

SAWDUST DISTRICT MASTER PLAN



January 10, 2020



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CONTEXT

The Sawdust District Master Plan is the guide for the City of Oshkosh's efforts to revitalize the historic District on the South Shore. It sets a vision for the area in the coming years and establishes definitive guiding principles, recommendations, and actions to achieve them.

The Plan aims to organize development within the District into a unified, comprehensive endeavor, founded by community input. Acting as a guidebook for the community, the Plan should be utilized by City staff, officials, and stakeholders in the decision-making process of the District's revitalization. Coordination with ongoing and future planning efforts and projects will be critical for the successful implementation of the Plan's recommendations.

In this Chapter:

- Planning Area (page 2)
- Purpose of the Sawdust District Plan (page 3)
- District History (Page 6)
- Imagine Oshkosh (page 8)
- Outreach Summary (page 9)

PLANNING AREA

The Sawdust District boundary was developed based on the *Imagine Oshkosh* functional subareas. City staff led an exercise with the Sawdust District Advisory Group (SDAG) to help determine the official boundary for the district. The district includes the South Shore East and portions of South Shore Central functional subareas. The southern boundary extends to 17th Avenue in order to include a significant extent of the South Main Street corridor for development potential.



PURPOSE OF THE SAWDUST DISTRICT PLAN

The Sawdust District is the South Shore extension of Oshkosh's Center City, a collection of neighborhoods located in the historic core of the community. The District includes the South Main Street corridor and the dual waterfronts of the Fox River and Lake Winnebago. Known for its historic industrial uses, the District was once home to leading lumber and furniture companies. As the lumber industry decreased in the community, those former lumber uses transitioned into other heavy uses, influencing the development pattern to this day.

In 2000, the City partnered with the Oshkosh Area Community Foundation and the Oshkosh Chamber of Commerce to develop a Downtown Action Plan. The Downtown Action Plan provided a framework and agenda that successfully guided capital improvement projects and private investment for more than 15 years, including Opera House Square, the Riverwalk, Leach Amphitheater, and streetscaping along North Main Street. In 2017, *Imagine Oshkosh: A Master Plan for Our Center City* was developed as an update to previous planning efforts to serve as a long-term vision and comprehensive investment strategy for the entire Center City.

The *Sawdust District Plan* expands on *Imagine Oshkosh* by providing focused and detailed planning strategies for the area identified as the South Shore subarea in that plan. The new *Sawdust District Plan* will direct growth, development, and infrastructure investment while providing guidance and specific recommendations to assist in the redevelopment of the Sawdust District.

PLANNING PROCESS

The Sawdust District Plan is the result of a planning process that was initiated in March 2018, following the adoption of *Imagine Oshkosh: A Master Plan for Our Center City*. The process was designed to allow input from the advisory group of stakeholders. The planning process for the Sawdust District Plan consisted of the follow items:

1 – Project Initiation

In March 2018, the planning process kicked off with the first SDAG meeting.

2 – Past Plans

A summary of existing plans and current conditions was developed and presented to the SDAG. The following Plans were reviewed with the group in preparation of the Sawdust District Plan:

- *Imagine Oshkosh: A Master Plan for our Center City* (2017)
- *Imagine Oshkosh Existing Conditions Report*
- *City Center Corridors Plan* (2018)
- *Let's Be Pioneers! Riverfront Visioning Workshops Public Input Summary Report* (2014)
- *Comprehensive Plan* (2005)
- *Fox River Corridor – Riverwalk Plan and Design Guidelines* (2005)
- *Downtown Action Plan* (2000)

3– Outreach

The outreach process for *Imagine Oshkosh* provided the foundation for the *Sawdust District Plan*, and regular SDAG meetings steered it toward completion. Additional outreach efforts included a project website, targeted mailings to local property owners and stakeholders, and key stakeholder interviews conducted in support of the planning process.

4 – Framework Plans

Based on input from outreach and a review of existing plans and conditions, preliminary framework plans and recommendations were developed to address land use, transportation, urban design, and public spaces.

5 – Final Report and Adoption

The draft Sawdust District Plan represents the final step in the planning process. The draft plan was presented to the community and SDAG for review and consideration. Based on feedback, the draft plan was amended and presented to Common Council for adoption.

EXISTING CONDITIONS

An analysis of existing conditions provides a foundation for developing policies and recommendations. It is important to understand the district as it is today in order to make recommendations for its development into the future. Extensive fieldwork and reconnaissance was conducted to establish an existing conditions baseline as part of the first phase of the planning process for *Imagine Oshkosh*. This Plan builds on that baseline, while providing updates where conditions have changed.

The decline of the local lumber/furniture industry in the District has presented an opportunity to reimagine this formerly industrial part of the South Shore. The Sawdust District is an industrial area intermixed with auto-oriented commercial and single-family detached uses. Pioneer Island, currently vacant, is a notable waterfront site for development within the District.

The existing industrial character is somewhat out of place with the surrounding Oshkosh neighborhoods, and many of the existing land uses are not of the highest quality. The South Main Street corridor, which provides a gateway to the Center City, needs a new wave of investment.

The District presents a relative blank slate on many sites and efforts toward parcel consolidation will facilitate wholesale redevelopment into an exciting mixed use district at the foot of Downtown Oshkosh. The first example of significant redevelopment is the Menominee Nation Arena. However, all properties have not been cleared and certain industrial businesses will need to be voluntarily relocated to designated industrial parks. While the Arena is an example of ground-up redevelopment, to the extent possible, buildings with historic characteristics should be integrated into new development scenarios wherever possible.

EXISTING LAND USE

Existing land use provides an inventory of every parcel in the Sawdust District to identify how land is used within the planning area. An assessment and understanding of the Sawdust District's existing land use plays an important role in shaping plan recommendations. The District provides a mix of uses east of South Main Street with transition to more residential uses to the south. On the west side of South Main Street, the District largely exhibits the South Shore's historic industrial uses, although that is changing with the Menominee Nation Arena. The west side of South Main Street offers the most potential for development in the form of large vacant sites. At the north side of the District, the block between 6th and 7th Avenues along South Main Street provides an intact historic street wall exhibiting potential for mixed use and gateway development.

Single-Family Detached. This land use category consists of single-family detached homes, many of which feature detached garages. Single-family detached homes in the district are located primarily on the west side of South Main Street between 10th Avenue and 16th Avenue.

Single-Family Attached. This land use category includes residential structures with two or more dwellings that share a common wall, with each unit having its own dedicated entry, such as rowhomes and townhomes. A single-family attached development is located at Nebraska Street and 8th Avenue.

Multi-Family. Multi-family residential uses include multiple housing units typically sharing common internal building space such as stairwells or hallways, including apartments and condominiums. Small multi-family buildings are found throughout the District.

Mixed Use. This category includes multiple distinct uses in a single building. The most common form of mixed use developments are ground floor commercial uses with residential or office uses located on upper floors. Mixed use buildings are currently found throughout the District.

Commercial. The commercial category includes buildings for retail or service businesses. This includes only stand-alone/single-purpose and mixed commercial buildings. Mixed-use buildings with residential uses on upper floors are not included.

Office. Office and finance uses include banks, law firms, medical offices, and other office uses. There are a few former homes along South Main Street used for offices.

Entertainment and Hospitality. Entertainment and hospitality uses include the riverfront, and the Menominee Nation Arena, and the associated parking between 11th Avenue and South Park Avenue. The arena is the primary entertainment use in the District.

Industrial. Industrial uses include manufacturing, storage, heavy commercial facilities, recycling, and more. Most industrial uses in the District are located between South Main Street and Pioneer Drive. Additional smaller industrial businesses occupy parcels interspersed along the west side of South Main Street.

Public/Semi-Public. Public and semi-public land uses include a variety of community facilities. The Oshkosh Area School District maintenance building is the single example of this use in the District.

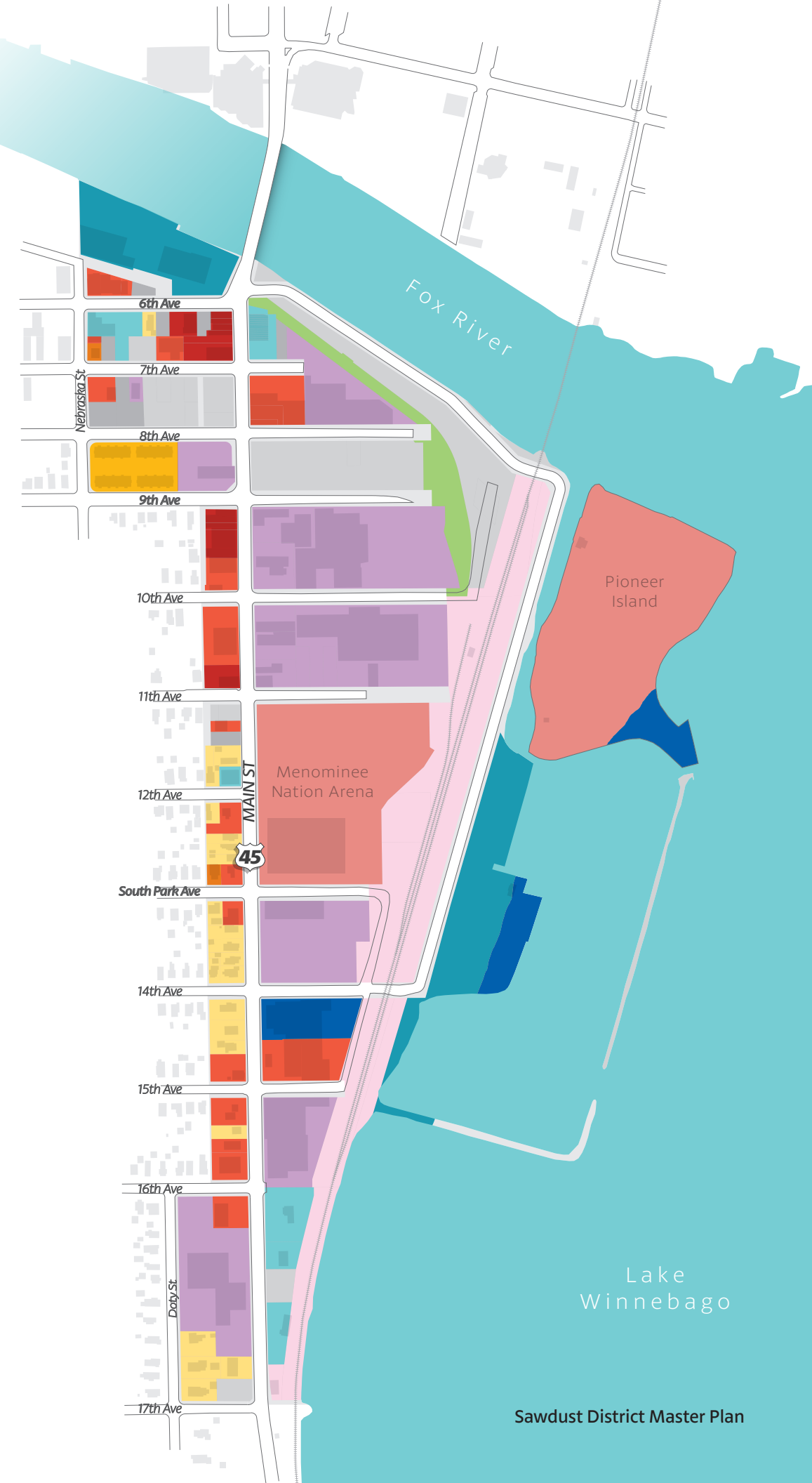
Parks and Open Space. Land classified as parks and open space includes portions of the District's open areas along the waterfront.

Marina. This category consists of land along the waterfront dedicated to water access or harbors with moorings. Marina uses are located on the Fox River west of the South Main Street bridge as well as south of Pioneer Island.

Rail/Utilities. Rail and utility uses in the District include Canadian National (CN) railroad right-of-way and the CN Oshkosh rail yard.

Parking. This land use classification includes parcels whose primary use is either public or private parking.

Vacant. Vacant property consists of sites that currently contain no standing structure or use. Vacant parcels are located throughout the District, with the largest vacant site occupying the block between 8th and 9th Avenue on the east side of South Main Street.



CURRENT ZONING

The City's Zoning Ordinance is Chapter 30 of the Oshkosh Code of Ordinances. The Sawdust District currently contains five standard zoning districts and two overlay zoning districts, which regulate the usage and intensity of land. The overlay zoning districts are intended to address special land use circumstances beyond those addressed by the underlying standard district.

TR-10: Two Flat Residential. This district intended to create, preserve, and enhance areas for single family detached and two flat dwellings at an approximate density of 10 dwelling units per acre. (Section 30-41)

UMU: Urban Mixed Use. This district is intended to permit areas, generally on the fringe of Downtown, that are mixed use in character and establish standards that are compatible with the existing mix of land uses and redevelopment objectives. This district is intended to provide for a variety of employment, retail and community service opportunities, while allowing some residential uses at an approximate density of up to 36 dwelling units per acre. Residential uses should not become the majority ground floor land use in this district. Uses shall be compatible not only with other uses within the district, but land uses in adjoining zoning districts as well. (Section 30-53)

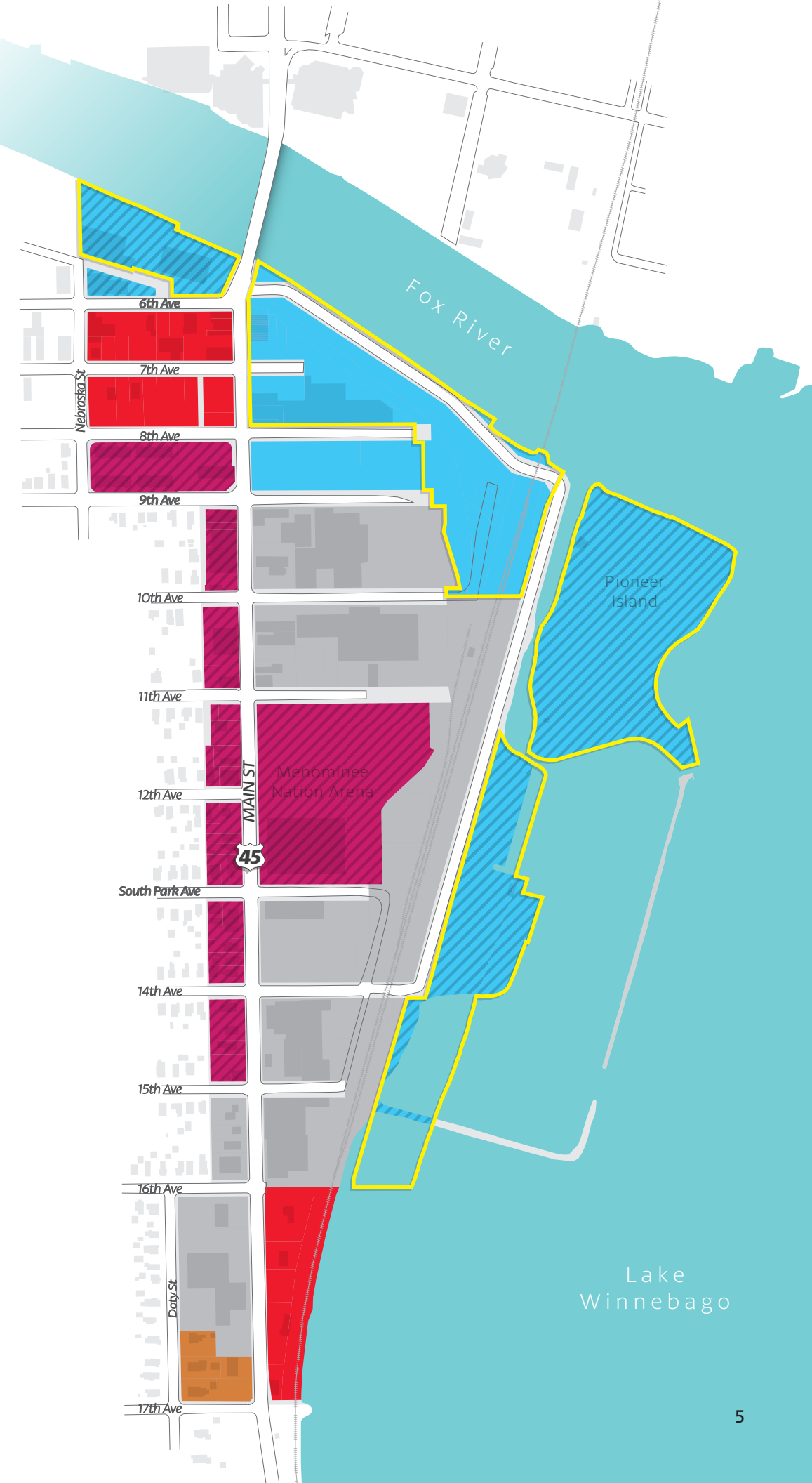
CMU: Central Mixed Use. This district is intended to permit both large- and small- scale downtown commercial development at an intensity which provides significant incentives for infill development, redevelopment, and the continued economic viability of existing development. The district is also intended to retain the existing "main street" characteristics of the core blocks in Oshkosh's historic downtown. Residential uses are intended to occur at a minimum approximate density of 10 dwelling units per acre. (Section 30-54)

RMU: Riverfront Mixed Use. This district is intended to protect aesthetics and water quality while accommodating the wide variety of both indoor and outdoor land uses that benefit from locating adjacent to the Fox River. Residential uses are intended to occur at a minimum approximate density of 10 dwelling units per acre. (Section 30-55)

HI: Heavy Industrial. This district intended to provide space for manufacturing and industrial operations which are potentially incompatible with residential and commercial uses. (Section 30-62)

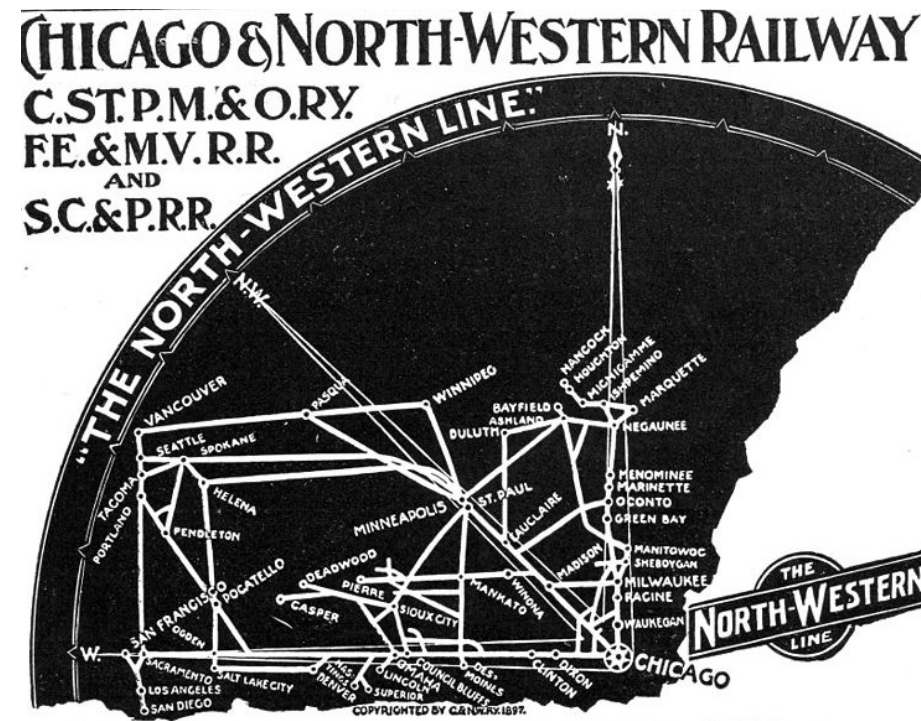
RF-O: Riverfront Overlay. The purpose of this overlay district is to improve the quality of development along the riverfront by applying enhanced building design standards and land use regulations in the area defined by the mapped boundaries of the Riverfront Overlay District. (Section 30-159)

PD-O: Planned Development Overlay. The purpose of this overlay district is to provide for the possible relaxation of certain development standards pertaining to the underlying standard zoning district. Planned developments allow diversification and variation in the relationship of uses, structures, open spaces, and heights of structures in developments conceived and implemented as comprehensive and cohesive unified projects. The Planned Development Overlay District shall allow development to be designed, reviewed, approved, constructed, and managed as approved by the Common Council rather than required by the underlying zoning district. (Section 30-158)





Oshkosh Public Museum P1935.2.15



Oshkosh Public Museum P2003.20.1032

DISTRICT HISTORY

Source: Oshkosh Public Museum archives

The Sawdust District has a rich history of business and industry. The District was historically located within the boundary of the City's 3rd Ward, an area that saw a series of rebuilding periods as natural disasters, fires, and changes in the economy have affected properties and businesses. The location near water sources has historically driven activity in the area, and the waterfronts continue to encourage activity today.

