



City of Appleton

100 North Appleton Street
Appleton, WI 54911-4799
www.appletonwi.gov

Meeting Agenda - Final City Plan Commission

Wednesday, August 27, 2025

3:30 PM

Council Chambers, 6th Floor

1. Call meeting to order
2. Pledge of Allegiance
3. Roll call of membership
4. Approval of minutes from previous meeting

[25-0983](#) City Plan Minutes from 8-13-25

Attachments: [City Plan Minutes 8-13-25.pdf](#)

5. Public Hearing/Apearances

6. Action Items

[25-0556](#) Request to approve the acceptance of the proposed dedication of a portion of 200 West College Avenue (Tax Id #31-2-0263-00) for public right-of-way for West Johnston Street per Wis. State Statute §62.23(5), as shown on the attached map and subject to Common Council approval of the permanent street occupancy permit

Attachments: [StaffMemo Johnston Street ROW Dedication For08-27-25.pdf](#)

[25-0984](#) Annual review and request to approve the Downtown Appleton Business Improvement District (BID) 2026 Operating Plan

Attachments: [StaffMemo 2026BIDOperatingPlan For08-27-25.pdf](#)

[2026 BID Operating Plan.pdf](#)

[2024 BID Annual Report.pdf](#)

[2024 BID Audit - Financial Statements.pdf](#)

7. Information Items

[25-0985](#) Proposed draft text amendments to the Municipal Code Chapter 23 Zoning relating to Article III. Section 23-54 Temporary Uses and Structures
Attachments: [StaffMemo_Sec 23-54 Temporary Use Code Amendments_For08-27-25.pdf](#)
[Draft Temporary Use Code Sec. 23-54 with Strikeouts.pdf](#)
[Draft Temporary Use Code Sec. 23-54 Clean Version.pdf](#)

[25-0986](#) Proposed draft text and map amendments to the Municipal Code Chapter 23 Zoning creating Article XI. Shoreland-Wetland Zoning District Regulations and amending Article XIX. Shoreland Zoning
Attachments: [StaffMemo_Shoreland-WetlandandShorelandOrdAmendments_For08-27-25.pdf](#)
[Draft Shoreland-Wetland and Shoreland Ord Amendments_For08-27-25.pdf](#)
[WDNR SWDV Wetlands Map 8-20-2025_For08-27-25.pdf](#)

[25-0987](#) Release of the Draft Plan Appleton (Update to the City's Comprehensive Plan)
Attachments: [StaffMemo_Draft Plan AppletonFor08-27-25.pdf](#)
[Draft Plan Appleton](#)
[Appendix 1 Existing Conditions.pdf](#)
[Appendix 2 Housing Assessment.pdf](#)
[Appendix 3 Market and Retail Leakage Study Findings.pdf](#)
[Appendix 4 Future Land Use Map.pdf](#)
[Appendix 5 Phase 1 Fall Engagement Summary of Findings.pdf](#)
[Appendix 6 Phase 2 Spring Engagement Summary of Findings.pdf](#)
[Appendix 7 Past Plan Review.pdf](#)
[Appendix 8 Northland Avenue and Richmond Street Subarea.pdf](#)
[Appendix 9 S. Oneida Street Subarea.pdf](#)
[Appendix 10 Wisconsin Avenue Subarea.pdf](#)

8. 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.

Any questions about items on this meeting are to be directed to Kara Homan, Director, Community Development Department at 920-832-6468.

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



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Meeting Minutes - Final City Plan Commission

Wednesday, August 13, 2025

3:30 PM

Council Chambers, 6th Floor

1. Call meeting to order

Meeting called to order by Chair Mayor Woodford at 3:32 p.m.

2. Pledge of Allegiance

3. Roll call of membership

Present: 6 - Palm, Mayor Woodford, Uitenbroek, Neuberger, Fenton and Carpenter

Excused: 1 - Robins

Others present:
Jason Zimmerman, WBAY

4. Approval of minutes from previous meeting

[25-0914](#)

City Plan Minutes from 7-23-25

Attachments: [City Plan Minutes 7-23-25.pdf](#)

**Fenton moved, seconded by Palm, that the Minutes be approved. Roll Call.
Motion carried by the following vote:**

Aye: 6 - Palm, Mayor Woodford, Uitenbroek, Neuberger, Fenton and Carpenter

Excused: 1 - Robins

5. Public Hearing/Appearances

6. Action Items

[25-0916](#)

Request to approve Certified Survey Map #13-25 for the combination of City-owned parcels and vacated right-of-way [row] (a portion of N. Oneida Street row and all of an unnamed alley row) located north of Washington Street and south of Franklin Street for the Transit Center development in accordance with Wis. Stat. §62.23(5) pertaining to the alteration of land (changing the parcel lot lines) for public grounds, as shown on the attached map and subject to Common Council adoption of S. Oneida Street and unnamed alley discontinuance

Attachments: [Memo_PlanCommission_Transit Center CSM_For08-13-25.pdf](#)

Carpenter moved, seconded by Fenton, that Certified Survey Map #13-25 be recommended for approval. Roll Call. Motion carried by the following vote:

Aye: 6 - Palm, Mayor Woodford, Uitenbroek, Neuberger, Fenton and Carpenter

Excused: 1 - Robins

7. Information Items

[25-0917](#)

Proposed draft text amendments to the Municipal Code Chapter 23 Zoning relating to Article XIV. Signs

Attachments: [Sec 23-500 Sign Code Amendments_Zoning Ord_Staff Memo_For08-13-25.pdf](#)
[Draft Sign Code With Strikeouts_8_6_25.pdf](#)
[Draft Sign Code Clean Version_8_6_25.pdf](#)

This item was presented.

8. Adjournment

Palm moved, seconded by Fenton, that the meeting be adjourned at 3:41 p.m. Roll Call. Motion carried by the following vote:

Aye: 6 - Palm, Mayor Woodford, Uitenbroek, Neuberger, Fenton and Carpenter

Excused: 1 - Robins



CITY OF APPLETON

MEMORANDUM

Date: August 27, 2025
To: City Plan Commission
From: Colin Kafka, Principal Planner
Subject: Dedication of Public Right-of-Way for West Johnston Street

GENERAL INFORMATION

Owner/Applicant: David Baehr / Oshkosh Investment LLC and Lofgren Properties 6 LLC

Address/Parcel Number: 200 West College Avenue (Tax Id #31-2-0263-00)

Applicant's Request: The applicant is requesting a dedication of land for public right-of-way for West Johnston Street.

Plan Commission Meeting Date: August 27, 2025

Common Council Meeting Date: September 3, 2025

BACKGROUND

The public right-of-way dedication is proposed to provide complete public right-of-way access through the 200 block of West College Avenue. The basement of 200 W. College Avenue will encroach under the proposed dedication; therefore, the owner/applicant has submitted a permanent street occupancy permit for review and approval by the Municipal Services Committee and Common Council.

Wis. State Statute 62.23(5) states that the location, acceptance and/or acquisition of land to be used as a public way, (i.e. public alley) or public grounds shall be referred to the Plan Commission for its consideration and report before final action is taken by the Common Council.

STAFF ANALYSIS

Public Right-of-Way Dedication: The owner/applicant has submitted an application to dedicate a portion of parcel #31-2-0263-00 for right-of-way. The limits and dimensions of the proposed dedication are identified in Exhibit A.

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

North: CBD Central Business District. The adjacent land use to the north is commercial (parking lot).

South: CBD Central Business District. The adjacent land use to the south is mixed use (apartments and ground floor commercial).

East: CBD Central Business District. The adjacent land use to the east is N. Appleton Street right-of-way.

West: CBD Central Business District. The adjacent land use to the west is W. Johnston Street right-of-way.

Appleton Comprehensive Plan 2010-2030: The City of Appleton 2010-2030 Comprehensive Plan Map identifies the subject area as future Central Business District. The proposed public right-of-way dedication is consistent with the following goals and objectives of the *Comprehensive Plan 2010-2030*.

Goal 4 – Transportation

Appleton will support a comprehensive transportation network that provides viable options for pedestrian, bicycle, highway, rail, and air transportation, both locally and within the region.

OBJECTIVE 6.1 Transportation:

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

OBJECTIVE 6.8 Transportation:

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

Development Review Team (DRT) Report: This item appeared on the April 22, 2025 DRT agenda. No negative comments were received from participating departments. Staff did note that a permanent street occupancy permit would be required due to basement portions of the building located at 200 W. College Avenue encroaching under the proposed dedication. A permanent street occupancy permit would be required to be submitted for review and approval by the Municipal Services Committee and Common Council.

RECOMMENDATION

Staff recommends the dedication of land for public right-of-way for West Johnston Street, as shown on the attached map, **BE APPROVED**, subject to Common Council approval of the permanent street occupancy permit.



CITY OF APPLETON

MEMORANDUM

Date: August 27, 2025
To: Plan Commission
From: Lily Paul, Economic Development Specialist
Subject: Annual Review of Business Improvement District (BID) Operating Plan

GENERAL INFORMATION

On behalf of Jennifer Stephany, Executive Director of Appleton Downtown Inc., please find the attached 2026 Business Improvement District (BID) Operating Plan for your review and recommendation.

Staff has reviewed the Operating Plan, and there are no BID boundary changes proposed. The annual BID map is included in Appendix F of the Operating Plan.

Page 9 of the Operating Plan identifies the parcels that are removed from or added to the schedule of assessments. Only BID contributing parcels are listed in the schedule of assessments (Appendix E). The language on page 8 clarifies how contributing versus non-contributing status is determined.

Business Improvement Districts are regulated by Section 66.1109 of the Wisconsin State Statutes. These Statutes require that a BID Operating Plan be reviewed and approved by the local legislative body on an annual basis. The Plan Commission is being asked to review and make recommendation to the Common Council in regard to the submitted 2026 Operating Plan.



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2026

Downtown Appleton Business Improvement District Operating Plan

Downtown Appleton Business Improvement District Operating Plan 2026

I. Preface

Wisconsin Act 184, signed into law in 1984, gives Wisconsin municipalities the power to establish business improvement districts (BIDs) within their communities upon petition of at least one property owner within the proposed district. The State Legislature created 66.1109 of the Wisconsin Statutes (the “BID Law”) to provide a mechanism by which business properties within an established district could voluntarily assess themselves to pay for programs aimed at promoting, developing, redeveloping, managing and maintaining the district. In many instances, BIDs are established in downtowns so property owners can jointly attract tenants and increase the value of their properties.

Business improvement district assessments are quite similar to traditional special assessments wherein property owners are assessed for improvements or services that benefit them. Unlike traditional special assessments, however, business improvement district assessments can be used to finance a wide range of activities, services, and improvements. Business improvement districts in Wisconsin have been used to fund a broad scope of activity including business retention and recruitment programs, marketing and promotional activities, environmental enhancement and maintenance programs, and crime prevention and security activities.

Pursuant to the BID Law, this shall be, when adopted, the 2026 Operating Plan for the Downtown Appleton Business Improvement District. This Operating Plan has been prepared by Appleton Downtown Incorporated (ADI) in partnership with the Business Improvement District Board of Directors and Appleton Downtown Board of Directors.

As used herein, BID shall refer to the business improvement district’s operating and governance mechanism, and “District” shall refer to the property located within the physical boundaries of the business improvement district, as provided herein.

Further development of the District through establishment of the BID is proposed because:

1. The BID law provides a mechanism whereby private property owners can work together in conjunction with the City to develop the district.
2. Existing public funding sources used to maintain and promote the district may not be sufficient. Unified development efforts will have to be financed with new private resources as well as existing public dollars.
3. The District is dynamic, including properties of varying types and sizes. Some form of cost sharing is necessary because it is not feasible for a small group alone or the City of Appleton to support District development efforts. The BID Plan provides a fair and equitable mechanism for cost sharing which will benefit all businesses and properties within the district.
4. Use of the BID mechanism helps to ensure that the entire District will be promoted, programmed and developed as expeditiously as possible.

The property owners advocating the continuation of the BID view it as a method to build on work previously done in the community to improve the downtown. These property owners and the board of directors of Appleton Downtown Inc. have pledged to work cooperatively with other organizations and the City of Appleton to enhance the vibrancy and overall health of downtown Appleton.

This Plan, when adopted by the City Council of the City of Appleton, after public hearing and recommendation of the Plan Commission in the manner required by the BID Law, shall govern the BID for the calendar year of 2026 which shall be the Twenty fifth “Plan Year”. However, it is anticipated that the BID shall continue to be so successful that it will be renewed, upon essentially the same terms and conditions for subsequent years, each of which shall be the “Plan Year”. In the manner allowed under Section 66.1109 (3)(b) of the BID Law, although with changes to the budget, work plans and assessment Appendices.

II. Plan Development

This shall be the Business Improvement District Operating Plan for the Downtown Appleton Business Improvement District, for the year 2026.

A. Plan of Action

The Plan of Action Work Plan was developed by the BID Board of Directors, and Standing Committees with approval from the BID and ADI Board of Directors. Those participating in this process were ever conscious of the need to represent the full membership of the BID and of ADI. The following initiatives identified in the Work Plan (**Appendix A**) align with the City of Appleton Comprehensive plan Chapter 14.

B. Goals and Objectives

The BID seeks to protect public and private assets in downtown Appleton and to attract new investment to the district. The BID exists to promote the orderly development of the district in cooperation with the City of Appleton, including implementation of the Downtown Plan (Chapter 14 of the Comprehensive Plan) and to develop, redevelop, maintain, operate, and promote the district. The BID shall work to preserve and improve economic, cultural, and social conditions within the district by facilitating partnerships of people and organizations to achieve mutual goals. The BID provides the necessary funding to plan, evaluate, facilitate and implement district development projects, planning activities, and promotional activities in partnership with Appleton Downtown Inc. that fit within the identified mixed-use strategy for developing viable and sustainable markets that the district in downtown Appleton can serve.

C. Benefits

Money collected by the BID under this plan will be spent within the district or for the benefit of the district, and used to help property owners attract and retain tenants, keep downtown clean, safe and attractive, increase the value of property downtown and expand on a strong brand and marketing campaign for downtown. **Appendix A** outlines the goals and objectives for the plan year as they align with Chapter 14 Downtown Plan of the City of Appleton Comprehensive Plan. The plan is presented as a collaborative plan between the Business Improvement District, Appleton Downtown Inc. and Creative Downtown Appleton Inc. noted herein as: BID/ADI/CDA

D. 2024 Annual Report

The 2024 annual report is attached.

The Business Improvement District 202 properties in 2024 experienced an overall increase of 4.85% over the previous year.

The 2025 midyear update report is attached as **Appendix B**

E. 2026 Budget

All of the estimated expenditures of the BID are shown on **Appendix C**, the Budget. Expected expenditures will be financed by the collection of BID assessments and with other revenues generated by Appleton Downtown Incorporated (ADI) and Creative Downtown Appleton Inc. (CDA) including but not limited to sponsorships and donations, ADI memberships, and by generated revenues from events and promotional activities. Ownership of all activities, programs, promotions, and events, along with any related revenues shall remain with ADI or CDA respectively but shall be applied to programs and services that further collective goals of the BID.

It is anticipated that the BID will contract with ADI to carry out the BID's Operational Plan, and that the BID will have no paid staff of its own. Funds collected through BID assessments shall be used to pay for the contracted and approved expenditures with ADI, and are expected to provide approximately 27% of the projected total annual budget to implement a full downtown management and event program of work.

Except as identified herein, all expenditures will be incurred during the Plan Year. Any funds remaining on any line item above may be moved to another budget line item, as determined by the Board of the BID. Any unused funds remaining at the end of the year shall be deposited into a contingency fund for the following Plan Year. If any additional funds are received by the BID, whether from gifts, grants, government programs, or other sources, they shall be expended for the purposes identified herein, and in the manner required by the source of such funds, or, if the funds have no restrictions, in the manner determined by the Board of the BID, in keeping with the objectives of this BID Plan. All physical improvements made with these funds shall be made in the BID District. The location of other expenditures shall be determined by the BID Board, but for the benefit of the District.

F. Powers

The BID, and the Board managing the BID shall have all the powers authorized by law, and by this Plan, and shall have all powers necessary or convenient, to implement the Operating Plan, including, but not limited to, the following powers:

1. To manage the affairs of the District.
2. To promote new investment and appreciation in value of existing investments in the District.
3. To contract with Appleton Downtown Incorporated on behalf of the BID to implement the Operational Plan.
4. To develop, advertise and promote the existing and potential benefits of the District.
5. To acquire, improve, lease and sell properties within the District, and otherwise deal in real estate.
6. To undertake on its own account, public improvements and/or to assist in development, underwriting or guaranteeing public improvements within the District.

7. To apply for, accept, and use grants and gifts for these purposes.
8. To elect officers, and contract out work as necessary to carry out annual goals.
9. To elect Officers to carry out the day to day work authorized by the BID Board, including signing checks and contracts on behalf of the Board, and to adopt, if the Board wishes, By-Laws governing the conduct of the Board and its Officers, not inconsistent with this Operating Plan.
10. To uphold the by-laws related to the day to day operation of the Board and Board meetings.

G. Relationship to Plans for the Orderly Development of the City

Creation of a business improvement district to facilitate District development is consistent with the City of Appleton's Downtown Plan and will promote the orderly development of the City in general and downtown in particular.

H. Public Review Process

The BID Law establishes a specific process for reviewing and approving the proposed Operating Plan, and the boundaries of the proposed District. All statutory requirements to create the BID were followed.

I. District Boundaries

The District is defined as those tax key parcels, which are outlined in blue and indicated by property in dark green on **Appendix F**, attached hereto and incorporated herein by this reference, reflecting the parcels as they existed in the City of Appleton Assessor's records as of June 2025.

The District is generally bounded on the south by the south right of way line of Lawrence Street, on the north by the north right of way line of Franklin Street, on the east by the right of way line of Drew Street and on the west by the west right of way line of Richmond Street/Memorial Drive, with additional corridors extending north on Richmond Street to Packard Street and west along college Avenue to Badger Avenue. Properties on both sides of boundary streets are included in the District. The District includes **204** contributing parcels and units. Notwithstanding the parcels of property which are not subject to general real estate taxes, shall be excluded from the district by definition, even though they lie within the boundaries of the BID as in the map in **Appendix F**.

See Section: VI. *Method of Assessment, Item A. Parcels Assessed*: For identification of parcels that are assessed for the BID as contributing parcels based on their use and parcels that are non-contributing. Annual adjustments to contributing and non-contributing parcels in the BID are made based on parcel combinations and parcel divisions.

I. Organization (no change has been made to this section from the previous year.)

A. Operating Board

The BID Board (“Board”) as defined below, shall be appointed by the Mayor of the City of Appleton, with substantial input from ADI and the property owners in the District. Appointments by the Mayor must be confirmed by the City Council and voted in by the BID Board. The appointments and confirmation shall be made before the commencement of the Plan Year for which the Operating Plan was adopted.

This Board’s primary responsibility shall be to implement the current year’s Operating Plan, to contract for the carrying out of the Operating Plan, contracting for preparation of an annual report and audit on the District, annually considering and making changes to the Operating Plan including suggestions made by Appleton Downtown Incorporated and submitting the Operating Plan for the following Plan Year to the Common Council of the City of Appleton for approval, and other powers granted in this Plan. This requires the Board to negotiate with providers of service and materials to carry out the Plan; to enter into various contracts; to monitor development activity; and to ensure District compliance with provisions of applicable statutes and regulations.

The BID Board shall be structured as follows:

1. Board size maximum of 9
 2. Composition – A majority (at least 5) members shall be owners or occupants of the property within the District. Any non-owner, non-occupant appointee to the Board shall be a resident of the City of Appleton. At least 2 members shall be representative of each of the 3 identified market sectors, service/retail, hospitality, and office. One member shall be a representative of the Mayor or City Council. Any Board member who because of transfer of ownership of property is no longer eligible to act as a representative for a particular sector, or where such transfer of property shall cause the make-up of the Board to fall out of compliance with this Operational Plan shall be replaced. The Board shall make a recommendation for replacement to the Mayor who shall appoint a new Board member within 30 days of the recommendation.
 3. Term – Appointments to the Board shall be for a period of 3 years-for staggered terms, each ending on December 31 of the applicable year. The Board may remove by majority vote, any BID Board member who is absent for more than 3 meetings, without a valid excuse, and may recommend to the Mayor replacement members, which the Mayor shall act upon within 30 days of the recommendation.
 4. Compensation – None.
 5. Meetings – all Meetings of the Board shall be governed by Wisconsin Open Meetings Law. Minutes will be recorded and submitted to the City and the Board. The Board shall adopt rules of order to govern the conduct of its meetings and meet regularly, at least annually.
 6. Record keeping – Files and records of the Board’s affairs shall be kept pursuant to public records requirements.
 7. Staffing – The Board may employ staff and/or contract for staffing services pursuant to this Plan and subsequent modifications thereof. Unless requested otherwise by the Board, and any staff members or employees of contractors may attend all meetings of the Board, but will not have voting authority.
 8. Officers – The Board shall appoint a Chairman, Treasurer and Secretary, any two of the three of which shall have the authority to execute documents on behalf of the full Board, for the purposes authorized by the full Board, including the writing of checks. Attached Board list
- Appendix D**

9. For purposes of this section “person” means an individual owner of a parcel, or a representative of an entity owner of such parcel. No one individual, and no more than one representative of any entity, may hold more than one Board position. If, during the course of a term, a Board member’s situation changes, so that they no longer fit the definition for that seat, such as by selling their parcel, they shall resign within 10 days of selling their parcel.

B. Amendments

This Operating Plan, when adopted, shall be the governing plan for the Plan Year 2026. However, section 66.1109 (3) (b) of the BID Law requires the Board of the city to annually review and make changes as appropriate to the district Plan, when adopting a new Operating Plan for later Plan Years. Approval by the City’s Common Council of such Plan updates shall be conclusive evidence of compliance of such Plan with the BID Law.

The BID Law allows the BID to annually present amendments to its Plan. The following process for approval of the amended Plan will be followed.

1. A joint strategy session of the BID Board and the ADI Board of Directors will develop the objectives of the Operational Plan for the next Plan Year.
2. The proposed Goals and Objectives for the Plan Year will be drafted by Appleton downtown Incorporated Staff and submitted to the ADI and BID Board for review and input.
3. The BID Board will review the proposed BID Plan and submit to Planning Commission for approval.
4. ADI Staff will submit the plan draft it to the ADI Board for review.
5. The proposed plan will be submitted to the Community Development Department.
6. The Planning Commission and Common Council will act on the proposed BID Operational Plan as scheduled.
7. The Mayor of Appleton will appoint new members to the BID Board at least 30 days prior to the expiration of outgoing Board members’ terms.

It is anticipated that the BID will continue to revise and develop the master Operating Plan for later Plan Years, in response to changing development needs and opportunities in the District, within the purpose and objectives defined herein and therein.

II. Finance Method (no change has been made to this section from the previous year.)

The proposed expenditures contained in Section II (D) above, will be financed with moneys collected from the BID assessment, and will be made, from time to time, throughout the year, in accordance with the BID Budget, attached hereto as **Appendix C**.

Moneys collected from BID assessments by the City will be used to pay Appleton Downtown Incorporated in accordance with the implementation contract between the BID and ADI

III. Method of Assessment

Special Note: There was no change to the BID assessment rate or methodology.

A. Parcels Assessed – Appendix E

All tax parcels within the District required to pay real estate taxes, including those taxed by the State as manufacturing, will be assessed with the exception of those parcels used solely for parking and those parcels subject to a recorded condominium declaration, and parcels classified as commercial use as shown on the City of Appleton Assessors records. Commercial Condominiums shall be assessed as if the entire building in which the Commercial Condominiums are located were not subject to the Condominium act and instead were assessed as one building, and the assessment for that entire building shall be levied against each Commercial Condominium unit in such proportion as the condominium assessments of that condominium are prorated, as defined in the Declaration of Condominium for that building.

Real property used exclusively for residential purposes may not be assessed, as required by the BID Law. Property exempt from paying real estate taxes, parcels classified as ‘vacant’ use by the City of Appleton Assessors records or owned by government agencies will not be assessed.

For identification of parcels that are assessed for the BID as contributing parcels based on their use and parcels that are non-contributing. Annual adjustments to contributing and non-contributing parcels in the BID are made based on parcel combinations and parcel divisions.

The Business Improvement District reassessment was completed by the City of Appleton Assessor’s Office. The current property assessment list was generated by the Assessor’s office and reviewed by the Finance Department, ADI staff and the BID Board.

B. Levy of Assessments

Special assessments under this Operating Plan are hereby levied, by the adoption of this Operating Plan by the City Council against each tax parcel of property within the District which has a separate tax key number, in the amount shown on the assessment schedule which is attached hereto as **Appendix E**.

The BID Board of Directors approved BID rate for the 2026 plan year is \$2.75 per \$1000 of assessed value, minimum \$275 and maximum \$5500.

The 2026 plan year assessment list **Appendix E** shows the calculation with the current rate at \$2.75 for each \$1000 of assessed value for each parcel in the District with no parcel assessed more than \$5,500 and no parcel assessed less than \$275, with parcels used solely for parking excluded, with parcels solely used for residences excluded, and with the adjustments for the Commercial Condominiums and adjustments for relocation of the caps and minimums. The assessment was based on the assessed value of that parcel (land and improvements) as shown in the records of the City Assessor’s Office except as otherwise identified below. It is understood that some properties within the BID may be re-assessed. The changes in the tax assessment may impact the BID assessment for these properties.

The principal behind the assessment methodology is that each non-exempt parcel’s owner should pay for District development in proportion to the benefit derived. Obviously, not every parcel in the District will benefit equally, nor should each parcel, regardless of size or value contribute in exact ration of property value. It is assumed that a minimum and maximum benefit can be achieved for each parcel, thus, minimum and maximum BID assessments have been established.

For those parcels identified as Commercial Condominiums, the minimum and maximum assessments shall be established for the entire building of which the Commercial Condominium is a part, in the ratios identified above.

C. Schedule of Assessments

The final form of this 2026 Operating Plan has attached as **Appendix E** are schedules of all the tax key numbers within the BID which are being assessed, and their assessment using this formula. A review and adjustments have been made by the City of Appleton Assessor and BID Board of Directors

- BID properties increased in value by \$25,450,600 (13.9%) over previous year.
- BID property total value: \$208,304,100
- The 2026 BID levy continues as \$2.75/\$1000 with a maximum assessment of \$5500 and a minimum assessment of \$275
- Based on this methodology, the 2026 BID assessments are anticipated to generate: \$285,183
- Current carryover value approved as designated within the 2026 budget is \$17,000
- Undesignated carryover funds: \$22,115
- Adjustments from previous year presented by the City Assessor include:

Removed	Parcel #	Reason
New Mosaic Clinic	312029002	Now Exempt
Old Chase Bank Drive Thru	312025300	Removed
New Historical Society Museum	312040400	Now Exempt
Added		
City Center suite	312028209	Was exempt now commercial

D. Assessment Collection and Dispersal (no change in this section from previous year)

The City of Appleton shall include the special assessment levied herein as a separate line item on the real estate bill for each parcel. The City shall collect such assessments with the taxes as a special assessment, and in the same manner as such taxes, and shall turn over all moneys so collected to the BID Board for distribution in accordance with the BID Plan.

All BID assessments shall be shown on the tax bill as due and owing with the first installment of taxes and shall carry the same penalties and interest if not so paid.

Any money collected by the City of Appleton for BID assessments shall be held by the City in a segregated account.

The City of Appleton Finance Department shall provide to the BID Board by the 15th day of each month or as requested a separate financial statement for the BID along with a list of collections and source of such collections identified by tax parcel number for which the amount was collected.

Any BID assessments collected by the City before or after the Plan Year for which the assessments were made shall be held by the city in a segregated account and are to be used by the BID Board in the manner as if received during the applicable Plan Year. This provision is intended to govern BID assessments prepaid in December prior to the applicable Plan Year, as well as to delinquent and late payments made after the Plan Year.

The BID Board shall prepare and make available to the public and the City Council annual reports describing the current status of the BID, including expenditures and revenues, at the time it submits its amended Plan to the City for the following year. Following the end of the fiscal year an independent certified audit shall be obtained by the Board, and which shall be paid for out of the BID Budget. Copies of the 2024 audit are available in the ADI office and a copy was submitted to the Community Development Department with this plan.

Disbursement of BID funds shall be made in accordance with approved BID Operational Plan and Budget. Disbursements for contracted services such as those provided by Appleton Downtown Incorporated shall be done on a reimbursement basis. Invoices and documentation of services performed shall be submitted on a monthly basis to the BID Board. The BID Board shall forward these invoices for payment to the City of Appleton Finance Department. The Finance Department shall issue payment on the invoice once it has received evidence that the expenditures are eligible for reimbursement in accordance with the BID Operational Plan and Budget. This reimbursement shall be made to the service provider within seven business days of the submittal of the request to the City.

The presentation of the proposed Plan to the City shall deem a standing order of the Board under 66.1109 (4) Wis. Stats. To disburse the BID assessments in the manner provided herein. This section shall be sufficient instruction to the City to disburse the BID assessment, without necessity of an additional disbursement agreement, disbursement method, or accounting method. Other than as specified herein, the disbursement procedures shall follow standard City disbursement policy.

E. Annual Report

The Board shall prepare an annual report as required by section 66.1109 (3) (c) of the Wisconsin Statutes. A copy of the 2024 report is attached.

The report shall include the required audit. The required audit shall be prepared by the auditing firm conducting the annual audit for the City of Appleton. The BID shall be solely responsible for payment of any funds specified for the BID Audit related to BID activities for said BID Audit.

The City of Appleton Finance Department shall provide an estimate of the cost of said BID audit for the following year to the BID Board no later than September 1 of the previous year.

IV. City Role (no change has been made to this section from the previous year.)

The City of Appleton is committed to helping private property owners in the District promote development. To this end, the City intends to play a significant role in the implementation of the Downtown plan. In particular, the City will:

1. Encourage the County and State Governments to support activities of the district.
2. Monitor and when appropriate, apply for outside funds, which could be used in support of the district.
3. Collect assessments and maintain a segregated account.
4. Provide disbursement of BID funds to service providers in accordance with the BID Operational Plan and Budget.
5. Contract with an auditing firm to conduct the Audit. Said firm shall be the same firm that conducts the City of Appleton annual audit.
6. Provide a cost estimate for said audit no later than September 1 for the following year.
7. Provide a separate monthly financial statement to the BID Board.
8. Review annual audits as required per 66.1109 (3) (c) of the BID Law.
9. Provide the BID Board through the Assessor's Office on or before July 1 each Plan Year, with the official City records on assessed value for each tax key number within the District, as of that date in each Plan Year, for purposes of calculating the BID assessment.
10. Adopt this plan in the manner required by the BID Law.
11. Appoint and confirm new BID Board members as required herein.

V. Required Statements (no change has been made to this section from the previous year.)

The Business Improvement District Law requires the Plan to include several specific statements.

66.1109 (1) (f) (1.m): The District will contain property used exclusively for manufacturing purpose, as well as properties used in part for manufacturing. These properties will be assessed according to the formula contained herein because it is assumed that they will benefit from development in the District.

66.1109 (5) (a) Property known to be used exclusively for residential purposes may not be assessed, and such properties will be identified as BID exempt properties.

66.1109(1)(f)(5): Michael, Best & Friedrich, LLP has previously opined that the Operating Plan complies with the provisions of Wis Stat. sec. 66.1109(1)(f)(1-4). Michael, Best & Friedrich, LLP has confirmed that, because no substantive changes are proposed in this amendment, no additional opinion is required.

Appleton Downtown Incorporated - **no change has been made to this section from the previous year.**

A. Appleton Downtown Incorporated

The BID shall be a separate entity from Appleton Downtown Incorporated (ADI). ADI shall remain a private not-for-profit organization, not subject to the open meeting law, and not subject to the public records law except for its records generated in connection with its contract with the BID Board, and may, and it is intended, shall contract with the BID to provide services to the BID in accordance with the Plan. Any contracting with ADI to provide services to BID shall be exempt from the requirements of sec. 62.15, Wis. Stats., because such contracts shall not be for the construction of improvements or provision of materials. If the BID does contract for the construction of improvements or provisions of material, it shall follow the requirements of such statutes to the extent applicable to assure open, competitive procurement of contracts and purchases. Further, the annual accounting required under 66.1109 (3) (c) Wis. Stats. shall be deemed to fulfill the requirement of 62.15 (14) Wis. Stats. Ownership of assets of Appleton Downtown Incorporated shall remain solely with Appleton Downtown Incorporated.

A. Binding Clause

The adoption of this Operating Plan is subject to the BID Board contracting with Appleton Downtown Incorporated to carry out this Operational Plan, and if such contract is not entered into by the first day of the Plan Year, then the Plan shall be null and void.

VI. Severability and Expansion (no change has been made to this section from the previous year.)

The Business Improvement District has been created under authority of 66.1109 of the Statutes of the State of Wisconsin.

Should any court find any portion of the BID Law or this Plan invalid or unconstitutional, said decision will not invalidate or terminate the Business Improvement District and this Business Improvement District Operating Plan should be amended by the Common Council of the City of Appleton as and when it conducts its annual budget approval and without necessity to undertake any other act.

All of the above is specifically authorized under 66.1109 (3) (b) of the BID Law.

If it is determined by a court or administrative body that the parcel of property not be subject to general real estate taxes may not be included within the District, then said parcels shall be excluded from the definition of the district.

All appendices are hereby incorporated by this reference.

APPENDIX A

2026

Plan of Work

BUSINESS IMPROVEMENT DISTRICT 2026 Plan of Work

BID Goals and Objectives:

The Appleton Business Improvement District (BID) is dedicated to protecting and enhancing both public and private investments in downtown Appleton. The BID aims to attract new investment and foster district development in collaboration with the City of Appleton. A key focus is implementing the Downtown Plan (Chapter 14 of the Comprehensive Plan) to improve, redevelop, and maintain the district while promoting vibrant activities.

To achieve its goals, the BID facilitates partnerships among people and organizations, working to improve economic, cultural, and social conditions. The BID also provides essential funding for planning, evaluating, and implementing projects, promotional programs, and events. These efforts align with a mixed-use strategy to build viable and sustainable markets that benefit the entire downtown Appleton community.

As the City, BID, ADI, CDA and its many partners continue to plan and invest in downtown Appleton, they will be guided by the following vision and principles set forth by the City Comprehensive Plan: “Downtown Appleton is a great American urban neighborhood and employment center with world class arts and entertainment.”

1. Maintain a safe, welcoming, inclusive and accessible downtown
2. Invest in the growth of downtown neighborhoods with diverse housing options and residential amenities
3. Support the launch and growth of unique, independent businesses
4. Grow downtown as the employment center for the region
5. Fully embrace and leverage the diverse arts, cultural, and educational assets of the community
6. Foster a culture of walking and biking supported by public transportation
7. Support diverse partnerships which make downtown more attractive for residents and visitors through: activities and events; public art and place making; on-going maintenance; and promotion and marketing
8. Continue to support events and entertainment which safely draw visitors to downtown Appleton
9. Collaborate with community partners to increasing leisure travel and sports tournament travelers to Appleton and maximize the value of the Fox Cities Exhibition Center
10. Increase connectivity, trails, and recreation opportunities between the downtown, the Fox River, and the region
11. Promote quality development along the Fox River by embracing the region’s industrial and natural heritage

Downtown Community Priorities Support:

- A strong local economy that supports businesses of all sizes, in all sectors
- An inclusive and welcoming downtown that encourages belonging
- Downtown as a destination for leisure and business travel

- Strong livable Downtown neighborhoods with a variety of housing stock
- Improved traffic safety and walkability through improved streetscape elements
- Improved connectivity to the Riverfront
- Accessible and affordable parking solutions
- Expanding access to public art & creative culture
- A partnership with Lawrence University and Appleton Area School District

2026 BID/ADI/CDA Work Plan

The ADI, CDA and BID boards will continue to advance the four imperatives for advancing Downtown's mission and community priorities:

1. Play an integral role in business retention and recruitment efforts to maintain an occupancy rate of 80% or greater.
2. Promote Downtown living options and curate livability enhancements to attract residents.
3. Collaborate with our community partners to cultivate downtown as a robust visitor destination.
4. Increase communication and interaction with downtown business owners to encourage more engagement and cross promotion.

The BID work Plan is aligned with the initiatives outlined in the City of Appleton Downtown Plan. The plan is presented as a collaborative plan incorporating efforts by the Business Improvement District, Appleton Downtown Inc and Creative Downtown Appleton Inc.

STRATEGIC WORK PLAN 2026:

**APPLETON DOWNTOWN INC., The BUSINESS IMPROVEMENT DISTRICT
and CREATIVE DOWNTOWN APPLETON INC**

Downtown Management

Goal: To ensure ADI, BID and CDA collaboratively support the sustainability of a dynamic center for business, leisure, and community engagement, securing its long-term success.

Objectives:

- **Uphold the Strategic 5 year Plan as a guide to our annual work plan**
- **Image Marketing Strategy:** manage an annual comprehensive image marketing strategy to attract investment, tourism, and residents. This will include social media campaigns, targeted advertising, maintaining a user friendly up to date website and promotional events.
- **Inclusive Community Engagement:**
 - **Stakeholder Communication:** sustain ongoing communication and engagement with stakeholders, including businesses, residents, and community organizations, to ensure alignment with their needs and interests.
 - **Youth Advisory Committees:** Continue to manage Youth Advisory Committees, including Lawrence University and Appleton Area School District students, to ensure the voices and perspectives of young people are incorporated into downtown planning and development.
 - **Stakeholder Engagement Opportunities:** create diverse opportunities for stakeholders to provide input, participate in decision-making processes, and contribute to the ongoing vibrancy of Downtown Appleton.
 - **Downtown Talk of the Town pod cast:** create engaging contact with our members, donors and downtown employees and residents.
- **Clean, Safe and Friendly Downtown Experience:**
 - **Cleaning & Maintenance:** manage a cleaning and maintenance program and staff to ensure a clean, safe, and visually appealing downtown environment. Include annual incremental power washing, banner repair and general cleaning
 - **Advocate for Solution-Based Programs Serving the Unhoused:** partner with social service organizations to advocate for and support comprehensive solutions addressing the needs of the unhoused population downtown.
- **Resource Sustainability:**
 - **Resource Development Strategy:** execute strategies from the ADI/CDA diverse revenue stream plan to support future growth and development of the organization.
 - **Evaluate and determine if an adjustment is to be made to the BID assessment rate for 2027.** Starting with a review of survey results, investment or project opportunities, and discussion with our members.
 - **Investment & Sponsorship Relations:** cultivate strong relationships with potential investors and sponsors to secure financial resources for ongoing programs and events. Including a new category for downtown residents to support our work.

Downtown Mobility and Parking Initiatives

Goal: Establish a Mobility and Parking task force dedicated to an enhancement plan that improves accessibility, safety, and convenience for all users, encouraging a variety of travel modes to access Downtown Appleton.

Objectives:

- **Increase Accessibility:**
 - Encourage pedestrian infrastructure improvements, prioritizing crossing safety for pedestrians and cyclists.
 - Advocate for audible signals at crosswalks
 - Include ongoing updates on access and parking in our social media feeds and website
- **Expand Mobility Options:**
 - Establish a micromobility promotion with the City's Bicycle and Pedestrian Advisory Committee for proper trail and bike lane use – and encourage drivers to be aware of multi modal traffic in downtown
 - Continue the partner and promotion role for the downtown trolley to support connected mobility between the riverfront and downtown.
 - Promote walkability by creating a pedestrian-friendly environment for all users
- **Optimize Parking options:**
 - Advocate to maintain low parking rates to encourage visitors and support economic development.
 - Promote the use of the Passport Parking App for a convenient and contactless parking experience.
 - Support initiatives from the 2025 Walker parking study

Downtown Neighborhood & Residential Development

Goal: To attract new residents by creating a desirable and livable downtown environment. We will achieve this by supporting development of high-quality housing options, fostering a strong sense of community, and attracting businesses that cater to the needs of residents.

Objectives:

- **Enhance Residential Development:**
 - Facilitate the ongoing Appleton Town Makers committee to encourage the creation of a mix of housing options, including apartments, condominiums, and townhomes. Engage ARA, City staff and community partners like WHEDA, Housing Coalition etc
- **Cultivate a Thriving Neighborhood:**
 - Continue neighborhood engagement programs that fosters a sense of community among residents including:
 - Host events and activities that promote neighbor networking and social interaction.
 - Expand the campaign to encourage residents to support and promote local businesses.
 - Recruit businesses that support residential development, such as:
 - Grocery store or smaller format markets to meet residents' daily needs.
 - Local retail, restaurants, nail salon, florist, dry cleaner drop off spot and other amenities.
 - Continue to advocate for noise reduction and participate in Stop the Noise initiatives and data collection
 - Improve public spaces
 - Additional flexible seating and public space gathering areas
 - Continue to advocate for a drinking fountain in Houdini Plaza
 - Pet-friendly initiatives
- **Promote a Healthy Lifestyle:**
 - Collaborate with community organizations to promote healthy living initiatives and the Farm Market wellness series

Downtown Development and Business Retention

Goal: To cultivate a thriving downtown ecosystem that fosters the success of existing businesses and attracts high-quality new ventures, creating a dynamic and prosperous central business district.

Objectives:

- **Business Retention:**

- Host workshops and training sessions based on survey results with our community partners and downtown businesses
- Distribute the annual "Business Challenges and Opportunities Survey" and compare to 2025 benchmarks to understand the current needs and aspirations of existing downtown businesses.
- Conduct one on one business visits throughout the year

- **Business Attraction and Development:**

- Establish a geo tracking recruitment campaign to reach potential office users and attract desirable new and innovative businesses that complement the existing downtown ecosystem.
- Foster a culture of entrepreneurship in collaboration with economic development partners such as WWBIC, WEDC, WHEDA, SBA, Fox Cities Chamber of Commerce, Fox Valley Technical College.
- Increase regular communication with property owners and real estate representatives to improve the tracking system for available downtown properties, ensuring accurate and up-to-date information for potential tenants.
- Maintain the property listing on the website.
- Provide one on one recruitment support to property owners.
- Distribute our recruitment tools to commercial real estate brokers in the Fox Cities
- Manage the Business Recruitment grant program to support diverse economic growth in downtown
- Manage the Facade Improvement grant program to enhance the total value of the BID properties and support properly branded businesses.

Downtown Tourism, Arts, Entertainment & Education

Goal: To develop and promote a diverse range of cultural attractions, events and experiences that enrich the lives of residence and draw visitors to Downtown, creating a lasting impression and fostering economic growth.

Objectives:

- **Cultivate a Vibrant Cultural Landscape:**
 - Host a calendar of annual events that cater to a variety of interests and demographics.
 - Curate public art installations that enhance the visual appeal of Downtown, including projection displays.
- **Grow Visitor Spending:**
 - Promote unique visitor tour experiences targeting various demographics and themes.
 - Utilize location analytics and digital targeting campaigns to expand our visitor base
- **Elevate the Visitor Experience:**
 - Implement initiatives that enhance the overall visitor experience, including improved signage, accessible amenities, and engaging programming.
 - Acquire zip code data from the CVB from hotel occupancy to guide marketing investment

Downtown Urban Form and Design in Public Spaces

Goal: Transform Downtown's public spaces into inviting and functional areas that enhance user experience, promote exploration, and contribute to a distinct downtown identity.

Objectives:

- **Improved Wayfinding:**
 - Leverage digital platforms for interactive wayfinding experiences and connectivity
 - Include a blade sign category within the façade grant
 - Pursue district markers and a photo feature that reflect the brand of One Great Place
- **Beautification, Lighting and Public Art Projects:**
 - Implement and sustain beautification projects throughout the Downtown area, incorporating greenery, lighting and public art installations
 - Support Sculpture Valley and the expansion of a Fox Cities Art Trail with rotating art exhibits
 - Expand the number of outdoor projection shows and variety of content
- **Functional Spaces:**
 - Continue to add flexible seating options throughout the district.
 - Advocate for additional refuse containers in high traffic areas.
 - Conduct a block by block evaluation of the public spaces within the district to identify improvement opportunities related to access, repairs, lighting, signage, seating, safety, overall comfort.

Appendix B

2025 Mid-year report

STRATEGIC WORK PLAN 2025: Q2 Report/Midyear

APPLETON DOWNTOWN INC., The BUSINESS IMPROVEMENT DISTRICT and CREATIVE DOWNTOWN APPLETON INC

Downtown Management

Goal: To ensure ADI, BID and CDA collaboratively support the sustainability of a dynamic center for business, leisure, and community engagement, securing its long-term success.

Objectives:

- **Image Marketing Strategy:** Develop an annual comprehensive image marketing strategy to attract investment, tourism, and residents. This will include social media campaigns, targeted advertising, maintaining a user friendly up to date website and promotional events.
- **Inclusive Community Engagement:**
 - **Stakeholder Communication:** Sustain ongoing communication and engagement with stakeholders, including businesses, residents, and community organizations, to ensure alignment with their needs and interests.
 - **Youth Advisory Board:** Establish a Youth Advisory Board, including Lawrence University students, to ensure the voices and perspectives of young people are incorporated into downtown planning and development.
 - **Stakeholder Engagement Opportunities:** Create diverse opportunities for stakeholders to provide input, participate in decision-making processes, and contribute to the ongoing vibrancy of Downtown Appleton.
- **Clean, Safe and Friendly Downtown Experience:**
 - **Cleaning & Maintenance:** Manage cleaning and maintenance program to ensure a clean, safe, and visually appealing downtown environment.
 - **Advocate for Solution-Based Programs Serving the Unhoused:** Partner with social service organizations to advocate for and support comprehensive solutions addressing the needs of the unhoused population downtown.
- **Resource Sustainability:**
 - **Resource Development Strategy:** Develop a comprehensive strategy for diversifying revenue streams to support future growth and development of the organization.
 - **Investment & Sponsorship Relations:** Cultivate strong relationships with potential investors and sponsors to secure financial resources for ongoing programs and events. Including a new category for downtown residents to support our work.

Second Quarter Updates:

Marketing:

- The image marketing spreadsheet is attached as well as the marketing report that includes events, social media statistics and unpaid promotion.
- A2Z has been contracted with for geo targeting campaign services.

Engagement:

- Weekly Eblast
- Monthly meetings: hospitality, retail, Washington Square, Board, image marketing, Economic Development, Town Makers
- Youth Advisory Board structure being edited to meet requirements of AASD.
- The pod cast was launched in June and within the first week we had 171 downloads and 116 listeners. We will continue to tell the downtown story.

Clean Safe and Friendly:

- We hired Jim Lesser as our Downtown groundskeeper
- Power washing of the sidewalks water access is creating gaps in our coverage. We are working with businesses. Fire department and public works denied our requests for assistance.

Resource Sustainability:

- Strategic planning process underway. Our why statement will replace our existing mission statement, we will establish value statements, a vision statement and a strategic plan.

Downtown Neighborhood & Residential Development

Goal: To attract new residents by creating a desirable and livable downtown environment. We will achieve this by supporting development of high-quality housing options, fostering a strong sense of community, and attracting businesses that cater to the needs of residents.

Objectives:

- **Enhance Residential Development:**
 - Facilitate the Appleton Town Makers series to encourage the creation of a mix of housing options, including apartments, condominiums, and townhomes.
 - Host a development summit to showcase opportunities within the district
- **Cultivate a Thriving Neighborhood:**
 - Develop and implement a robust neighborhood engagement program that fosters a sense of community among residents including:
 - Pet-friendly initiatives, such as dog parks and waste disposal stations.
 - Events and activities that promote neighbor networking and social interaction.
 - Launch an “In my Neighborhood” campaign to encourage resident support of local businesses.
 - Recruit businesses that support residential development, such as:
 - Grocery store or smaller format markets to meet residents' daily needs.
 - Local retail, coffee shops, restaurants, and other amenities.
- **Promote a Healthy Lifestyle:**
 - Collaborate with community organizations to promote healthy living initiatives.

Second Quarter Update:

Enhance Residential Development:

- There are three potential projects that have become the focus of the Town Makers group. The group is working together to support the process. The City has indicated adjustments that will come out of the comp plan updates that will support more flexible requirements for multi family. We do not have a list of those yet.
- Hosting a fall summit with the City has not yet been discussed.

Cultivate a Thriving Neighborhood:

- Mia our intern is working on boosting Instagram content and grow our followers to 10,000. She is gearing up to launch the “In my Neighborhood” campaign featuring businesses, services, and neighbors.
- Pet friendly – install delayed to Q3
- Jennifer visited Go Grocery in Milwaukee. This is close to what we need with more fresh food added. See business recruitment for other updates
- Jennifer attended a homelessness webinar featuring downtowns from around the nation. Solution based work is one area at a time... housing first is the focus.
- The LU Advisory Board meeting was hosting in June and they announced they will be disbanding the committee. We will continue to meet with representatives to expand our relationship with students and administration.

Promote a Healthy Lifestyle:

- AARP Wellness series at Farm Market is growing in attendance

Downtown Mobility and Parking Initiatives

Goal: Establish a Mobility and Parking task force dedicated to an enhancement plan that improves accessibility, safety, and convenience for all users, encouraging a variety of travel modes to access Downtown Appleton.

Objectives:

- **Increase Accessibility:**
 - Encourage pedestrian infrastructure improvements, prioritizing crossing safety for pedestrians and cyclists.
 - Improve wayfinding signage to ensure clear and easy navigation throughout Downtown.
- **Expand Mobility Options:**
 - Establish a micromobility promotion for proper trail, scooter and bike use
 - Continue the partner and promotion role for the downtown trolley to support connected mobility between the riverfront and downtown.
 - Promote walkability by creating a pedestrian-friendly environment for all users
- **Optimize Parking options:**
 - Advocate to maintain low parking rates to encourage visitors and support economic development.
 - Promote the use of the Passport Parking App for a convenient and contactless parking experience.

Second Quarter Update:

Increase Accessibility:

- Sidewalk kiosks: AARP and 880 Cities will be conducting stakeholder meetings in July 22-24 – list of participants is attached.

Expand Mobility Options:

- We will be discussing a micro mobility campaign in partnership with the City of Appleton's Bicycle and Pedestrian Advisory Committee

Optimize Parking options:

- Proposed loading zone in the 300 east College block was approved as temporary. We will stay in touch with businesses within that block regarding impact.
- Green Ramp will be under construction and have reduced parking for the remainder of the year.
- The City's parking study update has started with Walker. Stakeholder meets mid July

Downtown Development and Business Retention

Goal: To cultivate a thriving downtown ecosystem that fosters the success of existing businesses and attracts high-quality new ventures, creating a dynamic and prosperous central business district.

Objectives:

• **Business Retention:**

- Re-launch a "Business to Business" program connecting service-based businesses within the downtown, creating a network for mutual support and growth.
- Conduct a comprehensive "Business Challenges and Opportunities Survey" to understand the current needs and aspirations of existing downtown businesses.

• **Business Attraction:**

- Develop a data-driven strategy to attract desirable new and innovative businesses that complement the existing downtown ecosystem.
- Foster a culture of entrepreneurship in collaboration with economic development partners such as WWBIC, WEDC, WHEDA, SBA, Fox Cities Chamber of Commerce, Fox Valley Tech.
- Increase regular communication with property owners and real estate representatives to improve the tracking system for available downtown properties, ensuring accurate and up-to-date information for potential tenants.
- Manage the Business Recruitment grant program to support diverse economic growth in downtown

• **Downtown Development:**

- Host the "Appleton Town Makers" program providing resources and mentorship to cultivate new developers and local entrepreneurs.
- Manage the Façade Improvement grant program to enhance the total value of the BID properties and support properly branded businesses.

Second Quarter Update:

Business Retention:

- Business Challenges and Opportunities Survey distributed – July 25

Business Attraction:

- Jen presented to Women in Real Estate to discuss downtown properties and projects.
- WWBIC hosted a session at out office on how to read a lease
- Working with Fox Den on potential tenant requirement and assisting with coordination of an invite only open house pitch presentation event.
- I set up a tour with an interested party to tour the BMO building
- Monthly property list review with econ dev committee to check on progress and offer assistance. Populating the website list
- Retail recruitment database from WEDC now sorted by category of WI based retail shops, a letter is ready to go, the video is being produced in July.

Business Development

- Town Makers meets monthly 2nd Wed. 5:30pm
- Recruitment Grant and Façade Grant approvals – attached

Downtown Tourism, Arts, Entertainment & Education

Goal: To develop and promote a diverse range of cultural attractions, events and experiences that enrich the lives of residence and draw visitors to Downtown, creating a lasting impression and fostering economic growth.

Objectives:

- **Cultivate a Vibrant Cultural Landscape:**
 - Host a calendar of annual events that cater to a variety of interests and demographics.
 - Utilize data-driven metrics from the CVB to evaluate and improve the effectiveness of annual events and promotions.
 - Curate public art installations that enhance the visual appeal of Downtown, including projection mapping displays.
 - Collaborate with district educational community partners to develop programming for businesses and local residence
- **Elevate the Visitor Experience:**
 - Partner with the Convention and Visitors Bureau (CVB) to create unique visitor experiences during the NFL Draft.
 - Implement initiatives that enhance the overall visitor experience, including improved signage, accessible amenities, and engaging programming.
- **Grow Visitor Spending:**
 - Develop unique visitor tour experiences targeting various demographics and themes.
 - Utilize technology to promote real time incentives for shopping, dining and entertainment to visitors such as push notifications.

Second Quarter Update:

- May Night Market was a success featuring live music, entertainment, over 100 small businesses. The event is family friendly and draws a wide demographic
- We are struggling to get meaningful data from the CVB's system and met with Redevelopment Resources about contracting for specific dates and locations using Placerai verses a full subscription
- Photo Op – no new progress
- Paint the City 4 will use the alleyway behind City Center West as their canvas this summer. Funding is fully secured starting August 4
- A postcard style mural was installed on 823 W College
- ADI needed to hire a new Event Director as Carissa is opening a retail store. Welcome Mary Beth Fosbinder.

Elevate the Visitor Experience:

- During the Draft: we hosted a SongWalk in partnership with Mile of Music, featured projection of the ice bowl on the PAC, conducted target marketing to attendees.
- ADI will be assisting the CVB with the opening reception of the Upper Midwest Convention and Visitor's Bureau Conference Sept 8. Creating a mini night market experience. We will host a shop local table, curate the food from downtown restaurants and feature local talent.

Grow Visitor Spending:

- Geo targeting campaign during the Draft funded by ADI will provide real time incentive to Shop, Dine and Play in Downtown Appleton. During the first half we had 192,435 impressions and 491 clicks. The retargeting happens June through September.

- Recruitment Grants approved:
 - Tarigrade Bookshelf \$1000
 - HiViz LED Lighting \$1000
 - THZ Insurance Group \$1000
 - Cross Law Firm \$575
 - Suited LLC \$333
 - Safe Families LLC \$1000
 - Little Known Art House: \$1000
 - Cloud Nine Beauty Lounge: \$1000
 - Chandelier Boutique \$925
- Façade Grants approved:
 - Stateview Commons: 532 W College \$2500
 - Tardigrade Properties: 501 Richmond: \$2500
 - Noble Assets: 516 W College: \$2312
 - Zion Homes LLC: 215 W College: \$2500
 - Zion Homes LLC: 215 W College: \$4425
 - Zion Homes LLC: 215 W College: \$2312.50
 - Nobel Assets: 516 W College: \$2312
 - Little Known Art House: 115 Washington: \$385
 - Cloud Nine Beauty Lounge: 115 Washington: \$1866
 - Cornerstone Chapel building: 233 N Appleton St: \$5000

Downtown Urban Form and Design in Public Spaces

Goal: Transform Downtown's public spaces into inviting and functional areas that enhance user experience, promote exploration, and contribute to a distinct downtown identity.

Objectives:

- **Improved Wayfinding:**
 - Upgrade sidewalk kiosks to guide visitors and residents through the Downtown core.
 - Leverage digital platforms for interactive wayfinding experiences.
 - Explore a perpendicular storefront signage program
 - Establish a plan for new creative district markers that visually define the boundaries of Downtown Appleton.
- **Beautification, Lighting and Public Art Projects:**
 - Implement and sustain beautification projects throughout the Downtown area, incorporating greenery, lighting and public art installations
 - Organize the chalk walk public art competition and installation
 - Support Sculpture Valley rotating art exhibits to maintain dynamic appeal and showcase diverse artistic voices.
- **Functional Spaces:**
 - Continue to add flexible seating options throughout the district.
 - Influence approval for additional refuse containers in high traffic areas.
 - Revisit the investment of a solar powered charging station in Downtown.

Second Quarter Update:

Improving Wayfinding:

- Sidewalk kiosks stakeholder meetings July 22, 23, 24 – questions are below
- Working with to assemble a blade sign promotion. Inclusion would fall under the façade grant program.

Beautification, Lighting and Public Art Projects

- Sculpture Valley, CVB, Trout Museum of Art and ADI moving the concept of an Art Trail forward. A grant from the CVB has been approved by the committee for \$75,000 (board approval still required)
- Avenue of Angels: seeking volunteers to help with the pole angel renovations. In August.
- Chalk walk has 52 registrations and will help us launch a new 4th Fridays brand with a focus on highlighting special happenings and art related experiences.

Functional Spaces:

- Parklet – two attempts at a new location failed. One for zoning and the other for denial by the property owner. We went back to the Washington Street location.
- A request was made to DPW Director to adjust the parklet policy to allow businesses to apply – staff will not support the amendment.
- We did not do chairs in Houdini this year. A request sent last year to the City for a neighborhood grant for wooden chairs and a drinking fountain we still have no answer on.

APPENDIX C

2026

Budget

BUSINESS IMPROVEMENT DISTRICT 2026 BUDGET

REVENUE		2026 Budget
	BID Assessments	285,183
	Designated carryover	17,000
	Undesignated carryover	22,115
	Total	324,298
EXPENSES		
Contracted Services		
	ADI Staff support	55,000
Administrative	Supplies and operational services	7183
BID Audit/Accounting		4,000
Marketing	Image marketing, graphic design, content creation	116,000
Economic Development		
	Façade Grants	45,000
	Recruitment Grant	15,000
	Business Recruitment	18,000
Maintenance services	Sidewalk cleaning, flowers, lights	42,000
Undesignated carryover		22,115
		324,298

APPENDIX D

2025-2026 BID Board List

Board Member	Business	Category
David Kress	City of Appleton – Deputy Director Community Development Department	City Government
Benjamin King	King Brokerage	Property owner / Business Owner –office/ Downtown Resident
Brad Schwebs	NAI Pfefferle/Pfefferle Management	Property owner representative / Office
Gary Schmitz – Past President	Retired	
Walter Schonfeld – President	Downtown Property Owner	Property and Business Owner – office
Bill Wetzel - Secretary	Acoca Coffee	Property Owner / Business Owner Hospitality
Jason Druxman– Treasurer	Avenue Jewelers	Business Owner: Retail & property/co-owner
Tim Ceman	Noble Assets	Property Owner
Nate Weyenberg	Angels Forever Windows of Light	Property Owner / Business Owner: Retail

Appendix E

Schedule of Assessments (attached)

PINLINK	BIDProp	ss	Name	Living_Units	Property_Address	op_Ci	Prop_Zip	Zoning	FullTaxKey	Ownershi p	Unit#	Land_Value	Improvement	Total_Value	Total		
															Assessment	Min/Max Adj	Assessment
312000200	IN	2	WP & R INC	0	303 E COLLEGE AVE	APPLI	54911	CBD	31-2-0002-00			\$ 165,200.00	\$ 182,500.00	\$ 347,700.00	956.18	956.18	956.18
312000300	IN	2	GO TO COLLEGE LLC	0	305 E COLLEGE AVE	APPLI	54911	CBD	31-2-0003-00			\$ 69,500.00	\$ 110,000.00	\$ 179,500.00	493.63	493.63	493.63
312000400	IN	2	311 COLLEGE AVE LLC	1	311 E COLLEGE AVE	APPLI	54911	CBD	31-2-0004-00			\$ 54,500.00	\$ 141,500.00	\$ 196,000.00	539.00	539.00	539.00
312001700	IN	2	FURMAN PROPERTIES LLC	2	231 E COLLEGE AVE	APPLI	54911	CBD	31-2-0017-00			\$ 87,200.00	\$ 360,500.00	\$ 447,700.00	1,231.18	1,231.18	1,231.18
312001900	IN	2	NOBLE ASSETS LLC	0	229 E COLLEGE AVE	APPLI	54911	CBD	31-2-0019-00			\$ 35,500.00	\$ 114,000.00	\$ 149,500.00	411.13	411.13	411.13
312002000	IN	2	FIFTY-ONE FIFTY LLC	2	227 E COLLEGE AVE	APPLI	54911	CBD	31-2-0020-00			\$ 39,700.00	\$ 158,000.00	\$ 197,700.00	543.68	543.68	543.68
312002100	IN	2	WENDY KRUEGER ET AL	2	225 E COLLEGE AVE	APPLI	54911	CBD	31-2-0021-00			\$ 41,500.00	\$ 120,000.00	\$ 161,500.00	444.13	444.13	444.13
312002200	IN	2	223 COLLEGE LLC	2	223 E COLLEGE AVE	APPLI	54911	CBD	31-2-0022-00			\$ 75,900.00	\$ 162,000.00	\$ 237,900.00	654.23	654.23	654.23
312002300	IN	2	219 COLLEGE LLC	0	219 E COLLEGE AVE	APPLI	54911	CBD	31-2-0023-00			\$ 75,900.00	\$ 84,000.00	\$ 159,900.00	439.73	439.73	439.73
312002500	IN	2	ANTHONY A MUELLER	0	217 E COLLEGE AVE	APPLI	54911	CBD	31-2-0025-00			\$ 75,900.00	\$ 140,000.00	\$ 215,900.00	593.73	593.73	593.73
312002600	IN	2	KORN ACQUISITIONS R.E. LLC	2	215 E COLLEGE AVE	APPLI	54911	CBD	31-2-0026-00			\$ 76,200.00	\$ 254,300.00	\$ 330,500.00	908.88	908.88	908.88
312002700	IN	2	SHIRAZ HOLDINGS LLC	1	213 E COLLEGE AVE	APPLI	54911	CBD	31-2-0027-00			\$ 78,400.00	\$ 189,500.00	\$ 267,900.00	736.73	736.73	736.73
312003100	IN	2	GABRIEL LOFTS LLC	21	201 E COLLEGE AVE	APPLI	54911	CBD	31-2-0031-00			\$ 381,300.00	\$ 4,279,500.00	\$ 4,660,800.00	12,817.20	5,500.00	5,500.00
312003800	IN	2	BEHNKE PROPERTIES LLC	1	101 E COLLEGE AVE	APPLI	54911	CBD	31-2-0038-00			\$ 47,300.00	\$ 237,700.00	\$ 285,000.00	783.75	783.75	783.75
312003900	IN	2	FA & VB LLC	0	103 E COLLEGE AVE	APPLI	54911	CBD	31-2-0039-00			\$ 145,200.00	\$ 403,800.00	\$ 549,000.00	1,509.75	1,509.75	1,509.75
312004000	IN	2	RAYMON L ASPLUND	2	107 E COLLEGE AVE	APPLI	54911	CBD	31-2-0040-00			\$ 60,500.00	\$ 163,000.00	\$ 223,500.00	614.63	614.63	614.63
312004100	IN	2	DKS REALTY WISCONSIN IV LLC	3	109 E COLLEGE AVE	APPLI	54911	CBD	31-2-0041-00			\$ 67,000.00	\$ 154,000.00	\$ 221,000.00	607.75	607.75	607.75
312004200	IN	2	DKS REALTY WISCONSIN IV LLC	3	111 E COLLEGE AVE	APPLI	54911	CBD	31-2-0042-00			\$ 67,000.00	\$ 154,500.00	\$ 221,500.00	609.13	609.13	609.13
312004300	IN	2	BEHNKE PROPERTIES LLC	2	113 E COLLEGE AVE	APPLI	54911	CBD	31-2-0043-00			\$ 69,600.00	\$ 175,000.00	\$ 244,600.00	672.65	672.65	672.65
312004400	IN	2	BEHNKE PROPERTIES LLC	4	115 E COLLEGE AVE	APPLI	54911	CBD	31-2-0044-00			\$ 187,400.00	\$ 517,000.00	\$ 704,400.00	1,937.10	1,937.10	1,937.10
312004600	IN	2	BEHNKE PROPERTIES LLC	1	121 E COLLEGE AVE	APPLI	54911	CBD	31-2-0046-00			\$ 58,600.00	\$ 142,000.00	\$ 200,600.00	551.65	551.65	551.65
312004700	IN	2	ECO PROPERTIES LLC	1	123 E COLLEGE AVE	APPLI	54911	CBD	31-2-0047-00			\$ 56,700.00	\$ 157,000.00	\$ 213,700.00	587.68	587.68	587.68
312004800	IN	2	SOMA CORPORATION	2	125 E COLLEGE AVE	APPLI	54911	CBD	31-2-0048-00			\$ 60,000.00	\$ 295,000.00	\$ 355,000.00	976.25	976.25	976.25
312004900	IN	2	BEHNKE PROPERTIES LLC	1	127 E COLLEGE AVE	APPLI	54911	CBD	31-2-0049-00			\$ 74,200.00	\$ 163,500.00	\$ 237,700.00	653.68	653.68	653.68
312005000	IN	2	BEHNKE PROPERTIES LLC	3	129 E COLLEGE AVE	APPLI	54911	CBD	31-2-0050-00			\$ 74,200.00	\$ 231,500.00	\$ 305,700.00	840.68	840.68	840.68
312005100	IN	2	GREENSIDE PROPERTIES LLC	1	133 E COLLEGE AVE	APPLI	54911	CBD	31-2-0051-00			\$ 74,200.00	\$ 451,500.00	\$ 525,700.00	1,445.68	1,445.68	1,445.68
312005101	IN	2	GREENSIDE PROPERTIES LLC	0	135 E COLLEGE AVE	APPLI	54911	CBD	31-2-0051-01			\$ 77,200.00	\$ 183,000.00	\$ 260,200.00	715.55	715.55	715.55
312006900	IN	2	BAZIL PROPERTIES LLC	0	107 W COLLEGE AVE	APPLI	54911	CBD	31-2-0069-00			\$ 108,100.00	\$ 378,500.00	\$ 486,600.00	1,338.15	1,338.15	1,338.15
312007000	IN	2	ZUELKE FLATS LLC	66	101 W COLLEGE AVE	APPLI	54911	CBD	31-2-0070-00			\$ 171,000.00	\$ 9,625,000.00	\$ 9,796,000.00	26,939.00	5,500.00	5,500.00
312007200	IN	2	100 W LAWRENCE STREET FEE LLC	0	100 W LAWRENCE ST	APPLI	54911	CBD	31-2-0072-00			\$ 526,800.00	\$ 9,500,000.00	\$ 10,026,800.00	27,573.70	5,500.00	5,500.00
312007400	IN	2	SHAH BECK GROUP LLC	0	221 W COLLEGE AVE	APPLI	54911	CBD	31-2-0074-00			\$ 583,500.00	\$ 2,626,000.00	\$ 3,209,500.00	8,826.13	5,500.00	5,500.00
312007800	IN	2	ZION HOMES LLC	0	215 W COLLEGE AVE	APPLI	54911	CBD	31-2-0078-00			\$ 118,100.00	\$ 286,500.00	\$ 404,600.00	1,112.65	1,112.65	1,112.65
312007900	IN	2	KING BROKERAGE LTD	1	211 W COLLEGE AVE	APPLI	54911	CBD	31-2-0079-00			\$ 175,400.00	\$ 625,600.00	\$ 801,000.00	2,202.75	2,202.75	2,202.75
312008000	IN	2	TUSLER PROPERTIES LLC	0	207 W COLLEGE AVE	APPLI	54911	CBD	31-2-0080-00			\$ 87,600.00	\$ 299,000.00	\$ 386,600.00	1,063.15	1,063.15	1,063.15
312008100	IN	2	STEVEN HECKENLAIBLE LIV TRUST	2	205 W COLLEGE AVE	APPLI	54911	CBD	31-2-0081-00			\$ 51,900.00	\$ 231,800.00	\$ 283,700.00	780.18	780.18	780.18
312008200	IN	2	CLEO'S REAL ESTATE PARTNERSHIP	3	203 W COLLEGE AVE	APPLI	54911	CBD	31-2-0082-00			\$ 53,000.00	\$ 305,500.00	\$ 358,500.00	985.88	985.88	985.88
312008300	IN	2	VOYAGEURS 201 LLC	0	201 W COLLEGE AVE	APPLI	54911	CBD	31-2-0083-00			\$ 63,100.00	\$ 447,500.00	\$ 510,600.00	1,404.15	1,404.15	1,404.15
312008400	IN	2	THEOBALD-APPLETON RENTAL PROPERTY LLC	0	117 S APPLETON ST	APPLI	54911	CBD	31-2-0084-00			\$ 24,200.00	\$ 136,800.00	\$ 161,000.00	442.75	442.75	442.75
312009200	IN	2	DURTY PROPERTIES LLC	0	343 W COLLEGE AVE	APPLI	54911	CBD	31-2-0092-00			\$ 61,100.00	\$ 124,400.00	\$ 185,500.00	510.13	510.13	510.13
312009201	IN	2	ANDREWZKI HOLDINGS LLC	0	345 W COLLEGE AVE	APPLI	54911	CBD	31-2-0092-01			\$ 50,200.00	\$ 137,500.00	\$ 187,700.00	516.18	516.18	516.18
312009500	IN	2	333 COLLEGE LEASED FEE LLC	0	333 W COLLEGE AVE	APPLI	54911	CBD	31-2-0095-00	21.00%		\$ 356,600.00	\$ 2,900,000.00	\$ 3,256,600.00	8,955.65	5,500.00	1,155.00
312009600	IN	2	333 COLLEGE LEASED FEE LLC	0	333 W COLLEGE AVE	APPLI	54911	CBD	31-2-0096-00	79.00%		\$ 2,220,300.00	\$ 11,150,000.00	\$ 13,370,300.00	36,768.33	5,500.00	4,345.00
312015200	IN	2	US VENTURE INC	0	229 S MORRISON ST	APPLI	54911	CBD	31-2-0152-00			\$ 264,000.00	\$ 2,026,000.00	\$ 2,290,000.00	6,297.50	5,500.00	5,500.00
312023300	IN	2	FOX CITIES CHAMBER OF COMMERCE	0	125 N SUPERIOR ST	APPLI	54911	CBD	31-2-0233-00			\$ 184,300.00	\$ 562,700.00	\$ 747,000.00	2,054.25	2,054.25	2,054.25
312023500	IN	2	HVN COMMERCIAL HOLDINGS LLC	0	342 W COLLEGE AVE	APPLI	54911	CBD	31-2-0235-00			\$ 435,300.00	\$ 1,645,500.00	\$ 2,080,800.00	5,722.20	5,500.00	5,500.00

