CHAPTER 4, LAND USE ELEMENT

For the Land Use Element of the Plan, the Wisconsin comprehensive planning legislation requires the following:

- *A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property.*
- *The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in city, such as agricultural, residential, commercial, industrial, and other public and private uses.*
- *The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land use conflicts.*
- *The element shall contain projections for 20 years, in 5–year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based.*
- *The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, will be provided in the future, and the general location of future land uses by net density or other classifications.*

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

Land Use Vision

Oshkosh will continue to promote compact, compatible, and efficient utilization of land, infrastructure, and services; encourage infill development and redevelopment in areas where services and infrastructure currently exist; and facilitate redevelopment of the central city and waterfront areas.

Inventory of Existing Land Uses

The city maintains the existing land use inventory on its land use and mapping database. The land uses on the Existing Land Use Map have been grouped into nine generalized categories:

- Residential
- Commercial
- Institutional
- Industrial
- Agricultural
- Vacant
- Park/Recreation/Open Space
- Infrastructure
- Right of Way

The "Residential" land uses constitute the majority of land uses in the city, approximately 28 percent. Currently, the net density of the city is 5.95 dwelling units per acre. The net density is the total number of dwelling units (26,820) divided by all residential acreage (4,507). On the following Existing Land Use Map, the residential land uses include all single family, two family, and multiple family uses.

The table below shows the persons per square mile in the city since the 1980 Census. Due to data limitations all property in the city was calculated, not residential property by itself. The density of persons per square mile has continued to decrease over the past three census counts. This means that land is being developed to accommodate fewer numbers of citizens.

Table 4-1. Persons Per Square Mile per Year	Population	Size of City (in Square Miles)	Persons per Square Mile
1980	49,620	14.88	3,335
1990	55,006	18.68	2,945
2000	62,916	24.24	2,596
2001	63,225	24.60	2,570
2002	64,132	24.89	2,576
2003	64,327	25.03	2,570

Source: U. S Census 1980, 1990, and 2000; WI Department of Administration; City of Oshkosh

"Commercial" land uses on the Existing Land Use map include all commercial sectors – financial, service, retail, and mixed uses that are oftentimes a combination of residential and commercial uses (mainly in central city). The table on the following page indicates commercial land uses total approximately 8 percent of property within the city.

"Institutional" land uses include schools, religious facilities, and government properties, including state, county and municipal properties. Also included are the open and closed landfills because Winnebago County owns them.

"Industrial" land uses include manufacturing and warehousing uses, in addition to Vulcan Quarry.

"Agricultural" land is vacant land in the city that may or may not be zoned for agricultural uses. There is land in the city that is zoned for commercial or industrial uses, but is still used for agricultural purposes because the time for development has not occurred.

The "Infrastructure" category of existing land uses includes transportation, communication, and

utilities, as well as the municipally-owned parking lots.

The property shown as Vacant on the Existing Land Use map on the following page includes infill commercial and infill residential land uses, which are typically vacant lots within the developed portions of the city. Other larger vacant tracts of land are mainly on the periphery of the city, mostly annexed land that has yet to be developed.

"Right of Way" is shown as white on the Existing Land Use Map, totaling approximately 2,600 acres in the city.

Table 4-2. Type, Amount, and Intensity of Existing Land Uses in the City

Type	Amount (in acres)	Percentage of Property in the City
Residential		
Single Family	3,412	21.3%
Two Family	361	2.3%
Multi Family	727	4.5%
Commercial		
Financial	43	0.3%
Retail	608	3.8%
Service	484	3.0%
Mixed Use	120	0.8%
Institutional		
Institutional	1,199	7.5%
Schools	406	2.5%
Governmental	198	1.2%
Landfills	379	2.4%
Agricultural	420	2.6%
Park / Recreation / Open Space	1,004	6.3%
Industrial		
Quarry	122	0.8%
Manufacturing	1,095	6.8%
Warehousing	315	2.0%
Infrastructure		
Transportation, Communication, & Utilities	968	6.0%
Parking Lot	35	0.2%
Vacant		
Infill Commercial	71	0.1%
Infill Residential	18	0.4%
Vacant	1,817	11.3%
Right-of-Way	2,588	15.7%
Total	16,435	100%

Source: City of Oshkosh, May 2004. Note: Acreage has been rounded to nearest whole figure.

The Existing Land Use Maps are on the following pages.

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Development Tools

Several tools currently exist within the city to guide the future development and redevelopment of property within the city. The primary tool in land use regulation is the Zoning Ordinance, which includes subdivision regulations, zone district and overlay district requirements.

Zoning Ordinance

The Zoning Ordinance currently defines 14 zone districts and four overlay districts. The distribution of land among zone districts is shown in the following table.

Table 4-3. Inventory of Zoned Land	Total Acres in Zone District	Acreage and Percentage in Zone District Vacant / Available for Development		Parkland Acres in Zone District	Total Acres in Zone District less Parkland	Percentage of Total Zoned Acreage in the city
Agricultural Districts	467	355	(76%)	0	467	3.1%
Residential Districts	7,826	716	(9%)	608	7,218	48.4%
Commercial Districts	1,864	181	(10%)	10	1,854	12.4%
Industrial Districts	5,778	605	(10%)	404	5,374	36.0%
Traditional Neighborhood Development District	0	0	(0%)	0	0	0%
Total	15,935	1,857	11.7%	1,022	14,913	100

Source: City of Oshkosh, 2003. Note: Acreage has been rounded to nearest whole figure.

In addition to the provisions of the zoning districts, the Zoning Ordinance also provides requirements and regulations for signs and off-street parking. The city's 14 zoning districts are summarized in general:

A-1, Light Agricultural District – Permitted uses include raising of crops, orchards, riding stables, and green houses.

A-2, General Agricultural District – Permitted uses include dairy farms, fish farms, orchards, and truck farming.

R-1, Single Family Residence District – Single family dwellings and accessory structures are the primary permitted uses in the zone district.

R-2, Two Family Residence District – Two family dwelling units, their accessory structures, and all permitted R-1 uses are permitted in this district.

R-3, Multiple Dwelling District – In this district, permitted uses include multiple dwellings and incidental accessory structures and the uses permitted in the R-2 zone district.

R-4, Multiple Dwelling District – In this district, permitted uses include multiple dwellings and incidental accessory structures and the uses permitted in the R-3 zone district.

R-5, Multiple Dwelling District – Uses permitted in this zone district include those allowed in the R-4 zone district, in addition to such land uses as bed and breakfast inns, boarding houses, hospitals, and nursing homes.

C-1, Neighborhood Business District – Uses permitted in the R-5 zone district are permitted in this district, in addition to small-scales businesses such as clinics, studios, and repair shops.

C-2, General Commercial District – Uses permitted in the C-1 district (except residential uses) are allowed in this district, in addition to banks, hotels, and restaurants.

C-3, Central Commercial District – In general, uses permitted in the R-5 zone district and the C-2 district are permitted in this district, in addition to uses such as convention and exhibition halls, parking lots, and railroad/bus passenger depots.

