



# 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.*

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Monday, January 9, 2017

4:00 PM

Council Chambers, 6th Floor

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1. Call meeting to order
2. Roll call of membership
3. Approval of minutes from previous meeting  
[17-006](#) City Plan Minutes from 12-12-16

**Attachments:** [City Plan Minutes 12-12-16.pdf](#)

#### 4. Public Hearings/Appearances

#### 5. Action Items

- [17-007](#) Request to approve Extraterritorial Final Plat for White Hawk Meadows North 3 located in the Town of Grand Chute as shown on the attached maps

**Attachments:** [StaffReport\\_WhiteHawkMeadowsNorth3\\_ExtraFinalPlat.pdf](#)

- [17-008](#) Request to approve Extraterritorial Final Plat for Edgewood Acres Third Addition in the Town of Grand Chute as shown on the attached maps

**Attachments:** [StaffReport\\_EdgewoodAcresThirdAddn\\_FinalPlat\\_For01-09-17.pdf](#)

[16-1757](#)

## Resolution #11-R-16 - Alderperson Siebers

Whereas the R3 and CBD zoning of the 200 block of North Fair Street does not reflect the present usage of the properties along this street  
Whereas the zoning of the properties of the 200 block of North Fair Street was done by the City in 1994, likely in hope that it would generate future development reflective of the zoning

Whereas no development on this block has taken place since the rezoning and those who own houses on this block, along with their alderperson, are not aware of any possible development pending in the near future

Whereas the property owners on the 200 block of North Fair Street desire that their properties be properly zoned according to their usage  
Therefore, be it resolved, that the zoning of the properties in the 200 block of North Fair Street reflect the present usage of said properties.  
Be it further resolved, that the Community & Economic Development Department identify other areas similar to the 200 block of North Fair Street, as it pertains to zoning, and if it is the desire of the property owners, properly zone these properties according to their usage.

*Referred to the City Plan Commission*

**Attachments:** [Staff Report Resolution #11-R-16 Siebers 2016.pdf](#)

**Legislative History**

11/7/16            City Plan Commission            referred  
*City Plan Commission referred to staff.*

**6. Information Items**[17-009](#)

Review Proposed Amendments to the City of Appleton 2010-2030 Comprehensive Plan as part of the 2016 Comprehensive Plan Update (Draft Chapters 10-12 and 18)

**Attachments:** [Timeline\\_PC+CCApproval\\_Draft11-07-16.pdf](#)

[SummaryMemoChapter10\\_CompPlanUpdate\\_12-21-16.pdf](#)

[10\\_LandUse\\_FINAL\\_12-30-16.pdf](#)

[10\\_LandUse\\_FutureLandUseMapAnnotated\\_12-30-16.pdf](#)

[SummaryMemoChapter11\\_CompPlanUpdate\\_11-21-16.pdf](#)

[11\\_IntergovernmentalCooperation\\_FINAL\\_12-28-16.pdf](#)

[SummaryMemoChapter12\\_CompPlanUpdate\\_12-30-16.pdf](#)

[12\\_Implementation\\_FINAL\\_12-30-16.pdf](#)

[SummaryMemoChapter18\\_CompPlanUpdate\\_12-30-16.pdf](#)

[18\\_ParkAndRecreationMasterPlan\\_FINAL\\_12-30-16.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.*

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Monday, December 12, 2016

4:00 PM

Council Chambers, 6th Floor

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1. Call meeting to order

**Meeting called to order at 4:00 p.m.**

2. Roll call of membership

**Present:** 6 - Dukelow, Mayor Hanna, Buetow, Lobner, Uslabar and Rabec

*Others present:*

*Aldersperson Vered Meltzer, District #2*

*Aldersperson Patti Coenen, District #11*

*Andrew Dane, Short Elliott Hendrickson*

*Steve Rosenbeck, Press Color*

*John Roberts, NGP*

*Patrick Connor, Newmark Grubb Pfefferle*

*Kara Homan, Outagamie County*

*Grace Flatau, Fox Valley Lutheran High School*

*Halie Nabbefeld, Fox Valley Lutheran High School*

*Camille Kagen*

*Alex Schultz, Sculpture Valley*

3. Approval of minutes from previous meeting

[16-1880](#)

City Plan Minutes from 11-21-16

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

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

**Motion carried by the following vote:**

**Aye:** 6 - Dukelow, Mayor Hanna, Buetow, Lobner, Uslabar and Rabec

4. Public Hearings/Appearances

[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)

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

[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)

**This public hearing was held, and Alderperson Coenen spoke on the item.**

## 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](#)

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

**Aye:** 6 - Dukelow, Mayor Hanna, Buetow, Lobner, Uslabar and Rabec

[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](#)

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

**Aye:** 6 - Dukelow, Mayor Hanna, Buetow, Lobner, Uslabar and Rabec

## 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\\_Filapek.pdf](#)  
[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](#)  
[PowerPoint\\_PC\\_12.12.16.pdf](#)

**This Presentation was presented and discussed.**

## 7. Adjournment

**Dukelow moved, seconded by Lobner, that the meeting be adjourned at 4:58 p.m. Roll Call. Motion carried by the following vote:**

**Aye:** 6 - Dukelow, Mayor Hanna, Buetow, Lobner, Uslabar and Rabec



## REPORT TO CITY PLAN COMMISSION

**Plan Commission Meeting Date:** January 9, 2017

**Common Council Meeting Date:** January 18, 2017

**Item:** Extraterritorial Final Plat – White Hawk Meadows North 3 – Town of Grand Chute

**Case Manager:** Don Harp

### GENERAL INFORMATION

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**Owner:** Glen Scherwinski, Rubble Development, LLC - applicant/owner

**Applicant:** Davel Engineering & Environmental Inc.

**Address/Parcel #:** East of North Lynndale Drive (C.T.H. "A") in the Town of Grand Chute – Parcel #101030600

**Petitioner's Request:** The applicant is proposing to subdivide property under the Town's RSF zoning district for residential development. The area of this final plat is 5.2 acres which will be divided into 10 lots.

### BACKGROUND

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The Final Plat must also be reviewed and approved by the Town of Grand Chute and Outagamie County.

The Preliminary Plat was approved by the Common Council on June 18, 2014. The Common Council approved the Final Plat for the first phase on August 6, 2014 and the second phase on May 20, 2015.

### STAFF ANALYSIS

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**Existing Conditions:** This is undeveloped land located in the Town of Grand Chute, east of North Lynndale Drive (C.T.H. "A").

**Surrounding Zoning and Land Uses:** The surrounding area is under the jurisdiction of the Town of Grand Chute. The uses are generally of a residential nature.

**2010-2030 Comprehensive Plan:** The Community & Economic Development staff has reviewed the City's 2010-2030 Comprehensive Plan and determined this proposed subdivision is outside the City of Appleton's growth area.

**Review Criteria:** The Community & Economic Development staff has reviewed the Extraterritorial Final Plat in accordance with the City of Appleton Zoning Ordinance requirements for single-family residential developments. The lot sizes and lot widths for the lots in this Town of Grand Chute subdivision exceed minimum City of Appleton Zoning Ordinance requirements. The Final Plat layout is consistent with the Preliminary Plat layout.

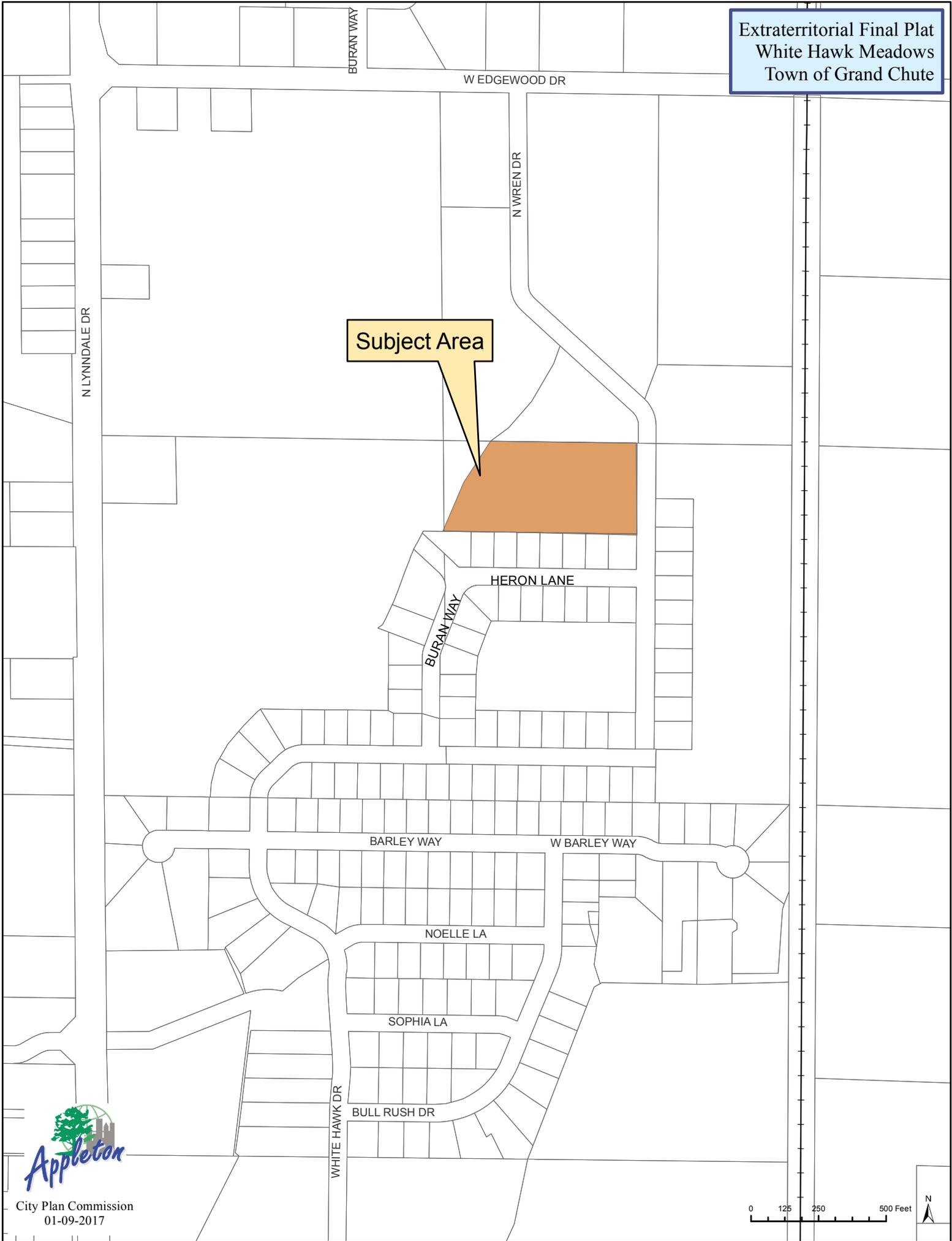
**Technical Review Group Report (TRG):** This item was reviewed by members of the Technical Review Group. No negative comments were received from participating departments.

**RECOMMENDATION**

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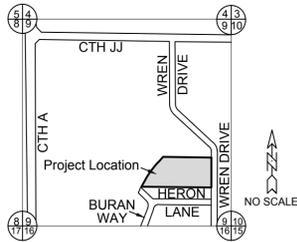
Based on the above, staff recommends that the Extraterritorial Final Plat – White Hawk Meadows North 3 located in the Town of Grand Chute, as shown on the attached maps, **BE APPROVED**.

Extraterritorial Final Plat  
White Hawk Meadows  
Town of Grand Chute



**LOCATION MAP**

NE 1/4 SEC 9, T 21 N, R 17 E,  
TOWN OF GRAND CHUTE  
OUTAGAMIE COUNTY, WI



# White Hawk Meadows North 3

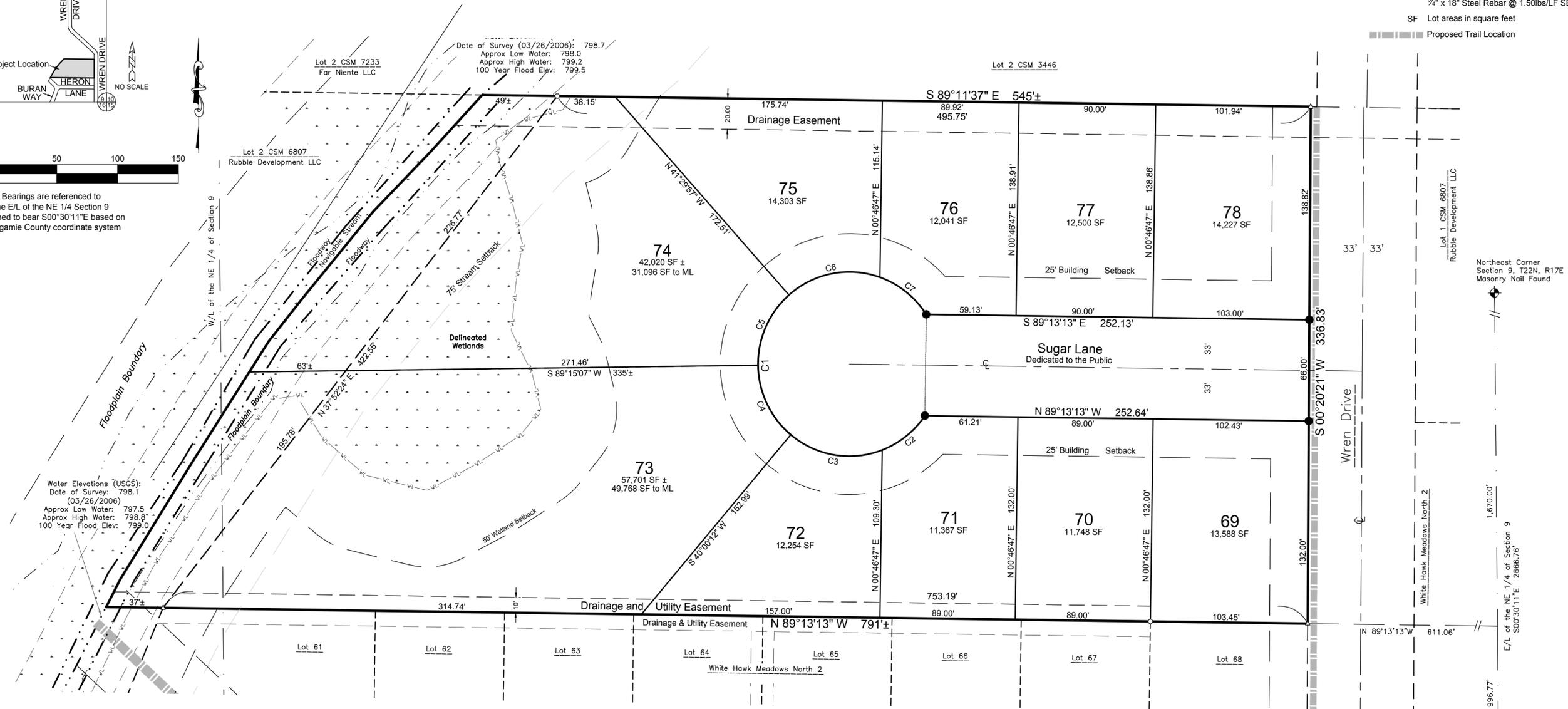
Part of Lot 1, CSM 6807, being located in part of the Southwest 1/4 of the Northeast 1/4 and the Southeast 1/4 of the Northeast 1/4, Section 9, Township 21 North, Range 17 East, Town of Grand Chute, Outagamie County, Wisconsin

**LEGEND**

- △ 1/2" Rebar Found
- 3/4" Rebar Found
- 1/4" x 18" Steel Rebar @ 4.30lbs/LF SET
- All other corners
- 3/4" x 18" Steel Rebar @ 1.50lbs/LF SET
- SF Lot areas in square feet
- Proposed Trail Location



Bearings are referenced to the E/L of the NE 1/4 Section 9 assumed to bear S00°30'11"E based on Outagamie County coordinate system



**Special Town of Grand Chute Restriction**

This subdivision Final Plat is subject to all of the requirements of Section 6.16 (E) Municipal Code of the Town of Grand Chute. The subdivider, for himself / itself, and his / its assigns, shall be responsible for all municipal improvements, including graveled and blacktopped streets, graveled road shoulders, sewer and water, curb and gutter if determined necessary by the Town of Grand Chute Board of Supervisors, sewer lift stations when determined necessary by the Town of Grand Chute Board of Supervisors, dedicated and open clear water drainage easements, landscaping and street lighting. Pursuant to Section 6.16 (E) Municipal Code of the Town of Grand Chute, the Town of Grand Chute reserves the right to withhold building permits for this subdivision if the above stated municipal improvements have not been completed in a timely and orderly fashion by the subdivider / owner, according to the terms and conditions of 6.16 (E). That, in addition, all subdividers and property owners are put on notice that a three hundred dollar (\$350.00) hookup contribution charge for sewer services may be payable by each lot within the platted subdivision to the Town of Grand Chute Sanitary District for sewer services. Furthermore, where decorative street lighting is requested by the owner / subdivider, the difference in cost between regular street lighting and decorative street lighting will be assessed annually to property owners within the subdivided areas, on an annual cost basis as incurred by the Town of Grand Chute, plus the Town of Grand Chute's annual interest charge; the Town of Grand Chute shall be responsible only for base and regular street lighting costs at intersections and cul-de-sacs, with any excess lighting costs as requested by the subdivider or property owners being assessed directly to the abutting property owners.

**Impact Fee Note**

There is an impact fee due on each lot in accordance with Chapter 330 Impact Fees of the Town Code of Ordinances and as listed on the most current Town of Grand Chute Impact Fee Schedule.

**Wetlands Notes**

Wetland shown on map are from the Wetlands Determination & Delineation Report, performed by Brian Bates, dated August 29, 2003.

Disturbing or filling of wetland will not be allowed with out state and local permits.

**Stormwater Facility Maintenance Note**

Maintenance of all drainage ways, including easements as indicated on the plat and along side and rear lot lines which convey storm water runoff as indicated on the Drainage Plan, and associated structures within the subdivision or serving the subdivision is the sole responsibility of the property owners of the subdivision unless noted on the plan.

Upon failure of the property owners to perform Maintenance of the drainage ways and associated structures, the township retains the right to perform maintenance and/or repairs and shall be equally assessed to each property of the subdivision.

Unless otherwise noted, a drainage easement exists upon all existing navigable streams between the meander lines as shown.

**Geotechnical Study Statement**

A Report of Geotechnical Exploration, RVT #AG03-205, dated October 27, 2003 is on file. This report makes general recommendations based on site conditions for pavements and foundations.

**Access Restriction Note:**

Lots 69 and 78 will not be granted access on to Wren Drive.

**Notes**

1. All linear measurements have been made to the nearest one hundredth of a foot.
2. All angular measurements have been made to the nearest 20 seconds and computed to the nearest half seconds.
3. All homes constructed in the Flood Fringe must meet the County flood proofing standards or a LOMA is obtained from FEMA prior to building permit being issued.
4. Lots 73-77, are located within 300 feet of a navigable stream and will require Shoreland Zoning Permit from the Outagamie County planning office.

CURVE TABLE							
Curve	Radius	Chord Direction	Chord Length	Arc Length	Central Angle	Tangent Bearing-in	Tangent Bearing-out
C1	60.00'	N 25°22'20" W	50.00'	51.57'	49°14'55"	N 49°59'48" W	N 00°44'53" W
C2	60.00'	N 51°32'43" E	35.88'	36.44'	34°47'51"	N 34°08'48" E	N 68°56'39" E
C3	60.00'	S 80°31'34" E	60.96'	63.94'	61°03'33"	N 68°56'39" E	S 49°59'48" E
C4	60.00'	S 25°22'20" E	50.00'	51.57'	49°14'55"	S 49°59'48" E	S 00°44'53" E
C5	60.00'	S 23°52'35" W	50.00'	51.57'	49°14'55"	S 00°44'53" E	S 48°30'03" W
C6	60.00'	S 79°01'49" W	60.96'	63.94'	61°03'33"	S 48°30'03" W	N 70°26'24" W
C7	60.00'	N 51°30'49" W	38.92'	39.64'	37°51'09"	N 70°26'24" W	N 32°35'15" W

There are no objections to this plat with respect to Secs. 236.15, 236.16, 236.20 and 236.21(1) and (2), Wis. Stats. as provided by s. 236.12, Wis. Stats.

Certified \_\_\_\_\_, 20\_\_

Department of Administration

**DAVEL ENGINEERING & ENVIRONMENTAL, INC.**  
CIVIL ENGINEERING CONSULTANTS

1811 Racine Street, Menasha, WI 54952  
Ph: 920-991-1866 Fax: 920-830-9595  
www.davel.pro

James R. Sehloff, PLS 2692 Date \_\_\_\_\_

File: 2968Final3.dwg  
Date: 11/17/2016  
Drafted By: Jim  
Sheet: 1 of 2  
Revision Date: Nov 17, 2016

New: 17,2016-3:00pm - J:\Projects\2968Final.dwg\Coil\_3D\2968Final3.dwg Printed by: Jim

# White Hawk Meadows North 3

Part of Lot 1, CSM 6807, being located in part of the Southwest 1/4 of the Northeast 1/4 and the Southeast 1/4 of the Northeast 1/4, Section 9, Township 21 North, Range 17 East, Town of Grand Chute, Outagamie County, Wisconsin

Surveyor's Certificate

I, James R. Sehloff, Professional Land Surveyor, hereby certify: That in full compliance with the provisions of Chapter 236 of the Wisconsin Statutes and the subdivision regulations of the Town of Grand Chute and Outagamie County, and under the direction of Rubble Development, LLC, owner of said land, I have surveyed divided and mapped White Hawk Meadows North 3; that such plat correctly represents all exterior boundaries and the subdivision of the land surveyed; and that this land is part of Lot 1, CSM 6807, being located in the Southwest 1/4 of the Northeast 1/4 and part of the Southeast 1/4 of the Northeast 1/4 of Section 9, Township 21 North, Range 17 East, Town of Grand Chute, Outagamie County, Wisconsin, containing 229.273 Square Feet (5.2633 Acres) of land, more or less, including the lands between the meander line and the centerline of a navigable stream described as follows:

Commencing at the East 1/4 corner of Section 9; thence, along the East line of the Northeast 1/4 of said Section 9. N00°30'11"E, 996.77 feet; thence N89°13'13"W, 611.06 feet, to a point on the Westerly right of way line of Wren Drive said point also being the point of beginning; thence, along the North line of White Hawk Meadows North 2, N89°13'13"W 753.19' to a meander corner lying, S89°13'13"W, 37 feet more or less from the centerline of a navigable stream; thence, along a meander line, N37°52'24"E, 422.55 feet to a meander corner, on the North line of the Southeast 1/4 of the Northeast 1/4, being N89°11'37"W 49 feet more or less from said centerline of a navigable stream; thence, along said North line, S89°11'37"E 495.75 feet to said Westerly right of way line of Wren Drive; thence along said Westerly right of way line S00°20'21"W 336.83' to the point of beginning, subject to all easements and restrictions of record.

Given under my hand this \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_.

\_\_\_\_\_  
James R. Sehloff, Wisconsin Professional Land Surveyor No. S-2692

Owner's Certificate of Dedication

Rubble Development, LLC, a limited liability company duly organized and existing under and by virtue of the laws of the State of Wisconsin, as owner, does hereby certify that said limited liability company caused the land described on this plat to be surveyed, divided, mapped and dedicated as represented on this plat.

Rubble Development, LLC, does further certify this plat is required by s.236.10 or s.236.12 to be submitted to the following for approval or objection:

Outagamie County Planning and Zoning Committee  
Town of Grand Chute  
City of Appleton  
Department of Administration

Dated this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_.

In the presence of: Rubble Development, LLC

\_\_\_\_\_  
Glen Scherwinski, Managing Member

State of Wisconsin)

\_\_\_\_\_ County) ss

Personally came before me this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_, the above owner(s) to me known to be the persons who executed the foregoing instrument and acknowledge the same.

\_\_\_\_\_  
Notary Public, Wisconsin. My Commission Expires \_\_\_\_\_

Utility Easement Provisions

An easement for electric and communications service is hereby granted by Rubble Development, LLC, grantors, to:

**WISCONSIN ELECTRIC POWER COMPANY, a Wisconsin corporation doing business as We Energies**, Grantee  
SBC, Grantee  
and  
Time Warner Cable, Grantee

Grantees, their respective successors and assigns, to construct, install operate, repair, maintain and replace from time to time, facilities used in connection with overhead and underground transmission and distribution of electricity and electric energy for such purposes as the same is now and may hereafter be used and for sounds and signals, all in, over, under, across, along and upon the property shown within those areas on the plat designated as "Utility Easement Areas" and the property designated on the plat for streets and alleys, whether public or private, together with the right to install service connections upon, across within and beneath the surface of each lot to serve improvements thereon, or on adjacent lots; also the right to trim or cut down trees, brush and roots as may be reasonably required incident to the rights herein given and the right to enter upon the subdivided property for all such purposes. The Grantees agree to restore or cause to have restored, the property, as nearly as is reasonably possible, to the condition existing prior to such entry by the Grantees or their agents. This restoration, however, does not apply to the initial installation of said underground and/or above ground electrical facilities or communication facilities or to any trees, brush or roots which may be removed at any time pursuant to the rights herein granted. Buildings shall not be placed over Grantees facilities or in, upon or over the property within the lines marked "Utility Easement Areas" without the prior written consent of the Grantees. After installation of any such facilities, the grade of the subdivided property shall not be altered by more than four inches without the written consent of grantees.

The grant of easement shall be binding upon and inure to the benefit of the heirs, successors and assigns of all parties hereto.

Rubble Development, LLC

\_\_\_\_\_  
Managing Member Date

Town Board Approval Certificate

Resolved, that the plat of White Hawk Meadows North 3 in the Town of Grand Chute, Outagamie County, Rubble Development, LLC, owner, is hereby approved by the Town Board of the Town of Grand Chute.

\_\_\_\_\_  
Chairman Date

I hereby certify that the foregoing is a copy of a resolution adopted by the Town Board of the Town of Grand Chute.

\_\_\_\_\_  
Clerk Date

Treasurer's Certificate

We, being the duly elected, qualified and acting Treasurer's of the Town of Grand Chute and Outagamie County, do hereby certify that in accordance with the records in our office, there are no unredeemed tax sales and unpaid taxes, or special assessments on and of the land included in this plat.

\_\_\_\_\_  
Town Treasurer Date

\_\_\_\_\_  
County Treasurer Date

\_\_\_\_\_  
James R. Sehloff, PLS 2692 Date

City of Appleton Approval (Extraterritorial)

Resolved, that the plat of White Hawk Meadows North 3 in the Town of Grand Chute, Outagamie County, Rubble Development, LLC, owner, is hereby approved by the Common Council of the City of Appleton.

\_\_\_\_\_  
Mayor Date

I hereby certify that the foregoing is a copy of a resolution adopted by the the Common Council of the City of Appleton.

\_\_\_\_\_  
Clerk Date

County Planning Agency Approval Certificate

Resolved, that the plat of White Hawk Meadows North 3 in the Town of Grand Chute, Outagamie County, Rubble Development, LLC, owner, is hereby approved by Outagamie County.

\_\_\_\_\_  
County Zoning Administrator Date

This Final Plat is contained wholly within the property described in the following recorded instruments:

the property owner of record: Rubble Development, LLC	Recording Information: Doc No. 1999196	Parcel Number(s): Part of 101-0306-00
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There are no objections to this plat with respect to Secs. 236.15, 236.16, 236.20 and 236.21(1) and (2), Wis. Stats. as provided by s. 236.12, Wis. Stats.