LUMBER INDUSTRY

Oshkosh, and the South Shore area in particular, provided an attractive location for lumber industry development due to its proximity to woodlands in the north as well as diverse and growing markets in the Midwest industrial cities.

Oshkosh was considered the lumber capital of the world at the height of the lumber boom in the early 1870s, with 24 sawmills, 15 shingle mills, and 7 sash and door companies in operation, earning Oshkosh the nickname "Sawdust City."

FOX RIVER AND LAKE WINNEBAGO

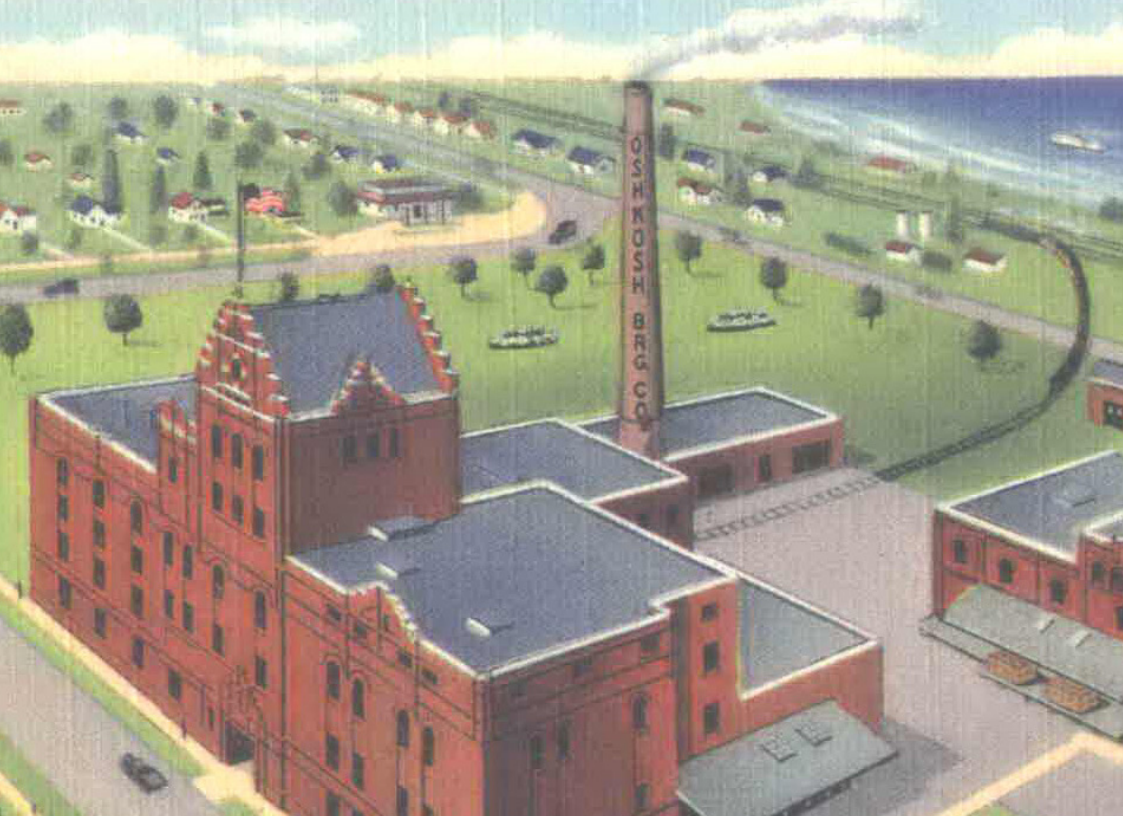
At the northeast corner of the District, The Fox River flows east through Oshkosh and into Lake Winnebago, a shallow freshwater lake that is the largest entirely within the state. Known as the Lower Fox at Lake Winnebago's west central shore, it has long supported human activity, including indigenous people and Native American cultures. The first Europeans to reach the Fox were French, and during the French colonization of the Americas, this route was used frequently by fur traders.

The Fox River's importance continued into the 1850s, when locks, dams, and a canal enabled the Lower Fox to develop as a center of riverfront industry. During the mid-19th century, several flour mills were built along the river to harness its waterpower. Paper mills replaced these as Wisconsin's wheat production declined. The Lower Fox proved to be an ideal location for paper production, owing to its proximity to lumbering areas that could supply wood pulp to make paper. Several well-known paper companies were founded in cities along the river.

BREWING

Beer brewing was an important business in the South Shore neighborhood, with Oshkosh Brewery dating to 1866. By 1894, the brewery merged with two others to form Oshkosh Brewing Company. Oshkosh Brewing Company, located on the south side of the Fox River, coined the marketing slogan "By Gosh It's Good." Its Chief Oshkosh brand became a nationally distributed beer.

Peoples Brewery, a competitor, was founded on South Main Street in 1911. Peoples Brewery eventually grew, occupying the entire block between 15th and 16th Avenues, where it stood until demolition in 1974. However, elements of the original brewery remain in the Sawdust District. The bottling department and offices have been incorporated into the Blended Waxes building at 1512 South Main Street, and a brewery garage is located on 15th Avenue.



Oshkosh Public Museum P2003.20.354

BROOKLYN FIRE HOUSE

Built in 1868, the Brooklyn Fire House is was designed by the architect William Waters. The building is on both the State and National Registers of Historic Places. Decommissioned due to age in 1947, the location of the building at 17 West 6th Avenue means it has potential to be a significant gateway feature for the north side of the Sawdust District. It is a leading example of the historic structures that make up the fabric of the neighborhood and preservation should be a priority for this key building.

BUCKSTAFF COMPANY

The firm of Buckstaff-Edwards Company was organized in 1881, and while it primarily manufactured chairs and rockers, at various times in the company history, it also manufactured caskets, burial robes, funeral cars, hearses, novelty furniture, and toys. With ownership changes in 1912, the name was changed to simply the Buckstaff Company. The company continued to manufacture furniture into the 21st century until the factory closed in 2011.



MENOMINEE NATION ARENA

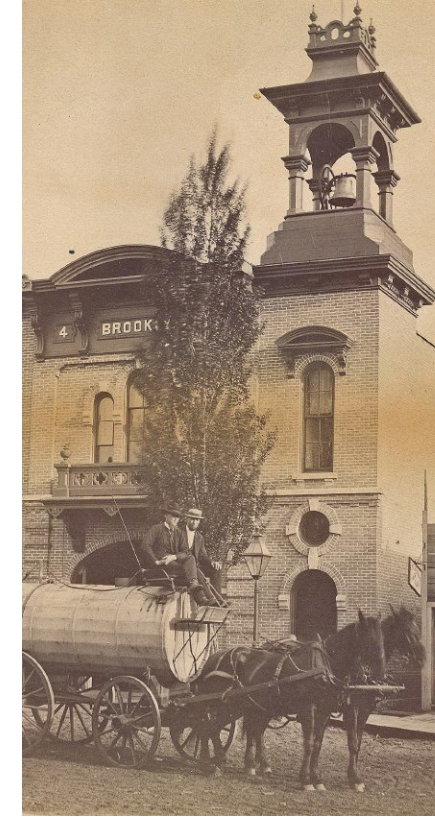
The Menominee Nation Arena is a 64,300 square foot, 3,500 person capacity indoor arena built on the old Buckstaff Company site. The primary use of the arena is for basketball, and it is the home of the NBA G League's Wisconsin Herd, an affiliate team for the Milwaukee Bucks. The arena also acts as a venue for a variety of events, ranging from a winter farmer's market to musical performances. The development of the arena is a catalyst for the Plan, as it generates significant activity and brings people to the Sawdust District from throughout Oshkosh.

PIONEER INN RESORT AND MARINA

Pioneer Island is located east of Pioneer Drive, south of the confluence of the Fox River and Lake Winnebago. The Pioneer Inn Resort and Marina was constructed and began operation on the island in 1965. In 2004, the resort owner partially demolished the existing hotel with plans to rebuild, but it closed in 2005 after those plans did not proceed. Since that time, the marina has continued to operate but the site has otherwise remained idle and underutilized.

RAILROAD

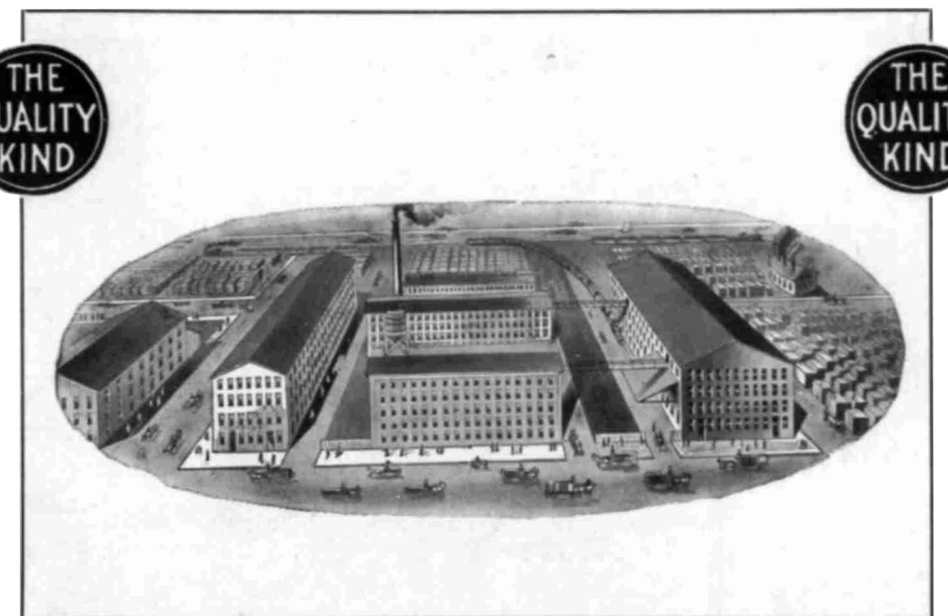
The Canadian National (CN) railroad right-of-way and the CN Oshkosh rail yard are prominent features of the Sawdust District, providing reminder of the industrial heritage of the District and the important role that freight transportation still plays in the City. The active CN rail line runs through the Sawdust District in a north-south direction.



Oshkosh Public Museum P193611



Oshkosh Public Museum P1938.05.01



Oshkosh Public Museum P2003.20.386

IMAGINE

A MASTER PLAN FOR OUR CENTER CITY

OSHKOSH



IMAGINE OSHKOSH

The *Sawdust District Plan* emerged from outreach undertaken in support of *Imagine Oshkosh*. Residents and Center City stakeholders were engaged early in the process through a diverse variety of outreach methods, including public workshops, interviews and focus groups, and an interactive project website, which featured an online community issues mapping tool. Outreach collected from the *Imagine Oshkosh* planning process specific to the Sawdust District is detailed below, providing relevant community feedback that should be considered in the *Sawdust District Plan*.

REVITALIZING VACANT AND BLIGHTED AREAS

Participants stated that they would like to see vacant structures either torn down or repurposed, based on the quality of the building and the stability of the block. Much attention was paid to former industrial areas on the south side of the river. Participants noted façade improvements for historic South Main Street buildings and investment in blighted residential neighborhoods as top concerns.

HISTORIC CHARACTER

Many individuals focused on the City's past and Oshkosh's rich inventory of historic buildings, expressing a desire to preserve the historic character. Specific actions noted included establishing a façade rehabilitation program and updating all signage to historic standards.

NEED FOR A DIRECT ARTERY

It was noted that City should improve unattractive areas along arterial routes, such as South Main Street, to help communicate a positive first impression of Oshkosh and help draw visitors into Center City.

CATALYTIC REDEVELOPMENT

Catalytic redevelopments are major projects that can spark adjacent and surrounding development, leading to a chain effect of investment. Participants identified the need to activate the waterfront by completing the Riverwalk and promoting redevelopment of key sites, including the Buckstaff Company site, which has since been redeveloped for the Menominee Nation Arena. Residents suggested developing mixed-use destinations on the parcels, including retail, residential units, and hotels. With the Menominee Nation Arena now acting as a catalytic redevelopment, the viability of each envisioned use from outreach has increased.

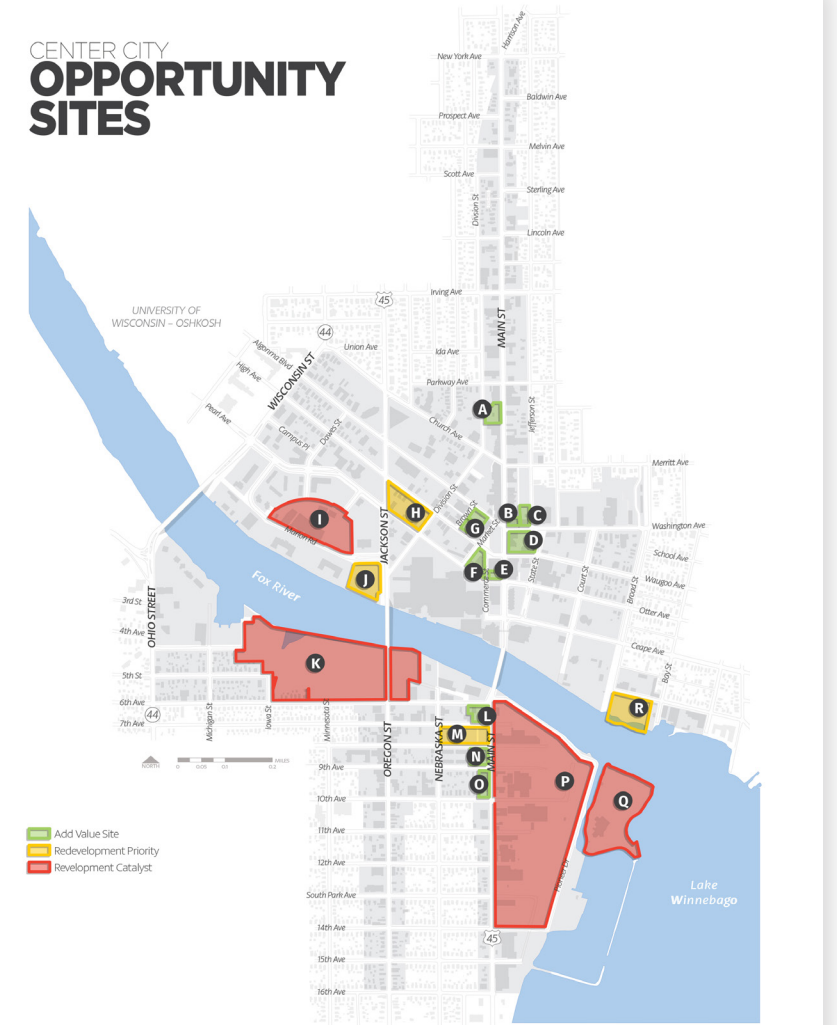
Redeveloping Pioneer Island

Participants stated that they would like to see vacant structures either torn down or repurposed, based on the quality of the building and the stability of the block. Much attention was paid to former industrial areas on the south side of the river. Participants noted façade improvements for historic South Main Street buildings and investment in blighted residential neighborhoods as top concerns.

Fox River Development

Residents noted the positive impact the Riverwalk has had on the waterfront and would like to see it completed. Further, many felt that this amenity could be complimented by additional private investment that could also capitalize on the scenery and recreation along the waterfront, including new mixed-use development and corporate campuses. Emphasis was placed on the South Shore.

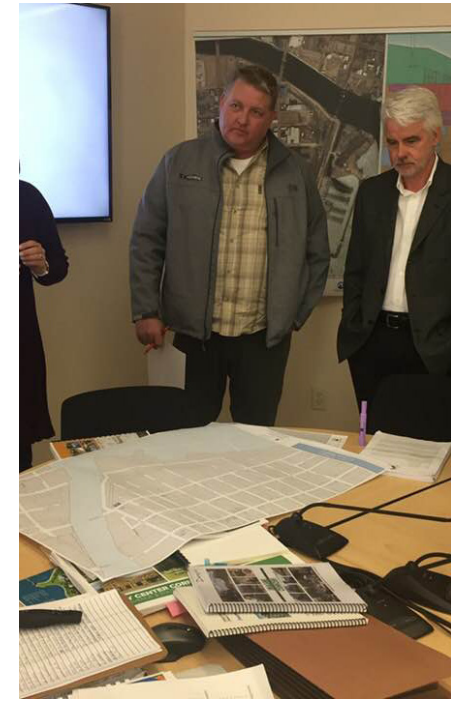
CENTER CITY OPPORTUNITY SITES



Opportunity Sites Map from the 2017 *Imagine Oshkosh Master Plan*

3: Land Use & Development

31



OUTREACH SUMMARY

Community outreach is critical to the Sawdust District Plan. Local outreach began with informative mailings sent to 79 property owners and stakeholders in the District, outlining the process and identifying the purpose of the Plan. The mailings provided a map of the District, a link to the Plan website, and included a request for input. Subsequent outreach efforts, detailed below, guided the planning process and is directly reflected in the recommendations and policies of the final Plan.

