



City of Appleton

100 North Appleton Street
Appleton, WI 54911-4799
www.appleton.org

Meeting Agenda - Final City Plan Commission

*Any questions about items on this meeting are to be directed to
the Community and Economic Development Department,
920-832-6468.*

Monday, December 12, 2016

4:00 PM

Council Chambers, 6th Floor

1. Call meeting to order
2. Roll call of membership
3. Approval of minutes from previous meeting
[16-1880](#) City Plan Minutes from 11-21-16

Attachments: [City Plan Minutes 11-21-16.pdf](#)

4. Public Hearings/Appealances

[16-1881](#) Special Use Permit #7-16 for a light manufacturing use in a C-2 General Commercial District, located at 1115 W. Tuckaway Lane (Tax Id #31-8-1569-00), as shown on the attached maps and per attached plan of operation, to run with the land subject to the condition in the attached staff report (Associated with Action Item #16-1882)

[16-1883](#) Special Use Permit #8-16 for a standalone parking lot in a CBD Central Business District, located at 227 S. Walnut Street (Tax Id #31-3-0851-00), as shown on the attached maps and per attached plan of operation, to run with the land subject to the conditions in the attached staff report (Associated with Action Item #16-1884)

5. Action Items

[16-1882](#) Request to approve Special Use Permit #7-16 for a light manufacturing use in a C-2 General Commercial District, located at 1115 W. Tuckaway Lane (Tax Id #31-8-1569-00), as shown on the attached maps and per attached plan of operation, to run with the land subject to the condition in the attached staff report (2/3 vote required)

Attachments: [StaffReport_Press Color_SpecialUsePermit#7-16.pdf](#)

[16-1884](#)

Request to approve Special Use Permit #8-16 for a standalone parking lot in a CBD Central Business District, located at 227 S. Walnut Street (Tax Id #31-3-0851-00), as shown on the attached maps and per attached plan of operation, to run with the land subject to the conditions in the attached staff report (2/3 vote required)

Attachments: [StaffReport_227SWalnutSt_SUP_For12-12-16.pdf](#)

6. Information Items

[16-1886](#)

Review Proposed Amendments to the City of Appleton 2010-2030 Comprehensive Plan as part of the 2016 Comprehensive Plan Update (Draft Chapters 6-9 and revisit Draft Chapters 1-5)

Attachments: [Timeline_PC+CCApproval_Draft11-07-16.pdf](#)

[SummaryMemoChapters1-5_CompPlanUpdate_11-14-16.pdf](#)

[01_Introduction_FINAL_11-07-16.pdf](#)

[02_Background_FINAL_11-10-16.pdf](#)

[03_CommunityVision_FINAL_11-11-16.pdf](#)

[04_IssuesAndOpportunities_FINAL_11-11-16.pdf](#)

[05_HousingAndNeighborhoods_FINAL_11-11-16.pdf](#)

[PowerPoint_PC_11.21.16.pdf](#)

[Comments_provided_to_Plan_Commission_from_John_Wiley.pdf](#)

[Neighborhood_Necessities_document_provided_to_Plan_Commission_from_Julie_F](#)

[SummaryMemoChapter6_CompPlanUpdate_12-06-16.pdf](#)

[06_Transportation_FINAL_12-05-16b.pdf](#)

[SummaryMemoChapter7_CompPlanUpdate_12-06-16.pdf](#)

[07_UilitiesAndCommunityFacilities_FINAL_12-05-16b.pdf](#)

[SummaryMemoChapter8_CompPlanUpdate_12-05-16.pdf](#)

[08_AgNaturalHistoricCulturalResources_FINAL_11-18-16.pdf](#)

[SummaryMemoChapter9_CompPlanUpdate_12-05-16.pdf](#)

[09_EconomicDevelopment_FINAL_12-05-16.pdf](#)

7. Adjournment

Notice is hereby given that a quorum of the Common Council may be present during this meeting, although no Council action will be taken.

Reasonable Accommodations for Persons with Disabilities will be made upon Request and if Feasible.



City of Appleton

100 North Appleton Street
Appleton, WI 54911-4799
www.appleton.org

Meeting Minutes - Final City Plan Commission

*Any questions about items on this meeting are to be directed
to the Community and Economic Development Department,
920-832-6468.*

Monday, November 21, 2016

4:00 PM

Council Chambers, 6th Floor

1. Call meeting to order

Meeting called to order at 4:01 p.m.

2. Roll call of membership

City Attorney James Walsh acted in place of Commissioner Steve Uslabar.

Present: 4 - Mayor Hanna, Buetow, Lobner and Uslabar

Excused: 2 - Dukelow and Rabec

Others present:

John Wiley, 2450 Theresa Avenue, Village of Fox Crossing

Jill Hendricks, Vision Realty & Development

Julie Filapek, 221 E. Roosevelt Street

Paul Farrell, Outagamie County

Kara Homan, Outagamie County

Ron Wolf, McMahon Associates

Annie (Haoyu) Wang, W197 Robinhood Court, Sherwood

Walker (Rongze) Fu, 1326 S. Outagamie Street

Lin Yang Li (Sam), 118 E. Randall Street

Andrew Dane, Short Elliott Hendrickson

3. Approval of minutes from previous meeting

[16-1818](#)

City Plan Minutes from 11-7-16

Attachments: [City Plan Minutes 11-7-16.pdf](#)

Lobner moved, seconded by Buetow, that the Minutes be approved. Roll Call.

Motion carried by the following vote:

Aye: 4 - Mayor Hanna, Buetow, Lobner and Uslabar

Excused: 2 - Dukelow and Rabec

4. Public Hearings/Apearances

[16-1819](#)

Rezoning #7-16 to rezone 320 and 410 S. Walnut Street (Tax Id #31-3-0827-00, #31-3-0680-00, #31-2-0220-00), including to the centerline of the adjacent right-of-way, as shown on the attached maps, from PD/CBD Planned Development Central Business District to CBD Central Business District (Associated with Action Item #16-1820)

This public hearing was held, and no one spoke on the item.

5. Action Items

[16-1821](#)

Request to approve the dedication of land for public right-of-way for E. Broadway Drive as shown on the attached maps

Attachments: [StaffReport_StreetDedication_BroadwayDriveNov2016.pdf](#)

Lobner moved, seconded by Buetow, that the Report Action Item be recommended for approval. Roll Call. Motion carried by the following vote:

Aye: 4 - Mayor Hanna, Buetow, Lobner and Uslabar

Excused: 2 - Dukelow and Rabec

6. Information Items

[16-1820](#)

Request to approve Rezoning #7-16 to rezone 320 and 410 S. Walnut Street (Tax Id #31-3-0827-00, #31-3-0680-00, #31-2-0220-00), including to the centerline of the adjacent right-of-way, as shown on the attached maps, from PD/CBD Planned Development Central Business District to CBD Central Business District

Attachments: [StaffReport_OutagamieCoCampus_Rezoning_For11-21-16.pdf](#)

Proceeds to Council on December 21, 2016.

Lobner moved, seconded by Buetow, that the Report Action Item be recommended for approval. Roll Call. Motion carried by the following vote:

Aye: 4 - Mayor Hanna, Buetow, Lobner and Uslabar

Excused: 2 - Dukelow and Rabec

[16-1822](#)

Review Proposed Amendments to the City of Appleton 2010-2030 Comprehensive Plan as part of the 2016 Comprehensive Plan Update (Draft Chapters 1 - 5)

Attachments: [SummaryMemoChapters1-5_CompPlanUpdate_11-14-16.pdf](#)
[01_Introduction_FINAL_11-07-16.pdf](#)
[02_Background_FINAL_11-10-16.pdf](#)
[03_CommunityVision_FINAL_11-11-16.pdf](#)
[04_IssuesAndOpportunities_FINAL_11-11-16.pdf](#)
[05_HousingAndNeighborhoods_FINAL_11-11-16.pdf](#)
[PowerPoint_PC_11.21.16.pdf](#)
[Timeline_PC+CCApproval_Draft11-07-16.pdf](#)
[Comments provided to Plan Commission from John Wiley.pdf](#)
[Neighborhood Necessities document provided to Plan Commission from Julie Filapek.pdf](#)

This Presentation was presented and discussed.

7. Adjournment

Lobner moved, seconded by Buetow, that the meeting be adjourned at 5:10 p.m. Roll Call. Motion carried by the following vote:

Aye: 4 - Mayor Hanna, Buetow, Lobner and Uslabar

Excused: 2 - Dukelow and Rabec



REPORT TO CITY PLAN COMMISSION

Plan Commission Public Hearing Date: December 12, 2016

Common Council Meeting Date: December 21, 2016

Item: Special Use Permit #7-16 for a Light Manufacturing Use

Case Manager: Jeff Towne

GENERAL INFORMATION

Owner: Richard Van de Weghe Trust

Applicant/Agent: Press Color – Steve Rosenbeck

Address/Parcel #: 1115 West Tuckaway Lane (Tax Id #31-8-1569-00)

Petitioner's Request: The owner/applicant is requesting a Special Use Permit with the intent of establishing a light manufacturing use in a C-2 General Commercial District.

BACKGROUND

The subject property contains a vacant industrial building with office space, loading docks and parking. The building was constructed in 1992, with additions in 2001.

STAFF ANALYSIS

The existing industrial building was most recently used for warehousing purposes and is currently vacant. The applicant is proposing to relocate an existing business from elsewhere in town to this location for the purpose of blending printing ink. Light manufacturing is a Special Use in the C-2 General Commercial District.

Surrounding Zoning and Land Uses:

North: C-2 General Commercial District – Office building

South: City of Menasha – Hwy. 10/441

West: C-2 General Commercial District – Industrial uses

East: PD/R-3 - Multi-family Residential – Apartments

2010-2030 Comprehensive Plan: The Community Development staff has reviewed the City's 2010-2030 Comprehensive Plan which indicates this area is appropriate for industrial uses. The proposed Special Use Permit for the subject site is consistent the following goals and objectives of the 2010-2030 Comprehensive Plan.

Overall Community Goals

- **Goal 1 – Community Growth** (Chapter 10 – Land Use)
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 8 – Economic Development** (Chapter 9)
Appleton will pursue economic development that brings good jobs to the area and supports the vitality of its industrial areas, downtown and neighborhood business districts.

Chapter 9 Economic Development

- **9.4 OBJECTIVE:** Encourage new development and redevelopment activities that create vital and attractive neighborhoods and business districts.

Chapter 10 Land Use

- **10.2 OBJECTIVE:** Encourage redevelopment to meet the demand for a significant share of future growth, and to enhance the quality of existing neighborhoods.

Finding of Fact: This request was reviewed in accordance with the standards for granting a Special Use Permit under 23-66 (e) (1-6), which were found in the affirmative.

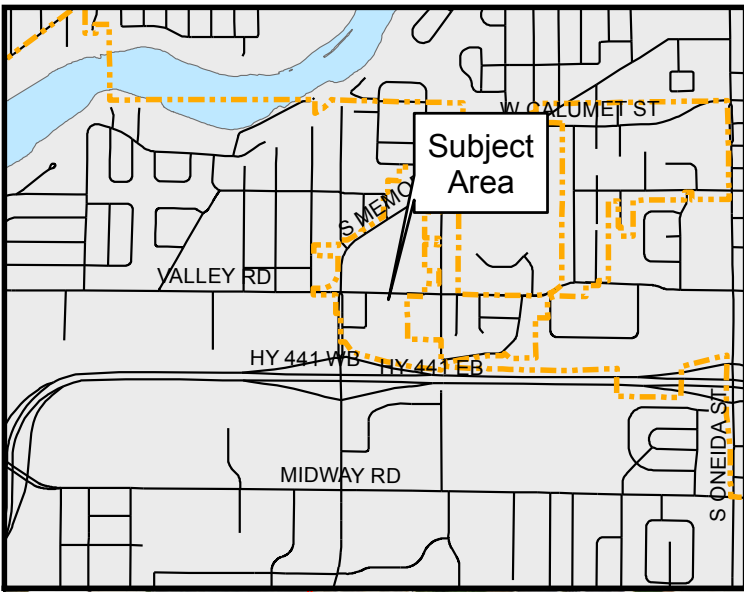
Technical Review Group Report (TRG): This item was discussed at the November 22, 2016 Technical Review Group meeting. No negative comments were received from participating departments.

RECOMMENDATION

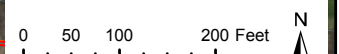
Staff recommends, based on the above, that Special Use Permit #7-16 for a light manufacturing use in a C-2 General Commercial District, located at 1115 West Tuckaway Lane (Tax Id #31-8-1569-00), as shown on the attached maps and per attached plan of operation, **BE APPROVED** to run with the land, subject to the following condition:

1. All applicable Codes, Ordinances and regulations, including but not limited to Fire and Building Codes, shall be complied with.

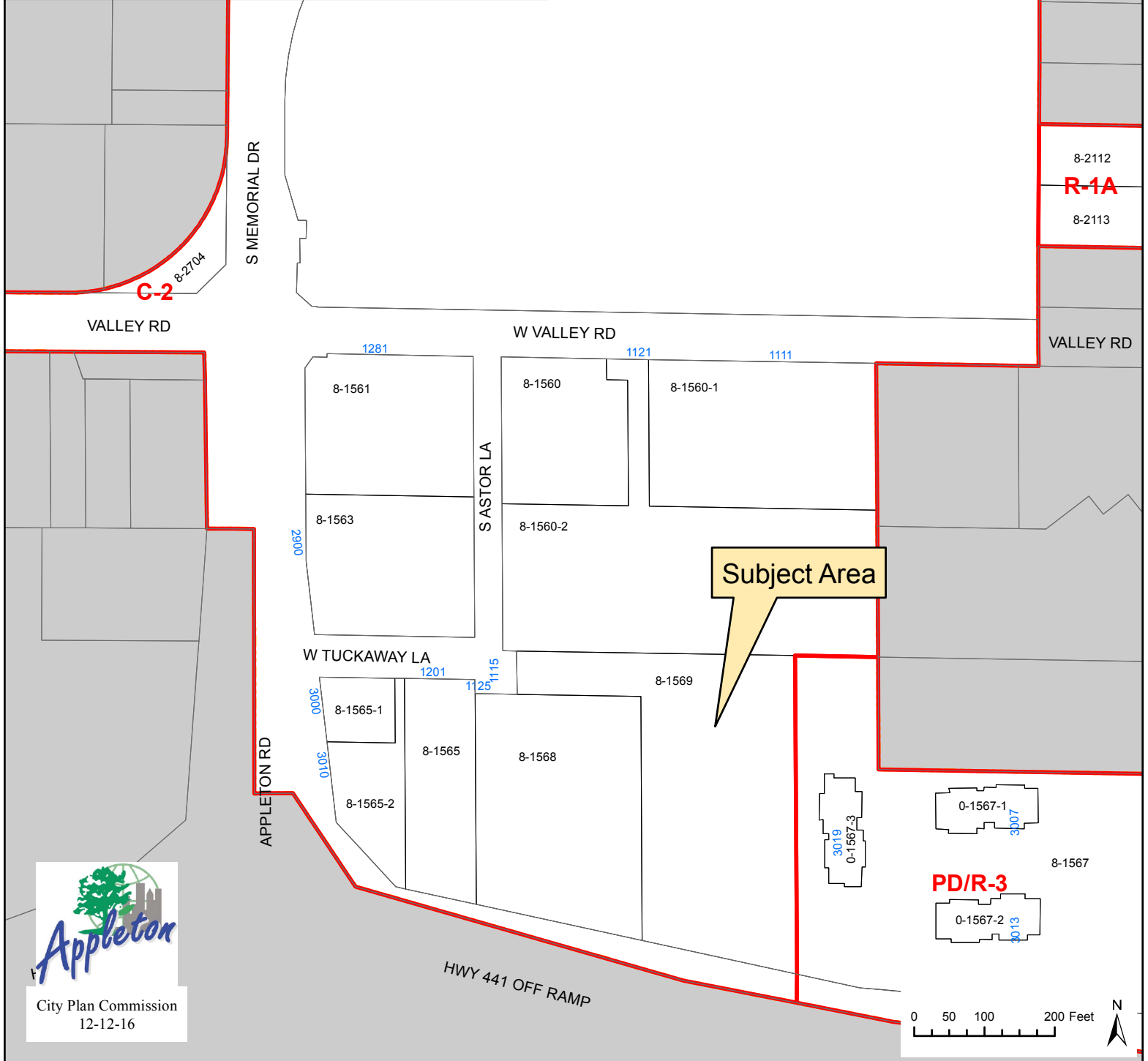
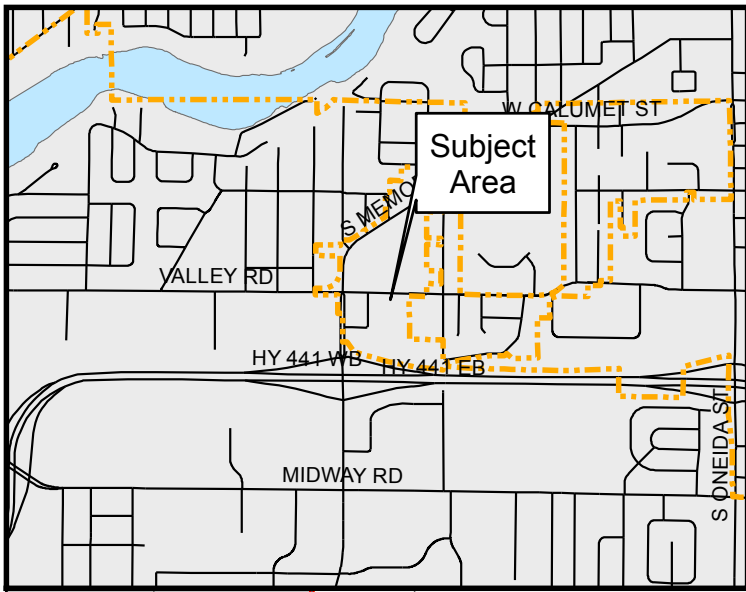
1115 W. Tuckaway Lane
Special User Permit
Light Manufacturing Use in C-2 District
Zoning Map



City Plan Commission
12-12-16



1115 W. Tuckaway Lane
Special User Permit
Light Manufacturing Use in C-2 District
Zoning Map



PLAN OF OPERATION AND LOCATIONAL INFORMATION

Business Information:

Name of business: PRESS COLOR

Years in operation: OVER 55 YEARS

Type of proposed establishment (detailed explanation of business):

APPROX. 2,250 S.F. OF OFFICE AND LABORATORY SPACE. APPROX. 7,750 SF OF
PRODUCT (WATER AND LITHOGRAPHIC) INK MANUFACTURING (BLENDING). APPROX 1,000
SF FOR PRINT BLANKET CONVERTING AND 13,000 SF FOR PRODUCT STORAGE
AND SHIPPING. RELIEVING. REFER TO PAGE 1 FOR ADDITIONAL INFO.

Proposed Hours of Operation:

Day	From	To
Week Day	7 AM	5 PM
Friday	7 AM	5 PM
Saturday	N/A	
Sunday	N/A	

Building Capacity and Area:

Maximum number of persons permitted to occupy the building or tenant space as determined by the International Building Code (IBC) or the International Fire Code (IFC), whichever is more restrictive: 240 persons

Gross floor area of the existing building(s):

24,000 SF

Gross floor area of the proposed building(s):

0 SF - NO ADDITIONAL BUILDING PROPOSED

Identify location, number, capacity and flammable liquid materials stored in storage tanks or containers:

VERY MINIMAL. LIMITED TO CLEANING SOLVENTS. UNKNOWN
WHERE THOSE WILL BE STORED AT THIS POINT.

Describe any potential smoke, odors emanating from the proposed use and plans to control them:

THERE SHOULD BE NO SMOKE OR ODORS EMITTING OUTSIDE THE BUILDING

Describe Any Potential Noise Emanating From the Proposed Use:

Describe the noise levels anticipated from all mechanical equipment:

NOISE IS GENERATED FROM MIXING EQUIPMENT, MILLS, AND FORKLIFTS. ALL
MANUFACTURING IS DONE WITHIN BUILDING. NOISE CANNOT BE HEARD
OUTSIDE EXISTING FACILITY OR IS FAINT.

How will the noise be controlled?

N/A

Outdoor Lighting:

Type: JUST CURRENT LIGHTING PLUS ADDITION OF SIGNS (IF APPROVED) ON SW AND NW CORNERS

Location: EXISTING LIGHTS ON BUILDING / POTENTIAL FOR SIGNS SW & NW CORNER

Off-Street Parking:

Number of spaces existing: 0

Number of spaces proposed: 0

Is street access to the subject property adequate or are any street improvements, such as a new turning lane, necessary to minimize impacts on traffic flow?

THERE ARE NO KNOWN IMPACTS ASSOCIATED WITH TRAFFIC FLOW

Outdoor Uses:

Type, location, size of outdoor storage area(s) of business property, goods, or merchandise not intended for customer viewing or immediate sale:

POTENTIAL FOR SEMI TRAILER PARKED IN NE LOADING DOCK.
TRAILER WOULD NOT BE PERMANENT. DROPPED OFF FULL, PULLED
UP WHEN EMPTY BUT WOULD CYCLE.

Type and height of screening of plantings/fencing/gating for outdoor storage area(s):

SEE ATTACHED PICTURES OF BUILDING. TO REMAIN AS-IS.

Type, location, size of outdoor display area(s) of merchandise for sale:

N/A.

Number of Employees:

Number of existing employees: 21

Number of proposed employees: 21

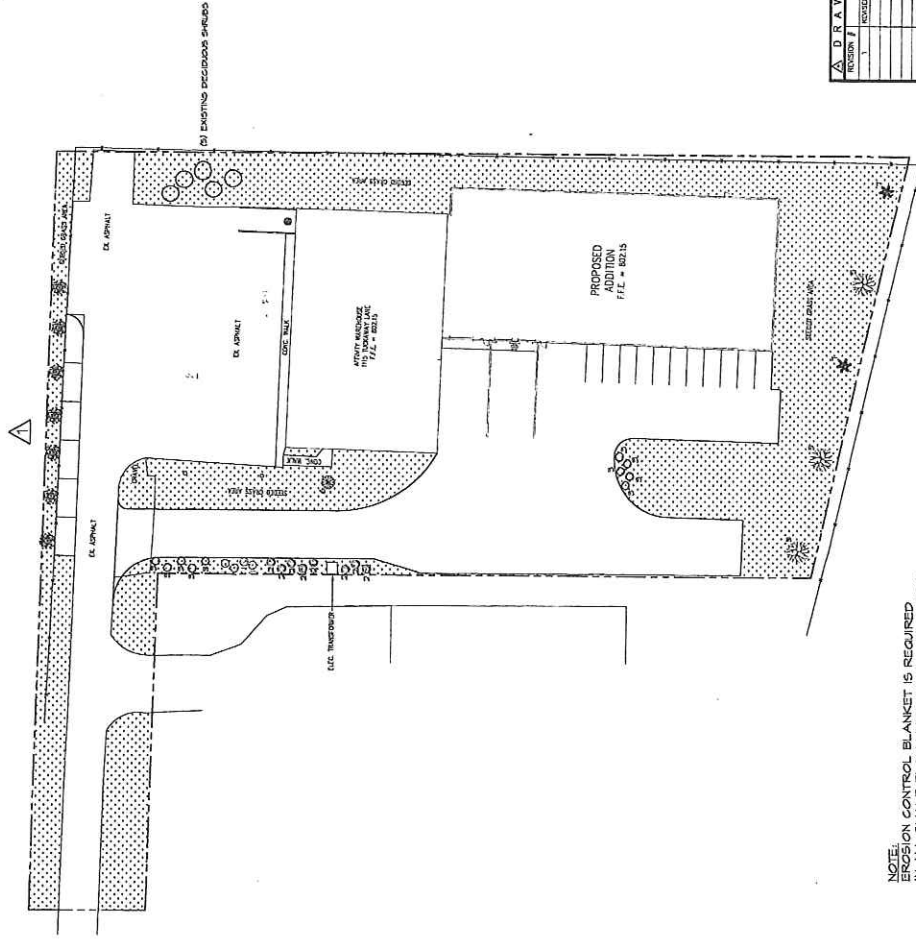
Number of employees scheduled to work on the largest shift: 15 ON-SITE (1 SHIFT)

PLANT LIST

- = 1 - SPIREA VAN HOUTTE
- ⊙ = 2 - POTENTILLA—GOLD DROP
- = 3 - GLOBE ARBOR VITAE
- ⊙ = 5 - NORWAY MAPLE
- ⊙ = 6 - FLOWERING CRAB
- ⊙ = 7 - SPRUCE AMORICA
- ⊙ = 8 - JUNIPER VIRGINIANA
- = EXISTING DECIDUOUS SHRUBS TO REMAIN

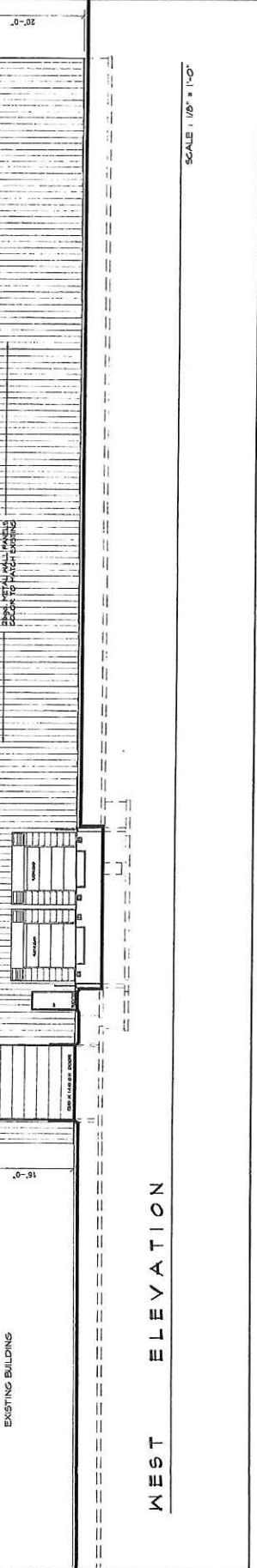
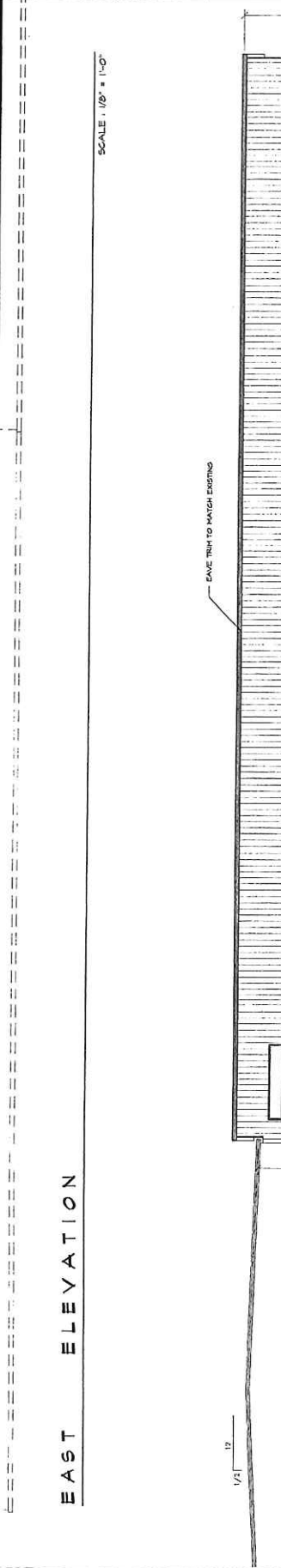
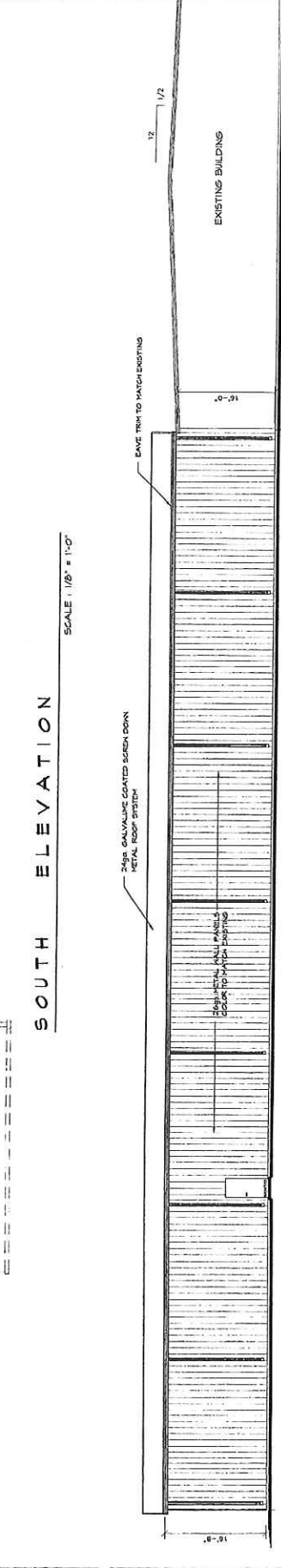
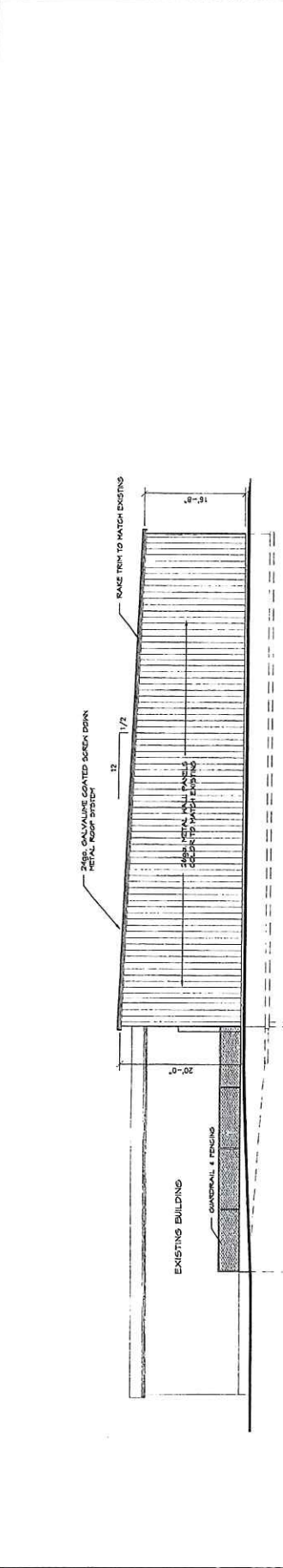
NOTE:
EROSION CONTROL BLANKET IS REQUIRED
IN ALL SWALE FLOW LINES AND IN THE ENTIRE
DETENTION POND DURING FINAL RESTORATION
OF THE SITE

LANDSCAPE PLAN SCALE: 1"=50'-0"



DRAWING REVISION LOG

REVISION #	DATE	DESCRIPTION	BY	CHK
1	10-13-21	REVISED LANDSCAPE FOR CITY OF APPELTON		





REPORT TO CITY PLAN COMMISSION

Plan Commission Public Hearing Date: December 12, 2016

Common Council Meeting Date: December 21, 2016

Item: Special Use Permit #8-16 for a parking lot in the CBD Central Business District

Case Manager: David Kress

GENERAL INFORMATION

Owner/Applicant: Outagamie County c/o Kara Homan

Address/Parcel #: 227 South Walnut Street (Tax Id #31-3-0851-00)

Petitioner's Request: The applicant is requesting a Special Use Permit for a parking lot in the CBD Central Business District.

BACKGROUND

The applicant's 0.5-acre site is located at the northwest corner of South Walnut Street and West Eighth Street. The existing office building was constructed in 1974 and was previously occupied by the Fox Cities Chamber of Commerce. In 2003, a house was razed and Site Plan #03-20 was approved for a parking lot expansion on the north end of the site (formerly parcel #31-3-0850-00). Outagamie County has owned and utilized the property since 2005. As part of a Zoning Map correction/adjustment for numerous properties throughout the City, Common Council approved Rezoning #17-08 on January 7, 2009, which rezoned the subject property from C-2 General Commercial District to CBD Central Business District.

STAFF ANALYSIS

Project Summary: The applicant proposes to raze the existing office building and establish a standalone parking lot on the subject site. It is anticipated that the existing off-street parking lot (currently an accessory structure incidental to the principal building) would remain and approximately 14 additional parking spaces would be created after the building is razed, as shown on the attached development plan. The proposed parking lot expansion is part of Outagamie County's downtown campus building addition/renovation project and is expected to replace some of the parking spaces to be lost through the broader project. The parking lot would be primarily used for County employee parking.

Existing Site Conditions: The site is currently developed with an office building, which is approximately 7,600 square feet in size (including lower level). The site also includes an off-street parking lot with approximately 34 existing parking spaces. Access is provided by curb cuts on South Walnut Street and West Eighth Street.

Zoning Ordinance Requirements: The subject property has a zoning designation of CBD Central Business District. Per Section 23-114(e) of the Municipal Code, a standalone parking lot requires a Special Use Permit in the CBD District. The definition of off-street parking lot, per the Zoning

Special Use Permit #8-16
December 12, 2016
Page 2

Ordinance, means a structure and use involving an open, hard surfaced area which contains off-street parking spaces, parking aisles and driveways for the maneuvering and parking of motor vehicles which is not located in a street or alley right-of-way. In order to permit a parking lot, the Plan Commission makes a recommendation to the Common Council who will make the final decision on the Special Use Permit. A two-thirds (2/3) vote of the Common Council is required for approval.

Based on the attached development plan, the expanded portion of the proposed parking lot appears to provide a perimeter landscape buffer as required by Section 23-172(g) of the Municipal Code. Ultimately, Site Plan review and approval is required, pursuant to Section 23-570 of the Municipal Code, prior to the issuance of a paving permit by the Inspections Division.

Operational Information: A plan of operation is attached to the Staff Report.

Surrounding Zoning and Land Uses: The surrounding area is under the jurisdiction of the City of Appleton (north, south, east, and west). The uses are generally commercial and institutional in nature.

North: CBD Central Business District. The adjacent land uses to the north are currently a mix of commercial uses.

South: R-2 Two-Family District. The adjacent land uses to the south are currently a mix of single-family and two-family residential.

East: CBD Central Business District. The adjacent land uses to the east are currently a mix of institutional uses, including the Appleton Police Department.

West: CBD Central Business District. The adjacent land uses to the west are currently a mix of commercial uses.

Appleton Comprehensive Plan 2010-2030: Community and Economic Development staff has reviewed this proposal and determined it is compatible with the Central Business District use shown on the City's *Comprehensive Plan 2010-2030* Future Land Use Map. Listed below are related excerpts from the City's *Comprehensive Plan 2010-2030*.

OBJECTIVE 9.3 Economic Development:

Ensure the continued vitality of downtown and the City's neighborhood commercial districts.

OBJECTIVE 10.2 Land Use:

Encourage redevelopment to meet the demand for a significant share of future growth, and to enhance the quality of existing neighborhoods.

Chapter 14 Downtown Plan, Initiative 4 Business and Office Development:

Strategy 4.7 – Maintain an environment favorable to large businesses in the downtown.

Maintain regular communication with the downtown's larger employers and respond to their needs to remain and expand in the downtown.

Special Use Permit #8-16
December 12, 2016
Page 3

Finding of Fact: This request was reviewed in accordance with the standards for granting a Special Use Permit under Sections 23-66(e)(1-6) of the Municipal Code, which were found in the affirmative, as long as all stipulations are satisfied.

Technical Review Group (TRG) Report: This item was discussed at the November 22, 2016 Technical Review Group meeting.

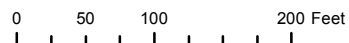
- Inspections Division Comments: A paving permit will be required.

Written Public Comments: Staff has not received any questions, concerns, or comments from the surrounding neighborhood. A neighborhood meeting was held on November 3, 2016 by the owner/applicant.

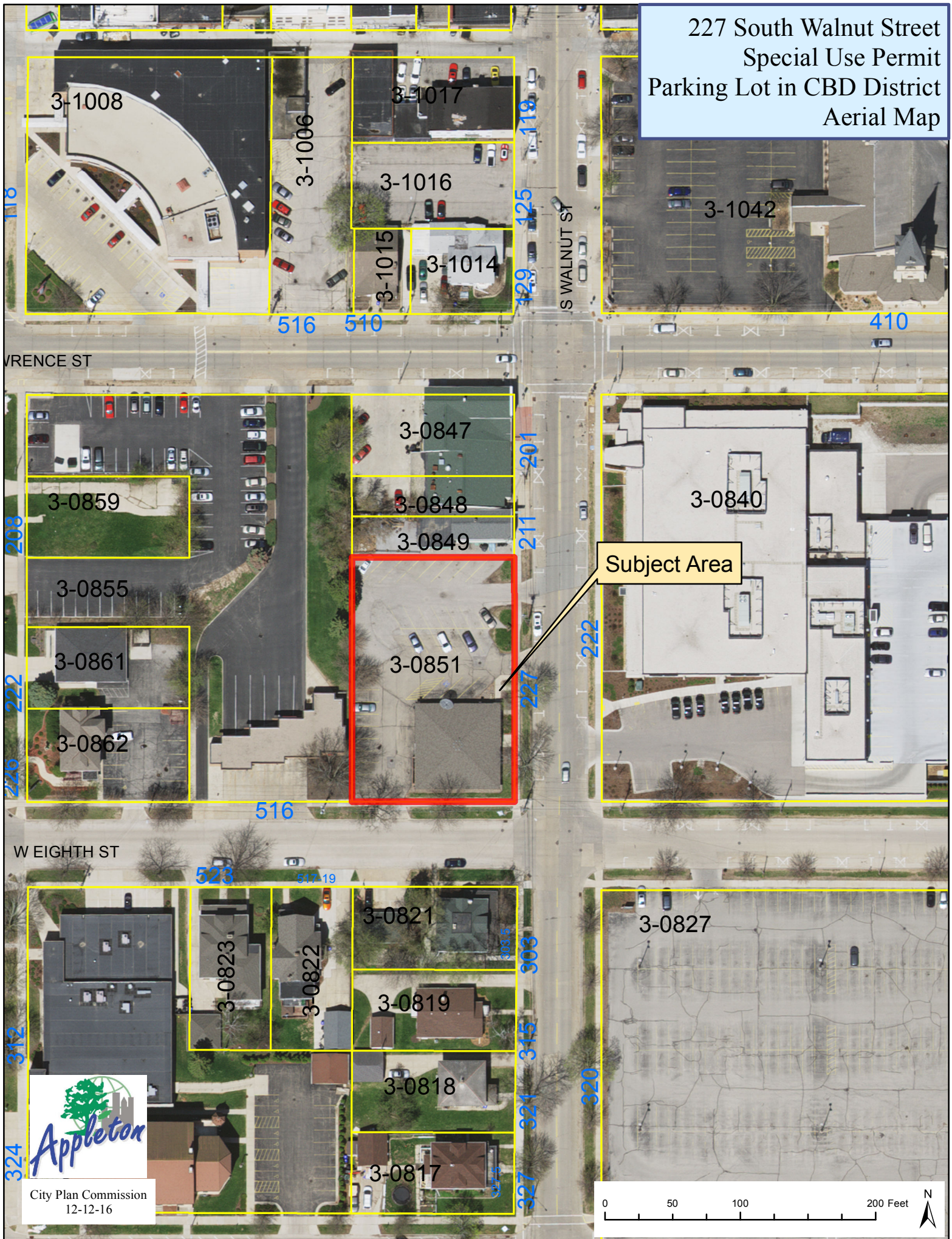
RECOMMENDATION

Staff recommends, based on the above, that Special Use Permit #8-16 for a parking lot at 227 South Walnut Street (Tax Id #31-3-0851-00), as shown on the attached maps and per attached plan of operation, **BE APPROVED** to run with the land, subject to the following conditions:

1. All applicable codes, ordinances, and regulations, including but not limited to Fire and Building Codes, shall be complied with.
2. Any deviations from the approved development plan or plan of operation may require a major or minor amendment request to this Special Use Permit, pursuant to Section 23-66(g) of the Municipal Code. Exact configuration of striping for parking spaces may vary and will be reviewed as part of the Site Plan review process.
3. Site Plan review and approval is required for the parking lot expansion, pursuant to Section 23-570 of the Municipal Code, prior to the issuance of a paving permit by the Inspections Division.
4. The Special Use Permit shall be deemed null and void if a building permit has not been obtained or the use has not been established within twelve (12) months after Common Council approval, pursuant to Section 23-66(f)(3) of the Municipal Code.

Subject
Area

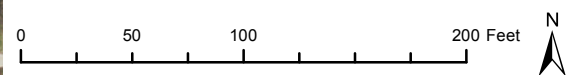
227 South Walnut Street
Special Use Permit
Parking Lot in CBD District
Aerial Map



Subject Area





City Plan Commission
12-12-16





Mapped Features

-  Parking Stall Lines
-  Parcels



0 30
Feet

Source: Outagamie County, 2014-16

Disclaimer: The property lines, right-of-way lines, and other property information on this drawing were developed or obtained as part of the County Geographic Information System or through the County property tax mapping function. McMAHON does not guarantee this information to be correct, current, or complete. The property and right-of-way information are only intended for use as a general reference and are not intended or suitable for site-specific uses. Any use to the contrary of the above stated uses is the responsibility of the user and such use is at the user's own risk.



McMAHON
ENGINEERS ARCHITECTS

FIGURE 1
227 WALNUT STREET
OUTAGAMIE COUNTY
SPECIAL USE PERMIT
CITY OF APPLETON
OUTAGAMIE COUNTY, WISCONSIN

REVISED

PLAN OF OPERATION AND LOCATIONAL INFORMATION

Business Information:

Name of business: Outagamie County

Years in operation: since 1851

Type of proposed establishment (detailed explanation of business):

Outagamie County proposes to use the 227 Walnut Street property for exclusive surface parking. Parking is proposed to be expanded into the area where the existing building will be razed, as part of our Downtown Campus Expansion/Renovation project (See attached project overview which provides additional context for this project sub-component).

Proposed Hours of Operation:

Day	From	To
Week Day	24/7 (primarily from 6:30am	to 6pm)
Friday	24/7 (primarily from 6:30am	to 6pm)
Saturday	24/7 (limited usage	on the weekends)
Sunday	24/7 (limited usage	on the weekends)

Building Capacity and Area:

Maximum number of persons permitted to occupy the building or tenant space as determined by the International Building Code (IBC) or the International Fire Code (IFC), whichever is more restrictive: 0 persons

Gross floor area of the existing building(s):

appx 7600 sq ft (first floor and basement)

Gross floor area of the proposed building(s):

0 sq ft (no building to remain)

Identify location, number, capacity and flammable liquid materials stored in storage tanks or containers:

n/a

Describe any potential smoke, odors emanating from the proposed use and plans to control them:

The site is proposed for general county parking (most likely parking for employee-owned vehicles). The only odors will be standard to a parking lot (exhaust from motor vehicles).

Describe Any Potential Noise Emanating From the Proposed Use:

Describe the noise levels anticipated from all mechanical equipment:

Noise emanated will be typical noise generated from standard motor vehicles (cars, suvs, pickup trucks).

How will the noise be controlled?

The noise levels will be minimal, and only be created when vehicles are entering or leaving the parking lot. We don't anticipate any need to control the noise of parking.

Outdoor Lighting:

Type: Currently one pole lite and building mounted fixture illuminate parking; All new lighting will comply with City Site Plan Requirements

Location: All new lighting will be installed in accordance with city Site Plan Requirements

Off-Street Parking:

Number of spaces existing: 34

Number of spaces proposed: at least 48 depending on final layout

Is street access to the subject property adequate or are any street improvements, such as a new turning lane, necessary to minimize impacts on traffic flow?

No street improvements, such as turning lanes, will be required. We anticipate this will be primarily used for employee parking, which does not generate a lot of traffic beyond when employees park in the morning and leave in the evening.

Outdoor Uses:

Type, location, size of outdoor storage area(s) of business property, goods, or merchandise not intended for customer viewing or immediate sale:

No outdoor storage proposed.

Type and height of screening of plantings/fencing/gating for outdoor storage area(s):

n/a

Type, location, size of outdoor display area(s) of merchandise for sale:

n/a

Number of Employees:

Number of existing employees: 19 on-site

Number of proposed employees: 0 on-site

Number of employees scheduled to work on the largest shift: 0 on-site*

* we anticipate full utilization of this parking lot to accommodate county employee parking Monday through Friday during our dayshift (8am to 4:30 pm labor day through memorial day; 7am to 3:30 pm memorial day through labor day).



Planning and Zoning Administration

410 S. Walnut St. | Appleton, WI 54911

Administration Building, 3rd Floor

Phone: 920-832-5255 | Fax: 920-832-4770

www.outagamie.org

November 11, 2016

RE: Supplemental Info for Special Use Permit Request for 227 Walnut St

Special Use Permit Request Details in the Context of our overall Downtown Campus

Our Special Use Permit request to allow for exclusive parking on the 227 Walnut St parcel is part of a bigger master plan for our Downtown Addition/Renovation Project (see attached concept map). Although we anticipate netting at least 14 stalls on-site by creating additional parking where our current building on the site will be razed, we also anticipate losing a substantial number of stalls in our existing "North Lot" (between the Justice Center and our Administrative Complex), when our building addition is completed. In all, previous estimates have us reducing the number of surface parking stalls within our Downtown Campus parking lot portfolio by somewhere around +/- 70 (McMahon Associates pre-design study; June 2016). We are partnering with the City of Appleton to utilize nearby city ramps for provision of select employee parking during and after construction, as well as select visitors (such as during jury selection). Please note the proposed parking lot expansion on this site, if approved, will be designed and constructed in accordance with City of Appleton zoning/site plan regulations. More details of the overall project are below and attached.

Downtown Project Overview Project Overview:

Our Downtown Campus building addition/renovation project is designed to enhance overall campus security, provide better customer/client service, improve wayfinding, and accommodate recent and projected growth in our Health & Human Services and justice-related departments.

Highlights of our project include:

- A 3-story building addition connecting our Justice Center with our Administration Complex, to be situated on the southeast corner of our North Parking Lot. All improvements will occur on existing county-owned property – conceptual "Master Plan" map attached.
- Improved campus parking management that utilizes the City of Appleton's Green and Red ramps for select employees and visitors during and after our construction period – conceptual "Parking Strategy" map attached.
- Construction is anticipated to commence late spring/early summer of 2017.

We look forward to providing additional design details to the City and neighborhood as our design process proceeds, and to our continued presence and investment in Downtown Appleton!

Sincerely,

Kara Homan, AICP

County Planning Director

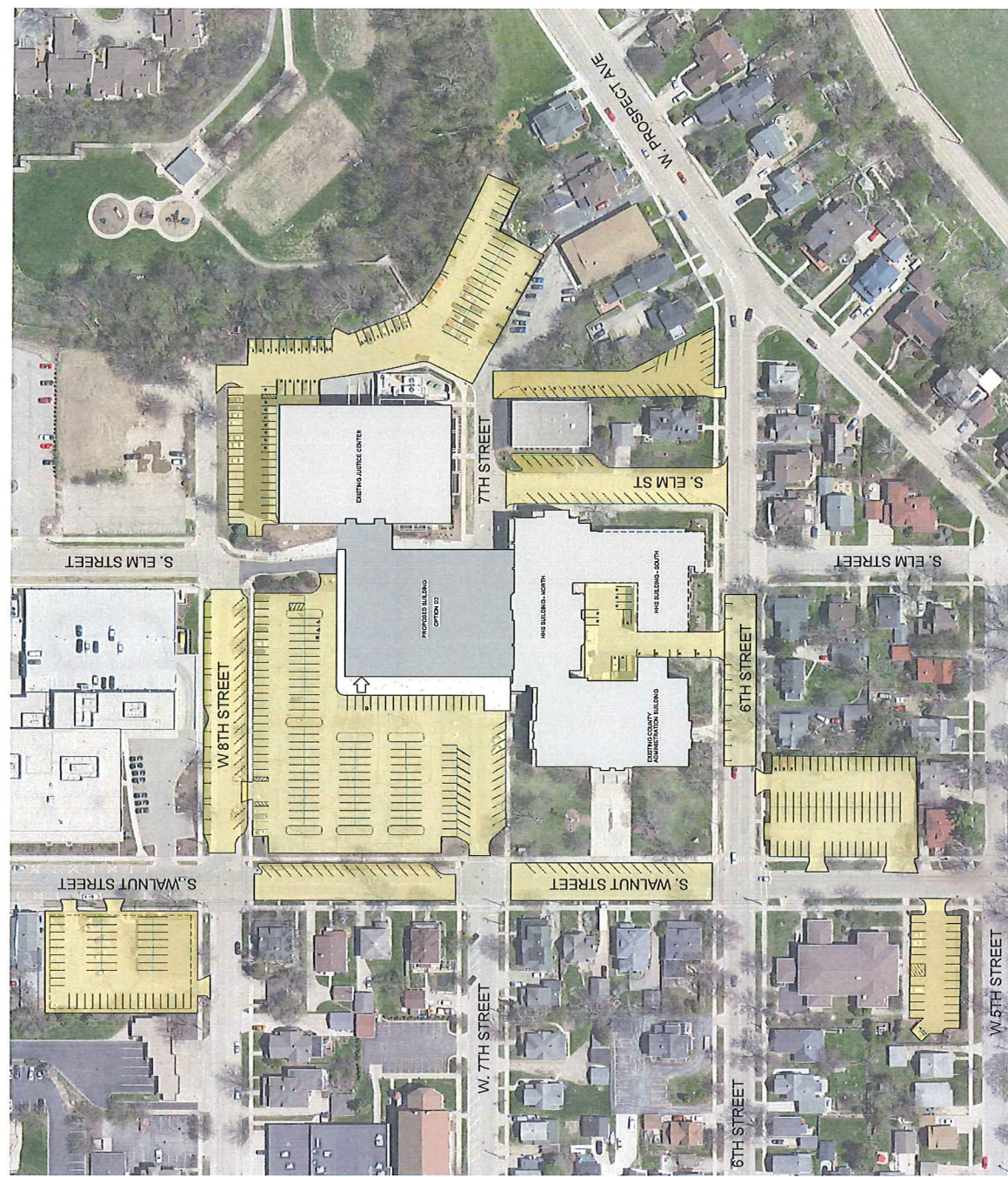
RECEIVED

NOV 11 2016

CITY OF APPLETON
COMMUNITY/ECON DEVELOPMENT

DATE	10/15/18
BY	MM
CHECKED	MM
APPROVED	MM
SCALE	AS SHOWN
PROJECT	OUTAGAMIE COUNTY DOWNTOWN MASTER PLAN
SHEET NO.	AS-02

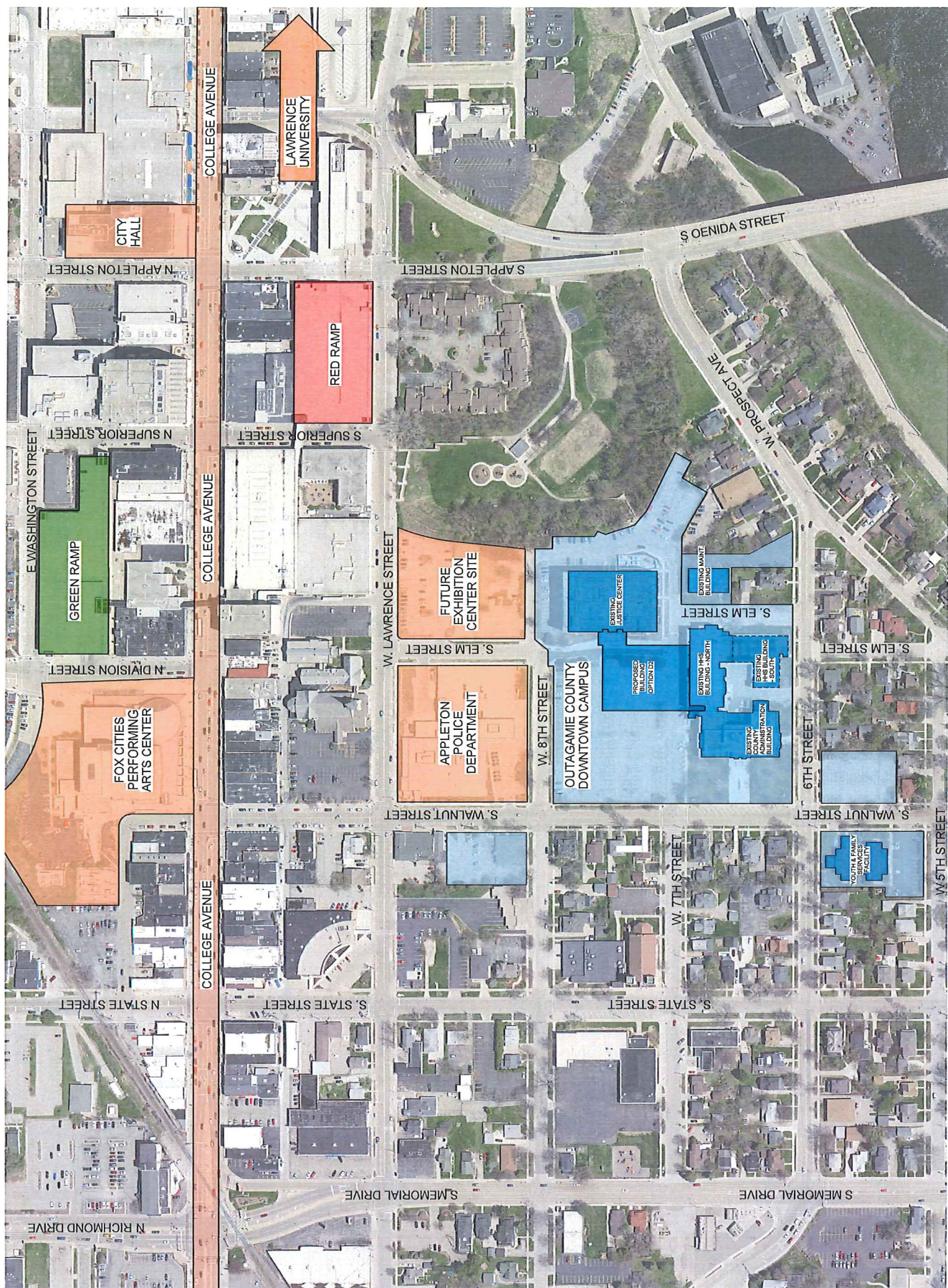
PRELIMINARY NOT FOR CONSTRUCTION



DRAFT

INTERIOR REMODELING FOR:
OUTAGAMIE COUNTY APPLETON WI
PARKING STRATEGY PLAN

PRELIMINARY NOT FOR CONSTRUCTION



Potential Schedule

Revised 11/07/16

CPSC	October 18, 2016	
DRAFT OPEN HOUSE	October 20, 2016 October 25, 2016	
CPSC	November 15, 2016	
PLAN COMMISSION	November 21, 2016 December 12, 2016 January 9, 2017 January 23, 2017 February 6, 2017	Chapters 1-5 as Information Item (send in advance, gather input) Chapters 6-9 as Information Item (send in advance, gather input) Chapters 10-12, 18 as Information Item (send in advance, gather input) Chapter 14 as Information Item (send in advance, gather input) Full Comp Plan as Action Item (hearing, resolution, recommendation)
COMMON COUNCIL	March 15, 2017	Adoption of Comp Plan (hearing, ordinance)

From Chapter 12:

Minor Updates to the Comprehensive Plan

Periodically, development proposals or changing circumstances within the City may trigger consideration of an amendment to the **Comprehensive Plan**. Examples may include requests to change the zoning of a parcel to a use that is inconsistent with the future land use mapped in the Comprehensive Plan, omission or alternative routing for planned streets, or broader changes recommended through detailed neighborhood or special area planning conducted by the City. It is the City's intent to address these issues on an as-needed basis, rather than waiting for a scheduled review of the plan. At a minimum, the following steps will be followed when considering a minor amendment to the **Comprehensive Plan**:

- The City will prepare a written summary, maps, or other exhibits that thoroughly explain the proposed amendment. These will be made available for public review prior to consideration of the amendment by the Plan Commission.
- One copy of the amendment to the plan will be sent to all of the following:
 - every governmental body that is located in whole or in part within the boundaries of the City (ex., counties, school districts, etc.);
 - the clerk of every local governmental unit that is adjacent to the City;
 - the Wisconsin Land Council;
 - the Wisconsin Department of Administration;
 - the East Central Wisconsin Regional Planning Commission; and
 - the public library.
- The Plan Commission will conduct a public hearing on the proposed amendment. The public hearing before Plan Commission will be noticed as a Class II notice. The Plan Commission will act on the proposed amendment by resolution and forward the recommendation to the Common Council. Common Council will conduct a public hearing in accordance with Wisconsin State Statutes (currently as a Class I notice requiring 30 days' notice) and will then, by majority vote, accept or deny the amendment. (Ord 33-12, Effect 4-24-12)
- The Common Council will consider an ordinance to adopt the amendment to the **Comprehensive Plan**, and act by a majority vote to approve or deny the amendment.



Building a Better World
for All of Us®

MEMORANDUM

TO: City Plan Commission

FROM: Andrew Dane

DATE: November 14, 2016

RE: Key Chapter Updates
SEH No. 135537 14.00

The purpose of this memo is to summarize the key **proposed** chapter updates made to the City's 2010-2030 Comprehensive Plan as part of the 2016 Comprehensive Plan update.

New objectives and policies are **highlighted yellow**. ~~Strikethrough text~~ denotes those objectives and policies which have been removed from the updated Comprehensive Plan.

Chapter 1: Introduction

No major updates. The Planning Process and Public Participation sections now reflect 2016 activities.

Chapter 2: Background

No major updates. The Boundaries and Extraterritorial Jurisdiction section now includes information on recent incorporations by nearby communities.

Chapter 3: Community Vision

The Public Participation Process and Key Issues sections now reflect 2016 activities and input gathered. The community vision statement was updated as follows.