Certified \_\_\_\_\_, 20\_\_\_\_

Department of Administration 



**DAVEL ENGINEERING & ENVIRONMENTAL, INC.**  
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www.davel.pro

File: 2968Final3.dwg  
Date: 11/17/2016  
Drafted By: Jim  
Sheet: 2 of 2  
Revision Date: Nov 17, 2016



## REPORT TO CITY PLAN COMMISSION

**Plan Commission Meeting Date:** January 9, 2017

**Common Council Meeting Date:** January 18, 2017

**Item:** Extraterritorial Final Plat – Edgewood Acres Third Addition – Town of Grand Chute

**Case Manager:** David Kress

### GENERAL INFORMATION

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**Owner:** GCW Investments, LLC c/o Pat Kaster

**Applicant:** Mach IV Engineering & Surveying c/o Randy Oettinger

**Address/Parcel #:** West of North Richmond Street (S.T.H. “47”) and south of West Edgewood Drive (C.T.H. “JJ”) in the Town of Grand Chute – Parcel #102534704

**Petitioner’s Request:** The applicant is proposing to subdivide property under the Town’s RSF zoning district for residential development. The area is 36.26 acres, which will be divided into 34 lots and 4 outlots.

### BACKGROUND

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The Preliminary Plat of Edgewood Acres was approved by Common Council on March 2, 2011. The Final Plat for Edgewood Acres was approved by Common Council on January 16, 2013. The Final Plat for Edgewood Acres First Addition was approved by Common Council on November 5, 2014. The Final Plat for Edgewood Acres Second Addition was approved by Common Council on October 21, 2015.

The Final Plat for Edgewood Acres Third Addition must also be reviewed and approved by the Town of Grand Chute and Outagamie County.

### STAFF ANALYSIS

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**Existing Conditions:** The subject area consists of undeveloped land located in the Town of Grand Chute, south of West Edgewood Drive. Delineated wetlands exist on the property. Access to the development will be obtained from an extension of Indigo Lane, which will connect to West Edgewood Drive and West Elsner Road.

**Comparison between Final Plat and Preliminary Plat:** The Final Plat is similar to the Preliminary Plat in terms of its general configuration. However, several modifications have been made. The Final Plat features a horseshoe-style street (Milkweed Trail and Silk Wood Circle) instead of two cul-de-sacs. Also, the Final Plat includes additional lots east of Indigo Lane and north of Milkweed Trail.

**Surrounding Zoning and Land Uses:** The surrounding area is under the jurisdiction of the Town of Grand Chute, and the uses are generally residential and agricultural in nature. The surrounding zoning is RSF Single-Family Residential District and AGD General Agricultural District.

## **Extraterritorial Final Plat – Edgewood Acres Third Addition – Town of Grand Chute**

**January 9, 2017**

**Page 2**

**Comprehensive Plan 2010-2030:** Community & Economic Development staff has reviewed the City's *Comprehensive Plan 2010-2030* and determined this proposed subdivision is outside the City of Appleton's growth area.

**Review Criteria:** Community & Economic Development staff has reviewed the Extraterritorial Final Plat in accordance with the City of Appleton Subdivision Ordinance, as well as Zoning Ordinance requirements for single-family residential developments. The proposed lots range in size from 10,095 square feet to 264,291 square feet. Typical lot dimensions are 90 feet by 135 feet. The lot sizes and lot widths for the proposed lots in this Town of Grand Chute subdivision exceed minimum City of Appleton Zoning Ordinance requirements.

**Additional Comments:** Several issues do not impact the City, but may warrant consideration from the Town of Grand Chute and/or Outagamie County:

- The front yard setback is not shown for Lots #65 and #66, as well as Outlots #6 and #7.
- Aerial photography and the Preliminary Plat identify ponds on the property, but these features are not shown on the Final Plat. Per Section 17-12(b)(10) of the Appleton Municipal Code, the Final Plat shall show normal and high-water elevation of all ponds, streams, lakes, flowages and wetlands within the exterior boundaries of the plat.
- Outlots #3, #4, #6, and #7 are not consecutively numbered.
- The street name Silk Wood Circle does not meet the City's one word street name standard. Also, using two street names, Milkweed Trail and Silk Wood Circle, does not meet the City's street name standard for horseshoe-style streets that have a T intersection.

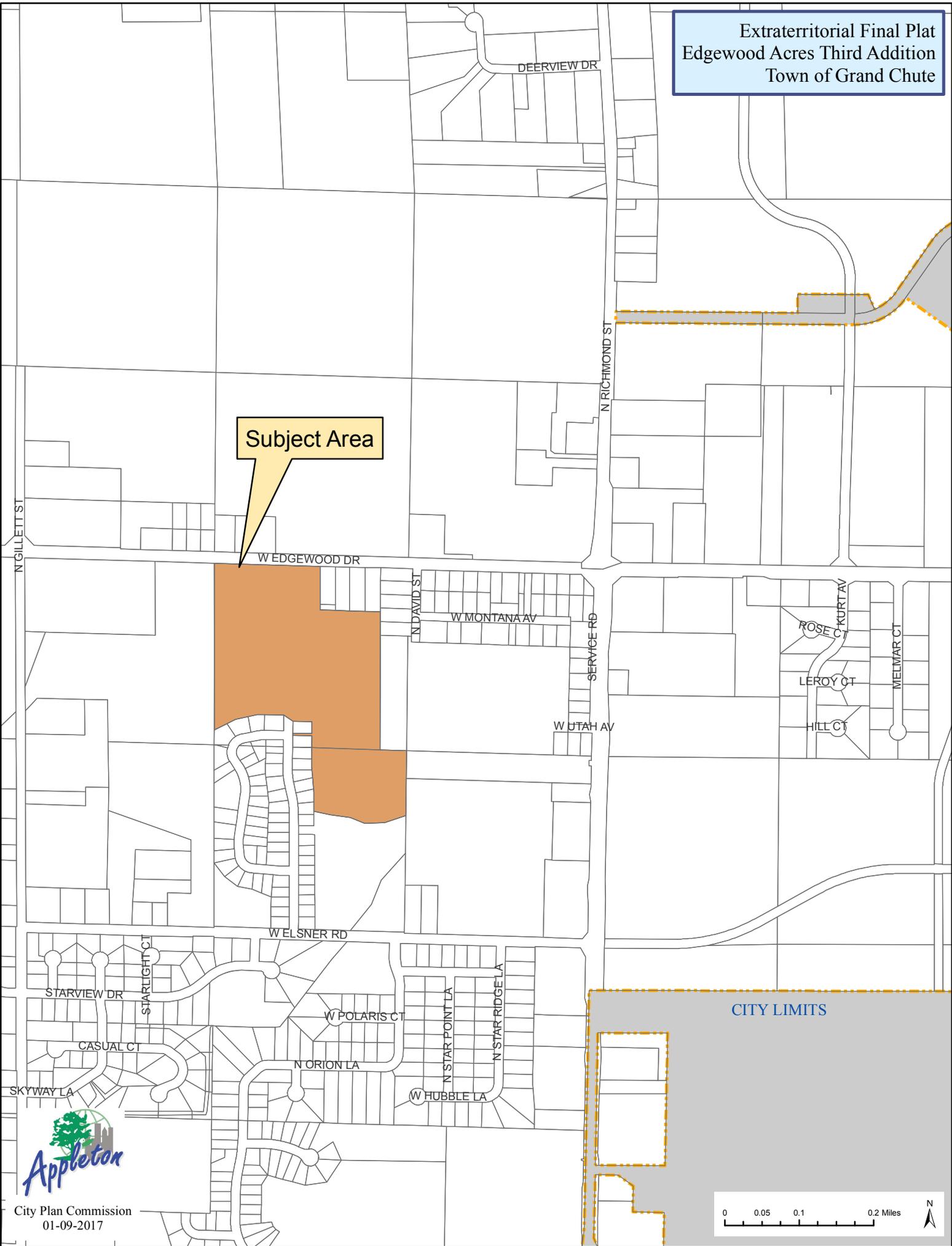
**Technical Review Group (TRG) Report:** This item was discussed at the December 20, 2016 Technical Review Group meeting. No negative comments were received from participating departments.

### **RECOMMENDATION**

Based on the above, staff recommends that the Extraterritorial Final Plat – Edgewood Acres Third Addition located in the Town of Grand Chute, as shown on the attached maps, **BE APPROVED**.

Extraterritorial Final Plat  
Edgewood Acres Third Addition  
Town of Grand Chute

Subject Area









## REPORT TO CITY PLAN COMMISSION

**Plan Commission Meeting Date:** January 9, 2017

**Common Council Meeting Date:** January 18, 2017

**Item:** Resolution #11-R-16 - Submitted by Alderperson Siebers

**From:** Don Harp, Principal Planner and Karen Harkness, Director

### GENERAL INFORMATION

**Resolution:** #11-R-16 - Submitted by Alderperson Siebers

Whereas the R3 and CBD zoning of the 200 block of North Fair Street does not reflect the present usage of the properties along this street

Whereas the zoning of the properties of the 200 block of North Fair Street was done by the City in 1994, likely in hope that it would generate future development reflective of the zoning

Whereas no development on this block has taken place since the rezoning and those who own houses on this block, along with their alderperson, are not aware of any possible development pending in the near future

Whereas the property owners on the 200 block of North Fair Street desire that their properties be properly zoned according to their usage

Therefore, be it resolved, that the zoning of the properties in the 200 block of North Fair Street reflect the present usage of said properties.

Be it further resolved, that the Community & Economic Development Department identify other areas similar to the 200 block of North Fair Street, as it pertains to zoning, and if it is the desire of the property owners, properly zone these properties according to their usage.

**2016 Special Assessment Policy:** The special assessment policy establishes assessment rates based on how a property is zoned, not by how the property is used.

- In 2016, sanitary and storm laterals and mains were installed as part of the Fair Street Project. The properties on Fair Street are used as single-family and two-family residential dwellings but have a CBD commercial and R-3 multi-family zoning classification. Consequently, the property owners are required to pay a higher assessment for the installation of the sanitary and storm laterals and mains because of their current zoning classification per the current Special Assessment Policy. (See memo dated October 6, 2016 attached)

- For example, 210 and 214 N. Fair Street are used as single-family dwellings and are principal permitted and conforming uses in the R-3 multi-family zoning classification. These properties are properly zoned according to their use per the current Zoning Ordinance but are required to pay a higher assessment because they are being assessed by how these properties are zoned rather than how they are used.

## **BACKGROUND**

On November 16, 2016, the Finance Committee discussed the refer back regarding the request from Alderperson Siebers to approve that special assessments for sanity laterals, storm sewer and storm sewer laterals for properties on North Fair Street that are zoned Commercial and R-3 with single family residential use be assessed as Single Family. This item was held until the January 24, 2017 meeting.

**Link to View Video of Item 16-1585:**

[http://cityofappleton.granicus.com/MediaPlayer.php?view\\_id=3&clip\\_id=1711](http://cityofappleton.granicus.com/MediaPlayer.php?view_id=3&clip_id=1711)

On November 7, 2016, the Plan Commission referred the above-referenced Resolution to staff for analysis and report of the applicable standards of the Zoning Ordinance and the process to initiate a zoning map amendment (rezoning) by a resolution submitted by an alderperson.

On November 2, 2016, the Common Council referred back to the Finance Committee Alderperson Siebers’ request to approve that special assessments for sanity laterals, storm sewer and storm sewer laterals for properties on North Fair Street that are zoned Commercial and R-3 with single family residential use be assessed as Single Family.

On October 25, 2016, the Finance Committee recommended denial of a request from Alderperson Siebers that special assessments for sanity laterals, storm sewer and storm sewer laterals for properties on North Fair Street that are zoned Commercial and R-3 with single family residential use be assessed as Single Family per attached Finance Committee Agenda and related materials.

**Link to View Video of Item 16-1585:**

[http://cityofappleton.granicus.com/MediaPlayer.php?view\\_id=3&clip\\_id=1683](http://cityofappleton.granicus.com/MediaPlayer.php?view_id=3&clip_id=1683)

## **STAFF ANALYSIS**

**Current Zoning Classification and Use of the Subject Sites:**

Subject Site (Address)	Parcel #	Current Use	Zoning Classification	Permitted Use	Legal Nonconforming Use
139 N Fair Street	31-5-1149-00	Single-Family Dwelling	CBD	No	Yes
202 N Fair Street	31-5-1136-00	Single-Family Dwelling	CBD	No	Yes
209 N Fair Street	31-5-1146-00	Two-Family Dwelling	CBD	No	Yes
210 N Fair Street	31-5-1134-00	Single-Family Dwelling	R-3	Yes	N/A
211 N Fair Street	31-5-1145-00	Single- Family Dwelling	CBD	No	Yes
214 N Fair Street	31-5-1132-00	Single-Family Dwelling	R-3	Yes	N/A
219 N Fair Street	31-5-1143-00	Single-Family Dwelling	CBD	No	Yes

- 210 and 214 N. Fair Street are currently zoned R-3 Multi-Family District and have been located in a multi-family zoning district since 1951. Single-family dwellings are principal permitted and conforming uses in the R-3 Multi-Family zoning classification.
- 139, 202, 211, and 219 N. Fair Street are currently zoned CBD Central Business District and have been located in a commercial zoning district since 1951. These single-family dwellings are not permitted uses but are legal nonconforming uses in the CBD Central Business District zoning designation. (See Note Below)
- 209 N. Fair Street is currently zoned CBD Central Business District and has been located in a commercial zoning district since 1951. This two-family dwelling is not a permitted use but is a legal nonconforming use in the CBD Central Business District zoning designation. (See Note Below)

**Note:** The single-family uses and two-family use noted above are permitted to continue based on Section 23-42(b)(5) of the Zoning Ordinance, which provides that in the case of natural disasters, property owners rebuilding essentially the same building should not suffer any loss of the use of property, provided it does not conform to current development standards (see below).

- a. A nonconforming principal or accessory building or structure may be restored or repaired to the size, location and use that it had immediately before damage or destruction occurred, and without regard to the cost of such restoration, repairs or improvements if both of the following apply:
  1. The nonconforming principal or accessory building or structure was damaged or destroyed on or after March 2, 2006.
  2. The damage or destruction was caused by violent wind, vandalism, fire, flood, ice, snow, mold, or infestation.
- b. The size of such nonconforming principal or accessory building or structure or to which this subsection applies may be enlarged if such enlargement is made necessary for the principal or accessory building or structure to comply with applicable state and federal requirements.

### **Appleton Comprehensive Plan 2010-2030:**

The purpose of the Appleton Comprehensive Plan 2010-2030: 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 City of Appleton Comprehensive Plan 2010-2030 Future Land Use Map identifies this area for future neighborhood commercial which may include a mix of office, neighborhood retail, and personal services on the ground floor of a building and residential apartment uses on the upper levels. The subject properties are appropriately zoned to further the purpose and future vision for this area of the City as identified by the City of Appleton Comprehensive Plan 2010-2030.

## **Purpose of Rezoning:**

The purpose of a rezoning is to modify permitted land uses, yard setbacks, building heights and other requirements of the City's Zoning Ordinance for the development of a property, and to uphold the goals and objectives of the City's Comprehensive Plan.

Rezonings are justifiable under one or more of the following four circumstances per Section 23-65(d)(3) of the Zoning Ordinance:

1. When the requested rezoning is consistent with City's Comprehensive Plan.

*Findings: Rezoning the subject properties based on use will not be consistent with the City of Appleton Comprehensive Plan 2010-2030.*

2. When there was an error or oversight in the original zoning of the property.

*Findings: Staff finds no evidence there is an error in the zoning map pertaining to how the subject properties are zoned or have been originally zoned.*

3. When a study submitted by the applicant which indicates an increase in the demand for land in the requested zoning district.

*Findings: No market study has been submitted with the resolution.*

4. When the development cannot be accommodated by sites already zoned in the City due to lack of transportation, utilities or other development constraints, or the market to be served by the proposed development cannot be effectively served by the location of the existing zoning district(s).

*Findings: New infrastructure has been installed in this area of the City to effectively serve the subject properties.*

## **Zoning Map Amendment Procedure by Resolution:**

The specific section of the Zoning Ordinance that applies in this case is Section 23-65(d)(1) and (2) Map amendments. The section reads as follows:

Section 23-65 (d) Map amendments.

- (1) *Proposal by Common Council or Plan Commission.* Amendments may be proposed by resolution of an alderperson submitted to the City Clerk to be forwarded to Plan Commission or by direct initiation by the Plan Commission. If the Plan Commission determines an amendment proposed by an alderperson is primarily intended to serve an individual or a narrow interest rather than the general public interest, it shall report such resolution with a recommendation that the benefiting party submit an application with appropriate fees. ***A resolution to initiate rezoning must be accompanied by the information required in subsection (2) that follows and shall be processed in accordance with the provisions of this section.***

(2) *Application by owner or owner's designated agent.* An owner or owner's designated agent wishing to rezone his property shall meet with the Community and Economic Development Director to discuss the proposed rezoning. If the owner or owner's designated agent wishes to pursue a rezoning, they shall obtain, complete and file a rezoning application form with the City Clerk accompanied by a nonrefundable fee which may be amended from time to time, as established by the Common Council by resolution, to cover costs of public notice and administrative review. The application form shall contain, at a minimum, the following information:

- a. Applicant and property owner's name, address and telephone number.
- b. Parcel information, including tax key number, legal description, street address, if any, dimensions and existing zoning and land use.
- c. Present zoning district and use of the property.
- d. Proposed zoning district and description of proposed land use and/or structures.
- e. Justification for rezoning.
- f. Map of area, drawn to scale, outlining the parcel(s) requested for rezoning, identifying all adjacent streets, properties, existing zoning and present uses on all adjacent properties.

The second sentence in Section 23-65(d)(1) above (see underlined) is the operative sentence as it relates to the responsibility of the Plan Commission. This standard requires the Plan Commission to determine if a resolution for a zoning map amendment (rezoning) relating to the seven (7) properties identified above is intended to serve: 1) an individual, 2) a narrow interest rather than the general public interest.

The third sentence in Section 23-65(d)(1) above (*see bold underlined italic*) is the second operative sentence as it relates to a requirement that a resolution submitted by an alderperson to initiate the rezoning must be accompanied by a complete application for rezoning and the nonrefundable \$450 filing fee pursuant to Section 23-65(d)(1) and (2) of the Zoning Ordinance.

### **PLAN COMMISSION ACTION REQUIRED (Zoning Map Amendment by Resolution)**

Pursuant to Section 23-65(d)(1) of the Zoning Ordinance, the Plan Commission's determination in this regard will decide what the next appropriate course of action would be.

**Option 1:** Resolution #11-R-16 proposed by Alderperson Siebers **BE DENIED** because rezoning the subject properties to a single-family or two-family zoning district would be contrary to the standards for zoning map amendments as required by Section 23-65(d)(3) of the Zoning Ordinance as stated in staff report.

**Option 2:** Resolution #11-R-16 proposed by Alderperson Siebers **BE DENIED** regarding the Community & Economic Development Department identify other areas similar to the 200 block of North Fair Street, as it pertains to zoning, and if it is the desire of the property owners, properly zone these properties according to their usage because it is not practical for staff to evaluate and determine if 25,431 parcels are zoned according to their use.

**Option 3:** Resolution #11-R-16 proposed by Alderperson Siebers to initiate a zoning map amendment (rezoning) for seven (7) properties along North Fair Street (139, 202, 209, 210, 211, 214, and 219 North Fair Street) *is primarily intended to serve an individual* rather than the general public interest and the benefiting party shall submit to the Community and Economic Development Department a complete application for rezoning and the nonrefundable \$450 filing fee pursuant to Section 23-65(d)(2) of the Zoning Ordinance.

**Option 4:** Resolution #11-R-16 proposed by Alderperson Siebers to initiate a zoning map amendment (rezoning) for seven (7) properties along North Fair Street (139, 202, 209, 210, 211, 214, and 219 North Fair Street) *is primarily intended to serve a narrow interest* rather than the general public interest and the benefiting party shall submit to the Community and Economic Development Department a complete application for rezoning and the nonrefundable \$450 filing fee pursuant to Section 23-65(d)(2) of the Zoning Ordinance.

**Option 5:** Resolution #11-R-16 proposed by Alderperson Siebers to initiate a zoning map amendment (rezoning) for seven (7) properties along North Fair Street (139, 202, 209, 210, 211, 214, and 219 North Fair Street) **BE APPROVED**, subject to a rezoning application and the nonrefundable \$450 filing fee pursuant to Section 23-65(d)(1) and (2) of the Zoning Ordinance being submitted and signed by all participating property owners to the Community and Economic Development Department.



# City of Appleton

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

## Meeting Agenda Finance Committee

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Tuesday, October 25, 2016

4:30 PM

Council Chambers, 6th Floor

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1. Call meeting to order

2. Roll call of membership

3. Approval of minutes from previous meeting

[16-1545](#) September 13, 2016, September 21, 2016 and October 5, 2016 Finance Committee minutes

**Attachments:** [MeetingMinutes13-Sep-2016-12-32-46.pdf](#)

[MeetingMinutes21-Sep-2016-12-34-01.pdf](#)

[MeetingMinutes05-Oct-2016-12-01-23.pdf](#)

4. **Public Hearings/Appearances**

5. **Action Items**

[16-1548](#) CEA Review Committee Report for September 20, 2016

**Attachments:** [MeetingMinutes20-Sep-2016-12-46-03.pdf](#)

[16-1585](#) Request to approve request from Alderperson Siebers that special assessments for sanitary laterals, storm sewer and storm sewer laterals for properties on Fair Street that are zoned Commercial and R3 with single family residential use be assessed as Single Family.

**Attachments:** [Fair St Spec Assessment.pdf](#)



**MEMO**

**TO:** Finance Committee

**FROM:** Paula Vandehey, Director of Public Works *PAV*

**DATE:** October 6, 2016

**RE:** Request from Alderperson Siebers that special assessments for sanitary laterals, storm sewer and storm sewer laterals for properties on Fair Street that are zoned Commercial and R3 with single family residential use be assessed as Single Family.

The Special Assessment Policy, adopted by the City Council annually, establishes assessment rates based on zoning, not usage. This philosophy has been debated many times over the 100 plus years of our Assessment Policy. The policy has continued to be based on zoning as it is an easily documented way to levy assessments versus use which could change without documentation (i.e. the City's parcel information includes a zoning category, but not a use category).

The properties being assessed as part of the Fair Street Project are as follows:

TAX ID	Owner's Name	Property Address	Mailing Address	Assessment	If Single family
5-1132	Stacey Staffeld	214 N. Fair Street	214 N. Fair Street	\$ 3,070.40	\$ 760.00
5-1134	Marc Daverveld	210 N. Fair Street	210 N. Fair Street	\$ 2,898.00	\$ 722.00
5-1136	Deanna Siewert	202 N. Fair Street	202 N. Fair Street	\$ 3,096.00	\$ 760.00
5-1143	Francine Rabideau	219 N. Fair Street	219 N. Fair Street	\$ 2,560.00	\$ 760.00
5-1145	Michael Weber	211 N. Fair Street	63 Bellaire Court	\$ 2,160.00	\$ 760.00
5-1146	James Christman ET AL	209 N. Fair Street	PO Box 2372	\$ 2,160.00	\$ 760.00
5-1149	Michael Laux	139 N. Fair Street	Mequon, WI	\$ 3,200.00	\$ 760.00
			<b>TOTAL</b>	<b>\$ 19,144.40</b>	<b>\$ 5,282.00</b>

Alderperson Siebers is requesting that the special assessments for sanitary laterals, storm sewer and storm sewer laterals for properties on Fair Street that are zoned Commercial and R3 with single family use be assessed as Single Family.

Attachment

July 4  
September 5  
November 24 & 25  
December 23, 24, 25

**Email Address \*** [siebersw@yahoo.com](mailto:siebersw@yahoo.com)  
**First Name:** William  
**Last Name:** Siebers  
**Address:** 1109 N. Appleton Street  
**City:** Appleton  
**State:** Wisconsin  
**Zip Code:** 54911  
**Phone Number** 9207344204  
**Fax Number:** Not answered

**Comments/Questions**

I have a situation in my district - 200 block of North Fair Street. Sewer and lateral work was done on the street. The block has a mix of zoning - mostly commercial - though all the usage is residential - and much is single family and on the low end of the value scale. Here is the problem, they got their assessment notices and at least two of them have stated that they feel the assessments are unfair when compared to assessments of areas nearby - because those properties are zoned residential. Is there any avenue these property owners can take in seeing if their assessments can be reduced? Alderperson  
William Siebers

Thank you,  
Appleton, WI

This is an automated message generated by the Vision Content Management System™. Please do not reply directly to this email.

Fair Street

W FRANKLIN ST

N RICHMOND ST.

N STATE ST

N FAIR ST

CBD

219

R3

214

CBD

CBD

211

R3

210

CBD

209

202

CBD

139



12/12/16



## 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)

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## 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 of Appleton  
FROM: Andrew Dane  
DATE: December 19, 2016  
RE: Key Chapter 10 Land Use Updates  
SEH No. 135537 14.00

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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

This update incorporates revised and new objectives and policies to implement smart growth principles, including but not limited to support for additional mixed use development and coordinated transportation and land use planning.

### Overall Goal

Appleton will continue to add housing, businesses, and new residents through a combination of greenfield development and redevelopment (including brownfields) or infill within the urban core. The City's overall goal with regard to land use will be to provide sufficient quantities of land for development or redevelopment, in appropriate locations to meet future demand, while ensuring the protection of natural resources, provision of adequate parks and open spaces, and efficient provision of municipal utilities and services. To achieve this goal, the City will adopt the following objectives and policies.

**10.1 OBJECTIVE: Provide an adequate supply of suitable land meeting the demand for development of various land uses.**

10.1.1 Adopt, and as necessary, amend the Future Land Use Map in the Comprehensive Plan.

10.1.2 Adopt, and as necessary, amend an Official Map that designates street right-of-way requirements, existing and future city parks, school sites, and utility locations, along with other features permitted by state statute.

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

**10.2.1 Continue to** identify areas in which redevelopment may be desirable and prepare planning to guide that redevelopment.

10.2.2 Continue to provide assistance, through tools such as tax incremental financing, redevelopment bonds, loan programs, business or neighborhood improvement districts, and other resources, to encourage redevelopment and reinvestment in established neighborhoods.

10.2.3 Support new infill and redevelopment in accordance with the redevelopment framework presented in Chapter 14: Downtown Plan. Invest in downtown parks, trails, and quality of life amenities which enables residents to live downtown throughout all phases of their lives.

**10.3 OBJECTIVE:** —Support future changes to zoning and other regulatory tools which are necessary to achieve the type of urban form and development reflective of smart growth principles, including support for “complete” neighborhoods (neighborhoods where residents can meet the majority of their daily needs on foot and by bicycle) throughout the City and in growth areas. ~~Amend the Zoning Ordinance to conform with recommendations contained within the Comprehensive Plan, especially with regard to mixed-use development and development standards in the commercial corridors.~~

10.3.1 Revise existing zoning districts or establish new districts that permit and regulate the uses intended for mixed use areas including but not limited to the central business district, Richmond Street, Wisconsin Avenue, and South Oneida Street, and in the industrial flats.

10.3.2 Amend the Zoning Ordinance to address parking and dimensional standards to provide added flexibility to redevelop commercial property in the Wisconsin Avenue, Richmond Street, and South Oneida Street corridors.

10.3.3 Establish a maximum lot size for single family residential development in order to support the cost effective provisioning of public infrastructure.

10.3.4 Amend the Central Business District zoning classification to allow for ground floor residential uses, except for properties fronting College Avenue.

10.3.5 Plan for park amenities in complete neighborhoods and integrate into existing neighborhoods.

**10.4 OBJECTIVE:** Plan for compact, efficient, and fiscally responsible growth of residential, commercial, and industrial development in new neighborhoods in order to implement the principles of smart growth.

10.4.1 Continue to guide residential growth to locations either contiguous to or within presently urbanized areas. As peripheral development occurs, it should be at a compact, urban density to ensure new neighborhoods can be efficiently served by public infrastructure.