STAKEHOLDER INTERVIEWS

City staff conducted nine one-on-one key stakeholder interviews designed to provide individuals an opportunity to engage with the planning process in a conversational setting. The goal was to examine nuanced information in finer detail from local stakeholder perspectives, and to more accurately assess conditions and potentials. Interview questions focused on the following topics:

- Current District Character
- Future District Character
- Land Use
- Future of Development, Redevelopment, and Housing
- Environment
- Economic Development
- Transportation

SAWDUST DISTRICT ADVISORY GROUP (SDAG)

Between March 2018 and July 2019, the advisory group met nine times to provide input on the Plan. Participation in the SDAG regularly included between 12 and 18 residents, community stakeholders, and City staff. The group worked to establish boundaries for the district and the functional subareas, create a logo and branding elements for the project, and expand upon recommendations identified in *Imagine Oshkosh*. Most importantly, the group was tasked with providing feedback and input to City staff as the Plan was created.

Visioning Exercise

In May 2018, the SDAG participated in an interactive exercise using a strengths, weaknesses, opportunities, and threats (SWOT) format to further develop a vision for the Sawdust District. The results of the workshop provided direction for the vision and are directly reflected in the policies and recommendations of the Plan.

What is a Vision Statement?

The vision statement sets forth an aspirational narrative that articulates the collective desires of the community and serves as the foundation for the strategies and recommendations set forth in the Plan. Through a series of public meetings, the SDAG identified improvements and changes they would make in the District. Knowing the intent of the stakeholders, and working under the framework of *Imagine Oshkosh*, the SDAG developed the Sawdust District vision statement in coordination with City staff. The vision statement also incorporates other information gathered through the planning process and imagines the district as it will be in the future, expressing ideas and concepts and describing an ideal scenario.

Strengths

- Waterfront
- Walkable environment
- Local history
- Development ready area
- Quality buildings
- Available land
- City commitment to the area
- Major gateway
- Extends the Center City
- Adjacent neighborhoods

Opportunities

- Establish the area as an entertainment district
- Redevelopment of Pioneer Island
- Waterfront development
- New Menominee Nation Arena

Weaknesses

- Environmental conditions
- Railroad
- Blight on Pioneer Island
- Adjacent neighborhoods
- Complex development
- Not directly accessible from highway
- Too many property owners control available land

Threats

- Costly soil remediation
- Landowners may not want to develop or invest in their property
- Competition with other communities

SAWDUST DISTRICT PLAN

Recommendations for the Sawdust District are provided district-wide where appropriate. Detailed and specific recommendations are further defined for the six functional subareas.

In this Chapter:

- District-Wide Recommendation (page 12)
- Functional Subareas (page 28)

VISION STATEMENT

The Sawdust District, nestled in the heart of the Center City at the confluence of the Fox River and Lake Winnebago, is a regional destination containing an eclectic mix of businesses, entertainment venues, and residential opportunities. The dynamic neighborhood is active year-round, providing a variety of experiences for residents and visitors alike. People choose to live in the District due to the great quality of life supported by a diversity of housing options and convenient proximity to amenities, including shopping, lake and riverfront open spaces, trail connections, and a unique industrial heritage. Visitors come to enjoy the same amenities, and to experience the energetic excitement that surrounds Menominee Nation Arena on gameday or during a special event.

The pedestrian-friendly environment of the District, enhanced by thoughtful streetscaping and roadway design, encourages activity at a human scale. New development complements the existing eclectic character, and buildings with historic characteristics are treasured as local assets and an integral part of the City's fabric. Mixed use infill development along South Main Street has further encouraged people to interact daily with each other and their environment on the street. The District is well-connected to its surroundings, with development and transportation patterns engaging and respecting adjacent neighborhoods. Throughout Oshkosh, the Sawdust District waterfront has developed a reputation focused on public use and enjoyment, complementing the variety of activities and places found there.

GUIDING PRINCIPLES

Imagine Oshkosh included key recommendations specific to the Sawdust District. These remain valid and are expanded here as guiding principles for the **Sawdust District Master Plan**. Recommendations and strategies articulated throughout the Plan support these guiding principles.

Develop an Exciting, Mixed-Use District

The success of retail and dining options depend on a residential population in proximity. A good housing mix exists in the Sawdust District, however, enhancing excitement and vitality will depend on the introduction of new housing options and businesses arranged in a mixture of land uses. The **Sawdust District Master Plan** strives to strengthen the mixed-use environment to this end.

Encourage a Pedestrian-Oriented Environment

A mix of uses can also encourage pedestrian activity. The Plan intends to achieve a pedestrian-oriented environment for the District, especially along South Main Street, that improves mobility while minimizing pedestrian and automobile conflicts.

Capture the Eclectic Character

Historic buildings and features define the district. To maintain the unique, eclectic character they provide, the Plan focuses on preserving and integrating them into new development scenarios wherever possible.

Embrace the Waterfront

The confluence of the Fox River and Lake Winnebago provide a waterfront, which the Plan aims to further cultivate and expand as an asset for the District and the larger Oshkosh community. Development of the Riverwalk and improvements to Pioneer Island will reinforce the South Shore waterfront as a lively and valuable community gathering space.

Sawdust District Redevelopment Plan

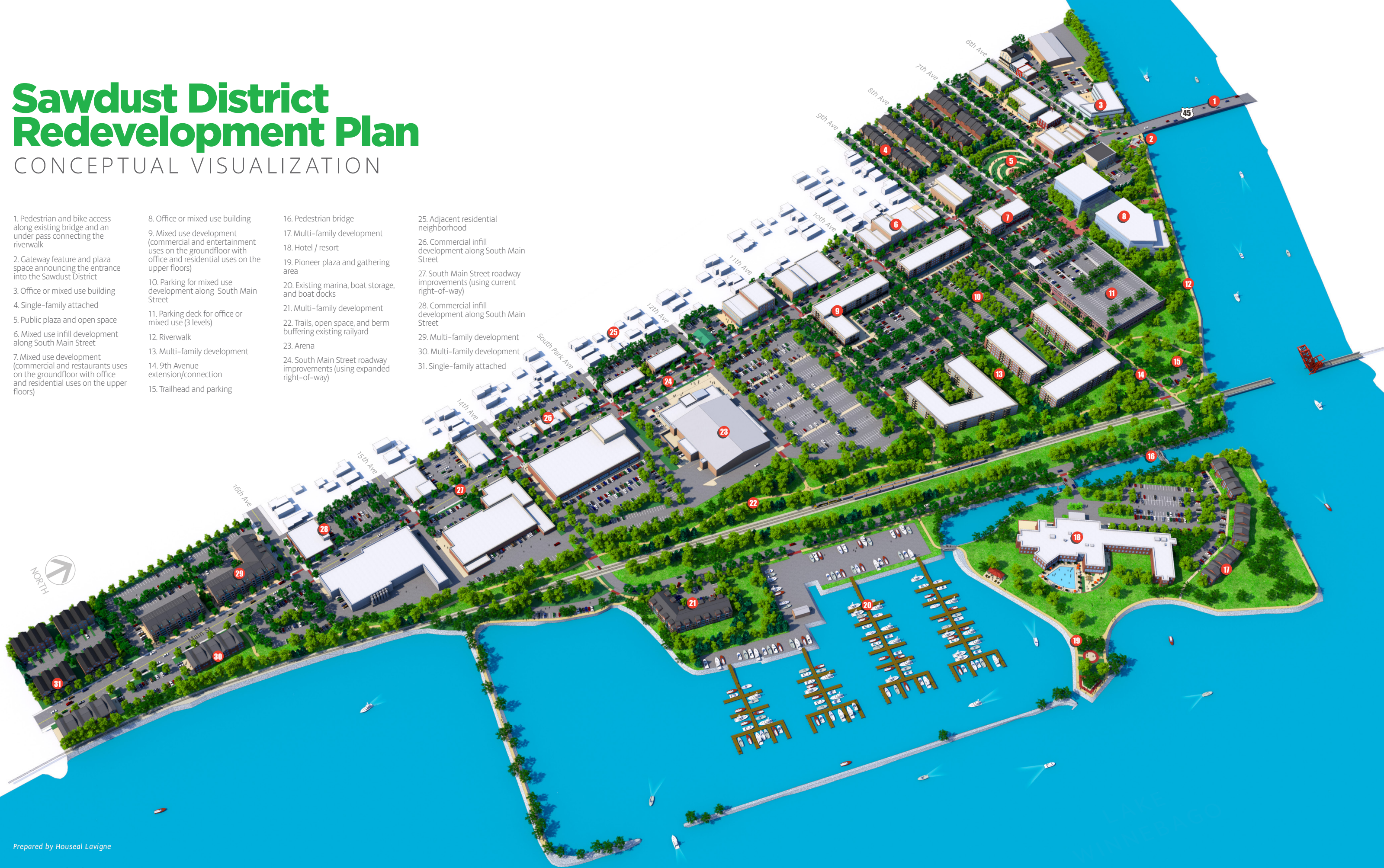
CONCEPTUAL VISUALIZATION

- 1. Pedestrian and bike access along existing bridge and an under pass connecting the riverwalk
- 2. Gateway feature and plaza space announcing the entrance into the Sawdust District
- 3. Office or mixed use building
- 4. Single-family attached
- 5. Public plaza and open space
- 6. Mixed use infill development along South Main Street
- 7. Mixed use development (commercial and restaurants uses on the ground floor with office and residential uses on the upper floors)

- 8. Office or mixed use building
- 9. Mixed use development (commercial and entertainment uses on the ground floor with office and residential uses on the upper floors)
- 10. Parking for mixed use development along South Main Street
- 11. Parking deck for office or mixed use (3 levels)
- 12. Riverwalk
- 13. Multi-family development
- 14. 9th Avenue extension/connection
- 15. Trailhead and parking

- 16. Pedestrian bridge
- 17. Multi-family development
- 18. Hotel / resort
- 19. Pioneer plaza and gathering area
- 20. Existing marina, boat storage, and boat docks
- 21. Multi-family development
- 22. Trails, open space, and berm buffering existing railyard
- 23. Arena
- 24. South Main Street roadway improvements (using expanded right-of-way)

- 25. Adjacent residential neighborhood
- 26. Commercial infill development along South Main Street
- 27. South Main Street roadway improvements (using current right-of-way)
- 28. Commercial infill development along South Main Street
- 29. Multi-family development
- 30. Multi-family development
- 31. Single-family attached



DISTRICT WIDE

Recommendations specific to the needs of each functional subarea establish the approach for improvement and enhancement going forward. Detailed and specific recommendations are articulated around desired land uses, catalytic sites, design and redevelopment, specific transportation improvements, public spaces, and placemaking components for each of the subareas.

In this section:

- Land Use (page 12)
- Transportation (page 14)
- Placemaking (page 23)



LAND USE

The Sawdust District contains a mix of land uses divided by South Main Street and framed by water on two sides, however, the prominence of vacant property and street-fronting surface lots can create the impression of an empty, inactive area. The land use plan serves as a blueprint for the location and type of future growth and development within the Sawdust District, outlining desired future uses on a parcel-by-parcel basis. The land use plan identifies uses for parcels to encourage new development that can create jobs and spur investment.

Land uses shown on the future land use map have been selected as appropriate in the Sawdust District based on fieldwork and outreach conducted for Imagine Oshkosh, as well as subsequent fieldwork, outreach, and aerial examination. The future land use map shows a potential scenario defining where specific land uses may be located. The functional subareas provide further information on specific land uses.

SINGLE-FAMILY ATTACHED

Rowhomes, townhomes, and duplexes increase density and act as a middle-scale housing component between single-family detached neighborhoods and multi-family developments. These uses should be considered in key areas to provide a seamless transition into single-family neighborhoods to the west and south of the Sawdust District.

MULTI-FAMILY

To generate pedestrian traffic and improve housing options for residents in all stages of life, multi-family housing should be developed in the district. There is significant opportunity for this housing type, including in new lakefront development areas near the marina, on either side of 10th Avenue, and at the south end of the District. Multi-family housing options should be available at a variety of price points in rental and condo configurations to serve young professionals, senior residents, and workforce residents.

MIXED USE

Mixed use development is key to the walkability of the Sawdust District and should be the definitive land use found along the South Main Street corridor. Mixed use developments improve housing options and increase local retail opportunities. Building types should contribute to the street wall that will define South Main Street.

COMMERCIAL

To serve the whole corridor, larger commercial developments should be considered between 14th and 15th Avenues on the east side of South Main Street. Parcels on the northwest side of 14th Avenue and South Main Street provide additional opportunity for commercial uses. Commercial uses in this part of the District should further support Arena activity and provide shopping opportunities for the whole neighborhood, with easy access from US 45 to the south.

ENTERTAINMENT AND HOSPITALITY

Entertainment and hospitality uses should be increased in the District. Catalyzed by the Menominee Nation Arena, new hospitality uses should be developed on Pioneer Island. New entertainment development should be encouraged immediately south of the Arena, providing additional opportunities to visitors and residents.

OFFICE

Office uses generate daytime activity and support local businesses and restaurants, especially during the lunch hour. Smaller office spaces should be considered on the east side of the South Main Street corridor between 14th and 16th Avenues. The parcel on the east side of South Main Street between 7th and 8th Avenues should be developed for a larger office/business park use with access to the South Main Street corridor and the Riverfront.



blendedwaxes.com



INDUSTRIAL

The industrial use on the south side of the District remains appropriate as South Main Street in the District transitions to US 45. This use should be maintained to provide stable employment and draw regional daytime activity to the area.

PARKS AND OPEN SPACE

Public open space should be further developed as a distinguishing feature of the District. Waterfronts are premium spaces, and the confluence of the Fox River and Lake Winnebago means that the District boasts two. The District should fully embrace these waterfronts by preserving public open space and providing river and lakefront access to all.

MARINA

The marina should be updated and maintained as a key waterfront component that contributes to the unique character of the Sawdust District. Long term, the marina use should continue to provide recreational opportunities for boating and fishing on Lake Winnebago.

RAILROAD

The Canadian National (CN) Railway right-of-way and the CN Oshkosh rail yard are components of CN's active North American rail network. The railroad right of way will remain active for the foreseeable future and should be maintained as a land use in the District.

PUBLIC PARKING

Public parking should be considered carefully to provide adequate space for the area. With new entertainment uses and a thriving South Main Street corridor, proposed parking between 8th and 9th Avenues should serve new open space along the riverfront, support new businesses along South Main Street, and provide convenient overflow access for evening events.

LAND USE PLAN

- | | |
|-------------------------------|----------------------|
| Single-Family Attached | Office |
| Multi-Family | Industrial |
| Mixed Use | Parks and Open Space |
| Commercial | Marina |
| Entertainment and Hospitality | Railroad |
| | Public Parking |



TRANSPORTATION

To support a dynamic environment, the District's transportation system must be comprehensive and multimodal. At the functional heart of the District is the need to get around – on foot, by bike, car, or bus. As an extension of the Center City, the Sawdust District should provide a pedestrian-oriented environment while accounting for the other modes. Adequate parking, without a surplus, should be available.

The Sawdust District already enjoys convenient access and mobility. As the desired increase in intensity of uses occurs, a fully connected system will need to be supported by the improvements identified in this section. These include planned and necessary capital improvement projects, parking recommendations, complete street principles, pedestrian and bicycle mobility enhancements, and transit connections.

COMPLETE STREET ELEMENTS

A complete street is a roadway that is designed to be safe for all users of the transportation network, including motorists, transit riders, bicyclists, and pedestrians. At its foundation, complete streets reclaim the roadways and equally account for the full spectrum of potential users. This does not mean that automobile movement is ignored, but rather, complete streets seek to incorporate sidewalks, bike lanes, transit stops, and other elements within the roadway.

A key recommendation in *Imagine Oshkosh* was to develop a complete streets plan. The City should also consider adopting a complete streets policy to encourage implementation of complete streets elements as road infrastructure is maintained and updated. The recommendations with the *Sawdust District Master Plan* are intended to align with a complete streets approach to the greatest extent possible, given roadway constraints in the District.

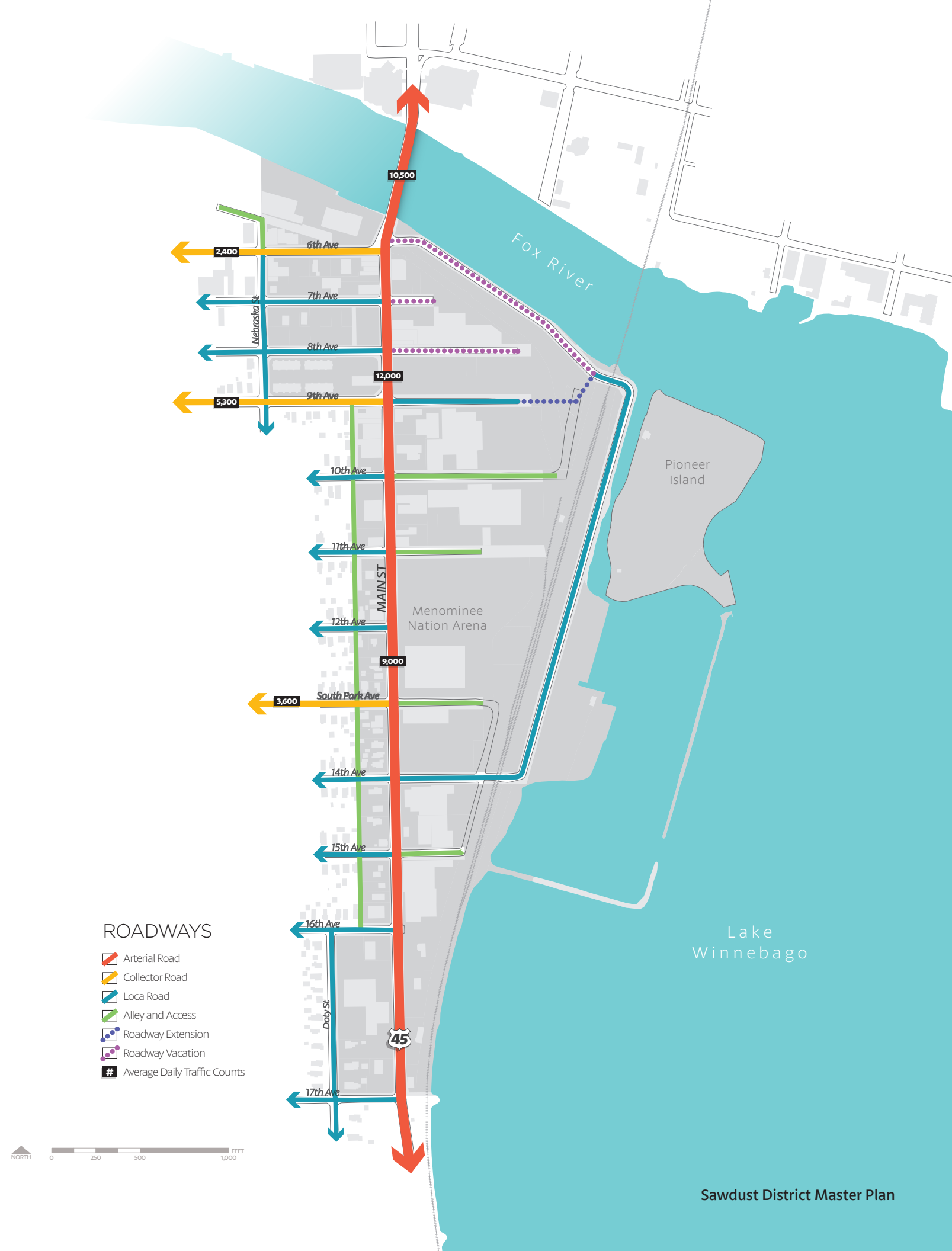
ROADWAYS

There are four types of roadways within the Sawdust District, each with their own design and purpose. Roadway types include:

- **Arterials** carry the major portion of trips entering and exiting the urban area. South Main Street is the only arterial in the District, functioning as a primary route in and out of Oshkosh.
- **Collector Roads** connect neighborhoods to South Main Street and are intended to provide access to neighborhood amenities and community facilities.
- **Local Roads** serve the largely single-family neighborhoods to the west of the District.
- **Alleys and Access Roads** provide utility and service connections for businesses in the District.

