



**Plan Commission Agenda
October 21, 2025 at 4:00 PM
City Hall - Room 404
215 Church Ave, Oshkosh, WI**

A. Call to Order/Roll Call

B. Consent Agenda

1. Approve minutes from the September 16, 2025 Plan Commission meeting*

C. Items Removed from Consent Agenda

D. Regular Agenda

2. Review and make a recommendation on the Quarry Park Master Plan

E. Other Business*

3. 2026 Plan Commission Meeting Schedule and Location - Planning Services Manager

F. Adjournment

Workshop

Potential Planned Development at the northeast corner of West Fernau Avenue and Vinland Street for a private high school (Valley Christian School)

**Item does not require Common Council action*

To send written correspondence to Plan Commission mail or drop off at Planning Services, 215 Church Avenue, Room 204, Oshkosh, WI 54901 or email planning@oshkoshwi.gov (prior to the meeting)

Upon reasonable notice, persons who may require ADA accommodations can call the Planning Services Division at (920) 236-5059 between 8:00 AM - 4:30 PM, Monday through Friday.



TO: Plan Commissioners and Common Council Members
DATE: 10/21/2025
SUBJECT: Approve minutes from the September 16, 2025 Plan Commission meeting*

Please see the attachments below for information related to this item.

Attachments

Item 1

PLAN COMMISSION MINUTES

September 16, 2025

PRESENT: Kathleen Propp, Dan Paulick, Council Member Buelow, David Rucker, Margy Davey, Karl Loewenstein, John Kiefer, Thomas Perry

EXCUSED: Ed Bowen, Meredith Scheuermann

STAFF: Kimberly Gierach, Planning Services Director; Brian Slusarek, Principal Planner; Hannah Schueler, Economic Development Specialist; Harmony Powell, Office Assistant; Oshkosh Media

A. Call to Order/Roll Call: Chairperson Perry called the meeting to order at 4:00 pm. Roll call was taken and a quorum declared present.

B. Consent Agenda

- 1. Approve minutes from the September 2, 2025 Plan Commission meeting**
- 2. Grant Privilege-in-the-Street for private underground telecommunication line located in the West Waukau Avenue right-of-way**

Mr. Perry asked if any members of the public wished to speak. There were none.

Mr. Perry asked if any member of Plan Commission wished to pull any items off consent. There were none.

Motion by Kiefer to adopt the findings and recommendation as stated in the staff reports.

Seconded by Buelow.

Mr. Perry asked if there was any discussion on the motion. There was none.

Motion carried 8-0.

C. Items Removed from Consent Agenda: There were none.

D. Regular Agenda

- 3. Review and make a recommendation on a General Development Plan and Specific Implementation Plan for building entrance landing and ramp at 608 Jefferson Street (Victory Baptist Church) and adjacent property located at the northeast corner of Jefferson Street and East Parkway Avenue**

Site Inspections Report: Mr. Rucker, Mr. Paulick, Mr. Buelow, Mr. Perry, and Mr. Bowen reported visiting the site. Staff report accepted as part of the record.

Mr. Slusarek presented the staff report and recommends approval with the applicable findings and conditions.

Mr. Perry opened up technical questions to staff.

Mr. Rucker raised a question about the positioning of the ramp.

Mr. Perry asked if the adjacent lot will need to be included in this plan.

Mr. Perry opened public comment and asked if the applicant wanted to make any statements.

Chris Bauknecht, of 1377 Midway Road in Menasha, discussed the project and was available for questions. The applicant commented on the orientation of the ramp and necessity for its planned location.

Mr. Perry asked if any members of the public wished to speak. There were none, so he closed public comment.

There was no closing statement from the applicant.

Motion by Propp to adopt the findings and recommendation as stated in the staff report.

Secoded by Buelow.

Mr. Perry asked if there was any discussion on the motion.

Mr. Rucker commented on the aesthetic of the ramp.

Mr. Buelow questioned an alternative placement of the ramp.

Chris Bauknecht returned to the podium to discuss the architectural restrictions presented by the ADA ramp.

Mr. Lowenstein asked about the ramp blocking the lower-level entrance.

Mr. Perry comments on the length of the ramp in relation to the original 2023 workshop.

Ms. Davey asked about ADA accessibility in the basement.

Motion carried 6-2 (Rucker and Lowenstein).

4. Review and make a recommendation on a Specific Implementation Plan for a drive-through car wash at 1700 South Koeller Street

Site Inspections Report: Mr. Paulick, Ms. Davey, Mr. Kiefer and Mr. Perry, Mr. Rucker, Mr. Lowenstein, and Mr. Buelow reported visiting the site. Staff report accepted as part of the record. Mr. Slusarek presented the staff report and recommends approval with the applicable findings and conditions.

