

CHAPTER 6: ECONOMIC DEVELOPMENT

INTRODUCTION

Planning for economic development is an on-going process in which a community organizes for the creation and maintenance of an environment that will foster both the retention and expansion of existing businesses and the attraction of new businesses and a talented workforce. As such, it is important to understand the existing resources that serve as assets for economic development efforts.

The state's "Smart Growth" legislation requires that the Economic Development element of a comprehensive plan contain objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the jurisdiction including an analysis of the labor force and economic base of the community. The element must also address strengths and weaknesses for economic development in the City and identify key types of industry or business that the residents of the City would like to see within it. This chapter, along with Chapter 2: Plan Framework addresses these requirements.

GOALS

The following goals were developed for this element. Goals set direction, provide purpose and accountability and provide a roadmap. Supporting Objectives and Actions are included at the end of this element.

Type	Reference	Content
Goal	ED1	Leverage the collective assets of the broader region for increased economic prosperity within the City of Oshkosh.
Goal	ED2	Promote and support diversification of the industrial and manufacturing employment base in order to have a more resilient local and regional economy.
Goal	ED3	Have a strong core of stable employers within the City of Oshkosh.
Goal	ED4	Support the growth of entrepreneurship activities and new companies within the City of Oshkosh.
Goal	ED5	Promote Oshkosh as a regional economic center within the larger Fox Valley / I-41 Corridor market.
Goal	ED6	Develop physical facilities within designated Economic Activity Zones and other parts of Oshkosh which support economic development linking Oshkosh to the regional and global network.
Goal	ED7	Promote destination tourism for individuals, or group activities such as conferences, recreational activities, and special events.

Goal	ED8	Support programs designed to enhance and develop workforce skills and productivity
Goal	ED9	Increase the economic and social opportunities within the downtown, central city and waterfront areas.
Goal	ED10	Strengthen and improve major entryways into the City as well as other commercial and retail corridors within the City.
Goal	ED11	Maintain and improve the quality of the City's neighborhoods
Goal	ED12	Celebrate the overall high quality of life and sense of place that the City of Oshkosh and surrounding region have to offer.
Goal	ED13	Continue to improve the city's overall aesthetic quality.

KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the "Inventory and Analysis" portion of the element for more detail.

Labor Force Characteristics

- 69.3% of the City of Oshkosh's population 16 years old and older was in the civilian labor force, (2010-2014 American Community Survey 5-Year Estimates).
- 63.3% of the City of Oshkosh's population 16 years old and older was in the labor force, (2010-2014 American Community Survey 5-Year Estimates).
- 50.2% of the city's labor force was male compared to 49.8% female (2010-2014 American Community Survey 5-Year Estimates).
- The civilian labor force grew by 3.7% in the City, staying on pace with that of the county (5.5%) and the state (7.1%) between 2000 U.S. Census and 2010-2014 American Community Survey 5-Year Estimates.
- Although all jurisdictions experienced an increase in the total number of employed persons from 2000 to the 2010-2014 American Community Survey (ACS) 5-Year Estimates, all jurisdictions experienced a decline in the overall employment rate.
- The unemployment rate reached a high of 8.7% in City in 2010 and 7.8% in Winnebago County and 8.7% in Wisconsin in 2010, (Wisconsin Department of Workforce Development).

Commuting Patterns

- The City's workforce traveled an average of 17.1 minutes to their workplace (2010-2014 American Community Survey 5-Year Estimates).
- In 2000, the mean travel time for City residents was 16.0 minutes or 1.1 minutes shorter than the 2010-2014 ACS 5-Year Estimates.
- The top workplace destinations for City residents include the City of Oshkosh (33.2%), the City of Appleton (4.2%) and the City of Neenah (3.4%), as depicted in Table 6-5.

Economic Base Analysis

- The top three occupations for City residents were Management, Business, Science, and Arts Occupations (26.4%); Sales and Office Occupations (25.7%); and Service Occupations (22.7%)¹.

¹ U.S. Census 2010-2014 ACS 5-Year Estimates, DP03.

- b) The top two sectors for the City, was the Manufacturing sector² and Educational, health and social services.
- c) Economic Modeling Specialists International's (EMSI) Analyst projections indicate that the largest industry in 2026 will continue to be Manufacturing, which is expected to grow by two percent between 2016 and 2026.

Economic Development Strategy and Assessment

- a) Four industrial parks, one business park and an aviation business park exist within the City.
- b) The Wisconsin Department of Natural Resources Bureau for Remediation and Redevelopment maintains a listing of brownfields and contaminated sites. This website lists 30 open entries for the City.
- c) There were six Leaking Underground Storage Tanks (LUST) indicated for the City.
- d) There were 20 Environmental Repair sites (ERP) indicated for the City.
- e) There were four Liability Exemption (VPLE) indicated for the City.

INVENTORY AND ANALYSIS

Determining what the existing economic conditions are within the City provides a factual basis upon which to build the City's goals, strategies, and recommendations. This section inventories the City's labor force characteristics, provides an economic base analysis, discusses brownfield sites, presents economic projections, and provides an assessment of economic development strengths and weaknesses.

Some data in the following chapter was obtained from the American Community Survey (ACS). The ACS is an ongoing statistical survey by the U.S. Census Bureau representing a sample of the population over a period of time, differing from the Decennial U.S. Census where figures are based on actual counts during a point in time. ACS estimates are controlled to decennial population estimates and become less accurate over the decade, meaning estimates are only as accurate as the census count on which they are based.

