

ENVISIONING NORTH JACKSON

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DEVELOPED WITH THE CITY OF OSHKOSH BY RDG PLANNING & DESIGN

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ENVISIONING NORTH JACKSON

In many ways, American cities are defined by their streets and roads. We have always placed a high value on mobility and movement, and development patterns have typically followed the framework of transportation facilities – on a macro-scale, waterways, emigrant trails, freighter roads, railroads, and highways that led people westward and eventually linked communities together; and on a micro-scale, paths, transit lines, roadways, and streets that carried regional travelers through and distributed residents around their cities and towns. These city and country corridors became our arteries of travel and commerce, and major development – commercial, industrial, and residential – followed.

Jackson Street has played that role in Oshkosh, both north of the river and south as the corridor becomes Oregon Street. From Church to Murdock Avenue, it is the central corridor of an historic district, and its character is the subject of a companion study by Ayres and Associates, the *Jackson Street Multimodal Traffic Safety and Quality of Life Study*.

This plan considers the future of the next segment of this important corridor, from Murdock to Interstate 41, and presents an environment very different from the historic neighborhood to the south. The southern part of this study area includes a largely built-up, auto-oriented commercial corridor, surrounded by largely single-family neighborhoods, characteristic of the second half of the 20th Century. But beyond this sector is an unusual mix of urban residential, major industry, extensive open land, major public facilities including a signature park, a correctional center, landfill, and fairgrounds/event center, and a largely undeveloped freeway interchange that has the potential to become a major city entrance.

This report is designed to provide a realistic, market-based development program for North Jackson. Its recommendations and directions address two general and highly inter-related spheres:

- The public environment, considering the function, appearance, and quality of the street itself.
- The private/land use environment, providing a program of catalytic projects that can both address specific land use issues and provide a foundation for self-sustaining and positive development.

This document is organized into five chapters:

Chapter One, Existing Conditions/Community Preferences summarizes key existing factors including land use, zoning, and transportation. It also includes the results of a visual listening survey that helped participants identify their preferences for possible improvements to the street environment.

Chapter Two, Markets for North Jackson, includes a detailed demographic and economic analysis of the Oshkosh market as it relates to North Jackson, and projects demand for housing and commercial development, assuming a return to relatively normal market conditions after the Covid crisis passes.

Chapter Three, Corridor Urbanism and North Jackson presents principles developed by RDG for rethinking urban corridors and applies these principles to the context of North Jackson.

Chapter Four, Framework Plan provides an overall land use program for the corridor and then goes into extensive, illustrated detail for land use and transportation concepts for each of four logical character and development segments along the corridor: the Existing Corridor Enhancement District from Murdock to Packer Avenues; Mid-Jackson from Packer to Snell Road; North Park from Snell

to Road Y Roads; and the Interchange District from Road Y to I-41.

Chapter Five, Implementation, provides three development phases to guide policy and investment in the public realm to help catalyze the desirable growth of the corridor in ways that capitalize on its assets.

A fundamental and demonstrated fact of sound urban development strategies is the ability of effective and appropriate public realm investments to generate a positive private market response; and to place public and private policy and investment into a coherent framework that builds connection and community. We are confident that it will also hold true along North Jackson Street in Oshkosh.



1/ EXISTING CONDITIONS/ COMMUNITY PREFERENCES



Specific information about the use and key elements of a corridor are fundamental to analysis and development of solutions. This chapter provides a visual presentation of vital information addressing land use, zoning, and access factors. It also include the results of the community engagement process, most notably a visual listening survey.



EXISTING LAND USE: MURDOCK TO SNELL

- Jackson from Murdock to Packer displays the most urban pattern of development – automobile-oriented commercial including the Fairacres Shopping Center, smaller strip buildings, and free-standing retail and services surrounded by urban, largely single-family neighborhoods.

- Within this overall suburban character, some areas of higher density urban residential are present, including Fairacres Townhomes, the recent Jackson Square apartments, and older apartment groups like La Rochelle. Multifamily development is typically in two and three-story buildings.

- This segment also includes significant public and civic facilities,

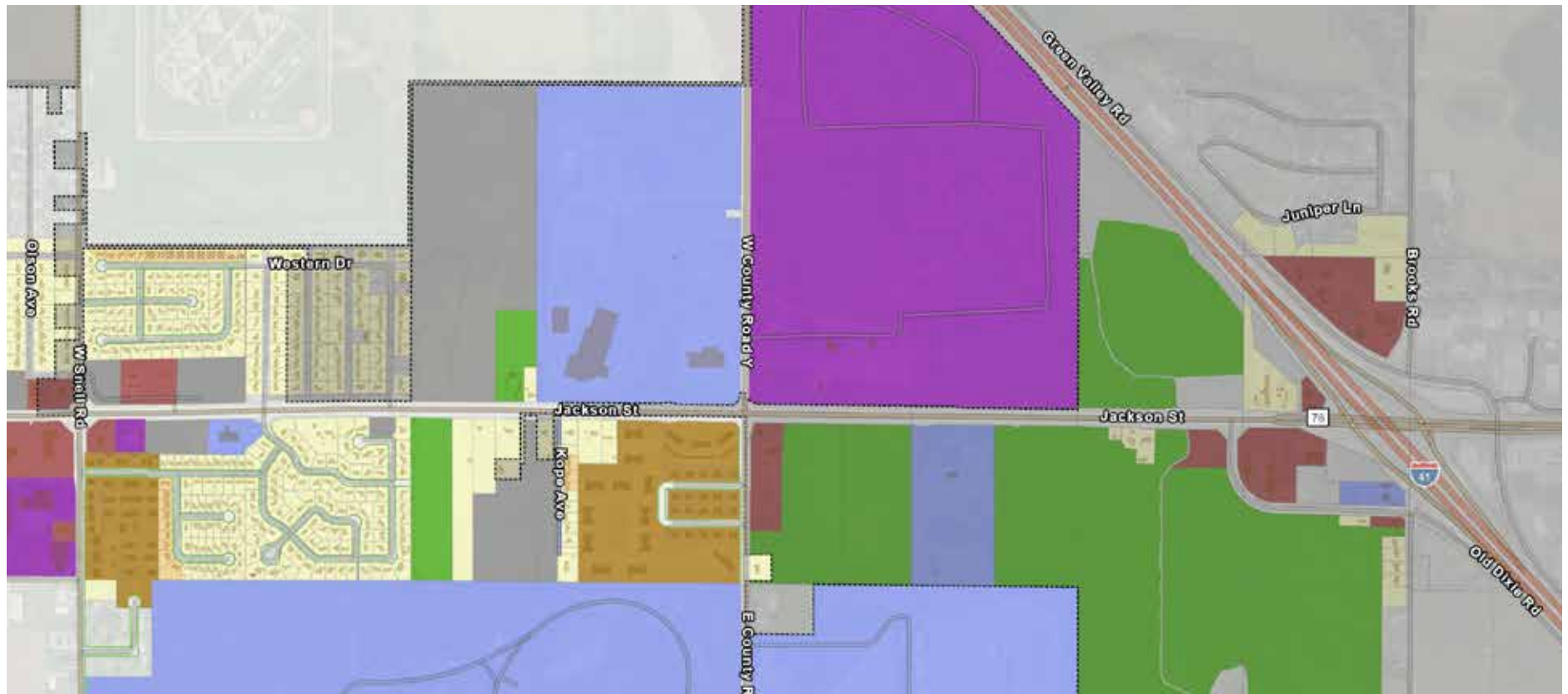
including Oaklawn Elementary and North High Schools and stormwater management projects.

- North of Packer, development is more diffuse and character changes substantially. Industrial uses dominate between Jackson and Main and along the Canadian National rail spur. Commercial development along Jackson on the east side is somewhat rural in character and scale.

- The west side of Jackson west to Vinland has pockets of commercial and some single-family higher density urban residential development but a substantial land area is vacant or otherwise open. Urban scale development picks up farther to the north, toward the Snell Road intersection. Most of the undeveloped area is outside of the city limits.

Land Use

	Single Family
	Duplex
	Multiple Family
	Mixed Use
	Commercial
	Industrial, Landfill
	Institutional
	Agriculture/Woodlands
	Vacant Land



EXISTING LAND USE: SNELL TO I-41

- The north stretch of the study corridor is dominated by public use, including the Oshkosh Correctional Institution (OSCI), Winnebago County Park, the County Landfill, Law Enforcement Center, and Fairgrounds.
- Urban residential development in both single-family and multi-family configurations predominates on the east side of Jackson between the main street and the County Park. Urban residential in subdivision lots extends north of Snell to Norton Avenue between Jackson and the OSCI land.
- Private lands north of Road Y are largely open and represent a significant future development opportunity.

Land Use

	Single Family
	Duplex
	Multiple Family
	Mixed Use
	Commercial
	Industrial, Landfill
	Institutional
	Agriculture/Woodlands
	Vacant Land



FUTURE LAND USE/TRANSPORTATION: 2018 COMPREHENSIVE PLAN

- The city's 2018 Comprehensive Plan generally recognizes existing land use patterns in built-up areas.

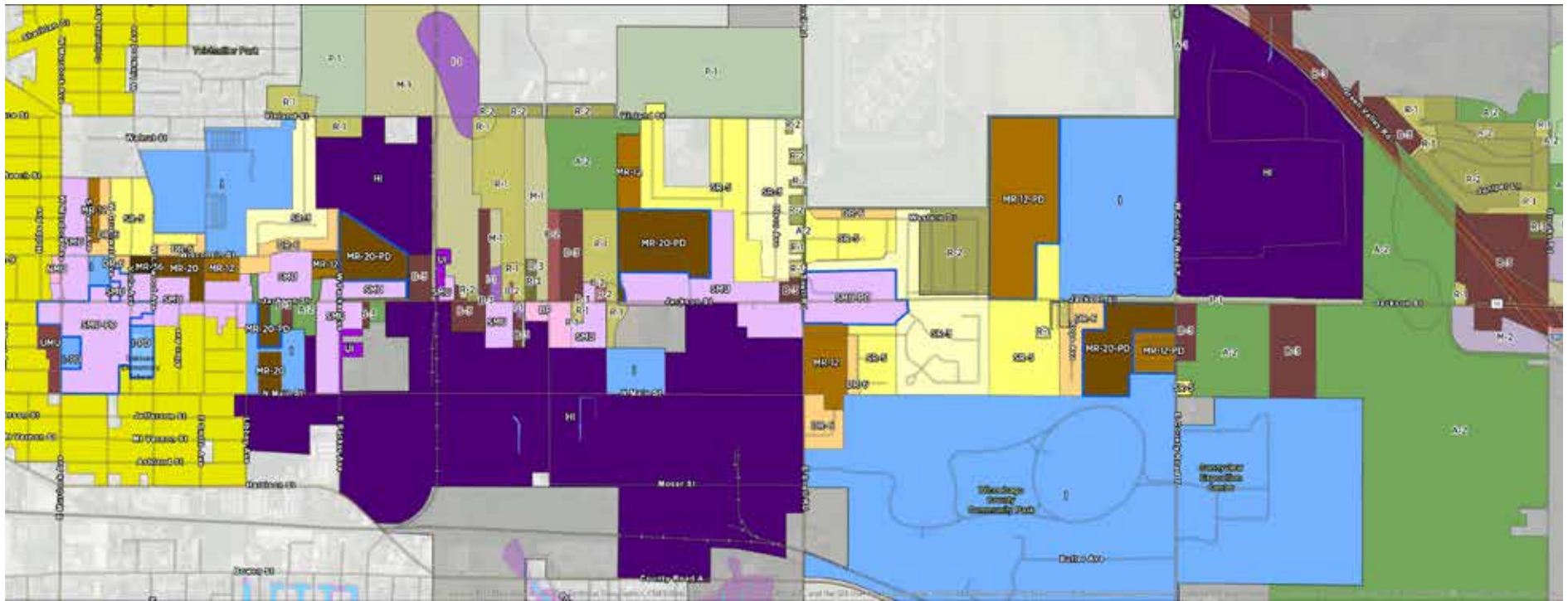
- Most of the open land in the mid-Jackson area along and north of the CN spur is designated for "mixed use." The plan's description of this category provides for "a variety of uses such as retail, office, residential, and institutional within a single development or within close proximity to one another. Retail and office uses may stand alone or may be on the ground floor with residential or office uses on upper floors. Residential densities should be medium to high."

- The plan identifies most of the land immediately adjacent to Jackson south of Packer as general commercial. The largest proposed commercial area is at the northeast quadrant of the Road Y intersection.

- The area around the I-41 interchange is proposed for mixed use.

- Higher order streets in the study area include Jackson and Murdock west of Jackson as principal arterials; Snell and Murdock east of Jackson as minor arterials; and Main, Fernau, Smith west, and Packer east as urban collectors. The only future street identified is Fernau between Jackson and Vinland.





City Zoning Overlay

- PD Overlay
- UTO Overlay
- PD & UTO Overlay

City Zoning

- | | |
|---|---|
| ■ BP | ■ I |
| ■ SR-3 | ■ NMU |
| ■ SR-5 | ■ SMU |
| ■ SR-9 | ■ CMU |
| ■ DR-6 | ■ UMU |
| ■ TR-10 | ■ UI |
| ■ MR-12 | ■ HI |
| ■ MR-20 | ■ MULTIPLE |
| ■ MR-36 | |

County Zoning

- A-1
- A-2
- B-2
- B-3
- I-1
- M-1
- M-2
- P-1
- R-1
- R-2
- R-3

Most of the study area's existing single-family areas are zoned SR-3 or SR-5, requiring 10,000 square foot and 7,200 square foot lots respectively. Both are relatively low-density districts. However provisions exist in the SR-9 district to permit small-lot single-family development, more consistent with contemporary "attainable" densities.

- The existing or potential commercial parts of the corridor are located in SMU (Suburban Mixed Use) districts, appropriate for auto-oriented commercial development.

- Significant areas, including undeveloped areas, are currently zoned for various forms of multi-family development.

- Most industrial development is permissively zoned in

the HI Heavy Industrial district.

- Some potential development areas are outside of the city limits and fall under county zoning categories.



COMMUNITY PREFERENCES

The process of developing the *Jackson Street Multimodal Traffic Safety and Quality of Life Study* and this document, *Envisioning North Jackson*, included a substantial public engagement component that included stakeholder group meetings and a public listening session on December 11, 2019 and a second major public event to review alternatives and options for the modification of Jackson Street between Church and Murdock and land use and development between Murdock and I-41.

Discussion at public meetings largely focused on the design of the street south of Murdock. But of particular importance to this plan was its visual listening survey administered from November 2019 through April 2020. The survey asked respondents to rank a series of images for different types of street environments, land uses, and aesthetic features. Respondents were asked to identify whether the image matched their vision for the Jackson Street Corridor north of Murdock as “Definitely,” “A Little,” or “No Thanks.” Sixty-nine people responded to the survey.

The following images are the responses from the survey. Each is ranked by a weighted point scale where a higher score points to a more desirable vision for the future. Scores were calculated as follows:

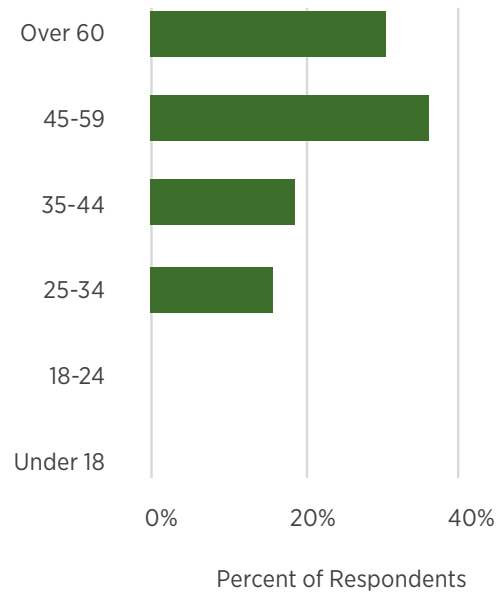
Definitely (D) = Number of responses X 3
 Somewhat (S) = Number of Responses x 1
 No (N) = Number of responses x -1
 Score = D+S+N (N being a negative score)

Four categories organize the results:

- Street Environment
- Active Transportation (Walking and Bicycling)
- Gateway Character
- Development Character

The preferences displayed in the survey helped determine recommendations and possible priorities for future development and enhancements in the study area.

RESPONDENT'S AGE



STREET ENVIRONMENT - HIGHEST TO LOWEST RATED



Trail width sidewalks; wide grass/tree buffer from the street; landscaping/tree buffer from parking; Community banners



Sidewalks with grass buffer from the street; landscaping and wall buffer from parking; updated light fixtures.



Sidewalks with grass buffer from the street and parking; some updated light fixtures.



No sidewalks; updated light fixtures; landscaped parkway

Respondents indicate a preference for sidewalks along Jackson Street. Distance buffers from the street and landscaped buffers between adjacent land uses are desirable.

DOES THIS MATCH YOUR VISION FOR THE JACKSON STREET CORRIDOR NORTH OF MURDOCK?

ACTIVE TRANSPORTATION ENVIRONMENT - HIGHEST TO LOWEST RATED



Colored crosswalks; pedestrian refuge median; pedestrian signalization



Trail width sidewalks; updated light fixtures; landscaping/tree buffer from the street and buildings; parking in the rear/side



Designated bike lane along the curb; colored crosswalks; grass/tree buffer from sidewalks; street median



Colored and varied material crosswalks

Respondents indicate a preference for wide sidewalks that are buffered from the street. Pedestrian safety is the highest priority.

GATEWAY CHARACTER - HIGHEST TO LOWEST RATED



Entryway or community signage



Entryway or community signage



Entryway or community icon



Entryway or community icon

Respondents indicate a preference for subdued gateway features. Large and artistic icon features are not seen as desirable by respondents for the Jackson Street Corridor.

DOES THIS MATCH YOUR VISION FOR THE JACKSON STREET CORRIDOR NORTH OF MURDOCK?

DEVELOPMENT CHARACTER - HIGHEST TO LOWEST RATED



Low scale commercial



Single-family neighborhoods



Vertical mixed-use – multiple uses in the same building



Townhome and row home development



Townhome and row home development



Multi-family



Office/business park



Horizontal mixed-use – multiple uses on the same property/development



Multi-family



Multi-family

Respondents indicate a preference lower intensity land uses, although higher intensities may be desirable if mixing uses in the same building.



2/MARKETS FOR JACKSON



A successful corridor concept must take markets into account and propose changes and concepts that are consistent with economic potential and reality. We are in a period where economics, consumer preferences, and behaviors are producing dramatic changes in retail markets and demand for space. Transportation changes also have a significant impact in project design, parking requirements, and community access. This chapter provides a market analysis completed to inform the design, transportation, and policy recommendations of this plan for the North Jackson study area.

THE OSHKOSH MARKET

EXECUTIVE SUMMARY

Strengths and Opportunities. The Jackson Street corridor provides possibilities for new development, supported by the amount of vacant land and recent successful residential developments.

- Many rental options appear to focus on households earning between \$25,000 and \$49,999 per year. On the other hand, households earning more than \$75,000 per year appear to be under-served by the housing market, an opportunity to fill a market-rate housing gap.
 - » With the addition of high-quality units in this market - above \$200,000 for ownership options and above \$1,500 per month for rental options – the study area may be able to absorb a share of Oshkosh’s housing demand. The question is whether an environment can evolve in the study area that is conducive to housing in these ranges.
- About half of the vacant land in the city is in the Jackson Street corridor. The corridor does provide opportunities to fill housing demand in the coming years. The most notable demand being for new owner-occupied construction and market-rate rentals.
- Housing is also an opportunity for this area. While growth forecasts indicate a relatively moderate pace, some could be absorbed into the Jackson Street area to strengthen businesses there and create more density. Again, these developments need to occur with an eye to the market to ensure that developers are not overbuilding what the market can handle.
- More people commute into Oshkosh for work than commute out of Oshkosh for work, a net inflow of about 6,700 people in 2017. The net inflow provides a potential pool to attract future residents.
- Like the State of Wisconsin, Oshkosh has low unemployment around 2.5%.
- Oshkosh exceeds the total amount of retail trade and food/drink spending that would be expected based on the size and characteristics of the population. The broader market area beyond Oshkosh also draws more spending than would be predicted by its population.

Weaknesses and Threats

- The near-term development potentials and public infrastructure funding appears uncertain at best given the new dip into the 2020 recession. The true weaknesses and threats from the recession will emerge throughout 2020.
- Since 2010 Oshkosh grew at slightly more than half the annual rate of Appleton and Neenah. The slower growth in the population could lead to new businesses to seek faster growing and larger cities.
 - » The rate of growth decreased since 2000, with a 0.12% annual growth rate between 2010 and 2018.
- Oshkosh households have stable incomes, increasing from a median household income of about \$42,000 in 2010 to \$48,000 in 2018. However, the rise in median income in Oshkosh and the State of Wisconsin is slightly less than a two percent inflation rate. Low wage growth is widespread in the United States. Continued low wage growth presents issues in particular for lower-income households and hourly workers who are already struggling with rising housing costs.
- Compared to other comparable cities in the region, Oshkosh has a lower median household income and a higher percentage of households below the poverty line.
- The market area outside Oshkosh has a more substantial percentage of traditional retail establishments like clothing stores, personal goods, and furniture. These types of businesses are suffering and the relatively fewer clusters in Oshkosh are likely not a threat. However, the goal of seeking these types of businesses or their expansion into the Jackson Street corridor could be a long-term threat as sales decline and buildings become obsolete.
- Households in Oshkosh and the region tend to spend less on all types of goods and services than the U.S. average. Multi-use projects that diversify commercial use types and balance commercial and residential income streams for landlords can help lessen these weaknesses.

INTRODUCTION

Oshkosh is part of a market region that includes cities ranging up to 75,000 people within a 30-minute drive. Many factors create the economic reality for the area, including the overall economic and demographic characteristics of nearby cities. A market analysis explores the character of the entire Lake Winnebago area that contributes to residential, commercial, and industrial potential in Oshkosh, and specifically, the Jackson Street corridor.