Mr. Perry opened up technical questions to staff.

Ms. Davey asked about the number of lanes.

Mr. Perry opened public comment and asked if the applicant wanted to make any statements. Peter Schwabe of Peter Schwabe Inc, at W915 Harding Road in Rubicon, was available for questions and he complimented City staff.

Mr. Perry asked if any members of the public wished to speak. There were none, so he closed public comment. There was no closing statement from the applicant.

Motion by Davey to adopt the findings and recommendation as stated in the staff report.

Secoded by Kiefer.

Mr. Perry asked if there was any discussion on the motion.

Mr. Perry discussed the layout of the building.

Motion carried 7-1 (Perry).

E. Other Business: There was none.

F. Adjournment -There being no further business, the meeting adjourned at 4:24 pm.
(Davey/Buelow)

No workshops followed the meeting.

Respectfully Submitted,

Kimberly Gierach
Planning Services Manager
KG/km&hp



TO: Plan Commissioners and Common Council Members
DATE: 10/21/2025
SUBJECT: Review and make a recommendation on the Quarry Park Master Plan

Please see the attachments below for information related to this item.

Attachments

Item 2

ITEM 2: Quarry Park Master Plan

The Parks Department is requesting recommendation of the Quarry Park Master Plan which has been prepared by Rettler Corporation in cooperation with city staff, the Advisory Parks Board, and the Quarry Park Neighborhood Association.

Quarry Park is an 8.02-acre parcel located at 925 Florida Avenue. The property is the site of a former quarry and landfill dating back to the 19th century. Due to the history of the site and limitations per the Wisconsin Department of Natural Resources (DNR), the public was informed that limited excavation or below ground disturbance could occur.

Rettler Corporation gathered public input during two sessions in 2025. After the first meeting on May 19, 2025, it was determined that gravel trails, natural planting areas, stone outcroppings, additional trees, new park identification sign, open play green space, benches and possibly a music garden area should be included in the plan. Two conceptual site plans were produced from the input provided at that public meeting. Those two options were presented at the second public meeting on July 28, 2025. The public input from that meeting resulted in a preferred concept plan along with cost estimates.

The Advisory Parks Board recommended approval of the Plan at its September 8, 2025 meeting. Planning staff has reviewed the proposed Plan and supports its alignment with Oshkosh's Comprehensive Plan.

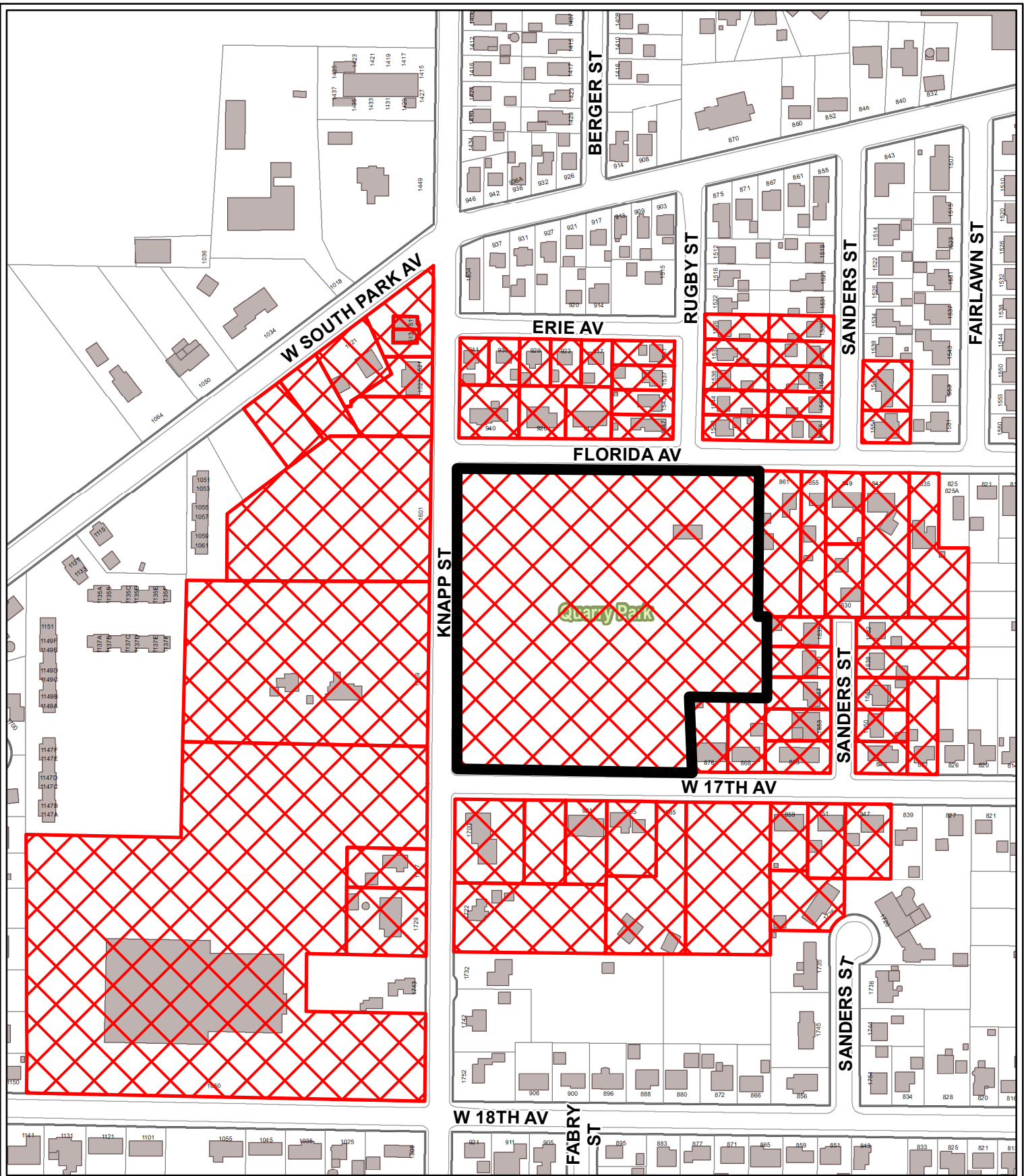
The Quarry Park Master Plan was developed to provide clarity for future use of the park and to assist in implementing the ideas outlined within the Plan. Prior to any site development, the city is required to submit plans to the DNR for review and approval.