ACS data can be used to draw conclusions, however, due to the limitations of these estimates, patterns can only be inferred through the data and consequently there is a larger margin of error (MOE). Small sample size increases the MOE, indicating inaccuracy and rendering the data unreliable. As a result, annual fluctuations in the ACS estimates are not meant to be interpreted as long-term trends and caution should be taken when drawing conclusions about small differences between two estimates because they may not be statistically different. It should also be noted when comparing ACS multi-year estimates with decennial census numbers that some areas and subjects must be compared with caution, or not compared at all.

Labor Force Characteristics

Labor Force

Labor force is defined as individuals currently with a job (the employed); and those without a job and actively looking for one (the unemployed). Labor force trends are one indicator of the economy's performance. Labor Force trends can demonstrate the rate of growth of the labor

² U.S. Census 2010-2014 ACS 5-Year Estimates, DP03.

force as well as the extent potential workers are able to find jobs. **63.3% of the City of Oshkosh's population 16 years old and older was in the labor force, according to 2010-2014 American Community Survey 5-Year Estimates** (Table 6-1). This was lower than Winnebago County's participation rate of 66.3% and the State of Wisconsin's participation rate of 67.4%. In 2000, the City of Oshkosh's participation rate was approximately 65.9%. Between the two time periods, participation rates in the City decreased by 2.6%.

Table 6-1: Population 16 Years Old and Older In Labor Force, 2000 and 2010-2014 ACS 5-Year Estimates

Jurisdiction	2000			2010-2014 5-Year Estimate					
	Total	In Labor Force		Total		In Labor Force			
		Number	%	Estimate	MOE +/-	Estimate	MOE +/-	%	MOE +/-
Oshkosh	51,387	33,844	65.9%	55,412	+/-449	35,100	+/-871	63.3%	+/-1.5
Winnebago County	123,806	85,874	69.4%	136,631	+/-232	90,647	+/-1143	66.3%	+/-0.8
Wisconsin	4,157,030	2,869,236	69.0%	4,561,244	+/-1,325	3,076,311	+/-5,726	67.4%	+/-0.1

Source: U.S. Census 2000, DP-3; 2010-2014 American Community Survey 5-Year Estimates, DP03

The proportion of men outnumbered women in the workforce, in 2000 and 2010-2014, in all jurisdictions (Table 6-2). **50.2% of the city's labor force was male compared to 49.8% female per 2010-2014 American Community Survey 5-Year Estimates.** These percentages (men vs. female) were in line with the share of men versus women (in the civilian labor force) in Winnebago County (51.8% male vs. 48.2% female) and the state (52.2% male vs 48.0% female).

Table 6-2: Total Civilian Labor Force, 2000 and 2010-2014 ACS 5-Year Estimates

	Total Civilian Labor Force (2000)					Total Civilian Labor Force (2010-2014)				
	Total	Men	%	Women	%	Total	Male	%	Female	%
Oshkosh	33,807	17,190	50.8	16,617	49.2%	35,041	17,593	50.2%	17,448	49.8%
Winnebago County	85,820	45,073	52.5%	40,747	47.5%	90,537	46,875	51.8%	43,662	48.2%
Wisconsin	2,869,236	1,505,853	52.5%	1,363,383	47.5%	3,073,680	1,604,258	52.2%	1,476,111	48.0%

Source: U.S. Census 2000, DP-3; 2010-2014 ACS 5-Year Estimates, DP03

The civilian labor force grew by 3.7% in the City, staying on pace with that of the county (5.5%) and the state (7.1%) between 2000 U.S. Census and 2010-2014 American Community Survey (ACS) 5-Year Estimates (Table 6-3). In the City of Oshkosh, the number of total men (50.2%) in the labor force grew at a similar pace than the number of total women (49.8%). As a result the share of women in the labor force increased from 49.2% in 2000, to 49.8% in 2010-2014 ACS 5-Year Estimates (Table 6-2).

Table 6-3: Civilian Labor Force Percent Change, 2000 and 2010-2014 ACS 5-Year Estimates

Jurisdiction	Percent Change, 2000 to 2010-2014 5-Year Est.		
	Total	Male	Female
Oshkosh	3.7%	2.3%	5.0%
Winnebago County	5.5%	3.1%	7.2%
Wisconsin	7.1%	6.5%	8.3%

Source: U.S. Census 2000, DP-3; 2010-2014 American Community Survey 5-Year Estimates, DP03

Unemployment

The unemployment rate is calculated by dividing the number of unemployed persons by the total civilian workforce. **Although all jurisdictions experienced an increase in the total number of employed persons from 2000 to the 2010-2014 ACS 5-Year Estimates, all jurisdictions experienced a decline in the overall employment rate.** In 2000, 95.0% of the civilian labor force was employed in the City of Oshkosh. This was slightly less than Winnebago County (96.3%) and the state (95.3%). By the 2010-2014 ACS 5-Year Estimates, 93.5% of the civilian labor force was employed in the City. In comparison, 94.2% were employed in Winnebago County and 92.8% were employed in the state.

