

*Income Growth in the Appleton Region*

Area Name	Per Capita Income					Four-Year Change
	1989	1999	2005	2010	2014	
Wisconsin	\$17,283	\$27,135	\$33,635	\$38,225	\$44,186	15.6%
Calumet County, WI	\$16,234	\$27,610	\$34,772	\$41,601	\$44,305	6.5%
Outagamie County, WI	\$17,389	\$27,243	\$34,104	\$37,046	\$43,665	17.9%
Winnebago County, WI	\$17,362	\$26,775	\$32,641	\$36,034	\$40,498	12.4%
Appleton CSA	\$17,161	\$27,317	\$34,247	\$38,034	\$42,405	11.5%

Source: Wisconsin Department of Workforce Development

The poverty status was determined for the City of Appleton in the 2014 American Community Survey and it concluded that 11.7 percent (8,218 persons) fell below the poverty level. From this portion of the population for whom poverty status was determined, 33.9 percent (2,789 persons) were under the age of 18. The US Census Bureau determines poverty on a family by family basis. The bureau assigns each family one of 48 poverty thresholds based on the size of the family and the age of its members. If a family falls below its appropriate poverty threshold, every member of that family is considered to be in poverty.

### Overall Community Goals

The City of Appleton conducted an extensive visioning process in 2016 to gain insight into community needs and desires. This process included three community workshops and an on-line survey. The full process and its results are documented in detail in Chapter 3, and along with other City and regional plans, were the basis for the overall goals identified in this chapter. These broad goals are further explored and defined in subsequent chapters, where additional objectives, policies, and initiatives are discussed.

- Goal 1 – Community Growth (Chapter 10)**  
 Appleton will continue to provide opportunities for residential, commercial, and industrial growth, including appropriate redevelopment sites within the downtown and existing neighborhoods, and greenfield development sites at the City's edge.
- Goal 2 – Neighborhood Development (Chapter 10)**  
 Appleton will preserve and enhance existing City neighborhoods, and require quality design in newly developed areas, to continue to provide an attractive setting for living and raising a family.
- Goal 3 – Housing Quality, Variety, and Affordability (Chapter 5)**  
 Appleton will provide a variety of rental and ownership housing choices in a range of prices affordable to community residents, and ensure that existing housing is adequately maintained in terms of physical quality and market viability.
- Goal 4 – Transportation (Chapter 6)**  
 Appleton will support a comprehensive transportation network that provides viable options for pedestrian, bicycle, highway, rail, and air transportation, both locally and within the region.



- **Goal 5 – Utilities and Community Services (Chapter 7)**  
Appleton will provide excellent public utility and community services at a reasonable cost, and will work with private utility companies to ensure quality service delivery.
- **Goal 6 – Education (Chapter 7)**  
Appleton will collaborate with public and private schools, colleges, and other educational facilities to ensure that the community continues to provide outstanding and diverse educational opportunities for residents of all ages.
- **Goal 7 – Agricultural, Natural, and Cultural Resources (Chapter 8)**  
Appleton will continue to protect and enhance its environmental quality and important natural resources, preserve historic sites, and support cultural opportunities for community residents.
- **Goal 8 – Economic Development (Chapter 9)**  
Appleton will pursue economic development that retains and attracts talented people, brings good jobs to the area, and supports the vitality of its industrial areas, downtown, and neighborhood business districts.
- **Goal 9 – Parks and Recreation (Chapter 18)**  
Appleton will provide a variety of parks and recreational programs to fulfill its mission: “Building communities and enriching lives where we live, work and play.”