Changes to the roadway network within the Sawdust district include the extension or vacation of existing roadways.

- **Roadway Extensions** are proposed to improve connectivity and strategically complete the street grid.
- **Roadway Vacations** are intended to create opportunity for better access to the riverfront or to create opportunities to consolidate parcels for larger development or open space opportunities.

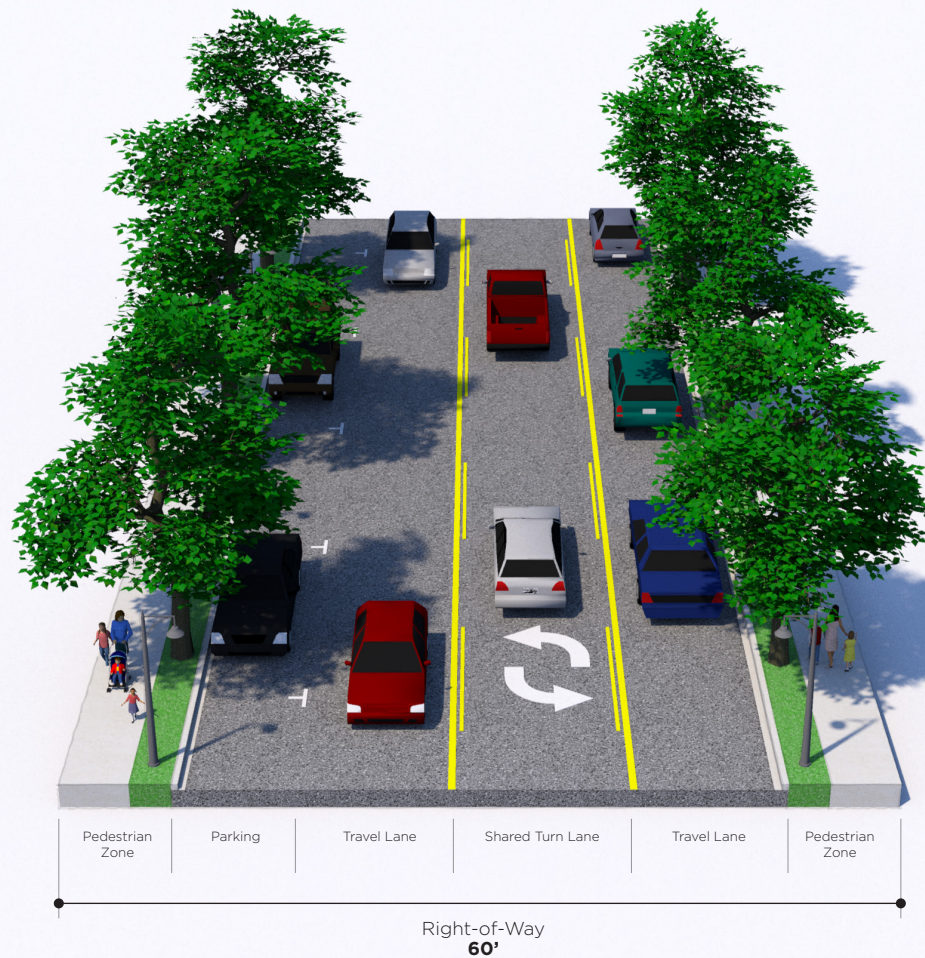


Collector Roads

The District is served by two collectors, 9th Avenue and South Park Avenue, each intended to connect surrounding neighborhoods to South Main Street and provide access community destinations, such as schools, churches, parks, and shopping areas. At the north end of the District, 6th Avenue is a collector road, designed to distribute and collect traffic between local roads and arterials. 6th, 9th, and South Park Avenues should be comfortable places to drive, walk, and bicycle.

Collector roads leading to and from the Sawdust District should be pedestrian-oriented with standard six-foot sidewalks, highly visible striped crosswalks, and parkways to create a separation between pedestrians and the roadway. The typical 60-foot right-of-way may also accommodate dedicated on-street parking or bike lanes. Streetlights should be both pedestrian and vehicularly scaled, with banners to promote the Sawdust District and special events. Street trees should be located within the parkway or in tree grates in the sidewalk depending on sidewalk width. Further, design elements from the South Main Street roadway treatment should be incorporated to reinforce a unified design theme throughout District. Utility lines should be buried if feasible.

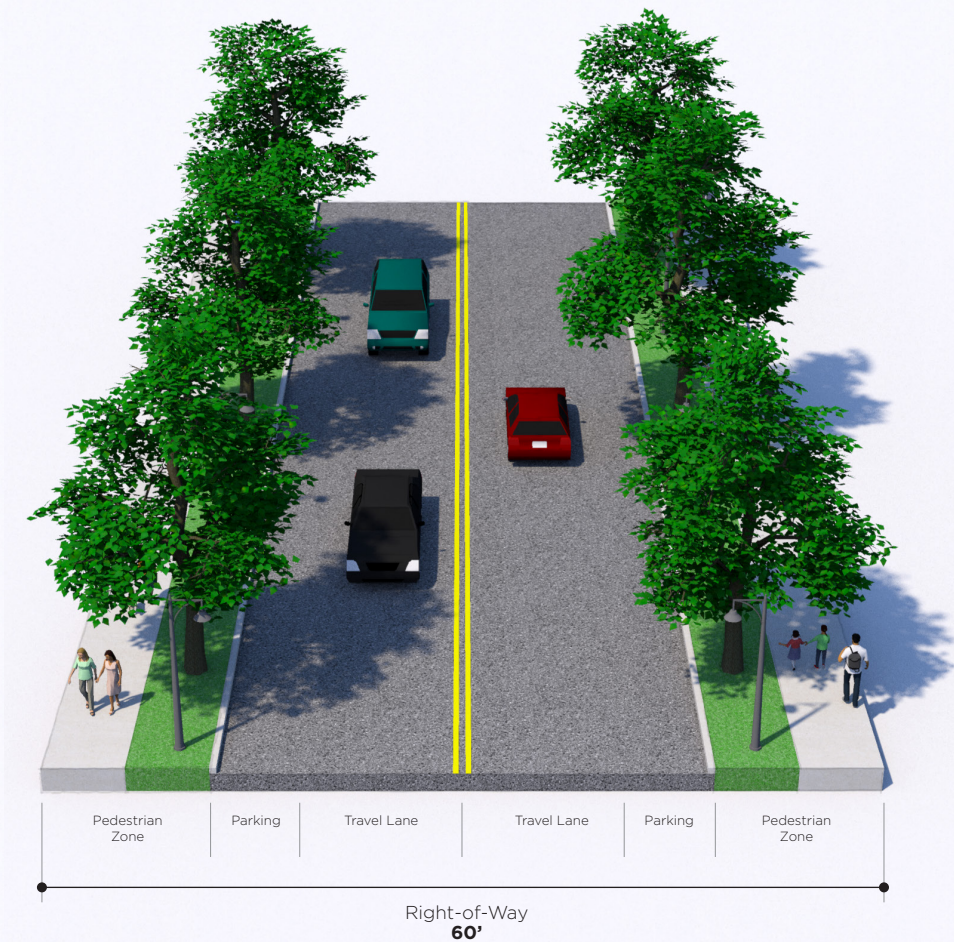
The City's 2020-2024 Capital Improvement Plan (CIP) identifies a possible project to reconstruct 9th Avenue from South Main Street to just west of the CN Railroad tracks. Recommended improvements should coordinate with this project.



Local Roads

Local roads serve the largely single-family neighborhoods to the west of the District, but also connect to South Main Street in alignment with the City's grid system.

Local roads are quieter and less busy than collector roads and connect adjacent neighborhoods to and from the District. Considering wide lane widths, parking may occur on-street but does not necessarily require demarcation. Standard six-foot sidewalks are appropriate within the pedestrian areas, along with a tree-line parkway to enhance the image of local roads. Streetlights within the parkway should be scaled for vehicles. Given the low volume of traffic, crosswalks do not necessarily have to be striped or formalized and designated bike lanes are not necessary.



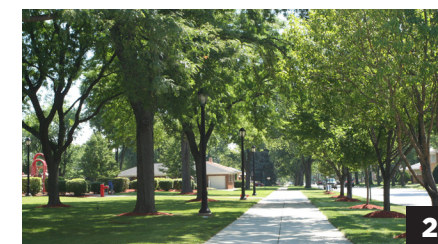
Alleys and Access Roads

Street-fronting buildings on the west side blocks of South Main Street between 9th and 16th Avenues are served by alleys, a workhorse component to the District's transportation system. Alleys provide convenient rear access to businesses for deliveries and garbage pickup, keeping the utilitarian side of local businesses out of the public thoroughfare. These alleys should be maintained as a key component of South Main Street. The conditions of the alleys should be well maintained and free of visual clutter or litter. Screening should be encouraged for unattractive outdoor utility boxes and trash cans.



Example Images

1.) Minor arterial roadway with on-street parking and landscaping 2.) Minor arterial roadway with decorative brick and designated parallel parking 3.) Minor arterial with decorative brick and designated parallel parking 4.) Collector roadway with parkway, landscaped median, and designated bike lane



Example Images

1.) Residential roadway 2.) Residential roadway 3.) Commercial uses parking and secondary access from alley 4.) Residential uses accessed from alley

SOUTH MAIN STREET

South Main Street functions as an arterial, carrying a major portion of trips into the Center City and functioning as a primary route in and out of Oshkosh. To the south, South Main Street transitions to Highway 45, a north-south United States highway spanning the country from border to border.

South Main Street serves as the spine of the Sawdust District and should be the focus of future roadway improvements. To be successful, South Main Street must exhibit design considerations and elements that work together to make the District attractive and welcoming. Many of these components can already be found in other areas of Oshkosh, a testament to past planning, decision making, and City leadership. South Main Street should further build on this existing foundation by creating a corridor that is highly accessible for both pedestrians and vehicles and landscaped where right-of-way width allows.

To foster a pedestrian environment, wide and comfortable sidewalks should be provided with opportunities for mid-block crossings. At key intersections, visible crosswalks with varied materials should be constructed to increase safety and create traffic-calming effects. Shade trees, attractive sidewalk landscaping, pedestrian-scaled lighting, and outdoor seating and amenities can also help strengthen pedestrian-orientation.

The City should work with property owners to enhance South Main Street with attractive storefronts featuring hospitable entrances, large display windows, and awnings. Mixed use buildings with commercial on the ground floor and office and/or residential above should be promoted to activate the corridor, along with rooftop spaces and sidewalk cafes. Public gathering places and open spaces are also desirable. On-street parking should be provided for convenience, but also for pedestrian comfort. Parking lots should be located behind buildings with attractive paths connecting to the street.

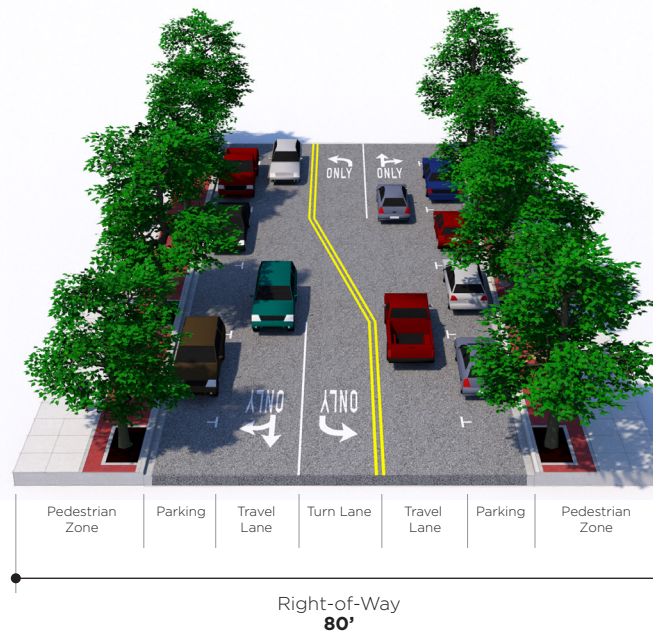
The most recent South Main Street traffic counts were conducted in 2019 for the segment between 8th and 9th Avenues in the District. AADT was measured at 12,200 vehicles. An additional South Main Street count measured AADT at 9,000 vehicles between South Park Avenue and 12th Avenue in 2016.

The City's 2020-2024 Capital Improvement Plan (CIP) identifies the entire section of South Main Street in the District for full reconstruction in 2023, including public utilities and laterals. The Plan divides South Main Street into three improvement sections, with a variety of recommendations to be considered based on traffic volumes and surrounding uses. These recommendations should be considered before and during reconstruction.



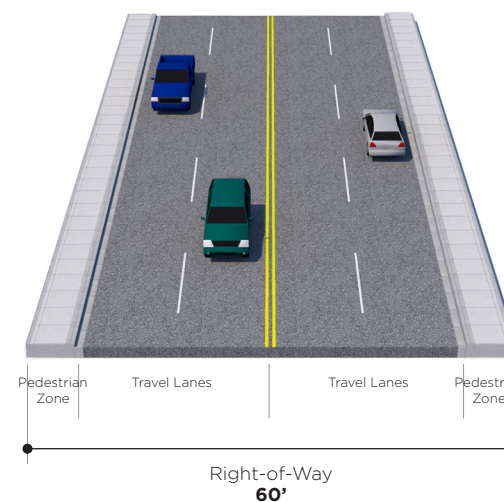
6th Avenue to 8th Avenue

This section should undergo a road diet to allow for a central turning lane and a wider pedestrian zone. A road diet reduces lanes in number or size to use the space for other modes of transportation or street elements. In this case, wider sidewalks with grated trees are added to provide a safer and more comfortable pedestrian experience. Due to the lack of space for bike lanes, bike infrastructure can be provided as sharrows along travel lanes. Sharrows indicate bicyclists share lanes with automobile traffic. Bikeway facilities are further defined in the bike network section.



8th Avenue to South Park Avenue

The most significant enhancements and road diet should be implemented along this section. As development occurs, property along the east side of South Main Street should be acquired to increase the right-of-way to 80 feet by extending it eastward. The new roadway composition should include two on-street parking lanes, two travel lanes, a central turning lane, and wide sidewalks with grated trees. Bike infrastructure should be provided as on-street sharrows or by converting a parking lane to dedicated bike lanes.



South Park Avenue to 17th Avenue

Due to the limited width of this section's right-of-way at 60 feet, decreased lane widths to 11 feet should be considered. Landscaping should be provided on either side of the road, and six-foot sidewalks should be maintained.

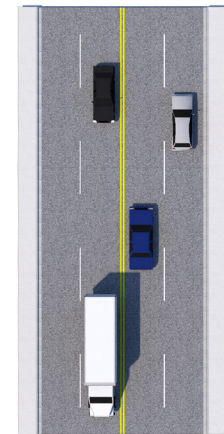
PHASING OF SOUTH MAIN STREET ROAD DIET

As road diets can be a costly and lengthy process, intermediate improvements can be implemented to provide initial, short term enhancements. The City should phase improvements between 8th Street and South Park Avenue as short and long term improvements.

Existing Cross Section

This cross section displays the existing conditions of South Main Street. Currently, there is a lack of landscaping and sidewalks run directly next to oncoming traffic, creating an uncomfortable walking experience.

PLAN VIEW



SOUTHEAST VIEW OF MAIN STREET



Short Term Improvements

Within the next two to three years, the City should restripe South Main Street to designate on-street parking, two travel lanes, and a central turning lane. Interim striping can improve the roadway before the larger improvements outlined in the CIP take place.



Long Term Improvements

After the acquisition of additional land to the east, the City should expand the right-of-way eastward to include wide pedestrian areas on both sides of the street with sidewalks, grated trees, two on-street parking lanes, two travel lanes, and a central turning lane.





PARKING

Parking in the Sawdust District should accommodate visitors, employees, and residents. Parking areas should consist of a combination of on-street parking and carefully considered off-street parking lots or structures.

On-Street Parking

On-street parking areas should be designed to provide short-term convenient parking. On-street parking narrows the street crossing width, encourages slower speeds, and provides a buffer between moving motor vehicle traffic and pedestrians along a sidewalk. A road diet and right-of-way expansion along South Main Street from 7th Avenue to South Park Avenue will allow for parallel on-street parking. Additional on-street parking should be considered along collector roads. On South Main Street, businesses should be permitted to count on-street parking in front of the business toward parking minimums, reducing the need for additional off-street parking.

Off-Street Parking

Off-street parking lots and structures should be designed and located so that they are safe, efficient, and do not disrupt the pedestrian scale of the Sawdust District. Off-street public parking is proposed between 8th and 9th Avenues and Nebraska Street and 8th Avenue to serve new open space along the riverfront and businesses along South Main Street. It should also provide convenient access for overflow evening event parking when needed. Long term, a parking structure should be considered between 8th and 9th Avenues before additional surface lots are developed. The structure should be set behind street-fronting mixed use buildings on South Main Street and should be screened and landscaped on the ground floor to maintain a pleasant pedestrian experience.