The Plan is divided into seven sections with an appendix section.

Master Plan	Appendix
1. Introduction	A. Detailed Cost Estimate
2. Site Analysis	
3. Needs Assessment	
4. Master Plan Development	
5. Cost Overview	
6. Conclusion	
7. References	

The Quarry Park Master Plan is consistent with the goals listed in the recently adopted Comprehensive Outdoor Recreation Plan (CORP) calling for developing long-range master plans for parks within the system.

Recommendation: Staff recommends Plan Commission approve the Quarry Park Master Plan based on a finding that it is not in conflict with the Comprehensive Plan or zoning of the property.



Notice Map Quarry Park

City of Oshkosh maps and data are intended to be used for general identification purposes only, and the City of Oshkosh assumes no liability for the accuracy of the information. Those using the information are responsible for verifying accuracy. For full disclaimer please go to www.ci.oshkosh.wi.us/GISdisclaimer

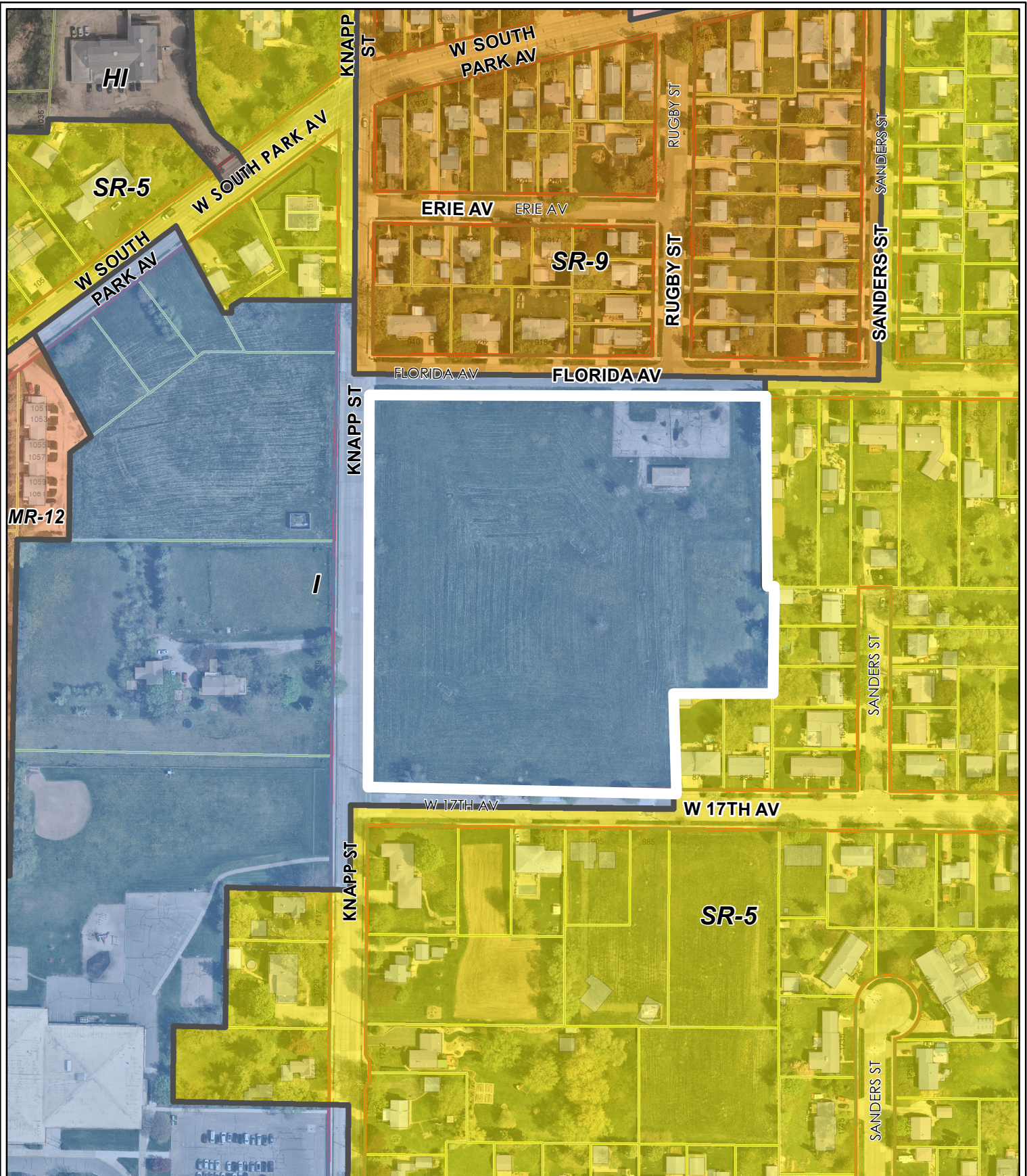


1 in = 0.05 mi
1 in = 260 ft

Printing Date: 9/30/2025

Prepared by: City of Oshkosh, WI





Zoning & Aerial Map Quarry Park

City of Oshkosh maps and data are intended to be used for general identification purposes only, and the City of Oshkosh assumes no liability for the accuracy of the information. Those using the information are responsible for verifying accuracy. For full disclaimer please go to www.ci.oshkosh.wi.us/GISdisclaimer



1 in = 0.04 mi

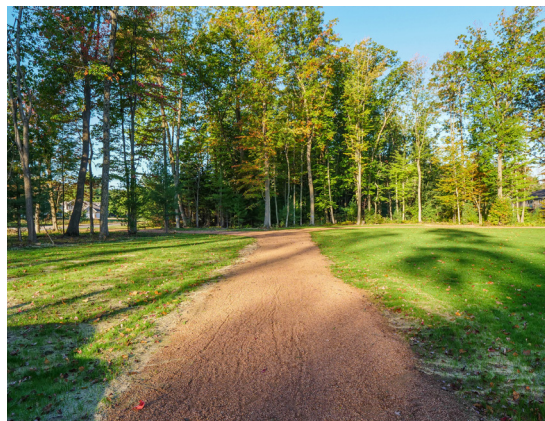
1 in = 200 ft

Printing Date: 10/1/2025

Prepared by: City of Oshkosh, WI



