

City of Osseo / COMPREHENSIVE PLAN

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Comprehensive Plan prepared with the assistance of
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Preface

Why do cities have plans? Cities, like individuals, have limited resources with which to meet their responsibilities and accomplish their objectives. The main focus of this plan is to identify how resources can best be used for the benefit of citizens and property owners within the planning jurisdiction. For instance, the plan is developed to try to achieve the following goals:

- Preserve and protect important environmental resources and the natural character of the landscape;
- Set aside enough land for permanent open space to serve the recreational needs of future residents;
- Identify site design approaches that will minimize both environmental impacts and costs of development while providing for safe, efficient living and working environments;
- Identify areas most appropriate for new residential, commercial, and industrial growth that can be supported in a cost-effective manner by public services and facilities, and which will not pollute surface or groundwater resources or destroy the character of the area.

These goals illustrate that the plan strives to solve and avoid problems; create new opportunities for living, working, and recreating; and identify a pattern of compatible land uses that will meet future needs in a sensitive and cost-effective manner.

The comprehensive plan for the City of Osseo sets forth a direction for the future development of the community—guiding policy and decisions for residential areas, parks, and recreation facilities, commercial development, industrial centers, and traffic patterns and flow—in order to maintain an attractive environment. The process of developing the plan has been careful and deliberate, one in which officials and citizens have been involved; expressing their personal requirements, indicating their preferences in development direction, and participating in the formulation of the comprehensive plan goals.

Working hand-in-hand with “planning” is the legal concept and tool “zoning.” Often these two terms are incorrectly used interchangeably. Both terms will be used throughout this plan so it is important to place them in their proper context.

Before explaining the purpose of planning and zoning, it is important to distinguish the basic difference between the two. In general, planning can be defined as a scheme for making, doing, or arranging something. A city plan, in essence, sets the framework for future development based on a thorough assessment of existing conditions and goals and objectives for the future. It is a “policy” document that defines the future community environment. It is normally “comprehensive” in nature, whereby land use, major streets, facilities, etc., are integrated into a unified scheme. Additionally, since the condition of the local economy is closely tied to a city’s well being, the plan can serve, in part, to fulfill economic development objectives.

Zoning is the “legal” tool to control land use. There are other development control ordinances that supplement the zoning ordinance, such as subdivision regulations and sign controls. Specifically, a zoning ordinance regulates items relative to the use of land, height and size of buildings, size of lots, size of yards (building setbacks) and parking. It establishes definitions, standards and procedures for the city’s governing body to review and approve land developments.

Zoning should be based on a sound and rational plan. Statutes specifically require that a plan be prepared to support zoning controls, and case law reveals that land development regulations cannot be arbitrary and capricious. Hence, it is always in the best interest of a community to carefully consider its development objectives and adopt a plan that provides a strong foundation for its regulatory authority. Table A below provides a summary of the key features of a comprehensive plan and zoning.

TABLE A: **Summary of Planning and Zoning**

Comprehensive Plan:
1. Serves as a guide for decisions concerning the community's physical development
2. A comprehensive approach to a wide range of community needs and issues (i.e., land use, major streets, utilities, recreation, etc.)
3. Has a longer range policy format coupled with short-term specific strategies
4. Directs new growth into appropriate areas
5. Forms the basis for the exercise of zoning and other development regulations (i.e., subdivision and sign codes)
Zoning:
1. Is a means to achieve community development objectives established through community's planning process
2. Regulates specific items relative to land development:
a. use of land
b. height and size of building
c. size of lots
d. yards and other open spaces
e. parking
3. Establishes definitions, standards and procedures for reviewing and approving land development
4. Intended to preserve the public health, safety and welfare. Conserves the value of property and ensures neighborhood stability

The control of the use of land through zoning (supported by a plan) is essential to avoid incompatible uses, traffic congestion, environmental degradation, and other negative community impacts which are the inevitable results of no community development control. A reasonable, but relatively stringent, control is also important in promoting and encouraging private development. It is important so that an individual buying or building a home or investing money in a commercial or residential enterprise can proceed with confidence in what the future holds for the town's land use pattern and, more importantly, its immediate surroundings.

Preparing a city plan is a structured process. In order for it to have community support, it is essential to have citizen input. The planning process for the City of Osseo did not wait for citizen input at a public hearing once a plan was already developed. Rather, public input was solicited through a community-wide survey. Additionally, after goals and objectives were drafted and a concept plan was prepared, the city residents were invited again to review and comment on findings and proposals.

Introduction

THE COMPREHENSIVE PLAN

A comprehensive plan is an official public record that outlines a local community's policies concerning its future development. It is adopted by ordinance, and is intended to offer support to the community when making future decisions regarding their physical development. The primary goals of this document are to outline general goals for attaining a desirable development pattern, devise objectives and policies the City can follow to achieve its desired development pattern, all while meeting the state comprehensive planning law (Smart Growth). This law includes 14 local planning goals that are outlined below:

1. Promotion of the redevelopment of lands with existing infrastructures and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial areas.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
6. Preservation of cultural, historic, and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels,
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

To be an effective document, the City of Osseo needs to reference this plan when making any future decisions regarding development. New site plans should be reviewed against the comprehensive plan. Zoning revisions and administration should be based on the comprehensive plan. The goal of the plan is to provide a consistent and clear guide for the future of the City of Osseo and its residents.

The Basis of the Comprehensive Plan

As a foundation for planning, goals for the community were formulated to guide the preparation of the plan. Community goals are general statements that indicate the type of community that is desired. Objectives and strategies are more specific statements of purpose that are presented as a guide for public procedure and action.

From the beginning, the Plan Commission and the City Council believed that a comprehensive plan and the process that creates it should reflect the needs and desires of the broad community.

Clearly, for the City of Osseo, there is a growing awareness and appreciation for how managed and shared resources will determine the long-term quality of life in the community. City representatives know that planning can help preserve and maximize scarce resources, time, and money. But key questions still need to be addressed:

- How do you plan to achieve the quality of life that everyone wants with the resources available?
- How do you generate the revenues that are necessary to maintain public facilities, services, and programs?

These questions are being asked by many communities that are feeling the negative effects of unplanned or poorly planned growth. Unrestrained urban sprawl and the premature or ill-advised conversion of farmland to other uses often lead to a haphazard, unplanned pattern that places increased demands on municipal services and schools-eventually increasing the financial burden on taxpayers.

To address these concerns and to satisfy the elements required under Smart Growth, and to produce a plan that suits the long-term needs and goals of the city, a work process was developed that emphasized public participation, input, and understanding. Public process facilitation and consensus building formed the critical foundation upon which all plan implementation was built.

CITIZEN PARTICIPATION PLAN

The Smart Growth law requires each plan to include a comprehensive citizen participation plan. A good participation process should offer citizens a range of participation options to have meaningful input into the process. Effective public input is critical for plan implementation; the more broad-based and enduring community support that is gained, the easier it will be to implement the plan. The Plan Commission and City Council have adopted a citizen participation plan.

VISION STATEMENT

The community developed a vision for the future and a series of goals, objectives, and policies to guide the future of the area.

Below is the vision statement of the community. The vision statement represents the fundamental expression of purpose, and is the point of reference for all decision-making. It establishes the broad ideal from which the goals and objectives outlines on the following pages derive.

City of Osseo Vision Statement

The City of Osseo will continue to provide and maintain a safe, small town atmosphere while promoting planned growth; a variety of housing; economic development; and diverse recreational, cultural, and educational opportunities for all ages. It will attain this vision by:

- maintaining and enhancing the character of the community.
- achieving a well balanced land use pattern.
- enhancing compatibility of land uses.
- respecting natural features and integrating them into development.
- preserving natural and cultural resources.

ISSUES AND OPPORTUNITIES

Introduction

Planning goals and objectives represent the expression of the community's vision and statement of intent. The following goals and objectives statements guide the comprehensive plan decision making process. These goals and objectives serve as a guide in preparing the various elements of the Comprehensive Plan. They are an outcome of the community participation phase of the planning process.

What are goals and objectives?

Goals are generally defined as the ultimate aim towards which an effort is directed. The goals outlined below are broad to provide a general framework for which Osseo can strive to achieve. *Objectives*, on the other hand, are defined as an action directed to achieve the stated goal.

Some of the objectives are developed to achieve the goals are non-physical in nature. They are included here as they directly relate to the community's well being, though the actual follow-up to the objective will be accomplished under various programs.

Overall Goal

There are several goals of the Comprehensive Plan and they serve as the primary basis for adopting the plan. Decisions made with regard to development should be based on achieving the following goal:

Goal: An orderly, attractive community growth which:

1. Maintains and enhances the identity and historical character of the Osseo community.
2. Achieves a well-balanced land use pattern.
3. Enhances compatibility of land uses.
4. Balances growth at the community's periphery.

Objectives:

1. Respect natural features; integrate into development.
2. Preserve natural and cultural amenities.
3. Protect residential areas from incompatible land uses through transitional land uses and/or buffering.
4. Direct development incrementally out from the core, thereby conserving land and development costs and reducing "leap-frog" sprawl.

Issue 1:

How can Osseo preserve a small town, rural atmosphere, enhance a sense of community, and still grow?

Opportunity— The Comprehensive Plan is the official document to provide guidance with respect to decision about the physical development of the community. In cooperation among the Town, County, and City, the plan will seek to preserve and accentuate the difference between the Cities' boundaries and the

unserved rural and semi-rural Town areas. The City should develop in a compact and efficient manner, while the surrounding Town lands should be open, agricultural, and developed at lower densities.

Issue 2:

How can the City and Town work more closely to resolve land use issues?

Opportunity— Under the state comprehensive planning statutes, cities and towns are strongly encouraged to cooperate and coordinate with respect to land use related issues. The comprehensive planning effort by all entities provides a timely structure to identify and address common concerns.

Issue 3:

How can the City of Osseo grow its commercial/industrial tax base?

Opportunity— The plan provides the opportunity to identify appropriate lands for industrial and commercial activity based on transportation, infrastructure, and land use.

Issue 4:

What measures should the City take to control land use and growth within the planning area?

Opportunity— The City should work cooperatively regarding a long-term growth boundary agreement, service provisions, and joint land use planning.

Chapter 1: ISSUES AND OPPORTUNITIES

Introduction

Wisconsin's Comprehensive Planning Legislation, which is contained in Section 66.1001 of Wisconsin Statutes, requires this element to include a statement of overall goals, objectives, policies and programs for the 20-year planning period, as well as household and employment forecasts that are used to guide the development of this plan, and demographic trends, age distribution, education levels, income levels and employment characteristics that exist within the governmental unit. Properly planning for Osseo's future requires an understanding of the community's important demographic trends and background information necessary to create a complete understanding of the City of Osseo.

Population Trends and Projections

According to the 2000 Census, the City of Osseo had a population of 1,669. Osseo, the second largest city in Trempealeau County, experienced a steady 7.6 percent growth between the 1990 and 2000 censuses. Of the eleven villages and cities in Trempealeau County, Osseo had the fourth lowest growth rate. As of 2007, the Wisconsin Department of Administration Demographics Service Center has estimated that the population of Osseo dropped to 1,660. Every year the Wisconsin Department of Administration (WDOA), Demographics Services Center develops population estimates for every municipality and county in the state. Population estimates and/or projections are based on past and current population trends and are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Projections should be considered as one of many tools used to help anticipate and predict future needs within the city. Population levels are subject to physical conditions, environmental concerns, land use, zoning restrictions, taxation, annexation, and other political policies that influence business and personal location decisions.

In January 2004, the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared baseline population projections to the year 2025 for the communities and counties of Wisconsin. The WDOA utilized a projection formula that calculates the annual population change over three varying time spans. From this formula, the average annual numerical population change is calculated, which was used to give communities preliminary population projections for a future date.

Table 1-1, Population Trends and Projections for municipalities in Trempealeau County shows census data from 1970-2000, and population projections calculated by the Wisconsin Department of Administration through 2025.

Table 1-1
Population Trends and Projections
1970-2025

Type & Name of Municipality	Census				Projection				
	1970	1980	1990	2000	2005	2010	2015	2020	2025
T. Albion	561	605	696	595	581	571	561	550	537
T. Arcadia	1697	1919	1710	1555	1570	1588	1604	1620	1628
T. Burnside	693	639	653	529	513	497	481	465	447
T. Caledonia	341	507	555	759	819	880	939	999	1052
T. Chimney Rock	345	390	267	276	271	267	263	258	252
T. Dodge	432	399	397	414	420	426	432	439	442
T. Ettrick	1268	1420	1309	1284	1277	1272	1266	1259	1247
T. Gale	1255	1553	1563	1426	1423	1436	1448	1459	1464
T. Hale	1041	983	971	988	1018	1050	1081	1111	1136
T. Lincoln	811	935	889	829	797	781	763	746	725
T. Pigeon	759	876	766	894	934	976	1016	1057	1091
T. Preston	1027	1112	963	951	938	927	915	903	886
T. Sumner	594	785	711	806	841	878	913	948	979
T. Trempealeau	1082	1504	1341	1618	1737	1860	1979	2098	2205
T. Unity	487	564	473	556	580	605	629	653	673
V. Eleva	574	593	491	635	668	699	729	759	785
V. Ettrick	463	462	491	521	528	536	544	551	556
V. Pigeon Falls	198	338	368	388	399	411	423	434	444
V. Strum	738	944	949	1001	1006	1013	1018	1024	1024
V. Trempealeau	743	956	1039	1319	1423	1530	1634	1738	1832
C. Arcadia	2159	2109	2166	2402	2429	2456	2482	2508	2521
C. Blair	1036	1142	1126	1273	1328	1385	1440	1495	1542
C. Galesville	1162	1239	1278	1427	1468	1497	1525	1553	1572
C. Independence	1036	1180	1041	1244	1297	1353	1406	1460	1506
C. Osseo	1356	1474	1551	1669	1701	1737	1769	1802	1826
C. Whitehall	1486	1530	1499	1651	1678	1695	1709	1723	1728
Trempealeau County	23,344	26,158	25,263	27,010	27,644	28,326	28,969	29,612	30,100

Source: Demographic Services Center, Wisconsin Dept. of Administration, Jan. 2004

The City of Osseo and Trempealeau County will most likely continue to increase slowly over the planning period. The majority of communities within the county have been experiencing moderate population growth. However, there are no major trends or indicators that would indicate that population will experience a dramatic increase or decrease over the planning period. It is anticipated that the increase in population of older age groups within the county will continue during the planning period.

Age Distribution and Demographic Trends

A shifting age structure is a national trend that is evident in Wisconsin and also Trempealeau County. This is largely due to the baby-boomer generation, which is a large segment of the overall population, nearing retirement age. As this group gets older the demand for services such as health care will increase. It will become increasingly more important for municipalities to recognize these trends and also to plan for the new demands that will need to be met.

Table 1-2, Age and Gender for the City of Osseo shows census data from 2000, calculated by the U.S. Census Bureau.

Table 1-2
Age and Gender
City of Osseo, 2000

Age Group	1990	Percent of Total	2000	Percent of Total	Proportional Change 1990-2000
Under 5 years	106	6.8	101	6.1	-0.7
5 to 9 years	103	6.6	120	7.2	0.6
10 to 14 years	93	6.0	112	6.7	0.7
15 to 19 years	79	5.1	104	6.2	1.1
20 to 24 years	87	5.6	92	5.5	-0.1
25 to 34 years	210	13.5	223	13.4	-0.1
35 to 44 years	183	11.8	220	13.2	1.4
45 to 54 years	121	7.8	190	11.4	3.6
55 to 59 years	65	4.2	48	2.9	-1.3
60 to 64 years	96	6.2	74	4.4	-1.8
65 to 74 years	173	11.2	158	9.5	-1.7
75 to 84 years	158	10.2	148	8.9	-1.3
85 years and over	77	5.0	79	4.7	-0.3
Total	1551	100.0	1669	100.0	7.6
19 years or less	381	24.6	437	26.2	1.6
65 years or over	408	26.3	385	23.1	-3.2
Male			778	46.6	
Female			891	53.4	

Source: U.S. Bureau of the Census, 2000

In the 2000 Census, the majority population of the City of Osseo was in the 25 to 44 age group. The 2000 median age for Osseo was 38.8 years of age, a drop from 40.1 years of age in 1990. This is still well above the statewide median age of 32.9 years of age. The male/female ratio was 46.6 percent to 53.4 percent. The population has 23.1 percent 65 years or over.

Figure 1-1 below compares age groups between the years 1990 and 2000. The largest difference is shown in the age group 35 to 54 years, with the year 2000 having 106 more people in that age group.

Figure 1-1
Age Distribution Change 1990-2000

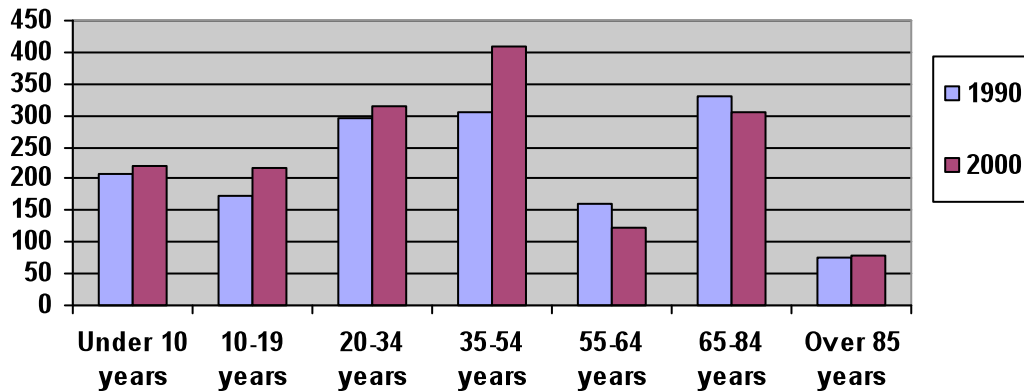
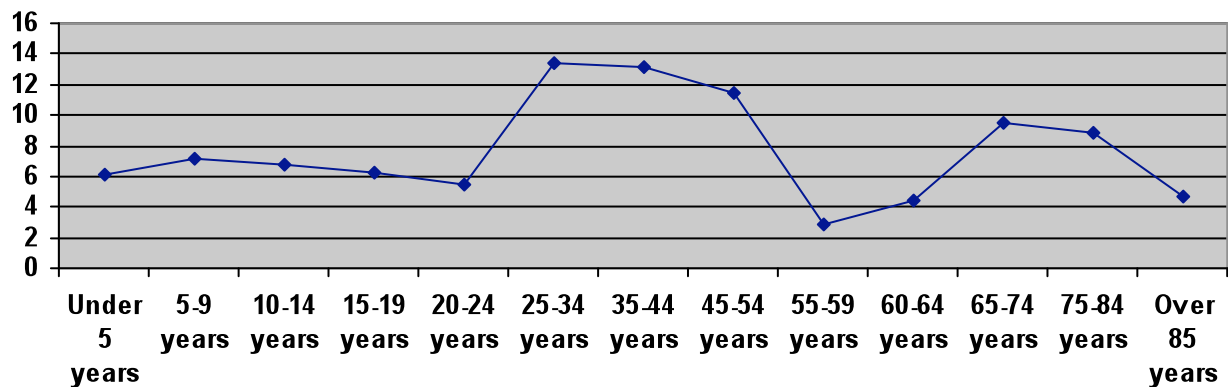


Figure 1-2 illustrates the percentages of age groups in the 2000 census. The age groups 65-84 partially reflect retired residents who have moved into Osseo to be closer to services.

Figure 1-2
Age Groups, Percentage of Total Population, 2000



Race

In 2000, 99.3 percent of the population in the City of Osseo was White, with the remaining 0.7 percent consisting of Black or African American, American Indian and Alaska Native, Asian and Japanese according to the U.S. Census Bureau, Census 2000.

Employment Characteristics

The demographic characteristics of the workforce and/or employment status from the 2000 U.S. Census are illustrated in Table 1-3 below.