~~Appleton is the Heart of the Fox Valley. It is a vibrant, successful and highly regarded place, providing its citizens with an enviable quality of life including...~~

~~...safe and attractive neighborhoods with historic and newer homes, in a variety of styles, for owners and renters at all income levels and stages of life,
...a vibrant economy and a thriving downtown, providing diverse career opportunities in expanding economic sectors,
...exceptional cultural resources and local and regional educational opportunities for life-long learning,
...a revitalized Fox River Corridor and expanded park, open space, and recreational offerings for community residents,
...convenient and efficient multi-modal transportation options including local roads and highways, a regional transit system, and an integrated system of bicycle and pedestrian paths,
...outstanding city services, public safety, and medical care, and
...an environment of cooperation with neighboring communities on issues of regional importance.~~

Engineers | Architects | Planners | Scientists

Short Elliott Hendrickson Inc., 425 West Water Street, Suite 300, Appleton, WI 54911-6058
SEH is 100% employee-owned | sehinc.com | 920.380.2800 | 888.413.4214 | 888.908.8166 fax



Appleton is a great place to live, work, and visit. Residents have an enviable quality of life characterized by:

1. Safe and attractive neighborhoods for all income levels and stages of life.
2. A vibrant economy and a thriving downtown, providing diverse career opportunities.
3. A thriving, walkable downtown, including north and south of College Avenue, where people go to spend time with family and loved ones.
4. Exceptional cultural resources, schools, and life-long learning opportunities.
5. A revitalized Fox River corridor with more housing and destinations, with public access to the water's edge.
6. Convenient and efficient multi-modal transportation options.
7. A well connected and developed trails, parks, and open space network throughout the City.
8. Good access to recreational facilities throughout the City.
9. Well regarded recreational facilities and programs which evolve to meet changing demands.
10. Outstanding city services, public safety, and medical care.
11. Proactive problem-solving with residents, businesses, and neighboring communities.
12. Creative place making and public art enhance the public realm and contribute to a vibrant economy.
13. A convenient, well run public transit which meets current and anticipated needs.
14. Corridors which are pedestrian friendly and accessible, serving as neighborhood centers in addition to maximizing the flow of vehicles.
15. Attractive commercial environments where neighbors can shop and visit on foot, by bike, and car.
16. Well maintained neighborhoods where neighbors know and look out for each other.
17. Neighborhoods which are safe and crime free.
18. Beautiful streetscapes which are designed and maintained in a manner that preserves neighborhood value and encourages walking and biking.
19. Cooperation with neighboring communities resulting in sensible borders, energy efficient policies, effective service provision, and resource management.

Chapter 4: Issues and Opportunities

The Population & Housing and Work Force & Industry sections now incorporate more recent data, where available. The overall community goals were updated as follows:

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 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.

Chapter 5: Housing and Neighborhoods

A Key Accomplishments section was added. Various sections now incorporate more recent data, where available. The Neighborhoods section now reflects the current iteration of the Neighborhood Program. The objectives and policies were updated as follows.

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. This will be carried out through the implementation of the following goals, objectives, and policies:

- 5.1 OBJECTIVE: Continue efforts to ensure an adequate supply of housing affordable to all income levels in the community.**

- 5.1.1 Monitor the balance between household incomes and for-sale housing or market rents to identify trends that may impact affordability.
- 5.1.2 Continue to support, ~~seek continued or additional funding, and expand the number~~ a variety of housing programs available to defray the costs of rental housing or home ownership.
- 5.1.3 Continue to support and partner with programs that provide assistance to homeless persons in the community. Support regular evaluation of programs and tools, such as Project Rush, to document impacts and outcomes, as well as better understand the needs.
- 5.1.4 Continue development of affordable housing throughout all areas of the City.
- 5.1.5 Continue to participate in the Fox Cities Housing Coalition.
- 5.1.6 Continue to support the programs of the Appleton Housing Authority including housing vouchers, public housing, home ownership, and family self-sufficiency.
- 5.1.7 Continue to support private sector investment in market rate housing to stabilize and enhance property values and encourage other neighborhood investments.

5.2 OBJECTIVE: Work proactively to prevent decay of the City's housing stock and blight conditions within neighborhood areas.

- 5.2.1 Monitor property maintenance conditions in neighborhoods, evaluate existing codes to determine their effectiveness in addressing property conditions, and ensure fair and consistent adequate code enforcement.
~~Evaluate the need to provide greater authority to conduct inspections of rental properties.~~
~~Support and encourage programs that provide recognition for exemplary property maintenance.~~
- 5.2.2 Support existing programs to provide funding for home improvements for lower-income households.
- 5.2.3 Encourage and facilitate renovation and redevelopment that preserves and enhances the viability of existing housing and neighborhoods.
~~Utilize housing relief funding or other sources of assistance to minimize the risk of property foreclosure, and to acquire foreclosed or blighted properties to support neighborhood stabilization.~~
- 5.2.4 Encourage neighborhood leaders to become more proactive in reporting suspicious activity to the Police Department as well as code violations such as broken windows, unmowed lawns, parking of cars, trucks, boats, trailers and recreational vehicles, trash handling, barking dogs, and sidewalk deficiencies.
- 5.2.5 Support the efforts of the Appleton Redevelopment Authority (ARA) to condemn and acquire dilapidated properties in order to create desirable residential redevelopment sites.
- 5.2.6 Fund the ARA at a level that allows it to use statutory powers to acquire and consolidate properties to make them more attractive for redevelopment by private developers.
- 5.2.7 Continue to use federal funds directly and via partners to offer housing rehabilitation and replacement for low- and moderate-income family housing options.
- 5.2.8 Continue to educate property owners about historic tax credit benefits for eligible historic homes.
- 5.2.9 Support the formation of new designated historic districts as a means to incentivize reinvestment in older homes located in the central areas of the City.
- 5.2.10 In partnership with established neighborhoods, non-profits, homeowners, and others work to establish a balance between owner-occupied and renter-occupied housing. Efforts may include

encouraging conversion of former single family residences from rental duplexes and triplexes back to owner-occupied units.

5.2.11 Develop policies which ensure that affordable housing programs and services are provided not just in central city neighborhoods but throughout the City.

5.2.12 Continue to partner with and encourage neighborhood associations, non-profits, and other organizations to engage in neighborhood planning and improvement projects.

5.3 OBJECTIVE: Provide a range of housing options styles that meet the needs and appeal to all segments of the community and allows residents to age in place.

5.3.1 Evaluate conditions under which it may be appropriate to allow accessory units (supplementary housing units that provide independent living accommodations and are integrated into existing single family neighborhoods) in some parts of the City.

5.3.2 Identify preferred locations and encourage urban infill and redevelopment to meet the needs of retirees and Generation X and Y millennial buyers or renters, such as:

- redevelopment sites on the north side of downtown or along Wisconsin Avenue, among other locations, targeted to moderately-priced condominiums and rental units;
- redevelopment sites along the Fox River Corridor, including the industrial flats, that are suited to a variety of living options higher-value condominium and rental units; and

5.3.3 Plan for a supply of developable land suitable for residential development. Plan for a supply of market-affordable vacant land suitable for continued attainable residential development, primarily on the north side of the City.

5.3.4 Encourage through the land use plan and zoning ordinance the construction of a variety of housing types including rental housing, small lot homes, townhouses/rowhouses, apartments, pocket neighborhoods, live-work units, and tiny homes.

5.3.5 Support development of quality design for multi-family housing such that it integrates within existing neighborhoods thereby contributing to the maintenance of home values.

5.4 OBJECTIVE: Continue to expand the City's Neighborhood Revitalization Program to establish and support neighborhood organizations as partners in carrying out City functions.

~~Identify coherent neighborhood areas within Appleton, which may be centered around features such as shopping districts, schools, or parks.~~

5.4.1 Provide assistance to help form neighborhood organizations that will work with City staff and elected officials to promote neighborhood vitality and encourage neighbors to watch out for each other.

5.4.2 Engage neighborhood areas to identify target activities on which residents and City government can partner to take action.

5.4.3 Continue to offer funding through the Neighborhood Grant Program to help carry out neighborhood improvement projects and encourage neighbors to connect.

5.4.4 As the Neighborhood Program continues to grow consider expanding the level of technical assistance to include neighborhood planning which results in sub-area plans, as well as the establishment of a neighborhood governance structure. Continue to work with and support non-profit partners which may play a key role in providing planning and implementation assistance to neighborhood groups.

- 5.4.5 Partner with Neighborhoods, non-profits, and area builders to develop and implement customized programs and interventions which support neighborhood priorities.
- 5.4.6 As the Neighborhood Program continues to grow consider expanding the financial and technical resources available to registered Neighborhoods to help them achieve their desired outcomes and priorities.
- 5.4.7 Encourage neighborhoods to establish identities through physical improvements including but not limited to gateway signage, district branding, beautification efforts, and the preservation and expansion of neighborhood landmarks.
- 5.4.8 In conjunction with registered neighborhoods, monitor neighborhood conditions and track changes over time. Metrics could include items such as crime/police calls, home values, new construction, housing tenure, vehicular accidents. Measures aimed at gauging the City's efforts at addressing neighborhood concerns should be developed and tracked as well.
- 5.4.9 Provide diversity education to neighborhood groups to ensure that organizing efforts are inclusive and create a welcoming environment for all.
- 5.4.10 Continue to promote efforts to learn from and share successes with other regional neighborhood development programs including those in Green Bay and Oshkosh.

5.5 OBJECTIVE: Promote downtown housing as a means to grow the tax base, support local businesses, and increase the overall vitality and image of the area.

- 5.5.1 Support implementation of the Downtown Plan chapter as it relates to housing policy and programs.
- 5.5.2 Utilizing the downtown redevelopment plan identified in the Downtown Plan chapter, partner with other agencies to develop a targeted housing plan in order to align resources and facilitate plan implementation. Coordinate plan development with the ARA, non-profits, and the private sector.
- 5.5.3 Amend the Central Business District zoning regulations to allow for ground floor residential development in some areas of downtown.
- 5.5.4 Consider utilizing the CBD zoning district in other areas of the City such as along Wisconsin Avenue in order to promote denser in-fill and housing development.

AD

Chapter 1: Introduction

Intent of the Plan

Wisconsin's Smart Growth Legislation

The Planning Process

Public Participation

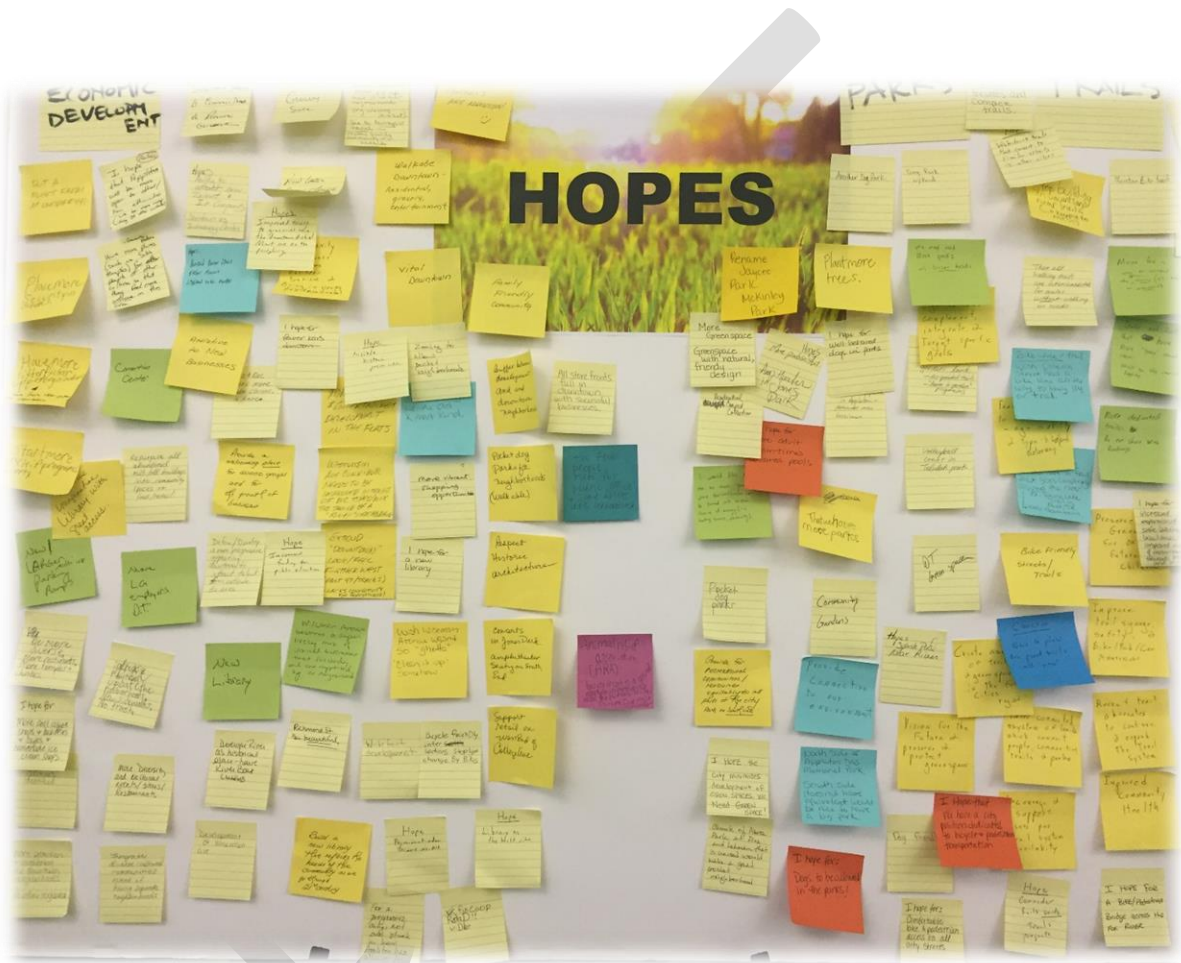


Figure 1 Hopes and Concerns exercise results - March 2016 Issues & Opportunities Workshop

Intent of the Plan

The City of Appleton's **Comprehensive Plan** establishes a vision for future land use, physical development, and quality of life in the City, and provides a comprehensive set of goals, policies, and initiatives to achieve that vision. It is a coordinated and unified plan used to maintain and enhance conditions within the community and provide guidance on private and public development issues.

The **Comprehensive Plan** addresses the entire geographic area of Appleton and its extraterritorial planning jurisdiction. It is a long range plan, addressing current pressing issues while also looking beyond to the perspective of future problems and possibilities within the City.

The **Comprehensive Plan** is intended to be more than a policy document. Many of the recommendations in the plan relate to new or continued initiatives to help bring about a shared community vision. The plan contains special area plans providing detailed analysis and recommendations for areas of particular concern, such as downtown, the Fox River corridor, Wisconsin Avenue, Richmond Street, and South Oneida Street. In addition, the City has incorporated their Downtown Plan as well as the 5-Year Outdoor Park and Recreation Plan into the **Comprehensive Plan**.

Wisconsin's Smart Growth Legislation

In 1999, the Wisconsin legislature passed a highly structured piece of land use legislation known as the "Smart Growth Law". The statute (Wis. Stats. 66.1001) requires that after January 1, 2010, local general zoning ordinances; county, city, and village shoreland zoning ordinances; county and local subdivision ordinances; and local official mapping ordinances be consistent with an adopted comprehensive plan. The Appleton Comprehensive Plan 2010-2030 was adopted by the City on March 3, 2010. The Smart Growth Law requires that adopted comprehensive plans be updated no less than once every 10 years. This plan is an updated version of the plan adopted in 2010.

The Smart Growth Law provides fourteen goals that state agencies are asked to consider when taking action and which communities must consider when writing a comprehensive plan:

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures;
- Encouragement of neighborhood designs that support a range of transportation choices;
- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources;
- Protection of economically productive areas, including farmland and forests;
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs;
- Preservation of cultural, historic and archaeological sites;
- Encouragement of coordination and cooperation among nearby units of government;
- Building of community identity by revitalizing main streets and enforcing design standards;
- Providing an adequate supply of affordable housing for individuals of all income levels throughout each community;
- 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;

- 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;
- Balancing individual property rights with community interests and goals;
- Planning and development of land uses that create or preserve varied and unique urban and rural communities; and
- 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.

The Smart Growth Law also establishes common elements to be addressed in each community's comprehensive plan. The nine required elements are summarized here.

Issues and Opportunities Element

The plan must include background information on the City of Appleton and a statement of overall objectives, policies, goals, and programs of the local governmental unit to guide the future development and redevelopment of land over a 20-year planning period. Background information must include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, demographic trends, age distribution, educational levels, income levels, and employment characteristics that exist within the local governmental unit.

Housing Element

The plan must include a compilation of objectives, policies, goals, maps, and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand. The element must assess the age, structural value, and occupancy characteristics of the City's housing stock. The element must also identify specific policies and programs that promote the development of housing for residents of the City of Appleton, and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups, and persons with special needs. It must address policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the City's existing housing stock.

Transportation Element

The plan must include a compilation of objectives, policies, goals, maps, and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation. The element must compare the City's objectives, policies, goals, and programs to state and regional transportation plans. The element must also identify highways within the City of Appleton by function and incorporate state, regional, and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans, and rail plans that apply in the City.

Utilities and Community Facilities Element

The plan must include a compilation of objectives, policies, goals, maps, and programs to guide the future development of utilities and community facilities in the City such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other

public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element must describe the location, use and capacity of existing public utilities and community facilities that serve the City of Appleton, and must include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the City that are related to such utilities and facilities.

Agricultural, Natural and Cultural Resources Element

The plan must include a compilation of objectives, policies, goals, maps, and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

Economic Development Element

The plan must include a compilation of objectives, policies, goals, maps, and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the City of Appleton. The element must assess categories or particular types of new businesses and industries that are desired by the City. The element must assess the City of Appleton's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element must also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element must also identify county, regional and state economic development programs that apply to the local governmental unit.

Intergovernmental Cooperation Element

The plan must include a compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element must analyze the relationship of the local governmental unit to school districts and adjacent local governmental units, and to the region, the state and other governmental units. The element must incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309 (note: previously, s. 66.30, 66.023, or 66.945). The element must identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.

Land Use Element

The plan must include a compilation of objectives, policies, goals, maps, and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the City of Appleton, such as agricultural, residential, commercial, industrial and other public and private uses. The element must analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element must contain projections for 20 years, in 5-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 must also include a series of maps that show 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, consistent with the timetable described and the general location of future land uses by net density or other classifications.

Implementation Element

The plan must include a compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, sign regulations, erosion and storm water control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, housing codes, sanitary codes or subdivision ordinances, to implement the objectives, policies, plans and programs contained in the other eight elements. The element must describe how each of the elements of the plan will be integrated and made consistent with the other elements of the plan, and must include a mechanism to measure the City of Appleton's progress toward achieving all aspects of the plan.

The Implementation Element must include a process for updating the comprehensive plan. A comprehensive plan must be updated no less than once every 10 years.

The Planning Process

The process of developing a plan starts with analysis of existing conditions and trends regarding physical, environmental, social and economic aspects of the City. The 2016 Comprehensive Plan update process included the following phases:

1. Data Gathering and Analysis. During this phase, background information was gathered and the majority of public input activities were conducted.
2. Alternatives Development. During this phase chapter elements were updated and discussed with the Comprehensive Plan Steering Committee (CPSC). Key trends pertaining to each element were identified and discussed. Objectives and policies were updated along with existing condition information.
3. Plan Adoption. During this phase the draft Plan was brought to the public through a series of open houses and other outreach activities. The CPSC recommended the Plan for adoption and a public hearing was held by the Plan Commission. The Plan Commission adopted a resolution recommending to Common Council the adoption of the Comprehensive Plan. Finally, the Common Council reviewed the Plan, held a Public Hearing, and passed an ordinance to adopt the Comprehensive Plan.

The Comprehensive Plan contains five sub-area plans within the City, four of which were not updated as part of the 2016 Plan update. Chapter 14 Downtown Plan was rewritten as part of the 2016 Plan update. The following plans were not:

- Fox River Corridor Plan
- Richmond Street Corridor Plan
- Wisconsin Avenue Corridor Plan
- South Oneida Street Corridor Plan

Establishing the vision for Appleton is a process that involves the entire community. For this reason, the comprehensive planning legislation mandates adoption of written procedures that “foster public participation, including open discussion, communication programs, information service and public meetings.” A **Public Participation Plan** was developed to create an outline and strategic direction of how to educate and inform the citizenry and solicit input and feedback throughout the comprehensive planning process. Throughout the planning process,

For the 2016 Comprehensive Plan update, significant public participation occurred throughout the following activities:

- Interactive Project Website
- Regular Newsletters
- Online Survey
- Press Releases
- Meetings in a Box (self-facilitated issues and opportunities exercise)
- March 2016 Issues and Opportunities Workshops
- March 2016 Annual ADI Awards Banquet (plan your downtown exercise)
- Stakeholder Interviews and Focus Groups

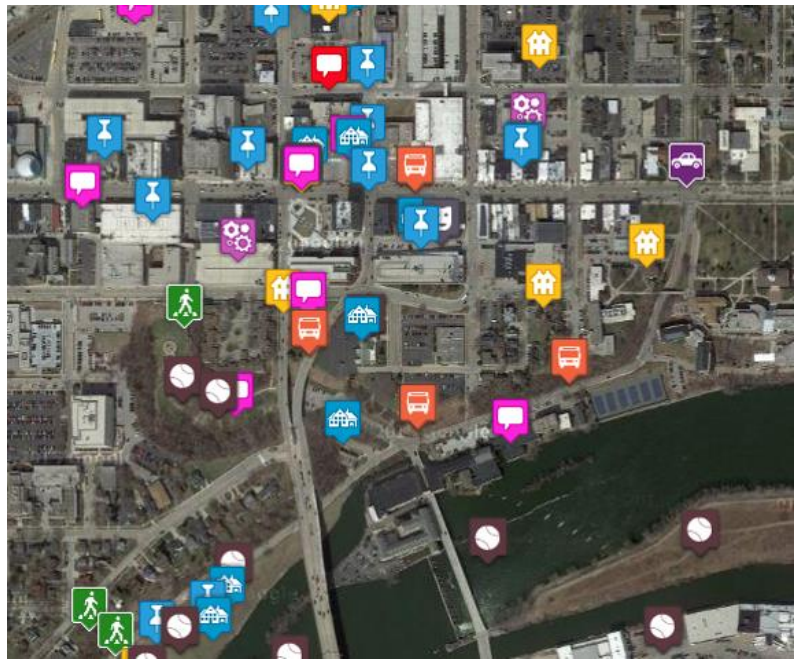


Figure 2 On-line commenting provided an opportunity for hundreds of citizens to provide input into the planning process



Figure 3 March 2016 Issues & Opportunities Workshop

- 3-day Downtown Design Charrette in May 2016
- Monthly Comprehensive Plan Steering Committee Meetings
- Downtown Sub Committee Meetings
- Draft and Final Plan Open House
- Public Hearing

DRAFT

Chapter 2: Background

History

Boundaries and Extraterritorial Jurisdiction

Prior Planning

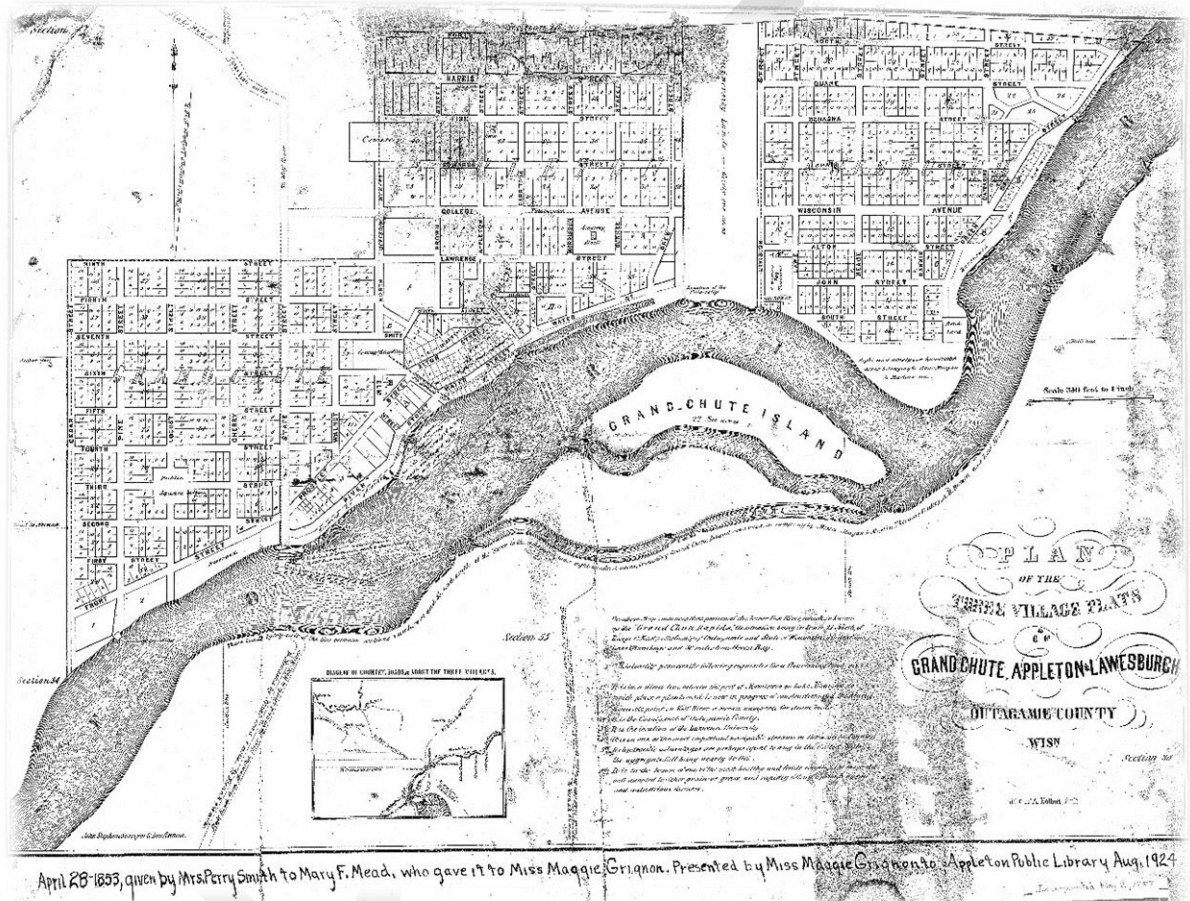


Figure 1 Three historic communities shaped downtown Appleton early on - the villages of Lawesburg, Appleton, and Grand Chute (Source: History Museum at the Castle)

Appleton is a community of 73,737 residents located in the Fox River Valley of northeastern Wisconsin. With its location at the crossroads of US Interstate 41 and US Highway 10, Appleton is part of one of the fastest growing urban areas in the State of Wisconsin. Appleton, which is 90 miles north of Milwaukee and 30 miles southwest of Green Bay, is experiencing growth and as such must analyze current and future demands for services and resources in order to ensure that the needs of its residents will be met. According to the Wisconsin Department of Administration, Appleton is projected to reach a population of 80,605 by the year 2040, a 9.3% increase over the State's official 2015 estimate.

History

Appleton was settled in 1848, incorporated as a village in 1853, and became a city in 1857. The first white settlers in the area were fur traders who followed the Fox and Wisconsin Rivers. A series of rapids, the "Grand Chutes," required travelers to portage at the present site of Appleton.

Industry soon came to harness the power of the falling water. The first paper mill was constructed in 1853, and was followed by others in Appleton and elsewhere in the Fox Valley. While paper-making provided an industrial base on which the region grew, it has also left a legacy of environmental contamination in the river basin.

Hydroelectric power led to the City's pioneering use of electricity. In order to provide electricity to paper mills, the Vulcan Street Hydroelectric Central Station was constructed and began operation on November 25, 1882. The Vulcan Street Plant represents an early use of hydropower to generate electricity and perhaps one of the earliest examples of a hydroelectric plant operation that sold electricity commercially and provided incandescent lighting service to the public. On August 16, 1886, the Appleton Electric Street Railway Company began operation of five Pullman cars on the newly installed track, becoming the United States' first commercial electric street railway. Electric lights replaced gas lamps on College Avenue in 1912.

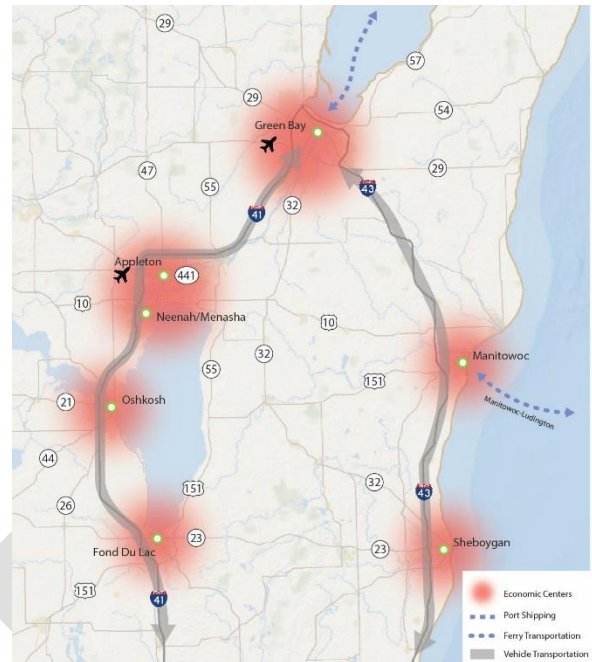


Figure 2 Map of northeast Wisconsin showing key economic centers



Figure 3 Fox River downstream from the College Ave. Bridge

Education has also played an important role in the City. Appleton has grown along with Lawrence University. Chartered in 1847, the school covers 84 acres of ground on the east side of the downtown, north of the Fox River. Appleton was named for an early benefactor of the college. The school attracts students from all over the United States and several countries, and brings many cultural programs to the community.

Appleton lays claim to being the site of the first enclosed shopping Mall in the United States. Valley Fair Shopping Center was constructed in 1954, although much of it was subsequently torn down and a portion was reused for commercial space. Today, the City's downtown retailers have specialized in order to successfully compete with the Fox River Mall and other commercial development along US Interstate 41 in the neighboring Town of Grand Chute.

Boundaries and Extraterritorial Jurisdiction

The City's boundaries straddle Calumet, Outagamie, and Winnebago Counties. Appleton also neighbors the City of Menasha, the Villages of Little Chute, Kimberly, Harrison, and Fox Crossing, and the Towns of Freedom, Center, Vandebrook, Grand Chute, Buchanan, and Harrison. The large number of overlapping and adjacent government entities has made intergovernmental cooperation in the region difficult at times.

Appleton would normally have extraterritorial jurisdiction extending three miles beyond its borders into any adjacent towns, or to the midpoint between cities located within that area. The City of Appleton has, however, entered into boundary agreements with several of its neighbors that establish limits on the City's ability to annex new lands. While these boundary agreements limit the City's ability to annex lands, they allow the City to proceed with development decisions near these areas. Figure 4 depicts the boundary agreements, the specific details of which are discussed below.

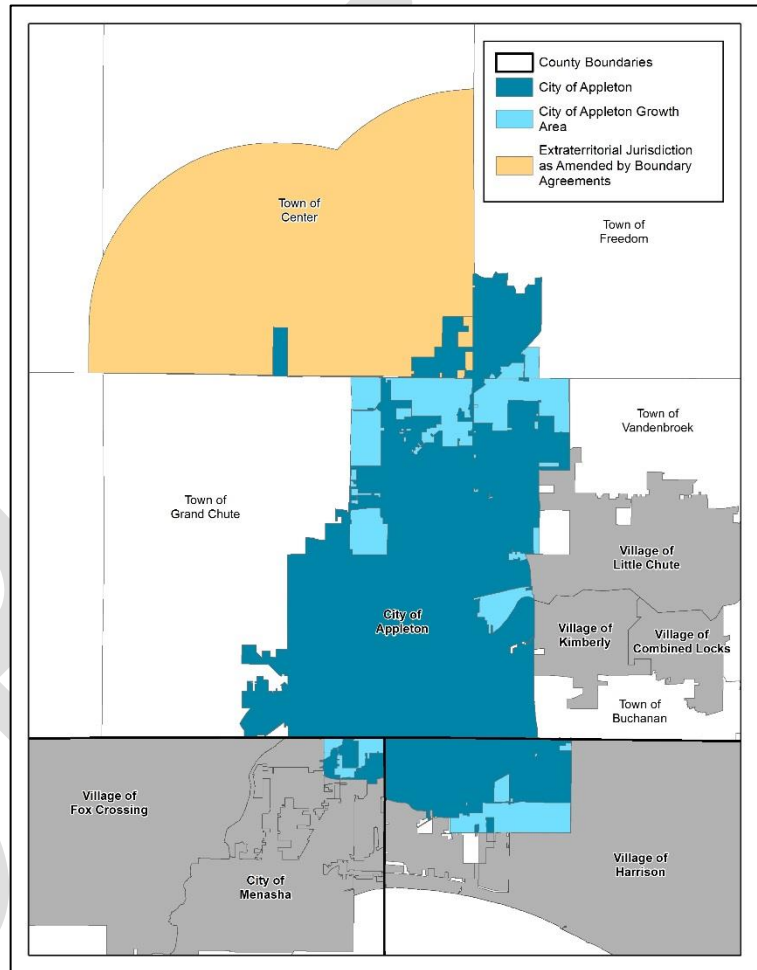


Figure 4 The City of Appleton and surrounding Towns and Municipalities

Town of Menasha and the City of Appleton

This agreement was adopted by the City of Appleton and the Town of Menasha in August of 1999. As part of the agreement the two communities established a common boundary line and the City agreed not to annex non-consenting single-family residential properties in the Town, north or east of that boundary, for 20 years. The City also agreed that no annexation would occur without a corresponding detachment of a similarly valued property. Additionally, the City agreed to deny all requests for annexation based solely on building and code compliance issues. Both communities agreed to not challenge the existence of “town islands” or “city islands” that resulted from annexations under this boundary agreement. The Town agreed not to judicially oppose any annexation made by the City in accordance with the agreement, and the City agreed to meet with the Town and discuss mutual concerns about annexations prior to filing any petition. The agreement will remain in effect until 2019.

Additional matters covered in the agreement include the City assuming all costs for improvements and maintenance of the Red Oak Ravine. The City also agreed that it would not contest incorporation by the Town of Menasha or consolidation with the Town of Grand Chute. Finally, the agreement outlined the dissolution of Sanitary District #4 and the creation of a Town utility district that will provide sanitary sewer and water service to any City property lying within its service area at the same rates as charged to properties in the Town.

It should be noted that in 2015 a portion of the Town of Menasha incorporated as the Village of Fox Crossing. In 2016, an adjustment was made to the boundary line to attach the remaining territory in the Town of Menasha to the Village of Fox Crossing.

City of Menasha and the City of Appleton

This agreement was adopted by the City of Menasha and the City of Appleton in September of 1992. The two communities agreed to a common boundary line and also agreed to detach properties on the opposite side of that boundary. Properties north of the boundary line were reserved for Appleton's southward expansion, and properties south of the line were reserved for the City of Menasha's eastward expansion. The parties agreed to work in good faith on public works projects of mutual benefit and to support one another against legal challenges brought by third parties, against annexation petitions concerning the affected properties. The agreement will remain in effect indefinitely unless terminated by mutual consent or breach of the agreement.

The agreement also states that the City of Menasha will support having the Waverly Sanitary District provide sewer and water services to City of Appleton properties within the Waverly Sanitary District's service area at the same rates as properties in the City of Menasha.

Village of Little Chute and the City of Appleton

The Village of Little Chute and the City of Appleton adopted this agreement in March of 1996. The communities agreed to a common boundary line, stating that all land west and north of the boundary is reserved for the City of Appleton's expansion, and all land east and south of the boundary is reserved for Village of Little Chute's expansion. The parties agreed to work in good faith on public works projects of mutual benefit and support one another against legal challenges brought by third parties against annexation petitions concerning properties affected by the agreement. The agreement also states that both municipalities will treat property owners of either municipality identically regarding the provision of water or sewer services. The agreement will remain in effect indefinitely unless terminated by mutual consent or breach of the agreement.

Town of Grand Chute and the City of Appleton

This agreement was adopted by the City of Appleton, the Town of Grand Chute, and the Town of Grand Chute Sanitary Districts #1 and #2 in March of 1992. The agreement established a boundary between the City and the Town, with those areas west of the boundary reserved for the Town, and those areas east of the boundary reserved for Appleton's future expansion. The Town of Grand Chute further agreed that it would not oppose annexations within the City's designated expansion area. The agreement established an area within the Town that would receive City sanitary sewer service without the precondition of annexation, an agreement to share the cost of a sewer loop through the Town, and creation of an additional connection between City and Town water infrastructure. Finally, the City agreed not to oppose any incorporation petition submitted by the Town. The agreement will remain in effect indefinitely unless terminated by mutual consent or breach of the agreement. It is anticipated that future sewered development east of N. Richmond St. will be annexed into the City.

Town of Freedom and the City of Appleton

This agreement between the Town of Freedom and the City of Appleton went into effect in January of 2004. It established a boundary between the two municipalities, with those areas west of the boundary to remain in the Town, and those areas east of the boundary reserved for City expansion. The agreement laid out a revenue sharing arrangement where the City will pay the Town an annual sum during the first twenty years of the agreement. The City agreed to not create a tax incremental district within the City's growth area, or contest future incorporation by the Town. The agreement will remain in effect until 2054.

Town of Harrison and the City of Appleton

The Town of Harrison and the City of Appleton adopted an agreement in January of 1999. It established a boundary between the two municipalities, with the City agreeing to not annex any territory east or south of this boundary for fifty years, and to not annex any non-consenting properties north or west of this boundary for twelve and a half years. Additionally, the City agreed that a number of non-consenting owners annexed to the City could detach their property from the City during that twelve and a half year period. These properties would be automatically annexed back to the City after this period. The agreement outlined cooperation in sanitary sewer service provision and the extension of Eisenhower Road, and the City agreed to not challenge any incorporation by the Town.

Village of Harrison and the City of Appleton

In 2013, the Village of Harrison incorporated as an independent municipality, after initially meeting the Incorporation Review Board's standards. Later that year, the boundary line was significantly changed to transfer land from the Town of Harrison to the Village of Harrison, leaving only the City of Appleton and City of Menasha growth areas remaining in the Town. In 2015 and early 2016, several annexations within the City of Appleton growth area have been adopted and/or initiated by the Village of Harrison.

Prior Planning

Several plans previously completed by the City of Appleton, along with Winnebago, Outagamie, and Calumet Counties, the East Central Wisconsin Regional Planning Commission, and neighboring municipalities were reviewed as part of the 2016 update to the City's 2010-2030 Comprehensive Plan. The recommendations in these plans were reviewed for consistency and serve as a basis for intergovernmental cooperation.

City of Appleton Comprehensive Plan 2010-2030

The City of Appleton Comprehensive Plan 2010-2030 was originally adopted in 2010. The plan was updated in 2016.

City of Appleton Downtown Plan

The City of Appleton adopted its Downtown Plan in 2007. In 2010, it was updated and included as Chapter 14 within the City of Appleton Comprehensive Plan 2010-2030. In 2016, the chapter was rewritten alongside the 2016 updates to the City of Appleton Comprehensive Plan 2010-2030, and remained included as Chapter 14 of that plan.

City of Appleton Vision 20/20 Comprehensive Plan

The City adopted its **Vision 20/20 Comprehensive Plan** in 1996. This plan addressed general issues including land use, housing, economic development, transportation, parks and open space, public utilities and facilities, urban design, and historic preservation.

Downtown revitalization, redeveloping blighted areas, resolving land use conflicts, and historic preservation were discussed as well as developing new areas in and adjacent to the City. Growth areas were identified on the north and southeast boundaries of the City. A discussion of other sections of the plan can be found in the background analysis of subsequent chapters of this plan.

East Central Wisconsin RPC Year 2030 and 2040 Regional Comprehensive Plans

The mission of this plan, adopted in 2008, was to work together with citizens, local governments and interest groups to develop a comprehensive vision for the future of the ten county area through 2030, as well as to provide strategic policy guidance to help that vision become reality. An update to the Year 2030 Plan began in spring 2016. The updated regional plan will be entitled “Working Together: A 2040 Comprehensive Plan for the East Central Wisconsin Region.” When completed, the “Working Together” plan will outline a series of “best practices” that area counties and communities should consider in order to achieve better alignment and collaboration when dealing with issues of mutual (regional) concern. The plan will package the traditional nine Wisconsin Comprehensive Planning Elements into the following “themes”:

- A Regional Sense of Place
- A Livable Region
- A Connected & Mobile Region
- A Resilient Region I – Environment
- A Healthy Region
- A Smarter Region
- A Resilient Region II - Economy

Winnebago County Comprehensive Plan: 2006

The **Winnebago County Comprehensive Plan** was adopted in March of 2006 to serve as a land use policy framework, balancing the needs of individual municipalities with the goals and objectives of the whole County. As such, the plan backs away from overly specific or regulatory measures, and emphasizes local control of planning decisions. The plan puts forth a set of minimum standards and policies to be met by each community's local land use plan. These standards generally include technical requirements such as specific sources and techniques for calculating the amount of demand for land uses.

One issue the plan addresses in detail is the conversion of agricultural lands to urban uses. The plan describes a recent increase in minor residential subdivision activity. Small rural subdivisions containing four or fewer lots have become more prominent in the rural landscape due to desires of property owners to sell some land for reinvestment in their farming operations. The plan suggests that the increased development activity may be reducing the ability of farmers to operate without conflict from non-agricultural uses.

Transportation is another area of greater detail in the plan. The plan states that the increased carrying capacity, speed, and efficiency created by recently constructed highways throughout the County may increase the interest of homeowners to live in rural areas of the County. Conversely, the plan suggests that rail passenger service may be needed due to the increasingly congested highway system and delays at airports. Previous studies have indicated that passenger service between Green Bay and Milwaukee, passing through Winnebago County, could be feasible.

Outagamie County Comprehensive Plan

The ***Outagamie County Comprehensive Plan*** was created to meet the requirements of the state's Smart Growth legislation, and contains the nine elements required by the legislation. The plan was adopted in 2008 by the County Board.

The plan notes that weaknesses affecting the County economy include a lack of unified vision, little regional visibility, poor brand recognition, too many government actors, an aging labor pool, and a lack of workforce housing. It notes several potential threats to the region, including changing housing preferences and economic impacts (work force) due to the aging population in the County, and concerns that the Valley Transit System will lose federal funding around 2010, despite its increasing ridership.

Some of the important recommendations coming from the plan include:

- supporting regional collaboration, including revenue sharing, joint marketing, multi-jurisdictional grant applications, and development of a regional revolving loan fund;
- encouraging long haul freight shipments by rail to reduce wear on County highways, and the creation of multi-modal transportation areas for freight transitions between rail and truck;
- developing a connected regional trail system that could include wider shoulders on County roads to allow bicycle and pedestrian trails;
- support for purchase of development rights (PDR) or transfer of development rights (TDR) programs to protect agricultural lands in the County; and
- cooperating with local jurisdictions to increase development densities in urban areas.

Calumet County Comprehensive Plan

Adopted in May 2007, the ***Calumet County Year 2025 Comprehensive Plan*** is designed to be a reflection of residents' values and shared vision, a guide for managing change, and the foundation for achieving goals through policies, strategies, and an implementation plan. The plan was comprehensively amended in February 2012 to reflect updated statistical and factual data.

Calumet County identified a number of concerns related to agriculture. While the County expects that agriculture will remain an important part of the landscape and local economy, the number of farms in the County is expected to decline. A large number of farmers are expected to sell their land as they age and retire. This will lead to consolidation and larger farms in the County.

Some of the existing farm land may also be sold for development. Both the number of housing units and the population in Calumet County are expected to grow at nearly twice Wisconsin's average rate of growth in the next 30 years. Continued development in rural areas will create the need for increased public services such as police and fire protection.

In evaluating its prospects for economic development, the County believes there is likely be increasing interest in “value-added” businesses to complement small dairy and general farming operations. The County’s tourism industry is also expected to grow substantially, and will become a more dominant sector in the overall County economy.

DRAFT

Chapter 3: A Community Vision

The Public Participation Process & Results

Key Issues

A Community Vision

Appendix: Public Participation Summary



Figure 1 March 14, 2016 Issues & Opportunities Workshop

The Public Participation Process

A robust public participation and stakeholder engagement process which generated over 2,000 unique comments and directly engaged over 1,500 people was used to inform the plan. See Appendix Public Participation Summary for a copy of all comments. Key issues and priorities were identified based on the results of the following activities:

- Issues and Opportunities Community Workshops (March 14 and 16, 2016)**

Two community workshops were held to formally introduce the project and provide participants an opportunity to share views in greater detail. Small groups of participants engaged in discussions concerning issues, opportunities and their vision for the City of Appleton.

- Appleton Downtown Incorporated Annual Banquet**

The consultant team prepared a hands on mapping activity which was on display at the March 15, 2016 ADI annual banquet. Participants had the opportunity to chat informally with several members of the project team. Ideas were shared verbally, on sticky notes, and using formatted land use game pieces depicting different types of downtown development.

- Downtown Design Charrette (May 16-18, 2016)**

A three-day design workshop was conducted as a means of engaging key stakeholders and the broader public in focused design-based discussions and exercises to develop consensus around key land use, circulation, place-making, and redevelopment opportunities in the downtown study area and adjacent areas including the riverfront. The workshop included both a walking tour and bicycle tour of downtown and the riverfront.

- Community Survey**

The purpose of the survey, which was conducted online during the month of May 2016, was to obtain a broad level of citizen input regarding community-wide and downtown issues and opportunities.

- Interactive Website**

Using an interactive website, the project team provided opportunities for 24-7 public input. The website was also used to communicate project status, post draft work products, and solicit input on alternatives. Participants were able to leave place-specific comments by clicking on an aerial map of the City.



Figure 2 March 2016 Issues & Opportunities Workshop Poster (Spanish version)

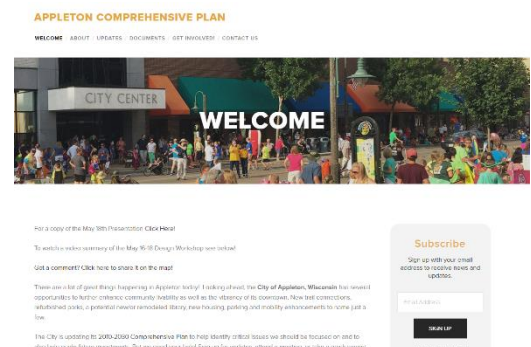


Figure 3 The project website included on-line mapping for citizen comments.

- **Focus Groups and Key Stakeholder Interviews**

The project team met with key downtown stakeholders and city officials to discuss the current state of the downtown and issues and opportunities looking ahead. These sessions were conducted as small focus groups and individual interviews with key property and business owners, including representatives of the development “delivery system” such as public officials, financiers, developers, property owners, brokers, institutional leaders.

- **Focus Groups and Interviews – Arts, History, Culture and Sustainability**

The project team conducted two focus group meetings with key arts and culture, sustainability and historic preservation community leaders. The purpose of these discussions was to better understand opportunities and constraints to investment in the study area from the unique perspectives of these individuals and organizations.



Figure 4 The word cloud summarizes responses to the survey question: What are your hopes for the future of Appleton?

- **Neighborhood Academy**

City staff and the consultant presented an overview of the Comprehensive Plan update to the Neighborhood Academy participants in May 2016. A "meeting in a box" exercise was also conducted, followed by discussion of key issues and opportunities related to neighborhoods.

- **Meeting in a Box**

The consultant team prepared a stand-alone public input activity called 'Meeting in a Box', which allowed individual groups to brainstorm ideas for Appleton's future. It was used at the Citizen's Academy and with the Downtown Appleton Rotary Club. The consultant team recorded all input gathered using the box and compiled results into the public participation summary document.

- **Comprehensive Plan Steering Committee (CPSC)**

The CPSC oversaw the project and met monthly (10 times). While the CPSC's purview included updating multiple elements of the City's Comprehensive Plan, the committee discussed the Downtown Plan element at two of its meetings.



MEETING IN A BOX



1. An update to Appleton's 2030 Comprehensive Plan featuring:
 - An updated Parks and Recreation Chapter
 - A new Downtown Plan
2. A new Master Plan to guide off street traffic development



Figure 5 The "Meeting in a Box" provided a self facilitated opportunity for people to contribute to the planning process

- **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 to review and comment on the draft Parks and Recreation Master Plan chapter.

- **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 the final updated Comprehensive Plan and Downtown Plan with community members.

Key Issues

Summary of Key Issues Impacting Appleton

A summary of key issues (in no particular order) were identified based on input from Appleton residents, business owners, and other key stakeholders. The key issues are organized by Comprehensive Plan chapter. In some cases the key issues appear in more than one chapter because they are related to multiple chapters of the Comprehensive Plan.

Housing and Neighborhoods (Chapter 5)

1. **Central city neighborhoods**

How can the City best partner with central city neighborhoods and others to ensure that housing conditions do not deteriorate, and that the areas remain desirable for a mix of income levels?

2. **Affordable housing**

How can the City and its partners ensure that housing is available and affordable to all?

3. **Mix of housing types**

How can the City encourage a broader mix of housing supply beyond single family, including more town homes, pocket neighborhoods, multi-family housing, and other housing types?

4. **Downtown housing**

How can the City encourage the development of more housing in and adjacent to downtown in order to support a more self-sufficient downtown neighborhood with its own grocery store and other amenities nearby?

5. **Housing conditions**

How can the City ensure that both single family and multi-family housing stock is well maintained? What steps should be taken to deal with properties which are becoming blighted?

6. Safety and crime

What steps should be taken to maintain safe neighborhoods? How can the City partner most effectively with neighborhoods to address concerns over crime? How can citizens become more engaged in neighborhood issues and organizations?

7. Walking and biking

How can the City promote more walkable neighborhoods, with easy, convenient access to neighborhood restaurants, retail, and other daily needs and services?

8. Housing and school choice

There is some concern that residential development on the north side of Appleton is being hampered by the fact that some areas lie within the Freedom Area School District and not the Appleton Area School District. What should the City do to address this concern?

Transportation (Chapter 6)

1. Street repairs and maintenance

How can the City most effectively and efficiently maintain the city's street network? How can College Avenue be better maintained to improve its aesthetics, especially at the west end of College?

2. Biking and pedestrian issues

How can the City better connect and grow its on-street and off-street trail networks? How can the commercial corridors be made more bike and pedestrian friendly? How can frequent destinations be made more accessible and safer to get to? What should be done to encourage bicyclists to obey the rules of the road and to encourage drivers to pay more attention to bicyclists?

3. Rail safety and noise impacts

How can the negative impacts from the trains be mitigated?

4. Public transit

What is the future of the public transit system in the Fox Cities? What steps should the City take to ensure it meets the current and future needs of the population?

5. Funding

How can existing transportation-related infrastructure be adequately maintained in light of budget constraints?

6. Access and connectivity to the river

How can access and connectivity to the river be best achieved?

7. Parking

How can future development incorporate mixed use parking structures? How can the amount of surface parking downtown and along the river be minimized as the City grows?

Utilities and Community Facilities (Chapter 7)

1. Appleton Public Library

How can the City help resolve the issue of where to locate and how to fund a new or renovated library?

2. Safety and crime

What steps should be taken to maintain safe neighborhoods? How can the City partner most effectively with neighborhoods to address concerns over crime?

3. Older adults

What role should the City play in terms of ensuring adequate continuum of care services and facilities for older adults?

Agriculture, Natural, Historic, and Cultural Resources (Chapter 8)

1. Local food system development

How can the City and its partners continue to encourage the growth of the local food system? How can additional neighborhood serving grocery options be made more widely available for people to access on foot and by bicycle?

2. Creative culture and public art

How can the City and its partners encourage the growth and diversification of the local arts and creative culture scene? How can a broader arts strategy be pursued in a fair and equitable manner? How can public art and other forms of creative expression be leveraged to foster a stronger community identity?

3. Diversity

How can the City promote an inclusive environment which welcomes and celebrates diversity of all types? How can the City encourage healthy community dialogue around issues of race and ethnicity?

4. Appleton Public Library

How can the City help resolve the issue of where to locate and how to fund a new or renovated library?

5. Historic preservation

How can historic areas of the City, including the Fox River corridor, be preserved and maintained?

6. Environment and Sustainability

How can environmental corridors and high value ecological sites be preserved? How can the City encourage more sustainable design including green buildings?

Economic Development (Chapter 9)

1. Talent retention and attraction

How can the community continue to best partner with educational institutions, employers, cultural organizations and others in order to grow a highly educated and innovative workforce? How can the City brand itself as a desirable location for creative and talented individuals looking for a great place to live and work?

2. Business attraction, retention, and expansion

How can the City more effectively attract, retain, and facilitate the expansion of existing and new businesses? How can more neighborhood based businesses be encouraged?

3. Growth on the fringes

How can the City cost effectively invest in fringe growth areas such that new development pays for itself, both in terms of short term infrastructure costs and long term service provision?

4. Corridor revitalization

How can the City rejuvenate its commercial corridors including Wisconsin Avenue, Richmond Street, and S. Oneida Street? How can corridor development be used to foster ethnic and neighborhood identity? How can destinations along Appleton's corridors be made more walkable and accessible to pedestrians?

5. Housing development

How can the City help stimulate the provision of more housing options? How can a mix of affordable and market rate housing be provided across the City, including additional opportunities for a variety of downtown housing types?

6. Capturing regional growth

How can the City capture its fair share of regional growth given its geographical constraints and concentration of tax exempt properties?

Land Use (Chapter 10)

1. Redevelopment

How can the City facilitate the redevelopment of blighted or vacant parcels into more productive uses? How can the City stimulate redevelopment along existing commercial corridors?

2. Zoning and land use regulations

How can the zoning code and related land use implementation tools be utilized most effectively to achieve the overall goals and objectives contained in the Plan?

3. Future land use

How should the future land use map be modified to best achieve the overall goals and objectives addressed throughout the Plan?

Downtown Plan (Chapter 14)

Key downtown issues are described in more depth in Chapter 14. They include the following topics:

1. Housing
2. Transportation & Walkability
3. Parking
4. Grocery Store
5. Library
6. Development & Business Climate
7. Security
8. Organization & Marketing
9. Richmond Street & College Avenue
10. West College Avenue Entertainment Area
11. Creative Culture & Public Art

12. River Connectivity, Trails, & Parks
13. Diversity
14. Senior Center
15. Small Theater
16. North of College Avenue
17. City Center Plaza
18. Fox Cities Exhibition Center and Tourism
19. Maintenance

Parks and Recreation Master Plan (Chapter 18)

1. Trails and biking

How can the City create a comprehensive trail system which links on-street bike lanes to off-street multi-modal trails, providing greater connectivity and access to key destinations?

2. Dogs and parks

How can the interests of dog owners be accommodated?

3. Gaps in existing park system

How can the needs of the geographically underserved areas of the City be met?

4. The Fox River

What additional park and trail amenities should go in along the river? How should Ellen Kort Peace Park be planned and designed? How can greater access to the river be facilitated?

A Community Vision

Based upon an extensive public participation process and an understanding of the key issues impacting the City, a set of vision statements were developed to help guide the City's comprehensive planning process. The effort led to adoption of the following community vision:

Appleton is a great place to live, work, and visit. Residents have an enviable quality of life characterized by:

1. Safe and attractive neighborhoods for all income levels and stages of life.
2. A vibrant economy and a thriving downtown, providing diverse career opportunities.
3. A thriving, walkable downtown, including north and south of College Avenue, where people go to spend time with family and loved ones.
4. Exceptional cultural resources, schools, and life-long learning opportunities.
5. A revitalized Fox River corridor with more housing and destinations, with public access to the water's edge.
6. Convenient and efficient multi-modal transportation options.
7. A well connected and developed trails, parks, and open space network throughout the City.
8. Good access to recreational facilities throughout the City.

9. Well regarded recreational facilities and programs which evolve to meet changing demands.
10. Outstanding city services, public safety, and medical care.
11. Proactive problem-solving with residents, businesses, and neighboring communities.
12. Creative place making and public art enhance the public realm and contribute to a vibrant economy.
13. A convenient, well run public transit which meets current and anticipated needs.
14. Corridors which are pedestrian friendly and accessible, serving as neighborhood centers in addition to maximizing the flow of vehicles.
15. Attractive commercial environments where neighbors can shop and visit on foot, by bike, and car.
16. Well maintained neighborhoods where neighbors know and look out for each other.
17. Neighborhoods which are safe and crime free.
18. Beautiful streetscapes which are designed and maintained in a manner that preserves neighborhood value and encourages walking and biking.
19. Cooperation with neighboring communities resulting in sensible borders, energy efficient policies, effective service provision, and resource management.

Chapter 4: Issues and Opportunities

Population and Housing

Work Force and Industry

Overall Community Goals



Figure 1 Houdini Plaza during Octoberfest



The Issues and Opportunities Element of the **Comprehensive Plan** provides "a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period," as well as economic and demographic information about the City of Appleton. It analyzes current trends to identify issues important to residents. This report and analysis serves as a foundation for the City of Appleton's Comprehensive Plan.

Population and Housing

As of the 2010 U.S. Census, Appleton's population totaled 72,623 people. According to the Wisconsin Department of Administration, the City had an estimated 73,737 residents in 2015.

The City's population has steadily increased throughout recent decades and continued growth is projected through 2040. According to the Wisconsin Department of Administration, by 2040, the population is projected to be 80,605 persons, an approximate 9.3 percent increase since 2015. Regionally, Outagamie, Calumet, and Winnebago counties continue to add population as well.

Population and Projections										
	Population				Estimate	Population Projection				
	1980	1990	2000	2010	2015	2020	2025	2030	2035	2040
Appleton	58,913	65,695	70,087	72,623	73,737	76,370	78,680	80,570	81,165	80,605
Outagamie County	128,730	140,510	160,971	176,695	180,995	191,635	200,630	208,730	213,500	215,290
Winnebago County	131,772	140,320	156,753	166,994	169,925	177,050	183,230	188,680	191,710	193,130
Calumet County	30,867	34,291	40,631	48,971	50,315	54,555	58,010	61,255	63,210	64,210

Source: United States Census & Wisconsin Department of Administration

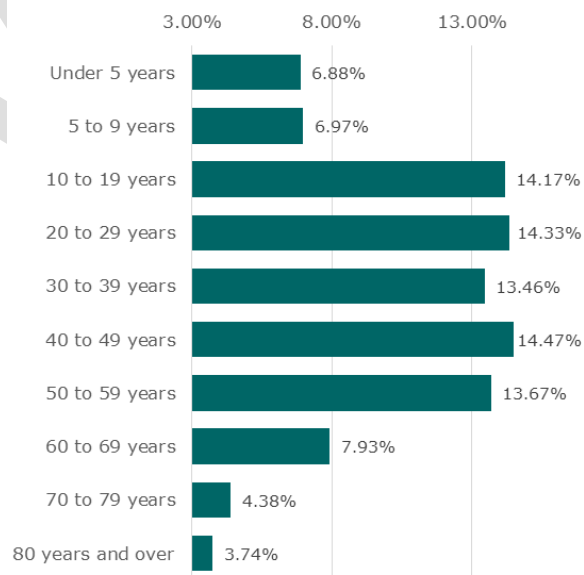
Age Distribution

According to the 2010 U.S. Census, approximately 18.13 percent of Appleton's population consists of K-12 school aged children (5 to 17). 6.88 percent of the City's population was under the age of 5. Over half (52.78 percent) of the City's 2010 population was within the working age cohort (18 to 54 years old) with approximately 10.88 percent within retirement age (55 to 64 years old). Persons aged 65 years and older comprised 11.33 percent of the population with 3.74 percent 80 years and over.

