



Oshkosh

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Prepared for: The City of Oshkosh, WI
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Vision Report: City of Oshkosh

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Introduction

Overview

Where do you think Oshkosh will be in five years? Ten years? Twenty years? How do you think Oshkosh can take better advantage of the natural, recreational and cultural resources that are part of our community? What is your vision for making Oshkosh a better place to live, work and play?

These were all questions that citizens, community organizations and the city as a whole needed better answers, particularly at a time of a major economic downturn. With these questions in mind, concerned community partners came together to fund and develop a process to develop a unified vision for the community.

After discussing expectations and requesting proposals from a number of consultants, the steering committee hired A. Nelessen Associates to conduct an inclusive community-wide visioning process.

At the completion of the visioning process, we anticipate that A. Nelessen Associates will have identified and analyze emerging trends and community issues, articulated core community values, develop a community vision based on communities' core values and establish a vision action plan to implement the vision, and defined a method to revisit and update the vision and action plan.

Our goal is to establish a vision that will enhance the appeal of Oshkosh in ways that would be consistent with the heritage of the community, the character of commercial interests and neighbors, and the future that we all want to make as promising as possible. We anticipate that a unified vision will create a profound and positive impact on the social, residential and commercial enterprises of the Oshkosh area.

The A. Nelessen Associates Process

Public participation is critical for the future implementation of any plan, because no one knows a community better than the people who live and work there. By sponsoring Vision Oshkosh, the Steering Committee of Oshkosh gave residents, visitors, business operators, developers and land owners, an opportunity to participate in the creation of the future plan for their City. This unique process, which utilized a variety of Meetings, Community Workshops, and the Internet, was successful due to extraordinary civic interest.

Obtaining public input is a hallmark of good planning. A. Nelessen Associates, Inc. (ANA) was selected to guide Vision Oshkosh because of their innovative public involvement process. Three primary

techniques were used to gather information from the community: the Visual Preference Survey™ (VPS™), a Demographic, Market and Policy Questionnaire, and the Vision Translation Workshop. The intricacies of each of these techniques will be described in the following section.

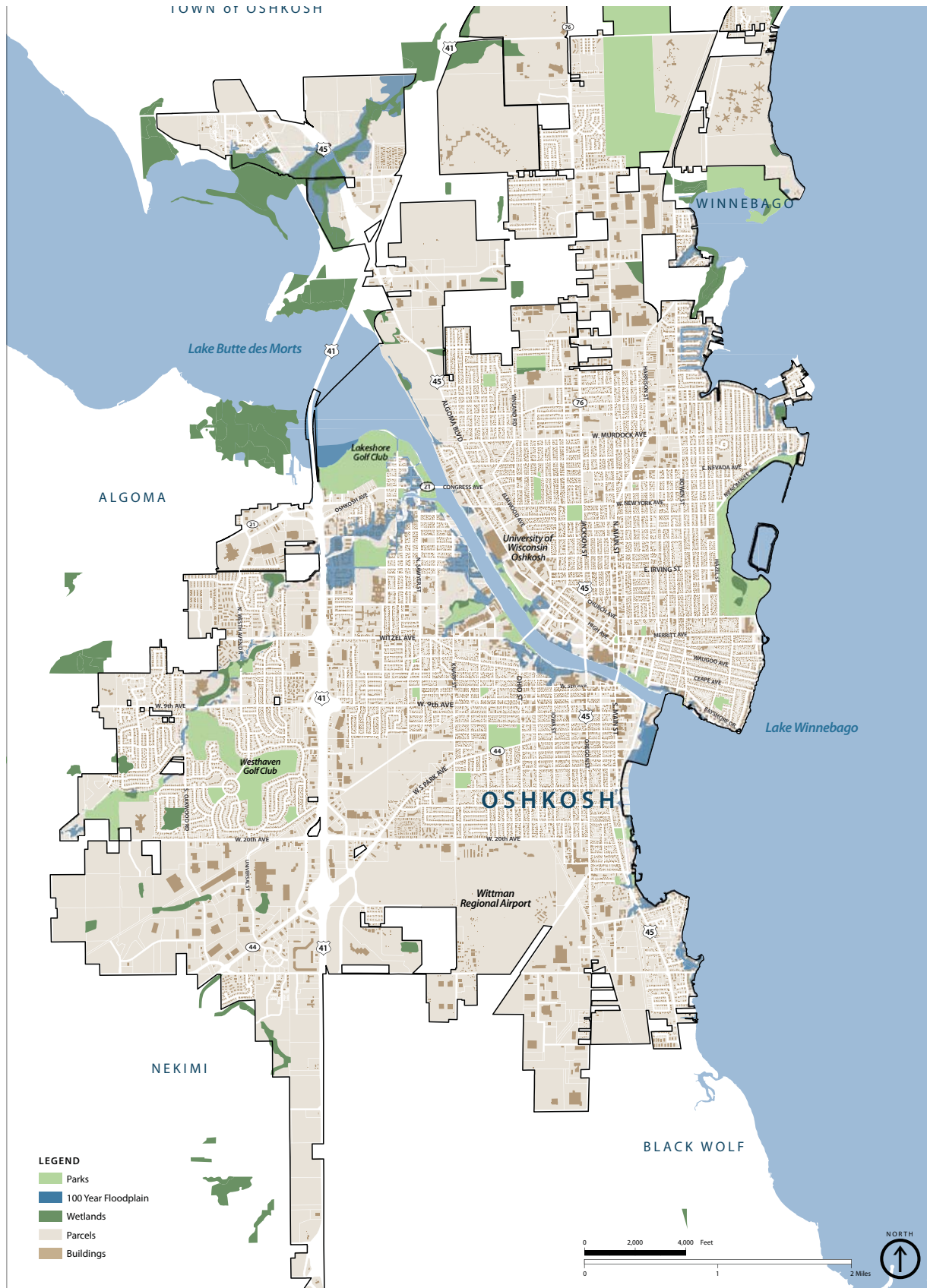
The outreach process began with a meeting between the ANA and the Steering Committee. The ANA Team held a conversational meeting with this committee to gain a better understanding of the attitudes and beliefs of the community. A second larger meeting with the Citizens Advisory Committee (CAC), which was open to the public, was held following the Steering Committee meeting. The CAC meeting consisted of an overview of the ANA process, current trends in planning, as well as a question and answer session soliciting feedback from area residents on the strengths and opportunities for change available in Oshkosh. Feedback from these stakeholders was utilized to tailor the Community Workshop to meet the City's unique needs. Results from the Community Workshop and Online participation informed the final Vision Report recommendations found in this document.

The results will be presented in categories including; streets, built form, pedestrian realm, frontages, waterfront, sustainability, health, and UW relationship. Each category will form a chapter that reveals the findings from the Community Workshops, and Online participation. A series of actions and recommendations are clearly defined from these findings. The final chapter of this report will list the top priorities and next steps for the City of Oshkosh. As this report and visioning process was conducted during the 2008-2009 recession, proposals have been made for the near term that will cost the City little, many of them pertain to further planning and zoning efforts. These efforts will provide the City with the necessary direction, vision, and regulations in order to incorporate new development once the markets rebound, as well as work with State and County governments to ensure large infrastructure projects also include the pertinent elements of this vision. The Vision generated by the citizens of Oshkosh sets a new standards and trend for healthy sustainable cities in the New North.

The Study Area

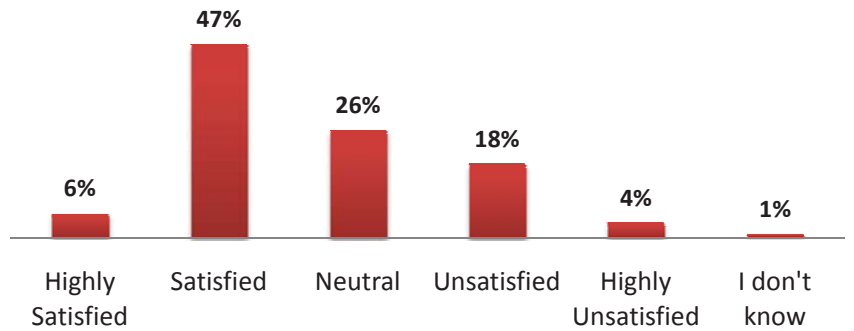
The Base Map used at the public meetings is shown on the right. The Study area delineated in red includes the entire City of Oshkosh. The City is made up of approximately 24 sq miles of land area located in the heart of the Fox River valley. Within the boundaries is a diverse mix of single family homes, downtown shops, highway strip malls, and waterfront. Approximately 65,000 residents call Oshkosh home.

Map No. 1 Study Area

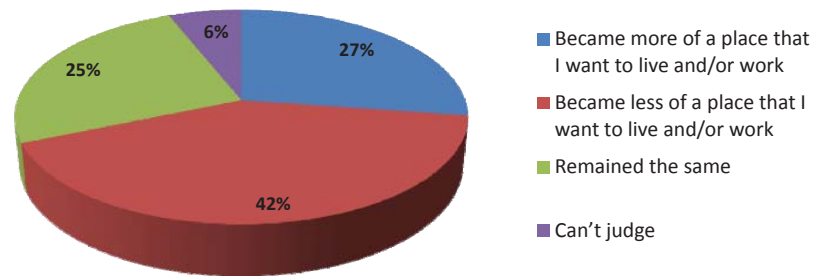


Participants view Oshkosh as a safe and satisfactory place to live. The results of the middle graph, 42% reporting that Oshkosh has become less of a place they want to live and/or work, suggests that their satisfaction is waning with every year and with only 6% of participants reporting that they are highly satisfied with their quality of life in Oshkosh, people are not enthusiastic or aspirant about their lives in Oshkosh. These results suggest a general acceptance of the status quo until the status quo is compared to the past.

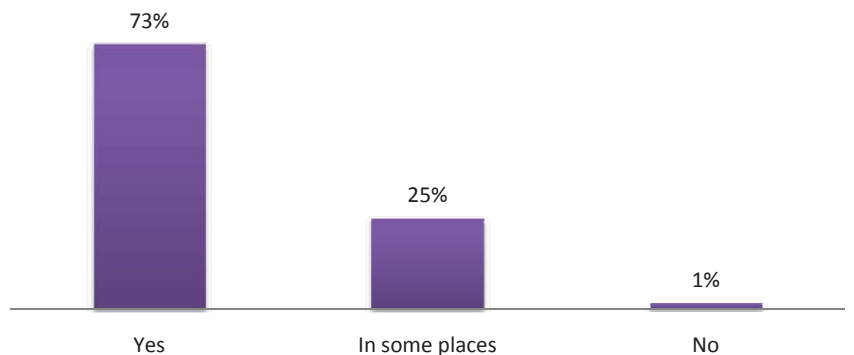
Please best rank your current Quality of Life living in this Area:



In the past 10 years, the City of Oshkosh:



Do you consider Oshkosh a safe place to live, work, and recreate?*



Community Assessment

2321 participants helped generate the future vision for Oshkosh, which is an extraordinary turn out for cities much larger than Oshkosh.

Workshop Summary

The Visioning Process included two full Community Workshops as well as online participation. In April, two full-scale public Community Workshops were held. Both events were held at the Oshkosh Convention Center. Nearly 200 people participated in the Community Workshops where attendees completed the VPS™ and Questionnaire, and then formed design teams to tackle the Vision Translation Workshop. In total, the input from 36 design teams was incorporated into the mapping results found in this plan.

An unprecedented number of concerned citizens participated in the Visioning process online; 2,141 participants in only a six week period. The total amount of participants was approximately 2,321. The results from both of the Community Workshops and the Online Survey were combined and are compiled in the Appendix. Anything marked with an “*” in this document was tested exclusively at the public meetings and was not available online. This section will provide a description of each portion of the Community Workshop, the VPS, Questionnaire, and Translation Workshop. Demographics, existing photo results, and the Susceptibility to Change map will be presented to establish a baseline for the Study Area.

Each of the following public participation tools will be described in this section:

- 1) The Visual Preference Survey™
- 2) Demographic, Market, and Policy Questionnaire
- 3) Vision Translation Workshop



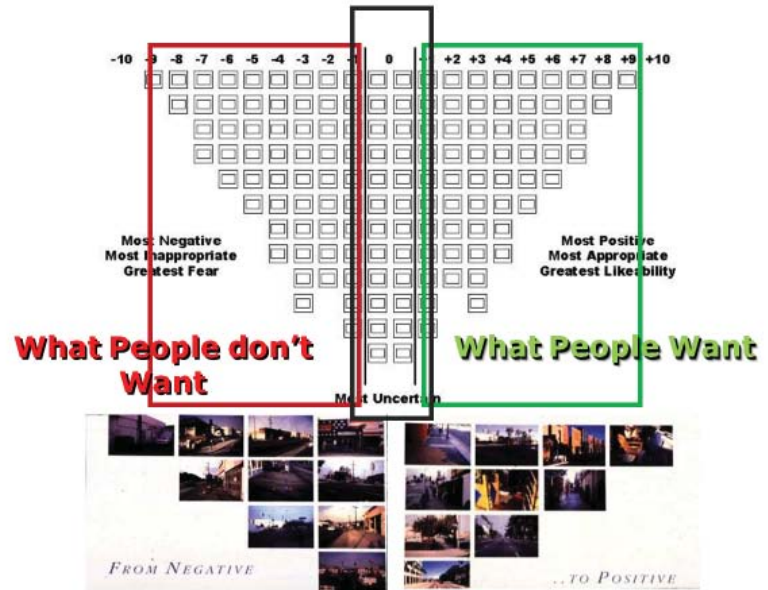


A Visual Preference Survey was administered during two public meetings held on April 23rd & 24th, 2009. Approximately 180 participants completed the VPS™ during these two meetings. The VPS™ was also accessible to the community via the web. 2159 members of the community logged on to thenorthwestern.com to take the online version of the Visual Preference Survey.

The intensity of the reactions to each image provides direction for future planning, zoning, development, and redevelopment options. Negatively rated images illustrate the visual and spatial characteristics of what people do not want and will not support. Images which receive high positive ratings illustrate the elements and characteristics that people want. The highest values within a single category often set the agenda for future planning and policy efforts.

It is important to understand that negative images are a visual and emotional depressant robbing the future of hope.

Positive images provide a real hope for the future.



How to Read the Scores



Rating = +6 (4)

Mean

Standard Deviation

Two statistics are used to analyze each image; the mean (first number) is the average score generated by the participants who took the survey. The standard deviation (number in parentheses) is an approximate range of the participants' scores. To best understand the degree of consensus, add or subtract the standard deviation from the mean to approximate the range. Smaller standard deviations suggest a great degree of consensus surrounding an image.

The highest rated images represent the visual and spatial characteristics desired for Oshkosh. These highest rated images along with the results of the questionnaire and the synthesis of the Vision Translation Workshop were formulated into the recommendations presented here.

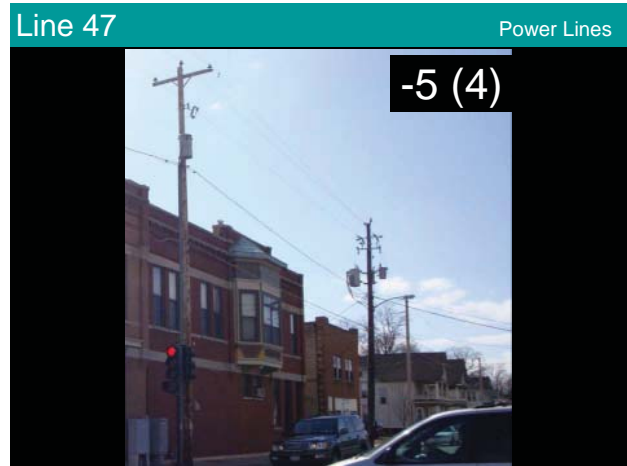
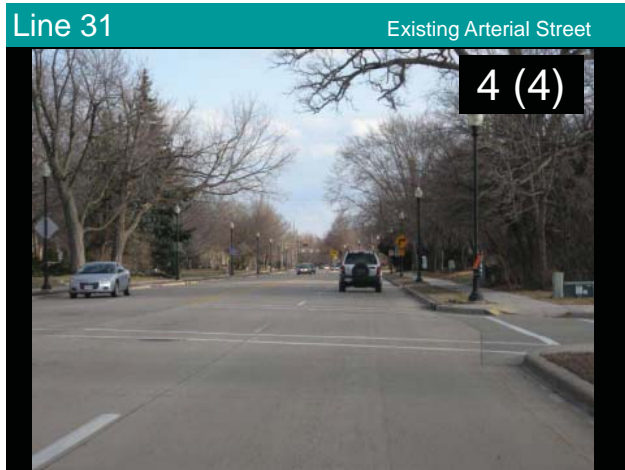
The Visual Preference Survey™ was composed of eight categories:

- Streets
- Built Form
- Pedestrian Realm
- Frontages
- Waterfront
- Sustainability
- Health
- UW Relationship

VPS™ Existing Photo Results

In order to set a visual baseline for the study, it is illustrative to view the scores of all of the present day Oshkosh photos. Those that have a neutral or negative score illustrate areas for future change, such as burying power lines, improving architectural standards or improving streetscapes. Those images that scored positively should serve as guidepost for future improvements and development. The following photos are provided solely to illustrate how Oshkosh residents currently rate their city. Oshkosh images from six categories are represented. Exact policy recommendations will be made in the following sections.

Existing: Streets



Existing: Buildings

Line 2

Existing Historic Mixed Use

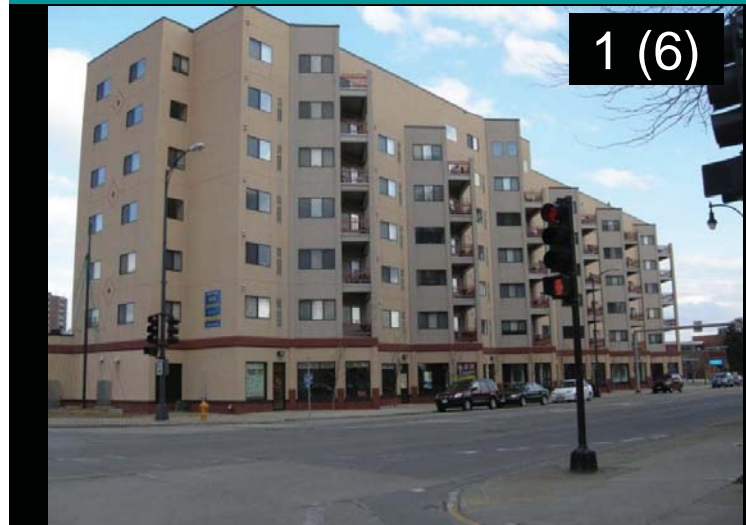
6 (4)



Line 1

Existing Multi-Family Housing

1 (6)



Line 12

Existing Town Homes

-1 (5)



Existing: Pedestrian Realm - Positive

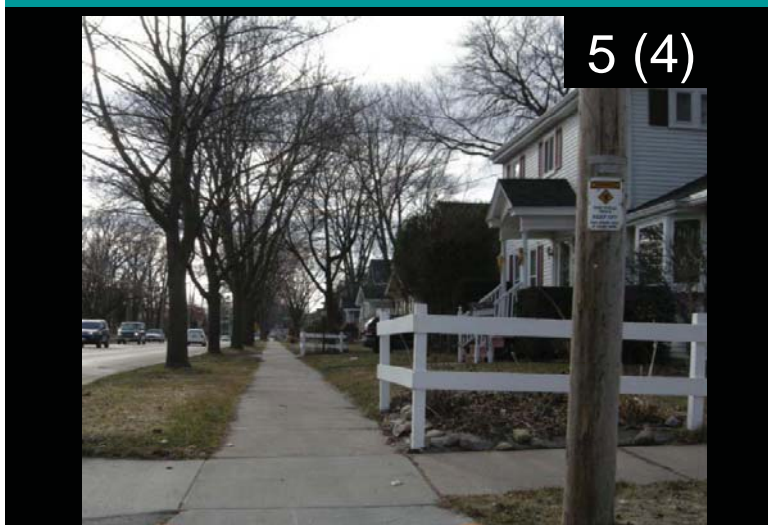
Line 19

Commercial Tree lined Sidewalk



Line 26

Tree lined Residential Sidewalk



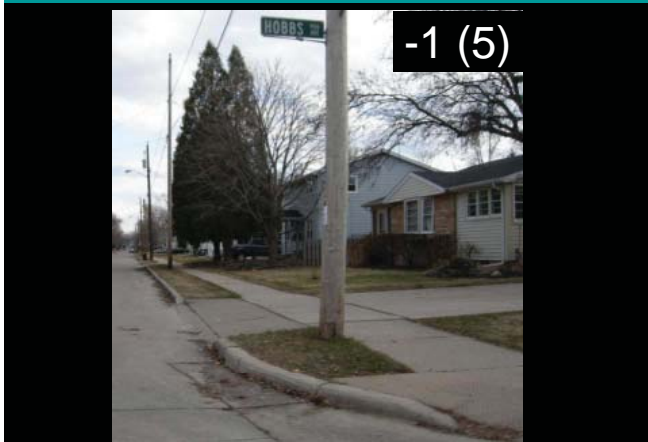
Line 25

Residential sidewalk with wide Terrace



Existing: Pedestrian Realm - Negative

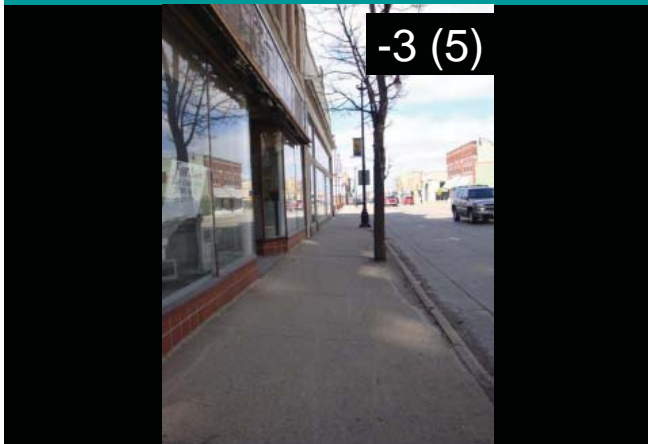
Line 24 Residential sidewalk with narrow Terrace



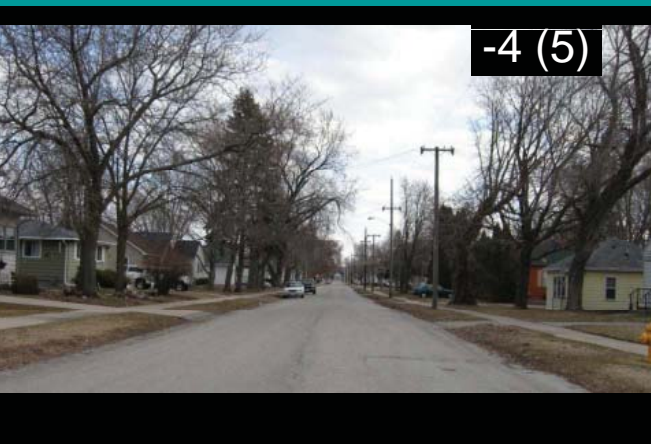
Line 21 Highway Retail Frontage Street



Line 16 Commercial sidewalk without Terrace



Line 27 Residential Sidewalk with no curbs



Line 23 Residential sidewalk without Terrace



Existing: Frontages

Line 50

Clear Glass Window Retail Frontage



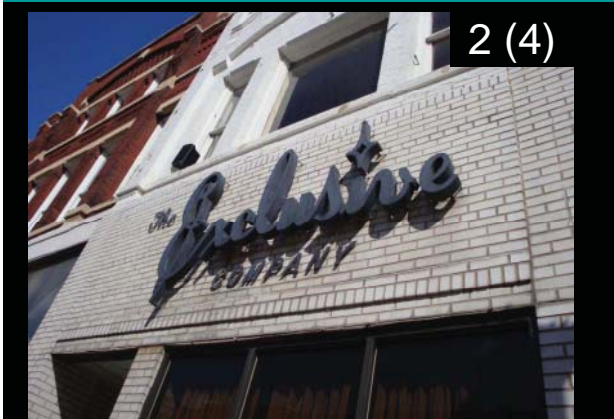
Line 48

Existing Hwy 41



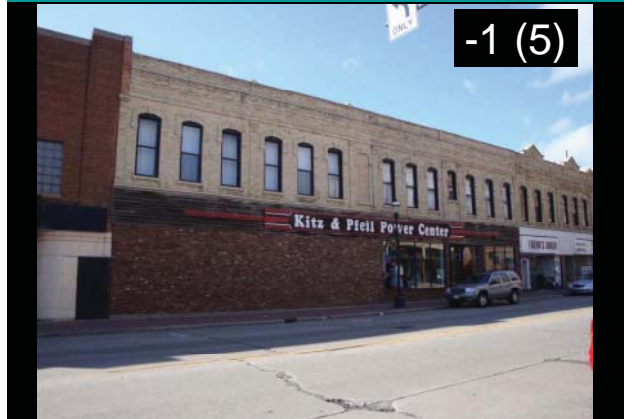
Line 58

Flat Retail Signage



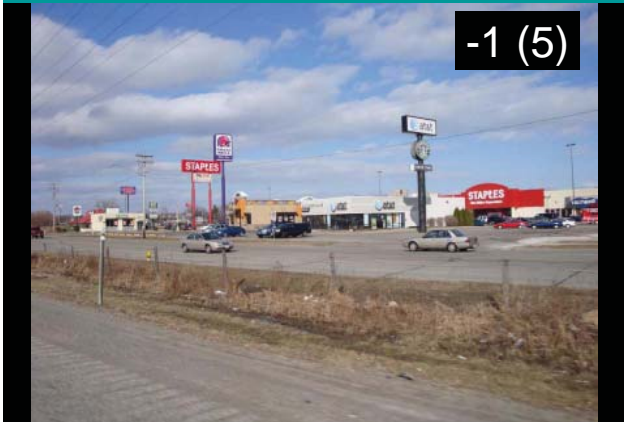
Line 49

Existing Retail Frontage

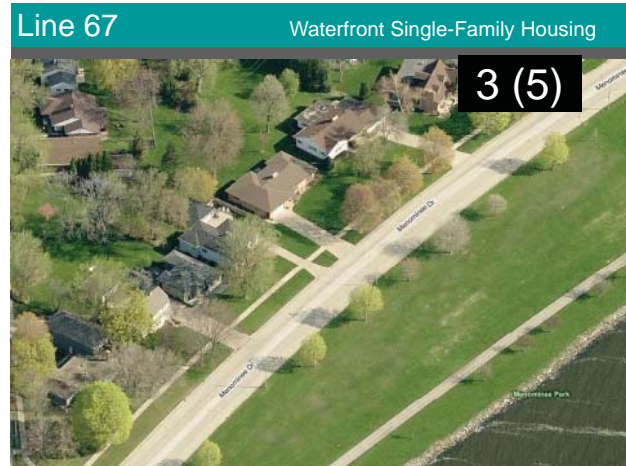
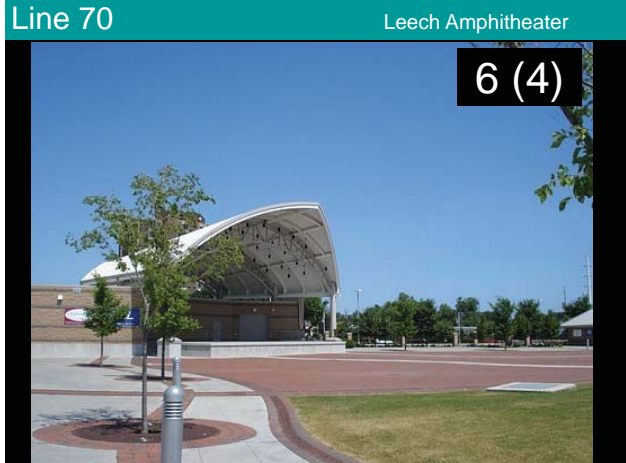


Line 60

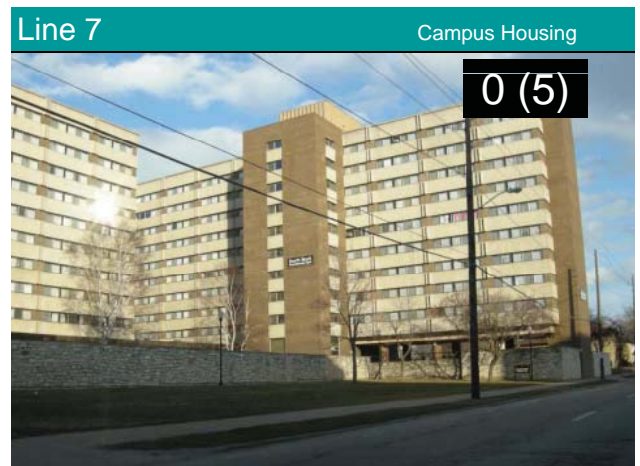
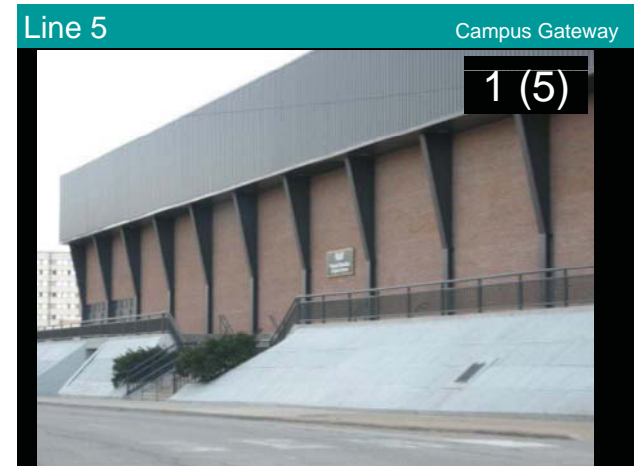
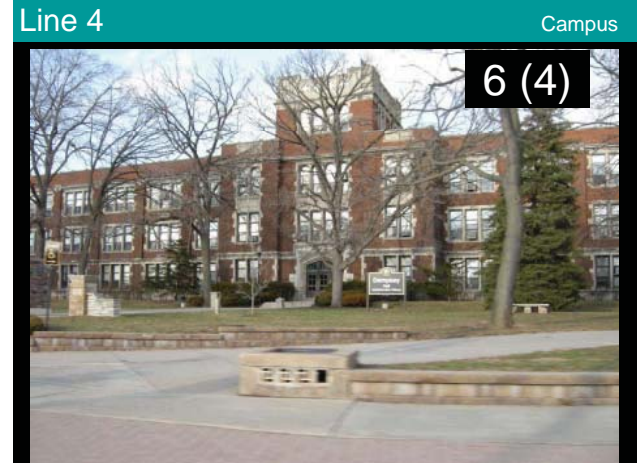
Large Signs



Existing: Waterfront



Existing: UW Campus



**Highest Rated VPS™ Images:
What People Want**



This photo was the highest rated image of the VPS™ was in the Health category. This suggests that health is a major priority for Oshkosh residents. The addition of a Farmer's market will not only provide residents with access to fresh produce it will also become an important social space that should be part of a walking experience.



Bicycle Paths consistently ranked well in the VPS.™ The development of a comprehensive network of multi use trails and paths will provide a real alternative to using an automobile for local trips, improving personal health and reducing air pollution.



The VPS™ clearly shows a desire for continued improvement of waterfront areas of the City. The walking experience must include trees, benches near the water, quality beautiful paving material and a multi-use bicycle trail along the side of the walkway.

**Lowest Rated VPS™ Images:
What People Don't Want**

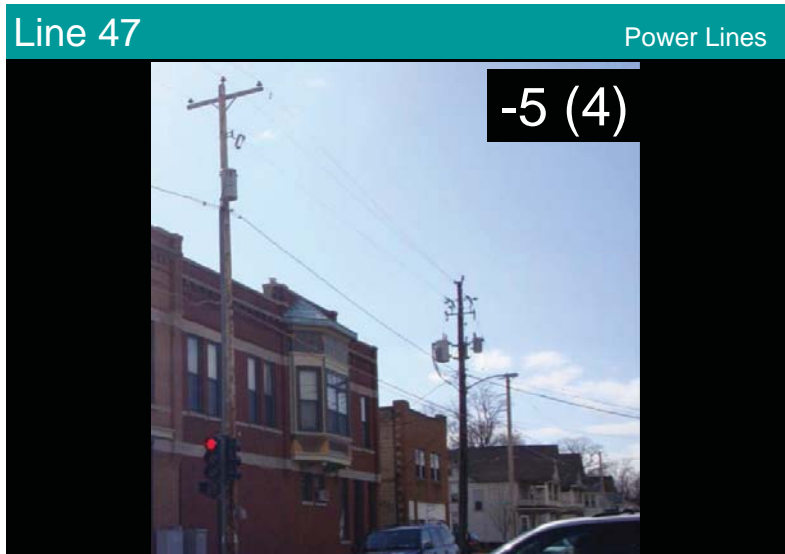
This photo was the lowest rated image of the VPS.™ This image like the ones below it are of existing conditions in the City. The focus of this photo is the deteriorating pedestrian realm. Cyclone fencing, deteriorated street surfaces, and lack of any protection of the pedestrian from the street by a terrace, trees, or bollards.



This photo represents a huge potential for re-utilized waterfront industrial sites. The later results in this report indicate a desire to incorporate green space in to any new development on old industrial waterfront land.



