

PLANNING REPORT

CENTRAL CITY OSHKOSH

MAY, 1987

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CITY OF OSHKOSH

DEPT. OF COMMUNITY DEVELOPMENT

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INTRODUCTION

The Planning Report which follows was prepared by the City's Department of Community Development, Planning and Research Division. The Report draws together information and data on existing conditions in Central City Oshkosh, identifies primary needs, and reviews possible actions for enhancing the area's development.

Section I, Existing Conditions, looks primarily at physical characteristics. Section II, Primary Needs, sets forth a listing of needs based upon a review of information generated. Section III, Planning Actions, lists actions which could be considered in implementation efforts.

In developing this Report, staff worked closely with a special Subcommittee of the City Plan Commission. That group, the Planning Review Subcommittee, evaluated material generated, and provided valuable input on its presentation.

PLANNING REVIEW SUBCOMMITTEE

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SECTION I

EXISTING CONDITIONS

LAND USE

The Central City covers an approximate 140-block, 761-acre area. The area includes existing commercial uses in what could be considered the heart of downtown (Park Plaza Mall and the North Main Street Business District), as well as other zones of retail activity, with interspersed industrial uses and fringe residential areas.

Table 1 indicates "Existing Land Use" by area in each major category. Map 1 shows "General Land Use" within the Central City. The uses shown, and breakdowns provided, were identified from a land use survey by the Department of Community Development in 1986.

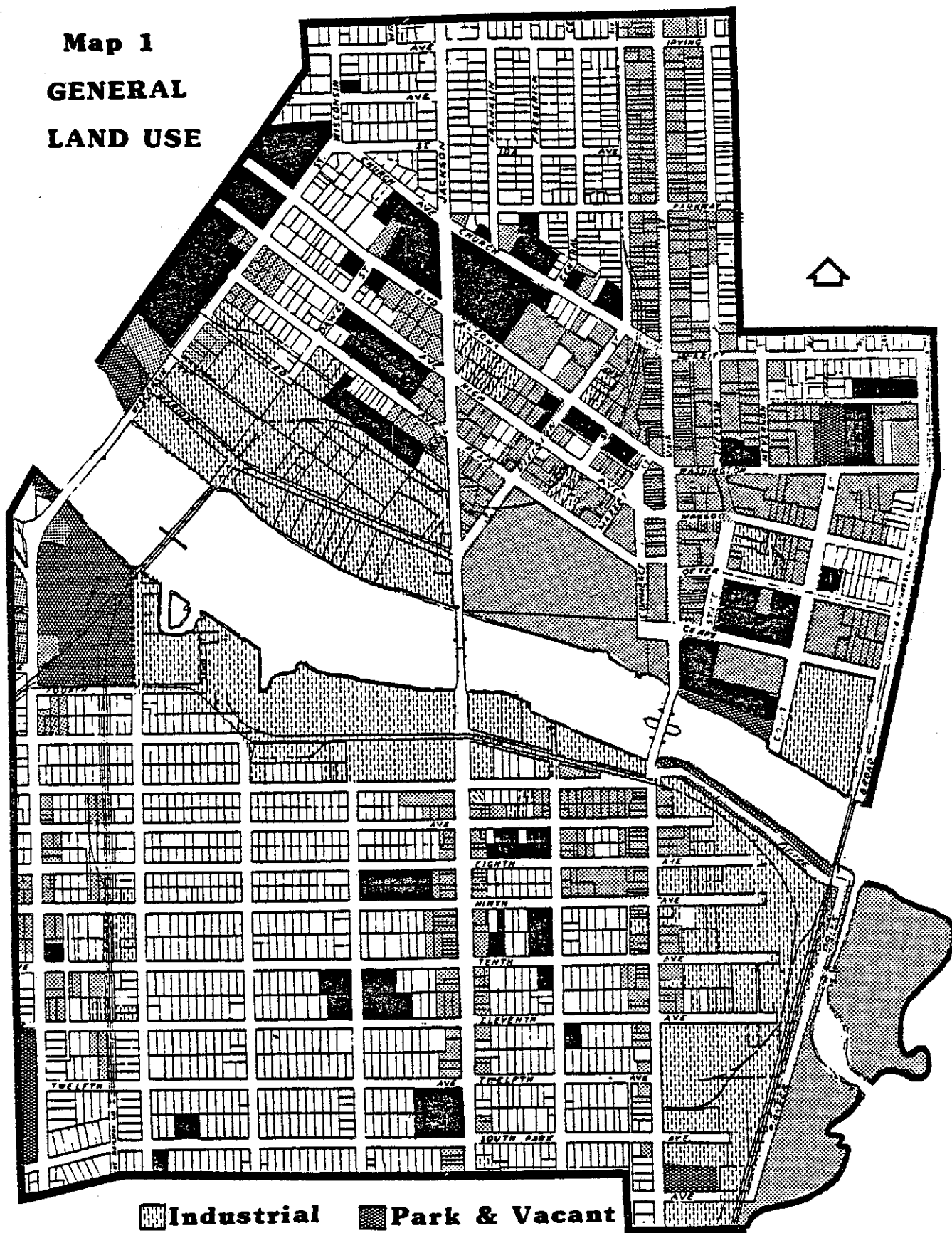
TABLE 1

EXISTING LAND USE - CENTRAL CITY AREA

LAND USE	AREA IN ACRES	AREA IN SQ. FEET	PERCENT OF TOTAL
STREETS & ALLEYS	178.9	7,792,200	23
FOX RIVER	65.1	2,835,000	9
RESIDENTIAL			
Single Family	120.2	5,236,123	16
Two Family	55.5	2,403,357	7
Multi-Family	20.4	889,547	3
BUSINESS AND COMMERCIAL			
Retail	54.4	2,368,709	7
Service	34.6	1,507,231	5
Office/Financial	29.5	1,285,773	4
Wholesale	1.2	52,600	0
INDUSTRIAL			
Warehousing	2.2	96,875	0
Manufacturing	82.1	3,577,375	11
Transportation, Communication, Utilities	30.4	1,323,500	4
PUBLIC & QUASI-PUBLIC			
Governmental	15.6	681,125	2
Institutional	15.0	652,500	2
Schools	12.2	530,500	1.5
PARKS & OPEN SPACE			
Parks	12.6	548,125	1.5
Parking Lot-Municipal	13.8	601,257	2
Vacant	18.1	790,442	2
TOTAL	761.5	33,172,238	100.0

Source: 1986 Department of Community Development Land Use Survey

**Map 1
GENERAL
LAND USE**



- | | | | |
|---|------------------------------------|---|--------------------------|
|  | Industrial |  | Park & Vacant |
|  | Commercial |  | Residential |
|  | Govern. & Institutional | | |

Source: 1986 Dept. of C.D. Land Use Survey

COMMERCIAL

The Central City includes approximately 2,377,883 square feet of commercial space. That space includes 1,465,138 square feet (61%) in retail use, 573,864 square feet (24%) in offices, and 338,881 square feet (14%) in service-related businesses.

The largest concentration of commercial activity is situated north of the Fox River off North Main Street. This area includes Park Plaza Mall (330,585 square feet), as well as other commercial properties from the 200 Block of North Main Street to Parkway Avenue (encompassing 656,070 square feet of commercial space).

MANUFACTURING

Major manufacturers located in the Central City include:

- Morgan Products, Ltd.
- Buckstaff Company
- Mercury Marine
- Miles Kimball Company
- Medalist Industries
- King Industries
- Radford Company
- Lamico, Inc.
- Duo-Safety Ladder Corp.

RESIDENTIAL

The "General Land Use" map does not identify residential uses according to density. The 1986 Land Use Survey did indicate, however, that the area north of the Fox River included the majority of multiple family residential dwellings in the Central City, reflecting the off-campus housing associated with the University, while residential areas south of the River included primarily low density (one and two family) uses.

Table 2 shows "Distribution of Residential Units" within the Central City.

Table 3 identifies "1985 Assessed Valuation" for residential, mercantile, and manufacturing properties within the Central City.

TABLE 2
OSHKOSH CENTRAL AREA
DISTRIBUTION OF RESIDENTIAL UNITS

BUILDING TYPE	NUMBER OF BUILDINGS	NUMBER OF DWELLING UNITS
SINGLE FAMILY	787	787
TWO FAMILY	354	708
MULTI-FAMILY		
3-Unit	25	75
4-Unit	34	136
5-Unit	9	45
6-Unit	3	18
8-Unit	4	32
9-Unit	2	18
10-Unit	1	10
18-Unit	1	18
35-Unit	1	35
48-Unit	1	48
110-Unit	1	110
156-Unit	1	156
TOTAL ALL UNITS	1,224	2,196

Source: 1986 Department of Community Development Land Use Survey

TABLE 3
OSHKOSH CENTRAL AREA
1985 ASSESSED VALUATION

	LAND	IMPROVEMENTS	TOTAL
RESIDENTIAL	\$ 8,069,130	\$ 37,098,940	\$ 45,168,070
MERCANTILE	19,336,580	65,330,740	84,667,320
MANUFACTURING	5,988,700	11,181,300	17,170,000
TOTAL	\$33,394,410	\$113,610,980	\$147,005,390

Source: 1986 City Tax Roll

ZONING

The Central City includes seven zoning districts. The district regulations governing land use activities within this area are included in the City of Oshkosh Zoning Ordinance (Chapter 30, Oshkosh Municipal Code).

Map 2 shows zoning districts in the Central City.

