

CHAPTER 6, ECONOMIC DEVELOPMENT ELEMENT

For the Economic Development Element of the Plan, the Wisconsin comprehensive planning legislation requires the following:

- *A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities, including an analysis of the labor force and economic base.*
- *Assess categories or particular types of new businesses and industries that are desired.*
- *Assess strengths and weaknesses with respect to attracting and retaining businesses and industries, and designate an adequate number of sites for such businesses and industries.*
- *Evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses.*
- *Identify county, regional and state economic development programs that apply to the City.*

Economic development occurs as a result of private and public investment including employee training, provision of infrastructure and utilities, and an efficient multi-modal transportation network.

The sections and page numbers for this chapter are shown below:

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Economic Development Vision

Oshkosh will be a premier community in the Fox Valley by developing and retaining a diverse mix of employees and employment opportunities thereby enabling continued success in the local, regional, and global economies. The city will have a skilled workforce and an environment fostering entrepreneurial activity. Oshkosh will revitalize its downtown, central city area, and Fox River corridor by eliminating blighting conditions and addressing environmentally contaminated property.

Economic Base Analysis and Current Inventory

This section provides information regarding the city's industry, a profile of Oshkosh employees and employers, and an inventory of land currently available for development. Over the past decade the city has experienced a significant rise in the number citizens employed in the service sector, as shown in Table 6-1. The largest two sectors – “Manufacturing” and “Educational, Health, and Social Services” - contain approximately the same amount of employees. Over the past 10 years, the number of residents employed in the “Manufacturing” sector decreased slightly and the number of residents employed in the “Educational, Health, and Social Services” sector increased by 33 percent. The city aims to continue retaining and expanding these larger sectors, while also continuing to support and increase the size of the smaller industry sectors.

Table 6-1. Distribution of Oshkosh Residents by Industry Sector, 1990 and 2000	1990		2000		Numerical Change 1990-2000	Percent Change 1990-2000
	Number	Percent of Total	Number	Percent of Total		
Agriculture, Forestry, Fishing and Hunting, Mining	141	0.5%	84	0.3%	(57)	(40.4)%
Construction	779	2.9%	1,180	3.7%	401	51.5%
Manufacturing	7,313	26.9%	7,162	22.3%	(151)	(2.1)%
Transportation, Warehousing, Utilities, & Information	1,240	4.6%	1,839	5.7%	599	48.3%
Wholesale Trade	967	3.6%	777	2.4%	(190)	(19.6)%
Retail Trade	5,679	20.9%	4,781	14.9%	(898)	(15.8)%
Finance, Insurance, & Real Estate	1,198	4.4%	1,530	4.8%	332	27.7%
Educational, Health, and Social Services	5,364	19.7%	7,132	22.2%	1,768	33.0%
Other Services	3,641	13.4%	6,324	19.6%	2,683	73.7%
Public Administration	848	3.1%	1,322	4.1%	474	55.9%
Total	27,170	100%	32,131	100%	4,961	18.3%

Source: U.S. Census 1990 and 2000

In table above, the category for “Other Services” includes “Professional, Scientific, Management, Administrative, and Waste Management Services” (1,916 employees) and “Arts, Entertainment, Recreation, Accommodation and Food Services” (2,877 employees) and “Other Services-Except Administration” (1,531 employees). This “Other Services” sector of employment experienced the highest percentage of change from 1990 to 2000 and is expanding to be almost as large as the “Manufacturing” and the “Educational, Health, and Social Services” sectors.

The following table shows the largest manufacturing and non-manufacturing employers in the city. In the manufacturing section, "Curwood, Inc./Bemis" is the largest employer with over 2,000 employees. In the non-manufacturing sector, the largest employer is the "Affinity Medical Group" with over 2,600 employees. The number of employees shown includes residents and non-residents of the city.

Table 6-2. Major Local Employers

<i>Manufacturing Firm</i>	<i>Product</i>	<i>Employees</i>
Curwood Inc. / Bemis	Packaging Tape / Plastic Film	2,055
Oshkosh Truck Corp.	Specialized Trucks	1,730
Miles Kimball	Mail Order Distribution	565
Hoffmaster, A Solo Cup Company	Paper Specialties	486
Oshkosh B'Gosh	Family Apparel	296
Jeld-Wen Premium Wood Doors	Wood Building Products	200
Axle Tech	Axles / Gear Drives	180
Radford Company	Millwork, Building materials	180
Buckstaff Company	Furniture Manufacturing	145
General Beverage	Beverages	135
Nercon Engineering	Engineering/Conveyors	124
Lapham-Hickey Steel	Steel distribution	122
Arrowhead Conveyor	Conveyors/Conveying Equip.	116
Pluswood	Wood laminates	112
Kingsbury	Bearings	104
Oshkosh Architectural Door	Wood door products	104
SNC Manufacturing	Frequency magnetics	104
GE Oil & Gas Operations	Gas pipeline compressors	100
Block Iron & Supply	Distribution and manufacturing	96
<i>Non-Manufacturing Firm/Organization</i>	<i>Product / Service</i>	<i>Employees</i>
Affinity Medical Group	Health Care	2,623
University of Wisconsin-Oshkosh	Education	1,632
Oshkosh Area School District	Education	1,572
Winnebago County	Government	1,117
US Bank	Bank	900
Aurora Medical Group	Health Care	750
Winnebago Mental Health Institute	Health Care	750
City of Oshkosh	Government	650
Oshkosh Correctional Institution	Correctional Facility	518
Wal-Mart Super Center	Retail	365
Eastbay, Inc.	Mail Order	350
Oshkosh Community YMCA	Fitness	350
Lutheran Homes of Oshkosh	Health Care/Nursing Home	342
US Postal Service	Government	341
4imprint	Mail Order	296
CESA 6	Education	289
Evergreen Retirement Community	Health Care / Nursing Home	238
EAA	Aviation / Membership Organization	225
Oshkosh Medical & Rehab. Center	Nursing Home	195

Source: Oshkosh Chamber of Commerce, December 2004

Analysis of Labor Force

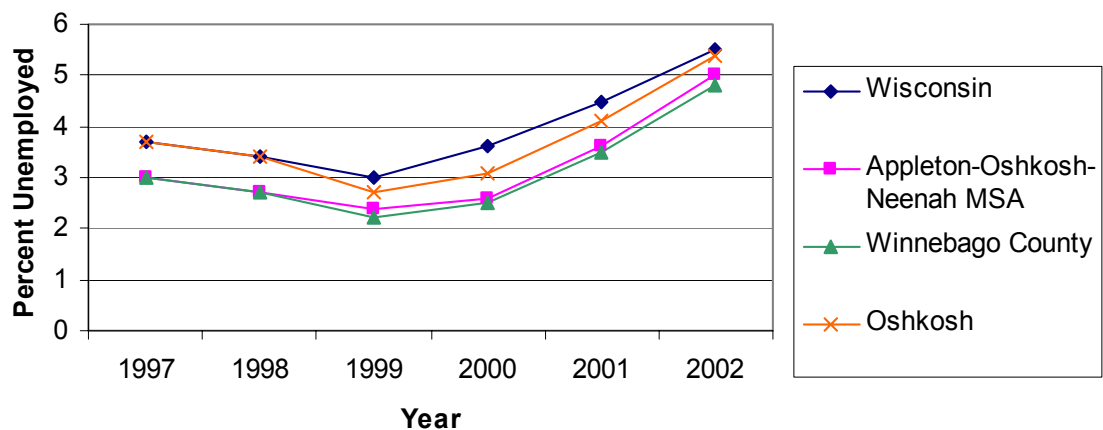
The total labor force is the sum of employed and unemployed people (aged 16 years and older) actively seeking work. The total labor force for the city has steadily increased since 1999, unfortunately so has the unemployment rate. As shown in the table below, from 1997 to 2002, 1999 was the best year in terms of the fewest amount of unemployed persons and the lowest unemployment rate of 2.7 percent.