Quarry Park Master Plan



DRAFT | October 2025
Project No. 25.016

Oshkosh, Wisconsin



Prepared for:

City of Oshkosh Parks Department
805 Witzel Avenue
Oshkosh, WI 54902



Prepared by:

Rettler Corporation
3317 Business Park Drive
Stevens Point, WI 54482

October 2025

ACKNOWLEDGEMENTS

The following persons provided critical input, support, and critique in the development of this document. The City of Oshkosh and Rettler Corporation wish to thank the following people for their time and assistance in developing this plan.

City of Oshkosh City Council:

Matt Mugerauer, Mayor
Joseph Stephenson, Deputy Mayor
Karl Buelow, Council Member
Brad Spanbauer, Council Member
Jacob Floam, Council Member
Kris Larson, Council Member
DJ Nichols, Council Member

City of Oshkosh Advisory Park Board:

Tim Franz, Seat 1
Becky Metz, Seat 2
Lester Millette, Seat 3
Amy Davis, Seat 4
Jacob Floam, Council Rep.
Devon Hudak, Alternate 1
Steven Herman, Alternate 2

City of Oshkosh Staff:

Ray Maurer, Parks Director
Chad Dallman, Assistant Parks Director
Travis Derks, Landscape Operations Manager/City Forester
Jenny McCollian, Revenue Facilities Manager

Rettler Corporation:

John Kneer, ASLA, PLA, President
Rebecca Ramirez, PLA

TABLE OF CONTENTS

Master Plan

1.0 Introduction.....1

2.0 Site Analysis.....3

3.0 Needs Assessment.....7

4.0 Master Plan Development8

5.0 Cost Overview12

6.0 Conclusion.....13

7.0 References14

Appendix

A. Detailed Cost Estimate

1.0 INTRODUCTION

Quarry Park consists of property from three adjacent quarries that date back to the 19th century.

