



IMAGINE

— A MASTER PLAN FOR OUR CENTER CITY —

OSHKOSH



PREPARED BY HOUSEAL LAVIGNE ASSOCIATES • ADOPTED NOVEMBER, 2017

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1

INTRODUCTION

Oshkosh's Center City is comprised of a collection of neighborhoods located in the historic core of the community. Anchored by Downtown Oshkosh, Center City also extends into and includes other neighboring districts and corridors, including waterfronts of both the Fox River and Lake Winnebago.

By many accounts, Oshkosh's Center City is successful – it boasts a new scenic Riverwalk, historic architecture, recent residential development, retail, restaurants, a convention center, hotels, and many civic institutions and businesses. There remains however, areas for improvement, issues to address, and opportunities for redevelopment, particularly on former industrial properties within the Center City.

IMAGINE OSHKOSH

Imagine Oshkosh provides a policy guide and action framework to elevate Center City and it provides recommendations, strategies, and policies to maintain and improve this critical area of the Oshkosh community.

In 2000, the City partnered with the Oshkosh Area Community Foundation and the Oshkosh Chamber of Commerce to develop a Downtown Action Plan. The Downtown Action Plan provided a framework and agenda that has successfully guided capital projects and private investment for more than 15 years, including Opera House Square, the Riverwalk and Leach Amphitheater, and streetscaping along North Main Street.

Imagine Oshkosh provides an update to this previous planning effort, but further, it expands both its scope and geography. The Plan stands as a long-term vision and comprehensive investment strategy for the entire Center City, directing growth, development, and infrastructure investment. In addition to guiding the City's elected and appointed officials and staff, Imagine Oshkosh is a resource for businesses, not-for-profits, developers, and other important community stakeholders.



PLANNING PROCESS

Imagine Oshkosh is the product of an 8-step planning process that initiated in October 2015. The process was designed to create a master plan that reflects the community's desires and aspirations and responds to the unique issues, opportunities, and conditions of Oshkosh's Center City. The planning process for Imagine Oshkosh consisted of the following tasks:

- **Task 1: Project Initiation.** In the Fall of 2015, the planning process kicked off with meetings with City officials, a tour of the city, and an initiation workshop with the Central City Advisory Committee/Core Group (CCAC/CG).
- **Task 2: Community Outreach.** Residents and Center City stakeholders were engaged early in the process through a diverse variety of outreach methods, including public workshops, interviews and focus groups, and an interactive project website which featured sMap – an online community issues mapping tool.
- **Task 3: Existing Conditions Analysis.** Near the project's halfway point, an Existing Conditions Report was prepared and presented to the CCAC/CG and the community. The Existing Conditions Report presented a summary and analysis of (a) existing physical conditions in Oshkosh's Center City obtained through field observation; (b) results of the community outreach exercises; and (c) an analyses of previously prepared plans, studies, and other policy initiatives. The Existing Conditions Report is on file with the City.
- **Task 4: Market Analysis.** In close coordination with Step 3, a detailed assessment of the local market was undertaken. The market analysis provided a summary of potential uses within the Study Area, including defining the types of space each use requires and how these distinct spaces and uses can fit together successfully in the Central City area.
- **Task 5: Vision, Goals, & Objectives.** A hands-on community visioning workshop tasked the Oshkosh community with articulating and illustrating their vision for the future of Center City. The results of the workshop along with the analysis of existing conditions provided direction for the vision and goals, objectives, and recommendations of Imagine Oshkosh.
- **Task 6: Framework Plans.** Preliminary framework plans and recommendations were prepared to address all aspects of Center City, including land use, built form and development; retail; housing; transportation and parking; pedestrian and bicycle circulation; parks and open space; urban design and beautification; and, more.
- **Task 7: Implementation Strategy.** Building on the framework plans, a detailed implementation strategy was prepared to assist the City in implementing the recommendations within Imagine Oshkosh.
- **Task 8: Final Report & Adoption.** The final step in the planning process compiled the work products into a draft master plan document, titled Imagine Oshkosh. The draft plan was presented to the community and CCAC/CG for local review and consideration. Based on feedback, the draft plan was amended and presented to the City for adoption.



ORGANIZATION OF IMAGINE OSHKOSH

The Imagine Oshkosh document is organized into ten separate chapters:

- **Chapter 1 - Introduction.** This chapter includes preliminary information about Imagine Oshkosh, the planning process, and the study area, as well as a review of Oshkosh's past plans, studies, and reports.
- **Chapter 2 - Community Outreach.** This chapter includes a review of all community outreach events and tools, conducted to establish a vision for the Center City and inform plan recommendations.
- **Chapter 3 - Land Use & Development.** This chapter establishes the land use and functional framework for the City Center, which is divided into 10 functional subareas. Desired built form and land use are established for each area, along with each area's relationship to its neighbors.
- **Chapter 4 - Economic Development & Commercial Areas.** This chapter provides recommendations related to economic development and commercial areas within the Center City study area.
- **Chapter 5 - Housing & Residential Areas.** This chapter provides recommendations related to housing and residential areas within and adjacent to the Center City study area.

- **Chapter 6 - Transportation & Mobility.** This chapter provides recommendations related to transportation and mobility within the Center City study area.
- **Chapter 7 - Civic & Institutional Resources.** This chapter provides recommendations related to civic and institutional resources within the Center City study area.
- **Chapter 8 - Arts & Cultural Resources.** This chapter provides recommendations related to arts and cultural resources within the Center City study area.
- **Chapter 9 - Urban Design & Public Spaces.** This chapter provides recommendations related to urban design and public spaces within the Center City study area.
- **Chapter 10 - Implementation.** This chapter provides an implementation framework to assist City staff, elected and appointed officials, business owners, and other stakeholders in converting the plan into action.

REGIONAL SETTING

The City of Oshkosh is in the heart of Wisconsin's Fox River Valley, along the I-41 corridor, and within the triangle of Green Bay, Madison, and Milwaukee. This "triangle" region contains more than 2 million people. Oshkosh is 24 square miles with an estimated 2016 population of 66,500 residents.

Some of the community's defining features include its recreationally-rich waterways and water-bodies (Lake Winnebago, Fox River, and Lake Butte des Morts), the presence of the University of Wisconsin - Oshkosh, the annual EAA AirVenture Fly-In Convention which draws more than 500,000 people from 60+ countries, and a nationally-ranked Farmers Market. Money Magazine ranked it one of the "Top 100 Best Places to Live in the United States" and Business Week ranked Oshkosh "The Best Place in Wisconsin to Raise Kids."

CENTER CITY STUDY AREA

The Center City study area includes Oshkosh's downtown and historic core. The main spine of the study area is Main Street, which spans from New York Avenue on the north to 16th Avenue on the south. The study area extends west to Wisconsin Street and east to Bay Street.

The boundaries of the study area were designed to focus on mixed-use, commercial, and employment districts within the heart of the community. Surrounding residential neighborhoods, while absolutely critical to the health of the Center City, have their own unique set of investment challenges and are being addressed through separate but complementary neighborhood planning efforts.

Although one study area, the Center City consists of several different functional subareas or districts, each of which is distinctive but also mutually supportive and reinforcing. The Imagine Oshkosh Study Area is 592.6 acres (0.92 square miles) in size.

ROLES OF CENTER CITY

The vitality and overall health of Center City is important to the community, as this unique area of Oshkosh plays several significant roles within the community and larger region. Imagine Oshkosh seeks to strengthen all of these components collectively.

IDENTITY OF THE COMMUNITY

Center City is the defining face of Oshkosh and its health and vitality shapes opinions of the entire community. When one thinks of Oshkosh, it is hard not to first think of amenities, destinations, or assets within Center City.

EMPLOYMENT HUB

Oshkosh's Center City is a workplace for a variety of employees within different industries. From small businesses, to civic institutions, to large corporations, there are more than 5,000 jobs within Center City.

CIVIC HEART

Home to City Hall, the Winnebago County Courthouse, Oshkosh Public Library, and others, the Center City is Oshkosh's civic center.

SHOPPING & SERVICES

While much of the community's retail has shifted toward I-41, Center City still offers many local "mom-and-pop" stores. In addition, a variety of commercial services, from salons/barbershops to delis, support day-to-day living for both residents and employees.

SOCIAL SPACE

There are numerous public areas and gathering spaces that foster and promote social interaction for the community.

CULTURAL CENTER

Oshkosh's Center City is rich with cultural offerings, from symphony concerts at the Grand Opera House to lectures at nearby University of Wisconsin - Oshkosh.

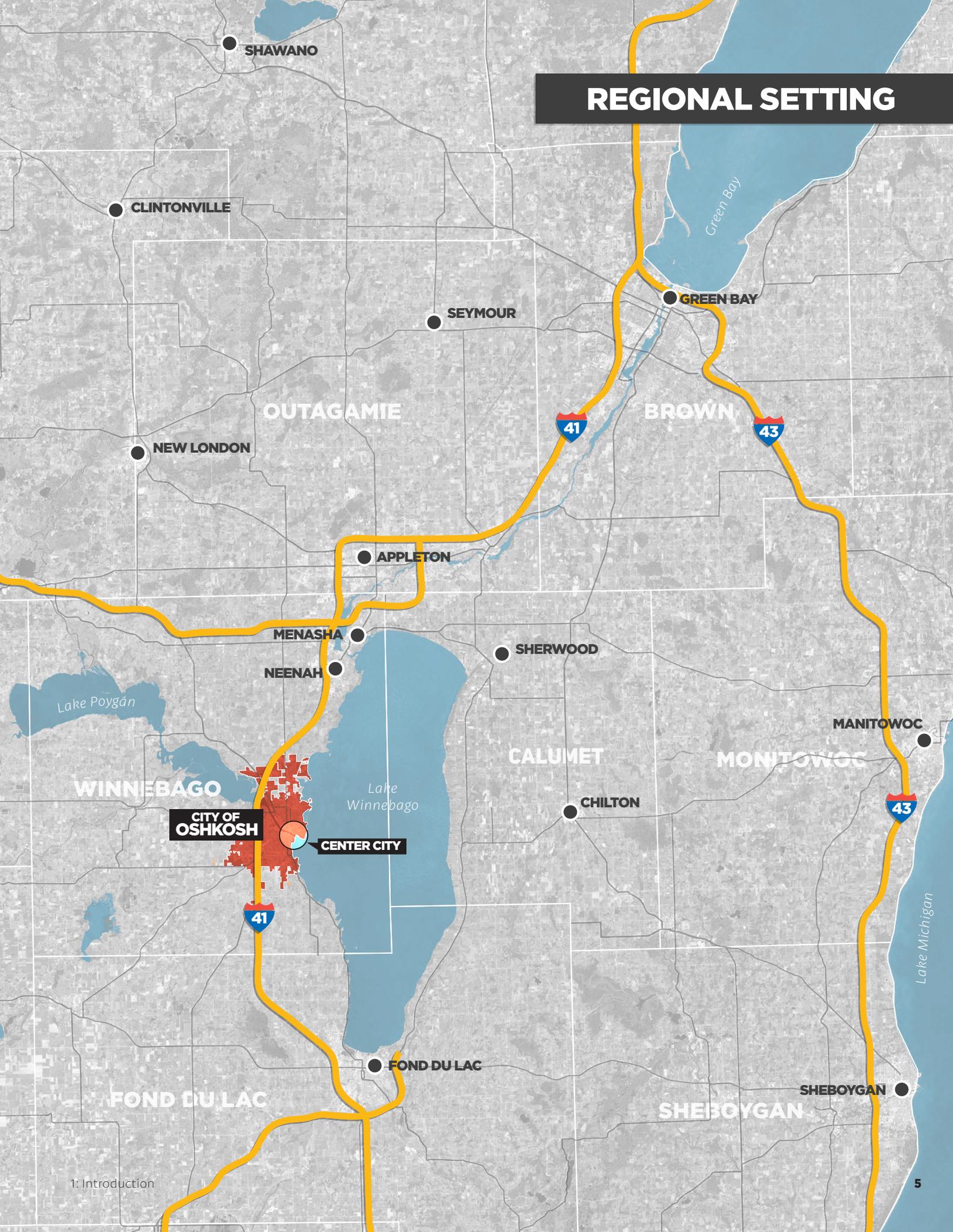
ACTIVE WATERFRONT

The Fox River passes through the heart of Center City, connecting Lake Butte des Morts to Lake Winnebago, providing energy and activity both on and along the water.

ENTERTAINMENT DESTINATION

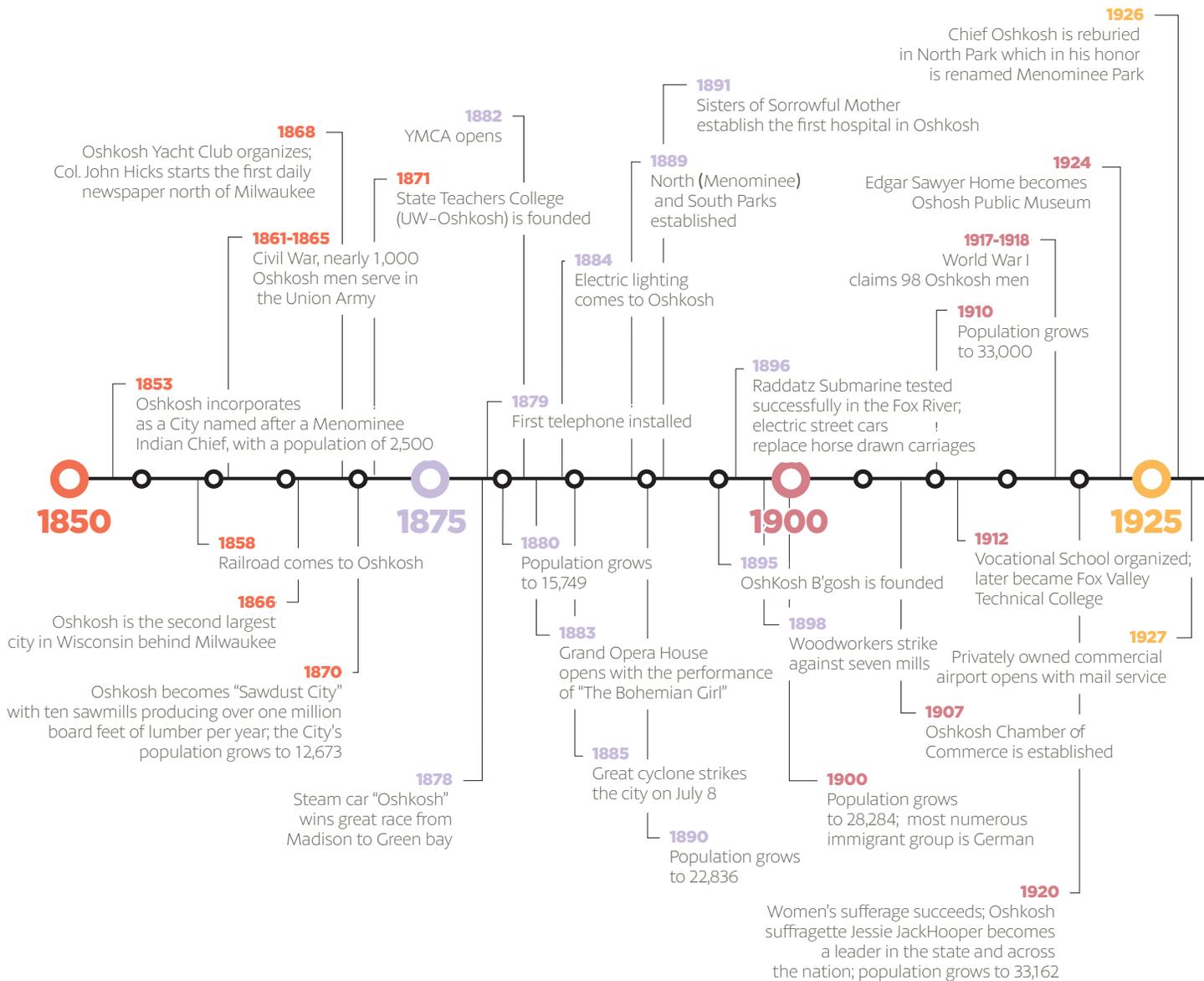
Center City is an entertainment district, with bars, restaurants, concert venues, theatres, and more.

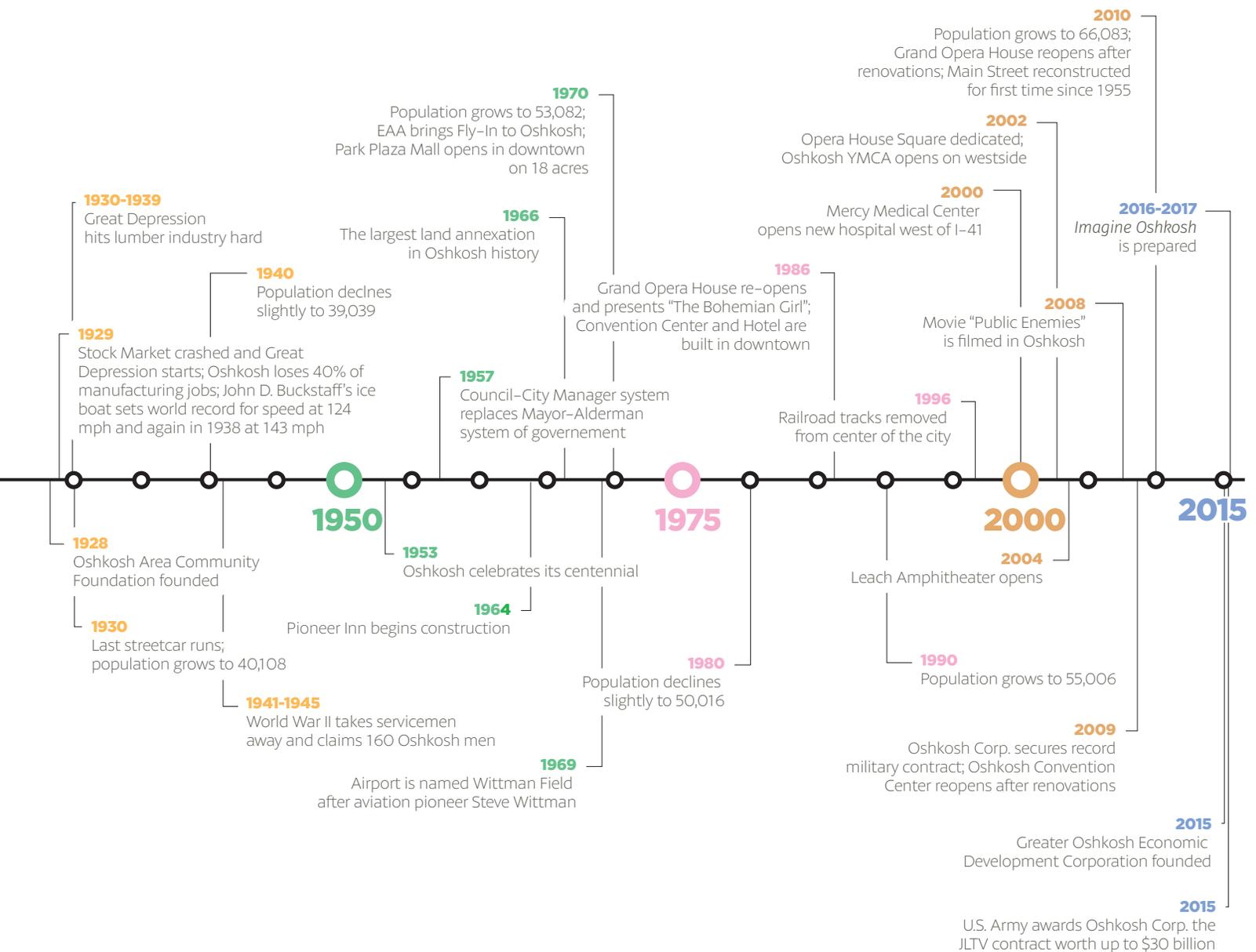
REGIONAL SETTING



CITY OF OSHKOSH

COMMUNITY TIMELINE







2

COMMUNITY OUTREACH

Imagine Oshkosh is the result of a transparent and engaging process that actively sought input from numerous stakeholders, including residents, business owners, property owners, developers, elected and appointed officials, and City staff. A variety of ongoing outreach efforts, both in-person and online were used to gather the concerns, ideas, and aspirations of the community as it related to Center City. Feedback and input from those efforts were critical in identifying key issues, challenges, and assets of Center City, and formed the foundation for the recommendations for Imagine Oshkosh. This section provides a summary of outreach conducted throughout the planning process.

OUTREACH METHODS

MEETINGS & WORKSHOPS

In total, five separate meetings and workshops were conducted during the Imagine Oshkosh planning process, including:

- Elected & Appointed Officials Workshop (December 15, 2015)
- Steering Committee Workshop (December 15, 2015)
- Community Workshop (February 15, 2016)
- Business Workshop (February 16, 2016)
- Visioning Workshop (August 2, 2016)

The first four workshops that were conducted centered around three key questions:

- What are five issues or challenges facing Oshkosh's Center City?
- What are three specific projects or actions you would like to see undertaken within Oshkosh's Center City?
- What are the primary strengths and assets of Oshkosh's Center City?

Unlike the preceding workshop, the Visioning Workshop held in August 2016 challenged participants to work as a team to discuss and draw their vision for Center City on large maps of the Study Area. Generally, participants felt strongly about making Center City a destination for families, with a variety of year-round activities and recreation spaces that provide entertainment for all members of the family. Developing higher-end condominiums and apartments were also a top priority, as were further activating the waterfront and ensuring pedestrian friendliness and connectivity.

STAKEHOLDER INTERVIEWS

In addition to public workshops, a series of one-on-one stakeholder interviews were conducted to gather greater detail about important issues and more accurately assess "on the ground" conditions and potentials.

PROJECT WEBSITE

An Imagine Oshkosh project website contained information and updates concerning the project, meeting notices, and project documents and reports. The project website also provided access questionnaires for both residents and businesses, and sMap, an interactive application that allowed visitors to create their own map of the Study Area.



KEY THEMES

The following is a summary of the key themes, including priority issues, projects, and assets which were distilled through the outreach process. These highlight the major issues and point of interest which were consistently identified.

HOUSING

Capture unmet housing demand through new condos, multi-family units, and townhomes.

Developing a Variety of Quality Housing Options

For Center City to thrive, participants would like to see more residential units downtown, including quality condominiums along, or proximate to, the waterfront. It was noted that currently the only product in the Center City area is either traditional single family homes on a residential block or rental multi-family units. The community stated that it would like housing options such as townhomes and condominiums in a full-range of cost and rents.

Revitalizing Surrounding Residential Neighborhoods

The health and vitality of the residential neighborhoods surrounding Center City are seen as critical to its success. Participants noted that many of the nearby neighborhoods suffer from disinvestment and crime impacting the attractiveness of Center City. It was suggested that additional investment in these areas can not only stabilize the Downtown core but also provide a healthy consumer base for local businesses. Participants also noted that they would like housing standards for multi-family housing in the downtown area to be clear and directly applicable to ensure quality housing.

Would You Live in Center City?

The questionnaire asked residents if they would consider living in the Center City Study Area and to share either why they would or why they wouldn't. Respondents mostly stated that they would not move to Center City. Reasons given included too much density, lack of green space, noisiness, and need for larger housing units given familial size. Some did respond that they would move if higher quality housing was provided.

ECONOMIC DEVELOPMENT

Promote economic diversity and enhance the retail experience.

Diversifying Retail

Workshop participants like to see a more diverse mix of retail options than what is currently offered. Suggestions included the addition of a grocery store, more businesses supporting day-to-day living, entertainment destinations, diverse restaurant options, and mixed-use developments.

Improving Retail

Outreach participants expressed concern about retail within Center City. The concern was multi-faceted and included a need for destination shopping, and concern that some existing tenants may not be desirable in the long-term. It was argued that new tenants should be recruited that can improve the appearance and vibrancy of the district and help establish a more favorable retail experience.

Tax Incentives & Business Retention

Roughly two-thirds of residents and three-fourths of businesses who responded to online questionnaires indicated they would support the use of tax incentives to attract and retain businesses. Tax incentives and other resources were also suggested by workshop participants.

Factors Affecting Businesses

Business owners were asked to rate how several different factors and issues affect their business. The top factors were: quality of their building, visibility and access to customers, proximity to public transportation, and character of the business district. Other responses included the lack of a full-service grocery store, vacant sites, presence of student housing, not enough traffic, and difficulty parking. Despite these factors, the majority of participating business owners (75%) would not move their business out of Center City if given a chance.



COHESION

Improve the cohesion of different districts and ensure consistent and appropriate design.

Inconsistent Design Aesthetic

Oshkosh's Center City has many different areas and the character changes throughout. Built form, density, building heights, land uses, and streetscape can vary by parcel to parcel and block to block. It was expressed that there should be more harmony, with some areas having a more unified aesthetic. Participants suggested restoring the historic character of downtown buildings as well as establishing a consistent theme to tie different areas together. Participant noted that the City should work with all business owners in Center City to update signage and building facades to "historic standards" for consistency.

CATALYTIC REDEVELOPMENT

Activate the waterfront and Center City by completing the Riverwalk and promoting catalytic redevelopment of key sites.

Underutilized Properties

The Center City Study Area contains several properties the community would like to see better utilized to generate new activity, increase density, and provide new tax revenue. In addition, participants discussed a variety of projects they would like to see completed, such as preservation of the Eagle's Club, redevelopment of the Town Motel, establishment of a healthcare facility, and reconstruction of the two bridges over the Fox River.

Redeveloping Pioneer Island

The vacated Pioneer Island is a gateway into the community via Lake Winnebago. In the summer months, the vacant site is often the first thing that boaters see when approaching Oshkosh's Center City. Residents envision the site redeveloped into commercial or residential uses and contributing to the vitality and aesthetic of Center City.

Jeld-Wen & Buckstaff Properties

The Jeld-Wen and Buckstaff sites were regularly noted by residents as opportunities for redevelopment. Residents suggested developing mixed-use destinations on the parcels, including retail, residential units, and hotels.

Fox River Development

Residents noted the positive impact the Riverwalk has had on the waterfront, and would like to see it completed. Further, many feel that this amenity could be complimented by additional private investment that could also capitalize on the scenery and recreation provided by the waterfront, including a mixed-use development, a corporate campus, and relocation of the YMCA. Emphasis was placed on the south shore and the vacant Jeld-Wen site.



MOBILITY & ACCESS

Promote safe and easy mobility throughout Center City for both vehicles and pedestrians.

Need for a Direct Artery

Participants believe that Center City lacks an attractive, direct, and easy-to-follow route from Interstate 41. This can make accessing Center City more complicated than other downtowns in the area. Suggested improvements include constructing a more direct route or installing better signage along existing routes. It was also noted that City should improve unattractive areas along these routes to help communicate a positive first impression of Oshkosh and to help draw visitors into Center City.

Transportation Options

It was expressed that there is a lack of alternative methods of transportation into, and throughout, Center City. More specifically, the community would like to see better pedestrian access, improved bus service on nights and weekends, and safe and well connected bike paths.

Parking

Although the City Center's parking supply was considered adequate, some felt that it was not well located or distributed. There was also concern that more conveniently located parking spaces are being used by employees, forcing Center City visitors to more remote parking. Some parking projects suggested by the community included reconfiguring existing public parking to yield more capacity, constructing additional parking behind Main Street businesses, and converting vacant sites into public parking lots.

APPEARANCE

Elevate the appearance of this key area of Oshkosh.

Revitalizing Vacant/Blighted Areas

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

Historic Character

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



Take a quick survey and share your thoughts about Oshkosh's Center City!

Get Involved



Questionnaires



sMap! – Map Based Community Outreach



Workshops

News & Updates

Thank You

Feb 19, 2016 / No Comments

Thank you to all of the residents, business owners, and stakeholders who came out and participated in the Imagine Oshkosh workshops! Summaries of each ...
[Read More](#)

Welcome to the Imagine Oshkosh Project Website!

Jan 16, 2016 / No Comments

Welcome to the Project Website for Imagine Oshkosh: A Master Plan for Our Central City! This website will be used ...
[Read More](#)

CHARACTER & IDENTITY

Improve the regional appeal and recognition of Center City.

Improving the Regional Appeal

Concern was expressed that the reputation of Center City needs improvement. It was cited that Downtown Appleton and Downtown Neenah are often seen as more desirable destinations. Participants noted a need for a better public image and deliberate effort to elevate Center City's regional appeal.

Enhancing the Brand

Residents called for a clear strategy to develop an identity which would improve Center City's brand and reputation. It was noted that many Oshkosh residents, as well as those living in the greater Fox Cities Region, do not frequent Center City. It is believed that improving its reputation as an exciting and safe destination with "something for everyone" will improve the business climate and vitality of this critical area.

Community Amenities

Center City is a host to a variety of assets and amenities enjoyed by Oshkosh residents. Throughout community outreach, participants identified the following as strengths and assets to build upon:

- Proximity of Library and churches
- Cultural/recreational amenities
- Concentration public services/facilities
- YMCA
- Leach Amphitheatre
- Farmers Market
- Best Western Hotel
- Convention Center
- Opera House
- Events
- Golf course
- Gallery walk
- Grand Theater
- Morgan House
- Art (murals, gallery walk, concerts)
- Entertainment options and festivals
- Winnebago County Historical Society



3

LAND USE & DEVELOPMENT

This section presents land-use and development recommendations for Oshkosh's Center City. It includes an overview of existing land use, and establishes the functional framework for the unique areas that comprise the Study Area. The Land Use and Development Framework are strongly influenced by the existing and well established land use pattern. While most existing uses are expected to remain in the short term, several development opportunities exist within Center City providing the potential to increase residential units and strengthen the retail and commercial sectors.

The recommendations are intended to be a guide for new development and reinvestment in Center City. It is NOT a proposed development plan of rigid and finite recommendations. The recommendations are specific enough to provide guidance on land-use decisions, but also flexible enough to allow for individual negotiations and the consideration of creative approaches to land development that are consistent with the overall policies and guidelines included in Imagine Oshkosh.

EXISTING LAND USE

An assessment and understanding of the Center City's existing land use plays an important role in shaping future land uses and other plan recommendations. In addition to providing insight into historical development patterns, an accurate assessment of existing uses provides an accurate starting point for formulating a plan for Center City to help protect existing uses and promote desired future uses in suitable areas. To provide a clear understanding of how land is used within the study area, an inventory and assessment of every parcel and structure within Center City has been conducted at the onset of the planning process. Parcels within the Center City Study Area can be classified in 13 distinct land use designations.

DETACHED RESIDENTIAL

This land use category consists of single-family detached homes, many of which feature detached garages. These uses are generally found in the fringe areas of Center City.

ATTACHED RESIDENTIAL

This land use category includes residential structures with two or more dwellings that share a common wall, with each unit having its own dedicated entry. Examples include including duplexes, rowhomes, and townhomes, such as the development along 8th Avenue east of Nebraska Street.

MULTI-FAMILY RESIDENTIAL

Multi-family residential uses include multiple housing units typically sharing common internal building space such as lobbies or hallways, including apartments and condominiums. The style and scale of multi-family varies within the study area and include newer multi-story apartment buildings as well as detached single-family homes that have been modified to accommodate multiple dwelling units.

RETAIL AND SERVICE

Retail and service are commercial buildings where businesses sell and provide goods and services. This includes only stand-alone/single-purpose and mixed commercial buildings, and does not include mixed-use buildings with residential uses on upper floors.

ENTERTAINMENT & HOSPITALITY

Entertainment and hospitality uses include buildings restaurants, bars, and taverns; hotels and lodging; the Oshkosh Convention Center; and, other entertainment venues. These uses represent some of the highest profile businesses in Center City, and although found throughout the study area, they are primarily located along Main Street and Oregon Street.

MIXED-USE

The Mixed-Use designation includes uses typically include multiple distinct uses in a single building. The most common form of mixed-use developments are ground floor commercial uses with residential or office uses located on upper floors.

OFFICE & FINANCE

Office and finance uses include banks, law firms, medical offices, and other office uses. The character and scale of office and finance uses vary within Center City, ranging from businesses in converted historic homes to banks with drive-through service.

INDUSTRIAL

Industrial uses in Center City include manufacturing, heavy storage, printing, boat motor testing, boat storage, and more. Most industrial uses are located south of the Fox River, which historically has been an industrial area.

PUBLIC/SEMI-PUBLIC

Public and semi-public land uses include a variety of community facilities including government uses, places of worship, schools, and daycares.

PARKS & OPEN SPACE

Land classified as parks and open space include Opera House Square, Riverside Park, and the Leach Amphitheatre and other outdoor spaces. This designation also includes Growing Oshkosh, urban agriculture use along Bay Shore Drive.

RAIL/UTILITY

Rail and utility uses include CN railroad right-of-way and other railroad and utility uses.

PARKING

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

VACANT

Vacant property consists of sites that currently contain no standing structure or use.

CENTER CITY EXISTING LAND USE



FUNCTIONAL SUBAREAS

Based on existing land use, as well as built form, physical boundaries, character, market potential, and other factors, Center City has been separated into 10 functional subareas. These subareas are intended to guide planning efforts within Center City, allowing for recommendations and policies which address the specific needs of each distinct area. By addressing the study area as functional subareas, planning efforts should be context sensitive while ensuring that separate districts work cohesively as a single Center City.

Each functional subarea includes a description of desired conditions which the City should work towards, broken into the following categories:

DESIRED LAND USE

Identifies the land uses desired within the subarea, accounting for existing uses and context, and market potential.

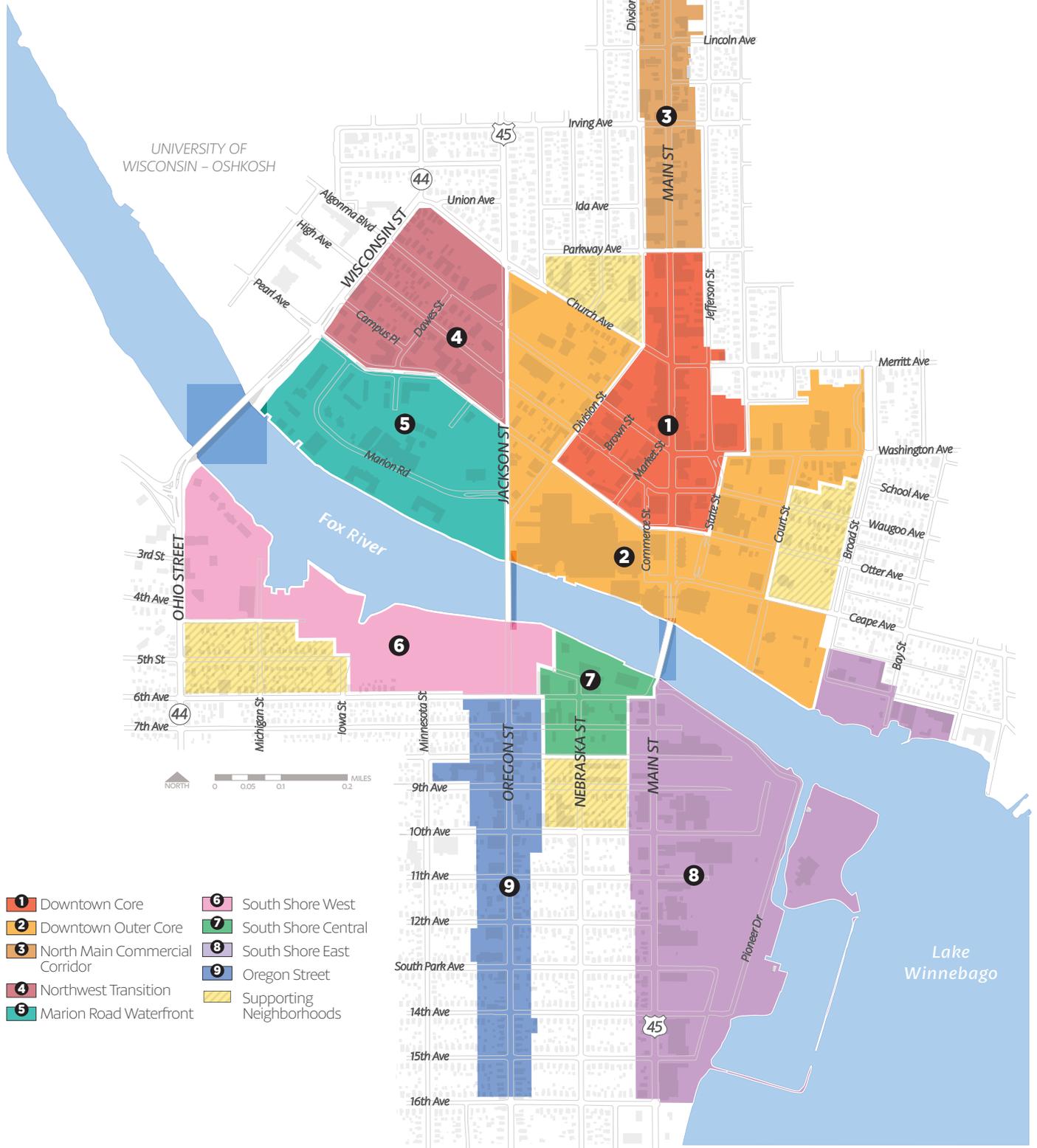
DESIGN/DEVELOPMENT GUIDELINES

Specifies the desired built form within that subarea, describing physical characteristics of a structure and its relationship to other structures and spaces – including height, setback, orientation, architecture/design, overall size, and more.

RELATION TO SURROUNDING DISTRICTS

Details the preferred relationship between this and other adjacent districts, providing context for how this subarea contributes to the overall sense of place within the Center City Study Area.

CENTER CITY FUNCTIONAL SUBAREAS



- 1** Downtown Core
- 2** Downtown Outer Core
- 3** North Main Commercial Corridor
- 4** Northwest Transition
- 5** Marion Road Waterfront
- 6** South Shore West
- 7** South Shore Central
- 8** South Shore East
- 9** Oregon Street
- Supporting Neighborhoods

1. DOWNTOWN CORE

The historic, mixed-use heart of the Oshkosh Center City.

The Downtown Core Subarea is the traditional entertainment, cultural, and social heart of Oshkosh. It is what everyone would typically agree is “downtown” or the “central business district,” and is home to some of Oshkosh’s most cherished destinations and businesses.

Existing buildings in the Downtown Core are typically built to the property line, two or more stories in height, and mixed-use with commercial on the ground floor and residential or office uses on the upper floors. Sidewalk bump-outs, streetscaping, and pedestrian amenities create a walkable and inviting pedestrian environment, and have reduced the width of travel lanes helping reinforce the area’s pedestrian orientation.

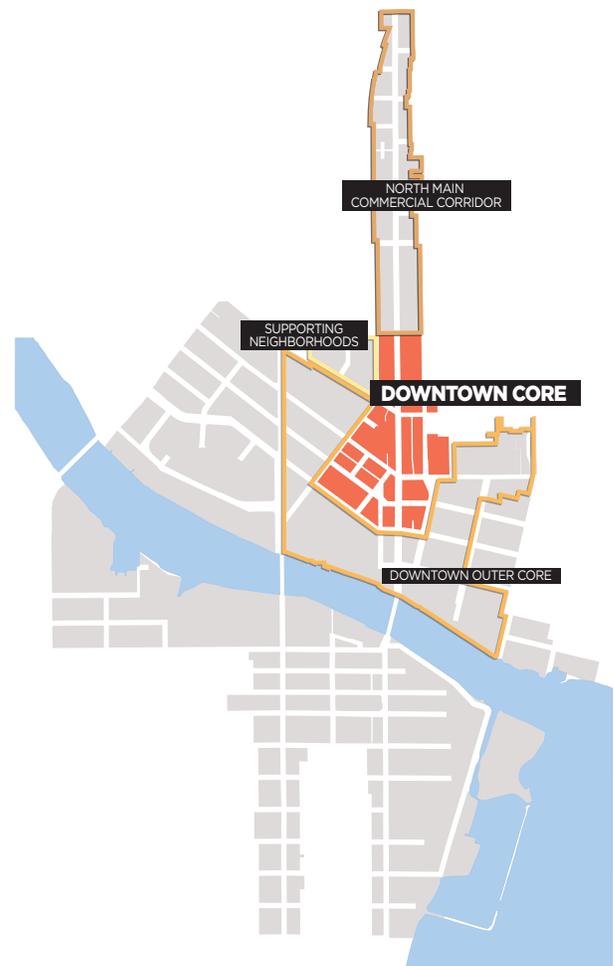
The City should continue to encourage high-density, mixed-use development within the Downtown Core, consistent with the existing land use and development pattern. The City should support redevelopment of underutilized properties and, should opportunities arise, work to consolidate parking facilities in a manner which will support the desired built form, including a consistent streetwall and building mass.