M-1, Light Industrial District – In general, permitted uses in this district include C-3 uses (except hotels, motel, and residences), in addition to manufacturing of several types of products and contractor's yards.

M-2, Central Industrial District – Permitted uses in this district include M-1 uses and other conditional uses.

M-3, General Industrial District – Most of the industrial park land in the city has this zone district, which includes uses permitted in the M-1 zone district and the open storage of any materials (except wrecking and salvage yards).

Traditional Neighborhood Development District – This zone district was created in December 2001. This development pattern is an option available to those wanting a neighborhood that is compact and has a mix of uses and housing types. No land has this zoning at this time. However, the city will continue to promote this as an option for redevelopment and new development projects.

Overlay Zone Districts

The Overlay Zone Districts have slight variations to the underlying zone districts. The four overlay districts include the Lakeshore Overlay, Downtown Overlay, Planned Development Overlay, and the Highway 41 Corridor Overlay. The table below shows the distribution of land among these overlay districts.

Table 4-4. Inventory of Overlay Zone Districts	**Total Acres in Overlay Zone District**
Lakeshore Overlay District	42
Downtown Overlay District	92
Planned Development Overlay District	1,499
Highway 41 Corridor Overlay District	1,327
Total	2,960

Source: City of Oshkosh, 2003.
Note: Acreage has been rounded to the nearest whole figure.

The Overlay Zone Districts are described briefly:

Lakeshore Overlay District – The provisions of this district are intended to relate to the irregular composition of parcels and ownership relationships found in the lakeshore areas.

Downtown Overlay District – This district provides provisions as they relate to the special character of older commercial and industrial districts, generally in the city's

central city area. Examples of standards in this district include no height restriction for buildings and the ability to create mixed use structures.

Planned Development Overlay District – These overlays are used to provide a flexible mixture and pattern of development and the grouping of open spaces. Areas that may be appropriate for this type of designation include transitional areas, infill areas, and redevelopment areas.

Highway 41 Corridor Overlay District – This overlay district provides standards for development of property within the US Highway 41 corridor and its frontage road system.

Land Subdivision Ordinance

Section 30-69 of the Zoning Ordinance is known as the Land Subdivision Ordinance. The purpose of the Land Subdivision Ordinance is to regulate and control the subdivision of land within the city limits and the extraterritorial plat approval jurisdictional boundary. These regulations are designed to lessen congestion on streets and highways, further the orderly layout and appropriate uses of land, avoid undue concentration of population, prevent overcrowding of land, and to facilitate adequate provision of utilities and community facilities. The Ordinance includes submittal requirements, design standards, improvement requirements, and construction regulations. The Ordinance was most recently updated in 1996 and will be updated after the adoption of this Comprehensive Plan.

Trends in Supply, Demand, and Price of Land

Growing in a fiscally responsible manner was identified as a high priority when city residents submitted their surveys. The city cannot instigate annexations, but does have a responsibility to reply to requests when presented. The orderly expansion of the city has a direct impact on the orderly and cost-efficient expansion of infrastructure and utilities that serve these new areas. Approximately 25 square miles (15,930 acres) are contained within the city limits. From 1980 to 1990, over 2,400 acres were annexed. From 1990 to 2002, almost 4,000 acres were annexed.

Now, with the agreement in place with the Town of Algoma, the city *at a minimum* will expand in the following manner:

- 187 acres by the year 2013,
- 160 acres by the year 2018,
- 796 acres by the year 2023, and
- 1,301 acres by the year 2043

Of these total 2,444 acres from the Town of Algoma, approximately 14 percent is developed, 4 percent is undevelopable, 9 percent is designated for the expansion of the Southwest Industrial Park, and 79 percent is vacant/available for development. Additional acreage may be added citywide over time as annexation occurs from property in other towns, however, it is difficult to estimate what those amounts will be.

The city is currently undertaking its citywide reassessment, which is to be completed in 2005. The reassessment is done in order to put all assessments at 100 percent of market value as required by Wisconsin Statute 70.05. The previous reassessment was completed in 1995. To compare recent trends in the price of land, the values in 1995 were compared to the values in 2003 for agricultural land, new subdivisions, multifamily development, and industrial land.

In 2003, agricultural land being sold for development purposes averaged about $16,000 per

acre, compared to the 1995 price of $10,000 per acre, a 7.5 percent annual average appreciation rate. These acreages are predominantly large tracts of land on the city's periphery with little or no improvements.

The current price range for lots in new subdivisions (non-waterfront) vary between $20,000 to $60,000 per lot, depending on location. The average price is $35,000 per lot, up from $24,000 in 1995. This is an average annual appreciation rate of 5.7 percent.

Multiple-family property outside of the UW-Oshkosh area has an annual appreciation rate of 8.3 percent. The average rate paid for this development type in 1995 was $1.50 per square foot of property and in 2003 this type of property was selling for $2.50 per square foot.

Residential waterfront development in 2003 is selling for approximately $1,500 per front foot, up from $1,000 per front foot in 1995. This is an appreciation rate of 6.25 percent increase per year.

Commercial land is very difficult to analyze due to the fact that the price of property is very dependent upon the property's location. Over the past four years, the upper ranges of the costs for property on the west side of US Highway 41 vary from $5.37-$7.78 per square foot. Prices for neighborhood-scale commercial uses significantly lower, averaging between $1-$1.50 per square foot.

Due to the increase in the amount of industrial park land both in the city and in the surrounding areas, the price of this type of land has remained fairly constant over the past few years. Industrial park land is owned by the city and marketed and sold by Chamco, Inc. on behalf of the city. The schedule of prices is shown in the table below:

Table 4-5. Schedule of Prices per acre for land in Industrial Parks from 1995-2005	**1995**	**1996**	**1997 through 1999**	**1999 through 2001**	**2001 through 2003**	**2003 through 2005**
Aviation Industrial Park	$14,000 to $18,000	$14,000 to $18,000	$14,000 to $18,000	$9,000	$9,000	$9,000
North Industrial Park	$15,500	$15,500	$15,500	$15,500	$15,500	$12,000
Northwest Industrial Park	$12,400	$12,400	$12,400	$12,400	$12,400	$15,000
Southwest Industrial Park	$14,000 to $25,000	$18,000 to $25,000	$18,000 to $25,000	$18,000 to $30,000	$18,000 to $30,000	$18,000 to $23,500

Source: City of Oshkosh. Note: These figures have not been adjusted for inflation.

Price per acre for the Aviation Industrial Park and the North Industrial Park decreased from 1995 to the 2003 - 2005 timeframe. Price per acre has risen since 1995 for the Northwest and Southwest Industrial Parks. The price per acre for the Southwest Industrial Park expansion area has not been set at this time.

Opportunities for Redevelopment

Several opportunities for redevelopment have been identified within the city. Redevelopment efforts range from targeted housing rehabilitation to the removal of blighting buildings and underutilized infrastructure. Specific redevelopment plans have not been written with the preparation of this document due to the timing of the redevelopment projects. Specific redevelopment plans will require a plan that is reflective of the needs and desires of Oshkosh residents at that time.