312023800	IN	2	330 COLLEGE LLC	0	330 W COLLEGE AVE	APPLI	54911	CBD	31-2-0238-00			\$ 382,200.00	\$ 2,015,300.00	\$ 2,397,500.00	6,593.13	5,500.00	5,500.00
312024200	IN	2	JSL PROPERTIES LLC	0	322 W COLLEGE AVE	APPLI	54911	CBD	31-2-0242-00			\$ 127,000.00	\$ 248,500.00	\$ 375,500.00	1,032.63	1,032.63	1,032.63
312024300	IN	2	318 COLLEGE AVE LLC	39	318 W COLLEGE AVE	APPLI	54911	CBD	31-2-0243-00			\$ 384,200.00	\$ 7,440,000.00	\$ 7,824,200.00	21,516.55	5,500.00	5,500.00
312024800	IN	2	NATHAN S WEYENBERG	0	310 W COLLEGE AVE	APPLI	54911	CBD	31-2-0248-00			\$ 63,600.00	\$ 121,000.00	\$ 184,600.00	507.65	507.65	507.65
312025000	IN	2	FOX CITIES HOTEL INVESTORS LLC	0	300 W COLLEGE AVE	APPLI	54911	CBD	31-2-0250-00			\$ 372,500.00	\$ 6,618,300.00	\$ 6,990,800.00	19,224.70	5,500.00	5,500.00
312025700	IN	2	USV 222 LLC	0	222 W COLLEGE AVE	APPLI	54911	CBD	31-2-0257-00			\$ 610,500.00	\$ 12,300,000.00	\$ 12,910,500.00	35,503.88	5,500.00	5,500.00
312026000	IN	2	PATTEN PROPERTIES LLC	0	210 W COLLEGE AVE	APPLI	54911	CBD	31-2-0260-00			\$ 173,000.00	\$ 706,800.00	\$ 879,800.00	2,419.45	2,419.45	2,419.45
312026300	IN	2	LOFGREN PROPERTIES 6 LLC ET AL	0	200 W COLLEGE AVE	APPLI	54911	CBD	31-2-0263-00			\$ 355,300.00	\$ 1,750,400.00	\$ 2,105,700.00	5,790.68	5,500.00	5,500.00
312027303	IN	2	NKHH LLC	0	100 W COLLEGE AVE, Unit 50B	APPLI	54911	CBD	31-2-0273-03	1.30%	50B	\$ 7,300.00	\$ 100.00	\$ 7,400.00	20.35	275.00	71.50
312027304	IN	2	NKHH LLC	0	100 W COLLEGE AVE, Unit 50C	APPLI	54911	CBD	31-2-0273-04	8.00%	50C	\$ 4,500.00	\$ 100.00	\$ 4,600.00	12.65	275.00	440.00
312027309	IN	2	NKHH LLC	0	100 W COLLEGE AVE, Unit 50H	APPLI	54911	CBD	31-2-0273-09	0.20%	50H	\$ 1,100.00	\$ 2,900.00	\$ 4,000.00	11.00	275.00	11.00
312027330	IN	2	MAXWELL LIMITS LLC	0	100 W COLLEGE AVE, Unit 300A	APPLI	54911	CBD	31-2-0273-30	15.90%	300A	\$ 89,700.00	\$ 1,173,400.00	\$ 1,263,100.00	3,473.53	3,473.53	874.50
312027340	IN	2	NKHH LLC	0	100 W COLLEGE AVE, Unit 400A	APPLI	54911	CBD	31-2-0273-40	15.90%	400A	\$ 89,700.00	\$ 1,178,200.00	\$ 1,267,900.00	3,486.73	3,486.73	874.50
312027341	IN	2	NKHH LLC	0	100 W COLLEGE AVE, Unit 400B	APPLI	54911	CBD	31-2-0273-41	0.10%	400B	\$ 600.00	\$ 4,400.00	\$ 5,000.00	13.75	275.00	5.50
312027342	IN	2	NKHH LLC	0	100 W COLLEGE AVE, Unit 400C	APPLI	54911	CBD	31-2-0273-42	0.10%	400C	\$ 600.00	\$ 6,900.00	\$ 7,500.00	20.63	275.00	5.50
312028101	IN	2	URBANE 115 LLC	56	115 E WASHINGTON ST	APPLI	54911	CBD	31-2-0281-01			\$ 282,700.00	\$ 8,000,000.00	\$ 8,282,700.00	22,777.43	5,500.00	5,500.00
312028200	IN	2	PFEFFERLE INVESTMENTS INC ET AL	0	122 E COLLEGE AVE, Unit 001	APPLI	54911	CBD	31-2-0282-00	34.00%	001	\$ 514,200.00	\$ 602,000.00	\$ 1,116,200.00	3,069.55	3,069.55	1,870.00
312028201	IN	2	PFEFFERLE INVESTMENTS INC ET AL	0	122 E COLLEGE AVE, Unit 002	APPLI	54911	CBD	31-2-0282-01	0.17%	002	\$ 2,600.00	\$ 400.00	\$ 3,000.00	8.25	275.00	9.35
312028202	IN	2	APPLETON EDUCATION FOUNDATION INC	0	122 E COLLEGE AVE, Unit 101	APPLI	54911	CBD	31-2-0282-02	9.42%	101	\$ 142,500.00	\$ 770,000.00	\$ 912,500.00	2,509.38	2,509.38	518.10
312028203	IN	2	FFORK VENTURES LLC	0	122 E COLLEGE AVE, Unit 102	APPLI	54911	CBD	31-2-0282-03	0.54%	102	\$ 8,200.00	\$ 19,500.00	\$ 27,700.00	76.18	275.00	29.70
312028204	IN	2	APPLETON EDUCATION FOUNDATION INC	0	122 E COLLEGE AVE, Unit 103	APPLI	54911	CBD	31-2-0282-04	0.93%	103	\$ 14,100.00	\$ 71,600.00	\$ 85,700.00	235.68	275.00	51.15
312028205	IN	2	SS HOFFMAN HOLDINGS LLC	0	122 E COLLEGE AVE, Unit 104	APPLI	54911	CBD	31-2-0282-05	0.58%	104	\$ 8,800.00	\$ 19,000.00	\$ 27,800.00	76.45	275.00	31.90
312028206	IN	2	APPLETON EDUCATION FOUNDATION INC	0	122 E COLLEGE AVE, Unit 105	APPLI	54911	CBD	31-2-0282-06	6.68%	105	\$ 101,000.00	\$ 658,000.00	\$ 759,000.00	2,087.25	2,087.25	367.40
312028209	IN	2	PFEFFERLE INVESTMENTS INC ET AL	0	122 E COLLEGE AVE, Unit 203	APPLI	54911	CBD	31-2-0282-09	1.11%	203	\$ 16,800.00	\$ 143,600.00	\$ 160,400.00	441.10	441.10	61.05
312028210	IN	2	PFEFFERLE INVESTMENTS INC ET AL	0	122 E COLLEGE AVE, Unit 204	APPLI	54911	CBD	31-2-0282-10	18.52%	204	\$ 280,100.00	\$ 2,182,500.00	\$ 2,462,600.00	6,772.15	5,500.00	1,018.60
312028211	IN	2	PFEFFERLE INVESTMENTS INC ET AL	0	122 E COLLEGE AVE, Unit 205	APPLI	54911	CBD	31-2-0282-11	0.26%	205	\$ 3,900.00	\$ 400.00	\$ 4,300.00	11.83	275.00	14.30
312028212	IN	2	PFEFFERLE INVESTMENTS INC ET AL	0	122 E COLLEGE AVE, Unit 206	APPLI	54911	CBD	31-2-0282-12	0.27%	206	\$ 4,100.00	\$ 17,600.00	\$ 21,700.00	59.68	275.00	14.85
312028213	IN	2	WASHINGTON STREET R.E. INVESTMENT FUND I	0	122 E COLLEGE AVE, Unit 301	APPLI	54911	CBD	31-2-0282-13	3.45%	301	\$ 52,200.00	\$ 345,500.00	\$ 397,700.00	1,093.68	1,093.68	189.75
312028214	IN	2	FFORK VENTURES LLC	0	122 E COLLEGE AVE, Unit 106	APPLI	54911	CBD	31-2-0282-14	3.11%	106	\$ 47,000.00	\$ 491,000.00	\$ 538,000.00	1,479.50	1,479.50	171.05
312028215	IN	2	SS HOFFMAN HOLDINGS LLC	0	122 E COLLEGE AVE, Unit 107	APPLI	54911	CBD	31-2-0282-15	7.90%	107	\$ 119,500.00	\$ 698,000.00	\$ 817,500.00	2,248.13	2,248.13	434.50
312028700	IN	2	Y&T PROPERTIES LLC	0	100 E COLLEGE AVE	APPLI	54911	CBD	31-2-0287-00			\$ 72,400.00	\$ 253,500.00	\$ 325,900.00	896.23	896.23	896.23
312029001	IN	2	FOX COMMONS PROPERTIES LLC	0	10 E COLLEGE AVE, Unit #1	APPLI	54911	CBD	31-2-0290-01			\$ 1,078,000.00	\$ 16,222,000.00	\$ 17,300,000.00	47,575.00	5,500.00	5,500.00
312030200	IN	2	DAUNTLESS PROPERTIES LLC	0	130 N MORRISON ST	APPLI	54911	CBD	31-2-0302-00			\$ 30,500.00	\$ 150,000.00	\$ 180,500.00	496.38	496.38	496.38
312030300	IN	2	MORRISON BUILDING LLC	0	120 N MORRISON ST	APPLI	54911	CBD	31-2-0303-00			\$ 131,200.00	\$ 526,500.00	\$ 657,700.00	1,808.68	1,808.68	1,808.68
312031100	IN	2	229 WASHINGTON LLC	0	129 N DURKEE ST	APPLI	54911	CBD	31-2-0311-00			\$ 93,700.00	\$ 260,000.00	\$ 353,700.00	972.68	972.68	972.68
312031200	IN	2	200 COLLEGE LLC	0	200 E COLLEGE AVE	APPLI	54911	CBD	31-2-0312-00			\$ 129,200.00	\$ 628,500.00	\$ 757,700.00	2,083.68	2,083.68	2,083.68
312031300	IN	2	FA & VB LLC	5	204 E COLLEGE AVE	APPLI	54911	CBD	31-2-0313-00			\$ 124,500.00	\$ 571,000.00	\$ 695,500.00	1,912.63	1,912.63	1,912.63
312031500	IN	2	TENNIE'S JEWELRY PROPERTIES LLC	2	208 E COLLEGE AVE	APPLI	54911	CBD	31-2-0315-00			\$ 60,700.00	\$ 118,000.00	\$ 178,700.00	491.43	491.43	491.43
312031600	IN	2	BRADLEY R VANDINTER	4	212 E COLLEGE AVE	APPLI	54911	CBD	31-2-0316-00			\$ 63,500.00	\$ 123,300.00	\$ 186,800.00	513.70	513.70	513.70
312031700	IN	2	214/216 COLLEGE LLC	4	216 E COLLEGE AVE	APPLI	54911	CBD	31-2-0317-00			\$ 124,200.00	\$ 383,500.00	\$ 507,700.00	1,396.18	1,396.18	1,396.18
312031900	IN	2	218220 COLLEGE LLC	5	218 E COLLEGE AVE	APPLI	54911	CBD	31-2-0319-00			\$ 120,100.00	\$ 348,500.00	\$ 468,600.00	1,288.65	1,288.65	1,288.65
312032100	IN	2	222 E COLLEGE AVE LLC	0	222 E COLLEGE AVE	APPLI	54911	CBD	31-2-0321-00			\$ 59,400.00	\$ 290,500.00	\$ 349,900.00	962.23	962.23	962.23
312032200	IN	2	TROOPER PROPERTIES LLC	1	224 E COLLEGE AVE	APPLI	54911	CBD	31-2-0322-00			\$ 101,600.00	\$ 490,000.00	\$ 591,600.00	1,626.90	1,626.90	1,626.90
312032300	IN	2	CJW PROPERTIES LLC	4	230 E COLLEGE AVE	APPLI	54911	CBD	31-2-0323-00			\$ 87,100.00	\$ 153,500.00	\$ 240,600.00	661.65	661.65	661.65
312032400	IN	2	CJW PROPERTIES LLC	4	232 E COLLEGE AVE	APPLI	54911	CBD	31-2-0324-00			\$ 76,900.00	\$ 191,000.00	\$ 267,900.00	736.73	736.73	736.73
312032500	IN	2	CJW PROPERTIES LLC	1	109 N DURKEE ST	APPLI	54911	CBD	31-2-0325-00			\$ 12,600.00	\$ 100,000.00	\$ 112,600.00	309.65	309.65	309.65
312032600	IN	2	STEADY GROUND INVESTMENTS LLC	0	128 N DURKEE ST	APPLI	54911	CBD	31-2-0326-00			\$ 47,400.00	\$ 206,800.00	\$ 254,200.00	699.05	699.05	699.05

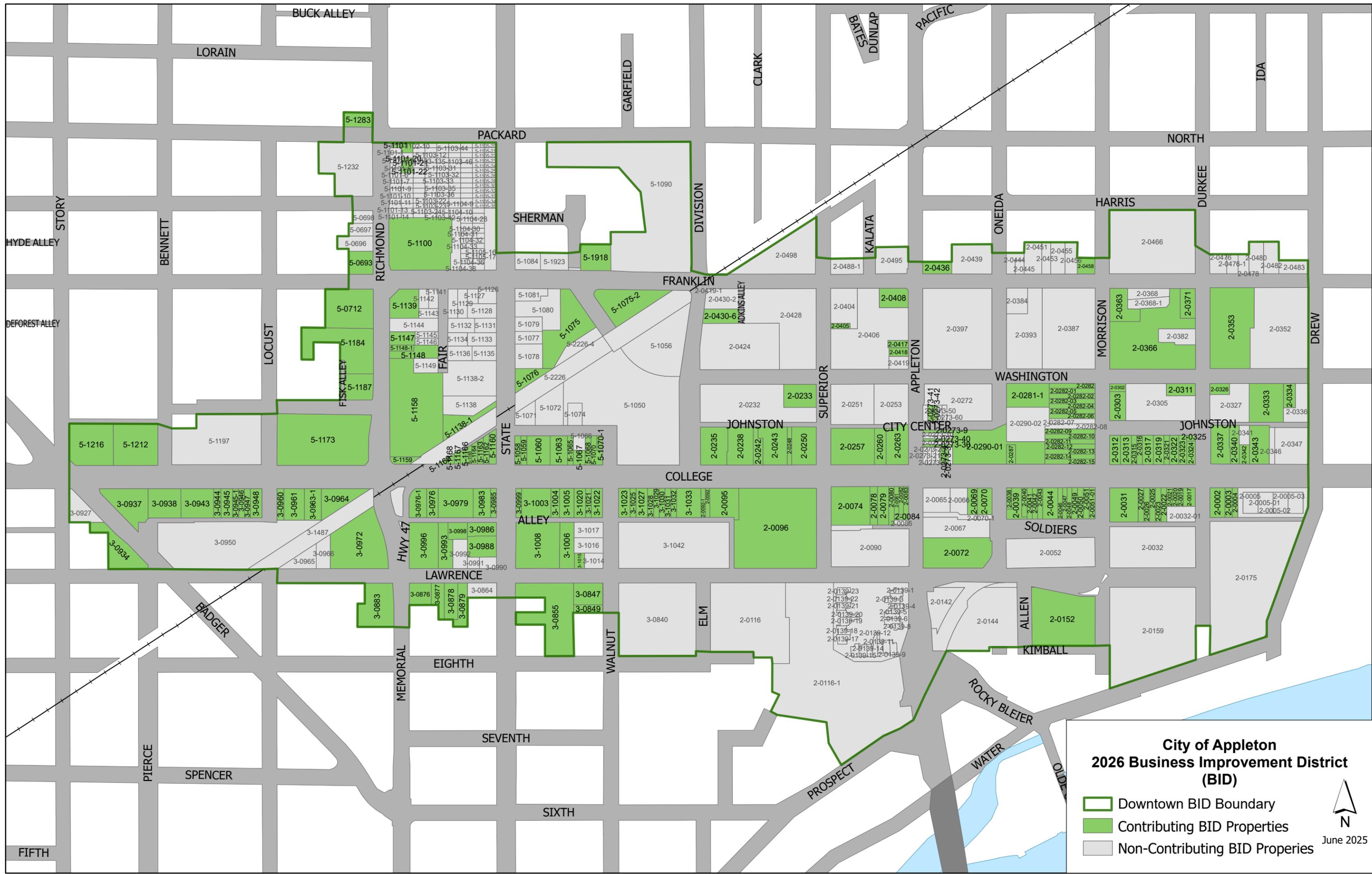
312033300	IN	2	LAWRENCE UNIVERSITY OF WISCONSIN	0	323 E WASHINGTON ST	APPLI	54911	CBD	31-2-0333-00		\$ 319,400.00	\$ 30,500.00	\$ 349,900.00	962.23	962.23	962.23
312033400	IN	2	DMW INVESTMENTS LLC	0	331 E WASHINGTON ST	APPLI	54911	CBD	31-2-0334-00		\$ 75,000.00	\$ 200,500.00	\$ 275,500.00	757.63	757.63	757.63
312033700	IN	2	BGO LLC	0	300 E COLLEGE AVE	APPLI	54911	CBD	31-2-0337-00		\$ 250,400.00	\$ 195,500.00	\$ 445,900.00	1,226.23	1,226.23	1,226.23
312034000	IN	2	BGO LLC	0	308 E COLLEGE AVE	APPLI	54911	CBD	31-2-0340-00		\$ 124,500.00	\$ 247,000.00	\$ 371,500.00	1,021.63	1,021.63	1,021.63
312034200	IN	2	BOMB ALLEY LLC	0	314 E COLLEGE AVE	APPLI	54911	CBD	31-2-0342-00		\$ 61,900.00	\$ 144,000.00	\$ 205,900.00	566.23	566.23	566.23
312034300	IN	2	320 EAST COLLEGE LLC	39	320 E COLLEGE AVE	APPLI	54911	CBD	31-2-0343-00		\$ 234,900.00	\$ 9,800,000.00	\$ 10,034,900.00	27,595.98	5,500.00	5,500.00
312035300	IN	2	FIRSTAR BANK APPLETON	0	200 N DURKEE ST	APPLI	54911	CBD	31-2-0353-00		\$ 620,500.00	\$ 1,100,000.00	\$ 1,720,500.00	4,731.38	4,731.38	4,731.38
312036300	IN	2	OPTION L PROPERTIES LLC	0	230 N MORRISON ST	APPLI	54911	CBD	31-2-0363-00		\$ 139,600.00	\$ 271,000.00	\$ 410,600.00	1,129.15	1,129.15	1,129.15
312036600	IN	2	SKY APPLETON LLC ET AL	0	200 E WASHINGTON ST	APPLI	54911	CBD	31-2-0366-00		\$ 888,000.00	\$ 8,100,000.00	\$ 8,988,000.00	24,717.00	5,500.00	5,500.00
312037100	IN	2	DETWEILER PROPERTIES LLC	0	229 E FRANKLIN ST	APPLI	54911	CBD	31-2-0371-00		\$ 75,500.00	\$ 198,000.00	\$ 273,500.00	752.13	752.13	752.13
312040500	IN	2	214 SUPERIOR LLC	1	214 N SUPERIOR ST	APPLI	54911	CBD	31-2-0405-00		\$ 21,500.00	\$ 181,000.00	\$ 202,500.00	556.88	556.88	556.88
312040800	IN	2	THE HISTORIC CORNERSTONE LLC	1	233 N APPLETON ST	APPLI	54911	CBD	31-2-0408-00		\$ 114,500.00	\$ 143,000.00	\$ 257,500.00	708.13	708.13	708.13
312041700	IN	2	LISA K MALZHAN	2	211 N APPLETON ST	APPLI	54911	CBD	31-2-0417-00		\$ 33,000.00	\$ 157,500.00	\$ 190,500.00	523.88	523.88	523.88
312041800	IN	2	APOLLON PROPERTIES LLC	2	207 N APPLETON ST	APPLI	54911	CBD	31-2-0418-00		\$ 40,300.00	\$ 233,000.00	\$ 273,300.00	751.58	751.58	751.58
312043006	IN	2	USV 222 LLC	0	218 N DIVISION ST	APPLI	54911	CBD	31-2-0430-06		\$ 80,000.00	\$ 172,000.00	\$ 252,000.00	693.00	693.00	693.00
312043600	IN	2	FITZGERALD PROPERTIES LLC	0	300 N APPLETON ST	APPLI	54911	CBD	31-2-0436-00		\$ 75,000.00	\$ 365,000.00	\$ 440,000.00	1,210.00	1,210.00	1,210.00
312045800	IN	2	FOX VALLEY LITERACY INC	0	130 E FRANKLIN ST	APPLI	54911	CBD	31-2-0458-00		\$ 46,200.00	\$ 289,500.00	\$ 335,700.00	923.18	923.18	923.18
313084700	IN	2	MIP LLC	1	201 S WALNUT ST	APPLI	54911	CBD	31-3-0847-00		\$ 106,600.00	\$ 358,000.00	\$ 464,600.00	1,277.65	1,277.65	1,277.65
313084900	IN	2	NOBLE ASSETS LLC	1	211 S WALNUT ST	APPLI	54911	CBD	31-3-0849-00		\$ 32,400.00	\$ 168,500.00	\$ 200,900.00	552.48	552.48	552.48
313085500	IN	2	NORWEST BANK WISCONSIN APPLETON	0	516 W EIGHTH ST	APPLI	54911	CBD	31-3-0855-00		\$ 352,500.00	\$ 165,300.00	\$ 517,800.00	1,423.95	1,423.95	1,423.95
313087600	IN	2	MSV ENTERPRISE LLC	0	206 S MEMORIAL DR	APPLI	54911	CBD	31-3-0876-00		\$ 63,900.00	\$ 186,000.00	\$ 249,900.00	687.23	687.23	687.23
313087700	IN	2	DRS INVESTMENTS LLC	2	625 W LAWRENCE ST	APPLI	54911	CBD	31-3-0877-00		\$ 41,700.00	\$ 72,900.00	\$ 114,600.00	315.15	315.15	315.15
313087800	IN	2	MB RENTALS LLC	0	621 W LAWRENCE ST	APPLI	54911	CBD	31-3-0878-00		\$ 58,900.00	\$ 229,000.00	\$ 287,900.00	791.73	791.73	791.73
313087900	IN	2	BEHNKE PROPERTIES LLC	0	617 W LAWRENCE ST	APPLI	54911	CBD	31-3-0879-00		\$ 52,400.00	\$ 45,600.00	\$ 98,000.00	269.50	275.00	275.00
313088300	IN	2	DECLEENE-ZELLNER LLC	0	215 S MEMORIAL DR	APPLI	54914	PDC2	31-3-0883-00		\$ 162,600.00	\$ 478,300.00	\$ 640,900.00	1,762.48	1,762.48	1,762.48
313093400	IN	2	JAMES M BOYLE SURVIVOR'S TRUST	0	131 S BADGER AVE	APPLI	54914	C2	31-3-0934-00		\$ 90,400.00	\$ 45,600.00	\$ 136,000.00	374.00	374.00	374.00
313093700	IN	2	S & K FOOD MART INC	0	911 W COLLEGE AVE	APPLI	54914	CBD	31-3-0937-00		\$ 159,800.00	\$ 330,000.00	\$ 489,800.00	1,346.95	1,346.95	1,346.95
313093800	IN	2	LANCE L NEVINS REV TRUST	0	843 W COLLEGE AVE	APPLI	54914	CBD	31-3-0938-00		\$ 151,600.00	\$ 351,000.00	\$ 502,600.00	1,382.15	1,382.15	1,382.15
313094300	IN	2	BLOCK 800 LLC	20	823 W COLLEGE AVE	APPLI	54914	CBD	31-3-0943-00		\$ 147,300.00	\$ 5,396,000.00	\$ 5,543,300.00	15,244.08	5,500.00	5,500.00
313094400	IN	2	SARA K PIERRI REV TRUST	1	819 W COLLEGE AVE	APPLI	54914	CBD	31-3-0944-00		\$ 35,900.00	\$ 134,000.00	\$ 169,900.00	467.23	467.23	467.23
313094500	IN	2	SARA K PIERRI REV TRUST	0	815 W COLLEGE AVE	APPLI	54914	CBD	31-3-0945-00		\$ 56,500.00	\$ 227,000.00	\$ 283,500.00	779.63	779.63	779.63
313094501	IN	2	SARA K PIERRI REV TRUST	0	813 W COLLEGE AVE	APPLI	54914	CBD	31-3-0945-01		\$ 29,700.00	\$ 80,500.00	\$ 110,200.00	303.05	303.05	303.05
313094600	IN	2	PIONEER PROFESSIONAL CARPET CARE LLC	0	809 W COLLEGE AVE	APPLI	54914	CBD	31-3-0946-00		\$ 28,700.00	\$ 133,500.00	\$ 162,200.00	446.05	446.05	446.05
313094700	IN	2	OUTPOST 31 LLC	2	807 W COLLEGE AVE	APPLI	54914	CBD	31-3-0947-00		\$ 28,700.00	\$ 131,700.00	\$ 160,400.00	441.10	441.10	441.10
313094800	IN	2	TERRELL PROPERTIES LLC	0	801 W COLLEGE AVE	APPLI	54914	CBD	31-3-0948-00		\$ 57,500.00	\$ 275,000.00	\$ 332,500.00	914.38	914.38	914.38
313096000	IN	2	PACIFIC HOLDINGS LLC	8	745 W COLLEGE AVE	APPLI	54914	CBD	31-3-0960-00		\$ 36,400.00	\$ 348,000.00	\$ 384,400.00	1,057.10	1,057.10	1,057.10
313096100	IN	2	I KNOW, RIGHT? LLC	0	741 W COLLEGE AVE	APPLI	54914	CBD	31-3-0961-00		\$ 66,600.00	\$ 50,000.00	\$ 116,600.00	320.65	320.65	320.65
313096301	IN	2	SPATS FOOD AND SPIRITS LLC	0	733 W COLLEGE AVE	APPLI	54914	CBD	31-3-0963-01		\$ 84,000.00	\$ 167,500.00	\$ 251,500.00	691.63	691.63	691.63
313096400	IN	2	JENNY KONG YU	0	719 W COLLEGE AVE	APPLI	54914	CBD	31-3-0964-00		\$ 114,100.00	\$ 185,300.00	\$ 299,400.00	823.35	823.35	823.35
313097200	IN	2	WESTBROOK PROPERTIES LLC	0	127 S MEMORIAL DR	APPLI	54914	CBD	31-3-0972-00		\$ 353,900.00	\$ 1,412,000.00	\$ 1,765,900.00	4,856.23	4,856.23	4,856.23
313097600	IN	2	DALA SUN PROPERTIES LLC	8	623 W COLLEGE AVE	APPLI	54911	CBD	31-3-0976-00		\$ 86,800.00	\$ 240,000.00	\$ 326,800.00	898.70	898.70	898.70
313097601	IN	2	MAI VANG	0	104 S MEMORIAL DR	APPLI	54911	CBD	31-3-0976-01		\$ 121,500.00	\$ 117,000.00	\$ 238,500.00	655.88	655.88	655.88
313097900	IN	2	MUNAY VENTURES LLC	4	609 W COLLEGE AVE	APPLI	54911	CBD	31-3-0979-00		\$ 249,000.00	\$ 360,000.00	\$ 609,000.00	1,674.75	1,674.75	1,674.75
313098300	IN	2	DAS VENTURES HOLDINGS LLC	0	603 W COLLEGE AVE	APPLI	54911	CBD	31-3-0983-00		\$ 141,200.00	\$ 579,500.00	\$ 720,700.00	1,981.93	1,981.93	1,981.93
313098500	IN	2	JAMES LISON	1	601 W COLLEGE AVE	APPLI	54911	CBD	31-3-0985-00		\$ 54,000.00	\$ 297,500.00	\$ 351,500.00	966.63	966.63	966.63
313098600	IN	2	MCFLESHMAN'S COMMONS LLC	0	115 S STATE ST	APPLI	54911	CBD	31-3-0986-00		\$ 74,000.00	\$ 539,000.00	\$ 613,000.00	1,685.75	1,685.75	1,685.75
313098800	IN	2	121 STATE ST LLC	0	121 S STATE ST	APPLI	54911	CBD	31-3-0988-00		\$ 103,800.00	\$ 151,000.00	\$ 254,800.00	700.70	700.70	700.70

313099300	IN	2	RUBY LOU PROPERTIES LLC	0	620 W LAWRENCE ST	APPLI	54911	CBD	31-3-0993-00			\$ 75,900.00	\$ 200,000.00	\$ 275,900.00	758.73	758.73	758.73
313099600	IN	2	2026 WISCONSIN AVE LLC ET AL	0	122 S MEMORIAL DR	APPLI	54911	CBD	31-3-0996-00			\$ 205,000.00	\$ 160,500.00	\$ 365,500.00	1,005.13	1,005.13	1,005.13
313099800	IN	2	RUBY LOU PROPERTIES LLC	0	613 W COLLEGE AVE	APPLI	54911	CBD	31-3-0998-00			\$ 40,000.00	\$ 75,500.00	\$ 115,500.00	317.63	317.63	317.63
313099900	IN	2	JOHN C GREINER	1	535 W COLLEGE AVE	APPLI	54911	CBD	31-3-0999-00			\$ 62,900.00	\$ 229,000.00	\$ 291,900.00	802.73	802.73	802.73
313100300	IN	2	EFS LLC	10	523 W COLLEGE AVE	APPLI	54911	CBD	31-3-1003-00			\$ 299,700.00	\$ 848,000.00	\$ 1,147,700.00	3,156.18	3,156.18	3,156.18
313100400	IN	2	KOROLL PROPERTIES LLC	1	519 W COLLEGE AVE	APPLI	54911	CBD	31-3-1004-00			\$ 94,900.00	\$ 355,000.00	\$ 449,900.00	1,237.23	1,237.23	1,237.23
313100500	IN	2	BELA DEVELOPMENT LLC	0	513 W COLLEGE AVE	APPLI	54911	CBD	31-3-1005-00			\$ 154,900.00	\$ 1,600,000.00	\$ 1,754,900.00	4,825.98	4,825.98	4,825.98
313100600	IN	2	BELA DEVELOPMENT LLC	0	516 W LAWRENCE ST	APPLI	54911	CBD	31-3-1006-00			\$ 117,500.00	\$ 18,000.00	\$ 135,500.00	372.63	372.63	372.63
313100800	IN	2	NORWEST BANK WISCONSIN APPLETON	0	118 S STATE ST	APPLI	54911	CBD	31-3-1008-00			\$ 383,000.00	\$ 970,000.00	\$ 1,353,000.00	3,720.75	3,720.75	3,720.75
313101500	IN	2	CRESENCIO VICTORIA	0	510 W LAWRENCE ST	APPLI	54911	CBD	31-3-1015-00			\$ 30,300.00	\$ 64,600.00	\$ 94,900.00	260.98	275.00	275.00
313101700	IN	2	RIVENDELL ASSETS LLC	6	119 S WALNUT ST	APPLI	54911	CBD	31-3-1017-00			\$ 89,400.00	\$ 302,500.00	\$ 391,900.00	1,077.73	1,077.73	1,077.73
313102000	IN	2	TOBACNOIR LLC	0	511 W COLLEGE AVE	APPLI	54911	CBD	31-3-1020-00			\$ 126,700.00	\$ 655,000.00	\$ 781,700.00	2,149.68	2,149.68	2,149.68
313102100	IN	2	VICTORIAS APPLETON INC	1	507 W COLLEGE AVE	APPLI	54911	CBD	31-3-1021-00			\$ 66,200.00	\$ 279,300.00	\$ 345,500.00	950.13	950.13	950.13
313102200	IN	2	VICTORIAS APPLETON INC	0	503 W COLLEGE AVE	APPLI	54911	CBD	31-3-1022-00			\$ 132,000.00	\$ 275,000.00	\$ 407,000.00	1,119.25	1,119.25	1,119.25
313102300	IN	2	THE BAR GROUP LLC	0	427 W COLLEGE AVE	APPLI	54911	CBD	31-3-1023-00			\$ 145,300.00	\$ 823,500.00	\$ 968,800.00	2,664.20	2,664.20	2,664.20
313102500	IN	2	DRS INVESTMENTS LLC	0	425 W COLLEGE AVE	APPLI	54911	CBD	31-3-1025-00			\$ 72,000.00	\$ 268,000.00	\$ 340,000.00	935.00	935.00	935.00
313102700	IN	2	FERRUCCIO VC INC	3	423 W COLLEGE AVE	APPLI	54911	CBD	31-3-1027-00			\$ 141,100.00	\$ 1,245,500.00	\$ 1,386,600.00	3,813.15	3,813.15	3,813.15
313102800	IN	2	TH2 INVESTMENTS LLC	0	417 W COLLEGE AVE	APPLI	54911	CBD	31-3-1028-00			\$ 75,400.00	\$ 320,500.00	\$ 395,900.00	1,088.73	1,088.73	1,088.73
313102900	IN	2	HLK VENTURES LLC	2	415 W COLLEGE AVE	APPLI	54911	CBD	31-3-1029-00			\$ 69,000.00	\$ 250,000.00	\$ 319,000.00	877.25	877.25	877.25
313103000	IN	2	RVC LLC	0	413 W COLLEGE AVE	APPLI	54911	CBD	31-3-1030-00			\$ 72,000.00	\$ 203,800.00	\$ 275,800.00	758.45	758.45	758.45
313103100	IN	2	MERIJE ELMAZI	1	411 W COLLEGE AVE	APPLI	54911	CBD	31-3-1031-00			\$ 72,000.00	\$ 195,700.00	\$ 267,700.00	736.18	736.18	736.18
313103200	IN	2	JULIA MORALES	0	409 W COLLEGE AVE	APPLI	54911	CBD	31-3-1032-00			\$ 72,000.00	\$ 207,500.00	\$ 279,500.00	768.63	768.63	768.63
313103300	IN	2	AH&M ENTERPRISES LLC	0	403 W COLLEGE AVE	APPLI	54911	CBD	31-3-1033-00			\$ 292,800.00	\$ 1,090,700.00	\$ 1,383,500.00	3,804.63	3,804.63	3,804.63
315069300	IN	2	MYLEE'S EGG ROLLS LLC	0	305 N RICHMOND ST	APPLI	54914	C2	31-5-0693-00			\$ 74,700.00	\$ 168,000.00	\$ 242,700.00	667.43	667.43	667.43
315071200	IN	2	BLUE OFFICE LLC	0	225 N RICHMOND ST	APPLI	54911	C2	31-5-0712-00			\$ 255,200.00	\$ 450,400.00	\$ 705,600.00	1,940.40	1,940.40	1,940.40
315105800	IN	2	KEYSTONE FUTURES LLC	4	532 W COLLEGE AVE	APPLI	54911	CBD	31-5-1058-00			\$ 62,900.00	\$ 534,000.00	\$ 596,900.00	1,641.48	1,641.48	1,641.48
315105900	IN	2	ANDREW R THORNELL	2	530 W COLLEGE AVE	APPLI	54911	CBD	31-5-1059-00			\$ 60,500.00	\$ 140,500.00	\$ 201,000.00	552.75	552.75	552.75
315106000	IN	2	PATRICK J FLANAGAN	1	524 W COLLEGE AVE	APPLI	54911	CBD	31-5-1060-00			\$ 246,300.00	\$ 367,000.00	\$ 613,300.00	1,686.58	1,686.58	1,686.58
315106300	IN	2	NOBLE ASSETS LLC	2	514 W COLLEGE AVE	APPLI	54911	CBD	31-5-1063-00			\$ 189,700.00	\$ 258,000.00	\$ 447,700.00	1,231.18	1,231.18	1,231.18
315106500	IN	2	FRASER PROPERTIES LLC	2	512 W COLLEGE AVE	APPLI	54911	CBD	31-5-1065-00			\$ 64,000.00	\$ 109,500.00	\$ 173,500.00	477.13	477.13	477.13
315106700	IN	2	FRASER PROPERTIES LLC	4	508 W COLLEGE AVE	APPLI	54911	CBD	31-5-1067-00			\$ 67,500.00	\$ 154,000.00	\$ 221,500.00	609.13	609.13	609.13
315106800	IN	2	FRASER PROPERTIES LLC	3	506 W COLLEGE AVE	APPLI	54911	CBD	31-5-1068-00			\$ 66,200.00	\$ 137,500.00	\$ 203,700.00	560.18	560.18	560.18
315107000	IN	2	COLLEGE AVE LEGACY LLC	0	500 W COLLEGE AVE	APPLI	54911	CBD	31-5-1070-00	75.00%		\$ 101,500.00	\$ 273,500.00	\$ 375,000.00	1,031.25	1,031.25	1,031.25
315107001	IN	2	NATASHA BANKS	0	111 N WALNUT ST	APPLI	54911	CBD	31-5-1070-01	25.00%		\$ 32,700.00	\$ 65,000.00	\$ 97,700.00	268.68	275.00	275.00
315107500	IN	2	BELFEUIL RENTALS LLC	0	509 W FRANKLIN ST	APPLI	54911	CBD	31-5-1075-00			\$ 124,800.00	\$ 110,000.00	\$ 234,800.00	645.70	645.70	645.70
315107502	IN	2	RUNNING PROPERTIES LLC	0	437 W FRANKLIN ST	APPLI	54911	CBD	31-5-1075-02			\$ 127,700.00	\$ 170,000.00	\$ 297,700.00	818.68	818.68	818.68
315107600	IN	2	ARIA REAL ESTATE HOLDING LLC	0	136 N STATE ST	APPLI	54911	CBD	31-5-1076-00			\$ 51,800.00	\$ 66,000.00	\$ 117,800.00	323.95	323.95	323.95
315110000	IN	2	KWIK TRIP INC	0	306 N RICHMOND ST	APPLI	54911	C2	31-5-1100-00			\$ 415,600.00	\$ 1,568,900.00	\$ 1,984,500.00	5,457.38	5,457.38	5,457.38
315110100	IN	2	JN INVESTMENT PROPERTIES LLC ET AL	0	400 N RICHMOND ST, Unit 1	APPLI	54911	PDC2	31-5-1101-00			\$ 67,700.00	\$ 655,300.00	\$ 723,000.00	1,988.25	1,988.25	1,988.25
315110120	IN	2	JN INVESTMENT PROPERTIES LLC ET AL	0	400 N RICHMOND ST, Unit 2	APPLI	54911	PDC2	31-5-1101-20			\$ 16,800.00	\$ 121,800.00	\$ 138,600.00	381.15	381.15	381.15
315110121	IN	2	JN INVESTMENT PROPERTIES LLC ET AL	0	400 N RICHMOND ST, Unit 3	APPLI	54911	PDC2	31-5-1101-21			\$ 85,300.00	\$ 495,900.00	\$ 581,200.00	1,598.30	1,598.30	1,598.30
315110122	IN	2	JN INVESTMENT PROPERTIES LLC ET AL	0	400 N RICHMOND ST, Unit 4	APPLI	54911	PDC2	31-5-1101-22			\$ 14,100.00	\$ 146,600.00	\$ 160,700.00	441.93	441.93	441.93
315113801	IN	2	US SPRINT COMMUNICATIONS COMPANY	0	123 N STATE ST	APPLI	54911	CBD	31-5-1138-01			\$ 47,700.00	\$ 14,000.00	\$ 61,700.00	169.68	275.00	275.00
315113900	IN	2	2418 S ONEIDA ST LLC	0	226 N RICHMOND ST	APPLI	54911	C2	31-5-1139-00			\$ 83,600.00	\$ 100.00	\$ 83,700.00	230.18	275.00	275.00
315114700	IN	2	JAMIE L BOYCE	1	208 N RICHMOND ST	APPLI	54911	CBD	31-5-1147-00			\$ 43,300.00	\$ 83,500.00	\$ 126,800.00	348.70	348.70	348.70
315114800	IN	2	JAMIE L BOYCE	3	200 N RICHMOND ST	APPLI	54911	CBD	31-5-1148-00			\$ 60,600.00	\$ 96,000.00	\$ 156,600.00	430.65	430.65	430.65
315114801	IN	2	JAMIE L BOYCE	1	204 N RICHMOND ST	APPLI	54911	CBD	31-5-1148-01			\$ 18,400.00	\$ 89,500.00	\$ 107,900.00	296.73	296.73	296.73

315115800	IN	2	OLD BRICK PROPERTIES LLC	0	110 N RICHMOND ST	APPLI	54911	CBD	31-5-1158-00		\$ 647,700.00	\$ 489,100.00	\$ 1,136,800.00	3,126.20	3,126.20	3,126.20
315115900	IN	2	FISHER LLC	0	638 W COLLEGE AVE	APPLI	54911	CBD	31-5-1159-00		\$ 41,700.00	\$ 37,800.00	\$ 79,500.00	218.63	275.00	275.00
315116000	IN	2	EMILIANO MORALES REV LIV TRUST	2	600 W COLLEGE AVE	APPLI	54911	CBD	31-5-1160-00		\$ 65,600.00	\$ 177,000.00	\$ 242,600.00	667.15	667.15	667.15
315116200	IN	2	ANDREW THORNELL	1	602 W COLLEGE AVE	APPLI	54911	CBD	31-5-1162-00		\$ 42,900.00	\$ 127,000.00	\$ 169,900.00	467.23	467.23	467.23
315116300	IN	2	FDS LLC	0	604 W COLLEGE AVE	APPLI	54911	CBD	31-5-1163-00		\$ 36,100.00	\$ 134,500.00	\$ 170,600.00	469.15	469.15	469.15
315116400	IN	2	BRENDA L TREML	1	606 W COLLEGE AVE	APPLI	54911	CBD	31-5-1164-00		\$ 31,200.00	\$ 120,500.00	\$ 151,700.00	417.18	417.18	417.18
315116500	IN	2	BRENDA L TREML	1	610 W COLLEGE AVE	APPLI	54911	CBD	31-5-1165-00		\$ 25,700.00	\$ 128,000.00	\$ 153,700.00	422.68	422.68	422.68
315116600	IN	2	INVESTMENT CREATIONS LLC	1	612 W COLLEGE AVE	APPLI	54911	CBD	31-5-1166-00		\$ 20,700.00	\$ 131,000.00	\$ 151,700.00	417.18	417.18	417.18
315116700	IN	2	DRS INVESTMENTS LLC	1	614 W COLLEGE AVE	APPLI	54911	CBD	31-5-1167-00		\$ 18,600.00	\$ 132,000.00	\$ 150,600.00	414.15	414.15	414.15
315116800	IN	2	DANIEL J YDE	1	616 W COLLEGE AVE	APPLI	54911	CBD	31-5-1168-00		\$ 12,700.00	\$ 93,000.00	\$ 105,700.00	290.68	290.68	290.68
315116900	IN	2	ANTAR BARQUET-LEYTE ET AL	0	618 W COLLEGE AVE	APPLI	54911	CBD	31-5-1169-00		\$ 11,200.00	\$ 34,500.00	\$ 45,700.00	125.68	275.00	275.00
315117300	IN	2	GRANITE PEAK PROPERTY INVESTMENTS LP ET A	0	700 W COLLEGE AVE	APPLI	54914	CBD	31-5-1173-00		\$ 937,500.00	\$ 1,409,300.00	\$ 2,346,800.00	6,453.70	5,500.00	5,500.00
315118400	IN	2	CHRISTENSEN LAND CO	8	137 N RICHMOND ST	APPLI	54914	C2	31-5-1184-00		\$ 281,100.00	\$ 555,500.00	\$ 836,600.00	2,300.65	2,300.65	2,300.65
315118700	IN	2	EVERGREEN CREDIT UNION	0	133 N RICHMOND ST	APPLI	54914	CBD	31-5-1187-00		\$ 102,900.00	\$ 450,000.00	\$ 552,900.00	1,520.48	1,520.48	1,520.48
315121200	IN	2	JOHN C MAY REV TRUST	0	900 W COLLEGE AVE	APPLI	54914	CBD	31-5-1212-00		\$ 282,700.00	\$ 1,045,000.00	\$ 1,327,700.00	3,651.18	3,651.18	3,651.18
315121600	IN	2	CAPITAL CREDIT UNION	0	926 W COLLEGE AVE	APPLI	54914	CBD	31-5-1216-00		\$ 288,000.00	\$ 387,500.00	\$ 675,500.00	1,857.63	1,857.63	1,857.63
315128300	IN	2	TARDIGRADE PROPERTIES LLC	0	501 N RICHMOND ST	APPLI	54914	C2	31-5-1283-00		\$ 46,800.00	\$ 160,000.00	\$ 206,800.00	568.70	568.70	568.70
315191800	IN	2	FRANKLIN PROPERTIES LLC	0	500 W FRANKLIN ST	APPLI	54911	CBD	31-5-1918-00		\$ 69,900.00	\$ 206,000.00	\$ 275,900.00	758.73	758.73	758.73
				411							29,157,000.00	179,147,100.00	208,304,100.00			285,183.43

Appendix F

Map of District



**City of Appleton
2026 Business Improvement District
(BID)**

- Downtown BID Boundary
- Contributing BID Properties
- Non-Contributing BID Properties

N
 June 2025

2024

Appleton
DOWNTOWN
incorporated

BUSINESS IMPROVEMENT DISTRICT
& CREATIVE DOWNTOWN APPLETON

ANNUAL REPORT

A Year of
Connection,
Energy & Growth



2024 ADI, BID & CDA HIGHLIGHTS

A YEAR IN REVIEW AND A LOOK AHEAD TO 2025

DOWNTOWN APPLETON THRIVES IN 2024

What a year it's been in Downtown Appleton! We continue to experience incredible growth and positive momentum across the district, and I'm thrilled to share some highlights and look ahead to an even brighter future.

In 2024, Downtown has experienced significant commercial and residential development growth, bringing new energy and life to the district. The strength and diversity of our business mix continues to be a key driver of our local economy, creating a dynamic and resilient environment. We've prioritized maintaining a clean and welcoming district, recognizing its crucial role in attracting visitors and fostering community pride.

Of course, Downtown Appleton wouldn't be the same without the vibrant events and exceptional experiences. From our summer concert series to seasonal celebrations, we've focused on creating opportunities for connection and belonging, making our Downtown a place where everyone feels welcome.

Looking ahead to 2025, the excitement is clear! We're anticipating an infusion of new restaurants that will further enhance our culinary scene. The expanded and renovated Appleton Public Library opened its doors, and the new Trout Museum of Art will be a transformative addition, enriching our cultural landscape. We're also gearing up to welcome Draft attendees, showcasing the best of Downtown Appleton to a wider audience. Additionally, our organization will take on a collaborative, long-range strategic planning process to align a clear vision of the future of Downtown.

We continue to prioritize our core programs that showcase the distinctive attractions and vitality of our Downtown. This includes our image marketing campaign and new website. Additionally, we aim to improve pedestrian safety and enhance public art to create more accessible and enjoyable streets and a vibrant neighborhood where people can live, work, play and thrive. Most importantly, we are committed to providing dedicated support to our Downtown businesses, which are the backbone of our community.

We're confident that 2025 will bring us even closer to realizing our shared vision. Thank you to everyone who makes Downtown Appleton One Great Place. We look forward to continuing this journey together!

-Jennifer Stephany, Executive Director

MARKETING

Web: Total Active Users **195K**

Social Media —



26,511
LIKES



8,995
FOLLOWERS

150,978
TOTAL
ENGAGEMENTS

12,350
TOTAL
ENGAGEMENTS



22,404
LIKES



37,245
TOTAL
ENGAGEMENTS

2024 MARKETING PROJECTS

Image Marketing Strategy —

Developed and implemented a strategic marketing plan across multiple channels, tailored to meet the unique needs and interests of Downtown Appleton's core audiences.

New Website —

Together with Coalesce, a full-service marketing agency based in Downtown Appleton, we crafted and unveiled a fresh website. Featuring a sleek, user-friendly design, our new site is both intuitive and visually compelling. Designed to be interactive, contemporary, and mobile-friendly, it invites visitors with a warm and welcoming experience as they plan their next trip to Downtown Appleton.

GIFT CERTIFICATES

1,908 Total number sold

\$63,390 Total value sold



CREATIVE
DOWNTOWN APPLETON

MISSION

To create and enhance the cultural environment of Downtown Appleton by providing opportunities for community access to arts, music, and cultural activities.

In 2024, we continued to bring this mission to life through a variety of impactful projects, including:

- **Paint the City III** - Expanding our vibrant mural initiative to bring more public art to Downtown Appleton.
- **Avenue of Ice** - Showcasing stunning ice sculptures that celebrate art and creativity in the heart of winter.
- **Light the Night Market: Holiday Edition** - Creating a festive experience filled with live entertainment, artisan vendors, and holiday cheer.
- **Chalk Walk** - Transforming sidewalks into colorful works of art through community participation.
- **Avenue of Angels** - Building on the tradition of the Avenue of Angels, we continue to brighten the holiday season with these stunning works of art to light up College Avenue.
- **Mile of Music Partner** - Advocate for one of Downtown Appleton's signature music events that brings live, original music to the community.



Each of these projects plays a vital role in making Downtown Appleton a dynamic and welcoming destination for arts, music, and cultural engagement.

2024 BUSINESS IMPROVEMENT DISTRICT HIGHLIGHTS

"Downtown Appleton's success is a direct result of the collaborative efforts of ADI, BID, and CDA. Through our joint programs, grant support for businesses, memorable experiences, and consistent "One Great Place" branding, we're strengthening our district. Our unique structure and partnership with the City of Appleton fuels investment and ensures a vibrant future for Downtown Appleton. Thank you to everyone involved in making our Downtown thrive!"

- Walter Schonfeld, BID Board President

BID GRANT INVESTMENTS

The Business Improvement District total assessed value of the 202 BID properties experienced an overall increase of 4.85%, resulting in a current assessed value of \$182,853,500

The 2025 BID Budget reflects the BID Board of Directors, City Planning Commission and City Council approved BID rate of \$2.75 per \$1000 of assessed value, with a minimum of \$275 and maximum of \$5500.

DOWNTOWN BY THE NUMBERS

- Over \$250M in new Development Investment since 2020
- Residential occupancy is steady at 94%
- 104,584 total Downtown hotel room nights in 2024
- Estimated event attendance of more than 760,000 across 75 Downtown event days in 2024
- Downtown Attractions welcomed 365,352 visitors through their doors last year

Commercial Property Breakdown —

Retail 15%
 Hospitality 24%
 Office/Service 40%
 Attractions 4%
 Vacancy 17%



*Percentage breakdown is calculated based on unit use.

GRANT SUPPORT



TIF Grants —

City of Appleton TIFs #11 and #12 Business Enhancement Grants awarded to 3 properties totaling \$19,170 and leveraging just over \$64,092 in private investment in these districts.



Scan to access the 2025 Collaborative BID/ADI/CDA Operating Plan

KEEPING DOWNTOWN CLEAN



656 HOURS

The C.A.R.E. Team, in partnership with Riverview Gardens and the City of Appleton, in 2024 completed 656 hours of cleaning and collected 117 bags of garbage. The program served 375 Service

Works participants. They acquire employability training while contributing to the cleanliness of the district.



370 HOURS

In 2024, we continued our contract with the Pfefferle Management team to help keep Downtown clean and beautiful for the community. They completed 370 hours of service helping cleanup garbage, remove graffiti and repair miscellaneous damage throughout the district.

BUSINESS IMPROVEMENT DISTRICT

REVENUE	2024 Actual	2025 Budget
BID Assessments	275,355	275,896
Allocated Carryover	18,262	4,000
TOTAL	\$293,617	\$279,896
EXPENSES		
Contracted Services		
ADI Staff	55,000	55,000
Administrative	6,846	6,396
BID Audit	3,371	3,500
Marketing and Printing	110,000	100,000
Economic Development		
Façade Grant	49,078	45,000
Recruitment Grant	10,650	15,000
Business, Employee & Resident Recruitment	10,257	15,000
Maintenance Services		
Maintenance/Flowers	31,528	40,000
TOTAL	\$276,730	\$279,896
CARRYOVER	\$16,887	

**APPLETON DOWNTOWN, INC. AND
CREATIVE DOWNTOWN APPLETON, INC.
BOARD OF DIRECTORS 2024**

PRESIDENT

Lyssa King, Downtown Resident & King Brokerage

PAST PRESIDENT

Laura Vargosko, Thrivent Financial

VICE PRESIDENT

Steve Lonsway, Stone Arch Brewpub

SECRETARY

Kolby Knuth, Knuth Financial Planning and The 513

TREASURER

Tom Klister, FORE Development • Investment Group

Natalie Klika, Johnson Financial Group

Madera Allan, Lawrence University

Todd Heid, Heid Music

Jeff Gelger, J. Gelger Consulting

Amanda Furman, Furman Real Estate Collective

Bri Kaphelm, Spats

Matt Rehbein, City of Appleton

Monika Austin, Beatnik Betty's Resale Butik

Jon Searles, Wisconsin Housing and Economic
Development Authority

Stephanie Lowney, U.S. Venture, Energy Division

Monika Austin, Beatnik Betty's Resale Butik

Kay Halbrook, Telmark Sales Solutions

**BUSINESS IMPROVEMENT DISTRICT
BOARD OF DIRECTORS 2024**

PRESIDENT

Gary Schmitz, Community Advocate

TREASURER

Jason Druxman, Avenue Jewelers

SECRETARY

Bill Wetzel, Acoca Coffee

Tim Ceman, Nobel Assets

Brad Schwebs, Pfefferte Management

Nate Weyenberg, Angels Forever-Windows of Light

Benjamin King, Downtown Resident and King Brokerage

Walter Schonfeld, DKS Management Service, LLC

David Kress, City of Appleton

APPLETON DOWNTOWN, INC.

STAFF 2024

EXECUTIVE DIRECTOR

Jennifer Stephany

EVENTS DIRECTOR

Carissa Gliniecki

MARKETING DIRECTOR

Abby Novak

EVENTS COORDINATOR

Sandy Storch

**COMMUNITY
PARTNERSHIP
DIRECTOR**

Meghan Warner

**ADMINISTRATIVE &
MARKETING COORDINATOR**

Meghan Petters

THANK YOU

Thank you for sponsoring our events and creative projects in 2024!

4Imprint

Air Wisconsin

Amscor

Ascension

AT&T

Ballard Glen

BAM Coatings

Bazil's

The Boldt Company

Brian Hodgkiss Injury Lawyers

Christine Williams

City of Appleton

Coalesce Marketing & Design

Community First Credit Union

Consolidated Construction Co.

CopperLeaf Boutique Hotel

Crane Engineering

Cutco

Event Production Systems (EPS)

Festival Foods

Fleet Farm

Floors by Angie

Fox Cities Convention & Visitors Bureau

Gateway Chiropractic

General Beer

Heid Music & Heid Music Foundation

Hilton Appleton Paper Valley Hotel

Hoffman Planning, Design &
Construction Inc.

Johnson Financial Group

Kay Distributing

Knuth Financial Life Planning

Lee Beverage

MIle of Music Festival

NAI Pfefferte / Pfefferte Management

Network Health

Octoberfest

Odyssey Climbing

OSMS

Prevea Health

Runaway Shoes

Steve & Teri Winter

Sure-Dry Basement Systems

TDS

ThedaCare

Ulness Health

U.S. Bank

U.S. Venture

Warning Lites of Appleton, Inc

Willems Marketing

Wisconsin Distributors

Woodward Community Media

Thank you to our
Star Supporters!



2024 AWARD WINNERS

Business of the Year Award - DePawsitory

Presented to the Business or entity that stands out from the rest and captured the admiration of the Downtown.

Bernie Pearlman Downtowner Award - Yee Lee Vue and Family

Presented to a person who has had a significant positive impact on Downtown and displays an overwhelming passion for its success.

**The Mike Pfefferte Dreamers & Doers Award -
Fox Commons Development**

Presented to the business, group or individual who has significantly enhanced, for years to come, the physical and/or economic landscape of the Downtown.

President's Award - Avenue Jewelers

Presented to an individual, group or business who, within their working relationship with ADI and the Downtown, went above and beyond that usual relationship to contribute to the success of Downtown.

**Harvey Samson Outstanding Volunteer Award -
Paul Shrode & Boy Scout Troop 2**

Presented to an individual whose time and commitment to the effort of building a strong Downtown highlights him or her as an outstanding volunteer and community advocate.

Downtown Renovation Award - Jeffrey and Jennifer Kippa

Presented to a business that has invested in the physical appearance of the building they call home in our Downtown neighborhood.

Rising Star Award - The Coop

Presented to a business new to Downtown in the last year that shows longevity and fulfills a need in the Downtown.

Walter Kalata Landmark Award - Fox Cities Performing Arts Center

Presented to a business that has withstood the test of time and operates with passion and a strong commitment to Downtown. A place where people can remember the past and converse about the future.

Appleton Downtown, Inc.

Creative Downtown Appleton, Inc.

Business Improvement District

333 W. College Ave., Suite 100, Appleton, WI 54911

920-954-9112 • Fax 920-954-0219 • info@appletondowntown.org

appletondowntown.org



Appleton

#onegreatplace

**CITY OF APPLETON
BUSINESS IMPROVEMENT DISTRICT**

**A COMPONENT UNIT OF THE
CITY OF APPLETON, WISCONSIN**

**FINANCIAL STATEMENTS AND
SUPPLEMENTARY INFORMATION**

YEAR ENDED DECEMBER 31, 2024



CPAs | CONSULTANTS | WEALTH ADVISORS

[CLAconnect.com](https://www.CLAconnect.com)

**CITY OF APPLETON BUSINESS IMPROVEMENT DISTRICT
APPLETON, WISCONSIN
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YEAR ENDED DECEMBER 31, 2024**

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INDEPENDENT AUDITORS' REPORT

Board of Directors
Appleton Business Improvement District
City of Appleton, Wisconsin

Report on the Audit of the Financial Statements

Opinion

We have audited the accompanying financial statements of Appleton Business Improvement District (the District), a component unit of the City of Appleton, Wisconsin, as of and for the year ended December 31, 2024, and the related notes to the financial statements which collectively comprise the District's basic financial statements as listed in the table of contents.

In our opinion, the financial statements referred to above present fairly, in all material respects, the financial position of the District as of December 31, 2024, and the changes in financial position and its cash flows for the year then ended in accordance with accounting principles generally accepted in the United States of America.

Basis for Opinion

We conducted our audit in accordance with auditing standards generally accepted in the United States of America (GAAS). Our responsibilities under those standards are further described in the Auditors' Responsibilities for the Audit of the Financial Statements section of our report. We are required to be independent of the District and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

Responsibilities of Management for the Financial Statements

Management is responsible for the preparation and fair presentation of these financial statements in accordance with accounting principles generally accepted in the United States of America; and for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, management is required to evaluate whether there are conditions or events, considered in the aggregate, that raise substantial doubt about the District's ability to continue as a going concern for twelve months beyond the financial statement date, including any currently known information that may raise substantial doubt shortly thereafter.

Board of Directors
Appleton Business Improvement District
City of Appleton, Wisconsin

Auditors' Responsibilities for the Audit of the Financial Statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditors' report that includes our opinion. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with GAAS will always detect a material misstatement when it exists. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Misstatements are considered material if there is a substantial likelihood that, individually or in the aggregate, they would influence the judgment made by a reasonable user based on the financial statements.

In performing an audit in accordance with GAAS we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the financial statements.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the District's internal control. Accordingly, no such opinion is expressed.
- Evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statements.
- Conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the District's ability to continue as a going concern for a reasonable period of time.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit, significant audit findings, and certain internal control related matters that we identified during the audit.

Required Supplementary Information

Management has omitted the management's discussion and analysis that accounting principles generally accepted in the United States of America require to be presented to supplement the basic financial statements. Such missing information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board, who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. Our opinion on the basic financial statements is not affected by this missing information.

Board of Directors
Appleton Business Improvement District
City of Appleton, Wisconsin

Supplementary Information

Our audit was conducted for the purpose of forming an opinion on the District's financial statements that collectively comprise the District's basic financial statements. The schedule of revenues, expenses, and changes in net position – budget and actual is presented for purposes of additional analysis and is not a required part of the basic financial statements. Such information is the responsibility of management and was derived from and relates directly to the underlying accounting and other records used to prepare the financial statements. The schedule of revenues, expenses, and changes in net position – budget and actual has been subjected to the auditing procedures applied in the audit of the basic financial statements, and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States of America. In our opinion, the schedule of revenues, expenses, and changes in net position – budget and actual is fairly stated in all material respects in relation to the basic financial statements as a whole.

Report on Summarized Comparative Information

We have previously audited the District's 2023 financial statements, and we expressed an unmodified opinion on the financial statements of the District in our report dated June 4, 2024. In our opinion, the summarized comparative information presented herein as of and for the year ended December 31, 2023, is consistent, in all material respects, with the audited financial statements from which it has been derived.



CliftonLarsonAllen LLP

Green Bay, Wisconsin
July 11, 2025

FINANCIAL STATEMENTS

**CITY OF APPLETON BUSINESS IMPROVEMENT DISTRICT
 APPLETON, WISCONSIN
 STATEMENT OF NET POSITION
 DECEMBER 31, 2024
 (WITH SUMMARIZED FINANCIAL INFORMATION AS OF DECEMBER 31, 2023)**

	2024	2023
ASSETS		
Current Assets:		
Cash and Investments	\$ 350,903	\$ 267,934
Special Assessments Receivable	110,337	128,930
Total Assets	461,240	396,864
 LIABILITIES		
Current Liabilities:		
Accounts Payable	122,627	69,267
 DEFERRED INFLOWS OF RESOURCES		
BID Assessments Levied for Subsequent Year	275,897	275,356
 NET POSITION		
Unrestricted	62,716	52,241
Total Net Position	\$ 62,716	\$ 52,241

See accompanying Notes to Financial Statements.

**CITY OF APPLETON BUSINESS IMPROVEMENT DISTRICT
APPLETON, WISCONSIN
STATEMENT OF REVENUES, EXPENSES, AND CHANGES IN NET POSITION
YEAR ENDED DECEMBER 31, 2024
(WITH SUMMARIZED FINANCIAL INFORMATION FOR THE YEAR ENDED DECEMBER 31, 2023)**

	2024	2023
OPERATING REVENUES		
BID Assessments	\$ 275,356	\$ 241,512
OPERATING EXPENSES		
Contracted Services	55,000	49,756
Administrative:		
Telephone	2,839	2,996
Office Supplies	226	447
Postage	329	892
Conferences/Workshops/Classes	264	120
Dues, Fees, and Subscriptions	1,370	1,320
Facility Rent	1,780	558
Total Administrative	6,808	6,333
Audit and Accounting Services	3,371	3,356
Marketing:		
Advertising	109,763	76,841
Printing	237	1,762
Total Marketing	110,000	78,603
Economic Development Projects:		
Sidewalk Maintenance/Amenities	31,566	28,723
Façade Grants	49,079	35,993
Marketing Grants	-	8,045
Recruiting Grant	10,650	8,575
Business Recruitment	10,258	2,550
Total Economic Development Projects	101,553	83,886
Total Operating Expenses	276,732	221,934
OPERATING INCOME (LOSS)	(1,376)	19,578
NONOPERATING REVENUES		
Investment Income	11,851	8,901
CHANGE IN NET POSITION	10,475	28,479
Net Position - Beginning of Year	52,241	23,762
NET POSITION - END OF YEAR	\$ 62,716	\$ 52,241

See accompanying Notes to Financial Statements.

CITY OF APPLETON BUSINESS IMPROVEMENT DISTRICT
APPLETON, WISCONSIN
STATEMENT OF CASH FLOWS
YEAR ENDED DECEMBER 31, 2024
(WITH SUMMARIZED FINANCIAL INFORMATION FOR THE YEAR ENDED DECEMBER 31, 2023)

	2024	2023
CASH FLOWS FROM OPERATING ACTIVITIES		
Cash Received from District Members	\$ 294,490	\$ 242,427
Cash Paid to Suppliers	(223,372)	(190,052)
Net Cash Provided (Used) by Operating Activities	71,118	52,375
CASH FLOWS FROM INVESTING ACTIVITIES		
Gain (Loss) in Pooled Cash	11,851	8,901
CHANGE IN CASH AND CASH EQUIVALENTS	82,969	61,276
Cash and Cash Equivalents - Beginning of Year	267,934	206,658
CASH AND CASH EQUIVALENTS - END OF YEAR	\$ 350,903	\$ 267,934
RECONCILIATION OF OPERATING INCOME TO NET CASH PROVIDED (USED) BY OPERATING ACTIVITIES		
Operating Income	\$ (1,376)	\$ 19,578
Adjustments to Reconcile Operating Income to Net Cash Provided (Used) by Operating Activities:		
Change in Operating Assets and Liabilities:		
Special Assessments Receivable	18,593	(32,929)
Accounts Payable	53,360	31,882
BID Assessments Levied for Subsequent Year	541	33,844
Net Cash Provided (Used) by Operating Activities	\$ 71,118	\$ 52,375

See accompanying Notes to Financial Statements.

**CITY OF APPLETON BUSINESS IMPROVEMENT DISTRICT
APPLETON, WISCONSIN
NOTES TO FINANCIAL STATEMENTS
DECEMBER 31, 2024**

NOTE 1 SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

The financial statements of the City of Appleton Business Improvement District, Appleton, Wisconsin (the District), have been prepared in conformity with accounting principles generally accepted in the United States of America (U.S. GAAP) as applied to government units. The Governmental Accounting Standards Board (GASB) is the accepted standard-setting body for establishing governmental accounting and financial reporting principles. The significant accounting principles and policies utilized by the District are described below:

A. Reporting Entity

Wisconsin Statutes allow for the creation of Business Improvement Districts (BID). A BID is a geographic area within a municipality consisting of contiguous parcels, which are subject to assessments, where the assessment revenue must be used to benefit the BID. The purpose was to authorize cities, villages, and towns to create one or more business improvement districts to allow businesses within those districts to develop, manage, maintain, and promote their districts and to establish an assessment method to fund these activities. A BID affords property owners and business people a very real role in directing those affairs within the district, which influences their investment and environment. It also ensures that the beneficiaries of district programs participate in the funding of the programs.

The District is a legal entity separate and distinct from the City of Appleton, Wisconsin. The District is governed by a nine member appointed board and approved by the Common council. The members serve staggered, two year terms. A majority of the board members shall own or occupy real property in the District.

B. Measurement Focus and Basis of Accounting

The accounting and financial reporting treatment applied to the District is determined by its measurement focus. The transactions of the District are accounted for using the *economic resources measurement focus*. With this measurement focus, all assets, deferred outflows of resources, liabilities, and deferred inflows of resources associated with the operations are included on the statement of net position.

The statement of net position and statement of revenues, expenses, and changes in net position are reported using the accrual basis of accounting. Under the accrual basis of accounting, revenues are recognized when earned and expenses are recorded when the liability is incurred or economic asset used. Revenues, expenses, gains, losses, assets, and liabilities resulting from exchange and exchange like transactions are recognized when the exchange takes place. Assessments are levied upon all property within the District and are recognized as revenues in the year for which they are levied. At year end, assessments for the following year are recorded as receivables and deferred inflows of resources. Grants and similar items are recognized as revenues as soon as all eligibility requirements imposed by the provider are met. Special assessments are recorded as revenue when earned. Unbilled receivables are recorded as revenues when services are provided.

**CITY OF APPLETON BUSINESS IMPROVEMENT DISTRICT
APPLETON, WISCONSIN
NOTES TO FINANCIAL STATEMENTS
DECEMBER 31, 2024**

NOTE 1 SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (CONTINUED)

B. Measurement Focus and Basis of Accounting (Continued)

The District distinguishes *operating* revenues and expenses from *nonoperating* items. Operating revenues and expenses generally result from providing services and producing and delivering goods in connection with a proprietary fund's principal ongoing operations. The principal operating revenues of the District are charges to the district members. Operating expenses for the District include salaries and wages, operation and maintenance, business development and promotions. All revenues and expenses not meeting this definition are reported as nonoperating revenues and expenses.

When both restricted and unrestricted resources are available for use, it is the District's policy to use restricted resources first, then unrestricted resources, as they are needed.

C. Assets, Liabilities, Deferred Outflows/Inflows of Resources, and Net Position

1. Cash and Investments

Cash and investments are combined in the financial statements. Cash deposits consist of demand and time deposits with financial institutions. Investments are stated at fair value. Fair value is the price that would be received to sell an asset in an orderly transaction between market participants at the measurement date.

2. BID Special Assessments

The primary source of revenue for the District is an assessment levied on property located within District boundaries. The BID assessments are determined in November, and included as a special charge on each property owner's tax bill within the District and become an enforceable lien on December 31. The BID assessments are due in full to the City by January 31st of the subsequent year, which the City collects and distributes to the District.

3. Deferred Outflows/Inflows of Resources

Deferred outflows of resources are a consumption of net position by the government that is applicable to a future reporting period. Deferred inflows of resources are an acquisition of net position by the government that is applicable to a future reporting period. The recognition of those outflows and inflows as expenses or expenditures and revenues are deferred until the future periods to which the outflows and inflows are applicable.

**CITY OF APPLETON BUSINESS IMPROVEMENT DISTRICT
APPLETON, WISCONSIN
NOTES TO FINANCIAL STATEMENTS
DECEMBER 31, 2024**

NOTE 1 SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (CONTINUED)

**C. Assets, Liabilities, Deferred Outflows/Inflows of Resources, and Net Position
(Continued)**

4. Net Position

Equity is classified as net position and displayed in three components:

- Net Investment in Capital Assets. Amount of capital assets, net of accumulated depreciation, and capital related deferred outflows of resources less outstanding balances of any bonds, mortgages, notes, or other borrowings that are attributable to the acquisition, construction, or improvement of those assets and any capital related deferred inflows of resources.
- Restricted Net Position. Amount of net position that is subject to restrictions that are imposed by 1) external groups, such as creditors, grantors, contributors or laws or regulations of other governments or 2) law through constitutional provisions or enabling legislation.
- Unrestricted Net Position. Net position that is neither classified as restricted nor as net investment in capital assets.

5. Claims and Judgements

Claims and judgements are recorded as expenses when the related liabilities are incurred.

D. Prior Year Information

Comparative amounts for the prior year have been presented in the financial statements to provide an understanding of changes in the District's financial position and operations. The comparative amounts may be summarized in total and not at the level of detail required for a presentation in conformity with generally accepted accounting principles. Accordingly, such information should be read in conjunction with the District's financial statements for the year ended December 31, 2023, from which the summarized information was derived.

**CITY OF APPLETON BUSINESS IMPROVEMENT DISTRICT
APPLETON, WISCONSIN
NOTES TO FINANCIAL STATEMENTS
DECEMBER 31, 2024**

NOTE 2 STEWARDSHIP AND COMPLIANCE

A. Operating Plan

The budgetary information is derived from the District's annual operating plan budget and is presented using the same basis of accounting as described in Note 1.B. The 2024 Operating Plan, as approved by the board of directors and common council, included provisions for District assessments and related spending of \$293,617. The board of directors and management use the budget to manage the District's program activities; however, the budget does not represent a legal budget establishing specific line item expenditure limits.

NOTE 3 DETAILED NOTES ON ALL FUNDS

A. Cash and Investments

The District's cash and investments total \$350,903 are commingled with the cash and investment accounts of the City of Appleton; therefore, individual bank balances of the District cannot be determined. Please refer to the City's financial statements for further information.

The City's Annual Comprehensive Financial Report can be located at www.appletonwi.gov/government/departments/finance.

NOTE 4 OTHER INFORMATION

A. Risk Management

The District is exposed to various risks of loss related to torts; theft of, damage to and destruction of assets; errors and omissions; and natural disasters for which the government carries commercial insurance. The District completes an annual review of its insurance coverage to ensure adequate coverage.

B. Contingencies

From time to time, the District is party to other various pending claims and legal proceedings. Although the outcome of such matters cannot be forecast with certainty, it is the opinion of management that the likelihood is remote that any such claims or proceedings will have a material adverse effect on the District's financial position or results of operations.

SUPPLEMENTARY INFORMATION

**CITY OF APPLETON BUSINESS IMPROVEMENT DISTRICT
APPLETON, WISCONSIN
SCHEDULE OF REVENUES, EXPENSES, AND CHANGES IN NET POSITION
BUDGET AND ACTUAL
YEAR ENDED DECEMBER 31, 2024**

	Original Budget	Final Budget	Actual	Variance Final Budget - Positive (Negative)
OPERATING REVENUES				
Bid Assessments	\$ 275,355	\$ 275,355	\$ 275,356	\$ 1
OPERATING EXPENSES				
Contracted Services	55,000	55,000	55,000	-
Administrative:				
Telephone	-	-	2,839	(2,839)
Office Supplies	-	-	226	(226)
Postage	-	-	329	(329)
Conferences/Workshops/Classes	-	-	264	(264)
Dues, Fees, and Subscriptions	-	-	1,370	(1,370)
Facility Rent	-	-	1,780	(1,780)
Total Administrative	<u>7,017</u>	<u>7,017</u>	<u>6,808</u>	<u>209</u>
Audit and Accounting Services	3,100	3,100	3,371	(271)
Marketing:				
Advertising	110,000	110,000	109,763	237
Printing	-	-	237	(237)
Total Marketing	<u>110,000</u>	<u>110,000</u>	<u>110,000</u>	<u>-</u>
Economic Development Projects:				
Sidewalk Maintenance/Amenities	43,500	43,500	31,566	11,934
Façade Grants	45,000	45,000	49,079	(4,079)
Recruiting Grant	15,000	15,000	10,650	4,350
Business Recruitment	15,000	15,000	10,258	4,742
Total Economic Development Projects	<u>118,500</u>	<u>118,500</u>	<u>101,553</u>	<u>16,947</u>
Total Operating Expenses	<u>293,617</u>	<u>293,617</u>	<u>276,732</u>	<u>16,885</u>
OPERATING INCOME (LOSS)	(18,262)	(18,262)	(1,376)	16,886
NONOPERATING REVENUES				
Investment Income	-	-	11,851	11,851
CHANGE IN NET POSITION	(18,262)	(18,262)	10,475	28,737
Net Position - Beginning of Year	<u>52,241</u>	<u>52,241</u>	<u>52,241</u>	<u>-</u>
NET POSITION - END OF YEAR	<u>\$ 33,979</u>	<u>\$ 33,979</u>	<u>\$ 62,716</u>	<u>\$ 28,737</u>



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CITY OF APPLETON

MEMORANDUM

Date: August 27, 2025
To: Plan Commission
From: Colin Kafka, Principal Planner
Subject: Informational Presentation of Draft Municipal Code Text Amendments –
Chapter 23 Zoning: Article III. Sec. 23-54 Temporary Uses and Structures

PURPOSE OF MUNICIPAL CODE TEXT AMENDMENTS

1. Expedite the approval of temporary uses by proposing to eliminate the duplication of permitting and licensing for temporary uses between Chapter 23 Zoning Ordinance and Chapter 9 Licenses, Permits, and Business Regulations.
 2. Retain and update temporary use regulations pursuant to the proposed removal of the temporary use permitting requirements and procedures.
 3. Make minor adjustments to existing temporary use standards to correct vague language for consistent administration of the Zoning Ordinance.
-

GENERAL INFORMATION

Community Development Department Planning staff collaborated with the City Attorney's Office and the City Clerk's Office on the proposed draft Chapter 23 Zoning text amendments to eliminate duplication of permitting requirements found elsewhere in the Municipal Code or policies (specifically Chapter 9 Licenses, Permits, and Business Regulations).