According to the 2010-2014 ACS 5-Year Estimates, over 94 percent (94.1%) of men and 93 percent (92.8%) of women were employed. In comparison, about 95 percent of men (94.6%) and women (94.0%) in the civilian labor force were employed in Winnebago County and the state (92.0% of men and 93.6% of women).

According to the Wisconsin Department of Workforce Development (DWD), overall unemployment rates have been declining in the City of Oshkosh, Winnebago County and Wisconsin since reaching a high in 2009 (Table 6-4 and Figure 6-1). This is a result of the 2008 recession, coined "The Great Recession".

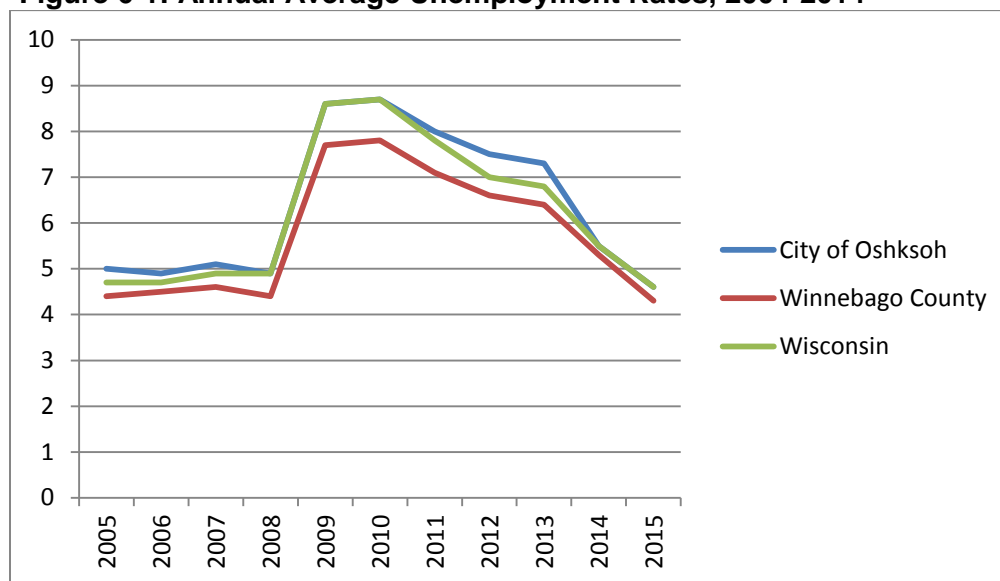
Table 6-4: Annual Average Unemployment Rates, 2004-2014

	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Oshkosh	5	4.9	5.1	4.9	8.6	8.7	8	7.5	7.3	5.5	4.6
Winnebago County	4.4	4.5	4.6	4.4	7.7	7.8	7.1	6.6	6.4	5.3	4.3
Wisconsin	4.7	4.7	4.9	4.9	8.6	8.7	7.8	7	6.8	5.5	4.6

Source: WI Dept. of Workforce Development, Office of Economic Advisors, LAUS 2002-2014, Benchmark 2014 for years 2005-2009, Benchmark 2015 for years 2010-2015, not seasonally adjusted

The unemployment rate reached a high of 8.7% in City in 2010 and 7.8% in Winnebago County and 8.7% in Wisconsin in 2010, according to the Wisconsin Department of Workforce Development. The peak in unemployment rates was related to the economic downturn that began in 2008. Since that time, unemployment rates have been steadily declining as the economy has been improving.

Figure 6-1: Annual Average Unemployment Rates, 2004-2014

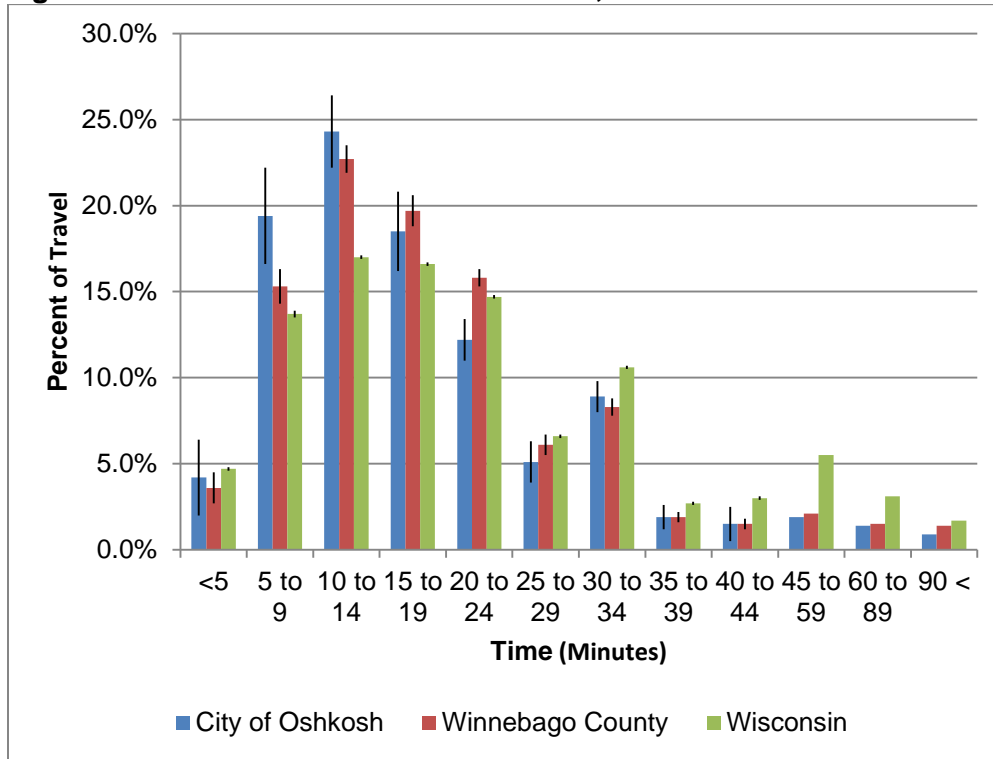


Source: WI Dept. of Workforce Development, Office of Economic Advisors, LAUS 2005-2014