This photo suggests that participants do not think overhead wires are appropriate for future development. When new development occurs or streets are repaved, efforts should be made to conceal wires under ground, or in alleys.



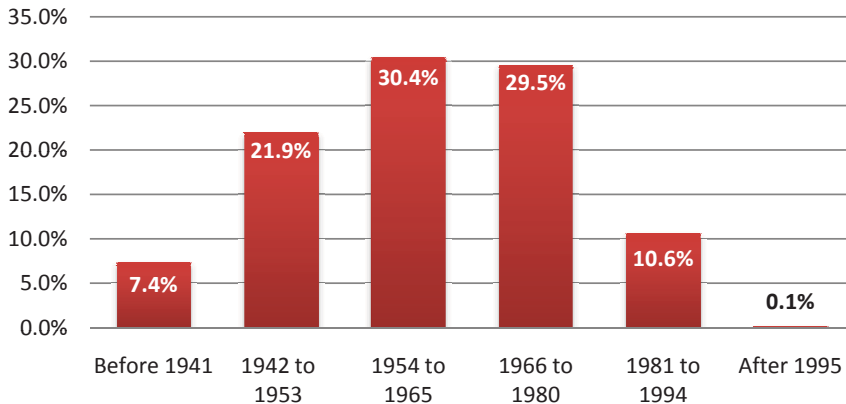
Questionnaire

After finishing the image-based VPS™, survey participants were asked to complete a multiple-choice Demographic, Market, and Policy Questionnaire. The questions were specifically tailored to Oshkosh and allowed the consultant team to gather quantitative data that correlated with the data collected from the VPS™. The questions ranged in subject but primarily dealt with current conditions and a variety of development alternatives and priorities. Topics included shopping patterns, economic development, traffic and commuting patterns, ratings of public facilities, neighborhoods and housing, urban design, health, sustainability, the university, and open space.

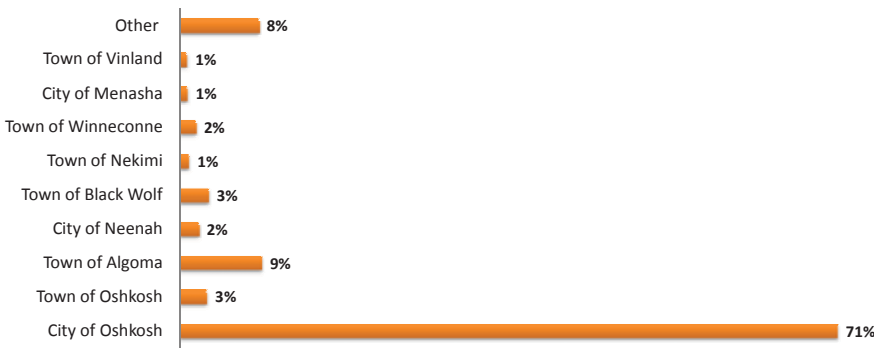
The full results of the questionnaire are located in the Appendix. The demographic results are presented on the next pages to offer a clear understanding of who participated in this process. Results from each category are discussed within their corresponding section of this report.

Demographics of the Participants

When were you born?



Where do you live?



- People with a wide range of ages participated from 15 to 67+. The largest group of participants ranged from 29 to 55.

- When asked to best describe their interest in the future of Oshkosh, the most frequent responses were: home owner in the City (42.9%*), property and business owner in the City (17.2%*), and interested citizen working in the City (14.1%*)

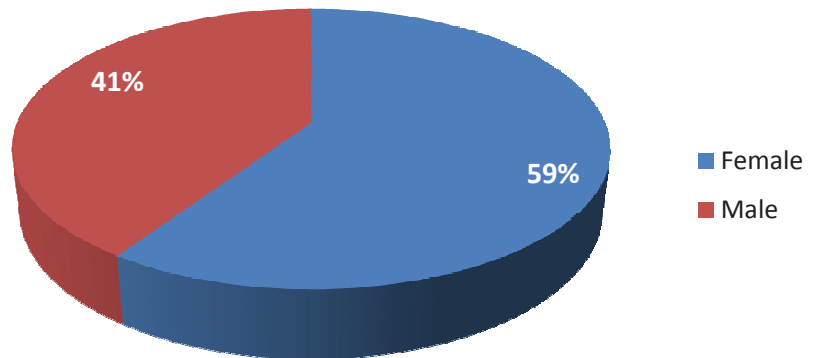
- Nearly half of public meeting participants said the farthest they travel to go shopping is Appleton or Fond du Lac.

- Just over half (51.2%) of participants live in a two person household.

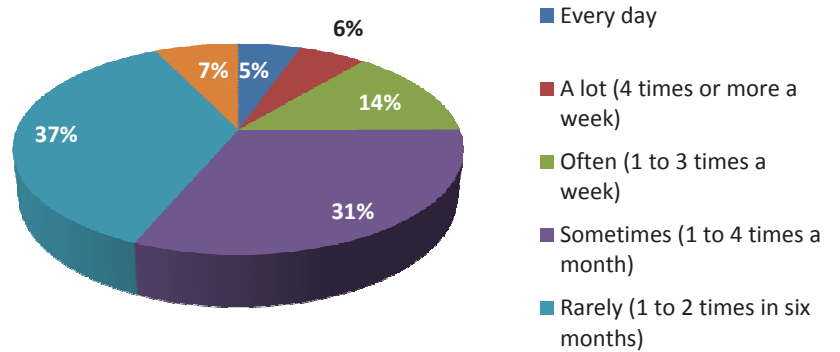
- 39.5%* of participants lived in or near the City of Oshkosh for more than 30 years and 43.5%* of respondents plan to spend the rest of their lives in or near the City.

* Tested exclusively at public meetings and was not available online.

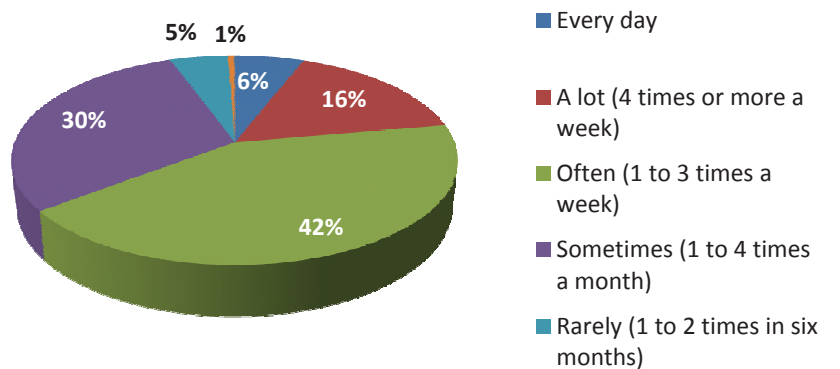
What is your gender?



How often do you shop or do business in Downtown Oshkosh?



How often do you shop or do business along the Highway 41 Corridor?



Vision Translation Workshop

Responses from the Visual Preference Survey™ (VPS) and community questionnaire provide an understanding of what the community envisions as appropriate land use, visually and spatially and perceptually for their future. The results of the Vision Translation Workshop reveal *where* the community wants change to occur, and what types of development or redevelopment should occur in these locations.

Teams participated in the Vision Translation workshop portion of the Community Workshops by completing drawing exercises on large GIS base maps of the area. In total 36 design teams contributed to this Vision Plan. Three maps were generated through these exercises at the public meeting: *Susceptibility to Change*, *Street Improvements*, and *Locations for Types of Growth and Neighborhood Centers*. These exercises ask participants to physically identify areas in need of improvement as well as the placement of a range of urban design elements and mobility options. Workshop maps are described throughout this document in the section to which they pertain with the exception of the Susceptibility to Change Map which is explained in detail on the following pages. It is important to understand the results of this particular mapping exercise as it shows where the greatest potential for redevelopment and change is perceived. It provides a good baseline to work from. The Appendix has all 3 final workshop maps.

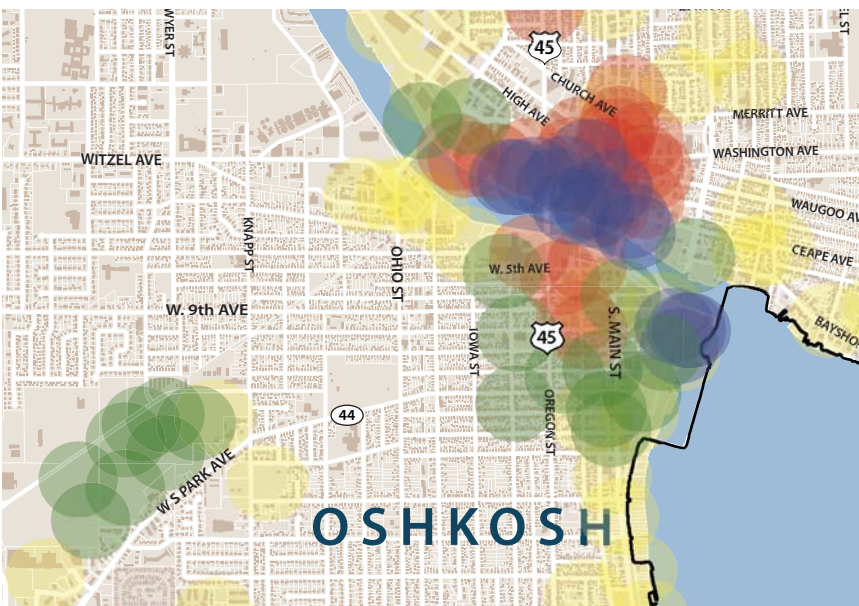


Illustration of mapping exercise completed during the Translation Workshop.





Illustration of mapping exercise completed during the Transition Workshop.



Participants at the Vision Translation workshop.

Susceptibility to Change

The map shown on the following page represents a synthesis of the input gathered during the Workshops. The susceptibility to change maps indicates four broad categories: high, moderate, low, and none.

High Susceptibility to Change – Colored Red

Areas identified as highly susceptible to change, colored red on the map, are the first priority for development and redevelopment. These are locations where the majority of participants thought change from the existing conditions was imminent and necessary in the immediate future. The highly susceptible areas on this map typically include buildings in deteriorating condition, older single story buildings, underutilized surface parking lots and aging and vacant commercial buildings.

The City should set its locations redevelopment and public improvement plans in the following order:

- 1) *Red – Address immediately*
- 2) *Orange – Address soon*
- 3) *Yellow – on-going maintenance*
- 4) *Green – no need for change*

Moderate Susceptibility to Change – Colored Orange

The second highest priority redevelopment areas are indicated in orange as moderately susceptible to change. The areas colored orange are areas that will go through major changes including removal of some existing buildings, rehabilitation of others and targeted infill. Low

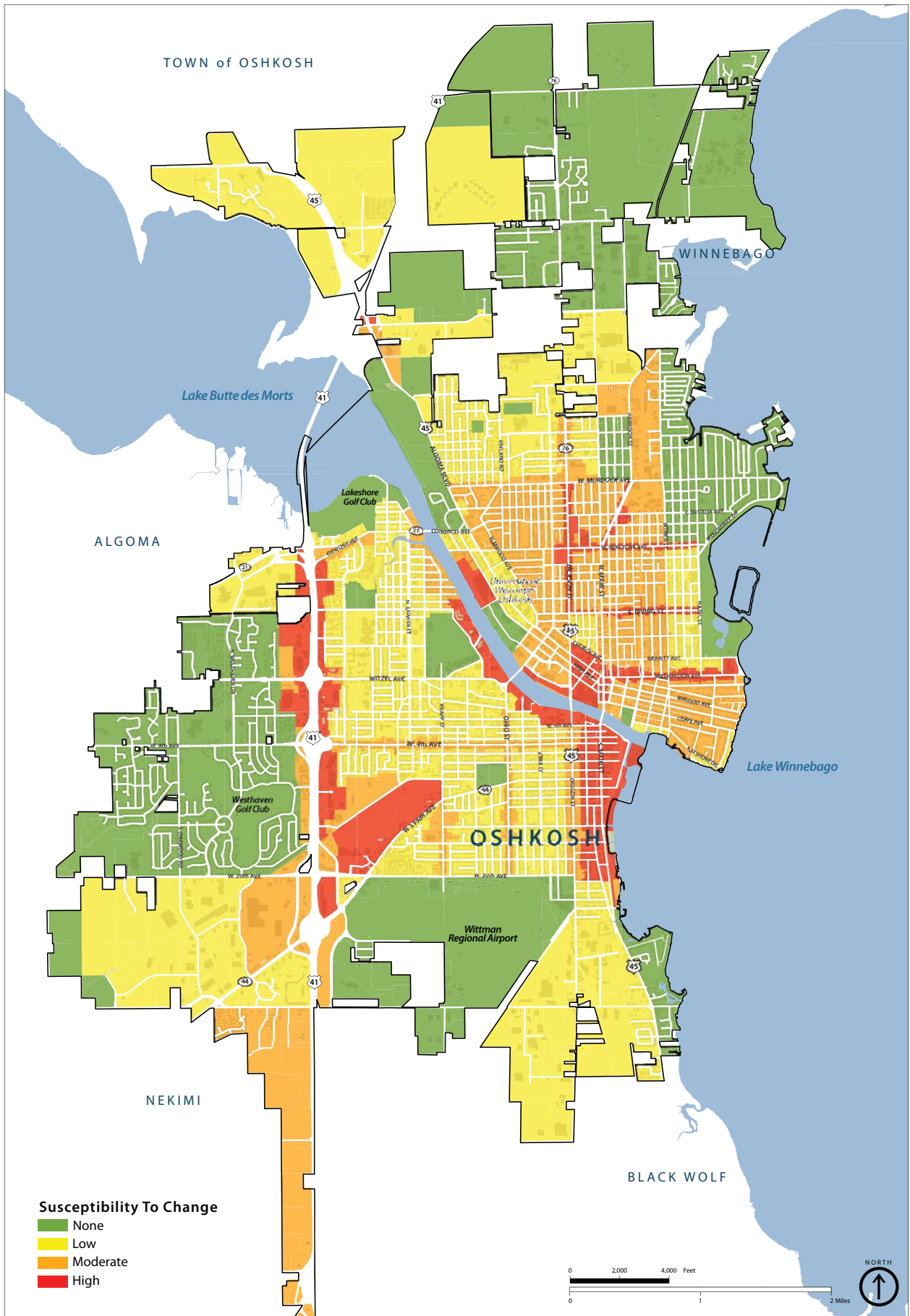
Susceptibility to Change – Colored Yellow

Areas needing only minor improvements and rehabilitation are indicated in yellow on the maps. Little or no growth is expected in low susceptibility to change areas. While these buildings will not be redeveloped, it is our recommendation that any remodeling or rehabilitation that happens in this area to conform to the recommendations outlined in this plan. The areas colored yellow are lots or buildings that will go through minor changes but will substantially remain the same.

No Susceptibility to Change – Colored Green

The green areas found on the maps illustrate where change should not occur. Included in this category are historically significant and newer buildings in excellent condition. Buildings within these areas will not change in the foreseeable future (20-30 years)

The “Susceptibility to Change” results of the workshops show a concentration of red along the two commercial corridors in Oshkosh, Main Street and Highway 41. The areas north of the Downtown and surrounding the University have been colored orange, as well as areas along Highway 41 and the major streets leading from the highway to the interior of the City. Areas of newer construction to the South and West have been colored yellow and green. This pattern suggests that greater focus is needed on maintaining or redeveloping existing buildings as the majority of older neighborhoods were colored yellow or orange. A focus on maintenance in yellow areas will allow the City to concentrate redevelopment on the most egregious offenders along the river front, lake front, Downtown and Highway 41.



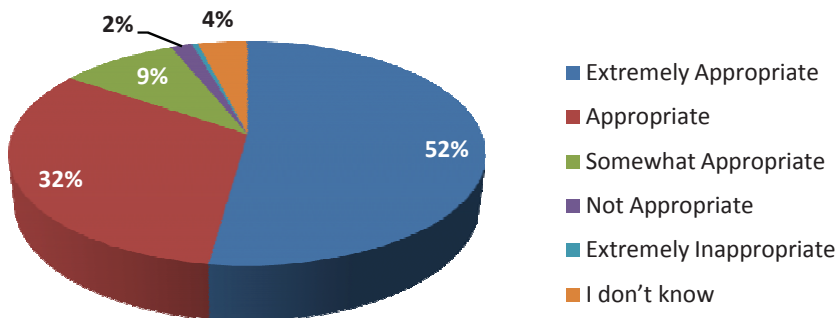
Streets

Streets are a city's most important public spaces – it is where the major image of the City are formed.

Key Findings:

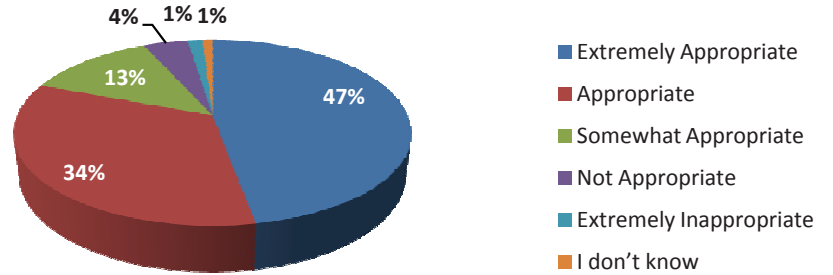
- Excessive noise and speed generated from vehicular traffic were identified as problems on many of the City's roadways. Similarly, the current configuration of many streets and intersections has resulted in several pedestrian-vehicle conflict areas.
- Images depicting bicycling and bicycle infrastructure received some of the highest scores during the Visual Preference Survey™.
- 85% of all participants believe it is appropriate or extremely appropriate to bury overhead utility lines while streets are being improved or areas are being redeveloped.
- 64%* of public meeting participants believe it is appropriate to eliminate some or all of the one-way streets in downtown Oshkosh and replace them with streets carrying two-way traffic.
- 73%* of public meeting participants believe it is appropriate or extremely appropriate to provide on-street parking where possible. Furthermore, 60%* identified angled head-in parking as the preferred on-street parking arrangement.

How appropriate is burying utilities when areas are being redeveloped or streets repaved?

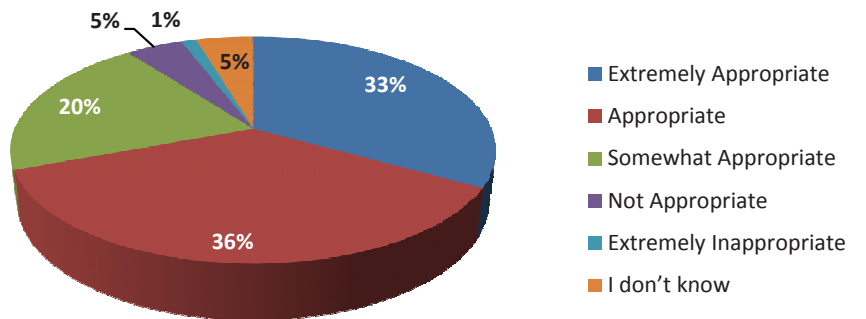


** Tested exclusively at public meetings and was not available online.*

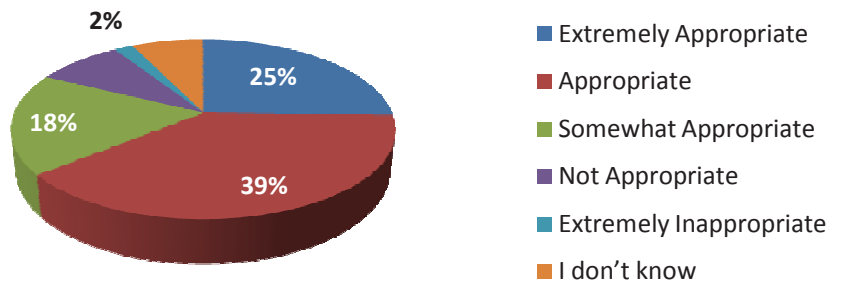
How appropriate would it be to narrow existing streets in order to increase the size of terraces and provide on-street bike lanes?



How appropriate is it to improve the existing corridors that connect Highway 41 to downtown Oshkosh?



How appropriate is eliminating some or all of the one-way streets in downtown Oshkosh and replacing them with two-way streets with a maximum of two driving lanes?



Line 43

Bicycle Paths



Bicycle paths were among the highest rated images in the entire Visual Preference Survey™. Bicycle infrastructure can become a critical link in the City's transportation network. A comprehensive bicycle strategy will include on-street bicycle lanes, multi-use paths, trails, and storage facilities. The implementation of a complete bicycle network should be one of the priorities for the City.

Line 32

Arterial with wide sidewalks and street trees



The high scores this street received are attributable to its comfortable proportions, wide sidewalks, regular street trees, and continuous building wall. This combination of factors makes it both a pleasant driving and walking experience.

Line 37 Main Street with wide sidewalks, trees and bike lanes

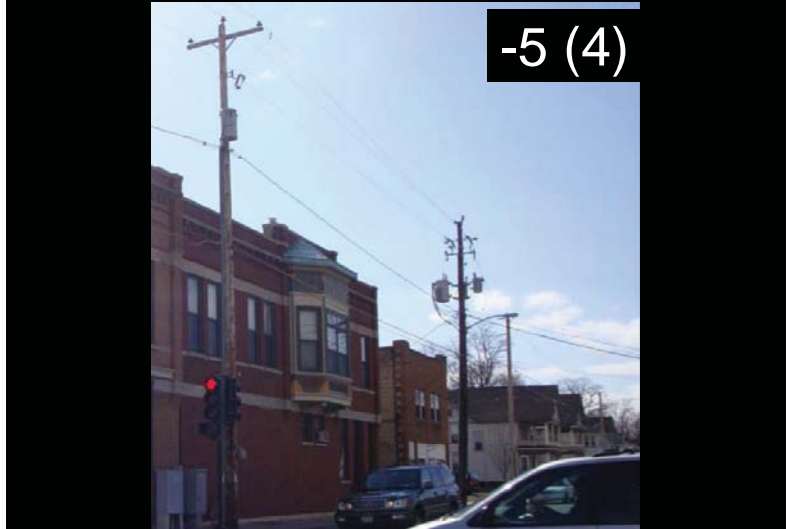


This simulation tests a variety of enhancements to the City's existing Main Street (shown on the opposite page). On-street parking is accommodated using a system of curb bumpouts and a prominently painted bicycle lane is provided along the roadway. Distinctive banners, lighting, and the use of special paving materials adds to the street's sense of place. Well designed ground floor retail serves to activate the street. This improvement must be coordinated with the improvements being proposed by WisDOT.

The most negative images in the Streets category all depict various characteristics of existing Oshkosh streets. This image highlighting utility poles and overhead wires was one of the lowest rated images in the Visual Preference Survey™. The survey also indicated that 85% want overhead wires buried when the streets are being improved.

Line 47

Power Lines



One way streets scored poorly in the Visual Preference Survey™ and the Questionnaire. This particular street most likely received low scores because of its overly wide driving lanes encourages speeding. Lack of street trees, frequent curb cuts, placement of parking lots along the sidewalk edge and low building which create an unappealing proportion – all factors that result in an unpleasant driving and pedestrian experience.

Line 34

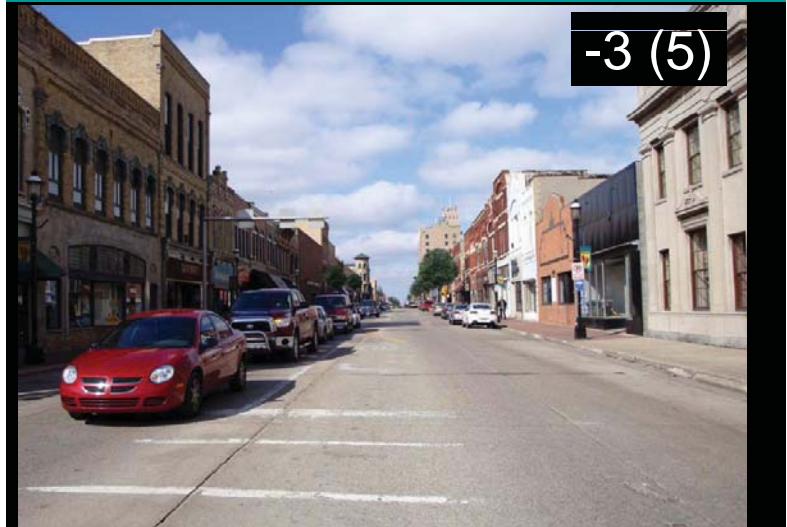
One Way Street



This photo of Main Street received low scores particularly when compared to the simulation which was done for the same street (shown on the opposite page). Vacant store fronts, inconsistent street trees, and deteriorating curbs, overly wide driving lanes, narrow sidewalks, and striping probably contributed to this image's rating.

Line 29

Existing Main Street



General Streets Recommendations:

- Prepare and adopt a street regulating plan for all streets. The street regulating plan should strive to ensure all streets in Oshkosh become “Complete Streets.” Complete streets are defined as streets that are designed and operated to enable safe access for all users – pedestrians, bicyclists, motorists and bus riders of all ages and abilities. See www.completestreets.org for more information.
- Establish a continuous bicycle network that allows for safe and convenient travel throughout the City. The network should include a combination of lanes, paths, and trails depending on the local context. Where possible, bicycle lanes should be integrated into the existing street network to ensure direct access to major sites and attractions. The bicycle network should connect neighborhoods and incorporate links to the City’s existing trail system.
- Where possible, narrow existing drive lane widths in order to calm traffic and accommodate on-street parking, striped bicycle lanes, wider sidewalks, with specific emphasis on wider planting terraces, street trees, and snow storage.
- Prioritize street improvements, such as repaving, lighting, and streetscaping to critical thoroughfares shown on maps 3A and B. The public identified critical east-west connections to and from Highway 41, such as Oshkosh Avenue and W. 9th Avenue, as well downtown’s core streets, North and South Main St., Oregon St., and Jackson St., as the streets most in need. These streets and other information concerning street improvements are identified on Map No. 3 Street Improvements.
- Place existing and new utility infrastructure underground as a part of the City’s redevelopment strategy , particularly as streets are improved and redevelopment occurs.
- Develop comprehensive lighting standards that help establish a hierarchy of major, minor, and local streets. Lighting elements should enhance visual appeal and safety along major corridors and within neighborhoods. Put emphasis on decorative pedestrian oriented lighting standards as opposed to highway “cobra head” type lighting.
- Use strategically located gateway features to reinforce a sense of identity for existing neighborhoods and help create a new identity for downtown. Recommendations for the location of gateways were generated from the Public Meeting and can be found on Map No. 3 Street Improvements. Gateway features may include unique landscaping, signage, public art or sculptural elements, water features, special paving materials, and building design.

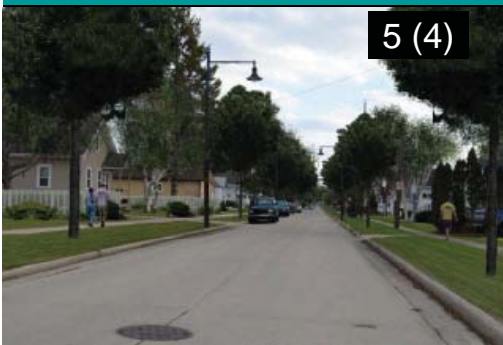
- Analyze the feasibility of converting some or all of downtown’s

- Where possible, transform existing wide arterial streets into boulevards containing decorative landscaped medians.
- Analyze the feasibility of converting some or all of downtown's one-way streets to accommodate two-way traffic with parallel parking. In most cases, no more than two driving lanes should be provided.
- Install crosswalks and other pedestrian infrastructure at problem intersections as identified in Map No. 3 Street Improvements.
- Integrate stormwater best management practices into the design of streets with emphasis on green swales as streets are improved.
- Start a city wide tree survey and extend ReLeaf Oshkosh to the street trees as well as park trees.
- Implement an extensive tree planting campaign throughout the City. Priority streets for tree planting were identified during the public meeting and can be found on Map No. 3 Street Improvements. Plant trees at a minimum of 3" caliper 20 to 30 on center along the sidewalk.
- Preserve the existing grid of streets in all new development and extend and continue the street grid in the redevelopment of existing megablocks and former industrial lands. Do not use cul-de-sacs or dead ends.
- Street improvements should be concentrated only on the top 5 priority streets indicated on Map 3B until they are all completed. Exceptions should only be maybe for "experimental" residential streets where terraces should be widened, trees planted, driving lanes narrowed, and bike lanes added as seen in the example residential street section.

Line 41 Residential



Line 40 Tree lined street



These images of neighborhood residential streets received high ratings during the Visual Preference Survey™ and illustrate many characteristics that are appropriate for residential development in Oshkosh – continuous sidewalks, wide terraces that can accommodate regularly spaced street trees, and single-family homes with small front yards.

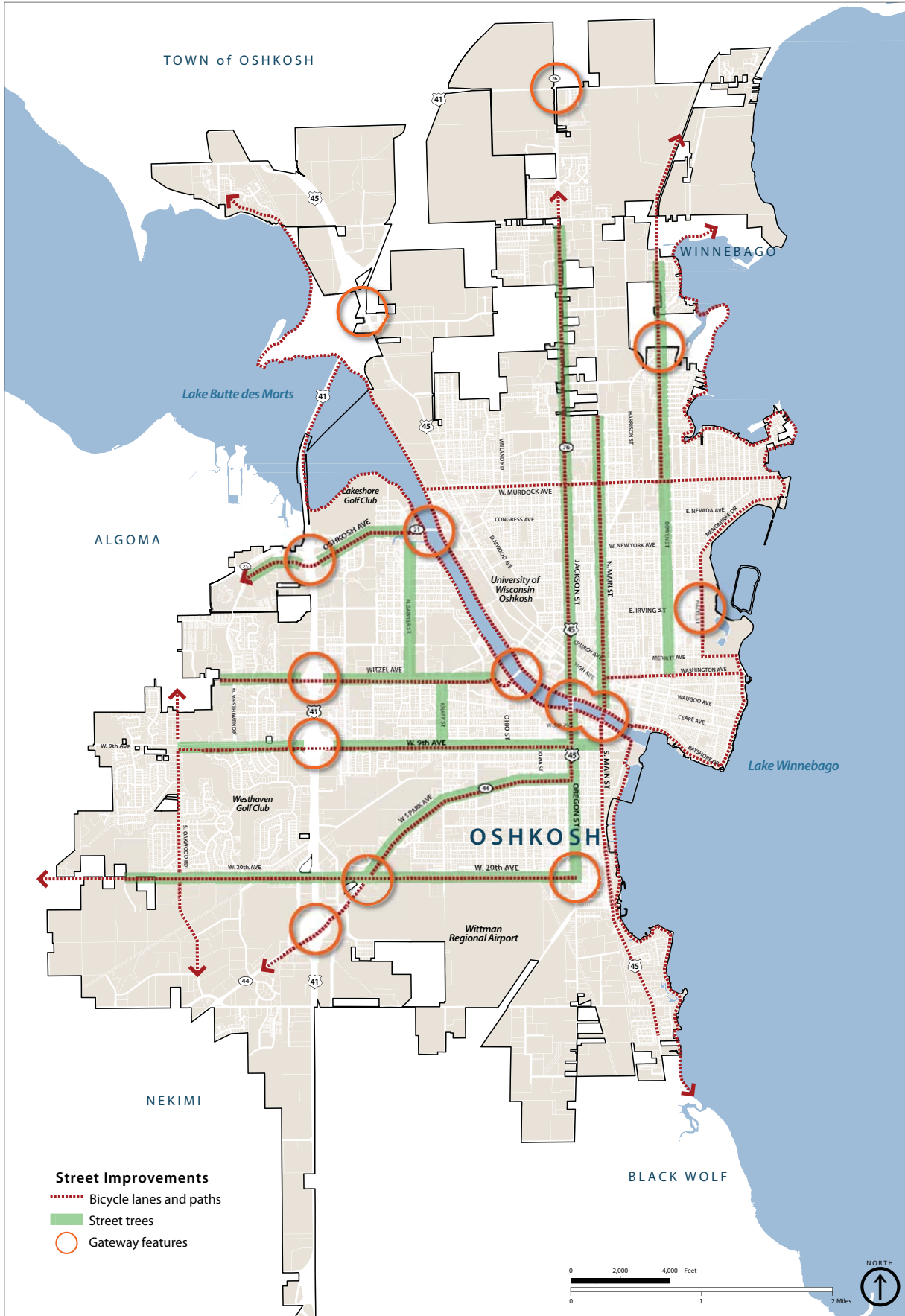
Recommendations for Commercial Streets:

- Expand sidewalk widths to the widest extent possible and unify streetscape treatments, including lighting design and signage, along commercial streets and throughout the downtown to create a positive visual identity and establish continuity.
- Where appropriate, use textured paving, bump-outs and signalization to emphasize pedestrian crosswalks and activity.
- Accommodate on-street parking along commercial streets to lessen dependence on surface parking lots and create a buffer between pedestrians and moving cars.
- Narrow vehicular travel lanes on commercial streets to a maximum of 11½ feet. Newly narrowed streets may be able to accommodate bicycle lanes and wider sidewalks in addition to on-street parking.
- Add street trees, carefully select and trim trees that do not block store windows and signs

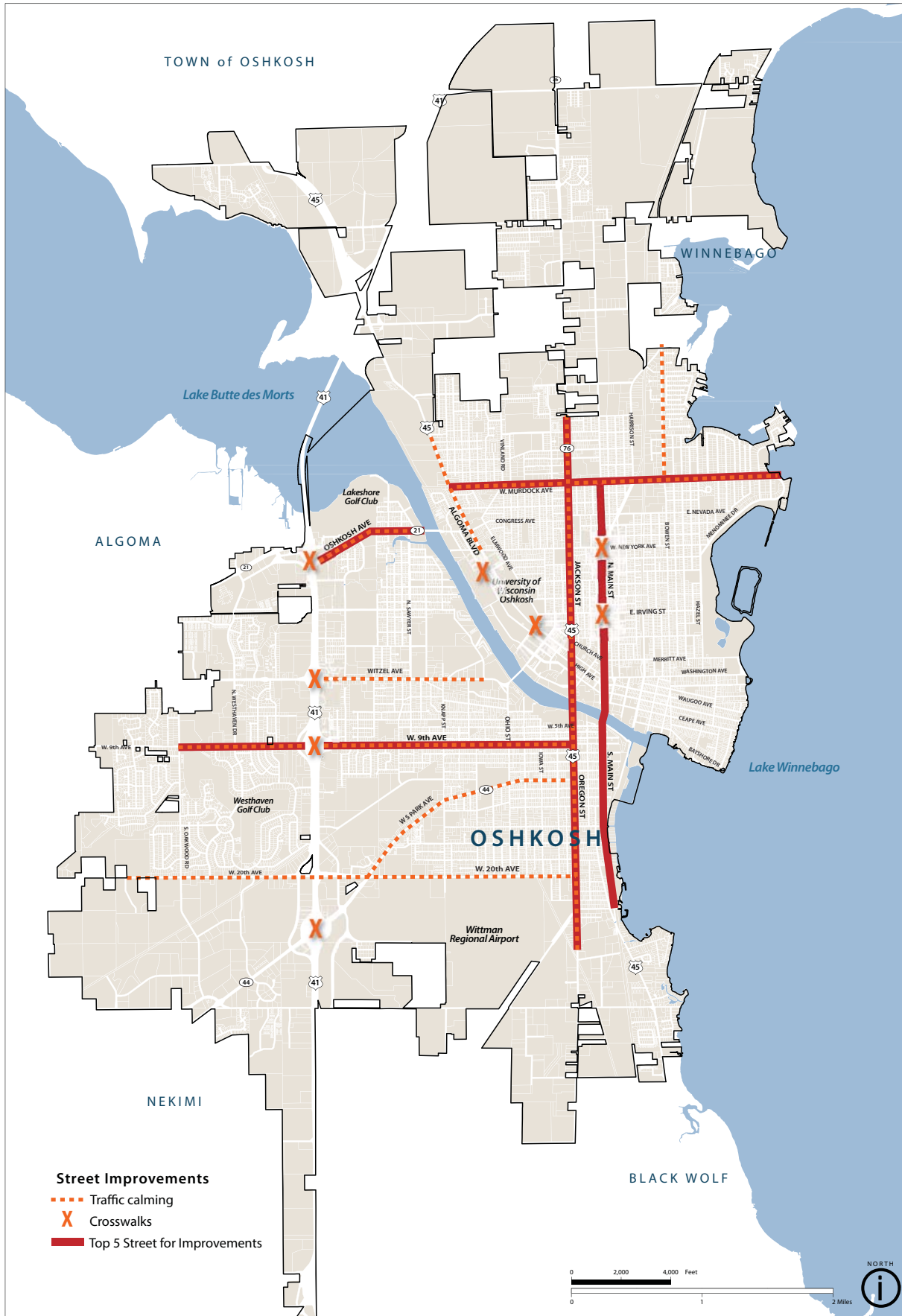
Recommendations for Residential Streets:

- Maintain speed limits of 25 mph or lower on residential streets and narrow individual travel lanes to a maximum of 10 feet as a traffic calming measure.
- Ensure continuous sidewalk and planting terrace network alongside residential streets, minimum residential sidewalk width of 4 feet 6 inches.
- Ensure residential streets contain curbing and/or bioswales to help manage stormwater.
- Widen terraces to the furthest extent possible and plant street trees along all terraces.

