



# CITY OF APPLETON

## MEMORANDUM

**Date:** May 13, 2026  
**To:** City Plan Commission  
**From:** Colin Kafka, Principal Planner  
**Subject:** Rezoning #3-26 – 209, 217, 221, and 229 N. Union St – P-I Public Institutional District to R-2 Two-Family District

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## GENERAL INFORMATION

**Owner/Applicant:** Lawrence University/Joseph King (owner) and Carow Land Surveying/Chris Perreault (applicant)

**Address/Parcel Number:** 209, 217, 221, and 229 N. Union Street (Tax ID #31-1-0316-00, 31-1-0318-00, 31-1-0319-00, and 31-1-0322-00)

**Applicant's Request:** Applicant, with owner approval, proposes to rezone the subject parcels from P-I Public Institutional District to R-2 Two-Family District. The request is being made to permit residential uses on the subject parcels.

**Plan Commission Public Hearing Meeting Date:** May 13, 2026

**Common Council Meeting Date:** May 20, 2026

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## BACKGROUND

2004	Demolition Permit No. 606 for single-family building on parcel 31-1-0322-00
2005	Rezoning #54-05 of all four parcels from R-3 Multi-Family District to P-I Public Institutional District
2017	Demolition Permit No. 495 for single-family building on parcel 31-1-0319-00
2017	Building Moving Permit No. 532 to move single-family building from parcel 31-1-0310-00 to parcel 31-1-0322-00
2019	Demolition Permit No. 883 for single-family building on parcel 31-1-0322-00

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## STAFF ANALYSIS

### Existing Site Conditions:

Parcel 31-1-0322-00 (229 N. Union St): Vacant and approximately 15,650 square feet in size. Driveway access is available on East Franklin Street.

Parcel 31-1-0319-00 (221 N. Union St): Vacant and approximately 5,900 square feet in size. Driveway access is available on North Union Street as the parcel has a joint driveway agreement with parcel 31-1-0318-00.

Parcel 31-1-0318-00 (217 N. Union St): A residential building, built in 1905, is located on the approximately 5,900 square foot parcel. Driveway access is on North Union Street per the joint driveway agreement with parcel 31-1-0319-00.

Parcel 31-1-0316-00 (209 N. Union St): A residential building, built in 1893, is located on the approximately 11,800 square foot parcel. Driveway access is on North Union Street.

**Non-conforming Lot of Record:** Parcels 31-1-0319-00 and 31-1-0318-00 do not conform with the minimum lot size or minimum lot width requirements in the R-2 Two-Family District and, therefore, the parcels will be legal nonconforming lots of record. Proposed residential uses of these legal nonconforming lots of record may be permitted pursuant to the applicable current requirements and subsequent amendments to Chapter 23 Zoning.

**Surrounding Zoning and Land Uses:** The surrounding zoning and uses (north, south, east, and west) are generally institutional and residential in nature.

North: P-I Public Institutional District. The adjacent land use to the north is institutional (City Park).

South: P-I Public Institutional District. The adjacent land use to the south is group housing (LU student housing)

East: R-1C Central City Residential District and R-2 Two-Family District. The adjacent land uses to the east are single-family and two-family residences.

West: P-I Public Institutional District. The adjacent land uses to the west are single-family residences and group housing (LU guest houses and student housing).

**Plan Appleton:** Community Development staff have reviewed this proposal and determined it is compatible with the goals and objectives found in the City's Comprehensive Plan, *Plan Appleton*. The proposed Two-Family District is also consistent with the Urban Neighborhood designation identified on the Future Land Use Map. Listed below are related excerpts from *Plan Appleton*.

#### *Goal L | Land Use*

##### *Future Land Use Place Types - Urban Neighborhood:*

*Intent: Support existing neighborhoods by encouraging compatible infill and incorporating more housing types.*

*Land Uses: Primary: single-unit, two-unit, and medium density multifamily housing. Higher density multi-family housing abutting collector streets, arterial streets, and parks.*

*Character: Mixture of housing types*

**Proposed Zoning Classification:** The R-2 district is intended to provide for and maintain residential areas characterized by single-family detached and two- (2-) family dwelling units. Increased densities and the introduction of two- (2-) family housing types are intended to provide for greater housing options for owners and renters while maintaining the basic qualities of a moderately dense residential neighborhood.

