# CHAPTER 4: LAND USE

## INTRODUCTION

Land use directly influences, or is influenced by, all elements presented in the other chapters. The choices for housing type, location, transportation alternatives, decisions on employment locations, recreational opportunities, and the quality of the man-made and natural environments are all intricately woven together into land use. Land use policy decisions can have far-reaching repercussions. Policy decisions can influence housing growth, the protection of natural resources, and a number of other factors. This chapter describes existing land use patterns and analyzes development trends.

## 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** | **LU1** | **Provide sufficient land area with adequate services to meet projected land demand for various types of land uses.** |
| **Goal** | **LU2** | **Encourage the efficient and compact utilization of land.** |
| **Goal** | **LU3** | **Encourage compatible land use development.** |
| **Goal** | **LU4** | **Encourage redevelopment to be oriented toward the waterfront and increase public access where appropriate.** |
| **Goal** | **LU5** | **Maintain, preserve and enhance the viability of existing neighborhood development.** |
| **Goal** | **LU6** | **Promote environmentally sensitive and responsible utilization of land, incorporating permanent open space and natural resources.** |

## 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.

### Existing Land Use

a) The City encompasses 17,689.2 acres. About 74% (13,091.4 Acres) of the land within the City is developed.
b) The unincorporated area within the 3 mile extraterritorial area contains 55,816 acres. 18% (10,237.4 acres) of the land within the unincorporated 3 mile buffer was considered developed in 2015.
c) Between 2000 and 2015, the City grew by about 33%, from 13,343.7 to 17,689.2 acres.

**Annexation and Boundary Agreements**

a) To accommodate growth in residential and industrial development, the City annexed around 2,149 acres between 2000 and 2016.

**Market Trends**

a) Overall, the City's land value peaked in 2008 at $753,721,200 and then decreased to $708,132,100 (-6.1%) in 2014 as a result of the economic downturn.

**Land Use Density and Intensity**

a) Between 2000 (1,075.6 units/sq. mi.) and 2010 (1,101.1 units/sq. mi.), residential densities increased slightly in the City, about 25.5 units per square mile.
b) Between 2000 and 2015, residential single family land use intensities are estimated to have decreased slightly from 5.4 units per acre to 5.0 units per acre. Multi-family land use also decreased from 12.8 units per acre to 10.7 units per acre.

## INVENTORY AND ANALYSIS

The following section provides a thorough analysis of land use trends and projections for the City and its 3.0 mile extraterritorial area[1].

### Existing Land Use

Existing land use was interpreted utilizing 2015 aerial photography. In order to analyze land use trends, historic land use data was derived from 2000 aerials and updated to 2015 so as to be used as a comparison. Land use information was compiled into general land use categories (Table 4-1).

#### *Land Use Categories*

**Agricultural.** Agricultural land is broadly classified as land that is used for crop production. Agricultural uses include farming, dairying, pastures, apiculture (bees), aquaculture (fish, mussels), cropland, horticulture, floriculture, viticulture (grapes), silviculture (trees) and animal and poultry husbandry. Agricultural land is divided into two sub-categories: irrigated and non-irrigated cropland. Irrigated cropland is watered by artificial means, while non-irrigated cropland is watered by natural means (precipitation).

**Residential.** Residential land is classified as land that is used primarily for human inhabitation. Residential land uses are divided into single and two-family residential, farmstead, multi-family and mobile home parks. Single and two-family residential includes single family dwellings, duplexes, and garages for residential use. Within platted subdivisions, residential land use encompasses the entire lot. In rural areas and where lots are typically larger, single family includes the primary residence, outbuildings, and the mowed area surrounding the structures. Single family also includes isolated garages and similar structures on otherwise undeveloped rural lots. Farmsteads include the farm residence, the mowed area between the buildings and the associated outbuildings (barn, sheds, manure storage, abandoned buildings). Multi-family includes apartments of three or more units, condos, room and boarding houses, residence halls,

[1] For the purposes of this planning effort, the unincorporated extraterritorial area only, has been included in the analysis.

group quarters, retirement homes, nursing care facilities, religious quarters, and the associated parking and yard areas. Mobile home parks are classified as land that is part of a mobile home park. Single standing mobile homes are classified under single family and two-family residential.

**Commercial.** Commercial land uses represent the sale of goods and services and other general business practices. Commercial uses include retail and wholesale trade (car and boat dealers; furniture, electronics and appliance stores; building equipment and garden equipment; grocery and liquor stores; health and personal care stores; gasoline stations; clothing and accessories, sporting goods, hobby, book and music stores; general merchandise; miscellaneous store retailers; couriers; and massagers), services (publishing, motion picture and sound recording, telecommunications, information systems, banks and financial institutions, real estate offices, insurance agencies and carriers, waste management, accommodations, restaurants and drinking places, repair and maintenance, personal and laundry, social assistance, etc.) and other uses (warehousing and automobile salvage and junk yards).

**Industrial.** Industrial land uses represent a broad category of activities that involve the production of goods. Mining and quarry sites are separated from other industrial uses. Industrial uses include construction, manufacturing (includes warehousing with factory or mill operation), mining operations and quarries, and other industrial facilities (truck facilities).

**Transportation.** Transportation includes land uses that directly focus on moving people, goods, and services from one location to another. Transportation uses include highway and street rights of way, support activities for transportation (waysides, freight weigh stations, bus stations, taxi, limo services, park and ride lots), rail related facilities, and other related categories. Airports are included under transportation and consist of paved areas that are dedicated specifically to air traffic.