**Table 1-3
Employment Status
City of Osseo, 2000**

Category	Number	Percent of Total
Population 16 years and over	1,303	100.0
In labor force	816	62.6
Civilian labor force	816	62.6
Employed	794	60.9
Unemployed	22	1.7
Armed Forces	-	-
Not in labor force	487	37.4
Females 16 years and over	725	100.0
In labor force	425	58.6
Civilian labor force	425	58.6
Employed	419	57.8
Own children under 6 years	111	100.0
All parents in family in labor force	89	80.2
Class of worker		
Private wage and salary workers	637	80.2
Government workers	99	12.5
Self-employed workers in own not incorporated business	54	6.8
Unpaid family workers	4	0.5

Source: U.S. Bureau of the Census, 2000.

Occupational Categories

A majority of the employed civilian population 16 years of age and older in the City of Osseo are working in management, professional, and related occupations and sales and office occupations as shown in Table 1-4.

Table 1-4
Occupation of Employed Civilian Population Age 16 & Older
City of Osseo, 2000

Category	Number	Percent of Total
Management, professional, and related occupations	227	28.6
Service occupations	130	16.4
Sales and office occupations	210	26.4
Farming, fishing, and forestry occupations	5	0.6
Construction, extraction, and maintenance occupations	73	9.2
Production, transportation, and material moving occupations	149	18.8
Total	794	100.0

Source: U.S. Bureau of the Census, 2000.

Household Income

The median household income in 1999 according to the U.S. Bureau of the Census, 2000 was \$34,493. The median household income for the State of Wisconsin was \$43,791, and for the entire United States it was \$41,994. There were a total of 717 households as shown in Table 1-5.

Table 1-5
Household Income
City of Osseo, 1999

Category	Number	Percent of Total
Less than \$10,000	68	9.5
\$10,000 to \$14,999	65	9.1
\$15,000 to \$24,999	122	17.0
\$25,000 to \$34,999	111	15.5
\$35,000 to \$49,999	171	23.8
\$50,000 to \$74,999	113	15.8
\$75,000 to \$99,999	31	4.3
\$100,000 to \$149,999	29	4.0
\$150,000 to \$199,999	4	0.6
\$200,000 or more	3	0.4
Total	717	100.0

Source: U.S. Bureau of the Census, 2000.

Chapter 2: HOUSING

Introduction

Housing costs are the single largest expenditure for most Wisconsin residents. For homeowners, their home is likely their most valuable asset and largest investment. Housing also plays a critical role in state and local economies. The housing in a community may be its largest asset. The construction industry and other occupations that support housing are a major portion of the economy. Residential development is also a major source of revenue for local communities in the form of property taxes. Beyond the financial aspects of housing, there are also social effects that are not so easily measured. People develop a sense of pride in their homes, which in turn creates a sense of community and a likely increase in participation in community activities.

Typically, in many cities, there is a high percentage of single family housing with few other options available. As time moves on the age of the population changes, different housing types will have to be made available. In this element the City of Osseo will make proposals to meet the housing needs for the next 20 years.

Housing Units

Looking at the table below, the City of Osseo observed a 9.5 percent increase in total housing units from 1990 to 2000. A similar 9.45 percent increase in total housing units took place from 1980 to 1990, according to the Census Bureau.

Table 2-1

City of Osseo	1980	1990	2000	Estimate 2005	Projected 2010	Projected 2015	Projected 2020
Total Housing Units	635	695	761	827	907	976	1044
Total Occupied Housing Units (Households)	606	658	721	785	862	927	992
Single Family Units (Owner Occupied Units)	410	437	460	414	372	402	428
Renter Occupied Housing Units	193	218	256	363	481	535	553
Seasonal Units	3	3	5	8	9	10	11
Average Household Size	3.23	2.94	2.25	2.31	2.28	2.28	2.29

Source: U.S. Census Bureau, Census Summary File 1, Mississippi River Regional Planning Commission, Trempealeau County Zoning Department Projections.

Owner-Occupied Housing Units

Table 2-1 provides statistics from 1980 through 2000 with projections beyond. Reviewing the table the City of Osseo has a majority of occupied units being owner-occupied. According to the table, in 2000 the percentage of owner-occupied units was 63.8 percent of the total housing units. This is an increase from 1990 of 9.4 percent, but rental units are expected to increase dramatically by 2020. Projections show that the owner-occupied units will be the majority of occupied housing units.

Renter-Occupied Housing Units

In 2000, 13.4% of the total occupied housing units were renter-occupied. There was a large increase in rental units between 1980 and 1990. Projections show that it will raise 6 additional rental units.

Seasonal Homes

The seasonal homes category covers summer homes to hunting cabins. Five seasonal homes were recorded in 2000. Projections show that the figure will be eleven in 2020. It is difficult to determine how many seasonal homes will be in the City of Osseo. Some areas in Wisconsin see cabins changing into permanent homes as the owners reach retirement age. This is an area that will have to be looked at more closely.

Decline in Inhabitants per Occupied Housing Unit

There has been a decline in persons per housing unit. In 1980 there was an average household size of 3.23 which has declined to 2.25 in 2000. A possible reason for the declination in household size is families reproducing less than they had in years prior. Projections show that in the year 2020 the average household size will be 1.575.

Projected Housing Needs

Whether the City is growing or declining, the housing units have an effect on the local government. Each unit requires services such as fire protection, emergency 911 addresses, ambulance service, snow removal, utility services, etc. Projecting housing units for the City of Osseo will help determine the needs of the future.

Total housing units increased from 1990 to 2000 by 66 units to have a total of 761 units in 2000. As the City of Osseo expands many people are moving to the rural areas. The housing unit projections estimate a steady increase with 1094 units by the year 2020.

Age of Housing Stock

Looking at the age of the housing stock gives the community an understanding of the condition the houses are in. Over 45 percent of the homes in the City of Osseo were built before 1960, which may point to the need to remodel the houses over the next 20 years.

Table 2-2

Year Structure Built	% of Total Housing Stock
1999 to March 2000	.83%
1995 to 1998	8.88%
1990 to 1994	5.41%
1980 to 1989	9.72%
1970 to 1979	16.66%
1960 to 1969	9.58%
1940 to 1959	17.2%
1939 or earlier	27.53%
Total	100 %

Type of Structure

A structure is a separate building that either has open spaces on all sides or is separated from other structures by dividing walls that extend from ground to roof. Occupied and vacant housing units are counted to determine the number of units in a structure. Stores and office space are excluded.

1-Unit, Detached- This is a 1-unit structure detached from any other house. Such structures are considered detached even if they have an adjoining shed or garage. A one-family house that contains a business is considered detached as long as the building has open space on all four sides. Mobile homes or trailers to which one or more permanent rooms have been added or built also are included.

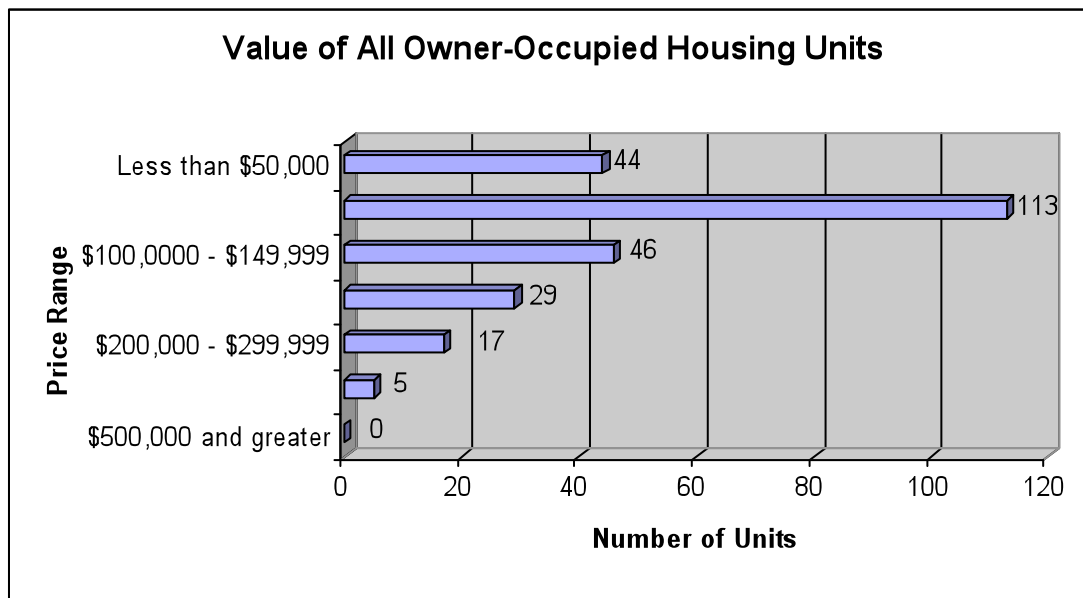
1-Unit, Attached- This is a 1-unit structure that has one or more walls extending from ground to roof separating it from adjoining structures. In townhouses, double houses, or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof.

Of the total housing units reported in the Census 2000, 89 percent are 1-unit detached, 0.4 percent are 1-unit attached, and 8 percent are mobile homes.

Value of Existing Housing

The 2000 Census Bureau identifies the value of a sample portion of all owner-occupied housing units in the City of Osseo. One hundred thirteen of the owner-occupied housing units are valued between \$50,000 and \$99,999. Forty-six of the owner-occupied homes in the City of Osseo are valued between \$100,000 and \$149,999.

Table 2-3



Structural Characteristics

The table below compares the housing characteristics for the City of Osseo with the surrounding Town of Sumner and nearby Town of Hale in Trempealeau County, along with Trempealeau County itself. The City had a vacancy rate of 5.3 percent in 2000. Seasonal, recreational, or occasional use accounted for 1.6 percent leaving a true vacancy of 6.4 percent. The City of Osseo's median housing value (\$82,500) is higher than the County's median housing value.

Table 2-4

	City of Osseo	Town of Hale	Town of Sumner	Trempealeau County
Total Housing Units	761	379	305	11,482
% Vacant	5.3%	6.6%	4.6%	6.4%
*Median Housing Value	\$82,500	\$72,700	\$82,500	\$77,000

Heating Fuel

Looking at Table 2-5, one hundred fourteen occupied housing units are categorized as using bottled, tank, or LP gas as the primary source of heat. Seventy-five homes use fuel oil, kerosene, etc. In the table below are other heating sources for the Town of Sumner.

Table 2-5

Heating Fuel	Number
Utility gas	489
Bottled, tank or LP gas	7
Electricity	97
Fuel oil, kerosene, etc	122
Coal or coke	0
Wood	3
Solar energy	2
Other fuel	0
No fuel used	0

Housing Goals, Objectives, and Actions

GOALS AND OBJECTIVES

Goal 1:

It is recognized that the character and the quiet atmosphere of Osseo's residential neighborhoods are among the community's greatest assets. As such, the city should seek to maintain the quality of the existing housing stock and supplement it in appropriate locations with safe, well-constructed housing of a density, scale, and character that complements the present residential neighborhoods.

Objectives

1. Encourage the maintenance and rehabilitation of existing housing stock.
2. Increase the variety in housing stock, so that types and prices of housing can satisfy the needs and preferences of a wide variety of residents, while maintaining the single-family detached dwelling as the basic form of housing.
3. Ensure that only developments which are thoughtfully designed with respect to traffic generation, congestion, and patterns will be allowed.
4. Allow only developments that are adequately designed with respect to the topographical and drainage conditions of the proposed area.

Action

1. Identify Smart Growth areas to provide housing where adequate public services are already available.

Goal 2:

Upgraded and expanding housing opportunities which:

- a. Preserve and enhance existing neighborhoods.
- b. Provide a variety of housing alternatives for all ages, family sizes, and income distinctions.
- c. Develop new residential areas as neighborhoods which are connected to existing neighborhoods.
- d. Maintain compatibility with environmental conditions.

Objectives

1. Consider alternative residential forms at the periphery of the planning area to create edges to community.
2. Provide open space within new residential developments to preserve areas of visual and/or environmental quality.
3. Respond to senior housing demands or other segments of the housing market which may be under served.

Actions

1. Consider alternate residential forms such as cluster development to preserve open space.
2. Connect neighborhoods visually and physically by roads, walkways and open space.

Programs

WHEDA Home Ownership Mortgage Homes (HOME)

The Wisconsin Housing and Economic Development Authority (WHEDA) provides Home Ownership Mortgage Loans (HOME). The objective is to provide low interest, fixed rate mortgage loans to help low and moderate income individuals and families buy a home with below market rate interest. Eligible applicants include first-time homebuyer, a purchaser of property in a targeted area, or renovation of older home. The homebuyer must meet current income requirements and have stable income and credit history.

WHEDA Home Improvement Loans

WHEDA provides Home Improvement Loans. The objective is to provide affordable home improvement loans to low and moderate income homeowners. Eligible applicants include homeowners with good employment credit histories whose income is within current guidelines. The loans range from about \$1,000 to \$15,000 for 1-15 years.

WHEDA Paint & Fix-Up Grant

WHEDA provide a Paint and Fix-Up Grant. The objective of this grant is to provide financial assistance to communities for painting and fixing up homes in specific neighborhoods. All communities are eligible to receive the grant. Two grants up to \$300 each for painting and repair, respectively, are available.

Chapter 3: TRANSPORTATION

Introduction

A transportation system can be defined as any means used to move people and products. A community relies on its transportation system daily to transport people and goods effectively and efficiently. It should also have the ability to link the community to neighboring communities and beyond. The system should be able to accommodate a variety of transportation modes.

Roadways and highways account for the majority of the transportation system and are the most common route of travel in Osseo. Trails are also a common route of travel in the City of Osseo. Trails are used for recreation, exercise and access to work and services.

The following section describes the existing conditions of transportation.

Facilities Inventory and Characteristics

Road Network

The City of Osseo is located at the intersection of three major federal highways, U.S. Highway 10, 53, and Interstate 94. The roadway network is comprised of around 22.08 miles of highways and city streets.

Functional road classifications for rural communities include principal arterials, minor arterials, major collectors, minor collectors, and local streets.

Principal arterials – serves interstate and interregional trips. These roads typically serve urban areas greater than 5,000 in population.

Minor arterials – serve cities, large communities, and other major traffic generators providing intra-regional and inter-regional traffic movements.

Major collectors – provides service to moderate sized communities and links intra-areas traffic to nearby larger population centers.

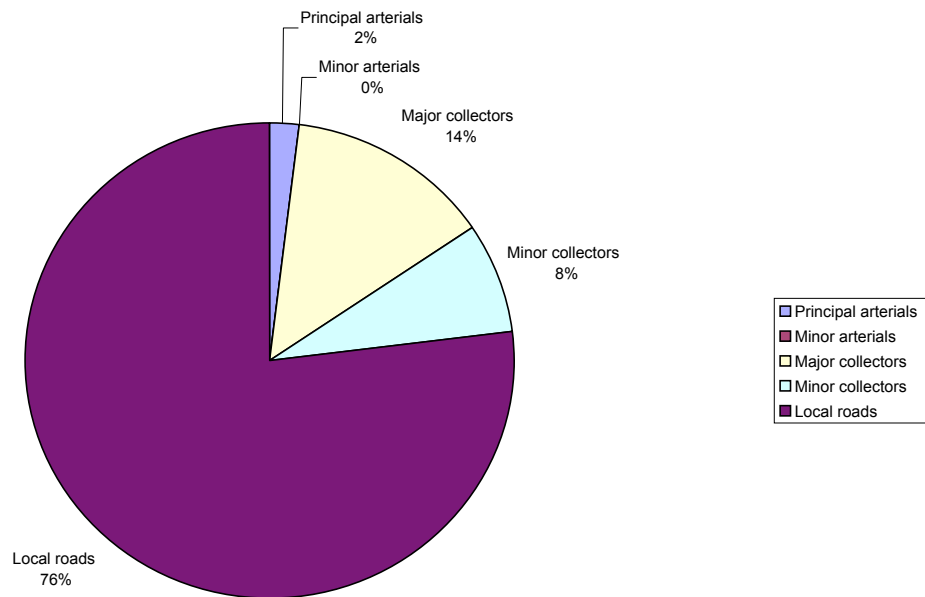
Minor collectors – these roads collect traffic from local roads and link them to all remaining smaller communities. All developed areas should be within a reasonable distance of a collector road.

Local roads – provides access for travel over relatively short distances. All roads not classified as arterials or collectors are local function roads.

Table 3-1: Functional Classification of Roadways

Classification	Miles of Roadway
Principal arterials - interstate	0.44
Minor arterials - interstate	0.00
Major collectors - highway	3.00
Minor collectors – county roads	1.66
Local roads – city streets	16.98
Total	22.08

Figure 3-1: Percent of City Roadway System



Traffic Volume

Traffic counts were taken by the Wisconsin Department of Transportation in and around the City of Osseo in 2000, 2004, and 2006. The highest traffic count is on Interstate 94 north of U.S. Highway 10 with an annual average daily traffic count of 24,500 vehicles per day. The highest traffic count on U.S. Highway 10 is east of I-94 in the area of the east industrial park and truck stop at 12,700 vehicles per day. Highway 10 on the west edge of I-94 has a traffic count of 8,400 vehicles per day. U.S. Highway 53 averages 4,500 vehicles per day at the intersection with Highway 10. See listing of Wisconsin Department of Transportation annual average daily traffic counts shown on attached Maps 3-1 and 3-2. Per a 1997 DOT traffic forecast, the average daily traffic counts on I-94 north of Highway 10 are projected to increase to 37,775 vehicles per day by 2020.

Intersection Accidents

Wisconsin Department of Transportation Division of Motor Vehicles data for the City of Osseo from 2001-2006, show 189 vehicle crashes occurred on the public streets. There were thirty-three injuries that resulted from the crashes during the period, but no fatalities. Intersections within the City of Osseo having the highest vehicle crash rates correspond with the highest traffic flows. The Highway 10 and I-94 interchange had the most crashes with forty-one. Highway 10 and Hilltop Road had eighteen crashes during the period. There were ten crashes each at Highway 10 and Oak Grove Road, and Highway 10 and East Street.

PASER (Pavement Surface Evaluation Rating)

Every two years the City of Osseo evaluates the condition of local roads using the PASER system provided by the Wisconsin Department of Transportation. County and federal roads are rated by county and federal representatives. The PASER system rates roads on a scale of one to ten, with a street rated one being in poor condition to a ten being in excellent condition or new. See attached Table 3-2 of condition ratings, recommended treatments, and predicted deterioration rates from the PASER program. The average PASER rating for the City of Osseo on previous evaluations is as follows:

2001 – 5.27 over 16.35 miles of road
2003 – 5.20 over 16.53 miles of road
2005 – 5.38 over 16.80 miles of road
2007 - 5.40 over 17.00 miles of road

The average PASER rating for the community should stay at five or above to ensure there is safe and properly maintained streets.

The City also develops a Public Works Five-Year Plan that lists possible projects. This list is updated on an ongoing basis.

Road Weight Restrictions and Limitations

The City of Osseo and the State of Wisconsin do not have seasonal or permanent weight restrictions and limitations on any of its roads or bridges. Trempealeau County has springtime weight limitations on county roads starting at the city limits of Osseo. Within the city limits, Trempealeau County has not put weight limits on their roads. There are weight limits on some county bridges outside of the city.