The market analysis focuses on the evaluation of market forces that will impact areas of Jackson Street north of Murdock Avenue. Areas south of Murdock Ave include historic neighborhoods that are not subject to significantly changing land uses. Understanding the tendencies of the future market will inform the transportation considerations and the development of character policies for the Jackson Street plan.

LAND USE OVERVIEW

Figures 2.1 and 2.2 show the types of land uses in the Jackson Street study area and the city. As a major north access route into Oshkosh, the corridor understandably has a high percentage of non-residential uses. Institutional plays a significant role in the study area with facilities like the prison, former landfill, and county park. Excluding these three large institutional uses, the northern portion of Jackson Street contains a mixture of industrial uses although it does not give the feeling of an industrial or business park. Transformation of more than five percent of vacant land could shift the dominant land use from industrial to fewer intensive uses such as commercial and residential.

FIGURE 2.1: Existing Land Use, 2019

	CITY LAND USE (ACRES)	%	JACKSON STREET STUDY AREA LAND USE (ACRES)	%
SINGLE-FAMILY	3,608	24.4%	401	12.3%
DUPLEX	353	2.4%	23	0.7%
TRIPLEX	21	0.1%	0	0%
MULTI-FAMILY	578	3.9%	97	3.0%
COMMERCIAL	2,568	17.4%	345	10.5%
INDUSTRIAL	1,411	9.5%	533	16.3%
INSTITUTIONAL	3,805	25.7%	1,122	34.3%
VACANT	481	3.3%	244	7.5%
AGRICULTURAL	1,956	13.2%	505	15.4%
TOTAL	14,780	100.0%	3,271	100.0%

Source: City of Oshkosh, RDG Planning & Design

FIGURE 2.1: Jackson Street Study Area within City Limits, 2019

	LAND USE (ACRES)	%
SINGLE-FAMILY	309	13.4%
DUPLEX	23	1.0%
MULTI-FAMILY	97	4.2%
COMMERCIAL	295	12.8%
INDUSTRIAL	481	20.9%
INSTITUTIONAL	958	41.6%
VACANT	112	4.9%
AGRICULTURAL	30	1.3%
TOTAL	2,306	100.0%

Source: City of Oshkosh, RDG Planning & Design

MARKET SCOPE

Oshkosh's location positions the city well to support its own commercial and industrial base. The Appleton metro is thirty minutes to the north and Fond du Lac thirty minutes to the south. These two population centers are close enough to draw an employment base but far enough to encourage Oshkosh residents to shop local for many purchases. Conversely, for residential uses, the proximity to Appleton in particular allows a comfortable commute for people to live in another community and work in Oshkosh.



Components of Importance

Many factors will contribute to the realization of future development on the Jackson Street corridor. The analysis provides insight and the likelihood of development. However, decision-makers should not use the study as a prescriptive regulator of land use.

Indicators that influence the development market for Jackson Street include:

- Local versus regional.
 - » The local market will frequent Jackson Street for uses like restaurants, routine services, grocery, shopping, parks, and residences.
 - » The regional market will frequent Jackson Street for uses like major employers, major recreation/events, and convenience shopping/restaurant visits when in Oshkosh for tourism and recreation events.
- Residential Gaps.
 - » The demand for certain residential housing types in Oshkosh will favor sites that have affordable land, access to amenities, and residential future land use designations.
- Commercial Performance. Three indicators can show potential for future commercial growth.
 - » Increased Growth Indicators. Areas in Oshkosh with proven commercial returns will continue to see development momentum. Other areas with major street access, consolidated vacant land, and complementary adjacent land uses could see added commercial demand in the future that appeals to today's consumer.
 - » Modified Growth Indicators. Consumer preference to shop local and near where they live shifts the magnitude of local commercial square footage growth. Land favorable toward commercial uses continues to develop but in a different fashion. Physical commercial square footage is less with a mix of other services, activity, and residential uses on-site to generate customer traffic.
 - » Static Growth Indicators. Online sales continue to grow, a recession occurs, or Oshkosh experiences low to no population growth. Combined, these factors will change the demand for traditional retail and service commercial. Commercial land development may still occur for routine purchases or redevelopment of existing commercial sites. However, significant new commercial development does not happen in Oshkosh. Instead, nearby cities in the market area capture new commercial growth.
- Industrial Growth. Similar to commercial growth, there are indicators to forecast the potential for future industrial growth.
 - » Increased Growth Indicators. Oshkosh industries maintain and grow their market strength. Technological advances or inventions make Oshkosh's existing natural resources or production strengths more valuable. Hiring and business investment increases, and existing industries expand on current sites or additional facilities. New complementary industries develop in Oshkosh near major transportation routes when city policy supports industrial development.
 - » Static Growth Indicators. Oshkosh experiences low to no population growth and a decline in the skilled workforce beyond other cities in the market area. Excessive policy or regulatory barriers (local, state, or federal) can encourage existing industries to relocate to other cities. Land most suitable for industrial uses is fully developed with different uses and no other land is available.

MARKET CONDITIONS AND TRENDS

Population

What: A look at recent population demographics and trends, primarily from 2010 to 2018.

How: Using Census data and unpacking relevant information to illustrate specific cohort trends in Oshkosh.

Why: The demographics of the population give clues to growth trends and the demand for various commercial and residential uses in the future. A person's age generally aligns with one of three cohort characteristics that align with particular housing and retail demands.

Snapshot

Oshkosh grew consistently since 1960, with the most rapid growth in the 1990s. The rate of growth decreased since 2000, with a 0.12% annual growth rate between 2010 and 2018. Interestingly, the rate of construction would indicate a growth rate of about 0.5% in this same period. Nonetheless, Oshkosh continues to maintain its share of Winnebago County's population, hovering around 40% of the total county population since 1960.

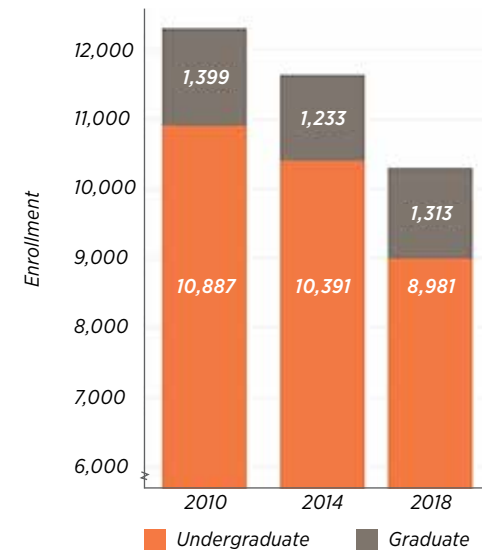
Historically, Oshkosh has similar population growth trends as other cities in the region. However, since 2010 Oshkosh grew at slightly more than half the annual rate of Appleton and Neenah. The declining yearly growth rate results partially from declining college enrollment.

Cohort Trends

The Emerging Cohort, ages between 0 and 24 years, represent children, adolescents, and young adults. They tend to be the most mobile of all cohorts – as they age, they often relocate for college, for work, or with their family. If retained, this cohort will establish their own lives and families in Oshkosh. From 2010 to 2018, this cohort grew by 143 residents or 0.1 percentage points. This cohort's preferences often include:

- **Youngest Residents and Young Families.** Seeking youth and family activities, places to play and gather with friends, and amenities that are interactive and engaging. Desired amenities may include water features, interactive art, playgrounds, and shaded gathering spaces.
- **Young Adults.** Seeking a vibrant urban space with things to do, throughout the day and in the evenings. Interested in academic, cultural, and social activities. May be most interested in living near urban centers. Desired amenities may include restaurants and bars with outdoor spaces, coffee shops, bookstores, and other lounge spaces; interactive or photogenic art; and housing near urban centers.
- **College Students.** The University of Wisconsin – Oshkosh influences housing and development trends surrounding the core of downtown. For the Jackson Street corridor, these influences are mostly felt at the southern end closest to downtown. College populations demand more rental housing and service commercial near where they live. In 2010, the number of people living in college and university student housing was about 3,200 with total enrollment over 10,000 students. However, shown in **Figure 2.3**, college enrollment has steadily declined since 2010, meaning that the cohort growth came from non-college students seeking job opportunities.

FIGURE 2.3: University of Wisconsin – Oshkosh Enrollment (2010-2018)



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The Establish(ed/ing) Cohort, ages 25-54, represent adults who are established in jobs and housing or are in the process of establishing. They represent the broadest range of all cohorts, but many of these households seek stability. Three sub-cohorts exist:

- Ages 25 - 34. At the earliest phase of the cohort. This group increased by 606 residents from 2010-2018.
- Ages 35 - 44. More established in Oshkosh but will, if needed, relocate for additional stability. This cohort declined by 339 residents. The reason for the decline in this age group is not apparent but possible influences can include other employment opportunities, school districts, and family reasons, among others.
- Ages 45 - 54. Often the most stable with developing children and stable careers. This phase usually ages smoothly into the next cohort. This cohort declined by 511 residents between 2010 and 2018. Notably, this same cohort grew by 1,416 between 2000 and 2010.

This cohort’s preferences often include:

- Young Families. Seeking youth and family activities to entertain young children and themselves. Places for family outings.
- Families with or without children. Seeking engaging shopping, restaurant, and entertainment.
 - » Eating and drinking establishments. Desired but to a lesser degree than the emerging cohort. Dining preferences may be more upscale than the emerging cohort.
 - » Both convenience (necessities) and experiential (enjoyment/leisure) shopping opportunities.

- » More inclined to use urban districts as a novelty (shopping, gathering, etc) than as a place for utility shopping (grocery, convenience goods, etc) than the other cohorts.
- The Senior and Empty Nester Cohort, ages 55+, represents adults transitioning into their senior years. These households often begin to shift their way of life as they approach retirement, including downsizing to smaller housing and finding their ‘new-normal’ without dependent children and retirement. Much like other cohorts, this group seeks stability through their senior years. This group gained over 626 residents since 2010. This cohort’s preferences often include:
 - » With greater stability, disposable income, and a similar level of responsibility to the emerging cohort, these residents sometimes downsize into urban districts that offer a mix of housing, retail, and entertainment uses.
- Empty Nesters and Seniors. Many empty-nesters and active seniors interact with urban environments with similar preferences as young professionals.
 - » In addition to the examples provided for the

emerging cohort, an empty-nester/active retiree cohort may require more convenience items within proximity of residences.

Population Migration Trends

The previous discussion examined the relative stability of Oshkosh’s population and changes in population of various cohorts. This comparison displays population

2010-2018 Population Change

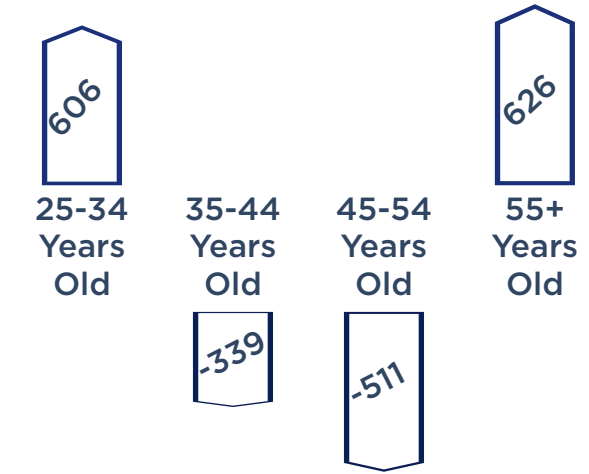


FIGURE 2.3A: Predicted Population and 2018 ACS Estimates Compared					
AGE GROUP	ACTUAL 2010	2018 ACS ESTIMATE	2010-2018 CHANGE	COHORT SURVIVAL FORECAST 2018	ACS AND FORECAST COMPARISON
0-15	10,218	9,828	-390		
15-19	5,550	5,353	-197		
20-24	8,887	9,617	+730		
25-34	9,510	10,116	+606		
35-44	8,149	7,810	-339	9,444	-1634
45-54	8,621	8,110	-511	8,037	73
55-64	6,627	7,017	+390	8,296	-1279
65-74	3,796	3,993	+197	5,993	-2000
75-84	3,103	3,208	+105	2,993	215
85+	1,622	1,558	-64	1,668	-110

gains among young family-formation age adults (ages 25 to 34) and older adults (over age 55). It also indicated declines in maturing family and middle-aged adults (ages 35-54). Traditional migration analysis compares a population predicted by natural population change (cohort survival) with an actual population count. In a forecast for Oshkosh, the most recent data available are the Bureau of the Census' 2018 ACS estimates. Traditional analysis is complicated in communities with a large university population because of a large cohort of students, many of whom will leave the city after graduation. Therefore, our migration analysis is limited to adults of age 25 and older in 2010. While a more accurate analysis awaits the 2020 Census, this initial calculation suggests:

- A significant outmigration of people in their late 20s and early 30s. If true, this could have several explanations, including older UWO students leaving the city after graduation, lack of job opportunities, or a lack of attainable housing.
- Outmigration of middle-aged populations and younger seniors, despite an increase in absolute population of those age groups. These very large baby boom cohorts can underperform in terms of retention and still display a population increase.
- Relative stability and even attraction of seniors over age 65.

This analysis suggests that if Oshkosh had achieved zero migration of under-performing groups, the city's population would reach about 66,000 by 2020, corresponding to an annual growth rate of about 1%. This potential, if accurate, may suggest specific housing and economic development policy directions, including development of "gateway" housing opportunities for younger families.

PROJECTION

What: Developing a forecast of the future population in Oshkosh.

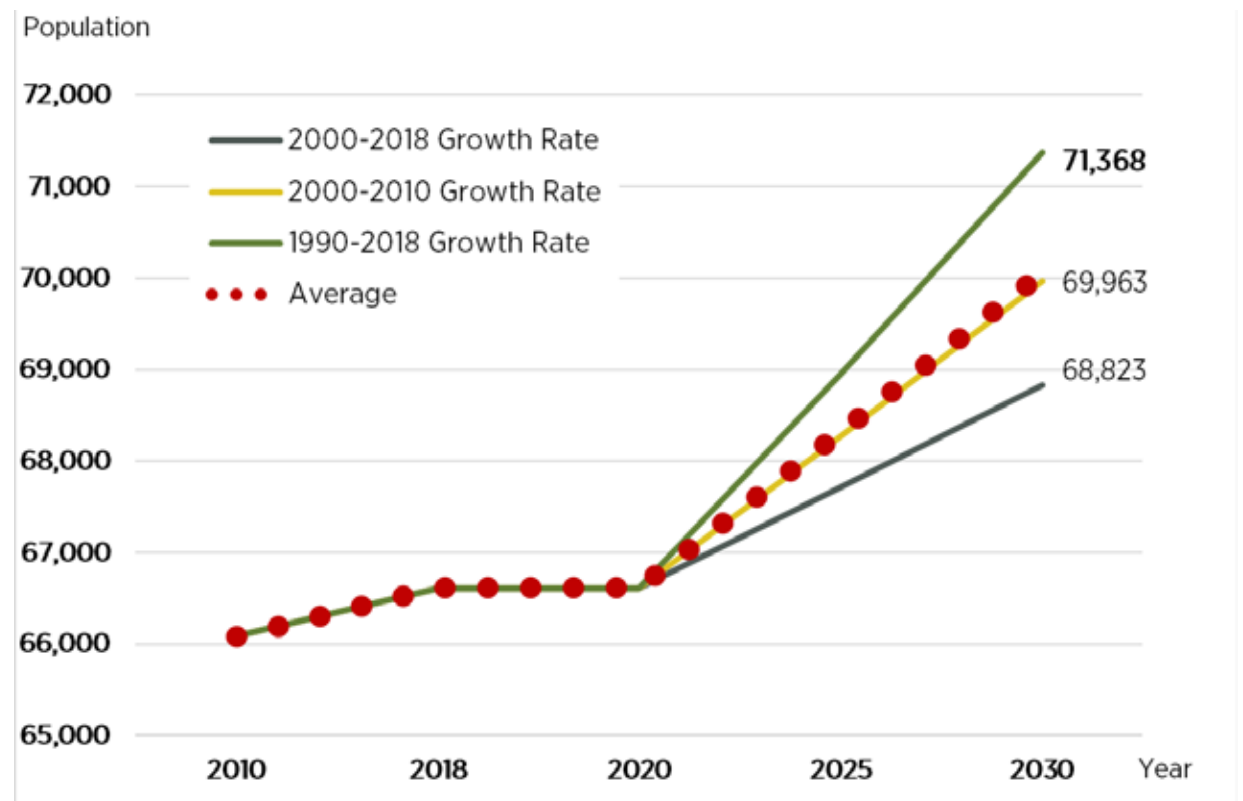
How: Using past Census counts, residential building activity, and discussions with local stakeholders to identify a probably annual growth rate to extrapolate to future years.

Why: Land use, jurisdictional boundaries, and infrastructure extensions impact growth on the north end of Jackson Street. However, future population

growth will increase pressure for the development of land in all of the city limits.

Based on previous growth trends and regional strengths, Oshkosh is forecasted to grow at about 0.50 percent per year, reaching a population in the range of 70,000 in 2030. Many factors could affect growth, but these are not known or can be predicted with accuracy today.

FIGURE 2.4: Population Growth Scenarios



RESIDENT AND HOUSING INDICATORS

The characteristics of residents and the housing supply provide insight into the possible development pressures that may emerge on the Jackson Street corridor or the development that could be successful if built. First, these insights focus on the people that may frequent Jackson Street for transportation or shopping. Second, are forces for housing development in Oshkosh and whether recent development along Jackson Street would be supported in the future.

Transportation

What: The commuting habits of employees and residents in Oshkosh.

How: Using Census data to determine commuting trends for where people live and work.

Why: Where people work provides information on where people spend most of their day, spending money and going to businesses. Where employees in Oshkosh live includes information on the daily impact of outside spending, but also a potential demand for housing in Oshkosh if housing products are available.

Oshkosh is part of a broader economic region that boasts substantial productions and economic impact for the State of Wisconsin. As such, Oshkosh competes with nearby cities for employees. Its business parks on the west side of the city draw workers from smaller communities to the west but much of the local workforce comes from immediately adjacent areas in the county. Conversely, some that live in Oshkosh travel to other cities for work.

The net commuting pattern shows that more people commute into Oshkosh for work than commute out of Oshkosh for work, a net inflow of about 6,700 people in 2017. The net inflow provides a potential pool to attract future residents.

FIGURE 2.5: Oshkosh Daytime Inflow and Outflow of Employees and Residents, 2017

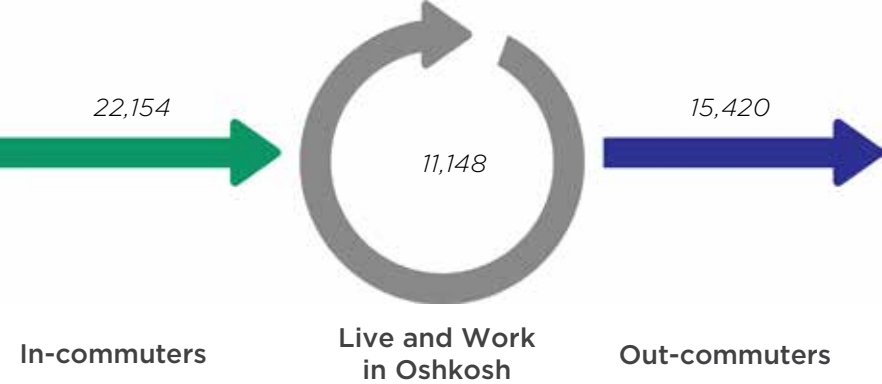


FIGURE 2.6: Oshkosh Employees Commuting: Home to Work Patterns, 2017

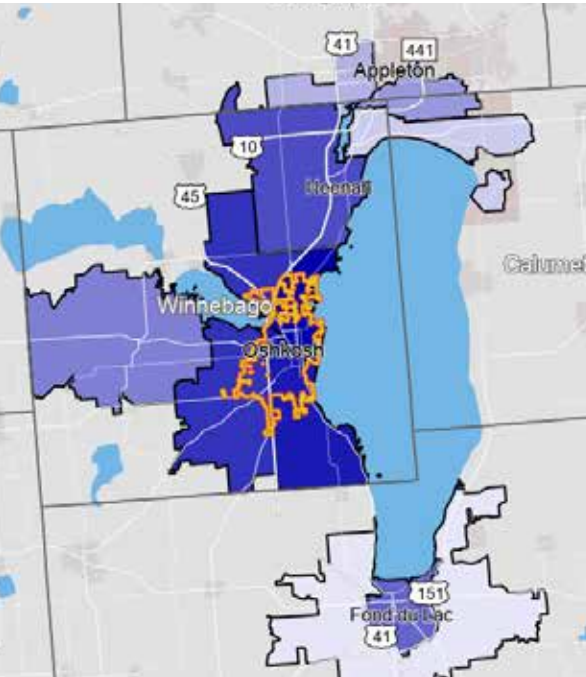
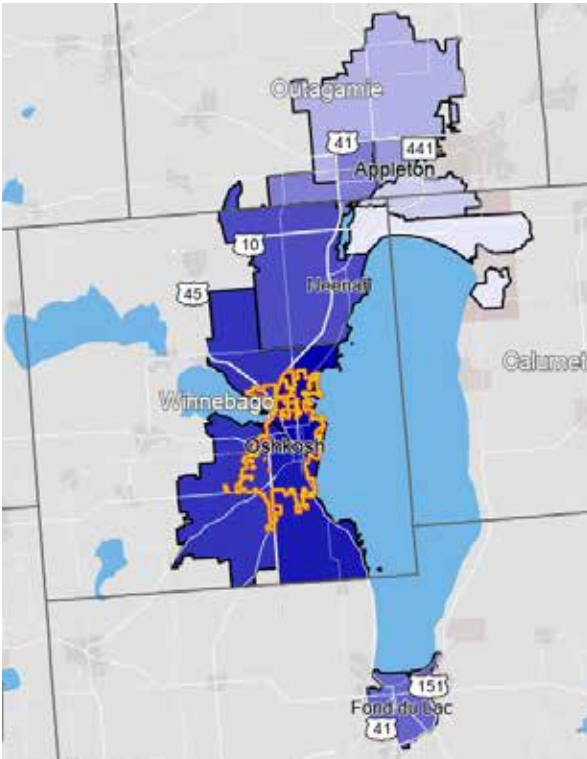


FIGURE 2.7: Oshkosh Residents Commuting: Home to Work Patterns, 2017



Income

What: Median household income and poverty status.