10.4.2 Seek to maximize land use planning coordination among municipal departments through continued communication and the proactive integration of utility, transportation, and land use planning efforts especially within the City’s growth areas.

10.4.3 Promote commercial and industrial development which is compatible with nearby residential areas.

10.4.4 Encourage the development and extension of the City’s trail network in or adjacent to all new neighborhoods.

10.4.5 Encourage that future subdivision plats are compatible with traditional neighborhood principles including a well-connected, grid-like street network. Include in new neighborhoods a variety of types of housing (both detached and attached), local streets sized to encourage appropriate traffic speeds, street trees and sidewalks, parks and greenways within walking distance, and small commercial areas that accommodate not just cars but also bicyclists, pedestrians, and public transit.

10.4.6 Actively enforce boundary agreements to ensure City’s agreed-upon future growth areas.

10.4.7 Encourage the creation of residential neighborhoods which are not characterized by large tracts of exclusively single-family residential dwellings or large, isolated clusters of duplex or multiple-family buildings.

**10.5 OBJECTIVE:** Support the continued redevelopment and revitalization of land uses adjacent to Appleton’s key transportation corridors and downtown.

10.5.1 In conjunction with area neighborhoods, property owners, and other key stakeholders and the public, implement and eventually update the Wisconsin Avenue, Richmond Street, and South Oneida Street Corridor Plans, in addition to other corridors. Future updates should encourage additional tax base on underperforming parcels while enhancing community quality of life through the provision of additional neighborhood services, increased bike and pedestrian access, and other improvements.

10.5.2 Develop a communications plan to make existing and potential land owners and developers aware of the vision plans for these corridors.

10.5.3 Within transitional areas at the edge of downtown, encourage development that is compatible with existing residential neighborhoods.

**10.6 OBJECTIVE: Participate in and initiate discussions with community groups and regional jurisdictions about sensible land use planning consistent with Smart Growth principles.**

10.6.1 Encourage local jurisdictions in the Fox Cities area to develop a consistent regional perspective on the future. Convene meetings of community and government leaders to discuss growth issues and to jointly adopt principles that guide growth in the metropolitan area.

**10.7 OBJECTIVE: Provide leadership in sustainability and continue to strive to incorporate sustainability into City planning and operations.**

10.7.1 Continue to participate in the WDNR's Legacy Green Tier program. ~~Convene a task force comprised of City officials, citizens, and business leaders to recommend a sustainability framework and to prepare a sustainability action plan for Appleton.~~

**10.8 OBJECTIVE: Develop and extend a system of local residential streets that are highly interconnected, relatively narrow, and designed to meet the needs of pedestrians, bicyclists, motorists, public transit, and vehicles associated with periodic service providers.**

10.8.1 Neighborhood streets and sidewalks should provide an interconnected transportation network that links neighborhoods, districts and corridors without forming barriers between them. Dead-end streets and cul-de-sacs should generally be avoided unless necessary to protect sensitive environmental features or address significant changes in topography.

AD

# Chapter 10: Land Use

Smart Growth

Existing Land Use Patterns

Development Projections

Future Land Use Plan

Regulatory Tools

Sustainability



Figure 1 Outdoor seating on College Avenue

Land use plays a critical role in planning for Appleton's future. Land is a finite resource. The City seeks to ensure that it will have a sufficient area available to meet its future needs for residential, commercial, industrial, recreational, and other forms of development. This will be accomplished through a combination of redevelopment and infill in existing parts of the community, which may entail brownfield sites, and through the development of "greenfield" sites within the City or its extraterritorial jurisdiction.

Just as having too little developable land can impede growth, having an excessive area available for development can result in low land values. The result of this may be scattered development that is more difficult and costly for the City to serve, a trend toward lower design standards, and fewer redevelopment opportunities that are financially feasible. Appleton's objective is to maintain a supply of land that is in equilibrium with the demand for development.

Planning, zoning, annexation, sewer service areas, creation of tax incremental financing districts and redevelopment areas, and provision of public utilities are some of the techniques that Appleton will use to regulate the supply of land. This chapter of the **Comprehensive Plan** provides a discussion of these tools. It also contains an inventory of existing uses, projections for future land needs, and a plan for the proposed location of various land uses in the City and its extraterritorial jurisdiction.

## Smart Growth

The 2016 update to the City's Comprehensive Plan introduces the principles of smart growth, which are intended to serve as an overall framework to guide land use decision-making. The smart growth principles emphasize the interconnectedness between land use, transportation, housing, and community facilities in particular. They are intended to promote a quality built environment that supports the efficient and sustainable use of land, resulting in strong neighborhoods located within walking distance of many daily services. Each of the Smart Growth principles<sup>1</sup> is described briefly below.

### Make Full and Efficient Use of Urban Services

To avoid stretching city services, which increases both the cost of government and the distance that people must travel to their destinations, new growth should be steered toward underutilized "infill" areas as well as adjacent to existing development in order to produce a cost effective, economically efficient, and sustainable city.

### Encourage "Human-Scaled" Design

Contemporary urban/suburban development, framed by automobile transportation, frequently spreads out over the land and lacks the compact, human scale and detail often found in traditional neighborhoods. For example, Downtown Appleton and the surrounding neighborhoods have an intimate human scale in contrast to some newer arterial and Highway oriented-developments. While these new developments provide valuable services, the large building setbacks, dominance of parking lots, traffic noise, distance between buildings, and lack of pedestrian access and public spaces create a far less inviting environment. Compact and efficient project and building designs use land and resources effectively, preserve more open space, and support smart transportation investments. Well-planned large-scale developments have an important place in Appleton's economy as well, and can be designed in such a way that they fit in with adjacent neighborhoods and support multi-modal transportation options. Finally in many cases it is cheaper to provide and

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<sup>1</sup> <http://smartgrowth.org/smart-growth-principles>

maintain services like water, sewer, electricity, phone service and other utilities in more-compact neighborhoods than in dispersed communities.

## Walkable Neighborhoods

Walkable neighborhoods are a key component of smart growth. They are characterized by a range of goods (such as housing, offices, and retail) and services (such as transportation and schools) which are located within a convenient walk. Walkable neighborhoods in turn support more transportation options, including for pedestrians, bicyclists, transit riders, and drivers. According to Jeff Speck, there are four necessary ingredients to create walkable neighborhoods. The walk must be: 1) interesting, 2) useful, 3) safe, and 4) comfortable. Many of Appleton's neighborhoods are walkable today, and the City is taking steps to make them more so, including development of a Trails Master Plan and continued investment in dense, mixed use neighborhoods in the downtown area. Despite these efforts, several barriers to walkability remain, including the need to solve the "last mile" problem in parts of the City. The "last mile" barrier refers to the final gap in the pedestrian fabric which often occurs near the pedestrian's final destination. For example, despite their proximity to Wisconsin Avenue, some residents choose not to walk to destinations along the corridor because portions of the street do not feel safe, comfortable, or interesting from a pedestrian standpoint.



*Figure 2 Lawrence University's campus contributes to neighborhood walkability*

## Ensure Predictable and Cost-Effective Development Decisions

The value of property and the desirability of development sites are affected by investments in infrastructure and government regulation. When local governments make infrastructure and regulatory decisions in line with the community's overall vision and goals for the future, they can help ensure fair, predictable and cost-effective smart growth investments by the private sector. This is especially the case in infill sites and redevelopment areas, where new uses are more likely to elicit concerns from existing residents. By proactively helping craft a vision for such sites, the City can help ensure a more predictable, efficient development process. Another area where local governments can help ensure a cost effective and predictable development process is by creating a support environment for mixed use, pedestrian oriented development projects. Appleton has taken proactive steps to ensure a cost effective development process through the recently completed Economic Development Strategic Plan, which identifies several areas for improvement.

## Mix Land Uses

In and around the historical neighborhoods of central Appleton retail, service, office, and recreational uses are located relatively close together. Conversely, newer contemporary development in Appleton tends to separate different land uses farther away from one another. The concept of single-use zoning grew out of a need to separate living places from major industries to protect the health of residents, and this practice is still good policy in some cases. But mixing compatible but different uses in a modern setting creates more interesting, walkable, and distinctive neighborhoods which are increasingly valued by homebuyers and renters. Providing uses that are closer and linked to one another can also reduce the distances that people must travel by car to conduct their daily lives, while making public transit more feasible.

## Create Housing Opportunities

Appleton has a good mix of owner- and renter-occupied housing, however more diverse housing types are needed to meet changing housing needs and preferences. Appleton has seen a fair amount of senior housing being built to meet the demands of an aging population and this will likely need to continue into the future. Consequences of the mortgage crisis and subsequent economic downturn of 2008-2011, as well as demographic change, create greater demand for multi-family development, smaller lot single-family development in innovative design settings, and attached housing for young professionals and empty-nesters. Residential development in higher densities can be incorporated into mixed use projects to reduce the separation between living places and activity centers. Encouraging a diverse mix of housing opportunities throughout the City provides opportunities for people at all stages of life to age within their own neighborhoods – as their circumstances demand different housing products - whether it is a garden apartment, a row house, or a traditional single-family home.



*Figure 3 Riverwalk Place at Eagle Flats provides quality housing for seniors*

## Encourage Distinctive Neighborhoods with a Sense of Place

Newer residential areas often occur in defined and sometimes isolated subdivisions. However, some of these areas do not appear to have strong identities. Smart growth principles embrace the neighborhood as the fundamental building block of the City and recognize the importance of creating and sustaining a sense of place and venues which encourage social interaction among neighbors. The City's Neighborhood Program is helping residents define their own neighborhoods and develop stronger communication with City government.

## Preserve Open Space and Vital Environmental Areas

Appleton's environment, including the Fox River and the park system, is one of its greatest assets. By preserving open spaces and environmentally sensitive areas, the City balances the built and natural environment and provides habitat for plants and animals, recreational opportunities, and places of natural beauty. Parks and other public open spaces also add real property value to adjacent development.

## Create Transportation Options

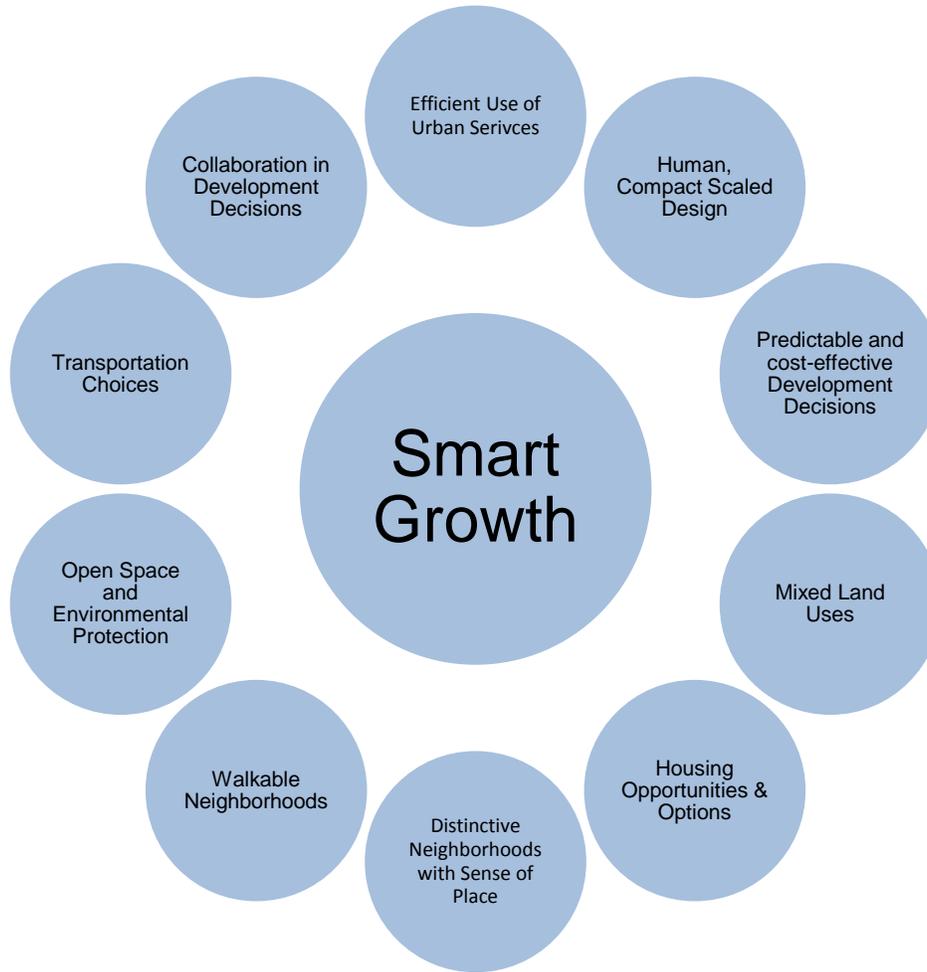
Many communities have begun to realize the need to provide a wider range of transportation options. A completely auto-dependent city limits access of such groups as young people and older seniors. An increase in the City's physical size should not reduce access. Techniques that increase the ability of all residents to move freely around the City include better coordination between land use and transportation, increasing connectivity within the street network, and developing multimodal (or complete) streets that accommodate multiple forms of transportation. This expands transportation options and increases opportunities for social interaction. Equally important, incorporating physical activity into the daily routine of citizens creates a healthier and more physically fit community.

## Achieve Community and Stakeholder Collaboration in Development Decisions

Appleton is a great place to live, learn, work, and play any time of the year. City government should stay close to its constituents through techniques that regularly engage the entire community. Surveys, community open houses, and focus groups have been and continue to be used successfully. Finally, use of on-line tools and social media have helped the City stay engaged with residents on an on-going basis. In short, ideas developed by the community cannot be considered and the implementation of the Smart Growth Principles cannot occur without the collaboration of citizens. Partnerships between neighborhoods, adjoining communities, developers, nonprofit organizations, and the City will support and accelerate implementation of this Plan.



*Figure 4 Participants at March 16, 2016 Issues and Opportunities Workshop*



*Figure 5 Smart Growth principles*

## Existing Land Use Patterns

Existing land uses are those uses that are presently found at a given location. Existing land use data from 2010 was the most current data available, and was used in this analysis. The data was provided by the East Central Regional Planning Commission. Because more than one use may be found on different parts of the same property, land uses do not always follow parcel boundaries. Some of the classifications that were used in the original data were combined to more closely reflect land use categories used by the City of Appleton. Existing land uses are shown in Figure 6.

## Understanding Land Use and Zoning

"Land use" and "zoning" are terms that often are not clearly understood. While both refer to activities that may be permissible on a piece of land, they are not interchangeable expressions. Land use is a broad term that describes the general nature of activity that exists, or may occur on a land parcel. Land use is usually what is considered when evaluating existing conditions or planning future land uses. Zoning, on the other hand, is a specific set of regulations that narrowly defines the specific uses, as well as setbacks, height, floor area ratios, and other dimensional requirements, and other site characteristics such as signage, parking, and landscaping. Because it is a broad characterization of an area, a land use category may be made up of several zoning districts. For example, a "residential" land use category might include single-family, two- to four-family, and multifamily zoning districts.

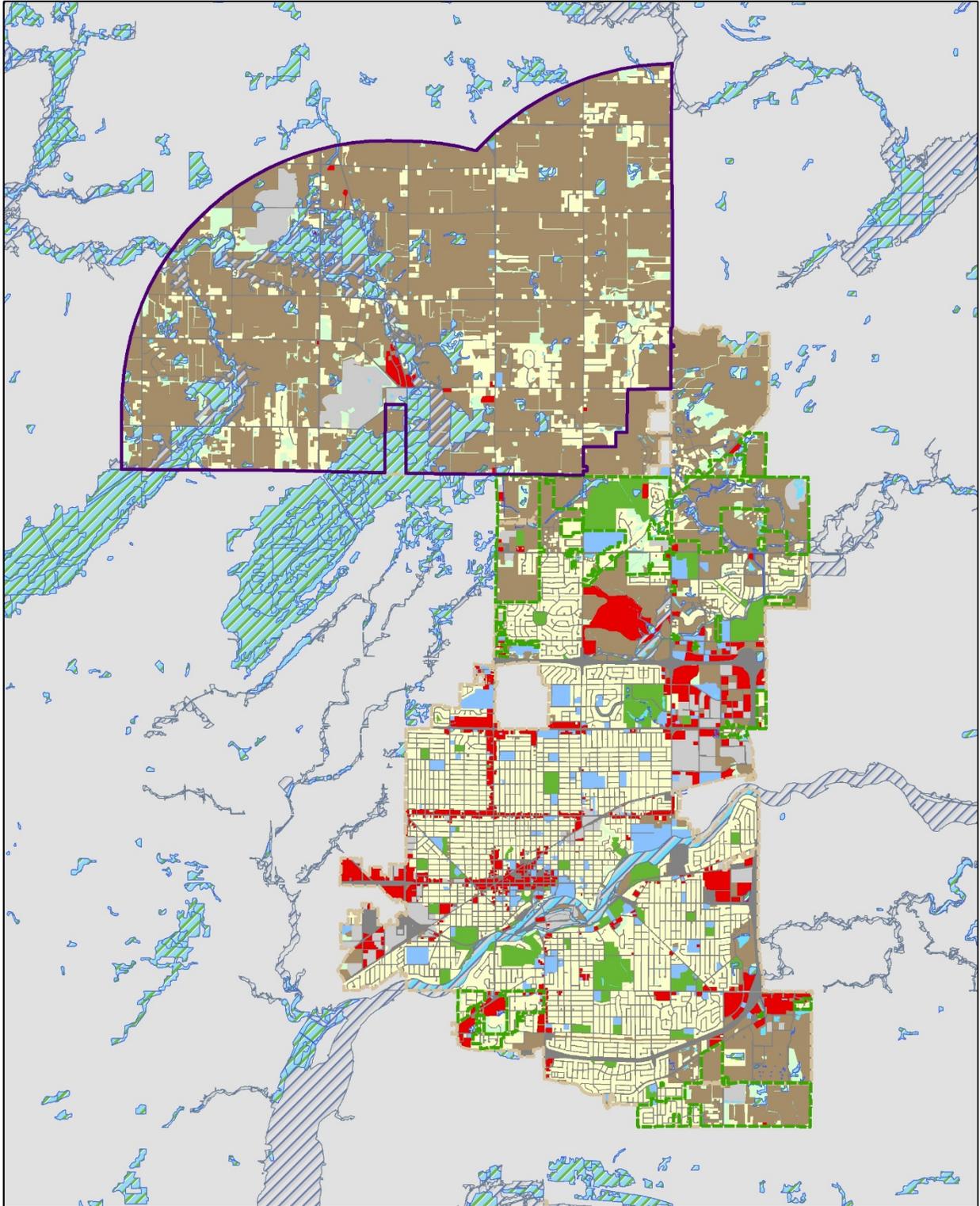
## Wetlands and Floodplains

Floodplains are areas, usually found along rivers and streams that are subject to periodic flooding. Floodplains are mapped by the Federal Emergency Management Agency (FEMA), which periodically reviews its mapping for accuracy. Development within areas of floodplain is regulated by federal and state statutes in addition to ordinances adopted by the City of Appleton. These areas are often treated as an "overlay" of the base land use or zoning. That is, a property may have any land use classification or zoning, but the designation as a floodplain over all or a portion of the property will result in more limitations or prohibitions on development.

As defined by the U.S. Army Corps of Engineers, "the term wetlands means those areas that are inundated or saturated by surface water or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas." Wetlands are mapped by the Wisconsin Department of Natural Resources through the Wisconsin Wetland Inventory, as well as through regional and local agencies. Development within areas of wetland is regulated by federal and state statutes in addition to shoreland-wetland ordinances adopted by the City of Appleton. These areas are often treated as an "overlay" of the base land use or zoning. That is, a property may have any land use classification or zoning, but the designation as a wetland over all or a portion of the property will limit development potential. State and Federal regulations require development avoid or minimize wetland impacts. Permits are required from the U.S. Army Corps of Engineers and the Wisconsin DNR, and if the area is a shoreland-wetland the City of Appleton must follow the state mandated standards for re-zoning the shoreland wetland for development purposes. Current wetland regulations can present significant limitations for development activities.

In both cases, the maps are produced at a large scale that shows the general location of wetland and floodplain boundaries. When development occurs, the City will require detailed surveys that accurately map the boundaries of these features. These boundaries may vary considerably from what has been mapped.





**Existing Land Use**

Extraterritorial Jurisdiction	Commercial	Recreational	Wetlands
Growth Area	Residential	Transportation / Utilities	100-year flood plain
City Limits	Industrial	Woodlands	

Figure 6 Existing Land Use

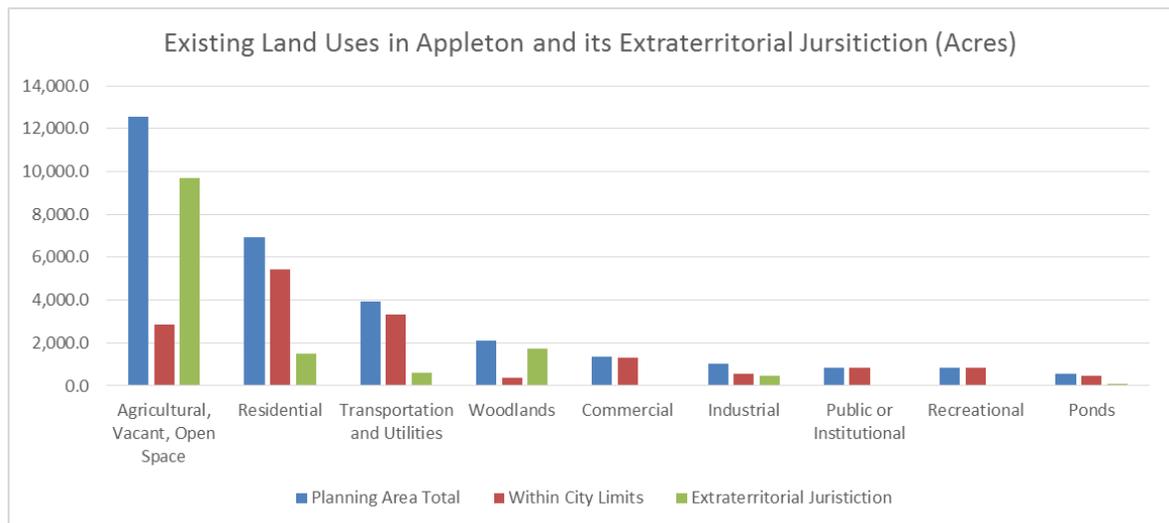
## Existing Land Uses

Appleton currently has an area of 15,963.4 acres<sup>2</sup>. An additional 14,143.2 acres lie within its extraterritorial jurisdiction, as truncated by the boundary agreements the City has entered into with some of its neighbors (See Chapter 2). The number of acres existing for each use are summarized in the following table.

**Existing Land Uses in Appleton and Its Extraterritorial Jurisdiction**

Land Use Classification	Acres Within City Limits	Percent of Area Within City Limits	Acres Within Extra-territorial Jurisdiction	Percent of Area Within Extra-territorial Jurisdiction	Total Acres Within Planning Area	Percent of Area Within Planning Area
Agricultural/Vacant/Open Space	2,846.9	17.8%	9,690.7	68.5%	12,537.6	41.6%
Residential	5,442.3	34.1%	1,495.8	10.6%	6,938.1	23.0%
Commercial	1,306.8	8.2%	67.7	0.5%	1,374.4	4.6%
Industrial	581.8	3.6%	450.9	3.2%	1,032.7	3.4%
Public/Institutional	825.8	5.2%	13.9	0.1%	839.7	2.8%
Recreational	822.5	5.2%	3.1	0.0%	825.5	2.7%
Transportation/Utilities	3,305.4	20.7%	612.0	4.3%	3,917.4	13.0%
Woodlands	372.4	2.3%	1,712.1	12.1%	2,084.4	6.9%
Ponds	459.6	2.9%	97.0	0.7%	556.6	1.8%
<b>TOTAL</b>	<b>15,963.4</b>		<b>14,143.1</b>		<b>30,106.4</b>	
Wetlands	190.6		1,292.5		1,483.1	
Floodplains	604.4		1,489.5		2,093.9	

*Source: East Central Regional Planning Commission and City of Appleton*



The following is a summary of the existing land uses in Appleton and its larger planning area.

### Agricultural/Vacant/Open Space

This category of land use, consisting of 12,537.6 acres in total, includes land that is undeveloped, whether currently used for agriculture or simply vacant lots. A majority of the land lying within the

<sup>2</sup> Note that because the source data for the Existing Land Use Map and the Future Land Use Map are from differing sources, there is a slight discrepancy in the totals.

City's extraterritorial jurisdiction is classified in this use. Especially within the northern parts of this area, agriculture is the predominant use. These uses make up 41.6 percent of the planning area.

### Residential

All residential uses, regardless of density or type, are classified under the residential category. These uses cover 6,938.1 acres. At 23.0 percent of the planning area, residential is the largest developed land use, and the second-largest use overall. Residential land is the largest use within the city limits. It may be important to note that the land use classification does not identify areas of mixed use development, so that additional residential uses may be found in the downtown area, or other parts of the City that have been classified as commercial.

### Commercial

The commercial land use category is made up of retail, office, and service uses. It includes significant portions of the City's Northeast Business Park and Southwest Industrial Park. It is found mostly within the more intensely developed portions of the city, and very few commercial uses are found in the extraterritorial jurisdiction. Commercial uses comprise 4.6 percent of the planning area, or 1,374.4 acres.

### Industrial

The industrial land use category is made up of light and heavy manufacturing, production, processing, fabrication, assembly, packaging, warehousing, wholesaling, and distribution of goods. Industrial uses are found both within the City and within its extraterritorial jurisdiction. They make up 3.4 percent of the total planning area, totaling 1,032.7 acres. Industrial acreage went down slightly since the 2010 plan, in part a reflection of successful redevelopment activities occurring along the Fox River in the industrial flats. Most of these uses are found near the edge of the City, along major arterial roads. A quarry within the Town of Center is considered an industrial use in this classification scheme.

### Public/Institutional

Government uses (except parks and open space) and certain quasi-public uses make up 2.8 percent of the land area in Appleton's planning area. These 839.7 acres include uses such as City buildings, the Outagamie County Courthouse and associated buildings, Lawrence University, public and private schools, churches, and cemeteries.

### Recreational

In this classification system, public parks and privately-owned recreational facilities are all classified as recreational uses. These include city parks, Plamann County Park (Outagamie County), and the privately-owned Riverview Gardens. These uses total 825.5 acres and make up 2.7 percent of the planning area.

### Transportation/Utilities

Transportation and utilities comprise 13.0 percent of the planning area, or a total of 3,917.4 acres. These uses include road and railroad rights-of-way, water and wastewater facilities, electrical substations, and similar uses. They also include private uses that are primarily transportation-related, such as trucking terminals.



## Woodlands

The East Central Regional Planning Commission adopted a land use classification that identifies woodlands as a separate use. Small, isolated woodlands may be found within Appleton's city limits. These tend to be found in parks, where there is steep terrain (such as the ravines) and along the Fox River. Much larger woodland areas can be found within the City's extraterritorial jurisdiction. Several large woodland tracts are found within the Town of Center. Altogether, they comprise 6.9 percent of the planning area, or a total of 2,084.4 acres.

## Ponds

This classification includes surface water features found within the area, except the Fox River. Ponds may include facilities constructed for stormwater management. Several of these features are overlapped by wetlands. Ponds take up 556.6 acres, or 1.8 percent of the planning area.

## Wetlands

There are 1,483.1 acres of mapped wetlands in the City and its extraterritorial jurisdiction. A majority of these are found north of Interstate 41.

## Floodplains

According to the Federal Emergency Management Agency's (FEMA) map index for Outagamie County several important floodplains are identified by the following drainage ways: Apple Creek, AAL Tributary (to Apple Creek), Glory Lane Swale, French Road Swale, County Trunk Highway JJ Swale, Apple Creek North, Apple Creek Northeast, and Mud Creek. Altogether, floodplains cover 2,094 acres of the planning area.

