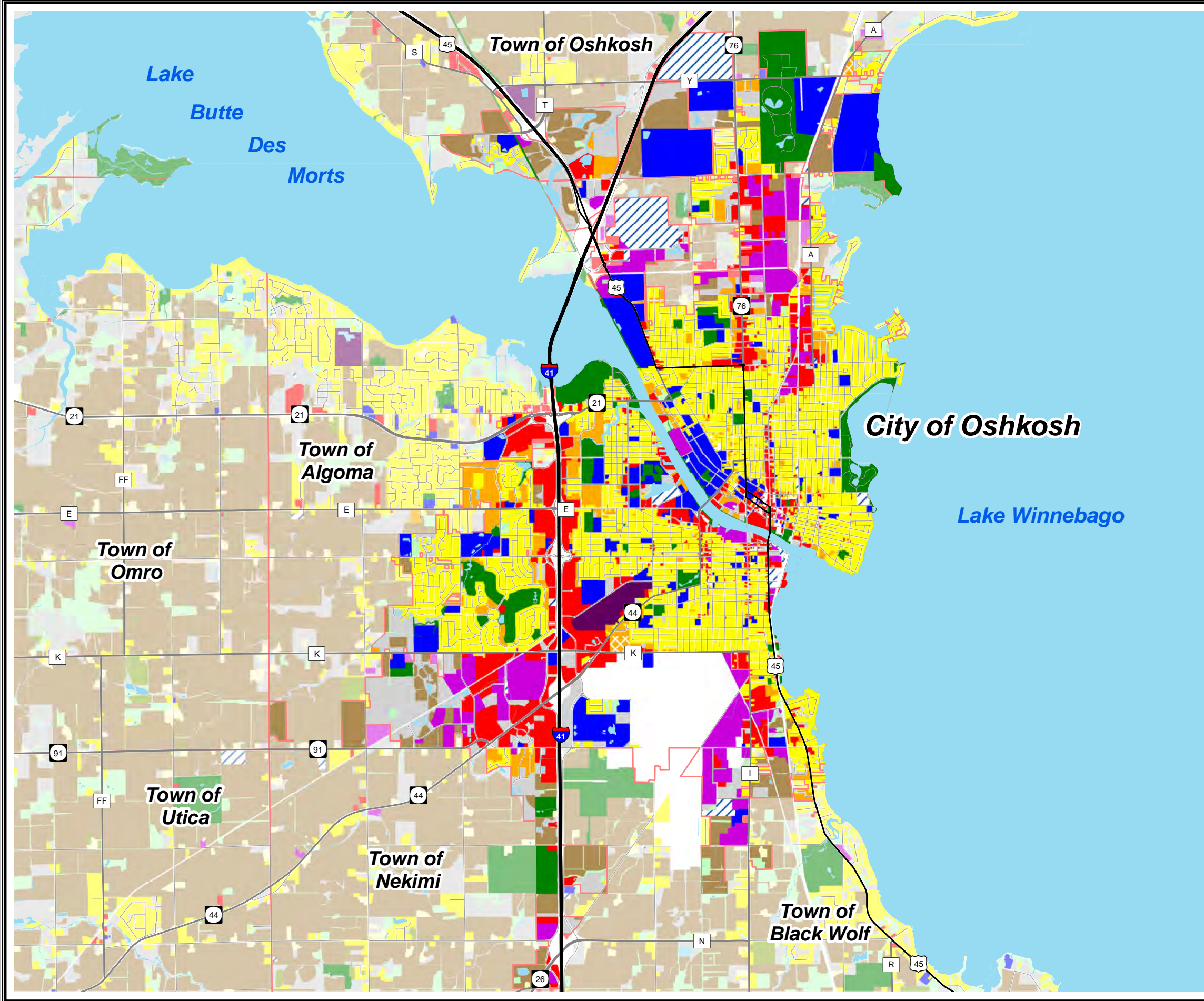
Type	Reference	Content
Goal	LU3	Encourage compatible land use development.
Objective	LU3.1	Promote land use decisions that do not conflict with adjoining properties.
Action	LU3.1.1	Develop project plans for special areas/targeted redevelopment sites.
Action	LU3.1.2	Develop design standards for infill and new development.
Action	LU3.1.3	Develop plans for city corridors.

Type	Reference	Content
Goal	LU4	Encourage redevelopment to be oriented toward the waterfront and increase public access where appropriate.
Objective	LU4.1	Redevelop the waterfront with increased public accessibility.
Action	LU4.1.1	Encourage Downtown/Central City residential development through rehabilitation or new construction.
Action	LU4.1.2	Complete the Fox River Corridor looped trail system with an environmentally sensitive design for the shoreline.
Action	LU4.1.3	Maintain and increase public access to the riverfront (trails, riverwalk, parks, right-of-way at street ends, boat docking, etc.).
Action	LU4.1.4	Redevelop underutilized lakefront and waterfront sites.

Type	Reference	Content
Goal	LU5	Maintain, preserve and enhance the viability of existing neighborhood development.
Objective	LU5.1	Implement tools and program to promote preservation of existing neighborhoods.
Action	LU5.1.1	Implement “Neighborhood Improvement Strategies” in specific geographic areas for neighborhood and housing issues.
Action	LU5.1.2	Monitor and incorporate the mobility needs of all citizens into the planning of transportation projects and services.

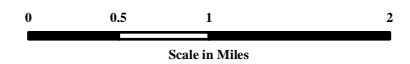
Type	Reference	Content
Goal	LU6	Promote environmentally sensitive and responsible utilization of land, incorporating permanent open space and natural resources.
Objective	LU6.1	Develop tools to protect and retain environmentally sensitive areas.
Action	LU6.1.1	Monitor and modify a waterfront/riverfront overlay zoning district.
Action	LU6.1.2	Pursue incentives to redevelop underutilized or environmentally contaminated sites, both publicly and privately owned.
Action	LU6.1.3	Revise Land Subdivision Ordinance to address cluster development requirements for protecting environmentally sensitive areas.
Action	LU6.1.4	Maximize land use opportunities that enhance and integrate water-related resources.
Action	LU6.1.5	Work with Forestry Department to ensure adequate numbers of trees in the City. Previous research recommends 40% tree canopy is ideal.

Map 4-1: City of Oshkosh Comprehensive Plan Update Existing Land Use - 2015



- Single Family Residential
- Farmsteads
- Multi-Family
- Mobile Home Parks
- Commercial
- Industrial
- Quarries
- Institutional Facilities
- Transportation
- Utilities/Communications
- Non-Irrigated Cropland
- Irrigated Cropland
- Other Ag Land / Pasture
- Recreational Facilities
- Planted Woodlands
- General Woodlands
- Open Other Land
- Water

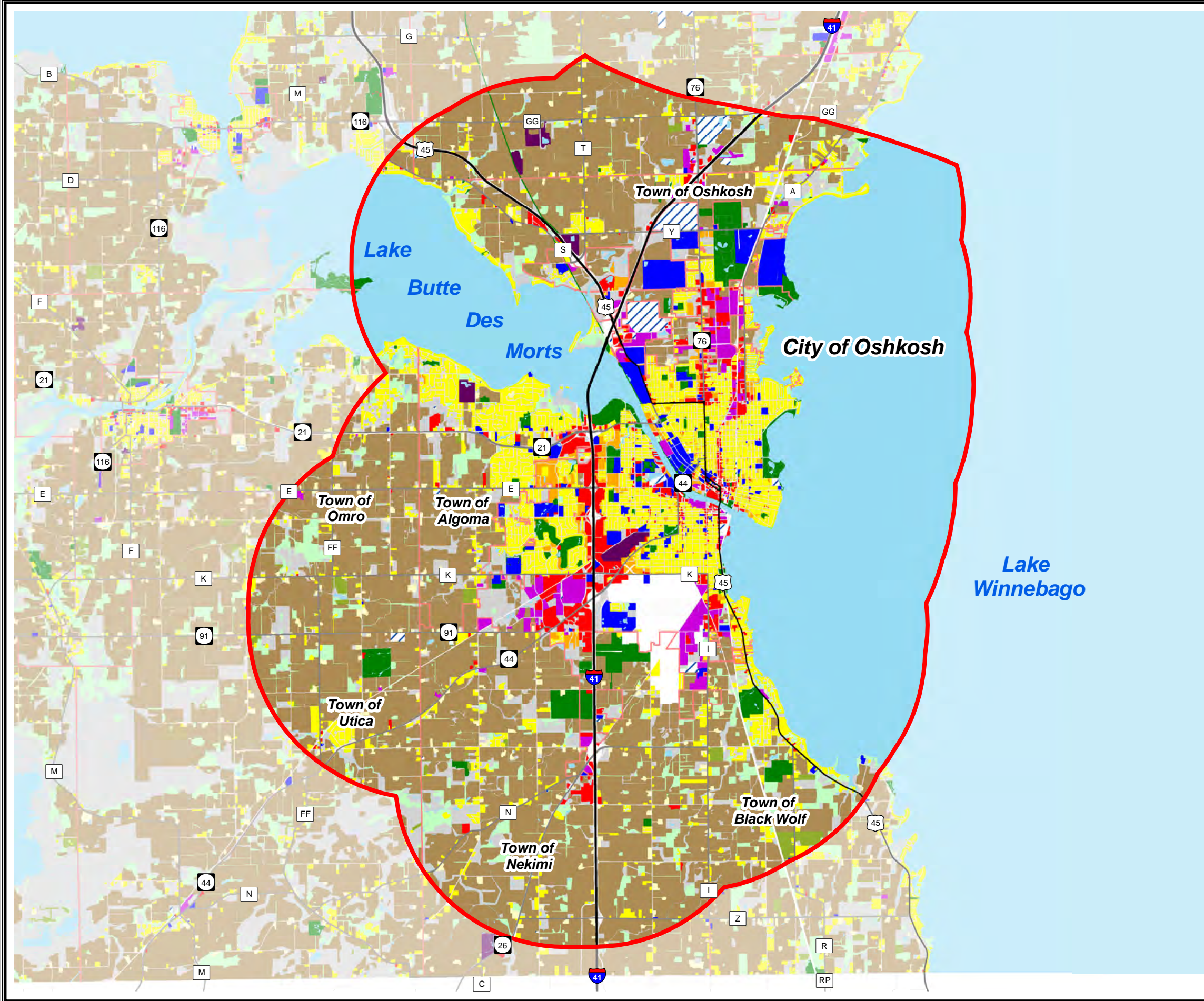
Source:
Base data provided by Winnebago County 2016.
Land Use provided by ECWRPC 2016.



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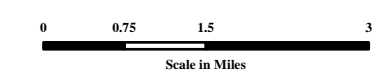
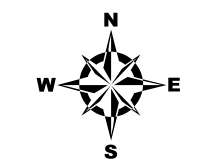
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ECWRPC

Map 4-2: City of Oshkosh Comprehensive Plan Update Existing Land Use - 2015



- Single Family Residential
- Farmsteads
- Multi-Family
- Mobile Home Parks
- Commercial
- Industrial
- Quarries
- Institutional Facilities
- Transportation
- Utilities/Communications
- Non-Irrigated Cropland
- Irrigated Cropland
- Other Ag Land / Pasture
- Recreational Facilities
- Planted Woodlands
- General Woodlands
- Open Other Land
- Water
- 3-mile Extraterritorial Boundary

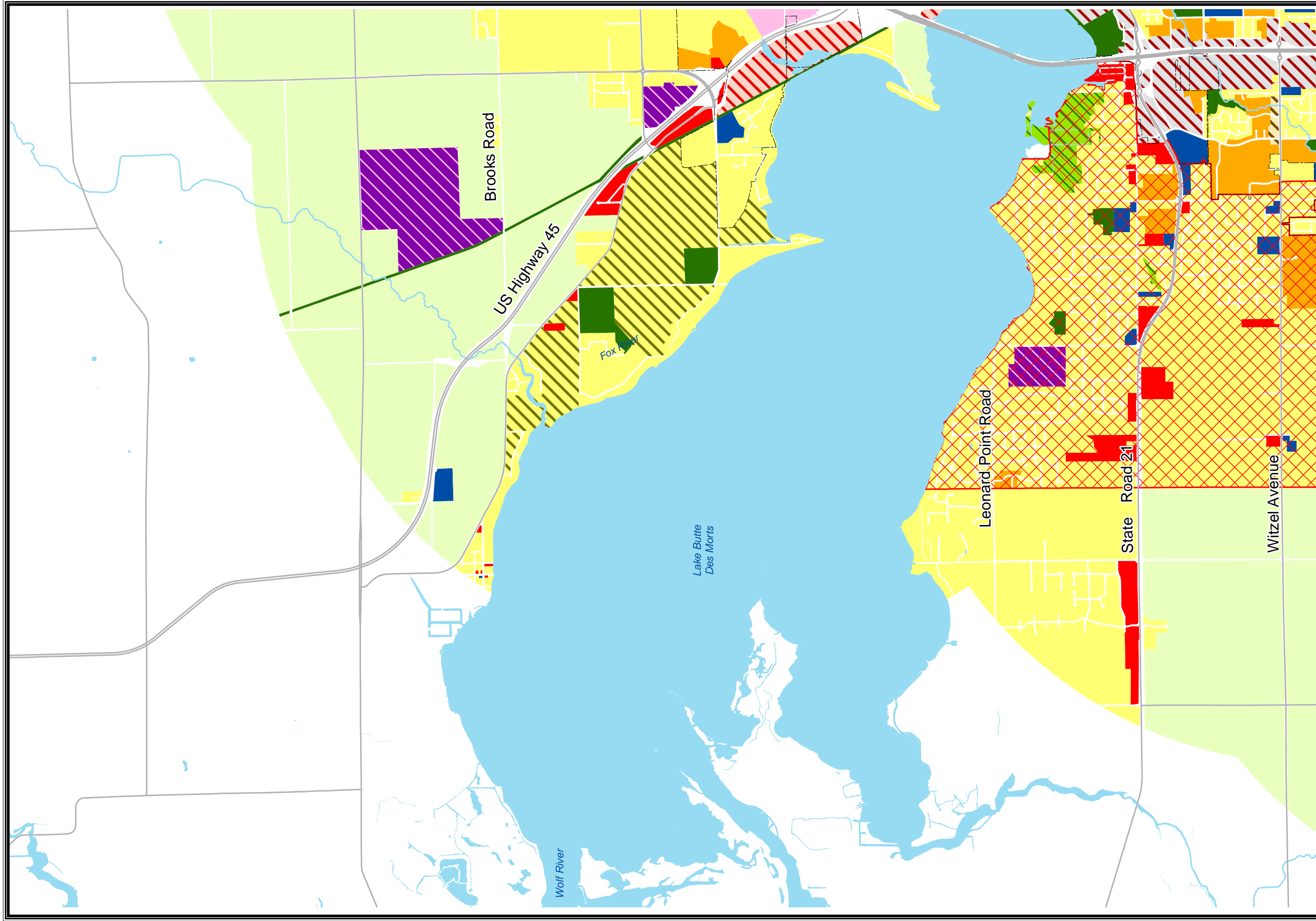
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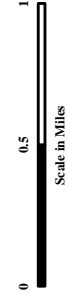
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Regional Planning Commission
ECWRPC

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Map 4-3A: City of Oshkosh Comprehensive Plan Update Year 2040 Future Land Use

- | | | | | | |
|--|-------------------------------------|--|--------------------------|--|--------------------|
| | Wittman Regional Airport | | Conservation Residential | | Industrial |
| | Protected Area | | General Commercial | | Quarry |
| | Light Density Residential | | Interstate Commercial | | Community Facility |
| | Medium and High Density Residential | | Neighborhood Commercial | | Center City |
| | Rural Residential | | Mixed Use | | Environmental |
| | | | | | Park |
| | | | | | Railroad ROW |
| | | | | | Water |

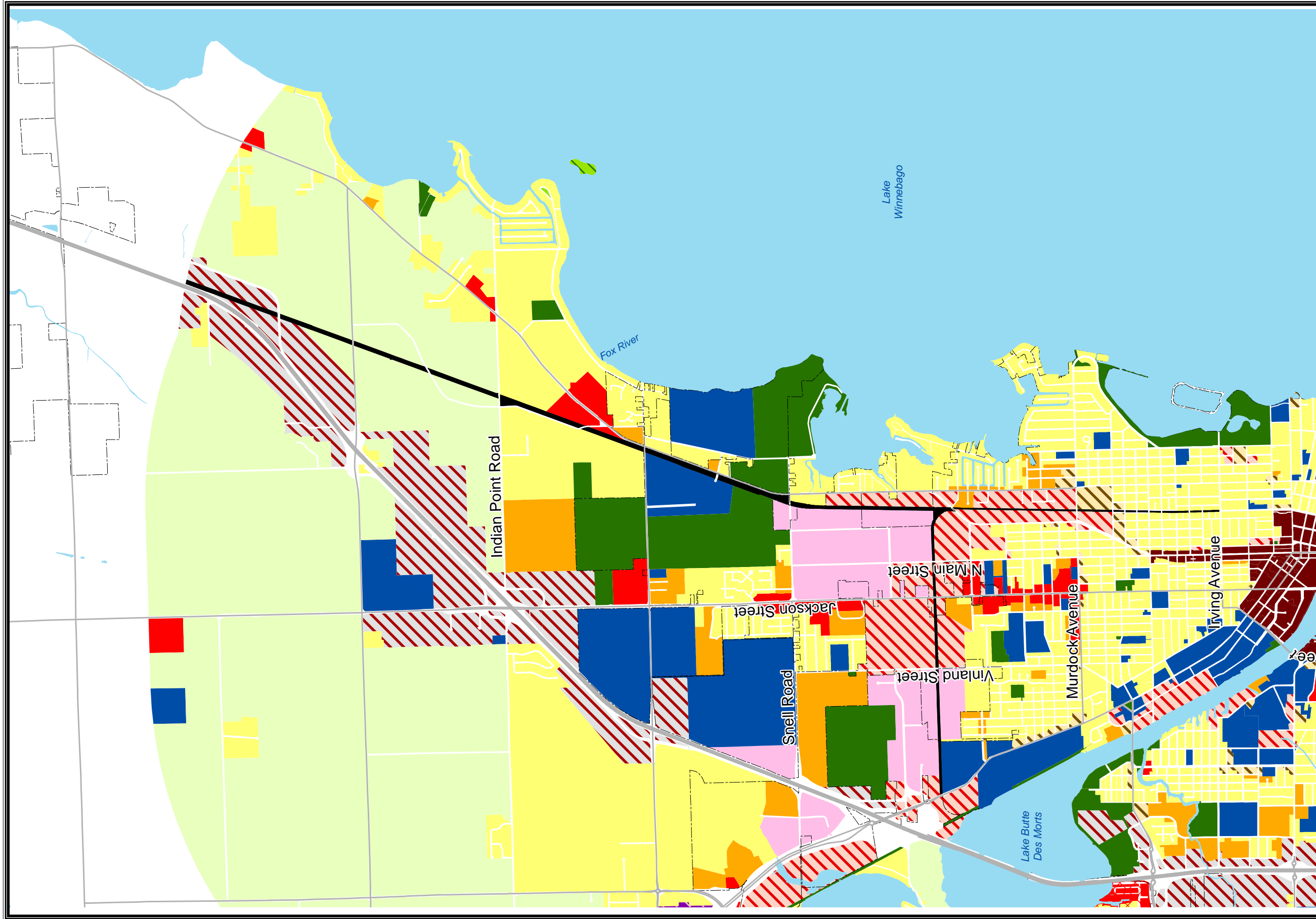


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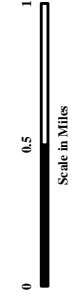
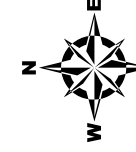
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Future Land Use from the City of Oshkosh 2018



Map 4-3B: City of Oshkosh Comprehensive Plan Update Year 2040 Future Land Use

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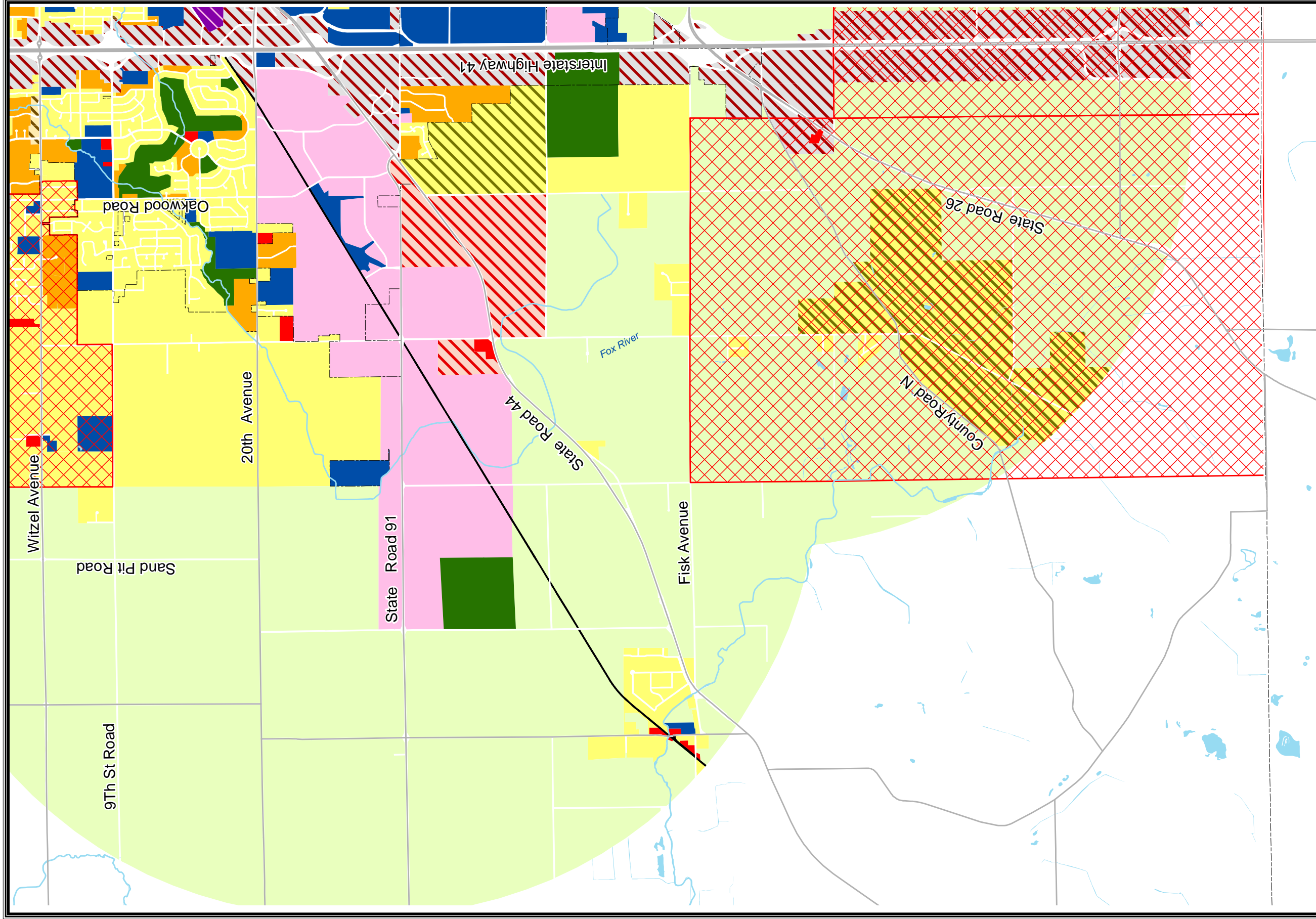


Source: Future Land Use from the City of Oshkosh 2018



PREPARED SEPTEMBER 2018 BY:

- | | | | | | |
|--|-------------------------------------|--|--------------------------|--|--------------------|
| | Wittman Regional Airport | | Conservation Residential | | Industrial |
| | Protected Area | | General Commercial | | Quarry |
| | Light Density Residential | | Interstate Commercial | | Community Facility |
| | Medium and High Density Residential | | Neighborhood Commercial | | Center City |
| | Rural Residential | | Mixed Use | | Environmental |
| | | | | | Park |
| | | | | | Railroad ROW |
| | | | | | Water |



Map 4-3C: City of Oshkosh Comprehensive Plan Update Year 2040 Future Land Use

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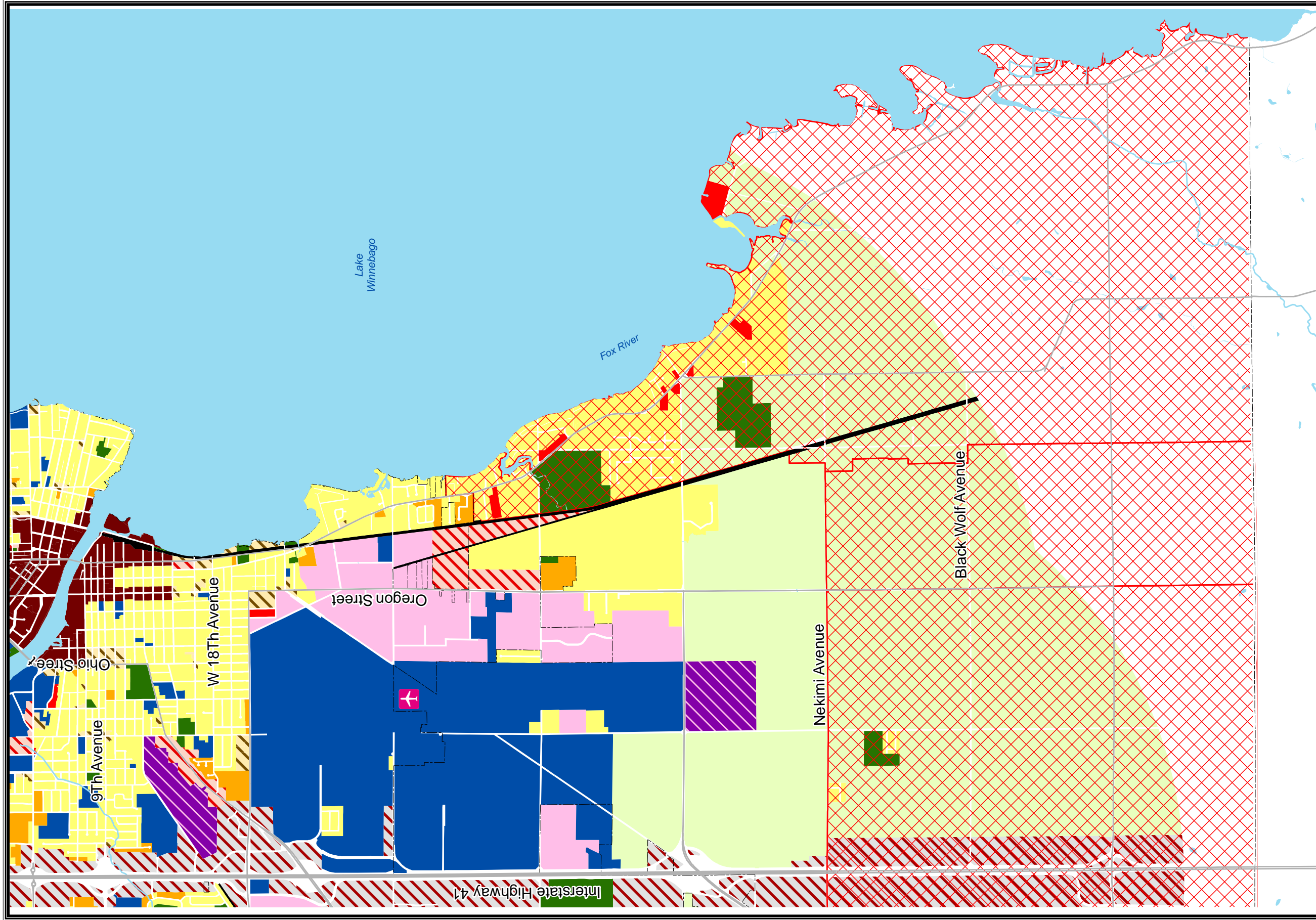


- | | | | | | |
|--|-------------------------------------|--|--------------------------|--|--------------------|
| | Wittman Regional Airport | | Conservation Residential | | Industrial |
| | Protected Area | | General Commercial | | Quarry |
| | Light Density Residential | | Interstate Commercial | | Community Facility |
| | Medium and High Density Residential | | Neighborhood Commercial | | Center City |
| | Rural Residential | | Mixed Use | | Environmental |
| | | | | | Park |
| | | | | | Railroad ROW |
| | | | | | Water |



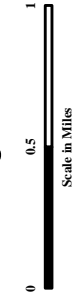
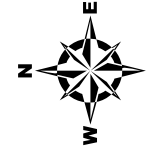
PREPARED SEPTEMBER 2018 BY:

Source: Future Land Use from the City of Oshkosh 2018



Map 4-3D: City of Oshkosh Comprehensive Plan Update Year 2040 Future Land Use

- | | | | | | |
|--|-------------------------------------|--|--------------------------|--|--------------------|
| | Wittman Regional Airport | | Conservation Residential | | Industrial |
| | Protected Area | | General Commercial | | Quarry |
| | Light Density Residential | | Interstate Commercial | | Community Facility |
| | Medium and High Density Residential | | Neighborhood Commercial | | Center City |
| | Rural Residential | | Mixed Use | | Environmental |
| | | | | | Park |
| | | | | | Railroad ROW |
| | | | | | Water |



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PREPARED SEPTEMBER 2018 BY:

Future Land Use from the City of Oshkosh 2018



CHAPTER 5

TRANSPORTATION

CHAPTER 5: TRANSPORTATION

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CHAPTER 5: TRANSPORTATION

INTRODUCTION

A safe, efficient, and well-designed transportation system can provide convenient transportation and economic benefits for the residents of the City and the surrounding area. The City's transportation system is much more than simply looking at the road system. An assessment of the pedestrian, bicycle, transit, rail and air transportation systems all play an important part in providing transportation for goods and people.

Wisconsin's Smart Growth Legislation requires that the transportation element consist of objectives, policies, goals, maps and programs that guide the development of various transportation modes. These modes include highways, transit, and transportation for those with various disabilities, bicycles, pedestrians, railroads, air transportation, trucking and water. This chapter serves to assess the current status of these transportation modes, determine what the City desires them to become in the future, and devise ways to implement them.

GOALS

The following goals were developed for this element. Goals set direction, provide purpose and accountability and provide a roadmap. Supporting Objectives and Actions are included at the end of this element.

Type	Reference	Content
Goal	T1	Provide efficient and well-designed collector and arterial streets and highways.
Goal	T2	Increase efficiency and "reduce friction" on principal arterial streets, which form the primary circulation system.
Goal	T3	Maintain efficiency of the regional highway system for high speed intracity transportation.
Goal	T4	Ensure adequate parking is available throughout the City.
Goal	T5	Provide quality public transit and paratransit services.
Goal	T6	Provide facilities for pedestrian and bicycle circulation.
Goal	T7	Maintain adequate and efficient aviation facilities serving the Oshkosh area.
Goal	T8	Promote and maintain efficient freight rail serving the Oshkosh area.
Goal	T9	Encourage the establishment of passenger rail service in the Oshkosh area.

KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the “Inventory and Analysis” portion of the element for more detail.

Streets and Highways

- a) In total, there are approximately 311 miles of urban functionally classified roads in the City.
- b) Within the City there are approximately 41 miles of urban principal arterial roads. Currently there are 12 urban principal arterial roadways serving the City.
- c) Within the City there are approximately 33 miles of urban minor arterials. Currently there are 20 urban minor arterial roadways within the City.
- d) Within the City there are approximately 40 miles of collector roads. There are 58 urban collector roadways within the City.
- e) There are approximately 197 miles of urban local roads.
- f) There are approximately 492 miles of PASER rated roads in the City.
- g) There are no rustic roads designated in the City.

Public Transportation

- a) Fixed route transit service in or to the City is primarily provided by Oshkosh (GO Transit). Oshkosh (GO Transit) also operates Route 10 connection to/from the Oshkosh Transit Center to the Neenah Transit Center to connect with Valley Transit.
- b) Disabled and senior citizens (60 years and older) can utilize services provided by public, private and non-profit agencies in the City and in Winnebago County.

Non-Motorized Transportation

- a) The City of Oshkosh has prepared a 20-year Bicycle and Pedestrian Master Plan to develop sound strategies for improving pedestrian and bicycle transportation throughout the Oshkosh area.
- b) Consult the *Appleton (Fox Cities) Transportation Management Area and Oshkosh Metropolitan Planning Organization Bicycle and Pedestrian Plan (2014)* for recommendations regarding bicycle/pedestrian improvements within and beyond the City boundaries.

Trucking and Freight

- a) I-41, STH 45 (from I-41 interchange to the north), STH 21 (from I-41 interchange to the west), STH 44 (from I-41 interchange to the southwest) and STH 26 (from the I-41 interchange to the southwest) are fully functioning truck route with no limits on semi-trailer lengths. STH 76, STH 21 (between I-41 and STH 45), STH 44 (between I-41 interchange to STH 76) and STH 91 (from interchange with STH 44 to the west) are designated truck routes, limiting trailer lengths to 75 feet. STH 45 within the City (from I-41 interchange and south) is a designated truck route, limiting trailer lengths to 65 feet.

Air Transportation

- a) Appleton International Airport provides both commercial and cargo air services for the region.
- b) Wittman Regional Airport provides private and cargo air services for the region. It is also home to the Experimental Aircraft Association and its annual EAA AirVenture Oshkosh.

Railroads

- a) There are currently two active railroad lines running through the City both with 286,000 pound railcar limits.¹ One rail line is operated and maintained by Canadian National (CN) and the other rail line by Wisconsin and Southern. No direct rail passenger service is offered near the City.

Water Transportation

- a) There are no commercial ports in the City.

INVENTORY AND ANALYSIS

The inventory and analysis section provides the City with a general assessment of existing transportation facilities. By determining what part of the system is deficient, over capacity, underutilized, or meeting the current and future needs, the City is better prepared to develop meaningful goals, strategies and recommendations that address current problems and reinforces existing strengths.

STREETS AND HIGHWAYS²

The hierarchy of the road network calls for each roadway to be classified according to its primary function, ranging from its ability to move vehicles (i.e. freeway) to its ability to provide direct access to individual properties (i.e. local roads). Within Wisconsin, urbanized and rural areas provide a framework for the placement of routes. Urban areas are defined as any place or cluster of places within a designated urbanized boundary that has a population between 5,000 and 49,999; while urbanized areas are defined as a cluster of places within a designated urbanized boundary, with a population of more than 50,000 people. Streets and highways within urban and urbanized areas are classified under the urban functional classification. Rural areas are places in the state located outside of urban and urbanized areas. Within the City, roads are classified under the urban functional classification system. **Map 5-1** illustrates the transportation infrastructure and functional classification for the City³.

The Wisconsin Department of Transportation (WisDOT) conducts traffic counts at key locations on a regular rotating basis. The traffic counts provide an indication of the roadway's appropriate classification. Displayed as Annual Average Daily Traffic (AADT), these counts are statistically adjusted to reflect daily and seasonal fluctuations that occur on each roadway. The most recent

¹ *Wisconsin Rail Plan, 2030.*

² Functional Classification Criteria, Planning Section, Bureau of Planning & Economic Development, Division of Transportation Investment Management, Wisconsin Department of Transportation, April 2013.

³ Functional classified roads approved by the by the Federal Highway Administration on 09/01/2011. Most recent changes to the functional classified roads are in the process of being updated in 2016.

counts in the City were completed in 2010 and 2014 are also provided to view traffic trends (Map 5-2).

Urban Functional Classification⁴

The urban functional classification process organizes routes according to the character of service provided, ranging from travel mobility to land access. ***In total, there are approximately 311 miles of urban functionally classified roads in the City.*** Urban functional classification includes:

Urban Principal Arterials

Principal arterials serve major economic activity centers of an urban or urbanized area, the highest average daily traffic (ADT) corridors, and regional and intra-urban trip length desires. ***Within the City there are approximately 41 miles of urban principal arterial roads.***

Currently there twelve are urban principal arterials within the City:

Interstate 41 (I-41) / US Highway 41 (USH 41) is a major 4-lane north-south route connecting Oshkosh to the surrounding Fox Valley; to Milwaukee (and southeastern WI) to the south; and to Green Bay to the north. The route currently runs primarily through the central portions of the City. I-41 runs concurrent with USH 41 and is designated from just south of the Wisconsin/Illinois border; terminating in the north in Green Bay. AADT on I-41 in the Oshkosh area is consistently in the 50,000 – 60,000 range since 2010.

Additional urban principal arterials designated throughout City limits include:

- US Highway 45 (USH 45)
- State Highway 21 (STH 21)
- State Highway 44 (STH44)
- State Highway 76 (STH 76)

Portions of the following roads are also designated as urban principal arterials within City limits:

- State Highway 26 (portion from I-41 to Pickett Road)
- W 9th Avenue (portion from I-41 to State Highway 44)
- W 20th Avenue (portion from State Highway 44 to Oregon Street)
- Oregon Street (portion from W 20th Avenue to W 24th Avenue)
- W 24th Avenue (Oregon Street to USH 45)
- High Avenue (portion from STH 21 to USH 45 / N. Main Street)
- Algoma Boulevard (portion from STH 21 to USH 45 / N. Main Street)

Urban Minor Arterials

Urban minor arterials serve important economic activity centers, have moderate ADT, and serve intercommunity trip length desires interconnecting and augmenting the principal arterial system. ***Within the City there are approximately 33 miles of urban minor arterials.***

⁴ Functional Classification Criteria, Planning Section, Bureau of Planning & Economic Development, Division of Transportation Investment Management, Wisconsin Department of Transportation, April 2013.

Currently there are twenty urban minor arterials within the City:

- County Highway A / Bowen Street
- Snell Road
- Stearns Drive / Stearns Road
- Murdock Avenue (portion from STH 76 to Bowen Street)
- N. Main Street (portion from W Murdock to Washington Avenue)
- Irving Avenue (portion from STH 76 to Bowen Street)
- Pearl Avenue (portion from STH 44 to USH 45)
- Ceape Avenue (portion from USH 45 / Main Street to Bowen Street)
- Oregon Street / Jackson Street (portion from USH 45 to W 20th Avenue)
- W. 9th Avenue (portion from STH 44 to USH 45)
- W. South Park Avenue (portion from STH 44 to USH 45)
- County Highway I (portion from W 24th Avenue to Fisk Avenue just beyond city limits)
- Washburn Street / Planeview Drive (portion from STH 21 to STH 26)
- Koeller Street (portion from STH 21 to STH 44)
- County Highway K (portion from S. Oakwood Road to W 24th Avenue)
- W 9th Avenue (portion from just west of I-41 to S. Oakwood Road)
- Witzel Avenue (portion from STH 44 to County Highway E / city limits)
- N. Sawyer Street (portion from Witzel Avenue to STH 21)
- Oakwood Road (portion from STH 21 to STH 91)
- State Highway 91 (portion from STH 44 west to city limits)

It is important to note Winnebago County has plans to develop a west side arterial which will be built to connect STH 21 to STH 44. Please consult Winnebago County for the most current information regarding this proposed project, timeline and pending roadway connections associated to this project.

Urban Collectors

Urban collectors provide direct access to residential neighborhoods, commercial, and industrial areas. They serve moderate to low ADT and inter-neighborhood trips. **Within the City there are approximately 40 miles of urban collector roads.**

Currently there are fifty-eight urban collectors within the City:

- County Highway Y
- Green Valley Road
- Lake Butte Des Morts Drive
- Water Street
- W Fernau Avenue
- Packer Avenue (portion from STH 76 to Harrison Street)
- Main Street (portion from Snell Road to Murdock Avenue)
- Vinland Road
- W Smith Avenue (portion from Vinland Road to STH 76)
- Harrison Street
- E Murdock Avenue (portion from Bowen Street to Hickory Street)
- Hickory Street (portion from E Murdock Avenue to Menominee Drive)

- Menominee Drive (portion from Hickory Street to Hazel Street)
- New York Avenue (portion from High Avenue to Menominee Drive)
- Wisconsin Street (portion from USH 45 to STH 44)
- Congress Avenue (portion from Elmwood Avenue to Algoma Boulevard)
- Elmwood Avenue (portion from W Murdock Avenue to Algoma Boulevard)
- Vine Avenue (portion from Elmwood Avenue to High Avenue)
- Woodland Avenue (portion from Algoma Boulevard to High Avenue)
- Osceola Street (portion from Algoma Boulevard to High Avenue)
- Church Avenue (portion from STH 44 to STH 76)
- Division Street (portion from Jackson Street to Church Avenue)
- Market Street (portion from Algoma Boulevard to High Avenue)
- Commerce Street (portion from High Avenue to N Main Street)
- Hazel Street (portion from E Murdock Avenue to Washington Avenue)
- W Irving Avenue (portion from Elmwood Avenue to STH 44)
- E Irving Avenue (portion from Bowen Street to Hazel Street)
- Merritt Avenue (portion from N Main Street to Hazel Street)
- Broad Street (portion from Merritt Avenue to Ceape Avenue)
- Washington Avenue (portion from N Main Street to Rosalia Street)
- Rosalia Street (portion from Washington Avenue to Ceape Avenue)
- Ceape Avenue (portion from Rosalia Street to Bowen Street)
- Waugoo Avenue (portion from N Main Street to Bowen Street)
- Otter Avenue (portion from N Main Street to Bowen Street)
- Court Street (portion from Washington Avenue to Ceape Avenue)
- State Street (portion from Washington Avenue to Ceape Avenue)
- W 6th Avenue (portion from Oregon Street to USH 45)
- N Westfield Street
- Taft Avenue
- N Campbell Road
- S Sawyer Street (portion from Witzel Avenue to W 9th Avenue)
- Knapp Street (portion from Witzel Avenue to W 20th Avenue)
- Osborn Avenue
- Ohio Street (portion from W South Park Avenue to W 20th Avenue)
- W 17th Avenue
- W 18th Avenue (portion from Knapp Street to STH 44)
- Knapp Street Road (portion from STH 44 to Poberezny Road)
- Poberezny Road
- W Waukau Avenue (portion from CTH I to USH 45)
- W Waukau Avenue (portion from S Washburn Street to STH 44)
- Universal Street (portion from STH 44 to CTH K (W 20th Avenue))
- Lennox Street
- Maricopa Drive (portion from Lennox Street to S Westhaven Drive)
- Westhaven Drive / Westhaven Circle (portion from Maricopa Drive to STH 21)
- Westowne Avenue
- Emmers Lane
- W 9th Avenue (portion from S Oakwood Road to Clairville Road)
- County Highway K (portion from S Oakwood Road to Clairville Road)

Urban Local Roads

Local roads, which include all of the remaining roads and streets in the City, are designed to provide access to land adjacent to the collector and arterial network. They serve local travel from general residential areas over very short distances. WisDOT does not generally conduct official traffic counts on local function roads. **Within the City there are approximately 197 miles of urban local roads.**

Pavement Surface Evaluation and Rating (PASER)

Every two years, all jurisdictions in the State of Wisconsin are required to rate the condition of their local roads and submit the information to WisDOT. This information is partially tied to the amount of General Transportation Aids (GTA) funding that the City receives on a yearly basis.

The surface condition rating of each roadway is updated in the state's computer database known as the Wisconsin Information System for Local Roads (WISLR). This database is based off of the PASER (Pavement Surface Evaluation and Rating) road rating method. The PASER system was developed and improved in recent years by the Transportation Information Center (TIC) at the University of Wisconsin - Madison in cooperation with WisDOT. Generally, PASER uses visual assessments to rate paved roadway surfaces on a scale of 1 to 10, with 1 being a road that needs to be reconstructed and 10 being a brand new roadway.⁵ This inventory provides the basis for developing a planned maintenance and reconstruction program and helps municipalities track necessary improvements. Prompt maintenance can significantly reduce long term costs for road repair and improvement. **Table 5-1** provides a breakdown of the PASER ratings, conditions and maintenance needs.

Table 5-1: PASER Ratings and Maintenance Needs

Rating	Condition	Needs
9 & 10	Excellent	None
8	Very Good	Little Maintenance
7	Good	Routine Maintenance, Crack Filling
6	Good	Sealcoat
5	Fair	Sealcoat or Nonstructural Overlay
4	Fair	Structural Improvement – recycling or overlay
3	Poor	Structural improvement – patching & overlay or recycling
2	Very Poor	Reconstruction with extensive base repair
1	Failed	Total reconstruction

Source: Transportation Information Center, UW-Madison

Table 5-2 provides a summary of the total miles of local roads in the City by PASER rating. A map showing the PASER ratings by street is in **Map 5-4**. **There are approximately 492 miles of PASER rated roads in the City.**⁶ According to PASER:

- **Approximately 245 miles (50%)** of the roads are in excellent to very good condition (Ratings 8-10) and require little maintenance.

⁵ Transportation Information Center. 2002. *PASER Manuals Asphalt*.

⁶ PASER road mileage is calculated and rated by road lane miles (i.e. north and south or east and west).

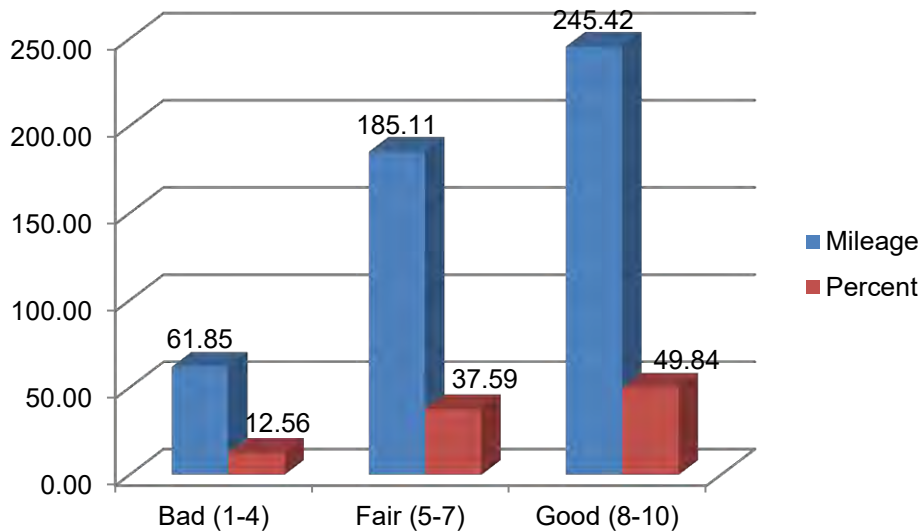
- **Approximately 185 miles (38%)** are in good to fair condition (Ratings 5-7), while they are in good condition structurally, these roads will need slightly more maintenance work. The work may involve seal coating, crack filling and possibly a non-structural overlay.
- **About 62 miles (12%)** of local roads will require more attention (Ratings 1-4). Having a PASER rating of 1 through 4, these roads could require structural improvements such as pavement recycling, overlay and patching, or total reconstruction, depending on the road base.

Table 5-2: Total Miles of Local Roads within City by PASER Rating, 2015

Rating	Mileage	Percent
1	0.26	0.05
2	6.21	1.26
3	21.48	4.36
4	33.9	6.88
5	44.01	8.94
6	53.41	10.85
7	87.69	17.81
8	89.97	18.27
9	54.03	10.97
10	101.42	20.60
Total	492.38	100.00

Source: WISLR 2015, City of Oshkosh

Figure 5-1: PASER Ratings by Mileage and Percent, 2015



Source: WISLR 2015, City of Oshkosh

Rustic Roads

The Rustic Roads System was created by the State Legislature in 1973 to help citizens and local units of government preserve scenic lightly traveled country roads for the leisurely enjoyment of bicyclists, hikers, and motorists. They offer excellent opportunities to travel through an attractive rustic area. The scenic qualities of these roads are protected by agreement with bordering property owners and by implementing roadside maintenance practices that allow wildflowers and other native flora to extend to the edge of the pavement. ***There are no rustic roads designated in the City.***

PUBLIC TRANSPORTATION

Fixed Route Transit Service

Fixed route transit service within the City is provided by GO Transit. GO Transit also provides a connecting route with Valley Transit's service at the Neenah Transit Center and the Oshkosh Transit Center in downtown (provided by Route 10). It is free to transfer from Route 10 to any Valley Transit route; however, the full cash fare must be paid to transfer from any Valley Transit route to Route 10. Consult Valley Transit and GO Transit websites for the most current transit information.⁷ A map of current routes can also be found in **Map 5-5**.

ADA and Senior Transportation

Additional ADA and Senior Transportation options provided in the City include:

- **City of Oshkosh:**
 - **GO Transit Fixed Route Bus:** Reduced fare for disabled individuals, and those sixty and over; all buses/routes are equipped with wheelchair lifts
 - **Travel Training Program:** GO Transit provides assistance to any rider that would like to learn how to use the bus
 - **Dial-a-Ride:** Reduced fare for those sixty and over
 - **Access to Jobs:** Reduced fare for taxi service for low-income workers to and from employment within the City
 - **Americans with Disabilities Act (ADA) Paratransit:** Reduced fare for paratransit and taxi service for individuals with qualifying disabilities (contracted through private provider)
- **Winnebago County:**
 - **Winnebago County Volunteer Transportation Services:** Local and long distance transportation for clients of Winnebago County Department of Human Services, or non-clients ages sixty and over

⁷ <http://appleton.org/residents/valley-transit> .
<http://www.ci.oshkosh.wi.us/Transit/> .

- **Medical Assistance Transportation (MTM):** Riders on Medical Assistance should call this number to arrange for all non-emergency Medical Assistance transportation

NON-MOTORIZED TRANSPORTATION

Pedestrian and Bicycle Facilities

Walking and bicycling have emerged and continue to be an important means of exercise as well as modes of transportation in a well-rounded transportation system. Current safe pedestrian and bicycle friendly opportunities are limited to those areas in the City with close access to multi-use bicycle/pedestrian trails and sidewalks. A quality network of pedestrians and bicyclists does exist within the City, however it should be reviewed frequently to find any gaps in service and address safety concerns between vehicles, bicycles and pedestrians.

The City of Oshkosh has prepared a 20-year Bicycle and Pedestrian Master Plan to develop sound strategies for improving pedestrian and bicycle transportation throughout the Oshkosh area. The plan was originally developed in 2011 with the update of the plan occurring in 2018. The planning area includes the City of Oshkosh with connection to surrounding extra-territorial areas. During the 2011 plan development, oversight was provided by the Pedestrian and Bicycle Plan Stakeholder/Steering Group, a working team formed of interested citizens, representatives from various organizations and city departments. The group was responsible for providing direction and review of plan components through an extensive series of workshop meetings. The process also included multiple public information meetings and public hearings. And in 2018, the Bicycle and Pedestrian Advisory Committee provided oversight to the update of the 2011 plan.

In 2014, East Central Wisconsin Regional Planning Commission (ECWRPC) completed a regional bicycle and pedestrian plan for the Appleton and Oshkosh Urbanized Areas.⁸ This plan evaluates the existing networks for pedestrian and bicycle facilities, and with the help of local stakeholders, documents planned and recommended improvements for these facilities. It should be noted that this plan is strictly advisory and the implementation of these recommendations is dependent on the City. Please reference **Map 5-6**.