Staff found that most temporary uses required to have a temporary use permit by the Community Development Department overlaps with the review of licenses required for the same uses by the City Clerk's Office. Community Development staff participate in the review of licenses, and City Clerk's Office staff participate in the review of temporary use permits. Since both reviews involve multiple City departments, this results in the unnecessary redundancy of application, fee, and review incurred on the applicants.

The proposed text amendments to Sec. 23-54 would:

- **Remove the Temporary Use Permit Requirement:** The requirements for a temporary use permit found under Sec. 23-54(b – f) would be eliminated as would the associated fees and staff review process. Community Development staff, along with other City Department staff, would continue to be involved in the review of City Clerk license applications.
- **Retain and Clarify Standards:** The standards and regulations for temporary uses and structures will be kept to ensure consistent application and enforcement of Sec. 23-54. Proposed modifications to the temporary use standards and regulations include allowing several temporary uses into additional commercial and industrial zoning districts for consistency, as well as clarifying durations for temporary uses and structures where necessary.

- **Create Temporary Use Standards for Mobile Food Vendors:** Temporary use standards for Mobile Food Vendors (food trucks) is proposed to be further clarified. Currently, permits for mobile food vendors are issued under '*Sec. 23-54(i)(4) - Temporary structures other than tents, canopies, temporary contractor's offices, or portable storage units.*' The proposed Mobile Food Vendor temporary use would follow similar standards that are applied today.

PROPOSED DRAFT TEXT AMENDMENTS

The text recommended to be added is underlined. The text recommended for deletion is identified by ~~strikethrough~~.

RECOMMENDATION

Based upon the above analysis, staff recommend the Plan Commission review the draft Municipal Code text amendments included in this report, discuss and receive public input on the proposed changes, and direct staff to make any revisions and prepare the necessary public hearing notices for the proposed text amendments to Chapter 23 Zoning.

NOTE: Chapter 23 Zoning text amendments initiated by Plan Commission will be processed in accordance with Section 23-65(c), Zoning Text Amendments. This process would include future review and action by Plan Commission (after public hearing), as well as review and action by Common Council.

Sec. 23-54. Temporary uses and structures.

(a) **Purpose.** This section is intended to provide for the regulation and control of temporary uses and temporary structures that occur on private property on an intermittent basis or for a specific period of time, not intended to become a permanent use or structure. This section ~~administrative procedure will assure~~ensure that standards are addressed and that the temporary use or temporary structure will not have a negative impact on adjacent properties and neighborhoods.

~~(b) **Permit required.** All temporary uses and structures shall obtain a temporary use permit pursuant to the procedures set forth in this section prior to the establishment of a temporary use or structure, unless otherwise stated in this section.~~

~~(c) **Permit applications and fees.** Application for a temporary use or structure shall be filed with the Community Development Director on forms available in the Community Development Department. Each application shall be accompanied by:~~

- ~~(1) A site plan drawing, drawn to scale, showing the property lines and dimensions, location of all existing and proposed structures/buildings, parking lot landscaping areas, on street/off street parking spaces and drive aisles, driveways, location, size and setback dimensions to property lines of the proposed temporary use and/or structure.~~
- ~~(2) Other information and plans as may be required by the Community Development Director to determine whether a temporary use/structure permit application should be approved, conditionally approved, or denied. The Community Development Director may also authorize omission of any information or plans if he or she finds they are not necessary.~~
- ~~(3) Permit fee. The fee for a temporary use/structure permit shall be established by the Common Council and is on file in the Office of the City Clerk.~~

~~(d) **Action upon acceptance of a permit application.**~~

- ~~(1) After acceptance of a complete application, the Community Development Director shall forward each application for a temporary use or temporary structure to the City Clerk's Office, Inspections Division, Fire Department, Health Department, Police Department, and Public Works Department Engineering Division. An authorized representative from each department shall review each application for a temporary use or temporary structure, insofar as the application relates to their respective department's duties based upon the City of Appleton Municipal Code, to determine whether the application for a temporary use or temporary structure complies with the ordinances and laws applicable thereto. These representatives shall furnish the Community Development Director, in writing, their recommendation as to whether an application for a temporary use or temporary structure should be approved, approved conditionally, or denied within five (5) business days after the application has been accepted by the Community Development Director.~~
- ~~(2) Within ten (10) business days after acceptance of a complete application and after notification to the City departments listed above, the Community Development Director shall approve, approve with conditions, deny such temporary use, or temporary structure permit.~~
- ~~(3) If there is recommendation for denial, the Community Development Director shall reject such temporary use or temporary structure permit in writing to the applicant stating the reasons for denial.~~

~~(e) **Time limits on permit applications.** All temporary uses and structures shall be confined to the dates specified by the Community Development Director, on the temporary use permit.~~

~~(f) **Violations; penalty.** Failure to comply with the approved or conditionally approved temporary use permit or the provisions of this chapter, or failure to obtain a temporary use permit shall be a violation of this section. Administration and enforcement shall be as prescribed in §23-69 of this chapter.~~

(gb) **General standards.** All temporary uses and structures shall meet the following requirements:

- (1) **Lot and setback requirements.**

- a. A temporary use and/or temporary structure shall not occur or be placed on a vacant lot, unless otherwise stated in this section.
- b. A temporary use and/or temporary structure shall comply with the minimum front, rear and side yard setback requirements for the principal structure (development standards) of the zoning district in which the temporary use or temporary structure is located, unless otherwise stated in this section.
- c. A temporary use and/or temporary structure shall not be placed in an area intended for emergency service vehicles.
- d. A temporary use and/or temporary structure that is located in a parking lot shall not occupy more than forty percent (40%) of the available parking spaces for the principal use(s).
- e. A temporary use and/or temporary structure shall not impede the vehicular traffic circulation or the movement of emergency vehicles on the lot.
- f. A temporary use and/or temporary structure shall not be placed in the required interior or perimeter parking lot landscaping areas.

(2) **Outdoor lighting.** The minimum regulations of §23-53, Outdoor lighting shall be complied with.

(3) **Parking spaces.** All required parking spaces shall be provided on the same lot with the temporary use, unless otherwise stated in this section. The number of parking spaces required for the temporary use is based on parking requirements for the most similar use type listed under §23-172 of this chapter, unless otherwise stated in this section. However, due to the primary pedestrian orientation of the Central Business District (CBD), the off-street parking requirements are not required for temporary uses located in the CBD. In addition, the number of off-street parking and loading spaces required are reduced by fifty percent (50%) for uses in the C-1 district.

(4) **Food sales.** Food sales shall be licensed and operated under valid City of Appleton Health Department permits pursuant to the Municipal Code and state laws.

(5) **Sanitary facilities.** Sanitary facilities, either portable or permanent, shall be made available to all employees, attendants and participants of the temporary use or temporary structure during its operation hours, as determined and required by the Inspections Supervisor.

(6) **Other code requirements.** The applicant shall apply for and receive all applicable permits and licenses pursuant to the Municipal Code prior to establishing a temporary use and/or temporary structure on a lot.

(7) **Cleanup.** The site shall be completely cleaned of unsold merchandise, debris and temporary structures including, but not limited to: trash receptacles, signs, stands, poles, electrical wiring or any other fixtures and accessories or equipment connected therewith, after the termination of the temporary use or temporary structure.

(h) **Temporary uses.** The following temporary uses may be permitted as specified:

(1) **Outdoor sale of seasonal agricultural products.**

- a. Permitted zoning districts: AG, P-I, C-1, C-2 or CBD.
- b. Outdoor sales of seasonal agricultural products may be allowed on a lot for no more than one hundred twenty (120) total days per calendar year.
- c. The provision for parking spaces shall be provided on the same lot with the temporary use and/or on-street, pursuant to the requirements of §23-54(b)(3). ~~except the provision for parking spaces are not required for temporary uses located in the Central Business District (CBD).~~
- d. Outdoor sale of seasonal agricultural products are exempt from the setback requirements of §23-54(b)(1)b, except that no outdoor sale of seasonal agricultural products, shall be located within the vision corner, pursuant to §23-50, of this chapter.

- e. Temporary structures associated with the temporary use shall comply with the standards of this section.

(2) ***Outdoor Christmas tree sales lot (including incidental sale of Christmas related items).***

- a. Permitted zoning districts: AG, R-1A, R-1B, R-1C, R-2, R-3, P-I, C-1, C-2, or CBD.
- b. Outdoor Christmas tree sales lot (including incidental sale of Christmas related items) may be allowed on a lot for no more than forty-five (45) total days per calendar year.
- c. The provision for parking spaces shall be provided on the same lot with the temporary use and/or on-street, pursuant to the requirements of §23-54(b)(3), except the provision for parking spaces are not required for temporary uses located in the Central Business District (CBD).
- d. Hours of operation for an outdoor Christmas tree sales lot (including incidental sale of Christmas related items) shall be limited to 8:00 a.m. to 8:00 p.m. when placed on a residential zoned lot or associated with a residence.
- e. Outdoor Christmas tree sales lot (including incidental sale of Christmas related items) are exempt from the setback requirements of §23-54(~~gb~~)(1)b, except that no outdoor Christmas tree sales lot (including incidental sale of Christmas related items) shall be located within the vision corner, pursuant to §23-50, of this chapter.
- f. Temporary structures associated with the temporary use shall comply with the standards of this section.

(3) ***Outdoor fireworks sales.***

- a. Permitted zoning districts: C-1, C-2 or CBD.
- b. ~~Outdoor fireworks sales may be allowed on a lot for no more than sixty (60) total days per calendar year.~~ Outdoor fireworks sales may be allowed on a lot pursuant to the timeframe listed on the fireworks vendor license issued by the City Clerks Office.
- c. The provision for parking spaces shall be provided on the same lot with the temporary use and/or on-street, pursuant to the requirements of §23-54(b)(3), except the provision for parking spaces are not required for temporary uses located in the Central Business District (CBD).
- d. Outdoor fireworks sales are exempt from the setback requirements of §23-54(~~gb~~)(1)b, except that no outdoor fireworks sales shall be located within the vision corner, pursuant to §23-50, of this chapter.
- e. Temporary structures associated with the temporary use shall comply with the specific regulations of this section.

(4) ***Rummage sales.***

- a. Permitted zoning districts: Any district when incidental to a residential dwelling.
- b. ~~No temporary use permit is required pursuant to §23-54(b).~~ - Provision for parking spaces is not required for rummage sales.
- c. Rummage sales may be allowed on a lot for no more than three (3) consecutive days and ~~that~~ no lot shall be used for more than three (3) such sales in one (1) calendar year.
- d. The display of rummage sale items are exempt from the setback requirements of §23-54(~~gb~~)(1)b, except that no rummage sale items shall be displayed and/or sold within the vision corner, pursuant to §23-50, of this chapter.

e. Temporary structures associated with the temporary use shall comply with the standards of this section.

(5) ***Outdoor temporary merchandise sales other than outdoor seasonal agricultural products, outdoor Christmas tree sales, outdoor firework sales/stands, rummage sales and outdoor farmers markets.***

a. Permitted zoning districts: C-1, C-2 or CBD.

~~b. No more than four (4) temporary use permits per lot shall be issued per calendar year.~~

~~b.e. Outdoor temporary merchandise sales may be allowed on a lot for no more than five (5) consecutive days and no lot shall be used for more than four (4) such sales per one (1) calendar year. The maximum time limit per temporary use permit shall be five (5) days.~~

~~c. d. The provision for parking spaces shall be provided on the same lot with the temporary use, pursuant to the requirements of §23-54(b)(3), except the provision for parking spaces are not required for temporary uses located in the Central Business District (CBD).~~

~~d. e. Outdoor temporary merchandise sales are exempt from the setback requirements of §23-54(b)(1)b, except that no outdoor temporary merchandise sales shall be displayed and/or sold within the vision corner, pursuant to §23-50, of this chapter.~~

~~e. f. Temporary structures associated with the temporary use shall comply with the standards of this section.~~

(6) ***Outdoor farmers market.***

a. Permitted zoning districts: AG, P-I, C-1, C-2 or CBD.

b. Outdoor farmers market may be allowed on a lot pursuant to the dates listed on the farmers market license issued by the City Clerks Office. ~~Outdoor farmers market may be allowed on a lot for no more than one hundred twenty (120) total days per calendar year.~~

c. The provision for parking spaces shall be provided on the same lot with the temporary use, pursuant to the requirements of §23-54(b)(3). ~~except the provision for parking spaces are not required for temporary uses located in the Central Business District (CBD).~~

d. Outdoor farmers markets are exempt from the setback requirements of §23-54(~~gb~~)(1)b, except that no outdoor farmers market shall be located within the vision corner, pursuant to §23-50, of this chapter.

e. Temporary structures associated with the temporary use shall comply with the specific regulations of this section.

(7) ***Temporary model home sales office.***

a. Permitted zoning districts: R-1A, R-1B, R-1C, R-2 or R-3.

~~b. No temporary use permit is required pursuant to §23-54(b).~~

~~b.e.~~ Temporary model home sales offices may be allowed on a lot for the purpose of promoting the sale, or rental of dwellings and/or lots, which are located only within the same residential development or subdivision for a period of three (3) years.

~~c.d.~~ The provision for parking spaces shall be provided on the same lot with the temporary use and/or on-street, pursuant to the requirements of §23-54(b)(3). ~~except the provision for parking spaces are not required for temporary uses located in the Central Business District (CBD).~~

~~d.e.~~ There is no more than one (1) temporary model home sales office in the residential development or subdivision.

~~e.f.~~ The temporary model home sales office shall be designed as a permanent dwelling that meets all relevant requirements of the Municipal Code.

~~f.g.~~ The temporary model home sales office will be converted to residential use after it is used as a temporary model home sales office.

(8) *Mobile food vendor*

~~a.~~ Permitted zoning districts: P-I, C-O, C-1, C-2, CBD, M-1, or M-2.

~~b.~~ Outdoor food vendor sales may be allowed on a lot for no more than one hundred twenty (120) total days per calendar year.

~~c.~~ The provision for parking spaces shall be provided on the same lot with the temporary use, pursuant to the requirements of §23-54(b)(3).

~~d.~~ Outdoor food vendor sales are exempt from the setback requirements of §23-54(b)(1)b, except that no outdoor food vendor sales shall be located within the vision corner, pursuant to §23-50, of this chapter.

~~e.~~ Temporary structures associated with the temporary use shall comply with the specific regulations of this section.

(d) *Temporary structures.* The following temporary structures may be permitted as specified:

(1) *Temporary contractor's offices.*

a. Permitted zoning districts: Any district when associated with a construction project.

~~b.~~ No temporary use permit is required pursuant to §23-54(b). Provision for parking spaces is not required for temporary contractor's offices.

c. Temporary contractor's offices may be located on a lot or vacant lot where there is a valid building permit issued for a permanent structure.

d. Temporary contractor's offices shall be removed from the site upon issuance of a certificate of occupancy permit or upon occupancy of the permanent structure.

e. Temporary contractor's offices shall be setback at least ten (10) feet from any property line.

f. Temporary contractor's offices shall not be located within the vision corner, pursuant to §23-50, of this chapter.

(2) *Tents or canopies.*

a. Permitted zoning districts: Any district when associated with any permitted temporary use not including temporary model home sales office.

~~1.~~ No temporary use permit is required pursuant to §23-54(b).

~~12.~~ The maximum time limit shall be equal to the allowable time period for the temporary use, where such tent is incidental to the temporary use.

~~2.3.~~ Tents or canopies shall not be located within the vision corner, pursuant to §23-50, of this chapter.

b. Permitted zoning districts: C-1, C-2, CBD, M-1, or M-2 district when associated with an outdoor display.

~~1.~~ No temporary use permit is required pursuant to §23-54(b).

~~1.2.~~ The maximum time limit shall be equal to the allowable time period for the outdoor display, where such tent is incidental to the outdoor display.

~~2.3.~~ Tents or canopies shall not be located within the vision corner, pursuant to §23-50, of this chapter.

(3) **Portable storage units.**

a. Permitted zoning districts: Any district when incidental to a residential dwelling.

~~1.~~ No temporary use permit is required pursuant to §23-54(b).

~~1.2.~~ A maximum of four (4) portable storage units not exceeding a cumulative gross floor area of two hundred (200) square feet shall be permitted on a lot for no more than sixty (60) total days per calendar year.

~~2.3.~~ The portable storage unit shall be placed on an impervious surface.

~~3.4.~~ The portable storage unit shall not be located within the vision corner, pursuant to §23-50, of this chapter.

~~4.5.~~ Portable storage units shall not be used for the purposes of a garage or shed.

b. Permitted zoning districts: P-I, C-O, C-1, C-2, CBD, M-1 or M-2.

~~1.~~ No more than three (3) temporary use permits per business shall be issued per calendar year.

~~1.2.~~ Two (2) portable storage units shall be the maximum allowed per lot temporary use permit.

~~2.3.~~ Portable storage units may be allowed on a lot for no more than thirty (30) consecutive days and no lot shall be used for more than three (3) times per one (1) calendar year. The maximum time limit per temporary use permit shall be thirty (30) days.

~~3.4.~~ Portable storage units shall be placed on an impervious surface.

~~4.5.~~ Portable storage units may be placed on a lot within a designated loading space or shall be placed on a lot pursuant to §23-54(~~g~~b), of this chapter.

(4) **Temporary structures other than tents, canopies, temporary contractor's offices, or portable storage units.**

a. Permitted zoning districts: Any district.

b. Temporary structures may be located on a lot provided the use occupying a temporary structure is listed as a principal permitted use or special use in the underlying zoning district.

c. The maximum time limit of the temporary structure other than a tent, canopy, temporary contractor's office, or portable storage unit permit shall be equal to the allowable time period for the temporary use, where such temporary structure is associated with a temporary use.

d. Except as set forth in §23-54(~~id~~)(4)c, the maximum time limit of the permit for a temporary structure may be approved for a period not to exceed six (6) months per calendar year.

e. Temporary structures shall not be placed or located on pervious surfaces.

f. Temporary structures shall not be located within the vision corner, pursuant to §23-50 of this chapter.

(e) **Other temporary uses or temporary structures.** The Community Development Director may determine that an unlisted temporary use or temporary structure may be allowed if it is similar in character to other temporary uses or temporary structures listed in this section and meets the intent of this ordinance.

Table 3. Permitted Temporary Uses and Structures by Type and Zoning District.

Temporary Use Type	AG	R-1A R-1B R-1C R-2 R-3	NC	P-I	C-O	C-1	C-2	CBD	M-1	M-2	P
Outdoor sales of Seasonal Agricultural Products	<u>AP</u>	*	*	<u>AP</u>	*	<u>AP</u>	<u>AP</u>	<u>AP</u>	*	*	*
Outdoor Farmers Market	<u>AP</u>	*	*	<u>AP</u>	*	<u>A*</u>	<u>AP</u>	<u>AP</u>	*	*	*
<u>Outdoor Food Vendor Sales</u>	<u>_</u>	<u>_</u>	<u>_</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>_</u>
Outdoor Temporary Merchandise Sales	*	*	*	*	*	<u>A*</u>	<u>AP</u>	<u>AP</u>	*	*	*
Circus and Carnival	*	*	*	S	*	*	S	*	*	*	*
Rummage sales, when incidental to a residential dwelling	A	A	A	A	A	A	A	A	A	A	A
Outdoor Christmas tree sales lot	<u>AP</u>	<u>AP</u>	*	<u>AP</u>	*	<u>AP</u>	<u>AP</u>	<u>AP</u>	*	*	*
Outdoor Fireworks sales	*	*	*	*	*	<u>AP</u>	<u>AP</u>	<u>AP</u>	*	*	*
Temporary Model Home sales office	*	A	*	*	*	*	*	*	*	*	*
Temporary structures	<u>AP</u>	<u>PA</u>	<u>PA</u>	<u>PA</u>	<u>PA</u>	<u>PA</u>	<u>PA</u>	<u>PA</u>	<u>PA</u>	<u>PA</u>	<u>PA</u>
Temporary Construction Contractor's Offices/Trailers	A	A	A	A	A	A	A	A	A	A	A
Portable storage unit when incidental to a residential dwelling	A	A	A	A	A	A	A	A	A	A	A
Portable storage unit	*	*	*	<u>AP</u>	<u>AP</u>	<u>PA</u>	<u>PA</u>	<u>PA</u>	<u>PA</u>	<u>PA</u>	*
Tents/canopies when associated with temporary use	A ¹	A ¹	A ¹	A ¹	A ¹	A ¹	A ¹	A ¹	A ¹	A ¹	A ¹
Tents/canopies when associated with outdoor display	*	*	*	*	*	A ¹	A ¹	A ¹	<u>A¹*</u>	A ¹	*

* = Temporary use type not allowed

A = Allowed ~~without a temporary use permit.~~

A¹ = Allowed ~~without a temporary use permit.~~ **However, Tents greater than 200 square feet and Canopies greater than 400 square feet require a permit from the Appleton Fire Department.**

~~P~~ = ~~Temporary use permit required~~

~~S~~ = ~~Special Use Permit Required~~

(Ord 145-08, §1, 10-7-08 (repealed and recreated entire §23-54))

Sec. 23-54. Temporary uses and structures.

(a) **Purpose.** This section is intended to provide the regulation and control of temporary uses and temporary structures that occur on private property on an intermittent basis or for a specific period of time, not intended to become a permanent use or structure. This section will ensure that standards are addressed and that the temporary use or temporary structure will not have a negative impact on adjacent properties and neighborhoods.

(b) **General standards.** All temporary uses and structures shall meet the following requirements:

(1) **Lot and setback requirements.**

- a. A temporary use and/or temporary structure shall not occur or be placed on a vacant lot, unless otherwise stated in this section.
- b. A temporary use and/or temporary structure shall comply with the minimum front, rear and side yard setback requirements for the principal structure (development standards) of the zoning district in which the temporary use or temporary structure is located, unless otherwise stated in this section.
- c. A temporary use and/or temporary structure shall not be placed in an area intended for emergency service vehicles.
- d. A temporary use and/or temporary structure that is located in a parking lot shall not occupy more than forty percent (40%) of the available parking spaces for the principal use(s).
- e. A temporary use and/or temporary structure shall not impede the vehicular traffic circulation or the movement of emergency vehicles on the lot.
- f. A temporary use and/or temporary structure shall not be placed in the required interior or perimeter parking lot landscaping areas.

(2) **Outdoor lighting.** The minimum regulations of §23-53, Outdoor lighting shall be complied with.

(3) **Parking spaces.** All required parking spaces shall be provided on the same lot with the temporary use, unless otherwise stated in this section. The number of parking spaces required for the temporary use is based on parking requirements for the most similar use type listed under §23-172 of this chapter, unless otherwise stated in this section. However, due to the primary pedestrian orientation of the Central Business District (CBD), the off-street parking requirements are not required for temporary uses located in the CBD. In addition, the number of off-street parking and loading spaces required are reduced by fifty percent (50%) for uses in the C-1 district.

(4) **Food sales.** Food sales shall be licensed and operated under valid City of Appleton Health Department permits pursuant to the Municipal Code and state laws.

(5) **Sanitary facilities.** Sanitary facilities, either portable or permanent, shall be made available to all employees, attendants and participants of the temporary use or temporary structure during its operation hours, as determined and required by the Inspections Supervisor.

(6) **Other code requirements.** The applicant shall apply for and receive all applicable permits and licenses pursuant to the Municipal Code prior to establishing a temporary use and/or temporary structure on a lot.

(7) **Cleanup.** The site shall be completely cleaned of unsold merchandise, debris and temporary structures including, but not limited to: trash receptacles, signs, stands, poles, electrical wiring or any other fixtures and accessories or equipment connected therewith, after the termination of the temporary use or temporary structure.

(c) **Temporary uses.** The following temporary uses may be permitted as specified:

(1) **Outdoor sale of seasonal agricultural products.**

- a. Permitted zoning districts: AG, P-I, C-1, C-2 or CBD.

- b. Outdoor sales of seasonal agricultural products may be allowed on a lot for no more than one hundred twenty (120) total days per calendar year.
- c. The provision for parking spaces shall be provided on the same lot with the temporary use and/or on-street, pursuant to the requirements of §23-54(b)(3).
- d. Outdoor sale of seasonal agricultural products are exempt from the setback requirements of §23-54(b)(1)b, except that no outdoor sale of seasonal agricultural products, shall be located within the vision corner, pursuant to §23-50, of this chapter.
- e. Temporary structures associated with the temporary use shall comply with the standards of this section.

(2) ***Outdoor Christmas tree sales lot (including incidental sale of Christmas related items).***

- a. Permitted zoning districts: AG, R-1A, R-1B, R-1C, R-2, R-3, P-I, C-1, C-2, or CBD.
- b. Outdoor Christmas tree sales lot (including incidental sale of Christmas related items) may be allowed on a lot for no more than forty-five (45) total days per calendar year.
- c. The provision for parking spaces shall be provided on the same lot with the temporary use and/or on-street, pursuant to the requirements of §23-54(b)(3).
- d. Hours of operation for an outdoor Christmas tree sales lot (including incidental sale of Christmas related items) shall be limited to 8:00 a.m. to 8:00 p.m. when placed on a residential zoned lot or associated with a residence.
- e. Outdoor Christmas tree sales lot (including incidental sale of Christmas related items) are exempt from the setback requirements of §23-54(b)(1)b, except that no outdoor Christmas tree sales lot (including incidental sale of Christmas related items) shall be located within the vision corner, pursuant to §23-50, of this chapter.
- f. Temporary structures associated with the temporary use shall comply with the standards of this section.

(3) ***Outdoor fireworks sales.***

- a. Permitted zoning districts: C-1, C-2 or CBD.
- b. Outdoor fireworks sales may be allowed on a lot pursuant to the timeframe listed on the fireworks vendor license issued by the City Clerks Office.
- c. The provision for parking spaces shall be provided on the same lot with the temporary use and/or on-street, pursuant to the requirements of §23-54(b)(3).
- d. Outdoor fireworks sales are exempt from the setback requirements of §23-54(b)(1)b, except that no outdoor fireworks sales shall be located within the vision corner, pursuant to §23-50, of this chapter.
- e. Temporary structures associated with the temporary use shall comply with the specific regulations of this section.

(4) ***Rummage sales.***

- a. Permitted zoning districts: Any district when incidental to a residential dwelling.
- b. Provision for parking spaces is not required for rummage sales.
- c. Rummage sales may be allowed on a lot for no more than three (3) consecutive days and no lot shall be used for more than three (3) such sales in one (1) calendar year.

- d. The display of rummage sale items are exempt from the setback requirements of §23-54(b)(1)b, except that no rummage sale items shall be displayed and/or sold within the vision corner, pursuant to §23-50, of this chapter.
 - e. Temporary structures associated with the temporary use shall comply with the standards of this section.
- (5) ***Outdoor temporary merchandise sales other than outdoor seasonal agricultural products, outdoor Christmas tree sales, outdoor firework sales/stands, rummage sales and outdoor farmers markets.***
- a. Permitted zoning districts: C-1, C-2 or CBD.
 - b. Outdoor temporary merchandise sales may be allowed on a lot for no more than five (5) consecutive days and no lot shall be used for more than four (4) such sales in one (1) calendar year.
 - c. The provision for parking spaces shall be provided on the same lot with the temporary use, pursuant to the requirements of §23-54(b)(3).
 - d. Outdoor temporary merchandise sales are exempt from the setback requirements of §23-54(b)(1)b, except that no outdoor temporary merchandise sales shall be displayed and/or sold within the vision corner, pursuant to §23-50, of this chapter.
 - e. Temporary structures associated with the temporary use shall comply with the standards of this section.
- (6) ***Outdoor farmers market.***
- a. Permitted zoning districts: AG, P-I, C-1, C-2 or CBD.
 - b. Outdoor farmers market may be allowed on a lot pursuant to the dates listed on the farmers market license issued by the City Clerks Office.
 - c. The provision for parking spaces shall be provided on the same lot with the temporary use, pursuant to the requirements of §23-54(b)(3).
 - d. Outdoor farmers markets are exempt from the setback requirements of §23-54(b)(1)b, except that no outdoor farmers market shall be located within the vision corner, pursuant to §23-50, of this chapter.
 - e. Temporary structures associated with the temporary use shall comply with the specific regulations of this section.
- (7) ***Temporary model home sales office.***
- a. Permitted zoning districts: R-1A, R-1B, R-1C, R-2 or R-3.
 - b. Temporary model home sales offices may be allowed on a lot for the purpose of promoting the sale, or rental of dwellings and/or lots, which are located only within the same residential development or subdivision for a period of three (3) years.
 - c. The provision for parking spaces shall be provided on the same lot with the temporary use and/or on-street, pursuant to the requirements of §23-54(b)(3).
 - d. There is no more than one (1) temporary model home sales office in the residential development or subdivision.
 - e. The temporary model home sales office shall be designed as a permanent dwelling that meets all relevant requirements of the Municipal Code.

- f. The temporary model home sales office will be converted to residential use after it is used as a temporary model home sales office.

(8) *Mobile food vendor*

- a. Permitted zoning districts: P-I, C-O, C-1, C-2, CBD, M-1, or M-2.
- b. Outdoor food vendor sales may be allowed on a lot for no more than one hundred twenty (120) total days per calendar year.
- c. The provision for parking spaces shall be provided on the same lot with the temporary use, pursuant to the requirements of §23-54(b)(3).
- d. Outdoor food vendor sales are exempt from the setback requirements of §23-54(b)(1)b, except that no outdoor food vendor sales shall be located within the vision corner, pursuant to §23-50, of this chapter.
- e. Temporary structures associated with the temporary use shall comply with the specific regulations of this section.

- (d) ***Temporary structures.*** The following temporary structures may be permitted as specified:

(1) *Temporary contractor's offices.*

- a. Permitted zoning districts: Any district when associated with a construction project.
- b. Provision for parking spaces is not required for temporary contractor's offices.
- c. Temporary contractor's offices may be located on a lot or vacant lot where there is a valid building permit issued for a permanent structure.
- d. Temporary contractor's offices shall be removed from the site upon issuance of a certificate of occupancy permit or upon occupancy of the permanent structure.
- e. Temporary contractor's offices shall be setback at least ten (10) feet from any property line.
- f. Temporary contractor's offices shall not be located within the vision corner, pursuant to §23-50, of this chapter.

(2) *Tents or canopies.*

- a. Permitted zoning districts: Any district when associated with any permitted temporary use not including temporary model home sales office.
 - 1. The maximum time limit shall be equal to the allowable time period for the temporary use, where such tent is incidental to the temporary use.
 - 2. Tents or canopies shall not be located within the vision corner, pursuant to §23-50, of this chapter.
- b. Permitted zoning districts: C-1, C-2, CBD, M-1, or M-2 district when associated with an outdoor display.
 - 1. The maximum time limit shall be equal to the allowable time period for the outdoor display, where such tent is incidental to the outdoor display.
 - 2. Tents or canopies shall not be located within the vision corner, pursuant to §23-50, of this chapter.

(3) *Portable storage units.*

- a. Permitted zoning districts: Any district when incidental to a residential dwelling.
 - 1. A maximum of four (4) portable storage units not exceeding a cumulative gross floor area of two hundred (200) square feet shall be permitted on a lot for no more than sixty (60) total days per calendar year.
 - 2. The portable storage unit shall be placed on an impervious surface.
 - 3. The portable storage unit shall not be located within the vision corner, pursuant to §23-50, of this chapter.
 - 4. Portable storage units shall not be used for the purposes of a garage or shed.
- b. Permitted zoning districts: P-I, C-O, C-1, C-2, CBD, M-1 or M-2.
 - 1. Two (2) portable storage units shall be the maximum allowed per lot.
 - 2. Portable storage units may be allowed on a lot for no more than thirty (30) consecutive days and no lot shall be used for more than three (3) times per one (1) calendar year.
 - 3. Portable storage units shall be placed on an impervious surface.
 - 4. Portable storage units may be placed on a lot within a designated loading space or shall be placed on a lot pursuant to §23-54(b), of this chapter.

(4) Temporary structures other than tents, canopies, temporary contractor’s offices, or portable storage units.

- a. Permitted zoning districts: Any district.
- b. Temporary structures may be located on a lot provided the use occupying a temporary structure is listed as a principal permitted use or special use in the underlying zoning district.
- c. The maximum time limit of the temporary structure other than a tent, canopy, temporary contractor’s office, or portable storage unit shall be equal to the allowable time period for the temporary use, where such temporary structure is associated with a temporary use.
- d. Except as set forth in §23-54(d)(4)c, the maximum time limit of a temporary structure may not exceed six (6) months per calendar year.
- e. Temporary structures shall not be placed or located on pervious surfaces.
- f. Temporary structures shall not be located within the vision corner, pursuant to §23-50 of this chapter.

(e) **Other temporary uses or temporary structures.** The Community Development Director may determine that an unlisted temporary use or temporary structure may be allowed if it is similar in character to other temporary uses or temporary structures listed in this section and meets the intent of this ordinance.

Table 3. Permitted Temporary Uses and Structures by Type and Zoning District.

Temporary Use Type	AG	R-1A R-1B R-1C R-2 R-3	NC	P-I	C-O	C-1	C-2	CBD	M-1	M-2	P
Outdoor sales of Seasonal Agricultural Products	A	*	*	A	*	A	A	A	*	*	*

Outdoor Farmers Market	A	*	*	A	*	A	A	A	*	*	*
Outdoor Food Vendor Sales	*	*	*	A	A	A	A	A	A	A	*
Outdoor Temporary Merchandise Sales	*	*	*	*	*	A	A	A	*	*	*
Rummage sales, when incidental to a residential dwelling	A	A	A	A	A	A	A	A	A	A	A
Outdoor Christmas tree sales lot	A	A	*	A	*	A	A	A	*	*	*
Outdoor Fireworks sales	*	*	*	*	*	A	A	A	*	*	*
Temporary Model Home sales office	*	A	*	*	*	*	*	*	*	*	*
Temporary structures	A	A	A	A	A	A	A	A	A	A	A
Temporary Contractor's Offices	A	A	A	A	A	A	A	A	A	A	A
Portable storage unit when incidental to a residential dwelling	A	A	A	A	A	A	A	A	A	A	A
Portable storage unit	*	*	*	A	A	A	A	A	A	A	*
Tents/canopies when associated with temporary use	A ¹										
Tents/canopies when associated with outdoor display	*	*	*	*	*	A ¹	*				

* = Temporary use type not allowed

A = Allowed

A¹ = Allowed **However, Tents greater than 200 square feet and Canopies greater than 400 square feet require a permit from the Appleton Fire Department.**

(Ord 145-08, §1, 10-7-08 (repealed and recreated entire §23-54))



CITY OF APPLETON

MEMORANDUM

Date: August 27, 2025
To: Plan Commission
From: Don Harp, Principal Planner
Subject: Informational Presentation of Draft Shoreland-Wetland, Shoreland Zoning Text and Shoreland District Map Amendments – Chapter 23 of the Municipal Code

PURPOSE OF MUNICIPAL CODE TEXT AMENDMENTS

The Wisconsin Department of Natural Resources (DNR) notified the City of the presence of wetlands that are five (5) acres or greater in size within the City corporate limits.

Pursuant to Wisconsin State Statutes 62.231 Zoning of wetlands in shorelands and NR 117.05 Shoreland-wetland protection standards, all cities are required to adopt and enforce zoning ordinances consistent with Chapter NR 117 of the Wisconsin Administrative Code standards for all wetlands of 5 acres or more, which are shown on the Wisconsin Wetland Inventory map and which are located in shorelands within the City corporate limits.

Shoreland areas are generally defined as follows:

1. 1,000 feet of the ordinary high-water mark of navigable lakes, ponds and flowages.
2. 300 feet of the ordinary high-water mark of navigable rivers or streams or to the landward side of floodplain, whichever is larger.

The proposed shoreland-wetland regulations govern the type of uses allowed in wetlands near rivers and lakes with some activities requiring a permit from the City. Activities include, but are not limited to, construction of roads, limited filling and excavating for public boat launch ramps, and construction and maintenance of electric, telephone and railroad lines.

The amendments include the following sections:

1. Create Article XI. Section 23-326 Shoreland-Wetland Zoning District Regulations.
 2. Amend Article XIX. Shoreland Zoning, delete text language located in Section 23-752 (b)(3) related to the reference “Probable Non-Navigable Stream” and associated text.
-

GENERAL INFORMATION

The Department of Public Works, Engineering Division, City Attorney's Office and Community Development Department Planning staff collaborated on the proposed draft Chapter 23 Zoning text and Shoreland District Map amendments. The Shoreland District Map amendment will include adding wetland boundary lines of 5 acres or more from the DNR Surface Water Data Viewer (see attached map). The Official Shoreland District map amendment will be presented at the public hearing.

On August 13, 2025, the DNR confirmed the attached draft text amendments are in compliance with the minimum requirements of Wisconsin State Statutes 62.231 Zoning of wetlands in shorelands and NR 115 Shoreland protection and NR 117 Shoreland-wetland protection.

PROPOSED DRAFT TEXT AMENDMENTS

The text recommended to be added is underlined. The text recommended for deletion is identified by ~~strikethrough~~.

RECOMMENDATION

Based upon the above analysis, staff recommend the Plan Commission review the draft Municipal Code text amendments included in this report, discuss and receive public input on the proposed changes, and direct staff to make any revisions and prepare the necessary public hearing notices for the proposed text/map amendments to Chapter 23 Zoning.

NOTE: Chapter 23 Zoning text/map amendments initiated by Plan Commission will be processed in accordance with Section 23-65(c), Zoning Text Amendments. This process would include future review and action by Plan Commission (after public hearing), as well as review and action by Common Council.

ARTICLE XI. SHORELAND-WETLAND ZONING DISTRICT REGULATIONS

Sec. 23-326. Regulations for the protection of wetlands within the shoreland.

(a) **Statutory Authority.** This article is adopted pursuant to the authorization in §62.231, Wisconsin State Statutes (2023-2024) and Chapter NR 117, Wisconsin Administrative Code (November 2024), as amended from time to time.

(b) **Definitions.** All definitions identified in Chapter NR 117, Wisconsin Administrative Code (November 2024), as amended from time to time, are hereby incorporated by reference. For the purpose of administering and enforcing this ordinance, the terms or words used herein shall be interpreted as follows: Words used in the present tense include the future; words in the singular number include the plural number; words in the plural number include the singular number. The word "shall" is mandatory, not permissive. All distances unless otherwise specified, shall be measured horizontally.

- (1) **Boathouse** means a permanent structure used for the storage of watercraft and associated materials and includes all structures which are totally enclosed, have roofs or walls or any combination of structural parts.
- (2) **Development** means any man-made change to improved or unimproved real estate, including, but not limited to, the construction of buildings, structures or accessory structures; the construction of additions or substantial alterations to buildings, structures or accessory structures; the placement of buildings or structures; ditching, lagooning, dredging, filling, grading, paving, excavation or drilling operations; and the deposition or extraction of earthen materials.
- (3) **Drainage system** means one or more artificial ditches, tile drains or similar devices which collect surface runoff or groundwater and convey it to a point of discharge.
- (4) **Fixed houseboat** means a structure not actually used for navigation which extends beyond the ordinary high-water mark of a navigable waterway and is retained in place either by cables to the shoreline or by anchors or spud poles attached to the bed of the waterway.
- (5) **Permit** means written authorization made by the City of Appleton to the applicant to undertake certain activities in accordance with provisions of the Municipal Code of the City of Appleton.
- (6) **Wetlands** means those areas where water is at, near or above the land surface long enough to support aquatic or hydrophytic vegetation and which have soils indicative of wet conditions.
- (7) **Wetland alteration** means any filling, flooding, draining, dredging, ditching, tiling, excavating, temporary water level stabilization measures or dike and dam construction in a wetland area.
- (8) **WDNR** means the Wisconsin Department of Natural Resources.

(c) **Finding of Fact and Purpose.** Uncontrolled use of the shoreland-wetlands and the pollution of navigable waters adversely affect public health, safety, convenience, and general welfare. The Wisconsin Legislature has delegated responsibility to all municipalities to:

- (1) Promote public health, safety, convenience, and general welfare;
- (2) Maintain storm and floodwater storage capacity of wetlands;
- (3) Prevent and control water pollution by preserving wetlands which filter or store sediments, nutrients, heavy metals or organic compounds that would otherwise drain into navigable waters;
- (4) Protect fish, their spawning grounds, other aquatic life, and wildlife by preserving wetlands and aquatic habitat;
- (5) Prohibit certain uses detrimental to the shoreland-wetland area; and
- (6) Preserve shore cover and natural beauty by restricting the removal of natural shoreland cover and controlling shoreland-wetland excavation, filling, and other earth-moving activities.

(d) **Shoreland-wetland zoning maps.** The following maps are hereby adopted and made part of this article:

- (1) The most recent version of the Wisconsin Wetland Inventory as depicted on the Wisconsin Department of Natural Resources (WDNR) Surface Water Data Viewer.
- (2) City of Appleton Official Shoreland Zoning District Map, effective July 23, 2014, as amended.
- (3) City of Appleton Zoning Map, effective May 22, 1994, as amended.
- (4) Flood Insurance Rate Maps adopted in subsection 23-205(b)(1)-(2), as amended.
- (5) United States Geological Survey Maps titled and dated.

(e) **District Boundaries.** The Shoreland-Wetland Zoning District includes all mapped wetlands in the city which:

- (1) Are five (5) acres or larger in size;
- (2) Are designated wetlands as depicted in the most recent version of the WDNR Surface Water Data Viewer or SWDV, the official record of the Wisconsin Wetland Inventory (WWI); and
- (3) Are located within the shoreland zoning district, defined as:
 - a. Within 1,000 feet of the ordinary high-water mark of a navigable lake, pond, or flowage. Lakes, ponds, or flowages in the City of Appleton shall be presumed to be navigable if they are listed in the most recent version of the WDNR' publication "Surface Water Resources of Outagamie County" or shown on U.S. Geological Survey Quadrangle maps, or other zoning base maps which have been incorporated by reference and made a part of this article; or
 - b. Within 300 feet of the ordinary high-water mark of a navigable river or stream, or to the landward side of the floodplain, whichever distance is greater. Rivers and streams shall be presumed to be navigable if they are designated as either continuous or intermittent waterways on the United States Geological Survey quadrangle maps or other zoning base maps which have been incorporated by reference and made a part of this ordinance. Floodplain Insurance Rate Maps adopted in section 23-326(d)(4) shall be used to determine the extent of floodplain areas.

(f) **Director of Public Works.** The Director of Public Works or designee is authorized to administer this article and shall have the following duties and powers:

- (1) Develop and maintain a system for issuing and keeping permits for all new construction, development, reconstruction, structural alteration or moving of buildings and structures, and for other types of development, including the construction and reconstruction of roads.
- (2) Conduct on-site inspections of approved projects to ensure compliance with this article and terms of approval, revoke permits where the conditions of a permit are violated and issue certificates of compliance.
- (3) Maintain a complete record of all proceedings before the Board of Appeals, Plan Commission, and Common Council.
- (4) Determinations of navigability and ordinary high-water mark location shall initially be made by the Director of Public Works or designee. When questions arise, the Director of Public Works or designee shall contact the appropriate district office of the WDNR for a final determination of navigability or ordinary high-water mark.
- (5) When an apparent discrepancy exists between the shoreland-wetland zoning district boundary shown on the Wisconsin Wetland Inventory as depicted on the WDNR's Surface Water Data View or SWDV and actual field conditions at the time the maps were adopted, the Director of Public Works or designee shall contact the appropriate office of the WDNR to determine if the shoreland-wetland zoning district boundary as mapped, is in error. If WDNR concurs with the Director of Public Works or designee that a particular area was incorrectly mapped as a wetland, the Director of Public Works or designee shall have the authority to immediately direct the Zoning Administrator to grant or deny a land use or building permit in accordance with the regulations applicable to the respective zoning district.
- (6) Provide written notice to the appropriate district office of the WDNR as required by this article, including variance applications and decisions, administrative appeals for map or text interpretations to this article, and proposed amendments to map or text to this article within 10 days after the decision is made.
- (7) Maintain the Official Shoreland Zoning District Map, along with all approved map amendments.
- (8) The enforcement, issue violations, citations and penalty to any person, partnership, corporation or other legal entity that fails to comply with the provisions of this subsection shall be subject to penalty provisions as prescribed in §23-69 of this chapter. Enforcement of this subsection is prescribed in §23-69 of this chapter.
- (9) Any other duty or power necessary in the administration of this article.

(g) **Board of Appeals.** The Board of Appeals, created under §62.23(7)(e), Wisconsin State Statutes (2023-2024), as amended from time to time is hereby authorized or shall be appointed to act for the purposes of this article. The Board shall exercise the powers conferred by Wisconsin State Statutes and §23-63 and §23-67 of this chapter.

(h) **Exemptions.**

(1) Filled Wetlands. Wetlands which are filled prior to the effective date of this article, in a manner which affects their wetland characteristics to the extent that the area can no longer be defined as wetland in Section NR 117.03, are not subject to this article.

(2) Wetlands Landward of a Bulkhead Line. Wetlands located between the original ordinary high water mark and a bulkhead line established prior to May 7, 1982 under § 30.11, Wisconsin State Statutes, that are located on the landward side of the bulkhead line are not subject to this article.

(i) **Permitted uses in the Shoreland-Wetland Zoning District.** The following uses are permitted in the Shoreland-Wetland Zoning District subject to the provisions of Chapters 30 and 31, Wisconsin State Statutes and the provisions of the Municipal Code of the City of Appleton, state and federal laws, if applicable.

(1) Activities and uses which do not require the issuance of a permit, and do not involve wetland alterations, such as the following:

- a. Hiking, fishing, trapping, hunting, swimming, snowmobiling and boating;
- b. The harvesting of wild crops, such as marsh hay, ferns, moss, wild rice, berries, tree fruits and tree seeds, in a manner that is not injurious to the natural reproduction of such crops;
- c. The practice of silviculture, including the planting, thinning and harvesting of timber;
- d. The pasturing of livestock;
- e. The cultivation of agricultural crops; and
- f. The construction and maintenance of duck blinds.

(2) Activities and uses which do not require the issuance of a permit and which may involve wetland alterations but only to the extent specifically provided below:

- a. The practice of silviculture, including limited temporary water level stabilization measures which are necessary to alleviate abnormally wet or dry conditions that would have an adverse impact on the conduct of silvicultural activities if not corrected;
- b. The cultivation of cranberries, including limited wetland alterations necessary for the purpose of growing and harvesting cranberries;
- c. The construction and maintenance of fences for the pasturing of livestock, provided that including limited filling and excavating necessary for the construction and maintenance of fences;

- d. The maintenance and repair of existing drainage systems to restore pre-existing levels of drainage, including the minimum amount of filling necessary to dispose of dredged spoil, provided that the filling is otherwise permissible and that dredged spoil is placed on existing spoil banks where possible;
 - e. The construction and maintenance of piers, docks, walkways, observation decks and trail bridges built on pilings, including limited filling and excavating necessary for the installation of pilings;
 - f. The installation and maintenance of sealed tiles for the purpose of draining lands outside the shoreland-wetland zoning district provided that such installation or maintenance is done in a manner designed to minimize adverse impacts upon the natural functions of the shoreland-wetland listed in Section 23-326(1)(3) of this article; and
 - g. The maintenance, repair, replacement and reconstruction of existing highways and bridges, including limited excavating and filling necessary for such maintenance, repair, replacement or reconstruction.
- (3) Uses which are allowed upon the issuance of a permit which may include wetland alterations only to the extent specifically provided below:
- a. Roads. The construction and maintenance of roads which are necessary for the continuity of the municipal street system, the provision of essential utility and emergency services or to provide access to allow activities and the uses permitted under Section 23-326(i) of this article, provided that:
 - 1. The road cannot, as a practical matter, be located outside the wetland;
 - 2. The road is designed and constructed to minimize adverse impacts upon the natural functions of the wetland listed in Section 23-326(1)(3) this article;
 - 3. The road is designed and constructed with the minimum cross-sectional area practical to serve the intended use;
 - 4. Road construction activities are carried out in the immediate area of the roadbed only; and
 - 5. Any wetland alteration must be necessary for the construction or maintenance of the road.
 - b. Nonresidential buildings. The construction and maintenance of nonresidential buildings provided the following conditions are met:
 - 1. The building is used solely in conjunction with a use permitted in the shoreland-wetland district or for the raising of waterfowl, minnows or other wetland or aquatic animals;
 - 2. The building cannot, as a practical matter, be located outside the wetland;
 - 3. The building does not exceed 500 square feet in gross floor area; and

4. Only limited filling and excavating necessary to provide structural support for the building is allowed.

c. Public and private facilities. The establishment and development of public and private parks and recreation areas, outdoor education areas, historic, natural and scientific areas, game refuges and closed areas, fish and wildlife habitat improvement projects, game bird and animal farms, wildlife preserves and public boat launching ramps, provided the following conditions are met:

1. Only limited filling and excavating necessary for the development of public boat launching ramps, swimming beaches or the construction of park shelters or similar structures is allowed;

2. Any private development allowed under this subsection shall be used exclusively for the permitted purpose;

3. Construction and maintenance of roads necessary for the uses permitted under this subsection is allowed only if such construction and maintenance meets the criteria in Section 23-326(i)(3)a. of this article; and

4. Wetland alterations in game refuges and closed areas, fish and wildlife habitat improvement projects, game farms, and wildlife areas provided that they are done for the purpose of improving wildlife habitat or to otherwise enhance wetland values.

d. Transportation and utility services. The construction and maintenance of electric and telephone transmission lines, water and gas distribution lines and sewerage collection lines and related facilities and the construction of railroad lines provided the following conditions are met:

1. The utility transmission and distribution facilities and railroad lines cannot, as a practical matter, be located outside the wetland;

2. Only limited filling or excavating necessary for such construction or maintenance is allowed; and

3. Such construction or maintenance is done in a manner designed to minimize adverse impacts upon the natural functions of the wetland listed in Section 23-326(k)(3) of this article.

(j) **Prohibited uses.** Any use not listed in Section 23-326(i) of this article is prohibited, unless the wetland or a portion of the wetland has been rezoned by amendment of this article in accordance with Section 23-326(l) of this article.

(1) The use of a boathouse for human habitation and the construction or placement of a boathouse or fixed houseboat below the ordinary high-water mark of any navigable waters are prohibited.

(k) **Nonconforming structures and uses.** The lawful use of a building, structure or land which existed at the time this article, or an applicable amendment to this article, took effect and which is not in conformity with the provisions of this article, including the routine maintenance of such a building or structure, may be continued, subject to the following conditions

- (1) The shoreland-wetland provisions of this article authorized by §62.231, Wisconsin State Statutes (2023-24), as amended from time to time, shall not limit the repair, reconstruction, renovation, remodeling or expansion of a nonconforming structure or of any environmental control facility related to such a structure in existence on the effective date of the shoreland-wetland provisions or of any environmental control facility in existence on May 7, 1982, related to such a structure. All other nonconforming uses and structures shall comply with the provisions of the Section 23-42 of the Zoning Code for the City of Appleton.
- (2) If a nonconforming use or the use of a nonconforming structure is discontinued for 12 consecutive months, any future use of the building, structure or land shall conform to this article.
- (3) Any legal nonconforming use of land which does not involve the use of a structure and which existed at the time of the adoption or subsequent amendment of this article adopted under §62.231, Wisconsin State Statutes (2023-24), as amended from time to time, may be continued although such use does not conform to the provisions of this article. However, such nonconforming use may not be extended.
- (4) The maintenance and repair of nonconforming boathouses which are located below the ordinary high-water mark of any navigable waters shall comply with the requirements of §30.121, Wisconsin State Statutes (2023-24), as amended from time to time.

(1) Amending shoreland-wetland zoning district regulations. The Common Council may alter, supplement or change the zoning district boundaries and the regulations contained in this article in accordance with the requirements of §62.23(7)(d)2, Wisconsin State Statutes (2023-24), as amended from time to time, Chapter NR 117, Wisconsin Administrative Code, and the following:

- (1) A copy of each proposed text or map amendment shall be submitted to the appropriate district office of the WDNR within 5 days of filing of the proposed amendment with the City Clerk;
- (2) All proposed text and map amendments to the shoreland-wetland zoning district regulations shall be referred to the Planning Commission, and a public hearing shall be held after Class 2 notice as required by §62.23(7)(d)2, Wisconsin State Statutes (2023-24), as amended from time to time. The appropriate district office of the WDNR shall be provided with written notice of the public hearing at least 10 days prior to such hearing.
- (3) In order to ensure that this article will remain consistent with the shoreland protection objectives of §281.31, Wisconsin State Statutes (2023-24), as amended from time to time, the Common Council may not rezone a wetland in a Shoreland-Wetland Zoning District, or any portion thereof, where the proposed rezoning may result in a significant adverse impact upon any of the following wetland functions:
 - a. Stormwater and floodwater storage capacity;
 - b. Maintenance of dry season stream flow or the discharge of groundwater to a wetland, the recharge of groundwater from a wetland to another area or the flow of groundwater through a wetland;
 - c. Filtering or storage of sediments, nutrients, heavy metals or organic compounds that would otherwise drain into navigable waters;
 - d. Shoreline protection against soil erosion;
 - e. Fish spawning, breeding, nursery or feeding grounds;

f. Wildlife habitat; or

g. Areas of special recreational, scenic or scientific interest, including scarce wetland types and habitat of endangered species.

(4) If the district office of the WDNR determines that a proposed rezoning may have a significant adverse impact upon any of the criteria listed in Section 23-326(1)(3) of this article, the WDNR shall so notify the City of its determination either prior to or during the public hearing held on the proposed amendment.

(5) The appropriate district office of the WDNR shall be provided with:

a. A copy of the recommendation and report, if any, of the Planning Commission on a proposed text or map amendment within 10 days after the submission of those recommendations to the Common Council.

b. Written notice of the action on the proposed text or map amendment within 10 days after the action is taken.

(6) If the WDNR notifies the Planning Commission in writing that a proposed amendment may have a significant adverse impact upon any of the criteria listed in Section 23-326(1)(3) of this article that the proposed amendment, if approved by the Common Council, shall contain the following provision:

a. “ This ordinance amendment shall not become effective until more than 30 days have elapsed since written notice of the Common Council’s approval was mailed to the district office of the WDNR, as required by Section 23-326(1)(5) of this article. If within the 30 day period the district office of the WDNR notifies the City that the WDNR intends to adopt a superseding shoreland-wetland zoning ordinance for the city as provided by § 62.231(6), Wisconsin State Statutes (2023-24), as amended from time to time, the proposed amendment shall not become effective until the ordinance adoption procedure under § 62.231(6), Wisconsin State Statutes (2023-24), as amended from time to time, is completed or otherwise terminated.”

23-327– 23-389. Reserved.

ARTICLE XIX. SHORELAND ZONING

Sec. 23-752. Jurisdiction.

The jurisdiction of this chapter shall include all the shorelands of the City which are:

- (a) Within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages. Lakes, ponds, or flowages in the City shall be presumed to be navigable if they are listed in the Wisconsin Department of Natural Resources’ publication “Surface Water Resources of Outagamie County” or shown on U.S. Geological Survey Quadrangle maps. If evidence to the contrary is presented, the Director of Public Works shall make the initial determination whether or not the lake, pond, or flowage in question is navigable under the laws of the State. The Director of Public Works shall also make the initial determination of the location of the Ordinary High Water Mark.

(b) Within 300 feet of the ordinary high water mark of navigable rivers or streams. For the purposes of this subsection, rivers and streams in the City shall be presumed to be navigable if they are designated under one of the following categories on the City of Appleton Official Shoreland Zoning District Map:

(1) Navigable Stream

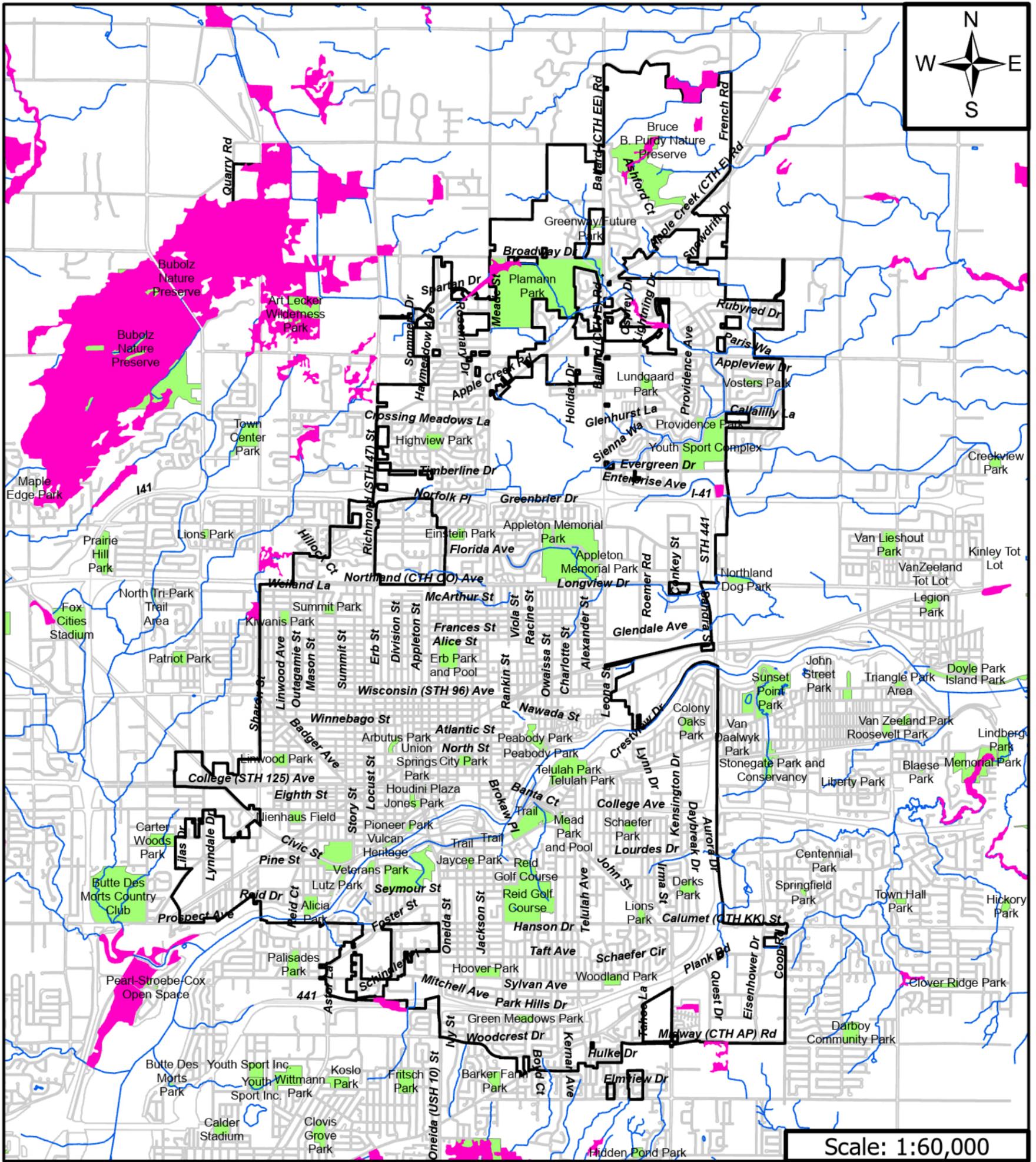
Comments: Recommend to amend the language in subsection (2) to be consistent with proposed ARTICLE XI. SHORELAND-WETLAND ZONING DISTRICT REGULATIONS Sec. 23-326(d)(3)b.

(2) ~~Probable Non-Navigable~~ Stream

Comments: Recommend to delete the language in subsection (3) to be consistent with proposed ARTICLE XI. SHORELAND-WETLAND ZONING DISTRICT REGULATIONS Sec. 23-326(d)(3)b.

(3) ~~Probable Non-Navigable~~ Stream

~~If evidence is presented that the stream is Non-Navigable, then the Director of Public Works shall make the initial determination of whether or not the stream is navigable under the laws of the State. The Director of Public Works shall also make the initial determination of the location of the Ordinary High Water Mark.~~



Scale: 1:60,000

*The City of Appleton provides this information "as is" and makes no warranty, representation or guarantee of any kind as to the content, accuracy, timeliness or completeness of any of the data information provided herein. The City of Appleton assumes no liability for any errors, omissions, or inaccuracies in the information provided regardless of how caused; or any decisions made or action taken or not taken by the user in reliance upon any information or data furnished hereunder.

Legend

- Wetlands
- Streams
- CityLimits
- ROWMap
- Parks



WDNR SWDV Mapped Wetlands

City of Appleton - Outagamie County, WI



CITY OF APPLETON

MEMORANDUM

Date: August 27, 2025
To: Plan Commission
From: Lindsey Smith, Principal Planner
Subject: Release of Draft Plan Appleton - Update to the City's Comprehensive Plan

BACKGROUND

July 10, 2024, Plan Commission recommended approval of the contract with SmithGroup to update the Comprehensive Plan and develop three subarea plans. The contract was then awarded by Common Council.

September 11, 2024, Plan Commission recommended approval of the public participation plan, which was then adopted by the Common Council.

January 8, 2025, City Staff provided an update on the project based on first round of community engagement and data collection.

Additional details on community engagement throughout the project are included in the draft plan.

The draft plan has been posted on the project website at www.planappleton.org for public review. A public open house is scheduled for August 28th for the draft plan. The activities at the open house will be converted into an online worksheet to allow others to provide feedback until September 19th.

FUTURE ACTION

October 8th, 2025 - Public Hearing at Plan Commission for adoption of Plan Appleton.

EXISTING CONDITIONS REPORT

Finalized August 19, 2025



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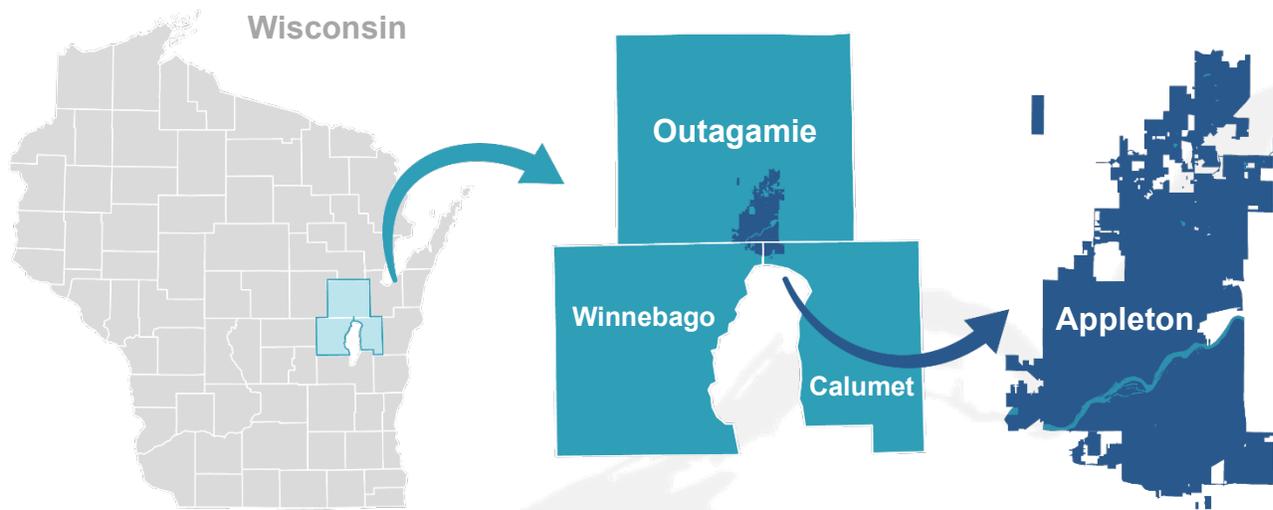
Introduction

The City of Appleton's Comprehensive Plan establishes a vision for future land use, physical development, and quality of life, 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 efforts.

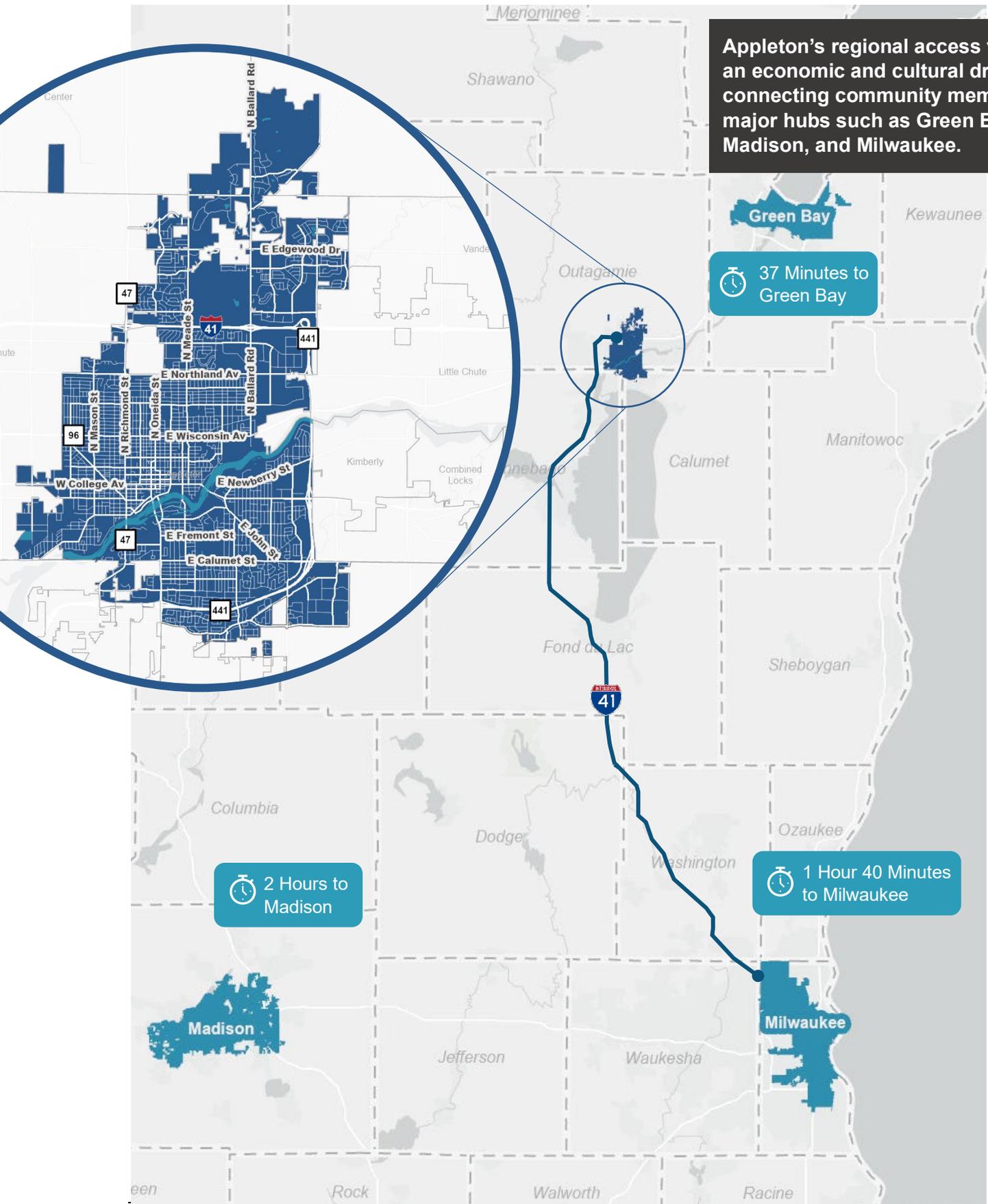
The Comprehensive Plan addresses the entire geographic area of Appleton and its extraterritorial planning jurisdiction. It is a long-range plan, addressing present needs while also looking beyond the perspective of long-term opportunities within the City. To truly understand where Appleton can go, it must understand where it stands today. Data and research are organized into seven major categories.

1. **Demographics**
2. **Land Use**
3. **Housing**
4. **Transportation**
5. **Utilities and Community Facilities**
6. **Agricultural, Natural, and Cultural Resources**
7. **Economy**

Appleton covers around 24 square miles of land area. Located on the east side of Wisconsin, it is situated in three counties and is traversed by the Fox River, which played a pivotal role in the history of the area.



Appleton's regional access via I-41 is an economic and cultural driver, connecting community members to major hubs such as Green Bay, Madison, and Milwaukee.



01. Demographics

This section covers the Issues and Opportunities element of the Wisconsin Comprehensive Planning Law (s. 66.1001 2a, Wis. Stats.)



01.I. Population

In 2023, Appleton stood at 74,873 people, making it the sixth largest municipality in Wisconsin. The City of Appleton's population has steadily increased throughout recent decades, and continued growth is projected to continue through 2035.

In 2023, Appleton stood at **74,873** people. ⁱ



Atleton is projected grow by **5,000 people**

by 2040. This will impact households, job needs, school sizes, and more. ⁱⁱ



Atleton's population grew 7.4% from 2000 to 2020 and is projected to

increase

6.6%

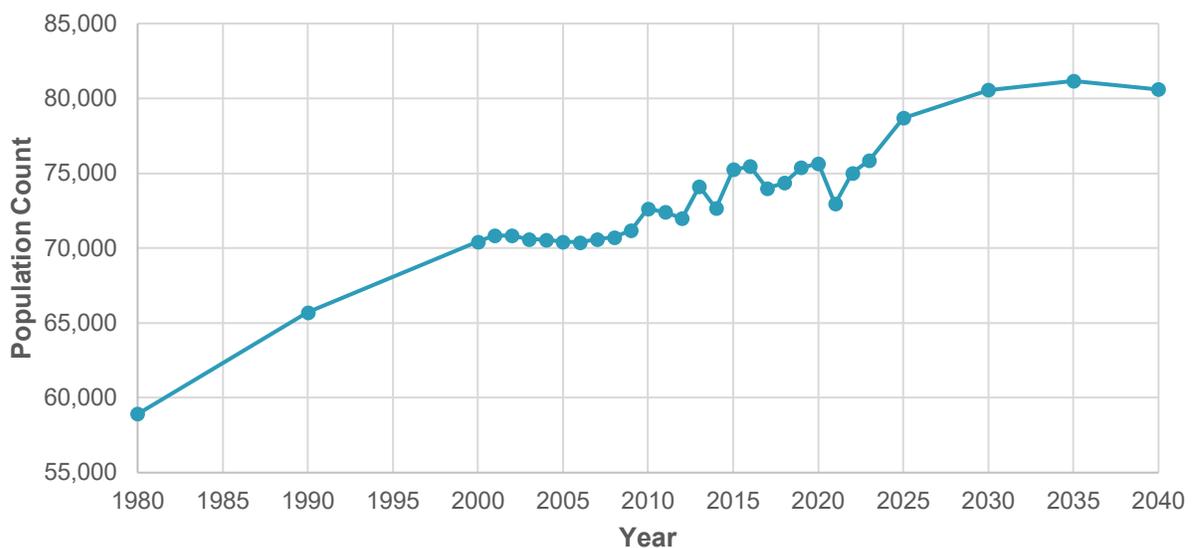
from 2020 to 2040. ⁱⁱⁱ



Atleton is projected to remain the **6th largest** municipality in Wisconsin through 2040. ^{iv}

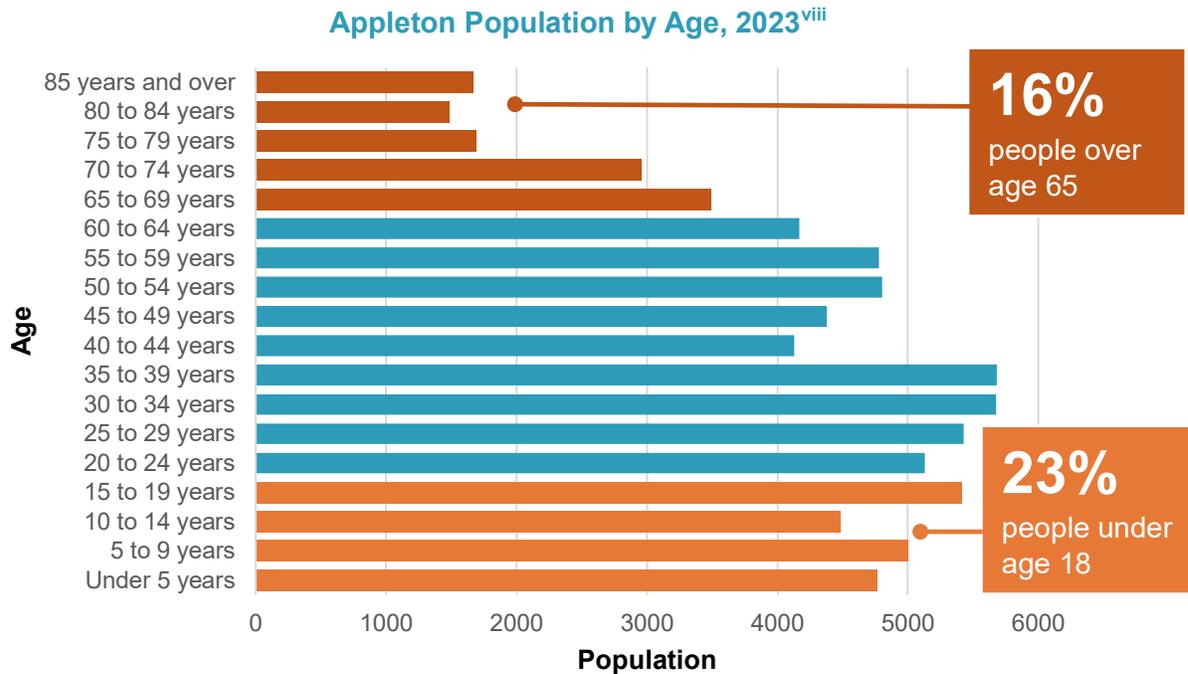


Atleton Population Over Time ^v

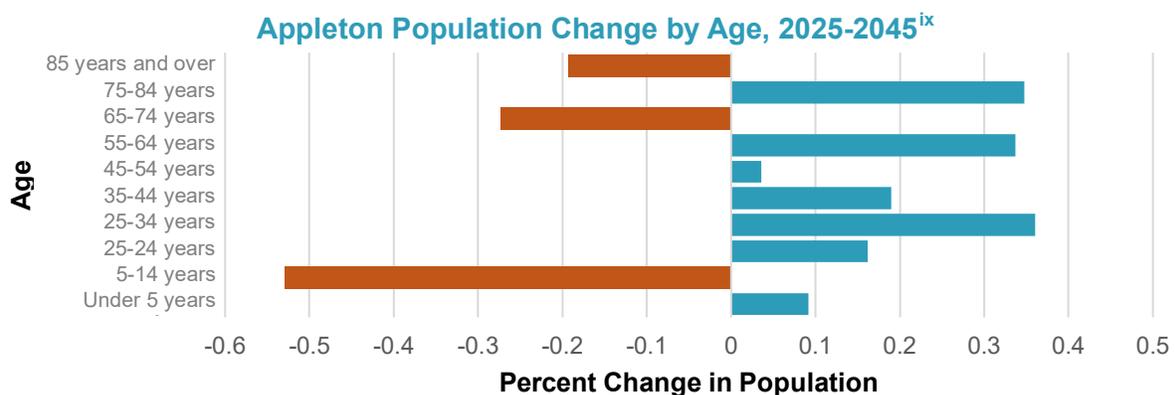


01.II. Age

Appleton is home to people across generations. In 2023, 23% of people were under the age of 18 and 16% of people were over the age of 65.^{vi} With a median age of 40 in 2023, the City of Appleton is on par with the state of Wisconsin who also had a median age of 40 at that time.^{vii}



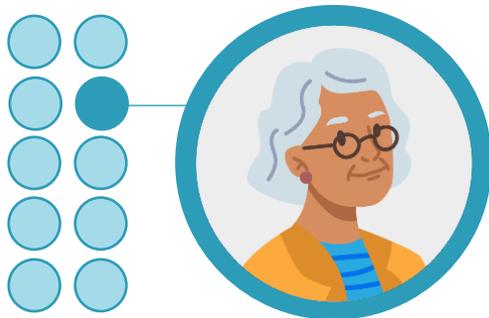
The 2025 Housing Assessment analyzed how the population by age group in Appleton was likely to change from 2025 to 2045. This assessment found that locally, The Assessment found that populations aged 5-14 would likely experience the most decline. While this is on par with the decreasing family sizes seen nationally over the past few decades, it is important to understand that this could lead to a decrease in student enrollment come 2045. It also found that the senior population, specifically age groups 65-74 and over 85 will likely decrease. Meanwhile, the populations ages 25-34, 55-64, and 75-84 would experience the most growth.