**Utilities/Communications.** Utilities and communications are classified as any land use that aids in the generation, distribution, and storage of electric power (substations and transformers); natural gas (substations, distribution brokers); and telecommunications (radio, telephone, television stations and cell towers). It also includes facilities associated with water distribution (water towers and tanks), water treatment plants, wastewater processing (plants and lift stations), landfills (active and abandoned), and recycling facilities.

**Institutional Facilities.** Institutional uses are defined as land for public and private facilities dedicated to public services. Institutional land uses include educational facilities (schools, colleges, universities, professional schools), hospitals, assemblies (churches, religious organizations), cemeteries and related facilities, all governmental facilities used for administration (city, village, town halls, community centers, post office, municipal garages, social security and employment offices, etc.), and safety services (police departments, jails, fire stations, armories, military facilities, etc.). Public utilities and areas of outdoor recreation are not considered institutional facilities.

**Recreational Facilities.** Recreational facilities are defined as land uses that provide leisure activity opportunities for citizens. This category encompasses both active and passive activities. Recreational activities include designated hunting and fishing areas; nature areas; general recreational parks; sports facilities (playgrounds, ball diamonds, soccer fields, tennis courts, etc.); city, county and state parks; fairgrounds; marinas; boat landings; spectator sport venues; hiking trails; mini-golf; bowling; bicycling; skiing; golf courses; country clubs; performing arts

centers; museums; historical sites; zoos; amusement parks; gambling venues; and other related activities.

**Water Features.** Water features consist of all surface water including lakes, streams, rivers, ponds, and other similar features. Intermittent waterways are also incorporated into this category.

**Woodlands.** Woodlands are forested areas that are characterized by a predominance of tree cover. Woodlands are divided into two subcategories: general woodlands and planted woodlands. General woodlands are naturally occurring; this category includes forests, woods, and distinguishable hedgerows. Planted woodlands include forestry and timber track operations where trees are typically planted in rows; this category includes tree plantations, orchards and land dedicated to Christmas tree production (nurseries are not included).

**Open Other Land.** This category includes land that is currently vacant and not developed in a manner similar to the other land use categories described within this section. Open land includes areas that are wet, rocky, or outcrop; open lots in a subdivision; or rural parcels and side or back lots on a residential property that are not developed.

### *Current Land Use Inventory*

Developed land has been altered from its natural state to accommodate human activities. Although agricultural areas are considered undeveloped by land classification systems, these uses have different impacts on land use decisions than urbanized uses; thus, agricultural uses have been separated to obtain an accurate total of all related activities. In addition, residential land uses have been divided according to their specific category: single family residential, farmsteads, multi-family residential and mobile home parks. Single family residential land use includes single family dwellings and duplexes.

***The City encompasses 17,689.2 acres. About 74% (13,091.4 Acres) of the land within the City is developed*** (Table 4-1 and Map 4-1). Approximately 56% of the developed uses in the City are single-family residential (3,921.50 acres, 30.0%) and transportation (3,343.9 acres, 25.5%). Other uses include farmstead residential (10.1 acres, 0.1%) multifamily (773.7 acres, 5.9%), mobile home park (31.7 acres, 0.2%) commercial (1,623.3 acres, 12.4%), industrial (1,044.8 acres, 8.0%), quarries (122.5 acres, 0.9%), institutional (1,701.9 acres, 13.0%), and utilities/communications (517.9 acres, 4.0%) make up the remaining developed land uses.

**Table 4-1: Existing Land Use, 2015**

| | Oshkosh | | | Extraterritorial Area | | |
|---|---|---|---|---|---|---|
| **Land Use** | **Acres** | **Percent of Developed Land** | **Percent of Total Acres** | **Acres** | **Percent of Developed Land** | **Percent of Total Acres** |
| Single Family | 3,921.5 | 30.0% | 22.2% | 4,731.7 | 46.2% | 8.5% |
| Farmsteads | 10.1 | 0.1% | 0.1% | 1,112.5 | 10.9% | 2.0% |
| Multi-Family | 773.7 | 5.9% | 4.4% | 24.9 | 0.2% | 0.0% |
| Mobile Home Park | 31.7 | 0.2% | 0.2% | - | 0.0% | 0.0% |
| Commercial | 1,623.3 | 12.4% | 9.2% | 387.8 | 3.8% | 0.7% |
| Industrial | 1,044.8 | 8.0% | 5.9% | 183.9 | 1.8% | 0.3% |
| Quarries | 122.5 | 0.9% | 0.7% | 208.5 | 2.0% | 0.4% |
| Institutional Facilities | 1,701.9 | 13.0% | 9.6% | 89.0 | 0.9% | 0.2% |
| Transportation | 3,343.9 | 25.5% | 18.9% | 3,268.3 | 31.9% | 5.9% |
| Utilities/Communication | 517.9 | 4.0% | 2.9% | 230.7 | 2.3% | 0.4% |
| **Total Developed** | **13,091.4** | **100%** | **74%** | **10,237.4** | **100%** | **18%** |
| Non-Irrigated Cropland | 1,182.3 | 25.7% | 6.7% | 29,464.0 | 64.6% | 52.8% |
| Recreational Facilities | 1,209.0 | 26.3% | 6.8% | 1,076.5 | 2.4% | 1.9% |
| Planted Woodlands | 0.2 | 0.0% | 0.0% | 386.2 | 0.8% | 0.7% |
| General Woodlands | 157.4 | 3.4% | 0.9% | 3,175.3 | 7.0% | 5.7% |
| Other Open Land | 1,338.6 | 29.1% | 7.6% | 5,014.2 | 11.0% | 9.0% |
| Water | 710.2 | 15.4% | 4.0% | 6,462.5 | 14.2% | 11.6% |
| **Total Undeveloped** | **4,597.8** | **100%** | **26%** | **45,578.6** | **100%** | **82%** |
| **Total Acres** | **17,689.2** | | **100%** | **55,816.0** | | **100%** |