TRANSPORTATION & PARKING

CIRCULATION

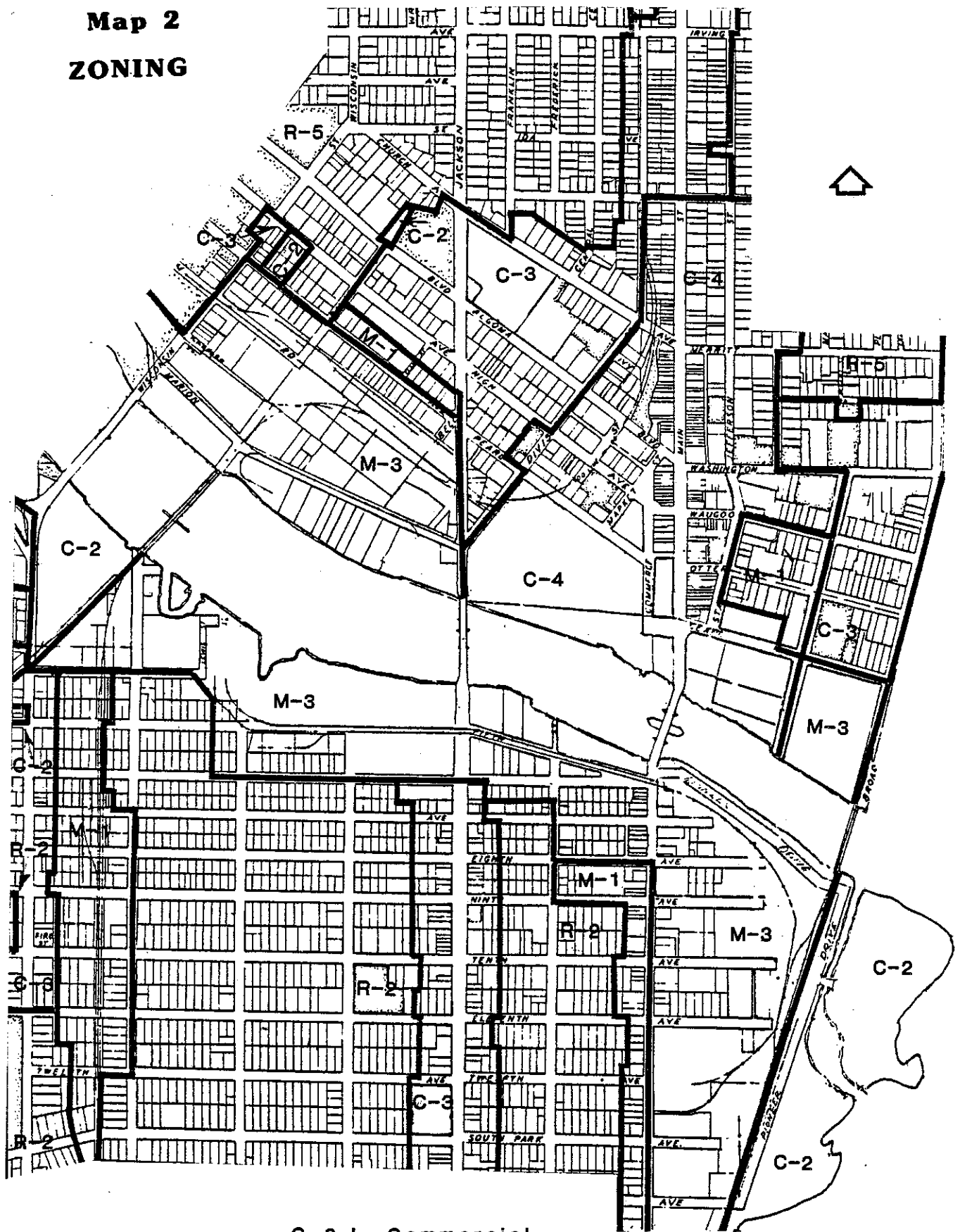
Map 3 identifies arterial and collector streets within the Central City, and indicates 1986 traffic volumes. It should be noted that at the time the traffic counts were done, the Main Street bridge was closed, necessitating the use of 1982 counts for nearby streets. Twenty-three percent (23%) of the Central City's land area is devoted to streets and alleys, covering 22 miles of public roadway.

A study of downtown traffic circulation was done by Wilbur Smith and Associates in 1980 as part of the Real Estate Research Corporation Downtown Redevelopment Plan. Recommendations included: traffic signal coordination; designation of a new bus transfer zone; Main Street restriping; Ceape at Main Street redesign; Main Street at 6th Avenue lane designation; and Soo Line removal. The City has undertaken several of these projects.

In regard to a new bus transfer zone, a study was prepared in 1981 by JHK and Associates to determine the feasibility of constructing such a facility. That study recommended that the City develop a facility on the block bordered by North Main Street, Ceape Avenue, State Street and Otter Avenue. A "Design and Economic Feasibility" study was prepared by Yarbrow-Kempinger, Architects; Bowen Williamson Zimmerman; and HNTB to review development options.

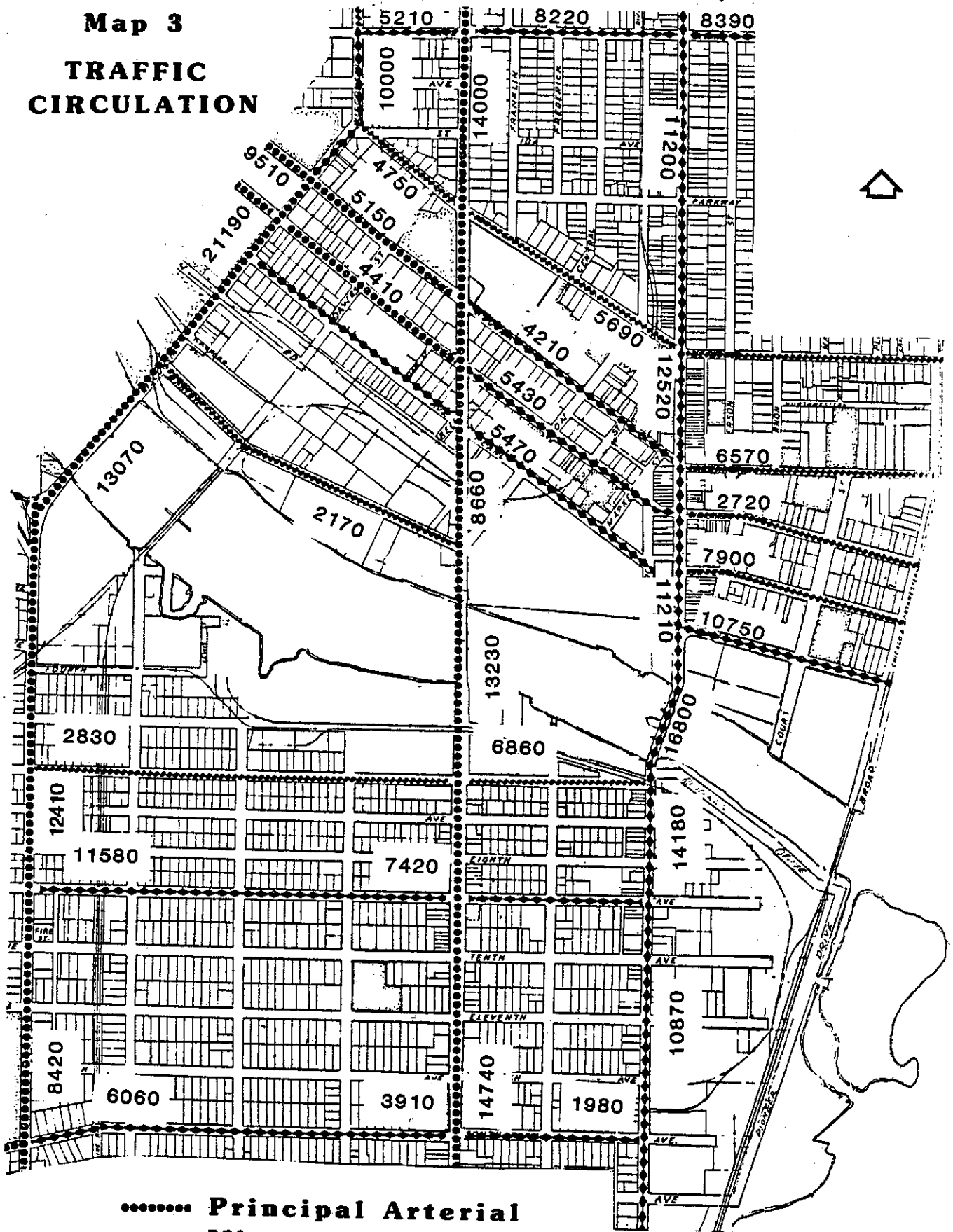
To date, a final decision has not been made concerning this project. The Chamber's Board of Directors have recommended that the bus transfer point be relocated from the 200 Block of North Main Street, to an area north of Pearl Avenue, bordered by East Market Street, the Soo Line Railroad tracks, and the City's parking garage. In addition, the City's Transportation Director has identified another alternative involving sidewalk improvements abutting the present transfer point.

**Map 2
ZONING**



C-2 L. Commercial
 R-2 Two Family Res. C-3 Commercial M-1 L. Industrial
 R-5 Multi Dwelling C-4 Cent. Business M-3 H. Industrial
 Source: City of Oshkosh Zoning Map

Map 3
TRAFFIC
CIRCULATION



- Principal Arterial
- Minor Arterial
- Collector
- 0000 Average Daily Counts

Source: WIS Dept of Transportation

In addition, the City has undertaken a major improvement project at Ceape Avenue and North Main Street, and reconstructed Ceape Avenue from Commerce Street to the C & NW Railroad tracks. With that project, Ceape Avenue was changed from two-way traffic to one-way east, and Otter Avenue was converted from two-way traffic to one-way west. Associated with these projects, is the realignment of the intersection of Otter and Pearl Avenues at North Main Street, scheduled for the summer of 1987.

MASS TRANSIT

The Central City is well served by public and private carriers. It was noted that the hub of the City's transit system is situated in the heart of downtown, with a central transfer zone in the 200 Block of North Main Street. Private carrier services, both bus and taxi, are located in downtown, presently operating from the 100 Block of North Main Street.

PARKING

According to a "Parking Study of Downtown" (July, 1986), there appears to be an adequate supply of on-street and off-street parking spaces to support commercial activities in downtown, although it was noted that additional off-street parking may be warranted in the area near State Street and Washington Avenue. The most pressing need identified in the Study, was for an increase in long term parking spaces serving office workers.

Twenty (20) off-street parking lots are located in the Central City, with 2,948 spaces. The City also maintains 463 metered on-street spaces in commercial zones.