Additionally, two statewide guidance documents affecting biking and pedestrian policy are the *Wisconsin Pedestrian Policy Plan 2020* and the *Wisconsin State Bicycle Transportation Plan - 2020*. The *Wisconsin Pedestrian Policy Plan 2020* outlines statewide and local measures to increase walking throughout the state as well as promote pedestrian safety and comfort. Pedestrians, by definition, are anyone who travels by foot. In addition, this definition has been extended to disabled persons who require the assistance of a mobility device. Pedestrian traffic can be difficult along highways where sidewalks are not present, safety measures are absent, or traffic volume is heavy.

As a statewide plan, the *Wisconsin State Bicycle Transportation Plan - 2020* does not assess local roads. Where traffic speeds and volumes are low, local streets can serve multiple uses. Utilizing the local street network for walking and bicycling is a viable use of this infrastructure, as long as safety precautions are taken and/or streets are designed to accommodate multiple uses. Roadways with traffic volume less than 1,000 vehicles per day are considered generally

⁸ <http://fcompo.org/wp-content/uploads/2012/06/Appleton-TMA-and-Oshkosh-MPO-BikePed-Plan-2014.pdf> .

safe for bicycling. Roadways meeting this criterion that are located within a primary bicycle corridor identified by WisDOT provide potential linkages between existing bicycle trails and are considered to be part of an interconnected statewide bicycle route network.

TRUCKING AND FREIGHT

Several designated truck routes exist within the City. Please reference **Maps 5-3** to see an official designated truck routes map within the City as well as an inventory of truck terminals within the region. **At the regional level, I-41, STH 45 (from I-41 interchange to the north), STH 21 (from I-41 interchange to the west), STH 44 (from I-41 interchange to the southwest) and STH 26 (from the I-41 interchange to the southwest) are fully functioning truck routes with no limits on semi-trailer lengths. STH 76, STH 21 (between I-41 and STH 45), STH 44 (between I-41 interchange to STH 76) and STH 91 (from interchange with STH 44 to the west) are designated truck routes, limiting trailer lengths to 75 feet. STH 45 within the City (from I-41 interchange and south) is a designated truck route, limiting trailer lengths to 65 feet.**

The majority of trucking terminals within or nearby the City are clustered in four main areas:

- Near CTH I and USH 45 in the southeastern portion of the City
- Near CTH K (W 20th Ave) and State Highways 44 and 91 just west of I-41
- Near the I-41 and USH 45 interchange just north of Lake Butte Des Morts
- Near State Highway 76 and CTH A (Bowen Street) between Murdock Ave and Snell Road

AIR TRANSPORTATION

Appleton International Airport provides regional air transportation. Airport uses at Appleton International Airport include: persona/recreational, business/corporate, commercial service, cargo, flight training, charter, search and rescue and military.⁹ According to the *Wisconsin State Airport System Plan 2030*, the airport is currently classified as a Commercial Service airport.¹⁰ Appleton International Airport is approximately 20 miles north of the City. Other major regional airports that have scheduled passenger air service include: Austin Straubel International Airport in Green Bay (approximately 50 miles northeast), Dane County Regional Airport in Madison (approximately 85 miles southwest) and General Mitchell International Airport in Milwaukee (approximately 95 miles southeast). All of these airports are also classified as Commercial Service airports.

Wittman Regional Airport in Oshkosh is classified as a Large General Aviation (GA) airport and does not provide commercial air service. It is, however, a vital tourism / economic development entity for the City and Winnebago County with the yearly Experimental Aircraft Association (EAA) weeklong fly-in event each summer.

⁹ <http://wisconsin.gov/Documents/projects/multimodal/air/sasp5-ch3.pdf> . (Table 3-9)

¹⁰ <http://wisconsin.gov/Pages/projects/multimodal/sasp/default.aspx> .

RAILROADS

Rail Freight Service

There are currently two active railroad lines running through the City both with 286,000 pound railcar limits.¹¹ One rail line is operated and maintained by Canadian National (CN) and the other rail line by Wisconsin and Southern. The CN line runs north-south through the City near Lake Winnebago. The Wisconsin and Southern line runs southwest out of the City to Ripon, Waupun and Beaver Dam before heading south to Milwaukee.

Rail Passenger Service

Amtrak utilizes Canadian Pacific lines to provide rail passenger service. Although **no direct service is offered near the City**, Wisconsin is served by passenger stations in Milwaukee, Columbus, Portage, Wisconsin Dells, and Tomah. As the route passes through the state, it connects Chicago to the Twin Cities, and heads westward to terminate in Washington State. The *Midwest Regional Rail System Report*¹², prepared as a cooperative effort between nine Midwestern states, outlines a high speed (up to 110 mph) passenger rail system that utilizes 3,000 miles of existing rail right-of-way to connect rural, small urban and major metropolitan areas. The plan calls for a rail corridor connecting Green Bay to Milwaukee and Chicago. The regional passenger rail system remains a conceptual idea at this time.

WATER TRANSPORTATION

There are no commercial ports in the City. The closest ports are located in Green Bay, approximately 50+ miles to the northeast and in Milwaukee, approximately 90 miles to the southeast. Both ports provide shipping services to the Great Lakes and beyond. Passenger ferries are located in Manitowoc and Milwaukee. Both services offer passage across Lake Michigan to Lower Michigan. Within the City, there are recreational boating opportunities and boat slips along the Fox River and nearby Lake Butte des Morts and Lake Winnebago.

FUTURE PLANS AND STUDIES

Wisconsin Department of Transportation (WisDOT) / Transportation Improvement Program (ECWRPC)

- Consult ECWRPC for the most current information regarding road projects associated with Federal Highway Administration (FHWA), Federal Transit Administration (FTA) and WisDOT (Wisconsin Department of Transportation) funding for the Oshkosh Urbanized Area; this information/funding sources are documented in the Transportation Improvement Program (TIP) and coordinated through ECWRPC

Other WisDOT Statewide Plans:

- Connections 2030 Long Range Transportation Plan (multi-modal transportation plan)
- Wisconsin State Airport System Plan 2030

¹¹ Wisconsin Rail Plan, 2030.

¹² Midwest Regional Rail System: Executive Report, 2004. Transportation Economics & Management Systems, Inc. & HNTB.

- Wisconsin Rail Plan 2030
- Wisconsin State Freight Plan (to be published December 2016)

Other Municipalities and Planning Efforts

- East Central Wisconsin Regional Planning Commission (ECWRPC):
 - **Oshkosh Metropolitan Planning Organization (MPO)** which is coordinated by ECWRPC staff is responsible for preparing and maintaining a long range transportation plan (LRTP) and short range Transportation Improvement Program (TIP) for the Oshkosh Urbanized Area; both plans help coordinate federal, state and local funds for various transportation/road projects. ECWRPC provides staff/guidance on behalf of the Oshkosh MPO. Please consult the MPO website.¹³
 - **ECWRPC Regional Comprehensive Plan** for ten counties within the designated region (Winnebago County is a member of ECWRPC; adoption in 2018).
- City of Oshkosh 5-Year Capital Improvement Program (current 2016-2020)^{14,15}

POLICIES AND PROGRAMS

Policies and programs related to the Transportation Element can be found in **Appendix D**.

OBJECTIVES AND ACTIONS

The following objectives and actions represent the steps and resources needed to meet the goals identified in this element. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Actions represent the steps and resources needed to meet objectives.

Type	Reference	Content
Goal	T1	Provide efficient and well-designed collector and arterial streets and highways.
Objective	T1.1	Revise the City's Official Map to reflect essential linkages and future roads and capacity expansions between economic activity centers, residential neighborhoods, and regional highways.
Action	T1.1.2	Participate in the implementation and revisions of the University of Wisconsin-Oshkosh Campus Master Plan, (including revisions to Elmwood Avenue, High Avenue, Algoma Boulevard, and Pearl Avenue) when those recommendations are consistent with this comprehensive plan.)
Action	T1.1.3	Review extraterritorial plans and officially map future streets, highways, parks, and other infrastructure to ensure adequate future facilities.

¹³ <http://fcompo.org/> .

¹⁴ http://www.ci.oshkosh.wi.us/public_works/assets/pdf/cip/2016-2020-cip/2016-2020_CIP_11-24-15.pdf .

¹⁵ http://www.ci.oshkosh.wi.us/public_works/assets/pdf/cip/2016-2020-cip/2016_2020_CIP_11x17.pdf .

Action	T1.1.4	Officially map a west side arterial between Highways 21 and 44.
Action	T1.1.5	Officially map Fisk Avenue from US Hwy 41 to US Hwy 45.
Action	T1.1.6	Officially map 20th Avenue/CTH K from Clairville west to the future arterial.
Action	T1.1.7	Officially map a collector street midway between South Washburn Street and Clay Road from Ripple Avenue to West Waukau Avenue.
Action	T1.1.8	Officially map a collector street midway between Ripple Avenue and West Waukau Avenue from South Washburn Street to Clay Road.
Action	T1.1.9	Officially map an arterial street from Pearl Avenue to Congress Avenue north of the UW-Oshkosh campus.
Action	T1.1.10	Evaluate and develop plans for City's major corridors.

Type	Reference	Content
Goal	T2	Increase efficiency and "reduce friction" on principal arterial streets, which form the primary circulation system.
Objective	T2.1	Continue to develop the street system to improve circulation and through the city including the evaluation of one-way streets.
Action	T2.1.1	Promote (and if possible provide incentives) the use of ride sharing programs by employers.
Action	T2.1.2	Upgrade and improve the city's way-finding signage system.
Action	T2.1.3	Coordinate with the WDOT to identify future park and ride commuter lots.
Action	T2.1.4	Plan proper truck routes to avoid routing with student interaction when possible.
Action	T2.1.5	Include neighborhood representatives in transportation planning.

Type	Reference	Content
Goal	T3	Maintain efficiency of the regional highway system for high speed intracity transportation.
Objective	T3.1	Improve the quality of the major highway corridors into and through the City.
Action	T3.1.1	Update the Highway 41 Corridor Improvement Plan.
Action	T3.1.2	Participate in the planning process for the widening of the STH 21 corridor from Oshkosh to Tomah.
Action	T3.1.3	Explore opportunities for corridor plans into the City. These plans should include design guidelines.
Action	T3.1.4	Coordinate with the WDOT a study of the STH 26 corridor.

Type	Reference	Content
Goal	T4	Ensure adequate parking is available throughout the City.

Action	T4.1.1	Review and evaluate the function and viability of the Parking Utility.
Action	T4.1.2	Promote (and if possible provide incentives) the use of underground parking facilities in residential and non-residential developments.
Action	T4.1.3	Review Chapter 27 of the Municipal Code regarding parking restrictions (overnight, metered, 2-hour, etc.)
Action	T4.1.4	Research use of shared and on-street parking solutions.
Action	T4.1.5	Implement <i>City of Oshkosh Downtown Parking Study, 2016</i> report.

Type	Reference	Content
Goal	T5	Provide quality public transit and paratransit services.
Action	T5.1.1	Maintain the City's public transit system to provide services cost-efficiently and to as many citizens as possible.
Action	T5.1.2	Pursue opportunities for utilization and funding of energy efficient public transit.
Action	T5.1.3	Continue to incorporate Transit Department into the site plan review process for major development proposals.
Action	T5.1.4	Expand and evaluate services to meet the needs of all community members.
Action	T5.1.5	Incorporate the mobility needs of older citizens into the planning or transportation projects, services, and streets.
Action	T5.1.6	Improve coordination among human services agencies and transportation agencies.
Action	T5.1.7	Planning staff should participate in GO Transit's Transit Development Plan update process.

Type	Reference	Content
Goal	T6	Provide facilities for pedestrian and bicycle circulation.
Objective	T6.1	Continue to develop a bicycle and pedestrian circulation system that improves the options and safety for non-motorized transportation.
Action	T6.1.1	Complete the Fox River Corridor with a looped trail system with an environmentally sensitive design for the shoreline.
Action	T6.1.2	Revise Land Subdivision Ordinance to: a. Require sidewalks during the Certified Survey Mapping process. b. Include sidewalks on all residential cul-de-sacs.
Action	T6.1.3	Continue to incorporate planning and review processes for pedestrian and bicycle transportation-related issues into an existing city board or commission.
Action	T6.1.4	Establish minimum standards for bike routes on specific roadways throughout the City (ex: bike lanes versus widened sidewalks).
Action	T6.1.5	Assess the walkability of neighborhoods near schools by partnering with the East Central Wisconsin Regional Planning Commission's Safe Routes to School program.

Action	T6.1.6	Maintain and improve clearly designated bicycle lanes on all current routes.
Action	T6.1.7	Establish Walk-to/Bike-to-Work programs with major employers in the City. Pursue incentives, where feasible.
Action	T6.1.8	Develop a Complete Streets policy for the City.
Action	T6.1.9	Continuously review City corridors for bicycle and pedestrian safety improvements.

Type	Reference	Content
Goal	T7	Maintain adequate and efficient aviation facilities serving the Oshkosh area.
Objective	T7.1	Integrate the plans and activities of the airport with the City's plans.
Action	T7.1.1	Coordinate with the Airport on future runway extensions and clear areas.
Action	T7.1.2	Coordinate special events staff and services between the City and the Airport.
Action	T7.1.3	Participate in the Update of the Wittman Regional Airport Master Plan.

Type	Reference	Content
Goal	T8	Promote and maintain efficient freight rail serving the Oshkosh area.
Objective	T8.1	Maintain a rail transportation system that protects the rail corridor and reduces the number of conflict points.
Action	T8.1.1	Monitor status and implement requirements of the Federal Rail Administration's whistle ban policy.
Action	T8.1.2	Coordinate spur lines with industrial park sites.
Action	T8.1.3	Coordinate with Canadian National Railway and Wisconsin and Southern Railroad on their right-of-way needs for future expansion along existing rail lines.

Type	Reference	Content
Goal	T9	Encourage the establishment of passenger rail service in the Oshkosh area.
Action	T9.1.1	Monitor implementation of the Midwest Regional Rail Initiative.

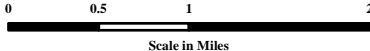
Type	Reference	Content
Goal	T10	Ensure ongoing communication regarding transportation issues and activities.
Objective	T10.1	Adopt policy to verify ongoing communication with transportation stakeholders.
Action	T10.1.1	Adopt policy to include Transportation stakeholders in Plan Commission packet distribution.
Action	T10.1.2	Continue City staff involvement with Transportation related activities.



Map 5-1: City of Oshkosh Comprehensive Plan Update Functional Classification

- Urban Principal Arterial
- ⋯ Urban Planned Principal Arterial
- Urban Collector
- ⋯ Urban Planned Collectors
- Urban Minor Arterial
- Urban Local

Source:
Base data provided by Winnebago County 2016.
Functional class provided by WIS DOT 2016.

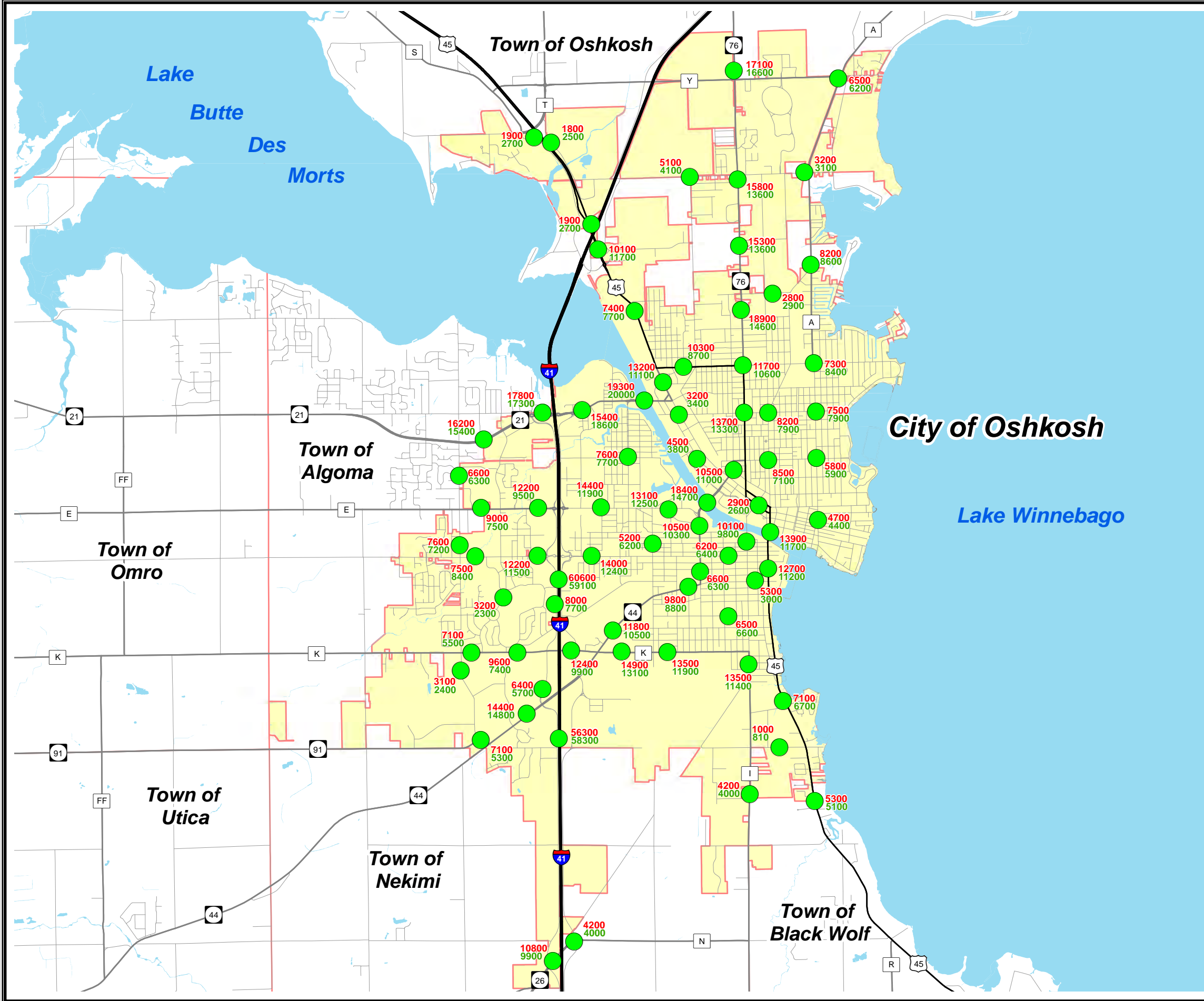


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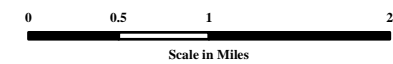
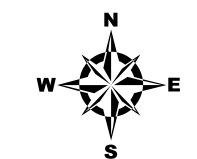
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Map 5-2: City of Oshkosh Comprehensive Plan Update AADT

● AADT (2010)
● AADT (2014)







Source:
Base data provided by Winnebago County 2016.
AADT provided by WIS DOT 2016.

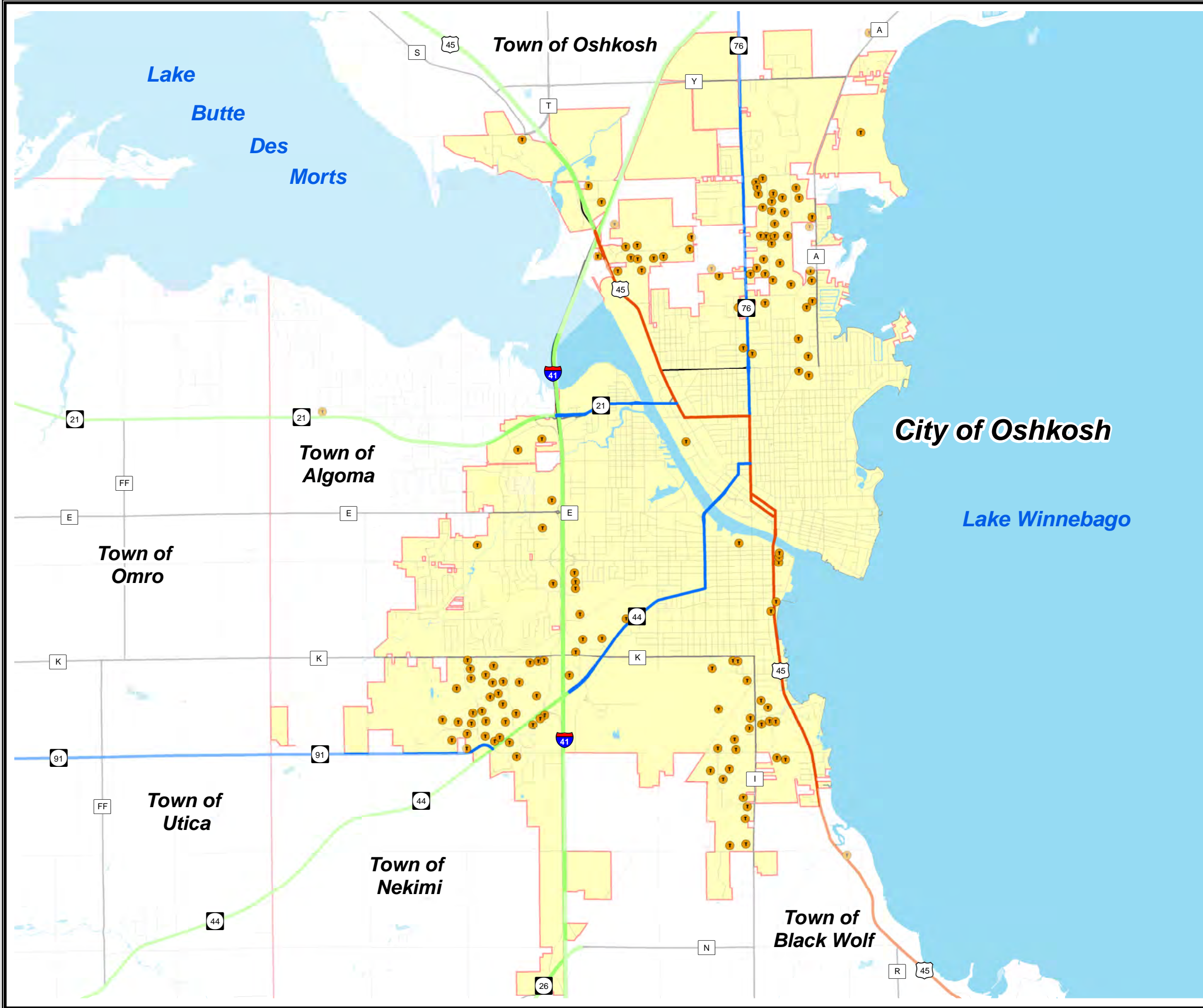


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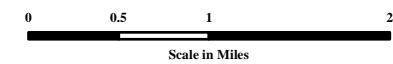
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Map 5-3: City of Oshkosh Comprehensive Plan Update Truck Routes & Freight Terminals

-  Freight Locations
-  None
-  75 Foot Trailer Length Restriction
-  65 Foot Trailer Length Restriction

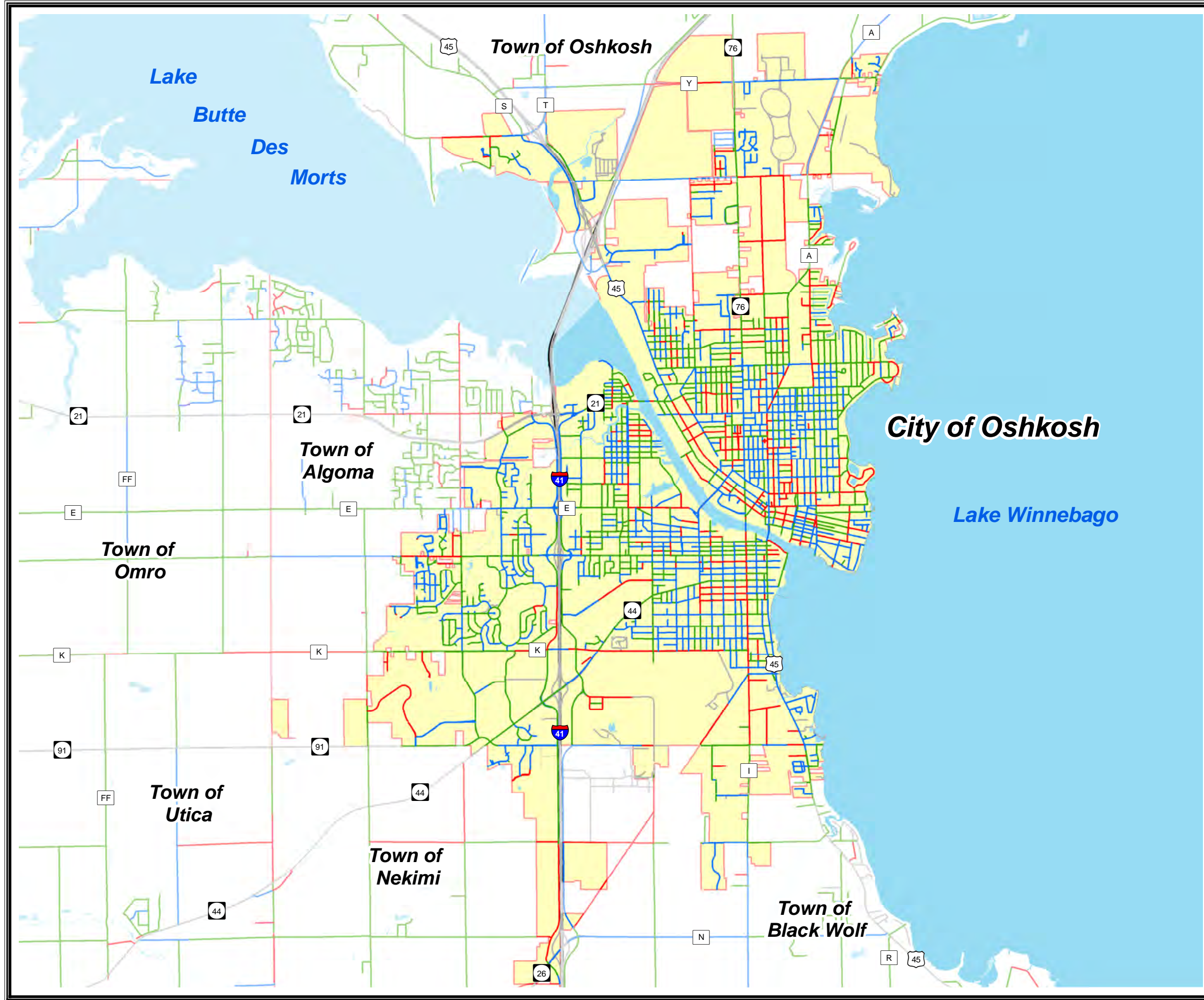


Source:
Base data provided by Winnebago County 2016.
Freight locations provided by ECWRPC 2014.
Freight routes provided by WIS DOT 2014.



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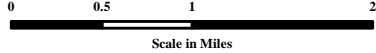
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Map 5-4: City of Oshkosh Comprehensive Plan Update 2017 PASER Ratings

- Good
- Fair
- Poor
- Not Rated

Source:
 Base data provided by Winnebago County 2016.
 PASER 2015 ratings provided by WIS DOT 2016.
 PASER 2017 ratings provided by City of Oshkosh, 2017.














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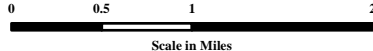
PREPARED SEPTEMBER 2018 BY:
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 Regional Planning Commission
ECWRPC



Map 5-5: City of Oshkosh Comprehensive Plan Update Transit Routes

-  Oshkosh Transit Center
-  Route 1
-  Route 2
-  Route 3
-  Route 4
-  Route 5
-  Route 6
-  Route 7
-  Route 8
-  Route 9
-  Route 10

Source:
Base data provided by Winnebago County 2016.
Transit data provided by GO Transit 2016.



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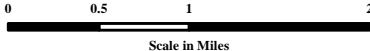
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ECWRPC



Map 5-6: City of Oshkosh Comprehensive Plan Update Bicycle & Pedestrian Facilities

- Bicycle Lane
- Off Road Bike Route
- Sharrow
- - - Signed Bike Route
- Sidewalk

Source:
Base data provided by Winnebago County 2016.
Bicycle & Pedestrian data provided by ECWRPC & Winnebago County 2018.



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ECWRPC



CHAPTER 6

ECONOMIC DEVELOPMENT

CHAPTER 6: ECONOMIC DEVELOPMENT

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CHAPTER 6: ECONOMIC DEVELOPMENT

INTRODUCTION

Planning for economic development is an on-going process in which a community organizes for the creation and maintenance of an environment that will foster both the retention and expansion of existing businesses and the attraction of new businesses and a talented workforce. As such, it is important to understand the existing resources that serve as assets for economic development efforts.

The state’s “Smart Growth” legislation requires that the Economic Development element of a comprehensive plan contain objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the jurisdiction including an analysis of the labor force and economic base of the community. The element must also address strengths and weaknesses for economic development in the City and identify key types of industry or business that the residents of the City would like to see within it. This chapter, along with Chapter 2: Plan Framework addresses these requirements.

GOALS

The following goals were developed for this element. Goals set direction, provide purpose and accountability and provide a roadmap. Supporting Objectives and Actions are included at the end of this element.

Type	Reference	Content
Goal	ED1	Leverage the collective assets of the broader region for increased economic prosperity within the City of Oshkosh.
Goal	ED2	Promote and support diversification of the industrial and manufacturing employment base in order to have a more resilient local and regional economy.
Goal	ED3	Have a strong core of stable employers within the City of Oshkosh.
Goal	ED4	Support the growth of entrepreneurship activities and new companies within the City of Oshkosh.
Goal	ED5	Promote Oshkosh as a regional economic center within the larger Fox Valley / I-41 Corridor market.
Goal	ED6	Develop physical facilities within designated Economic Activity Zones and other parts of Oshkosh which support economic development linking Oshkosh to the regional and global network.
Goal	ED7	Promote destination tourism for individuals, or group activities such as conferences, recreational activities, and special events.
Goal	ED8	Support programs designed to enhance and develop workforce skills and productivity.

Goal	ED9	Increase the economic and social opportunities within the downtown, central city and waterfront areas.
Goal	ED10	Strengthen and improve major entryways into the City as well as other commercial and retail corridors within the City.
Goal	ED11	Maintain and improve the quality of the City's neighborhoods.
Goal	ED12	Celebrate the overall high quality of life and sense of place that the City of Oshkosh and surrounding region have to offer.
Goal	ED13	Continue to improve the City's overall aesthetic quality.

KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the "Inventory and Analysis" portion of the element for more detail.

Labor Force Characteristics

- a) 69.3% of the City of Oshkosh's population 16 years old and older was in the civilian labor force, (2010-2014 American Community Survey 5-Year Estimates).
- b) 63.3% of the City of Oshkosh's population 16 years old and older was in the labor force, (2010-2014 American Community Survey 5-Year Estimates).
- c) 50.2% of the City's labor force was male compared to 49.8% female (2010-2014 American Community Survey 5-Year Estimates).
- d) The civilian labor force grew by 3.7% in the City, staying on pace with that of the county (5.5%) and the state (7.1%) between 2000 U.S. Census and 2010-2014 American Community Survey 5-Year Estimates.
- e) Although all jurisdictions experienced an increase in the total number of employed persons from 2000 to the 2010-2014 American Community Survey (ACS) 5-Year Estimates, all jurisdictions experienced a decline in the overall employment rate.
- f) The unemployment rate reached a high of 8.7% in City in 2010 and 7.8% in Winnebago County and 8.7% in Wisconsin in 2010, (Wisconsin Department of Workforce Development).

Commuting Patterns

- a) The City's workforce traveled an average of 17.1 minutes to their workplace (2010-2014 American Community Survey 5-Year Estimates).
- b) In 2000, the mean travel time for City residents was 16.0 minutes or 1.1 minutes shorter than the 2010-2014 ACS 5-Year Estimates.
- c) The top workplace destinations for City residents include the City of Oshkosh (33.2%), the City of Appleton (4.2%) and the City of Neenah (3.4%), as depicted in Table 6-5.

Economic Base Analysis

- a) The top three occupations for City residents were Management, Business, Science, and Arts Occupations (26.4%); Sales and Office Occupations (25.7%); and Service Occupations (22.7%)¹.

¹ U.S. Census 2010-2014 ACS 5-Year Estimates, DP03.

- b) The top two sectors for the City, was the Manufacturing sector² and Educational, health and social services.
- c) Economic Modeling Specialists International's (EMSI) Analyst projections indicate that the largest industry in 2026 will continue to be Manufacturing, which is expected to grow by two percent between 2016 and 2026.

Economic Development Strategy and Assessment

- a) Four industrial parks, one business park and an aviation business park exist within the City.
- b) The Wisconsin Department of Natural Resources Bureau for Remediation and Redevelopment maintains a listing of brownfields and contaminated sites. This website lists 30 open entries for the City.
- c) There were six Leaking Underground Storage Tanks (LUST) indicated for the City.
- d) There were 20 Environmental Repair sites (ERP) indicated for the City.
- e) There were four Liability Exemption (VPLE) indicated for the City.

INVENTORY AND ANALYSIS

Determining what the existing economic conditions are within the City provides a factual basis upon which to build the City's goals, strategies, and recommendations. This section inventories the City's labor force characteristics, provides an economic base analysis, discusses brownfield sites, presents economic projections, and provides an assessment of economic development strengths and weaknesses.

Some data in the following chapter was obtained from the American Community Survey (ACS). The ACS is an ongoing statistical survey by the U.S. Census Bureau representing a sample of the population over a period of time, differing from the Decennial U.S. Census where figures are based on actual counts during a point in time. ACS estimates are controlled to decennial population estimates and become less accurate over the decade, meaning estimates are only as accurate as the census count on which they are based.

ACS data can be used to draw conclusions, however, due to the limitations of these estimates, patterns can only be inferred through the data and consequently there is a larger margin of error (MOE). Small sample size increases the MOE, indicating inaccuracy and rendering the data unreliable. As a result, annual fluctuations in the ACS estimates are not meant to be interpreted as long-term trends and caution should be taken when drawing conclusions about small differences between two estimates because they may not be statistically different. It should also be noted when comparing ACS multi-year estimates with decennial census numbers that some areas and subjects must be compared with caution, or not compared at all.

Labor Force Characteristics

Labor Force

Labor force is defined as individuals currently with a job (the employed); and those without a job and actively looking for one (the unemployed). Labor force trends are one indicator of the economy's performance. Labor Force trends can demonstrate the rate of growth of the labor

² U.S. Census 2010-2014 ACS 5-Year Estimates, DP03.

force as well as the extent potential workers are able to find jobs. **63.3% of the City of Oshkosh's population 16 years old and older was in the labor force, according to 2010-2014 American Community Survey 5-Year Estimates** (Table 6-1). This was lower than Winnebago County's participation rate of 66.3% and the State of Wisconsin's participation rate of 67.4%. In 2000, the City of Oshkosh's participation rate was approximately 65.9%. Between the two time periods, participation rates in the City decreased by 2.6%.

Table 6-1: Population 16 Years Old and Older In Labor Force, 2000 and 2010-2014 ACS 5-Year Estimates

Jurisdiction	2000			2010-2014 5-Year Estimate					
	Total	In Labor Force		Total		In Labor Force			
		Number	%	Estimate	MOE +/-	Estimate	MOE +/-	%	MOE +/-
Oshkosh	51,387	33,844	65.9%	55,412	+/-449	35,100	+/-871	63.3%	+/-1.5
Winnebago County	123,806	85,874	69.4%	136,631	+/-232	90,647	+/-1143	66.3%	+0.8
Wisconsin	4,157,030	2,869,236	69.0%	4,561,244	+/-1,325	3,076,311	+/-5,726	67.4%	+/-0.1

Source: U.S. Census 2000, DP-3; 2010-2014 American Community Survey 5-Year Estimates, DP03

The proportion of men outnumbered women in the workforce, in 2000 and 2010-2014, in all jurisdictions (Table 6-2). **50.2% of the City's labor force was male compared to 49.8% female per 2010-2014 American Community Survey 5-Year Estimates.** These percentages (men vs. female) were in line with the share of men versus women (in the civilian labor force) in Winnebago County (51.8% male vs. 48.2% female) and the state (52.2% male vs 48.0% female).

Table 6-2: Total Civilian Labor Force, 2000 and 2010-2014 ACS 5-Year Estimates

	Total Civilian Labor Force (2000)					Total Civilian Labor Force (2010-2014)				
	Total	Men	%	Women	%	Total	Male	%	Female	%
Oshkosh	33,807	17,190	50.8	16,617	49.2%	35,041	17,593	50.2%	17,448	49.8%
Winnebago County	85,820	45,073	52.5%	40,747	47.5%	90,537	46,875	51.8%	43,662	48.2%
Wisconsin	2,869,236	1,505,853	52.5%	1,363,383	47.5%	3,073,680	1,604,258	52.2%	1,476,111	48.0%

Source: U.S. Census 2000, DP-3; 2010-2014 ACS 5-Year Estimates, DP03

The civilian labor force grew by 3.7% in the City, staying on pace with that of the county (5.5%) and the state (7.1%) between 2000 U.S. Census and 2010-2014 American Community Survey (ACS) 5-Year Estimates (Table 6-3). In the City of Oshkosh, the number of total men (50.2%) in the labor force grew at a similar pace than the number of total women (49.8%). As a result the share of women in the labor force increased from 49.2% in 2000, to 49.8% in 2010-2014 ACS 5-Year Estimates (Table 6-2).

Table 6-3: Civilian Labor Force Percent Change, 2000 and 2010-2014 ACS 5-Year Estimates

Jurisdiction	Percent Change, 2000 to 2010-2014 5-Year Est.		
	Total	Male	Female
Oshkosh	3.7%	2.3%	5.0%
Winnebago County	5.5%	3.1%	7.2%
Wisconsin	7.1%	6.5%	8.3%

Source: U.S. Census 2000, DP-3; 2010-2014 American Community Survey 5-Year Estimates, DP03

Unemployment

The unemployment rate is calculated by dividing the number of unemployed persons by the total civilian workforce. **Although all jurisdictions experienced an increase in the total number of employed persons from 2000 to the 2010-2014 ACS 5-Year Estimates, all jurisdictions experienced a decline in the overall employment rate.** In 2000, 95.0% of the civilian labor force was employed in the City of Oshkosh. This was slightly less than Winnebago County (96.3%) and the state (95.3%). By the 2010-2014 ACS 5-Year Estimates, 93.5% of the civilian labor force was employed in the City. In comparison, 94.2% were employed in Winnebago County and 92.8% were employed in the state.

According to the 2010-2014 ACS 5-Year Estimates, over 94 percent (94.1%) of men and 93 percent (92.8%) of women were employed. In comparison, about 95 percent of men (94.6%) and women (94.0%) in the civilian labor force were employed in Winnebago County and the state (92.0% of men and 93.6% of women).

According to the Wisconsin Department of Workforce Development (DWD), overall unemployment rates have been declining in the City of Oshkosh, Winnebago County and Wisconsin since reaching a high in 2009 (Table 6-4 and Figure 6-1). This is a result of the 2008 recession, coined “The Great Recession”.

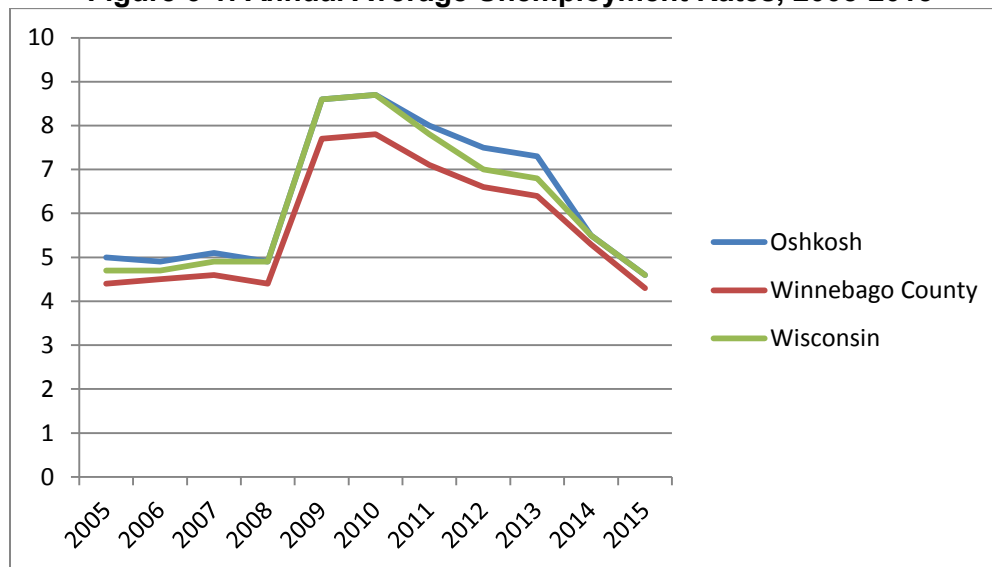
Table 6-4: Annual Average Unemployment Rates, 2005-2015

	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Oshkosh	5	4.9	5.1	4.9	8.6	8.7	8	7.5	7.3	5.5	4.6
Winnebago County	4.4	4.5	4.6	4.4	7.7	7.8	7.1	6.6	6.4	5.3	4.3
Wisconsin	4.7	4.7	4.9	4.9	8.6	8.7	7.8	7	6.8	5.5	4.6

Source: WI Dept. of Workforce Development, Office of Economic Advisors, LAUS 2002-2014, Benchmark 2014 for years 2005-2009, Benchmark 2015 for years 2010-2015, not seasonally adjusted

The unemployment rate reached a high of 8.7% in City in 2010 and 7.8% in Winnebago County and 8.7% in Wisconsin in 2010, according to the Wisconsin Department of Workforce Development. The peak in unemployment rates was related to the economic downturn that began in 2008. Since that time, unemployment rates have been steadily declining as the economy has been improving.

Figure 6-1: Annual Average Unemployment Rates, 2005-2015



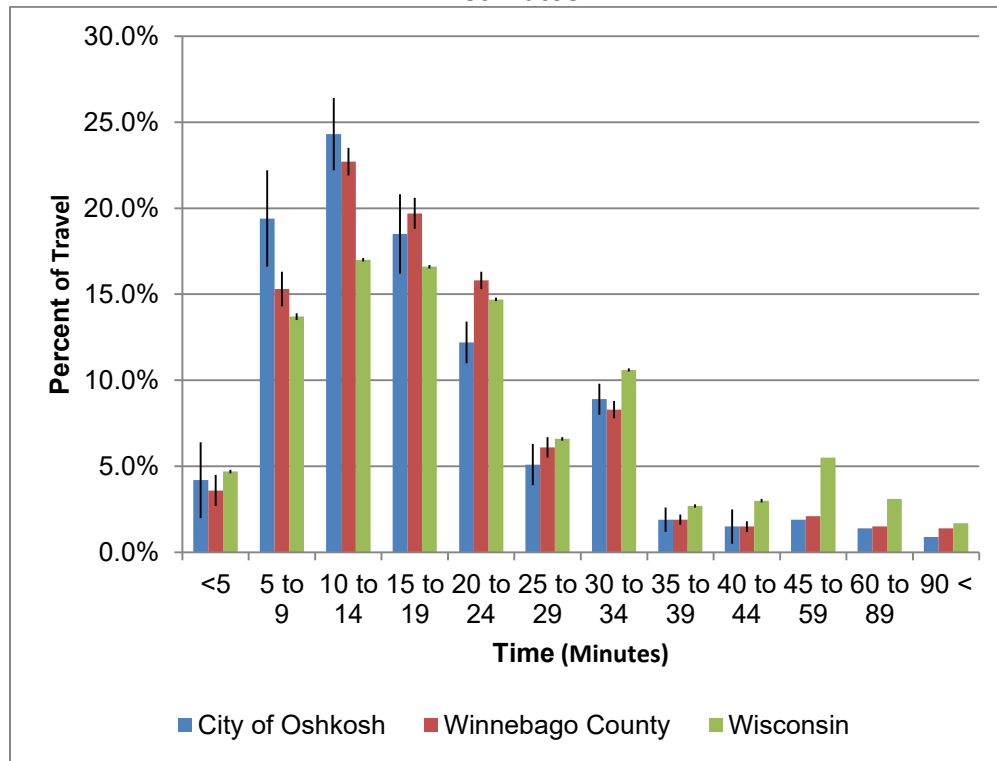
Source: WI Dept. of Workforce Development, Office of Economic Advisors, LAUS 2005-2015

Commuting Patterns

Commuting patterns provide some indication of the distance residents have to travel to find employment. **The City's workforce traveled an average of 17.1 minutes to their workplace according to 2010-2014 American Community Survey 5-Year Estimates** (Figure 6-2). This was less than both the county (18.6 minutes) and the state (21.8 minutes).

Average commute time increased in the City of Oshkosh, Oshkosh County and Wisconsin between 2000 and the 2010-2014 ACS 5-Year. **In 2000, the mean travel time for City residents was 16.0 minutes or 1.1 minutes shorter than the 2010-2014 ACS 5-Year Estimates.** Similarly average commute times in Winnebago County increased by 0.8 minutes and the state 1.0 minutes between 2000 and the 2010-2014 ACS 5-Year Estimates.

Figure 6-2: Percent of Travel Time to Work, 2010-2014 ACS 5-Year Estimates



Source: U.S. Census 2010-2014 ACS 5-Year Estimates, B08303

Analyzing journey to work data illustrates the interconnectedness of the City’s economy with communities throughout the Oshkosh region and beyond. The U.S. Census, Center for Economic Studies “On the map” data³ provides an analysis of workplace destinations at the census block level. Tables 6-5 and 6-6 illustrate where City residents work and where those who work in the City live. **The top workplace destinations for City residents include the City (33.2%), the City of Appleton (4.2%) and the City of Neenah (3.4%), as depicted in Table 6-5.** This corresponds to the average commute time of 17.1 minutes as reported in the 2010-2014 ACS 5-Year Estimates.

³ <http://onthemap.ces.census.gov/>.

Table 6-5: Top 10 Places of Employment for City of Oshkosh Residents, 2014

Rank	MCD	No. Workers	Percent
1	City of Oshkosh	12,415	33.2%
2	City of Appleton	1,566	4.2%
3	City of Neenah	1,256	3.4%
4	City of Fond du Lac	1,078	2.9%
5	City of Omro	602	1.6%
6	City of Menasha	540	1.4%
7	City of Milwaukee	389	1.0%
8	City of Berlin	298	0.8%
9	City of Green Bay	296	0.8%
10	City of Madison	294	0.8%
	Other	18,680	49.9%
	Total	37,414	100.0%

Source: <http://onthemap.ces.census.gov/>

The top places of residence for persons working in the City include the City of Oshkosh (45.0%), City of Neenah (5.4%) and the City of Fond du Lac (4.5%) (Table 6-6).

Table 6-6: Top 10 Places of Residence for City of Oshkosh Employees, 2014

Rank	MCD	No. Workers	Percent
1	City of Oshkosh	12,415	45.0%
2	City of Neenah	1,479	5.4%
3	City of Fond du Lac	1,235	4.5%
4	City of Appleton	1,232	4.5%
5	City of Milwaukee	566	2.1%
6	City of Madison	520	1.9%
7	City of Green Bay	450	1.6%
8	City of Menasha	350	1.3%
9	City of Ripon	350	1.3%
10	Village of Ashwaubenon	273	1.0%
	Other	8,729	31.6%
	Total	27,599	100.0%

Source: <http://onthemap.ces.census.gov/>

Economic Base Analysis

Employment

The composition and types of employment provide a snapshot of the City and area's economic base. **The top three occupations for City residents were Management, Business, Science, and Arts Occupations (26.4%); Sales and Office Occupations (25.7%); and Service Occupations (22.7%)⁴.** Almost a third of county (28.1%) and state (33.9%) workers were employed in Management, Business, Science, and Arts occupations; as a result this garnered the largest share of workers at these levels as well.

The top two sectors for the City of Oshkosh, was the Manufacturing sector⁵ and Educational, health and social services which employed over 40% of workers. The Manufacturing sector employed about a fifth (21.6%) of City of Oshkosh, Winnebago County (24.6%) and state (18.2%) employees according to the 2010-2014 ACS 5-Year Estimates. Another fifth was employed in the educational, health and social services sector (City of Oshkosh – 21.3%, Winnebago County – 20.0%, Wisconsin – 23.2%).

Local Employers

Table 6-7 lists the top employers with facilities located in the City. The top employers in the City cover a wide range of industries.

⁴ U.S. Census 2010-2014 ACS 5-Year Estimates, DP03.

⁵ U.S. Census 2010-2014 ACS 5-Year Estimates, DP03.

Table 6-7: Top Public and Private Employers in Winnebago County

Employer Name	Industry	Employees
Oshkosh Corporation	Specialized trucks	2,800
Bemis (all Oshkosh Locations)	Packaging tape/plastic film	2,300
University of Wisconsin Oshkosh	Education	1,327
Oshkosh Area School District	Education	1,290
US Bank (all Oshkosh locations)	Financial institution	1,144
Winnebago County	Government	1,018
Aurora Medical Center & Aurora Medical Group	Health care	870
4imprint	Advertising specialties	729
Winnebago Mental Health Institute	Health care	702
Affinity - Mercy Medical Center	Health care	688
Silver Star Brands	Mail order distribution	650
City of Oshkosh	Government	569
Clarity Care	Health care	569
Oshkosh Correctional Institution	Corrections	502
Hoffmaster Group	Paper specialties	444
Wal-Mart Super Center	Department stores	318
Lutheran Homes of Oshkosh	Assisted living	279
Muza Metal Products	Metal fabrication	265
Lapham-Hickey Steel	Steel products	256
CESA 6	Education	200
Oshkosh Community YMCA	Human service organization	200
UPS	Transportation	200

Source: Oshkosh Chamber of Commerce, data accessed 7/19/18

Employment Forecast

Employment forecasts for Oshkosh County were developed utilizing Economic Modeling Specialists International's (EMSI) Analyst program. **The projections indicate that the largest industry in 2026 will continue to be Manufacturing, which is expected to grow by two percent between 2016 and 2026** (Table 6-8). The largest industry growth areas will occur within the Professional, Scientific, and Technical Services (23%), Construction (22%) and Accommodation and Food Services (17%). Industries expected to see decreases include Information (-26%), Crop and Animal Production (-8%) and Wholesale Trade (-3%).