Roadway Improvements

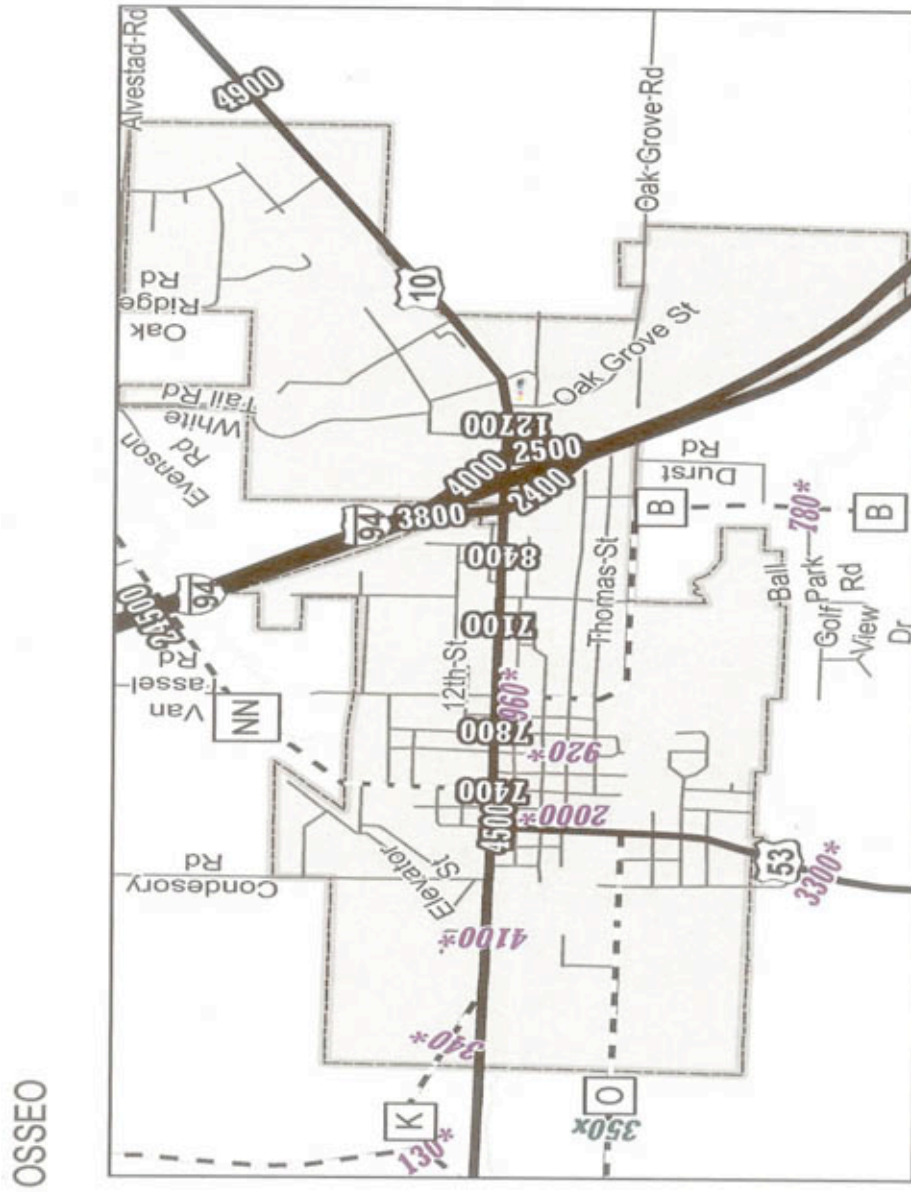
Over the last five years the City of Osseo and the Wisconsin Department of Transportation have carried out a number of roadway improvements within the City of Osseo. A listing of roadway improvements from 2003-2007 are listed on attached Table 3-3.



2006
INTERSTATE SYSTEM
TREMPEALEAU County
Annual Average Daily Traffic

9999 - AADT-2006
9999# - AADT - 2005 9999^ - AADT - 2002
9999* - AADT - 2004 9999~ - AADT - 2001
9999@ - AADT - 2003 9999x - AADT - 2000 or older
Character following AADT on map designates year

MAP 3-2



**Asphalt Pavement Condition, Treatment and Deterioration
in the Default Mode of PASERWARE**

Current Rating	Condition Description	Recmnd Action	Reset Value	Deterioration Rate if No Action Taken
10	new	none	x	1 yr to reach 9
9	new resurf or 2 yrs old	none	x	1 yr to reach 8
8	new seal, 2 yr old resurf or 3 yr old new	none	x	3 yrs to reach 7
7	1/4 " cracks	crack fill	8	4 yrs to reach 6
6	aging signs 1/4 to 1/2" cracks	sealcoat	8	3 yrs to reach 5
5	mod. raveling, 1/2 " cracks, some patches	sealcoat or thin overlay	8	2 yrs to reach 4
4	severe raveling, many block cracks, patches fair, slight rutting	overlay	9	3 yrs to reach 3
3	crack erosion bad block cracks, patches poor, moderate rutting some potholes	milling & overlay	9	3 yrs to reach 2
2	Alligator cracks, distortions 2" deep, many potholes many poor patches	reconstruct	10	5 yrs to reach 1
1	loss of surface	reconstruct	10	this lasts forever

Wisconsin Transportation Information Center

TABLE 3-3 2003-2007 ROADWAY IMPROVEMENTS IN THE CITY OF OSSEO						
Year	Street	Type of Street Construction	Surface	Sponsor	Length Feet	Location
2003	Norway Road	New 40' wide	Millings	City	673	Industrial Rd to dead end
	East Street	Reconstruct 36' wide	Asphalt w/ C&G	City	992	Between 10th & 15th Streets
	East Street	Reconstruct 40' wide	Asphalt w/ C&G	City	328	Between 12th & 14th Streets
	Cox Lane	Reconstruct 30' wide	Asphalt w/ shoulders	City/State	465	Radcliff St to west 10th St intersection
	Radcliff Street	Reconstruct 40' wide	Asphalt	City/State	258	Between 10th & 12th Streets
	Radcliff Street	Reconstruct 42.5' wide	Asphalt w/ C&G	City/State	419	Between 10th Street & McDonald Drive
	Rose Lane	Reconstruct 36' wide	Asphalt w/ C&G	City/State	167	10th Street toward McDonald Drive
	Hilltop Road	Reconstruct 51' wide	Asphalt w/ C&G	City/State	164	U.S. Highway 10 toward Gunderson Rd
	Tru-Gas Road	Reconstruct 47' wide	Asphalt w/ C&G	City/State	312	U.S. Highway 10 toward Norway Rd
	Tru-Gas Road	Reconstruct 42' wide	Asphalt w/ C&G	City/State	131	Between U.S. Highway 10 & Norway Rd
	Industrial Road	Reconstruct 42' wide	Asphalt w/ C&G	City/State	185	U.S. Highway 10 toward Norway Rd
	Spruce Road	Reconstruct 42' wide	Asphalt w/ C&G	City	655	Norway Rd to dead end
	U.S. Highway 10	Reconstruct 48' wide	Asphalt w/ C&G	State	675	Between County B & Rose Lane
	U.S. Highway 10	Reconst (83') 4-Lane Urban	Concrete w/ C&G	State	3350	Between Rose Lane & Hilltop Road
	U.S. Highway 10	Reconst (83') 4-Lane Rural	Concrete w/ Asph Shldr	State	2200	Between Hilltop Road & Ridge View Road
2004	Ridge View Road	New 24' wide	Asphalt w/ shoulders	City/Developer	457	U.S. Highway 10 toward Norway Rd
	Ridge View Road	New 36' wide	Asphalt w/ C&G	City/Developer	308	Intersection with Norway Rd
	Norway Road	New 36' wide	Asphalt w/ C&G	City/Developer	835	Ridge View Rd to Hillside Rd
	Hillside Road	New 36' wide	Asphalt w/ C&G	City/Developer	852	Norway Rd to Alvestad Rd
	Oak Ridge Road	New 36' wide	Asphalt w/ C&G	City/Developer	158	Hillside Rd intersection to the west
	Maple Court	New 36' wide	Asphalt w/ C&G	City/Developer	150	Hillside Rd intersection to the west
	Willow Lane	New 36' wide	Asphalt w/ C&G	City/Developer	81	Extension at west end of Willow Ln
	Oak Grove Road	Road widening	Asphalt w/ C&G	City	200	West side of road south of Gunderson Rd
2005	15th Street & Rose Lane	Reconstruct 39' wide	Asphalt w/ C&G	City	869	At 15th & Rose Ln intersection
	Oak Ridge Road	New 36' wide	Asphalt w/ C&G	City/Developer	495	Between Ridge View & Hillside Roads
2006	Whitetail Road	Reconstruct 36' wide	Asphalt w/ C&G	City	1359	At Alvestad Road
	Rose Lane	Reconstruct 39' wide	Asphalt w/ C&G	City	804	Between 12th & 15th Streets
2007	Division Street	Reconstruct 22' wide	Asphalt w/ shoulders	City/Sumner	675	Between County B & I-94
	Division Street	Reconstruct 12' wide	Asphalt w/ shoulders	City/Sumner	125	Between County B & I-94

The City of Osseo is involved with present and future reconstruction projects, which are as follows:

- 3 2008 Reconstruction of Main Street from 7th to 10th Streets
- 4 2008 Reconstruction of CTH NN from 10th to North Streets
- 5 2008 Reconstruction of 14th Street from CTH NN to Francis Street
- 6 2009 Reconstruction of 7th Street from Martin to East Streets
- 7 2010 Reconstruction of U.S. Highway 53 from 10th Street to Park Avenue
- 8 2010 Reconstruction of 9th Street from U.S. Highway 53 to Charles Street

Airports and Aviation

The nearest airports providing regular scheduled passenger flights to domestic and international destinations are located in Eau Claire, WI; La Crosse, WI; and Minneapolis-St. Paul, MN. The closest private airport/airfield to Osseo is located in Strum, WI.

Multi-Use Trails

The Wisconsin Department of Natural Resources Buffalo River Trail, running between Fairchild and Mondovi, for all terrain vehicles, snowmobiles and walking goes through the City of Osseo. The trail measures 0.87 miles within the city.

Elderly and Disabled Transportation

Trempealeau County Senior Services office provides needs to the elderly persons of the county called Ride Solutions. Persons who have poor ambulation and vision may make use of the bus service that is available. There is also a van service for the elderly and disabled persons in the county.

Public Transit

There is a bus service for those who are elderly and persons with physical disabilities. The closest commercial bus transportation is available by Greyhound Bus Lines in Eau Claire, Wisconsin.

Trucking and Water Transportation

The City of Osseo does not have any trucking terminals, but services the trucking industry by providing a major truck stop, fueling stations, food, motels, wrecker and repair help at the intersection of Interstate 94 and U.S. Highway 10.

There are no water bodies large enough for transportation facilities in the Osseo area.

Rail System

There are currently no railways in the City of Osseo and there are no plans for future expansion of railways into the City.

Neighborhood Designs and Mobility

The City of Osseo is primarily rural. Providing many transportation choices for residents has limitations because of the rural nature. There are sidewalks along more heavily traveled streets in the City for residents to walk.

Transportation Goals, Objectives, and Actions

Goal: To provide a transportation system capable of delivering people, goods, and services to and from the community, while providing for the efficient and safe movement of traffic within the community.

Objective 1: Direct future residential, commercial and industrial development to roadways capable of accommodating resulting traffic.

Action: Efforts shall be made to assure that adequate off – street parking and snow storage is provided in commercial developments in order to lessen the total dependence upon on-street parking.

Action: Off-street parking should be established for employees and residents of the central business district.

Action: Guide new growth to developed road systems so that new development does not financially burden the community or make inefficient use of public tax dollars.

Objective 2: Maintain use of PASER evaluation rating system for road maintenance and project budgeting purposes.

Action: The capital improvement program shall be used to plan for the cost of maintaining existing streets and constructing new streets.

Objective 3: Continue to administer minimum construction and maintenance standards for local roads.

Action: Maintain qualified and trained personnel.

Action: Maintain safe access designs onto federal and county highways.

Action: Review of rezoning requests must consider impacts on the existing road network.

Objective 4: Provide for safe pedestrian and bicycle movement.

Action: Fill in gaps in sidewalk system along highly traveled streets.

Action: Explore the establishment of a city bike and walking trail system.

Action: Provide accommodations on pedestrian facilities for people with disabilities such as curb cuts, minimizing inclines and slopes of sidewalks, and ensuring sidewalk connectivity.

Chapter 4: UTILITIES AND COMMUNITY FACILITIES

Introduction

Addressing community service needs is becoming even more challenging for local governments. In order to facilitate wise decisions and policies, it is valuable to estimate the future utility and community facility needs.

This element includes an inventory of existing facilities and services and provides insight into their condition and level of service. It is important to note that information regarding utilities, facilities, and services identified within this element may not be all-inclusive.

Administrative Facilities and Services

Administrative facilities for the City of Osseo are located in the City Hall. The City Council meets every 2nd Monday of the month at City Hall. There are currently six Common Council members and also a Mayor. The city also recently launched a website at www.cityofosseo.com which details a variety of government related information about the city.

City of Osseo Staff includes the following:

Clerk-Treasurer	Deputy Clerk-Treasurer
Receptionist	Council President
Council Representatives	Engineer
City Assessor	Weed Commissioner
Director of Public Works	Chief of Police
City Attorney	Zoning Administrator
Recycling Center Manager	Water Department
Street Department	Head Librarian
Sewer Department	Animal Control Officer

Existing Utilities and Community Facilities

Water Supply

The City of Osseo provides municipal water service to residential, commercial and industrial customers within the City's water service area. The public water supply system was started in 1928. A majority of the residents within the City of Osseo are supplied water from the municipal system. A handful of properties on the edge of the City are not connected to the water system. The properties are either undeveloped or are served by private wells owned and maintained by the property owner. Water mains will be gradually extended to presently un-served areas. Also, the system will be extended as new properties are annexed or developed.

The water system comprises two pressure zones, named the Low Zone and High Zone for their relationship to local topography. Both the Low Zone and the High Zone have a well for supply. The Low Zone which includes the downtown and the West Industrial Park area is served by Well#3. Water storage in this area is provided by a 250,000 gallon elevated tank and a 10,000 gallon underground tank equipped with booster pumps. The High Zone straddles Interstate 94, including the commercial areas west of I-94 and the East Industrial Park and truck stop areas to the east of I-94. The High Zone is supplied by Well#2, and has a 400,000 gallon above ground storage tank and a 250,000 gallon underground tank equipped with booster pumps.

The municipal water system consists of 18.5 miles of water main. Water mains serving the community vary in size from 4-inch diameter to 12 inches. Any water mains 4-inch or smaller are slated for replacement and upsizing when the streets in those locations are replaced. All new main extensions in the City of Osseo must be at least 8-inches in diameter or approved by the Common Council. At the present time there is only one main crossing I-94 to serve the areas to the east.

Wastewater Treatment System

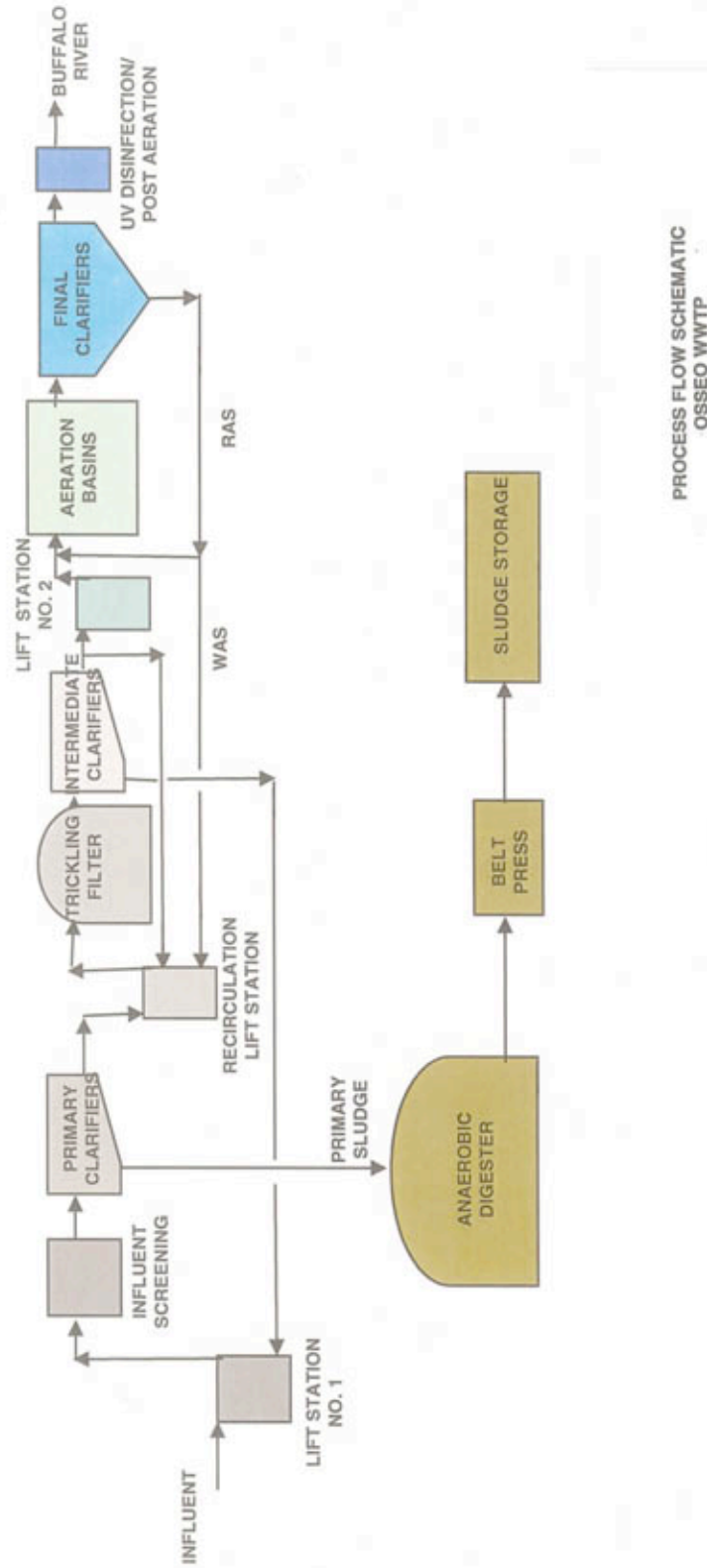
The City of Osseo owns and operates a wastewater treatment plant and collection system that serves the residential, commercial and industrial customers within the City's sewer service area. A majority of the residents of the City of Osseo are tied into the wastewater collection system. Properties that are undeveloped or do not have sewer mains serving the site have private septic systems. Sanitary sewer mains will be gradually extended to the un-served areas. Also, the collection system will be extended as new properties are annexed or developed.

The wastewater treatment plant (WWTP) is located at 50559 Honey Lane. See Diagram 4-1 for a schematic of the WWTP process. The plant utilizes fine screening, primary and final clarification, a trickling filter, and extended aeration process to provide advanced secondary treatment. The facility incorporates ultraviolet disinfection and post aeration prior to discharge to the Buffalo River, a Class A trout stream. Waste solids are stabilized in an anaerobic digester. The plant has a belt press to dewater digested sludge, prior to storage and land incorporation. The WWTP combines physical, chemical and biological treatment processes to achieve advanced secondary treatment. Initial portions of the WWTP were constructed in the early 1960's, and upgraded in 2002 to remove ammonia and phosphorus and meet more stringent effluent limits.

The WWTP has a design flow capacity of 200,000 gallons per day. Actual current wastewater flows exceed the design flow during wet periods. The wastewater department has instituted a program to reduce inflow and infiltration (I&I) during wet periods of the year. Flooding and extended wet periods pose the most serious threat to proper wastewater treatment. Continuing effort will be made to reduce I&I entering the collection system.

The collection system consists of 17.0 miles of sanitary sewer main. The original pipelines were installed in 1928. The existing mains ranging from 8 to 15-inches in diameter are constructed of clay tile, concrete, cast iron, ductile iron, and polyvinyl chloride (PVC). The standard material used today is PVC.

DIAGRAM 4-1



PROCESS FLOW SCHEMATIC
OSSEO WWTP

On-Site Waste Disposal Facilities

A number of residents of the City of Osseo, who are located beyond the limits of the wastewater collection system, use septic systems. The Wisconsin Department of Commerce (COMM) regulates location, design, installation, and inspection of most private on-site sewage systems in the state. COMM 83 adopted in 2000 which is the revised rules that allows for conventional sewage systems and advanced pre-treatment sewage systems. There are five types of on-site disposal system designs authorized for use today: conventional (underground), mound, pressure distribution, at-grade holding tank, and sand filter systems. All the existing septic systems in the City of Osseo are conventional. It is state law to have a sanitary permit for these sanitary systems which a licensed master plumber will complete forms and acquire a permit. The City of Osseo reviews requests for proposed septic systems to determine whether a sewer main extension or septic system is the best alternative.

Solid Waste Disposal and Recycling Facilities

Solid waste disposal weekly pickup is handled by the private sector in the City of Osseo. Residential curbside pickup is carried out by Waste Management and Veolia. Residents can either purchase bags stenciled with the names of the collection company at a local market, or contract with Waste Management for a wheeled container. The Osseo Area Recycling Center provides a dumpster where large disposal items can be dropped off for a fee. Commercial and industrial solid waste pickup is provided by Veolia, Waste Management, and Tri-City Sanitation. The City of Osseo regulates solid waste haulers operating in the City of Osseo, issuing and renewing permits to operate on an annual basis.