*Source: East Central Wisconsin Regional Planning Commission, 2015*

In comparison, ***the unincorporated area within the 3 mile extraterritorial area contains 55,816 acres. 18% (10,237.4 acres) of the land within the unincorporated 3 mile buffer was considered developed in 2015.*** (Table 4-1, Figure 4-2 and Map 4-2). Single family residential (4,731.7 acres, 46.2%) and transportation (3,268.3 acres, 31.9%) makes up 78.1% of the developed land uses.

### *Land Use Trends*

Land use distribution in the City and within the 3 mile extraterritorial area has changed over time. For the purpose of this plan, land use between 2000 and 2015 was reviewed. ***Between 2000 and 2015, the City grew by about 33%, from 13,343.7 to 17,689.2 acres.*** A comparison of the 2000 and 2015 existing land use maps show that this development predominately occurred in the northwestern, western and southern portions of the City in the following areas. The growth was a mix of land uses including residential, institutional, commercial, industrial, cropland and other open lands.

## Land Market and Development

### *Development Trends*

The amount of land available for development is finite. By analyzing the patterns in land use and understanding what the current development trends are, the City is better able to plan for future development in a sustainable manner.

Table 4-2 displays building permits for the years 2014 through 2016. The largest period of growth was in 2015. During this year, 32 residential buildings were added. It is important to note that while a majority of these units were single family, the building permit information reflects the number of permits per year and includes permits for single family, two-family, multi-family and mobile home units.

**Table 4-2 Building Permits (New Residential Construction), 2014 – 2016 City of Oshkosh**

| | Single Family | Two-Family | | Multi-Family | | Mobile Homes | Total | |
|---|---|---|---|---|---|---|---|---|
| Year | Units | Buildings | Units | Buildings | Units | Buildings | Buildings | Units |
| 2014 | 15 | 2 | 3 | 8 | 136 | 3 | **13** | **157** |
| 2015 | 17 | 5 | 10 | 16 | 248 | 11 | **32** | **286** |
| 2016 | 15 | 5 | 10 | 4 | 71 | 11 | **20** | **107** |

*Source: City of Oshkosh, February 2017*

## Annexation and Boundary Agreements

***To accommodate growth in residential and industrial development, the City annexed around 2,149 acres between 2000 and 2016*** (Table 4-3). These annexations occurred mostly in the northern, western and southern areas of the City.

**Table 4-3. Annexations, 2000 – 2016**

| Year | Number of Annexations | Acres Annexed |
|---|---|---|
| 2016 | 4 | 7.96 |
| 2015 | 7 | 113.73 |
| 2014 | 7 | 88.23 |
| 2013 | 12 | 352.57 |
| 2012 | 2 | 45.62 |
| 2011 | 2 | 3.00 |
| 2010 | 5 | 77.99 |
| 2009 | 3 | 85.27 |
| 2008 | 5 | 295.96 |
| 2007 | 5 | 62.64 |
| 2006 | 2 | 3.11 |
| 2005 | 5 | 152.27 |
| 2004 | 4 | 4.81 |
| 2003 | 4 | 89.89 |
| 2002 | 5 | 185.04 |
| 2001 | 14 | 227.12 |
| 2000 | 9 | 353.64 |

*Source: City of Oshkosh, February 2017*

## Market Trends

The price of developable land value varies depending on the surrounding land uses, location, access, services and other subjective factors. Natural features such as water frontage, forests and open space may increase the overall value. Land prices are subject to market demand and fluctuations. As such, land values show periodic variations. Housing affordability is dependent on land prices. Equalized value is the best proxy for determining land market trends. Table 4-4 shows the equalized values of all classes of land in the City and Winnebago County between 2007 and 2014. ***Overall, the City's land value peaked in 2008 at $753,721,200 and then decreased to $708,132,100 (-6.1%) in 2014 as a result of the economic downturn.*** In comparison, the equalized land value in Winnebago County peaked in 2008 and reached a low in 2013.

**Table 4-4: Equalized Values (Land Only), 2007-2014**

| Year | City of Oshkosh | Percent Change | Winnebago County | Percent Change |
|---|---|---|---|---|
| 2007 | $739,152,200 | - | $2,614,469,300 | - |
| 2008 | $753,721,200 | 1.9% | $2,669,561,500 | 2.1% |
| 2009 | $731,858,600 | -2.9% | $2,659,389,100 | -0.4% |
| 2010 | $726,926,100 | -0.7% | $2,617,627,700 | -1.6% |
| 2011 | $721,399,800 | -0.8% | $2,651,947,000 | 1.3% |
| 2012 | $720,121,600 | -0.2% | $2,586,290,300 | -2.5% |
| 2013 | $712,129,200 | -1.1% | $2,577,639,200 | -0.3% |
| 2014 | $708,132,100 | -0.6 | $2,607,631,900 | 1.2% |

*Source: Wisconsin Department of Revenue, 2007-2014, Statement of Equalized Values*

## Land Use Density and Intensity

### *Density*

Density is broadly defined as a "number of units in a given area[2]". For the purposes of this report, residential densities are defined as the number of housing units per square mile of total land area (units/square mile), excluding water. ***Between 2000 (1,075.6 units/sq. mi.) and 2010 (1,101.1 units/sq. mi.), residential densities increased slightly in the City, to about 25.5 units per square mile*** (Table 4-5). Residential densities also increased in Winnebago County (21.2 units/sq. mile), as a whole. In comparison, residential densities decreased in the cities of Neenah (10.3 units/sq. mile) and Appleton (80.5 units/sq. mile).