Table 6-8: Oshkosh County Industry Employment Projections, 2014-2024

NAICS	Description	2016 Jobs	2026 Jobs	2016 - 2026 Change	2016 - 2026 % Change	2015 Total Earnings
11	Crop and Animal Production	432	398	(34)	(8%)	\$32,818
21	Mining, Quarrying, and Oil and Gas Extraction	0	0	0	0%	\$0
22	Utilities	<10	<10	Insf. Data	Insf. Data	Insf. Data
23	Construction	2,139	2,600	461	22%	\$65,681
31	Manufacturing	11,590	11,790	200	2%	\$80,750
42	Wholesale Trade	1,240	1,201	(39)	(3%)	\$58,130
44	Retail Trade	5,919	6,444	525	9%	\$29,154
48	Transportation and Warehousing	1,187	1,281	94	8%	\$50,960
51	Information	246	182	(64)	(26%)	\$77,521
52	Finance and Insurance	1,420	1,398	(22)	(2%)	\$60,909
53	Real Estate and Rental and Leasing	512	542	30	6%	\$32,865
54	Professional, Scientific, and Technical Services	1,728	2,124	396	23%	\$61,504
55	Management of Companies and Enterprises	737	755	18	2%	\$125,748
56	Administrative and Support and Waste Management and Remediation Services	1,404	1,462	58	4%	\$39,742
61	Educational Services	379	407	28	7%	\$17,455
62	Health Care and Social Assistance	4,784	5,490	706	15%	\$53,919
71	Arts, Entertainment, and Recreation	318	325	7	2%	\$16,884
72	Accommodation and Food Services	3,913	4,597	684	17%	\$14,918
81	Other Services (except Public Administration)	2,618	2,781	163	6%	\$22,046
90	Government	5,980	6,005	25	0%	\$66,319
99	Unclassified Industry	0	0	0	0%	\$0
	Total	46,552	49,784	3,232	7%	\$54,536

Industrial and Business Park Information

Four industrial parks, one business park and an aviation business park exist within the City of Oshkosh.

Table 6-9: Industrial/Business Parks

Park	Acres
Aviation Industrial Park	290
North Industrial Park	220
Northwest Industrial Park	230
Southwest Industrial Park	1050
Universal Business Park	61.19
Aviation Business Park	80
Total	1931.19

Source: City of Oshkosh GIS analysis

Economic Development Strategy and Assessment

A variety of factors influence the economic climate of the City of Oshkosh, learning what the City's strengths and weaknesses are will help the City build upon its assets and develop strategies to overcome its challenges.

Strengths and Weaknesses

By developing a set of strengths and weaknesses, the City is better prepared to develop an economic development strategy. These strengths and weaknesses are listed below.

STRENGTHS

Location

The City is well situated in the Fox River Valley and in the state. Milwaukee, Madison, and Green Bay are each within 90 miles of the City and are connected by major state and federal highways.

Assets

The City prides itself on its high quality work force, the availability of housing, being a regional center for educational and medical facilities, and the availability of support networks for business such as utilities, roads and highways, and land available for development.

Community

As vital as these characteristics are for the business climate, community strengths for the employees and their families include year-round recreational activities, historic and cultural features, a low crime rate, and a full range of educational options.

Business

Business-related strengths also include the availability of developable land in the four industrial parks and one business park, a lower tax rate as compared to other communities in the region, the ability to provide technical support through local organizations and educational programs, and the ability to provide financial support through various grant and loan programs.

Region

Oshkosh is part of a larger regional market and even though a certain business or certain department store does not locate within the municipal boundaries of Oshkosh, these new businesses and stores are still good for the citizens of Oshkosh, as they provide new opportunities for jobs and new opportunities for shopping to the citizens of Oshkosh.

WEAKNESSES

Manufacturing Perception

As a weakness, Oshkosh is still perceived as a predominantly manufacturing community, when as Table 6-1 on page 106, shows a more a balanced distribution between the “Manufacturing” Sector and the “Educational and Social Services” Sector, with each having approximately 22 percent of the industry in the City. The predominant manufacturing trend is diversifying to other sectors and given the trend from 1990 to 2000 the distribution of industry will continue to disperse among the sectors.

Taxes and Regulation

Also a weakness for attracting business and industry into the community is the influence of taxes and regulations. The tax climate at the local level is considered to be strength, but on the state level, the State of Wisconsin is very high when comparing tax rates and levels of personal income of states across the nation. Regulations and policies at the local, state, and national level are often written to protect resources such as water, air, and people; but as they are written they should avoid prohibiting the improvement and expansion of business and industry.

Accessibility

Another misperception that could be a weakness is accessibility. Traveling between the north side and the south side of the City is dependent upon five bridges crossing the lake and river system. Traveling from the south side to the west side is dependent upon five intersections with Highway 41. These bridges should be accessible by all modes of transportation, including automobiles, commercial truck traffic, pedestrians and bicycles

to continue to address the perception that the City is not accessible or that traffic flow is not an efficient movement throughout the City.

Economic Development Focus

While the City welcomes certain types of business and industrial development, it acknowledges that not all types of business and industrial development are compatible with its future vision. The goals, strategies and recommendations for economic development are provided in Chapter 2, “Plan Framework”. The Economic Development Framework Plan presents the economic development focus for the City of Oshkosh.

Future Sites for Business and Industry

Locations for future business and industrial development are shown on Exhibit 2-1, “Year 2040 Land Use Framework”.

Brownfield Redevelopment. Brownfields are sites where development or redevelopment is complicated by real or perceived hazardous substances, pollutants, or contamination. Knowing the location of brownfields and the extent of pollution greatly improves the likelihood that these sites will be redeveloped. The Wisconsin Department of Natural Resources Remediation and Redevelopment (RR) Program oversees the investigation and cleanup of environmental contamination and the redevelopment of contaminated properties. The RR Sites Map includes, but is not limited to the following environmental data:

- Completed and ongoing investigations and cleanups of contaminated soil and/or groundwater;
- Public registry of sites with residual soil or groundwater contamination, or where continuing obligations have been put in place;
- Cleanup of sites under the federal Superfund (CERCLA) statute;
- Liability exemptions and clarifications at contaminated properties (i.e. brownfields); and
- DNR funding assistance.

The status of cleanup actions for sites in the RR Sites Map is tracked via the Bureau of Remediation and Redevelopment Tracking System (BRRTS).

The Wisconsin Department of Natural Resources Bureau for Remediation and Redevelopment maintains a listing of brownfields and contaminated sites. This website lists 30 open entries for the City of Oshkosh. They are classified in the following three categories: Leaking Underground Storage Tank (LUST) and Environmental Repair (ERP). The City’s entries and corresponding categories are described in further detail below:

- ***There were six Leaking Underground Storage Tanks (LUST) indicated for the City of Oshkosh.*** The WDNR defines LUST sites as having “contaminated soil and/or groundwater with petroleum, which includes toxic and cancer causing substances.”
- ***There were 20 Environmental Repair sites (ERP) indicated for the City of Oshkosh.*** The WDNR defines ERPs as “sites other than LUSTs that have contaminated soil and/or groundwater. Examples include industrial spills (or dumping) that need long term investigation, buried containers of hazardous substances, and closed landfills that have cause contamination.”

- **There were four Liability Exemption (VPLE) indicated for the City of Oshkosh.** The WDNR defines VPLEs as an elective process in which a property owner conducts an environmental investigation and cleanup of an entire property and then receives limits on future liability for that contamination under s. 292.15, Wisconsin Statutes. An individual, business or unit of government can receive the liability exemption after a completed cleanup is approved.

The City could complete and maintain an inventory of existing vacant buildings and land identified as “Brownfields”. This information could be used to encourage infill development and redevelopment opportunities that take advantage of existing infrastructure and services and removes blight created by vacant and dilapidated buildings and parcels. Once identified, the City could utilize state and federal programs to further study, clean, and redevelop these Brownfields.

POLICIES AND PROGRAMS

Policies and programs related to the Economic Development element can be found in Appendix D.

OBJECTIVES AND ACTIONS

The following objectives and actions represent the steps and resources needed to meet the goals identified in this element. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Actions represent the steps and resources needed to meet objectives.

Type	Reference	Content
Goal	ED1	Leverage the collective assets of the broader region for increased economic prosperity within the City of Oshkosh.
Objective	ED1.1	Coordinate the economic planning efforts of Oshkosh with other community organizations in Oshkosh as well as other Fox Valley communities.
Action	ED1.1.1	Support and engage in regional economic development efforts being conducted by organizations such as: Greater Oshkosh Economic Development Corporation (GOEDC), Oshkosh Area Chamber of Commerce, Fox Valley Workforce Development Board, UW-Oshkosh, and the Fox Valley Technical College, NE Wis. Chambers Coalition (NEWCC), NE Wis Regional Economic Partnership (NEWREP), East Central Wisconsin Regional Planning Commission (ECWRPC) and the New North.
Action	ED1.1.2	Actively engage in East Central Wisconsin Regional Planning Commission’s (ECWRPC’s) Comprehensive Economic Development Strategy (CEDs) process and seek EDA grant funding for projects as applicable.

Action	ED1.1.3	Actively support the I-41 Corridor Partners effort which seeks to collaboratively market the corridor to site selectors and other business interests.
Action	ED1.1.4	Actively engage in ECWRPC's "Initiative 41" project funded by the Department of Defense-Office of Economic Adjustment.
Action	ED1.1.5	Meet annually with Appleton, Neenah, Menasha, Fond du Lac and Green Bay to discuss best practices and common issues.
Action	ED 1.1.6	Partner with community organizations to provide economic development training opportunities to elected officials each year.

Type	Reference	Content
Goal	ED2	Promote and support diversification of the industrial and manufacturing employment base in order to have a more resilient local and regional economy.
Objective	ED2.1	Promote economic development that increases the types of jobs available in all sectors.
Action	ED2.1.1	Engage with appropriate partners to support expansion of focused industry clusters which have high growth potential based on the Oshkosh region's assets, such as: <ul style="list-style-type: none"> · Aerospace & Aviation · Information Technology · Healthcare/Medical · Advanced Manufacturing
Action	ED2.1.2	Work with partners to continually assess the City's/region's employment base including an analysis of private sector benefits and commuting patterns.
Action	ED2.1.3	Promote use of the Wisconsin Supply Chain Marketplace to existing and future manufacturing firms within the City.
Action	ED2.1.4	Coordinate with existing area employers on any future expansion needs.
Action	ED2.1.5	Understand linkages between affordable housing and business development and work collaboratively to support strategic solutions.

Type	Reference	Content
Goal	ED3	Retain and attract a strong core of stable employers within the City of Oshkosh.
Objective	ED3.1	Provide ongoing support to existing businesses in order to retain them and assist in their expansion needs.
Action	ED3.1.1	Continue business recruitment and retention programs for business and industry in the Oshkosh area.

Action	ED3.1.2	<p>Promote and encourage utilization of existing City (and partner) programs which can enhance and/or stabilize existing businesses such as:</p> <ul style="list-style-type: none"> · City's Revolving Loan Fund · Tax Increment Financing · PACE Program (Wisconsin Counties Assn.) · Oshkosh Chamber of Commerce · Greater Oshkosh Economic Development Corporation · New North (Global Trade Program) · UW-Oshkosh Small Business Development Center (SBDC) · Fox Valley Technical College · Fox Valley Workforce Development Board · Wisconsin Manufacturing Extension Partnership (WMEP) · Wisconsin Economic Development Corporation (WEDC) · Winnebago Literacy Council
Action	ED3.1.3	Review potential for expanding existing Business Improvement District (BID) or creating new ones.
Action	ED3.1.4	Continue to review the effectiveness of the Revolving Loan Fund program to ensure the program meets the needs of businesses.
Action	ED3.1.5	Promote the use of sustainable practices by existing and new businesses (LEED buildings, stormwater practices, green roofs, alternative energy, etc.).
Action	ED3.1.6	Identify areas for new executive and workforce housing in the City.
Action	ED3.1.7	Market and use the Greater Oshkosh Capital Catalyst Fund to promote economic growth activity that contributes positive economic impact for Oshkosh.
Action	ED3.1.8	Continue to review the City's policies and regulations to identify any which may put the community at a disadvantage for attracting and retaining businesses.
Action	ED 3.1.9	Continue to research alternative incentive options used elsewhere for businesses within the City.
Action	ED 3.1.10	Market city-owned land in the industrial and business parks and the redevelopment sites.
Action	ED 3.1.11	Maintain a website with information for developers including incentives, permitting, the approval process, available properties, and other beneficial information for the private development community.
Action	ED 3.1.12	Continue to identify solutions to streamline the planning and permitting approval process for developers.
Action	ED 3.1.13	Continue the City's Account Management Strategy to meet with businesses in the City and assist them.

Action	ED 3.1.14	Continue to update municipal-related data for a prompt response during business attraction or retention efforts.
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Type	Reference	Content
Goal	ED4	Support the growth of entrepreneurship activities and new companies within the City of Oshkosh.
Objective	ED4.1	Support programs and services that increase entrepreneurial success.
Action	ED4.1.1	Support the creation of unique and flexible business workspace, training facilities and social networking spaces (Maker Spaces, Co-Working Spaces, Business Incubator/Accelerator Facilities, etc.) within the City.
Action	ED4.1.2	Support UW-Oshkosh entrepreneurship programs offered through the Small Business Development Center (SBDC) (AeroInnovate, InventureXcel, Growth Management Program, etc.).
Action	ED4.1.3	Promote the use of the Winnebago County Seed Fund, Angels on the Water, and other seed capital program.
Action	ED4.1.4	Target market to specific entrepreneurial groups and industries touting the benefits of starting/growing their business in the City of Oshkosh.
Action	ED 4.1.5	Assist with grant applications for entrepreneurs when applicable.

Type	Reference	Content
Goal	ED5	Promote Oshkosh as a regional economic center within the larger Fox Valley / I-41 Corridor market.
Objective	ED5.1	Create a positive image/identity for the City, in the context of the Fox Valley Region / I-41 Corridor, in order to attract high-quality talent and high paying jobs.
Action	ED5.1.1	Work with partners as appropriate to promote the City and its statewide and national image.
Action	ED5.1.2	Actively promote the City/County Aviation Business Park and other available lands.
Action	ED5.1.3	Promote and utilize the Foreign Trade Zone designated areas of the City to generate new employment and business growth.
Action	ED5.1.4	Promote available child care facilities as an amenity for businesses and employees and seek to ensure its availability for additional shifts.
Action	ED5.1.5	Maintain services for and address needs for local urgent care within core areas of the City.

Action	ED5.1.6	Incorporate recommendations of the University of Wisconsin-Oshkosh Campus Master Plan and promote its merits in order to attract and retain talented workers.
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Type	Reference	Content
Goal	ED6	Develop physical facilities within designated Economic Activity Zones and other parts of Oshkosh which support economic development linking Oshkosh to the regional and global network.
Objective	ED6.1	Develop tools to assess and evaluate facilities in concentrated economic zones.
Action	ED6.1.1	Work with agencies to ensure adequate facilities are in place near the industrial and business parks to allow sufficient access to the regional transportation system.
Action	ED6.1.2	Promote new development near/along public transit centers and routes.
Action	ED6.1.3	Support the Oshkosh Transload Terminal and continue to work with the railroad operator and businesses to identify growth opportunities to enhance intermodal transportation in the City and region.

Type	Reference	Content
Goal	ED7	Promote destination tourism for individuals, or group activities such as conferences, recreational activities, and special events.
Objective	ED7.1	Work closely with the Oshkosh Convention & Visitors Bureau to ensure a city-wide strategy exists to draw special events to the City.
Action	ED7.1.1	Develop and implement plans to create an entertainment and tourism oriented district around the Menominee Nation Arena and waterfront.
Action	ED7.1.2	Promote the Oshkosh waterfront, Fox River and accessibility to the Winnebago Pool Lakes system.
Action	ED7.1.3	Promote the state and regional trail system and seek to improve its connectivity with local destinations.

Type	Reference	Content
Goal	ED8	Support programs designed to enhance and develop workforce skills and attract workers to the City.
Objective	ED8.1	Support educational and training programs that increase workforce skills and productivity, including literacy.

Action	ED8.1.1	Support the efforts of the Oshkosh School District and private schools to develop and integrate hands-on learning and training for advanced manufacturing career paths.
Action	ED8.1.2	Support the promotion of internships with local businesses.
Action	ED8.1.3	Support the exploration of skills and opportunities for workforce integration of new refugees, including literacy.
Action	ED8.1.4	Support and build upon strengths of UW-Oshkosh programs.
Action	ED8.1.5	Support the coordinated efforts of the Fox Valley Technical College and Fox Valley Workforce Development Board to provide retraining opportunities for underemployed persons.
Action	8.1.6	Identify programs or opportunities to increase housing options in the City.
Action	ED 8.1.7	Support efforts to attract workers to the City which includes improving public infrastructure, strengthening neighborhoods, and improving the overall quality of life.

Type	Reference	Content
Goal	ED9	Increase the economic and social opportunities within the downtown, central city and waterfront areas.
Objective	ED9.1	Develop tools and support programs that foster the redevelopment and revitalization of older residential and employment areas within/near the central city.
Objective	ED9.2	Develop programs and incentives that decrease consumption of new land and new materials and reutilizes existing buildings to the extent practicable.
Action	ED9.1.1	Implement the recommendations of the "Imagine Oshkosh" Central City Investment Strategy.
Action	ED9.1.2	Utilize TIF and other tools to incentivize companies and landowners as appropriate to voluntarily relocate from older outdated facilities near the central city, to newer industrial sites in the industrial parks so as to free up key properties for redevelopment.
Action	ED9.1.3	Target and prioritize downtown and suitable near-downtown areas for new office and service industry development. Work with private and public sector entities to provide one or more sites for planned business parks oriented toward corporate facilities and other office-type industries.
Action	ED9.1.4	Ensure that available properties and buildings are actively and aggressively marketed.
Action	ED9.1.5	Pursue incentives and grants to redevelop underutilized or environmentally contaminated sites, both publicly and privately owned.

Action	ED9.1.6	Continue to utilize Tax Increment Financing as appropriate for revitalization projects.
Action	ED9.1.7	Support the concept of mixed-use development as appropriate
Action	ED9.2.1	Apply for funding from various programs through the WEDC, WDNR, EPA, and EDA as needed.
Action	ED9.2.2	The City should actively pursue acquisition of potential redevelopment properties as applicable.
Action	ED 9.2.3	Work with other City Departments and community organizations to implement recommendations in corridor plans to improve corridors to the central city.

Type	Reference	Content
Goal	ED10	Strengthen and improve major gateways into the City as well as other commercial and retail corridors within the City.
Objective	ED10.1	Explore opportunities for improving direct routes into and through the City.
Action	ED10.1.1	Enhance and formally identify current and future Gateway Commercial Districts and develop detailed corridor plans, studies and standards as needed. These plans should consider their direct connections to the downtown, both physically and economically.
Action	ED10.1.2	Increase waterfront corridor connectivity and appropriate business opportunities and amenities.
Action	ED10.1.3	Coordinate with utility providers and property owners to place overhead lines underground during street reconstruction projects within key corridor segments. Examine additional cost-reduction strategies for achieving this.
Action	ED10.1.4	Coordinate with Winnebago County, WisDOT and others to examine and propose implementation of a billboard reduction program for the City, including highway corridors leading into the City.

Type	Reference	Content
Goal	ED11	Maintain and improve the quality of the City's neighborhoods
Objective	ED11.1	Develop tools and programs that increase viability of neighborhoods, including residences and business owners.
Action	ED11.1.1	Continue to lead and support the ONE Oshkosh and Greater Oshkosh Healthy Neighborhoods (GO-HNI) programs as effective 'bottom-up' approaches to revitalization.
Action	ED11.1.2	Continue to participate in Goodwill NCW's "Neighborhood Partners Network" and "Gappers Network".

Action	ED11.2	Work with Neighborhood Associations to preserve and promote neighborhood business districts.
Action	ED11.2.1	Proactively work with neighborhoods to address stormwater needs and identify properties which may be impacted.
Action	ED11.2.2	Pursue incentives for façade improvements and streetscape improvements, including the installation of building signs/plaques.
Action	ED11.2.3	Develop programs to assist neighborhood businesses to remain viable in neighborhood business districts.
Action	ED11.2.4	Partner with Habitat for Humanity and GO-HNI to identify neighborhoods that would benefit from the “Rock the Block” program.

Type	Reference	Content
Goal	ED12	Celebrate the overall high quality of life and sense of place that the City of Oshkosh and surrounding region have to offer.
Objective	ED12.1	Promote the diversity of recreation and lifestyle opportunities that Oshkosh has to offer.
Action	ED12.1.1	Promote and leverage regional assets related to sports, sports history, and outdoor recreation activities such as boating, fishing, biking and hiking.
Action	ED12.1.2	Actively engage with, integrate and promote the Fox-Wisconsin Heritage Parkway as Oshkosh occupies a unique market/geography for the boating community and land-based river development opportunities.
Action	ED12.1.3	Pursue funding sources for implementation of cultural tourism programming which includes history, heritage and the arts.
Action	ED12.1.4	Collaborate with the Oshkosh Area Community Foundation to implement and update the 2011 LIFE Study Regional Report.
Action	ED12.1.5	Continue to develop the Riverwalk along the waterfront.
Action	ED 12.1.6	Work with community partners and businesses on a quality of life campaign to attract and retain workers to the City.

Type	Reference	Content
Goal	ED13	Continue to improve the City’s overall aesthetic quality.
Objective	ED13.1	Utilize tools and programs that enhance the City’s attractiveness.
Action	ED13.1.1	Strengthen historic preservation efforts and promote the state tax credit programs to encourage revitalization of old buildings.
Action	ED13.1.2	Enforce design guidelines for the Main Street Historic District, the downtown and riverfront overlay districts.
Action	ED13.1.3	Increase identity for the City with corridor gateway signage.
Action	ED13.1.4	Emphasize aesthetic components of any gateway corridor planning

		efforts.
Action	ED13.1.5	Research and implement the concept of “Placemaking” into public and private development projects throughout the City.
Action	ED13.1.6	Continue to develop façade grant and loan programs to improve the exterior facades of businesses and homes.



CHAPTER 7

UTILITIES AND COMMUNITY FACILITIES

CHAPTER 7: UTILITIES AND COMMUNITY FACILITIES

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CHAPTER 7: UTILITIES AND COMMUNITY FACILITIES

INTRODUCTION

One responsibility of a community is to maintain a certain level of community services. To achieve it, the City must continuously maintain, upgrade, and expand existing facilities in a cost effective manner based on future growth projections and the desires of the community.

GOALS

The following goals were developed for this element. Goals set direction, provide purpose and accountability and provide a roadmap. Supporting Objectives and Actions are included at the end of this element.

Type	Reference	Content
Goal	UCF1	Expand and maintain utility and community facilities and services provided by both public and private entities that support economic and residential development.
Goal	UCF2	Design facilities and services for an adequate level of service, based on standards for population and demand for those facilities and services.
Goal	UCF3	Promote neighborhoods designed to include pedestrian- and bicycle friendly facilities and public gathering places.
Goal	UCF4	Promote growth and redevelopment of property included within the service areas of the existing infrastructure and service system.
Goal	UCF5	Utilize environmentally sensitive methods and systems.
Goal	UCF6	Ensure ongoing communication regarding Utilities and Community Facilities issues and activities.

KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the “Inventory and Analysis” portion of the element for more detail.

Wastewater Collection and Treatment

- a) The City is part of the Oshkosh Sewer Service Area.
- b) The existing sewage collection system consists of 263 miles of sanitary sewer with a total of 17 liftstations.
- c) Private on-site wastewater treatment systems, or POWTs, serve areas (not identified above) within 3.0 miles of the City in the unincorporated areas.

Stormwater Management

- a) The City maintains a stormwater system and inventory map.
- b) The City has developed a stormwater management plan and created a Stormwater Utility to fund the structural and operational best management practices (BMPs) required to comply with the City's MS4 permit and TMDL limits.
- c) There are currently no drainage districts within a 3-mile radius of the City.

Water Supply

- a) The City has a municipal water system that relies on surface water as the source of its water supply.
- b) The City's raw water (untreated) and finished water pumping capacity is rated at 16 million gallons per day (MGD) with an average daily pumping rate of 6.5 MGD.¹
- c) The City has four elevated storage tanks to develop pressure for water distribution.
- d) According to the City, the water system is operating less than 50 percent of its capacity.
- e) Private wells serve properties in the Extraterritorial Boundary 3-mile radius of the City.

Solid Waste and Recycling

- a) The City collects residential solid waste and recyclable material on a weekly basis.

Energy Supply and Transmission

- a) There are major electrical transmission lines traversing the City.
- b) Wisconsin Public Service (WPS) provides power to the City.
- c) One natural gas transmission line is located in the City or within the City's extraterritorial area.

Telecommunication Facilities

- a) There are 24 registered towers/antennas in the City.

Parks and Recreation Facilities

- a) The City maintains a park system and the Oshkosh School District provides recreation programs.
- b) 415.34 acres of parks is currently available.
- c) The City has a deficit of local community recreational space for its population base with a current deficiency of 245.66 acres.
- d) There is one Winnebago County park and recreational facility in the City.

Cemeteries

- a) The City operates one cemetery in the City.

¹ Oshkosh Water Utility webpage, accessed 9/15/16.

Healthcare Facilities

- a) Oshkosh has two major medical centers; Mercy Medical Center and Aurora Health Center.
- b) Currently, there are five licensed nursing homes within the City with 546 beds.

Childcare Facilities

- a) A total of 51 licensed camp, family and group childcare facilities are located within the City. These facilities have a combined capacity of 2,571 children.

Public Safety and Emergency Services

- a) The Oshkosh Police Department is located at 420 Jackson Street and is a full service department that operates 7 days a week, 24 hours a day.
- b) The Winnebago County Sheriff's Department is located at 4311 Jackson Street in Oshkosh. In 2015 the department employed 133 fulltime officers.
- c) The City does not have an adequate facility to detain prisoners for long periods of time; therefore it depends on the Winnebago County Sheriff's Department and jail for support.
- d) The Oshkosh Fire Department provides fire and emergency services for the City.
- e) The Oshkosh Fire Department has a PPC classification of 2.
- f) Oshkosh Emergency Medical Services responds to all emergency and non-emergency medical calls within the city limits and to the City of Omro, Village of Winneconne, and Towns of Winneconne, Nekimi, Van Dyne, Black Wolf, Algoma, Poygan, Omro and Rushford.

Library

- a) The City's Public Library is located at 106 Washington Avenue and is part of the Winnefox Library System.

Schools

- a) The Oshkosh Area School District (OASD) provides education to the City.
- b) Nine private schools serve residents of the Oshkosh.
- c) The City is home to the University of Wisconsin Oshkosh.
- d) The City is a part of the Fox Valley Technical College district.

INVENTORY AND ANALYSIS

The following section provides an inventory of utilities and community facilities that serve the City. The analysis of facilities is based on generalizations and predictions and is no substitute for detailed engineering or architectural studies, which should be completed before municipal funds are expended on specific projects. The size of community facilities along with the cost of providing services is directly related to land use, development patterns, and the existing and future densities of development.

WASTEWATER COLLECTION AND TREATMENT

Provision of sanitary sewer plays a key role in many aspects of community development and growth. Not only does it affect where development tends to occur, but also allows higher land use densities than can be achieved by using private onsite wastewater treatment systems.

Public Wastewater Collection and Treatment

The City is part of the Oshkosh Sewer Service Area. The Oshkosh SSA Planning Area covers approximately 60 square miles and is located on the west shore of Lake Winnebago at the mouth of the Upper Fox River in eastern Winnebago. The following inventory was provided by the *Oshkosh 2030 Sewer Service Area, 2007* plan prepared by the East Central Wisconsin Regional Planning Commission.

The original Oshkosh wastewater treatment plant was constructed in the late 1930s. Construction of a new regional facility on the same site was completed in 1975. The treatment plant presently serves the City, Town of Algoma Sanitary District No. 1, Black Wolf Sanitary District No.1, Town of Oshkosh Sunset Point Sanitary District, Town of Oshkosh Edgewood/Shangri-La Sanitary District and the Town of Oshkosh Island View Sanitary District. The plant also serves the Winnebago Mental Health Institute and Winnebago County Parkview Facilities which are all within the City.

The existing facility consistently meets permit limits for all parameters. Based upon a 2004 observation period the facility has removal efficiencies of 96.8 percent biochemical oxygen demand (BOD), with an average monthly effluent of 5.75 mg/l. Total suspended solids (TSS) effluent averaged 4.42 mg/l per month and Phosphorus effluents averaged .049 mg/l per month. Periodic high clearwater flows into the plant do not appear to have a significant effect on treatment performance. An industrial pretreatment program has been in existence since 1981. The existing facility should be adequate through the year 2030.

The existing sewage collection system consists of 263 miles of sanitary sewer with a total of 17 lift stations. Two interceptors serve the northern portion of the service area. A 36 inch interceptor enters the plant from the north and east, and a 60 inch interceptor serves area north, northeast and northwest. A 42 inch interceptor sewer serves the southwest portion of the service area. A 72 inch interceptor conveys wastewater from the east and southeast area. These major interceptors should have design capacity for growth in the Oshkosh planning area out to the year 2030.

The City sewerage system has had a history of infiltration and inflow and sewage bypassing problems. These clearwater problems are especially significant during wet weather; however, the treatment plant has been able to continually meet the WPDES permit requirements. The City has undertaken an I&I removal program and has reconstructed a number of gravity mains and interceptors.

The City maintains an extensive system of sewage lift stations and forcemains. A network of large pump stations and long forcemains transport flows on the north side in a westerly direction to the large northwest interceptor sewer. A new interceptor sewer, lift station and forcemain have been placed in service to the northwest along STH 110 north of USH 41. A 24 inch gravity sewer extends from the Winnebago Mental Health Institute and Winnebago County governmental facilities into the Oshkosh system. This system also provides capacity to the

Island View Sanitary District and additional development to the north along Lake Winnebago. In addition, a number of smaller lift stations and pump station forcemains are located throughout the City.

The **Algoma Sanitary District** sewer system connects with the City system at two points. One 15 inch connection point is located at the USH 41 crossing of Sawyer Creek. The other 18 inch connection is located on Witzel Avenue approximately one-half mile west of USH 41. The district operates four pump station forcemains.

The **Black Wolf Sanitary District** has eight sanitary lift stations. Sanitary sewer connects to the City system on USH 45 and Old Orchard Lane.

The **Sunset Point Sanitary District and the Edgewood/Shangri-La Sanitary District** are located on the north shore of Lake Butte des Morts, which are serviced through the Town of Oshkosh.

The **Island View sanitary District** located on the west shore of Lake Winnebago began service in 1997. The district operates three sanitary lift stations.

Private Wastewater Collection and Treatment

Private on-site wastewater treatment systems, or POWTs, serve areas (not identified above) within 3.0 miles of the City in the unincorporated areas. Typically, individual systems are designed for each household based on the site's soil characteristics and capabilities. However, in some cases (such as with conservation subdivisions) a community, or 'cluster' system, may be used which services more than one household.

Winnebago County maintains records for private, on-site sanitary permits in rural areas of the county. Information that the county maintains includes where on-site systems are located, when the permits were issued, and the type of system installed.

STORMWATER MANAGEMENT

The City maintains a stormwater system and inventory Map. Under Wisconsin Administrative Code NR216, it is required to have an MS4 general permit. The permit requires the City to perform the following activities: (1) Public Education & Outreach, (2) Public Involvement & Participation, (3) Illicit Discharge Detection & Elimination, (4) Construction Site Pollution Control, (5) Post Construction Management, (6) Pollution Prevention, and (7) Stormwater Quality. The City also has to comply with the standards set by the Upper Fox/Wolf TMDL (Total Maximum Daily Load).

The City has developed a stormwater management plan and created a Stormwater Utility to fund the structural and operational best management practices (BMPs) required to comply with the City's MS4 permit and TMDL limits. The TMDLs establish the maximum amount of total suspended solids (TSS) and total phosphorous (TP) that the City's storm system may release to the waterways.

Per Chapter 14 of Oshkosh Municipal code, properties in Oshkosh pay for the stormwater utility through a base charge, equivalent runoff unit charge and a special charge if applicable. Non-residential properties also are charged a stormwater utility charge. Residential and non-

residential properties, based on City approval, are eligible to receive credits for developing on-site storage facilities such as rain gardens, detention basins, etc.

The City experiences flooding in isolated areas during major storm events. Public Works is inventorying and addressing these issues.

Drainage Districts

There are currently no drainage districts within a 3-mile radius of the City.

WATER SUPPLY

Although water may seem to be plentiful in Wisconsin, it is not an infinite resource. Providing safe, clean, and reliable water can and has become a challenge for many communities throughout the state. Residents of the City obtain drinking water from the Oshkosh Water Utility. All residents rely on surface water as the source of drinking water.

Public Water Supply

The City has a municipal water system that relies on surface water as the source of its water supply. Intake pipes draw water from Lake Winnebago which is supplied by a 5,700 square mile watershed.

Water systems consist of four main components; supply, treatment, storage and distribution. Water supplies should be of adequate quantity to meet the most severe public demands and be of good quality. Treatment of raw water is necessary to remove objectionable constituents such as bacteria, suspended solids and high concentrations of dissolved solids. Treatment capacity should be adequate to meet service requirements. Since water pumpage capacity is fixed, often at a level below peak demand, storage capacity is needed to assure adequate flow. This is particularly important during periods of high demand (fires) and as a short-term buffer during equipment failure or processing problems.

The City's raw water (untreated) and finished water pumping capacity is rated at 16 million gallons per day (MGD) with an average daily pumping rate of 6.5 MGD.² The Water Filtration Plant is located at 425 Lakeshore Drive (Map 7-1). ***The City has four elevated storage tanks to develop pressure for water distribution*** (Map 7-1). ***According to the City, the water system is operating less than 50 percent of its capacity.*** The water filtration plant and distribution system meets all current US EPA and State of Wisconsin requirements. The city monitors for a variety of containments and publishes an annual report summarizing water quality which can be located on the city's water utility website.

Private Water Supply

Private wells serve properties in the Extraterritorial Boundary 3-mile radius of the City. Wells lying within the 3-mile extraterritorial area in the Towns of Algoma, Black Wolf, Nekimi,

² Oshkosh Water Utility webpage, accessed 9/15/16.

Omro, Oshkosh and Utica are located within the Arsenic “Special Well Casing Pipe Depth Area” and therefore all new wells in these areas must follow more stringent regulations.

SOLID WASTE AND RECYCLING

The City collects residential³ solid waste and recyclable material on a weekly basis.

Commercial and industrial users contract separately with a private hauler. Currently municipal solid waste and recyclables are hauled to a transfer facility located at the Winnebago County landfill. Since Winnebago County is part of the Tri-County⁴ solid waste and recycling agreement that was signed in 2001, waste from Winnebago County is currently being transferred to the Outagamie Landfill on the north side of the Fox Cities.

The City is considered a “Responsible Unit” (RU). That means that the City is responsible for implementing and enforcing municipal recycling programs to ensure that residents, businesses and special event managers comply with state and local recycling requirements. In addition to ensuring provision of recycling services to residents, the law delegates to RUs the responsibility of ensuring that non-residential locations including businesses, institutions, special events and construction sites recycle materials banned from landfills. The law does not require RUs to provide these services themselves.

During April through December, the City collects brush and leaves curbside. From October through November loose leaves are collected curbside. Christmas Trees are collected curbside during two weeks in January. The City operates a Yard Waste Site on the north side of 3rd Avenue between Idaho Street and Ohio Street. Mulch is available at the site on a self-service basis.

ENERGY SUPPLY AND TRANSMISSION

Electricity

There are major electrical transmission lines traversing the City. These include 69kV, 138 kV and 345 kV transmission lines. Six substations are located in the city.

Wisconsin Public Service (WPS) provides power to the City. WPS is owned by WEC Energy Group. It serves more than 450,000 electric customers and more than 326,000 natural gas customers in northeast and central Wisconsin and an adjacent portion of Upper Michigan.

There are no power generating sites in the City with the exception of the Central Plant at the University of Wisconsin-Oshkosh which provides steam and chilled water for campus needs.

Natural Gas

One natural gas transmission line is located in the City or within the City’s extraterritorial area. Natural gas is distributed using the ANR Pipeline Company.

³ Residential include multi-family buildings with up to 4 units per building.

⁴ Includes the counties of Winnebago, Brown and Outagamie.

TELECOMMUNICATION FACILITIES

Telephone

Residents in the City have a number of choices for local phone service according to the Wisconsin Public Service Commission. Providers include Charter Fiberlink, MCI Metro Access Transmission Services Corp., McLeod USA Telco Services, Metropolitan Telecommunications of WI, Northern Telephone & Data Corp, Sage Telecom Communications, TDS Metrocom, US Xchange of Wisconsin and Wisconsin Bell.

The advancement of telecommunications technologies, such as cell phones, has greatly increased the need for towers to provide receiving and sending capabilities. The federal government recognized this need with the passage of the Telecommunications Act of 1996. **There are 24 registered towers/antennas in the City⁵** (Map 7-2). All towers are registered with the Federal Communications Commission (FCC).

Internet

Due to the proliferation of internet service providers (ISP), area residents can choose from several national and local ISP's. Broadband or high-speed internet is available in the City. Fixed broadband includes all wireless and fixed wireless technologies.

PARKS AND RECREATION FACILITIES

The City maintains a park system and the Oshkosh School District provides recreation programs. Residents in the City are proud of and value the City's park system. However, it is important to recognize the existence of other facilities in the public and private sector that help meet the needs of the citizens of Oshkosh. This report looks at public, outdoor based park and recreational facilities. Publicly owned facilities within the City are owned and maintained by both the City and the Oshkosh Area School District.

Park Site Standards

Standards have been developed to help gauge how well various levels of government as well as the private sector are doing in meeting their responsibility of providing outdoor recreational facilities. These guidelines suggest that a total 10 acres of local community recreational lands be available for each 1,000 residents in a community. The standard is just that, a useful measuring tool to see how much land should be available for a resident for recreational use now and in the future. Definitions and minimum standards based on the State of Wisconsin's Comprehensive Outdoor and Recreation Plan (SCORP 2011-2016) is below. However, the SCORP minimum standards are merely guidelines. As an alternative, communities are starting to determine Level of Service (LOS) needs from residents as every community has different situations and demands that should be considered.

According to the 2015 U.S. Census, there are 66,083 residents within the City. Oshkosh therefore needs to provide 661 acres of recreational space for its current residents. **415.34**

⁵ The 24 towers are registered with the Federal Communications Commission. Towers that not registered are not discussed in this chapter.

acres of parks are currently available with Menominee Park constituting most of this acreage at 103.39 acres⁶. Based on the 10 acre /1,000 capita standards, **the City has a deficit of local community recreational space for its population base with a current deficiency of 245.66 acres**. Future population projections indicate Oshkosh's 2040 population to be 73,800 residents⁷ which will necessitate 738 acres of local community recreational space. While maintaining, developing, and improving the parks the City currently owns should be its number one priority in accommodating its residents, a resident should also have the ability to walk and / or bike to a park within a half mile radius of their house without any major road or intersection barriers (see Land Needs below) and have adequate Levels of Service for recreational lands.

Park Classifications

The following classifications are derived from the 2011-2016 Wisconsin Statewide Comprehensive Outdoor Recreation Plan– Appendix E, and the Park, Recreation, Open Space and Greenways Guidelines – A project of the National Recreation and Parks Association and the American Academy for Park and Recreation Administration. They have been modified to fit local conditions⁸.

Mini-Park. A play lot or playground provides space for parental supervised recreation of toddlers and young children within a neighborhood, or as part of a larger neighborhood or community park and urban center, including retail shopping areas.

- Congress Avenue Tot Lot
- Garden Club Park
- Middle Village Greenspace
- Mount Vernon Tot Lot

Neighborhood Park. A Neighborhood Park is the basic unit in the park system. By size, program and location, it provides space and recreations activities for the immediate neighborhood in which it is located. The park serves a neighborhood within a ¼ to ½ mile radius, uninterrupted by non-residential roads and other physical barriers. However the distance from this neighborhood will vary depending on urban development patterns, zoning, and densities in the respective neighborhoods being served. Since parks serve the local neighborhood, efforts should be made to allow easy pedestrian access. Neighborhood parks range in size from 1 to 20 acres. The following parks are classified as Neighborhood Parks:

- 44th Parallel Park
- Abe Rochlin Park
- Fugleberg Park
- Quarry Park
- Stevens Park
- Teichmiller Park
- Westhaven Circle Park
- Abbey Park
- Bauman Park
- Mary Jewel Park
- Roe Park
- Stoegbauer Park
- West Algoma Park

⁶ City of Oshkosh Comprehensive Outdoor Recreation Plan, 2018.

⁷ WDOA, Wisconsin Demographic Services Center, Vintage 2013 Population Projections.

⁸ City of Oshkosh Outdoor Recreation Plan 2015-2019.

Community Park. Community Parks serve a broader purpose than neighborhood parks. The focus for a community park is on meeting community-based recreation needs, as well as preserving unique landscapes and open spaces. This type of park serves multiple neighborhoods within a 2 to 3 mile radius, or when offering unique features, serves the entire City. They are usually located adjacent to collector streets for easy vehicle access. Community parks are usually 20 or more acres in size. The following parks are classified as Community Parks:

- Menominee Park
- Red Arrow Park
- Rainbow Park
- South Park

Natural Resource Areas. Natural resource areas are lands set aside for preservation of significant natural resources, remnant landscapes, open spaces and visual aesthetics. Service areas vary, and these areas may serve both City residents and residents from nearby communities. Natural Resource Areas vary in size. The following areas are classified as natural areas:

- Campbell Creek Marsh
- North High Conservancy Park
- Glatz Nature Park
- Sawyer Creek Park

Special Use Parks. Special Use Parks cover a broad range of parks and recreation facilities oriented toward a single-purpose use. The service area and size varies and is dependent on the specific use. The park may serve both City residents and residents from other nearby communities. The following parks are classified as Special Use Parks:

- Camp Bragg Memorial
- Hikers Monument
- Leach Amphitheater
- Grand Opera House Square
- William G. Spanbauer Field

Additional Recreational Facilities

Boating Facilities

There are six boating launch sites within the City:

- 24th Avenue
- Menominee Park
- Rainbow Park
- Fugleberg
- Mill Street
- William Steiger park

School Parks

The Oshkosh Area School District own and maintain a number of park and recreation facilities. It should be noted that these facilities may not be as accessible to residents as they may be unavailable during the school day and special events.

Table 7-2: Oshkosh Area School District Recreational Facilities

School	Address	Acres
Carl Traeger Elementary/Middle	3000 West 20 th Avenue	43
Emmeline Cook Elementary	1600 Hazel Street	10
Franklin Key to Learning Center	1401 West 5 th Street	10
Green Meadow Elementary	325 South Eagle Street	14.80
Jacob Shapiro Brain Based Instruction Laboratory School	1050 West 18 th Avenue	11.31
Jefferson Elementary	244 West 11 th Avenue	2.25
Merrill Elementary/Middle	108 West New York Avenue	5.30
Oaklawn Elementary	112 Viola Street	3.60
Read Elementary	1120 Algoma Boulevard	3.60
Roosevelt Elementary	910 North Sawyer Street	3.14
Smith Elementary	1745 Oregon Street	2.16
Washington Elementary	929 Winnebago Avenue	2.80
Webster Stanley Elementary/Middle	915 Hazel Street	5.60
Perry Tipler Middle	325 South Eagle Street	6.29
South Park Middle	1551 Delaware Street	5.60
Lourdes High	110 North Sawyer Street	13.52
Oshkosh North High	1100 West Smith Avenue	41.65
Oshkosh West High	375 North Eagle Street	40
Jackson Athletic Field	Jackson Street and West Nevada Avenue	5.62
Fox Valley Technical College	150 North Campbell Road	4.79

Waterfront Recreation

- 24th Avenue Boat Launch
- Bowen Fishing Dock
- Fugleberg Boat Launch
- Riverside Park
- Al Broullire Memorial Garden
- Carl E. Steiger Park
- Michigan Street Boat Launch
- William A. Steiger Park

Winnebago County Park and Recreational Facilities

There is one Winnebago County park and recreational facility in the City. Community Park’s 270 acre site is in the northern portion of the City. It provides a variety of fields, pavilions, playground equipment, three fishing lakes and a dog park.

CEMETERIES

One city-operated cemetery is located in the City. Riverside cemetery is located on Algoma Boulevard overlooking the Fox River. It has been owned and maintained by the City since 1855 and is the second oldest municipal cemetery in the United States. It is located on Oakridge Road and I-41. (Map 7-3). There are additional cemeteries in the City that are not operated by the City.

HEALTHCARE FACILITIES

Hospitals and Clinics

Oshkosh has two major medical centers; Mercy Medical Center and Aurora Health Center. In addition, there are six general medical hospitals within about 30 miles.⁹ The seven General Medical-Surgical hospitals are ThedaCare Regional Medical Center (Neenah) St. Elizabeth Hospital (Appleton), ThedaCare Regional Medical Center - Appleton (Appleton), ThedaCare Medical Center – New London (New London), Berlin Memorial Hospital (Berlin) and Agnesium HealthCare / St. Agnes Hospital (Fond du Lac). The hospitals provide varying levels of service, depending on their location and function.

Nursing Homes

Currently, there are five licensed nursing home within the City with 546 beds.¹⁰ They include:

- Bethel Home, 225 N Eagle Street
- Evergreen Health Center, 1130 N Westfield Street
- Park View Health Center, 725 Butler Ave
- Eden Rehabilitation Suites and Green House Homes, 3151 Eden Court
- Northpoint Medical and Rehabilitation Center, 1850 Bowen Street

CHILDCARE FACILITIES

With the increased prevalence of dual-income households, the importance of reliable and affordable childcare plays a critical role in maintaining the present economy. Under Wisconsin law, no person may provide care and supervision for 4 or more children under the age of 7 (not related) for less than 24 hours a day, unless that person obtains a license to operate a childcare center from the Wisconsin Department of Children and Families. The Department of Children and Families manages the child care licensing program. The program is accountable for the statewide licensure of Wisconsin's child care facilities. There are three different categories for state license child care: Licensed Day Camps (seasonal programs usually outdoors), Licensed Family Care (up to 8 children usually in a person home) and Licensed Group Centers (9 or more children, located somewhere other than a residence). Certified Child Care is a voluntary form of regulation for those that are not required to be licensed. Provisional and regular certified family child care providers may care for up to 6 children. The purpose of the program is to promote the health, safety and welfare of children in licensed child care. The Department ensures that licensing requirements are met through on-going inspections of child care facilities.¹¹

⁹ Guide to Wisconsin Hospitals, FY2015. Publication Revised: September 14, 2016.

¹⁰ *Directory of Licensed Wisconsin Nursing Homes*, State of Wisconsin Department of Health Services, Updated on September 1, 2016.

¹¹ <http://dcf.wisconsin.gov/childcare/licensed/Index.htm> .

Table 7-3: Childcare Facilities

Facility	Number	Capacity
Licensed Camp	1	89
Licensed Family	19	150
Licensed Group	31	2,332
Total	51	2,571

Source: Wisconsin Department of Children and Families, Licensed and Certified Childcare Directories, July 2018

A total of 51 licensed camps, family and group childcare facilities are located within the City. These facilities have a combined capacity of 2,571 children (Table 7-3). According to the 2010 US Census, 6,980 children age 9 years or younger live in the City. Approximately 3,616 or about half are under the age of 5.

PUBLIC SAFETY AND EMERGENCY SERVICES

Police Service

Oshkosh Police Department

The Oshkosh Police Department is located at 420 Jackson Street and is a full service department that operates 7 days a week, 24 hours a day (Map 7-3). Besides responding to complaints and investigating criminal activities, representatives from the police department also serve on community boards, youth councils, service clubs and more. Community interaction initiatives include neighborhood involvement, Winnebago County Crimestoppers, police school liaison initiatives, bike patrol and various other community policing efforts.

100 fulltime officers are authorized to be employed by the department. In 2015, the department provided 1.48 sworn officers per 1,000 population.¹² In comparison, the City of Appleton provided 1.49 sworn officers per 1,000 population in the same time period.

The department has embraced a philosophy and implementation of “Team Policing” where every officer belongs to a team and teams are responsible for various areas of the City. The department has operated a K9 Program since 2011. The three K9 units are available with one unit working on each shift. They assist in deterring criminal activity, in the apprehension of dangerous subjects, and with detection of illegal drugs. K9's generally support all the various law enforcement functions and public relations of the Oshkosh Police Department. In 1990, the department initiated a bike patrol as a way for patrol officers to better interact with Oshkosh residents. The department also operates special teams including the Oshkosh Police Honor Guard, Crisis Reaction Team (CRT) and the Tactical Team. The Honor Guard is a special ceremonial team who volunteer to represent the department at parades, official ceremonies, and funerals for law enforcement officers. The CRT team is trained to respond to unusual, high risk and emergency situations. These officers come from various parts of the police department and must maintain a high level of work productivity, physical fitness, shooting ability and tactical knowledge. Finally, the TAC team is used for planned and spontaneous events.

¹² The FBI Criminal Justice Information Services Division, Uniform Crime Reports, 2015, Table 78.

Five School Liaison Officers work closely with the Oshkosh Area School district. Two officers work in two high schools and the other three officers work with middle schools. The School Liaison Officers assist when needed at the grade schools.

Wisconsin Emergency Police Services (EPS) Program provides law enforcement support and coordination of mutual aid in times of crisis.¹³ Under the EPS program, the state is divided up into 7 EPS regions. Each region has a volunteer police services director. Winnebago County is part of the East Central Region. In the event of an emergency, the area director works with the State EPS Deputy Director to set up a mutual aid response with local, state and federal law enforcement agencies. The initiating county sheriff maintains authority over the situation and the response is to augment their forces with law enforcement officers from surrounding areas. In addition, the City has a mutual aid agreement with most other Fox Cities communities. Officers are dispatched by the Winnebago County Communications Center (operated by the Winnebago County Sheriff's Office) to provide service to City emergency calls and to other communities, if needed.

Oshkosh Police Department works with other local and county departments in drug enforcement efforts and is part of the Lake Winnebago Area Metropolitan Police Enforcement (LWAM) Group. LWAM is made up of Law Enforcement officers from 20 Police and Sheriff Departments within Outagamie, Winnebago, Fond du Lac, and Calumet Counties. This multi-agency drug team is supervised by the State Department of Justice, Division of Criminal Investigation.

Winnebago County Sheriff's Department¹⁴

The Winnebago County Sheriff's Department is located at 4311 Jackson Street in Oshkosh. In 2015 the department employed 133 fulltime officers.¹⁵ Winnebago County is divided into five geographic regions and deputies are assigned to the same area on a daily basis. The department operates 5 divisions: patrol, K9 Unit, detective, Winnebago Drug Enforcement Unit and corrections. It also operates 9 special teams: Honor Guard, S.W.A.T. Team, Tactical Response Unit, Motorcycle Patrol, Dive / Rescue Team, Snowmobile Patrol, Accident Reconstruction Team, Boat Patrol and Chaplains.

Correctional Facilities

The City does not have an adequate facility to detain prisoners for long periods of time; therefore it depends on the Winnebago County Sheriff's Department and jail for support. The Winnebago County Jail, located in Oshkosh, has an operational capacity of 320 inmates.¹⁶ The average daily population (ADP) or average number of inmates held each day during one year is based upon a combination of admissions and the average length of stay. According to the Wisconsin Adult Jail Report, generally, when the ADP reaches 80 percent of maximum capacity, the facility is considered to be overcrowded. In 2015, the average daily population was approximately 275.19 per day (77.5 percent of capacity).¹⁷

¹³ <http://emergencymanagement.wi.gov/EPS/history.asp> .