DESIGN/DEVELOPMENT GUIDELINES

- Buildings located at or near the sidewalk, with no side yard setbacks, creating a consistent streetwall and sense of enclosure
- Mixed-use buildings include retail/commercial on the ground floor with residential and office uses on the upper floors
- Multi-story buildings, with strong orientation toward the street
- Inviting storefronts with large windows and displays, prominent entrances, and attractive architectural detail providing visual interest
- Buildings with historic and architectural value are preserved and enhanced
- Parking located at the rear of buildings, accessed by side streets and rear alley and screened from public right-of-way by a low masonry wall, decorative fencing, and landscaping

DESIRED LAND USES

- Restaurants, cafes, and bars
- Retail and service businesses
- Multi-family residential (in upper floors)
- Entertainment and cultural uses
- Hotels and other hospitality uses
- Financial, professional offices, and medical practices (in upper floors)
- Public and institutional buildings



RELATION TO SURROUNDING DISTRICTS

The Downtown Core borders the following other subareas:

- **The Downtown Outer Core.** The Downtown Outer Core should benefit from investment within the Downtown Core. Over time, development and investment in both subareas should result in the gradual incorporation of the Outer Core into the Downtown Core, creating a single, unified district.
- **The North Main Commercial Corridor.** The auto-oriented nature of the North Main Commercial Corridor is different than the pedestrian oriented Downtown Core. Blending or “transitioning” these areas together can erode the Downtown Core’s sense of place and impact its desired pedestrian orientation. This North Main Commercial Corridor should be considered an approach route into the Downtown Core and exist only north of Parkway Avenue.
- **The Supporting Neighborhoods.** As growth occurs within the Downtown Core, adjacent Supporting Neighborhoods should remain largely residential and be protected from commercial encroachment.

2. DOWNTOWN OUTER CORE

A growth area for the historic core.

The Outer Core Subarea exhibits similar characteristics of the Downtown Core, but with lower density and a less compact built form. The prominence of surface parking, setbacks, and larger buildings erodes the pedestrian friendly atmosphere present in the Downtown Core. The Outer Core contains many prominent destinations for the Oshkosh community, including the City Center complex, City Hall, The Police Department, the Oshkosh Community YMCA, the Best Western Premier Waterfront Hotel, and the Oshkosh Convention Center.

The Outer Core is well positioned to benefit from “spill-over” investment and activity generated by the Downtown Core. In the long term, growth within both subareas should result in the incorporation of the Outer Core within the Downtown Core, creating a single, unified district at the heart of Center City. As such, new development within the Outer Core should mimic the desired land uses and built form of the Downtown Core. Other visual elements, including streetscaping extensions, will help to both visually and functionally connect the two areas and prepare the Outer Core for increased activity.



DESIGN/DEVELOPMENT GUIDELINES

- Buildings located at or near the sidewalk, with no side yard setbacks, creating a consistent streetwall and sense of enclosure
- Mixed-use buildings include retail/commercial on the ground floor with residential and office uses on the upper floors
- Multi-story buildings, with strong orientation toward the street
- Standalone buildings/uses feature careful site design to physically and visually integrate into the urban fabric of the Downtown Core and Outer Core
- Inviting storefronts with large windows and displays, prominent entrances, and attractive architectural detail providing visual interest
- Buildings with historic and architectural value are preserved and enhanced
- Parking located at the rear of buildings, accessed by side streets and rear alley and screened from public right-of-way by a low masonry wall, decorative fencing, and landscaping

DESIRED LAND USE

- Restaurants, cafes, and bars
- Retail and service businesses
- Multi-family residential (in upper floors)
- Entertainment and cultural uses
- Hotels and other hospitality uses
- Financial, professional offices, and medical practices
- Public and institutional buildings

RELATION TO SURROUNDING DISTRICTS

The Downtown Outer Core borders the following other subareas:

- **The Downtown Core.** The Downtown Outer Core should benefit from investment within the Downtown Core. Over time, development and investment in both subareas should result in the gradual incorporation of the Outer Core into the Downtown Core, creating a single, unified district.
- **Northwest Transition & Marion Road Waterfront.** The Northwest Transition and Marion Road Waterfront subareas assist in transitioning to the Center City, Downtown Core and the University of Wisconsin – Oshkosh. Land use and built form should be similar on both sides of Jackson Street in all districts, acting as a seam which links the subareas together.
- **Supporting Neighborhoods.** As development and investment occurs within the Downtown Outer Core, adjacent Supporting Neighborhoods should remain largely residential and be protected from commercial encroachment.

3. NORTH COMMERCIAL CORRIDOR

The northern gateway and approach to the Center City, supporting a gradual transition to the historic pedestrian-oriented core.

The North Main Commercial Corridor is primarily an auto-oriented corridor north of Parkway Avenue. Lot depths vary along the corridor, with some parcels extending the depth of the entire block while others are only half as deep and are backed by single-family detached homes. While the City's streetscaping project has extended into the subarea, surface parking lots and pole signs are prominent along the corridor, reflecting an auto orientation.

As a subarea of the Center City and approach to the Downtown Core, the City should encourage a less auto-oriented approach to land use and built form along the North Main Commercial Corridor. While full-scale redevelopment as a pedestrian-oriented district is unlikely, a review and update of certain zoning regulations may help encourage development which better balances pedestrian and automobile needs. This should include a review of building setbacks, parking and parking lot landscaping, pedestrian access, and signage regulations to meet the desired built form for the area.

DESIGN/DEVELOPMENT GUIDELINES

- Buildings located at or near the sidewalk
- Buildings between 1 and 3 stories, with ground floors oriented toward the street
- Inviting storefronts with large windows and displays, prominent entrances, and attractive architectural detail providing visual interest along Main Street
- Buildings with historic and architectural value are preserved and enhanced
- Parking located at the rear of buildings, accessed by side streets and rear alley
- Surface lots fronting Main Streets are strongly discouraged, but when unavoidable they are screened from public right-of-way and sidewalks by a low masonry wall, decorative fencing, and perimeter landscaping

DESIRED LAND USE

- Restaurants, cafes, and bars
- Drive-through and carry-out restaurants
- Commercial retail and service businesses
- Residential uses (upper floors)
- Banks/financial, professional offices, and medical practices



RELATION TO SURROUNDING DISTRICTS

The North Main Commercial Corridor borders the following other subareas:

- **The Downtown Core.** The auto-oriented nature of the North Main Commercial Corridor is different than the pedestrian oriented Downtown Core. Blending or “transitioning” these areas together can erode the Downtown Core’s sense of place and impact its desired pedestrian orientation. This North Main Commercial Corridor should be considered an approach route into the Downtown Core which exist only south of Parkway Avenue.

4. NORTHWEST TRANSITION

The gateway and transitional area between the Center City and the adjacent University of Wisconsin – Oshkosh.

The Northwest Transition Subarea serves as a transition area between the higher density Downtown Core and the University of Wisconsin – Oshkosh campus, containing a variety of uses. Auto-oriented commercial uses form the eastern and western boundaries along Jackson Street and Wisconsin Street, with single family residential blocks between the two roadways. Institutional uses such as the Winnebago County Courthouse and Most Blessed Sacrament Parish can also be found on the eastern border of the subarea. In addition, some properties in the northern-most tip of this subarea are included in the Irving–Church historic district. Generally, uses within the subarea are tailored towards college students, including fast food restaurants and pizza chains, fraternity and sorority houses, and single family homes converted into rentals.

This subarea should serve as a transition between the Downtown Core and the University of Wisconsin – Oshkosh. In this capacity, the subarea should include a variety of residential and commercial uses which cater to both students and residents. However, the Northwest Transition subarea must also act as a buffer to potential impacts that the Downtown Core and University Campus may have on each other. New investment within the subarea should be consistent with the preexisting built form and may include the conversion of existing structures to new uses or construction which mimics the character and scale of the surrounding residential neighborhood.

DESIGN/DEVELOPMENT GUIDELINES

- House, converted houses, and other buildings oriented to the street
- 1–3–story structures with varying in architectural style, scale, and overall design
- Variable front- and side-yard setbacks, with a general rhythm and consistency by street and/or block
- Detached garages, covered parking areas, sheds, and other residential accessory buildings
- Home and buildings with historic and architectural value should be preserved and enhanced

DESIRED LAND USE

- Detached and attached residential
- Multi-family residential
- Commercial retail and service businesses
- Banks/financial, professional offices, and medical practices
- Public and institutional buildings



RELATION TO SURROUNDING DISTRICTS

The Northwest Transition borders the following other subareas:

- **The Downtown Outer Core.** The Northwest Transition can assist in transitioning to the Downtown Outer Core. Land use and built form should be similar on both sides of Jackson Street in all districts, acting as a seam which links the subareas together.
- **Marion Road Waterfront.** The Marion Road Waterfront subarea acts as a transition between the Downtown Core and the University of Wisconsin – Oshkosh. While land use and built form differ, careful planning and coordination of investment within the Marion Road Waterfront subarea can help to visually and physically connect the two areas.

5. MARION ROAD WATERFRONT

An urban neighborhood emphasizes waterfront investment and orientation, providing access to the various amenities of the Center City.

The Marion Road Waterfront Subarea is predominantly residential and contains the largest concentration of multi-family units in the study area. A former industrial district, the subarea has undergone transformation with the addition of multi-family including Rivers Senior Living. Commercial frontage forms the western and eastern boundaries along Wisconsin Street and Jackson Street, and the Riverwalk forms the southern boundary along the Fox River. Mercury Marine motor boat testing facility and the vacant Lamico factory are the two industrial properties remaining in the subarea.

Although in a more urban environment, the built form of this area is somewhat suburban. Buildings are set back from the road with large visible surface parking lots along the right-of-way, due to the lot frontage being oriented to the Riverwalk.

The City should support larger lot redevelopment within the subarea while requiring site design which fosters a more urban environment. The vacant Lamico factory site provides an opportunity to establish a new development at the center of the subarea which contributes to a more urban, walkable, and pedestrian-oriented district. The City should cooperate with Mercury Marine for the long-term relocation of their facility. In addition, the City should make improvements which will decrease the impact of past industrial uses and establish a more distinct character for the subarea. This could include removing overhead utilities and providing greater pedestrian connections to the Riverwalk.

DESIGN/DEVELOPMENT GUIDELINES

- Standalone or clusters of multi-unit residential structures with varied front, rear, and side yard setbacks
- Multi-story residential structures with building orientation to the street or waterfront
- Single or multi-story commercial structures with consistent setbacks, oriented toward the street
- Parking located in surface lots and parking structures. Surface lots are screened from public right-of-way by a low masonry wall, decorative fencing, and perimeter landscaping
- Common entrances and entryways, with ample fenestration provide interest along the street and support walkability



DESIRED LAND USE

- Multi-family residential
- Commercial retail and service businesses
- Banks/financial, professional offices, and medical practices
- Riverfront public spaces

RELATION TO SURROUNDING DISTRICTS

The Marion Road Waterfront borders the following other subareas:

- **The Downtown Outer Core.** The Marion Road Waterfront subarea assists in transitioning to the Center City, Downtown Core and the University of Wisconsin – Oshkosh. Land use and built form should be similar on both sides of Jackson Street, acting as a seam which links the subareas together.
- **Northwest Transition.** The Marion Road Waterfront subarea acts as a transition between the Downtown Core and the University of Wisconsin – Oshkosh. While land use and built form differ, careful planning and coordination of investment within the Marion Road Waterfront subarea can help to visually and physically connect the two areas.

6. SOUTH SHORE WEST

A mixed-use, pedestrian-oriented district which defines future investment along the south shore.

Unlike other subareas, the South Shore West Waterfront Subarea may be best described as a “blank slate”. The subarea is defined by the vacant 27-acre Morgan Door site, which has over 1,500 feet of frontage along the Fox River. As of the drafting of this document, plans are underway to redevelop the site into the “Morgan District” – a mixed-use area comprised of a grocery store, commercial uses, multi-family units, condominiums, and townhomes.

The City should continue to work with developers promoting the construction of the Morgan District, which will have a significant impact on the character of the south shore, and Center City as a whole. Redevelopment within the subarea should consider pedestrian mobility and include pedestrian connections. The City should also explore extending the Riverwalk through this subarea, connecting to any new development, along with adjacent neighborhoods.

DESIGN/DEVELOPMENT GUIDELINES

- Buildings located at or near the sidewalk, with no side yard setbacks, creating a consistent streetwall and sense of enclosure
- Mixed-use buildings include retail/commercial on the ground floor with residential and office uses on the upper floors
- Multi-story buildings, with strong orientation toward the street
- Standalone buildings/uses feature careful site design to physically and visually integrate into the urban fabric of the Downtown Core and Outer Core
- Inviting storefronts with large windows and displays, prominent entrances, and attractive architectural detail providing visual interest
- Buildings with historic and architectural value are preserved and enhanced
- Parking located at the rear of buildings, accessed by side streets and rear alley and screened from public right-of-way by a low masonry wall, decorative fencing, and landscaping

DESIRED LAND USE

- Restaurants, cafes, and bars
- Commercial retail and service businesses
- Attached and multi-family residential
- Entertainment and cultural uses
- Hotels and other hospitality uses
- Banks/financial, professional offices, and medical practices
- Riverfront public spaces



RELATION TO SURROUNDING DISTRICTS

The South Shore West borders the following other subareas:

- **South Shore Central.** The South Shore West and South Shore Central Subareas should feature similar types of uses, but will differ in their character and built form. Consideration should be given to ensuring the edges of these two subareas and complimentary and compatible with one another.
- **Oregon Street.** The South Shore West and Oregon Street Subareas should feature similar types of uses, but will differ in their character and built form. Consideration should be given to ensuring the edges of these two subareas and complimentary and compatible with one another.
- **Supporting Neighborhoods.** The intensity and style of development within the South Shore West subarea could impact supporting neighborhoods to the southwest. Site planning should strive to mitigate potential impacts new development could have on adjacent residential areas.

7. SOUTH SHORE CENTRAL

Incorporating Oshkosh's industrial history into a mixed-use district that acts as a gateway to the south shore area of Center City.

The South Shore Central Subarea is located between the South Shore West and South Shore East Subareas. It contains an eclectic mix of light industrial, and commercial, and vacant properties which give the area an edge and gritty look and feel. Unlike its neighboring Subareas, the South Shore Central subarea is not expected to see large-scale development and redevelopment.

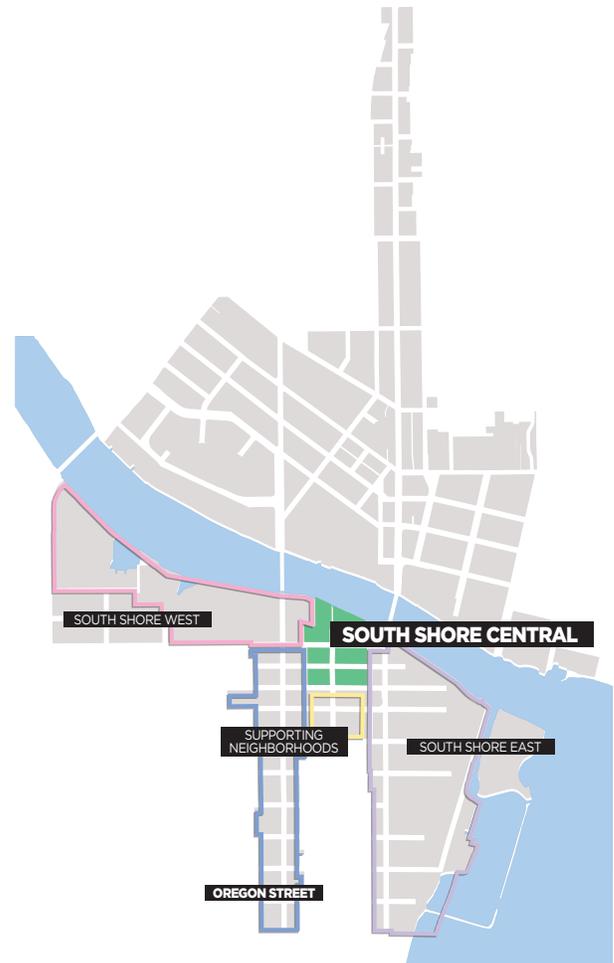
The City should build upon this area's industrial past and draw from its 'Sawdust City' history by preserving the existing industrial feel and warehouse "vibe" by accommodating commercial and residential uses by adaptively reusing historic industrial complimented by thoughtful infill development. This Subarea is also best positioned to catalyze, kick start and unify all of Center City's south shore.

DESIGN/DEVELOPMENT GUIDELINES

- Historic buildings and vacant industrial facilities preserved and enhanced for adaptive reuse
- Development features careful site design to provide a pedestrian-oriented urban environment
- Buildings built to the property line, with little or no front and side yard setbacks
- 1 to 4 story buildings, with ground floors oriented toward the street
- Mixed-use buildings include retail/commercial on the ground floor with residential and office uses on the upper floors
- Inviting storefronts, prominent entrances and entryways, with ample fenestration providing interest along the street and supporting walkability
- Parking located at the rear of buildings, accessed by side streets and rear alley and screened from public right-of-way by a low masonry wall, decorative fencing, and landscaping

DESIRED LAND USE

- Restaurants, cafes, and bars
- Commercial retail and service businesses
- Multi-family residential
- Entertainment and cultural uses
- Hotels and other hospitality uses
- Banks, professional offices, and medical practices
- Marina related storage and service facilities
- Compatible "light" industrial/commercial services uses
- Riverfront public spaces



RELATION TO SURROUNDING DISTRICTS

The South Shore Central borders the following other subareas:

- **South Shore West & East.** The South Shore Subareas should feature similar types of land use but vary in their character and built form. Consideration should be given to ensuring the edges of these two subareas and complimentary and compatible with one another.
- **Oregon Street.** Both the Oregon Street and South Shore Central subareas should feature similar types of land use but vary in their character and built form. Development within the blocks bounded by 7th Avenue, Nebraska Street, 8th Avenue, and Oregon Street should be considerate of adjacent properties, with the aim of creating a seam which visually connects the two areas.
- **Supporting Neighborhoods.** The supporting neighborhood directly southwest of the South Shore Central subarea should be protected from the impact of industrial uses and more intense development.

8. SOUTH SHORE EAST

A mixed-use, pedestrian-oriented district bringing together corporate tenants, entertainment venues, and regional hospitality.

The South Shore East Subarea is largely industrial, with some auto-oriented commercial and single family detached homes. The subarea also includes several light industrial properties on the north shore of the Fox River, east of the Downtown Outer Core subarea. The existing industrial character of this subarea is out-of-place with its surrounding districts and uses are undesired. Two of the most notable sites within the subarea are underutilized and contain vacant structures: Pioneer Island and the Buckstaff Company site. Given the size and prominence of these properties, redevelopment will likely have a significant impact on the subarea.

The City should pursue execution of the Sawdust District Redevelopment Plan, converting South Shore East into an exciting, mixed-use district. As per the redevelopment plan, this would include a stadium, hotel and resort, condominiums, office space, parking deck, and variety of open spaces. Wholesale redevelopment of the area will require parcel consolidation and clearing of vacant industrial facilities. The City should also coordinate with industrial businesses still operating in the area to seek long-term relocation to designated industrial parks within Oshkosh. Redevelopment within the subarea should include pedestrian connections and thoughtful roadway design which provides mobility while minimizing pedestrian-automobile conflicts. To the extent possible, buildings with historic characteristics should be integrated into new development scenarios or moved to a new location within the community.

DESIGN/DEVELOPMENT GUIDELINES

- Historic buildings and vacant industrial facilities preserved and enhanced for adaptive reuse where appropriate and feasible
- Development features careful site design to provide a pedestrian-oriented urban environment
- Buildings built to the property line, with little or no front and side yard setbacks
- 1 to 4 story buildings, with ground floors oriented toward the street
- Mixed-use buildings include retail/commercial on the ground floor with residential and office uses on the upper floors
- Inviting storefronts, prominent entrances and entryways, with ample fenestration providing interest along the street and supporting walkability
- Parking located at the rear of buildings, accessed by side streets and rear alley and screened from public right-of-way by a low masonry wall, decorative fencing, and landscaping



DESIRED LAND USE

- Corporate/Employment uses
- Commercial retail and service businesses
- Multi-family residential
- Entertainment and cultural uses
- Hotels and other hospitality uses
- Banks, professional offices, and medical practices
- Riverfront public spaces

RELATION TO SURROUNDING DISTRICTS

The South Shore East borders the following other subareas:

- **South Shore Central.** The South Shore Subareas should feature similar types of land use but vary in their character and built form. Consideration should be given to ensuring the edges of these two subareas and complimentary and compatible with one another.
- **Supporting Neighborhoods.** The supporting neighborhood directly southwest of the South Shore Central subarea should be protected from the impact of industrial uses and more intense development.

9. OREGON STREET

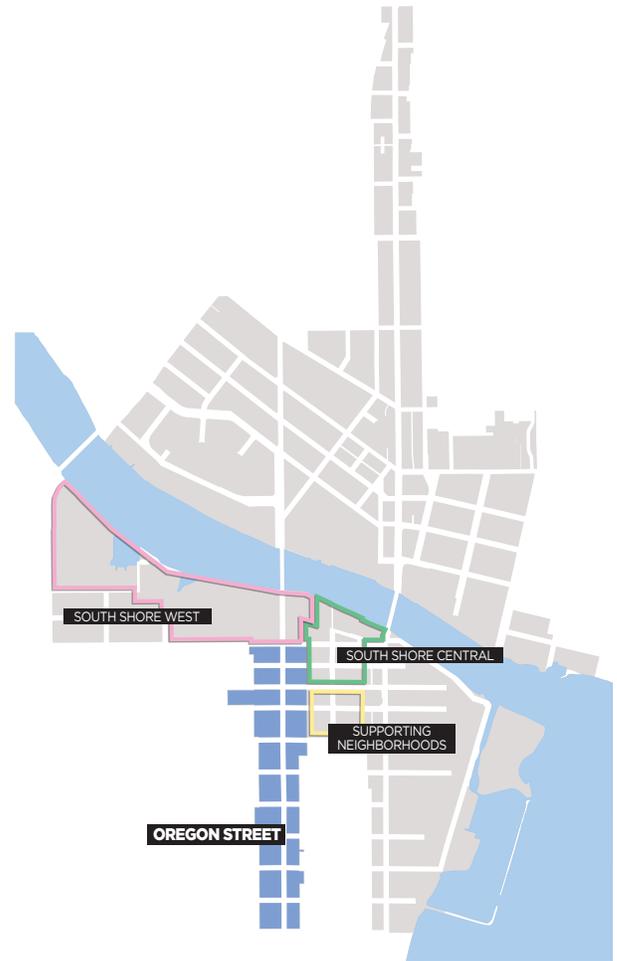
The south shore's "downtown," providing a similar character and range of uses as the Downtown Core.

The Oregon Street Subarea is a linear neighborhood commercial district that functions almost like its own downtown. It is largely defined by commercial or mixed-use properties built to the property line. Uses along the corridor are mostly local businesses catering to Oshkosh residents. On-street parking exists throughout most of the corridor, with on-site parking typically located in surface lots located behind buildings. Single family residential uses can be found along the southern part of the Oregon Street corridor, as well as behind some of the commercial properties that front Oregon Street. Over the years, some traditional inline buildings have been demolished and replaced with surface parking lots or more auto-oriented developments; however, the streetwall remains largely intact.

The City should reinforce the corridor's existing character and encourage mixed-use development. Maintenance and rehabilitation of existing structures should be encouraged, to keep the charm and character of the area. New development should maintain and reinforce the traditional streetwall and provide a variety of retail, service, office, and residential uses. As the area becomes more intensely utilized, consolidated parking area may need to be developed to enhance the economic viability of area businesses. Upper floor residential and office uses are ideal for this area, and rowhouses should be considered a viable infill development option. The City should complete a streetscaping enhancement program for the area that creates a unique and identifiable "district" for the area, improving the appearance of the corridor and better connecting Oregon Street to adjacent neighborhoods.

DESIGN/DEVELOPMENT GUIDELINES

- Buildings located at or near the sidewalk, with no side yard setbacks, creating a consistent streetwall and sense of enclosure
- Mixed-use buildings include retail/commercial on the ground floor with residential and office uses on the upper floors
- 2-5 story buildings, with strong orientation toward the street
- Inviting storefronts with large windows and displays, prominent entrances, and attractive architectural detail providing visual interest
- Buildings with historic and architectural value are preserved and enhanced
- Parking located at the rear of buildings, accessed by side streets and rear alley and screened from public right-of-way by a low masonry wall, decorative fencing, and landscaping



DESIRED LAND USE

- Restaurants, cafes, and bars
- Retail and service businesses
- Multi-family residential (in upper floors)
- Attached Single Family/Rowhomes
- Entertainment and cultural uses

RELATION TO SURROUNDING DISTRICTS

The Oregon Street borders the following other subareas:

- **South Shore West.** The South Shore West and Oregon Street Subareas should feature similar types of uses, but will differ in their character and built form. Consideration should be given to ensuring the edges of these two subareas and complimentary and compatible with one another.
- **South Shore Central.** Both the Oregon Street and South Shore Central subareas should feature similar types of land use but vary in their character and built form.
- **Supporting Neighborhoods.** The supporting neighborhood directly east of the Oregon Street subarea should be protected from the impact of industrial uses and more intense development.

SUPPORTING NEIGHBORHOODS

Providing a mix of high quality residential options in close proximity to Center City, with convenient access to shopping, services, employment, and entertainment.

The Supporting Neighborhoods Subarea consists of residential blocks located alongside, or in the midst of, predominantly commercial or mixed-use districts on the fringe areas of Center City. While neighborhood character may vary slightly by location, generally these blocks are comprised of single-family detached homes, with some townhomes and multi-family development also present. A few properties within the Support Neighborhood district directly north of Church Avenue are included in the Irving – Church Historic District.

The City should take steps to protect supporting neighborhoods from commercial encroachment and other negative impacts caused by adjacent high-intensity uses. This may include screening, buffering, or other regulations to limit potential nuisances. Because these areas are adjacent to commercial/mixed-use areas, there may be pressure over time to redevelop these areas for non-single-family residential uses. While the priority is to maintain these areas for single-family detached homes, infill redevelopment with rowhomes may also be appropriate. In addition, the City should strictly enforce its codes and ordinances and work cooperatively with property owners to ensure residential structures are properly maintained, particularly in areas with high rental occupancy.

DESIGN/DEVELOPMENT GUIDELINES

- Single-family detached houses oriented to the street
- Row Houses oriented to the street
- Variable front- and side-yard setbacks, with a general rhythm and consistency by street and/or block
- Detached or attached garages at the rear of buildings
- Structures vary in age, architectural style, scale, and overall design
- Historic homes are preserved and enhanced

DESIRED LAND USE

- Detached and attached single-family residential
- Public and institutional uses



RELATION TO SURROUNDING DISTRICTS

The Supporting Neighborhoods border several subareas. Supporting neighborhoods should be protected from the impact of commercial, industrial uses and other more intense development. In the long term, supporting neighborhoods may face development pressure given their location.

OPPORTUNITY SITES

Opportunity sites are vacant and/or underutilized parcels where development, adaptive reuse, or redevelopment would have a significant positive effect in Center City Oshkosh. To provide focus, and with the aim of creating a “critical mass” of activity within concentrated areas, 20 sites were identified, mostly in areas with the greatest likelihood of development activity.

Opportunity sites have been broken down into three categories: (1) Value-Add Sites, which include existing structures that should be preserved but activated with expansion, higher occupancy, repositioning, and/or adaptive reuse; (2) Redevelopment Priority Sites, which include development of vacant parcels or demolition of an existing structure for a new structure; and (3) Redevelopment Catalyst Sites, which include large, highly visible and prominent parcels, that if redeveloped would have a catalytic affect on adjacent and surrounding parcels, leading to additional investment.

The City should work with property owners and investors to explore options for future development of opportunity sites. This should include incentives to encourage investment, such as regulatory assistance or a ‘fast-track’ approval process for construction. Where appropriate, the City should work with property owners to consolidate or assemble adjacent parcels which could yield larger, more market-viable redevelopment scenarios. It should be noted that some opportunity sites are already the topic of on-going development projects.

The following pages includes further disucssion and visualization of the four redevelopment priority. All visualizations and proposed land uses are based upon market realities, redevelopment potential, existing conditions, and adjacent uses. They are also reflective of functional subareas and recommendations for preferred uses, site design, and connectivity.

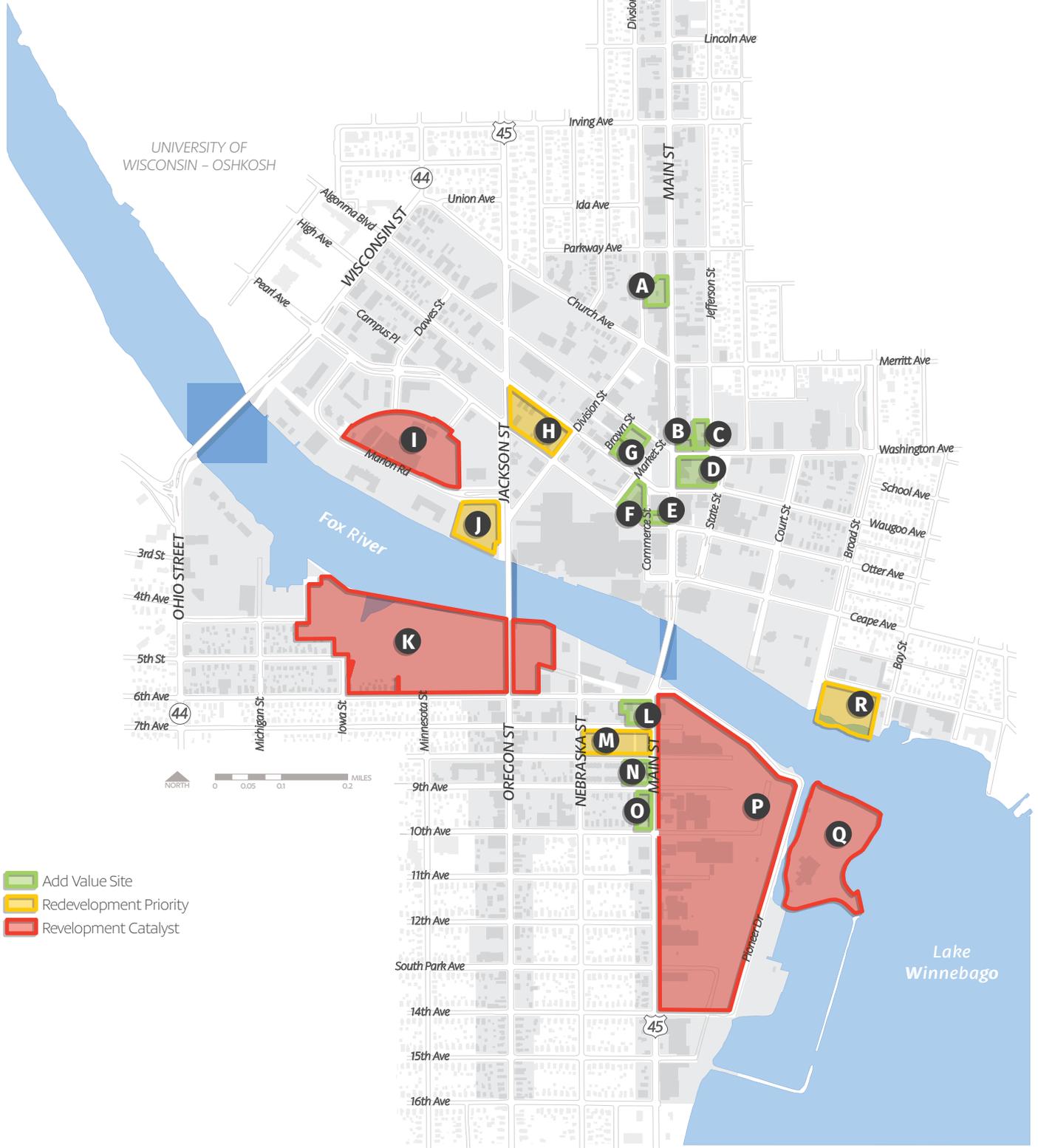
OPPORTUNITY SITES (2016) CENTER CITY OSHKOSH

	TYPE	CURRENT USE	ACREAGE	SUBAREA	CURRENT ZONING	# PARCELS	# OWNERS
A	Value-Add	Parking Lot; Small Office	0.86	Downtown Core	Central Mixed-use	2	2
B	Value-Add	Commercial Building	0.26	Downtown Core	Central Mixed-use	1	1
C	Value-Add	Bank	0.55	Downtown Core	Central Mixed-use	1	1
D	Value-Add	Commercial; Bank; Parking Lot	1.43	Downtown Core	Central Mixed-use	3	3
E	Value-Add	Parking Lot	0.27	Downtown Core	Central Mixed-use	1	1
F	Value-Add	Bank	0.89	Downtown Core	Central Mixed-use	1	1
G	Value-Add	Parking Lot	0.73	Downtown Core	Central Mixed-use	2	2
H	Priority	Motel, Office, Education	2.68	Downtown Outer Core	Urban Mixed-use	12	12
I	Catalyst	Industrial; Vacant	7.65	Marion Road Waterfront	Urban Industrial	4	4
J	Priority	Vacant Lot	2.58	Marion Road Waterfront	Riverfront Mixed-use - RFO	1	1
K	Catalyst	Industrial; Vacant; Residential	36.57	South Shore West	Riverfront Mixed-use - RFO	14	8
L	Value-Add	Commercial	0.75	South Shore Central	Central Mixed-use	7	4
M	Priority	Vacant Lot; Tavern; Garage	2.18	South Shore Central	Central Mixed-use	10	5
N	Value-Add	Industrial; Commercial	0.83	South Shore Central	Central Mixed-use	1	1
O	Value-Add	Industrial; Commercial	0.79	South Shore Central	Central Mixed-use	6	5
P	Catalyst	Industrial; Commercial	39.53	South Shore East	Heavy Ind., Central Mixed-use	25	16
Q	Catalyst	Commercial	15.86	South Shore East	Riverfront Mixed-use - RFO	1	1
R	Priority	Vacant	2.75	South Shore East	Urban Mixed-use - RFO	1	1

RFO: Riverfront Overlay

Source: Houseal Lavigne Associates; City of Oshkosh

CENTER CITY OPPORTUNITY SITES



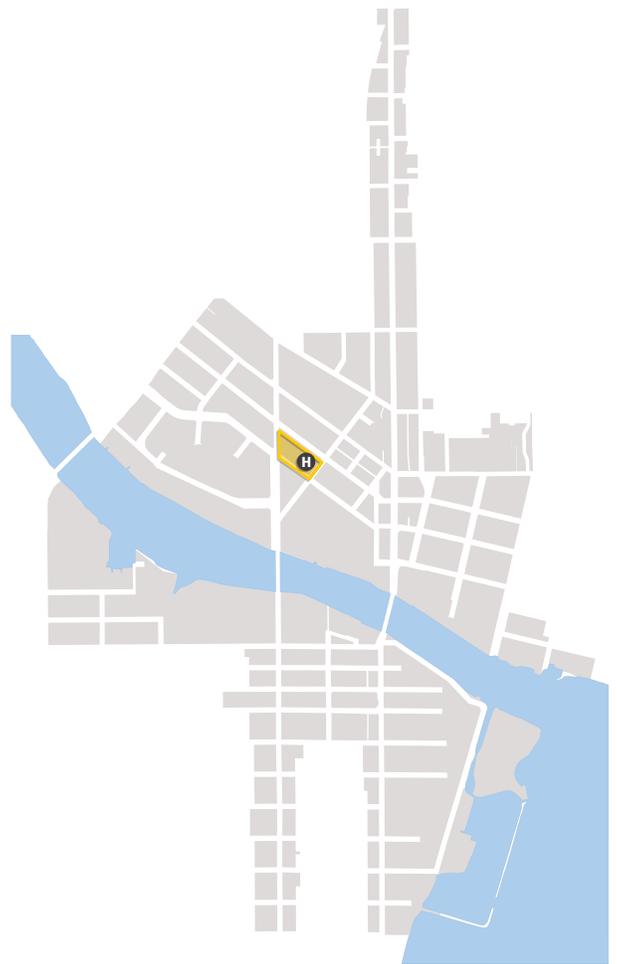
REDEVELOPMENT PRIORITY

SITE H

Located in the Downtown Outer Core Functional Subarea, this site is bound by Jackson Street, Division Street, High Avenue, and Pearl Avenue. The site is currently home to Town Motel, a few small residential structures and office uses, a cosmology school, and an auto repair facility. Collectively, the block represents a redevelopment opportunity that can accommodate significant commercial and residential uses.

In this illustrative development concept, a 4-story residential condominium/apartment building wraps around the western edges of the block along Jackson Street, and a 4-story commercial/office building anchors the eastern end of the block along Division Street. Located in the central portion of the block between the two buildings is a surface parking lot capable of serving both the residential and commercial uses. Depending on the number of residential units and total square footage of commercial/office, structured parking could be included to accommodate increased densities.

Based upon existing market demand, residential development should be mid- to high-range rental product. This could support some affordable units, market rate owner occupied units, or senior living options. The commercial/office structure is best suited as first floor commercial with Class A office product above.



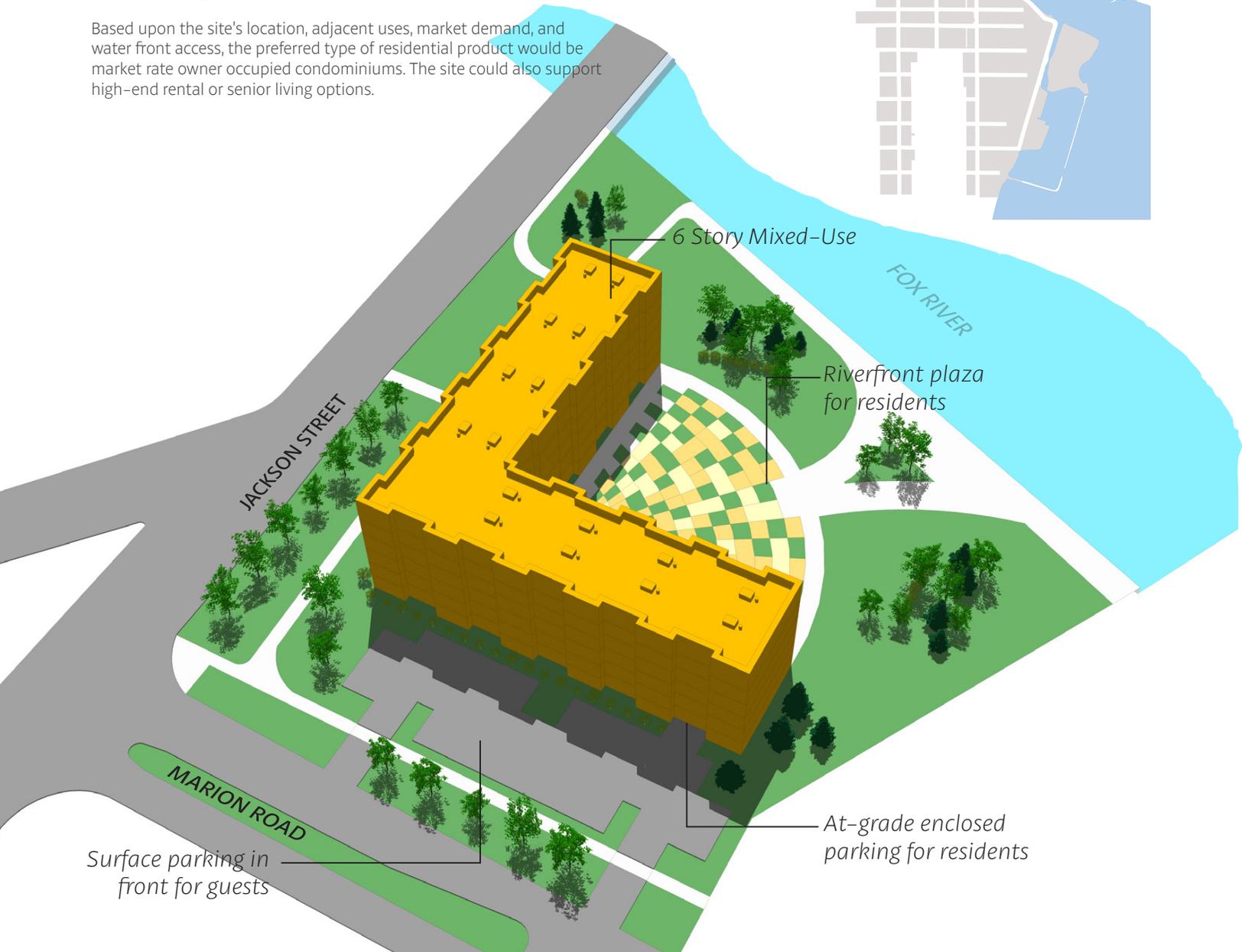
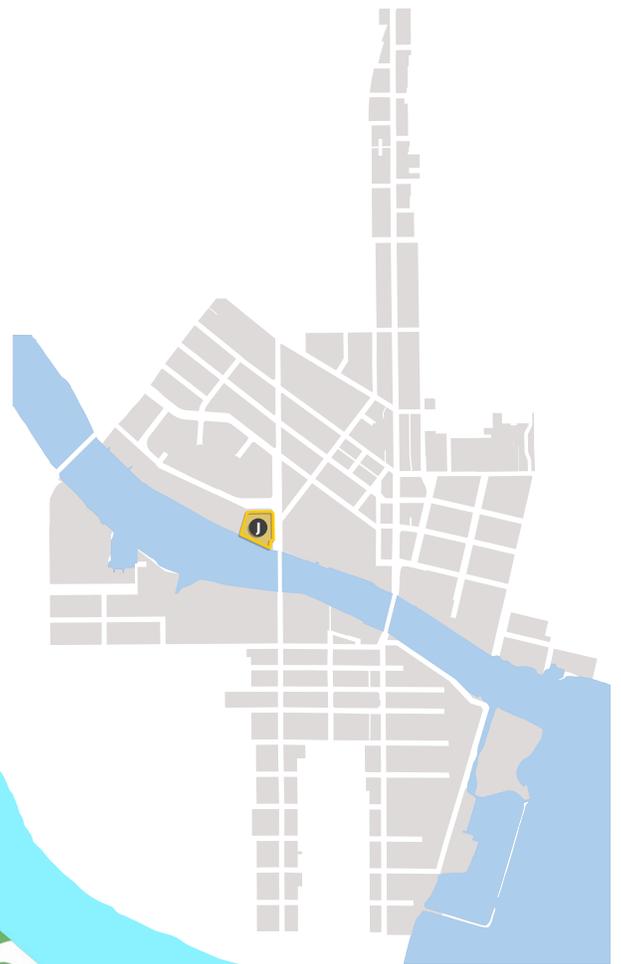
REDEVELOPMENT PRIORITY

SITE J

Located on the corner of Jackson Street and Marion Road, this site provides direct frontage along the Fox River within the Marion Road Waterfront Functional Subarea. The site is approximately 2.58 acres in size and is currently vacant. This is a highly desirable development opportunity site as it provides a waterfront location and proximity to the downtown core.