Commuting Patterns

Commuting patterns provide some indication of the distance residents have to travel to find employment. **The City's workforce traveled an average of 17.1 minutes to their workplace according to 2010-2014 American Community Survey 5-Year Estimates** (Figure 6-2). This was less than both the county (18.6 minutes) and the state (21.8 minutes).

Average commute time increased in the City of Oshkosh, Oshkosh County and Wisconsin between 2000 and the 2010-2014 ACS 5-Year. **In 2000, the mean travel time for City residents was 16.0 minutes or 1.1 minutes shorter than the 2010-2014 ACS 5-Year Estimates.** Similarly average commute times in Winnebago County increased by 0.8 minutes and the state 1.0 minutes between 2000 and the 2010-2014 ACS 5-Year Estimates.

Figure 6-2: Percent of Travel Time to Work, 2010-2014 ACS 5-Year Estimates

Source: U.S. Census 2010-2014 ACS 5-Year Estimates, B08303

Analyzing journey to work data illustrates the interconnectedness of the City's economy with communities throughout the Oshkosh region and beyond. The U.S. Census, Center for Economic Studies "On the map" data³ provides an analysis of workplace destinations at the census block level. Tables 6-5 and 6-6 illustrate where City residents work and where those who work in the City live. **The top workplace destinations for City residents include the City (33.2%), the City of Appleton (4.2%) and the City of Neenah (3.4%), as depicted in Table 6-5.** This corresponds to the average commute time of 17.1 minutes as reported in the 2010-2014 ACS 5-Year Estimates.

³ <http://onthemap.ces.census.gov/>.

Table 6-5: Top 10 Places of Employment for City of Oshkosh Residents, 2014

Rank	MCD	No. Workers	Percent
1	City of Oshkosh	12,415	33.2%
2	City of Appleton	1,566	4.2%
3	City of Neenah	1,256	3.4%
4	City of Fond du Lac	1,078	2.9%
5	City of Omro	602	1.6%
6	City of Menasha	540	1.4%
7	City of Milwaukee	389	1.0%
8	City of Berlin	298	0.8%
9	City of Green Bay	296	0.8%
10	City of Madison	294	0.8%
	Other	18,680	49.9%
	Total	37,414	100.0%

Source: <http://onthemap.ces.census.gov/>

The top places of residence for persons working in the City include the City of Oshkosh (45.0%), City of Neenah (5.4%) and the City of Fond du Lac (4.5%) (Table 6-6).

Table 6-6: Top 10 Places of Residence for City of Oshkosh Employees, 2014

Rank	MCD	No. Workers	Percent
1	City of Oshkosh	12,415	45.0%
2	City of Neenah	1,479	5.4%
3	City of Fond du Lac	1,235	4.5%
4	City of Appleton	1,232	4.5%
5	City of Milwaukee	566	2.1%
6	City of Madison	520	1.9%
7	City of Green Bay	450	1.6%
8	City of Menasha	350	1.3%
9	City of Ripon	350	1.3%
10	Village of Ashwaubenon	273	1.0%
	Other	8,729	31.6%
	Total	27,599	100.0%

Source: <http://onthemap.ces.census.gov/>

Economic Base Analysis

Employment

The composition and types of employment provide a snapshot of the City and area's economic base. ***The top three occupations for City residents were Management, Business, Science, and Arts Occupations (26.4%); Sales and Office Occupations (25.7%); and Service Occupations (22.7%)***⁴. Almost a third of county (28.1%) and state (33.9%) workers were employed in Management, Business, Science, and Arts occupations; as a result this garnered the largest share of workers at these levels as well.

The top two sectors for the City of Oshkosh, was the Manufacturing sector⁵ ***and Educational, health and social services*** which employed over 40% of workers. The Manufacturing sector employed about a fifth (21.6%) of City of Oshkosh, Winnebago County (24.6%) and state (18.2%) employees according to the 2010-2014 ACS 5-Year Estimates. Another fifth was employed in the educational, health and social services sector (City of Oshkosh – 21.3%, Winnebago County – 20.0%, Wisconsin – 23.2%).

Local Employers

Table 6-7 lists the top employers with facilities located in the city. The top employers in the city cover a wide range of industries.

⁴ U.S. Census 2010-2014 ACS 5-Year Estimates, DP03.

⁵ U.S. Census 2010-2014 ACS 5-Year Estimates, DP03.