TABLE 4

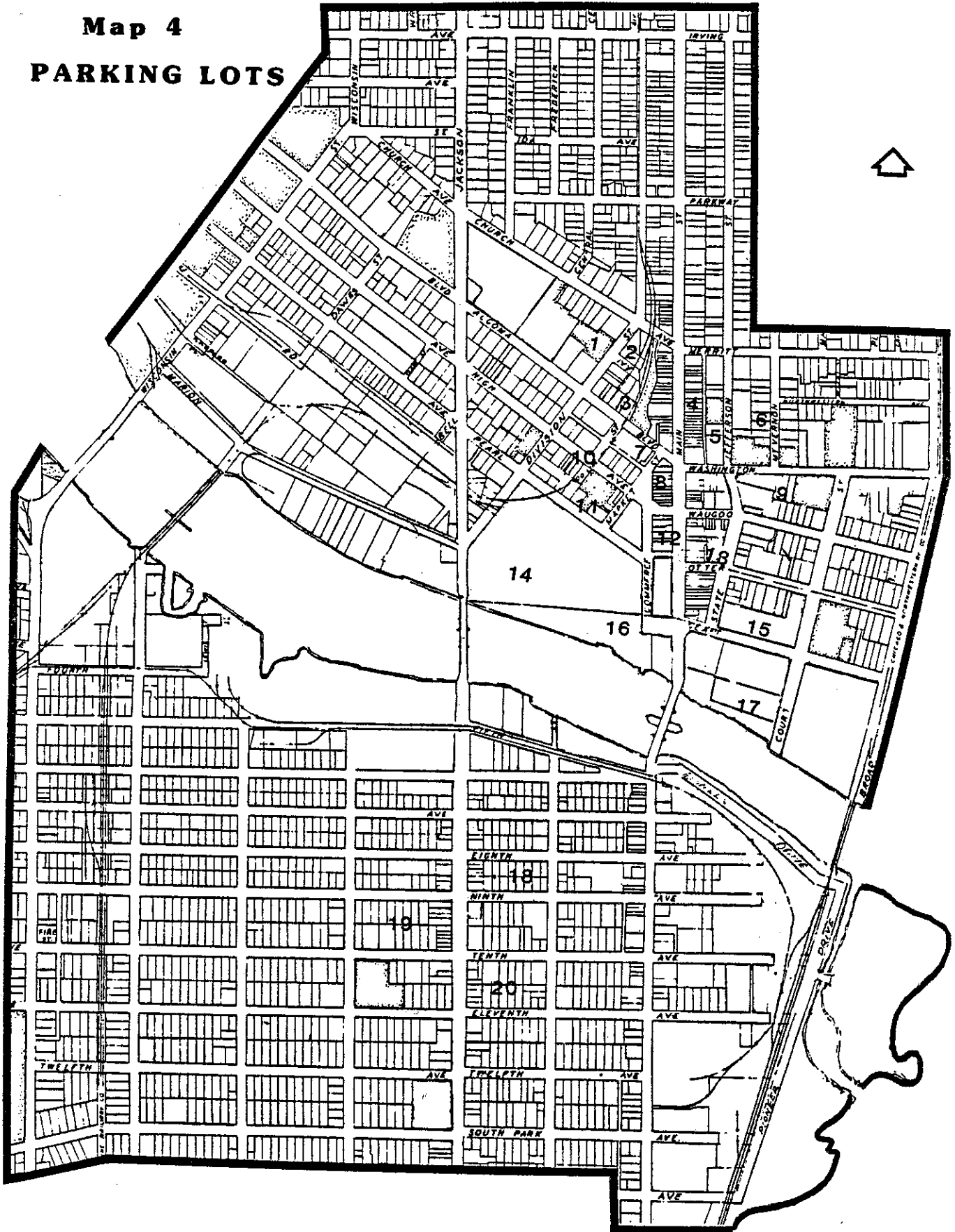
CENTRAL CITY AREA
OFF-STREET PARKING FACILITIES

NAME	NO. OF SPACES*
1. Rec Gym Lot	44
2. Church Lot	42
3. Soo Lot/East and West	107
4. Wilson Lot	13
5. Elks Club Lot	57
6. Jefferson Lot	86
7. Algoma Lot	48
8. Main Lot	21
9. State Lot	80
10. High Avenue Ramp	260
11. High Ramp Lot	21
12. Pearl Lot	34
13. Otter Lot	34
14. Park Plaza Ramp	1,500
15. Ceape Lot	160
16. Hotel Ramp	190
17. Riverside Lot	137
18. 8th Avenue Lot	32
19. 9th Avenue Lot	24
20. 10th Avenue Lot	58
TOTAL	2,948

* Includes metered and unmetered spaces.

Map 4 shows the location of "Off-Street Parking Facilities", and is keyed to the above table.

**Map 4
PARKING LOTS**



See Table 4 For Lot Name & Spaces

Source: Oshkosh Parking Utility

POPULATION

According to the 1980 U.S. Census, the Central City has an estimated population of 6,146 persons, or approximately twelve percent (12%) of the City's total population. Selected population characteristics for the Central City, and the City as-a-whole, are shown in Table 5.

The Central City's population characteristics mirror those for the entire City. Notable exceptions include:

- A higher concentration of persons 20 to 24 years of age in the Central City (22%), as compared to the City as-a-whole (15%).
- Higher percentages of single persons residing in the Central City as compared to the entire City. Fifty percent (50%) of the male population and 43 percent of the female population living in the Central City are single, compared to thirty-seven percent (37%) of the male population and 33 percent of the female population in the City as-a-whole.
- A higher percentage of households in the Central City (34%) having incomes less than \$7,500, compared with the percentage of households in the City as-a-whole (21%) having incomes less than \$7,500.
- A higher percentage of persons in the Central City walk to work (21%) compared with the City as-a-whole (11%).

In examining population characteristics of the Central City, it is possible to see variations in the population for people living north of the Fox River, as compared to those living south of the River. Perhaps the most important statistic in this regard, is the fact that while only forty-one percent of the Central City's total population resides in the area south of the River, that area includes 57 percent of the families in the Central City, and 59 percent of the families with children under 18 years of age. This statistic illustrates that residential areas south of the River are more typical of residential neighborhoods, whereas the area north of the River reflects its commercial and university orientation.

The close proximity of the University of Wisconsin-Oshkosh campus to the Central City may also attribute to the higher concentration of persons in the 20 to 24 age bracket in the Central City, as well as the concentration of single persons.

TABLE 5
SELECTED POPULATION CHARACTERISTICS

	CITY OF OSHKOSH	PERCENT OF CITY	CENTRAL CITY AREA	PERCENT OF CENTRAL AREA	PERCENT IN CENTRAL AREA	SOUTH SIDE	PERCENT SOUTH SIDE
AGE							
TOTAL PERSONS	49,620		6,146		0.12	2,496	0.41
Under 5 years	2,846	0.06	293	0.05	0.10	161	0.55
5 to 9 years	2,873	0.06	255	0.04	0.09	157	0.61
10 to 14 years	3,166	0.06	306	0.05	0.10	182	0.59
15 to 19 years	5,590	0.11	822	0.13	0.15	229	0.28
20 to 24 years	7,239	0.15	1,331	0.22	0.18	249	0.19
25 to 34 years	7,761	0.16	888	0.14	0.11	376	0.42
35 to 44 years	4,351	0.09	430	0.07	0.10	231	0.54
45 to 54 years	4,418	0.09	463	0.08	0.10	260	0.56
55 to 64 years	4,504	0.09	490	0.08	0.11	259	0.53
65 to 74 years	3,901	0.08	489	0.08	0.13	239	0.49
75 years & over	2,971	0.06	377	0.06	0.13	152	0.40
Total Female	26,427		3,243		0.12	1,286	0.40
Median Age	28.4		28.8			32	
FAMILY TYPE							
FAMILIES	11,092		1,197		0.11	678	0.57
With children under 18	5,776	0.52	555	0.46	0.10	329	0.59
FEMALE HEAD OF HOUSEHOLD	1,565	0.14	192	0.16	0.12	96	0.50
With children under 18	914	0.08	105	0.09	0.11	56	0.53
MARITAL STATUS							
MALE 15 YEARS & OVER	18,724		2,466		0.13	950	0.39
Single	6,972	0.37	1,230	0.50	0.18	297	0.24
Separated	165	0.01	28	0.01	0.17	9	0.32
Widowed	521	0.03	70	0.03	0.13	29	0.42
Divorced	883	0.05	149	0.06	0.17	47	0.32
Married	10,183	0.54	1,179	0.48	0.12	569	0.48
FEMALE 15 YEARS & OVER	22,011		2,825		0.13	1,045	0.37
Single	7,243	0.33	1,217	0.43	0.17	238	0.20
Separated	224	0.01	30	0.01	0.13	10	0.34
Widowed	2,906	0.13	379	0.13	0.13	149	0.39
Divorced	1,428	0.06	210	0.07	0.15	76	0.36
Married	10,210	0.46	989	0.35	0.10	572	0.58
YEARS OF SCHOOL COMPLETED							
PERSONS 25 YEARS & OVER	27,895		3,073		0.11	1,510	0.49
Elementary: 0-8 years	4,452	0.16	644	0.21	0.14	331	0.51
High School: 1-3 years	3,911	0.14	442	0.14	0.11	230	0.52
4 years	10,993	0.39	1,125	0.37	0.10	661	0.59
College: 1-3 years	4,035	0.14	401	0.13	0.10	146	0.36
4+ years	4,504	0.16	460	0.15	0.10	141	0.31
% High School Graduates	70		67.1			63	
JOURNEY TO WORK							
WORKERS 16 YEARS & OLDER	22,369		2,670		0.12	1,141	0.43
Private Vehicle:							
Drive alone	14,825	0.66	1,452	0.54	0.10	727	0.50
Carpool	3,654	0.16	437	0.16	0.12	241	0.55
Public Transportation	667	0.03	100	0.04	0.15	48	0.48
Walked Only	2,469	0.11	552	0.21	0.22	95	0.17
Mean Travel Time to Work	13		12.7			13	
OCCUPATION & SELECTED INDUSTRIES							
EMPLOYED PERSONS 16+ YEARS	23,054		2,783			1,168	
Managerial & Professional							
Specialty	4,675	0.20	478	0.17	0.10	137	0.29
Technical, Sales & Admin. Support	6,848	0.30	763	0.27	0.11	332	0.44
Service Occupations	4,267	0.19	594	0.21	0.14	217	0.36
Precision Production, Craft & Repair	2,456	0.11	276	0.10	0.11	134	0.49
Operators, Fabricators & Laborers	4,689	0.20	660	0.24	0.14	343	0.52
Manufacturing	6,454	0.28	794	0.29	0.12	414	0.52
Wholesale/Retail Trade	5,758	0.25	728	0.26	0.13	310	0.43
Professional & Related Services	5,907	0.26	737	0.26	0.12	218	0.30
INCOME STATUS							
HOUSEHOLDS	18,261		2,362		0.13	969	0.41
Less than \$5,000	2,094	0.11	473	0.20	0.23	95	0.20
\$5,000 to \$7,499	1,803	0.10	322	0.14	0.18	131	0.41
\$7,500 to \$9,999	1,935	0.10	263	0.11	0.14	116	0.44
\$10,000 to \$14,999	3,171	0.17	402	0.17	0.13	166	0.41
\$15,000 to \$19,999	2,797	0.15	290	0.12	0.10	149	0.51
\$20,000 to \$24,999	2,360	0.13	268	0.11	0.11	122	0.45
\$25,000 to \$34,999	2,447	0.13	214	0.09	0.09	120	0.56
\$35,000 to \$49,999	1,275	0.07	104	0.04	0.08	67	0.64
\$50,000 or more	399	0.02	27	0.01	0.07	4	0.14
Median	\$15,227		\$12,468			\$14,453	
Mean	\$18,059		\$15,259			\$16,555	

SOURCE: Appleton-Oshkosh SMSA Census Tracts; 1980 Census of Population and Housing

TRADE AREA

The most recent market analysis undertaken for downtown Oshkosh was that prepared by Howard L. Green and Associates, Inc. ("An Evaluation of the Downtown Oshkosh Retail Area"; Oshkosh, Wisconsin; February, 1983). That study identified the "Oshkosh Trade Area" as including the cities of Oshkosh, Neenah, and Omro, the Village of Winneconne, and the townships of Oshkosh, Neenah, Algoma, Vinland, Winneconne, Omro, Utica, Nekimi and Black Wolf. This area is illustrated on Map 5 as the "Primary Market Area". An earlier study completed in 1980 by the Wisconsin Department of Administration, Area Research and Planning, also identified a secondary market. With the exception of the Town of Menasha and part of the Town of Clayton, that area includes the remainder of Winnebago County, all of Green Lake and Waushara Counties, and the towns of Ripon, Rosendale, and Eldorado in Fond du Lac County. The "Secondary Market Area" is also illustrated on Map 5. Present and projected populations for both market areas are presented below.