Table 6-3. City of Oshkosh Civilian Labor Force	1997	1998	1999	2000	2001	2002
Employed	35,890	36,923	36,144	37,771	38,025	37,786
Unemployed	1,392	1,308	989	1,195	1,611	2,157
Total Labor Force	37,282	38,231	37,133	38,966	39,636	39,943
Unemployment Rate	3.7%	3.4%	2.7%	3.1%	4.1%	5.4%

Source: State of Wisconsin Department of Workforce Development, Local Area Unemployment Statistics, May 2003

The trends for the Oshkosh labor force have been similar to the trends at the County and State level. Since 1997, Oshkosh consistently had an unemployment rate higher than the County and the Appleton-Oshkosh-Neenah Metropolitan Statistical Area, but the rate was either equal to or lower than the statewide unemployment rate. In June 2003, the city's unemployment rate was 6.5 percent, an increase from 5.8 percent in June 2002.

Figure 6-1. Unemployment Statistics, 1997-2002



Since 1999, the city's economic and labor status has mirrored the national trends of the recession cycle. Because of this economic cycle, several businesses within Oshkosh have experienced layoffs and downsizing over the past few years. This unemployment trend may begin to slowly reverse with the national announcement of the end of the recession and as Oshkosh continues to diversify its industry sectors.

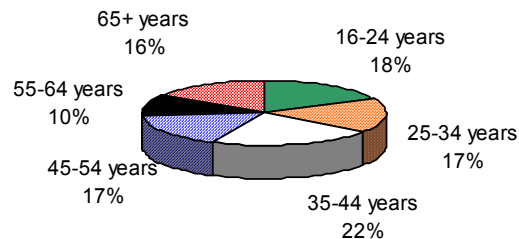
In addition to the employment and unemployment information of the labor force, another economic indicator for the city is its participation rate. The participation rate is the ratio of the labor force to the whole population of the city that is 16 years and over. There is a sector of the population that is considered not to be in the labor force. Oftentimes those not in the labor force are either retired persons or persons who choose not to work. Per the Department of Workforce Development (DWD), the 2001 participation rate for Winnebago County is 81.7 percent, an increase of 1.4 percent over the 2000 participation rate. The DWD does not calculate a specific participation rate for the city; but, due to a higher unemployment rate and a large in-

stitutional population, the participation rate is estimated to be slightly lower for the City than it is for the County.

Also monitored by the DWD is the dispersion of the labor force over broad age groups. In Winnebago County, 57 percent of the labor-force-eligible population is below the age of 45, indicating that over the 20-year planning period, this population will be moving through the mature years of their working lives. Maintaining this cohort of workers will lead to fewer concerns of future labor shortages as the “Baby Boomer” generation begins to retire and while a fewer number of youth turning eighteen and are looking for work.

Figure 6-2. Winnebago County Labor Force Age Groups

Source: U.S. Census, 2000



Existing Industrial and Business Parks and Future Site Needs

Currently four industrial parks and one business park exist within the city. All parks are owned by the City, served by water and sewer, and subject to covenants and restrictions. Over the years, some industrial uses that once existed within the central city have relocated to these planned industrial park environments, in addition to other new industries locating in these parks. The map on page 109 shows the location of the four industrial parks and the business park. Table 6-4 summarizes sales in the four industrial parks since 1992. Chamco, Inc. is the city's industrial development agent, marketing and negotiating industrial land in the city. Chamco receives a commission based on each land sale. The Oshkosh Commercial Development Corporation (OCDC) conducts the same activities for commercial land in the Universal Business Park.

Aviation Industrial Park

The Aviation Industrial Park totals 290 acres after it was combined with the South Industrial Park. Of this total acreage, 14 acres remain available for development. This park is located on the south side of the city, west of Oregon Street. The park is bordered by Ripple Avenue on the south and Wittman Regional Airport on the west. The park easily facilitates aviation-oriented industry with its direct taxiway access to the Airport. During the past decade, over 81 acres of the park have been sold.

North Industrial Park

The North Industrial Park is approximately 220 acres in size, with less than four acres of city-owned land remaining for development. Snell Road borders this Park on the north, Jackson Street on the west, the Wisconsin Central Railroad tracks on the east and Packer Avenue on the south. The Park is zoned part Light Industrial and part General Industrial. These zone districts permit manufacturing, warehousing, and distribution activities, which are the preferred uses for this park.

The Park is served by the Railroad and is in close proximity to the Highway 76 corridor (Jackson Street). This industrial park is also near CTH A.

Northwest Industrial Park

The Northwest Industrial Park is approximately 150 acres in size and is to the west of the North Industrial Park. With the future completion of West Fernau Avenue between Vinland Road and Jackson Street, these two parks will eventually become connected. The Fernau connection has been officially mapped showing the right-of-way alignment for the new street. Over 90 acres of the park remains municipally-owned and available for development. Over the past decade, 36 acres of the park were sold.

Highway 45 borders the park on the west, the old Winnebago County landfill on the north, the Canadian National Railroad tracks on the south, and Vinland Road on the east.

In addition to close proximity to the Highway 45/Highway 41 interchange, this park has nearby access to the Highway 45 corridor. Rail access into the park is provided with a spur.

A study was completed in October 2003 that establishes a site master plan for property between the Northwest and North Industrial Parks. The study analyzed existing environmental features, transportation access, and surrounding land uses. The future land uses presented in the site master plan have been incorporated into the Land Use Element of this Plan.

Southwest Industrial Park

The original size of the Southwest Industrial Park was 792 acres. In April 2001, a private consultant prepared the "Southwest Industrial Park Expansion Area Site Master Plan" showing expansion of the park further to the west. Since the report, acreage has been annexed and added to the park, while discussions continue on additional land purchases. The report identified additional property across State Road 91 to the south and to Clairville Road on the west, as having the potential for future park expansion. The original 792-acre park has 33 acres of municipally-owned land remaining and available for development. The Park's expansion area is approximately 178 acres, of which 158 acres are vacant at this time.

Unnamed tributaries of Sawyer Creek run through the existing park and the expansion area. Along Sawyer Creek are wetlands identified by the consultant and the Natural Resource and Conservation Service. As the park continues to develop, the individual lots should be designed around these wetlands and natural features in order to protect them.

The Park is zoned General Industrial and is adjacent to State Roads 91 and 44 and the Highway 41 interchange. Wisconsin & Southern Railroad serves the park. The Railroad's Intermodal and Transportation Loading Facility is adjacent on the southwest corner of the Park, at the intersection of Clairville Road and State Road 91.