Table 6-7: Top Public and Private Employers in Winnebago County

Employer Name	Industry	Employees
Oshkosh Corporation	Specialized trucks	2,800
Bemis (all Oshkosh Locations)	Packaging tape/plastic film	2,300
University of Wisconsin Oshkosh	Education	1,327
Oshkosh Area School District	Education	1,290
US Bank (all Oshkosh locations)	Financial institution	1,144
Winnebago County	Government	1,018
Aurora Medical Center & Aurora Medical Group	Health care	870
4imprint	Advertising specialties	729
Winnebago Mental Health Institute	Health care	702
Affinity - Mercy Medical Center	Health care	688
Silver Star Brands	Mail order distribution	650
City of Oshkosh	Government	569
Clarity Care	Health care	569
Oshkosh Correctional Institution	Corrections	502
Hoffmaster Group	Paper specialties	444
Wal-Mart Super Center	Department stores	318
Lutheran Homes of Oshkosh	Assisted living	279
Muza Metal Products	Metal fabrication	265
Lapham-Hickey Steel	Steel products	256
CESA 6	Education	200
Oshkosh Community YMCA	Human service organization	200
UPS	Transportation	200

Source: Oshkosh Chamber of Commerce, data accessed 7/19/18

Employment Forecast

Employment forecasts for Oshkosh County were developed utilizing Economic Modeling Specialists International's (EMSI) Analyst program. ***The projections indicate that the largest industry in 2026 will continue to be Manufacturing, which is expected to grow by two percent between 2016 and 2026*** (Table 6-8). The largest industry growth areas will occur within the Professional, Scientific, and Technical Services (23%), Construction (22%) and Accommodation and Food Services (17%). Industries expected to see decreases include Information (-26%), Crop and Animal Production (-8%) and Wholesale Trade (-3%).

Table 6-8: Oshkosh County Industry Employment Projections, 2014-2024

NAICS	Description	2016 Jobs	2026 Jobs	2016 - 2026 Change	2016 - 2026 % Change	2015 Total Earnings
11	Crop and Animal Production	432	398	(34)	(8%)	\$32,818
21	Mining, Quarrying, and Oil and Gas Extraction	0	0	0	0%	\$0
22	Utilities	<10	<10	Insf. Data	Insf. Data	Insf. Data
23	Construction	2,139	2,600	461	22%	\$65,681
31	Manufacturing	11,590	11,790	200	2%	\$80,750
42	Wholesale Trade	1,240	1,201	(39)	(3%)	\$58,130
44	Retail Trade	5,919	6,444	525	9%	\$29,154
48	Transportation and Warehousing	1,187	1,281	94	8%	\$50,960
51	Information	246	182	(64)	(26%)	\$77,521
52	Finance and Insurance	1,420	1,398	(22)	(2%)	\$60,909
53	Real Estate and Rental and Leasing	512	542	30	6%	\$32,865
54	Professional, Scientific, and Technical Services	1,728	2,124	396	23%	\$61,504
55	Management of Companies and Enterprises	737	755	18	2%	\$125,748
56	Administrative and Support and Waste Management and Remediation Services	1,404	1,462	58	4%	\$39,742
61	Educational Services	379	407	28	7%	\$17,455
62	Health Care and Social Assistance	4,784	5,490	706	15%	\$53,919
71	Arts, Entertainment, and Recreation	318	325	7	2%	\$16,884
72	Accommodation and Food Services	3,913	4,597	684	17%	\$14,918
81	Other Services (except Public Administration)	2,618	2,781	163	6%	\$22,046
90	Government	5,980	6,005	25	0%	\$66,319
99	Unclassified Industry	0	0	0	0%	\$0
	Total	46,552	49,784	3,232	7%	\$54,536

Industrial and Business Park Information

Four industrial parks, one business park and an aviation business park exist within the City of Oshkosh.

Table 6-9: Industrial/Business Parks

Park	Acres
Aviation Industrial Park	290
North Industrial Park	220
Northwest Industrial Park	230
Southwest Industrial Park	1050
Universal Business Park	61.19
Aviation Business Park	80
Total	1931.19

Source: City of Oshkosh Economic Development Plan

Further information regarding these assets can be found in the City of Oshkosh Economic Development Plan.

Economic Development Strategy and Assessment

A variety of factors influence the economic climate of the City of Oshkosh, learning what the City's strengths and weaknesses are will help the City build upon its assets and develop strategies to overcome its challenges.

Strengths and Weaknesses

By developing a set of strengths and weaknesses, the City is better prepared to develop an economic development strategy. These strengths and weaknesses are listed below.

STRENGTHS

Location

The city is well situated in the Fox River Valley and in the state. Milwaukee, Madison, and Green Bay are each within 90 miles of the city and are connected by major state and federal highways.

Assets

The city prides itself on its high quality work force, the availability of housing, being a regional center for educational and medical facilities, and the availability of support networks for business such as utilities, roads and highways, and land available for development.

Community

As vital as these characteristics are for the business climate, community strengths for the employees and their families include year-round recreational activities, historic and cultural features, a low crime rate, and a full range of educational options.

Business

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

Region

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

WEAKNESSES**Manufacturing perception**

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

Taxes and regulation

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

Accessibility

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

Economic Development Focus

While the City welcomes certain types of business and industrial development, it acknowledges that not all types of business and industrial development are compatible with its future vision. The goals, strategies and recommendations for economic development are provided in Chapter 2, “Plan Framework”. The Economic Development Framework Plan presents the economic development focus for the City of Oshkosh.