In this illustrative development concept, a 6-story mixed-use building with first floor commercial and condominiums building above. The building is located on the corner of the site with frontage along both Jackson and Marion. The design of the building maximizes views to the river for residents and provides an inviting open space/plaza along the riverfront. Resident parking is provided with enclosed at-grade parking on the first floor of the building, with guest parking provided in a surface lot along Marion Street.

Based upon the site's location, adjacent uses, market demand, and water front access, the preferred type of residential product would be market rate owner occupied condominiums. The site could also support high-end rental or senior living options.



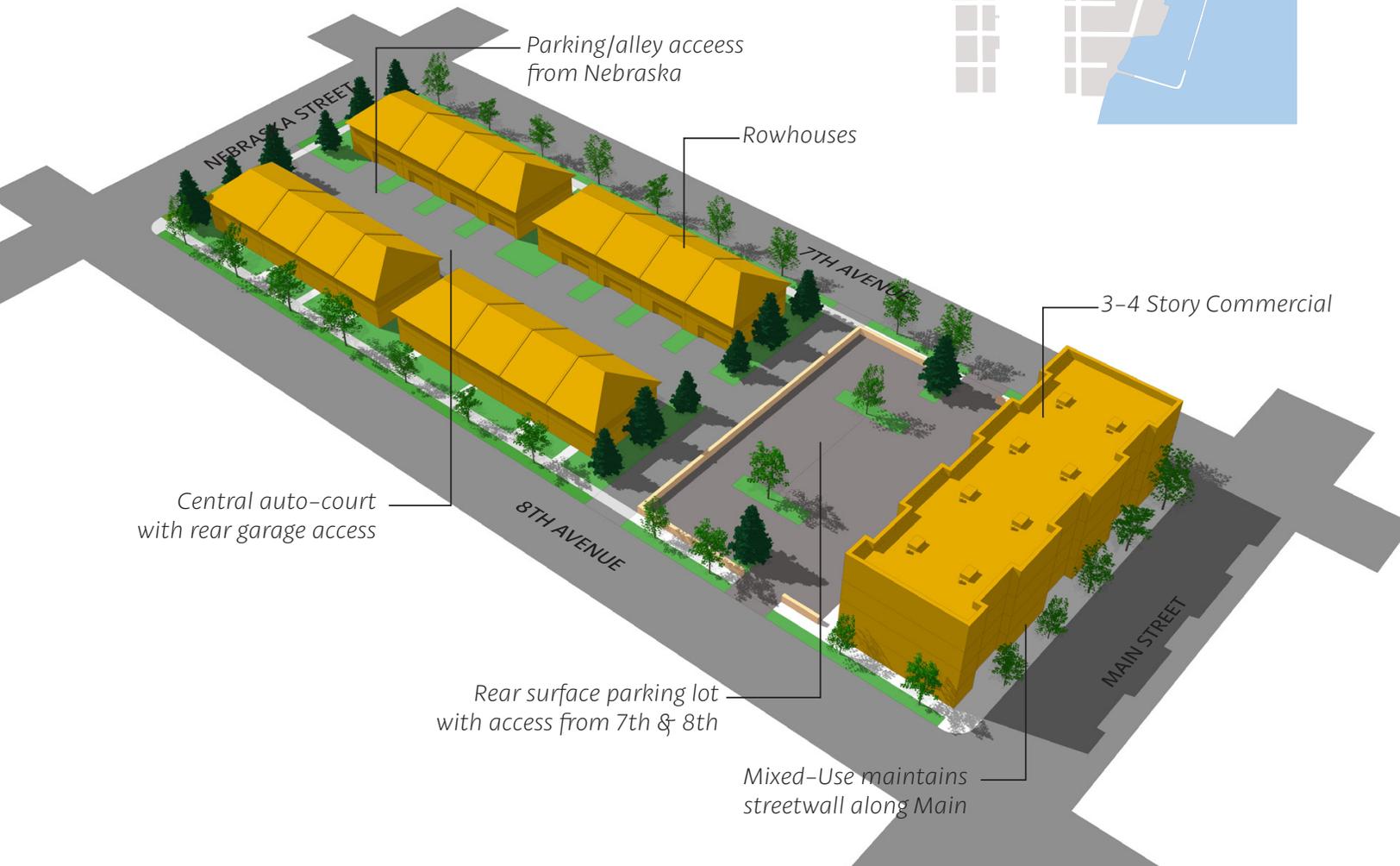
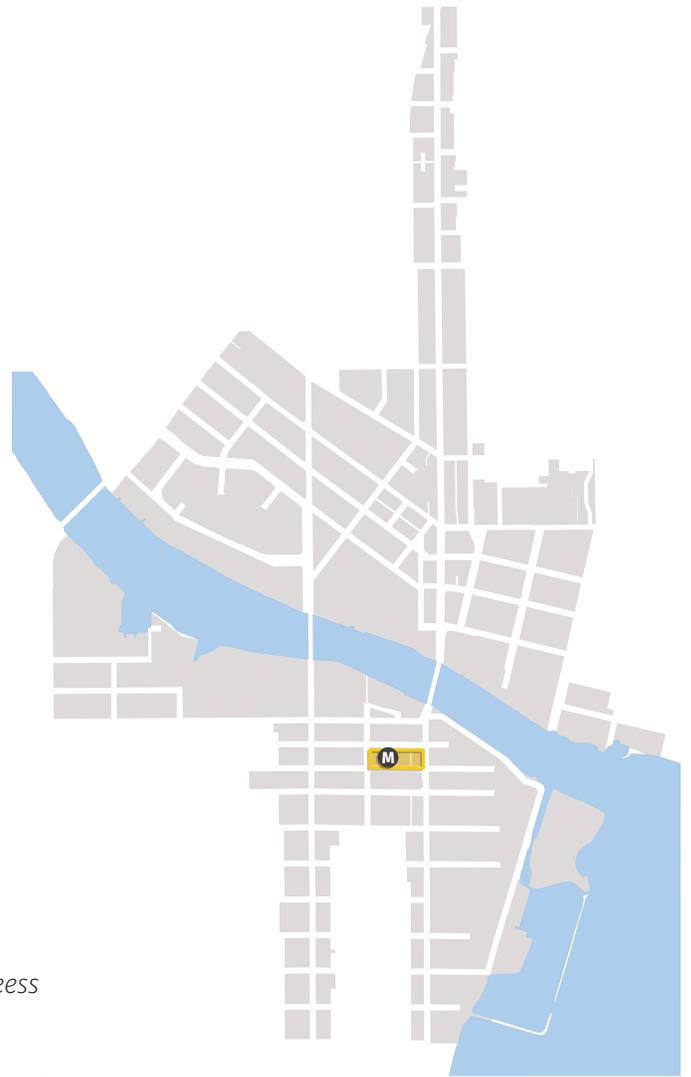
REDEVELOPMENT PRIORITY

SITE M

Located in both the South Shore East and South Shore Central Functional Subareas, this block serves as a transition between two distinct, but adjacent areas, in the Center City. This opportunity site is bound by S. Main Street on the east, Nebraska Street on the west, 7th Avenue on the north, and 8th Avenue on the south. Currently, the majority of the block (eastern portion) is vacant, with a small bar located along Nebraska at the west edge of the block, and a small storage building just to the east of the bar.

Fronting S. Main Street and maintaining a strong streetwall, is a 4-story mixed-use building with commercial/retail on the ground floor and residential and/or office uses on the upper floors. Parking for this building is located in a surface lot just behind (west) of the building, with parking lot access from both 7th and 8th Avenues. To the west, is a rowhouse development with units fronting 7th and 8th avenues. Rear attached garages are accessed via a central driving aisle and auto court, which is accessed from Nebraska, 7th, and 8th.

Given market demand and existing rowhomes on the site, the 3-4 story structure can best support high quality first floor spaces for local commercial businesses. Upper floors should include either Class A office spaces or high-end rental options. Market rate owner-occupied units could also be supported, such as condominiums or lofts.



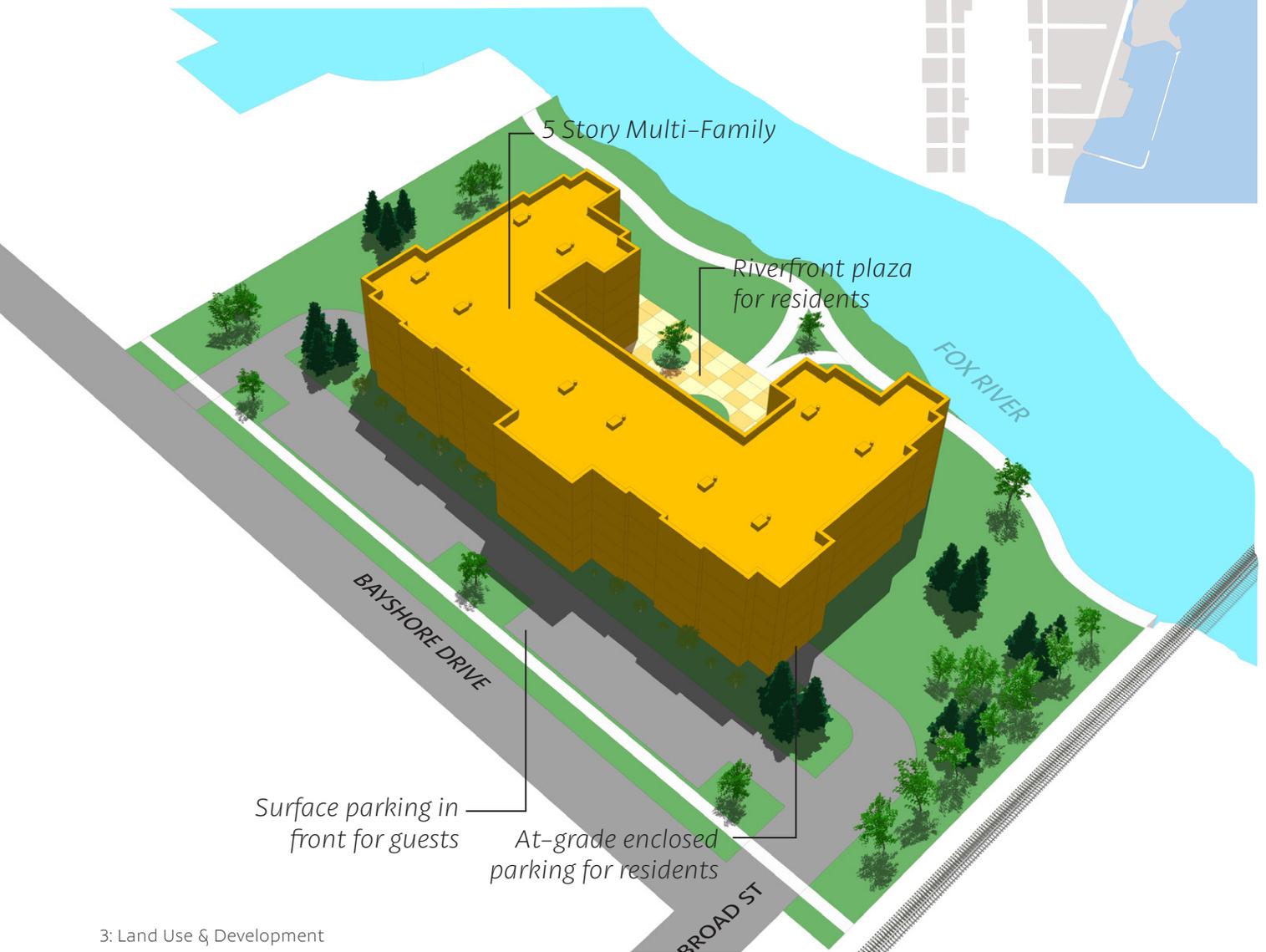
REDEVELOPMENT PRIORITY

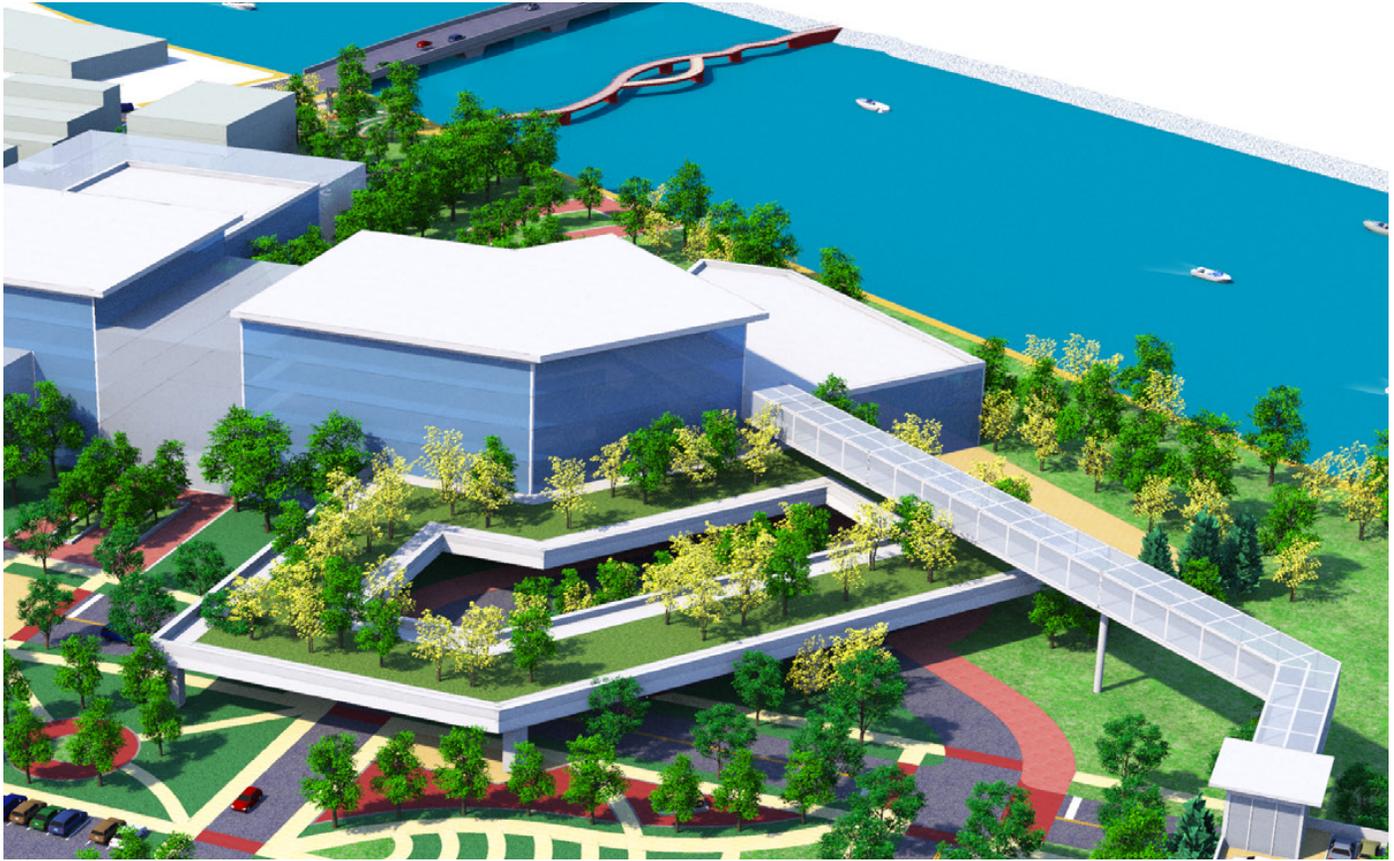
SITE R

Located along the Fox River in the South Shore East Functional Subarea, this development opportunity site is ideally suited for riverfront residential development. This primarily vacant site is located at the corner of Broad Street and Bay Shore Drive, just east of the railroad tracks and adjacent to the Downtown Outer Core Functional Subarea.

This illustrative development concept shows a 5-story multi-family building with at-grade enclosed parking on the first floor, with 4 floors of residential on the upper floors. Guest parking is provided in a surface lot to the north of the building along Bay Shore Drive. The development is set in an open riverfront environment, with a riverfront plaza and riverwalk trail for residents.

Given the location of this site, adjacent uses, and market demand, the preferred type of residential product would be market rate owner occupied condominiums; however, the site could also support high-end rental or senior living.





REDEVELOPMENT CATALYSTS

Redevelopment of formerly industrial properties into residential, mixed-use, and commercial uses has been occurring incrementally for several decades, stretching back to the opening of the Park Plaza Mall in July 1970 and the more recent residential development along Marion Road and Pearl Avenue. The potential redevelopment of vacant sites provides the City with a rare chance to shape the City’s future in a big way. Further, redevelopment opportunities such as these do not come along often and will have a lasting effect on the community for generations to come.

These key redevelopment sites and projects include:

- The Morgan Company Site (formerly a door manufacturer)
- The Lamico Mobility Products Site (formerly a crutch manufacturer)
- The Buckstaff Edwards Company Site (formerly a casket and furniture manufacturer)
- Pioneer Island (formerly a resort)

The City should take a very active role in the future use, site design, and overall planning of these redevelopment sites. This will include final review of a development proposal; however, the City should become involved as early as possible in the process. Given the importance and impact of these projects, the City should provide regulatory assistance and work collaboratively with potential developers and property owners. This will help ensure that the final product marries City and developer priorities in a way which will benefit the Center City for decades to come.

Where appropriate, guidance has been provided as to the site’s preferred role within the study area and the desired style of development. Several broad elements should be encourage across all key redevelopment sites and future opportunities sites within the Center City, including:

- Have an “urban” site design and architecture that fits into the existing fabric of the center city.
- Include residential units that can meet pent up residential demand and increase density.
- Provide amenities or experiences that are currently lacking in the Center City and do not detract from existing uses and businesses.
- Include quality office space that could support new office tenants and accommodate expansion of existing businesses.
- Have an engaging relationship with the waterfront, including open spaces and attractive vista and view corridors to and from the water.

Pioneer Island (Q)

Pioneer Island is located east of Pioneer Drive, south of the confluence of the Fox River and Lake Winnebago, within the South Shore East subarea. Previously a resort, operations have since ceased and the facilities remain vacant.

Moving forward, the City should use the Sawdust District Redevelopment Plan as a guide for redeveloping Pioneer Island as a new resort or entertainment-based facility, possibly including boat slips, restaurants, lodging, entertainment, residential units, and more. Given the unique location and high visibility of this site, it should be developed as a pinnacle development and focal point for the Center City, providing beautiful views of the lake and welcoming individuals traveling into the community from the water.



The Morgan Company Site (K)

As of the drafting of this document, the Morgan Company Site is being used by Oshkosh Corporation for vehicle storage, however, plans are underway to redevelop the site. The new development, called the Morgan District, would be a mixed-use district comprised of a grocery store, commercial uses, multi-family units, condominiums, and townhomes.

The City should continue to seek execution of this development utilizing best practices to create a pedestrian-oriented, mixed-use district. Completion of the project will dramatically alter the Center City and place a significant emphasis on the south shore. As such, the City should carefully review all proposed site designs to ensure final construction results in an attractive, high quality, and inviting development along the river. In particular, the Riverwalk should be thoughtfully integrated to the development as an example of riverfront development in the future.

The Lamico Mobility Products Site (I)

The Lamico Mobility Products Site is located at the center of the Marion Road Waterfront functional subarea. Previously home to Lamico Mobility Products, a crutch manufacturer, operations have since ceased and the facility remains vacant. Given its location, the redevelopment of this site will have a significant impact on the surrounding area and should set a standard for future development within the Marion Road Waterfront subarea. As of the drafting of this Plan, the City has received a development proposal for this site.

New investment should be pedestrian-oriented, mixed-use, and include some form of public space. The City should work with potential developers to explore options for a public plaza, pocket park, or other form of public space to be included as part of redevelopment. Additionally, this should include a connection

to the Oshkosh Riverwalk and other adjacent residential developments. This would help create a public gather space at the center of the subarea which contributes to a more neighborhood friendly environment. Adaptive reuse of the existing facility is not recommended for this site given the nature of uses in the surrounding area.

The Buckstaff Company Site (P)

The Buckstaff Company Site is located just east of Main Street between 11th Avenue and South Park Avenue, within the South Shore East subarea. Previously home to the Buckstaff Company, a casket and furniture manufacturer, operations have since ceased and the facilities remain vacant. As of the drafting of this Plan, the City has received a development proposal for part of this site, which is reflective of visualizations included in the Sawdust District Redevelopment Plan. This development is now under construction.

Moving forward, the City should continue to utilize the Sawdust District Redevelopment Plan for this site to guide redevelopment, either individually or as part of a larger redevelopment project. This site is large enough to accommodate a range of large-scale development not accommodated in most parts of the Center City. As such consideration should be given to larger uses that require a greater land area, such as corporate/office complexes, large entertainment venues, and more. New investment should be pedestrian-oriented, provide a mix of uses, and help to bridge the gap between residential neighborhoods and the Lake Winnebago waterfront. In addition, new development should be considerate of existing uses, including residences, on the west side of Main Street. Development on this site will have a significant impact on the appearance of the south shore and provide an example for future development within the subarea.

SAWDUST DISTRICT REDEVELOPMENT PLAN

Conceptual Visualization





- 1. Pedestrian gathering area
- 2. Riverwalk at breakwall
- 3. Open space and trails
- 4. Condos
- 5. Existing boat house
- 6. Existing boat docks
- 7. Pedestrian bridge connecting to the riverwalk at breakwall
- 8. Existing boat storage area
- 9. Existing railyard
- 10. Parking for the temporary stadium, trails, and open space
- 11. Temporary stadium (potential recreational facility)
- 12. Parking for the permanent stadium and open space
- 13. Parking deck for permanent stadium, recreational facility, trails and open space
- 14. Permanent stadium
- 15. Trails and open space
- 16. Hotel / resort
- 17. Access point to pioneer island
- 18. Condos
- 19. Restored native planting area, trails, and waterfront access
- 20. Pedestrian bridge
- 21. Parking deck (screen railyard)
- 22. Parking for Stadium and mixed use development along Main Street
- 23. Plaza and open space
- 24. Mixed use development (retail/restaurants on the ground floor with office/residential above)
- 25. Primary entry to class A office building
- 26. Overhead walkway
- 27. Class A office building
- 28. Patio space overlooking the waterfront and Downtown Oshkosh
- 29. Mixed use infill development along Main Street
- 30. Gateway feature and plaza space announcing the entrance into the Sawdust District
- 31. Pedestrian bridge connecting Sawdust District to Downtown Oshkosh and waterfront trails



4

ECONOMIC DEVELOPMENT & COMMERCIAL AREAS

This section of Imagine Oshkosh focuses on those components most important to maintaining, reinforcing, and improving the Center City as an economic engine for the community. The three primary goals that drive this focus of the plan include: 1) Establishing a critical mass of commercial uses in the Center City; 2) Promoting mixed-use development within Center City as a means of establishing commercial uses and the supporting residential densities; and 3) Attracting employers and jobs to the Center City.

These recommendations clearly elevate the importance of the Center City as an employment hub, and activity and commerce center. This section includes a detailed retail analysis of the region and identifies the types, locations, and potential for new development that will take advantage of the downtown's regional position. This section not only identifies opportunities for new uses and development, but stresses the importance of reactivating the existing building stock for the mixed-use. When taken together, these primary objectives will substantially improve the economic strength and position of the Center City.

ECONOMIC DEVELOPMENT & COMMERCIAL AREAS GOAL

ESTABLISH A CRITICAL MASS OF COMMERCIAL USES

Successful downtowns are activity hubs consisting of a mixture of offices, residences, restaurants, entertainment venues, outdoor spaces, recreation areas, shopping, and civic uses. This creates activity on the street with people walking, biking, dining, spending time in the park, and attending events and festivals. Such bustle and interaction is what draws people to downtowns across the country and provides them a unique sense of place. The level and type of activity within Center City Oshkosh varies by location, time of day, day of the week, and season. Activity tends to peak during the summer months and weekends with events and festivals such as shows at the Grand Opera House, concerts at the Leach Amphitheatre, and the Oshkosh Farmers Market. Establishing a critical mass of activity requires aligning multiple public and private investments that can strengthen one another. If activity is too widely dispersed, investment can be diluted, creating small pockets of activity that fail to add up to something larger. As such, the City should target specific locations in the study area to consider for development and encourage uses that will generate critical mass and support greater activity in the Center City.

RETAIL MARKET OVERVIEW

Central to the establishment of critical mass within the Center City will be the growth of commercial uses, including retail and service businesses. These uses support residents, generate regular activity, make the Center City livable, and contribute to a unique retail experience and sense of place which will attract individuals from across the region. A thorough understanding and analysis of the Center City's retail market is necessary to determine how critical mass can be directed and achieved.

The existing retail mix is relatively healthy, with a diversity of shops catering to different needs and populations. In 2016, Center City Oshkosh contained 130 retail businesses, including 51 bars and restaurants, and annual retail sales were estimated at roughly \$62 million dollars. The character, scale, and type of retail varies throughout the study area, with more auto-oriented retailers on the northern fringe of the study area and boutique retail and restaurants mostly concentrated within the Downtown Core and Oregon Street functional subareas.

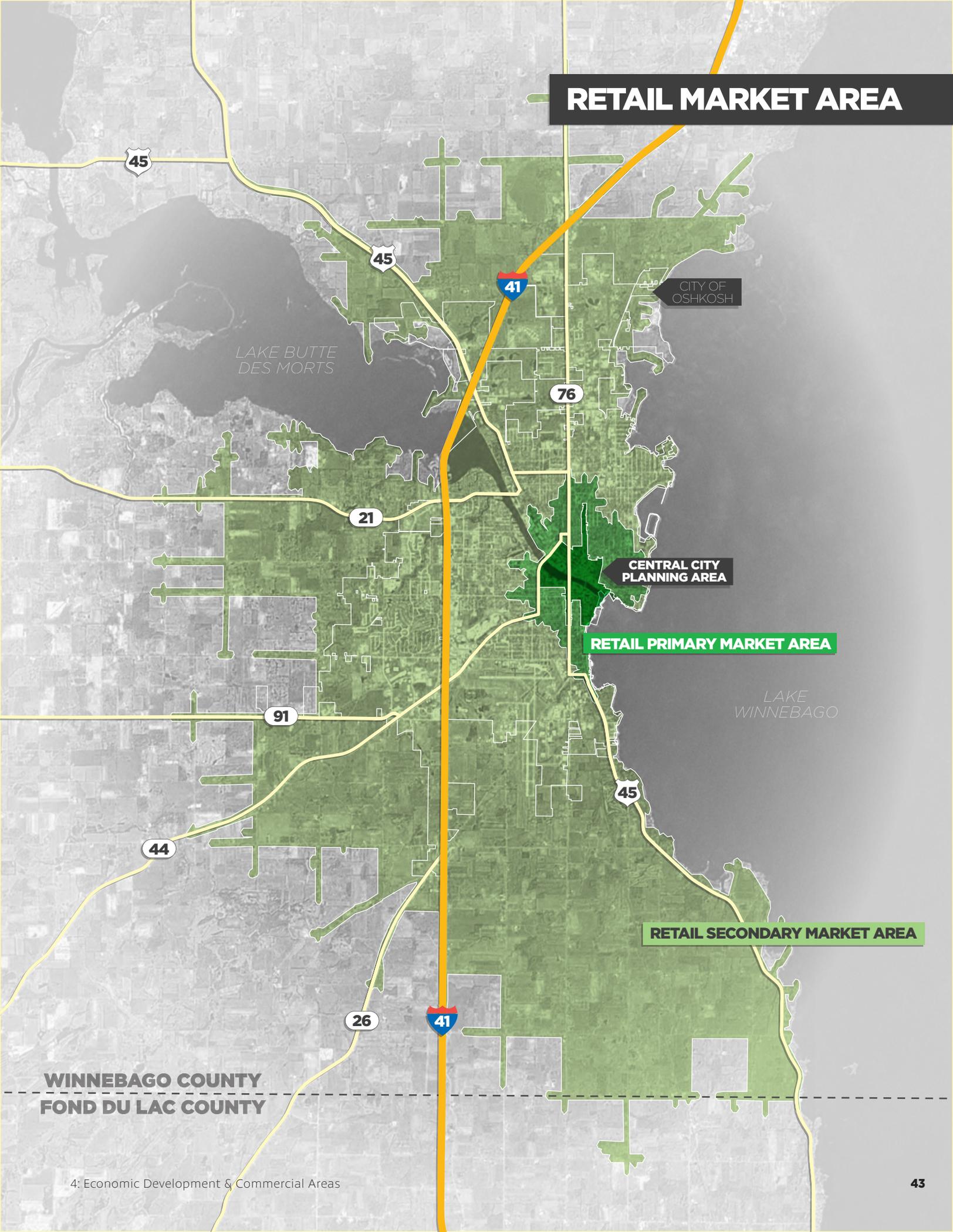
Today, the growth of online shopping through retailers such as Amazon has impacted local shopping habits and reduced reliance on physical stores. The retail opportunity within Center City Oshkosh lies in the ability to provide (a) much needed day-to-day services for residents and employees and (b) unique products, experiences, and atmospheres that cannot be obtained online or in big-box locations.

RETAIL SNAPSHOT (2016)
CENTER CITY OSHKOSH, DOWNTOWN APPLETON,
DOWNTOWN FOND DU LAC, AND DOWNTOWN NEENAH

	CENTER CITY OSHKOSH	DOWNTOWN APPLETON	DOWNTOWN FOND DU LAC	DOWNTOWN NEENAH
Population (Residential)	2,784	2,763	1,758	886
Primary Workers (Any Industry)	5,512	9,656	3,114	6,084
Retail & Food/Drink Sales*	\$62,506,474	\$81,858,126	\$48,499,317	\$28,262,770
Retail Businesses	130	145	72	47
Home Improvement Stores	5	3	1	1
General Merchandise Stores	2	2	1	1
Food Stores	8	5	6	2
Auto-Related Stores	5	7	4	3
Apparel & Accessory Stores	12	6	3	3
Furniture and Home Furnishing Stores	8	14	7	4
Eating & Drinking Places	51	66	21	22
Miscellaneous Retail	40	42	29	11

*Excludes Non-Store Retailers (ex: automated vending, online sales, catalogue sales, telephone solicitations)
 Source: Houseal Lavigne Associates; ESRI Business Analyst

RETAIL MARKET AREA



WINNEBAGO COUNTY
FOND DU LAC COUNTY

COMPETITION

Center City Oshkosh performs a dual function, providing for the day-to-day needs of residents while also serving an employee population and those visiting for events, dining, boutique shopping, and more. As such, Center City Oshkosh serves several target groups of patrons.

- Within a 5-minute drive of the core of the Center City (primary market area), there is virtually no retail and dining competition, making the Center City the primary day-to-day retail option for the population within the core.
- Within a 15-minute drive (secondary market area), retail and dining competition is robust along the I-41 corridor between exits 116 and 119, with chain businesses such as, Best Buy, Buffalo Wild Wings, Walmart, and Target.

UNDERSTANDING THE GAP

Simply put, a gap analysis compares retail sales (“supply”) with what consumers spend (“demand”) within a market area. When consumers spend more than businesses earn (demand > supply) in the market area, consumers are spending dollars outside of the area. This is referred to as “leakage”. Typically, market areas with leakage are potential opportunities for growth, as local demand for these goods and services already exists but is unmet by existing supply.

Conversely, when retail sales are more than consumers spend (supply > demand) in a market area, the market is saturated with customers from both within and outside the area. This is referred to as a “surplus”. As the market is oversupplied with spending, a retail category with surplus is challenging for new retail development.

Primary Market Area: Undersupplied by \$62.6 Million

It is estimated that there is unmet demand for retail goods and services totaling approximately \$62.6 million. The primary market area (5 minute drive time) contains 8,727 households in 2016 and total retail demand is estimated at \$226 million. Many categories are experiencing some level of leakage, including Grocery Stores, Health & Personal Care Stores, and General Merchandising Stores.

Secondary Market Area: Oversupplied by \$70.9 Million

It is estimated that there is an oversupply of retail goods and services totaling \$70.9 million. The secondary market area (15 minute drive time) contains 30,844 households in 2016 and total retail demand is estimated at \$988 million. Relative to the primary market area, it is more oversupplied, albeit there are retail groupings that are undersupplied, including Furniture and Home Furnishings, Electronics and Appliance Stores, Health and Personal Care Stores, and Other General Merchandise Stores.

DEVELOPMENT POTENTIAL

Annual sales-per-square foot can be utilized to translate leakage dollars into development potential. While sales per square foot vary by individual retailer and industry, general assumptions of supportable square footage can be made by using an industry benchmark of \$200 to \$400 per square foot. For purposes of this analysis, \$400 was utilized for a more conservative approach that does not overstate retail demand.

Data indicates unmet demand for new retail development in both primary and secondary markets. There are some categories that demonstrate potential market support for additional retail development. Some of the retail that the Center City may be best positioned to capitalize include:

- Grocery Stores, with leakage of \$14.3 million (43,357 supportable square feet)
- Limited Service Eating Places, with leakage of \$2.6 million (6,520 supportable square feet)
- Health & Personal Care Stores, with leakage of \$10.8 million (27,023 supportable square feet)
- General Merchandise Stores, with leakage of \$37.4 million (93,446 supportable square feet).

RETAIL GAP ANALYSIS SUMMARY
CENTER CITY OSHKOSH - 5 & 15 MINUTE DRIVETIME (2016)

SUMMARY DEMOGRAPHICS

	5 MINUTE DRIVETIME	15 MINUTE DRIVETIME
2016 Population	23,282	76,170
2016 Households	8,727	30,844
2016 Median Disposable Income	\$27,901	\$36,248
2016 Per Capita Income	\$17,090	\$24,850

SUMMARY

RETAIL GAP (\$M)

	5 MINUTE DRIVETIME	15 MINUTE DRIVETIME
Total Retail Trade and Food & Drink	\$62.6	-\$70.9
Total Retail Trade	\$70.5	-\$63.7
Total Food & Drink	-\$7.9	-\$7.2

INDUSTRY GROUP

	RETAIL GAP (\$M)	SQ. FT. POTENTIAL ¹	RETAIL GAP (\$M)	SQ. FT. POTENTIAL ¹
Auto Parts, Accessories, & Tire	\$1.6	4,057	(\$9.8)	(24,574)
Furniture & Home Furnishings Stores	\$4.2	10,471	\$14.0	34,964
Furniture Stores	\$3.1	7,754	\$12.2	30,524
Home Furnishings Stores	\$1.1	2,717	\$1.8	4,440
Electronics & Appliance Stores	\$1.7	4,327	\$15.7	39,301
Bldg Materials, Garden Equip. & Supply Stores	(\$1.8)	(4,524)	(\$30.8)	(77,124)
Building Material and Supplies Dealers	(\$3.7)	(9,321)	(\$32.2)	(80,488)
Lawn and Garden Equipment and Supplies Stores	\$1.9	4,797	\$1.3	3,364
Food & Beverage Stores	\$14.3	35,742	(\$7.3)	(18,159)
Grocery Stores	\$17.3	43,357	(\$14.5)	(36,323)
Specialty Food Stores	(\$2.2)	(5,625)	\$3.6	8,935
Beer, Wine, and Liquor Stores	(\$0.8)	(1,991)	\$3.7	9,230
Health & Personal Care Stores	\$10.8	27,023	\$16.3	40,861
Gasoline Stations	\$2.6	6,475	(\$6.2)	(15,508)
Clothing and Clothing Accessories Stores	(\$1.8)	(4,516)	\$1.3	3,249
Clothing Stores	(\$1.5)	(3,837)	\$3.4	8,464
Shoe Stores	\$1.1	2,711	(\$4.5)	(11,184)
Jewelry, Luggage, and Leather Goods Stores	(\$1.4)	(3,391)	\$2.4	5,969
Sporting Goods, Hobby, Book, and Music Stores	(\$1.3)	(3,126)	(\$0.2)	(570)
Sporting Goods/Hobby/Musical Instrument Stores	\$1.0	2,474	\$0.0	111
Book, Periodical, and Music Stores	(\$2.2)	(5,600)	(\$0.3)	(681)
General Merchandise Stores	\$37.4	93,446	(\$2.5)	(6,234)
Department Stores Excluding Leased Depts.	\$32.7	81,874	(\$23.1)	(57,835)
Other General Merchandise Stores	\$5.6	13,879	\$20.6	51,601
Miscellaneous Store Retailers	\$2.8	6,893	(\$54.2)	(135,536)
Florists	\$0.2	580	(\$3.6)	(8,966)
Office Supplies, Stationery, and Gift Stores	\$0.7	1,708	(\$0.0)	(29)
Used Merchandise Stores	(\$0.3)	(782)	\$0.7	1,702
Other Miscellaneous Store Retailers	\$2.2	5,387	(\$51.3)	(128,243)
Food Services & Drinking Places	(\$7.9)	(19,739)	(\$7.2)	(17,967)
Full-Service Restaurants	(\$4.1)	(10,264)	\$1.7	4,215
Limited-Service Eating Places	\$2.6	6,520	(\$5.2)	(13,049)
Special Food Services	\$0.0	83	\$1.2	3,082
Drinking Places – Alcoholic Beverages	(\$6.4)	(16,078)	(\$4.9)	(12,215)

Non-Store Retailers, Automotive Dealers, and Motor Vehicle Dealers excluded from analysis.

¹ Potential based on an average annual sales per-square-foot of \$400.

Totals are subject to rounding errors.

Source: ESRI Business Analyst; Houseal Lavigne Associates

CENTER CITY VACANCY

The City should guide infill development and investment within the Center City to reduce overall vacancy but, more importantly, break up clusters of vacant parcels and properties. This will help to limit the visual impact of vacancy within the study area and contribute to greater critical mass.

Within the Center City, only 12.5% of parcels are vacant and only 2.3% of buildings are fully vacant. Roughly one in ten buildings are either fully vacant, partially vacant, or underutilized, based upon field reconnaissance and assessment data provided by the City. From a perception standpoint, vacancy can often seem more acute due to the concentration of vacancy within a few areas and several very prominent sites being vacant or underutilized.

The conversion of vacancies into new development can help improve resident's impressions of the Center City, demonstrating the City's dedication to the area and the potential for new investment. In general, infill development should be guided to properties south of the Fox River where the largest clusters of vacant properties and buildings are found. However, the completion of major development projects, such as the Morgan Door site, will greatly decrease the appearance of vacancy south of the River and should help attract further investment.

IMAGINE OSHKOSH VACANCY SNAPSHOT (2016)

CATEGORY	NUMBER	PERCENT OF STUDY AREA
Vacant Parcels	66 parcels	12.5% (acreage)
Fully Vacant Buildings	25 buildings	2.3% (buildings)
Partially Vacant Buildings	73 buildings	6.8% (buildings)

SHORT-TERM USES

As discussed, often the appearance of vacancy, rather than vacancy itself, can be more damaging to activity within a community's downtown. To limit this visual impact, the City should explore opportunities for short-term uses to occupy vacant properties by creating activity on otherwise underutilized properties. Temporary uses could include urban farms, pocket gardens, pop-up markets, public plazas, or public art installations.

Further, these spaces can be seen as 'workshops' to test new ideas on a short-term basis and determine if more permanent development is viable. For example, the City could set up a temporary dog park on a vacant property and measure activity and frequency of uses. This would help to determine the feasibility of developing a permanent dog park in the Center City prior to permanent development. The City should coordinate with property owners to seek these types of temporary uses which will contribute to critical mass within the Center City.

VACANT LOTS & BUILDINGS



CRITICAL MASS PRIORITY AREAS

Based upon market demand, vacancy, and existing conditions, critical mass priority areas have been established within the Center City. These areas indicate where future development and investment will have the greatest impact and support increased activity. The City should work with developers to encourage investment within these areas. This can include new construction as well as infill projects, renovation, or adaptive reuse. It is important to note that the City should not discourage development outside of these areas. Rather, critical mass priority areas should be emphasized as preferable for development. The City should consider offering incentives which will encourage development within the critical mass priority areas, such as regulatory assistance or a 'fast-track' approval process. Critical mass priority areas include the following:

DOWNTOWN OUTER CORE

The Downtown Outer Core should be the City's top priority for new investment and development moving forward. This area completely surrounds the Downtown Core, the most active district of the Center City and the largest concentration of critical mass. However, the lack of critical mass within the Downtown Outer Core directly negates that in the Downtown Core and contributes to an impression of vacancy or inactiveness within the Center City. New development within the Downtown Outer Core should help to round out a concentration of critical mass, activity, and vitality at the community's core. Over time, this district should also be the beneficiary of developing expanding outward as the Downtown Core sees continued investment.