In general, the following were identified as opportunities for redevelopment and are not in any particular order or ranking.

A. The city will continue to redevelop its central city and riverfront corridor. This includes the Marion Road Redevelopment Area and the Southshore Redevelopment Area (between Oregon Street and South Main Street, along the Fox River south to 8th Avenue). The area east of South Main Street has also been an area identified for redevelopment, including the removal of Pioneer Drive and removal of some of the railroad spurs in the area, but increasing public access to the river with a riverwalk. Other issues in central city redevelopment projects includes increasing housing options, finishing the looped riverwalk/trail system, and remediating environmentally contaminated property. After these areas are completed, the city may want to review the redevelopment potential of property from Ohio Street to Oregon Street, between the Fox River and 9th Avenue.

B. The general area from Bowen Street to State Street and from Washington Avenue south to the river has been identified as an area for redevelopment. This may include housing rehabilitation, reconfiguring the one-way streets around the railroad corridor, and extending a pedestrian/bicycle path from Riverside Park toward Menominee Park.

C. The next area identified is the Oshkosh Avenue/Rainbow Park Area where Sawyer Street intersects with Oshkosh Avenue. Due to the traffic configuration, east bound traffic on Oshkosh Avenue is unable to turn into Rainbow Park. Also in this area are a few blighted commercial buildings. Pedestrians also have limited choices when in this vicinity where there are two parks, Sawyer Creek, and the Roosevelt School.

D. Another future area for redevelopment may include vacant big-box retail spaces or vacant shopping centers. Two examples of this would be the Lake Aire Shopping Center and Aviation Plaza, which are both predominantly vacant at this time. The city may be able to work with a private developer to rehabilitate this site in order to better utilize the land and existing infrastructure.

E. A similar situation to vacant “big-box” retail stores is vacant commercial and office space that without maintenance and/or occupants can become blighting influences on the surrounding neighborhoods.

F. The industrial area in the vicinity of Murdock Avenue and Harrison Street has been identified as an area for potential redevelopment.

G. In the Housing Element of this Plan, are areas of the city identified as “Neighborhood Improvement Strategy Areas”, which have a combination of the higher concentrations of renter occupancy, persons of low and moderate income, older homes, and a lower median value of owner-occupied units. In addition to housing, street, and sidewalk rehabilitation programs, other activities for these Areas may include analysis of zoning to determine rezoning options, survey of properties as potential State Historical Society nomination, creation of Neighborhood Watch groups, provision of landlord and/or tenant training programs, streetscaping, and analysis of parking restrictions in the neighborhood.

H. Finally, there are some areas of developed property that may be candidates for redevelopment due to the fact that they were developed at the time of annexation and therefore were not constructed or inspected per the city’s ordinance, codes, or enforcement.

The specific redevelopment plans were not prepared as part of this document due to the scope and impact of these projects. At a minimum, redevelopment projects will require involvement from citizens, the private sector, and the boards, commissions, and staff of the city.

Existing and Potential Land Use Conflicts

While the Comprehensive Plan aims to reduce land use conflicts there are instances when during a period of land use transitions, conflicts arise due to timing and established of non-conforming uses. The Zoning Ordinance aims to reduce conflict by providing regulations for the establishment of transitional yards and buffers and by setting parameters on the amount of expansion a non-conforming structure or use can undergo.

In these areas of transition, the city can use its Planned Development Overlay District to provide some flexibility in design and development of the new project while mitigating conflicts with existing development. An example of the use of the PD Overlay District used to lessen land use conflicts is the reuse of the former Mercy Medical Center on Hazel Street. Additional requirements were added to the reuse plan for additional landscaping to the existing landscaping buffers and for installation of architectural style fencing along the perimeter parking areas.

Future Land Use Projections

Land use maps are used to give the community a better idea of how land in the city will be used in the future. The future land use maps were created using a variety of resources. These resources include the existing land use map and special area plans, aerial photography, land use maps of adjoining communities, soils and environmentally sensitive areas map (which help to understand development limitations), utility and facility service area maps, and existing and future transportation corridors. The maps show the general location and type of land uses within the city and on the city's periphery. The maps are to be used as a basis for making general land use decisions relative to the City's land use control regulations. Land use designations will be evaluated in terms of their consistency with these maps and other applicable elements of this Plan and all other applicable Ordinances.

The future land use maps have seven general land uses identified on the map. The acreage shown in the table below is an estimate of acreage for the future land use maps. Some of this land is already in the city, some will be annexed over time, but a majority of land during the 20-year planning period will remain unincorporated. Acreage for the years 2015 and 2025 are shown in the 10-year and 20-year land use maps, respectively. The acreage for 2010 and 2020 were averaged from the 10-year and 20-year land use map acreages. The land use projections in 5-year increments are shown in the following table.

Table 4-6. 20-year Projections for Future Land Uses (in acres)

Type of Land Use	2010	2015	2020	2025
Residential	16,380	18,805	21,230	23,654
Commercial	4,319	4,337	4,356	4,374
Industrial	6,405	7,016	7,627	8,238
Park / Recreation / Open Space	2,154	2,154	2,154	2,154
Rural Preservation	47,527	44,490	41,453	38,416
Institutional	5,152	5,152	5,152	5,152
Mixed Downtown Development	361	361	361	361

Note: Acreage has been rounded.

Following is a general description of the seven future land use designations, in addition to the "Environmentally Sensitive Areas" land use. Following these descriptions is a table summarizing the projected land use demand based on general land use categories.

Residential Land Use

As noted in the Housing Element of the Plan, the ECWRPC has projected the number of housing units the city will need in order to accommodate a population of approximately 75,100 people in the year 2025. This is a combination of all types of housing units—apartments, single-family attached and detached, duplexes, condominiums, etc. Each scenario uses the minimum site square footage requirements for each type of residential development per the current Zoning Ordinance. Therefore, the net acres are the minimum amount of land required for these units. The scenarios then assume that 25 percent of a residential development would be for public uses, such as right of way, open space, and easements.

Dismissing the seasonal, recreational or occasional housing units, the city currently has a 4.9 percent vacancy rate. For the purposes of projecting residential land use demand, the vacancy rate is held constant. Single-family units consist of 60 percent of the city's housing stock. Current city regulations allow for up to six units per acre (7,200 square feet minimum) in the single-family zone district.

Duplexes consist of 14 percent of the city's housing stock. The minimum lot area for a duplex is 7,200 square feet, or 3,600 square feet per unit. Since 1990, the city has an average construction of 14 duplexes (28 units) per year.

Multiple family structures with three or more units make up 26 percent of the city's housing stock. Per the city's regulations and depending on the zoning district, the required amount of square feet can range from 1,500 per unit up to 3,000 square feet per unit. Multiple family and two-family residential development has not been identified as a separate land use on the city's land use map. The city will continue to promote these land uses within the residential portions of the land use plan in order to have mixed densities in all neighborhood development.