Design

Certain off-street parking designs should be implemented along South Main Street throughout the District:

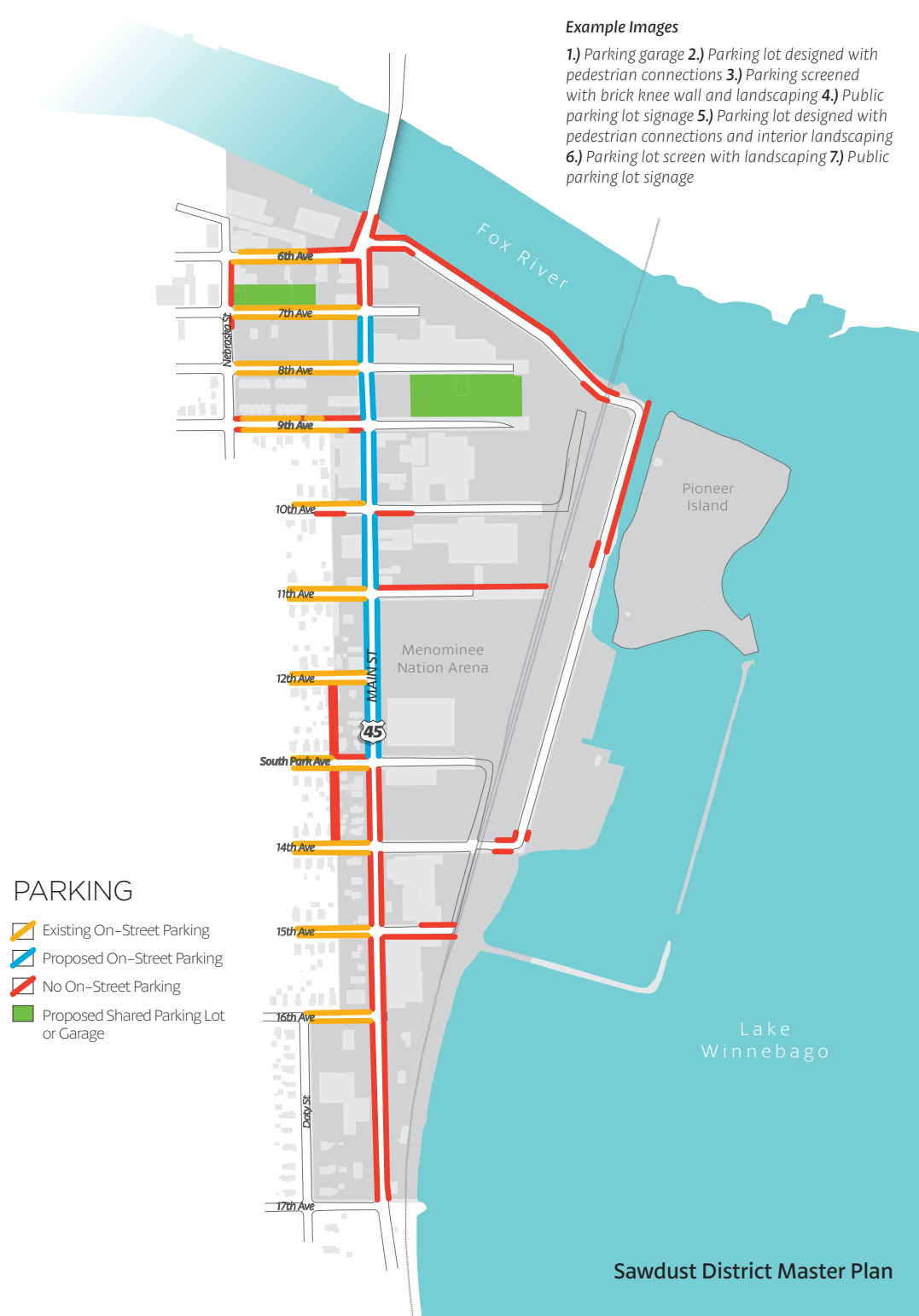
- Between 6th Avenue and 11th Avenue, parking should be not be visible from South Main Street. All parking, whether public parking or an accessory lot for a business, should be accessed off a side street and located to the rear of buildings wherever possible.
- From 11th Avenue to 17th Avenue, parking located along South Main Street should be accessed from the cross street to reduce the number of curb cuts.
- All parking lots should be well landscaped and screened from South Main Street.

Shared Parking

Shared parking is a best practice which allows for parking to support different uses at different times of day. Shared parking can be formed by agreement between two businesses, or between a business and the City. An example in the Sawdust District could be the Arena offering daytime parking to support local businesses when no Arena events are scheduled. The City should investigate shared parking agreements to maximize existing surface lots in the District. Public parking furthers the shared parking concept by providing facilities for all to use.

Parking Signage

Public awareness should be improved with methods to inform the community of public parking options within the Sawdust District. The development and implementation of a signage and wayfinding program, community outreach efforts, and a public parking branding strategy that is cohesive with Center City parking should make access easy and clear, especially for visitors.



Example Images
 1.) Parking garage 2.) Parking lot designed with pedestrian connections 3.) Parking screened with brick knee wall and landscaping 4.) Public parking lot signage 5.) Parking lot designed with pedestrian connections and interior landscaping 6.) Parking lot screen with landscaping 7.) Public parking lot signage



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TRAILS

The Sawdust District has the capacity to improve on the larger Oshkosh trail network by developing key trail segments and connections to the Riverwalk along the Fox River and Lake Winnebago. New lake and riverfront development should continue to incorporate trail connections. A new trail along the existing railway should be developed to provide a key north-south route in the District, providing connections to the Riverwalk at the trailhead locations and contributing to a cohesive system. Ultimately the trail system in the District should be pleasant but also utilitarian, serving as both a useful transportation connection and a place for leisure. Trail wayfinding should cohesively integrate with the bikeway wayfinding system.

Trailheads

The two proposed trailheads should provide active transportation nodes, acting as multimodal basecamps along the waterfront, connecting trails, the Riverwalk, and bike routes. The first, at 9th Avenue and Pioneer Drive, should be the nonmotorized gateway to the District and the waterfront. Trailhead signage should include a history of the Sawdust District and provide a wayfinding map to encourage enjoyment of the area on foot. Water fountains, benches, and dog waste stations should be provided.

At 14th Avenue and Pioneer Drive, a south gateway trailhead should mark the entrance to the system with similar amenities provided. The 14th Avenue trailhead should connect to the marina, orienting trail users to the waterfront and boaters to the District.

BIKE NETWORK

To encourage biking as a viable, safe, and enjoyable mode of transportation in the District, a quality bike network should be developed. Close consideration should be given to the detailed bike and pedestrian improvements outlined in the City's 2019 Bike and Pedestrian Master Plan. The network should be well-connected and defined along key arterials and collector roads, allowing residents from adjacent neighborhoods and even from neighboring communities to feel comfortable biking throughout the Sawdust District.

Expanding the Network

The City's 2019 Bike and Pedestrian Master Plan identified South Main Street, 12th Avenue, Pioneer Drive, and the Riverwalk around the perimeter of Pioneer Island as new bikeway facilities which should be developed.

The Bike and Pedestrian Master Plan included the following criteria for identifying recommended facilities:

- Formalizing safe routes from origins to destinations.
- Eliminating gaps within the current network.
- Continuing the expansion of the existing off-road facilities utilizing natural and other areas of opportunity.
- Improve access and connectivity for bicyclists and pedestrians within the Oshkosh community.

The Sawdust District offers great potential to improve recommended facilities that meet each of these criteria while adding a new waterfront component to the City's bike network. On-street, improvements should include dedicated bike lanes wherever right-of-way width allows; where lanes cannot accommodate a full bike lane, sharrows demarcating shared-lane routes should be incorporated. Bikeways should be well-marked by necessary striping and pavement markings. All bikeways should be clearly designated with signage, which can be incorporated within a broader wayfinding program as well as streetscaping enhancement projects. Bikeway wayfinding should also cohesively integrate with the trail wayfinding system.

Bicycle Parking

To encourage bicycle usage within the Sawdust District, additional bike racks should be added along designated bicycle routes and at key destinations such as the two trailhead locations. Bicycle parking should be incorporated within any streetscaping enhancement projects. To encourage shopping by bike, the City should work with local businesses to implement a bike parking request program, allowing business owners to request bike racks for the right-of-way in front of their store. The City should investigate using on-street parking spaces on certain blocks for bike parking corrals, which would provide parking for 10 to 20 bikes in the space previously occupied by one parked vehicle.



Example Images

1.) Trail signage with map of community's parks and trails system 2.) Bike route directional signage 3.) Section of trail along water with protective bollards 4.) Marked on-street bike lane 5.) Decorative bike parking 6.) Bike intersection crossing 7.) River side trail with painted lanes



SIDEWALKS

Movement of pedestrians throughout the District is critical. A safe and attractive pedestrian environment can significantly contribute to the overall comfort, character, and appeal of the Sawdust District, helping catalyze additional investment. The width, placement, and design of sidewalks, as well as their use on different roadway classifications, can have a significant impact on pedestrian comfort and overall use. As opportunities arise in the Sawdust District, and especially in coordination with South Main Street capital improvements, the City should utilize sidewalk best practices which take into consideration specific needs for the roadway. These should be incorporated within streetscaping, general maintenance, and other public works projects to gradually update sidewalk gaps, creating a complete, well-connected sidewalk network.

Sidewalk Zones

Well-functioning sidewalks consist of four distinct zones of activity that provide for a safe and comfortable pedestrian experience. This includes a frontage zone to buffer the building from pedestrians and allow space for dining or merchandise displays; a pedestrian zone that is free of obstacles for people to travel; a utility zone for trees, planters, and light and utility poles; and a curb zone that serves as a transition area between the sidewalk and road.

Sidewalk Types

Curb-side sidewalks are directly adjacent to the roadway. This sidewalk placement can create an uncomfortable pedestrian experience, with pedestrians adjacent to moving traffic. Curb-side sidewalks should be a minimum of six feet in width with a preferred width of eight feet to provide a wider buffer to the travel lanes. The presence of on-street parking can assist to create a barrier between the sidewalk and traffic, while textured pavers, planters, and street trees can enhance long expanses of pavement.

Parkway sidewalks are separated from the roadway with landscaping elements such as grass, flowers, or trees. Where the right-of-way allows, parkway sidewalks are the preferred sidewalk treatment to provide a landscaped buffer between pedestrians and vehicles. In addition to enhancing pedestrian safety, parkways have the potential to accommodate sustainable landscaping techniques including bioswales, rainwater inlets, and rain gardens, as well as provide opportunities to establish a tree canopy.

INTERSECTIONS AND CROSSWALKS

The safe and easy crossing of roads is integral to a pedestrian-oriented environment. Common tools utilized to aid in safe crossing include signage, striping, countdown timers, and bump-outs. The type of tools used should vary based on the functional classification of the intersecting roadways, surrounding land uses, and type of pedestrian route.

Transverse Crosswalks

These are traditional crosswalk markings, using two parallel bands to delineate pedestrian space. This type of crosswalk marking is difficult for motorists to see, which poses a safety hazard to pedestrians. Transverse crosswalks should not be used.

Continental Crosswalk

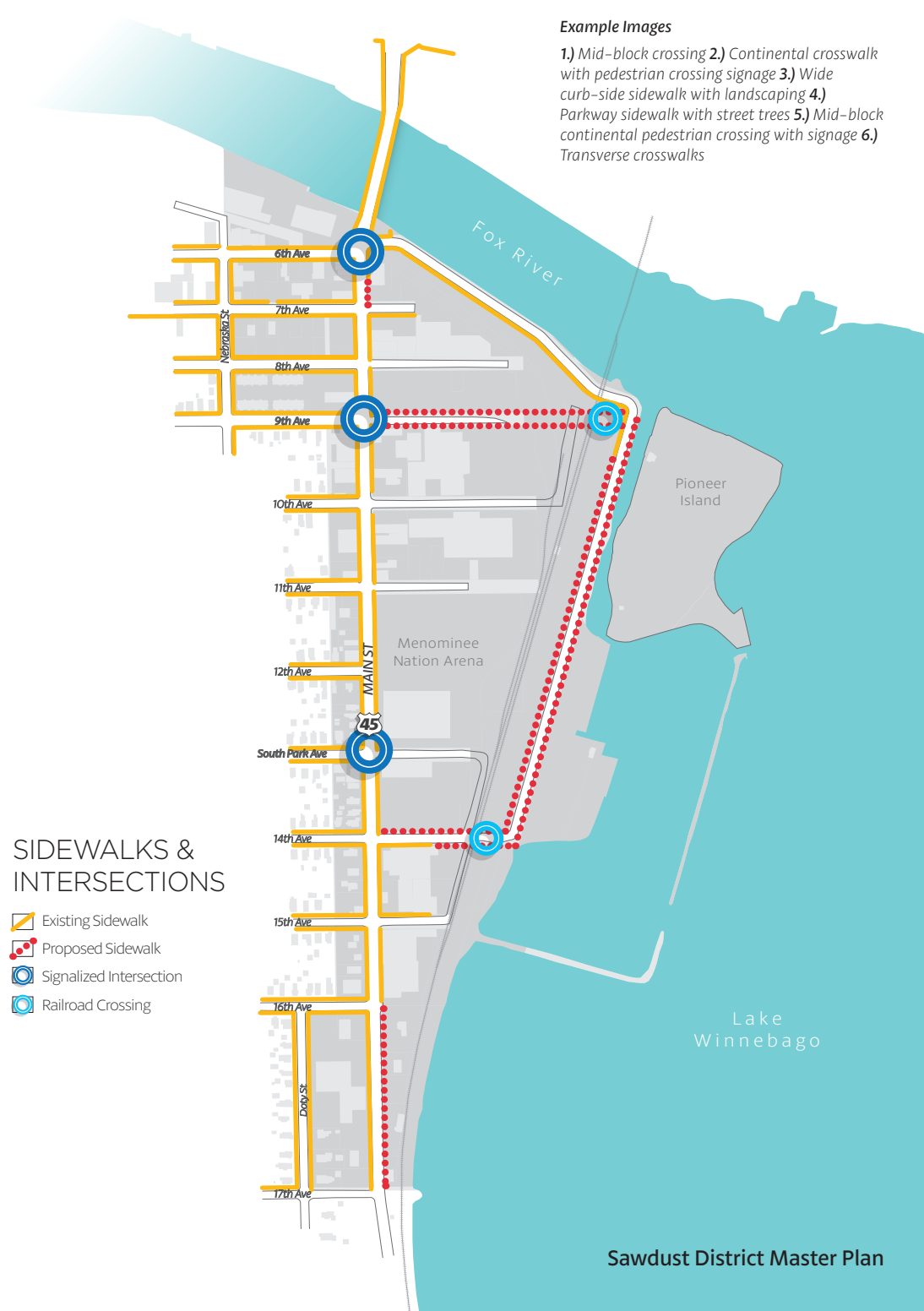
These crosswalks are considered high-visibility, which are more easily seen by drivers. Use of continental crosswalks rather than transverse crosswalk markings have been shown to significantly increase intersection safety. These should be implemented as a best practice for all non-signalized South Main Street crossings in the District.

Decorative Crosswalk

These crosswalks delineate pedestrian crossing areas using decorative elements, such as colored or textured concrete or stamped asphalt. They create a sense of place and identity within an area; however, low contrast designs can lead to decreased visibility. This crosswalk treatment is best used for roadways with slow travel speeds and few travel lanes and can be combined with continental crosswalks to further increase visibility. The City should consider decorative components for crosswalks at key signalized intersections, including at South Park and South Main Street, and at 6th Avenue and South Main Street.

Signalized Intersections

Signalized intersections are the busiest and most prominent intersections within the District. Signalized intersections are on South Main Street at 6th Avenue, 9th Avenue, and South Park Avenue which should be considered the core intersections of the District. As definitive stopping points for passing motor vehicles, these should be a focus for street-fronting buildout as development occurs.



Example Images

1.) Mid-block crossing 2.) Continental crosswalk with pedestrian crossing signage 3.) Wide curb-side sidewalk with landscaping 4.) Parkway sidewalk with street trees 5.) Mid-block continental pedestrian crossing with signage 6.) Transverse crosswalks



PUBLIC TRANSIT

Go Transit serves the City of Oshkosh with reliable, affordable, and accessible public transportation. The Sawdust District benefits from the system's Witzel/9th route, which operates along South Main Street at the north side of the District. One stop is provided at the corner of 7th Avenue and South Main Street as the bus heads northbound toward the Center City on a circulator route.

Coordinating with Development

As the Sawdust District develops, the City should work with Go Transit to provide a total of three stops and a new loop on the Witzel/9th route. New route patterns and transit stops should be considered as follows:

- As the bus proceeds east, it should turn right instead of left on South Main Street.
- A new transit stop should be provided at South Park Avenue to serve Menominee Nation Arena and the surrounding area.
- The bus should travel east on 14th Avenue before heading north on Pioneer Drive.
- An additional new transit stop should be sited near the pedestrian bridge to Pioneer Island to serve new development.
- The bus should turn left on the newly connected 9th Avenue before turning right on South Main Street.
- The bus should resume the normal route and stop at 7th Avenue before heading into the Center City.

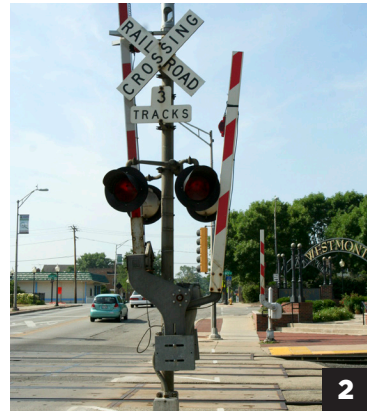
Stop and Shelters

Transit stops in the District should be fully improved with benches, shelters, and informational signage. These improvements should include a branding effort to contribute to the image of the Sawdust District.

Example Images

- Bus stop and shelter
- Bus route map and schedule at bus stop
- Oshkosh bus
- Bus shelter
- Pioneer Resort
- Menominee National Arena





RAILROADS

The Canadian National (CN) Railway provides a reminder of the industrial heritage of the District and the important role that freight transportation still plays in the City. The active CN rail line runs through the eastern portion of the Sawdust District in a north-south direction. More than 20 trains per day use the rail line, which extends from Fond du Lac through Oshkosh, heading north to Neenah, Menasha, and Appleton. The rail line and switching lines form a physical barrier between Pioneer Island and the properties to the west along South Main Street.

With no grade-separated railroad crossings, the rail line threatens connectivity between Pioneer Island and the rest of the Sawdust District. The height of the railroad bridge over the Fox River creates an additional barrier which disrupts boat travel and inhibits the extension of the Riverwalk further east to Lake Winnebago. In addition, the rail line acts as a major barrier to lakefront development and investment to the Sawdust District.