At the present time, the residents of Osseo have two options in handling recyclable materials. Recycle items can be dropped off at the Osseo Area Recycling Center, located at 50513 Honey Lane. The Osseo Area Recycling Center is operated in partnership between the Town of Sumner and the City of Osseo. The Center, which has business hours on Tuesday, Thursday and Saturday, accepts materials separated by the residents prior to delivery. The second recycling option for residents is weekly curbside pickup by Waste Management, in conjunction with solid waste pickup. For a monthly fee, a recycling container is provided. Commercial and industrial operations are to contract with a private hauler for pickup of recycle materials.

Storm Water Management

The goal of storm water management is to prevent runoff from delivering pollutants or sediment to lakes, rivers, streams, or wetlands, and control the rate of runoff. Commonly applied storm water management tools include: ditches, culverts, grassed waterways, rock chutes, retention basins or settling ponds, curb and gutter, storm sewer, and construction site erosion control.

The city has a storm sewer system providing service to the majority of the city. The size of pipes range from 8 inches to 36 inches. The policy is that all new subdivisions are required to have curb and gutter and storm sewers, or a system of open channels.

Osseo is located at the confluence of the North and South Forks of the Buffalo River. Primarily, the south side of Osseo flows to the South Fork of the Buffalo River and Lake Martha. The north side flows to the North Fork of the Buffalo River.

The City periodically has times of flooding along the Buffalo River. There are a number of areas around the community that have drainage problems due to lack of infrastructure to handle the flows. Areas requiring further improvements include the Stoddard Park area, the commercial area at the northwest quadrant of the U.S. Highway 10 and Interstate 94 interchange, industrial area paralleling the Wisconsin Department of Natural Resources trail north of U.S. Highway 10, and the truck stop area.

The City has been working to provide storm water ponding in its industrial park and in new residential areas. Presently, there are four storm water ponds owned and operated by the City of Osseo. They are located in areas of newer construction north and east of U.S. Highway 10 and Interstate 94.

The City is attempting to obtain a DNR grant to carry out storm water planning and creation of updated storm water ordinances.

Law Enforcement

The City of Osseo has a police force with twenty-four hour coverage. The Police department has four full time officers, including the police chief. The Department operates out of City Hall. The City of Osseo has no jail facilities. The Police Department is backed by the Trempealeau County Sheriff's Department and Jail facilities located in the City of Whitehall. The Sheriff's Department and Jail, attached to the Trempealeau County Courthouse in Whitehall, is 18 miles from Osseo. The Wisconsin State Patrol and the Department of Justice Probation Officer use a room in City Hall for breathalyzer testing and probation meetings.

Fire and Rescue

Fire protection is provided for the City of Osseo by the Osseo Rural Fire Department. The fire district encompasses the City of Osseo, Town of Sumner, 30 percent of the Town of Clear Creek, Town of Otter Creek, 10 percent of the Town of Hale, and the Town of Garfield. The district has their facility in the City of Osseo located at the southeast corner of Martin Street and 7th Street. The all volunteer fire department has forty members, including the fire chief and three assistant chiefs. This district has three pumpers, three tankers, one equipment van, one brush truck, and one extraction vehicle. The fire department has a first responder program with fourteen members. Rescue services are provided by the fire department along with the First Responder program. The fire department operates the Jaws of Life and other rescue equipment. Specialized rescue equipment is carried in the extraction vehicle.

Ambulance services are carried out by the Osseo Ambulance Service, which are affiliated with Luther-Midelfort Oak Ridge Center. The ambulance garage is located on the hospital grounds. The ambulance service has two ambulances. Helicopter service in the area is provided by Mayo One, based in Eau Claire.

Public Library

The Hauge Memorial Library is located at 50665 Charles Street. The 3,200 square foot facility was constructed in 1996 with a bequest from William Hauge. The library is open 36 hours per week. It primarily services the City of Osseo and the Town of Sumner, but also provides services to the Town of Garfield in Jackson County, the Towns of Otter Creek and Clear Creek in Eau Claire County, and the Town of Hale in Trempealeau County.

The library is operated by a library board, whose appointments are approved by the Osseo City Council. The board consists of seven members, with one member being from the Town of Sumner. Primarily the library is funded by City of Osseo tax revenues. Some appropriation is made by Trempealeau County to help offset expenses of rural library users. Hauge Memorial Library is a member of the Winding Rivers Public Library System. Library staff consists of a director/head librarian, an assistant/children's librarian, and a substitute librarian. The library collection includes 19,451 books, 8,825 electronic books, 380 audio materials, and 339 video materials. The library's facilities include two computers.

City Hall

The City Hall is located at 13712 8th Street. The municipal offices housed at City Hall include the offices of the city clerk, police and public works. A small area is also set aside for the Wisconsin State Patrol and Department of Justice Parole Officer.

The building completed in 1938, housed the council chamber and library in the basement, and an auditorium/gymnasium with a stage on the main floor. The fire department and police department was located at the north end of the building. At the present time, only city government and police occupy the building, with the auditorium used for storage. The main floor has fallen into disrepair.

In 2006, the City initiated a preliminary study to assess current space needs for city hall, and estimate the cost of renovating the existing structure or constructing a new building. It was decided that a new City Hall/Community Center should be constructed. Work on the facility began in October, 2009.

City Garage

The city garage is located at 50519 Honey Lane. The building constructed in 1984, houses most of the trucks and equipment for the streets, water and sewer departments. The recycling center was attached to the city garage in 1991. The garage is presently at capacity and additional storage space is needed. A structure is needed for storage of salt and salt/sand mixture to meet statutory requirements. Land for building expansion is limited around the city garage.

Dam

There is a dam within the City of Osseo, located on the South Fork of the Buffalo River, holding back Lake Martha. The combination earthen concrete and wood plank structure was rebuilt in 1998. The dam's gated spillway is manually operated by lifting the flash boards. There is also a sluice gate to release water through a pipe at the base of the dam. The dam is maintained and operated by City of Osseo personnel.

Churches/Cemeteries

The City of Osseo is home to three churches. They are as follows: Osseo Evangelical Lutheran Church located at 50351 Harmony Street, United Church of Christ located at 50712 Main Street, and Tri-County Baptist Church which is operated out of the Osseo Fire Station located at 13607 7th Street, all within the city limits of Osseo. There are several small country churches surrounding the City of Osseo. They are Elk Creek Lutheran, South Beef River Lutheran, Kings Valley Lutheran, St. Peter's Evangelical Lutheran, Osseo Community Church, St. Luke's Lutheran, and Kingdom Hall of Jehovah's Witness. Just to the north of Foster in Eau Claire County is St. Raymond's Catholic Church, recently constructed to service southern Eau Claire and northern Trempealeau Counties.

There are no cemeteries within the City of Osseo. The Osseo Cemetery is located along County Highway "O", a short distance from the westerly city limit in the Town of Sumner. The cemetery is run by an independent board of directors.

Post Office

The City of Osseo is served by the Osseo Post Office which is located at 50669 Harmony Street in the City of Osseo.

Communications Facilities

Local telephone land line communications is provided by Century Tel. Cellular communication is provided by Alltel, CellularOne, Nextel, Sprint, Verizon, Cingular and AT&T.

Electric & Gas Utilities

Xcel Energy is the primary electrical provider for the City of Osseo. Eau Claire Electrical Cooperative provides services in areas on the outer edge of the City which have been annexed in the more recent past. WE Energies is the provider of natural gas service to the community.

Power Plants, Substations, and Transmission Lines

There are no power plants, substations and major transmission lines within the City of Osseo. Xcel Energy has a substation located two miles southwest of Osseo on Rippenberg Road. Eau Claire Electric Cooperative has a substation along Trempealeau County Highway B, 0.7 miles beyond the city limit.

Medical/Healthcare and Other Facilities

Ambulance services are carried out by the Osseo Ambulance Service, which are affiliated with Luther Midelfort Oakridge Hospital- Osseo. The ambulance garage is located on the hospital grounds. The ambulance service has two ambulances. Helicopter service in the area is provided by Mayo One, based in Eau Claire.

Luther Midelfort Oakridge Center is the primary provider of health care services for the city. The Luther Midelfort Oakridge Center is a full-service medical facility offering a wide range of care. Services include: Cardiac Rehabilitation, Dietary, Diabetic Education, Emergency Care, Hospital, Laboratory, Nursing Home, Occupational Therapy, Podiatry, Pharmacy, Physical Therapy, Radiology, Respiratory Therapy, Speech Therapy, Sports Medicine, Social Services, Assisted Care Apartments, Transitional Care Unit and Urgent Care. Osseo Area Nursing Home also provides elderly health care and housing to area residents. It appears these facilities and services are currently meeting the need of the residents.

Medical Clinic facilities are also provided in Osseo by the Marshfield Clinic and the Buffalo River Clinic. Further regional hospital facilities are provided by Luther Hospital, Sacred Heart Hospital, and Oak Leaf Medical Center in Eau Claire and the Marshfield Clinic in Marshfield.

Senior Care Facilities

Osseo Area Nursing Home also provides elderly health care and housing to area residents. It appears these facilities and services are currently meeting the need of the residents.

Child Care Facilities

Dreams Come True Day Care Center provides day care services within the City of Osseo, which average between 30-40 children per day. There are seven to nine additional county licensed in-home day cares throughout the City of Osseo, permitted to supervise up to eight children.

Educational Facilities

Public Schools

The Osseo-Fairchild School District is made up of fourteen municipalities including the City of Osseo, Village of Fairchild, Town of Sumner, Town of Garfield, and parts of the Town of Fairchild, Town of Bridge Creek, Town of Clear Creek, Town of Otter Creek, Town of Hale, Town of Unity, Town of Cleveland, Town of Northfield, Town of Foster, and Town of Mentor.

There are currently 1,031 students enrolled in Pre-Kindergarten through 12th grade in the district. The district has two elementary schools, one in the City of Osseo and one in the Village of Fairchild, and a middle school and senior high school both located in the City of Osseo.

The elementary schools in the district serve Pre-Kindergarten through 5th grade. The Osseo Elementary School located at 13025 15th Street has an enrollment of 401 students. The facility was originally constructed in 1975, and added onto in 1995. The Fairchild Elementary School has an enrollment of 89 students. The facility was constructed in 1996.

The Osseo-Fairchild Middle School located on the same site with the Osseo-Fairchild Senior High School at 50963 East Street, serves grades 6-8 for the entire district. There are 240 students enrolled in the middle school. The senior high school serves grades 9-12 for the entire district. There are 300 students enrolled in the senior high school. The middle school/senior high facility consists of buildings constructed during four different periods, 1955, 1966, 1975, and 2002.

The Osseo-Fairchild School District is well prepared to serve the current and projected school age population with the current school facilities. Enrollment within the district has been stable. The district does not have any construction or facility expansion plans at this time and has not entered into any discussions with other communities for future consolidation.

Higher Education

Chippewa Valley Technical College (CVTC) and the University of Wisconsin system serve the City of Osseo. They provide two or four year campuses to meet our city resident's needs.

Recreational Facilities

Map 4-2, City of Osseo Outdoor Recreation Map, was generated by the Mississippi River Regional Planning Commission (MRRPC) as part of the Trempealeau County Outdoor Recreation Plan 2008-2012.

Parks

The City of Osseo is home to three city-owned park facilities. The oldest park in the city is Central Park, laid out in 1857 at the corner of Main Street and U.S. Highway 10. The 1.16 acre site has a picnic shelter and tables, grills, and an ice rink. A 70 foot flag pole is the focal point of the park, which is the setting for the display of holiday decorations from Thanksgiving to the first week of January.

Stoddard Park located on Park Street east of U.S. Highway 53 on the south shore of Lake Martha. This being the primary park in Osseo has multi-purpose facilities. There are tables, grills, picnic shelters, flush toilets, playground equipment, and drinking water. The park provides for active recreation possibilities with two lighted tennis courts, two sand volleyball courts, a boat ramp, and a ball diamond complete with dugouts, bleachers and lighting. There is a swimming pool with a bathhouse constructed in 1971 and renovated to include a zero entry addition to the pool in 2003. Also, adjacent to the park is the nine-hole Osseo Golf Club. Stoddard Park provides bank-fishing opportunities, which a popular use by many people. The size of the park, encompassing 72 acres, and its waterfront makes it a regional facility used by others than just local residents.

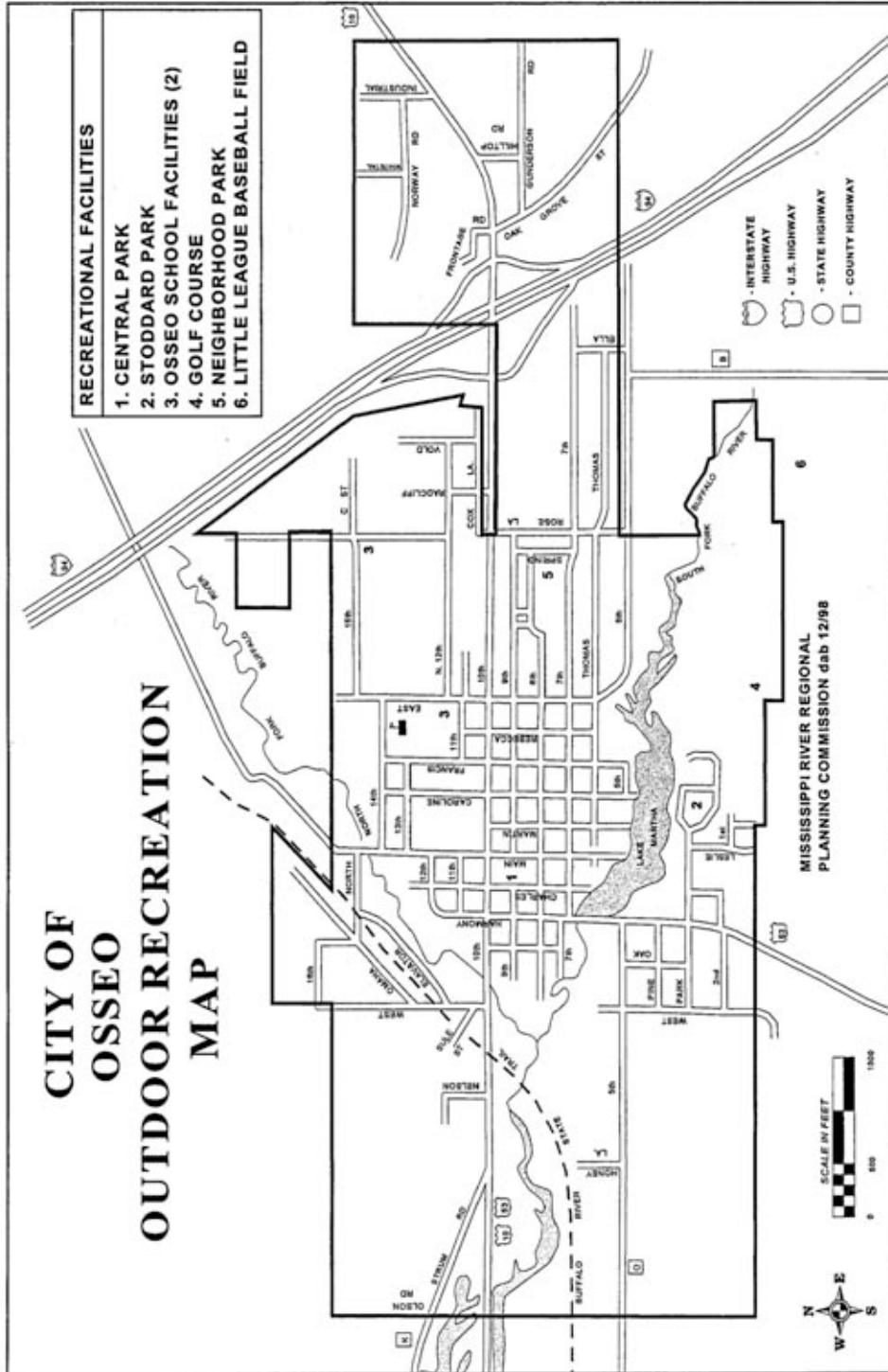
Neighborhood Park (Lion's Park) is a small park west of Rose Lane between 7th and Thomas Streets. The park is used mainly as a picnic facility and contains a picnic shelter, tables and some playground equipment.

Other Facilities

The Little League Ball Field is located on City property east of the golf course on County Road B in the Town of Sumner. Although the city maintains the grounds and donates annually towards the operation, a Little League Board of Directors operates the field. There are two playing fields, tee ball field, concession stand, bleachers, and restrooms in a permanent building.

The Osseo golf course is in a city owned facility operated by a board of separate members from the city. There is a daily greens fee and annual memberships are available to the public. It is a nine-hole, 6,020 yard, par 35 course. Facilities are operated by the Golf Club Board at the site include a driving range, pro shop, cart rental, and a clubhouse (not city owned).

MAP 4-2



Lake Martha plays a major role in the City of Osseo and is prominent in its placement in the central business district of the city. The 16-acre lake is formed by draining the South Fork of the Buffalo River. Its maximum depth is around nine feet, with a mean of six feet. Public access is by way of Stoddard Park. Public shore land is also available along County Road B, U.S. Highway 53, and local streets dead-ending at the lake.

The Osseo-Fairchild School District supplements park facilities on the north side of Osseo. The Elementary Learning Center K-5 has a playground apparatus. The high school, grades 6-12, is located across East Street from the Elementary School. There is an athletic field, basketball courts and running track available for public use when not being used by students. The school district completed a new baseball facility at the intersection of U.S. Highway 10 and County Road KK in the Town of Sumner. A local home talent team also plays at the facility.

Rod & Gun and Other Outdoor Clubs

Osseo is home to a Rod & Gun Club. Locally, the City of Osseo is an active conservation organization. These clubs promote outdoor recreation sports such as shooting and trail use activities. These clubs are also active participants in land conservation projects raising thousands of dollars annually, which are further used to leverage public funds for various projects.

The Osseo Sno-Drifters have been active in the city for since 1973. The purpose of the club is to create and maintain the snowmobile trails in the city. The group has worked to create and maintain approximately 68 miles of trails. All of the trails are well groomed, double wide and well signed.

Trails

The Department of Natural Resources Buffalo River State Trail is on the north side of Osseo. The trail is built on the right-of-way of a former railroad and is not smoothly surfaced for narrow-tired bicycles on parts of its 36-mile route. It is best suited for mountain bikes, all terrain off road vehicles, horseback riders, and in season, snowmobiles. There are no specific facilities on the trail at Osseo, but signs direct bicyclists and snowmobilers on city streets.

The Buffalo River State Trail can be accessed where it crosses public roads in the Osseo area. Also, it can be reached at two other locations. The end of Honey Lane adjacent to the wastewater treatment plant has a public connection. The second connection is by way of a trail running at the north end of Rose Lane that crosses the North Fork of the Buffalo River and County Trunk Highway NN. This route connects the trail on the north side of CTH NN adjacent to the Interstate 94 overpass.

At the present time, there are no park facilities east of Interstate 94. The majority of new residential development is east of I-94 and north of U.S. Highway 10. The city owns approximately 20 acres of woodland in this area and is studying establishing a park on the property. The park would be connected to residential areas by a trail system. Initially it is planned to establish trails for biking and walking. Parking areas, restrooms, playground equipment, and a picnic shelter would be added with increased demand.

Excluding the golf course, ballparks, and the acreage of Lake Martha, the City of Osseo has approximately three acres of park land. Per the Mississippi River Regional Planning Commission, the city should have 12

acres evenly distributed per thousand people. With a present population estimate of 1,660, Osseo should have at least 19.9 acres of open space for recreational purposes.

Civic Organizations/Other Clubs

There are a number of civic organizations and other clubs located in the City of Osseo such as, Lions Club, 4-H Clubs, Osseo Optimists, etc. Coordination with these groups with regard to planning and implementing programs should be considered and utilized whenever possible because of the guidance, funding, support and volunteer efforts the groups may provide. Civic organizations provide local governments a cost effective way to leverage tax dollars for community projects.