In order to promote a variety of housing types, the projected residential land use demand should consider the various minimum land requirements for the different housing types, not just combine all housing types into one calculation. As shown in the table below, the projection of acreage for the next twenty years for residential development ranges from approximately 532 to 1,055 acres, depending on the chosen scenario.

Table 3-7. Projected Amount of Residential Acreage	**Units Per Year**	**Units For Twenty Year Planning Period**	**Minimum Square Footage Per Unit**	**Net Acres**	**Total Acreage (including Public Use property)**
Scenario 1-2000 Census, Proportion of 206 Annual Households					
Single Family	124	2,480	7,200	410	692
Two Family	29	580	3,600	48	
Multifamily	53	1,060	2,500	61	
Scenario 2-New Construction 1990-2003, Continue Annual Average Rate of 408 Units per Year					
Single Family	143	2,860	7,200	473	1,055
Two Family	28	560	3,600	46	
Multifamily	237	4,740	2,500	272	
Scenario 3-New Construction 1990-2003, Proportion of 206 Annual Households					
Single Family	72	1,440	7,200	238	532
Two Family	14	280	3,600	23	
Multifamily	120	2,400	2,500	138	

These residential acreage projections can be one of several factors of consideration during the update to the Oshkosh Sewer Service Area map; however, official East Central projections will be used at the time of the update for planning activities.

The 20-year future land use map shows 23,654 acres of existing and future residential land use. Residential land use is the yellow areas shown on the map. Land designated for residential purposes should be developed at minimum densities of 3 to 6 units per acre and should be provided with urban-type services (police, fire, sanitary sewer, storm sewer, municipal water, etc.) that will meet projected demand. These areas provide for mixed residential uses that are supported by urban-type services, typically including water/sanitary/storm sewer facilities, sidewalks, close proximity to parks/open space, and compact and contiguous development. Concentrations of neighborhood commercial uses that serve the immediate surrounding area should also be considered in these residential areas.

Commercial Land Use

As summarized in the Economic Element, the city's Universal Business Park should have a sufficient amount of land for office park development for the next twenty years given the sales history of the park since its creation in 1993.

Other commercial land outside of the business park is somewhat more difficult to project for a couple of reasons. First, there is no set boundary where commercial land can be located, as there is such a boundary for the business and industrial parks. Second, commercial land can be more easily used for infill development with the creation of outlots, which splits smaller parcels off from larger parcels. A good example of outlot creation is along Koeller Street, where smaller commercial uses have developed within the building setbacks and oversized parking lots of the original, larger shopping centers. The city continues to promote the creation of outlots, where feasible, in order to better utilize existing services and infrastructure. New commercial development can also reuse existing buildings and land where there are current vacancies. This also leads to less of a demand for new land to be dedicated to commercial uses.

Neighborhood business districts should be considered in or near residential areas and developed in scale with the surrounding development and be pedestrian accessible. Neighborhood business districts provide goods and services to residents of the surrounding area, generally within a 5-minute driving time or a 10 to 15-minute walk or less and include uses such as food, drugs, hardware, clothing and sundries, and personal service establishments. Future smaller-scale commercial areas are not identified on the land use map; however, existing neighborhood commercial areas are, such as the Oregon Street area and along Bowen Street. Future areas will be evaluated as they are proposed near residential neighborhoods.

From 1999 to 2002, approximately 43 acres per year were sold city-wide for commercial development. The majority of this land was along the Highway 41 frontage road system and the Highway 21 corridor. The future land use map shows these areas continuing as future commercial uses. The future land use map also shows future potential commercial areas along the Highway 41 corridor and Jackson Street corridor. The amount of existing and estimated commercial land for the next 20 years is 4,370 acres, as shown on the future land use map.

Industrial Land Use

As shown in the Economic Element, the average consumption of industrial parkland since 1992 was about 31 acres per year. Over the twenty-year planning period, if the average consumption of land continues, then 620 acres will be needed for industrial development. Of the total existing industrial parkland, approximately 268 acres are vacant and available for development at this time. Based on the past sales averages, this vacant land should be an adequate amount for the next 8 years. Chamco recommends staying five years ahead of the market for industrial land and in order to do this, then after next three years have passed, the city should continue to maintain approximately 150 acres of vacant industrial land per year. A private consultant prepared a "Northwest Industrial Park Expansion Area Site Master Plan" and the "South Industrial Park Study Area Plan" in 2003 and 2004, respectively. These two documents were used when preparing the land use plans.

The 20-year future land use map shows approximately 8,240 acres of existing and future industrial land. Any future changes in demand for industrial land will affect the amount needed in the city for industrial park land. Chamco and the city will monitor demand closely, in order to ensure an adequate amount of land is designated for future industrial land use.

Park/Recreation/Open Space Land Use

Per the city's new Comprehensive Outdoor Recreation Plan, recommended park standards for determining park acreage needs should be 10.5 acres per 1,000 population. If the city includes parkland owned by schools, the university, and the county, it currently meets this base standard with 10.9 acres per 1,000 residents. However, if the city calculates its own acreage (242.1 acres), without the acreage of these other agencies, the ratio drops to 3.84 acres per 1,000 residents. The city's population is estimated to be approximately 75,000 in the year 2025, therefore the city should have approximately 790 acres of parkland available to residents of the city based on the recommended park standards. If the city wishes to include the "other agency" parkland as their own, the total amount of parkland in the city would need to increase by 102 acres to meet the estimated 2025 population. If the city wishes to calculate the parkland ratio with only its property, the city would need to increase the amount of parkland by 546 acres to meet the 2025 population estimate.

Every five years, additional parkland added to the city should range between 25 to 137 acres. The future land use map shows approximately 2,150 acres of parkland.

Rural Preservation Land Use

While the city will have agricultural land uses within its boundaries, the city does not foresee having a demand for more agricultural land within the city limits. Agricultural land will in all likelihood remain in a town's jurisdiction until the demand for development initiates an annexation request. The city's goal is to avoid premature development of agricultural lands that conflict with future city land uses or is not able to be efficiently served with facilities and services. While that agricultural land may not be immediately developed, agricultural land at that time serves as a temporary land use in anticipation of being developed in the future. The future land use map shows approximate 38,415 acres of land designated as "Rural Preservation" in the 20-year land use map.

With the current Zoning Ordinance, minimum lot sizes for agricultural uses are either 10 acres or 35 acres, for the A-1 and A-2 zoning districts, respectively. One-acre lots may be created in the A-2 district for pre-existing housing. Residential developments developed at these standards are generally not considered to have typical urban services, such as water, sanitary, and stormwater sewer service, sidewalks, and close proximity to parks due to the inability to service this type of residential development in cost-efficient manners.

Areas designated for "Rural Preservation" on the land use maps are to remain in agricultural and related uses until such time as these lands are provided with urban services. Establishment of low-density residential development not associated with an agricultural or related use is not consistent with the "Rural Preservation" land use designation. Parcels where there are existing residential dwellings developed as an accessory use to an agricultural use may be divided as long as the land division is the minimum necessary to retain the principal use of the land.