How: Using Census data to determine the incomes of those living in Oshkosh and the number of people faced with poverty.

Why: Income indicates how much people may have in disposable income to spend at local businesses and housing. Those in poverty spend mostly on living essentials and need affordable housing to meet their means. If not, they may seek to live and work in other communities in the region.

Oshkosh households have stable incomes, increasing from a median household income of about \$42,000 in 2010 to \$48,000 in 2018. The rise in median income in Oshkosh and the State of Wisconsin is slightly less than a two percent inflation rate.

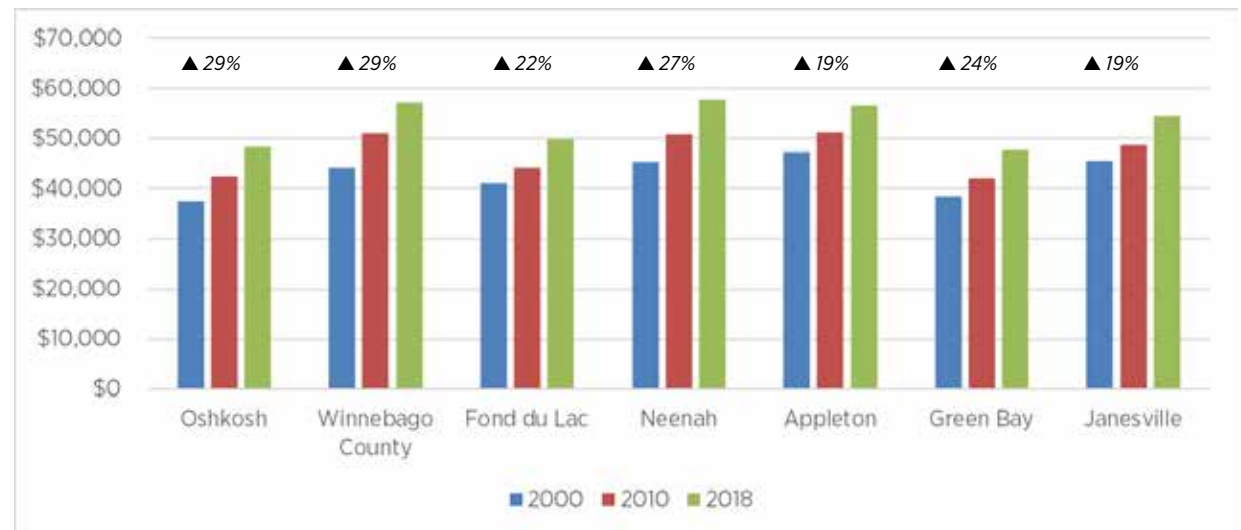
Compared to other comparable cities in the region, Oshkosh does have a lower median household income and a higher percentage of households below the poverty line. College students not living in group quarters account for a portion of the lower incomes. However, several of the other comparable cities have college student populations. Taken together, Oshkosh is a primarily middle class, blue-collar community, and is likely to support commercial establishments that focus on essential needs.

FIGURE 2.8: Median Household Income and Poverty Level, 2018

	MEDIAN HOUSEHOLD INCOME	PERCENT BELOW POVERTY LEVEL
OSHKOSH	\$48,346	18.2%
WINNEBAGO COUNTY	\$57,124	11.9%
FOND DU LAC	\$49,949	12.6%
NEENAH	\$57,684	11.8%
APPLETON	\$56,459	11.4%
GREEN BAY	\$47,797	16.0%
JANESVILLE	\$54,573	12.7%
STATE OF WISCONSIN	\$59,209	11.9%

Source: U.S. Census Bureau

FIGURE 2.9: Median Household Income Over Time Chart, 2010-2018



Source: U.S. Census Bureau

Employment

What: What type of jobs people that live in Oshkosh are employed.

How: Using Census data to understand industry and employment strengths.

Why: Employment provides insight into regional strengths that could attract employees or lead to further business cluster development – both factors that can lead to population and land development growth, especially along major transportation routes.

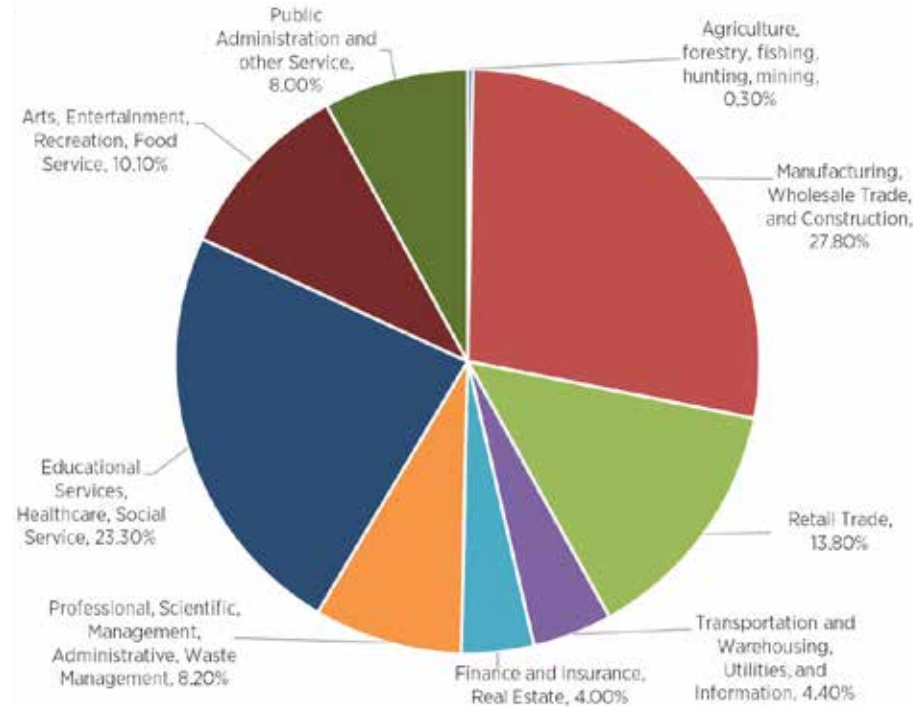
The employment character of Oshkosh affects potential markets for Oshkosh and the specific study area.

- People who live and work in Oshkosh.
- People who live in Oshkosh who work outside of town, opening the likelihood of diverting at least some shopping for goods and services in areas around the workplace.
- People who live outside of Oshkosh but hold jobs in the town or the immediate vicinity, raising the possibility of retaining some consumer dollars of employees who commute to city for work.

Many that live in Oshkosh are not in the labor force, most notably college students and incarcerated populations. Thus, the labor force participation rate is around 63% compared to above 68% in Appleton. Like the State of Wisconsin, Oshkosh as low unemployment around 2.5%.

Over half of the residents of Oshkosh are either employed in manufacturing and the trades or education and healthcare, shown in **Figure 2.10**. On an industry basis, employment is more likely to be in wholesale trade, construction, and transportation/utility sectors, but much less likely to be involved in service, FIRE (Finance, Insurance, Real Estate), or other similar fields.

FIGURE 2.10: Employment by Industry, 2018



Source: U.S. Census Bureau



HOUSING

Housing Occupancy

What: Where people live and trends over time.

How: Using Census data to determine owner versus rental occupancy, as well as the level of vacant units.

Why: Owners versus rental occupancy change over time provides insight into potential housing demand. Changes in vacancy rates can show problems in the housing market from poor conditions or lack of housing choice for those looking to move to Oshkosh.

Shown in **Figure 1.11**, approximately 54 percent of all units in Oshkosh are owner-occupied. This reflects the student population, like other college towns. The number of rental units grew since 2010, from about 44 percent of occupied units to 46 percent.

Estimates for vacancy rates in 2018 is 7.4 percent, relatively the same as 7.2 percent in 2010. Generally, a healthy vacancy rate of between five and six percent helps ensure homebuyers and renters can find housing when needed while also serving as a filter to remove and replace the lowest quality housing from the market. Oshkosh's vacancy rate is currently higher than is desirable, but about half of the vacant units are not available for sale or rent. The timing of the Census estimates also plays a role. In the summer many college rental units unoccupied.

Housing Values and Costs

What: The value of homes and what homeowners and renters are paying for housing.

How: Using Census data to understand the market value versus other regional cities.

Why: Housing values offer a glimpse into whether the market will support new construction or is too undervalued or overvalued. Costs relative to incomes also indicate the ability of people to move up in the housing market, make improvements to their home, or invest in new construction.

Shown in **Figure 2.12**, Oshkosh's median home value is lower than many other cities in the area, but so is the median household income. Median contract rents are similar to other cities, which the student population can inflate. However, as new units are constructed, both owner- and renter-occupied, they are expected to be valued higher than many of the existing buildings in the city.

The value to income ratio is a metric to evaluate affordability in the ownership market.

- An affordable, self-sustaining housing market, with fair value and revenues to support market-rate new construction, typically exhibits a value to income ratio between 2.5 to 3.0. Ratios above 3.0 present affordability issues while ratios below 2.0 are significantly undervalued relative to income.
- Oshkosh generally displays a healthy market for housing development, although it is on the lower end toward undervaluation.
- Generally, this ratio will not present challenges for developers. However, in low supply, high demand

markets, developers have the mobilization leverage to choose to build where they can obtain the most value. Surrounding cities have similar ratios which do not single out Oshkosh from an affordability perspective.

Affordability

By comparing the distribution of household incomes with housing costs, a general picture of supply and demand emerges across Oshkosh's housing market, detailed in **Figure 1.13**.

Use the income range \$0-24,999, for example, reading across the table to the right. There are 6,438 households in Oshkosh living within this income range. An affordable home for purchase would cost a maximum of \$59,999 and, there are an estimated 944 owner-occupied units within this value range. An affordable rental unit should cost no more than \$500 per month and, there are an estimated 3,230 rental units within this price range. Combined, there are a total of 4,174 units that should be affordable for households earning less than \$25,000 per year. By subtracting the supply of affordable units (4,174) from the number of households in this income range (6,438), one can see that a deficit of units exists.



ENVISIONING NORTH JACKSON

Note that the deficit at the lowest income range does not suggest an affordability crisis in Oshkosh. Many with household incomes under \$25,000 are either students or seniors on fixed incomes who have paid off their homes.

Nonetheless, when looking at specific price points in Oshkosh, it becomes clear that many rental options appear to focus on households earning between \$25,000 and \$49,999 per year. On the other hand, households earning more than \$75,000 per year appear under-served by the housing market. With the addition of high-quality units in this market - above \$200,000 for ownership options and above \$1,500 per month for rental options - the study area may be able to absorb a share of Oshkosh's housing demand. The question is whether an environment can evolve in that is conducive to housing in these ranges.

FIGURE 2.11: Oshkosh Occupancy Characteristics, 2018

	NUMBER	% OF OCCUPIED UNITS	NUMBER	% OF OCCUPIED UNITS	CHANGE 2000-2018
OWNER-OCCUPIED	14,693	56.2%	14,262	54.0%	-431
RENTER-OCCUPIED	11,445	43.8%	12,173	46.0%	728
TOTAL VACANT	2,041		2,098		57
VACANCY RATE	7.2%		7.4%		0.2%
TOTAL UNITS	28,179		28,533		354

FIGURE 2.12: Oshkosh Housing Values and Costs, 2018

	MEDIAN HOUSE-HOLD INCOME	MEDIAN HOUSE VALUE	VALUE / INCOME RATIO	MEDIAN CONTRACT RENT	MEDIAN RENT AS PCT OF MEDIAN INCOME
OSHKOSH	\$48,346	\$122,200	2.53	\$622	15.4%
WINNEBAGO COUNTY	\$57,124	\$149,500	2.62	\$624	13.1%
FOND DU LAC	\$49,949	\$122,600	2.45	\$618	14.8%
NEENAH	\$57,684	\$136,500	2.37	\$586	12.2%
APPLETON	\$56,459	\$142,500	2.52	\$634	13.5%
GREEN BAY	\$47,797	\$131,100	2.74	\$611	15.3%
JANESVILLE	\$54,573	\$136,300	2.50	\$677	14.9%
STATE OF WISCONSIN	\$59,209	\$173,600	2.93	\$703	14.2%

FIGURE 2.13: Oshkosh Housing Affordability Analysis, 2018

INCOME RANGE	% OF CITY MEDIAN	% OF HHS	AFFORDABLE RANGE FOR OWNER UNITS	# OF OWNER UNITS	AFFORDABLE RANGE FOR RENTER UNITS	# OF RENTER UNITS	TOTAL AFFORDABLE UNITS	BALANCE
\$0-24,999	Under 53%	24.4%	>\$60K	944	\$0-499	3,230	4,174	-2,264
\$25K-49,999	53-103%	27.4%	\$60K-124,999	6,467	\$500-999	7,904	14,371	7,133
\$50K-74,999	104-155%	19.7%	\$125K-199,999	4,967	\$1,000-1,499	764	5,731	530
\$75-99,999	156-207%	13.1%	\$200K-249,999	961	\$1,500-1,999	207	1,168	-2,285
\$100-150K	208-310%	11.9%	\$250K-399,999	686	\$2,000-2,999	45	731	-2,408
\$150K+	Over 310%	3.7%	\$400K+	237	\$3000+	22	259	-707
		100%		14,262		12,173	26,435	0
MEDIAN	\$48,346		\$122,200					

Source: U.S. Census Bureau, RDG Planning & Design

Housing Demand by Type

What: The forecasted future demand for housing development by various price points and building types.

How: Using a calculation of housing need given future population growth that considers the household population, people per household, vacancy rates, and demolition rates.

Why: A housing demand forecast indicates construction needs, that could in part, be satisfied along the Jackson Street corridor.

The corridor provides possibilities, supported by the amount of vacant land and recent successful residential developments. Additionally, the growth of employment opportunities in the area means there is a significant commuter worker population that could be served by convenient nearby housing. However, the corridor poses substantial challenges, such as mixed jurisdictional boundaries, a variety of industrial uses, and perception issues related to the landfill and correctional facilities.

This section summarizes community housing demands before investigating the ability to produce a supportive residential environment in the northern Jackson Street corridor. If housing makes sense in sufficient numbers, this study area can become a neighborhood that helps unify areas on both sides of Jackson Street.

Overall Demand

Annual housing production of about 155 units per year will meet the estimated annual growth rate of 0.5 percent, as indicated in **Figure 2.14**. This is slightly above the housing production from 2009-2019, although much of the development built over this time were multi-family units. This level of demand at a mix of low, medium, and high-density residential development would require around 25-40 acres of land per year, either new land, redeveloped land, or infill land. The total amount of vacant land in Oshkosh is about 3.3 percent or 480 acres.

About half of the vacant land in the city is in the Jackson Street corridor. The corridor does provide opportunities to fill housing demand in the coming years. The most notable demand being for new owner-occupied construction and market-rate rentals.

Additionally, housing demand may increase by:

- Providing resources and amenities that encourage some workers (and their households) who commute to Oshkosh for employment to live in town.

- Increased demolition of existing homes that are beyond repair.
- Increased economic strength from technological advancements or major employer expansions beyond what could reasonably be forecasted.

Or demand may decrease by:

- A significant reduction in vacancy rates because of investments and repair of unoccupied residences.
- A continued decline in student enrollment, although existing student housing could discontinue as housing for other business or commercial redevelopment.
- Changing market conditions, such as a recession that reduces employment or population growth in Oshkosh.

FIGURE 2.14: Housing Demand Summary at 0.5% Annual Growth

	2020	2025	2030	TOTAL
POPULATION AT END OF PERIOD	67,359	69,122	70,932	
HH POPULATION AT END OF PERIOD	59,694	61,256	62,860	
AVERAGE PPH	2.35	2.35	2.35	
HH DEMAND AT END OF PERIOD	25,402	26,067	26,749	
PROJECTED VACANCY RATE	7.0%	7.0%	7.0%	
UNIT NEEDS AT END OF PERIOD	27,314	28,029	28,762	
REPLACEMENT NEED (TOTAL LOST UNITS)		60	50	110
CUMULATIVE NEED DURING PERIOD		765	784	1,549
AVERAGE ANNUAL CONSTRUCTION		153	157	155

RETAIL MARKET REVIEW

Oshkosh is in a significant economic region that draws consumers, business investment, and jobs from many areas. Thus, what happens in the region around Lake Winnebago impacts the economic conditions in Oshkosh. Indicators on retail markets, business types, and consumer spending provide some understanding of opportunities for growth in Oshkosh.

Therefore, the market area for Oshkosh must recognize the pull factors of other cities, reflecting competitive environments and recent development trends. The market is, by definition, the area where developers, consumers, and residents have the option to choose Oshkosh for their purchases and pursuits. The market area for Oshkosh includes three separate geographic regions from which the city can potentially draw non-residential investment with various levels of likelihood.

Local Market Indicators:

1. Business Establishments. The number of businesses and employees locally in various business sectors relative to the broader market area.
2. Consumer Retail Spending Indicators. The spending habits of consumers locally relative to the region and nation.
3. Available Retail Space and Demand. The amount of existing retail establishments location versus the amount local consumers spend in retail establishments. In other words, whether local consumers are spending locally or traveling elsewhere for retail purchases.

Note, retail and commercial activity does not show the full market strength of Oshkosh. As part of a robust economic region, Oshkosh benefits from other cities providing specific service while Oshkosh can provide comparatively better positioned business clusters for the regional supply.

Primary Market

Shown in **Figure 2.15**:

- North Reach – South of County Road GG
- South Reach – North of County Road Z
- West Reach – East of County Road Ff

Residents of this area will be oriented to Oshkosh first for goods and services. If a product or service is locally available and competitively priced, residents of this area are likely to purchase from local businesses. The area is generally the city limits of Oshkosh extending to some rural areas on the periphery.

Secondary Market

Shown in **Figure 2.15**:

- North Reach – Appleton, Little Chute
- South Reach – Fond du Lac
- West Reach – Green Lake, Partridge Lake

The secondary market area represents the region from which Oshkosh may draw visitors for significant or unique businesses, or special events and attractions. This geographic area is difficult to define because certain features and amenities can attract visitors from further away. Also, the capacity of Fond du Lac and Appleton to provide a spectrum of commercial and recreational activities makes the reasoning for someone to purchase goods in Oshkosh challenging to determine.

FIGURE 2.15: Market Areas



Business Establishments

What: The number and ratio of businesses by type in Oshkosh.

How: Using ESRI data to evaluate the spread of business types in the region and Oshkosh.

Why: Business establishments indicate the types of cluster advantages that Oshkosh may have in the region.

Most people living in Oshkosh work in the manufacturing, education, and health care fields. This information paints a picture of resident living status. Conversely, the number and types of businesses in Oshkosh and the area provide insight into the strengths in the local economy. Retail establishments are particularly important because they draw revenue from visitors and keep income from residents in the community. **Figure 2.16** shows the number of businesses by type in Oshkosh and the secondary market region that includes Appleton to Fond du Lac.

Retail trade establishments account for a slightly higher percentage of all businesses in Oshkosh compared to the region. However, most of the higher rate results from miscellaneous store retailers and non-store retailers (online). Whereas, the market area outside Oshkosh has a more substantial percentage of traditional retail establishments like clothing stores, personal goods, and furniture. These types of brick and mortar stores are becoming less prevalent in terms of new construction and are not likely to create a significant land demand in Oshkosh over other areas in the market area.

Oshkosh does show a slightly stronger local presence of health care/social assistance, food services, and public administrations. The University of Wisconsin Oshkosh understandably creates a larger market for these types of businesses. However, businesses related to social assistance indicate a local need, whether income or physical/mental related needs. These businesses must be near the population they serve.

FIGURE 2.16: Business Establishments in the Market Area

DATA FOR ALL BUSINESSES IN AREA	CITY		SECONDARY ONLY - CITY	
	BUSINESS-ES %	EMPLOYEES %	BUSINESS-ES %	EMPLOYEES %
CONSTRUCTION	5.9%	2.9%	7.77%	4.40%
MANUFACTURING	5.6%	15.2%	5.37%	15.78%
WHOLESALE TRADE	2.8%	3.9%	3.77%	3.88%
RETAIL TRADE	14.8%	15.8%	13.64%	13.17%
MOTOR VEHICLE & PARTS DEALERS	1.8%	1.9%	1.91%	1.80%
FURNITURE & HOME FURNISHINGS STORES	0.6%	0.1%	0.84%	0.47%
ELECTRONICS & APPLIANCE STORES	0.7%	0.5%	0.61%	0.52%
BLDG MATERIAL & GARDEN EQUIPMENT & SUPPLIES DEALERS	0.7%	2.1%	1.25%	1.08%
FOOD & BEVERAGE STORES	1.4%	2.3%	1.49%	2.89%
HEALTH & PERSONAL CARE STORES	1.6%	0.8%	1.10%	0.78%
CLOTHING & CLOTHING ACCESSORIES STORES	1.5%	0.7%	1.47%	1.07%
SPORT GOODS, HOBBY, BOOK, MUSIC STORES	1.3%	0.6%	1.01%	0.56%
GENERAL MERCHANDISE STORES	0.7%	2.5%	0.78%	1.98%
MISCELLANEOUS STORE RETAILERS	3.0%	2.0%	2.09%	1.57%
NONSTORE RETAILERS	0.9%	2.0%	0.27%	0.11%
TRANSPORTATION & WAREHOUSING	1.6%	1.8%	2.07%	2.54%
INFORMATION	2.1%	1.7%	1.67%	2.28%
FINANCE & INSURANCE	6.0%	2.4%	6.05%	4.45%
CENTRAL BANK/CREDIT INTERMEDIATION & RELATED ACTIVITIES	2.1%	1.3%	1.76%	1.61%
REAL ESTATE, RENTAL & LEASING	4.7%	1.3%	5.04%	1.71%
PROFESSIONAL, SCIENTIFIC & TECH SERVICES	6.8%	3.4%	7.12%	9.06%
LEGAL SERVICES	1.8%	0.6%	1.41%	0.42%
ADMINISTRATIVE & SUPPORT & WASTE MANAGEMENT & REMEDIATION SERVICES	2.7%	2.4%	3.59%	4.05%
EDUCATIONAL SERVICES	2.7%	9.7%	2.54%	5.34%
HEALTH CARE & SOCIAL ASSISTANCE	9.7%	14.5%	8.79%	14.36%
ARTS, ENTERTAINMENT & RECREATION	2.3%	1.6%	2.11%	1.56%
ACCOMMODATION & FOOD SERVICES	8.2%	8.6%	7.15%	7.35%
FOOD SERVICES & DRINKING PLACES	7.6%	8.0%	6.30%	6.43%
OTHER SERVICES (EXCEPT PUBLIC ADMINISTRATION)	12.2%	6.7%	12.07%	4.67%
AUTOMOTIVE REPAIR & MAINTENANCE	1.9%	0.6%	2.53%	1.02%
PUBLIC ADMINISTRATION	5.7%	7.8%	3.92%	4.50%

Retail Indicators

The retail spending index provides a glimpse into the spending habits of residents in both the primary market and the total market areas compared to the national average (index value of 100), as shown in **Figure 2.17**. The retail spending index illustrates consumer habits by considering what goods and services are convenient, the willingness to spend money in specific market sectors, and other contributing factors.