The Lake Martha Days Committee carries out the largest function of the year in the annual Lake Martha Days Celebration. The activities are held the third week of June, and includes a carnival, entertainment, food stands, craft show, and parade. It is carried out in the downtown and City Hall areas.

The Holiday Lites Committee puts on a light parade the Friday evening after Thanksgiving. Upon culmination of the parade, the holiday decorations in Central Park are lit, and children come out to meet Santa Claus.

The City of Osseo is home to a number of organizations including, but not limited to, the following:

American Legion	American Legion Auxiliary
Boy Scouts	Commercial Club
Country Cruisers	Girl Scouts
Historical Society	Lake Martha Days
Osseo Community Foundation	Osseo Community Theatre
Osseo Lions Club	Osseo Holiday Lites
Osseo Optimists	Osseo Sno-Drifters
VFW Craig S. Olson Post 8514	VFW Women's Auxiliary

Utilities & Community Facilities Goals, Objectives, and Actions

Goal: Support community facilities and services, which contribute to the overall improvement of the community.

Objective 1: Expand public infrastructure when necessary to meet the needs of the city.

Action: Extend sewer and water mains to serve areas previously not sewered.

Action: Enlarge undersized mains and replace others that are in poor condition.

Action: Enlarge wastewater treatment plant to meet increased flows.

Action: Extend storm sewer into areas previously un-sewered to solve drainage problems.

Objective 2: Maintain an appropriate level of service for parks and recreation to serve the needs of the Osseo area.

Action: Increase the area of park land, particularly in neighborhoods with no present facilities.

Action: Attempt to use properties presently owned by the city to enlarge open space.

Objective 3: Ensure that adequate emergency services of police, fire, rescue, and emergency medical services are available to the community.

Action: Work with Fire District in attempting to site a new fire station.

Chapter 5: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

Introduction

This element will look at the natural, agricultural and cultural resources in the City of Osseo such as topography, slopes, soils, land cover, agricultural areas, water resources, cultural town resources and more. Knowing these issues makes land decisions more appropriate and efficient.

Natural Resources

Importance of the Community Natural Resource Base

The natural resource base is connected to the land use of the City of Osseo. The natural resource base effects everyday life such as business development and city streets. Even the development of future housing and industrial areas are affected by the natural areas. Maintaining natural resource quality will keep a strong future for land use activities. The most significant natural feature in the City is the North and South Forks of Buffalo River.

Background

In 1857, Osseo was platted by J.E. Irish in the Town of Sumner. In 1893, Osseo was incorporated as a village. The first census showed a population of 305 residents. The City of Osseo is located in the northeastern corner of Trempealeau County, at the intersection of U.S. Highways 10 and 53, and Interstate 94. Osseo covers approximately 1,308 acres.

Topography

The City of Osseo is in the un-glaciated (drift less) region of Wisconsin. Narrow tree-covered ridges and broad, rolling valleys are characteristic landscape features. The contours range from 1,060-feet above sea level on the east side of the city to about 950-feet at the west end of the community. Topography and natural systems have posed a challenge to the city in extending needed infrastructure. The rolling nature of the uplands topography along with shallow bedrock creates difficulties in development. In lower areas the Buffalo River acts as a natural barrier to the extension of utilities, and creates shallow groundwater conditions.

Slopes

Gradual slopes are common in the City of Osseo. The Osseo Zoning Code of Ordinances states no building shall be permitted on slopes twenty percent (20%) or greater, except as a conditional use. Unless necessitated by exceptional topography, the maximum street centerline grade is not to exceed ten percent (10%).

Soils

The older portions of Osseo are located on a relatively level sandy stream terrace. The two principal soils in the city and immediately surrounding area are Sparta loamy fine sand and Trempealeau loamy fine sand. These well-drained soils are droughty and erosive on slopes. They are also subject to wind erosion, a factor which should be considered during any construction on these soils. Agriculturally they have severe limitations for crops because of the droughty and erosive sandy conditions, but they are moderately suitable for pastures and woodlots. Depending upon the slope, they also exhibit moderate to severe limitations for intensive recreation areas such as ball fields, playgrounds, and picnic areas. More extensive uses, as hiking, bridal trails and camping have moderate restrictions. The droughtiness of the soil makes severe limitations for the development of golf courses.

The urban suitability of these two soils is fortunately somewhat better than the agricultural suitability. They only have slight limitations for low building foundations, though they may liquefy and flow when they are wet. They have moderate limitations for septic drain fields provided the slope is less than 12%, but both have severe restrictions on their use as sanitary landfills or sewage lagoons. The two streams which pass through the north and south sides of the city and intersect on the west side are the Buffalo River and the South Fork. The South Fork forms Lake Martha which lies on the south edge of the city. The soils immediately adjacent to each of these rivers are various alluvial soils, all of which are subject to periodic flooding and wetness. Their use as building sites is unsuitable and the flood plain and shoreland ordinances would apply on these soils.

A fairly wide stream terrace lies north of the Buffalo River. The Trempealeau loamy fine sand soil is also found extensively here. It is a dark colored, somewhat droughty sandy benchland soil underlain by deep acid sands. Its limitations have already been discussed. South of the river, and primarily east of the city, Plainfield loamy fine sand is found. This soil has the same limitations as Trempealeau and Sparta fine loamy sands.

The uplands north of the Buffalo River consist mainly of wind blown silt loam soils, predominantly Gale, which is light colored, well-drained and 24" to 40" over sandstone residuum of hard medium and coarse siliceous sands and Fayette which is a light colored, well-drained, deep silty upland soil over sandstone. The topography of the uplands north of the Buffalo River is rolling with moderate to steep slopes.

The uplands between the Buffalo River and the South Fork have moderate slopes averaging about seven percent. The soils in this area are sandy in nature with the predominant types being Plainfield loamy fine sand which is light colored, excessively drained, thin and underlain by deep benchland sand, and Hixton loam which is a light colored, well-drained loam 24 to 40 inches deep over sand and sandstone bedrock. The limitations of the Plainfield soil have already been discussed. The Hixton loam and small area of Northfield loam are suitable for building foundations and have only moderate limitations for septic drainage fields on slopes less than 12 percent. These soils are unsuitable for sanitary landfills and sewage lagoons. They have moderate limitations for crops on slopes less than 12 percent. Hixton loam has only slight restrictions for recreational uses, but Northfield has moderate to severe limitations due to its tendency to become compacted and muddy. Hixton is well-suited for golf courses, while Northfield has some moderate to severe restrictions against this use.

The topography of the uplands south of the rivers is rolling with somewhat sandy, loamy soils. The predominant soils are Plainfield loamy sand, Sparta loamy sand, La Farge silt loam which is a light colored, well-drained silt loam, 24 to 42 inches deep, underlain by greenish-colored, fine grained sandstone and shale, and Meridian loamy sand which is a light colored, well-drained loamy benchland soil underlain by slightly loose acid sands at a depth of 24 to 40 inches. La Farge and Meridian soils have only slight limitations for building and slight to moderate limitations for septic fields.

There are a few scattered areas north and east of the city which have Arenzville and Seckler soils. These are subject to periodic wetness and not suitable for septic fields and even sewer lots may be prone to flooding basements and general wet conditions.

County Owned Forest Lands

There are no County owned forest lands in the City of Osseo.

State Owned Forest Lands

There are no State Owned Forest lands in the city. The State of Wisconsin owns woodland and pine forest adjacent to the north line of the city that straddles the North Fork of the Buffalo River. The City of Osseo has a woodland property located immediately across Everson Road from state owned land.

Federally Owned Forest Lands

There is no forested federally owned land in the City of Osseo.

Metallic or Non-Metallic Mineral Resources

There are no active quarry sites in the City of Osseo. The Trempealeau County Planning and Zoning Department currently administers the Trempealeau County Non-metallic Mining Ordinance. Ordinance standards address reclamation, surface water and wetland protection, groundwater protection, topsoil management, grading and slopes, maintenance, and a variety of other issues. Current and future mining or non-metallic mineral extraction operations must consult this ordinance for applicability and should consult with the administering Trempealeau County Planning and Zoning Department for further assistance.

Water Quality

Non point source pollutants are the primary cause of surface water quality problems in the county. Pollutants such as sediment, bacteria, organic material, and animal wastes contribute to the existing surface water quality problems associated with all of the surface water resources of the county. In addition to the pollutants that flow into surface water resources, degradation and erosion of stream banks is a major source of sedimentation to the streambeds as well as the impoundments located at the down stream end of many of the county watersheds.

Erosion and instability of stream banks is a common problem through out the City which results in increased sedimentation and removal of important habitat for aquatic life, especially trout. Sedimentation of pools and filling on of spawning substrate in riffle areas are results of both upland erosion (Ag and Non-Ag) and stream bank erosion. The filling in the riffle areas reduces reproduction success of trout by reducing oxygen levels in

streams and destroying spawning habitat. Sedimentation of stream bottoms also reduces the abundance of invertebrates that constitute a valuable fish food resource.

Agriculture and to a lesser extent, urban land disturbing activities are the primary sources of pollutants to the county's surface water resources. Sources of surface water pollutants include: commercial land use, nutrient and sediment runoff from cropped fields concentrate flow erosion from cropped fields and logging trails, ephemeral erosion from cropped fields, and runoff from construction projects.

Watersheds and Drainage

Watershed can be defined as an interconnected area of land draining from surrounding ridge tops to a common point such as lake or stream confluence with a neighboring watershed. The City of Osseo is located in the Upper Buffalo River Watershed. See attached Map 5-1 of the watershed. High quality trout streams exist in the Upper Buffalo River Watershed when stream banks are protected and agricultural impacts are minimized. The Wisconsin Department of Natural Resources (WDNR) owns approximately 80-90 percent of the stream footage of the North and South Forks of the Buffalo River.

Lake Martha Characteristics

Lake Martha, Osseo's only lake, is a 16-acre impoundment on the South fork of the Buffalo River. The watershed above Lake Martha is approximately 36 square miles or 23,000 acres. The homes were first constructed in the 1860's, and were last rebuilt in 1998. The maximum depth is approximately 8-feet. The lake was last completely dredged in 1979. In 1998, a sediment trap was constructed at the upper end of the lake. The Lake Martha Management Alternative Report (1978) estimated the average erosion rate for the watershed to be 1.2 tons/acre/year, with a sediment delivery rate of 3,600 cubic yards per year to Lake Martha. Sedimentation in the upper lake area appears to be about 2.5 times the rate in the lower area.

Perennial and Intermittent Rivers, Creeks, Streams

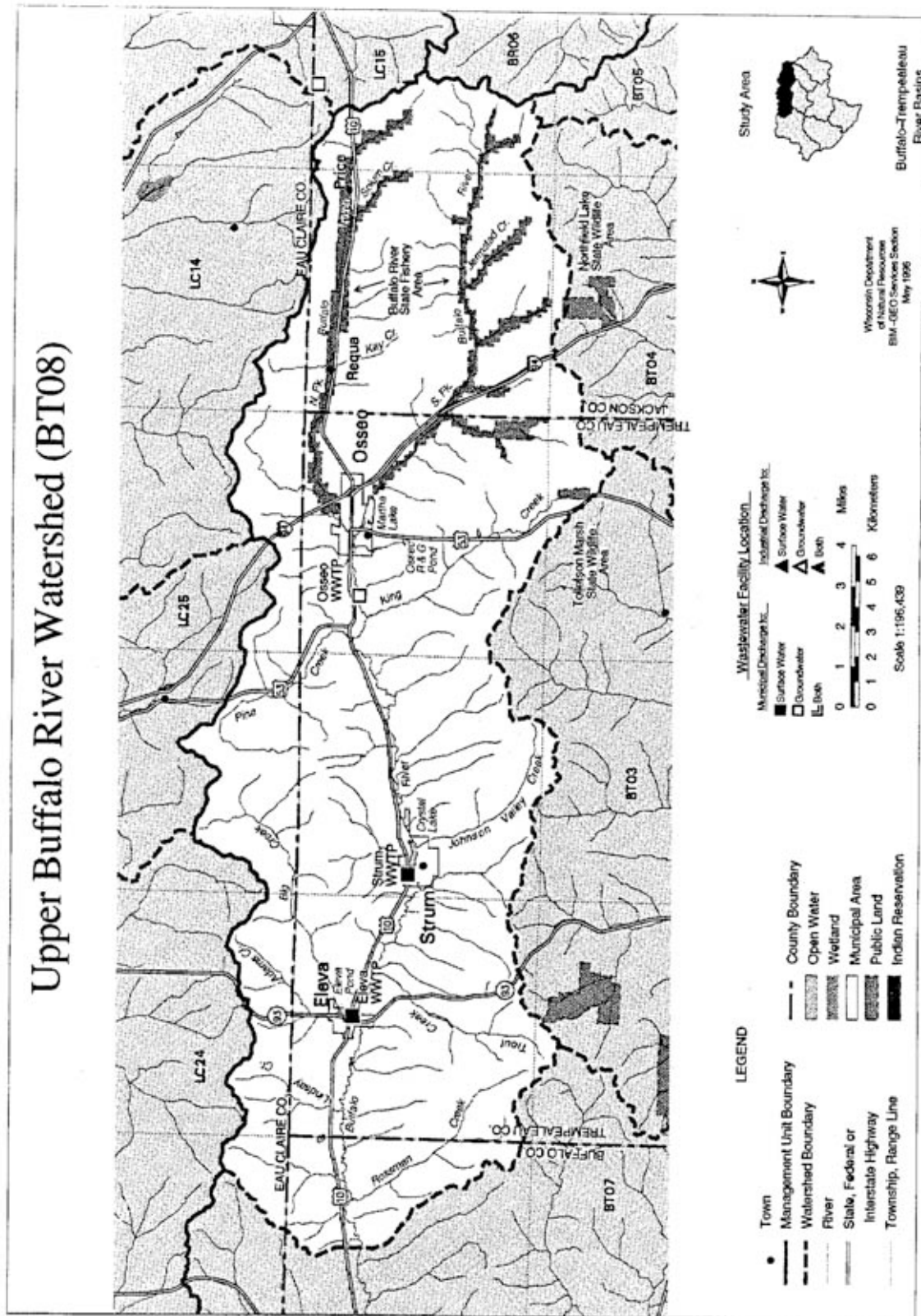
There are two kinds of streams: perennial and intermittent. Perennial streams have water flowing through most of the year. The intermittent streams are dry most of the year but have water flowing through during snowmelt or after rainstorms. Even though intermittent streams do not have water flowing constantly, there is a need to protect them because they flow into the perennial streams.

Osseo is located at the confluence of the North Fork and the South Fork of the Buffalo forming the main channel of the Buffalo River (locally known as the Beef River). High quality trout streams exist in the Upper Buffalo River. The high incidence of the protected stream buffer coupled with low impact land use has allowed the North and South Forks of the Buffalo River to achieve WDNR Class I trout stream status. Most of the stream frontage is protected by being included in the Buffalo River State Fishing Area.

The section of Buffalo River between Osseo and Strum, having a WDNR Class II Status, is designated as exceptional resource water due to its trophy trout fishing.

MAP 5-1

Upper Buffalo River Watershed (BT08)



Wetlands

According to the United States Environmental Protection Agency, wetlands are areas where water covers the soil, or is present either at or near the surface of the soil, all year or for varying periods of time during the year, including during the growing season. Wetlands may support both aquatic and terrestrial species. The prolonged presence of water creates conditions that favor the growth of specially adapted plants (hydrophytes) and promote the development of characteristic wetland (hydric) soils.

Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, fens, or bogs. Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Wetlands provide storage of flood waters preventing damage to developed areas. Wetlands can make lakes, rivers, and streams cleaner and drinking water safer. Wetlands also provide valuable habitat for fish, plants, and animals. In addition, some wetlands can also provide the replenishment of groundwater supplies. Groundwater discharge is common from wetlands and can be important in maintaining stream flows, especially during dry months.

The WDNR has inventory maps for wetlands two acres or larger. The wetland inventory map should be consulted in conjunction with this document whenever development proposals are reviewed in order to preserve wetland functions and to ensure regulatory compliance.

In order to protect wetlands the City of Osseo has been retaining these areas as it sells off industrial park property. Also, as residential development takes place, the city has been acquiring wetlands sites through dedication.

Floodplains

For planning and regulatory purposes, a floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one-percent chance of occurring in any given year. Because of this chance of flooding, development in the floodplain should be discouraged and development of park and open space in these areas encouraged. The floodplain includes the floodway and the flood fringe. The floodway is the portion of the floodplain that carries flood water or flood flows, while the flood fringe is the portion of the floodplain outside of the floodway, which is covered by waters during a flood event. The flood fringe is generally associated with standing water rather than rapidly moving water.

Flood Hazard Assessment

The Federal Emergency Management Agency (FEMA) has provided maps of flood areas to the City of Osseo and Trempealeau County. The City of Osseo has provided topographic information to FEMA in an attempt to assist in the update of the flood hazard assessment maps that are underway.

Groundwater

Groundwater is a limited resource, and both its quality and quantity are important factors. These factors are primarily influenced by local geology and local land use. Precipitation percolates through the soil and bedrock where it eventually reaches a saturated zone known as an aquifer. It is from these aquifers that

private wells are used to draw water. Groundwater in Trempealeau County is generally abundant and of good quality.

The City of Osseo has two municipal wells that draws its' water from sandstone aquifers. Well#2 located on a ridge top, is drilled into the Eau Claire and Mt. Simon Aquifers. The 170-foot deep well draws from the bottom 59-feet of the Eau Claire Aquifer and the top 40-feet of the Mt. Simon Aquifer. The water quality of this well is very good, with low levels of iron and manganese that do not require removal. Well#3 is located in the downtown area, on a sandy bench between the two forks of the Buffalo River. The 215-foot deep well is drilled 100-feet into the Dresbach sandstone aquifer, under laying alluvium running to the surface. This well produces the most volume of water, but has higher levels of iron and manganese that must be removed before use.

The majority of the private wells in the community are of sand point construction, located in the alluvium layer that runs to the surface. Groundwater in the alluvium layer is easily accessible, but is also easily contaminated.

Groundwater is abundant in the sandstone aquifers and is generally less susceptible to contamination. Groundwater contamination is most likely to occur where fractured bedrock is near the ground surface, or where only a thin layer of soil separates the ground surface from the water table. Potential sources of groundwater contamination include:

1. Chemical storage
2. Landspreading of animal, sewage, and industrial waste
3. Road salt usage and storage
4. Animal feedlots
5. Use and spillage of fertilizers and pesticides
6. Accidental spills
7. Septic tanks and drainfields
8. Underground storage tanks
9. Underground pipelines and sewers
10. Landfills
11. Mines, pits, and quarries

Wellhead Protection

The goal of wellhead protection is to prevent potential contaminants from reaching the wells that supply municipal water systems. This is accomplished by monitoring and controlling potential pollution sources within the land area that recharges those wells.

Wellhead protection planning is administered by the WDNR as required by the U.S. Environmental Protection Agency (EPA) and the 1986 amendments to the Federal Safe Drinking Water Act. Wellhead planning is encouraged for all communities, but is required when any new municipal well is proposed.

The general process of community-level wellhead protection planning includes:

1. Forming a planning committee

2. Delineating the wellhead protection area
3. Inventorying potential groundwater contamination sources
4. Managing the wellhead protection area

Air Quality

The City of Osseo and Trempealeau County as a whole, has no major air quality issues. Future air quality concerns in Trempealeau County are likely to focus on smells associated with large livestock facilities.

Environmental Corridors & Sensitive Areas

There are no specifically designated environmental corridors in the City of Osseo. However, features of environmental significance in the city include the following:

- WDNR designated wetlands
- Buffalo River and associated floodplains and wetlands
- Lake Martha

Resources of Concern

The WDNR lists species as “endangered” when the continued existence of that species as a viable component of the state’s wild animals or wild plants is determined to be in jeopardy on the basis of scientific evidence. “Threatened” species are listed when it appears likely, based on scientific evidence, that the species may become endangered within the foreseeable future. The WDNR also lists species of “special concern” of which some problem of abundance or distribution is suspected but not yet proved; the intent of this classification is to focus attention on certain species before becoming endangered or threatened.