Future Sites for Business and Industry

Locations for future business and industrial development are shown on Exhibit 2-1, “Year 2040 Land Use Framework”.

Brownfield Redevelopment. Brownfields are sites where development or redevelopment is complicated by real or perceived hazardous substances, pollutants, or contamination. Knowing the location of brownfields and the extent of pollution greatly improves the likelihood that these sites will be redeveloped. The Wisconsin Department of Natural Resources Remediation and Redevelopment (RR) Program oversees the investigation and cleanup of environmental contamination and the redevelopment of contaminated properties. The RR Sites Map includes, but is not limited to the following environmental data:

- Completed and ongoing investigations and cleanups of contaminated soil and/or groundwater;
- Public registry of sites with residual soil or groundwater contamination, or where continuing obligations have been put in place;
- Cleanup of sites under the federal Superfund (CERCLA) statute;
- Liability exemptions and clarifications at contaminated properties (i.e. brownfields); and
- DNR funding assistance.

The status of cleanup actions for sites in the RR Sites Map is tracked via the Bureau of Remediation and Redevelopment Tracking System (BRRTS).

The Wisconsin Department of Natural Resources Bureau for Remediation and Redevelopment maintains a listing of brownfields and contaminated sites. This website lists 30 open entries for the City of Oshkosh. They are classified in the following three categories: Leaking Underground Storage Tank (LUST) and Environmental Repair (ERP). The City’s entries and corresponding categories are described in further detail below:

- ***There were six Leaking Underground Storage Tanks (LUST) indicated for the City of Oshkosh.*** The WDNR defines LUST sites as having “contaminated soil and/or groundwater with petroleum, which includes toxic and cancer causing substances.”
- ***There were 20 Environmental Repair sites (ERP) indicated for the City of Oshkosh.*** The WDNR defines ERPs as “sites other than LUSTs that have contaminated soil and/or groundwater. Examples include industrial spills (or dumping) that need long term investigation, buried containers of hazardous substances, and closed landfills that have cause contamination.”
- ***There were four Liability Exemption (VPLE) indicated for the City of Oshkosh.*** The WDNR defines VPLEs as an elective process in which a property owner conducts an environmental investigation and cleanup of an entire property and then receives limits on future liability for that contamination under s. 292.15, Wisconsin Statutes. An individual, business or unit of government can receive the liability exemption after a completed cleanup is approved.

The City could complete and maintain an inventory of existing vacant buildings and land identified as “Brownfields”. This information could be used to encourage infill development and redevelopment opportunities that take advantage of existing infrastructure and services and

removes blight created by vacant and dilapidated buildings and parcels. Once identified, the City could utilize state and federal programs to further study, clean, and redevelop these Brownfields.

POLICIES AND PROGRAMS

Policies and programs related to the Economic Development element can be found in Appendix D.

OBJECTIVES AND ACTIONS

The following objectives and actions represent the steps and resources needed to meet the goals identified in this element. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Actions represent the steps and resources needed to meet objectives.

Type	Reference	Content
Goal	ED1	Leverage the collective assets of the broader region for increased economic prosperity within the City of Oshkosh.
Objective	ED1.1	Coordinate the economic planning efforts of Oshkosh with other Fox Valley communities.
Action	ED1.1.1	Support and engage in regional economic development efforts being conducted by organizations such as: Greater Oshkosh Economic Development Corporation (GOEDC), Oshkosh Area Chamber of Commerce, Fox Valley Workforce Development Board, UW-Oshkosh, and the Fox Valley Technical College, NE Wis. Chambers Coalition (NEWCC), NE Wis Regional Economic Partnership (NEWREP), East Central Wisconsin Regional Planning Commission (ECWRPC)and, the New North.
Action	ED1.1.2	Actively engage in East Central Wisconsin Regional Planning Commission's (ECWRPC's) Comprehensive Economic Development Strategy (CEDS) process and seek EDA grant funding for projects as applicable.
Action	ED1.1.3	Actively support the I-41 Corridor Partners effort, led by GOEDC, which seeks to collaboratively market the corridor to site selectors and other business interests.
Action	ED1.1.4	Actively engage in ECWRPC's "Initiative 41" project funded by the Department of Defense-Office of Economic Adjustment.
Action	ED1.1.5	Meet annually with Appleton, Neenah, Menasha, Fond du Lac and Green Bay to discuss best practices and common issues.

Type	Reference	Content
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Goal	ED2	Promote and support diversification of the industrial and manufacturing employment base in order to have a more resilient local and regional economy.
Objective	ED2.1	Promote economic development that increases the types of jobs available in all sectors.
Action	ED2.1.1	Engage with appropriate partners to support expansion of focused industry clusters which have high growth potential based on the Oshkosh region's assets, such as: <ul style="list-style-type: none"> · Aerospace & Aviation · Information Technology · Healthcare/Medical · Advanced Manufacturing
Action	ED2.1.2	Work with partners to continually assess the City's/region's employment base including an analysis of private sector benefits and commuting patterns.
Action	ED2.1.3	Promote use of New North Supply Chain Marketplace to existing and future manufacturing firms within the City.
Action	ED2.1.4	Coordinate with existing area employers on any future expansion needs.
Action	ED2.1.5	Understand linkages between affordable housing and business development and work collaboratively to support strategic solutions.