**Future Actions:** If the rezoning request is approved, any future development would be reviewed against the R-2 District zoning regulations and other applicable sections of the Zoning Ordinance, including but not limited to; Section 23-42. Nonconforming buildings, structures, uses, and lots; Section 23-43 Accessory Uses, Buildings, and Structures; and Section 23-51 Zoning with Design Requirements. The construction of any new building(s) would require building permits from the Inspections Division.

**Standards for Zoning Map Amendments:** Per Section 23-65(e), all recommendations for zoning amendments shall be consistent with the adopted plans, goals and policies of the City and with the purpose and intent of this zoning ordinance. It would appear the criteria established has been satisfied. Related excerpts are listed below.

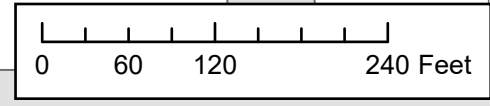
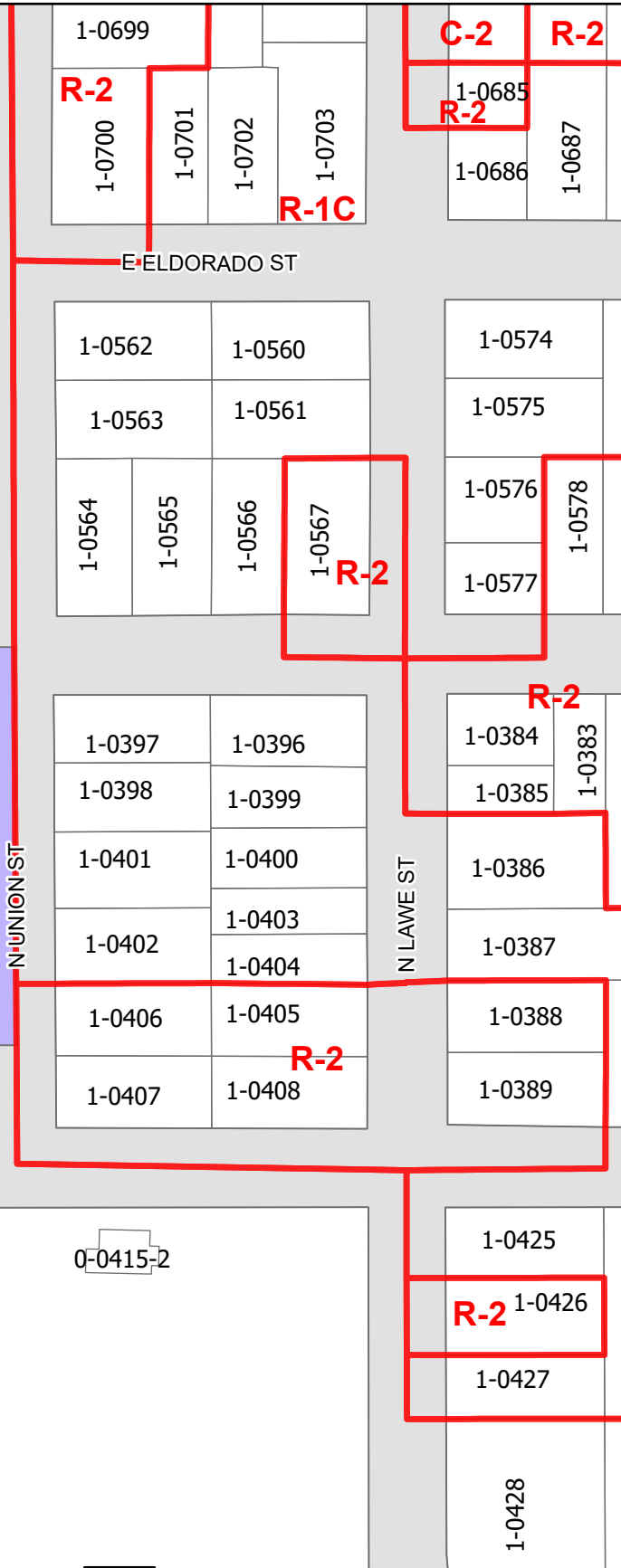
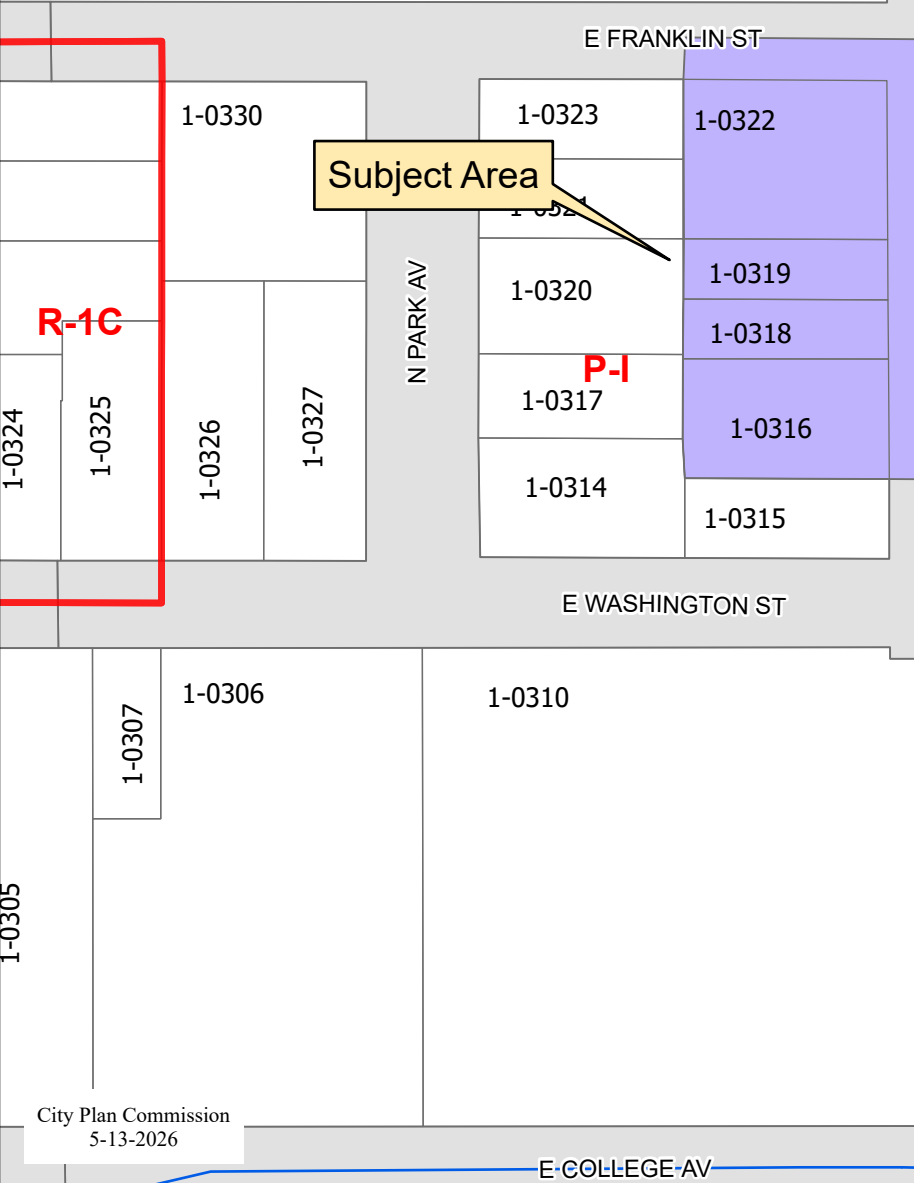