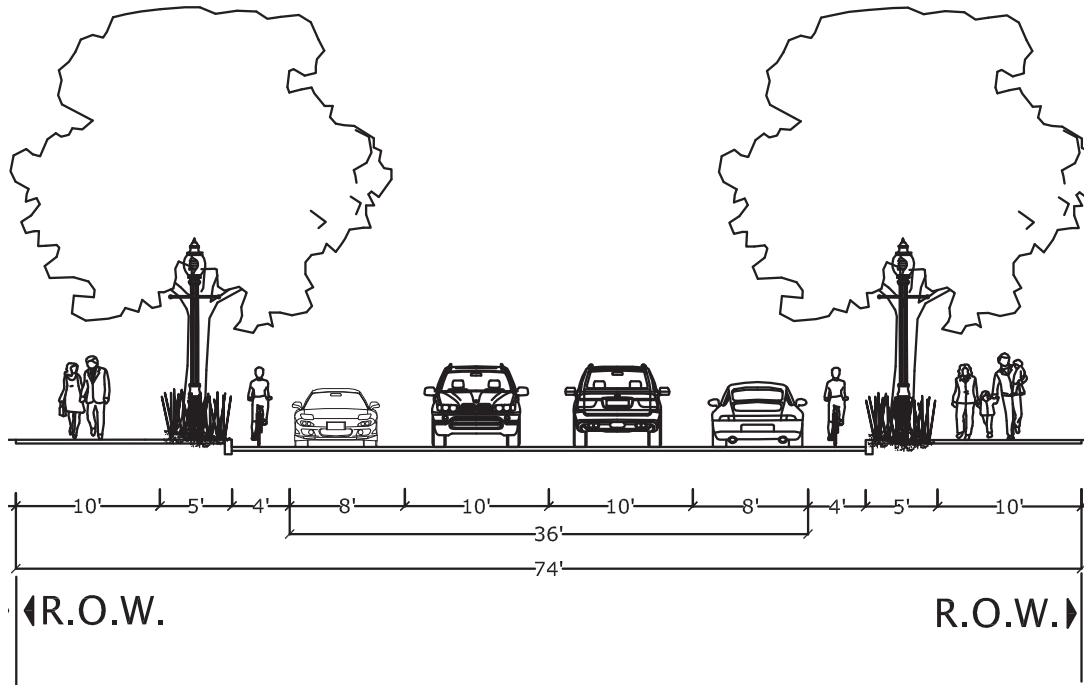
Map No. 3A Street Improvements



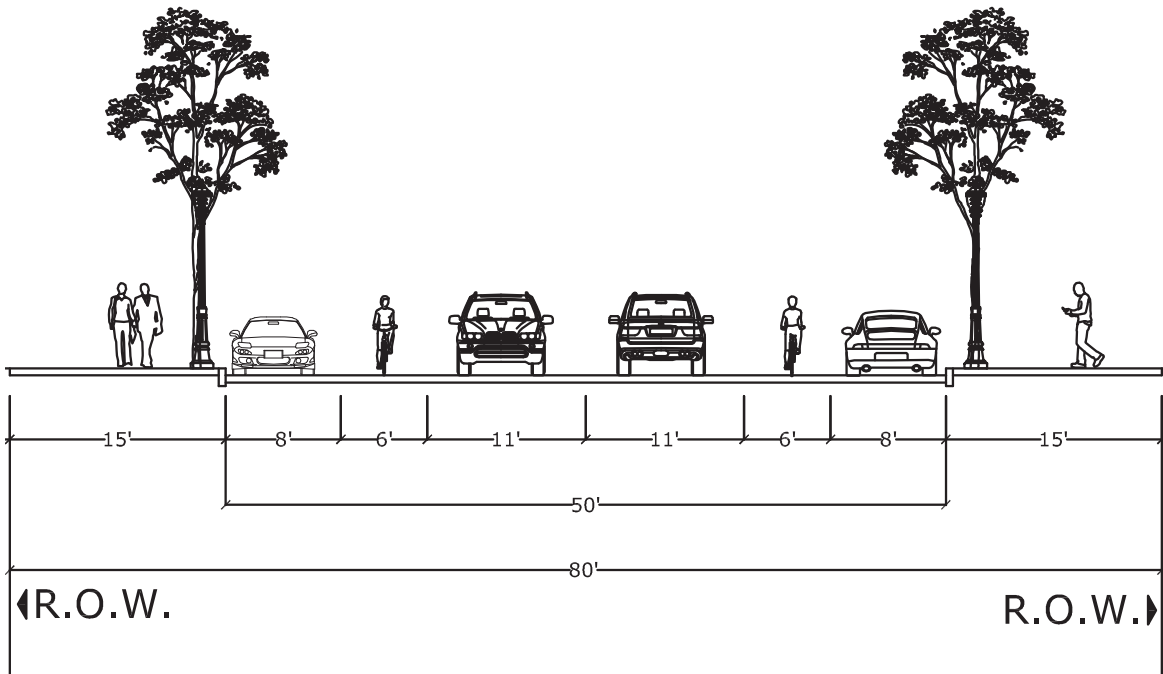
Map No. 3B Street Improvements



Example Residential Street Section



Example Commercial or Mixed-Use Street Section

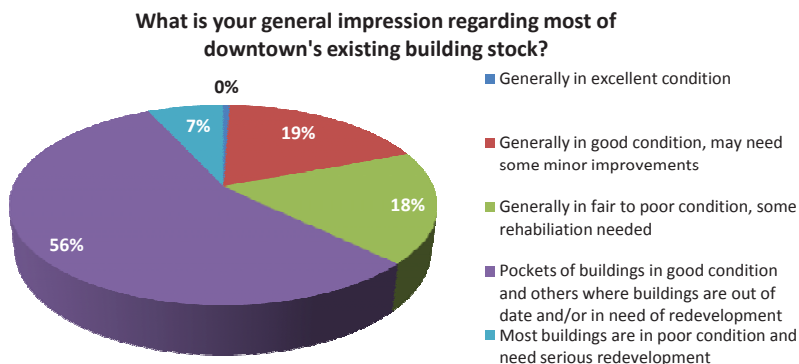


Buildings

Infilling appropriately design buildings are the key to the future character of Oshkosh.

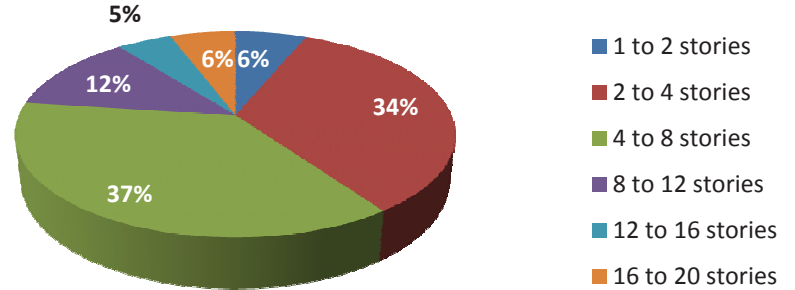
Key Findings:

- 89%* of public meeting participants agree or strongly agree that vacant lots, industrial sites, and underutilized surface parking lots can provide much of the needed space for infill and redevelopment.
- During the public meeting mapping exercises, participants overwhelmingly selected downtown locations as the appropriate site for future commercial and retail (including entertainment and restaurant uses) growth. Locations for future park and residential development were more dispersed throughout the City (See Map No. 4 Future Growth). Many participants indicated that the greatest potential for future development lies in the downtown and believe City policy should reflect this potential. The southern portion of the downtown should be converted to an urban green space or as an alternative location for an urban farm or location for a wind farm in a green setting.
- When asked in the questionnaire, a majority of respondents (51%) supported some limitations on development along the Highway 41 Corridor and feels development should be focused on downtown and other distinctive sub-centers. 29% do not support limitations on development while nearly 8% feel that new growth will need to be balanced between the downtown and Highway.
- 52% feel that the existing buildings along Highway 41 are generally in good condition with only minor improvements needed.
- 81% of public meeting participants agree or strongly agree that the City should encourage new development to be mixed-us with ground floor retail.
- Large surface parking lots without landscaping received some of the lowest scores in the entire Visual Preference Survey™ which are predominant along Highway 41.

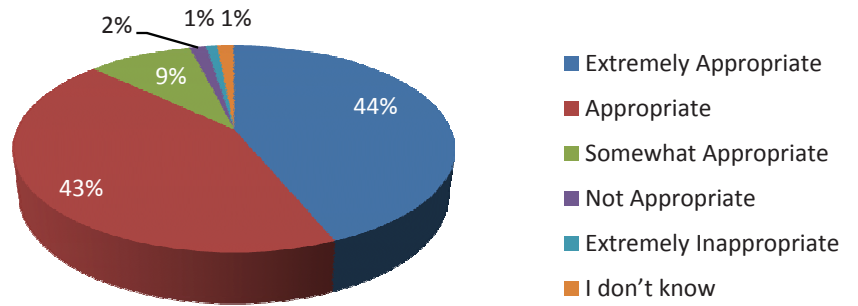


* Tested exclusively at public meetings and was not available online.

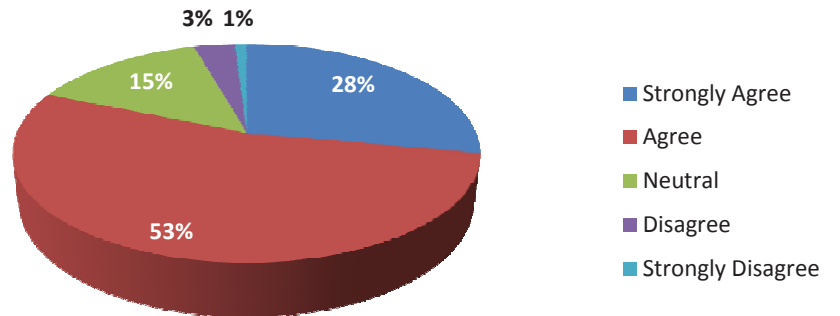
If portions of the downtown were to be redeveloped, what is the maximum number of stories you would support?



How appropriate is it to provide affordable housing in Oshkosh in the future?



The City of Oshkosh should encourage new development to be mixed-use with ground floor retail



Line 2

Existing Historic Mixed Use



The most positive images in the Building Form category provide important guidance for development in Oshkosh. Throughout the visioning process there was widespread support for preserving historic buildings and resources throughout the City. This distinctive downtown building illustrates a traditional mixed-used building along Main Street. Its unique architecture and location have made it a downtown landmark.

Line 7

Parking behind building



New buildings should be located close to the edge of the sidewalk with parking in the rear. How parking is accommodated has a dramatic impact on a community's sense of place. Locating parking behind buildings can play an important role in improving the perception and experience of various streets throughout the City. To the extent possible all parking should be located behind appropriately scaled buildings in the downtown area.

Line 11

Single Family Homes



Single family homes will continue to be an important part of the fabric of Oshkosh. This highly rated image of an attractive, modestly sized, affordable home on a small lot, with a narrow front yard and a larger back yard, and parking access from a rear alley, may be a model for new development.

These images of existing conditions around the City were among the lowest rated images in the Building Form category. This photo of an existing apartment building received a wide range of scores. Although it received a low positive score, the building's punched windows, no roof cornice line and the monochromatic color are responsible for the low score.

Line 1

Existing Multi-Family Housing



The lack of landscaping and architectural detail, overly large front yard, lack of semi public edge, and slab on grade construction likely led to this image's negative rating.

Line 12

Existing Town Homes



The visioning results suggest that large unlandscaped surface parking lots should be discouraged in the future particularly in the downtown. However, when necessary the appearance and perception of large surface parking can be greatly improved through the use of landscaping and pedestrian circulation techniques.

Line 8

Existing Parking Lots



General Built Form Recommendations:

- Encourage mixed-use development particularly within the downtown area. Mixed-use developments combine more than one use in a single building. This type of development activates urban areas during more hours of the day, reduces auto dependence, encourages pedestrian activity, and helps create a local sense of place. Encourage all new buildings in the downtown to accommodate retail, office, or more than 10 residential units so as to incorporate multiple uses. Providing residential uses on upper floors of mixed-use buildings provides a range of housing types and sizes which can accommodate young professionals, empty nesters, and growing families.
- Facilitate a university and north and south main street design charrette to enhance the existing plan for downtown Oshkosh and create a form-based code for future development. The charrette may include discussion of specific architectural regulations, see www.smartcodecentral.com and www.formbasedcodes.org for more information on form-based code development.
- If mixed-use buildings are not feasible, a variety of uses should be clustered within walking distance to create “one stop” or “park once” locations for drivers, transit uses, cyclists, and pedestrians.
- All new commercial development, aside from big box retail, should be focused in the downtown and surrounding neighborhoods rather than along Highway 41.
- Devise public-private financing strategies to encourage infill development and alternative uses for formerly industrial sites.
- The city must enforce proper maintenance of homes and businesses and should do so through a combination of stricter codes and fines.
- Develop building design standards which guide the development of new mixed-use, residential, and commercial buildings. The development standards must address the form, the site plans relation to the location and character of the street, materials, and massing of new buildings and include provisions to preserve and enhance the historic buildings and resources within the City. Historic buildings and facades should be incorporated into new development whenever possible.

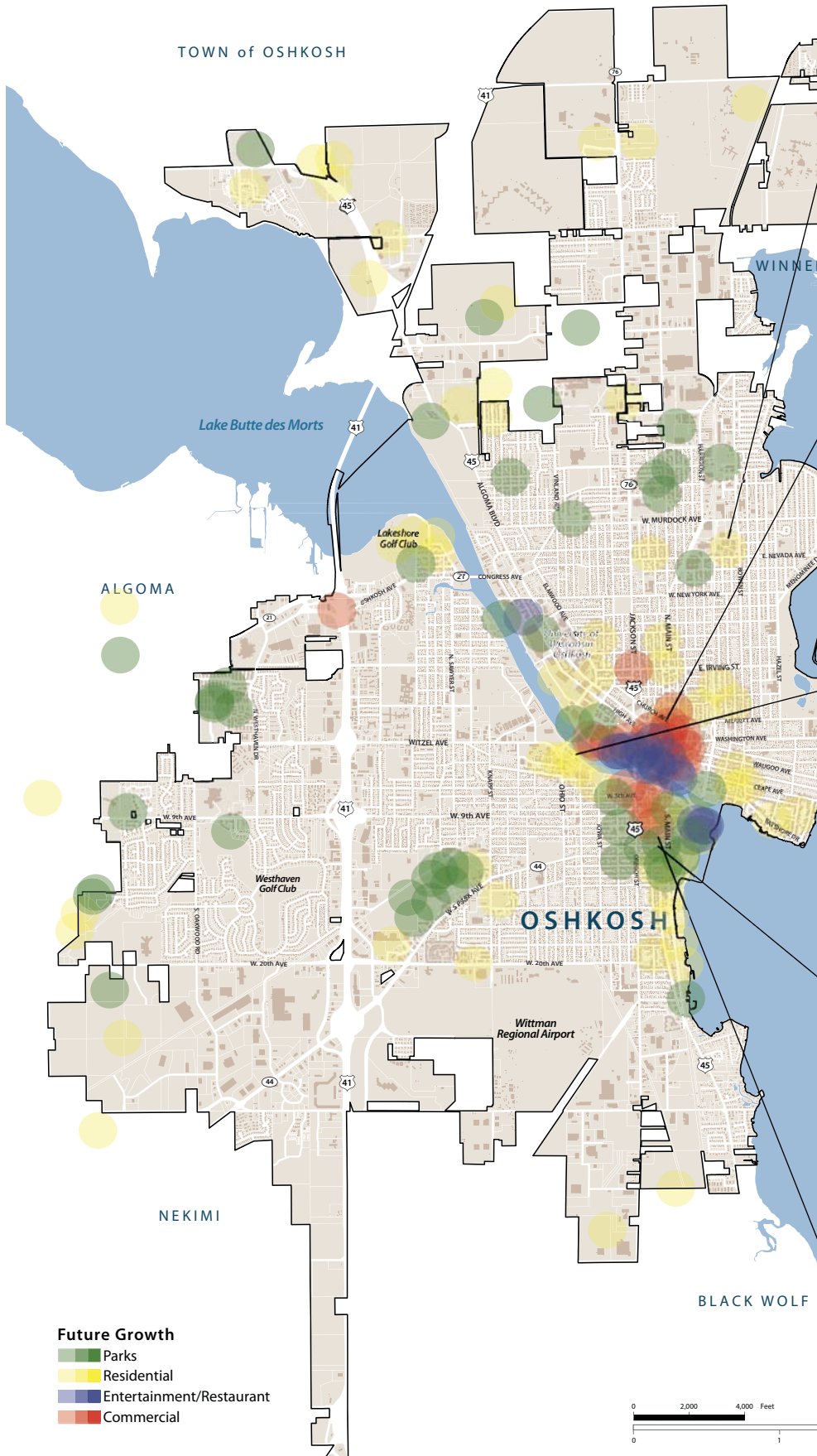


This mixed-use building with retail on the ground floor and housing above utilizes a series of building setbacks to maintain a comfortable pedestrian realm and create architectural interest.



An Individual Building Width (IBW) is the division of a façade into distinct modules or sections. Although sections of a single façade share a common design vocabulary, each section should be distinguishable from its adjacent modules. IBWs can be distinguished by changes in material, color, window and door treatment, masonry pattern, cornice treatment or appropriate combinations of these items.

Map No. 4 Future Growth



New Single Family Homes



New Mixed-Use Entertainment and Retail



New Downtown Multifamily



New Park Space



Wind Farm Park



Future Growth
 ■ Parks
 ■ Residential
 ■ Entertainment/Restaurant
 ■ Commercial



- Create a sense of enclosure along City streets by ensuring appropriate relationships between building height and street width. Height to width ratios should be in the range of 1:2 to 1:3. Building stepbacks at appropriate heights can be instrumental to creating comfortable street proportions. In much of downtown, stepbacks should occur between the 4th and 6th floor.
- Ensure that new buildings do not present blank walls to public streets and sidewalks. Buildings should relate to streets through the appropriate placement of entrances and windows along public right-of-ways.
- Use special corner treatments, such as chamfered or curved corners, at strategic locations to emphasize landmark buildings and locations throughout the City.
- Incorporate sustainable building techniques, such as solar panels, green roofs, and wind turbines into building design, see LEED Neighborhood Design Standards at www.usgbc.org
- Employ context sensitive design for new buildings – use the City’s traditional architectural styles, materials, and character as inspiration for the design of new buildings.

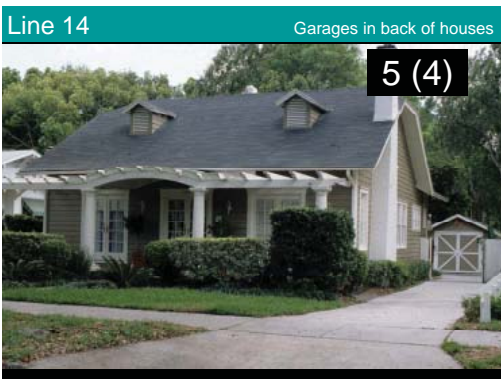
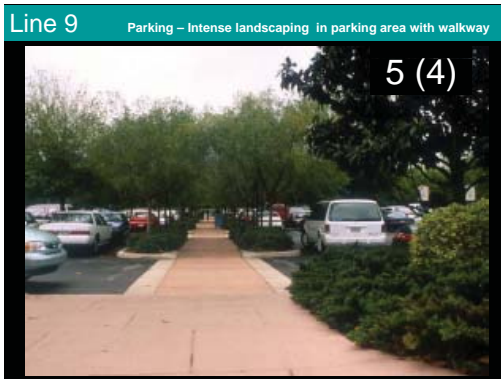
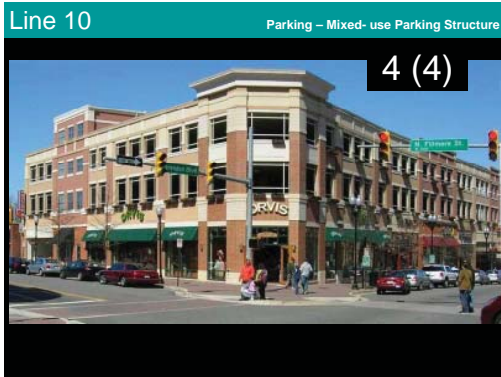


Recommendations for Commercial Buildings:

- Ensure commercial and mixed-use buildings in the downtown and within commercial areas are built up to the sidewalk edge creating a consistent “streetwall.”
- Height maximums for downtown buildings should range from 4 to 8 Stories.
- Buildings should have articulated lower and upper level cornice lines.
- The city should reevaluate its rent control policy for Main Street buildings to determine whether their rent control status is impeding building improvements and further investment along Main Street.
- Ground level retail uses must incorporate large display windows that invite pedestrian activity.
- Employ Identifiable Building Widths (IBW), stepbacks, and a range of window types to create attractive and interesting buildings.
- Preserve Oshkosh’s existing Victorian style buildings.



Special building treatments can be applied at strategic locations and prominent corners to emphasize landmark locations and create gateway features that add to a location’s sense of place.



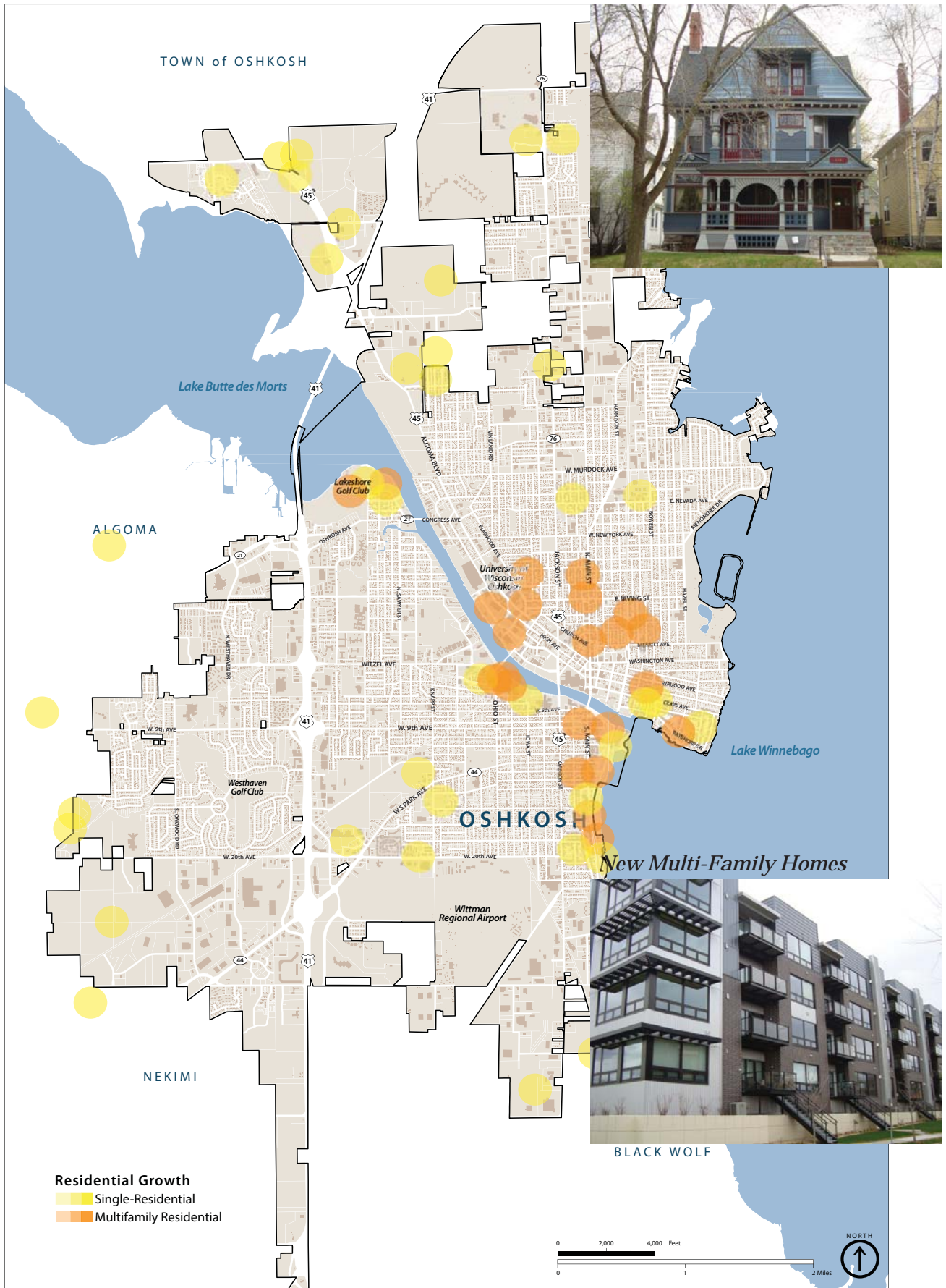
Mixed-use parking structures (top), intensely landscaped surface parking lots (middle), and garages located behind homes (bottom) all received high ratings during the Visual Preference Survey™.

Parking Recommendations:

- Revise parking requirements to include parking maximums rather than parking minimum standards. Dealing with parking maximums will decrease the over provision of parking and allow the market to determine parking need, eg 4 spots per 1,000 s.f. for big box retail or 2 spots per 1,000 s.f. for downtown retail.
- Form a public-private partnership to develop centrally located mixed-use parking structures in downtown Oshkosh that can be used by shoppers, residents, business owners, and the university. The careful placement of these structures can help promote pedestrian activity and accommodate parking demand as infill development occurs on existing surface parking lots. Allow developers to purchase parking in these structures as a substitute for providing on-site parking.
- Ensure that any new parking for commercial, mixed-use, or multifamily residential buildings is embedded within the building or located to the rear of lots and buildings. Surface parking lots should be visually screened from the street or sidewalks. No parking should be allowed in the front yards of structures facing a street.
- Promote the use of shared parking facilities. Shared parking facilities add efficiencies by allowing a dedicated parking space to be counted towards the parking requirement for two or more different uses provided certain conditions are met.
- Existing and new surface parking lots must be heavily landscaped and incorporate permeable paving techniques or materials as appropriate. The interior of surface lots shall be landscaped with trees at the rate of 1 tree for every 4-6 parking spaces and additional ground cover and where possible, bio-swales to minimize runoff. It is recommended that one tree is planted for every four parking spaces.
- Parking lot layout should incorporate pedestrian movement into their configuration. Clearly marked pedestrian crossings should be installed at convenient locations.
- Encourage on-street parking wherever possible. When applicable, these spaces should be allowed to count towards parking requirements.

Recommendations for Residential Buildings:

- New single family residential areas should be planned for a minimum average of 4 (preferably 7) units per gross acre. New multifamily density should range from 12 up to 40 units per acre.
- Residential development should only be allowed where existing water and sewer infrastructure currently exists. No new water and sewer extensions should be provided until existing underdevelopment areas are built out.
- A variety of housing choices, including condos, apartments, townhouses, and single family homes, should be encouraged throughout the City. Map No. 5 Residential Growth illustrates the location workshop participants selected for single-family (yellow) and multifamily (orange) development.
- Multifamily, senior, and affordable housing should be integrated into existing neighborhoods.
- Townhomes and multifamily residential buildings should be setback from the sidewalk to provide landscaped space called a semi-public edge of no more than 15 feet that separates housing from the street.
- The first floor of multifamily housing must be raised above the grade of the adjacent sidewalk by 2 to 5 feet.
- Institute a rigorous and comprehensive property maintenance code enforcement program to ensure ongoing maintenance of the City's housing stock.
- Encourage the use of building materials that require minimum maintenance and meet LEED guidelines.
- Incorporate sustainable building techniques, such as solar panels, green roofs, and wind turbines into building design.
- Single-family homes should incorporate creative parking solutions including rear garages and alley accessible parking.
- Single-family homes should include design elements that emphasize the home's relationship to the street such as front porches.



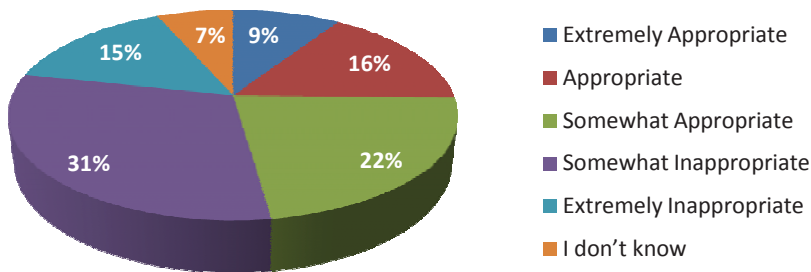
Pedestrian Realm

Walking on well designed, safe, and interesting sidewalks are key for the future of Oshkosh.

Key Findings

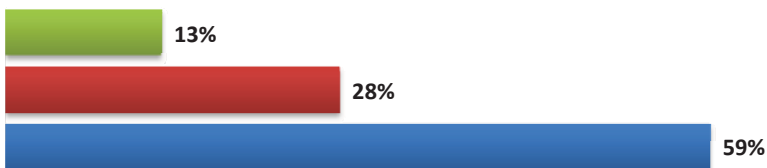
- 59% of respondents agree that there should be unified streetscaping treatments that differentiate the residential from the commercial areas of the City.
- Burying utilities when areas are being redeveloped or streets are repaved was deemed appropriate or extremely appropriate by 85% of participants.
- Nearly all respondents feel delineated crosswalks are appropriate for the City of Oshkosh.
- Participants were divided over the idea of closing N. Main to cars on weekends. However, 66% felt it was inappropriate to convert N. Main Street into a pedestrian only area and eliminate car traffic at all times.