## Redevelopment and Infill

According to data compiled by the City of Appleton in December 2016, there is a total of about 1,475 acres of undeveloped land within the current city limits. This may include land that is actively marketed for development as well as undeveloped lots that are not considered by their owners as available for development. For example, in older parts of the community that are platted with small lots, an undeveloped lot may be considered part of the yard for an adjacent parcel. Undeveloped parcels may also include land that is unsuitable for development due to factors such as slopes, wetlands, access, or other issues.

Approximately 444 acres, or 30 percent, of the total undeveloped land is zoned residential. There is roughly 382 acres of undeveloped industrial land and 161 acres of undeveloped commercial land, based on existing zoning. Another 489 acres of undeveloped land is currently zoned for other uses, such as agricultural.

The inventory of undeveloped land does not necessarily include areas that the City has targeted for redevelopment. The City has identified parts of the Fox River corridor, areas within the downtown and adjacent neighborhoods, and several other specific redevelopment districts. While some of this land is vacant, portions of it are currently devoted to other uses.

Through its Downtown Plan, specific area plans for the Wisconsin Avenue, Richmond Street, and South Oneida Street corridors, and other documents or policies, the City of Appleton has demonstrated a desire to encourage redevelopment. Reuse of existing sites for development can have significant advantages for the community. Redevelopment may eliminate blight and help to improve neighborhoods. It can increase property values, create jobs and housing, and attract



desired retail uses. Furthermore, it is also one of the most efficient means of growth in that redevelopment does not typically create a need for new roads or utility extensions.

Despite the benefits of redeveloping existing sites within the City limits, a number of barriers exist which can make it difficult to do so. These include parking requirements, setback requirements, use restrictions, ingress and egress challenges, and others.

## Development Projections

The following table summarizes anticipated population and household growth within the City of Appleton, in five-year increments, through 2040. By mid-century it is anticipated that the City's population will begin to stabilize at around 80,000 persons, even as the number of households is projected to slowly increase. This may be a reflection of a long term trend toward smaller household sizes, both at the state and national levels.

**Projected Population and Household Growth in Appleton**

	2015	2020	2025	2030	2035	2040	Numeric Change	Percent Change
Population	73,330	76,370	78,680	80,570	81,165	80,605	7,275	9.9%
Households	29,874	31,623	32,983	34,200	34,853	34,938	5,064	17.0%

*Source: Wisconsin Department of Administration*

## Residential Development Land Analysis

Between 2015 and 2040 the City of Appleton is expected to add 7,275 residents and 5,064 new housing units. These new homes will consume a varying amount of land depending upon the density of development, as measured in units per acre. Currently, the average density in the City is 5.60 units per residential acre (1.91 units per acre overall), with higher densities found in older parts of the community, where lot sizes are smaller and there is a greater concentration of two-unit or multifamily housing. The following table identifies the land area required to accommodate expected residential growth at varying densities.

**Land Area Required for Residential Development at Various Densities**

Five-Year Growth Period	Total Units Added	Land Area Required at Average Density (Units per Acre)					
		Two	Four	Six	Eight	Ten	Twelve
2015-2020	1,749	875	437	292	219	175	146
2020-2025	1,360	680	340	227	170	136	113
2025-2030	1,217	609	304	203	152	122	101
2030-2035	653	327	163	109	82	65	54
2035-2040	85	43	21	14	11	9	7
<b>Total</b>	<b>5,064</b>	<b>2,534</b>	<b>1,265</b>	<b>1,011</b>	<b>707</b>	<b>507</b>	<b>421</b>

*Source: Wisconsin Department of Administration*

At the City's existing average residential density of 5.60 units per residential acre, 904.3 acres of land will be needed to accommodate the projected growth in households in Appleton between 2015 and 2040. Some portion of this land area will include existing platted subdivisions that have not yet been completed.

Chapter 5 (Housing) suggests that demand for multifamily housing is likely to increase as the population ages and due to the changing desires of home buyers. This could result in a higher overall density and a need to develop less land area. Additionally, it is a goal of the City to

encourage redevelopment within the urban core, further reducing the demand for greenfield development.

## Commercial Development Land Analysis

Based on average household expenditures (\$28,246 annually<sup>3</sup>) and average sales per square foot<sup>4</sup>, each new household supports an estimated 82 square feet of retail or commercial space. Because expenditures may be made in other communities as well as Appleton, some of this demand may be met elsewhere. In the same way, though, people in other communities may make some of their purchases in Appleton. As is indicated in chapter 9 (Economic Development), over \$465 million of annual sales within a 10 minute radius of the downtown area come from outside that 10-minute radius.

If it is assumed that each new household in the City will equate to a demand for 82 square feet of retail or commercial space, then the projection for an additional 5,064 households will result in a need to provide 415,248 square feet of new commercial space. This may take several forms, including large format stores, strip commercial centers, and traditional urban and mixed use development. As an average, the ratio of building to land area is likely to be in the vicinity of one to five. To accommodate 415,248 square feet (9.5 acres) of new commercial space, it may be necessary to have available approximately 48 acres of developable commercial land.

## Business/Industrial Development Land Analysis

There are 1.57 jobs for every household in the City of Appleton. With an expectation of 5,064 new households by the year 2040, the City should plan to accommodate about 7,950 new employees.

Nationally, about 400 square feet of space is required for every employee<sup>5</sup>. The space required varies considerably according to the type of work performed, and may range from under 400 square feet for many office workers, to several thousand square feet for employees in some manufacturing and distribution occupations. Although Appleton has a strong manufacturing base, the majority of recent employment growth has been in office, service, and healthcare occupations.

Using the 400 square foot average, there will be a need to add approximately 3,180,000 square feet of employment space. This may take the form of office, retail or commercial, industrial, warehouse, and other types of space. Using a ratio of 1 square foot of building area to five square feet of lot area, the City should seek to provide 15,900,000 square feet (365 acres) of commercial, industrial, and mixed use land for development of this new space.

## Future Land Use Plan

The Future Land Use Map for Appleton and its extraterritorial jurisdiction depicts the locations of land uses summarized in the table below. For uses shown in the Town of Center, located outside of the City's sewer service area, the City has adopted the future land use patterns recommended in the ***Outagamie County Comprehensive Plan***. The future land use section of that plan was updated in March 2012. To a great extent, the future uses shown in the area beyond Appleton's sewer service area are already existing. It is the City's intent that the majority of this area remain in agricultural or open space use over the next twenty years.

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<sup>3</sup> U.S. Bureau of the Census, Annual Consumer Expenditure Survey, 2013

<sup>4</sup> [https://en.wikipedia.org/wiki/Sales\\_per\\_unit\\_area](https://en.wikipedia.org/wiki/Sales_per_unit_area), 2016

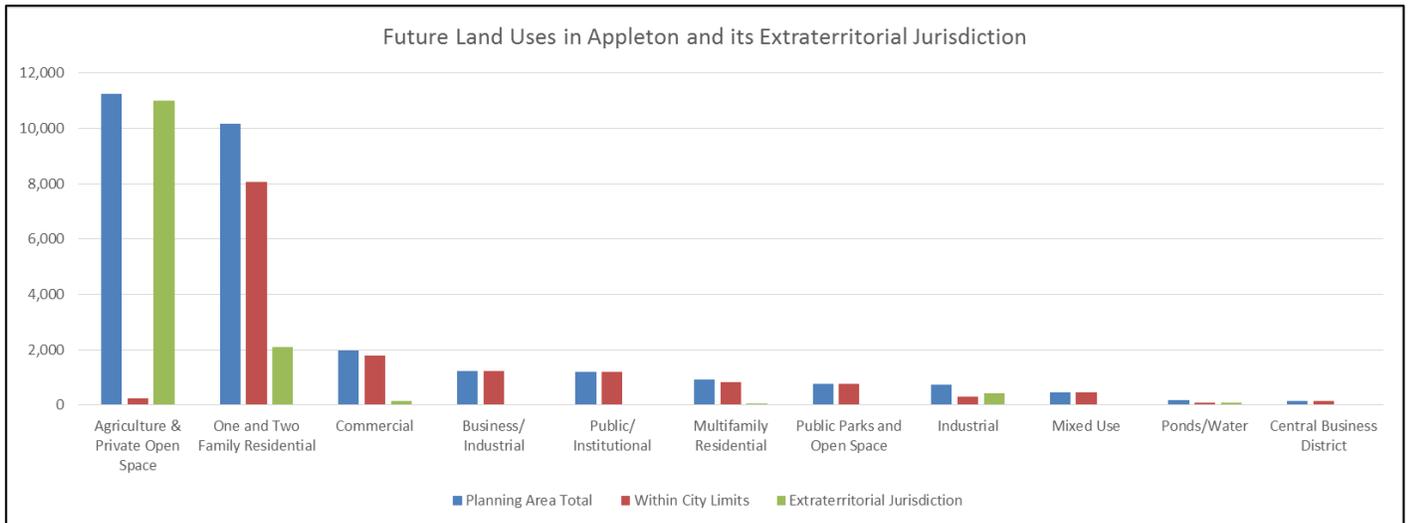
<sup>5</sup> International Facility Management Association. The average was 435 square feet in 2009, up from 415 in 2008 and 396 in 2007. This reflects rising unemployment and fewer workers within the same space. An approximate number of 400 is used for this analysis



## Future Land Uses in Appleton and Its Extraterritorial Jurisdiction<sup>6</sup>

Land Use Classification	Acres within City Limits	Percent of Area within City Limits	Acres within Extra-territorial Jurisdiction	Percent of Area Within Extra-territorial Jurisdiction	Total Acres Within Planning Area	Percent of Area within Planning Area
One and Two Family Residential	8,076.1	53.1%	2,096.9	15.1%	10,173.0	35.0%
Multifamily Residential	843.6	5.5%	75.1	0.5%	918.7	3.2%
Industrial	304.0	2.0%	433.2	3.1%	737.1	2.5%
Business/Industrial	1,241.0	8.2%	0.0	0.0%	1,241.0	4.3%
Central Business District	144.4	0.9%	0.0	0.0%	144.4	0.5%
Commercial	1,802.5	11.8%	167.0	1.2%	1,969.5	6.8%
Public Parks and Open Space	781.0	5.1%	3.1	0.0%	784.1	2.7%
Agriculture and Private Open Space	259.2	1.7%	10,994.0	79.2%	11,253.3	38.7%
Public/Institutional	1,197.4	7.9%	13.9	0.1%	1,211.3	4.2%
Mixed Use	472.4	3.1%	0.0	0.0%	472.4	1.6%
Ponds/Water	92.1	0.6%	90.3	0.7%	182.4	0.6%
<b>TOTAL</b>	<b>15,213.6</b>		<b>13,873.6</b>		<b>29,087.2</b>	

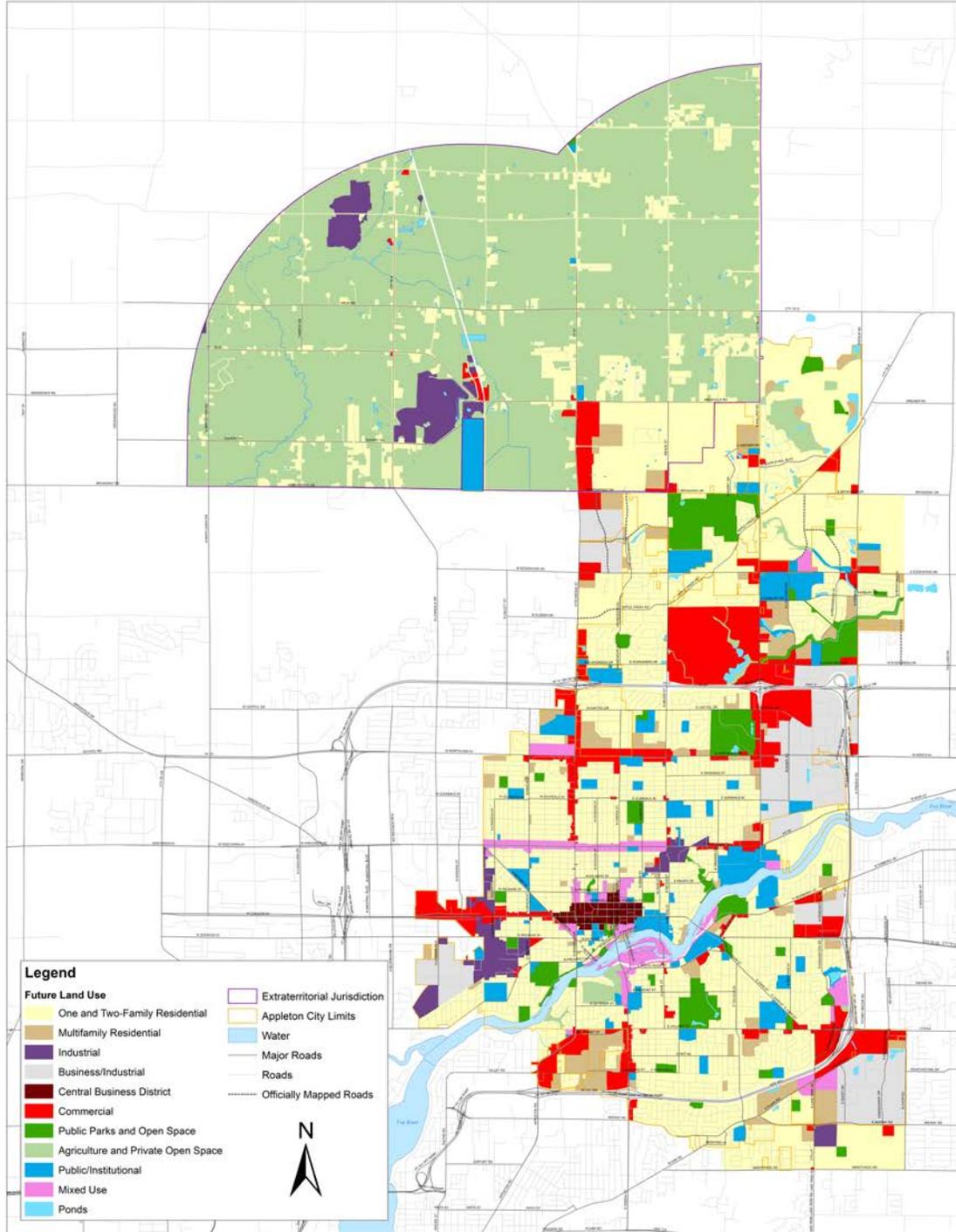
*Source: City of Appleton*



<sup>6</sup> Note that because the source data for the Existing Land Use Map and the Future Land Use Map are from differing sources, there is a slight discrepancy in the totals. The numbers for the extraterritorial jurisdiction only reflect land in the Town of Center, and the numbers for city limits include some land within other parts of the future growth area.



# City of Appleton Proposed Future Land Use



In comparison to the City's 2010 future land use plan, several changes have been made. The most significant of these is the expansion of the mixed use future land use category further west along Wisconsin Avenue, as well as the expansion of mixed use designations throughout other areas of the City.

### One and Two-Family Residential

One and two-family residential uses make up the largest part of the City, taking up more than half of the total land area. The Future Land Use Map identifies a large area of new one and two-family residential use, primarily to the north, and in the eastern and southeastern parts of the City and its extraterritorial jurisdiction. There is a total of 8,076.1 acres of one and two-family residential land use planned within the City of Appleton, and an additional 2,096.9 acres in the extraterritorial jurisdiction.

Development of these areas should occur at an urban density, with required connection to municipal water supply and wastewater collection systems. Unsewered and large lot development should not be permitted. Residential subdivisions will be required to provide adequate parks and open space meeting the City's established standards set forth in the Parks and Recreation Master Plan (Chapter 18). These parks and open spaces should be arranged to maximize the interconnectivity of open space throughout the subdivision and connecting to adjacent parcels.

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 many acres of planned single family lots that are currently unplatted as well.

### Multifamily Residential

A total of 843.6 acres of multifamily residential use is planned within the city limits. This includes existing as well as future sites for attached units that may be either owner or renter-occupied. It is the City's desire to avoid concentration of this use in any part of the community, instead providing multiple small sites where multifamily development may occur.

Vacant land for new multifamily development can be found in the southwestern and northern parts of Appleton and its extraterritorial jurisdiction. In addition, multifamily uses are encouraged on several redevelopment sites, particularly within the downtown, on the industrial flats, and in the Wisconsin Avenue corridor.

As with lower-density residential uses, multifamily development must occur on municipal water and sewers, and will be required to make adequate provision for parks and open space.

### Commercial

A total of 1,802.5 acres of commercial use is planned within the city limits. This includes existing as well as future sites. As noted earlier, 48 acres of land is required to meet the City's future commercial development demand. Land area more than adequate to meet this need has been identified in the City's expansion areas to the north and east. The City also hopes to meet a part of its future commercial growth through redevelopment of properties located in the downtown, on the industrial flats, and in commercial corridors in existing parts of the community. In addition to areas identified as commercial, these uses may occur in the central business district or mixed use land use designation.

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 Street between the Oneida Skyline Bridge and Hwy. 441. These improvements will further enhance this area's attractiveness for commercial development.

### Central Business District and Mixed Use

A total of 616.8 acres of central business district and mixed use area is planned within the city limits. This includes existing as well as future sites. The 2010 Future Land Use Map showed several central business district and mixed use land use areas in four locations described below, some of which were expanded or modified during the 2016 Plan Update.

- The downtown mixed use area includes parcels on the north side of downtown (south of Packard Street), along with a mix of commercial and residential uses located along Richmond Street, from College Avenue north to West Atlantic Street. Redevelopment within this area may consist of commercial (retail, office, or service) uses, multifamily residential uses, or a combination of the two.
- The industrial flats were identified as a mixed use area in accordance with the **Fox River Corridor Plan** (Chapter 13 of the **Comprehensive Plan**). The intent of this designation is to provide the maximum degree of flexibility to permit the unfettered continuance of existing industrial uses while also making it possible to redevelop with a combination of suitable uses. In this area, continued industrial use of existing industrial sites will be permitted. The City will consider a mix of office, retail, restaurant, service, and multifamily residential uses on redevelopment sites, based upon factors such as the size and location of the parcel, existing buildings that may be retained in the redevelopment proposal, adjacent uses, and ability to provide sufficient parking for the proposed uses.
- A portion of the South Oneida Street corridor, north of St. Elizabeth's Hospital, has been designated as a mixed use area. This designation is appropriate to encourage a transition from the residential neighborhoods south of the river to the industrial flats and the downtown. Uses in this area already reflect this mixed use character, and include commercial, residential, and institutional uses. Additional opportunities for economic development may include hospital related services, eye doctors, and specialty services.
- The mixed use district along Wisconsin Avenue, originally shown from Richmond Street to Meade Street, was extended to the western border of the City. This district is approximately one block deep on either side of the street. The **Wisconsin Avenue Corridor Plan** (Chapter 15 of the **Comprehensive Plan**) provides greater detail on the vision for this area. The City seeks to provide flexibility to respond to market conditions that may make it difficult to economically utilize or redevelop portions of this area for purely commercial uses. The mixed use designation will permit commercial and/or multifamily development to occur. Extending the designation to a full block deep will aid in carrying out the property assembly necessary to overcome limitations imposed by the relatively small parcel sizes found in the corridor.

The 2016 Plan Update added several additional mixed use areas to the City, including but not limited to the South Kensington Drive area, South Lake Park Road, and West Northland Avenue.

Residential development within mixed use areas will be required to provide some level of public amenities or open space. The City recognizes that the constrained nature of these redevelopment sites may make it difficult to provide the same ratio and character of open space as might be required in a greenfield development site. Alternative approaches may be to incorporate pocket parks, courtyards, or similar areas that provide opportunities for landscaping and outdoor



activities. These spaces may be privately maintained. All development on the Fox River will be required to make provision for public access to the river.

### Business/Industrial

This category can be described as offices and light industrial "flex" spaces such as may be found in the Southpoint Commerce Park or the Northeast Business Park. These uses are primarily found within the existing city limits and comprise a total of 1,241.0 acres, or 8.2 percent of the city's area. Land is available for development in both of these locations, as well as an additional area planned on the east side of Richmond Street south of West Broadway Drive.

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.

### Industrial

Industrial lands tend to be sites where industrial activity has been occurring for many decades, rather than newly-planned industrial parks. Within the City, these uses tend to be found along the railroad tracks, particularly near the Southwest Industrial Park and along Linwood Avenue, and near the intersection of Meade Street and Wisconsin Avenue. They total 304.0 acres within the city limits, with an additional 433.2 acres in the extraterritorial jurisdiction, mainly in the Town of Center.

### Public/Institutional

Public/institutional uses include municipal buildings, public and private schools, churches, and cemeteries, as well as the landfill northwest of the City. Siting of these uses is considered on a case-by-case basis. While no specific locations have been identified as future sites for institutional uses, it is expected that these can be located within the planning area. While they may be located on land designated for any use, certain criteria should guide site selection. At a minimum, the City should consider compatibility with existing or planned land uses in the area, traffic or other impacts and the need for utilities, scale of the proposed use (buildings, etc.) in comparison to existing or planned neighboring uses, and whether the proposed location may be better suited to other uses (such as commercial or employment-related) that may be needed to serve the neighborhood or provide a proportionally greater benefit to the community as a whole.

### Public Parks and Open Space

The Future Land Use Map notes the locations of existing public parks and other open space, including facilities owned by Appleton or Outagamie County. Specific locations for new parks have not been identified, however, should be identified and acquired as areas develop or opportunities arise. The ***Parks and Recreation Master Plan***, contained in Chapter 18 of this ***Comprehensive Plan***, identifies criteria for levels of service and park land acquisition.

The City has adopted goals to provide a total of 10 acres of park land per thousand residents. This acreage should consist of two acres of neighborhood parks and eight acres of community parks, although other types of parks may be included in the total. As noted in Chapter 18, the City of Appleton exceeds adopted standards for the provision of neighborhood parks, but lacks sufficient community parks. This is ameliorated to an extent by the presence of Plamann Park, which is not owned or programmed by the City, but located near the City's north side. The 257-acre park is owned and maintained by Outagamie County and features many of the amenities expected within a community park, such as ball fields, shelters, a swimming beach, and trails. Not including



Plamann Park, Appleton has approximately 240 acres of community parks, falling 345 acres short of the current standard, and leaving a deficit of 371 acres by 2020. Factoring in 139 acres of special park and recreation areas including but not limited to Reid Golf Course and USA Youth Sports Complex, Appleton's Park and Recreation Department maintains a total of 558 acres. This equates to 7.54 acres per thousand residents, and is projected to be 7.34 acres per thousand residents in 2020 if no additional park space is created.

Priorities for land acquisition should be based on the service area standards identified in the ***Parks and Recreation Master Plan*** (Chapter 18). Some particular areas for park land acquisition have been noted in that plan, including the southeastern and southwestern portions of the community, and parts of the existing City where service coverage does not meet the adopted standards. Park sites should be selected to preserve important natural, geological, cultural, or other resources. In addition, the City should seek to provide connectivity among its parks through the provision of greenway corridors and an interconnected network of off-street trails integrated with the City's on-street bike lane system.

### Agricultural and Private Open Space

A majority of the extraterritorial jurisdiction outside of Appleton's sewer service area has been designated as agricultural or private open space (which may include woodlands or wetlands that are not used for agriculture). Consistent with the Outagamie County Comprehensive Plan, the City's intent is that these areas should not be developed until some distant time when they can be provided municipal utilities and brought into the City. Scattered, low-density development in this area will prove difficult to serve and may provide a barrier to the orderly growth of the urban area.

Some of the areas within this category consist of woodlands and other natural features where development should be limited. These areas may be considered as locations for future parks or open space corridors.

### Ponds

As with the Existing Land Use Map, ponds include the surface water features of the City and its extraterritorial jurisdiction.

### Regulatory Tools

Appleton has several tools that it has adopted and may use to regulate the use of land within the City, and in some cases, within the extraterritorial jurisdiction. These tools are described below.

### Land Use Planning

The land use plan is a blueprint for the future arrangement of uses within the City and its planning area. In addition to determining what uses may be appropriate in a given location, the land use plan may provide guidance on the pace or phasing of development. As of January 1, 2010, local governments in Wisconsin must make land use decisions concerning official mapping, zoning and subdivision regulations, and shoreland or wetland zoning regulations, which are consistent with their comprehensive plan.

Appleton has not adopted a growth management strategy. A limited number of Wisconsin communities have adopted such a policy, which often contain limits on the pace, as well as phasing of growth. Methods used to ensure that these maximum growth rates are not exceeded include annexation and subdivision approvals, limits on building permits, and phased utility extensions. Growth management strategies are not always effective unless other local



jurisdictions have also enacted growth limitations, so that a regional approach is needed. It is recommended that Appleton engage in a dialogue with adjacent communities to discuss such a regional approach, which would assure orderly and sustainable growth without depleting the resources or impairing the vitality of already developed areas in those communities.

## Zoning

Zoning is the most commonly known means municipalities use to guide land use. Zoning is used to regulate the use of land as well as to define the character of development through requirements or limitations on setbacks, height, provision of parking, signage, and a variety of other issues.

Zoning provides more specific guidance than what is found in the land use classifications used in the **Comprehensive Plan**. Following adoption of the **Comprehensive Plan**, the City should establish a priority to revise its Zoning Code to reflect proposed changes found in the plan. This is particularly true of the new mixed use designation and of standards recommended in the corridor plans for Wisconsin Avenue, Richmond Street, and South Oneida Street. This will be necessary to facilitate compliance with Wisconsin's Smart Growth Law.

## Extraterritorial Authority

Wisconsin statutes grant cities and villages the right to plan, to prepare official mapping, and to conduct subdivision review on lands outside of the community that fall within its extraterritorial jurisdiction. That area varies according to community size, but for Appleton it is generally three miles from the city limits. As described in Chapter 2 of the **Comprehensive Plan**, that area has been limited by boundary agreements with most of the surrounding communities.

Extraterritorial zoning provides a means for a city or village to zone land outside of its jurisdictional limits. It can only be accomplished when the city or village has entered into an agreement with a neighboring town, wherein the city and town have jointly adopted a zoning ordinance and map. Appleton has not entered into any such agreements to establish extraterritorial zoning authority.

The City does have the ability to conduct extraterritorial plat review for any proposed subdivision of land lying within its extraterritorial jurisdiction. The City may deny approval of land subdivision based upon its land use plan. In the case of a conflict, the proposed subdivision must comply with the more restrictive of the town's or the City's subdivision ordinance.

## Sewer Service Area

The Wisconsin Department of Natural Resources and regional planning commissions collaborate to work with cities and villages on the delineation of sewer service areas. Sewer service areas are based on a projection of future needs for wastewater treatment over a 20-year time frame. The sewer service area includes existing parts of the community where sewer service is provided along with adjacent land where development may occur. The amount of undeveloped land included in the sewer service area is based on community size and growth projections. This land is usually considered the priority location for future development to occur. In addition to guiding land use and development, the sewer service area is a valuable tool for planning future extensions of sewers and wastewater treatment capacity.

## Annexation

Cities and villages in Wisconsin expand their territory through annexation, which is usually initiated voluntarily by property owners adjacent to the corporate limits. Annexation to the City is usually a



requirement for obtaining municipal water and sewer services that enable property to be developed.

## Public Utility Services

Except for large lot residential and a limited number of commercial uses, most development cannot occur without the provision of municipal services such as wastewater treatment or municipal water. Appleton can make determinations on whether or not to provide these services to a property based upon the degree to which proposed development is consistent with the **Comprehensive Plan**, as well as to the potential costs and impact to the City's capital facilities.