Mitigating Rail Impacts

Beautification elements, such as landscaping, decorative streetlights, or new railroad gates, should be incorporated to decrease the relatively industrial character and improve the overall appearance of the corridor.

Railroad Crossings

With more pedestrian and bicyclist activity, safety around the railroad should be improved. The trail crossing at the railroad should be enhanced with crossing gates, flashing light signals, crossbuck signs, audible devices, and pavement markings. In addition to the existing crossing gates, the Pioneer Drive rail crossing at the north side of the District and the 14th Avenue crossing to the south should include approaching sidewalks, flashing light signals, crossbuck signs, audible devices, and pavement markings.

TRUCK ROUTES

The City of Oshkosh has several designated multi-axle truck routes used for the delivery of industrial and commercial goods. While designated truck routes prevent significant noise and traffic impacts to local roads, the concentration of truck traffic on key corridors can have negative impacts on the areas they cross. South Main Street and 9th Avenue are existing designated truck routes that run through the Sawdust District, which the City should closely monitor. As the Sawdust District redevelops and move away from its industrial past, truck routes may become a hindrance to pedestrian-oriented developments, particularly along South Main Street. As necessary, truck routes should be reviewed for rerouting to protect pedestrian-oriented environments, while still allowing for efficient movement of trucks within the community.

Example Images

1.) Railroad buffer from surroundings by vegetation 2-4.) Railroad crossing with crossing gate and flashing light signals 5.) Truck route through community's traditional downtown area 6.) Truck route through community's commercial corridor





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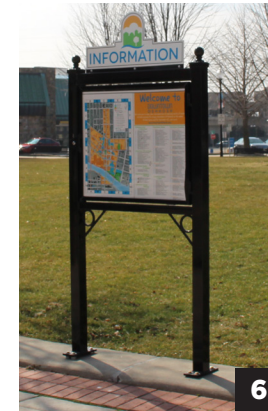
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PLACEMAKING

The success of the Sawdust District will be defined by its character. Placemaking is focused on creating public spaces that promote activity and identity. This section provides recommendations to improve the District's function and to make this segment of South Main Street a destination street. Specifically, it addresses the relationship between people, the built form, and public spaces. Placemaking is intended to foster a comfortable, active, and attractive character for the Sawdust District.

STREETSCAPING

South Main Street should feature streetscaping that is heavily pedestrian-oriented to improve the aesthetic and connectivity across the Sawdust District. Streetscape improvements, including lighting, sidewalks, signage, gateways and wayfinding, public art, and gathering spaces should continue to be implemented to enhance the image and appearance of the District. Streetlights should be both pedestrian scaled, with banners to promote the Sawdust District and its special events.

Street trees should be located within the parkway or in tree grates in the sidewalk depending on sidewalk width. New streetscaping and pedestrian enhancements will improve connectivity across the Sawdust District.

Gateway and Wayfinding Signage

To announce arrival to the Sawdust District, gateway features should be employed in key locations. Gateway features can be achieved through signage at ground level or through unique architectural elements. Attractive landscaping should work with lighting and other vertical design features to complement the signage and architectural elements. A north gateway feature should be developed at 6th Avenue and South Main Street, and a south gateway feature at 17th Avenue and South Main Street. Trailheads should also act as gateways, connecting trail users to bikeways, the Riverwalk, the waterfront, and the marina.

Wayfinding signage assists people in finding important community landmarks, while enhancing the streetscape. Like gateway features, wayfinding should consist of signage complemented by landscaping and lighting. Wayfinding features should be in key locations to direct people to destinations.

In the Sawdust District, it is important that a visitor knows which streets access the waterfront, how to get to Menominee Nation Arena, and where to find parking. Additionally, wayfinding should direct visitors to historic sites and buildings.

A component of wayfinding should include distinct signage along the Riverwalk. This should be cohesive with the overall branding effort for the District, but also indicate the connection to the City's existing network of bikeways and trails. Improvements such as mile markers can benefit bicyclists and joggers. Riverwalk signage may also include the distance to the Center City and other Oshkosh landmarks accessible on foot or by bike outside of the Sawdust District.

Major and Minor Gateway Features

Larger, more prominent gateway features should be located along the South Main Street at 6th Avenue, 9th Avenue, and South Park Avenue. Additional minor gateways can be developed along secondary roadways as deemed necessary per traffic counts and future development.

Public Art

Public art can foster community pride, encourage healthier lifestyles, reduce vandalism and cost, expand learning and awareness, and strengthen the local art community. Public art installations should be prioritized within the Sawdust District to improve the area's appearance, vitality, and interest. Public art installations should be prioritized at prominent locations, such as the key north and south gateways.

As the Sawdust District develops, additional artistic elements should be incorporated. Local artists should be invited to participate in streetscape or infrastructure projects to create a more cohesive identity and take full advantage of capital improvement projects and investment.

GATEWAY & WAYFINDING

- Major Gateway Feature
- Minor Gateway Element
- Wayfinding Signage



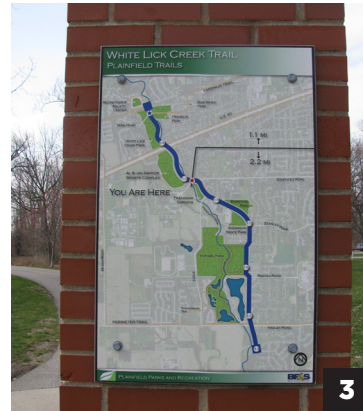
Example Images
 1.) Downtown Oshkosh wayfinding signage
 2.) Informational signage about public art displayed in a community
 3.) Mural representing the community
 4.) Public art on a street corner
 5.) Wayfinding signage with brochures for nearby businesses and events
 6.) Information map and key
 7.) Public art built into natural landscape



1



2



3



4



5



6

CONNECTIONS TO THE WATER

As a community with access to a river and lake, Oshkosh has the advantage of drawing in residents and visitors to partake in a variety of water-based recreation, events, and activities.

Riverwalk

When completed, the full Riverwalk will be nearly continuous along both sides of the Fox River from Wisconsin Street in the west to Lake Winnebago in the east, connecting with the University of Wisconsin via the Oshkosh and the Wiouwash Trail. At present, the northern shore of the project is complete while the south shore portion in the Sawdust District remains mostly incomplete.

The Riverwalk is key for the activity and liveliness of the District. The proposed Riverwalk segments will provide access to Pioneer Island and Lake Winnebago, and to adjacent developments where appropriate. Views and access to the water should be maximized and enhanced whenever and wherever possible. The Riverwalk should provide pedestrian access to popular fishing on Lake Winnebago, well-known for its walleye and ice fishing.

While the Riverwalk should support bike and pedestrian activity in the summer, it should not limit access for this year-round sport.

Interim Connections

As the City works with property owners to acquire easements for riverfront access, interim connections should be established for Riverwalk gaps. These should include on-street wayfinding, directing pedestrians and bicyclists to low-stress routes that return them to the Riverwalk quickly and efficiently.

South Main Street Bridge

The South Main Street bridge establishes the north point of entry to the District. While sidewalks are provided, the City should investigate defining a bike route on the bridge deck with signage and pavement markings. Existing road width and bridge infrastructure constraints may limit pavement markings to sharrows rather than a dedicated bike lane.

Where the south end of the bridge meets Pioneer Drive, the City should construct a Riverwalk underpass to provide stress-free off-road access for bicyclists, pedestrians, and joggers, improving the District's capacity and connectivity for recreational use.

Marina

The marina should be developed as an active water recreation area for the Sawdust District. Development and reinvestment in this area should leverage the waterfront area as a community amenity by improving public access to the waterfront and maintaining views of the water and horizon. New development should pull the lakefront and water areas inland, rather than walling off the waterfront from other parts of the community. As new multi-family development occurs near the marina, the City should work to ensure compatibility between the uses.

Pioneer Island

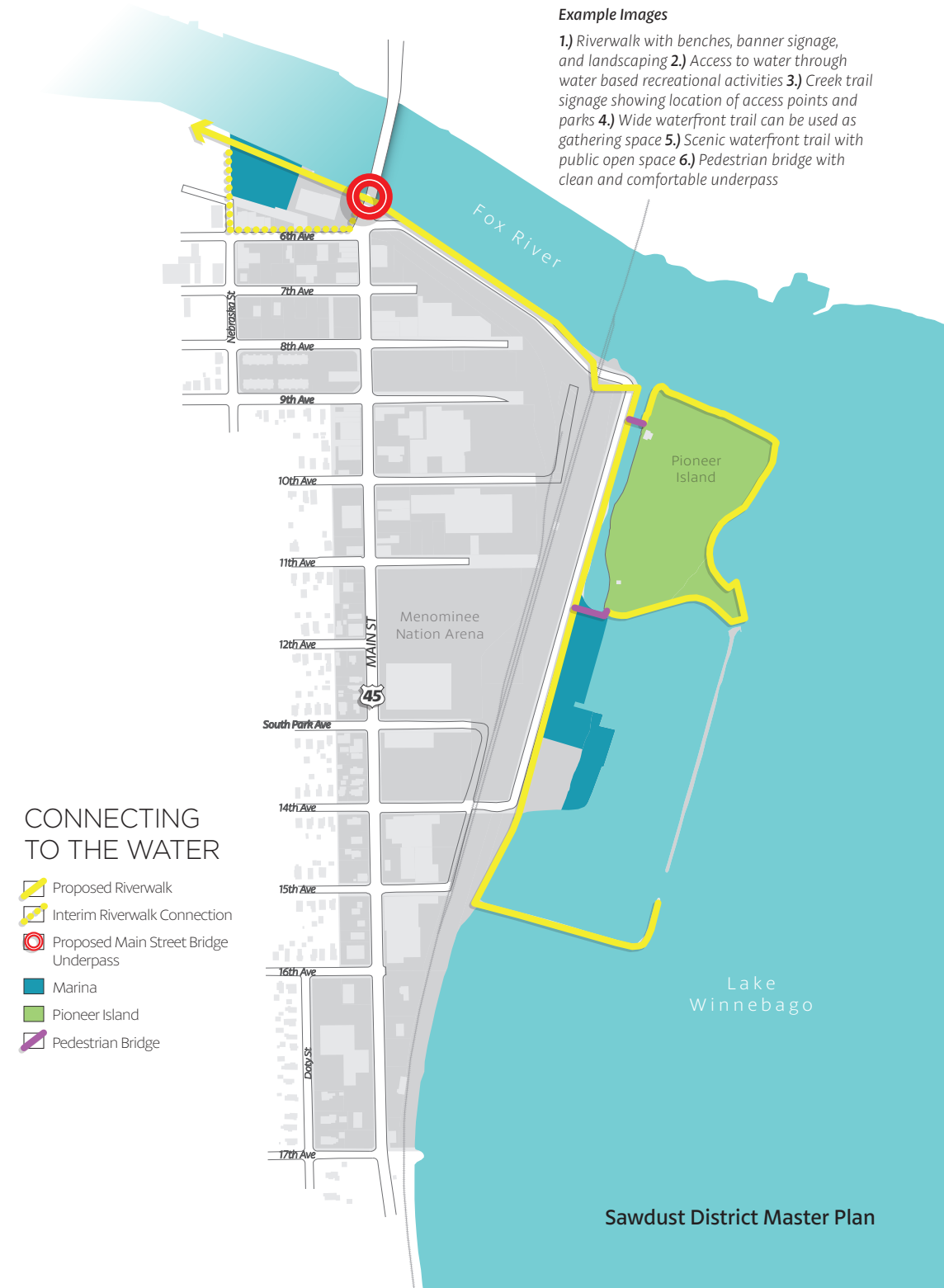
Pioneer Island is located east of Pioneer Drive near the confluence of the Fox River and Lake Winnebago. Previously a resort, operations have since ceased and the facilities remain vacant. Moving forward, the City should redevelop Pioneer Island as a new resort or entertainment-based facility, with an adjacent residential component. A plaza-style public gathering space on the southeast tip of the island should be provided, giving opportunities for events such as concerts, weddings, and community activities. Given the unique location and high visibility of this site, it should be developed as a pinnacle development and focal point for the District, providing beautiful views of the lake and welcoming individuals traveling into the community from the water.

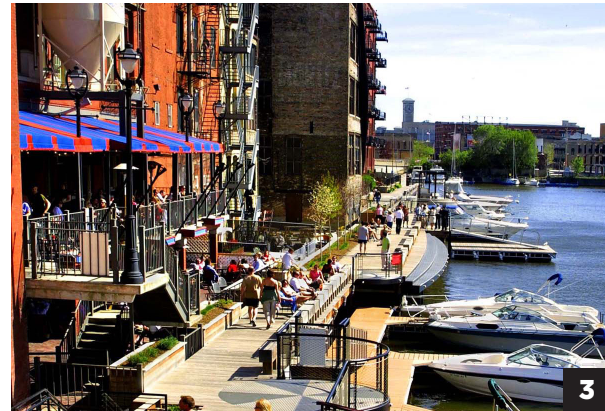
Pedestrian Bridge

The Pioneer Island pedestrian bridge sits unused, connecting the northwest corner of the island to the mainland. As the island is redeveloped, the City should undertake a structural study and return it to service, providing increased bike and pedestrian connection to the island. Access points are key to good trail networks. Providing dedicated car-free access to Pioneer Island will encourage users to enjoy this segment of the Riverwalk around the island perimeter.

Example Images

1.) Riverwalk with benches, banner signage, and landscaping 2.) Access to water through water based recreational activities 3.) Creek trail signage showing location of access points and parks 4.) Wide waterfront trail can be used as gathering space 5.) Scenic waterfront trail with public open space 6.) Pedestrian bridge with clean and comfortable underpass





Waterfront Developments

A best practice to developing the waterfront areas is to avoid walling off the waterfront with adjacent development. It is important for the waterfront to be visible as far inland as possible. Appropriate spacing between buildings and the maintenance and enhancement of view corridors to the water are essential for leveraging the waterfront for the entire Sawdust District, not just the inhabitants of the development at the water's edge.

Water Traffic

The Fox River connects Lake Winnebago to Lake Butte des Morts and acts as a watery highway for canoes, kayaks, motorboats, and the Loos Cruises. For boaters, the first impression of the Sawdust District will be what they see from the water. It is critical that the waterfront is inviting and attractive.

Appearance From the Water

The City should make it a policy to consider the Sawdust District from the perspective of a boat-driver or passenger. Views from the water should be a key element of review for development proposals for river and lakefront properties. Unattractive uses, such as truck parking and storage, should not be visible from the river. Pioneer Island should provide a pinnacle for both the riverfront and lakefront, establishing an inviting and attractive first sight.

A Boat-Friendly Waterfront

Public spaces along the waterfront should be improved with boat-friendly features, such as docks, boat launches, or maintenance stations; waterfront uses in the District should include restaurants and civic spaces to host public events and activities. Waterfront signage and gateway elements should be directed toward boats entering the District. Oshkosh's ties to boating and water-based recreation should be kept in mind for all elements of the Sawdust District, reflected in promotional materials, branding, and wayfinding.

Example Images

- 1.) Riverwalk with direct access to water
- 2.) Oshkosh riverwalk
- 3.) Developments along river incorporate riverwalk into design
- 4.) Wide riverwalk could be used as public gathering space
- 5.) Developments along river with outdoor dinner to take advantage of views





GATHERING SPACES

Places where people can gather to eat, chat, or people watch should be developed to bring people together and contribute to the liveliness of the District. Certain locations in the District can be improved to feel more like established gathering places for small or large groups. The District's flagship plaza-style public gathering space should be on the southeast corner of Pioneer Island, oriented toward visitors and residents alike. Riverfront parks and open space should provide additional landscaping, pedestrian amenities, and site furnishings to serve as informal gathering places.

Events

Pioneer Island, new parks, trailhead areas, and Menominee Nation Arena provide varying scales and types of spaces for hosting community events. Going forward, larger Sawdust District open areas and gathering spaces should be used for regular community events or festivals. Smaller spaces should be used for shorter, minor events.

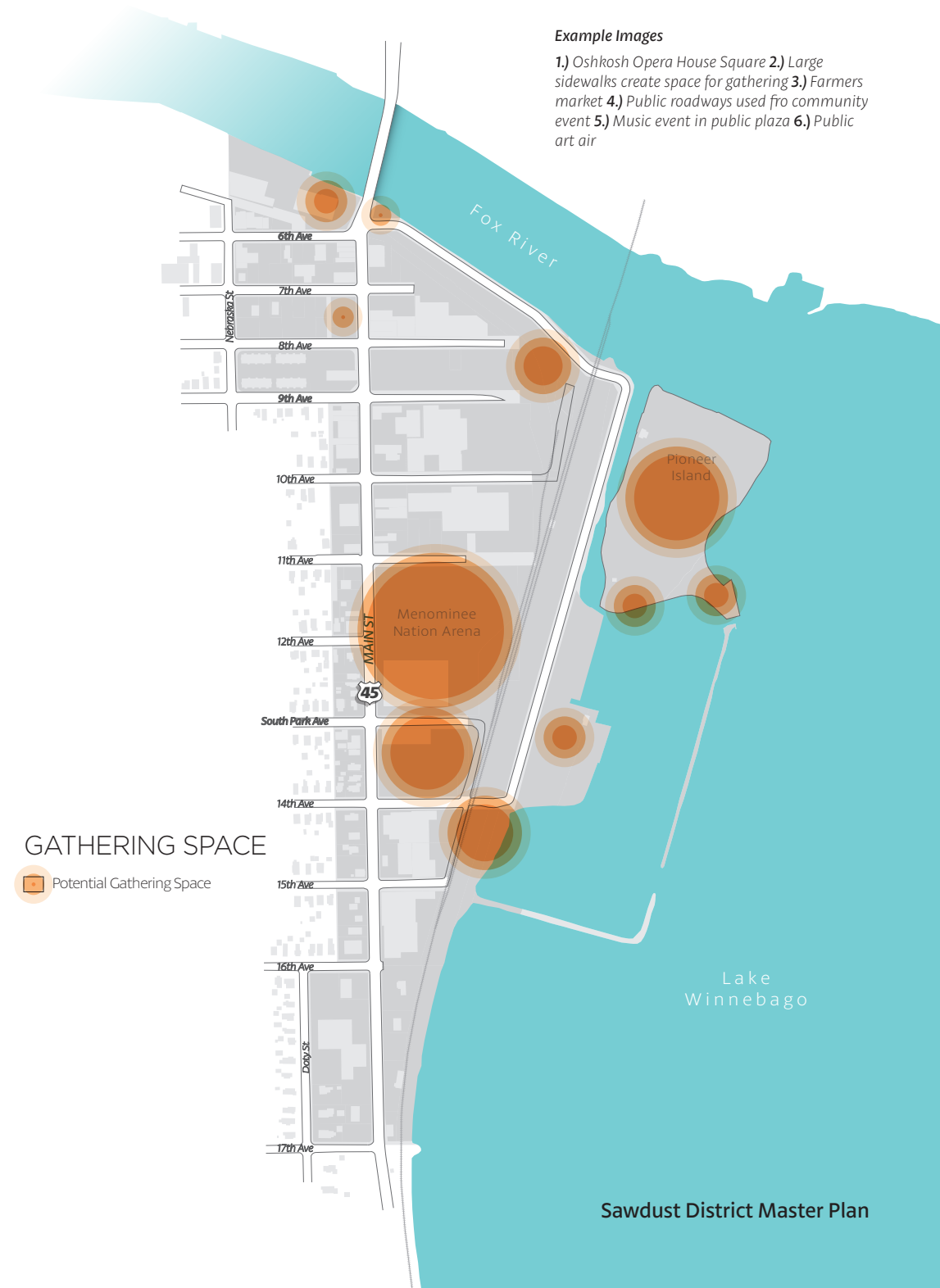
Pedestrian Activities

Outdoor dining, pedestrian arcades, and plazas should complement buildings whenever possible and should provide interest and engagement along the street frontage and waterfront. Pedestrian amenities welcome visitors and provide positive visual impact for gathering spaces.