How appropriate is the idea of closing N. Main Street (in downtown) to car traffic on weekends?



Do you agree that there should be a unified streetscaping component that differentiates the residential from the commercial areas of the City?

■ Disagree/Strongly Disagree ■ Neutral ■ Strongly Agree/Agree



Many of the highest rated images in the Pedestrian Realm category highlight important attributes of successful sidewalks in commercial areas. All of the images depict wide sidewalks, regularly spaced street trees, and a variety of paving materials and treatments. Retail frontage styles vary between the first and third photo but each utilize large window displays and a combination of awnings, pedestrian scale signage, and outdoor elements to create an enjoyable walking experience.

Each image demonstrates different approaches to creating a buffer between vehicular lanes and pedestrian flow to ensure walkers feel comfortable. Other important aspects of the pedestrian realm include decorative lighting and the provision of street furniture.

From the questionnaire, 94%* of participants support more walking. Sidewalks must be safe, interesting and accommodating.

In all the images, the priority must be a design which buffers the pedestrian from passing traffic by use of trees, lighting, terraces, or bollards.

Line 18

Commercial Wide Sidewalk with Planters



Line 19

Commercial Tree lined Sidewalk



Line 22

Commercial Street with Furniture



Line 23

Residential sidewalk without Terrace



These photos of the City's existing pedestrian realm received very low ratings during the Visual Preference Survey™. When compared with the highest rated images in the Survey, we can see that when critical elements such as sidewalk width, paving condition, curbing, and landscaping play the quality of the City's pedestrian environment suffers.

In the top image of a pedestrian realm next to a school, the lowest rated of any image in the VPS, negatively impacts children's perception of walking. This street and sidewalk should be a very high priority for improvement by the City.

Line 27

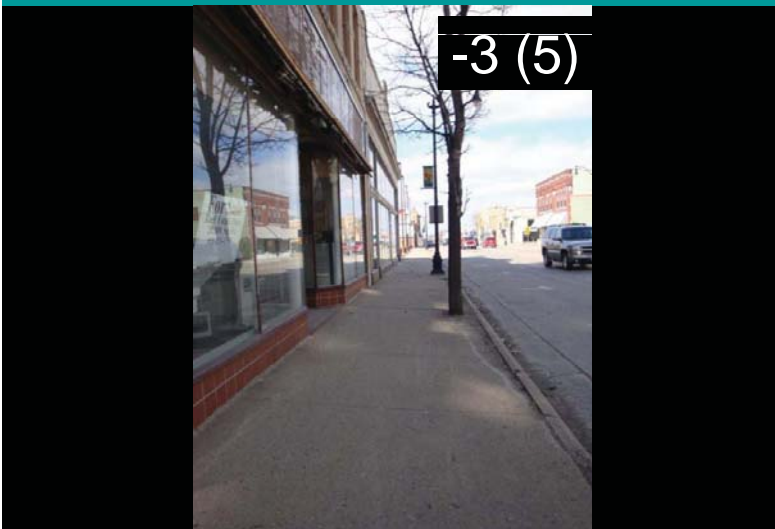
Residential Sidewalk with no curbs



In the second image, the wide pavement, lack of curbing and street trees contributes to its negative character.

Line 16

Commercial sidewalk without Terrace



Narrow sidewalks without a buffer between the pedestrian and traffic contributes to a negative rating.

General Recommendations

- Adopt design standards for sidewalks, terraces, and street trees for all streets which are major elements of a street regulating plan. This is specifically important to the Downtown Plan and the Priority Streets. A pedestrian plan should be incorporated in to these design guidelines that sets standards for sidewalk width and materials, lighting, signage, landscaping, way finding, crosswalks, curb ramps, refuge islands, corner radii, and signals, terraces and snow storage.
- Conduct a walkability study to target areas to determine location of poor sidewalk conditions and connections as a means of targeting future sidewalk improvement dollars.
- Set design standards to require street trees on all streets; standards should specify species, size and regular maintenance practices, e.g. minimum of 3 inch caliper, 12 feet high, space 20 feet on center.
- Develop a pedestrian network connecting all parts of Oshkosh, not just those along the river, to encourage exercise and use of alternative modes of transportation like bicycling and walking.
- Ensure sidewalk widths are wide enough to accommodate projected pedestrian traffic for the development type.
- Encourage the texturing of sidewalks and crosswalks within strict design and construction standards
- Bury utilities or run them along alleyways or rear property lines when areas are repaved or redeveloped.
- Close North Main Street to auto traffic on weekends during the summer or for special events, but it should not be permanently closed to traffic.

Commercial Recommendations

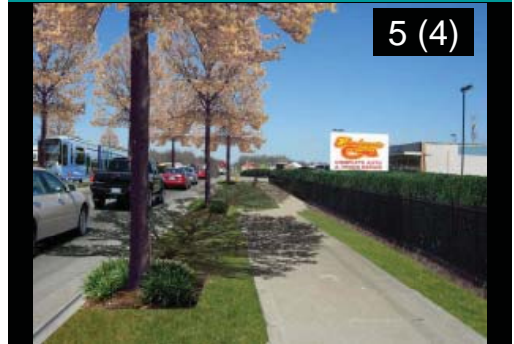
- Ensure commercial buildings are built to the edge of the sidewalk and have at minimum, a 15 foot wide sidewalk including planting areas.
- Encourage commercial uses which spill out into the pedestrian realm (cafes, retail, etc.), particularly during warmer seasons
- Provide pedestrian furniture such as benches, trash baskets, planters, etc.
- Install pedestrian scale lighting, poles, and fixtures.
- Promote a continuous and interesting streetwall of separate but complementing buildings at a downtown scale and spacing
- Plant trees at appropriate spacing along commercial streets and where pedestrian traffic is high provide compaction protection for tree pits.
- Regulate appropriate signage along commercial pedestrian realms.
- Ensure crosswalks are clearly visible through the use of painting or texturing
- Encourage up lighting of key architectural features of the historic downtown buildings.

Line 20 Commercial sidewalk streetlights



Selecting appropriate lighting is critical to the success of City's pedestrian realm. Street lights must meet illumination requirements while also enhancing the visual appeal and character of a street.

Line 17 Commercial sidewalk with Terrace



This image shows that landscaping can dramatically enhance the appeal of sidewalks located next to major roadways with larger commercial uses. Here regularly spaced street trees create a buffer for pedestrians while surface parking lots are screened by dense shrubs and a decorative fence.



The high ratings given to these photos illustrate the value wide terraces, continuous sidewalks, narrow front yards, and street trees have in defining a desirable residential neighborhood pedestrian realm.

Residential Recommendations

- Set maximum setbacks for residential development to limit the size of front yards, e.g. 4 to 8 feet for townhouses and multifamily buildings and 10 to 15 feet for single family
- Set standards to require the minimum width of sidewalks in residential areas to be at least 4-6 feet depending on pedestrian flow.
- Provide pedestrian furniture such as benches, trash baskets, planters, etc., at appropriate intersections or areas of interest.
- Plant trees of a minimum 3 inch caliper at 20 feet on center along residential streets in a continuous green terrace that is at least 4 feet wide.
- Provide access for driveways via a dropped curb and sloped apron in order to maintain a continuous sidewalk across any driveway.
- Regulate appropriate signage along residential pedestrian realms.
- Encourage front porches, stoops and stairs.
- Promote a semi public edge with hedges and picket fences.

Frontages

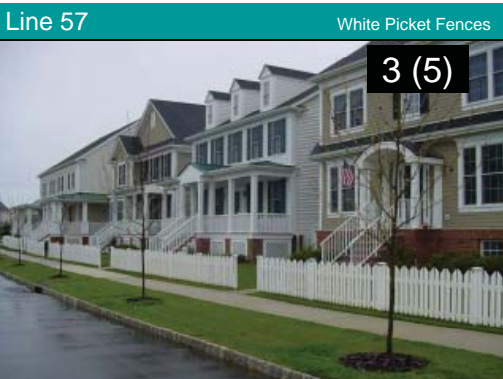
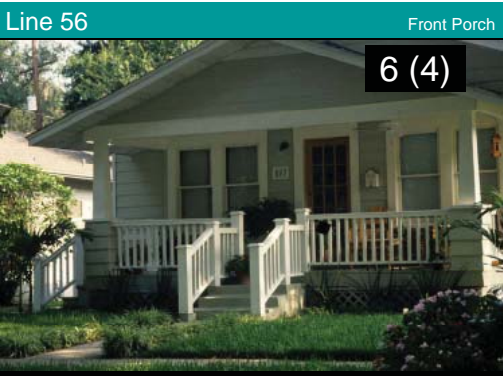
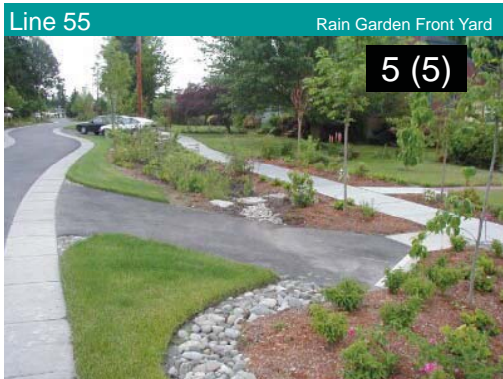
How the character and design of buildings, signs, and landscape relate to the street.

Signage Recommendations

- Commercial signage should be integrated into the architecture of buildings and be primarily pedestrian in scale. Institute commercial signage design standards to ensure the appropriate size, shape, color, and lighting of signage throughout the City, but particularly in downtown.
- Limit commercial signage in the downtown area to include: signs mounted on building fronts, small hanging signage, awning signage, window signage, and signage mounted on transoms.
- Enforce code violations to ensure conformity to design standards and maintenance.
- Develop a system of wayfinding signs which market the downtown to residents and visitors. Additionally, downtown signage can direct pedestrian traffic, advertise amenities, and identify parking locations. Wayfinding signage should be distinctive, highly-visible, and easy to read.
- Gateway signage should be designed and located at key entrances to neighborhoods and commercial areas. Suggested locations for the placement of gateway features are identified on Map No. 3 Street Improvements.

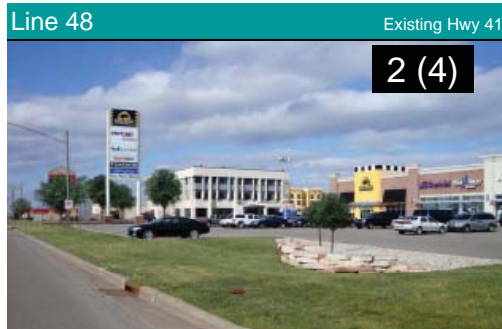


Examples of good signage



Landscape: Buffer and Yards

- Screen large surface parking lots from roads and highways through intensive landscaping. These screenings can act as landscape buffers which separate parking lots from roadways.
- Incorporate multi-use paths into the design of frontage roads on both sides of Highway 41. Other landscape buffers throughout the City may be excellent candidates for the placement of multi-use paths.
- Incorporate sustainability measures into the design of terraces and front yards. These areas can include bioswales, rain gardens, and landscaping designed to help meet stormwater management needs.
- Ensure codes governing the maintenance and appearance of front yards are adequate and properly enforced.
- Encourage the use of front porches and decorative fencing.



Line 52 Hwy 41 frontage with multi-use path and landscaping



Highway 41 Before and After: This simulation shows the positive impact that landscaping and mobility options (in this case a multi-use bicycle path) can have on a community.

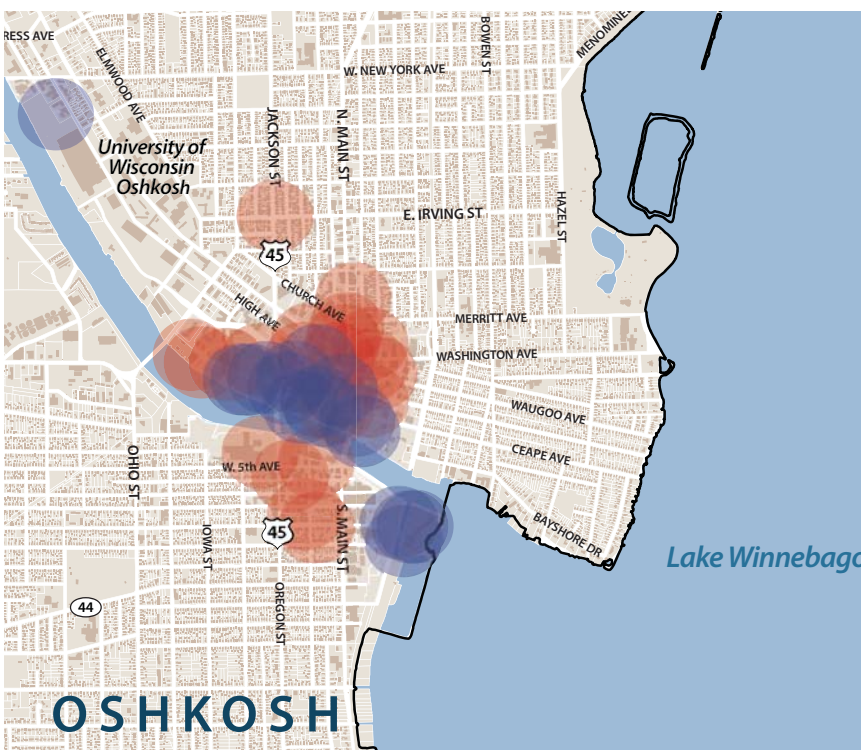
Waterfront

Oshkosh's major untapped resource.

Key Findings

- 98%* of participants thought a waterfront walkway would be appropriate for the city verifying the completion of this element must be a first priority for Oshkosh
- The addition of more restaurants along the waterfront was overwhelmingly appropriate. With 95% of participants giving it a favorable response.
- Respondents were split on the appropriateness of single family housing along the waterfront*. But, the results of Map No. 4 Future Growth, suggests that multifamily housing is more appropriate along the waterfront.
- Only 1% of respondents thought that a waterfront marina would be inappropriate.
- When asked about the continuation of a riverfront walkway on the South side of the river, 94% of respondents thought it would be appropriate.*
- The results shown on Map No. 4 Future Growth reveal a desire to concentrate entertainment and commercial development along the waterfront and in the downtown area.

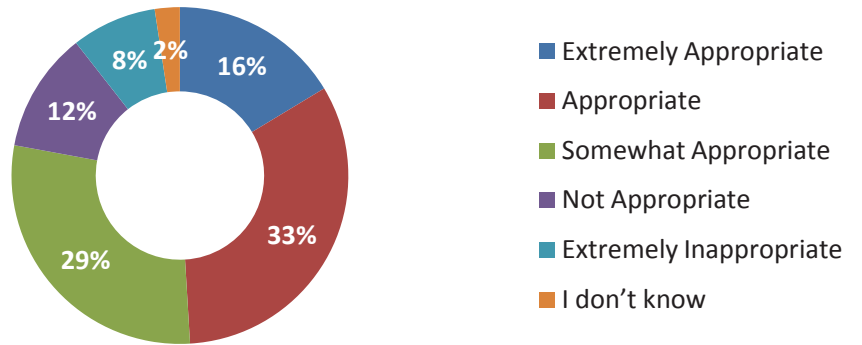
Map No. 4 - Future Growth (close up)



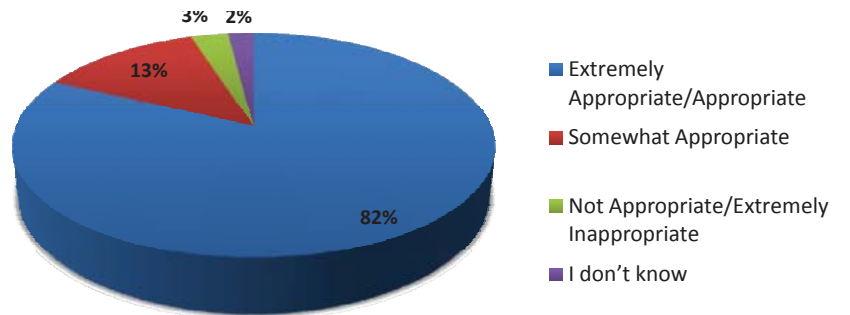
Entertainment/Restaurant
Commercial

** Tested exclusively at public meetings and was not available online.*

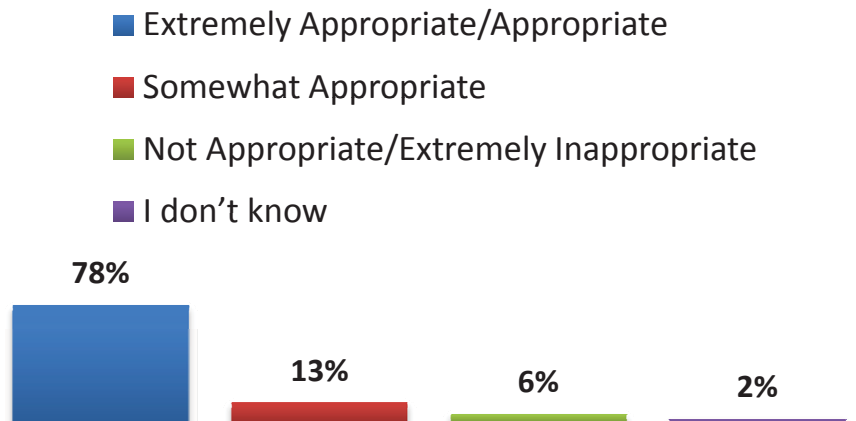
How appropriate is the addition of waterfront multi-family housing?



How appropriate is the addition of waterfront “boat up” resuarants



How appropriate would the addition of a hotel/resort be to the waterfront?



Line 62

Urban Riverfront Park



These three images scored the highest in the Waterfront category, and the top two were among the highest rated images of the entire VPS.™ The top image illustrates a more urbanized waterfront edge that would be appropriate for the City. The second image illustrates a type of naturalized waterfront edge that would be appropriate. The bottom image would be appropriate in sections of the urban waterfront area.

If each of these images were realized along a continuous pedestrian way, the walking experience and public perception of Oshkosh would be significantly improved.

Line 63

Natural Waterfront Park



Line 66

Waterfront Mixed Use Bars and Residential



Line 70

Leech Amphitheater

6 (4)



This existing waterfront entertainment has been a success.

Line 71

Waterfront Industrial Buildings

-6 (5)



This existing waterfront area has the potential to be transformed into something as positive as the image above.

Waterfront Recommendations

- Adopt design standards for water edge walkways and paths that will ensure consistency of paving and landscaping.
- Create a network of trails and pedestrian connections that link different areas of town to the waterfront.
- Designate the Fox River waterfront between Ohio St/ Wisconsin St and the Rail Line as an “Urban Waterfront Area.”
- Complete the waterfront walkway along both sides the Fox River as a first priority.
- Locate marinas, restaurants, boat-up restaurants, hotels, and entertainment venues in the Urban Waterfront Area.
- Maintain a minimum of a 40 foot wide pedestrian right of way/easement along the entire Fox River waterfront. Within this easement bicycle lanes and walking paths, and other pedestrian amenities must be provided.
- Maintain a minimum vegetated buffer between all water bodies and impervious services outside of the Urban Waterfront Area.
- Redevelop the Pioneer Resort as a new hotel and entertainment area by providing development incentives.
- Develop multi-family housing along the river front that is mixed-use, provide amenities along the first floor and maintain the publically accessible 40 foot waterfront.

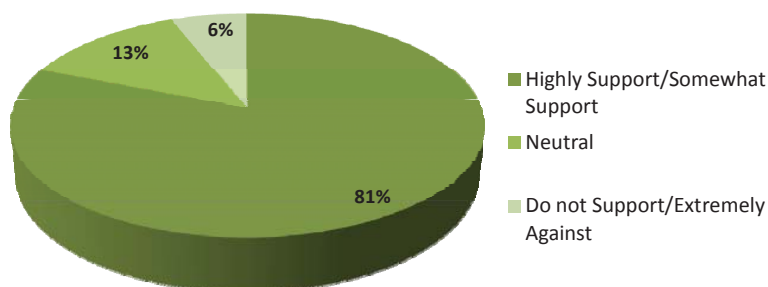
Sustainability

Sustainability for the future of Oshkosh includes the integration of the City's economic, social, and environmental life in order to: "meet the needs of the present without compromising the ability of future generations to meet their own needs." This encompasses a general consciousness in all decisions on how the outcome will affect future generations' environmental, social, and economic welfare and an effort to minimize any adverse impacts.

Key Findings:

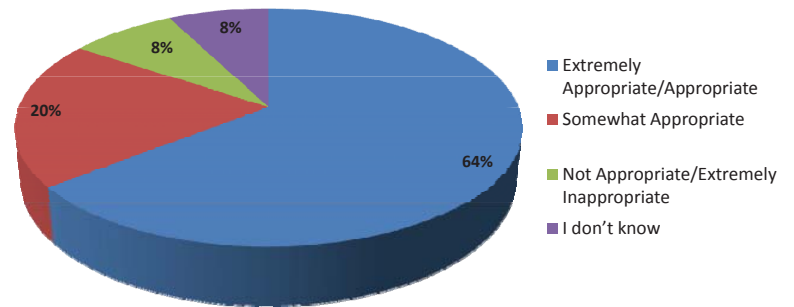
- 82%* of public meeting participants believe it is appropriate to incorporate sustainable design practices in to future development in Oshkosh, specifically solar panels, solar orientation of buildings, green roofs, and wind turbines.
- 77%* of public meeting participants would support the idea of an "On-Demand" Transit System for the City of Oshkosh and adjacent areas. An "On-Demand" Transit System is essentially a small bus that travels from point to point and is accessible via web or cell phone. The system costs on average \$3 per trip and may pickup multiple passengers along the way to increase efficiency. Reducing the use of the car is an important policy to achieve sustainability.
- 71%* of public meeting participants believe it is appropriate to re-open a passenger and freight train line between Green Bay and Milwaukee with stops in cities such as Appleton, Fond du Lac, and Oshkosh.
- At the Citizens Advisory Committee when asked what obstacles were an impediment to Oshkosh's achievement of its vision many respondents replied a lack of City Government leadership will and a negative "can't do" attitude toward new development.

How much would you support providing a curriculum in schools which promotes sustainable and healthy lifestyles?

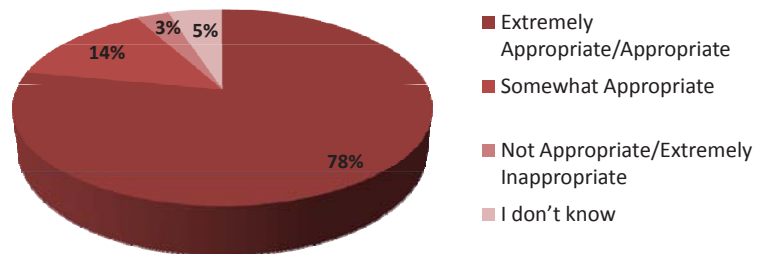


** Tested exclusively at public meetings and was not available online.*

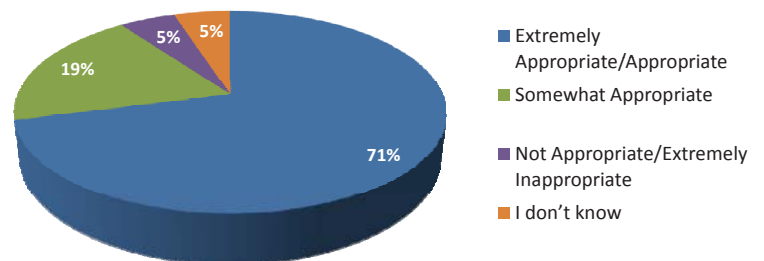
How appropriate is the idea of City-wide programs for large business (Oshkosh Corp, Bemis, etc.) development?



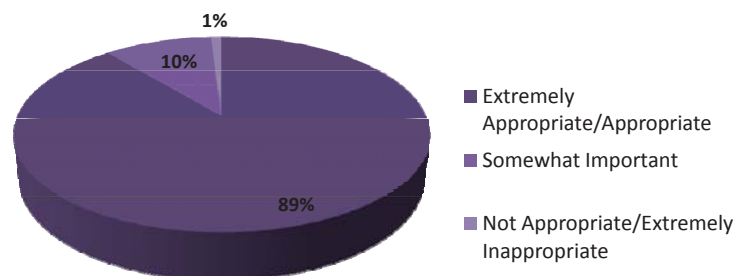
How appropriate is the idea of City-wide programs for Small Business/Entrepreneurial development?



How appropriate is the re-opening of a passenger and freight train line between Green Bay and Milwaukee with stops in cities such as Appleton, Fond du Lac, and Oshkosh.



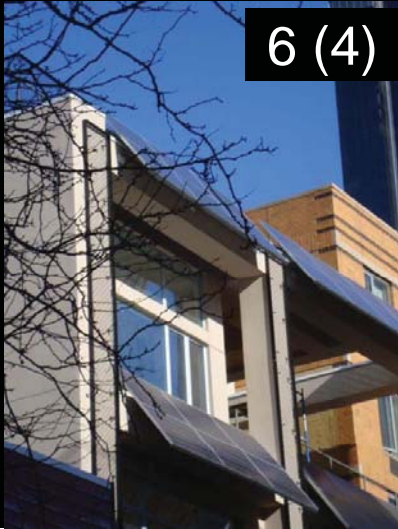
How important is coordinated planning between the Fox Cities, Green Bay, Fond du Lac and Oshkosh for Oshkosh in the future?



Line 75

Solar Panels

6 (4)



Oshkosh residents embraced a variety of sustainable technologies, including solar panels, wind farms, and bus rapid transit as means of lowering Oshkosh's carbon foot print and creating a sustainable community in the future. Residents also indicated a desire for increased means of reduce landfill waste, such as creating a community compost collection area.

Line 76

Community Compost Collection Areas

5 (5)



Line 77

Bus Rapid Transit to Appleton or Green Bay

4 (5)



Economic Sustainability Recommendations:

- Create a “Buy Local” marketing campaign for the Oshkosh area and for the New North.
- Concentrate new development in Downtown in order to create a vibrant business and retail center.
- City government should work with stakeholders to build on this Vision Report to create consensus on controversial issues and make strong decisive leadership decisions where consensus already exists, such as riverfront development. All aspects of the city, from residents to council members to city employees need to adopt a “Can Do” attitude in order to move the city forward and achieve any of the goals of this Vision.
- Develop a coordinated planning effort between the Fox Cities, Green Bay, Fond du Lac, Appleton, and Oshkosh is highly recommended in order to create a strong competitive regional economy.
- Promote the new vision of Oshkosh through an extensive media and public relations campaign.
- Increase the activities, events, and festivals that attract visitors to Oshkosh.
- Continue to support the EAA Air Venture as a national event and encourage adjacent business development in and around the airfield.
- Oshkosh should strive to achieve a jobs to housing balance of 1 to 1 in order to create an economically, socially, and environmentally sustainable city.

Environmental Sustainability Recommendations:

- Sustainability is the key to the future viability of Oshkosh.
- Oshkosh should institute sustainable design standards into the City’s building code for all future development and include elements like requirements or incentives for solar panels, solar orientation of the building, green roofs, and wind turbines.
- Oshkosh should plan and create an off-street trail system to connect all residential areas to Downtown, Highway 41 retail, and employment centers in Oshkosh. Trails should be a maximum of 1,800 feet from all residential areas.
- Industrial lands waiting for redevelopment should be converted to green space as an interim use.

-
- Establish landscape standards for green roofs, rain gardens and pervious pavement.
 - Develop surface-runoff polices and plans that require diversion and collection of water to natural drainage and filtration areas.
 - Porous or pervious materials should be considered as a first option for the construction of all new parking lots. If porous or pervious mater
 - A tree canopy plan should be developed for the entire City to establish 50% to 100% canopy coverage.
 - All new development must set aside at least 10% of the developable area as public green space.
 - The existing bus service should be expanded to make more frequent and convenient stops. GPS location signs should be installed at major bus stops in order to alert riders to wait times for various bus routes. Bus shelters should be provided at all possible locations. Regular bus service should be in place for all residential and employment areas (preferably within a ½ mile).
 - It is highly recommended that the cities of Oshkosh, Appleton, and Green Bay jointly explore the option of installing a Bus Rapid Transit system along Highway 41 connecting all three downtowns.
 - A new train station and the re-opening of the train line between Green Bay and Milwaukee is highly recommended and should become a policy priority.
 - New parks are highly encouraged. Locations for these new parks are indicated on Map 3 of the Vision Translation Workshop Maps.
 - Conduct a transportation needs assessment study; develop a transportation plan emphasizing walking, bicycle ridership, and transit ridership.
 - Promote and pursue alternative modes of transportation through policy and land use. Alternative transportation modes should include a Bus Rapid Transit system, local bus service, On-Demand transit, walking, and bicycle;
 - Improve the existing transit station and plaza to create a central meeting place for the city, coordinate plaza design with surrounding streetscaping and street furniture;
 - Where appropriate designate bicycle lanes and bicycle parking and rental facilities to establish a comprehensive bicycle network;

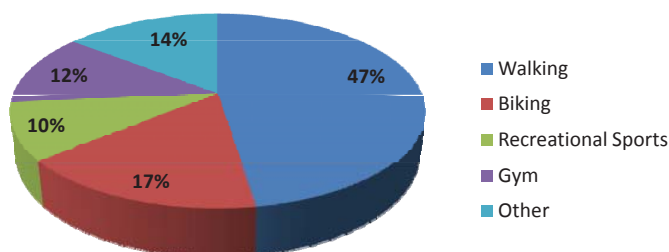
- Reduce vehicular speeds in and around Neighborhoods and the University to provide greater safety.
- Create a carbon foot print reduction plan.
- Promote a new school curriculum which promotes future sustainability and a green environment.
- Incorporate LEED standards for all new construction and urban planning efforts.
- Create an “All Together” recycling system that allows recyclables to be mixed and therefore removes inconvenience barriers to recycling.
- Encourage recycling of building material and re-use of structures instead of new construction, where possible.
- Promote the use of wind turbines on the outskirts of the City.
- Focus future and existing retail along Main Street whenever possible, except for local fruit and vegetable grocers which should be distributed throughout the city.

Physical and emotional health are one of the greatest gifts of life.

Key Findings:

- 95%* and 93%* of public meeting participants highly support or support additional walking and bicycle amenities, respectively.
- 85%* of public meeting participants rate their community health facilities as excellent or good. 0%* rated them as poor.
- 81%* of public meeting participants highly support or support gardening programs in the schools where the food grown would be used for school lunches.
- 85%* of public meeting participants believe there is a problem with obesity in the area.
- 64%* of public meeting participants believe there is a problem with drugs/alcohol in the area.
- 62% of participants highly support/support an employer or city based incentive program for bicycling and walking to work or school.
- 72%* of public meeting participants believe that it is extremely appropriate/appropriate to promote the sustainability in Oshkosh through living within walking distance to areas where you can work and play.

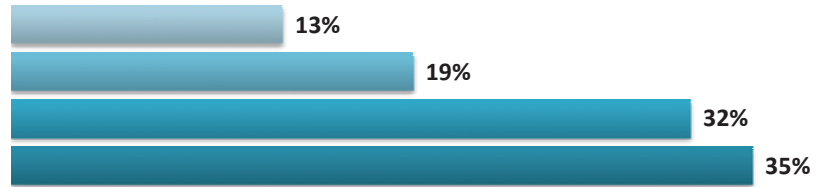
What health-related activities do you already take part in?



** Tested exclusively at public meetings and was not available online.*

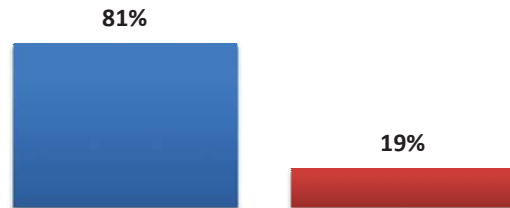
How much would you support the provision of school breakfasts and lunches free to all moderate and low income children in Oshkosh?

Do not support Neutral Support Highly support



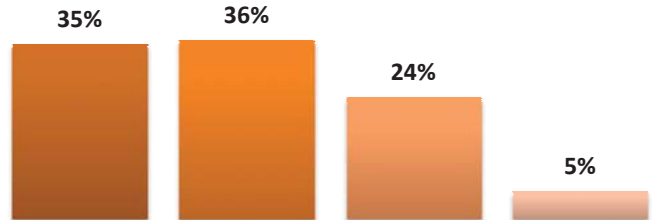
Would you support a smoking ban in most bars and all public buildings in Oshkosh?

Yes No

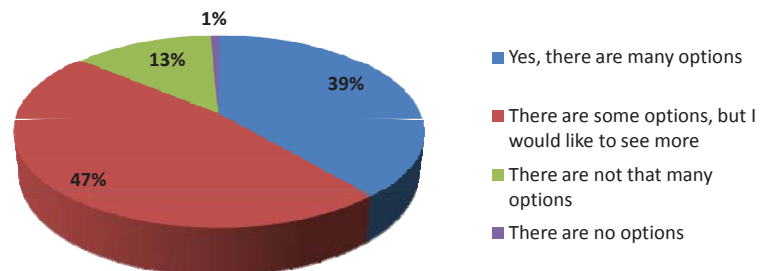


How much would you support the expansion of neighborhood community gardens?