William Faber's Oshkosh Stone Company (50 feet deep) was the last quarry to close, operating until 1954. The City of Oshkosh then purchased or leased most of the land for sanitary landfills by 1962. By 1968, the three landfills had been filled and plans were made for grading, fencing, and adding park facilities.

In 2010, the city installed a vent system in the former quarry to safely manage methane levels.

In 2025 the city partnered with Rettler Corporation, a Stevens Point based landscape architecture, engineering, and design firm to create the following Quarry Park Master Plan.



*Aerial view captured in 1937, illustrating historical quarry activity.
Photo courtesy of the GeoData@Wisconsin, Aerial Photography, Winnebago County, WI 1937.*

Project Milestones

April 30, 2024 Quarry Park Listening Session

March 27, 2025 Quarry Park Discussion with DNR

May 1, 2025 Follow Up Meeting (virtual)

May 19, 2025 Neighborhood Input Meeting

July 28, 2025 Neighborhood Input Meeting 2

Sept 8, 2025 Advisory Park Board Presentation

Oct 21, 2025 Plan Commission Presentation

2.0 SITE ANALYSIS

Quarry Park is situated between Florida Avenue, Knapp Street, and W 17th Avenue, in the south-central part of the City of Oshkosh.

Parcel #: 91307010000

Size: 8.02 acres

Address: 925 Florida Avenue

The site is predominately composed of open green space with only a few trees, all of which are located along the perimeter. In consequence of its former usage and history of fill, the site is undulating and rather flat, though sloping gently toward the east. The western two thirds are roughly four feet above the eastern third, with some brief 3% and 4% slopes between them.

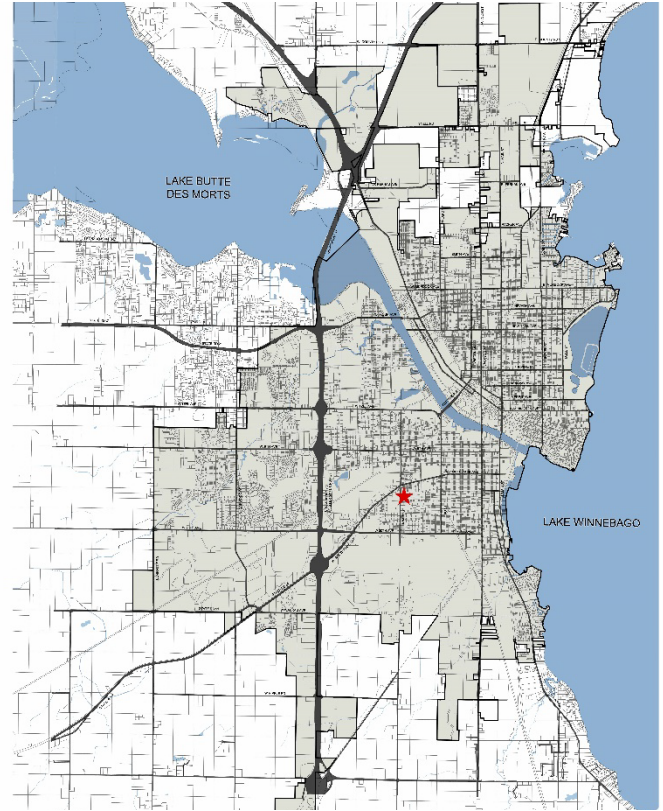
The lowest point is in the northeast corner. The highest point is at the southwest corner.

Access is either by car, with street parking along Florida Avenue and W 17th Avenue, or by foot utilizing the local sidewalks and road crossings.

According to the Wisconsin Department of Natural Resources Surface Water Data Viewer, there are no wetlands on the site, however there is one area of wetland indicator soils hatch in the middle of the eastern edge. A wetland delineation may be required before construction.

While the surrounding area is composed of 7314B2 Kewaunee Silt Loam according to USDA NRCS Web Soil Survey, it's uncertain what is actually in Quarry Park, given the site's history of fill.

Please refer to the following maps showing landfill limits, wetland indicator soils extents, and the site analysis.