A study of future expansion areas of the South and Southwest Industrial Parks was completed in February 2004 by the same consultant who conducted the North/Northwest Industrial Park study. The study provides recommendations to meet future demands for industrial land for the next 20 years and beyond. A site master plan was prepared for both sides of Highway 41. On the west side of Highway 41, the master plan extends from 20th Avenue to Fisk Avenue, with Knott Road as the western limit. On the east side of Highway 41, the site master plan includes the

area from W. Ripple Road south to Black Wolf Avenue, with the Canadian National Railroad as the eastern limit. The recommended future land uses are incorporated in the future land use maps of this Plan. While this Comprehensive Plan has a 20-year scope, the Study for the South and Southwest Industrial Parks can be used for future planning in areas that will remain agricultural and rural in nature for the next 20 years but may have a change to a different use beyond 20 years. This Study can be used to avoid conflicting, premature growth in the outlying areas of the city.

The table below shows the land sales in each of the four industrial parks since 1992.

Table 6-4. Industrial Park Land Sales, 1992-2003	Aviation Industrial Park	North Industrial Park	Southwest Industrial Park	Northwest Industrial Park	Total Acres Sold
1992		1.583	6.264		7.847
1993		1.59	1.86		3.45
1994			16.517		16.517
1995	6.2		15.25		21.45
1996			27.6	8.0	35.6
1997			13.0		13.0
1998			25.5	28.8	54.3
1999	26.3		64.0		90.3
2000	5.0		30.5		35.5
2001			6.5		6.5
2002	44.0		10.24		54.24
2003	2.0			1.2	3.2
Total Acres Sold, 1992-2003	83.5	3.173	217.231	38	341.904
Annual Average Acreage Sold	7.0	0.3	19.7	3.2	30.8
Number of Parcels Sold	7	2	28	4	
Average Acreage per Parcel	11.9	1.6	7.8	9.5	
Total Available Acreage	12	3.54	191	27.8	
Total Acreage of Park	290	221.16	970	146	

Source: Chamco, Inc., 2004

Over the 1992-2003 time period, the average annual absorption rate of land was 28.5 acres per year. At this time, within the four industrial parks, there are 264 acres the city owns that are available for development. According to Chamco, the city should try to stay five years ahead of the market for industrial park land. If the current absorption rate of industrial land continues, all available acreage will be absorbed in a little over eight years.

Universal Business Park

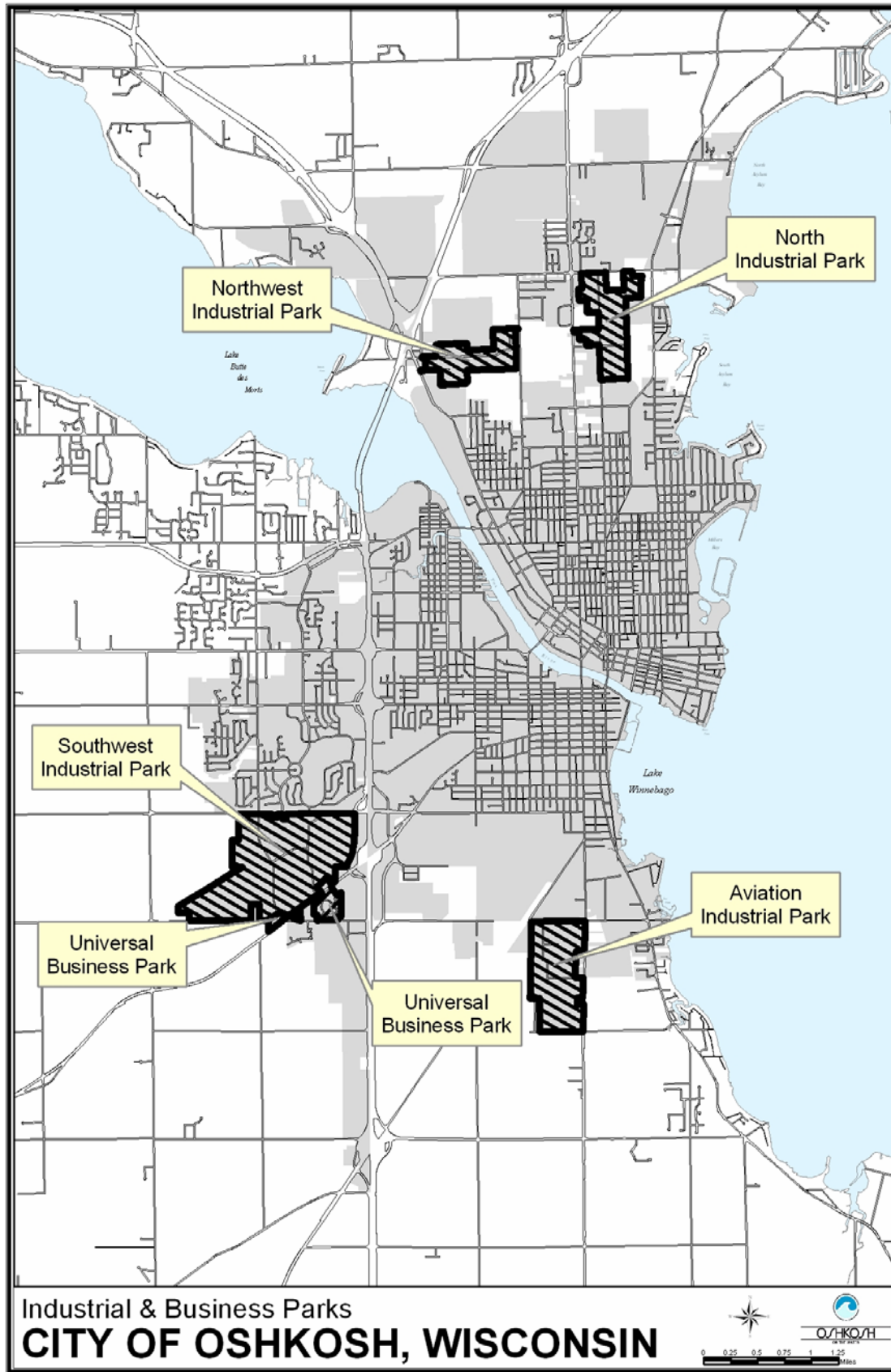
In the 1993 Comprehensive Plan, a recommendation was made to pursue new business park sites that were oriented toward the non-manufacturing sector. Across Highway 44, from the Southwest Industrial Park, is the Universal Business Park. While this was not one of the three sites originally identified in the 1993 Plan, opportunities allowed for a business park to be created here. The business park property is owned by the city but managed by the Oshkosh Commercial Development Corporation, Inc. (OCDC). The park is principally for business and professional offices and is zoned General Commercial. Covenants and restrictions were adopted for the park when it was created in 1993 and were later revised in 1995. The following table summarizes land sales since the park's creation.

Table 6-5. Universal Business Park, 1992-2003	Number of Acres Sold	Price per Square Foot	Company(s)
1993	2.2	\$1.00	CitizensFirst Credit Union
1994	2.9	\$1.00	Curtis & Neal Law Office
1995	3.86	\$1.15 to \$1.35	Thomas Insurance Group, Renaissance Group, and Landmark Staffing Resource
1996	2.05	\$1.35	Roehlig Land Surveying and Packer Accounting
1997	0		
1998	1.06	\$1.00	Fletcher Financial Network
1999	1.1	\$2.00	NTD
2000	0		
2001	0		
2002	0		
2003	7.54	\$1.00 to \$1.35	Thomas James Real Estate and Bro's LLC
Total Acreage Sold	20.71		

Source: OCDC, 2004

The annual absorption rate of the business park is 1.88 acres per year. The existing business park is 57.8 acres in size, and 20.17 acres have been sold. Through the end of 2003, twelve of the 32 lots have been sold, with the average size of the parcels being 1.7 acres per parcel. The price per square foot of remaining lots ranges from \$1.00 to \$2.40.