Highly support Support Neutral Do not support



Do you feel health enhancing activities are already available in the area?



Line 79

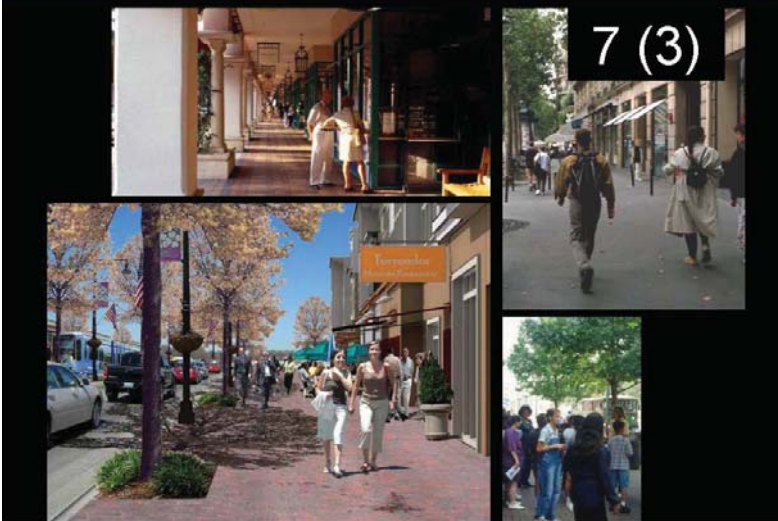
Farmer's Market



Oshkosh participants rated all Health images extremely positively. This was the highest rated category in the VPS and signals Oshkosh's residents' desire to increase healthy lifestyle options in their community. The image of a Farmer's Market was the highest rated image in the VPS. Promotion of Farmers' Markets and local food systems, as well as alternative modes of transportation should become a major focus of Oshkosh policy and planning initiatives.

Line 2

Walking



Walking and bicycling should become a priority. This will be difficult because of the current reliance on the car for most trips and the scattered land uses.

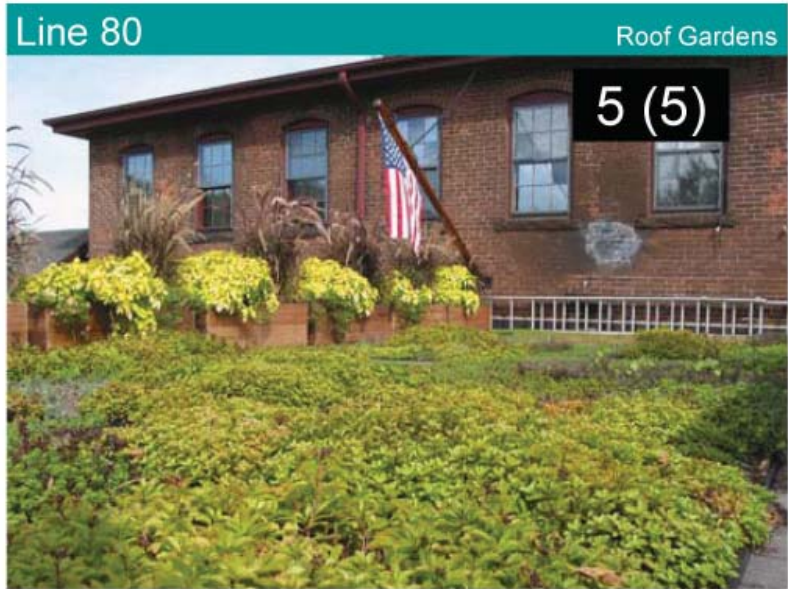
Line 3

Bicycling



With students and the resident's desire for a healthier community, walking and bicycling are an important part.

Roof gardens can provide not only insulation to buildings, but green space for residents and views of greenery for neighboring buildings. Views of green space have been proven to improve health and mental capacity.



Community gardens can provide a space to residents to grow their own food and to socialize, therefore increasing both the physical and social health of the Oshkosh community.



Health Recommendations:

- Re-Orient city to be the “Healthiest” City of the New North.
- A “bike/walk Oshkosh” program should be started and heavily promoted by the City. A good example to follow is Louisville, KY and their www.stepuplouisville.com program.
- Adopt a policy to reduce obesity and promote community health within Oshkosh, see Model Resolution A in the appendix. **25% of the under-19 population of the United States is overweight or obese.*
- The local school system should look in to creating more afterschool programs, especial those that teach healthy lifestyle choices such as cooking and gardening.
- Promote school curriculum addition that emphasizes health through walking, exercise, sports, and balanced eating.
- All public facilities in Oshkosh should be ADA compliant, with special attention paid to crosswalks and pedestrian signalization in high traffic areas.
- Complete the walkability and bikeability checklists as provided by www.walkinginfo.org and www.bicyclinginfo.org
- Incorporate requirements for views of greenery (including green roofs, parks, lawns, trees, etc) for all hospitals, senior centers, or health related facilities.
- The city should develop a food access plan to ensure that every neighborhood has easy access to a healthy supermarkets or fruit and vegetable stores. Use of municipal financial incentives to keep or attract healthy supermarkets is highly encouraged.
- The City should strive to promote community access to healthy food for all neighborhoods through its land use decisions and provide incentives for healthy grocers to locate in underserved neighborhoods.
- Promote and protect existing farmer’s market and consider constructing a permanent shelter for the farmer’s market. Establishing Land Use Protection for Farmer’s Market in the appendix contains model general plan and zoning language.
- The City should identify locations for possible community gardens and urban agriculture and assist community groups with the establishment of gardens and food production land within the City limits. Soil testing should be conducted on any land in consideration for a community garden. Establishing Land Use Protection for Community Gardens in the appendix contains model general plan and zoning language.

- The City of Oshkosh should conduct a community food security assessment created by the USDA ERS <http://www.ers.usda.gov/Publications/EFAN02013/>
- All formerly industrial land must have their soils tested and remediated if necessary before any redevelopment may occur. If contamination is found, signs should be posted to alert the public to possible exposure issues.
- A remediation plan for all contaminated sites should be developed between the City and property owners to allow for swift removal of contaminated soils.
- Require all deteriorated and abandoned building to be demolished and require lots to be replanted in ground cover or temporary tree nursery because deteriorated, vacant, or boarded up buildings are damaging to the environmental and psychological health of a community and discourage reinvestment.
- Promote the reuse of structurally sound buildings before new buildings are construction.

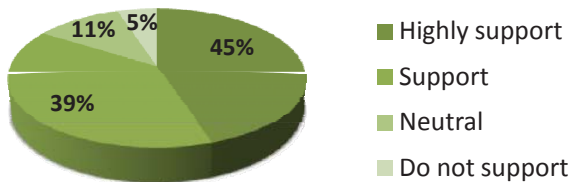
UW Oshkosh Relationship

The University of Wisconsin Oshkosh is a major asset for the City of Oshkosh as an educational, cultural, and artistic center for the New North.

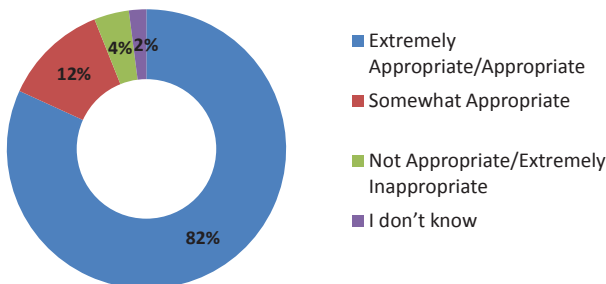
Key Findings:

- 83%* of public meeting participants believe that it is extremely appropriate/appropriate to expand continuing education course at UW-Oshkosh.
- 80% of all participants believe that student parking is at least somewhat of a problem in the city.
- 47%* of public meeting participants believe that student parking should be mostly limited to University-owned lots. 39%* did not agree.

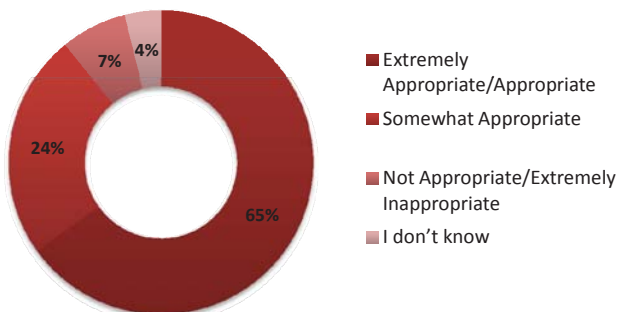
Would you support the University's expansion into the City to use existing underutilized buildings in the city/downtown?



How appropriate is the idea of the collaboration between the City of Oshkosh and the University to redevelop parts of town together?



How appropriate is providing more student-oriented shops on Main Street to generate more student foot traffic?



* Tested exclusively at public meetings and was not available online.

The historic buildings of the University rated very highly in the VPS™, suggesting that the University should invest in classical or complementary building forms for thier academic buildings.

Line 4

Campus



Oshkosh residents would like to see an outdoor/indoor community space on Campus where residents, students, and staff can be comfortable to mix and socialize. This space could also serve as an exhibition place for music, theater, movies, or performing arts programs from the University.

Line 6

Community Space on Campus



As can be seen on the following page, current University housing scored fairly low on the VPS™, but this modern housing from another university scored highly. A variety of materials and facade depths, as well as the inclusion of public art and ground floor retail, enhances this residence hall.

Line 8

New Campus Housing



Line 5

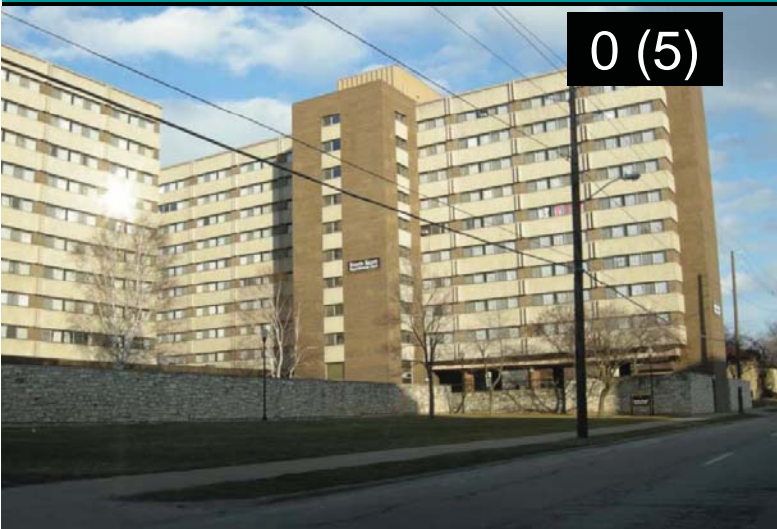
Campus Gateway



This gateway to the campus recieved a positive score, but a high standard deviation, suggesting a high level of disagreement in the community on this image. Blank walls along street fronts should be avoided as a rule. A campus community space that is open and airy would create a more welcoming gateway entrance to the campus.

Line 7

Campus Housing



When possible, new campus housing should be developed to create a more inviting and welcome edge to the University campus. All student parking should be consolidated in to a single parking garage and surface parking areas should be replaced with green parks.

UW Relationship Recommendations:

- The University should develop strict architectural design guidelines for all new university buildings.
- All campus buildings should be built to front the street and provide a wide tree lined sidewalk.
- All campus buildings should be open and permeable on the ground floor in order to create an open and inviting campus, especially when new housing is constructed.
- New campus buildings should incorporate Identifiable Building Widths (IBW) into their façade design (see diagram below) and use a variety of colors, balconies, and bay windows in building design to accentuate the IBW.
- No parking should be provided on-site for campus housing, except for handicap spots.
- All current surface parking should be consolidated in to mixed-use parking garages with facades that mimic residential or classroom buildings. Surface parking lots should be converted in to green space or new academic buildings.
- No blank or windowless walls should be permitted for any campus building, especially on the first two floors.
- The University should develop an outdoor/indoor community space on campus, preferably on the water, that can function as a community meeting place and can showcase University music, theater, or movie performances.
- Expand continuing education course offerings and expand outreach to Oshkosh residents concerning University programs and activities.

Illustration of Individual Building Widths or IBWs.



First Priorities

The following actions should be the City's first steps towards implementing the Vision described in this document.

- Adopt this Vision Report as a non-binding resolution by the Steering Committee, the Planning Board, and the City Council.
- Ensure that the Vision Report is review by all city staff.
- Adopt a mission statement to declare the City of Oshkosh as a healthy, sustainable, green city with a great waterfront.
- Any plans or development proposals incorporating neo-traditional, New Urbanist, and smart growth principles should be given priority in the permitting process.
- A design charrette for the area encompassing south and north Main Street, as well as the University, should be complete in order to develop a single coordinated consensus driven design plan for the area.
- Begin revisions to all land use, transportation, streets, and parking regulations in order to bring them in to compliance with this plan.
- Develop a waterfront overlay plan for the “urbanized”/Downtown section of the river front in order to encourage redevelopment of the area in to a mixed-use entertainment and retail center for the City.
- Complete the waterfront walkway on both sides of the river with a differentiation between the downtown urban riverfront between the Ohio St bridge and the rail bridge and a more naturalized and park-like riverfront walkway along the rest of the river.
- Implement the model resolutions, land use and zoning language included in the appendix to encourage and promote community gardens, farmers’ markets, and a healthy Oshkosh.
- Develop and implement a comprehensive bicycle network, along with clear signage and maps, that connects not only the neighborhoods within Oshkosh, but connects to the surrounding communities as well.
- City government should work with stakeholders to build on this Vision Report to create consensus on controversial issues and make strong decisive leadership decisions where consensus already exists, such as riverfront development. All aspects of the city, from residents to council members to city employees need to adopt a “Can Do” attitude in order to move the city forward and achieve any of the goals of this Vision.
- PLANT TREES! Plant trees everywhere and anywhere possible, as well as develop a tree canopy goal for the City of Oshkosh.
- Rebrand the City as Wisconsin’s Healthiest City.
- Continue involvement and strong support of the New North.
- Bury utilities and repave streets where possible - specifically on priority streets and redevelopment areas
- If a project, public or private, does not meet the standards of the Vision Plan, do not approve. Os-

Oshkosh will never achieve anything better than it currently has without raising the requirements for project approval.

- This plan speaks to the aspirations of Oshkosh's residents and while there is always be a vocal minority to naysay any plan, this is Oshkosh's time to follow the aspirations and vision laid out in this plan.
- Oshkosh can begin to immediately implement parts of this Vision Plan without any expense to the City by working with the Wisconsin Department of Transportation to ensure that the recommendations contain herein are incorporated to the future plans for Highway 41, the construction of Highway 45, and by the adoption of a tree planting ordinance and inclusion of tree plantings in the next Capital Improvement Plan.

References

Books

- Visions for a New American Dream – Tony Nelessen
- The High Cost of Free Parking - Donald Shoup

Websites

- www.completestreets.org
- www.usgbc.org
- www.smartcodecentral.com
- www.formbasedcodes.org
- www.walkinginfo.org
- www.bicyclinginfo.org
- www.ers.usda.gov/Publications/EFAN02013
- www.stepuplouisville.com

Appendix

A. Full Questionnaire Results

ID Number _____

Vision Oshkosh Demographic, Market, & Policy Questionnaire “Exploring All Options”

A. Nelessen Associates, Inc
Visioning Planning and Design

April 2009

This Demographic, Market, and Policy Questionnaire accompanies the Visual Preference Survey (VPS). Your responses are critical to assure the Visual Preference Survey™ (VPS) and the Demographic, Market, and Policy Questionnaire have been developed specifically for the City of

Directions

- 1 Please mark your answers to this questionnaire on the **RED FORM**.
- 2 Write your ID# from your red form on this sheet.
- 3 Using a #2 pencil, color the circle that corresponds to your answer.
(Do not mark outside the circle)
- 4 Mark only one answer per question.

Existing Conditions

1 Please best rank your current Quality of Life living in this Area:

1	Highly Satisfied	5.7%
2	Satisfied	46.5%
3	Neutral	25.8%
4	Unsatisfied	17.7%
5	Highly Unsatisfied	3.5%
6	I don't know	0.7%

2 In the past 10 years, the City of Oshkosh:

1	Became more of a place that I want to live and work	17.2%
2	Became more of a place that I want to live	6.2%
3	Became more of a place that I want to work	3.8%
4	Became less of a place that I want to live and work	24.4%
5	Became less of a place that I want to live	14.0%
6	Became less of a place that I want to work	3.1%
7	Remained the same	25.0%
8	Can't judge	6.4%

3 Do you consider Oshkosh a safe place to live, work, and recreate?*

1	Yes	73.2%
2	In some places	24.9%
3	No	1.4%

* Tested exclusively at public meetings and was not available online.

4	How often do you shop or do business in Downtown Oshkosh?	
1	Every day	5.3%
2	A lot (4 times or more a week)	5.7%
3	Often (1 to 3 times a week)	13.9%
4	Sometimes (1 to 4 times a month)	31.4%
5	Rarely (1 to 2 times in six months)	36.5%
6	Never	7.2%
5	How often do you shop or do business along the Highway 41 Corridor?	
1	Every day	5.9%
2	A lot (4 times or more a week)	16.3%
3	Often (1 to 3 times a week)	42.4%
4	Sometimes (1 to 4 times a month)	29.9%
5	Rarely (1 to 2 times in six months)	4.9%
6	Never	0.6%
6	How often do you shop or do business in Appleton or Fond du Lac?	
1	Every day	1.6%
2	A lot (4 times or more a week)	4.2%
3	Often (1 to 3 times a week)	12.9%
4	Sometimes (1 to 4 times a month)	48.5%
5	Rarely (1 to 2 times in six months)	29.3%
6	Never	3.6%
7	What is the farthest you would travel to go shopping?*	
1	Appleton or Fond du Lac (approx. 20 miles)	49.0%
2	Green Bay (approx. 55 miles)	2.4%
3	Milwaukee (approx. 87 miles)	16.3%
4	Madison (approx. 94 miles)	6.3%
5	Chicago (approx. 180 miles)	21.6%
6	Twin Cities (approx. 290 miles)	4.3%
8	What is your general impression with regard to most of downtown's existing building stock?	
1	Generally in excellent condition	0.6%
2	Generally in good condition and need some minor improvements	18.6%
3	Generally in fair to poor condition and need rehabilitation	18.0%
4	There are pockets of buildings in good condition and others where buildings are out of date and/or in need of redevelopment	55.9%
5	Most buildings are in poor condition and need serious redevelopment	6.8%
9	What is your general impression with regard to most of the Highway 41 corridor's existing building stock?	
1	Generally in excellent condition	7.3%
2	Generally in good condition and need some minor improvements	51.6%
3	Generally in fair to poor condition and need rehabilitation	7.9%
4	There are pockets of buildings in good condition and others where buildings are out of date and/or in need of redevelopment	32.0%
5	Most buildings are in poor condition and need serious redevelopment	1.2%
10	What is your impression on the existing inclusion of minorities within the community?*	
1	Very Inclusive	1.0%
2	Somewhat inclusive	23.9%
3	Neutral	23.9%
4	Not very inclusive	35.9%
5	Extremely not inclusive	13.9%
6	I don't know	1.4%

* Tested exclusively at public meetings and was not available online.

11	In your opinion, will people who retire <u>remain</u> in Oshkosh?*	
1	Most/all will stay	38.3%
2	A small number will stay	16.7%
3	A portion of them will live here part time	43.1%
4	Most/all will leave	1.9%

Building Types

12	If redevelopment occurs in the future, what is the maximum number of stories you would recommend in downtown?*	
1	1 to 2 stories	6.2%
2	2 to 4 stories	34.0%
3	4 to 8 stories	36.8%
4	8 to 12 stories	12.4%
5	12 to 16 stories	4.8%
6	16 to 20 stories	5.7%
13	Do you agree with the following statement? "Vacant lots, industrial sites, and underutilized surface parking lots can provide space for infill and redevelopment of tomorrow."*	
1	Strongly Agree	63.2%
2	Agree	25.8%
3	Neutral	7.7%
4	Disagree	2.4%
5	Strongly Disagree	1.0%
14	How appropriate is it to provide affordable housing in Oshkosh in the future?*	
1	Extremely Appropriate	43.8%
2	Appropriate	43.3%
3	Somewhat Appropriate	9.1%
4	Not Appropriate	1.4%
5	Extremely Inappropriate	1.0%
6	I don't know	1.4%
15	Where would you prefer that multi-family housing be focused in the City?*	
1	Along Highway 41	4.9%
2	Downtown	13.2%
3	Along Lake Winnebago	2.4%
4	Along the Fox River	4.4%
5	Integrated Into Existing Neighborhoods	34.6%
6	All of the above	40.5%

* Tested exclusively at public meetings and was not available online.

16	Where would you prefer that senior housing be focused in the City?	
1	Along Highway 41	3.4%
2	Downtown	7.8%
3	Along Lake Winnebago	6.6%
4	Along the Fox River	8.9%
5	Integrated Into Existing Neighborhoods	34.2%
6	All of the above	39.1%
17	Should the city enforce proper maintenance of homes and businesses?	
1	Yes	85.1%
2	No	14.8%
18	How should the City enforce property maintenance?	
1	Fines	36.7%
2	Stricter Codes	28.0%
3	Use prisoners to fix up properties and charge owners the cost, like snow removal	23.6%
4	Require property owners to plant green to screen properties until it is redeveloped	11.8%
19	Do you agree that the City of Oshkosh should institute historic design standards for downtown?	
1	Strongly Agree	24.8%
2	Agree	38.6%
3	Neutral	23.4%
4	Disagree	10.3%
5	Strongly Disagree	3.0%
20	Do you agree that the City should eliminate the downtown's rent control policy for downtown buildings?	
1	Strongly Agree	7.9%
2	Agree	19.2%
3	Neutral	57.3%
4	Disagree	12.9%
5	Strongly Disagree	2.7%

Pedestrian Realm

21	Do you agree that there is an adequate network of sidewalks in Oshkosh?*	
1	Strongly Agree	6.2%
2	Agree	34.4%
3	Neutral	16.3%
4	Disagree	34.0%
5	Strongly Disagree	9.1%
22	Do you agree that there should be a unified streetscaping component that differentiates the residential from the commercial areas of the City?	
1	Strongly Agree	11.9%
2	Agree	47.2%
3	Neutral	27.9%
4	Disagree	10.8%
5	Strongly Disagree	2.2%
23	How appropriate is burying utilities when areas are being redeveloped or streets repaved?	
1	Extremely Appropriate	52.2%
2	Appropriate	32.3%
3	Somewhat Appropriate	9.4%
4	Not Appropriate	1.7%
5	Extremely Inappropriate	0.5%
6	I don't know	3.9%

* Tested exclusively at public meetings and was not available online.

24	How appropriate are delineated crosswalks (in Oshkosh)?*	
1	Extremely Appropriate	38.3%
2	Appropriate	41.6%
3	Somewhat Appropriate	10.5%
4	Not Appropriate	2.9%
5	Extremely Inappropriate	0.5%
6	I don't know	6.2%
25	How appropriate is the idea of closing of N. Main Street (in downtown) to car traffic on weekends to be pedestrian-only?	
1	Extremely Appropriate	9.2%
2	Appropriate	16.1%
3	Somewhat Appropriate	22.5%
4	Somewhat Inappropriate	30.6%
5	Extremely Inappropriate	15.1%
6	I don't know	6.6%
26	How appropriate is the idea of closing of N. Main Street (in downtown) to car traffic at all times to be pedestrian-only?	
1	Extremely Appropriate	6.2%
2	Appropriate	9.5%
3	Somewhat Appropriate	12.7%
4	Not Appropriate	33.4%
5	Extremely Inappropriate	32.4%
6	I don't know	5.8%

Streets

27	How appropriate is the elimination of one-way streets in downtown Oshkosh, and making each street two-way with a maximum of two driving lanes?*	
1	Extremely Appropriate	25.4%
2	Appropriate	38.8%
3	Somewhat Appropriate	18.2%
4	Not Appropriate	8.6%
5	Extremely Inappropriate	1.9%
6	I don't know	7.2%
28	How appropriate is the idea of adding parallel parking on all streets where possible?*	
1	Extremely Appropriate	9.1%
2	Appropriate	36.8%
3	Somewhat Appropriate	27.3%
4	Not Appropriate	13.9%
5	Extremely Inappropriate	6.7%
6	I don't know	6.2%
29	Do you prefer parallel parking, existing streets with no on-street parking, or angled head-in on-street parking?	
1	Parallel parking	19.3%
2	Angled head-in parking	60.2%
3	Existing streets with no on-street parking	6.9%
4	No preference	13.6%

* Tested exclusively at public meetings and was not available online.

30	How appropriate is the idea of narrowing existing streets to increase the size of the terraces and provide on-street bike lanes?*	
	1 Extremely Appropriate	47.1%
	2 Appropriate	33.7%
	3 Somewhat Appropriate	12.5%
	4 Not Appropriate	4.3%
	5 Extremely Inappropriate	1.4%
	6 I don't know	1.0%
31	How appropriate is it to improve the existing corridors leading from Highway 41(for example Murdock Avenue) into the City of Oshkosh?	
	1 Extremely Appropriate	33.2%
	2 Appropriate	36.1%
	3 Somewhat Appropriate	20.4%
	4 Not Appropriate	4.5%
	5 Extremely Inappropriate	1.2%
	6 I don't know	4.5%
Frontages		
32	Do you agree with the idea that all new retail will destroy old retail if the population and income of the residents in the service areas remains on its current trend?	
	1 Strongly Agree	7.1%
	2 Agree	23.3%
	3 Neutral	27.8%
	4 Disagree	36.2%
	5 Strongly Disagree	5.7%
33	How much do you support the idea of limiting Highway 41 development and focusing development in downtown and distinctive sub-centers?	
	1 Highly Support	22.4%
	2 Somewhat Support	28.4%
	3 Neutral	12.6%
	4 Do not Support	20.6%
	5 Extremely Against	8.4%
	6 It should be a balance between the two	7.5%
34	The City of Oshkosh should encourage new development to be mixed-use with ground floor retail.*	
	1 Strongly Agree	27.8%
	2 Agree	53.1%
	3 Neutral	14.4%
	4 Disagree	3.3%
	5 Strongly Disagree	1.0%
35	The greatest potential for future development is:	
	1 Downtown	27.6%
	2 Highway 41	23.2%
	3 Intersections of Arterials	5.9%
	4 Everywhere	34.4%
	5 Nowhere	0.7%
	6 I don't know	8.0%

* Tested exclusively at public meetings and was not available online.

Waterfront

For questions 40 to 46 Please rate how appropriate the addition would be to the waterfront in the City of Oshkosh.

36	Waterfront Walkway*	
1	Extremely Appropriate	91.3%
2	Appropriate	6.3%
3	Somewhat Appropriate	1.0%
4	Not Appropriate	0.5%
5	Extremely Inappropriate	0.5%
6	I don't know	0.5%
37	Waterfront Restaurants*	
1	Extremely Appropriate	76.6%
2	Appropriate	18.7%
3	Somewhat Appropriate	4.3%
4	Not Appropriate	0.0%
5	Extremely Inappropriate	0.0%
6	I don't know	0.5%
38	Waterfront "Boat-Up" Restaurants	
1	Extremely Appropriate	53.6%
2	Appropriate	28.3%
3	Somewhat Appropriate	13.3%
4	Not Appropriate	1.7%
5	Extremely Inappropriate	0.7%
6	I don't know	2.3%
39	Waterfront Single Family Housing*	
1	Extremely Appropriate	11.1%
2	Appropriate	19.7%
3	Somewhat Appropriate	34.1%
4	Not Appropriate	22.6%
5	Extremely Inappropriate	10.6%
6	I don't know	1.9%
40	Waterfront Multi-Family Housing*	
1	Extremely Appropriate	16.3%
2	Appropriate	32.7%
3	Somewhat Appropriate	28.8%
4	Not Appropriate	11.5%
5	Extremely Inappropriate	8.2%
6	I don't know	2.4%

* Tested exclusively at public meetings and was not available online.

41	Waterfront Marina*	
	1 Extremely Appropriate	52.7%
	2 Appropriate	31.4%
	3 Somewhat Appropriate	14.0%
	4 Not Appropriate	1.0%
	5 Extremely Inappropriate	0.5%
	6 80	0.5%
42	Waterfront Hotel/Resort	
	1 Extremely Appropriate	50.6%
	2 Appropriate	27.6%
	3 Somewhat Appropriate	13.3%
	4 Not Appropriate	4.2%
	5 Extremely Inappropriate	1.8%
	6 I don't know	2.5%
43	How appropriate is the continuation of a riverfront walkway on the South side of the river?*	
	1 Extremely Appropriate	74.4%
	2 Appropriate	19.3%
	3 Somewhat Appropriate	3.4%
	4 Not Appropriate	1.4%
	5 Extremely Inappropriate	1.0%
	6 I don't know	0.5%

Sustainability

44	How appropriate is incorporating sustainable design practices into future development (like solar orientation, solar panels, green roofs, wind turbines)?*	
	1 Extremely Appropriate	59.4%
	2 Appropriate	22.2%
	3 Somewhat Appropriate	15.0%
	4 Not Appropriate	1.9%
	5 Extremely Inappropriate	1.0%
	6 I don't know	0.5%
45	How often do you ride the existing Bus System?	
	1 Every day	0.5%
	2 A lot (4 times or more a week)	1.1%
	3 Often (1 to 3 times a week)	1.0%
	4 Sometimes (1 to 4 times a month)	2.0%
	5 Rarely (1 to 2 times in six months)	10.7%
	6 Never	84.6%
46	The existing Bus System should:	
	1 Remain the same	17.5%
	2 Be expanded to travel more frequently	6.9%
	3 Be expanded to make more stops	6.2%
	4 Be expanded to travel more frequently and make more stops	17.3%
	5 Eliminated	4.5%
	6 I don't know	47.6%

* Tested exclusively at public meetings and was not available online.

47	How appropriate is the implementation of a Bus Rapid Transit (a bus that runs on a dedicated right-of-way like a light rail without the rails) system along Hwy 41 for Oshkosh that would connect major destinations?*	
1	Extremely Appropriate	30.0%
2	Appropriate	27.1%
3	Somewhat Appropriate	27.5%
4	Not Appropriate	5.3%
5	Extremely Inappropriate	1.9%
6	I don't know	8.2%
48	Would you support the idea of an “On-Demand” Transit System for the City of Oshkosh and adjacent areas? An “On-Demand” Transit System is essentially a small bus that travels from point to point and is accessible via web or cell phone. The system costs on average \$3 per trip and may pickup multiple passengers along the way to increase efficiency.*	
1	Highly Support	29.5%
2	Support	47.3%
3	Neutral	20.8%
4	Do Not Support	2.4%
49	How appropriate is the re-opening of a passenger and freight train line between Green Bay and Milwaukee with stops in cities such as Appleton, Fond du Lac, and Oshkosh.*	
1	Extremely Appropriate	44.9%
2	Appropriate	26.3%
3	Somewhat Appropriate	19.0%
4	Not Appropriate	4.4%
5	Extremely Inappropriate	1.0%
6	I don't know	4.4%
50	How important is the connection of the global market between Oshkosh and the rest of the world?*	
1	Extremely Important	54.1%
2	Important	31.9%
3	Somewhat Important	10.1%
4	Not Important	1.4%
5	Extremely Unimportant	0.0%
6	I don't know	2.4%
51	How important is coordinated planning between the Fox Cities, Green Bay, Fond du Lac and Oshkosh for Oshkosh in the future?*	
1	Extremely Important	61.8%
2	Important	27.1%
3	Somewhat Important	10.1%
4	Not Important	1.0%
5	Extremely Unimportant	0.0%
6	I don't know	0.0%
52	How much would you support providing a curriculum in schools which promotes sustainable and healthy lifestyles?	
1	Highly Support	54.8%
2	Somewhat Support	26.2%
3	Neutral	13.0%
4	Do not Support	4.3%
5	Extremely Against	1.7%

* Tested exclusively at public meetings and was not available online.

53	How appropriate is the future collaboration between the City of Oshkosh and Chamber of Commerce in regards to future economic development?*	
	1 Extremely Appropriate	70.7%
	2 Appropriate	20.2%
	3 Somewhat Appropriate	6.7%
	4 Not Appropriate	0.0%
	5 Extremely Inappropriate	0.5%
	6 I don't know	1.9%
54	What do you think will happen to energy prices for the home in the future?*	
	1 Remain the Same	2.4%
	2 Decrease in Costs	2.9%
	3 Increase 10-25%	30.6%
	4 Double in Costs	19.9%
	5 Triple in Costs	11.7%
	6 Increase, but I don't know how much	32.5%
55	Are global warming, climate change, and increases in water levels issues that Oshkosh should be concerned about?*	
	1 Yes, Very Concerned	59.1%
	2 Somewhat Concerned	28.8%
	3 Not Very Concerned	5.3%
	4 Not at All Concerned	4.8%
	5 I don't know	1.4%
56	How appropriate would the expansion of the park system be for the City?*	
	1 Extremely Appropriate	46.6%
	2 Appropriate	31.3%
	3 Somewhat Appropriate	13.9%
	4 Not Appropriate	5.3%
	5 Extremely Inappropriate	1.4%
	6 I don't know	1.4%
57	How appropriate is the institution of additional after school programs for the area?*	
	1 Extremely Appropriate	33.7%
	2 Appropriate	35.6%
	3 Somewhat Appropriate	14.9%
	4 Not Appropriate	3.4%
	5 Extremely Inappropriate	1.9%
	6 I don't know	10.6%
58	How appropriate is the idea of City-wide programs for Small Business/Entrepreneurial development?*	
	1 Extremely Appropriate	42.3%
	2 Appropriate	35.6%
	3 Somewhat Appropriate	13.6%
	4 Not Appropriate	2.5%
	5 Extremely Inappropriate	0.7%
	6 I don't know	5.3%

* Tested exclusively at public meetings and was not available online.