**Table 4-5: Residential Density, 2000 and 2010**

| | 2000 | | | 2010 | | |
|---|---|---|---|---|---|---|
| MCD | Land Area in Sq. Miles | Total Units | Units/Sq. Mile | Land Area in Sq. Miles | Total Units | Units/Sq. Mile |
| **C. Oshkosh** | **23.63** | **25,420** | **1,075.6** | **25.59** | **28,179** | **1,101.1** |
| C. Neenah | 8.25 | 10,198 | 1,236.6 | 9.23 | 11,313 | 1,226.3 |
| C. Appleton | 20.88 | 27,736 | 1,328.0 | 24.33 | 30,348 | 1,247.5 |
| Winnebago County | 438.58 | 64,721 | 147.6 | 434.49 | 73,329 | 168.8 |

*Source: U.S. Census, 2000 and 2010 SF1, Table GCT-PH1*

### *Intensity*

Intensity is the degree of activity associated with a particular land use. Therefore intensity is defined as the measure of the units per acre of residential development. Due to the limited availability of information, this plan will compare the intensities of single-family versus multi-family development in the City. To calculate land intensities, the categories (as defined by East Central) of single and two-family residential, farmsteads, and mobile homes were all classified as "single-family." Buildings consisting of three or more units were classified as "multi-family."

[2] Measuring Density: Working Definitions for Residential Density and Building Intensity, November 2003. Design Center for American Urban Landscapes, University of Minnesota.

**Table 4-6: Residential Intensity, 2000 and 2015**

| | 2000 | | | 2015 | | |
|---|---|---|---|---|---|---|
| | **Units** | **Acres** | **Units/Acre** | **Units** | **Acres** | **Units/Acre** |
| Single-Family | 19,039 | 3,558.3 | 5.4 | 19,914 | 3,963.3 | 5.0 |
| Multi-Family | 6,320 | 495.4 | 12.8 | 8,291 | 773.7 | 10.7 |

*Source: U.S. Census 2000, DP-4, SF3, U.S. Census American Community Survey 2015, ECWRPC Land Use 2000 and 2015*

***Between 2000 and 2015, residential single family land use intensities are estimated to have decreased slightly from 5.4 units per acre to 5.0 units per acre. Multi-family land use also decreased from 12.8 units per acre to 10.7 units per acre*** (Table 4-6). Several important factors create more intense development patterns in communities. Single-family residential development is typically a less intense land use than multi-family. Another factor influencing residential intensity is the size of parcels. Parcels in older more established portions of a community are typically smaller than parcels developing today. This is because residential development in older neighborhoods took place when society was less dependent on the automobile. As a result, this necessitated smaller lot development that allowed for closer proximity to neighbors and services.

### Land Use Issues and Conflicts

The City is situated on the western shores of Lake Winnebago. It is a mixture of residential, commercial, industrial, institutional, recreation and other land uses. Commercial and industrial uses are primarily in the downtown and along major transportation corridors. As a result, residential, commercial and industrial development can come in direct contact with one another.

In order for the City to grow, it must either increase its overall density on existing land or it must annex new lands from bordering towns in the area. The City should continue to keep a method of communication open between itself and its neighbors so that future land use proposals can be discussed prior to approval. It should also ensure that a method of communication exists between the City and others such as the Oshkosh School District, local economic development corporations, Winnebago County, East Central Wisconsin Regional Planning Commission and state and federal agencies.

Natural resource preservation and development could be in conflict with each other. Lake Winnebago, the Fox River, as well as wetlands, floodplains and other features comprise the natural resource base. Increased development near these resources could lead to displacement of wildlife, degradation of surface and groundwater, open lands and other resources.

Incompatibilities may arise between adjacent land uses as development continues. To lessen these conflicts, land use controls such as setbacks, screening, and buffering should be utilized.

## FUTURE LAND USE

### Future Land Use Projections

Wisconsin statutes require comprehensive plans to include five year projections for residential, commercial, industrial, and agricultural uses over the length of the plan.[3] The projections for the City can be seen in Tables 4-7 and 4-8. It is important to note that two scenarios have been calculated. Table 4-7 is a modest estimate while Table 4-8 is a more aggressive projection.

While projections can provide extremely valuable information for community planning, by nature, projections have limitations that must be recognized. First and foremost, projections are not predictions. Projections are typically based on historical growth patterns and the composition of the current land use base. Their reliability depends, to a large extent, on the continuation of those past growth trends. Second, projections for small communities are especially difficult and subject to more error, as even minor changes can significantly impact growth rates. Third, growth is also difficult to predict in areas that are heavily dependent on migration, as migration rates may vary considerably based on economic factors both within and outside of the area.