The median age within Appleton in 2010 was 35.3 years old. This is a slight increase from the 2000 median age of 33.8.

When comparing to other similarly sized cities in the region, Appleton has a higher percentage of children age 14 and under. Appleton also has a higher percentage of

Age Distribution in the City of Appleton

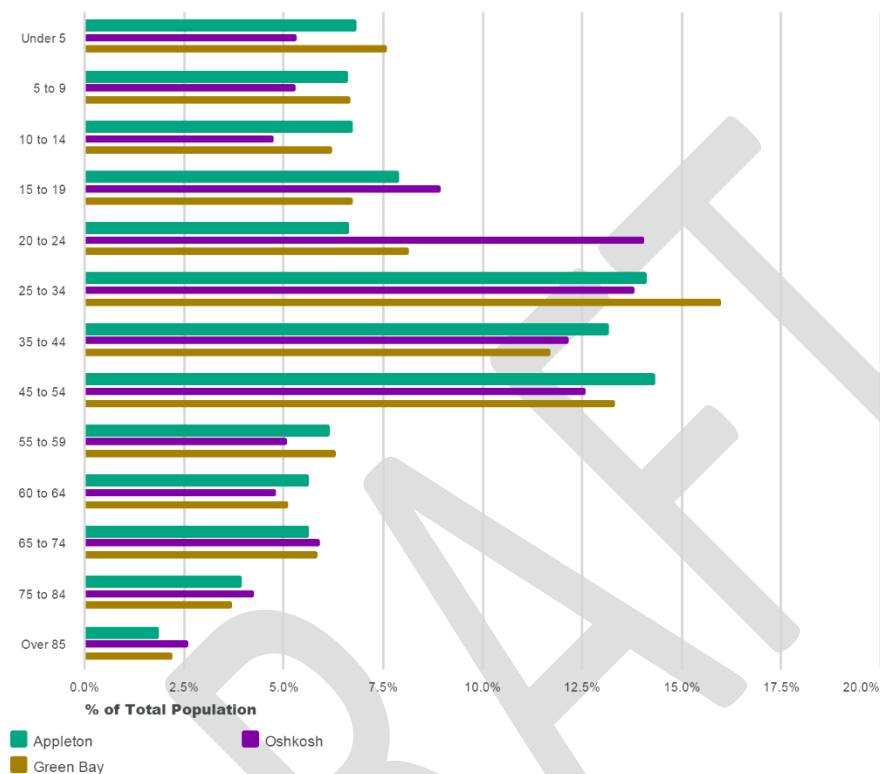


Source: U.S. Census Bureau, 2010

working adults in the 35 to 44 and 45-54 age cohorts compared with both Oshkosh and Green Bay.

Age Totals

Appleton



Looking ahead, the City of Appleton can expect to experience the same demographic trends which are occurring at the national and state level in terms of aging. For example, according to a report¹ by the Wisconsin Department of Administration over the period 2010-2040:

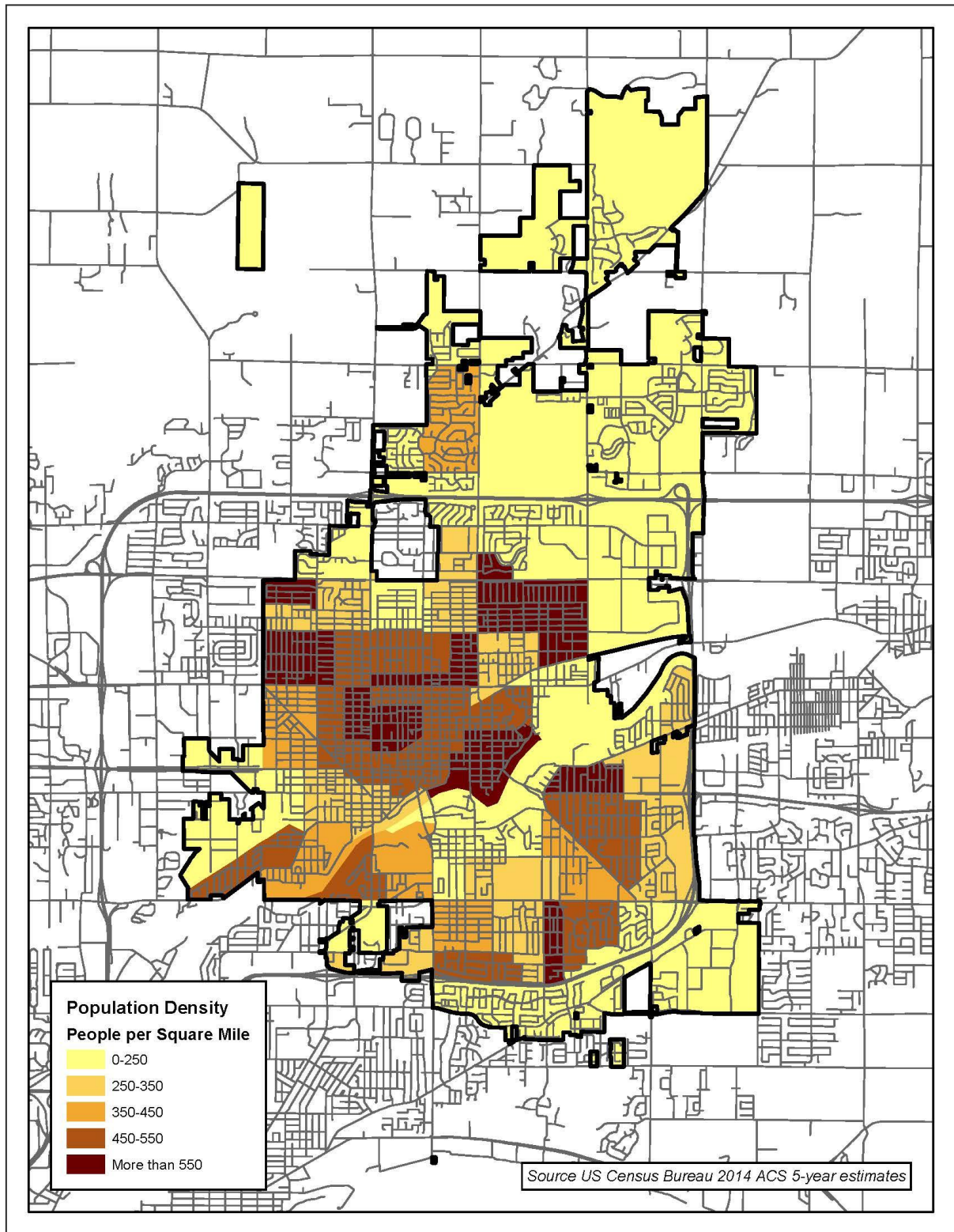
- The elderly population—age 65 and over—will increase rapidly in every five-year interval, from 777,500 in 2010 to 1,535,500 in 2040, nearly doubling in 30 years.
- The very elderly population – age 85 and over – will increase 140%.
- The shares of three broad age groups will change across the 30-year time span in this manner: --Ages 0-17: from 23% in 2010 to 21% in 2040 --Ages 18-64: from 63% in 2010 to 55% in 2040 --Ages 65 & over: from 14% in 2010 to 24% in 2040.
- The state's median age is projected to rise from 38.4 years in 2010 to 42.4 in 2040. In comparison, the Census Bureau projects the national median age will rise from 37.7 to 40.4 years across the same period.

Population Density

Appleton's population is concentrated in central portions of the City. These areas tend to have housing units that were constructed prior to 1950 and higher proportions of multi-family housing.

¹ Wisconsin's Future Population Report: Projections for the State, Its Counties, and Municipalities, 2010-2040 (December 2013)

Population Density in the City of Appleton



Educational Attainment

The average educational level of Appleton residents surpasses that of the State of Wisconsin. According to the 2010 Census, 91.8 percent of Appleton's population aged 25 years and over graduated high school, compared to the 90.8 percent statewide. In addition, 31.9 percent of Appleton's population 25 and older held a bachelor's degree or higher while only 27.4 percent of Wisconsin's population achieved this level of education.

The concentration of colleges and universities within an hour of Appleton contribute to its positive educational attainment statistics. Fox Valley Technical College, Lawrence University, St. Norbert College, and three University of Wisconsin campuses (Fox Valley, Oshkosh, and Green Bay) provide higher educational opportunities to residents of Appleton and the region.

Diversity

Appleton has seen tremendous growth in diversity over the past few decades. In the 1980's, 1.75 percent of individuals in the City identified as a race other than white. By the year 2000, that number had grown to 8.7 percent. Representation of minority communities almost doubled between 2000 and 2010, bringing the total to 15 percent. The City projects that this growth trend will bring the total closer to 23 percent minority population by the 2020 Census. In the 2010 Census, the largest minority population in the City of Appleton was Asian at 5.9 percent, followed by Hispanic/Latino at 5.0 percent. The Hispanic/Latino population currently makes up the largest minority group in Wisconsin. The City of Appleton anticipates a similar trend by the 2020 Census. The 2010 Census indicated that the African American population made up 1.7 percent of the total population, and that is also expected to increase. In addition, the City of Appleton has seen a number of incoming refugees in the past two years, with people coming from Iraq, Afghanistan, The Congo and Cuba. Although not represented in Census data, the City is home to a diversity of religions, people with disabilities and Lesbian, Gay, Bisexual and Transgender individuals, all of whom contribute to the rich diversity of the community.

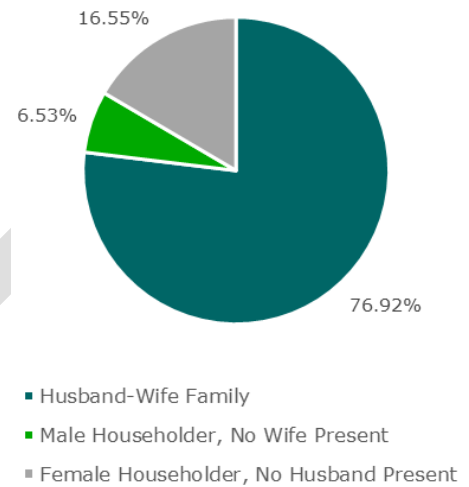
The City of Appleton prides itself on inclusion. Inclusion refers to how diversity is leveraged to create a fair, equitable, healthy, and welcoming community where all individuals are respected, feel engaged and motivated, and their contributions toward meeting societal goals are valued. Appleton established a position for a Diversity & Inclusion Coordinator in its city budget in 1997, and that position currently remains. This position works with City leaders to make a more welcoming community for all.

Housing and Households

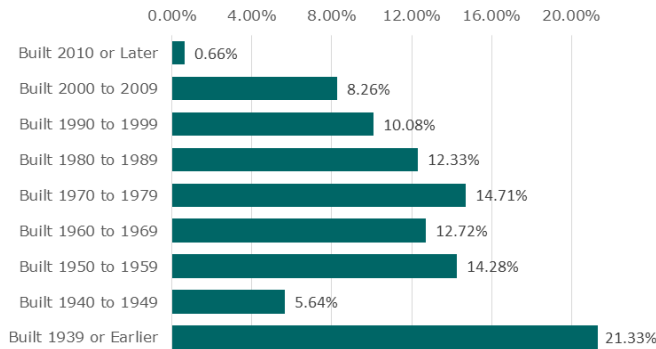
As of the 2010 Census, there were 30,348 housing units available in the City of Appleton. 28,874 of the available housing units were occupied (95.1 percent) with 67.3 percent of occupied housing units being owner-occupied and 32.7 percent being renter-occupied. Of the 1,474 vacant housing units (4.9 percent), only 83 were due to seasonal, recreational, or occasional purposes.

The majority of the occupied housing units (63.3 percent) consisted of family households. As depicted by the adjacent chart, a majority of family households are occupied by a husband-wife family (76.92 percent). 44.57 percent of these families had children under the age of 18 years living in the same household unit.

Family Household Composition in the City of Appleton



Percentage of Housing Units by Date Constructed in the City of Appleton



The average household size was 2.43 persons and the average family size was 3.04 persons.

According to the American Community Survey completed in 2014, out of the 30,460 total housing units they estimated, a housing unit in the City of Appleton most likely consists of 3 bedrooms (40.38 percent) with 5 rooms in total (20.08 percent). Of the 19,519 owner-occupied units, 70.01 percent

currently have an outstanding mortgage and 43.54 percent have a value between \$100,000 and \$149,999.

The City has a high percentage of older housing units. Based off of the 2014 American Community Survey, over half (53.97 percent) of all housing in Appleton was constructed prior to 1970, compared to 47.48 percent in the State of Wisconsin as a whole.

In terms of new construction, Appleton's percentage of regional² new housing unit construction averaged 21% over the period 2007 through 2014, compared with an average share of 10% over the period 2000 through 2006. This trend can be partially explained by Appleton's relatively strong performance in terms of new multi-family construction.

² As the City of Appleton's municipal boundaries extend into Outagamie, Winnebago and Calumet Counties, we have determined that the primary market area includes both the Appleton MSA (Outagamie and Calumet Counties) and the Oshkosh-Neenah MSA (Winnebago County), and is hereinafter defined as the Appleton-Oshkosh-Neenah Combined Statistical Area or CSA.

Newly Constructed Building Units

	2007		2008		2009		2010		2011		2012		2013		2014	
	Appleton	Region	Appleton	Region	Appleton	Region	Appleton	Region	Appleton	Region	Appleton	Region	Appleton	Region	Appleton	Region
Total Units	91	800	136	694	82	517	78	587	171	648	281	833	206	830	198	935
Appleton % of Region		11.4		19.6		15.9		13.3		26.4		33.7		24.8		21.2
Units in...																
Single Family Structures	85	673	54	488	74	421	64	413	37	298	45	375	77	517	58	513
2-Unit Structures	6	46	14	34	8	64	6	28	6	34	0	24	4	28	2	36
3- and 4-Unit Structures	0	3	20	20	0	0	8	8	4	4	24	40	12	28	28	40
5+ Unit Structures	0	78	48	152	0	32	0	138	124	312	212	394	113	257	110	346

(Region is defined as the Appleton – Oshkosh – Neenah Combined Statistical Area)

Source: U.S. Bureau of the Census, State of Cities Database

The number of households within the City is anticipated to grow well into the future. Data from the 2010 US census shows that there were 28,874 occupied households in the City of Appleton. Wisconsin Department of Administration population projections show an estimated 34,983 occupied households in the City in 2040.

Households and Projections

	Households			Household Projections				
	1990	2000	2010	2020	2025	2030	2035	2040
Appleton	25,528	26,864	28,874	31,623	32,983	34,200	34,853	34,983

Source: US Census of Population and Wisconsin Department of Administration

Work Force and Industry

Appleton is part of the Appleton-Oshkosh-Neenah Combined Statistical Area (CSA), which includes Outagamie, Calumet, and Winnebago Counties. This area approximates the local labor pool and reflects the integrated nature of the Fox Valley economy.

Employment and Work Force

Employment in the region grew by over 6,000 jobs (5.3%) between 2005 and 2015. This is much slower growth than the region saw between 1995 and 2005 (14.1%). In numerical terms, this was led by growth in the service providing sector, followed by education and health services and the health care and social assistance sectors. Several industries saw job retraction during this ten-year period, including the goods producing section (largely in non-durable goods), retail trade, information, and state government.



Industry Growth 2005-2015

	Wisconsin		Appleton CSA		Change	Percent Change
	2005	2015	2005	2015		
Total non-farm employment	2,839,600	2,888,900	116,800	123,000	6,200	5.3%
Total private employment	2,426,900	2,478,900	105,500	110,800	5,300	5.0%
Service Providing	2,199,800	2,306,600	84,100	91,500	7,400	8.8%
Goods Producing	639,800	582,300	32,700	31,500	-1,200	-3.7%
Manufacturing	506,500	468,600	23,900	24,000	100	0.4%
Trade, Transportation, Utilities	540,000	532,200	22,500	23,400	900	4.0%
Retail Trade	315,900	305,000	14,900	14,400	-500	-3.4%
Nondurable Goods	189,200	183,700	14,000	12,700	-1,300	-9.3%
Professional, Scientific, Technical	91,300	104,200	12,700	13,400	700	5.5%
Educational and Health Services	385,600	435,600	12,000	14,800	2,800	23.3%
Government	412,700	409,900	11,300	12,200	900	8.0%
Leisure and Hospitality	257,200	269,200	10,700	11,900	1,200	11.2%
Health Care and Social Assistance	336,200	385,000	10,700	13,500	2,800	26.2%
Local Government	280,100	284,000	10,500	11,300	800	7.6%
Durable Goods	317,300	284,800	9,800	11,300	1,500	15.3%
Financial Activities	158,600	151,000	6,800	7,100	300	4.4%
Other Services, Excluding Public	135,300	147,900	6,000	7,200	1,200	20.0%
Wholesale Trade	117,600	122,300	4,100	5,800	1,700	41.5%
Transportation, Warehousing	106,500	104,900	3,500	3,300	-200	-5.7%
Information	49,500	48,800	2,100	1,500	-600	-28.6%
Federal Government	29,200	28,800	500	700	200	40.0%
State Government	103,400	97,100	300	200	-100	-33.3%

Source: Wisconsin Department of Workforce Development

In terms of commuting patterns, Appleton's work force lives generally close to their place of employment. Over 65% of Appleton workers have less than a 10-mile commute. The table below illustrates commuting patterns by home destination and work destination. Home destination statistics indicate where workers live who are employed in Appleton. Just under one quarter of the people who work in Appleton (22.2%) also live within the City of Appleton. Three fourths of the people that work in Appleton commute in from across the region.

TABLE
COMMUTING PATTERNS
CITY OF APPLETON, WISCONSIN
2013

Place of Residence for Appleton Workers			Place of Employment for Appleton Residents		
<u>Place of Residence</u>	<u>Count</u>	<u>Share</u>	<u>Place of Employment</u>	<u>Count</u>	<u>Share</u>
Appleton, WI	10,084	22.2%	Appleton, WI	10,084	28.1%
Neenah, WI	2,450	3.8%	Neenah, WI	1,719	6.8%
Kaukauna, WI	1,566	3.5%	Kaukauna, WI	1,599	4.4%
Menasha, WI	1,248	3.3%	Menasha, WI	1,484	3.5%
Oshkosh, WI	1,171	2.7%	Oshkosh, WI	1,232	3.3%
Little Chute, WI	866	2.4%	Little Chute, WI	1,085	2.4%
Green Bay, WI	751	2.0%	Green Bay, WI	929	2.1%
Harrison, WI	706	1.9%	Harrison, WI	862	2.0%
Kimberly, WI	571	1.6%	Kimberly, WI	747	1.6%
De Pere, WI	514	0.9%	De Pere, WI	395	1.4%
All Other Locations	15,896	55.6%	All Other Locations	25,235	44.4%
Distance Traveled to Work for Appleton Workers			Distance Traveled to Work for Appleton Residents		
Total Primary Jobs	35,823	100.0%	Total Primary Jobs	45,371	100.0%
Less than 10 miles	23,454	65.5%	Less than 10 miles	26,014	57.3%
10 to 24 miles	5,223	14.6%	10 to 24 miles	7,784	17.2%
25 to 50 miles	2,419	6.8%	25 to 50 miles	4,694	10.3%
Greater than 50 miles	4,727	13.2%	Greater than 50 miles	6,879	15.2%

Sources: US Census Bureau Local Employment Dynamics

There are about 10,000 more people that travel into Appleton for work, than those that travel from Appleton elsewhere for jobs.

According to the 2015 American Community Survey 5-year estimates, approximately 69.9 percent of the population aged 16 and older is in the work force; participation by females of age 20-64 is approximately 77.5 percent and participation by males in this age range is approximately 87.6 percent. The private sector employs 87.4 percent of the work force, while government employs 8.9 percent. A total of 1,382 persons were self-employed in businesses which had not been incorporated. These persons make up 3.6 percent of the work force. As of January of 2016, the unemployment rate within the City of Appleton CSA was 4.4 percent. This is approximately the same rate as in January of 2015 (4.7%). Comparatively, the Bay Area Workforce Development Area had a January 2016 unemployment rate of 5.1%, while Wisconsin had an unemployment rate of 5.2%.

The majority of residents of the City of Appleton work in white collar occupations. This is a change from the city's historical manufacturing background. Management, professional, and related occupations make up the largest segment in the community.

Appleton Residents by Occupation

Occupation	Number of Workers	Percent of Work Force
Management, Business, Science, and Arts	13,136	34.4%
Service	6,259	16.4%
Sales and Office	9,762	25.6%
Natural Resources, Construction, and Maintenance	2,544	6.7%
Production, Transportation, and Material Moving	6,478	17.0%

Source: U.S. Census of the Population 2014 American Community Survey

The Wisconsin Department of Workforce Development projects occupational growth through 2022 by Workforce Development Area. The Bay Area Workforce Development area includes Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Menominee, Oconto, Outagamie, Shawano and Sheboygan Counties. The occupations projected to grow most substantially by 2022 include the Health Care Practitioners and Technical Occupations (19.5%) and Legal Occupations (16.8%). Projections for the Fox Valley Workforce Development Area, which includes Calumet, Green Lake, Fond du Lac, Waupaca, Waushara, and Winnebago Counties, show similar growth for these occupations. Occupations with the largest growth projections in the Fox Valley Workforce Development Area include Occupational Therapy and Physical Therapist Assistants and Aids (23.68%) and Physical Scientists (21.32%).

Occupation Employment Projections for Bay Area Workforce Development Area - 2012 to 2022

Occupational Title	Estimated Employment				Estimated Average Annual Openings			Average Annual Salary
	2012	2022	Change	Percent Change	New Jobs	Replacements	Total	
Computer and Mathematical Occupations	5,759	6,439	680	11.8%	70	95	165	\$63,339
Healthcare Practitioners and Technical Occupations	16,057	19,184	3,127	19.5%	313	328	641	\$57,592
Healthcare Support Occupations	7,988	9,083	1,095	13.7%	110	152	262	\$28,272
Food Preparation and Serving Related Occupations	26,386	27,977	1,591	6.0%	168	987	1,155	\$18,564
Construction and Extraction Occupations	12,254	14,016	1,762	14.4%	176	196	372	\$45,684
Personal Care and Service Occupations	14,154	16,050	1,896	13.4%	194	277	471	\$21,364
Transportation and Material Moving Occupations	26,005	27,492	1,487	5.7%	160	583	743	\$30,799
Business and Financial Operations Occupations	13,645	14,838	1,193	8.7%	122	281	403	\$53,758
Installation, Maintenance, and Repair Occupations	12,081	12,941	860	7.1%	94	273	367	\$42,013
Building and Grounds Cleaning and Maintenance Occupations	10,267	11,545	1,278	12.4%	128	210	338	\$22,720
Community and Social Services Occupations	3,406	3,731	325	9.5%	32	80	112	\$37,766
Legal Occupations	1,036	1,210	174	16.8%	17	17	34	\$56,297
Office and Administrative Support Occupations	44,891	47,632	2,741	6.1%	321	1,028	1,349	\$31,575
Life, Physical, and Social Science Occupations	3,705	3,979	274	7.4%	28	123	151	\$50,119
Sales and Related Occupations	31,092	32,432	1,340	4.3%	147	942	1,089	\$24,086
Production Occupations	43,393	44,645	1,252	2.9%	221	864	1,085	\$35,008
Education, Training, and Library Occupations	17,164	18,467	1,303	7.6%	130	371	501	\$44,662
Management Occupations	15,139	16,313	1,174	7.8%	119	308	427	\$82,570
Arts, Design, Entertainment, Sports, and Media Occupations	4,701	5,026	325	6.9%	38	109	147	\$36,214
Protective Service Occupations	5,844	6,251	407	7.0%	42	173	215	\$31,062
Farming, Fishing, and Forestry Occupations	3,333	3,531	198	5.9%	23	89	112	\$32,025
Architecture and Engineering Occupations	5,364	5,664	300	5.6%	35	131	166	\$64,071
Total, All Occupations	323,664	348,446	24,782	7.7%	2,689	7,614	10,303	\$33,670

Source: Wisconsin Department of Workforce Development



Table 1 Appleton Residents by Industry (Source: Wisconsin Department of Workforce Development)

Appleton Residents by Industry		
	Number	Percent
Civilian Employed Population 16 Years and Over	38,179	100.00%
Agriculture, Forestry, Fishing and Hunting	160	0.42%
Mining, Quarrying, and Oil and Gas Extraction	9	0.02%
Construction	1,443	3.78%
Manufacturing	8,085	21.18%
Wholesale Trade	1,325	3.47%
Retail Trade	4,260	11.16%
Transportation and Warehousing	1,210	3.17%
Utilities	262	0.69%
Information	951	2.49%
Finance and Insurance	1,949	5.10%
Real Estate and Rental and Leasing	569	1.49%
Professional, Scientific, and Technical Services	1,736	4.55%
Management of Companies and Enterprises	10	0.03%
Administrative and Support and Waste Management Services	1,662	4.35%
Educational Services	3,330	8.72%
Health Care and Social Assistance	4,777	12.51%
Arts, Entertainment, and Recreation	517	1.35%
Accommodation and Food Services	3,536	9.26%
Other Services, Except Public Administration	1,555	4.07%
Public Administration	833	2.18%

The Wisconsin Department of Workforce Development projects industrial growth through 2022 by Workforce Development Area. The Bay Area Workforce Development area includes Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Menominee, Oconto, Outagamie, Shawano and Sheboygan Counties. By 2022, the industries projected to see the largest increases include the Professional and Business Services Industry (16.6%) and the Education and Health Services Industry (13.4%). Projections for the Fox Valley Workforce Development Area, which includes Calumet, Green Lake, Fond du Lac, Waupaca, Waushara, and Winnebago Counties, show similar growth in these industries. Industries with the largest growth projections in the Fox Valley Workforce Development Area include the Construction Industry (19.75%) and the Professional and Business Services Industry (17.14%).

Bay Area Workforce Development Area Industry Projections

Industry	2012 Estimated Employment	2022 Projected Employment	Change	
			Number	Percent
Total, All Nonfarm Industries	323,664	348,446	24,782	7.7%
<i>Goods Producing</i>	<i>86,655</i>	<i>90,404</i>	<i>3,749</i>	<i>4.3%</i>
Natural Resources and Mining / Construction	8,255	8,862	607	7.4%
Manufacturing	67,700	68,837	1,137	1.7%
<i>Services-Providing</i>	<i>219,185</i>	<i>239,718</i>	<i>20,533</i>	<i>9.4%</i>
Trade, Transportation, and Utilities	55,602	58,517	2,915	5.2%
Information	2,879	3,084	205	7.1%
Financial Activities	16,123	17,420	1,297	8.0%
Professional and Business Services	27,659	32,241	4,582	16.6%
Education and Health Services (Including State and Local Government)	61,237	69,444	8,207	13.4%
Leisure and Hospitality	30,300	32,236	1,936	6.4%
Other Services (Except Government)	8,197	8,691	494	6.0%
Government	17,188	18,085	897	5.2%
<i>Self Employed and Unpaid Family Workers</i>	<i>17,824</i>	<i>18,324</i>	<i>500</i>	<i>2.8%</i>

Source: Wisconsin Department of Workforce Development

(1) Employment is a count of jobs rather than people, and includes all part- and full-time nonfarm jobs. Employment does not include jobs among self-employed, unpaid family, or railroad workers. Employment is rounded to the nearest ten, with employment less than five rounded to zero. Totals may not add due to rounding.

(2) An estimate of non-covered employment is included in NAICS 8131 (Religious Organizations), but not in any other industries.

(3) Government employment includes tribal owned operations, which are part of Local Government employment.

Income

Appleton's median household income was \$53,439 based on the 2010 US Census. This exceeds the median household income of the state at \$52,738. However, the per capita income for Appleton is \$27,548, which is slightly lower than Wisconsin's per capita income of \$27,907.

The Wisconsin Department of Workforce Development reports annual per capita income for Wisconsin counties and metropolitan areas. In 1969, per capita income in Appleton was less than both the state average and the average for the Fox Valley Workforce Development Area. By 1979, Appleton incomes had overtaken the region, and by 1999 Appleton residents were earning more than the state average. Income in the Appleton CSA continued to grow faster than that of the state as a whole through the mid-2000's, but since then has been lagging behind statewide growth.

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.

DRAFT

Chapter 5: Housing and Neighborhoods

Accomplishments

Housing Conditions

Future Needs

Housing Affordability

Appleton Housing Authority

Additional Housing and Neighborhood Programs

Neighborhoods

Objectives and Policies

Appendix: Appleton Downtown Market Analysis



Figure 1 A significant share of new housing development has occurred along the Fox River. The Woolen Mills project is converting a century-old mill into 60 apartment units, contributing to the growth of a vibrant mixed-use neighborhood once dominated by heavily industrialized uses.

Appleton features a diversity of housing types and styles, and neighborhoods in which they are located. These are mostly well maintained and stable, yet like any city of its age, Appleton deals with concerns about an aging housing stock, weak commercial districts, housing affordability, and the need to redevelop neighborhood infrastructure. This element of the **Comprehensive Plan** documents current and projected housing conditions within the City, identifies issues of concern, and establishes the City's goals and policies with regard to housing. This element also discusses the formation of neighborhoods and neighborhood organizations as a mechanism to build a sense of community and to monitor and address local issues within the larger region.

Accomplishments

Since The Plan adoption in 2010, the City has experienced a variety of new housing construction. Significant housing-related projects include:

- Woolen Mill Lofts (60 units planned) will convert a vacant, century-old woolen mill into a mix of market rate and restricted income housing. The building is located in the industrial flats just east of Metso.
- Partnered with the Greater Fox Cities Area Habitat for Humanity on Rock the Block.
- RiverHeath is a multi-phase development located on the south side of the Fox River. The first phase, Evergreen, includes 41 housing units. A second residential building, Prairie, and a new hotel were both under construction in 2016. Design elements include innovative stormwater management systems, geothermal heating and cooling using the energy from the river, efficient appliances, community gardens and more.
- Union Square is a 53-unit, income restricted apartment development located approximately six blocks north of the downtown core on Winnebago Street. This property consists of two components, including 20, two-story townhome style units and 33 units in a single three story structure and includes a fitness center, energy star appliances and high efficiency windows and doors.
- Eagle Flats (124 units): The Eagle Flats development is a multiphase development located just south of Appleton's downtown. The already constructed first phase of the development includes the construction of The Landing apartments, an Energy Star certified facility that includes restricted income 54 units, and Riverwalk Place, which includes 70 affordable senior housing units. Future phases will include additional mixed-use development and riverfront amenities.
- Reinvigoration of the City's Neighborhoods Program which currently includes 15 registered neighborhoods. The City also administers the Neighborhood Grant Program.
- Glacier Ridge subdivision, located in Appleton just north of Plamann Park, includes 63 single family residential lots with utilities and decorative lighting.
- Century Oaks Assisted Living, a full service assisted living facility in Appleton on E. Glenhurst Lane, offers respite care, hospice, and nursing services.
- The City rehabilitated 23 housing units in 2015 and spent over \$300,000 on home improvement loans

Housing Conditions

Appleton's housing may be characterized as predominantly single-family homes built in the last half of the 20th Century. Homes have generally been maintained with low vacancy levels, and have appreciated in value. The City's housing rehabilitation programs have contributed to the relatively good condition of the housing stock. The current market is strong and homes are selling quickly. Demand for multi-family housing is prompting redevelopment of former industrial sites along the Fox River.

Housing Units and New Construction

The 2014 American Community Survey reported a total of 30,460 housing units in the City of Appleton. A majority of these (20,795 or 68.27%) were single-family, detached units. Attached and two-unit structures made up another 11.93% of the total.

As it relates to housing tenure, the Appleton-Oshkosh CSA, which includes Outagamie, Calumet, and Winnebago counties, is currently in the midst of a significant transformation. Specifically, during the 2006 to 2010 timeframe, single family authorizations accounted for 73.3% of area-wide unit totals. However, since 2011, the single family sector has seen its share of permits decline to an average of 53.3%, with a 42.1% representation rate in 2015. Conversely, multifamily units have seen a comparable increase, with such authorizations accounting for an average of 46.7% of CSA totals over the 2011-2015 period. The table below provides detail regarding building unit activity for the Appleton-Oshkosh CSA over the 2006-2015 timeframe.

Appleton-Oshkosh, Wisconsin CSA
Annual Housing Units Authorized by Building Permits
2006-2015

Year	Total	Multi-Family	Single Family	Multi-Family Percent	Single Family Percent
2015	1,454	842	612	57.9%	42.1%
2014	1,441	665	776	46.1%	53.9%
2013	1,216	395	821	32.5%	67.5%
2012	1,106	500	606	45.2%	54.8%
2011	1,033	535	498	51.8%	48.2%
2010	946	276	670	29.2%	70.8%
2009	918	234	684	25.5%	74.5%
2008	1,332	430	902	32.3%	67.7%
2007	1,359	245	1,114	18.0%	82.0%
2006	1,781	505	1,276	28.4%	71.6%
Total	12,586	4,627	7,959		
Average	1,259	463	796	36.8%	63.2%

Source: U.S. Census Bureau, C40 Reports

Focusing upon the City of Appleton, a total of 308 housing units were authorized in 2015 reflecting the highest level of construction activity recorded over the past ten years. By housing sector, only 18.8% or 58 units were found in the single family sector with 250 units representing 81.2% of city-wide totals found among multifamily alternatives.

As was the case for the Appleton-Oshkosh CSA, the City of Appleton has seen residential construction trends favoring multifamily versus single family options, only to a more pronounced degree. Specifically, as detailed below, since 2011, the multifamily sector has accounted for an average of 75.4% of all activity, versus an average of only 24.6% for the single family sector. Between 2006 and 2010, the multifamily and single family averages were virtually reversed with 24.4% and 75.6%, respectively.

Although usually not eventuated to this degree, it is not unusual for a mature city like Appleton to undergo this transition as larger tracts of developable land and associated higher land costs favor construction of higher density product.

Also associated with the shift to multifamily options is the City of Appleton's share of region-wide construction activity. Again, as provided below, over the 2006-2011 time frame the City of Appleton accounted for an average of only 8.6% of Appleton-Oshkosh CSA residential building permit totals, increasing to an average of 18.8% over the past five years.

**City of Appleton, Wisconsin
Annual Housing Units Authorized by Building Permits
2006-2015**

Year	Total	Multi-Family	Single Family	Percent of CSA	Multi-Family Percent	Single Family Percent
2015	308	250	58	21.18%	81.2%	18.8%
2014	198	140	58	13.74%	70.7%	29.3%
2013	206	129	77	16.94%	62.6%	37.4%
2012	281	236	45	25.41%	84.0%	16.0%
2011	171	134	37	16.55%	78.4%	21.6%
2010	78	14	64	8.25%	17.9%	82.1%
2009	82	8	74	8.93%	9.8%	90.2%
2008	136	82	54	10.21%	60.3%	39.7%
2007	91	6	85	6.70%	6.6%	93.4%
2006	159	44	115	8.93%	27.7%	72.3%
Total	1,710	1,043	667			
Average	171	104	67	13.68%	61.0%	39.0%

Source: U.S. Census Bureau, C40 Reports

The age of housing is an indicator of potential needs for home renovation or updating. Older homes are more likely to have lead pipes or lead-based paint, contain asbestos, or have outdated electrical service. They may also be at a greater risk of having structural problems, or need new heating and cooling systems, roofing, or other costly items.

The median age of housing in Appleton is 39 years. Based off of the 2014 ACS, it is apparent that over half (54.0%) of the City's housing stock dates prior to 1970. This includes about one in five (21.3%) homes built before 1940, and another 32.6% of homes built between 1940 and 1969.

The largest number of homes in the City of Appleton have three bedrooms. A majority of homes are heated by utility gas (78.06%) followed by electricity (15.60%). Nearly all of the City's housing has full kitchen and plumbing facilities, with fewer than 2.0% lacking these features (572 units and 126 units, respectively, according to the 2014 5-year American Community Survey).

Current Market Conditions

The local housing market in Appleton and surrounding communities has been relatively stable. Local home values have increased in recent years, but not at the inflated pace seen elsewhere in the United States. Long-term prospects for the housing market continue to look good following a recovery and as the area grows.

Home Sales

Zillow.com estimates that the market value of a typical Wisconsin home stood at \$154,900 in May 2016. This value represents a 2.1% increase from a year earlier. Nationally, home values averaged \$186,200 and rose 4.8% over the same period.¹

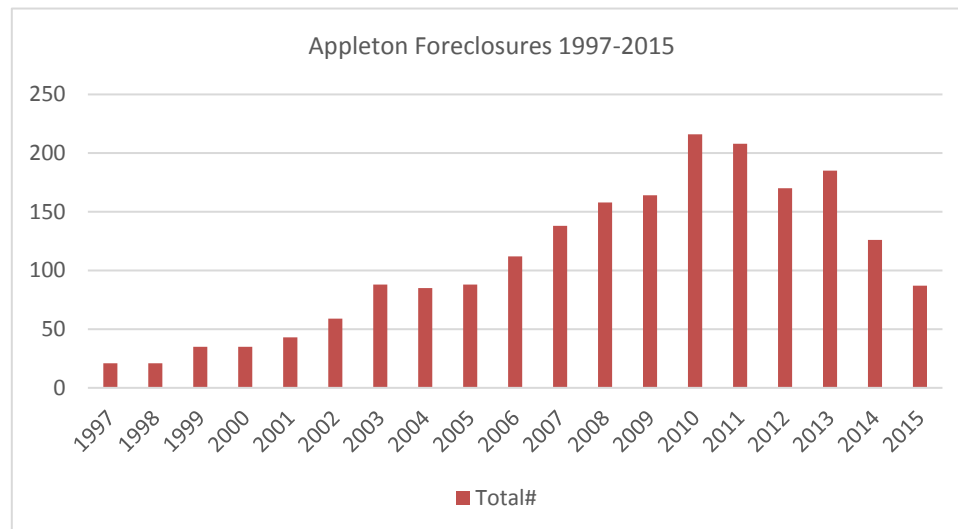
According to the Multiple Listing Service (MLS) of the Realtors Association of Northeast WI, a total of 1,022 existing single family homes were sold over the preceding twelve-month period. The average home was priced at \$150,744 and contained 1,908 square feet equating to a value ratio of \$79.00 per square foot.

The average permit value of new home construction in 2015 was \$335,059, a record high value. These figures have trended upward since the low in 2009, which was \$202,539. According to the City's 2015 Growth Report, Appleton has approximately 232 single-family lots available for sale in established subdivisions, the majority of which are located on the north side. An additional 13 single family lots are anticipated to come available in the Pond View Estates subdivision in 2016. There are several acres of planned single family lots that are currently unplatted as well.

Foreclosures

The "Great Recession" lasted from December 2007 to June 2009, punctuated by the bursting of an 8 trillion dollar housing bubble. The Federal government passed the American Housing Rescue and Foreclosure Prevention Act to help alleviate the housing crisis. As can be seen in the figure below, according to the City of Appleton's Assessor's Office, the number of foreclosures within the City have returned to pre-recession levels.

¹ Source: Zillow Home Value Index, May 2016



Solid employment gains, attractive mortgage rates, a growing economy and pent-up demand will help keep the housing market moving forward throughout 2016, according to economists with the National Association of Home Builders (NAHB). Over the past seven years, the slow recovery and uncertainty in the job and housing markets resulted in 7.4 million lost home sales (according to David Crowe, NAHB Chief Economist). They expect at least some of these to return in the form of new home sales as job and economic growth continue to firm. A key demographic to help jump-start this process should come from the millennials.²

After feeling the effects of the 2008-2009 recession during which 6,700 jobs were lost, employment gains have materialized in the Appleton-Oshkosh CSA, with 12,100 jobs having been added over the past four years. Of that total, 4,900 (40.5%) of those job additions occurred in 2015 alone.

Perhaps more importantly, since peaking at 7.9% in 2009, the unemployment rate for the CSA has dropped significantly and consistently to a current (2015) level of 3.7%, indicating a very healthy employment environment. This data suggests that the City of Appleton is poised to continue its rebound from the depth of the “great recession.”

Senior Housing

The City has experienced strong growth in the senior housing market. Recent projects include:

- Riverwalk Place is a 70-unit senior-oriented (62 years of age & older), four-story, apartment building developed in 2012
- Preliminary plans call for the development of 100 units of senior-oriented rental housing at the Foremost Dairy site, an 8.1 acre parcel located along the west side of the Fox River, just south of the College Avenue bridge.
- Century Oaks Assisted Living, a full service assisted living facility in Appleton on E. Glenhurst Lane, offers respite care, hospice, and nursing services on the north side of the City.

² <https://www.nahb.org/>

Demand for Housing³

The United States Office of Management and Budget defines a Combined Statistical Area (CSA) as consisting of various combinations of adjacent metropolitan and micropolitan areas with economic ties measured by commuting patterns. Housing demand in the Appleton-Oshkosh-Neenah CSA, which includes Outagamie, Calumet, and Winnebago counties, is forecast to total 1,500 units in 2016. Multifamily additions are expected to total 825 units (425 rental apartments and 400 townhome/condominiums) while single family demand is estimated to total 675 units. Further, it is expected that residential permits will reach 1,600 units in 2017 and an average of 1,750 units yearly during the 2018-2021 period.

For the City of Appleton, residential building permit authorizations are forecast at 300 units in 2016, increasing to 320 units in 2017 and to an average of 350 per year over the following three years.

Rental apartment demand is expected to total 570 units over the next five years, an average of 114 units annually. By rent range, it is forecasted that 245 units yearly (43.0%) will be absorbed at monthly rents between \$700 and \$799. While at higher rent levels, total absorption of 140 units at rents exceeding \$1,000 monthly is estimated.



Figure 2 Appleton's commercial corridors, including Wisconsin Ave., provide an opportunity for mixed-use development. The rendering shows an example of residential in-fill into an existing commercial corridor, which helps make the neighborhood more walkable and supports local businesses.

Within the townhome/condominium sector only modest demand is anticipated over the next five years, with a total of 100 units expected to be absorbed. By sales price, demand will be heavily concentrated at prices between \$175,000 and \$249,999 where 56% of all sales will occur. 28% of all sales activity is anticipated at prices of over \$250,000 in Appleton. One contributor to modest demand may be difficulty in financing. Condominium buildings and associations must meet certain requirements to be approved by Fannie Mae, Freddie Mac or the Financial Housing Administration in order to be eligible for loans backed by those entities. And if a condo building is not approved for financing by any of them, finding a lender who will give you a mortgage for a unit in that building will be a true challenge. To qualify for financing from Fannie Mae:

- No more than 15 percent of a condo building's owners can be late on their condo dues

³ Source: Appleton Downtown Market Analysis, August 2016

- More than half of the units in a condo building must be owner-occupied
- No single owner can own more than 10 percent of the units
- All of a condo development's amenities -- everything from pools to fitness centers -- must be completed if the development is more than a year old

Even if a condo building does qualify for Fannie Mae financing, the owner will have to come up with a larger down payment than if asking for a mortgage loan for a single-family home. If a down payment of at least 25 percent of the condo unit's purchase price is not paid, there will be assessed a stiff penalty: 0.75 percent of the loan amount at the closing table or a higher interest rate of about 0.25 percent. These rules hold true, too, for Freddie Mac financing. Condos that are not approved for Fannie Mae, Freddie Mac or FHA financing are known as "nonwarrantable." It's not easy to get a mortgage for such units. A bank or lender will need to be secured that is willing to lend money even with the knowledge that Fannie Mae or Freddie Mac will never be interested in buying the loan from them. Buyers will need good credit, too. Lenders today consider a FICO credit score of 740 or higher to be an excellent one. Buyers will expect to need a score that high if attempting to gain financing from a lender for a "nonwarrantable" condo unit. Monthly debts, including new estimated mortgage payment, must equal no more than 43 percent of gross monthly income.⁴

Among single family alternatives, the study forecasts that 470 units will be added over the 2016-2021 time period with 56% of all sales occurring at prices under \$250,000, and only 6.0% of sales at prices in excess of \$500,000. On the north side of the City, one area of concern regarding single family home lot sales is the geographic boundary of the Freedom Area School District (FASD). The FASD encompasses all of the Town of Freedom and parts of the Towns of Center, Kaukauna, Oneida, Osborn and part of the City of Appleton. Lots within the FASD on the north side of the City are not selling as fast as anticipated, according to interviews with the Fox Valley Realtor Association.

Tenure

Appleton residents tend to own their homes. According to the 2014 American Community Survey, 67.9% of Appleton's homes were owner occupied while 32.1% of Appleton's households were rented. This is almost identical to statewide percentages. The vast majority of properties in Appleton and surrounding communities were occupied. Only 1.9% of owned homes were vacant, while the rental vacancy rate was 4.6%.

Length of tenure may provide some insight into the existing housing that may be coming onto the market in future years. The 2014 American Community Survey identifies 1,373 households (or about 4.5% of the total) who had lived in their home since 1969 or earlier. Another 4.1% (1239 households) moved in between 1970 and 1979. Many of these will be aging homeowners who may be considered likely to sell as they move to retirement housing.

Future Needs

Age and family status are closely related to housing, and people follow a typical pattern in their housing selection. As children they live with their parents, tending to move out to rental housing as they enter adulthood. A first home purchase will typically occur as they begin to form households. According to Zillow, the average age of a first-time home buyer in the United States is 33 years, which follows an average period of six years during which Americans typically rent. The first home purchase is often followed by a move to "upgrade" during the prime earning years. Retirement

⁴ <https://www.mortgageloan.com/condo-mortgages-can-be-challenge-9853>

brings yet another move. This may be to a final home, or for some older retirees, to retirement housing or nursing care.

This cycle is important in that it creates turnover in the housing stock, freeing up properties for other buyers. Most of the homes purchased are existing homes. However, it is also important to understand how generational preferences for housing vary. The future desirability of neighborhoods and communities is going to be influenced by the degree to which the existing housing stock meets the desires of future home buyers.

Demographic Preferences

Housing preferences vary among different groups of people. Demographers note that the main distinctions are based on age and ethnicity. Each generation has a preferred set of characteristics they like to see in their housing, while ethnic differences are less pronounced. Multiple analyses of generational preferences in housing (for example, research conducted by the National Association of Realtors, the National Homebuilders Association, the Joint Center for Housing Studies of Harvard University, the Fannie Mae Foundation and others) can be used to help understand the future demand for housing. This research is summarized in this section of the *Comprehensive Plan*.

Appleton's oldest residents were born during the Great Depression and World War Two years. This is the generation of the "American Dream" of a detached single-family home in a suburban setting. Now in their retirement, many members of this cohort have left their homes for condominiums or retirement facilities. This was a generation that was inclined to move to Arizona or Florida upon retirement. As they enter their eighties or later years, though, many are returning to be closer to family.

The baby boom generation (1945 to 1964) tended to follow the lead of their parents in choosing a suburban home. The wealthiest of generations, they set a precedent for ever larger homes, often upgrading as they entered their forties. According to a 2012 study by the Urban Land Institute⁵, many baby boomers want to remain in their current neighborhoods, creating "naturally occurring retirement communities," creating a demand for renovations that allow them to "age in place," including modifications for accessibility and live-in caretakers (perhaps suggesting a demand for accessory housing units). Many boomers, on the other hand, have sold their homes and moved into downtowns, while others have gravitated to suburban town centers which incorporate aspects of urban living.

Looking at housing preferences, many boomers have been attracted to college towns since the mid-1990's. Besides continuing education and cultural activities, they are drawn to college towns to be close to their children and grandchildren. Newer construction and smaller units located near downtown and Lawrence University may be appealing to this demographic.

Generation X (1965 to 1980) is unlike previous generations. Marrying later and having fewer children, these are the home buyers who have fueled a return to central cities. Many people in this generation value active urban environments and mixed-use development, and are not as inclined to want the maintenance responsibilities of a detached home and large yard. Additionally, the small rooms in many of Appleton's older homes may not appeal to X-ers, who prefer open and multi-functional spaces. The characteristics of this generation suggest the potential for extensive

⁵ <http://uli.org/wp-content/uploads/ULI-Documents/HousingInAmericaFIN.pdf>

renovation of existing homes as well as the potential for urban multi-family infill housing or redevelopment on sites such as the industrial flats on the Fox River.

Generation Y (millennials) (1981 to 1995) is in the early years of entering the housing market. Most are renters, although some have purchased homes, and a majority will enter their prime home-buying years over the lifespan of Appleton's Comprehensive Plan. Compared with other generations, however, millennials are more likely to be single and older when they purchase their first home. Research suggests that they will be attracted to walkable neighborhoods where they are less car dependent. As millennials begin having children, parks, education, trails, and safety will become priorities.⁶

Among ethnic groups, the most significant differences are seen among Hispanics. Nationally, the Hispanic population is growing faster than any other group, and the same holds true in Appleton. Because of cultural norms as well as ongoing immigration and typically lower incomes, it is not uncommon for multiple generations and extended family to share a single home. This may prompt a demand for homes with a larger number of bedrooms or accessory living units. Larger household sizes may generate concerns about overcrowding or provision of adequate off-street parking.



Appleton's exceptional park system contributes to strong neighborhoods throughout the City.

Interestingly, research concerning the housing preferences of person with Asian ancestry suggests that there are no significant differences from that of the general population.

More recently, housing trends have shifted toward multi-family homes. Between 2000 and 2008, 61% of building permits in the City of Appleton were for 1 unit buildings. Between 2010 and 2014 this number was 30.1%. Over the preceding twelve-month period, a total of 86 existing townhome/condominium units were sold through the resale market in the City of Appleton, representing only 7.8% of residential sales in the city. The average unit sold included 1,674 square feet of living area and closed at an average price of \$173,342. This yields a value ratio of \$103.54 per square foot. The average listing was on the market for 137 days, and sold for a very high 99.0% of the listing price, again indicating a generally healthy market. By price, we find the highest concentration of sales in the \$50,000-\$99,999 range which recorded 24 sales reflecting a 24.4% market share. At prices exceeding \$200,000, we note 33 sales, accounting for 38.3% of City of Appleton sales.

Rental apartment demand is expected to total 570 units over the next five years, an average of 114 units annually. Between July 2015 and August 2016, approximately 197 apartment units were rented, according to the data presented from Trulia.com, above. The conservative estimate of 114 per year over the next five years is based on previous demand and market supply. Existing new construction occurring in the market will account for nearly two-thirds of the demand identified.

⁶ <http://urbanland.uli.org/economy-markets-trends/evolving-housing-preferences-millennials/>

New, currently unplanned units will make up the difference and it is unpredictable at what rate they will be consumed.

Future Housing Needs

A review of past housing trends and housing preferences, together with input from area realtors, developers, and builders, helped identify several factors which will likely shape housing development and redevelopment in Appleton in the future. Significant findings include:

- In terms of housing demand over the past five years, there has been a strong uptick in demand for single family housing. Younger buyers tend to prefer older homes that need minimal remodeling. Many younger buyers are severely limited in what they can afford. Likewise the demand for multi-family has increased, with a modest increase in demand for condominiums as well. There is likely to be a continued demand for detached condominium homes as well as rental units to meet the desires of aging baby boomers (and those slightly younger), as well as younger couples. Condo style communities that offer single family homes with a homeowners association to coordinate lawn care and snow removal are also increasingly in demand.

The aging population is also creating demands for home improvements related to accessibility and aging in place, such as bathrooms and entryways. Remodeling has become a significant component of the housing market and that trend is anticipated to continue, along with demand for single level living arrangements. More and more buyers are planning to age in place, taking future needs into consideration in the design and amenity mix of their homes.

- In terms of new sites for housing development, the north side of Appleton is where the City's greatest potential for conventional single family housing exists. However, there are several barriers which are impeding development. One is the issue of school districts. A portion of the developable land on the City's north side lies within the Freedom School District, which seems to be limiting the appeal for new housing development. Second is the cost of new development, which is perceived to be higher than the surrounding communities.

In terms of other areas, there has been and will likely continue to be a demand for additional housing along the Fox River. There is also likely to be a need for additional higher density market rate residential development in the downtown area, where quality design is provided in close proximity to shopping, entertainment, and recreation. Finally, the southeast portion of the City also provides limited opportunity for new housing development due to existing boundary agreements.

- Affordable housing, which is examined in more detail below, is also seen as a concern for the future which will shape future housing needs. Development costs are rising, making much of the City's new housing unaffordable to many homebuyers. There is a need for developments that people can afford with income levels which are less than what you see in a lot of the new subdivisions in Appleton. The surrounding communities have more affordable housing options and therefore are attractive to many prospective buyers.

Housing Affordability

Affordable housing is generally defined as housing that can be purchased or rented by a household expending no more than 30% of its pre-tax income on rent or a mortgage. In this context, affordability should not be confused with

housing for low-income individuals. It is the amount that a household can comfortably afford to spend on housing. Households spending more than 30% of their income on housing are often referred to as "burdened," with households spending more than half of their income on housing costs described as severely burdened.

While housing costs in Appleton are generally considered to be affordable, the statistics indicate many residents pay a disproportionate amount of their income on housing.

In terms of rental affordability, 57% of renters spend 30% or less of their income on housing, while 43% spend over 30% of their income on housing (compared with 48.2% state-wide). Over one-fifth (21%) of renters spend 1/2 or more of their income on rent.

In terms of home ownership, 73% of owners spend 30% or less on their homes, while 27% of owners spend over 30% of their income on housing (compared with 42% state-wide).

Gross Rent as a Percentage of Income

Census Block Groups Visible Within Appleton

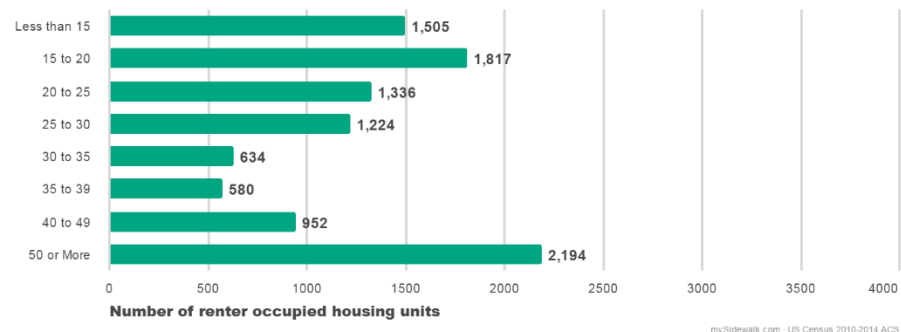


Figure 3 Data Source: U.S. Census Bureau, 2010-2014 American Community Survey (ACS) 5-Year Estimates.

Selected Monthly Ownership Costs as a Percentage of Income

Appleton

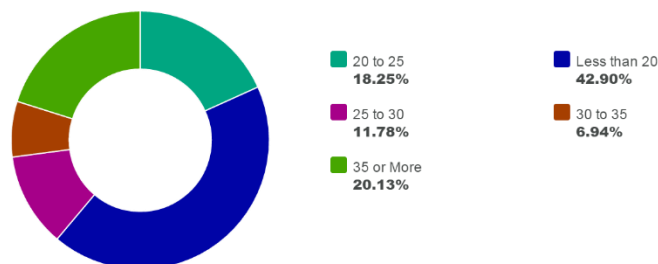


Figure 4 Data Source: U.S. Census Bureau, 2010-2014 American Community Survey (ACS) 5-Year Estimates (Owner-Occupied Housing Units)

Home Ownership

The 2014 American Community Survey reports that there are 13,666 (70%) housing units in Appleton with a mortgage. The median home assessed value stood at \$137,900 and the prevailing rate on a 30-year fixed mortgage was 3.56%.

For owner occupied housing, 27% of those housing units with a mortgage are costing owners more than 30% of their household income. Another 15% of owner-occupied units without a mortgage are costing owners more than 30% of their housing incomes.

According to Zillow, there are approximately 379 houses currently (September, 2016) for sale in Appleton. For sale single-family homes range in listing price from \$39,900 to \$1.65 million. Condominium listings started at \$59,000 and topped out at \$465,000.

According to statistics provided by the Multiple Listing Service (MLS) of the Realtors Association of Northeast WI, a total of 1,022 existing single family homes were sold over the past twelve months in the City of Appleton. Among all sales we note an average price of \$150,744, and an average unit size of 1,908 square feet. This yields a value ratio of \$79.00 per square foot. Further, the average unit sold for a very high 98.0% of its listing price and the average number of days on the market averaged a respectable 104, indicating a generally healthy market. By price range, the \$150,000 to \$199,999 bracket included 452 sales, reflecting a 44.2% market share. At prices under \$150,000, 247 sales were generated, accounting for 24.2% of the total. Finally, 185 sales were recorded at prices exceeding \$200,000, yielding an 18.3% market share.

Rental Housing

Rental housing may be found in a wide range of pricing and styles within Appleton. This includes single-family homes and large multi-unit buildings, appealing to the needs and preferences of many diverse renters. Rental units are distributed throughout the community.

Within the City of Appleton, the median monthly rent in 2013 was \$549. 66.3% of all units were within \$400-\$699 monthly rent range, while rent for 21.3% of all units was above \$700 (U.S. Census Bureau and ESRI).

Appleton Housing Authority

The Appleton Housing Authority was established by the Common Council on July 7, 1967, originally to address the need for senior housing as that population swelled. In 1974 it began to receive and allocate funds under the Section 8 Program for affordable rental housing. Today, the Appleton Housing Authority operates 547 units under the Section 8 Housing Choice Voucher Program, 50 Veteran Assistance Supportive Housing (VASH) Vouchers, 153 Senior Public Housing units, 57 Scattered Site Family Housing units, 70 units under the Section 8 Substantial Rehab Program, an Affordable Homeownership Program, and an active Family Self-Sufficiency Program.



Figure 5 Appleton's housing stock includes a variety of rental housing options, many of which are located within single family residential neighborhoods.

The Appleton Housing Authority "is an independent governmental agency governed by a five-member board, which is appointed by the Mayor of Appleton. The Appleton Housing Authority requires no municipal tax dollars to operate and receives its funding from the Department of Housing and Urban Development (HUD) and from the rent it collects each month from housing owned by the Authority.

Since the Appleton Housing Authority's primary source of funding is government revenue, HUD is responsible for the ongoing monitoring of the operations of the agency. Management and financial reporting and reviews are conducted periodically by HUD, as well as an independent audit each year in accordance with the Federal Single Audit Act."

Section 8 Housing Choice Voucher Program

The Section 8 program provides assistance for low income households in the private rental market through vouchers that subsidize rental payments. Participating households pay approximately 30% of their income toward rent and utilities. The Section 8 Program pays the balance of the rent to the landlord. In order to be eligible, household income cannot exceed 50% of the county median income, adjusted for family size. The Appleton Housing Authority has a limited number of vouchers that it can issue. As of September 1, 2014, there were 686 applicants on the waiting list for Housing Choice Vouchers (HCV) at the Appleton Housing Authority. 59% of the applicants are families with children. 6.85% of applicants are elderly families with an additional 15% in the near elderly category of 55-62 years of age. 22% of applicants are families with disabilities. Housing under the Section 8 Program is provided by private rental property owners who agree to participate in the program.