## Sustainability

The City has joined the Wisconsin's Department of Natural Resources Legacy Green Tier Program. The purpose of this voluntary program is to "help communities across the state of Wisconsin move continuously toward a sustainable future through initiatives that promote environmental stewardship, economic growth, public health, and social equity." The City's Parks, Recreation & Facilities Management Department administers the program.

As a participant in the program the City agrees to develop an Environmental Management System (EMS). The EMS includes the following components:

1. Conduct baseline benchmarking of its environmental footprint,
2. Set targets to reduce its impact,
3. Develop and implement strategies to achieve the targets,
4. Monitor progress toward achieving those targets,
5. Report annually on progress, and
6. Adjust the program as needed.

A few significant projects which the City has completed include:

- Lighting upgrades performed, which commenced in 2006, account for a projected reduction of 1.6 million kWh.
- Retrocommissioning of the wastewater plant and library reduced electrical usage by 102,000 kWh and 54,000 therms annually.
- Converted to "green" cleaning chemicals and janitorial paper products carrying the "Green Seal" certification.
- Installed a networked computerized Energy Management and Control System in 14 of the largest buildings. Buildings can be monitored, controlled and scheduled from a single location or from remote locations. Cost savings are anticipated to result from decreased energy of 5% to 10%.

## Objectives and Policies

Appleton will continue to add housing, businesses, and new residents through a combination of greenfield development and redevelopment (including brownfields) or infill within the urban core. The City's overall goal with regard to land use will be to provide sufficient quantities of land for development or redevelopment, in appropriate locations to meet future demand, while ensuring the protection of natural resources, provision of adequate parks and open spaces, and efficient provision of municipal utilities and services. To achieve this goal, the City will adopt the following objectives and policies.



- 10.1 OBJECTIVE: Provide an adequate supply of suitable land meeting the demand for development of various land uses.**
- 10.1.1 Adopt, and as necessary, amend the Future Land Use Map in the Comprehensive Plan.
  - 10.1.2 Adopt, and as necessary, amend an Official Map that designates street right-of-way requirements, existing and future city parks, school sites, and utility locations, along with other features permitted by state statute.
- 10.2 OBJECTIVE: Encourage redevelopment to meet the demand for a significant share of future growth, and to enhance the quality of existing neighborhoods.**
- 10.2.1 Continue to identify areas in which redevelopment may be desirable and prepare planning to guide that redevelopment.
  - 10.2.2 Continue to provide assistance, through tools such as tax incremental financing, redevelopment bonds, loan programs, business or neighborhood improvement districts, and other resources, to encourage redevelopment and reinvestment in established neighborhoods.
  - 10.2.3 Support new infill and redevelopment in accordance with the redevelopment framework presented in Chapter 14: Downtown Plan. Invest in downtown parks, trails, and quality of life amenities which enables residents to live downtown throughout all phases of their lives.
- 10.3 OBJECTIVE: Support future changes to zoning and other regulatory tools which are necessary to achieve the type of urban form and development reflective of smart growth principles, including support for “complete” neighborhoods (neighborhoods where residents can meet the majority of their daily needs on foot and by bicycle) throughout the City and in growth areas.**
- 10.3.1 Revise existing zoning districts or establish new districts that permit and regulate the uses intended for mixed use areas including but not limited to the central business district, Richmond Street, Wisconsin Avenue, South Oneida Street, and the industrial flats.
  - 10.3.2 Amend the Zoning Ordinance to address parking and dimensional standards to provide added flexibility to redevelop commercial property in the Wisconsin Avenue, Richmond Street, and South Oneida Street corridors.
  - 10.3.3 Establish a maximum lot size for single family residential development in order to support the cost effective provisioning of public infrastructure.
  - 10.3.4 Amend the Central Business District zoning classification to allow for ground floor residential uses, except for properties fronting College Avenue.
  - 10.3.5 Plan for park amenities in complete neighborhoods and integrate into existing neighborhoods.
- 10.4 OBJECTIVE: Plan for compact, efficient, and fiscally responsible growth of residential, commercial, and industrial development in new neighborhoods in order to implement the principles of smart growth.**
- 10.4.1 Continue to guide residential growth to locations either contiguous to or within presently urbanized areas. As peripheral development occurs, it should be at a

compact, urban density to ensure new neighborhoods can be efficiently served by public infrastructure.

- 10.4.2 Seek to maximize land use planning coordination among municipal departments through continued communication and the proactive integration of utility, transportation, and land use planning efforts especially within the City's growth areas.
- 10.4.3 Promote commercial and industrial development which is compatible with nearby residential areas.
- 10.4.4 Encourage the development and extension of the City's trail network in or adjacent to all new neighborhoods.
- 10.4.5 Encourage that future subdivision plats are compatible with traditional neighborhood principles including a well-connected, grid-like street network. Include in new neighborhoods a variety of types of housing (both detached and attached), local streets sized to encourage appropriate traffic speeds, street trees and sidewalks, parks and greenways within walking distance, and small commercial areas that accommodate not just cars but also bicyclists, pedestrians, and public transit.
- 10.4.6 Actively enforce boundary agreements to ensure City's agreed-upon future growth areas.
- 10.4.7 Encourage the creation of residential neighborhoods which are not characterized by large tracts of exclusively single-family residential dwellings or large, isolated clusters of duplex or multiple-family buildings.

**10.5 OBJECTIVE: Support the continued redevelopment and revitalization of land uses adjacent to Appleton's key transportation corridors and downtown.**

- 10.5.1 In conjunction with area neighborhoods, property owners, and other key stakeholders and the public, implement and eventually update the Wisconsin Avenue, Richmond Street, and South Oneida Street Corridor Plans, in addition to other corridors. Future updates should encourage additional tax base on underperforming parcels while enhancing community quality of life through the provision of additional neighborhood services, increased bike and pedestrian access, and other improvements.
- 10.5.2 Develop a communications plan to make existing and potential land owners and developers aware of the vision plans for these corridors.
- 10.5.3 Within transitional areas at the edge of downtown, encourage development that is compatible with existing residential neighborhoods.

**10.6 OBJECTIVE: Participate in and initiate discussions with community groups and regional jurisdictions about sensible land use planning consistent with Smart Growth principles.**

- 10.6.1 Encourage local jurisdictions in the Fox Cities area to develop a consistent regional perspective on the future. Convene meetings of community and government leaders to discuss growth issues and to jointly adopt principles that guide growth in the metropolitan area.

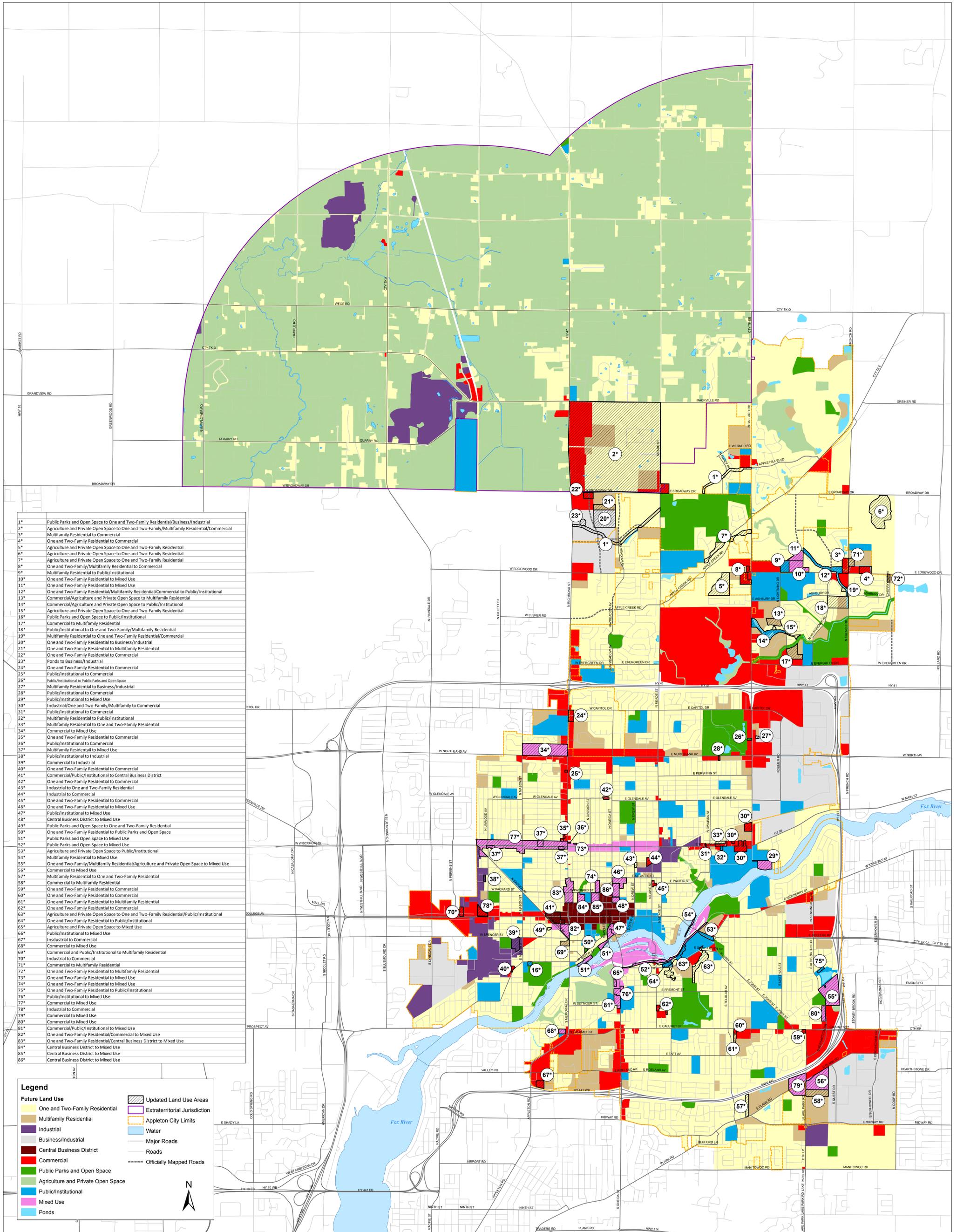
**10.7 OBJECTIVE: Provide leadership in sustainability and continue to strive to incorporate sustainability into City planning and operations.**

10.7.1 Continue to participate in the WDNR's Legacy Green Tier program.

**10.8 OBJECTIVE: Develop and extend a system of local residential streets that are highly interconnected, relatively narrow, and designed to meet the needs of pedestrians, bicyclists, motorists, public transit, and vehicles associated with periodic service providers.**

10.8.1 Neighborhood streets and sidewalks should provide an interconnected transportation network that links neighborhoods, districts and corridors without forming barriers between them. Dead-end streets and cul-de-sacs should generally be avoided unless necessary to protect sensitive environmental features or address significant changes in topography.

# City of Appleton Proposed Future Land Use





Building a Better World  
for All of Us®

**MEMORANDUM**

TO: City of Appleton  
FROM: Andrew Dane  
DATE: November 18, 2016  
RE: Key Chapter 11 Intergovernmental 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**

Added key accomplishments, updated opportunities for collaboration.

**Overall Goal**

The following objectives and policies will help to guide Appleton in its interactions with other governments.

**11.1 OBJECTIVE: Maintain a positive relationship with local area governments to foster collaboration on issues of mutual concern.**

11.1.1 Ensure continued discussion between Appleton and neighboring municipalities and counties, including both elected officials and department staff. **Continue to partner with Outagamie, Winnebago, and Calumet counties to serve City residents in an efficient manner.**

11.1.2 Continue Appleton’s involvement in regional organizations, such as those to promote economic development, to work to provide affordable housing, to restore and revitalize the Fox River, and to provide transit services in the Fox Valley.

11.1.3 Act upon the specific opportunities for collaboration identified in the **Comprehensive Plan**.

**11.2 OBJECTIVE: Work with the State of Wisconsin, federal agencies, and other agencies and organizations on issues of concern to the City of Appleton.**

11.2.1 Monitor policy issues and advocate for rules and legislation that will benefit Appleton and its residents, **including but not limited to the need for state involvement in boundary agreement issues.**

11.2.2 Work with **and build upon relationships with** state agencies, **the League of Wisconsin Municipalities, East Central Regional Planning Commission and others** to ensure timely compliance with mandates, and to monitor and shape policy decisions that impact the City.

- 11.2.3 Seek available opportunities for grant funding and programs that can help to develop capital facilities or improve delivery of municipal services, acquire parks and open space land, or stimulate economic or cultural development.

AD

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# Chapter 11: Intergovernmental Cooperation

Potential Land Use Conflicts

Opportunities for Collaboration

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The intergovernmental cooperation element of the **Comprehensive Plan** discusses opportunities for joint planning and decision making with other governments, including school districts and adjacent local governmental units, state government, and federal government agencies, for siting and building public facilities and sharing public services. It also addresses conflicts between Appleton’s plan and the comprehensive plans of adjacent communities and counties. The element recognizes existing agreements with neighboring government, including boundary agreements with neighboring cities, villages, and towns. These are documented in Chapter 2 of the **Comprehensive Plan**.

Actions of higher-level governments can also impact the City and its residents. State and federal governments have a role in funding local government activities. Through grants and other programs, additional funds can be brought into Appleton. By the same token, the continued reduction of funding can cause the City to re-evaluate programs and services, and make adjustments as needed. State and federal government agencies also administer regulations by which the City must abide, such as standards for its waste water treatment plant, rules concerning non-point storm water quality, total maximum daily loads (TMDL), phosphorus standards, and even requirements such as the preparation and adoption of a comprehensive plan.

The City’s mission statement states that “the City of Appleton is dedicated to meeting the needs of our community and enhancing quality of life.” Coordination among the many units of government in the region is an important part of that achieving that mission. Actions of one governmental unit can affect others, and where possible, it should be a goal of the City to strive for consensus to the mutual benefit of all. Intergovernmental cooperation has the potential to provide better, more effective government services for all, sometimes with cost savings for those governments involved, and the taxpayers that support them.

## Key Accomplishments

- Fox Cities Exhibition Center. The City and ten partner municipalities came together to support development of a regional exhibition Center located in downtown Appleton adjacent Jones Park.
- Valley Transit Agreements for Fixed Bus Route Bus Service and Call-A-Ride
- Fox Cities Metropolitan Planning Organization (MPO) - Transportation Planning
- Regular, on-going coordination with Outagamie, Winnebago, and Calumet counties
- Maintained Mutual Aid Agreements – Town of Grand Chute, City of Kaukauna, Cities of Neenah-Menasha, Village of Little Chute, Village of Kimberly, Town of Center, City of Oshkosh, City of Green Bay, Village of Combined Locks, Village of Fox Crossing.
- Agreement to Wholesale finished water to Village of Sherwood, Waverly Sanitary District, and backup water source to Greenville via Grand Chute connection.

## Potential Land Use Conflicts

Appleton’s Comprehensive Plan is designed to minimize conflicts with neighboring jurisdictions, while at the same time balancing the needs of a growing, vibrant community. The City already collaborates with area communities and counties on topics such as transportation, promotion of the Fox River, and economic development. The City’s boundary agreements help to reduce the potential for land use conflict in the City’s growth areas and allow the City to properly design and size infrastructure. Additionally, the City’s future land use plan has incorporated Outagamie County’s land use plan for the portion of Appleton’s extraterritorial jurisdiction that lies outside of



the sewer service area. The following is a discussion of the potential conflicts that have been identified.

### Town of Grand Chute

The Town adopted its 2010-2030 Comprehensive Plan in December 2009. A small number of potential future land use conflicts are apparent. The largest of these conflicts is at the southeast corner of Richmond Street and Broadway Drive, where the City of Appleton has planned a combination of multifamily residential, commercial, and business/industrial uses. The Town of Grand Chute shows this as vacant/undeveloped/agricultural conservancy. The other area is south of Edgewood Drive and west of Ballard Road, where the City shows multifamily residential and the town has planned suburban style development.

### Town of Center

Outagamie County's future land use plan (updated March 13, 2012) has been incorporated into Appleton's future land use plan for areas in the Town of Center that are outside of the City's sewer service area. Minimal new development is proposed in this area. Little conflict is anticipated, however this may change pending updates to the City's Future Land Use Map.

### Town of Freedom

Appleton has negotiated a boundary agreement that limits the amount of the Town's territory that may be annexed to the City. The land uses shown by the City of Appleton are consistent with those in Outagamie County's plan.

### Village of Little Chute

Because of their mutual boundary agreement, the planning areas for Appleton and Little Chute do not overlap. As a result there are no direct conflicts.

### Town of Harrison

The Town of Harrison has prepared its own comprehensive plan instead of being a part of the Calumet County plan. Future land uses in areas that may come into the City of Appleton are consistent with the uses shown by Appleton. The Village of Harrison is annexing territory in the Town of Harrison, creating conflict between plans.

### Village of Harrison

In 1999, the City of Appleton and Town of Harrison entered into an inter-municipal agreement in order to establish fixed boundaries, facilitate orderly development, and provide for cost effective governmental services. 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 in the Town. In 2015 and early 2016, several annexations within the City of Appleton growth area have been approved by the Village of Harrison. These annexations are concerning because they undermine the ability of the City to provide efficient public services to areas of the City where some services have already been extended and significant capital expenditures have occurred on infrastructure to service the growth area. The Village of Harrison is currently developing a sub-area plan for creation of a Village Center.

## Town of Menasha

The City of Appleton and Town of Menasha formed a boundary agreement in 1999 which establishes a boundary line where the City may not annex beyond without consent from the Town. In 2016, the boundary line was changed to transfer land from the Town of Menasha to the Village of Fox Crossing, leaving no land within the City of Appleton growth area per the boundary agreement. Uses identified for the Town of Menasha in the Winnebago County plan are consistent with those shown on Appleton's future land use map. There are no areas of conflict.

## Village of Fox Crossing

A portion of the Town of Menasha incorporated as the Village of Fox Crossing in 2016. This originally left town islands that were completely surrounded by the City of Appleton. Later in 2016, boundary lines were adjusted to incorporate town islands into the Village of Fox Crossing.

## Opportunities for Collaboration

Several of the chapters in this plan noted areas in which Appleton already works cooperatively with other governmental units, where opportunities for collaboration may exist, or where discussions should occur. These are summarized here.

## Housing and Neighborhoods

Chapter 5 documents issues concerning housing and neighborhoods. Appleton currently collaborates with other communities, mainly through non-profit organizations, neighborhood groups, and regional collaborations, to address needs for affordable housing and emergency shelter. The police department confers with law enforcement in neighboring communities concerning problem tenants.

## Transportation

The transportation element of the plan notes several areas in which Appleton needs to continue to work with other area communities, Outagamie, Winnebago, and Calumet Counties, the State of Wisconsin, and federal agencies. These issues include planning for the regional highway system and local streets where jurisdiction may fall to a government other than the City of Appleton, regional bicycle and pedestrian route planning, preservation and enhancement of air services at Appleton International Airport, continued improvements to boating on the Fox River, and to secure a stable long-term source of funding for Valley Transit.

## Utilities and Community Facilities

Collaboration between Appleton and other communities already exists for water and sewer services, yard waste sites, fire protection, and police services. One example is the automatic aid agreements between the city and neighboring communities.

The City frequently works with the Appleton Area School District on issues that impact them mutually. For example, the school district leases buildings from the City, the City and school district mutually use and develop park and recreation facilities, and the two join forces to address topics such as safe routes to schools. Additional opportunities exist for collaboration on Parks, Recreation, and Library Facilities.

Appleton provides water services to neighboring areas and is well-positioned with capacity to provided water to other communities in the region.



## Agriculture, Natural, Historic, and Cultural Resources

Appleton has been involved with the U.S. Environmental Protection Agency, the Wisconsin Department of Natural Resources, and other communities on the Fox River to meet total maximum daily load (TMDL) requirements for pollutants entering the Fox River. The City is currently achieving the TMDL requirement through its plant. The City is also currently working with the Fox River Navigational System Authority to construct an interpretive center adjacent the Fox River in downtown Appleton.

## Economic Development

Appleton participates in several economic development organizations along with cities, villages, and counties from throughout Northeastern Wisconsin. The City's Economic Development Strategic Plan notes the need to continue to work with adjacent communities on specific issues of concern. The plan includes an action plan, outlining actions that the City should take in the future to improve economic development. The I-41 corridor provides an excellent opportunity for collaboration to support economic development.

Appleton is the largest member of the Fox Cities Regional Partnership, an organization committed to helping businesses locate and expand in the Fox Cities Region. The partnership is supported by public and private sector partners from around the region, including several dozen communities.

## Land Use

Opportunities exist for communities in the Fox Cities region to collaborate on growth management. Higher-density development and well-coordinated provision of municipal services can help ensure the fiscal health of the region in the future. The City and other communities, counties, and the East Central Wisconsin Regional Planning Commission should engage in a discussion about regional growth management and the efficient provision of municipal services.

## Fox River Corridor Plan

Appleton is working with other communities along the Fox River, the Regional Planning Commission, and state agencies to promote redevelopment and marketing of the river corridor. The City is in continued discussions with the Canadian National Railway (Wisconsin Central) concerning use of the abandoned railroad trestles for bicycle and pedestrian crossings of the river.

## South Oneida Street

The corridor plan for South Oneida Street points out that a portion of the corridor lies in the Town of Menasha, now the Village of Fox Crossing. The corridor plan recommends developing common design approaches to achieve improved aesthetics. The project will include lighting improvements. The project's utility work begins in 2017 and paving will be done in 2018.

## College Avenue Corridor

The entrance to the City of Appleton from the Appleton International Airport was cited as an area of concern by participants during the planning process. The corridor traverses the Town of Grand Chute and the City of Appleton, and is the primary entrance to the City from Interstate 41. East Central Wisconsin Regional Planning Commission is conducting a Corridor Study to look at all transportation options (i.e. vehicle, bicycle, pedestrian and transit) from Appleton International Airport to State Highway 47 in the City. Plan implementation recommendations will require a significant degree of intergovernmental cooperation.



## Parks and Recreation

The Park and Recreation Master Plan notes several topics on which the Park and Recreation Department is working with other area communities, or with county governments. Appleton continues to coordinate with other governments to provide park facilities, such as with Outagamie County to connect trails through Plamann Park. The City completed a Trails Master Plan in 2016, which identifies opportunities to connect the City's trail network to existing and planned facilities in communities bordering the City. Finally, the cities of Appleton, Menasha and Neenah have entered into reciprocal agreements allowing participants of each city to register as a resident in each other's parks and recreation programs.

## Objectives and Policies

The following objectives and policies will help to guide Appleton in its interactions with other governments.

- 11.1 OBJECTIVE: Maintain a positive relationship with local area governments to foster collaboration on issues of mutual concern.**
  - 11.1.1 Ensure continued discussion between Appleton and neighboring municipalities and counties, including both elected officials and department staff. Continue to partner with Outagamie, Winnebago, and Calumet counties to serve City residents in an efficient manner.
  - 11.1.2 Continue Appleton's involvement in regional organizations, such as those to promote economic development, to work to provide affordable housing, to restore and revitalize the Fox River, and to provide transit services in the Fox Valley.
  - 11.1.3 Act upon the specific opportunities for collaboration identified throughout the *Comprehensive Plan*.
- 11.2 OBJECTIVE: Work with the State of Wisconsin, federal agencies, and other agencies and organizations on issues of concern to the City of Appleton.**
  - 11.2.1 Monitor policy issues and advocate for rules and legislation that will benefit Appleton and its residents, including but not limited to the need for state involvement in boundary agreement issues.
  - 11.2.2 Work with and build upon relationships with state agencies, the League of Wisconsin Municipalities, East Central Wisconsin Regional Planning Commission and others to ensure timely compliance with mandates, and to monitor and shape policy decisions that impact the City.
  - 11.2.3 Seek available opportunities for grant funding and programs that can help to develop capital facilities or improve delivery of municipal services, acquire parks and open space land, or stimulate economic or cultural development.



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**MEMORANDUM**

TO: City of Appleton Plan Commission  
 FROM: Andrew Dane  
 DATE: December 8, 2016  
 RE: Key Chapter 12 Implementation 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.

**Key Changes**

A section on five-year updates to the Comprehensive Plan was removed and combined with the section on ten-year updates. A Plan Objectives and Timeframe section was added to provide a mechanism for tracking plan implementation. It includes a matrix which lists all of the individual chapter objectives.