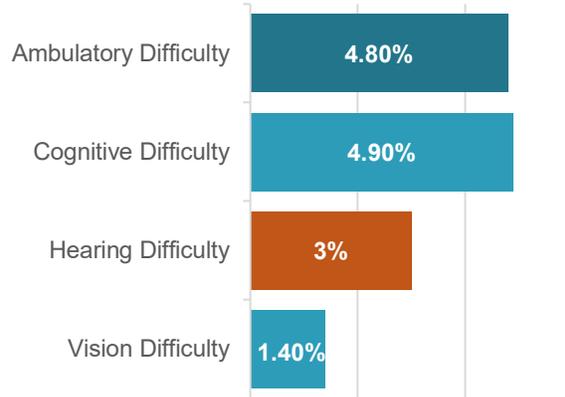
01.III. Ability

Understanding the population with disabilities in Appleton provides key information about the services and accessibility needs required to ensure all can have a high quality of life in the City of Appleton. For example, those with ambulatory difficulties would benefit from more accessible design of parks, paths, or even retrofitting housing with ramps and other elements to make it easier to navigate.

Appleton is home to people with a variety of abilities and needs. In 2023, 11.3% of the population had a disability. **That means almost 1 in 10 people in Appleton had some form of disability.** ^x



Disability Population as a Percentage of Total Population in Appleton, 2023^{xi}



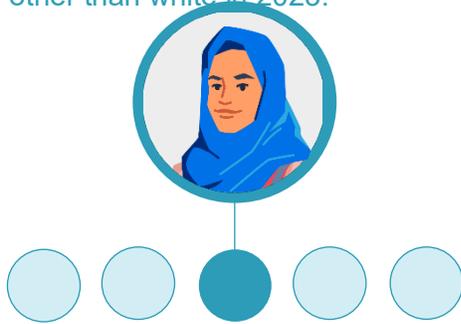
01.IV. Race and Diversity

Appleton remains a predominantly white community, but has seen growth in diversity over the past few decades. In the 1980's, 1.75% of individuals in the City of Appleton identified as a race other than white. By the year 2000, that number had grown to 8.7%. In 2023, the number had risen to 19%.

When looking at race and ethnicity data, it is important to note that these broad demographic categories represent how people self-identify and categories change over time, but they do not fully capture the **rich cultural heritage, diverse ethnic backgrounds, and unique communities** that make up Appleton's vibrant social fabric. Each category includes many distinct cultural traditions, languages, and histories that contribute to the City of Appleton's identity.

Almost 1 in 5

people in Appleton were a race other than white in 2023.^{xii}



Appleton Population by Race, 2023^{xiii}

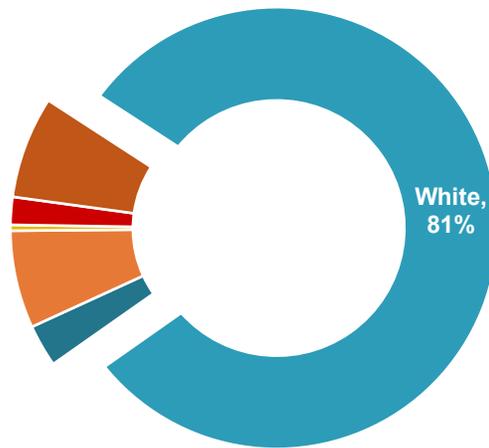
Two or More Races, 7%

Some Other Race, 1.90%

Native American, 0.40%

Asian, 6.70%

Black, 2.90%



Appleton's **Hispanic and Latino** community represented

7% of residents in 2023.^{xiv}

9% of residents

ages 18 and over spoke a language other than English in 2023.^{xv}



Members of the Hmong community continue to play an important role in Wisconsin's communities.

The Hmong community made up 4.5% of Appleton's population in 2020.

There were 3,432 Hmong community members in Appleton in 2020, a rise from the 2,428 Hmong

community members in
2010.^{xvi}

02. Housing

This section covers the Housing element of the Wisconsin Comprehensive Planning Law (s. 66.1001 2b, Wis. Stats.) The Housing section aligns with several local, regional, and state plans.

- Housing Development Policy Guide
- Housing Affordability Report
- College North Neighborhood Plan
- Fox Cities and Greater Outagamie County Regional Housing Strategy



02.I. Households

In 2023, Appleton had 30,860 households.^{xvii} Of those households, there were several key trends to consider when thinking of the diverse housing needs of Appleton residents.^{xviii}



60%
of households
were **families**.



23%
of households
had one or more
people **under 18
years old** living
there.



16%
of households
had one or more
people **over 65
years old** living
there.



30%
of households
were **people
living alone**
(11.9% male +
18.3% female).

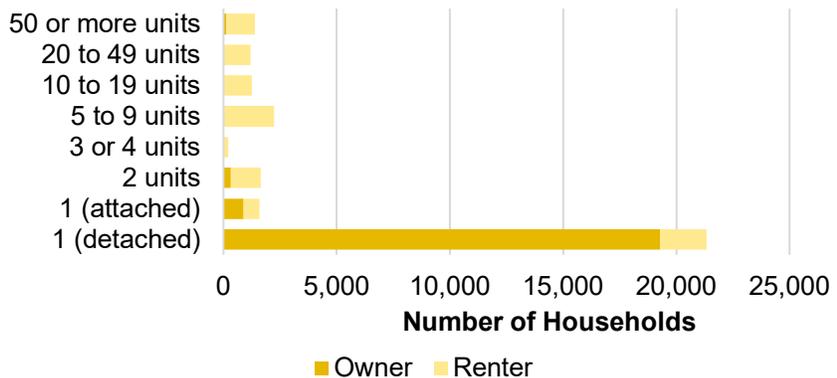


12%
of households
were **seniors
living alone**
(8.0% female +
3.9% male).

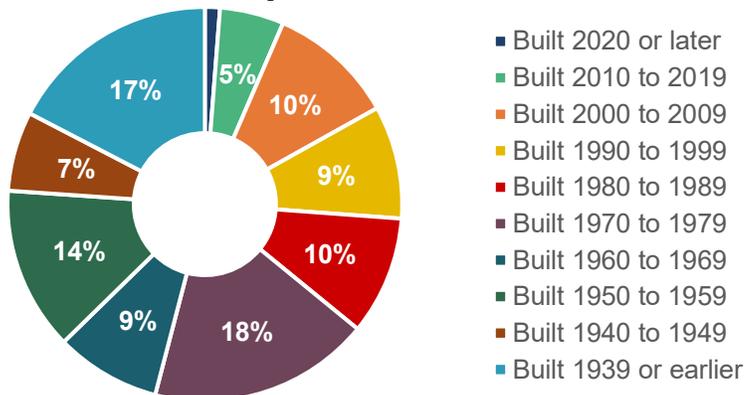
02.II. Housing Units

In 2023, 67% of Appleton residents were homeowners while 33% of residents rented. The majority of these homes were **single unit detached residences**, although there are several other types of housing types seen in Appleton.

Housing Units by Type and Tenure, 2023^{xix}



Households by Year Constructed, 2023^{xx}



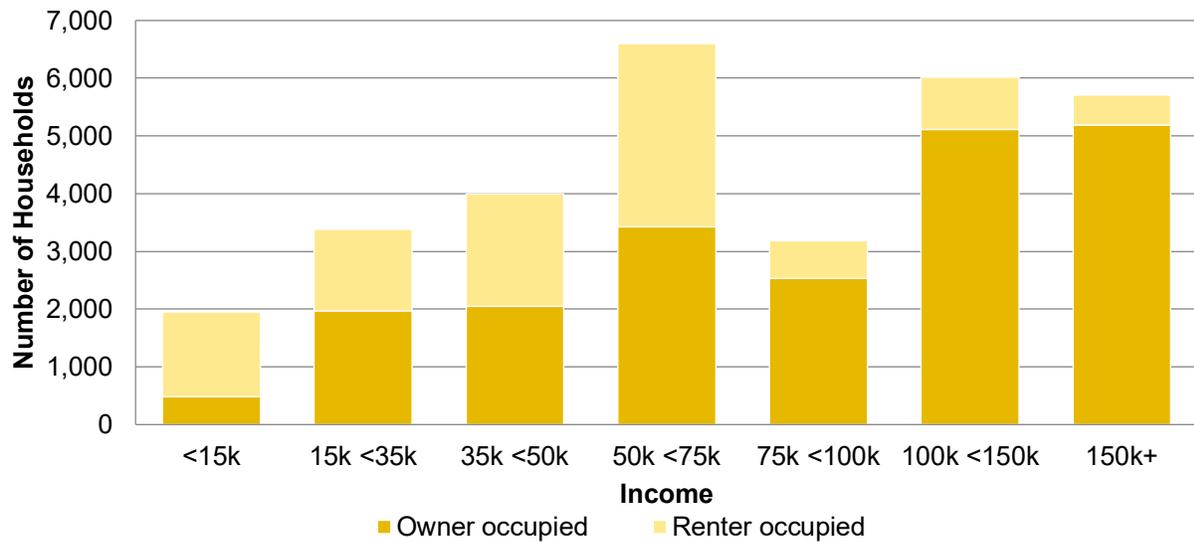
Almost **1 in 4
(24%)** homes
were constructed
before 1949.^{xxi}

02.III. Income and Affordability

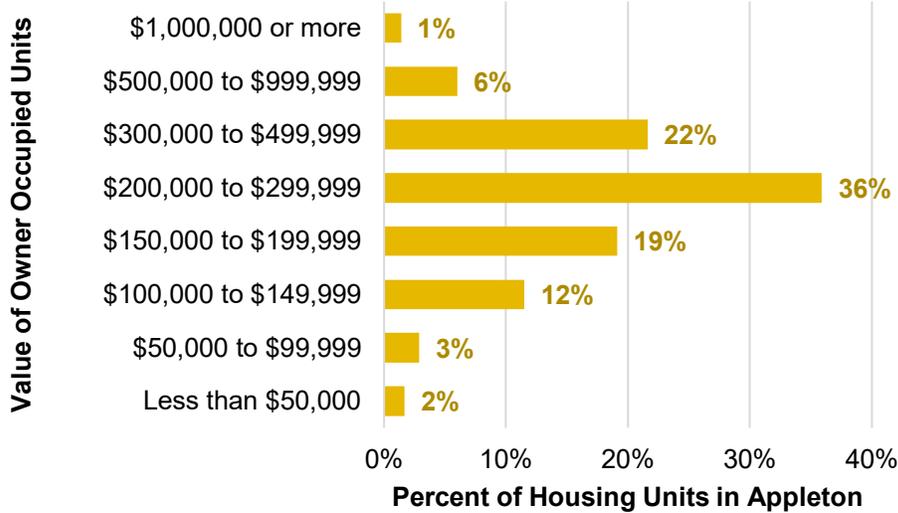
In 2023, about 1 in 3 rentals (35%) were unaffordable, meaning renters paid more than 30% of their gross income on housing costs. In comparison, around 1 in 10 ownership units (16%) were considered unaffordable.^{xxii}

The chart below identifies most owner occupied households have incomes over \$100,000, while most renter households have incomes between \$50,00 and \$75,000.^{xxiii}

Households by Tenure and Household Income, 2023^{xxiv}



Home Value, 2023^{xxv}



The median home in Appleton was worth **\$237,300** in 2023.^{xxvi}

02.IV. Future Housing Needs

With the population change in the region, it is forecasted that Appleton would need to see the development of around

180 owner units and **160 rental units** annually over the next 20 years.^{xxvii}



Learn more about housing trends, forecasts, and needs in the 2025 Appleton Housing Assessment.

This would mean a total of 6,800 new units, each with their own styles and costs. The chart below shows a possible distribution of those housing units across housing types and costs to fit a range of lifestyles.

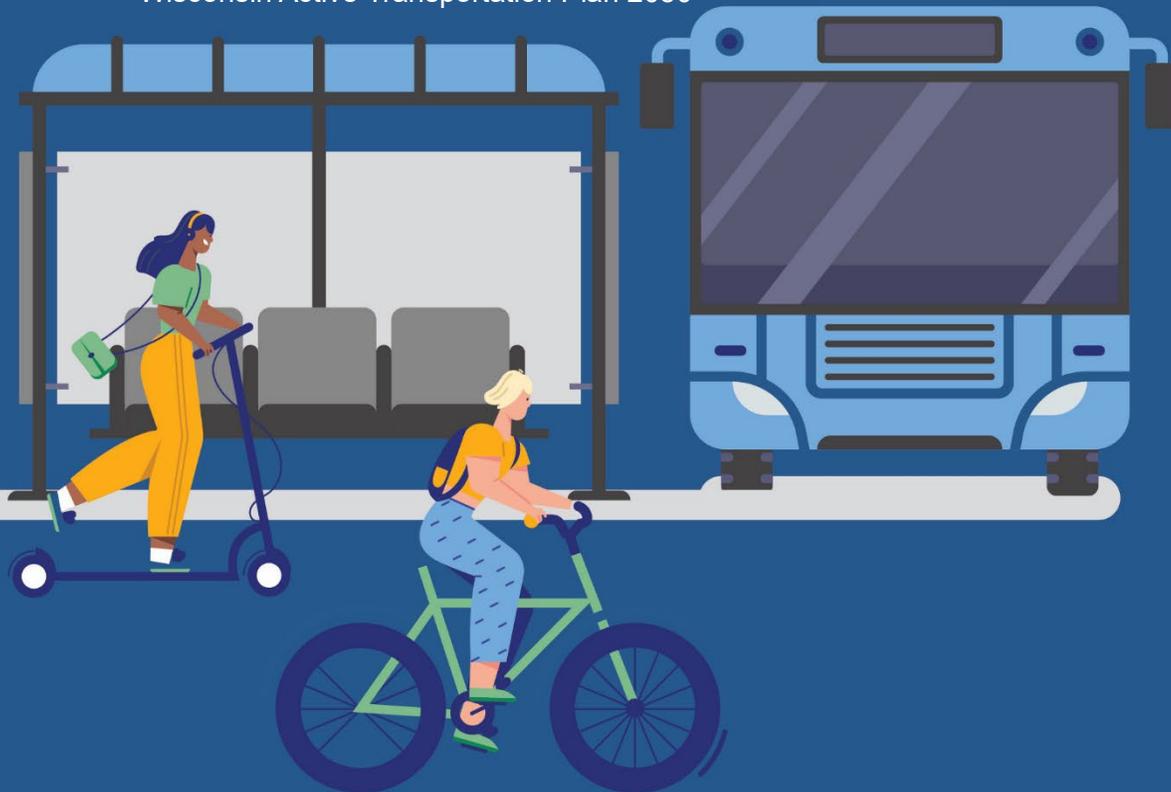
Housing Demand 2025-2045^{xxviii}

Category of Housing	Units Needed
Low-Cost Housing (up to 50% Area Median Income)	1,176
Subsidized units with rents up to \$250/month	290
Attached ownership homes for sale up to \$66,000 (townhomes, condos, etc.)	623
Apartments with rents between \$475-550/month	263
Medium-Cost Housing (Between 50-60% Area Median Income)	882
Duplexes, triplexes and fourplexes with rents between \$900-1,200/month	200
Apartments with rents between \$1,200-1,400/month	215
Ownership for sale between \$90,000-\$110,000	467
Moderate- Cost housing (80-100% Area Median Income)	1,455
Townhomes with rents between \$1,300-\$1,500/month	685
Attached and detached homes for sale between \$165,000-\$200,000	770
High-Cost housing (Market Rate)	1,645
Attached and detached housing for sale between \$200,000-\$220,000	435
Detached homes for sale between \$220,000-\$240,000	435
Rental units with rents between \$1,700-\$1,900	387
Rental units with rents above \$2,000	388
Highest Cost Housing (120% Area Median Income and above)	1,642
Townhomes and attached homes for sale around \$300,000	435
Detached homes for sale above \$500,000	435
Rental Homes available for rent at \$2,700	386
Rental homes for rent at \$4,400	386
All Housing Units	6,800

03. Transportation

This section covers the Transportation element of the Wisconsin Comprehensive Planning Law (s. 66.1001 2c, Wis. Stats.) The Transportation section aligns with several local, regional, and state plans.

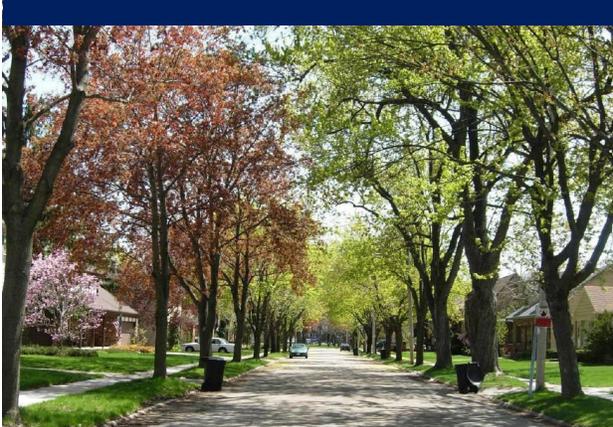
- Complete Streets Design Guide
- College North Neighborhood Plan
- Downtown Streetscape Design Guide
- Downtown Appleton Mobility Plan
- On-Street Bike Lane Plan
- Appleton Transportation Management Area: Long Range Transportation
- City of Appleton Valley Transit Development Plan
- Fox Cities Transportation Improvement Plan
- Appleton TMA and Oshkosh MPO Bicycle and Pedestrian Plan
- Appleton MPO Comprehensive Safety Action Plan
- Wisconsin Long-Range Multimodal Transportation
- Wisconsin Rail Plan 2050
- Wisconsin State Freight Plan
- Wisconsin Active Transportation Plan 2050



04.I. Roads

Roads by Functional Classification

Wisconsin separates roads into different functional classifications. The larger functional classes like freeways prioritize flow of traffic and see higher amounts of traffic than local roads which prioritize land access and comfort for all road users.



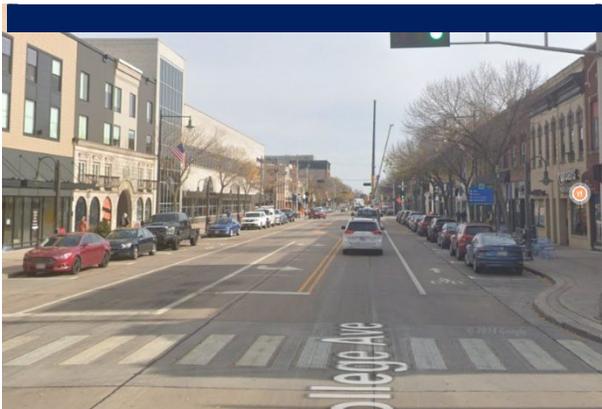
Local

Local roadways feature lower speed limits and a greater frequency of stop sign-controlled intersections. The primary role of local roadways is to provide direct access to homes and businesses throughout the community.



Collector

Collectors are low to moderate capacity roadways that connect local roadways and arterials. These roadways vary greatly between different contexts and typically feature moderate speed limits, multiple travel lanes, and relatively high-volumes of transit and bike traffic.



Arterial

Arterials feature some of the greatest vehicular speed limits, traffic volumes, and number of lanes. These roadways provide long-distance and uninterrupted travel. Arterial roadways frequently extend beyond Appleton and into other jurisdictions.

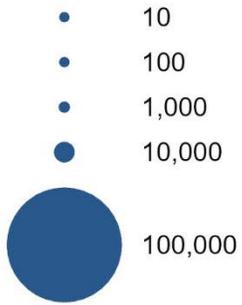


Freeway

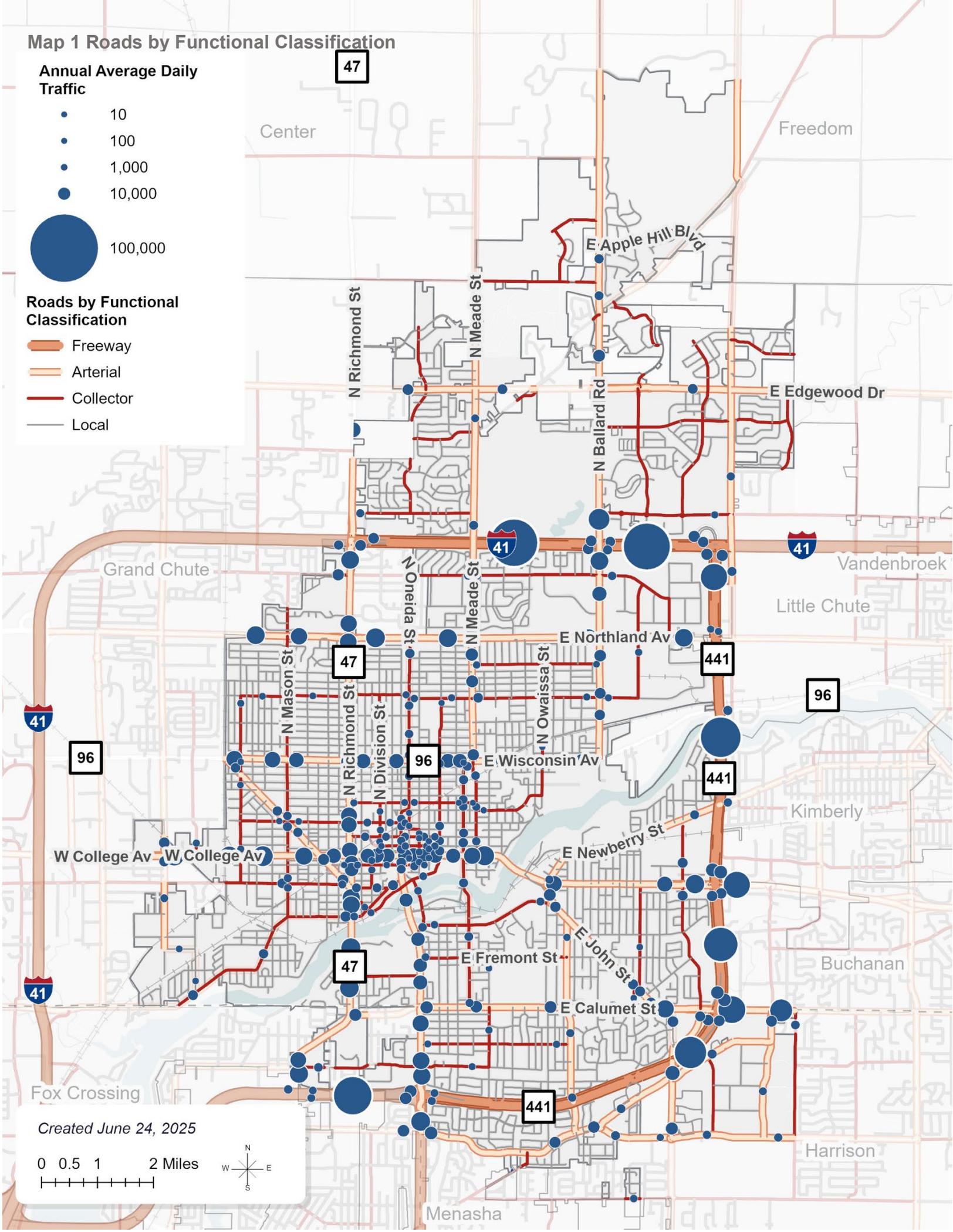
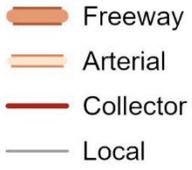
Freeways have the greatest vehicular speed limits, traffic volumes, and number of lanes. These roadways provide long-distance and uninterrupted travel and are part of the interstate system.

Map 1 Roads by Functional Classification

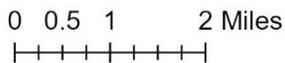
Annual Average Daily Traffic



Roads by Functional Classification

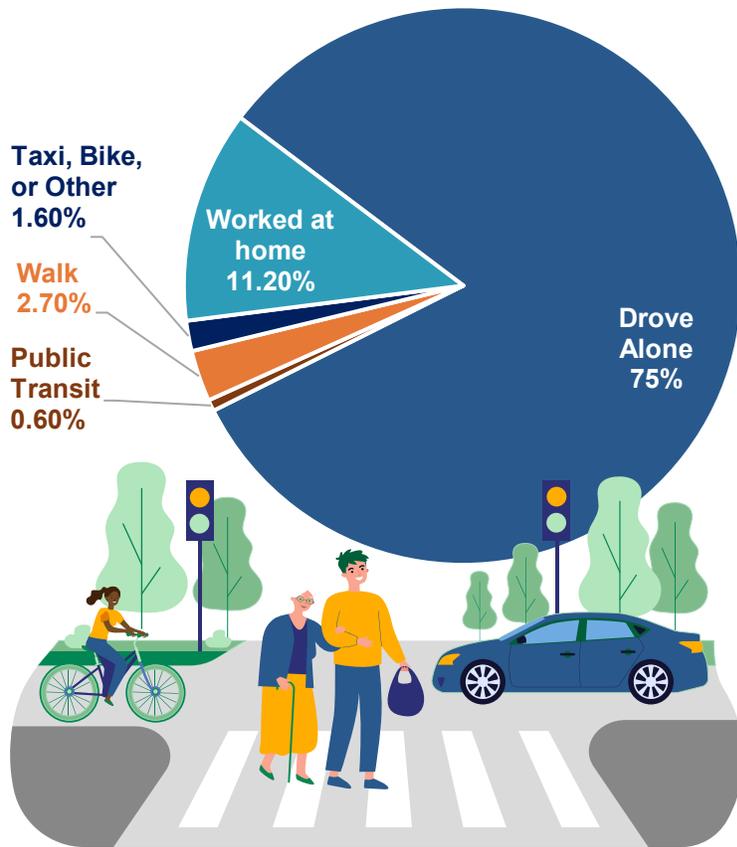


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04.II. Commuter Trends

Appleton Commute to Work by Type, 2023^{xxxix}



Commuting is a major part of people's daily lives in Appleton.

40% of Appleton households had one or fewer vehicles on average in 2023^{xxxix}.

This is likely in large part because around 30% of households that year were people living alone.^{xxxix} However, this contributes to the City of Appleton's greenhouse gas emissions. Having multiple methods of commuting to work could go a long way in decreasing emissions.

36K

people commuted into Appleton daily for work

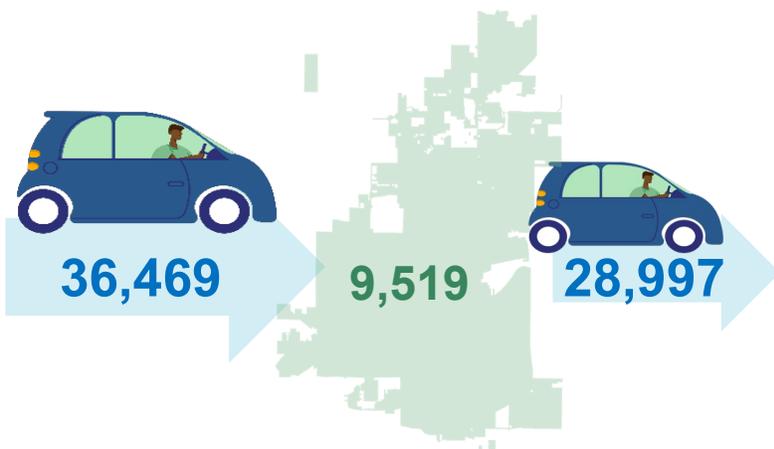
10K

people lived and worked in Appleton

29K

residents commuted out of Appleton for work

Inflow/Outflow, 2021^{xxxii}



04.III. Non-Motorized Transportation

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

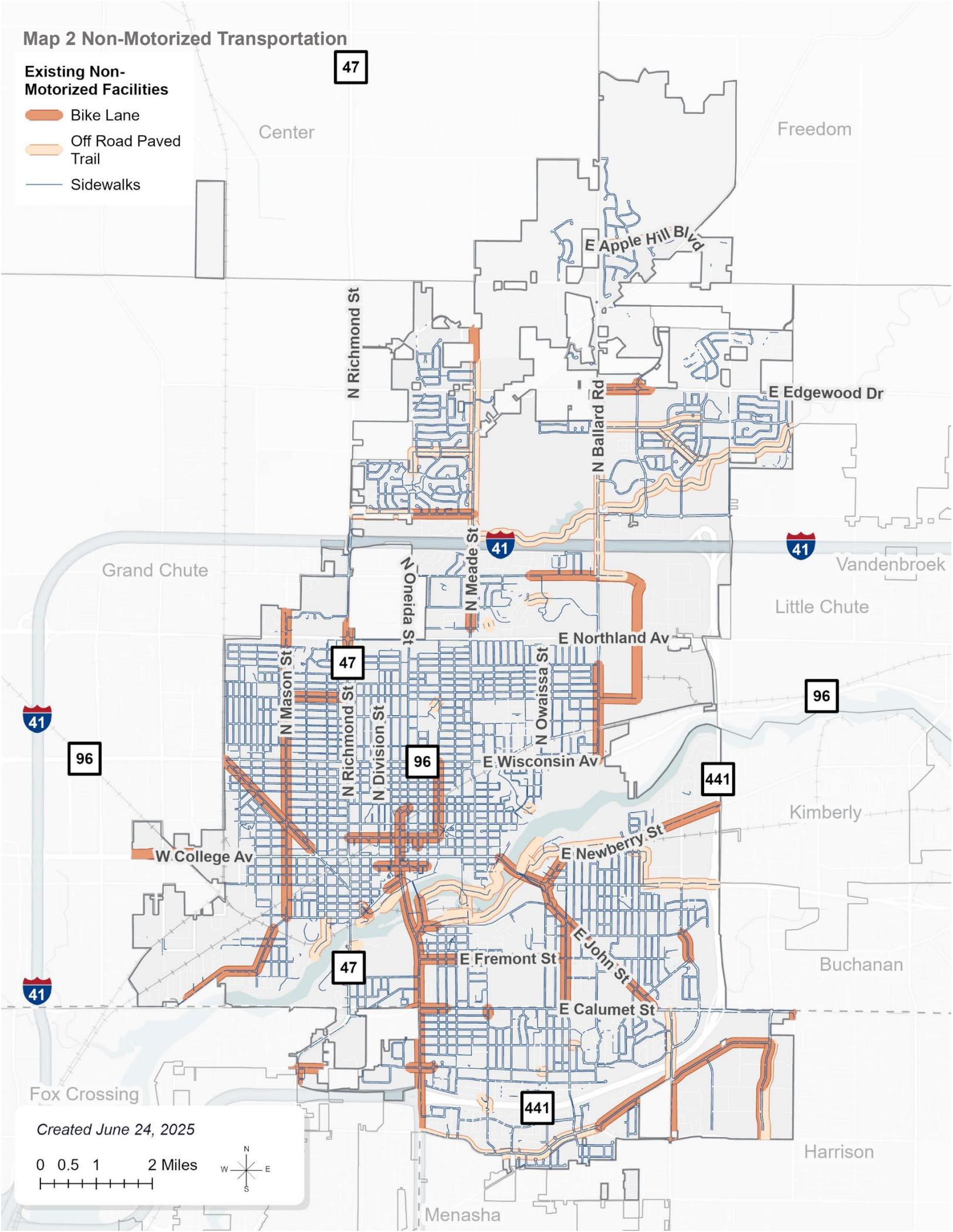
- Appleton has approved and now implements a Complete Streets Policy to ensure multimodal transportation opportunities are provided.
- Appleton has developed a pedestrian-friendly network of sidewalks and paths through most of its neighborhoods.
- Appleton does designate some roads as on-street bicycle routes and except for a portion of College Avenue, bicycles may be used on sidewalks throughout the City of Appleton.
- Bicycling is supported by the Valley Transit System, which has equipped its buses with bicycle racks.
- All of Appleton's bike lanes are on both sides of the street.
- The City of Appleton has provided bicycle racks in downtown and at some public facilities.
- The zoning code requires new developments besides 1- and 2-family to provide bicycle parking. Sec. 23-172(l).



Map 2 Non-Motorized Transportation

Existing Non-Motorized Facilities

-  Bike Lane
-  Off Road Paved Trail
-  Sidewalks



47

47

96

47

441

441

Created June 24, 2025

0 0.5 1 2 Miles



04.IV. Transit

Local Bus Service

Valley Transit, serving Appleton and the broader Fox Cities Region, has seen a continuous increase in ridership post-Covid pandemic, going from 658,283 riders in 2021^{xxxiii} to 777,302 riders in 2023.^{xxxiv} Over half of Valley Transit's trips were employment related in 2023. While Valley Transit had to reduce frequency and hours post-Covid from reduced staff, it does have VT Connector which provides micro-transit service for evenings and weekends when fixed routes are not operating. This also expands their reach to some of the more suburban areas to the north, which lack the density and ridership levels needed to support a fixed-route bus line.



Valley Transit

Valley Transit refers to the system of buses located along fixed routes that connect Appleton residents across the City of Appleton and to surrounding areas. All of Valley Transit's buses are ADA accessible to aid passengers in wheelchairs or who otherwise may have difficulty boarding the bus.



VT Connector

VT Connector is a fleet of smaller vans and vehicles that provide on-demand, flexible public transit use in the Fox Cities. This is a useful tool for areas or times when there is lower ridership, which would make typical bus transit too costly to run.



Valley Transit II

Valley Transit II meets the requirements of the Americans with Disabilities Act (ADA). This service is provided under contract with private companies. Valley Transit II operates within $\frac{3}{4}$ mile of the fixed routes and during the same hours as the fixed route operations, but does not provide same day or unscheduled service. Service origin to destination. Reservations must be made a day in advance.



Downtown Trolley

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



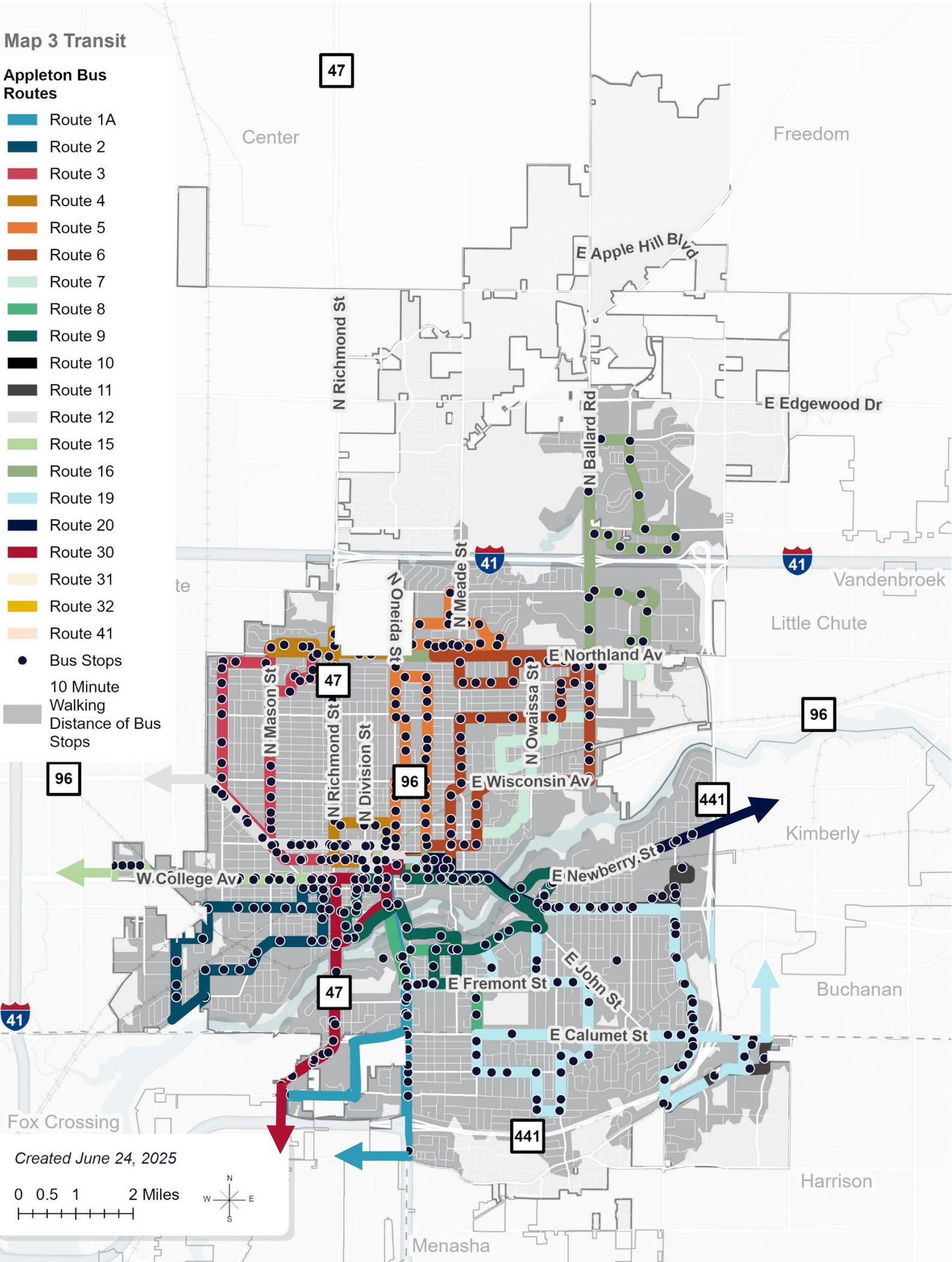
Intercity Bus Service

Lamers, Megabus, Flixbus, and Amtrak Thruway service provide regional and interstate travel options from Valley Transit Transportation Center in downtown Appleton. Daily route service is available to Madison, Downtown Milwaukee, Mitchell Field, Detroit, and Green Bay. This service runs 7-days a week, and 365-days a year. Amtrak Thruway bus service connects with train service in Downtown Milwaukee and Mitchell Field provides additional connections to cities throughout the United States and Canada.

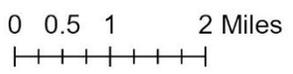
Map 3 Transit

Appleton Bus Routes

- Route 1A
- Route 2
- Route 3
- Route 4
- Route 5
- Route 6
- Route 7
- Route 8
- Route 9
- Route 10
- Route 11
- Route 12
- Route 15
- Route 16
- Route 19
- Route 20
- Route 30
- Route 31
- Route 32
- Route 41
- Bus Stops
- 10 Minute Walking Distance of Bus Stops



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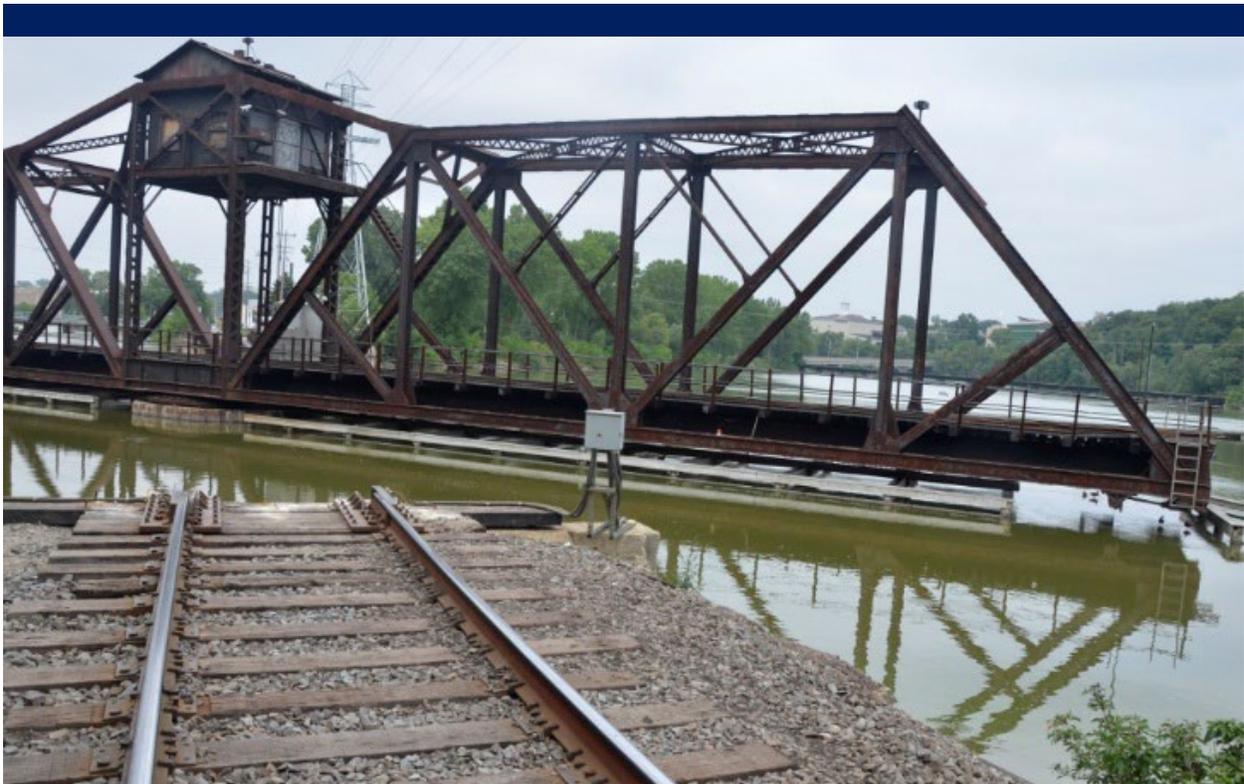


04.V. Rail System

Up to 30 trains per day are estimated to travel over the mainline tracks in Appleton. This high volume of rail traffic can cause delays when trains block streets and may pose safety concerns associated with accidents between trains and vehicles. There are a total of 82 at-grade railroad crossings in the City of Appleton, including 20 private crossings (usually spurs on industrial properties), 7 pedestrian crossings, and 53 public street crossings. There are an additional 16 locations within the community where the railroad passes over or under a public street at a grade-separated crossing.

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

Previous planning efforts, including the College North Neighborhood Plan, have explored potential sites for a passenger rail station as part of broader regional transit initiatives between Milwaukee and Green Bay. Identifying four possible locations highlights the City of Appleton's proactive approach to integrating passenger rail into the neighborhood. This effort underscores the importance of thoughtful, strategic planning in enhancing connectivity, supporting transit-oriented development, and positioning Appleton as a key player in regional transportation networks.



04. Utilities and Community Facilities

This section covers the Utilities and Community Facilities element of the Wisconsin Comprehensive Planning Law (s. 66.1001 2d, Wis. Stats.) The Utilities and Community Facilities section aligns with several local, regional, and state plans.

- Appleton's Zoning Ordinance (Section 23-66(h)(22)) on Telecommunications Infrastructure
- Appleton Facilities Master Plan 2010-2030
- Creating a Sustainable City
- Public Works Guide
- Wisconsin 2024 Clean Energy Plan



05.I. Water

Drinking Water

Responsibility for Appleton's water system is shared between

- the Department of Public Works which maintains the distribution system;
- the Department of Utilities which operates the water treatment plant and elevated storage tanks;

The water utility manages a water treatment plant serving about 100,000 residents in the City of Appleton, Village of Sherwood, and Town of Grand Chute, as well as a part of the Village of Harrison and the City of Menasha. Current peak water demand is 12 million gallons per day. Because of the difference in the 24 MG capacity and a peak flow of 12 MG, Appleton can pursue other wholesale water agreements. The water utility also maintains six storage facilities with a total capacity of about seven million gallons. From 2005 to 2021, the water treatment plant reduced energy consumption by 6.24 million kWh's (23.6%) annually totaling over 53.9 million kWh's.



The water distribution system is maintained to provide a pressure of 35-75 psi, and to provide a minimum flow of 3,200 gallons per minute for two hours for fire protection. Most parts of the service area meet these criteria. Some lower pressure areas exist, in part due to transmission problems created by crossings of the Fox River and localized, undersized, and dead-end water mains.

A water main was installed across the College Avenue Bridge and across the Fox River near Lutz Park to improve reliability of the overall system and improve pressure in the area southwest of the downtown. A valve vault was constructed in 2020 outside the lake station which serves as a connection point for a future lake station intake. Water main extension projects are multi-phased and ongoing based on development patterns, primarily to new development occurring to the north.

Appleton's water distribution system is more than 100 years old in some areas. This creates challenges with maintenance, particularly where mains may be undersized. The Department of Public Works estimates spending approximately \$25 million by 2030 to improve the distribution system. Improvements are somewhat dictated by the ability to pay for street reconstruction in conjunction with repairs.

The City of Appleton aimed to remove all lead pipes from the public water system as part of the last plan and now has zero known public and zero private side lead laterals remaining. The City of Appleton also has zero known public side galvanized lead laterals. There are just over 900 known private side galvanized laterals remaining.

Wastewater

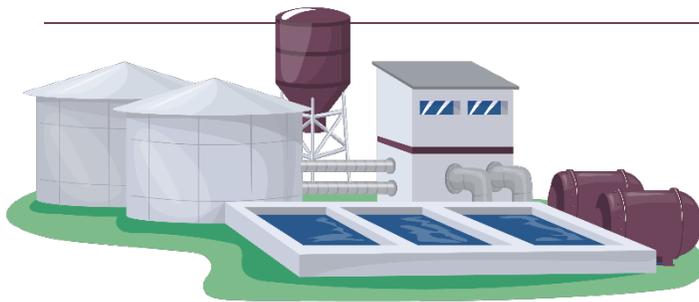
Responsibility for Appleton's wastewater system is shared between

- the Department of Public Works which maintains the collection system;
- the Department of Utilities which operates the wastewater treatment plant and lift stations.

About 74,000 people are served by the wastewater collection system. The wastewater treatment plant is designed for a hydraulic annual average influent flow of 15.5 million gallons per day (MGD) with a treatment capacity specific to the conventional pollutant types regulated by the Wisconsin Department of Natural Resources. Over the past three years, actual influent flow have averaged 12.8 MGD while the pollutant loading average reached up to 65% of plant design capacity based on current permit limits, indicating the plant can meet the needs of the service territory and accommodate continued growth. High intensity, short duration precipitation events can contribute to inflow and infiltration induced excursions when the designed hydraulic capacity of the treatment facility is exceeded.

The wastewater treatment plant is looking to further study the use of biogas produced by the anaerobic digesters. This biogas is composed of methane and carbon dioxide, with the digesters producing up to 700,000 cubic feet a day. Biogas is currently utilized in three biogas boilers for process heating and building heating for the Wastewater Treatment Plant. The first biogas boilers were installed in 2012, with a third installed in 2019. Seasonally, there is excess biogas that can be utilized in the future. To help with this, two Organic Rankine Cycle (ORC) generators were installed to produce electricity from heat recovery in the hydronic water system. The City also created the Hauled in Waste Program where specific companies are permitted to collect and transport a significant volume of waste, primarily from the Appleton Wastewater Treatment Plant. This allows the plant to generate revenue which reduces sewer user fees. From 2021 – 2024, the program generated an average of \$2.7 million annually in revenue to the wastewater utility and increased biogas production.

Outagamie County was exploring expansion of the landfill's northwest area, but needed a solution for treating the additional leachate. The County and the City collaborated to determine whether the City's Wastewater Treatment Plant could handle the leachate and necessary improvements. The City's partnership helped facilitate approval for the landfill's expansion.



The City of Appleton wastewater treatment plant produces approximately **25,000 cubic yards (20,000 wet tons) of biosolids each year.**

Appleton's wastewater collection system is more than 75 years old in some areas. This creates challenges with inflow and infiltration into cracked and leaking pipes caused by heavy rainfall or snowmelt. The City is currently analyzing options to most cost-effectively reduce inflow and infiltration into the system. The City Department of Public Works and wastewater utility estimate spending approximately \$22 million by 2030 to improve the collection system.

Planning is currently underway to extend sanitary sewer to Appleton's north side growth corridors. Growth in the northern part of the service territory will result in the need for additional lift stations and force mains. These create a continuing increase in maintenance and operational costs.

Stormwater

Stormwater runoff occurs when rain or snowmelt flows over the ground, picking up debris, chemicals, and other pollutants before entering our waterways. Effective stormwater management is crucial to:

- Protect water quality
- Reduce the risk of flooding
- Preserve natural habitats
- Maintain community health and safety

City owned and maintained stormwater facilities include 58 wet ponds, 16 dry ponds, 20 biofilters, 2 stormwater lift stations, and 16 other best management stormwater practices such as underground storage facilities, channels, and drainage swales located throughout the City. The City has adopted ordinances that require and regulate buildings in floodplains, construction site pollutant control, post-construction stormwater management, and illicit discharge detection and elimination.

Planning is currently underway to install practices to manage stormwater quantity and quality in Appleton's north side growth corridors. These growth areas require coordination of stormwater management with other utilities and transportation systems so that all systems function efficiently and effectively and meet regulatory goals. The additional practices in these areas will increase operation and maintenance costs.

In order to fund and manage these activities, the City has established a stormwater utility. This is set up as an enterprise fund with a fee based on an equivalent runoff unit (ERU). An ERU is defined by the square footage of impervious surface for an average home and represents the runoff impact for such a home. The size of an ERU varies by community, but for the City of Appleton, one ERU is equal to 2,368 square feet. Rates are based on actual results and projected future costs.



05.II. Energy

The Wisconsin Office of Sustainability & Clean Energy has set a state-wide goal for all electricity consumed within Wisconsin to be 100 percent carbon-free by 2050. Appleton has taken steps to achieve this already including the following:

2011	Two biogas boilers were installed at the Wastewater Treatment Plant, allowing the capability to supplement 55% of the heating needs.
2019	A third biogas boiler was installed at the Wastewater treatment plant allowing the capability to heat the entire plant with biogas.
2020	The City retrofitted all parking ramps with LED lighting.
2021	A 296kW roof mounted array was installed as part of the Municipal Services Building Solar Project. The system produces approx. 350,000kWh/year and reduces our GHG inventory by 150 tons of CO ₂ .
2024	The City installed two waste-heat-power generators that utilize flared and the City installed the first geothermal HVAC System. This will produce approximately 500,000kWh per year.

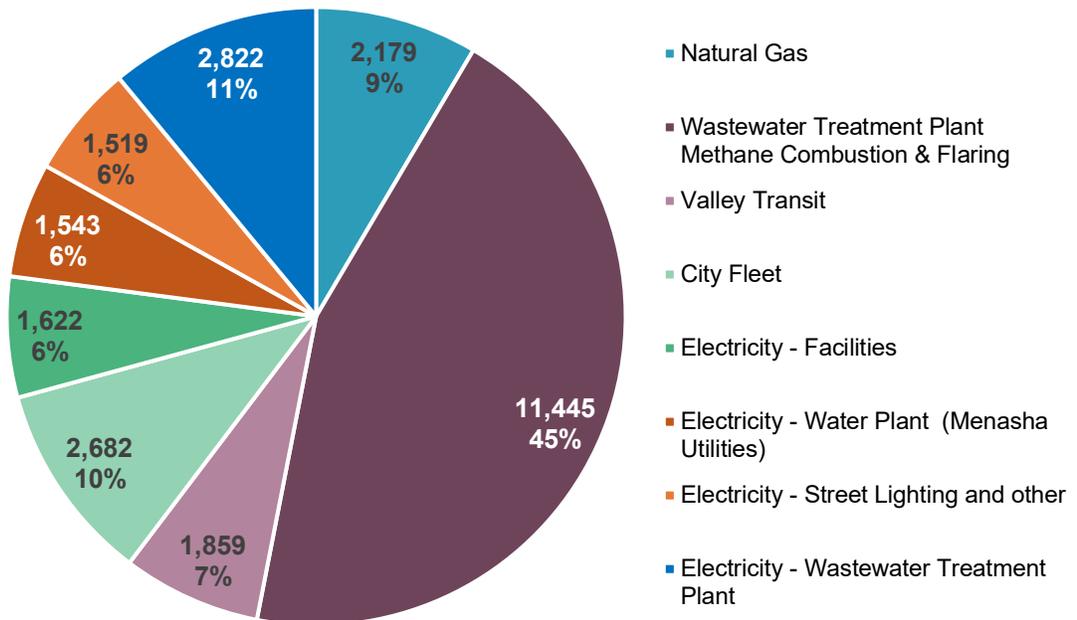


Greenhouse Gas Emissions

WE Energies is a private utility company providing electrical power and natural gas services to Appleton customers. WE Energies and the City of Appleton track greenhouse gas emissions to see how the it is performing related to state goals following the guidelines in Global Protocol for Community-Scale Greenhouse Emission Inventories or GPC. This GHG Inventory includes municipal emissions generated within the following scope and boundary:

- Scope 1 emissions from stationary municipal energy sources
- Scope 1 emissions from municipal vehicles, other mobile equipment, and regional transit vehicles
- Scope 2 emissions from stationary municipal energy sources
- Scope 3 emissions from landfilled waste generated by the City
- Scope 3 emissions from transportation sources from regional transit vehicles

Appleton Greenhouse Gas Emissions by Type in Metric Tons of CO₂, 2023-2024^{xxxv}



05.III. Telecommunications

Private companies provide numerous alternatives for conventional, cellular, and VOIP telephone services within the City of Appleton. Internet services are provided to most customers by companies offering DSL or cable services. The Appleton Area Metropolitan Fiber Optic Network (AAMFON) partnership, formed in 2002, provides fiber optic service to many data intensive users in the area. It was originally formed by the City of Appleton, Appleton Area School District, Town of Grand Chute, Outagamie County and Fox Valley Technical College, and has since expanded to include Lawrence University, Xavier Schools, and a number of smaller entities. Mobility services are also covered by major telecommunications companies and provided at state of the art levels of service.

Appleton's Zoning Ordinance (Section 23-66(h)(22)) addresses the siting and design of wireless telecommunication facilities (cell towers). The City's ability to regulate wireless telecommunications facilities is limited by the Telecommunications Act of 1996 and Wisconsin State Statute 66.0404. The City encourages wireless telecommunications providers to co-locate facilities, and to utilize existing structures such as the City's water towers as an equipment location.

05.IV. Waste

Solid waste collection is provided by the City of Appleton's Public Works Department. The department operates two sites for municipal yard waste, one at the municipal services building and the other north of Valley Transit. Both sites accept grass clippings, brush, yard waste, and motor oil. The municipal service building yard waste site also accepts appliances, tires, and unserviceable American flags.

Hazardous waste disposal is managed through Outagamie County Recycling and Solid Waste. Hazardous materials include pesticides, herbicides, poisons, lead-based paints, gasoline and some cleaning materials.

Automated curbside co-mingled collection is provided on a bi-weekly basis with City-issued recycling carts by a private contractor hired through Outagamie County.



05.V. Community Facilities

Library

Located in the heart of downtown Appleton, the Appleton Public Library (“APL”) is a vital educational and cultural hub, providing access to collections, technology, and a wide range of programming for all ages. In addition to traditional materials, APL offers digital resources, including e-books, audiobooks, streaming media, and research databases. As the resource library for the Outagamie Waupaca Library System, APL connects users to a vast regional collection as well as state-wide interlibrary loan services.

The library also serves as a community gathering space, supporting lifelong learning, creativity, and civic engagement. In 2024 the library circulated 768,142 items including electronic resources and hosted 534 programs in person and virtually with 22,200 attendees. Following a major renovation completed in 2025, APL continues to adapt to evolving community needs through innovative services and partnerships.

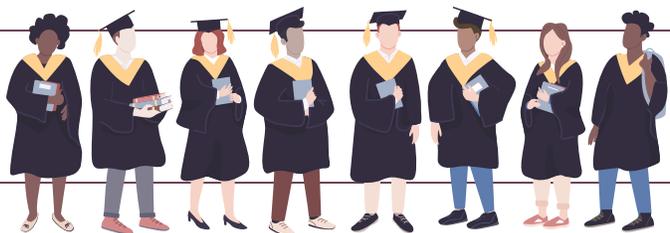


Schools and Childcare

Higher Education

Lawrence University is a liberal arts college located along the banks of the Fox River in Appleton, Wisconsin. Founded in 1847, Lawrence has an enrollment of about 1,500 students drawn from nearly every state and more than 40 countries. Annually ranked among the best colleges in the nation, it features a college of arts and sciences and a conservatory of music. The 90-acre campus is comprised of 58 instructional, residential, recreational, and administrative facilities. More than 94 percent of all students live on campus in one of eight residence halls or 17 small houses.

4,149 degrees were completed in 2024 across Lawrence University and Fox Valley Technical College.^{xxxvi}



Kindergarten – 12th Grade Education

Appleton is served primarily by the Appleton Area School District. It is also served by several private schools offering pre-kindergarten through 12th -grade education and parts of the City of Appleton fall within the Freedom Area School District. In 2024, Appleton Areas Schools employed over 1,900 staff members, plus approximately 700 substitute, hourly, and co-curricular staff, making them the third-largest employer in the Fox Valley. It was also the 6th largest school district in the State of Wisconsin, set to serve an estimated 6,206 students across fifteen elementary schools, four middle schools, three high schools, fifteen Charter schools, and one magnet school in the 2025-2026 school year.^{xxxvii}

Early Childcare Facilities

The Appleton Area School District and other key community partners have also invested in a robust early childcare system in Appleton to set the next generation up for academic success. The City of Appleton has 25 licensed group day care facilities and 14 licensed family day care facilities. Licensed family child care providers care for four to eight children. This care is usually in the provider's home. Licensed group child care centers provide care for 9 or more children. These centers are usually located somewhere other than a residence.^{xxxviii}

Emergency Services

Police

The Appleton Police Department is proud of its reputation as one of the most innovative and professional organizations in the nation. The department's employees uphold the highest standards in policing and are encouraged to creatively find ways to fight crime and solve problems.

The department has 115 sworn officers, and 25 full time civilian employees, who are fully committed to strategies designed to fulfill the mission of "Excellence in Police Service" to the community and all those who are served. The department adheres to the core values of compassion, integrity, and courage.

The department receives support and assistance from the community in accomplishing its mission. The department has over 73 Neighborhood Watch groups, over 30 outstanding police volunteers, and several unique community programs and partnerships. The department also has mutual aid agreements in place with most surrounding communities, in addition to participating in several regional policing initiatives. The prior plan noted that more space was needed for police and a new police station was constructed in 2011 to address these needs.

Fire and Rescue

The City of Appleton has operated its own fire department since 1894 with automatic- and mutual-aid assistance agreements with all of the surrounding municipalities in the Fox Valley. The department has 96 employees providing fire prevention and suppression, safety education, emergency medical response, and rescue. The department's mission states: With our partners, the Appleton Fire Department protects the community with exceptional service. The department operates from six stations strategically distributed throughout the community. Operational staff provide 24/7 protection by utilizing three rotating shifts that are on duty for 48 hours and then off duty for 96 hours. Response times from all locations are considered good, at about four minutes. The department is evaluating options for a seventh station or potential relocation of some existing stations.

The fire department has a robust fire prevention and public education program that conducts commercial and residential inspections, reviews sprinkler and alarm systems, and conducts fire protection plan reviews. The prevention division consists of a division chief, one full-time fire inspector, a public education specialist, and six firefighters/inspectors.

The operations division provides emergency responses to fires, medical situations, hazardous materials spills and releases, and technical rescue operations. This includes paramedic emergency medical services, confined space rescue, water and ice rescue, vehicle accidents response with extrication, rope and trench rescue, and structural collapse response. In addition, the division offers fire inspections, community fire safety education, emergency evacuation planning, pre-incident preparedness, and technical assistance. The department is partnered with several other fire/rescue departments and response teams to make up the Northeast Wisconsin Regional Hazardous Materials Response Team and Wisconsin Task Force 1, which is state asset that is deployed within Wisconsin and nationally for technical and structural collapse rescues.

The Insurance Service Offices (ISO) rating represents the effectiveness of fire protection in a municipality on a scale of one through ten. Class One is superior fire protection and Class Ten meets no minimum criteria. This rating is used by insurance companies as a factor when setting insurance premiums for homeowners and businesses. The City of Appleton's ISO rating is two.

Several Fire Chiefs have carried out studies regarding the location of fire stations and the possibility of shared services. The most recent analysis suggests a need for a fire station to meet the needs of the new Thrivent development. Depending on the location of an additional fire station, analysis will be completed to identify if Fire Station #4 remains in an ideal location. The 2024-2025 Capital Improvement Plan includes design funding in 2028 and construction in 2029 for a new fire station.

Health Care Facilities

Hospitals and Emergency Services

There are two primary hospitals located in Appleton. The ThedaCare Regional Medical Center (1818 North Meade Street) on the City of Appleton's north side, and Ascension St. Elizabeth Hospital (1506 South Oneida Street) just south of the Fox River which provide comprehensive care throughout the region.

ThedaCare's roots in northeast and central Wisconsin are more than a century deep. The organization has had different names and varying partnerships over the years. Through it all, one constant has remained: ThedaCare's commitment to providing close-to-home, comprehensive care to the patients and communities served. As of 2025, ThedaCare Regional Medical Center-Appleton employs 1,200, including more than 750 providers. It offers nearly 150 acute care beds and a 24/7 Emergency Department. Clinical support and services include orthopedic, cancer and cardiovascular care, as well as general surgery and family birth.

Ascension St. Elizabeth Hospital serves Appleton's south side and surrounding communities with 332 licensed beds and nearly 1,000 medical staff. The hospital provides 24/7 emergency care, advanced surgical services, and specialty care including stroke, heart, and cancer treatment. It offers a wide range of specialized services, including a Birthing Center with a Level III NICU, advanced cancer care, mental health and substance use treatment, and surgical services such as hip and knee replacements. The hospital has earned national recognition for

patient safety and quality care, including an “A” Hospital Safety Grade from The Leapfrog Group and designation as a Comprehensive Center for Obesity Medicine by the American College of Surgeons.

Senior Services

Serving over 2,500 individuals each year, the Mary Beth Nienhaus Activity Center is dedicated to helping adults aged 50 and older thrive. The center fosters meaningful collaboration, socialization, education, and wellness through a wide range of programs and activities. With more than 300 unique offerings, there’s something for everyone—whether it’s enjoying a bus trip, playing billiards, practicing Tai Chi, participating in Strong Bodies, playing ping pong for Parkinson’s, line dancing, sewing/quilting, pickleball, woodcarving, or simply enjoying a game of cards.

Cemeteries

St. Joseph Cemetery, Highland Memorial Park, Zion Cemetery, and Riverside Cemetery are the principal active cemeteries located within Appleton.

Other City Facilities

The Appleton Facilities Master Plan (2010–2030) has been implemented over the last two decades to regularly evaluate community facilities and needed capital improvements. In addition to analyzing the library, fire, police, and utilities, several other departments are evaluated.

Health Department

The Facilities Master Plan found that the Health Department lacked necessary space and is in a location that makes it inefficient to operate effectively as it could. In 2024 the Health Department was remodeled to meet its current and future needs. In 2025 the Health Department collaborated with the Children’s Museum to house their Health Clinic/Lab space.

Information Technology

The Information Technology (IT) Department has been renovated including the server room. With changes in technology and changes to cloud-based storage, less space for servers is required and their space meets their needs currently and in the future.

Municipal Services Building

The Municipal Services Building lacked space to store equipment indoors. A study was completed in 2022. In addition, a parcel of property was purchased north of the current site to allow for future expansion which was incorporated into the overall master plan. This project is in the current Capital Improvement Plan and is anticipated to be designed in 2027 and completed in 2028.

Parks & Recreation

The Park & Recreation building was in need of more office space or an addition. In 2025 the Parks & Recreation Building will undergo a renovation to meet current and future needs.

Facilities Management

Facilities Management was in a location that made it less efficient than if centrally located to all facilities. Facilities Management merged with the Parks and Recreation Department in 2011 and was relocated into the Witze Boulevard location to become more centrally located.

05. Agricultural, Natural, and Cultural Resources

This section covers the Agricultural, Natural, and Cultural Resources element of the Wisconsin Comprehensive Planning Law (s. 66.1001 2e, Wis. Stats.). The Agriculture, Nature, and Cultural Resources section aligns with several local, regional, and state plans.

- Comprehensive Outdoor Recreation Plan
- Trails Master Plan
- Downtown Appleton Mobility Plan

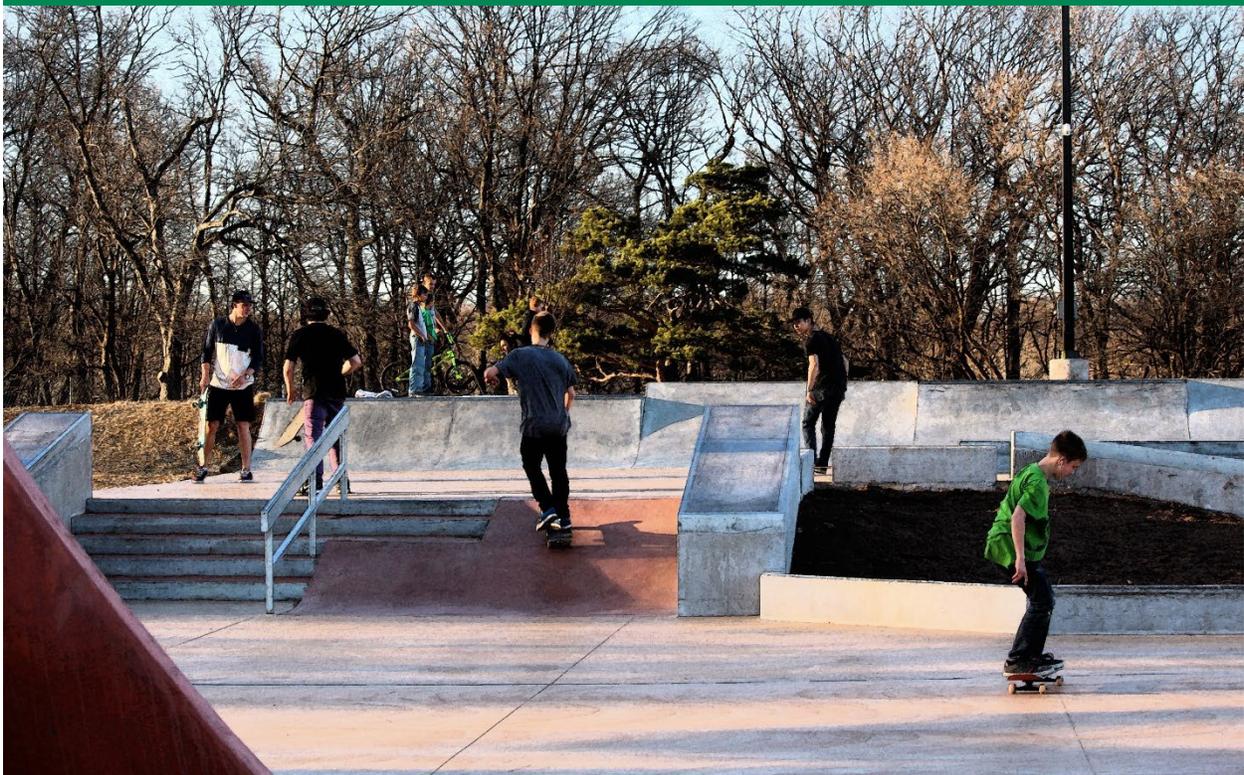
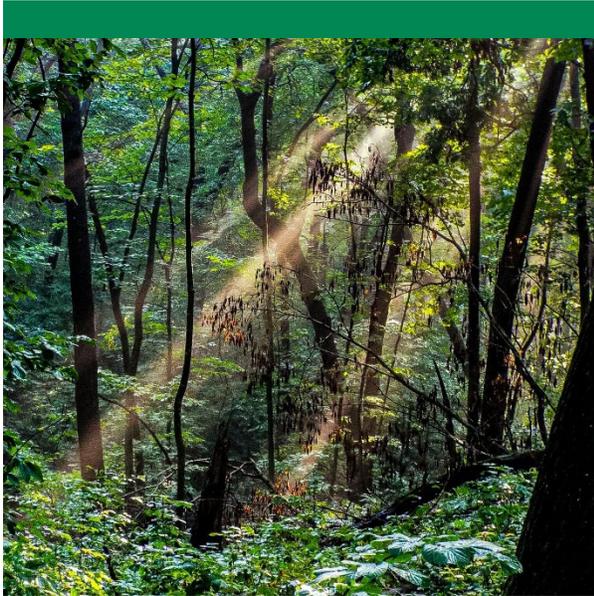


06.I. Parks

The City of Appleton manages 35 parks and 1 golf course which offer a wide range of facilities for public use. The Comprehensive Outdoor Recreation Plan offers guidance on the maintenance and operations of these facilities long-term and was recently updated in 2025.