If the annual acreage absorption rate continues at the same pace, the park will have an adequate supply of acreage to support development of this type over the next twenty years. However, if the annual absorption rate increases significantly, then the business park will be filled during this next twenty years and therefore consideration for a new business park should be evaluated and included in future land use plans.



Economic Activity Zones

In the 1993 Comprehensive Plan, seven Economic Activity Zones (EAZs) were identified as containing the highest concentration of employees among all industry sectors. The concept of the EAZs was retained for this Plan. However, given changes since that time, revisions were made to the boundaries of those original EAZs. EAZs can be a useful tool in many ways, including planning and delivery of services, marketing, transportation, and the provision of utilities.

Six EAZs have been identified in this Plan. These activity zones include the four industrial parks, the business park, the Highway 41 corridor, and the Highway 41/45 interchange area. These six activity zones are described below. Employment information is from the East Central Wisconsin Regional Planning Commission and is based on the Traffic Analysis Zones (TAZ). Employment data is from 1996 and the number of employees reflects both full and part-time employees.

Central City/University Economic Activity Zone

The Central City/University Economic Activity Zone includes the University of Wisconsin-Oshkosh and the Fox Valley Technical College campuses, the City and County Government buildings, the Downtown area, and Oregon and South Main Street from the Fox River to 17th Avenue. This district includes the city's four bridges over the Fox River, Highway 45, and State Road 44 (Ohio Street/Wisconsin Street). The railroad tracks, along Broad Street, are the eastern border of this activity zone. Over 10,000 employees work in this activity zone while over 7,500 people live in this same area.

South Economic Activity Zone

This EAZ encompasses the Aviation Industrial Park, as well as additional industrial uses east to the railroad tracks and north to 20th Avenue. A portion of this district is in the Town of Black Wolf. This district has good rail access, air transportation access, and Highway 41/44 and Highway 41/26 access. If demand exists, the area currently outside of the city limits could be an expansion area for the Aviation Industrial Park. Approximately, 3,000 employees work within the boundaries of this EAZ.

Highway 41 Corridor Economic Activity Zone

The Highway 41 Corridor Economic Activity Zone extends from the Highway 41/26 interchange north to Highway 41/21 interchange. This zone is predominantly retail and commercial, as it includes property along both frontage roads and the uses around each of the Highway 41 interchanges. A small portion of this zone is within the Town of Algoma and the Town of Nekimi. This zone is for the most part within the Highway 41 Corridor Overlay that was created as a result of the previous comprehensive planning process. The southern portion of the zone is either vacant or agriculturally-related. As this area begins to develop, the city will continue to apply design standards of the Overlay District, as this is one of the major entrances into the city. As part of this planning process, those design standards should be reviewed to ensure they meet the aesthetic desires of the community. If the standards are revised, steps should also be taken to address non-conforming issues.

Southwest Economic Activity Zone

The Southwest Economic Activity Zone includes the area from West 20th Avenue to State Road 44 and from Clairville Road to Highway 41. A portion of this district is in the Town of Algoma but will eventually become part of the city. As explained earlier, a consultant has completed a master plan for the city-owned property in the area and for future expansion of the Southwest Industrial Park. This district has good rail and highway access. Sites within the district with frontage along the railroad should be reserved for rail-oriented industry. Approximately 2,800 employees work within this district.

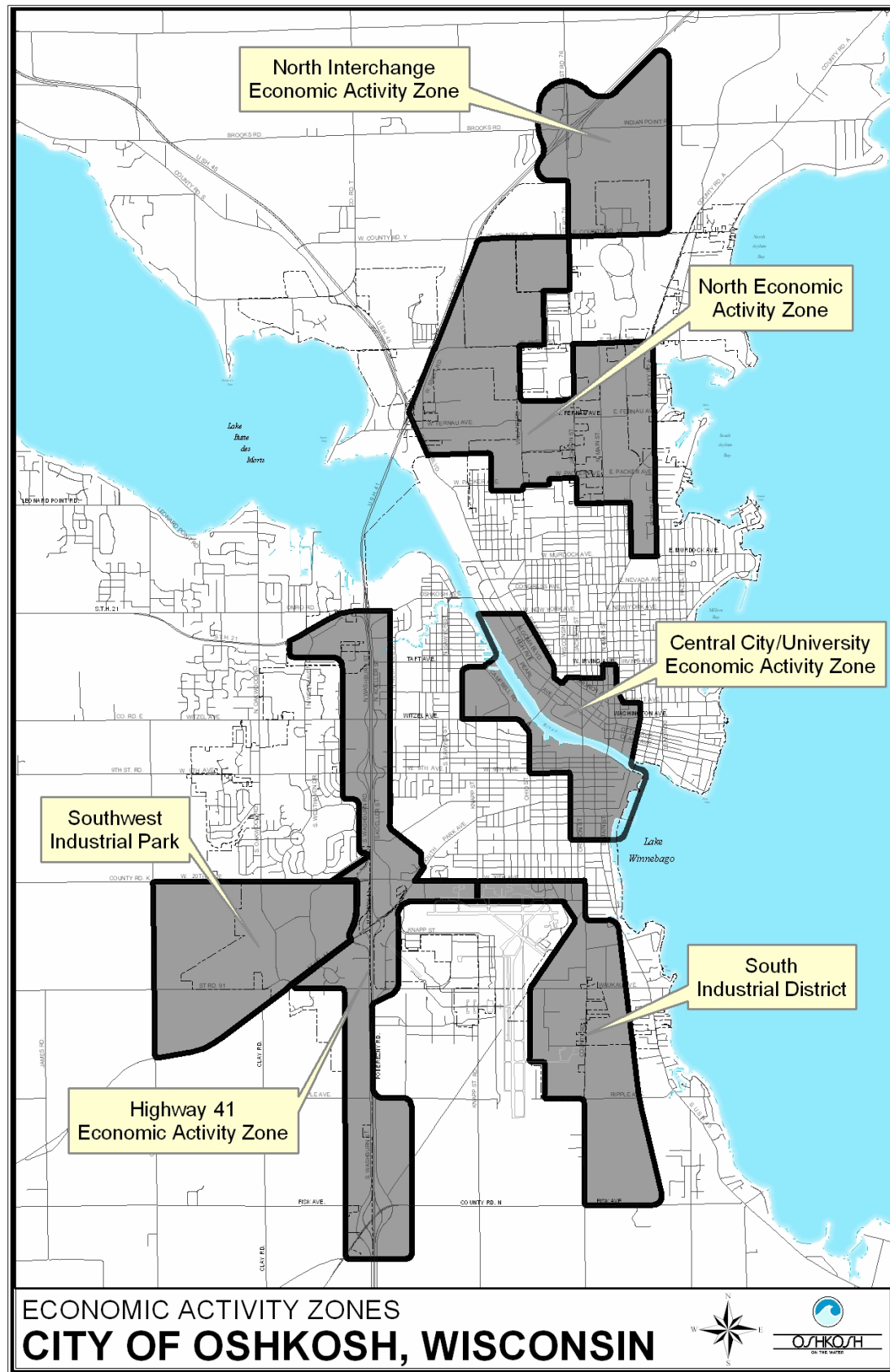
North Economic Activity Zone

This EAZ has the largest acreage of the six activity zones. It extends from Highway 41 east to Bowen Street and from Murdock Avenue north to County Road Y. It encompasses the North Industrial Park and the Northwest Industrial Park including the area with the Fernau connection that will eventually link the two parks. This area includes portions of the Town of Oshkosh that are “islands” within city-owned property. Government uses in this area include the state correctional facility, the old landfill, the County’s Highway Department and Recycling Facility, and the County’s new jail. Approximately 5,600 employees work in this activity zone.