¹⁴ Winnebago County Sheriff Office, 2015 Annual Report.

¹⁵ The FBI, Criminal Justice Information Services Division, Uniform Crime Report, 2105, Table 80.

¹⁶ Winnebago County Sheriff's Annual Report 2015.

¹⁷ According to the Winnebago County Sheriff's Annual Report, the county jail is a 355 direct bed supervision facility with an operational capacity of 320 inmates. 355 inmates were used to calculate the percent of capacity.

Fire Services

The Oshkosh Fire Department provides fire and emergency services for the City. The Oshkosh Fire Department employs 96 line officers, equipment operators and firefighter/paramedics. One assistant chief and six battalion chiefs comprise the command staff. The department is divided into five divisions including training, operations, maintenance, fire prevention and emergency medical services.

Table 7-4: Fire Stations

Stations	Address	Units
Station 14 (Aircraft Rescue and Fire Fighting Station)	2050 Knapp Street	1) Pierce Quantum Quint 105' aerial unit 1) Med Tech 1) Foam/dry chemical unit 1) Oshkosh T-1500 1) Oshkosh Striker
Station 15 (Headquarters)	101 Court Street	1) Chevrolet Suburban 1) Ford Explorer 1) Pierce Quantum Engine 1) Pierce Saber Heavy Rescue 1) Med Tech 1) Huskey Air Boat 1) 15ft Zodiac Boat 1) Ford F-350 / Utility Box 1) Ford F-350 / Wheeled Coach
Station 16	711 S Washburn Street	1) Pierce Quantum Engine 1) Med Tech 1) Ford F-450 / Road Rescue 1) GMC 4500 Tractor / Trailer
Station 17	1813 Algoma Blvd	1) Perce Quantum Quint 1) Med Tech 1) GMC Brigadier
Station 18	811 E Murdock Ave	1) Darley Spartan 1) Ford / Road Rescue
Station 19	1000 W Snell Road	1) Perce Quantum Engine 1) Ford / Road Rescue

Source: City of Oshkosh, July 2018

The Insurance Service Office (ISO) Incorporated collects information on municipal fire protection efforts throughout the United States.¹⁸ Using the Fire Suppression Rating Schedule (FSRS), ISO assigns a Public Protection Classification (PPC) from 1 to 10. Class 1 generally represents superior property fire protection, and Class 10 indicates that the area's fire-suppression program doesn't meet ISO's minimum criteria. Virtually all United States insurers of homes and business property use ISO's Public Protection Classifications in calculating premiums. Therefore the price of insurance in a community with a good PPC is substantially lower than a community with a poor PPC. A community's PPC depends on (1) fire alarm and communication systems, including telephone systems, telephone lines, staffing, and dispatching systems; (2) the fire

¹⁸ <http://www.isomitigation.com/ppc/0000/ppc0001.html> .

department, including equipment, staffing, training, and geographic distribution of fire companies; and (3) the water-supply system, including the condition and maintenance of hydrants, and a careful evaluation of the amount of available water compared with the amount needed to suppress fires. **The Oshkosh Fire Department has a PPC classification of 2.**

Emergency Management

Oshkosh Emergency Medical Services responds to all emergency and non-emergency medical calls within the city limits and to the City of Omro, Village of Winneconne, and Towns of Winneconne, Nekimi, Van Dyne, Black Wolf, Algoma, Poygan, Omro and Rushford. The Oshkosh Fire Department provides medical care with paramedics and ambulances respond with fire trucks to provide timely care. Ambulances are staffed with two firefighter/paramedics and if primary ambulances are busy, fire trucks in Oshkosh are staffed with paramedics.

The Oshkosh Fire Department participates in the Fox Valley Regional Trauma Advisory Committee which provides recommendations on treatment and transport for critically injured trauma patients. If needed, the Theda Star and Flight for Life helicopters are used to assist in transport of critically injured trauma patients to Theda Clark Regional Trauma Center.

Winnebago County Communications Center

The Winnebago County Communications Center is operated by the Winnebago County Sheriff's Office. The Winnebago County Communications Center handles all 911 calls for law enforcement, fire and emergency medical service providers.

Fox Comm

Fox Comm is a regional partnership for public safety communications within Winnebago, Calumet and Outagamie counties. Over 25 law enforcement agencies, 57 fire, 29 EMS districts and three 9-1-1 communications centers are represented through the three-county consortium.

Winnebago County Emergency Management

The Winnebago County Emergency Management Office (WCEMO) is charged with coordinating response and recovery in the event of natural or technological disasters, county-wide. The *Winnebago County Natural Hazards Mitigation Plan: 2015-2019 5-Year Update* provides a unified plan of action to mitigate the effects of hazards on property, people, and assets.

LIBRARY

The City's Public Library is located at 106 Washington Avenue and is part of the Winnefox Library System (Map 7-3). The Winnefox Library System is one of 17 public library systems in the state.¹⁹ Library systems are designed to provide expanded library service to more people without making additional large expenditures. Libraries receive the majority of their revenue from the local municipalities and the county.

¹⁹ <http://dpi.wi.gov/pld/directories/systems> .

Over the years, the library facility and services have evolved to meet the changing needs of City residents and for those in surrounding areas. The library provides a multitude of services to the community including borrowing of books, music and movies, use of internet, fax, copy scanner, home delivery, meeting rooms and notary service.

A ten-member board of trustees provides policy assistance. The Friends of the Oshkosh Public Library is a non-profit volunteer organization committed to meeting the needs of the library.

SCHOOLS

The quality of schools within the Oshkosh Area School District plays a critical role in its ability to attract and retain families, and help build a stronger economy through an educated workforce.

Oshkosh Area School District

The Oshkosh Area School District (OASD) provides education to the City. The District's over 10,000 students attend one of fifteen elementary schools, five middle schools, two high schools and four charter schools.

In 2016, the Oshkosh Area School District had a student to staff ratio of 8.3. In comparison, all K-12 school districts in Wisconsin averaged 8.7 students per staff.

Oshkosh Public Schools serving Oshkosh residents are described below:

Table 7-5: Schools

School	Address	Grades	Enrollment
Carl Traeger	300 West 20 th Ave	Elementary	500
Emmeline Cook	1600 Hazel Street	Elementary	271
Franklin	1401 W. 5 th Avenue	Elementary	378
Jacob Shapiro	1050 West 18 th Avenue	Elementary	261
Jefferson	244 West 11 th Avenue	Elementary	193
Lakeside	4991 South U.S. Hwy 45	Elementary	275
Merrill	108 W New York Street	Elementary	265
Oaklawn	112 Viola Street	Elementary	430
Oakwood	1225 North Oakwood Road	Elementary	504
Read	1120 Algoma Boulevard	Elementary	325
Roosevelt	910 North Sawyer Street	Elementary	265
Smith	1745 Oregon Street	Elementary	185
Washington	929 Winnebago Avenue	Elementary	235
Webster Stanley	915 Hazel Street	Elementary	359
ALP Charter School	325 S. Eagle Street	Elementary	60
Traeger	3000 West 20 th Avenue	Middle	475
Merrill	108 W New York Avenue	Middle	436
South Park	1551 Delaware Street	Middle	411
Perry Tipler	325 South Eagle Street	Middle	355
Webster Stanley	915 Hazel Street	Middle	378
Academy for Global Studies	375 N. Eagle Street	High School	75
North	1100 West Smith Avenue	High School	1,293
West	375 N. Eagle Street	High School	1,650

Source: Oshkosh School District, 2017

Private Schools

Private schools provide choice to Oshkosh residents and play an important role in the City. **Nine private schools serve residents of the Oshkosh.**²⁰ Private schools in the district include pre-kindergarten to 12th grade instruction.

Table 7-6: Private Schools

School	Address	Grades
Grace Lutheran	917 Nebraska Street	PK-8
Lourdes Academy High	110 N Sawyer Street	9-12
Lourdes Academy Middle	110 N Sawyer Street	6-8
Lourdes Academy -Cabrini Site	619 Merritt Ave	K4-5
Lourdes Academy-Seton Site	1207 Oregon Street	K4-5
Martin Luther	1526 Algoma Blvd	PK-8
Trinity Lutheran	819 School Ave	KG-8
Valley Christian	3450 Vinland Road	PK-12
Wyldewood Christian	3030 Witzel Avenue	KG-12

Source: Wisconsin Department of Public Instruction, July 2018

Post-Secondary Education

The City is home to the University of Wisconsin-Oshkosh. UW-Oshkosh offers academic and professionally oriented bachelors and master degrees in a wide range of fields. Additionally, the University of Wisconsin system operates three campuses within a 50 minutes' drive of the City. These campuses include: UW-Fox Valley, UW-Green Bay and UW-Fond du Lac. UW-Green Bay offer academic and professionally oriented bachelors and master degrees in a wide range of fields. UW-Fox Valley and UW-Fond du Lac primarily offer two-year associates degrees, and is designed to act as a transition between high school and one of the UW four year campuses.

Private Colleges such as Lawrence University in Appleton, Marion College in Fond du Lac, Ripon College in Ripon, and Saint Norbert College in De Pere offer bachelor's degrees in a variety of disciplines.

The state is covered by 16 multi-county vocational technical and adult education districts which are organized on a regional basis and financed primarily by local property taxes. These districts tend to follow school district boundaries rather than county lines. **The City is a part of the Fox Valley Technical College district.** Curricula in the technical schools are usually geared toward an area's particular needs. Typically a student may choose from among a two-year highly technical associate degree program, a two-year vocational program, a one-year vocational program, and a short-term program.

²⁰ While other schools may exist in the City of Oshkosh, these are the schools listed on the DPI website for the Oshkosh Area School District.

Other Municipal Buildings

Government Facilities

City Hall. The Oshkosh City Hall is located at 215 Church Avenue (Map 7-3). It houses the following departments: Assessors Office, City Clerk, Finance, Information Systems, City Attorney, City Manager, Community Development, Human Resources, Mayor and Oshkosh Media. Council Chamber and meeting rooms are also located in the building.

City Garage. The City broke ground on a new city garage in 2013. The 150,000 square foot facility houses more than 100 public works vehicles and cost approximately \$19 million.

POLICIES AND PROGRAMS

Policies and programs related to utilities and community facilities are found in Appendix D.

OBJECTIVES AND ACTIONS

The following objectives and actions represent the steps and resources needed to meet the goals identified in this element. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Actions represent the steps and resources needed to meet objectives.

Type	Reference	Content
Goal	UCF1	Expand and maintain utility and community facilities and services provided by both public and private entities that support economic and residential development.
Objective	UCF1.1	Develop and implement plans for future facilities.
Action	UCF1.1.1	Monitor American Transmission Company's plan implementation and the ANR's natural gas line expansion needs for Winnebago County.
Action	UCF1.1.2	Implement the Southwest Area Sanitary Sewer Study.
Action	UCF1.1.3	Review extraterritorial plans and officially map future arterials, collectors, parks, and other infrastructure to preserve adequate future facilities.
Action	UCF1.1.4	Assess Economic Activity Zones for utility and facility needs and evaluate options for facility expansions and extensions.
Action	UCF1.1.5	Prepare a master plan for water distribution.
Action	UCF1.1.6	Research regional/shared storm water pond options.
Action	UCF1.1.7	Research fiber optic options for the City.

Type	Reference	Content
Goal	UCF2	Design facilities and services for an adequate level of service, based on standards for population and demand for those facilities and services.

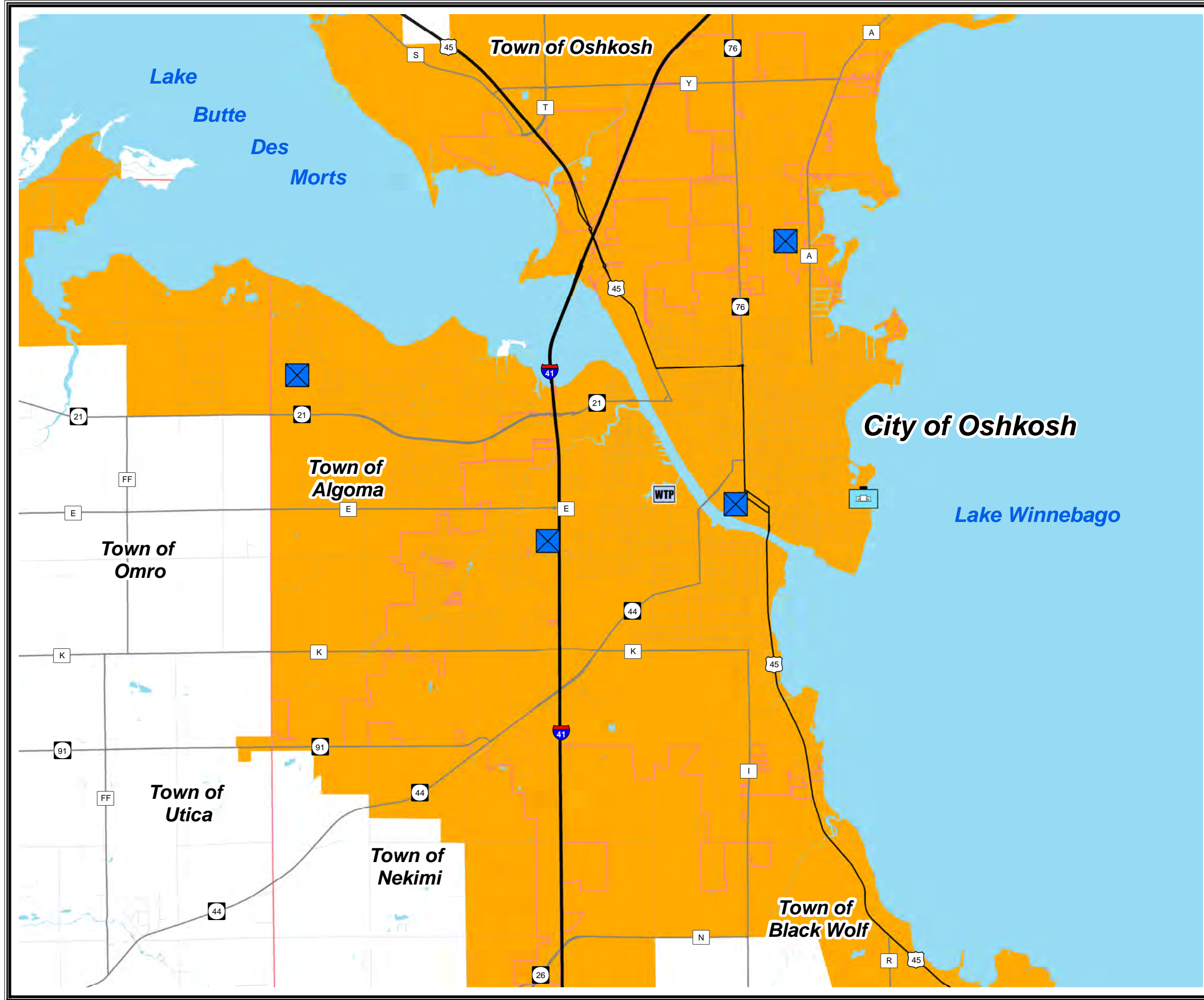
Objective	UCF2.1	Develop facilities and services that accommodate future population and business needs.
Action	UCF2.1.1	Coordinate expansion and future location of educational facilities.
Action	UCF2.1.2	Where appropriate, assist with implementation of Oshkosh Fire Department strategic plan.
Action	UCF2.1.3	Revise the Land Subdivision Ordinance to revise the impact fees and land dedication requirements.
Action	UCF2.1.4	Work with the Oshkosh Area School District to implement their strategic plan for the district.
Action	UCF2.1.5	Coordinate future location of facilities for service providers.
Action	UCF2.1.6	Due to their residential locations, convert vacated Oshkosh School District sites to parks as appropriate.
Action	UCF2.1.7	Work with ECWRPC on regular updates, and amendments as needed, to the Oshkosh Sewer Service Area Plan which best reflect the vision of the comprehensive land use plan.

Type	Reference	Content
Goal	UCF3	Promote neighborhoods designed to include pedestrian and bicycle friendly facilities and public gathering places.
Objective	UCF3.1	Develop neighborhoods that foster social and recreational opportunities for citizens.
Action	UCF3.1.1	Update and implement the “Pedestrian and Bicycle Circulation Plan”, including: a. Continue to identify and develop a linked network of parks and trails around and within the City. b. Complete the Fox River Corridor with a looped trail system with an environmentally sensitive design for the shoreline.
Action	UCF3.1.2	When appropriate, participate in the Vulcan Quarry reclamation planning process, including pursuing opportunities for conversion of Vulcan Quarry to public open space.
Action	UCF3.1.3	Implement recommendations of the “Comprehensive Outdoor Recreation Plan” for parkland dedication, acquisition, and officially mapping parks and trails.
Action	UCF3.1.4	Revise Land Subdivision Ordinance to address: a. Require sidewalks during the Certified Survey Mapping process. b. Include sidewalks on all residential cul-de-sacs.
Action	UCF3.1.5	Create and maintain high-quality transient and long-term boat docking and launching opportunities, including fish-cleaning stations.
Action	UCF3.1.6	Continue progress on Riverwalk development.
Action	UCF3.1.7	Include current "Pedestrian and Bicycle Circulation Plan" as appendix item in adopted comprehensive plan.






Type	Reference	Content
Goal	UCF4	Promote growth and redevelopment of property included within the service areas of the existing infrastructure and service system.
Objective	UCF4.1	Develop property in a manner that lessens the need for facility and service extensions.
Action	UCF4.1.1	Pursue incentives to redevelop underutilized or environmentally contaminated sites, both publicly and privately owned.

Type	Reference	Content
Goal	UCF5	Utilize environmentally sensitive methods and systems.
Objective	UCF5.1	Develop facilities and systems that protect the environment and complement the existing aesthetics of the community.
Action	UCF5.1.1	Revise relevant development ordinances to address: a. Alternative methods to stormwater management. b. Improved erosion control methods. c. Cluster development requirements to protect natural areas. d. Tree retention during development.
Action	UCF5.1.2	Coordinate with utility providers and property owners to place overhead lines underground during street reconstruction projects. Require for gateway corridors.
Action	UCF5.1.3	Pursue incentives to redevelop underutilized or environmentally contaminated sites, both publicly and privately owned.
Action	UCF5.1.4	Educate and involve public regarding: a. Water conservation practices. b. Impervious surfaces and lot coverage. c. Non-point source pollution. d. Stormwater management techniques that address improving quality and lessening the quantity of runoff.
Action	UCF5.1.5	Permit other plantings for property owners when trees cannot be placed in the terrace.

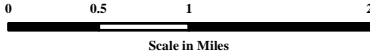
Type	Reference	Content
Goal	UCF6	Ensure ongoing communication regarding Utilities and Community Facilities issues and activities.
Objective	UCF6.1	Adopt policy to verify ongoing communication with Utility and Community Facilities stakeholders.
Action	UCF6.1.1	Adopt policy to include county Health, Fire, Police and Public Works Departments in Plan Commission packet distribution.
Action	UCF6.1.2	Continue city staff involvement with Utilities and Community Facilities activities as needed.



Map 7-1: City of Oshkosh Comprehensive Plan Update Sewer & Water Services

-  Water Filtration Plant
-  Waste Water Treatment Plant
-  Water Tower
-  Sewer Service Area
-  Sewer Service Planning Boundary

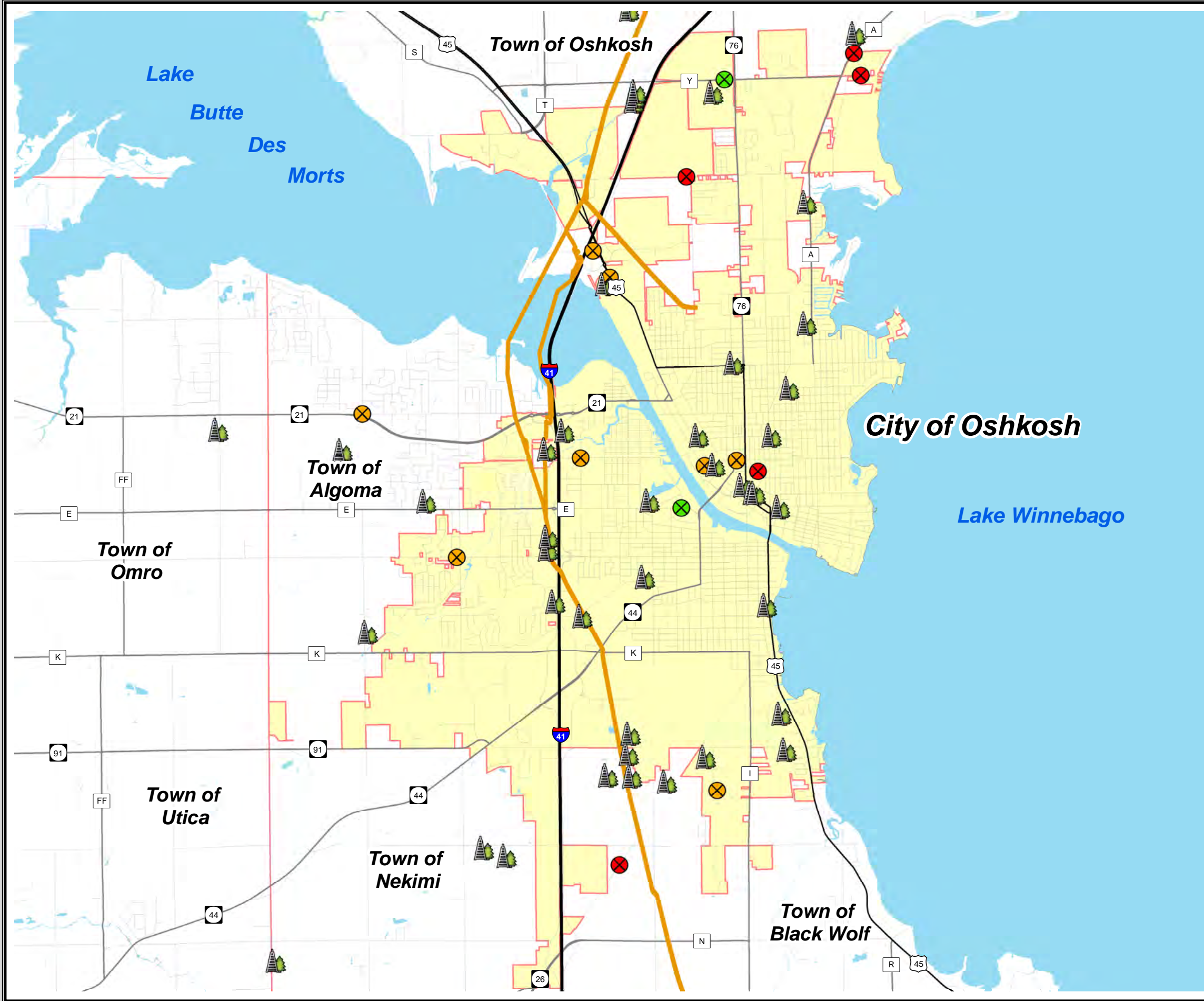
Source:
 Base data provided by Winnebago County 2016.
 Sewer Service data provided by ECWRPC 2016.
 Water Service data provided by ECWRPC 2016.









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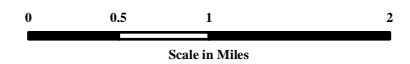
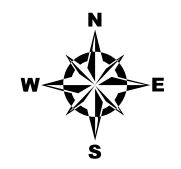
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Map 7-2: City of Oshkosh Comprehensive Plan Update Utility - Infrastructure



-  FCC Registered Tower
-  Substation
-  Operating Waste Facility
-  Unknown Waste Facility
-  Closed Waste Facility
-  NPMS Registered Natural Gas Pipeline

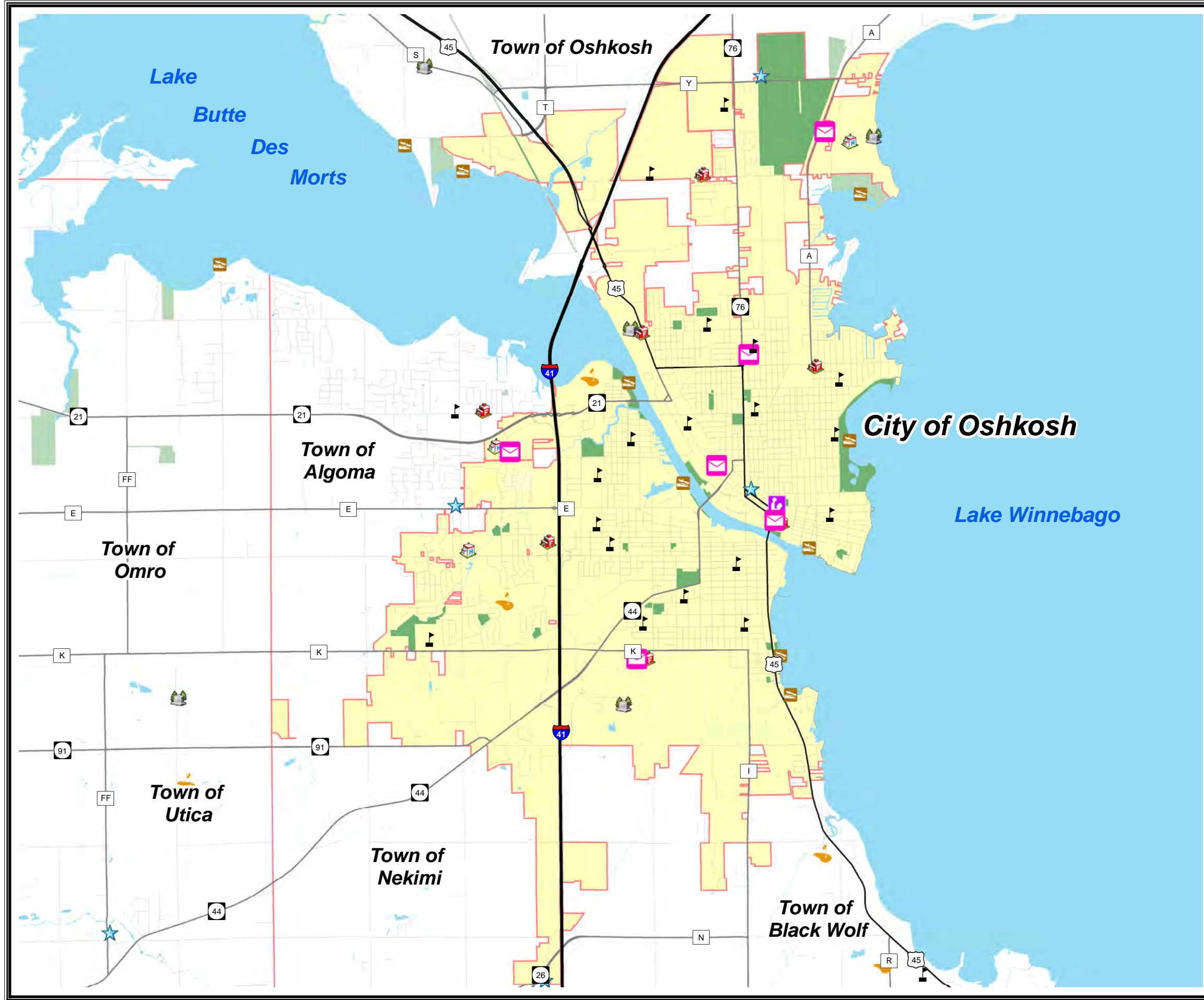
Source:
 Base data provided by Winnebago County 2016.
 Electric data provided by ATC 2016.
 FCC tower data provided by FCC 2016.
 Waste Facility data provided by WIS DNR 2016.
 Gas data provided by NPMS 2016.













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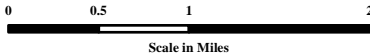
 East Central Wisconsin
 Regional Planning Commission
ECWRPC



Map 7-3: City of Oshkosh Comprehensive Plan Update Community Facilities

-  Schools
-  Town/City Hall
-  Boat Launch
-  Cemetery
-  Fire Station
-  Golf Course
-  Hospital
-  Library
-  Post Office
-  Recreational Parks

Source:
Base data provided by Winnebago County 2016.
Community data provided by ECWRPC 2016.



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Regional Planning Commission
ECWRPC



CHAPTER 8

AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

CHAPTER 8: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

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CHAPTER 8: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

INTRODUCTION

Agricultural, natural, and cultural resources give definition to a community and strongly affect quality of life. Outside the urban areas of Winnebago County, a tapestry of working farms interwoven with stands of woodlands dot the landscape and shape the area’s identity and culture. While agricultural acreage and the number of farms have been on the decline in Winnebago County, it is still an important component of the area economy. Natural features such as topographic relief, lakes, streams, wetlands and soils also have significant bearing on historic and contemporary land use and development patterns. Understanding the relationship between environmental characteristics and their physical suitability to accommodate specific types of activities or development is a key ingredient in planning a community’s future land use.

GOALS

The following goals were developed for this element. Goals set direction, provide purpose and accountability and provide a roadmap. Supporting Objectives and Actions are included at the end of this element.

Type	Reference	Content
Goal	ANC1	Promote the development of urban agricultural programs and activities.
Goal	ANC2	Protect and preserve wetlands, shorelands, and other environmentally sensitive areas.
Goal	ANC3	Protect aquatic and wildlife habitat when managing development in proximity to environmental corridors, riparian areas, and woodlands.
Goal	ANC4	Protect and develop passive and active recreation resources (e.g. parks, trails, hunting and fishing opportunities).
Goal	ANC5	Promote an aesthetically pleasing natural environment throughout the City.
Goal	ANC6	Promote the on-going viability of publicly and privately owned cultural resources.
Goal	ANC7	Create a strong and vibrant cultural tourism program.
Goal	ANC8	Promote and publicize cultural events and sites within the City.
Goal	ANC9	Encourage preservation and protection of the historic built environment.
Goal	ANC10	Maintain, improve, and increase public access to the waterfront.
Goal	ANC11	Continue to improve the City’s overall aesthetic quality.
Goal	ANC12	Ensure ongoing communication regarding agricultural, natural and cultural resource issues and activities.

KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the “Inventory and Analysis” portion of the element for more detail.

Agricultural Resource Inventory

- a) Overall, about half (9,460 acres, 54%) of the land within the City is considered prime farmland with the majority classified as “All Areas Prime Farmland”
- b) The City has two community gardens, Community Gardens of Oshkosh and the University of Wisconsin Oshkosh Community Gardens.

Natural Resources Inventory

- a) There are no areas of steep slopes (greater than 12%) in the City.
- b) The bedrock geology of the City and the extraterritorial area is made up of two distinct formations that divide the area¹.
- c) Less than one percent (70.6 acres) of the City’s extraterritorial area has areas of high bedrock.
- d) There is about 107 acres of active limestone quarry sites in the City.

Water Resources

- a) Oshkosh is bordered by Lake Winnebago and Lake Butte des Morts.
- b) There are four named waterways within in close proximity to the City².
- c) The City and its extraterritorial area are located within the Upper Fox, Lower Fox, and Wolf River Basins.
- d) Only three percent (158 acres) of the City’s total acreage are classified as wetlands.
- e) According to the City’s 2015 Water Quality Report (Customer Confidence Report)³, the City treats surface water from Lake Winnebago for potable water and did not have any violations reported.
- f) Most areas (90.5%) within the City fall within the high water recharge potential.
- g) The City lies to the east of the main band of highest concern, but smaller areas of the St. Peter Sandstone bedrock may fall within the City’s extraterritorial planning area.
- h) Approximately 40 percent (28,740 acres) of the City and the surrounding area has groundwater present within two feet or less.

Wildlife Resources

- a) Wildlife is threatened by the negative effects of development and storm water runoff (both from urban and rural runoff sources).
- b) There are no planted woodlands and approximately 161 acres of general woodlands in the City.
- c) A review of the NHI Township Search Tool (for the Towns of Oshkosh, Vinland, Winneconne, Algoma, Utica, Nekimi, and Black Wolf) database revealed a number of species (fish, bird, turtle, butterfly, and plant) for the City and surrounding towns.

¹ Bedrock Geology of Wisconsin, 2005; University of Wisconsin-Extension Geological and natural History Survey.

² WDNR, <http://dnr.wi.gov/water/waterDetail.aspx?key=10848>.

³ Source: City of Oshkosh 2015 Water Quality Report: http://www.ci.oshkosh.wi.us/public_works/assets/pdf/CCR-2015.pdf.

Parks, Open Space and Recreational Resources

- a) The WDNR owns and manages approximately 113 acres of land within the City and approximately 627 acres within the extraterritorial area.
- b) Important environmental corridors within the City and surrounding area are associated with lake shorelines and the named and unnamed streams with natural vegetation scattered throughout the area.

Waste and Pollution

- a) According to SHWIMS, there are 328 operating sites listed for Oshkosh.
- b) A search of the database for solid waste landfills / disposal facilities indicates that there are 16 sites in the City.
- c) The closest ozone air quality monitoring site is located at the Thrivent facility at 4432 Meade Street in Appleton (Outagamie County).
- d) The 8-hour design values (ppb) were not exceeded at the Outagamie County site between 1997 and 2012.⁴
- e) Outagamie County did not exceed the primary and secondary National Ambient Air Quality Standard for particulate matter between 2001 and 2013.

Cultural Resources

- a) At the present, 36 properties / districts within the City are listed on the National Register.
- b) A search of the DHP's online Architecture and History Inventory (AHI) reveals a total of 1,777 sites listed for Oshkosh.⁵
- c) There are two museums in the City.
- d) The City is a Certified Local Government (CLG).
- e) The City has established the Oshkosh Landmarks Commission.
- f) More than 100 people lived in the area by 1840, and soon, the Villages of Brooklyn, on the south side of the Fox River, and Athens, on the north, merged and officially adopted the name Oshkosh after the Menominee Chief (1795-1858).

INVENTORY AND ANALYSIS

Creating an inventory of existing agricultural, natural, and cultural resources is critical in providing the City with information to base future decisions on. The goals, strategies and recommendations for this element were shaped with these resources, and the constraints and opportunities they provide, in mind. The following provides an inventory of these resources.

AGRICULTURAL RESOURCES INVENTORY

Farming and the processing of farm products is still an important source of income and employment in Winnebago County. Since agriculture is a necessary component of the county's economy, the protection of farmland is critical. However, as is occurring elsewhere in rural Wisconsin, new developments are encroaching on productive farmland. This section will assess agricultural lands in Winnebago County which has an impact on the City.

⁴ Wisconsin Department of Natural Resources, *Wisconsin Air Quality Trends*, April 2015.

⁵ Accessed 11/21/2016.

Farm and Farmland Loss

Farm and farmland losses are the result of economic pressures within agriculture as well as competition for agricultural lands from residential, commercial, industrial, and other development.

In 2007, there were about 1,001 farms (defined as any place producing at least \$1,000 or more of agricultural products were produced and sold, or normally would have been sold, during the census year) in Winnebago County (Table 8-1). There was a net increase of 116 farms or 11.6 percent countywide between 2007 and 2012.

While the number of farms increased from 2007 to 2012, the amount of land in farms and average size of farms decreased when measured in acres. Land in farms decreased 5.2% and average size of farms decreased 15.2%.

Table 8-1: Trends in Farm Numbers, 1990 and 1997

Item	2007	2012	Percent Change
Number of farms	1,001	1,117	11.6%
Land in farms (acres)	164,014	155,520	-5.2%
Average size of farm (acres)	164	139	-15.2%

Source: USDA Census of Agriculture. Data accessed 11/21/16

Farmland Soils

Prime farmland are generally defined as “land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and that is available for these uses. It has the combination of soil properties, growing season, and moisture supply needed to produce sustained high yields of crops in an economic manner if it is treated and managed according to acceptable farming methods”. This includes the following classifications (1) All areas are prime farmland; (2) Prime Farmland, if drained; (3) Farmland of Statewide Importance; and (4) Not Prime Farmland if drained. Soil data from the NRCS-USDA Web Soil Survey (WSS), accessed in 2015, was used to determine prime farmland.

Overall, about half (9,460 acres, 54%) of the land within the City is considered prime farmland with the majority classified as “All Areas Prime Farmland” (Map 8-1, Table 8-4). “All Areas Prime Farmland” soils are spread throughout the City. “Prime farmland, if drained” comprises much of the remainder of the City. Areas not considered prime farmland are found near the Fox River, Little Lake Butte des Morts and Lake Winnebago.

Table 8-2: Important Farmland Classes

Soil Classification	Acres	Percent
All Areas Prime Farmland	9,460.22	54%
Farmland of Statewide Importance	513.78	3%
Prime Farmland if Drained	4,844.72	27%
Not Prime or Statewide Importance	2,830.78	16%
Total	17,649.50	100%

Source: NRCS-USDA Soil Data, Accessed in 2015

Community Gardens

Community gardens provide access to local food. They allow people without access to land to grow their own food, and to share knowledge and skills. Some people find that gardening relieves stress, encourages social interaction, increases physical activity and encourages people to eat more vegetables and healthy foods. **The City has two community gardens, Community Gardens of Oshkosh and the University of Wisconsin Oshkosh Community Gardens.** Community Gardens is located off of County Highway A and Sherman Road and is operated by Winnebago County University of Wisconsin-Extension. University of Wisconsin Community Gardens is located at 663 W. 3rd Avenue and is operated by a student organization.

Bees and Poultry

Beekeeping and the raising of chickens in urban settings has become popular in recent years. Bees' aide in pollination of garden plants and backyard orchards and provide a source of locally produced honey. The City's Sustainability Advisory Board passed urban beekeeping ordinance in 2017. In 2011, the City amended their municipal code to allow City residents to keep chickens in single and two family residential districts in the City.⁶

NATURAL RESOURCES INVENTORY

Natural Resources act as the foundation upon which communities are formed. Identifying key natural resources in and within a close proximity of the City, and learning how to utilize, conserve, and/or preserve them may determine the future environmental health of the City. This section addresses land, water, wildlife, mineral, and recreational resources in the City, and aims to provide a baseline upon which the City can use to make future decisions that may impact these resources.

Land Resources

Soils

Soils support the physical base for development and agriculture within the City. Knowledge of their limitations and potential difficulties is helpful in evaluating crop productions capabilities and other land use alternatives such as residential development, utility installation and other various projects. Two general soil associations, or groupings of individual soil types based on geographic proximity and other characteristics, are present within the City⁷.

- **Kewaunee-Manawa-Hortonville association.** These soils are located in the City and within the City's extraterritorial area. These soils consist of nearly level to sloping soils that have loamy or clayey subsoil underlain by loamy or clayey glacial till. Most of this association is used for cultivated crops. The main concerns of management are areas of seasonal high ground water. Minor soils of this association are the Korobago, Lorenzo Variant, Menasha, Neenah, Omro, Poygan, Udorthents, Whalan, and Winneconne soils.
- **LeRoy-Ossian-Lomira association.** These soils are located within a small area of the southwest portion of the City's extraterritorial area. These soils are well drained and poorly drained soils. These soils consist on nearly level to sloping soils that have silty or

⁶ City of Oshkosh Ordinance 11-109 & 11-139.

⁷ Soil Survey of Winnebago County, Wisconsin, 1980; United States Department of Agriculture Soil Conservation Service.

loamy subsoil underlain by loamy glacial till or silt loam alluvium. The majority of this association is used for cultivated crops and pasture or woodlots along the steeper or wetter edges of drumlins, knolls, and morainic ridges. Minor soils of this association are the Atterberry, Keowns, Lamartine, and St. Charles soils.

Steep Slopes

In general, the City and the surrounding area are relatively flat. **There are no areas of steep slopes (greater than 12%) in the City.**

Geology, Topography and Scenic Resources

The structure of the City's bedrock and historic glacial events is largely responsible for the City's landscape. After the recession of glaciers about 11,000 years ago, Winnebago County was left with its current topography shaped by mounds of glacial till with flatter areas where limestone and sandstone bedrock often lie not far from the surface.

Elevations rise away from the shores of Lake Winnebago, which is situated along the eastern border of the City.

The bedrock geology of the City and the extraterritorial area is made up of two distinct formations that divide the area⁸. These bedrock formations are:

- The **Sinnippee Group** is comprised of dolomite with some limestone and shale formations. This group stretches west from the Lake Winnebago Shoreline.
- The **St. Peter Formation** is a thin layer that runs north and south through the area comprised of sandstone, some limestone shale and conglomerate.

Very small areas of high bedrock are located with the City's extraterritorial (Map 8-2). **Less than one percent (70.6 acres) of the City's extraterritorial area has areas of high bedrock.** Areas of high bedrock are defined as being within 70 inches of the surface.

Table 8-3: High Bedrock

MCD	High Bedrock	Total acres	Percent
C. Oshkosh	-	17,649.50	0.0%
T. Oshkosh	29.57	8,894.92	0.3%
T. Vinland	4.27	6,9818.12	0.1%
T. Winneconne	-	1,477.78	0.0%
T. Algoma	36.70	6,746.87	0.5%
T. Omro	-	7,179.18	0.0%
T. Utica	-	4,472.84	0.0%
T. Nekimi	-	15,556.60	0.0%
T. Black Wolf	-	4,578.85	0.0%
Total Extraterritorial	70.54	55,825.16	0.1%
Total	70.54	73,474.66	0.1%

Source: Winnebago County Soils Data, 1980, ECWRPC 2016

⁸ Bedrock Geology of Wisconsin, 2005; University of Wisconsin-Extension Geological and natural History Survey.

Metallic and Non-Metallic Mining Resources

Non-metallic mineral resources include other than those mined as a source of metal. Economically important non-metallic minerals include stone, sand, gravel and clay. **There is about 107 acres of active limestone quarry sites in the City** (Map 8-2). Within the extraterritorial area, there are approximately 549 acres of active limestone quarries. Non-metallic mineral resources within the City and extraterritorial areas are limestone.

Table 8-4: Non-Metallic Mining Resources

MCD	Exempt	Limestone	Reclaimed	Sand & Gravel	Total Acres
C. Oshkosh	0	106.8	0	0	17,649.50
T. Oshkosh	0	30.47	28.05	0	8,894.92
T. Vinland	0	291.74	24.84	0	6,918.12
T. Winneconne	0	0	0	0	1,477.78
T. Algoma	0	44.2	18.48	0	6,746.87
T. Omro	0	0	0	0	7,179.18
T. Utica	0	0	0	0	4,472.84
T. Nekimi	0	182.8	0	0	15,556.60
T. Black Wolf	0	0	0	0	4,578.85
Total Extraterritorial	0	549.21	71.37	0	46,930.24
Total	0	656.01	71.37	0	64,579.74

Source: ECWRPC, 2016

Soil Suitability for Sand and Gravel

Soil suitability for sand and gravel is shown on Map 8-2. This information can be used as guidance to where to look for probable sources based on the probability that soils in a given area contain sizeable quantities of sand or gravel. These materials can be used as a source for roadfill and embankments.

Water Resources

Lakes and Ponds

Surface water resources are extremely valuable features because of their potential environmental and economic benefits. Water based recreational activities and appropriately designed residential development that capitalizes on surface water amenities can have lasting impact on the local economy. Appropriate location and management of residential activity near surface water features is extremely important because of potential threats to water quality. Residential development's threats to surface water resources include lawn-applied chemicals, siltation and petroleum-based substances and salts from local road runoff.



Lake Winnebago

The Wisconsin DNR maintains the Wisconsin Lakes Directory. The directory provides a list of named and unnamed lakes, springs, and ponds. **Oshkosh is bordered by Lake Winnebago and Lake Butte des Morts** (Map 8-3).

Lake Winnebago is the largest inland lake in Wisconsin at 131,939 acres. Lake Winnebago is at the bottom of the Fox-Wolf Drainage Basin with an area of 6,430 square miles. The basin includes the Wolf River, Upper Fox River, and the Winnebago Pool Lakes (Poygan, Winneconne, Butte des Morts). Lake water levels are controlled by the Army Corps of Engineers by a federal dam in Menasha and a private dam in Neenah. It has a maximum depth of 21 feet. Visitors have access to the lake from public boat landings and public beaches. Fish include Panfish, Largemouth Bass, Smallmouth Bass, Northern Pike, Walleye, Sturgeon and Catfish. The lake's water clarity is low.

Lake Butte des Morts is connected to Lake Winnebago by the Upper Fox River that flows through the City. Lake Butte des Morts, an 8,581 acre lake, is currently considered impaired due to agricultural runoff.

Rivers and Streams

There are four named waterways within in close proximity to the City⁹. In addition, a series of unnamed streams, ditches, and drainage ways primarily drain agricultural areas or undeveloped areas within the City's buffer area and beyond (Map 8-4).

- **Upper Fox River.** The Upper Fox River empties into Lake Butte des Morts and again flows through the City connecting Lake Butte des Morts to Lake Winnebago. The Lower Fox River originates to the north of the City at two outlets on Lake Winnebago.
- **Sawyer Creek.** Sawyer Creek is a clear, hard water stream tributary to the Fox River. All but the lower one mile of stream is intermittent. The lower mile contains water but has no measurable flow at low water stages. This portion lies within the City and is a catch-all for trash and litter. The fishery is minimal but bullheads and panfish are known to exist. Wildlife values are minimal. Even though much of the stream is intermittent, Sawyer Creek carries tremendous volumes of water during peak runoff periods. Minor flood damage often occurs along the stream.
- **Campbell Creek.** Campbell Creek is a turbid, hard water stream that is intermittent except for the extreme lower end. Nearly the entire natural channel of this stream has been buried and incorporated into the City's storm sewer system. The system is inadequate for peak floodflows and as a result flooded streets and basements are commonplace during high runoff periods. Sludge and silt are common bottom materials. Campbell Creek does not have a fishery.
- **Daggets Creek.** Daggets Creek is located within the City's northwest portion of the extrajurisdictional area. Daggets Creek is a dredged channel entering Lake Butte des Morts. Soil loss is a major issue and there are three barnyard/feedlot operations ranked critical and two ranked high for their NPS pollution hazard. The lower half mile is a dredged channel approximately 50 feet wide and three feet deep. Lands adjacent to this channel have been subdivided.

⁹ WDNR, <http://dnr.wi.gov/water/waterDetail.aspx?key=10848>.

Watersheds and Drainage

The City and its extraterritorial area is located within the Upper Fox, Lower Fox, and Wolf River Basins (Map 8-3) The Upper Fox Basin encompasses most of the City, the Lower Fox River Basin encompasses areas north of the City and a small part of the Wolf River Basin covers areas to the northwest. Within these basins there are six sub-watersheds.

Lower Fox Basin¹⁰:

- **Little Lake Butte des Morts Watershed (LF06)**. A portion of the of the City (6,065.24 Acres) and the City's extraterritorial area fall within the Little Lake Butte des Morts sub-watershed, part of the Lower Fox River Basin. This watershed drains to the Lower Fox River beginning at the outlet of Lake Winnebago (at the Neenah and Menasha dams) to where the Appleton dam is located. There are many unnamed tributaries within the watershed including the Neenah Slough. The watershed is ranked high for stormwater runoff.

Upper Fox River Basin¹¹ :

- **Lake Butte des Morts Watershed (UF04)**. Most of the City falls within this watershed. The Lake Butte Des Morts Watershed is located entirely within Winnebago County. The watershed is 50,973 acres in size and contains 128 miles of streams and rivers, 85 acres of lakes and 1498 acres of wetlands. The watershed is dominated by agriculture (59%) and open water (16%) and is ranked high for nonpoint source issues affecting streams and groundwater.
- **The Lake Winnebago North and West Watershed (UF01)**. The Lake Winnebago North and West watershed is a small watershed stretching along the west shore of Lake Winnebago from the City to the Village of Harrison. The watershed is predominately developed along the lakeshore and areas adjacent to the lakeshore are either suburban areas or are currently being used for agriculture. The watershed is ranked high for nonpoint source pollution.
- **Fox River (UF05)**. A small portion of the Fox River watershed stretches into the south western portion of the City's extraterritorial area.
- **Fond du Lac River (UF03)**. A small portion of the Fond du Lac River watershed extends into the southeast corner of extraterritorial area. The watershed is 156,632 acres in size and is ranked high for nonpoint source pollution.

Wolf River Basin¹²

- **The Arrowhead River and Daggets Creek Watershed (WR01)**. A very small portion of this watershed stretches into the western portions of the City's extraterritorial area encompassing the Daggets Creek corridor (Note: this is such a small amount area, that acreage totals were added to the Lake Butte des Morts watershed acreage totals in Table 8-7 below.) This watershed is part of the Wolf River Basin. Major problems in this watershed include excessive vegetation, dissolved oxygen standard violations and critical levels of soil loss.

¹⁰ WDNR, <http://dnr.wi.gov/water/basin/Lowerfox>.

¹¹ WDNR, <http://dnr.wi.gov/water/basin/upfox>.

¹² WDNR, <http://dnr.wi.gov/water/basin/wolf>.

Table 8-5: Watersheds

MCD	Lake Butte des Morts	Little Lake Butte des Morts	Fox River	Lake Winnebago North & West	Fond du Lac River
C. Oshkosh	10,708	0	0	4,354	2,502
T. Oshkosh	7,129	136	0	1,600	0
T. Vinland	4,848	1,275	0	802	0
T. Winneconne	1,478	0	0	0	0
T. Algoma	6,747	0	0	0	0
T. Omro	7,179	0	0	0	0
T. Utica	2,004	0	2,469	0	0
T. Nekimi	3,050	0	3,852	0	8,655
T. Black Wolf	0	0	0	0	4,568
Total Extraterritorial	32,435	1,411	6,321	2,402	13,223
Total	43,143	1,411	6,321	6,756	15,725

Source: ECWRPC, 2017

Floodplains

Areas susceptible to flooding are considered unsuitable for development due to potential health risks and property damage. Floodplains shown on Map 8-3 were obtained from the Wisconsin Department of Natural Resources database in 2015. The City ordinance is based on the FIRM, dated March 17, 2003 and corresponding profiles that are based on the Flood Insurance Study (FIS) dated March 17, 2003.

Overall, 5 percent (853 acres) of the City is within a floodplain. These areas can be seen in Map 8-3, and Table 8-8. In general the mapped floodplains are associated with Lake Butte des Morts named and unnamed tributaries and areas along the Lake Winnebago Shoreline.

The City enforces floodplain and shoreland – wetland zoning ordinances (Chapter 22, Article XV and Article III). In addition, Winnebago County enforces a floodplain-wetland zoning ordinance for unincorporated areas of the county. Both ordinances require certain land use controls in designated flood hazard areas, thus making residents eligible to participate in the Federal Flood Insurance Administration’s Flood Insurance Program. This program requires all structures located in the designated flood hazard area be insured by a flood insurance policy if they are mortgaged by a federally insured bank. The City further enforces a floodway and flood fringe ordinance (Ch.22-55 & 22-56) to limit development in flood risk areas.