Institutional Land Use

There are several public institutions and governmental units that may have a need for more land in the future, including Winnebago County, UW-Oshkosh, OASD, and FVTC. The timing of any future expansion or new facilities of these or any other institutional facilities is unclear, due to timing of needs and availability of funds. The future land use map shows 5,150 acres of existing and additional institutional land over the next 20 years.

Mixed Downtown Development Land Use

This future land use accommodates a mixture of commercial, office, and residential development in the central city area. Residential development in this land use category may occur through new construction or rehabilitation of existing units. The plans of the Downtown Action Plan (adopted in October 2000) are an example of this type of development where public access to the water is achieved and a more pedestrian/neighborhood scale development is utilized. The Marion Road Redevelopment Area and the South Shore Redevelopment Area are examples of this land use. The future land use plan shows approximately 360 acres of the "Mixed Downtown Development" land use.

Environmentally Sensitive Areas Land Use Demand

Environmentally sensitive areas will not have a future land use projection because these features already exist. What is important and desired by the community is that these environmentally sensitive areas be maintained and protected. In addition to the city's existing natural features (wetlands, floodplain, shoreland areas, stream corridors, etc.), additional sensitive areas will be annexed into the city. As the cluster development design standards are created, maps with the environmentally sensitive features will show where at a minimum the cluster-based subdivision are to be used (see following description).

The 10-year and 20-year Land Use maps are as follows.

Guidelines for Future Development

The development of design standards whether for new or infill development or for residential or non-residential development has been an action consistently identified throughout this Comprehensive Plan. This section outlines the foundation for developing design standards after the adoption of this Plan.

Development Proposals

In order to give potential developers and land subdividers a sense of desired characteristics of new development, a list of guidelines was established to aid in the review process of both new and redevelopment projects. These guidelines are not intended to be the only strict review process of projects, but instead provide perspective of what the community wishes to encourage and discourage regarding these developments.

These guidelines have been identified as important to the community and the guidelines viewed most important are at the top of the list.

- Encourage developments that are contiguous with existing developed property;
- Encourage a variety of lot sizes in single-family developments;
- Encourage developments with mixed densities, including a mixture of one, two, and multiple family units;
- Encourage developments with a traditional neighborhood design, including appropriately designed commercial and service uses that support residential uses;
- Encourage revitalization of neighborhoods that are underutilized and in need of rehabilitation;
- Encourage developments that protect environmentally sensitive and diverse ecosystems;
- Encourage developments with linkages to and inclusion of the park and trail system,
- Encourage developments that provide linkages to other developments and the transportation network;
- Discourage developments that will create disproportional burdens on school districts, including over-crowding and transportation burdens; and
- Discourage developments that will create disproportionate burdens on city services.

To maintain an appropriate mix of housing units to provide adequate market choice and reduce the potential for disproportionate service demands relative to a given proposed development, it appears important to facilitate construction of a mixture of housing types and densities in newly developing areas. The concept of “life cycle housing” is one principle that could be used to address this issue and is the aim of some of the guidelines as listed above.

“Life cycle housing” provides residents with housing options to address housing and mobility needs as needs change over the course of a person’s lifetime, from rental units to single family homes to condominiums within a given area. This approach creates the opportunity for people to remain in their neighborhoods and access nearby services as housing needs change. In addition, it creates the opportunity for extended family units (grandparents, young families, etc.) to find housing proximate to one another to facilitate the mutual support that families often provide for one another (child care, household support for older family members, etc.).

Life cycle housing also contributes to neighborhood stability and reduces the potential for disproportionate service demands. For example, a concentration of starter homes can have a significant impact on the need for classroom space in a given school.

Other site-specific issues such as access, density, and the provision of city services will be reviewed on an individual basis to determine whether new projects are consistent with the goals of this plan.

The guidelines also promote expansion of the city in a contiguous manner. This includes avoiding leapfrog development, avoiding the creation of town and city islands and promoting infill development.

Multiple Family and Neighborhood Commercial Developments

A designation for multiple family residential or neighborhood commercial uses does not exist on the city's future land use map. This does not mean that these uses are not desired, but that due to the variety of conditions that must exist for these two types of development to be successful designating these uses on a map would not be all that beneficial at this time. This section identifies some guidelines for multiple family and neighborhood commercial proposals as they are presented to the city.

The following should be encouraged when reviewing proposed multiple family developments:

- Site should be in close proximity to a park. If site is not within close proximity to a park, then a requirement for on-site, active, outdoor recreational facilities for major developments should be required.
- Sidewalks should be internal to the development and also linked externally to other developments, whether by sidewalks or a trail system.
- Site plans that reflect various building orientations, styles, materials, and types should be utilized in order to avoid a monotonous design.

Neighborhood commercial projects are usually smaller in scale and developed in close proximity to dense neighborhood developments. The following should be encouraged when reviewing proposed developments:

- Uses need to be service based and supported by the nearby neighborhood population.
- Commercial developments should be well linked to the neighborhood, to take advantage of non-automotive traffic.
- Operation should be complementary to the surrounding neighborhood.
- Location and proximity to arterials streets, in order to locate near street intersections instead of mid-block sites.

Revisions will be made to the Zoning Ordinance to reflect these guidelines for multiple family and neighborhood commercial developments after the adoption of this Plan.

Cluster-Based Subdivision Developments

The city has several environmentally sensitive features that make up both the urban and surrounding rural landscape. Additional natural resources will become part of the city as annexations occur. Because of these natural features and the

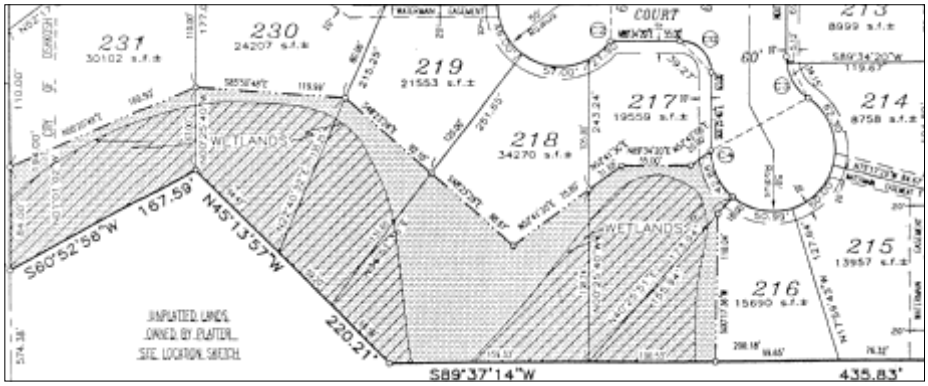
desire to preserve and protect them, the city will require residential and non-residential developments that border and include these sensitive features to design developments that do not disturb these features. Commonly referred to as "conservation" or "cluster" subdivisions, these alternative design types allow for reduced lot size in order to maintain density while at the same time, protecting the natural features.