TABLE 6

OSHKOSH TRADE AREA POPULATION

	ESTIMATE		PROJECTED	
	1986	1990	1995	2000
Primary Market Area	103,560	104,634	104,945	104,885
Secondary Market Area	56,280	58,206	60,295	61,662
TOTAL	159,840	162,840	165,240	166,547

SOURCE: East Central Wisconsin Regional Planning Commission;
December, 1986

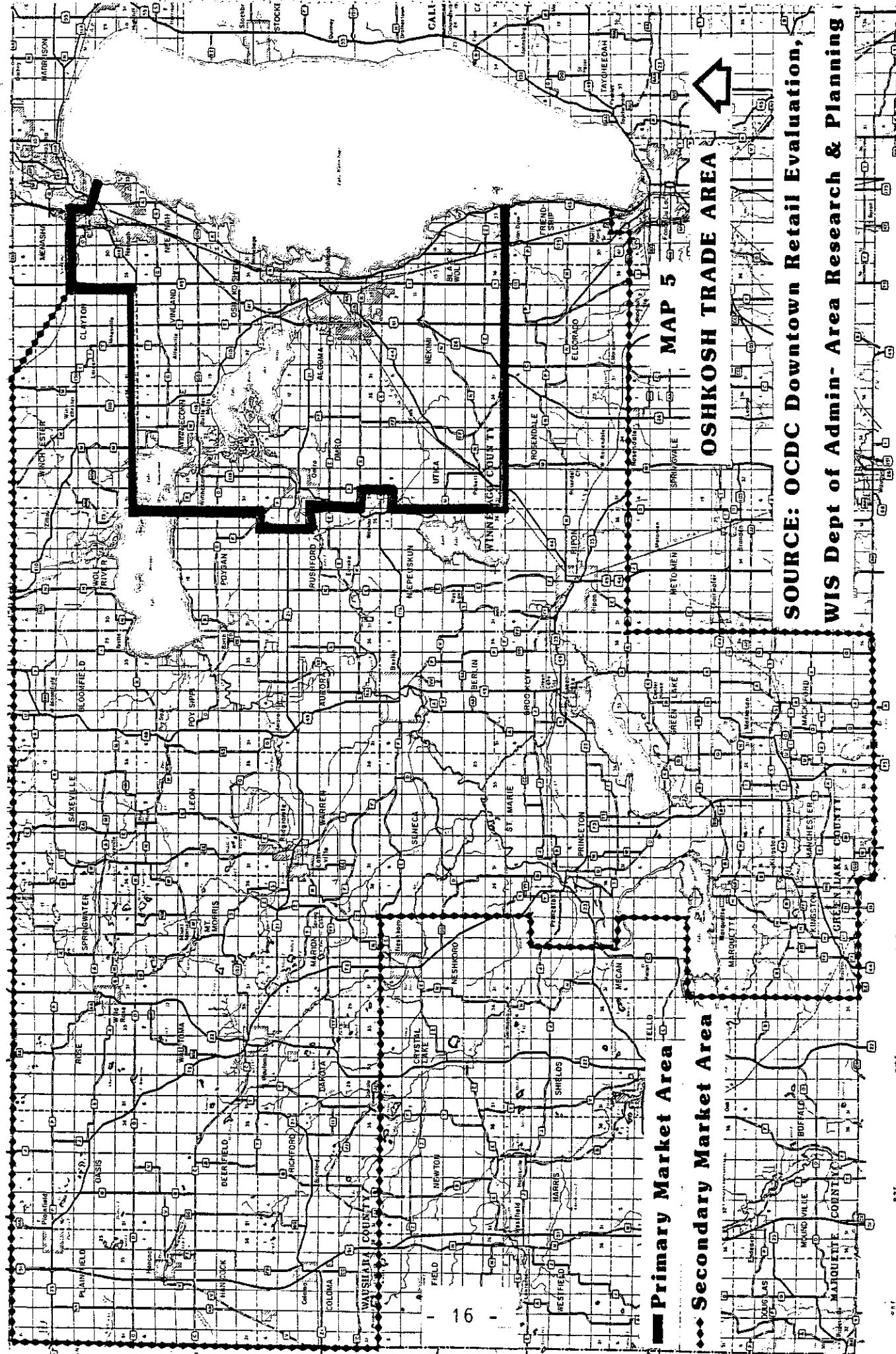
OSHKOSH MARKET

While the opening of Park Plaza in 1970 may have accelerated a decline in retail activities in other parts of downtown, its development limited fringe area retail growth in Oshkosh, helping downtown maintain its regional market share over the following ten year period. Since 1980, however, increased development in the Highway 41 Corridor has resulted in a loss of market share for downtown. The Highway 41 Corridor includes retail operations such as K-Mart, Shopko, Prange Way, Menards, Fleet Farm, and Stein's Garden Center.

In the region, strong alternative shopping opportunities exist in communities to both the north and south. Two enclosed malls are located 20 miles north of Oshkosh in the Appleton area. The Fox River Mall, located in the Town of Grand Chute off Highway 41, is anticipated to be the second largest mall in the State when fully developed. The Avenue, in downtown Appleton, opened in March, 1987, is modeled after the Grand Avenue Mall in downtown Milwaukee. Forrest Mall is located on Highway 41 twenty miles south of Oshkosh in the City of Fond du Lac. All three malls are anchored by large national and regional department stores.

The Howard L. Green and Associates study found that the extent of retail development in Appleton and Fond du Lac may preclude further market penetration to the north and south. Other findings were:

- 1) The City should minimize the perception that downtown contains two separate retail areas, Park Plaza and North Main Street, and promote the area as a single entity.
- 2) Make appropriate retail additions, such as restaurants and speciality shops, to tap the tourist and convention market.
- 3) Improve parking and update directional signage to downtown.
- 4) Secure a name brand, off-price family apparel merchant for the north side of the primary area, to increase market flow between Park Plaza and North Main Street.



MAP 5
OSHKOSH TRADE AREA

Primary Market Area

Secondary Market Area

SOURCE: OCDC Downtown Retail Evaluation,

WIS Dept of Admin- Area Research & Planning

SECTION II

PRIMARY NEEDS

This Section lists a number of primary needs for Central City Oshkosh. The list was developed from an examination of conditions in the area, with consideration of improvements important to short and long term revitalization efforts.

As the title implies, this Section will only touch on a select number of needs. A more thorough examination will be left to future studies relative to particular facets of the Central City.

NO. 1 - DOWNTOWN HOUSING

While commercial and service-oriented improvements are seen as the backbone of most downtown revitalization efforts, having more people live in downtown is one of the most effective ways to create a heightened level of activity in the Central City.

In Oshkosh, most residential uses in the Central City are found in the fringe areas. Very little concentrated residential development exists in the heart of downtown.

Two types of residential development are seen as being needed.

First would be new medium to high density residential development. Medium being defined as up to 14.5 units per acre (the R-3 Multiple Dwelling District standards), and high density defined as up to 29 units per acre (the R-5 Multiple Dwelling District standards). To respond to the market demands of a variety of potential residents, it would appear desirable to have both rental and owner-occupied units available. It would also be desirable to see new residential development include some type of mixed commercial use.

The second type of residential development needed in downtown would encompass upper floor dwelling units in existing commercial buildings. There are many commercial buildings in downtown in which the upper floors are vacant or underutilized. Developing residential dwelling units in those buildings would improve the market value of these properties, and put more people on the door step of Main Street businesses.

NO. 2 - DEVELOPING KEY SITES

One of the most important elements in any revitalization effort is the development of key downtown sites. These sites include designated redevelopment areas, as well as other sites which are important due to their size, location, and potential availability.

In some communities, the identification and development of these sites is needed to establish an appropriate land use pattern. For Oshkosh, the need is to reinforce an appropriate land use pattern that exists, and to introduce new uses and use combinations that do not exist or are under-represented.

Key sites are highly visible and their development will improve the visual image of downtown.

NO. 3 - FACADE IMPROVEMENTS

While it is important to upgrade properties, internally as well as externally, facade improvements can have a major impact in upgrading the image and environment of the Central City, especially the commercial core.

The City has had a Commercial Rehabilitation Program since 1978. A number of property owners and merchants have participated. More needs to be done, however, to accelerate the pace of facade improvement work, especially quality design efforts that highlight outstanding buildings in the downtown area.

NO. 4 - STREETScape IMPROVEMENTS

Hand-in-hand with facade improvements, would be improvements to public right-of-way areas. Commonly referred to as "streetscaping", such improvements reinforce building rehabilitation efforts, and create a total upgrading of the downtown environment. Streetscaping primarily relates to sidewalks, lighting, and landscaping improvements.

While a major streetscaping project was undertaken in the 400 Block of N. Main Street, additional improvements need to be considered along other portions of N. Main Street and its side street areas. Such work could also play an important role in improvement efforts south of the Fox River, especially on Oregon Street from W. 6th Avenue to W. 12th Avenue.

NO. 5 - BUSINESS MIX

Business mix relates to the composition of the downtown market place -- the goods and services available.

While it is not the intent of this Report to evaluate specific market needs of downtown Oshkosh, it should be recognized that if ongoing revitalization is to be successful, continual attention must be paid to the business mix in this area.

Therefore, a primary need is the development of an active business recruitment program aimed at securing the types of businesses identified in detailed market analyses, such as the Howard L. Green and Associates study.

NO. 6 - LAND USE MIX

Land use mix relates to the physical makeup and type of activities conducted in the Central City. Map 1 illustrates the land use mix in the Central City.

While no major problems exist relative to incompatible land uses, it is important to recognize the need to gear development efforts to promote compatibility between uses. An especially important consideration is the interrelationship of industrial to other uses.

Previously identified needs, such as establishing downtown housing and developing key sites, are integral to concerns in this area.

NO. 7 - ORGANIZATION

There are several entities involved in organizational efforts relative to the Central City. The primary entity is the Oshkosh Association of Manufacturers and Commerce (The CHAMBER). The Chamber provides services to member businesses, many of which are located in the Central City. The Chamber is also the umbrella organization for CHAMCO, a non-profit industrial development corporation, and the non-profit Oshkosh Commercial Development Corporation (OCDC). In addition, the Chamber also provides staff support to two other organizations involved in the Central City Area: the Downtown Merchants Association, and the Southtown Merchants Association.