Highway 41 and Highway 76 Interchange Economic Activity Zone

This EAZ is at the intersection of Highway 76 (Jackson Street) and Highway 41. This zone is predominantly in the Town of Oshkosh, with the exception of the Winnebago County Fairgrounds in the city. Current land uses are mostly highway-oriented at the interchange. Due to the proximity of this intersection to the current city limits, it is anticipated that some or all of this area will eventually be annexed into the city. Approximately 180 employees currently work in this activity zone.

The city will seek to concentrate its new major commercial and industrial development in these areas where utilities and facilities either exist or can be easily provided, near an efficient transportation network, and near similar land uses to prevent placement of incompatible uses. The city can assess the infrastructure and services accessing these highly concentrated employment center and then, where applicable, infrastructure and service deficiencies within the EAZs should then be include in the annual Capital Improvements Program.



Desired New Businesses and Industry

The city is able to attract industry based on numerous positive community attributes. These include a high quality workforce, the education systems, a high quality of life, our regional location, the availability of a variety of housing, and our recreational and cultural resources.

Building on these positive features and efforts to continually expand the existing industrial and commercial base, the city has also identified the following industries it wishes to attract:

- Medical-oriented Businesses – Businesses that support and complement the existing and growing hospital and medical clinic system are desired in the community. These could include business such as clinics, outpatient facilities, and supply stores.
- Government-related Sector – Government-related jobs that expand existing state service centers or new federal government jobs are desired in the city.
- Educational-related sector – Jobs related to all levels of public and private educational are desired in the city. Educational choices include the Oshkosh Area School District, private elementary, middle and high schools, daycare/preschool centers, Fox Valley Technical College, and the University of Wisconsin-Oshkosh.
- Tourism-related Industry – Businesses, industry, and events that relate to tourism and promotion of the city are desired. Oshkosh offers numerous events and activities that relate to natural resources (river and lake system), cultural resources (EAA, the Grand, the Public Museum), and seasonal activities (sturgeon spearing, ice fishing, and boating).
- Cluster-based businesses – Businesses that complement either existing industry or are created as new industry clusters are desired in the community. An example of a cluster would be a headquarters for an insurance company, research industries to aid the insurance industry, and training facilities to develop skilled workers for the insurance industry. Another example would be a cluster that continues to supplement the existing paper-related industry in the region. A community or region can create a “brand”, then markets itself to businesses or cluster of business who help achieve meet the community desires.
- Commercial Infill-Development – Businesses that are able to utilize existing structures or sites currently served by utilities and infrastructure are desired by the community. The ability to use these sites prior to developing unserved or underserved sites is much more favorable. Infill development includes reusing “big box” retail spaces and using vacant lots or storefronts.
- Technology-based businesses – Businesses that involve technology-oriented operations such as research, bio-technology, and telecommunications are desired in the community. Currently this type of development is not a major portion of the current business sector.
- Industrial and commercial businesses – Vacancy exists in the city’s four industrial parks and the city’s business park. These areas are included within the Economic Activity Zones (EAZs) and will continue to be the primary location for business development given proximity of these EAZs to the transportation network and availability of infrastructure and utility service.

- Retail businesses – Businesses that offer retail opportunities to the community such as high-end department and clothing stores and specialty shops are desired in the community.

In general, characteristics of new businesses would include higher paying manufacturing jobs, coordinated training with the Fox Valley Technical College and the University of Wisconsin-Oshkosh, and those that complement existing industry in the city. As the city seeks to attract these new businesses, it is important to remain aware of issues, both actual and perceived, that may influence development decisions, such as environmental regulations, the tax climate, and the city's overall image.

Strengths and Weaknesses of Attracting and Retaining Business

Attracting new businesses and retaining existing businesses continues to remain a high priority for the city. This includes continuing to attract high-quality commercial business and continuing to diversify the existing manufacturing sector to access new industrial markets. This also includes keeping cluster-based business and retaining a mix of specialty-retail, officer and governmental/institutional offices in the central city.

When discussing the attraction and retention of businesses, several factors reflect the city's ability to meet the needs and desires of not only the business community but a community for the employees of those businesses as well. The city is well situated in the Fox River Valley and in the state. Milwaukee, Madison, and Green Bay are each within 90 miles of the city and are connected by major state and federal highways. The city prides itself on its high quality work force, the availability of housing, being a regional center for educational and medical facilities, and the availability of support networks for business such as utilities, roads and highways, and land available for development. As vital as these characteristics are for the business climate, community strengths for the employees and their families include year-round recreational activities, historic and cultural features, a low crime rate, and a full range of educational options.

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

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

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

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

Another misperception that could be a weakness is accessibility. Traveling between the north side and the south side of the city is dependent upon five bridges crossing the lake and river system. Traveling from the south side to the west side is dependent upon five intersections with Highway 41. These bridges should be accessible by all modes of transportation, including automobiles, commercial truck traffic, pedestrians and bicycles to continue to address the perception that the city is not accessible or that traffic flow is not an efficient movement throughout the city.

Goals, objectives, and implementation actions have been identified within this Element to continue to promote the strengths of the city and to address the weaknesses.

Development and Implementation of City Government Programs and Relations

Since the 1993 Comprehensive Plan, the city has continued to take steps toward improving the economic status of the community. One example is the adoption of the Downtown Action Plan in October 2000. The Downtown Action Plan identified short and long-range projects for the downtown area. The city will continue to implement recommendations of the Action Plan. As the Downtown Action Plan demonstrates, Downtown Oshkosh is more than just North Main Street. Downtown Oshkosh, also commonly referenced as the Central City, encompasses the general area along both sides of the Fox River, including South Main Street, Oregon Street/Jackson Street, Wisconsin Street/Ohio Street, and the UWO and FVTC campuses.

In addition to implementing the recommendations of the Downtown Action Plan, the city will also continue to implement the recommendations of the “Mayor’s Gateways Committee Report” dated February 2001. The goal of the report is to provide recommendations that “enhance the image and identity of Oshkosh, provide logical travel routes and signage for visitors, encourage beautification of private residences and commercial properties through appropriate plantings and other efforts, and generally contribute to a higher quality of life through these aesthetic improvements.” Recommendations that were a part of the report that have been included in this plan include undergrounding utilities, improving the way-finding signage, and improvements to the Highway 41 and Fox River corridors.

Improving the aesthetics of these gateway corridors will continue to be a goal for the community. This includes updating the current Highway 41 Corridor Improvement Plan, upgrading the city way-finding signage system, conducting tree-planting campaigns, and creating design guidelines for commercial districts and corridors and infill development.