While this "cluster-based" subdivision is a common approach in rural areas to protect its rural character, a hybrid approach can also be used in an urban setting. In rural areas, these types of subdivisions may require 50 percent or more to be maintained as open space or conservation areas. With an urban setting, however, the cluster-based subdivision would be used to maintain a dense development setting, while protecting natural features. Using cluster subdivision designs in the same manner as a rural community is not practicable for several reasons. First, preserving great amounts of open space would not be an efficient use of the land within the city's sewer service area. Secondly, cluster subdivisions are not necessarily "smart" growth. While this development type can preserve open space, it is not necessarily cost efficient for the provision of services or infrastructure.

Several advantages exist for using this type of development, including:

- The ability to protect the natural features and lessen development influences on these features;
- The ability to create a linked park system;
- The ability to maintain public access to natural features;
- The ability to provide a different subdivision design method for developers; and,
- The ability to create residential development that is adjacent or in close proximity to a linked parked system.

Following are two examples of development within the city. While both developments met the requirements of all codes and ordinances, an option for alternative design patterns may have been more beneficial in order to better protect the sensitive features. In the first map, residential lots were designed to include the wetlands on the lot. If the wetlands could have been mapped out of the private lots, public access could still be maintained to the wetland and navigable stream—possibly a park within this development. Instead individual homeowners are responsible for the wetlands on their property.

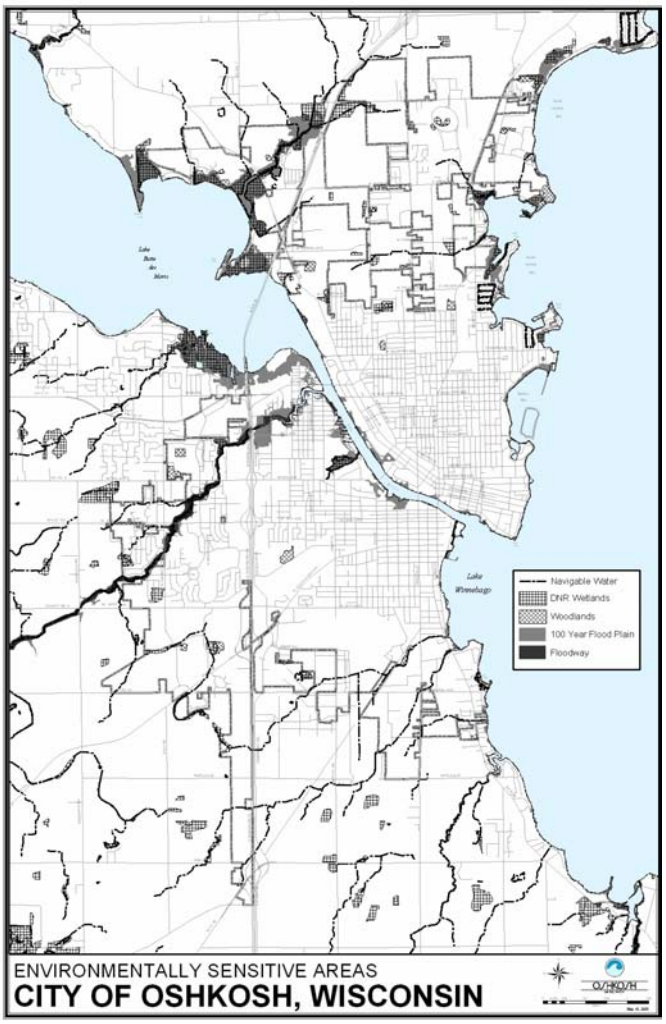


In the next map, residential lots include portions of the floodplain. If the lot sizes could have been reduced, this development may have been able to still have the same lot count, but at the same time preserve the natural features in public ownership – possible creating a linear trail system.

While cluster-based subdivisions will be required in certain areas of the city in order to protect natural features, this design alternative can be used in other locations as an alternate design. For example, if property abuts a transportation corridor, such as a highway or railroad, the developer may want to take advantage of smaller lot sizes in order to design the lots with additional setback from the highway corridor. This alternative design may also be an option to increase a setback area between potential land use conflicts.

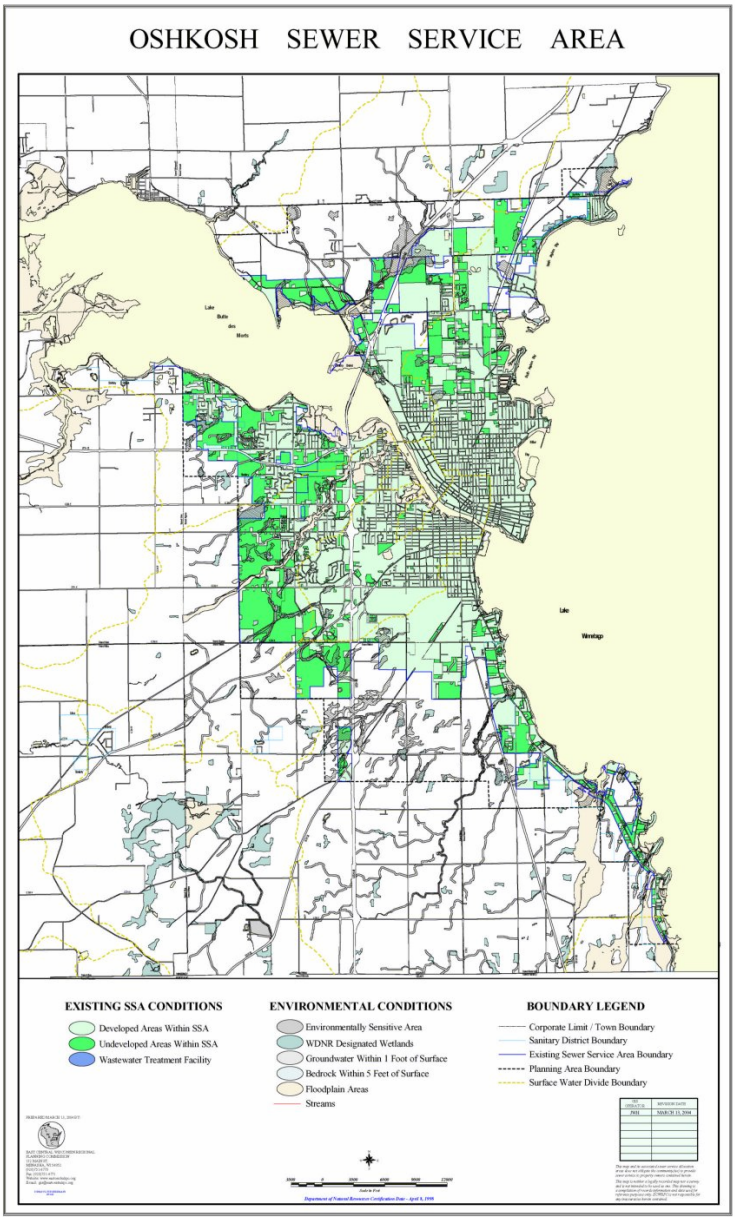
The requirements of a cluster-based subdivision will be used as an overlay district, similar to the city's Lakeshore Overlay District and the county's Shoreland Overlay District, where the underlying zone district applies in addition to the provisions and requirements of the overlay zone district.