Households in Oshkosh and the region tend to spend less on all types of goods and services than the U.S. average. The data is not uncommon compared to patterns in other Midwestern areas. Lower spending habits tend to correlate with relatively lower household discretionary incomes, large student populations, or preferences for activities like outdoor recreation. The findings do not provide a clear indication of the strengths or weaknesses of specific retail markets, only how relatively popular individual consumer purchases are compared to each other. However, coupling the information with available establishments offers a glimpse into opportunities for Oshkosh.

FIGURE 2.17: Selected Retail Spending Habits in the Total Market Area

	BUSINESS- ES %	EMPLOYEES %	BUSINESSES %
APPAREL AND SERVICES	88	\$1,894.83	\$340,810,698
ENTERTAINMENT & RECREATION	90	\$2,948.56	\$530,336,274
MEMBERSHIP FEES FOR CLUBS	85	\$200.16	\$36,000,986
FEES FOR PARTICIPANT SPORTS, EXCL. TRIPS	89	\$95.70	\$17,212,169
TICKETS TO THEATRE/OPERAS/CONCERTS	86	\$64.86	\$11,666,362
TICKETS TO MOVIES	87	\$47.48	\$8,539,067
TICKETS TO PARKS OR MUSEUMS	87	\$28.27	\$5,084,276
ADMISSION TO SPORTING EVENTS, EXCL. TRIPS	92	\$58.31	\$10,487,118
FEES FOR RECREATIONAL LESSONS	84	\$120.60	\$21,690,901
VIDEO GAME HARDWARE/ACCESSORIES	96	\$26.82	\$4,824,487
RENTAL/STREAMING/DOWNLOADED VIDEO	94	\$43.79	\$7,876,065
PETS	91	\$604.11	\$108,656,768
TOYS/GAMES/CRAFTS/HOBBIES	93	\$110.24	\$19,827,204
RECREATIONAL VEHICLES AND FEES	85	\$136.43	\$24,539,473
READING	90	\$95.79	\$17,229,880
FOOD OVERALL	90	\$7,964.89	\$1,432,588,706
FOOD AT HOME	90	\$4,674.68	\$840,801,373
FOOD AWAY FROM HOME	90	\$3,290.21	\$591,787,332
ALCOHOLIC BEVERAGES	88	\$505.88	\$90,988,592
VEHICLE LOAN AMOUNT EXCLUDING INTEREST	93	\$2,657.66	\$478,014,716
VALUE OF CREDIT CARD DEBT	90	\$2,197.65	\$395,276,685
MORTGAGE PAYMENT AND BASICS	89	\$8,975.76	\$1,614,406,553
MAINTENANCE AND REMODELING SERVICES	87	\$1,853.79	\$333,429,069
MAINTENANCE AND REMODELING MATERIALS	96	\$470.98	\$84,712,396
UTILITIES, FUEL, AND PUBLIC SERVICES	92	\$4,472.31	\$804,402,353
MAJOR APPLIANCES	92	\$325.23	\$58,497,099
SMALL APPLIANCES	91	\$43.99	\$7,912,251
CHILD CARE	87	\$445.90	\$80,201,691

SOURCE: ESRI

Retail Performance

What: Spending patterns in Oshkosh's primary, secondary market areas in 2019. The focus on evaluating opportunities for businesses that are appropriate for Jackson Street that may be a denser scale of development. For this reason, the analysis omits fuel stations, automobile dealers, and non-store retailers.

How: Compares actual spending to the amount predicted based on the population and their characteristics.

Why: To identify the market sectors that attract spending into Oshkosh (surplus sectors) and those market sectors where spending is not captured (leakage or gap sectors). Interpreting this analysis can help identify new businesses that could potentially be supported by capturing lost spending.



Overall Market Picture

Figure 1.19 shows the magnitude of spending and retail expectations in the market areas. Oshkosh exceeds the total amount of retail trade and food/drink spending that would be expected based on the size and characteristics of the population, displayed by **Figure 2.18**. Therefore, Oshkosh attracts customers from outside the area to purchase from businesses in the city. For a city the size of Oshkosh, this is expected. People are mobile and satisfy their needs at competitive locations in the Winnebago Lake region or on-line. Households from smaller communities and rural areas rely on commercial centers in larger cities for more significant purchases that are not available in their communities. These same households also likely go to larger cities for specific entertainment and recreation options.

The broader market area beyond Oshkosh also draws more spending than would be predicted by its population. However, the secondary market area shows leakage of food and drink spending while Oshkosh shows a surplus. Or rather, Oshkosh draws a portion of food and drink consumers from the secondary market area. The food and drink sector appears to be an opportunity for Oshkosh. Consumables cannot be easily ordered online and are most conveniently purchased locally. On the other hand, the local student population could be a driving factor for why Oshkosh has a significant surplus in sales versus the secondary market leakage.

Translating Gaps to Opportunities

Opportunities can exist in two forms from this type of gap-analysis:

- Filling a gap to capture dollars that are currently leaking from the market area;

- Reinforcing an existing market stronghold to become a destination for a particular category or a series of complementary market sectors;
- Creating a new market by providing establishments or centers that attract people who are already in the area and create a unique environment.

In areas where the combined total market exhibits an overall leakage, these areas may represent an opportunity for a new or existing business to fill the gap. In other words, a leakage means that demand is not met and thus, residents must travel for a specific good or service. Realistically, any market cannot capture 100% of the market demand. An example of the potential market opportunity in built form is illustrated by this realistic and sustainable projection assuming:

- Primary Market Capture: 20% of Spending
- Secondary Market Capture: 10% of Spending (assumes no tertiary market capture)
- Business Viability Threshold: \$300 per Square Foot
- Typical Storefront Size: 1,200 square feet

Of course, each business and market sector is unique. The purpose of this illustration is to provide a high-level overview of spending patterns. This should not substitute for a business plan or additional research.

Lacking Categories

Lacking categories can offer a point of opportunity to fill local gaps in available businesses. However, in a metropolitan region as relatively accessible and diverse as that surrounding Lake Winnebago, certain businesses may find an establishment in Oshkosh difficult with competitors and commercial clustering relatively close

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for most of the population. There are two levels of lacking categories that are important to understand for Oshkosh and the opportunities they present.

1. Sectors where households in Oshkosh travel elsewhere in the market area for purchases. A local option is more viable for a business that sees regular and routine purchases from households.
 - Furniture & Home Furnishings Stores
 - Other General Merchandise Stores
2. Sectors where households travel outside the entire market area for purchases. Businesses lacking in the whole market area are opportunities for new establishments locally. Households appear to travel for purchases to other areas that are relatively further away.
 - Specialty Food Stores
 - Beer, Wine & Liquor Stores

Attracting Categories

Attracting categories means the area draws in more spending that would be supported by the local population. Therefore, households are coming to Oshkosh or the market area to purchase goods. Attracting sectors result from a variety of factors, including the number of nearby smaller communities, the proximity of other metropolitan centers, travel times, and the necessity of the purchase. There are two levels of attracting categories that are important for Oshkosh and the opportunities they present.

1. Sectors where households travel to the market area for purchases. There are items in the market area that are unavailable where these households live.

- Most general retail establishments such as:
 - » Electronics and appliance stores
 - » Building materials and supply stores
 - » Grocery stores
 - » Health and personal care stores
 - » Clothing stores
 - » Sporting goods
 - » Department stores
 - » Drinking places
- 2. Sectors where households travel to Oshkosh or other areas outside of the total market area to make purchases. The retail potential in the secondary market area is leaking sales to other areas. Thus, Oshkosh attracts some spending from the broader market area.
 - Food Services & Drinking Places
 - Restaurants/Other Eating Places
 - Lawn & Garden Equip & Supply Stores
 - Other Miscellaneous Store Retailers

MARKET CONCLUSIONS

Probable trends indicate that Oshkosh will continue to grow steadily but modestly, growing, along with its economy and housing market. This market analysis suggests:

- Presence of a strong middle-class population of working households.
- A need for housing at market rate price points.
- Competition from several activity centers and commercial developments in the surrounding area, but the presence of some strong sectors that draw people to Oshkosh.
- Some commercial gaps that could be filled in Oshkosh, but not at a significant scale in the near term.

Jackson Street could focus on higher quality developments on vacant land that centralize at collector street intersections. These intersections should also connect with residential neighborhoods and parks to the north and south, as well as schools to become walkable neighborhoods and commercial centers. Incremental development builds the character of Jackson Street overtime should transform the corridor into a pleasant mix-use gateway into the central city.

FIGURE 2.18: Retail Performance in the Market Area, 2019

INDUSTRY SUMMARY 2017	CITY			SECONDARY MARKET		
	DEMAND (RE-TAIL POTENTIAL)	SUPPLY (RETAIL SALES)	RETAIL GAP	DEMAND (RE-TAIL POTENTIAL)	SUPPLY (RETAIL SALES)	RETAIL GAP
TOTAL RETAIL TRADE AND FOOD & DRINK	\$759,645,841	\$1,188,050,811	-\$428,404,970	\$5,381,186,280	\$6,629,578,793	-\$1,248,392,513
TOTAL RETAIL TRADE	\$686,941,711	\$1,068,752,738	-\$381,811,027	\$4,867,691,990	\$6,139,608,317	-\$1,271,916,327
TOTAL FOOD & DRINK	\$72,704,130	\$119,298,073	-\$46,593,943	\$513,494,290	\$489,970,476	\$23,523,814
TOTAL ADJUSTMENT (NO GAS STATIONS, AUTO DEALERS, NON-STORE RETAIL)	\$521,588,155	\$803,239,902	-\$281,651,747	\$3,691,270,318	\$4,739,424,942	-1,048,154,624
RETAIL ADJUSTMENT (NO GAS STATIONS, AUTO DEALERS, NON-STORE RETAIL)	\$448,884,025	\$683,941,829	-\$235,057,804	\$3,177,776,028	\$4,249,454,466	-\$1,071,678,438
MOTOR VEHICLE & PARTS DEALERS	\$147,425,010	\$216,837,809	-\$69,412,799	\$1,054,366,577	\$1,472,146,742	-\$417,780,165
AUTOMOBILE DEALERS	\$116,853,611	\$181,852,541	-\$64,998,930	\$834,284,546	\$1,175,380,117	-\$341,095,571
OTHER MOTOR VEHICLE DEALERS	\$18,722,176	\$18,548,921	\$173,255	\$136,249,940	\$146,834,424	-\$10,584,484
AUTO PARTS, ACCESSORIES & TIRE	\$11,849,223	\$16,436,347	-\$4,587,124	\$83,832,090	\$149,932,201	-\$66,100,111
FURNITURE & HOME FURNISHINGS	\$21,935,608	\$11,697,697	\$10,237,911	\$156,502,161	\$215,646,190	-\$59,144,029
FURNITURE STORES	\$13,318,765	\$5,374,054	\$7,944,711	\$93,056,765	\$167,201,496	-\$74,144,731
HOME FURNISHINGS STORES	\$8,616,843	\$6,323,643	\$2,293,200	\$63,445,396	\$48,444,693	\$15,000,703
ELECTRONICS & APPLIANCE STORES	\$22,521,402	\$48,612,627	-\$26,091,225	\$158,121,480	\$167,458,017	-\$9,336,537
BLDG MATERIALS, GARDEN EQUIP. & SUPPLY STORES	\$45,477,539	\$122,235,271	-\$76,757,732	\$339,957,257	\$461,675,102	-\$121,717,845
BLDG MATERIAL & SUPPLIES DEALERS	\$40,814,723	\$115,383,837	-\$74,569,114	\$305,348,193	\$434,738,190	-\$129,389,997
LAWN & GARDEN EQUIP & SUPPLY STORES	\$4,662,816	\$6,851,434	-\$2,188,618	\$34,609,064	\$26,936,912	\$7,672,152
FOOD & BEVERAGE STORES	\$108,132,659	\$108,532,930	-\$400,271	\$754,176,134	\$845,700,764	-\$91,524,630
GROCERY STORES	\$94,314,513	\$102,803,543	-\$8,489,030	\$657,431,439	\$755,517,043	-\$98,085,604
SPECIALTY FOOD STORES	\$7,785,638	\$3,468,240	\$4,317,398	\$54,292,410	\$52,540,098	\$1,752,312
BEER, WINE & LIQUOR STORES	\$6,032,508	\$2,261,147	\$3,771,361	\$42,452,285	\$37,643,623	\$4,808,662
HEALTH & PERSONAL CARE STORES	\$43,929,479	\$68,942,138	-\$25,012,659	\$308,656,997	\$321,587,021	-\$12,930,024
GASOLINE STATIONS	\$82,729,575	\$91,462,716	-\$8,733,141	\$578,146,981	\$539,176,784	\$38,970,197
SOURCE: ESRI						

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FIGURE 2.18: Retail Performance in the Market Area, 2019

INDUSTRY SUMMARY 2017	CITY			SECONDARY MARKET		
	DEMAND (RE-TAIL POTENTIAL)	SUPPLY (RETAIL SALES)	RETAIL GAP	DEMAND (RE-TAIL POTENTIAL)	SUPPLY (RETAIL SALES)	RETAIL GAP
CLOTHING & CLOTHING ACCESSORIES STORES	\$28,982,555	\$52,586,806	-\$23,604,251	\$204,671,155	\$231,301,817	-\$26,630,662
CLOTHING STORES	\$18,958,487	\$27,785,113	-\$8,826,626	\$133,344,703	\$156,647,583	-\$23,302,880
SHOE STORES	\$4,193,223	\$17,852,701	-\$13,659,478	\$29,806,986	\$35,741,478	-\$5,934,492
JEWELRY, LUGGAGE & LEATHER GOODS STORES	\$5,830,845	\$6,948,992	-\$1,118,147	\$41,519,466	\$38,912,756	\$2,606,710
SPORTING GOODS, HOBBY, BOOK & MUSIC STORES	\$17,551,542	\$40,353,803	-\$22,802,261	\$124,266,752	\$161,698,854	-\$37,432,102
SPORTING GOODS/HOBBY/MUSICAL INSTR STORES	\$14,702,727	\$30,558,243	-\$15,855,516	\$104,817,574	\$149,867,090	-\$45,049,516
BOOK, PERIODICAL & MUSIC STORES	\$2,848,815	\$9,795,560	-\$6,946,745	\$19,449,178	\$11,831,764	\$7,617,414
GENERAL MERCHANDISE STORES	\$121,634,610	\$127,670,359	-\$6,035,749	\$857,317,331	\$1,482,758,254	-\$625,440,923
DEPARTMENT STORES EXCLUDING LEASED DEPTS.	\$92,265,850	\$117,945,639	-\$25,679,789	\$650,950,451	\$1,009,355,270	-\$358,404,819
OTHER GENERAL MERCHANDISE	\$29,368,760	\$9,724,720	\$19,644,040	\$206,366,881	\$473,402,984	-\$267,036,103
MISCELLANEOUS STORE RETAILERS	\$26,869,408	\$86,873,851	-\$60,004,443	\$190,274,670	\$211,696,247	-\$21,421,577
FLORISTS	\$1,241,640	\$5,138,788	-\$3,897,148	\$9,278,835	\$7,913,126	\$1,365,709
OFFICE SUPPLIES, STATIONERY & GIFT STORES	\$6,195,963	\$13,540,739	-\$7,344,776	\$43,939,597	\$41,457,810	\$2,481,787
USED MERCHANDISE STORES	\$6,026,546	\$5,111,648	\$914,898	\$42,108,938	\$84,112,703	-\$42,003,765
OTHER MISCELLANEOUS STORE RETAILERS	\$13,405,259	\$63,082,676	-\$49,677,417	\$94,947,301	\$78,212,607	\$16,734,694
NONSTORE RETAILERS	\$19,752,324	\$92,946,731	-\$73,194,407	\$141,234,495	\$28,762,526	\$112,471,969
ELECTRONIC SHOPPING & MAIL-ORDER HOUSES	\$15,984,177	\$91,255,933	-\$75,271,756	\$113,993,834	\$13,530,564	\$100,463,270
VENDING MACHINE OPERATORS	\$1,468,377	\$656,524	\$811,853	\$10,279,128	\$8,713,617	\$1,565,511
DIRECT SELLING ESTABLISHMENTS	\$2,299,770	\$1,034,274	\$1,265,496	\$16,961,534	\$6,518,346	\$10,443,188
FOOD SERVICES & DRINKING PLACES	\$72,704,130	\$119,298,073	-\$46,593,943	\$513,494,290	\$489,970,476	\$23,523,814
SPECIAL FOOD SERVICES	\$1,800,632	\$1,037,150	\$763,482	\$13,005,400	\$5,567,133	\$7,438,267
DRINKING PLACES - ALCOHOLIC BEVERAGES	\$5,219,769	\$10,421,883	-\$5,202,114	\$36,942,859	\$40,350,362	-\$3,407,503
RESTAURANTS/OTHER EATING PLACES	\$65,683,729	\$107,839,040	-\$42,155,311	\$463,546,031	\$444,052,982	\$19,493,049

SOURCE: ESRI

3/CORRIDOR URBANISM AND JACKSON



This chapter introduces a new approach to urban corridors like the Jackson Street study area. This approach that we call “corridor urbanism” grows from and respects the character and economy of the corridor, but integrates the quality of place and urban interaction that characterizes other neighborhoods in Oshkosh.



CORRIDOR URBANISM: Guiding Principles for North Jackson

Jackson Street north of Murdock includes both areas that are substantially built-up and others that remain open or built at very low density, with many possibilities for future change. Both of these exist along a corridor whose dominant feature is a multi-lane, relatively high-speed roadway. The objective of this plan is to use property effectively in a way that is consistent with both precedents and contexts. But it is also committed to creating a framework for a different types of urban environment – one that is substantially better, more efficient, more pleasant, and ultimately more productive than the relatively uncontrolled nature of most auto-dominated urban corridors in America. We have developed the concept of Corridor Urbanism to establish guiding principles that will create better environments out of these ubiquitous parts of our cities.

Unfortunately, most of the philosophies of urban development that have emerged during the last 150 years to guide the nature and growth of American cities are not relevant to urban corridors like Jackson Street. Many of these ideas grew out of reform movements, designed to change the natural or technological directions that cities had moved in. For example, the City Beautiful movement of the nineteenth century sought to bring a sense of order and aesthetic beauty to the clutter of the industrial city of that era. The Garden City movement of the same era and extending into the 1920s, combined the priorities of social and public health reformers with landscape architecture to create an ideal suburban alternative to the conditions of big cities struggling to accommodate both industrialization and waves of immigration. The concept of Euclidean or single-use zoning, also grew out of these same reform movements, designed to remedy the health and safety threats presented by locating industrial and residential uses in the same areas and inadequate light, sanitation,



New Urbanism. From left: Bethesda Crescent, Bethesda, MD; Morgan Crossing Apartments in Oshkosh

and ventilation. Urban renewal, as it emerged during the 1960s and 1970s, assembled land and reorganized small blocks and unused areas into large sites that were then redeveloped for large scale private and public projects. This approach was used to help develop Oshkosh's riverfront.

More recent philosophies of community design have also grown to change the prevailing pattern of urban development. New Urbanism developed “to offer alternatives to the sprawling, single-use, low-density patterns typical of post-World War II development, which have been shown to inflict negative economic, health, and environmental impacts on communities.”

These urban philosophies and others have been very influential, even when not fully implemented. For example, contemporary “life style centers” (like Bayshore in the Milwaukee area) with street-oriented shops and restaurants have presented an alternative to the regional mall. In Oshkosh, a project like Morgan Crossing with a strong street facade and parking behind implements some of the principles of New Urbanism. These projects, when well-executed, provide environments that are a



delight and demonstrate principles of good design. But low-density development and the automobile strip like Jackson Street remain dominant, and these forms and their establishments generate other uses and service requirements that our current ideas of urbanism fail to address. The strip continues to challenge – specifically, how can we apply the compelling principles of contemporary design and land use philosophies to these ubiquitous cityscapes in general and to the Jackson corridor in particular.

We find considerable insight in the iconic 1972 volume *Learning from Las Vegas* by Robert Venturi, Denise Scott Brown, and Steven Izenour:

The commercial strip challenges the architect to take a positive, non chip-on-the-shoulder view. Architects are out of the habit of looking non-judgmentally at the environment because orthodox Modern Architecture is progressive, if not revolutionary, utopian and puristic; it is dissatisfied with existing conditions. Modern architecture has been anything

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but permissive. Architects have preferred to change the existing environment rather than enhance what is there.