Environmentally Contaminated Sites

In the *Issues and Opportunities Element*, the results of a general community survey were presented. Questions 1 and 2 asked survey respondents for their opinion on continuing downtown revitalization efforts and if the Fox River corridor should be a focal point for revitalization efforts. Over two-thirds responded with either “Strongly Agree” or “Agree” when asked about continuing downtown revitalization efforts. Over 70 percent of the respondents answered with either “Strongly Agree” or “Agree” regarding revitalization on the Fox River corridor. In downtown and along the Fox River, environmental contamination issues, both actual and perceived, must be addressed in order to make redevelopment an attractive and even a more favorable alternative versus developing on city’s periphery. The city is involved with brownfield properties and issues during most redevelopment projects including the Marion Road Redevelopment Area, the South Shore Redevelopment Area, and the existing and expansion area of Riverside Park. Following are two sources of information and funding for addressing these environmentally contaminated (“brownfield”) sites.

Wisconsin Department of Natural Resources

The Wisconsin Department of Natural Resources (WDNR) maintains data on environmentally contaminated sites within the Bureau for Remediation and Redevelopment Tracking System (BRRTS) on the internet. Information may be obtained regarding closed and open sites, any action taken on the site, and general site information. The city has 291 open sites and 322 closed sites.

The WDNR also offers brownfield grant funding programs such as the Site Assessment Grant and the Green Space & Public Facilities grant. The city will continue to pursue these funding sources and also pursue new sources as they become available.

U.S. Environmental Protection Agency Background Study

In 2000, the city received a \$200,000 grant to conduct assessments of suspected brownfield properties. The first step in this process was to conduct a background study of over 200 parcels on the north and south sides of the Fox River, near the central city. Funds from this grant were used to assess environmental issues mainly in the Marion Road/Pearl Avenue Redevelopment Area. In June 2003, the city received an additional \$400,000 in funds to continue its assessment efforts of riverfront property and other contaminated sites throughout the city.

Overall, the city has been able to use a combination of federal and state grants with its local funding to assess and remediate properties. Other funding sources include various grants from the Wisconsin Department of Natural Resources, the Wisconsin Department of Commerce, and the U.S. Environmental Protection Agency. The city will continue to pursue grants such as these and clean up grants for property identified in the background study. By continuing to clean up the brownfield sites, the city will be able to better reuse land that is served with existing utilities and infrastructure, better protect the environmentally sensitive areas and water quality of the lake and riverfront, and create more economically viable property. The city may also be able to join efforts with Winnebago County when the County forecloses on property that is contaminated or may be perceived as contaminated in order to get the property back on the tax assessment lists.

Tourism and Our Visitors

Per the Wisconsin Department of Tourism, Winnebago County ranked 13th in the state in 2003 for traveler spending with an estimated \$219 million. The Department of Tourism provides several tools and programs to promote the city's cultural, historic, and recreational sites and events. The local tourism industry has the opportunity to coordinate activities and explore more options for cultural tourism. One of the key coordinators to local cultural events and activities is the Oshkosh Convention & Visitors Bureau (CVB). The Oshkosh CVB maintains a website with listings of festivals, concerts, lectures, and cultural and recreational events at www.oshkoshevents.com.

The Oshkosh Convention Center hosts local, regional and statewide conferences at the convention facilities. In October 2001, a private consultant prepared a report "Strategic Market Analysis for the Oshkosh Convention Center". The report included an analysis of the facility space, access, expenses and revenues, and the regional convention facilities market. The report outlines options for the Convention Center and adjoining hotel to update and expand existing facilities. In doing so, it is estimated



Per the Travel Industry Association of America, in 2000 travel and tourism contributed \$584.3 billion to the U.S. economy. Travel and tourism is the third largest retail industry in the U.S. behind automotive dealers and food stores.

that the Convention Center and hotel will become more financially stable and be able to attract more conventions with larger number of participants.

Actions to continue cultural tourism programming have been identified for implementation of the tourism-related goals and actions of this Plan.

Economic Development Goals, Objectives, and Actions

Objectives and actions have been identified for each of the Economic Development Goals listed below. The goals and actions of this Element reflect input from the planning committees, the community survey, and from other public meetings. These actions are what will be used to measure progress toward achievement of the general goals of each Element.

Goal A: Promote Oshkosh as a regional economic center in the larger Fox Valley market.

Objective: Coordinate the economic planning efforts of Oshkosh with other Fox Valley communities.

Actions: Implement recommendations of the University of Wisconsin-Oshkosh Campus Master Plan.

Create a “brand” for the City to attract high-quality and high-paying jobs.

Enhance and formally identify current and future gateway commercial Districts.

Analyze land near medical facilities to ensure ability for future expansion.

Goal B: Promote continued entrepreneurial activity and business development.

Objective: Develop programs and services that increase entrepreneurial success.

Actions: Continue business recruitment and retention programs for industry in the Oshkosh area.

Pursue incentives for implementation of business incubator feasibility study.

Work with individual industries to investigate opportunities for the relocation of industries from older outdated facilities to newer industrial sites in the industrial parks.

Goal C: Promote diversification of the employment base.

Objective: Promote economic development that increases the types of jobs of available in all sectors.

Actions: Work with private and public sector developer to provide one or more sites for planned business parks oriented toward corporate facilities and other office-type industries and public agencies.

Conduct assessment of the employment base.

Target appropriate areas within the highway corridors as areas suitable for large-scale office and service industry development.

Goal D: Develop the physical facilities, within designated Economic Activity Zones, to support economic development linking Oshkosh to the regional and global network.

Objective: Develop tools to assess and evaluate facilities in concentrated economic zones.

Actions: Work with agencies to ensure adequate facilities and good access to the regional transportation system from all industrial and business parks.

Improve the permit review process for projects in the EAZs. Make applications and checklists available on the City's web-site.

Coordinate with local development corporations on the location of new employment and commercial centers within proximity of the existing transit network.

Goal E: Continue revitalization efforts of downtown and the central city area.

Objective: Develop tools and programs that support a mix of residential and commercial opportunities in the central city.

Actions: Pursue incentives to redevelop underutilized or environmentally contaminated sites, both publicly and privately owned.

Continue to implement the recommendations of the "Downtown Action Plan".

Adopt design guidelines for the Main Street Historic District and downtown area.

Utilize Tax Increment Financing legislation for revitalization projects.

Goal F: Preserve and promote neighborhood business districts.

Objective: Develop tools and programs that increase viability of neighborhood business districts.

Actions: Pursue incentives for façade improvements and streetscape improvements.

Revise Zoning Ordinance to address:

- a. Permitted uses in the neighborhood commercial zone districts.
- b. Buffering between residential and non-residential uses.
- c. Parking requirements for neighborhood commercial districts.

Review potential for expanding existing BID or creating new ones.

Goal G: Support programs designed to enhance and develop workforce skills.

Objective: Support programs that increase workforce productivity.

Actions: Pursue incentives for implementation of business incubator feasibility study.

Support programs that enhance workforce skills for higher-paying jobs.

Goal H: Promote the re-use of land and buildings.

Objective: Develop programs and incentives that decrease consumption of new land and new materials.

Actions: Pursue incentives to redevelop underutilized or environmentally contaminated sites, both publicly and privately owned.

Work with individual industries, particularly in the Central City/ Fox River Area and in residential neighborhoods, to investigate opportunities for the relocation of industries from older out-dated facilities to newer industrial plants in the industrial parks.

Revise Zoning Ordinance to address creating a different “percent deterioration” limit on legal non-conforming buildings and uses.

Goal I: Promote the city as a destination for conferences, recreational activities, and special events.

Objective: Develop a city-wide strategy identifying the opportunities to be able to continue to draw special events to the city.

Actions: Implement the recommendations of the “Strategic Market Analysis for the Oshkosh Convention Center”.

Pursue funding sources for implementation of cultural tourism programming.