Table 8-6: Floodplains

MCD	Floodplains	Total acres	Percent
C. Oshkosh	853.07	17,649.50	5%
T. Oshkosh	512.64	8,894.92	6%
T. Vinland	102.28	6,918.12	1%
T. Winneconne	38.39	1,477.78	3%
T. Algoma	281.95	6,746.87	4%
T. Omro	18.37	7,179.18	0%
T. Utica	267.41	4,472.84	6%
T. Nekimi	-	15,556.60	0%
T. Black Wolf	97.79	4,578.85	2%
Total Extraterritorial	1,318.83	55,825.16	2%
Total	2,171.90	73,474.66	3%

Source: ECWRPC, 2016

Wetlands

Wetlands act as a natural filtering system for nutrients such as phosphorus and nitrates and serve as a natural buffer protecting shorelines and stream banks. Wetlands are also essential in providing wildlife habitat, control, and groundwater recharge. Consequently, local, state, and federal regulations have been enacted that place limitations on the development and use of wetlands and shorelands.

The City enforces a shoreland and wetland Zoning District. Chapter 22-217 regulates wetlands within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages and within 300 feet of the ordinary high watermark of navigable rivers or streams. The Army Corps of Engineers has authority over the placement of fill materials in virtually all wetlands two acres or larger adjacent to navigable waterways. The U.S. Department of Agriculture incorporates wetland preservation criteria into its crop price support programs. Prior to placing fill or altering wetland resources, the appropriate agencies must be contacted for authorization.

The wetlands shown on Map 8-3 are based on the Wisconsin DNR Wetlands Inventory Map. They were identified using aerial photographs to interpret vegetation, visible hydrology, and geography based on the U.S. Fish and Wildlife Service's "Classification of Wetland and Deepwater Habitats of the United States." **Only 3 percent (158 acres) of the City's total acreage are classified as wetlands.** The majority of this acreage lies in low-lying areas that have high groundwater. Generally wetlands are found named and unnamed lake tributaries, and Lake Winnebago and Little Lake Butte des Morts shoreline.

Groundwater

Safe, clean, and reliable groundwater plays a crucial role in maintaining the current quality of life and economic growth of the City and surrounding areas. Precipitation in the form of rain and snow is the source of nearly all the City's groundwater. Recharge is generally greatest in the spring, when water from melting snow and heavy rains saturate the ground and percolate downward to the water table. If discharge (the drawing out and use of groundwater) is greater than recharge, then the elevation where the groundwater is found will fall, causing a depression to occur. Lower water levels cause the pumping lifts to increase and may reduce the yields of some of the wells. **According to the City's 2015 Water Quality Report (Customer**

Confidence Report)¹³, the City treats surface water from Lake Winnebago for potable water and did not have any violations reported (For more information, please refer to the Community Facilities Chapter).

Groundwater Recharge Potential. According to a report prepared by the Wisconsin Geological and Natural History Survey¹⁴, areas surrounding the City have high (4-8 inches/year) infiltration rates which are estimated to become stream base flows or continue down and eventually become groundwater recharge. **Most areas (90.5%) within the City fall within the high water recharge potential** (Table 8-7). Protecting infiltration areas from impermeable development will help to safeguard the surrounding area’s drinking water supply and will help safeguard the quality and quantity of Lake Winnebago surface water in the long-term.

Table 8-7: Water Recharge Potential

	Acres	Percent
Low Water Recharge Potential (0" - 2"/year)	0	0.0%
Medium Water Recharge Potential (2" - 4"/year)	358	5.8%
High Water Recharge Potential (4" - 8"/year)	5,535	90.5%
Very High Water Recharge Potential (> 8"/year)	1	0.0%
No Rating	223	3.6%
Total Acres	6,116	100.0%

It is important to recognize that, in addition to any efforts made within the City and throughout the City’s extraterritorial area to protect groundwater supply; this issue is more regional in scope. A groundwater divide, located in the central part of Wisconsin, determines the flow of groundwater. East of the divide, groundwater moves southeasterly toward the Wolf and Fox Rivers. Thus, efforts to preserve groundwater resources should be coordinated on a regional basis as a way to ensure that the region’s groundwater supply is protected.

Groundwater Contamination Susceptibility. The ease that pollutants can be transported from the land surface to the top of the groundwater or “water table” defines a groundwater’s susceptibility to pollutants. Materials that lie above the groundwater offer protection from contaminants. However, the amount of protection offered by the overlying materials varies, depending on the materials.

The WDNR, in cooperation with UW-Extension, the Wisconsin Geological and Natural History Survey and USGS, evaluated the physical resource characteristics that influence sensitivity in order to identify areas sensitive to contamination. Five resource characteristics were identified: depth to bedrock, type of bedrock, soil characteristics, depth to water table and characteristics and characteristics of surficial deposits. Each of the five resource characteristics was mapped, and a composite map was created. A numeric rating scale was developed and map scores were added together.

An index method was used to determine susceptibility; however this method of analysis is subjective and includes quantifiable or statistical information on uncertainty. This limits the use

¹³ Source: City of Oshkosh 2015 Water Quality Report: http://www.ci.oshkosh.wi.us/public_works/assets/pdf/CCR-2015.pdf.

¹⁴ Groundwater Recharge in Calumet, Outagamie, and Winnebago Counties, Wisconsin, Estimated by a GIS-based Water-balance Model, 2011; University of Wisconsin-Extension Wisconsin Geological and Natural History Survey (Open-File Report 2001-05).

of the information for defensible decision making. Therefore, while groundwater contamination susceptibility maps can be useful, this level of uncertainty must be kept in mind.

Table 8-8: Groundwater Susceptibility

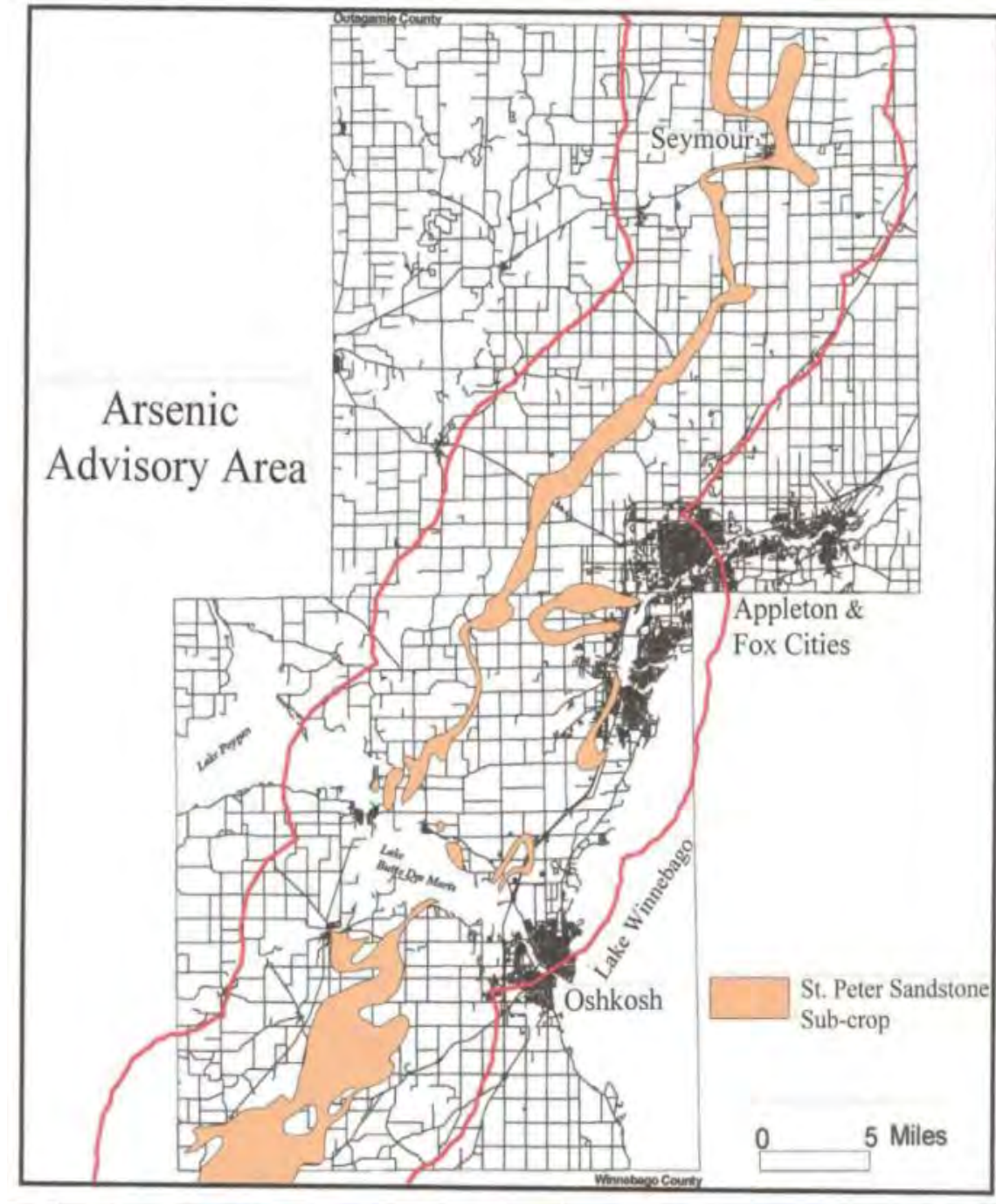
MCD	Very High		Somewhat High		Moderate		Somewhat Low		Very Low		Total Acres
	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%	
C. Oshkosh	757	4%	0	0%	10,111	57%	77	0.4%	6,641	38%	17,650
T. Oshkosh	2,706	30%	0	0%	2,616	29%	0	0.0%	3,221	36%	8,895
T. Vinland	3	0%	0	0%	4,809	70%	0	0.0%	1,971	28%	6,918
T. Winneconne	1,168	79%	0	0%	114	8%	0	0.0%	55	4%	1,478
T. Algoma	1,317	20%	0	0%	4,936	73%	0	0.0%	494	7%	6,747
T. Omro	607	8%	0	0%	2,965	41%	0	0.0%	3,373	47%	7,179
T. Utica	0	0%	784	18%	1,603	36%	0	0.0%	2,040	46%	4,473
T. Nekimi	0	0%	1,886	12%	6,206	40%	428	2.8%	7,038	45%	15,557
T. Black Wolf	144	3%	0	0%	3,899	85%	0	0.0%	536	12%	4,579
Total Extraterritorial	5,945	11%	2,669	5%	27,147	49%	428	0.8%	18,728	34%	55,825
Total	6,703	9%	2,669	4%	64,406	88%	933	1.3%	44,098	60%	73,475

Source: ECWRPC, 2016

Arsenic Contamination. Arsenic contamination of the groundwater supply has been an issue in northeastern Wisconsin since the 1980's. The main area of arsenic contamination runs diagonally (southwest to northeast) across Winnebago and Outagamie Counties, and is closely associated with the St. Peter Sandstone bedrock. ***The City lies to the east of the main band of highest concern, but smaller areas of the St. Peter Sandstone bedrock may fall within the City's extraterritorial planning area.***

In 2001, the US EPA lowered the arsenic drinking water standard from 50 to 10 parts per billion (PPB), due to convincing data that found a relationship between consumption and deterioration in health.

The DNR replaced its Arsenic Advisory Area Map in 2004 with a more stringent set of regulations that apply to the Special Well Casing Depth Area (SWCDA). The regulations require new wells in Outagamie and Winnebago County to meet construction, grouting, and disinfection standards that have proven to lower arsenic levels to safe levels for human consumption. Required well construction specifications are determined by town quarter section



Depth to Groundwater. Groundwater depth can impact building foundations, utility and street construction and other factors. Areas of high groundwater are generally found throughout the extraterritorial area (Map 8-2). **Approximately 40 percent (28,740 acres) of the City and the surrounding area has groundwater present within two feet or less.**

Table 8-9: High Groundwater

MCD	High Groundwater*	Total acres
C. Oshkosh	4,998.75	17,6479.50
T. Oshkosh	3,022.65	8,894.92
T. Vinland	3,271.84	6,918.12
T. Winneconne	83.55	1,477.78
T. Algoma	2,884.02	6,746.87
T. Omro	3,046.27	7,179.18
T. Utica	2,036.58	4,472.84
T. Nekimi	7,393.94	15,556.60
T. Black Wolf	2,002.61	4,578.85
Total Extraterritorial	23,741.46	55,825.16
Total	28,740.21	73,474.66

*Groundwater less than 2 feet.
 Source: ECWRPC, 2016

WILDLIFE RESOURCES

Wildlife Habitat

Numerous habitat types surrounding the City have the potential to support varied and abundant wildlife and fish communities. These habitats consist of the Winnebago Pool Lakes and their tributaries, woods, open wet meadows, and farmland.

Wildlife is threatened by the negative effects of development and storm water runoff (both from urban and rural runoff sources). This has affected water quality and habitat health throughout the Winnebago Pool Lakes and Lower Fox River.

Woodlands

Woodlands covered much of Winnebago and Outagamie Counties before settlement. At one time, the area was primarily covered with deciduous hardwood forest. The Fox Valley's reliance on the paper industry attests to the regions' forested history.

The tension zone is a wide corridor running from northwestern to southeastern Wisconsin that marks the pre-settlement dividing line between northern and southern native plant species. ***The tension zone has characteristics of both northern and southern Wisconsin climates, and therefore, species from both areas. Oshkosh lies within this tension zone.*** The United States Department of Agriculture has also divided the country into plant hardiness zones. Those zones contain characteristic plant species that are hardy in that region. Generally speaking, plants from any particular zone are hardy in that zone and those to the south, but not to the north unless they are protected from the severe climate of that zone.

Oshkosh and the surrounding area are at the juncture of two different plant communities. They are generally described as the boreal element and the prairie element. Characteristics typical of both the Conifer-Hardwood Forest and the Southern-Hardwood Forest can be seen locally.

Woodlands are fragmented and limited in the City and the surrounding areas. Care must be taken in the selection of trees for use in the City, including those used for landscaping, in preserved parks and open spaces, and along the street. Street trees in particular have the

hardest time adapting to their particular microclimates. Normally they are subject to stress from soil compaction, heat, drought conditions, lack of root space, salt, road pollutants, and impacts from all sorts of vehicles. The typical street tree usually lives only a fraction of its potential life span. Street trees should be selected from a pallet of trees that adapt well to street conditions and are suitable for the local area. There should also be diversity in the species selected to reduce the spread of tree and shrub diseases.

Forests and woodlands can be classified into one of two categories: general (unplanted) woodlands and planted woodlands. General woodlands are naturally occurring forests and hedgerows. Planted woodlands are tree plantations in which trees are found in rows. These areas include orchards, timber tracts, Christmas tree plantations and other general uses.

There are no planted woodlands and approximately 161 acres of general woodlands in the City (Table 8-9, Map 8-5). In total this makes up only one percent of the land cover in the City.

Table 8-10: Woodlands

MCD	Planted Woodlands	General Woodlands	Total Woodlands	Total acres	Percent
C. Oshkosh	0	161.59	161.59	17,649.50	1%
T. Oshkosh	1.3	352.7	354.1	8,894.9	4%
T. Vinland	26.3	333.7	360.0	6,918.1	5%
T. Winneconne	0.0	10.8	10.8	1,477.8	1%
T. Algoma	552.2	264.4	319.6	6,746.9	5%
T. Omro	59.2	603.5	662.7	7,179.2	9%
T. Utica	31.2	287.5	318.7	4,472.8	7%
T. Nekimi	16.9	840.9	857.8	15,556.6	6%
T. Black Wolf	201.4	503.5	704.9	4,578.9	15%
Total Extraterritorial	391.5	3,197.0	3,588.5	55,825.2	6%
Total	391.5	3,358.6	3,750.1	73,474.7	5%

Source: ECWRPC, 2016

Rare, Threatened and Endangered Species

The Wisconsin Department of Natural Resources maintains a database of rare, threatened and endangered species and natural communities in Winnebago County. In order to protect these species and communities, the exact location is not available to the public; however, Winnebago County does have a copy of this database. Whenever a request comes into the county for development, this database is consulted prior to granting approval.

The Wisconsin DNR Natural Heritage Inventory (NHI) maintains an online database which provides statewide inventory of known locations and conditions of rare and endangered species, by town. **A review of the NHI Township Search Tool (for the Towns of Oshkosh, Vinland, Winneconne, Algoma, Utica, Nekimi, and Black Wolf) database revealed a number of species (fish, bird, turtle, butterfly, and plant) for the City and towns surrounding the City** (Table 8-13). This database is incomplete since not all areas within the state have been inventoried. Thus, the absence of a species within this database does not mean that a particular species or community is not present. Nor does the presence of one element imply that other elements were surveyed for but not found. Despite these limitations, the NHI is the state's most comprehensive database on biodiversity and is widely used. Generalized versions of the data base are included on Map 8-5.

Exotic and Invasive Species

Non-native aquatic and terrestrial plants and animals, commonly referred to as exotic species, have been recognized in recent years as a major threat to the integrity of native habitats and the species that utilize those habitats. Some of these exotic species include purple loosestrife, buckthorn, garlic mustard, multi-colored Asian lady beetles, Eurasian water milfoil, emerald ash borer, and gypsy moths. They displace native species, disrupt ecosystems, and affect citizens' livelihoods and quality of life. The invasive species rule (Wis. Adm. Code Ch. NR40) makes it illegal to possess, transport, transfer, or introduce certain invasive species in Wisconsin without a permit.

Table 8-11: WDNR Natural Heritage Inventory

Scientific Name	Common Name	WI Status	Federal Status	Group	Township Search							
					T. Oshkosh	T. Vinland	T. Winneconne	T. Algoma	T. Omro	T. Utica	T. Nekimi	T. Black Wolf
<i>Acipenser fulvescens</i>	Lake Sturgeon	SC/H		Fish			X	X				
<i>Ardea alba</i>	Great Egret	THR		Bird			X					
<i>Armoracia lacustris</i>	Lake Cress	END		Plant							X	
<i>Asclepias ovalifolia</i>	Dwarf Milkweed	THR		Plant	X							
<i>Asclepias purpurascens</i>	Purple Milkweed	END		Plant				X				
Bird Rookery	Bird Rookery	SC		Other		X						X
<i>Botaurus lentiginosus</i>	American Bittern	SC/M		Bird					X			
<i>Chlosyne gorgone</i>	Gorgone Checker Sport	SC/N		Butterfly	X							
<i>Cuscuta polygonorum</i>	Knotweed Dodder	SC		Plant			X					
<i>Cypripedium candidum</i>	White Lady's-slipper	THR		Plant	X							
Emergent marsh	Emergent Marsh	NA		Community			X					
<i>Emydoidea blandingii</i>	Blanding's Turtle	SC/P		Turtle			X					
<i>Erimyzon sucetta</i>	Lake Chubsucker	SC/N		Fish		X	X					
<i>Eurybia furcata</i>	Forked Aster	THR		Plant								X
<i>Falco peregrinus</i>	Peregrine Falcon	END		Bird			X					
<i>Glyptemys insculpta</i>	Wood Turtle	THR		Turtle			X					
<i>Gymnocladus dioicus</i>	Kentucky Cofee-tree	SC		Plant							X	
<i>Luxilus chrysocephalus</i>	Striped Shinner	END		Fish		X	X					
Mesic prairie	Mesic Prairie	NA		Community				X				
Migratory Bird Concentration	Migratory Bird Concentration	SC		Other		X	X					X
<i>Notropis anogenus</i>	Pugnose Shiner	THR		Fish		X	X					
<i>Platanthera leucophaea</i>	Eastern Prairie White Fringed Orchid	END	LT	Plant	X				X			
<i>Ruellia humilis</i>	Hairy Wild Petunia	END		Plant		X						
Southern sedge Meadow	Southern Sedge Meadow	NA		Community					X			
<i>Sterna forsteri</i>	Forster's Tern	END		Bird		X	X					
<i>Sterna hirundo</i>	Common Tern	END		Bird		X						
<i>Thalictrum revolutum</i>	Waxleaf Meadowrue	SC		Plant	X		X					
<i>Verbena simplex</i>	Narrow-leaved Vervain	SC		Plant		X						
Wet-mesic prairie	Wet-mesic Prairie	NA		Community	X	X						
<i>Xanthocephalus xanthocephalus</i>	yellow-headed Blackbird	SC/M		Bird					X			

Source: WDNR Natural Heritage Inventory 2016 search, <http://dnr.wi.gov/topic/NHI/data.asp?tool=township>

PARKS, OPEN SPACE AND RECREATIONAL RESOURCES

WDNR and Public Lands

The WDNR owns and manages approximately 113 acres of land within the City and approximately 627 acres within the extraterritorial area. The WDNR's on-line Public Lands mapping application (at <http://dnr.wi.gov/topic/SurfaceWater/swdv>) highlight the following Knowles-Nelson Stewardship Grant properties and state owned properties:

- Butte des Morts Wetlands;
- Asylum Bay Statewide Habitat and Rough Fish Station;
- Wiouwash State Trail;
- City of Oshkosh Sawyer Creek Parkway;
- City of Oshkosh Steiger Park (WCL);
- Town of Omro, Omro Town Park; and
- Winnebago County Shangri La Point Preserve.

Environmental Corridors

Environmental corridors are continuous systems of open space created by the natural linkages of environmentally sensitive lands such as woodlands, wetlands, and habitat areas. They provide important routes of travel for a variety of wildlife and bird species. Protecting these corridors from development protects habitat and keeps nonpoint source pollution to a minimum, thus ensuring that high quality groundwater and surface water is maintained and habitat is not impaired.

Important environmental corridors within the City and surrounding area are associated with lake shorelines and the named and unnamed streams with natural vegetation scattered throughout the area. These areas should be protected from development by implementing buffer strips where land disturbing activities are limited within the established buffer area.

WASTE AND POLLUTION

Solid and Hazardous Waste Sites

The Solid and Hazardous Waste Information Management System (SHWIMS) provides access to information on sites, and facilities operating at sites, that are regulated by the Wisconsin Department of Natural Resources' (WDNR) Waste and Materials Management (WMM) program. The SHWIS on-line database activity information, including:

- Engineered and licensed solid waste disposal facilities;
- Older unlicensed waste disposal sites (e.g. town dumps);
- Licensed waste transporters;
- Hazardous waste generators; and
- Composting sites, wood-burning sites, waste processing facilities and more.

According to SHWIMS, there are 328 operating sites listed for Oshkosh. The directory was also checked for operating sites with the City's extraterritorial areas.

A search of the database for solid waste landfills / disposal facilities indicates that there are 16 sites in the City. Of the 16 sites 3 are currently operating.

Air Quality

Air quality, especially good air quality, is often taken for granted. Clean air is vital to maintain public health. Sound local and regional planning can minimize negative impacts to the air. Development patterns can impact automobile use, which in turn impacts air quality. Emissions from certain industries can also impact air quality. A development patterns become more spread out, the location of jobs and housing become more segregated and distant from one another.

Since alternative modes of transportation are, at present day, less viable or unavailable in some instances, people rely more on the automobile to get around. Changing lifestyles are also a major factor. Two income families are causing people to find housing that splits the difference between the two employment locations. Since vehicle travel generates air pollutant emissions, greenhouse gas emissions, and noise, local decisions about what types, where and how new development occurs can have an impact on air quality.

The closest ozone air quality monitoring site is located at the Thrivent facility at 4432 Meade Street in Appleton (Outagamie County). The primary and secondary National Ambient Air Quality standard for ozone is 0.075 ppm.¹⁵ Monitored values of ozone represent ground level ozone, which is not directly emitted into the air. Ozone concentrations typically reach higher levels on hot sunny days in urban environments; it can be transported long distances by wind. **The 8-hour design values (ppb) were not exceeded at the Outagamie County site between 1997 and 2012.**¹⁶ Particulate matter (PM) is a mixture of solid particles and liquid droplets. It includes acids, organic chemicals, metals, soil or dust, and allergens. According to the Wisconsin Air Quality Trends, 2014, **Outagamie County did not exceed the primary and secondary National Ambient Air Quality Standard for particulate matter between 2001 and 2013.**

CULTURAL RESOURCES

Cultural resources, like natural resources are valuable assets which should be preserved. These resources define a community's unique character and heritage. Included in this section is an inventory of historic buildings, sites, structures, objects, archeological sites and districts.

State and National Register of Historic Places

The Wisconsin Historical Society's Division of Historical Preservation (DHP) is a clearing house for information related to the state's cultural resources including buildings and archaeological sites. A primary responsibility of the DHP is to administer the State and National Register of Historic Places programs. The National Register is the official national list of historic properties in the United States that are worthy of preservation. The program is maintained by the National Park Service in the U.S. Department of the Interior. The State Register is Wisconsin's official listing of state properties determined to be significant to Wisconsin's heritage. The inventory is maintained by the DHP. Both listings include sites, buildings, structures, objects, and districts

¹⁵ Primary standard limits are set to protect public health, while secondary standards are set to protect public welfare.

¹⁶ Wisconsin Department of Natural Resources, *Wisconsin Air Quality Trends*, April 2015.

that are significant in national, state, or local history. Sites are based on the architectural, archaeological, cultural, or engineering significance. (For ease of discussion, “National Register” is used to refer to both programs. In Wisconsin, if a property is listed on one then it is typically listed on the other.

At the present, 36 properties / districts within the City are listed on the National Register.
The properties listed in the National Register include:

Table 8-12: City of Oshkosh National Register and State Register of Historic Places

Reference #	Location	Historic Name
94001368	Roughly, Algoma Blvd. from Woodland Avenue to Hollister Avenue	Algoma Boulevard Historic District
74000140	1174 Algoma Blvd.	Algoma Boulevard Methodist Church
82000730	1157 High Avenue	Amos House
82000731	1010 Bayshore Drive	Bowen, Abraham Briggs, House
95001505	17 W. Sixth Avenue	Brooklyn No. 4 Fire House
82005125	1610 Doty Street	Chief Oshkosh Brewery
82000732	224 State Street	Daily Northwestern Building
95000247	502 N. Main Street	First Methodist Church
74000142	110 Church Avenue	First Presbyterian Church
82000733	132-140 High Street and 9 Brown Street	Frontenac
84003824	1200 Washington Avenue	Guenther, Richard, House
78000151	1149 Algoma Blvd.	Hooper, Jessie Jack, House
94000156	Roughly bounded by W. Irving Avenue, Franklin St., Church Avenue, Wisconsin St. and Amherst Avenue	Irving Church Historic District
82000734	1449 Knapp Street	Lutz, Robert, House
99001174	809 Ceape Avenue	Mayer--Banderob House
83004365	234 Church Avenue	Morgan, John R., House
13000783	North Main Street generally bounded by Nevada Avenue and Huron Avenue	North Main Street Bungalow Historic District
	Roughly, N. Main Street from Parkway Avenue to Algoma Blvd., and Market Street NW. to High Avenue	North Main Street Historic District
85002334	240 Algoma Blvd.	Orville Beach Memorial Manual Training School
74000144	100 High Avenue	Oshkosh Grand Opera House
84000722	Buildings at 800, 842, and 912 Algoma Blvd., and 845 Elmwood Avenue	Oshkosh State Normal School Historic District
75000086	Address Restricted	Overton Archeological District
79000121	842 Algoma Blvd.	Oviatt House

78000152	1410 Algoma Blvd.	Paine Art Center and Arboretum
86001392	Off Congress Avenue roughly between High, New York, and Summit avenues., and Paine Lumber access road	Paine Lumber Company Historic District
84000728	765 Algoma Blvd.	Pollock, William E., Residence
93000025	1120 Algoma Blvd.	Read School
03000578	1901 Algoma Boulevard	Riverside Cemetery
94001212	903 Oregon Street	Security Bank
74000145	203 Algoma Blvd.	Trinity Episcopal Church
84000732	751 Algoma Blvd.	Wall, Thomas R., Residence
86001129	Roughly bounded by Merritt Avenue Linde and Lampert streets, Washington Avenue, Bowen and Evan streets	Washington Avenue Historic District
93000068	1141 Algoma Blvd.	Waterman, S. H., House
82000736	415 Jackson Street	Winnebago County Courthouse
82000737	220 Washington Ave.	Wisconsin National Life Insurance Building

Source: National Register, Accessed from the Wisconsin State Historical Society

The National Register is not a static inventory. Properties are constantly being added, and, less frequently, removed. It is, therefore, important to access the most updated version of the National Register properties. This can be found by accessing the DHP website (<http://www.wisconsinhistory.org>) or by contacting the Wisconsin State Historical Society.

Architecture and History Inventory (AHI)

In order to determine those sites that are eligible for inclusion on the National Register, the DHP frequently funds historical, architectural, and archaeological surveys of municipalities and counties within the state. Surveys are also conducted in conjunction with other activities such as highway construction projects.

A search of the DHP's online Architecture and History Inventory (AHI) reveals a total of 1,777 sites listed for Oshkosh.¹⁷

Inclusion in this inventory conveys no special status, rights, restrictions, or benefits to owners of these properties. It simply means that some type of information on these properties exists in the DHP's collections. AHI is primarily used as a research and planning tool. Like the National Register, this is not a static inventory. Properties are constantly being updated. Information can be found on the DHP web site (<http://www.wisconsinhistory.org>).

¹⁷ Accessed 11/21/2016.

Archaeological Sites Inventory

An inventory similar to the AHI exists for known archaeological sites across the state: the Archaeological Sites Inventory (ASI). Due to the sensitive nature of archaeological sites, information as to their whereabouts is not currently made available online. This information is distributed only on a need-to-know basis. Archaeological sites are added to ASI as they are discovered; discovery is a continual process. For technical assistance and up-to-date information on sites within the City and the 3.0 mile extraterritorial area, contact State Historic Preservation Officer at the Wisconsin State Historical Society.

Wisconsin Historical Markers

Wisconsin historical markers identify, commemorate and honor important people, places, and events that have contributed to the state's rich heritage. The Wisconsin Historical Markers Program is a vital education tool, informing people about the most significant aspects of Wisconsin's past. The Society's Division of Historic Preservation administers the Wisconsin Historic Markers Program. Applications are required for all official State of Wisconsin historical markers and plaques. **There are five historical markers located in the City.**

Table 8-13: Wisconsin Historical Markers in City of Oshkosh

Marker #	Name	Location
27	Knaggs Ferry	Rainbow Park, near junction of Veterans Tr and Punhoqua St, Oshkosh
183	University of Wisconsin-Oshkosh	Temporarily Relocated
211	S.J. Wittman - Aircraft Designer, Race Pilot, Inventor	Wittman Field Airport, 525 W 20th Ave, Oshkosh
347	Edgar Sawyer House	Oshkosh Public Museum, 1331 Algoma Blvd, Oshkosh
560	Elizabeth Batchelder Davis Children's Home	1260 N Westfield St, Oshkosh

Source: Official List of Wisconsin's State Historic Markers, Accessed from the Wisconsin State Historical Society 11/21/16

Museums/Other Historic and Cultural Resources

Museums protect valuable historic resources for community enjoyment. Residents are welcome to learn from the exhibits and amenities they have to offer. **There are two museums in the City.** Several museums are located in close proximity to the City.

Table 8-14: Museums in City of Oshkosh

Museum	Location
Oshkosh Public Museum	1331 Algoma Boulevard, Oshkosh
The Paine Art Center and Gardens	1410 Algoma Boulevard, Oshkosh

Source: City of Oshkosh, 2017

Local Historic Preservation Commissions and Societies

The Certified Local Government (CLG) program was enacted as part of the National Historic Preservation Act Amendments of 1980. It has been established in Wisconsin to further encourage and assist historic preservation by local governments. In Wisconsin, a city, village, county, or town can be certified by Wisconsin's State Historic Preservation Office and the Department of the Interior as a CLG if it meets basic criteria. ***The City is a Certified Local Government (CLG).***

Historic Preservation Commissions are part of local governments and are established through local preservation ordinances. A commission's size, responsibilities, and authority depend on local laws and the needs of the community. ***The City has established the Oshkosh Landmarks Commission.*** In 1983, the Landmarks Commission was established by the Oshkosh Common Council. The Commission is charged with fostering protection, enhancement and perpetuation of historic improvements and districts along with safeguarding and fostering civic pride in the City's historic and cultural heritage.

The Wisconsin State Historical Society also maintains a list of local historical societies that are affiliated with the Wisconsin Council for Local History.¹⁸ The Winnebago County Historical and Archeological Society are affiliated with the Wisconsin Council for Local History.

The Winnebago County Historical and Archeological Society were formed in 1922 at the Oshkosh Public Library. It moved to its current home in the Edgar Sawyer home in 1924. Its mission is to represent, serve and involve community members in preserving the history of our area.

Local History¹⁹

Oshkosh is located on the eastern shore of Lake Winnebago, halfway between the Fox Cities and Fond du Lac, in Winnebago County. The Ho-Chunk Indians lived on the site of modern Oshkosh for centuries before white settler Webster Stanley arrived in 1836. Within several months of his arrival, Stanley had established a trading post, tavern, and an inn. ***More than 100 people lived in the area by 1840, and soon, the Villages of Brooklyn, on the south side of the Fox River, and Athens, on the north, merged and officially adopted the name Oshkosh after the Menominee chief (1795-1858).***

The waters of the Fox River empty into Lake Winnebago at Oshkosh, which provided the City with the power to build lumber and gristmills, as well as furniture and equipment factories. Morris Firman built the City's first sawmill in 1847 and within several years, sawmills lined the Fox River. The great Chicago fire of 1871 proved a boon to Oshkosh's lumber trade, as much of the lumber used to rebuild the City came from Oshkosh mills. By 1873, 24 sawmills, 15 shingle mills, and seven sash and door factories were in operation, earning Oshkosh the name "Sawdust City."

In 1856, Oshkosh resident Coles Bashford (1816-1878) was elected Wisconsin's first Republican governor in the most hotly contested election in Wisconsin history. The state

¹⁸ <http://www.wisconsinhistory.org/> .

¹⁹ Sources: Oshkosh, Wisconsin - A Brief History, Wisconsin Historical Society, accessed on November 21, 2016.

supreme court ultimately decided the case in Bashford's favor over Democratic incumbent William Barstow (1813-1865).

In the summer of 1898, 1,500 Oshkosh woodworkers formed a union and launched a strike that lasted for 14 weeks. Many women participated in the strike, throwing eggs and bags of pepper at the deputies sent to quell the disturbance.

On November 21, 1968, the University of Wisconsin-Oshkosh was rocked by "Black Thursday" as protestors occupied the president's office demanding more black teachers, classes on African American history, black speakers on campus, and a black cultural center. Nearly 100 student protestors were arrested.

Oshkosh is probably best known for OshKosh B'Gosh, a manufacturer of overalls, adult work clothing, and children's clothing founded in 1895. Oshkosh is also home to the EAA AirVenture Oshkosh, the world's largest airshow. The airshow is held at Wittman Regional Airport, named for Oshkosh aviator S.J. Wittman (1904-1995), pilot and small aircraft designer. The City is also home to the Oshkosh Corporation, one of the world's largest manufacturers of emergency, utility, and military vehicles.

POLICIES AND PROGRAMS

Policies and programs related to the Agricultural, Natural and Cultural resources element can be found in Appendix D.

OBJECTIVES AND ACTIONS

The following objectives and actions represent the steps and resources needed to meet the goals identified in this element. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Actions represent the steps and resources needed to meet objectives.

Type	Reference	Content
Goal	ANC1	Promote the development of urban agricultural programs and activities.
Objective	ANC1.1	Support agricultural opportunities for the community.
Action	ANC1.1.1	Develop a planned system of temporary and permanent community garden sites.
Action	ANC1.1.2	Maintain and support farmer's market programs.
Action	ANC1.1.3	Explore options for community-based agricultural harvest programs.

Type	Reference	Content
Goal	ANC2	Protect and preserve wetlands, shorelands, and other environmentally sensitive areas.
Objective	ANC2.1	Participate in programs that protect and conserve environmentally sensitive areas.

Action	ANC2.1.1	Complete the Fox River Corridor with a looped trail system with an environmentally sensitive design for the shoreline.
Action	ANC2.1.2	Participate in the local Water Quality Initiative, including participating in the lake council for Lake Winnebago.
Action	ANC2.1.3	Participate in air quality meetings and educational promotions with the DNR and EPA.
Action	ANC2.1.4	Revise Zoning Ordinance to address: a. Design guidelines for land next to existing and future parks; b. Impervious surface in the floodplain.
Action	ANC2.1.5	Participate in the Winnebago Waterways project which seeks to update the lakes management plan.

Type	Reference	Content
Goal	ANC3	Protect aquatic and wildlife habitat when managing development in proximity to environmental corridors, riparian areas, and woodlands.
Objective	ANC3.1	Develop programs that protect the environmental features during development.
Action	ANC3.1.1	Continue to educate and involve public regarding: a. Water conservation practices. b. Non-point source pollution. c. Stormwater management techniques that address improving quality and lessening the quantity of runoff. d. Chemical fertilization, weed and pest control for lawns.

Type	Reference	Content
Goal	ANC4	Protect and develop passive and active recreation resources (e.g. parks, trails, hunting and fishing opportunities).
Objective	ANC4.1	Coordinate park purchases and programs that increase the amount of and connect recreational opportunities within the City and with other agencies and local units of government.
Action	ANC4.1.1	Update the “Pedestrian and Bicycle Circulation Plan”, including: a. Further identify and develop a linked network of parks and trails around and within the City. b. Complete the Fox River Corridor looped trail system with an environmentally sensitive design for the shoreline.
Action	ANC4.1.2	Implement recommendations of the “Comprehensive Outdoor Recreation Plan”, including officially mapping parks and trails.
Action	ANC4.1.3	Participate in quarry reclamation planning processes for quarries within the City and extraterritorial area.

Type	Reference	Content
Goal	ANC5	Promote an aesthetically pleasing natural environment throughout the City.
Objective	ANC5.1	Develop programs that address the aesthetic quality of new and existing development.
Action	ANC5.1.1	Identify and implement aesthetic improvements for gateways/key corridors into and through the City, including update of the “Highway 41 Corridor Plan”.
Action	ANC5.1.2	Revise Land Subdivision Ordinance to address: a. Alternative methods to stormwater management; b. Increased tree retention during development; c. Eliminating conflicts between stormwater management and development requirements.
Action	ANC5.1.3	Research and propose implementation of billboard reduction programs for the City, including highway corridors into the City.
Action	ANC5.1.4	Implement programs that mitigate the effect of emerald ash borer and other destructive insects and diseases.
Action	ANC5.1.5	Utilize the Forestry Management Plan and work with Public Works to avoid tree plantings that could damage infrastructure.

Type	Reference	Content
Goal	ANC6	Promote the on-going viability of publicly and privately owned cultural resources.
Objective	ANC6.1	Develop partnerships and programs that promote local resources to citizens and visitors.
Action	ANC6.1.1	Maintain and improve the visibility of and accessibility to our historic and cultural resources.
Action	ANC6.1.2	Pursue private/public partnerships to support the city owned and operated resources.
Action	ANC6.1.3	Increase commitment to maintain and improve historic and cultural resources owned and operated by the City.

Type	Reference	Content
Goal	ANC7	Create a strong and vibrant cultural tourism program.
Objective	ANC7.1	Coordinate events and advertising of cultural events for visitors.
Action	ANC7.1.1	Conduct a marketing and implementation study for a cultural tourism program.
Action	ANC7.1.2	Pursue funding sources for implementation of cultural tourism programming.

Type	Reference	Content
Goal	ANC8	Promote and publicize cultural events and sites within the City.
Objective	ANC8.1	Develop programs that increase awareness of local events and sites.
Action	ANC8.1.1	Pursue private/public partnerships to support the city owned and operated resources.
Action	ANC8.1.2	Maintain the “Oshkosh Events” website (www.oshkoshevents.com) with updated information regarding cultural resources and activities.
Action	ANC8.1.3	Continue coordination with OASD and UWO on historical and cultural resource curriculum.




Type	Reference	Content
Goal	ANC9	Encourage preservation and protection of the historic built environment.
Objective	ANC9.1	Develop programs that identify and promote local historic resources.
Action	ANC9.1.1	Promote identification of existing and survey potential historic districts and neighborhood boundaries.
Action	ANC9.1.2	Develop Historic Preservation Plan for the City.

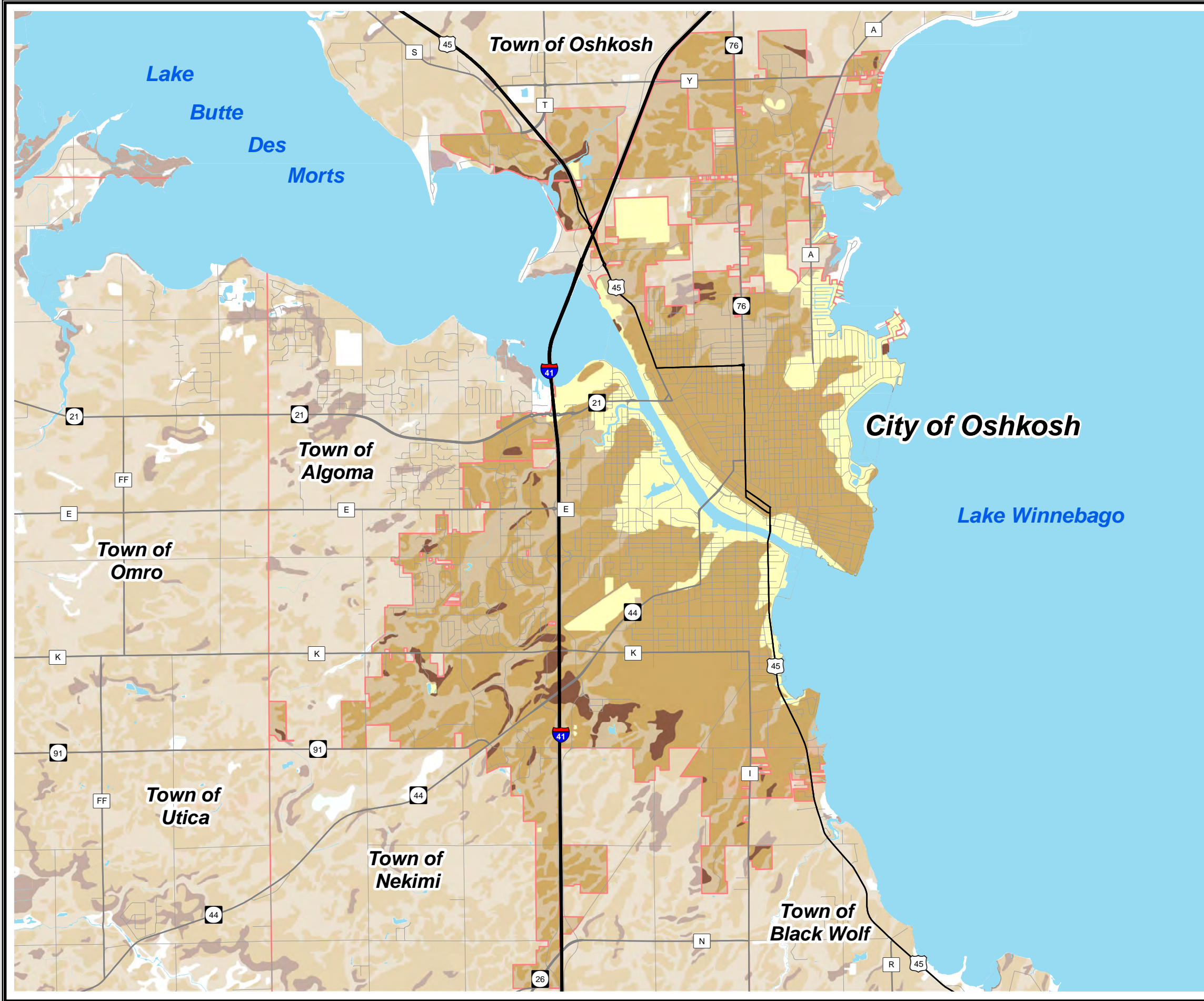
Type	Reference	Content
Goal	ANC10	Maintain, improve, and increase public access to the waterfront.
Objective	ANC10.1	Continue to provide and promote opportunities for recreational events on and public access to the Lake Winnebago and Fox River system.
Action	ANC10.1.1	Upgrade and improve the city’s way-finding signage system, including to the lake and river access points.

Type	Reference	Content
Goal	ANC11	Continue to improve the City’s overall aesthetic quality.
Objective	ANC11.1	Develop programs that update and create standards to address the aesthetic quality of new and existing development.
Action	ANC11.1.1	Explore opportunities for corridor plans into and through the City.

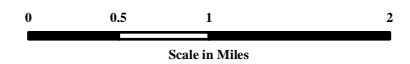
Type	Reference	Content
Goal	ANC12	Ensure ongoing communication regarding agricultural, natural and cultural resource issues and activities.
Objective	ANC12.1	Adopt policy to verify ongoing communication with agricultural, natural and cultural resource stakeholders.
Action	ANC12.1.1	Continue city staff involvement with Oshkosh Landmarks Commission.

Map 8-1: City of Oshkosh Comprehensive Plan Update Farmland Preservation

-  Prime farmland if drained
-  All areas are prime farmland
-  Farmland of statewide importance







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Base data provided by Winnebago County 2016.
Farmland data provided by NRCS USDA 2015.

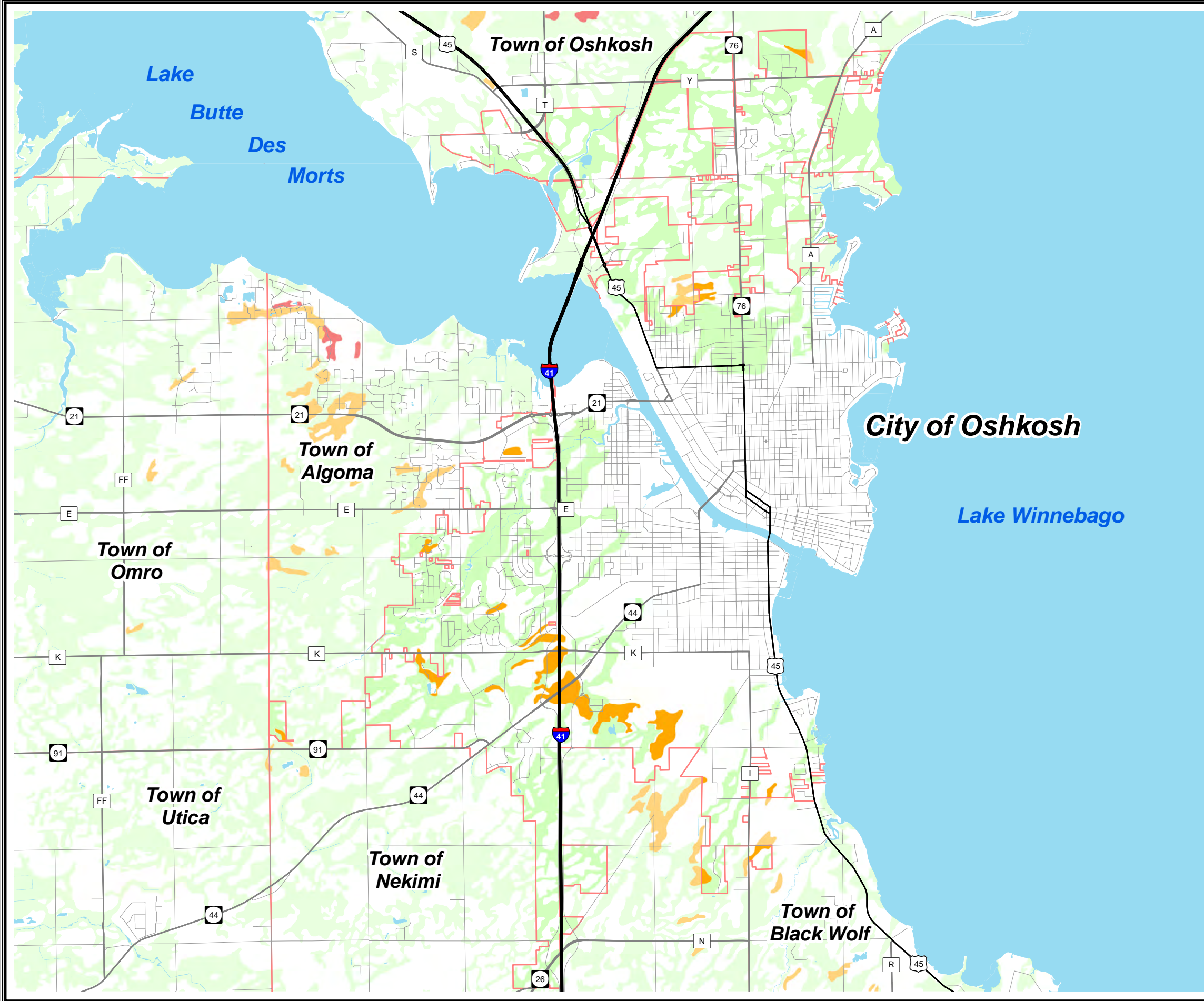


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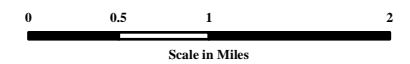
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Map 8-2: City of Oshkosh Comprehensive Plan Update Environmental - Soils

-  Sand and Gravel Suitability
-  High Bedrock (5 ft)
-  Steep Slope (>12%)
-  High Groundwater (2 ft)



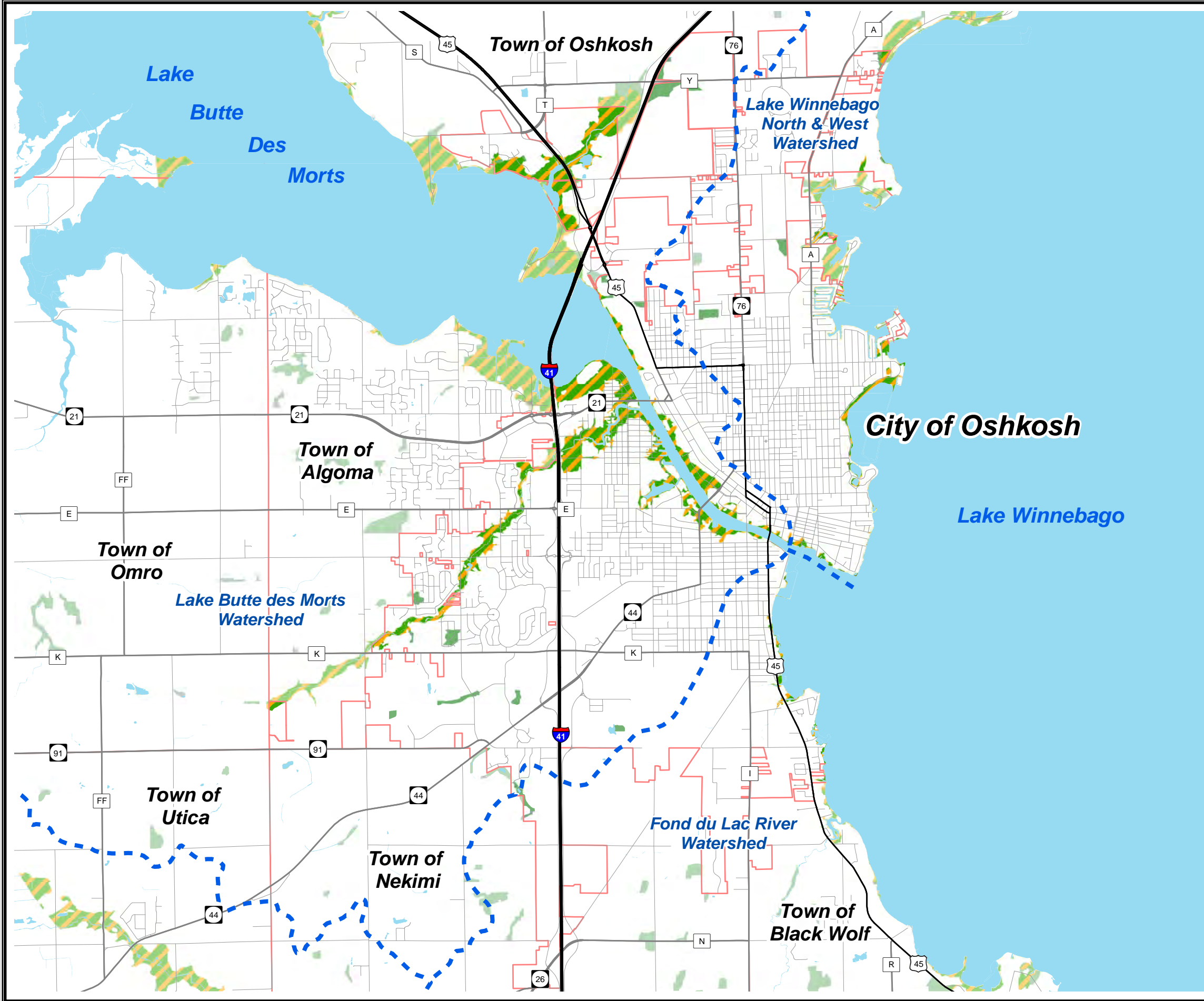
Source:
Base data provided by Winnebago County 2016.
Soil data provided by NRCS USDA 2014.