Venturi (1925-2018) developed the idea of post-modern architecture, incorporating cultural allusion, symbol, and humor into buildings. In *Learning from Las Vegas*, the authors take on the Las Vegas strip and other commercial corridors on their own terms, as environments that are “almost all right” rather than impositions on the environment that should be either transformed or rejected. This leads to an integrative approach that “enhances what is there” rather than trying to make it something else. We call this approach Corridor Urbanism, with ideas and principles that apply directly to Jackson Street, and to the preferences identified by stakeholders through the visual survey discussed earlier.

THE CORRIDOR AS AN OPPORTUNITY

Corridor Urbanism considers some of the intrinsic characteristics of the corridor as the keys to making it a successful and sustainable environment. The Jackson Street study area, like most other long commercial corridors, uses land inefficiently, and the amount of its total area that is actually in its intended primary use (that is housing human enterprise and activity rather than the movement and storage of cars) is actually very small. The study area also has large areas of undeveloped property north of Packer, and unifying principles can help direct the ultimate development of those available sites. Of particular importance is land around the I-41 interchange and related to the Winnebago County Park and Fairgrounds.

The Jackson Street corridor’s features can also help evolve it into an urban environment with greater vitality that serves its users and helps build adjacent



Jackson Street north of the Murdock roundabout. Survey participants expressed a consistent preference for a different kind of street and development environment.

neighborhoods. Some of these features include:

- **Business and destination mix.** While assets are relatively dispersed and separated from one another, the eating and drinking places, Fairacres Shopping Center, smaller centers and free-standing retailing, schools, service businesses, and the County Park are precisely the destinations that people want to live near.
- **Underused land.** Some oversized parking lots and significant tracts of open land provide significant possibilities for an emerging growth corridor.
- **Job centers.** Adjacency to industrial areas and significant employment centers creates a potential demand for nearby residential neighborhoods by virtually eliminating commuting time, but also raises issues of proper buffering and separation of potentially incompatible uses.
- **Substantial open space and linkages.** Winnebago County Park is a major asset for the study area but underscores the importance of convenient, safe pedestrian and bicycle connections from residential areas. Parallel Main Street, with bike lanes, helps provide parallel connections to the park, but is located on the industrial side of the study area. But the Main Street bikeway also connects to Downtown, especially important because Jackson south of Murdock is not wide enough to accommodate bike traffic even with a proposed lane reduction.
- **Street width and area.** Jackson Street itself is a five-lane or divided major arterial with sufficiently friction-free traffic flow to generate relatively high speeds. It has sidewalk coverage limited to the Murdock to Smith Avenue segment, and that narrow, back-of-curb sidewalk is uncomfortable for many users and especially difficult for people with disabilities. However, building setbacks and open areas along the street frontage provide the

opportunity to improve this condition and create a more comfortable setting.

THE CORRIDOR URBANISM APPROACH

Corridor Urbanism applied to the Jackson Street study area between Murdock and I-41 should ultimately incorporate appropriately mixed land uses, connectivity, street quality, density, and civic life articulated in New Urbanism and the concept of understanding and planning/building within a community context and economy. Corridor Urbanism then constructs a model of principles, born from and guiding the more detailed elements of the plan for this study area, but which also applies to other urban corridors. The Five broad categories of guiding principles include:

- **Reality and Respect**
- **Resident Population**
- **Opportunities**
- **Transportation Function and Choice**
- **Urban Environment**



REALITY AND RESPECT

Respect existing businesses and build on the historic character of the corridor

The Jackson Street corridor is a substantial economic entity in its own right, both from a neighborhood services and industrial development point of view. Preserving and expanding that economic life is a primary objective of this plan. The corridor also can provide fertile ground for new enterprises with available and has retained a high degree of dynamism. It is important to recognize the integrity and importance of existing businesses. In some cases, where aspects of the use are incompatible with surrounding dominant uses (such as extensive open storage in an otherwise residential area) sites should be available for alternative



locations.

View change as evolutionary and generally market driven.

Cities and corridors are long-term processes. Jackson Street includes a number of property owners and businesses, all making individual decisions. Thus, the term “master plan,” which implies a controlling presence, does not apply well to such a diverse urban district. In such an environment, a plan that wills things to be done in the face of economic and market drivers rarely succeeds. Change when it comes is and should be incremental and occurs over a long period of time.

Use this plan as a tool to guide that evolution.

Jackson Street, like other corridors, has diverse ownership and actual change will take place through individual decisions responding to markets, trends, and goals at the time. A plan like this provides a unifying framework for these individual decisions. Its concepts on private property illustrate general guidelines, possibilities rather than specific redevelopment proposals, and proposed relationships between buildings and sites. The plan becomes somewhat more specific when it addresses public realm investments and the interface between the public and private environment. But this and other corridor plans should be viewed as organic and flexible, rather than static and “designed.”



RESIDENT POPULATION

Gradually increase the number of people living in and immediately around the corridor.

Residential development has been very important to the revitalization of Downtown Oshkosh and is also highly relevant to the future development of the Jackson Street study area. The relatively convenient availability of retail assets, eating and drinking places, and transportation support housing of various densities, and housing adds neighborhood character that typical commercial strips lack. Also, with the decreasing demand for brick and mortar commercial, residential growth provides a great potential for reuse of land. There is already significant residential development around Jackson Street and some contemporary development, including Jackson Square and the Courtyard at Oshkosh. But north of Packer Avenue, residential development becomes far more spotty and in contained subdivisions like North Park Estates. Open land along and near Jackson has the capability of filling some of these gaps.

Work toward an environment where a growing population can comfortably walk, bike, or use other active modes to travel to corridor destinations

While commercial corridors lack the intimacy of “traditional” business districts, mixing residential, commercial, office, and employment uses can create

highly walkable and bikeable environments with supporting infrastructure such as good quality and comfortable walking and shared use paths. The corridor’s character can generate a large number of potential trips under one mile, making low-cost alternative modes feasible. We often think of corridors in terms of long-distance linear modes: traffic arterials and rapid transit. But the short local trip is also a significant component and diverting more of these trips to active modes creates real benefits.

Include a variety of housing types attainable by a range of people.

The concept of “attainable” housing, a principal community goal, requires diverse housing types that meet the needs of different people and household types. Housing in and around the corridor should not be a housing “monoculture.” It should have the capacity to accommodate households with people of all ages, including the emerging market of families with young children.



OPPORTUNITY AND ORIENTATION

Take advantage of opportunities such as underused parking lots, vacant sites, obsolete buildings, and marginal uses.

Evolutionary change should occur naturally through voluntary action rather than disruption. But opportunity sites along Jackson are abundant and can be used in ways that reinforce existing development and neighborhoods. For example, large parking lots at shopping centers responded to zoning or tenant demands based on a few peak days that are no longer applicable. In addition to their unproductive use of land, these sites also maximize environmental impact. More efficient site design and shared access can open other development possibilities, and some uses are economically viable because of low land costs or rents. Effective reuse of these land resources is an important goal of this plan.

Develop new projects that fill gaps.

Low building coverage, oversized parking lots, lack of relationships between buildings, and lack of connectedness create gaps in the continuity of a corridor. These disconnected destinations fail to reinforce each other, But gaps also create opportunities, where new commercial, office, or residential

development can connect otherwise separated businesses. This helps create the sense of a mutually reinforcing district where one stop can serve multiple destinations.

Increase a limited number of new street connections and points of orientation to decrease the length of undifferentiated stretches of road and land use and the need for individual driveway accesses.

Corridors like Jackson Street can be disorienting, especially when intersections are few as in the segment north of Packer Avenue. These corridors often lack landmarks or nodes of different densities that aid in orientation and access. Even local residents can miss their destinations or lose track of their location. A limited number of functional new street connections can manage access, reduce the need for individual curb cuts, improve wayfinding, and provide opportunities for landmarks and nodes for higher-density development.



TRANSPORTATION FUNCTION AND CHOICE

Fix functional transportation problems, addressing capacity, access, and parking needs that exist today.

An important principle of the Corridor Urbanism concept is to understand that despite the value of alternative transportation modes to a city, private automobiles will remain the primary means of transportation. Thus, the strategy must address functional and operational issues and make sure the street works effectively and safely for its users. Clearly Jackson Street operates at a very high “level of service” and has substantially more capacity than volume. The median between Murdock and Smith controls access well in the most built-up portion of the corridor. But continued potential problems include mixing of local and through traffic, relative difficulty in crossing the street between signalized intersections, managing and aligning access points, and addressing excessive speeds.

Create a web of streets and alternative routes.

An effective way of managing traffic conflicts and hazards is the development of a system of local streets that connect and serve destinations along the corridor. This separates lower speed and turning traffic from through movements, reducing friction and enhancing safety. Despite some discontinuities, the street grid south of Packer Avenue distributes local traffic relatively well. But access to more dispersed and separated development along the north segments of the corridor depends on Jackson Street. With new growth, this local web of streets should emerge to serve new neighborhoods and reduce dependence on the main line. This network, including parallel circulators and cross-connections, also helps provide adjacent development possibilities that can reduce the need for auto travel and increase use of active modes.

Provide sidewalk and off-road, shared use path

continuity to link present and future residents with each other and corridor stores, restaurants, workplaces, schools, and public space.

An important benefit of corridor urbanism is the ability to use alternative means (walking, biking, or “scootering”) to travel from living places to other destinations within the corridor, or from other parts of the city to corridor destinations. Most of these internal trips will be less than two miles. This requires a robust, and barrier- and stress-free access network. Reasonable sidewalk continuity along the corridor is a minimum requirement, but a continuous off-street or even protected component that provides direct access to destinations is critical. The concept of a local network paralleling the main corridor also provides safer and more comfortable possibilities for pedestrians and bicyclists.

The Jackson corridor has some significant resources, including the County Park and its path system between Snell and Sunnyview, the Main Street bike lanes between Downtown Oshkosh and Snell, and the Sunnyview shared use path between Route F and the park. These can be integrated into a connected system that can serve both existing and future residential development.

Integrate public transportation into the corridor when appropriate.

Transit should be considered as an important component of mixed use planning of long urban corridors. Trip categories for transit and active modes are analogous, including both relatively short trips between origin points and destinations both along and off the corridor. However, regional public transportation adds another potential trip type – the commuter trip originating from residents on or near the corridor to outside destinations such as workplaces or other regional centers. GO Transit’s Route 10, which operates on 90 minute headways, reflects this kind of regional service. It is currently being evaluated to provide more effective and efficient transit serving both Oshkosh and Neenah/Fox Cities.

URBAN ENVIRONMENT

Build a quality environment that is rewarding to people traveling at different speeds, from 3 to 50 mph.

People experience urban corridors at different speeds and our visual perception of the physical environment changes with those speeds. Most corridors (including Jackson Street north of the Murdock roundabout) are scaled to motorist speeds, and lack the detail and quality necessary to engage pedestrians. Even an unattractive streetscape can be tolerable to drivers who have a relatively narrow cone of vision and will not be spending much time in any one location. The street environment then should be engaging at three basic speed levels: pedestrians (3 mph), scooters and bicycles (12 mph), and motorists. However, people at all speeds require nodes and visual rhythm that provide both interest and orientation along the street.

Be certain that the environment responds to the needs of both residents and businesses, and establishes a fabric based on connectedness.

Introduction of residential uses into what is normally a commercial environment is essential to the concept of corridor urbanism. Residential use fills in the gaps in commercial strips, provides interest and continuity, and furnishes a customer base for businesses. Yet, business and residents have individual requirements that are sometimes in conflict. Businesses need parking, exposure, identification signs, lighting, and service areas, while residents need urban fabric, calmer streets, landscape, walkways, and, for many, a reasonable level of peace. These conflicting needs lead to the physical separation and buffering of uses that are typical of single-use zoning districts. And this physical separation can defeat the idea of corridor urbanism. In a way, some projects like Jackson Square and surrounding developments are addressing the issue of introducing housing into a very mixed environment that also

includes significant industrial use.

Careful site planning and a sensitive regulating plan can address these different needs and avoid both extremes of injecting apartment buildings unceremoniously into parking lots and separating adjacent uses by walls and buffers. These techniques and regulations should provide connectedness without conflict through such techniques as:

- Using public environments like public open space, interior streets or drive aisles with a residential street character, and trail and greenway corridors to separate residential and commercial uses.
- Creating neighborhoods that cluster buildings that relate to surrounding commercial development but provide enough critical mass and common space to form an interior residential refuge.
- Orienting commercial and residential service areas toward each other, or locate commercial service areas in places that avoid impact on neighboring residential development.
- Placing lower-density residential farther away from the main street and close to pre-existing neighborhoods.
- Managing the size and visibility of commercial signage, focusing signage toward the main corridor.

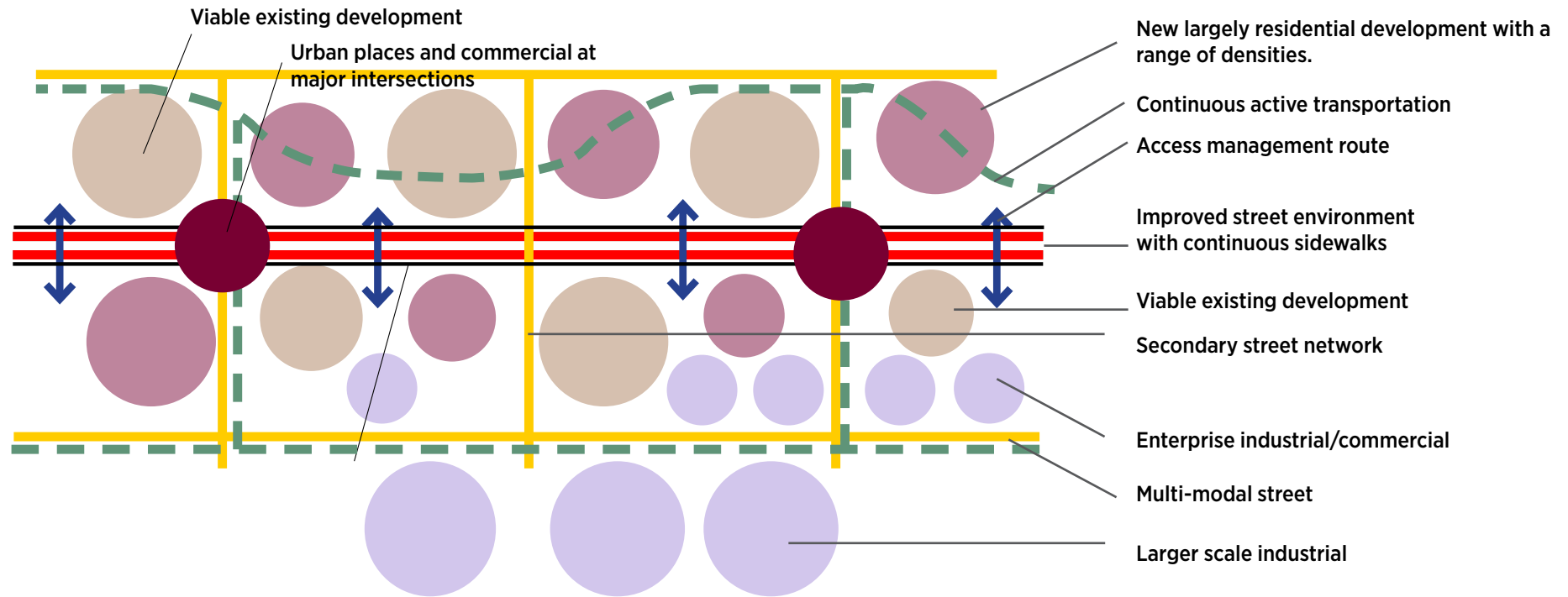
Create personality, texture, and social space.

Traditional commercial strips developed as corridors to drive through or to a single destination. A few, like the Las Vegas strip or Ventura and Sunset Boulevard in Los Angeles, do create a unique image and sense of space, but most corridors are generic. Consequently, they rarely include public space or human-scaled elements. Corridor urbanism envisions the strip itself as a place, and part of that is achieved by creating individual character and amenity areas along the way.

On Jackson Street, logical locations for these special places include trail access points, stormwater management areas, and intersections.



Places for placemaking. Intersections like Snell and Smith with significant green space provide opportunities for creation of both aesthetic and social space.



Corner Place example. 69th Street Plaza in Wauwatosa, WI


Corridor Urbanism on Jackson Street. This diagram describes how the major principles of Corridor Urbanism combine to create a vision for an economically and environmentally sustainable Jackson Street. Components include mixed use infill with a major residential component on underused land and excessively large parking lots; a system of secondary connections to serve local traffic and expand points of orientation; access management; major urban places at key intersections; an improved functional and aesthetic street environment; and a continuous pedestrian and bicycle system that connects everything together.

It bears repeating the building a resident population is a key unifying priority of a plan that harmoniously connects the commercial, industrial, and civic environments. A major avenue toward commercial

development is building a customer base with easy auto-free access to businesses. And, conversely, active and diverse retail, service, and hospitality businesses, combined with quality residential development, But unusually, the Jackson study area is also an enterprise corridor with major employment centers. Integrating neighborhoods into that framework provides jobs virtually next door to neighborhoods, reducing commute time to almost nothing. This concept depends on walkway and path continuity along the entire corridor. This should be provided with facilities that are safe and comfortable for users and do not require significant detours or misdirections.



4/THE FRAMEWORK PLAN



The principles of Corridor Urbanism are derived from the contexts and opportunities presented by the Jackson corridor but provide a model that is relevant to other corridors seeking redirection in a dramatically changing commercial economy. This chapter applies the principles more specifically to the corridor and addresses three interacting factors: development, urban design, and access. The access framework considers transportation and connectivity; the development framework addresses possibilities and patterns for land use and new development; and the urban environment describes community and public space, with all three frameworks interacting to create a unified urban corridor.

THE LAND USE FRAMEWORK

Development along the Jackson Street corridor has been and will continue to be an incremental process. North of Packer Avenue, where the study area changes to a more open character with extensive tracts of public land, including Winnebago County Park, the Fairgrounds, the county landfill, and the Oshkosh Correctional Institution, the study area is still evolving. This section establishes a guide for that continued evolution that gradually, through market forces and individual, voluntary actions can lead to a new kind of connected, mixed use Jackson Street corridor. The framework is based on an overall assessment of the long-term viability of different types of occupancy, the conditions of sites and buildings, and the effects of changing market forces on different types of land uses and demands for them. This assessment is in turn based on several overriding trends:

1. The growth projections and policies contained in the city's 2018 comprehensive plan project a 2040 population of about 73,800 and an increase of about 2,400 households. Assuming a replacement need of about 30 units annually, or 600 during a 20 year planning period, this generates a total demand for about 3,000 new units or 150 units per year. Housing policies contained in the comprehensive plan and relevant to potential development in the Jackson corridor include:

- Developing a variety of housing types to meet unmet needs.
- Ensuring an adequate supply of all types of residential densities to meet current and projected demand.
- Encouraging a mix of lot sizes and housing types as reflected in the Traditional Neighborhood Zoning District in development.

- Promote opportunities and programs to provide owner and rental options for all income levels.

A substantial amount of this housing will be in medium-density settings, including small-lot single family, attached units like townhouses, low- and mid-rise multi-family apartments, and innovative residential settings. The Covid pandemic could have a significant impact on housing preferences, leading to configurations with fewer common areas and corridors and more independent entrances and surrounding outdoor space.

2. The market analysis presented in Chapter Three indicates a declining medium- and long-term demand for some kinds of commercial land and square footage, partially but not totally offset by population growth. This decline in the immediate corridor market has a number of causes, including existing regional retail destinations, the increasing prevalence of on-line retailing, and the declining market for older strip centers. This, coupled with substantial housing demand during the next two decades, suggests a significant probability of converting some current land previously thought to be “commercial” may have more potential for residential development. On the other hand, in a post-Covid world, an expanded activity program for the Fairgrounds could generate new demand for lodging and traveler services at the interchange.

3. The Jackson Street study area is unusual among urban corridors for its diversity of uses, including its substantial industrial component and large scale, land-intensive public facilities. The integration of work, living, shopping, and recreational environments opens unusual possibilities. There also are strategic opportunities available by using surplus, hard-surfaced areas in excessively large parking lots like the Vincent de Paul store or smaller developments that paved their sites as a low-maintenance default option.

4. Transportation preferences in Oshkosh may

continue to evolve during the next twenty years.

Bicycle transportation is a significant travel mode in the city that may increase with the introduction of e-bikes, bringing cycling within the physical capabilities of more people*. GO Transit has half-hour service on some parts of the Jackson corridor. Electric scooters and other personal mobility devices may increase in popularity, while the effect of electric and autonomous vehicles on urban land needs is uncertain. Finally, personal preferences and legislative mandates that respond to greenhouse gas emissions and climate change may also have a profound effect on transportation in future years. One common trend is likely though – the amount of land devoted to the circulation and storage of personal vehicles is likely to decrease significantly. And many alternative modes are especially well-suited to shorter trips and greater adjacency of residential uses, entertainment venues, and commercial and office services.

5. These collective forces increase demand for greater land efficiency and higher value to land area ratios. The resulting market forces will tend to increase pressure on space intensive lower-yield land uses such as small single-level strip centers, free-standing offices and retail, and some automotive uses to convert to higher intensity development.

LAND USE STRATEGIES

The following pages display diagrams and strategies for each segment of the study area. They include illustrative plans that display potential land use and general policy objectives and more specific guidance for potential development sites. They are followed by a transportation framework that displays a conceptual circulation network that supports the land use plan.

* In general, pedal-assist (or Class 1) e-bikes that require the rider to pedal and to not provide motor assistance over 20 mph are permitted on most shared use paths.