EXISTING SITE KEYNOTES

- ① FORMER PARKING LOT
- ② FORMER PARK PAVILION
- ③ EXISTING PARK SIGN
- ④ EXISTING TREES 



CITY OF OSHKOSH
 QUARRY PARK ■ EXISTING SITE
 925 FLORIDA AVENUE ■ OSHKOSH, WI 54904



0' 40' 80' 120'
 RETTLER CORP. PROJECT # • 25.016
 DATE • 07.21



• 3317 BUSINESS PARK DRIVE, STEVENS POINT, WI 54482
 • TELEPHONE 715-461-2641 • 715-341-0431
 • EMAIL: INFO@RETTLER.COM • WEBSITE: WWW.RETTLER.COM



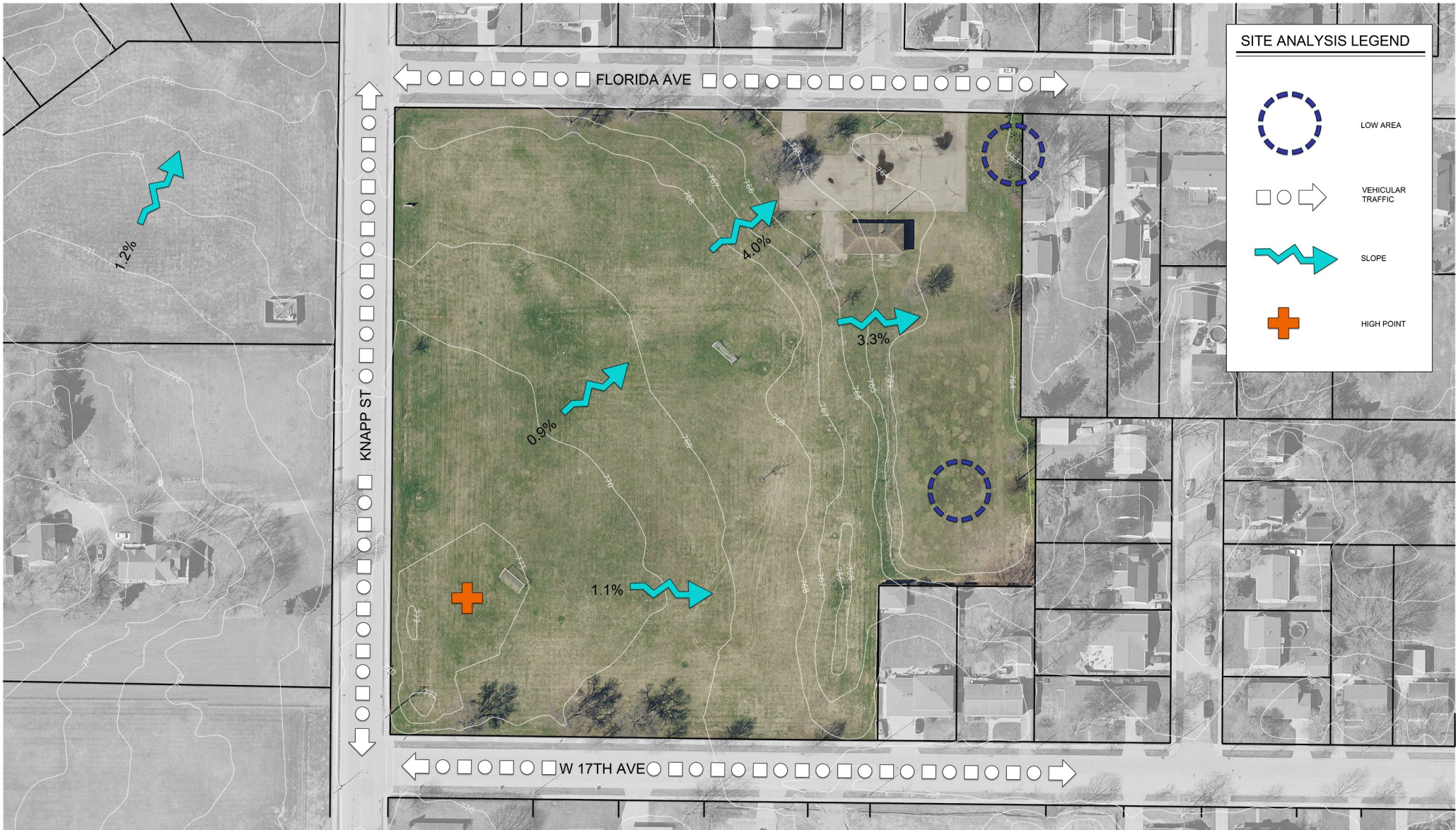
CITY OF OSHKOSH
 QUARRY PARK ■ WETLANDS & INLAND
 925 FLORIDA AVENUE ■ OSHKOSH, WI 54904



0' 40' 80' 120'
 RETTLER CORP. PROJECT # • 25.016
 DATE • 07.21



• 3317 BUSINESS PARK DRIVE, STEVENS POINT, WI 54482
 • TELEPHONE: 920-764-2641 • 920-715-341 (D43)
 • EMAIL: INFO@RETLER.COM • WEBSITE: WWW.RETLER.COM



3.0 NEEDS ASSESSMENT

Several community input meetings were held with the neighborhood residents to listen to thoughts, concerns, and desires for the space.