Scattered Site Housing Public Housing

The Appleton Housing Authority owns 48 rental units that it rents to low-income households. Rent and utility costs for the housing units are based on 30% of the program participant's adjusted monthly income. Annual income may not exceed 50% of the median income for the metropolitan area. The available units are distributed throughout the City of Appleton, so as to not concentrate low income housing in any one area.

Affordable Senior Housing

Appleton Housing Authority owns and manages two rental properties specifically for seniors. Oneida Heights and recently constructed Riverwalk Place offer rental rates at 30% of the person's adjusted income. Rent includes appliances and utilities (electricity not included at Riverwalk Place). Oneida Heights is located on the north side of Appleton's downtown, while Riverwalk Place is located in the new Eagle Flats Development on the south riverfront.



Riverwalk Place provides affordable senior housing

Family Self Sufficiency

This program is intended to link housing and other resources in a way that will help people move from assistance to self-sufficiency. It includes a number of resources including:

- Case management/life skills, Mentoring, Career counseling
- Childcare assistance, Health services, Continuing education

- Financial incentives, Transportation, Job Training
- Support groups, Workshops

In return for this assistance, participants are required to sign a contract agreeing to report any changes in income and to work to become free of assistance.

Homebuyer Program

The Appleton Housing Authority has initiated a program to assist low-income households in making a home purchase. The Homebuyer Program makes funds available through a no-interest loan with deferred payments. Loan funds may be used for a down payment or for eligible home repairs. Many local banks have agreed to offer lowered interest rates and reduce or waive fees for these buyers. Since 1993, the program has helped over 450 households reach their dream of owning a home.

Homeless Persons

An estimated 350-360 people are currently struggling with homelessness in the Fox Cities. For these people, services are organized along a “continuum of care” as defined by the Department of Housing and Urban Development. The Continuum of Care (CoC) Program is designed to promote communitywide commitment to the goal of ending homelessness; provide funding for efforts by nonprofit providers, and State and local governments to quickly rehouse homeless individuals and families while minimizing the trauma and dislocation caused to homeless individuals, families, and communities by homelessness; promote access to and effect utilization of mainstream programs by homeless individuals and families; and optimize self-sufficiency among individuals and families experiencing homelessness. This continuum begins with emergency shelter programs that provide overnight temporary shelter, continues through transitional housing programs that provide longer-term temporary housing, and on to permanent affordable rental housing.

Additional Housing and Neighborhood Programs

Beside the Appleton Housing Authority, several other organizations provide support for home ownership, rental, homeless, and other needs in the community. The following is a summary of some of these programs.

City of Appleton Homeowner Rehabilitation Program

The City of Appleton operates a program to help property owners maintain their homes. The Homeowner Rehabilitation Loan Program provides financial and related technical assistance for low- to moderate-income homeowners in the City of Appleton for the rehabilitation of their property. Income, equity, and asset limits apply to the homeowners.

Financial assistance is provided in the form of a 0% interest, deferred payment loan. The City places a lien on the property for the amount being spent on the rehabilitation, and the owner pays the loan back when the property is sold or vacated. This allows the City to assist property owners with maintaining and/or increasing their property values. When loans are repaid, the City recycles those funds into future properties. Priority is given to lead-based paint hazards, roofing, foundation, electrical, plumbing, heating, windows, doors, insulation, interior walls/ceilings, private sidewalk, driveway, porches, siding, exterior trim, etc. Since the program's inception in 1979, the City has rehabilitated over 1,000 homes and generated approximately \$6 million in outstanding loans that will be repaid to assist future program participants. The City rehabilitated 23 housing units in 2015 and spent over \$300,000 on home improvement loans. The goal for 2016 is to rehabilitate an additional 24 housing units.



Figure 6 Union Square provides affordable housing through use of the IRS Section 42 Housing Tax Credit Program. The development, located in the Historic Central Neighborhood, provides quality housing near job opportunities, shopping, public transit and schools.

Community Outreach Temporary Services (COTS)

COTS was founded in 1999 to provide shelter for homeless people in Outagamie, Winnebago, and Calumet Counties. It currently offers transitional shelter for 58 persons in two facilities.

Homeless Connections

Homeless Connections' mission is to end homelessness by connecting individuals and families to resources that promote self-sufficiency and prevent future episodes of homelessness. Homeless Connections, formerly known as the Emergency Shelter of the Fox Valley, was established in 1981 as a non-profit organization to provide men, women and families experiencing homelessness, safe shelter, food and basic necessities. Originally, Homeless Connections operated using a hotel/motel voucher system and all clients were provided shelter at local motels. In 1997, Homeless Connections built its current 78 bed shelter facility located at 400 N. Division Street in Appleton and added three additional core programs; Case Management Services, Prevention and Street Outreach.

Fox Valley Warming Shelter

The mission of the Fox Valley Warming Shelter is to provide overnight, temporary shelter to adult men and women who are homeless and collaborate with community resources to pave a path toward self-sufficiency. Established in 2008, the Warming Shelter is open year-round from 5 pm to 8 am every day. To qualify to stay at the shelter, a person has to be 18 or older, clear of any arrest warrants and able to take care of him or herself. Clients are provided dinner and a mat to sleep on. Capacity is 60.

Fair Housing Center of Northeast Wisconsin

The Fair Housing Center of Northeast Wisconsin investigates complaints of housing discrimination, provides rental management programs for property managers, and education to explain fair housing.

Fox Cities Housing Coalition

The Fox Cities Housing Coalition's mission is to "promote the most efficient and cooperative use of resources, both fiscal and human, by non-profits, businesses and local units of government, and to enhance housing stability and opportunities for all persons in the Fox Cities Community." The Coalition provides information and advocacy, and brings together several partners in the Fox Valley to address housing needs.

Fox Valley Apartment Association

The Fox Valley Apartment Association is a group of around 200 property owners and managers who are responsible for over 8000 rental units throughout the Fox Valley and surrounding areas. The group consists of owners who own a single unit to those who manage several hundred units. The mission of the FVAA is to unite the owners and managers of residential rental property in the purpose of advancing the general welfare of the rental housing industry and promoting and environment conducive to the business success of its members.

Greater Fox Cities Area Habitat for Humanity

Fox Cities Habitat for Humanity is an innovative leader in diverse housing solutions by empowering families and inspiring community wide action to break the cycle of poverty. Habitat works with low-income community members working towards both homeownership and current homeowners in need of home repair.



Figure 7 Pocket neighborhoods can help revitalize underused lots within existing neighborhoods (Source: www.lifeedited.com)

Habitat for Humanity has an active presence in the Fox Valley. A non-profit organization affiliated with Habitat for Humanity International, the

Greater Fox Cities Area Habitat for Humanity builds houses using volunteer labor and funds raised locally. These houses are sold at no profit and no interest to a partner family chosen through a nondiscriminatory selection process. Participants are required to put in a number of sweat equity hours and make a down payment of \$500. Homeowners are required to pay monthly mortgage payments and obtain homeowners insurance. Since 1993, the Greater Fox Cities Area Habitat for Humanity has constructed over 100 homes in the Fox Valley. In 2009 they intend to construct 14 new homes.

The organization also organizes Rock the Block events where residents, municipalities and community partners collaborate with Habitat in targeted neighborhoods during a concentrated

period of time to complete home repair and preservation projects for low income homeowners, and community projects to improve and beautify the neighborhood surrounding the homes.

Neighborhood Partners

Neighborhood Partners is a grassroots, asset-based approach to transforming communities at the neighborhood scale. Neighborhood Partners builds the capacity and leadership of neighbors to transform the place where they live and gathers nonprofit, corporate and government resources to support the work. Neighborhood Partners became a permanent program of Goodwill NCW in November 2015.

Rebuilding Together Fox Valley

The mission of Rebuilding Together Fox Valley is to bring volunteers and communities together to improve the homes and lives of low-income homeowners in the Greater Fox Valley area. The vision is a safe and healthy home for all individuals. Rebuilding Together Fox Valley provides critical home repairs to qualified low-income homeowners at no cost, allowing them to remain in their own homes.

The Housing Partnership of the Fox Cities, Inc.

The Housing Partnership was formed in 1987 as a non-profit organization to bring together community members to “revitalize neglected homes in established city neighborhoods.” The organization seeks to address housing affordability needs for working families. It is funded through private contributions, grants, and volunteer support.

The Housing Partnership operates three programs that provide different levels of opportunity and support. In all three programs families pay 30% of their monthly income toward rent.

- The Affordable Rental Program is available to families that have an income level below 50% of the county median income. Families in the Affordable Rental Program generally do not have a need for supportive services, they just need time to obtain gainful employment which can support a move to market rate housing.
- Permanent Supportive Housing is available to potential tenants who are homeless and mentally or physically disabled. Individuals and families receive supportive services including case management and life skills training. There is no maximum length of stay in this program as long as families maintain good tenancy.
- The Transitional Housing Program is the signature program of the Housing Partnership. This program not only provides affordable housing, but also provides case management and life skills training to help individuals break the cycle of poverty. In order to qualify for the Transitional Housing Program families must be homeless. Families must have incomes below 30% of the county median income and the head of household must be at least 18 in order to qualify for this program. Tenants can stay in the Transitional Housing Program for 18 months. Families in this program receive supportive services from our case manager and life skills coordinator.

The Housing Partnership provides case management to connect tenants to community resources that help them find employment, access transportation, receive essential mental health/health care, learn parent skills, and receive tenant training. Life skills training provides assistance with daily living skills in three areas: serving as a representative of the landlord, life “health” practitioner, and returning to the occupation of living. Life skills training includes home health and safety, budgeting, coping skills, education (often helping tenants find resources to complete their

GED or HSED, employment skills (like resume writing and interviewing skills), and time management. Returning to the “occupation of living” means promoting independence and self-sufficiency. The goal of our life skills training program is to give families the opportunity to successfully move from transitional to mainstream housing.

Twice a year, the Fox Cities Housing Coalition holds a Point-In-Time Count to identify the number of homeless individuals and families within our community. Steadily increasing over recent years, this count reveals that, on average, approximately 350-360 individuals are currently struggling with homelessness in the Fox Cities. Project RUSH, or Research to Understand and Solve Homelessness, is a research project aimed at better understanding the current need and availability of affordable housing in the Fox Cities. The project uses surveys to learn more about the “hidden homeless” in the community as well as gain a deeper understanding of the individuals and families currently experiencing homelessness.

United Migrant Opportunity Services (UMOS)

UMOS is a private, non-profit corporation established in 1965 to advocate for and provide services to Hispanic migrant and seasonal farm workers in Wisconsin. Today, UMOS offers diverse programs and services to diverse populations. UMOS' mission is to provide programs and services which improve the employment, education, health, and housing opportunities of under-served populations. Currently UMOS operates programs to assist low-income individuals and families as they gain economic self-sufficiency.

The UMOS housing department began in response to the chronic need experienced by migrant workers coming to Wisconsin. Many migrant workers experienced homelessness early in each season, and UMOS' supportive services often became overburdened as a result. In response, UMOS sought a more systemic solution to the migrant housing issue by developing farm labor housing for migrant families.

UMOS's efforts now impact the total spectrum of housing needs for its service populations, including not only provision of supportive services, but the development of physical assets for housing and other service delivery, advocacy, education for renters and home-buyers and home financing.

United Way Fox Cities

Each year the Federal Emergency Management Agency (FEMA) designates funding to local communities for non-disaster related food and shelter through the Emergency Food and Shelter Program (EFSP). United Way's role is to staff the distribution of these funds in collaboration with the primary service providers. A formula involving population, poverty, and unemployment is applied to determine the eligibility of local jurisdictions for EFSP funding. United Way Fox Cities works with two local EFSP Boards to distribute funding to three counties, the EFSP Board for Winnebago County and the EFSP Board for Calumet and Outagamie Counties.



Figure 8 An example of successful market rate in-fill housing (Whitney Park townhomes, Green Bay)

Valley Home Builders Association

Valley Home Builders Association (VHBA) was chartered in 1973 to promote, protect and preserve the home building industry in the greater Fox Cities area. A not-for-profit corporation, VHBA is a professional organization representing the building industry in the greater Fox Cities area. VHBA is the source for information on building issues, trends and innovations. VHBA provides its members with programs and services to enhance their ability to conduct business with integrity and professionalism.

WHEDA Tax Credit Supported Housing

Some of the affordable housing available in Appleton has been created through affordable housing tax credits available through the State of Wisconsin. The Affordable Housing Tax Credit Program is a competitive program that allocates federal income tax credits to developers. In exchange for receiving the tax credits, developers agree to reserve a portion of their housing units for low- and moderate-income households for at least 15 years. Projects that mix affordable and market rate rental units are common, with non-tax credit units rented at market rates without income limits. There are a total of 495 tax credit supported rental units in Appleton. Of these, 163 are available only to seniors.

Homebuyers in Outagamie County have been awarded the fourth highest number of Single Family WHEDA Advantage Loans, totaling the fourth highest dollar amount in the state. Following behind Milwaukee County, Dane County and This loan program is assisting single family homeowners in acquiring a single family home or duplex with low fixed 30 year rates for home buyers based on income eligibility guidelines.

Neighborhoods

Large communities are generally comprised of neighborhoods that may be defined by the housing found there, proximity to some natural or man-made feature, political boundaries, or other characteristics. Neighborhoods may be informal or officially recognized by local government. There are many advantages to establishing neighborhood areas within a community, including formation of a sense of community, strengthening relationships between residents of the area, improving communications between residents and local government, providing a vehicle for coordinated action, and promoting neighborhood improvement.

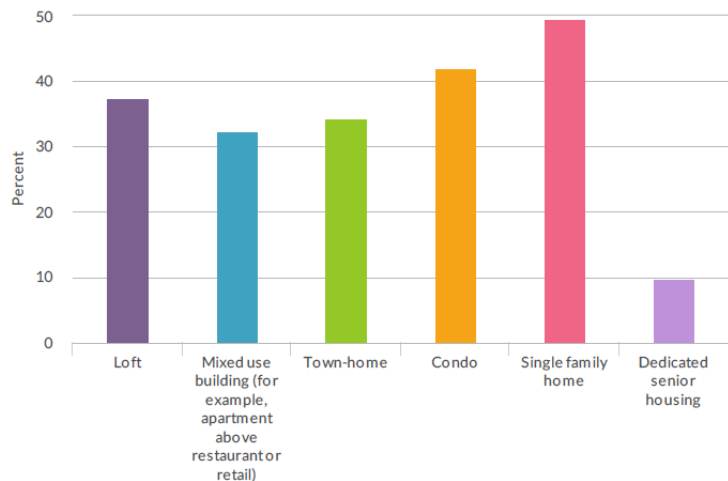


Figure 9 Community survey respondents were asked if they would consider living downtown and if so what type of housing they would prefer. Over half (53%) said yes, with single family housing identified as their top preference for housing type.

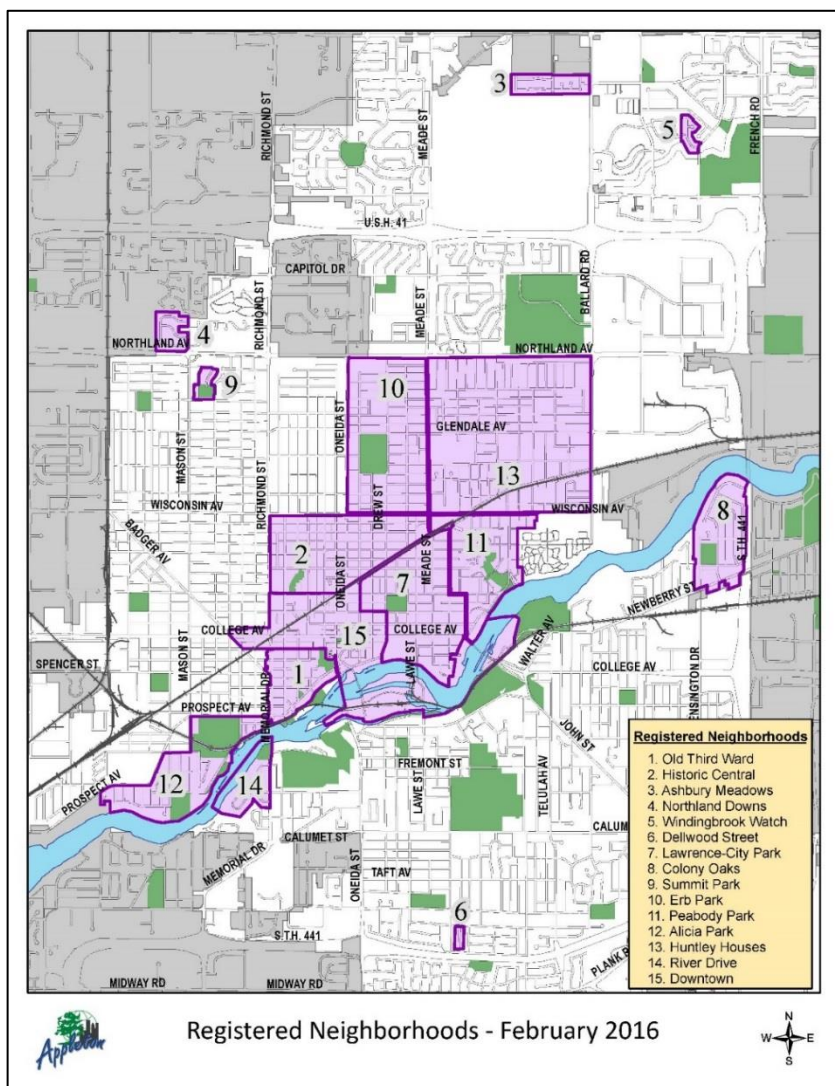
The Old Third Ward is an example of a neighborhood within the City of Appleton. It is bounded by Appleton Street, Memorial Drive, Lawrence Street, and the Fox River. The Old Third Ward Neighborhood Association originally formed to counter encroachment by governmental uses into residential areas. These efforts were partially successful, however several homes were

demolished including two historic homes. The Association has continued to address issues of concern to neighborhood residents.

The City Park District was added to the National Register of Historic Places in 2002. The district encompasses 455 acres and 139 buildings, the greater majority being residential. The area is significant for its architecture, including the Queen Anne style. At the center of this district sits City Park, a longtime favorite of residents.

The City of Appleton's Neighborhood Revitalization Program, launched in 1996, was originally intended to keep Appleton's central city neighborhoods healthy and vibrant. The program targeted neighborhoods, created a working action plan that brings multiple resources into the area, and worked with neighborhood stakeholders and City departments for a two-year period.

In 2012, the structure of the program changed following a significant reduction in CDBG funding to support this program. Staff worked to retool the program based on the limited resources available and the name was changed to the City of Appleton Neighborhood Program. The Neighborhood Program allows neighborhoods to self-register and determine their own boundaries. The goal of the program is to foster communication between neighborhoods and City Hall. Current activities of the Neighborhood Program include the Neighborhood Grant Program, which focuses on improving publicly accessible property in low-to-moderate income (LMI) areas and removing spot blight in non-LMI areas. The Neighborhood grant program is funded in part through Community Development Block Grant funds. A nominal amount of funding is also available from the general fund to support projects that are not CDBG eligible.



There are currently 15 registered neighborhoods in the Neighborhood Program, including Old Third Ward, Historic Central, Ashbury Meadows, Northland Downs, Windingbrook Watch, Dellwood Street, Lawrence-City Park, Colony Oaks, Summit Park, Erb Park, Peabody Park, Alicia

Park, Huntley Houses, River Drive, and Downtown. Expanding this program can accomplish several important objectives including:

- Providing an organization to help the City in disseminating information, receiving public input, and working cooperatively with residents to identify and act on neighborhood priorities;
- Fostering a greater sense of community and neighborhood identity through greater social interaction.

The Appleton Neighborhood Academy, typically offered every other year, is a learning series that provides knowledge and tools to help neighborhood leaders create a better place to live, work, and play.

Objectives and Policies

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. This will be carried out through the implementation of the following goals, objectives, and policies:

5.1 OBJECTIVE: Continue efforts to ensure an adequate supply of housing affordable to all income levels in the community.

- 5.1.1 Monitor the balance between household incomes and for-sale housing or market rents to identify trends that may impact affordability.
- 5.1.2 Continue to support a variety of housing programs to defray the costs of rental housing or home ownership.
- 5.1.3 Continue to support and partner with programs that provide assistance to homeless persons in the community. Support regular evaluation of programs and tools, such as Project Rush, to document impacts and outcomes, as well as better understand the needs.
- 5.1.4 Continue for development of affordable housing throughout all areas of the City.
- 5.1.5 Continue to participate in the Fox Cities Housing Coalition
- 5.1.6 Continue to support the programs of the Appleton Housing Authority including housing vouchers, public housing, home ownership, and family self-sufficiency.
- 5.1.7 Continue to support private sector investment in market rate housing to stabilize and enhance property values and encourage other neighborhood investments.

5.2 OBJECTIVE: Work proactively to prevent decay of the City's housing stock and blight conditions within neighborhood areas.

- 5.2.1 Monitor property maintenance conditions in neighborhoods, evaluate existing codes to determine their effectiveness in addressing property conditions, and ensure fair and consistent code enforcement.
- 5.2.2 Support existing programs to provide funding for home improvements for lower-income households.
- 5.2.3 Encourage and facilitate renovation and redevelopment that preserves and enhances the viability of existing housing and neighborhoods.



- 5.2.4 Encourage neighborhood leaders to become more proactive in reporting suspicious activity to the Police Department as well as code violations such as broken windows, unmowed lawns, parking of cars, trucks, boats, trailers and recreational vehicles, trash handling, barking dogs, and sidewalk deficiencies.
- 5.2.5 Support the efforts of the Appleton Redevelopment Authority (ARA) to condemn and acquire dilapidated properties in order to create desirable residential redevelopment sites.
- 5.2.6 Fund the ARA at a level that allows it to use statutory powers to acquire and consolidate properties to make them more attractive for redevelopment by private developers.
- 5.2.7 Continue to use federal funds directly and via partners to offer housing rehabilitation and replacement for low- and moderate-income family housing options.
- 5.2.8 Continue to educate property owners about historic tax credit benefits for eligible historic homes.
- 5.2.9 Support the formation of new designated historic districts as a means to incentivize reinvestment in older homes located in the central areas of the City.
- 5.2.10 In partnership with established neighborhoods, non-profits, homeowners, and others work to establish a balance between owner-occupied and renter-occupied housing. Efforts may include encouraging conversion of former single family residences from rental duplexes and triplexes back to owner-occupied units.
- 5.2.11 Develop policies which ensure that affordable housing programs and services are provided not just in central city neighborhoods but throughout the City.
- 5.2.12 Continue to partner with and encourage neighborhood associations, non-profits, and other organizations to engage in neighborhood planning and improvement projects.

5.3 OBJECTIVE: Provide a range of housing options that meet the needs and appeal to all segments of the community and allows residents to age in place.

- 5.3.1 Evaluate conditions under which it may be appropriate to allow accessory units (supplementary housing units that provide independent living accommodations and are integrated into existing single family neighborhoods) in some parts of the City.
- 5.3.2 Identify preferred locations and encourage urban infill and redevelopment to meet the needs of retirees and Generation X and Millennial buyers or renters, such as:
 - redevelopment sites on the north side of downtown or along Wisconsin Avenue, among other locations
 - redevelopment sites along the Fox River Corridor, including the industrial flats, that are suited to a variety of living options
- 5.3.3 Plan for a supply of developable land suitable for residential development.
- 5.3.4 Encourage through the land use plan and zoning ordinance the construction of a variety of housing types including rental housing, small lot homes, townhouses/rowhouses, apartments, pocket neighborhoods, live-work units, and tiny homes.

- 5.3.5 Support development of quality design for multi-family housing such that it integrates within existing neighborhoods thereby contributing to the maintenance of home values.

5.4 OBJECTIVE: Continue to expand the City's Neighborhood Program to establish and support neighborhood organizations as partners in carrying out City functions.

- 5.4.1 Provide assistance to help form neighborhood organizations that will work with City staff and elected officials to promote neighborhood vitality and encourage neighbors to watch out for each other.
- 5.4.2 Engage neighborhood areas to identify target activities on which residents and City government can partner to take action.
- 5.4.3 Continue to offer funding through the Neighborhood Grant Program to help carry out neighborhood improvement projects and encourage neighbors to connect.
- 5.4.4 As the Neighborhood Program continues to grow consider expanding the level of technical assistance to include neighborhood planning which results in sub-area plans, as well as the establishment of a neighborhood governance structure. Continue to work with and support non-profit partners which may play a key role in providing planning and implementation assistance to neighborhood groups.
- 5.4.5 Partner with Neighborhoods, non-profits, and area builders to develop and implement customized programs and interventions which support neighborhood priorities.
- 5.4.6 As the Neighborhood Program continues to grow consider expanding the financial and technical resources available to registered Neighborhoods to help them achieve their desired outcomes and priorities.
- 5.4.7 Encourage neighborhoods to establish identities through physical improvements including but not limited to gateway signage, district branding, beautification efforts, and the preservation and expansion of neighborhood landmarks.
- 5.4.8 In conjunction with registered neighborhoods, monitor neighborhood conditions and track changes over time. Metrics could include items such as crime/police calls, home values, new construction, housing tenure, vehicular accidents. Measures aimed at gauging the City's efforts at addressing neighborhood concerns should be developed and tracked as well.
- 5.4.9 Provide diversity education to neighborhood groups to ensure that organizing efforts are inclusive and create a welcoming environment for all.
- 5.4.10 Continue to promote efforts to learn from and share successes with other regional neighborhood development programs including those in Green Bay and Oshkosh.

5.5 OBJECTIVE: Promote downtown housing as a means to grow the tax base, support local businesses, and increase the overall vitality and image of the area.

- 5.5.1 Support implementation of the Downtown Plan chapter as it relates to housing policy and programs.
- 5.5.2 Utilizing the downtown redevelopment plan identified in the Downtown Plan chapter, partner with other agencies to develop a targeted housing plan in order to align resources and facilitate plan implementation. Coordinate plan development with the ARA, non-profits, and the private sector.

- 5.5.3 Amend the Central Business District zoning regulations to allow for ground floor residential development in some areas of downtown.
- 5.5.4 Consider utilizing the CBD zoning district in other areas of the City such as along Wisconsin Avenue in order to promote denser in-fill and housing development.

City of Appleton Comprehensive Plan Update & Downtown Plan Re-Write Plan Commission

November 21 2016



Agenda



- Planning Process
- Demographic Highlights
- Community Priorities
- Discussion
 - Chapters 1-5

APPLETON COMPREHENSIVE PLAN

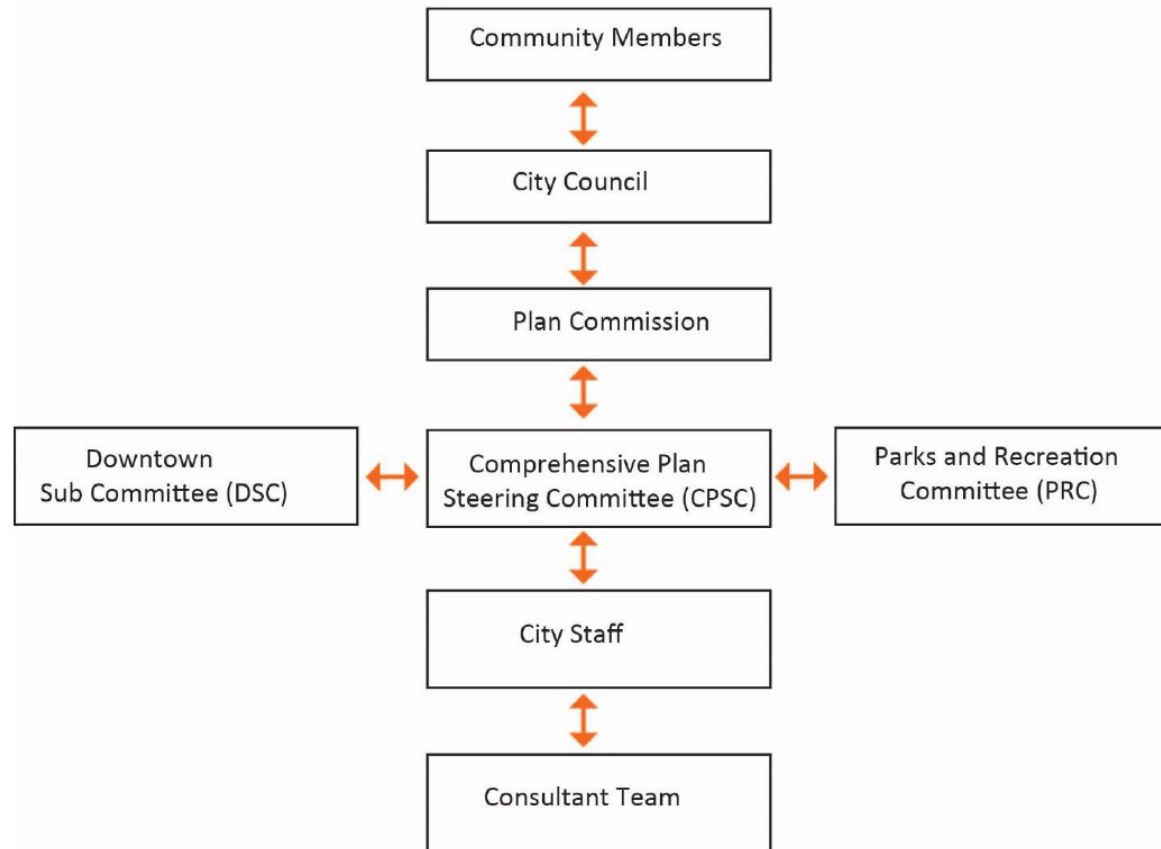
[WELCOME](#) / [ABOUT](#) / [UPDATES](#) / [DOCUMENTS](#) / [GET INVOLVED!](#) / [CONTACT US](#)



There are a lot of great things happening in Appleton today! Looking ahead, the **City of Appleton, Wisconsin** has several opportunities to further enhance community livability as well as the vibrancy of its downtown. New trail connections, refurbished parks, a potential new/or remodeled library, new housing, parking and mobility enhancements to name just a few.

The City is updating its 2010-2030 **Comprehensive Plan** to help identify critical issues we should be focused on and to also help guide future investments. But we need your help! Sign up for updates, attend a meeting, or take a quick survey to make sure your voice is heard!

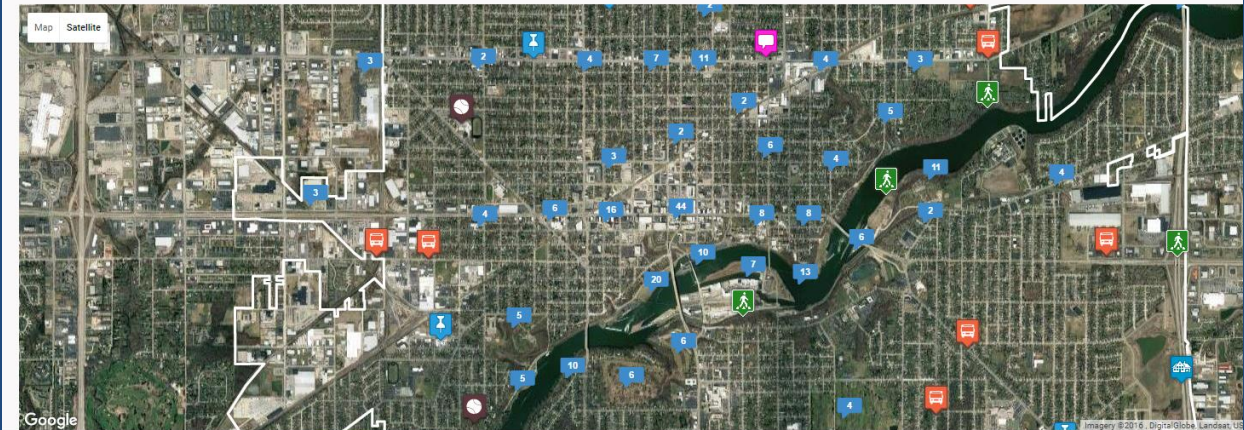
Planning Process



Community Priorities



- March 14-16 Workshops
- March 15 ADI Annual Meeting
- Arts, Culture Focus Groups
- Community Survey
- Key Stakeholder Interviews
- Business Interviews
- Interactive Website
- Meeting in a Box



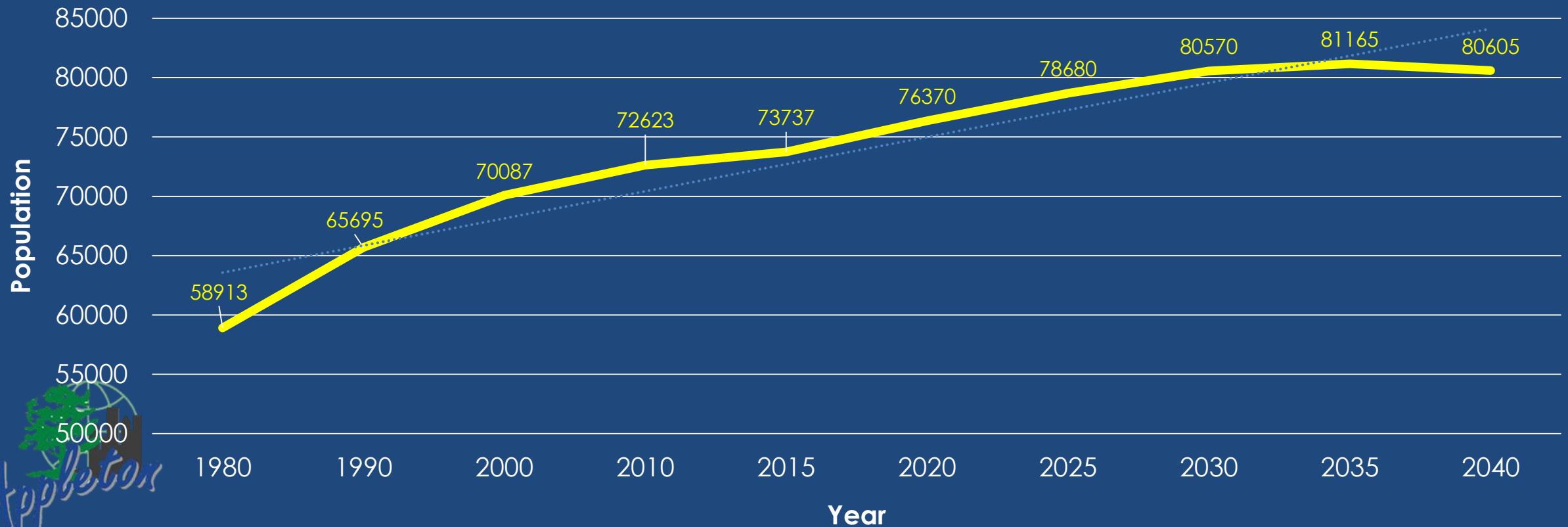
Mapped Comments		General Comments
	Transportation / Mobility	67 Comments
	Housing	30 Comments
	Community Facilities	18 Comments
	Parks & Recreation	63 Comments

Recent comment by Anonymous
this developer got TIF money from the city why is his strip vacant several years later

5 months
Economic D

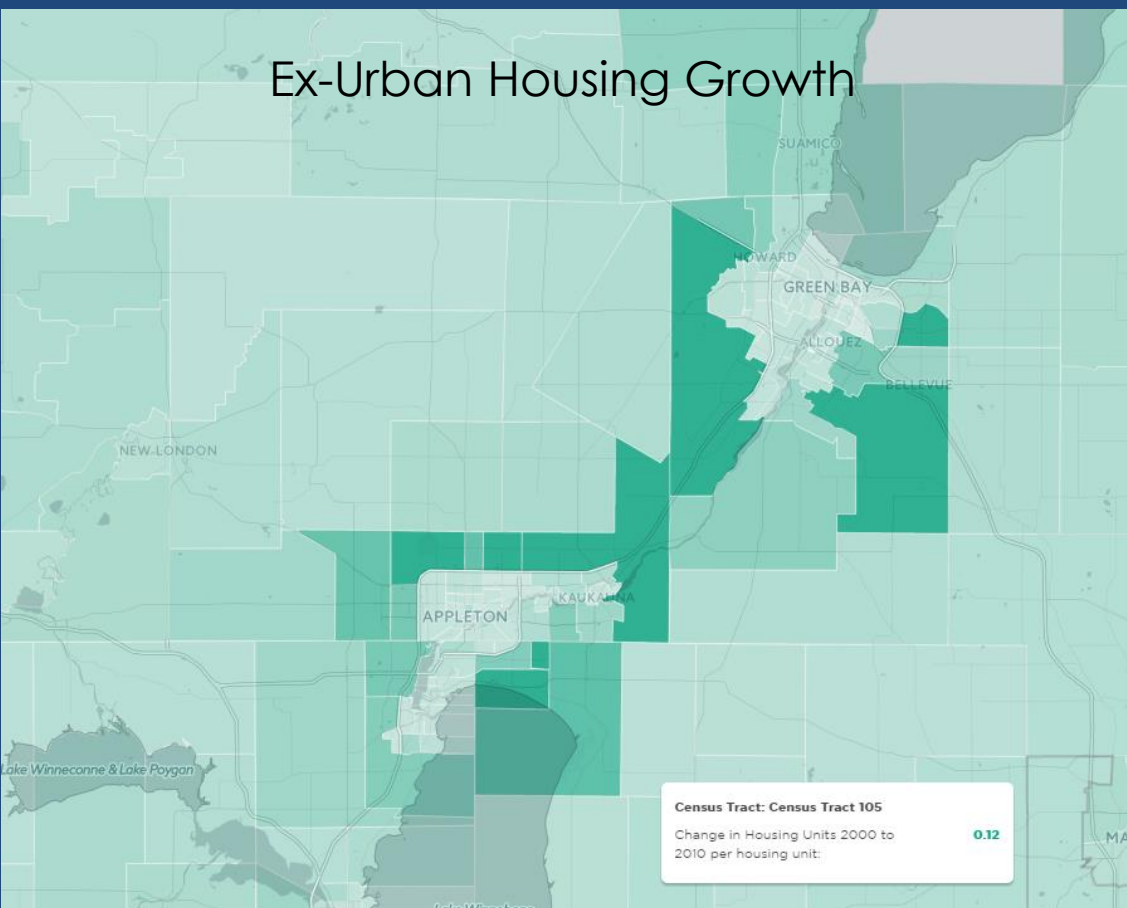
Demographic Highlights

Population and Projections



Demographic Highlights

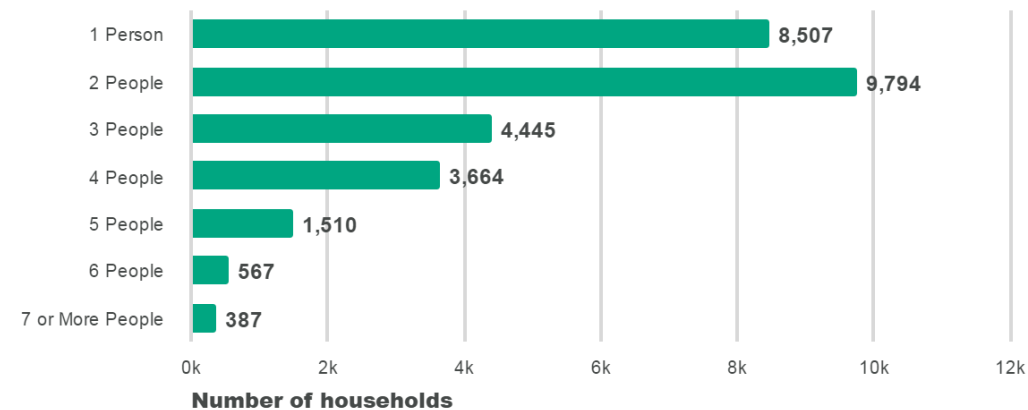
Ex-Urban Housing Growth



Shrinking Household Sizes Shrinking

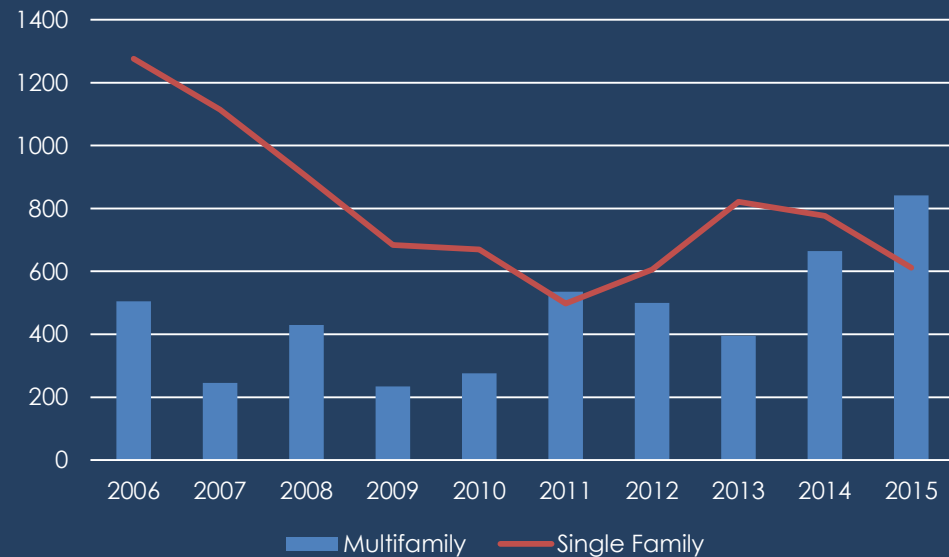
Household Size - 2010

Appleton

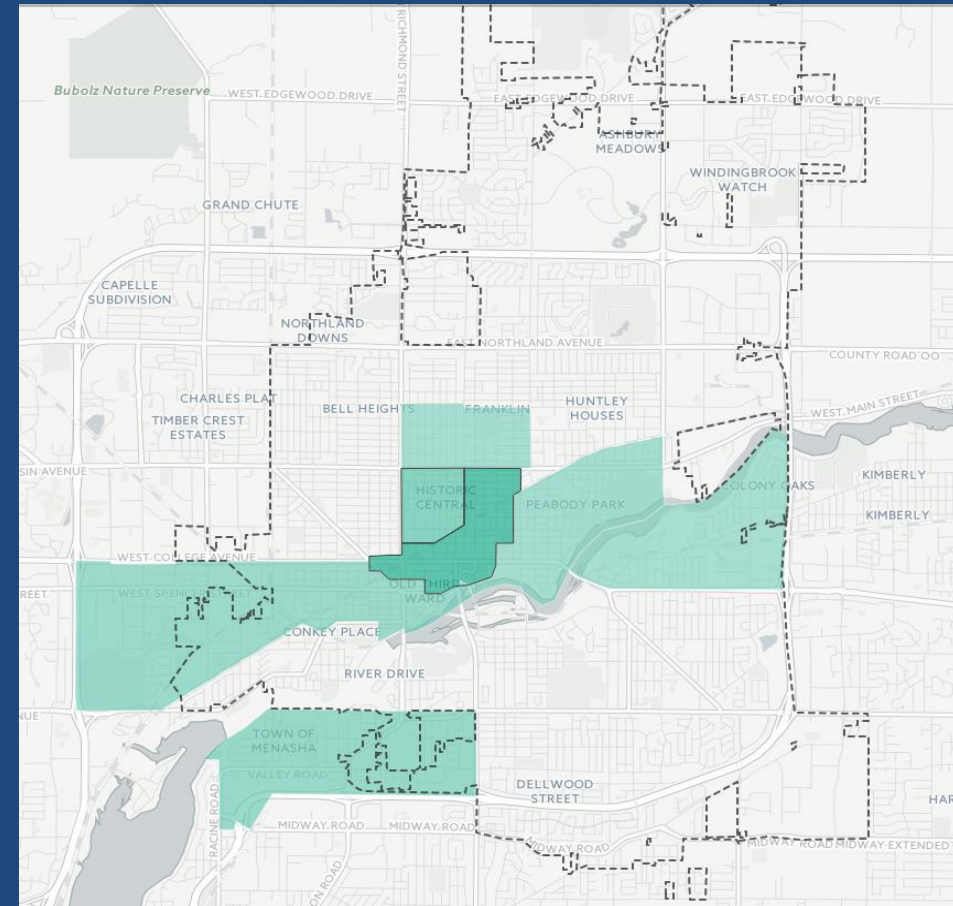


Demographic Highlights

Rise of Multifamily Housing – Appleton Oshkosh CSA

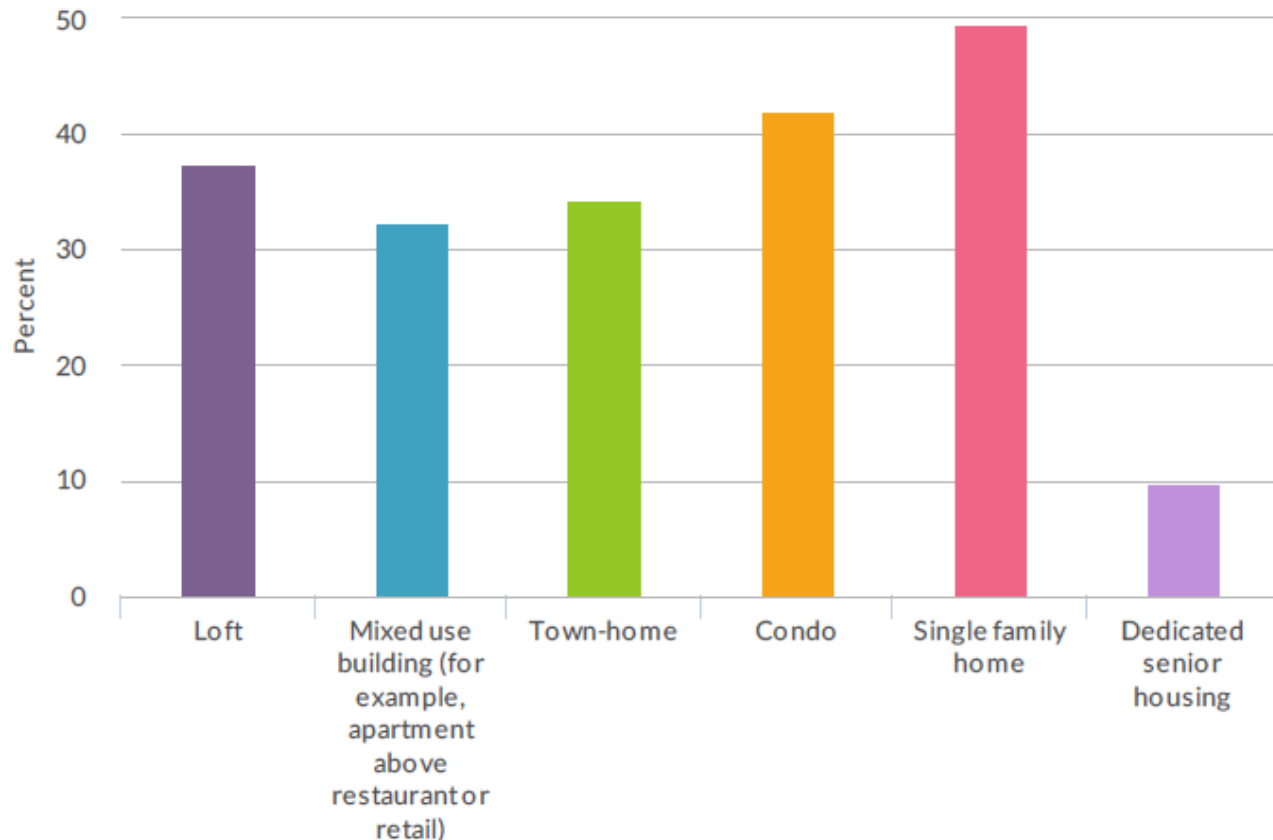


Households Below Poverty (%)



Demographic Highlights

Preferred Downtown Housing Type

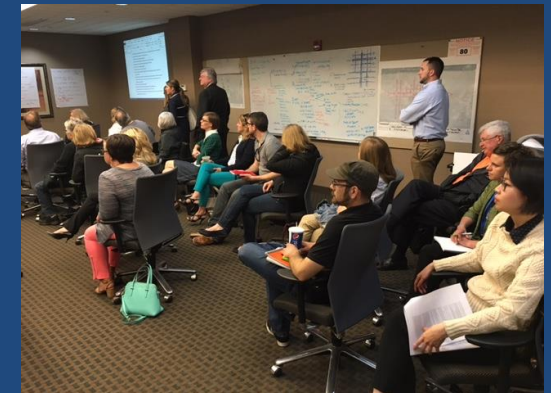
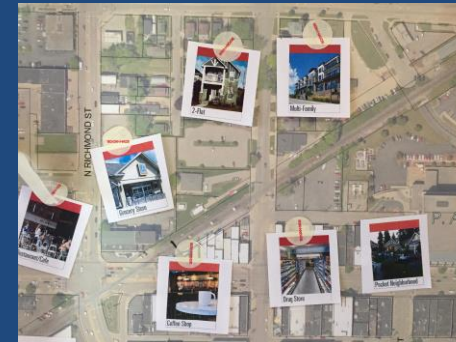
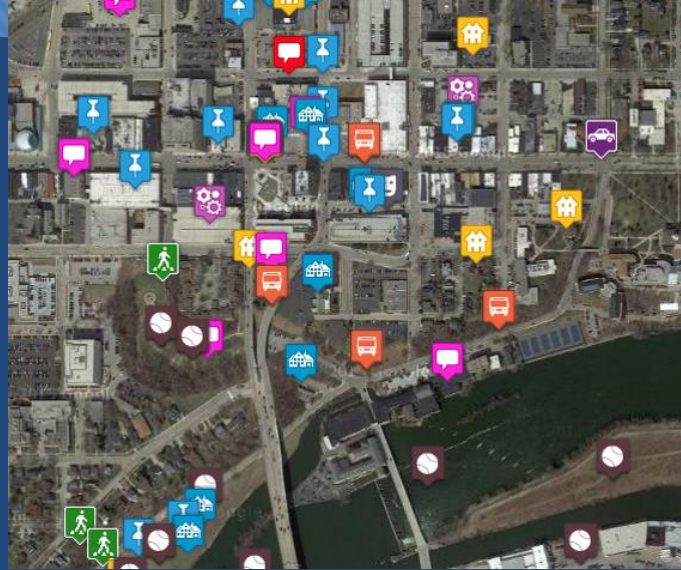


Community Priorities



- Affordable housing
- Neighborhood safety
- More trails
- A dog park
- A new or remodeled library
- Planning for growing senior population
- Embracing diversity
- Walkability
- Corridor revitalization
- Balanced riverfront development
- Expanded grocery options downtown
- More downtown housing

Discussion



Housing & Neighborhoods



- Downtown: keep housing away from railroad tracks – noise and vibration
- My husband and I would love to live in downtown Appleton in a nice condo (not Apt). We think there would be interest from many empty nesters!
- Make sure Appleton has proportional representation of region of affordable housing
- Please look at underground utilities
- I would like to see more housing in downtown Appleton in terms of condos. Condo owners would patronize the downtown area and make the downtown area vibrant.
- Most important to me at this time is housing development downtown. I feel the city is way behind on this and I believe there is much interest. I am retired and we would very much like to live downtown as would a some of my friends families.



QUESTIONS?



RECEIVED

NOV 21 2016

To the Appleton Planning Commission:

CITY OF APPLETON
COMMUNITY/ECON DEVELOPMENT

Thank you for the opportunity to speak today.

First, I want to compliment you on the effort and thought that has gone into the plan, especially the way the city is working regionally with neighboring communities, counties, as well as the nonprofits and service agencies to meet and solve the problems our residents face.

I also appreciate the effort you, and other communities and nonprofits are doing to nurture and rebuild neighborhoods. Active, open neighborhoods add to our mutual safety and personal sense of worth and purpose through real friendships. Mentoring, coaching and teaching how to build and enjoy good neighbors addresses significant human needs throughout the city.

The Comprehensive Plan shows how the whole Fox Cities and Oshkosh work well in continuing to make this one of the finest set of communities to live in – in America, and in fact the entire world.

However, while we are managing well, many of our community problems, I feel there is a neglected group of people in Appleton and the Fox River Valley.

The plan points out on Page 52 of Chapter 5 that we have 871 subsidized houses through Chapter 8 and several other housing assistance programs. On page 53, it points out that 686 on the waiting list for housing vouchers and 59% of those, 404 households are families with dependent children in Appleton. If we were to extend that 59% to cover the ratio of Appleton's population to the combined populations of Winnebago, Calumet and Outagamie counties, that would indicate we are talking about 2181 families are in need of assisted housing. The Rush project indicates that 4300 households are in housing where rents take over 30% of the household income. Rush indicates that there is an

undersupply of Affordable housing. This undersupply is a cause for two things:

1. Homelessness
2. Insecure housing

I feel that homelessness is pretty well addressed in the community by existing agencies.

Insecure housing needs to be addressed.

There is a lot of stress in an insecure home. For example:

If your welfare check is \$560.00/month and you get \$194.00 in food stamps and your rent is \$500.00 for you and two elementary age school children, how can you survive after paying for utilities on simply food stamps and food pantries? Most people could not.

What kinds of things are those with insecure housing facing?

1. Is your apartment or house in good repair? How can you fix things that break?
2. What happens if you are sick, or worse, hospitalized?
3. Are you a minority?
4. Is there abuse in your household?
5. Are you behind in the rent? Have you been evicted?
6. Do you have friends, neighbors or relatives to help?
7. Does anyone in your household have a criminal record?
8. Are the kids succeeding in school? Do they have the same friends at school and in the neighborhood over the past two years?
9. Can you get decent employment – and take good care of the kids?
10. How many times have you applied for a “good” job? A nice apartment?

And the list goes on.

Since I read Mathew Desmond’s book, *Evicted*, I have been attempting to create a community conversation on this issue.

I have handed out over 500 books to people in nonprofits, community agencies and a variety of public officials. Each time I have handed a book out, I charge nothing, but I request that you read the book together in groups of four or more. I show people that the book is divided into four parts.

The first 100 pages discusses the problems 8 individuals living in Milwaukee's north side slum and the Trailer Parks to the south, near the airport. I suggest that after reading the rent section that their group of four meet for coffee and discuss the rent issues together.

The second section is also about 100 pages on Out or evictions. I suggest a second meeting over coffee.

The third section is on what happens After or what happens after these 8 people have been evicted. I suggest a third meeting over coffee discussing this 100 page section.

Finally, I suggest reading the conclusion and discussing Desmond's suggestions and each of your own suggestions over a fourth cup of coffee.

Evicted is an unusual book. Mathew Desmond did his research by living nine months in the Northside Slum and 6 months in the South trailer parks slum area. Desmond was a graduate student in Sociology at the University of Wisconsin in Madison. His thesis must have been good because he is now a Professor at Harvard University.

What he has done is write a popularized version of his Thesis which is now on the New York Times best seller list. The book has 62 pages of footnotes which document every statistic in the book. These are important to read.

The reason this book has engaged me is I have been an interested but distant observer of the Milwaukee Slums ever since my teaching days in the late 60's in Waukesha. Ever since Father Groppi's 200 straight days

of demonstration on the streets of Milwaukee, the slums have only gotten bigger and badder and worsen. – I was an English teacher.

Reading this book gave me a vivid description at why the slums in Milwaukee are deteriorating and what the problems that the residents face are.

I see 2000 to 4000 families facing the same types of issues in the Fox Cities. Our issues are nowhere near to the extent of Milwaukee's, but the hardships of living outside of the prosperity of the Fox Cities are tough on families and especially kids in our neighborhoods and schools.

How can we overlook something so fundamental as this amount of poverty in the Fox Valley?

The private rental market is where most of our really poor people are.

2000 to 4000 families with children – say two kids per family means: 6000 to 12,000 people are living in houses where they pay more than 30% of their income on housing in our 3 counties.

There is an enormous amount of pain and poverty in our communities.

I am a great fan of the way public and parochial schools manage the kids from insecure Fox Valley homes.

Housing insecurity is not only very tough on Moms and/or Dads, but it is very difficult on kids. One area school official noted that seven moves during the 12 school years causes an increase in mental health issues and the ability to hold a job as adults. The kids don't develop long term friends either at school or in neighborhoods. They are vulnerable to bullying, gangs influence, and drug and alcohol abuse. Learning is difficult when kids move from school district to school district. New kids and new kids with learning issues often interrupt the continuity of their new classrooms.

I worry about how 4000 to 8000 kids are going to succeed as adults. Frankly, I feel this is the most critical issue facing Appleton and our surrounding communities.

I think we can do better for these families.

RECEIVED

NOV 21 2016

CITY OF APPLETON
COMMUNITY/ECON DEVELOPMENT

Neighborhood Necessities Seven Functions that Only Effectively Organized Neighborhoods Can Provide

BY JOHN MCKNIGHT

Ours is an era of "pulling back." Our institutions—not-for-profit organizations, government, and businesses—are downsizing, retracting, and sequestering. These are all names for the process by which systems are occupying less space in society. They are beginning to abandon functions they had previously claimed to perform. Whether they are schools, medical systems, police departments, human service systems, or businesses, they are receding. The functional space they no longer occupy creates either a crisis or an opportunity.

The opportunity is there if we recognize that during recent generations, institutions have often taken over functions once performed by local communities, neighbors, and their collective groups and associations. Medicine has claimed our health. Police have claimed our safety. Schools have claimed the raising of our children. Social services have claimed the provision of care. And corporations have claimed that everything we need can be bought.

The claims have had two unforeseen consequences. First, as these systems have taken over functions, the power of local communities to be producers of well-being has been replaced. Once mutually responsible neighbors have become isolated local residents. In the process, the village has become impotent and unable to perform many of its responsibilities.

Second, many of the functions claimed by large systems and institutions were false claims in the first place. They purported to provide, for money, what only powerfully connected neighbors could achieve.

To achieve our well-being, it is necessary to have effectively organized neighborhoods. These well-being functions were often lost as institutions took over community functions. However, the institu-

tions were never able to create a substitute for the abandoned community capacities. Instead, they provided a counterfeit commodity rather than well-being, and many of our social and economic problems grew worse. Therefore, institutions "pulling back" is less a problem than a new opportunity to solve problems that have not been resolved by counterfeit institutional solutions.

In this sense, the seven unique neighborhood functions are necessities. There are at least seven neighborhood functions that are beyond the reach of institutional powers.

The first of these functions is our health. Our neighborhoods are the primary source of our health. How long we live and how often we are sick is largely determined by our personal behavior, our social relationships, our physical environment, and our incomes. As neighbors, we are the people who can change these things. Medical systems and doctors cannot. This is why epidemiologists estimate that medical care counts for less than 15 percent of our health determinants. Indeed, most informed medical leaders advocate enhanced community health initiatives because they recognize their systems have reached the limits of their health-giving power.