These frameworks are not intended to be literal prescriptions or detailed plans, but instead graphically illustrate desirable diagrams and connections to guide future individual and community decisions. The site-specific guidelines use terms that require further elaboration, presented here:

- Conventional and small lot single-family residential.** Current single-family development in and around the study area includes subdivisions like North Park Estates, with detached houses on lots that range from 6,000 to 10,000 square feet. In new developments, single-family homes on lots less than 5,000 square feet (a net average density of about 8 units per acre), or single-family semi-attached or attached units, typically on individually described lots and connected by garages or a common wall (an average net density of about 12 units per acre) can reduce public improvement costs per unit. In the study area concept, conventional and small lot single-family area is used in new subdivisions. Conventionally sized lots border on pre-existing residential development, with small lots as transitions to higher densities or in the interiors of potential development.
- Medium-density residential.** Attached units, including townhomes and small multi-family buildings, with net densities in the range of 12 to 24 units per acre. This form of development can appeal to households of a variety of ages but with small yards and shared covered parking, can provide an attainable option for households with young children, a growing demographic at this specific point. These units can help fill the so-called “missing middle” gap in contemporary housing markets. The development framework proposes this concept on sites that provide enough area for self-contained clusters and linkages to other community features, including schools, commercial development, and parks and playgrounds.

- Multifamily residential.** Multi-level residential buildings, which in Oshkosh are most commonly two or three levels of living units with net densities in the range of 16 to 40 units per acre, or in senior settings. Most multi-family suggested here assumes surface parking, but “podium parking” with parking under residential levels minimizes surface parking. As a general rule, one level of parking that extends for the full building footprint supports three residential levels. On sites along or near the street corridors, multi-family may be integrated into mixed use projects (see below).

- Mixed use development.** Mixed use projects



Small lot single family. Florida Way, Fayetteville



Mixed use concept. Wauwatosa, WI

are typically shown on sites that include 1) redevelopment of excessively large parking lots, 2) future redevelopment of low-intensity, high vacancy or obsolete commercial buildings or projects, or 3) vacant buildings or sites. Typically, mixed use buildings involve retail, restaurant, office, and residential uses, usually with residential over a commercial grade level. However, requirements that the entire footprint be reserved for retail, restaurants, or similar uses often create more commercial than the market supports and require either additional surface parking or a separate parking structure. Another option, appropriate along the 71B corridor, locates parking



Medium-density residential. Gray's Station, De Moines



Medium-density residential. Culver City, CA

at grade under residential levels and screened by commercial extensions appropriate to the market.

- **Contemporary retail or commercial.** Relatively recent (typically post 2000) development with landscaping and site design standards that do not require short-term change.
- **Commercial infill.** Generally applies to areas where existing uses are likely to remain but where space exists for additional, single-level commercial development with more efficient site design; or sites within an existing project intended for commercial development but not yet used for that purpose.
- **Commercial enhancement.** Generally applies to areas where existing uses are likely to remain but where access management, cooperative parking and site development, improved landscaping and pedestrian connections to front doors from trails or sidewalks are needed to help realize the corridor vision.
- **Shopping center upgrades.** Improved parking and site design, possible facade and pedestrian improvements, and reducing unnecessary parking to be more consistent with normal demand rather than extremes.
- **Internal streets.** Driveways within projects such as shopping centers and large mixed use projects designed to have the character of streets with sidewalks, street landscaping and furniture, and limited driveway or drive aisle interruptions.
- **Enterprise industrial.** Industrial development, including small industrial businesses, start-ups, small offices, innovation space, and flex buildings that combine office, industrial workshop, and

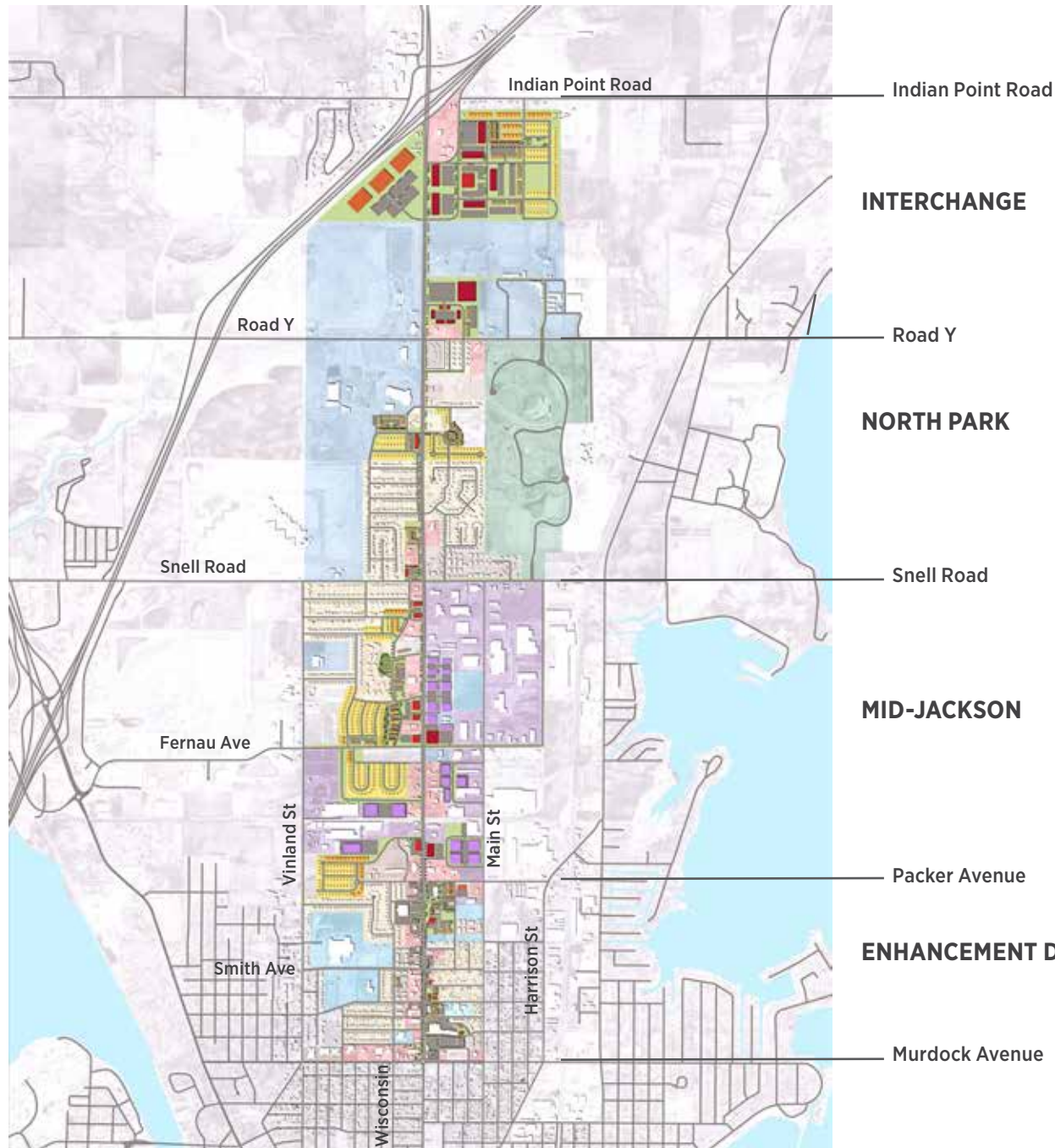
storage space. These are usually smaller footprint buildings that may house multiple tenants, with loading and parking space around them.

- **Large-scale industrial.** Major industries in large footprint, usually single-story buildings. In the immediate study area, these buildings typically have footprints over 50,000 square feet and occupied by a single business.

MAJOR DEVELOPMENT CONCEPTS

- **CORRIDOR ENHANCEMENT DISTRICT.** This strategy area defines a corridor improvement project in the built-up urban portion of the study area between Murdock and Packer Avenues. The recommendations of this district are designed to improve the pedestrian and street environment, link the commercial corridor to surrounding neighborhoods, improve access to Oaklawn Elementary and North High School, create significant corner features, and redevelop opportunity sites with new residential projects. The enhancement district also involves some redesign and infill development on the Fairacres Shopping Center to develop interior streets with pedestrian access.
- **INFILL DEVELOPMENT.** Infill development on small sites that are either undeveloped or currently occupied by uses that are incompatible with the prevailing land use is an important component of the land use strategy. Most of these sites are proposed for residential or neighborhood-scale commercial development.
- **NEIGHBORHOOD DEVELOPMENT.** Subdivision-scaled residential projects should connect to and be compatible with existing residential neighborhoods. In many cases, these new potential areas should seamlessly extend the existing neighborhoods that they touch and complete the fabric of the city.
- **COMMERCIAL ENHANCEMENT.** Improved parking and site design, possible facade and pedestrian improvements, and reducing unnecessary parking to be more consistent with normal demand rather than extremes. New commercial in the middle of the corridor between Packer and Road Y would largely be oriented to neighborhood service uses, with the exception of a significant commercial node on the northeast quadrant of Road Y and Jackson.
- **INTERCHANGE MIXED USE.** The I-41 interchange represents a major growth opportunity. In addition to its transportation advantages, it is adjacent to the Fairgrounds and near the County Park. A major mixed use concept combines offices, lodging and hospitality uses that help support expanded Fairground use, and a residential neighborhood.
- **INDUSTRIAL CORRIDOR.** Industrial development is an important existing land use and a major component of future growth. However, industrial must be properly buffered and limited to specific areas, specifically the east side of Jackson between Packer and Snell, and the railroad corridor bisecting the section between Packer and a Fernau extension. Smaller scale enterprise industrial should front the Jackson Corridor, with larger scale industrial to the east along Main Street.
- **CONNECTEDNESS.** Linkage of component parts to each other and to major civic facilities is both a transportation related recommendation and a major part of a successful twenty year land use plan. These connections are fundamental to taking full advantage of the study area's existing major assets.

The land use and transportation recommendations are detailed in the following pages, divided into four character segments: the Corridor Enhancement District, the most urban part of the corridor from Murdock to Packer; the Mid-Jackson segment from Packer to Snell; the North Park segment from Snell to Road Y; and the Interchange District from Road Y to I-41. Each consideration includes land use concepts, focus areas, and a transportation concept.



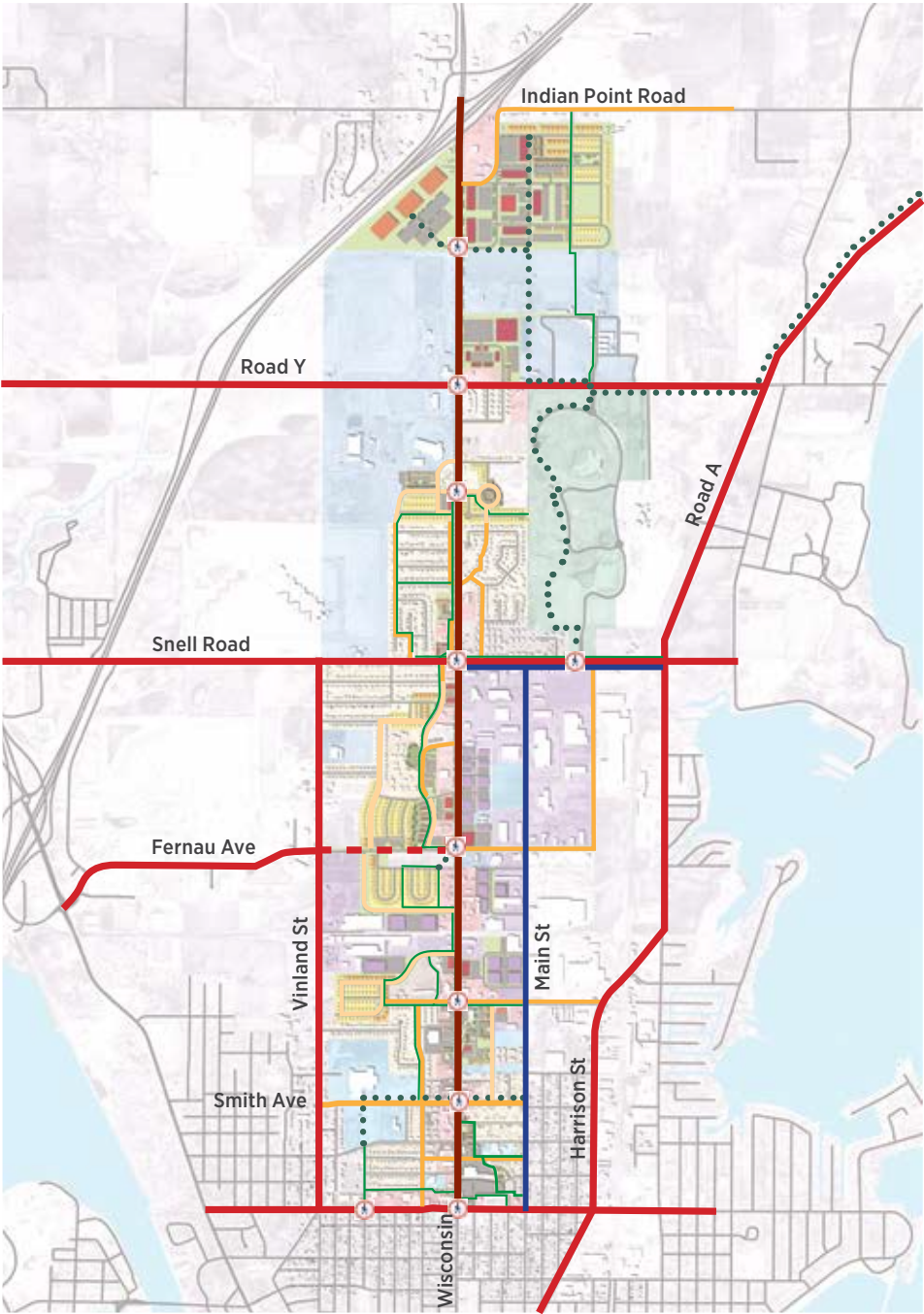
LAND USE CONCEPT

Existing Land Use

- Low-Density (Single-Family) Residential
- Medium-Density Residential
- High-Density Residential
- General Commercial
- General Industrial
- Parks/Public Space
- Public/Civic Use
- Water/Stormwater Management

Future Land Use

- Low-Density (Single-Family) Residential
- Medium-Density Residential
- High-Density Residential
- Office
- Commercial
- Mixed Use
- Industrial
- Parking
- Park/Public Space



Indian Point Road

INTERCHANGE

Road Y

NORTH PARK

Snell Road

MID-JACKSON

Packer Avenue

ENHANCEMENT DISTRICT

Murdock Avenue

ACCESS CONCEPT

- Jackson Street
- Existing Major Streets
- Future Major Street Extension
- Complete (Multi-modal) Street
- Existing Neighborhood Connectors
- Future Neighborhood Connectors
- Shared Use Path
- Major Pedestrian Pathways
- Key Pedestrian Crossings



CORRIDOR ENHANCEMENT DISTRICT

New subdivision. Extension of Packer Avenue, providing 57 single-family lots and 38 single-family attached units.

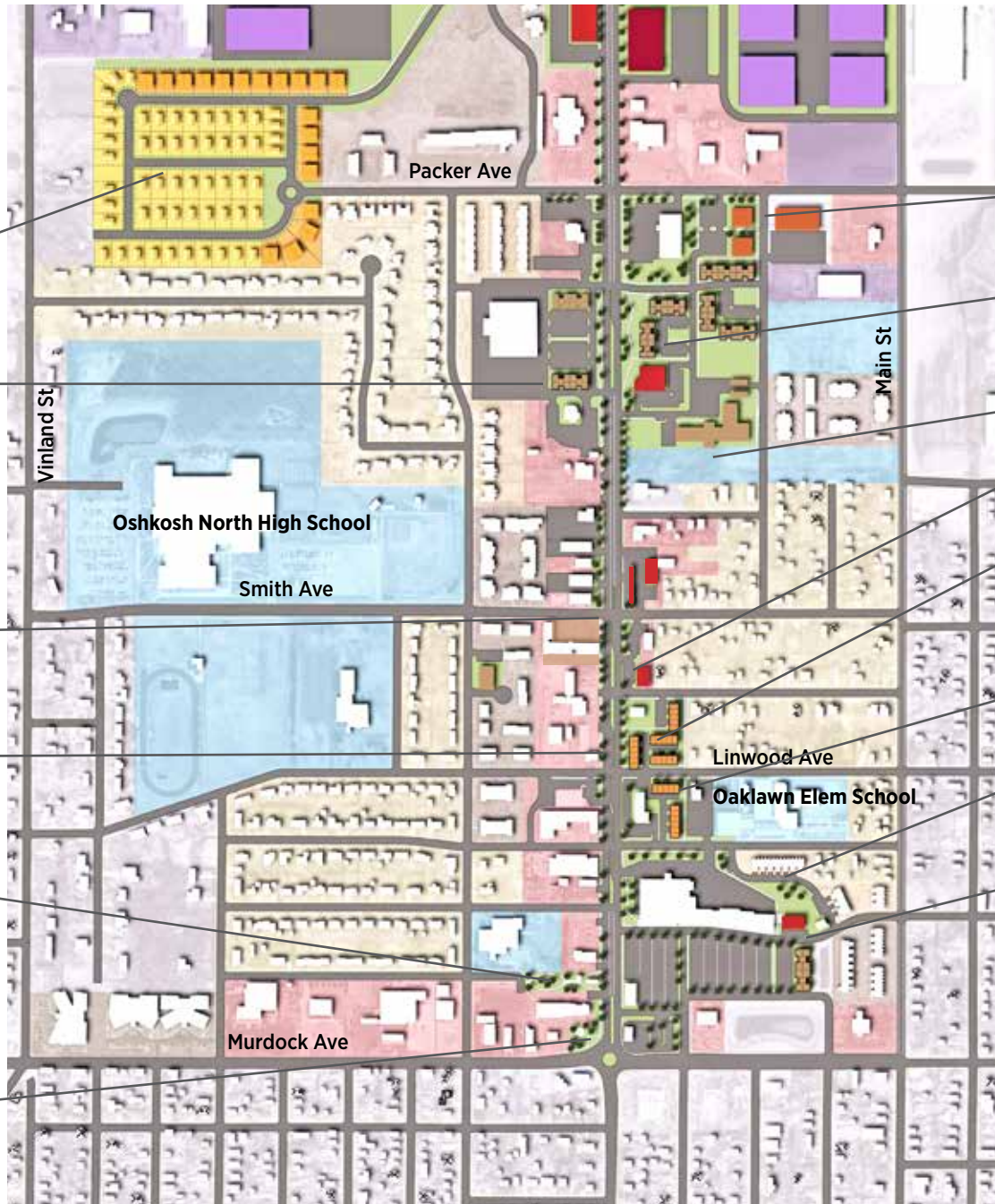
Vincent de Paul. Parking lot modification with entryway multi-family on surplus parking area. Provides up to 48 units in 3-story buildings

Smith Street Green. Public greenspace with monument at Smith Street corner

Jackson Street Sidewalks. New 6' clear sidewalk, setback 6 to 10 feet from back of curb except where space is not available

Stilwell Greenway. Path and greenway connecting Stilwell Avenue stub to Jackson. Part of corner green space at Murdock.

Roundabout green. Landscape, street furniture and public art on surplus green area on NW quadrant of Murdock roundabout. Design should be attractive without distracting motorists' attention to the roundabout.



Office or service development.

Mixed use development. Commercial with entryway multi-family, with up to 120 units in 3-story buildings

Stormwater management facility

Commercial infill. Small retail building

Infill townhouses. Infill medium-density residential on incompatible redevelopment sites between Viola and Allen, with up to 32 units.

Viola to Allen Path. Greenway link from Allen to Viola, providing a safe path to Oaklawn School and Fairacres Center

Walkway. Walk along service drive from Viola to Fairacres Center shops

Fairacres Center Additions. New retail and multi-family on open property at Fairacres Center

Fairacres Center. Redesign of parking lot with interior streets and sidewalks from Murdock Avenue to center and across the site.



FAIRACRES CENTER FOCUS AREA	
1	Enhanced Roundabout Green on northwest quadrant of Murdock Avenue.
2	Greenway connecting neighborhood to Jackson along the Stilwell Avenue alignment
3	6 foot sidewalk with parkway setback between 6 to 10 feet from back of curb where possible
4	Parking lot redesign to provide a direct, interior street with sidewalks and landscaping, linking the center to the Murdock entrance
5	Interior street/drive with continuous walkway between Jackson Street and Fairacres Townhomes
6	New multi-family building adjacent to detention basin with separated parking bay
7	New retail storefronts, separated from existing center by walkway and service drive
8	Path along edge of service area from Viola to Fairacres Center and continuing to Murdock Avenue. With Viola-Allen Greenway, provides a continuous internal pedestrian connection from Allen to Murdock
9	Townhouse redevelopment with new location of service and open storage businesses to industrial corridor
10	Greenway and path between Viola and Allen, along edge of Oaklawn School parking lot

Existing Land Use

- Low-Density (Single-Family) Residential
- Medium-Density Residential
- High-Density Residential
- General Commercial
- General Industrial
- Parks/Public Space
- Public/Civic Use
- Water/Stormwater Management

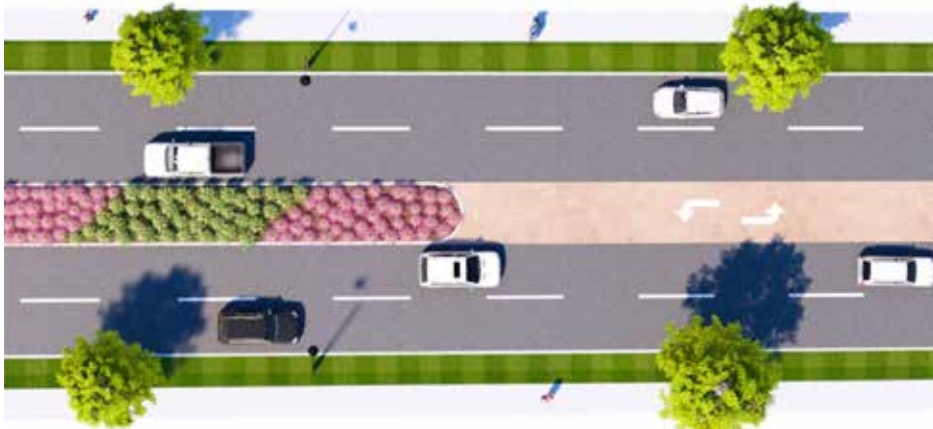
Future Land Use

- Low-Density (Single-Family) Residential
- Medium-Density Residential
- High-Density Residential
- Office
- Commercial
- Mixed Use
- Industrial
- Parking
- Park/Public Space

This focus area proposes a series of improvements and modifications in the commercial center of the study area north of the Murdock roundabout. It includes a public space and greenway connection to Jackson Street from the residential areas to the west; pedestrian and parking lot circulation improvements and new infill development at Fairacres Center; townhome redevelopment of light industrial sites with open storage; and a continuous pedestrian path from Allen Street to Murdock Avenue.