The first meeting was held on April 30, 2024 with city parks staff, Paul Timm from AECOM, and several neighborhood association members. The parks director introduced the background, goals, and consultant. Then John Kneer with Rettler Corporation took the floor, describing the listening session and general park master planning process. After a brief presentation, he opened the discussion for comments and questions. Significant topics included the site history and constraints.



A review meeting was held with the DNR on March 27, 2025 to verify what was permissible and what would not be possible.

The second community input meeting was held May 19, 2025, in which various potential amenities were discussed and enough input gained to create two concept plans.

The third meeting was conducted on July 28, 2025 in which both concepts were presented and further input solicited. At this meeting, the group was unanimous in their decision that Concept 2, with some modifications, should become the base for the master plan. The Oshkosh Parks Department staff suggested some revisions as well.

After making these changes, a cost estimate was developed for the preferred concept, and both were presented to the Advisory Park Board on September 8, 2025.

4.0 MASTER PLAN DEVELOPMENT

CONCEPT 1

In this concept, 6-ft wide gravel trails form two large loops within the park. Entry trail connections, decorated with stone outcroppings and native plantings, connect each corner of the park to the loop. A central viewing area is positioned at the top of the 3-4% slope transition. Near the center of the site, an east-west 300'x150' mowed multiuse grass area is preserved for impromptu neighborhood games. Large parts of the site will be dedicated to naturalized prairie areas with educational signage. Site amenities include boulder seating and picnic tables. Existing trees are preserved and approximately nine additional trees will be added in areas well outside the landfill limits. A park identification sign will be placed near the northwest corner.

CONCEPT 2

In this concept, the 6-ft wide gravel trails intersect the park, connecting the corners and providing paths through the park. Access points with landscaped stone outcroppings remain at each corner of the park. The trails meet at the center of the site in a small loop decorated with more outcroppings and seating. A viewing area is positioned at the top of the 3-4% slope transition. The 300'x150' multiuse grass field area has been rotated to run north-south and is located in north-central part of the site. Naturalized prairie areas with educational signage are positioned to accommodate the paths and playing field. Site amenities include boulder seating and picnic tables. Existing trees are preserved and approximately twelve additional trees will be added in areas well outside the landfill limits. A park identification sign will be placed near the northwest corner.

MASTER PLAN

Concept 2 was preferred by a substantial margin. An intersecting trail through the park was selected in place of looped trails to better reflect community preferences and site accessibility goals.

Changes from Concept 2 included altering the prairie areas somewhat, revising some path connections, and the addition of musical play equipment to the center of the park, creating something unique for children to interact with and encourage creative play.

Construction may be phased, as funds allow.







5.0 COST OVERVIEW

The following site development cost ranges have been derived from 2024 actual project construction costs. Redevelopment may be phased; therefore, the total cost should be evaluated by both individual elements and their phasing potential.

Earthwork and Demolition	\$97,900.00
Utilities	\$15,000.00
Native Seeding Area	\$45,800.00
Walking Trails	\$58,400.00
Musical Play Equipment	\$32,100.00
Miscellaneous Amenities (Seating, Signage, Stone Outcroppings, etc.)	\$175,000.00
Construction Items Total	\$424,200.00
Contingency (at 10%)	\$42,500.00
Construction Estimate Subtotal	\$466,700.00
Geotechnical Borings	\$15,000.00
Project Soft Costs	\$39,670.00
Summary - Project Total	\$521,370.00

(See Appendix A for detailed cost estimate line items)

6.0 CONCLUSION

Quarry Park is an important resource to the surrounding community, as well as a memorial to Oshkosh's limestone quarrying legacy. Not far away is the Robert Lutz house, designed by architect William Waters using stone from the nearby Lutz-owned quarry.

The goal of the Quarry Park Master Plan is to transform the current open green space into a more functional park while addressing environmental concerns. Although Quarry Park's status as a former landfill precludes many of the usual park amenities, with careful planning and a creative approach, the space can be transformed into a peaceful and scenic environment with abundant trails for recreation.

The naturalized prairie areas offer a range of ecological and educational benefits. These areas will require minimal maintenance while supporting biodiversity, providing habitat for pollinators, birds, and other wildlife. At the heart of the park, a musical garden designed for children serves as an engaging and interactive centerpiece.