The Downtown Merchants Association is primarily oriented to businesses in the North Main Street area, while the majority of businesses represented by the Southtown Merchants Association are from the South Main Street and Oregon Street areas.

Another organization is the Park Plaza Merchants Association, which includes businesses in the Mall.

In many communities across the country, there is a growing recognition that new organization structures are needed if downtowns are to compete successfully with outlying commercial districts and maintain a stable economic base. For Oshkosh, the primary need would appear to be the creation of a management vehicle and funding base that would draw together diverse downtown interests to actively pursue ongoing programs of marketing, promotion, and improvement activities.

NO. 8 - ACCESSIBILITY

The traffic system for the Central City encompasses three separate but interrelated elements -- the route of access to the downtown, circulation within the downtown, and the point of destination as represented by parking.

While a number of improvements have been made since the last study on this subject (Wilbur Smith and Associates, 1980), it is important to review existing conditions based upon recent changes that have occurred in the Central City area, and to identify ways in which accessibility and circulation can continue to be improved.

Hand-in-hand with this should be a review of signage -- which serves an accessibility function by facilitating traffic movements.

NO. 9 - STRENGTHENING THE CORE

The "core" in this case would be the commercial district in the heart of the Central City -- or that area commonly referred to as "downtown". The area encompasses an approximate 19 block, 63-acre area located north of the Fox River, and represents the highest concentration of activities in the Central City.

The area is comprised of businesses located on either side of N. Main Street from the Fox River to Parkway Avenue, as well as those businesses in side street areas near N. Main Street, including Park Plaza.

While improvements noted previously are important to "Strengthening the Core", other needs can also be seen, such as creating a "special place identity", and developing "physical linkages".

This "special place identity" is created by developing a unique and environmentally pleasing atmosphere in the downtown and having people recognize they've entered a place with a special vitality and ambience. A place that is interesting, and that people feel good about.

Physical linkages relate to strengthening ties between the different areas within the core. Of major importance would be strengthening ties between the N. Main Street area and Park Plaza, so that both areas can benefit from increased traffic.

A secondary core area can be seen in the commercial district off Oregon Street south of 6th Avenue. While the level of commercial activity is not as intense in this area, the area could also benefit from a "core orientation" and activities aimed at strengthening its position as a secondary center within the Central City.

NO. 10 - RAILROAD RELOCATION

A major need for many years has been the relocation of the Soo Line Railroad tracks from downtown. While railroad traffic has diminished, the removal of those tracks remains an important concern.

Not only would the relocation eliminate traffic disruptions, but it would also present opportunities for development of railroad right-of-ways.

SECTION III

PLANNING ACTIONS

This Section will review activities and efforts which could be considered in addressing needs identified in Section II. The Section is organized so that each need will be covered in the same order as Section II.

An important point is that the Planning Report is not intended to provide detailed strategies for moving on items noted. Rather, it is intended to provide a vehicle by which broad-based conditions and needs can be examined and reviewed.

It is hoped that the Report will then lead to various improvement efforts when and where appropriate.

PRIMARY NEED NO. 1 -

DOWNTOWN HOUSING

A number of actions could be considered in addressing this need. These include:

A. IDENTIFY POTENTIAL SITES

Each potential site could be described in detail and accompanied by illustrations, photographs, and suggestions for appropriate development.

This information could be incorporated in a "Housing Development Guide" prepared for use by developers and local builders.

B. DEVELOPER'S WORKSHOP ON DOWNTOWN HOUSING

The Department of Community Development could hold workshops to bring together developers and individuals who could be involved in such efforts. Such a session would be helpful in gaining insight into perceived obstacles to development.

C. ZONING ORDINANCE MODIFICATIONS

At present, the Department of Community Development is working with a Subcommittee of the Plan Commission to update the City's Zoning Ordinance. Proposed modifications that could aid downtown housing development relate to changes in "Mixed Commercial/Residential provisions", and in the creation of new "Planned Districts".

The current Zoning Ordinance allows, by special use permit, mixed commercial/residential uses in the C-3 Commercial District and C-4 Central Business District, both of which are found in downtown. The current Ordinance, however, limits such developments by stipulating that commercial space cannot exceed 20% of total space available, and that each development provide 1/2 parking space per dwelling unit.

The modification would eliminate the area limitation for commercial space. While the existing provision may not be detrimental in new structures, it can be a major obstacle in converting upper floors in older commercial buildings to residential uses. For example, in a two-story structure, if the ground floor is used for commercial purposes and the second floor is used for storage or is vacant, conversion of the second floor, which would constitute 50% of the structures floor area, would not be possible due to the 20% limitation on commercial space in mixed commercial/residential uses.

By eliminating the commercial area size limitation, it may be possible to actively promote the conversion of underutilized and non-productive upper floors to residential uses.

An additional change for mixed commercial/residential developments is a recommendation that would allow mixed uses with less than four dwelling units to meet the parking requirement by showing evidence of available parking. Evidence could include securing parking permits in nearby municipal lots. This would be less restrictive than current requirements calling for permanent control of spaces.

Another change in the Zoning Ordinance which could aid in downtown housing development, relates to a proposal to eliminate current Planned Unit Development District provisions, and replace those with simpler Planned District requirements. While it is not envisioned that the Planned District section would receive a great deal of use in downtown, based upon minimum site requirements, its availability and flexible use/density provisions could be beneficial.

D. OTHER IMPLEMENTATION ACTIVITIES

Efforts and improvement activities that could be undertaken in addressing other identified needs are important in creating the overall environment and conditions conducive to attracting residential development to downtown.

PRIMARY NEED NO. 2 -

DEVELOPING KEY SITES

Map 6 shows the location of four "Key Sites" in downtown Oshkosh, while the matrix on page 29 provides information concerning each property. These sites encompass locations with prime redevelopment potential.

SITE A: 100 BLOCK OF NORTH MAIN STREET

This site is part of the expanded Oshkosh Centre Redevelopment Area. The City of Oshkosh Common Council approved the Redevelopment Plan for this block in September, 1985.

The block is located north of the new Convention Centre, northeast of the new Radisson Hotel and parking ramp entrance to Park Plaza Mall, and across the street from and east of the five-story First Wisconsin Bank Building. Immediately north is the east side of the 200 Block of North Main Street, with commercial storefront properties. To the northwest is the west side of the 200 Block of North Main Street, with a municipal parking lot and a four-story commercial building housing Kline's Department Store.

At the time of this Report's preparation, the City had acquired two of the 7 properties on this block. It is anticipated that additional acquisitions will occur in response to owner-initiated sales and/or as funds become available for purchasing properties.

Based upon the type and intensity of uses in close proximity, this site should be redeveloped with a six to 8 story structure which includes offices and specialty commercial enterprises. The first floor, for example, could offer opportunities for food and spirits establishments, which could be supported by traffic generated by activity in adjacent blocks.

Consideration should possibly be given to expanding the redevelopment area to the east, especially to provide parking for the high intensity development preferred for the 100 Block.

SITE B: WPS

The site is located two and one-half blocks east of North Main Street on the south side of Ceape Avenue, between Court and Broad Streets. To the west is a building housing the law firm of Nolan, Engler, Yakes & Bauer, and a municipal parking lot serving the City's Convention Centre. To the northwest is the City's Central Fire Station. Immediately north is the Oshkosh Housing Authority's 14-story Court Tower building, containing 157 dwelling units. Also to the north is the Oshkosh Clinic housing physicians offices. To the east is the City of Oshkosh Broad Street Pumping Station, and Chicago and Northwestern Railroad tracks. The site abuts the Fox River to the south.

This site was included in the original Oshkosh Centre Redevelopment Plan, adopted by the Common Council in July, 1980. According to the Plan, the site was identified for future land acquisition/disposition, and was designated for "Planned Unit Development-Residential", under "Proposed Land Use", and for "C-4 Central Business District", under "Proposed Zoning".

This property is owned by Wisconsin Public Service Corporation (WPSC), and is used as a natural gas storage area. Although no definite plans have been made to discontinue and/or relocate the present operations, the site does afford perhaps the best location near the heart of downtown for some type of housing development. The site is large enough to accommodate, under the proposed C-4 zoning, up to 168 dwelling units.

In the previous discussion on "Downtown Housing", one of the primary actions noted was the need to identify potential sites for such development. The WPS site could be one of the sites, given its designation for future residential use in the Redevelopment Plan.

The site is ideally located relative to North Main Street, the Convention Centre, and Park Plaza. The location of Court Tower to the north would reinforce the reuse of this site for residential purposes, providing a compatible land use relationship.

While the railroad tracks to the east could provide some limited noise problems, the amount of train traffic is not significant enough to pose a serious problem.

The number one feature that makes this site ideal for residential development is its proximity to the Fox River. A necessary ingredient in most successful in-town residential development projects is the presence of special amenities. Waterfront settings offer such an ingredient.

If the City is to stimulate residential development in downtown, it will be necessary to have one major project lead the way in demonstrating that such development can be successfully undertaken. The WPS site could offer an excellent location for such a project.

SITE C: COOK AND BROWN

This site is situated on the southwest corner of Jackson Street and Marion Road, immediately adjacent to the Fox River and across from Park Plaza.

The site is privately owned and is not in a designated redevelopment area. It is the former location of Cook and Brown Ready Mix and Gunz Heating Contractors. The property is presently leased to another ready mix operator, and has been advertised for sale.

Although the site is zoned M-3 Heavy Industrial, its location adjacent to the Fox River and across from Park Plaza make it an attractive property for commercial development. If this property were to be redeveloped for commercial use, it may be appropriate to consider the designation of the area to the north and bordered by the Soo Line Railroad tracks for similar reuse in the long term. In the short term, a street improvement project could be undertaken on Marion Road with some type of streetscaping treatment to mitigate the site's proximity to nearby industrial uses.