Jackson Street Enhancements. Clockwise from top left: Corner landscaping with setback sidewalk and upgraded lighting at Viola; Corner plaza at Smith Avenue; a typical desirable street section; and the area near the St. Vincent de Paul store south of Packer Avenue





JACKSON SQUARE FOCUS AREA	
1	Redesign of St. Vincent de Paul store parking lot to allow additional development
2	Entryway multi-family on north and south edges of parking lot, adding up to 48 new housing units and “right-sizing” parking
3	Stormwater management facility
4	Existing Jackson Square Apartments
5	New entryway multi-family development with up to 120 units
6	Neighborhood commercial
7	Small office or multi-building commercial group
8	Geneva Street extension
9	Greenway and tree preservation with potential redevelopment

Existing Land Use

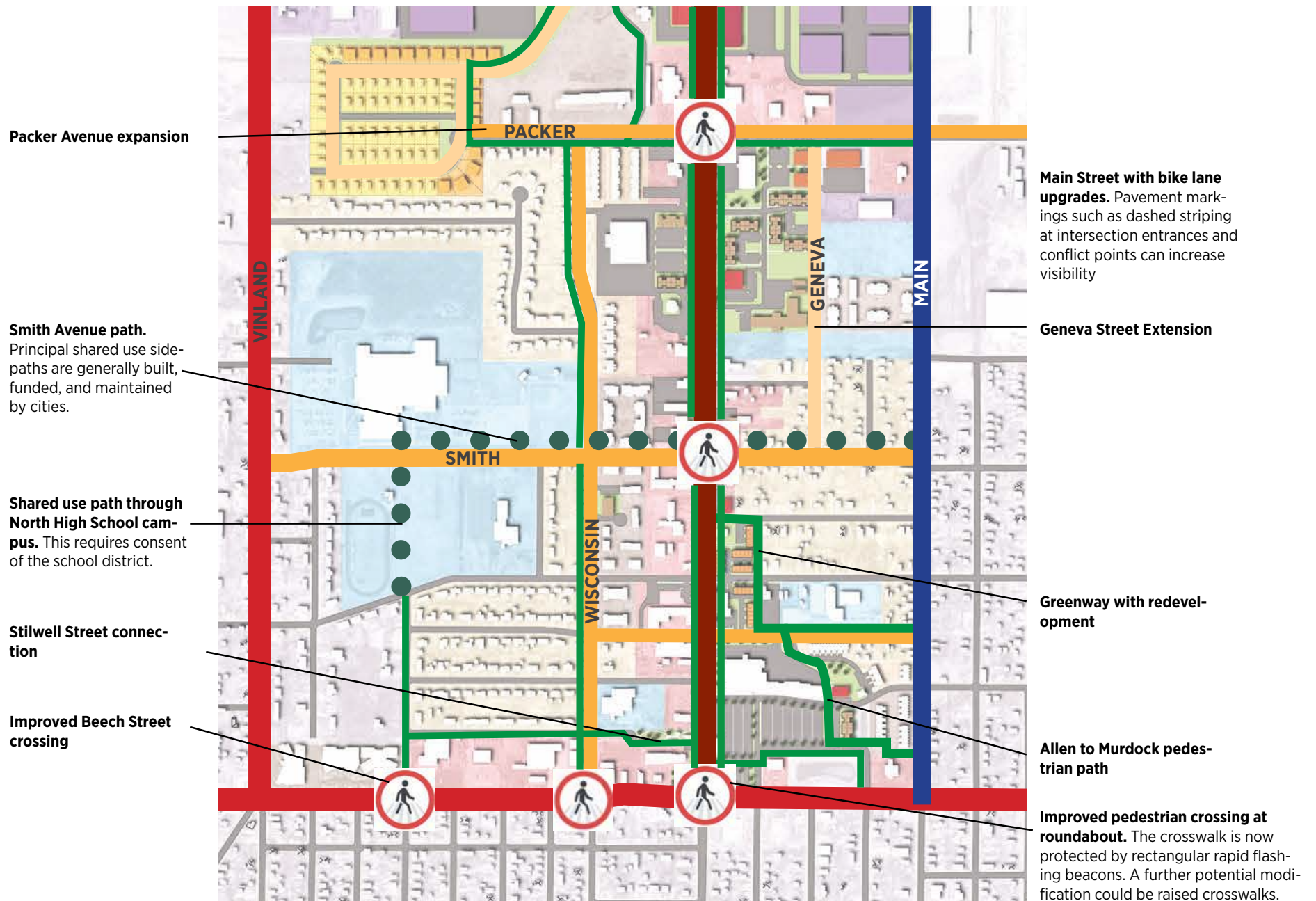
- Low-Density (Single-Family) Residential
- Medium-Density Residential
- High-Density Residential
- General Commercial
- General Industrial
- Parks/Public Space
- Public/Civic Use
- Water/Stormwater Management

Future Land Use

- Low-Density (Single-Family) Residential
- Medium-Density Residential
- High-Density Residential
- Office
- Commercial
- Mixed Use
- Industrial
- Parking
- Park/Public Space



TRANSPORTATION CONCEPT: ENHANCEMENT DISTRICT





MID-JACKSON

Continuous service street. Connection of Nelsen Drive, Logan Drive, and Zion Street establishes a continuous route for local access and neighborhood service commercial

Neighborhood park and housing. Neighborhood park serving Summerfield and Logan developments, and up to 72 units of new housing on the east side of Logan Street.

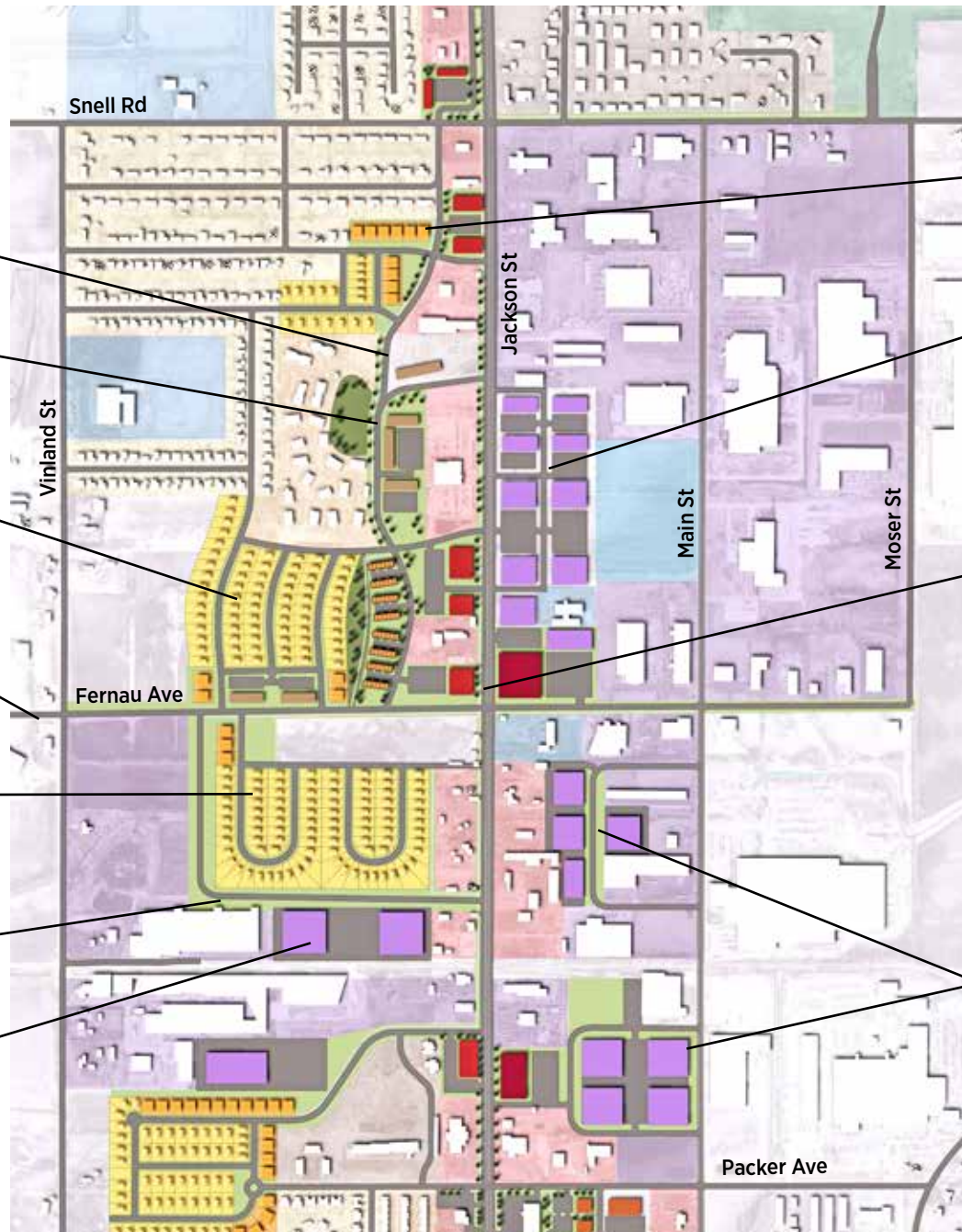
New mixed density subdivision. Project concept includes a small linear park to provide common space between two different types of housing. Concept includes up to 70 single-family lots, and 48 multi-family units.

Fernau Avenue extension between Jackson and Vinland. This opens a new area for development.

New subdivision. Extension of Fernau Avenue, new development providing 90 single-family lots and 6 single-family attached units.

Greenway buffer. Greenway buffers possible new residential development from industrial corridor.

Industrial corridor. Industrial use lines railroad and served by new streets.

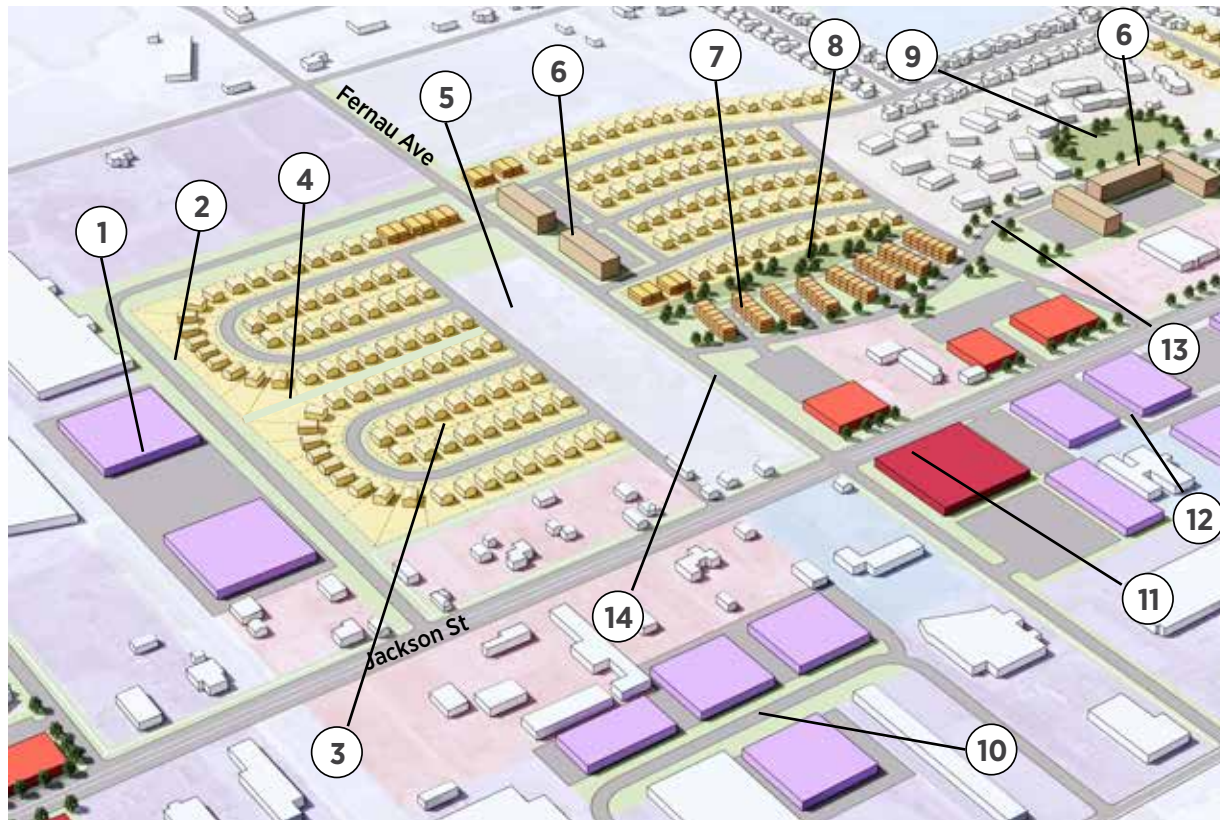


Mixed use infill. Concept includes 18 single-family lots, 20 attached units, and neighborhood commercial service

Industrial corridor. Infill development of smaller-scale enterprise industrial and trade commercial uses in a planned park. Uses shared access road and loading areas.

Fernau Node. Commercial and mixed use development at this future major intersection, which will increase in importance with filling the gap on Fernau between Vinland and Jackson.

Industrial loops. Planned industrial development with small to medium-sized modules that can be assembled into larger sites. Access loops are developed off Main to provide access to block interiors.



FERNAU NODE FOCUS AREA	
1	New industrial along railroad corridor
2	Greenway buffer with path
3	Single-family residential on loop streets
4	Greenway path
5	Stormwater management
6	New multi-family development
7	Townhomes
8	Linear neighborhood green
9	Logan Street neighborhood park
10	Planned industrial loop with medium-scaled industrial
11	Fernau mixed use node with retail and neighborhood services
12	Enterprise retail with shared access drive and loading/service areas
13	Connected local service street, linking Logan, Zion, and Nelsen Drive
14	Fernau extension between Jackson and Vinland. This connects Jackson Street to I-41 and Algoma Boulevard

Existing Land Use

- Low-Density (Single-Family) Residential
- Medium-Density Residential
- High-Density Residential
- General Commercial
- General Industrial
- Parks/Public Space
- Public/Civic Use
- Water/Stormwater Management

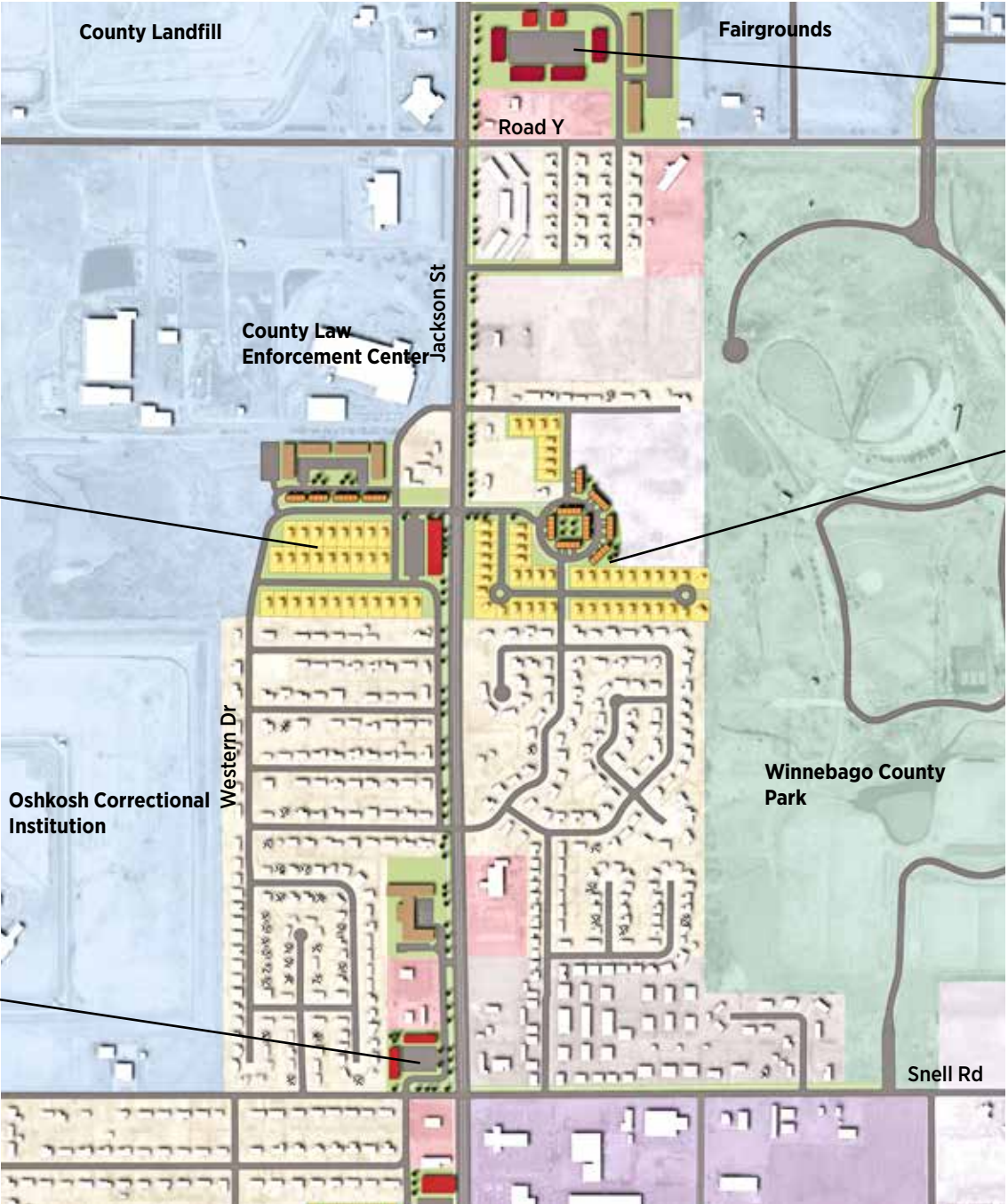
Future Land Use

- Low-Density (Single-Family) Residential
- Medium-Density Residential
- High-Density Residential
- Office
- Commercial
- Mixed Use
- Industrial
- Parking
- Park/Public Space





NORTH PARK



Mixed density development. Completes existing residential neighborhood south of Law Enforcement Center. Includes up to 30 single-family lots, 18 attached units, and 72 multi-family units, along with a neighborhood commercial building.

Mixed use node. Mixed use development at Road Y intersection could take advantage of adjacent Fairgrounds and County Park for thematic retailing and visitor services.

Mixed density development. Completes existing North Park Estates residential neighborhood and adjoins Winnebago County Park. Concept includes up to 50 single-family lots and 40 attached townhomes. Area would benefit from controlled path access to the County Park.

Corner commercial



NORTH PARK FOCUS AREA

1	New single-family lots
2	Neighborhood commercial
3	Townhome/single-family attached units
4	New multi-family building group.
5	Controlled path connection to County Park Trail
6	Townhouse group around central green
7	Greenway and path between Nelsen Drive service street and Jackson Street
8	New intersection with signalized pedestrian crossing, linking residential on both sides of Jackson and improving safe park access for residents west of the corridor

Existing Land Use

- Low-Density (Single-Family) Residential
- Medium-Density Residential
- High-Density Residential
- General Commercial
- General Industrial
- Parks/Public Space
- Public/Civic Use
- Water/Stormwater Management

Future Land Use

- Low-Density (Single-Family) Residential
- Medium-Density Residential
- High-Density Residential
- Office
- Commercial
- Mixed Use
- Industrial
- Parking
- Park/Public Space



TRANSPORTATION CONCEPT: NORTH PARK

Sunnyview Road. Extension of the sidepath on between Route F and the park entrance to the Fairgrounds entrance and Jackson Street.

County Park Trail. The internal trail in Winnebago County Park is extended to complete the segment from Road Y to Snell

Nelsen Drive extension. This continues continuity of the service street, although direct connection to the south was broken by development. This concept lines the access to Jackson with the existing Kope Avenue access to Jackson.