DOWNTOWN CORE

Overall, the Downtown Core already has the greatest concentration of critical mass within the Center City. However, this area functions as the heart of the Oshkosh community. As such, the City should continue to encourage development within this area and build on the existing critical mass. Over time, investment within the Downtown Core should expand outward, helping to generate greater critical mass in the surrounding districts, in particular the Downtown Outer Core.

SOUTH SHORE CENTRAL

The South Shore Central area acts as a gateway from districts south of the Fox River into the heart of the Center City. As such, investment here will have a significant impact on the appearance of the Center City and can serve as a transition to the higher density development north of the river. Further, the area is sandwiched between the South Shore West and South Shore East functional subareas, which could be the site of major development projects in the next 5-10 years. Critical mass within the South Shore Central subarea will help to link these development projects through a unique and existing district.

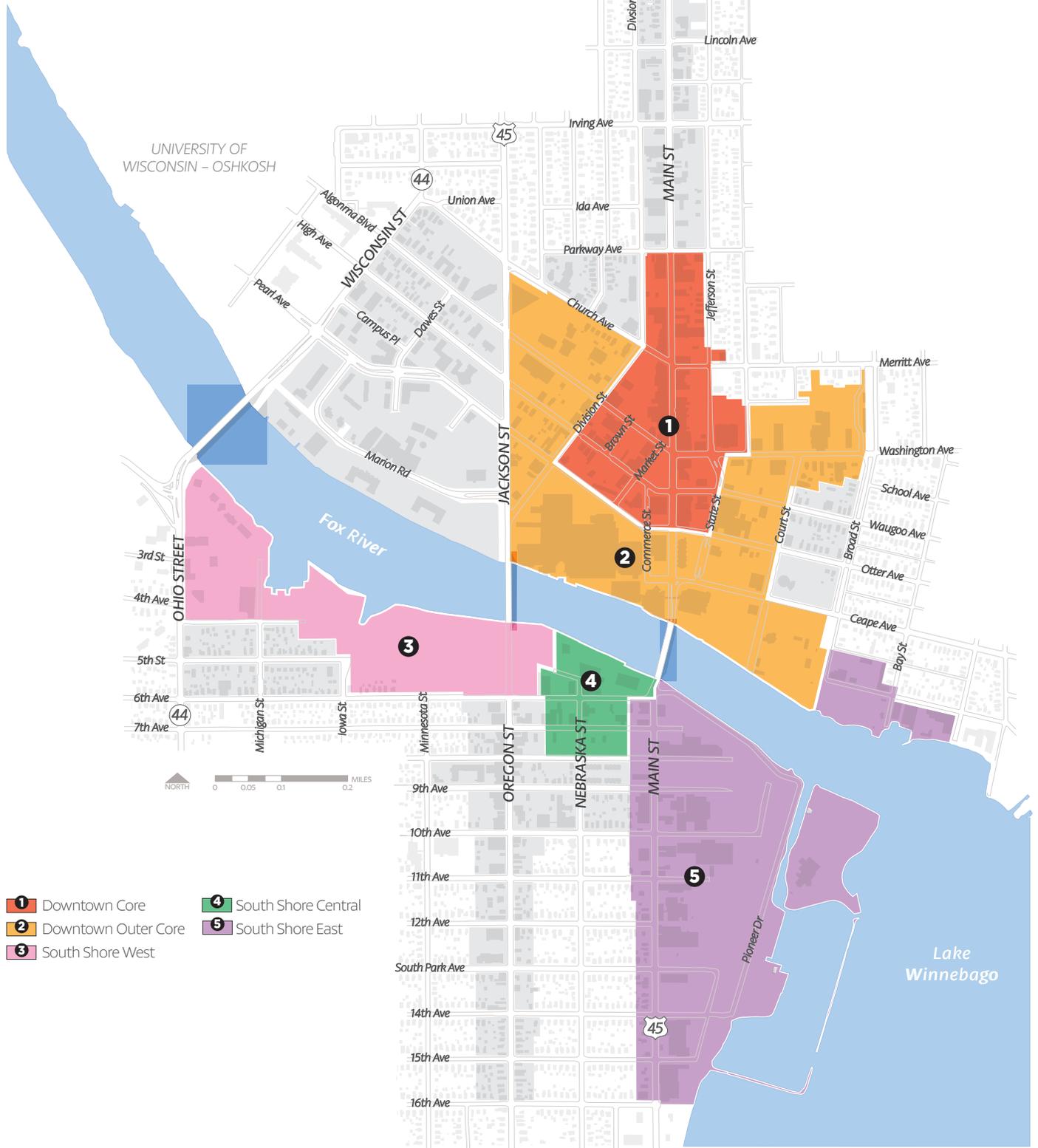
SOUTH SHORE WEST

The South Shore West is largely defined by the vacant 27-acre Morgan Door site, and is already planned for a mixed-use district comprised of a grocery store, commercial uses, multi-family units, condominiums, and townhomes, to be called the Morgan District. This will certainly bolster the critical mass of the Center City and set the tone for large scale investment south of the river.

SOUTH SHORE EAST

Containing some of the largest parcels with development potential in the Center City, the South Shore East area represents an incredible opportunity for transformative and critical mass contributing development. Similar to the vacant Morgan Door site, the vacant Pioneer Island and the Buckstaff Company sites present a scale of development and investment not found in other areas of the Center City. The South Shore East area is uniquely positioned to accommodate large office/corporate uses, waterfront hospitality uses, recreation and entertainment uses, and retail and dining uses along Main Street.

CENTER CITY CRITICAL MASS PRIORITY AREAS



- 1 Downtown Core
- 2 Downtown Outer Core
- 3 South Shore West
- 4 South Shore Central
- 5 South Shore East

PREFERRED USES TO BUILD CRITICAL MASS

Based upon the retail market and Center City economy, the City should attract the following preferred uses in order to generate activity within the priority areas:

- Large-scale corporate/office campus, bringing jobs and employment opportunities to the Center City, helping to support local retail, restaurant, and service uses, as well as igniting investment in residential areas of the Center City and surrounding neighborhoods.
- Small independent or boutique stores which sell a variety of goods, such as clothing, books, music, antiques, or furniture. These will help to contribute to creating a retail district with a unique sense of place and shopping experience.
- Businesses which provide a variety of services, such as beauty salons, barber shops, dry cleaners, tailors, or day spas. These will support the daily needs of residents from throughout the community.
- Restaurants and eateries. This can include full-service restaurants, coffee shops, bakeries, and cafés. Emphasis should be placed on restaurants which offer a variety of dinner-time options as well as those which service quick, take-away lunches to support employees in the Center City.
- Bars, taverns, and clubs. These provide spaces for community interaction and should be encouraged to include spaces for live music or performance.
- Theaters, comedy clubs, or performance venues. These spaces provide entertainment and support local arts and culture.
- Art galleries, museums, dance studios, and other uses which provide artistic, educational, or cultural experiences.
- Grocery stores or niche food retailers, such as a grocery which specializes in a specific cuisine. The current market demonstrates demand for a grocery store within the Center City; however, the study area can likely only support a single full-sized grocery store. The on-going Morgan District development may include a grocery store to fulfill this need.
- Hotel and lodging uses to provide additional options for short-term and long-term stays for visitors to Oshkosh.

It is important to note that these uses alone will not build critical mass, and should be paired with other residential, office, and commercial uses. However, given the nature of these uses, they are most likely to result in greater activity and help reposition the Center City as Oshkosh's premier retail and entertainment district.

ECONOMIC DEVELOPMENT & COMMERCIAL AREAS GOAL

PROMOTE MIXED-USE DEVELOPMENT WITHIN CENTER CITY

Mixed-use development is a core component of most successful downtown areas, generating activity by combining ground-floor commercial activity with residential uses above. Mixed-use buildings exist throughout the Center City—including historic architecturally-significant mixed-use structures that create a traditional streetwall along Main Street, to newer mixed-use development along the river's edge—mixed-use development embodies the essence of the traditional downtown fabric.

ACTIVATING MIXED-USE BUILDINGS

CHALLENGES OF ACTIVATING EXISTING MIXED-USE BUILDINGS

Although the Center City Plan promotes mixed-use in many of the functional subareas, at present, several buildings along North Main (including within the downtown core as well as farther north) do not fully utilize their mixed-use potential, with upper floors either vacant or underutilized. This could be for a variety of reasons, such as the complexity of converting a historic commercial building into residential units, a lack of interest among ownership to activate the upper floors, not meeting the requirements for contemporary office space or residential floor plan layout, lack of sufficient dedicated parking, and/or the need to use upper floors for building storage space.

ADVANTAGES OF UPPER FLOOR SPACE IN OLDER BUILDINGS

However, to counter the challenge of activating upper floors, there are also benefits to upper floors of older mixed-use buildings, including:

- Often have lower rents than space in newer buildings
- Typically located in the Downtown, rather than in fringe areas
- Can provide a more authentic/historic/vintage charm including brick walls, hardwood floors, high ceilings, and location within a beautiful historic building
- Close proximity to other goods, services, and activities
- The space already exists



CAPITALIZING ON MIXED-USE OPPORTUNITIES

It is essential for the long term viability and vibrancy of the Center City that existing mixed-use buildings, especially in the Downtown Core and Downtown Outer Core, be fully activated, maintained and enhanced as viable commercial and residential options within the Center City marketplace. Many of these mixed-use buildings represent the heart and soul and history of the Center City, and provide unique opportunities for highly desirable residential units and home for businesses that can help to define the Center City's overall identity, spirit, experience and unique sense of place.

To further capitalize on the mixed-use opportunities in the Center City, the City of Oshkosh should consider the following:

- **Require Mixed-Used** – Require that all new construction within the Downtown Core and Downtown Outer Core be mixed-use in nature – multi-story buildings with commercial on the ground floor and office and/or residential on the upper floors.
- **Ease Implementation** – Examine building codes and zoning regulations (including occupancy and accessibility standards) for opportunities to make it easier to activate, rehab, and occupy the upper floors of older buildings, especially on Main Street and Oregon Street.
- **Provide Assistance** – Work with property owners of older/historic buildings to seek and obtain grants to help cover the costs associated with rehabilitating upper floors for occupancy.
- **Maintain an Inventory** – Work with the Oshkosh Chamber of Commerce, Downtown BID, Greater Oshkosh EDC, property owners, and the business community to develop an inventory of all available or underutilized upper floor spaces. This inventory should be utilized to attract new businesses and encourage development of new residential options.

ECONOMIC DEVELOPMENT & COMMERCIAL AREAS GOAL

ATTRACT EMPLOYERS AND JOBS TO THE CENTER CITY

A daytime workforce forms the backbone of many successful downtowns by stimulating retail and entertainment spending and generating significant daytime activity. The International Council of Shopping Centers (ICSC) estimates that workers spend an average of \$129 a week at stores and restaurants that are near their place of work, including groceries, convenience items, and larger-ticket retail purchases. Over the past decade, employers across the country have begun leaving their suburban and interstate-oriented office parks in favor of downtown locations. This is due, in part, to employers needing to attract and retain talented young professionals, who prefer downtown workplaces for their accessibility, affordability, and urban lifestyle options. Center City Oshkosh is well-positioned to capitalize on these trends by attracting a variety of new businesses and employers to the community.

CENTER CITY ECONOMY

Center City Oshkosh is nearing the completion of a decades-long transition away from being a manufacturing center and retail hub towards an economy grounded in "knowledge" industries, professional services, hospitality, boutique shopping, and entertainment. A physical representation of this trend is the transformation of the Park Plaza Mall, formerly a suburban-styled indoor shopping mall, into City Center, a mixed-use office building with more than 1,500 employees in various sectors.

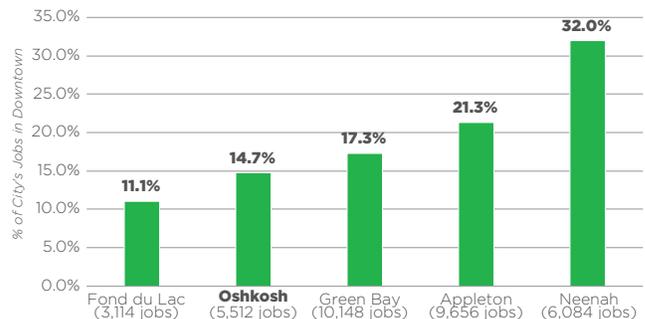
In 2014, the Center City contained 5,521 jobs, a noticeable increase over 2005 employment levels of 3,059 jobs. Total employment also grew in both the City of Oshkosh (33,549 to 37,341) and the five-county region (355,178 to 381,109) during the same time period. Six of Oshkosh's fifteen largest employers have a presence in the Center City, including Winnebago County (1,018 jobs), 4Imprint (729 jobs), Silver Star Brands (650 jobs), the City of Oshkosh (569 jobs), and Clarity Care (569 jobs).

Employment growth in the Center City over the past ten years has outpaced the rest of the City, demonstrating the attractiveness of opening or expanding a business within the Downtown area. Most business leaders interviewed during the planning process believe that the Center City is a desirable location for additional job growth, with ready access to a regional talent pool and favorable business climate at both the local and state level. Proximity to Oshkosh Center City is also increasingly attractive for employers seeking to recruit and retain younger talent.

TOTAL PRIMARY JOBS (2005 - 2014)
CENTER CITY OSHKOSH



% OF A CITY'S JOBS LOCATED IN DOWNTOWN (2014)*
OSHKOSH & PEER CITIES





Menasha – The new One Menasha Center (eight stories; 115,000 square feet) is an example of high quality commercial development that may be possible in Center City Oshkosh to accommodate new, existing, and expanding employers. Source: Menasha Development Corporation and Appleton Post-Crescent



Neenah – The proposed Gateway office building in Downtown Neenah is another example of neighboring communities building quality office space in city cores. Source: Neenah Downtown Redevelopment Associates and Appleton Post-Crescent for the photo.

COMPETITION

Oshkosh's Center City is in direct competition with other downtowns across the region. Only 2.4% of Center City employees live in the study area, while 42.5% of these workers are traveling from other communities in the region. As of June 2016, there was roughly 450,000 square feet of commercial space for lease and 424,161 square feet for sale collectively in the downtowns of Appleton, Fond du lac, Neenah, Menasha, and Oshkosh. The ability of the Center City to compete will depend on pricing, amenities, the location requirements of the tenant, housing availability for employees, and more.

Based upon both projected trends and the current economy of the study area, the City should aim to attract 21st Century employers to the Center City through the following recommendations.

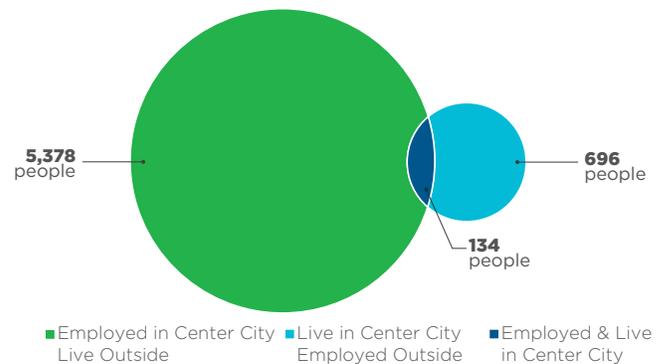
- **Actively recruit new businesses and employers to move to the Center City.** The City should work collaboratively with the Chamber of Commerce, the Downtown BID, Greater Oshkosh Economic Development Corporation, and other organizations to seek out opportunities to bring a variety of employers, businesses, and industries to the Center City.
- **Foster the development of additional office space, with a particular focus on "Class A" product.** Employers and stakeholders often cited the lack of quality office space as a limiting factor for the Center City. While there has been considerable residential development in recent years, office development has been modest and the majority of commercial buildings are dated, lack modern amenities, and do not offer the necessary floor plans or square footage for larger tenants. The City should encourage the development of a variety of office space products, including the potential for high quality office towers, such as those in Neenah (Neenah Towers, Gateway Tower) and Menasha (One Menasha Center). The greatest emphasis should be placed on development of office spaces which are sizable, class A product, and provide high quality, modern amenities.
- **Incorporate office spaces within mixed-use redevelopment projects of considerable size.** This should include, in particular, the Morgan Door Site.

ECONOMIC BENEFITS OF NEW OFFICE EMPLOYEES (2016) CENTER CITY OSHKOSH

IF THE CENTER CITY ADDED X NEW OFFICE EMPLOYEES...POTENTIAL ECONOMIC BENEFITS INCLUDE		
	NEW SQUARE FOOTAGE DEMAND (SF)	NEW RETAIL SPENDING (\$)	NEW RESIDENTIAL DEMAND (UNITS)
50	9,250	\$335,400	1
100	18,500	\$670,800	2
250	46,250	\$1,677,000	6
500	92,500	\$3,354,000	12
750	138,750	\$5,031,000	18
1,000	185,000	\$6,708,000	24
1,500	277,500	\$10,062,000	36

Assumes 185 square feet per office worker; \$129 in spending at nearby businesses per week; and a 2.4% capture rate of employees to residents (existing rate)
Source: Houseal Lavigne Associates; International Council of Shopping Centers; US Census Bureau; CoStar

INFLOW / OUTFLOW VENN DIAGRAM CENTER CITY OSHKOSH



EMPLOYMENT BY INDUSTRY (2014)
CENTER CITY OSHKOSH

INDUSTRY (NAICS CODE)	EMPLOYEES	
	5,512	100%
Public Administration	1,223	22.2%
Professional, Scientific, and Technical Services	903	16.4%
Retail Trade	779	14.1%
Accommodation and Food Services	727	13.2%
Finance and Insurance	393	7.1%
Health Care and Social Assistance	319	5.8%
Other Services (excluding Public Administration)	319	5.8%
Admin & Support, Waste Mgmt & Remediation	259	4.7%
Wholesale Trade	151	2.7%
Information	117	2.1%
Real Estate and Rental and Leasing	79	1.4%
Manufacturing	62	1.1%
Management of Companies and Enterprises	61	1.1%
Construction	43	0.8%
Arts, Entertainment, and Recreation	40	0.7%
Educational Services	37	0.7%
Agriculture, Forestry, Fishing and Hunting	0	0.0%
Mining, Quarrying, and Oil and Gas Extraction	0	0.0%
Utilities	0	0.0%
Transportation and Warehousing	0	0.0%

Source: U.S. Census Bureau; Houseal Lavigne Associates

EMPLOYMENT BY INDUSTRY (2014)
CITY OF OSHKOSH

INDUSTRY (NAICS CODE)	EMPLOYEES	
	37,414	100%
Manufacturing	8,955	23.9%
Health Care and Social Assistance	5,770	15.4%
Retail Trade	4,776	12.8%
Accommodation and Food Services	3,037	8.1%
Educational Services	3,011	8.0%
Public Administration	2,682	7.2%
Wholesale Trade	1,390	3.7%
Finance and Insurance	1,342	3.6%
Other Services (excluding Public Administration)	1,288	3.4%
Professional, Scientific, and Technical Services	1,197	3.2%
Construction	1,182	3.2%
Admin & Support, Waste Mgmt & Remediation	1,035	2.8%
Transportation and Warehousing	671	1.8%
Management of Companies and Enterprises	329	0.9%
Real Estate and Rental and Leasing	274	0.7%
Information	271	0.7%
Arts, Entertainment, and Recreation	167	0.4%
Utilities	31	0.1%
Agriculture, Forestry, Fishing and Hunting	3	0.0%
Mining, Quarrying, and Oil and Gas Extraction	3	0.0%

Source: U.S. Census Bureau; Houseal Lavigne Associates

RECOMMENDATIONS

- **Encourage development of office space along the south shore of the Fox River.** Vacant or underutilized parcels on the south shore should accommodate new office space and help improve the appearance of the study area. The City should consider appropriate parcel consolidation to form larger redevelopment opportunities along the south shore which could help recruit larger users. In addition, waterfront access and proximity to amenities could assist with attracting a corporate headquarter or higher-profile company.
- **Encourage the conversion of underutilized industrial buildings into mixed-use office spaces.** Though this should be encouraged throughout the study area, the South Shore Central subarea is the most appropriate locations for these kinds of conversions. Renovations should result in high-quality, viable office spaces which are competitive in the modern economy. All conversions should feature a mix of uses beyond just office space, including retail, restaurant, and services uses on the ground floor.

- **Develop an inventory of all vacant and available office spaces within the Center City to encourage infill and attract new businesses.** This should include vacant upper floor spaces, vacant buildings, vacant parcels, and an evaluation of the current state and necessary repairs for use as an office space. This inventory can be used to promote business growth in the Center City and help with businesses looking to move or expand to the Center City. A focus should be placed on filling vacancies in the City's three largest office buildings (111 N. Main Street, 217 N. Main Street, and 404 N. Main Street) which collectively account for 90,000 square feet of available space.
- **Assist property owners and developers with making necessary improvements to existing office spaces.** These improvements should seek to update dilapidated or outdated spaces to be competitive within the current economy. This can be accomplished through loans and grants that support necessary maintenance, regulatory assistance, and help with applying for state or national funding.



South Boston Waterfront In 2010, Boston Mayor Tom Menino renamed the South Boston waterfront the "Innovation District," given the growing amount of creative industry companies moving to the area. While previously the focus of numerous planning initiatives, the district's new image as a home for innovation helped to attract start-ups, creative industry companies, and a mix of commercial and residential uses. This included the creation of District Hall, the nation's first public innovation center.

- **Establish an innovation district dedicated to fostering technology and creativity based industries.** Between 2005 and 2014, the number of Center City jobs within the "Professional, Scientific, and Technical Services" industry doubled from 457 jobs to 903 jobs. Examples of such employers include Oracular Systems, ImproMed, Dealersocket, AccuCom, and 4Imprint. Understanding the importance of these industries, the City should create a dedicated innovation district in the Center City. Innovation districts provide both the regulatory and physical atmosphere to support less conventional industries which deal most in creativity and innovation. Amplify Oshkosh, a local organization focused on growing the tech economy in Oshkosh, should be a partner in this project, and other tech-based companies should be consulted in development of the innovation district.
- **Work with Amplify Oshkosh to explore the potential of a shared-use or collaborative space.** These kinds of uses provide space for multiple, separate companies and entrepreneurs, as well as workshops and shared-spaces which foster collaborative and interaction between individuals working in different industries and sectors. They foster innovation and creativity by allowing greater communication between a variety of industries and fostering an atmosphere of cooperation and support between diverse users. The City should research existing shared-use and collaborative spaces elsewhere in the country, such as the South Boston Waterfront, to assist with the creation of a similar space in Oshkosh.
- **Develop a 'Work Oshkosh, Live Oshkosh' campaign geared toward promoting the community as the best place in the region to live, work, and establish a business.** Given the high percentage of individuals commuting to Oshkosh from other communities, this campaign should advertise the benefits of living and working within Oshkosh and demonstrate the quality of residential products and local amenities. In addition, this campaign should promote the benefits of developing property within the Center City compared to other downtown's in the region. Ultimately, the campaign should give the City a competitive edge over other communities in the region and elevate Oshkosh as the premier community in Wisconsin to live and work. Establishment of such a campaign will require careful coordination and cooperation between the City and various distinct groups, such as the Oshkosh Convention & Visitors Bureau, the Oshkosh Chamber of Commerce, the Greater Oshkosh EDC, the Rotary Club of Oshkosh, and others.
- **Establish clearly marked, easily navigable routes into the Center City.** These should include not only wayfinding signage and gateway markers, but also streetscaping and other improvements that make a visual route that invites visitors into the Center City.



5

HOUSING & RESIDENTIAL AREAS

A robust residential component and strong housing market is a hallmark of most successful downtowns. As such, a priority of Imagine Oshkosh is to increase Center City's residential density and stabilize the surrounding residential neighborhood areas. While Center City does offer a variety of residential dwelling types, with more currently being proposed and developed, increased residential density and a greater variety of residential product will strengthen the draw of the Center City as a viable and attractive residential destination for empty nesters, young professionals, and many others looking to live in an attractive and active mixed-use environment.

Additionally, the predominantly single-family neighborhoods that surround a downtown must remain well maintained and attractive. In cities with strong downtowns, the surrounding neighborhood are among the most desirable, often providing an affordable home in close proximity to dining, shopping, and entertainment. A goal for Oshkosh is to ensure the neighborhoods surrounding the Center City improve over time, attract reinvestment, and are considered an important component and a strength of the Center City

HOUSING & RESIDENTIAL AREAS GOAL

INCREASE CENTER CITY'S RESIDENTIAL DENSITY

Residents create vitality by simply strolling through a downtown, patronizing businesses, and filling public spaces. Downtown dwellers afford round-the-clock activity, offering a consistent customer base for Center City businesses, particularly on weekends and evenings when the daytime workforce is not present. Along these lines, developers and businesses would be more likely to invest in a Center City with a solid residential population.

Center City Oshkosh can support a greater level of residential density, including new "ground-up" construction on sites that are currently vacant or used for parking, the conversion of vacant or underutilized upper floors of existing buildings into apartments or condominiums, adaptive re-use of historic structures for multi-family redevelopment, and reinvesting in single-family detached homes and rowhomes in neighboring blocks. The City should encourage new residential growth in a manner that will increase the residential population while reinforcing and enhancing the urban atmosphere of the Center City.

In 2016, the Center City population was an estimated 2,784, accounting for 4.2% of the City's total population. This is the highest percentage of any downtown in the region, compared to Fond du Lac (4.1%), Green Bay (4.0%), Appleton (3.7%), and Neenah (3.5%). The Center City population is projected to see steady growth in the next five years mirroring trends in the surrounding community. A growing population shows continued interest and desirability in living in Center City Oshkosh. With several new market-rate housing developments either proposed or underway, it is very possible that Center City Oshkosh will outperform population projections.

Compared with the surrounding community, Center City Oshkosh residents are much younger and less affluent, likely due in part to the concentration of University students and the location of housing authority developments in Center City.

In 2016, there were an estimated 1,458 housing units in the Center City study area, accounting for 5.1% of housing units within Oshkosh, the highest concentration of any downtown in the region. Similar to the population, the total number of housing units is expected to grow in the next five years, and may exceed projects based upon on-going or proposed development projects. Multi-family units account for the majority (49%) of the housing stock, compared to single-family detached units (28%) and single-family attached units (23.1%).

RESIDENTIAL MARKET AREA

OSHKOSH

NEENAH

MENASHA

APPLETON

LAKE WINNEBAGO

FOND DU LAC



DEMOGRAPHIC SUMMARY (2010, 2016, 2021)
CENTER CITY OSHKOSH, PRIMARY MARKET AREA (PMA),
SECONDARY MARKET AREA (SMA)

CENTER CITY

	2010	2016	2021	Projected Change (2010-2021)	
Population	2,630	2,784	2,874	+244	+9.3%
Households	1,315	1,390	1,437	+122	+9.3%
Average Household Size	1.96	1.97	1.97	+0.01	+0.5%
Median Age	25.0	25.4	26.5	+1.5	+6.0%
Median Household Income	--	\$21,101	\$20,673	-\$428	-2.0%

PRIMARY MARKET AREA - 5 MINUTE DRIVETIME

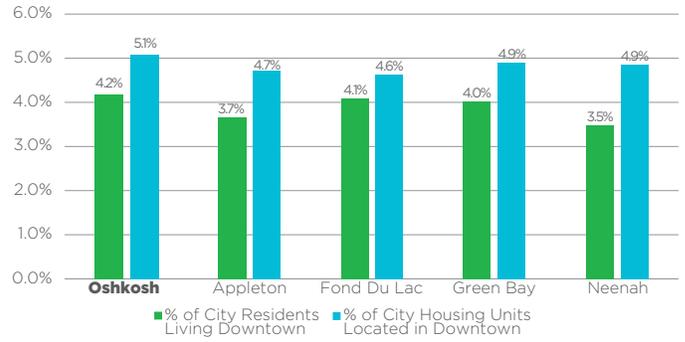
	2010	2016	2021	Projected Change (2010-2021)	
Population	22,070	22,223	22,396	+326	+1.5%
Households	8,446	8,589	8,691	+245	+2.9%
Average Household Size	2.31	2.30	2.29	-0.02	-0.9%
Median Age	25.8	26.8	27.4	+1.6	+6.2%
Median Household Income	--	\$33,607	\$32,398	-\$1,209	-3.6%

SECONDARY MARKET AREA - 15 MINUTE DRIVETIME

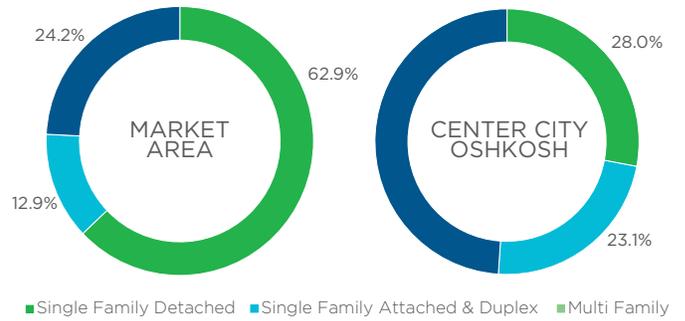
	2010	2016	2021	Projected Change (2010-2021)	
Population	75,396	76,036	76,629	+1,233	+1.6%
Households	30,192	30,785	31,179	+987	+3.3%
Average Household Size	2.27	2.25	2.24	-0.03	-1.3%
Median Age	35.2	36.1	37.1	+1.9	+5.4%
Median Household Income	--	\$45,916	\$51,103	+\$5,187	+11.3%

Sources: U.S. Census; ESRI Business Analyst; Houseal Lavigne Associates

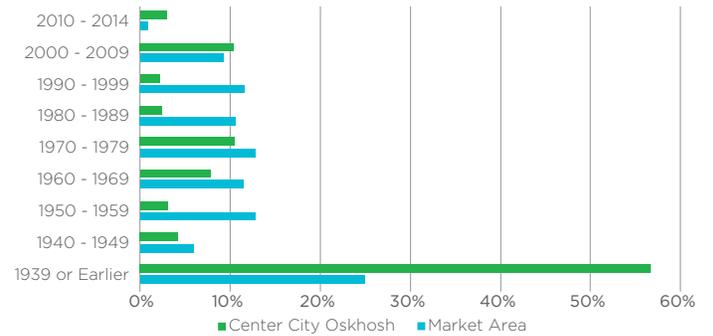
DOWNTOWN SHARE OF POPULATION & HOUSING
OSHKOSH & PEER CITIES



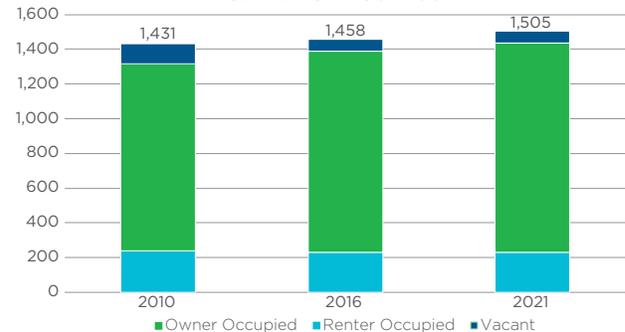
AVERAGE HOUSING TYPE (2010 - 2014)
CENTER CITY OSHKOSH & MARKET AREA



AVERAGE HOUSING UNITS BY AGE (2010 -2014)
CENTER CITY OSHKOSH & MARKET AREA



TOTAL HOUSING UNITS (2010, 2016, 2021)
CENTER CITY OSHKOSH



ACTIVATING EXISTING UPPER FLOOR SPACES

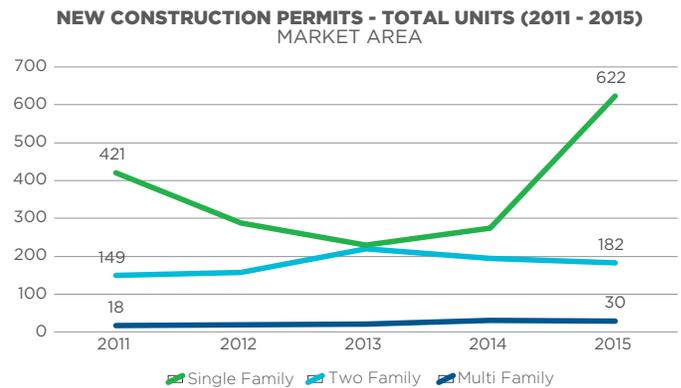
Oshkosh's Center City contains a considerable stock of upper floor spaces, particularly within the Downtown Core and Oregon Street functional subareas. These spaces are often found within historic structures of buildings with unique architectural elements which contribute to overall character. As previously discussed, the City should promote mixed-use within the Center City, not just through new development, but also through the utilization of vacant upper floor spaces. As an application of this strategy, the City should look to activate existing upper floor spaces as residential units. Given that many of these spaces are currently unoccupied, this allows the City to grow the Center City population and provide a variety of housing options without pursuing new construction or costlier development scenarios.

Many of the existing upper floor spaces, while available, are obsolete and do not meet market standards for residential use. These spaces are often older and utilize outdated construction materials and designs which do not support modern utilities or appliances. In addition, many upper floor spaces do not offer available parking, ADA accessibility, or other features commonly offered today.

However, when modernized, older or historic spaces are often highly competitive on the residential market. Unique architectural elements, such as exposed brick wall interiors, are generally uncommon in today's market and are highly sought after for their character and sense of history. The City should work with property owners to emphasize the potential benefits of activating upper floor spaces and provide assistance where possible. This can include regulatory assistance with permitting and project approval, as well as other creative ideas to best position these spaces for success. In particular, the City should work collaboratively to identify options for properties without available parking and ensure ADA accessibility where applicable.

NEW MULTI-FAMILY DEVELOPMENT

In recent years, multi-family development is driving an increase in building permits in the greater residential market area. Of all permits issues in the market area, 74.6% were for multi-family units, demonstrating the strength and desirability of multi-family construction. However, while multi-family development is increasing, multi-family development has been very limited within area downtowns. Within Center City Oshkosh, however, there has



been no development of condominium buildings during the last several years.

Throughout the outreach process, residents, developers, and local stakeholders expressed interest in high-quality condominium development within the Center City, particularly on vacant or underutilized land near the waterfront. It is believed that such development could set Oshkosh apart from other communities because the market inventory for high quality waterfront condominiums in an urban setting is very limited.

The typical condominium unit available in 2016 is a two-bedroom, two-bathroom property with 1,788 square feet of space and a price of \$191,358. However, as one expects, prices vary based upon location, size, and quality. New condominium developments can list as high as \$350,000 due to scenic views, high quality finishes, and generous square footage; examples include the Banta Court Townhomes in Appleton. Market support for higher end condominium pricing is reflected in the Tax Increment Financing Application for the new mixed-use Morgan District, submitted by the developer in December 2015. The developer proposes 24 waterfront condominiums on the former Jeld Wen site will sell for an average of \$375,000 per unit.

RESIDENTIAL DEMAND & MARKET SHARE

Put simply, the demand for housing will be determined by the lease rates or sales price of residential units and the types of product offered. Traditionally, young professionals (age under 35) and empty nesters (age over 55) are the predominant occupants of multi-family units, while families (aged 35-54) are the predominant buyer of single family homes. By examining how many householders fall into various age and income cohorts, the demand for units of a given housing type can be estimated.

HOUSEHOLD DEMAND FOR APARTMENTS (2016) MARKET AREA

APARTMENTS (\$1,000 MONTHLY PRICE POINT)

Part 1: Age & Income	25-34	55-64	65-74	75+	Initial Total
2016 Income Qualifying Households	5,816	6,434	3,106	1,773	17,129
					Refined Total
Part 2: Mobility	20.9%	5.3%	3.4%	3.7%	
2016 Movers	1,216	341	106	66	1,728
					Refined Total
Part 3: Ownership	48.6%	74.9%	75.5%	65.0%	
2016 Home Ownership	624	86	26	23	759
					Refined Total
Part 4: Oshkosh Share	28.4%	28.4%	28.4%	28.4%	
2016 Oshkosh Buyers	177	24	7	7	216

Possible Demand for Apartment Units in Oshkosh: 216 Units

Source: Houseal Lavigne Associates; US Census Bureau; Zillow

It is assumed that approximately 28.4% of the eligible households in the market area will purchase or rent a multi-family unit in Oshkosh. These market share estimates are based on the proportion of households in Oshkosh compared to the number of total households in the market area. This percentage is applied to the pool of potential qualifying home buyers and renters to estimate the annual demand for similarly priced housing in Oshkosh as a whole. Given this market share, it is estimated there is potential demand within Oshkosh for:

- 205 middle-end condominium units
- 108 high-end condominium units

HOUSEHOLD DEMAND FOR CONDOMINIUMS (2016) MARKET AREA

MIDDLE-END CONDOMINIUMS (\$200,000 PRICE POINT)

Part 1: Age & Income	25-34	55-64	65-74	75+	Initial Total
2016 Income Qualifying Households	3,998	5,801	2,319	1,038	13,156
					Refined Total
Part 2: Mobility	20.9%	5.3%	3.4%	3.7%	
2016 Movers	836	307	79	38	1,260
					Refined Total
Part 3: Ownership	48.6%	74.9%	75.5%	65.0%	
2016 Home Ownership	406	230	60	25	721
					Refined Total
Part 4: Oshkosh Share	28.4%	28.4%	28.4%	28.4%	
2016 Oshkosh Buyers	115	65	17	7	205

Possible Demand for Middle-End Condominiums in Oshkosh: 205 Units

HIGH-END CONDOMINIUMS (\$375,000 PRICE POINT)

Part 1: Age & Income	25-34	55-64	65-74	75+	Initial Total
2016 Income Qualifying Households	2,066	3,167	1,312	482	7,027
					Refined Total
Part 2: Mobility	20.9%	5.3%	3.4%	3.7%	
2016 Movers	432	168	45	18	662
					Refined Total
Part 3: Ownership	48.6%	74.9%	75.5%	65.0%	
2016 Home Ownership	210	126	34	12	381
					Refined Total
Part 4: Oshkosh Share	28.4%	28.4%	28.4%	28.4%	
2016 Oshkosh Buyers	60	36	10	3	108

Possible Annual Demand for High-End Condominiums in Oshkosh: 108 Units

Source: Houseal Lavigne Associates; US Census Bureau; Zillow

- 216 apartment units

HOME PRICING (2016) CENTER CITY OSHKOSH

MARKET IMPLICATIONS

The Center City housing market is trending in a positive direction, with a growing number of units, low vacancy, and significant development activity. Based on recent development activity and the potential for new investment, Center City Oshkosh is extremely well-positioned for further residential growth, particularly in the condominium market, which is likely currently undersupplied. Continued residential density will facilitate spin-off retail spending as well as increase the attractiveness for new retail development. While there is demand for condominium and apartment units in Oshkosh, several items must be noted:

- **First**, the estimated demand numbers do not necessarily justify new construction; demand could also be absorbed by turnover of existing units and activation of the upper floors of existing mixed-use buildings. However, few quality residential units are located within or near the Center City or along the waterfront. New units that are well-positioned, well-marketed, and well-built have an excellent chance of capturing potential demand.
- **Second**, the estimated demand numbers are city-wide and not unique to the Center City. However, it is believed that the Center City is the best positioned neighborhood within Oshkosh for the type of multi-family development desired.
- **Thirdly**, new residential development in Center City Oshkosh will have to compete with new residential development that occurs elsewhere in the market area, such as Appleton, Fond du Lac, Menasha, and Neenah. To remain competitive, Oshkosh's units must be better positioned and offer greater value to the prospective tenants or home buyers.
- **Lastly**, one additional opportunity for residential growth could be to market Oshkosh homes as vacation properties. Condominiums on or near the waterfront could be attractive summer properties for home buyers in other markets, such as Chicago.