Goal J: Continue to improve the city’s overall aesthetic quality.

Objective: Utilize tools and programs that optimize the city’s attractiveness.

Actions: Coordinate with utility providers and property owners to place overhead lines underground during street reconstruction projects.

Research and propose implementation of billboard reduction programs for the city, including highway corridors into the city.

Explore opportunities for corridor plans into and through the city.

Revise Zoning Ordinance to address:

- a. Signage requirements.
- b. Parking lot landscaping requirements.
- c. Parking space requirements.
- d. Options for shared parking facilities.

Economic Development Tools and Programs

The city has partnered with the private sector and others in the public sector to utilize and provide a variety of programs to promote economic development. The city will continue to explore options with new programs as well as continue with existing programs. These tools and programs are described below as a reference to show options available to prospective investors.

Zoning Ordinance and Subdivision Regulations

All non-residential development in the city is subject to the requirements of the city's Zoning Ordinance and Land Subdivision Ordinance. Upon adoption of this Plan, both of these documents will be reviewed and revised to achieve the goals and objectives of this Plan.

Tax Increment Financing

The city's active and aggressive role in economic development, redevelopment of blighted areas, and community growth has been supported through tax increment district planning. Under Tax Incremental Financing, the tax increment generated from private investment in a Tax Improvement District (TID) is applied entirely to the retirement of debt incurred by the municipality in order to make the area attractive to investment or reinvestment. When the cost of improvements has been recovered and the debt service attributable to the district retired, the TID is dissolved and all taxing jurisdictions benefit on the same shared basis as before the creation of the TID. If the TID has been successful, each of the taxing jurisdictions should receive a much larger share of the property taxes from the new development that came about as a direct result of the creation of the TID.

The state's TIF laws have been recently revised. Following are some of the changes:

- TIF's created after 10/1/95 can be a recipient District if it has project costs for affordable housing, or has environmental issues, or, is a "blighted" or "rehab and conservation" District.
- Authorized up to four amendments to the District at any time to allow the addition or subtraction of territory.
- Created a "mixed-use development" classification that contains, industrial, commercial, and residential uses.

The city will continue to use the TIF program as a tool when reviewing development options.

Industrial Revenue Bonds

Per the Wisconsin State Statutes, a municipality can issue Industrial Revenue Bonds (IRBs) to manufacturing companies to purchase equipment, finance new facilities, or to rehabilitate existing facilities. The IRBs are not general obligation bonds and the municipality is not responsible for the debt service on the bond. For IRB's, lending institutions are able to lend at lower rates because the interest paid on the bond is tax free to the investors, which is a more attractive option versus traditional financing.

The Wisconsin Department of Commerce oversees the state's IRB's and the annual cap on the maximum amount of bonds that can be issued statewide. The cap is based on the state's population and can be revised as the population changes. Examples of how IRBs have been used within the city include the expansion and

In 2004, the Downtown Oshkosh Business Improvement District adopted a new logo, shown here...



facility improvements for a company on 20th Avenue and a building addition for a company on North Main Street.

Business Improvement Districts

Per the Wisconsin State Statutes, a municipality may create Business Improvement Districts (BID). One BID exists in Oshkosh encompassing the downtown area from the Fox River north to Parkway Avenue and from Market Street/Division Street east to Jefferson Street/State Street. This BID was created in 1988 and is governed by a 10-member board. The BID board sets an annual self-assessment for all members of the BID based on the property's linear frontage and the assessed value. The Downtown Oshkosh BID currently contains over 130 properties. General activities the BID supports includes events, marketing and development, and beautification.

Additional BIDs can be created throughout the city. The Oregon Street area may be the most likely candidate as the city's next BID, given its "Main Street"-type environment with older commercial structures (some with upper-floor residential units), pedestrian and vehicle traffic, and the mix of retail and offices uses.

Business Incubators

Incubators offer new or small businesses the opportunity to co-locate in a shared facility, thereby sharing overhead expenses such as space, office equipment, supportive services, and group marketing and promotion. An incubator in the city could be supported with technical expertise from the University of Wisconsin-Oshkosh and the Fox Valley Technical College.

OCDC recently received a matching grant from the State Department of Commerce to analyze the potential for a business incubator in the city. A final report was prepared in July 2003, with an analysis that focused on assessing market demand and the level of support for growth in technology related businesses. The report made a series of recommendations, which include the following:

- Create an "Entrepreneur Guide" listing all resources available to assist start-up firms
- Search for opportunities and partnerships within private industry
- Showcase specialty resources available to local companies
- Create/designate dedicated incubator space.

However, prior to making any decisions on whether pursue an incubation program, the OCDC Board of Directors will need to evaluate the level of risk Oshkosh is willing to take; the time and money that will need to be invested in creating and marketing an incubator; and, the advantages of an incubator in Oshkosh.

Other Economic Development Tools

Additional tools the city may use to promote economic development include:

- Websites – The city's website (www.ci.oshkosh.wi.us) can continue to be refined to promote economic development. Currently available on the website are property profiles, applications, informational brochures, and regulations. Additional possibilities could include plan review checklists and a "Frequently Asked Questions" section.
- Revolving Loan Funds – A Revolving Loan Fund (RLF) combines financial resources and then provides loans to development projects. As the loans are

repaid, the funds are re-invested into other projects. Banks often use RLFs to meet requirements under the Community Reinvestment Act. One RLF has been established for the Downtown Oshkosh area. Contributors to the fund include local banks and the WDCOMM.

- **Redevelopment Authority** – The city created the “Redevelopment Authority of the City of Oshkosh” in June 2003. Redevelopment Authorities (RDA) are public bodies created for the primary mission of eliminating and preventing slum and blighting conditions and to undertake urban renewal projects. Typical activities of an RDA include preparing and implementing comprehensive redevelopment plans, assembling real estate for redevelopment, condemnation of property to further redevelopment objectives, as well as borrowing money, issuing bonds, and making loans and grants for redevelopment.

Economic Development Assistance

This section includes programs and service providers used as resources when addressing the city’s economic development issues. The city should continue to work and communicate with each of these organizations for business recruitment and retention.

Oshkosh Chamber of Commerce

The Oshkosh Chamber of Commerce, created in 1907, is a non-profit organization committed to strengthening the city’s business community. The 27-elected member Board of Directors includes members from the manufacturing, retail, and professional service sectors. The Chamber provides a variety of services, programs, and cost-saving benefits to its members. Membership includes over 1,150 business from the service, manufacturing, and retail sectors. The Chamber uses this large membership to promote efforts in the state and in the community that support business development. This may include state legislation, expansion or changes to the transportation system, promotion and marketing campaigns, and workforce development.

The Oshkosh Chamber of Commerce is a member of the Northeast Wisconsin Chamber Coalition and will continue to participate in the activities of this organization. This coalition represents more than 6,500 businesses and is consists of chamber organizations from the Oshkosh, Fox Cities, Fond du Lac, and Green Bay areas.

Oshkosh Commercial Development Corporation

The Oshkosh Commercial Development Corporation (OCDC) was formed in 1978. The 29-member Board of Directors includes representation from the governmental, institutional, private and public sectors, as well as some Board members from the Chamber. OCDC is the non-profit organization that serves to promote business recruitment and retention for the city’s commercial developments. OCDC is funded by the Chamber of Commerce, the city, and the BID. OCDC also receives a portion of its funding from commissions of land sales in the Universal Business Park.

Chamco, Inc.