The actual rate and amount of future growth communities experience can be influenced by local policies that can slow or increase the rate of growth. Regardless of whether communities prefer a no growth, low growth, or high growth option, it is recommended they adequately prepare for future growth and changes to provide the most cost-effective services possible. Furthermore, individual communities can maximize the net benefits of their public infrastructure by encouraging denser growth patterns that maximize the use of land resources while minimizing the impact on the natural resource base.

Expected increases in residential and commercial acreage and resulting decreases in agricultural acreage can be estimated by analyzing and projecting historical data into the future. Population and housing growth and the amount of land that would be required to accommodate that increase in growth were made using past housing and population trends, and future population and household projections.

In 2015, the City of Oshkosh had a total of 26,796 housing units[4]. Using household projections from the Wisconsin Department of Administration, it is estimated that by 2040 there will be approximately 30,309 housing units[5] or about 3,513 additional housing units in the City. Tables 4-7 and 4-8 indicate the projected distribution of the additional housing units expected.

Future commercial and industrial land use needs are based on the ratio between commercial and industrial acreage and population. The WDOA estimates that in 2015, the population of the City was 66,900 people. Therefore the ratio of acres of commercial land use to population in 2015 is 0.02 acres per person, while the ratio of acres of industrial land use to population was also 0.02 acres per person. Tables 4-7 and 4-8 indicate projected land use needs for commercial and industrial land use.

[3] Wisconsin State Statutes 66.1001.
[4] U.S. Census 2010.
[5] A 10% increase was added to the difference between the WDOA estimated number of housing units in 2040 minus the number of units in 2015.

Growth within the City of Oshkosh is expected to occur over the planning period within and adjacent to the City. Tables 4-7 and 4-8 provide five year land consumption estimates for residential, commercial and industrial land uses. Since the growth areas encompass land within and outside of the City, it is assumed that not all agricultural losses will occur within the existing City limits.

**Table 4-7: Future Land Use Consumption in Acres (Scenario #1, Low estimate)**

| Land Use | 2015 | 2020 | 2025 | 2030 | 2035 | 2040 |
|---|---|---|---|---|---|---|
| Commercial | 1,623 | 1,714 | 1,805 | 1,897 | 1,988 | 2,078 |
| Industrial | 1,045 | 1,103 | 1,162 | 1,221 | 1,279 | 1,337 |
| Residential, Multiple Family | 774 | 804 | 834 | 864 | 894 | 923 |
| Residential, Single Family | 3,922 | 4,073 | 4,225 | 4,377 | 4,529 | 4,681 |

**Table 4-8: Future Land Use Consumption in Acres (Scenario #2 High estimate)**

| Land Use | 2015 | 2020 | 2025 | 2030 | 2035 | 2040 |
|---|---|---|---|---|---|---|
| Commercial | 1,623 | 1,732 | 1,842 | 1,951 | 2,060 | 2,169 |
| Industrial | 1,045 | 1,115 | 1,185 | 1,256 | 1326 | 1,396 |
| Residential, Multiple Family | 738 | 812 | 850 | 888 | 926 | 964 |
| Residential, Single Family | 3,922 | 4,114 | 4,307 | 4,500 | 4692 | 4,885 |

## FUTURE LAND USE MAP

Map 4-5 is a representation of future land uses within in the city and in the extraterritorial three mile buffer. Table 4-9 provides a description of land uses displayed in the map.

**Table 4-9: Future Land Use Map classifications**

**Residential Land Uses**

| Land Use: | Location Characteristics: | Typical Zoning Districts: |
|---|---|---|
| **Medium and High Density Residential**<br>Intent: Townhouses and all forms of apartments are included in this category with densities of 12-36 units per acre typical. | • Medium to higher volume traffic areas near high amenity and activity areas.<br>• Developments are on large tracts of land outside of City Center.<br>• Center City developments generally multi-story.<br>• Often a transition or buffer land use to lower density residential. | • MR – 12<br>• MR – 20<br>• MR – 36<br>• NMU<br>• SMU<br>• UMU<br>• CMU |
| **Low Density Residential**<br>Intent: Includes single- | • Medium to low volume traffic areas. | • SR-3<br>• SR-5 |

| | | |
|---|---|---|
| family, duplex, and two flat structures in densities of 2-10 dwelling units per acre. | • Developments are in larger tracts of land. | • SR-9<br>• DR-6<br>• TR-10<br>• TND-O<br>• NTD-O |
| **Rural Residential**<br>Intent: These land uses primarily consist of housing in adjacent towns.<br><br>Maximum Density is 1 DU per 35 acres | • Medium to low volume traffic areas.<br>• Typically located outside of city limits.<br>• Developments are in larger tracts of land. | • RH-35 |
| **Conservation Residential**<br>Intent: Low density residential subdivision with focus on open spaces and conservation of environmental features. | • Medium to low volume traffic areas.<br>• Typically located outside of city limits.<br>• Developments are on larger tracts of land. | • Any low density residential with a planned development overlay. |