CONDOMINIUM PRICING

	MIDDLE END	HIGH END
Asking Price	\$200,000	\$375,000
Downpayment	15%	15%
Interest Rate	3.38%	3.26%
Monthly Mortgage Payment	\$752	\$1,389
Annual Mortgage Payment	\$9,024	\$16,668
Annual PMI & Home Insurance	\$1,548	\$2,208
Annual Assessments	\$3,600	\$4,800
Annual Property Taxes	\$4,162	\$7,804
Housing Costs as % of Income	30%	30%
Minimum Income Required	\$61,113	\$104,933

APARTMENT PRICING

Monthly Rent	\$1,000	
Annual Rent	\$12,000	
Housing Costs as % of Income	30%	
Minimum Income Required	\$40,000	

Sources: Houseal Lavigne Associates; Zillow Mortgage Calculator; Winnebago County; Investopedia

TENURE BY AGE OF HOUSEHOLDER (2010) MARKET AREA

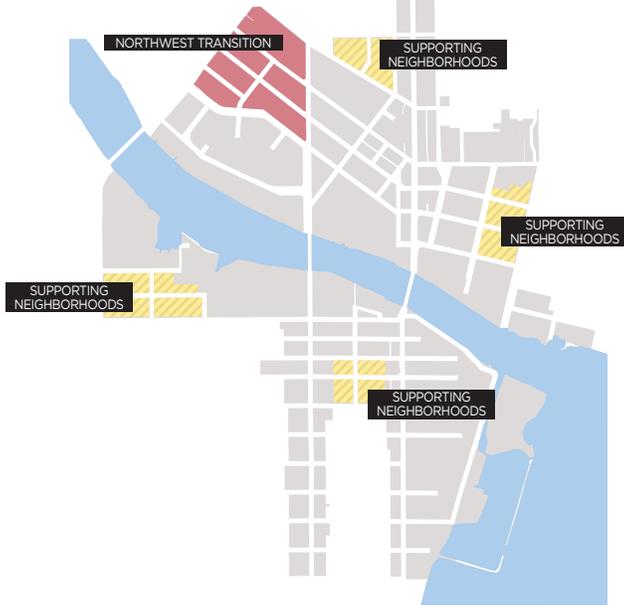
AGE COHORT	OCCUPIED UNITS	OWNER OCCUPIED UNITS	% OWNER OCCUPIED	% RENTER OCCUPIED
< 25	6,594	794	12.0%	88.0%
25 - 34	16,598	8,073	48.6%	51.4%
35 - 44	15,670	10,310	65.8%	34.2%
45 - 54	18,517	13,339	72.0%	28.0%
55 - 64	14,868	11,132	74.9%	25.1%
65 - 74	8,390	6,335	75.5%	24.5%
75+	10,454	6,799	65.0%	35.0%

Sources: Houseal Lavigne Associates; US Census Bureau; ESRI Business Analyst

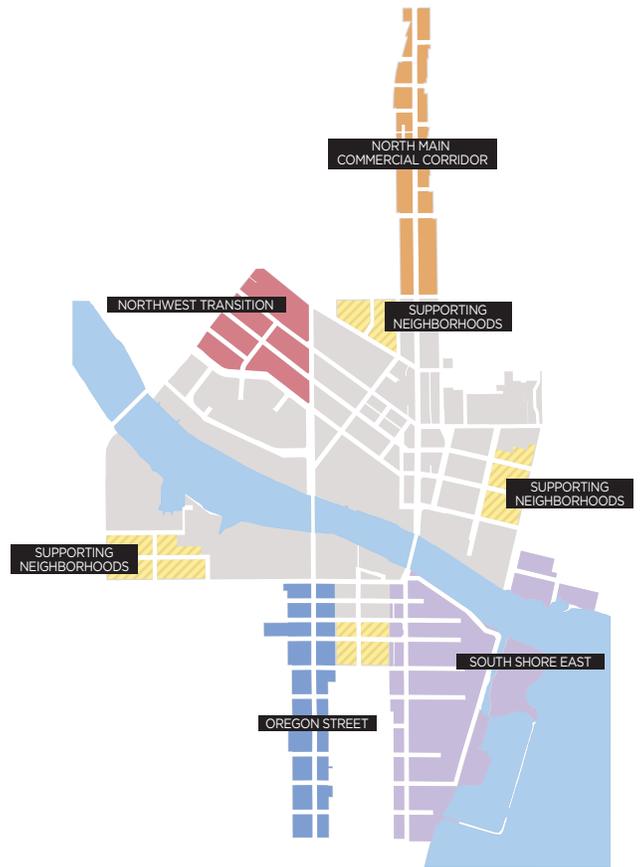
RECOMMENDATIONS

- **Residential Growth** – Encourage residential development within the Center City in accordance with the described functional subareas. This will support residential growth while ensuring that development is in line with the City's vision for distinct areas of the Center City. Functional subareas should permit residential uses as follows:
 - **Downtown Core.** Mixed-use residential, consisting of apartments and condominiums on upper floors
 - **Downtown Outer Core.** Mixed-use residential, consisting of apartments and condominiums on upper floors
 - **North Main Commercial Corridor.** Mixed-use residential, consisting of apartments and condominiums on upper floors, and single-family attached in limited select locations
 - **Northwest Transition.** Apartments, condominiums, single-family attached and detached
 - **Marion Road Waterfront.** Apartments, condominiums, and single-family attached. In particular, the Marion Road Waterfront is a prime location for rowhomes which provide high quality housing adjacent to the Fox River
 - **South Shore West.** Apartments, condominiums, and single-family attached. In particular, the Marion Road Waterfront is a prime location for rowhomes which provide high quality housing adjacent to the Fox River
 - **South Shore Central.** Mixed-use residential, consisting of apartments and condominiums on upper floors
 - **South Shore East.** Apartments, condominiums, and single-family attached
 - **Oregon Street.** Mixed-use residential, consisting of apartments and condominiums on upper floors, and single-family attached in limited select locations
 - **Supporting Neighborhoods.** Single-family detached and single-family attached in select locations
- **Limit Low Density** – Prohibit single-family detached uses except within the Supporting Neighborhoods functional subarea.
- **Prioritize Center City** – Work with investors and developers to focus residential investment to the Center City rather than other areas of Oshkosh.
- **Direct Investment** – Focus on the Downtown Core, Downtown Outer Core, and Oregon Street functional subareas in the short-term. This will help generate activity within the Center City by building a critical mass of residential units intermixed with commercial businesses.
- **Convert Upper Floors** – Encourage the conversion of upper floor spaces of mixed-use buildings to residential units where appropriate. This should be strongly encouraged within the Downtown Core and Downtown Outer Core subareas.
- **Follow the Plan** – Review development proposals to ensure that new residential investment is consistent with the surrounding uses of that functional subarea or match the City's desired vision for that area, as described within the Plan.
- **Promote Adaptive Reuse** – Work with property owners and developers to explore adaptive reuse of historic or underutilized properties for multi-family residential. This should be strongly encouraged within the South Shore Central functional subarea.
- **Market Center City** – Develop a 'Work Oshkosh, Live Oshkosh' campaign geared toward promoting the community as the best place in the region to live, work, and establish a business. This campaign should advertise the benefits of living and working within Oshkosh and demonstrate the quality of residential products and local amenities. In particular, this program should target young professionals, professional households without children, single mid-career professionals, and empty nesters.

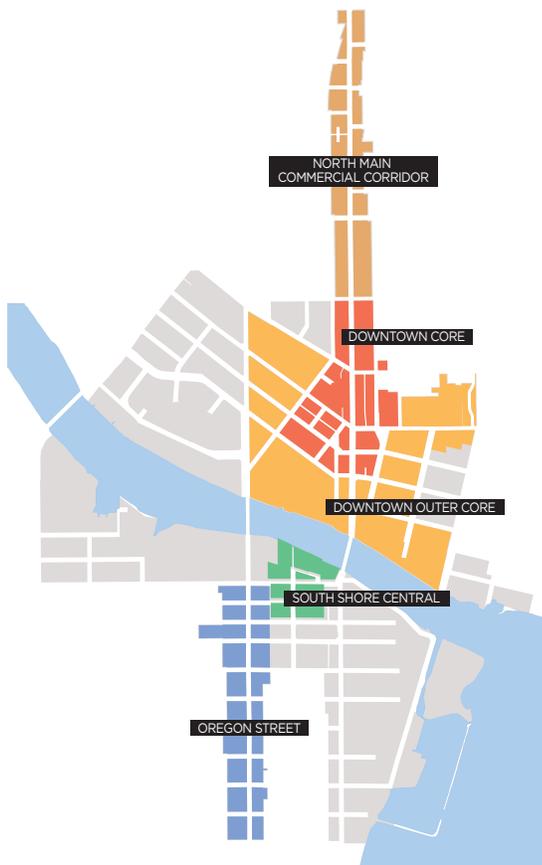
CENTER CITY RESIDENTIAL GROWTH AREAS



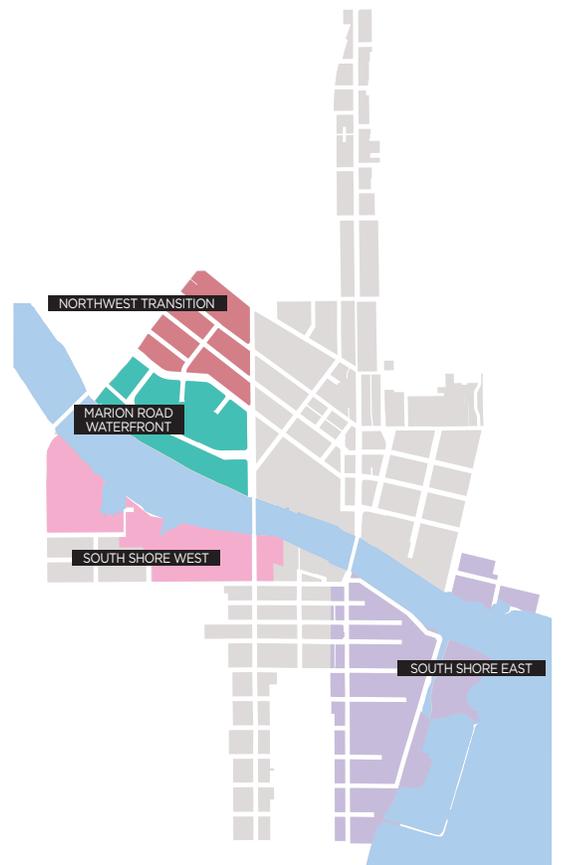
SINGLE-FAMILY DETACHED



SINGLE-FAMILY ATTACHED



MIXED-USE RESIDENTIAL



APARTMENT/CONDOMINIUM

HOUSING & RESIDENTIAL AREAS GOAL

STABILIZE SURROUNDING RESIDENTIAL AREAS

The areas surrounding the Center City are primarily traditional residential neighborhoods comprised of mostly single-family detached homes built in the first half of the 20th century. Relative to the rest of the City's housing stock, homes in the Center City tend to be older, are more likely to be renter-occupied, and report a higher number of code violations per block (particularly in the neighborhoods to the northwest of the study area). Although most homes in the Center City are not within a historic district, many have historic and architectural attributes that lend them a distinctive character.

While surrounding residential neighborhoods are not included within the study area, the health and vitality of these neighborhoods is vital to the success of Center City Oshkosh. A downtown cannot be successful unless its neighboring residential areas are thriving, stable, and invested in. A well-maintained Center City housing stock provides a consumer base for downtown businesses; viable housing options for Center City employees; families to put eyes on the street and populate public spaces and parks; visual interest for walking and bike rides; and a positive first impression as one travels into the City's core.

Understanding the importance of adjacent residential neighborhoods, the City should work to stabilize these residential areas. This should include improvements which will improve the quality and appearance of surrounding neighborhoods and act as support to complement projects within the Center City. It should be noted that the following recommendations do not regard properties within the study area and as such, should be taken into consideration and incorporated within other planning efforts that more directly address these residential neighborhood areas.

Neighborhood Groups – Establish new neighborhood groups for residential areas directly adjacent to the Center City, or work with existing neighborhood groups to incorporate un-addressed pockets.

Neighborhood Engagement – Coordinate with neighborhood groups to host outreach events or community meetings designed to gather feedback about important issues and concerns to address within the distinct neighborhoods surrounding the Center City.

Property Maintenance – Explore opportunities to incentivize property maintenance, upkeep, and renovations within neighborhoods surrounding the Center City. This can include home improvement loans, volunteer assistance programs, time share programs, and other mechanisms to assist property owners with necessary or desired property improvements.

Funding Assistance – Develop educational materials and provide assistance to property owners and landlords regarding available local, state, and national home improvement funding mechanisms.

Rental Inventory, Standards, and Inspections – Complete a full inventory of all rental properties within Oshkosh that provides as much detail as possible regarding specific properties. This should include any information about owners and landlords with the aim of creating greater accountability for property maintenance and upkeep.

Rental Property Standards, and Inspections – Establish a rental inspection program that includes a rental property “standards” checklist and conduct annual inspections to insure compliance and property upkeep.

Promote Home Ownership – Develop a program or commission to encourage home ownership within neighborhood surrounding the Center City. This can include grants and funding mechanisms to loan money to existing residents, educational materials regarding the process, or branding elements geared toward promoting the benefits of living proximate to Oshkosh's Center City. (Maybe a program targeting new employees in the Center City).

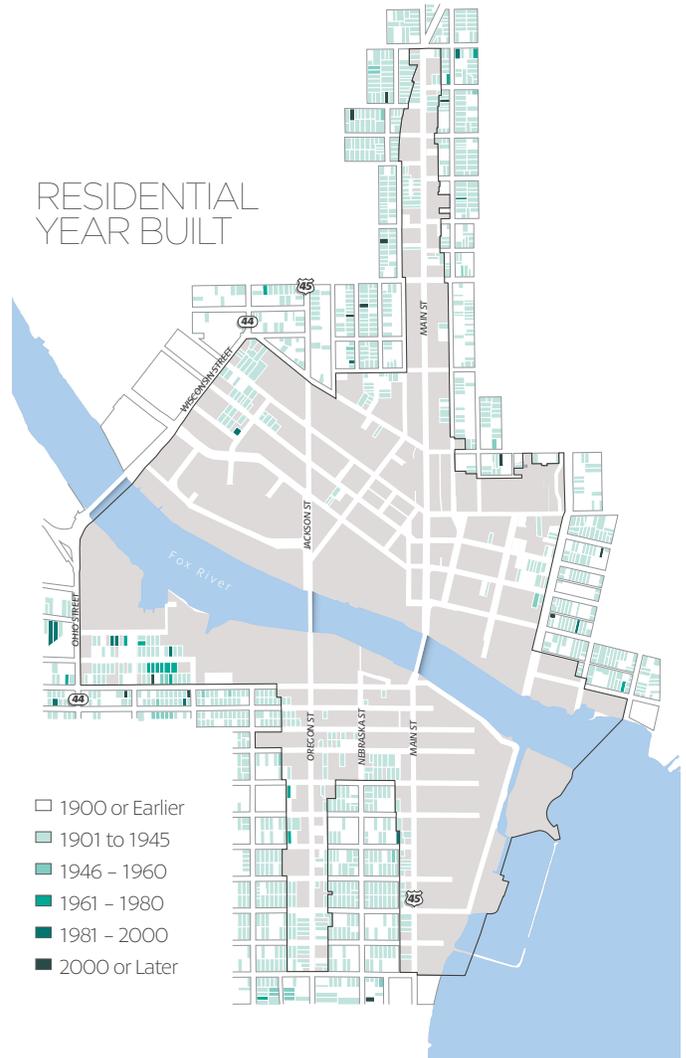
Neighborhood Safety – Coordinate with the Oshkosh Police Department and neighborhood groups to identify issues regarding safety and crime within residential areas surrounding the Center City.

Lighting – Review existing lighting infrastructure within neighborhoods surrounding the Center City and identify necessary improvements, such as new light fixtures or LED lightbulbs, which could better light these areas.

Enhance Mobility and Connectivity – Ensure safe and efficient access to the Center City for pedestrians and cyclists. This should include a review of existing sidewalks to identify necessary maintenance as well as exploring opportunities for shared-use pathways and other routes which would increase mobility, particularly where superblock development patterns may challenge accessibility.

Infrastructure and Roadway Improvements – Coordinate with the Public Works Department to identify necessary improvements to roadway infrastructure and other maintenance projects which would elevate the appearance of surrounding neighborhoods and the experience for those traveling to the Center City.

Promote Center City Neighborhoods – Actively promote and encourage growth and investment in Oshkosh’s central neighborhoods through targeted marketing efforts and coordination with various real estate and development organizations and interests.





6

TRANSPORTATION & MOBILITY

At the functional heart of the Center City is the need to get around – by foot, bike, car, boat, and bus. Any successful downtown must provide a pedestrian-oriented environment while accommodating the automobile and necessary parking. This chapter of Imagine Oshkosh focuses on promoting the Center City as a multi-modal district. Given the Center City's mixed-use environment and intensity of uses in close proximity, convenient access and mobility is essential for residents, businesses, and visitors alike.

By building on the existing street network and current facilities and programming, this section of the plan identifies planned and necessary capital improvement projects, highlights parking recommendations from this and previous studies, incorporates complete street principles and emphasizes pedestrian and bicycle mobility, and reinforces the importance of transit that connects the Center City to the surrounding areas and region.

TRANSPORTATION & MOBILITY GOAL

PROMOTE THE CENTER CITY AS A MULTI-MODAL DISTRICT

The ability to safely and efficiently move through the Center City is critical to enhancing the quality of life for its residents and encouraging economic development. As such, the Center City should provide a safe and attractive pedestrian environment while meeting the needs of automobiles and cyclists. To meet the needs of a diverse population, the Center City must also provide a broad range of transportation options that allow residents to walk, bike, drive, or ride to their destinations. Careful management transportation options and their related infrastructure will be essential to the Center City's continued success.

ONGOING & PLANNED CAPITAL IMPROVEMENTS

Each year the Metropolitan Planning Organization (MPO) prepares the Transportation Improvement Program (TIP), which outlines transportation projects needing federal funding assistance to achieve the goals in the Long Range Transportation Plan (LRTP). The TIP aligns with the capital improvement program of local governments, considering available budgets and timelines. Projects within the study area for the 2015–2018 period are limited to design work for the Oregon/Jackson Street Bridge.

The LRTP recommends several projects within the study area. Each of the projects listed are considered Illustrative Projects. These types of projects are recommended to repair identified deficiencies, but do not at present have dedicated funding.

PLANNED CAPITAL IMPROVEMENT PROJECTS (2015-2018) CENTER CITY OSHKOSH

PROJECT	DESCRIPTION	COST (THOUSANDS)	JURISDICTION
City of Oshkosh Bridge Lift Structures	Rehabilitation for remote operations	\$864	WisDOT
Oregon/Jackson Street Bridge	Bridge Replacement	\$2,000 (2016) \$44,795 (2019)	WisDOT
Main Street, from New York Avenue to Irving Avenue	Roadway Reconstruction	\$2,525	City of Oshkosh
Main Street, from the Fox River to 16th Avenue	Roadway Reconstruction	\$4,363	City of Oshkosh

Source: Houseal Lavigne Associates; East Central Wisconsin Regional Planning Commission

CENTER CITY CIRCULATION



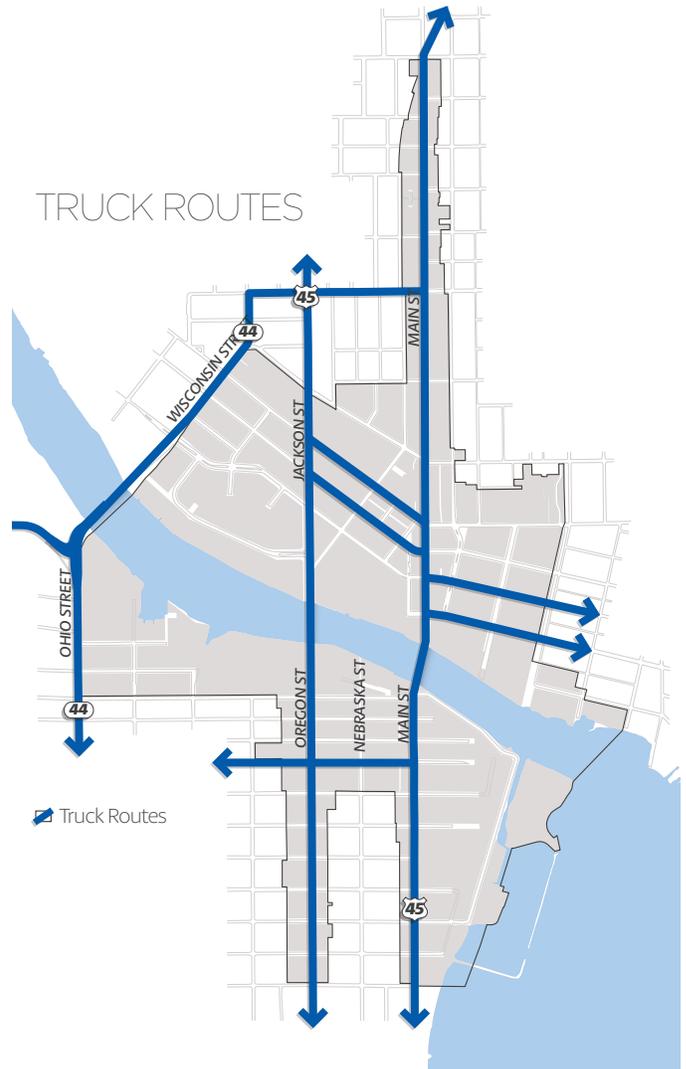
TRUCKS ROUTES

The City of Oshkosh has several designated multi-axle truck routes used for the delivery of industrial and commercial goods. While designated truck routes prevent significant noise and traffic impacts to neighborhood/local streets, the concentration of truck traffic on other key corridors can have negative impacts on the areas in which they cross. Several designated truck routes run through the Center City, most notably along N. Main Street, S. Main Street, WI 44, Oregon Street, and Jackson Street.

The City should divert the existing truck routes along N. Main Street to avoid the Downtown Core and Downtown Outer Core subareas. These districts represent the heart of the Center City and the most pedestrian-oriented areas of the community, thus truck traffic should be discouraged. It is recommended that the following segments of existing truck routes be removed and traffic diverted accordingly (These alterations must be made in coordination with the overall system which includes routes outside the Center City):

- N. Main Street between Irving Avenue and the Fox River
- High Avenue between Jackson Street and N. Main Street
- Algoma Boulevard between Jackson Street and N. Main Street
- Otter Avenue east of N. Main Street
- Ceape Avenue east of N. Main Street

In addition, the City should closely monitor existing truck routes in the subareas located south of the Fox River. As these subareas redevelop and move away from their industrial past, truck routes may become a hindrance to pedestrian-oriented developments along S. Main Street and Oregon Street. As necessary, truck routes should be reviewed to protect pedestrian-oriented environments while still allowing for efficient movement of trucks within the community.

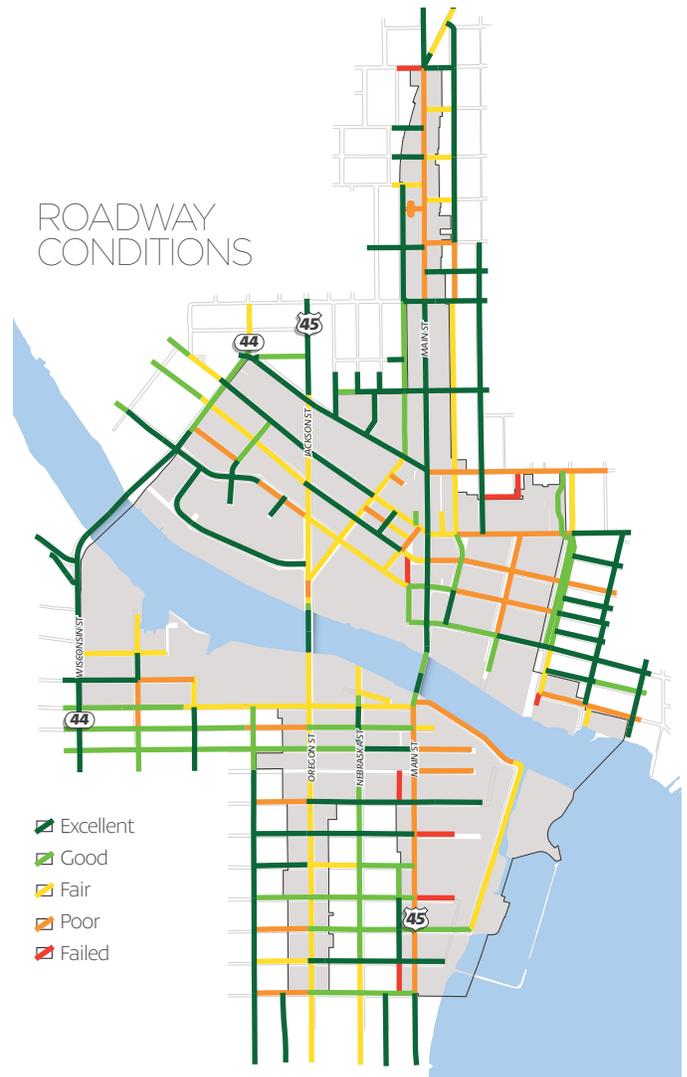


ROAD CONDITIONS

The Pavement Surface Evaluation Rating System (PASER) is a system to evaluate roadway conditions. The system ranks the quality of roadway segments on a scale of 1-10 with the following specifications:

- 10-9 – Excellent: no maintenance required
- 7-8 – Good: needs routine maintenance such as crack sealing and minor patching
- 5-6 – Fair: needs preservation treatments (non-structure), surface repairs, and partial-depth patching
- 3-4 – Poor: requires structure renewal (overlay), and extensive slab or joint rehabilitation
- 1-2 – Failed: needs complete reconstruction

The City should work with the Public Works Department to make necessary roadway repairs or reconstructions within the Center City study area. Top prioritization should be given to reconstruction or rehabilitation of roadways in the 1-2 rating, as well as improvement projects for those in the 3-4 rating. In addition, improvements to roadways within the Downtown Core and Downtown Outer Core subareas should be a priority. Improvements to these roadways will yield the highest return in terms of visibility of the projects and their potential contribution to the appearance of Oshkosh's central focal point.



CENTER CITY PARKING

The availability of on- and off-street parking is a critical component to the overall transportation network. In early 2016, a Downtown Parking Study was authored by Walker Parking Consultants that provides parking and operating strategies for Downtown Oshkosh. It is intended that this separate study serve as the parking strategy for the Downtown, complementing Imagine Oshkosh.

The following is a brief summary of the central findings of the report:

- The current downtown parking supply includes 4,860 parking spaces: 37% are publicly owned and operated with public access, 31% are publicly owned and operated but with limited public access, 20% are privately owned and operated with limited public access, and 12% are located on-street.
- Roughly 1 in 3 parking spots within downtown is controlled by the City Center Mall, with limited public access (31%).
- The current peak weekday parking demand in downtown Oshkosh does not exceed the current supply. Approximately 49% of the current parking supply is occupied during peak weekday conditions (2,414 parked vehicles). Conversely, there are approximately 2,446 unoccupied parking spaces during peak weekday conditions
- The distribution of parking supply is within reasonable standards when compared to similar size cities
- Based on current data and future development scenarios analyzed by Walker, a new parking ramp is not needed to support current or future parking demand in downtown Oshkosh. While current parking conditions do not warrant the construction of a new parking ramp, it is recognized that some stakeholders believe a ramp is desired. The preliminary estimate of conceptual cost for a 400-space parking ramp is \$7.2 million. The Parking Fund, under current policies and practices, would be unable to support the annual debt service payment, operating expenses, and capital repair and maintenance associated with the public parking ramp

Given the recentness of this dedicated parking study, recommendations for parking include strategies identified within Downtown Parking Study as well as those developed through the Imagine Oshkosh planning process.

PARKING RECOMMENDATIONS

- **No Structure** - Development of a new public parking structure in downtown Oshkosh is not recommended at this time.
- **Awareness** - Invest in methods to inform the community of public parking options within the Center City through the development and implementation of a signage and wayfinding program, community outreach efforts, and a public parking branding strategy.
- **Fee Parking** - Implement an on-street paid parking system in the Downtown Core subarea to more effectively manage the use of public parking resources. By value pricing the core on-street supply and offering free off-street and peripheral on-street parking, the City can use price as a tool to redistribute parking demand and maximize the use of existing resources. This system offers access to Center City destinations and events while providing a range of parking products to choose from that best align with personal preferences.
- **Coordinating Supply** - Encourage the long-term consolidation of both public and private parking facilities in a manner which will support desired built forms within specific subareas.
- **Regulatory Updates** - Update zoning regulations to encourage and incentivize site design which places parking on the rear of a property.
- **Better Screening** - Update zoning regulations to require appropriate screening of surface parking lots which have street frontage.



CENTER CITY DOWNTOWN PARKING



STREET GRID COMPARISONS



PEDESTRIAN & BIKE MOBILITY

A distinguishing characteristic of any successful center city is a strong pedestrian orientation. Even visitors that arrive by automobile become pedestrians the moment they park and exit their cars. Unlike suburban commercial corridors, which are primarily oriented toward the automobile, downtown areas should orient toward the pedestrian. The movement of pedestrians between stores, employment areas, dwelling units, theatres, restaurants, parking areas, and the riverfront are critical. A safe and attractive pedestrian environment can significantly contribute to the overall character and appeal of the Center City and help catalyze additional investment. While the Center City should accommodate both vehicles and pedestrians, walking should be the primary mode of transportation within most areas of the Center City.

STREET GRID

The street grid of any area impacts its function, walkability, and pedestrian-friendliness. Smaller blocks are more walkable and accessible and are the preferred block type in a center city. When blocks are 'walkable', pedestrian comfort and friendliness are achieved. A visitor can park in one spot and make multiple stops in the Center City by walking from business to business.

While much of Oshkosh's street grid remains intact, there are many "super blocks" that reduce walkability, such as along N. Main Street, Church Avenue, Algoma Boulevard, and Marion Road. The City should take an active approach to ensuring "super blocks" contain pedestrian amenities, visual interest, and other forms of activity.

As redevelopment occurs within the study area, the City should look for opportunities to make new pedestrian connections where possible. For example, redevelopment projects south of the Fox River should incorporate on-site pathways and other pedestrian connections to avoid the creation of "super block" developments.

COMPLETE STREETS

A "complete street" is a roadway that is designed to be safe for all users of the transportation network, including motorists, transit riders, bicyclists, and pedestrians. At its foundation, complete streets is a response to this trend which reclaims the roadways and equally accounts for the full spectrum of potential users. This does not mean that automobile movement is ignored, but rather, seeks to incorporate sidewalks, bike lanes, transit stops, and other elements within the roadway. A key recommendation in Vision Oshkosh Plan (2009) was to prepare and adopt a "complete streets" plan.

The City should seek the development of complete streets throughout the Center City study area, in accordance with a potential complete streets plan. The development of complete streets will require context specific roadway treatments which are dependent upon a variety of factors, such as right-of-way width, traffic counts, or roadway jurisdiction. While the City should incorporate complete streets improvements as opportunities arise throughout the Downtown, a few specific complete street projects have been identified based on past planning efforts. These have been included on the accompanying Pedestrian and Bicycle Mobility Map.

SIDEWALKS

The City of Oshkosh has an extensive, well-connected sidewalk network, which includes provisions for pedestrian access between parking lots, building entrances, and street sidewalks (City of Oshkosh Zoning Ordinance, Section 30-36.E.9). It should be noted; however, that not all pedestrian facilities provide the same experience. The width, placement, and design of sidewalks, as well as their use on different roadway classifications, can have a significant impact on pedestrian comfort and overall use.

As opportunities arise, the City should utilize sidewalk best practices which take into consideration the specific needs of individual roadways within the city. These should be incorporated within streetscaping, general maintenance, and other public works projects to gradually update sidewalks across the Center City. While the City's sidewalk network and best practices are presented within the 2011 Pedestrian and Bicycle Circulation Plan, the following recommendations should be taken into consideration.



Sidewalk Typology

The Center City study area includes two types of sidewalks:

- **Curb-side Sidewalk** – Curb-side sidewalks are those in which the sidewalk is directly adjacent to the roadway. This sidewalk placement can create an uncomfortable pedestrian experience, with pedestrians adjacent to moving traffic. Curb-side sidewalks should be a minimum of 6' in width with a preferred width of 8' to provide a wider buffer to the travel lanes. The presence of on-street parking can assist to create a barrier between the sidewalk and traffic, while textured pavers, planters, and street trees can enhance long expanses of pavement.
- **Parkway Sidewalks** – Parkway sidewalks are those in which turf, grass, flowers, or trees divide the sidewalk from the roadway. Where the right-of-way allows, parkway sidewalks are the preferred sidewalk gap treatment to provide a landscaped buffer between pedestrians and vehicles. In addition to enhancing pedestrian safety, parkways have the potential to accommodate sustainable landscaping techniques including bioswales, rain water inlets, and rain gardens, as well as provide opportunities to establish tree canopy.

Where the right-of-way width exists, the City should widen sidewalks and pedestrian amenities appropriately by reducing traffic or parking lanes. In addition, the City should take advantage of redevelopment and other projects to convert existing curb-side sidewalks into parkway sidewalks. In general, sidewalks within the Center City, particularly the Downtown Core, should mimic those along N. Main Street, which were updated as part of the City's streetscaping initiative.

- Sidewalks along S. Main Street are curb-site sidewalks. Their narrowness and proximity to the roadway, which is also a truck route, can create a less inviting pedestrian experience.
- As part of a recent streetscaping initiative, sidewalks along N. Main Street are wide and buffered from the street with plantings, decorative brick, benches, and other amenities.

Crosswalks

While streets with low traffic volume (<3,000 ADT), low speeds (<20 mph), and few lanes (1-2) do not warrant marked crosswalks, they are generally in place at all other intersections within the study area. Center City crosswalks are painted with a standard, transverse crosswalk design; however, there are more high-visibility design solutions that may increase crosswalk visibility and pedestrian safety. Moving forward, the City should utilize more visible crosswalk designs, such as continental or brick paver/decorative crosswalks, and existing crosswalks should be updated to match over time. In addition, the City should improve mid-block crossings with higher visibility crosswalk designs, including stop lights, signals, and timers to better mark these locations.

Transverse Crosswalks

These serve as traditional crosswalk marking, using two parallel bands to delineate pedestrian space. This type of crosswalk marking is difficult for motorists to see, which poses a safety hazard to pedestrians.

Continental Crosswalk

These crosswalks are considered high-visibility, which are more easily seen by motor vehicle drivers. Use of continental crosswalks rather than transverse crosswalk markings have been shown to significantly increase intersection safety.

Brick Paver/Decorative Crosswalk

These crosswalks delineate pedestrian crossing areas through the use of decorative or brick pavers. It serves to create a sense of place and identity within an area; however, low contrast designs can lead to low visibility of these crosswalks. This crosswalk treatment is best used for roadways with slow travel speeds and few travel lanes, and can be combined with continental crosswalks to further increase visibility.

BICYCLE INFRASTRUCTURE

Bike lanes, Sharrows, Wayfinding – As previously discussed, the City should seek the development of various complete street projects within the Center City, as shown on the Pedestrian & Bicycle Mobility Map. These projects will include bike lanes and sharrows (shared-lane routes) within the Center City, marked by necessary signage, striping, and pavement markings. All bicycle routes should be clearly designated with signage, which can be incorporated within a broader wayfinding program as well as streetscaping enhancement projects.

Bicycle Parking – The City should also develop additional bicycle parking to encourage bicycle usage within the study area and attract students from the University of Wisconsin – Oshkosh into the Center City. While a few bicycle racks do exist, they are largely concentrated within the Downtown Core functional subarea. Additional racks should be added along designated bicycle routes and at key destinations within the Center City. Bicycle racks and parking should be incorporated within any streetscaping enhancement projects.

BICYCLE EDUCATION

While communities across the country have rushed to add bicycle infrastructure and develop more bicycle-friendly transportation networks, this has not always resulted in increased bicycle traffic. This is often because residents are uneducated about what bicycle facilities exist and how to properly use the infrastructure and facilities and remain safe. To best capitalize on bicycle improvements, the City should match them with a bicycle education program. This should include necessary information about the bicycle network, designated routes, safety, and how to use the system. Further, this program should not only educate but also promote bicycle usage and the benefits of automobile transportation alternatives.



RIVER CROSSINGS

Although the new Wisconsin Street Bridge has accommodations for pedestrians and cyclists, the other two bridges serving the heart of the area are less welcoming routes for non-motorized travel. Improvements should be made to expand the pedestrian right-of-way and provide barriers between pedestrians and automobiles. However, making these improvements would require a considerable renovation or potentially reconstruction of the Main Street and Jackson/Oregon Street bridges. Given the difficulty and high costs of these kinds of projects, the City should complete a study of the existing bridges and potential improvements to determine the best course of action. The City could also consider developing dedicated pedestrian bridges adjacent to the existing bridges and integrated within the overall Riverwalk system and design.

PUBLIC TRANSIT

Public transportation is provided through GO Transit, which offers 10 fixed bus routes, 7 of which serve the project area. Buses typically run between 6:15 am and 6:45 pm. The University of Wisconsin – Oshkosh runs two fixed route bus routes during its 14-week semesters. These bus lines provide an extended and late-night transit option, supplementing GO Transit regular hours. All bus routes operate through the Downtown Transit Center, located at the intersection of Pearl Avenue and Market Street. Transit stops are marked by signage and some feature covered rest areas; however, other improvement could benefit patrons and encourage greater ridership. Overall, the existing transit routes provide comprehensive coverage for the Center City and all functional subareas are well served.

TRANSIT RECOMMENDATIONS

- **System Improvements** – Improve all transit stops with benches, shelters, lighting, informational signage, and other pedestrian amenities. These improvements could be included with a branding effort to contribute to the image of the Center City.
- **Coordinate with Development** – Review new development projects to identify potential changes to existing routes and new transit stops which should be added based on investment within the Center City, particularly projects within the South Shore West and South Shore East subareas.
- **User Feedback** – Conduct an annual or biennial community survey to identify potential service extensions, concerns, or opportunities to improve public transit.

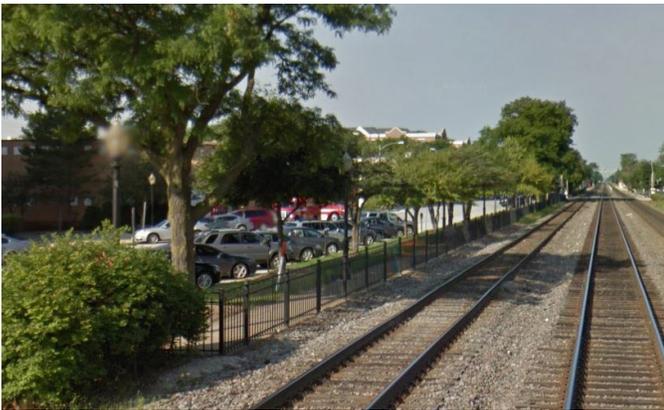
CENTER CITY PEDESTRIAN MOBILITY



RAILROADS

An active Canadian National (CN) rail line runs through the eastern portion of the study area in a north-south direction. Roughly 26-30 trains per day utilize the rail line. It extends from Fond du Lac through Oshkosh, heading north to Neenah, Menasha, and Appleton. The rail line and switching lines form a physical barrier between Pioneer Island and the properties to the west along S. Main. North of the Fox River, the rail line runs at grade along Broad Street, forming the eastern boundary of the study area and cutting off properties along Bay Shore Drive from the rest of the Center City.

With no grade-separated railroad crossings, the rail line threatens connectivity between adjacent neighborhoods, Pioneer Island, and the Center City. The height of the railroad bridge over the Fox River creates an additional barrier which disrupts boat travel and blocks extension of the Riverwalk further east to Lake Winnebago. In addition, the rail line acts as a major barrier to lakefront development and investment to the south of the Center City study area. While the feasibility and cost of grade separations, new bridge construction, and other projects can be prohibitive, the City should still consider projects of various sizes which could help overcome the physical barrier created by the railroad.