Type	Reference	Content
Goal	ED3	Have a strong core of stable employers within the City of Oshkosh.
Objective	ED3.1	Provide ongoing support to existing businesses in order to retain them and assist in their expansion needs.
Action	ED3.1.1	Continue business recruitment and retention programs for business and industry in the Oshkosh area.
Action	ED3.1.2	Promote and encourage utilization of existing City (and partner) programs which can enhance and/or stabilize existing businesses such as: <ul style="list-style-type: none"> · City's Revolving Loan Fund · Tax Increment Financing · PACE Program (Wisconsin Counties Assn.) · Oshkosh Chamber of Commerce · GOEDC · New North (Global Trade Program) · UW-Oshkosh Small Business Development Center (SBDC) · Fox Valley Technical College · Fox Valley Workforce Development Board · Wisconsin Manufacturing Extension Partnership (WMEP)

		<ul style="list-style-type: none"> · Wisconsin Economic Development Corporation (WEDC) · Winnebago Literacy Council
Action	ED3.1.3	Review potential for expanding existing Business Improvement District (BID) or creating new ones.
Action	ED3.1.4	Continue to review the effectiveness of the Revolving Loan Fund program to encourage businesses to upgrade or expand their operations.
Action	ED3.1.5	Promote the use of sustainable practices by existing and new businesses (LEED buildings, stormwater practices, green roofs, alternative energy, etc.).
Action	ED3.1.6	Identify areas for new executive housing to be accommodated within the City.
Action	ED3.1.7	Market and use the Greater Oshkosh Capital Catalyst Fund to promote economic growth activity that contributes positive economic impact for Oshkosh.

Type	Reference	Content
Goal	ED4	Support the growth of entrepreneurship activities and new companies within the City of Oshkosh.
Objective	ED4.1	Support programs and services that increase entrepreneurial success.
Action	ED4.1.1	Support the creation of unique and flexible business workspace, training facilities and social networking spaces (Maker Spaces, Co-Working Spaces, Business Incubator/Accelerator Facilities, etc.) within the City.
Action	ED4.1.2	Support UW-Oshkosh entrepreneurship programs offered through the Small Business Development Center (SBDC) (AeroInnovate, InventureXcel, Growth Management Program, etc.).
Action	ED4.1.3	Promote the use of the Winnebago County Seed Fund and other seed capital program.
Action	ED4.1.4	Target market to specific entrepreneurial groups and industries touting the benefits of starting/growing their business in the City of Oshkosh.

Type	Reference	Content
Goal	ED5	Promote Oshkosh as a regional economic center within the larger Fox Valley / I-41 Corridor market.
Objective	ED5.1	Create a positive image/identity for the City, in the context of the Fox Valley Region / I-41 Corridor, in order to attract high-quality talent and high paying jobs.
Action	ED5.1.1	Work with partners as appropriate to promote the City and its statewide and national image.

Action	ED5.1.2	Actively promote the City/County Aviation Business Park and other available lands.
Action	ED5.1.3	Promote and utilize the Foreign Trade Zone designated areas of the city to generate new employment and business growth.
Action	ED5.1.4	Promote available child care facilities as an amenity for businesses and employees and seek to ensure its availability for additional shifts.
Action	ED5.1.5	Maintain services for and address needs for local urgent care within core areas of the City.
Action	ED5.1.6	Incorporate recommendations of the University of Wisconsin-Oshkosh Campus Master Plan and promote its merits in order to attract and retain talented workers

Type	Reference	Content
Goal	ED6	Develop physical facilities within designated Economic Activity Zones and other parts of Oshkosh which support economic development linking Oshkosh to the regional and global network.
Objective	ED6.1	Develop tools to assess and evaluate facilities in concentrated economic zones.
Action	ED6.1.1	Work with agencies to ensure adequate facilities and good access to the regional transportation system from all industrial and business parks.
Action	ED6.1.2	Promote new business and office development near/along public transit centers and routes.
Action	ED6.1.3	Support the continued use of a regional center for freight transportation and create a transload facility which can potentially be upgraded to an intermodal facility in the future.

Type	Reference	Content
Goal	ED7	Promote destination tourism for individuals, or group activities such as conferences, recreational activities, and special events.
Objective	ED7.1	Work closely with the Oshkosh Convention & Visitors Bureau to ensure a city-wide strategy exists to draw special events to the city.
Action	ED7.1.1	Develop and implement plans to create an entertainment and tourism oriented district around the Menominee Nation Arena.
Action	ED7.1.2	Promote the Oshkosh waterfront, Fox River and accessibility to the Winnebago Pool Lakes system.
Action	ED7.1.3	Promote the state and regional trail system and seek to improve its connectivity with local destinations.

Type	Reference	Content
Goal	ED8	Support programs designed to enhance and develop workforce skills and productivity.
Objective	ED8.1	Support educational and training programs that increase workforce skills and productivity, including literacy
Action	ED8.1.1	Support the efforts of the Oshkosh School District and private schools to develop and integrate hands-on learning and training for advanced manufacturing career paths.
Action	ED8.1.2	Support the promotion of internships with local businesses
Action	ED8.1.3	Support the exploration of skills and opportunities for workforce integration of new refugees, including literacy.
Action	ED8.1.4	Support and build upon strengths of UW-Oshkosh programs.
Action	ED8.1.5	Support the coordinated efforts of the Fox Valley Technical College and Fox Valley Workforce Development Board to provide retraining opportunities for underemployed persons.