Second, whether we are safe and secure in our neighborhood is largely within our local domain. Important studies show that there are two major determinants of our local safety. One is how many neighbors we know by name. The second is how often we are present and associate in the public space outside our houses. Police activity is a secondary protection compared to these two community actions. This is why most informed police leaders advocate for block watch and community policing. They understand their limits and the necessity for connected neighbors.

Third, the future of our earth—the environment—is a major local responsibility. The “energy problem” is our local domain because how we transport ourselves, how we heat and light our homes, and how much waste we create is a major factor in saving our earth. That is why it is local neighborhood organizations that can call us and our neighbors to be citizens of the earth and not just consumers of the natural wealth.

Fourth, in our villages and neighborhoods, we have the power to build a resilient economy—less dependent on the megasystems of finance and production that have proven to be so unreliable. Most enterprises begin locally—in garages, basements, and storefronts. Neighbors have a vital role in supporting these businesses so that they have a viable market. And neighbors have the local power to capture their own savings through credit unions so that they are not captives of our notorious large financial institutions. Neighbors are also the most reliable sources of jobs. Word of mouth among neighbors is still the most important access to employment. The future of our economic security is now clearly a responsibility, possibility, and necessity for local people and their neighborhood groups.

Fifth, we are coming to see that a part of our local domain is the production of the food we eat. We can be allied with the local food movement, supporting local producers and markets. In this way, we will be doing our part to solve the energy problem caused by transportation of food from continents away. We will be doing our part to solve our economic problems by circulating our dollars locally. And we will be improving our health by eating food free of poisons and petroleum.

Sixth, we all say that “it takes a village to raise a child.” And yet, in most communities, this is rarely true. Instead, we pay systems to raise our children—teachers, counselors, coaches, youth workers, nutritionists, doctors, McDonald’s, and MTV. As families, we are often reduced to being responsible for paying others to raise our children and transporting them to their paid child raisers. Our villages have often become useless places where residents are responsible for neither their children nor their neighbors. As a result, we decry the local “youth problem.” There is no youth problem. There is a village

problem of adults who have forgone their responsibility and capacity to join their neighbors in raising the young. We can see that a remarkable recovery is possible when neighbors join in sharing the raising of the village children. It is our greatest challenge and our most hopeful possibility.

Seventh, locally we are the site of care. Our institutions can offer only service, not care. We cannot purchase care. Care is the freely given commitment from the heart of one to another. As neighbors, we care for each other. We care for our children. We care for our elders. And it is this care that is the basic power of a community of citizens. Care cannot be provided, managed, or purchased from systems. It is the new connections and relationships we create locally that build the community power to care for each other.

The critical issue for our time is how to reconnect ourselves so that we can begin again to act as powerful villages.

The historic institutional invasion of community functions has had a devastating effect on our capacity to fulfill our neighborhood functions. Today, many neighborhoods are not the sites of powerfully connected neighbors. Often they are sites where people live in relative isolation from each other.

The critical issue for our time is how to reconnect ourselves so that we can begin again to act as powerful villages, carrying out the seven functions that only neighbors can provide.

Certainly a part of community renewal is the process of community organizing. However, the common tradition of community organizing is to create groups of neighbors who will advocate with institutions to do more and do it justly. This process does not, however, build the capacity of neighbors to be producers of well-being. It usually addresses neighbors as consumers rather than as producers.

The community organizing that needs support today is focused on enabling local relationships that result in production of well-being rather than

consumption of system commodities. This requires us to understand what we can produce as neighbors and when we need institutional support.

Three basic questions help neighbors distinguish when they have the key productive role from when they need useful institutional support.

1. What functions can we perform with the power of our neighbors, associations, and very local institutions?
2. What can we do if we have the assistance of outside institutions?
3. What can only outside institutions do?

It is critical that these questions be asked in this order. The process that disabled so many neighborhoods began by first asking, "What can outside institutions do for us?" This is called a needs survey. This process has incrementally claimed more and more institutional power until the functions of local people are neutralized.

The reality is that most community organizing that is supported by funders today is for institutional

advocacy or institutional outreach into communities. However, neither of these approaches creates a community organization designed to enable local citizens to be producers of well-being in the seven domains of neighborhood necessities.

The relevant funders of our time are beginning to support local, productive citizen organizations where the first question is "What can we produce that will increase our well-being?" (One example of a neighborhood where this first question has been implemented can be found at www.abcdinstitute.org. Under Publications—Downloadable Resources, see "Exemplary Materials for Designing a Community Building Initiative in a Neighborhood.") This approach results in neighborhoods where community organizing is building community with the collective power to create their own vision and to be the principal producers of that vision. That is the heart of democracy.

John McKnight is codirector of the Asset-Based Community Development Institute and professor emeritus of communications studies and education and social policy at Northwestern University in Evanston, IL.



Building a Better World
for All of Us®

MEMORANDUM

TO: City of Appleton

FROM: Andrew Dane

DATE: December 5, 2016

RE: Key Chapter 6 Transportation Updates
SEH No. 135537 14.00

The purpose of this memo is to summarize the key **proposed** chapter updates made to the City's 2010-2030 Comprehensive Plan as part of the 2016 Comprehensive Plan update.

New objectives and policies are **highlighted yellow**. ~~Strikethrough text~~ denotes those objectives and policies which have been removed from the updated Comprehensive Plan.

Key Changes

The community survey and market analysis indicate a growing number of residents, businesses, and visitors are looking for more walkable neighborhoods and communities. Increased interest and demand for walkable and bikable communities is reflected in the updated policies below, which incorporate by reference the recommendations contained in the recently completed 2016 Downtown Appleton Mobility Study and Appleton Trails Master Plan. A second key update to this chapter is the addition of two sets of objectives and policies which are intended to link transportation policies to economic development, land use, and neighborhood development goals, objectives, and policies.

Overall Goal

The overall goal for transportation established in Chapter 4 (Issues and Opportunities) states that "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." It is intended that the objectives and policies included in this chapter will support this.

6.1 OBJECTIVE: Plan for the safe and efficient movement of vehicles on local and regional roads.

- 6.1.1 Collaborate with state and county transportation officials and neighboring municipalities to plan and coordinate improvements to the regional transportation network.
- 6.1.2 **Continue to** evaluate dimensional criteria for truck routes for the need to design for larger vehicles **without significantly impacting pedestrian movements**, ~~either as a general policy or on a case-by-case basis.~~
- 6.1.3 **Continue to address access management for larger commercial developments while discouraging travel through residential areas.**
- 6.1.4 **Design streets utilizing the City of Appleton's Complete Streets Policy.**

Engineers | Architects | Planners | Scientists

Short Elliott Hendrickson Inc., 425 West Water Street, Suite 300, Appleton, WI 54911-6058
SEH is 100% employee-owned | **sehinc.com** | 920.380.2800 | 888.413.4214 | 888.908.8166 fax



6.1.5 Plan for growing use of electric plug in vehicles.

~~Establish a parking analysis process, as discussed in the Downtown Plan (Chapter 14), for reviewing parking needs in the downtown.~~

~~6.1.4 (MOVED TO 6.7.3) Consider amending commercial district parking requirements in the Zoning Ordinance to encourage redevelopment in older commercial corridors such as Wisconsin Avenue, Richmond Street, and South Oneida Street.~~

6.2 OBJECTIVE: Support regional efforts to preserve and enhance air service in the Fox Valley.

~~6.2.1 Encourage existing plans to improve air service facilities at Outagamie County Regional Airport.~~

6.2.1 Continue to support the Appleton International Airport.

6.3 OBJECTIVE: Create an environment that is safe and conducive to walking and bicycling throughout the entire city.

6.3.1 Continue to prioritize bicycle and pedestrian improvement projects that make destinations more accessible, including but not limited to greater enhance connectivity between important destinations within the community, and to regional bicycle and pedestrian networks.

6.3.2 Maintain existing sidewalks and implement plans to install new sidewalks in targeted areas where they do not exist. Continue the City's policies to require sidewalks in new neighborhoods.

6.3.3 Partner with local organizations to provide education on proper bicycling behavior.

~~6.3.3 Adopt and implement an on-street bicycle network plan.~~

6.3.4 Continue to support the Implement the recommendations of the City's Safe Routes to School program.

6.3.5 Continue to implement the City's On-Street Bike Lane Plan and the Sidewalk Installation Policy as approved by the Common Council to ensure multi-modal transportation opportunities including investigating the potential for a pedestrian/bicycle path along County Highway "JJ"

6.3.6 Design and install a city-wide sign and map system that guides bicyclists and pedestrians through the network, across the city and to key destinations.

6.3.7 Support implementation of the City's Trail Master Plan in order to create a comprehensive network of well linked bike lanes and off street trails.

6.3.8 Continue to develop parking, trailheads, and related infrastructure to support the growing trail network in Appleton.

6.3.9 Recognizing that streets are important public spaces, work comprehensively to create walkable, pedestrian-oriented environments. In addition to providing sidewalks, land use densities, site design, and pedestrian scale streetscapes including trees, benches and other furnishings are important factors that must be considered.

6.3.10. Require pedestrian accommodations (e.g., sidewalks and pedestrian routes through parking lots) within all new commercial developments.

6.3.11 Gain Council approval of draft Crosswalk Installation Evaluation Guidance for Uncontrolled Crossings at Intersections.

6.3.12 Encourage and implement better signage for pedestrian crossings to educate drivers of State laws and improve safety.

6.3.13 Take steps to limit direct access to properties abutting arterial streets in order to improve pedestrian safety.

6.3.14 Encourage installation of bike racks and fix it stations.

6.3.15 Evaluate potential for a bike share program to connect key destinations.

6.4 OBJECTIVE: Preserve and enhance rail service within Appleton and the Fox Valley.

6.4.1 Continue to collaborate with the Canadian National Railway and the State of Wisconsin to preserve existing rail service and to accommodate new rail users on tracks serving Appleton.

6.4.2 Encourage regional and state efforts to expand passenger rail service into the Fox Valley, including stops within the City of Appleton to better connect the I-41 corridor.

~~6.4.3 Evaluate future opportunities to create a multi-modal passenger hub in downtown Appleton.~~

6.4.3 Monitor traffic conditions at existing rail crossings and make appropriate improvements, in collaboration with the railroad and the Wisconsin Department of Transportation, as required to ensure safety.

6.4.4 Implement Quiet Zone Recommendations to lessen negative impacts of rail traffic and noise on adjacent neighborhoods.

6.4.5 Provide additional signage along railroad tracks to make pedestrians aware of large fines which may be imposed on them for crossing at non-designated locations.

6.5 OBJECTIVE: Continue efforts to improve boating conditions on the Fox River.

6.5.1 Continue to support efforts of the Fox River Navigational System Authority to rehabilitate and maintain locks on the Fox River for public use.

~~6.5.2 Develop a water trail suitable for use by non-motorized boats.~~

6.5.2 Support development of facilities which provide greater access to the river, including but not limited to canoe and kayak launches and rentals, trailheads, wayfinding, and related facilities.

6.5.3 Continue to design and install motorized and non-motorized boat infrastructure that supports access to the Fox River (e.g. portage at RiverHeath).

6.6 OBJECTIVE: Maintain diverse and cost-effective options for public transportation that meets the needs of all segments of the population.

6.6.1 Implement recommendations from the Metropolitan Planning Organization to establish a regional transportation authority with a dedicated revenue source. ~~to establish a regional transportation authority as a funding mechanism for Valley Transit, in anticipation of losing federal funds.~~

6.6.2 Seek long-term funding options, in collaboration with neighboring communities, to support Valley Transit.

6.6.3 Continue to support alternative transit routes such as Help to identify funding for continuation and expansion of the Downtown Trolley.

6.6.4 Continue to support Valley Transit including the investigation of alternative transit routes, hub stations, and days/times of operations to better serve the community.

6.6.5 Support improved regional connections including along the I-41 corridor.

6.6.6 Encourage transit-oriented development (TOD) at higher densities at key locations in the City. Consider working with Valley Transit on redevelopment of existing single use transit center to a mixed use concept which incorporates other uses including housing.

6.7 OBJECTIVE: Maintain a balanced parking program which provides an adequate supply of parking without undermining economic development and neighborhood development efforts.

6.7.1. Continue to implement recommendations from the 2015 Downtown Parking Study.

6.7.2 Review and revise as needed the minimum and maximum parking ratios by type of land use as found in the Zoning Ordinance.

6.7.3 Consider amending commercial district parking requirements in the Zoning Ordinance to encourage redevelopment in older commercial corridors such as Wisconsin Avenue, Richmond Street, and South Oneida Street. (Moved from an existing policy)

6.7.4 Encourage underground and structured parking, where feasible, as future development occurs.

6.7.5 Support on-street parking options and/or centrally-located shared lots along key corridors.

6.8 OBJECTIVE: Implement transportation improvements which also support the City's desired land use, housing and neighborhood goals, objectives, and policies.

6.8.1 Improve pedestrian crossings on arterial roads, including Richmond Street.

6.8.2 Especially along the City's primary corridors, utilize the City's Complete Streets Policy to support quality development which serves adjacent neighborhoods and is accessible to bicycles and pedestrians as well as vehicles.

6.8.3 Design neighborhood streets that will serve local transportation needs, enhance safety and livability, and improve neighborhood quality.

6.8.4 Maintain the existing grid street pattern in established neighborhoods. The City shall encourage, where feasible, the use of a grid or modified grid pattern in new residential developments. Cul-de-sacs should only be used where it is determined to be the only feasible means to provide access to property due to rugged topography or to preserve significant natural resources.

6.8.5 For new development and for improvements to existing infrastructure, construct local streets using traffic calming principles which encourage appropriate vehicle speed for the neighborhood.

6.9 OBJECTIVE: Implement the transportation-related recommendations contained within related plans.

6.9.1 Implement the transportation related recommendations within the 2016 Downtown Plan.

6.9.2 Implement the recommendations of the 2016 Downtown Mobility Study.

6.9.3 Implement the transportation related recommendations from the 2015 Economic Development Strategic Plan.

AD

Chapter 6: Transportation

Streets and Highways

Air Service

Bicycle and Pedestrian System

Rail Transportation

Water Transportation

Public Transit Services



Transportation is a vital element of the **Comprehensive Plan**, as well as one that is heavily shaped by the plans of regional authorities such as counties, transportation authorities, and the State of Wisconsin. This chapter seeks to document key initiatives of these regional entities and to coordinate Appleton's local initiatives with them. It addresses air, water, rail, bicycle, pedestrian, and automobile or truck transportation modes. In addition, it discusses public transit services and special services for the elderly or disabled public.

An efficiently operating, multi-modal transportation system is crucial to the success of the community. While priority may still be given to the street and highway system over which a majority of the region's traffic moves, the City of Appleton is increasingly focused on providing alternative transportation options, and transit services to decrease reliance on automobiles. This desire is fueled by economic diversity, traffic congestion, public health, environmental degradation, and customer demand for mobility options. As the population ages, Appleton and other communities will need to consider new services for elderly residents who may have limited mobility.

Besides moving people, the transportation system is designed to move freight into, though, and out of the region. A majority of the freight is now shipped on trucks, with small portions moved by rail or air. Current trends suggest that rail will continue to play a strong role in future freight movement. The demand for air service, which is very sensitive to economic conditions, is nonetheless forecasted to slowly grow through 2030.

Accomplishments

- The City of Appleton has taken strides in overcoming some of the challenges identified in the previous version of the Comprehensive Plan. First the Transportation Improvement Program for Appleton-area roadway improvements has continued to be updated and made current with the assistance of the East Central Wisconsin Regional Planning Commission.
- The City contracted with a consultant to complete a Downtown Parking Study. This study identified several infrastructure and policy-related recommendations to improve the supply and management of Appleton's downtown parking supply.
- The City completed a Downtown Mobility Study in August 2016. The Plan identified traffic enhancements in downtown, including converting several 1-way streets to 2-way streets. The Plan also provides recommendations to improve bike and pedestrian accommodations throughout downtown.
- In 2010, the City completed an On-Street Bike Lane Plan and has systematically begun implementing the recommendations contained in the report.
- In 2015 the City added over two miles of new bike lanes as part of the City's On-Street Bike Lane Plan, one mile of sidewalk where it currently did not exist.
- Implemented the third year of City's new Sidewalk Poetry Program in 2016.
- Implemented an automatic idle reduction program for all heavy trucks (Class 7& 8).
- Bike Federation Audit conducted in October, 2015.

Regional Transportation Planning

Perhaps more than most other community infrastructure, transportation is influenced by federal, state, and regional planning and funding. It is not uncommon, for instance, to find that some roads within a community fall under the jurisdiction of the state or county government. Additionally, a large part of the funding for road construction and maintenance, air and water ports, and transit services comes from state or federal sources. It is therefore vitally important to understand the policies and plans of these other governments as they apply to the local community.



State of Wisconsin Transportation Plans and Studies

The following is a synopsis of statewide planning related to transportation in Wisconsin.

Wisconsin Rail Issues and Opportunities Report (2004)

This report documents the importance of rail in Wisconsin's transportation network. The State's role with regard to rail has been to promote and facilitate rail service, in part by providing funding for infrastructure enhancements and passenger rail operations. Concerns noted in the report include congestion in Chicago, a potential lack of truck-rail intermodal facilities, preservation of abandoned rail corridors, intercity rail passenger service, rail safety issues, and tax and regulatory issues.

Wisconsin Rail Plan 2030

Wisconsin Rail Plan 2030 identifies rail issues statewide and is meant to serve as a guide for decision-makers through 2030, with updates occurring every five-years.

Statewide, there is a projection that freight rail commodities will grow by over 16 percent by 2030. Trains on this route carry a variety of goods, including intermodal shipments from the Port of Green Bay nationally.

Specific projects noted in the 2030 plan include infrastructure improvements to add intercity passenger rail from Green Bay to Chicago and Milwaukee (seven per day).

Wisconsin State Freight Plan

The development of a State Freight Plan began in early 2015, and is projected to be completed in December of 2016. The plan is aimed at providing a vision for multimodal freight transportation and to position the state to be competitive in the global marketplace by ensuring critical connections to national freight systems remain or become more efficient. This plan will include:

- Linking transportation investments to economic development activities
- Placing Wisconsin within a national and global context
- Engaging and reflecting the interests of a wide array of freight stakeholders
- Implementation – from planning to project development to programming
- Performance measures and management

Wisconsin Pedestrian Policy Plan 2020

The Wisconsin Pedestrian Policy Plan 2020 seeks to raise the importance of pedestrian facilities to the same level as other transportation infrastructure. It notes that just over eight percent of all trips taken in Wisconsin are pedestrian trips, with the greatest percentage taken by younger (under age 14) persons, or those over age 45. Forty percent of trips were under a half mile in length, and 70 percent were under one mile. The plan encourages the Wisconsin Department of Transportation to include pedestrian facilities on state trunk highways, and to work with local communities on issues including transportation planning and design, public education, traffic law enforcement, and encouragement of walking as a viable transportation mode.

Wisconsin State Airport System Plan 2030

Airports, aviation and aviation-related industries play a significant role in the economic success of Wisconsin communities. The Wisconsin State Airport System Plan 2030 provides a framework for the preservation and enhancement of a system of public-use airports adequate to meet current

and future aviation needs of the State of Wisconsin. Wisconsin also has a five-year airport improvement program.

Wisconsin State Bicycle System Plan 2020

This plan was prepared "to establish bicycling as a viable, convenient and safe transportation choice throughout Wisconsin" by ensuring an interconnected transportation system across government boundaries. Bicycling is thought to make up less than two percent of all trips in Wisconsin, but a large percentage of trips by students to and from school. This presents some concerns for bicycle safety. The plan contains five recommendations. These are to plan and design new transportation facilities to accommodate bicycles, to expand the statewide network of bicycle routes, to improve safety, to enforce laws that prevent dangerous and illegal behavior by motorists and bicyclists, and to promote bicycling as a transportation mode.

In addition to the *Wisconsin State Bicycle System Plan 2020*, the Department of Transportation has prepared county-level maps depicting bicycling conditions. Of particular note, these include bicycle touring trails, urban escape routes, and ratings of state, county, and town roads for bicycle suitability based on factors such as traffic volume and shoulder width. The state has also published a *Wisconsin Bicycle Facility Design Handbook* and *Wisconsin Bicycle Planning Guidance*, which should provide assistance with future bicycle transportation planning in the City and region.

Wisconsin State Highway Plan 2020

Wisconsin's State Trunk Highway System includes approximately 11,800 miles of roadway and 4,600 bridges, accounting for eleven percent of the state's road mileage, but 60 percent of all traffic. The *Wisconsin State Highway Plan 2020* identifies measures to meet highway system needs including safety, highway rehabilitation, alternative transportation, land use, traffic flow, and additional capacity. The plan notes the importance of continuing to develop other modes of transportation.

Connections 2030

WisDOT developed a long-range transportation plan for the state, called Connections 2030. This plan addresses all forms of transportation: highways, local roads, air, water, rail, bicycle, pedestrian and transit. The overall goal of the planning process is to identify a series of policies to aid transportation decision-makers when evaluating programs and projects.

Several corridors include the Appleton area, including the Fox Valley Corridor (Milwaukee to Green Bay), Fox Cities Metropolitan Planning Area, Lake to Lake Corridor (Fox Cities to Manitowoc-Two Rivers), and the Wolf/Waupaca Rivers Corridor (Stevens Point to Fox Cities) are identified.

Plans in these corridors generally include intercity bus and rail connections, public transit improvements and increased bicycle accommodations.

WisDOT 6 Year Highway Improvement Program

This plan identifies all construction projects scheduled for Wisconsin roads for the next six years. The projects change frequently, and updates are made monthly. Several highway improvements are scheduled in or near Appleton including:

- US Highway 10/STH 441 improvements
- US Highway 10/STH 441 joint patching and mill work
- US Highway 41 resurface and improvements
- CTH 00/Richmond Street roundabout
- STH 15 Improvements

County and Regional Transportation Planning

The *Appleton Transportation Management Area and Oshkosh Metropolitan Planning Organization Bicycle and Pedestrian Plan* was adopted by the East Central Wisconsin Regional Planning Commission on October 31, 2014. The plan “not only identifies existing and planned facilities, but identifies the gaps, barriers, and needed connections to enhance the safe, accessible and efficient regional bicycle and pedestrian network throughout and in between the two urban (Appleton and Oshkosh) areas.” The plan was jointly sponsored by Calumet, Outagamie and Winnebago counties with a focus on regional bicycle and pedestrian connections.

Appleton MPO Regional Bicycle & Pedestrian Network

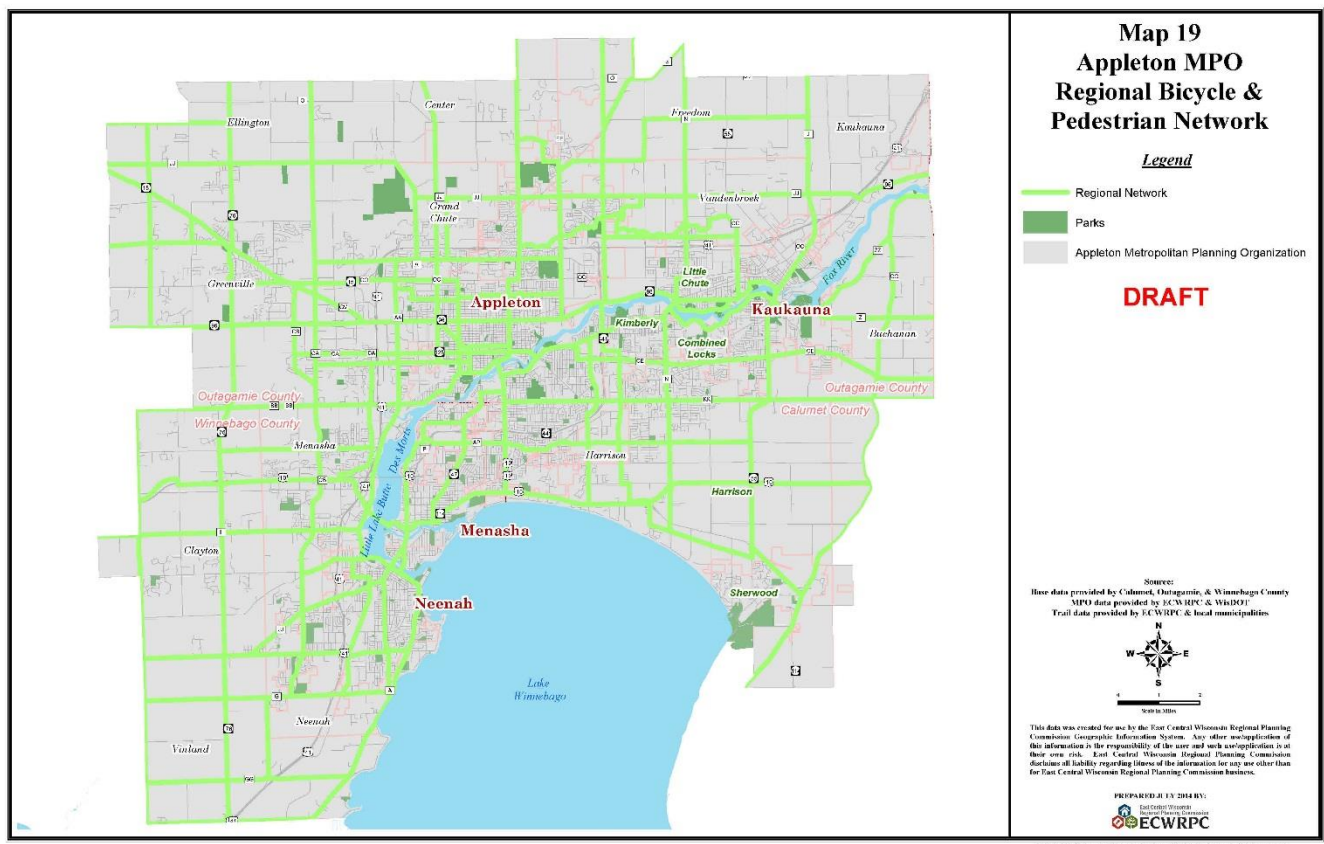


Figure 1 Source: East Central Wisconsin Regional Planning Commission

The *East Central Wisconsin Regional Comprehensive Plan 2030* includes a vision for transportation that states "in 2030, the East Central Region will have an efficient regional transportation network which provides options for the mobility needs of all people, goods, and services." This plan notes particular concerns for the impact the transportation system has had on encouraging urban sprawl, the high cost of maintaining an aging transportation infrastructure, a need to provide regional connectivity to facilitate movement of people and goods, environmental impacts of transportation, and a desire to provide alternative means of transportation, especially for an aging population.

The East Central Regional Planning Commission, the designated metropolitan planning organization for Appleton, updated the *2015-2050 Long Range Transportation/Land Use Plan* in 2015. The primary purpose for the plan is to "insure coordination between land use and transportation planning" within the Fox Cities Metropolitan Planning Area/Transportation Management Area. The vision for the plan states that "in 2050, the Urbanized Area will have a safe, efficient, and effective transportation network which provides options for the mobility needs of all people, goods, and services, while maximizing available resources, such as land, energy and finances." Transportation Goals and Objectives include:

- Integrated planning
- Maximum system effectiveness for all residents
- An efficient transportation system
- Safety
- Minimal environmental disruption
- Compatibility with land use patterns
- Conservation of energy
- Performance measures
- Environmental justice
- Coordination at all levels
- Complete streets policies
- Sustainable & livable communities

The Intermodal Surface Transportation Efficiency Act (ISTEA) in 1991 required all Metropolitan Planning Organizations (MPOs) to update and adopt long-range transportation plans which conformed to ISTEA's metropolitan planning requirements. This plan establishes a vision similar to that of the *East Central Wisconsin Regional Comprehensive Plan 2030*, that "in 2035, the Fox Cities Urbanized Area will have a safe, efficient, and effective transportation network which provides options for the mobility needs of all people, goods, and services, while maximizing available resources, such as land, energy, finances, etc." It ties this vision to land use through the following goals:

- promote an orderly and planned pattern of community growth and development;
- promote the provision of government services in an efficient and socially responsible manner;
- protect the environment and manage natural resources in an ecologically sound manner; and
- provide sufficient public open space to meet the recreational needs of all residents and protect and preserve natural and cultural resources.

The plan notes concerns about the potential loss of federal funding for Valley Transit, and recommends formation of an independent funding authority. It also notes a limited number of deficiencies in the existing road system, including the College Avenue bridge over the Fox River, and a deficient segment of North Meade Street, just north of Glendale in Appleton. Some of these issues, such as the College Avenue Bridge, have been addressed. Projecting into the future, the plan determines the following regional needs by 2030.

- US Highway 41 should be planned for expansion from 4-lane to 6-lane from Appleton to Green Bay in the long-term. This is an ongoing effort that is in progress.
- USH 41 is being studied and will be upgraded to interstate standards. This has been completed.
- USH 10/ State Highway 441 will likely be operating at or over capacity. WisDOT has planned for the expansion of USH 10 and STH 441. This is an ongoing effort that is in progress.

The *Transportation Improvement Program for the Fox Cities (Appleton) and Oshkosh Urbanized Areas* is a staged multi-year program of both capital and operating projects designed to implement the long-range element of the transportation plan and shorter-range transportation system management (TSM) element. The staged program covers a period of five years and includes projects recommended for implementation during the 2016-2019 program period. The following map depicts the locations of projects included during the period from 2016-2019. Appleton projects listed in the document for the period 2015-2018 include:

- Prospect Ave/Jackman St Overhead
- Valley Transit - Fixed Route Bus
- STH 15/New London – Appleton
- STH 47, Appleton – Bonduel
- USH 41/Appleton - Green Bay
- CTH II-STH 441 Oshkosh-Appleton
- Oneida St/ Valley Rd - Skyline Bridge

Figure G-1
Fox Cities Transportation Management Area TIP Projects (2015 - 2018) and
Population Below Poverty Level (2010 Census Data)

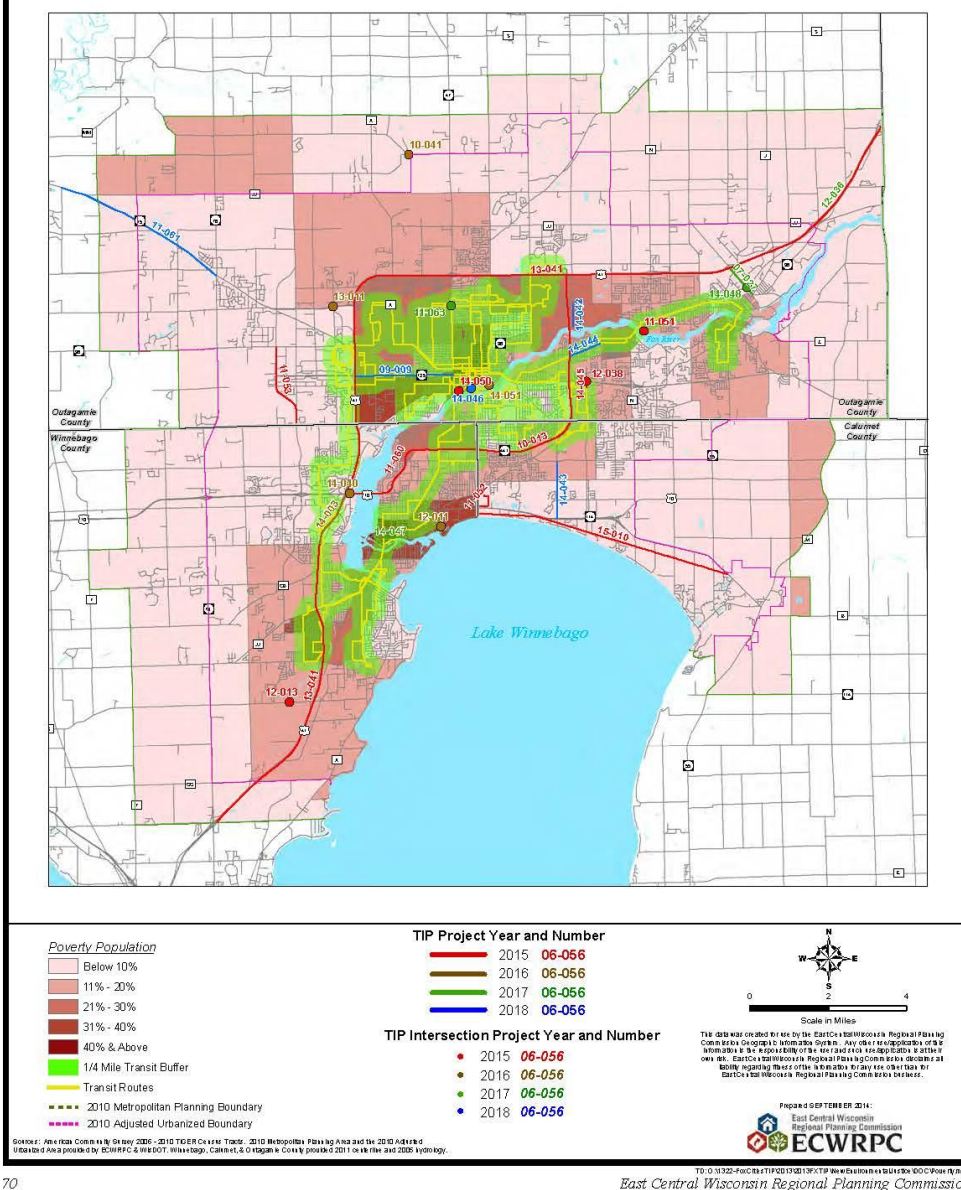


Figure 2 Map from the Transportation Improvement Program for the Fox Cities (Appleton) and Oshkosh Urbanized Areas.

Outagamie County

Outagamie County's Comprehensive Plan (updated in 2008) contains 24 goals regarding transportation, addressing issues relating to Sprawl Development, Transportation Funding, Regional Connectivity, the Environment, and Alternative Modes of Transportation and Mobility. The plan documents conditions related to highway transportation, intercity bus service, specialized transportation, trucking services, railroad service, air transportation, pedestrian-bicycle facilities,

transit, port and water transportation, and other topics further discussed in this chapter of Appleton's **Comprehensive Plan**.

Outagamie County has prepared a *Capital Improvements Program* that identifies street-related investment through 2020. This plan identifies several projects in or adjacent to the City, including:

- Reconstruction and widening of CTH JJ (STH 47 to CTH E) in 2020 and CTH JJ (Lightning Drive to French Road) in 2020 and CTH JJ (CTH E to Lightning Drive) in 2017;
- Reconstruction of CTH BB (Seminole Road to Bartell Drive) in 2019;
- County Highway OO capacity study; Mason Street to STH 47;
- CTH KK (John Street to CTH N) capacity study in 2017;
- Asphalt overlay of County Highway OO (I-41 to Mason Street) in 2019;
- Improvements to CTH KK (John Street to STH 441), including an eastbound auxiliary lane between Kensington Drive and the STH 441 interchange in 2018;
- CTH KK reconstruction from Banta Ct. to Matthias in 2016;
- Reconstruction and urbanization of CTH E (CTH JJ to Applecreek Road) in 2018-2019;
- Reconstruction of CTH OO and STH 47 intersection in 2017, CTH OO and CTH E intersection in 2018.

Winnebago County

Winnebago County's *Comprehensive Plan* sets a goal to "achieve a safe, efficient, and environmentally sound transportation system that provides personal mobility for all segments of the population and supports the economy of the county." The County is currently underway with updating their Plan. Winnebago County has prepared an Executive *Capital Improvements Program* that identifies street-related investment through 2020. No street-related improvements are proposed within the City of Appleton.

Calumet County

Calumet County identifies several concerns related to land use, increasing traffic volume, and safety. The County completed a Comprehensive Plan in 2006 – but has not since updated it. Transportation improvements had been identified in the Appleton area. Calumet County has prepared a *Capital Improvements Program* that identifies street-related investment through 2020. This plan identifies several projects in or adjacent to the City, including:

- CTH AP (Plank – Lake Park) & (Oneida St. to CTH LP) in 2016 & 2017
- CTH KK (East 441) and (East Bound lane) in 2016 & 2017

Transportation Modes

The City of Appleton is served by a well-developed transportation system that accommodates a variety of different modes. Existing conditions, ongoing or planned initiatives, and significant concerns related to these modes are discussed here.

Streets and Highways

Cars and trucks account for 86.1 percent of all trips made in the United States, and there are now more motor vehicles in the country than there are licensed drivers. Through 2030, traffic on Wisconsin's roadways is projected to increase 34 percent.

A street classification system is used to describe roads within a community based on their function. The classification system describes a network that channelizes traffic flow and defines how an individual street segment should serve traffic in that network. Streets may then be planned

to meet the level of demand associated with their classification. This not only includes design issues such as road width, pavement type, and radii, but also signalization and access management. Given their greater importance in moving traffic, arterial and collector roads may also be granted a higher priority for reconstruction, snow removal, or other maintenance.

The functional classifications prepared by the Federal Highway Administration and adopted by the Wisconsin Department of Transportation include arterial, collector, and local streets.

- Freeway (Principal Arterials). These roads serve corridor movements having trip length and travel density characteristics of an interstate or an interregional nature. These routes generally serve all urban areas with a population greater than 50,000 inhabitants. Basically, they are major routes connecting cities. They are often constructed as divided highways. Interstate 41 is an example.
- Arterial (Minor Arterial). This classification is broken out by the State of Wisconsin and Federal Highway Administration as minor arterials. These roads serve cities and other major traffic generators, and serve traffic movement within the region. College Avenue is an example of an arterial road.
- Collector. State and Federal guidelines recognize major and minor collector roads. Neighborhoods and local area traffic generators (such as schools or neighborhood shopping centers) are served by major collectors, which also link those traffic generators to nearby larger population centers or higher functionally classified roadways. At the level of minor collector, these roads collect traffic from local roads and provide access from neighborhoods to the larger road network.
- Local Roads. All roads not classified as arterials or collectors are local functional roads. They provide access to adjacent land and provide for travel over relatively short distances to a higher-level roadway.

Arterial and collector roads designated by the City of Appleton are depicted on the map on the following page. It should be noted that the arterial and collector roads defined by City of Appleton do not correspond to those designated by the East Central Regional Planning Commission or the three counties in which the city is located. Appleton has chosen to classify its roads by an alternative interpretation of criteria and needs related to traffic, access, connectivity, and other measures of road function.

Truck Routes

The City of Appleton has designated truck routes to discourage heavy vehicle traffic on neighborhood streets and other roads where these vehicles may present conflicts. In general, these include state and county trunk highways passing through the City, along with local streets in industrial districts or business parks in the community. A full listing of designated streets and street segments is found in Section 19-136 of the municipal code.

Appleton currently designs its truck route roadways to meet the dimensional requirements of a WB-50 truck, as defined by the American Association State Highway Transportation Officials (AASHTO) book, *A Policy on Geometric Design of Highways and Streets*, commonly known as the *Green Book*. The U.S. standard vehicle types from AASHTO include WB-67, WB-50, WB-40, single unit truck (SU) and passenger car (P). These terms refer to the wheel base (WB), which is the distance, in feet, measured between the front wheel axle of a vehicle and its rear-most wheel

axle. For example, a WB-50 truck has 50 feet between the front and the rear-most wheel axle. Vehicles with a larger wheel base will require a larger turning radius.

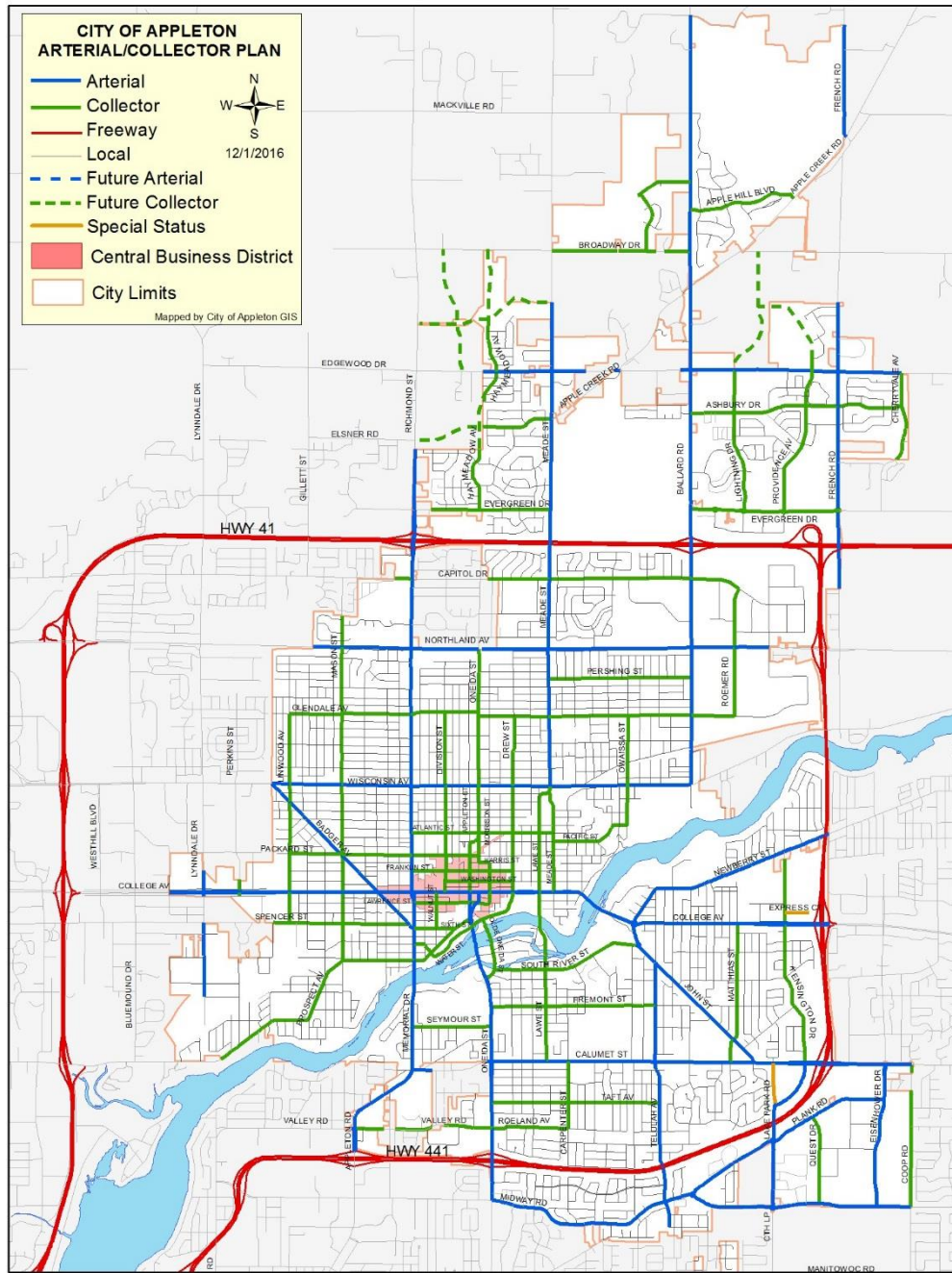


Figure 3 Source: City of Appleton

Parking

Vehicles are prohibited from parking on any City street from 2:00 AM to 5:00 AM. In most newer parts of the City, this does not pose a problem, as individual lots have been designed to accommodate cars. Substandard on-site parking or a lack of parking may be encountered in some of the City's older neighborhoods. Where inadequate parking is found, it may contribute to depressing property values. However, while overnight on-street parking is found in many cities of the same age and size as Appleton, the existing overnight parking prohibition provides benefits to the City. It allows the City to plow snow, sweep streets, collect leaves, and collect garbage in a safe and efficient manner. It is also a tool used by the Police Department when monitoring neighborhoods for illegal activities. Overnight parking is allowed on occasion on a case-by-case basis.

Lots on commercial streets such as Wisconsin Avenue and Richmond Street were typically platted prior to the City enacting its current standards for parking and egress. Many of the buildings on these streets were built in an urban "Main Street" form, with little or no on-site parking, instead relying on parking provided on the public street. Parking has subsequently been removed from several stretches of these roads, and current zoning requires on-site parking comparable to parts of the City with a more suburban character. These conditions have helped to depress the commercial viability of some existing properties, and have presented an impediment to redevelopment. Because of the number of parking stalls that must be provided, it may be difficult to assemble a large enough site to make redevelopment logistically or economically feasible.

A comprehensive Downtown Parking Study was conducted in 2015 in anticipation of new development and changes to the City's public parking program including but not limited to:

- A new public library, the Fox Cities Exhibition Center, and possibly relocated City Hall
- Proactively addressing upcoming parking needs and improving upon the delivery of public parking services.

Five different scenarios were evaluated based on different assumptions for existing demand, potential changes in the parking supply (for example, removal of parking ramps), and new parking demand driven by potential projects. Key findings from the study included:

- Downtown Appleton has an excess of parking available currently.
- The city-owned Blue Ramp (401 spaces) and YMCA-owned Soldier Square Ramp (450 spaces) are nearing the end of their useful lives and will likely be removed from service by 2020.
- Many communities are rethinking how to address their parking challenges, by focusing more closely on managing demand versus simply adding more supply.
- There are many types of parking problems (management, pricing, enforcement, etc...).
- Too much supply is as harmful as too little. Resources should be targeted where they can make the greatest difference.
- Users should pay for parking.

Traffic Safety

The City of Appleton's 2014 Annual Crash Overview reports that 726 intersection crashes and 490 non-intersection crashes occurred within the City, resulting in two fatalities. 32 crashes involved bicycles and motor vehicles and 17 crashed involved pedestrians and motor vehicles. Overall, a majority of the intersections with high crash totals are located on a handful of the City's arterial streets, including College Avenue, Wisconsin Avenue, Northland Avenue, Calumet Street, Richmond Street, Oneida Street, and Memorial Drive.

2014 Crashes

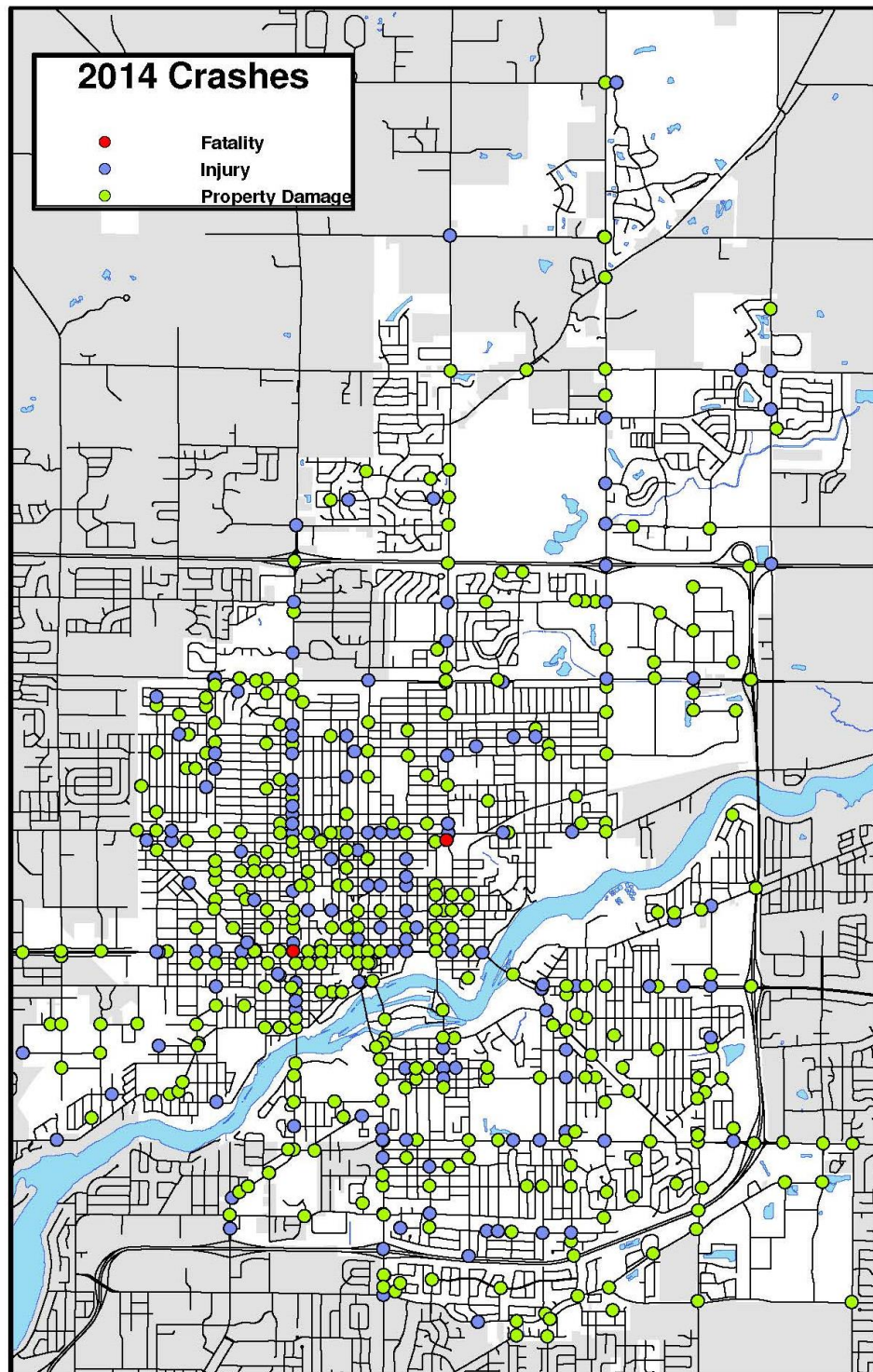


Figure 4 2014 Crashes: City of Appleton Annual Crash Overview

Air Service

Appleton International Airport (Appleton) and Austin Straubel International Airport (Green Bay) are among eight airports in the state with year-round commercial air service; Wittman Regional Airport (Oshkosh) is classified as a Large General Aviation airport in the state. These airports feed regional and major hubs such as Milwaukee, Chicago-O'Hare, Minneapolis – St. Paul, Atlanta, and Detroit. Appleton, with Allegiant Air service, also offers nonstop flights to Las Vegas, Phoenix-Mesa, Orlando-Sanford and Clearwater-St. Pete airports. Appleton Airport has seen growth in enplanements in recent years; however, current turmoil within the airline industry may impact future passenger air service. Nationwide, most airlines are cutting the number of flights they offer. It remains to be seen whether airports in the Appleton area are impacted, but a reduction in the number of commercial flights available could cause airport revenue to decline and reduce the number of flight options available to travelers. This, in turn, could hamper business and leisure travel to and from the area.

Land uses around airports are impacted by rules promulgated by the Federal Aviation Administration (FAA), which has established height restrictions on uses within approach zones to airport runways. These are referred to as runway protection zones, and may extend as much as 2,500 feet beyond the end of the runway, depending on criteria such as the type of aircraft, visibility, etc. FAA rules, along with concerns regarding light, noise, and pollution, tend to favor non-residential uses (agriculture, recreation, industrial, etc.) in close proximity to commercial airports.

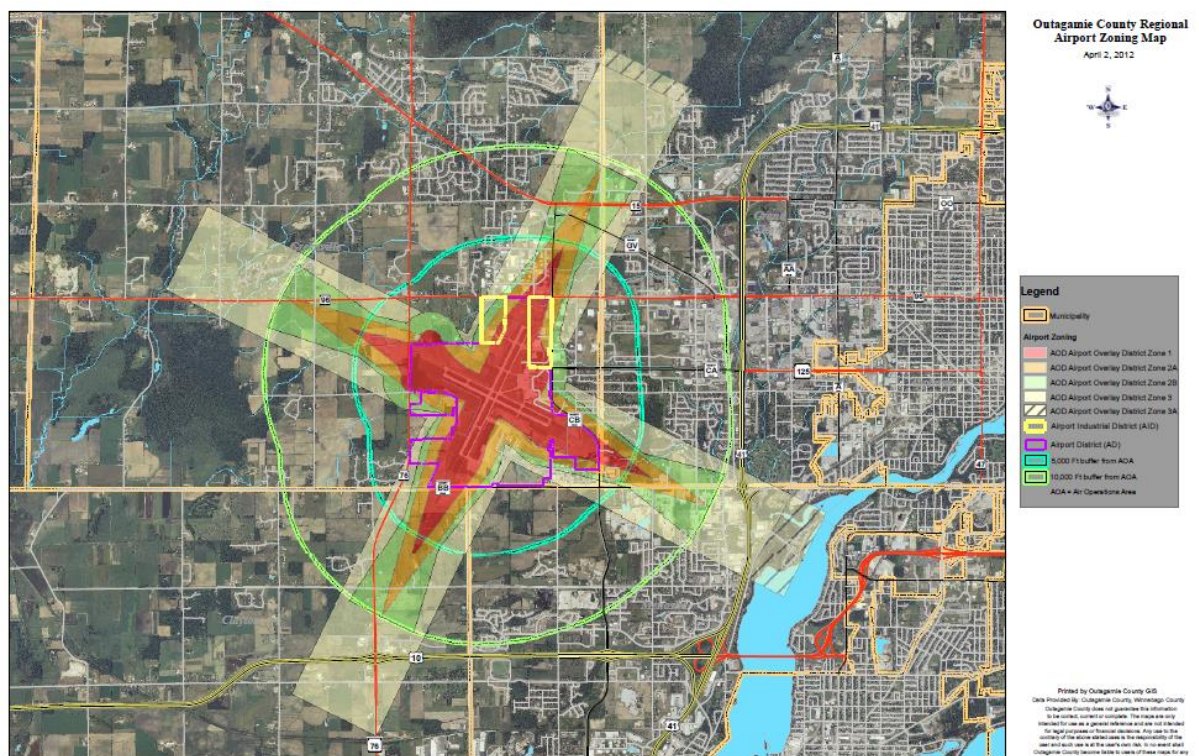


Figure 5 Source: Outagamie County Website, Airport Overlay District Zoning Information

Appleton International Airport (ATW)

Appleton International Airport, formerly known as Outagamie County Regional Airport, began operations in 1965 with only 28 acres and four buildings and now sits on 1697 acres with over 20 buildings. The airport is owned by Outagamie County and is the fourth-busiest commercial service airport in Wisconsin with 2,230 average daily visitors and 272,470 annual enplanements reported in 2011. According to a 2015 economic impact study by the Wisconsin Department of Transportation's Bureau of Aeronautics, Appleton International Airport provided \$604.6 million in economic output, supported 2,879 jobs, and contributed \$129.1 million in wage income to the regional economy.

Commercial service is provided by Allegiant Air, Delta, and United. Air Wisconsin Airlines Corporation has located their corporate headquarters at the airport. Gulfstream operates a maintenance facility at the airport.

In 2016, the airport broke ground on a new car rental facility and unveiled a new US customs facility.

The airport is equipped with a 24 hour manned Aircraft Fire Fighting and Rescue Station, an Automated Weather Observation System, an FAA control tower, Instrument Landing Systems, an aircraft engine run-up pad, and a full service Fixed Based Operator. Platinum Flight Center services general aviation traffic at the Appleton Airport with airline and general aviation refueling, executive air charter services, pilot training, aircraft rental, corporate aircraft management and aircraft maintenance.

Planned enhancements to Appleton International Airport from 2016 to 2021 include the following:

- (2016) Expand Existing Snow Removal Equipment (SRE) Building (includes lot expansion)
- (2016) Construct Consolidated Rental Car Facility and Terminal Modifications
- (2017) Construct Safety and Security Checkpoint (terminal) and Terminal Modifications (potentially include solar panels)
- (2017) Design GA Area Expansion
- (2018) South GA Expansion and Infrastructure (water main)
- (2018) ARFF Training Facility – Live Burn Facility
- (2019) Construct Apron, Taxiway and Access Road for Business Park
- (2020) Replace Concrete Panels on Runway 3/21
- (2021) Replace Runway 30-12 Edge Lights

Austin Straubel International Airport (GRB)

Austin Straubel International Airport is located just south of Green Bay and is owned by Brown County. It is the third-largest airport in Wisconsin with 2,980 average daily passengers and 349,730 enplanements. GRB operates two runways on a 24-hour schedule with American, Delta, and United providing commercial passenger service at the airport. In 2015, more than 305,000 passengers boarded at the airport and more than 304,000 passengers flew into at the airport. According to the Economic Impact Study performed by the Wisconsin DOT in 2010, GRB provided job opportunities for more than 700 people and contributed more than \$111 million to the regional economy.



Planned enhancements to Austin Straubel International Airport from 2016 to 2021 include the following:

- (2016) Expand Ramp West of Runway 18/36
- (2016) Construct ARFF Facility
- (2016) Construct Twy Connector and Ramp West of Runway 18/36; Replace Distance Remaining Signs on Runway 18/36 and Runway 9/27
- (2016) Design and EA Construct Twy Connector and Ramp
- (2016) Design Taxiway Reconstruction
- (2016) Design/Construct East Service Road Rehabilitation (Phase 1)
- (2017) Reconstruct Twy A, Twy D3, Twy D, Twy M, Air Carrier Ramp; Rehab/Replace Twy D and B Lighting, Rehabilitate Storm Sewer Between Rwy 24 and Twy D1; Replace Dist Rem Signs Rlys 6/24 and 18/36
- (2017) Taxiway Intersection Corrections and Construct High-Speed Turnoffs
- (2017) Design West Side Perimeter Road
- (2017) Construct East Service Road Rehabilitation (Phase 2)
- (2018) Construct West Side Perimeter Road
- (2018) Construct/Relocate ATCT
- (2018) Construct East Service Road Rehabilitation (Phase 3)
- (2019) Curbside Canopy
- (2019) Design Taxiway J Reconstruction
- (2019) Construct Public Parking – West Parking, Lighting, Perimeter Barrier
- (2020) Reconstruct Taxiway J
- (2020) Construct Frontage Road (hotel)
- (2021) Terminal Baggage Claim Modifications – Replace Carousels
- (2021) Rehabilitate West Service Road

Wittman Regional Airport (OSH)

Started in 1927, Oshkosh's Wittman Regional Airport is owned by Winnebago County. It is best known as home to the Experimental Aircraft Association and its annual EAA AirVenture Oshkosh aviation celebration. OSH features four runways. Several aviation business are located at the airport. In 2008 the main runway was reconstructed and a new control tower was erected.