MITIGATING RAIL IMPACT

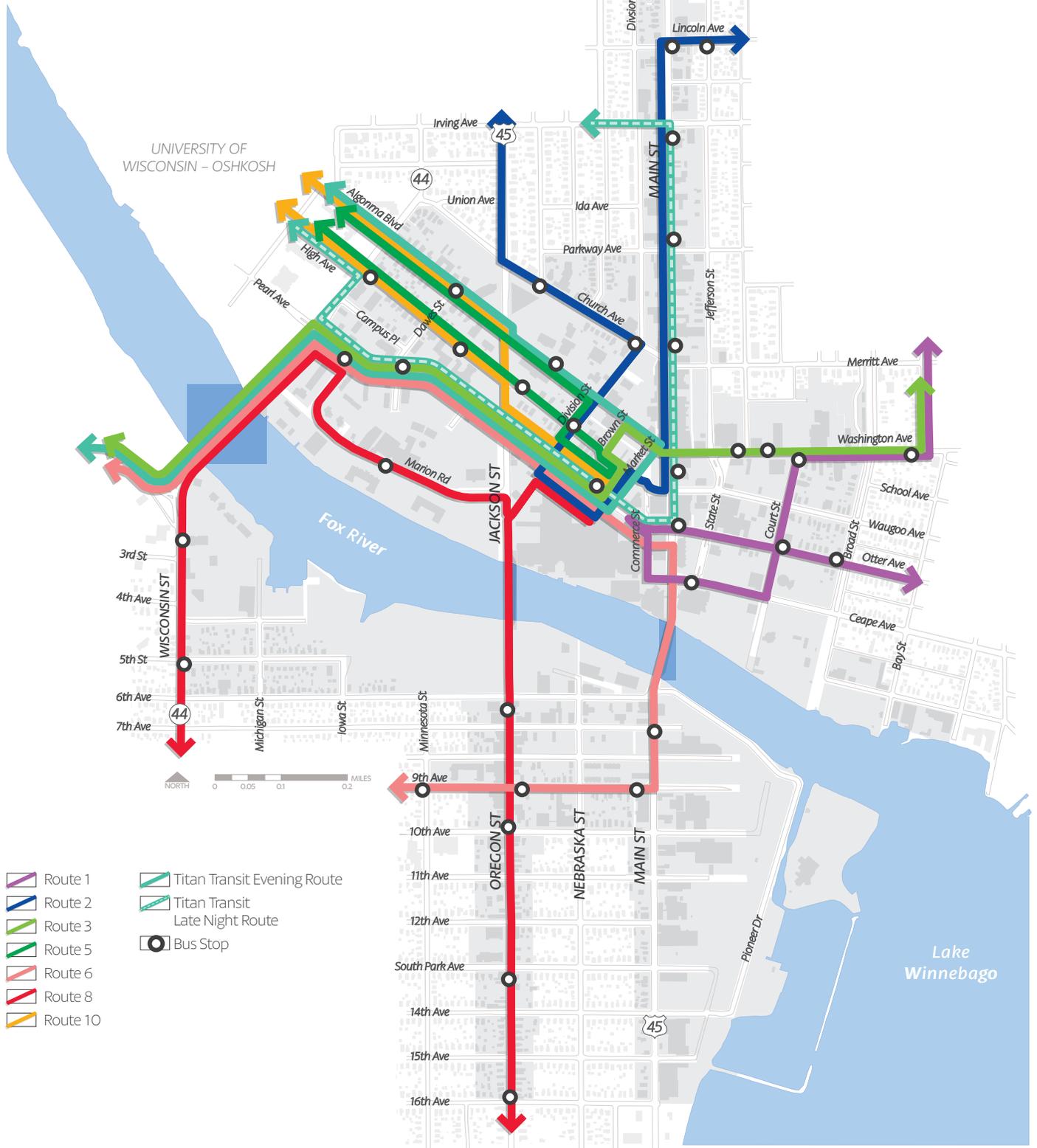
Grade Separated Crossings – The City should coordinate with Canadian National to install various grade-separated automobile and pedestrian crossings along the railroad right-of-way. These crossings will act as short-term solutions which complement the long-term goals described. Regardless of whether the railroad will be relocated or not, grade-separated crossings will support continued investment and greater connectivity that is essential to the short- and long-term success of Oshkosh's Center City. Improvements should include, at a minimum:

- Grade-separated automobile crossings both north and south of the Fox River
- Grade-separated extensions of the Riverwalk on both sides of the Fox River
- At grade-separated pedestrian crossings along Broad Street

Integrated ROW and Streetscaping – The City should also complete a streetscaping project along the railroad where it runs parallel to Broad Street. This project should aim to better define railroad, automobile, and pedestrian rights-of-way and increase overall safety within the area. The streetscaping project should include the following improvements:

- Update all crossings with pedestrian amenities including marked crosswalks, pedestrian railroad gates, and pedestrian refuge islands between the roadway and rail lines.
- Repave Broad Street and all railroad crossings to smooth out elevation changes and replace rough timbers with durable rubber or concrete surfaces.
- Construct a continuous curb and install a fence or barrier between the railroad and roadway to clearly mark rights-of-way and discourage pedestrians from crossing the tracks mid-block.
- Incorporate beautification elements, such as landscaping, decorative streetlights, or new railroad gates, to decrease the relatively industrial character and improve the overall appearance of the corridor.

CENTER CITY PUBLIC TRANSIT





7

CIVIC & INSTITUTIONAL RESOURCES

Successful downtowns often have a significant civic component and serve as the focal point for civic activity, facilities, and services. Oshkosh Center City is home to several civic uses including City Hall, Oshkosh Public Library, Winnebago County Courthouse, US Post Office, Convention Center, and more. Collectively, these facilities contribute to the character, employment base, and overall sense of place for center City. Additionally, University of Wisconsin – Oshkosh is located adjacent to the City Center and is responsible for a sizable local student resident population and thousands of visitors to the area annually.

This section of Imagine Oshkosh focuses on maintaining Center City as the community's civic center and balancing the University of Wisconsin – Oshkosh's presence. The numerous civic uses and the University provide tremendous benefit to the Center City, but they also present challenges that must be managed and accounted for. Public uses do not generate property tax revenue and aging facilities can face issues of functional obsolescence and aging. The University can strain local housing conditions and the concentration of 18–22 year olds can significantly impact the uses, intensity, and character of an area. This section of the plan addresses these conditions in a manner that accommodates the needs and priorities of a successful Center City.

CIVIC & INSTITUTIONAL RESOURCES GOAL

MAINTAIN CENTER CITY AS THE COMMUNITY'S CIVIC CENTER

Center City is home to numerous government buildings, that serve as Oshkosh's civic heart, as well being the county seat for Winnebago County. These public facilities contribute significantly to the overall character and image of the Center City. These institutions bring residents, business owners, and hundreds of government employees to the City Center daily, creating liveliness and supporting economic activity within the district. Oshkosh's central government functions are contained within some of the most beautiful, architecturally rich, and historic structures in the City. Buildings like the City Hall impart a sense of ownership for residents who feel invested in their community. Together, these buildings form a unique sense of place and emphasize the Center City as a civic focal point.

CIVIC USES

The following government, civic, and public facilities are located within the Center City study area:

- **Oshkosh City Hall** – Located in Downtown Outer Core
- **Oshkosh Police Department** – Located in Downtown Outer Core
- **Oshkosh Recreation Department** – Located in Downtown Outer Core
- **Oshkosh Public Library** – Located in Downtown Core
- **Downtown Transit Center** – Located in Downtown Outer Core
- **Winnebago County Administrative Offices** – Located in Downtown Outer Core
- **Winnebago County Courthouse** – Located in Northwest Transition
- **Winnebago County Human Services** – Located in Downtown Outer Core
- **U.S. Post Office** – Located in Downtown Outer Core
- **Oshkosh Convention Center** – Located in Downtown Outer Core
- **State of Wisconsin Community Corrections Division** – Located in South Shore West

Historically, city centers have served as the cultural, shopping, dining, entertainment, and civic heart of a community. While communities across the country have seen civic institutions move outside of the city center to accommodate growing facility needs, Oshkosh has retained its civic core, and this is a great thing.

CHALLENGES AND BENEFITS

As civic institutions' needs change over time, it is often the case that relocation is the easiest way to accommodate space needs and facility upgrades. Given this ever looming reality, Oshkosh needs to carefully monitor and coordinate the needs of the different government entities with Center City facilities, and work creatively and diligently to retain the uses and facilities in the core of the community. A strong civic core helps to anchor and establish the Center City as a vital part of every Oshkosh resident's experience and community identification, further solidifying the importance of the Center City.

The most significant challenge of having a large civic component in a downtown is that it is not a revenue generating land use, in terms of property tax. However, due to the size and economic strength of the Oshkosh Center City, the civic uses serve as an appropriately scaled tax-exempt use within the overall matrix of tax-generating uses and activities located in the Center City. Further, the civic uses more than offset their tax exempt status by bringing in hundreds of employees and visitors a day into the Center City to shop, dine, and recreate.



RECOMMENDATIONS

Understanding both the positive impacts and challenges of a large civic presence in downtown, the City should work to retain civic buildings and facilities within the Center City.

- Maintain open communication with government departments and agencies regarding their future plans and needs.
- Work cooperatively with government departments or agencies to retain government agencies within the Center City and address specific facility issues as they arise.
- In the event that a department or agency needs to downsize or minimize costs, work collaboratively to analyze the potential for facility consolidation which would keep that body within the Center City.
- In the event that consolidation or relocation outside the Center City is necessary, seek adaptive reuse of historic structures and facilities, possibly for use by other government bodies in need of facility expansion.



CIVIC & INSTITUTIONAL RESOURCES GOAL

BALANCE THE PRESENCE OF THE UNIVERSITY

The Center City is directly neighbored by the University of Wisconsin – Oshkosh on the west, which employs roughly 1,300 people and enrolls over 13,000 students annually. Although the University's campus is not located within the study area, western portions of the Center City cater to the student population, including fraternities and sororities, student housing, fast food establishments, and numerous pizza delivery restaurants. The University is an important component that contributes significantly to the City Center. Students and faculty live, work, dine, and spend their leisure time within the area generating economic activity and adding to its vitality. In addition, the University helps promote the City and bring visitors to the community for alumni gatherings, lectures, and athletic events.

UNIVERSITY IMPACT

While the Center City does greatly benefit from the University's proximity, there is the potential for negative impacts. Student populations tend to be largely transient, leaving the City during the summer months and not placing permanent roots within the community given a perception that they will move away from Oshkosh following graduation. This can also result in a lack of investment or care for the surrounding area, given that many students see themselves as temporary residents.

In addition, student populations often attract uses which specifically cater to their demographic, such as rental housing, fast food restaurants, college bars, and liquor stores. While these uses are not exclusive to students, when grouped together they can challenge the character and perceived nature of an area. Over time, many college towns develop a "campustown," that is, a neighborhood or commercial area that is understood to be student-oriented, and generally not catering to or accommodating of other groups, particularly young children, teenagers, and families.

Understanding the relationship between these two separate areas, the City should take a careful and balanced approach to the University of Wisconsin – Oshkosh. This should include efforts to incorporate the University within the Center City and capitalize on the activity generated by the institution, while protecting against potential negative impacts. Primary to this direction should be close communication and coordination with the University itself. This will help ensure that new strategies or improvements are in the best interest of both the University and the Center City.

TRANSITION ZONE

The Northwest Transition and Marion Road Waterfront functional subareas are located directly between the Downtown Core and the University of Wisconsin – Oshkosh. The City should treat these two subareas as a transitional zone, which supports both the University and Center City. These two subareas differ considerably from development found elsewhere in the Center City, which can be partially contributed to the presence of the University. Over time, student-oriented residential and commercial options have developed within both sub-areas. The Waterfront subarea has proven to be more prone to development, and the Northwest Transition subarea has a more traditional neighborhood setting.

While student-oriented uses will remain a reality of these subareas, the City should take steps to maintain and enhance the overall appearance and character of the area. Property maintenance and upkeep of student housing should be a priority so as not to let the area suffer from deferred maintenance and dilapidation. Commercial uses in these areas should be held to the same design and aesthetic standards and upkeep as other commercial uses in the Center City.

Student-oriented uses should be encouraged to locate within these two subareas, rather than other parts of the Center City. That said, many uses in the Center City appeal to students and non-students alike. The trick is finding the balance so as to prevent the greater Center City area from being known as a college bar scene.



STREETSCAPING & WAYFINDING

Both the Northwest Transition and Marion Road Waterfront subareas would benefit from streetscaping enhancements along High Avenue and Algoma Boulevard. Improvements to these roadways would help to better connect the University and Downtown Core. At the same time, the inclusion of wayfinding and gateway signage, as well as other landscaping and beautification elements, will help to distinguish the two areas as interconnected but separate. Streetscaping enhancements will demonstrate the City's commitment to improving these subareas, and further encourage greater investment and upkeep of private properties and businesses.

In addition, the City should install wayfinding and gateway signage within these subareas, to better connect the University and Center City. These improvements will clearly mark the transition between the University and Downtown Core, signaling to students that they are leaving the campus. By creating a physical reminder of the distinction between these two areas, students will come to better understand the Center City as a shared space that belongs to a multitude of stakeholders. Promotional materials inviting students to events and activities in the Center City can be used to bring students into the Downtown Core.



RECOMMENDATIONS

- **Regular Communication** – Maintain close communication with the University regarding priority issues and opportunities, with particular focus on the interaction between the Center City and University's campus. This should include regularly scheduled meetings of key decision makers from both organizations.
- **Coordinated Events** – Work with the University of Wisconsin – Oshkosh to coordinate events, festivals, parades, and community gatherings, with the aim of identifying opportunities for collaboration and cross promotion while reducing potential conflicts.
- **University Events in Center City** – Strengthen the connection and patronage between the University and Center City by encouraging the University, and affiliated groups, to host events and activities within Downtown.
- **Public Art** – Engage with individual University departments to identify opportunities for student projects integrated within the Center City. For example, the Art Department could sponsor a rotating public art installation to display student art.
- **Bike Share** – Coordinate with the University to conduct a feasibility study regarding a bike share program to make bicycling conveniently available at low costs. If feasible, the City and University could jointly sponsor this kind of program.
- **Innovation District** – Coordinate with a potential “innovation” district to offer students classes, experience, and create a direct path between education in Oshkosh and employment in Oshkosh.
- **Inspection Program** – Strengthen the registering, inspection, and required maintenance of student housing properties within the identified subareas.



8

ARTS & CULTURAL RESOURCES

Oshkosh Center City has a rich history and provides arts and cultural amenities for residents and visitors. This section of Imagine Oshkosh focuses on two primary goals, including the preservation and enhancement Center City's rich history and the expansion of arts and culture. Much of Center City's history and sense of place is captured in the architecturally significant and historic building stock. This historic charm these buildings provide cannot be replicated with new development. They contribute an authentic sense of place that is part of the fabric and culture of the area.

With the backdrop of a historic and architecturally rich built form, the Center City is home to a variety of arts and culture amenities that significantly contribute to the "downtown experience" and enhanced enjoyability, appeal, and interest. By promoting public art, supporting arts and culture initiatives, celebrating unique Center City features, and enhancing year-round events and activities, the arts and culture offerings of Center City will continue to improve and help to define a successful and vibrant Center City.

ARTS & CULTURAL RESOURCES GOAL

PRESERVE & ENHANCE CENTER CITY'S RICH HISTORY

*Oshkosh's Center City contains many historic structures built in the 19th and early/mid-20th century when Oshkosh was one of the largest cities in Wisconsin and known as "Sawdust City." These historic structures range in style from Italianate to Romanesque, and contribute to an attractive physical environment and distinct sense of place. Because of downtown's traditional "Main Street" aesthetic, several scenes of the film *Public Enemies* (set in the 1930s and featuring Johnny Depp as gangster John Dillinger) were filmed along Oshkosh's North Main Street. As a distinctive characteristic of the Center City area, the City should take an active stance in preserving historic properties and structures.*

EXISTING PROTECTIONS

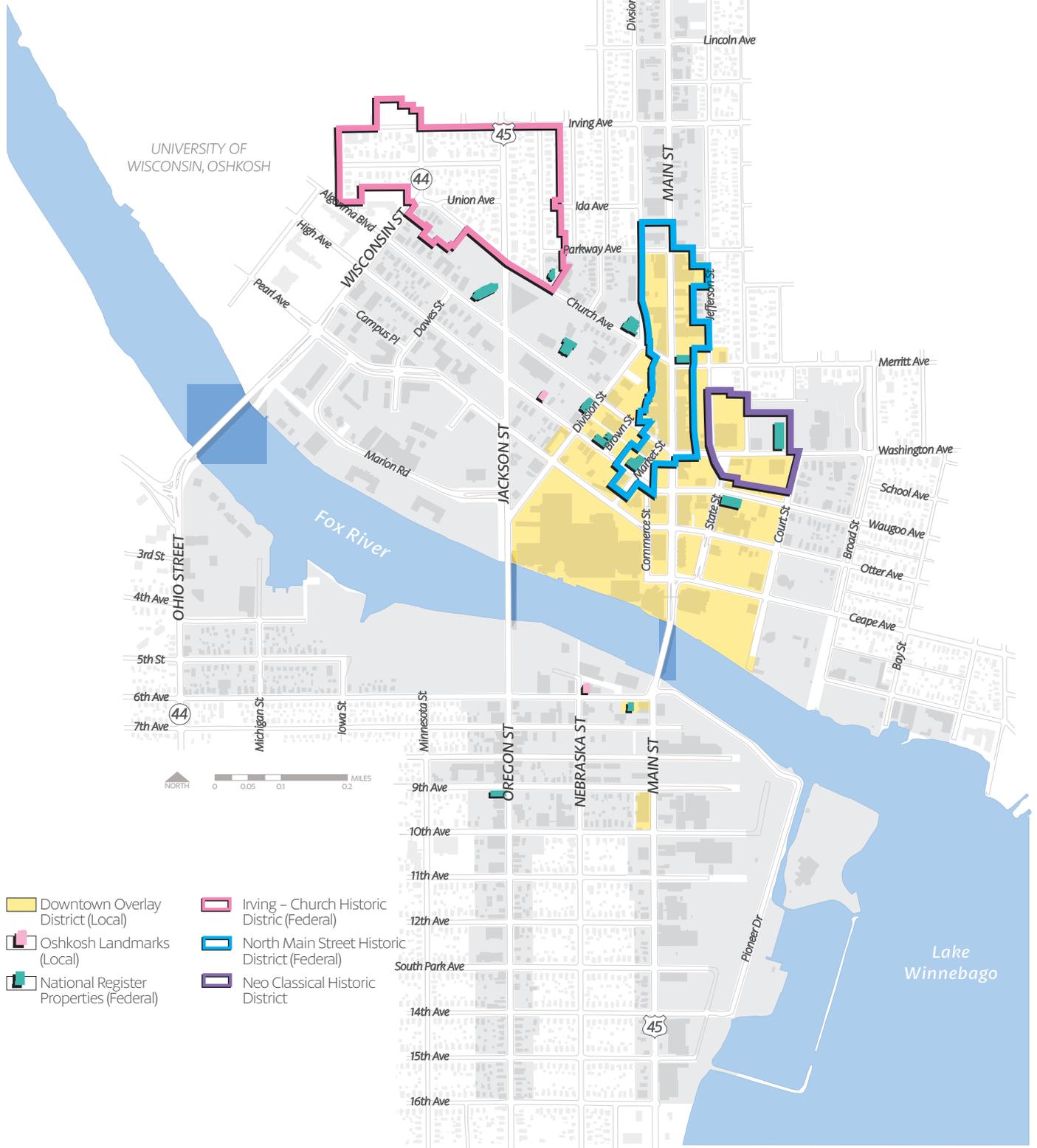
DISTRICTS & DESIGNATIONS

The Center City contains three historic districts on the National Register: 1) **Irving-Church Historic District**, 2) the **North Main Historic District** and, 3) the **Neo Classical Historic District**. Additionally, some other Center City buildings are also on the register as individual properties, such as the Daily Northwestern Building (224 State Street) or the Brooklyn No. 4 Firehouse (17 W. 6th Avenue). These designations are authorized through the U.S. Department of the Interior and are primarily used for federal rehabilitation tax credits as well as marketing and publicity. Other benefits include exemptions from the State Historic Building Code and protection from negative impacts of federally funded projects nearby. They do not regulate demolition or exterior alteration of the properties unless federal tax credits are requested.

LOCAL ORDINANCES

Local ordinances often provide the toughest protection of historic properties, regulating alteration, renovation, improvement, demolition, and more. The City has a **historic preservation ordinance**, found within Chapter 30 – Article XVIII of the City Code. One key element of the ordinance is a heightened standard for demolition, requiring close scrutiny and public input. However, City policy has been to only designate a property when initiated by the property owner, even though the City Code dictates that the Common Council or Landmarks Commission could also initiate a historic designation. As such, only two properties are currently protected in the study area: 226 High Street (a residence) and 50 W. 6th Avenue (The Granary).

CENTER CITY HISTORIC DISTRICTS



CONSIDERATIONS FOR HISTORIC PRESERVATION



DealerSocket, an automotive website and digital marketing firm, recently moved into 531 N. Main Street. The former Frank Percy Gun and Fur Shop, built in 1900 and 1908, was repainted and improved to accommodate this new tech user. It is one of many examples of new investment in historic buildings in the Center City. State and Federal Historic Tax Credits were utilized in the renovation.



Stricter regulations regarding permitted uses, signage, and built form could prevent buildings that are incongruent with the surrounding historic character of the Center City, such as the Chase Bank Building on the corner of Waugoo and High.”



501 N. Main Street, also referred to as the Webster Block, was built in 1895 in the Queen Anne style. Its prominent, castle-like turret is one of Oshkosh's most distinctive architectural elements. This property is one that should be considered for protection under the City's Historic Preservation Ordinances.



Built in 1912 and designed by famous Oshkosh architect William Waters, 913 Oregon Street once housed both the State Exchange Bank and the Oshkosh Public Library South Side Bank. Its rusticated neoclassical style is distinctive along the Oregon corridor. This property is not currently listed on the National Register of Historic Places, but may be eligible.



This N. Main bar is one example of a historic property that could benefit from a façade improvement to return the exterior to its historic character, remove unappealing additions, and create an attractive storefront.



While the remainder of the factory complex was torn down, the bottling department of the former Peoples Brewery Company was preserved and incorporated into a new building, now occupied by Blended Waxes. The brewery was local to Oshkosh, founded in 1911 and the first black owned brewery in the United States.

RECOMMENDATIONS

- **Update existing historic preservation ordinance** – Complete a full review and update of the existing historic preservation ordinance to ensure it thoroughly addresses alteration, renovation, improvement, and demolition of historic properties using modern best practices. The update should include preservation of not only buildings and structures, but also historic elements such as façades, structural elements, mosaics, ironwork, and other architectural features.
- **Provide historic preservation education** – Provide informational materials and hold meetings to inform the City Council, Landmarks Commission, and community in general about their role in historic preservation and the process for designating historic districts and properties.
- **Update historic properties inventory** – Coordinate with the Landmarks Commission to develop a thorough inventory of historic properties and structures within the City Center. This should include details about the condition for those properties, current uses, and prioritization of properties for local preservation.
- **Seek designation for “at risk” properties** – Seek immediate landmark designation and preservation of high priority or high risk historic structures within the City Center.
- **Develop a plan for historic designation** – Coordinate with the Landmark Commission and property owners to develop a long-term plan for receiving state and national historic designations, including inclusion on the National Register of Historic Places.
- **Support adaptive reuse** – Encourage and incentivize reinvestment and re-use of historic buildings. This should include expanded availability of financing tools, technical assistance with the conversion process, assistance with grant applications, complimentary public right-of-way improvements, and other updates to City policy which will streamline the process for reinvestment. Dealersocket (531 N. Main Street), Bar 430 (430 N. Main Street), and Ski’s Meat Market (502 N. Main Street) are great examples of reinvestment projects within historic Center City buildings.
- **Support façade restoration** – Encourage and incentivize the restoration of historic facades within the Center City era, including those which have been covered up, significantly altered, or fallen into disrepair. The City should consider developing new funding assistance for façade restoration. In addition, the existing grants available through the Downtown Business Improvement District could be expanded to offer greater funding or include all properties within the Center City.
- **Enforce guideline recommendations** – Working cooperatively with property owners and developers, the City should enforce and put into action the guidelines and recommendations contained in this plan document. Recommendations and guidelines address built form, scale, orientation, entrances, setbacks, uses, and more. These recommendations collectively serve as guidelines to inform development and improvement investment and decision-making in the Center City, and serve to ensure the compatibility and context of Oshkosh Center City’s historic structures.
- **Salvage and reuse historical architectural elements** – Encourage the creative utilization of pieces of older buildings and infrastructure when demolition or replacement of older structures occurs to show a connection to the past and cultivate a sense of place. For example, if the CN rail bridge was to be replaced, the existing bridge could be re-purposed as a bike/pedestrian crossing.
- **Improve/expand historic preservation signage** – Expand the use of signage that celebrates Oshkosh’s history and provides information regarding cultural events. Signage should be tied to any Center City branding efforts and mimic existing signage along the banks of the Fox River explaining Riverside Park, and Oshkosh’s lakes and rivers.

ARTS & CULTURAL RESOURCES GOAL

EXPAND ARTS & CULTURE IN CENTER CITY

Oshkosh's Center City offers a variety of arts, entertainment, and cultural amenities, including the Grand Opera House and Backlot Comedy House. These types of amenities help to create a unique sense of place and promote a greater sense of community pride. To elevate Oshkosh's profile as a destination for arts and culture, the City should work to encourage unique public art displays, interactive installations, festivals, activities, and live music. Full dedication to this principle will enable the Center City to become one of the most unique and creative downtowns in the region.

ESTABLISH AN ARTS & CULTURE COALITION

As a first step to facilitating arts and culture, the City should establish a dedicated Arts & Culture Coalition that manages existing amenities while building a network of arts, cultural, and entertainment uses. This organization would be responsible for bringing together private and public bodies and organizing local arts and cultural resources in Oshkosh's Center City.

- **Establish a Coalition** – Establish an Arts & Culture Coalition that will be responsible for coordinating between entities, venues, and other stakeholders, including events, festivals, parades, art installations, and community gatherings.
- **Local Representation and Coordination** – Ensure that local groups, such as the Public Arts & Beautification commission, the Opera House, and the University of Wisconsin – Oshkosh's Art Department, are represented as part of the Arts & Culture Coalition to ensure cooperation and coordination of resources.
- **Membership Structure** – Help support and organize arts and culture businesses and amenities through the inclusion of a "membership" program as part of the Arts & Culture Coalition.
- **Marketing** – Promotion of arts and cultural events, particularly existing and future community gatherings, will be pivotal to their success. The Arts & Culture Coalition should work to market arts and culture within the Downtown, including cooperation with partner agencies such as University of Oshkosh – Wisconsin, Fox Valley Technical College, and local public and private schools.

ATTRACT NEW USES WHICH FOSTER LOCAL CULTURE

The Center City contains ample space and opportunities for new uses which foster local culture through art, entertainment, education, and community. In accordance with desired land use as established in the functional subareas, the City should attract new culture and entertainment based uses such as art galleries, museums, movie theaters, bowling alleys, and live music venues, amongst others. This could include incentives and regulatory assistance provided for uses which significantly contribute to local culture and activity on a regular basis. The Arts & Culture Coalition should be a partner in attracting these kinds of uses and providing assistance to incoming businesses. The City should also work with the potential "innovation" district and local developers to explore the possibility of art-lofts or a shared-use art studio.



PROMOTE PUBLIC ART

Public art can create a greater sense of community, enhance and showcase the City of Oshkosh, and reinforce the Center City as a community focal point and social, cultural, entertainment center. In addition, public art can attract visitors to the Center City, generating economic activity. By promoting public art, the City can better position the Center City to become a stronger and more vibrant center for art and culture.

- **Center City as a Focal Point** – Use the Center City as a focal point for installations, outdoor events, and activities relating to arts, entertainment, and culture. Both permanent and temporary public art installations and activities such as sculptures, murals, mosaics, live music, and more, should be incorporated into a variety of Center City initiatives and events.
- **Identify Locations for Public Art** – Conduct an analysis of all City-owned properties and rights-of-way to identify locations for public art installations in the Center City. Coordinate with business owners to identify additional spaces at key destinations throughout the area, including large blank facades on buildings that can be used for murals and mosaics depicting local culture, history, and stories important to Oshkosh.
- **Establish a Public Art Program** – Establish a public art program distinct to the Center City, including specific locations for art installations and parameters for thematic design.
- **Center City Calendar** – Establish a “Center City Calendar” for events, parades, and festivals occurring in and nearby the Center City. The calendar should be promoted through the City and the Arts & Culture Coalition’s websites, social media, and fliers or banners in the Center City.
- **Incorporate Public Art** – Incorporate artistic elements and local artists into streetscape or infrastructure projects to create a more cohesive identity in the Center City and take full advantage of capital improvement projects and investment.
- **Local Artists and Students as a Resource** – Coordinate with local artists and students to create artistic designs for Center City amenities that incorporate elements of Oshkosh’s culture and heritage. This can include coordination with University of Wisconsin – Oshkosh, Fox Valley Technical College, and local public and private schools. The City can engage students in conceptualizing, designing, and building unique gateway features, wayfinding elements, bicycle racks, and street furniture for installation throughout the Center City.
- **Vacant Storefronts for Art and Engagement** – Work with property owners to transform vacant store fronts into displays for public art and the promotion of investment opportunities, which will help to eliminate the abandoned appearance of unoccupied properties in the Center City.
- **Student Art Space** – Establish a program or annual contest to display local student art in spaces in the Center City. The City should coordinate with the University of Wisconsin – Oshkosh to curate a rotating art space as a class project.



INTERACTIVE ART PRECEDENTS

1 MUSICAL SWINGS

The *21 Balancoires (21 Swings)* installation in Montreal, Canada combines pre-recorded sounds with movement. Riding on the swings results in different notes from pianos, xylophones, and other instruments, creating fun melodies as multiple swings are used.

2 FLEXIBLE GRASS

The *SWAY'D* installation in Salt Lake City includes more than 1,000, 10 foot nylon rods, designed to look like a giant field of grass. As visitors walk through the field, the blades of grass hit against each other, causing ripples of movement.

3 BUBBLE FEATURES

The *Bubble Building* installation in Rotterdam, The Netherlands, includes fountains filled with soapy water. By lifting flexible steel frameworks that rest on the top of the ponds, visitors can create bubbles of all sizes and shapes.

4 INTERACTIVE LIGHTS

The *Light Drift* installation in Philadelphia displayed a group of 90 colored orbs floating in the Schuylkill River. These orbs changed colors based on pedestrians moving along the adjacent riverwalk, using a system of sensors to capture movement.

5 CROCHET PLAYGROUND

The colorful “play sculpture” located in the Hokone Open-Air Museum in Tokyo, is a fully crocheted playground for children. Designed and constructed by artists, the crochet playground combines public art and recreational equipment to create a playground that is not only fun but also beautiful.

6 PULSE OF THE CITY

Pulse of the City project installed heart shaped heart monitors in 5 locations around the City of Boston. The heart shaped installations were designed to play music to the rhythm of the user's heartbeat. The goal of the project was to encourage Boston residents to improve their health through a fun and engaging experience.

7 MONOPOLY GAME

In 2012, giant Monopoly pieces were installed throughout the City of Chicago. These sculptures were intended to contribute a fun and whimsical element to the streetscape through the use of the third dimension, rather than as flat, '2D' art.

8 LED SEESAWS

The *A Tilt of Light* installation in Melbourne, Australia includes LED lighting stripes tucked inside the body of a seesaw. As the seesaw tilts back and forth, the lights move where weight is shifted, demonstrating the kinetic physics of playground equipment in a fun learning experience.





INCORPORATE OSHKOSH'S UNIQUE FEATURES

The City of Oshkosh's natural features, rich heritage, and influential institutions help to define the community in a unique and exciting way.

- **Fox River and Lake Winnebago** –As a community with access to a river and lake, Oshkosh has the advantage of drawing in residents and visitors to partake in a variety of water-based recreation, events, and activities.
- **UWO**– The University of Wisconsin – Oshkosh attracts and shapes young professionals, boosting economic investment in the City.
- **Heritage** – Additionally, the history of Oshkosh includes a wealth of interesting stories that can be integrated in the Center City, from the City being named after Menominee Chief Oshkosh, to its identity as “Sawdust City” and the founding of the famous OshKosh B’gosh overalls in the late 1800s.

The City should build upon these and other unique features by incorporating them in public art, public spaces, informational destinations, and the general design of the Center City's physical environment.

SUPPORT GRASS ROOTS INITIATIVES

Enhancing and activating the Center City is a community effort that will rely on actions from the City as well as “bottom-up” initiatives from the community. The efforts of individuals, non-profit organizations, and volunteer groups help support the vision of the Plan and strengthen the Center City. The City should empower local organizations and grass roots initiatives to assist with achieving the vision of Imagine Oshkosh.

- **Local Food** – Support the local food movement, such as the Farmers Market, local farmers, and urban farmers to help create a more self-reliant and resilient food network and improve the local health, economy, environment, and social fabric of the community.
- **Little Free Pantries**– Work with non-profit and charitable organizations to establish Little Free Pantries in areas where neighbors might convene to meet neighborhood needs and combat food insecurity. Pantries are designed similarly to Little Free Libraries, and examples of contents include preserved foods, toiletries, diapers, and sealed beverages.
- **Open Door/Open Ear** – Encourage and support local activism for all things in the Center City by fostering and promoting an “open door policy” with City officials and staff, encouraging greater communication between passionate individuals and the City as it relates to the Center City. Consider hosting an annual or bi-annual “Center City Idea Forum” to hear and discuss ideas from interested residents, business owners, and stakeholders.



BOLSTER YEAR-ROUND EVENTS & ACTIVITIES IN THE CENTER CITY

Much of Oshkosh's outdoor entertainment and activities is dependent on the season. In the summer, Oshkosh draws in residents and visitors to the Center City with activities such as boating, concerts at the Leach Amphitheater and Opera House Square, Waterfest, and the Farmers Market.

In the winter months, while the Center City's activities and events may be less robust, other seasonal activities are thriving in the community. Ice fishing, ice boating, and snowmobiling on the lake is popular during the winter. During the world famous sturgeon spearing season in February, more than 13,000 special spearing licenses are issued and Lake Winnebago is covered with ice shanties.

The City should elevate existing events and develop additional festivals and gatherings to help activate the Center City year-round. These new events will in turn support additional economic activity and help to create a more robust year-round economy. Efforts to bolster year-round activities and events will require careful coordination and cooperation between the City and various distinct groups, such as the Oshkosh Convention & Visitors Bureau, the Oshkosh Parks Department, the Rotary Club of Oshkosh, and others.

- **Winter Fest** – Following Oktoberfest, establish a Winter Fest that incorporates tents with seasonal food, beverages, and merchandise.
- **Ice Fishing Season "Kick-off"** – Explore the possibility of creating a "kick-off" event for seasonal ice-fishing or the sturgeon spearing season.
- **Ice Rink** – Create an ice rink in the City Center, potentially in the Opera House Square, and establish and promote winter activities, such as ice skating, community snowman contests, snowmobiling, ice fishing, and hot chocolate competitions.
- **Taste of Oshkosh** – Create a "Taste of Oshkosh" or a similar event offering inexpensive food and beverages demonstrating local cuisines, restaurants, and cafes, as well as community organizations demonstrating cuisines from various cultures.
- **Food Trucks** – Promote the use of food trucks in the Center City as supportive amenities for events in the area. This should include an assessment of the City's zoning regulations regarding the usage of food trucks and the potential establishment of designated food truck areas.
- **Designated Community Event Space** – Identify various properties within the Center City that could be potential spaces for community events at varying scales, such as a larger venue for regular Center City events and festivals as well as smaller spaces for shorter, minor events.
- **"All Seasons" Campaign** – Launch a promotional campaign to advertise Oshkosh as both a summer and winter destination for vacationers. This should include information about unique winter-time activities available in Oshkosh.



9

URBAN DESIGN & PUBLIC SPACES

Urban design is about making connections between people and places, movement and urban form, nature and the built fabric, public spaces and private places. Urban design draws together the many components of place-making and seeks to create a place with distinct beauty and identity. For any successful downtown, urban design and public spaces must be integrated into the mixed-use fabric and pedestrian-oriented environment. Urban design and public spaces goals for the Center City include establishing and preserving a sense of place and scale, providing a welcoming and attractive streetscape to enhance the pedestrian environment, and improving and activating the Center City's public spaces.

This section of the plan addresses many facets of urban design, and among them, streetscape is one of the most important. This section established and prioritizes a streetscape hierarchy and identifies best practices and key components to achieving a successful streetscape improvement program. As another key component of urban design, public open spaces provide opportunities for relaxation, outdoor gatherings and events, and the ability to better engage amenities such as the Fox River and Lake Winnebago. Public spaces help connect different areas of the Center City and help to establish the area's overall character, image, and sense of place.

URBAN DESIGN & PUBLIC SPACES GOAL

ENSURE NEW INVESTMENT & DEVELOPMENT IS COMPATIBLE AND ATTRACTIVE

New development and investment will have a significant impact on the atmosphere of Oshkosh's Center City. Since individual parcels are oftentimes viewed as separate development projects, it can be difficult to create a consistent, attractive development pattern if appropriate guidelines are not put into place. The Design and Development Guidelines build upon recommendations set forth in Chapter 3: Land Use & Development, and present more specific recommendations to improve the quality, appearance and overall character of private development, the waterfront and riverfront, public rights-of-way, and other public areas.



ARCHITECTURAL STYLE

New development in the Center City provides the opportunity to establish an architectural style that can strengthen the area's character and distinguish Oshkosh from surrounding communities. While the City should not attempt to dictate any one specific architectural style, it can promote new construction that complements the traditional/historic building styles evident within much of the area. In areas lacking adjacency or proximity to historic/traditional buildings, contemporary architecture and building design can be appropriate and positively contribute to the character and visual interest of Center City.

- Development within the Downtown Core should consist of traditional architectural styles. Modern architectural styles in this functional subarea should be discouraged.
- New buildings need not be historic replicas, but should offer high quality and compatible interpretations of the traditional styles present within core areas of Center City.
- Regardless of style, new buildings are encouraged to use high quality materials and reflect the predominant scale, height, massing, and proportions of traditional developments or downtowns.
- New buildings should incorporate decorative cornices, columns, reliefs, terra cotta tiles, and other significant façade detailing to ensure visual interest and appeal.
- If contemporary architectural styles are proposed, consideration should be given to their relationship and impact on existing buildings and development patterns within Center City.





BUILDING HEIGHT, BULK & PROPORTION

Vibrant developments are successful in creating an intimate pedestrian atmosphere, or an outdoor “room” for visitors and shoppers. Much of this atmosphere can be attributed to the bulk and proportion of buildings as they relate to the street and one another. Development within the Center City should be comprised of primarily of two- and three-story buildings. Buildings of this height contribute to a sense of enclosure and an intimate and pedestrian scale.

- Center City buildings should have a strong orientation towards the street on which they front and, if located along the waterfront, a strong orientation toward the water. All buildings should incorporate 360 degree architecture.

- Redevelopment/development within the Center City boundaries should avoid extreme differences in building height. Consideration should be given to the height of adjacent buildings, particularly when located with the same Functional Subarea, as designated in Chapter 3, Land Use & Development.
- Buildings taller than four stories could be acceptable in select locations, provided they are in character with the surrounding area.
- Vertical architectural elements should be incorporated where appropriate and could include clock towers, spires or bell towers. These elements should be considered design “highlights” at key locations.



BUILDING PLACEMENT & ORIENTATION

Two primary orientations should be reinforced in the Center City – street frontage orientation and waterfront orientation. Outdoor dining, pedestrian arcades and plazas should complement buildings whenever possible and should provide interest and engagement along the street frontage and waterfront. Buildings located at or near the sidewalk help to establish a distinctive “streetwall” effect that adds visual interest, enhances the pedestrian environment, and establishes a “human” scale within an area. This streetwall pattern is essential in the Downtown Core, and highly desirable in the Downtown Outer Core, North Main Street Commercial Corridor, Oregon Street, South Shore Central, and Main Street frontage of the South Shore East functional subareas.

- Any development along the waterfront should provide orientation and visual interest toward the water to reinforce the Center City as a unique water-oriented mixed-use destination.
- Buildings within the Downtown Core, and other functional subareas as outlines above, should be located at or near the sidewalk.
- New construction in the Downtown Core is recommended to occupy the entire, or nearly the entire, width of the lot to avoid gaps between buildings and discontinuities in the streetwall, except where pedestrian linkages or access to rear parking is designed and planned for.
- Where maintaining a continuous streetwall is not possible or desirable, the streetwall should be maintained through the use of landscaping, pedestrian amenities, and decorative walls or fencing.
- Buildings along the waterfront should be double-sided, with one main entrance fronting the water, and a second entrance oriented toward the street on which the building fronts.
- The placement of buildings at odd or irregular angles should be avoided. However, corner buildings might take advantage of their prominent locations with angled, rounded or recessed corner entrances or other small setbacks.



PARKING AREAS

Parking within the Center City is recommended to accommodate visitors, employees and residents. Parking areas should consist of a combination of on-street parking and off-street parking lots. Off-street parking lots should be designed and located so that they are safe, efficient, and do not disrupt the pedestrian scale of the Center City. On-street parking areas should be designed to provide short-term convenient parking, which will assist in protecting the pedestrians, calming traffic and contributing to the desired character of Oshkosh's Riverfront.

- Parking lots shall be located behind buildings whenever possible and practical, but always in the Downtown Core. Parking lots in front of buildings are not recommended within the Center City, except for larger parcels and development along the waterfront where the building is adjacent/oriented toward the water.
- Vehicular access to parking lots should be provided from cross streets and not from the frontage street, particularly for development located on Main Street and Oregon Street. Curb cuts and access drives are discouraged along all pedestrian shopping streets.

- Pedestrian access to parking lots should be provided through planned walkways located in gaps between buildings and plazas.
- Parking lots should have curbed perimeters; landscaped islands and clearly marked pedestrian pathways are encouraged within the interior of parking areas.
- Parking lots should be screened from view along sidewalks and roadways through the use of low masonry walls or evergreen plantings and decorative fencing.
- All parking lots should be paved, well marked, sufficiently lit, and provided with proper drainage.
- Parking lot lighting should consist of vehicular scale lighting and pedestrian scale lighting. Excessive lighting and light pollution is discouraged.
- Parking lot landscaping should include "landscape islands" at a ratio of approximately one per fifteen to twenty parking spaces. Landscape islands should consist of canopy trees (3 to 4 inches in caliper), attractive groundcover, and/or decorative bushes (2 to 3 feet in height).



BUILDING MATERIALS

The building materials most common within traditional developments are earth-toned brick and stone. Ceramic tile and terra cotta are also used as ornamentation around doors, windows and cornices. Contemporary building styles use a wider range of exterior materials which can be quite attractive, but not appropriate within the context of infill sites in areas of predominantly traditional architecture and material application.

- In the Downtown Core and Downtown Outer Core, new buildings should be constructed of traditional masonry building materials such as brick or stone; these materials should be used on all sides of the building. Stucco, siding of all types, and any other exterior wall covering are not recommended within the Center City.

- New construction within Oshkosh's Center City should have a "360 degree" appearance, with design and detail consideration for all visible sides.
- Rough sawed wood, aluminum panels and siding, and plastic or metal panels are strongly discouraged within the Center City.
- Exterior insulation finish systems (EIFS) or Dryvit are strongly discouraged within the Center City.