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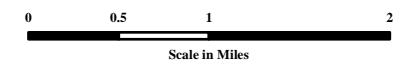
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Map 8-3: City of Oshkosh Comprehensive Plan Update Environmental - Water



- - - - Watershed Boundary
- Floodplain & Wetland
- Floodplain
- Wetland

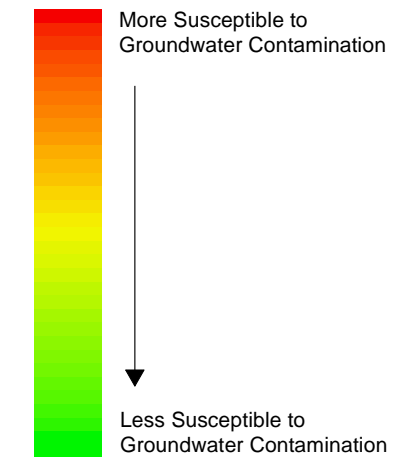
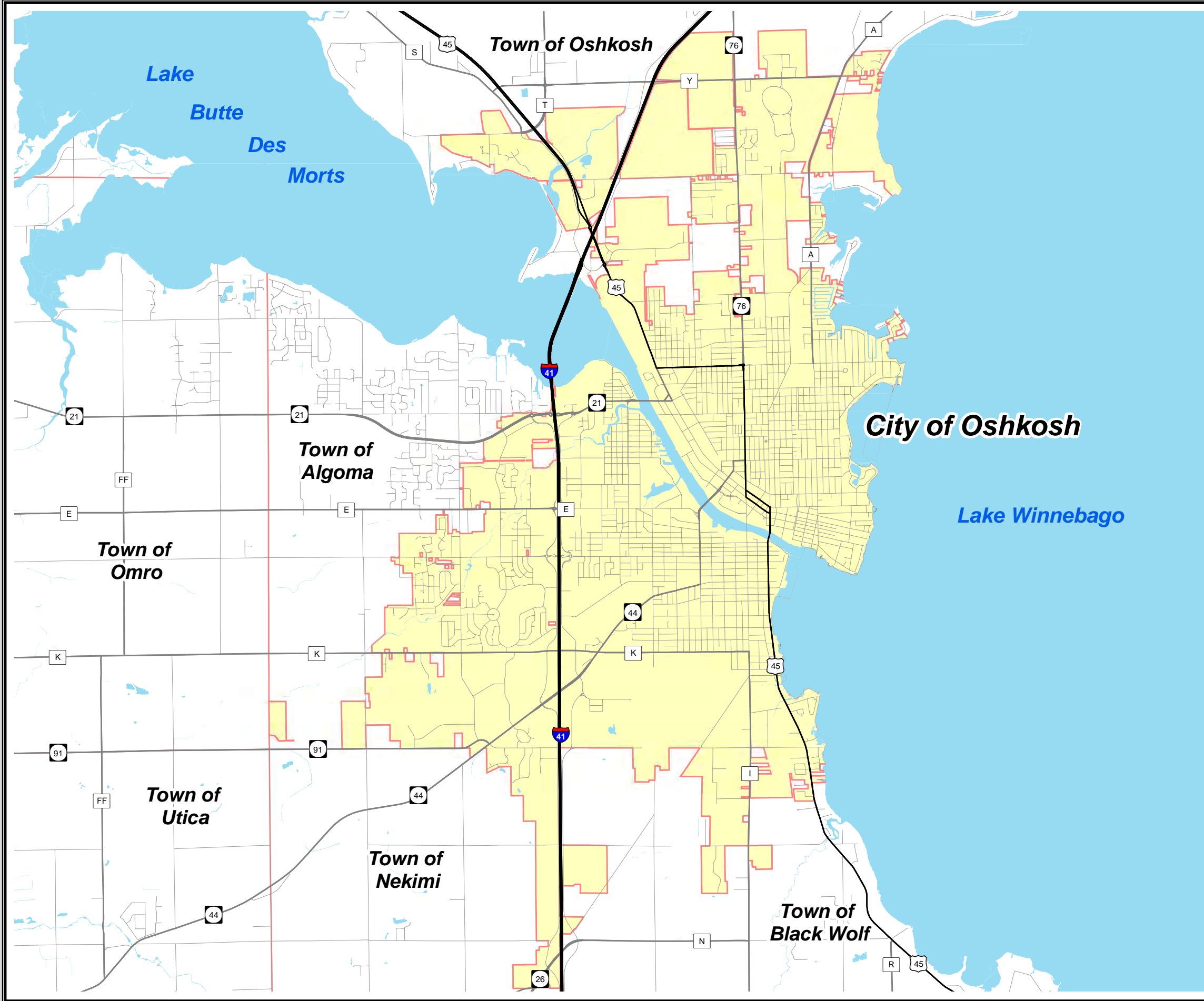
Source:
Base data provided by Winnebago County 2016.
Water resource data provided by WIS DNR 2016.



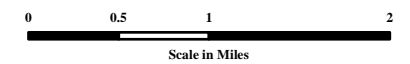
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Map 8-4: City of Oshkosh Comprehensive Plan Update Groundwater Contamination Potential



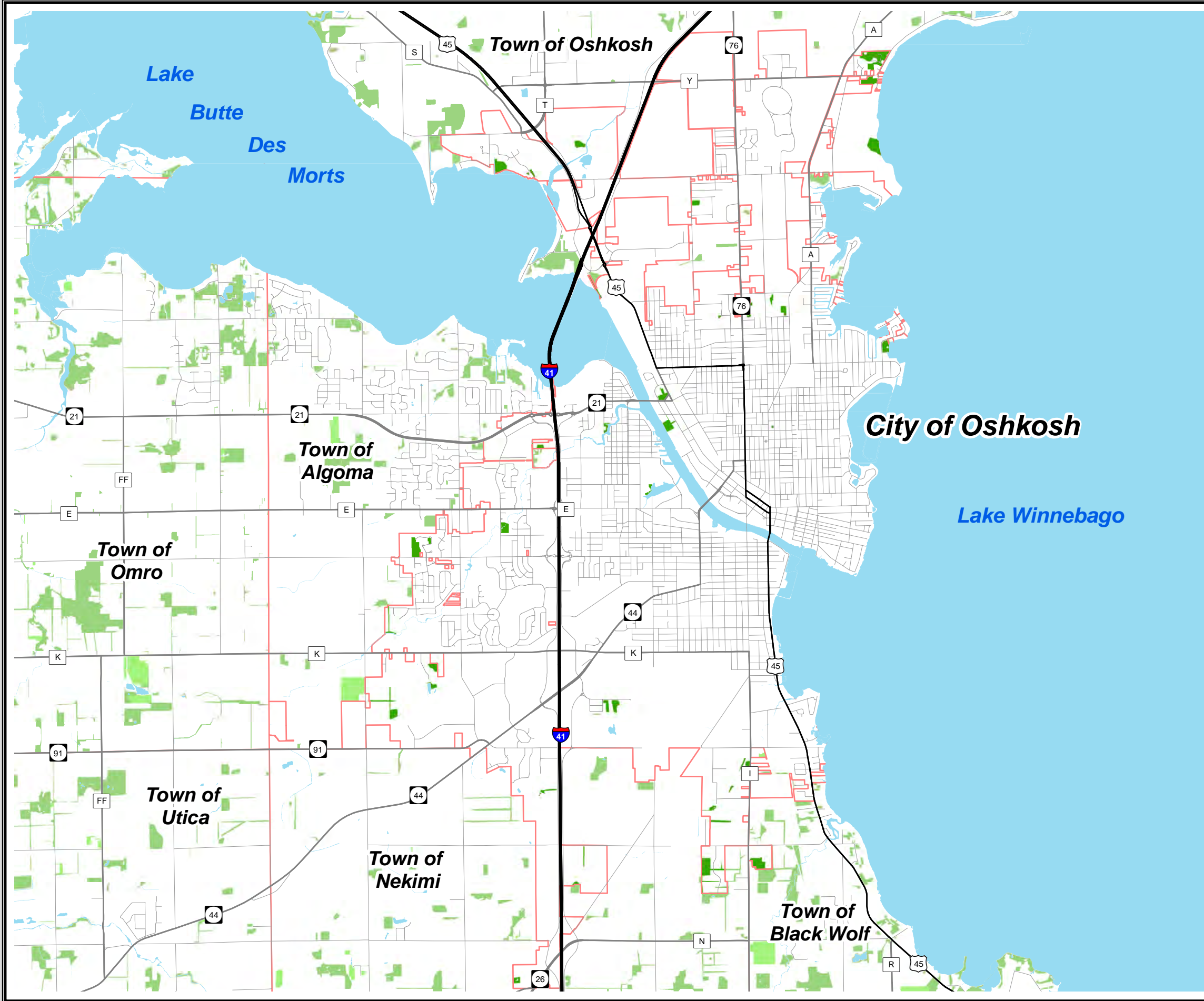
Source:
Base data provided by Winnebago County 2016.
Groundwater Contamination Potential provided by WIS DNR 2014.



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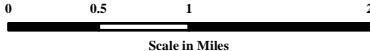
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Map 8-5: City of Oshkosh Comprehensive Plan Update Environmental - Conservation



- Planted Woodlands
- General Woodlands
- DNR Managed Lands

Source:
Base data provided by Winnebago County 2016.
Woodland data provided by ECWRPC 2016.
DNR data provided by WIS DNR 2015.



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CHAPTER 9

INTERGOVERNMENTAL COOPERATION

CHAPTER 9: INTERGOVERNMENTAL COOPERATION

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CHAPTER 9: INTERGOVERNMENTAL COOPERATION

INTRODUCTION

The relationship a municipality has with school districts, neighboring communities, the county, the Regional Planning Commission, the state, and the federal government can impact residents in terms of taxation, planning, service provision, and siting of public facilities. An examination of these relationships and the identification of existing or potential conflicts can help a municipality address these situations in a productive manner.

GOALS

The following goals were developed for this element. Goals set direction, provide purpose and accountability and provide a roadmap. Supporting Objectives and Actions are included at the end of this element.

Type	Reference	Content
Goal	IC1	Establish mutually-beneficial relations with local public, parochial, technical and university educational systems.
Goal	IC2	Establish mutually-beneficial relations with other jurisdictions.
Goal	IC3	Adopt and maintain intergovernmental agreements with all surrounding towns.
Goal	IC4	Ensure ongoing communication regarding intergovernmental issues and activities.

KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the “Inventory and Analysis” portion of the element for more detail.

Governmental Units and Relationships to the City

- a) The City shares its borders with the Towns of Oshkosh, Algoma, Nekimi and Black Wolf.
- b) The City is served by the Oshkosh Area School District.
- c) The Oshkosh School District operates recreational programming for the City.
- d) The City is part of the Oshkosh Metropolitan Planning Organization (MPO).
- e) The Winnebago County Health Department (WCHD) provides public health services for the City.
- f) Library service to City residents is provided through the Oshkosh Public Library System.
- g) The library receives the majority of its revenue from local municipalities and the county.
- h) The City works with county departments regarding public health, solid waste/recycling, and Wittman Regional Airport.
- i) ECWRPC provides planning and technical assistance to counties, communities, businesses, interest groups and individuals within its region.
- j) The WDNR works with the City in the planning and development of waterfront areas.

- k) WisDOT works with the Oshkosh Area MPO, and local municipalities to evaluate existing transportation infrastructure including bicycle and pedestrian trails as well as assists in planning efforts for future trails.
- l) The Algoma, Black Wolf and Nekimi Boundary Agreements identify areas of future growth for the City.

INVENTORY AND ANALYSIS

The following provides an inventory and analysis for intergovernmental cooperation.

GOVERNMENTAL UNITS AND RELATIONSHIPS TO THE CITY

Adjacent Communities

The City shares its borders with the Towns of Oshkosh, Algoma, Nekimi and Black Wolf.

As a result, the land use planning; road system planning and maintenance; trail planning, construction, and maintenance; other planning issues should be coordinated between municipalities. The City has certain statutory powers and authorities including the power to annex lands and exercise extraterritorial plat review and zoning in the neighboring towns. The City utilizes annexation upon request and uses a three-mile extraterritorial plat review that includes the Towns of Algoma, Black Wolf, Nekimi, Omro, Oshkosh, Utica, Vinland and Winneconne.

School Districts

The City is served by the Oshkosh Area School District. The district operates fifteen elementary schools, five middle schools, two high schools and four charter schools. Over 10,000 students are enrolled in the district. ***The Oshkosh School District operates recreational programming for the City.*** The City and the district communicate regularly and collaborate as needed.

The City is served by the Fox Valley Technical College. One campus and three education centers are located within the City. Opportunities may exist to partner with the Technical College on projects that would benefit the residents in the City.

The University of Wisconsin at Oshkosh is located within the City. It is the third largest university in the state with nearly 14,000 students. The university offers 60 majors, more than 100 minors, 15 graduate programs and a doctoral program.

Community Facilities

The City is part of the Oshkosh Metropolitan Planning Organization (MPO). The MPO encompasses the City and the Towns of Algoma, Black Wolf, Nekimi, Oshkosh and Vinland. The East Central Wisconsin Regional Planning Commission is the designated governing body for the MPO and as such works with jurisdictions within the MPO and certifies that planning requirements are met. The Oshkosh Police Department provides police services for the City and is one of three police agencies in the state to be accredited through the Commission on Accreditation for Law Enforcement Agencies (CALEA) and one of 19 police agencies that have earned Wisconsin Law Enforcement Accreditation (WILEAG). Fire protection, Fire Prevention and Emergency Medical Services for the City is provided by the City of Oshkosh Fire

Department. The department operates six fire stations. ***The Winnebago County Health Department (WCHD) provides public health services for the City.***

Library service to City residents is provided through the Oshkosh Public Library in the City. The library is part of the Winnefox Library System. The Winnefox Library System is one of 17 library systems in the state and is a federation of the public libraries in Fond du Lac, Waushara, Winnebago, Marquette and Green Lake counties. Residents of the system may use any of the public libraries in the five counties. Library systems are designed to provide expanded library services to more people without making additional large expenditures. ***The Library receives the majority of its revenue from local municipalities and the county.***

Communication and coordination between the City and providers of utility infrastructure (electric, natural gas, telecommunication, etc.), WisDOT and the Winnebago County Highway Department ensures that road construction and utility upgrades will run smoothly and that all work is done before restoration is completed. This lessens the chance that new road surfaces and restored terraces will need to be excavated shortly after construction is complete. Likewise, local governments, school districts and businesses working together on technological upgrades, ensure that these upgrades are made in concert without duplication of efforts so that a common goal can be achieved.

Winnebago County

The City is located in Winnebago County. ***The City works with county departments regarding public health, solid waste/recycling, and Wittman Regional Airport.*** City residents have access to county departments and services including senior citizen and other social services, recreational resources, property information, birth and death certificates, and others. The City and the county continue to maintain open communications with one another that work to foster good working relationships and mutual respect.

Regional

East Central Wisconsin Regional Planning Commission. Winnebago County, and thus the City, is a member of the East Central Wisconsin Regional Planning Commission (ECWRPC). ***ECWRPC provides planning and technical assistance to counties, communities, businesses, interest groups and individuals within its region.*** These services include environmental management, housing, demographics, economic development, transportation (including Metropolitan Planning Organization (MPO) work), community facilities (including Sewer Service Area (SSA) planning responsibilities), land use, contract planning, and others. ECWRPC has worked with the City on several projects over the years including transportation and sewer service area work and the current comprehensive plan update.

State

Wisconsin Department of Natural Resources (WDNR). The WDNR is responsible for the regulation, protection, and sustained management of natural resources within the state. The WDNR operates various programs in water and air quality management, habitat preservation, recreational trail development, and other programs. ***The WDNR works with the City in the planning and development of waterfront areas.***

Wisconsin Department of Transportation (WisDOT). WisDOT deals with issues related to all transportation uses in the planning area. ***WisDOT works with the Oshkosh Area MPO, and local municipalities to evaluate existing transportation infrastructure including bicycle and pedestrian trails as well as assists in planning efforts for future trails.***

Intergovernmental Agreements

Commonly referred to locally as the “boundary agreements”, the City has developed intergovernmental agreements with the Towns of Algoma, Black Wolf and Nekimi. ***The Algoma, Black Wolf and Nekimi Boundary Agreements identify areas of future growth for the City.***

POLICIES AND PROGRAMS

Policies and programs related to the Intergovernmental Cooperation element are found in Appendix D.

OBJECTIVES AND ACTIONS

The following objectives and actions represent the steps and resources needed to meet the goals identified in this element. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Actions represent the steps and resources needed to meet objectives.

Type	Reference	Content
Goal	IC1	Establish mutually-beneficial relations with local public, parochial, technical and university educational systems.
Objective	IC1.1	Provide efficient and coordinated services.
Action	IC1.1.1	Participate in planning and implementation efforts of schools system plans.
Action	IC1.1.2	Participate with the implementation and revisions of the University of Wisconsin-Oshkosh Campus Master Plan, to ensure consistency with this comprehensive plan.
Action	IC1.1.3	Provide information to public, parochial, technical and university school systems on an on-going basis that assists in their planning efforts.
Action	IC1.1.4	Explore joint purchasing and personnel where applicable.
Action	IC1.1.5	Coordinate with University of Wisconsin-Oshkosh planning efforts.
Action	IC1.1.6	Share land use information with school systems that may impact their boundaries and services.

Type	Reference	Content
Goal	IC2	Establish mutually-beneficial relations with other jurisdictions.
Objective	IC2.1	Establish effective intergovernmental land use policies within the extraterritorial jurisdiction area.

Action	IC2.1.1	Utilize the City's <i>Pedestrian and Bicycle Circulation Plan</i> to coordinate installation of sidewalks and trails that benefit non-motorized traffic, including school children.
Action	IC2.1.2	Participate in the comprehensive and strategic planning processes of other jurisdictions (towns, county, East Central WI RPC, etc.).
Action	IC2.1.3	Continue to review extraterritorial plats and land divisions to avoid land use conflicts.
Action	IC2.1.4	Participate in air quality meetings and educational promotions with the DNR and EPA.
Action	IC2.1.5	Participate in the local Water Quality Initiative, including participating in the Lake Council for Lake Winnebago.
Action	IC2.1.6	Where pertinent, notify jurisdictions about proposed developments and rezoning's.
Action	IC2.1.7	Participate in planning processes that go beyond municipal boundaries, such as highway and stormwater drainage projects.
Action	IC2.1.8	Review extraterritorial plans and officially map future streets, highways, parks, and other infrastructure to ensure adequate future facilities.
Action	IC2.1.9	Continue collaboration with I-41 initiative.
Action	IC2.1.10	Continue collaboration with Winnebago County.
Action	IC2.1.11	Continue collaboration with East Central WI RPC.
Action	IC2.1.12	Continue collaboration with state elected officials and agencies.
Objective	IC2.2	Explore intergovernmental agreements and contracts for services outside of land use (police, garbage, etc.)
Action	IC2.2.	Explore potential bus and taxi agreements with surrounding towns.

Type	Reference	Content
Goal	IC3	Adopt and maintain intergovernmental agreements with all surrounding towns.
Objective	IC3.1	Establish effective intergovernmental agreements that benefit long-range planning efforts to define agreed upon jurisdictional boundaries, land uses and service levels.
Action	IC3.1.1	Meet periodically with representatives of individual towns to establish parameters and details of future municipal boundaries.
Action	IC3.1.2	Adopt cooperative boundary plans as set forth in s.66.0307, Wisconsin Statutes.

Type	Reference	Content
Goal	IC4	Ensure ongoing communication regarding intergovernmental issues and activities.
Objective	IC4.1	Adopt policy to verify ongoing communication with intergovernmental stakeholders.
Action	IC4.1.1	Continue city staff involvement with intergovernmental functions.



CHAPTER 10

IMPLEMENTATION

CHAPTER 10: IMPLEMENTATION

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CHAPTER 10: IMPLEMENTATION

INTRODUCTION

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

ROLE OF THE PLAN

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

RESPONSIBILITY

Elected Officials

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

Plan Commission

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

¹ Wisconsin State Statutes 66.1001.

² Wisconsin State Statutes 62.23 and 60.62.

the goals, objectives and actions of the comprehensive plan. The following principles should be used in making decisions

As the City considers the implementation of the comprehensive plan, it is seeking to find better ways to utilize and apply the plan's vision, goals and objective statements to the day to day development-related decisions that occur. A set of ten (10) general principles have been developed to aid in such reviews. Ideally, while every development decision would strictly incorporate or adhere to each and every goal or objective statement in the plan, it will be very difficult (if not impossible) to do so, as certain conflicts (or 'trade-offs') might exist. These principles can help the process by forcing the contemplation of broad measures of success as they apply to the impacts of land use change across all elements of the comprehensive plan. Individual plan elements that the principle may be applied to are listed in parentheses.

In short, development decisions should consider the positive and negative impacts of effects on each of the principles listed below. Does the decision contribute positively in any way to the existence, enhancement, or improvement of this principle's arena? Furthermore does the action have short or long term impacts within the context of each principle?

1. **Identity** [Placemaking / Sense of Place] (housing, economic development, transportation, community facilities, recreation, cultural resources)
2. **Community** [Sense of Belonging] (housing, transportation, community facilities, recreation, cultural resources)
3. **Diversity** (population, housing, economy)
4. **Equity** (population, housing, services, recreation, economic development, natural resources)
5. **Efficiency** (public services, transportation)
6. **Sustainability** (environment, economy, housing)
7. **Resiliency** (environment, economy)
8. **Mobility** (transportation, housing, recreation)
9. **Health** (housing, transportation, community facilities, natural resources, recreation)
10. **Collaboration** (all elements)

CONSISTENCY

Internal Consistencies

The comprehensive plan was developed sequentially with supportive goals, objectives and actions. Utilizing the City's public participation process and information contained in the background chapters as a basis, key issues were identified for each of the nine elements of the plan. Using these issues, along with factual information regarding natural features, historical population and housing data, population and housing projections, and an analysis of existing infrastructure, goals, objectives and actions for each comprehensive planning element were developed. The identified goals, objective and actions expressed in this plan were used to prepare the Future Land Use Map (Map 4-5). To maintain internal consistency, any amendment to the plan should be accompanied with an overall review of all nine elements and their associated goals, objectives and recommendations.

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

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

External Consistencies

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

MONITORING PROGRESS

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

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

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

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

⁴ *Wisconsin State Statutes 66.1001(3)*.

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

UPDATING THE PLAN

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

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

ADOPTING THE PLAN OR UPDATE

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

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

- Every governmental body that is located in whole or part within the boundaries of the local governmental unit (county, utility districts, school districts, sanitary districts, drainage districts).
- The clerk of every local governmental unit that is adjacent to the local governmental unit that is the subject of the plan that is adopted or amended.
- The Wisconsin Department of Administration (email notification required only).

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

- East Central Wisconsin Regional Planning Commission.
- The public library that serves the area in which the local government unit is located.

LAND USE PLANNING CONTROLS

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

Zoning

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

The Plan Commission and City Council must continually ensure that any future zoning changes are consistent with the comprehensive plan. Several actions can be taken to ensure that zoning decisions are made that accommodate the preferred future land uses as indicated on the Future Land Use Map (Map 10-1).

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

Official Maps

Cities, villages, and towns which have adopted village powers have the authority to develop an official map⁷. An official map is a diagram which delineates the current and future roadways such as local streets, highways, historic districts, parkways, and parks. Additionally, an official map may delineate railroad right-of-ways, waterways (only if included on a comprehensive surface water drainage plan) and public transit facilities. Furthermore the map may establish exterior lines of future streets, highways, historic districts, parks, parkways, public transit facilities, waterways, and playgrounds. Official maps serve several important functions which ensure that future land use decisions will remain compliant with the comprehensive plan.

- Future costs for land acquisitions for city/village/town streets and other delineated features are lowered or minimized because the land will remain vacant.

⁶ 2009 Wisconsin Act 379.

⁷ Wisconsin Statutes 62.23(6).

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

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

Sign Regulations

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

Erosion and Stormwater Control Ordinances

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

Historic Preservation Ordinance⁸

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

Design Review Ordinance

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

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

Building/Housing Codes

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

Floodplain Ordinance

The City regulates all areas within the City that would be covered by the regional flood or base flood. In some instances, it may be important to readjust the floodplain boundaries in specific areas. In order to do so, local communities must follow these steps:

- 1) Contract with an engineering firm to conduct hydrologic and hydraulic engineering studies and modeling to calculate the floodplain for the specified area. It is recommended that 2 foot contour intervals be utilized.
- 2) Submit the recalculated floodplain boundaries to the WDNR and FEMA for review.
- 3) If approved, amend existing zoning maps to reflect the re-calculated floodplain boundaries.

Subdivision Ordinances

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

Lighting Controls/Ordinances

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

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

CONSISTENCY WITH OTHER PLANS

Several plans have been adopted since the 2005 comprehensive plan update. It is not the intent of this plan to replicate those documents within the framework of this update but those that have been adopted are incorporated by reference into this comprehensive plan update. Plans being incorporated by reference into the comprehensive plan will be reviewed for consistency and have the same force as the comprehensive plan. Should there be any conflict between any of the listed plans below and the comprehensive plan language will take precedence unless amended.

Capital Improvement Program

The annual CIP includes projects related to street, water, sanitary, sidewalk, stormwater, parks, major equipment purchases and property improvements that will occur each year and also plans projects for the next four years. The recommendations as identified in the plan should be compared on an annual basis when preparing and adopting the CIP. Where applicable, implementation actions of this plan should be included in the CIP.

City of Oshkosh Strategic Plan

Every two years, the Oshkosh Common Council and City leadership develop a strategic plan which identifies strategic initiatives intended to help the City growth and serve the citizens. The plan is used as a guide for elected officials and city staff when developing the city's budget, CIP, and priorities within each department.

University of Wisconsin-Oshkosh Campus Master Plan

At over 120 acres and being one of the City's largest employers, the UWO Campus is a major presence in the Central City that significantly impacts its neighbors and the City. The UWO Campus Master Plan, originally prepared in 1998 and updated in 2003, outlines the future plans of the campus. The updated plan has several land use related impacts including the construction of a parking ramp, closing of Algoma Boulevard, the reconfiguration of High Avenue and Pearl Avenue, and the addition of parking.

Comprehensive Outdoor Recreation Plan (CORP)

The Comprehensive Outdoor Recreation Plan was adopted by the Common Council in 2003 and updated in 2011, and most recently in 2018. The plan is a formal document designed to assist the City in the development of park and open space amenities to provide for the need of residents. The plan provides a means for identifying, analyzing, promoting, and responding to changes in society, both present and future. As the CORP has planning and development implications, development proposals, official mapping, subdivisions, and zone changes will be reviewed for consistency with this plan.

Pedestrian and Bicycle Circulation Plan

The "Pedestrian and Bicycle Circulation Plan" was adopted in 1998 and updated in 2011 and is currently being updated. The plan inventories existing bicycle and pedestrian facilities, which includes existing trails, sidewalks, and the policies that affect these facilities. The plan includes a twenty-year facilities plan, recommended revisions to the Zoning Ordinance, and priority improvements for arterial streets throughout the City. This plan is currently in the process of being updated.

Imagine Oshkosh, A Master Plan For Our Center City

The Imagine Oshkosh Plan or Central City Investment Strategy, adopted by Council in 2017 is a policy guide and action framework to elevate the Center City and provides recommendations, strategies, and policies to maintain and improve the broader downtown area and represents a comprehensive update to the Downtown Action Plan of 2000.

The Imagine Oshkosh Plan stands as a long-term vision and comprehensive investment strategy for Center City, directing growth, development, and infrastructure investment. In addition to guiding the City's elected and appointed officials and staff, Image Oshkosh is a resource for businesses, not-for-profits, developers, and other important community stakeholders.

ONE Oshkosh Our Neighborhoods Engage Strategic Plan

ONE Oshkosh (Our Neighborhoods Engage) is intended to bring together public and private resources to invest in neighborhoods through property improvements and stronger relations among neighbors. In 2016, City staff worked closely with Greater Oshkosh Healthy Neighborhoods, Inc. (GO-HNI), Habitat for Humanity – Oshkosh, Winnebago/Oshkosh Housing Authority, ADVOCAP, Inc. and local resident leaders to identify roles and responsibilities that seek to strengthen neighborhoods and achieve positive outcomes in four areas: Image, Market, Physical Conditions and Neighborhood Management. Efforts have led to the development of an overarching brand (ONE Oshkosh) and the following Strategic Plan which is intended to promote collaborative efforts among agencies to collectively work towards implementation of the Common Council's Strategic Plan Goal - Strengthen Neighborhoods.

City Center Corridors Plan 9th Avenue & South Park Avenue

The purpose of the corridors plan is to guide planning and policy decisions for future improvements to 9th Avenue and South Park Avenue. This includes issues related to land use, multi-modal transportation, and urban design. The corridors plan should be adopted as an addendum to the Oshkosh Comprehensive Plan. In 2015, the City of Oshkosh initiated Imagine Oshkosh, a planning process to address issues and opportunities within the Downtown and surrounding area, dubbed the Center City. A key concern identified through the process was the corridors which provide access to the Center City. Recognizing the need to address local corridors, the City initiated a secondary planning process to analyze and develop policies and recommendations for two prominent routes.

IMPLEMENTATION SCHEDULE

The goals established in the implementation schedule should be applied over the planning period which begins in 2018 with the adoption of the comprehensive plan and runs through the planning period. They represent priorities for the City. Supporting objectives and actions developed with the goals provide more detailed and readily measurable steps toward reaching each goal, while actions used to ensure plan implementation.

Due to the nature of comprehensive planning, goals, objectives and actions of each particular element are interrelated. To ensure that implementation of the plan is achieved in a timely fashion, landmark dates have been set for each recommendation. During periodic reviews, the Plan Commission should verify that these deadlines have been met and consider additional recommendations to better achieve the stated goal, if necessary. Specific landmark dates have

been established to ensure that individual recommendations complement one another in their implementation. The landmark dates have been reviewed by the public, the Plan Commission, City Staff and the City Council to assure that they are feasible expectations.

The goals found below are a summary of the items found in chapters 2 through 9.

Priority/Timeline

The plan should be implemented over a period of 20 years. The following is a listing of the priorities ranging from high priority (1) to low priority (4).

Land Use

Type	Reference	Content	Priority	Timeframe	Lead	Secondary
Goal	LU1	Provide sufficient land area with adequate services to meet projected land demand for various types of land uses.	1	Ongoing	Plan Commission	Planning Services Division
Goal	LU2	Encourage the efficient and compact utilization of land.	2	Ongoing	Plan Commission	Planning Services Division
Goal	LU3	Encourage compatible land use development.	2	Ongoing	Plan Commission	Planning Services Division
Goal	LU4	Encourage redevelopment to be oriented toward the waterfront and increase public access where appropriate.	2	Ongoing	Economic Development Division	Redevelopment Authority and Planning Services Division
Goal	LU5	Maintain and preserve the viability of existing neighborhood development.	2	3 - 5 Years	GO HNI	Planning Services Division
Goal	LU6	Promote environmentally sensitive and responsible utilization of land, incorporating permanent open space and natural resources.	3	6 - 10 Years	Plan Commission	Planning Services Division
Goal	LU7	Ensure ongoing communication regarding land use issues and activities.	1	Ongoing	Planning Services Division	Plan Commission

Economic Development

Type	Reference	Content	Priority	Timeframe	Lead	Secondary
Goal	ED1	Leverage the collective assets of the broader region for increased economic prosperity within the City of Oshkosh.	3	6 - 10 Years	GO EDC	Economic Development Division

Goal	ED2	Promote and support the diversification of the industrial and manufacturing employment base in order to have a more resilient local and regional economy.	1	Ongoing	GO EDC	Economic Development Division
Goal	ED3	Retain and attract a strong core of stable employers within the City of Oshkosh.	1	Ongoing	GO EDC	Economic Development Division
Goal	ED4	Support the growth of entrepreneurship activities and new companies within the City of Oshkosh.	2	Ongoing	GO EDC	Economic Development Division
Goal	ED5	Promote Oshkosh as a regional economic center within the larger Fox Valley / I-41 Corridor market.	2	Ongoing	GO EDC	Economic Development Division
Goal	ED6	Develop the physical facilities, within designated Economic Activity Zones, and other parts of Oshkosh, which support economic development linking Oshkosh to the regional and global network.	3	6 - 10 Years	Economic Development Division	GO EDC
Goal	ED7	Promote destination tourism for individuals, or group activities such as conferences, recreational activities, and special events.	2	3 - 5 Years	Convention and Visitors Bureau	Economic Development Division
Goal	ED8	Support programs designed to enhance and develop workforce skills and attract workers to the City.	1	Ongoing	GO EDC	Economic Development Division
Goal	ED9	Increase the economic and social opportunities within the downtown, central city and waterfront areas.	2	3 - 5 Years	Economic Development Division	GO EDC
Goal	ED10	Strengthen and improve major entryways into the City as well as other commercial and retail corridors within the City.	4	11 - 20 Years	Plan Commission	Planning Services Division

Goal	ED11	Maintain and improve the quality of the City's neighborhoods.	3	6 - 10 Years	GO HNI	Planning Services Division
Goal	ED12	Celebrate the overall high quality of life and sense of place that the City of Oshkosh and surrounding region have to offer.	4	Ongoing	Economic Development Division	GO EDC
Goal	ED13	Continue to improve the City's overall aesthetic quality.	3	Ongoing	Plan Commission	Public Arts and Beautification Committee
Goal	ED14	Ensure ongoing communication regarding Economic Development issues and activities.	1	Ongoing	Economic Development Division	GO EDC

Housing

Type	Reference	Content	Priority	Timeframe	Lead	Secondary
Goal	H1	Develop policies and programs to create housing products to address unmet needs as market conditions evolve.	1	1 - 2 Years	City Council	Planning Services Division
Goal	H2	Maintain or rehabilitate the City's existing housing stock.	2	Ongoing	Planning Services Division	GO HNI
Goal	H3	Enhance environmental quality, promote good design, and eliminate and lessen land use conflicts throughout the community.	3	6 - 10 Years	Plan Commission	Sustainability Advisory Board
Goal	H4	Ensure ongoing communication regarding housing issues and activities.	1	Ongoing	Planning Services Division	GO HNI

Transportation

Type	Reference	Content	Priority	Timeframe	Lead	Secondary
Goal	T1	Provide efficient and well-designed collector and arterial streets and highways.	1	Ongoing	Department of Public Works	Traffic and Parking Advisory Board
Goal	T2	Increase efficiency and "reduce friction" on principal arterial streets, which form the primary circulation system.	2	Ongoing	Traffic and Parking Advisory Board	Transportation Department
Goal	T3	Maintain efficiency of the regional highway system for high speed intercity transportation.	2	Ongoing	Metropolitan Planning Organization	Department of Public Works
Goal	T4	Ensure adequate parking is available throughout the City.	3	Ongoing	Traffic and Parking Advisory Board	Transportation Department
Goal	T5	Provide quality public transit and paratransit services.	2	Ongoing	GO Transit	Transit Advisory Board
Goal	T6	Provide facilities for pedestrian and bicycle circulation.	2	Ongoing	Pedestrian and Bicycle Advisory Committee	Planning Services Division
Goal	T7	Maintain adequate and efficient aviation facilities serving the Oshkosh area.	3	Ongoing	Winnebago County	Aviation Committee
Goal	T8	Promote and maintain efficient freight rail serving the Oshkosh area.	3	Ongoing	GO EDC	Economic Development Division
Goal	T9	Encourage the establishment of passenger rail service in the Oshkosh area.	4	Ongoing	Metropolitan Planning Organization	Plan Commission
Goal	T10	Ensure ongoing communication regarding transportation issues and activities.	1	Ongoing	Metropolitan Planning Organization	Planning Services Division

Utilities and Community Facilities

Type	Reference	Content	Priority	Timeframe	Lead	Secondary
Goal	UCF1	Expand and maintain utility and community facilities and services provided by both public and private entities that support economic and residential development.	1	Ongoing	City Council	Department of Public Works
Goal	UCF2	Design facilities and services for an adequate level of service, based on standards for population and demand for those facilities and services.	1	Ongoing	City Council	Department of Public Works
Goal	UCF3	Promote neighborhoods designed to include pedestrian- and bicycle friendly facilities and public gathering places.	2	3 - 5 Years	Plan Commission	Pedestrian and Bicycle Advisory Committee Parks Department
Goal	UCF4	Promote growth and redevelopment of property included within the service areas of the existing infrastructure and service system.	2	3 - 5 Years	Plan Commission	Planning Services Division
Goal	UCF5	Utilize environmentally sensitive methods and systems.	2	3 - 5 Years	Public Works	Planning Services Division
Goal	UCF6	Ensure ongoing communication regarding Utilities and Community Facilities issues and activities.	1	Ongoing	Public Works	Planning Services Division

Agricultural, Natural and Cultural Resources

Type	Reference	Content	Priority	Timeframe	Lead	Secondary
Goal	ANC1	Promote the development of urban agricultural programs and activities.	3	6 - 10 Years	Sustainability Advisory Board	Planning Services Division
Goal	ANC2	Protect and preserve wetlands, shorelands, and other environmentally sensitive areas.	2	3 - 5 Years	Plan Commission	Sustainability Advisory Board
Goal	ANC3	Protect aquatic and wildlife habitat when managing development in proximity to environmental corridors, riparian areas, and woodlands.	2	3 - 5 Years	Department of Public Works	Sustainability Advisory Board
Goal	ANC4	Protect and develop passive and active recreation resources (e.g. parks, trails, hunting and fishing opportunities).	3	6 - 10 Years	Advisory Parks Board	Parks Department
Goal	ANC5	Promote an aesthetically pleasing natural environment throughout the City.	1	Ongoing	Plan Commission	Parks Department
Goal	ANC6	Promote the on-going viability of publicly and privately owned cultural resources.	3	6 - 10 Years	Museum Board	Landmarks Commission
Goal	ANC7	Create a strong and vibrant cultural tourism program.	2	3 - 5 Years	Convention and Visitors Bureau	GO EDC
Goal	ANC8	Promote and publicize cultural events and sites within the City.	2	3 - 5 Years	Convention and Visitors Bureau	GO EDC
Goal	ANC9	Encourage preservation and protection of the historic built environment.	2	3 - 5 Years	Landmarks Commission	Plan Commission
Goal	ANC10	Maintain, improve, and increase public access to the waterfront.	1	1 - 2 Years	Plan Commission	Planning Services Division
Goal	ANC11	Continue to improve the City's overall aesthetic quality.	2	3 - 5 Years	Public Arts and Beautification Committee	Plan Commission

Goal	ANC12	Ensure ongoing communication regarding agricultural, natural and cultural resource issues and activities.	1	Ongoing	Landmarks Commission	Planning Services Division
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Intergovernmental Cooperation

Type	Reference	Content	Priority	Timeframe	Lead	Secondary
Goal	IC1	Establish mutually-beneficial relations with local public, parochial, technical and university educational systems.	1	Ongoing	City Council	City Manager
Goal	IC2	Establish mutually-beneficial relations with other jurisdictions.	1	Ongoing	City Council	City Manager
Goal	IC3	Adopt and maintain intergovernmental agreements with all surrounding towns.	1	1 - 2 Years	City Council	City Manager
Goal	IC4	Ensure ongoing communication regarding intergovernmental issues and activities.	1	Ongoing	City Council	City Manager



APPENDICES

APPENDICES

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APPENDIX A

PUBLIC PARTICIPATION PLAN



MEMORANDUM

TO: Honorable Mayor and Members of the Common Council

FROM: Darryn Burich
Director of Planning Services

DATE: March 3, 2016

RE: Approve Amended Public Participation Plan / City of Oshkosh Comprehensive Plan (Plan Commission Recommends Approval)

BACKGROUND

In the early 2000's as the City was preparing to move forward to develop a state mandated comprehensive plan, known commonly as the "Smart Growth" law, one of the requirements was to approve a Public Participation Plan that would let the public know how the plan was being developed; who would be involved in the preparation; and how the information would be disseminated to the public in an effort to incorporate transparency into the process. A Public Participation Plan was approved which guided the development of the 2005 City of Oshkosh Comprehensive Plan. Now that the City is undertaking a general update to the 2005 Comprehensive Plan being led by East Central Wisconsin Regional Planning Commission, staff is proposing some minor updates to the Public Participation Plan that reflects the update process and clarifies how the public will be involved and how information/feedback will be developed and disseminated during the update and approval process. Included in this staff report is a marked up copy of where changes are proposed to the current Public Participation Plan.

ANALYSIS

Some of the more significant changes proposed are reducing the number of public hearings from 3 to 2 as only one is required including several areas of public involvement and additional hearings seem unnecessary and administratively burdensome for a minor update. A change to allow Plan Commission alternates to be members of the Comprehensive Plan Update Committee (CPUC) even if all other Plan Commission members are present as there is no total membership cap and the participation of alternates will be an asset to the overall update process. A change from Steering Committee meetings to Targeted Focus Group meetings as this is a minor update versus a major update where more specific time may be needed to review each element. Steering Committees will once again be used when a major update is needed in the mid 2020's. A change to utilize recent feedback from past/ongoing planning projects to be used as a guide for forming recommendations as part of this update to reflect the time and effort put into developing those plans. A change to the intergovernmental meetings scheduled to be held clarifying who will be contacted as part of the update process. The existing Public Participation Plan is over 10 years old and it is necessary to review and refresh the existing plan given the changes that have occurred in overall planning and to reflect that this is a minor versus major update to the Comprehensive Plan.

FISCAL IMPACT

RECOMMENDATION

The Plan Commission recommended approval of the amendment to the Comprehensive Plan Public Participation Plan at its March 1, 2016 meeting.

Respectfully Submitted,

Approved,

Darryn Burich
Director of Planning Services

Mark Rohloff
City Manager



APPENDIX B
PROJECT MEETINGS

Oshkosh Comprehensive Plan Update

List of Project Meetings

Meeting Date	Type	Items discussed
4/9/16	Comprehensive Plan Update Committee Project Meeting	<ul style="list-style-type: none"> • Project kickoff • Project expectations • Demographic highlights
7/25/16	Comprehensive Plan Update Committee Project Meeting	<ul style="list-style-type: none"> • Committee handbook • Public participation map exercise • Economic Development background • Housing background
9/12/16	Comprehensive Plan Update Committee Project Meeting	<ul style="list-style-type: none"> • Housing background • Transportation background • Economic Development existing goals review
10/24/16	Comprehensive Plan Update Committee Project Meeting	<ul style="list-style-type: none"> • Economic Development existing goals review • Housing existing goals review • Transportation existing goals review • Outreach events
12/5/16	Comprehensive Plan Update Committee Project Meeting	<ul style="list-style-type: none"> • Intergovernmental Cooperation background and existing goals review • Agricultural, Natural and Cultural Resources background and existing goals review • Outreach events
1/30/17	Comprehensive Plan Update Committee Project Meeting	<ul style="list-style-type: none"> • Utilities and Community Facilities background element review • Utilities and Community Facilities existing goals and objectives review • Project check-in
3/13/17	Comprehensive Plan Update Committee Project Meeting	<ul style="list-style-type: none"> • Outreach events • Land Use element background review • Land Use element existing goals and objectives review • Implementation discussion
4/24/17	Comprehensive Plan Update Committee Project Meeting	<ul style="list-style-type: none"> • Outreach events • Intergovernmental updated goals and objectives review • Transportation updated goals and objectives review • Agricultural, Cultural and Natural Resources updated goals and objectives review
6/26/17	Comprehensive Plan Update Committee Project Meeting	<ul style="list-style-type: none"> • Housing updated goals and objectives review • Economic Development updated goals and objectives review • Utilities and Community Facilities updated goals and objectives review
7/17/17	Comprehensive Plan Update Committee Project Meeting	<ul style="list-style-type: none"> • Utilities and Community Facilities updated goals and objectives review (started at previous meeting) • Land Use presentation and discussion
7/31/17	Comprehensive Plan	<ul style="list-style-type: none"> • Land Use projections summary

	Update Committee Project Meeting	<ul style="list-style-type: none"> • Land Use map concepts presentation and discussion
8/28/17	Comprehensive Plan Update Committee Project Meeting	<ul style="list-style-type: none"> • Final review of elements discussion • Future Land Use map concepts discussion
10/16/17	Comprehensive Plan Update Committee Project Meeting	<ul style="list-style-type: none"> • Implementation discussion • Future Land Use map concepts discussion
11/20/17	Comprehensive Plan Update Committee Project Meeting	<ul style="list-style-type: none"> • Review of updated elements • City limits Future Land Use map review (introduced at 10/16/17 meeting) • Extraterritorial Future Land Use map concepts discussion (map to be distributed at meeting)
1/8/18	Comprehensive Plan Update Committee Project Meeting	<ul style="list-style-type: none"> • Future Land Use map review
4/30/18	Comprehensive Plan Update Committee Project Meeting	<ul style="list-style-type: none"> • Final Draft review including general discussion and Economic Development Strengths and Weaknesses • Possible action to start adoption process
8/13/18	Comprehensive Plan Update Committee Project Meeting	<ul style="list-style-type: none"> • Final Draft review including review of city staff updates and Future Land Use Map • Adoption process



APPENDIX C

PLAN ADOPTION

RESOLUTION NO. 18-01

A RESOLUTION APPROVING THE UPDATE TO THE
COMPREHENSIVE PLAN OF THE CITY OF OSHKOSH, WISCONSIN

WHEREAS, pursuant to section 62.23 (2) and (3) of the Wisconsin Statutes, the City of Oshkosh is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, according to the general purposes set forth in section 66.1001 of the Wisconsin Statutes, the Common Council adopted said Comprehensive Plan for the City of Oshkosh, Wisconsin in March, 2005; and

WHEREAS, section 66.1001, of the Wisconsin Statutes provides that a comprehensive plan shall be updated no less than once every 10 years, and

WHEREAS, the Plan Commission has prepared an update to the 2005 plan, titled the *City of Oshkosh Comprehensive Plan Update 2040* and

WHEREAS, the Plan Commission finds that the *City of Oshkosh Comprehensive Plan Update 2040*, contains all the required elements specified in Section 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, the City has duly noticed and held a public hearing on the draft plan, following the procedures in Section 66.1001(4)(d) of the Wisconsin Statutes.

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 66.1001(4)(b) of the Wisconsin Statutes, the City of Oshkosh Plan Commission hereby approves the *City of Oshkosh Comprehensive Plan Update 2040*.

BE IT FURTHER RESOLVED that the Plan Commission does hereby recommend that the Common Council enact an Ordinance adopting the *City of Oshkosh Comprehensive Plan Update 2040*,

Adopted this 4th day of September, 2018
Ayes 8 Nays 0 Absent



Plan Commission Chair



Vice-Chair of the Plan Commission



APPENDIX D

POLICIES AND PROGRAMS

APPENDIX D: POLICIES AND PROGRAMS

INTRODUCTION

Growth and development patterns do not occur in a vacuum. Over time, federal, state and local policies have directed the amount and location of development. State transportation policies and state land use legislation such as NR121, farmland preservation, natural resource protection and real estate tax codes have influenced growth and settlement. Local attitudes towards growth and accompanying zoning legislation, transportation and utility investments and tax and land subsidies also influence the type and amount of growth and development which occurs in each community.

Policies which impact growth and development have been developed over time by different agencies and different levels of government with varying missions and objectives. The resulting policies and programs are sometimes complementary and sometimes contradictory. It is the interaction of these various policies and market influences that determine actual growth patterns. Although many current federal and state policies and subsidies still encourage expansion, other policies such as the 14 land use goals developed by the state also encourage communities to accommodate growth in perhaps a more efficient manner than they have in the past. The adopted comprehensive plan legislation encourages communities to develop comprehensive plans, but provides communities with the opportunity to determine their own growth patterns. As a result, the type of development which will occur in the future is still open to debate.

ISSUES AND OPPORTUNITIES

Regional and County Policies

Regional Policies

East Central Wisconsin Regional Planning Commission

Milestone #3, Goals, Strategies, and a Plan for Action, Year 2030 Regional Comprehensive Plan “Shaping the 21st Century”. East Central adopted Milestone #3, its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning process, several key issues were identified:

- How do we plan for continued population growth, which will result in an increase in demand for services and land consumption in the region?
- How do we promote the recognition of the relationship between the density of settlement and amount and location of land consumed for housing, commercial, and industrial uses and the costs of services?
- How do we ensure the economic vitality of the agricultural and forestry sectors in the context of a decrease in the amount of open space?
- How do we address the conflicts that will arise given that the majority of future growth is expected to occur in the urban counties, which is where most of the region’s more

productive farmland is located? More specifically, how will we address the impact on the farm economy?

- How do we ensure that an increase in urbanization has a positive impact on rural communities?
- Urban counties in the region currently have greater social and economic capital, more government support due to a larger tax base, and greater access to nonprofit services than rural counties. Current trends show the educational and income gap between urban counties and rural counties widening. How do we plan to decrease this gap and promote a healthy, vibrant economy and quality of life for all residents throughout the region?

The core goal of the Issues and Opportunities section is:

- To promote communities that are better places to live. That is, communities that are economically prosperous, have homes at an affordable price, respect the countryside, enjoy well designed and accessible living and working environments, and maintain a distinct sense of place and community.

The intent of this goal is to minimize the negative effects of sprawl development and provide a cost-effective variety of services and infrastructure that will meet the changing demographics of the overall population.