66%

of Appleton's residents live within a 10-min walk of a park.^{xxxix}



Map 5 Park Access

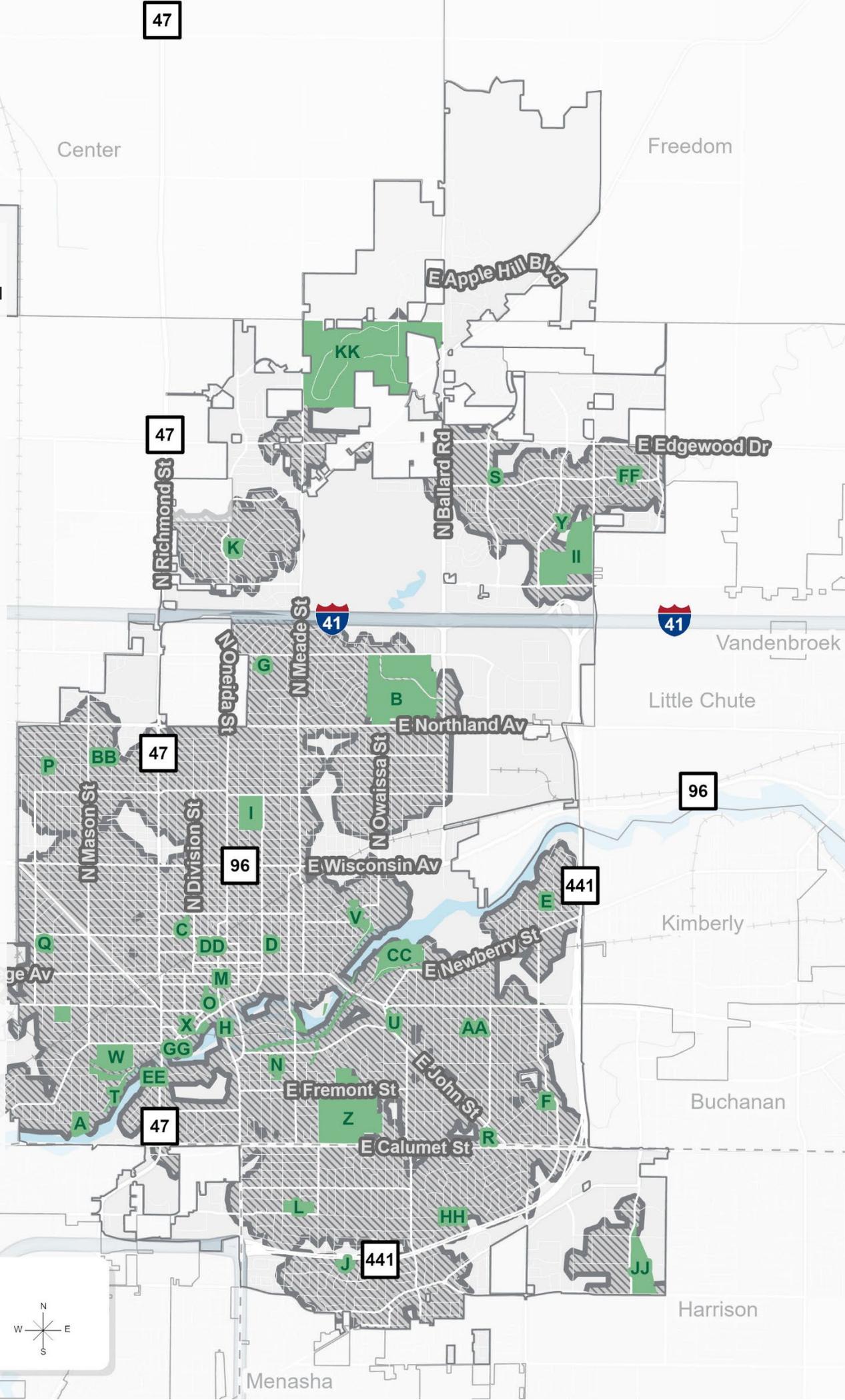
City and County
Parks and
Recreation
Areas

10 Minute Walk
of Parks and
Recreation
Areas

Public Parks

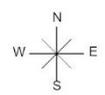
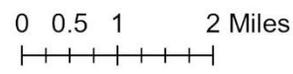
- A Alicia
- B Appleton Memorial
- C Arbutus
- D City
- E Colony Oaks
- F Derks
- G Einstein
- H Ellen Kort Peace
- I Erb and Pool
- J Green Meadows
- K Highview
- L Hoover
- M Houdini Plaza
- N Jaycee
- O Jones
- P Kiwanis
- Q Linwood
- R Lions
- S Lundgaard
- T Lutz
- U Mead and Pool
- V Peabody
- W Pierce
- X Pioneer
- Y Providence
- Z Reid Golf Course
- AA Schaefer
- BB Summit
- CC Telulah
- DD Union Springs
- EE Veterans
- FF Vosters
- GG Vulcan Heritage
- HH Woodland
- II Youth Sport Complex
- JJ Appleton Conservancy
- KK Plamann Park

Note that walking distance of parks and recreation areas does include county managed parks as well in its analysis.



Fox Crossing

Created June 24, 2025



Menasha

06.II. Natural Systems

Metallic and Non-Metallic Mineral Resources

Wisconsin's Smart Growth Legislation requires that comprehensive plans must address metallic and non-metallic mineral resources. No metallic mining has occurred in Appleton and there are no metallic mineral resources in the area. Quarrying for stone and gravel has occurred, although there are no active quarries within the City of Appleton's limits. There is a mine site located in one of Appleton's growth areas near N. French Road and E. Broadway Drive^{xi}.

Hydrology

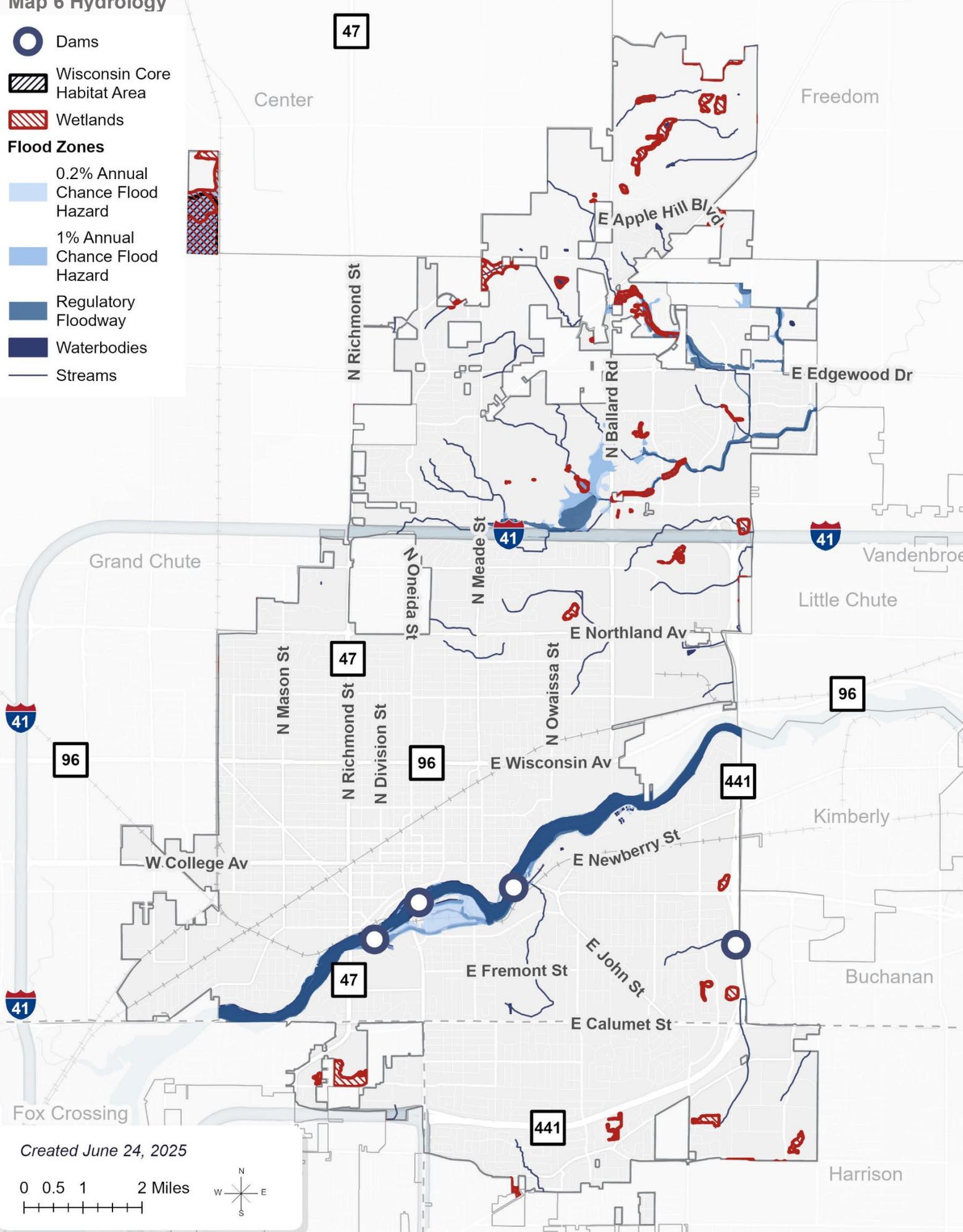
The dominant hydrological feature in Appleton is the Lower Fox River, which runs through the center of the City of Appleton from west to east. The river has been central to the City of Appleton's formation, first as a transportation route for Native Americans and fur trappers, later as a source of power for industry, and now as an environmental feature that draws residents and visitors. Industrial development changed the river dramatically. Dams along the river, including several in Appleton, have altered its flow and covered the rapids that once forced traders to portage their canoes.

There are several flood zones, streams, Wisconsin Critical Habitat Areas, and wetlands noted by the Wisconsin Department of Natural Resources, primarily off the Fox River.^{xii} Portions of the north side are located within designated flood zones and/or wetlands, which may limit or influence future development and require additional site planning considerations.



Map 6 Hydrology

-  Dams
-  Wisconsin Core Habitat Area
-  Wetlands
- Flood Zones**
 -  0.2% Annual Chance Flood Hazard
 -  1% Annual Chance Flood Hazard
 -  Regulatory Floodway
 -  Waterbodies
 - Streams



Created June 24, 2025

0 0.5 1 2 Miles



Agriculture

Agriculture remains an important element of the regional economy, although its role within the City of Appleton is somewhat limited. Active farmland within or adjacent to the City of Appleton is located predominantly to the north, where continued growth (by Appleton and its neighbors) is resulting in conversion of agricultural land to urban uses.

Plantings

Prior to settlement, the Appleton area was covered by several different types of vegetation. The most dominant of these were hardwood forests made up of sugar maple, beech, basswood, and oaks. Wetlands and savannas could also be found in the area.

Wooded areas, such as those found in parks or in steep ravines, have been significantly altered from their natural state. Remaining wetlands are mostly to the north of Appleton.

In place of its original forests, Appleton now has a well-developed urban and community forest. The urban community forest is made up of trees on both public and private property within the City of Appleton, such as those in City parks, street trees, trees on commercial property, and those on individual homeowner's lots. The value of urban community forests has been well documented and includes economic, environmental, social and health benefits. Examples of these benefits include improved aesthetics, increased economic value to property, enhanced recreational opportunities, stormwater absorption, shade and mitigation of the urban heat island effect, wildlife habitat shelter for animals, carbon sequestration, and air quality improvement.

Appleton's Department of Public Works and Department of Parks and Recreation manage the urban and community forest with a mission to "manage the urban forest to enhance the current and future environmental quality, safety and aesthetics for the benefit of the community."

Appleton has been named a **Tree City USA** by the National Arbor Day Foundation since 1984. Appleton is also the recipient of a Tree City USA Growth Award for its community forestry program, recognizing **environmental improvement and higher levels of tree care.**^{xliii}

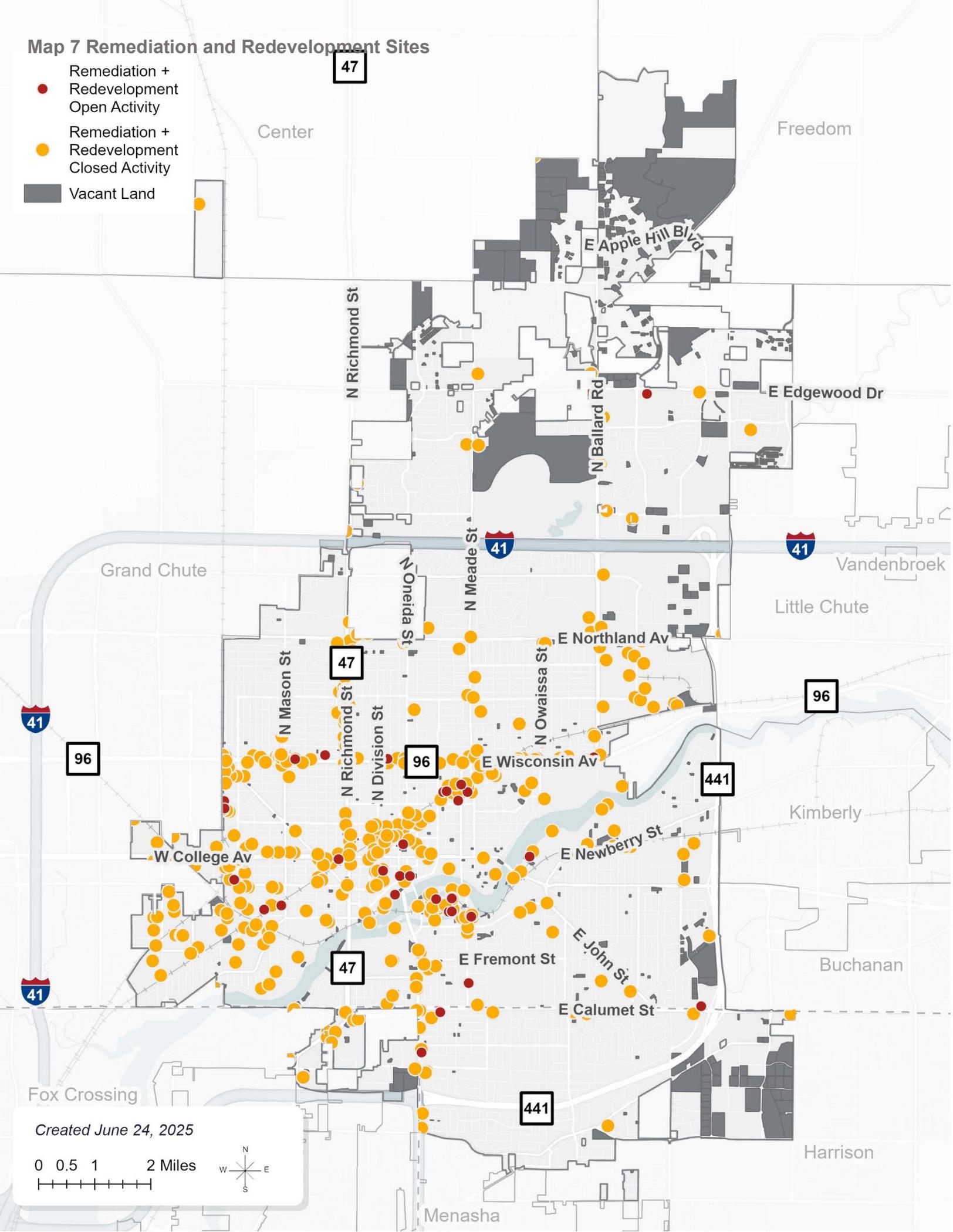


Soils and Landforms

Many soil types can be found in the Appleton area, including lime-rich tills, clays, loams, and sandy deposits. These soils tend to be relatively deep. Dolomite is the predominant bedrock type, although the Fox River Valley is underlain by shale. The area has been further classified into several land type associations. Four of these cover the majority of Appleton and its extraterritorial jurisdiction. The Fox River Valley is a nearly level lake plain dissected by narrow v-shaped valleys, with moderately well-drained silty clay loams. The Freedom Plains is a nearly level lake plain complex with well-drained silty loam. The Holland Plain is an undulating plain cut by V-shaped valleys. Its predominant soil is a well-drained silt loam. The Greenville Moraines are a characteristic undulating moraine with well drained silt loam. The Wisconsin Department of Natural Resources tracks contaminated sites, also called brownfields, and ongoing remediation through their Remediation and Redevelopment Database, which shows 404 sites have already been remediated fully with only 35 contaminated sites remaining.^{xliiii}

Map 7 Remediation and Redevelopment Sites

- Remediation + Redevelopment Open Activity
- Remediation + Redevelopment Closed Activity
- Vacant Land



47

47

96

47

441

441

Created June 24, 2025

0 0.5 1 2 Miles



06.III. Cultural Resources

Investment in the arts benefits Appleton through beautification, overall well-being, tourism, and spending at local businesses. Traditional categories within the arts include everything from visual arts to performing arts to architecture. However, the creative community has started expanding the arts to include digital media, music, performance, and more.



A wide variety of cultural resources can be found within Appleton, including, but not limited to, the following facilities and organizations:

- Appleton Boychoir
- Attic Theatre
- The Building for Kids (Children's Museum)
- Fox Cities Trout Museum of Art
- Fox Cities Performing Arts Center
- Fox Valley Symphony
- Fox Valley Youth Ballet Theatre
- Lawrence Academy of Music
- NEW Voices

Appleton also has 4 historic districts and 5 registered historic buildings or sites, mostly around Downtown Appleton.

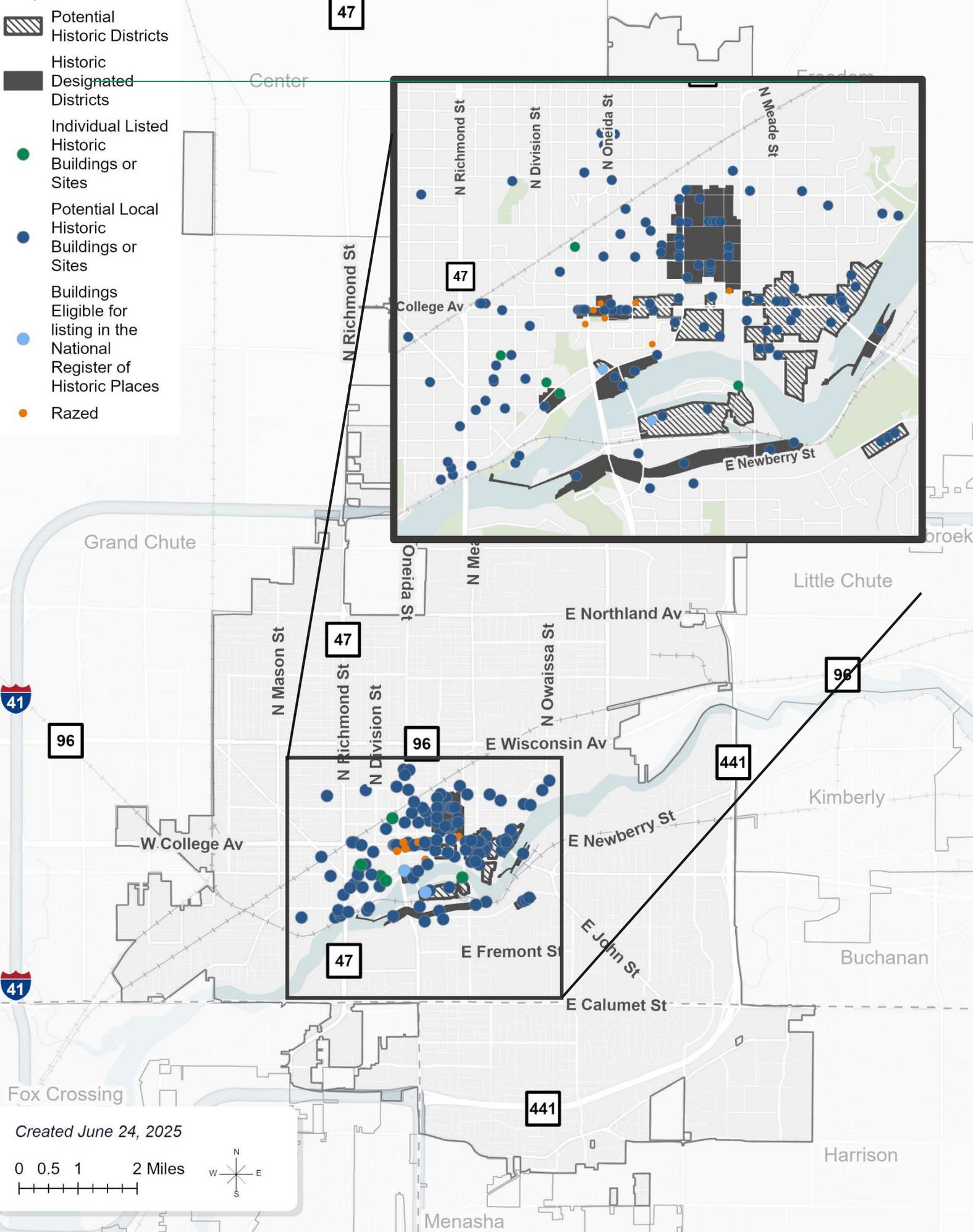
In 1997 the City of Appleton developed a full-time position which continues today called the Special Assistant to the Mayor for Community, Culture, and Belonging.

This position works to create a welcoming community through education, business support, policy and advocacy. In addition to the position, there are several diversity focused organizations within the Appleton area, including, but not limited to, the following:

- African Heritage, Inc.
- People of Progression
- Multicultural Coalition, Inc.
- Casa Hispana
- Hmong American Partnership
- New Hmong Professionals
- Hope and Help Together
- Soar Fox Cities
- IndUS of the Fox Valley
- Rainbow Alliance Advocacy
- First Nations Outreach, Inc.
- Fox Valley Literacy
- Fox Valley Veterans' Council Inc

Map 8 Cultural and Historic Resources

-  Potential Historic Districts
-  Historic Designated Districts
-  Individual Listed Historic Buildings or Sites
-  Potential Local Historic Buildings or Sites
-  Buildings Eligible for listing in the National Register of Historic Places
-  Razed



Created June 24, 2025

0 0.5 1 2 Miles



06. Economic Development

This section covers the Economic Development element of the Wisconsin Comprehensive Planning Law (s. 66.1001 2f, Wis. Stats.) The Economic Development section aligns with several local, regional, and state plans.

- Appleton Economic Development Strategic Plan
- College North Neighborhood Plan
- Downtown Appleton Business Improvement District Operating Plan
- Downtown Streetscape Design Guide
- Downtown Appleton Mobility Plan
- Tax Incremental Financing District Plans



07.I. Employees and the Labor Force

The economy is built on the people who work in Appleton and the surrounding area. Understanding their needs and habits informs how the economy is performing today and how it can be supported in the future.

35% of residents in Appleton ages 16 and over were not active in the workforce in 2023.^{xliv}



The US Census defines all people 16 years old and over who are not classified as members of the labor force in this category. It consists mainly of students, retired workers, seasonal workers interviewed in an off season who were not looking for work, institutionalized people, and people doing only unpaid family work (less than 15 hours during the reference week).^{xlv}

Appleton had an unemployment rate of **3.9%** in 2023.^{xlvi}



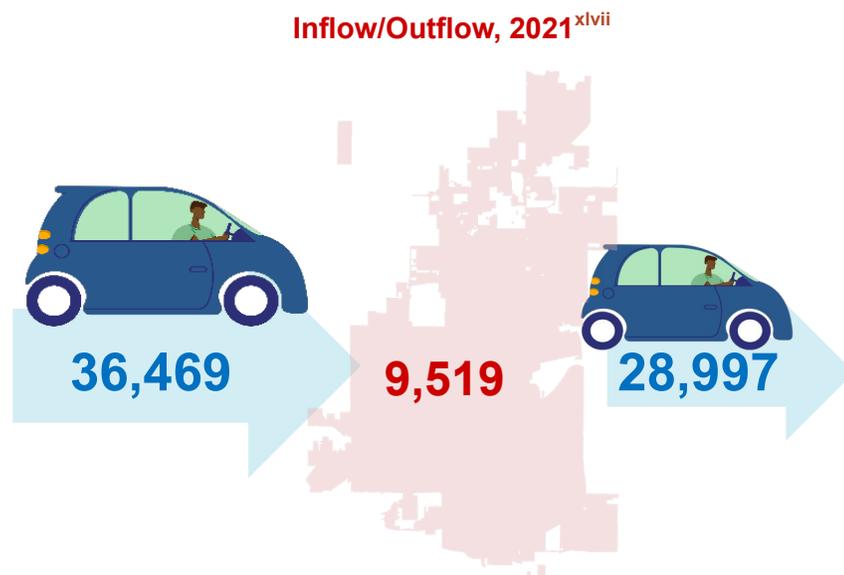
People are counted as unemployed if they are jobless, have actively been seeking work within the past four weeks, and are available to work. This is in line with the state of Wisconsin, who had an unemployment rate of 3.3% that same year.

Most people who work in Appleton live outside the City of Appleton, and most people who live in Appleton work in the broader Fox Cities area. This constant exchange highlights the regional nature of the economy, which requires strong collaboration with surrounding communities.

36K
people commuted into Appleton daily for work

10K
people lived and worked in Appleton

29K
Residents commuted out of Appleton for work



07.II. Jobs and Businesses

The Economic Base Today

Over 1 in 10 people in Appleton work from home.

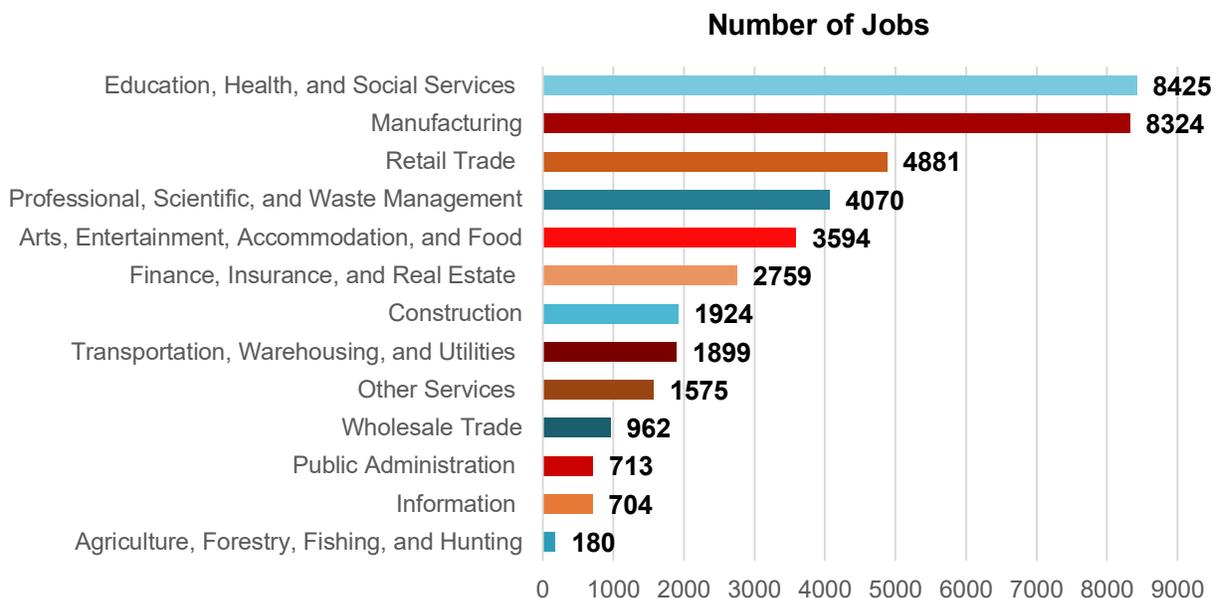
This is consistent with post-pandemic trends. The amount of people working from home in Appleton almost **quadrupled over the past decade**, from 3% in 2014 to 11.2% in 2023.^{xlviii}



Occupations refer to the specific types of work people do and are a key indicator of people's unique skillsets in Appleton. Appleton's top occupation sectors in 2023 include the following:

- **Educational, health, and social services (21.1%)**
- **Manufacturing (20.8%)**
- **Retail trade (12.2%)**
- **Professional, scientific, and administrative and waste management services (10.2%), and**
- **Arts, entertainment, recreation, accommodation and food services (9.0%).^{xlix}**

Appleton Jobs by Occupation, 2023¹



The Economic Base Tomorrow

The Wisconsin Department of Workforce Development calculates employment projections to see how the workforce will change over time. Their projections for the Fox Valley and Bay Area Workforce Development Areas, combined, predict the largest growth will be in the following industries:



Workforce Development Area Projected Industry Changes, 2022-2023ⁱⁱ

Industry Title	Employment in 2022	Numeric Change in Employment	Projected Estimated Employment in 2032	Projected Percentage Change
Construction	32,875	37,156	4,281	▲ 13.02%
Self Employed and Unpaid Family Workers	37,009	41,762	4,753	▲ 12.84%
Financial Activities	32,068	35,676	3,608	▲ 11.25%
Professional and Business Services	55,372	61,415	6,043	▲ 10.91%
Other Services (except Government)	31,580	34,567	2,987	▲ 9.46%
Leisure and Hospitality	55,082	59,975	4,893	▲ 8.88%
Natural Resources and Mining	12,770	13,784	1,014	▲ 7.94%
Education and Health Services	127,248	136,539	9,291	▲ 7.30%
Trade, Transportation, and Utilities	111,618	119,763	8,145	▲ 7.30%
Manufacturing	138,340	143,798	5,458	▲ 3.95%
Government	32,496	32,750	254	▲ 0.78%
Information	5,619	5,056	-563	▼ -10.02%

07.III. Retail and Shopping

A Market and Leakage Study was conducted in 2025 to identify what the potential was for retail in Appleton, looking at a 22 mile drive (the average distance residents travel) from 3 key subareas: Wisconsin Avenue, South Oneida Street, and Northland Avenue/Richmond Street.^{lii}

The area studied showed Appleton has more supply than demand when it comes to retail. Since there is a lot of retail supplied already in the region, it can be challenging to expect significantly more retail businesses to open in the city and its subareas. This means the City of Appleton will need to be strategic about where and how much retail it encourages in the future by creating nodes of activity along busy corridors so businesses are better able to support each other and thrive. It also means that housing along the corridors will be needed to fill both housing demand and future businesses.

\$6.52 billion

Total Demand for Retail in the Study Area in 2025

\$7.76 billion

Total Supply of Retail in the Study Area in 2025

Demand remains elevated for five particular retail categories within the Appleton study areas.

Retail Demand, 2025

Retail Type	Number of Retail Establishments	Supported Square Footage
lawn/garden equipment & supplies stores	2-5	113,859.22
beer, wine, & liquor stores	2-3	61,893.11
gas stations	2-8	203,900.59
florists & miscellaneous store retails	5-10	15,595.67
used merchandise stores	2-6	37,015.39

Sources: 2024 Placer AI data was used to inform the 2025 Retail and Market Analysis. The number of retail establishments is generated using the average sales per square foot and average building size of comparable businesses in the Appleton area. The range varies depending on the size of the establishment and the variety of goods sold. For example, Appleton could support 2 mega gas stations, similar to large truck stops, or 8 typically sized gas stations.

The Market and Leakage Study also found that Appleton residents are willing to travel further outside the city than the average travel distance (22+ miles) for six key retail services. This means Appleton has a market that could potentially support these types of retail so long as they have quality goods and strong locations where people want to spend their time.

1 Shops & Services 464,668 visits in 2024	4 Leisure 44,520 visits in 2024
2 Dining 253,750 visits in 2024	5 Superstores 34,362 visits in 2024
3 Groceries 52,443 visits in 2024	6 Hotels & Casinos 22,311 visits in 2024

07.IV. Educational Attainment and Workforce Development

Schools and education are not only one of Appleton's biggest assets, but they also play a strong role in the economy, ensuring future generations have the training needed to take on the jobs available in the city and the broader region.

The U.S. Census estimated Appleton had **over 17,000 students** enrolled in schools from preschool to college in 2023. ^{liii}

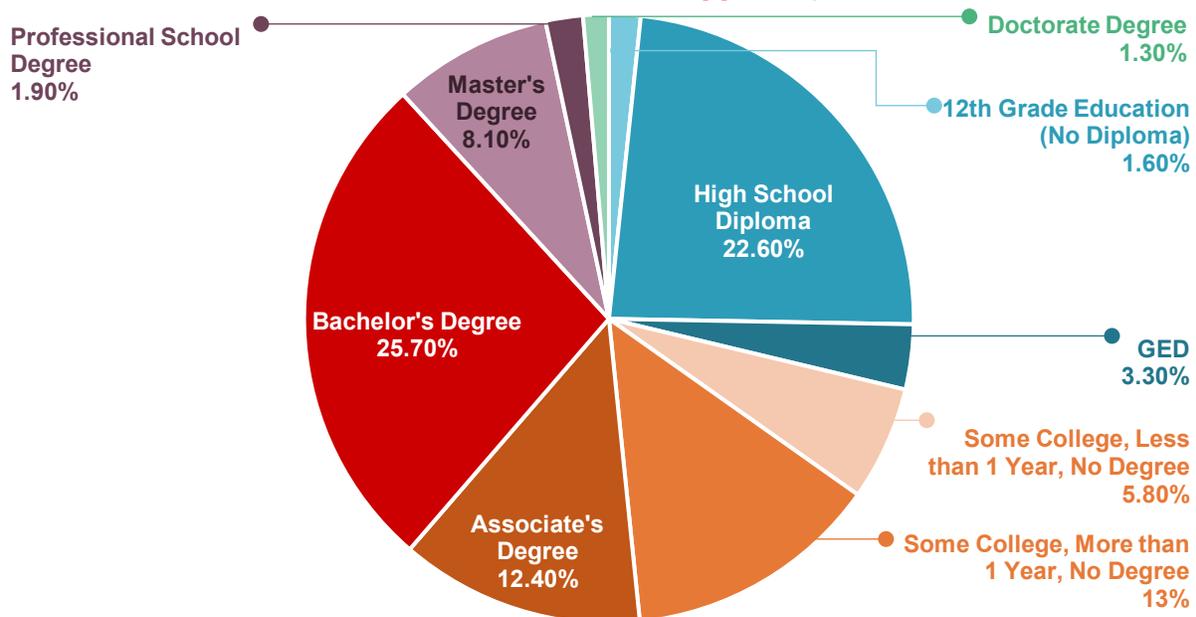


Lawrence University and Fox Valley Technical College provide a diverse array of post-secondary educational options. Of the **4,149 degrees** completed in 2024 across the various higher education institutions in Appleton, most received degrees in:

- **Health Professions and Related Programs**
- **Business, Management, Marketing, and Related Support Services**
- **Precision Production**
- **Mechanic and Repair Technologies**
- **Transportation and Materials Moving** ^{liv}



Educational Attainment in Appleton, 2023^{lv}



Appleton in Action

Appleton has made several major moves over the past few years to support businesses, entrepreneurs, and job growth for community members, including the following actions:

- creating Tax Increment District #13
- approving the expansion of Southpoint Commerce Park to provide ready to build lots to retain and attract business and industry uses in the City
- planning for the West College Avenue Corridor, *A NEW Avenue*
- creating the *College North Neighborhood Plan*
- securing funding for mixed use development for new transit center and housing
- creating a guide for a subdivision plat process to assist developers through the process



07. Land Use



07.I. Land Use in Appleton

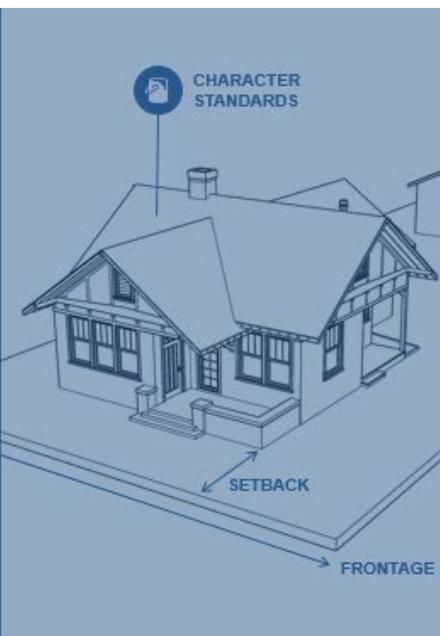
Land use plays a critical role in planning for Appleton's future. Land is a finite resource. The City of Appleton seeks to ensure that it will have sufficient area available to meet its future needs for residential, commercial, industrial, recreational, and other forms of development. This will be accomplished through a combination of redevelopment, infill in existing parts of the community, and smarter development of "greenfield" sites at the city's edges so as to not strain utilities or the environment.

While too little developable land can hinder growth, an excessive amount can lead to decreased land values. The result of this may be scattered development that is more difficult and costly for the City of Appleton 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, redevelopment areas, and provision of public utilities are some of the techniques that Appleton will use to regulate the supply of land.

07.II. 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, 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.

<h3>Future Land Use</h3> <ul style="list-style-type: none">▪ Defines what an area should look and feel like in the future▪ Set the parameters for which uses are most compatible with each other and where they should be in the City▪ Uses Place Types that allow a range of compatible uses and are based on what could be there in the future▪ Adopted under the Wisconsin Comprehensive Planning Law of 1999, as amended		<h3>Zoning</h3> <ul style="list-style-type: none">▪ Defines what an owner can and cannot <i>legally</i> do with their property▪ Sets the rules and regulations for property development, such as building height, form, and setback▪ Uses Districts which are rigid, require a formal amendment process to change, and are based on what currently exists▪ Adopted under the Wisconsin State Statute s.62.23, as amended	
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07.III. Creating Future Land Use

A comprehensive plan includes guidance for future land use. Future land use balances five major considerations:



Compatibility
Organize land in a way that reduces conflicts with nearby uses and supports nearby activity.



Transportation
Organize land in a way that creates dense corridors and neighborhoods that promote walkability and transit.



Intensity
Organize land in a way that provides areas from high activity to low activity to meet different lifestyle needs.



Infrastructure
Organize land to promote development near existing infrastructure to limit strain on system capacity and environmental impacts.



Community
Organize land in a way that promotes close-knit communities and a strong sense of local identity.

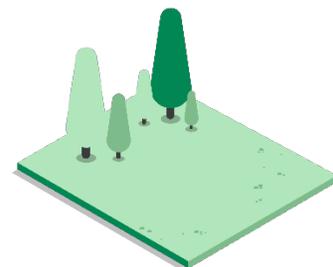
To create future land use, *Plan Appleton* considers three key pieces of information:



Existing Land Use
Future land use should allow existing neighborhoods to thrive while ensuring any future uses on the land maintain a sense of continuity while providing opportunities for redevelopment to meet the community's vision.



Zoning
Future land use considers the requirements, or zoning, of land. While future land use does not change zoning, it supports future zoning updates to meet community goals.

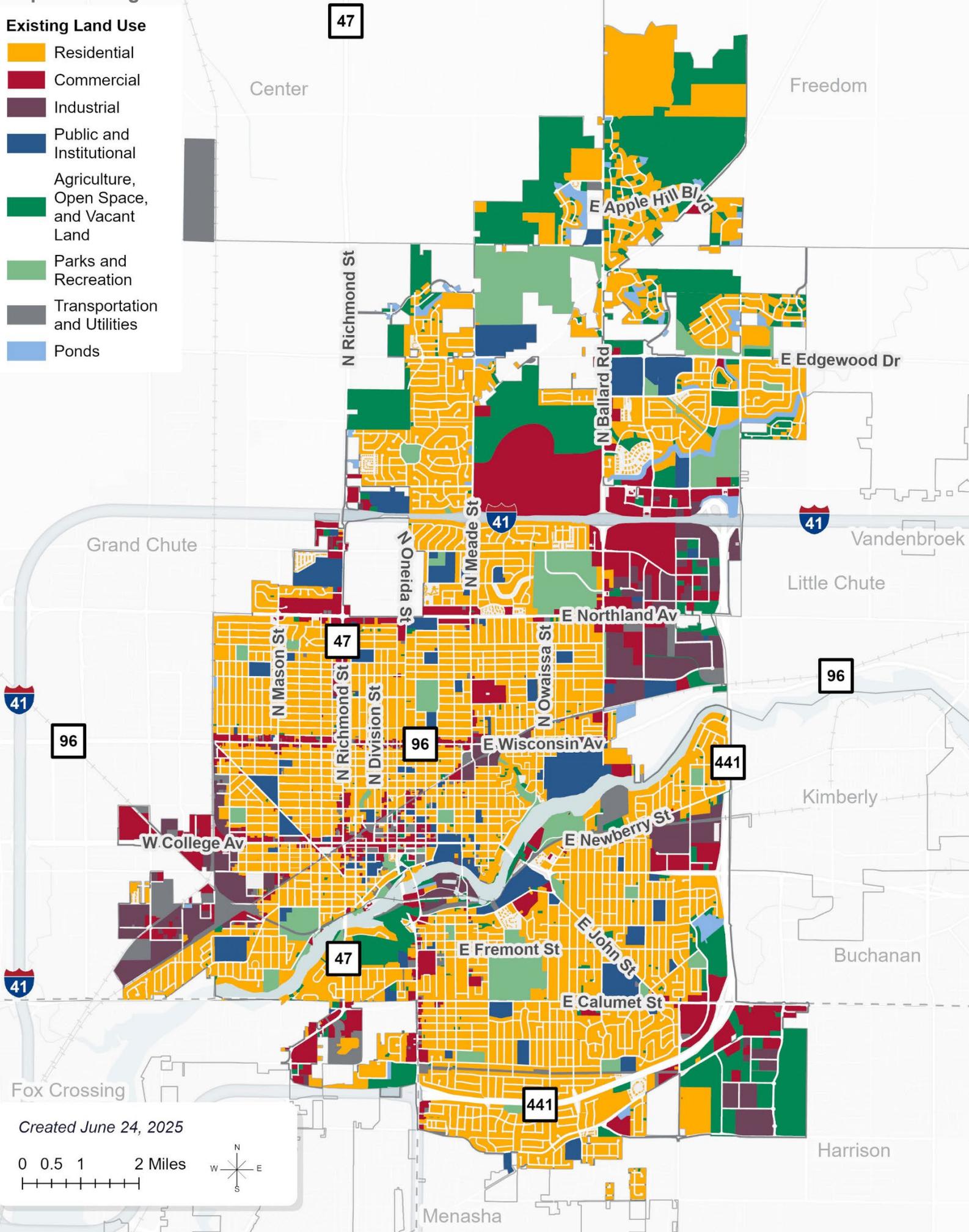


Development
Where there is vacant or underused land that does not strongly support the plan's vision, the future land use strategy needs to encourage development that is compatible with surrounding areas and that meets the vision of the community.

Map 9 Existing Land Use

Existing Land Use

- Residential
- Commercial
- Industrial
- Public and Institutional
- Agriculture, Open Space, and Vacant Land
- Parks and Recreation
- Transportation and Utilities
- Ponds



Created June 24, 2025



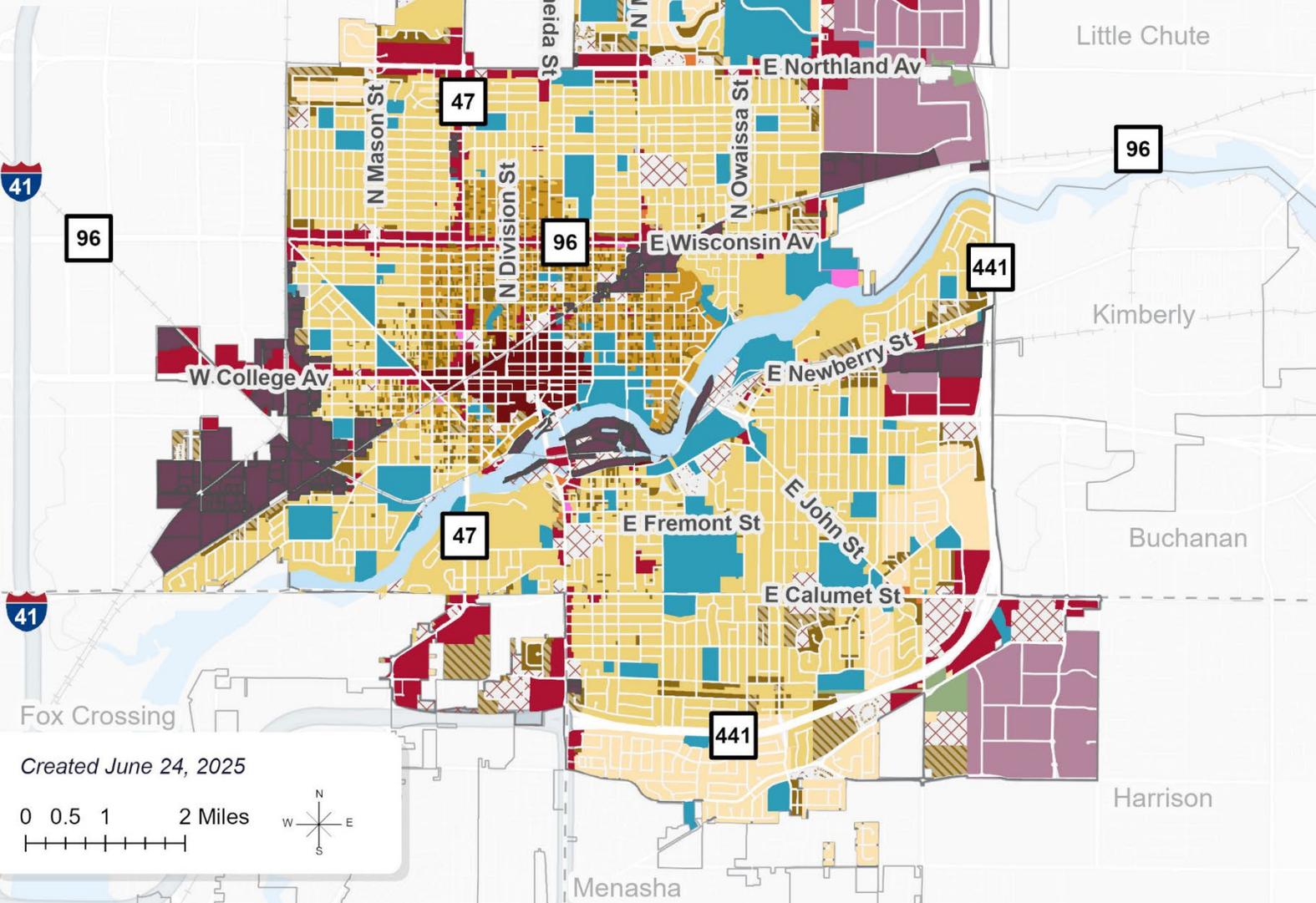
Map 10 Current Zoning

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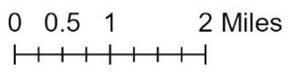
Zoning

- AG
- R-1A
- R-1B
- R-1C
- R-2
- R-3
- P-1
- NC
- C-O
- C-1
- C-2
- CBD
- P
- M-1
- M-2
- PD

Note that several parcels were annexed in fall of 2024 and their zoning is not reflected on this map.

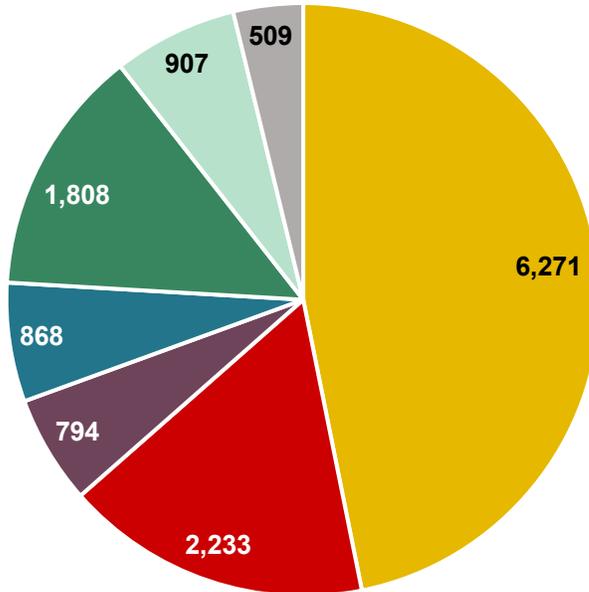


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Current Land Use and Zoning

Appleton Existing Land Use by Acre, 2024^{lvi}



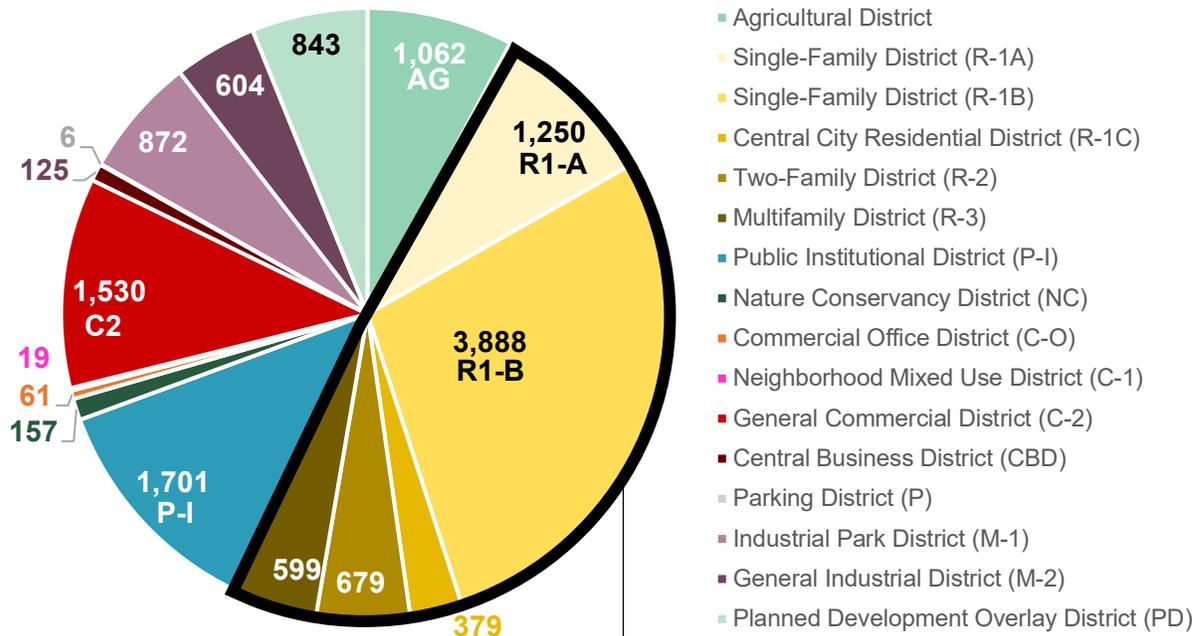
Appleton's land use can be broken down into seven key categories with

residential land

as the most common.

- Residential
- Commercial
- Industrial
- Public & Institutional
- Agriculture, Open Space, & Vacant Land
- Parks and Recreation
- Transportation & Utilities

Appleton Zoning by Acre, 2024^{lvii}

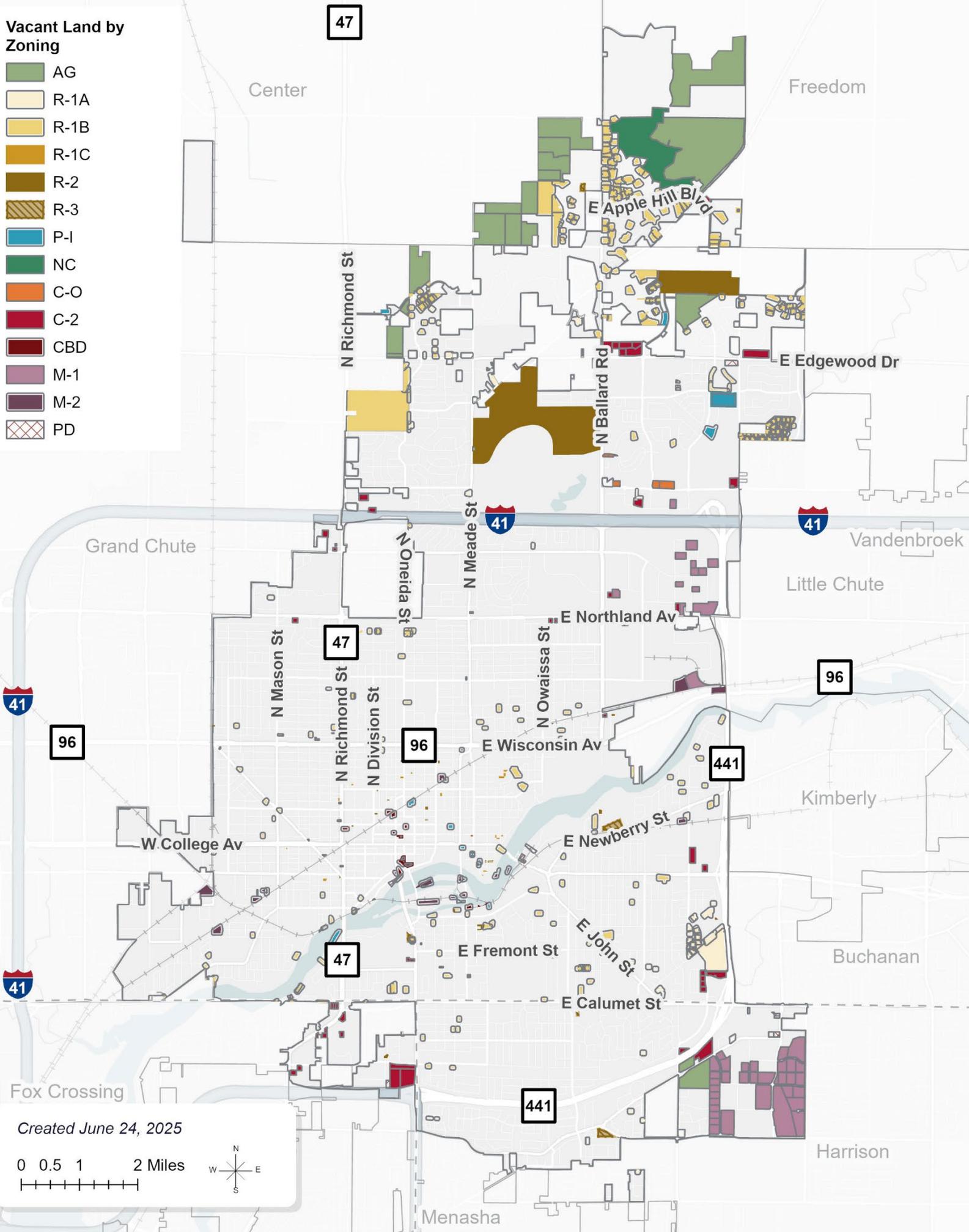


49% of land in Appleton is zoned **residential**.

Map 11 Vacant Land by Zoning

Vacant Land by Zoning

- AG
- R-1A
- R-1B
- R-1C
- R-2
- R-3
- P-1
- NC
- C-O
- C-2
- CBD
- M-1
- M-2
- PD



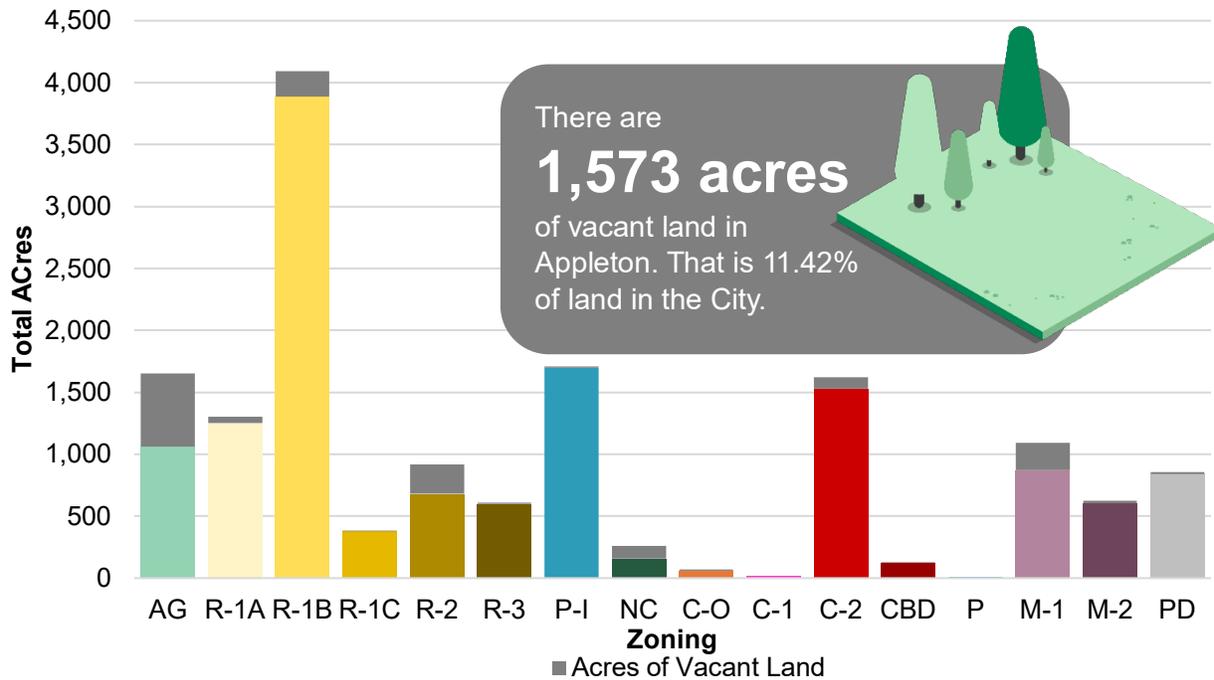
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Development, Redevelopment, and Vacancy

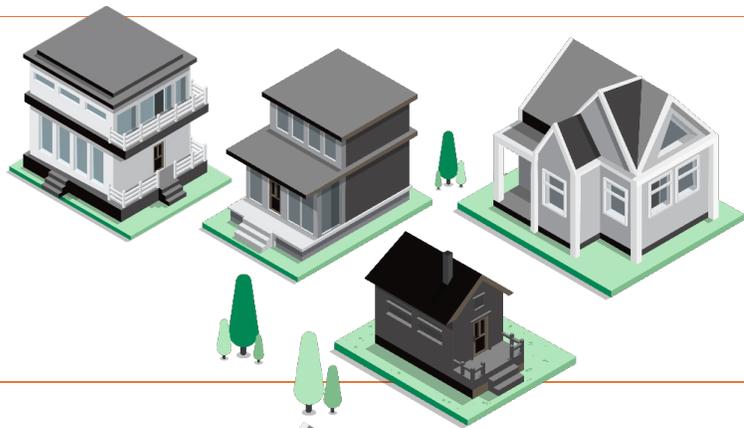
Appleton Vacant Land by Zoning, 2023^{lviii}



The median size of a vacant parcel in Appleton is

0.29 acres.

That's the size of an average residential lot in the city.^{lix}



In addition to vacant land, it is important to consider vacant buildings. Appleton had an **overall residential vacancy rate of**

3.6% in 2023.

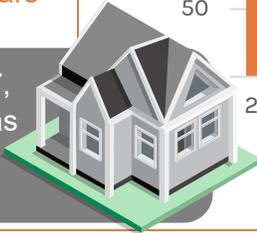
This is a **decrease** from 5.6% ten years prior. A healthy housing market has a vacancy rate between 4-7% which allows for movement in the market.^{lx}



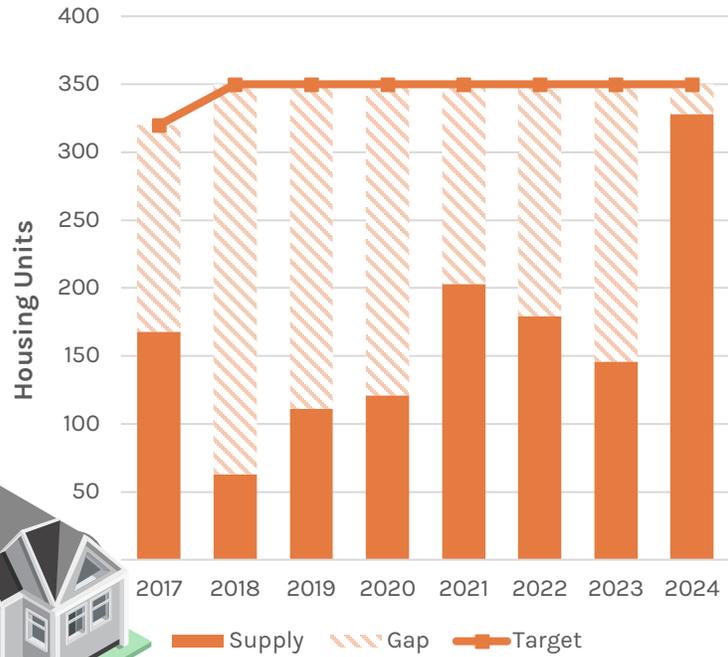
In 2017, a housing assessment set targets for construction of housing to meet community demand. The housing market in the city has built 2,114 less than what was predicted in that assessment.

An updated housing assessment conducted in 2025 shows that Appleton will now need to have an additional 3,600 owner and 3,200 renter units developed over the next 20 years to keep up with demand and meet the pent up gap in supply from past years of construction.

Based on targets from 2017, development in Appleton has not kept pace with demand by **2,114 units**.



Appleton's Housing Demand Over Time^{lxi}



In the first phase of *Plan Appleton*, over 300 people participated in virtual and in person activities sharing where they wanted to see this development happen in Appleton.

Infill in existing neighborhoods was the most desirable location for more housing expressed by the community.



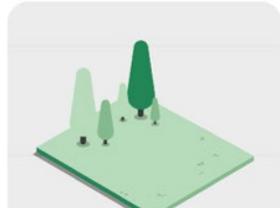
1 Infill in Existing Neighborhoods



2 Infill Downtown



3 Infill along Corridors



4 On the Outskirts of the City in Large Open Areas

However, there isn't much space for infill in Appleton.

There are limited opportunities to create more housing units within existing neighborhoods.

In order to determine the opportunities for neighborhood infill, the Vacant Land map was analyzed by verifying ownership of residentially zoned vacant parcels in relationship to their neighboring parcels, location on a lot, neighboring uses, and street access. Vacant residential parcels in Appleton’s existing neighborhoods largely fall into the following types:

- Side lot (many of which are owned by an adjacent homeowner)
- Interior lot with no street access
- Church or school with surplus land
- Not entirely vacant, but underutilized (if the lot were to change owner or the use could intensify)

Infill vacant lot opportunities (typically residentially platted lot not owned as a side lot by a neighbor) only totaled about 50 lots in existing neighborhoods (not including new partially built subdivisions). Any other infill development in these neighborhoods would likely be tear down and rebuild. However, this redevelopment is unlikely to yield significant amounts of additional dwelling units: neighborhoods are strong and the costs of acquiring, demolishing, and rebuilding multiple units will be cost prohibitive. Because infill within established neighborhoods is not likely to yield significant enough increases to meet the demand for more housing units, redevelopment along corridors and larger lots – including creative reuse of property own by institutions (houses of worship or schools) – will make a greater impact on Appleton’s housing needs.

Infill Potential, 2025

Zoning District	Total Parcels	Number Of Likely Infill Parcels	Number Of Potential Infill Housing Units*
Single-Family R1-A	3,910	3	~ 3 - 10
Single-Family R1-B	16,664	41	~ 40 - 90
Central City Residential R1-C	3,402	10	~ 10 - 25
Two-Family District R2	4,535	1	~ 1 - 2
Multifamily District R3	1,375	3	~ 6 - 20
Total	29,886	58	~ 60 - 150

Sources: SmithGroup analysis based on 2024 City of Appleton vacancy data. *This is the number of approximate single lot infill for platted lots. Does not include more creative planned-development style redevelopment of institutional sites nor unbuilt newer subdivision lots. The lower numbers assume only single-family construction, the upper numbers assume duplex construction or more on larger parcels.

07.IV. Future Land Use Projections

This section covers the Land Use element of the Wisconsin Comprehensive Planning Law (s. 66.1001 2h, Wis. Stats.) which says that a plan shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based.

Current State

Appleton is a primarily residential city, which will likely continue as the population grows and evolves. Within city limits, there is minimal productive agricultural use, and about 11% of the land is used for parks and green space. Greenspace will likely also expand as suburban growth extends further from the City of Appleton’s core, so community members have walkable and bikeable access to parks and open spaces.

Existing Land Use Trends, 2025

Land Use	Amount	Intensity	Net Density	
	Total Acres	Percent of Land	Total Structures	Acre of Land Use in the City for Every 1 Acre of Residential
Residential	6,271.00	45.52%	38,112	1.00
Commercial	2,233.00	16.21%	48	0.36
Industrial	7,94.00	5.76%	13	0.13
Agriculture & Open Space	2,35.00	1.71%	29	0.04
Other Uses (Public & Institutional, Parks & Recreation, Transportation and Utilities)	2,284.00	16.58%	<i>not analyzed for trend forecasting</i>	
Vacant Land	1,573.00	11.42%	<i>not analyzed for trend forecasting</i>	

Note About Data Source and Analysis. Existing Land Use Trends are based on data available in the [Appleton Parcel Layer](#) using the same designations as the Existing Land Use Analysis found earlier in this section as of August 2025. Note that total city acreage differs slightly from the sum of the acres analyzed by land uses. This is because the total city acreage is based on the fully city land boundary while the acreage of categories is based on available mapped parcel data, which often doesn't include areas such as waterbodies.

Trends

Given the projected population growth (See 01. Demographics), housing needs identified in the Housing Assessment (See 02. Housing), and need for density to support the commercial and industrial markets (See 06. Economy), this suggests a need for new development, redevelopment, and increased density along major corridors.

The 2025 Appleton Housing Assessment found that Appleton is projected to grow 6,800 housing units by 2045. Assuming that future housing growth maintains a similar mixture of unit options, this would yield an additional 1,359.28 acres of developed residential land beyond what exists today.

Housing Trends and Projections

Housing Units Needed by Type		
Housing Type	Percentage of Housing Units, 2025	Housing Units Needed
		<i>Assuming The 6,800 New Units Maintain a Similar Distribution</i>
Single-Family	72.44%	4,926
Duplex	6.73%	457
Multi-Family	20.83%	1,417
		Total 6,800

Acres Needed by Type				
Housing Type	Total Living Units, 2025	Total Acres, 2025	Acres Per Unit, 2025	Acres Needed to Meet 2045 Demand
				<i>Assuming Density in Acres Per Unit Remains the Same</i>
Single-Family	22,158	5,406.10	0.24	1,201.85
Duplex	3,566	371.47	0.10	47.65
Multi-Family	5,043	390.80	0.08	109.77
				Total 1,359.28

Note About Data Source and Analysis. The percentage of housing units is based on the distribution provided by US Census 2023 Units in Structure Table B25024. Total living units, acres, and acres per unit under Housing Trends and Projections are based on data available in the [Appleton Parcel Layer](#) (particularly the Living Units Attribute Field) using the same designations as the Existing Land Use Analysis found earlier in this section as of August 2025. Note that the acreage for residential land uses by type differs slightly from the total acreage of residential land uses since not all residential parcels were tagged with a living unit and therefore not counted as part of living units or acres.

Projections

With available vacant land and extraterritorial jurisdiction, Appleton has enough land with the proposed future land use designations to meet the needs of projected future growth.

Projected Growth in Land Area

Total Projected Growth in Land Area						
Land Uses	Total Acres, 2025	Projected New Acres Needed by 2045	Total Projected Acres, 2045	Projected Percentage of Land, 2045	Total Vacant Land, 2025	Net New Acres Needed <i>(New Acres Needed Less Vacant Land)</i>
Residential	6,271.00	1,359.28	7,630.28	65.78%	508.64	850.64*
Commercial	2,233.00	484.02	2,717.02	23.42%	104.34	379.68*
Industrial	794.00	172.10	966.10	8.33%	244.02	<i>sufficient vacant land to accommodate projected growth</i>
Agriculture & Open Space	235.00	50.94	285.94	2.47%	693.81	
Total	9,533.00	2,066.33	11,599.33			

* There is sufficient extra-territorial jurisdiction areas designated with compatible future land uses to accommodate net new acres needed.

Projected Growth by 5-Year Increments					
Land Uses	Total Acres, 2025	Total Acres, 2030	Total Acres, 2035	Total Acres, 2040	Total Acres, 2045
Residential	6,271	6,611	6,951	7,290	7,630
Commercial	2,233	2,354	2,475	2,596	2,717
Industrial	794	837	880	923	966
Agriculture & Open Space	235	248	260	273	286

Note About Data Source and Analysis. Total Acres in 2025 are based on data available in the [Appleton Parcel Layer](#) using the same designations as the Existing Land Use Analysis found earlier in this section as of August, 2025. Projected new acres needed for Residential Land Uses are based on the Housing Trends and Projections shown prior. Commercial, Industrial, and Agricultural & Open Space projected new acres are calculated by assuming the ratio of land uses remains the same as the trends indicated in the Existing Land Use Trends shown prior. 5-Year Increment projections are based on consistent average growth of approximately 340 residential acres, 121 commercial acres, 42 industrial acres, and 13 agricultural & open space acres every 5 years.

Future Land Use Approach

While there could be a need for around 1,900 acres of additional land to support development assuming current trends continue, the reality is that there will likely be a need for far less land. The Future Land Use Approach looks for opportunities to support walkable, vibrant, complete neighborhoods by incorporating commercial and more residential uses along collector and arterial roads, which will lead to more development and redevelopment of land that currently exists in the city. This will also support existing infrastructure, roads, and transit lines to ensure there is not excess strain on City of Appleton services. See the Future Land Use map and recommendations of *Plan Appleton* to learn more about how updates to zoning, land use, and development practices can make effective use of land, support current and future residents, and limit the need to tap into future growth areas.

Future Land Uses in Appleton and its Extraterritorial Jurisdictions^{lxiii}

Future Land Use Category	Acres within City Limits	Percent of Area within City Limits	Acres Within Extra-territorial Jurisdiction	Percent of Acres Within Extra-territorial Jurisdiction	Total Acres Within Planning Area	Percent of Area Within Planning Area
Parks and Recreation	991.11	6.18%	0.00	0.00%	991.11	4.97%
Suburban Neighborhood	4,976.37	31.05%	3,504.17	89.08%	8,480.54	42.49%
Urban Neighborhood	5,202.84	32.47%	129.74	3.30%	5,332.58	26.72%
Downtown	166.46	1.04%	0.00	0.00%	166.46	0.83%
Mixed-Use	1,587.20	9.90%	245.20	6.23%	1,832.40	9.18%
Commercial	738.68	4.61%	13.69	0.35%	752.37	3.77%
Industrial	1,483.54	9.26%	36.42	0.93%	1,519.96	7.62%
Institutional	879.29	5.49%	4.71	0.12%	884.00	4.43%
Total City Acreage	16,025.50		3,933.93		19,959.43	

Appleton in Action

Appleton amended zoning recently (as of 2025) to support more housing:

- Zero lot line duplexes
- Accessory dwelling units
- CBD allows ground floor residential (except within 120 feet of College Ave.) and standalone residential
- Increased multi-family residential densities (no maximum density in the CBD, C-1 or C-2 zoning districts)
- C-1 zoning district:
 - accommodate mixed-use infill and redevelopment
 - increased lot coverage
 - reduced parking requirements
 - no maximum MF density
 - reduced setbacks
 - encourage parking to the rear of the buildings
- 20% administrative parking reduction / adjustment in all districts



Data Considerations

Several factors were used to analyze the data found in this report, as noted below. See the full table of data used to develop this report in the appendix. It is also worth noting the following considerations.

- 2014-2023 were typically used as the analysis period for U.S. Census based data to establish a consistent methodology.
- ACS 5-Year Estimates were used for citywide metrics and spatial analysis (maps) and smaller geographies to ensure statistical reliability at census tract level.
- Forecasts for 2040 were provided by the Wisconsin Demographics Services Center as required for the inclusion in comprehensive plans per state statute.
- Several sources besides from Census data were used based on recent studies and are noted in detail in the Document Sources.
- Time ranges may differ to reflect reporting associated with initiatives, third-party data reporting, and research.

Image Sources

All photos are available for City of Appleton use and provided by the City of Appleton. All graphics and icons are developed by SmithGroup.

Map Sources

Maps in this report were developed using open data sources from the City of Appleton, FEMA, USGS, and surrounding counties. Links to the metadata for publicly available layers are listed in the detailed sources list below.

Map 1 Roads by Functional Classification

- City of Appleton, [Appleton Traffic Counts AADT](#), Symbolized by DXF_TEXT Field. Provided March 2025.
- City of Appleton, [AppletonStreets](#), Symbolized by ROADTYPE Field. Provided March 2025.
- Wisconsin Department of Transportation and Department of Transportation Management, [Functional Class - Local Layer](#), Symbolized by Functional Class Description Field. Provided April 2025.

Map 2 Non-Motorized Transportation

- City of Appleton, [Sidewalks Layer](#). Provided March 2025.
- City of Appleton, [Routes Lanes and Trails](#) Layer. Symbolized by TrailType1 Field. Provided April 2025.

Map 3 Transit

- City of Appleton, [Appleton Bus Stops Layer](#), with a definition query excluding exclusively AM and PM routes which denote school bus stops instead of Valley Transit bus stops. Provided March 2025.
- City of Appleton, [Appleton Bus Routes Layer](#), Symbolized by Layer Field. Provided April 2025.
- SmithGroup, [10 Minute Walking Distance of Bus Stops travelareas Layer](#), run using the walking distance geoprocessing tool by Esri mapping services based on the bus stops points referenced prior. Developed April 2025.

Map 4 Rail System

- City of Appleton, [Appleton Rail Lines Layer](#). Provided March 2025.
- SmithGroup, [AppletonRail_Buffer](#) Layer, run using the buffer tool by Esri mapping services set to 25 mile distance based on rail lines layer provided prior. Developed February 2025.