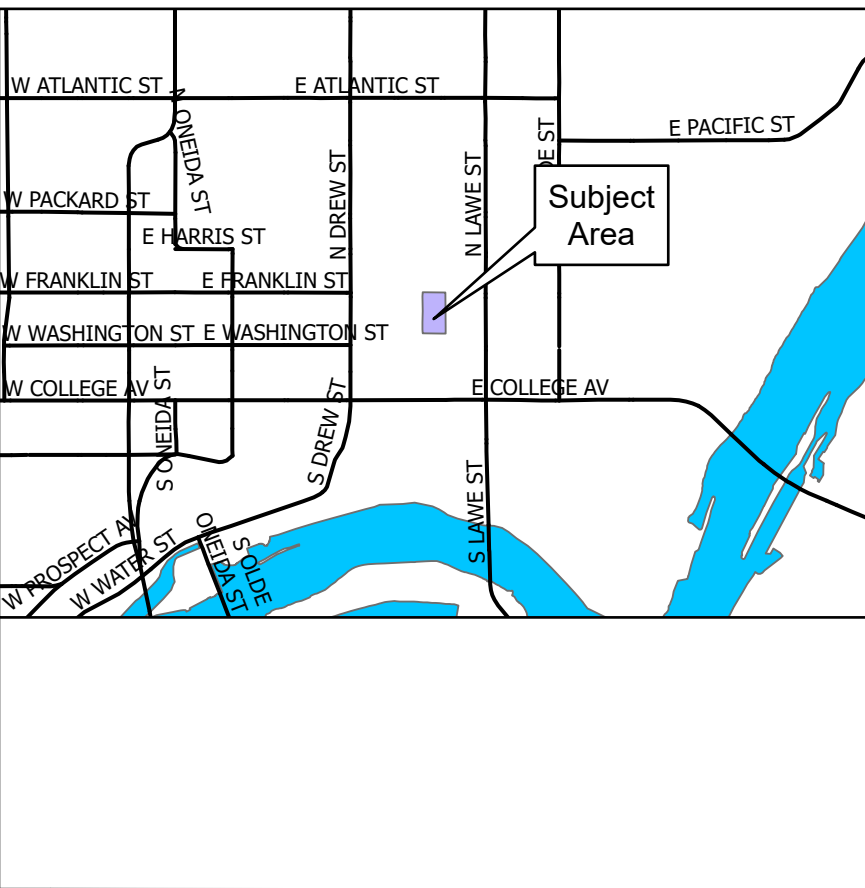
- (1) Prior to making a recommendation on a proposed zoning amendment, the Plan Commission shall make a finding to determine if the following conditions exist. No zoning amendment shall be approved prior to finding at least one (1) of the following:
  - a. The request for a zoning amendment is consistent with the Comprehensive Plan for the City of Appleton. *The rezoning request is in conformance with Plan Appleton goals and objectives stated above and the Future Land Use Map, which identifies this area with a future urban neighborhood designation.*
  - b. Factors have changed such as availability to new data, growth patterns and rates, the presence of new road or other infrastructure, additional development, annexation, or other zoning changes, making the subject property more appropriate for a different district.
  - c. There is an error in the zoning ordinance text or zoning map as enacted.