Federal, State and Regional Programs

This section includes information on federal, state and regional programs which were used to develop this chapter. Other programs which influence growth and may impact future socio-economic conditions will be described in pertinent chapters within this appendix.

Federal Programs

United States Department of Commerce

Economics and Statistics Administration (ESA). The Economics and Statistics Administration collects, disseminates and analyzes broad and targeted socio-economic data. It also develops domestic and international economic policy. One of the primary bureaus within the ESA is the U.S. Census Bureau. The majority of information analyzed in this chapter was collected and disseminated by the Census Bureau, which is the foremost data source for economic statistics and demographic information on the population of the United States. The Census Bureau conducts periodic surveys and decennial censuses that are used by federal, state, and local officials and by private stakeholders to make important policy decisions. The Bureau produces a variety of publications and special reports regarding the current and changing socio-economic conditions within the United States. It develops national, state and county level projections and also provides official measures of electronic commerce (e-commerce) and evaluates how this technology will affect future economic activity.

State Programs

Wisconsin State Data Center (WSDC)

The Wisconsin State Data Center is a cooperative venture between the U.S. Bureau of the Census, DOA, the Applied Population Laboratory at the University of Wisconsin-Madison and 35 data center affiliates throughout the state.¹ The U.S. Bureau of the Census provides census publications, tapes, maps and other materials to the WSDC. In exchange, organizations within WSDC function as information and training resources. DOA is the lead data center and the Applied Population Laboratory functions as the coordinating agency throughout the state. Local data center affiliates, such as East Central, work more closely with communities and individuals within their region.

Wisconsin Department of Administration (DOA)

Demographic Services Center. The Wisconsin Department of Administration (DOA) Demographic Services Center is responsible for developing annual population estimates for all counties and all minor civil divisions (MCD) in the state. They develop annual estimates of the voting age population by MCD and population estimates by zip code. The Demographic Services Center also produces annual county level housing unit and household estimates. The Demographic Services Center also develops population projections by age and sex for all Wisconsin counties, and produces population projections of total population for all municipalities.

University of Wisconsin-Madison

Applied Population Laboratory (APL). The Applied Population Laboratory is located with the Department of Rural Sociology at the University of Wisconsin-Madison. They conduct socio-economic research, give presentations and publish reports and chartbooks. They will contract to do specific studies or school district projections. APL also functions as the coordinating agency for the WSDC and the lead agency for the Wisconsin Business/Industry Data Center (BIDC).

Regional Programs

East Central Wisconsin Regional Planning Commission

Planning for our Future Program. This program element promotes, builds awareness and coordinates the implementation of the Commission's *Year 2030 Regional Comprehensive Plan* and locally adopted comprehensive plans. It also includes the Commission's Health and Planning work element. Examples of work under this program element include: population information and projections, comprehensive planning and implementation assistance.

- **State Data Center Affiliate.** East Central receives census materials and Demographic Service Center publications from DOA, plus additional information and reports from other state agencies. This information is maintained within its library, used for planning purposes and published within East Central reports. Information and technical

¹ Wisconsin Department of Administration, <http://www.doa.state.wi.us/Divisions/Intergovernmental-Relations/Demographic-Services-Center/US-Census-State-Data-Centers/>. Accessed 10/15/15.

assistance regarding this data is also provided to local governments, agencies, businesses and the public upon request.

- **Official Regional Population Projections and Household Growth.** While DOA provides base level population projections for the state, local conditions such as zoning regulations, land-locked communities, and local decisions regarding land use development can influence the accuracy of these base line projections. As a result, East Central has the authority to produce official population projections for the region. East Central also estimates future household growth.

LAND USE

State, Regional, County, and Local Policies

State Policies

Zoning Ordinances

Wisconsin State Statutes 66.1001 requires that if a local governmental unit enacts or amends any of the following ordinances, the ordinance shall be consistent with that local governmental unit's comprehensive plan:

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

Regional Policies

East Central Wisconsin Regional Planning Commission

Milestone #3, Goals, Strategies, and a Plan for Action, Year 2030 Regional Comprehensive Plan “Shaping the 21st Century”. East Central adopted Milestone #3, its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed a vision for land use, which states:

East Central will promote land use patterns which foster healthy communities, preserve individual community identity, enhance personal mobility, reduce the cost of services and protect our natural environment.

The Milestone #3 report contains four land use “plan guidelines” which contain goals, strategies, and recommendations for achieving this vision. “Plan guidelines” include: LU-1: Land

Consumption and Development, LU-2: Regional and Community Character, LU-3: Balancing Community Interests and Property Rights, and LU-4: Regional and Local Sustainability.

County Policies

Winnebago County

A Multi-Jurisdictional Comprehensive Plan for Winnebago County: 2016-2035. The *Winnebago County Comprehensive Plan* was adopted in 2016. The plan's land use element provides the following goals:

- Small, compact development that integrates public spaces into development.
- Large areas with low population density and small areas with high population density.
- Development and protection of nature-based recreational resources.
- Provision of housing for all populations.
- Effective transportation system, including continued development of public transit, automobiles, and pedestrian and bicycle modes.
- Vital infrastructure and services balanced with reasonable and equitable taxes.
- Education of public and private landowner on environmental stewardship and conservation ethic.
- Effective protection of natural resources.
- The rural, agricultural area maintained in large, contiguous tracts.
- Healthy urban centers with diversified uses.
- Historical preservation of unique community characteristics.
- Maintenance and enhancement of quality education system.
- Owner rights balanced with community rights.
- Promote communication and respect between diverse populations.

County Code of Ordinances. The Winnebago County Code of Ordinances regulates private on-site wastewater treatment systems, land divisions, land uses and other ordinances that may be relevant to the City and / or the 3 mile extraterritorial area. Several chapters that relate to land use are summarized below.

Chapter 18 - Subdivisions and Platting. The ordinance facilitates division of larger parcels of land into smaller parcels of land through two methods: Certified Survey Maps (CSMs) and Plats. Certified Survey Maps create up to four new lots, parcels or tracts from the parent parcel. Plats are required for land subdivisions that create five or more lots created from the parent parcel. The ordinance also contains design standards for streets, blocks, setbacks and utility easements.

Chapter 20 – Non-Metallic Mining. The purpose of this chapter is to establish a local program to ensure the effective reclamation of nonmetallic mining sites on which nonmetallic mining takes place in Winnebago County.

Chapter 26 – Floodplain Zoning Code. This chapter is intended to regulate floodplain development to protect life, health and property; minimize expenditures of public funds for flood control projects; minimize rescue and relief efforts undertaken at the expense of the taxpayers; minimize business interruptions and other economic disruptions; minimize damage to public facilities in the floodplain; minimize the occurrence of future flood blight areas in the floodplain;

discourage the victimization of unwary land and homebuyers; prevent increases in flood heights that could increase flood damage and result in conflicts between property owners; and discourage development in a floodplain if there is any practicable alternative to locate the activity, use or structure outside of the floodplain.

Chapter 27 – Shoreland Zoning Code. Shorelands are defined as lands which are: 1,000 feet from the ordinary high water elevation mark of navigable lakes, ponds, or flowages; or 300 feet from the ordinary high water elevation mark of navigable rivers or streams. If the landward side of the floodplain exceeds either of these two measurements, this is used as the zoning standard. Wetlands means those areas where water is at, near or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which have soils indicative of wet conditions. This ordinance controls the lot size, building setbacks, landfills, agricultural uses, alteration of surface vegetation, sewage disposal, filling, grading, lagoons, and other uses which may be detrimental to this area.

Winnebago County Farmland Preservation Plan, adopted March 13, 2012. The Winnebago County Farmland Preservation Plan is included in the *Winnebago County Comprehensive Plan*. The plan is intended to guide local efforts related to farmland protection and the promotion of the agricultural sector in Winnebago County during the 15-year period from 2012 through 2026. The goals of the plan are: (1) Protect farmland in Winnebago County, while balancing landowner rights and community benefit; (2) Maintain a strong agricultural economy; (3) Support agriculture-related businesses and support systems; and (4) Promote urban agriculture. The intent of the plan is to meet the requirements of chapter 91 of the Wisconsin State Statutes for Farmland Preservation and help maintain sustainable agriculture economies in the county as well provide an informational base to assist decision makers in the preservation of farmland and agriculture related development within the county.

2011-2020 Winnebago County Land and Water Resource Management (LWRM) Plan. Appendix C, 2016- 2020 Work Plan was updated in 2016. The LWRM) addresses soil and water quality concerns using local, state and federal programs. The goal of the *Winnebago County Land and Water Resource Management Plan* is to restore, improve, and protect the ecological diversity and quality and promote the beneficial uses of the land, water, and related resources found throughout the county.

Winnebago County Comprehensive Park and Recreation Plan, 2013 -2017. The *Winnebago County Comprehensive Park and Recreation Plan*, adopted in 2013, describes existing conditions, projects future growth, and offers recommendations to guide the future growth and development of recreational facilities in Winnebago County. The plan identifies three goals: (1) Provide throughout the county a planned system of parks and recreation areas that will enable county residents and visitors alike to participate in and enjoy a diversity of recreational activities; (2) Preserve scarce and valuable resources important to the ecological, sociological, and economic life of the county; and (3) To encourage continued involvement of county residents when planning for parks and recreational development.

Local Policies

City of Oshkosh

Code of Ordinances. The City's Code of Ordinances regulates land divisions and land uses.

Official Map. The City of Oshkosh has an official map. An official map is intended to implement a master plan for a city, village or town. The master plan helps direct development by designating areas for streets, highways, parkways, floodplains, and other pertinent land uses. Official maps direct development away from sensitive areas which are designated for future public use.

State and Regional Programs

State Programs

Land and Water Resource Management Planning Program (LWRM). The land and water resource management planning program (LWRM) was established in 1997 by Wisconsin Act 27 and further developed by Wisconsin Act 9 in 1999.² Although both Acts are designed to reduce non-point pollution, Wisconsin Act 27 regulates rural and agricultural sources while Wisconsin Act 9 regulates urban sources. Counties are required to develop LWRM plans and revise these plans every five years. Only counties with DATCP approved LWRM plans are eligible to receive annual funding through the soil and water resource management grant program. Plans must be developed through a locally led process that identifies local needs and priorities and describes how a county will implement runoff control standards for farms and urban areas. All LWRM plans must be approved by the Wisconsin Department of Agriculture, Trade, and Consumer Protection.

Regional Programs

East Central Wisconsin Regional Planning Commission

Community Development and Affordable Housing. This program element incorporates the Commission's ongoing efforts to help address regional land use and housing issues which have a strong relationship with the regional economic development strategy for the region. Examples of work under this program element relating to land use include: neighborhood planning, zoning ordinance assistance, urban/rural development strategies, downtown redevelopment, waterfront/riverfront planning, subdivision ordinance assistance, and historic preservation.

ECONOMIC DEVELOPMENT

Regional and County Policies

Regional Policies

East Central Wisconsin Regional Planning Commission

Milestone #3, Goals, Strategies, and a Plan for Action, Year 2030 Regional Comprehensive Plan "Shaping the 21st Century". East Central adopted Milestone #3, its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed a vision for economic development, which states:

² Wisconsin Department of Agriculture, Trade and Consumer Protection. <http://datcp.wi.gov> .

The East Central Region has diversified employment opportunities including well paid knowledge based jobs. The regional economy benefits from advances in research and technology and supports entrepreneurialism and local business ownership. The region conducts collaborative economic development efforts across jurisdictional boundaries of governments, educational institutions, and other economic development entities. The preservation of natural resource amenities supports tourism opportunities, assists in attracting an educated workforce and enhances the quality of place for residents in the region.

The Milestone #3 report contains five economic development “plan guidelines”, which contain goals, strategies, and recommendations for achieving this vision. More Information is available at: <http://www.ecwrpc.org/programs/comprehensive-planning/>.

Comprehensive Economic Development Strategy (CEDS) Report

The East Central Wisconsin Regional Planning Commission annually creates a Comprehensive Economic Development Strategy (CEDS) report, which evaluates local and regional population and economic activity. Economic development trends, opportunities, and needs are identified within the CEDS report. All communities, which are served by the Commission, are invited to identify future projects for economic development that the community would like to undertake. Those projects are included within the CEDS and may become eligible for federal funding through the Economic Development Administration (EDA) Public Works grant program. Additional information can be found at <http://www.ecwrpc.org/programs/economic-development-housing/ceds/>.

County Policies

Winnebago County

A Multi-Jurisdictional Comprehensive Plan for Winnebago County: 2016-2035. The *Winnebago County Comprehensive Plan* was adopted in 2016. Economic development policies and programs in Winnebago County are to achieve maintenance and enhancement of a strong economic base through economic diversification, labor force education and development, and efficient movement of goods, services, and employees that also protects our quality environment and community atmosphere.

Federal, State, Regional, Local and Private Programs

Federal Programs

Occupation Safety and Health Administration (OSHA)

- **Susan Harwood Training Grants Program.** These training grants are awarded to nonprofit organizations for training and education. They can also be used to develop training materials for employers and workers on the recognition, avoidance, and prevention of safety and health hazards in their workplaces. Grants fall into two categories; Target Topic Training and Training Materials Development. The Target Topic Training grants are directed towards specific topics chosen by OSHA. Follow-up is required to determine the extent to which changes were made to eliminate hazards associated with the chosen topic. The Training Materials Development grants are

specifically aimed at creating classroom quality training aids. Aids which are developed under the grant program must be ready for immediate self-study use in the workplace. Information regarding the Susan Harwood Training Grant Program can be found at <https://www.osha.gov/dte/sharwood/>.

United States Department of Labor

- The Employment and Training Administration (ETA) administers federal government job training and worker dislocation programs, federal grants to states for public employment service programs, and unemployment insurance benefits. These services are primarily provided through state and local workforce development systems. More information on grant opportunities can be found at: https://www.doleta.gov/grants/find_grants.cfm.

United States Environmental Protection Agency (EPA)

One Cleanup Program. The One Cleanup Program is EPA's vision for how different cleanup programs at all levels of government can work together to meet that goal and ensure that resources, activities, and results are effectively coordinated and communicated to the public. The EPA has entered into a memorandum of understanding with the Wisconsin DNR to provide a single, consolidated approach to environmental cleanup. More information regarding the program can be found at: <http://dnr.wi.gov/topic/brownfields/rrprogram.html>.

State Programs

There are many state programs that communities can consider utilizing to meet their stated goals and objectives. While not an all-inclusive list, there are several programs that the City should consider and are addressed below.

Wisconsin Department of Administration

- **Community Development Block Grant for Economic Development (CDBG-ED).** CDBG-ED grant funds are awarded to local governments to assist businesses to create or retain jobs for individuals with low and moderate income. Additional information regarding the CDBG-ED program can be found at <http://doa.wi.gov/Divisions/Housing/Bureau-of-Community-Development>.
- **CDBG Public Facilities Funds (CDBG-PF).** CDBG-PF funds help support infrastructure and facility projects for communities. Some examples of eligible projects include streets, drainage systems, water and sewer systems, sidewalks, and community centers. Additional information regarding the CDBG-PF program can be found at <http://doa.wi.gov/Divisions/Housing/Bureau-of-Community-Development>.
- **CDBG Planning Funds.** CDBG Planning grant funds support community efforts to address improving community opportunities and vitality. Grants are limited to projects that, if implemented, are CDBG eligible activities. Additional information regarding the CDBG Planning funds program can be found at <http://doa.wi.gov/Divisions/Housing/Bureau-of-Community-Development>.
- **CDBG Public Facility - Economic Development (CDBG PF-ED).** CDBG PF-ED grants are awarded to local government for public infrastructure projects that support

business expansion or retention. Additional information regarding the PF-ED funds program can be found at <http://doa.wi.gov/Divisions/Housing/Bureau-of-Community-Development>.

- **CDBG Emergency Assistance (EAP).** The CDBG-EAP program assists communities to recover from a recent natural or manmade disaster. Eligible activities include repair of disaster related damage to dwellings, assistance to purchase replacement dwellings, and repair and restore public infrastructure and facilities. <http://www.doa.state.wi.us/Divisions/Housing/CDBG-EAP>.
- **Venture Capital Investment Program.** The venture capital investment program was created as part of 2013 Wisconsin Act 41. This program will help create jobs and promote economic growth in Wisconsin by identifying new investors for Wisconsin, bringing new capital to Wisconsin investments, and cultivating Wisconsin entrepreneurship.

Wisconsin Department of Transportation

- **Transportation Economic Assistance (TEA) Program.** The Transportation Economic Assistance (TEA) program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Additional information regarding the TEA program can be found at the following website: <http://www.dot.wisconsin.gov/localgov/aid/tea.htm>.
- **State Infrastructure Bank Program.** This program is a revolving loan program that helps communities provides transportation infrastructure improvements to preserve, promote, and encourage economic development and/or to promote transportation efficiency, safety, and mobility. Loans obtained through SIB funding can be used in conjunction with other programs. Additional information regarding the State Infrastructure Bank Program can be found at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/aid/sib.aspx>.
- **Freight Railroad Infrastructure Improvement Program.** This program awards loans to businesses or communities wishing to rehabilitate rail lines, advance economic development, connect an industry to the national railroad system, or to make improvements to enhance transportation efficiency, safety, and intermodal freight movement. Additional information for the Freight Railroad Infrastructure Improvement Program is available at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/aid/default.aspx>.
- **Freight Railroad Preservation Program.** The Freight Railroad Preservation Program provides grants to communities to purchase abandoned rail lines in the effort to continue freight rail service, preserve the opportunity for future rail service, and to rehabilitate facilities, such as tracks and bridges, on publicly-owned rail lines. Additional information for the Freight Railroad Infrastructure Improvement Program is available at <http://www.dot.state.wi.us/localgov/aid/frpp.htm>.

Wisconsin Department of Natural Resources

- **Remediation and Redevelopment Program (RR).** The WDNR Remediation and Redevelopment program oversees the investigation and cleanup of environmentally contaminated sites (e.g. “brownfields.” The program is comprehensive, streamlined, and aims to consolidate state and federal cleanups into one program. More information can be found at <http://dnr.wi.gov/topic/Brownfields/>.

Regional Programs

East Central Wisconsin Regional Planning Commission

Economic Growth and Resiliency Program. The primary focus of this program element is to coordinate and promote the federal Economic Development Administration's (EDA's) programs with public and private stakeholders throughout the region. East Central also coordinates and communicates with State of Wisconsin economic development agencies and programs, including the Wisconsin Economic Development Corporation (WEDA). Examples of work under this program element relating to economic development include: access to EDA grants for eligible projects, development of the Comprehensive Economic Development Strategy (CEDS 5-year update) and subsequent CEDS annual reports, database of industrial parks, facilitation of joint economic development efforts, industrial site plans, industrial site data, ESRI Business Analyst Market Assessments/Profiles, EMSI Economic Impact Scenario Modeling, tourism development and marketing, local economic development strategy process/reports, global trade/exporting information, heritage tourism planning, maintain/update the "Farm Fresh Atlas" map, GDBG grant assistance/administration, business development grants, tourism grants and historic preservation grants. Additional information on some of the programs is provided below:

EMSI Developer. EMSI Developer is used by ECWRPC to provide economic data to requesting economic development entities or municipalities in the East Central WI Region as a service of WEDC. EMSI data is composed of comprehensive information on industries, occupations, demographics - as well as things like occupational skills, education, training, and even the names and size of companies in your region broken down by industry. EMSI links more than 90 data sources from federal sources like the Bureau of Labor Statistics to state and private sources. Additional information on EMSI Analyst is available at <http://www.ecwrpc.org/programs/economic-development-housing/economic-data-resources/>.

Global Trade Strategy. As part of the Economic Development Administration's Community Trade Adjustment Assistance Program, ECWRPC developed a study to increase exports for small to medium size companies in NE Wisconsin. This program assists communities impacted by trade with economic adjustment through the: (1) coordination of federal, state, and local resources; (2) creation of community-based development strategies; and (3) development and provision of programs that help communities adjust to trade impacts. The Community TAA Program is designed to provide a wide range of technical, planning, and infrastructure assistance and respond adaptively to pressing trade impact issues. Fond du Lac County was one of nine counties identified by the Department of Labor as being significantly impacted by global trade. More information on the Global Trade Strategy is available at <http://www.ecwrpc.org/programs/economic-development-housing/economic-data-resources/>.

Initiative 41. Initiative 41 was formed as a result of large-scale layoffs by Oshkosh Corporation in 2012-2013 that impacted much of the East Central region. This initiative focuses on the I-41

corridor from Green Bay to Fond du Lac. It is designed to create greater economic diversity by increasing collaborative efforts between businesses, governments, community leaders, universities and technical colleges throughout the region. Additional information on Initiative 41 is available at <http://www.ecwrpc.org/programs/economic-development-housing/initiative-41/>.

Northeast Wisconsin Regional Economic Partnership

The combined Bay-Lake and East Central Wisconsin Regional Planning Commission areas were named as Technology Zone by the Wisconsin Department of Commerce in 2002. The Northeast Wisconsin Regional Economic Partnership (NEWREP) Technology Zone has provided over \$5 million in tax credits to businesses certified by Commerce, based on a company's ability to create jobs and investment and to attract related businesses. The Technology Zone Program focuses primarily on businesses engaged in research, development, or manufacture of advanced products or those that are part of an economic cluster and knowledge-based businesses that utilize advanced technology production processes in more traditional manufacturing operations. Additional information can be found at [http://newnorthwww.web1.buildmyownsite.com/doing-business/new-regional-economic-partnership-\(newrep\)](http://newnorthwww.web1.buildmyownsite.com/doing-business/new-regional-economic-partnership-(newrep)).

New North, Inc.

New North's mission is "to harness and promote the region's resources, talents and creativity for the purposes of sustaining and growing our regional economy." New North maintains a number of regionally based economic development committees charged with addressing the following initiatives:

- Fostering regional collaboration
- Focusing on targeted growth opportunities
- Supporting an entrepreneurial climate
- Encouraging educational attainment
- Encouraging and embracing diverse talents
- Promoting the regional brand

For more information on the New North, visit: <http://www.thenewnorth.com/>.

ADVOCAP

ADVOCAP, a non-profit community action agency, was founded in 1966 to fight poverty within our local communities. It offers programs in Fond du Lac, Green Lake and Winnebago counties and helps low-income person's secure affordable housing, gain employment skills and training, start a small business and become self-employed, volunteer at schools and daycares, etc. More information regarding ADVOCAP can be found at: <http://www.advocap.org/>.

Fox Cities Regional Partnership

The Fox Cities Regional Partnership is an organization committed to helping businesses locate and expand in the Fox Cities Region, and supported by public and private sector partners from around the region. Located in east-central Wisconsin, along the banks of the Fox River and Lake Winnebago, the Fox Cities Region is comprised of several dozen communities, the largest

of which is the City of Appleton. Additional information on the Fox Cities Regional Partnership is available at <http://foxcitiesregionalpartnership.com/>.

Local Programs

Greater Oshkosh Economic Development Corporation (GO EDC)

To provide leadership, direction, coordination, and services to advance economic development in the greater Oshkosh area.

City of Oshkosh Economic Development Division

The City of Oshkosh offers assistance with locating, expanding, or starting businesses in the city.

Private Programs

Wisconsin Economic Development Corporation

WEDC is a quasi-public agency and is the state's lead economic development agency. It works collaboratively with more than 600 regional and local partner organizations, educational institutions and other government offices to help businesses, communities and individuals take advantage of new opportunities for growth and job creation through innovative market-driven programs.

- **Main Street Program.** The Main Street program assists communities ranging from towns with populations of less than 1,000 to large neighborhoods in Milwaukee and Green Bay. Communities selected to participate in the Wisconsin Main Street Program initially receive five years of free, intensive technical assistance. The end goal is to enable participating communities to professionally manage a downtown or historic commercial district that is stable, physically attractive, competitive and visible. Additional information can be found at <http://inwisconsin.com/community-development/programs/main-street-program/>.
- **Connect Communities Program.** The Connect Communities Program helps local planners leverage the unique assets of their downtowns and urban districts, providing technical assistance and networking opportunities to local leaders interested in starting a downtown revitalization effort. It also provides access to additional financial and technical assistance programs. Additional information on the Connect communities Program is available at: <http://inwisconsin.com/community-development/programs/connect-communities-program/>.
- **Capacity Building Grants.** Capacity Building (CAP) Grant funds are designed to help strengthen Wisconsin's economic development network by assisting local and regional economic development groups with economic competitive assessments and the development of a Comprehensive Economic Development Strategy. Additional information regarding the CAP grants can be found at <http://inwisconsin.com/grow-your-business/programs/capacity-building-grants/>.

- **Brownfield Program.** Wisconsin's Brownfield Program provides grant funds to assist local governments, businesses and individuals with assessing and remediating the environmental contamination of an abandoned, idle or underused industrial or commercial facility or site. This program will help convert contaminated sites into productive properties that are attractive and ready for redevelopment. Additional information regarding the Brownfield Program can be found at <http://inwisconsin.com/grow-your-business/programs/brownfield-program/>.
- **Enterprise Zone Tax Credit.** A certified business may qualify for tax credits only for eligible activities that occur after an eligibility date established by WEDC. Positions that are created as a result of the tax credits claimed shall be maintained for at least five years after the certification date established by WEDC. Additional information regarding the Enterprise Zone Tax Credit program can be found at <http://inwisconsin.com/grow-your-business/programs/enterprisecredit/>.
- **Industrial Revenue Bond.** Industrial Revenue Bonds (IRBs) are designed to help Wisconsin municipalities support industrial development through the sale of tax-exempt bonds. RB financing can be used for building, equipment, land, and bond issuance costs, but not for working capital. Additional information regarding the Industrial Revenue Bond program can be found at <http://inwisconsin.com/grow-your-business/programs/industrial-revenue-bond/>.
- **Wisconsin Manufacturing and Agriculture Credit.** The manufacturing and agriculture tax credit is available to individuals and entities for taxable years that begin on or after January 1, 2013, for manufacturing and agricultural activities in Wisconsin. The tax credit is available for income derived from manufacturing or agricultural property located in Wisconsin and will offset a significant share of Wisconsin income taxes. The credit is a percentage of "eligible qualified production activities income. Additional information regarding the Wisconsin Manufacturing and Agriculture Credit program can be found at <http://inwisconsin.com/grow-your-business/programs/wisconsin-manufacturing-and-agriculture-credit/>.
- **Business Opportunity Loan.** Business Opportunity Loans are available to a business that has created new full-time positions and/or retained its existing full-time employment base in Wisconsin. Additional information regarding Business Opportunity Loans can be found at <http://inwisconsin.com/grow-your-business/programs/business-opportunity-loan/>.
- **Impact Loans.** Impact Loans are available to businesses with expansion projects that will have a significant impact on job creation, job retention, and capital investment on the surrounding community. WEDC's Impact Loan Program is a forgivable loan program. Additional information regarding Impact Loans can be found at <http://inwisconsin.com/grow-your-business/programs/impact-loans/>.
- **Economic Development Tax Credits (Etc.).** Economic Development Tax Credits (ETC) are available for businesses that begin operating in, relocate to, or expand an existing operation in Wisconsin. Additional information regarding Economic Development Tax Credits can be found at <http://inwisconsin.com/grow-your-business/programs/economic-development-tax-credits/>.

- **Training Grants.** Rodrigues Training grants are available to any business making a firm commitment to locate a new facility in Wisconsin or expand an existing facility within the state, and is upgrading a product, process or service that requires training in new technology and industrial skills. Grants fund business upgrades to improve the job-related skills of its full-time employees. Additional information regarding Training Grants can be found at <http://inwisconsin.com/grow-your-business/programs/training-grants/>.
- **Minority Business Development Revolving Loan Fund.** The Minority Business Development Revolving Loan Fund Program (MRLF) is designed to support minority business development through business creation, business expansion and minority community business attraction. This is accomplished through direct grant assistance to qualifying minority business associations in Wisconsin. Grant assistance is provided to minority business associations for Revolving Loan Funds, technical assistance and used as a pass through to fund training. Additional information is available at <http://inwisconsin.com/inside-wedc/transparency/programs/minority-business-rlf/>.

Wisconsin Entrepreneurs' Network

Business Planning or Commercialization Planning Assistance. The Business or Commercialization Planning assistance micro-grant can fund up to 75% of the costs, limited to \$4000, spent on hiring an independent, third party to write a comprehensive business or commercialization plan for a Wisconsin business. The program is limited to businesses in certain industries. Additional information regarding the Business or Commercialization Planning assistance micro-grants can be found at <http://www.wenportal.org/>.

HOUSING

State, Regional, County, and Local Policies

State Policies

Wisconsin Department of Administration

Wisconsin Consolidated Housing Plan; 2015-2019. The *Wisconsin 2015-2019 Consolidated Plan*, developed by the Wisconsin Department of Administration, Division of Housing (DOH), details the Division's overall strategy for addressing housing, community, and economic development needs. The plan defines how the Division of Housing will distribute grant funds to local governments, public and private organizations, and businesses. Additional information is available at: <http://www.doa.state.wi.us/Divisions/Housing/Consolidated-Plan>.

Regional Policies

East Central Wisconsin Regional Planning Commission

Milestone #3, Goals, Strategies, and a Plan for Action, Year 2030 Regional Comprehensive Plan "Shaping the 21st Century". East Central adopted Milestone #3, its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed a vision for housing, which states:

In 2030 in the East Central Wisconsin region, a dynamic housing market fosters community and neighborhood cohesion. Varied types of quality housing are integrated with community facilities and various transportation alternatives. This housing market meets the needs of urban and rural households of all types, ages, income, cultures and mobility status.

The Milestone #3 report contains four housing plan guidelines, which contain goals, strategies, and recommendations for achieving this vision. The plan can be view at the following link: <http://www.eastcentralrpc.org/planning/compplan/milestone3/MS3Final/ms3final.htm>.

Overcoming Barriers to Affordable Housing in the East Central Region. In January 2004, East Central adopted the report, *Overcoming Barriers to Affordable Housing in the East Central Region*. This report is a compilation of input from urban and rural residents, who identified barriers to affordable housing in their communities and suggested potential solutions that local citizens, county and local governments, developers and other housing providers can use to address these issues. Some of the identified issues and potential solutions which are pertinent to the Town of Greenville include senior housing issues, income and economic development barriers and access to funding, to name a few. This report is available online at: www.eastcentralrpc.org and through the ECWRPC office. Communities and agencies are encouraged to review the options presented and choose the best option or combination of options which best serve the needs of their residents and clients. Communities and individuals from the private and nonprofit sectors are encouraged to develop additional solutions and share those solutions with others to help improve the quality of life for all residents in our communities.

County Policies

Winnebago County

A Multi-Jurisdictional Comprehensive Plan for Winnebago County: 2016-2035. The *Winnebago County Comprehensive Plan* was adopted in 2016. The plan's housing element provides the following goal "To achieve a provision of housing choices for all residents, including different age, income, and special need levels, that protect the environments, balance fiscal constraints with available services, and promote a strong economy".

Local Policies

City of Oshkosh

Code of Ordinances. The City's Code of Ordinances regulates land divisions and land uses.

Official Map. The City of Oshkosh has an official map. An official map is intended to implement a master plan for a city, village or town. The master plan helps direct development by designating areas for streets, highways, parkways, floodplains, and other pertinent land uses. Official maps direct development away from sensitive areas which are designated for future public use.

Federal, National Private, State, Regional, County and Local Programs

Funding and technical assistance for housing programs are available from several federal, state, and regional agencies. In addition the City is an annual recipient of federal Community Development Block Grant (CDBG) funds. A listing of these programs follows.

Federal Programs

United States Department of Housing and Urban Development

- **Brownfield Economic Development Initiative Grant.** This grant can be used for brownfield sites (converting old industrial to residential). BEDI and Section 108 funds must be used in conjunction with the same economic development project, and a request for new Section 108 loan guarantee authority must accompany each BEDI application. Funds can be used to benefit low-moderate income persons, prevent/eliminate slum and blight, and address imminent threats and urgent needs (usually follow the same guidelines as CDBG). More specifically, funds can be used for land write downs, site remediation costs, funding reserves, over-collateralizing the Section 108 loan, direct enhancement of the security of the Section 108 loan, and provisions of financing to for-profit businesses at below market interest rates. The maximum grant amount is \$1 million, and the minimum BEDI to Section 108 ratio is 1:1. For more information visit the web site at: <https://www.hudexchange.info/programs/bedi/>.
- **Multi-Family Housing Programs.** HUD offers a number of multi-family programs through the state. These programs fund facility purchases, construction, rehabilitation, lead based paint abatement, energy conservation and accessibility improvements. For more information, visit HUD's website at: http://portal.hud.gov/hudportal/HUD?src=/program_offices/housing/mfh/grants.
- **Public Housing Programs.** HUD offers a number of public housing programs for the development/redevelopment or management of public housing authorities, rental assistance through the Section 8 program and some limited homeownership opportunities. General information can be found at: <http://www.hud.gov/progdesc/pihindx.cfm>. Information regarding the Oshkosh - Winnebago Public Housing Authority can be found at: <http://www.ohawcha.org/>
- **Affordable Housing Program.** The National Housing Trust Fund is a new program designed to complement existing federal, state and local efforts to increase and preserve the supply of decent, safe, and sanitary affordable housing for extremely low-income and very low-income households, including homeless families. Grantees are required to use at least 80 percent of each annual grant for rental housing; up to 10 percent for homeownership housing; and up to 10 percent for the grantee's reasonable administrative and planning costs. Eligible activities include: real property acquisition; site improvements and development hard costs; related soft costs; demolition; financing costs; relocation assistance; operating cost assistance for rental housing (up to 30% of each grant); and reasonable administrative and planning costs. General information can be found at: <https://www.hudexchange.info/programs/htf/>.
- **Single Family Housing Programs.** HUD offers a number of single family home programs, including homebuyer education and counseling, down payment assistance, rehabilitation, weatherization, mortgage insurance and reverse mortgages. For general information, visit HUD's website at: http://portal.hud.gov/hudportal/HUD?src=/program_offices/housing/sfh. Some of these products, such as FHA loans, are available through approved lending institutions. Access to HUD single family home programs can also be obtained through Wisconsin Housing and Economic Development Authority (WHEDA) or the Wisconsin Department

of Administration (DOA) Division of Housing. Information about products WHEDA provides can be found on WHEDA's website at: <http://www.wheda.com/root/>. For information about products provided through the DOA, visit the Wisconsin Department of Administrations Division of Housing website at: <http://doa.wi.gov/Divisions/Housing>.

- **Special Needs Programs.** HUD also funds programs for special need populations through the state. Information regarding emergency shelter/transitional housing programs or housing opportunities for people with AIDS can be found at the Wisconsin Department of Administration Division of Housing website at: <http://doa.wi.gov/Divisions/Housing/Bureau-of-Supportive-Housing>.

Federal Financial Institutions Examination Council

- **Community Reinvestment Act.** Through the Community Reinvestment Act (CRA), banks/financial institutions help meet the credit/investment needs of their markets with the primary purpose of community development. This is in part accomplished through direct grants/investments or loans to nonprofits or agencies to develop affordable housing. Direct loans are also given to individual households of which a certain percentage must go to low to moderate income households. More information can be obtained from their website: <http://www.ffiec.gov/cra/default.htm> or from your local financial institution.

United States Department of Veterans Affairs

- **Home Loan Guaranty Service.** The Veterans Administration provides a variety of benefits for eligible veterans and their dependents. Housing products include low cost loans for purchase, construction or repair of owner-occupied housing. General information can be obtained from the Veteran's Affairs at: <http://www.benefits.va.gov/homeloans/>.
- **Veteran Housing and Recovery Program.** The Veteran Housing and Recovery Program (VHRP) help homeless veterans and veterans at risk of homelessness. This program is designed to help homeless veterans receive job training, education, counseling and rehabilitative services needed to obtain steady employment, affordable housing and the skills to sustain a productive lifestyle. General information on this program is available at: <http://dva.state.wi.us/Pages/benefitsClaims/VHRP.aspx>.
- **Winnebago County Veterans Service Office.** Additional information for veterans and their dependents at the following website: <https://www.co.winnebago.wi.us/veterans>.

National Private Programs

National Association of Home Builders (NAHB)

The National Association of Home Builders is a trade organization that represents the building industry. They provide information and education about construction codes and standards, national economic and housing statistics, a variety of housing issues, jobs within the housing industry and information about local builders who are members of their organization. Visit their website at: <http://www.nahb.org/> for more information.

National Low Income Housing Coalition (NLIHC)

NLIHC is a national advocacy group which conducts research on low income housing issues, provides information and data on a variety of housing or housing related issues affecting low income families and publishes reports and data regarding low income housing issues and legislation. Their mission is to end the affordable housing crisis for low income families. Information about NLIHC and its activities can be found at: <http://www.nlihc.org/>. NLIHC also has a number of state partners. Wisconsin has two State Coalition Partners, the Wisconsin Partnership for Housing Development, Inc. and Wisconsin Community Action Association. For information about the Wisconsin Partnership for Housing Development, visit their website at: <http://www.wphd.org/>. For information about Wisconsin Community Action Association, visit their website at <http://wiscap.org/programs-services/programs/housing/>.

State Programs

University of Wisconsin – Extension

- **Family Living Program.** The family living program provides assistance to families throughout Winnebago County. Some of these programs include financial and parent education, Rent Smart training and home maintenance. For information visit the UW-Extension Family Living webpage at: <http://winnebago.uwex.edu/family-living/>.
- **Homeowner Resources.** UW-Extension provides a number of publications and materials to aid homeowners. Topics include home care, home maintenance and repair, life skills, financial information, gardening, landscaping, pest control, etc. These publications may be obtained through the Winnebago County UW-Extension office, or accessed online at: <http://www.uwex.edu/topics/publications/>.
- **Housing – Ownership and Renting.** UW-Extension provides a website which includes information on home maintenance and repair, a seasonal newsletter, and Rent Smart, which is a tenant education program. This website is located at: <http://www.uwex.edu/ces/house/renting.html>. Publications are also available in Spanish.

Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)

- **Consumer Protection.** DATCP publishes a number of resources for renters, landlords and homeowners. These publications can be found on DATCAP's website at: [http://datcp.wi.gov/Consumer/Law at Your Fingertips/Landlord Tenant Practices/Health and Safety Hazards/index.aspx](http://datcp.wi.gov/Consumer/Law_at_Your_Fingertips/Landlord_Tenant_Practices/Health_and_Safety_Hazards/index.aspx).

Wisconsin Department of Administration - Division of Housing

The Department of Administration – Division of Housing helps to expand local affordable housing options and housing services by managing a number of federal and state housing programs and providing financial and technical assistance. Visit their website at: <http://doa.wi.gov/Divisions/Housing> for additional information.

- **Community Development Block Grant Emergency Assistance Program (CDBG-EAP).** The CDBG-EAP program assists local units of government that have recently experienced a natural or manmade disaster. CDBG-EAP funds may be used to address

damage, including: repair of disaster related damage to the dwelling unit, including repair or replacement of plumbing, heating, and electrical systems; acquisition and demolition of dwellings unable to be repaired; down payment and closing cost assistance for the purchase of replacement dwellings; assistance is limited to 50 percent of the pre-market equalized assessed value; publicly owned utility system repairs for streets, sidewalks and community centers. Additional information is available at:

<http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Affordable-Housing>.

- **Community Development Block Grant (CDBG) - Small Cities Housing Program.** These funds are primarily used for rehabilitation of housing units, homebuyer assistance, and small neighborhood public facility projects. CDBG dollars are flexible and responsive to local needs.
- **Community Development Block Grant (CDBG) - Revolving Loan Fund.** CDBG housing funds are loaned to low and moderate-income (LMI) households (households at or below 80% of county median income) to make needed repairs to their homes. These funds are also loaned to local landlords in exchange for an agreement to rent to LMI tenants at an affordable rate. CDBG housing funds are repaid to the community when the borrower moves or when the unit ceases to be the borrower's principal place of residence. Loan to landlords are repaid on a monthly basis. Loans repaid to the community are identified as CDBG-Revolving Loan Funds (CDGB-RLF). This program is administered through the City for additional information, please contact the City.
- **Community Housing Development Organizations (CHDO).** A CHDO is a private nonprofit housing development corporation which among its purposes is the development of decent housing that is affordable to low- and moderate-income persons. CHDO's may qualify for special project funds, operating funds and technical assistance support associated with the state's HOME Investment Partnership Program (HOME). Additional information on CHDO can be found at <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Affordable-Housing>.
- **Housing Cost Reduction Initiative (HCRI).** The HCRI program provides housing assistance to low- and moderate-income (LMI) households seeking to own or rent decent, safe, affordable housing. Funds are awarded to communities and local housing organizations to fund a range of activities that build, buy, and/or rehabilitate affordable housing for low income homeowners, homebuyers, and renters. Additional information on the HCRI program can be found at <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Affordable-Housing>.
- **HOME-Homebuyer and Rehabilitation Program (HHR).** The HHR program provides funding for (1) Homebuyer assistance to eligible homebuyers for acquisition (down payment and closing costs), acquisition and rehabilitation, or new construction; (2) Owner-occupied rehabilitation for essential improvements to single-family homes serving as the principal residence of LMI owners; and (3) Rental rehabilitation to landlords for making essential repairs to units rented to tenants at or below 60% of the county median income. Additional information on the HHR program can be found at <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Affordable-Housing>.
- **Neighborhood Stabilization Program (NSP).** The Neighborhood Stabilization Program provides assistance to acquire and redevelop foreclosed properties that might

otherwise become sources of abandonment and blight within their communities. Additional information on the NSP program can be found at <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Affordable-Housing>.

- **Rental Housing Development (RHD).** The Rental Housing Development (RHD) Program assists eligible housing organization, including Community Housing Development Organizations (CHDOs), with funds to develop affordable rental housing. Additional information on the RHD program can be found at <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Affordable-Housing>.

Wisconsin Department of Health Services

Lead-Safe Wisconsin. Funds are available for individuals and organizations working toward reducing lead-based paint hazards through home renovation and repair. There are different grants available. Many focus on low and moderate-income homeowners or property owners with tenants with low to moderate incomes. Some funding opportunities are aimed at special groups, such as veterans and rural residents. Additional information on Lead-Safe Wisconsin can be found at: <https://www.dhs.wisconsin.gov/lead/tools.htm>.

Wisconsin's Focus on Energy

Focus on Energy is Wisconsin utilities' statewide energy efficiency and renewable resource program. It offers a variety of services and energy information to energy utility customers throughout Wisconsin. To learn about the programs and services they offer, visit their website at: <http://www.focusonenergy.com>.

Wisconsin Historical Society

- **Historic Preservation.** The Wisconsin Historical Society offers technical assistance and two tax credit programs for repair and rehabilitation of historic homes in Wisconsin. One tax credit program provides state tax credits; the other program provides federal tax credits. The Wisconsin Historic Society also provides grants to local governments and nonprofit organizations for conducting surveys and developing historic preservation programs. For additional information, visit: <http://www.wisconsinhistory.org/hp/>.

Wisconsin Housing and Economic Development Authority (WHEDA)

- **WHEDA Foundation.** The WHEDA Foundation awards grants to local municipalities and nonprofit organizations through the Persons-in-Crisis Program Fund to support the development or improvement of housing facilities in Wisconsin for low-income persons with special needs. Special needs is defined as homeless, runaways, alcohol or drug dependent, persons in need of protective services, domestic abuse victims, developmentally disabled, low-income or frail elderly, chronically mentally ill, physically impaired or disabled, persons living with HIV, and individuals or families who do not have access to traditional or permanent housing. For more information, visit WHEDA's web site at <https://www.wheda.com/WHEDA-Foundation/>.
- **WHEDA Multi-family Products.** WHEDA offers a number of multi-family home products, including tax credits, tax exempt bond funding, construction, rehabilitation and accessibility loans, asset management and tax credit monitoring services. For

information about this programs, visit WHEDA's web site at <https://www.wheda.com/WHEDA-Foundation/>.

- **WHEDA Single Family Products.** WHEDA offers a number of single family home products, including home improvement or rehabilitation loans, homebuyer assistance and homebuyer education. For information about this programs, visit WHEDA's web site at <https://www.wheda.com/WHEDA-Foundation/>.
- **Wisconsin Affordable Assisted Living.** The WI Department of Health and Family Services and the WI Housing and Economic Development Authority in partnership with NCB Development Corporation's Coming Home Program, a national program of the Robert Wood Johnson Foundation created Wisconsin Affordable Assisted Living. This website is a resource guide for providers, developers and consumers. Additional information on Affordable Assisted Living is available at <http://www.wiaffordableassistedliving.org/index.html>.

WIHousingSearch.org

The WIHousingSearch.org is a searchable statewide data base designed to help connect those looking for affordable housing with those providing housing and housing services. The website is searchable by location, unit size, availability, accessibility and cost of rent. Landlords and property managers can list their properties; they are also responsible for updating information about their properties. Renters can search for housing and services to fit their needs. WIHousingSearch.org is funded by Wisconsin Housing and Economic Development Authority, Wisconsin Department of Health Services and Wisconsin Division of Housing. Additional information on WIHousingSearch.org and to search the database can be found at <http://www.wihousingsearch.org/index.html>.

Regional Programs

East Central Wisconsin Regional Planning Commission

Community Development and Affordable Housing. This program element incorporates the Commission's ongoing efforts to help address regional land use and housing issues which have a strong relationship with the regional economic development strategy for the region. Examples of work under this program element relating to housing include: housing assessments and housing data, support for government, non-profit and for-profit agencies and they address housing issues.

Fair Housing Center of Northeast Wisconsin

The Fair Housing Center of Northeast Wisconsin, a branch of the Metropolitan Milwaukee Fair Housing Council, serves the counties of Brown, Calumet, Outagamie and Winnebago as well as the City of Fond du Lac. It seeks to "promote fair housing by guaranteeing all people equal access to housing opportunities and by creating and maintaining racially and economically integrated housing patterns. The Fair Housing Center maintains four broad programmatic areas: Enforcement, Outreach and Education, Fair Lending and Inclusive Communities. Additional information on the Fair Housing Center of Northeast Wisconsin can be found at <http://www.fairhousingwisconsin.com/new.html>.

Fox Cities Housing Coalition

The Fox Cities Housing Coalition (FCHC) is a consortium of twenty-seven housing providers in the Fox Cities that maintain a Continuum of Care model to ensure that the housing needs of all persons in the Fox Valley are met. In addition, the housing coalition conducts a semi-annual point in time survey of homeless persons in the Fox Valley, and collaborates to submit joint applications for funding. More information on the FCHC can be found at: <http://www.fchc.net/>.

Financial Information and Services Center

Financial Information and Services Center (FISC) provides financial, housing and bankruptcy information and counseling for primarily low and moderate income clients. More information is available at: <https://www.fisc-cccs.org/>.

Limited Emergency Assistance Valley Ecumenical Network (LEAVEN)

LEAVEN provides limited financial assistance to people who are struggling to meet their basic needs and have nowhere else to turn for help. LEAVEN assists with rent, mortgage payments and security deposits, utility payments, etc. More information is available at: <http://www.leavenfoxcities.org/>.

County Programs

Winnebago County Home Buyer Program

The Winnebago Homebuyer Program is a collaborative program administered by the Oshkosh / Winnebago County Housing Authority (OHAWCHA). The OHAWCHA partners with the cities of Neenah, Oshkosh, Menasha, and Omro, local lending institutions and community housing agencies to facilitate affordable homeownership and housing rehabilitation in the county. More information is available at: <http://www.winnebagohomebuyer.org/about/>.

Oshkosh/Winnebago County Housing Authority

The Oshkosh/Winnebago County Housing Authority (OHAWCHA) was formed in 1970 and provides affordable rental housing assistance, homebuyer support, and resident services to low and moderately low income families living in Winnebago County. The OHAWCHA maintains over 650 Public Housing units including family, single, disabled, and elderly units, administers over 400 Housing Choice Vouchers, owns and maintains the properties of multiple group homes, coordinates a family self-sufficiency program, and facilitates the county's home ownership program.

Local Programs

City of Oshkosh

Community Development Block Grant. The City of Oshkosh is an annual recipient of federal Community Development Block Grant (CDBG) funds. It prepares a plan each year that describes the conditions of the community and its housing, and proposes ways to address

needs. Part of the CDBG funding that the City receives is awarded to agencies who address the needs of Oshkosh residents.

Housing Program

The City's Neighborhood Initiative is intended to concentrate resources (public and private) into participating areas to promote neighborhoods of choice in Oshkosh. The Neighborhood Initiative is carried out through the collaboration of various partners and programs. Together the partners treat a "neighborhood" as the customer and seek to strengthen neighborhood components to achieve outcomes in four areas: Image, Market, Physical Conditions, and Neighborhood Management. Various housing programs have been created to provide flexible financing to homeowners and investors located or looking to locate within participating neighborhoods.

Sold On Oshkosh Program – The Sold on Oshkosh program encourages home ownership within participating neighborhoods. It promotes equity and pride of place and is intended to improve the real estate market. The program offers first time home buyers a down payment assistance forgivable grant after five years.

Curb Appeal Rehabilitation Program – The Curb Appeal Program encourages improvements to the exterior façade of residential properties while improving the image and physical conditions of homes in Oshkosh. The program offers eligible applicants 0% interest loans on select exterior projects.

Owner Occupied Rehabilitation Program – The Owner Occupies Rehabilitation Program encourages improvements to the exterior and interior of residential properties. The program offers 0% interest loans on select projects.

Rental Rehabilitation Program - The Rental Rehabilitation Program encourages improvements to the exterior and interior of residential properties. The program offers 0% interest loans on select projects.

TRANSPORTATION

State, Regional, County, and Local Policies

State Policies

Wisconsin Department of Transportation (WisDOT)

- **Wisconsin State Highway Plan 2020.** Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating while traffic congestion is increasing. In response to this critical issue, WisDOT, in partnership with its stakeholders, has developed the *Wisconsin State Highway Plan 2020*, a 21-year strategic plan that considers the highway system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement and safety needs. The plan is updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.

According to the *Wisconsin State Highway Plan, 2020*, USH 41 is expected to be extremely congested through the Fox Cities if no improvements are made. The USH 41 corridor has been identified as a potential major project. Potential projects are subject to

environmental analysis and legislative approval; they will be re-evaluated in future state highway plans.

This plan also stressed the need to develop a safe inter-modal transportation system which accommodates alternate forms of transportation by designating specific state and county highways that could safely accommodate bicycle transportation. Specific accommodations recommended by the plan include the use of designated bicycle lanes in urban areas, widening traffic lanes to allow for bicycle travel, and paving shoulders to allow for increased bicycle use. The plan estimated that approximately \$6 million would be necessary to provide adequate bicycle accommodations throughout the state. More information is available at <http://wisconsindot.gov/Pages/projects/multimodal/ship.aspx>.