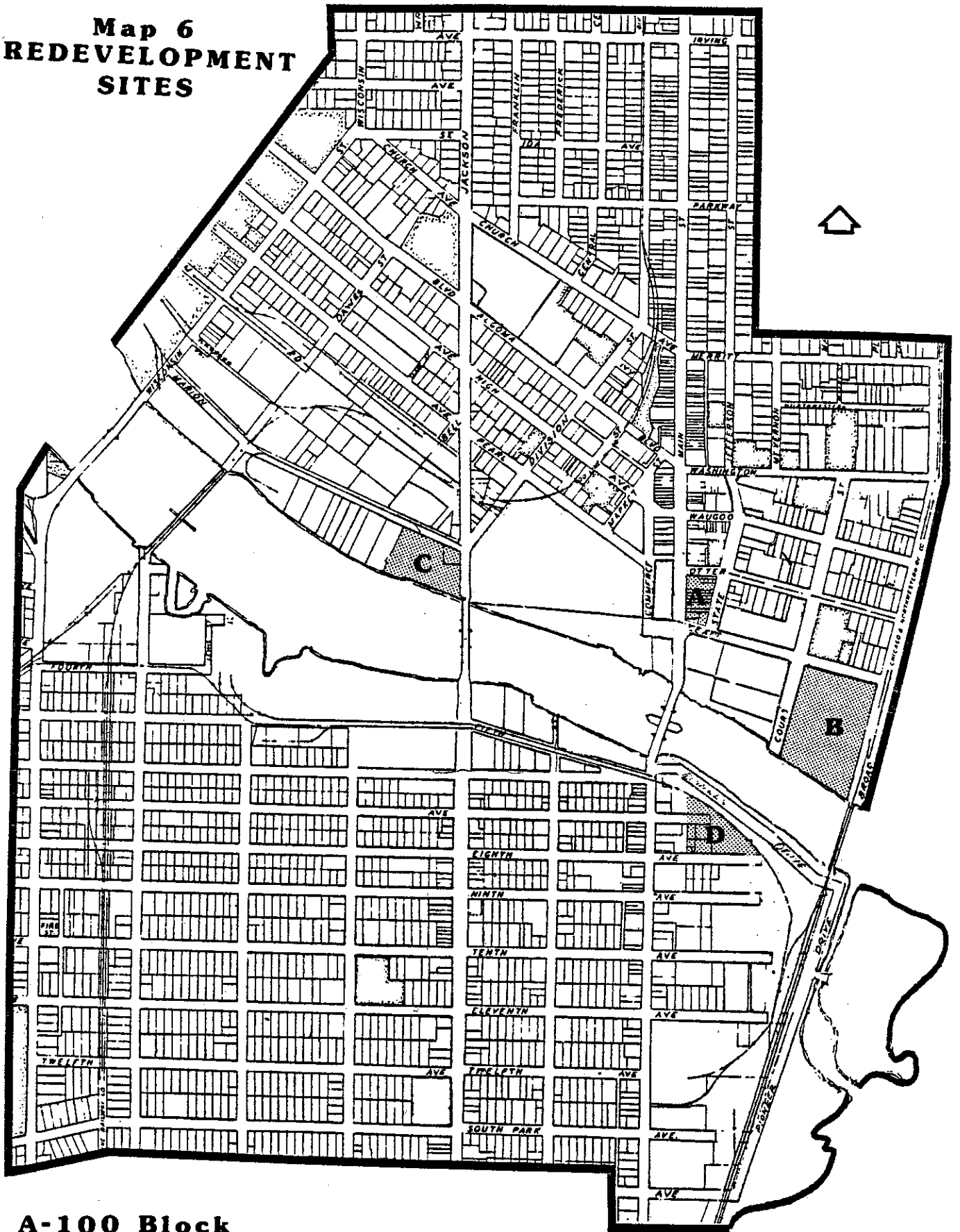
SITE D: UNIVERSAL FOUNDRY

This site encompasses vacant plant facilities situated to the east of South Main Street, off 7th and 8th Avenues. A rail spur of the C & NW Railroad borders the north side of the property, with the Miles Kimball Company plant located to its south across 8th Avenue. Several commercial properties are situated to its west, between 7th and 8th Avenues and South Main Street.

The property is included in the list of "Key Sites" for two primary reasons. First, the site is highly visible from the north and the appearance of the property could be considered a negative in the general environment of the area. The second reason is closely related to the first, in that the site's high visibility could be seen as affording an opportunity for undertaking a project that could benefit from such exposure.

While the site does have high visibility, it is impacted on the north side by the location of the adjacent rail spur as well as an unimproved parking lot off Pioneer Drive. If these complications could be addressed, the development potential of the Foundry site would be enhanced.

**Map 6
REDEVELOPMENT
SITES**



- A-100 Block**
- B-WPS**
- C-Cook & Brown**
- D-Universal Foundry**

TABLE 7

KEY SITES MATRIX

SITE DATA	CURRENT USE	SITE CHARACTERISTICS	PREFERRED USE	AVAILABILITY
<p>SITE A 100 Block N. Main St.</p>	<p>Commercial</p>	<p>1.2 acres; 10 buildings on 8 parcels; majority of structures in deteriorating condition; 1/3 of block vacant and/or in surface parking. ZONING: C-4 Central Business District</p>	<p>Commercial (combination offices and speciality retail)</p>	<p>Part of expanded Oshkosh Centre Redevelopment Area. Land assembly required.</p>
<p>SITE B WPS</p>	<p>Public utility. Natural gas storage facilities.</p>	<p>5.8 acres; 10 propane storage tanks and 2 buildings totalling 5,900 square feet. ZONING: M-3 Heavy Industrial</p>	<p>Multi-dwelling residential (Possibly mixed use)</p>	<p>Part of Oshkosh Centre Redevelopment Area. Owned by WPS.</p>
<p>SITE C COOK & BROWN</p>	<p>Concrete ready mix plant.</p>	<p>3.5 acres; 2-story frame building 69 ft. x 102 ft. and ready mix equipment. ZONING: M-3 Heavy Industrial</p>	<p>Commercial (Possibly mixed use)</p>	<p>Site advertised for sale by owner.</p>
<p>SITE D UNIVERSAL FOUNDRY</p>	<p>Vacant foundry structures</p>	<p>1.6 acres; 6 interconnected foundry buildings totalling 42,918 square feet; 1 free standing port. ZONING: M-3 Heavy Industrial</p>	<p>Mixed use commercial, or new industrial (Mixed commercial-residential if Pioneer Drive linked)</p>	<p>Subsidiary of First Wisconsin Corp. holds title and is offering for sale.</p>

PRIMARY NEED NO. 3 -

FACADE IMPROVEMENTS

In addressing the need for "Facade Improvements", attention can be focused on older two- and three-story buildings in the North Main Street area, and the area off Oregon Street south of West 6th Avenue.

Facade improvements usually occur in these areas as a result of:

- 1) Property owners upgrading buildings as part of lease arrangements with new or existing tenants.
- 2) Businesses upgrading buildings which they own, as part of general improvement efforts periodically undertaken.
- 3) Property owners and/or businesses taking advantage of special funding sources to assist in such efforts.

The City of Oshkosh, through its Community Development Block Grant Program, has had available since 1978, a Commercial Rehabilitation Program offering assistance for improvement projects in the primary commercial areas of the Central City. It is probable that the majority of property owners and/or businesses that have participated, have done so as a result of actions undertaken relative to numbers 1) and 2) above. It is also possible, however, that the level of improvements undertaken may not have been as substantial without assistance afforded in the City's Program.

In 1985, the City's Program was updated. Loans and grants were replaced with rebates, and for the first time, funds were made available for design assistance. Also, "Basic Design Standards" were incorporated in Program Guidelines to ensure that when assistance is provided, regardless of the basis on which it is requested, that work reflect quality designs.

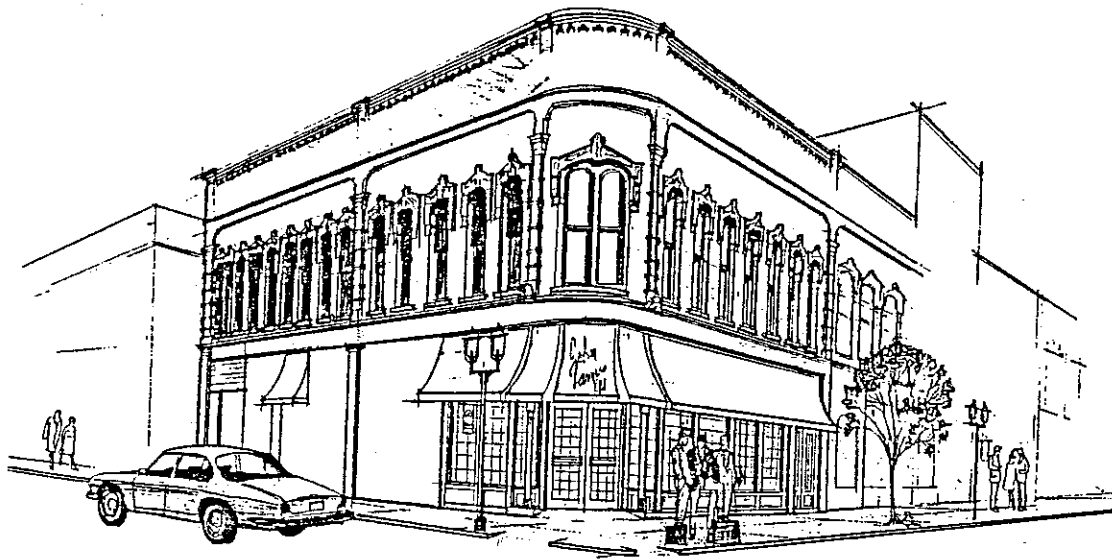
Another change provided for the Planning and Research Division of the Department of Community Development to assume primary administrative support for the Program (from the Department's Housing Authority Division), enabling greater coordination between City staff and OCDC's Commercial Rehabilitation Committee, which reviews applications for assistance.

In May, 1987, additional changes were made in the Program that:

- Reduced the eligible area to maximize the impact of assistance provided.
- Modified rebate amounts to stretch available funds.
- Modified the "Joint Projects" component to stimulate improvement efforts.

One activity under consideration, relative to "Joint Projects", is an effort to interest property owners and businesses in the 400 Block of North Main Street to install awnings on storefronts to compliment streetscaping improvements. An isometric (three-dimensional) drawing has been prepared for the west side of the 400 Block to illustrate the impact awnings could have in this area.

This activity would be similar to an improvement effort in Neenah's downtown in which property owners and businesses installed awnings of similar style and color. For the 400 Block, the concept would use awnings to attain a "quick" visual impact, but rather than promoting similarity of awnings, the proposal suggests awnings in a variety of styles, shapes and colors, in both stripes and solids. This approach could achieve a substantial impact without having to include almost every property in the block, as was the case in Neenah.



The restoration of the Beckwith Building, 401 N. Main Street, was undertaken through assistance provided by the City's Commercial Rehabilitation Program. In recognition of the work, the Landmarks Commission selected it for one of the Acanthus Historic Building Awards for 1986.

PRIMARY NEED NO. 4 -

STREETSCAPING IMPROVEMENTS

400 BLOCK/NORTH MAIN STREET PROJECT

As previously noted, a streetscaping project has been undertaken in the 400 Block of North Main Street. That project replaced concrete walks with brick pavers and provided for installation of decorative "old style" lighting. Funds were also used to purchase banners for mounting on light standards. The project is to be completed in 1987 with integration of landscaping treatment.

The 400 Block project was funded through special assessments, with additional funds provided by the City in its 1986 Capital Improvements Program.

While the 400 Block effort was undertaken as a result of property owners petitioning for the work, the City had previously prepared a downtown streetscaping concept to identify desirable components in such projects. The concept was illustrated in a pamphlet prepared by The Sanborn Group, Inc. in 1985, and funded with Community Development Block Grant monies.