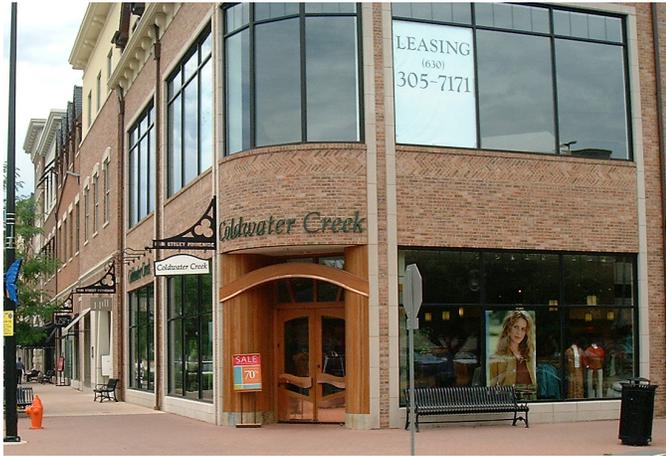


DOORS & ENTRANCES

The doors and entrances to the new buildings along the street frontage or waterfront should provide an open invitation to potential customers, be attractive and inviting to pedestrians, and add visual interest to the street, pedestrian environment, or from the water. However, doors should be appropriately sized and in scale with a building's façade.

- The front doors of new buildings should reflect the scale, placement, and proportions of traditional downtown buildings; recessed entrances are encouraged.
- Main entrances should be at the front of the building and face the sidewalk. Buildings situated on corner lots may take advantage of their prominent locations with angled, or rounded corner entrances.
- Doors and entryways of buildings should be compatible with the style and character of the façade.





WINDOWS

Display windows on the ground floor of commercial buildings are one of the distinguishing features of a pedestrian oriented development. They allow passersby to see merchandise and activity within a commercial building from the sidewalk. Windows on the upper floors of traditional developments are smaller and less prominent, but often have attractive detailing and decorative trim.

- Large ground-floor display windows and bays are strongly encouraged for retail and entertainment uses within the Center City.
- Windows on the upper floors of new buildings should appear to be "punched" openings within a solid wall, rather than as continuous rows of windows separated only by their frames. Curtain-wall window treatments are not appropriate within the Center City. Upper floor windows should be recessed, and not flush with the surface of the building.
- Windows should complement the architectural style of the building.
- Window glazing should be clear or slightly tinted; dark, mirrored, or reflective glass is discouraged.
- Ground floor windows can be used for displays, however business owners are encouraged to allow full and unobstructed views into their businesses. Obstructing windows from the interior of a building with shelving, display cases, signage or other objects should be discouraged.

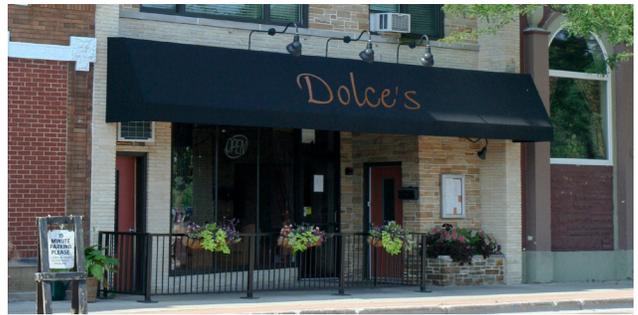


ROOFLINES & PARAPETS

The rooflines of new buildings should be similar to the rooflines of a traditional downtown area in terms of shape, alignment, and architectural detailing.

- The roofs of most commercial buildings should be flat, shallow-sloped or gabled.
- Roof parapets should be utilized to create an interesting building profile and to hide vents and other rooftop equipment.
- Cornices, and other decorative detail are encouraged along the rooflines of buildings.
- Sloped mansard style (shake or shingle) roofs are discouraged within the Center City.
- Cedar shingles are recommended within the Center City. Cedar shakes are discouraged.

- Rooflines and architectural details should complement the buildings architectural style, and contribute to the Center City's character, image and appeal.
- Color should be used to unite the elements of a façade and to highlight architectural features. However, the colors on individual buildings should complement and be compatible with the predominant hues of nearby buildings.
- The predominant colors for Center City buildings should consist of earth tones. The natural brick and stone colors should predominate. Darker or lighter hues should be used as accent trim.
- Ceramic tile, terra-cotta, brick, stone, and glass surfaces should not be painted, unless it is appropriate to the architectural style.

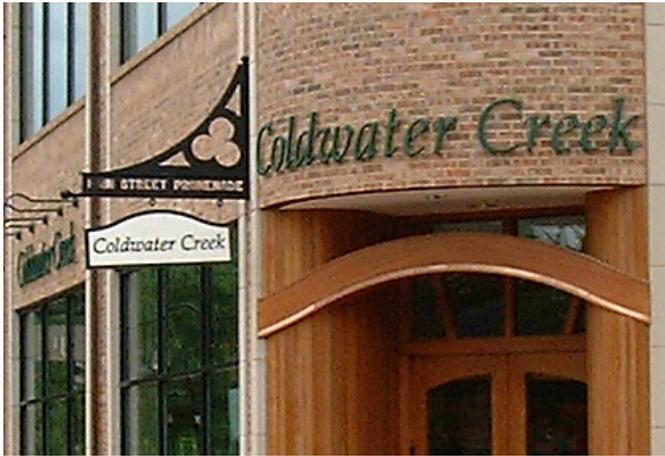


AWNINGS & CANOPIES

Awnings (temporary/seasonal) and canopies (permanent) protect shoppers from the elements, add color and visual interest to the street, and contribute significantly to an area's pedestrian scale and interest.

- Awnings and canopies should be integrated into the façade of commercial buildings within the Center City and shall be in character with the architectural style of the building.
- Awnings are encouraged above entrances and may extend over storefront windows.
- The color of awnings and canopies should complement and enhance the overall color scheme of the building façade.
- Awnings and canopies should be positioned at least eight feet above the sidewalk or other pedestrian pathways.

- Awnings should be made of a canvas or durable fabric material that can be easily cleaned. Hard plastic, or other materials that could be cracked or broken are not recommended. Awnings and canopies that become windblown or torn should be replaced immediately.
- Back lit awnings and canopies, shingle and mansard canopies, and metal and plastic awnings are not recommended within the Center City.
- Awnings and canopies should be used only when they are compatible with, or complement the architectural style of the building. Awnings should not appear out of place, "forced", or as an afterthought.



BUILDING SIGNAGE

Signage not only communicates the nature of individual businesses, but also influences the overall image and character of Oshkosh's Center City.

- Raised, individual letters mounted directly on the building, as well as signs that use light colors for lettering and darker colors for backgrounds, are encouraged throughout the Center City.
- Wall-mounted signs should be designed as an integrated component of the building façade, and should not cover important architectural details.
- The size, material, color, and shape of signs should complement the architectural style and scale of the building.
- When a building contains multiple storefronts, signage for all businesses should be compatible in design and consistent in placement.
- Pole signs and internally illuminated box signs are strongly discouraged in the Center City.
- Street numbers should be prominently displayed at the main entrance to every home or business and be clearly visible from the street.



BUILDING LIGHTING

The lighting of a building's façade can help identify stores and businesses, promote a sense of safety and security, and highlight prominent buildings and architectural features.

- Lighting is encouraged to illuminate entryways in the Center City, signage, displays, pedestrian and parking areas, as well as to highlight significant architectural elements.
- Building lighting should be subtle and understated; light fixtures should be designed and oriented to produce minimal glare and spillover onto nearby properties, the river, and the night sky.
- Most exterior lighting sources should be concealed to provide direct illumination; where concealment is not practical, light fixtures should be compatible with overall storefront design. Spotlighting is not encouraged for commercial buildings within the Center City.
- Incandescent lighting creates a warm atmosphere and is encouraged; if neon lighting is used, colors should be compatible with and complement the façade of the building. High pressure sodium (orange lighting), or a diffused, soft white light is encouraged. LED lighting is also appropriate. Extensive lighting should also be avoided to reduce light pollution.

REAR YARDS & REAR FAÇADES

The rear portions of all properties should be clean, attractive and well maintained, particularly where these areas are visible to the public.

- The backs of existing buildings should be well kept, with rear façades being "comparable" to front façades.
- Secondary rear entrances to stores and shops are strongly encouraged in businesses where public parking or pedestrian walkways are located behind the buildings.
- Trash receptacles, dumpsters and service areas should be located inside the primary building or be fully enclosed in small masonry structures.
- Outdoor storage and service facilities should be screened from view along sidewalks and roadways through the use of low masonry walls or evergreen plantings.

URBAN DESIGN & PUBLIC SPACES GOAL

ESTABLISH A SENSE OF PLACE AND SCALE

Successful downtowns provide a unique sense of place which set them apart from other areas of the community and make them inviting and comfortable. Creating a sense of place requires consideration to the human scale as perceived by a pedestrian. The Center City Study Area encompasses a large amount of land, extending north to south roughly twice the distance of Chicago's Magnificent Mile. As a pedestrian, this area can seem vast. However, through building placements and proper heights and proportions, key areas can function as "outdoor" rooms and foster a welcoming, comfortable district.

SENSE OF ENCLOSURE

Enclosure refers to a room-like feeling that occurs on streets and other public spaces that are visually and physically defined by buildings, walls, trees, and other elements. It creates a special sense of place and intimacy that are an important element of successful downtowns.

A sense of enclosure is established when the total width of a street does not exceed the height of the buildings on the street and when buildings are lined next to one another to form a continuous street wall. Landscaping, in the form of trees and tall shrubs used to screen surface parking areas, can also contribute to a street wall. The sense of enclosure is disrupted when there are breaks in the street wall for curb cuts, parking lots, vacant sites, and inconsistent buildings setbacks. Additionally, streetwalls provide ground-level visual interest in the form of architecture, window shopping, plantings, and public art, amongst others.

STREETWALLS

Streetwalls can vary dependent upon the adjacent land use. For example, a residential street wall that consists of single-family homes can maintain a consistent street wall given the structures have a similar setback. Although they will have a number of curb cuts for driveways, they do not necessarily break up the street wall when considering the low-density nature. Conversely, curb cuts within a commercial district such as Main Street, where buildings are in close proximity, can significantly reduce the sense of enclosure.

BLANK FACADES

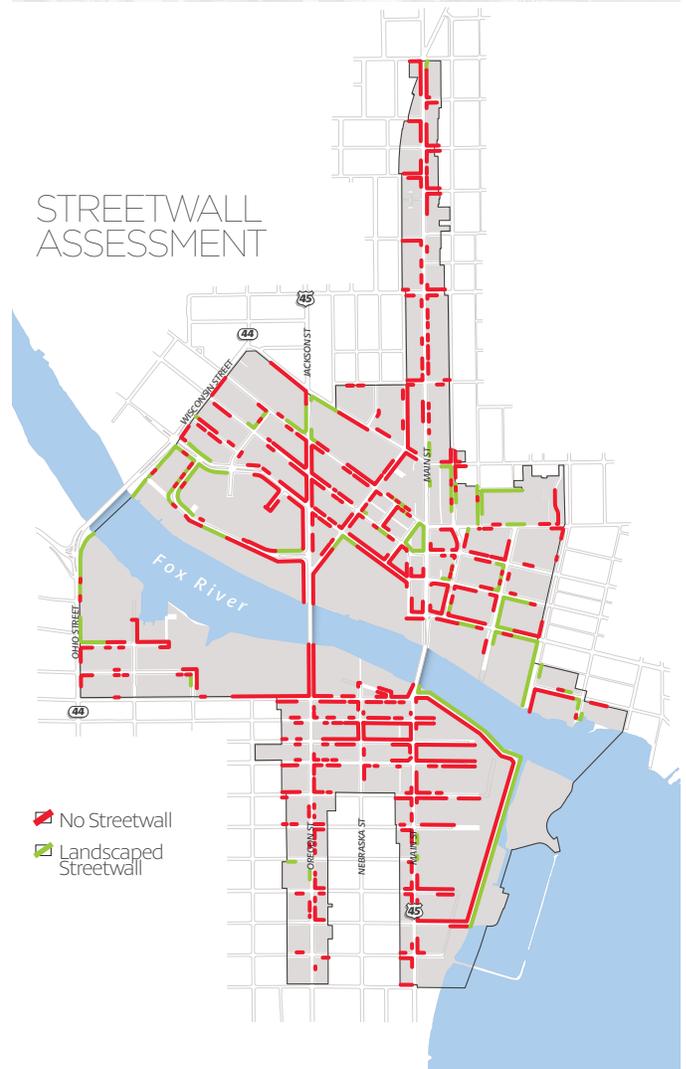
Blank walls and fences can create an empty and uninviting appearance, and convey the appearance of an unsafe environment. Where these areas exist, whether permanently or temporarily, the City can engage local artists to repurpose these visual impediments.

One example is Cindy Chang's Before I Die project, installed on the plywood walls surrounding an abandoned house in her New Orleans neighborhood. The project used chalkboard paint, chalk, and a spray paint stencil to prompt viewers "Before I Die I Want To ____." The wall quickly filled with answers from the surrounding community, and the concept has spread to over 70 countries. Other prompts have also been used, such as "I wish this was..." or "In my Downtown I want to see..." to measure what residents want to see done with vacant buildings and undeveloped lots. These kinds of installations convert private barriers into spaces for community interaction and expression.



RECOMMENDATIONS

- Updated Regulations** – Review and update zoning regulations throughout the Center City study area to facilitate the creation of consistent streetwalls and ensure new development is required to match existing streetwalls where previously established.
- Infill Priorities** – Prioritize infill development which will contribute to existing streetwalls or fill streetwall gaps within the Downtown Core, Outer Core, Oregon Street, and Northwest Transition.
- Outer Core Development** – Support development within the Downtown Outer Core which will facilitate creation of a consistent streetwall and, where possible, connect with the established streetwall within the Downtown Core subarea.
- Landscaped Streetwall** – Require a landscaped streetwall, consisting of foliage, fencing, berms, or other decorative elements, for all surface parking lots with street frontage.
- Temporary Walls** – Coordinate with property owners of vacant properties to explore innovative options for temporary walls or other barriers which will contribute to an existing streetwall while providing a space for public art, community postings, interactive displays, and other forms of public engagement.



PROVIDE A WELCOMING & ATTRACTIVE STREETScape

The public right-of-way encompasses a significant holding of land within the study area. These corridors are not only a means of transportation and utility transmission, but also play a large role in defining the character of the community. Recent streetscape improvements along North Main Street—from the Fox River in the south to Irving Avenue to the north—have helped establish a unique character and increased pedestrian friendliness that sets it apart from other parts of the City. Brick accents mark the edge of the sidewalk while trees, lighting, and banners create a safe and inviting feel. In addition, the use of planters, trash receptacles, and benches help to create small hubs of activity. Oshkosh's Center City should be pedestrian-oriented throughout to enhance the pedestrian experience and encourage people to walk around and engage in their surroundings. Streetscaping projects provide an opportunity to improve the physical appearance of Center City in a significant way, helping to define the character of the district and generating positive momentum for future development. A well-designed and attractive public realm convey a sense of community pride.

STREETScape IMPROVEMENTS

The City should enact additional streetscaping projects within the Center City. These can be implemented incrementally, or in tandem as part of a larger beautification project. Given the sheer amount of roadways included within the study area, the City should take advantage of opportunities as they arise and utilize a variety of methods to make desired streetscape improvements. For example, streetscaping improvements can be tied to other public works and maintenance projects or completed collaboratively with new developments or renovations.

In general, streetscaping enhancements should mimic the style of those recently completed along N. Main Street in order to create a unified and collective appearance to the Center City. However, the intensity of streetscaping must be responsive to the context of distinct roadways, taking into account traffic counts, right-of-way width, roadway jurisdiction, adjacent uses, and other contributing factors. Further, long-term projects may be affected by issues or changes that arise in the future. Thus, the completed streetscaping along N. Main Street should be utilized as a set of best practices which can be applied throughout the study area as appropriate.

The highest intensity streetscaping should focus on creating enhanced pedestrian environments. Sidewalks should be as wide as possible per right-of-way widths to provide an enlarged pedestrian realm and allow opportunities for outdoor dining. To make walking more pleasant for pedestrians, visually interesting details such as landscaping, water features, wayfinding and gateway signage, and street-level retail should be incorporated. Sidewalks should be buffered from the automobile right-of-way using on-street parking, landscaping, bump-outs, and other amenities. By featuring various pedestrian-friendly elements, these roadways should be inviting and provide a unique environment for individuals to spend their time in the Center City.

Lower intensity streetscaping enhancements should focus on balancing the pedestrian realm and automobile right-of-way to ensure that all modes of transportation are managed safely and efficiently. These improvements should be adapted to specific roadways with regard to scale and types of amenities included. For example, as a higher traffic roadway located on the periphery of the Center City, Wisconsin 44 should not feature the same intensity of pedestrian amenities as N. Main Street.

STREETSCAPING PRIORITIZATION

Roadways within the study area have been categorized as part of a streetscaping prioritization, intended to provide the City with a guide as to where streetscaping projects will yield greatest impact. These kinds of improvements require careful scheduling, coordination of funding, and cooperation with other jurisdictional bodies. Thus, it is highly important that the City knows where available funding and effort should be spent with regard to short- and long-term streetscaping projects.

Roadways have been categorized as follows based upon traffic counts and patterns, visibility, and their role within the existing transportation network.

PRIORITY 1 (HIGH PRIORITY)

Streets designated as Priority 1 should receive first consideration for streetscape improvements and be the focus of a dedicated enhancement projects within the next 2-3 years. These roadways are highly visible and often accommodate the highest volume of automobile and pedestrian traffic within the Center City. Priority 1 streetscape enhancements will have the highest impact on the character and appearance of the Center City.

PRIORITY 2 (MEDIUM PRIORITY)

Streets designated as Priority 2 should receive second consideration for streetscape improvements and be the focus of a dedicated enhancement projects within the next 4-5 years. These roadways provide support for many of the highest visibility areas of the Center City but do not have the same visual impact or traffic counts as Priority 1 roadways. Priority 2 streetscape enhancements will contribute to an improved pedestrian experience in the Center City and support future growth and investment.

PRIORITY 3 (LOW PRIORITY)

Streets designated as Priority 3 should receive third consideration for streetscape improvements and be the focus of a dedicated enhancement projects within the next 6-10 years. These roadways experience less frequent traffic and have low visibility compared to higher priority roadways. Priority 3 roadways comprise many of the central roadways for functional subareas outside of the Downtown Core. Priority 3 streetscape enhancements will help to elevate the appearance of individual subareas and allow for improvements to the character of distinct areas of the Center City.

PRIORITY 4 (RESIDENTIAL STREETS)

Streets designated as Priority 4 are largely residential in nature and as such, should not be cited for dedicated streetscaping enhancement projects. However, the appearance of these roadways will contribute to the overall character of the Center City. As such, the City should regularly review these roadways and complete regular maintenance to avoid deterioration. This should include roadway and sidewalk repairs, street cleaning, repaving, and other basic upkeep. If opportunities arise, smaller streetscaping enhancements may be implemented, such as landscaping, decorative lighting fixtures, or introduction of street trees.

SIDEWALK ZONES & FUNCTION

Sidewalks within the core of the study area generally fall in line with sidewalk zone best practices. Well-functioning sidewalks consist of four distinct "zones" of activity that provide for a safe and comfortable pedestrian experience. The zones include a frontage zone to buffer the building from pedestrians and allow space for dining or merchandise displays; a pedestrian zone that is free of obstacles for people to travel; a furniture/utility zone for trees, planters, and light and utility poles; and a curb zone that serves as a transition area between the sidewalk and road.

OTHER STREETSCAPE IMPROVEMENTS

Given the success of the recently completed streetscaping along N. Main Street, additional projects should include similar improvements and aim to expand the distinct character and atmosphere. While other streetscaping improvements have been made in the past, the enhancements made along N. Main Street should be utilized as an example of best practices. Further, the City should seek opportunities to improve upon the existing and future streetscaping by incorporating best practices and new innovations which will enhance the pedestrian realm and contribute to a distinct sense of place.

CENTER CITY STREETSCAPE PRIORITIZATION



- █ Priority 1
- █ Priority 2
- █ Priority 3
- █ Priority 4

█ Previously Enhanced Streetscape



BEST PRACTICES & NEW INNOVATIONS

OUTDOOR DINING & ACTIVITIES

Oshkosh Center City should promote opportunities for restaurants to feature outdoor patios and rooftop decks. Outdoor dining should be designed in a way that doesn't impact pedestrian circulation. The character and materials used should be in line with the character of its principal structure.

Outdoor activities do not need to be limited to dining. The Center City can provide opportunities for community events and festivals. Live music, art fairs, farmers markets, and more will attract to people the Center City and continually promote the area on a local and regional level.

BUMP OUTS

Bump outs are curb extensions that "bump out" into the right-of-way to reduce the distance that pedestrians have to cross, increase visibility for both vehicles and pedestrian, frame parking lanes, and slow vehicular traffic. Bump outs should be considered for all primary and secondary intersections, where right-of-way widths and traffic patterns allow.

UTILITY BURIAL/RELOCATED

Above-ground utilities can be unsightly and contribute to an unattractive or industrialized appearance. As appropriate, the City should take advantage of opportunities to bury utilities or relocate them to the rear of sites as an alternative. Understanding the high cost of burying utilities, these improvements may not be feasible in some areas and should be considered a long-term project.

PARKLETS

Parklets are temporary extensions of the sidewalk into the parking lane along the street. They create spaces for people to sit and enjoy their surroundings. They can also be used by restaurants for outdoor dining opportunities or to support specific events and activities.

GATEWAY & WAYFINDING SIGNAGE

In an effort to announce one's arrival into the Center City, gateway features should be employed in key locations. Gateway features can be achieved through signage at the ground level or through unique architectural elements. Attractive landscaping, lighting, and other vertical design features should complement the signage and architectural elements.

Wayfinding signage assists people in finding important community landmarks, while enhancing the streetscape. Similar to gateway features, wayfinding should consist of signage complemented by landscaping and lighting. Wayfinding features should be in key locations to direct people to destinations in the Center City such as the Riverwalk or Opera House Square.



PAINTED CROSSWALKS

Colorfully painted crosswalks can be a fun alternative to pavers. The vibrant geometric shapes are easily visible by car for increased pedestrian safety. These can also incorporate local artists or unique designs specific to Oshkosh.

WI-FI PILLARS

LinkNYC is a free public communications network for the residents of New York City. The company plans to replace all 7,500 pay phones across the city and replace them with the Link tower. The towers provide WiFi, phone calls, device charging, and a tablet for access to city services, maps, and directions. The City should consider the development of similar WiFi pillars within the Center City. These could be developed in cooperation with an Innovation District or Amplify Oshkosh.



INTERACTIVE ART

Streetscaping projects provide a significant opportunity to incorporate public art within the pedestrian realm. The City should explore opportunities to incorporate interactive art displays which invite residents to become involved with the environment around them, such as the Lucerne Shrine project. For more information on integrating art and interactive displays within the Center City, see Arts & Cultural Resources (Page 89).

LUCERNE SHRINE

The Lucerne Shrine project in Lucerne, Switzerland was aimed at discouraging residents from littering the streets and sidewalks with trash. Mazes, hopscotch boxes, and three point lines were painted around trash receptacles to make the act of throwing out trash more fun.



GREEN INFRASTRUCTURE

Green Infrastructure is an approach to infrastructure design with an emphasis on stormwater management that attempts to mimic the natural hydrological cycle within the built environment. Green infrastructure aims to reduce the travel time, volume, and pollutant load of the water by treating the water at its source. A wide range of green infrastructure strategies exist that can be incorporated into future streetscape improvements, include:

Tree Boxes

The tree box is comprised of an underground concrete storage chamber containing engineered soil media and native, non-invasive trees or shrubs. The filter media mixture immobilizes pollutants and treated water is allowed to infiltrate or enter an underdrain system. Tree boxes can be installed in the right-of-way between the curb and sidewalk, in curb bump outs, and medians.

Permeable Pavers

A variety of surfaces permit water to pass through while trapping suspended solids and filtering pollutants. Permeable pavers can be incorporated into walkways and areas where vegetation might not thrive or be appropriate. They can be used to distinguish bike lanes from motorized travel lanes and replace parking areas, alleyways, driveways, sidewalks, and crosswalks.

Bioretention Areas

Bioretention areas are depressed vegetated areas that collect runoff from impervious surfaces, filter water through plant roots, and slowly infiltrate to subgrade or underdrain. This can include bioswales and rain gardens. Water enters bioretention areas via curb cuts or at grade. Sections existing of impermeable surfaces along streetscape can be removed to create a depressed, vegetated area able to receive and filter stormwater.

URBAN DESIGN & PUBLIC SPACES GOAL

IMPROVE AND ACTIVATE CENTER CITY'S PUBLIC SPACES

Center City Oshkosh is fortunate to have several public spaces, including Roe Park, Opera House Square, Riverside Park, Leach Amphitheater, Pioneer Drive Park, and the plaza across from the Oshkosh Public Library. Together with the Fox River and Lake Winnebago, one is never more than a few minutes' walk from an attractive public gathering place. These types of spaces are extremely important to the success of a downtown district and its position as the focal point of a community. Parks, open spaces, plazas, waterfronts, and other public spaces provide a location for community events and activities, and opportunities for residents to meet, spend leisure time, and enjoy the outdoors.

PARKS AND OPEN SPACES

The City should conduct a review of properties in the Center City and establish a plan that identifies potential new parks and open spaces by functional subarea. This should include a prioritization schedule based on feasibility and availability of land and incorporate potential programming to create recreational opportunities. Further, prioritization should be based on contribution to an overall public space network and accessibility both within the study area and to adjacent residential areas.

SOUTHSIDE NEIGHBORHOOD PARK

Top prioritization should be given to developing a neighborhood park within a functional subarea south of the Fox River. These subareas lack public spaces and have poor access to existing parks and open space. Further, development of a park space will encourage greater residential growth and assist with efforts to revitalize previously industrial sites.

PARKLAND DEDICATION IN THE CENTER CITY

The City should provide incentives to incorporate public space as part of future development in the Center City. This could also be accomplished through development regulations that require a certain square footage of public space. This public space can be comprised of parks, open space, plazas, or other forms of public space, and should be specific to the size of the development property. Smaller properties should be allowed to pay a fee in lieu of including public space; however, larger properties should be required to include a minimum square footage.

DOG PARK

The City should actively seek the development of a dedicated dog park within the Center City. A dog park could be included either as its own, separate park or as an improvement to an existing park facility. Depending on the success of an initial dog park on the north side of the river, the City should consider adding a second dog park within a functional subarea south of the Fox River, such as in the South Shore East or Oregon Street subareas.

PUBLIC PLAZAS & POCKET PARKS

While parks and open spaces provide greater versatility and more dedicated recreational spaces, they can be difficult to site and develop within a dense urban center. To ensure that the Center City still has ample public spaces, parks and open spaces can be complimented by public plazas and pocket parks. Public plazas constitute any publicly accessible open area that provides outdoor public space, often including a water feature, art display, benches, or landscaping. Pocket parks are green spaces located on very small lots, often located between buildings on formerly vacant lots. These serve as an oasis within an urban environment.

The City should work with property owners, developers, and existing businesses to identify opportunities for public plazas, pocket parks, and other smaller public spaces. They should incorporate thoughtful design, public art, water features, and other programming improvements as appropriate. As previously discussed, the City should provide incentives to incorporate public space as part of future development in the Center City. This could also be accomplished through development regulations that require a certain square footage of public space.

CENTER CITY PARKS & OPEN SPACES





WATERFRONTS

One of Center City Oshkosh's greatest assets is the ability to "touch the water." While many other downtowns in the region are located on or near water, Oshkosh's waterfront allows anyone to walk right up to the waterfront and relax, hop into a boat, or launch a kayak. For example, in Downtown Appleton, steep bluffs separate the waterfront from Downtown, and portions of Neenah's Downtown waterfront remain private residential or industrial properties, and are not accessible to the public.

The City should continue to activate local waterfronts as unique assets and extensions of the existing public spaces within the Center City. Further, improvements along the waterfront should help to connect the north and south shores. Currently, the established subareas are largely separated by the river as a natural barrier. This can create a feeling of disconnect between the north and south shore and create the impression that the Center City is actually two distinct areas. Improvements to the riverfront, including both public spaces and future development, will help place greater emphasis on the river as an important asset of the Center City. In turn, this will convert the Fox River from a dividing barrier into a link which brings the north and south shore together into a single, unified district.

COMPLETING THE RIVERWALK

The Oshkosh Riverwalk is one of the community's most cherished amenities and a world class asset. When completed, the Riverwalk will be a nearly continuous loop along both sides of the Fox River from Wisconsin Street in the west to Lake Winnebago in the east, connecting with the University of Wisconsin – Oshkosh and the Wiouwash Trail. At present, the northern shore of the project is complete while the south shore portion remains mostly incomplete.

The City should continue to complete segments of the Riverwalk as funding becomes available, particularly eastward where it can provide access to Lake Winnebago. The City should consider planning an extension of the north shore Riverwalk east beyond the railroad to connect to Lake Winnebago and adjacent neighborhoods. In addition, the Riverwalk should include north and south extensions to adjacent developments where appropriate.

Potential extensions could connect the route to the Downtown Core, Pioneer Island, the Morgan District development, or other riverfront developments. Views and access to the Riverwalk should be maximized and enhanced whenever and wherever possible.

LAKE WINNEBAGO

While the river plays a more prominent role in the Center City, the study area does border Lake Winnebago, which is a considerable asset for the City of Oshkosh. However, lakefront properties within the Center City are currently comprised of a marina and the vacant Pioneer Island. The City should take advantage of any opportunities to further promote water-based recreation, should they arise. Potential redevelopment of the Pioneer Island property should include some form of public space to be tied in with the planned Riverwalk extensions; however, this will depend largely on development details.

WATERFRONT PARK

Just east of the railroad on the north side of the Fox River is a currently vacant waterfront property. The City should explore opportunities to purchase this property and develop an additional waterfront park. This facility could link to an eastern extension of the Riverwalk and help to create a network of waterfront green spaces. In addition, the position of the property would help to connect adjacent residential neighborhood to the Center City. The size of the property could support a variety of programming improvements, such as a beach volleyball court, skate park, or tennis courts.

"PULLING" THE WATERFRONT INLAND

A key approach to developing the waterfront areas is to not wall off the waterfront with adjacent development. It is important that the waterfront presence be felt and seen as far inland as possible. Appropriate spacing between building and the maintaining and enhancing of view corridors to the water is essential, in order to maximize the waterfront for the entire Center City and not just the inhabitants of the development adjacent to the water's edge.



WATER TRAFFIC

The Fox River connects Lake Winnebago to Lake Butte des Morts. Lake Winnebago is the largest freshwater body of water within Wisconsin, and in the warm months the Fox River is a key highway for canoes, kayaks, motorboats, and the Loos Cruises. Docks along the northern banks allow boaters to pull right up and dine at local restaurants such as Becket's and the Ground Round. For some boaters, their first impressions of Oshkosh might be what they see from the water, so it is critical that the waterfront is inviting and attractive.

Appearance From the Water - The City should make it a policy to consider the Center City from the perspective of a boat-driver or passenger. Views from the water should be a key element of review all development proposals for riverfront properties. For example, truck parking and storage as seen on the Morgan Door site should not be regularly visible from the river. Should Pioneer Island see redevelopment, this site should provide a pinnacle for both the riverfront and lake-front, establishing an inviting and attract first sight for those entering the Center City.

A "Boat-Friendly" Waterfront- All public spaces along the waterfront should be improved with boat-friendly features, such as docks, boat launches, or maintenance stations; waterfront uses such as restaurants, shopping, entertainment, and mixed-use; and civic spaces to host public events and activities. In addition, the City should develop waterfront signage and gateway elements specifically for boats entering the Center City. Oshkosh's ties to boating and water-based recreation should be kept in mind for all elements of the Center City's image, such as promotional materials, branding, wayfinding and gateway signage, or public art. Incorporating this theme to the Center City, particularly close to the riverfront, will help promote Oshkosh as a "boat-friendly" community.

IMPROVED PROGRAMMING

The City should conduct a review of existing parks and open space within the study area to identify opportunities for new programming which will better activate public spaces in the Center City. New programming could include splash pads or other water features, smaller recreational areas such as a skate park, public art, interactive installations, Bocce, chess tables, or other improvements. Parks and open spaces adjacent to the Fox River or Lake Winnebago should include improvements that support water-based recreation. As a part of identifying new programming, the City should also inventory existing facilities and identify necessary maintenance, renovations, or upgrades.

Existing spaces, such as this small plaza (William Waters Plaza) across from the Oshkosh Public Library, could be improved with public art, landscaping, a checkers/chess table, or other interactive pieces. Planned improvements are underway.



10

IMPLEMENTATION

This final chapter of Imagine Oshkosh presents two fundamental components to assist with the City in implementing the plan: Incentives and Tools & Center City Partners. Drawing on these essential resources the as an implementation framework the City can begin to initiate and undertake key recommendations of Imagine Oshkosh

For Imagine Oshkosh to be successful, it must be based on support and participation between the City, other public agencies, various neighborhood groups and organizations, the local business community, property owners, developers, and residents. The City should be the leader in promoting cooperation and collaboration with these and other community stakeholders to implement Imagine Oshkosh.

IMPLEMENTATION “TOP 5”

Although every implementation strategy and action identified in this chapter is important to the overall success of Oshkosh Center City, certain implementation items have been identified as the “top 5”, as a means of focusing the City initial efforts in a targeted way. This “Top 5” list in no way indicates that the City should only take on these items as implementation commences, or that other action items aren't also essential to the Plan's success. In the *Implementation Action Matrix* located at the end of this section, there are more than 145 specific action items that relate to key aspects of implementation. Several of the items listed in the *Implementation Action Matrix* address the “Top 5”

1. Activate the upper floor of existing mixed-use buildings
2. Attract new businesses and employers to move to the Center City.
3. Encourage new residential development in the Center City consistent with the recommendation of Imagine Oshkosh.
4. Apply the design and development guidelines to new development within the Center City.
5. Activate and improve the local waterfronts as unique assets and extensions of the existing public open space within the Center City

INCENTIVES & TOOLS

The City, state, and federal governments offer various incentives to encourage economic development and improvements to existing properties. This section details some of the available incentives and tools that could be used to generate desired the redevelopment and development scenarios recommended in Imagine Oshkosh.

REDEVELOPMENT DISTRICTS (CITY)

The City of Oshkosh, based on recommendations in the Comprehensive Plan, created several redevelopment districts to further revitalization efforts and align resources and funding. The main source of public funding has been through the use of Tax Increment Financing (TIF) for the purpose of enhancing the economic conditions required for private investment. There are eight designated Redevelopment Areas within the project study area, depicted on the accompanying map. Imagine Oshkosh will determine whether or not these existing districts need to be updated in terms of geography or whether new districts should be created to guide recommendations.



TAX INCREMENTAL FINANCING (CITY)

TIF is the most common economic development tool utilized by Wisconsin cities to spur development. Authorized by the state legislature in 1975, TIF allows municipalities to fund infrastructure and other improvements within a designated area by capturing increased property tax revenue. Approval of TIF districts falls to a Joint Review Board consisting of the City, County, School District, and Fox Valley Technical College. For a TIF to be approved, among other factors, the developer must meet the “but for” test (i.e., the new development would not be feasible if not for the use of a TIF.

TIF districts must fall under one of four district types: Blighted District, Rehabilitation or Conservation District, Industrial District, and Mixed-Use District. This classification is based on which of the four land uses is predominant in the Tax Increment District (TID) area. The TID is terminated at the end of the expenditure period (15–27 years, dependent on district type), following receipt of tax increment revenue that totals more than the project costs, or due to voluntary termination.

Eligible project must be consistent with the Comprehensive Plan and meet seven basic objectives:

- 1. Stimulate and continued revitalization of the central city and downtown area
- 2. Promote efficient usage of land through redevelopment of blighted areas.
- 3. Strengthen the economic base of the city and support economic development
- 4. Stabilize and upgrade targeted neighborhoods
- 5. Create and retain family supporting jobs in the city
- 6. Increase property values and tax revenues
- 7. Leverage the maximum amount of non-city funds into a development and back into the community

HISTORIC PRESERVATION TAX CREDIT (STATE)

The State of Wisconsin’s Historic Preservation Tax Credit (HTC) program provides transferable state income tax credits to eligible entities rehabilitating certified historic buildings. The HTC provides an uncapped, 20 percent credit for qualified rehabilitation expenses. Eligible buildings must be recommended by the State Historic Preservation Officer (SHPO) as a certified historic property. Properties that are not eligible because they are not certified historic buildings may also qualify for the credit if the building was placed in service before 1936 and has not been relocated.

HISTORIC PRESERVATION TAX CREDITS (FEDERAL)

The U.S. government offers two federal income tax credits that can facilitate restoration and rehabilitation of historic and older buildings. The credits include:

- **20% Federal Tax Credit.** A 20 percent income tax credit is available for the rehabilitation of historic, income-generating buildings that are determined by the Secretary of the Interior, through the National Park Service, to be “certified historic structures.” The State Historic Preservation Office and the National Park Service review the rehabilitation work to ensure that it complies with the Secretary’s Standards for Rehabilitation. The Internal Revenue Service defines qualified rehabilitation expenses on which the credit may be taken. Owner-occupied residential properties do not qualify for the federal rehabilitation tax credit.
- **10% Federal Tax Credit.** The 10 percent tax credit is available for the rehabilitation of non-historic buildings placed in service before 1936. The building must be rehabilitated for non-residential use. To qualify for the tax credit, the rehabilitation must meet three criteria: at least 50 percent of the existing external walls must remain in place as external walls; at least 75 percent of the existing external walls must remain in place as either external or internal walls; and at least 75 percent of the internal structural framework must remain in place. There is no formal review process for rehabilitations of non-historic buildings.



REVOLVING LOAN FUND PROGRAM (CITY/EDC)

In 2014, the City established the Revolving Loan Fund Program in partnership with Greater Oshkosh Economic Development Corporation. The \$2.4 million program provides a flexible gap financing tool for businesses involving high-income and job growth projects through expansion or relocation in the City. Eligible businesses may receive a minimum loan of \$50,000 to a maximum of \$200,000 to acquire land, buildings, and equipment; site preparation, construction, and rehabilitation; clearance or demolition; and several other activities. The Greater Oshkosh Capital Catalyst Fund allows for any single business enterprise to obtain funds from a minimum of \$10,000 to a maximum of \$100,000. Loans, grants and equity positions are all viable awards from the Greater Oshkosh Capital Catalyst Fund.

OSHKOSH CHAMBER (OAEDC) REVOLVING LOAN FUND PROGRAM

Established by OAEDC in 2005, the Oshkosh Chamber RLF provides up to \$25,000 in incentive based financing to promote local economic development with an emphasis on the Central Business District. Loans to eligible businesses can be utilized for acquisition of land, buildings and fixed equipment, new construction, leasehold improvements, acquisition of inventory, or working capital.

RECRUITMENT GRANT (BID)

Established by the Oshkosh Business Improvement District (BID), the Recruitment Fund Grant program gives up to \$5,000 to an individual business to aid in its relocation into the BID or fund expansion for a business that is already in the BID.

RETENTION GRANT (BID)

Established by the Oshkosh Business Improvement District (BID), the Retention Grant awards qualifying property owners and businesses within the BID matching funds for exterior façade improvements made to their building. The grant reimburses 50 percent of expenses up to \$1,000.

AFFORDABLE HOUSING PROGRAMMING (STATE)

The Wisconsin Housing and Economic Development Authority (WHEDA) provides several financing tools for housing developers and property managers to construct and maintain affordable housing. Options include tax-exempt bond financing, stand-alone bond financing, and flex financing.

ENTERPRISE ZONE TAX CREDIT (STATE)

Enterprise Zone Tax Credits are available through the Wisconsin Economic Development Corporation to assist Wisconsin businesses that have major expansion projects or are relocating major business operations from other states to Wisconsin. Refundable tax credits can be earned through job creation, job retention, capital investment, employee training, and supply chain purchases from Wisconsin vendors. Ineligible businesses include payday loan and title loan companies; telemarketing operations; pawn shops; media outlets such as newspapers and radio (unless the job creation is significant); businesses in the tourism industry (unless the job creation is significant); retail establishments; farms; primary care medical facilities; and financial institutions.

BUSINESS DEVELOPMENT TAX CREDITS (STATE)

Businesses seeking to locate or expand in the Center City may be eligible for Business Development Tax Credits through the Wisconsin Economic Development Corporation. Eligible businesses must demonstrate an increase in net employment in the state each year for which the business claims tax credits. Ineligible businesses include payday loan and title loan companies; telemarketing operations, other than inbound call centers; pawn shops; media outlets; retail establishments; farms; primary care medical facilities; financial institutions; and businesses in the hospitality industry.

NEIGHBORHOOD BUSINESS REVITALIZATION GUARANTEE (STATE)

The Wisconsin Housing and Economic Development Authority (WHEDA) provides financial assistance to small businesses. The organization's Neighborhood Business Revitalization Guarantee (NBRG) gives access to financing that allows qualified small businesses to develop or rehabilitate commercial real estate in urban areas.