This map shows the Environmentally Sensitive Areas for the city and its periphery.



Oshkosh Sewer Service Area Plan

The regional planning agency, ECWRPC, prepares the Oshkosh Sewer Service Area Plan, which delineates the area the city can serve with its sanitary sewer facilities. The sewer service area encompasses over 21,000 acres and includes portions of the four adjoining towns - Algoma, Oshkosh, Black Wolf, and Nekimi, and a small portion of the Town of Vinland. This plan serves as the long-term plan (20-40 years) for the city's wastewater treatment plant and collection infrastructure and is used as a guide during the facilities planning process. The plans are flexible and are periodically updated (approximately every 5-6 years) in order to accommodate unanticipated changes in the city and surrounding area. While East Central may be able to use the residential acreage projections shown in this Plan, they will use official projections for their planning activities at the time of the update. The city's current SSA plan was done in 1997. The city will coordinate with East Central on future revisions to the plan, which are scheduled to be completed in 2005.



Land Use Goals, Objectives, and Actions

Six land use goals have been identified for this Plan. For each goal, implementation actions are identified. These actions are what will be used to measure progress toward achievement of the general goals of each Element. The goals and issues of this Element reflect input from the planning committees, the community survey, and from other public meetings.

Goal A: **Provide sufficient land area with adequate services to meet projected land demand for various types of land uses.**

Objective: Approve land use decisions, which fulfill the city's demand for residential and non-residential land.

Actions: Work with East Central Wisconsin Regional Planning Commission to ensure sufficient land areas are designated for sanitary sewer extensions within Oshkosh's Sewer Service Area to meet projected demand for development of land.

Within the planning period, adopt cooperative boundary agreements with all surrounding towns describing agreed upon jurisdictional boundaries, land uses and service levels within the city's extraterritorial jurisdiction area.

Annex land as needed to provide sufficient areas within the City limits to accommodate projected growth in the Oshkosh area.

Maintain adequate capacity of public facilities and services to be able to accommodate projected demand for new land development.

Goal B: **Encourage the efficient and compact utilization of land.**

Objective: Make land use decisions that are compatible with urban-style development.

Actions: Review extraterritorial plans and officially map future streets, highways, parks, and other infrastructure to ensure adequate future facilities.

Work with Winnebago County and the adjoining towns to ensure that land that is anticipated to be developed for urban uses in the future is properly planned and zoned so that premature development does not take place prior to the provision of appropriate urban services.

Rezone undeveloped parcels within the City limits to encourage in-fill development.

Avoid "leap frog" development patterns, which create undeveloped land areas.

Goal C: **Encourage compatible land use development.**

Objective: Promote land use decisions that do not conflict with adjoining properties.

Actions: Create master plan for city's growth area in the Town of Algoma.

Create master plan for the Lake Butte des Morts area, including the Highway 45 corridor.

Develop project plans for special areas/targeted redevelopment sites.

Develop design standards for infill and new development.

Goal D: **Encourage redevelopment in the Central City to be oriented toward the lakefront and riverfront.**

Objective: Redevelop the waterfront with increased public accessibility.

Actions: Encourage Downtown/Central City residential development through rehabilitation or new construction.

Design and construct the Fox River Corridor with a continuous, looped trail system and an environmentally sensitive design for the shoreline.

Maintain and increase public access to the riverfront (trails, riverwalk, parks, right-of-way at street ends, boat docking, etc.)

Redevelop underutilized lakefront and waterfront sites.

Goal E: **Maintain and preserve the viability of existing neighborhood development.**

Objective: Implement tools and program to promote preservation of existing neighborhoods.

Actions: Implement "Neighborhood Improvement Strategies" in specific geographic areas for neighborhood and housing issues.

Develop design standards for infill and development.

Incorporate the mobility needs of older citizens into the planning of transportation projects and services.

Goal F: **Promote environmentally sensitive and responsible utilization of land, incorporating permanent open space and natural resources.**

Objective: Develop tools to protect and retain environmentally sensitive areas.

Actions: Create a waterfront/riverfront overlay zoning district.

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

Revise Land Subdivision Ordinance to address cluster development requirements for protecting environmentally sensitive areas.

Revise Zoning Ordinance to address creating minimum requirements for open space and/or recreation facilities for high-density residential developments (or require a deposit to a park development fund).

Maximize land use opportunities that enhance and integrate water-related resources.

Land Use Tools and Programs

Following is a summary of several tools and programs that exist to aid in planning and land use projects. The city will pursue these programs and funding opportunities where applicable in an effort to achieve the goals and objectives of this Element.

Annexation

Annexation is a landowner-driven process, as such the landowner can request property be annexed into the city, but the city cannot initiate annexations. Because Winnebago County has over 50,000 people per the state statues, the annexation request also involves a Municipal Boundary Review (MBR) by the State's Department of Administration. The MBR issues advisory opinions about whether or not the annexation conforms to statutory requirements.

Zoning Ordinance and Subdivision Regulations

After the adoption of the Comprehensive Plan, one of the first documents to update is Chapter 30 of the Municipal Code, "Zoning Ordinance". Included within the Zoning Ordinance is the "Land Subdivision Ordinance". Several actions identified in this Element and other Elements throughout the Plan identify changes to these ordinances in order to fulfill the visions and goals of the Comprehensive Plan.

Official Maps

As discussed in the Transportation Element and the Utilities & Community Facilities Element of this Plan, an "Official Map" is defined in Section 62.23 of the Wisconsin State Statues, stating the Common Council may amend the official map of the city so as to establish, widen, narrow, extend or close the exterior lines of planned new streets, highways, historic districts, parkways, railroad rights-of-way, public transit facilities, waterways, parks or playgrounds. No building permit may

be issued within the limits of these facilities or infrastructure components, once they have been officially mapped. Additional guidelines for the Official Map are included in Section 30-68 of the city's Zoning Ordinance. The city will be able to use official maps to implement actions of this Plan, including reserving street right-of-way and future parkland.

Cooperative Boundary Agreements

Authorized under Section 66.0307 of the Wisconsin State Statutes, the city has the ability to enter into cooperative boundary agreements with adjacent local units of government. Benefits of boundary agreements include defined areas of annexation, coordination of compatible land uses, and potential cost-sharing for services and facilities. As mentioned earlier, the city has entered into a cooperative boundary agreement with the Town of Algoma, which is effective for the next 60 years. One of the tools used during the life of this cooperative boundary agreement will be the use of a *joint extraterritorial zoning committee*, which will consist of three citizens from the city and three citizens from the town.

Extraterritorial Plan Approval Jurisdiction

Under Section 236 of the Wisconsin State Statutes, the city has the authority to review land division proposals, for property within three miles of the existing municipal boundary. The city currently performs this review/approval process and will continue to do so.