OTHER PROJECTS

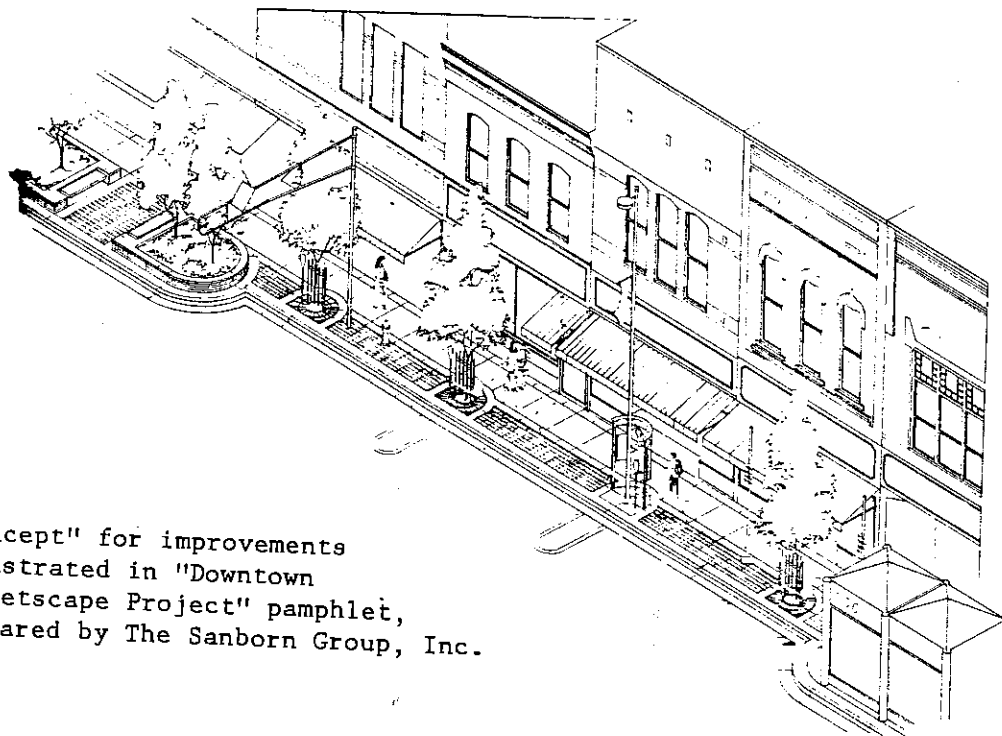
When the 400 Block project is completed, efforts should be made to interest property owners in undertaking similar projects in other areas of North Main Street and its side street areas, as well as along Oregon Street south of West 6th Avenue.

To promote an integrated and harmonious appearance in these business districts, it is recommended that the same decorative light standards be used. This "old style" lighting would be especially attractive in side street areas near the restored Grand Opera House.

By using the same light standards in these older areas, it should be possible to provide variations in other aspects of the streetscaping, while maintaining a consistent appearance. A project component to which a variation could be considered would be sidewalk improvements. While brick pavers were used for the entire walkway surface in the 400 Block of North Main Street, with exception of the walk adjacent to the old First Wisconsin Bank Building, it could be possible for other blocks to attain a "streetscape appearance" by incorporating either "strips" of brick pavers, or "spot sections" of pavers. Such efforts could incorporate the same brick paver used in the 400 Block, while not replacing entire walkways.

Consideration should be given in streetscaping efforts to the planting of street trees. Although downtown walks may not be as wide as desirable, planting trees of suitable variety and height can add an important visual element to the downtown environment, mitigating the appearance of these areas as "concrete canyons".

While some consideration has been given to the use of concrete planters, it is generally recognized that such fixtures require more sidewalk space than trees, and cost more to maintain. An additional disadvantage with planters is the "freeze-thaw" problem, which requires frequent replacement of shrubs and other vegetative plantings. Planters can also become convenient receptacles for trash, which detracts from the appearance of streetscape improvements.



"Concept" for improvements
illustrated in "Downtown
Streetscape Project" pamphlet,
prepared by The Sanborn Group, Inc.

PRIMARY NEED NO. 5 -

BUSINESS MIX

A major action which can help promote an appropriate "business mix" in downtown Oshkosh is the stepping up of business recruitment efforts by OCDC. Business recruitment was a top priority for OCDC in goal-setting by that organization in 1986, and in their 1987 Work Program.

Actions taken to date include development of a leasing packet that property owners can use in working with potential tenants, and gathering information to target desirable businesses.

In targeting desirable businesses, staff from OCDC reviewed yellow page listings in the Appleton area with those found in Oshkosh, and identified 325 listings not appearing in the Oshkosh directory. While the nonlisting of these businesses and services does not mean they do not exist in Oshkosh, it does highlight the fact that they may be under-represented in the Oshkosh market. As a result of this activity, and an additional identification of desirable businesses not part of the Oshkosh market, staff from OCDC developed a list of 42 "Potential Retail Business Opportunities" that could be pursued to strengthen the business mix in the community. Businesses identified are either not part of the Oshkosh market, or are areas offering room for market penetration by new businesses.

This "Potential Retail Business Opportunities" list identifies businesses that may be appropriate for the Central City, and other commercial areas of the City as well.

OCDC staff will be developing strategies to aid in business recruitment efforts. Such strategies should incorporate techniques that have proven successful in similar recruitment efforts for shopping centers and malls.

The business opportunities noted touch on needs identified in the study conducted by Howard L. Green and Associates.

TABLE 8

POTENTIAL RETAIL BUSINESS OPPORTUNITIES

1. Full Line Sporting Goods Store
2. Day Care Center - Children or Adult
3. Infant/Maternity Apparel/Baby Accessories (Furniture, Books, Toys)
4. Electronics/Stereo/Appliances (Best Buy - Pierquets)
5. Ethnic Specialty Gift Shop (Pier I Imports)
6. Fast Food Mexican (Downtown)
7. Used Record Shop/Books
8. Off Price Family Apparel (Marshall's)
9. Co-Ed Health Club (Vic Tanny)
10. Flea Market (Arts/Crafts/Used Merchandise)
11. Hobby Shop
12. Housewares and Kitchen Accessories
13. Women's Shoe Store and Accessories
14. Bath Shop (Accessories/Soaps)
15. Posters/Maps/Calendars Shop
16. Furrier
17. Outdoor Furniture and Accessories
18. Lighting Fixtures
19. Art Gallery/Cafe
20. Toy Store (Toys R Us)
21. Costume/Novelty Shop
22. Blueprinting/Drafting Materials and Equipment
23. Fresh Produce Market
24. Bridal Shop
25. Army/Navy Camping Equipment
26. Copy Shop
27. Delicatessen/Sandwich Shop, Eat In and Take Out/Catering
28. Tile and Wallpaper Shop (Color Tile)/Decorating Center
29. Grocery/Convenience Store (Downtown)
30. Seafood Restaurant (Red Lobster)
31. Off Price/Resale Clothing Store (Ragstock)
32. Laundromat - Self Service
33. Convalescent Aids
34. Women's Clothing Store
35. Variety Store (Downtown)
36. Discount Family Shoe Store
37. Unpainted Furniture Store
38. Frozen Custard Restaurant
39. Educational Toy Store
40. Fast Food Roast Beef (Arby's)
41. Formal Wear Shop
42. Factory Outlet Stores

PREPARED BY: Oshkosh Commercial Development Corporation, 1987

PRIMARY NEED NO. 6 -

LAND USE MIX

Actions to be considered in addressing the need to maintain an appropriate land use mix include:

A. DOWNZONING OF KEY DEVELOPMENT SITES

This Section identified 4 key development sites in the downtown. For three of the sites, the existing zoning district permits uses that may not be compatible with preferred uses. The three sites include:

1. WPS Site
2. Cook & Brown Site
3. Universal Foundry Site

The current zoning district classification for each of these sites is M-3 Heavy Industrial. Appropriate zoning, relative to preferred uses, would be C-4 Central Business District, possibly with a "planned district" designation applied to the WPS site.

The WPS site, as earlier indicated, is located in an adopted redevelopment area. As such, its reuse for other than "Planned Development-Residential" would not be permitted.

B. INDUSTRIAL CONSERVATION STUDY

An "Industrial Conservation Study" would examine use relationships and environmental conditions surrounding industrial activities in the Central City.

The purpose would be to target areas where long term land use changes may be appropriate, as well as to identify approaches for maintaining viability of industrial uses and their compatibility with uses in close proximity.

PRIMARY NEED NO. 7 -

ORGANIZATION

A need in the Central City, esppecially in the primary commercial core, is the creation of a management vehicle and funding base to draw together diverse downtown interests to actively market the area, and undertake selective improvements.

The creation of such entities has enabled downtowns to replicate management programs successfully used in operating major shopping centers and malls.

The State Legislature in 1984 approved legislation allowing cities and villages to form Business Improvement Districts (BID's). Based on the new law, BID's may be created to undertake a variety of activities (physical improvements, marketing, promotion, special events, staffing, etc., etc.). Funds are generated through an assessment placed on properties in the designated area.