Comprehensive Plan Objectives	Action Timeframe		
	Ongoing Action	Near-term Action	Long-term Action
<b>Chapter 5: Housing and Neighborhoods</b>			
Continue efforts to ensure an adequate supply of housing affordable to all income levels in the community.	X		
Work proactively to prevent decay of the City's housing stock and blight conditions within neighborhood areas.		X	
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.		X	
Continue to expand the City's Neighborhood Program to establish and support neighborhood organizations as partners in carrying out City functions.		X	
Promote downtown housing as a means to grow the tax base, support local businesses, and increase the overall vitality and image of the area.		X	
<b>Chapter 6: Transportation</b>			
Plan for the safe and efficient movement of vehicles on local and regional roads.			X

Comprehensive Plan Objectives	Action Timeframe		
Support regional efforts to preserve and enhance air service in the Fox Valley.	X		
Create an environment that is safe and conducive to walking and bicycling throughout the entire city.	X		
Preserve and enhance rail service within Appleton and the Fox Valley.	X		
Continue efforts to improve boating conditions on the Fox River.		X	
Maintain diverse and cost-effective options for public transportation that meets the needs of all segments of the population.	X		
Maintain a balanced parking program which provides an adequate supply of parking without undermining economic development and neighborhood development efforts.	X	X	
Implement transportation improvements which also support the City's desired land use, housing and neighborhood goals, objectives, and policies.	X		
Implement the transportation-related recommendations contained within related plans.		X	
<b>Chapter 7: Utilities &amp; Community Facilities</b>	<b>Ongoing Action</b>	<b>Near-term Action</b>	<b>Long-term Action</b>
Provide a pattern of development that minimizes impacts to municipal services and utilities.	X		
Ensure that municipal services and utilities, as well as privately distributed energy sources are delivered in a safe and sustainable manner.	X	X	
Work with other public/private utilities and service providers to assist them, when appropriate to do so, in delivering services to Appleton residents.	X		
Maintain the existing public water and sanitary sewer infrastructure.	X	X	
Implement effective stormwater management practices.	X		
Continue to partner with other agencies, organizations, and businesses to proactively address public health and mental health issues in the community.	X		
Continue to partner with other agencies, organizations, and businesses to support programs and activities for at-risk populations.	X		

Comprehensive Plan Objectives	Action Timeframe		
Support creation of a new or remodeled library downtown.	X		
Continue to support practical, cost-effective and collaborative approaches to solid waste management and recycling.	X		
Continue to coordinate, partner, and collaborate with educational institutions to support access for all to education.	X		
Support, Police, Fire, and Emergency Services.	X	X	X
Support the Access Appleton pilot program and follow up initiatives to encourage greater destination accessibility for all.	X		
<b>Chapter 8: Agriculture, Natural, Historic, and Cultural Resources</b>	Ongoing Action	Near-term Action	Long-term Action
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.	X		
Preserve important natural features and enhance environmental quality throughout the community in order to secure economic, recreational, and health benefits for area residents.	X	X	
Continue and expand efforts to preserve, restore, and interpret important features of Appleton's rich history.	X	X	
Support the organizations, events, and venues that make Appleton the arts and cultural center of the Fox Cities.	X	X	
Continue support for programs targeted to Appleton's diverse communities.	X		
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.		X	
<b>Chapter 9: Economic Development</b>	Ongoing Action	Near-term Action	Long-term Action
Implement the Appleton Economic Development Strategic Plan (AEDSP).	X		
Grow Appleton's business community through recruitment, expansion, and retention programs that ensure a diverse business mix and jobs that pay well.		X	

Comprehensive Plan Objectives	Action Timeframe		
Create the resources and culture in which entrepreneurial development is encouraged.		X	
Ensure the continued vitality of downtown and the City's neighborhood commercial districts.		X	
Encourage new development and redevelopment activities that create vital and attractive neighborhoods and business districts.		X	
Create a vibrant environment that is conducive to attracting and retaining talented people.	X		
Work collaboratively with other municipalities, organizations, and private entities to advance the economic development of the entire region.	X		
Continue supporting educational partnerships and workforce development.	X		
Enhance Appleton's brand as a location to do business.		X	
<b>Chapter 10: Land Use</b>	<b>Ongoing Action</b>	<b>Near-term Action</b>	<b>Long-term Action</b>
Provide an adequate supply of suitable land meeting the demand for development of various land uses.	X		
Encourage redevelopment to meet the demand for a significant share of future growth, and to enhance the quality of existing neighborhoods.	X		
Support future changes to zoning and other regulatory tools which are necessary to achieve the type of urban form and development reflective of smart growth principles, including support for "complete" neighborhoods (neighborhoods where residents can meet the majority of their daily needs on foot and by bicycle) throughout the City and in growth areas.	X		X
Plan for compact, efficient, and fiscally responsible growth of residential, commercial, and industrial development in new neighborhoods in order to implement the principles of smart growth.	X		X
Support the continued redevelopment and revitalization of land uses adjacent Appleton's key transportation corridors and downtown.		X	

Comprehensive Plan Objectives	Action Timeframe		
Participate in and initiate discussions with community groups and regional jurisdictions about sensible land use planning consistent with Smart Growth principles.		X	
Provide leadership in sustainability and continue to strive to incorporate sustainability into City planning and operations.	X		
Participate in and initiate discussions with community groups and regional jurisdictions about sensible land use planning consistent with Smart Growth principles.	X		
Develop and extend a system of local residential streets that are highly interconnected, relatively narrow, and designed to meet the needs of pedestrians, bicyclists, motorists, public transit, and vehicles associated with periodic service providers.			X
<b>Chapter 11: Intergovernmental Cooperation</b>	Ongoing Action	Near-term Action	Long-term Action
Maintain a positive relationship with local area governments to foster collaboration on issues of mutual concern.	X	X	
Work with the State of Wisconsin, federal agencies, and other agencies and organizations on issues of concern to the City of Appleton.	X	X	
<b>Chapter 13: Fox River Corridor Redevelopment Plan</b>	Ongoing Action	Near-term Action	Long-term Action
Support state and regional efforts to enhance and promote the entire Lower Fox River Corridor.	X		
Achieve a fair balance between desires for urban development and open greenspace along the riverfront.	X		
Promote an economically viable mix of existing and redeveloped uses along the riverfront.	X		
Support ongoing environmental clean-up and enhancement in the river corridor.	X		
Improve connectivity between the river valley and adjacent neighborhoods.	X	X	
Ensure that the development of public and private spaces along the river is held to the highest design standards.	X		

Comprehensive Plan Objectives	Action Timeframe		
Green and environmentally-friendly practices are encouraged within the river valley.	X		
The City will preserve and interpret historic and natural resources along the river.	X		X
Chapter 14: Downtown Plan	Ongoing Action	Near-term Action	Long-term Action
See Downtown Plan Chapter 14 Appendix 'Implementation Matrices'			
Chapter 15: Wisconsin Avenue Corridor Plan	Ongoing Action	Near-term Action	Long-term Action
Establish strong nodes of commercial activity centered on the intersections of Wisconsin Avenue with Richmond Street and Meade Street, promote the development of high-density residential and mixed-use sites in other areas of the corridor, and support the continued development of service commercial and limited light industrial uses east of Meade Street.	X		
Address issues in the public realm such as sign and utility clutter, streetscape, gateways, bicycle and pedestrian accommodation, and transit services.	X		X
Encourage private renovation and redevelopment that addresses existing limitations of platting and land assembly, site planning issues such as parking and access, and aesthetics.	X		
Chapter 16: Richmond Street Corridor Plan	Ongoing Action	Near-term Action	Long-term Action
Sustain the vitality of the northern commercial district in the Richmond Street Corridor, at Northland Avenue.	X		
Continue to promote redevelopment in the southern commercial district, between College Avenue and Atlantic Street, to serve neighborhood commercial needs.	X		
Address streetscape, bicycle and pedestrian accommodation, and transit services.	X		X
Chapter 17: South Oneida Street Corridor Plan	Ongoing Action	Near-term Action	Long-term Action
Promote the formation of a pedestrian-friendly mixed use neighborhood at the north end of the corridor.	X		

Comprehensive Plan Objectives	Action Timeframe		
Encourage continued development and redevelopment within the remaining corridor.	X		
Improve the aesthetics of the corridor to make it an attractive gateway to downtown.	X	X	
Chapter 18: Park and Recreation Master Plan	Ongoing Action	Near-term Action	Long-term Action
Identify land for acquisition, or opportunities to share facilities, to provide adequate access to parks in developed parts of Appleton where there are no existing parks.	X		
Continue to work with land developers and municipalities to acquire new park land through dedication or other means, as new development occurs.	X		
Develop the City's park system as an interconnected network of sites linked by greenways and trails.	X		X
Continue to make parks and recreation facilities and programs as efficient and effective as possible.	X		
Expand and develop additional park and recreational facilities along the Fox River.	X		X
Plan, design, and develop additional parks and recreational facilities that meet current and emerging needs of the community.	X		
Continue to implement the Capital Improvement Plan for development of specific parks and facilities.	X		
Engage, leverage and develop community and corporate partners to optimize and broaden programs and services.	X		
Expand public outreach and participation in community groups, organizations and events to advocate our programs, facilities, and services.	X		
Enhance health and wellness within our community and provide opportunities for learning and socialization to promote personal growth and well-being for adults in our community.	X		
Working together with community partners, increase programming directed to minority and cultural interests, and for persons who are physically or cognitively challenged.	X		

Comprehensive Plan Objectives	Action Timeframe		
Develop and deliver meaningful outdoor adventure and educational experiences for members of our community to help connect them to the outdoors. Work to promote the trail system and increase use of our outdoor amenities.	X		
Continue to enhance Departmental management and operations to better serve the community.	X		

# Chapter 12: Implementation

Background

Plan Objectives and Timeframe

Zoning and Other Land Use Regulation Updates

Comprehensive Plan Update Procedures

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The implementation element of the Comprehensive Plan is intended to provide a summary of actions necessary to carry out the goals and objectives determined through the planning process. The City should annually review the Comprehensive Plan to inform its annual work plan priorities.

## Background

A variety of tools will be needed to achieve the Plan goals and objectives. These programs can take many forms, including land use control mechanisms such as zoning and subdivision ordinances that control land use activities to assure compatibility with the Comprehensive Plan. Other tools include budgeting activities, partnerships, and a wide range of administrative actions.

## Zoning Ordinance

Zoning is the primary regulatory tool used by governmental units to implement planning policies. It consists of the Official Zoning Map and the supporting ordinance text. The purpose of the Zoning Ordinance is to promote the public health, safety, comfort, and general welfare of the people of Appleton. The Ordinance regulates and restricts the location of buildings proposed for specific uses, the height and bulk of buildings, provides for minimum sanitation standards, and regulates and determines the areas of yards and housing density.

Within a land use plan designation, there may be several zoning districts that will accomplish the intent of that designation. For example, there are multiple zoning districts that could be compatible with the one and two-family residential future land use designation. The particular zoning district will be based upon the type of conditions in that area.

## Subdivision Ordinance

The other most widely used land use control mechanism is the subdivision or land division control ordinance. The purpose of the ordinance is to safeguard the best interest of the City, the homeowner, and the developer; encourage well planned subdivisions by the establishment of design and construction criteria; improve land records by establishing standards for surveys and plats; and protect the environmentally sensitive areas of the City.

## Capital Improvement Program (CIP)

A Capital Improvements Program (CIP) is a capital expenditure plan for a community's infrastructure including: streets/sidewalks/alleys; water and sewer systems, park and trail system, and public buildings. The program outlines major projects the City plans to undertake in the next 5-10 years and how they may be financed. The CIP is updated annually during the five year period. The approval process for the CIP should include a review by the Common Council to ensure consistency of the projects with other elements of the Comprehensive Plan.

## Community Involvement and Communication

The City should continue to encourage opportunities for citizen participation at all levels of the planning and development processes through appointed citizen commissions and boards, and attendance and participation at public meetings.

## Intergovernmental Cooperation

One of the more critical Plan implementation programs is Appleton's cooperation with surrounding units of government as well as the three counties whose boundaries include the City. Planning issues often have regional implications that affect several jurisdictions. To carry out not only the City Comprehensive Plan, but also to aid other jurisdictions to accomplish their goals and policies,



coordination agreements and cooperative decisions must be made. In adopting agreements and recognizing regional and other jurisdiction's plans, the City is committed to the vital coordination that is necessary to accomplish effective planning for the area.

## Comprehensive Plan

As of January 1, 2010, any program or action of a local governmental unit that affects land use is required to be consistent with that local governmental unit's comprehensive plan. For the City of Appleton, actions that are included in this requirement are:

- municipal incorporation procedures under s. 66.0201, 66.0203 or 66.0215;
- annexation procedures under s. 66.0217, 66.0219, or 66.0223;
- cooperative boundary agreements entered into under s. 66.0307;
- consolidation of territory under s. 66.0229;
- detachment of territory under s. 66.0227;
- stipulated boundary agreements in contested boundary actions s. 66.0225;
- official mapping established or amended under s. 62.23 (6);
- local subdivision regulation under s. 236.45 or 236.46;
- extraterritorial plat review within the City's extraterritorial plat approval jurisdiction, as is defined in s. 236.02 (5);
- zoning ordinances enacted or amended under s. 62.23 (7);
- an improvement of a transportation facility that is undertaken under s. 84.185;
- agricultural preservation plans that are prepared or revised under subchapter IV of chapter 91;
- impact fee ordinances that are enacted or amended under s. 66.0617;
- land acquisition for recreational lands and parks under s. 23.09 (20);
- zoning of shorelands or wetlands in shorelands under s. 62.231;
- construction site erosion control and storm water management zoning under s. 62.234; and
- any other ordinance, plan or regulation of a local governmental unit that relates to land use.

## Plan Objectives and Timeframe

The table below provides a summarized list of objectives from each chapter of the Plan. As stated earlier the City should also continue to use the Comprehensive Plan as a tool to assist in the development of its annual priorities and work plans. On-going actions refer to actions which the City is already proactively undertaking and expects to continue with into the foreseeable future. Near-term actions refer to actions which the City anticipates taking within the next 1-3 years. Long-term actions refer to actions which the City anticipates taking in the year 2020 or beyond.

Comprehensive Plan Objectives	Action Timeframe		
	Ongoing Action	Near-term Action	Long-term Action
Chapter 5: Housing and Neighborhoods			
Continue efforts to ensure an adequate supply of housing affordable to all income levels in the community.	X		
Work proactively to prevent decay of the City's housing stock and blight conditions within neighborhood areas.		X	

Comprehensive Plan Objectives	Action Timeframe		
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.		X	
Continue to expand the City's Neighborhood Program to establish and support neighborhood organizations as partners in carrying out City functions.		X	
Promote downtown housing as a means to grow the tax base, support local businesses, and increase the overall vitality and image of the area.		X	
<b>Chapter 6: Transportation</b>	<b>Ongoing Action</b>	<b>Near-term Action</b>	<b>Long-term Action</b>
Plan for the safe and efficient movement of vehicles on local and regional roads.			X
Support regional efforts to preserve and enhance air service in the Fox Valley.	X		
Create an environment that is safe and conducive to walking and bicycling throughout the entire city.	X		
Preserve and enhance rail service within Appleton and the Fox Valley.	X		
Continue efforts to improve boating conditions on the Fox River.		X	
Maintain diverse and cost-effective options for public transportation that meets the needs of all segments of the population.	X		
Maintain a balanced parking program which provides an adequate supply of parking without undermining economic development and neighborhood development efforts.	X	X	
Implement transportation improvements which also support the City's desired land use, housing and neighborhood goals, objectives, and policies.	X		
Implement the transportation-related recommendations contained within related plans.		X	
<b>Chapter 7: Utilities &amp; Community Facilities</b>	<b>Ongoing Action</b>	<b>Near-term Action</b>	<b>Long-term Action</b>
Provide a pattern of development that minimizes impacts to municipal services and utilities.	X		
Ensure that municipal services and utilities, as well as privately distributed energy sources are delivered in a safe and sustainable manner.	X	X	

Comprehensive Plan Objectives	Action Timeframe		
Work with other public/private utilities and service providers to assist them, when appropriate to do so, in delivering services to Appleton residents.	X		
Maintain the existing public water and sanitary sewer infrastructure.	X	X	
Implement effective stormwater management practices.	X		
Continue to partner with other agencies, organizations, and businesses to proactively address public health and mental health issues in the community.	X		
Continue to partner with other agencies, organizations, and businesses to support programs and activities for at-risk populations.	X		
Support creation of a new or remodeled library downtown.	X		
Continue to support practical, cost-effective and collaborative approaches to solid waste management and recycling.	X		
Continue to coordinate, partner, and collaborate with educational institutions to support access for all to education.	X		
Support, Police, Fire, and Emergency Services.	X	X	X
Support the Access Appleton pilot program and follow up initiatives to encourage greater destination accessibility for all.	X		
<b>Chapter 8: Agriculture, Natural, Historic, and Cultural Resources</b>	<b>Ongoing Action</b>	<b>Near-term Action</b>	<b>Long-term Action</b>
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.	X		
Preserve important natural features and enhance environmental quality throughout the community in order to secure economic, recreational, and health benefits for area residents.	X	X	
Continue and expand efforts to preserve, restore, and interpret important features of Appleton's rich history.	X	X	
Support the organizations, events, and venues that make Appleton the arts and cultural center of the Fox Cities.	X	X	
Continue support for programs targeted to Appleton's diverse communities.	X		



Comprehensive Plan Objectives	Action Timeframe		
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.		X	
Chapter 9: Economic Development	Ongoing Action	Near-term Action	Long-term Action
Implement the Appleton Economic Development Strategic Plan (AEDSP).	X		
Grow Appleton’s business community through recruitment, expansion, and retention programs that ensure a diverse business mix and jobs that pay well.		X	
Create the resources and culture in which entrepreneurial development is encouraged.		X	
Ensure the continued vitality of downtown and the City’s neighborhood commercial districts.		X	
Encourage new development and redevelopment activities that create vital and attractive neighborhoods and business districts.		X	
Create a vibrant environment that is conducive to attracting and retaining talented people.	X		
Work collaboratively with other municipalities, organizations, and private entities to advance the economic development of the entire region.	X		
Continue supporting educational partnerships and workforce development.	X		
Enhance Appleton’s brand as a location to do business.		X	
Chapter 10: Land Use	Ongoing Action	Near-term Action	Long-term Action
Provide an adequate supply of suitable land meeting the demand for development of various land uses.	X		
Encourage redevelopment to meet the demand for a significant share of future growth, and to enhance the quality of existing neighborhoods.	X		

Comprehensive Plan Objectives	Action Timeframe		
Support future changes to zoning and other regulatory tools which are necessary to achieve the type of urban form and development reflective of smart growth principles, including support for “complete” neighborhoods (neighborhoods where residents can meet the majority of their daily needs on foot and by bicycle) throughout the City and in growth areas.	X		X
Plan for compact, efficient, and fiscally responsible growth of residential, commercial, and industrial development in new neighborhoods in order to implement the principles of smart growth.	X		X
Support the continued redevelopment and revitalization of land uses adjacent Appleton’s key transportation corridors and downtown.		X	
Participate in and initiate discussions with community groups and regional jurisdictions about sensible land use planning consistent with smart growth principles.		X	
Provide leadership in sustainability and continue to strive to incorporate sustainability into City planning and operations.	X		
Participate in and initiate discussions with community groups and regional jurisdictions about sensible land use planning consistent with smart growth principles.	X		
Develop and extend a system of local residential streets that are highly interconnected, relatively narrow, and designed to meet the needs of pedestrians, bicyclists, motorists, public transit, and vehicles associated with periodic service providers.			X
Chapter 11: Intergovernmental Cooperation	Ongoing Action	Near-term Action	Long-term Action
Maintain a positive relationship with local area governments to foster collaboration on issues of mutual concern.	X	X	
Work with the State of Wisconsin, federal agencies, and other agencies and organizations on issues of concern to the City of Appleton.	X	X	
Chapter 13: Fox River Corridor Redevelopment Plan	Ongoing Action	Near-term Action	Long-term Action

Comprehensive Plan Objectives	Action Timeframe		
Support state and regional efforts to enhance and promote the entire Lower Fox River Corridor.	X		
Achieve a fair balance between desires for urban development and open greenspace along the riverfront.	X		
Promote an economically viable mix of existing and redeveloped uses along the riverfront.	X		
Support ongoing environmental clean-up and enhancement in the river corridor.	X		
Improve connectivity between the river valley and adjacent neighborhoods.	X	X	
Ensure that the development of public and private spaces along the river is held to the highest design standards.	X		
Green and environmentally-friendly practices are encouraged within the river valley.	X		
The City will preserve and interpret historic and natural resources along the river.	X		X
Chapter 14: Downtown Plan	Ongoing Action	Near-term Action	Long-term Action
See Downtown Plan Chapter 14 Appendix 'Implementation Matrices'			
Chapter 15: Wisconsin Avenue Corridor Plan	Ongoing Action	Near-term Action	Long-term Action
Establish strong nodes of commercial activity centered on the intersections of Wisconsin Avenue with Richmond Street and Meade Street, promote the development of high-density residential and mixed-use sites in other areas of the corridor, and support the continued development of service commercial and limited light industrial uses east of Meade Street.	X		
Address issues in the public realm such as sign and utility clutter, streetscape, gateways, bicycle and pedestrian accommodation, and transit services.	X		X
Encourage private renovation and redevelopment that addresses existing limitations of platting and land assembly, site planning issues such as parking and access, and aesthetics.	X		
Chapter 16: Richmond Street Corridor Plan	Ongoing Action	Near-term Action	Long-term Action

Comprehensive Plan Objectives	Action Timeframe		
Sustain the vitality of the northern commercial district in the Richmond Street Corridor, at Northland Avenue.	X		
Continue to promote redevelopment in the southern commercial district, between College Avenue and Atlantic Street, to serve neighborhood commercial needs.	X		
Address streetscape, bicycle and pedestrian accommodation, and transit services.	X		X
Chapter 17: South Oneida Street Corridor Plan	Ongoing Action	Near-term Action	Long-term Action
Promote the formation of a pedestrian-friendly mixed use neighborhood at the north end of the corridor.	X		
Encourage continued development and redevelopment within the remaining corridor.	X		
Improve the aesthetics of the corridor to make it an attractive gateway to downtown.	X	X	
Chapter 18: Park and Recreation Master Plan	Ongoing Action	Near-term Action	Long-term Action
Identify land for acquisition, or opportunities to share facilities, to provide adequate access to parks in developed parts of Appleton where there are no existing parks.	X		
Continue to work with land developers and municipalities to acquire new park land through dedication or other means, as new development occurs.	X		
Develop the City's park system as an interconnected network of sites linked by greenways and trails.	X		X
Continue to make parks and recreation facilities and programs as efficient and effective as possible.	X		
Expand and develop additional park and recreational facilities along the Fox River.	X		X
Plan, design, and develop additional parks and recreational facilities that meet current and emerging needs of the community.	X		
Continue to implement the Capital Improvement Plan for development of specific parks and facilities.	X		
Engage, leverage and develop community and corporate partners to optimize and broaden programs and services.	X		

Comprehensive Plan Objectives	Action Timeframe		
Expand public outreach and participation in community groups, organizations and events to advocate our programs, facilities, and services.	X		
Enhance health and wellness within our community and provide opportunities for learning and socialization to promote personal growth and well-being for adults in our community.	X		
Working together with community partners, increase programming directed to minority and cultural interests, and for persons who are physically or cognitively challenged.	X		
Develop and deliver meaningful outdoor adventure and educational experiences for members of our community to help connect them to the outdoors. Work to promote the trail system and increase use of our outdoor amenities.	X		
Continue to enhance Departmental management and operations to better serve the community.	X		

## Zoning and Other Land Use Regulation Updates

Following adoption of the **Comprehensive Plan** it should be an immediate priority for the City of Appleton to conduct a review and update of its Zoning Ordinance to determine what changes are necessary to be in compliance with the recommendations of the **Comprehensive Plan**. For example, amending an existing zoning district or creating a new one may be needed in order to facilitate the compact, mixed use development envisioned in the Downtown Plan, Fox River Corridor Plan, and plans for Wisconsin Avenue, Richmond Street, and South Oneida Street. The following should apply to zoning enforcement:

- In its administration of zoning powers, the City should ensure that its decisions concerning zoning petitions and map amendments are consistent with land use patterns indicated in the **Comprehensive Plan** in terms of permitted uses, densities, and character.
- Along with a review of zoning, the City of Appleton should revise its Official Map to reflect the recommendations of the **Comprehensive Plan**.

## Comprehensive Plan Update Procedures

Wisconsin State Statute 66.1001(2)(i) requires a community to have a plan amendment process, and that process must be implemented at least every ten years. The amendment process must follow the same procedures that are necessary in adopting the original plan. Specifically, the amendment process must allow opportunities for public input, and follow the adoption process set forth in the statute.

Appleton recognizes that some changes to the plan are so minor as to not require modification of the **Comprehensive Plan**. In fact, many of these changes may have been anticipated within the language of the plan. As an example, the mapping of wetlands in the plan is an approximation based on remote sensing techniques. During the development review process, the property owner

or developer may be required to perform a more accurate delineation of the boundaries of these areas. Subsequent changes to the mapped boundaries of these areas, based on more accurate data, should not require an amendment to the **Comprehensive Plan**.

The following procedure is established to provide for a periodic major update to the **Comprehensive Plan**, and for more frequent minor updates to accommodate changing conditions within Appleton as well as the greater metropolitan area.

### 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.

### Ten-Year Updates to the Comprehensive Plan

Every ten years, the Plan Commission will consider the need to amend the **Comprehensive Plan**. This amendment may follow the format of the minor update process, or, depending on the extent of revisions contemplated by the Plan Commission, may result in a re-writing of the plan. The Plan Commission will recommend an approach to the Common Council. This review will be initiated by the City and include the following actions:

- Assemble the adopted plan and all adopted amendments to the plan during the previous ten-year period.

- Compile current demographic and economic data, particularly with the issues and opportunities element (Chapter 4), housing and neighborhood element (Chapter 5), and the economic development element (Chapter 9).
- Compile applicable information regarding community services, utilities, and facilities to update these elements of the plan.
- Solicit recommendations from City staff, the Common Council, the Plan Commission, and other City boards and commissions for issues that may be addressed in the update process.
- Prepare an update to the Parks and Recreation Master Plan to meet the requirements of the Wisconsin Department of Natural Resources.
- Conduct a public participation process to gain input on community needs and desires, and to update the goals and objectives in the **Comprehensive Plan**.
- Prepare an amendment to the **Comprehensive Plan** that addresses issues raised through the internal and public review process.
- Review and act to adopt, modify, or reject the proposed amendment through the process identified for minor updates to the **Comprehensive Plan**.



Building a Better World  
for All of Us®

**MEMORANDUM**

TO: City of Appleton Plan Commission  
FROM: Andrew Dane  
DATE: December 8, 2016  
RE: Key Chapter Updates 18 Parks and Recreation Master Plan  
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 objectives and policies section was reformatted to match the same style as the other Comprehensive Plan chapters by converting the recommendations to objectives and policies. Park acreages and trails information was updated, as was the service gap area map. The chapter was updated and re-organized to meet the requirements of a Comprehensive Outdoor Recreation Plan (CORP) as defined by the Wisconsin Department of Natural Resources. A CORP allows the local municipality to apply for WDNR grant funding. Key accomplishments were also added.

**Overall Goal**

**Appleton will provide a variety of parks and recreational programs to fulfill its mission: "Building communities and enriching lives where we live, work and play." This will be carried out through the implementation of the following goals, objectives, and policies:**

**Park and Open Space Acquisition**

**18.1 OBJECTIVE: Identify land for acquisition, or opportunities to share facilities, to provide adequate access to parks in developed parts of Appleton where there are no existing parks.**

18.1.1 As noted above, there are areas within the developed part of Appleton and parts of adjoining towns that may someday come into Appleton, that are not adequately served by existing parks. The City should seek to provide desired facilities within these areas in partnership with other stakeholders. Priorities may include partnering with the Appleton Area School District to provide public access and recreational facilities for residents in the **surrounding** neighborhoods. ~~surrounding these schools.~~

~~Partner with the Appleton School District (Lincoln Elementary School) and the Appleton Christian School to provide public access and recreational facilities for residents in the neighborhoods surrounding these schools~~

18.1.2 Acquire and develop additional park areas in neighborhoods where residential density is expected to increase through redevelopment activities. These may include remnant parcels along the railroad track north of downtown, sites along the Fox River, and publicly or privately-owned pocket parks and plazas on individual redevelopment sites.

**18.2. OBJECTIVE: Continue to work with land developers and municipalities to acquire new park land through dedication or other means, as new development occurs.**

18.2.1 Continue park land and trail dedication, or fee-in-lieu-of land dedication requirements for all new residential development. Additional land should be required for new development in the north, far southeast, and southwest parts of Appleton and its future growth area.

18.2.2 Where development may occur in adjacent municipalities, the City should work with the municipality to identify suitable locations, require dedication, and develop park facilities to meet the needs of current and potential future Appleton residents.

**18.3 OBJECTIVE: Develop the City's park system as an interconnected network of sites linked by greenways and trails.**

18.3.1 Create linkages between parks with long-term goal to have the City's parks arranged as nodes connected by recreational or environmental corridors. Stormwater drainageways, floodplains and wetland areas, utility corridors, railroad corridors, and other greenways may serve this purpose.

~~In addition to the acreage and distribution standards established for the City's park system, the opportunity to create linkages between parks should be a consideration in park land acquisition and facility development. To the extent possible, the goal will be to have the City's parks arranged as nodes connected by recreational or environmental corridors. Stormwater drainageways, floodplains and wetland areas, utility corridors, railroad corridors, and other greenways may serve this purpose. (Converted to policy above).~~

18.3.2 Implement the recommendations contained within the 2016 Appleton Trails Master Plan.

**Park and Recreation Facilities Development**

**18.4 OBJECTIVE: Continue to make parks and recreation facilities and programs as efficient and effective as possible.**

18.4.1 Where it makes sense, adopt practices to cluster or consolidate dedicated athletic fields in order to reduce maintenance costs and to provide greater flexibility for the use of neighborhood parks. Neighborhood parks are typically small facilities. Installation of large athletic fields intended for a single, or small number of uses, can eliminate the potential for other activities to occur. Additionally, having these dedicated athletic fields scattered throughout the city can increase maintenance and operational costs.

18.4.2 Preserve the maximum flexibility for use of neighborhood parks while simultaneously reducing costs by concentrating similar dedicated-purpose fields in a limited number of central locations.

18.4.3 Investigate and implement technologies that reduce maintenance costs or allow more intensive use of park facilities.

18.4.4 Continue to consider alternative approaches that may help to mitigate the impacts of park use, or reduce maintenance costs. For example, artificial turf can bear more intensive use than a conventional grass playing field with less maintenance, but has a higher installation and replacement cost, and may contribute to stormwater runoff. The use of naturalized plantings can reduce mowing requirements and have environmental benefits, but may not be an aesthetic

accepted by all members of the community. The benefits and drawbacks to practices such as these should be weighed when contemplating alternatives.

- 18.4.5 Monitor and assess the demand for new facilities related to specific emerging or growing recreational pursuits.
- 18.4.6 Complete a needs assessment and market analysis to explore how the City should provide indoor recreation and cultural services and facilities necessary to serve the growing needs of the community.
- 18.4.7 Complete a needs assessment for outdoor athletic fields as they relate to the growth of youth and adult programs and future needs.