The city wants to continue to work closely with surrounding towns especially in areas where land is subdivided in town but has a high potential for being annexed in the future. In order to provide efficient services and infrastructure and urban-style subdivision standards, the city will work closely with the towns and the County to develop standards for these areas. This could be accomplished through boundary agreements or through revisions to the County's zoning and subdivision regulations.

Overlay Zone Districts

The city will continue to use its four overlay zone districts as described earlier and will also evaluate the possibility of creating anymore. Overlay zone districts could be created for environmentally sensitive areas, for the riverfront, or for gateway/ entrance corridors into the city. Overlay zone districts have variations to the underlying zoning districts to achieve certain goals and results.

Also, the city may want to consider adoption of a shoreline overlay zoning district in an effort to keep regulations consistent between the requirements of the County and those of the city or possibly a waterfront overlay district to reflect the urban setting of our water system.

Special Area/Neighborhood Plans

Special Area plans can have many different forms and names. The Downtown Action Plan and the South Shore Redevelopment Plan are both considered special area plans even though they have different formats. The city will continue to use and implement special area plans that are created by private consultants, citizens, and municipal staff. Two areas identified for special area plans are for the land from the Town of Algoma that will automatically attach to the city and the land between the north shore of Lake Butte des Morts and the Highway 45 corridor.

Another example of a special area plan is the "Highway 41 Corridor Improvement Plan", which was adopted by the Plan Commission in March 1997. This plan for the Highway 41 corridor identifies and prioritizes both long-range and short-term improvement projects that will further improve the safety and efficiency of the frontage road system and improve the aesthetics and visual character of the corridor. Since Highway 41 is the major gateway corridor of the city, this Corridor Plan will be reviewed and updated after the adoption of the Comprehensive Plan, in order to continually improve the character of the corridor.

Infill Development Guidelines

Infill development occurs when a vacant parcel is developed amid an existing developed or a vacant structure is reused in a residential or commercial neighborhood area. Any infill development constructed today must adhere to today's building and zoning regulations. The codes and regulations require new construction to meet today's standards, which may not be consistent with the characteristics of surrounding older development. Infill guidelines can be created to address issues such as differing yard setbacks, street orientation, architectural style, and types of building materials.

Environmental Cleanup Programs and Demonstration Projects

Several funding options exist for the protection and enhancement of our environmental resources. Loan and grant programs are offered from the U.S. Environmental Protection Agency and the Wisconsin Department of Natural Resources for demonstration projects, environmental assessment, and environmental cleanup. Examples of these include the Green Space and Public Facilities Grant, the Brownfields Assessment and Cleanup Grants, and the Site Assessment Grants. The city will pursue these funding sources to implement the actions stated in this Plan.

Coordination with Other Plans

Two major benefits to comprehensive planning include coordinating all planning activities in the community and promoting intergovernmental cooperation. Several existing plans have been referenced not only in the Land Use Element, but also throughout the Comprehensive Plan. These plans are listed below.

East Central Wisconsin Regional Planning Commission

The East Central Wisconsin Regional Planning Commission (East Central) is the official comprehensive planning agency for counties of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara and Winnebago. East Central is in the process of preparing their regional plan in accordance with the state's comprehensive planning legislation. City staff has and will continue to be involved in their planning processes. Estimated time of adoption of their plan is 2005.

Winnebago County Comprehensive Plan

Winnebago County is in the process of finalizing their comprehensive plan "Winnebago County Comprehensive Plan: 2004". This plan was developed in accordance with the State of Wisconsin's comprehensive planning legislation ("Smart Growth" law), with extensive input from local citizens and municipal representatives. The County estimates having the plan adopted in fall of 2004. County-wide data was used in the preparation of the city's Comprehensive Plan.

Town of Oshkosh Comprehensive Plan

The Town of Oshkosh Board adopted their "Town of Oshkosh Smart Growth Comprehensive Plan" in June 2003. They developed their plan in accordance with the State of Wisconsin's comprehensive planning legislation ("Smart Growth" law). Data about the town and land use planning information was incorporated into the city's future land use plans.

Town of Nekimi Comprehensive Plan

The Town of Nekimi Board adopted their "Town of Nekimi Comprehensive Plan" in December 2003. This plan was developed in accordance with the State of Wisconsin's comprehensive planning legislation ("Smart Growth" law). Data about the town and land use planning information was incorporated into the city's future land use plans.

Town of Black Wolf Comprehensive Plan

The Town of Black Wolf adopted their Comprehensive Plan in March 1998. The plan was prepared by the East Central Wisconsin Regional Planning Commission. Data about the town and land use planning information was incorporated into the city's future land use plans.

University of Wisconsin-Oshkosh (UWO) Campus Master Plan

Due to its proximity to the Central City area and along the Fox River and being one of the city's larger employer, the UWO Campus has a major presence in the city being approximately 120 acres in size.

The UWO Campus Master Plan, originally prepared in 1998 and updated in 2003, outlines the future plans of the campus. The updated plan has several land use related impacts including the construction of two new parking ramps, closing of Elmwood Avenue and Algoma Boulevard, the reconfiguration of High Avenue and Pearl Avenue, and the addition of some on-street parking spaces.

The Campus Master Plan includes two main sections: a Long-Range Master Plan and a Phase I Master Plan. The key component of the Long-Range Plan is the rerouting of Algoma Boulevard and High Avenue around the west side of the campus. The goal of this rerouting plan is to make the campus more pedestrian-friendly by shifting the traffic away from the central portion of the campus. The Phase I plan includes short-term recommendations for accomplishing the long-range plans.

Theplan is shown below. The city will continue to work with the university during implementation of the plan.

Coordination with Other Plan Elements

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

Housing Element

Housing data from the Census and from the city was used to determine the amount of land needed for future residential development, based on projected increases of the population.

Economic Development Element

Existing industrial parks and future expansion of these parks were referenced in the future land use plan in order to have an adequate amount of land for future development. Commercial and industrial uses are usually located on major transportation corridors.

Agricultural, Natural, and Cultural Resources Element

Cluster-based subdivision design has been proposed to aid in the protection of the city's natural features. The future land use plan also identifies the concept for linked parks and trails.

Transportation Element

The location of future land uses was cross-referenced to the existing and proposed transportation corridors. Official mapping recommendations were reviewed while creating the future land use map.

Utilities and Community Facilities

The siting of future facilities and the location of utilities must be coordinated with future land uses in order to provide an efficient network of services. The future land use map shows existing and future facilities (institutional, government, etc.) to aid in the decision making process for land uses.

Issues and Opportunities Element

Data shown in the Issues and Opportunities Element was used to make future projections on the amount of land needed for future land uses based on existing densities, future population, and past growth trends.

Intergovernmental Element

As the Land Use Element was prepared, several town, county, regional and state resources and comprehensive plans were used in order to compare the future planning efforts of those agencies with the future planning efforts of the city.

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