- 7.4 OBJECTIVE: Maintain the existing public water and sanitary sewer infrastructure.**
- 7.4.1 Continue to maintain existing assets through regular monitoring of conditions and implementation of related utility plans such as the City’s Water System Master Plan (June 2007).
  - 7.4.2 Implement the recommendations contained in the final report titled “Evaluation of Phosphorous Treatment Optimization and TMDL Compliance.”
  - 7.4.3 Further study the digester gas and production uses from the anaerobic digesters to improve capture and use of the gases created.
  - 7.4.4 Continue to pursue permitting for the wastewater treatment facility’s biosolid composting pilot program.
- 7.5 OBJECTIVE: Implement effective stormwater management practices.**
- 7.5.1 Continue to implement the City’s Surface Water Management Plan and its WPDES Municipal Separate Storm Sewer System (MS-4) permit from the Wisconsin Department of Natural Resources.
- 7.6 OBJECTIVE: Continue to partner with other agencies, organizations, and businesses to proactively address public health and mental health issues in the community.**
- 7.6.1 Continue to support the goals and objectives of the City’s Health Department, area counties and other community agencies.
- 7.7 OBJECTIVE: Continue to partner with other agencies, organizations, and businesses to support programs and activities for at-risk populations.**
- 7.7.1 Continue to partner with and support organizations which build strong communities by supporting at-risk populations.
- 7.8 OBJECTIVE: Support creation of a new or remodeled library downtown.**
- 7.8.1 Continue to support the efforts of the library to best meet the needs of its users and contribute to a vibrant downtown.
- 7.9 OBJECTIVE: Continue to support practical, cost-effective and collaborative approaches to solid waste management and recycling.**
- 7.9.1 Continue to explore opportunities related to effective bio-solids management, including seeking successful permitting of the bio-solids program.
  - 7.9.2 Continue to partner with Outagamie County to provide high quality, cost effective solid waste and recycling services to residents.

**7.10 OBJECTIVE: Continue to coordinate, partner, and collaborate with educational institutions to support access for all to education.**

7.10.1 Explore an education summit or process to develop mutual goals and objectives among area educational institutions and the City, including but not limited to Appleton Area School District, Lawrence University, Fox Valley Technical College.

7.10.2 Support project based learning that connects those seeking an education with actual work experience in the community.

**7.10.3 Support lifelong learning programs with community organizations and the Library.**

**7.11 OBJECTIVES: Support Police, Fire and Emergency Services.**

7.11.1 Continue to support implementation of police, fire, and emergency service plans and programs.

**7.12 OBJECTIVES: Support the Access Appleton pilot program and follow up initiatives to encourage greater destination accessibility for all.**

- 8.2.12 Support Appleton's application for designation as a Bird City Wisconsin community, which is a coalition of communities focused on ensuring Wisconsin's urban residents maintain healthy populations of birds and grow an appreciation for them through conservation practices and education.

**8.3 OBJECTIVE: Continue and expand efforts to preserve, restore, and interpret important features of Appleton's rich history**

- 8.3.1 Preserve Appleton's historic resources through the City's Historic Preservation Ordinance and actions of the Historic Preservation Commission.
- 8.3.2 Educate property owners and encourage context-sensitive restoration of Appleton's historic and potentially historic properties.
- 8.3.3 Continue to educate eligible homeowners and business owners on the tax credits available to them through the State and Federal governments for both homeowner rehabilitation and commercial property improvements.
- 8.3.4 Improve on-site marking and interpretive signage for Appleton's historic sites.
- 8.3.5 In partnership with other organizations, develop a historic walking tour or tours for the downtown, Fox River Corridor, and historic neighborhoods similar to the Fox Trot Trail Historic Walk.
- 8.3.6 Continue to maintain the City's status as a member of the Certified Local Government Program through the Wisconsin Historical Society.
- 8.3.7 Continue to recognize individual efforts for exterior restoration and maintenance of buildings and structures through the annual historic restoration and stewardship/revitalization certificate awards program.
- 8.3.8 Support development of the proposed Fox River Locks Visitor Center on the Fox River.
- 8.3.9 Promote the incorporation of Appleton's history into the planning and development of future parks, trails, and other amenities.
- 8.3.10 Encourage redevelopment in the downtown area which compliments the existing historic character of the neighborhood and promotes greater livability.

**8.4 OBJECTIVE: Support the organizations, events, and venues that make Appleton the arts and cultural center of the Fox Cities.**

- 8.4.1 Provide appropriate financial, technical, and other resources to ensure the continued viability and growth of cultural organizations and attractions, in partnership with organizations such as Appleton Downtown, Inc., the Appleton Public Library, and the Fox Cities Convention and Visitor's Bureau.
- 8.4.2 Partner with other agencies and organizations to ensure the availability of adequate event space and logistical services to facilitate cultural and related events within the community.
- 8.4.3 Continue to broaden education and collaboration with diverse communities.
- 8.4.4 Support development of a signature downtown amphitheater to showcase Appleton's growing music and cultural performance scene.