Example Images

1.) Oshkosh Opera House Square 2.) Large sidewalks create space for gathering 3.) Farmers market 4.) Public roadways used for community event 5.) Music event in public plaza 6.) Public art air





ARCHITECTURE AND DESIGN

New development in the Sawdust District should establish an architectural style that can strengthen the area's character and distinguish Oshkosh from surrounding communities. New buildings are encouraged to use high quality materials and reflect the predominant scale, height, massing, and proportions of traditional downtowns. They should incorporate materials that complement preserved historic structures.

Two primary orientations, street frontage and waterfront, should be reinforced in the Sawdust District. Street fronting buildings should be oriented toward South Main Street to capitalize on its active environment. Waterfront buildings should be positioned to take in views of Lake Winnebago, and to enjoy the open space amenities found along the river. The proposed trails, open space, and berm buffering the rail yard will require buildings facing the water to embrace a public "front yard."



HISTORIC PRESERVATION

Historic structures are a defining component of the District's charm, fostering a unique sense of character and place. As development occurs, local and national landmarks such as the Granary and Brooklyn No. 4 Firehouse should be preserved. New development should also be context sensitive, seeking to improve the District while respecting existing historic structures. The City should work closely with the Oshkosh Landmarks Commission to ensure that structures are considered for preservation prior to redevelopment.

Adaptive Reuse

The City should encourage and incentivize reinvestment and reuse of historic buildings in the District. To achieve this, the City should expand available financing tools, provide technical assistance with the conversion process, assist with grant applications, perform complimentary public right-of-way improvements, and streamline the reinvestment process by updating City policy. Buildings identified for adaptive reuse and preservation may not end up on the national landmark list, but they will still contribute to the character South Main Street corridor.

Façade Restoration

Façade restoration is an important tool for historic preservation and adaptive reuse. Restoration of historic facades within the Sawdust District should be prioritized, especially for those buildings which have been covered up, significantly altered, or fallen into disrepair. The City should consider developing new funding assistance for façade restoration.

Salvaging and reusing historical architectural elements can encourage the creative utilization of pieces of older buildings and infrastructure when demolishing or replacing older structures. Reuse of architectural elements can show a connection to the past and uphold the District's history. For example, if the CN rail bridge was to be replaced, the existing bridge could be re-purposed as a bike/pedestrian crossing.

Example Images

1.) The Granary building 2.) Brooklyn No. 4 Firehouse 3.) Existing buildings between 6th and 7th Avenues 4.) Existing building near 9th Avenue and South Main Street 5.) Existing buildings between 9th and 10th Avenue



FUNCTIONAL SUBAREAS

Recommendations specific to the needs of each functional subarea establish the approach for improvement and enhancement going forward. Detailed and specific recommendations are articulated around desired land uses, catalytic sites, design and redevelopment, specific transportation improvements, public spaces, and placemaking components for each of the subareas.

In this section:

- West Transitional (page 30)
- Core (page 31)
- River North (page 32)
- Arena (page 33)
- Pioneer (page 34)
- South Gateway (page 35)

FUNCTIONAL SUBAREAS

Based on existing land use, built form, physical boundaries, character, market potential, and other factors, the Sawdust District has been separated into six functional subareas. These subareas are intended to guide planning efforts within the Sawdust District, allowing for recommendations and policies which address the specific needs of each distinct area. By addressing the planning area as functional subareas, planning efforts should be context sensitive while ensuring that separate districts work cohesively as a single district. The subareas should provide a framework for incremental development to build into.

DESIRED LAND USE

The Plan aims to redevelop the Sawdust District into a thriving, mixed use district that expands on the City's downtown, providing attractive entertainment and higher density residential options. This section identifies desired land uses within the subarea, accounting for existing uses and context.

DESIGN AND DEVELOPMENT

For the District to be successful, attention must be given to the built form and design of future development and its relationship to other structures and spaces. This section addresses desirable structural design and site layout components within the District, including height, setback, orientation, and architectural style.

TRANSPORTATION

At the functional heart of the Sawdust District is the need to get around – by foot, bike, car, boat, and bus. The District should provide a pedestrian-oriented environment while accommodating the automobile and necessary parking. By building on the existing street network and current facilities and programming, this section provides recommendations to enhance multimodal accessibility and incorporate complete street principals within the District's roadways.

PLACEMAKING

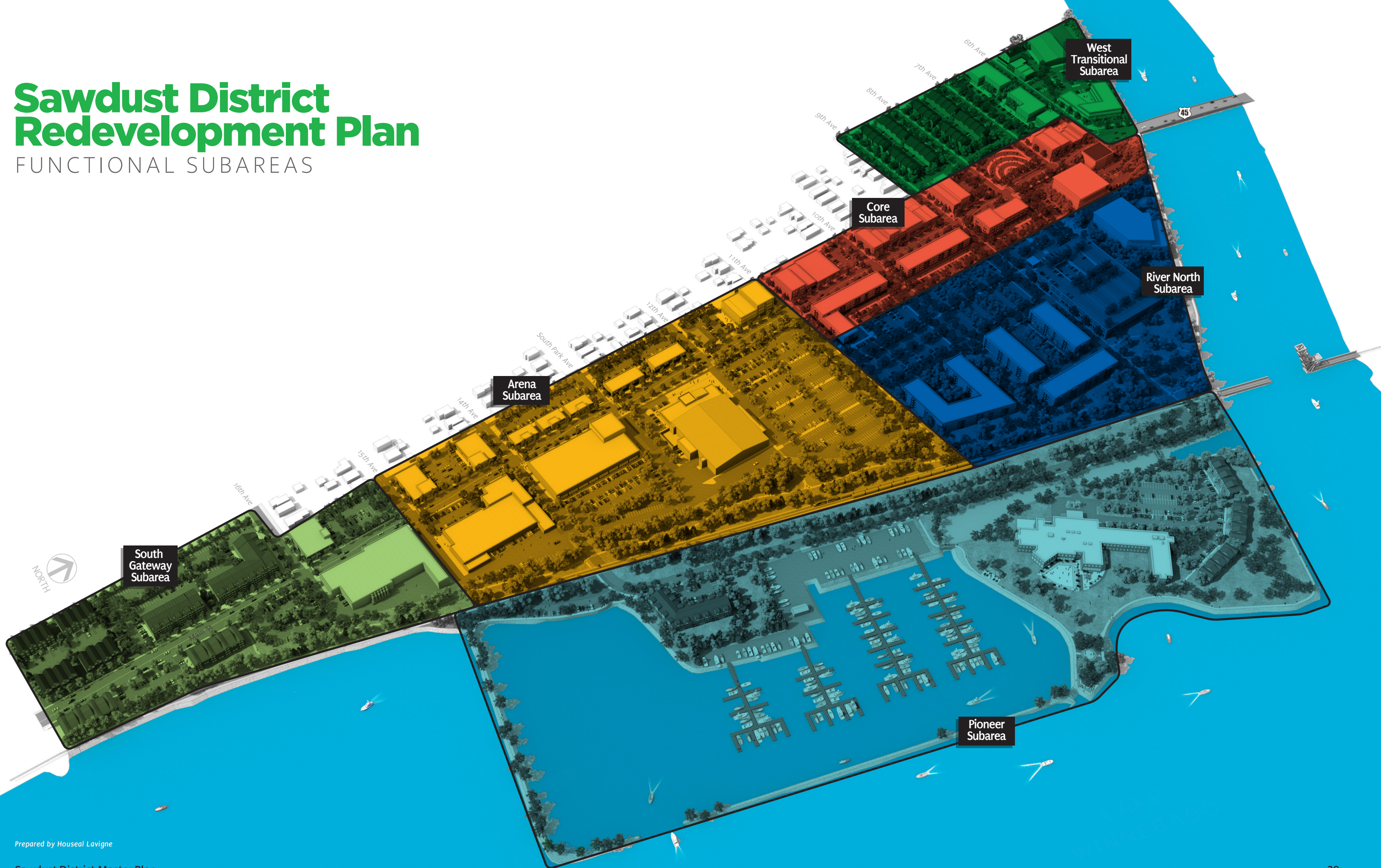
Urban design is about making connections between people and places, movement and urban form, nature and the built fabric, public spaces and private places. Urban design draws together the many components of place-making and seeks to create a place with distinct beauty and identity. This section of the Plan addresses many facets of urban design, including streetscaping, activating public spaces, and establishing sense of place and scale.

WEST TRANSITIONAL	CORE	RIVER NORTH	PIONEER	ARENA	SOUTH GATEWAY	LAND USES PERMITTED
RESIDENTIAL LAND USES						
P	M	P	M	M	C	Townhouse (3–8 units per building)
M	M	P	M	M	C	Multiplex (3–8 unites per building)
P	M	C	M	M	C	Apartment (3+ units per building)
AGRICULTURAL LAND USES						
C	C	C	C	C	C	Community Garden
C	C	C	C	C	C	Market Garden
INSTITUTIONAL LAND USES						
C	C	C	C	C	C	Passive Outdoor Recreation
C	C	C	C	C	C	Active Outdoor Recreation
COMMERCIAL LAND USES						
P	P	P	P	P	P	Office
P	M	P	M	M	P	Personal or Professional Services
M	M	P	M	M	P	Indoor Sales or Service
P	M	M	M	M	P	Physical Activity Studio
P	M	M	M	M	P	Artisan Production Shop
P	M	M	M	M	P	Commercial Kitchen
P	M	P	M	P	P	Restaurants, Taverns & Indoor Commercial Entertainment
C	M	C	X	X	P	Group Daycare Center
C	X	C	X	X	C	Commercial Animal Boarding/Daycare
P	M	X	X	X	P	Tattoo Parlor/Body Piercing Studio
P	M	X	X	X	P	Tobacco and Paraphernalia Shop
P	M	X	X	M	P	Cell Phone Stores
P	M	X	X	X	P	Pawn Shop
C	X	X	X	X	C	Pay Day Advance
X	X	X	X	X	C	Drive-Through & In-Vehicle Sales or Service
P	M	X	X	X	P	Liquor Store
X	X	X	X	X	C	Dollar/Discount Store
P	P	P	P	P	P	Commercial Indoor Lodging
X	X	X	P	X	C	Water-Related Recreation
P	M	C	P	P	P	Outdoor Commercial Entertainment
X	X	C	C	C	X	Intensive Outdoor Activity
X	X	X	X	X	X	Adult Uses/Adult Bookstore
MIXED USE BUILDINGS						
P	P	P	P	P	P	Apartments with Limited Commercial
P	P	P	P	P	P	Mixed Use Building
C	C	X	X	X	C	Live/Work Unit
TRANSPORTATION LAND USES						
C	C	C	C	C	C	Off-Site Parking Lot
C	C	C	C	C	C	Off-Site Structured Parking
COMMUNICATION/ENERGY PRODUCTION						
C	C	C	C	C	C	Communication Tower
C	C	C	C	C	C	Large Wind Energy System

P – by right; C – by conditional use permit; M – permitted only as part of a mixed use development; X – not desired

Sawdust District Redevelopment Plan

FUNCTIONAL SUBAREAS



WEST TRANSITIONAL

Historically, the West Transitional Subarea contained single family residential uses between South Main Street and Nebraska Street. The subarea displays a mixed use character that includes older structures, which have been adaptively reused. The Redevelopment Authority has acquired most of the parcels in the block between 7th and 8th avenues west of South Main Street. This area should be redeveloped; however, the parcels will require appropriate environmental remediation which can greatly increase the cost.

The Subarea has experienced some revitalization. The former Miles Kimball site at the northeast corner of 9th Avenue and Nebraska Street was redeveloped for townhouse-style rental apartments, an ideal infill housing type for the area. Using historic tax credits, the landmarked Granary Building was repurposed as Greene's Pour House. The bar and restaurant will continue to benefit from new activity in the area. Additional catalyst developments include the former industrial building at 46 West 6th Avenue, which was converted into professional offices.

KEY GOALS

Redevelop existing structures in the neighborhood. Outside of the Granary Building, townhouses, and a few thriving businesses, the West Transitional Subarea presents opportunity for new development patterns and uses to drive activity.

Define the intersection of 6th Avenue and South Main Street as a gateway entrance to the Sawdust District. This is the primary north entrance to the District. The gateway entrance prominently reflect the Sawdust District as drivers, pedestrians, and bicyclists enter over the South Main Street bridge.

DESIRED LAND USES

Entertainment

Gateway parcels such as the one at the northwest corner of 6th Avenue and South Main Street can serve a variety of purposes. If this site becomes available, it should be redeveloped into a mixed use entertainment development, providing office or residential above ground floor entertainment development designed to capture water and pedestrian traffic. Alternately, the current owner may consider capitalizing on new activity in the district by rebuilding in alignment with the concept visualization, adding space for additional waterfront entertainment businesses.

Mixed Use

The 6th Avenue collector is ideal for mixed use development that improves housing options and increase local retail opportunities. Building types should contribute to the street wall and complement the Granary and Brooklyn Firehouse historic sites.

Single-Family Attached

New single-family townhomes or duplexes should be developed between 7th Avenue and 8th Avenue along Nebraska Street, mirroring the existing single-family attached development to the south, increasing density and providing middle-scale housing options. This site is ideally situated between single-family detached neighborhoods to the west and the mixed use activity of South Main Street to the east.

Multi-Family

The subarea presents an excellent opportunity for new multi-family housing, accommodating residents in all stages of life. Multi-family housing options should be oriented toward the waterfront. It should be developed at a variety of price points in rental and condo configurations to serve young professionals, senior residents, and workforce residents. Residents will further benefit from easy access to new development along South Main Street.

Marina

Like the larger lakefront marina, this marina area should be updated and maintained as a key riverfront component that contributes to the unique character of the District. Opportunities for boating and fishing on the Fox River and Lake Winnebago make the District unique, and the two marinas bookend the district with water access. Public riverfront amenities should be provided.

Public Parking

The public lot would provide additional parking for activity along 6th Avenue. The parking should be situated on 7th Avenue behind mixed use buildings, and a shared approach should be taken to offer daytime parking for businesses and evening parking for new entertainment uses.

DESIGN AND DEVELOPMENT

One- to three-story buildings should be built at or near the property line along 6th Avenue, encouraging a pedestrian-oriented environment.

Active pedestrian uses, such as mixed use developments or entertainment, should be encouraged at the corner of 6th Avenue and South Main Street.

Single-family attached residential development should be located between 7th Avenue and 9th Avenue along Nebraska Street.

Development along the Fox River should provide public access and scenic views via the proposed Riverwalk.

Historic buildings should be preserved and enhanced for adaptive reuse. The Granary is a good model for reuse. The well-preserved Brooklyn Firehouse offers a similar opportunity for activation.

TRANSPORTATION

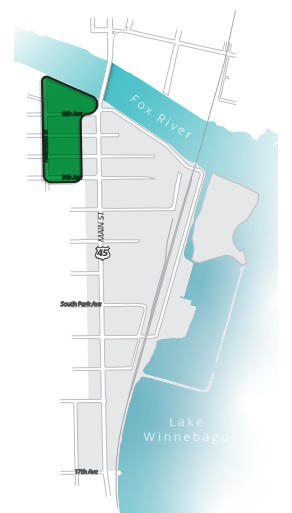
Both 6th and 9th avenues serve as collectors through the subarea and should be streetscaped to promote a pedestrian environment that draws people from western neighborhoods.

The existing bike route along 6th Avenue should be maintained, while the proposed bike route on 9th Avenue should be developed to provide multimodal connections to the west.

PLACEMAKING

A significant gateway feature should be developed at 6th Avenue and South Main Street to welcome those entering the District.

Entry to the District should be further defined by redevelopment on the parcel at 6th Avenue and South Main Street.



CORE

The Core Subarea is built around the prominent South Main Street corridor, which connects directly to the Center City across the South Main Street Bridge. Several historic buildings that stand intact establish the historic fabric of the corridor. The Core is the most active subarea in the Sawdust District, with a steady flow of vehicular traffic heading to and from the Center City. The Core should enhance connections between the North and South Main Street.

The Core is currently auto oriented, allocating little space for pedestrian activity. Redevelopment within the subarea should include pedestrian-oriented accommodations and thoughtful roadway designs which provide multimodal mobility and minimize pedestrian-vehicle conflicts. Visitors should be welcomed by a prominent gateway feature to the north and enhancements to the Al Broullire Memorial Garden.

KEY GOALS

Reestablish the historic South Main Street building and development pattern.

The street wall is a defining feature of the Core. The Core's South Main Street blocks should be a model for the larger Sawdust District, and new development should reflect their historic development pattern. Additionally, consistency with the City's North Main Street Historic District will help achieve the goal of reestablish the historic South Main Street pattern.

Rehabilitate existing historic buildings wherever possible. There are structurally sound buildings some of the blocks in the Core. While these may not be landmarked, they contribute to the overall character of the district and they should be maintained and rehabilitated.

De-industrialize the subarea. Industrial and manufacturing businesses previously occupied large portions of the east side of South Main Street in the Core. To create an active South Main Street Corridor that contains attractive shops and offices, some remaining businesses require relocation to designated industrial and business parks.

DESIRED LAND USES

Mixed Use

Mixed use buildings should include commercial on the ground floor with residential and office uses on the upper floors. First floors should provide higher ceilings for attractive commercial spaces that invite passersby to enter.