Work with the Friends of Appleton Skate Park to identify an appropriate site for a skate park. This is a need that was recognized through the park survey. The City is in the process of searching for the most appropriate location for a skate park.

**18.5 OBJECTIVE: Expand and develop additional park and recreational facilities along the Fox River.**

- 18.5.1 Plan, design, and construct additional facilities to facilitate greater access and enjoyment of the river including but not limited to boat launch and parking, canoe/kayak launch, additional trail facilities, trail heads, trail parking, and wayfinding signage.

Design and construct a water trail for non-motorized boats on the Fox River. The Fox River has been recognized as one of the region's most significant natural resources. There is a concerted effort by many stakeholders to improve the environmental quality of the river and provide greater access to it. One component of this effort is a desire to facilitate use by non-motorized watercraft such as canoes and kayaks. The major components of providing a water trail will consist of boat landings, portages around the locks, signage, and marketing efforts to promote the trail.

- 18.5.2 Plan, design, and construct Jones Park improvements in conjunction with the Exhibition Center in order to create stronger linkages between downtown and the river, while maximizing the visitor experience and creating a stronger downtown neighborhood.
- 18.5.3 Explore and foster partnerships with other agencies and programs with compatible missions, including but not limited to the Fox River Navigation System Authority, Outagamie County, and the Community Foundation for the Fox Valley Region.

**18.6 OBJECTIVE: Plan, design, and develop additional parks and recreational facilities that meet current and emerging needs of the community.**

- 18.6.1 Plan, design, and construct additional facilities to meet the needs of the community, including but not limited to a recreation center to address the growing demand on programs and rented space, which the Department currently contracts for.
- 18.6.2 Plan, design and construct new facilities to better serve those areas of the community where service coverage gaps exist as discussed earlier in this chapter.
- 18.6.3 Evaluate potential policies, park improvements, or new facilities to accommodate the needs of dog owners, including but not limited to downtown area neighborhoods.

~~Collaborate with neighboring communities to site and develop a dog park.~~

~~Dogs are not allowed in City of Appleton parks, although they are allowed on the trail systems. Neighboring communities have similar regulations. The need for a dog park is a regional one and should be addressed in collaboration with other communities and county government.~~

**18.7 OBJECTIVE: Continue to implement the Capital Improvement Plan for development of specific parks and facilities.**

**Recreational Programs**

**18.8 OBJECTIVE: Engage, leverage and develop community and corporate partners to optimize and broaden programs and services.**

**18.8.1** Plan with the numerous recreation service providers throughout our community. It is important we stay on top of trends and strengthen partnerships to become more responsive to community needs. Community partnerships play a vital role in our future success and ability to broaden our program offerings.

~~Develop partnerships with other communities and organizations to provide both existing and new recreational programming.~~

~~Several private and non-profit organizations, such as the Boys and Girls Club and the YMCA, offer programming and facilities that are complimentary to those offered by the Park and Recreation Department. In these instances, it may be beneficial to both organizations to collaborate to create operational and cost efficiencies, rather than offer competing programs and facilities. The same possibilities may exist with other area communities.~~

**18.9 OBJECTIVE: Expand public outreach and participation in community groups, organizations and events to advocate our programs, facilities, and services.**

**18.10 OBJECTIVE: Enhance health and wellness within our community and provide opportunities for learning and socialization to promote personal growth and well-being for adults in our community.**

**18.10.1** With the surge of baby boomers coming into the older adult population, it will be critical for us to continually evaluate our program offerings and services to this demographic.

~~Continue to promote programs in areas of community health, non-competitive recreation, lifetime leisure pursuits, social programs, and special events. The Parks and Recreation Department has focused for several years on offering a greater variety and number of programs that go beyond competitive sports. As the population ages, this will become even more important to the community. (Converted to objective see below)~~

**18.11 OBJECTIVE: Working together with community partners, increase programming directed to minority and cultural interests, and for persons who are physically or cognitively challenged.**

**18.11.1** Appleton will continue to program activities of cultural interest, as well as provide facilities and activities that are universally accessible.

~~Increase programming directed to minority and cultural interests, and for persons who are physically or mentally challenged.~~

~~Appleton will continue to program activities of cultural interest, as well as provide facilities and activities that are universally accessible.~~

**18.12 OBJECTIVE Develop and deliver meaningful outdoor adventure and educational experiences for members of our community to help connect them to the outdoors. Work to promote the trail system and increase use of our outdoor amenities.**

**Management and Operations**

**18.13 OBJECTIVE: Continue to enhance Departmental management and operations to better serve the community.**

18.13.1 Conduct a periodic review of Appleton's park land dedication ordinance as well as impact fees for development of park facilities.

18.13.2 Evaluate impact fees as a means of funding park capital costs.

18.13.3 Continue the Park and Recreation Department's practice of evaluating the carrying capacity of park facilities and establishing standards or use limits that protect them from damage caused by over-use. This policy mitigates damage to facilities that would incur costs to repair and deprive residents of the use of the facility while repairs were made.

18.13.4 Continue the Park and Recreation Departments commitment to, and implementation of "best practices" for sustainable park development and operations including but not limited to:

- acquisition of land for parks as well as the preservation of natural features;
- development of paths and trails that facilitate non-motorized transportation modes;
- specification of local, recycled content, or other products that minimize processing impacts to the environment;
- improvements in energy efficiency and the use of renewable energy sources;
- adoption of design elements that enhance the environment and reduce maintenance costs; and
- utilization of low-maintenance and native planting materials
- ~~reduction or elimination of chemical and fertilizer use in park facilities.~~

**18.13.5 Identify and evaluate barriers to providing in-person customer service at current facilities.**

**18.13.6 Continue self-operation of Reid Golf Course to ensure the needs of the community are met.**

# Chapter 18: Park and Recreation Master Plan

Introduction

Statement of Need

Planning Process

Summary of Past Plans

Description of Planning Region

Park Facilities and Recreation Programs Inventory

Outdoor Recreation Needs Assessment

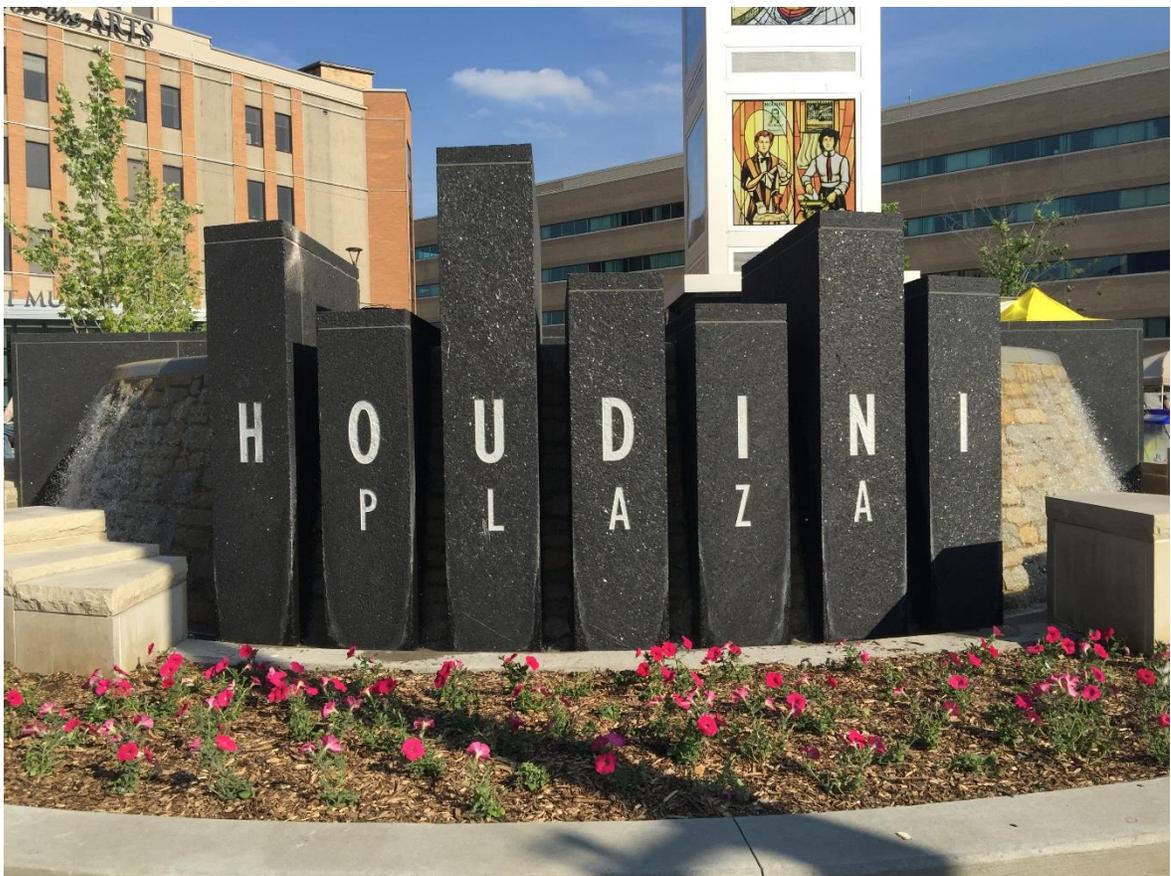
Parks and Recreation Responsibilities and Needs

Recommendations for Park and Recreation Provision

Objectives and Policies

Appendix: Citizen Comments

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## Introduction

Appleton last adopted a ***Park and Recreation Master Plan*** in 2010, updating a series of prior plans dating to 1965. The 2010 plan was meant to provide recommendations for the period from 2010 through 2014. It is the City's policy to update this plan every five years both to provide guidance concerning park and recreation facilities and operations, and to meet requirements of the Wisconsin Department of Natural Resources for grant funding eligibility. This current update will address the years 2017 through 2021.

## Key Accomplishments

- Multiple Joint Use Agreements with the Appleton Area School District, including but not limited to Einstein Middle School, Highlands Elementary School and mowing, parking, and pool agreements.
- The City constructed a Gazebo at Lutz Park in 2009.
- Children's Week program was developed by the Parks and Recreation Department in 2010. This includes a variety of programs for kids and an annual parade.
- The City was awarded Green Tier Legacy Community Status in 2010.
- Miracle League Field was constructed at Appleton Memorial Park in 2010.
- Two tennis courts were installed at Einstein Park in 2010.
- The City achieved bronze-level bicycle friendly community status through the League of American Bicyclists in 2013.
- The City's dance program was rebranded, becoming the Unity Dance Academy in 2013.
- Houdini Plaza was reconstructed in 2013.
- Tennis Courts were replaced at Summit Park in 2013.
- Renovation and stormwater improvements were completed at Reid Golf Course in 2013.
- Apple Hill Trail was constructed in 2014.
- A new amphitheater and stage was constructed at Pierce Park in 2014.
- The Learning Pathway for Youth was installed in Pierce Park in 2014.
- The skateboard park at Telulah Park was constructed in 2014.
- The Parks and Recreation Department assumed management of the Scheig Center and Appleton Memorial Park Gardens in 2014.
- The City developed master plans for Appleton Memorial Park and the Scheig Center in 2015.
- The City's Parks and Recreation Department became the sole operator of all golf course operations at Reid Golf Course in 2015.
- The City developed an ADA Transition Plan for public parks and city facilities in 2015.
- Pioneer Park was established in 2015.
- The City installed synthetic turf in the playground area at City Park in 2015.
- A new website for the Parks and Recreation Department was launched in 2015.
- The City developed its Trails Master Plan in 2016.
- The City finalized plans for redevelopment of the Erb Park pool in 2016.
- Ellen Kort Peace Park was named in 2016.
- Creation of an on-line Prescription Trails mapping tool.

## Statement of Need

A growing body of research provides evidence of the importance of parks, open space, and leisure programming to the environmental, social, and economic health of communities. Sufficient parks and open spaces provide habitat for plants and animals, contribute to effective stormwater management, and offer additional environmental benefits. Parks and open spaces enhance the value of nearby property, and special facilities such as downtown plazas or event spaces can be significant contributors to commercial vitality. Park facilities and programming enhance quality of life while facilitating the social interaction of community residents, thereby making the city a more desirable place to live.

The Appleton ***Parks and Recreation Master Plan*** is designed to guide the Parks and Recreation Department, city officials, advisory committees, and other partners and stakeholders as they strive to provide the best possible facilities and leisure activities for the citizens of Appleton. To do this, the Appleton Parks and Recreation Department operates with the following mission statement:

*"Building communities and enriching lives where we live, work and play."*

## 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. Finally, the Common Council reviewed and adopted the amended Plan.

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
- 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



*Figure 1 March 2016 Issues & Opportunities Workshop*

## Summary of Past Plans

Appleton's most recent Park and Recreation Master Plan was adopted in 2010. The 2010 plan was meant to provide recommendations for the period from 2010 through 2014. It is the City's policy to update this plan every five years both to provide guidance concerning park and recreation facilities and operations, and to meet requirements of the Wisconsin Department of Natural Resources for grant funding eligibility. This current update will address the years 2017 through 2021. Other past plans adopted by the City include:

- 2005-2009 Parks and Recreation Master Plan
- 2000-2004 Parks and Recreation Master Plan
- 1995-1999 Parks and Recreation Master Plan
- 1994 – Parks and Recreation Master Plan
- 1987 – Parks and Recreation Master Plan
- 1981 – Parks and Open Space Master Plan
- 1975 – Parks and Recreation Plan
- 1969 – Parks and Recreation Plan

In addition to these master plans, the City has adopted a number of plans for various parks and trails. A Comprehensive Outdoor Recreation Plan for the City is budgeted for 2017.

## Description of the Planning Region

### Social Characteristics

See Chapter 4 Issues and Opportunities for a detailed discussion of population size, trends and projections; ethnicities; employment; age characteristics; and economic conditions.

### Physical Characteristics of the Region

See Chapter 8 Agriculture, Natural, Historic, and Cultural Resources for a detailed discussion of topography, water resources, climate, soils, flora and fauna.

## Park Facilities and Recreational Programs Inventory

Appleton maintains a diverse assortment of parks, open spaces, and other recreational facilities. This section of the plan is intended to define key terms and identify the existing system resources. The City's park and recreation inventory is discussed in the context of objective standards adopted by the Parks and Recreation Department.

### Definitions and Park Classifications

- **Active Recreation Site**  
A park designed primarily for active recreation of one or more age groups. This type of design may have as its primary feature playfields, playground apparatus, ball fields, ball courts, or a combination thereof.
- **Bicycle or Pedestrian Trail**  
A path designed for use by non-motorized means of transportation, and specifically for bicycles and/or pedestrians, although roller blades, skateboards, and other devices may be allowed on some facilities. Unlike on-street bicycle lanes, trails and paths are separated from driving lanes when located adjacent to roadways. Typical improvements for this type of park feature may include trail heads, bike parking, and signage to mark the trail system.
- **Community Garden**  
Community gardens are small plots of land made available to residents of the community to grow plants either for ornamental purposes or for food. Areas for vegetable gardens are typically located in parks or greenway corridors. They may also be located on other community-owned land or on land made available by other property owners such as utility right-of-way. Ornamental or flower gardens may also be located in parks, or on key sites within neighborhoods where they can contribute to creating a sense of community. Examples may include boulevard medians or neighborhood gateways.
- **Open Space or Passive Recreation Site**  
A park primarily designed for picnicking, walking, and other non-organized recreation interests. This type of facility often emphasizes natural settings and de-emphasizes active recreation areas. It may also include stormwater facilities or undeveloped natural areas where no uses have been identified.

- **Play Structure**  
A play system which incorporates a variety of functions such as slides, climbing bars, suspended platforms and railings interconnected in one unit. Structures are usually sized for preschool and elementary users with structure height and apparatus complexity being the determining criteria.
- **Single/Special Purpose Park Facilities**  
These facilities are unique to the community. Examples include zoos, marinas, fairgrounds, and historical features. Due to the varying characteristics of these resources, the user age group is often widespread. The service area may include the entire community or entire region. No average park size or service area exists.
- **Water Trail**  
A water trail is a route planned for non-motorized boat travel. Typical improvements for this type of park feature may include launching facilities, portages, and signage to mark the route.
- **Golf Course**  
The City owns and operates Reid Golf Course, located at 1100 E Fremont Street. Reid Golf Course is an award winning 18-hole municipal golf course located in the heart of Appleton, featuring excellent course design, full service pro shop and relaxing clubhouse with outstanding service to include food and beverage, practice range and club and cart rental. During winter months, the facility is also used as a winter recreation center and is advertised in the City Guide for sledding.

## Park Categories

The following park classifications have been utilized in preparing this update. These classifications reflect the diversity of Appleton's parks and the unique nature of some of its facilities

- **Pocket Parks or Mini Parks**  
These are small parks that tend to meet a specific need. Pocket parks provide greenery, a place to sit outdoors, and sometimes a children's playground. They may be created around a monument, historic marker or art project. They are often created on a single urban lot or remnant parcel where larger land assembly is not warranted, or difficult to accomplish.
- **Neighborhood Parks**  
Neighborhood parks are designed to provide both active and passive short-term recreation activities. The primary users range from 5-15 years of age. However, informal recreation opportunities cater to groups of all ages. Neighborhood parks should provide play apparatus for both preschoolers and school age children. Other facilities include shelters, open play lawn areas, multi-use paved court areas, areas for field games with possible limited seating, wading pools, horseshoe pits, outdoor ice rinks, and some off-street parking. Passive areas of neighborhood parks are wooded, scenic, and well landscaped. Facilities in the passive areas are limited but should include picnic areas (complete with tables and grills), drinking fountains, and pathways.

The service area for a neighborhood park should include the entire adjoining neighborhood. If the park contains some unique features, such as a wading pool, the service area may be slightly larger. The average neighborhood park serves from 500 to

2,500 people. Neighborhood parks commonly range from 5-10 acres in size with a service area radius between 0.25 and 0.5 miles.

- **Community Parks**

This type of park is designed to serve several neighborhoods while minimizing park travel distance. Though community parks are designed to accommodate all age groups, most activities cater to the active recreation needs of junior and senior high school students and adults. Although size is not always a sound criterion for classifying parks, it is generally recognized that community parks are more spacious than neighborhood parks or playgrounds. Community parks provide a combination of intensive and non-intensive development ranging from play apparatus to trail systems. In addition to the kinds of facilities provided at neighborhood parks, community parks may provide facilities such as swimming pools, picnic areas, elaborate playfields, game courts, ice skating, shelters, sanitary facilities, and ample off-street parking.

Community parks have an effective service area of one to two miles (or sometimes more) and can serve from 2,500 to 20,000 people. Most community parks have an average size of between 20 and 35 acres.

- **Greenspace or Open Space Parks**

In addition to providing numerous recreational experiences, these types of parks provide environmental quality and act as land use buffers. Additional attributes help break up development congestion and provide aesthetic quality. Most urban greenspace or open space parks contain natural areas such as woodlands, floodplains, wetlands, rock outcroppings and scenic views. Common recreational developments include biking, hiking, jogging, bridle paths and cross country ski trail systems. Some active recreation facilities are provided where land is conducive to that type of development, however, it is preferred that these areas stay in a predominantly passive state if possible.

Parks where trail systems are developed serve the entire community. Though no set standard exists, several communities use a ratio of one acre for every 1,000 residents as a basis to project community demand.

- **Greenway Corridors**

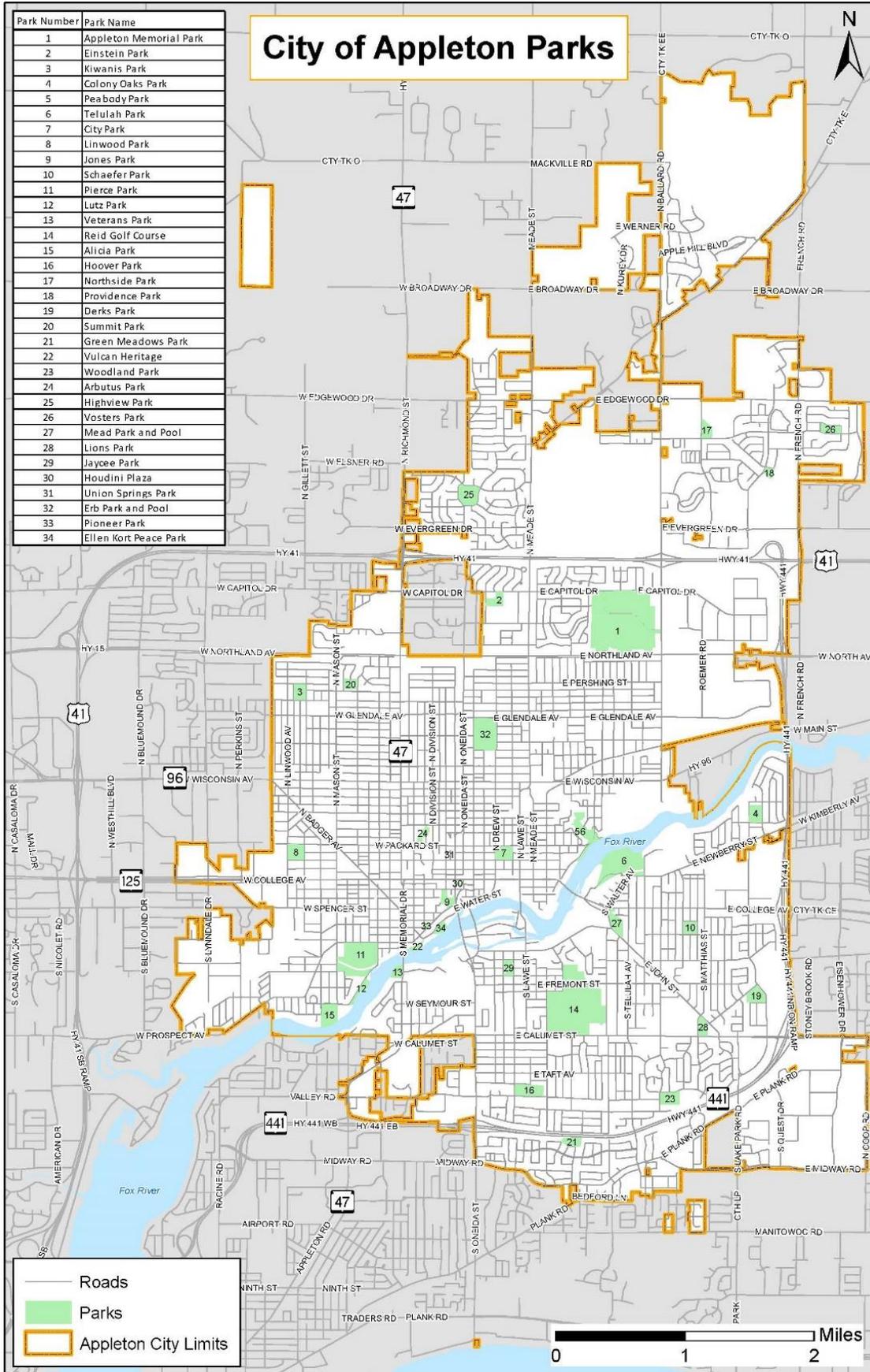
Greenways tend to be linear features that may wind through neighborhoods, often connecting larger park sites. These may be comprised of wetlands, floodplains, and other environmental features, or include stormwater management facilities. Greenways may be undeveloped, or often contain minimal improvements such as paths.

- **Urban Plazas**

Urban plazas are places for people to gather together and host events and other functions that contribute to civic life. These spaces can be used for a range of formal and informal community activities, such as farmers markets, concerts, art shows, and other community activities. They are located within the more densely-developed and commercial parts of the community, and unlike other parks, tend to be predominantly developed with impervious surfaces and structure. Houdini Plaza and Soldier's Square are urban plazas within Appleton.

- **Special Recreation Areas**

This "catch-all" term is used to describe a wide variety of other park and recreation facilities. Examples include Reid Golf Course, and Union Springs.



## Site Facilities

The City's parks offer a wide range of facilities for public use. The following table indicates which facilities are present for a given park. An "X" indicates that the facility is present for the park, while a number indicates how many of those facilities are present, if more than one.

	Address	Acreage	Baseball/Softball	Soccer Fields	Tennis Courts * = Lighted, y = youth striped also	Pickleball Court	Basketball Courts * = Lighted	Playground Equipment * = ADA Accessible	Picnic Pavilion * = w/food prep area	Restrooms	Gazebo / Open Air Pavilion	Swimming Pool w/ wading area	Volleyball * = in pool area	Disc Golf Course
<b>Community Parks</b>														
Appleton Memorial (AMP)	1620 Witzke Blvd.	139.0	7					X*	X*	X				
Erb	1800 N. Morrison St.	27.75			2*y		X	X*	X*	X		X		
Pierce	1035 W. Prospect Av.	33.62	X	X	3y		X	X*	X*	X	X			X
Telulah	1300 E. Newberry St.	39.3	X	X				X*	2*	X				X
<b>Neighborhood Parks</b>														
Alicia	1301 W. Cedar St.	12.0						X*	X	X				
Arbutus	431 W. Atlantic St.	3.44						X*						
City	500 E. Franklin St.	8.0						X*	X	X				
Colony Oaks	801 N. Briarcliff Dr.	7.88		X	X		X	X*	X	X			X	
Derks	3220 E. Guyette St.	9.07						X*	X*	X				
Einstein	3200 N. Durkee St.	6.6	X		2	X	X	X		X				
Green Meadows	65 Pheasant Ct.	5.6		X	2	X		X*	X	X				
Highview	110 W. Wayfarer Ln.	12.59		X	X	X	X	X*	X*	X				
Hoover	600 E. Roeland Ave.	11.6	2	X				X*	X	X				
Jaycee	1200 S. Jefferson St.	4.0	X				X	X*	X	X			X	
Jones	301 W. Lawrence St.	5.75					X*	X*	X*	X				
Kiwanis	2315 N. Nicholas St.	6.5	X				X	X*	X*	X				
Linwood	401 N. Douglas St.	9.5	X		2*	X	X	X*	X	X				
Lions	1920 S. Matthias St.	4.4	X					X*	X	X				
Lutz	1320 S. Lutz St.	2.7						X*		X	X			
Mead	1430 E. John St.	8.5						X*				X	X*	
Peabody	601 N. Green Bay Rd.	16.2					X	X*	X*	X				
Providence	4620 Providence Ave.	3.33						X*						
Schaefer	610 S. Buchanan St.	6.4					X	X*	X*	X				
Summit	2423 N. Summit St.	5.49		X	2	X	X	X*						
Veterans	1201 S. Memorial Dr.	2.0						X*						
Vosters	4200 E. Ashbury Dr.	5.1						X*						
Vulcan Heritage	535 W. Water St.	2.05												
Woodland	1815 Schaefer Circle	8.7	X					X*			X			

# Outdoor Recreation Needs Assessment

## Public Input Assessment

The **Park and Recreation Master Plan** was prepared with considerable public input beginning with the visioning process for the **Comprehensive Plan**, which began in 2016. It included several public meetings, workshops, a community bike tour, a 3-day design workshop, and a community survey. Chapter 3 of the Comprehensive Plan documents the results of the visioning process. A full copy of park related input and the community survey results are provided in the Appendices.

Key themes from the workshops and survey included:

- The number one activity that park users engage in is walking, followed by playgrounds, biking, and grilling/picnic. The following chart shows the responses for all activities.