59	How appropriate is the idea of City-wide programs for large business (Oshkosh Corp, Bemis, etc.) development?	
1	Extremely Appropriate	31.8%
2	Appropriate	32.2%
3	Somewhat Appropriate	20.0%
4	Not Appropriate	6.4%
5	Extremely Inappropriate	2.0%
6	I don't know	7.5%
60	What is the most appropriate way to attract new small and large businesses to start in Oshkosh?	
1	Tax Incentives	25.2%
2	Providing more city-provided amenities (parks and recreation)	5.6%
3	Improve shopping options	6.3%
4	Provide more diverse housing options	1.4%
5	Advertising that promotes the qualities and potential of Oshkosh	12.8%
6	A new vision for the City of Oshkosh	35.1%
7	Other _____	13.8%

Health

61	What health-related activities do you already take part in?	
1	Walking	47.5%
2	Biking	16.6%
3	Recreational Sports	9.5%
4	Gym	11.9%
5	Other _____	14.5%
62	Do you feel health enhancing activities are already available in the area?	
1	Yes, there are many options	38.8%
2	There are some options, but I would like to see more	47.2%
3	There are not that many options	13.3%
4	There are no options	0.7%
63	How much would you support additional walking related amenities provided in the area?*	
1	Highly support	70.0%
2	Support	24.6%
3	Neutral	3.9%
4	Do not support	1.4%
64	How much would you support additional biking related amenities provided in the area?*	
1	Highly support	61.5%
2	Support	31.7%
3	Neutral	5.8%
4	Do not support	1.0%
65	How much would you support additional sports related amenities provided in the area?*	
1	Highly support	28.0%
2	Support	42.5%
3	Neutral	22.7%
4	Do not support	6.3%

* Tested exclusively at public meetings and was not available online.

66	How do you rate community health facilities (i.e. hospitals and clinics)?*	
	1 Excellent	39.8%
	2 Good	45.6%
	3 Fair	10.2%
	4 Poor	0.5%
	5 I don't know	3.4%
67	How much would you support the expansion of neighborhood community gardens?	
	1 Highly support	34.8%
	2 Support	35.6%
	3 Neutral	24.2%
	4 Do not support	5.4%
68	How much would you support the gardening programs in the schools where the food grown would be used for school lunches?*	
	1 Highly support	48.3%
	2 Support	32.9%
	3 Neutral	14.5%
	4 Do not support	4.3%
69	How much would you support the provision of school breakfasts and lunches free to all moderate and low income children in Oshkosh?	
	1 Highly support	35.4%
	2 Support	32.5%
	3 Neutral	19.2%
	4 Do not support	12.9%
70	Do you think that there is a current problem with obesity in the area?*	
	1 Yes	85.0%
	2 Somewhat	12.1%
	3 No	2.4%
71	Do you think that there is a current problem with drugs/alcohol in the area?*	
	1 Yes	63.9%
	2 Somewhat	32.7%
	3 No	3.4%
72	Would you support a smoking ban in most bars and all public buildings in Oshkosh?	
	1 Yes	81.1%
	2 No	18.8%
73	How would you support an employer/city incentive to bike/walk to work (I.e. financial compensation for walking or biking instead of driving)?	
	1 Highly support	32.8%
	2 Support	29.1%
	3 Neutral	22.0%
	4 Do not support	16.0%
74	How appropriate is the idea of promoting sustainability in Oshkosh through living within walking distance to areas where you can work and play?*	
	1 Extremely Appropriate	35.1%
	2 Appropriate	37.1%
	3 Somewhat Appropriate	14.1%
	4 Not Appropriate	6.8%
	5 Extremely Inappropriate	4.4%
	6 I don't know	2.4%

* Tested exclusively at public meetings and was not available online.

UW-Oshkosh and Fox Valley Technical College Connections

75	How appropriate is expanding continuing education courses at UW-Oshkosh?*	
1	Extremely Appropriate	46.3%
2	Appropriate	36.6%
3	Somewhat Appropriate	11.2%
4	Not Appropriate	0.5%
5	Extremely Inappropriate	0.5%
6	I don't know	4.9%
76	How appropriate is providing more student-oriented shops on Main Street to generate more student foot traffic?	
1	Extremely Appropriate	27.9%
2	Appropriate	36.7%
3	Somewhat Appropriate	24.2%
4	Not Appropriate	5.9%
5	Extremely Inappropriate	1.4%
6	I don't know	3.9%
77	How would you support the University's expansion into the City to use existing underutilized buildings in the city/downtown?	
1	Highly support	44.9%
2	Support	38.9%
3	Neutral	11.1%
4	Do not support	5.1%
78	Is student parking a problem in the city?	
1	Yes	46.7%
2	Somewhat	33.7%
3	No	19.6%
79	Should the University limit student parking in the city to University-owned lots?*	
1	Yes	16.9%
2	Maybe	30.3%
3	No	38.8%
4	I don't know	13.9%
80	How appropriate is the idea of the collaboration between the City of Oshkosh and the University to redevelop parts of town together?	
1	Extremely Appropriate	49.8%
2	Appropriate	31.2%
3	Somewhat Appropriate	12.5%
4	Not Appropriate	2.2%
5	Extremely Inappropriate	1.9%
6	I don't know	2.5%

* Tested exclusively at public meetings and was not available online.

Demographics

81	When were you born?	
1	Before 1941	7.4%
2	1942 to 1953	21.9%
3	1954 to 1965	30.4%
4	1966 to 1980	29.5%
5	1981 to 1994	10.6%
6	After 1995	0.1%
82	What is your gender?	
1	Female	59.4%
2	Male	40.6%
83	Household Income	
1	Under \$10,000	1.7%
2	\$10,000 - \$24,999	4.6%
3	\$25,000 - \$34,999	7.2%
4	\$35,000 - \$49,999	11.5%
5	\$50,000 - \$74,999	22.9%
6	\$75,000 - \$99,999	19.6%
7	\$100,000 - \$149,999	18.9%
8	\$150,000 - \$200,000	5.0%
9	Above \$200,000	3.7%
84	Education (Highest Level Completed)	
1	Elementary/Junior High School	0.3%
2	High School	8.8%
3	Associates/Technical Degree	11.0%
4	Some College	15.9%
5	College, Bachelors Degree	51.8%
6	Masters Degree	2.4%
7	PhD	9.8%
85	How many people live in your household?*	
1	1	14.4%
2	2	51.2%
3	3	13.9%
4	4	12.4%
5	5 or more	7.5%
86	Where do you live?	
1	City of Oshkosh	71.0%
2	Town of Oshkosh	2.8%
3	Town of Algoma	8.8%
4	City of Neenah	1.9%
5	Town of Black Wolf	3.0%
6	Town of Nekimi	0.9%
7	Town of Winneconne	1.6%
8	City of Menasha	0.7%
9	Town of Vinland	0.7%
10	Other _____	8.4%

* Tested exclusively at public meetings and was not available online.

87	How long have you lived in or near the City of Oshkosh?*	
1	Do not live in or near the City	2.6%
2	Less than one year	1.0%
3	1 to 2 years	2.6%
4	3 to 8 years	13.3%
5	9 to 20 years	20.0%
6	20 to 30 years	20.5%
7	More than 30 years	39.5%
88	How long do you intend to live in or near the City of Oshkosh?*	
1	Do not live in or near the City	3.1%
2	Less than one year	3.6%
3	1 to 2 years	3.6%
4	3 to 8 years	11.4%
5	9 to 20 years	26.4%
6	20 to 30 years	8.3%
7	For the rest of my life	43.5%
89	Do you work in the City of Oshkosh?	
1	Yes, and I do live in the City of Oshkosh	53.8%
2	Yes, but I do not live in the City of Oshkosh	20.7%
3	No	25.5%
90	Which category <u>best</u> describes your employment within the City of Oshkosh?*	
1	College/University	9.4%
2	Manufacturing	4.2%
3	School District	4.2%
4	Healthcare	7.3%
5	Municipal (City or County)	8.9%
6	Small Business	15.7%
7	Retail	5.8%
8	Other _____	30.4%
9	I do not work in the City of Oshkosh	14.1%
91	What is your current work status?	
1	Employed- Full Time	70.5%
2	Employed- Full Time (underemployed)	1.7%
3	Employed- Part Time	7.8%
4	Employed- Part Time (underemployed)	0.2%
5	Contractor and/or Self-employed	2.3%
6	Unemployed	1.9%
7	Retired	11.0%
92	What best describes your interest in the future of the City of Oshkosh? (Choose one)*	
1	Business owner in the City – but do not own the property	4.2%
2	Property and business owner in the City	17.3%
3	Property owner in the City (not including businesses or home owner)	2.1%
4	Home owner in the City	42.9%
5	Renter in the City	5.8%
6	Student living and/or attending school in the City	2.1%
7	Interested Citizen working in the City	14.1%
8	Interested Citizen not living or working in the City	4.7%
9	Governmental Staff or Elected official	4.2%
10	Other	2.6%

* Tested exclusively at public meetings and was not available online.

B. Full VPS Results

Vision Oshkosh

Public Visioning Meeting

April 23, 2009

Effective Planning through Public Participation and Quality Urban Design



BUILDING TYPES



Line 2 Existing Historic Mixed Use

6 (4)

Line 6 Life Quality Center

5 (4)

Line 7 Parking behind building

5 (4)

Line 11 Single Family Homes

5 (4)

Line 9

Parking – Intense landscaping in parking area with walkway



5 (4)

Line 14

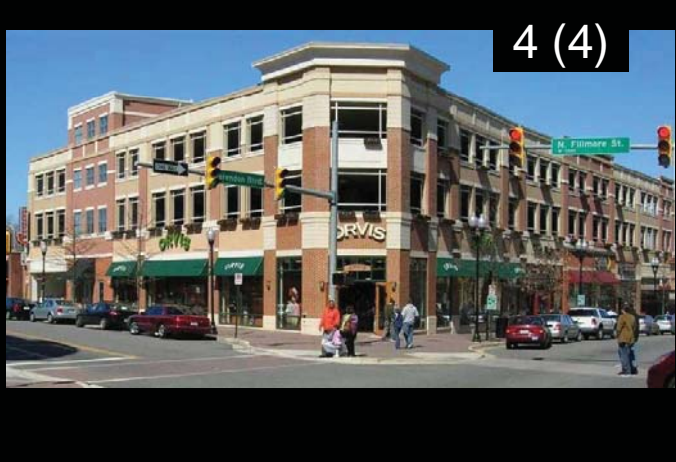
Garages in back of houses



5 (4)

Line 10

Parking – Mixed-use Parking Structure



4 (4)

Line 13

Town Homes



4 (4)

Line 4

Mixed-Use infill for Downtown



4 (5)

Line 5

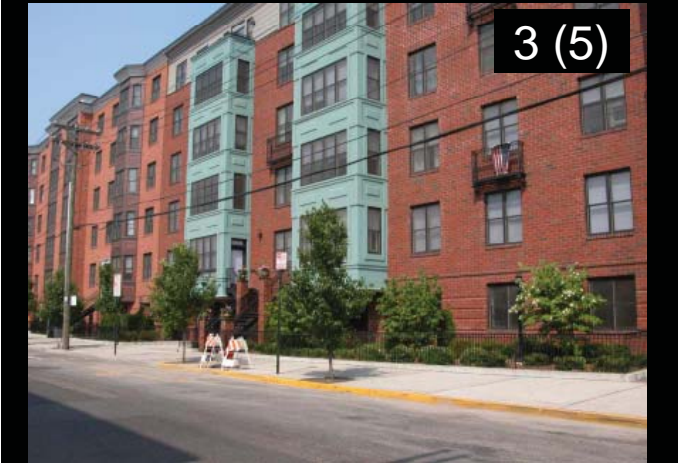
Mixed-Use Infill for Hwy 41



4 (6)

Line 3

Multi-Family Infill near Downtown



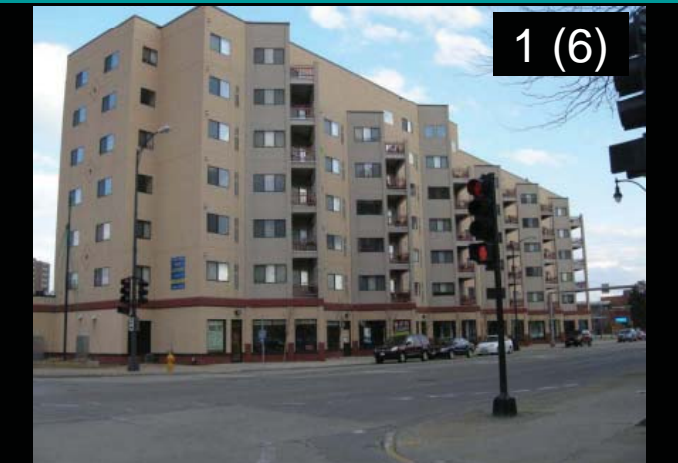
Line 15

Garages in the Front of Houses



Line 1

Existing Multi-Family Housing



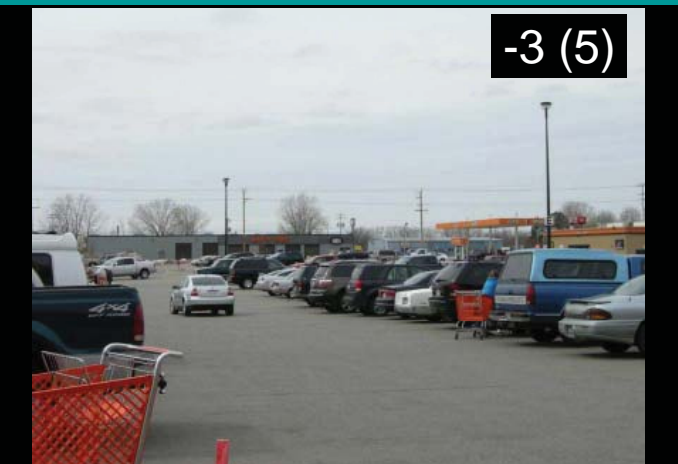
Line 12

Existing Town Homes



Line 8

Existing Parking Lots



PEDESTRIAN REALM

The sidewalk design and treatment must encourage people to want to walk.



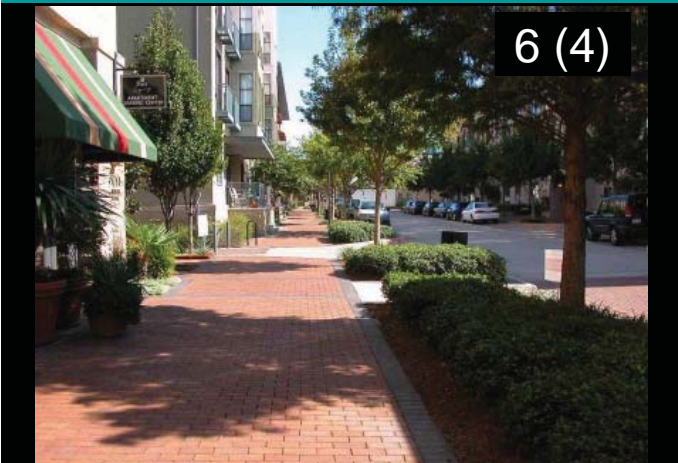
Line 22

Commercial Street with Furniture



Line 18

Commercial Wide Sidewalk with Planters



Line 20

Commercial sidewalk streetlights



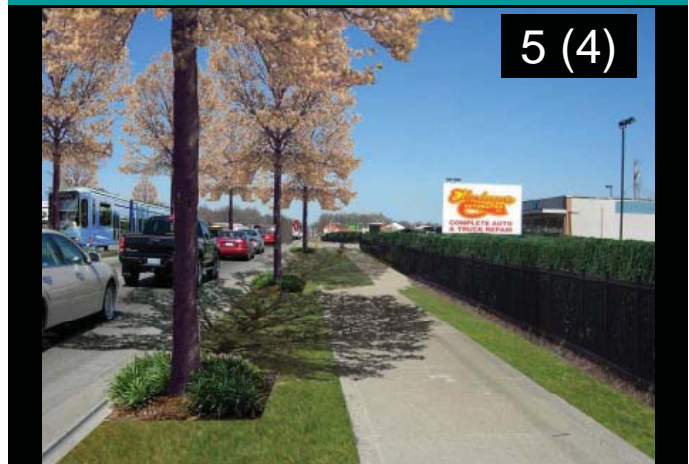
Line 19

Commercial Tree lined Sidewalk

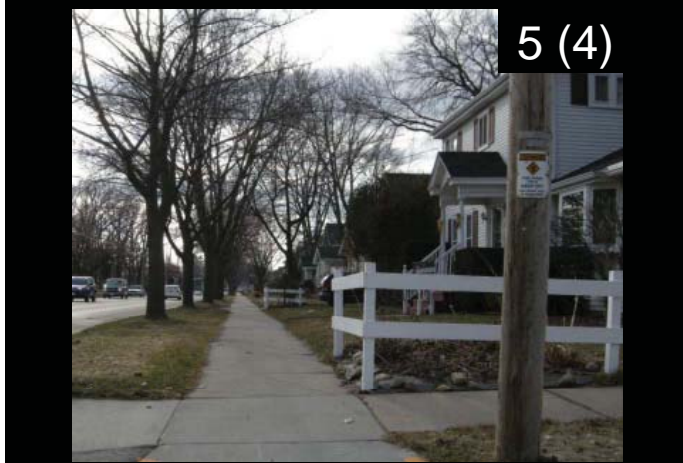


Line 17

Commercial sidewalk with Terrace



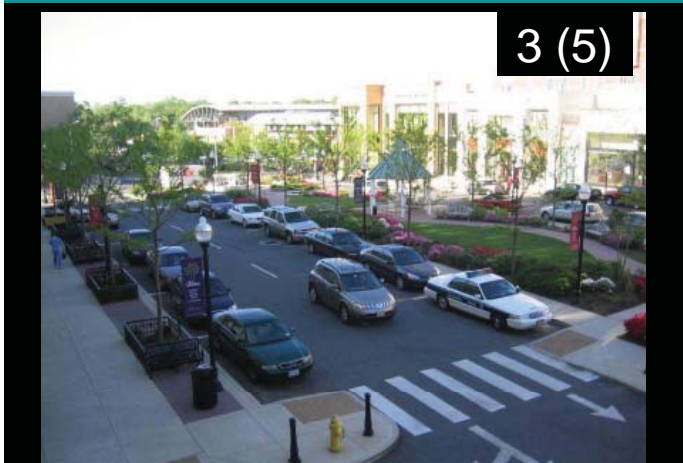
Line 26 Tree lined Residential Sidewalk



Line 25 Residential sidewalk with wide Terrace



Line 28 Bump-out



Line 24 Residential sidewalk with narrow Terrace



Line 21 Highway Retail Frontage Street



Line 16 Commercial sidewalk without Terrace



Line 27

Residential Sidewalk with no curbs



Line 23

Residential sidewalk without Terrace



STREETS

Streets are a city's most important public spaces.



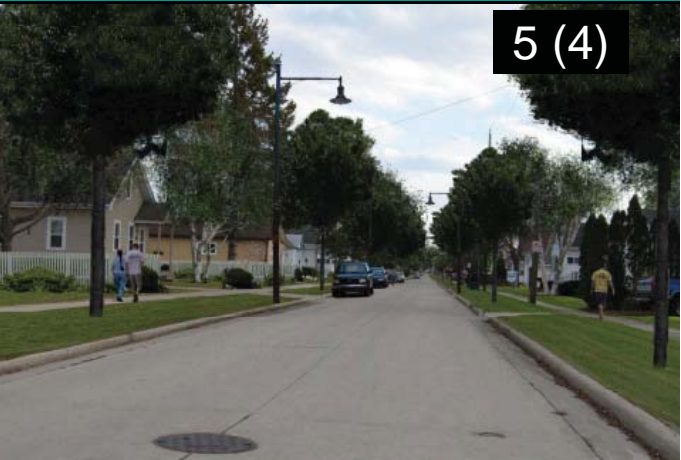
Line 32

Arterial with wide sidewalks and street trees



Line 40

Tree lined street



Line 41

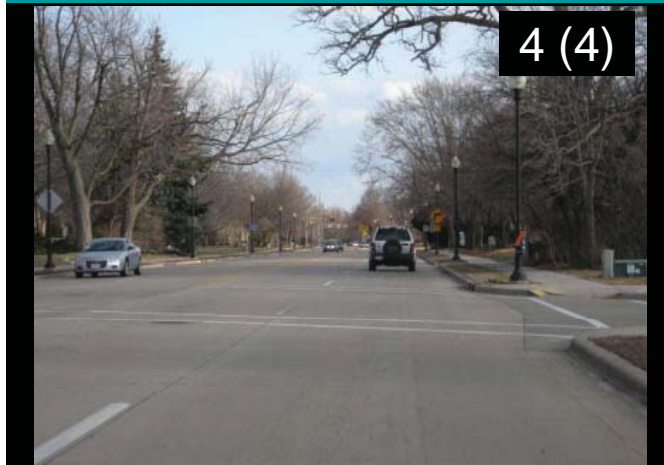
Residential



Line 37 Main Street with wide sidewalks, trees and bike lanes



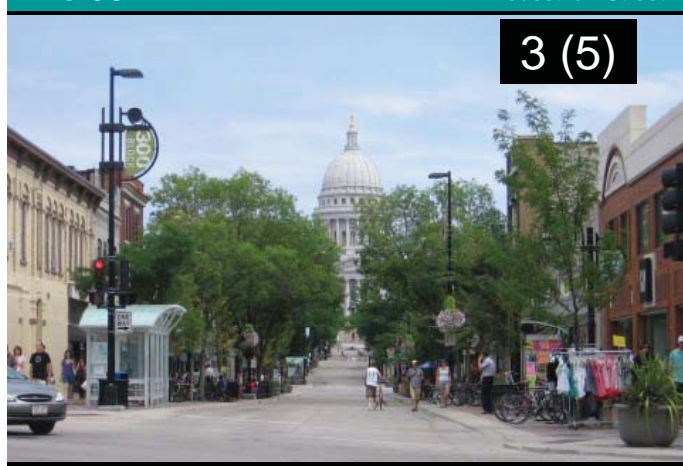
Line 31 Existing Arterial Street



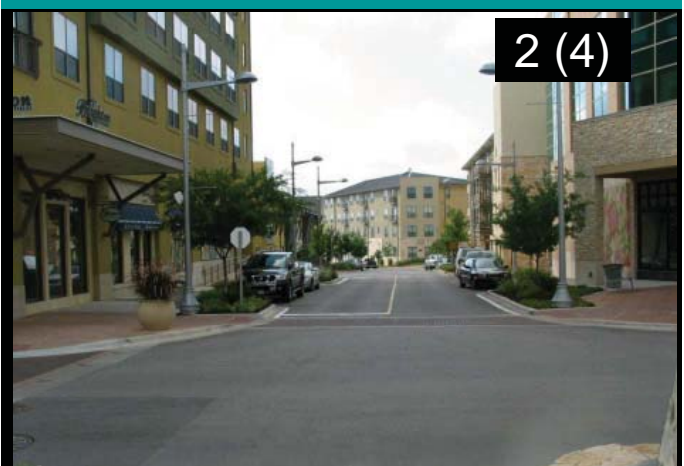
Line 42 Bicycle Lanes



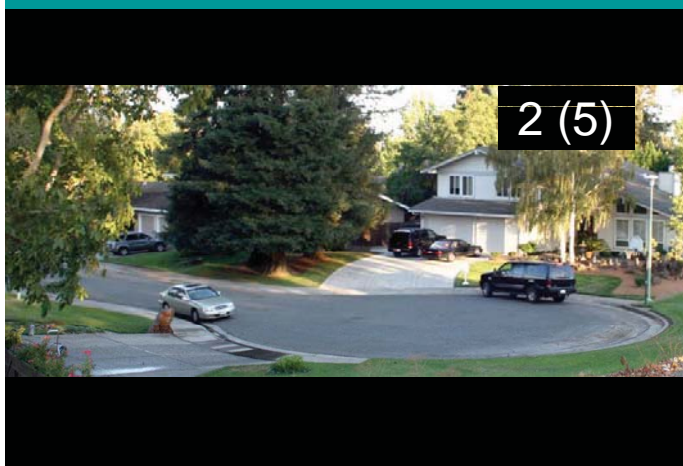
Line 38 Pedestrian Street



Line 46 Grid of Streets



Line 45 Cul-de-Sac



Line 33

Existing Residential



Line 35

Two Way Streets



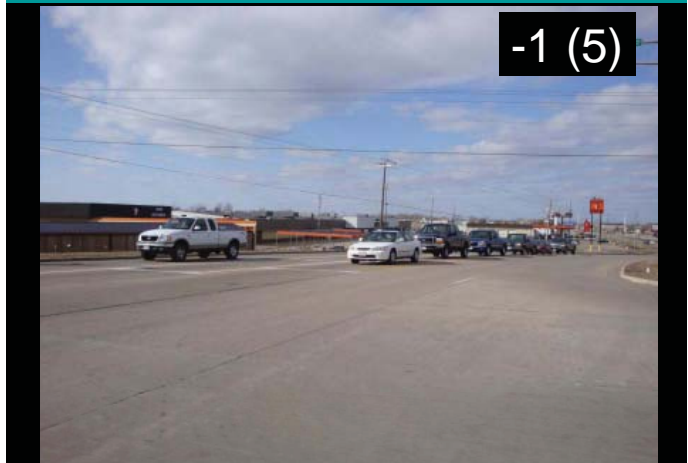
Line 44

Bus with a Bus Only Lane



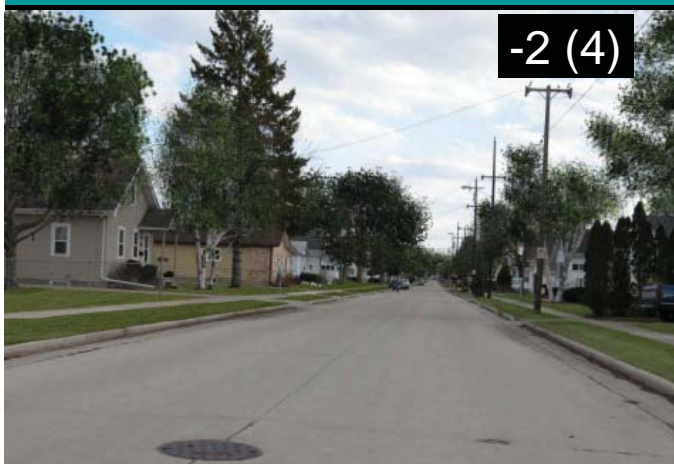
Line 36

Existing Frontage Street



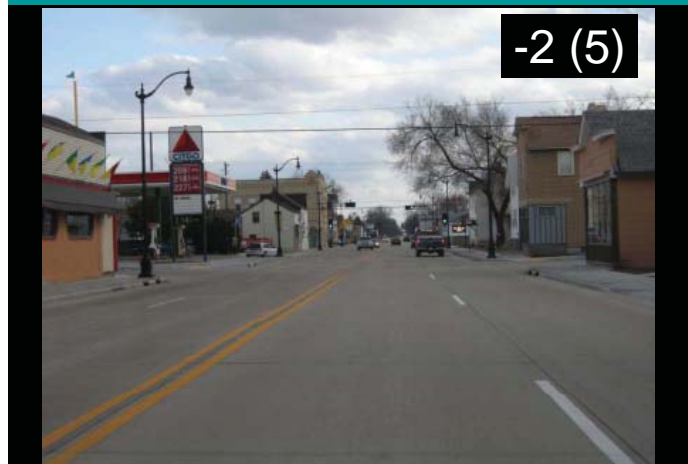
Line 39

Street without Trees



Line 30

Existing Arterial Street



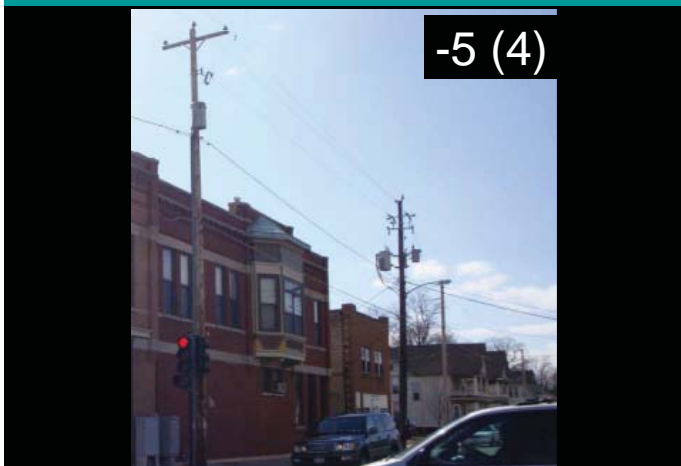
Line 29 Existing Main Street



Line 34 One Way Street



Line 47 Power Lines



Frontages and Signage

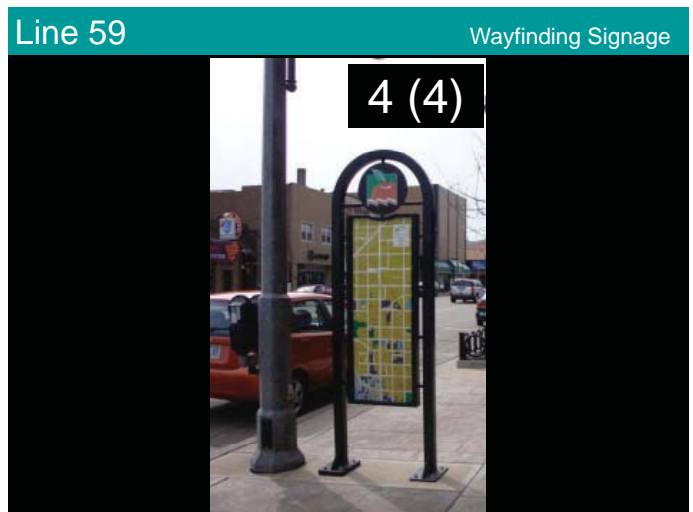
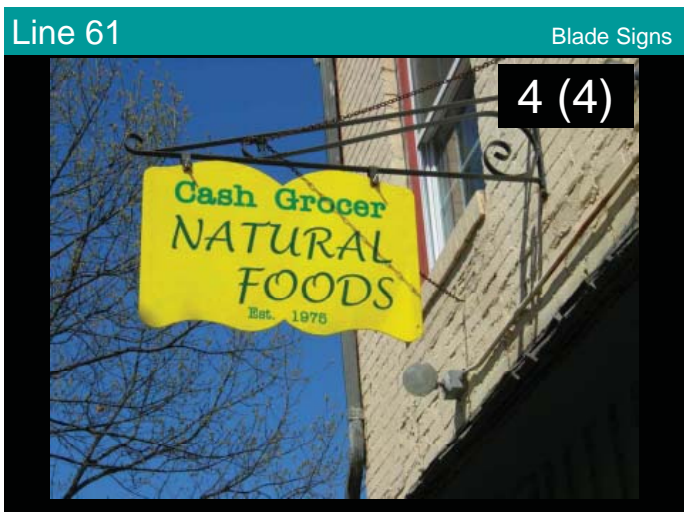
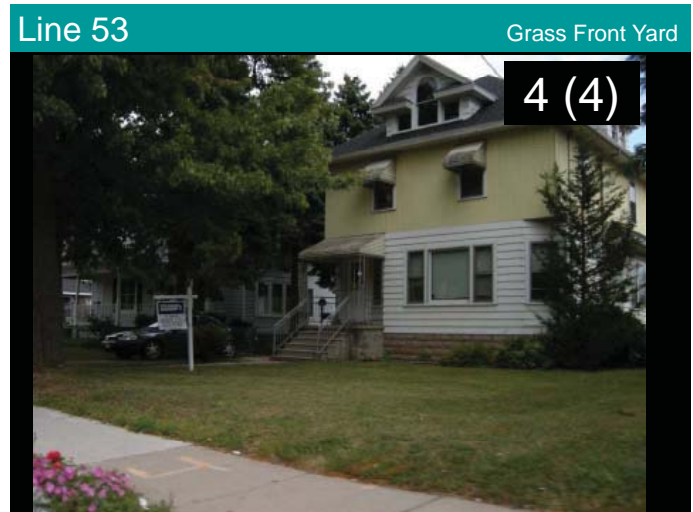
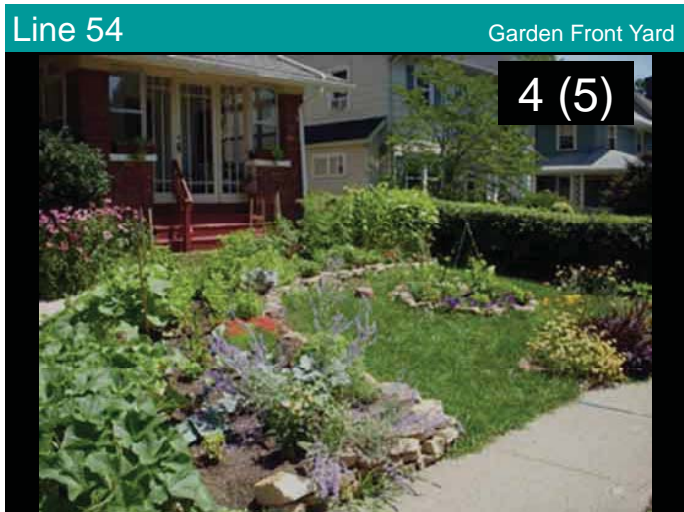
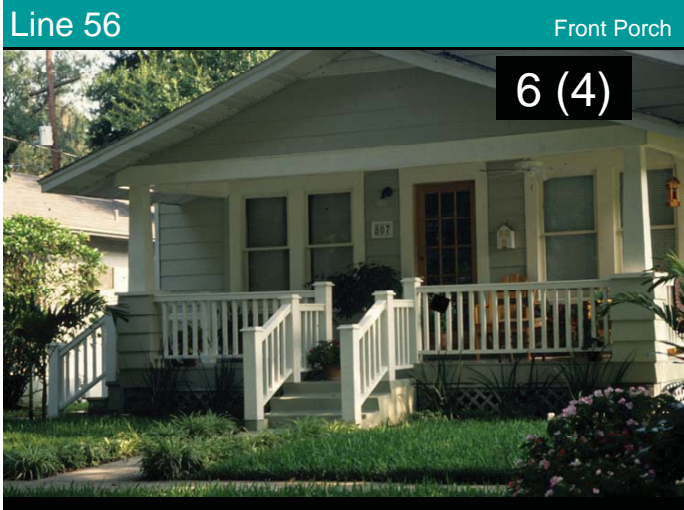