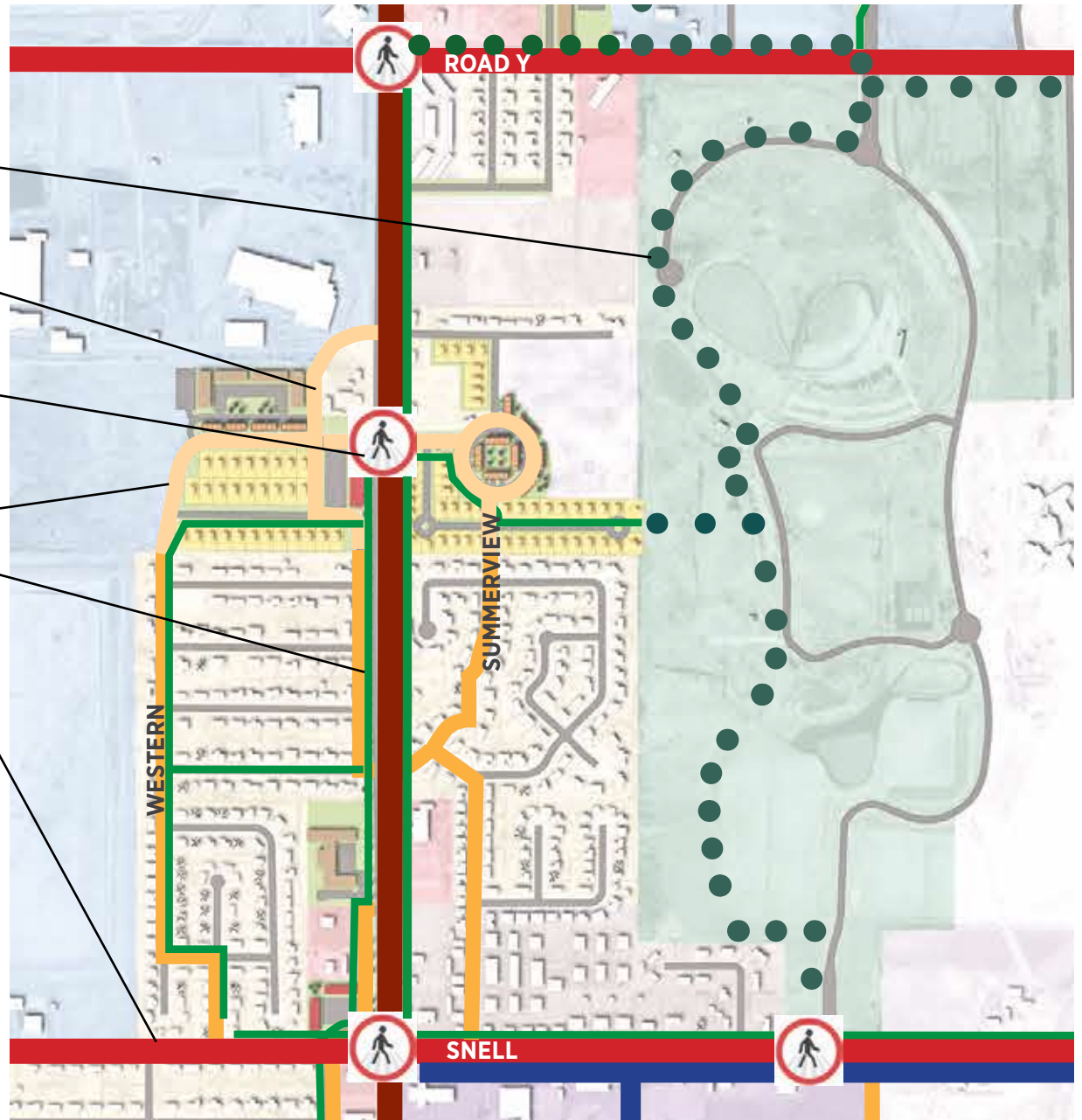
New intersection. This concept includes a new aligned intersection that would also include a protected pedestrian intersection. Full development may eventually warrant a signal at this location. An RRFB with refuge median may be an alternative solution.

Western Drive extension. This provides access from existing and new development areas to Jackson Street, complementing or replacing the existing Norton Street intersection

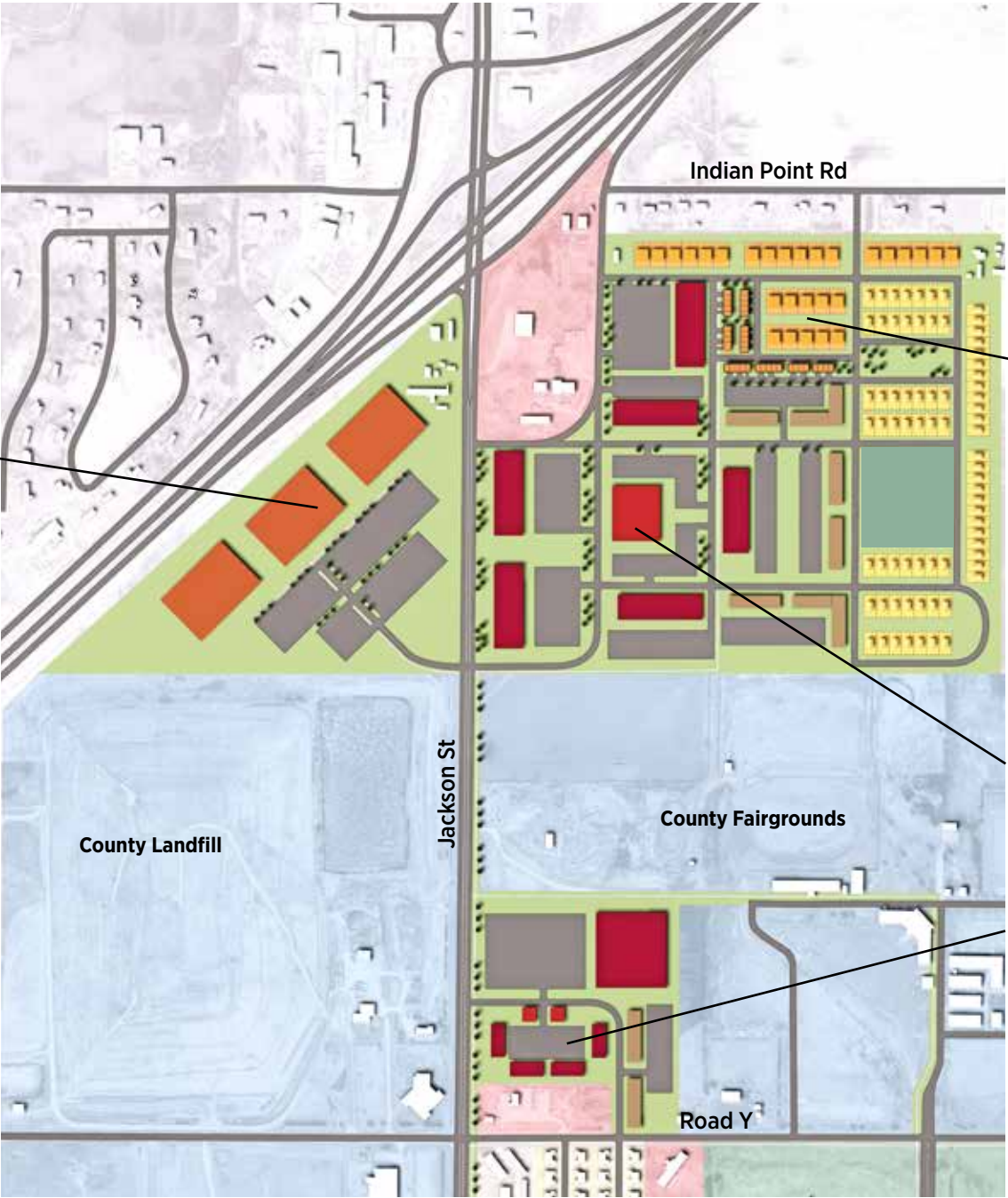
Pedestrian path and greenway. The space between Nelsen Drive and Jackson would be developed as a greenway with pedestrian path. The path extends across the Courtyard at Oshkosh development.

Snell Road. Sidewalks and bike lanes are being installed as part of a Snell Road improvement project. The project also includes a new pedestrian crossing protected by a rectangular rapid flashing beacon (RRFB), located near the entrance to the county park. This will link the Main Street bike lanes to the park and to the existing sidepath and shoulders along Road A to Neenah.

-  Jackson Street
-  Existing Major Streets
-  Future Major Street Extension
-  Complete (Multi-modal) Street
-  Existing Neighborhood Connectors
-  Future Neighborhood Connectors
-  Shared Use Path
-  Major Pedestrian Pathways
-  Key Pedestrian Crossings





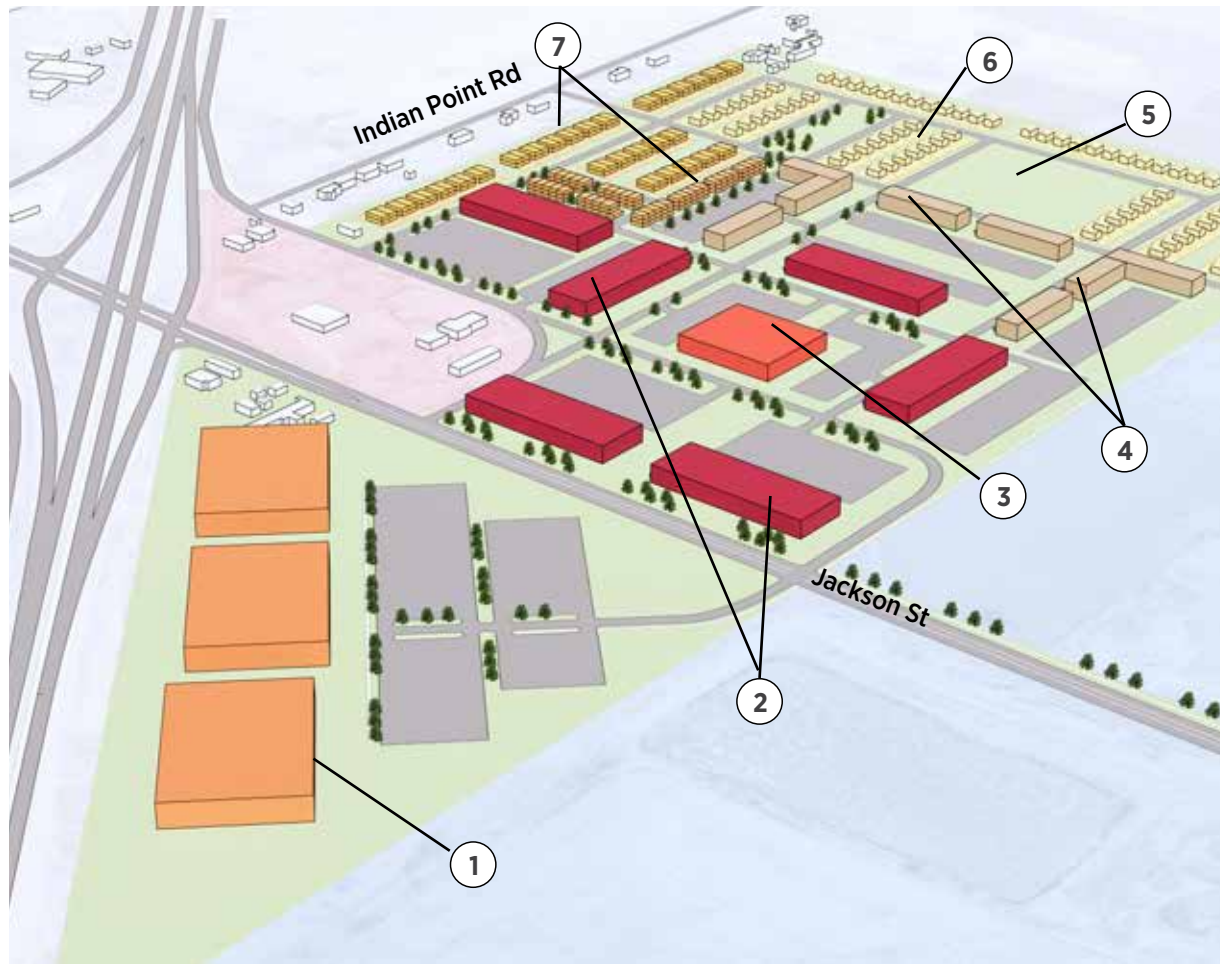


Office Park. High visibility location on I-41 provides an opportunity for office or business park development. The site could also conceivably be used for a major travel services center.

Mixed density residential. Adjacency to the county park and I-41 provides a possible residential site especially well-suited to regional commuters. In this concept, site includes 75 single-family lots, 56 single-family attached units, 48 townhomes, and 150 apartment units.

Business Park/Commercial or Hospitality Center. Site near the Fairgrounds with a plan for significant expansion of uses and events may create a market for a regional hospitality center, with commercial and hotel development.

Mixed use node. Mixed use development at Road Y intersection could take advantage of adjacent Fairgrounds and County Park for thematic retailing and visitor services.



INTERCHANGE FOCUS AREA	
1	Office campus, business park, or traveler service center as alternative uses
2	Mixed use commercial, lodging/hospitality uses
3	Commercial/restaurant center
4	Multi-family building group
5	Community park for neighborhood and customers/visitors
6	Single-family residential
7	Single-family attached and townhome residential

Existing Land Use

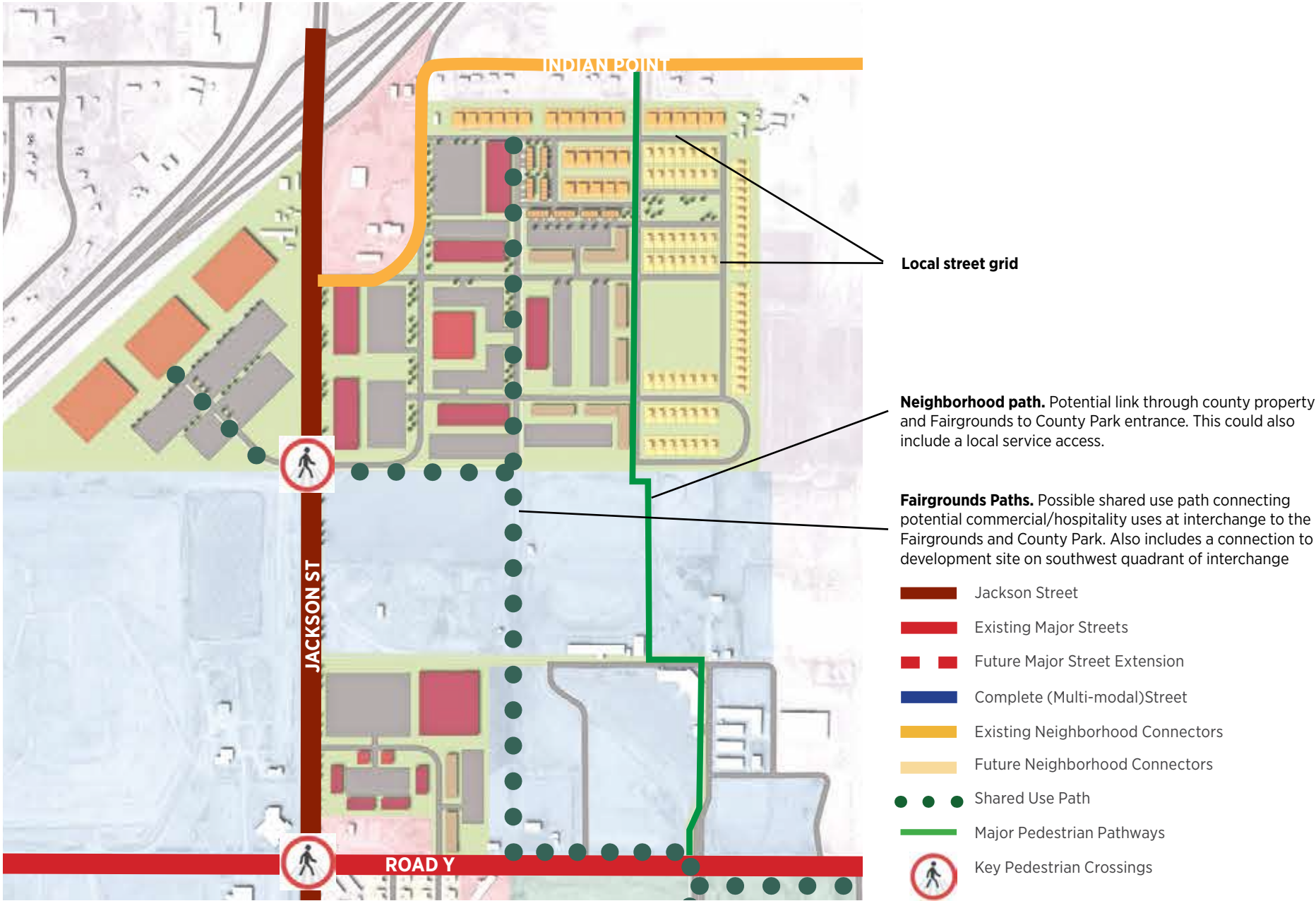
- Low-Density (Single-Family) Residential
- Medium-Density Residential
- High-Density Residential
- General Commercial
- General Industrial
- Parks/Public Space
- Public/Civic Use
- Water/Stormwater Management

Future Land Use

- Low-Density (Single-Family) Residential
- Medium-Density Residential
- High-Density Residential
- Office
- Commercial
- Mixed Use
- Industrial
- Parking
- Park/Public Space



TRANSPORTATION CONCEPT: INTERCHANGE







5/IMPLEMENTING THE PLAN



IMPLEMENTING THE PLAN

The North Jackson corridor will inevitably change substantially during the next twenty years and *Envisioning North Jackson* is designed to help provide unity and order to the large and small decisions that will accomplish that change. Most of those decisions will be private. But initiatives taken by city and state government, public agencies, existing and proposed community organizations, and the citizens of Oshkosh can both address important corridor issues and catalyze desirable private development.

Since the majority of the conceptual and market work on this plan was completed the world changed dramatically with the covid-19 pandemic. We think this may change some aspects of planning and development practice, but markets will return to some semblance of normal. One of the key challenges will be to develop sustainable environments that satisfy an increasing demand for outdoor space and probably a preference for lower density yet still walkable environments. Some of the thinking and ideas behind this document are developed with this challenge in mind.

Looking ahead, the public and community implementation program of initiatives for North Jackson resolves into six specific categories: Street Transportation, Trails and Pathways, Regulating Environment, Development Focuses, Attainable Housing, and Organizational Infrastructure. The following program divides these elements into Short-Term (0-5 years), Medium-Term (5-10 years), and Long-Term components. This breakdown is advisory only and should be viewed as flexible and able to accommodate and substitute other opportunities as they arise, including private development projects.

SHORT-TERM (0-5 YEARS)

STREET TRANSPORTATION

- Complete connection of Fernau Street between Jackson and Vinland Streets.
- Implement a Phase 1 corridor enhancement program between Murdock and Smith Avenues.
- Begin the program of filling in the missing links of the north side service road, probably beginning with the Logan to Zion segment.
- Improve the Main Street crossing of Snell Road for bicycle and pedestrian access.
- Complete an upgrade of Snell Road between Road A and Jackson.
- Develop a “corner place” with landscaping and amenities on the northwest quadrant of the Murdock Roundabout.
- Modification of GO Transit Route 10, under study in 2020.

TRAILS AND PATHWAYS

- Complete the Snell Road project with sidewalks, bike lanes, and an RRFB protected pedestrian crossing at the park entrance.
- Develop new sidewalks with parkway setbacks as part of Phase 1 of the Jackson corridor enhancement.
- Establish an incremental program of walkway development along Jackson Street north of Packer, including an agreement with the township on financing portions of the walks outside of the current corporate limits.
- Complete gaps in the Winnebago County Park Trail between Snell and Road Y.
- Develop a city/county relationship providing trail and pedestrian access to the Fairgrounds.

- Develop the Murdock to Allen walking pathway in cooperation with owners of the Fairacres Center.
- Complete the Stilwell Street connection to Jackson.

REGULATING ENVIRONMENT

- Review existing zoning categories and regulations for any incompatibilities with the general direction of the land use plan.
- Unify city and county zoning regulations affecting the development corridor.

DEVELOPMENT FOCUSES

- Work with owners of Fairacres Shopping Center to implement parking lot and pedestrian improvements, street dedications where required, land use entitlements, and other actions necessary to increase utilization of these properties.
- Encourage and implement redevelopment of open storage properties near Jackson between Viola and Allen. Provide possible relocation sites in tghe industrial area to relocate these businesses.

ATTAINABLE HOUSING

- Partner with the Housing Authority or a development corporation to increase capacity with staff and capitalization to build both ownership and rental housing designed for affordability to households with incomes in the 60% to 100% of median household income range. Ensure that this development entity also has the ability to partner with developers to incorporate affordable housing into mixed income developments.
- Develop an incentive structure to encourage private development of mixed income developments that could include financial incentives like TIF, assistance with site acquisition and development, density bonuses, and accelerated processing.
- Require mixing of housing types and densities

in new developments while ensuring that development directly adjacent to pre-existing neighborhoods is fully compatible with those neighborhoods.

- Assist with the acquisition and reuse of the “farm” north of the Evelyn Hills shopping center as a residential development geared toward moderate income urban families. Development may be an initial project for the proposed CDC.

ORGANIZATIONAL INFRASTRUCTURE

- Form a North Jackson business organization funded by a business improvement district that forms policy, executes marketing programs, and maintains public realm improvements.

MEDIUM-TERM (5-10 YEARS)

STREET TRANSPORTATION

- Design and construction of the Phase 2 improvement program for North Jackson between Smith and Packer Avenues.
- Promote new industrial development with extension of Geneva Street to Packer Avenue.
- Extend Packer Avenue west of Jackson to encourage new residential development.
- Complete development of west side collector using Zion Street and an extended Nelsen Drive.
- Continue review of corridor transit service as conditions change for increasing utilization and relevance to new development, including housing.

TRAILS AND PATHWAYS

- Continue sidewalk development program along Jackson Street.
- Require incorporation of major pedestrian

pathways identified in the plan as part of new residential development projects.

- Complete westside pedestrian connection between Murdock and Packer, including shared use paths as shown on the high school campus.
- Connect Fairgrounds and County Park to interchange development area.

DEVELOPMENT FOCUSES

- Implement major development of the interchange district.
- Continue support of major development efforts in the corridor with strategic extensions of streets and utilities as demand emerges.
- Work with St. Vincent de Paul Store on redesign and more effective utilization of the site.

ATTAINABLE HOUSING

- Continued development activities by the Housing Authority or development corporation.
- Encourage eligible nonprofits to apply for state and federal grants to increase supportive housing assistance.

LONG-TERM (OVER 10 YEARS)

- Complete full capital enhancement program
- Evaluate the results of this plan and update it for what is inevitably a new development and transportation environment.
- Complete other aspects of the transportation and trail development programs.