**Development Review Team (DRT) Report:** This item appeared on the April 21, 2026 DRT agenda. No negative comments were received from participating departments.

## **RECOMMENDATION**

Based upon the above analysis and the standards for zoning map amendments as required by Section 23-65(e)(1)a. of the Zoning Ordinance, staff recommends Rezoning #3-26 to rezone the subject parcels from P-I Public Institutional District to R-2 Two-Family District, including to the centerline of the adjacent right-of-way as shown on the attached map, **BE APPROVED**

# Rezoning P-I Public Institutional District to R-2 Two-Family District Zoning Map



Rezoning P-I Public Institutional District  
to R-2 Two-Family District  
Aerial Map

Subject Area

E FRANKLIN ST

E WASHINGTON ST

N UNION ST

1-0323

1-0322

1-0397

1-0321

1-0398

1-0319

1-0401

1-0320

1-0318

1-0402

1-0317

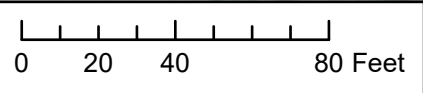
1-0316

1-0406

1-0314

1-0315

1-0407



DESCRIPTION OF LANDS TO BE REZONED TO R-2 TWO-FAMILY DISTRICT:

PARCEL A – 229 N. Union St. (Parcel #31-1-0322-00):

ALL OF LOTS 10 AND 11 IN BLOCK 3 OF HYDE'S UNIVERSITY ADDITION, LOCATED IN GOVERNMENT LOT 1 OF SECTION 26, TOWNSHIP 21 NORTH, RANGE 17 EAST, CITY OF APPLETON, OUTAGAMIE COUNTY, WISCONSIN, INCLUDING TO THE CENTERLINE OF THE ADJACENT STREET RIGHT-OF-WAY. SAID PARCEL CONTAINS 15,652 SQUARE FEET (0.3593 ACRES) OF LAND MORE OR LESS. SUBJECT TO ALL EASEMENTS AND RESTRICTIONS OF RECORD.