**Commercial and Industrial Land Uses**

| Land Use: | Location Characteristics: | Typical Zoning District |
|---|---|---|
| **Interstate Commercial**<br>Intent:<br>This land use category consists primarily of higher intensity commercial and retail uses generally located along primary highway corridors and intersections. Medium or high density housing may be incorporated as part of larger Planned Developments. | • High volume traffic areas.<br>• Highways<br>• Major corridors | • SMU<br>• BP<br>• CBP |
| **General Commercial**<br>Intent: These land uses primarily consist of retail sales and services. It encompasses areas dominated by existing commercial uses and areas with access to major traffic corridors. | • Medium to higher volume traffic areas.<br>• Intersections of arterial streets. | • NMU<br>• SMU<br>• UMU<br>• CMU<br>• RMU<br>• BP<br>• CBP |
| **Neighborhood Commercial**<br>Intent: Lots or parcels containing small-scale retail or offices, | • Low to medium traffic areas.<br>• Intersections of collector streets.<br>• Near residential | • NMU<br>• UMU |

| | | |
|---|---|---|
| professional services, convenience retail, and storefront retail that serves a market at neighborhood scale. | concentrations. | |
| **Mixed-Use**<br>Intent:<br>This land use category provides the opportunity to incorporate a variety of uses such as retail, office, residential, and institutional within a single development or within close proximity to one another. Retail and office uses may be stand alone or may be on the ground floor with residential or office uses on the upper floors. Residential densities should be medium to high. | • Medium to higher volume traffic areas.<br>• Size of district varies depending on type and intensity of surrounding development. | • NMU<br>• SMU<br>• UMU<br>• CMU<br>• RMU |
| **Center City**<br>Intent; This land use category allows high intensity office, retail, housing, hospitality, conference and public land uses. | • Central Business District including the former industrialized riverfront areas. | • UMU<br>• CMU<br>• RMU<br>• I |
| **Industrial**<br>Intent:<br>This land use category provides for a variety of manufacturing, assembly, and warehousing activities typically in large campus like settings. | • High volume traffic areas near major transportation corridors including railroad lines. | • HI<br>• UI |

**Other Land Uses**

| Land Use: | Location Characteristics: | Typical Zoning Districts: |
|---|---|---|
| **Community Facility**<br>Intent: These land uses typically provide educational, governmental and community services to the city. Generally publically oriented uses. | • Mix of traffic areas.<br>• Transit service available | • I<br>• C-O |

| | | |
|---|---|---|
| **Parks, Recreation and Open Space**<br>Intent: These land uses provide open spaces, green spaces and recreational opportunities for community residents. | • Lower traffic areas.<br>• Limited transit service. | • I |
| **Airport**<br>Intent: These land uses provide commercial and private airport infrastructure and services. | • High and low traffic conditions. | • I<br>• AP-O |
| **Quarry**<br>Intent: These land uses provide non-metallic mining operations for the community. | • Mix of traffic areas. | • HI |
| **Environmental**<br>Intent: These land uses provide open spaces, green spaces and other undeveloped lands. | • Lower traffic areas. | • FP-O<br>• SL-O |
| **UW Oshkosh**<br>Intent: These land uses provide services to college students and faculty. | • High traffic | • IPD<br>• C-O<br>• UT-O |

## 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** | **LU1** | **Provide sufficient land area with adequate services to meet projected land demand for various types of land uses.** |
| Objective | LU1.1 | Make land use decisions, which fulfill the city's demand for residential and non-residential land. |
| Action | LU1.1.1 | Work with East Central Wisconsin Regional Planning Commission to ensure sufficient land areas are designated for sanitary sewer extensions within Oshkosh's Sewer Service Area to meet projected demand for development of land. |

| | | |
|---|---|---|
| Action | LU1.1.2 | Within the planning period, adopt cooperative boundary agreements with surrounding towns describing agreed upon jurisdictional boundaries, land uses and service levels within the city's extraterritorial jurisdiction area. |
| Action | LU1.1.3 | Annex land as needed to provide sufficient areas within the City limits to accommodate projected growth in the Oshkosh area. |
| Action | LU1.1.4 | Maintain adequate capacity of public facilities and services to be able to accommodate projected demand for new land development. |

| Type | Reference | Content |
|---|---|---|
| **Goal** | **LU2** | **Encourage the efficient and compact utilization of land.** |
| Objective | LU2.1 | Make land use decisions that are compatible with urban-style development where appropriate. |
| Action | LU2.1.1 | Review extraterritorial plans and officially map future streets, highways, parks, and other infrastructure to ensure adequate future facilities. |
| Action | LU2.1.2 | Work with Winnebago County and the adjoining towns to ensure that land that is anticipated to be developed for urban uses in the future is properly planned and zoned so that premature development does not take place prior to the provision of appropriate urban services. |
| Action | LU2.1.3 | Rezone undeveloped parcels within the City limits to encourage in-fill development. |
| Action | LU2.1.4 | Discourage "leap frog" development patterns, which create undeveloped land areas. |

| Type | Reference | Content |
|---|---|---|
| **Goal** | **LU3** | **Encourage compatible land use development.** |
| Objective | LU3.1 | Promote land use decisions that do not conflict with adjoining properties. |
| Action | LU3.1.1 | Develop project plans for special areas/targeted redevelopment sites. |
| Action | LU3.1.2 | Develop design standards for infill and new development. |
| Action | LU3.1.3 | Develop plans for city corridors. |

| Type | Reference | Content |
|---|---|---|
| **Goal** | **LU4** | **Encourage redevelopment to be oriented toward the waterfront and increase public access where appropriate.** |
| Objective | LU4.1 | Redevelop the waterfront with increased public accessibility. |
| Action | LU4.1.1 | Encourage Downtown/Central City residential development through rehabilitation or new construction. |

| | | |
|---|---|---|
| Action | LU4.1.2 | Complete the Fox River Corridor looped trail system with an environmentally sensitive design for the shoreline. |
| Action | LU4.1.3 | Maintain and increase public access to the riverfront (trails, riverwalk, parks, right-of-way at street ends, boat docking, etc.) |
| Action | LU4.1.4 | Redevelop underutilized lakefront and waterfront sites. |