Type	Reference	Content
Goal	ED9	Increase the economic and social opportunities within the downtown, central city and waterfront areas.
Objective	ED9.1	Develop tools and support programs that foster the redevelopment and revitalization of older residential and employment areas within/near the central city.
Action	ED9.1.1	Implement the recommendations of the "Imagine Oshkosh" Central City Investment Strategy.
Action	ED9.1.2	Utilize TIF and other tools to incentivize companies and landowners as appropriate to voluntarily relocate from older outdated facilities near the central city, to newer industrial sites in the industrial parks so as to free up key properties for redevelopment.
Action	ED9.1.2	Target and prioritize downtown and suitable near-downtown areas for new office and service industry development. Work with private and public sector entities to provide one or more sites for planned business parks oriented toward corporate facilities and other office-type industries.
Action	ED9.1.3	Ensure that available properties and buildings are actively and aggressively marketed.
Action	ED9.1.4	Pursue incentives to redevelop underutilized or environmentally contaminated sites, both publicly and privately owned.
Action	ED9.1.5	Continue to utilize Tax Increment Financing as appropriate for revitalization projects.
Action	ED9.1.6	Support the concept of mixed-use development City-wide as appropriate

Objective	ED9.2	Develop programs and incentives that decrease consumption of new land and new materials and reutilizes existing buildings to the extent practicable.
Action	ED9.2.1	Apply for funding from the WEDC Idle Sites Program as needed.
Action	ED9.2.2	Apply for funding from EPA, WDNR and WEDC Brownfields Programs as needed.

Type	Reference	Content
Goal	ED10	Strengthen and improve major gateways into the City as well as other commercial and retail corridors within the City.
Objective	ED10.1	Explore opportunities for improving direct routes into and through the city
Action	ED10.1.1	Enhance and formally identify current and future Gateway Commercial Districts and develop detailed corridor plans, studies and standards as needed. These plans should consider their direct connections to the downtown, both physically and economically.
Action	ED10.1.2	Increase waterfront corridor connectivity and appropriate business opportunities and amenities.
Action	ED10.1.3	Coordinate with utility providers and property owners to place overhead lines underground during street reconstruction projects within key corridor segments. Examine additional cost-reduction strategies for achieving this.
Action	ED10.1.4	Coordinate with Winnebago County, WisDOT and others to examine and propose implementation of a billboard reduction program for the city, including highway corridors leading into the city.

Type	Reference	Content
Goal	ED11	Maintain and improve the quality of the City's neighborhoods
Objective	ED11.1	Develop tools and programs that increase viability of neighborhoods, including residences and business owners.
Action	ED11.1.1	Continue to lead and support the ONE Oshkosh and Greater Oshkosh Healthy Neighborhoods (GO-HNI) programs as effective 'bottom-up' approaches to revitalization.
Action	ED11.1.2	Continue to participate in Goodwill NCW's "Neighborhood Partners Network" and "Gappers Network".
Action	ED11.2	Work with Neighborhood Associations to preserve and promote neighborhood business districts.
Action	ED11.2.1	Proactively work with neighborhoods to address stormwater needs and identify properties which may be impacted.
Action	ED11.2.2	Pursue incentives for façade improvements and streetscape improvements, including the installation of building signs/plaques.

Action	ED11.2.3	Develop programs to assist neighborhood businesses to remain viable in neighborhood business districts.
Action	ED11.2.4	Partner with Habitat for Humanity and GO-HNI to identify neighborhoods that would benefit from the “Rock the Block” program.

Type	Reference	Content
Goal	ED12	Celebrate the overall high quality of life and sense of place that the City of Oshkosh and surrounding region have to offer.
Objective	ED12.1	Promote the diversity of recreation and lifestyle opportunities that Oshkosh has to offer.
Action	ED12.1.1	Promote and leverage regional assets related to sports, sports history, and outdoor recreation activities such as boating, fishing, biking and hiking.
Action	ED12.1.2	Actively engage with, integrate and promote the Fox-Wisconsin Heritage Parkway as Oshkosh occupies a unique market/geography for the boating community and land-based river development opportunities.
Action	ED12.1.3	Pursue funding sources for implementation of cultural tourism programming which includes history, heritage and the arts.
Action	ED12.1.4	Collaborate with the Oshkosh Area Community Foundation to implement and update the 2011 LIFE Study Regional Report.

Type	Reference	Content
Goal	ED13	Continue to improve the city’s overall aesthetic quality.
Objective	ED13.1	Utilize tools and programs that enhance the city’s attractiveness.
Action	ED13.1.1	Strengthen historic preservation efforts and promote the State tax credit programs to encourage revitalization of old buildings.
Action	ED13.1.2	Enforce design guidelines for the Main Street Historic District, the downtown and riverfront overlay districts.
Action	ED13.1.3	Increase identity for the city with corridor gateway signage.
Action	ED13.1.4	Emphasize aesthetic components of any gateway corridor planning efforts.
Action	ED13.1.5	Research and implement the concept of “Placemaking” into public and private development projects throughout the City.
Action	ED13.1.6	Develop façade grant and loan programs to improve the exterior facades of businesses.