PARCEL B – 221 N. Union St. (Parcel #31-1-0319-00):

PART OF LOT 7 IN BLOCK 3 OF HYDE'S UNIVERSITY ADDITION, LOCATED IN GOVERNMENT LOT 1 OF SECTION 26, TOWNSHIP 21 NORTH, RANGE 17 EAST, CITY OF APPLETON, OUTAGAMIE COUNTY, WISCONSIN, BOUNDED AND DESCRIBED AS FOLLOWS: COMMENCING AT THE EAST ¼ CORNER OF SAID SECTION 26; THENCE S00°55'45"E, 821.95 FEET ALONG THE EAST LINE OF GOVERNMENT LOT 1 OF SECTION 26 TO THE EASTERLY EXTENSION OF THE SOUTH LINE OF EAST FRANKLIN STREET; THENCE S89°59'58"W, 741.39 FEET ALONG SAID EXTENSION TO THE WEST LINE OF NORTH UNION STREET; THENCE S00°13'43"E, 110.73 FEET ALONG SAID WEST LINE TO THE NORTH LINE OF SAID LOT 7 AND THE POINT OF BEGINNING; THENCE CONTINUING S00°13'43"E, 41.71 FEET ALONG SAID WEST LINE TO THE SOUTH LINE OF LANDS DESCRIBED IN DOCUMENT NO. 573883; THENCE S89°58'40"W, 141.58 FEET ALONG SAID SOUTH LINE TO THE WEST LINE OF SAID LOT 7; THENCE N00°04'24"W, 41.72 FEET ALONG SAID WEST LINE TO THE NORTH LINE OF SAID LOT 7; THENCE N89°58'55"E, 141.47 FEET ALONG SAID NORTH LINE TO THE POINT OF BEGINNING, INCLUDING TO THE CENTERLINE OF THE ADJACENT STREET RIGHT-OF-WAY. SAID PARCEL CONTAINS 5,903 SQUARE FEET (0.1355 ACRES) OF LAND MORE OR LESS. SUBJECT TO ALL EASEMENTS AND RESTRICTIONS OF RECORD.

PARCEL C – 217 N. Union St. (Parcel #31-1-0318-00):

PART OF LOTS 6 AND 7 IN BLOCK 3 OF HYDE'S UNIVERSITY ADDITION, LOCATED IN GOVERNMENT LOT 1 OF SECTION 26, TOWNSHIP 21 NORTH, RANGE 17 EAST, CITY OF APPLETON, OUTAGAMIE COUNTY, WISCONSIN, BOUNDED AND DESCRIBED AS FOLLOWS: COMMENCING AT THE EAST ¼ CORNER OF SAID SECTION 26; THENCE S00°55'45"E, 821.95 FEET ALONG THE EAST LINE OF GOVERNMENT LOT 1 OF SECTION 26 TO THE EASTERLY EXTENSION OF THE SOUTH LINE OF EAST FRANKLIN STREET; THENCE S89°59'58"W, 741.39 FEET ALONG SAID EXTENSION TO THE WEST LINE OF NORTH UNION STREET; THENCE S00°13'43"E, 152.44 FEET ALONG SAID WEST LINE TO THE NORTH LINE

OF LANDS DESCRIBED IN DOCUMENT NO. 648845 AND THE POINT OF BEGINNING; THENCE CONTINUING S00°13'43"E, 41.51 FEET ALONG SAID WEST LINE TO THE SOUTH LINE OF SAID DESCRIBED LANDS; THENCE S89°58'07"W, 141.69 FEET ALONG SAID SOUTH LINE TO THE WEST LINE OF SAID LOT 6; THENCE N00°04'24"W, 41.53 FEET ALONG SAID WEST LINE AND THE WEST LINE OF SAID LOT 7 TO THE NORTH LINE OF SAID DESCRIBED LANDS; THENCE N89°58'40"E, 141.58 FEET ALONG SAID NORTH LINE TO THE POINT OF BEGINNING, INCLUDING TO THE CENTERLINE OF THE ADJACENT STREET RIGHT-OF-WAY. SAID PARCEL CONTAINS 5,880 SQUARE FEET (0.1350 ACRES) OF LAND MORE OR LESS. SUBJECT TO ALL EASEMENTS AND RESTRICTIONS OF RECORD.