- **Downtown Plan Sub-Committee**

The Downtown Plan Sub-Committee met seven times during Plan development to help guide the process and review and comment on draft concepts. Final Plan recommendations from the Downtown Plan Sub-Committee were recommended for approval to the CPSC.

- **Appleton Parks and Recreation Committee**

The Parks and Recreation Committee met once to review and comment on draft concepts related to downtown and near downtown parks and recreational facilities.

- **Draft Plan House**

An open house was conducted to review and comment on the draft updated Comprehensive Plan and Downtown Plan with community members.

- **Final Plan Open House**

An open house was conducted to review and comment on the draft updated Comprehensive Plan and Downtown Plan with community members.

## Summary of Key Issues Impacting Downtown Appleton

Short summaries of the following key issues impacting downtown are provided below, based on the community engagement activities outlined above:

### Housing

- A variety of different types of housing products (both market and affordable) should be introduced downtown including row houses, pocket neighborhoods, and mid to higher density apartments.
- There is strong interest in maintaining healthy neighborhoods in and adjacent to downtown, including through home repair programs and encouraging more home ownership.
- Housing in fill should be looked at in the context of mixed use including potential public uses.
- Many of the second story units above retail on College Avenue are ripe for housing

### Transportation, Walkability

- The mobility study identified several issues:
  - Lack of pedestrian/bike accommodation on streets leading into and out of downtown
  - Stoplights which can be removed north of College Avenue to improve traffic flow.
  - Northbound routing is very confusing for drivers heading across Oneida Street into downtown.
- Increased traffic on main roadways, such as Memorial Drive and Oneida Street, are of concern to community members.
- Connecting the existing trails and bike lanes along the river and to downtown.
- The impact of the train on surrounding neighborhoods is a concern to residents.

## Parking

- Future parking structures should be mixed use.
- Related to ease of payment, parking should not be majority coin operated meters, only one attendant in one ramp, some retailers think parking perception keeps people away.
- There is not enough parking available downtown and future options should consider mixed-use facilities to maximize development opportunities.
- Parking was mentioned repeatedly as a challenge. Some retailers believe the difficulty/lack-of-convenience around parking keeps people away. They believe new signage would be helpful. They also recommend change machines, credit card payment options, and attendants in ramps who can process payments and give change.

## Grocery Store

- A grocery store should be considered for downtown to provide residents and office workers a convenient option for daily needs. Many residents also recognize there is not sufficient residential density to support a mid to larger format grocer.

## Library

- A renovated or new library should be centrally located downtown. A public library is an anchor institution whose success will enhance the overall liveability of downtown. The library is also a major traffic generator for downtown, and therefore a key economic asset. It attracts 400,000 to 500,000 visitors per year, many of whom patronize local downtown businesses in conjunction with their trip.

## Development & Business Climate

- Concern over distressed TID #3 and potential lack of possible incentives for larger scale redevelopment.
- Faster elimination of condemned/non-occupied properties and quicker repairs to declining infrastructure could assist in attracting new businesses to the City.
- RiverHeath has been a great example of potential development at the river front for multi-use facilities.
- Downtown is on the cusp of greatness. Other organizations can exist in their own world but would like to collaborate more with the City on all levels, including innovation/entrepreneurship.

## Security

- Several people feel security is an issue for shoppers, patrons, visitors as well as shop owners/operators.

## Organization and Marketing

- People are excited about the future of downtown Appleton and feel it is heading in the right direction.
- Business owners and visitors the work ADI is doing related to events, involvement of various shops and working relationship with City.
- Business operators who have been in business for a significant number of years like the way programming has drawn more people into the downtown but not necessarily during their operating hours.



availability of affordable housing and the ability of individuals and families to pay for such housing.”

- **Townhome/Condominiums**
  - 50 total units over the next five years for the downtown study area.
  - Likely highly concentrated at prices between \$250,000 and \$350,000.
  