SPECIAL PROJECT LOAN FUND (STATE)

The Special Project Loan Fund is administered through the Wisconsin Economic Development Corporation. Loan amounts range from \$50,000 to \$250,000, and can be used by businesses for working capital, equipment purchases, brownfield remediation, or new product development. Loans require at least a 50 percent match by the recipient, and loan guarantees require a 20 percent match.



PARTNERING CENTER CITY

This section identifies organizations that have a stake in the success of the Center City, including those living, working, activating, or getting around in the Center City. As Imagine Oshkosh is being developed, it is expected that the organizations reviewed in this section will have a role in plan implementation. Please note that this chapter is a working list that is evolving and should not be considered exhaustive.

“WHO’S OUR LEADER & CHAMPION?”

During the outreach process, it was communicated, particularly in stakeholder interviews, that economic development leadership within the Center City is divided between different organizations, and that the Center City lacks a central “champion” with dedicated resources. Referencing the success of Downtown Neenah, one interviewee asked: “Who is our John Bergstrom?” Another example cited was the not-for-profit Downtown Appleton, Inc.

This does not mean that progress is not being made, or that organizations do not work well together, but merely suggests that greater efficiency and progress could be achieved through better cohesion, clearer roles, and an aligning of resources. The most prominent groups for economic development within Center City are the Business Improvement District (this jurisdiction only covers a portion of the study area), City of Oshkosh, Greater Oshkosh EDC, and Chamber of Commerce. Imagine Oshkosh’s Implementation Action Matrix (pages 126–135) should help clarify existing roles and establish a framework for clear leadership roles and responsibilities within the Center City, starting with existing resources that are already available.

PLANNING PARTNERS

Organizations with a likely role in plan implementation are listed in this section. Please note that this chapter is a working list that is evolving and is not all-inclusive. The order of the list has no bearing on roles and responsibilities.

City of Oshkosh – Boards & Commissions

The City of Oshkosh includes 25 boards and commissions that provide decision-making assistance for a variety of policies and development within the City. Boards and commissions include:

- City Council
- Plan Commission
- Business Improvement District Board
- Landmarks Commission
- Pedestrian and Bicycling Advisory Committee
- Public Arts and Beautification Committee
- Redevelopment Authority (RDA)
- Sustainability Advisory Board

City of Oshkosh –Planning Services Division

The Planning Service Division is responsible for zoning and subdivision regulations, land use planning, economic development, historic preservation, and housing programming. The Division applies for and administers the CDBG Program and Brownfield Grants, and oversees the Sustainable Oshkosh program and Oshkosh Healthy Neighborhoods Alliance.

City of Oshkosh –Economic Development Division

The Economic Development Division is responsible for implementing the City of Oshkosh Economic Development Plan. This Plan will guide the City’s economic development efforts and investment strategy over the next five years in coordination with the Greater Oshkosh EDC and various other partners in the region.

City of Oshkosh –Public Works Department

The Public Works Division is responsible for maintaining and operating City utilities, services, properties, and facilities. This includes City streets, sanitation, water utility, and both stormwater and wastewater systems. The Public Works Division will play a large role in implementation, including completing and maintaining many improvements, particularly streetscape projects.

Business Improvement District

The Downtown Oshkosh Business Improvement District (BID) was initially established in 1987 to supply downtown parking but has evolved into assisting with marketing, promotion, property management, revitalization, and business retention programs.

The BID is funded through property assessments. Property owners within the BID contribute a self-imposed levy that is calculated based on several factors, including the property's assessed value and street frontage, with a minimum assessment of \$400 to a maximum of \$8,000. The assessments make up an annual operating budget that is used to fund one full-time manager, the Recruitment and Retention Fund Grant Program, events, marketing, and beautification programs.

The BID's boundary is concentrated within the Downtown area. In recent years, expansion of BID boundaries has been evaluated, particularly south of the river, but expansion has not materialized.

Winnebago County

As the county seat of Winnebago County, Oshkosh contains the County Courthouse, as well as the administrative arm of County government. Its operations are located in several locations within the study area.

Greater Oshkosh Economic Development Corporation

Greater Oshkosh EDC provides leadership, direction, coordination, and services to advance economic development in the greater Oshkosh area. In addition to providing economic development strategy, Greater Oshkosh EDC administers several tools, including an interactive inventory of sites and facilities, a Revolving Loan Fund Program, and serves as an informational resources for businesses and entrepreneurs.

Oshkosh Chamber of Commerce

The Oshkosh Chamber of Commerce is a member-based organization that advocates for more than 1,000 businesses within the Oshkosh area. It is the fifth largest chamber in Wisconsin and has achieved a 5-star rating. The Chamber provides resources that include networking opportunities, and information related to business startup and economic development. In addition to its advocacy role, the Chamber operates the Leadership Oshkosh Program, a nine-month program that prepares individuals for leadership roles in both their organization and community, as well as Propel Oshkosh, a development and networking group aimed at attracting and retaining young individuals for local businesses in the Oshkosh area.

Amplify Oshkosh

Amplify Oshkosh, a program of the Oshkosh Chamber of Commerce, is a local organization focused on growing the tech economy in Oshkosh. It looks to empower the IT community by connecting industry leaders, increasing awareness by hosting idea exchanges and cross-promotion, and strengthening the entrepreneurial spirit within Downtown's IT community.

Oshkosh Convention & Visitors Bureau

The Oshkosh Convention & Visitors Bureau (OCVB) is a private, not-for-profit organization, funded through room tax dollars from Oshkosh hotels. The OCVB serves as the area's tourism resource, revealing the City's brand identity: "Oshkosh, Wisconsin's Event City," in 2010. The organization serves as a resource for local events and provides a comprehensive, online list of events within the Oshkosh area.

Oshkosh Saturday Farmers Market, Inc.

Hailed as one of the best farmers markets in the country, the Oshkosh Farmers Market serves as a local food mecca and community gathering place. The year-round market boasts more than 150 vendors in the summer and nearly 50 in the winter. The volunteer-based organization works with local businesses to provide public restrooms and is a key economic development driver in downtown. It supports and accommodates other community events, including Gus Macker, Main Street Music Festival, Square Fair, Chili Cookoff, and Chalk Walk.

Oshkosh Public Library

The Oshkosh Public Library serves as the community's knowledge center. With more than 1,000 visitors a day, it is a significant driver of activity in the Center City. Library leadership is in the process of transforming the Public Library into a "social commons," a location for hanging out, casual reading, scholarship, and socialization. The library also provides many community resources and programming, including literacy classes, lectures, and workshops.

Oshkosh Area Community Foundation

The Oshkosh Area Community Foundation is a non-profit organization that provides funding for projects that improve the Oshkosh community. Grant funding is directed at projects that expand access to the arts, education, as well as those that improve the quality of life for residents.

University of Wisconsin – Oshkosh

The University of Wisconsin – Oshkosh is the third largest university in the state with nearly 14,000 students and 1,700 employees. UW Oshkosh offers 60 undergraduate majors, 100 minors, and 15 Master's Degrees in four professional colleges including: Business, Education and Human Services, Letters and Science, and Nursing. Its 174-acre campus sits on the western boundary of the Center City study area, and its students and faculty live, work, and play within Downtown Oshkosh. The University has been an active partner in downtown development having acted as an investment partner in the Best Western Premier Waterfront Hotel & Convention Center.

East Central Wisconsin Regional Planning Commission

East Central Wisconsin Regional Planning Commission (ECWRPC) is the official comprehensive, area-wide planning agency for the ten county east central region of Wisconsin, including the counties of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara and Winnebago. ECWRPC staff provides assistance in the following areas: environmental, economic development, open space, land use, housing, community, transportation, and GIS.

Oshkosh Opera House Foundation

The Oshkosh Opera House Foundation is responsible for The Grand's performance season and rental activities. The annual fine arts season includes over 25 public performances and approximately 10 youth events, in addition to community theater, corporate meetings, and weddings. The Opera House is owned by the City of Oshkosh.

Other Critical Partners

- Residents
- Developers
- Business Leaders
- Small Business Owners
- Civic Organizations



IMPLEMENTATION ACTION MATRIX

The Implementation Action Matrix offers a comprehensive list of all implementation strategies, policies, and recommendations found in the Imagine Oshkosh Master Plan. The matrix provides staff with a tool to prioritize implementation activities and projects over the life of the plan. In addition, the matrix allows the City to approve specific, actionable items on an annual basis and evaluate progress based upon completed implementation strategies. The Implementation Action Matrix offers a brief description of each project and indicates the following:

- Priority Level
- Public Cost
- Ease of Implementation
- Lead Responsibility
- Potential Partnerships

Priority level

Priority is assigned considering the cost, ease of implementation and importance. Each strategy in the Implementation Action Matrix is indicated with one of the following:

- Priority 1: Near-term, low-cost, ease of implementation, critical
- Priority 2: Mid-term, essential
- Priority 3: Long-term, desirable

Public cost estimate

Public cost estimates are represented by a scale ranging from \$ to \$\$\$\$\$. The costs in this column refer only to public costs. Below is a description of the cost scale:

- \$ Primarily internal staff time with limited outside funding required
- \$\$ Outside consulting services assistance is expected or capital expenditures are to be more than \$25,000 but less than \$100,000
- \$\$\$ Capital improvements greater than \$100,000 but less than \$1,000,000
- \$\$\$\$ Multi-million-dollar capital project investment

Ease of implementation

The ease of implementation is indicated by a traditional grade scale from A to F, with A being easiest to implement and F being most difficult to implement. This category is a collective indicator of the anticipated level of effort by responsible parties, estimated cost, budget opportunities, and general stakeholder interest.

Lead responsibility

Lead responsibility refers to that stakeholder group that will oversee and facilitate completion of each identified implementation strategy.

Potential Partnerships

Potential partnerships identifies government bodies, civic organizations, private entities, and other associations which may be able to provide assistance with the identify strategy through coordination and cooperation.

	IMPLEMENTATION STRATEGY	PRIORITY	PUBLIC COST	EASE	LEAD RESPONSIBILITY	POTENTIAL PARTNERSHIPS
3	CHAPTER 3: LAND USE & DEVELOPMENT					
3.0.1	Guide land use and development per the established functional subareas with regards to desired land use, design/development guidelines, and relation to surrounding districts	1	\$	D	Community Development Department	
3.0.2	Work with property owners and investors to explore options for future development of the opportunities sites	2	\$	D	Community Development Department	Chamber of Commerce, Downtown BID, Greater Oshkosh EDC
3.0.3	Work with property owners to consolidate or assemble adjacent parcels which could yield larger, more market-viable redevelopment scenarios, as appropriate	2	\$	C	Community Development Department	Chamber of Commerce, Downtown BID, Greater Oshkosh EDC
3.0.4	Take an active role in the future use, site design, and overall planning for redevelopment catalyst sites	1	\$	B	Community Development Department	Chamber of Commerce, Downtown BID, Greater Oshkosh EDC
4	CHAPTER 4: ECONOMIC DEVELOPMENT & COMMERCIAL AREAS					
4.1	ESTABLISH A CRITICAL MASS OF COMMERCIAL USES					
4.1.1	Guide infill development and investment within the Center City to reduce overall vacancy and break up clusters of vacant parcels and properties	1	\$	C	Community Development Department	Chamber of Commerce, Downtown BID, Greater Oshkosh EDC
4.1.2	Guide infill development to properties south of the Fox River where the largest clusters of vacant properties and buildings are found	1	\$	C	Community Development Department	Chamber of Commerce, Downtown BID, Greater Oshkosh EDC
4.1.3	Explore opportunities for short-term uses to occupy vacant properties by creating activity on otherwise underutilized properties	2	\$	B	Community Development Department	Chamber of Commerce, Downtown BID, Greater Oshkosh EDC
4.1.4	Work with developers to encourage investment within critical mass priority areas	1	\$	C	Community Development Department	Chamber of Commerce, Downtown BID, Greater Oshkosh EDC
4.2	PROMOTE MIXED-USE DEVELOPMENT WITHIN CENTER CITY					
4.2.1	Require that all new construction within the Downtown Core and Downtown Outer Core be mixed-use in nature – multi-story buildings with commercial on the ground floor and office and/or residential on upper floors	1	\$	A	Community Development Department	
4.2.2	Examine building codes and zoning regulations (include occupancy and accessibility standards) for opportunities to make it easier to activate, rehab, and occupy the upper floors of older buildings, especially on Main Street and Oregon Street	1	\$	A	Community Development Department	
4.2.3	Work with property owners of older/historic buildings to seek and obtain grants to help cover the costs associated with rehabilitating upper floors for occupancy	2	\$	B	Community Development Department	Chamber of Commerce, Downtown BID, Greater Oshkosh EDC, Landmark Commission
4.2.4	Develop an inventory of all available or underutilized upper floor spaces which can be utilized to attract new businesses and encourage development of new residential options	2	\$	B	Community Development Department	Chamber of Commerce, Downtown BID, Greater Oshkosh EDC
4.3	ATTRACT EMPLOYERS AND JOBS TO THE CENTER CITY					
4.3.1	Actively recruit new businesses and employers to move to the Center City	1	\$	D	Community Development Department	Chamber of Commerce, Downtown BID, Greater Oshkosh EDC
4.3.2	Foster the development of additional office space, with a particular focus on "Class A" product	2	\$	D	Community Development Department	Chamber of Commerce, Downtown BID, Greater Oshkosh EDC
4.3.3	Incorporate office spaces within mixed-use redevelopment projects of considerable size	2	\$	A	Community Development Department	
4.3.4	Encourage development of office space along the south shore of the Fox River	2	\$	C	Community Development Department	
4.3.5	Encourage the conversion of underutilized industrial buildings into mixed-use office spaces	2	\$	B	Community Development Department	

	IMPLEMENTATION STRATEGY	PRIORITY	PUBLIC COST	EASE	LEAD RESPONSIBILITY	POTENTIAL PARTNERSHIPS
4.3.6	Develop an inventory of all vacant and available office spaces within the Center City to encourage infill and attract new businesses	1	\$	B	Community Development Department	Chamber of Commerce, Downtown BID, Greater Oshkosh EDC
4.3.7	Assist property owners and developers with making necessary improvements to existing office spaces	2	\$\$	C	Community Development Department	Chamber of Commerce, Downtown BID, Greater Oshkosh EDC
4.3.8	Establish an innovation district dedicated to fostering technology and creativity based industries	1	\$\$	C	Community Development Department	Chamber of Commerce, Downtown BID, Greater Oshkosh EDC
4.3.9	Work with Amplify Oshkosh to explore the potential for a shared-use or collaborative space	2	\$\$	C	Community Development Department	Amplify Oshkosh, Chamber of Commerce, Downtown BID, Greater Oshkosh EDC
4.3.10	Develop a 'Work Oshkosh, Live Oshkosh' campaign geared toward promoting the community as the best place in the region to live, work, and establish a business	1	\$\$	E	Oshkosh Area Community Foundation	Community Development Department, Chamber of Commerce, Greater Oshkosh EDC
4.3.11	Establish clearly marked, easily navigable routes into the Center City	1	\$	D	Transportation Department	Community Development Department, Oshkosh Convention & Visitors Bureau

5 CHAPTER 5: HOUSING & RESIDENTIAL AREAS

5.1 INCREASE CENTER CITY'S RESIDENTIAL DENSITY

5.1.1	Encourage residential development within the Center City in accordance with the described functional subareas	1	\$	C	Community Development Department	Chamber of Commerce, Downtown BID, Greater Oshkosh EDC
5.1.2	Prohibit single-family detached uses in the Center City, except within the Supporting Neighborhoods functional subarea	1	\$	A	Community Development Department	
5.1.3	Work with investors and developers to focus residential investment to the Center City rather than other areas of Oshkosh	1	\$	B	Community Development Department	Chamber of Commerce, Downtown BID, Greater Oshkosh EDC
5.1.4	Focus on the Downtown Core, Downtown Outer Core, and Oregon Street functional subareas in the short term for residential growth	1	\$	A	Community Development Department	Chamber of Commerce, Downtown BID, Greater Oshkosh EDC
5.1.5	Promote mixed-use development through new investment and the utilization of vacant upper floor spaces	1	\$	B	Community Development Department	Chamber of Commerce, Downtown BID, Greater Oshkosh EDC
5.1.6	Encourage the conversion of upper floor spaces of mixed-use building to residential units where appropriate	1	\$	B	Community Development Department	Chamber of Commerce, Downtown BID, Greater Oshkosh EDC
5.1.7	Review development proposals to ensure that new residential investment is consistent with the surrounding uses of that functional subarea and match the City's desired vision for that area, as described within the Plan	1	\$	A	Community Development Department	
5.1.8	Work with property owners and developers to explore adaptive reuse of historic or underutilized properties for multi-family residential	2	\$	C	Community Development Department	Chamber of Commerce, Downtown BID, Greater Oshkosh EDC
5.1.9	Develop a 'Work Oshkosh, Live Oshkosh' campaign geared toward promoting the community as the best place in the region to live, work, and establish a business	1	\$\$	E	Oshkosh Area Community Foundation	Community Development Department, Chamber of Commerce, Greater Oshkosh EDC

5.2 STABILIZE SURROUNDING RESIDENTIAL AREAS

5.2.1	Establish new neighborhood groups for residential areas directly adjacent to the Center City, or work with existing neighborhood groups to incorporate un-addressed pocket	2	\$	A	Community Development Department	Greater Oshkosh Healthy Neighborhoods Inc.
5.2.2	Host outreach events or community meetings designed to gather feedback about important issues and concerns to address within the distinct neighborhoods surrounding the Center City	2	\$	A	Community Development Department	Local neighborhood associations, Greater Oshkosh Healthy Neighborhoods Inc.
5.2.3	Explore opportunities to incentivize property maintenance, upkeep, and renovations within neighborhoods surrounding the Center City	2	\$\$\$	C	Community Development Department	Local neighborhood associations, Greater Oshkosh Healthy Neighborhoods Inc.

	IMPLEMENTATION STRATEGY	PRIORITY	PUBLIC COST	EASE	LEAD RESPONSIBILITY	POTENTIAL PARTNERSHIPS
5.2.4	Develop educational materials and provide assistance to property owners and landlords regarding available local, state, and national improvement funding mechanisms	2	\$	C	Community Development Department	Local neighborhood associations, Greater Oshkosh Healthy Neighborhoods Inc.
5.2.5	Complete a full inventory of all rental properties within Oshkosh that provides as much detail as possible regarding specific properties	1	\$	C	Community Development Department	
5.2.6	Establish a rental inspection program that includes a rental properties "standards" checklist and conduct annual inspections to insure compliance and property upkeep	2	\$	C	Community Development Department	
5.2.7	Develop a program or commission to encourage home ownership within neighborhoods surrounding the Center City	2	\$	C	Community Development Department	Greater Oshkosh Healthy Neighborhoods Inc.
5.2.8	Identify issues regarding safety and crime within residential areas surrounding the Center City	2	\$	B	Police Department	Local neighborhood associations, Greater Oshkosh Healthy Neighborhoods Inc.
5.2.9	Review existing lighting infrastructure within neighborhoods surrounding the Center City and identify necessary improvements	2	\$	A	Transportation Department	Public Works Department, Local neighborhood associations, Greater Oshkosh Healthy Neighborhoods Inc.
5.2.10	Ensure safe and efficient access to the Center City for pedestrians and cyclists from surrounding neighborhoods	3	\$\$	D	Transportation Department	Local neighborhood associations, Greater Oshkosh Healthy Neighborhoods Inc.
5.2.11	Identify necessary improvements to roadway infrastructure and other maintenance projects which would elevate the appearance of surrounding neighborhoods	2	\$	A	Community Development Department	Public Works Department, Local neighborhood associations, Greater Oshkosh Healthy Neighborhoods Inc.
5.2.12	Actively promote and encourage growth and investment in Oshkosh's central neighborhoods through targeted marketing efforts and coordination with various real estate and development organizations	2	\$\$	C	Community Development Department	Local neighborhood associations, Greater Oshkosh Healthy Neighborhoods Inc.

6 CHAPTER 6: TRANSPORTATION & MOBILITY

6.1 PROMOTE THE CENTER CITY AS A MULTI-MODAL DISTRICT

6.1.1	Divert the existing truck routes along N. Main Street, High Avenue, Algoma Boulevard, Otter Avenue, and Ceape Avenue to avoid the Downtown Core and Downtown Outer Core subareas	2	\$\$\$	E	Public Works Department	WisDOT
6.1.2	Monitor existing truck routes in the functional subareas south of the Fox River to identify issues, potential changes, and other opportunities as the area sees redevelopment and a move away from industrial uses	2	\$	B	Public Works Department, Transportation Department	WisDOT
6.1.3	Make necessary roadway repairs within the Center City study areas	2	\$\$\$	D	Public Works Department	WisDOT
6.1.4	Invest in methods to inform the community of public parking options within the Center City	2	\$\$	C	Transportation Department	Downtown BID
6.1.5	Implement an on-street paid parking system in the Downtown Core subarea to more effectively manage the use of public parking resources	2	\$\$	E	Transportation Department	
6.1.6	Encourage the long-term consolidation of both public and private parking facilities in a manner which will support desired built forms within specific subareas	1	\$	F	Transportation Department	
6.1.7	Update zoning regulations to encourage and incentivize site design which places parking on the rear of a property	1	\$	A	Community Development Department	
6.1.8	Update zoning regulations to require appropriate screening of surface parking lots which have street frontage	1	\$	A	Community Development Department	
6.1.9	Ensure "super blocks" contain pedestrian amenities, visual interest, and other forms of activity	2	\$\$	C	Community Development Department	

IMPLEMENTATION STRATEGY	PRIORITY	PUBLIC COST	EASE	LEAD RESPONSIBILITY	POTENTIAL PARTNERSHIPS
6.1.10 Identify opportunities to make new pedestrian connections as redevelopment occurs and break up "super block" developments	2	\$\$	D	Community Development Department	
6.1.11 Seek the development of complete streets throughout the Center City study area, in accordance with a potential complete streets plan	3	\$\$\$\$	F	Community Development Department	Public Works Department, Transportation Department
6.1.12 Utilize sidewalk best practices which take into consideration the specific needs of individual roadways within the City	2	\$\$\$	D	Community Development Department	Public Works Department
6.1.13 Widen sidewalks and pedestrian amenities by reducing traffic or parking lanes where appropriate right-of-way widths exist	2	\$\$\$\$	F	Community Development Department	Public Works Department, Transportation Department
6.1.14 Take advantage of redevelopment and other projects to convert existing curb-side sidewalks into parkway sidewalks	2	\$\$\$	D	Public Works Department	
6.1.15 Utilize more visible crosswalk designs and update existing crosswalk to match over time	3	\$\$\$	D	Transportation Department	Public Works Department
6.1.16 Improve mid-block pedestrian crossings with higher visibility crosswalk designs	3	\$\$\$	D	Transportation Department	Public Works Department
6.1.17 Implement complete streets projects within the Center City per the Pedestrian & Bicycle Mobility Map	3	\$\$\$\$	F	Community Development Department	Public Works Department, Transportation Department
6.1.18 Develop additional bicycle parking to encourage bicycle usage within the study area	2	\$\$	D	Community Development Department	Transportation Department
6.1.19 Develop a bicycle education program which includes necessary information about the bicycle network, designated routes, safety, and how to use the system	2	\$\$\$	C	Transportation Department	Community Development Department
6.1.20 Complete a study of the existing bridges over the Fox River and potential improvements to make them more pedestrian and bicycle friendly	3	\$\$	D	Transportation Department	Community Development Department, WisDOT, Winnebago County, Public Works Department
6.1.21 Consider development of dedicated pedestrian bridges adjacent to existing over the Fox River and integrated within the overall Riverwalk system and design	3	\$\$\$\$	F	Community Development Department	Public Works Department, Transportation Department, Winnebago County, State of Wisconsin, Army Corp of Engineers
6.1.22 Improve all transit stops with benches, shelters, lighting, information signage, and other pedestrian amenities	2	\$\$\$	C	Transportation Department	
6.1.23 Review new development project to identify potential changes to existing routes and new transit stops	2	\$	B	Transportation Department	
6.1.24 Conduct an annual or biennial community survey to identify potential service extensions, concerns, or opportunities to improve public transit	2	\$	A	Transportation Department	Local neighborhood groups
6.1.25 Coordinate with Canadian National to install various grade-separated automobile and pedestrian crossings along the railroad right-of-way	3	\$\$\$\$	F	Public Works Department	Canadian National, Transportation Department
6.1.26 Complete a streetscaping project along the railroad where it runs parallel to Broad Street	3	\$\$\$\$	F	Community Development Department	Public Works Department

7 CHAPTER 7: CIVIC & INSTITUTIONAL RESOURCES

7.1 MAINTAIN CENTER CITY AS THE COMMUNITY'S CIVIC CENTER

7.1.1 Maintain open communication with government departments and agencies regarding their future plans and needs	1	\$	A	Community Development Department	
7.1.2 Work cooperatively with government departments or agencies to retain government agencies within the Center City and address specific facility issues as they arise	1	\$	A	Community Development Department	
7.1.3 In the event that a department or agency needs to downsize or minimize costs, work collaboratively to analyze the potential for facility consolidation which would keep that body within the Center City	1	\$	A	Community Development Department	
7.1.4 In the event that consolidation or relocation outside the Center City is necessary, seek adaptive reuse of historic structures and facilities, possibly for use by other government bodies in need of facility expansion	1	\$\$\$	D	Community Development Department	

IMPLEMENTATION STRATEGY	PRIORITY	PUBLIC COST	EASE	LEAD RESPONSIBILITY	POTENTIAL PARTNERSHIPS	
7.2 ATTRACT EMPLOYERS AND JOBS TO THE CENTER CITY						
7.2.1	Address the Northwest Transition and Marion Road Waterfront functional subareas as transitional zones between the University and Center City	1	\$	A	Community Development Department	University of Wisconsin – Oshkosh
7.2.2	Work with property owners to maintain and enhance the overall appearance and character of the Northwest Transition and Marion Road Waterfront functional subareas	2	\$\$	C	Community Development Department	University of Wisconsin – Oshkosh
7.2.3	Direct student-oriented uses to locate within the Northwest Transition and Marion Road Waterfront functional subareas	1	\$	A	Community Development Department	
7.2.4	Complete a streetscaping project along High Avenue and Algoma Boulevard to visually connect the University and Downtown Core	3	\$\$\$\$	F	Community Development Department	Public Works Department, Transportation Department
7.2.5	Install wayfinding and gateway signage within the Northwest Transition and Marion Road Waterfront functional subareas to connect the University and Downtown Core	2	\$\$\$	C	Community Development Department	University of Wisconsin – Oshkosh, Oshkosh Convention & Visitors Bureau, Transportation Department
7.2.6	Maintain close communication with the University regarding priority issues and opportunities, with a particular focus on the interaction between the Center City and University's campus	1	\$	A	Community Development Department	University of Wisconsin – Oshkosh
7.2.7	Work with the University to coordinate events, festivals, parades, and community gatherings, with the aim of identifying opportunities for collaboration and cross promotion while reducing potential conflicts	1	\$	B	Community Development Department	University of Wisconsin – Oshkosh, Special Events Coordinator
7.2.8	Strengthen the connection and patronage between the University and Center City by encouraging the University, and affiliated groups, to host events and activities within Downtown	1	\$	A	Community Development Department	University of Wisconsin – Oshkosh, Downtown BID, Oshkosh Convention & Visitors Bureau
7.2.9	Engage with individual University departments to identify opportunities for student projects integrated within the Center City	2	\$	A	Community Development Department	University of Wisconsin – Oshkosh, Downtown BID
7.2.10	Coordinate with the University to conduct a feasibility study regarding a bike share program to make bicycling conveniently available at low costs	2	\$\$	B	Community Development Department	University of Wisconsin – Oshkosh, Transportation Department
7.2.11	Coordinate with a potential "innovation" district to offer students classes, experience, and create a direct path between education in Oshkosh and employment in Oshkosh	2	\$	B	Community Development Department	University of Wisconsin – Oshkosh, Chamber of Commerce, Downtown BID, Greater Oshkosh EDC
7.2.12	Strengthen the registering, inspection, and required maintenance of student housing properties within the identified subareas	1	\$	B	Community Development Department	

8 CHAPTER 8: ARTS & CULTURAL RESOURCES

8.1 PRESERVE AND ENHANCE CENTER CITY'S RICH HISTORY

8.1.1	Complete a full review and update of the existing historic preservation ordinance to ensure it thoroughly addresses alteration, renovation, improvement, and demolition of historic properties using modern best practices	1	\$\$	C	Community Development Department	Landmark Commission
8.1.2	Provide informational materials and hold meetings to inform the City Council, Landmarks Commission, and community in general about their role in historic preservation and the process for designating historic districts and properties	2	\$	A	Community Development Department	Landmark Commission
8.1.3	Coordinate with the Landmarks Commission to develop a thorough inventory of historic properties and structures within the Center City	1	\$	B	Community Development Department	Landmark Commission
8.1.4	Seek immediate landmark designation and preservation of high priority or high risk historic structures within the Center City	1	\$\$	C	Community Development Department	Landmark Commission

	IMPLEMENTATION STRATEGY	PRIORITY	PUBLIC COST	EASE	LEAD RESPONSIBILITY	POTENTIAL PARTNERSHIPS
8.1.5	Coordinate with the Landmark Commission and property owners to develop a long-term plan for receiving state and national historic designations, including inclusion on the National Register of Historic Places	3	\$\$	C	Community Development Department	Landmark Commission
8.1.6	Encourage and incentivize reinvestment and re-use of historic buildings	1	\$\$	C	Community Development Department	Landmark Commission
8.1.7	Encourage the incentivize the restoration of historic facades within the Center City era, including those which have been covered up, significantly altered, or fallen into disrepair	2	\$\$\$	C	Community Development Department	Landmark Commission
8.1.8	Enforce and put into action the guidelines and recommendations contained within this plan document intended to inform development and improvement investment and decision-making in the Center City	2	\$	B	Community Development Department	
8.1.9	Encourage the creative utilization of pieces of older buildings and infrastructure when demolition or replacement of older structures occurs	2	\$	A	Community Development Department	Landmark Commission
8.1.10	Expand the use of signage that celebrates Oshkosh's history and provides information regarding cultural events	2	\$\$	B	Community Development Department	Landmark Commission
8.2	EXPAND ARTS & CULTURE IN CENTER CITY					
8.2.1	Establish an Arts & Culture Coalition that will be responsible for coordinating between entities, venues, and other stakeholders, including events, festivals, parades, art installations, and community gatherings	1	\$	A	Community Development Department	Public Arts & Beautification Commission
8.2.2	Ensure that local groups, such as the Public Arts & Beautification commission, the Opera House, and the University's Art Department, are represented as part of the Arts & Culture Coalition	1	\$	A	Community Development Department	Public Arts & Beautification Commission, University of Wisconsin – Oshkosh
8.2.3	Help support and organize arts and culture businesses and amenities through the inclusion of a "membership" program as part of the Arts & Culture Coalition	1	\$	A	Arts & Culture Coalition	
8.2.4	Attract new culture and entertainment based uses in accordance with desired land use as established in the functional subareas	2	\$	A	Community Development Department	Arts & Culture Coalition
8.2.5	Use the Center City as a focal point for installations, outdoor events, and activities relating to arts, entertainment, and culture	2	\$	A	Arts & Culture Coalition	Public Arts & Beautification Commission, Downtown BID, Oshkosh Convention & Visitors Bureau
8.2.6	Conduct an analysis of all City-owned properties and rights-of-way to identify locations for public art installations in the Center City	2	\$	B	Community Development Department	Arts & Culture Coalition, Public Arts & Beautification Commission
8.2.7	Establish a public art program distinct to the Center City, including specific locations for art installations and parameters for thematic design	2	\$	B	Arts & Culture Coalition	Public Arts & Beautification Commission
8.2.8	Establish a "Center City Calendar" for events, parades, and festivals occurring in and nearby the Center City	1	\$	A	Community Development Department	Oshkosh Convention & Visitors Bureau
8.2.9	Incorporate artistic elements and local artists into streetscape or infrastructure projects to create a more cohesive identity in the Center City and take full advantage of capital improvement projects and investment	2	\$\$	B	Public Works Department	Arts & Culture Coalition, Public Arts & Beautification Commission
8.2.10	Coordinate with local artists and students to create artistic designs for Center City amenities that incorporate elements of Oshkosh's culture and heritage	2	\$\$	B	Public Works Department	Arts & Culture Coalition, Public Arts & Beautification Commission
8.2.11	Work with property owners to transform vacant store fronts into displays for public art and the promotion of investment opportunities	2	\$	C	Arts & Culture Coalition	Public Arts & Beautification Commission
8.2.12	Establish a program or annual contest to display local student art in spaces in the Center City	2	\$	B	Arts & Culture Coalition	Public Arts & Beautification Commission, University of Wisconsin – Oshkosh, Downtown BID

IMPLEMENTATION STRATEGY	PRIORITY	PUBLIC COST	EASE	LEAD RESPONSIBILITY	POTENTIAL PARTNERSHIPS
8.2.13 Build upon unique features, such as the Fox River, Lake Winnebago, University of Wisconsin – Oshkosh, or the City's heritage, by incorporating them in public art, public spaces, information destinations, and the general design of the Center City's physical environment	2	\$	A	Arts & Culture Coalition	Public Arts & Beautification Commission
8.2.14 Support the local food movement to help create a more self-reliant and resilient food network and improve the local health, economy, environment, and social fabric of the community	2	\$	A	Community Development Department	Arts & Culture Coalition
8.2.15 Work with non-profit and charitable organizations to establish Little Free Pantries in areas where neighbors might convene to meet neighborhood needs and combat food insecurity	3	\$	D	Community Development Department	Arts & Culture Coalition
8.2.16 Encourage and support local activism for all things in the Center City by fostering and promoting an "open door policy" with City officials and staff	1	\$	A	Community Development Department	
8.2.17 Consider hosting an annual or bi-annual "Center City Idea Forum" to hear and discuss ideas from interested residents, business owners, and stakeholders	2	\$	B	Community Development Department	
8.2.18 Elevate existing events and develop additional festivals and gatherings to help generate activity in the Center City year-round	1	\$\$	B	Community Development Department	
8.2.19 Following Oktoberfest, establish a Winter Fest that incorporates tents with seasonal food, beverages, and merchandise	2	\$\$	C	Community Development Department	Downtown BID, Oshkosh Convention & Visitors Bureau, Civic Organizations
8.2.20 Explore the possibility of creating a "kick-off" event for seasonal ice-fishing or the sturgeon spring season	2	\$\$	C	Community Development Department	Downtown BID, Oshkosh Convention & Visitors Bureau, Civic Organizations
8.2.21 Establish and promote winter activities in the Center City, particularly an ice rink, potentially located in the Opera House Square	1	\$\$	C	Parks Department	Downtown BID, Oshkosh Convention & Visitors Bureau, Civic Organizations
8.2.22 Create a "taste of Oshkosh" or a similar event offering inexpensive food and beverages demonstrating local cuisines, restaurants, and cafes	2	\$\$	C	Community Development Department	Downtown BID, Oshkosh Convention & Visitors Bureau, Civic Organizations
8.2.23 Promote the use of food trucks in the Center City as supportive amenities for events in the area	2	\$	A	Community Development Department	Downtown BID, Oshkosh Convention & Visitors Bureau, Civic Organizations
8.2.24 Identify various properties within the Center City that could be potential spaces for community events at varying scales	2	\$	A	Community Development Department	Downtown BID, Oshkosh Convention & Visitors Bureau, Civic Organizations
8.2.25 Launch a promotional campaign to advertise Oshkosh as both a summer and winter destinations for vacationers	2	\$\$	C	Community Development Department	Downtown BID, Oshkosh Convention & Visitors Bureau, Civic Organizations
9 CHAPTER 9: URBAN DESIGN & PUBLIC SPACES					
9.1 ENSURE NEW INVESTMENT & DEVELOPMENT IS COMPATIBLE AND ATTRACTIVE					
9.1.1 Apply the design and development guidelines to new construction and proposals within the Center City, with regards to architectural style; building height, bulk, and proportion; building placement and orientation; parking areas; building materials; doors and entrances; windows; rooflines and parapets; awnings and canopies; building signage; building lighting; and rear yards and rear facades	1	\$	E	Community Development Department	
9.2 ESTABLISH A SENSE OF PLACE AND SCALE					
9.2.1 Review and update zoning regulations throughout the Center City study area to facilitate the creation of consistent streetwalls and ensure new development is require to match existing streetwalls where previously established	1	\$	A	Community Development Department	
9.2.2 Prioritize infill development which will contribute to existing streetwalls or fill streetwall gaps within the Downtown Core, Outer Core, Oregon Street, and Northwest Transition	1	\$	A	Community Development Department	Public Works Department

IMPLEMENTATION STRATEGY	PRIORITY	PUBLIC COST	EASE	LEAD RESPONSIBILITY	POTENTIAL PARTNERSHIPS
9.2.3 Support development within the Downtown Outer Core which will facilitate creation of a consistent streetwall and, where possible, connect with the established streetwall within the Downtown Core subarea	1	\$	A	Community Development Department	
9.2.4 Require a landscaped streetwall, consisting of foliage, fencing, berms, or other decorative elements for all surface parking lots with street frontage	1	\$	A	Community Development Department	
9.2.5 Coordinate with property owners of vacant properties to explore innovative options for temporary walls or other barriers which will contribute to an existing streetwall while providing a space for public art, community postings, interactive displays, and other forms of public engagement	2	\$	B	Community Development Department	
9.3 PROVIDE A WELCOMING AND ATTRACTIVE STREETScape					
9.3.1 Enact additional streetscaping projects within the Center City per the streetscape prioritization plan	3	\$\$\$\$	F	Community Development Department	Public Works Department, Transportation Department
9.3.2 Promote opportunities for restaurants to feature outdoor patios and rooftop decks	2	\$	B	Community Development Department	
9.3.3 Take advantage of opportunities to bury utilities or relocate them to the rear of sites as an alternative	3	\$\$\$\$	F	Public Works Department	Community Development Department, Transportation Department
9.3.4 Establish gateway features in key locations to announce entrance into the Center City	1	\$\$\$	C	Community Development Department	Public Works Department, Transportation Department, Oshkosh Convention & Visitors Bureau
9.3.5 Establish wayfinding signage in key locations to direct people to destinations in the Center City	1	\$\$\$	C	Community Development Department	Transportation Department, Oshkosh Convention & Visitors Bureau
9.3.6 Consider the development of WiFi pillars or similar technologies within the Center City	3	\$\$\$	E	Community Development Department	Amplify Oshkosh, Downtown BID
9.3.7 Explore opportunities to incorporate interactive art displays which invite residents to become involved with the environment around them	2	\$\$	D	Community Development Department	Arts & Culture Coalition
9.3.8 Incorporate green infrastructure within streetscapes in the Center City	2	\$\$	D	Community Development Department	Public Works Department, Transportation Department
9.4 IMPROVE AND ACTIVATE CENTER CITY'S PUBLIC SPACES					
9.4.1 Conduct a review of properties in the Center City and establish a plan that identifies potential new parks and open spaces by functional subarea	1	\$	B	Parks Department	Community Development Department, Public Works Department
9.4.2 Prioritize development of a neighborhood park within a functional subarea south of the Fox River	2	\$\$\$	D	Parks Department	Community Development Department, Public Works Department
9.4.3 Provide incentives to incorporate public space as part of future development in the Center City	2	\$\$	C	Community Development Department	Parks Department, Public Works Department
9.4.4 Actively seek the development of a dedicated dog park within the Center City	1	\$\$	C	Parks Department	Community Development Department, Public Works Department
9.4.5 Work with property owners, developers, and existing businesses to identify opportunities for public plazas, pocket parks, and other smaller public spaces	2	\$	B	Community Development Department	Parks Department, Public Works Department
9.4.6 Continue to activate local waterfronts as unique assets and extensions of the existing public spaces within the Center City	1	\$	B	Parks Department	Community Development Department
9.4.7 Continue to complete segments of the Riverwalk as funding becomes available, particularly eastward to provide access to Lake Winnebago	1	\$\$\$	C	Community Development Department	Parks Department
9.4.8 Take advantage of any opportunities to further promote water-based recreation	1	\$	B	Parks Department	Community Development Department, Oshkosh Convention & Visitors Bureau
9.4.9 Explore opportunities to purchase a property and develop an additional waterfront park	3	\$\$\$	D	Parks Department	Community Development Department, Public Works Department

	IMPLEMENTATION STRATEGY	PRIORITY	PUBLIC COST	EASE	LEAD RESPONSIBILITY	POTENTIAL PARTNERSHIPS
9.4.10	Consider the Center City from the perspective of a boat-driver or passenger	1	\$	A	Community Development Department	
9.4.11	Improve waterfront public spaces with boat-friendly features, such as docks, boat launches, or maintenance stations	2	\$\$	C	Community Development Department	Parks Department, Wisconsin Department of Natural Resources
9.4.12	Develop waterfront signage and gateway elements specifically for boats entering the Center City	2	\$\$	C	Community Development Department	Parks Department, Oshkosh Convention & Visitors Bureau
9.4.13	Conduct a review of existing parks and open spaces within the study area to identify opportunities for new programming as well as necessary maintenance, renovations, or upgrades	2	\$	B	Parks Department	