Line 52 Hwy 41 frontage with multi-use path and landscaping



Line 51 Outdoor Dining





Line 50 Clear Glass Window Retail Frontage



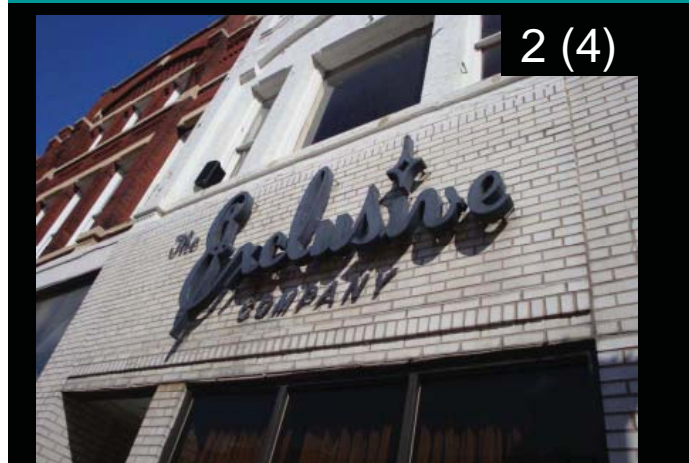
Line 57 White Picket Fences



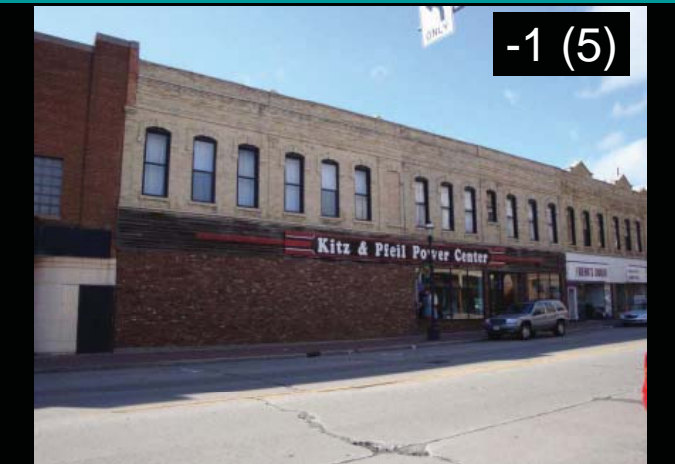
Line 48 Existing Hwy 41



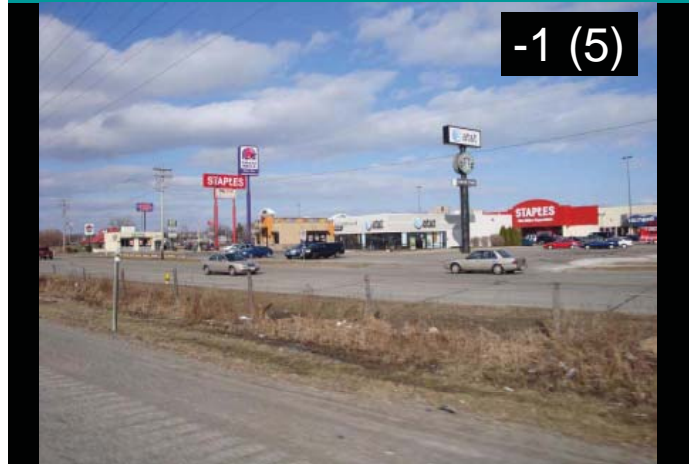
Line 58 Flat Retail Signage



Line 49 Existing Retail Frontage



Line 60 Large Signs



Waterfronts



Line 62

Urban Riverfront Park

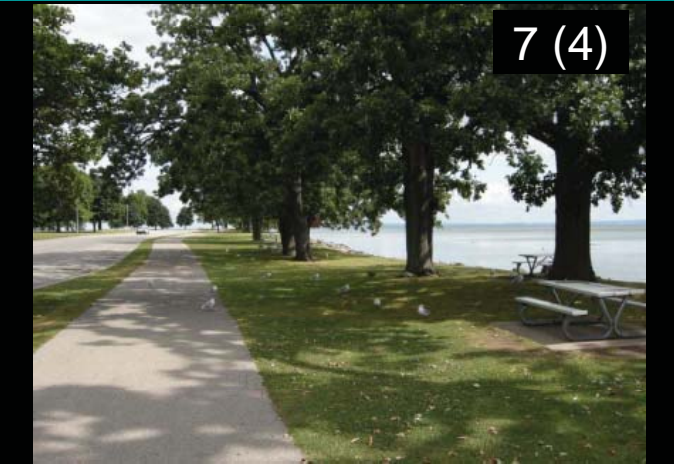
7 (4)



Line 63

Natural Waterfront Park

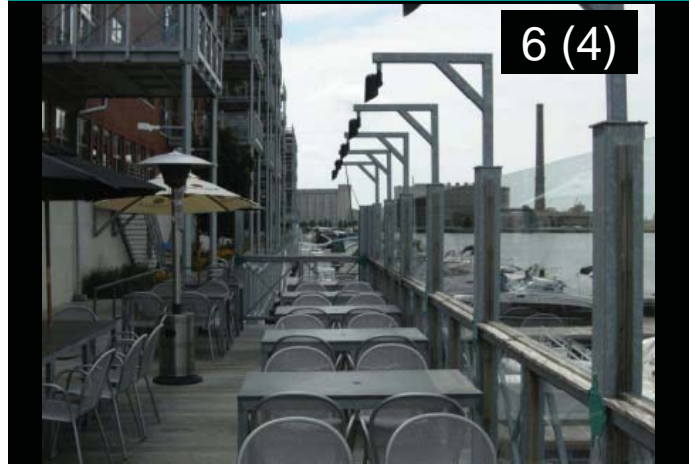
7 (4)



Line 66

Waterfront Mixed Use Bars and Residential

6 (4)



Line 70

Leech Amphitheater

6 (4)

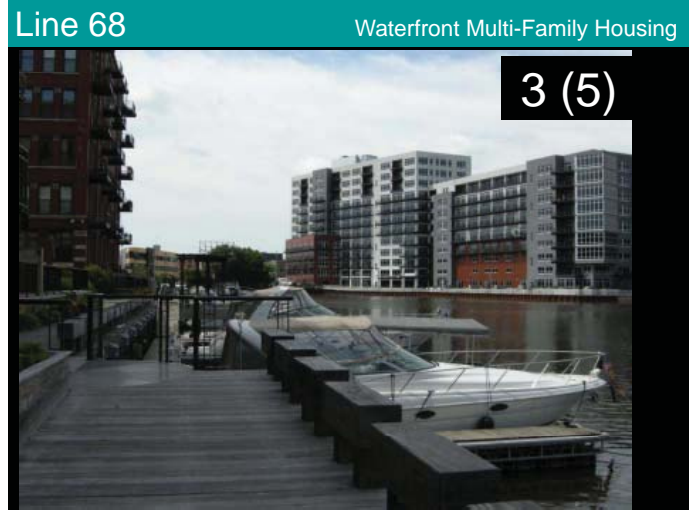


Line 64

Marina

5 (5)





SUSTAINABILITY

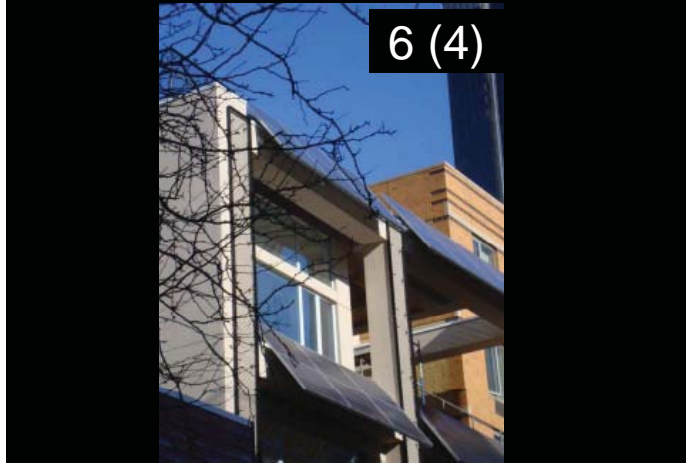
The ability to meet present needs without compromising those of future generations. It relates to the continuity of economic, social, institutional and environmental aspects of human society, as well as the non-human environment.



Line 75

Solar Panels

6 (4)



Line 76

Community Compost Collection Areas

5 (5)



Line 77

Bus Rapid Transit to Appleton or Green Bay

4 (5)



Line 78

New Train Station

4 (5)



Line 73

Wind Farms

3 (6)



Line 72

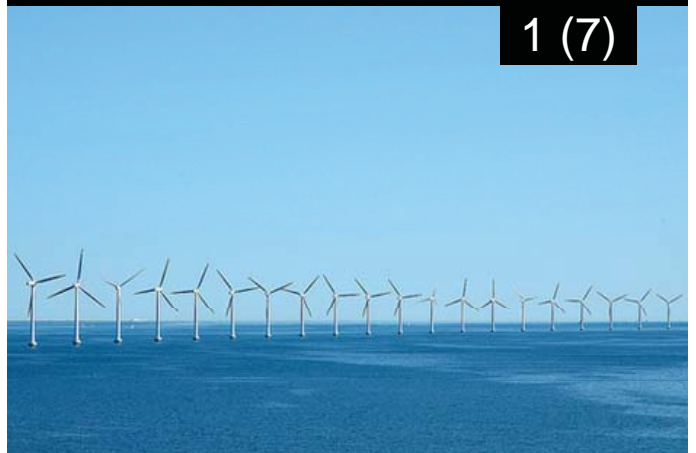
Rain Water Collection



2 (6)

Line 74

Wind Farms in a Lake



1 (7)

HEALTH



Line 79

Farmer's Market



8 (3)

Line 2

Walking



7 (3)

Line 3

Bicycling



6 (4)

Line 1

Community Gardens

6 (4)



Line 80

Roof Gardens

5 (5)



UWO and Oshkosh



Line 9

New Row house

6 (3)*



Line 12

Low Rise Housing fronting on park

6 (3)*



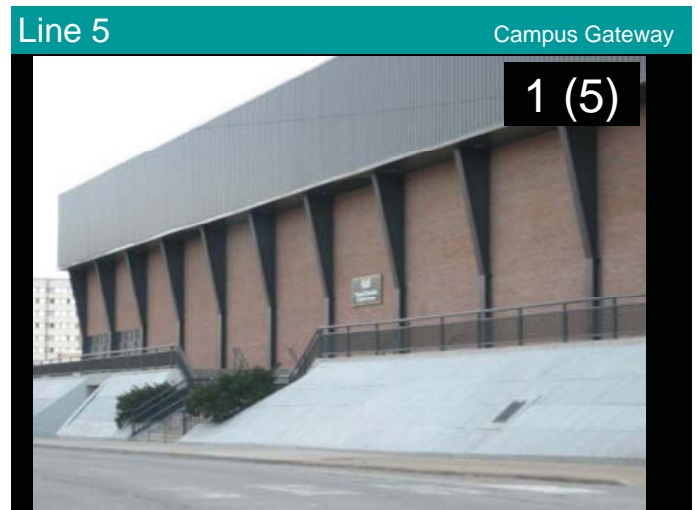
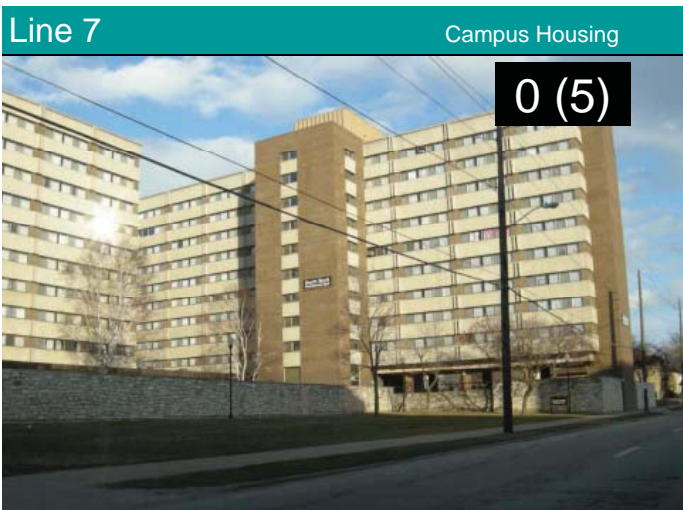
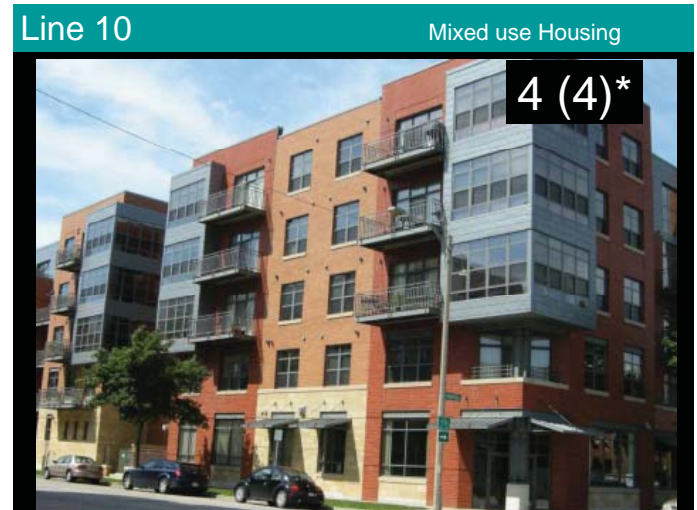
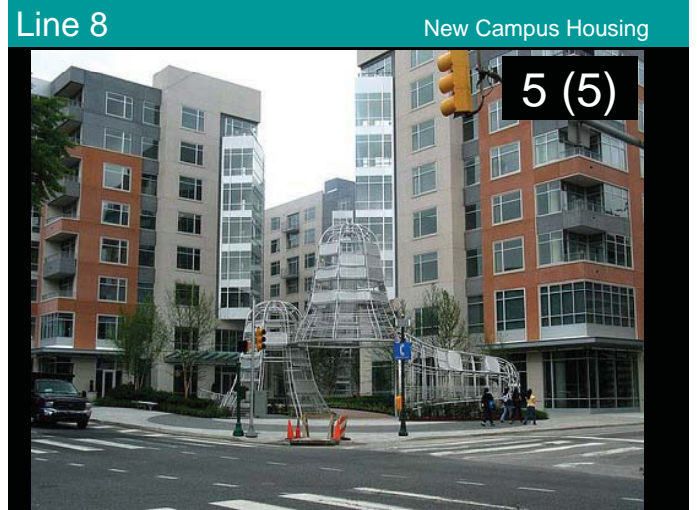
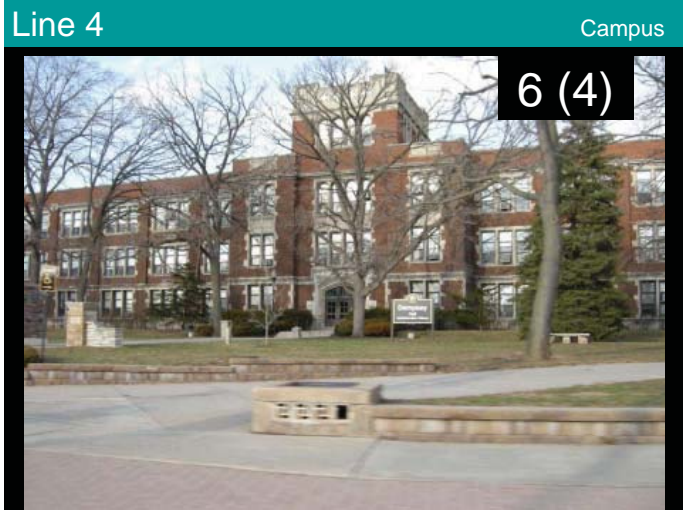
Line 6

Community Space on Campus

6 (4)



* Tested exclusively at public meetings and was not available online.



* Tested exclusively at public meetings and was not available online.

Hwy 41 Frontage Street Improvements

Simulation



Main Street Improvements

Simulation

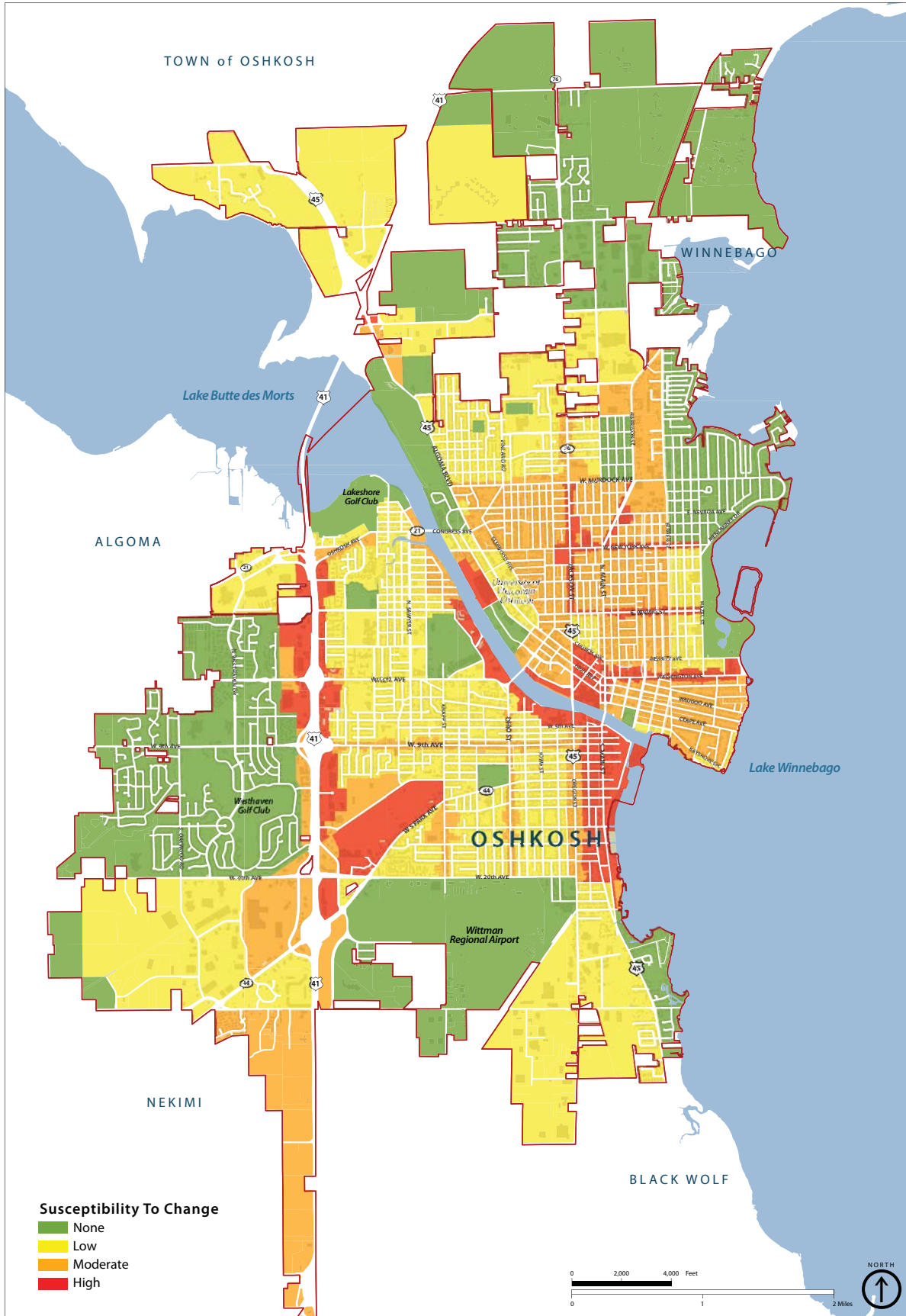


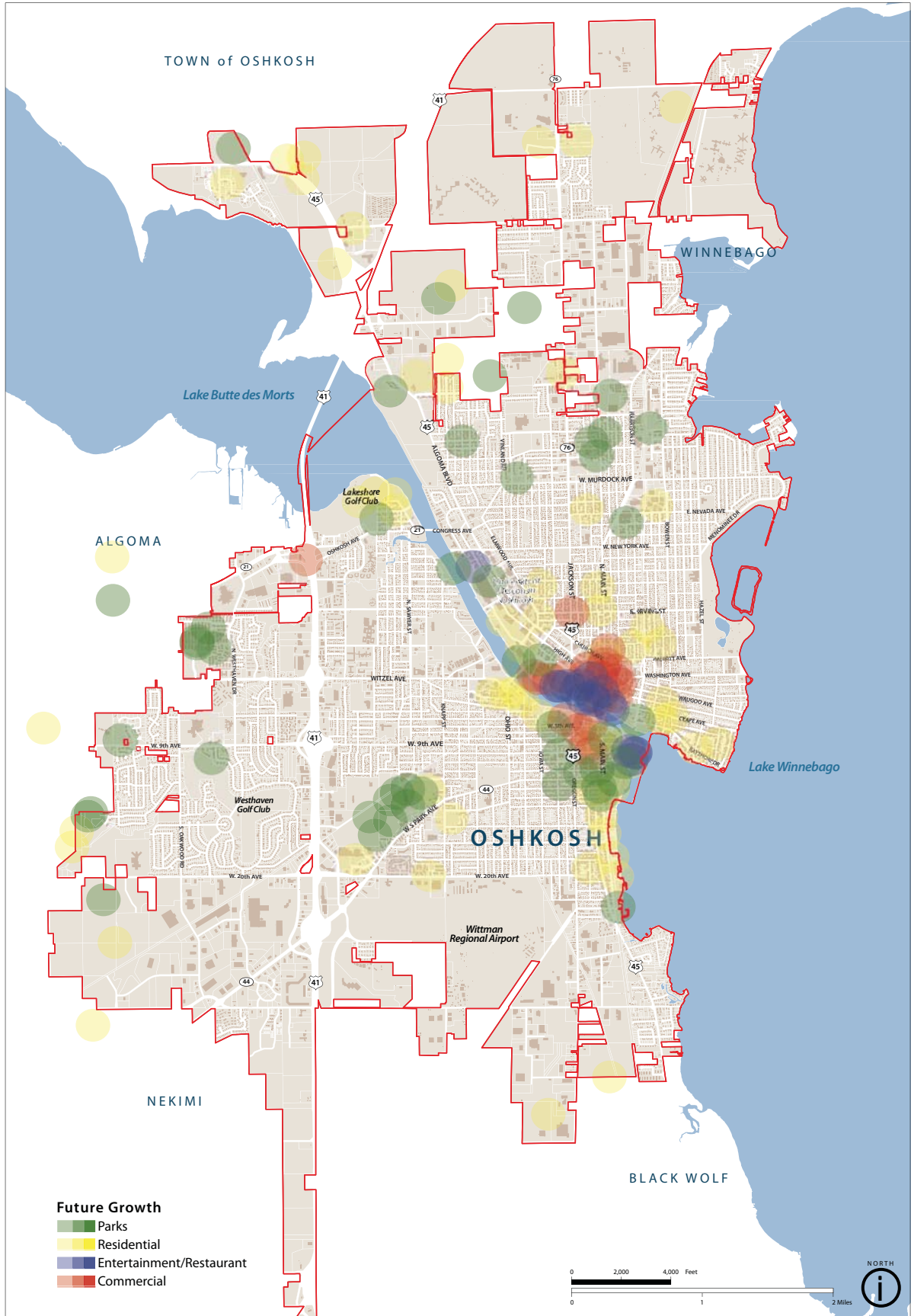
Tree Lined Residential Street

Simulation



C. Translation Maps





VISION Oshkosh, WI

A. NELESSEN ASSOCIATES
VISIONING | PLANNING | URBAN DESIGN

D. Model Resolution for reducing obesity and promoting community health

CITY/COUNTY MODEL RESOLUTION

[CITY/COUNTY] OF _____

RESOLUTION NO. _____

**ADOPTING A POLICY TO REDUCE OBESITY AND PROMOTE COMMUNITY
HEALTH**

WHEREAS, obesity is a leading public health challenge facing California today and is approaching epidemic proportions; and

WHEREAS, medical experts agree that obesity increases the risk for a number of health hazards, including heart disease, stroke, type 2 diabetes, and some cancers; and

WHEREAS, the economic impact of obesity in terms of chronic disease risk factors reaches \$21.68 billion a year in California, including \$10.2 billion in medical care, \$11.2 billion in lost employee productivity, and \$338 million in workers compensation costs, and will be devastating if left unchecked; and

WHEREAS, the problem of obesity is particularly acute among population groups in low-income, underserved communities that generally have less access to nutritious and healthful foods and fewer opportunities for physical activity; and

WHEREAS, the [City of _____ (“City”)/County of _____ (“County”)] is responsible for protecting the public health, safety, and welfare of its citizens; and

WHEREAS, the [City/County] has direct authority to implement land use plans, policies, and programs to meet the needs of its communities; and

WHEREAS, the built environment and land use decisions play an important role in shaping the pattern of community development and in either promoting or discouraging physical activity and nutritious food choices; and

WHEREAS, cities and counties throughout California are increasingly taking steps to encourage farmers’ markets; promote opportunities for physical activity,

such as walking and biking paths; and encourage patterns of development that promote physical activity and discourage automobile dependency;

NOW THEREFORE, BE IT RESOLVED, that, to the maximum extent feasible, the [City/County] should strive through its land use decisions to promote community health, prevent and reduce obesity, and provide access to healthy food and physical activity for all neighborhoods in the [City/County];

NOW THEREFORE, BE IT FURTHER RESOLVED, that there may be previously overlooked opportunities for the [City/County] to integrate public health concerns into its land use planning and decision making; and

NOW THEREFORE, BE IT FURTHER RESOLVED, that the [City/County] directs staff to conduct meetings, workshops or public hearings in order to solicit input from interested individuals and organizations on opportunities and recommendations for integrating public health concerns into local land use planning; and

NOW THEREFORE, BE IT FURTHER RESOLVED, that the [City/County] directs staff to report back to the [city council/board of supervisors] in [insert time frame] with recommendations on ways that the [City/County] may amend the [include these as appropriate: general plan, zoning ordinance, municipal code, and/or county code] to address the above-stated public health concerns.

ADOPTED BY THE FOLLOWING VOTE:

AYES:

NOES:

ABSENT:

Courtesy of Public Health Law and Policy’s Planning for Healthy Places “General Plans and Zoning” document.

Establishing Land Use Protections for Farmers' Markets

March 2009

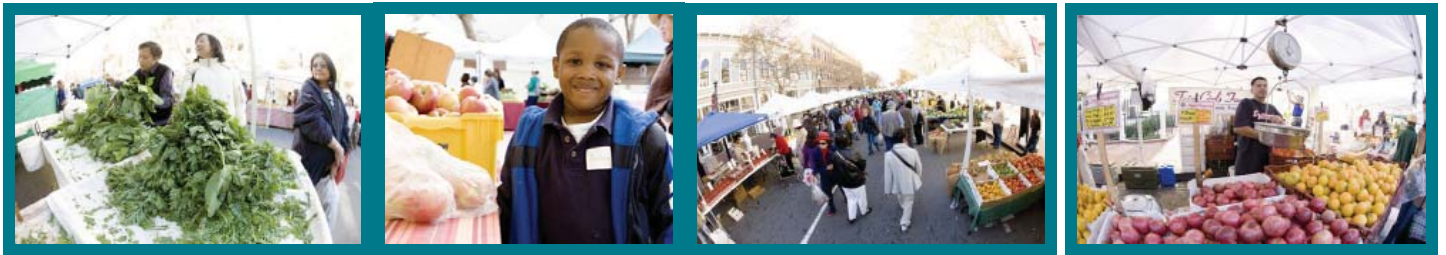


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Prepared by Planning for Healthy Places, a project of Public Health Law & Policy
www.healthyplanning.org

PHLP is a nonprofit organization that provides legal information on matters relating to public health. The legal information provided in this document does not constitute legal advice or legal representation. For legal advice, readers should consult a lawyer in their state.

Funded by the California Department of Public Health, through the Network for a Healthy California

Introduction

Local governments can promote healthy eating and active living in their communities by supporting local farmers' markets. Local farmers' markets provide fresh produce to community residents, support small farmers, serve as gathering places, and revitalize community centers and downtown areas. There are many ways that local governments can promote farmers markets.

Planning for Healthy Places, a project of Public Health Law & Policy, has created a set of complementary model land use policies to help California communities create more opportunities for farmers' markets and ensure their long-term viability.

Model General Plan Language for Farmers' Markets

This model general plan language suggests goals, policies, and actions to protect existing and promote the creation of new farmers' markets.

Model Zoning Ordinance Establishing Farmers' Markets as a Permitted Use

This model ordinance provides that California Certified Farmers' Markets are an approved use of land in specific zones. This designation allows the establishment and maintenance of Certified California Farmers' Markets in such zones without requiring a permit, finding, variance, or other land use approval. Certified Farmers' Markets must obtain valid health permits and, depending on the local community, other types of licenses and permits.

Why Land Use Protections?

There are several benefits to adopting land use policies for farmers' markets.

1. Increase and Protect Farmers' Markets by Removing Barriers

Land use policies can increase the numbers of farmers' markets in their communities by making it easier to establish new markets as well as protecting existing markets. Some communities have difficulty establishing markets, because they struggle with a cumbersome permitting process or have difficulty finding sites (either public or private) for markets. In addition, generally, if a type of use of land is not defined and permitted in a zoning code, it is considered illegal (even if the type of use does not appear at all in the code). A zoning law that establishes farmers' markets as an *allowed use* in the areas the community selects eliminates the need for a permit and increases the land available for markets. It can also help to protect existing markets in the allowed use area.

For example, until recently, zoning regulations in the city of Fresno, California, prevented the establishment of farmers' markets, since farmers' markets were not a legally defined use in the city's zoning code. The lack of supportive land use policy for farmers' markets was particularly ironic—although Fresno County is one of the most productive agriculture areas in the world, its farmers could not sell directly to residents in their own community. Community members worked with the city's planning department to change the zoning code so that Fresno's residents can now benefit from the fresh, local food that farmers' markets bring.¹

¹ Fresno Municipal Code § 4.5.

2. Optimizing location

Land use policies can help to optimize the location of farmers' markets by requiring the community to decide where markets may operate. An advocacy effort to engage a community in adopting zoning and general plan language to support markets will, ideally, lead to a broader conversation about how a community could maximize the benefits of farmers' markets. One effect of zoning could be to allow the municipality to prioritize markets in appropriate sites (such as near a school, a town center, near public transportation, etc.) and plan for new/future markets.

3. Increasing access for low-income customers

Land use policies can be used both to increase the consumer base and to make fresh local produce accessible and available for more community members, in particular, low-income customers. Zoning provisions can require farmers' markets to accept various forms of food assistance. (See box for more information.) In San Francisco, for example, farmers' markets vendors are required to accept coupons, vouchers, and EBT cards (Electronic Benefit Transfer cards for food stamps).²

Farmers' Markets and Food Assistance Programs

In 1992, Congress established the Women, Infants and Children's (WIC) Farmers' Market Nutrition Program (FMNP) to provide fresh, locally grown produce to WIC participants and to expand the awareness and use of farmers' markets. Currently, 46 state agencies (including California) operate the FMNP. State agencies issue eligible WIC participants FMNP coupons (typically between \$10-30 per year, per recipient) in addition to their regular WIC food vouchers.

The Senior Farmers' Market Nutrition program (SFMNP), established in 2001, extends the program to low-income seniors. In California, the SFMNP is administered by local Area Agencies on Aging.