PARCEL D – 209 N. Union St. (Parcel #31-1-0316-00):

ALL OF LOT 3 AND PART OF LOT 6 IN BLOCK 3 OF HYDE'S UNIVERSITY ADDITION, LOCATED IN GOVERNMENT LOT 1 OF SECTION 26, TOWNSHIP 21 NORTH, RANGE 17 EAST, CITY OF APPLETON, OUTAGAMIE COUNTY, WISCONSIN, BOUNDED AND DESCRIBED AS FOLLOWS: COMMENCING AT THE EAST ¼ CORNER OF SAID SECTION 26; THENCE S00°55'45"E, 821.95 FEET ALONG THE EAST LINE OF GOVERNMENT LOT 1 OF SECTION 26 TO THE EASTERLY EXTENSION OF THE SOUTH LINE OF EAST FRANKLIN STREET; THENCE S89°59'58"W, 741.39 FEET ALONG SAID EXTENSION TO THE WEST LINE OF NORTH UNION STREET; THENCE S00°13'43"E, 193.95 FEET ALONG SAID WEST LINE TO THE NORTH LINE OF LANDS DESCRIBED IN DOCUMENT NO. 904644 AND THE POINT OF BEGINNING; THENCE CONTINUING S00°13'43"E, 83.21 FEET TO THE SOUTH LINE OF SAID LOT 3; THENCE S89°57'19"W, 141.92 FEET ALONG SAID SOUTH LINE TO THE WEST LINE OF SAID LOT 3; THENCE N00°04'24"W, 83.24 FEET ALONG SAID WEST LINE AND THE WEST LINE OF LOT 6 TO THE NORTH LINE OF SAID DESCRIBED LANDS; THENCE N89°58'07"E, 141.69 FEET ALONG SAID NORTH LINE TO THE POINT OF BEGINNING, INCLUDING TO THE CENTERLINE OF THE ADJACENT STREET RIGHT-OF-WAY. SAID PARCEL CONTAINS 11,803 SQUARE FEET (0.2710 ACRES) OF LAND MORE OR LESS. SUBJECT TO ALL EASEMENTS AND RESTRICTIONS OF RECORD.

**PARCEL "A" DESCRIPTION:**

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**PLAT OF SURVEY**

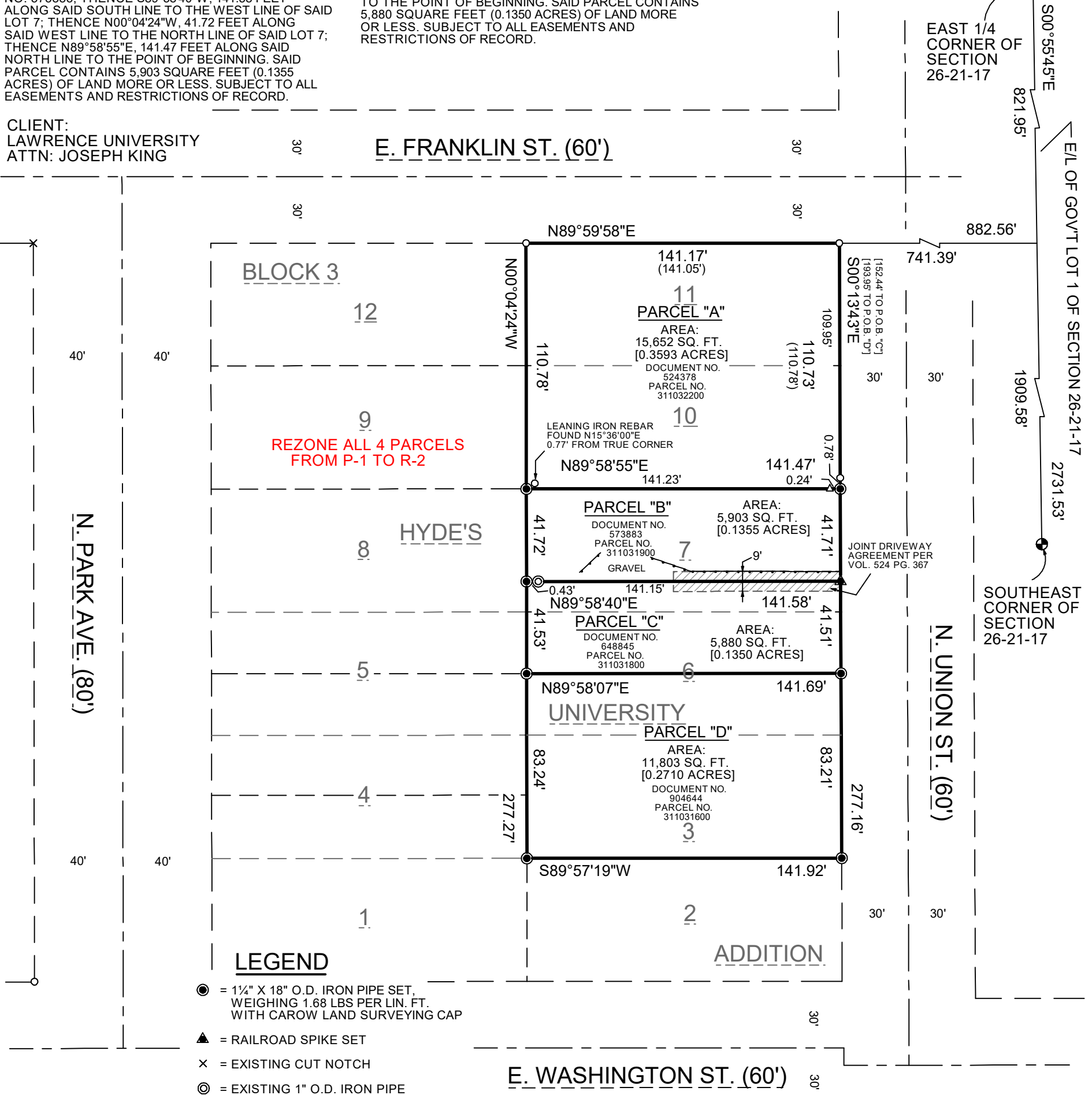
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CLIENT:  
LAWRENCE UNIVERSITY  
ATTN: JOSEPH KING