We believe that redeveloping Quarry Park, following the input and concepts included in this document, will result in Quarry Park's return to a focal point in the neighborhood and its continued position as an integral part of the City of Oshkosh Park System.

7.0 REFERENCES

- City of Oshkosh. Information about parks, boards and committees, and GIS information. Retrieved from URL:
 - <https://www.oshkoshwi.gov/>
- Oshkosh Parks Department. Ray Maurer, Parks Director, and other department staff and members, provided important information regarding the current needs and recommendations for the City of Oshkosh.
- USDA Natural Resources Conservation Service Web Soil Survey.
 - <https://websoilsurvey.sc.egov.usda.gov/App/WebSoilSurvey.aspx>
- Winnebago County Wisconsin. Mapping and GIS information. Retrieved from URL:
 - <https://www.winnebagoountywi.gov/405/GIS-Department>
 - <https://www.winnebagoountywi.gov/407/Data-Download>
- Wisconsin Department of Natural Resources. Surface Water Data Viewer. Retrieved from URL:
 - <https://dnrmapping.wi.gov/H5/?Viewer=SWDV>

APPENDIX

Appendix A

Detailed Cost Estimate

PRELIMINARY COST ESTIMATE

City of Oshkosh
Oshkosh, Wisconsin
September 2, 2025
Quarry Park Redevelopment
Rettler Project No.: 25.016



Item No.	Item Description	Units	Estimated Quantity	Unit Price	Extension	Category Sub Total
EARTHWORK / DEMOLITION						\$97,900.00
1.	Mobilization	L.S.	1	\$38,500.00	\$38,500.00	
2.	General Demolition	L.S.	1	\$5,000.00	\$5,000.00	
3.	Strip and Remove Topsoil, 6-inch depth	S.Y.	2,880	\$8.00	\$23,040.00	
4.	Strip Topsoil, 6-inch depth	S.Y.	1,220	\$3.00	\$3,660.00	
5.	Place Screened Topsoil, 6-inch depth	S.Y.	1,220	\$3.00	\$3,660.00	
6.	Seed/Fertilize/Mulch Common Green Space (disturbed area along trails and outcroppings)	S.F.	25,000	\$0.50	\$12,500.00	
7.	Erosion Control	L.S.	1	\$10,000.00	\$10,000.00	
8.	Tracking Pad	EACH	1	\$1,500.00	\$1,500.00	
UTILITIES						\$15,000.00
9.	Stormwater Management Allowance	L.S.	1	\$15,000.00	\$15,000.00	
NATIVE SEEDING AREA						\$45,800.00
10.	Native Seeding Area (Seed/Fertilize/Mulch)	S.F.	91,600	\$0.50	\$45,800.00	
WALKING TRAILS						\$58,400.00
11.	Crushed Limestone @ 2" depth	S.Y.	2,880	\$8.00	\$23,040.00	
12.	Base Aggregate Dense, 1-1/4-Inch, 6" depth	S.Y.	2,880	\$10.00	\$28,800.00	
13.	Geotextile Fabric	S.Y.	2,880	\$2.25	\$6,480.00	
MUSICAL PLAY EQUIPMENT						\$32,100.00
14.	Musical Playground Equipment	PIECE	5	\$6,000.00	\$30,000.00	
15.	Concrete, 5-inch depth (equipment area)	S.F.	255	\$7.00	\$1,785.00	
16.	Dense Graded Base, 6-inch depth (equipment area)	S.Y.	31	\$7.00	\$218.17	
MISCELLANEOUS AMENITIES						\$175,000.00
17.	Site Furniture Allowance	L.S.	1	\$15,000.00	\$15,000.00	
18.	Site Outcropping Allowance	L.S.	1	\$125,000.00	\$125,000.00	
19.	Educational Signage Allowance	L.S.	1	\$10,000.00	\$10,000.00	
20.	Park Identification Sign	L.S.	1	\$15,000.00	\$15,000.00	
21.	Site Landscaping Allowance (trees and plantings)	L.S.	1	\$10,000.00	\$10,000.00	
SUMMARY						
CONSTRUCTION ITEMS TOTAL:						\$424,200.00
CONTINGENCY at 10%:						\$42,500.00
CONSTRUCTION ESTIMATE SUBTOTAL:						\$466,700.00
SURVEY & GEOTECHNICAL BORINGS						\$15,000.00
DNR PERMITTING & APPROVALS						TBD
PROJECT SOFT COSTS						\$39,670.00
SUMMARY - PROJECT TOTAL						\$521,370.00
Notes:						
Topographic Survey not completed at time of study. Existing base map may impact cost estimate.						
Geotechnical study not completed at time of study. Soil conditions may impact cost estimate.						