Office

Office uses that generate daytime activity and support local businesses and restaurants should be considered for the area between 6th Avenue and 8th Avenue along South Main Street. The office park's buildings should front the property line along South Main Street, while orienting the campus toward surrounding open space and the Riverwalk to the east.

Parks and Open Space

The Al Broullire Memorial Garden should be maintained, improved, and connected with the Riverwalk. The Garden can act as a component of the gateway at the north, quickly orienting visitors to riverfront open space. Additional open space should be developed as a public plaza between 7th and 8th Avenues on the west side of South Main Street.

DESIGN AND DEVELOPMENT

To grow the historic South Main Street building and development pattern, two- to four-story mixed use infill should be developed.

Buildings should be situated at or near the sidewalk, with no side yard setbacks, creating a consistent street wall and sense of enclosure to improve the pedestrian experience.

Private parking for individual buildings should be located to the rear, accessed by side streets and rear alley, and screened from public right-of-way by a low masonry wall, decorative fencing, and landscaping.

Main entrances should be at the front of the building facing the sidewalk.

Buildings situated on corner lots should take advantage of their prominent locations with angled or rounded corner entrances.

Modern industrial style architecture should be encouraged for new infill development.

Inviting storefronts with large windows and displays, prominent entrances, and attractive architectural detail should be encouraged to provide visual interest along South Main Street

A complete program of redevelopment should be undertaken on the east side of South Main Street between 7th Avenue and 11th Avenue.

Adaptive reuse of existing buildings along the west side of South Main Street should be considered wherever possible.

Buildings with historic and architectural value should be maintained and enhanced.

TRANSPORTATION

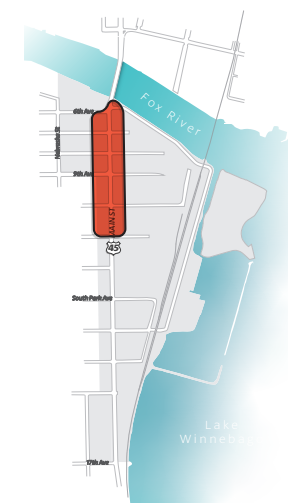
South Main Street should be reconfigured to include a road diet from 6th Avenue to South Park Avenue.

As opportunities arise, property should be acquired to increase the right-of-way to 80 feet for wider sidewalks, on-street parking, and bike lane improvements.

PLACEMAKING

Pedestrian orientation should be improved with streetscaping along South Main Street.

A gateway feature at 9th Avenue and South Main Street should welcome those entering the Sawdust District from the west via 9th Avenue.



RIVER NORTH

The River North Subarea has a long history of industrial uses, many of which are still present today. Large parcels, substantial buildings, and railroad properties have created a complex land ownership configuration in the area. The presence of rail facilities has decreased as the Canadian National Railroad removed numerous spurs; however, the primary rail facility will remain as an eastern boundary to the subarea. To improve open space and provide a front yard for the subarea, railroad visual and noise impact should be reduced through landscaped buffering.

The northern section of the subarea was historically river-oriented, with businesses catering to lumber factories lining the banks of the Fox River. With the decline of the lumber industry, the factory buildings were converted to other industrial uses, such as tooling and vehicle manufacturing. As the subarea develops, the City should commit to ongoing collaboration with existing businesses to relocate to Oshkosh industrial parks or other appropriate areas of the City. Relocating the few remaining industrial uses will allow for establishment of the preferred uses in the subarea.

The waterfront is a prominent feature for the River North subarea. The vacated Pioneer Drive will play a critical role in embracing the confluence of the Fox River and Lake Winnebago. Water-oriented redevelopment should occur along the shore, and the proposed 9th Avenue extension will improve connectivity in the absence of Pioneer Drive. As the area currently has no housing, multistory developments would be ideal to create density and capture the view of the waterfront. Multi-family housing would benefit from waterfront orientation, proximity to South Main Street activity, and abundant open space provided by the front yard of the Sawdust District.

KEY GOALS

Vacate the Pioneer Drive right-of-way. This would improve waterfront access for the Sawdust District's most prominent mainland corner, enhance open space, and further the concept of a public front yard.

Extend and connect the Riverwalk to Pioneer Island. The vacated Pioneer Drive right-of-way should be redeveloped as part of the Riverwalk, connecting to the network of trails and bike routes in the District. The new Riverwalk should connect River North to Pioneer Island via a reconstructed pedestrian bridge, which currently sits unused.

De-industrialize and relocate conflicting land uses. The City should work closely and collaboratively with existing industrial businesses to find locations where they can flourish.

DESIRED LAND USE

Parks and Open Space

Public open space should be developed as a distinguishing front yard feature of the River North Subarea. Pioneer Drive should be vacated, and the Riverwalk extended to connect parks and open space to the waterfront, encouraging passive and active recreation for visitors and residents.

Multi-Family

The subarea presents an excellent opportunity for new multi-family housing, accommodating residents in all stages of life. Multi-family housing options should be oriented toward the waterfront. It should be developed at a variety of price points in rental and condo configurations to serve young professionals, seniors, and the local workforce. Residents will further benefit from easy access to new development along South Main Street.

Office

The parcel on the east side of South Main Street between 7th and 8th Avenues should be developed for a larger office/business park use with access to the South Main Street corridor and the Riverfront. This office use will generate daytime activity and support local businesses and restaurants. Office campus open space should be publicly accessible.

Public Parking

Parking areas should be considered carefully to provide adequate space for the area without creating a surplus. In the long term, River North presents the best opportunity for a new parking deck that supports the office campus, multi-family housing, and open space access. Events on Pioneer Island may also require use of public parking areas, and a shared parking approach should be implemented to allow maximum usage of the deck 24 hours a day.

DESIGN AND DEVELOPMENT

Buildings facing the waterfront should be developed between two to four stories.

On the west side of the subarea, depending on development patterns, a maximum height of seven stories should be considered.

High density multi-family residential that may contain a mixed use component should be encouraged in the subarea.

Development plans should buffer and screen the Canadian National Railroad right-of-way to mitigate negative impacts.

Public parking should be set back from the waterfront. It should be well-landscaped and screened from the right-of-way to encourage pedestrian activity on 9th Avenue.

Development along the waterfront should provide orientation and visual interest toward the water, reinforcing the Sawdust District as a unique water-oriented, mixed use destination.

TRANSPORTATION

Pioneer Drive should be vacated east of South Main Street to the railroad tracks and redeveloped for the Riverwalk.

East of South Main Street, 7th and 8th Avenues should be vacated to encourage campus style development, provide for a parking deck, and create open space opportunities.

9th Avenue should be extended east to connect with Pioneer Drive, providing a new east-west connection for pedestrians, bicyclists, and motorists.

The 9th Avenue connection should be used for the reconfiguration of the Witzel/9th bus route, allowing it to circulate the District in a loop with a new stop at Pioneer Island.

Safe and comfortable railroad crossings for pedestrians and motorists should be provided on 9th Avenue.

The trail network should connect new office and residential developments to the Riverwalk.

A trailhead should be provided near the new 9th Avenue and Pioneer Drive curve, acting as the subarea's hub for multimodal connections.

PLACEMAKING

Pedestrian-oriented streetscaping should reinforce 9th Avenue as an important east-west multimodal route.

The railroad should be mitigated with corridor landscaping and landform features, such as a berm.

The Riverwalk should be cohesively integrated as a component of the transportation network as well as a destination. To improve cohesiveness, the segment between South Main Street and Pioneer Island should be completed after vacation of Pioneer Drive is vacated.



Sawdust District Master Plan

ARENA

The Arena Subarea occupies a formerly heavy industrial area known for the prominent Buckstaff Company. The City of Oshkosh demolished the vacant Buckstaff property in 2016 to prepare the area for revitalization and redevelopment. In 2017, the Menominee Nation Arena was developed, offering significant regional entertainment options. The 64,300 square foot, 3,500 person capacity indoor arena serves as the home for the NBA G League's Wisconsin Herd, an affiliate team for the Milwaukee Bucks. The development of the arena is a catalyst for the Plan. The arena generates significant activity and brings people to the Sawdust District from throughout Oshkosh and the surrounding area. As the Sawdust District develops, new uses surrounding the arena should complement its activity and provide options for complementary services, entertainment, and dining.

KEY GOALS

Block 17, the former Buckstaff furniture site, should be redeveloped.

Entertainment uses should be encouraged to take advantage of the arena activity generation.

The subarea should support a transition from residential uses to commercial uses. New commercial development should complement the arena and contribute to activity on South Main Street.

Adaptive reuse should be considered. The School Stationers building is a handsome brick structure that can be repurposed on the south side of the Sawdust District.

DESIRED LAND USES

Entertainment

Entertainment uses should be increased in the Arena Subarea. The large Block 17 site between South Park and 14th Avenues on the east side of South Main Street is an opportunity to develop new entertainment-oriented amenities. These should build on arena activity and contribute to the South Main Street corridor.

Mixed Use

Mixed use buildings along South Main Street between 11th and South Park Avenues should continue the street wall south from the Core Subarea. Ground floor commercial uses with attractive commercial space and upper floors for offices and housing should be encouraged. Mixed use should provide transition between the pedestrian-oriented Core and the entertainment focus of the Arena Subarea.

Office

Parcels between 14th and 15th Avenues on the west side of South Main Street should be prioritized for office uses that generate daytime activity and support local businesses and restaurants. Office uses are ideal for providing transition between disparate areas and for bringing people into the Sawdust District.

Commercial

The block between 14th and 15th Avenues on the east side of South Main Street contains the School Stationers building, which should be repurposed for a commercial use that serve the whole District. Larger format regional stores may be considered on this site. Additional parcels on the northwest side of 14th Avenue and South Main Street provide opportunity for commercial uses transitioning from corridor mixed use to the north. Commercial uses would further support Arena activity and provide shopping opportunities for the whole neighborhood. Regional commercial activity is supported by easy south access via US 45.

Parks and Open Space

Building upon the front yard concept established in the River North Subarea, public open space should be developed and maintained between the arena and the marina along the lakefront. The open space will be activated by the proposed multi-use trail and the Riverwalk and will provide opportunities for public use on game days and throughout the year. Landscaping and landform features should contribute to the open space by screening the existing rail facilities.

DESIGN AND DEVELOPMENT

Building height should be limited to one to three stories to carry the built form of the South Main Street corridor throughout the District.

Block 17 redevelopment should be carefully designed to be cohesive with the street wall on South Main Street while providing new regional entertainment attractions to complement the arena. Parking should be located to the rear and should be well-screened from public parks and open space.

As redevelopment occurs, new industrial uses should not be considered for the Arena Subarea.

Dedicated commercial and office uses are appropriate in the Arena Subarea, but these may also incorporate mixed use to support the overall liveliness and character of the Sawdust District.

Parking lots should be set behind structures and screened from South Main Street. Landscaping should and natural perimeter screening should shield surface lots from public open space.

TRANSPORTATION

The pedestrian experience should be enhanced with new sidewalks along 14th Avenue to Pioneer Drive. 14th Avenue should mirror 9th Avenue to the north, providing connection to the west neighborhoods and encouraging multimodal access to the waterfront.

As detailed in the transportation section, South Main Street should be reconfigured with a road diet from 6th Avenue to South Park Avenue, incorporating complete streets principles.

As opportunities arise, property should be acquired south of South Park Avenue to increase the right-of-way to 80 feet for wider sidewalks, on-street parking, and bike lane infrastructure.

The trail network, bikeways, and sidewalks should connect new office, commercial, and entertainment developments to the Riverwalk.

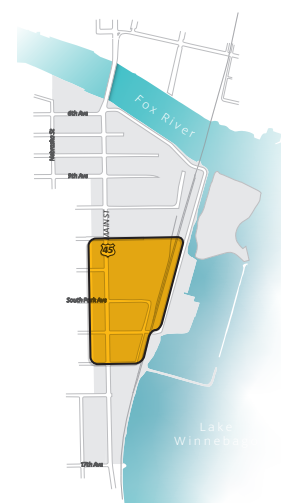
Safe and comfortable railroad crossings for pedestrians and motorists should be provided on 14th Avenue.

PLACEMAKING

A significant gateway feature should be developed at South Main Street and South Park Avenue to welcome those entering the Sawdust District from the west, and to identify the entertainment focus of the Arena Subarea.

The railroad should be mitigated with corridor landscaping and landform features, such as a berm.

Mixed use patterns and streetscaping should be used to continue the pedestrian oriented character of South Main Street between 11th Avenue and South Park Avenue.



PIONEER

The Pioneer Subarea borrows its name from the former Pioneer Inn Resort and Marina established in the 1960s. The resort was constructed and began operation on the island in 1965. In 2004, the resort owner partially demolished the existing hotel with plans to rebuild, but it closed in 2005 after those plans did not proceed. While the marina is still operational, the site once offered multiple amenities for hospitality, events, and tourism. The property has been considered a key anchor site for revitalizing the City's south side for many years.

The Riverwalk is planned to encircle Pioneer Island and provide public access to a plaza at the southeast point of the island. The Pioneer Subarea should return the key island and marina areas to their former glory, capitalizing on hospitality, events, and tourism while embracing the waterfront that makes the Sawdust District special. *while embracing the waterfront that makes the Sawdust District special.*

KEY GOALS

Reestablish the Pioneer Subarea as a destination for tourism. Modernization of the marina and a new hotel on Pioneer Island will provide support for tourist activity and complement the arena and South Main Street.

Emphasize public space to support hotel, marina, and residential uses. Construction of the Riverwalk and the public plaza at the southeast tip of Pioneer Island will serve both visitors and Oshkosh residents.

Implement the Tax Increment District (TID). TID Number 38 is a proposed blighted area district consisting of three parcels and approximately 20 acres comprising Pioneer Island, the adjacent Pioneer Marina, and adjoining City and State-owned lands. Implementation of the TID will enable the City to return the subarea to active use.

DESIRED LAND USES

Entertainment and Hospitality

Complementing the entertainment use provided by the Arena, Pioneer Island should be developed for a new hotel. The hotel should further the District's appeal for tourism and provide a springboard for development and growth along South Main Street.

Multi-Family

Multi-family condominiums should be developed on Pioneer Island. These will complement the hotel development and provide unique lakefront housing that increases year-round activity on the waterfront.

Parks and Open Space

The Pioneer Island plaza and gathering area will serve visitors and Oshkosh residents. The plaza's location is ideal as a desirable site events such as weddings. This should be maintained as a public space that can be rented from the City, as well as accessed year-round via the Riverwalk.

Marina

The marina should be updated and maintained as a key waterfront component that contributes to the unique character of the Sawdust District. The marina use should continue to provide recreational opportunities for boating and fishing on Lake Winnebago, acting as the waterfront gateway inviting boaters into the Sawdust District.

DESIGN AND DEVELOPMENT

The new hotel and waterfront multi-family developments should be two to four stories in height, oriented around open space that allows viewsheds toward the lake.

Waterfront development should provide orientation and visual interest toward the water to reinforce the Sawdust District as a unique water-oriented mixed-use destination.

Green space and landscaping should mitigate and buffer the railroad tracks and enhance the Riverwalk experience.

TRANSPORTATION

Bikeways should be installed along Pioneer Drive.

Sidewalks should be installed along Pioneer Drive to connect with 14th Avenue, encouraging boaters to pull into temporary slips and enjoy recreation and restaurants along South Main Street.

Access should be improved to Pioneer Island. Bike and pedestrian access should be available on all bridges, and the pedestrian bridge at the north side of the island should be reconstructed.

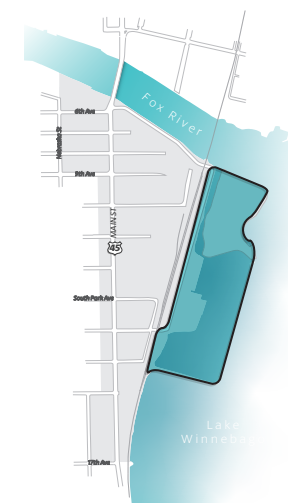
A trailhead should be provided near 14th Avenue and the waterfront, acting as a hub for multimodal connections and inviting boaters to explore the District on foot.

PLACEMAKING

The plaza at the eastern tip of Pioneer Island should be constructed on land owned by the State of Wisconsin. The plaza should be open to the public and constructed with high quality materials in an architectural style that incorporates the waterfront.

Street trees and landscaping along Pioneer Drive should soften marina storage areas and the railroad tracks.

The Riverwalk should be completed around Pioneer Island, creating a loop for joggers, bicyclists, and pedestrians.



Sawdust District Master Plan

SOUTH GATEWAY

The South Gateway Subarea marks the southern extent of historic industrial activity in the Sawdust District. The south side of the District was originally anchored by Oshkosh Brewing and People's Brewery. The Oshkosh Brewing property is now occupied by School Stationers at 1641 South Main Street. Blended Waxes, a local manufacturer, was able to incorporate the People's Brewery building into their existing facility. Blended Waxes offers stability in the subarea with no relocation plans.

The South Gateway area displays development patterns of one story buildings with street facing parking. This area will likely remain auto oriented serving as a transition to US 45 to the south.

KEY GOAL

Support Blended Waxes potential expansion. Parcels should be consolidated between 1600–1650 South Main Street to create a redevelopment site for the business to grow.

DESIRED LAND USES

Single-Family Attached

Townhomes increase density and act as a middle-scale housing component between single-family detached neighborhoods and multi-family developments. Townhomes at the northwest corner of 17th Avenue and South Main Street should provide transition for single-family home neighborhoods to the west and south of the Sawdust District.

Multi-Family

Multi-family condominiums and apartments should be developed south of 16th Avenue. These should be available at a variety of price points. Building orientation should be toward South Main Street to help define the south gateway to the District.

Office

Parcels between 15th and 16th Avenues on the west side of South Main Street should be prioritized for office or commercial uses that generate daytime activity and support local businesses and restaurants. Office uses are ideal for providing transition between disparate areas and for bringing people into the Sawdust District.

Industrial

The Blended Wax industrial use remains appropriate as South Main Street transitions to US 45. This use should be maintained to provide stable employment and draw regional daytime activity to the area.

DESIGN AND DEVELOPMENT

One to three story buildings should continue the South Main Street pattern established in the Core and Arena subareas.

Commercial and office uses should be flexible. They may include mixed use components.

Parking areas should be screened from South Main Street and provided at the rear of buildings.

Light industrial and manufacturing uses should be maintained on the east side of South Main Street.

Industrial storage and loading areas should be located at the rear of the buildings, accessible off 15th Street.

TRANSPORTATION

The trail network should extend south parallel to the railroad prior to joining the 16th Street right-of-way and connecting to the South Main Street bike route.

PLACEMAKING

A gateway should be developed at 17th Avenue and South Main Street to welcome those entering the Sawdust District from the south.

Multi-family developments and the proposed trail should be separated from the railroad with landscaping and natural screening.