The WDNR carefully monitors the level of detail provided regarding the locations of threatened and endangered species. Identifying specific locations of species in the city that are threatened or endangered is currently not provided by the DNR. However, the city can use the Aquatic & Terrestrial Resources inventory mapping tools to find the general locations of aquatic and terrestrial species in the city. By using the maps found at www.maps.botany.wisc.edu/atri/indexIE.htm, the city can review a variety of environmental features, including endangered species specific to the city.

Wildlife habitat can simply be defined as the presence of enough food, cover, and water to sustain a species. The Osseo landscape provides habitat for a variety of plants, birds, mammals, amphibians, reptiles and fish. There are no state natural areas in the City of Osseo.

Agricultural Lands

Productive Agricultural Lands

Lands within the easterly industrial park and Oak Ridge Development are being farmed until such time as structures are built on the properties. The only remaining farm building site located within the city is used for residential purposes, with the undeveloped land being farmed. Two farms outside the city limits have agricultural lands overlapping into the city. Areas surrounding the city within the Town of Sumner have a combination of agricultural lands and rural residential lots. Some of the former agricultural lands are no longer used due to sandy soils, steep slope, and wetland conditions. When cultivation is discontinued in wet areas, wetlands vegetation will reestablish themselves.

The majority of agricultural lands within the City of Osseo are located on the extreme edge of the urbanized area. It is anticipated that portions of this land will be transitioned to other uses over the planning period.

Cultural Resources

According to the State and National Register of Historic Places, there are no sites located on either register in the City of Osseo. There are eighteen structures listed on the Wisconsin State Historical Society Architecture & History Inventory, which are as follows:

- Osseo City Hall, 13712 8th Street, City Hall constructed in 1937.
- City Pump House, 13806 9th Street, former water tower
- Pederson House, 50657 Clark Street, Gabled house
- Leonard & Berg House, 50606 East Street, Concrete block house
- Braukman House, 13600 8th Street, Queen Anne house
- Haukeness House, 14106 5th Street, Concrete block house
- Colby House, 13406 7th Street, Bungalow
- Kittelson Building, 13801 7th Street, Concrete block commercial building
- Sandy's Attic, 13800 7th Street, Brick commercial building formerly State Bank of Osseo constructed in 1908
- Wainscott House, 13706 10th Street, Queen Anne house
- Ellis House, 50518 Main Street, Gabled house
- Osseo Welding, 50819 West Street, Brick factory and warehouse
- Molinaro House, 13501 Thomas Street, American Four square house
- Trimmer House, 13519 Thomas Street, was Stoddard Field house considered one of the showplaces of Trempealeau County, constructed about 1902-03 *
- Thurow House, 13306 7th Street, Gabled house
- Bockus House, 50463 Harmony Street, Stucco house constructed circa 1911
- Higley Oil Service Station, 13906 5th Street, Concrete block service station constructed circa 1950
- Location Unknown, North side of 8th Street, commercial vernacular style house (Brick) **

Note: *The old address did not match this residence, but this is believed to be the correct location.

****Location was specifically defined, but a brick structure is located along the north side of 8th Street at 50650 East Street.**

The Wisconsin State Historical Society Architecture & History Inventory is a collection of information on historic buildings, structures, sites, objects, and history throughout the state. Most properties become part of the Inventory as a result of a systematic architectural and historical survey. Since 1980, intensive surveys have been funded by grants and conducted by professional historic preservation consultants.

No official survey has been conducted in the City of Osseo to determine properties of historical and architectural significance. A property that could be of historic significance in the City of Osseo could include the Matthew Nelson home, 14200 8th Street, which had a 200 watt radio station (WTAQ) that broadcasted from the house. When it went on the air in 1922, it was the only amateur radio station west of Pittsburgh, Pennsylvania. It broadcast news, weather, local music talent, church services, local sporting events, campaign speeches, and relay of messages.

Archaeological Sites Inventory

There are no known archaeological sites within the City of Osseo.

Viewsheds and Scenic Resources

A viewshed is an area of land, water, and other environmental elements that is visible from a fixed vantage point.

There are two significant viewsheds that have been identified in relation to the City of Osseo. The first is the view across Lake Martha from either the Stoddard Park loop road (Park Avenue), or from the foot bridges coming from CTH B to the park at the upper end of the lake. The second viewshed is actually not in the city, but is of Osseo in the Buffalo River Valley as Interstate 94 crests the ridge to the north of Osseo in Eau Claire County.

Natural, Agricultural, and Cultural Resources, Goals, Objectives, and Actions

Natural Resources

Goal: Conserve, protect, manage, and enhance the natural resources of the city.

Objective 1: Protect lakeshores and stream banks from harmful land uses.

Action: In cooperation with county and state natural resource agencies, provide education and incentives for naturalizing and maintaining shoreland buffers to benefit water quality and wildlife habitat.

Action: Develop and adopt a shoreland ordinance within the City of Osseo.

Objective 2: Protect surface and groundwater quality.

Action: Educate people about the importance of recognizing exotics and invasive species.

Action: Promote programs and regulations that manage and reduce pollution to groundwater and surface water.

Action: Identify and determine the need to do wellhead protection plans and programs.

Objective 3: Protect and preserve wetlands, wildlife habitat, and woodlands.

Action: Identify and protect critical aquatic and wetland habitats, and environmentally sensitive areas.

Objective 4: Maintain and improve public and private recreation opportunities.

Action: Develop park land in neighborhoods not presently served.

Action: Enhance handicap accessibility to public recreation facilities

Agricultural Resources

Goal: Encourage protecting productive agricultural areas on the edge of the city.

Objective 1: Encourage land use practices in these areas that protect the agricultural land.

Action: Encourage use of conservation subdivisions for residential developments in agriculturally important areas adjacent to the city.

Action: Work with the Town of Sumner to encourage an orderly, efficient development pattern that protects productive agricultural land and minimizes conflicts between urban and rural uses.

Cultural and Historic Resources

Goal: Preserve and enhance the heritage, including historical places, sites, and landscapes.

Objective 1: Identify and recognize historical and cultural resources.

Action: Support and encourage the Osseo Area Historical Society.

Action: Recognize and label historic sites within the City of Osseo.

Chapter 6: ECONOMIC DEVELOPMENT

Introduction

The nature of economics is cyclical, based on a combination of factors including product life cycles, applications of technology, government interventions, and a host of other indicators. Because of this, development will happen in a community whether or not it is planned; the community will experience economic changes whether or not they are desired changes. The advantage of comprehensive planning is that a community can anticipate these changes and guide development to the best of its abilities and capacities. Consequently, each plan is unique and tailored to each community's needs and desires.

Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community. This can be done by addressing issues ranging from enhancing a community's competitiveness, establishing industrial policy, encouraging sustainable development, creating jobs, increasing wages and enhancing worker training, and improving overall quality of life. All of these issues affect residents within a community and are addressed directly or indirectly in this comprehensive plan. In the world of private business, "planning" is an essential part of a company's ability to sustain profitability, stability, and growth. The City of Osseo also uses planning to achieve a balance of stability and growth.

The reason to plan for economic development is straight forward: economic development helps pay the bills. It requires working together to maintain a strong economy by creating and retaining desirable jobs which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community, county, or state can provide the level of services residents expect. A balanced, healthy economy is essential for community well-being. Economic development expenditures are a community investment. They leverage new growth and redevelopment to improve the area. Influencing and investing in the process of economic development allows community members to determine future direction and guide appropriate types of development according to their values.

There is a variety of community economic development plans, but successful communities tend to have one thing in common – an articulated, shared vision of where they want to go and of what things residents and businesses value in their community. Successful plans for economic development acknowledge the following:

- Knowing your region's economic function in the global economy
- Creating a skilled and educated workforce
- Investing in an infrastructure for innovation
- Creating a great quality of life
- Fostering an innovative business climate
- Increasing the use of technology to improve government efficiency
- Taking regional governance and collaboration seriously

For these reasons, it is important to the planning process to identify the community's economic characteristics or resources. These characteristics include: the labor force, employment by industry, unemployment characteristics, and income characteristics. Assessment of these characteristics and resources provides insight into the historical and current economic situation in the community, thereby providing direction for planning the future of the economic base.

This section provides an economic profile of Osseo and also an assessment of local economic strengths and weaknesses, employment forecasts, local economic base, and applicable economic development programs.

The following sections describe in more detail the economic conditions of the City of Osseo.

Labor Force

Civilian Labor Force

Statistics from the 2000 U.S. Census has a total of 1,669 residents living in the City of Osseo. Of the 1,669 residents, 1,303 (78.1 Percent) are 16 years old or older. The total labor force consists of 816 people, employed and unemployed.

Educational Attainment

Table 6-1 displays the educational attainment level of residents in the City of Osseo that were age 25 and older in 2000. The educational attainment level of person within a community is often an indicator of the overall income, job availability, and well-being of the community. Lower educational attainment levels can also be a hindrance to attracting certain types of businesses, typically those that require high technical skills and upper management types of positions.

Table 6-1
Educational Attainment of Persons Age 25 & Older
City of Osseo, 2000

Attainment Level	Number	Percent of Total
Less than 9 th grade	116	10.4
9 th to 12 th grade, no diploma	118	10.6
High school graduate (includes equivalency)	432	38.8
Some college, no degree	187	16.8
Associate degree	72	6.5
Bachelor's degree	109	9.8
Graduate or professional degree	80	7.2
Total Persons 25 and over	1,114	100.0

Source: U.S. Bureau of the Census, 2000.

Economic Base

Employment by Industrial Sector

The employment by industry within an area illustrates the structure of the economy. Historically, the state of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. Recent state and national trends indicate a decreasing concentration of employment in manufacturing and agricultural sectors of the economy. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend is partly attributed to the aging of the population.

Table 6-2 displays the number and percent of employed persons by industry group in the City of Osseo for 2000

Table 6-2
Employment by Industry
City of Osseo, 2000

Economic Division	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	7	0.9
Construction	34	4.3
Manufacturing	140	17.6
Wholesale trade	19	2.4
Retail trade	126	15.9
Transportation and warehousing, and utilities	33	4.2
Information	15	1.9
Finance, insurance, real estate, and rental and leasing	49	6.2
Professional, scientific, management, administrative, and waste management services	36	4.5
Educational, health and social services	199	25.1
Arts, entertainment, recreation, accommodation and food services	76	9.6
Other services (except public administration)	40	5.0
Public administration	20	2.5
Total	794	100.1

Source: U.S. Bureau of the Census, 2000

The majority of residents of the City of Osseo were employed in the educational, health, and social services industry (25.1% of total employment), followed by manufacturing (17.6%) and retail trade (15.9%).

Current Business Inventory

The City of Osseo is located at the intersection of Interstate 94, and U.S. Highways 10 and 53. The transportation cross roads has a significant impact on the economy of Osseo.

The traffic has spawned a highway commercial district that includes lodging, food and fuel sales, vehicle and equipment sales & repair, retail stores, and offices.

Also, the City of Osseo has developed an industrial park at the northeast corner of the interchange to take advantage of easy interstate access. The industrial park has attracted metalwork, woodworking, and food processing firms. Commercial and industrial spaces with access to public infrastructure are available for expansion around the interchange.

The interstate contributes to ease of travel between the City of Osseo and the Eau Claire Metropolitan area. This provides Osseo residents access to jobs in the Eau Claire market, and helps Osseo employers to tap into the larger labor base of Eau Claire.

The central business district located near the intersection of U.S. Highways 10 and 53, offers food sales, offices of services, antique sales, fuel sales, and retail sales. The downtown area is located along the north bank of Lake Martha and the South Fork of the Buffalo River. Osseo has one supermarket located along the south side of U.S. Highway 10, between the downtown area and the Interstate 94 interchange.

A second industrial area, which is the original and older industrial area of the city, is located north of U.S. Highway 10 between West and Elevator Streets. This area is known as the West Industrial Park. The City of Osseo first got involved with economic development in 1973, when it purchased approximately 17 acres land in the area, to add to the existing industrial properties already in place. The industrial area has a concrete plant, construction firm, equipment manufacturing, welding shop, printing, and plumbing office. The City of Osseo is less closely tied to the agricultural sector than it was in the past.

Major employers in the City of Osseo include the following:

- 6 Luther Midelfort Oakridge/Osseo, 222 employees
- 7 Global Spray Booth Systems, 218 employees
- 8 Osseo-Fairchild School District, 163 employees
- 9 Osseo Automotive, 90 employees
- 10 McDonalds Courtesy Corporation, 70 employees
- 11 Sourcecut Industries, 65 employees
- 12 Titan Air, Inc., 48 employees
- 13 Crusts Unlimited, 32 employees
- 14 Value Implement, 32 employees
- 15 Tremplo Manufacturing, 10 employees
- 16 Electric Cleaner Co., 9 employees

Attracting and Retaining Business and Industry

Results of the Osseo Community Survey conducted in 2008, show 42 percent of respondents listed promoting economic development as the top planning strategy of five listed that the city should consider. When asked to rate the second most important strategy, promoting downtown revitalization topped the list, followed closely by economic development.

A simple determination of the strengths and weaknesses of Trempealeau County and the City of Osseo and its economy provide the basic planning steps for future economic development. Strengths should continue to be promoted and new development which fits well with these features should be encouraged. Weaknesses should be improved or further analyzed and new development which displays aspects similar to identified weaknesses should be discouraged. A listing of strengths and weaknesses specific to the city are as follows:

Strengths

- 7 Good Schools
- 8 Medical Facility
- 9 Labor Force
- 10 Location (Interstate 94, U.S. Highway 10 & 53)
- 11 Short Distance to Major Regional Center and Easy Access to Major Markets
- 12 Availability of Homes
- 13 Revolving Loan Fund
- 14 Proactive Government
- 15 Variety of Churches
- 16 Two TIF Districts
- 17 Commercial Club
- 18 Osseo Area Economic Development Corporation (OAEDC)
- 19 Golf Course
- 20 Good City Borrowing Power
- 21 Lodging & Food
- 22 Available Land in the Interstate Industrial Park
- 23 Water Supply
- 24 Close access to University of Wisconsin-Eau Claire and Chippewa Valley Technical College
- 25 High Quality of Life
- 26 Abundant Recreational Opportunities
- 27 Easy Access to Regional Retail Center

Weaknesses

- Small and Under-skilled Workforce
- Limited Available Existing Industrial Space
- Small and Aging Population
- No County Marketing Plan
- No Long-Term Economic Plans Locally
- Lack of Wastewater Capacity

The City of Osseo would welcome most economic opportunities that do not sacrifice community character or add a disproportionate level of city services per taxes gained. Some specific types of desired business and industry include those with good pay and benefits, manufacturing, specialty shops for downtown, and low wastewater generating businesses.

Business Opportunities

The City of Osseo first got involved with economic development in 1973 by purchasing land in the area now called the West Industrial Park. The purchase consisted of about 17 acres of land in the area adjacent to 16th and Omaha Streets.

Businesses from outside of the City of Osseo looking to locate in the city will most likely locate around the Interstate 94 and U.S. Highway 10 interchange. Properties zoned for both commercial and industrial uses are available for development in this area. With development comes the need for housing which can be satisfied by individual available lots in the city and the Oak Ridge Housing Development located east of I-94 in TIF District#2. There is also a transitional agriculture zone around the City of Osseo when housing needs arise.

Interstate Industrial Park

The Interstate Industrial Park is located at the northeast quadrant of the Interstate 94 and U.S. Highway 10 interchange. In 1985, the City purchased the first industrial property at this site. The purchase consisted of 52.4 acres, with Industrial Road and Norway Road constructed to service the site. In 1994, the City of Osseo purchased 78 acres of adjacent farmland in order to expand the industrial park, due to new interest by businesses wishing to locate here. At that time, Whitetail Road was constructed to service the expanded area. The 130 acre industrial park currently has 36 acres of city owned property available for development (see Map 6-1). There is land adjacent to the industrial park that is also available and planned for industrial development.

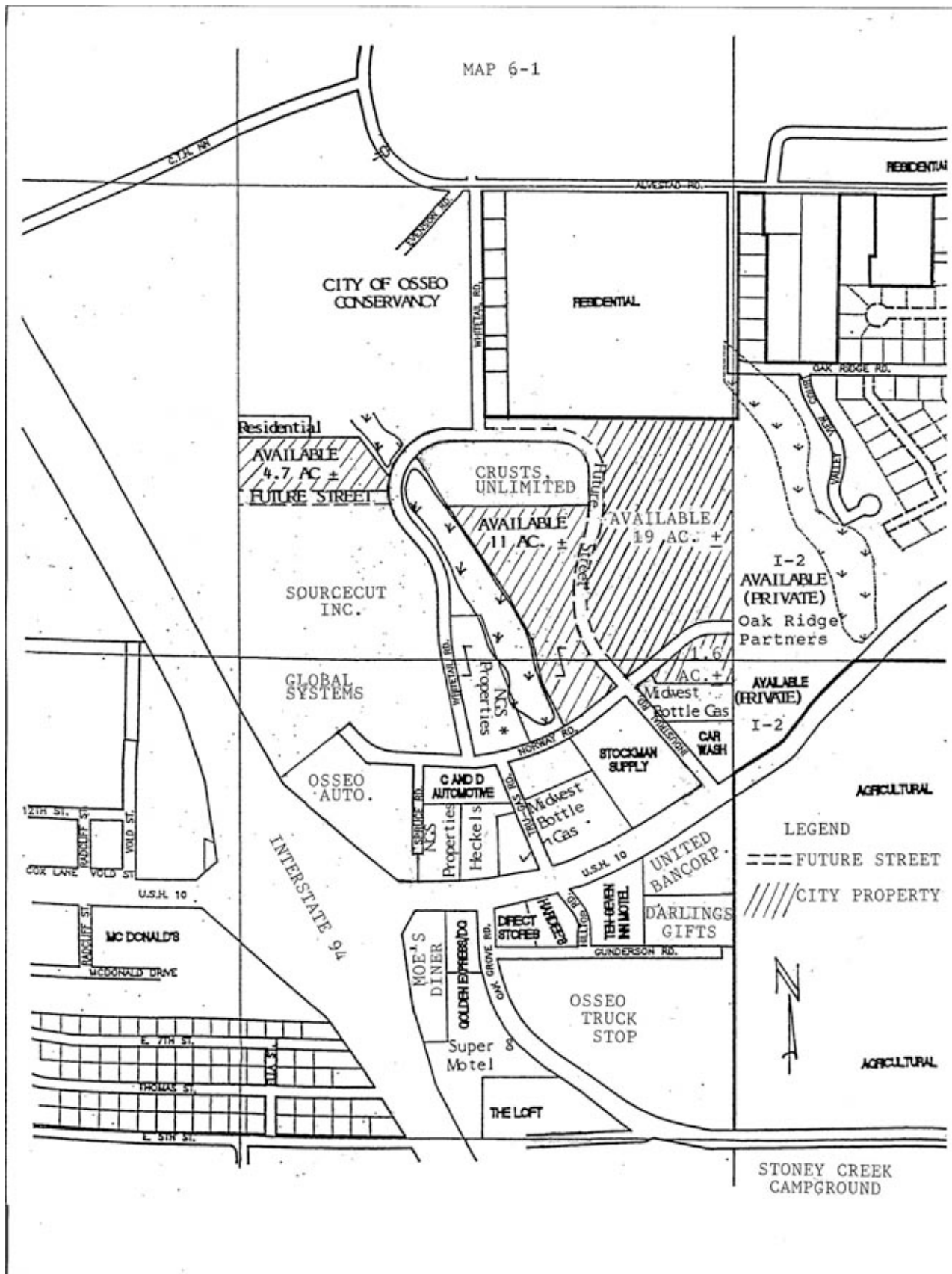
The purchase price of lands in the industrial park owned by the City of Osseo is negotiable. Projects that retain or create jobs in Osseo may qualify to receive land at below market offers.

Tax Increment Financing (TIF) District#1

The City of Osseo created TIF#1 in 1993 to assist in financing public improvements in highway commercial areas in the southwest and northeast quadrants of the Interstate 94 and U.S. Highway 10 interchange and the first phase of the Interstate Industrial Park.

Tax Increment Financing (TIF) District #2

The City of Osseo created TIF#2 in 1994 to assist in financing public improvements in the second phase of the Interstate Industrial Park, and the privately owned Oak Ridge Development. The Oak Ridge Development consists of residential, industrial, and highway commercial. Under the recently amended TIF law, flexibility in the expenditure period has been increased.