Map 5 Park Access

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- SmithGroup, [10 Minute Walking Distance of Parks Layer](#), run using the walking distance geoprocessing tool by Esri mapping services based on the parks points referenced prior. Developed April 2025.

Map 6 Hydrology

- Esri Open Data Portal, [Core Habitat Areas Wisconsin Layer](#). Accessed March 2025.
- City of Appleton, [Dams Layer](#). Provided March 2025.
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Map 7 Remediation and Redevelopment Sites

- City of Appleton, [UseCodeVacant2024 Layer](#), Symbolized by Planning Zone 1 Field. Provided March 2025.
- Wisconsin Department of Natural Resources, [Remediation and Redevelopment Database](#), Collected June 2025

Map 8 Cultural and Historic Resources

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- City of Appleton, [Districts Generalized](#), Symbolized by Name Field. Provided June 2025.
- City of Appleton, [PotentialDist](#), Symbolized by Name Field. Provided June 2025.

Map 9 Existing Land Use

- City of Appleton 2025, [Current Land Use Layer](#). Symbolized by AGUSE1 Field. Provided March 2025.

Map 10 Zoning

- City of Appleton, [Appleton Zoning Layer](#), Symbolized by DXF_TEXT Field. Provided March 2025.

Map 11 Vacant Land by Zoning

- City of Appleton, [UseCodeVacant2024 Layer](#), Symbolized by Planning Zone 1 Field. Provided March 2025.

Basemap

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- Wisconsin Open Data Portal, [Wi County Boundaries Layer](#). Accessed March 2025.
- Wisconsin Open Data Portal, [Wi Municipal Boundaries Layer](#). Accessed March 2025.
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- Wisconsin Open Data Portal, [Road Centerline Layer](#). Accessed March 2025.
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- ^{iv} Wisconsin Demographics Services Center, Municipal Population Projections from 2010-2040, Vintage 2013 (latest available)
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**CITY OF APPLETON
HOUSING ASSESSMENT**

APRIL 2025

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Introduction

EXECUTIVE SUMMARY

The 2024 Appleton Housing Assessment provides a detailed analysis of the current housing situation in Appleton, focusing on affordability, demographics, and future housing needs. The report highlights that Appleton's population is projected to grow, with significant increases in youth and young adults. The median household income is \$73,449, with a notable disparity between owner households (\$99,331) and renter households (\$51,001). A significant portion of renters (36%) and a smaller portion of owners (11%) are cost-burdened, spending more than 30% of their income on housing.

The housing profile reveals that Appleton has 30,831 housing units and a 3.5% vacancy rate. Most of these homes are single-family detached homes, which make up 69% of the housing stock. The City has seen consistent housing development, averaging 120 new homes per year since 2015. However, that is below the projected goal of the current comprehensive plan of around 300 units a year. Appleton does have a mix of housing units. The community is interested in seeing a broader range of housing styles, including mixed-use developments and missing middle housing, to accommodate various income levels.

To address future housing needs, the housing models project between 2,220 and 4,655 new owner-occupied units and 2,626 and 4,222 new rental homes over the next 20 years to keep up with population changes. This does not include the pent-up demand of 2,114 units due to underproduction in the last decade. While this report does not include recommendations, some actions will be provided as part of the comprehensive plan.

Some of those recommendations include:

- **Increase Affordable Housing:** Implement strategies to increase the availability of affordable housing units to meet the needs of low and moderate-income households.
- **Preserve Existing Housing Stock:** Focus on maintaining and improving the quality of existing housing to ensure it remains viable and affordable.
- **Remove Barriers to New Housing Development:** Streamline the development process and reduce regulatory barriers to encourage the construction of new housing units.
- **Support Community Land Trusts and Cooperative Ownership Models:** Promote alternative ownership models that can provide long-term affordability and community control over housing resources.
- **Local Affordable Housing Funding:** Establish local funding mechanisms to support the development and preservation of affordable housing.

DEFINITIONS

Accessory Dwelling: A housing unit that is subsidiary in terms of size and placement but placed on the same lot as a primary dwelling. An accessory dwelling may be internal to the primary structure or detached.

Affordable Housing: A home that costs at or below 30% of the household's income is considered an affordable home, according to the US Department of Housing and Urban Development (HUD).

Cooperative Living: A group of dwellings that is owned by the residents of the dwelling through a cooperative land agreement, trust, where the tenants have joint ownership and responsibility of the maintenance of the building and gain equity through their cooperative ownership.

Cost Burden: A situation when someone pays more than 30% of their income on housing-related costs (including utilities like water, sewer, and internet).

Group Housing: Group housing includes those who don't live in a household, such as children's care homes, foster care group housing, student housing, and adult care facilities like nursing homes. See the [Census for more information on Group Quarters](#).

Housing Unit: Each dwelling for a household, regardless of form (detached or attached), with its own living, kitchen, and bathroom space.

Housing Choice Voucher: The Federal Housing Choice Voucher (HCV) program (formerly Section 8) provides funds directly to the landlord or lienholder for qualified recipients. This is a critical source of funding for the extremely low income (ELI), elderly, or disabled household. HCV can be used as tenant-based (tied to an individual household) or project-based vouchers (tied to the specific building), and a similar program exists for veterans.

Low-Income Housing Tax Credits (LIHTC): This federal tax credit is administered through eligible entities to award tax credits (4% or 9%) that can be sold to fund affordable housing construction.

Manufactured Home: A home manufactured in a factory according to the manufactured and housing construction code and safety standards (HUD Code) in effect at the time of construction and certified to be in safe living condition.

Missing Middle Housing: This term refers to the housing options that exist between one-unit detached (single-family) and apartments like duplexes, triplexes, townhomes, and other smaller attached housing options, often missing from newer neighborhoods and residential districts of zoning codes.

Modular Home: A prefabricated building that is constructed and assembled of repeated sections in a factory according to federal and state building codes. These modules are delivered and then assembled on-site.

Permanent Supportive Housing: Housing in which assistance (rental assistance) and supportive services are provided to assist households with at least one person who cannot achieve housing stability.

Subsidy: A type of federal, state, or local support that can include tax credits, incentives, and fee waivers, among others, for individuals or entities.

Townhome: At least three homes that are attached and connected by a firewall for ownership or rental and configured as individual buildings/lots or organized into a condominium.

METHODS

Data Sources

Data sources used in this analysis include the US Census's American Community Survey, 2023, and previous vintages' one-year and five-year estimates. Most of the tables were available in the 2023 one-year estimates; where that was not available, 2022 ACS five-year estimates were used. Building permits were estimated based on the State of the Cities Database from the US Department of Housing and Urban Development for the last five years. The analysis considered margins of error with census data and adjusted as needed to alternate sources. A full list of data tables used can be found in the Appendix.

Projecting Models

An estimation of future housing needs first begins with estimating the future population for the planning period. Population projections were made for the year 2042 and included a range using the trend (growth) method, the birth cohort method with migration rates, and the rate from the College North Neighborhood Plan. The Birth Cohort method is generally the most detailed and had the most correlative accuracy of the three. Migration analysis was performed to estimate the population gained through relocation. This data comes from the US Census and includes both foreign and domestic migrations in the last year. Neither the dwelling unit or school enrollment methods showed enough data or correlative accuracy to be used for the 20-year planning phase. The population growth rate method assumes the population growth rate (.22%) would project into the future. There was a previous population projection performed in the College North Neighborhood Plan (2022), which was projected to the year 2035 and estimated a population of 79,856 based on higher-than-average annual growth of .7% and anticipated growth for 2020 and 2021, which as stated in the *Demographics Profile* section, were not growth years. The City has not yet fully rebounded based on the COVID-19 pandemic population decline. However, to provide a range for the future population, all three models were shown in the demographics section. Only the Birth Cohort method was used as a base to project future housing demand.

Affordability limits were calculated using the federal standard (to not exceed spending 30% of household income on housing) based on the median income for the City. For benchmarking purposes, the City was compared with Green Bay, Sheboygan, and Cedar Rapids, IA. These communities were determined using the [Peer City Identification Tool](#) of the Federal Reserve Bank of Chicago to be similar in demographics and composition according to the City.

Future housing demand was forecasted using two models that use the projected population and existing housing inventory data to project housing needs. These models provide a range from which targets can be set. The [Balanced Housing Model](#) projects housing based on future household cohorts and income while the Demand Model¹ projects housing need based on future population, housing retained and lost, and cost burdened populations. The demand model's base is housing that was retained in the base year (2023). It requires accounting for vacant housing and subtracting housing lost. For Appleton, housing loss was determined based on demolition permits. Housing demand also incorporates data on cost-burdened households and

a need to address that issue by setting targets that not only provide base housing based on population change but also increase the stock to affect the vacancy rate and provide services to make housing more affordable for those who are cost-burdened.

Assumptions

Some assumptions were made as part of the analysis process:

- **Job Estimates:** A job demand or economic growth analysis was not performed, so the population increase due to new jobs was not incorporated into the projection. That could significantly affect the housing demand because new jobs typically draw new people to the community.
- **Housing Lost:** Part of the housing demand and gap analysis includes understanding how much housing is lost and not carried over into the projection year. Typically, a standard formula is used in the absence of local data; however, in the case of Appleton, housing loss was calculated by finding the rate of demolition (we received five years of demolition data and extrapolated that to a 20-year rate. Since no tenure was recorded with the demolition permit data, it was assumed that all single-family and duplexes were owned and the remaining residential were renter households, since a tenure breakdown for housing lost is needed for the model.
- **Vacancy Rates:** The current vacancy rate is extremely low for both ownership and rental housing. Rental vacancy is closer to the standard (between 4-7%), but ownership is at zero percent, which should be increased to maintain a healthy housing market. The projection includes ownership and rental vacancy rate increase to five percent vacancy. This will help drive costs down, as well as offer an opportunity to allow people within the community to move into more appropriate housing for their lifestyle.

PROCESS

The housing assessment is an element of the comprehensive planning process. It builds on previous planning efforts, including the 2024 Consolidated Plan, Housing Development Policy Guide, and Appleton Grow Reports through 2021. We reviewed previous planning efforts related to housing in Appleton for previous development and preservation goals, targets, and public engagement outcomes. In addition to data analysis, public engagement around housing issues was conducted, including surveys, public meetings, focus groups, and stakeholder interviews. A variety of organizations and individuals were engaged to understand the full housing picture in Appleton, including stakeholders like the housing authority, developers, real estate professionals, and community organizations. City staff and members of the public were engaged to find what the primary issues are, who is being impacted and how, and what possible solutions could be.



Demographics Profile

Population Characteristics

Quick Facts	2023 Population	75,861
	Households	30,831
	People in Group Housing	2,404
	Median Household Size	2.38
	Median Household Income	\$73,449
Owners	Owner Households	20,763
	Median Household Income Owner occupied (dollars)	\$99,331
	Median Household Size	2.61
Renters	Households	10,068
	Median Income	\$51,001
	Median Household Size	1.92

Figure 1 Source: B01001 Age and Sex, B25119 Median Household Income in the past 12 months, S1101 Households and Families

Appleton is a smaller city with over 75,000 people in about 30,000 households. The median household size is just over two people, with distinctions between owner and renter households. The median income is around \$73,500.

Looking at historic population trends, population growth had begun to slow between 2015-2016 and the decline in 2017 has not returned to its pre-pandemic population (Figure 2). During 2020-2021 the City saw a sharp population decline to the 2014 population but has since rebounded and returned to a growth trajectory.

In 2023, Appleton had 2,404 people living in group quarters. Group quarters population includes students in dormitories for higher education, disabled populations living in group homes, children in foster care group homes, and elderly living in congregant living facilities. In Appleton, group quarters are primarily concentrated around the Fox River area including Lawrence University, COTS, Pillars, and Harbor House properties.

A total of 5.9% of the Appleton population has an independent living disability.ⁱⁱ This is important because this part of the population, if not living in

a family, typically occupies group homes. People over 65 account for 23% of the 2023 population and will account for 17% of the 2042 population. Understanding the part of the population that is occupying group homes or may seek to change housing to downsize is an important part of the housing picture.

Appleton has a population of 6.6% below federal poverty level which is approximately 4,827 people.ⁱⁱⁱ There are two census tracts which have more than 50% of their population below 60% of the area median income. These are shown on the map below. The two Qualified Census Tracts are priority areas for Federal funding like the Low-Income Housing Tax Credits (LIHTC).

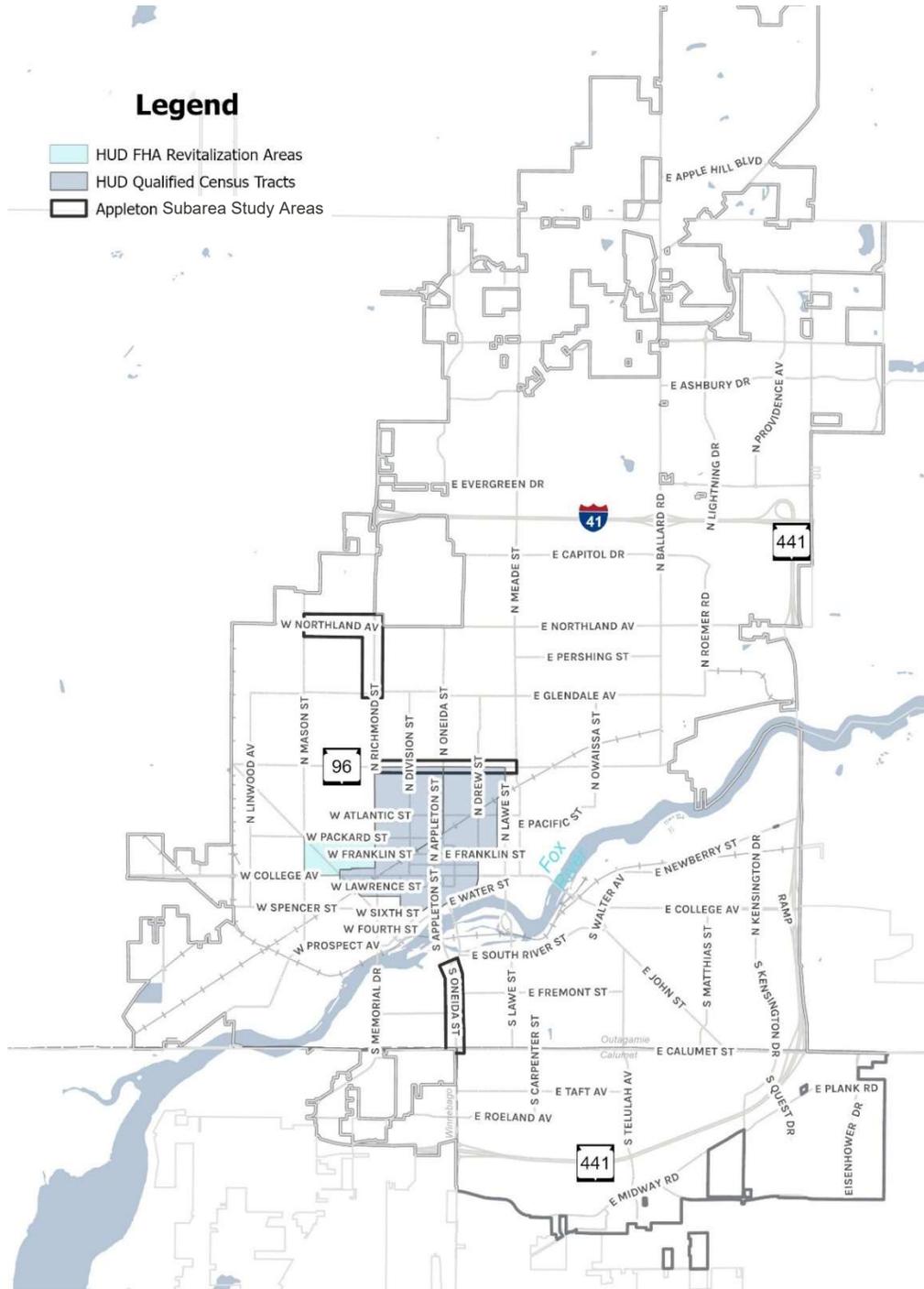


Figure 2 HUD Qualified Census Tracts and FHA Revitalization Areas. Source: US HUD

HUD Federal Housing Administration (FHA) Revitalization areas include locations to prioritize for FHA sales under the National Housing Act. See more about these programs in the *Recommendations* section. See more about funding opportunities in the Recommendations section.

In 2023, the population was nearly 76,000, and it is projected to be between 79,000 and 80,000 in 20 years. Population mobility and construction activity, along with a greater birth rate than the national rate, contribute to the exceptional growth. The population is expected to have considerable growth in the under-5 years of age population and some adult age groups, as shown in Figure 5. The largest decline will be in the age group 5-14 years old.

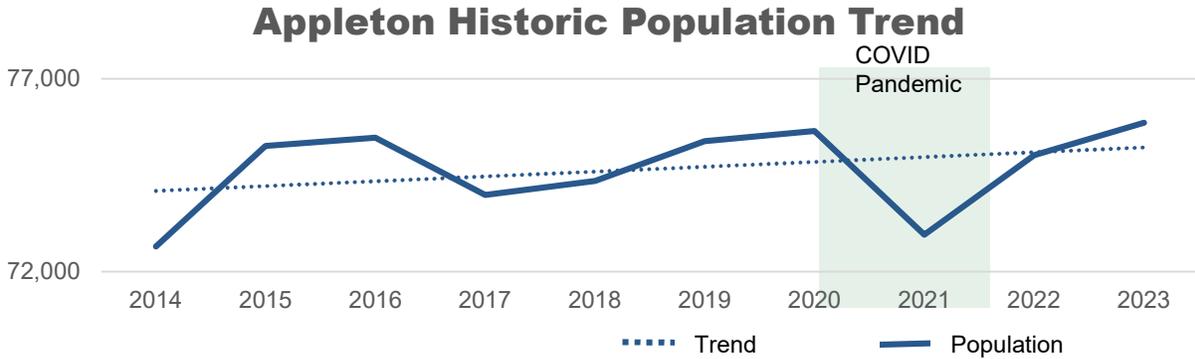


Figure 3 Historical population trends from 2014 to 2023.

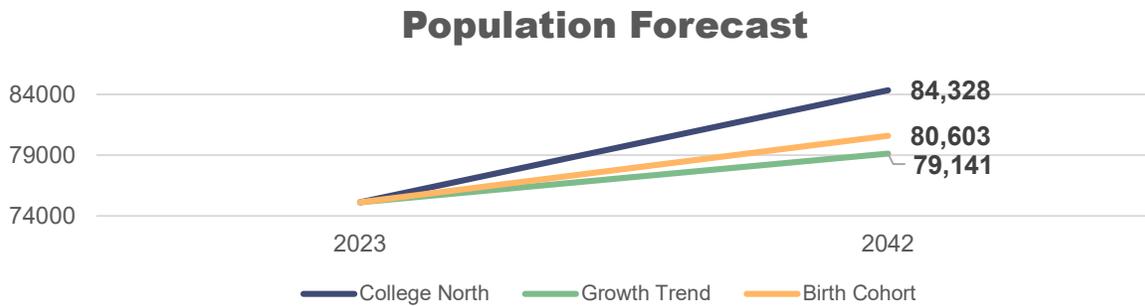


Figure 4 Twenty-year population forecast estimates between 79,141 and 84,328 people.

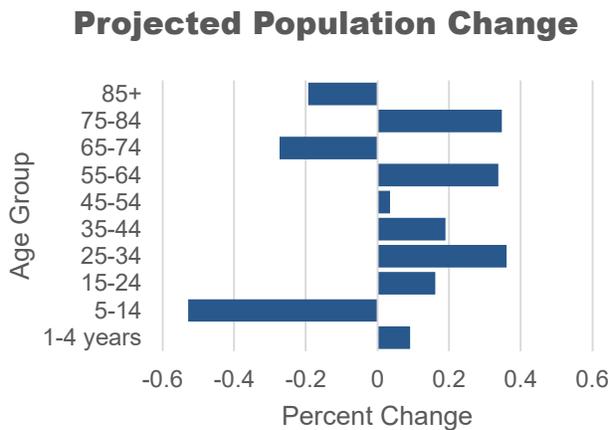


Figure 6 Twenty-year population shifts by age group. (2023 – 2042)

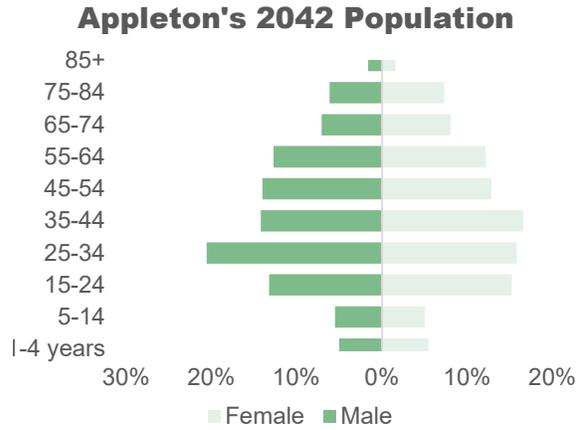


Figure 5 Twenty-year age groups for male and female demographics.

Appleton's Households distribution over the last decade

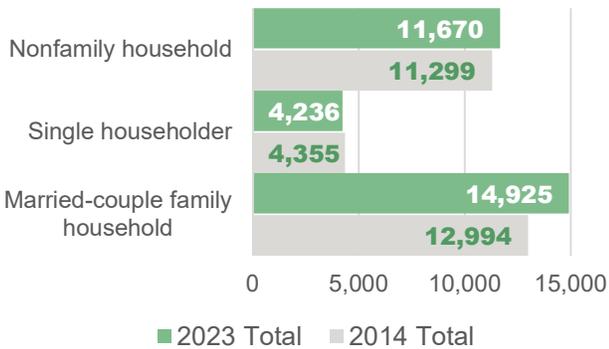


Figure 7 Households in the City are shifting. Source: American Community Survey, S1101 Households and Families for 2014 and 2023 1 yr estimates.

The over 8,500 estimated new persons in the City will increase the number of households by 3,112. The distribution of household types is nearly the same as it was 10 years ago. Nearly half (48%) of Appleton’s households are married couple-led, with the next most predominant being the non-family (unrelated individuals, including single persons) household. Both non-family and married householders saw an increase since 2014, but single householders (one adult with dependents) saw a decline. While family households are the predominant household type in Appleton, it is the single-householder (male or female led with dependents) who has the largest household size, averaging 3.6 persons to the average of 3.1 for married-couple households and the 1.28 persons of the non-family household. The nearly 12,000 non-family households are of much smaller average size, and their housing needs would differ due to their household size, composition, and incomes.

Nationally, household size has been on the decline since 1960, when the average household size in the US was 3.3 persons, and today it is 2.51 persons.^{iv}

HOUSEHOLD INCOME AND HOUSING AFFORDABILITY

In Appleton, the median income for homeowners is \$99,331, while the median income for rental households is much lower at \$51,001 (in inflation-adjusted dollars). Owner household sizes are on average, larger than renter households. There is an affordability concern for both types of households, with 36% of renters being cost burdened, compared with 11% of ownership households.

The City of Appleton selected peer cities of Green Bay, Sheboygan, and Cedar Rapids, IA. These were selected for their similarity in demographics, size, and composition. When comparing household size with these peer communities, we see the household trends are aligned, with similar ratios across household types. All comparison communities have greater numbers of single-householder and married householders (both are family household types) than non-family households, and all saw a decline.

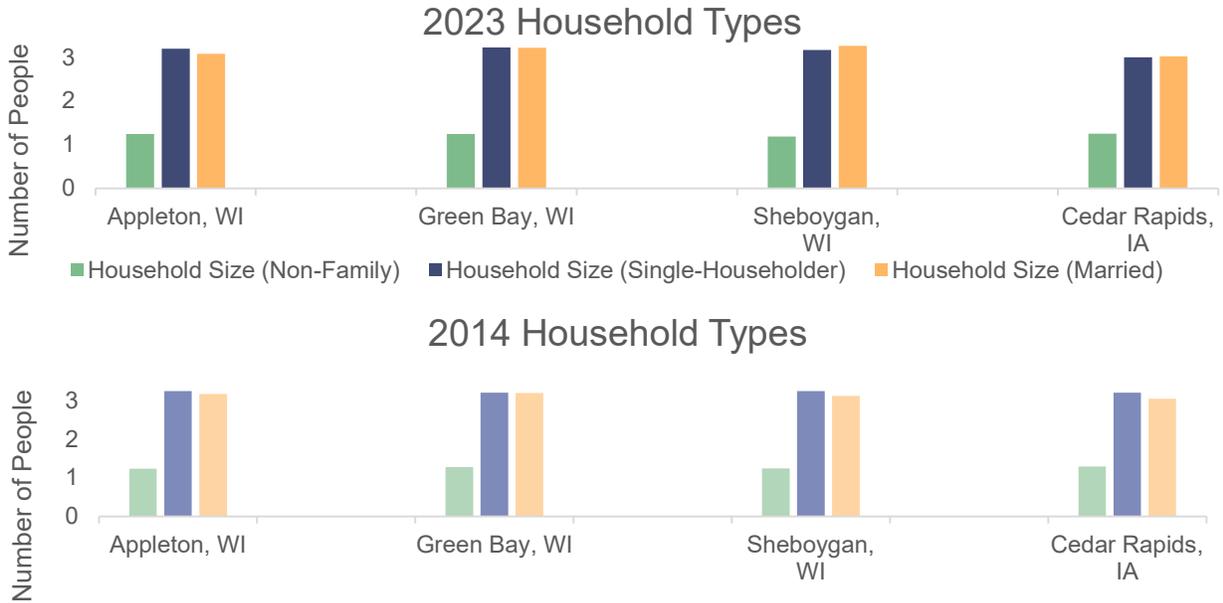


Figure 8 Household type comparison with peer communities. Source: American Community Survey 2023 1 yr estimates S1101 Households and Families

JOBS AND GEOGRAPHIC MOBILITY

Regionally, the Midwest has recovered all the nonfarm jobs that were lost because of the COVID-19 pandemic. There has been a -.01% population change from 2021 to 2022 in the Midwest.^v In the local Fox Cities region, the population grew by 12,560 people in the last five years and will see nearly that amount, 11,823 people, in the next five years.^{vi} Appleton is a core city in the Fox Cities region, and because of the fluid nature of the metro area, its economy is interdependent with the various communities in the Fox Cities.

According to the US Census Bureau’s OntheMap tool, in 2022, 79.3% of all workers in the City of Appleton were employed in the City but lived outside of the City. Only 20%, 9,519 people, of the resident population also work in the City.^{vii}

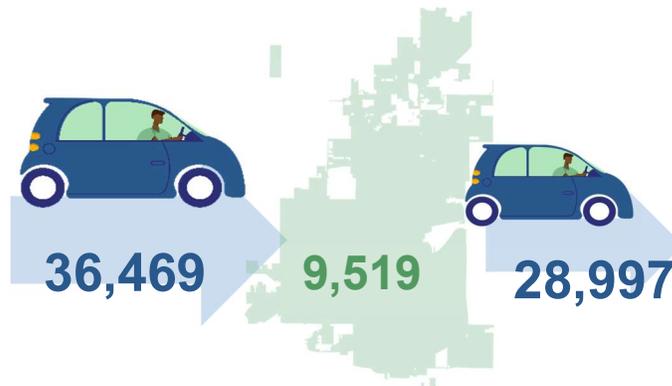


Figure 9 2022 Inflow/Outflow Analysis for All Jobs in Appleton, US Census. Bureau of Labor Statistics

Tenure by Household Income

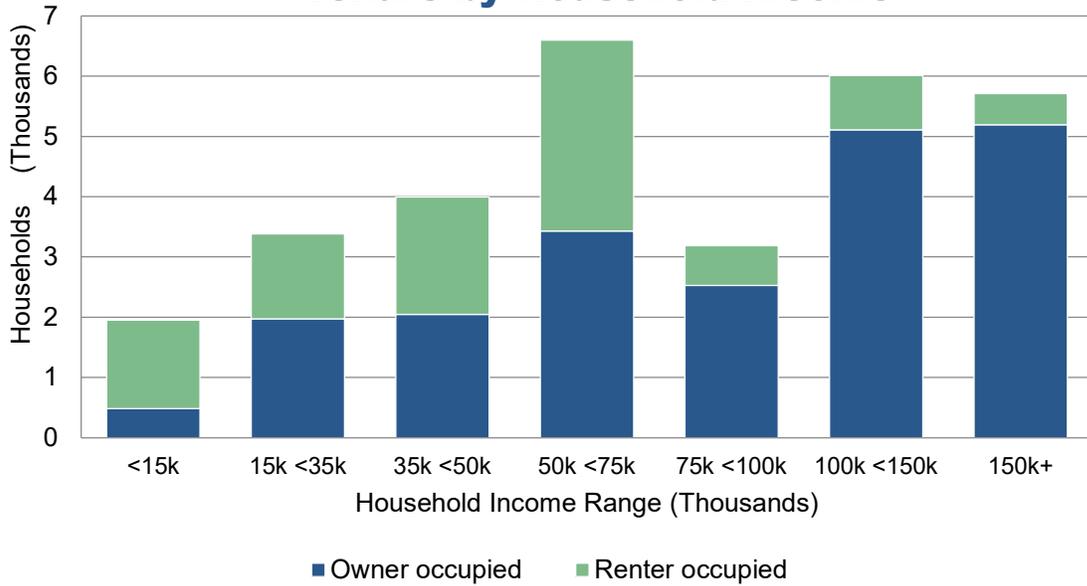


Figure 10 Owner and renter occupied persons by tenure. Source: B25118 American Community Survey 1-yr estimates, 2023

Age also plays a factor in the homeownership rate and income. The chart below shows the percentage of owners within that age group and income band that are homeowners. The homeownership rate among households who make under \$75,000 is under 50% among all age groups except those who are over 45 years old. Appleton has a small percentage of homeowners who make under \$15,000 with the majority of those who make under \$15,000 being aged 45 and older. There may be more homeowners who make above \$15,000 who are over 45 years of age because they may own their home outright and may not have a mortgage.

Homeownership Rate by Age and Income

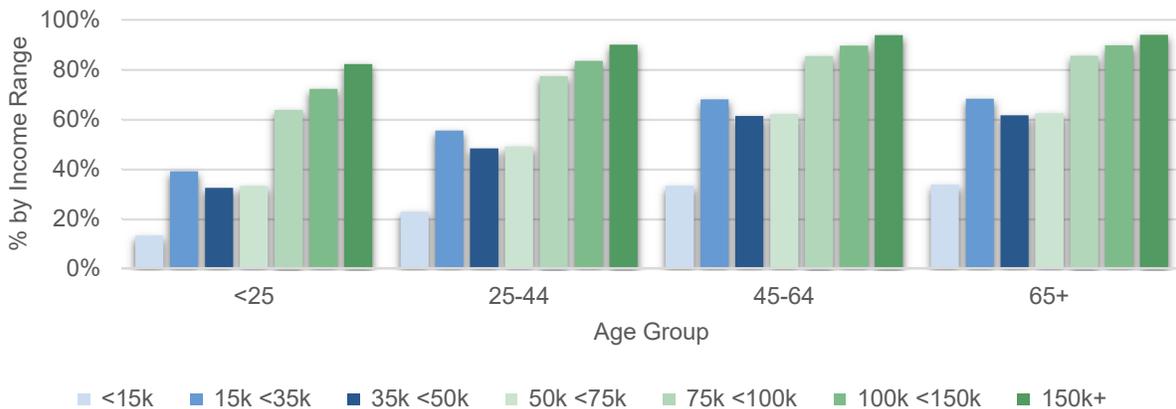
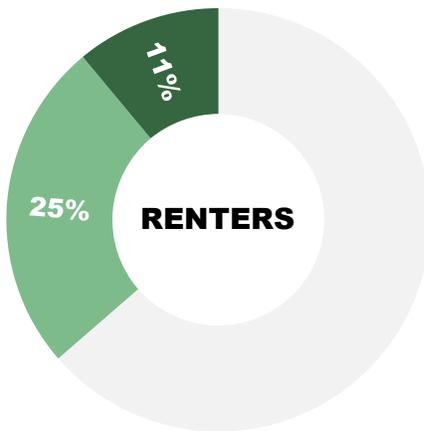
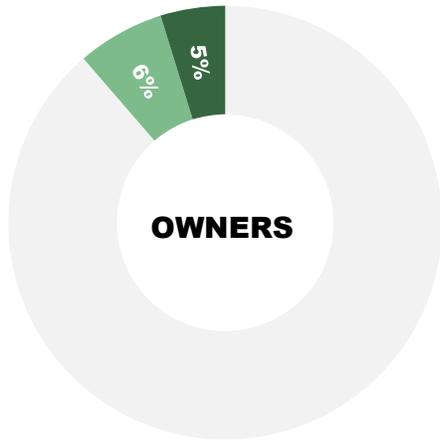


Figure 11 Tenure by household income in the past 12 months (B25118), and Tenure by Age of Householder (B25007), American Community Survey 2023, 1 yr estimates.

Affordability for Owners and Renters in Appleton



- Affordable (up to 30% of income)
- Unaffordable (30-50% of income)
- Extremely Unaffordable (50%+ of income)

Figure 12. Affordability of ownership and rental housing. B25070 Gross Rent as a percentage of household income in the past 12 months, B25091 Mortgages Status by selected monthly owner costs as a percentage of household income in the past 12 months.

The majority of the housing in the City is considered affordable, but there is some distinction between the rates of unaffordability between owner and renters. Figure 11 shows the number of people who are cost burdened and living in unaffordable or extremely unaffordable units. **About 1 in 3 renters are cost-burdened**, meaning they are paying more than 30% of their income on housing costs. **In comparison, 1 in 10 owners are cost-burdened**, living in unaffordable units.

The total number of cost-burdened households in Appleton is 5,854, or about 19% of all households. A household is considered cost-burdened if it is paying over 30% of its income on housing costs.

For homeowners, there are fewer cost-burdened households than there are for renters. In Appleton, 41% of homeowners own their homes without a mortgage. The rate of cost-burdened households among homeowners with a mortgage is more than double that of those without a mortgage. The median housing cost for those who do not have a mortgage is between \$400 and \$800. But for those with a mortgage, the median housing cost is between \$1,000 and \$1,499. The overall median housing cost for owners is \$1,088 according to the American Community Survey (ACS).

For renters, ACS shows that 45% of renters pay between \$750 to \$1,249 with the median rent being \$989.^{viii} According to Zillow, rent asks have been on the rise in Appleton, with the median rent in 2024 being \$1,200, which is 40% below the national average and about 19% higher than the rent in Cedar Rapids, IA.^{ix}

When looking at the number of occupied affordable rentals available, there are nearly triple the amount of occupied rentals at the \$15,000 to \$35,000 range than there are actual households in that range. This could mean that there are households who pay rents affordable to the \$15,000 to \$35,000 income group, but their income is above or below that amount. This could include those who make below \$15,000, where

we see there are significantly more households than rentals affordable to them.

What is affordable depends on your income and lifestyle. For a one-earner household, based on these common jobs in Appleton they can afford...

Most public housing aid drops off at 80% area median income (AMI)

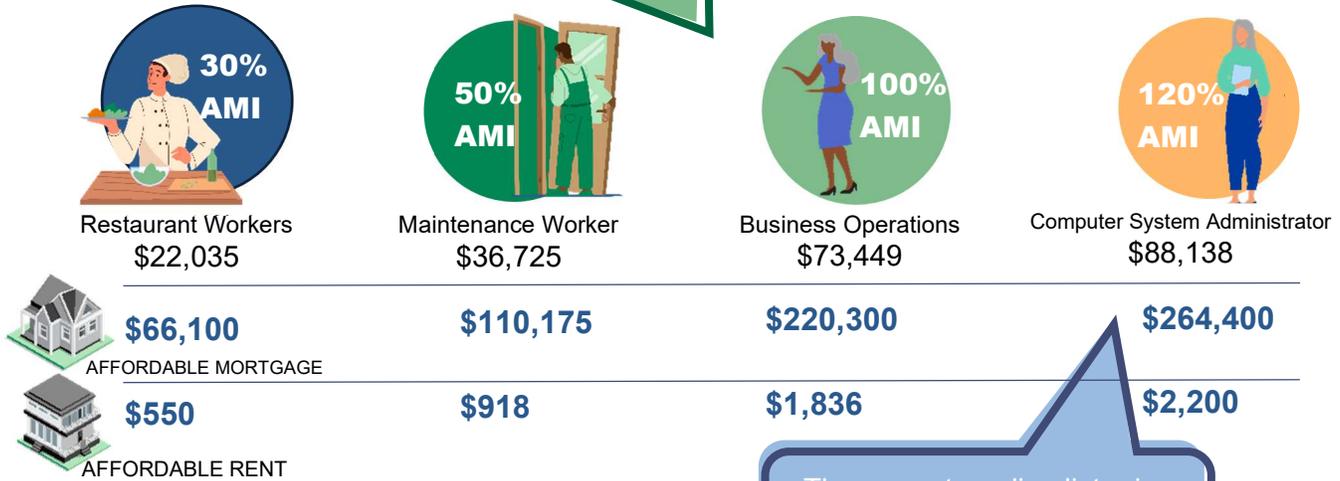


Figure 13. Appleton wages for select occupations and what would be an affordable rent or mortgage for that income according to the federal standards of affordability. Source: Wages and job types from the Bureau of Labor Statistics City of Appleton OES Report for May 2023.

Comparing Rental Household Incomes with Occupied Units Affordable at Each Income Level

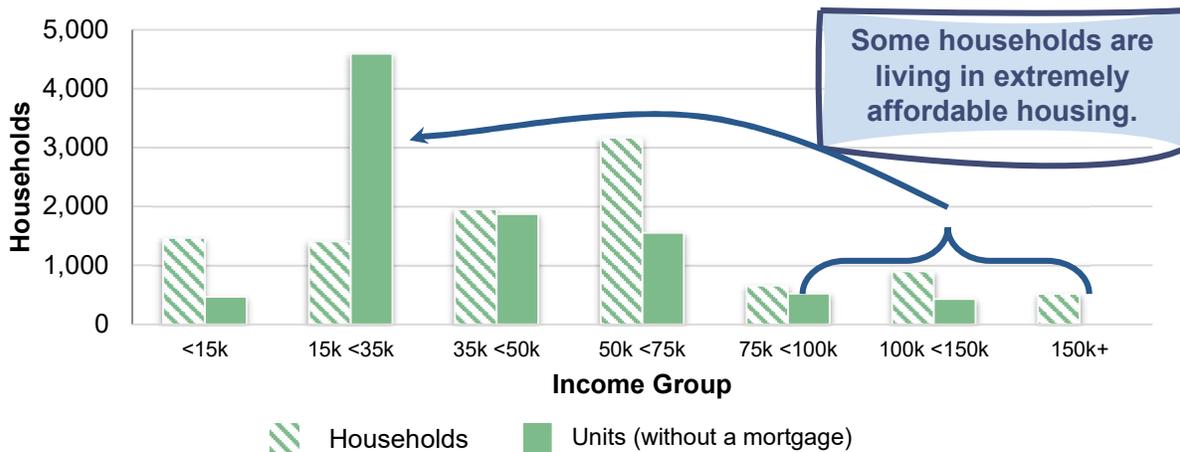


Figure 14 Where there are more units at an income group than households at that income group, that means other households are occupying those units such as households who make over \$75,000 where there are more households who make that income than units that are affordable to them. Source: 2023 American Community Survey 1 yr estimates. B25063 Gross Rent and B25118 Tenure by Household Income in the past 12 months.

Comparing Owner Household Occupied units and Incomes at each income level

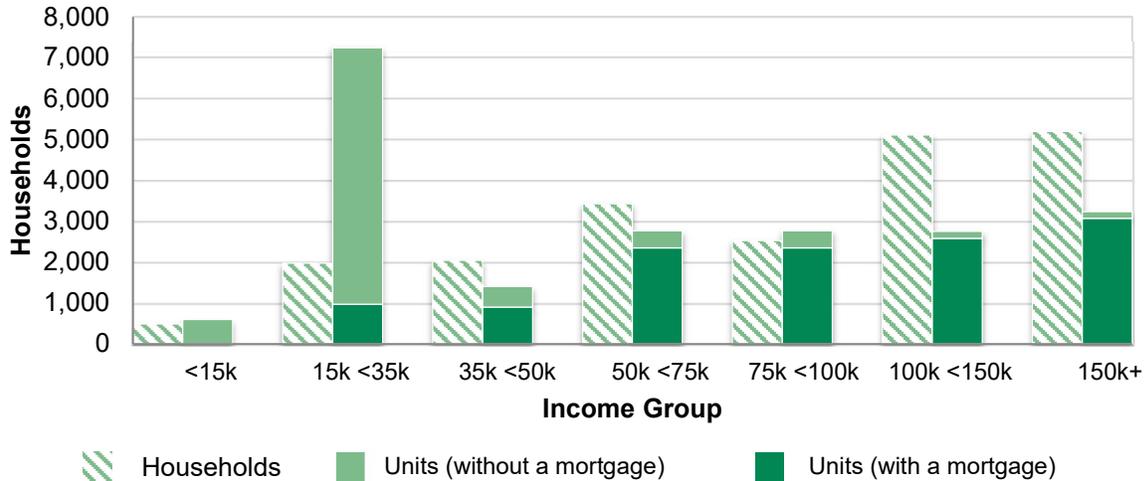


Figure 15 Comparison of the # of households at each income level and the number of units affordable at that income level. Source: 2023 American Community Survey 1 yr estimates, B25087 Mortgage Status and Selected Monthly Owner Costs and B25118 Tenure by Household Income in the past 12 months.

In the above tables, we see that there are mismatches in units and households at a variety of incomes. The biggest mismatch is in the \$15,000 to \$35,000 income range for both owners and renters. Where the number of units in that range far exceeds the actual households making that income. Higher-income households living in extremely affordable units. There are also lower-income households (renters making under \$15,000) living in unaffordable units.

Where these mismatches exist, it is not a matter of simply changing the cost of existing units. A range of actions, including preservation of existing units and construction of new units at a range of incomes, should be considered.

The value of homes in the region has risen, about double in the last 10 years, according to the Fox Cities Chamber Economic Dashboard (figure 14). This, in combination with the rising interest rates, has an impact on the ability to move up and down the housing ladder.

Home Values in Region by County

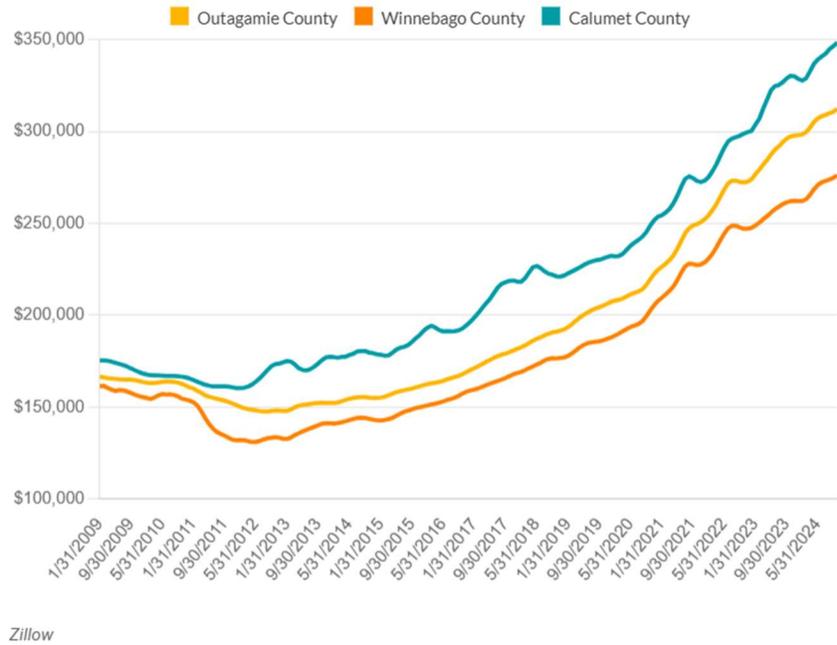


Figure 16 Fox Cities Home Values across the three counties.

This is happening nationally, and through stakeholder meetings, we have heard that the only option for affordable housing is outside of the City. One thing to also note with these comparisons is that while there is an excess of units in the \$15,000-\$35,000 income range, there are shortages elsewhere, and housing affordability is not transferable, so units can't just be made more affordable. A range of tools, including programs and new construction, should be pursued to address this complex issue.

Homelessness

To have a full picture of the housing situation, it is important to account for all populations in the community. HUD requires that every Continuum of Care agency in the country conducts point-in-time (PIT) counts of the homeless population every other year in January on a single night to assess local counts and understand if other services or programs are needed locally. The PIT count is a count of sheltered and unsheltered people, including populations in emergency shelters, transitional housing, and Safe Havens. While small, the homeless population does exist in the region. According to the latest data tracked by the Wisconsin Balance of State Continuum of Care (WIBSCOC), the Fox Cities region is the 4th of the top 5 CoC regions in Wisconsin with the most clients experiencing homelessness. In 2019, there were 939 total homeless persons in the Fox Cities region, which includes the chronically homeless, sheltered, and unsheltered populations. In January 2024, there were 30 people reported in the PIT count, and that was drastically higher in the July count, as shown in Figure 14. There are 10 homeless shelters or transitional housing facilities within the City limits to serve these individuals and families.

City of Appleton PIT Count

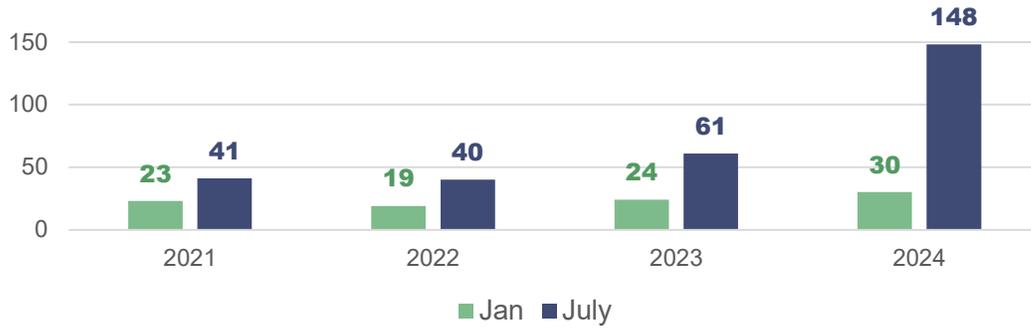


Figure 17 City of Appleton PIT count shows a drastic rise in homeless unsheltered persons in July 2024.

Fox Cities Homeless and Unsheltered Persons

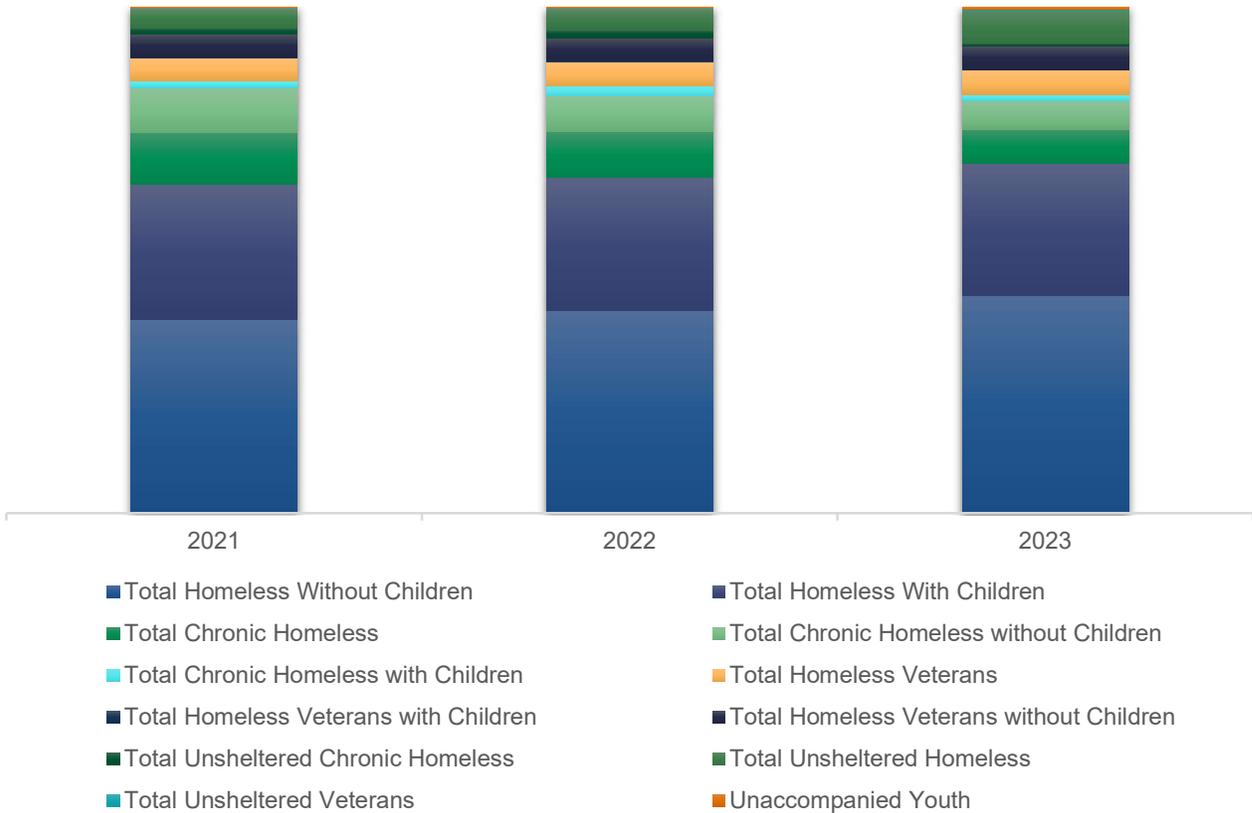


Figure 18 The Fox Cities Point in Time reporting through the Institute for Community Alliances provides a detailed report of the homeless and unsheltered populations includes those who are in shelters, those who are unsheltered and living on the streets, and the chronically homeless population.

Housing Profile

Quick Facts		
	Total Units	31,947
	Vacant	1,116
	Substandard	38
	Units Constructed in Last Five Years (2019-2022)	1,062
	Units in Pipeline	328
Owner	Owner	20,763
	Owner Percent	67%
Renter	Renter	10,068
	Renter Percent	33%

HOUSING PROFILE

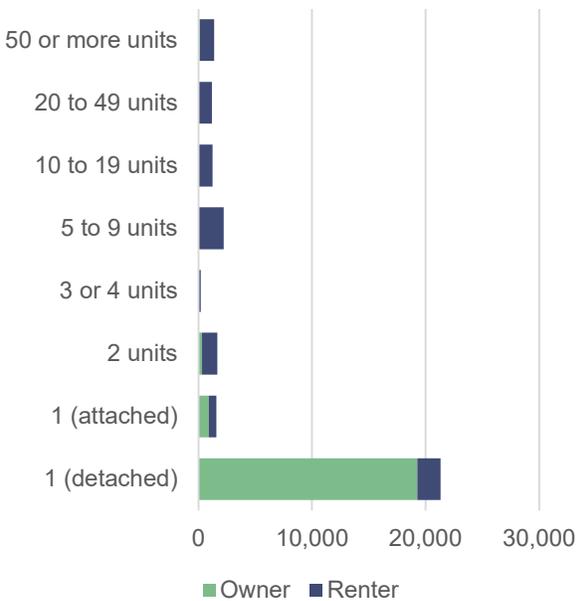
Appleton’s existing housing inventory consists of overwhelmingly detached single homes with some missing middle options available. According to the American Community Survey, there are no manufactured in the City, although those are available elsewhere in the state. Owner-occupied housing accounts for 67% of all housing in the City. For comparison, the national ownership rate is 64.8% and has been declining since 2010. The Wisconsin ownership rate is 69.2%.

The median age of the first-time homebuyer has been on the rise in recent years. In Appleton, the median age of a first-time homebuyer in 2023 was 35 years old. In 2024, that rose to 38 years in Appleton. Nationally, in 2024, the median age of the first-time homebuyer was 56 years old. This has been on a steady rise since the NAR began tracking this data.^{xi}

Vacancy rates among housing are one indicator of the health of a housing market and reflect the amount of housing that is not occupied. Vacancy type varies from those that are for rent/sale, are seasonally vacant (like second homes), and those that are sold but not yet occupied.^{xii}

In 2023, there were 31,947 housing units, and 1,116 of them were vacant.^{xiii} In Appleton, 31% of those vacant units were for sale or rent and not occupied, while 14% were recreationally or seasonally vacant. A modest vacancy rate among ownership and rental housing is necessary to maintain a healthy housing market. Nationally, both the sales and rental markets are tight, with low vacancy rates.

Housing Options in Appleton



Source: Tenure by Units in Structure (B25032), Plumbing Facilities for Occupied Housing Units (B25048), American Community Survey 2023 1-year estimates. Vacancy status (B25004) was from ACS 5 yr estimates and is the latest available data. Units in pipeline (City of Appleton New Home Permits for 2024)

The national sales housing market is around one percent, and the rental market is around 5.4%.^{xiv} The average vacancy rate in the State of Wisconsin is 10.5%, according to US Census data. In Appleton, there is a 3.5% vacancy rate. The homeowner vacancy rate is zero percent, and the rental vacancy rate is 3.5%.^{xv}

The predominant housing style is single-family (single unit detached) housing at 69% of the existing homes. There are about six percent of the existing stock that is considered missing middle styles which includes attached ownership and rentals that are between 2-4 units including townhomes, duplexes, and fourplexes. Poor housing condition is not a major issue in the community, where less than one percent of all homes are substandard (without proper plumbing). Housing quality has been brought up in some meetings. The City does not have many out-of-state landlords. A small number of homes are substandard (lacking plumbing facilities).^{xvi}

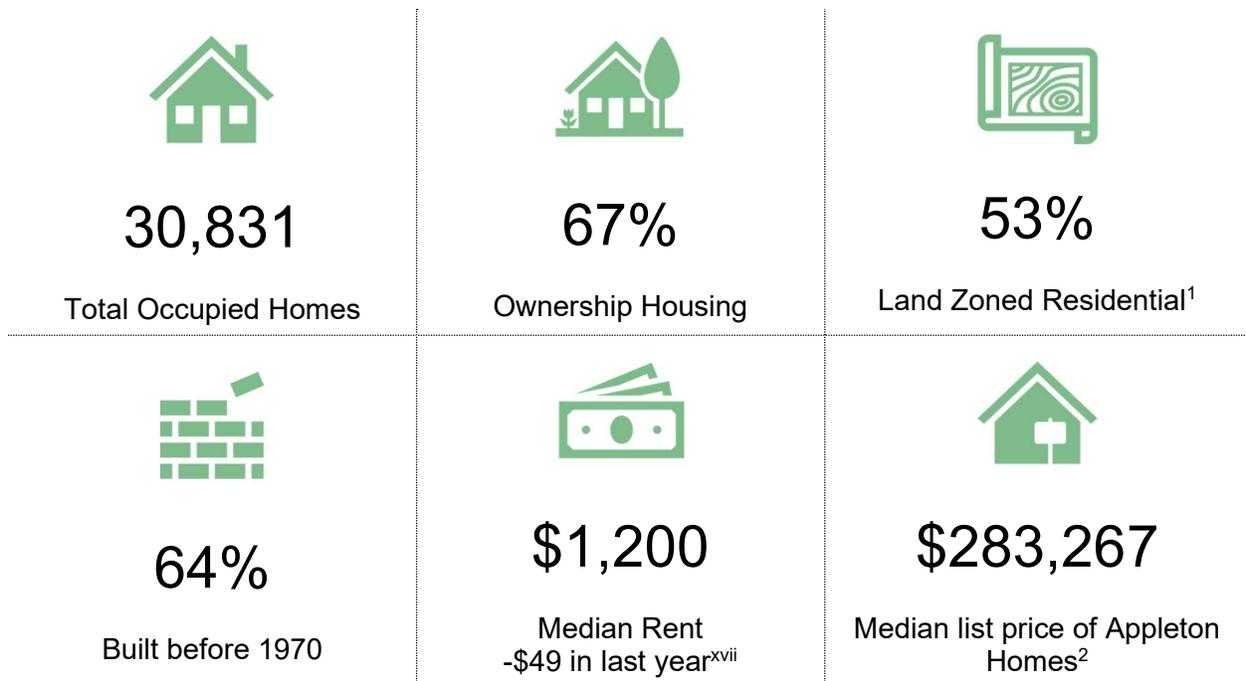


Figure 19 Summary of existing housing and costs in Appleton. Source: 2023 American Community Survey (1-year estimates B25032, B25034), Zillow Housing Reports, City of Appleton

¹ This includes planned development zoning that is strictly residentially zoned (R1A, R1B, R1C, R2, R3)

² Median list price according to data from Zillow Housing Reports dated through October 2024

THE CHARACTER OF APPLETON HOUSING



The above styles reflect what is currently available in the community. Based on changing demographics and community preferences, there are opportunities to incorporate more of the following styles.

DEVELOPMENT TRENDS

Appleton has an active housing construction industry. As tracked through their annual Appleton Grow reports, there have been more than 50 single-family homes units average annually in the last decade, with only two years where housing units were low in 2016 and 2021 likely due to units being in construction (as determined by the building permits were above average for the previous year) but not available for occupancy. Multifamily housing has varied greatly over that same period.

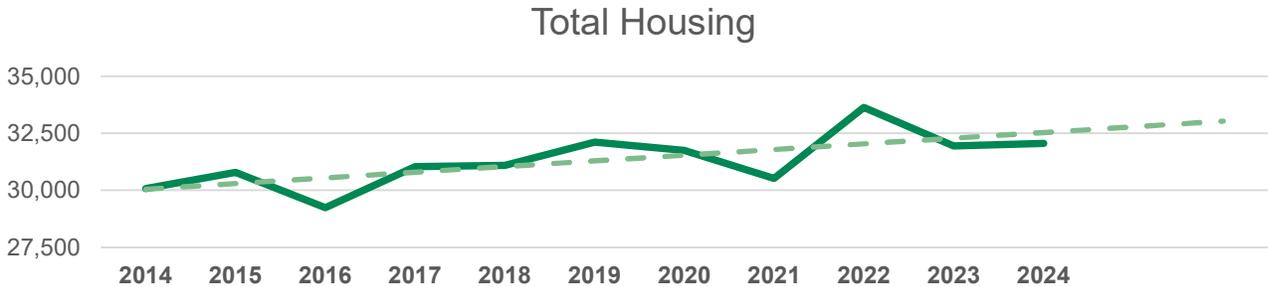


Figure 20 The number of housing units in the City has generally grown in the last decade. Source: American Community Survey 2014-2023 1 yr estimates B25002 Occupancy Status

There has been an average of 185 homes annually becoming available for occupancy since 2015. In the last two years, there have been 474 homes constructed, higher than average. In the 2017 Comprehensive Plan, the City aimed to develop between 300 and 320 homes each year. Only in the past two years has the City been close to that goal.

APPLETON RESIDENTIAL CONSTRUCTION ACTIVITY

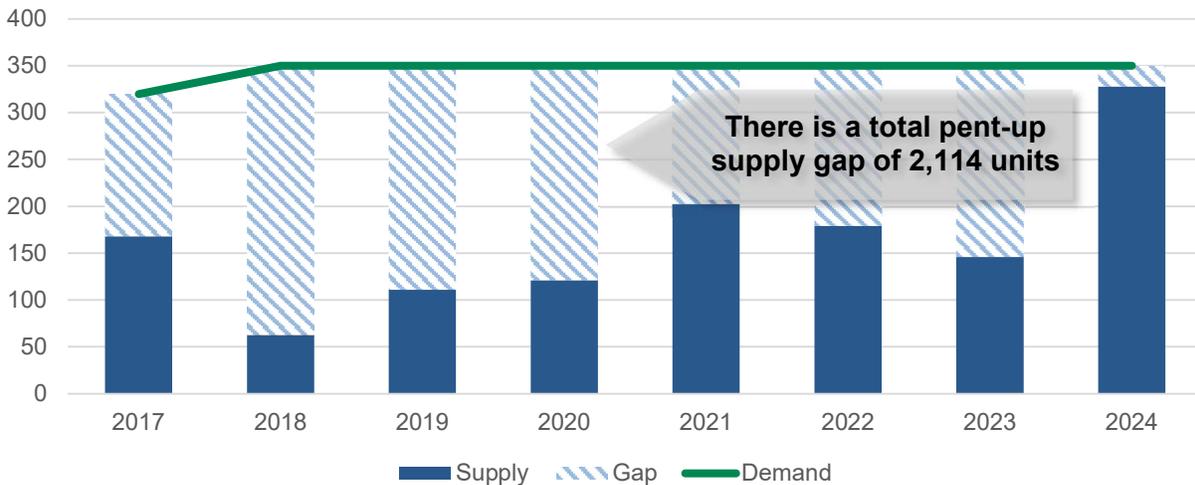


Figure 21 Source: City of Appleton Master Plan Housing Goals, City of Appleton Grow Reports past residential construction activity.

Housing loss is a natural part of the construction cycle, especially as it relates to redevelopment. It is also part of the equation of the future housing forecast. In the past five years, 56 structures

accounting for 76 homes have been demolished.^{xviii} Most of these have been due to fires and were not occupied.

WHAT WE HEARD

When asked how well the City was doing on housing, community members' needs and incomes throughout their lifetime', respondents cited there was a lot of work to do.

A decade of housing development

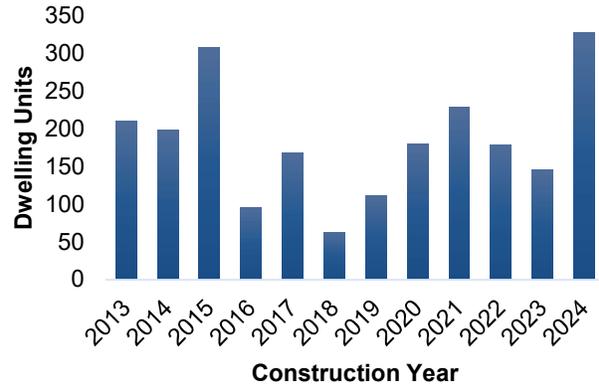


Figure 22 Building Permits data for the City of Appleton.



APPLETON IN ACTION

Development Pipeline

As of 2024, there were an estimated 328 new residential homes both single and multi unit that were constructed. In 2023, that number was about half of that. There have been nearly 1,000 homes built in the last five years.^{xix}

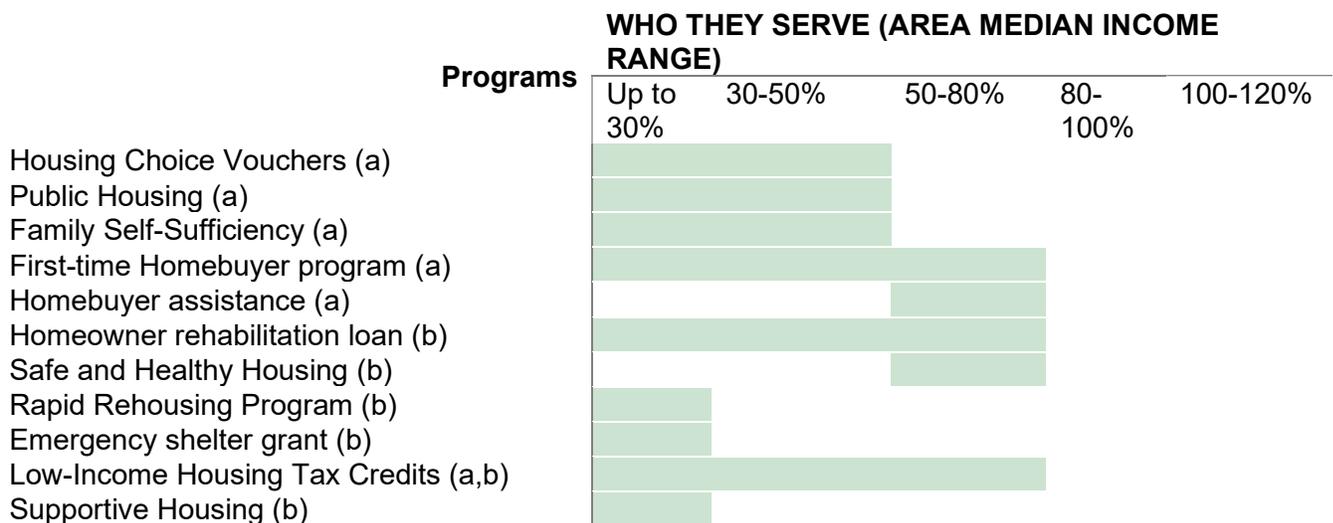
Evictions and Foreclosures

In addition to understanding homelessness, it's important to understand displacement as part of the housing picture. Evictions and foreclosures are both forms of displacement that impact the housing picture. Sometimes, they are caused by new developments that may intentionally or unintentionally displace people. They can also be caused by rising housing costs forcing people to find new homes or landlords justly or without cause asking tenants to relocate, and with little housing available, there may be no place for them to go within the community. The State of Wisconsin Department of Administration (DOA) manages the [Wisconsin Eviction Data Project](#), a monthly interagency archive of the county data on evictions. According to the DOA, Wisconsin eviction filings fell sharply with the pandemic eviction moratoriums of 2020 and 2021 but have returned to pre-pandemic levels. Eviction judgments, the actual number of evictions with a judgment, have not returned to pre-pandemic levels, hovering around 200 per quarter, down from nearly 400 per quarter in 2019. In Calumet, Outagamie, and Winnebago Counties last year (2023), eviction filings were:

Jurisdiction	Filings	Judgements
Calumet County	68	11
Outagamie County	359	57
Winnebago	588	113

Housing Programs

The following programs are provided to City of Appleton residents by the various housing agencies operating in the region. But more could be done to address the gaps in existing programs.



Notes: These are a combination of public and community organizations that provide housing assistance across the spectrum of need, including (a) public agencies like the City of Appleton and Appleton Housing Authority and (b) community and non-profit agencies like Habitat for Humanity and other housing service providers.

Other assistance available in Appleton includes:

- **Eviction Assistance:** Wisconsin Judicare and Legal Action of Wisconsin both assist those experiencing housing instability.
- **Transitional Supportive Housing** for the homeless, disabled, and extremely low-income households.

Looking Forward

HOUSING NEED

The determination of the future housing gap is a combination of the need for new construction as well as preservation and workforce development. With the extremely low rate of vacancy driving the housing market and market rate home prices rising, coupled with the national housing shortage, solutions should be focused on preserving existing housing stock, rehabilitation of vacant units, and removing barriers to the production of new housing (both affordable and market rate).

Factors that affect the projection of housing demand include:

- The amount of existing housing that is kept in the projected year.
- Adjustments to account for vacancy. Typical vacancy rates are between 4-7% to support a healthy housing market and to keep housing costs reasonable. As we know, Appleton’s vacancy rate is below this and will need to be adjusted to promote a healthy housing market.
- Housing lost between now and 2042. For this, we used local demolition data.
- The amount of housing that is needed by the projected year to meet population demand, and how much more will be needed to address demand by income.
- Future population income and tenure estimates

The type of housing that is needed should accommodate the range of lifestyles, incomes in the City, and desired styles. For more details on these housing models, see the Methods section starting on page 7.

	Owner	Rental
Projected Population	54,004	26,599
Projected Occupied Units³ (Households)	20,691	13,854
Housing Available in 2023⁴	20,763	10,420
Housing Lost⁵	244	60
Housing Retained Into 2042⁶	20,519	10,360

The above table shows the baseline housing that is available in 2023 and retained into 2042 but does not account for the change in population or increased demand, which will be described in the next section.

³This is estimated by dividing the projected population by the average household size for that tenure. Tenure for the 20-year horizon is estimate based on the 2023 household size.

⁴ This includes vacant homes for that tenure based off the occupied units.

⁵ This includes the demolition data for five years estimated to be the same rate in 20 years. The data provided by the City of Appleton was used in replacement of the standard housing net removal rate.

⁶ This is the housing available in 2023 less the housing lost. Note that the value here is used in the Demand Model. The number of projected obsolete stock from the Balanced Housing Model is much greater because it assumes all housing available at the \$15,000 and below range as obsolete.

Future Households by Tenure and Income Level

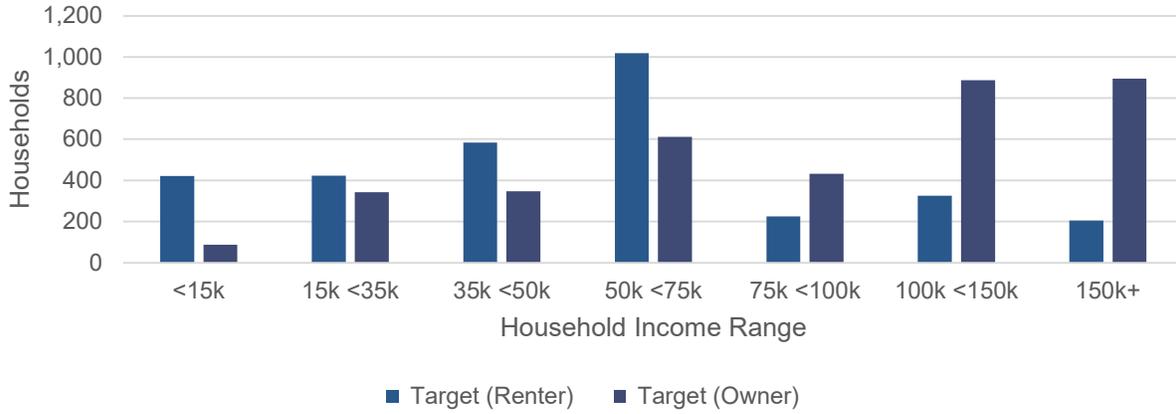


Figure 23 The 20-year population distribution by income and tenure based on the population projection.

20-Year Forecasted Demand

The forecasted need is an assessment of the proposed demand for new housing based on the population change. This does not include the steps that could be taken through new housing or housing programs to address cost-burdened households and to retain existing housing (either supporting housing rehabilitation or extending affordability covenants on existing publicly supported housing).

Forecast Housing Need	Owner	Renter	Total
Demand Model	2,220	4,222	6,442
Balanced Housing Model	4,655	2,626	7,281

Suggested Housing Targets:

	Owner	Rental
20-year demand	2,220-4,655	2,626-4,222
20-year production goals	3,600	3,200
Annual New Construction Target	180	160

If the City were to keep its momentum of the past couple of years, it would reach these goals in 20 years. But to make up for the underproduction of the past decade, it would need to set higher targets.

Community Preferences



Figure 24 Top preferences based on Community Input, 2024 Comprehensive Plan Survey.

When asked which housing types would be best to fill the gap, respondents cited temporary supportive housing, small lot-single unit housing and 2-4 units and townhomes.

2042 Number of Units by Income Level and Tenure

If the City were to pursue the 20-year housing targets, based on the future population need (income and owner/renter mix), the chart below shows a possible distribution of those housing units across housing types and costs to fit a range of lifestyles.