- **Single Family**
  - 470 units over the next five years for the single family sector *citywide*.
  - However, given land supply and land price constraints, it is unlikely that the downtown core can support any concentrated development of single family homes.
  - In addition to new housing development, this Plan recognizes the importance of selectively rehabilitating existing housing stock as well. Housing and neighborhood revitalization strategies are explored in more depth within Chapter 5 of the City’s Comprehensive Plan.
  
- **Hospitality Industry**

Hospitality as defined in this report for the City of Appleton includes hotel, banquet, restaurant, bar, and other food or beverage related businesses. Downtown Appleton offers a significant variety of restaurants, night life, meeting venues, activities and hotel rooms to visitors and serves multiple market segments.

## Community Priorities

These items are the quality of life and functional building blocks which are intended to help achieve the overall vision for downtown Appleton. They are priorities which are important ingredients for a successful downtown, including quality of life and functional enhancements. Underlying each of the priorities is the need to provide an environment which is inclusive and welcoming to people of all backgrounds, ages, and abilities.

- **Fox Cities Exhibition Center**

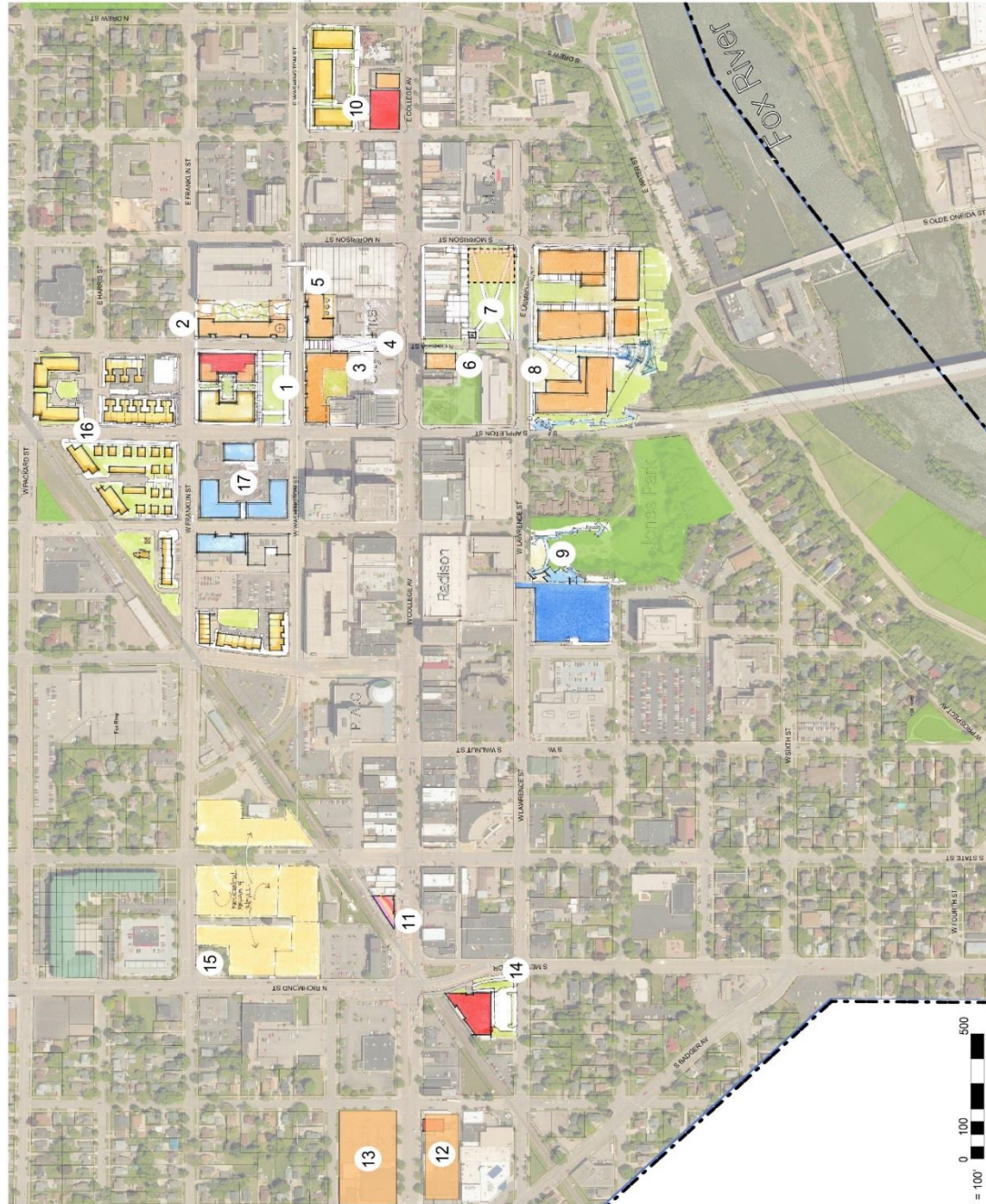
Final design for construction of a 65,000 sq. ft. exhibition center adjacent to Jones Park in downtown Appleton is underway with the goal of reaching substantial completion of the project by late 2017. This new landmark addition to the downtown will strengthen downtown’s hospitality industry by offering flexible event space, providing an outdoor plaza, and redefining Appleton’s skyline, all of which will enhance downtown’s image. By providing a destination south of College Avenue it will also play a critical role helping draw people down into Jones Park and south to the river.
  