Planned enhancements to Wittman Regional Airport from 2016 to 2021 include the following:

- (2016) Design Phase 2 Taxiway B Reconstruction
- (2016) Relocate, Reconstruct and Extend Taxiway B; Relocate and Reconstruct Connecting Taxiways to Accommodate Parallel Taxiway
- (2016) Replace: Taxiway B Lighting, Taxiway B Signs, Rwy 9/27 Lighting, Rwy 9/27 Signage, Rwy 9/27 Distance to Go Signage
- (2016) Cat Ex Aviation Industrial Park Development
- (2016) Design/Construct Terminal Building
- (2017) Design Development of Aviation Industrial Park
- (2017) Develop Aviation Industrial Park
- (2017) Reconstruct Taxiway A and Widen to 75 Feet; Install Lighting in Taxiway J
- (2017) Redevelop East GA Area
- (2017) Expand North Hangar Area
- (2018) Land Reimbursement for Development 80 acres
- (2018) Slurry Seal or Microsurface North T-Hanger Area
- (2019) Construct 25-foot Taxi Lane Parallel to Taxiway K
- (2020) Rehabilitate Twy F
- (2020) Land Acquisition for Development
- (2021) Construct New or Expand Existing Snow Removal Equipment Building

Pedestrian and Bicycle System

Walking

Both on a national and local scale, there is an increasing interest in making walking a viable form of transportation within a community. This is reflected in current theories of land use, through new standards for urban design, and by facilities that make walking a desirable choice.

Appleton has developed a pedestrian-friendly network of sidewalks and paths through most of its neighborhoods. This system is expanding through new sidewalks in developing parts of the community, and through the efforts to expand path systems. The Safe Routes to School Program is one of the City's principal initiatives for addressing problem areas (such as gaps or danger points) in the pedestrian network. The City also adopted a Sidewalk Installation Policy in 1992 to provide pedestrian safety and convenience throughout the City.

Bicycling

Appleton does designate some roads as on-street bicycle routes and except for a portion of College Avenue, bicycles may be used on sidewalks throughout the city. Bicycling is supported by the Valley Transit System, which has equipped its buses with bicycle racks. The City has provided bicycle racks in the downtown and at some public facilities. The 2010 On-Street Bike Lane Plan identifies actionable solutions to grow the bicycle network in Appleton. Several programmatic recommendations and policies were formulated throughout this process to help improve the level of safety and convenience for bicyclists in Appleton. The following are a few selected recommendations from the 2010 plan.

- Endeavor to install bike lanes on all designated bicycle routes with 3,000 AADT (Annual Average Daily Traffic) or greater
- Designated bike routes will be signed including destination panels and arrows to help direct users
- Pursue cooperative efforts with surrounding communities and counties to promote the plan
- Print a well-designed, simple, easy to read and interpret map showing Bike Routes and appropriate landmarks
- Promote bicycle repair education and training with volunteers and staff from area bicycle businesses
- Promote employer incentive programs to encourage local workers to try bicycling and walking to work
- Develop a Sunday Parkways event to set aside times on weekends and holidays for traffic-free bicycling, skating, and walking on a network of selected streets
- Commit Appleton to becoming a recognized Bicycle Friendly Community (BFC)
- Regularly inspect and resurface bikeways and provide sufficient lighting on all bikeways, walkways, and bicycle parking areas

Along with the programmatic recommendations and policies, the plan also identified numerous facilities recommendations that focus on physical improvements to the transportation network. The plan outlined a master list of system improvements for all on-street bicycle facilities, developed a proposed bicycle route network, established new urban sections for striped bike lanes, and detailed the importance of bike lane placement to avoid possible conflicts between users within the door zone (area where a biker is hit by a car door opened into the street).

By encouraging increased bicycle usage, a community runs the risk of increased conflicts between bicyclists and vehicular commuters. The Wisconsin Department of Transportation prepared a bicycle crash analysis from 2011 to 2013 and they concluded that of the 11,671 bicycle crashes that occurred from 2004 to 2013, 88.74% (10,357) resulted in no/few injuries, 10.37% (1,210) resulted in an incapacitating injury, and 0.89% (104) resulted in a fatality. Bicycle crashes per 100,000 people decreased from 23 in 2004 to 18 in 2013 with fatal and incapacitating injury resulting crashes dropping from 2.9 in 2004 to 1.7 in 2013. Of the 33 fatal bicycle crashes reported between January 2011 and December 2013, 63.6% occurred at non-intersections and 72.7% occurred during daylight hours.

2016 Trails Master Plan

The City is developing a comprehensive city-wide Trails Master Plan in 2016. The purpose of the study is to look at the opportunities to increase and expand multi-modal facilities, for both recreation and transportation throughout the City. During this process the team considered future land use developments, major origins and destinations within the City, along with current and proposed on-street bike lane and trail accommodations to create an interconnected multi-modal system for residents within the City. The study identified five priority off-street trail segments, which included preliminary engineering and cost estimates.

Safe Routes to School

Safe Routes to School is a national program to encourage and enable children to walk to ride their bicycles to school. The program provides a model for bringing a community together to identify barriers to walking or bicycling, establishing programs and making improvements to increase the attractiveness of these modes, and to provide education to the public. It's recommendations are developed around five E's of 1) Education 2) Encouragement 3) Enforcement 4) Evaluation and 5) Engineering.

Appleton has designated walking routes to schools for many years. The City completed a *Safe Routes to School Plan* for Franklin, Lincoln, and Richmond Elementary Schools in 2007. This plan notes that "community-wide issues in Appleton include gaps in the sidewalk system in some neighborhoods. There are also several multi-legged intersections which are difficult for pedestrians to negotiate. Crossing the street is difficult near some schools, even when an adult crossing guard is present. Many parents don't consider walking or biking to be a viable form of transportation and there is not much information currently collected to quantify mode choice within the community." The plan goes on to recommend community-wide and site or neighborhood specific recommendations to address these concerns.

Community-wide recommendations within the plan can be grouped around the following themes:

- physical improvements to roads, crosswalks, and sidewalks to facilitate walking and bicycling;
- pedestrian and bicyclist education;
- driver education;
- enforcement of traffic rules and regulations;
- enforcement of building, sidewalk, and property maintenance laws;
- encouragement of walking and bicycling as a viable transportation option;
- addressing issues of safety for pedestrians and cyclists;
- collecting data concerning walking and bicycling safety; and
- installing permanent and temporary measures to reduce traffic speed.

Neighborhood or site-specific recommendations include:

- completing gaps within the sidewalk network in neighborhoods surrounding Richmond, Franklin, and Lincoln Elementary Schools;
- improving conditions at crosswalks;
- improving drop-off and pick-up conditions;
- increasing the number of students walking or bicycling to Franklin, Lincoln, and Richmond Elementary Schools.

Although not part of a Safe Routes to School plan, Appleton has completed an analysis and mapped pedestrian and bicycle routes to all schools in the district.

Downtown Appleton Mobility Study

The purpose of the study was to determine and evaluate strategies to improve multi-modal mobility and traffic circulation in downtown Appleton. The results of the study identified several pedestrian and traffic circulation challenges and opportunities in the downtown including:

- Confusing northbound routing through the downtown
- Confusing intersections, especially along the City's one-way northbound route
- An abundance of on-street parking
- Unwarranted traffic signals, including at the intersections of Franklin St. and Superior St. and Franklin St. and Oneida St.
- Low levels of traffic congestion
- Limited river access for both pedestrians as well as vehicles
- Opportunities to improve crosswalks at some downtown intersections
- Difficult bicycle access to key destinations downtown
- Lack of bicycle parking

The study identified alternatives to address the issues listed above. Several key traffic related recommendations which are most relevant to the core downtown area are listed below and summarized in the figure below:

1. Converting Appleton St. to two-way traffic flow
2. Converting several other one-way streets to two-way traffic flow
3. Reconstructing the Oneida St. bridge, which would create a large parcel of land for potential future development
4. Reconstructing Lawrence St. to accommodate two-way traffic
5. Reconstructing the Appleton St./Oneida St./Pacific St. intersection to make it less confusing

Key pedestrian and bicycle recommendations which are most relevant to the core downtown area include:

1. Adding sidewalks where they currently do not exist
2. Ensuring adequate lighting
3. Continuing to enhance crosswalks and curb ramps
4. Providing a grand staircase or walkway from the corner of Olde Oneida St. and Water St. up the bluff to the site of the current Fox Banquets property
5. Development of new bike facilities throughout the downtown study area.

City of Appleton's Capital Planning

In the 2016 Adopted Budget and Service Plan developed by Mayor Timothy Hanna, he placed an emphasis on the planning of five capital projects within the city. The first category he discussed was in regards to Parking. Many of the existing parking structures will be converted from pay-as-you-enter to pay-as-you-exit, future solutions for the replacement of Soldiers Square Ramp are being discussed, cooperative and shared parking solutions are anticipated for future years, and the demolition of the existing Blue Parking Ramp (near City Center) is being funded for 2017/2019. The second category discussed was in regards to Traffic. Mayor Hanna allocated \$1,000,000 in 2017-2018 to complete the first phases of implementation of the recommendations resulting from the downtown Mobility Study to be completed in 2016.

Rail Transportation

The Chicago and Northwestern was the first railroad to reach Appleton, arriving in 1861. It was followed by several other railroads. Through successive waves of industry consolidation, these have been condensed to the Canadian National Railway. In the process, several of the former railroad corridors have been abandoned. The remaining active rail corridors in Appleton include the Former Wisconsin Central (Soo Line) tracks on the west side of Appleton, and the former Chicago and Northwestern track through the Fox River Valley.

Rail Safety Concerns

Up to 30 trains per day are estimated to travel over the mainline tracks in Appleton. This high volume of rail traffic can cause delays when trains block streets, and may pose safety concerns associated with accidents between trains and vehicles. Alternative strategies for reducing conflicts need to take into consideration the potential for conflict, railroad and street grades, traffic volume, and the cost of potential improvements.

There are a total of 82 at-grade railroad crossings in the City of Appleton, including 20 private crossings (usually spurs on industrial properties), 7 pedestrian crossings, and 53 public street crossings. There are an additional 16 locations within the community where the railroad passes over or under a public street at a grade-separated crossing.

The US Freight Rail Administration (FRA) requires trains to sound their horns when approaching non-gated at-grade railroad crossings. This sometimes results in noise complaints from nearby residents. The FRA does have a procedure for designation of quiet zones. To be designated as a quiet zone, the local community must often construct improvements such as gate-controlled crossing, road closures, or grade-separated crossings.

In 2016, the City contracted with a consultant to conduct a study to investigate ways to reduce train noise, including crossing upgrade and other safety improvements that are required in order to create railroad quiet zones. The study identified four scenarios for implementing a quiet zone based on cost and level of risk reduction. In 2016, the Common Council approved scenario #4 at an estimated cost of \$785,685.

Canadian National Weight Limitations System Map

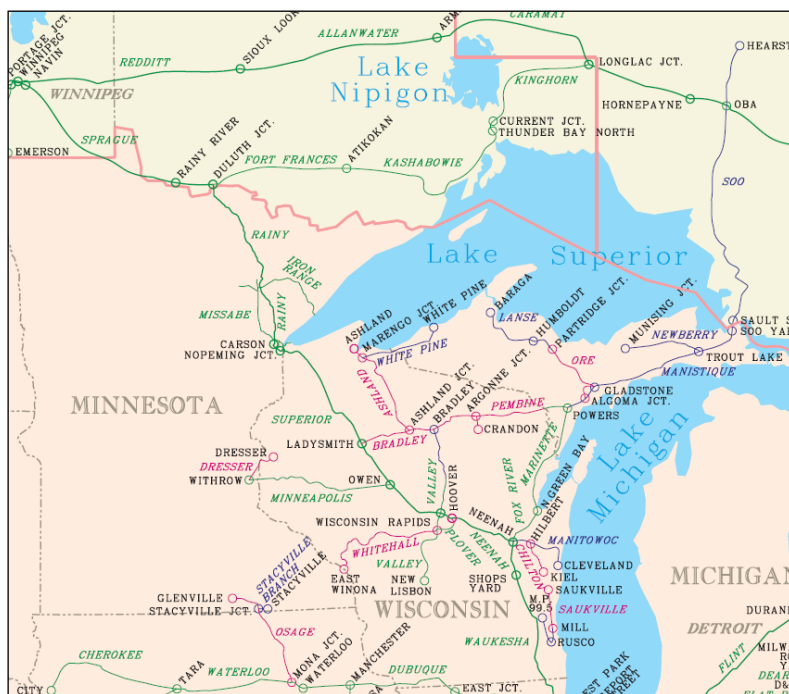


Figure 6 Source: Canadian National Railway; 286K compliant track is shown in green

Freight Rail Service

Several local industries are served by freight rail. This service is generally provided via privately owned spurs on individual sites. The *Wisconsin Rail Issues and Opportunities Report* identifies Brown, Outagamie, and Winnebago Counties as locations where there is a concentration of the types of commodities that could be associated with truck-rail intermodal opportunities.

Passenger Rail Service

Passenger rail service is not provided to Appleton, but Amtrak does provide motor coach (bus) service to its rail service in Milwaukee. Former Governor Tommy Thompson's Blue Ribbon Task Force on Passenger Rail Service issued a Final Report in 2001 that supported development of a statewide network of intercity passenger trains. The priority corridor was between Chicago and Madison, via Milwaukee, where some of the report's recommendations have been implemented. In 2009, The American Reinvestment and Recovery Act largely funded the \$10.1 billion High Speed Intercity Passenger Rail (HSIPR) plan. Set in place by the Obama administration, the plan was to invest in high-speed passenger rail nationwide. \$810 million was allocated to the State of Wisconsin for a Madison-to-Milwaukee line, but in 2010 Governor Scott Walker rejected the funds.

A broader plan for regional passenger rail has been forwarded by ten states. The Midwest High Speed Rail Association envisions high speed trains, operating at up to 110 miles per hour, connecting major urban centers in the region. Currently, they have three projects listed for Wisconsin. Rail stops would be planned in 14 Wisconsin cities, including Appleton as well as Green Bay, Oshkosh, and Fond du Lac. Travel time from Green Bay to Chicago would be reduced to under three hours. This route would include a stop at Milwaukee's General Mitchell International Airport, potentially reducing air travel demand at Austin Straubel and Appleton International Airports.

A report prepared by the Passenger Rail Working Group for the National Surface Transportation Policy and Revenue Study Commission in December 2007, entitled *Vision for the future: U.S. intercity passenger rail network through 2050* also recommends intercity rail service through Appleton to Green Bay, at speeds up to 79 miles per hour. Under either this national plan or the other two plans, multiple improvements are needed to allow higher-speeds or more frequent trains. These include track upgrades and new infrastructure, grade separations or road closures, signalization, and passenger facilities. There is no timeline established for providing service or constructing improvements.

Proposed Midwest Regional Rail System



Figure 7 Source: Wisconsin Department of Transportation

Water Transportation

The Fox River was an important transportation route for countless generations of Native Americans before European settlers came to the area. As the fur trade developed in the 1700's and early 1800's, the river became an important trade route. Its importance for commercial traffic continued into the 1900's, as passengers, lumber, coal, and other goods were moved up and down the river. The last barges ceased operating on the Fox River in 1959.

Current boat traffic on the Fox River is recreational. The City maintains a boat launch at Lutz Park, but there are no public dock facilities in the City. The Appleton Yacht Club, founded in 1932, maintains a facility with 75 slips and tie-ups adjacent to Lutz Park. Public use is permitted. The facility also offers bath houses, fueling, and a restaurant. Some waterfront homes have private dock facilities.

Until locks were constructed on the Fox River beginning in the 1840's, falls in the vicinity of present-day Appleton ("La Grand Chute") necessitated a portage located roughly along the route of Water Street on the river's north bank. There are a total of 17 locks on the Fox River between Lake Winnebago (elevation 745 feet) and Green Bay (elevation 578 feet). Four of these locks are located within Appleton. These locks were under control of the U.S. Army Corps of Engineers from 1884 through 2004, when ownership was transferred to the Fox River Navigational System Authority.

The Appleton locks generally operates from the end of May through early September. In 2015, there were 371 vessels (959 passengers), and 171 canoe/kayaks that went through the Appleton locks.

Transportation Services

Appleton is an urban community within a large metropolitan area. It has a history of providing both public and private transit services for more than a century.

Local Bus Service

The first commercially viable electric street car system in the United States was started in Appleton in 1886. That system continued to serve the City until 1930, when it was replaced with buses. By 1960 the private bus company, Fox City Bus Lines, required a subsidy from the City in order to continue providing service. The City of Appleton purchased the bus line in 1978 and has been operating it since that time. The Fox Cities Transit Commission, consisting of three citizen members, two aldermanic members, and additional members representing municipalities and counties, governs its policies and procedures. The Appleton Common Council has final decision making authority over budget and major service changes.

Valley Transit provides service to the Cities of Appleton, Kaukauna, Menasha and Neenah, the Towns of Buchanan, Grand Chute, Harrison and Menasha, and the Villages of Kimberly and Little Chute. It operates 25 buses on eighteen fixed routes, a majority of which radiate from its transit center in downtown Appleton. Weekday route service operates from 5:45 AM to 10:30 PM, with the last routes leaving downtown Appleton at 9:45 PM. Saturday service begins at 7:45 AM and ends at 10:30 PM, with the last routes leaving downtown at 9:45 PM. There is no fixed route service on Sundays.

Valley Transit developed a transit strategic plan in 2014. Significant stakeholder input was gathered throughout the process, and multi-year target scenarios were evaluated with recommendations on how best to proceed with making improvements to the transit system.

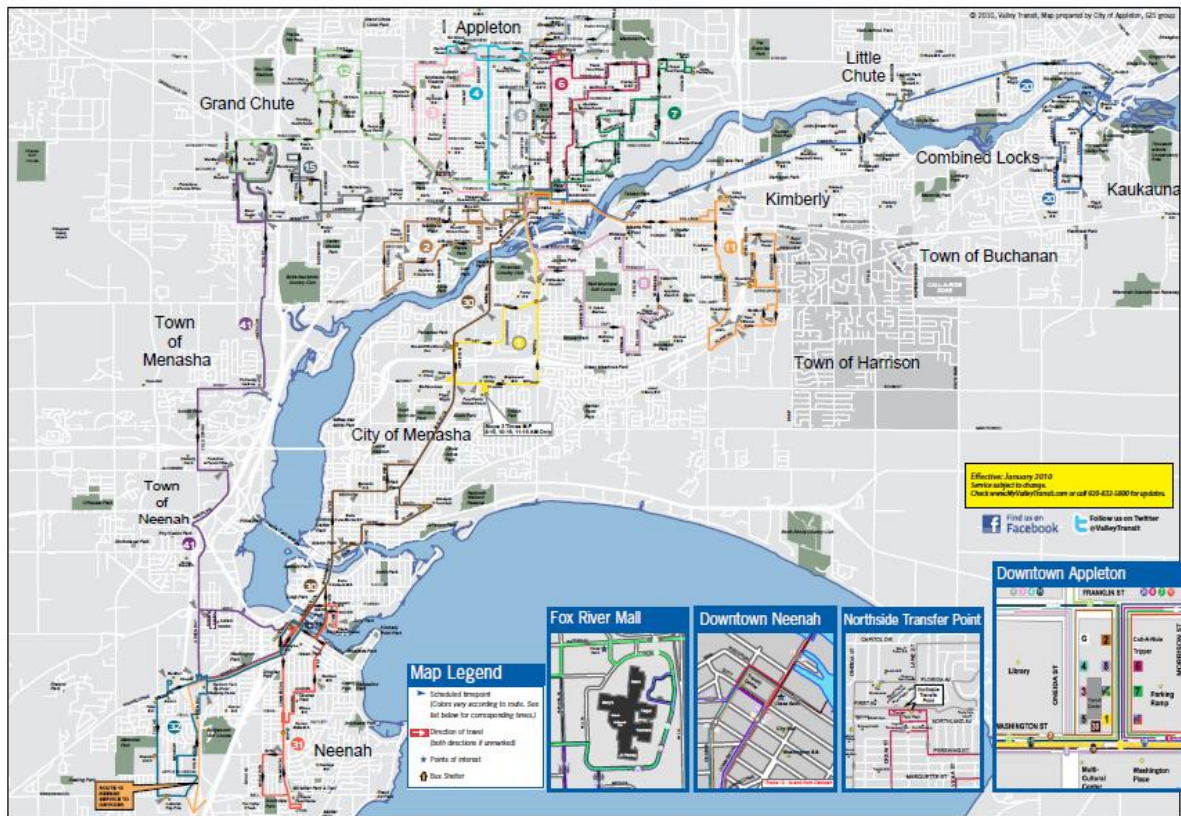


Figure 8 Source: Valley Transit

The Connector service is designed to provide safe and affordable access to public transportation for Fox Cities residents who work second or third shift schedules or who need to travel throughout the community beyond regular Valley Transit bus routes. Reservations are accepted between 8 AM and 4:30 PM Monday through Friday and a minimum two-hour notice is required for each scheduled ride. Traveling with The Connector can work three different ways. A rider can be travelling to The Connector zone (\$2.00 on the bus and \$4.00 on The Connector), from The Connector zone (\$4.00 on The Connector and \$2.00 on the bus), and within The Collector zone (\$6.00 on The Connector). All rides must be paid for in cash for the exact fare or with agency tickets because drivers cannot make change. The majority of trips are being taken to and from employment and during the hours that Valley Transit does not operate fixed-route service.

Overall system ridership has grown in recent years, with about 1.1 million people using the bus in 2012. Demand for these services has increased significantly over the past several years. From 2007 to 2012, fixed-route ridership grew approximately 15 percent.

Discounted fares are offered to riders who are age 65 and over or who have been certified as having a disability.

Valley Transit is funded by a complex blend of fare revenues and Federal, State and local funding sources. Approximately 19 percent of revenues comes from fares and other direct revenues (contracts, advertisements, etc.). Federal and State funding combines for approximately 57 percent of operating costs, and approximately 24 percent comes from local funding. Alternative funding mechanisms are discussed in the 2014 Valley Transit Strategic Plan.

Paratransit Services

All of Valley Transit's buses are equipped with lifts to aid passengers in wheelchairs or who otherwise may have difficulty boarding the bus. In addition, Valley Transit provides paratransit service (Valley Transit II) that meets the requirements of the Americans with Disabilities Act (ADA). This service is provided under contract with private companies. Valley Transit II operates within $\frac{3}{4}$ mile of the fixed routes and during the same hours as the fixed route operations, but does not provide same day or unscheduled service. Service is primarily curb-to-curb, with door-to-door, door-through-door and will-call service available for a premium fare rate. Reservations must be made a day in advance.

Downtown Trolley

Appleton Downtown, Inc. operates a free trolley in the downtown area from June through September. The trolley makes 16 scheduled stops in the downtown and along the river, and completes a full loop of its route every 30 minutes. Service is provided on Thursday and Friday evenings and most of the day on Saturday.

Intercity Bus Service

Lamers and Greyhound provide regional and interstate travel options from Valley Transit Transportation Center in downtown Appleton. Daily route service is available to Madison, Milwaukee, Chicago, Wisconsin Rapids, Green Bay, Wausau, and Dubuque. This service runs 7-days a week, and 365-days a year. Greyhound provides additional connections to cities throughout the United States and Canada.

Objectives and Policies

The overall goal for transportation established in Chapter 4 (Issues and Opportunities) states that “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.” It is intended that the objectives and policies included in this chapter will support this.

6.1 OBJECTIVE: Plan for the safe and efficient movement of vehicles on local and regional roads.

- 6.1.1 Collaborate with state and county transportation officials and neighboring municipalities to plan and coordinate improvements to the regional transportation network.
- 6.1.2 Continue to evaluate dimensional criteria for truck routes for the need to design for larger vehicles without significantly impacting pedestrian movements.
- 6.1.3 Continue to address access management for larger commercial developments while discouraging travel through residential areas.
- 6.1.4 Design streets utilizing the City of Appleton's Complete Streets Policy.
- 6.1.5 Plan for growing use of electric plug in vehicles.

6.2 OBJECTIVE: Support regional efforts to preserve and enhance air service in the Fox Valley.

- 6.2.1 Continue to support the Appleton International Airport.

6.3 OBJECTIVE: Create an environment that is safe and conducive to walking and bicycling throughout the entire city.

- 6.3.1 Continue to prioritize bicycle and pedestrian improvement projects that make destinations more accessible, including but not limited to greater connectivity between important destinations within the community, and to regional bicycle and pedestrian networks.
- 6.3.2 Maintain existing sidewalks and implement plans to install new sidewalks in targeted areas where they do not exist. Continue the City's policies to require sidewalks in new neighborhoods.
- 6.3.3 Partner with local organizations to provide education on proper bicycling behavior.
- 6.3.4 Continue to support the City's Safe Routes to School program.
- 6.3.5 Continue to implement the City's On-Street Bike Lane Plan and the Sidewalk Installation Policy as approved by the Common Council to ensure multi-modal transportation opportunities.
- 6.3.6 Design and install a city-wide sign and map system that guides bicyclists and pedestrians through the network, across the city and to key destinations.
- 6.3.7 Support implementation of the City's Trail Master Plan in order to create a comprehensive network of well linked bike lanes and off street trails.
- 6.3.8 Continue to develop parking, trailheads, and related infrastructure to support the growing trail network in Appleton.
- 6.3.9 Recognizing that streets are important public spaces, work comprehensively to create walkable, pedestrian-oriented environments. In addition to providing sidewalks, land use densities, site design, and pedestrian scale streetscapes including trees, benches and other furnishings are important factors that must be considered.
- 6.3.10 Require pedestrian accommodations (e.g., sidewalks and pedestrian routes through parking lots) within all new commercial developments.
- 6.3.11 Gain Council approval of draft Crosswalk Installation Evaluation Guidance for Uncontrolled Crossings at Intersections.
- 6.3.12 Encourage and implement better signage for pedestrian crossings to educate drivers of State laws and improve safety.
- 6.3.13 Take steps to limit direct access to properties abutting arterial streets in order to improve pedestrian safety.
- 6.3.14 Encourage installation of bike racks and fix it stations.
- 6.3.15 Evaluate potential for a bike share program to connect key destinations.

6.4 OBJECTIVE: Preserve and enhance rail service within Appleton and the Fox Valley.

- 6.4.1 Continue to collaborate with the Canadian National Railway and the State of Wisconsin to preserve existing rail service and to accommodate new rail users on tracks serving Appleton.

- 6.4.2 Encourage regional and state efforts to expand passenger rail service into the Fox Valley, including stops within the City of Appleton to better connect the I-41 corridor.
- 6.4.3 Monitor traffic conditions at existing rail crossings and make appropriate improvements, in collaboration with the railroad and the Wisconsin Department of Transportation, as required to ensure safety.
- 6.4.4 Implement Quiet Zone Recommendations to lessen negative impacts of rail traffic and noise on adjacent neighborhoods.
- 6.4.5 Provide additional signage along railroad tracks to make pedestrians aware of large fines which may be imposed on them for crossing at non-designated locations.
- 6.5 OBJECTIVE: Continue efforts to improve boating conditions on the Fox River.**
 - 6.5.1 Continue to support efforts of the Fox River Navigational System Authority to rehabilitate and maintain locks on the Fox River for public use.
 - 6.5.2 Support development of facilities which provide greater access to the river, including but not limited to canoe and kayak launches and rentals, trailheads, wayfinding, and related facilities.
 - 6.5.3 Continue to design and install motorized and non-motorized boat infrastructure that supports access to the Fox River (e.g. portage at RiverHeath).
- 6.6 OBJECTIVE: Maintain diverse and cost-effective options for public transportation that meets the needs of all segments of the population.**
 - 6.6.1 Implement recommendations from the Metropolitan Planning Organization to establish a regional transportation authority with a dedicated revenue source.
 - 6.6.2 Seek long-term funding options, in collaboration with neighboring communities, to support Valley Transit.
 - 6.6.3 Continue to support alternative transit routes such as the Downtown Trolley.
 - 6.6.4 Continue to support Valley Transit including the investigation of alternative transit routes, hub stations, and days/times of operations to better serve the community.
 - 6.6.5 Support improved regional connections including along the I-41 corridor.
 - 6.6.6 Encourage transit-oriented development (TOD) at higher densities at key locations in the City. Consider working with Valley Transit on redevelopment of existing single use transit center to a mixed use concept which incorporates other uses including housing.
- 6.7 OBJECTIVE: Maintain a balanced parking program which provides an adequate supply of parking without undermining economic development and neighborhood development efforts.**
 - 6.7.1 Continue to implement recommendations from the 2015 Downtown Parking Study.
 - 6.7.2 Review and revise as needed the minimum and maximum parking ratios by type of land use as found in the Zoning Ordinance.

- 6.7.3 Consider amending commercial district parking requirements in the Zoning Ordinance to encourage redevelopment in older commercial corridors such as Wisconsin Avenue, Richmond Street, and South Oneida Street.
- 6.7.4 Encourage underground and structured parking, where feasible, as future development occurs.
- 6.7.5 Support on-street parking options and/or centrally-located shared lots along key corridors.
- 6.8 OBJECTIVE: Implement transportation improvements which also support the City's desired land use, housing and neighborhood goals, objectives, and policies.**
 - 6.8.1 Improve pedestrian crossings on arterial roads, including Richmond Street.
 - 6.8.2 Especially along the City's primary corridors, utilize the City's Complete Streets Policy to support quality development which serves adjacent neighborhoods and is accessible to bicycles and pedestrians as well as vehicles.
 - 6.8.3 Design neighborhood streets that will serve local transportation needs, enhance safety and livability, and improve neighborhood quality.
 - 6.8.4 Maintain the existing grid street pattern in established neighborhoods. The City shall encourage, where feasible, the use of a grid or modified grid pattern in new residential developments. Cul-de-sacs should only be used where it is determined to be the only feasible means to provide access to property due to rugged topography or to preserve significant natural resources.
 - 6.8.5 For new development and for improvements to existing infrastructure, construct local streets using traffic calming principles which encourage appropriate vehicle speed for the neighborhood.
- 6.9 OBJECTIVE: Implement the transportation-related recommendations contained within related plans.**
 - 6.9.1 Implement the transportation related recommendations within the 2016 Downtown Plan.
 - 6.9.2 Implement the recommendations of the 2016 Downtown Mobility Study.
 - 6.9.3 Implement the transportation related recommendations from the 2015 Economic Development Strategic Plan.



Building a Better World
for All of Us®

MEMORANDUM

TO: City of Appleton

FROM: Andrew Dane

DATE: December 5, 2016

RE: Key Chapter 7 Utilities & Community Facilities Updates
SEH No. 135537 14.00

The purpose of this memo is to summarize the key **proposed** chapter updates made to the City's 2010-2030 Comprehensive Plan as part of the 2016 Comprehensive Plan update.

New objectives and policies are **highlighted yellow**. ~~Strikethrough text~~ denotes those objectives and policies which have been removed from the updated Comprehensive Plan.

Key Changes

Support for the library and addressing all types of infrastructure are among the key updates to Chapter 7. Partnerships, education, and accessibility were also addressed through newly incorporated objectives and policies.

Overall Goal

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. This will be carried out through the implementation of the following goals, objectives, and policies:

- 7.1 OBJECTIVE: Provide a pattern of development that minimizes impacts to municipal services and utilities.**
- 7.1.1 Prioritize development and redevelopment that minimizes the need for additional public and private infrastructure such as water storage facilities and sewage lift stations.
 - 7.1.2 Collaborate with other units of government to share utilities, services, and community facilities where appropriate, and where resulting in improved services or lower costs.
 - 7.1.3 Continue to utilize planning tools, such as the ~~Facilities Management Plan~~ and Capital Improvements Plan, to implement improvements.
 - 7.1.4 **Coordinate land use, transportation, and utility and community facilities planning through integrated planning processes to the greatest extent possible.**
- 7.2 OBJECTIVE: Ensure that municipal services and utilities, **as well as privately distributed energy sources**, are delivered in a sustainable manner.**
- 7.2.1 ~~Prepare a sustainability audit of municipal utilities, services, and facilities to determine where enhancements may be made to embrace the "triple bottom line" of people, planet, and profits.~~
 - 7.2.1 **Continue to participate in the Wisconsin Department of Natural Resources Green Tier Legacy Program.**

Engineers | Architects | Planners | Scientists

Short Elliott Hendrickson Inc., 425 West Water Street, Suite 300, Appleton, WI 54911-6058
SEH is 100% employee-owned | **sehinc.com** | 920.380.2800 | 888.413.4214 | 888.908.8166 fax



7.2.2 Develop policies and programs which anticipate and respond to new forms and types of distributed, renewable energy generation.

7.3 OBJECTIVE: Work with other public/private utilities and service providers to assist them, when appropriate to do so, in delivering services to Appleton residents.

7.3.1 Continue to collaborate with the Appleton Area School District and private schools on issues such as joint development and use of recreational fields, telecommunications infrastructure, bicycle and pedestrian safety, and similar issues.

7.3.2 Work with the hospitals in the City to address access and expansion issues that may hinder their growth or efficient operation.

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, which will significantly contribute to the arts and culture of downtown Appleton.

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.

AD

p:\ae\la\applw\135537\8-planning\comprehensive plan\new comp plan\drafts\07 utilities and community facilities\memo key updates\memo key chapter 7 utilities and community facilities updates 12.5.16.docx

Chapter 7: Utilities & Community Facilities

Water and Wastewater Utilities

Electrical Power and Natural Gas

Telecommunications

Police, Fire, and Emergency Services

Municipal Facilities

K-12 Schools and Higher Education

Health Care and Child Care Services

Miscellaneous Services



Residents and businesses in the City of Appleton are served by a diverse set of public and private utilities and other service providers. Wisconsin's Smart Growth Law requires that comprehensive plans describe current utilities and public facilities, and provide guidance concerning the future need for new services or the rehabilitation of existing ones. This chapter provides a discussion of a majority of the utilities and public facilities in Appleton, excepting those such as parks and cultural facilities, which are addressed elsewhere in greater detail within the ***Comprehensive Plan***.

Appleton's quality of life is enhanced by outstanding and reliable utilities and services. These help to make Appleton a good place for residents and businesses alike. The City will continue to maintain a high standard of service for those utilities, services, and facilities under its direct management, and will work with others to ensure that they are supported in continuing to deliver quality service to their customers.

Water and Wastewater Utilities

Responsibility for Appleton's water and wastewater systems is split between the Department of Public Works, which maintains the distribution and collections systems, the water utility which operates the water treatment plant and storage facilities, and the wastewater utility which operates the wastewater treatment plant.

Water Supply and Distribution

Appleton's first public water system was approved in an election held in 1881. This service, designed to provide fire protection and a drinking supply, was originally supplied under contract to private firms. In 1914 the City purchased the water distribution system and water plant assets. Several improvements were made over the following decades. By the mid-1990's it was apparent that a new treatment facility would be needed. The city made the decision in 1997 to build a new, state-of-the-art facility. Construction of the new Water Treatment Plant at the Manitowoc Road location was completed in July 2001. The 24 million gallon per day (MGD) facility features pretreatment with potassium permanganate and powdered activated carbon, lime softening, granular activated carbon contactors and ultraviolet light process.

The water treatment plant serves about 100,000 residents in the City of Appleton, Village of Sherwood, and Town of Grand Chute, as well as a part of the Town of Harrison. Current peak water demand is 12 million gallons per day. Because of the difference in the 24 MG capacity and a peak flow of 12 MG, Appleton can pursue other wholesale water agreements.

Appleton's drinking water is drawn from Lake Winnebago. While generally a good source of drinking water, a 2003 report by the Wisconsin Department of Natural Resources notes that periodic events may result in increased levels of contaminants. This points to the need for watershed management and stormwater management practices to improve water quality.

The water utility maintains six storage facilities with a total capacity of about seven million gallons. These include the Matthias Tower (1.0 million gallons), the Oneida Tower (0.5 million gallons), the North Reservoir (3.2 million gallons), the Linbergh Standpipe (1.0 million gallons), and the Ridgeway Tower (0.3 million gallons). These are located in three primary pressure zones supplied by the plant at the 914 foot elevation. The sixth tower is located in a secondary zone at the 1,000 foot elevation, and is supplied from the north reservoir. It has a capacity of 1.0 million gallons. The City is completing the Glendale Tower, with a capacity of 1.0 million gallons in the Northeast Industrial Park. Other expansion plans may include replacement of the Oneida Tower with a 1.0 million gallon tank. In addition, future growth north of the city limits or in the Town of Grand Chute



may create the need for an additional pressure zone, and the need for a tower near Edgewood Street and Haymeadow Street.

The water distribution system is maintained to provide a pressure of 35-75 psi, and to provide a minimum flow of 3,200 gallons per minute for two hours for fire protection. Most parts of the service area meet these criteria. Some lower pressure areas exist, in part due to transmission problems created by crossings of the Fox River and localized undersized and dead-ended water mains. A new transmission line was installed across the College Avenue Bridge and across the Fox River near Lutz Park to improve reliability of the overall system and improve pressure in the area southwest of the downtown.

Appleton's water distribution system is more than 100 years old in some areas. This creates challenges with maintenance, particularly where mains may be undersized. The City estimates spending approximately \$60 million by 2030 to improve the distribution system. Improvements are somewhat dictated by the ability to pay for street reconstruction in conjunction with repairs.

Planning is currently underway to extend water main to Appleton's north side growth corridors, as well as to construct a second raw water line from the Lake Station to the Water Plant, and a second intake line from Lake Winnebago to the Lake Station.

The City currently has fewer than 250 lead services within the public portion of the distribution system, with plans to eliminate almost all of these lead services within the City's 5-Year Capital Improvement Plan.

Wastewater Collection and Treatment

Appleton's wastewater treatment plant was first constructed in the 1930's, upgraded in the 1960's, and upgraded most recently in the 1990's. The US Environmental Protection Agency sets standards for removal of suspended solids, ammonia, nitrogen, mercury, phosphorous, and other contaminants. Under new phosphorus rules, the City will need to improve chemical treatment of phosphorus. Operating and chemical costs for this process will be adjusted accordingly. The Wisconsin Department of Natural Resources is considering an effluent trading program that may be an alternative.

The plant has a capacity of 102 million gallons per day, which is adequate to meet the needs of the service territory and accommodate continued growth. Inflow and infiltration are a concern that sometimes causes heavy precipitation loads and consumes all of the plant's excess capacity.

The wastewater treatment plant is looking to further study the digester gas and production uses from the anaerobic digesters. This gas is composed of methane and carbon dioxide and the plant is creating 400,000 ft³/day. Process and building heat are being used to great extent, seasonally. The City is using half of what is generated so there is a possibility of further energy capture and use.

The wastewater treatment plant is also currently composting yard brush, leaves, and biosolids. While there are close to 300 of these composting facilities utilizing biosolids in the United States, Appleton is the only city in Wisconsin to do so. This current program is in the pilot stage.

About 74,000 people are served by the wastewater collection system. The system boundaries are primarily set by elevation, and are approved by the East Central Regional Planning Commission. While the city would prefer that the system operate by gravity, there are currently 14 lift stations.

Appleton's wastewater collection system is more than 75 years old in some areas. This creates challenges with inflow and infiltration into cracked and leaking pipes. The City is currently analyzing options to most cost-effectively reduce inflow and infiltration into the system. The City estimates spending approximately \$40 million by 2030 to improve the collection system. The City implemented a wheel tax in 2015, where citizens pay an additional \$20 fee when registering a vehicle. Money from this fee is used to pay for special assessment projects on existing infrastructure. The City collected \$1.3 million in 2015 from the wheel tax.

Planning is currently underway to extend sanitary sewer to Appleton's north side growth corridors. Growth in the northern part of the service territory will result in the need for additional lift stations and force mains. These create a continuing increase in maintenance and operational costs.

Stormwater Management

The Fox Cities region was identified in 2002 as subject to the Environmental Protection Agency's (EPA) Stormwater Phase II Final Rule, requiring that the communities listed must not only manage stormwater quantity, but must now also manage stormwater quality. In 2012, the EPA approved the Lower Fox River Total Maximum Daily Load (TMDL) for sediment and phosphorus, adding additional regulatory requirements for water quality.

Appleton prepared a Stormwater Management Plan in 2005, and completed updates to the plan in 2008 and 2014. These plans have prompted to the City to enact best practices (such as street sweeping), to make improvements to existing stormwater management facilities, and to construct additional stormwater management facilities.

The city now owns and/or maintains 41 wet ponds, 11 dry ponds, 8 biofilters, one stormwater lift station and an underground flood storage facility capable of storing 14.1 acre feet of runoff. Designs for ponds at Northland Avenue, which includes another lift station, and Leona Street are underway and planned to be constructed within our 5-Year Capital Improvement Plan.

The City has adopted ordinances that require and regulate buildings in floodplains, construction site pollutant control, post-construction stormwater management, and illicit discharge detection and elimination.

Planning is currently underway to install practices to manage stormwater quantity and quality in Appleton's north side growth corridors. These growth areas require coordination of stormwater management with other utilities and transportation systems so that all systems function efficiently and effectively, and meet regulatory goals. The additional practices in these areas will increase operation and maintenance costs.

In order to fund and manage these activities, the City has established a stormwater utility. This is set up as an enterprise fund with a fee based on an equivalent runoff unit (ERU). An ERU is defined by the square footage of impervious surface for an average home, and represents the runoff impact for such a home. The size of an ERU varies by community, but for the City of Appleton, one ERU is equal to 2,368 square feet. Rates are based on actual results and projected future costs.

Electrical Power and Natural Gas Utilities

WE Energies is a private utility company providing electrical power and natural gas services to Appleton customers. Natural gas was historically purchased through a single supplier (ANR Pipeline), however, Guardian Pipeline has recently constructed a 30-inch pipeline from Ixonia to Green Bay, with two laterals serving the Fox Cities. This system is now looped and is estimated to



meet demand for another 20 to 30 years. In the last five years, WE Energies has expanded its gate station on Ballard Road in Appleton to further improve distribution to local customers. WE Energies is continually upgrading and consolidating its substations in the future.

WE Energies currently has a conversion plan for upgrading the 4kV portions of its electric distribution system, typically located in the older portions of Appleton, to the new voltage standard of 12.47kV. This is scheduled to be complete in the next 5-10 years.

The electrical power distribution system is comprised of feeders and laterals with loads of 34.5 kV or less. These originate at four substations: a bulk substation on South Oneida Street north of Highway 441; a substation located on Lake Park Road at Highway 441, a substation at French Road and Highway JJ, and the Casaloma substation. American Transmission Company (ATC) provides bulk power to these substations through its distribution network.

The Outagamie County landfill incorporates a cogeneration system converts methane gas to electricity. The system has the capacity to produce electricity for 3,000 households. Both electricity and waste heat from the cogeneration system are used in the County's solid waste and highway buildings to reduce the energy purchased from utilities. Excess electrical energy that is produced is sold to WE Energies.

WE Energies offers programs to its customers to defray the cost of investing in renewable energy, including wind and solar power systems.

The City of Appleton and WE Energies have partnered to generate electricity, burning methane from the City's wastewater plant to power generators that are connected to the electrical grid.

Telecommunications

Private companies provide numerous alternatives for conventional, cellular, and VOIP telephone services within the City of Appleton. Internet services are provided to most customers by companies offering DSL or cable services. The Appleton Area Metropolitan Fiber Optic Network (AAMFON) partnership, formed in 2002, provides fiber optic service to many data intensive users in the area. It was originally formed by the City of Appleton, Appleton Area School District, Town of Grand Chute, Outagamie County and Fox Valley Technical College, and has since expanded to include Lawrence University, Xavier Schools, and a number of smaller entities. Mobility services are also covered by major telecommunications companies and provided at state of the art levels of service.

Article XIII of Appleton's Zoning Ordinance (Sec. 23-420) addresses the siting and design of wireless telecommunication facilities (cell towers). The City's ability to regulate wireless telecommunications facilities is limited by the Telecommunications Act of 1996 and Wisconsin State Statute 66.0404. The City encourages wireless telecommunications providers to co-locate facilities, and to utilize existing structures such as the City's water towers as an equipment location.

Police, Fire, and Emergency Services

Police, fire, and emergency services are provided by the City of Appleton. Personnel matters, including hiring, disciplining and terminating sworn staff members, is overseen by the Police and Fire Commission, a non-political body appointed by the Mayor.



Police Protection

The Appleton Police Department is proud of its reputation as one of the most innovative and professional organizations in the nation. The department's employees uphold the highest standards in policing and are encouraged to creatively find ways to fight crime and solve problems.

The department has 110 sworn officers, and 27 full time civilian employees, who are fully committed to strategies designed to fulfill the mission of "Excellence in Police Service" to the community and all those who are served. The department adheres to the core values of compassion, integrity, and courage.

The department receives support and assistance from the community in accomplishing its mission. The department has over 200 Neighborhood Watch groups, over 50 outstanding police volunteers, and several unique community programs and partnerships. The department also has mutual aid agreements in place with most surrounding communities, in addition to participating in several regional policing initiatives.

In 2015 the Five Pillars Initiative was created to engage and reenergize the Vision 2020 Strategic Plan. After a four month process of receiving feedback from the community, the department identified five areas where energy and time has been focused. The Administration Pillar is focused on ensuring the department's policies, procedures, and statistics are aligned with its mission.

The Inclusion and Engagement Pillar focuses on identifying citizens who don't feel engaged with the department, or who lack trust in it, and building relationships with them. The Education Pillar focuses on the key to understanding; continuing to educate and grow department staff but also focusing on educating the community so they know what the department does and why they do it. The Youth Intervention and Mentoring Pillar works with children to do what it can to raise them as law abiding and successful citizens

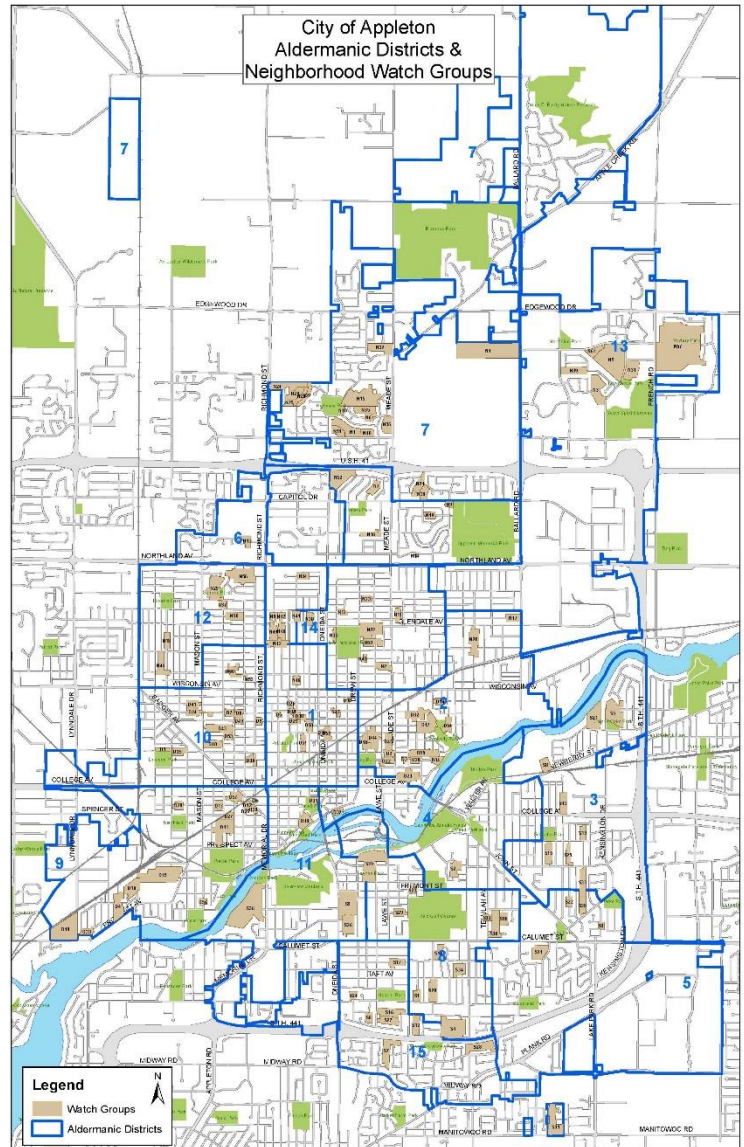


Figure 1 Neighborhood Watch groups in Appleton

and people. The Community Survey Pillar seeks input from the community about what they feel are the major issues in the community and how they should be addressed.

Fire Protection and Emergency Services

The City of Appleton operates its own fire department with automatic/mutual aid assistance agreements with most of the surrounding municipalities in the Fox River Valley. The department has a staff of 96 persons providing fire prevention and suppression, safety education, emergency medical response, and rescue. The department's mission states:

In partnership with the community, the Appleton Fire Department protects and preserves lives and property from the adverse effects of fires and dangerous conditions through prevention, education, rescue and response.

The department's fire prevention division conducts commercial and residential inspections, reviews sprinkler and alarm systems, conducts fire protection plan review, and consists of a battalion chief, one full-time fire inspector, a fire protection engineer, and six firefighters/inspectors.

The operations division provides emergency response to fires, medical situations, hazardous material spills, and rescue operations. In addition, the division offers fire inspections, community fire/safety education, emergency evacuation planning, pre-incident preparedness, and technical assistance. Special operations provided by the department include first responder emergency medical services, confined space rescue, water and ice rescue, structural collapse, and rope rescue. The department is partnered with several other fire/rescue departments and response teams to make up the Northeast Wisconsin Regional Response Hazardous Materials Team and Wisconsin Task Force - Structural Collapse/Technical Rescue Team.

The department operates from six stations distributed throughout the community. Response times from all locations are considered good, at about four minutes. The department is evaluating options for a seventh station or potential relocation of some existing stations. Other options may consider joint operations or a merger with neighboring departments.

Insurance Service Offices (ISO) rating represents the effectiveness of fire protection in a municipality on a scale of one through ten. Class One is superior fire protection and Class Ten meets no minimum criteria. This rating is used by insurance companies as a factor when setting insurance premiums for homeowners and businesses. The City of Appleton's ISO rating is two.

Municipal Facilities

Appleton adopted its Facilities Master Plan in 2010 to guide decisions concerning its 13 primary buildings and four parking structures. This plan has noted several areas of concern to address:

- City Hall currently occupies the fifth and sixth floors of the City Center, which it owns in a condominium format. This space does not provide the City with an "identity" either from the outside or from the inside, where there is no central reception area. Security is a concern, as the entire facility is accessible. Additionally, there is a need for more space to house City functions. The City is Committed to a flexible approach for meeting current space needs.
- The library is in need of additional space, as further identified elsewhere in this chapter.
- Downtown parking was listed as a concern in the Facilities Master Plan, and was recently studied. The 2015 Downtown Parking Study identifies opportunities for parking



improvements in the downtown area and offers an implementation plan for such improvements. The City is currently addressing these opportunities.

- There are perceptions of safety concerns at Washington Square due to people waiting near the transit center.

County Government Facilities

A majority of Outagamie County's facilities are located in downtown Appleton on South Walnut Street. The administration offices, health and human services, public safety, emergency management, court, and jail are at this location. A space needs study for the campus was conducted in 2015. In June 2016, the county approved a 36.9 million dollar, 114,000 square foot expansion of the downtown campus, with construction planned to begin in 2017. The expansion includes updates/additions to the Justice Center and Administration Complex, as well as relocation of the Sheriff's Department to a site with closer highway access.

Appleton's Downtown Plan contains specific recommendations related to the county facilities. The plan (Chapter 14 of the **Comprehensive Plan**) suggests that the county campus should be developed within the existing footprint and relate to and compliment the Fox Cities Exhibition Center. The Downtown Plan highlights the importance of the City and County working together on expansion plans.

Appleton Public Library

The City's library is an important educational and cultural institution which services over 1,600 people per day. In addition to the collections the library provides a variety of programming, meeting space, and access to technology. The library works with over 200 organizations in the community to provide programming and services. It serves as a vital third place, neither home nor work, where community members can meet each other and learn from one another.

The Appleton Public Library occupies an 85,000 square foot building located in the downtown. The facility was opened in 1981 and was expanded in 1996. The library is a member of the Outagamie Waupaca Library System (OWLS), which is housed in the library and serves sixteen member libraries. Through OWLS' online catalog, InfoSoup, the library provides cardholders access to over 1.7 million items and over 600,000 titles. The library sees heavy use, with a circulation of 1,166,697 in 2015 (including the children and adult collections). Usage has changed in recent years with circulation declining while program attendance saw substantial increases. Door count has also remained strong. These changes follow trends seen nationally as libraries move to focus more on the outcomes and impact of their offerings for their community. National surveys show that citizens continue to value libraries highly as community assets.

The library commissioned a space needs study in 2008. This study identified the need for a facility with an area of 140,000 square feet. The concept of a main facility with branch locations was rejected as inefficient. In 2009, the library conducted a Program Design Study, which recommended the construction of a new facility. In 2012-2013, the library conducted a community-based strategic planning process that included community conversations and presentations, visits to other libraries, a community survey, and a Community Advisory Committee. In 2014, the Program Design Study was updated, a site selection process was conducted, and concept and budget development took place. The Bluff Site (Trinity Lutheran Church and Fox Banquets) was selected as a location for a new site. The site was proposed to the Common Council, but ultimately rejected. In November of 2014, the City of Appleton Common Council approved the Mayor's 2015 budget, which included \$5 million in Capital Improvement Project funds for the library. The library is currently waiting on the completion of the comprehensive planning study and



mobility study, and will then re-evaluate existing and new potential sites before moving forward with the planning process.

K-12 Schools

Appleton is served primarily by the Appleton Area School District. It is also served by several private schools offering pre-kindergarten through 12th-grade education and parts of the City fall within the Freedom Area School District.

Appleton Area School District

The Appleton Area School District currently enrolls 16,300 students in 39 schools or academic programs. Enrollment has remained stable over several years, and little overall change is projected. As neighborhoods change, the district may need to consider constructing an additional school or altering the boundaries of existing schools to accommodate increasing enrollment.

The district maintains a total of 22 neighborhood school sites, an administrative center, and a maintenance facility. Many of the district's schools were constructed decades ago, and the average classroom age is over 50 years. These schools have been maintained and updated as necessary to provide new technology and ADA compliance. The district has made many improvements to its current facilities over the past several years. In 2014, a referendum passed approving \$25 million in improvements to school facilities. Approved improvements include new multipurpose rooms at Huntley Elementary and Einstein Middle School, as well as expansions and improvements to the commons and kitchen areas at West High School. A large part of the approved dollars will go to updating building entrances at 12 schools for improved security, replacing windows at seven schools to improve comfort and energy efficiency, and updating science and technical education rooms at several schools.

Significant improvements have been made or are planned for athletic facilities in the district. Athletic fields at East and North High Schools were upgraded to turf in 2015. West High School is in the process of constructing a new outdoor athletic stadium on its campus, and will install turf in 2016. Field improvements were paid for by private donations and corporate sponsorships.

2015-2016 Appleton Area School District Enrollment

School	Enrollment
Elementary	
Badger Elementary School	318
Berry Elementary School	454
Columbus Elementary School	156
Edison Elementary School	293
Ferber Elementary School	609
Foster Elementary School	299
Franklin Elementary School	398
Highlands Elementary School	587
Horizons Elementary School	361
Houdini Elementary School	608
Huntley Elementary School	730
Jefferson Elementary School	352
Johnston Elementary School	499
Lincoln Elementary School	398
McKinley Elementary School	556
Richmond Elementary School	293
Appleton Bilingual School	149
Appleton Community 4K	994
Appleton Public Montessori	155
Classical School	477
Fox River Academy	80
Odyssey Magellan School	171
Middle	
Einstein Middle School	549
Madison Middle School	657
Roosevelt Middle School	198
Wilson Middle School	409
Kaleidoscope Academy	346
High	
East High School	1332
North High School	1608
West High School	1050
Appleton eSchool	25
Career Academy	108
Central High School	92
Appleton Technical Academy	72
Renaissance School for the Arts	197
Tesla Engineering School	132
Valley New School	66
Elementary/Secondary Combined Schools	
Appleton Cooperative Education Center	0
Wisconsin Connections Academy	522
AASD TOTAL ENROLLMENT	16300

The student population is predominantly white, although other minorities are present among the student population. Minorities make up 26 percent of the student body, with the largest segment made up by Asian/Pacific Islander (11 percent), followed by Hispanic (9 percent) and Black, not Hispanic (5 percent). About one-third of the student population meets criteria to be classified as low income, although this percentage is as high as 70 percent in some schools. English Language Learner (ELL) programs are offered at all levels at North High School, Roosevelt Middle School, and McKinley Elementary School.

Appleton students tend to perform at or above state averages across all grade levels and subjects. At the high school level, Appleton students average a 21.0 score on the ACT exam, which is a required test for admission to many colleges. The statewide average score was 20.0. The district graduation rate is 93.5 percent for the 6-year rate, which exceeds the state average of 91.5 percent.

Appleton Area School District - ACT Exam Results

Subject	East High	North High	West High	District	State
English	19.2	21.6	19.3	20.1	19.0
Math	20.4	22.4	20.6	21.0	20.0
Reading	20.5	22.7	20.1	21.3	20.1
Science	20.5	22.3	20.6	21.1	20.2
Composite	20.3	22.4	20.3	21.0	20.0

The Wisconsin Knowledge and Concepts Exam (WKCE) is given to students in grades 3 through 8 and 10. Student performance on these assessments is reported in proficiency categories (Advanced, Proficient, Basic, and Minimal). Appleton students again score at or above average in terms of the percentage of students scoring proficient or advanced.

Private Schools

There are two private high schools located in Appleton. These are Fox Valley Lutheran High School and Xavier High School. The FreedomProject Academy offers a home-school option for high school education as well as grades 3-8. Other private schools providing pre-kindergarten through middle school education include Celebration Lutheran School, Fox Valley Montessori Academy, Mount Olive Evangelical Lutheran School, Riverview Lutheran School, Saint Paul Evangelical Lutheran School, Xavier Elementary School (Marquette Street and McDonald Street campuses), and Xavier Middle School.

Over 2,700 students are enrolled in private school in the Appleton Area School District. 571 students are enrolled at Fox Valley Lutheran High School and 572 are enrolled at Xavier High School. 85 children are enrolled in private Pre-K education programs and 164 students are enrolled in private K4 programs.

Higher Education Facilities

Lawrence University is located within Appleton. Concordia University, Globe University, Marian University, the Milwaukee School of Engineering, and Rasmussen College have branch campuses in the city, and Fox Valley Technical College is located in the Town of Grand Chute. Other nearby colleges or universities include the University of Wisconsin – Oshkosh, the University of Wisconsin – Fox Valley (Menasha), Northeast Wisconsin Technical College (Green Bay), the



University of Wisconsin – Green Bay, Saint Norbert College (De Pere), and Moraine Park Technical College (Fond du Lac).

Lawrence University

Lawrence University is located in downtown Appleton. Chartered in 1847, Lawrence University is a nationally recognized undergraduate college of the liberal arts and sciences. Lawrence is accredited as a degree-granting institution by the Higher Learning Commission of the North Central Association of Colleges and Secondary Schools. The Conservatory of Music is an accredited institutional member of the National Association of Schools of Music. The University operates on three ten-week terms from late September through mid-June.