Chamco, Inc. is the city’s non-profit industrial development corporation. Founded in 1960, this independent organization works to retain and expand current industries and at the same time pursue new development opportunities. Chamco offers a variety of services and loan programs, including, land financing, loan and grant



programs for the purchase of equipment or employee training, and lease financing for new buildings. To date, Chamco has recruited 152 industries to the community and constructed eight speculative buildings for industries with a five-year leasing program. Additional businesses are on the waiting list for these built-to-suit buildings to be constructed at a later time.



Chamco will continue to build on the city's foundation in the manufacturing sector. Expansion and retention of the existing industries is the main function of Chamco. Recruitment of new industries primarily occurs through the WDCOMM and through a non-profit, statewide organization – Forward Wisconsin.

Northeast Wisconsin Regional Economic Partnership Technology Zone

A new Technology Zone program was included in the state's 2001-2003 budget to promote technology development throughout the state. This program focuses on businesses engaged in research, development, or the manufacturing of advance products. Winnebago County is one of 13 counties in the Northeast Wisconsin Regional Economic Partnership Technology (NEWREP) Zone. Each zone will have \$5 million in tax credits available to business certified by the Wisconsin Department of Commerce (WDCOMM). Criteria for this certification includes the business being a new or expanding high-technology firm, recommendation of the certification by the NEWREP to WDCOMM, and the company's ability to create jobs and investment and to attract related business.

Local Business Program Assistance

The community is able to access several business assistance programs that offer technical assistance to new and existing businesses. These are described briefly below.

- A. Fox Valley Technical College (FVTC) – The FVTC system provides a wide variety of on-site and off-site organizational and employee development opportunities aimed at enhancing the skills and productivity of businesses and industries. Recognized nationally for an innovative and flexible model for delivery of workforce development services, FVTC contract services are provided to more than 1,600 employers representing over 23,000 employees annually.
- B. University of Wisconsin-Oshkosh, Center for Community Partnerships – Starting operations in July 1998, the Center for Community Partnerships was created by the UWO to improve public access to campus resources and staff and faculty expertise. The Center provides professional development and training opportunities, research and counseling services, and an intern placement program.

Entrepreneurs or small business owners can access the statewide Small Business Development Center (SBDC) network through the Center. The SBDC provides free, individual counseling on a wide range of management topics including cash flow management, financial analysis, marketing and sales, human resources, business planning and international trade.

- C. Service Corps of Retired Executives (SCORE) – SCORE is a national non-profit organization of retired persons who volunteer to provide management and assistance services. SCORE is associated with the U.S. Small Business Administration as a resource partner. The Oshkosh Chapter currently has 18 members with over 700 years of experience able to provide one-on-one counseling services to new and existing small businesses.

Regional, State, and Federal Economic Program Assistance

A variety of regional, state, and federal program assistance is available to the city and to the private sector for improved economic development.

On the regional level, the East Central Wisconsin Regional Planning Commission (ECWRPC) and the Winnebago County Industrial Development Board (IDB) offer programs and assistance to promote economic development. The city and industries within the city can use these organizations as development resources. The ECWRPC maintains demographic data for the region and the city, an inventory of available industrial sites, information on housing availability, and prepares an annual report with the current characteristics of the economy and economic changes throughout the region.

The IDB has an 11-member board that seeks to promote industrial development within Winnebago County. Its programs include a Marketing and Promotional Program of the County, a Revolving Loan Fund, and a Per Capita Funding Program. From 1980 to 1994, the IDB issued four loans to the city for public works improvements and spec buildings.

On the state level, the Wisconsin Department of Commerce provides numerous grants, loans, and program assistance options. These include:

- Economic Development Loan Fund – Funded by the State's General Purpose Revenue, this loan fund provides a 4 percent loan for machinery and equipment purchases.
- Customized Labor Training Grant – Funds one-half of the training costs for workers, up to \$2,500 per worker.
- Enterprise Development Zones – There are currently four in the city, each having up to \$3 million in tax credits available over a three-year period.
- Community Based Economic Development Program – Funds are granted to local governments for economic development planning, revolving loan funds, and business incubator feasibility study and creation or expansion of the business incubator.
- Wisconsin Main Street Program – Established in 1987, this program encourages the revitalization of downtowns of communities throughout the state. The program offers five years of technical assistance, training, and consultation to successful program applicants. The program is based on a four-element approach for Organization, Design, Economic Restructuring, and Promotion. While Oshkosh is not a Main Street community at this time, it has incorporated this four-element approach into the current activities of the BID and may seek this designation at a future time.

Other partners in the promotion of economic development at the state level include the University of Wisconsin-Extension, the Department of Transportation, Forward Wisconsin, and Department of Workforce Development.

Also at the state level, the Wisconsin Department of Tourism provides several tourism tools and programs. Examples of programs the Department of Tourism provides include:

- Joint Effort Marketing (JEM) Grant Program – Provides partnership funding to help non-profit organizations promote tourism and to maintain a strong tourism industry in Wisconsin. The program offers Wisconsin's tourism communities a variety of options to assist in the development of marketing initiatives.
- Tourism Development Specialist – Opportunities exist to utilize these specialist for numerous tasks when preparing a tourism plan and identifying tourism resources.
- Co-op Programs – Several co-op programs for advertising, e-mail, direct mail, direct marketing and research exist for communities to utilize when preparing tourism promotions.

At the federal level, the Small Business Administration provides financial assistance for real estate acquisitions, modernizing or expanding existing facilities, and working capital. Under the Department of Commerce, the Economic Development Administration offers economic development programs such as the Public Works and Development Facilities Program, the Local Technical Assistance Program, and a Planning Program for States and Urban Areas.

Coordination with Other Plan Elements

Because of the interconnectivity of the elements of the Comprehensive Plan, it is beneficial to note some of the coordination between the elements as the goals, objectives, and actions of the Plan are implemented, in order to avoid conflict between the elements.

Transportation Element

The city's multi-modal transportation network will continue to be coordinated with the existing industrial and business park development, as well as any new park development. Commercial highway corridors include the USH 41 and 45 corridors, as well as State Roads 76, 91, and 21 which serve as the primary roads serving the industrial park, business park and highway commercial uses. Commercial uses will continue to locate on these corridors and it is important to continue to coordinate the location of these uses to provide the safest and most efficient access possible.

Land Use Element

The Land Use Element of the Plan identifies both existing and future sites for commercial and industrial development. The intent of designating these land uses is to avoid potential conflicts and to provide the community with a map of where these uses will be located as the city continues to grow. The Land Use Element and the Economic Development Element includes provisions for updates to the Zoning Ordinance, which will include revisions to the sign and landscaping regulations and include design guidelines for small and large non-residential development.

Utilities and Community Facilities Element

In order to remain competitive, the city's business and industry must be able to access and rely upon a well-maintained infrastructure network. This includes not only transportation infrastructure, but also access to utilities such as electricity and natural gas and to the telecommunication network. Coordinating infrastructure within the Economic Analysis Zones will continue to be important as the city will focus its upgrade efforts on these EAZs to provide an efficient utility network for the city.

Agricultural, Natural, and Cultural Resources Element

Tourism is identified as one of the types of "Desired Businesses and Industry" the community wishes to promote. Tourism is also a common theme in the Cultural Resources Element of this Plan. The economic and the natural and cultural resource organizations of the community have the opportunity to work jointly on promoting the city's resources to travelers within the state and throughout the nation.

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