- **Connections 2030 Long Range Multimodal Transportation Plan.** Connections 2030 addresses all forms of transportation; integrates transportation modes; and identifies policies and implementation priorities to aid transportation decision makers when evaluating program and project priorities over the next 20 years. The plan is organized around transportation themes rather than modes. The seven themes are to (1) Preserve and maintain Wisconsin's transportation system; (2) Promote transportation safety; (3) Foster Wisconsin's economic growth; (4) Provide mobility and transportation choice; (5) Promote transportation efficiencies; (6) Preserve Wisconsin's quality of life; and (7) Promote transportation security. The plans policies were written using the seven themes as a base. More information is available at <http://wisconsindot.gov/Pages/projects/multimodal/c2030-plan.aspx>.
- **Wisconsin State Bicycle Transportation Plan 2020.** The *Wisconsin State Bicycle Transportation Plan (WSBTP) 2020* specifically addresses the future needs of bicycle transportation. The plan establishes two primary goals: to double the number of bicycle trips made by 2010 and to reduce the number of motor vehicle-bicycle crashes by 10 percent by 2010. To achieve these goals, objectives for engineering, education, enforcement and encouragement were identified. These goals included not only the need for the construction of an expanded network of transportation facilities that allows for safe bicycle travel, but also for the promotion of education to advance vehicle driver awareness of bicyclists (drivers licensing and bicycle safety courses). Finally, tips to promote the utility and ease of bicycle transportation were identified as well as a mandate to increase the enforcement of reckless driving behavior by both motorists and bicyclists.

The *WSBTP* provides suggestions for both intercity (rural) and urban/suburban bicycle facilities. The suitability of rural roads for bicycle traffic is primarily determined by the paved width of the road and the volume of traffic. To be bicycle accessible, high volume roads (greater than 1,000 vehicle trips per day) should have a paved shoulder. Most State Trunk Highways located on the Priority Corridor System meet these criteria. No improvements were recommended for low volume roads (less than 1,000 vehicles per day). Finally, separated multi-use paths (trails) were also promoted as a viable option to increase bicycle transportation opportunities within rural areas. Urban improvements should include designated bicycle lanes within the street area, widened lanes, and paved shoulders. Larger urban parks often have both paved and unimproved multi-purpose trail systems, which commonly parallel rivers or other scenic corridors. More information is available at <http://wisconsindot.gov/Documents/projects/multimodal/bike/2020-plan.pdf>.

- **Wisconsin Pedestrian Policy Plan 2020.** The *Wisconsin Pedestrian Policy Plan 2020* provides a long-range vision to address Wisconsin pedestrian needs. It offers basic descriptions of existing and emerging pedestrian needs over the next 20 years, with a set of recommendations to meet those needs. More information is available at <http://wisconsindot.gov/Documents/projects/multimodal/ped/2020-plan.pdf>.
- **Wisconsin Guide to Pedestrian Best Practices.** The Wisconsin Guide to Pedestrian Best Practices provides detailed design, planning and program information for improving all aspects of the pedestrian environment. The guide serves as a companion document to the *Wisconsin Pedestrian Policy Plan 2020* to assist in the implementation of the goals, objectives and actions of the plan and serve as a reference or guidebook for state and local officials. More information is available at <http://wisconsindot.gov/Pages/projects/multimodal/ped.aspx>.
- **Wisconsin State Airport System Plan 2030.** The *Wisconsin State Airport System Plan 2030* builds off the policies and issues identified in *Connections 2030*, Wisconsin's statewide long-range transportation plan adopted in October 2009. It provides an inventory and evaluation of the Wisconsin Airport System's 98 airports and an implementation plan to meet established goals and objectives. The Appleton International Airport is classified as a Commercial Service Airport. More information is available at <http://wisconsindot.gov/Pages/projects/multimodal/sasp/default.aspx>.
- **Midwest Regional Rail System Report.** The *Midwest Regional Rail System Report* outlines a high speed (up to 110 mph) passenger rail system that utilizes 3,000 miles of existing rail right-of-way to connect rural, small urban and major metropolitan areas. The plan calls for a rail corridor connecting Green Bay to Milwaukee and Chicago. The regional passenger rail system remains a conceptual idea at this time. More information is available at <http://www.dot.state.mn.us/planning/railplan/docs/railmidwest.pdf>.
- **Wisconsin Rail Plan 2030.** The *Wisconsin Rail Plan 2030* is the statewide long-range rail transportation plan. It provides a vision for freight rail, intercity passenger rail and commuter rail, and identifies priorities and strategies that will serve as a basis for Wisconsin rail investments over the next 20 years. A copy of the plan is available at <http://wisconsindot.gov/Pages/projects/multimodal/railplan/default.aspx>.
- **Wisconsin State Freight Plan.** The *Wisconsin State Freight Plan* was started in early 2014 and is anticipated to be completed in December of 2016. Once completed, it will provide a vision for multimodal freight transportation and position the state to be competitive in the global marketplace by ensuring critical connections to national freight systems remain, or become, efficient. More information on this planning effort is available at <http://wisconsindot.gov/Pages/projects/sfp/default.aspx>.

Regional Policies

East Central Wisconsin Regional Planning Commission

- **Milestone #3, Goals, Strategies, and a Plan for Action, Year 2030 Regional Comprehensive Plan "Shaping the 21st Century".** East Central adopted Milestone #3, its regional comprehensive plan in April 2008. The plan serves as an advisory

document for counties and communities within the region. As part of this planning effort, East Central developed a vision for transportation, which states:

In 2030, the East Central region will have an efficient regional transportation network which provides options for the mobility needs of all people, goods, and services.

The Milestone #3 report contains five transportation “plan guidelines”, which contain goals, strategies, and recommendations for achieving this vision. These plan guidelines are (1) Effects of Sprawl Development on Transportation, (2) Transportation Funding and Priority Plans and Projects, (3) Regional Connectivity, (4) Balance Between Transportation and the Environment, and (5) Alternative Modes of Transportation and Mobility. The plan can be view at the following link:

<http://www.ecwrpc.org/programs/comprehensive-planning/2030-regional-comprehensive-plan-2030/>.

- **Appleton (Fox Cities) Transportation Management Area: Long Range Transportation / Land Use Plan Appleton (Fox Cities) Urbanized Area.** *The Appleton Transportation Management Area (TMA): Long Range Transportation / Land Use Plan for the Appleton (Fox Cities) Urbanized Area* was prepared to meet the requirements of the Moving Ahead for Progress in the 21st Century Act (MAP-21) for long range transportation and land use planning in metropolitan areas.. The plan can be viewed at the following link: <http://fcompo.org/planning-activities/long-range-transportation-planning/>.
- **Transportation Improvement Program Fox Cities Transportation Management Area 2017.** The Transportation Improvement Program for the Fox Cities Transportation Management Area is a staged multi-year program of both capital and operating projects designed to implement the long-range element of the transportation plan and shorter-range transportation system management (TSM) element. The staged program covers a period of four years and includes projects recommended for implementation during the 2015-2018 program period. The specific annual element time frame recommended for funding approval differs for the FHWA Surface Transportation Program (STP) and the Federal Transit Administration Operating and Capital Assistance Programs. It includes funding recommendations for STP-Urban Projects from 2019 through 2020; and for transit assistance programs for 2017 and 2018. The plan can be viewed at: <http://fcompo.org/wp-content/uploads/2012/06/2017-Fox-Cities-TIP.pdf>.
- **Congestion Management Process (CMP) Plan Fox Cities (Appleton TMA) Urbanized Area.** The Congestion Management Process (CMP) plan is designed to provide systematic planning solutions to the transportation needs of the Fox Cities. It inventories traffic congestion across the Fox Cities. The primary goal of the CMP is to develop a balanced transportation network which can be efficiently integrated within the Fox Cities MPO boundaries. The plan can be viewed at <http://fcompo.org/wp-content/uploads/2013/10/Appleton-TMA-Congestion-Management-Plan-2013.pdf>.
- **Appleton (Fox Cities) Transportation Management Area and Oshkosh Metropolitan Planning Organization Bicycle and Pedestrian Plan – 2014.** The bicycle / pedestrian plan focuses on regional connectivity of bicycle and pedestrian networks throughout the Fox Cities (Appleton) and Oshkosh Metropolitan Planning Organizations. The plan can be viewed at: <http://fcompo.org/wp-content/uploads/2012/06/Appleton-TMA-and-Oshkosh-MPO-BikePed-Plan-2014.pdf>.

- **Valley Transit - Transit Development Plan.** The Valley Transit Development Plan was adopted in 2009 and provides a comprehensive examination of Valley Transit. It identifies recommendations for improving the transit system over the next five years. The plan can be viewed at: <http://fcompo.org/planning-activities/public-transit-specialized-transportation/>.
- **Section 5310 Enhanced Mobility of Seniors and Individuals with Disabilities Program Management and Coordination Plan Appleton Metropolitan Planning Organization 2014.** The Section 5310 plan details procedures for administering the Section 5310 Enhanced Mobility of Seniors and Individuals with Disabilities Program for the Appleton Transportation Management Area (TMA). The plan can be viewed at: <http://fcompo.org/wp-content/uploads/2014/06/Appleton-TMA-Section-5310-Management-Coordination-Plan.pdf>.

County Policies

Winnebago County

A Multi-Jurisdictional Comprehensive Plan for Winnebago County: 2016-2035. The *Winnebago County Comprehensive Plan* was adopted in 2016. The plan's transportation element provides the following goal: To achieve a safe, efficient, and environmentally sound transportation system that provides personal mobility for all segments of the population and supports the economy of the county.

County Code of Ordinances. The Winnebago County Code of Ordinances regulates transportation facilities. Several chapters may be relevant to the City and/or the 3.0 mile extraterritorial area. These chapters, relating to transportation are summarized below.

Chapter 7 – Traffic Code. The Traffic Code regulates the speed limits on county highways within the unincorporated areas of the county.

Chapter 8 – Public Works. The public works ordinance establishes criteria for sharing the cost of funding for urban type construction on County Trunk Highways under county maintenance jurisdiction.

Chapter 18 - Subdivisions and Platting. The ordinance facilitates division of larger parcels of land into smaller parcels of land through two methods: Certified Survey Maps (CSMs) and Plats. Certified Survey Maps create up to four new lots, parcels or tracts from the parent parcel. Plats are required for land subdivisions that create five or more lots created from the parent parcel. The ordinance also contains design standards for streets, blocks, setbacks and utility easements.

Winnebago County Comprehensive Park and Recreation Plan, 2013 -2017. The *Winnebago County Comprehensive Park and Recreation Plan*, adopted in 2013, describes existing conditions, projects future growth, and offers recommendations to guide the future growth and development of recreational facilities in Winnebago County. The plan identifies three goals: (1) Provide throughout the county a planned system of parks and recreation areas that will enable county residents and visitors alike to participate in and enjoy a diversity of recreational activities; (2) Preserve scarce and valuable resources important to the ecological, sociological, and economic life of the county; and (3) To encourage continued involvement of county residents when planning for parks and recreational development.

Local Policies

City of Oshkosh

Code of Ordinances. The City's Code of Ordinances regulates land divisions and land uses.

Official Map. The City of Oshkosh has an official map. An official map is intended to implement a master plan for a city, village or town. The master plan helps direct development by designating areas for streets, highways, parkways, floodplains, and other pertinent land uses. Official maps direct development away from sensitive areas which are designated for future public use.

Federal, State, Regional and Local Programs

Federal Programs

Department of Transportation (DOT)

- **Surface Transportation Urban Program (STP-Urban, STP-U).** This program allocates federal Fixing America's Surface Transportation (FAST) Act funds to complete a variety of transportation improvements including projects on higher function local roads not on the State Trunk Highway system, and local safety improvements. To be eligible roads must be functionally classified as urban "collector" or higher. More information can be found at <http://wisconsindot.gov/Documents/doing-bus/local-gov/astnce-pgms/highway/stp-urban.pdf>.
- **Transportation Alternatives Program (TAP).** The TAP allocates federal Fixing America's Surface Transportation (FAST) Act funds to transportation improvement projects that "expand travel choice, strengthen the local economy, improve the quality of life, and protect the environment. Projects that met eligibility criteria for the Safe Routes to School Program, Transportation Enhancements, and/or the Bicycle and Pedestrian Facilities Program will be eligible TAP projects. More information on the TAP can be found at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/aid/tap.aspx>.

State Programs

Wisconsin Department of Transportation (DOT)

WisDOT is responsible for planning, building and maintaining Wisconsin's network of state highways and Interstate highway system. The department shares the costs of building and operating county and local transportation systems - from highways to public transit and other modes. WisDOT plans, promotes and financially supports statewide air, rail and water transportation, as well as bicycle and pedestrian facilities. A few of the funding opportunities are listed below, more information on other WisDOT associated funding opportunities (various programs) is available at:

<http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/default.aspx>.

- **Local Bridge Improvement Assistance Program.** This program helps counties, cities, villages, and towns rehabilitate or replace existing bridges on Wisconsin's local highway system based on the sufficiency rating. The program operates on a cost-shared basis

with federal and state funds accounting for 80% of the total eligible project costs. More information on the Local Bridge Improvement Assistance Program can be found at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/localbridge.aspx>.

- **General Transportation Aid.** Road maintenance is partially funded by disbursement of the state transportation fund. The largest portion of the fund is from General Transportation Aids. The state provides an annual payment to each county and municipality that funds a portion of the local governments' costs for activities such as road construction, filling potholes, snow removal, and other related transportation maintenance. Disbursements from the account are determined by the total mileage of local roads within the municipality or by a formula based on historic spending. This information must be reported annually. More information can be found at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/gta.aspx>.
- **Local Roads Improvement Program (LRIP).** This program provides funding to improve or replace seriously deteriorating county highways, town roads, and city or village streets. New roads are not eligible. LRIP funds pay up to 50% of total eligible costs while the remaining amounts must be matched by the local government. The program has three basic programs: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP). Additional discretionary funds are available for high cost projects. More information can be found at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/lrip.aspx>.
- **Bicycle and Pedestrian Facilities Program.** This program provides funding for projects that construct or plan for bicycle or bicycle/pedestrian facilities. More information can be found at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/gta.aspx>.
- **Disaster Damage Aids.** Towns, villages, cities or counties may apply for financial aid due to disaster damage to any public highway under its jurisdiction that is not on the State Trunk or Connecting Highway systems. More information can be found at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/disaster.aspx>.
- **Wisconsin Employment Transportation Assistance Program (WETAP).** This program is designed to provide transportation for low-income workers to jobs, training centers, and childcare facilities through enhanced local transportation services. Funding is provided by a combination of federal, state, and local funds. This program provides a crucial link to allow low-income workers to remain in the workforce. More information can be found at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/transit/wetap.aspx>.
- **Local Transportation Enhancement Program (TE).** This program provides funds that increase multi-modal transportation within a region while enhancing the community and the environment. Eligible projects include multi-use recreational trails, landscaping, or the preservation of historic transportation structure. Funds cover up to 80% of the total eligible project costs. More information can be found at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/aid/te.aspx>.
- **Transportation Economic Assistance Grant Program (TEA Grant).** This program provides a 50% state grant to local governments, private businesses, and consortiums

for road, rail, harbor, and airport projects that are necessary to help attract employers to Wisconsin. These grants have a performance based incentive and successful funding requires that businesses and industries created by the grant program retain and expand local economies in Wisconsin. More information can be found at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/aid/tea.aspx>.

Regional Programs

East Central Wisconsin Regional Planning Commission

Mobile and Active Communities Program. The program element coordinates, administers and promotes federal, state, regional and metropolitan transportation planning through the Commission's Metropolitan Planning Organization (MPO) designation for the three urbanized areas. Major work efforts include the Fox Cities and Oshkosh Urbanized Areas MPOs, Short-Range Planning – Congestion Management Process (TMA) (TAP), Regional Transportation Planning, and the Fond du Lac Urbanized Area MPO. Examples of work under this program element include: local road and highway planning (Long-Range Transportation/Land Use Plans, Transportation Improvement Programs, CUBE Traffic Demand Model for transportation planning scenario analysis, highway corridor studies, traffic facility assistance, transportation assistance management, highway access control assistance, official street mapping, jurisdictional road transfers, PASER Pavement Evaluation Ratings, WisDOT WISLR access and training, local road sign inventories and airport systems), public transit planning, freight system planning, bicycle and pedestrian planning (bicycle and pedestrian plan development and implementation, on-street and off-street bicycle facilities issues and assessments, safe routes to school plans, bicycle and pedestrian safety training and bicycle route mapping), and grant assistance and support letters.

- **Oshkosh Area MPO** – The Oshkosh Metropolitan Planning Organization (MPO) encompasses the City of Oshkosh, the Towns Algoma, Black Wolf, Nekimi, Oshkosh, Vinland and Winnebago County.
- **East Central Wisconsin Regional Safe Routes to School (SRTS).** The SRTS is a national and international movement to create safe, convenient and fun opportunities for children to bicycle and walk to and from schools. The goal of the program is to enable and encourage children K-8th grade, including those with disabilities, to walk and bike to school. The East Central Wisconsin Regional SRTS Program focuses on empowering local communities and school districts with the resources and knowledge needed to implement SRTS activities.

Local Programs

Greater Oshkosh Transit (GO Transit)

Fixed Route Bus Service. O Transit's mission is to provide reliable, affordable and accessible public transportation options to support our community's mobility needs. Transportation options include fixed-route bus service within the City of Oshkosh, paratransit services to elderly and disabled individuals, paratransit service to low-income workers, and intercity bus service to Neenah.

The Connector. The Connector is designed to provide safe, convenient, and affordable access to public transportation for Fox Cities residents who work second or third shift schedules or who need to travel throughout the community beyond Valley Transit's fixed route service area.

UTILITIES AND COMMUNITY FACILITIES

Federal, State, Regional, County, and Local Policies

Federal Policies

Water Pollution Control Act. The Federal Water Pollution Control Act (1977), more commonly known as the Clean Water Act, established the basic structure for regulating discharges of pollutants into surface waters. Effluent standards for wastewater treatment plants and other industrial facilities were established by this landmark legislation. The legislation also provided grants to communities to assist with planning and construction of upgraded facilities. Today, increasing levels of growth and changing treatment standards have caused more recent expansions and improvements of these systems.

Safe Drinking Water Act (SDWA). Drinking water standards are set by the USEPA. The Safe Drinking Water Act (SDWA) requires the USEPA to set primary standards, while individual public water systems must ensure that they are met. Drinking water standards apply to public water systems which supply at least 15 connections or 25 persons at least 60 days of a calendar year. Standards have been set for 90 chemical, microbiological, radiological, and physical contaminants. Non-enforceable guidelines are also set for secondary standards for contaminants that may cause cosmetic effects such as poor taste or odors.

State Policies

Wisconsin Administrative Code

Chapter SPS 383 Private Onsite Wastewater Treatment Systems. Formally COMM 83, Chapter SPS 383 establishes uniform standards and criteria for the design, installation, inspection and management of a private onsite wastewater treatment system, POWTS, so that the system is safe and will protect public health and the waters of the state.

Chapter 287 Solid Waste Reduction, Recovery and Recycling. Chapter 287 regulates solid waste reduction, recovery and recycling the state, as well as littering and enforcement requirements. The law requires that every citizen in Wisconsin must have residential recycling service or drop-off centers within easy access and should be provided with recycling education and outreach.

Chapter NR-110 Sewerage Systems. Chapter NR-110 regulates site-specific facility planning and sanitary sewer extensions. Decisions regarding the extension or expansion of wastewater collection facilities are made primarily at the local level.

Chapter NR-121 Areawide Water Quality Management Plans. Chapter NR-121 specifies the standards and processes for initiating and continuous area wide wastewater treatment management planning. As provided by NR-121, the WNRD's role is to review and approve every sewer service area plan and its amendments, taking into account water quality impacts and cost-effectiveness.

Chapter NR-809 Safe Drinking Water. Drinking water standards are also maintained at a state level. NR-809 regulates the design, construction, and proper operation of public water systems. The WDNR also assures that regulated contaminants are adequately monitored.

Regional Policies

East Central Wisconsin Regional Planning Commission

Milestone #3, Goals, Strategies, and a Plan for Action, Year 2030 Regional Comprehensive Plan “Shaping the 21st Century”. East Central adopted Milestone #3, its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed a vision for utilities and community facilities, which states:

Efficient, cost effective community facilities are provided, which enhance the quality of life and ensure prosperity and economic stability for all. The emphasis in service provision is on cooperative planning, fostering collaboration, enhancing partnerships, sharing resources and transcending boundaries, as appropriate. In 2030, there are regional opportunities for the sustainable and safe management of solid waste and recycling, collection, processing and disposal activities. A well-managed and planned public and private water supply provides for the region’s citizens and industry. The region is served by a variety of well-functioning public and private wastewater treatment systems, which are capable of accommodating future growth, while limiting the inherent conflicts caused by both urban and rural development patterns. Adequate, cost effective, environmentally conscientious utility infrastructure exists to support industry and the general population. There are cost effective, efficient, quality emergency and non-emergency services to ensure public safety. A variety of meaningful educational options and opportunities exist for all students. Children and adults in the region are provided with accessible educational, informational and recreational library services and materials in an economically efficient and timely manner. There is a collaborative regional forum to create and implement a strategic framework for the continuum of care for the health and wellbeing of the residents of the region. Through cooperative efforts, park, open space, and recreational facilities and programs are protected and preserved and there are plans for new facilities. There are community facilities which meet the needs of various groups, including youth, elderly, and minorities, in a balanced and financially responsible manner.”

The Milestone #3 report contains nine utilities and community facilities “plan guidelines”, which contain goals, strategies, and recommendations for achieving this vision. The plan guidelines are (1) Waste: Garbage and Recycling, (2) Public and Private Wastewater Treatment, (3) Public and Private Water Supply, (4) Electric, Gas and Telecommunications, (5) Public Safety, (6) Education and Libraries, (7) Health and Childcare, (8) Local Parks and Recreational Facilities, and (8) Wind Energy. The plan can be view at the following link:
<http://www.eastcentralrpc.org/planning/compplan/milestone3/MS3Final/ms3final.htm>.

County Policies

Winnebago County

A Multi-Jurisdictional Comprehensive Plan for Winnebago County: 2016-2035. The Winnebago County Comprehensive Plan was adopted in 2016. The plan’s utilities and

community facilities goal is to achieve maintenance and development of quality public services and facilities that provide for recreational opportunities, a low crime rate, strong rural and urban economies, a clean environment, and reasonable and equitable taxes.

County Code of Ordinances. The Winnebago County Code of Ordinances regulates private on-site wastewater treatment systems. Several chapters may be relevant to the City and/or the 3.0 mile extraterritorial area. These chapters, relating to Utilities and Community Facilities are summarized below.

Chapter 6 – Emergency Management Operations. The Emergency Management Operations ordinance ensures that the county will be able to cope with emergencies resulting from enemy action and with emergencies resulting from natural disasters.

Chapter 11 – Health and Social Services. This chapter regulates the County Department of Health and Human Services and contains the Public Health Code.

Chapter 15 – Sanitary Landfill. This ordinance regulates the county sanitary landfill and transportation of waste to the landfill.

Chapter 16 – Private On-site Wastewater Treatment Systems. This ordinance regulates private on-site wastewater systems in the county.

Chapter 19 – Parks and Recreation. This chapter regulates parks and related activities.

Winnebago County Comprehensive Park and Recreation Plan, 2013 -2017. The *Winnebago County Comprehensive Park and Recreation Plan*, adopted in 2013, describes existing conditions, projects future growth, and offers recommendations to guide the future growth and development of recreational facilities in Winnebago County. The plan identifies three goals: (1) Provide throughout the county a planned system of parks and recreation areas that will enable county residents and visitors alike to participate in and enjoy a diversity of recreational activities; (2) Preserve scarce and valuable resources important to the ecological, sociological, and economic life of the county; and (3) To encourage continued involvement of county residents when planning for parks and recreational development.

Local Policies

City of Oshkosh

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Federal, State, and Regional Programs

Federal Programs

United States Environmental Protection Agency (USEPA)

- **National Pollutant Discharge Elimination System (NPDES) Storm Water Program.** The Clean Water Act also established the National Pollutant Discharge Elimination System (NPDES) Storm Water Program. The comprehensive two–phased program addresses the non-agricultural sources of stormwater discharges which adversely affect surface water quality. A NPDES permitting mechanism requires the implementation of controls designed to reduce the volume of stormwater runoff and the level of harmful pollutants in stormwater runoff.

Federal Emergency Management Administration (FEMA)

FEMA offers several annual grant awards to fire departments. Eligible project costs include equipment, supplies, training, emergency work (evacuations, shelters, etc.), and mobilization/demobilization activities. All municipal jurisdictions with a population of less than 50,000 are eligible to receive funding. Recipients must provide a 10 percent match for all project costs. Additional information on FEMA grants is available at <http://www.fema.gov/grants>.

Other Federal Agencies

Federal regulation of telecommunications, radio, and television towers is currently under the auspices of the **Federal Communications Commission (FCC)**, the **Federal Aviation Administration (FAA)**, and the **Occupational Safety and Health Administration (OSHA)**. The FCC issues licenses for new telecommunication facilities by determining the overall need, coordinates frequencies, and regulates tower placement. Communication towers must be located at the most central point at the highest elevation available. The FAA regulates tower height, coloring, and lighting to ensure aircraft safety. OSHA regulates the occupational exposure to non-ionizing electromagnetic radiation emitted from radio, microwave, television, and radar facilities.

State Programs

Public Service Commission (PSC)

Public utilities in Wisconsin are regulated by the PSC, an independent regulatory agency. The PSC sets utility rates and determines levels for adequate and safe service. More than 1,400 utilities are under the agency's jurisdiction. PSC approval must be obtained before instituting new rates, issuing stock or bonds, or undertaking major construction projects such as power plants, water wells, and transmission lines. Additional information on the Public Service Commission is available at <http://psc.wi.gov/>.

Wisconsin Department of Administration

- **Community Development Block Grant – Public Facilities (CDBG – PF).** CDBG-PF funds help support infrastructure and facility projects for communities. Some examples of eligible projects include streets, drainage systems, water and sewer systems,

sidewalks, and community centers. Additional information regarding the CDBG-PF program can be found at <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Community-Development/CDBG-PF-Program-Overview>.

Wisconsin Department of Natural Resources

- **Wisconsin Solid Waste Management Program.** Begun in the 1970s, the Wisconsin Solid Waste Management Program regulates the collection, storage, transportation, treatment and disposal of solid waste. The solid waste administrative codes are extensive and include Chapter 502, Solid Waste Storage, transportation, transfer, incineration, air curtain destructors, processing, wood burning, composting and municipal solid waste combustors; Chapter 518, Land spreading of solid waste; and ATCP 34, Clean sweep program. More information is available at: <http://dnr.wi.gov/topic/waste/solid.html>.
- **Knowles-Nelson State Stewardship.** The Knowles-Nelson State Stewardship Fund is a land acquisition program for the State of Wisconsin. Created by the state legislature in 1989, \$60 million dollars per year is utilized to purchase lands for parks and other recreational purposes. An important component of the program is the cooperation between the DNR and local governments and non-profit organizations. The program offers a 50 percent grant match to create parks, hiking trails, hunting grounds, and other facilities. The funds can also be utilized for facilities improvements such as road construction and capital acquisition projects (picnic equipment, playgrounds, etc.). More information is available at: <http://dnr.wi.gov/topic/stewardship/>.
- **Clean Water Fund Program (CWFP).** The Clean Water Fund Program (CWFP) is one of two Environmental Improvement Fund (EIF) loans that are jointly managed and administered by the Department of Natural Resources and the Department of Administration. It offers loans and hardship grants to any town, village, city, county utility district, public inland lake protection and rehabilitation district, metropolitan sewerage district or federally recognized American Indian tribe or band to construct or modify municipal wastewater systems or construct urban storm water best management practices. More information is available at: <http://dnr.wi.gov/aid/eif.html>.
- **Safe Drinking Water Loan Program (SDWLP).** The Safe Drinking Water Loan Program (SDWLP) is one of two Environmental Improvement Fund (EIF) loans that are jointly managed and administered by the Department of Natural Resources and the Department of Administration offers loans to any city, village, town, county, sanitary district, public inland lake protection and rehabilitation district, or municipal water district to construct or modify public water systems to comply with public health protection objectives of the Safe Drinking Water Act. More information is available at: <http://dnr.wi.gov/aid/eif.html>.
- **Wisconsin Pollutant Discharge Elimination System (WPDES) program.** The Department regulates the discharge of pollutants to waters of the state through the WPDES program. Individual (e.g., site-specific) WPDES permits are issued to municipal and industrial facilities discharging to surface water and/or groundwater. As of 2012, approximately 358 industrial facilities require individual WPDES permits and approximately 649 municipalities held individual WPDES permits. WPDES general permits are issued by the Wisconsin Department of Natural Resources for specific

categories of industrial, municipal and other wastewater discharges. More information is available at: <http://dnr.wi.gov/topic/wastewater/permits.html>.

- **Wisconsin Pollutant Discharge Elimination System (WPEDS) Storm Water Program.** The NPDES program is administered by the WDNR through NR-216. The Wisconsin Pollutant Discharge Elimination System (WPEDS) Storm Water Program regulates stormwater discharge from construction sites, industrial facilities, and selected municipalities. Recent Phase II requirements will require six minimum control measures to be addressed by communities and other local entities: public education, public participation, illicit discharges, construction site pollutant control (≥ 1 acre in size), post construction site stormwater management, and pollution prevention. More information is available at: <http://dnr.wi.gov/topic/wastewater/dischargeypes.html>.

Department of Public Instruction (DPI)

The Wisconsin Constitution as it was adopted in 1848 provided for the establishment of district schools that would be free to all children age 4 to 20. Subsequent laws allowed a property tax to be collected to fund school programs. Today, the Department of Public Education (DPI) oversees the operations of school systems and sets state standards for educational curricula, teacher certification standards, and other educational programs.

Wisconsin Community Action Program Association (WISCAP)

The Wisconsin Community Action Program Association (WISCAP) is the statewide association for Wisconsin's sixteen (16) Community Action Agencies and three single-purpose agencies with statewide focus. CAP Services, a member of WISCAP covers Winnebago County.

Board of Commissioners of Public Lands (BCPL)

- **State Trust Fund Loan Program.** The State Trust Fund Loan Program offers loans to municipalities, lake districts, metropolitan sewerage districts and town sanitary districts for a wide variety of municipal purposes.

Regional Programs

East Central Wisconsin Regional Planning Commission (ECWRPC)

Sustainable and Efficient Community Services and Facilities Program. This program element implements the requirements of the "Smart Growth" planning legislation for the Community Facilities and Utilities plan element and incorporates the Commission's ongoing NR-121 sewer service area (SSA) planning function. In addition to SSA planning, the Commission provides assistance in the following areas: electric transmission line project reviews, capital improvement programs, resource recovery and recycling/composting and solid waste management planning.

- **Sewer Service Area Planning.** This function is derived from ECWRPC being designated by the WDNR as the 208 Water Quality Management Planning Agency for the region. The Commission acts in an advisory and regulatory role for Sewer Service Area (SSA) Plans and has prepared detailed long range plans for 26 wastewater treatment plants to address growth and ensure water quality within the region. In

addition, the Commission acts in an advisory capacity to WDNR and provides recommendations on various plan updates, amendments, facilities plans, and sewer extensions. Additionally the Commission provides population and development projections for facility siting and sewer service area planning.

Recreation and Heritage Opportunities Program. The Recreation and Heritage Opportunities work program element encompasses planning activities associated with meeting the open space and recreational needs of the region as a whole, as well as plans for individual governmental jurisdictions. Examples of work under this program element include: park and open space plans, park site plans, park funding and programming information, recreation inventories, recreation surveys, park needs assessments, water trail planning and ADA accessibility issues.

Natural Resource Management. The Natural Resource Management planning element ensured that the region's natural resources and unique environmental features are identified and managed as an integral part of planning and development throughout the region. This program element includes hazard mitigation planning, stormwater and watershed management and the NR-135 Non-Metallic Mining Reclamation Program Administration.

AGRICULTURAL, CULTURAL, AND NATURAL RESOURCES

Federal, State, Regional, County, and Local Policies

Federal Policies

Clean Water Act (1977). The Clean Water Act established the basic structure for regulating discharges of pollutants into the waters of the United States.

State Policies

Wisconsin State Statutes

- **Chapter 91 Farmland Preservation.** This chapter requires the county to adopt a Farmland Preservation Plan. It addresses Farmland Preservation zoning and agricultural enterprise areas.

Wisconsin Administrative Code

- **Chapter SPS 383, Private Onsite Wastewater Treatment Systems.** Formally COMM 83, Chapter SPS 383 establishes uniform standards and criteria for the design, installation, inspection and management of a private onsite wastewater treatment system, POWTS, so that the system is safe and will protect public health and the waters of the state.
- **Chapter NR-103, Water Quality Standards for Wetlands.** Chapter NR-103 establishes water quality standards for wetlands.
- **Chapter NR-115, Wisconsin's Shoreland Management Program.** Chapter NR-115 requires counties to adopt zoning and subdivision regulations for the protection of all shorelands in unincorporated areas.

- **Chapter NR-116, Wisconsin’s Floodplain Management Program.** Chapter NR-116 requires municipalities to adopt reasonable and effective floodplain zoning ordinances.
- **Chapter NR-135, Nonmetallic Mining Reclamation.** Chapter NR-135 was established to ensure that non-metallic mining sites are properly abandoned. This law promotes the removal or reuse of non-metallic mining refuse, removal of roads no longer in use, grading of the non-metallic mining site, replacement of topsoil, stabilization of soil conditions, establishment of vegetative groundcover, control of surface water flow and groundwater withdrawal, prevention of environmental pollution, development and reclamation of existing non-metallic mining sites, and development and restoration of plant, fish and wildlife habitat if needed to comply with an approved reclamation plan.
- **Chapter ATCP 49, Farmland Preservation (Proposed).** In 2009, the Wisconsin Farmland Preservation Program, which had been in existence since 1977, was repealed by the Wisconsin State Legislature and recreated with a new structure. This was done in response to growing pressures to convert farmland statewide to nonagricultural uses. Under the new law, DATCP was authorized to write an administrative rule that sets technical details as to how local governments may plan and zone to preserve farmland.

Regional Policies

East Central Wisconsin Regional Planning Commission

Milestone #3, Goals, Strategies, and a Plan for Action, Year 2030 Regional Comprehensive Plan “Shaping the 21st Century”. East Central adopted Milestone #3, its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed three separate chapters for agriculture, natural and cultural resources:

Agricultural Resources Vision: *In 2030, agriculture is an important feature of the economy and lifestyle of the East Central region. Development pressures have been diverted away from prime farmland and ample, un-fragmented agricultural districts exist. Farming is practiced on the most productive soils. A variety of farm types and sizes are operating successfully. The region’s farming community supplies both local and global markets. Citizens, local officials, and farmers are aware of and continuously address interrelated economic and land use issues. The viable and stable farm economy, in terms of farm income and prosperity, reflects concerted efforts by the private and public sectors to balance free market forces and government programs for land conservation.*

Natural Resources Vision: *In 2030, the importance of natural resources, including their link to the regional economy, quality of life, and cost effective service provision is recognized. Natural resource planning is sustainable, consistent and coordinated in order to protect and build a strong sense of ecological place. The Winnebago Pool Lakes and the Fox/Wolf River systems are recognized as the backbone of the region's ecological resources. Geologic resources that are significant from an aesthetic, scientific, cultural, historic, educational, or commercial extraction purpose, have been identified, inventoried, preserved and protected to meet the development and societal needs of the region. The region has proactively addressed public access, recreation, open space, and trail facilities in order to meet the needs of its citizens; enhance the quality of life and environment; realize tax savings and other economic benefits; and to maintain and improve the region's tourism*

economy. The region is comprised of well-defined urban and rural spaces which improve the individual's perception of 'sense of place', while communities within the region have maintained their individual character and identity. Within the region, surface water resources are planned for in a watershed-based manner that embraces and encourages the use of 'green infrastructure' concepts. The proactive protection of natural features not only contributes to water quality, but also to the long term sustainability and economic benefit of the region.

Cultural Resources Vision: *In the year 2030, the region is recognized as a leader in the state for preservation of its cultural resources. It provides public access to resource protection tools and the political advocacy necessary to ensure protection for, and appreciation of, our diverse ethnic heritage, both historic and prehistoric.*

The Milestone #3 report contains four agricultural, five natural, and five cultural resources "plan guidelines", which contain goals, strategies, and recommendations for achieving each vision. The plan can be view at the following link:
<http://www.eastcentralrpc.org/planning/compplan/milestone3/MS3Final/ms3final.htm>.

County Policies

Winnebago County

A Multi-Jurisdictional Comprehensive Plan for Winnebago County: 2016-2035. The *Winnebago County Comprehensive Plan* was adopted in 2016. The plan's agricultural, cultural, and natural resources element provides the following goals:

Agricultural:

- To achieve maintenance and development of the agricultural industry through agriculture diversification, protection of economically viable tracts of arable land, and the prevention of conflict between agricultural and incompatible uses.

Natural, Cultural and Historic Resources:

- To achieve a clean and attractive environment through the protection of natural resources, land use stewardship, development of recreational opportunities and preservation of historical assets.

County Code of Ordinances. The Winnebago County Code of Ordinances regulates erosion and sediment control, floods, nonmetallic mining, shoreland-wetland zoning, stormwater management and other ordinances that may be relevant to the City and its planning area. Several chapters that relate to agricultural, natural and cultural resources are summarized below.

Chapter 13 – Animal Waste Management. The purpose of this Chapter is to assure the safe handling and spreading of livestock waste as well as to regulate the location, design, construction, alteration, operation, and maintenance of all livestock facilities and livestock waste transfer and storage facilities; and to regulate the abandonment/closure of livestock waste transfer and storage facilities.

Chapter 16 – Private On-site Wastewater Treatment Systems. This ordinance regulates private on-site wastewater systems in the county.

Chapter 20 – Non-Metallic Mining. The purpose of this chapter is to establish a local program to ensure the effective reclamation of nonmetallic mining sites on which nonmetallic mining takes place in Winnebago County.

Chapter 26 – Floodplain Zoning Code. This chapter is intended to regulate floodplain development to protect life, health and property; minimize expenditures of public funds for flood control projects; minimize rescue and relief efforts undertaken at the expense of the taxpayers; minimize business interruptions and other economic disruptions; minimize damage to public facilities in the floodplain; minimize the occurrence of future flood blight areas in the floodplain; discourage the victimization of unwary land and homebuyers; prevent increases in flood heights that could increase flood damage and result in conflicts between property owners; and discourage development in a floodplain if there is any practicable alternative to locate the activity, use or structure outside of the floodplain.

Chapter 27 – Shoreland Zoning Code. Shorelands are defined as lands which are: 1,000 feet from the ordinary high water elevation mark of navigable lakes, ponds, or flowages; or 300 feet from the ordinary high water elevation mark of navigable rivers or streams. If the landward side of the floodplain exceeds either of these two measurements, this is used as the zoning standard. Wetlands means those areas where water is at, near or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which have soils indicative of wet conditions. This ordinance controls the lot size, building setbacks, landfills, agricultural uses, alteration of surface vegetation, sewage disposal, filling, grading, lagoons, and other uses which may be detrimental to this area.

Winnebago County Farmland Preservation Plan, adopted March 13, 2012. The Winnebago County Farmland Preservation Plan is included in the *Winnebago County Comprehensive Plan*. The plan is intended to guide local efforts related to farmland protection and the promotion of the agricultural sector in Winnebago County during the 15-year period from 2012 through 2026. The goals of the plan are: (1) Protect farmland in Winnebago County, while balancing landowner rights and community benefit; (2) Maintain a strong agricultural economy; (3) Support agriculture-related businesses and support systems; and (4) Promote urban agriculture. The intent of the plan is to meet the requirements of chapter 91 of the Wisconsin State Statutes for Farmland Preservation and help maintain sustainable agriculture economies in the county as well provide an informational base to assist decision makers in the preservation of farmland and agriculture related development within the county.

2011-2020 Winnebago County Land and Water Resource Management (LWRM) Plan.

Appendix C, 2016- 2020 Work Plan was updated in 2016. The LWRM) addresses soil and water quality concerns using local, state and federal programs. The goal of the *Winnebago County Land and Water Resource Management Plan* is to restore, improve, and protect the ecological diversity and quality and promote the beneficial uses of the land, water, and related resources found throughout the county.

Local Policies

City of Oshkosh

Code of Ordinances. The City's Code of Ordinances regulates land divisions and land uses.

Official Map. The City of Oshkosh has an official map. An official map is intended to implement a master plan for a city, village or town. The master plan helps direct development by designating areas for streets, highways, parkways, floodplains, and other pertinent land uses. Official maps direct development away from sensitive areas which are designated for future public use.

Federal, State, Regional, County and Local Programs

Federal Programs

US Environmental Protection Agency

- **National Pollution Discharge Elimination System (NPDES) Storm Water Program.** The Clean Water Act established the National Pollutant Discharge Elimination System (NPDES) Storm Water Program. The comprehensive two–phased program addresses the non-agricultural sources of stormwater discharges and industrial/municipal effluents which adversely affect surface water quality. A NPDES permitting mechanism requires the implementation of controls designed to reduce the volume of stormwater runoff and the level of harmful pollutants in stormwater runoff. More information is available at: <http://www.epa.gov/npdes>.

State Programs

Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)

DATCP has a number of programs related to agricultural development, conservation assistance, farm and rural services, farmland preservation, etc. A few of the programs are highlighted below:

Working Land Initiative. The Wisconsin Working Lands Initiative was signed into law in 2009 and is comprised of the following three programs Farmland Preservation Program, Agricultural Enterprise Program, Purchase of Agricultural Conservation Easement (PACE) Program. More information is available: http://datcp.wi.gov/Environment/Working_Lands_Initiative/.

- **Farmland Preservation Program.** Counties are required to revise their farmland preservation plans to meet the new requirements which are designed to better protect farmland. A grant that covers up to 50 percent of the cost of preparing a farmland preservation plan is available to all counties.
- Local governments may choose to adopt and have certified a farmland preservation zoning ordinance to ensure that landowners covered by the ordinance are eligible to claim farmland preservation tax credits.
- **Agricultural Enterprise Area (AEA) Program.** AEA's are part of Wisconsin's Working Lands Initiative. An AEA is an area where the local community has prioritized preservation of farmland and agricultural development. Once an area is officially designated as an AEA, eligible farmers owning land within the area may enter into a farmland preservation agreement with the state. This enables the landowners to receive tax credits in exchange for agreeing to keep their farm in agricultural use for at least 15 years.

Purchase of Agricultural Conservation Easement (PACE) Program. The PACE Program provides up to 50% of the cost of purchasing agricultural conservation easements, including transaction costs. Cooperating local governments or non-profit organizations can obtain money from the state to purchase easements from willing landowners. Land with an agricultural conservation easement cannot be developed for any purpose that would prevent its use for agriculture.

Wisconsin Department of Natural Resources (WDNR)

- **Wisconsin Pollutant Discharge Elimination System (WPEDS) Storm Water Program.** The NPDES program is administered by the WDNR through NR-216. The Wisconsin Pollutant Discharge Elimination System (WPEDS) Storm Water Program regulates stormwater discharge from construction sites, industrial facilities, and selected municipalities. Recent Phase II requirements will require six minimum control measures to be addressed by communities and other local entities: public education, public participation, illicit discharges, construction site pollutant control (1 or more acres in size), post construction site stormwater management, and pollution prevention. More information is available at: <http://dnr.wi.gov/topic/wastewater/permits.html>.
- **Knowles-Nelson Stewardship Local Assistance Grant Programs.** The Knowles-Nelson State Stewardship Fund is a land acquisition program for the State of Wisconsin. Four Stewardship grant programs are available: Acquisition and Development of Local Parks (ADLP), Urban Green Space (UGS) grants, Urban Rivers (UR) grants, and Acquisition of Development Rights (ADR). The program offers a 50 percent grant match to create parks, hiking trails, hunting grounds, and other facilities. The funds can also be utilized for facilities improvements such as road construction and capital acquisition projects (picnic equipment, playgrounds, etc.). More information is available at: <http://dnr.wi.gov/topic/stewardship/grants/applylug.html>.
- **Wisconsin Shoreland Management Program.** Shoreland zoning can enhance the quality of surface water, protect wildlife habitat, and improve its aesthetic appearance. The Wisconsin Shoreland Management Program is a cooperative effort between state and local governments. Local governments are allowed to adopt shoreland and floodplain zoning to direct development in compliance with state minimum standards. Specific ordinances regulate zoning for wetlands (NR-103), shorelands (NR – 115), and floodplains (NR – 116). Cities and villages can adopt similar zoning ordinances under NR – 117. More information is available at: <http://dnr.wi.gov/topic/ShorelandZoning/Programs/program-management.html>.
- **Forest Crop Law and Managed Forest Law.** In 1927, the Wisconsin Legislature enacted the Forest Crop Law (FCL), a voluntary forest practices program to encourage sound forestry on private lands. It has promoted and encouraged long-term investments as well as the proper management of woodlands. This law allowed landowners to pay taxes on timber only after harvesting, or when the contract is terminated. Since the program expired in 1986, participants are not allowed to re-enroll in the program. Since 1986, the Managed Forest Law has replaced the Forest Crop Law. More information is available at: <http://dnr.wi.gov/topic/forestlandowners/tax.html>.
- **The Managed Forest Law (MFL),** enacted in 1985, encourages the growth of future commercial crops through sound forestry practices. To be eligible, a landowner must

own at least 10 contiguous acres of woodlands. The landowner must implement a forestry management plan for future commercial harvests on the land. Contracts can be entered for a period of either 25 or 50 years. Portions of the land enrolled are open to public access for hunting, fishing, cross-country skiing, sight-seeing, and hiking. The program recognizes individual property owners' objectives while providing for society's need for compatible recreational activities, forest aesthetics, wildlife habitat, erosion control, and protection of endangered resources. More information is available at: <http://dnr.wi.gov/topic/forestlandowners/tax.html>.

- **Urban Forestry Grants.** Urban Forestry Grants are provided to cities, villages, towns, counties, tribes and 501(c)(3) nonprofit organizations. More information is available at: <http://dnr.wi.gov/topic/urbanforests/grants/index.html>. These grants fall into three categories:
 - Regular grants are competitive cost-share grants of up to \$25,000. Grants are to support new, innovative projects that will develop sustainable urban and community forestry programs, not to subsidize routine forestry activities.
 - Startup grants are competitive cost-share grants of up to \$5,000. These simplified grants are available to communities that want to start or restart an urban forestry program.
 - Catastrophic storm grants are used to fund tree repair, removal or replacement within urban areas following a catastrophic storm event for which the governor has declared a State of Emergency under s. 166.03, Wis. Stats.

Wisconsin Historical Society

The Wisconsin Historical Society (WHS) Division of Historic Preservation (DHP) provides funds for conducting surveys to identify and evaluate historical, architectural, and archaeological resources, nominating properties and districts to the National Register, and carrying out a program of comprehensive historic preservation planning and education. These are available to local units of government and non-profit organizations. Although funding is limited, the DHP identified target communities during each funding cycle. In recent years the DHP has favored underrepresented communities: unincorporated communities or villages or fourth-tier cities with a population less than 5,000. A set of funds is also designated for use by Certified Local Government (CLG) status communities. In addition, many private funding sources specifically target smaller communities in the more rural parts of the state. Other specific programs are listed below.

- **Wisconsin Historic Preservation Fund Subgrants.** The Wisconsin Historic Preservation Fund Subgrants provide funds for surveys to identify and evaluate historical, architectural and archaeological resources, nominating properties to the National Register of Historic Places, and for carrying out a program of historic preservation planning and education. More information is available at: <http://www.wisconsinhistory.org/Content.aspx?dsNav=Ro:20,N:4294963828-4294963805&dsNavOnly=N:1210&dsRecordDetails=R:CS3314>.
- **Historic Homes Tax Credit Program.** The Historic Homes Tax Credit Program offers a 25 percent Wisconsin income tax credit for homeowners who rehabilitate historic, non-income-producing personal residences <http://www.wisconsinhistory.org/Content.aspx?dsNav=Ro:40,N:4294963828-4294963805&dsNavOnly=N:1210&dsRecordDetails=R:CS3136>.

- **Federal Historic Preservation Tax Credit.** This program returns 20 percent of the cost of rehabilitating historic buildings to owners as a direct reduction in the federal income taxes. To qualify, buildings must be income producing historic buildings, must be listed on the National Register of Historic Places, or contribute to the character of a National Register Historic District. More information is available at:
<http://www.wisconsinhistory.org/Content.aspx?dsNav=Ny:True,Ro:0,N:4294963828-4294963805&dsNavOnly=N:1210&dsRecordDetails=R:CS3215&dsDimensionSearch=D:%E2%80%A2%09Wisconsin+Supplemental+Historic+Preservation+Credit.,Dxm:All,Dxp:3&dsCompoundDimensionSearch=D:%E2%80%A2%09Wisconsin+Supplemental+Historic+Preservation+Credit.,Dxm:All,Dxp:3>.
- **Wisconsin Historic Preservation Tax Credit Program.** This program returns 20 percent of the cost of rehabilitating historic buildings to owners as a Wisconsin income tax credit. More information is available at:
<http://www.wisconsinhistory.org/Content.aspx?dsNav=Ny:True,Ro:0,N:4294963828-4294963805&dsNavOnly=N:1210&dsRecordDetails=R:CS3215&dsDimensionSearch=D:%E2%80%A2%09Wisconsin+Supplemental+Historic+Preservation+Credit.,Dxm:All,Dxp:3&dsCompoundDimensionSearch=D:%E2%80%A2%09Wisconsin+Supplemental+Historic+Preservation+Credit.,Dxm:All,Dxp:3>.

Regional Programs

East Central Wisconsin Regional Planning Commission (ECWRPC)

Recreation and Heritage Opportunities. The Recreation and Heritage Opportunities work program element encompasses planning activities associated with meeting the open space and recreational needs of the region as a whole, as well as plans for individual governmental jurisdictions. This program element also includes historic and agricultural preservation. Examples of work under this program element include: park and open space plans, park site plans, park funding and programming information, recreation inventories, recreation surveys, park needs assessments, water trail planning and ADA accessibility issues.

Natural Resource Management. The Natural Resource Management planning element ensured that the region's natural resources and unique environmental features are identified and managed as an integral part of planning and development throughout the region. Examples of work under this element include: Niagara Escarpment planning, air quality management, aquatic invasive species, environmental impact review, endangered resources reviews, groundwater resource management, green infrastructure planning, floodplain management, hazard mitigation planning, lakes management planning, the NR-135 Non-Metallic Mining Reclamation Program Administration, water quality management, stormwater and watershed management and wetlands protection/management.

County Programs

Winnebago County Historical and Archaeological Society

The Winnebago County Historical and Archaeological Society is a non-profit organization that was founded in 1919. The Historical Society promotes and facilitates outreach education

through historically focused public programs, local historical tours, special events, and the publication of a quarterly newsletter.

Local Programs

Oshkosh Landmarks Commission

The Landmarks Commission was established in 1983 by the Oshkosh Common Council. Among the duties and responsibilities of the Commission, as defined in Chapter 2 of the City's Municipal Code, the Commission is charged with:

- Fostering the protection, enhancement and perpetuation of historic improvements and of districts which represent or reflect elements of the City's cultural, social, economic, political and architectural history.
- Safeguarding and fostering civic pride in the City's historic and cultural heritage as embodied in its landmarks and historic districts.