Beginning in 2009, the United States Department of Agriculture has approved a new WIC food package that includes, for the first time, fresh fruits and vegetables. New cash value vouchers will make available to WIC participants \$6-10 per month for fresh, frozen, or canned fruits and vegetables. Each state will decide whether these vouchers may be redeemable at farmers' markets. California has decided to pilot WIC voucher redemption at one or two farmers' markets before expanding the program statewide.³

Other Ways to Promote and Create Farmers' Markets

The model general plan and zoning ordinances offered here address only land use protections. Local governments can take other action to support farmers' markets, such as such as streamlining permitting processes, sponsoring markets, and partnering with other local agencies.

² S.F. Park Code § 9A.15.

³ More information about the WIC Farmers' Market Nutrition Program is available at: www.cdph.ca.gov/programs/wicworks/Pages/WICFarmersMarketNutritionProgram.aspx. For more information on the farmers' market demonstration project, contact Andy Barbusca at the California Department of Public Health WIC Division: any.barbusca@cdph.ca.gov.

Partnering with Parks

In San Francisco, farmers' markets may be located on parkland, provided that the market does not significantly interfere with public use and enjoyment of other areas of the park. San Francisco's ordinance requires the Commissioner of Agriculture to work with the Recreation and Park department to identify suitable sites for farmers' markets on city parkland.⁴

Partnering with Schools

Communities may promote farmers' markets by partnering with schools to allow markets on school grounds. Some California communities have established thriving farmers' markets at schools. In 1998, parents at La Jolla Elementary School in San Diego established a Sunday farmers' market at their school. It has grown from a market with 14 farmers and one artisan to become a central community meeting place with nearly 100 vendors each Sunday. Since its inception, the market has helped to fund a new library, and art, music, and technology programs at the school. More information on the La Jolla Elementary School Open Aire Market is available at www.lajollamarket.com.

Partnering with Local Organizations

Since 1993, the Millbrae, California, Chamber of Commerce has sponsored a downtown farmers' market in a city parking lot every Saturday year-round, with many of the local merchants offering special prices on market days.⁵ Kaiser Permanente hosts farmers' markets at its hospitals in California, Colorado, Georgia, Hawaii, Oregon, and Washington D.C.; the markets serve hospital visitors, patients, and employees.⁶

No one model is right for every community. See www.healthyplanning.org for more ideas and resources.

⁴ San Francisco Park Code § 9A.3.

⁵ More information on the Millbrae Farmers' Market is available at: www.millbrae.com.

⁶ For more information, see <http://members.kaiserpermanente.org/redirects/farmersmarkets/>.

Model GENERAL PLAN Language to Protect and Expand Farmers’ Markets

California state law requires each county and city to adopt a comprehensive, long-term general plan for the physical development of the county or city, called the *general plan*.⁷ As the “constitution” of a community, the general plan underlies all land use decisions. Legally, all local government land use policies must rest on the principles and goals of the general plan.⁸

General plans can be updated or amended to include policy language supporting farmers’ markets.

For information on the general plan update and amendment process, see *General Plans and Zoning: A Toolkit on Land Use and Health*, available at: www.healthyplanning.org/toolkit_gpz.html.

For additional ideas for model general plan policies that support healthy communities, and ideas for implementation, see *How to Create and Implement Healthy General Plans*, available at: www.healthyplanning.org/toolkit_healthygp.html.

The following model general plan language establishes a land use policy to promote the establishment of farmers markets as an important land use. The language is designed to be tailored to the needs of an individual community, and can be incorporated into the general plan in many ways.⁹ Language written in *italics* provides different options or explains the type of information that needs to be inserted in the blank spaces in the policy.

Goal/Objective: Protect existing and establish additional farmers’ markets to increase access to healthy, local, affordable, and culturally appropriate foods, encourage community-building, support local agriculture and economic development, and promote agri-tourism.

Policies/Actions

- Encourage the operation of at least [*insert number*] farmers’ market[s] in the [*City/ County*] at least [*insert frequency*] per week.

⁷ California Gov’t. Code § 65300.

⁸ Planning for Healthy Places. *How to Create and Implement Healthy General Plans*, “Section III: Writing a Healthy General Plan.” Available at: www.healthyplanning.org/toolkit_healthygp.html.

⁹ California law requires that general plans address seven “elements,” or issue areas: land use, circulation/transportation, housing, conservation, open space, noise, and safety. Other elements are optional. Policies that support farmers markets could be incorporated in into land use, circulation, housing, open space, air quality, parks and recreation, safety, and economic development elements. For more information, see *How to Create and Implement Healthy General Plans*, “Section III: Writing a Healthy General Plan.” Available at: www.healthyplanning.org/toolkit_healthygp.html.

-
- Identify potential farmers’ market sites on public property, including parks, schools, colleges and universities, and other institutions; on private property, including hospitals and commercial centers; and, where feasible, on streets using street closures.
 - Adopt zoning regulations that establish farmers’ markets as a permitted use in appropriate locations. Farmers’ markets are compatible with the [*insert names (e.g., Commercial, Public Facility, Open Space, Multifamily Residential)*] land use designations shown on the General Plan land use map.
 - Require City-sponsored farmers’ market programs to give priority to establishing new farmers markets in neighborhoods without a currently operating farmers’ market and that have a lack of access to fresh produce.
 - Where feasible, locate farmers’ markets on sites that have convenient pedestrian, bike, and public transit access and sufficient off-street parking.
 - Limit operation of farmers’ markets during peak commute hours if the site is on a major thoroughfare with congested traffic.
 - Encourage [*or require*] farmers’ markets to provide secure bike storage, recycling, composting, and trash collection.
 - Encourage [*or require*] developers to provide for the dedication of land for neighborhood centers, public squares, or comparable uses that can be used for farmers’ markets in new developments.
 - Increase support for farmers’ markets through partnerships with other public agencies and private institutions, including school districts, neighborhood groups, senior centers, businesses, and agricultural organizations.
 - Coordinate with neighborhood planning groups to promote local farmers’ markets.
 - Work with and encourage school boards to offer locally grown foods in school breakfast and lunch programs and to allow schools to host farmers’ markets on weekends or after school hours.

For an editable (Microsoft Word) version of Model General Plan Language to Protect and Expand Farmers’ Markets, see www.healthyplanning.org.

Model ZONING Language Establishing a Farmers' Market as an Approved Use

California state law requires each county and city to adopt a comprehensive, long-term plan for the physical development of the county or city, called the *general plan*.¹⁰ The community's zoning ordinances set forth the regulations to carry out the policies of the general plan. Zoning is a regulatory mechanism by which a government divides a community, such as a city or county, into separate districts with different land use regulations within each district. Simply stated, zoning determines what can and cannot be built, and what activities can and cannot take place on the parcels of land throughout a community.¹¹

The following model language is designed for California cities or counties to tailor and adopt as an amendment to their existing zoning code.¹² It establishes that operating an outdoor California Certified Farmers' Market is an approved use of land in neighborhood commercial, downtown commercial, institutional, and public land, as well as any additional districts that the community might choose, subject to certain regulations the community wishes to impose. This designation allows citizens to develop and maintain a farmers' market in the enumerated districts without requiring the citizens to obtain a conditional use permit, variance or other type of local land use approval.

Market organizers will still need to obtain approval from their County Agriculture Commissioner, as required under state law.¹³ Because no land use permits are required, the ordinance sets forth basic regulations for community gardens. The farmers' market and its applicants need to obtain health permits and, depending upon local law, other types of permits or licenses.

¹⁰ Please see the accompanying document for **model general plan language** promoting farmers markets.

¹¹ For more information about **zoning regulations and healthy communities**, see *General Plans and Zoning: A Toolkit on Land Use and Health*, available at: www.healthyplanning.org/toolkit_gpz.html.

¹² For more information on **how to amend zoning codes**, see *General Plans and Zoning: A Toolkit on Land Use and Health*, available at: www.healthyplanning.org/toolkit_gpz.html.

¹³ See Cal. Food & Agric. Code §§ 47000 - 47026; 3 C.C.R. Article 6.5.

California Certified Farmers' Markets

Briefly, a certified farmers' market is a market (1) operated by a local government agency, one or more certified producers, or a nonprofit organization; (2) certified by and operating in a location approved by the county agricultural commissioner; and (3) where farmers sell directly to consumers agricultural products or processed products made from agricultural products that the farmers grow themselves ("direct marketing").¹⁴ State law requires that the agricultural products meet certain health and safety standards, but provided that the produce meets certain quality requirements, state law exempts the produce from size, standard pack, container, and some labeling requirements.¹⁵ Certified farmers' markets must adopt written rules and procedures pertaining to the operation of the market.¹⁶

State law permits local communities to establish by zoning ordinance districts where certified farmers' markets may operate, but the county agricultural commissioner must approve the location of and issue a certificate to permit the certified farmers' market to operate.¹⁷ The county agricultural commissioner's approval ensures that only directly marketed agricultural products are included within the certified market. Other vending must occur outside of the perimeter of the certified market.

Certified farmers' markets are "food facilities" as defined in the California Uniform Retail Food Facilities Law (CURFL).¹⁸ They must obtain a valid health permit to operate and are regulated by local environmental health agencies.¹⁹ Depending on the local community, certified farmers' markets may also need to obtain other licenses or permits to operate.

This zoning ordinance is directed toward *outdoor* farmers' markets, because outdoor markets raise zoning issues. An indoor market may be held in a public building (such as a school or town hall) or in a private building (such as a church or shopping mall) under a lease agreement; these indoor markets are unlikely to raise zoning issues. The fact that this ordinance is directed toward outdoor markets would not prohibit vendors from using tents or shade structures, consistent with the markets' rules and operating agreements.

The local jurisdiction will need to determine where within its existing code the amendment would best fit, make other amendments as necessary for consistency, and follow the appropriate procedures for amending the zoning law. The language is designed to be tailored to the needs of an individual community. Language written in *italics* provides different options or explains the type of information that needs to be inserted in the blank spaces in the ordinance. "Comments" provide additional information.

¹⁴ Cal. Food & Agric. Code § 47004(b); 3 C.C.R. § 1392.2.

¹⁵ Cal. Food & Agric. Code § 47002; 3 C.C.R. § 1392.4.

¹⁶ Cal. Food & Agric. Code § 47004(a); 3 C.C.R. § 1392.6.

¹⁷ Cal. Food & Agric. Code § 47004(a); 3 C.C.R. § 1392.2, § 1392.6.

¹⁸ Cal. Health & Safety Code § 113785(a)(3).

¹⁹ Cal. Health & Safety Code § 113920.

Permitted Use of Farmers’ Markets

(a) Definition. A Farmers’ Market shall consist of a Certified California Farmers’ Market, pursuant to the requirements of Division 17, Chapter 10.5, Article One of the California Food and Agricultural Code and Title 3, Division 3, Chapter 1, Subchapter 4, Article 6.5 of the California Code of Regulations, or their successor provisions.

Comment: This definition requires the farmers’ market to be a Certified California Farmers’ Market, as described above.

(b) Permitted use. Farmers’ Markets are a permitted use in the following zoning districts: downtown commercial, neighborhood commercial, institutional, public, mixed-use, open space, multi-family residential)_____ [*add other use districts*] subject to the following regulations:

- (1) All Farmers’ Markets and their vendors comply with all federal, state and local laws relating to the operation, use and enjoyment of the market premises;
- (2) The county Agricultural Commissioner has approved the location of the Farmers’ Markets.

Comment: State law requires the county Agricultural Commissioner to approve the location of all Certified Farmers’ Markets.²⁰

- (3) All Farmers’ Markets and their vendors comply with all rules and regulations of the County Agricultural Commissioner and _____ [*add any additional rules and regulations*];
- (4) All Farmers’ Markets and their vendors receive all required operating and health permits and these permits (or copies) shall be in the possession of the Farmers’ Market operator or the vendor, as applicable, on the site of the Farmers’ Market during all hours of operation;
- (5) All Farmers’ Markets and their vendors accept forms of payment by participants of federal, state, or local food assistance programs, including but not limited to the Food Stamps/Supplemental Nutrition Assistance Program; the Women, Infants, and Children (WIC) Farmers’ Market Nutrition Program; and the Senior Farmers’ Market Nutrition Program. Such forms of payment include but are not limited to coupons, vouchers, and Electronic Benefit Transfer (EBT) cards.

Comment: It is important to require farmers’ markets to accept payments from participants in food assistance programs to ensure that low-income residents have access to fresh produce and local

²⁰ 3 C.C.R. § 1392.2.

farmers can benefit from the spending power of these consumers. California participates in the WIC Farmers' Market Nutrition Program. For more information on the program, see www.cdph.ca.gov/programs/wicworks/Pages/WICFarmersMarketNutritionProgram. Communities should consider offering technical assistance and resources to markets to facilitate their participation in these programs.

- (6) All Farmers' Markets have a representative of the operator authorized to direct the operations of all vendors participating in the market on the site of the market during all hours of operation.
- (7) All Farmers' Markets provide secure bicycle storage for their patrons and provide for composting, recycling, and waste removal in accordance with all applicable City codes.
- (8) [*List additional regulations here such as permitted operating hours (including set-up and clean-up), etc.*].

Comments: Communities may list additional operating conditions here. Because Certified Farmers' Markets are required to have operating rules, it is not necessary to include specific regulations addressing the internal operations of the markets.

For an editable (Microsoft Word) version of Model Zoning Language Establishing a Farmers' Market as an Approved Use, see www.healthyplanning.org.

E. Model Plan and Zoning Language for Farmers' Markets

Establishing Land Use Protections for Community Gardens

March 2009



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Prepared by Planning for Healthy Places, a project of Public Health Law & Policy
www.healthyplanning.org

PHLP is a nonprofit organization that provides legal information on matters relating to public health. The legal information provided in this document does not constitute legal advice or legal representation. For legal advice, readers should consult a lawyer in their state.

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Introduction

Local government leaders are in a unique position to promote healthy eating and active living in their communities by supporting community gardens. Community gardens are places where neighbors and residents can gather to cultivate plants, vegetables, and fruits and, depending on local laws, keep bees and raise chickens or other livestock and poultry. Community gardens can improve nutrition, physical activity, community engagement, safety, and economic vitality for a neighborhood and its residents and provide environmental benefits to the community at large.¹

Planning for Healthy Places, a project of Public Health Law & Policy, has created a set of complementary model land use policies to help California communities create and preserve community gardens.

Model General Plan Language for Community Gardens

This model language establishes a policy within a general plan to protect existing and create new community gardens. It provides specific goals or actions to implement the policy. It is designed to be added to a city or county’s general plan to promote community gardens created by the private or nonprofit sector (e.g., local community groups) as well as the public sector.

Model Zoning Ordinances for Community Gardens

We have developed two options for zoning ordinances for community gardens. A community may adopt one or both policies:

- **Open Space Protections for Community Gardens.** The model zoning code language provides that a community garden can be zoned as a sub-district or sub-use within an open space zoning district. By enacting this policy, a community can protect and preserve community gardens as an open space use.
- **Use Zone Protections for Community Gardens.** The model zoning code language provides that community gardens are an approved use of land in residential, multifamily, industrial, and other districts added by the community where appropriate. This designation allows citizens to develop and maintain community gardens in the enumerated districts without requiring the sponsor to obtain a permit, finding, variance, or other government approval.

¹ Twiss J, Dickinson J, Duma S, et al. “Community Gardens: Lessons Learned from California Healthy Cities and Communities.” *American Journal of Public Health*, 93(9): 1435-1438, 2003; Local Government Commission. “Cultivating Community Gardens Fact Sheet.” Available at: www.lgc.org/healthycommunities.

Community Gardens and Urban Agriculture

Cities are increasingly recognizing that urban food production can help provide food security for their residents, reduce greenhouse gas emissions, and help meet their goals to become sustainable cities. Some communities use the phrase *urban agriculture* as an umbrella term to encompass a wide range of activities—including community gardens—involving the raising, cultivation, processing, marketing, and distribution of food in urban areas. Other communities distinguish agricultural production (*urban farms*) from community gardens. These communities view urban farms primarily as a commercial or entrepreneurial enterprise and community gardens as recreation or leisure activity for gardeners to grow food for themselves or to share with neighbors. As a result, communities may create separate definitions for urban farms and community gardens and regulate them separately. For example, they may allow community gardens in certain areas, such as residential districts, where they would not permit an urban farm.

Both community gardens and urban farms provide important community benefits. Community members and planners should work together at the local level to customize this model to fit local needs.

Why Land Use Policies for Community Gardens?

Citizens interested in starting community gardens often face obstacles securing access to land and ensuring preservation of land for community gardens. Supportive land use policies, like zoning ordinances, can help to create community gardens and ensure their long-term ability to operate on a site.

Other Actions to Promote Community Gardens

As described below, municipalities around the country have adopted a variety of policies and programs to facilitate the creation and maintenance of community gardens and urban farms, including providing financial support, technical assistance, and education. Communities can also promote community gardens by encouraging interim or temporary use of underutilized land for gardens, assist in land acquisition for gardens, and help manage and program community gardens. No one model is right for every community. The following are examples of government actions promoting community gardens.

Community Gardens on Vacant Public and Private Land

- The City of Escondido, California, has an “Adopt-a-Lot” policy allowing community gardens to be operated as an interim use on both publicly and privately owned vacant land. A city employee works with landowners and the community to develop an agreement for the conditions and tenure of use of the land as a garden.²
- Des Moines has a community garden program that allows the establishment of community gardens on city right-of-ways and real property.³
- New York City has a law protecting and promoting the use of vacant lots for gardens.⁴

² Local Government Commission. “Cultivating Community Gardens Fact Sheet.” Available at: www.lgc.org/healthycommunities.

³ Des Moines Municipal Code § 74-201, 74-202.

⁴ New York City Administrative Code §18-132.

- A number of cities, including Washington, D.C., and Hartford, Connecticut, collect and maintain an inventory of public or private vacant land suitable for gardens.⁵

Financing and Acquiring Land for Community Gardens

- Seattle has provided parks with bond monies, public housing funds, and neighborhood matching grants to purchase land for and help maintain garden plots.⁶
- Minneapolis allows use of tax-forfeited land (properties seized by the city from the landowner due to unpaid taxes) as garden sites without charge.⁷
- Chicago formed a nonprofit called NeighborSpace with the Chicago Park District and the Forest Preserve District of Cook County. Each entity contributed funds to purchase lands for community gardens.⁸
- Madison, Wisconsin, has used federal Community Development Block Grant funds to support community gardens.⁹
- A number of cities, including Boston, Philadelphia, Providence (Rhode Island), and New York City, have begun using land trusts to acquire and preserve community gardens.¹⁰

Municipal Community Garden Programs

Several cities have created community garden programs operated by the city. The cities of Hartford (Connecticut), Palo Alto (California), Portland (Oregon), and Sacramento (California) maintain a municipal garden program.¹¹ San Francisco has a community gardens policy committee that establishes policies and implements gardening standards and operating rules.¹²

Public-Private Partnerships

A number of communities have created partnerships with nonprofit organizations to acquire land for and operate community gardens.

- As noted earlier, Chicago created a city-funded nonprofit called NeighborSpace to acquire property to preserve land for community gardens. It also enters into

⁵ D.C. ST § 48-402(1); Hartford, Connecticut, Municipal Code § 26-15(a)(1).

⁶ More information on Seattle's community garden program is available at: www.seattle.gov/neighborhoods/ppatch/.

⁷ Hennepin County Resolution 85-5-374.

⁸ More information on NeighborSpace is available at: www.neighbor-space.org.

⁹ More information on Madison's use of community development block grants is available at: www.ci.madison.wi.us/cdbg/docs/brochure_G.pdf.

¹⁰ More information on the South Side Community Land Trust in Providence, Rhode Island, is available at: www.southsideclt.org; more information on the Neighborhood Gardener's Association/A Philadelphia Land Trust is available at: www.ngalandtrust.org.

¹¹ Hartford, Connecticut, Municipal Code § 26-15; more information on the Sacramento program is available at: www.cityofsacramento.org/parksandrecreation/parks/community_garden.htm.

¹² More information on San Francisco's community gardens policy committee is available at: www.parks.sfgov.org/recpark_index.asp?id=27041.

operating agreements with local groups to use and maintain the spaces.

- The City of Seattle's P-Patch Community Garden Program works with the nonprofit Friends of P-Patch and the City Housing Authority to acquire, build, protect, and advocate for the gardens.

For more ideas and resources, see www.healthyplanning.org.

Model GENERAL PLAN Language to Protect and Expand Community Gardens

California state law requires each county and city to adopt a comprehensive, long-term general plan for the physical development of the county or city, called the *general plan*.¹³ As the “constitution” of a community, the general plan underlies all land use decisions. Legally, all local government land use policies must rest on the principles and goals of the general plan.¹⁴

General plans can be updated or amended to include policy language supporting community gardens.

For information on the general plan update and amendment process, see *General Plans and Zoning: A Toolkit on Land Use and Health*, available at www.healthyplanning.org/toolkit_gpz.html.

For additional ideas on model general plan policies that support healthy communities and ideas for implementation, see *How to Create and Implement Healthy General Plans*, available at www.healthyplanning.org/toolkit_healthygp.html.

The following model general plan language establishes a land use policy to promote the establishment of community gardens as an important community feature. The language is designed to be tailored to the needs of an individual community, and can be incorporated into the general plan in many ways.¹⁵ Language written in *italics* provides different options or explains the type of information that needs to be inserted in the blank spaces in the policy. “Comments” describe the provisions in more detail or provide additional information.

Goal/Objective: Protect existing and establish new community gardens and urban farms as important community resources that build social connections; offer recreation, education, and economic development opportunities; and provide open space and a local food source.

¹³ California Gov’t. Code §65300.

¹⁴ Planning for Healthy Places. *How to Create and Implement Healthy General Plans*, “Section III: Writing a Healthy General Plan.” Available at: www.healthyplanning.org/toolkit_healthygp.html.

¹⁵ California law requires that general plans address seven “elements,” or issue areas: land use, circulation/transportation, housing, conservation, open space, noise, and safety. Other elements are optional. Policies that support community gardens could be incorporated in into land use, circulation, housing, open space, air quality, parks and recreation, safety, and economic development elements. For more information, see *How to Create and Implement Healthy General Plans*, “Section III: Writing a Healthy General Plan.” Available at: www.healthyplanning.org/toolkit_healthygp.html.

Policies/Actions

- Encourage the creation and operation of one community garden of no less than *[one]* acre for every ____ [2,500] households. Identify neighborhoods that do not meet this standard and prioritize the establishment of new gardens in neighborhoods that are underserved by other open space and healthy eating opportunities.

Comment: The standard presented here is based on Seattle, Washington's standard – one community garden per 2,500 households.¹⁶ This standard matches closely the National Recreation and Park Association's widely used "best practice standards" for a neighborhood park or tot lot (1/2 acre: 2500 households for a tot lot; 1 acre: 5000 households for a neighborhood lot¹⁷). Communities that are more or less urban will need to assess whether this standard is appropriate for them.

- Identify existing and potential community garden sites on public property, including parks; recreation and senior centers; public easements and right-of-ways; and surplus property, and give high priority to community gardens in appropriate locations.
- Adopt zoning regulations that establish community gardens as a permitted use in appropriate locations. Community gardens are compatible with the [*insert names (e.g., Commercial, Public Facility, Open Space, Multifamily Residential)*] land use designations shown on the General Plan land use map.
- Encourage [*or require*] all new affordable housing units to contain designated yard or other shared space for residents to garden.
- Encourage [*or require*] all [*or some, such as multifamily residential, commercial, institutional or public*] new construction to incorporate green roofs, edible landscaping, and encourage the use of existing roof space for community gardening.

Comment: Communities should ensure that building codes address safety concerns, including appropriate fencing and added load weight, when permitting roof gardens.

- Community gardens shall count towards park and open space allocations required by local Quimby Act ordinances for new subdivisions and multifamily development.

Comment: The Quimby Act is a California policy that authorizes cities and counties to pass ordinances requiring developers to dedicate land or pay in lieu fees, or a combination of both, for park or recreational purposes as a condition to approving a tentative map application.¹⁸ Dedication of land associated with the Quimby Act requires setting aside between 3 to 5 acres of developable land for every 1,000 population generated by the proposed development.¹⁹

¹⁶ Seattle, Washington Comprehensive Plan. Urban Village Appendix B. January 2005.

¹⁷ 1990 Recreation, Park and Open Space Standards and Guidelines, and the 1996 Park, Recreation, Open Space and Greenway Guidelines and Tables D1.2, D1.3, D1.4, D1.5, and D1.6.

¹⁸ Cal. Govt. Code § 66477.

¹⁹ The formula to calculate a proposed development's Quimby requirement is as follows:

- Create a Community Gardening Program within the [*Parks and Recreation Department*] to support existing and create additional community gardens.
- Increase support for community gardens through partnerships with other governmental agencies and private institutions including school district(s), neighborhood groups, senior centers, businesses, and civic and gardening organizations.
- Secure additional community garden sites through long-term leases or through ownership as permanent public assets by the City, nonprofit organizations, and public or private institutions like universities, colleges, school districts, hospitals, and faith communities.
- Encourage local law enforcement agencies to recognize the risk of vandalism of and theft from community gardens and provide appropriate surveillance and security to community gardens.

For an editable (Microsoft Word) version of Model General Plan Language to Protect and Expand Community Gardens, see www.healthyplanning.org.

(persons per household)* X (number of units in development) X 3 to 5 acres**1,000* Estimates for "Person's per household" can be found in the Housing Element of a City or County's General Plan or via the census website, available at: www.census.gov.

** Specific acreage requirements will be determined by local ordinance.

Model ZONING Language

Establishing Community Gardens as an Approved Use

California state law requires each county and city to adopt a comprehensive, long-term plan for the physical development of the county or city, called the *general plan*.^{20,21} The community's zoning ordinances set forth the regulations to carry out the policies of the general plan. Zoning is a regulatory mechanism by which a government divides a community, such as a city or county, into separate districts with different land use regulations within each district. Simply stated, zoning determines what can and cannot be built, and what activities can and cannot take place, on the parcels of land throughout a community.²²

The majority of California's cities have "use-based" zoning laws. Use-based codes divide the jurisdiction into distinct districts, such as residential, commercial, multi- or mixed-use, and industrial, and regulate the use and development of the land within the districts based on the designation.²³ Community gardens are not usually addressed in zoning codes, which leaves them vulnerable to being closed down as "illegal" uses or to displacement by development that is expressly permitted in the zoning district.

The following model language is designed for California cities or counties to tailor and adopt as an amendment to their existing zoning laws.²⁴ We offer two options: (1) an ordinance that establishes that community gardens are an approved use of land in residential, multifamily, mixed-use, industrial and any other districts in which a community garden would be appropriate; and (2) an ordinance that establishes a separate subcategory or subdistrict of open space dedicated for the use of community gardens.

The first designation allows residents to develop and maintain community gardens in the enumerated districts without requiring the residents to obtain any type of permit, finding, variance, or other government approval. Because no permits are required, the ordinance sets forth basic regulations for community gardens.

The second designation establishes community gardens as a legitimate use in specified zoning districts and gives them the same protections as other types of open space uses in the

²⁰ California Gov't. Code § 65300.

²¹ Please see the accompanying document for **model general plan language** promoting farmers' markets.

²² For more information about **zoning regulations and healthy communities**, see *General Plans and Zoning: A Toolkit on Land Use and Health*, available at: www.healthyplanning.org/toolkit_gpz.html.

²³ Another form of zoning that is becoming increasingly popular with "smart growth" advocates is "form based zoning." While form based zoning is broader in how it defines allowed uses, use definitions still apply. Most of the provisions here could be applied to form based codes. For more information on form based and use based zoning, see Section V of *How to Create and Implement Healthy General Plans*, available at: www.healthyplanning.org/healthygp_toolkit/HealthyGP_SectionV.pdf.

²⁴ For more information on **how to amend zoning codes**, see *General Plans and Zoning: A Toolkit on Land Use and Health*, available at: www.healthyplanning.org/toolkit_gpz.html.

community. Communities can amend their zoning codes to include one or both of these designations.

The local jurisdiction will need to determine where within its existing code the ordinances would best fit, make other amendments as necessary for consistency, and follow the appropriate procedures for amending the zoning law. The language is designed to be tailored to the needs of an individual community. Language written in *italics* provides different options or explains the type of information that needs to be inserted in the blank spaces in the ordinance. “Comments” provide additional information.

Permitted Use of Community Gardens

Community Gardens shall consist of land used for the cultivation of fruits, vegetables, plants, flowers, or herbs by multiple users. The land shall be served by a water supply sufficient to support the cultivation practices used on the site. Such land may include available public land. Community gardens are a permitted use in the following zones: residential, multifamily, mixed-use, open space, industrial _____ [*add other zoning districts*] subject to the following regulations:

Comment: Some communities may permit community gardeners to keep bees and raise chickens on garden sites. If so, this definition can be amended to allow these uses.

- (a) Site users must provide a Phase I Environmental Site Assessment (ESA). Any historical sources of contamination identified in the ESA must be tested to determine type and level of contamination; appropriate remediation procedures must be undertaken to ensure that soil is suitable for gardening.

Comment: Funds and grant for environmental site assessments, testing and cleanup procedures may be available from a variety of state and federal sources. Site users should coordinate with their local economic development and redevelopment agencies, as well as their local/regional Department of Toxic Substances Control.

- (b) Site users must have an established set of operating rules addressing the governance structure of the garden, hours of operation, maintenance and security requirements and responsibilities; a garden coordinator to perform the coordinating role for the management of the community gardens; and must assign garden plots according to the operating rules established for that garden. The name and telephone number of the garden coordinator and a copy of the operating rules shall be kept on file with the City [*insert department name*] Department.

Comment: To function effectively, a community garden must have established operating rules and a garden coordinator. In this ordinance, a municipality could (1) require that gardens have rules, as the model language does above, (2) provide a complete

listing of rules; or (3) give authority for a particular city or county department or officer to establish community garden rules and require each community garden to adhere to those rules. A municipality could also choose to address some or all of the requirements for operating a community garden in this or an accompanying ordinance.

- (c) The site is designed and maintained so that water and fertilizer will not drain onto adjacent property.
- (d) There shall be no retail sales on site, except for produce grown on the site.

Comment: Community gardens can be a needed source of income to low-income residents, as well as a source of produce for neighbors who do not grow their own food. The model language allows gardeners to sell the produce they have grown, but permits no sales of other items. Because the model ordinance permits community gardens to be established in a variety of use districts, including residential districts, a municipality may be reluctant to allow major retail operations on garden sites. If the municipality chooses, it may allow more expansive sales at garden sites. Alternatively, it could permit gardeners to sell produce at a different site.

The model ordinance addresses land use issues when permitting sales, but does not address other regulations that may affect sales, such as health and sanitation laws or business license regulations. Before permitting sales of community garden produce, the municipality must ensure that those sales are permitted under other state and local laws.

- (e) No building or structures shall be permitted on the site; however, [*sheds for storage of tools limited in size to [_____] or subject to the requirements of section _____*], greenhouses that consist of buildings made of glass, plastic, or fiberglass in which plants are cultivated, [*chicken coops*], benches, bike racks, raised/accessible planting beds, compost or waste bins, picnic tables, seasonal farm stands, fences, garden art, rain barrel systems, [*beehives*], [*barbeque grills, outdoor ovens*] and children's play areas shall be permitted. The combined area of all buildings or structures shall not exceed [*15 percent*] of the garden site lot areas. Any signs shall comply with applicable [*city/county*] ordinances.

Comment: Some communities may wish to allow community gardeners to erect sheds for the storage of tools on garden sites. The municipality should make sure that any provision regarding sheds conforms to other municipal code provisions regarding storage sheds on property. Additionally, if communities permit the cultivation of beehives and chickens in their community gardens, structures for the care of these animals should be included. Local laws vary on the keeping of farm animals in different use districts.

(f) Fences shall not exceed [*six feet*] in height, shall be at least [*fifty percent*] open if they are taller than [*four feet*], and shall be constructed of wood, chain link, or ornamental metal. For any garden that is [*15,000 square feet in area or greater*] and is in a location that is subject to design review and approval by the [*City Planning Commission or Landmarks Commission*], no fence shall be installed without review by the [*City Planning Director, on behalf of the Commission*], so that best efforts are taken to ensure that the fence is compatible in appearance and placement with the character of nearby properties.

Comment: Municipalities usually have requirements regarding fences in their zoning or building codes. If the municipality has existing regulations, it may not need this provision.

(g) Other Regulations

Comment: Communities may wish to impose additional regulations on community gardens, including:

- Prohibiting connections to electricity or sewers without a permit or other permission from the municipality or a particular department;
- Imposing specific regulations regarding maintenance of the site, such as frequency of waste collection;
- Requiring a community garden to have a nonprofit entity or neighborhood group as a sponsor or to act as garden coordinator; or
- Requiring particular landscaping or setbacks outside of the garden within the public right-of-way.

Community Garden Open Space (Sub)districts

Community Garden open space subdistricts shall consist of land divided into multiple plots appropriate for and limited to the cultivation of fruits, vegetables, plants, flowers or herbs by various users. Such land may include available public land.

Comment: Some communities may permit community gardeners to keep bees and raise chickens on garden sites, assuming local law so permits. This definition can be amended to allow these uses.

For an editable (Microsoft Word) version of Model Zoning Language Establishing a Community Garden as an Approved Use, see www.healthyplanning.org.