- **Balanced Riverfront Revitalization**

Community input sessions identified a clear desire to balance future riverfront development to preserve and expand public access to the river while also supporting additional retail, restaurants, public art and residential development. The mixed use industrial flats is emerging as a unique example of successfully balancing several different types of land uses in a constrained environment. It should be noted that all riverfront development has maintained public access to the water via trails and other amenities.





- **Appleton Public Library**  
 Results of the community survey and public engagement activities indicate strong support for a new or remodeled library downtown. This plan envisions a new or remodeled library as part of a mixed used development downtown, either at the current location or elsewhere within the core downtown area.
- **Ellen Kort Peace Park**  
 This newly designated park is envisioned as a place which celebrates cultural diversity and various forms of public art. There is also broad support for developing the park in a manner which embraces the ecology of the river and celebrates the area's rich history. The Jones Park framework plan designed as part of the May 16-18, 2016 Design Workshop incorporates the site, however it should be noted that a separate stand-alone planning effort will be required to develop a final conceptual plan for Ellen Kort Peace Park.
- **Jones Park**  
 The Jones Park framework plan designed as part of the May 16-18 Design Workshop incorporates the current Jones Park site, however it should be noted that a separate stand along planning effort will be required to develop a final conceptual plan for Jones Park. The proposed plan envisions an amphitheater to support a variety of outdoor performances and events, while also providing opportunities for exercise, play, and informal activities. In November of 2016, the City Council approved the 2017 budget which includes \$1.5 million for the redevelopment of Jones Park.
- **A Walkable Downtown**  
 This plan calls for a variety of sidewalks, bike lanes, trails, and other pedestrian improvements identified in the 2016 Downtown Mobility Plan and the 2016 Trails Master Plan. This plan also identifies redevelopment opportunities and streetscape enhancements which will make downtown more walkable by providing more goods and services within walking distance of where people live.
- **Strong Downtown Neighborhoods**  
 This plan supports the overall vision for a great urban neighborhood by identifying quality of life priorities such as more grocery options downtown, a dog park, an art house cinema, and the importance of maintaining a clean and safe environment. Residential in-fill and housing rehabilitation will contribute to downtown livability.
- **Traffic Flow Improvements**  
 This plan supports the key findings from the 2016 Downtown Mobility Plan for converting Appleton Street and other downtown streets from 1-way to 2-way traffic to restore the street grid downtown and improve walkability.
- **Improved Parking**  
 This plan supports the recommendations of the 2015 Downtown Appleton Parking Study. Furthermore, it identifies two redevelopment opportunities on the site of two parking ramps which are slated to come down within the next several years (Blue Ramp and YMCA Ramp).