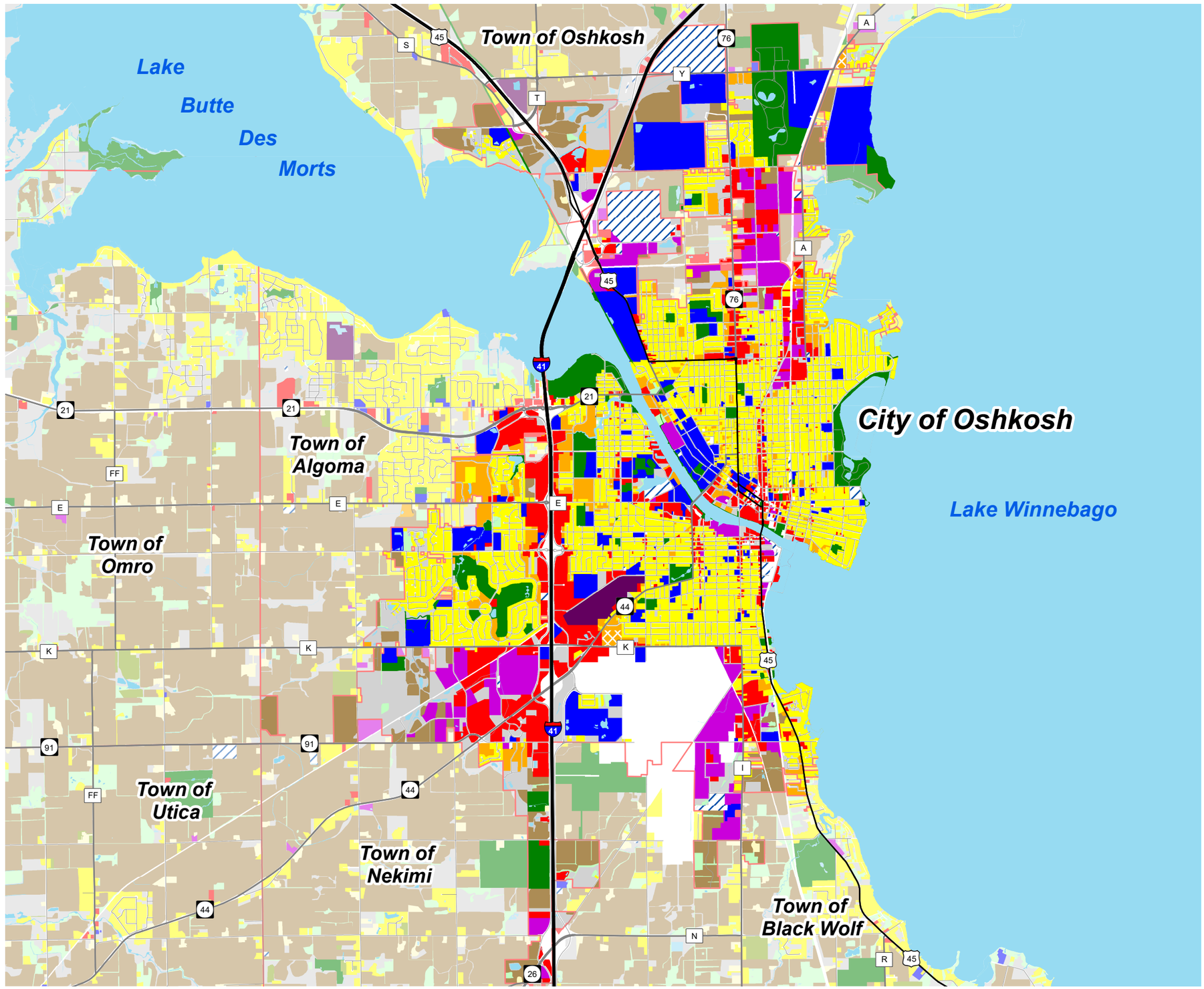
| Type | Reference | Content |
|---|---|---|
| **Goal** | **LU5** | **Maintain, preserve and enhance the viability of existing neighborhood development.** |
| Objective | LU5.1 | Implement tools and program to promote preservation of existing neighborhoods. |
| Action | LU5.1.1 | Implement “Neighborhood Improvement Strategies” in specific geographic areas for neighborhood and housing issues. |
| Action | LU5.1.2 | Monitor and incorporate the mobility needs of all citizens into the planning of transportation projects and services. |

| Type | Reference | Content |
|---|---|---|
| **Goal** | **LU6** | **Promote environmentally sensitive and responsible utilization of land, incorporating permanent open space and natural resources.** |
| Objective | LU6.1 | Develop tools to protect and retain environmentally sensitive areas. |
| Action | LU6.1.1 | Monitor and modify a waterfront/riverfront overlay zoning district. |
| Action | LU6.1.2 | Pursue incentives to redevelop underutilized or environmentally contaminated sites, both publicly and privately owned. |
| Action | LU6.1.3 | Revise Land Subdivision Ordinance to address cluster development requirements for protecting environmentally sensitive areas. |
| Action | LU6.1.4 | Maximize land use opportunities that enhance and integrate water-related resources. |
| Action | LU6.1.5 | Work with Forestry Department to ensure adequate numbers of trees in the city. Previous research recommends 40% tree canopy is ideal. |

## POLICIES AND PROGRAMS

Policies and programs related to the land use element can be found in Appendix D.