Lawrence offer majors in traditional liberal arts disciplines and interdisciplinary programs. Lawrence offers three majors in the conservatory of music and 32 majors in the college. Ranked among the best of the nation's small, private colleges, Lawrence enrolls 1,515 full-time undergraduates from 46 states, the District of Columbia, the Virgin Islands, and more than 40 other countries. The 84-acre campus is comprised of 58 instructional, residential, recreational, and administrative facilities. More than 90 percent of all students live on campus in one of eight residence halls or 17 small houses.

Fox Valley Technical College

Fox Valley Technical College has campuses in Appleton and Oshkosh, as well as five smaller regional centers in surrounding communities. The Appleton campus is located at 1825 North Bluemound Drive.

Fox Valley Technical College is accredited by The Higher Learning Commission and a member of the North Central Association of Colleges and Schools. The college has been accredited since 1970. It serves a five-county area including Calumet, Outagamie, Waupaca, Waushara, and Winnebago Counties, with a district population of approximately 475,000 people.

The college has over 10,000 degree-declared students, serves over 1,000 apprenticeship students, and serves an additional 30,000 people taking continuing education courses. About 60 percent of program students attend part-time. Approximately 2,800 students graduate each year.

The college offers programs in over 300 associate degree, technical diploma and certificate programs in fields of study including Agriculture, Horticulture & Natural Resources; Aviation; Business, Management & Finance; Construction; Culinary and Hospitality; Engineering Technologies; Health Science; Human Services; Information Technology; Manufacturing; Marketing, Sales, and Service; Public Safety; Transportation; and General, Global and Individualized Studies.

There are eleven unique programs not offered at other Wisconsin technical colleges. These include Agriculture/Outdoor Power Equipment, Aircraft Electronics, Computer Control Engineering Technology, Diesel Equipment Mechanic, Natural Resources Technician, Outdoor Power Equipment Technician, Production Welding, Residential Building Construction, Vehicle Refinishing & Repair Technology, Web Development & Design Specialist, and Wood Manufacturing Technology

The college serves about 1,900 employers with contracted services annually, training over 21,000 employees via contracted training.



Solid Waste and Recycling

Solid waste collection is provided by the City of Appleton's Public Works Department. The department operates two sites for municipal yard waste, at the municipal services building and north of Valley Transit. Both sites accept grass clippings, brush, yard waste, and motor oil. The municipal service building yard waste site also accepts antifreeze, metal, appliances, tires, car batteries, unserviceable American flags, and refuse.

Hazardous waste disposal is managed through the Outagamie County "Clean Sweep" Program. Hazardous materials include pesticides, herbicides, poisons, lead-based paints, gasoline and some cleaning materials.

Automated curbside co-mingled collection is provided on a bi-weekly basis with city-issued recycling carts by a private contractor hired through Outagamie County.

There are three licensed landfills in Outagamie County, including the County-owned facility and the privately-owned Appleton Coated, LLC landfill and the Thilmany Phase 5 Red Hills landfill. According to the East Central Wisconsin Regional Planning Commission, the private landfills in the region have sufficient capacity to meet the area's long-term needs. Additionally, Outagamie, Brown, and Winnebago Counties formed a partnership in 2001 to provide a cooperative program of solid waste disposal and material recycling facilities, resulting in greater economies of scale and lower costs. Starting in 2022, the Outagamie County site will become a transfer station as the landfill material will then go to the Brown County Landfill.

The City of Appleton (City) wastewater treatment plant produces approximately 25,000 cubic yards (20,000 wet tons) of biosolids each year. The City conducted an economic analysis for a compost pilot project in 2012. The report recommends starting with a 5,000 cubic yard biosolids composting program. It states that composting 5,000 cubic yards at the Outagamie County Landfill property would be the most cost effective option if anticipated revenues from compost sales and avoided land application costs are realized. The City is moving forward with hiring a market consultant for compost marketing. The intent would be to eliminate the need for a major biosolid storage facility.

Health Care Facilities

There are two primary hospitals located in Appleton. The ThedaCare Regional Medical Center (1818 North Meade Street) on the City's north side, and St. Elizabeth Hospital (1506 South Oneida Street) just south of the Fox River.

ThedaCare Regional Medical Center

The ThedaCare Regional Medical Center is part of ThedaCare, created when Appleton Medical Center and Theda Clark Medical Center joined together in 1987. ThedaCare is a community-owned not-for-profit health system comprising Appleton Medical Center, New London Family Medical Center, Riverside Medical Center in Waupaca, Theda Clark Medical Center in Neenah, ThedaCare Physician offices, and other health care services. ThedaCare has over 5,300 employees and \$550 million in revenue.

The ThedaCare Regional Medical Center opened its doors in 1958 (then the Appleton Medical Center) after a 12-year fund raising effort. A new, eight story tower was constructed in 2010, with approximately 160 beds. The hospital has a number of other practices in other locations in the city. ThedaCare Hospital is a leader in cardiac, cancer and orthopedic care. It pioneered local treatment of cardiovascular disease in northeastern Wisconsin and initiated the first family fertility

program in the area. In February, 2016 ThedaCare also opened its Regional Cancer Center on E. Capitol Drive. Other recent expansions include the Valley Orthopedic Clinic and Fox Valley Hematology and Oncology practice.

ThedaCare Regional Medical Center is exploring the potential for consolidating its facilities into a single facility. Moving the facility from its Meade Street location would have significant land use and economic development impacts.

A recent analysis conducted by Larry DeGhetaldi M.D., President of the Palo Alto Medical Foundation in Santa Cruz California, show that the two lowest cost counties in Wisconsin for Medicare expenditures are La Crosse and Outagamie. The City is well positioned from a health care standpoint to not only provide medical care for members of its community, but also draw patients from a larger trade area. This would have the potential to increase employment and spur economic development in the City.

St. Elizabeth Hospital

St. Elizabeth Hospital is part of the Affinity Health System, consisting of 23 clinics throughout the region, three hospitals (Calumet Medical Center, St. Elizabeth Hospital, Mercy Medical Center), and Network Health Plan. Affinity Health System is one of the top 100 integrated healthcare networks in the nation. It was formed in 1995 with the joining of Ministry Health Care and Wheaton Franciscan Healthcare, two Catholic organizations.

St. Elizabeth Hospital traces its roots to 1899, when it was founded by four Catholic sisters from St. Louis. The hospital has since grown to 352 licensed patient beds and more than 420 skilled medical staff. In recent years it has made substantial investments in facilities and equipment such as magnetic resonance imaging (MRI) equipment, the Affinity Breast Center, a new neonatal intensive care unit, and the UW Cancer Centers.

The hospital's location on South Oneida Street has presented some challenges for its operations. Hemmed in by existing neighborhoods, the hospital has found it difficult to expand its facilities and to provide adequate parking and circulation. Access to the location is less than ideal, as Oneida Street is the only arterial street and there are no good east to west connections. The hospital has expressed concern about the impact of future reconstruction of Oneida Street and potential disruptions to both regular and emergency traffic.

In 2006, the hospital launched its master renovation plan, a four-phased expansion project that was completed in 2015. The third phase, completed in 2014, included updating of the labor and delivery and postpartum area, and a major expansion of the central utility plant. As part of the fourth phase, St. Elizabeth's opened a new cafeteria, which is open to the public, and completed construction of the Fremont Bed Tower, a five-story facility with 90 private patient rooms.

Additional Services

Appleton is served by a large number of other health care and related services, both within the City and in surrounding areas. These include several medical clinics and ambulatory care centers, physicians, dentists, physical therapists, and other health care professionals.

Child Care Facilities

Wisconsin began to require licensing of day care centers in 1949. The Wisconsin Department of Children and Families currently lists 42 licensed family day care providers, and 56 group day care providers in the City of Appleton. Licensed family child care providers care for four to eight



children. This care is usually in the provider's home. Licensed group child care centers provide care for 9 or more children. These centers are usually located somewhere other than a residence.

Senior Facilities

The Thompson Community Center closed its doors in March 2016. Most services are set to continue at a future Appleton location, while others such as dances, luncheons, card games, bingo, billiards and room rentals have been discontinued.

Cemeteries

St. Joseph Cemetery, St. Mary Parish Cemetery, Highland Memorial Park, Zion Cemetery, and Riverside Cemetery are the principal active cemeteries located within Appleton.

Objectives and Policies

The overall goal for utilities and community facilities established in Chapter 4 (Issues & Opportunities) states that: "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." This will be carried out through the implementation of the following objectives and policies:

7.1 OBJECTIVE: Provide a pattern of development that minimizes impacts to municipal services and utilities.

- 7.1.1 Prioritize development and redevelopment that minimizes the need for additional public and private infrastructure such as water storage facilities and sewage lift stations.
- 7.1.2 Collaborate with other units of government to share utilities, services, and community facilities where appropriate, and where resulting in improved services or lower costs.
- 7.1.3 Continue to utilize planning tools, such as the Capital Improvements Plan, to implement improvements.
- 7.1.4 Coordinate land use, transportation, and utility and community facilities planning through integrated planning processes to the greatest extent possible.

7.2 OBJECTIVE: Ensure that municipal services and utilities, as well as privately distributed energy sources are delivered in a safe and sustainable manner.

- 7.2.1 Continue to participate in the Wisconsin Department of Natural Resources Green Tier Legacy Program.
- 7.2.2 Develop policies and programs which anticipate and respond to new forms and types of distributed, renewable energy generation.

7.3 OBJECTIVE: Work with other public/private utilities and service providers to assist them, when appropriate to do so, in delivering services to Appleton residents.

- 7.3.1 Continue to collaborate with the Appleton Area School District and private schools on issues such as joint development and use of recreational fields, telecommunications infrastructure, bicycle and pedestrian safety, and similar issues.
- 7.3.2 Work with the hospitals in the City to address access and expansion issues that may hinder their growth or efficient operation.

- 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, which will significantly contribute to the arts and culture of downtown Appleton.**
- 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.**



Building a Better World
for All of Us®

MEMORANDUM

TO: City of Appleton

FROM: Andrew Dane

DATE: December 5, 2016

RE: Key Chapter 8 Agricultural, Natural, Historic, and Cultural Resources Updates
SEH No. 135537 14.00

The purpose of this memo is to summarize the key **proposed** chapter updates made to the City's 2010-2030 Comprehensive Plan as part of the 2016 Comprehensive Plan update.

New objectives and policies are **highlighted yellow**. ~~Strikethrough text~~ denotes those objectives and policies which have been removed from the updated Comprehensive Plan.

Key Changes

Key changes include policies which reflect the growing interest in local food production and the desire to create a year round public market downtown. The chapter also incorporates new objectives and policies to respond to the on-going redevelopment of the Fox River. Other key updates include additional policies to support Appleton's growing diverse communities, as well as the addition of an objective calling for establishment of a city-wide Cultural Arts Plan.

Overall Goal

Appleton will continue to protect and enhance its environmental quality and important natural resources, preserve historic sites, and support cultural opportunities for community residents." The objectives identified in this chapter further refine that goal, while the policies identified here provide guidance concerning some of the ways in which these objectives may be reached.

8.1 **OBJECTIVE: Maintain the viability of the regional agricultural sector that provides locally-grown food for residents and raw materials for Appleton's food processing and other businesses.**

- 8.1.1 Preserve important farmlands and avoid fragmentation of agricultural areas in the region by:
- directing new development to infill or redevelopment sites, or to locations contiguous to existing urban areas in Appleton and other communities;
 - encouraging compact development patterns that use land efficiently; and
 - supporting county, state, and private initiatives with the goal of preserving prime agricultural land in the region.
- 8.1.2 Support programs that connect farmers and consumers to bring locally-grown food into the community, including working with the Community Garden Partnership and other organizations to provide locations for community garden education on gardening.

Engineers | Architects | Planners | Scientists

Short Elliott Hendrickson Inc., 425 West Water Street, Suite 300, Appleton, WI 54911-6058
SEH is 100% employee-owned | sehinc.com | 920.380.2800 | 888.413.4214 | 888.908.8166 fax



~~—designing and constructing enhancements to Houdini Plaza and Soldier's Square that allow expansion of the Summer Farm Market; and~~

- 8.1.3 Pursue economic development initiatives that seek to retain and expand Appleton's existing food processing and agriculture-related businesses, and to attract new ones that provide a market for regional agricultural products.
- 8.1.4 Implement the agricultural related recommendations contained in the City's Economic Development Strategic Plan.
- 8.1.5 Support urban agriculture that also supports workforce education and promotes economic self-sufficiency, such as Riverview Gardens, Community Garden Partnership, UW Extension Master Gardeners and other organizations.
- 8.1.6 Support Appleton Downtown Inc's Downtown Farmer's Market.
- 8.1.7 Evaluate the feasibility of a year round public market in downtown Appleton.
- 8.1.8 Evaluate the potential for an urban agriculture and locally sourced food summit to identify partnership opportunities and raise awareness of programs.

8.2 OBJECTIVE: Preserve important natural features and enhance environmental quality throughout the community in order to secure economic, recreational, and health benefits for area residents.

- ~~8.2.1 Provide adequate protection for Appleton's important natural features including the Fox River and other streams, wetlands, undeveloped bluffs and ravines, habitat areas, and other features.~~
- 8.2.1 Work with the Wisconsin Department of Natural Resources, non-profit organizations, and private entities to continue environmental clean-up and restoration of the Fox River.
- ~~8.2.2 Preserve and enhance the remaining wetlands within Appleton and areas into which the City will continue to grow.~~
- 8.2.2 In collaboration with other agencies, preserve and enhance high quality wetlands within Appleton and areas into which the City will continue to grow. Conduct a feasibility analysis of the City creating a wetland mitigation bank, which are restored, enhanced or created wetlands whose purpose is to provide credits to offset unavoidable impacts to existing wetlands
- 8.2.3 Continue to update stormwater management codes to ensure compliance with State and Federal rules while also encouraging local homeowners and business owners to implement best practices on their private properties.
- 8.2.4 Identify, implement, and educate the public about "best management practices" for stormwater management to mitigate non-point pollution and improve stormwater quality such as but not limited to green roofs, rain gardens, and bio-swales.
- 8.2.5 Evaluate the cost effectiveness and environmental benefits of strategies that may reduce the amount of pollutants that Appleton's city government operations contribute to the atmosphere, and encourage local businesses to join voluntary programs to improve air quality.
- 8.2.6 Through participation in WDNR's Legacy Green Tier Communities program, continue to establish and implement policies to require use of energy efficient technology for new and retrofitted government buildings and infrastructure, and investigate the feasibility of using renewable energy sources.
- 8.2.7 Continue and expand the City's participation in programs to eliminate or reduce the use of pesticides, mercury, lead, and other persistent bio accumulative toxic substances, and continue to educate the public on the potential harmful effects of these substances.

8.2.8 Support organizations that educate and encourage homeowners, businesses, and developers concerning the benefits of using native landscaping materials and taking steps to halt the introduction and spread of invasive species.

~~8.2.9 Restore and preserve the quality of natural plant and animal communities through initiatives such as:~~

- ~~— identifying priority locations and conducting natural habitat restoration projects in City parks and on other City-owned properties;~~
- ~~— educating and encouraging homeowners, businesses, and developers concerning the benefits of using native landscaping materials~~
- ~~— implementing programs to educate the public and to halt the introduction and spread of invasive species in the Appleton area.~~

8.2.9 Support Appleton's existing forestry program to plant new trees and to maintain the health of the City's urban tree canopy.

8.2.10 Leverage the resources available through the Fox River/Green Bay Natural Resource Trustee Council (NRDA Funding) for restoration and public access projects along the Fox River corridor.

8.2.11 Continue to partner with local agencies and organizations such as the Outagamie County Greenways and Fox Cities Greenways to identify, preserve, and develop important local and regional environmental corridors and greenways, which can provide multiple benefits including better trail connectivity and environmental benefits as well.

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 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 Explore the feasibility of developing a downtown convention center. (See Chapter 14: Downtown Plan for additional discussion of this item.)~~

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.

8.5 OBJECTIVE: Continue support for programs targeted to Appleton's diverse ethnic and cultural communities.

~~8.5.1 Support the Intercultural Relations Program and the coordinator position within the Mayor's Office.~~

~~8.5.2 Continue coordination with the Appleton Area School District on historical and cultural resource staff development.~~

~~8.5.3 Explore the creation of a diversity statement and its incorporation into City of Appleton communications.~~

~~8.5.4 Provide assistance to support the formation and success of small businesses serving the City's diverse ethnic communities.~~

8.5.1 Support the Diversity & Inclusion Coordinator position within the Community and Economic Development Department.

8.5.2 Continue to broaden education and collaboration to diversity stakeholders.

~~8.5.3 Continue to coordinate activities and events with cultural organizations and other entities~~ Support and participate in the networking efforts of agencies and organizations that serve diverse populations.

8.5.3 Continue to learn from and assist marginalized communities.

8.5.4 Provide assistance and support to minority owned businesses to help ensure success, track trends and remove obstacles to growth.

8.5.5 Support the facilitation of programs for City employees designed to increase communication with non-English speaking community members and business owners.

8.5.6 Partner with Lawrence University, Appleton Downtown Inc., the Fox Cities Chamber of Commerce, and New North to develop and implement strategies which support an environment that is welcoming to all.

8.5.7 Support and participate in the networking efforts of agencies and organizations that serve diverse populations.

8.6 OBJECTIVE: Consider developing a comprehensive Cultural Arts Plan to inform and guide efforts that position Appleton as the cultural center of the Fox Cities and a unique regional destination for those interested in history, culture, and all forms of artistic expression

8.6.2 Reach out to private businesses and arts and cultural organizations to determine if there is sufficient interest in and resources available to prepare a comprehensive Cultural Arts Plan.

8.6.3 Prepare a Cultural Arts Plan which goes beyond public art to proactively plan for how the City can leverage its tremendous cultural, musical, and creative talents to retain its young people, grow its tourism potential, and attract and retain creative workers to the region.

8.6.4 Consider establishment of a public arts fund to support on-going public art initiatives.

8.6.5 Partner with private businesses and organizations to help brand and market Appleton as the creative hub for northeast Wisconsin.

AD

p:\ae\la\applw\135537\8-planning\comprehensive plan\new comp plan\drafts\08 ag natural historic & cultural resources\key memo updates\memo key chapter 8 anhc updates 12.5.16.docx

Chapter 8: Agriculture, Natural, Historic, and Cultural Resources

Agriculture

Natural Resources

Historic Resources

Cultural Resources



This element of the Comprehensive Plan is meant to document and discuss conditions and trends, and to formulate goals and policies with regard to several attributes of the community, including:

- agriculture and agricultural lands;
- natural resources, including metallic and non-metallic mining;
- historic resources; and
- cultural resources.

These features are important in their own right, but are often interrelated with other elements of the Comprehensive Plan. Agriculture, for instance, may play a role in the local economy. Floodplains and wetlands may impact land use patterns or signal needs related to infrastructure (storm water). This chapter will attempt to define these relationships through its analysis of existing conditions.

Accomplishments

- The Mile of Music celebrates its 4th season in 2016. The festival brings hundreds of musicians and thousands of fans to Appleton for four days of original music.
- Creative Downtown Appleton was formed in 2015 as a non-profit to foster the cultural and artistic environment downtown. Successful projects to date include renovation of a parklet, several public art murals, and other small scale interventions which celebrate creativity and engage the community.
- Historic City Park District established
- Appleton Woolen Mills added to the National Register of Historic Places in 2016
- The City amended its Zoning Ordinance to allow for urban farming, which supported the creation of Riverview Gardens.
- Riverview gardens was established in 2012 and has in 214 lifetime placements since 2014 with 682 people currently enrolled in programs.
- The Market Garden was established in Southpoint Commerce Park.

Agriculture

Agriculture remains an important element of the regional economy, although its role within the City of Appleton is somewhat limited. There are 548,642 acres in farms in the three counties around Appleton (Calumet, Outagamie, and Winnebago). About 83.3 percent of this total, or 457,089 acres, is cropland. Corn, forage, and soybeans are the primary crops.

Cattle and calves make up a vast majority of the livestock farmed in the three counties, totaling 205,941 on 1,059 farms in 2012. About 43.5 percent of the farms with cattle and calves ran dairy operations, with a total of 82,034 milk cows. Other livestock raised in the area includes poultry, hogs, and lambs.

In 2012 there were 8 food manufacturing businesses in the City of Appleton, employing 292 people and having a payroll in excess of \$11 million¹.

Agriculture in the Community

Appleton Downtown, Inc. manages a Summer Farm Market between June and October of each year. This market attracts over 100 vendors and is one of the primary events drawing visitors to the downtown. Both growers and small processors participate in the market, selling raw and processed foods (such as bakery items, preservatives, cheeses, etc.) and other products derived

¹ 2012 *Economic Census*, U.S. Bureau of the Census

from agricultural production. For these producers, the market offers an outlet to sell their products at a price that is often higher than they would receive from other outlets. For community residents, the market provides entertainment and an opportunity to buy fresh food and other goods. Many vendors at the market accept EBT as payment, allowing food share recipients to supplement their grocery assistance with fresh local produce, meat, cheese or bakery items. Downtown businesses benefit from the visitor traffic that the market generates. Appleton is committed to maintaining the vitality of this urban-rural collaboration. In 2013, there were 6 farmers markets in Outagamie County, and 15 total between Outagamie, Calumet, and Winnebago Counties.

Community supported agriculture (CSA) is a growing strategy for providing fresh farm products to urban households. A CSA operates by selling "shares" of its production to individual households. Throughout the growing season, the household is provided with an allotment of whatever crops may be harvested at the time. Several community supported agricultural programs currently provide service to Appleton.

Riverview Gardens is a non-profit leading the collaborative transformation of a 72-acre golf course into a working urban farm. The City supported creation of Riverview Gardens through a zoning ordinance amendment to allow for urban farming on the site. With collaborative relationships with dozens of local organizations, the program provides transferable skill-based job-training programs and engages the entire community in addressing the root causes of unemployment, poverty and homelessness through hard work, creativity and human dignity. The organization boasts 214 lifetime placements since 2014. Currently, there are 682 people enrolled in programs. Over 10,000 community volunteers have provided over 120,000 hours of service to support Riverview Gardens.

The AmeriCorps Farm to School program works to decrease childhood obesity by promoting healthy eating habits in students and increasing access to local foods in schools. The Calumet/Outagamie/Winnebago County foodshed reported only 1 farm to school program in 2009, but significant interest has developed and numerous activity in the development of farm to school programs and lunch program overall in general have taken place, with more planned.

Appleton supports an active community gardening program. The Community Gardening Partnership manages multiple sites, mostly on private land, and "provides opportunities for diverse groups to share their experiences and knowledge with other gardeners at a variety of community locations while also promoting such things as self-sufficiency, environmental stewardship, creation of healthy civic space, and donations to food banks."

Goodwill Grows supports the Market Garden in Southpoint Commerce Park. The gardens support beginning farmers so that they can get their business started. It is a great partnership for use of the industrial park land that remains available for sale.

Agricultural Lands

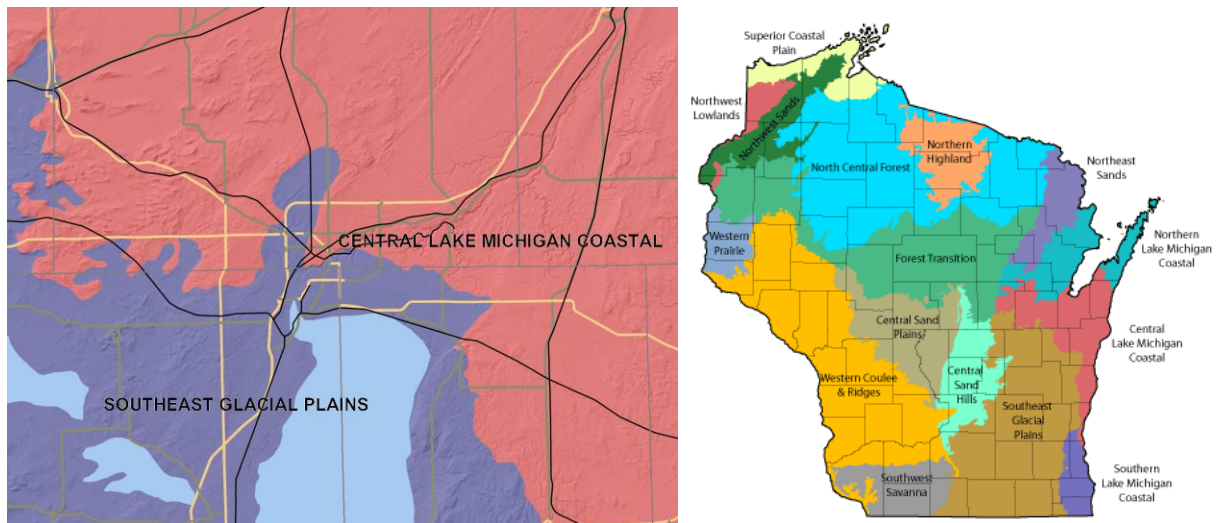
Active farmland within or adjacent to the City is located predominantly to the north, where continued growth (by Appleton and its neighbors) is resulting in conversion of agricultural land to urban uses.

Natural Resources

Appleton lies at the border of the Central Lake Michigan Coastal and Southeast Great Plains Ecological Regions of Wisconsin. The Central Lake Michigan Coastal Ecological Region is dominated by Lake Michigan, which moderates summer and winter temperatures and produces greater rainfall than further inland. Its primary geological feature is the Niagara Escarpment, which

lies to the east of Appleton. The Southeast Great Plains Ecological Region is made up of glacial deposits dating to the Wisconsin Ice Age.

Ecological Regions in the Appleton Area and Wisconsin



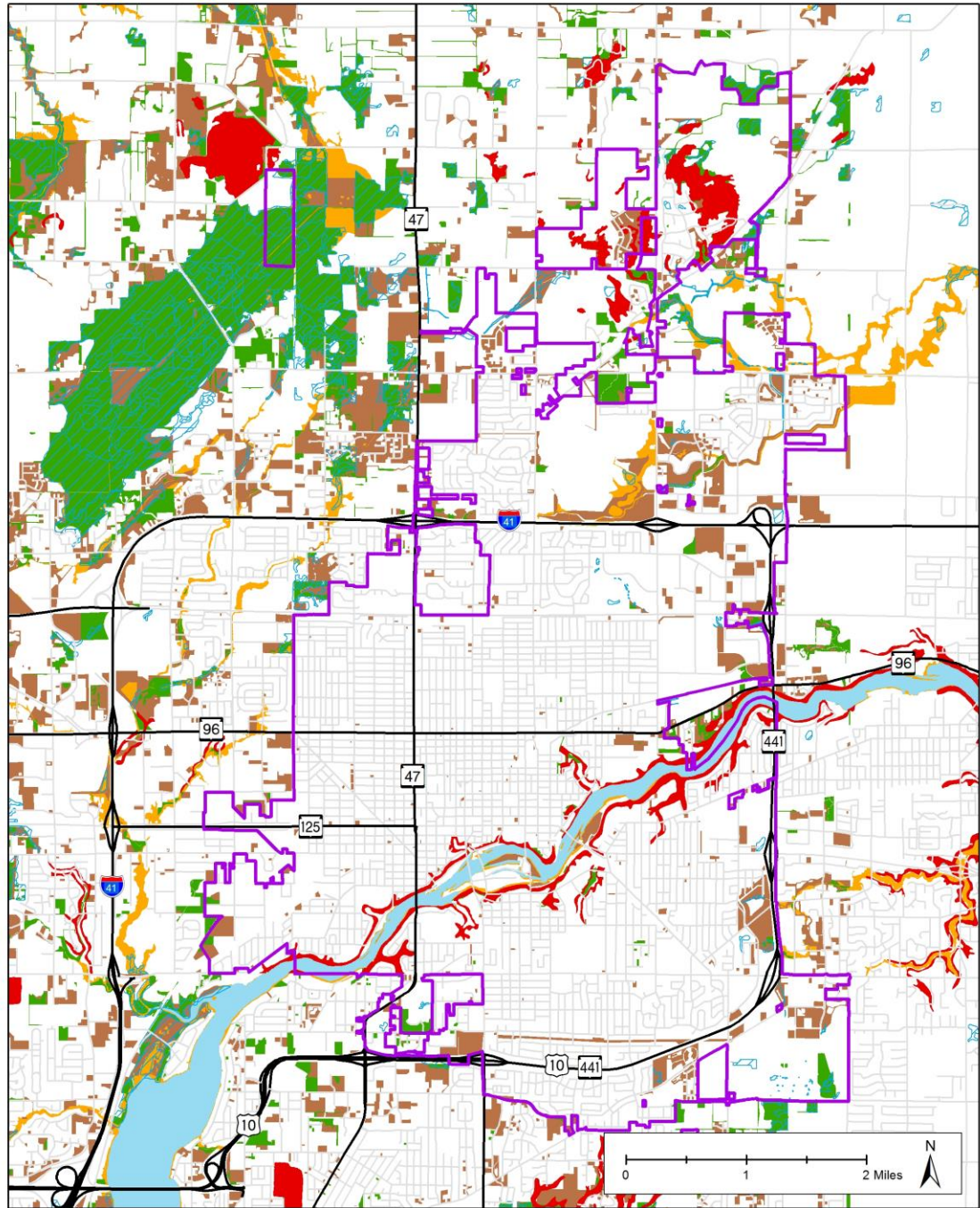
Source: Wisconsin Department of Natural Resources

Soils and Landforms

Many soil types can be found in the Appleton area, including lime-rich tills, clays, loams, and sandy deposits. These soils tend to be relatively deep. Dolomite is the predominant bedrock type, although the Fox River Valley is underlain by shale.

The area has been further classified into several land type associations. Four of these cover the majority of Appleton and its extraterritorial jurisdiction. The Fox River Valley (212Zb01) is a nearly level lake plain dissected by narrow v-shaped valleys, with moderately well-drained silty clay loams. The Freedom Plains (212Zb02) is a nearly level lake plain complex with well-drained silty loam. The Holland Plain (212Zb04) is an undulating plain cut by V-shaped valleys. Its predominant soil is a well-drained silt loam. The Greenville Moraines are a characteristic undulating moraine with well drained silt loam.

Steep slopes can present difficulties for development of both private property and infrastructure. As a general practice, communities tend to discourage development on steep slopes, especially where concerns about erosion or stability exist. Within Appleton, these slopes tend to occur in the Fox River Valley and along intersecting ravines.



Major Natural Resources

- Major Roads City Limits Wetlands
- Roads Woodlands Open Water
- Steep Slopes Undeveloped Lands 100-year flood plain

Hydrology

The dominant hydrological feature in Appleton is the Lower Fox River, which runs through the center of the City from west to east. The river has been central to the City's formation, first as a transportation route for Native Americans and fur trappers, later as a source of power for industry, and now as an environmental feature that draws residents and visitors.

Industrial development changed the river dramatically. Dams along the river, including two in Appleton, have altered its flow and covered the rapids that once forced traders to portage their canoes. Industrial pollution, though less visible, has also impacted the river's quality. PCBs, mercury, sediment, and phosphorous are the primary contaminants identified by the Wisconsin Department of Natural Resources, which has classified the river as "impaired." Between about 1954 and 1971, paper companies using polychlorinated biphenyls (PCBs) to make carbonless copy paper discharged nearly 700,000 pounds of these chemicals into the Fox River. The dangers posed by PCBs were unknown until the early '70s, but their use and discharge into the environment were outlawed by federal environmental regulations in 1976. The ban was successful, but because PCBs bind to dirt and break down very slowly, they are still found today in the sediment of the Lower Fox River and Green Bay. A WDNR clean-up plan is in place and has been highly successful in recent years. A 2011 press release from WDNR highlights that PCB levels were reduced by 73% in walleye in Lake Butte des Morts, which extends about six miles from the outlet of Lake Winnebago to the upper Appleton Dam. That's a level that otherwise would have taken 15 to 20 years to achieve naturally if nothing had been done. Current fish consumption recommendations from the Fox River vary by fish species. Some species are safe to eat once per week or less, while others are still unsafe to eat in any frequency.

Grading and filling have altered the original drainage patterns over much of the urbanized area of Appleton, replacing open streams with storm sewers and channels. The narrow ravines leading down to the Fox River are a remnant of this former landscape. Several streams and wetlands can be found at the outer edges of the City. Current laws tend to protect these features. In addition, floodplains are found along the Fox River and on streams in the northern part of the City.

As part of the EPA National Pollutant Discharge Elimination System (NPDES), the WPDES Storm Water Program regulates discharge of storm water in Wisconsin from construction sites, industrial facilities, and selected municipalities.

The ultimate goal of the WPDES Storm Water Program is to prevent the transportation of pollutants to Wisconsin's water resources via stormwater runoff.

Runoff from urban areas contains a mixture of pollutants from hard surfaces such as parking lots, streets, and rooftops. These areas may accumulate sediments, petroleum-based and other chemicals from cars and trucks, heavy metals, and other contaminants that enter the storm sewer system and are flushed into streams and rivers. Runoff from



Example of a parking lot designed with low-impact stormwater management measures

lawns may contain fertilizers, pesticides, and other chemicals or oxygen-demanding organic waste that also enters surface waters. Impaired waters in Wisconsin are largely addressed through an analysis, known as a total maximum daily load (TMDL). A TMDL is the amount of a pollutant a waterbody can receive and still meet water quality standards. TMDL phosphorous standards help ensure water quality by limiting the amount of non-point phosphorous stormwater runoff as well as discharges from the municipal wastewater treatment plant. Municipalities are required to implement stormwater practices designed to reduce the amount of sediment and phosphorous entering waters of the state. They are also required to implement programs for public education, illicit discharge detection and elimination, enforcement of local ordinances to regulate erosion control and long-term storm water management, and pollution prevention at municipally-owned facilities to further reduce contaminants in surface waters.

Numerous techniques have been developed to improve the quality of stormwater, at the level of the individual property on up to a basin-wide approach. Many of them have additional environmental benefits beyond stormwater management and water quality. These techniques are sometimes referred to as low-impact design (LID), and may include:

- downspout disconnection, redirecting stormwater from impervious areas or storm sewers to locations where it can be stored or seep into the ground;
- onsite filtering, practices such as sand filters, bioretention cells, swales, and filter strips that use a filter media to reduce stormwater runoff and filter pollutants;
- rain gardens, vegetated depressions where stormwater can be captured and infiltrated;
- stormwater trees, planted to intercept and take up stormwater, often in parking lots; and
- stream restoration, returning water channels to a more natural state in which meanders, wetlands, floodplains, and other features function to slow, store, and filter stormwater.

The water table under Appleton tends to lie within twenty feet of the surface. Despite this, the Wisconsin Department of Natural Resources has classified most of the region as a low risk for groundwater contamination.

Air Quality

The U.S. Environmental Protection Agency establishes standards for air quality. Counties are classified as "attainment" or "non-attainment" counties based on whether or not they meet standards for pollutants such as ozone (O₃), mercury (Hg), sulfur dioxide (SO₂), and nitrous oxide (NO_x) in the atmosphere. These chemicals have been linked to health problems in humans as well as to degradation of the environment. Currently, Outagamie, Calumet, and Winnebago Counties meet EPA guidelines, although adjacent counties along the Lake Michigan shore are not in attainment. Since pollutants are carried on air currents, some of the pollution impacting Wisconsin is generated from outside of the state.

On August 3, 2015, President Obama and EPA announced the Clean Power Plan – a historic and important step in reducing carbon pollution from power plants that takes real action on climate change. Shaped by years of unprecedented outreach and public engagement, the final Clean Power Plan is fair, flexible and designed to strengthen the fast-growing trend toward cleaner and lower-polluting American energy. With strong but achievable standards for power plants, and customized goals for states to cut the carbon pollution that is driving climate change, the Clean Power Plan provides national consistency, accountability and a level playing field while reflecting each state's energy mix. It also shows the world that the United States is committed to leading global efforts to address climate change.

Flora and Fauna

Prior to settlement, the Appleton area was covered by several different types of plant communities. The most dominant of these were hardwood forests made up of sugar maple, beech, basswood, and oaks. Swamps (wetlands) and oak openings (savannas) could also be found in the area.

Very little of this native landscape remains. Wooded areas, such as those found in parks or in steep ravines, have been significantly altered from their natural state. Remaining wetlands are mostly to the north of Appleton.

In place of its original forests, Appleton now has a well-developed "urban forest." The urban forest is made up of trees on both public and private property within the city, such as those in city parks, street trees, trees on commercial property, and those on individual homeowner's lots. The value of urban forests has been well documented and includes benefits such as improved aesthetics, increased economic value to property, stormwater absorption, shade and mitigation of the urban heat island effect, shelter for animals, carbon sequestration, and air quality improvement.

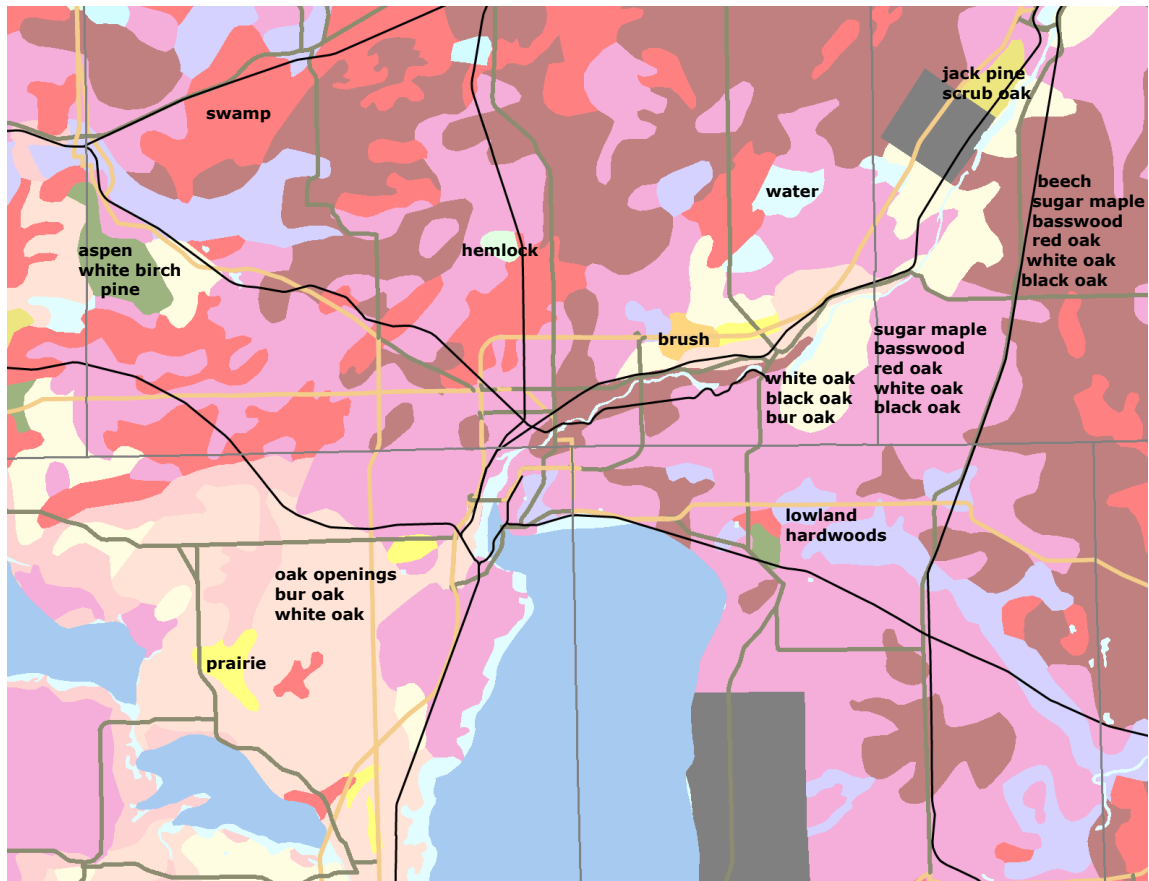
Appleton's Department of Public Works manages the urban forest with a mission to "manage the urban forest to enhance the current and future environmental quality, safety and aesthetics for the benefit of the community." The City has a policy to plant street trees following construction or reconstruction of new roads. It also maintains existing trees on the street terrace or on other city-owned properties. In 2014, the City initiated an urban in-fill tree planting program as part of the City's sustainability initiative.

The City of Appleton has been named a Tree City USA by the National Arbor Day Foundation. The standards for a community to earn the Tree City USA designation are:

- it must have a tree department;
- it must adopt and enforce a tree maintenance ordinance;
- it must implement a comprehensive community forestry program; and
- it must have an annual Arbor Day observance.

Appleton's forestry program manages the urban forest in part to slow down, if not prevent the spread of exotic pests and diseases that could damage or destroy trees. These often target specific species, such as the populations of chestnuts and elm trees that have been decimated in the past. Current threats include gypsy moths, the emerald ash borer, and oak wilt rot.

Pre-Settlement Vegetation



Source: Wisconsin Department of Natural Resources

Northeastern Wisconsin is also home to several threatened and endangered species. The Wisconsin Department of Natural Resources has identified areas within Appleton where these species may be found. Specific information about these sites is not made public, however, they are generally located along the Fox River, either in the river itself or on nearby land.

Naturalized areas, habitat restoration projects, and native plant gardens can be found in several places throughout the community. These include city parks, schools, and private commercial or residential properties. Nationally, there is a growing interest in native landscaping as people begin to appreciate the aesthetic and environmental value of native plants, and realize the lower costs associated with maintenance of a naturalized landscape that is indigenous to the area. Often referred to as "sustainable landscapes," these native or naturalized plantings are encouraged through green building guidelines such as LEED (Leadership in Energy and Environmental Design).

Metallic and Non-Metallic Mineral Resources

Wisconsin's Smart Growth Legislation requires that comprehensive plans must address metallic and non-metallic mineral resources. No metallic mining has occurred in Appleton and there are no metallic mineral resources in the area. Quarrying for stone and gravel has occurred, although there are no active quarries within the city limits. There is a quarry located north of the City in the Town of Center.

Historic Resources

Appleton has a rich history and has made substantial commitments to preserving and interpreting that legacy for the community's residents. This history begins with the Native American presence in the area, which continued until the Menomonee ceded their claims to the land in 1831. French exploration and fur trapping in the area began in 1634, with the first permanent settlement in 1835. The first plat of Appleton was laid out in 1848, and a village was incorporated in 1853. Appleton incorporated as a city in 1857.

The City of Appleton conducted a Historic Building Survey in 1978, and a Historic Sites Inventory in 1989. The East Central Wisconsin Regional Planning Commission conducted an Intensive Architectural/Historical Survey in 1991-1992. These documents identify numerous potentially historic buildings in the City, but do not provide any information on archeological sites. Given the history of Native American and Euro-American travel and occupation in the area, it seems likely that there may be sites of archeological interest in the community, most likely along the Fox River and the portage route around the former rapids.

Many buildings dating from the last half of the 19th century and onward have been nominated and listed on the National Register of Historic Places. One building, the Lake Shore Depot, was razed in 1988. Currently listed historic districts and buildings include:

- Appleton Woolen Mills (added 2016 - #16000228)
Located at 218 East South Island Street. Manufacturer of papermakers' felt.
- Appleton City Park Historic District (added 2002 - #02001213)
Bounded by East Washington, North Durkee, East Atlantic, and Lawe Streets. Historic district featuring Victorian (Queen Anne and other) architecture from the late 19th and early 20th centuries.
- Appleton Lock 4 Historic District (added 1993 - #93001329)
Located on the Fox River at John Street. Federally-owned structures noted for their contribution to transportation on the Fox River.
- Appleton Locks 1--3 Historic District (added 1993 - #93001333)
Located along the Fox River from Memorial Drive to Lawe Street. Federally-owned structures noted for their contribution to transportation on the Fox River.
- Appleton Wire Works (added 1982 - #82005123)
600 South Atlantic Street. Historic structure associated with Appleton's industrial past (late 19th and early 20th centuries).
- College Avenue Historic District (added 1982 - #82001848)
215 West to 109 East, and 110 West to 102 East College Avenue; 106-114 North Oneida Street. Downtown historic district containing multiple architectural styles and associated with cultural and commercial aspects of the City.
- Courtney, J. B., Woolen Mills, also known as Kelley Knitting Company (added 1993 - #93000650)
Historic building located at 301 East Water Street. Late Victorian industrial building.

- Fox River Paper Company Historic District (added 1990 - #90000639)
405-406, 415 South Olde Oneida Street. Italianate industrial building from the late 19th and early 20th centuries.



The Henry Schuetter House, added the National Register of Historic Places in 1996

- Hearthstone, also known as Rogers, Henry J. and Cremora, House (added 1974 - #74000112, with additional information added 9/24/14)
625 West Prospect Avenue. Queen Anne style residence associated with early history of electrical illumination.
- Main Hall, Lawrence University (added 1974 - #74000113)
400-500 East College Avenue. Historic structure on the Lawrence University campus.
- Masonic Temple (added 1985 - #85002330)
330 East College Avenue. Tudor Revival social hall dating to the early 20th century.
- St. Paul Evangelical Lutheran Church (added 2008 - #08000287)
302 Morrison Street. A late gothic revival church constructed in 1907.
- Schuetter, Henry House (added 1996 - #96000725)
330 West 6th Street. Queen Anne style home.
- Temple Zion and School (added 1978 - #78000123)
320 North Durkee Street and 309 East Harris Street. 1883-84 religious building and school constructed in the Stick (Eastlake) style.
- Tompkins, James, House (added 1986 - #86000623)
523 South State Street. Italianate residence.
- Washington School (added 1984 - #84003772)
818 West Lorain Street. Queen Anne and Romanesque style former school building originally constructed in the late 19th century.
- West Prospect Avenue Historic District (added 2001 - #01000900)
315-330 West Prospect Avenue. Late 19th Century and early 20th century residential historic district.
- Whorton, John Hart, House (added 1974 - #74000114)
315 West Prospect Avenue. Italianate home associated with John Hart Whorton, an Appleton businessman.
- Zion Lutheran Church (added 1986 - #86001309)
912 North Oneida Street. Gothic revival style church constructed in the early 20th century.

Appleton is recognized by the State of Wisconsin as a Certified Local Government, a designation that carries certain responsibilities for review of historic resources within the City. Appleton has adopted a Historic Preservation Ordinance and formed a Historic Preservation Commission whose responsibility it is to protect and enhance sites of special character or special architectural, archeological or historic interest or value. Several organizations help to support this mission. Appleton Downtown, Inc., promotes historic preservation as part of its strategy to foster economic vitality in Appleton's central business district. The Old Third Ward Neighborhood Association and the Lawrence City Park Neighborhood Association have used historic preservation as a tool for neighborhood stabilization and protection from encroachment by non-compatible institutional uses.

The Historic Preservation Commission and Common Council have designated Local Historic Buildings and Sites including:

- Vulcan Street Hydro-Electric Central Station (replica, added 2007)
Currently located at 530 South Vulcan Street. This replica of the original hydro-electric plant, perhaps one of the earliest examples of a hydroelectric plant that sold electricity commercially and provided incandescent lighting service to the public, was constructed in 1932 and is listed as a National Historic Engineering Landmark by the American Society of Civil Engineers, the American Society of Mechanical Engineers, and the Institute of Electrical and Electronics Engineers.
- Trettin House (added 2005)
523 West Eighth Street. Prairie Style home built in 1918.
- Henry Schuetter House (added 2004, also listed on National Register of Historic Places)
330 West Sixth Street. Queen Anne home constructed in 1890.
- John Hart Whorton House (added 2001, also listed on National Register of Historic Places)
315 West Prospect Avenue. High Victorian Italianate Villa.
- Union Springs Park (added 1997)
300 block of Union Place. The site was formerly the location of the Lutz Ice Company. An artesian well is located in the park.

As part of its effort to promote historic preservation, Appleton annually presents two certificates recognizing individual efforts, one for historic restoration and one for stewardship and revitalization.

Two historical museums are located in Appleton. Hearthstone Historic House Museum (Rogers, Henry J. and Cremora House), built in 1882, was the first house in the United States to be lit with Edison incandescent lamps with electricity that was generated by a central hydroelectric power



Figure 1 The History Museum at the Castle, on College Avenue in downtown Appleton, houses over 25,000 artifacts along with extensive document and photo collections related to the history of Appleton and the Fox River Valley

station using the Edison system. The original residence, with nine fireplaces and stained glassed windows, features electrical exhibits and period furnishings.

The History Museum at the Castle, on College Avenue in downtown Appleton, houses over 25,000 artifacts (mostly dating from the 1840's to present) along with extensive document and photo collections related to the history of Appleton and the Fox River Valley. The museum is itself located in a historic building and features both continuous and temporary exhibits. Permanent exhibits chronicle the life of Harry Houdini and Edna Ferber. The "Tools of Change" exhibit examines the "tools, the people, the work and everyday life in the Fox Valley region from 1840 to 1950" through artifacts, images, documents and photographs.

The Paper Discovery Center, while not strictly a historical museum, interprets the Fox River Valley's past as a center for paper manufacturing. Affiliated with the Paper Industry International Hall of Fame, Inc., the Paper Discovery Center opened in 2005 in the former Atlas Mill. The former paper mill, donated by Kimberly-Clark, houses a growing collection of exhibits that tell the history of paper. The Paper discovery Center's mission is "to foster a greater understanding of the paper industry, its heritage, its impact on our quality of life, its challenges and its opportunities through educational programs and interpretive exhibits."

Appleton has installed interpretive markers that document and explain the importance of historic sites in the City. Many of these are located along the Fox River (in places such as Lutz Park) and more are planned in future phases of riverfront redevelopment.

Cultural Resources

Culture, in its broadest sense, can refer to a particular ethnic or sociological grouping, or to music, literature, lifestyle, painting and sculpture, theater and film and other arts. Either way, a wide variety of cultural resources can be found within the City of Appleton. These include both facilities and organizations.

Arts/Cultural Organizations

- Appleton Boychoir
The Appleton Boychoir was founded in 1979 and has grown to over 200 members. The choir is open to boys through eighth grade. In addition to its own performances, it brings other performers to the Appleton area.
- Attic Theatre
The Attic Theatre is a community theatre open to residents of the entire Fox Cities region. Begun in 1950, the theater performs four plays each year on the Lawrence University campus.



City of Appleton chalk drawing event

- **The Building For Kids (Children's Museum)**
Located in the heart of downtown Appleton, the mission of The Building for Kids is to "build children's imagination, creativity, and confidence". The children's museum contains several different themed exhibits that have often been developed in partnership with the businesses in the region that have sponsored them. All of the exhibits are "hands-on" for active learning. The Building for Kids is a frequent outing destination for schools and other groups, and will host special events.
- **Fox Cities Building for the Arts**
The Fox Cities Building for the Arts provides exciting opportunities for the community to participate in the arts. The non-profit organization offers studio classes for children and adults, fine art exhibitions, free programming for adults and children with limited access to the arts, an annual public art fair, pop-in family art activities, and much more.



Figure 2 The Building for Kids' mission is to empower children, engage parents and energize communities.

Fox Cities Building for the arts operates the Trout Meuseum of Art. The museum's first gallery was established on Morrison Street in 1972 as the Appleton Gallery of Art, and moved to its current location on College Avenue as the Appleton Art Center in 2002.

Fox Cities Building for the Arts provides many opportunities to regional artists, including the Regional Artist Gallery, Members' Biennial Exhibition, and the Trout Museum of Art gift shop featuring regional artwork. Their presence in downtown Appleton makes the arts visible and accessible, enhancing the community and quality of life



Figure 3 The Fox Cities Performing Arts Center's 5,000 square foot stage is the second-largest in Wisconsin and attracts performing artists from all over the world

- **Fox Cities Performing Arts Center**
The Fox Cities Performing Arts Center attracts performing artists from all over the world. The \$45 million center features the 2,100-seat Thrivent Financial Hall and the smaller, multi-purpose Kimberly-Clark Theater. Its 5,000 square foot stage is the second-largest in Wisconsin. It opened in 2002 and has contributed significantly to revitalization of the downtown, as the centerpiece of an arts and entertainment district.

- **Fox Valley Symphony**
The Fox Valley Symphony is comprised of musicians from throughout Wisconsin and performs educational and outdoor concerts at various locations in the Fox Cities.
- **Fox Valley Youth Ballet Theatre**
A nonprofit youth ballet company, the Fox Valley Youth Ballet Theater seeks to make the fine art of ballet accessible to the community through its young and advanced dancers. It performs two annual concerts.
- **Lawrence Academy Of Music**
Lawrence University is recognized for its outstanding music program. The Academy serves almost 1,900 individuals from the upper Midwest. Its numerous performances are open to the public. In addition to individual instruction, the Academy offers an Early Childhood Music Program, a girl's choir, and summer camps.
- **Lawrence University**
Lawrence University includes several venues including Stansbury theater and the Chapel, which provide a variety of year round music and arts programming which are open to the general public.
- **White Heron Chorale**
The White Heron Chorale has been performing concerts for 30 years. Its program includes musical styles such as classical, contemporary, musical theatre, jazz, folk songs and music from around the world.



People gathering for City of Appleton's Mile of Music event

Appleton Public Library

The City's library is an important educational and cultural institution which services over 1,600 people per day. In addition to the collections the library provides a variety of programming, meeting space, and access to technology. The library is a member of the Outagamie Waupaca Library System (OWLS), which includes sixteen member libraries. Through its online catalog, InfoSoup, the library provides cardholders access to over 1.7 million items and over 600,000 titles. In 2014, total circulation was 1,274,136 which included both children and adult collections. 1,413 programs were offered in that same year, including 48,422 program participants.

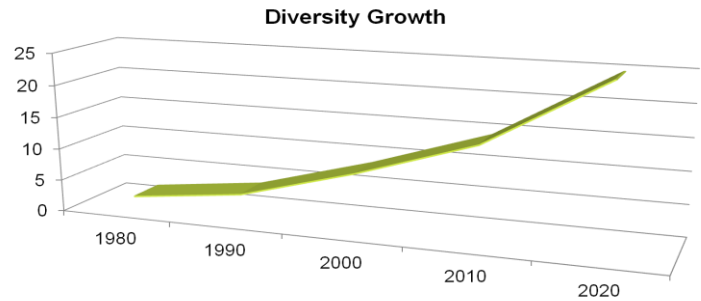
Diversity/Cultural Organizations

The City of Appleton embraces and celebrates diversity and inclusion. It is our hope that community members will see Appleton as a welcoming and inclusive place to live, work and play.

The City of Appleton is committed to Diversity and Inclusion efforts within the City of Appleton as an organization and throughout the community.

The City believes that that supporting Diversity & Inclusion efforts will encourage a shift in attitudes with employees, and wants community members to feel welcome and included in all levels of government.

In 1997 the City of Appleton developed the full-time Diversity & Inclusion Coordinator position. This position works to create a welcoming community through education, business support, policy and advocacy.



The City of Appleton racial and ethnic demographics have seen considerable growth in the last 30 years as shown in the chart by percentage. Matching trends across the country, Appleton will grow more diverse each year.

In addition to the Diversity & Inclusion Coordinator position, there are several diversity focused organizations within the Appleton area. The following is only a small sample of some of them.

- African Heritage, Inc.
African Heritage, Inc.'s goal is to foster better relations and promote interactions among community dwellers, local leadership, and governmental and non-governmental agencies and provide a medium for the exchange and sharing of all peoples of other cultures and heritages.
- American Indian Center of the Fox Valley
The center is a gathering place at Goodwill Industries of NCW for on and off reservation Native Americans providing services in the areas of health, wellness, connection, learning and community education.
- Casa Hispana/Hispanic Chamber of Commerce
The mission of Casa Hispana is to provide a gathering place for information, referral, support, advocacy, education and celebration to advance the economic, social and cultural position of Spanish speakers in the Fox Valley.
- Celebrate Diversity Fox Cities
Serves the community through education, outreach, advocacy and public events.
- Deaf Connections
Deaf Connections Inc. was founded on the idea of helping Deaf, Hard of Hearing, and Deaf Blind to fulfill their potential and empowering them through a variety of programs.
- Fox Valley LGBTQ Anti-Violence Project
The Fox Valley Anti-Violence Project - Meeting the needs of Lesbian, Gay, Bisexual, Transgender and Queer (LGBTQ) individuals experiencing violence or at risk for experiencing violence in the Fox Cities and Oshkosh.
- Hmong-American Partnership
The Hmong-American Partnership is a non-profit organization working to provide opportunity, service and partnerships in service to help the Fox River Valley's Hmong and

other refugee populations integrate themselves into society's mainstream and reach their full potential.

- World Relief – Fox Valley Refugee Resettlement Agency
Empowering the local church to serve the most vulnerable. Vision: In community with the local church, World Relief envisions the most vulnerable people transformed economically, socially and spiritually.

DRAFT

Objectives and Policies

In the Issues and Opportunities element (Chapter 4) of this **Comprehensive Plan**, the City established an overall goal for agricultural, natural, historic, and cultural resources that "Appleton will continue to protect and enhance its environmental quality and important natural resources, preserve historic sites, and support cultural opportunities for community residents." The objectives identified in this chapter further refine that goal, while the policies identified here provide guidance concerning some of the ways in which these objectives may be reached.

8.1 OBJECTIVE: Maintain the viability of the regional agricultural sector that provides locally-grown food for residents and raw materials for Appleton's food processing and other businesses.

- 8.1.1 Preserve important farmlands and avoid fragmentation of agricultural areas in the region by directing new development to infill or redevelopment sites, encouraging compact development patterns that use land efficiently, and supporting county, state, and private initiatives with the goal of preserving prime agricultural land in the region.
- 8.1.2 Support programs that connect farmers and consumers to bring locally-grown food into the community, including working with the Community Garden Partnership and other organizations to provide locations for community garden education on gardening.
- 8.1.3 Pursue economic development initiatives that seek to retain and expand Appleton's existing food processing and agriculture-related businesses, and to attract new ones that provide a market for regional agricultural products.
- 8.1.4 Implement the agricultural related recommendations contained in the City's Economic Development Strategic Plan.
- 8.1.5 Support urban agriculture that also supports workforce education and promotes economic self-sufficiency, such as Riverview Gardens, Community Garden Partnership, UW Extension Master Gardeners and other organizations.
- 8.1.6 Support Appleton Downtown Inc's Downtown Farmer's Market.
- 8.1.7 Evaluate the feasibility of a year round public market in downtown Appleton.
- 8.1.8 Evaluate the potential for an urban agriculture and locally sourced food summit to identify partnership opportunities and raise awareness of programs.

8.2 OBJECTIVE: Preserve important natural features and enhance environmental quality throughout the community in order to secure economic, recreational, and health benefits for area residents.