- 1 Commercial (Shops, Dining, Services)
- 2 Mixed Use (Office, Commercial, Residential)
- 3 Residential (Stacked Flats, Row Houses, Cottage Homes)
- 4 Professional Office
- 5 Public/Institutional
- 6 Redevelopment of library site into mixed use
- 7 New mixed use transit center w/ green roof
- 8 Commercial, residential, parking, mixed use
- 9 Renovate City Center market arcade
- 10 Residential stacked flats w/ rooftop deck
- 11 Residential conversion of upper floors in Zuelke Bldg.
- 12 Soldiers Square
- 13 Mixed use public, office, residential and parking
- 14 Expo Center w/ elevator access to Jones Park
- 15 Expanded Heid Music & adjacent mixed use residential
- 16 Conversion to artist studios and gateway enhancement
- 17 Building Rehabilitation
- 18 Former Thompson Center Rehab
- 19 Commercial Redevelopment
- 20 Residential Rehab and Infill
- 21 Mix of new Infill Housing Types
- 22 Professional Office



## Downtown Study

Appleton, Wisconsin

## Redevelopment Framework



## Redevelopment Framework

Downtown Appleton's strong retail and office environments, thriving arts and entertainment scene, and proximity to the Fox River, all make the area desirable for building rehabilitation and new development. Seventeen key development sites throughout the downtown area were identified during the planning process. A key feature of this plan is a deliberate shaping of the City with a focus on stimulating development north of College Avenue, where large areas of surface parking currently exist. Rehabilitating existing and adding new housing downtown is also identified as a priority.

### Opportunity Sites (Listed in no particular order)

#### 1. Existing Library Site

This site, north of E. Washington Street between N. Appleton Street and N. Oneida Street, is the site of the current library. The library occupies the northern half of the block, while the southern half of the block is surface parking. The site's close proximity to City Center Plaza, City Hall, and College Avenue make it a high priority location for future development north of College Avenue. If the library were to leave this site (or stay) the development concept envisioned is a three to five story mixed use development including a combination of office, commercial, and residential uses. Potentially, current on-site library parking would need to be accommodated on-street and in the Yellow Ramp.

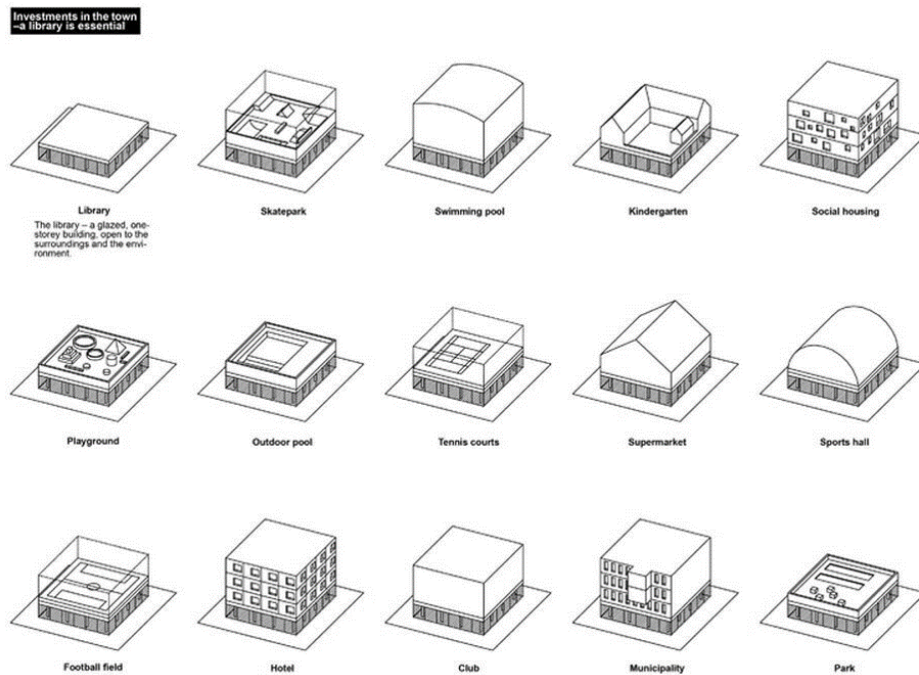


Figure 37 Libraries can be incorporated into a building which incorporates a variety of uses. The Kaukauna Public Library recently moved into a historic, mixed use building which includes professional office space.

## 2.6 Create more Fox River to Downtown tourism opportunities and connections

Create new opportunities to attract residents and visitors to the river by leveraging the proposed Fox River Locks Visitor Center.

- A. Encourage a canoe/kayak rental operation and boat storage on the river.
- B. Construct trailheads along the river to welcome visitors where appropriate and feasible.
- C. Plan, design, and install bike and pedestrian wayfinding to guide visitors to and from the Fox River.
- D. Continue investigating the potential for a bike share or bike rental program.