# Map 4-1: City of Oshkosh Comprehensive Plan Update Existing Land Use - 2015




- Single Family Residential
- Farmsteads
- Multi-Family
- Mobile Home Parks
- Commercial
- Industrial
- Quarries
- Institutional Facilities
- Transportation
- Utilities/Communications
- Non-Irrigated Cropland
- Irrigated Cropland
- Other Ag Land / Pasture
- Recreational Facilities
- Planted Woodlands
- General Woodlands
- Open Other Land
- Water

**Source:**
**Base data provided by Winnebago County 2016.**
**Land Use provided by ECWRPC 2016.**

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Scale in Miles

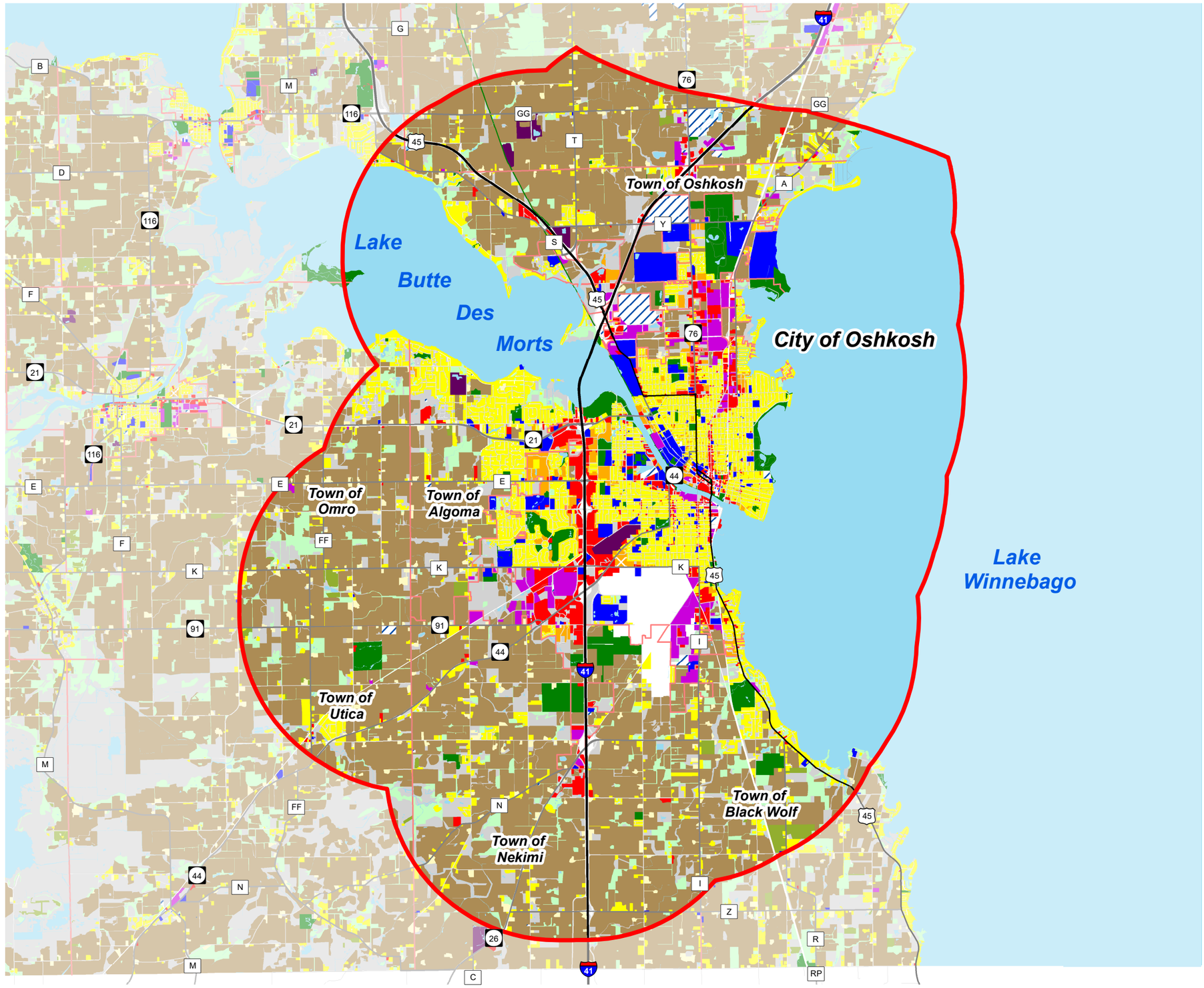


**PREPARED APRIL 2018 BY:**

East Central Wisconsin Regional Planning Commission
ECWRPC

MZ O:\Tyler\2016\Oshkosh_Comp_Plan\LandUse\Map_4_1_LandUse2015.mxd

# Map 4-2: City of Oshkosh Comprehensive Plan Update Exisitng Land Use - 2015




- Single Family Residential
- Farmsteads
- Multi-Family
- Mobile Home Parks
- Commercial
- Industrial
- Quarries
- Institutional Facilities
- Transportation
- Utilities/Communications
- Non-Irrigated Cropland
- Irrigated Cropland
- Other Ag Land / Pasture
- Recreational Facilities
- Planted Woodlands
- General Woodlands
- Open Other Land
- Water
- 3-mile Extraterritorial Boundary

**Source:**
**Base data provided by Winnebago County 2016.**
**Land Use data provided by ECWRPC 2016.**

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Scale in Miles



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ECWRPC

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