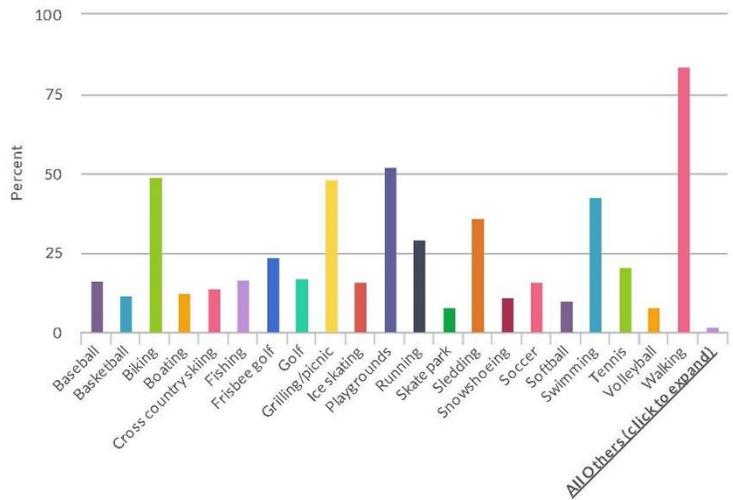


Figure 2 How residents use the Park System - Community Survey responses.

- When asked “what specific park amenities or trails do you feel are needed (and where) within the City?” the most frequent responses included:
  - Biking and walking trails
  - Enhanced river access and recreational opportunities
  - Dog facilities
  - Splash pads
- 81.2% of respondents indicated that existing parks offer equipment that satisfies the needs of all age groups.
- 19.6 % of respondents rated the overall quality of recreational programs that their household has participated in as excellent. 51.0 percent rated these programs as good.
- Of those who participated in Department programs, the most commonly participated-in activities included special events, family fun events, and youth swim lessons.
- When asked “What recreational programs, leagues, and educational opportunities would you like to see offered by the Parks and Recreation Department?” the most frequent responses included:
  - Yoga
  - Dance
  - Variety of programming for different age groups

## Recreation Facility Standards

The National Parks and Recreation Association has established standards for the provision of some park facilities. These standards are presented as a basis for evaluating the existing park and open space resources of the City. Specifically, the National Parks and Recreation Association recommends the following standards:

- provision of two acres of neighborhood park land per 1,000 community residents; and
- provision of eight acres of community park land per 1,000 community residents.

These standards result in a target of 10 acres of neighborhood and community park land per 1,000 residents. This has been a standard that has been used for decades, but has been more recently used as a general guideline, as the National Recreation and Parks Association now recommends each city establish its own standard. Appleton's population is estimated by the Wisconsin Department of Administration to be 73,150 residents as of 2013, and will grow to 76,370 by the year 2020. These numbers result in a current need for about 730 acres of park land, growing to 760 acres by 2020. The following table presents a summary of the acreage of existing neighborhood and community parks in Appleton.

**Area of Existing Park Land in the City of Appleton**

Neighborhood Parks		Community Parks		Special Areas	
Alicia	12.0	Appleton Memorial	139	Houdini Plaza	1.0
Arbutus	3.44	Erb	27.75	Reid Golf Course	107.6
City	8.0	Pierce	33.62	Union Springs	0.1
Colony Oaks	7.88	Telulah	39.3	USA Youth Sports Complex	80
Derks	9.07				
Einstein	6.6				
Ellen Kort Peace	3.38				
Green Meadow	5.6				
Highview	12.59			Apple Creek Trail	10.4
Hoover	11.6			Apple Hill Trail	0.73
Jaycee	4.0			Newberry Trail	10.7
Jones	5.75			Highview Trail	2.4
Kiwanis	6.5			North Island Trail	1.4
Linwood	9.5			Providence Trail	4.6
Lions	4.4				
Lutz	2.7				
Mead	8.5				
North Side	8.36				
Peabody	16.2				
Pioneer	0.52				
Providence	3.33				
Schaefer	6.4				
Summit	5.49				
Veterans	2.0				
Voster	5.1				
Vulcan Heritage	2.05				
Woodland	8.7				
Total Acreage	179.66	Total Acreage	239.67	Total	138.93
Acreage Standard (2013)	146.3	Acreage Standard (2013)	585.2		
Acreage Standard (2020)	152.74	Acreage Standard (2020)	611.0		

Source: City of Appleton Parks and Recreation Department



A second set of standards relates to the distribution of parks within a community. The goal is to provide relatively easy access to park facilities for all residents of the community. In addition to the distance standards here, access should consider whether there are significant barriers that may prevent some residents from conveniently accessing parks. Busy streets, for instance, may prohibit small children from walking or riding a bike to a park, at least without adult supervision. The following standards are recommended.

- a distribution of neighborhood parks so that at least one is located within  $\frac{1}{4}$  to  $\frac{1}{2}$  mile of every residence; and
- a distribution of community parks so that one is located within two miles of every residence.

As the table shows, the City of Appleton exceeds adopted standards for the provision of neighborhood parks, but lacks sufficient community parks. This is ameliorated to an extent by the presence of Plamann Park, which is not owned or programmed by the City, but located near the City's north side. The 257-acre park is owned and maintained by Outagamie County and features many of the amenities expected within a community park, such as ball fields, shelters, a swimming beach, and trails. Not including Plamann Park, Appleton has approximately 240 acres of community parks, falling 345 acres short of the current standard, and leaving a deficit of 371 acres by 2020. Including the 139 acres of other park and recreation areas, Appleton's Park and Recreation Department maintains a total of 558 acres. This equates to 7.57 acres per thousand residents, and is projected to be 7.31 acres per thousand residents in 2020 if no additional park space is created.

The map on the following page depicts the service territories of all of the parks in Appleton. Most of the existing city and its future growth area is adequately covered by the distribution of community parks. The exception to this is the far southeastern part of the service area. This includes the Southpoint Commerce Park (a business park) along with areas that are planned for future residential use.

Service area coverage for neighborhood parks is not as consistent. Several parts of the community are not served by neighborhood parks within the desired  $\frac{1}{2}$ -mile radius. While the lack of coverage is not a concern over parts of the community that are dedicated to business or industrial parks, there are five areas within the developed part of the community in which coverage may be considered to be inadequate.

- The area northeast of the intersection of Northland Avenue and Richmond Street is a primarily residential neighborhood that is currently within the Town of Grand Chute. Although beyond  $\frac{1}{2}$  mile, residents of this area may travel to Einstein Park without having to cross any major streets.
- The second area of concern lies north of Wisconsin Avenue and west of Richmond Street. This is a densely-developed residential neighborhood providing no obvious sites for a new park. Residents may travel north to Kiwanis Park or Summit Park without significant obstacles. South of Wisconsin Avenue, the City may partner with Lincoln Elementary School to help meet service needs.
- North of Wisconsin Avenue, between Meade Street and Ballard Road, there is another neighborhood area that does not have adequate park facilities. These three streets have heavy traffic that can deter residents from traveling to parks outside of the neighborhood. Opportunities to provide park facilities in the area may include collaboration with other entities such as the Appleton Area School District and registered neighborhoods in the

City. For Example, Huntley Houses Neighborhood community fitness project is currently planned to be implemented at Huntley Elementary School. Huntley's campus serves as a de facto park for the area.

- The fourth area of concern lies north of Highway 441, south of Calumet Street, west of Oneida Street, and east of Memorial Drive. Portions of this area lie within Appleton and the Town of Menasha. It is planned for predominantly commercial and multi-family residential uses. There is vacant land located within this area, and as it develops, the City of Appleton should pursue park dedication. Opportunities to provide park facilities in the area may include collaboration with other entities.
- The fifth and final area of concern lies in the southeast corner of the City, adjacent to the Town and Village of Harrison and the City of Menasha, and was noted as an area in need of a community park above. It includes the Southpoint Commerce Park (a business park) along with areas that are planned for future residential use. Opportunities to provide park facilities in the area may include collaboration with other entities.





In addition to population growth, anticipated development patterns may create a need to evaluate the adequacy of existing park and recreation facilities. In particular, the City has established goals to encourage mixed-use and residential redevelopment or infill in specific parts of the urban core, including the downtown, the industrial flats, and the Richmond Street, South Oneida Street and Wisconsin Avenue Corridors.

Residential densities in these redevelopment areas are anticipated to be higher than elsewhere in Appleton, increasing the potential number of users for existing parks within the area. At the same time, residents moving into these new developments are likely to have a demographic profile different than that of the community as a whole. Urban mixed-use and multi-family development tends to attract a higher proportion of singles and childless couples. This suggests that future needs may be less focused on play structures and other amenities for school-age children, and more on adult-oriented active and passive uses. Multi-purpose trails, pocket parks, community gardens, and urban plazas are examples of the kinds of facilities to consider. The **Downtown Plan** and **Fox River Corridor Plan** contain suggestions of specific sites to consider.



*Figure 4 The City is working to develop a continuous trail network along the Fox River, including over two train trestle bridges.*

New park land acquired along the Fox River, remnant parcels bordering the Wisconsin Central (Canadian National) Railroad, and privately-owned and maintained facilities within development projects can be considered to meet future park needs.

### Statewide Comprehensive Outdoor Recreation Plan (SCORP)

The 2011-2016 Wisconsin Statewide Outdoor Recreation Plan serves as a resource for state and local outdoor recreation planning. The SCORP is updated every five years, and is used to help allocate federal funds equitably among local communities. The current SCORP identifies several key trends which provide important context for the update of Chapter 18.

- Access to outdoor recreation is an important predictor of community health and wellness. The SCORP encourages more active outdoor recreation and identifies those recreation facility types that provide the greatest health benefit.
- Urban populations are growing and the benefits and significance of urban parks – improved health, community ties, and economy are therefore increasingly important.
- Strong public and private partnerships are important for fostering recreational development and opportunities for all citizens.

### Parks and Recreation Responsibilities and Needs

This section of the report summarizes additional key findings which impact the Department's ability to meet its mission.

- Since 2001, six developed parks were added to the Appleton park system (Derks, Highview, Pioneer, Providence, Vosters and Vulcan Heritage). There are also 2 undeveloped parks in the current system (North Side Park and Ellen Kort Peace Park). Since 2001, 3 pavilions, 5 playgrounds, and a skate park have been added.

- Since 2001, The City has had approximately 202 mowable acres added to its responsibilities. 55.22 acres were added from 2001-2007, 126.61 acres were added from 2008-2013, 11.34 acres were added from 2014-2015, and 9.6 acres have been added since 2015.
- Large tracts of additional mowing acreage takes time, but it is the continual addition of boulevards, triangles and double frontage lots that really eat up staff resources. The transport, loading and unloading of equipment at various small sites is very time consuming. The trimming and weed control at these numerous small sites is also very time consuming. These sites are high-visibility areas along streets which cannot be left to become unsightly. Additional parks and pavilions need to be cleaned as well. Garbage is collected seven days a week from April through September. The Parks Department had 14 fulltime laborer positions in 1998. Today it has 9, and has become very reliant on seasonal labor, which has become increasingly difficult to recruit.
- The City's Recreation Division's goal is to provide every citizen a wide variety of recreational experiences through high quality facilities at convenient locations that offer diverse program offerings and events. However, for a city the size of Appleton, the Recreation Division has fallen behind in its ability to provide indoor recreation opportunities due to lack of available and adequate space. Each year the City spends approximately \$107,000 in facility rental to outside sources in order to provide indoor recreational programming. This breakdown includes:
  - City Center Studios: \$45,000
  - Appleton School District: \$53,500
  - Reid Golf Course: \$8,500
- In addition to the locations noted above that the division pays rent to for program use, there are numerous locations throughout the City that could be coordinated with for the use of program space. Some examples of these would include:
  - Karate America East
  - Karate America North
  - Appleton Public Library
  - Xcel Sports
  - Appleton Ice Center
  - Eagle Flats
  - Oneida Heights
  - Scheig Center
  - Conference room at Facilities and Grounds Operation Center
  - Building For Kids



*Figure 5 Temporary obstacle course in Peabody Park*

- One of the main challenges the City faces by not having indoor programming space is the basic loss of control the Department has as it relates to scheduling of space, quality of facility, cleanliness of facility and programming needs. This loss of control also affects customers as there is confusion with inconsistency of programming space, changing of locations based on the owner's needs, and the uncertainty of the future. The staff time it takes to coordinate with outside groups for use of space is another concern. City staff

spends a considerable amount of time seeking out adequate sites for programming needs, completing a site analysis, developing agreements for use of space and working out compensation/billing procedures.

- Individuals are seeking leisure opportunities that are high quality, affordable and provide a balance with their work/family life. Parks and Recreation does just that. Over the past few years, the City has worked to define, promote and deliver recreation program experiences. Through customer satisfaction surveys, The Recreation Department has been able to gauge what the community values in recreation services, why they are choosing our parks and recreation to meet their recreational needs, and how the City can continue to deliver a program experience for members of the community that is consistent with our mission and vision.
- The success of City efforts has been made apparent by the 56% participation increase seen over the past four years in recreation programs/activities. The City has over 150 programs with over 820 class options. The City evaluates programs on a regular basis and continues to develop new programs/partnerships that meet the community's needs.
- The City has added over 15 new programs in the last two years that have allowed for the expansion of youth and adult instructional programs, enrichment programs, health/wellness related programs and special events.
- One particular area of growth has been youth sports leagues. All City youth sports leagues are driven by the same core philosophy, to introduce and develop the skills needed for lifelong enjoyment of sports in a setting that is inclusive, engaging, and centered on FUN and sportsmanship. Families are looking for their kids to be involved in organized sports but they don't want it to be an overwhelming time commitment, high cost or overly competitive. The City is able to meet many of these needs with the leagues. Trends in the City's Youth Sports program over the past two years include:
  - Transition to evening leagues for our summer youth baseball/softball/t-ball programs led to a 63% increase in participation.
  - Restructuring of the youth basketball league to include younger ages drove the participation up 54%.
  - Restructuring of the youth flag football league to include younger ages helped drive the participation up 61%.
  - Fall youth soccer league participation increased by 6%.
  - Summer playground program participation increased by 12%.
  - The City introduced a golf program that hit capacity in its first two seasons.
  - Unity Dance Academy recital program participation increased by 12%.
  - Youth tennis programs participation increased by approximately 28%.
- With the increase in youth sports comes the need for additional outdoor athletic facilities, the City is currently approaching capacity for its evening leagues for the youth baseball/softball/t-ball program. For the past few years the City has been renting tennis court space (in the amount of \$1,100) to fill the need for adult tennis lessons. The city does not currently have a location with more than three courts. Soccer fields are rented from the NEW United Soccer Club at the USA Youth Sports Complex for youth soccer league games/practices. Total rent for one season is approximately \$7,500.

- The Recreation Division has been re-focusing their marketing efforts over the past couple years. It's presence on social media, particularly Facebook, has helped connect it to customers. Facebook use for the department has increased 137% over the past two years. New marketing methods were put in place such as linking the department Facebook page to its Twitter page, creating a series of radio advertisements to promote youth sports leagues/camps, implementing an Instagram account, and creative procedures implemented in the monthly e-newsletter. The Recreation Department also places a high priority on keeping its website current, recognizing that this is the go-to place for customers to find the most up-to-date program/activity information.

## Recommendations for Park and Recreation Provision

The Appleton Park and Recreation Department's Five-Year Capital Improvements Plan identifies numerous improvements planned between 2017 and 2021. While these are summarized here, it should be recognized that these are likely to change based upon the availability of funding, grant cycles, evolving needs, future prioritization of projects, or other factors.

### 2017 Scheduled Improvements

- Erb Park pool improvements
- new playground equipment at Kiwanis Park
- acquisition of land for new southeast community park
- skate park phase two for Telulah Park
- new tennis courts at Erb Park
- construct hardscape/ADA improvements and water feature constructed at Scheig Center
- construct riverfront trail at Lutz Park/Appleton Yacht Club

### 2018 Scheduled Improvements

- construct parking lot and pavilion; demolish and replace Jones building and walkways at Appleton Memorial Park
- paint water slide structure, re-coat pool, and upgrade sand play area at Mead Park
- new playground equipment and rubber surface at Pierce Park
- reconstruct parking lot at Reid Golf Course
- site development for new southeast community park
- construct trail from Trolley Square Trestle to Ellen Kort Park
- construct hardscape/ADA improvements at Scheig Center
- construct Telulah Park riverfront trail phase one

### 2019 Scheduled Improvements

- construct trail, upgrade fences, and install irrigation and lighting at Appleton Memorial Park
- install new splash pad at Derks Park
- construction at Ellen Kort Park and Jones Park
- new playground equipment at Linwood Park
- pave paths and update bathrooms at Reid Golf Course
- develop ball diamonds at new southeast community park
- riverfront development phase two at Telulah Park
- new tennis courts at Jaycee Park
- construct hardscape/ADA improvements at Scheig Center



- construct trails for Foremost Trestle

### 2020 Scheduled Improvements

- construct Northland Avenue parking lot and synthetic turf fields; new playground and rubber surface at Appleton Memorial Park
- develop athletic fields at new southeast community park
- construct Riverview Gardens Trail

### 2021 Scheduled Improvements

- construct new splash pad at Appleton Memorial Park
- new playground equipment at Jaycee Park
- Reid Golf Course renovations
- develop pavilion and hardscapes at new southeast community park
- new tennis courts at Linwood Park
- construct Lutz to Vulcan Trail
- construct WE Energies Trail



Figure 6 Aztec dancers perform in City Park

In addition to these planned improvements, the Parks and Recreation Department has budgeted \$50,000 per year for ADA improvements throughout the park system on its 2017 5-year Capital Improvements Program. The Parks and Recreation Department has also budgeted and between \$10,000 and \$30,000 per year for Statue and Monument Restoration on various City properties. \$40,000-\$100,000 per year is budgeted for the Scheig Center for the years 2017-2019 and \$47,500-\$175,000 per year is budgeted from Reid Golf Course for the years 2018-2021. Additional money is budgeted for pavilions, restrooms, athletic fields, playground areas, and other park facilities over the course of the 5-year CIP.

### Recreational Programs

The Parks and Recreation Department offers an extensive array of sports, socialization, and educational programs using both the City's facilities and other venues, such as school district pools and gymnasiums. Activities are provided for all age groups. Classes are grouped in categories including early childhood, youth, adult, senior, and healthy lifestyles. Registration is available by mail, in the office, or via the internet.



Figure 7 Concert-goers enjoy music in Jones Park

### Recreational Programs Offered by the City of Appleton for Selected Age Groups

Young Children	Youth Programs	Teen Programs	Adult Programs	Older Adults
Baseball	Acrobatics	Archery	Bootcamp	Forever Fit
Friday Fun	Archery	Dance	Dance	Slow Stretch
Fun Runs	Baseball	Dance	Flag Football	Special Events
Karate Fun	Basketball	Fun Runs	Kayak	Stretch/Strength
Little Hitters Tennis	Camp APRD	Junior Leader	Kickboxing	Swim Lessons
Little Learners	Dance	Kayak	Recreational Rowing	Trips
Soccer	Flag Football	Kickboxing	Running Program	Walking Group
Softball	Fun Runs	Open Gym	Scuba	
T-Ball	Golf	Parkour	Self Defense	
Teacher and Me	Karate Fun	Recreational	Snorkel	
Tot Time	Kickball	Rowing	Softball	
Tumbling	KidStage	Running Program	Spanish	
Golf	Open Gym	Scuba	Special Events	
Sports Exploration	Parkour	Self Defense	Strength	
Swim lessons	Playground Program	Snorkeling	SUP Yoga	
	Scuba	Special Events	Swim Lessons	
	Skateboarding	STEM Programs	Tennis	
	Snorkeling	Swim Lessons	Trips	
	Soccer	Tennis	Water Aerobics	
	Softball	Trips	Yoga	
	Special Events	Yoga	Zumba	
	STEM Programs			
	Swim Lessons			
	T-Ball			
	Tennis			
	Urban Riders			
	Yoga			

### Accessibility

The City of Appleton Parks and Recreation proudly strives to increase the ability for everyone to experience and participate in all areas and activities. Meeting this goal is an on-going process and we understand that some of our parks, parks facilities, and recreation programs are not fully accessible.

### Accessible Recreation Programs

The benefits of recreation extend far beyond the soccer field or the dance floor. The skills that are learned and practiced during leisure time provide a tremendous foundation for life. For an individual with a disability, recreation activities can improve self-confidence, provide socialization opportunities, and reinforce a sense of teamwork and tolerance. They can establish friendships and gain independence. Reasonable accommodations are made on an individual basis for recreation programs. If visitors require special accommodation in order to participate, they are asked to contact City staff to make arrangements.

### Accessible Parks

The City of Appleton parks are continually receiving updates to meet the needs of everyone. These updates range from accessible playgrounds, sidewalks, parking lots, basketball courts and tennis courts.

### Accessible Facilities

The City of Appleton is committed to improving accessibility to parks and pools facilities, and ensure they are safe and secure for your needs. Some of the on-going improvements include accessible pools, bathrooms, concessions, drinking fountains, and egresses.



## Objectives and Policies

Appleton will provide a variety of parks and recreational programs to fulfill its mission: “Building communities and enriching lives where we live, work and play.” This will be carried out through the implementation of the following goals, objectives, and policies:

### Park and Open Space Acquisition

**18.1 OBJECTIVE: Identify land for acquisition, or opportunities to share facilities, to provide adequate access to parks in developed parts of Appleton where there are no existing parks.**

18.1.1 As noted above, there are areas within the developed part of Appleton and parts of adjoining towns that may someday come into Appleton, that are not adequately served by existing parks. The City should seek to provide desired facilities within these areas in partnership with other stakeholders. Priorities may include partnering with the Appleton Area School District to provide public access and recreational facilities for residents in the surrounding neighborhoods.

18.1.2 Acquire and develop additional park areas in neighborhoods where residential density is expected to increase through redevelopment activities. These may include remnant parcels along the railroad track north of downtown, sites along the Fox River, and publicly or privately-owned pocket parks and plazas on individual redevelopment sites.

**18.2 OBJECTIVE: Continue to work with land developers and municipalities to acquire new park land through dedication or other means, as new development occurs.**

18.2.1 Continue park land and trail dedication, or fee-in-lieu-of land dedication requirements for all new residential development. Additional land should be required for new development in the north, far southeast, and southwest parts of Appleton and its future growth area.

18.2.2 Where development may occur in adjacent municipalities, the City should work with the municipality to identify suitable locations, require dedication, and develop park facilities to meet the needs of current and potential future Appleton residents.

**18.3 OBJECTIVE: Develop the City's park system as an interconnected network of sites linked by greenways and trails.**

18.3.1 Create linkages between parks with long-term goal to have the City's parks arranged as nodes connected by recreational or environmental corridors. Stormwater drainageways, floodplains and wetland areas, utility corridors, railroad corridors, and other greenways may serve this purpose.

18.3.2 Implement the recommendations contained within the 2016 Appleton Trails Master Plan.

### Park and Recreation Facilities Development

**18.4 OBJECTIVE: Continue to make parks and recreation facilities and programs as efficient and effective as possible.**

18.4.1 Where it makes sense, adopt practices to cluster or consolidate dedicated athletic fields in order to reduce maintenance costs and to provide greater flexibility for the

use of neighborhood parks. Neighborhood parks are typically small facilities. Installation of large athletic fields intended for a single, or small number of uses, can eliminate the potential for other activities to occur. Additionally, having these dedicated athletic fields scattered throughout the city can increase maintenance and operational costs.

- 18.4.2 Preserve the maximum flexibility for use of neighborhood parks while simultaneously reducing costs by concentrating similar dedicated-purpose fields in a limited number of central locations.
- 18.4.3 Investigate and implement technologies that reduce maintenance costs or allow more intensive use of park facilities.
- 18.4.4 Continue to consider alternative approaches that may help to mitigate the impacts of park use, or reduce maintenance costs. For example, artificial turf can bear more intensive use than a conventional grass playing field with less maintenance, but has a higher installation and replacement cost, and may contribute to stormwater runoff. The use of naturalized plantings can reduce mowing requirements and have environmental benefits, but may not be an aesthetic accepted by all members of the community. The benefits and drawbacks to practices such as these should be weighed when contemplating alternatives.
- 18.4.5 Monitor and assess the demand for new facilities related to specific emerging or growing recreational pursuits.
- 18.4.6 Complete a needs assessment and market analysis to explore how the City should provide indoor recreation and cultural services and facilities necessary to serve the growing needs of the community.
- 18.4.7 Complete a needs assessment for outdoor athletic fields as they relate to the growth of youth and adult programs and future needs.

**18.5 OBJECTIVE: Expand and develop additional park and recreational facilities along the Fox River.**

- 18.5.1 Plan, design, and construct additional facilities to facilitate greater access and enjoyment of the river including but not limited to boat launch and parking, canoe/kayak launch, additional trail facilities, trail heads, trail parking, and wayfinding signage.
- 18.5.2 Plan, design, and construct Jones Park improvements in conjunction with the Exhibition Center in order to create stronger linkages between downtown and the river, while maximizing the visitor experience and creating a stronger downtown neighborhood.
- 18.5.3 Explore and foster partnerships with other agencies and programs with compatible missions, including but not limited to the Fox River Navigation System Authority, Outagamie County, Fox Cities Convention and Visitors Bureau, and the Community Foundation for the Fox Valley Region.

**18.6 OBJECTIVE: Plan, design, and develop additional parks and recreational facilities that meet current and emerging needs of the community.**

- 18.6.1 Plan, design, and construct additional facilities to meet the needs of the community, including but not limited to a recreation center to address the growing

demand on programs and rented space, which the Department currently contracts for.

18.6.2 Plan, design and construct new facilities to better serve those areas of the community where service coverage gaps exist as discussed earlier in this chapter.

18.6.3 Evaluate potential policies, park improvements, or new facilities to accommodate the needs of dog owners, including but not limited to downtown area neighborhoods.

**18.7 OBJECTIVE: Continue to implement the Capital Improvement Plan for development of specific parks and facilities.**

### Recreational Programs

**18.8 OBJECTIVE: Engage, leverage and develop community and corporate partners to optimize and broaden programs and services.**

18.8.1 Plan with the numerous recreation service providers throughout our community. It is important we stay on top of trends and strengthen partnerships to become more responsive to community needs. Community partnerships play a vital role in our future success and ability to broaden our program offerings.

**18.9 OBJECTIVE: Expand public outreach and participation in community groups, organizations and events to advocate our programs, facilities, and services.**

**18.10 OBJECTIVE: Enhance health and wellness within our community and provide opportunities for learning and socialization to promote personal growth and well-being for adults in our community.**

18.10.1 With the surge of baby boomers coming into the older adult population, it will be critical for us to continually evaluate our program offerings and services to this demographic.

**18.11 OBJECTIVE: Working together with community partners, increase programming directed to minority and cultural interests, and for persons who are physically or cognitively challenged.**

18.11.1 Appleton will continue to program activities of cultural interest, as well as provide facilities and activities that are universally accessible.

**18.12 OBJECTIVE Develop and deliver meaningful outdoor adventure and educational experiences for members of our community to help connect them to the outdoors. Work to promote the trail system and increase use of our outdoor amenities.**

### Management and Operations

**18.13 OBJECTIVE: Continue to enhance Departmental management and operations to better serve the community.**

18.13.1 Conduct a periodic review of Appleton's park land dedication ordinance as well as impact fees for development of park facilities.

18.13.2 Evaluate impact fees as a means of funding park capital costs.

18.13.3 Continue the Park and Recreation Department's practice of evaluating the carrying capacity of park facilities and establishing standards or use limits that protect them from damage caused by over-use. This policy mitigates damage to

facilities that would incur costs to repair and deprive residents of the use of the facility while repairs were made.

18.13.4 Continue the Park and Recreation Departments commitment to, and implementation of "best practices" for sustainable park development and operations including but not limited to:

- acquisition of land for parks as well as the preservation of natural features;
- development of paths and trails that facilitate non-motorized transportation modes;
- specification of local, recycled content, or other products that minimize processing impacts to the environment;
- improvements in energy efficiency and the use of renewable energy sources;
- adoption of design elements that enhance the environment and reduce maintenance costs; and
- utilization of low-maintenance and native planting materials

18.13.5 Identify and evaluate barriers to providing in-person customer service at current facilities.

18.13.6 Continue self-operation of Reid Golf Course to ensure the needs of the community are met.