- 8.2.1 Work with the Wisconsin Department of Natural Resources, non-profit organizations, and private entities to continue environmental clean-up and restoration of the Fox River.
- 8.2.2 In collaboration with other agencies, preserve and enhance high quality wetlands within Appleton and areas into which the City will continue to grow. Conduct a feasibility analysis of the City creating a wetland mitigation bank, which are restored, enhanced or created wetlands whose purpose is to provide credits to offset unavoidable impacts to existing wetlands

- 8.2.3 Continue to update stormwater management codes to ensure compliance with State and Federal rules while also encouraging local homeowners and business owners to implement best practices on their private properties.
- 8.2.4 Identify, implement, and educate the public about "best management practices" for stormwater management to mitigate non-point pollution and improve stormwater quality such as but not limited to green roofs, rain gardens, and bio-swales.
- 8.2.5 Evaluate the cost effectiveness and environmental benefits of strategies that may reduce the amount of pollutants that Appleton's city government operations contribute to the atmosphere, and encourage local businesses to join voluntary programs to improve air quality.
- 8.2.6 Through participation in WDNR's Legacy Green Tier Communities program, continue to establish and implement policies to require use of energy efficient technology for new and retrofitted government buildings and infrastructure, and investigate the feasibility of using renewable energy sources.
- 8.2.7 Continue and expand the City's participation in programs to eliminate or reduce the use of pesticides, mercury, lead, and other persistent bioaccumulative toxic substances, and continue to educate the public on the potential harmful effects of these substances.
- 8.2.8 Support organizations that educate and encourage homeowners, businesses, and developers concerning the benefits of using native landscaping materials and taking steps to halt the introduction and spread of invasive species.
- 8.2.9 Support Appleton's existing forestry program to plant new trees and to maintain the health of the City's urban tree canopy.
- 8.2.10 Leverage the resources available through the Fox River/Green Bay Natural Resource Trustee Council (NRDA Funding) for restoration and public access projects along the Fox River corridor.
- 8.2.11 Continue to partner with local agencies and organizations such as the Outagamie County Greenways and Fox Cities Greenways to identify, preserve, and develop important local and regional environmental corridors and greenways, which can provide multiple benefits including better trail connectivity and environmental benefits as well.

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 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.

8.5 OBJECTIVE: Continue support for programs targeted to Appleton's diverse communities.

- 8.5.1 Support the Diversity & Inclusion Coordinator position within the Community and Economic Development Department.
- 8.5.2 Continue to broaden education and collaboration to diversity stakeholders.
- 8.5.3 Continue to learn from and assist marginalized communities.
- 8.5.4 Provide assistance and support to minority owned businesses to help ensure success, track trends and remove obstacles to growth.
- 8.5.5 Support the facilitation of programs for City employees designed to increase communication with non-English speaking community members and business owners.
- 8.5.6 Partner with Lawrence University, Appleton Downtown Inc., the Fox Cities Chamber of Commerce, and New North to develop and implement strategies which support an environment that is welcoming to all.
- 8.5.7 Support and participate in the networking efforts of agencies and organizations that serve diverse populations.

8.6 OBJECTIVE: Consider developing a comprehensive Cultural Arts Plan to inform and guide efforts that position Appleton as the cultural center of the Fox Cities and a unique regional destination for those interested in history, culture, and all forms of artistic expression

- 8.6.1 Reach out to private businesses and arts and cultural organizations to determine if there is sufficient interest in and resources available to prepare a comprehensive Cultural Arts Plan.
- 8.6.2 Prepare a Cultural Arts Plan which goes beyond public art to proactively plan for how the City can leverage its tremendous cultural, musical, and creative talents to retain its young people, grow its tourism potential, and attract and retain creative workers to the region.
- 8.6.3 Consider establishment of a public arts fund to support on-going public art initiatives.
- 8.6.4 Partner with private businesses and organizations to help brand and market Appleton as the creative hub for northeast Wisconsin.



Building a Better World
for All of Us®

MEMORANDUM

TO: City of Appleton

FROM: Andrew Dane

DATE: December 5, 2016

RE: Key Chapter 9 Economic Development Updates
SEH No. 135537 14.00

The purpose of this memo is to summarize the key **proposed** chapter updates made to the City's 2010-2030 Comprehensive Plan as part of the 2016 Comprehensive Plan update.

New objectives and policies are **highlighted yellow**. ~~Strikethrough text~~ denotes those objectives and policies which have been removed from the updated Comprehensive Plan.

Key Changes

A major change to the chapter is the incorporation of the City's Strategic Economic Development Plan, which was completed in 2015. The updated chapter places more emphasis on attracting and retaining a talented workforce as a core economic development strategy. As with other chapters, there is additional emphasis placed on partners working together to achieve common goals.

Overall Goal

The overall goal for economic development stated in Chapter 4 is that "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. ~~This will be accomplished through the following objectives and policies~~ **are intended to achieve that overall goal.**

9.1. OBJECTIVE: Implement the Appleton Economic Development Strategic Plan (AEDSP)

- 9.1.1. **Plan for and implement the key actions and measures identified in the AEDSP.**

9.2. OBJECTIVE: Grow Appleton's business community through recruitment, expansion, and retention programs that ensure a diverse business mix and jobs that pay well.

- 9.2.1. **Together with partners** prepare and implement a business recruitment program that targets suitable businesses in manufacturing, business and professional services, retail, and other industries.
- 9.2.2. Work with the existing business community to help identify and tap opportunities for expansion.
- 9.2.3. Implement business retention program including regular business visits and monitoring of business conditions within key industry groups.
- 9.2.4. ~~Evaluate the effectiveness of state, regional, and local incentive programs in meeting the financial and technical assistance needs of businesses, and create or revise programs accordingly.~~
- 9.2.4 **Develop a business attraction marketing campaign.**

Engineers | Architects | Planners | Scientists

Short Elliott Hendrickson Inc., 425 West Water Street, Suite 300, Appleton, WI 54911-6058
SEH is 100% employee-owned | sehinc.com | 920.380.2800 | 888.413.4214 | 888.908.8166 fax



9.2.5 In partnership with other organizations, conduct regional retail attraction and promote neighborhood retail development.

9.3. OBJECTIVE: Create the resources and culture in which entrepreneurial development is encouraged.

9.3.1. Support/partner with organizations pursuing programs for ~~Develop a program for~~ entrepreneurial development comprised of networking, financial assistance, training, and supportive services for all types of entrepreneurs.

9.4. OBJECTIVE: Ensure the continued vitality of downtown and the City's neighborhood commercial districts.

9.4.1. Implement the recommendations found in the Downtown Plan.

9.4.2. Implement the recommendations adopted in the corridor plans for South Oneida Street, Richmond Street, and Wisconsin Avenue. Consider updates to these corridor plans and/or creating plans for other key corridors, as needed.

9.4.3. Monitor business activity and physical conditions within Appleton's business district on a regular basis to provide early identification of issues that may need to be addressed.

9.5. OBJECTIVE: Encourage new development and redevelopment activities that create vital and attractive neighborhoods and business districts.

9.5.1. Ensure a continued adequate supply of industrial and commercial land to sustain new business development.

9.5.2. Proactively acquire property targeted for redevelopment and develop a land bank to assist in property assembly with a focus on corridors, the downtown, and areas identified as business/industrial on the Future Land Use Map.

9.5.3. Ensure quality development by requiring that all new construction meets or exceeds the minimum design criteria determined appropriate for the area in which the site/building is located.

9.6. OBJECTIVE: Create a vibrant community environment that is conducive to attracting and retaining talented people. ~~the creative class.~~

9.6.1. Continue the City's efforts to expand and improve its amenities such as parks and recreation, the Fox Cities Performing Arts Center, the Appleton Public Library, the Fox Cities Exhibition Center, sporting facilities and other cultural or civic offerings.

9.6.2. Encourage the creation of vibrant mixed-use urban areas in the downtown and on along the Fox River that are both walkable and bicycle-friendly.

9.6.2. Support efforts to retain graduating Lawrence University students within the community.

9.7. OBJECTIVE: Work collaboratively with other municipalities, organizations, and private entities to advance the economic development of the entire region.

9.7.1. Continue the City's involvement and support for regional economic development organizations such as the Fox Cities Regional Partnership NEWREP and the New North.

9.7.2. Continue to collaborate with neighboring communities on economic development issues that cross jurisdictional boundaries, such as commercial vacancies along College Avenue.

9.7.3. Support the I-41 Initiative in order to fully leverage regional assets and promote Appleton's position as an important transportation hub with easy access local and regional markets.

9.7.4. In partnership with the Fox Cities Convention & Visitors Bureau, continue to support local and regional tourism development efforts.

9.8 OBJECTIVE: Continue supporting educational partnerships and workforce development

9.8.1 Support existing and new education-workforce partnerships. Encourage partners to engage in career awareness and organize target business programs.

9.8.2 Assist in promotion of business alliances in high school and Fox Valley Technical College around key regional clusters.

9.9 OBJECTIVE: Enhance Appleton's brand as a location to do business

9.2.1 Consider undertaking full branding strategy to refine the Appleton brand.

AD

p:\ae\la\applw\135537\8-planning\comprehensive plan\new comp plan\drafts\09 economic development\key updates memo\memo key chapter 9 economic development updates 12.5.16.docx

Chapter 9: Economic Development

Key Economic Development Issues

Economic Development Trends

Community Assessment

Economic Development Programs and Partnerships

Objectives and Policies



Economic development is a critically important function for the City of Appleton. Without a strong tax base, there is insufficient revenue to make the types of investments successful communities require, including investments in education, transportation, safety, clean water, and a thriving downtown. The Economic Development Chapter provides a framework for public investment in economic development activities consistent with the overall goal of “pursuing economic development that brings good jobs to the area and supports the vitality of its industrial areas, downtown, and neighborhood business districts.”

Key Accomplishments

- ThedaCare Regional Cancer Center represents \$44M investment in a building expansion project on East Capitol Drive east of Ballard Road south of interstate 41. The project was completed in 2016.
- Neenah Papers invested over \$70M in a new building, new equipment, and existing building renovations over the period 2015-2016.
- Woolen Mill Lofts (60 units planned) will convert a vacant, century-old woolen mill into a mix of market rate and affordable housing.
- RiverHeath (41 housing units; 36 additional units under construction): RiverHeath is located in downtown Appleton, Wisconsin, on the Fox River just below the College Avenue bridge. A \$12M, 95-room Courtyard by Marriott hotel is also planned at Riverheath.
- Union Square (50 units): Union Square, which opened winter 2015, is an affordable living community of 2 and 3 bedroom apartment homes and 3 bedroom townhomes.
- Eagle Flats (124 units): The Eagle Flats development is a multiphase development located just south of Appleton's downtown. Riverwalk Place (70 units) and the Landing (54 units) are already constructed; additional construction is planned.
- The City's Northeast Business Park, over 660 acres, has sold out of lots remaining in City ownership. This business park opened in 1959 with the first land sale to Ray-O-Vac.
- The Fox Cities Exhibition Center is planned to be constructed in 2017. The center is expected to draw many people to the Fox Cities and generate an average of \$6.5 million in new visitor spending to the Fox Cities each year.

Economic Development Trends

Several emerging trends will help to shape Appleton's future economy and the economic development programs and policies the City employs to ensure its vitality. This discussion is meant to evaluate long-term trends rather than simply the current economic situation.

Globalization

Supported by low shipping costs, favorable trade agreements, and advancements in telecommunications, an ever-increasing number of products are flowing freely across national borders. While this has expanded markets for some products, it has also made some Appleton-area industries, such as paper and machinery manufacturing, vulnerable to low-wage foreign competition.

Among those manufacturers who seek to be competitive while maintaining their local production facilities, the prevailing strategy has been to focus on market niches or to attempt to substitute technology for labor in an effort to boost productivity. This presents a challenge for economic development programs. Many of the tools available for business assistance are based on federal and state programs that have job creation requirements as a condition of eligibility. A business



that is investing in new production technology may not be creating jobs, and may in fact be eliminating some in order to remain competitive. This can leave local economic development organizations with few tools to assist companies looking to make such investments.

Running counter to globalization, there has been a growing push to “buy local” from both business and consumer groups. Whether aimed at consumers buying locally-made products from locally-owned stores, or businesses purchasing goods and services from local suppliers, the idea is to maintain as much money as possible within the local economy.

Manufacturing vs. Services

Primarily because of the well-publicized loss of jobs, there is a general perception that manufacturing has been in a long-term decline in the United States. This is true of some segments of the sector, but not all. Overall, manufacturing output has increased due to productivity gains, even while aggregate manufacturing employment has shrunk. Among those sectors that are declining or threatened, the challenges faced by American manufacturers may be attributed to competition or to structural changes, or both. Printing is a locally-important industry that is to some extent being supplanted by electronic media. Machinery manufacturing has proven to be susceptible to low-cost foreign competition. Paper manufacturing faces both concerns – declining demand along with competition from Asian countries. However, despite these headwinds, manufacturing continues to play a strong role in the Appleton economy, with overall manufacturing output as measured by real GDP remaining steady over the past decade.

Service employment overtook manufacturing and has been seen as the source of future job growth in the United States. Once thought to be secure from foreign competition, services have now begun to be “off-shored” in the same way that manufacturing jobs were twenty years earlier.

Creative Economy

In the 1990’s a researcher by the name of Richard Florida put forward the idea that future economic growth would be largely attributed to a “creative class” of people who comprise a knowledge-based, instead of product-based economy. The creative class does include the artists that are frequently mentioned, but it is largely made up of professions such as engineers, designers, writers, programmers, scientists, and others. Other work by Florida has demonstrated that a critical subset of the creative class is that comprised of fine, performing, and applied artists. His “Bohemian index”—the share of employment in arts occupations—is strongly associated with new firm formation and high-tech specialization in metropolitan areas.

People in these occupations are drawn to a handful of places. The presence of major research facilities is one factor in determining where these places will be, but other considerations include quality of life amenities that may include natural features or offer a vibrant urban lifestyle. The City of Madison is one Wisconsin community often cited as a magnet for the creative class, but the U.S. Department of Agriculture’s Economic Research Service has prepared county-level data that show several other Wisconsin places as leading creative class destinations. The following table contains data on county rankings among all of the



Figure 1 In 2016, Pulse Young Professionals Network organized the Fox Cities first night market.

United States and Wisconsin Counties, for both their share of overall creative class employment and for their share in the arts-related subset.

Creative Class County Rankings, 2000 and 2010

	Creative Class Rank - US			Creative Class Rank - Wisconsin		
	2000	2007-2011	Change	2000	2007-2011	Change
Outagamie County	507	701	-194	7	14	-7
Winnebago County	586	667	-81	13	11	+2
Calumet County	783	502	+281	19	7	+12
	Arts-Related Rank - US			Arts-Related Rank - Wisconsin		
	2000	2007-2011	Change	2000	2007-2011	Change
Outagamie County	648	1121	-473	21	28	-7
Winnebago County	266	592	-326	4	11	-7
Calumet County	784	949	-165	28	21	+7
<i>Source: U.S. Department of Agriculture, Economic Research Service, share of total county employment in creative occupations and in arts occupations</i>						
<i>US ranking is based on 3,136 counties; Wisconsin ranking is based on 72 counties</i>						

The data in this table indicate that the three counties in which Appleton lies are all in the top 50% of counties for creative class and arts-related employment in the country and the State.

In response to these theories of economic growth, many communities have prepared economic development strategies that attempt to create an environment that is attractive to creative class workers. This usually takes the form of promoting vibrant mixed-use neighborhoods, parks and other recreational facilities, cultural venues, and other urban amenities.

With both a well-established arts, culture, and entertainment scene, as well as an emerging nationally recognized music scene, Appleton is well positioned to retain and attract innovative, creative workers.

Entrepreneurship

Economic development is increasingly focused on promoting entrepreneurship. The 2016 Kauffman Growth Entrepreneurship Index, an indicator of how much entrepreneurial businesses are growing, rose in 2015 for the third year in a row, suggesting that business growth has largely recovered from its Great Recession slump. Several facts may suggest a coming surge in entrepreneurial activity.

- The population is aging, and contrary to popular belief, the highest rates of entrepreneurship are among those people between the ages of 55 and 64.
- The 20-34 age bracket has the lowest rate of entrepreneurial activity.
- Business formation rates are also higher among recent immigrants.

Common practices adopted to encourage entrepreneurship include facilitating networking and collaboration, improving access to financing, providing training and education, offering supportive services such as incubators and technical assistance, and adopting favorable public policies. Most of the entrepreneurial programs that have been created are focused on a set of targeted industry sectors, such as high technology, manufacturing, or in some cases retail businesses.

The most common entrepreneur, however, is a solo individual often starting a business within their own home. This includes a group of people recently termed “pajama entrepreneurs” or “third bedroom entrepreneurs”, who leverage their expertise to provide design, business and technical consulting, business management, and other services.



As mentioned above, the highest rates of entrepreneurship are among those people between the ages of 55 and 64. Other common entrepreneurs may include those 65 years and older. They represented 12.9% of the U.S. population in 2010. By 2030, their number will reach about 72.1 million, more than twice their number in 2000. People 65+ represented 12.4% of the population in the year 2000 but are expected to grow to be 19% of the population by 2030.¹ Many seniors over 50 are looking to reboot their careers and lives.²

A different set of programs may be needed to foster development of this group. The few programs targeting these entrepreneurs focus on helping them get additional work, providing business support services, and providing locations where they can conduct business functions, including amenities such as broadband access, meeting rooms, teleconferencing equipment, and general office equipment.



Figure 2 Long Cheng Marketplace, 1804 S. Lawe St., is a place for all businesses and vendors from restaurants, clothing retailers, beauty and small businesses.

Urban Sprawl

Urban sprawl receives a great deal of attention for its role in dispersing economic activity and draining the vitality of downtown and neighborhood commercial districts. Within the Appleton metropolitan area, the effects of sprawl can be seen along Interstate 41, where much of the area's retail and industrial development has occurred in recent years. Appleton has been able to capture some of this growth to the north and east. To the west, development in the Town of Grand Chute has siphoned potential development from Appleton and has led to regional problems with which Appleton has to deal. One such issue is the current condition of West College Avenue, which is a gateway to Appleton's downtown. Extensive vacancies and poor aesthetics impact the viability of downtown, even though much of the street is not within the City's jurisdiction. The City created TIF District #10 in 2013 on West College Avenue to encourage investment in the corridor. The City is currently participating in a corridor study led by East Central Wisconsin Regional Planning, along with the Town of Grand Chute, to jointly review this area and to prepare a plan to address the transportation and mobility issues.

Changing housing preferences documented in Chapter 5 of this **Comprehensive Plan** point toward a returning interest in housing options within the central portion of cities. This will in turn create a demand for retail and services to support urban population growth. Areas in which this trend is being seen include the downtown and near north neighborhoods, and along the Fox River.

¹ [http://www.aoa.gov/AoARoot/\(S\(2ch3qw55k1qylo45dbihar2u\)\)/Aging_Statistics/index.aspx](http://www.aoa.gov/AoARoot/(S(2ch3qw55k1qylo45dbihar2u))/Aging_Statistics/index.aspx)

² Philip M., Burgess, "Reboot!: What to do when your career is over but your life isn't."

Financial Markets

Tightened lending practices have been a lasting outcome of the economic recession. This affects both business and consumer credit, as well as financing for development projects. Businesses have been impacted by reductions in lines of credit and higher requirements to borrow adequate funds to meet their expansion needs. Consumers are less able to borrow to fund major purchases, contributing to a drop in sales. Developers are sometimes finding it harder to secure the funds they need to invest in new construction or rehabilitation projects. For example, stringent regulatory requirements specific to condo mortgage insurance were introduced in the wake of the housing finance crisis³, which have made it more difficult to secure condo financing. These barriers are being addressed by congress, which may help stimulate demand for more condos in the future. On the other hand, tighter lending requirements for first time homeowners are helping stimulate the development of new multi-family rental housing projects. Appleton may benefit from this trend as millennials, empty nesters, and others increasingly seek out more urban housing options.

Agriculture

Several emerging trends are suggesting possibilities for agriculture and food processing in the Appleton area. Interest in new products and growing concerns about food quality are expanding the demand for specialty foods, organically-grown foods, and food that is produced locally. Appleton is situated in close proximity to major population centers in Milwaukee, Chicago, and Minneapolis, which can be a large market for local foods. Additionally, Wisconsin has the second-highest organic acreage among the states, and grows a large quantity of many organic crops. Specialty products like ginger or goat meat are often produced for ethnic populations as well as the general marketplace.

Changing Energy Landscape

The 2015 Appleton Economic Development Strategic Plan identified several key trends related to energy. Taken together the trends represent a shift in the energy landscape with significant relevance to Appleton's economy. Increased domestic energy production has resulted in lower energy prices, in turn providing a competitive advantage to US manufacturers. Increased production has also stimulated energy related transportation services and investments including expanded rail infrastructure and pipeline development across much of the Midwest including northeast Wisconsin. Locally, however, Appleton still sees a competitive disadvantage for industrial electrical services when compared to rates offered by Kaukauna Utilities. This is noticeable in the decision-making process for heavy electricity users.

The Retail Revolution

Consumers are becoming more deliberate in their shopping habits, empowered by the convenience of on-line shopping and constrained by the slow growth in levels of personal income. Demand for retail space is on the decline in most markets, with newer development taking place in central city locations where population growth has occurred. Existing retailers are responding to this trend by embracing social media, mobile payments, and unique offerings such as hands on learning opportunities for shoppers.

Community Assessment

Appleton is faced with a number of challenges and opportunities for economic development. While some of these may be short-term concerns related to the current economy, others are a result of

³ <http://urbanland.uli.org/development-business/u-s-congress-approves-less-restrictive-fha-condo-financing-program/>



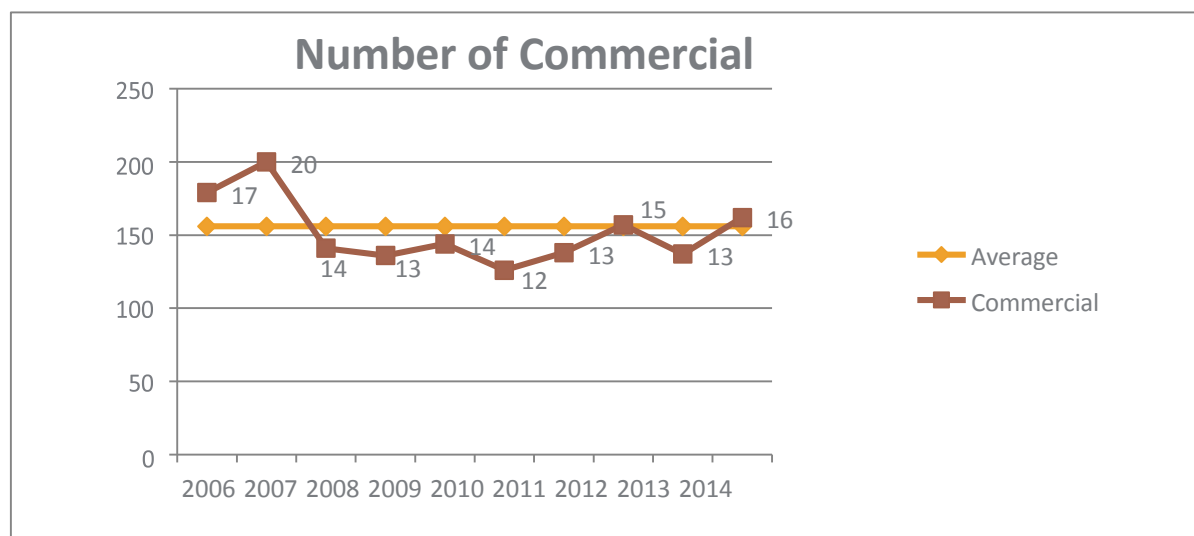
longer-term issues that the City may need to address. The information within this section of the Comprehensive Plan is intended to identify current conditions, trends, and future prospects related to economic development, and specifically with regard to business district vitality, business attraction and retention, and redevelopment. Other elements of the Comprehensive Plan, specifically the plans for the downtown, South Oneida Street, Richmond Street, Wisconsin Avenue, and the Fox River Corridor provide greater detail and direction for those areas.

Market Assessment

This section of the Economic Development Chapter is intended to document current market conditions and trends related to retail, office, and industrial land markets within the Appleton area. Due to data availability as well as the nature of these markets (which make municipal boundaries irrelevant) a regional picture is presented. Similarly, individual sub-areas of the city may have conditions that are different than the market as a whole. Where apparent, some of these are mentioned in the discussion. More detailed analysis of specific market conditions is provided in the corridor studies for South Oneida Street, Richmond Street, and Wisconsin Avenue.

Commercial Assessment

Data on commercial building permits indicates a ten year average of 158 permits. Since a high of 200 permits in 2007, permit activity fluctuated slightly below the 10-year average until 2015, when 162 permits were issued.



Source: City of Appleton 2015 Growth Report

According to the 2016 Employer Survey conducted by the Fox Cities Chamber of Commerce, 70% of businesses reported higher gross sales activity in 2015 compared with 2014, with nearly two-thirds realizing a growth in profitability. 61% of survey respondents rated the vitality of the local economy as “excellent” or “good.” 27% of businesses are planning a capital expansion in 2016.

Industrial Market Assessment

The State of Wisconsin, in its **Economic Outlook** for May of 2015, forecasts continued growth for the U.S. and Wisconsin due to strengthening job markets and lower oil prices despite the strong U.S. Dollar. Wisconsin’s unemployment rate will remain below the national level. Steady economic

growth is predicted to continue over the next 3-5 years. Manufacturing is projected to make steady positive gains at least into 2017 as it has since 2010.

There are currently 14 industrial properties listed for sale and 19 industrial properties available to lease within the City of Appleton⁴. These numbers may include properties outside of Appleton but listed with an Appleton address. Lease rates are currently clustered in a range from \$3.00 to \$9.60 per square foot, with some flex space as high as \$15.00 per square foot. Newmark Grubb Pfefferle estimates the vacancy rate in the Appleton market to be 3.4% for industrial space. Oshkosh has the lowest vacancy rate at 2.9%, while the outlying area of the Fox Cities has the highest rate at 11.9% of a total inventory of over 7.1 million square feet of space. Over 40% of the vacancies were two former manufacturing buildings, the former Plexus facility and the Mondi facility in Menasha.

Pricing on properties for sale varies considerably from a low of \$22 per square foot to a high of \$95 per square foot, depending on variables such as location, acreage, building age and condition, office space, and other considerations. Most industrial buildings are listed in a range from about \$40 to \$60 per square foot.

Given the pace of industrial development over the last several years, Appleton has a reasonable supply of industrial land in the Southpoint Commerce Park to accommodate its future needs over the next decade or more. Added to the available supply of land, there are several industrial buildings on the market, and this supply is expected to remain constant over the near term. With much of Appleton's growth originating from small establishments (under 10 employees) a majority of the required space can be expected to be in small or multi-tenant flex buildings. In addition to the business parks, these may be available within the city's neighborhood business districts. Appleton is also well positioned to meet demands for larger industrial sites as well. It is one of the few cities in the Fox Cities with available industrial sites of 20 or more acres.

Overall, there has been virtually no speculative building for warehousing in the Fox Cities in many years. Quality warehousing of 50,000 square feet or more is in short supply and many former manufacturing facilities do not necessarily lend themselves well to warehousing requirements. There has been some new construction of warehousing and manufacturing in the area, but most of the space that the companies vacated has been filled. We look for low vacancies in the industrial market to be the norm as the economy continues to grow.

Office Market Assessment

The office vacancy rate in the Appleton/Oshkosh market area was 9.5 % in the third quarter of 2015. This rate has been slowly coming down over the past few years with continued absorption of existing office. There has been very little new office space constructed except for Navitus off of Richmond Street and Evergreen Drive and medical office on the Encircle campus off of Capitol Drive. Some office development has taken place in Neenah and Menasha recently as well. One Menasha Center, a \$12.6M, eight story office tower, was constructed in 2015 in Menasha, and a \$6M office tower is planned for Neenah. There has been no speculative building in the Fox Valley for many years. The lowest areas of vacancy in the Fox Cities are on the east side of Appleton and Oshkosh. The east side has a 6.7% vacancy while Oshkosh came in at 5.9% vacant.

⁴ Inwisconsin.com, May 2016



The Downtown, west side and outlying areas have vacancy rates of 11.3%, 11.3% and 11.0% respectively. Current leasing activity in the marketplace should provide additional absorption within the next 12 months.

There is a notable shortage of larger office properties exceeding 25,000 square feet in the area. As a result, there are several build-to-suit opportunities being offered on vacant parcels both on the west and north sides of Appleton. Based on these statistics, the Appleton market is performing relatively well. We expect office vacancies to continue to decline slowly over the next 12 months pending any significant downsizing from major area employers.

According to the Multiple Listing Service, there were 55 office properties listed for lease in the Appleton market in May 2016. These included a variety of building types, from downtown storefronts multi-level buildings to neighborhood commercial space to new buildings in the City's business parks. Of the 55 properties for lease, only five of them were larger than 15,000 sq. ft, ranging between 16,000 sq. ft. and 80,000 sq. ft. Fifty properties were 12,000 sq. ft. or less, with a majority of those approximately 2,000 – 3,000 sq. ft.

Office properties for sale totaled 38 as of May 2016. Similar to properties for lease, office space for sale is on the small side, with only a handful of properties exceeding 10,000 sq. ft.

Office uses may be developed within several places in the community. The downtown chapter of this plan has identified opportunity to develop office space north of College Avenue where there seems to be a significant amount of underutilized space. However, it should be noted that trends in utilizing office space see fewer individual offices, more meeting space and accommodations for more employees to be working remotely.

Retail

There are 45,371 people working in the City of Appleton. Of those, 35,287 live outside the City and come in to Appleton to work. Only 10,084 people who work in the City also live in the City. There are also 25,739 people who live in the City of Appleton and work outside.

As of 2015, ESRI reports 3,149 businesses in the City of Appleton. Of those, 20.7% have an SIC code classification under Retail Trade. When a 10-minute radius from downtown is examined, the retail potential for sales within that area is \$1,328,810,723. Actual sales in a 10-minute radius from downtown is \$1,794,569,002. This indicates over \$465 million of sales coming in from outside that 10-minute radius. As a regional shopping destination, this impact is not surprising.

Current retail vacancy data for the whole of the Appleton market is not available. Downtown Appleton has an estimated retail vacancy of 20% of the number of retail spaces vacant.

There are currently 28 retail properties listed for sale and 44 for lease within Appleton and the immediate area (having an Appleton address). Rents range from \$3 to \$22 per square foot, with the size of lease spaces starting around 800 square feet and extending up to 51,000 square feet.

Sites for retail development can be found within most of the City's commercial districts. In the case of established



Figure 3 The concept of a Public Market was discussed during the planning process. Additional study is needed to determine feasibility.

areas, this would include redevelopment sites. A concern, however, is that there is already an imbalance between the market demand and the space available, where the supply of space outstrips market demand, particularly within certain commercial areas. At least within the South Oneida Street, Richmond Street, and Wisconsin Avenue corridors, redevelopment may at times have a goal of reducing the amount of commercial space available. A similar strategy may be employed in other areas when warranted.

Industry Analysis

The Issues and Opportunities Element (Chapter 4) of the **Comprehensive Plan** includes data related to the composition of Appleton's economy. In 2015 there were a significantly higher number of jobs in services (18,541) than there were in goods producing industries (7,600). Most of the growth in the number of jobs between 2005 and 2015 was also within the service sector. Of particular note, Appleton has a strong and growing specialization in professional, scientific, and technical jobs. Its growth rate (37 %) was the most active in a positive direction over the past decade. Manufacturing gained jobs, during this period, but only approximately 70 jobs.

With workforce shortages plaguing employers across the country, it is important to understand Appleton's employment and workforce profile. Average household income for Outagamie County is between \$68,000 and \$82,900, according to the Wisconsin Department of Workforce Development.

The county's unemployment rate is presently at its lowest point in more than a decade. This is also true of the state, as a whole, which highlights common issues. The county's labor force has remained virtually unchanged over this period suggesting that individuals are finding employment more rapidly than new entrants are added.

Outagamie County's labor force participation rate has largely stabilized over the past two years and remains significantly higher than either the state or the national rate.

Employers in many of Outagamie County's industry sectors continue to pay wages that approach but are below state averages. The county annual average wage of \$42,628 is 2.8 percent below the state average and has increased by 2.9 percent over the past year, exceeding the rate of inflation over the same period. It is difficult to ascertain whether wages have increased over this period among individuals in similar roles or if wages have increased by a more significant degree due to individuals changing roles either within or between organizations.

The largest difference between Outagamie County and Wisconsin annual average industry wages can be found in the Construction sector, where local wages are nearly three percent higher than the state average. This difference can be generally accounted for by variations within the industry with a higher share of workers in Outagamie County working for a concentration of large regional and national commercial contractors. It is also important to note that wages in this sector are strongly influenced by activity across the country.

Employment across all industries in the Bay Area Workforce Development Area (Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Menominee, Oconto, Outagamie, Shawano and Sheboygan Counties) is expected to grow by nearly eight percent between 2012 and 2022, or slightly less than 25,000 workers. This projection only forecasts levels of filled positions rather than potential demand. This further supports the earlier assertion that the availability of labor throughout the region may be actively constraining employment growth. As the region's population continues to age and growth slows this will continue. The most significant growth is



expected Health Care Practitioners and Technical Occupations (19.5%) and Legal Occupations (16.8%) industry sectors. Growth in a number of other industry sectors is also significant.

Target Industries

Two studies conducted since 2010 identified target industries for Appleton. With a focus on the Fox Cities as whole, the 2011 *Ignite Fox Cities: A Blueprint for Economic Prosperity* report identified the following sectors as optimal targets for local economic development efforts:

- Advanced Manufacturing
 - Packaging
 - Paper
 - Electronics
 - Specialty Machines
- High Quality Business Services
 - Insurance
 - Finance
 - Engineering
 - Architectural
- Food and Beverage Processing
 - Dairy/Cheese
 - Grains
 - Frozen Foods
 - Canned Goods
- Heavy Transport Manufacturing
 - Heavy Trucks
 - Aerospace
 - Military
 - Emergency

More recently, the 2015 Appleton Economic Development Strategic Plan report identified the following target industry list below. Overlapping targets consistent with the 2011 study are bolded.

1. **Manufacturing**, including transportation equipment manufacturing and innovative technologies such as plastics and chemicals, steel pipe and tube, and measurement instrumentation manufacturing.
2. **Food and Beverage**, including processing, packaging, dairy products, and other value added agriculture.
3. **Office**, including finance, insurance, engineering, and design services.
4. Healthcare, including ambulatory health care services
5. Retail, including general merchandise, motor vehicle, grocer, specialty foods, health and personal care stores, clothing, and restaurants.
6. Logistics, including distribution, warehousing, trucking and transportation services.

Redevelopment Opportunities

The City of Appleton has identified several sites in which it would like to encourage redevelopment. For the most part, Appleton's approach to redevelopment has consisted of a



combination of reacting to redevelopment proposals from the private sector, and establishing a policy framework to facilitate redevelopment. This latter approach may include designation of neighborhood redevelopment areas or creation of tax incremental financing districts. There are few instances in which the City has taken a proactive approach to conduct land assembly or land banking for future redevelopment. These include brownfield sites located throughout the community. Brownfield sites may include industrial contamination or be related to leaking underground storage tanks.

Fox River Sites

Former industrial sites along the Fox River have been a priority for redevelopment including both public and private reuse. The City is currently negotiating a development agreement and anticipates groundbreaking for an independent senior living facility in 2016-2017. Other phases for redevelopment of the Foremost Dairy site are also planned. Other potential redevelopment sites include current and former manufacturing properties and the area within TIF District #8. These opportunities are further documented in the ***Fox River Corridor Plan*** (Chapter 13).

Downtown Sites

The area immediately north of downtown contains several vacant or under-developed properties that have been identified for potential redevelopment. This area is roughly bounded by Washington Street, Morrison Street, North Street, and State Street. Mixed residential and commercial uses are appropriate for this area.

The south end of Morrison Street has also been identified as suitable for redevelopment, not because of the conditions of the buildings in the area, but because of the potential views the site offers. Both of these sites are further discussed in the ***Downtown Plan*** (Chapter 14), including recommendations related to design and density.

West College Avenue

A large number of commercial vacancies are found along College Avenue from Badger Avenue west to Interstate 41. Given the number of affected properties and the size of some of the parcels involved, as well as the weak demand for commercial space, it may be advisable to consider alternative uses along parts of the corridor that would enhance the corridor and entrance to the City. Potential uses to investigate include higher density residential and office. This area includes land within the Town of Grand Chute as well as the City of Appleton, and may provide an opportunity for the two communities to collaborate on redevelopment approaches. Tax Incremental Financing District #10 was created in 2013 to encourage redevelopment and reinvestment in this corridor.

Commercial Corridors

Appleton has identified three commercial corridors for further study in the Comprehensive Plan. Detailed recommendations for South Oneida Street, Wisconsin Avenue, and Richmond Street are found in their respective chapters of the plan.

According to the 2015 Growth Report, The Wisconsin Department of Transportation (WisDOT) plans to construct a “Diverging Diamond” intersection at Hwy 441 and South Oneida Street starting in 2020. In addition, the City of Appleton plans to make updates to South Oneida St. between the Oneida Skyline Bridge to Hwy 441 in 2017-2018. These improvements will further enhance this area’s attractiveness for commercial development.



Land and Buildings

Appleton has several planned business or industrial parks along with other parts of the community in which office, retail, and industrial uses are concentrated. Over time there has been a transition in the location of industry within the city. The Fox River valley was the original location of most industries from the mid-1800's onward due to the availability of water power. Office and commerce clustered in the downtown. As electricity replaced water power industry began to move inland to locations where larger sites, highway access, or other amenities could be found. The center of retail trade shifted to the Fox River Mall after it opened in 1984. More recently, most new office construction has occurred on the north side, along Interstate 41.

Industrial Parks

The following industrial parks exist within the City of Appleton:

- Southwest Industrial Park: the Southwest Industrial Park is a well-established area generally located south of College Avenue in the vicinity of Lynndale Drive.
- Southpoint Commerce Park: the City currently has 100+ acres of fully improved land available for development in the Southpoint Commerce Park and an additional 100+ acres with planned improvements. 2015 saw increased interest in land in Southpoint. Encapsys expects to break ground this fall on a \$17 million headquarters located on just over 7 acres at this site.
- Northeast Business Park: Northeast Business Park is located south of I-41 along Capitol Drive. Highway access to Interstate 41 and Hwy 441 is a strength of this site. Currently, there are no vacant parcels at this site.

Other Development Prospects

The City of Appleton has approximately 232 single-family lots available for sale in established subdivisions, the majority of which are located on the north side. An additional 13 single family lots are anticipated to come available in the Pond View Estates subdivision in 2016. There are several acres of planned single family lots that are currently unplatted as well.

The 2015 Growth Report highlights that there is privately owned land available for office developments north of Interstate 41 along Enterprise Avenue and Evergreen Drive and privately owned industrial sites are available south of Interstate 41.

Central Business District (Downtown)

Appleton's central business district contains approximately 1.45 million square feet of commercial space. This space commands the highest rents in the metropolitan area, and enjoys one of the lowest vacancy rates, attesting to the desirability of the district as a place to conduct business. This commercial space is mostly located along either side of College Avenue and south to Lawrence Street. North of College Avenue the pattern of development becomes more fragmented, with smaller buildings and large areas of parking. These sites present excellent redevelopment opportunities further discussed in the Downtown Plan (Chapter 14).

The downtown is attractive for many reasons. It is the center of government, has a great number of restaurants and cultural venues, is adjacent to Lawrence University, is served by public transit, and houses a diverse set of businesses. Downtown is also a mixed-use neighborhood with housing, retail and services, and employment all in close proximity. It features good urban design and has a vibrant street life. Challenges for downtown include the availability and cost of providing

parking, constraints posed by the existing building stock, areas in need of redevelopment, and negative perceptions associated with bars, homelessness, and the concentration of social services in the area.

Neighborhood Commercial Districts

Neighborhood commercial uses tend to be found lining the arterial corridors, including Northland Avenue, Wisconsin Avenue, College Avenue, Calumet Street, Richmond Street, Ballard Road, and South Oneida Street. Many of the properties bordering these streets were platted decades ago, with small lots lacking adequate frontage, depth, and area to redevelop without assembly of multiple lots. Building and site conditions vary from aging commercial structures to more recently-developed, modern buildings. Some commercially-zoned lots have remained in single family residential use.

Strengths, Weaknesses, Opportunities, and Threats (SWOT)

The following is a list of strengths, weaknesses, opportunities, and threats identified for Appleton. The analysis includes information from the 2015 Appleton Economic Development Strategic Plan. The SWOT analysis helps frame economic development policies and programs for the City to adopt.

Strengths

- Businesses in the City have excellent access to inputs and utilities. Inputs include a variety of raw products available from nearby farms and forests as well as regionally via rail. Utilities include reliable, cost competitive electricity and natural gas.
- Downtown Appleton remains the political, social, cultural, and economic hub of its metropolitan area. Its efforts at revitalization have been largely successful.
- Accessible, pedestrian friendly office space in the downtown area is a magnet for office tenants.
- The region offers an exceptionally high quality of life that is very attractive to families. Good housing is affordable, schools are excellent, the community is safe, quality health care is available, and it offers many family-oriented amenities.
- Appleton has tremendous educational assets. The Appleton Area School District is one of the largest and fast growing in Wisconsin. Lawrence University and Fox Valley Technical College provide a diverse array of post-secondary educational options.
- The region possesses exceptional infrastructure assets including but not limited to the Appleton International Airport, Class 1 Rail service, I-41, US HWY 10, US HWY 45, and the deep-water port of Green Bay.
- Appleton has well-developed infrastructure. Its water treatment and wastewater treatment plants have the capacity to accommodate new growth.
- The City has a strong base of employers in diverse sectors including a concentration of manufacturing. Its locally-owned businesses have been the source of much of the metropolitan area's employment growth in recent years.
- Appleton's geographic position at the center of a 30-mile radius which includes both Green Bay and Oshkosh and points in between, is a powerful strategic advantage for



some types of businesses including retail and office occupations. In terms of manufacturing, Appleton is at the center of one of the largest, fastest growing urban centers in Wisconsin with a population of more than 400,000. Proximity to major markets means businesses in the region can reach a large customer base within a short shipping distance.

- Compared with the State as a whole, Appleton's age composition includes a relatively large number of younger, educated individuals.
- Appleton's workforce is well educated and has access to a variety of technical and professional training. There is a strong work ethic.

Weaknesses

- There is a perception that Appleton, compared with some of its neighbors, is not friendly to businesses. Concerns include lack of incentives, excessive code enforcement, and lack of clarity regarding economic development roles and responsibilities among the various public and private entities charged with the mission of promoting economic development in the City.
- The physical appearance of entry into Appleton, in particular from the Airport, presents a poor first impression of the City.
- Like most of Wisconsin, the Appleton area is experiencing a "brain drain" of college-educated young people. The same quality of life that appeals to families may not offer what these individuals prefer. Additionally, the area may not offer the job prospects found in cities like Chicago and Minneapolis.
- An aging work force, particularly in skilled manufacturing, may threaten the competitiveness of the region.
- Expansion on the City's north side will require investment in considerable new infrastructure for roads, water supply, and wastewater collection, as well as investments in services such as police and fire protection, and parks. The cost of providing and maintaining new infrastructure to growing areas of the City must be fiscally sustainable over the long-term.
- Air transportation connections are seen as good, but not great.

Opportunities

- There is a sizable component of creative class residents in the Appleton area. Future economic activity may be closely linked to this demographic.
- The Mile of Music annual music festival has put Appleton on the map. There is an enormous opportunity to leverage the positive exposure to retain and attract young talent within the City.
- Residential growth on the city's north side will create a need for additional commercial activity.
- Growing cooperation among area communities may help in tackling issues that cross municipal borders, such as conditions on College Avenue.



- The Appleton region continues to have a strong agricultural sector. Growing interest in specialty, organic, and locally-grown foods provides an opportunity for growth in food product manufacturing.
- Redevelopment sites along the Fox River and in the downtown area present an opportunity to create vibrant mixed-use centers that will draw residents and visitors back to the city center.

Threats

- Urban sprawl in the metropolitan area is spreading the population base, creating rival commercial centers, and sapping economic activity from the central city.
- Capturing the City's fair share of regional growth will continue to be a challenge as neighboring municipalities grow and incorporate, and towns now have the ability to create TIF Districts to encourage development outside of the urbanized area.
- As the Fox Cities grow, intergovernmental cooperation will become more of a challenge in an increasingly urbanized environment.
- The city's manufacturing base is threatened by changes in demand and competition from overseas, as well as the consolidation occurring within the industry.
- The housing stock in older central city neighborhoods can deteriorate over time. Maintaining a mix of incomes in healthy neighborhoods adjacent downtown is a challenge.

Economic Development Programs and Partnerships

Appleton partners with organizations in the City and region that help to promote economic development. A number of local, regional and state programs also exist which help foster economic development in the City. The Economic Development Strategic Plan lays out a framework for economic development in the City. Partners, programs, and the Economic Development Strategic Plan are described in further detail the sections below.

Economic Development Partnerships

The City of Appleton works in partnerships with many local, regional, and state organizations to promote economic development. The following are some of the City's strategic partners.

- Appleton Downtown, Inc.
Appleton Downtown, Inc. (ADI) is a not-for-profit community coalition dedicated to an economically strong, safe, attractive, and exciting downtown. ADI works with the City of Appleton to recruit new businesses and retain existing businesses in the downtown. The organization conducts programming (such as the farmers markets and downtown concerts), conducts marketing, and provides on-on-one assistance to business. It maintains an economic development committee to administer its façade grant program, recruit new businesses, conduct business retention efforts, and address issues affecting the economic growth and stability of the downtown.
- Calumet County
The county economic development program assists existing businesses and new businesses through low interest loans, grants, technical assistance, workforce training, and other types of assistance needed.



- **Fox Cities Chamber of Commerce**

The Chamber represents the cities of Appleton, Kaukauna, Menasha and Neenah; the towns of Buchanan, Clayton, Grand Chute, Greenville, Harrison, Kaukauna, Menasha, Neenah and Vandenbroek, and the villages of Combined Locks, Hortonville, Kimberly, Little Chute and Sherwood. The Fox Cities Chamber plays a leadership role in regional economic development efforts in Northeastern Wisconsin, through partnerships with local units of government, private industry, and State and regional agencies.
- **Fox Cities Convention and Visitors Bureau**

The Fox Cities Convention and Visitors Bureau (CVB) is an economic development organization that seeks to boost tourism and visitation to the area through sales, marketing and destination development. In addition to its media and event promotional efforts, the CVB is a partner in developing local resources such as the future Fox Cities Exhibition Center. The organization is funded primarily by hotel room tax collected by its 18 supporting municipalities.
- **Fox Cities Regional Partnership**

The Fox Cities Regional Partnership is an organization committed to helping businesses locate and expand in the Fox Cities Region, and supported by public and private sector partners from around the region. The organization was founded in 2012 as an affiliate of the Fox Cities Chamber of Commerce.
- **The New North**

The New North is a regional partnership made up of private and public sector partners from 18 counties in northeastern Wisconsin. It is supported by over 100 private investors in the region and state. These investors provide vital resources, talent and support to the New North organization in order to promote the New North region. It is established as a non-profit corporation with a mission to “harness and promote the region’s resources, talents, and creativity for the purpose of sustaining and growing our regional economy.” The New North accomplishes this by fostering regional collaboration, focusing on targeted growth opportunities, supporting an entrepreneurial climate, encouraging educational attainment, encouraging and embracing diverse talents, and promoting the regional brand.
- **Northeast Wisconsin Regional Economic Partnership**

NEWREP was originally created to administer the technology zone tax credit program for the New North region, although its members have pursued other initiatives having a regional impact. Founded in 2002, the organization is comprised of representatives from 16 counties and the Menominee Tribe. This group provides hands-on support and programming for existing and prospective New North businesses. NEWREP’s focus is on businesses engaged in research and the development of advanced products, along with businesses that use advanced technology in their production, operations, or manufacturing process.
- **Appleton Northside Business Association**

The Appleton Northside Business Association (ANBA) is dedicated to improving business conditions on Appleton’s north side. This is accomplished through regular meetings, networking opportunities, participation in community improvement efforts, and government affairs.

- **Outagamie County**
Outagamie County's economic development efforts are coordinated through the Planning Department. The County participates in regional efforts to promote the economic opportunities in the Fox Cities, and through the Greater Outagamie County Economic Development Corporation (GOCEDC), which covers the remainder of Outagamie County located outside the Fox Cities area. The GOCEDC was formed in May 1997 by communities and organizations interested in the economic development of the smaller communities that lie outside the urbanized Fox Cities region.
- **Service Corps of Retired Executives**
As "counselors to America's small business", the Service Corps of Retired Executives (SCORE) is a nonprofit association dedicated to entrepreneur education and the formation, growth and success of small businesses. SCORE members serve as counselors, advisors, and mentors to aspiring entrepreneurs and current business owners, providing free counseling and low-cost workshops within the Fox Cities. Working and retired executives and business owners donate their time and expertise as business counselors. Services are available to anyone looking to start a business or a current business owner looking for some new ideas and support. Assistance provided includes help with developing a business plan, marketing ideas, financial resources, and professional contacts.
- **The Venture Center**
Located at the Fox Valley Technical College, the Venture Center seeks to link education, businesses, and economic developers to foster business start-up and growth. The center provides a number of programs directed to entrepreneurial training, business education, and corporate innovation.
- **Winnebago County**
Winnebago County promotes economic development through the Winnebago County Industrial Development Board, which is a function of the Planning Department. The Industrial Development Board conducts promotional and marketing efforts and administers the county's business incentive programs.
- **Wisconsin Economic Development Corporation (WEDC)**
WEDC is Wisconsin's primary economic development agency. It provides a variety of assistance including business and community development programs, industry advancement, export assistance, minority and start up business assistance.
- **Wisconsin Department of Administration (DOA)**
The DOA administers the Community Development Block Grant (CDBG) program, which is used to support a variety of housing, community, and economic development programs.
- **Wisconsin Housing and Economic Development Authority (WHEDA)**
Created in 1972 by the Wisconsin Legislature as an independent authority, WHEDA works closely with lenders, developers, local government, nonprofits, community groups and others to implement its low-cost financing programs including affordable rental housing.

Initiative 41

Initiative 41 was formed as a result of large-scale layoffs by Oshkosh Corporation in 2012-13 that impacted much of East Central and Northeast Wisconsin. The layoffs were a result of defense



spending cuts which, in turn, created a ripple effect throughout the region as companies supporting Oshkosh Corporation also experienced significant economic hardship. This represented a negative economic impact of more than \$91 million within the region.

It was recognized that to rebuild the economic health of the area, and to prevent a similar situation in the future no matter what industry was affected, there needed to be a formal effort to create greater economic diversity by increasing collaborative efforts among business, governments, community leaders, universities and technical colleges throughout the region.

To launch this effort, a team of community and business leaders from throughout the region applied for and received a grant from the Department of Defense Office of Economic Adjustment (DoD-OEA) to:

- Identify key industry clusters that pose similar risks
- Align regional and economic workforce development strategies
- Implement strategies that would diversify our economy and reduce the impact of future economic downturns.

This grant project was developed by the East Central Wisconsin Regional Planning Commission (ECWRPC) in cooperation with numerous partners who are vested in the project outcomes and also bring their expertise and resources to the table in order to improve the overall economic 'ecosystem' within the region. Initiative 41 involves entities including the Wisconsin Economic Development Corporation (WEDC), the City of Oshkosh, University of Wisconsin Oshkosh, area technical colleges, Workforce Development Boards, city, county and regional Economic Development Corporations and Partnerships, the New North, Inc. and the Wisconsin Manufacturing Extension Partnership (WMEP)

Local Economic Development Programs

In addition to the following local economic development programs, the State of Wisconsin and other organizations may offer a wide variety of assistance programs for businesses.

- Calumet County Revolving Loan Fund
The revolving loan program is intended to create jobs within the county. Business owners may apply to receive generally small loans.
- Downtown Façade Grant (Appleton Downtown, Inc.)
Appleton Downtown, Inc. provides grants to properties located within the business improvement district (BID) boundaries. Grants must be used for projects to rehabilitate the façades of buildings.
- E-SEED Program
E-Seed is a 15-week entrepreneurial training program offered through Fox Valley Technical College to assist start up and early-stage entrepreneurs in accounting, legal, marketing and management issues. Both start-up and growing businesses benefit from the hands-on, interactive sessions that provide practical tools to prepare a useful business plan that can be applied immediately to business ventures.
- Industrial Revenue Bonds / Redevelopment Revenue Bonds
Appleton may issue bonds to provide funding for some projects. Wisconsin's Industrial Revenue Bond (IRB) program grants the bonding authority up to \$10 million to municipalities to issue the bonds on behalf of a business. The bonds are sold by the municipality, which in turn, lends the proceeds of the sale to the business.



- **Tax Incremental Financing**
Appleton currently has seven active tax incremental financing districts located within various parts of the community. A tax incremental financing district (TID) is a program to provide funding for specific economic development purposes within the district. Private investment within the TID leads to higher property values, and hence to additional tax revenues. These additional tax revenues are reinvested to fund public improvements that encourage new investment to occur.
- **Winnebago County Revolving Loan Program**
This program provides financing to local units of government in the County that have business or industrial development projects that provide quality job opportunities and increases the tax base of the county.

Appleton Economic Development Strategic Plan (2015)

The City's 2015 Appleton Economic Development Strategic Plan identified four economic development goals including:

- Business Attraction
- Business Retention and Expansion
- General Economic Development
- Workforce

Sixteen key actions and measures were identified to support achievement of those goals. They include:

1. Continue fast approvals and create more aggressive sales policies to drive business park purchase and construction activities, which will drive growth of tax base and jobs.
2. Create an email marketing campaign with a customer friendly web site.
3. Target highly-desirable site selectors, real estate brokers, and c-suite executives, growing the Appleton brand via website and online advertising.
4. Develop marketing campaign targeting key clusters: Office; Healthcare; Manufacturing; Food and Beverage; Retail; and Logistics.
5. Continue the visitors' attraction campaign targeting a 100-mile radius around the City with supplemental funding.
6. Conduct annual survey of businesses regarding City's customer service
7. Create a single point of entry for projects through the Community and Economic Development Department.
8. Gather testimonials from businesses as evidence of consistent government responsiveness.
9. Continue 'fast-track permitting.' Review commercial permitting processes and streamline where appropriate to assure that permits are issued in a predictable and professional manner, and customers receive clear communication.
10. Restructure permit, inspection and stormwater processes to be convenient for the consumer. Permit, water and stormwater fees need to be competitive relative to nearby communities and other communities that the City competes with for expansion and new projects.
11. Continue to conduct 40 annual site visits to key industries using business retention software to tabulate and analyze results.
12. Conduct cost-benefit analysis of completed and proposed projects.



13. Increase local food production and evidence of sales, distribution, processing and consumption.
14. Encourage and promote opportunities for executive, parent and student participation in coordinated programs with manufacturers, technology, and other key companies.
15. Assist with workforce efforts to sustain high student graduation rates, job placement.
16. Identify and implement best practices examples from neighboring communities.

Objectives and Policies

The overall goal for economic development stated in Chapter 4 is that 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.” The following objectives and policies are intended to achieve that overall goal.

9.1 OBJECTIVE: Implement the Appleton Economic Development Strategic Plan (AEDSP)

- 9.1.1 Plan for and implement the key actions and measures identified in the AEDSP.

9.2 OBJECTIVE: Grow Appleton’s business community through recruitment, expansion, and retention programs that ensure a diverse business mix and jobs that pay well.

- 9.2.1 Together with partners, prepare and implement a business recruitment program that targets site selectors and suitable businesses in manufacturing, business and professional services, retail, and other industries.
- 9.2.2 Work with the existing business community to help identify and tap opportunities for expansion.
- 9.2.3 Implement business retention program including regular business visits and monitoring of business conditions within key industry groups.
- 9.2.4 Develop a business attraction marketing campaign.
- 9.2.5 In partnership with other organizations, conduct regional retail attraction and promote neighborhood retail development.

9.3 OBJECTIVE: Create the resources and culture in which entrepreneurial development is encouraged.

- 9.3.1 Support/partner with organizations pursuing programs for entrepreneurial development comprised of networking, financial assistance, training, and supportive services for all types of entrepreneurs.

9.4 OBJECTIVE: Ensure the continued vitality of downtown and the City’s neighborhood commercial districts.

- 9.4.1 Implement the recommendations found in the Downtown Plan.
- 9.4.2 Implement the recommendations adopted in the corridor plans for South Oneida Street, Richmond Street, and Wisconsin Avenue. Consider updates to these corridor plans and/or creating plans for other key corridors, as needed.
- 9.4.3 Monitor business activity and physical conditions within Appleton’s business districts on a regular basis to provide early identification of issues that may need to be addressed.



- 9.5 OBJECTIVE: Encourage new development and redevelopment activities that create vital and attractive neighborhoods and business districts.**
- 9.5.1 Ensure a continued adequate supply of industrial and commercial land to sustain new business development.
 - 9.5.2 Proactively acquire property targeted for redevelopment and develop a land bank to assist in property assembly with a focus on corridors, the downtown, and areas identified as business/industrial on the Future Land Use Map.
 - 9.5.3 Ensure quality development by requiring that all new construction meets or exceeds the minimum design criteria determined appropriate for the area in which the site/building is located.
- 9.6 OBJECTIVE: Create a vibrant environment that is conducive to attracting and retaining talented people.**
- 9.6.1 Continue the City's efforts to expand and improve its amenities such as trails, parks and recreation, the Fox Cities Performing Arts Center, the Appleton Public Library, Fox Cities Exhibition Center, sporting facilities, and other cultural or civic offerings.
 - 9.6.2 Encourage the creation of vibrant mixed-use urban areas in the downtown and along the Fox River that are both walkable and bicycle-friendly.
 - 9.6.3 Support efforts to retain graduating Lawrence University students within the community.
- 9.7 OBJECTIVE: Work collaboratively with other municipalities, organizations, and private entities to advance the economic development of the entire region.**
- 9.7.1 Continue the City's involvement and support for regional economic development organizations such as Fox Cities Regional Partnership and New North.
 - 9.7.2 Continue to collaborate with neighboring communities on economic development issues that cross jurisdictional boundaries, such as commercial vacancies along College Avenue.
 - 9.7.3 Support the I-41 Initiative in order to fully leverage regional assets and promote Appleton's position as an important transportation hub with easy access local and regional markets.
 - 9.7.4 In partnership with the Fox Cities Convention & Visitors Bureau, continue to support local and regional tourism development efforts.
- 9.8 OBJECTIVE: Continue supporting educational partnerships and workforce development**
- 9.8.1 Support existing and new education-workforce partnerships. Encourage partners to engage in career awareness and organize target business programs.
 - 9.8.2 Assist in promotion of business alliances in high school and Fox Valley Technical College around key regional clusters.
- 9.9 OBJECTIVE: Enhance Appleton's brand as a location to do business**
- 9.9.1 Consider undertaking full branding strategy to refine the Appleton brand.