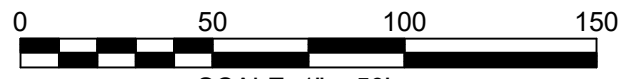
**LEGEND**

- = 1 1/4" X 18" O.D. IRON PIPE SET, WEIGHING 1.68 LBS PER LIN. FT. WITH CAROW LAND SURVEYING CAP
- ▲ = RAILROAD SPIKE SET
- × = EXISTING CUT NOTCH
- ◎ = EXISTING 1" O.D. IRON PIPE
- = EXISTING 3/4" IRON REBAR
- △ = EXISTING ANGLE IRON
- ⊙ = EXISTING BERNTSEN MONUMENT
- ⊠ = EXISTING STONE MONUMENT WITH "X"
- ( ) = RECORDED AS BEARING/DIMENSION
- [ ] = DISTANCE TO POINT OF BEGINNING OF AN ABOVE DESCRIBED PARCEL

**E. WASHINGTON ST. (60')**

NORTH IS REFERENCED TO THE EAST LINE OF GOVERNMENT LOT 1 OF SECTION 26, TOWNSHIP 21 NORTH, RANGE 17 EAST, CITY OF APPLETON, OUTAGAMIE COUNTY, WISCONSIN, WHICH BEARS S00°55'45"E PER THE WISCONSIN COUNTY COORDINATE SYSTEM (OUTAGAMIE COUNTY)

NOTES:  
- NOT ALL IMPROVEMENTS SHOWN PER CLIENT'S INSTRUCTIONS  
- PRIOR TO ANY CONSTRUCTION OR OTHER LAND USE ACTIVITY, ALL BUILDING SETBACKS AND OTHER LAND USE REQUIREMENTS SHOULD BE VERIFIED WITH THE CITY OF APPLETON  
- FIELD WORK COMPLETED: 4/7/2026



I HEREBY CERTIFY THAT THE ABOVE DESCRIBED PROPERTY WAS SURVEYED AND MAPPED IN ACCORDANCE WITH AE-7 OF THE WISCONSIN ADMINISTRATIVE CODE AND IS CORRECT TO THE BEST OF MY KNOWLEDGE AND BELIEF.

*Christopher E. Perreault*  
CHRISTOPHER E. PERREAULT, PLS-2249

4/7/2026 REVISED: 4/14/2026

A2603.47

DATED

<b>CAROW LAND SURVEYING &amp; ENVIRONMENTAL</b>		
615 NORTH LYNNDALE DRIVE		
APPLETON, WI 54914		
DATE: 4/7/2026	SCALE: 1" = 50'	DRAWN BY: FNZ