Program Assistance

A number of financial assistance programs exist in order to help facilitate economic development in the City of Osseo, are as follows:

1. Reduced price industrial property in city industrial park
2. Providing public infrastructure in TIF districts
3. Osseo Revolving Loan Fund to assist with equipment purchases
4. Mississippi River Regional Planning Commission's (MRRPC) Business Capital Revolving Loan Fund for new business start-ups or expansion projects
5. Wisconsin Department of Transportation TEA Grants to assist in constructing transportation facilities
6. Wisconsin Department of Commerce Community Development Block Grant to assist in constructing utilities.

The Osseo Area Economic Development Corporation (OAEDC) has been an important source of assistance to businesses relocating to the City of Osseo. OAEDC works closely with the city to provide lease/purchase arrangements with private businesses. The Development Corporation has experience constructing to order and purchasing existing facilities for lease to another business. The rent factor is based on actual project cost. Local investors have an interest in these projects.

Economic Development Goals, Objectives, and Actions

Goal: Economic Development activities, which provide for a healthy, diversified, and sound economy consistent with community goals and objectives in order to provide a stable economic base.

Objective 1: Promote entrepreneurship and the growth of small businesses within the city.

Action: Determine what other businesses might be appropriate for the city.

Action: Distinguish and promote features unique to the community in order to compete with neighboring communities and create a unique community identity within the region.

Objective 2: Encourage the development, clean-up, redevelopment of rundown and abandoned sites within the city.

Action: Establish an inventory of existing sites suitable for development or redevelopment.

Action: Determine what obstacles exist for redeveloping individual sites within the city. An appropriate plan with possible financing options should then be determined for the redevelopment of those sites.

Action: Place public facilities that enhance adjacent properties to spur private investment.

Action: Maintain adequate pedestrian areas and aesthetic features which encourage consumer activity and community character within business districts.

Objective 3: Coordinate with county and regional organizations relative to economic development.

Action: Seek to concentrate new commercial development in the commercial areas identified on the future land use map.

Action: Search local, regional, state, and federal government agencies for financial resources available to meet economic development plan.

Objective 4: Continually pursue and evaluate the need for more industrial space and infrastructure to meet the needs of existing and future businesses requiring such facilities.

Action: Increase opportunities for small business development and growth by providing adequate areas zoned for commercial development and professional offices.

Action: Purchase and develop industrial lands adequate to meet the demands of new or expanding industrial developments.

Objective 5: Retain and provide new opportunities for local employment.

Action: Maintain basic levels of negotiations with new and existing business and industry as a means to address local needs.

Action: Develop strategies that promote business retention, expansion and recruitment.

Action: Maintain and improve communication with local established businesses to help meet and address future expansion and facility needs.

Chapter 7: INTERGOVERNMENTAL COOPERATION

Introduction

Intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal agreements and sharing resources such as equipment, buildings, staff, and revenue.

Many issues cross jurisdictional boundaries, affecting more than one community. For example, when the City of Osseo removes planks from our dam to control the lake level, it impacts our neighboring jurisdictions downstream.

Today, increased communication technologies and personal mobility mean that people, money, and resources also move across jurisdictions, as quickly and freely as air and water. Persons traveling along roadways use a network of transportation routes, moving between jurisdictions without even realizing it.

Frequently, the action of one governmental unit impacts others. Increasingly, we have come to the realization that many vital issues are regional in nature. Watersheds, economic conditions, commuter patterns, housing, media markets, and effects from growth and change are all issues that spill over municipal boundaries and impact the region as a whole. Communities are not islands. For example, the health of the City of Osseo and Trempealeau County are interconnected.

Wisconsin has over 2,500 units of government and special purpose districts defined as follows:

- 72 counties
- 190 cities
- 395 villages
- 1,265 towns
- 426 school districts
- technical college districts
- Sanitary districts, drainage districts, lake protection districts, metropolitan sewage districts, etc.

Wisconsin ranks 13th nationwide in total number of governmental units and third nationwide in governmental units per capita. Trempealeau County has 26 local units of government. Having so many governmental units allows for very local representation and means that Wisconsin and county residents have numerous opportunities to participate in local decision making. However, the sheer number of governmental units with overlapping authority presents challenges. More governmental units can make communication, coordination, and effective action more difficult, creating a greater potential for conflict. Instead of communicating ideas with one jurisdiction, communication needs to move across multiple jurisdictions and involve multiple boards, commissions, committees, executives, administrators, and citizens. Goals between communities may differ and present challenges. More governmental units may also mean unwanted and wasteful duplication in the delivery of community services. Cooperation can help avoid this.

Intergovernmental Cooperation Advantages & Disadvantages

Intergovernmental cooperation has many advantages associated with it including the following:

Efficiency and Reduction of Costs

Cooperating on the provision of services can potentially mean lower costs per unit or person. Although these are by no means the only reasons, efficiency and reduced costs are the most common reasons governments seek to cooperate.

Limited Government Restructuring

Cooperating with neighboring governments often avoids the time-consuming, costly, and politically sensitive issues of government restructuring. For example, if a city and township can cooperate, the township may avoid annexation of its land and the city may avoid incorporation efforts on the part of the township, which may hinder the city's development. Cooperation also helps avoid the creation of special districts that take power and resources away from existing governments.

Coordination and Planning

Through cooperation, governments can develop policies for the area and work on common problems. Such coordination helps communities minimize conflicts when levels of services and enforcement are different among neighboring communities. For example, shared water, sewage, and waste management policies can help avoid the situation in which one area's environment is contaminated by a neighboring jurisdiction with lax standards or limited services. Cooperation can also lead to joint planning for future services and the resources needed to provide them.

Expanded Services

Cooperation may provide a local unit of government with services it would otherwise be without. Cooperation can make those services financially and logistically possible.

Intergovernmental cooperation also has drawbacks, which may include the following:

Reaching and Maintaining an Agreement

In general, reaching a consensus in cases in which politics and community sentiments differ can be difficult. For example, all parties may agree that police protection is necessary. However, they may disagree widely on how much protection is needed. An agreement may fall apart if one jurisdiction wants infrequent patrolling and the other wants an active and visible police force.

Unequal Partners

If one party to an agreement is more powerful, it may influence the agreement's conditions. With service agreements, the more powerful party, or the party providing the service, may have little to lose if the agreement breaks down, it may already service itself at a reasonable rate. The weaker participants may not have other options and are open to possible exploitation.

Local Self-Preservation and Control

Some jurisdictions may feel their identity and independence will be threatened by intergovernmental cooperation. The pride of residents and officials may be bruised if, after decades of providing their own police or fire protection, they must contract with a neighboring jurisdiction (and possible old rival) for the service. In addition, and possibly more importantly, a jurisdiction may lose some control over what takes place within their boundaries. And although government officials may lose control, they are still held responsible for the delivery of services to their residents.

State of Planning in Neighboring Communities

Trempealeau County is in the process of developing a comprehensive plan consistent with Wisconsin comprehensive planning legislation.

The neighboring Town of Sumner is in the process of updating their local comprehensive plans to meet the Wisconsin comprehensive planning legislation.

Inventory of Existing Agreements

Osseo Sanitary Landfill, Inc. Agreement

The City of Osseo is part of a group of local governments that own and maintain a closed landfill. The other governmental parties include the Town of Sumner, Town of Unity, Village of Strum, Town of Clear Creek and Town of Otter Creek.

Osseo Area Recycling Agreement

The City of Osseo has entered into an intergovernmental agreement with the Town of Sumner to manage recycling in our community. The Osseo Area Recycling Center provides a drop-off site for Osseo and Town of Sumner residents to dispose of their recyclables. Curbside garbage and recycling is also provided by private haulers that contract with the residents directly.

Osseo Rural Fire Department Agreement

The City of Osseo is part of the fire district encompassing the city, Town of Sumner, Town of Garfield, Town of Otter Creek, and part of the Town of Clear Creek and Town of Hale. The fire district covers parts of three counties.

Hauge Memorial Library Agreement

The library owned by the City of Osseo is a member of the Winding Rivers Public Library System. The facility primarily services the City of Osseo and the Town of Sumner, but also provides services to the Town of Garfield in Jackson County, Towns of Otter Creek and Clear Creek in Eau Claire County, and the Town of Hale in Trempealeau County.

Intergovernmental Trends and Outlook

It is anticipated that during the planning period, intergovernmental cooperation will increase as state, county, and local budgets become more restrictive.

The Osseo-Fairchild School District will face increased challenges to maintain expected levels of education in the face of declining enrollments and budgets.

As more comprehensive plans are created and shared with surrounding communities, new opportunities for intergovernmental cooperation will become apparent. The sharing of employees, equipment, and facilities will increase locally to meet demand at reduced costs.

Relationships with Other Governmental Units

School Districts

The Osseo-Fairchild School District will face declining enrollments and budgets, but the expectation to maintain high levels of education still stands. The sharing of programs between neighboring school districts such as our food service program that we share with Fall Creek School District has worked in the past. Osseo-Fairchild, Augusta and Altoona have teamed up for a joint wrestling team.

However, the sharing of programs between school districts may not be enough to deal with the financial realities of budget cuts and declining enrollments. The possibility of eliminating certain extracurricular activities has been discussed along with the option of requiring the participating students/athletes to pay certain fees to cover expenses related to the sport/activity. Opportunities for cooperation include working with the school districts to anticipate future growth, facility, and busing needs.

Trempealeau County

The City of Osseo will continue to communicate with the county to develop a mutual beneficial agreement program to ensure a positive working relationship. Other benefits would include the opportunity to share services with the highway department such as paving streets, purchasing salt and equipment. Trempealeau County presently carries out enforcement and inspections under the Uniform Dwelling Code for the City of Osseo.

Town of Sumner

The City of Osseo is surrounded by the Town of Sumner. When the Town of Sumner has completed the update of their comprehensive plan in the future, the City of Osseo will have opportunities to review it and identify any opportunities or concerns.

Mississippi River Regional Planning Commission (MRRPC)

Trempealeau County is a member of the Mississippi River Regional Planning Commission. There are nine regional planning commissions (RPCs) that represent 67 of 72 Wisconsin counties. RPCs are designed to offer local planning assistance to county and municipal governments. Typical functions of an RPC include,

but are not limited to: comprehensive, intergovernmental planning; transportation planning and programming; water quality planning; collecting and analyzing data; conducting studies; sewer service area planning; economic development planning and grant writing; and meeting area wide requirements so local jurisdictions can receive federal grants. The MRRPC has assisted Trempealeau County with numerous housing and public facility infrastructure grants. The MRRPC recently updated the county's outdoor recreation plan which allowed local governments to apply for grants for recreational facilities in Trempealeau County.

State Agencies

Coordination with various state agencies occurred as part of the Osseo comprehensive planning process. The relationship with these agencies through planning includes, but is not limited to the following:

Wisconsin Department of Administration (WDOA)

In addition to grant administration responsibilities, the WDOA also provides population and demographic estimates and projections for planning purposes. The WDOA is also responsible for the administration of various programs often utilized for plan implementation.

Wisconsin Department of Transportation (WDOT)

The Wisconsin Department of Transportation maintains several plans with statewide policies and recommendations regarding various aspects of transportation.

Wisconsin Department of Natural Resources (WDNR)

The Wisconsin Department of Natural Resources is responsible for implementing the laws of the state and, where applicable, the laws of the federal government that protect and enhance the natural resources of the state. It is the one agency charged with full responsibility for coordinating the many disciplines and programs necessary to provide a clean environment and a full range of outdoor recreation opportunities for Wisconsin citizens and visitors.

Relative to the Osseo comprehensive planning process, the WDNR provided natural resource information for such components as wetlands, surface waters and watersheds. Opportunities to work collaboratively with the WDNR are numerous as the department maintains programs for shoreland management, stormwater, public water supply, solid waste management, recycling, dam permitting, and much more.

Wisconsin Historical Society

The Wisconsin Historical Society provided data for the Osseo planning effort through its Wisconsin Architecture & History Inventory (AHI).

Intergovernmental Cooperation Goals and Objectives

Goal: Establish cooperative relationships with adjacent and overlapping jurisdictions.

Objective 1: Coordinate the sharing of community facilities whenever possible.

Action: Identify resources the Town of Sumner has which could be available for sharing.

Action: Identify resources Trempealeau County has which could be available for sharing.

Action: Maintain efforts to continue work on relationships with neighboring communities and the County to provide efficient and cost effective emergency services, street maintenance, and other services as needed.

Objective 2: Foster closer working relationships with surrounding communities.

Action: Maintain participation with the League of Municipalities and other municipal organizations.

Action: Utilize opportunities for joint equipment ownership with neighboring communities for road maintenance and emergency rescue equipment.

Action: Continue to utilize the use of bulk purchasing arrangements with neighboring jurisdictions for purchase of such things as road salt, fuel, road work supplies and machinery in effort to lower the unit cost of materials and supplies.

Chapter 8: LAND USE

EXISTING CONDITIONS

The Land Use Element was prepared pursuant to Section 66.1001 of the Wisconsin Statutes. Section 66.1001 requires this element to include a compilation of objectives, policies, goals, maps and programs to guide the future development of public and private property. Further, the element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land use conflicts. The element shall also contain projections based on background information, for 20 years, including five-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands, and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities will be provided in the future and the general location of future land uses by net density or other classifications.

Existing Land Use

TABLE 8: **Land Use Intensity**

	TOTAL ACRES 2008	PERCENT OF LAND AREA 2008
City of Osseo		
Residential	710	78%
Commercial	159	18%
Manufacturing	12	1%
Agricultural	16	2%
Other	12	1%

Source: Wisconsin Department of Revenue

Land Use Supply

The supply of land to support development is based on several factors including physical suitability, local and county regulations, and community goals. Intergovernmental agreements and annexations also become considerations when looking at the available land supply at the community level. Based on physical suitability, there is an available supply of land that could be used to support development in the city. Local policy will more closely determine how this supply is defined and how it is used. Of particular interest are lands zoned “agricultural” as those acres can be converted to other non-agricultural uses. Policy will help determine whether these acres contribute to the supply for planned development in the short and long term.

Existing Densities

Most of the city is zoned residential, allowing varied densities. There is limited industrial and commercial zoning. The City of Osseo has a density of 982 people per square mile..

Land Use Demand

Direct interstate access and available land have made this an accessible location for growth in the region. Other factors, including proximity to Eau Claire, may also fuel growth in and around Osseo.

Land Prices

The table below shows the estimated value of all taxable real and personal property in the city. The value represents market value (most probable selling price), except for agricultural property, which is based on its use (ability to generate agricultural income) and agricultural forest and undeveloped lands. Since assessors in different taxing districts value property at different percentages of market value, equalized values ensure fairness between municipalities. The equalized values are used for apportioning county property taxes, public school taxes, vocational school taxes, and for distributing property tax relief. In summary, equalized values are not only used to distribute the state levy among the counties, but also the equalized values distribute each county's levy among the municipalities in that county. The WI DOR determines the equalized value.

TABLE: **Assessed Value of Taxable General Property (2008)**

2008	
City of Osseo	
Residential	\$64,057,400
Commercial	\$28,764,400
Manufacturing	\$6,669,500
Other	\$417,800
TOTAL	\$103,838,600

Source: Wisconsin Department of Revenue

Opportunities for Redevelopment

Except for the downtown, there are currently limited commercial/industrial or residential areas available for redevelopment.

Non-Residential Intensities

District: B-1 – General Business

Allowable Intensity Standard: Minimum lot area – 8,000 sq. ft. lots

Purpose: To provide for individual or small groups of retail serving primarily local neighborhoods.

District: B-3 – Highway Business

Allowable Intensity Standard: Development that requires large lots

Purpose: To provide an area for commercial activities that require large lots and generate concentrations of automobile and truck traffic.

District: I-1 – General Industrial

Allowable Intensity Standard: Minimum 8,000–20,000 sq. ft. lots

Purpose: To provide for industrial development of a more general and less restrictive nature than in the I-2 district.

District: I-2 – Industrial Park District

Allowable Intensity Standard: No minimum lot size

Purpose: To provide a comprehensive employment park with an attractive working environment.

District: G-1 – Institutional

Allowable Intensity Standard: No minimum lot size.

Purpose: To provide for areas under public or public-related ownership.

District: Inter-1 – Interchange Overlay

Allowable Intensity Standard: Same as I-1

Purpose: To supplement zoning controls in the interchange area.

Future Land Use Projections

Future land use projections are presented below. These projections represent generalized growth scenarios based on state projections and current densities.

The calculations are based on the following sources and assumptions:

U.S. Census Bureau, MRRPC and Trempealeau Co. Zoning Dept. projections
 Residential density is based on number of housing units per acre, 2000 (.9/acre)

TABLE 8.10: **Forecasted Future Land Area Needed Per Land Use Classification**

	FORECASTED ACRES—2010	FORECASTED ACRES—2015	FORECASTED ACRES—2020	FORECASTED ACRES—2025
City of Osseo				
Residential	80	75	70	70
Commercial	15	17	20	24
Manufacturing	10	12	16	22

FUTURE LAND USE PLAN

A rural setting has played a key role in the Osseo environs economy, land use, and in establishing the small town character of the City. The majority of the land in the planning area is typified by large acreage agricultural uses and farm-oriented residential uses. It is the intent of the comprehensive plan to maintain the area's rural environment. However, it should be noted that as residential, commercial, and industrial development takes place, agricultural lands will experience a net loss in acreages.

Community Design

Future development decisions will be integrated with the other elements and recommendations of the comprehensive plan, which include utilities and infrastructure, transportation, community facilities, and natural resources. To be effective, the recommendations for future land use must be consistent with the recommendations for other aspects of the plan, such as the locations and timing for new public utilities or future streets.

The emphasis of the land use element is to identify land use concepts and tools that should be taken into consideration when developing the comprehensive plan and zoning ordinance. The alternatives described here attempt to provide a greater variety of choices for land use development and to successfully balance competing ideas of preserving character while encouraging improved, organized patterns for future development.

Neighborhood Traffic Features (Connectivity, Street Networks, Traffic Calming, Pedestrian Networks)

Greater connectivity between and within neighborhoods is also encouraged. The design of future residential developments should take into consideration pedestrian and bicyclist movements in addition to providing convenient access for automobiles. There should be an emphasis on sidewalks, walkways, and bike paths leading to the various public and quasi-public spaces. Each neighborhood should have many ways to get into and through it by driving, walking, and bicycling. Streets should knit neighborhoods together rather than form barriers. The intent is for residential developments to form neighborhoods that evolve to be part of the broader community by avoiding "islands" of separate subdivisions or freestanding individual complexes attached to the rest of the community strictly by one or two entrances for auto traffic.

The design of the street network has a huge impact on the character and form of development, particularly residential areas. It is critical that streets within neighborhoods be laid out and designed to be compatible with the neighborhood concept while fulfilling their inherent transportation function. For a network to provide a desirable residential environment, it must be designed to

discourage excessive speeding and cut-through traffic. Traffic calming techniques (such as curb extensions and other specialized measures) can be used to slow and channel traffic without hampering convenience, direct access, and mobility.

Neighborhood Parks and Open Spaces

Each neighborhood should have a combination of a small park, playground, or other open spaces located within walking distance of all homes. These neighborhood parks would serve the immediate residential areas. Again, these parks would complement larger community parks. Parks and open spaces should be designed in conjunction with streets and walkways to be a primary feature of any land development and not merely areas left over from site planning for other purposes. They should also be situated along streets in order to maintain safety, accessibility, and visibility instead of tucked behind a row of houses.

Greater amounts of natural areas and other green space should also be included in newly developed areas. Wetlands, watercourses, and other natural features should be integrated into new developments. Creeks and other linear features can be a common feature that link individual adjoining developments through the development of rustic hiking trails or paved bicycle paths. Where desirable, open spaces within subdivisions can be publicly owned while others can remain privately owned. These areas also can be utilized for the treatment of stormwater through the use of retention or detention ponds or infiltration fields.

Overall Coordination of Neighborhoods

A new development proposal should show that it forms or contributes to a neighborhood. As applicable, a development should contribute as much as possible in terms of interconnecting streets, pedestrian connections, parks, neighborhood commercial centers, schools, and open space systems.