Category of Housing	Demand
Low-Cost Housing (up to 50% AMI)	1,176
Subsidized units with rents up to \$250/month	290
Attached ownership homes for sale up to \$66,000 (townhomes, condos, etc.)	623
Apartments with rents between \$475-550/month	263
Medium-Cost Housing (Between 50-60% AMI)	882
Duplexes, triplexes and fourplexes with rents between \$900-1,200/month	200
Apartments with rents between \$1,200-1,400/month	215
Ownership for sale between \$90,000-\$110,000	467
Moderate- Cost housing (80-100%AMI)	1,455
Townhomes with rents between \$1,300-\$1,500/month	685
Attached and detached homes for sale between \$165,000-\$200,000	770
High-Cost housing (Market Rate)	1,645
Attached and detached housing for sale between \$200,000-\$220,000	435
Detached homes for sale between \$220,000-\$240,000	435
Rental units with rents between \$1,700-\$1,900	387
Rental units with rents above \$2,000	388
Highest Cost Housing (120% AMI and above)	1,642
Townhomes and attached homes for sale around \$300,000	435
Detached homes for sale above \$500,000	435
Rental Homes available for rent at \$2,700	386
Rental homes for rent at \$4,400	386
All Housing Units	6,800

DEVELOPMENT OPPORTUNITIES

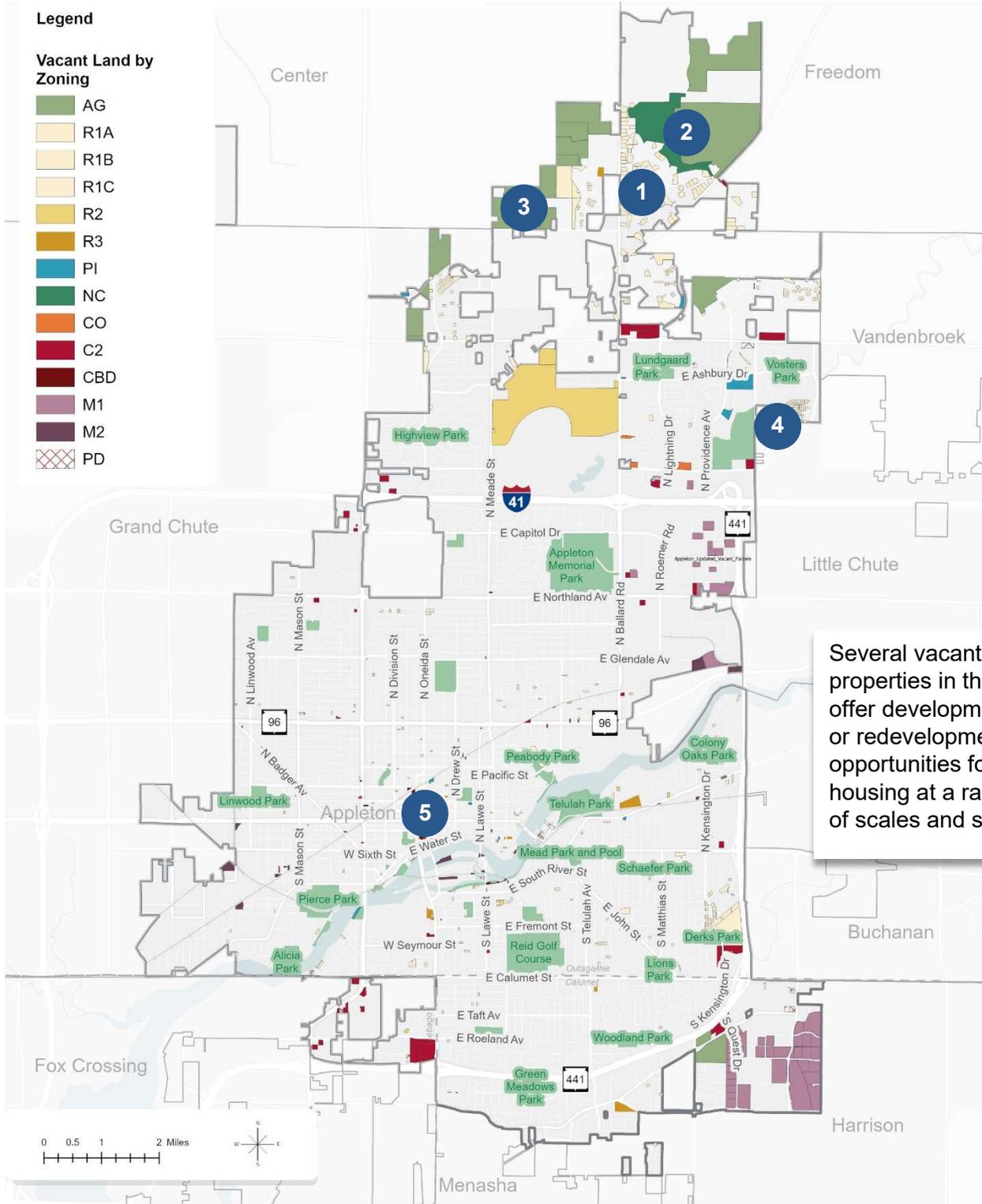
There are a few focus areas to consider for incentivizing development and zoning changes. The three priority subareas present opportunities for mixed-use developments with residential and commercial aligned around transit and walkability.

Development Opportunities

Legend

Vacant Land by Zoning

- AG
- R1A
- R1B
- R1C
- R2
- R3
- PI
- NC
- CO
- C2
- CBD
- M1
- M2
- PD



Several vacant properties in the city offer development or redevelopment opportunities for housing at a range of scales and styles

FUNDING OPPORTUNITIES

The City of Appleton and the Appleton Housing Authority use a range of resources to support affordable housing including HUD programs like the Community Development Block Grant and Housing Tax Credits.

Additional resources the City could pursue include:

- US Housing and Urban Development Department (HUD)
 - Section 4 Capacity Building Program
 - [Good Neighbor Next Door Program](#): Promote and incentive this use for eligible applicants.
- Public-Private Partnerships
- Housing Choice Vouchers for Ownership
- Philanthropy, including Community Development Financial Institutions (CDFIs)
- New Market Tax Credits

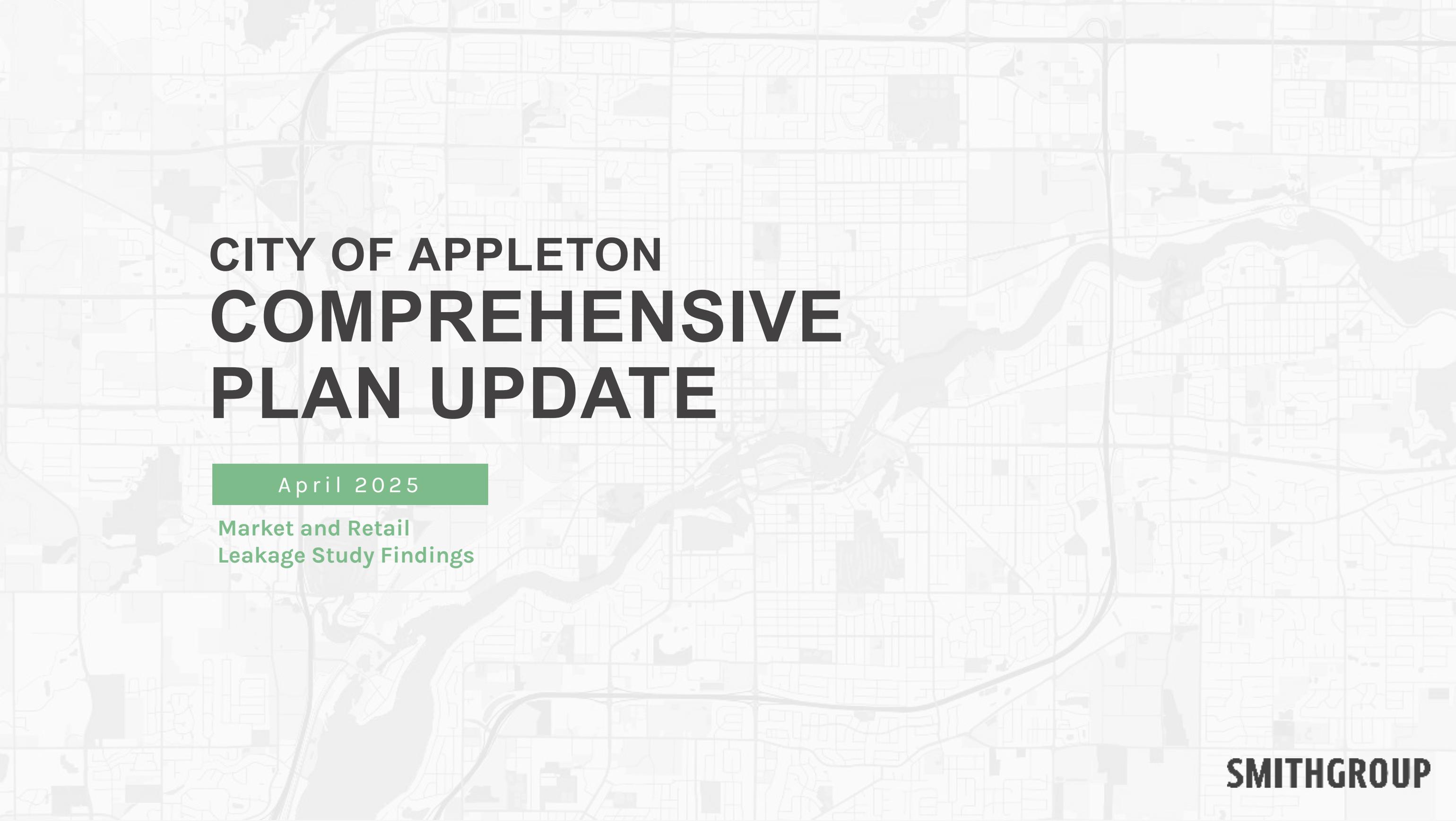
Appendix

DATA SOURCES

Data Table	Topic	Source
CP05	Demographic Profile	2022 American Community Survey, 5-year Estimates
DP02	Social Profile	2022 American Community Survey, 5-year Estimates
DP04	Housing Characteristics	2022 American Community Survey, 5-year Estimates
DP05	Demographic and Housing Estimates	2022 American Community Survey, 5-year Estimates
S0101	Age and Sex	2022 American Community Survey, 5-year Estimates
S1901	Income Profiles	2022 American Community Survey, 5-year Estimates
B19001	Household Income	2022 American Community Survey, 5-year Estimates
B25001/B25002	Housing Units	2022 American Community Survey, 5-year Estimates
B25003	Tenure	2022 American Community Survey, 5-year Estimates
B25004	Vacancy Status	2022 American Community Survey, 5-year Estimates
B25010	Tenure and HH size	2022 American Community Survey, 5-year Estimates
B25024	Units in Structure	2022 American Community Survey, 5-year Estimates
B25034	Year structure built	2022 American Community Survey, 5-year Estimates
B25056	Renter housing costs	2022 American Community Survey, 5-year Estimates
B25070	Renter cost burden	2022 American Community Survey, 5-year Estimates
B25074	Renter Cost Burden by Income	2022 American Community Survey, 5-year Estimates
B25087	Owner housing costs	2022 American Community Survey, 5-year Estimates
B25091	Owner cost burden	2022 American Community Survey, 5-year Estimates
B25106	Cost Burden by Tenure	2022 American Community Survey, 5-year Estimates
S1401	School Enrollment	2022 American Community Survey, 5-year Estimates
B01001	Age by Sex	2022 American Community Survey, 5-year Estimates
-	National Vital Statistics Reports Births Final Report Volume 70, Number 17, February 7, 2022 (cdc.gov)	CDC

-	National Vital Statistics Reports Volume 70, Number 8 July 26, 2016 Deaths: Final Data 2019 (cdc.gov)	CDC
	Building Permits	City of Appleton
	Developments in Pipeline	City of Appleton

- ⁱ Jepson and Weitz. *Fundamentals of Plan Making, Methods and Techniques* (2016). Routledge
- ⁱⁱ 2023 American Community Survey 1-yr estimates. Table S1810 Disability Characteristics
- ⁱⁱⁱ Poverty Status in the Past 12 months, American Community Survey 2023 1-year estimates. Table S1701.
- ^{iv} US Census Historical Household Tables. Table HH-4. Households by Size: 1960 to Present. Accessed January 2, 2025. <https://www.census.gov/data/tables/time-series/demo/families/households.html>
- ^v National Comprehensive Housing Market Analysis as of January 1, 2023. US Department of Housing and Urban Development, Office of Policy Development and Research.
- ^{vi} Fox Cities Chamber Economic Prosperity Overview. <https://fox-cities-chamber.eimpactv3.com/dashboards/87/fox-cities-chamber/overview>
- ^{vii} 2022, US Census Bureau, On the Map, Inflow/Outflow Job Counts in 2022 for all workers. 36,469 are employed in the selection area (Appleton City) but live outside, 28,997 live in the selection area, employed outside, 9,519 live in the selection area, employed outside.
- ^{viii} 2023 American Community Survey, 1-yr estimates table B25064 median gross rent.
- ^{ix} Appleton, WI Rental Market as of December 1, 2024. Zillow Rentals. <https://www.zillow.com/rental-manager/market-trends/appleton-wi/> median rent includes the median rent for all Zillow rentals.
- ^x Point-in-Time Count and Housing Inventory Count. HUD Exchange. <https://www.hudexchange.info/programs/hdx/pit-hic/#2024-pit-count-and-hic-guidance>
- ^{xi} Profile of Homebuyers and Sellers, 2024. First-Time Home Buyer Data, National Association of Realtors. https://www.nar.realtor/sites/default/files/2024-11/2024-profile-of-home-buyers-and-sellers-highlights-11-04-2024_2.pdf
- ^{xii} 2022 American Community Survey 5-year estimates. Table B25004 Vacancy Status. Universe: Vacant Housing Units. Estimates for this table were not provided in 1-year estimates.
- ^{xiii} 2023 American Community Survey 1-year estimates. Table B25002 Occupancy Status. Universe: Housing Units.
- ^{xiv} National Comprehensive Housing Market Analysis as of January 1, 2023. US Department of Housing & Urban Development. <https://www.huduser.gov/portal/publications/pdf/National-CHMA-23.pdf>
- ^{xv} Selected Housing Characteristics (DP04) American Community Survey 2023 1 yr estimates.
- ^{xvi} 2024 City of Appleton Parcel assessment, 24,327 residential parcels with 1,121 out-of state landlords and 23,206 local landlords.
- ^{xvii} *Appleton, WI Rental Market*. Zillow Rental Market Trends, 11/2024. <https://www.zillow.com/rental-manager/market-trends/appleton-wi/>
- ^{xviii} Source: City of Appleton, 2019-2024 Demolition Permit Data.
- ^{xix} Source: City of Appleton, Residential permit data.

A light gray background map of Appleton, Wisconsin, showing a grid of streets and a winding river. The map is centered and covers the entire page.

CITY OF APPLETON COMPREHENSIVE PLAN UPDATE

April 2025

Market and Retail
Leakage Study Findings

SMITHGROUP

CONTENTS

1 Methodology

2 Findings

3 Tools for Success

4 Appendix





METHODOLOGY

To understand the future of Appleton's economy, a market study and a leakage study were conducted.

- **A market study** compares supply and demand to determine which types of retail are undersupplied in the region and can therefore be supported by the consumers in the area.
- **A leakage study** determines if residents are spending money outside Appleton due to a lack of certain retail establishments in the City.

While these studies are a snapshot in time, they do provide a good indicator of the market. This study was compared with zoning trends, community engagement results, surrounding markets, and conversations with developers to determine which retail establishments would best thrive in Appleton, which informed the recommendations for three subareas:

- Wisconsin Ave
- S Oneida St
- Northland Ave/Richmond St

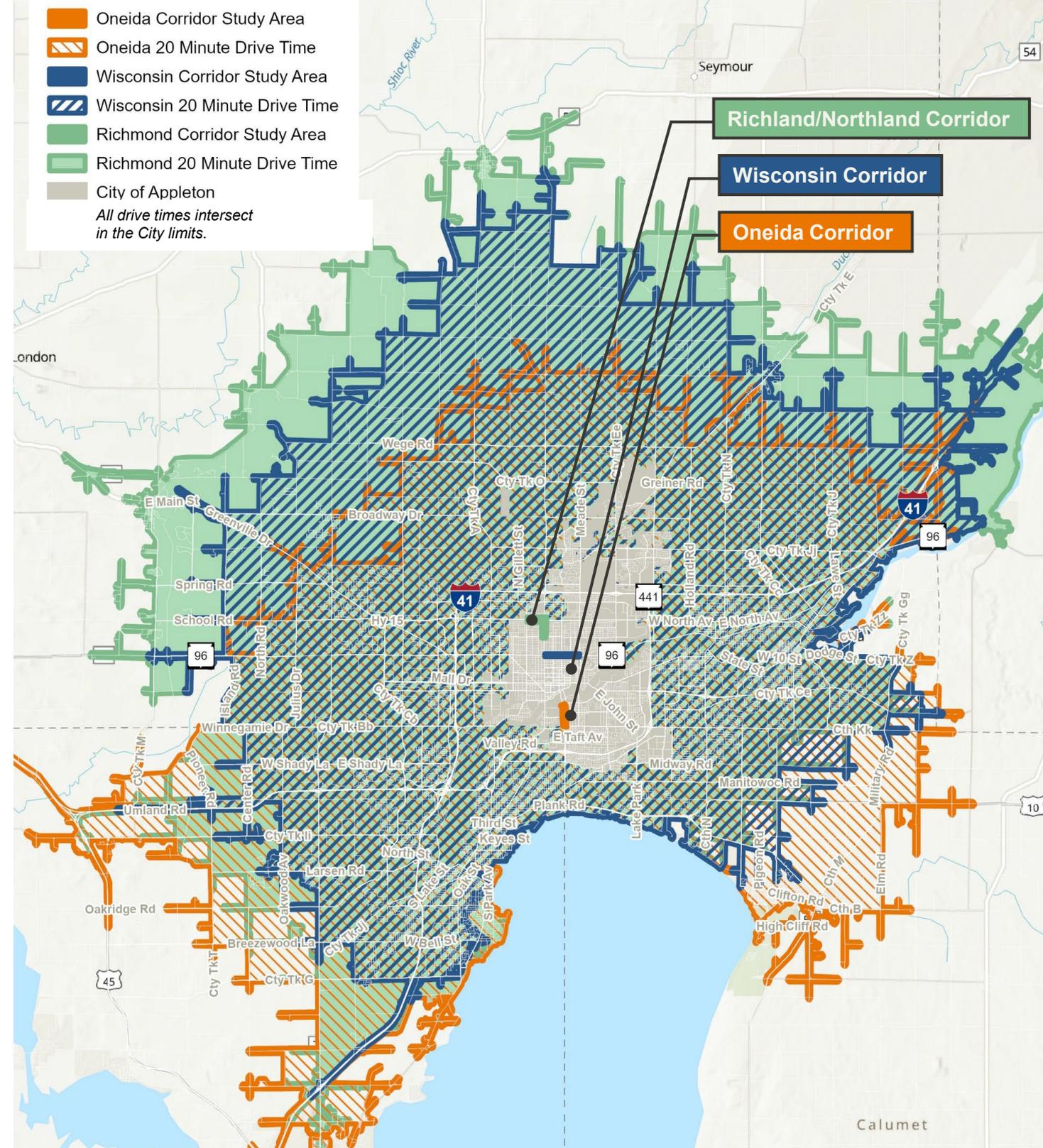
This analysis was based on 2024 data for the market within a 22-minute drive of Appleton, the typical distance Appleton community members are willing to drive for services. Data was captured using PlacerAI, which tracks cell phone and spending trends from January 01, 2024 to December 23, 2024. This program counts visits when a mobile device user spends at least 7 to 10 minutes at a specific location.



A key factor in determining the market area was the amount of overlap between market areas for the subareas.

When looking at drive times to better understand who and where people would be willing to drive from to the corridors for business, all three study areas capture the whole of the City. They then extend further into outlying areas of the counties. 78% of the market areas for the three corridors overlap. Since the areas overlap so much, one assessment was conducted for the whole of the Appleton market area to determine what retail the entire market can support and then determine which corridors best meet the character of those types of retail based on other factors such as lot size, character, and existing businesses.

Map Source: 2025 Esri 20 Minute Drive Time Analysis Tool, The light tan boundary for the City of Appleton overlaps the drive times for every corridor, meaning Appleton residents are likely to frequent each corridor for retail activities.



This market analysis helps understand retail demand which could provide key insight of which retail types can thrive in Appleton.

This market area was determined as a 22-mile distance from Appleton's subareas: Oneida, Wisconsin, and Northland/Richmond. This distance was selected because in 2024, the average person typically traveled around 20 to 22 miles for retail trips.

20 miles

average work commute from home for workers living in the study area

21.98 miles

average distance from Appleton to shop in other communities

Data Source: 2024 Placer AI data was used to inform the 2025 Retail and Market Analysis

2

FINDINGS

The study area showed Appleton has more supply than demand when it comes to retail.

Since there is a lot of retail supplied already in the region, it can be challenging to expect significantly more retail businesses to open in the City and its subareas. This means the City will need to be strategic about where and how much retail it encourages in the future, so businesses are better able to support each other and thrive. It also means that housing along the corridors will be needed to support both housing demand and future businesses.

**\$6.52
billion**

Total Demand for Retail
in the Study Area



**\$7.76
billion**

Total Supply of Retail
in the Study Area

Data Source: 2024 Placer AI data was used to inform the 2025 Retail and Market Analysis

There is still demand for five specific types of retail in the Appleton study area:

Retail Type	Number of Retail Establishments	Supported Square Footage
lawn/garden equipment & supplies stores	2-5	113,859.22
beer, wine, & liquor stores	2-3	61,893.11
gas stations	2-8	203,900.59
florists & miscellaneous store retails	5-10	15,595.67
used merchandise stores	2-6	37,015.39

Data Source: 2024 Placer AI data was used to inform the 2025 Retail and Market Analysis

The number of retail establishments is generated using the average building size of comparable businesses in the Appleton area. The range varies depending on the size of the establishment and the variety of goods sold. For example, Appleton could support 2 mega gas stations, similar to large truck stops, or 8 typically sized gas stations.

Residents are willing to travel more than the average 22 miles for these key retail services:

This means Appleton has a market that could potentially support these types of retail so long as they have quality goods and strong locations where people want to spend their time.

1.

Shops & services

464,668 visits in 2024

2.

Dining

253,750 visits in 2024

3.

Groceries

52,443 visits in 2024

4.

Leisure

44,520 visits in 2024

5.

Superstores

34,362 visits in 2024

6.

Hotels & casinos

22,311 visits in 2024

Data Source: 2024 Placer AI data was used to inform the 2025 Retail and Market Analysis

APPENDICES

APPENDIX A | DEMAND

Category	Key	Value	Sales/SF	EST. Supportable SF	# of Supported New Establishments
Lawn & Garden Equipment & Supplies Stores	Demand	\$96,923,401			
Lawn & Garden Equipment & Supplies Stores	Supply	\$28,607,872			
Lawn & Garden Equipment & Supplies Stores	Unmet Demand (Demand-Supply)	\$68,315,529	\$600.00	113,859.22	2 - 5
Beer, Wine, & Liquor Stores	Demand	\$47,511,657			
Beer, Wine, & Liquor Stores	Supply	\$19,659,757			
Beer, Wine, & Liquor Stores	Unmet Demand (Demand-Supply)	\$27,851,900	\$450.00	61,893.11	2 - 3
Gasoline Stations	Demand	\$697,447,544			
Gasoline Stations	Supply	\$578,165,700			
Gasoline Stations	Unmet Demand (Demand-Supply)	\$119,281,844	\$585.00	203,900.59	2 Mega & 8+ "normal"
Florists And Miscellaneous Store Retailers	Demand	\$7,335,576			
Florists And Miscellaneous Store Retailers	Supply	\$3,015,575			
Florists And Miscellaneous Store Retailers	Unmet Demand (Demand-Supply)	\$4,320,001	\$277.00	15,595.67	5 - 10+
Used Merchandise Stores	Demand	\$22,190,003			
Used Merchandise Stores	Supply	\$13,158,247			
Used Merchandise Stores	Unmet Demand (Demand-Supply)	\$9,031,756	\$244.00	37,015.39	2 large & 3 - 6 "normal"

Data Source: 2024 Placer AI data was used to inform the 2025 Retail and Market Analysis

APPENDIX B | LEAKAGE

Category	Number of Visits by Residents	Number of Residents
Apparel	21,123.66	8,005.00
Beauty & Spa	878.45	2,083.00
Dining	253,750.47	68,843.00
Electronics	2670.280548	868
Fitness	1,025.21	3,176.00
Groceries	52,443.29	9,329.00
Home Improvements & Furnishings	10,279.27	2,546.00
Hotels & Casinos	22,311.68	10,585.00
Industrial	3,276.28	1,244.00
Leisure	44,520.60	123,106.00
Medical & Health	14,443.77	6,956.00
Other	415.73	6,032.00
Shops & Services	464,668.50	49,171.00
Superstores	34,362.98	5,919.00

Data Source: Leakage is the amount of times residents travel outside of Appleton for retail. 2024 Placer AI data was used to inform the 2025 Retail and Market Analysis.

Leakage | Leakage occurs when consumers spend money on goods and services outside of the local market, rather than within it.

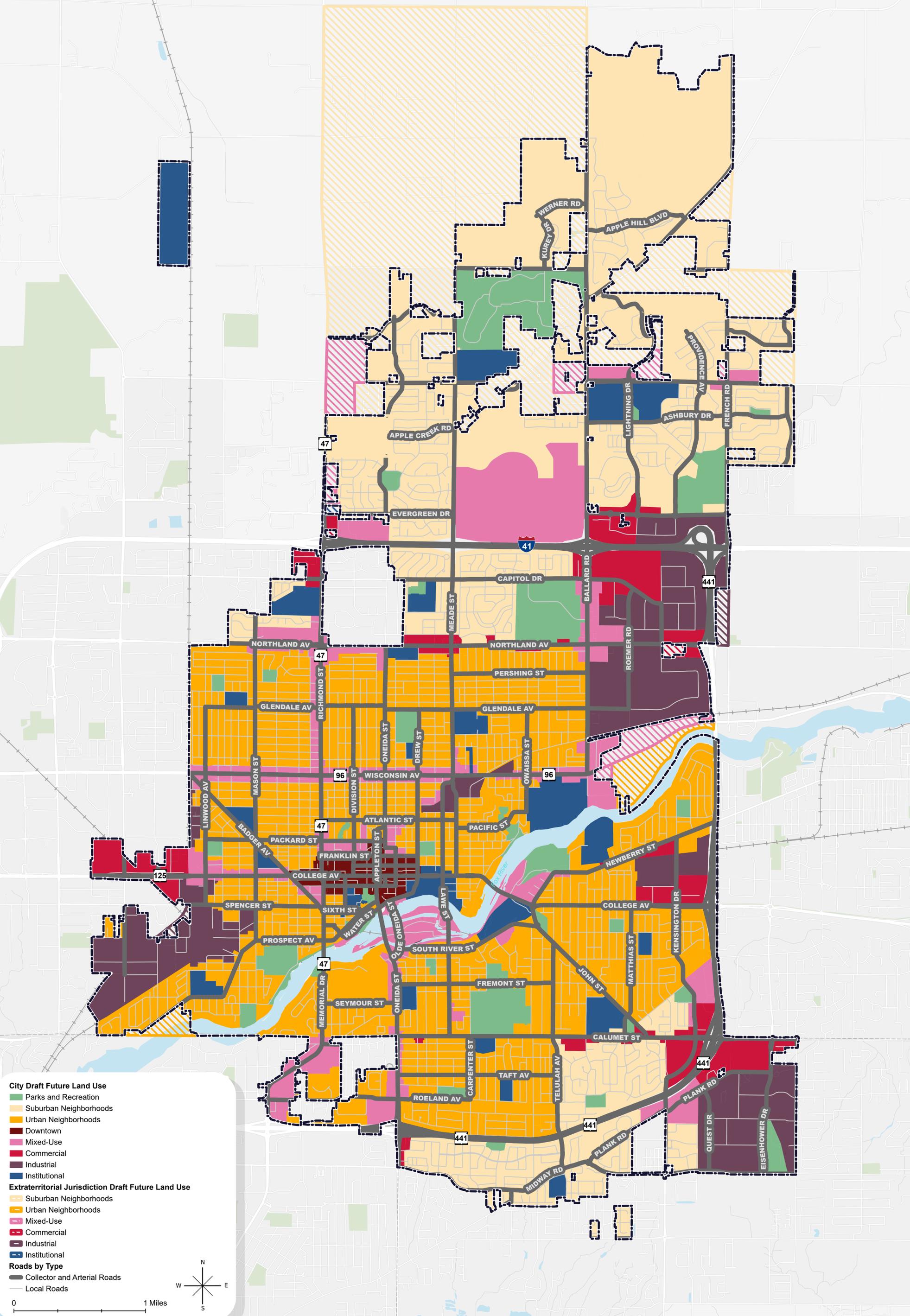
Market | The geographic area where a business operates and where it attracts customers. For the purposes of this study, the market was defined as a 22-minute travel distance of the three subareas:

- Wisconsin Ave
- S Oneida St
- Northland Ave/Richmond St

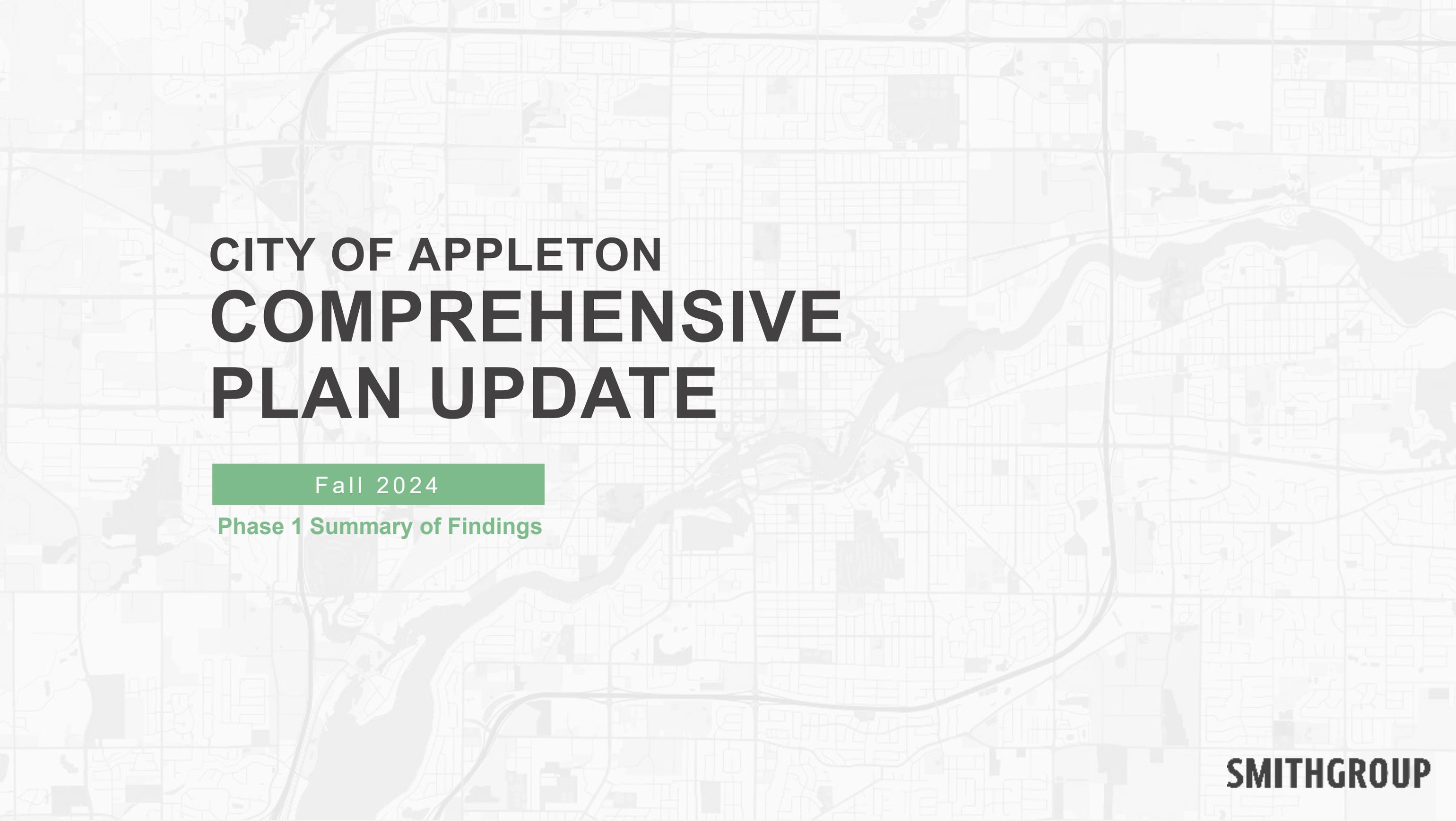
Retail | Retail is the process of selling goods and services directly to the end consumer. Retail establishments include things such as grocery stores, coffee shops, clothing stores, and department stores.

Future Land Use Map

created 08.19.2025



- City Draft Future Land Use**
 - Parks and Recreation
 - Suburban Neighborhoods
 - Urban Neighborhoods
 - Downtown
 - Mixed-Use
 - Commercial
 - Industrial
 - Institutional
- Extraterritorial Jurisdiction Draft Future Land Use**
 - Suburban Neighborhoods
 - Urban Neighborhoods
 - Mixed-Use
 - Commercial
 - Industrial
 - Institutional
- Roads by Type**
 - Collector and Arterial Roads
 - Local Roads



CITY OF APPLETON COMPREHENSIVE PLAN UPDATE

Fall 2024

Phase 1 Summary of Findings

SMITHGROUP

1

Learn

We reviewed past City plans, data, and more to better understand Appleton today

When | Fall

How | Focus Groups, Website, Advisory Group Meetings, Review Past Plans, Analyze Data on Existing Conditions and Trends

2

Dream

We dreamed big together to establish a shared vision for the future and goals to get there

When | November-Jan

How | Community Open House, Survey, Focus Groups, Advisory Groups, At Home Toolkits

3

Explore

We met with community members to talk about the tools we can use to make that vision a reality

When | March 2025

4

Draft

We will create and edit the draft of *Plan Appleton* together, which will say when and where the City should use these tools.

When | Spring 2025

5

Act

The City will adopt a final version of *Plan Appleton* and start implementing it right away

When | Summer 2025

In the fall, we met with stakeholders and the community for Phase 2 of *Plan Appleton*, where we created a shared vision for the future.

ENGAGEMENT OPPORTUNITIES

- 3 Subarea Focus Groups
 - S. Oneida Street Subarea
 - Wisconsin Avenue Subarea
 - Northland Avenue/Richmond Street Subarea
- 1 Public Launch
- 9 Stakeholder Sessions
 - Parks and Recreation
 - Department of Public Works
 - Alderpersons
 - Large Businesses
 - Wisconsin Housing and Economic Development Authority
 - Housing Sector
 - Faith-Based Organizations
 - Underrepresented Community
 - Linwood Senior Community
- Youth engagement at Appleton Area School District and Appleton YMCA
- Public Survey
- Mobile Toolkit

TOTAL PARTICIPANTS

There were 335 total people engaged across all events, online surveys, and mobile toolkits.



OPEN HOUSE

What We Heard

Community members were invited to an open house where they could learn more about the project and visit various stations to help us craft a shared vision and values for the *Plan Appleton* process. These activities were then translated into an online survey and mobile toolkit which anyone could use to extend outreach and hear from as many voices as possible. At the end of the process, people were engaged in the following ways.

- 150 Public Launch Participants
- 162 Survey Responses
- 2 Mobile Toolkit Users
- 60 Coloring Pages



Community members shared they want Appleton to continue to be a regional leader and great place to live, work, and visit by prioritizing...



affordable housing + welcoming neighborhoods

mentioned by 65% of people



a thriving economic + cultural scene

mentioned by 36% of people



improved walking, biking, + riding throughout the City

mentioned by 25% of people



sustainable development + accessible green spaces

mentioned by 13% of people



responsible, collaborative, + transparent leadership

mentioned by 26% of people

We also asked people to help us understand how Appleton is doing today so we know where to focus on improving over the next 20 years. People ranked Appleton across each of the following statements from 1 to 5. The higher the score, the better Appleton is doing. They then shared how we can improve.

3.9
City Services

Appleton provides timely and affordable services to meet residents' daily needs, such as water, waste, and public safety.

How can we improve?
People recommend incentivizing energy efficient buildings, composting, and other practices.

3.5
Arts and Culture

Appleton celebrates the unique and diverse cultures of residents.

How can we improve?
People think this score could be raised by sponsoring more diverse events and generally celebrating the unique stories of Appleton residents.

3.4
Engagement

Appleton is transparent, seeks input from community members, and communicates about the actions and projects it takes on.

How can we improve?
People recommended hosting more public events similar to the public launch.

3.1
Environment

Appleton protects the natural environment and connects residents to recreation opportunities.

How can we improve?
People want to see actions taken to mitigate pollution and invasive species while connecting people to their parks and the Fox River.

2.8
Neighborhood

Appleton has welcoming neighborhoods where residents can access everything they need to thrive.

How can we improve?
People recommended making neighborhoods more walkable, ensuring new development includes services and resources close to homes, and preventing displacement.

2.7
Economy

There are good job opportunities for community members that pay what is needed to afford living in Appleton.

How can we improve?
People want to see livable wages, higher paying jobs, and retail closer to homes in new development.

2.3
Development

Development is happening in the right places and is at a cost that Appleton residents can afford.

How can we improve?
People had differing views about what development is needed and should look like. We'll be helping dive deeper into this at the Housing and Corridor Stations!

2.3
Transportation

Community members can comfortably access resources across Appleton by bus, car, bike, or walking.

How can we improve?
People want to see more regional connectivity, alternatives to the car, and better connected non-motorized options.

2.0

Housing

There are a variety of housing options to meet community member's needs and incomes throughout their lifetime.

How can we improve?
People recommend encouraging affordable housing for a variety of people to support their needs throughout their lifetimes (from first time home buyers to empty nesters).

Housing got the lowest score of **2.0**

Visit us at the activity stations inside to see how we can do better with housing!

HELP WITH HOUSING

Another major focus of the plan is housing. We spoke with people about the need for more housing in Appleton to meet the many different needs of community members and asked for feedback about which housing types best both fit people's needs and the look and feel of Appleton. The most selected options were the following housing types:

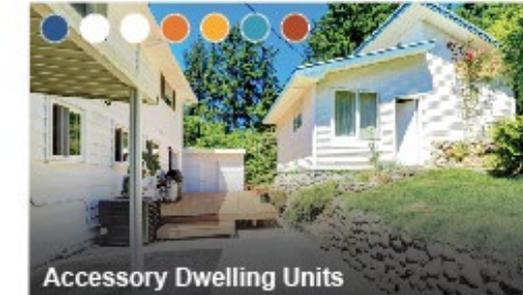
1. Small Lot Single Unit Detached Housing
2. 2-4 Units and Townhouses
3. Temporary Supportive Housing
4. Mixed-Use Development
5. Senior Housing



Small Lot Single Unit Detached

Vote here.

134
votes



Accessory Dwelling Units

Vote here.

66
votes



2-4 Units and Townhomes

Vote here.

124
votes



Mixed-use Development

Vote here.

112
votes



Larger Apartments

Vote here.

35
votes



Live/Work Units

Vote here.

61
votes



Senior Housing

Vote here.

84
votes



Temporary Supportive Housing

Vote here.

122
votes



Manufactured and Modular Housing

Vote here.

37
votes

HELP WITH HOUSING

We asked people where they want to see development between four options. We consistently heard people rank it as follows.



#1

Infill in Existing Neighborhoods



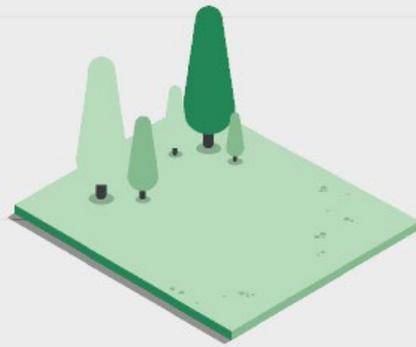
#2

Infill Downtown



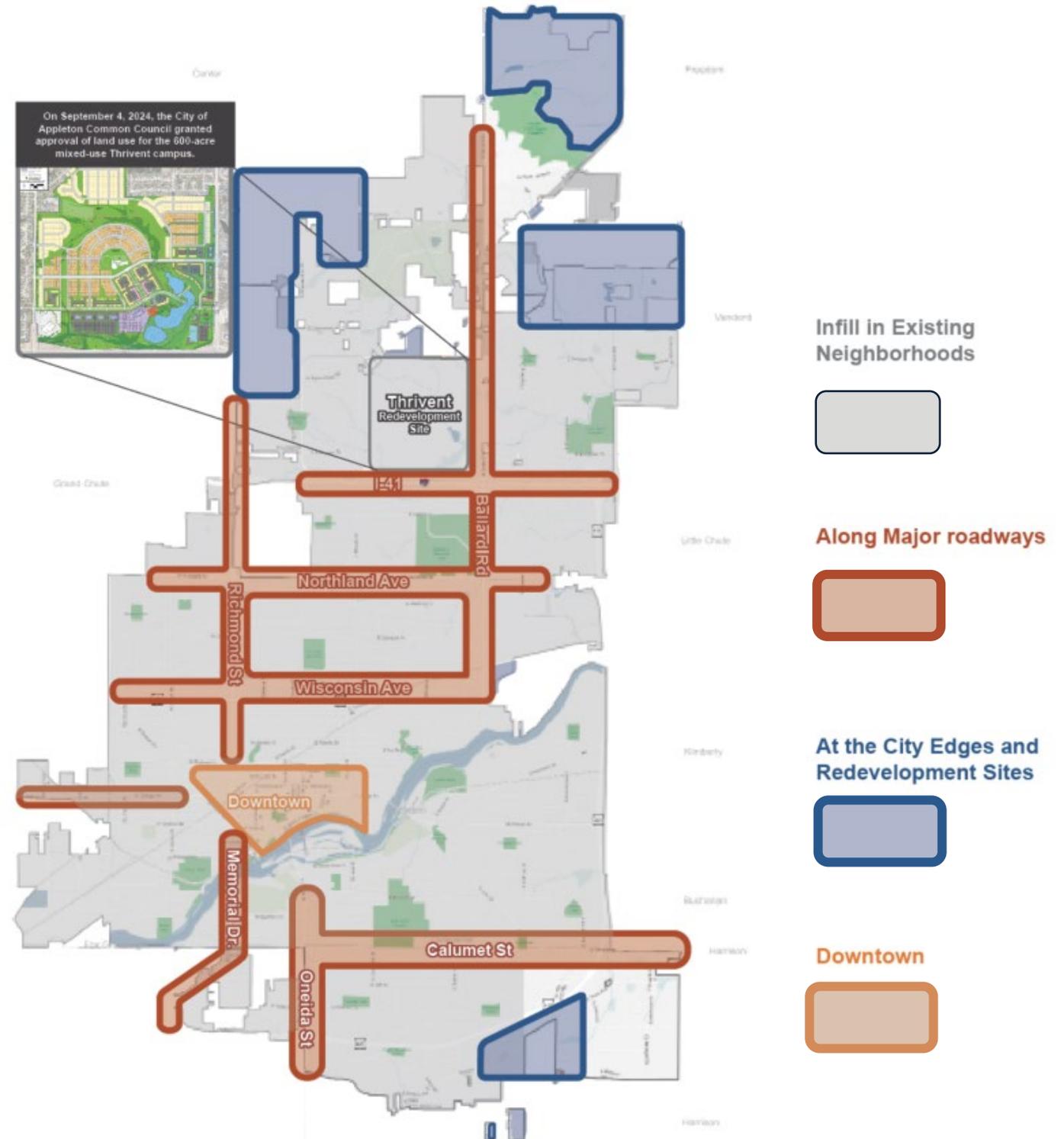
#3

Infill along Corridors



#4

On the Outskirts of the City in Large Open Areas



CREATE YOUR SUBAREAS | NORTHLAND AVENUE/RICHMOND STREET

The 'Create Your Subareas' exercise aimed to achieve a shared understanding of the opportunities and constraints within the subareas, highlight how public input influenced the development of recommendations, and identify strategies to drive a future vision. The activity features an interactive board with a subarea map and stickers for the "improvements" we deem suitable for these spaces. Participants were prompted to place stickers in areas where they believe these improvements would be effective.



LEGEND

-  Existing Buildings
-  Future Redevelopment Potential

-  New Housing
-  Complete Streets
-  Enhanced Terrace / Amenity Zone
-  Enhanced Intersection / Xing
-  Enhanced Non-motorized Connection
-  Street Trees



MAJOR THEMES GUIDING DEVELOPMENT



REDEVELOP NORTHLAND MALL

- Evaluate the adaptive reuse of mall based on market conditions. If not feasible, evaluate the site for new development with a phased approach.
- Consider mixed-use housing with retail and parks. Include community green space and streetscape improvements.
- Include indoor activities for year-round activity for all ages including children’s play areas, education spaces, and other family-friendly uses.



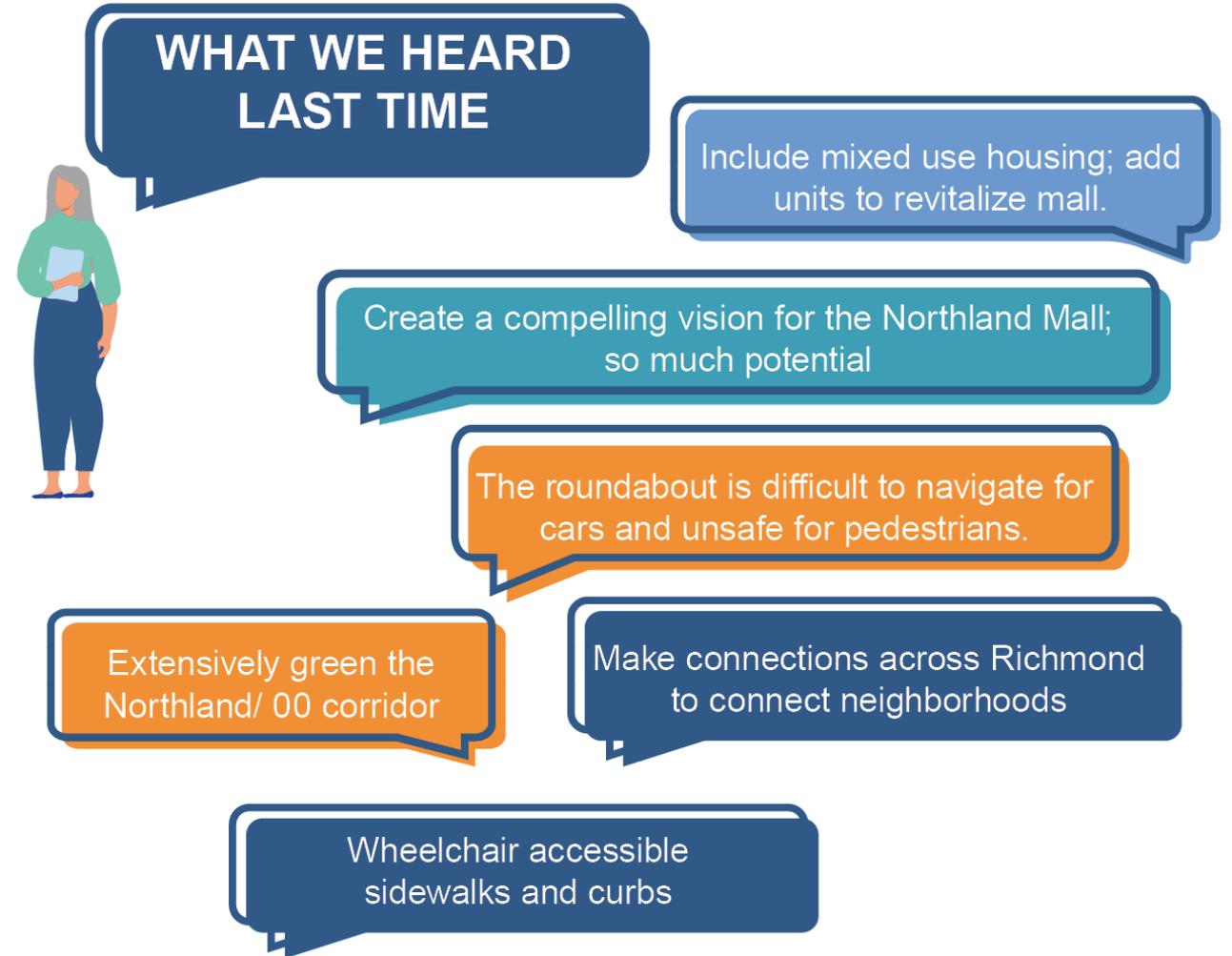
FOCUS ON WALKABILITY

- Improve walkability along Richmond Street through traffic calming, improved intersection and crossings, and enhanced pedestrian connectivity.
- Roundabout is dangerous, but less fatal than a signaled intersection. Consider removing a lane to simplify conflicts. Consider beacons at the roundabouts.
- Improve bus stops for safety and usability.
- Long-term reconstruction of the roadway should comply with Complete Street requirements such as protected bike lanes and traffic calming.



GREEN SPACE AND CHARACTER

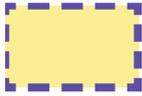
- Add more vegetation and green space throughout the corridor. Utilize medians and setbacks along Richmond for greening.
- Enliven Richmond Street by connecting adjacent neighborhoods to the street through a re-established street grid, gateways, and neighborhood signage to add visual unity and a cohesive personality.



CREATE YOUR SUBAREAS | S. Oneida Street



LEGEND

-  Street Trees
-  Existing Buildings
-  Future Redevelopment Potential
-  Housing Opportunity
-  Trail Connections
-  Riverside Spaces
-  Complete Street - Oneida
 - Protected bike lanes
 - Street trees
 - Furnishings, lighting, banners
-  Potential Stormwater Facility

MAJOR THEMES GUIDING DEVELOPMENT



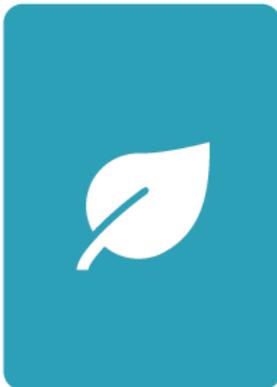
RE-DEVELOPMENT TO ADDRESS HOUSING NEEDS

- Consider **housing** near Riverview Gardens to serve workers.
- Provide **consistent building frontage** along Oneida to engage the street.
- Use redevelopment sites to provide **mixed use** medical / housing to support hospital workers needs and growing demands for out patient facilities.



EXPAND PEDESTRIAN MOBILITY

- Challenging intersections due to traffic speed and right turns, especially near the hospital. Consider **phased traffic calming** strategies.
- Include **ADA compliant access** throughout subarea.
- **Expand public trail network** and signage to provide clear wayfinding.
- Provide points where the public can **access the river** for views and recreation.

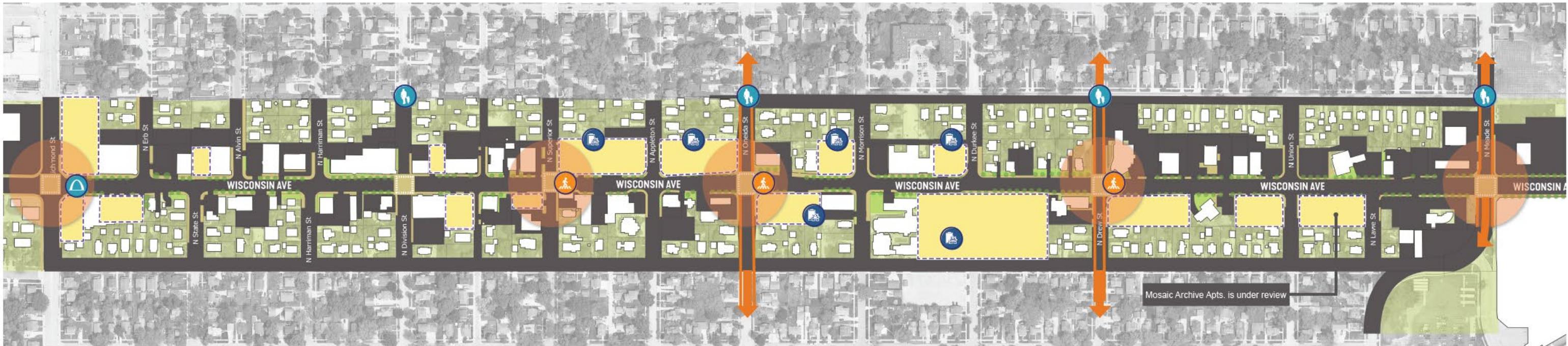


IMPROVE PUBLIC REALM

- Incorporate **native plants** for ecological benefits along the river.
- **Green the Rights of Way** when redeveloping. Identify areas for public gathering spaces, green spaces, and green infrastructure.
- In the long-term, reconstruct Oneida to comply with **Complete Street** guidelines such as protected bike lanes and traffic calming measures.



CREATE YOUR SUBAREAS | Wisconsin Avenue



LEGEND

-  Existing Buildings
-  Future Redevelopment Potential
-  Housing Opportunity
-  District Gateway
-  Enhanced Connections to Nearby Neighborhoods
-  Pedestrian-Oriented Node
-  Street Enhancements
- Furnishings, lighting, banners
- Green infrastructure
-  Street Trees



MAJOR THEMES GUIDING DEVELOPMENT



SUPPORT MIXED-USE RE-DEVELOPMENT AND LOCAL BUSINESS INCUBATION

- Strong support for mixed-use housing and business to create density and vibrancy, particularly at Richmond, Meade, Division, Oneida, and Drew Streets.
- Emphasis on supporting local businesses through TIF and BID programs and property redevelopment.



PROMOTE WALKABILITY AND SAFETY

- In the long-term, reconstruct Wisconsin to comply with **Complete Street** guidelines such as protected bike lanes and traffic calming measures.
- Future redevelopment should accommodate an amenity zone between the street and building to allow for circulation and occupation. This zone should also be used for street furnishings.

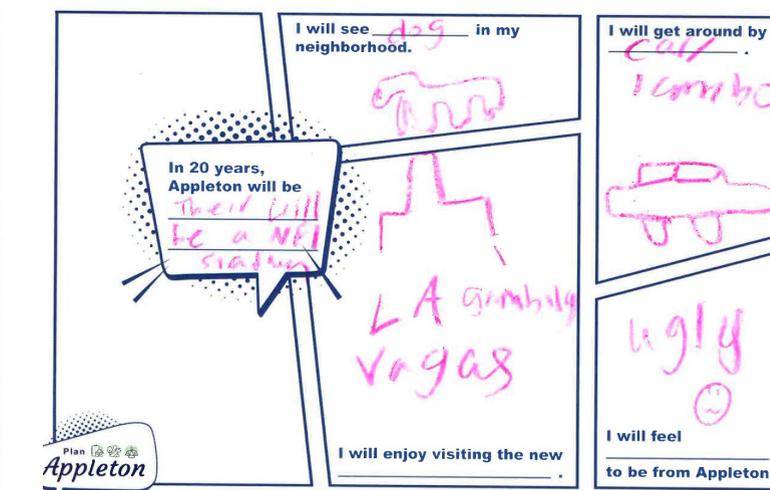
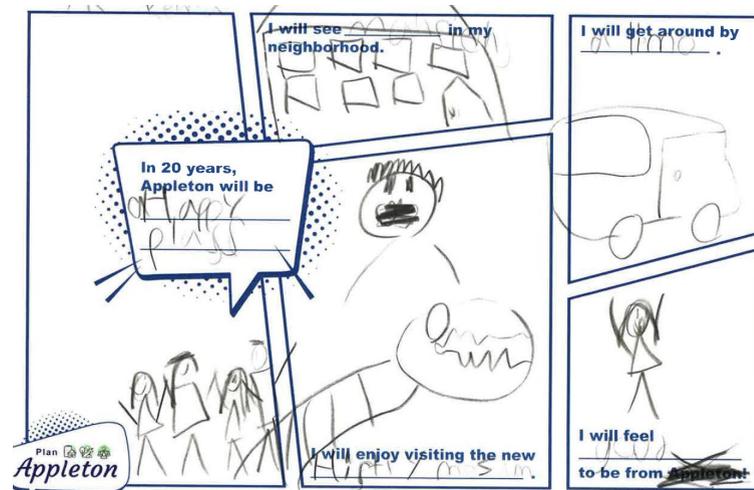
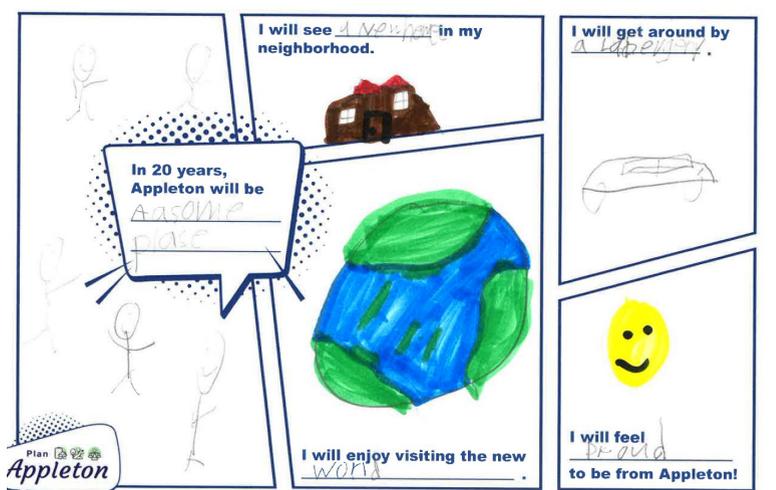
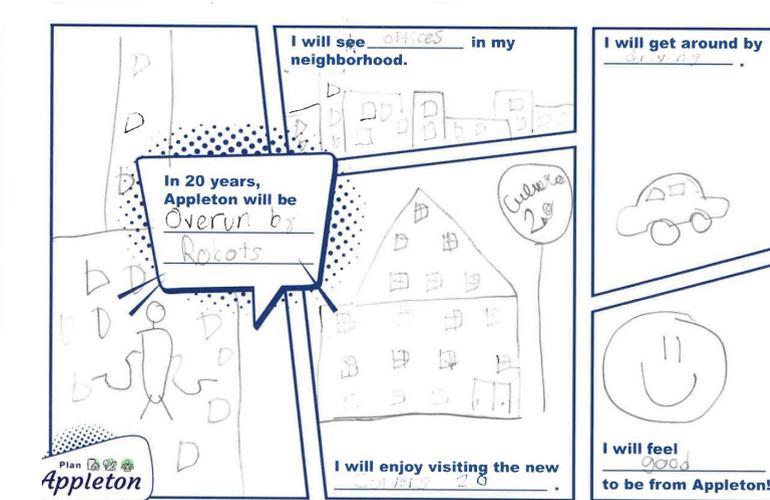
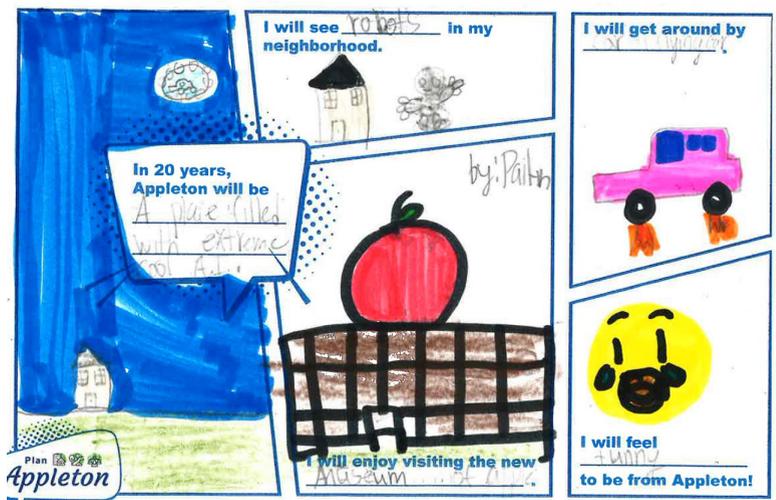
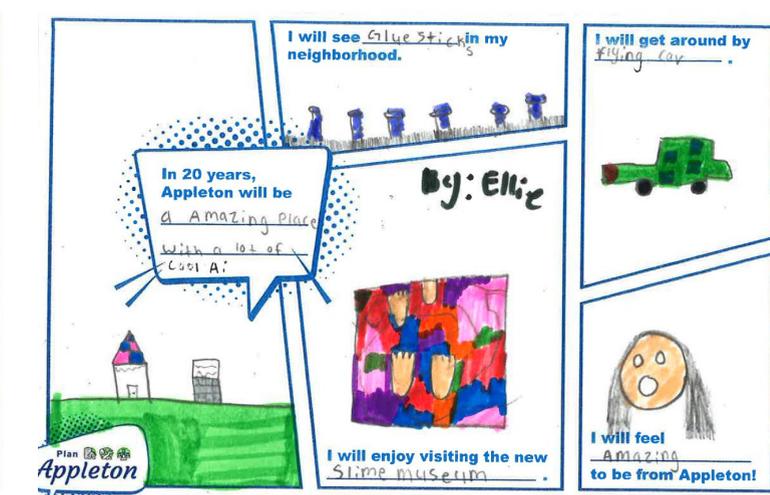
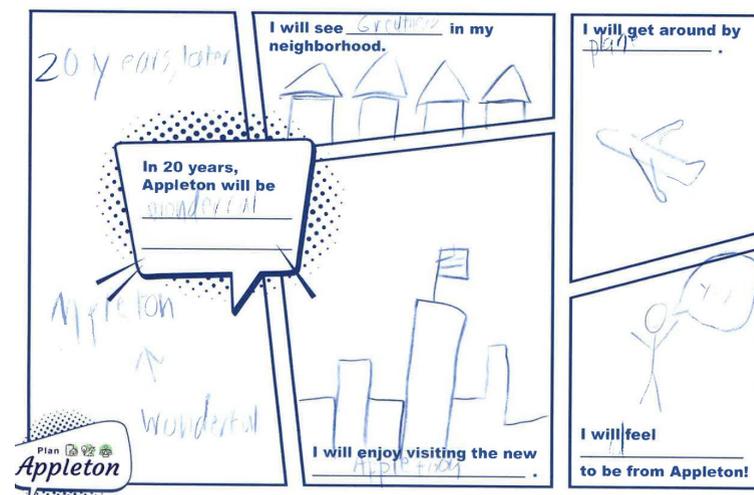
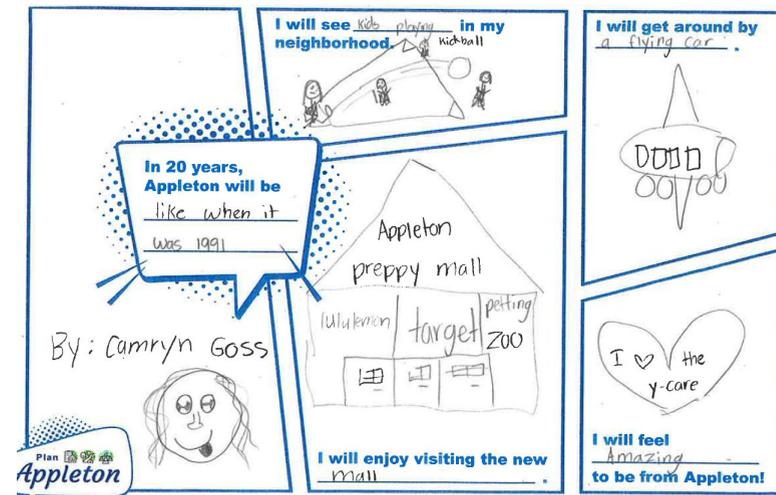


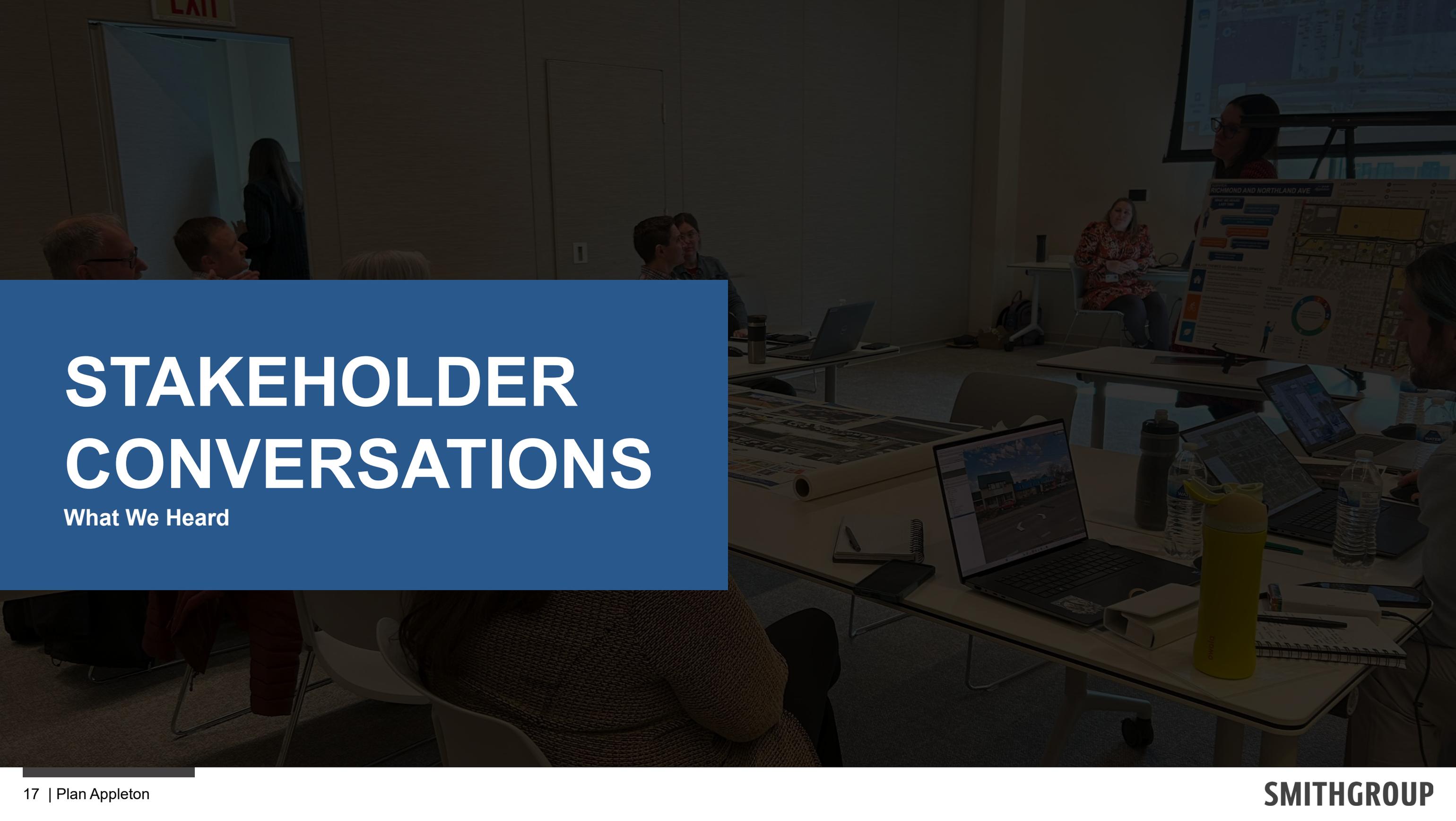
IMPROVE PUBLIC REALM

- Significant calls for more trees for shade, native plants, and comfortable outdoor spaces.
- Suggestions to replace concrete-heavy areas with planters, flowers, and native plants.



Coloring pages were shared with the local YMCA, classrooms, and were available at the Public Launch event. Dozens were submitted and these results were incorporated to help create the shared vision for the future of the City.





STAKEHOLDER CONVERSATIONS

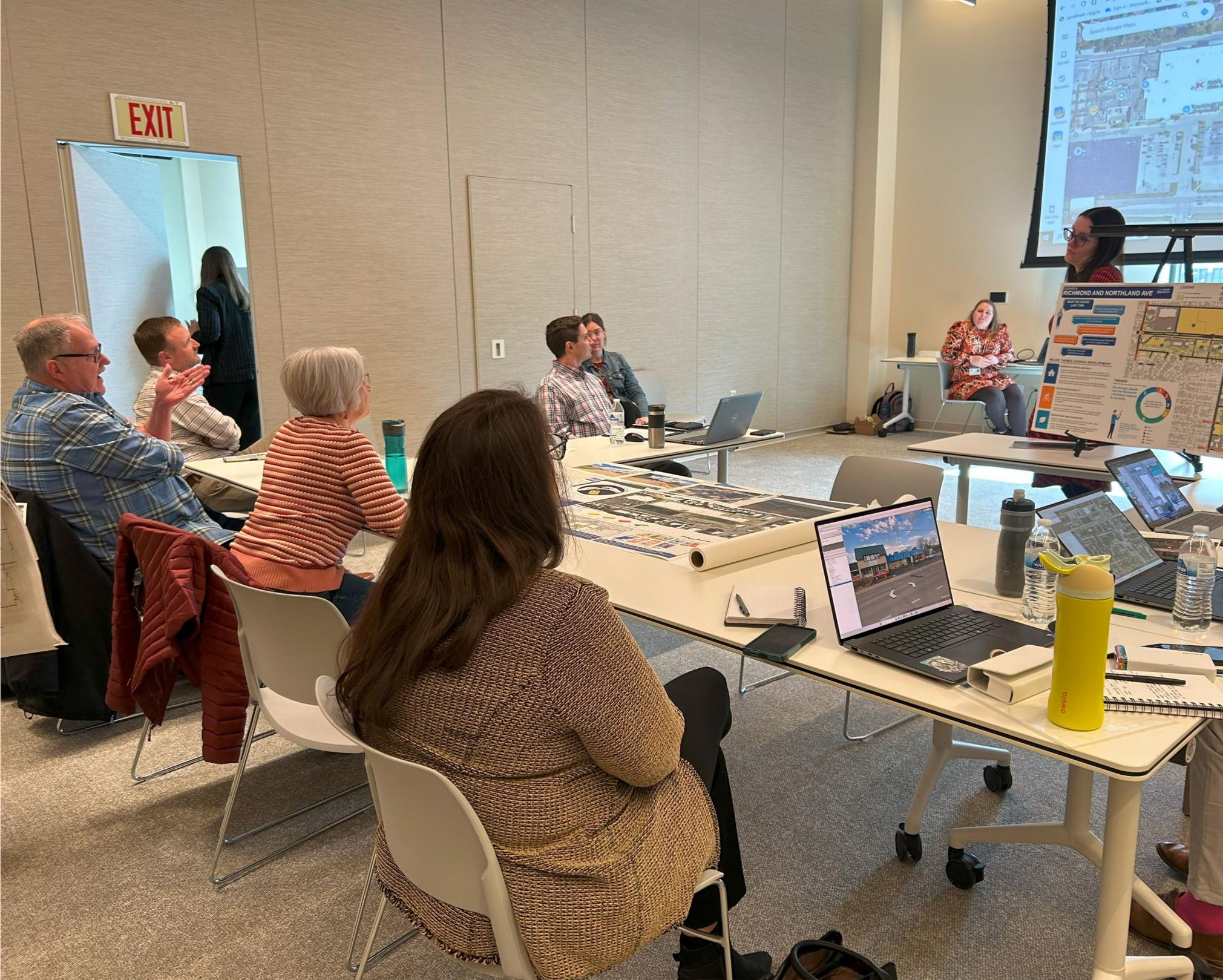
What We Heard

STAKEHOLDER CONVERSATIONS

Nine stakeholder sessions were held to have focused conversations around the future of Appleton.

- 1. Parks and Recreation
- 2. Department of Public Works
- 3. Alderpersons
- 4. Large Businesses
- 5. Wisconsin Housing and Economic Development Authority
- 6. Housing Sector
- 7. Faith-Based Organizations
- 8. Underrepresented Community
- 9. Linwood Senior Community

See the following pages for key themes shared during those nine sessions.



STAKEHOLDER CONVERSATIONS

FINDINGS

HOUSING

Housing Affordability & Supply Constraints

- More affordable and mixed-income housing
- Repurpose unused buildings for housing and community services
- Rising costs for land and house.
- Need for higher renter assistance

Funding Gaps & Labor

- The groups explored land trust models, cooperative housing, and incubator businesses
- Funding gaps and changing scoring criteria for WHEDA
- Provide childcare for young families
- Significant labor shortages across the construction industry.

Regulatory Issues

- Habitat is serving 40 -80% AMI instead of 30% with current market
- Need a system to connect landlords, and tenants
- Slow entitlement and review process
- The City should be proactive about infill, engage the developers upfront

STAKEHOLDER CONVERSATIONS

FINDINGS

DATA & COLLABS

- Strengthening neighborhood organizations through government and nonprofit collaboration
- Better BIPOC and undocumented population data collection

COMMUNITY SUPPORT

- Provide affordable childcare for young families
- Senior housing demand driven by returning retirees.
- With 68 languages spoken in schools, there is a need for better translation and cultural education

MOBILITY

- Lack transit at night and weekends
- Valley Transit services needs to be expanded to suburban/rural areas

HEALTH & WELLNESS

- Potential partnerships with local healthcare providers like ThedaCare, Ascension, and Aurora to address social determinants of health
- Expanding urban farming initiatives for food security
- Exploring shared community garden spaces to promote culturally appropriate food access

APPENDIX

WELCOME STATION

Welcome to Plan Appleton

What is a comprehensive plan?
A comprehensive plan is a roadmap to the city's future, from the homes where we live to the parks where we play and the roads we take to get there. Be part of the effort to shape the future and decide the path forward.

What is the focus of the comprehensive plan update?
Create a shared vision for the future. Identify where and how development should occur in the city, especially housing. Identify opportunities along three key Subareas:
1. Wisconsin Avenue
2. Northland Avenue (Richmond Street)
3. South Oneida Street

What is the process?
Website launch (November 2024) - DIY kits (November 2024) - Public launch (November 2024) - Public workshop (Winter 2025) - Draft plan (Spring 2025)
Phase 1 | Phase 2 | Phase 3

What has happened since the last plan?
Since the completion of the Comprehensive Plan update in 2017, the city has implemented several recommended policies:
• gained an additional \$3 billion in tax base throughout the city to continue maintain public services and amenities.
• developed over 500 new residential lots and various industrial and commercial projects.
• expanded housing opportunity by allowing accessory dwelling units, permitting zero lot line dwellings, reducing the minimum dwelling square footage per unit, adding ground floor residential as a permitted use in the Central Business District except along College Avenue.
• encouraged walkability by creating a mixed-use zoning district, C-1 Neighborhood Mixed Use District.