Figure 63 Milwaukee Kayak Company operates out of three rail containers, providing a flexible, low cost solution to providing equipment rentals

## 2.7 Support creation of a new or remodeled library with mixed uses downtown, which will significantly contribute to the arts and culture of downtown Appleton.

Mixed use options include but are not limited to a Senior Center, multi-family housing, and private sector office. A new or remodeled mixed use library will enhance the resident and visitor experience to downtown Appleton. The current library is a major trip generator for downtown Appleton, attracting 400,000 to 500,000 visitors per year many of whom patronize local downtown businesses. However, the current facility no longer meets the needs of a modern library system.



Figure 64 New libraries are often built as mixed use projects, such as the Willard Square Branch library in Milwaukee, which incorporates housing

**7.3 Consider developing a civic plaza on a portion of the YMCA ramp site when it comes down.**

A civic plaza would allow for connectivity to Houdini Plaza to accommodate large community events. The area can be repurposed as a mixed use area, with complementary development which supports the civic plaza concept.

**7.4 Plan, design, and construct improvements to Jones Park and Ellen Kort Peace Park**

It is anticipated that future improvements to Jones Park will be designed in a manner which fully embraces the Fox Cities Exhibition Center while also strengthening connectivity between downtown Appleton and the river. While a preliminary plan for the area was developed during the downtown planning process, the City intends to conduct a formal park planning process in order to identify a preferred vision and design for the park. Future planning should leverage opportunities to integrate with the proposed redevelopment on the bluff site, as well as the Fox Cities Exhibition Center.

It is anticipated that Ellen Korte Peace Park will emphasize nature, art, and culture over active play areas or highly formal programming. While a preliminary conceptual plan for the area was developed during the downtown planning process, the City intends to conduct a formal park planning process in 2017 in order to identify a preferred vision and design for the park.

**7.5 Continue to support public and private efforts to identify and develop pocket parks, alleyways, and other pedestrian opportunity zones off of College Avenue.**

In addition to promoting a more walkable environment downtown through streetscape enhancements, the City and its partners should continue to support efforts to make downtown alleyways more interesting, safe, comfortable, and useful.

**7.6 Promote the identity of the riverfront through creative use of lighting**

As the riverfront area continues to develop as a neighborhood and as a destination attraction within the City, lighting can be a powerful tool to create a unique identity and help brand the area. The Fox River is highly visible from each of Appleton's bridges and through the use of lighting the bridges can become important gateway features which welcome and guide people down to the river.

- A. Investigate successful examples of lighting used to define riverfront districts, such as Providence, Rhode Island, and Paris, France.



*Figure 77 Art-inspired alleyways attract tourists in San Francisco's Mission District*

**7.7 Support creation of a new or remodeled library downtown providing space for contemplation, creation, and collaboration.**

This will significantly contribute to the quantity and quality of public spaces in downtown Appleton. Public libraries are essential hubs for inclusive civic engagement. A new or

remodeled library in downtown Appleton will bring visitors to the downtown and provide lifelong learning, engagement and interaction for the entire region.

- A. Strengthen physical connection to current library site through proposed green corridor enhancements identified in the Access and Connectivity framework.

## 7.8 Continue both public and private redevelopment along the Fox River Corridor

The Fox River is one of the region's outstanding natural amenities. Recent renovation and redevelopment projects along its shores have met with a great deal of success. The community supports a mix of private and public uses along the river. In the public realm, the community looks forward to riverfront enhancements including the development of several new trails along the Fox River. Private redevelopment is anticipated on former industrial properties along the river.

- A. Encourage continued public/private investment to redevelop industrial sites along the river into residential uses and neighborhood serving retail and restaurants.
- B. Seek stronger integration between Chapter 14: Downtown Plan and Chapter 13: Fox River Corridor Plan. Considering the geographic proximity to downtown, for the next Downtown Plan update, consider adding a portion of the Fox River into the Downtown Planning study area and treat it as a special district.
- C. Continue to ensure that new development along the riverfront include continuous, uninterrupted public access to the water including a mix of trails, parks, open space, and publically accessible private areas such as restaurant decks or patios.