Where a pattern of narrow streets and outdoor spaces is already established, additional adjoining development should continue and extend the pattern. In the case of previously unplanned areas, the design for new development will provide for its own pattern being continued and extended in the future.

Mix of Housing Types and Lot Sizes

Forms of housing within neighborhoods should be mixed so people of different ages and incomes have opportunities to live in various areas in the community as is found in older parts of the City. The recommendation for most of the future residential developments is to encourage variation and a mixing of residential types. Townhouses, duplexes, and smaller apartment buildings can be

strategically interspersed with single-family residences. Design standards and the creation of open space and other buffers can help integrate different residential intensities. Large expanses of strictly one residential type should be avoided. Variation in house models should also be encouraged to avoid monotonous streetscapes.

Builders and developers are encouraged to use their ingenuity to combine and distribute a variety of housing types to make an attractive, marketable neighborhood with housing for people of various income levels and preferences. In order to account for this trend, it is recommended that at least two housing types be included in any residential project encompassing more than 30 acres. This can be achieved in various ways. Some examples include:

- Standard lot single-family houses (lots over 12,000 sq. ft.)
- Small lot single-family houses (lots 12,000 sq. ft. or less)
- Duplexes
- Townhouses (attached housing)
- Apartments (provided they are compatible in scale and character with other dwellings in the proposed neighborhood)

Duplexes are often appropriate on corner lots since these lots usually need to be wider and larger for them to be appropriately situated next to two streets. Also, because each unit can face different frontage, the visual impact of the larger building and garage façade is lessened.

Multifamily Housing

There are numerous ways communities can achieve successful multifamily housing project developments. Implementation of the following recommendations may ease the negative perception many single-family residential property owners have with regards to multifamily development, which is often the biggest obstacle for communities to approving multifamily developments.

Housing Variety—The City should encourage greater variety in the types of multifamily developments, including the promotion of townhouse, condominium, and smaller 3-unit to 8-unit building developments that are in scale with the surrounding neighborhood.

Mixing with Single-Family Residences—In keeping with the theme of mixed-use neighborhoods, duplexes and multifamily developments should be scattered throughout the residential areas rather than confined to a few areas within communities. In this way, the impact of higher density development is limited as this density is spread over larger areas. Multifamily buildings should also be placed next to the neighborhood commercial centers. This would promote a smooth transition

between the commercial activity and single-family homes. Higher density developments are recommended near parks and other open space to take advantage of that amenity.

Building Design—Multifamily buildings should be designed to reflect, as much as possible, the characteristics and amenities typically associated with single-family detached houses. These characteristics and amenities include front doors facing the sidewalk/street, private outdoor space, and adequate parking and storage. Multifamily development should also offer variation among individual buildings through any combination of design features, such as building footprints, facade treatments, roof forms, or building orientation.

Building Placement—Placing multifamily buildings close to and fronting the streets with parking in the rear is strongly encouraged as an effective way to integrate multifamily housing with other uses to form a coherent, livable area. Such a pattern incorporates attached housing types into the community fabric in a manner similar to detached houses by facing buildings onto attractive neighborhood streets and sidewalks that are part of the community network. This pattern will maximize other positive housing characteristics, including:

- Individual identity
- Easy way-finding for visitors
- More and better accessibility and personal mobility
- Human scale
- A defined transition from front to back, thus providing a logical rear location to incorporate parking and garages, service functions, and outbuildings for storage
- The security that comes with visibility from and to public streets
- The sense of community that comes with dwellings sharing a neighborhood street

Projects with multiple buildings should offer variation among individual buildings while staying within a coordinated overall design theme. Monotonous complexes of identical buildings should be discouraged; although, there may be ways to achieve visual interest among identical buildings with a high degree of articulation on each building combined with variation in massing on the site.

Design Issues

The City should encourage design elements (such as streetscaping, flags, banners, seasonal decorations, and signage controls) to aesthetically integrate individual land use areas. This is especially recommended at the main entrance corridor to help establish the City's overall character and provide a positive first impression to visitors.

Establishing design criteria for new businesses is another effective way of ensuring high quality development. In commercial areas, reducing the expanse of parking areas should be encouraged. Parking lot landscaping standards should be developed. These standards should include landscaped islands within large parking lots and the promotion of placing parking behind buildings instead of between the buildings and sidewalks, streets, and other features.

Additionally, as the City continues to grow, rather than expanding roads from two lanes to four lanes, landscaped boulevards with left-turn bays should be a desired alternative. Boulevards can create very appealing entrances into the City and create a very positive first impression to visitors.

Streetscape Design Characteristics (i.e., House Type, Scale, Street Trees)

Variation in house models in large developments should be encouraged to avoid a monotonous streetscape and eliminate the appearance of standardized subdivisions.

Lot widths, depths, and setbacks can also be varied to promote multiple house designs and variety of building mass.

Existing Development

The community design concepts discussed thus far apply to new development. However, it may pertain to existing neighborhoods if there are opportunities to infill, update, and/or improve particular situations. Some of the existing older development in the City already reflects these patterns of neighborhood development.

Redevelopment/Rehabilitation

Although the majority of the City's housing stock is more than 30 years old and the older homes are generally very well cared for, there may be opportunities for redevelopment or rehabilitation of homes— particularly in the near downtown area of the City.

Infill development, redevelopment, and rehabilitation opportunities should be encouraged in order to take advantage of existing infrastructure and services, provide opportunities for affordable housing, and prevent blight due to the presence of vacant parcels or dilapidated buildings. Density bonuses, housing grants for rehabilitation, and other incentives should be utilized. Brownfields (no longer active commercial or industrial sites that are or may be polluted) should also be identified, cleaned, and promoted for development.

Policies, Standards, and Procedures

Infill/redevelopment policies, standards, and procedures will apply to proposals for activities in designated areas. Forms of potential infill development include:

- The addition of new dwellings on vacant lots and other undeveloped parcels surrounded by existing residential development.
- The redevelopment of properties
- The introduction of neighborhood-related non-residential development, provided that these developments meet performance and architectural standards respecting the neighborhood's positive characteristics, level of activity, scale, and parking and traffic conditions.

Natural Areas

Environmentally sensitive areas (ESAs), such as wetlands and floodways, should not be developed and should be placed in conservancy. These features should be included in the design of developments as integral amenities and in some cases maintained in common ownership and utilized in the design of stormwater management facilities.

Parkways are recommended as linear parks typically along waterways. These parks are proposed to be primarily passive in nature, but they could contain multipurpose trails and associated amenities, such as park benches and/or picnic tables. The parkways and trails could be used for walking, biking, picnicking, and general access to waterways.

General Land Use Recommendations

- Consider developing and revising subdivision regulations to allow for traditional neighborhood developments and to promote other elements of Smart Growth, such as narrower rights-of-way and smaller minimum lot sizes.
- Encourage and promote mixed-use developments where appropriate infrastructure exists.
- Promote compact development by encouraging development to locate in areas where existing services and infrastructure are provided or where they can be easily provided in a cost-efficient manner before extending new services.
- Promote development patterns that emphasize “community” and “neighborhood” while discouraging isolated, fragmented utilization of land.
- Work with the neighboring town to identify plans for areas along community borders and/or establish a boundary agreement to ensure compatible land uses and minimize potential conflicts.

- Work to improve the quality of life for citizens, avoid the negative consequences associated with loss of efficiencies from urban sprawl, and create interesting places that attract an educated workforce.

Residential Land Use Recommendations

The land use element of the plan provides for expanded residential development in a coherent manner. Future plans may determine the appropriateness of the conversion of additional acreage to residential use as development pressures expand.

- Encourage at least two (and preferably more) types of housing units (single-family, duplex, multifamily, condominium, elderly care/group homes, etc.) in all large-acreage developments (i.e., over 30 acres in size) where at least one-half of the lots are intended for residential uses.
- Avoid the concentration of higher density housing types in any one location.
- Strategically mix commercial, institutional, and recreational uses within residential developments to ensure residents have the option to walk or bike to these uses.

Commercial/Industrial Land Use Recommendations

There are a number of business uses in the City that are reliant on a highway arterial or collector road location. The City wishes to reduce the potential for conflicting traffic movement, congestion, and hazardous conditions along these highways. This plan attempts to balance the benefits of the City's tax base that this type of development will bring with the impacts associated with highway business development.

- Enhance or redevelop commercial and industrial uses.
- Strongly promote the preservation and/or redevelopment of the downtown area.
- Encourage compact development and promote the redevelopment of underutilized, vacant, blighted, or brownfield commercial and industrial sites and buildings to efficiently utilize existing public utilities and services.
- Work to ensure that adequate infrastructure is in place, including utility services and transportation facilities, for existing and future business expansion needs.
- Develop and/or maintain design review standards and site plan review processes to ensure quality commercial and industrial development.
- Promote the inclusion of a mix of small commercial ventures within, and in close proximity to, business park developments.
- Focus redevelopment efforts (particularly in the downtown) by making streets and business facades more pedestrian-friendly for shoppers by encouraging buildings with minimal setbacks and with commercial uses on the first floor and residential uses above.
- Identify and expand industrial land to provide sufficient acreage for future needs in appropriate locations.
- Consider requiring business site plans to include sidewalks and/or trails (where appropriate), parking, and parking lot landscaping standards, including landscaped islands within large parking lots that break up the expanse of pavement.
- Promote infill development and redevelopment opportunities to take advantage of existing infrastructure and services and to prevent blight created by vacant and dilapidated buildings and parcels.

Natural Resources, Open Space, and Outdoor Recreation Land Use Recommendations

- Preserve and protect surface water features, including the cultural and scenic resources associated with these stream corridors.
- Develop smaller, accessible neighborhood parks within residential areas to create a sense of identity for the neighborhood and a gathering place for its residents.

Transportation System Recommendations

- Require well-connected internal street patterns within new development that also have frequent connections to the existing street system to enable and encourage people to walk and bicycle.
- Allow the development of cul-de-sacs near physical or environmental constraints that prohibit street connectivity.
- Encourage the development and redevelopment of buildings that have zero or minimal setbacks, parking along the side or in the rear, and other features to allow for user-friendly bicycle and pedestrian modes of transportation.
- When cul-de-sacs must be built or development and physical barriers are not insurmountable, communities should require the designation of public rights-of-way at or near the end of the cul-de-sacs for multi-use paths that connect to neighboring subdivision, schools, parks, and other destinations.

LAND USE

GOALS AND OBJECTIVES

Goal: Encourage controlled growth that achieves a desirable mix of land uses.

Objective:

1. Discourage unplanned development along major corridors.

Goal: Minimize land use conflicts between Osseo and its neighboring localities.

Objectives:

1. Direct commercial growth downtown and to the I-94 interchange.
2. Direct industrial growth to the I-94 interchange area to the east and in the area of the existing industrial park in the northeast portion of the city.

Goal: Preserve and enhance the unique character of Osseo.

Objectives:

1. Encourage residential/commercial infill development that complements surrounding land uses.
1. Preserve and enhance the downtown as a retail core of the community.

Goal: Implement and maintain a land use plan and map that reflects current community values and provides for future expansion.

Objectives:

1. By making land use decisions based on the Future Land Use Plan and Map.
2. By comprehensively reviewing and updating this plan and map to ensure it continues to reflect current community values. Update the plan and map every 10 years.
3. By maintaining an adaptive plan that responds to new priorities over time.
4. By ensuring consistency between planning initiatives and implementation tools.

Goal: Revitalize and reestablish downtown Osseo as a vibrant community destination.

Objectives:

1. By connecting the downtown community destinations to increase traffic and promote community assets.
2. By encouraging a mix of businesses downtown.
3. By promoting infill and redevelopment downtown.
4. By ensuring the transportation system is adequately designed to serve the downtown. This includes bicycle compatibility and viable vehicular parking opportunities.
5. By ensuring that new development is well designed, high quality (materials), pedestrian oriented, and environmentally friendly.

Goal: To enhance transportation corridors that create attractive, safe, and efficient transportation opportunities for residents, visitors, and industry.

Objectives:

1. By enhancing and linking commercial/industrial districts to support existing and future neighborhoods.
2. By limiting strip commercial patterns that decentralize pedestrian accessible development.
3. By capitalizing on opportunities for infill and redevelopment along existing commercial corridors.

Goal: To promote reasonable growth and development that augments the municipal tax base and preserves community character.

Objective:

1. By establishing and implementing growth strategies to preserve community character while utilizing land as efficiently as possible and protecting environmentally sensitive areas.

Goal: To encourage quality design and establish a clear identity and sense of place for the City of Osseo through quality building and site designs.

Objectives:

1. By ensuring plans and regulations facilitate quality design.
2. By ensuring public improvements (e.g., signs, streets, buildings) incorporate attractive physical features in highly visible locations.

9. IMPLEMENTATION

INTRODUCTION

The keystone effort expressed in the previous chapters is the preparation of the comprehensive plan. The plan is the instrument which the City will utilize to plan for and guide the growth and development of Osseo over the next twenty years.

The comprehensive plan is considered to be a flexible guide to decision making rather than an inflexible blueprint for development. The decisions reflected in it regarding the location of different land uses were based on existing knowledge of the characteristics and expressed priorities of Osseo leaders and its people and anticipated growth and development patterns. As this knowledge or comprehension of these and other factors expands and makes existing proposals undesirable, then the plan should be amended.

Amendments should be made only after a realistic evaluation of existing conditions and the potential impact of such a change is made. Amendments should not be made merely to accommodate the daily pressures of planning and/or government. It is important to recognize that planning is a process that should occur on a continuing basis if the community is to take advantage of new opportunities as conditions change.

This comprehensive plan presents many proposals for the Osseo community which are considered reasonable, feasible, and extremely important to the welfare of the entire community. However, the value of the comprehensive plan will be measured in terms of the degree of success which the community achieves in accomplishing these proposals. The effectiveness of the comprehensive plan will be directly related to the ongoing recognition of the plan proposals by the City Council and by appointed boards and commissions. Their future decisions in taking administrative action, particularly those involving applications of provisions in the Zoning Ordinance and Subdivision Regulations, will determine the degree of success the community achieves in accomplishing the goals set forth in the plan.

The Plan Commission plays a very critical role in the planning process and must be ever alert to the opportunities and needs of the community; bringing such needs to the attention of the elected bodies or other entities within the community having direct responsibility for public improvements. The appraisal of local needs and the continuing application of the planning principals set forth herein will assure maximum benefits from the plan and will result in orderly and economical achievement of the goals which have been established in preparation of this plan.

Implementation depends upon both private and public action. Public action includes administration of the zoning ordinance and subdivision regulations, long-range financial programming, and the review by the Plan Commission of proposals affecting the physical development of the community. The Plan Commission has a continuing responsibility to see that the plan is kept alive, as well as adjusted to conform with changing conditions. It must be realized that a change in one phase of the plan will, in most probability, affect all parts of the plan; and therefore, thoughtful consideration should be given to all implications before making a decision.

Administrative personnel and appointive boards and commissions will have the plan to guide them in decision making. Close cooperation between the City and the Town is essential to proper administration and effectuation of the plan. Coordination with other governmental jurisdictions (i.e., County) and agencies is equally important to realization of planning goals.

The greatest number of decisions affecting urban development are made by citizens through private actions. Thus, it is essential that the public understand and support the plan. Through involvement of citizens in the development of the plan's goals and objectives, as well as additional input at various other stages of the planning process, it is the express intent of the plan to reflect the views of the community.

THE PLANNING PROCESS

Wisconsin's Comprehensive Planning Law (Wisconsin Statutes Sec. 66.0295) requires comprehensive plans to address plan implementation. This element includes a compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to City ordinances, maps, regulations and codes. It also describes how each of the elements of the plan will be integrated and made consistent with the other elements of the plan, and will include a mechanism to measure Osseo's progress toward achieving all aspects of the plan. Finally, this element provides a process for updating the plan no less than once every 10 years.

Development Control Ordinances

One of the most important tools of plan implementation is the authority to control development of private land. Osseo has a zoning ordinance and subdivision ordinance.

Capital Improvement Plan

A method by which the public related components of the comprehensive plan can be implemented is through capital improvements programming (CIP). The CIP provides an orderly sequence of funding, prioritization and project status. It furnishes a means of assuring that projects will be carried out in accordance with the community's ability to pay without creating an excessive tax burden.

A capital improvement may be defined as a major expenditure of public funds, beyond maintenance and operating costs, for the acquisition or construction of a needed physical facility. Salaries, supplies, and other overhead expenditures are considered maintenance and operating costs and should be provided for elsewhere in the annual budgetary process. Improvements or acquisitions of a permanent nature representing a long-term investment of public funds are considered a capital improvement.

A capital improvement program is simply a method of planning for major capital expenditures and scheduling them over a period of years in order to maximize the use of public funds. It is a means of attempting to coordinate a physical development plan with the jurisdiction's current and anticipated financial resources.

Consistency Among Plan Elements

Section 66.1001(2)(i) of the Wisconsin Statutes requires that this element include a discussion of how the elements will be made consistent with the other elements of the Comprehensive Plan.

All elements of this comprehensive plan were prepared simultaneously by City staff, residents, and consultants. All elements are designed to collectively achieve the City's vision, which is to "continue to maintain Osseo's identity as a small, attractive, friendly residential community. Over the next 20 years, the City will enhance its character and sense of place, which is defined by its unique neighborhoods, corridors and City edges." There are no known inconsistencies between the different elements of chapters in this Plan.

Plan Adoption, Monitoring, Amendments and Update

Plan Adoption

The first official action toward plan implementation is adoption of the plan document by the City Plan Commission. After the Plan Commission adopts the Plan by resolution, the City Council must adopt the plan by ordinance. This action formalizes the plan document as the current basic frame of reference for general development decisions over the next 20 years. The plan, thereby, becomes a tool for communicating the community's land use policy and for coordinating various individual decisions into a consistent set of actions to harmoniously shape the area's continued growth in the desired manner.

Plan Use and Evaluation

The City of Osseo will base all of its land use decisions against this Plan's goals, objectives, policies, and recommendations, including decisions on private development proposals, public investments, regulations, incentives, and other actions.

Although Osseo is a stable community with relatively limited growth and development expected over the life of this Plan, future conditions cannot always be accurately predicted. Accordingly, such variables as community character and transportation safety and mobility should be periodically compared against the Plan's assumptions and recommendations.

This Plan should be evaluated every two to three years to determine the City's progress toward implementing the Plan and identifying areas that need to be updated. A joint meeting of the City Council and Plan Commission should be conducted every two to three years to perform the evaluation. The evaluation should consist of reviewing actions taken to implement the plan, including their successes, failures, and costs. It should also include an updated timetable of actions not yet taken and their projected costs.

Plan Amendments

This Comprehensive Plan may be amended at any time by the City Council following the procedures set forth in Wisconsin Statutes § 66.0295(4). Amendments are generally defined as minor changes to the plan maps or text. Amendments may be needed for a variety of reasons including:

- Changes in City goals, objectives, policies and recommendations
- Unique opportunities presented by private development proposals
- Changes in City programs and services
- Changes in state or federal laws

Any proposed amendments should be submitted to the Plan Commission for their review and recommendations prior to being considered by the City Council for final action.

Plan Update

Wisconsin's Comprehensive Planning Law requires that the comprehensive plan be updated at least once every 10 years. An update is different than an amendment because the update is often a substantial rewrite of the plan document and maps. In addition, on January 1, 2010, "any program or action that affects land use" must be consistent with locally-adopted comprehensive plans, including zoning and land division ordinances. The City should continue to monitor any changes to the language or interpretations of the State Law over the next seven years, and should consider updating the document prior to 2010.

FIVE-YEAR ACTION PLAN

What	Who	When
Complete new City Hall/Community Center	City Council	2010
Increase capacity of City sanitary treatment plant	City Council/Staff/Engineer	2010-2015
Review zoning map for accuracy and amendments	Staff/Plan Commission	2010-2011
Update swimming pool building to meet ADA standards	Staff	2013
Assess park space needs east of Interstate	Staff/Plan Commission	Ongoing
Reconstruct aged water and sewer with street construction	City Council/Staff/Engineer	2010-2015
Upgrade pool drains to meet Virginia Graeme Baker Act requirements	Staff	2010
Replace walking trail foot bridge	Staff/Council	2010

Appendices

Maps

Osseo Community Survey Results — May 2008

Plan Commission Resolution

Town Board Adoption Ordinance