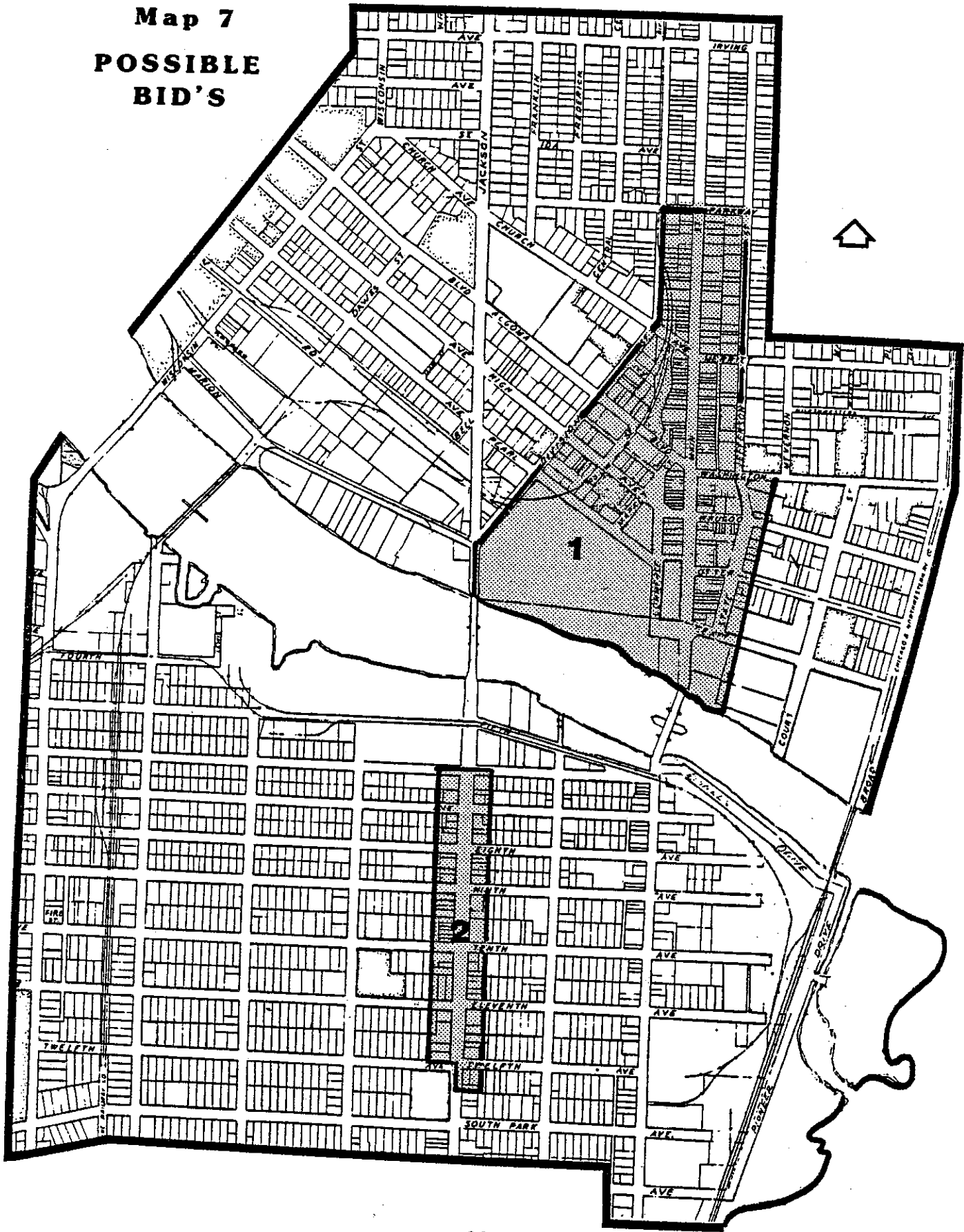
BID's have been created in Eau Claire, Horicon, Kenosha, Monroe, and Waukesha, while Janesville and West Allis are considering a BID's formation.

OCDC is currently involved in an effort to present the concept to property owners and businesses in downtown. If sufficient interest develops, property owners would petition the City for creation of a BID. The City Plan Commission and Common Council would be required to approve an operating plan and budget, and if petitions opposing the BID's creation were not submitted from property owners with 40 percent or more of the BID's assessed valuation, the District would be created. A BID Board would then be established to oversee all activities.

The legislation does permit creation of more than one BID in a community. Thus, additional consideration could be given to formation of a District in the Oregon Street area.

Map 7 identifies possible BID boundaries in Oshkosh.

Map 7
POSSIBLE
BID'S



PRIMARY NEED NO. 8 -

ACCESSIBILITY

The two primary areas to be addressed relative to "Accessibility" include:

A. CIRCULATION

The last traffic circulation study of the Central City was by Wilbur Smith and Associates in 1980. While improvements were undertaken relative to recommendations made, it would appear an analysis of circulation is in order, given the development which has occurred since, especially relative to traffic generated by the Convention Centre.

This need may be addressed by a "Traffic Operations Study" being undertaken by the East Central Wisconsin Regional Planning Commission, with assistance from the City of Oshkosh. This study is aimed at identifying traffic congestion and safety problems on the City's arterial street system. It includes an analysis of street intersection and corridor accident and capacity problems, traffic control, signalization, and on-street parking.

The study will analyze cost effective means of solving problems, and will recommend traffic engineering improvements for Oshkosh. Improvements could include: upgrading signalization, elimination of on-street parking, intersection channelization, and street widening for increased capacity.

The study will analyze intersections for signal timing, turning movements, signal coordination, and signal equipment. Intersections being studied within the Central City include:

1. 9th Avenue and Main Street
2. High Avenue and Wisconsin Avenue
3. Irving Avenue and Main Street
4. Jackson Street and Pearl Avenue
5. 9th Avenue and Ohio Street
6. 9th Avenue and Oregon Street
7. Algoma Boulevard and Jackson Street
8. Witzel Avenue and Ohio Street

Street corridor analyses will be done to evaluate the incidence of traffic accidents, street capacity, access control, and parking management. Corridors being studied within the Central City include:

1. Main Street from Irving Avenue to South Park Avenue
2. Pearl Avenue from Wisconsin Street to Main Street
3. Church Avenue from Jackson Street to Main Street
4. High Avenue/Waugoo Avenue from Wisconsin Street to Bowen Street
5. Jackson Street/Oregon Street from Church Avenue to 9th Avenue
6. Wisconsin Street/Ohio Street from Algoma Boulevard to 9th Avenue

The "Traffic Operations Study" is to be completed in August, 1987.

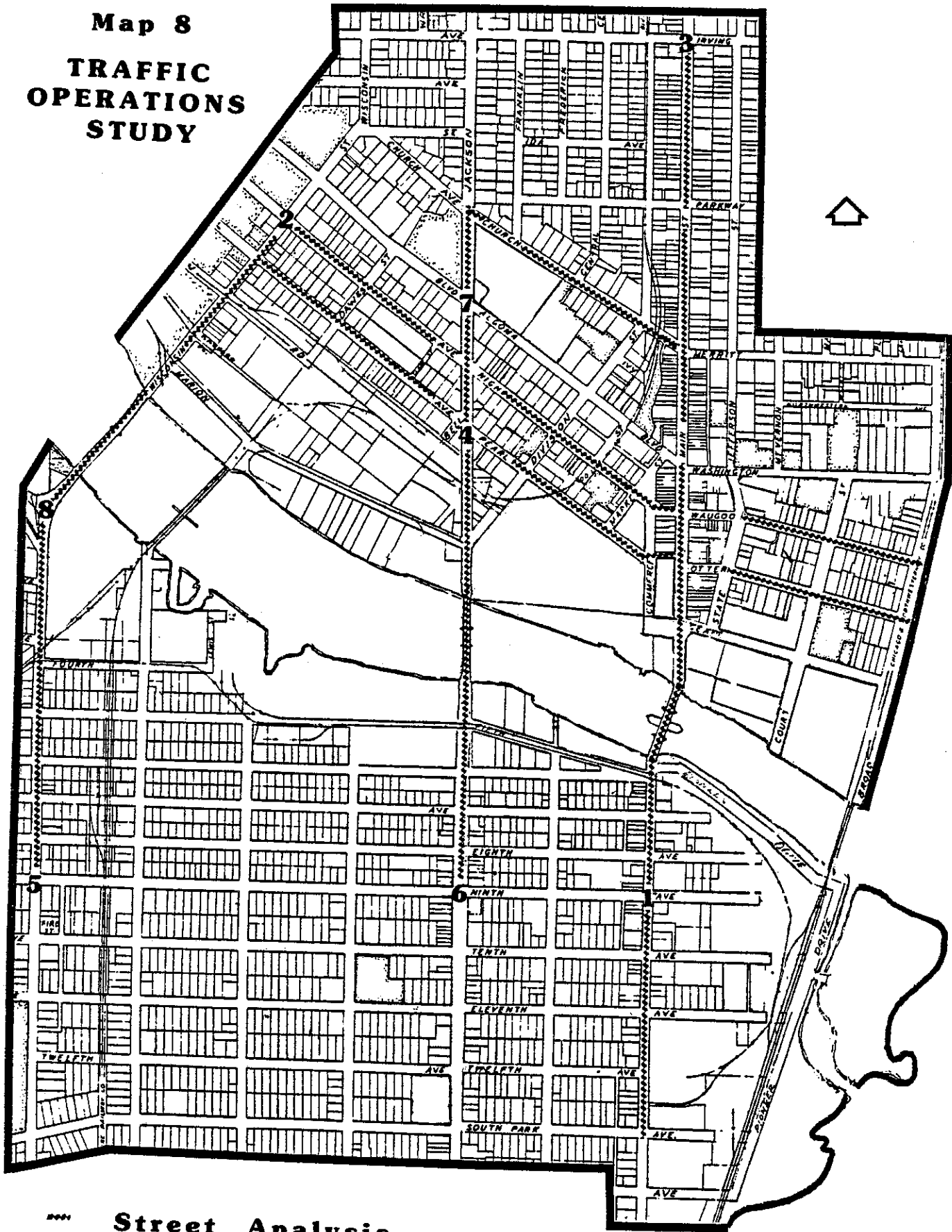
B. SIGNAGE

The need in this area relates to "directional signage" -- signage that identifies key destination points in the City.

The City's 1987 Capital Improvements Program included an allocation of funds for purchase of new directional signage. At present, the Department of Community Development is working with a special committee to select an appropriate design for a sign. It is anticipated signage will be installed in the summer of 1987.

Directional signage can play an important role in facilitating traffic movements, by eliminating confusion on the part of drivers seeking particular destination points.

Map 8
TRAFFIC
OPERATIONS
STUDY



- Street Analysis
- Intersection Analysis

PRIMARY NEED NO. 9 -

STRENGTHENING THE CORE

Strengthening the core refers to efforts to improve the overall environment and activity level within the major commercial district in the Central City. In Section II, the primary needs identified were the creation of a "special place identity" and "developing physical linkages".

SPECIAL PLACE IDENTITY

This involves both the physical environment within the downtown, as well as activities conducted in that area.

Various types of improvements discussed in other "Planning Actions" are important in enhancing the physical environment in downtown. Perhaps most important are "facade" and "streetscaping" improvements. Both can create a unique atmosphere for the area.

In addition to physical improvements, it is important that the downtown offer a wide variety of goods and services, and perhaps most importantly, activities and experiences not found in other areas of the community. Attractions that have recently been added in the downtown, in this regard, include the Convention Centre and Grand Opera House. Both create new dimensions of use, bringing more people to downtown to take part in a variety of events.

Additional attractions should also be pursued. Opportunities for attractions may be found in upgrading Riverside Park and the scheduling of more civic events at that location. It could also include special events sponsored by business organizations, such as street festivals and noon time concerts.

Whatever the activity, it is important to provide people with a reason to visit the downtown. Once positive experiences and patterns of use are established, the "special place identity" of downtown will be achieved.

DEVELOPING PHYSICAL LINKAGES

A "linkage" is defined as "a system of interconnected elements". The two major elements that could benefit from some type of "linkage" would be Park Plaza Mall and the North Main Street business district. Although each area is served by separate parking facilities, increasing opportunities for pedestrian interchange would appear desirable.

PRIMARY NEED NO. 10 -

RAILROAD RELOCATION

Two primary actions are involved in this area. The first, and most important, involves the continuation of efforts to secure an agreement with the affected railroads relative to relocation of rail traffic from the Soo Line Railroad passing through the Central City. Hand-in-hand with this is securing necessary financial support for implementing the relocation.

The second action involves preparation of a plan for development of abandoned rail line right-of-ways once the relocation has been secured.