What about the other projects the city has done?
This plan builds on all the work the city and community has done including current projects and past plans. Some of these include...
College Avenue North Neighborhood Plan
The plan builds upon the visions and goals of the previous comprehensive plan to help to shape and stimulate development in the area north of College Avenue. The market analysis in the plan, conducted in 2022, revealed a pressing need for 3,000 new residential housing units in Appleton over the next decade.
Complete Street Design Guide
The guide offers typical cross sections tailored to different street types and land use contexts. It provides comprehensive guidance for projects ranging from complete reconstructions to standalone traffic calming initiatives. The guide included the crossing improvement policy that prioritized crossings and prioritized complete street project locations throughout the City.
Housing Development Policy Guide
The Housing Development Policy Guide was released in March 2024. The guide proposed 18 recommendations to increase the housing supply, especially affordable housing in Appleton based on stakeholder feedback. The guide identified the need to create a community vision that acknowledges the need for housing-centric development.

How do people use the plan?
For residents, it gives voice to your hopes and concerns for Appleton's future and prioritizes the actions you would like the City to take to address them.
For community organizations, agencies, and institutions, it identifies mutually supportive goals for the City and your organization to work towards.
For businesses and developers, it defines where and how the City will support economic growth.
For City departments, it aligns strategic decision-making about when, where, and how investments, capital improvements, and department initiatives will be implemented.

Understanding where we are today can help to guide us where we need to go.

Housing
The real estate market analysis, completed as part of the 2022 College Avenue North Neighborhood Plan, identified a need for 3,000 new residential housing units throughout the City in the next 10 years. Plan Appleton will identify where those homes could go and what they look like to continue supporting the city's great neighborhoods.

People
Appleton is home to 75,644 people of diverse ages, abilities, cultures and background. Plan Appleton considers their unique and individual needs.

Economy
Appleton supports over 40,000 jobs. Plan Appleton will help identify where future businesses could go and how to help prepare the next generation for the jobs of the future.

Connection
75% of Appleton residents are using their car to commute to work daily. Plan Appleton will identify ways for residents to have multiple options to get to work and create quality roads for all.

Recreation
66% of Appleton residents are within a 10-minute walk of parks. Plan Appleton will incorporate findings from the Comprehensive Outdoor Recreation Plan to enhance quality of life by strengthening connections to the natural environment.

Environment
The lower Fox River runs for 39 miles from Lake Winnebago to Green Bay. Plan Appleton will enhance the economic, environmental, and recreational opportunities along the Fox River.

Development
In the 1950s, much of the development in Appleton was still concentrated around downtown and the Fox River.
In the 1960s, suburban development started around Appleton's southern and eastern borders.
By 2024, Appleton has seen a significant amount of development building out the suburbs, leaving key redevelopment sites and opportunities for use.

S Oneida Street

Up to 13,200 annual average daily traffic

Potential improvements to consider

Fun Facts
Edison Center Building: First centrally located Edison electric lighting system in the West and the first hydroelectric central station in the U.S. began operation on the Fox River.
Historic Buildings: Features beautiful, well-preserved homes from the late 19th and early 20th centuries.
Oneida Skyline Bridge: Offers scenic views, perfect for walks and photography.
First Electric Streetcar: Part of the route for the first commercially successful electric streetcar in the U.S.
Architectural Variety: Showcases a mix of Victorian, Colonial Revival, and Craftsman styles.

What we have heard so far.
Stakeholders in the subarea participated in a virtual workshop earlier this month. Here's what they said...

Opportunities in the Subarea
Community groups: Leverage existing community efforts such as the "Marigold Mile".
Wellness core: Create a community hub and wellness core anchored by the hospital.
South Gateway Development: Leverage the south gateway for new development opportunities.
Restaurants: Develop more dining options between the hospital and East Calumet.

Challenges in the Subarea
Water retention: Retention pond requirements pose a challenge for design and development.
Seasonal Issues: The Marigold Mile's seasonal beauty is marred by off-season issues. Snow plowing on S Oneida create further accessibility and safety concerns during winter.
Traffic Congestion: High traffic volume during rush hours.
Parking: City and developer parking requirements present challenges for infill development.

S Oneida Street

Identify opportunities and assets along the Subarea.
Identify challenges or areas in need of improvement along the Subarea.

Wisconsin Avenue STATION

Wisconsin Avenue




Potential improvements to consider



Fun Facts

Paper Industry Heritage Appleton's strong paper industry history is reflected in the historic buildings on Wisconsin Avenue.	The name The word Wisconsin is an English spelling of a French take on a Native American word. The root is believed to have stood for "river running through a red place."	Vibrant Use Wisconsin Avenue features a rich mix of commercial spaces, and residential areas, making it a vibrant and dynamic part of Appleton.	Community Events Wisconsin Avenue often hosts parades and festivals, bringing vibrancy to the area.
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What we have heard so far.

Stakeholders in the subarea participated in a virtual workshop earlier this month. Here's what they said...

Opportunities in the Subarea

Walkability: Enhance walkability and accessibility for businesses. With effective planning techniques, this can be achieved even in areas with high traffic volume.

Parking: Repurpose underutilized parking lots to maximize space and functionality.

Multicultural District: Celebrate the area's cultural diversity, transforming it into a vibrant destination that attracts people.

Iconic Businesses: Build a collective identity around established businesses, making Wisconsin Avenue a destination "eat street" that draws visitors.

Challenges in the Subarea

Lack of Walkability: Limited destinations within the Subarea make it less attractive for walking.

Connectivity: The avenue's character shifts after the railroad, leading to a disjointed experience.

Vacancy: Multiple vacant properties disrupt continuity and limit corridor vitality.

Night Activity: Most businesses close before 8 pm, resulting in limited evening activities.

State Highway: As a state-owned road, reconfiguring Wisconsin Avenue is challenging due to regulatory constraints.

Wisconsin Avenue


Identify opportunities and assets along the Subarea
Identify challenges or areas in need of improvement along the Subarea



RICHMOND STATION

Richmond St. / Northland Ave.




Potential improvements to consider



Fun Facts

Shopping Hub The avenue is known for its diverse shopping options, including major retailers and unique local boutiques.	Richmond Street's Name Norman, Richard and Charles Richmond built the first paper mill, called Richmond Mill, in Appleton.	Architectural Styles The avenue features a mix of architectural styles, reflecting the city's growth from the late 1800s through the 20th century.
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What we have heard so far.

Stakeholders in the subarea participated in a virtual workshop earlier this month. Here's what they said...

Opportunities in the Subarea

Mall Retrofit: Enhance the mall's functionality to accommodate tenants of various sizes.

Infill Development: Activate the subarea with mixed-use infill development on underutilized lots to foster a more vibrant and dynamic community space.

Local Retail: Introduce more local shops to balance the current dominance of chain stores, creating a unique and community-centered retail environment.

Redevelopment Potential: Leverage the deeper lots on the west side of Richmond Street, making development projects more feasible.

Challenges in the Subarea

Connectivity: Large big-box retailers are disconnected from nearby neighborhoods, and the vehicle-focused layout hinders walkability.

Safety: High traffic volume combined with frequent accidents creates safety risks.

Lack of Open Spaces: Limited green, open spaces restrict opportunities for community gathering and recreation.

Richmond St. / Northland Ave.


Identify opportunities and assets along the Subarea
Identify challenges or areas in need of improvement along the Subarea



VISIONING STATION

Plan Appleton

Help us create a shared vision for the future of the city by grabbing a sticky note and filling in the blank.

In 20 years, Appleton will be

- Welcoming
- Meet the needs of all
- Affordable
- Growing with community buy in
- Inclusive
- Safe
- Space for all

Note: Quotes from previous Advisory Group meetings.

HOUSING STATION

Help with Housing

Plan Appleton

Housing Today

Good housing is the foundation to a thriving city. A good housing market in Appleton should have three key pieces...

Abundance

There needs to be enough housing for everyone. A small supply of housing drives up cost.

Fun Facts

The real estate market analysis, completed as part of the College Avenue North Neighborhood Plan, identified a need for 3,000 new residential housing units throughout the City in the next 10 years. This will create opportunities for those interested in residential development across all housing types.

Options

Different people need different types of housing.

Fun Facts

33% of Appleton residents rent. Affordability is especially important for renters. If it were possible, over 30% of their income on housing in 2023.

4% of Appleton residents own their home.

Affordability

There needs to be enough housing at the right price point so everyone can afford housing given their income and unique needs.

Fun Facts

The median household income in Appleton was \$73K in 2023, meaning half of residents can afford monthly rents of \$1,700 and mortgages of \$202,500 (or less).

Understanding the Missing Middle

67% of Appleton's homes are single unit detached buildings. However, Appleton is home to a variety of "missing middle" housing types that could be expanded to meet people's needs.

Missing middle housing is buildings with multiple units — compatible in scale and form with detached single-family homes — located in a walkable neighborhood.

Places Filling in Missing Middle Housing

Our Thought | Madison, Wisconsin
Affordable & Senior Housing Redevelopment

With over 50 engagement events hosted, this project is the large scale reimagining and redevelopment of affordable housing developments to be more sustainable, walkable, and resource rich.

Providence | Sun Prairie, Wisconsin
Traditional Neighborhood Design

Providence is a neighborhood with a variety of small and mid-sized single unit homes clustered closer together to create a walkable neighborhood around common green spaces and plazas, making efficient use of space and encouraging social connection.

The Eddy | Eau Claire, Wisconsin
Mixed-Income Development

Completed in 2023, this mixed-income development is located in the historic downtown near several prominent employers with access to the Chippewa Riverfront, connecting residents in need with resources.

Help with Housing

Plan Appleton

Hello Neighbor!

Appleton is home to people of diverse ages, backgrounds, incomes, and abilities that all influence their unique housing needs. This includes...

- Students or young professionals getting started in their life, who may have grown up or studied here and want to stay.
- Veterans or seniors who may desire a community of support.
- Those who need permanent supportive housing because of a physical or intellectual development disability or mental health concern.
- Community members who are disabled but able to live on their own.
- Those who prefer to rent or want a smaller home.
- Those with limited incomes or fixed incomes.
- Teachers, nurses, and other essential and service workers who need workforce housing.

What types of housing do you think would fill the gap in Appleton?

Grab three stickers and place them below the housing types you believe best meet Appleton's needs. Choose your top three!

Small Lot Single Unit Detached
Vote here.

Accessory Dwelling Units
Vote here.

2-4 Units and Townhomes
Vote here.

Mixed-Use Development
Vote here.

Larger Apartments
Vote here.

Live-Work Units
Vote here.

Senior Housing
Vote here.

Temporary Supportive Housing
Vote here.

Manufactured and Modular Housing
Vote here.

Help with Housing

Plan Appleton

What does housing development look like today?

Recently, much of the development in Appleton comes in the form of suburban subdivisions, single-unit detached homes on large lots.

Sprawl has major impacts on construction costs, affordability, and housing options.

Infrastructure Costs. While this housing type is popular, it has a greater burden on city services due to the need to expand transit, roads, water, sewer and more to new areas.

Affordability. The cost of constructing and maintaining this infrastructure often drives up the cost of purchasing these homes.

Options. In addition, it doesn't provide much variety of housing types to meet community members needs.

There are opportunities going forward to rethink the type of development community members want to encourage in the city.

What could housing development look like in the future?

Traditional Neighborhood Design

What | TND emulates some of Appleton's earliest neighborhoods with grid like streets, smaller homes closer together, shared green spaces, and walkable connections.

Where | City Edges, Redevelopment Sites, Thrivent Site

Cluster-Style Development

What | Cluster style housing, also known as conservation residential housing, allows for the development of smaller lots, clustered with more land preserved as open space.

Where | City Edges, Redevelopment Sites

Redevelopment and Infill

What | Infill is the creation of new housing in vacant or under-used lots near existing homes. It takes advantage of infrastructure already in place.

Where | Downtown, Existing Neighborhoods, Major Corridors

Rehabilitation and Retrofitting

What | Rehabilitating older homes keeps them up to date. Retrofitting homes means homeowners can live in them longer and seniors can age in place.

Where | Existing Neighborhoods

Where should more housing be added?

Take up to 4 voting stickers to place your preferences. You can distribute the stickers across the 4 buckets or concentrate them under 1 or 2 items.

Share your thoughts with sticky notes here:

Downtown

Along Major roadways

Infill in Existing Neighborhoods

At the City Edges and Redevelopment Sites

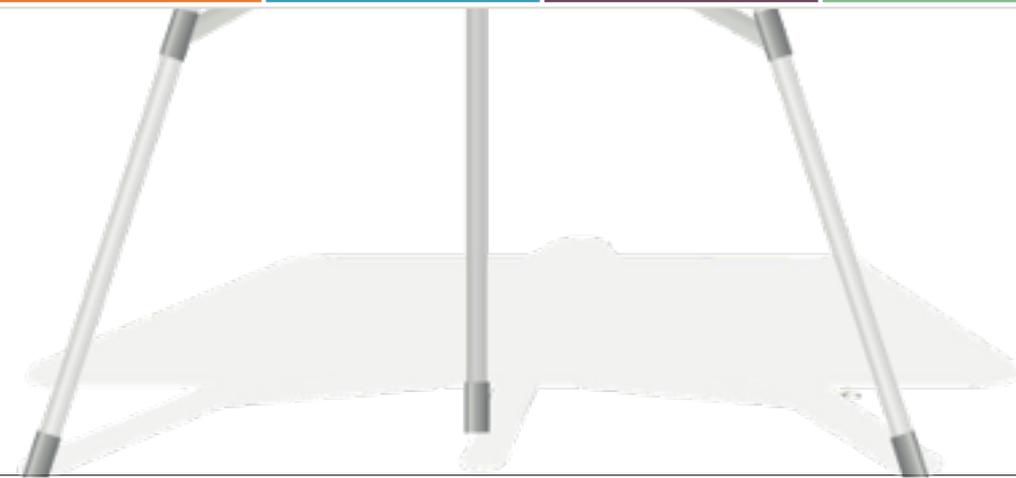
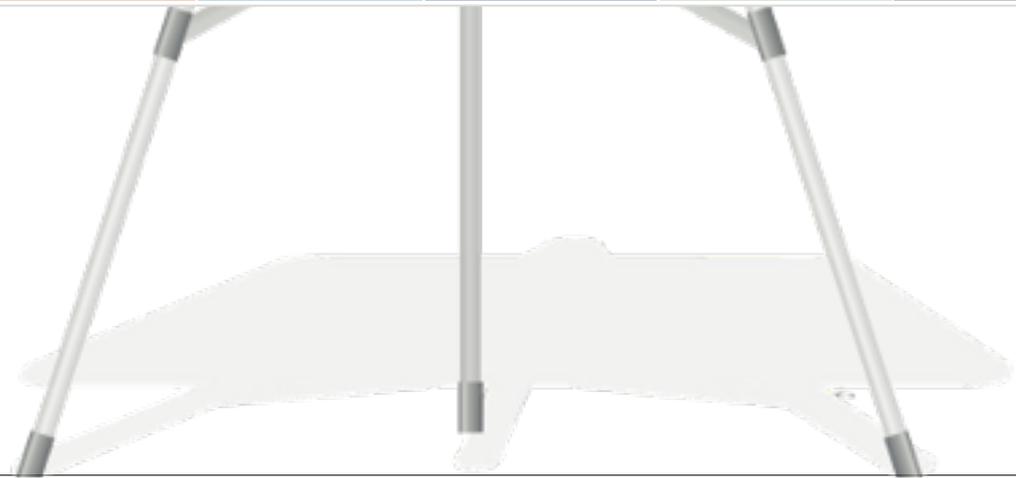
PLAN PRIORITIES STATION

Plan Priorities We want to know how Appleton is doing today so we know where to focus on improving over the next 20 years.

	Housing <small>There are a variety of housing options to meet community member's needs and incomes throughout their lifetime.</small>	Development <small>Development is happening in the right places and is at a cost that Appleton residents can afford.</small>	Neighborhoods <small>Appleton has welcoming neighborhoods where residents can access everything they need to thrive.</small>	Engagement <small>Appleton is transparent, seeks input from community members, and communicates about the actions and projects it takes on.</small>	Arts & Culture <small>Appleton celebrates the unique and diverse cultures of residents.</small>
<p>Step 1 Grab a set of stickers. For each category, place your sticker on the scale bar to tell us how Appleton is doing today.</p>					
1 <small>We have a lot of work to do</small>					
2 <small>We have some work to do</small>					
3 <small>We are doing ok</small>					
4 <small>We are doing well</small>					
5 <small>We are doing great</small>					
<p>Step 2 Grab a sticky note to tell us what it would take for Appleton to get a perfect score in the future.</p>					

Plan Priorities We want to know how Appleton is doing today so we know where to focus on improving over the next 20 years.

	Economy <small>There are good job opportunities for community members that pay what is needed to afford living in Appleton.</small>	Transportation <small>Community members can comfortably access resources across Appleton by bus, car, bike, or walking.</small>	City Services <small>Appleton provides timely and affordable services to meet residents' daily needs, such as water, waste, and public safety.</small>	Environment <small>Appleton protects the natural environment and connects residents to recreation opportunities.</small>
<p>Step 1 Grab a set of stickers. For each category, place your sticker on the scale bar to tell us how Appleton is doing today.</p>				
1 <small>We have a lot of work to do</small>				
2 <small>We have some work to do</small>				
3 <small>We are doing ok</small>				
4 <small>We are doing well</small>				
5 <small>We are doing great</small>				
<p>Step 2 Grab a sticky note to tell us what it would take for Appleton to get a perfect score in the future.</p>				



Method

- Community members were asked to fill in the blank: “In 20 years, Appleton will be _____.” This question was asked at the community workshop, online survey, via student coloring pages, and in the mobile toolkit.
- All responses were combined and analyzed to identify the most mentioned words across all responses. These words were grouped into like categories, called “themes.” Some of these themes will appear in the final vision statement for *Plan Appleton*.
- Each theme was created by searching for the common terms in community members responses and grouping similar terms into categories, shown in Table 1. Theme Codes. Terms with * are partial words there were often written multiple ways. Including the * symbol means the term can be counted in all its variations. For example, "educ*" searches and counts every statement that includes “educ” such as educate, educated, and education.

Table 1. Theme Codes

Affordable Housing and Welcoming Neighborhoods	*affordable* *friendly* *housing* *family* *cheap* *attract* *haven* *quiet* *joy* *love*	*inclusive* *divers* *equit* *every* *neighbor* *together* *unity* *home* *grati*
Thriving Economic and Cultural Scene	*educ* *school* *known* *ident* *hist* *heritage* *past* *creative* *culture* *thriv* *fun*	*grow* *job* *entrepre* *work* *thriv* *busi* *wage* *income* *wealth* *rich* *succe*
More Ways to Get Around the City	*access* *transit* *bike* *walk* *mode* *car* *pedest*	*cycl* *transport* *bus* *rail* *road* *nav*
Sustainable Development and Accessible Green Spaces	*rain* *sustain* *river* *energy* *environ* *climate* *air*	*water* *park* *natur* *green* *clean*
Responsible, Collaborative, and Transparent Leadership	*lead* *respons* *fiscal* *trust* *welcom* *accept* *all*	

Table 2. Theme Counts

Top Themes	Counts	Percentages
Affordable Housing and Welcoming Neighborhoods	194	65.32%
Thriving Economic and Cultural Scene	106	35.69%
More Ways to Get Around the City	74	24.92%
Sustainable Development and Accessible Green Spaces	39	13.13%
Responsible, Collaborative, and Transparent Leadership	77	25.93%
Total Comments	297	100.00%

Theme codes were applied to the following list of responses and then counted, as summarized previously. Note that typos may occur as these are direct transcriptions of written responses, so the person who submitted a response had written a typo.

Table 3. All Written Responses to The Fill in the Blank Prompt “In 20 Years, Appleton will be...”

- | | | |
|--|--|--|
| <ul style="list-style-type: none"> ▪ Cultured ▪ More trees along the streets ▪ bigger ▪ Small, friendly city ▪ Music and arts focused ▪ known as the fine tuned machine it is ▪ welcome ▪ diverse ▪ interconnected ▪ a great place for millenials and retirees ▪ the envy of other midsized cities ▪ best medium sized city in the country ▪ a city of neighborhood assets ▪ fiscally responsible ▪ fill vacant buildings ▪ fiscally responsible ▪ vibrant ▪ walkable ▪ safe ▪ affordable ▪ diverse ▪ lots of unique small businesses ▪ a place where everyone belongs, no exceptions ▪ welcome ▪ safe ▪ prosperous ▪ safe ▪ safe ▪ equitable ▪ walkable neighborhoods | <ul style="list-style-type: none"> ▪ clean air ▪ green energy ▪ small carbon footprint ▪ friendly ▪ welcoming for everyone ▪ vastly larger ▪ economically diverse ▪ inclusive ▪ preserve our heritage ▪ carinf for unsheltered ▪ carinf for unsheltered ▪ carinf for unsheltered ▪ affordable ▪ affordable ▪ equitable ▪ equitable ▪ progressive ▪ progressive ▪ connected ▪ walkable ▪ dense ▪ connected ▪ walkable ▪ dense ▪ vibrant ▪ walkable ▪ safe ▪ affordable ▪ diverse ▪ vibrant ▪ walkable ▪ safe ▪ affordable ▪ diverse | <ul style="list-style-type: none"> ▪ connected ▪ walkable ▪ dense ▪ affordable for everyone ▪ a great place to raise a family ▪ have separated trails for motorbikes as opposed to human powered bikes and walkers ▪ Biodiverse ▪ Nature friendly ▪ A plan for trails and public spaces to be protected as we grow ▪ A plan for trails and public spaces to be protected as we grow ▪ a place where neighbors create their own plans, adopted by the city ▪ more bike routes ▪ more bike routes ▪ known for being the socially inclusive want to live there place ▪ known for being the socially inclusive want to live there place ▪ known for being the socially inclusive want to live there place ▪ known for being the socially inclusive want to live there place ▪ grocery store downtown ▪ sociall connected ▪ neighbors helping neighbors ▪ neighborhood friendly ▪ neighborhood friendly ▪ affordable housing for larger families ▪ past industrial use will become recreation ▪ festival grounds ▪ attractive for young and new workers ▪ attractive for young and new workers ▪ have enough affordable housing ▪ will have mass transit that runs frequently ▪ be welcoming to all |
|--|--|--|

Theme codes were applied to the following list of responses and then counted, as summarized previously. Note that typos may occur as these are direct transcriptions of written responses, so the person who submitted a response had written a typo.

Table 3. All Written Responses to The Fill in the Blank Prompt “In 20 Years, Appleton will be...”

- have enough affordable housing
- will have mass transit that runs frequently
- be welcoming to all
- have enough affordable housing
- will have mass transit that runs frequently
- be welcoming to all
- taking over green bay
- a generative local community
- grocery store downtown
- diverse and inclusive
- diverse and inclusive
- growing population
- a diverse and welcoming city
- toddler friendly
- family friendly
- toddler friendly
- family friendly
- everyone is food and housing secure
- everyone feels safe and valued
- will pull in other municipalities to grow its tax base
- the city all the other cities copy
- culturally diverse
- transportation to milwaukee and green bay
- transportation to milwaukee and green bay
- Fun
- family friendly
- age friendly
- trails
- bike
- walkable
- vibrant
- inclusive
- an environmentally biodiverse community that has eliminated invasive plants
- diverse
- celebrates our diversity
- affordable
- environmentally evolved
- easy to navigate with public transportation
- a vibrant city that offers great entertainment and cuisine.
- a bustling, friendly city that welcomes everyone.
- A charming and innovative small-medium town.
- A city that accepts all.
- A clean diversified city
- a community centered around wellness, thriving businesses and families, and a beacon for creativity and achievement.
- a community that has lost its identity by trying to be everything to everyone.
- a community that hundreds of cities around the nation will strive to be like
- a community with affordable housing, job and educational opportunities, cultural amenities, and clean air and water.
- a destination for young families to build their homes and careers
- A destination location
- A diverse and thriving community, where everyone can have equitable access to resources that empowers everyone to live healthy and successfully.
- a diverse community that values various modes of transportation (i.e. bikeable), small business initiatives, and is well-developed along the Fox River
- a fantastic place to live.
- a great place to live, if enough affordable places to live are available
- A growing, thriving community with complete and diverse neighborhoods.
- a growing, vibrant community with various housing options for all.
- a haven for climate refugees
- a hub for young professionals
- a hub in NE Wisconsin and innovative leader in community development
- a juxtaposition of the historic and the visionary
- a larger metropolitan area, and more expensive.
- A medium size city will more mixed used residential, better public transportation, and more connectivity between neighborhoods.
- A more liberal, less safe, less affluent place.
- A place for anyone to be able to get around in whatever mode of transportation they want or can afford.
- A place that doesn't just cater to the whitest, wealthiest, oldest, and lamest citizens of the area.
- a place that's unaffordable to still own a home as property taxes will have crippled its population due to the city's consistent overspending on its budget and can no longer keep up with its debt servicing obligations.
- A progressive community that embraces families and attracts new workers by leveraging strong suits such as historical and natural resources, like outdoor recreation around a cherished and preserved fox river.
- a publicly connected, vibrant residential community with job opportunities and businesses that attract customers from throughout the Midwest.
- A safe and thriving environment for all people who feel a sense of belonging and there is trust, and everyone can work together toward a common goal. A better place for all.
- A safe, inclusive community that values its people & natural resources, and evolves to elevate all people, business, and commerce.

Theme codes were applied to the following list of responses and then counted, as summarized previously. Note that typos may occur as these are direct transcriptions of written responses, so the person who submitted a response had written a typo.

Table 3. All Written Responses to The Fill in the Blank Prompt “In 20 Years, Appleton will be...”

- | | | |
|--|--|---|
| <ul style="list-style-type: none"> ▪ a super boring, overly regulated city run by people who hold fashionable Democrat beliefs and who have an overinflated sense of their competence and wisdom because they have IQs in the 115-120 range ▪ A thriving community that is inclusive and provides for the needs of all people. ▪ A thriving destination for music lovers and a community that demonstrates its progressive values as one of WI’s premiere communities for people of all ages to thrive ▪ A thriving diverse community offering opportunity and affordable housing to all, welcoming of newcomers from across the world. ▪ A thriving environmentally friendly, diverse city with neighbors who know and look out for one another. ▪ a thriving metropolitan ▪ a thriving microcity ▪ A thriving mid sized metro with an emphasis on walkability ▪ A thriving multicultural community that loves the arts ▪ a thriving, generous, loving community committed to excellent education, safe neighborhoods and thriving commerce. ▪ A thriving, inclusive, green city ▪ a vibrant and active community, encompassing all populations and ages. ▪ a vibrant community with a thriving downtown and accessible and affordable housing for all ▪ a vibrant, diverse community with a variety of employment, housing and recreation opportunities ▪ a walkable, healthy community where citizens can easily be engaged in decision-making. ▪ A welcoming community for all, including those with autism and intellectual and developmental disabilities ▪ A welcoming inclusive center for the arts ▪ A welcoming, thriving hub for the area ▪ a wonderful place to live! | <ul style="list-style-type: none"> ▪ Actually progressive ▪ an attractive region for businesses and families. Distinct commercial and cultural neighborhoods easily accessible by environmentally friendly transportation options. ▪ an inclusive, loving community for everyone. ▪ An inclusive, thriving community for people of all races and income. ▪ Best Small City in the Midwest! ▪ beter integrated with more minorities. ▪ Bigger ▪ bike and pedestrian-friendly; able to move everyone comfortably via public transportation ▪ Bikeable, walkable, vibrant neighborhoods ▪ blended by its rich history with modern amenities, becoming a dynamic center for innovation, culture, and sustainable living. ▪ clean and beautiful. ▪ Creative, vibrant, ecologically thriving, and a place where people of all backgrounds and socioeconomic situations can live full, thriving lives. ▪ culturally progressive ▪ doing even better than we are now. ▪ Easier to get around without a car ▪ Easily walkable with good transportation and parking options. ▪ environmentally sustainable and modeling how to do it to others. ▪ equitable and walkable. ▪ Even more unaffordable than it is now ▪ Expansive ▪ Family friendly ▪ Fill with opportunity and affordable housing for most of the people living here ▪ hopefully not much bigger than today. ▪ Hopefully trendy and more diverse ▪ hopefully, a safe and enjoyable place for retired and | <ul style="list-style-type: none"> hardworking families. ▪ Hovering near pop. 125,000 and happy to remain there ▪ Illegal immigrant free ▪ Improved. More businesses in the city. A wide range of housing options. Family friendly downtown business district. Affordable. ▪ improving the economic well-being of individuals by advancing inclusive entrepreneurship and facilitating self-sufficiency strategies with resource partners that provide responsible financial products and quality business and personal finance training. ▪ irrelevant unless they turn around the current trend of quick profit with cheap, uninspired builds ▪ known as a city that embraces progressive policies to provide services to all individuals regardless of their situations. ▪ Milwaukee 2.0 ▪ More diverse and will have sufficient housing for all. ▪ More diverse, ▪ more diverse. ▪ More expensive to live in because of illegal migration and the consequences that go along with that. ▪ More multicultural and multilingual; nationally recognized as a great home for the arts; safe, kind, and welcoming ▪ More multimodal with significant improvement to bike infrastructure and mixed use development to facilitate shorter trips reducing carbon output for all and increased land value due to an increase in amenities. ▪ more than likely 90% the same. Some expansion north, but just houses. ▪ more welcoming and inclusive for people with disabilities, including autism. They will have affordable housing that meets their needs and helps lead vibrant and fulfilling lives. |
|--|--|---|

Theme codes were applied to the following list of responses and then counted, as summarized previously. Note that typos may occur as these are direct transcriptions of written responses, so the person who submitted a response had written a typo.

Table 3. All Written Responses to The Fill in the Blank Prompt “In 20 Years, Appleton will be...”

- | | | |
|---|--|--|
| <ul style="list-style-type: none"> ▪ Much like it is today, but larger in scope do to the consolidation of smaller municipalities like Grand Chute ▪ Much more diverse and welcoming to different kinds of people ▪ Much the same as it is now. ▪ My home and work location ▪ My hope - Appleton will be a well-run, cohesive community of friendly people who treat each other well. My fear - Appleton will be overrun with climate refugees from the coasts and will be too busy, too expensive and full of mean and selfish people. ▪ overcrowded ▪ Overpopulated and underserved ▪ possibly too big? ▪ Progressive community with strong infrastructure, diverse industries, and residents from unique backgrounds. ▪ Reflective of the leadership we show now and investments we make between now and then. ▪ Safe, clean, education leader ▪ Similar to today in size, maybe 15% more people. Less retail stores in all areas. Less manufacturing jobs. ▪ Still struggling for low income housing. Will need better road conditions. ▪ Test ▪ the best place to be ▪ The best place to live in the Midwest ▪ the economic center for the region ▪ The major economic and social hub of NEW. ▪ The most desirable and affordable place to live in the US ▪ the same as it is now only more expensive ▪ The town in Northeast WI. ▪ Thriving | <ul style="list-style-type: none"> ▪ Thriving ▪ Thriving community that anchors Wisconsin's Fox Valley through its active manufacturing, medical, cultural and business environment. Surrounded by the best of Mother Nature, Appleton will be a premier destination in Wisconsin. ▪ thriving, but hopefully ore progressive than now ▪ To bring back retail along College Avenue. ▪ twice as populous ▪ twice the size ▪ vibrant ▪ Welcoming ▪ Where all the happenings are ▪ Will not have so many dilapidated houses /absentee landlords that create safety concerns and eyesores. ▪ Safe for walking and biking ▪ green energy ▪ Healthier Environment ▪ Quieter - less noise pollution ▪ Darker ▪ A city with thriving, locally-owned businesses ▪ More equitable ▪ Inclusive ▪ diverse and inclusive ▪ Safe ▪ Fun ▪ Family friendly ▪ Integrated ▪ Diverse ▪ Housing for all ▪ Easy access | <ul style="list-style-type: none"> ▪ transit options ▪ bikeable ▪ green ▪ quieter ▪ darker ▪ sustainable energy ▪ landscaping ▪ business opportunities ▪ great schools ▪ lead free ▪ no hungry people ▪ diverse ▪ welcoming ▪ safe ▪ healthy (great hospitals, doctors) ▪ lucrative (great wages) ▪ Attractive (physical appearance) ▪ Attractive (buisness opportunities) ▪ Educated (great schools) ▪ Proud of accomplishments of citizens ▪ Caring for those compromised and dying ▪ Attractive to raise a family here ▪ More bus routes |
|---|--|--|

APPENDIX B | CALCULATING PLAN PRIORITIES

		Count of Combined Responses by Score					Total Responses	Average Score
		1. We have a lot of work to do	2. We have some work to do	3. We are doing ok	4. We are doing well	5. We are doing great		
Plan Priorities	Economy. There are good job opportunities for community members that pay what is needed to afford living in Appleton.	24	105	87	52	10	278	2.7
	Transportation. Community members can comfortably access resources across Appleton by bus, car, bike, or walking.	69	115	57	29	13	283	2.3
	City Services. Appleton provides timely and affordable services to meet residents' daily needs, such as water, waste, and public safety.	3	20	54	143	63	283	3.9
	Environment. Appleton protects the natural environment and connects residents to recreation opportunities.	14	51	91	92	30	278	3.3
	Housing. There are a variety of housing options to meet community member's needs and incomes throughout their lifetime.	121	85	49	19	7	281	2.0
	Development. Development is happening in the right places and is at a cost that Appleton residents can afford.	55	103	93	20	6	277	2.3
	Neighborhoods. Appleton has welcoming neighborhoods where residents can access everything they need to thrive.	35	77	84	66	17	279	2.8
	Engagement. Appleton is transparent, seeks input from community members, and communicates about the actions and projects it takes on.	19	32	81	111	39	282	3.4
	Arts and Culture. Appleton celebrates the unique and diverse cultures of residents.	8	36	74	41	55	214	3.5

APPENDIX B | CALCULATING PLAN PRIORITIES

Count of In-Person Responses by Score

Plan Priorities	Count of In-Person Responses by Score					Total Responses	Average Score
	1. We have a lot of work to do	2. We have some work to do	3. We are doing ok	4. We are doing well	5. We are doing great		
Economy. There are good job opportunities for community members that pay what is needed to afford living in Appleton.	9	38	37	10	2	96	2.6
Transportation. Community members can comfortably access resources across Appleton by bus, car, bike, or walking.	30	40	21	7	4	102	2.2
City Services. Appleton provides timely and affordable services to meet residents' daily needs, such as water, waste, and public safety.	0	5	19	49	28	101	4.0
Environment. Appleton protects the natural environment and connects residents to recreation opportunities.	6	25	30	32	6	99	3.1
Housing. There are a variety of housing options to meet community member's needs and incomes throughout their lifetime.	47	33	15	3	1	99	1.8
Development. Development is happening in the right places and is at a cost that Appleton residents can afford.	14	39	39	3	2	97	2.4
Neighborhoods. Appleton has welcoming neighborhoods where residents can access everything they need to thrive.	9	36	28	21	3	97	2.7
Engagement. Appleton is transparent, seeks input from community members, and communicates about the actions and projects it takes on.	6	9	34	39	12	100	3.4
Arts and Culture. Appleton celebrates the unique and diverse cultures of residents.	3	20	18	41	23	105	3.6

APPENDIX B | CALCULATING PLAN PRIORITIES

Count of Online Responses by Score

Plan Priorities	Count of Online Responses by Score					Total Responses	Average Score
	1. We have a lot of work to do	2. We have some work to do	3. We are doing ok	4. We are doing well	5. We are doing great		
Economy. There are good job opportunities for community members that pay what is needed to afford living in Appleton.	15	47	50	42	8	162	2.9
Transportation. Community members can comfortably access resources across Appleton by bus, car, bike, or walking.	33	61	36	22	9	161	2.5
City Services. Appleton provides timely and affordable services to meet residents' daily needs, such as water, waste, and public safety.	3	15	35	74	35	162	3.8
Environment. Appleton protects the natural environment and connects residents to recreation opportunities.	8	26	41	60	24	159	3.4
Housing. There are a variety of housing options to meet community member's needs and incomes throughout their lifetime.	54	52	34	16	6	162	2.2
Development. Development is happening in the right places and is at a cost that Appleton residents can afford.	35	50	54	17	4	160	2.4
Neighborhoods. Appleton has welcoming neighborhoods where residents can access everything they need to thrive.	12	35	56	45	14	162	3.1
Engagement. Appleton is transparent, seeks input from community members, and communicates about the actions and projects it takes on.	13	23	47	59	20	162	3.3
Arts and Culture. Appleton celebrates the unique and diverse cultures of residents.	5	16	36	72	32	161	3.7

APPENDIX B | CALCULATING PLAN PRIORITIES

Count of Mobile Kit Responses by Score

Plan Priorities	Count of Mobile Kit Responses by Score					Total Responses	Average Score
	1. We have a lot of work to do	2. We have some work to do	3. We are doing ok	4. We are doing well	5. We are doing great		
Economy. There are good job opportunities for community members that pay what is needed to afford living in Appleton.		20				20	2.0
Transportation. Community members can comfortably access resources across Appleton by bus, car, bike, or walking.	6	14				20	1.7
City Services. Appleton provides timely and affordable services to meet residents' daily needs, such as water, waste, and public safety.				20		20	4.0
Environment. Appleton protects the natural environment and connects residents to recreation opportunities.			20			20	3.0
Housing. There are a variety of housing options to meet community member's needs and incomes throughout their lifetime.	20					20	1.0
Development. Development is happening in the right places and is at a cost that Appleton residents can afford.	6	14				20	1.7
Neighborhoods. Appleton has welcoming neighborhoods where residents can access everything they need to thrive.	14	6				20	1.3
Engagement. Appleton is transparent, seeks input from community members, and communicates about the actions and projects it takes on.				13	7	20	4.4
Arts and Culture. Appleton celebrates the unique and diverse cultures of residents.			20			20	3.0

APPENDIX C | CALCULATING HOUSING RESPONSES

**What types of housing do you think would fill the gap in Appleton?
Pick your top three**

Housing Type	In Person Count	Online Count	DIY Kit Count	Total Count
Temporary Supportive Housing	52	62	8	122
Small Lot Single Unit Detached	42	86	6	134
2-4 Units and Townhouses	41	75	8	124
Accessory Dwelling Units	36	28	2	66
Mixed-Use Development	33	71	8	112
Senior Housing	22	59	3	84
Live/Work Units	19	38	4	61
Manufactured and Modular Housing	13	20	4	37
Larger Apartments	6	29		35

Where should more housing be added?

Location	In Person Count	Online Count	DIY Kit Count	Total Count
Infill in Existing Neighborhoods	72	See the following page	14	86
Along Major Roadway	33		12	45
At the City Edges and Redevelopment Sites	31		9	40
Downtown	29		21	50

APPENDIX C | CALCULATING HOUSING RESPONSES

Online Responses: Where should more housing be added?

● Please rank the areas in the city where more housing should be prioritized?

Column **Bar**



Rank	Answers	1	2	3	4	Average score
1	Infill in Existing Neighborhoods	38.82% 59	30.26% 46	20.39% 31	10.53% 16	2.97
2	Downtown	22.37% 34	27.63% 42	23.68% 36	26.32% 40	2.46
3	Along the Major Roadways	15.79% 24	23.03% 35	36.18% 55	25% 38	2.30
4	At the City Edges and Redevelopment Sites	23.03% 35	19.08% 29	19.74% 30	38.16% 58	2.27

APPENDIX C | CALCULATING S. ONEIDA STREET STATION RESPONSES

Community members were asked to write where they saw opportunities and challenges along the subareas. Below is a direct transcription of the written responses. Note that typos may occur as these are direct transcriptions of written responses, so the person who submitted a response had written a typo.

Table 1. Written Responses at Oneida Station

- Biking is challenging at the intersection
- Challenging intersection
- Zion Lutheran church affordable housing project
- West side of bridge is hard to walk on due to limited sidewalks
- Trails and viewing platforms along south shore
- Connect Riverview gardens to Oneida through lock-keeper property
- Would love affordable housing near Riverview gardens to serve workers
- Public access to water at Riverview gardens
- Can we better engage the water?
- Amenities: the flats, the hospital, views of downtown
- Love trails; watch invasive plants
- Walking paths are great; dogs love it
- Love green spaces
- Affordable housing
- Parking along Reid St
- Right turns on bicycles are risky with traffic turning into hospital
- Right turns on bicycles are risky with traffic turning into hospital
- Traffic feels fast of walking or cycling- dangerous
- Wheelchair/ ADA accessibility
- Green median?
- Parking facing the street
- Slow down speed on Oneida St all the way to downtown
- Marigold Mile
- Marigold Mile
- Partnership with Riverview gardens to include a fresh market
- Designated bike lane is a good idea
- Crossing the street is difficult
- Biking is difficult
- I don't hang out here
- Ugly; not welcoming
- I would love to see native annuals planted instead of marigolds; ecological and lower cost
- Walking is challenging along this corridor
- Work with neighboring municipalities to create a walkable bike route south across 441

APPENDIX C | CALCULATING NORTHLAND AVENUE/RICHMOND STREET STATION RESPONSES

Community members were asked to write where they saw opportunities and challenges along the subareas. Below is a direct transcription of the written responses. Note that typos may occur as these are direct transcriptions of written responses, so the person who submitted a response had written a typo.

Table 1. Written Responses at Richmond Station

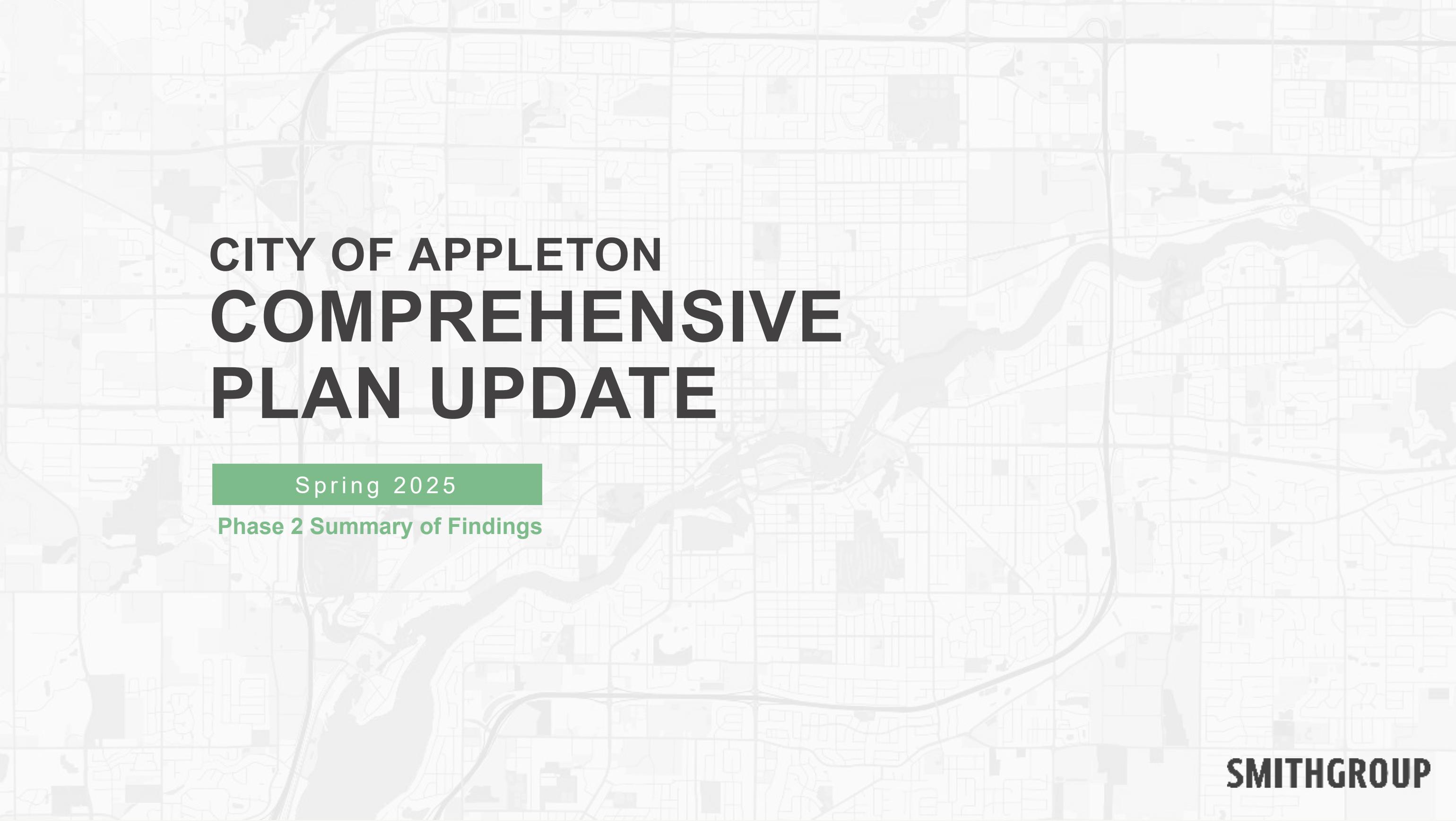
- Love grocery stores; improve accessibility
- Mall- total redevelopment, not a dressed up strip mall
- Resource in Northland Mall
- Mixed use housing; add units to revitalize mall area
- Too much parking
- Mix of owner occupied and rental housing
- Take out concrete
- Parking is horrible
- Tear down Northland Mall and redevelop
- Total revision of the entire Northland Mall; start over
- Consider buying out private property and adding grass
- I-41 and Richmond intersection is challenging
- No unity or visual appeal; no cohesive personality
- Bus stop design is not safe
- Slow down the roundabout
- Too many bars
- Children related activities like children's museum
- Enhance neighborhood connections
- Make Richmond safer to walk down and across
- Does the Hmong community have a long term plan for the Richmond center
- Not walkable
- Pedestrian access to ALDI
- More vegetation/ green space
- Change Shopko and parking lot into housing mixed use
- Wheelchair accessible sidewalks and curbs
- More doctors/ dentist offices
- Parks, mixed use housing instead of big box
- Consider connectivity and pedestrians
- Intersections are unsafe; repaint
- Diamond intersection at Richmond
- Traffic enforcement
- Shopko Northland Mall: rezone into smaller retail, housing for moderate income people
- Do something with Northland Mall; so much potential
- Northland Mall could use more commercial development
- Indoor play for all ages
- Crossing the roundabout is difficult for pedestrians
- Warning lights for pedestrians at the roundabout

APPENDIX C | CALCULATING WISCONSIN AVENUE STATION RESPONSES

Community members were asked to write where they saw opportunities and challenges along the subareas. Below is a direct transcription of the written responses. Note that typos may occur as these are direct transcriptions of written responses, so the person who submitted a response had written a typo.

Table 1. Written Responses at Wisconsin Station

- | | | |
|--|--|---|
| <ul style="list-style-type: none"> ▪ Bring back trees ▪ Creating and developing without pushing/ forcing residents out; more green space, art spaces, community gardens, spaces to encourage social connection ▪ Wisconsin as a “food street”; draw more cool vendors ▪ Accessible sidewalk and curbs ▪ More trees; better bike/ ped access and slow down traffic; can we turn Wisconsin into a place to come rather than speed through ▪ Green up and ‘warm up’ Wisconsin with trees, planters, flowers; more pedestrian friendly elements ▪ Keep local, small businesses, not mass retail ▪ More support for emerging small business owners- bid + facade improvements ▪ Redevelop old KFC ▪ We love Frio in the neighborhood but have you sat on their patio? Loud and dangerous ▪ Some stuff should be town down and properties joined ▪ More restaurants and cafe type businesses; love the grocery stores here ▪ More grocery stores ▪ More trees ▪ Beautification of the environment; enhancement with trees, planters, and native plants ▪ Erb park- great; concerns about safety ▪ Redevelop 705 Wisconsin ▪ Make Wisconsin more walkable ▪ Fix up store fronts ▪ Parking lot consortium; renting parking ▪ Create more reasons to walk Wisconsin Ave ▪ Treat street or some kind of branding ▪ This could be a really neat commercial area with mixed use | <ul style="list-style-type: none"> ▪ housing and restaurants; destination ▪ Rezone and redevelop ▪ Mixed use housing / business along the corridor; more density; more walking/ biking ▪ What is Wisconsin Ave were put on a road diet ▪ Connect walking trails that exit from Peabody to back of Appion with area north of Wisconsin ▪ Mixed use redevelopment ▪ Add a protected bike land to Wisconsin and remove 1 lane of traffic ▪ Work to develop the corridor in a different feel like College Ave; work, play, live ▪ Wind tunnel; no trees or shading; lighting problem; crossings unsafe ▪ Tear down problem/ eye sore architecture and join lots to develop mixed use ▪ Night life; bazaar after dark ▪ Cityscape needs much more attractive space ▪ Control speed ▪ Bury utilities; create a rotating art exhibit such as sculpture; cultural focus ▪ “Eat street” ▪ Need a lot more trees ▪ Make Wisconsin Ave more like College with apartments over businesses, very walkable, small businesses ▪ More parks; more walkable ▪ Lack of trees and sidewalks up to the street makes it bleak throughout ▪ Wisconsin food tours ▪ Reestablish bazaar after dark as an annual event ▪ Form Wisconsin Ave business forum ▪ Building stock on Wisconsin Ave not representative of reality | <ul style="list-style-type: none"> ▪ of businesses ▪ Neighborhood with an identity ▪ Neighborhood improvement district there are lots of older houses in the is area. Can they be upgraded and have apartments added for more affordable options? ▪ Crosswalk from Appion is not ideal; elevated walk would be safer ▪ Fix Lawe street concrete quality; I’m starting to change my driving out ▪ Grants for small businesses (chamber, CDBG) ▪ Have better traffic navigators ▪ There isn't a lot of space ▪ There are deteriorating buildings ▪ There is out in the open |
|--|--|---|

A light gray background map of Appleton, Wisconsin, showing a grid of streets and a winding river. The map is centered and covers the entire page.

CITY OF APPLETON COMPREHENSIVE PLAN UPDATE

Spring 2025

Phase 2 Summary of Findings

SMITHGROUP

1

Learn

We reviewed past City plans, data, and more to better understand Appleton today

When | Fall

How | Focus Groups, Website, Advisory Group Meetings, Review Past Plans, Analyze Data on Existing Conditions and Trends

2

Dream

We dreamed big together to establish a shared vision for the future and goals to get there

When | November-Jan

How | Community Open House, Survey, Focus Groups, Advisory Groups, At Home Toolkits

3

Explore

We met with community members to talk about the tools we can use to make that vision a reality

When | March 2025

4

Draft

We will create and edit the draft of *Plan Appleton* together, which will say when and where the City should use these tools.

When | Spring 2025

5

Act

The City will adopt a final version of *Plan Appleton* and start implementing it right away

When | Summer 2025

In the spring, we met with stakeholders and the community for Phase 3 of *Plan Appleton*, where we explored new opportunities.

ENGAGEMENT OPPORTUNITIES

- 3 Subarea Focus Groups
 - S. Oneida Street Subarea
 - Wisconsin Avenue Subarea
 - Northland Avenue/Richmond Street Subarea
- 1 Public Workshop
- 5 Stakeholder Sessions
 - Non-Profits
 - Community Organizations
 - Small and Medium Sized Businesses
 - Thompson Senior Center
 - Neighbors in Action Sessions

TOTAL PARTICIPANTS

There were 110 total attendees across all in-person sessions, 312 online survey responses, and 470 map pins placed.



FOCUS GROUPS

What We Heard



WISCONSIN AVENUE FOCUS GROUP

KEY FINDINGS

Design

- There was interest in maintaining neighborhood character through appropriate heights to transition into existing neighborhoods.
- While there was interest in steps like adding a second story to existing buildings, existing structures may not be load bearing for a second story.
- There was interest in retaining and allowing existing housing to be partially converted for commercial use or were added onto for commercial uses.
- There were several comments about commercial buildings needing help with façade improvements.
- Interest in having Wisconsin visually bridge the surrounding two neighborhoods on either side of the subarea through a unified vision.
- There is a strong desire for public art installations throughout the subarea.
- Recurring comments were made about noise and shade with an interest in adding as much vegetation as possible to help with this.

Parking

- There were questions about if a parking ramp would work here.
- There was mention that Appvion may already have shared parking agreements and that, if this were the case, it could set a great example for there be more shared parking agreements in the subarea.
- There was interest in considering transit circulator (ADI has a shuttle that operates in summer months – what would a loop to WI Ave look like?).
- There were several comments comparing the amount of parking that is required versus what is needed.
- A concern regarding parking in the back was safety because it is not as visible from the street.
- Access management was mentioned as a concern, especially at the Oneida intersection.

Uses

- There was interest in adding live/work as a use to C-1 (right now C-1 requires a minimum of 3 residential dwellings in a development) and in having the first 25-30' be retail but permitting housing behind that. Other ideas mentioned were to...
 - Ease temporary use zoning
 - Consider evening farmer's market
 - Consider allowing business chalets for pop-ups
- There was mention of a need for smaller commercial business spaces.
- People mentioned the important of restaurants in this areas and it's identity as a hub for diverse food offerings.

Redevelopment

Most comments from the stakeholder session and workshop engagement overlapped with potential redevelopment sites identified prior. One additional site mentioned during the stakeholder session was that the large parking area across from Appvion could become a mixed-use development.

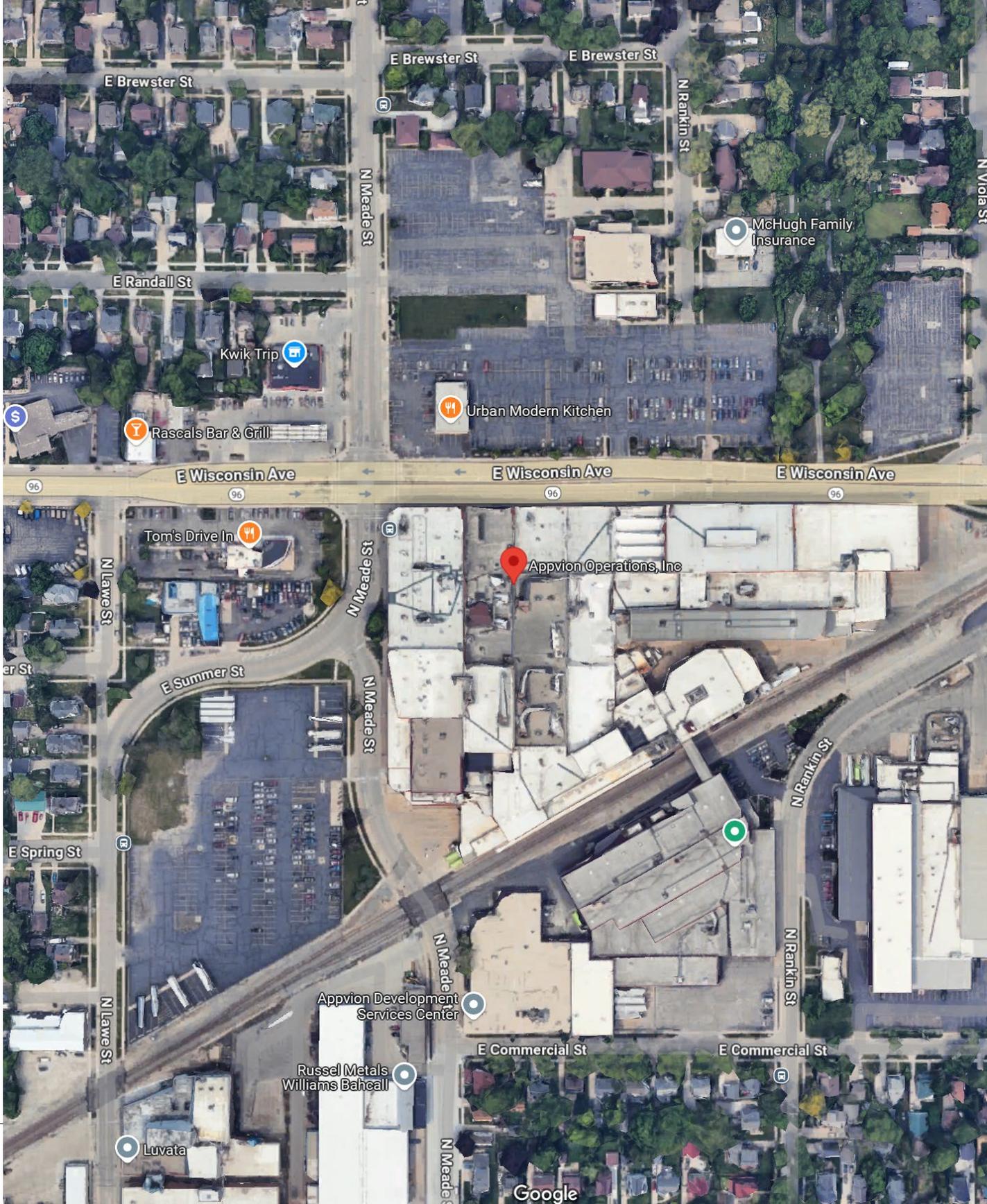
WISCONSIN AVENUE FOCUS GROUP

KEY FINDINGS

Appvion Node

People had noted that Appvion could be a prime opportunity for redevelopment in the future if current uses phase out or are interested in redeveloping facilities. This would be a key gateway for the subarea.

- Opportunities
 - Could go taller, up to 4-5 stories, to maximize housing
 - Good transition to neighborhood
 - Could add green space in the parking lot
 - Currently used for employee events
 - Potential community gathering space
 - Rethink Meade / Summer / Wisconsin interchange. Mentioned in stakeholder session and workshop as a difficult intersection
- Constraints
 - Rail a concern, noisy and dusty



ONEIDA STREET FOCUS GROUP

KEY FINDINGS

Riverview Gardens

- Current property owners are open to have better trail connections.
- Current property owners are not interested in operating a restaurant themselves on site.

Trail Access

- The team discussed the need for more intentional access points from S Oneida Street.
- Many people do not know they have access to the trail.

River Access

There is a strong desire for more access to the river.

Riverview Lutheran Church and School

- There is a new site plan task force/committee
- Mentioned opportunities to establish this as a community center for activity
- Frontage along Oneida is not uniform and would require acquisition of houses



NORTHLAND AVENUE / RICHMOND STREET FOCUS GROUP

KEY FINDINGS

Northland

- Participants discussed how they felt the Northland mall site in particular could support taller buildings at 4-5 stories in height.
- Midwest vernacular style building (buildings with features like pitched roofs, gables, and architectural details) is preferred over flat roof building.

Richmond

The connection to Aldi is desirable for many residents.

Housing

Not only more housing but also housing for all income levels.

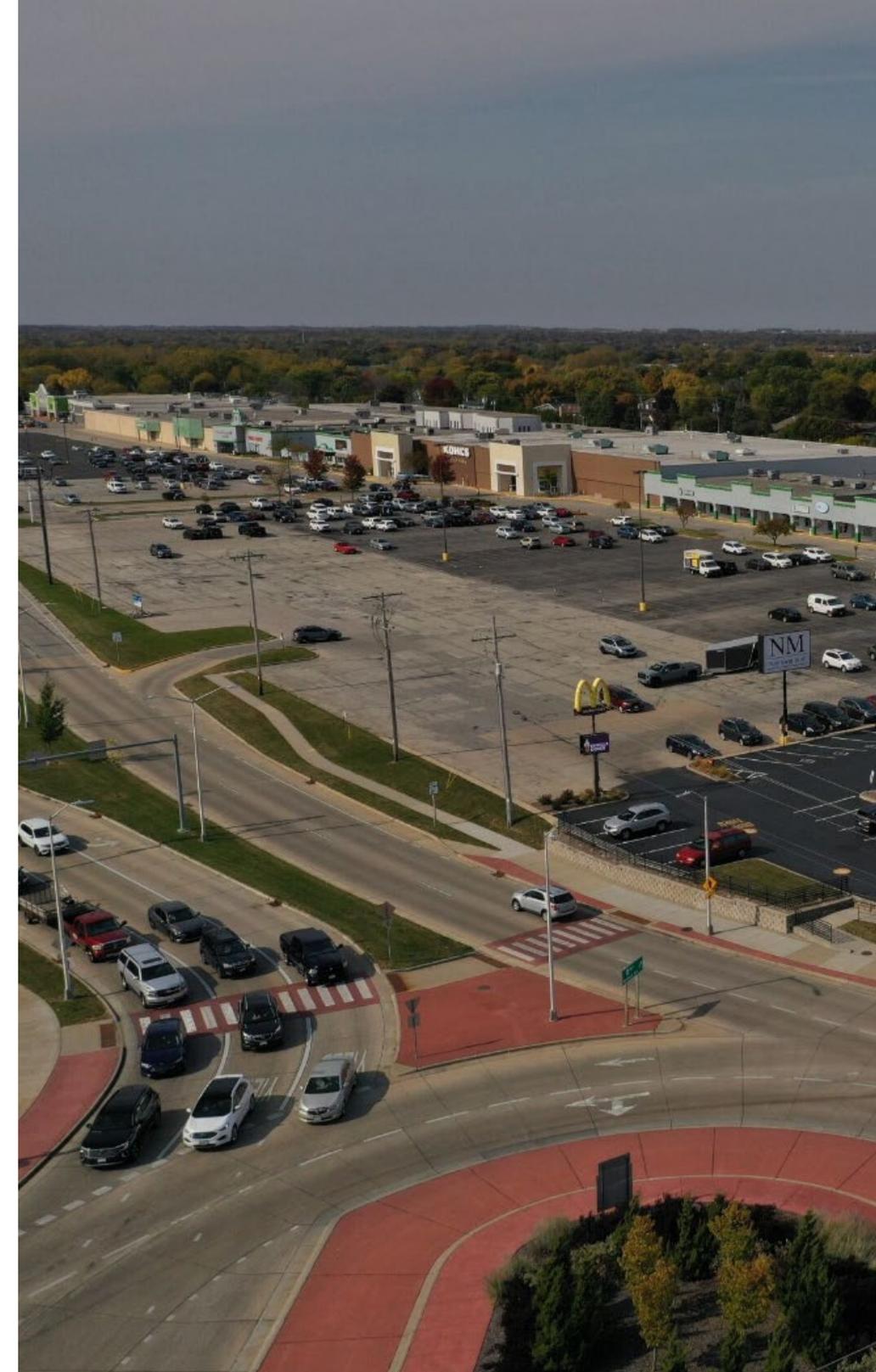
Desirable Uses

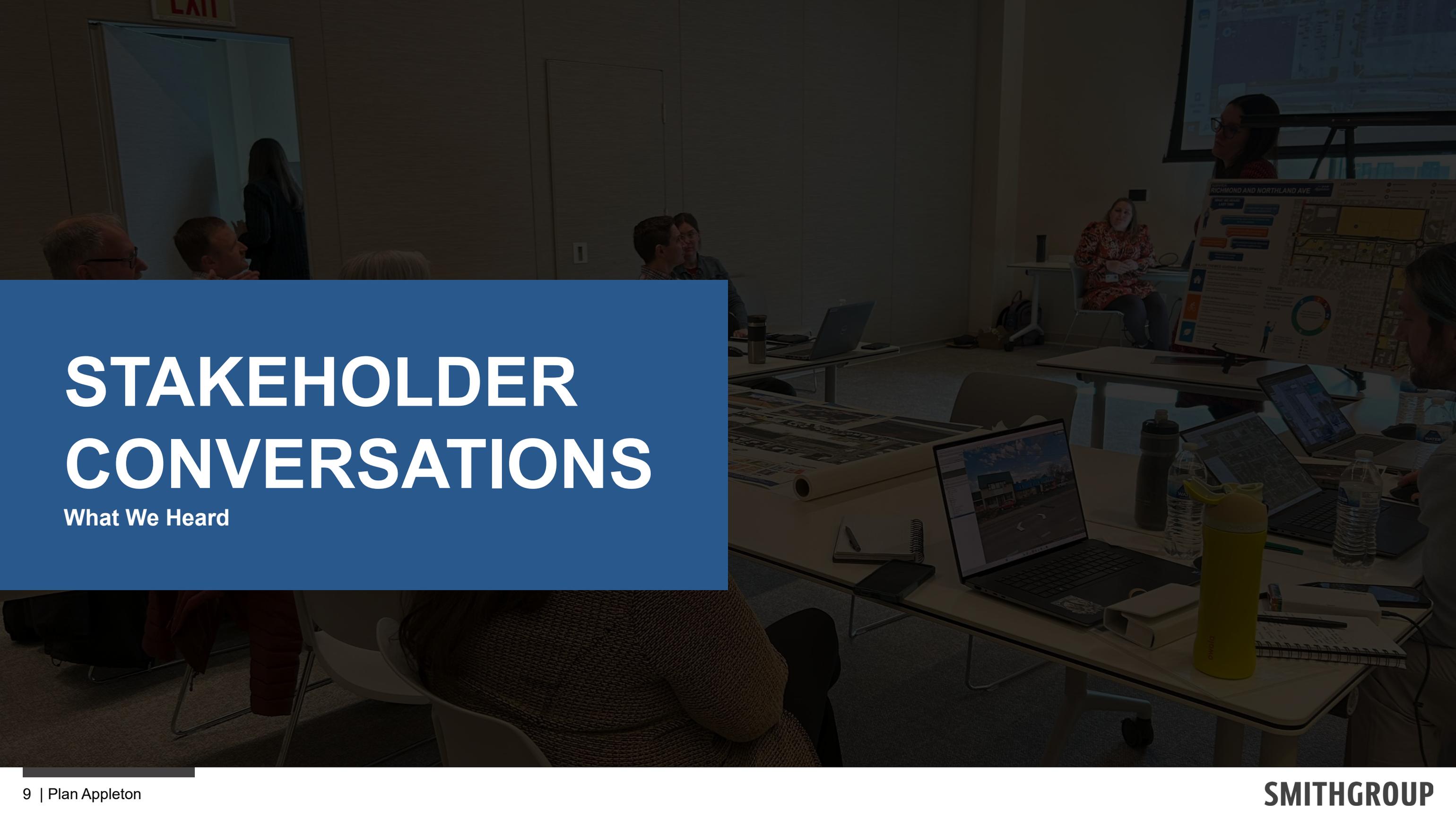
Several desirable uses were mentioned including the following:

- Coffee shop
- Crafts shop (especially with Joann closing)
- Community services
- Co-locate senior center with day care

Transportation

- Participants mentioned residents were formerly not open to having walking access from Aldi but may be interested now.
- People mentioned the roundabout has been great at preventing dangerous crashes but makes walking or biking through the intersection difficult.
- People mentioned that if Northland Mall were more active, they would want a nice bus shelter with frequent stops located there. There was a discussion about how this would require increasing density, especially of housing, in the area.
- Traffic calming was discussed along the most crossings.





STAKEHOLDER CONVERSATIONS

What We Heard

STAKEHOLDER CONVERSATIONS

FINDINGS

Three stakeholder sessions were held to have focused conversations around the future of Appleton.

1. Housing Non-Profits
2. Community Organizations
3. Small and Medium Sized Businesses

Housing Non-Profits

- **Action** | There is a lot of work already being done to maintain affordable housing options for people no matter their income range in Appleton, including partnerships between non-profits, major landowners, developers, and municipalities.
- **Gaps** | Several gaps were identified that *Plan Appleton* or other partners could help fill.
 - Senior housing (specifically housing units with bedrooms on the first floor)
 - Housing for formerly incarcerated people phasing out of immediate housing assistance
 - Non-family group living and communal living or mixed income and ability living for the disabled community

Community Organizations

- **Youth** | Appleton's youth often feel overlooked. The [Imagine Fox Cities](#) survey found that youth in the area were 2.32 times more likely to say they felt like they do not belong, and this was also common amongst other marginalized communities.
- **Perception of Alternative Modes of Transportation** | There can often be a perception that biking, walking, or taking transit is “uncool” or a “bad status symbol” and that perception will have to change to see increases in ridership
- **Opportunities** | Appleton can boost the sense of belonging by
 - Highlighting our culture
 - Providing more visibility for our community members and our community assets
 - Providing better communication between departments and with the community
 - By using the City's leverage to ensure we develop correctly, encouraging new housing to be by existing resources to better support our community members
 - Collaborating with others (county, school district, etc) so *Plan Appleton* is a shared plan

Small and Medium Sized Businesses

- **Downtown** | Downtown Appleton has found success with the Business Improvement District (BID) and it's placemaking, permitting support, and more. The BID model could be a successful tool for other areas in Appleton.
- **Regional Drivers** | The Performing Arts Center and Expo Center are major drivers for local business, bringing in higher revenues during events.
- **Location Matters** | Downtown thrives more during the day, events, and evening while businesses on the fringes of the City like the north side see a good lunch rush but lack nightlife and walkability for dinner hours.
- **Financing** | High build-out costs are a barrier, especially for restaurants. There are grants like the TIF Enhancement Grant and ARA Grant, but they are currently limiting because they can only be used once.
- **Recruiting** | The school district, walkability, pace of life, and affordability of housing were all mentioned as reasons employees locate in Appleton. Affordability and availability of housing for entry-level jobs is a significant draw for the Chamber, but they are seeing more entry-level workers find Downtown Appleton, Neenah, and Menasha too expensive to afford recently.

STAKEHOLDER CONVERSATIONS

WHAT WE HEARD

"Many people need a valid state ID and the DMV is way across the City and hard to access. Even just an easy connection to get that would make a difference."

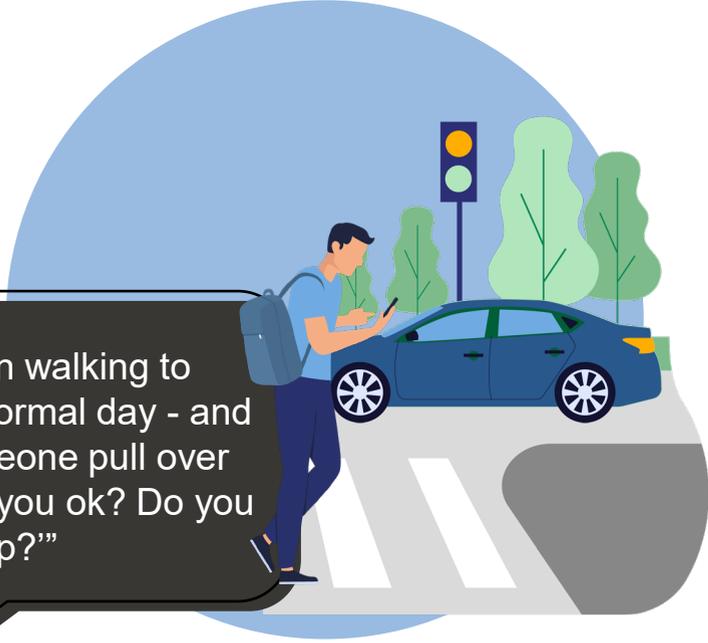
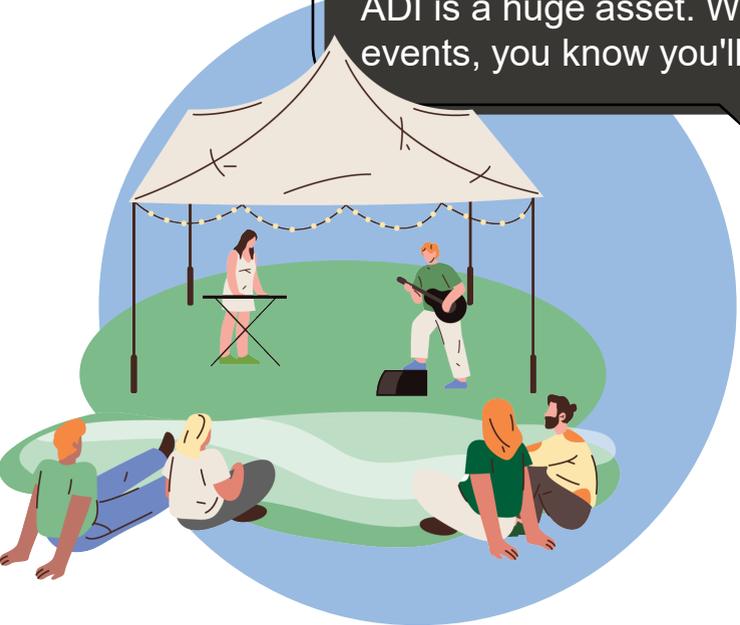
"When the Lion King comes, you need to do double the staff. You see people down here all the time on Sundays for the free parking." "The ADI is a huge asset. With all their events, you know you'll be busy."

"I've been walking to work – normal day - and had someone pull over like 'Are you ok? Do you need help?'"

"That is a second business for that family, just in Downtown. That incubation, that growth, that tells a very strong story of who we are and what our Downtown is doing for our City."

"My daughter talked a lot about feeling the 'lack of' things – housing, jobs, fun – and moved away to get that."

"I remember when my mom went to open her business downtown, people would always say 'It's so unaffordable', but it is a huge asset for so many in our migrant and Hmong community. Now look at us, 6 additional businesses later."



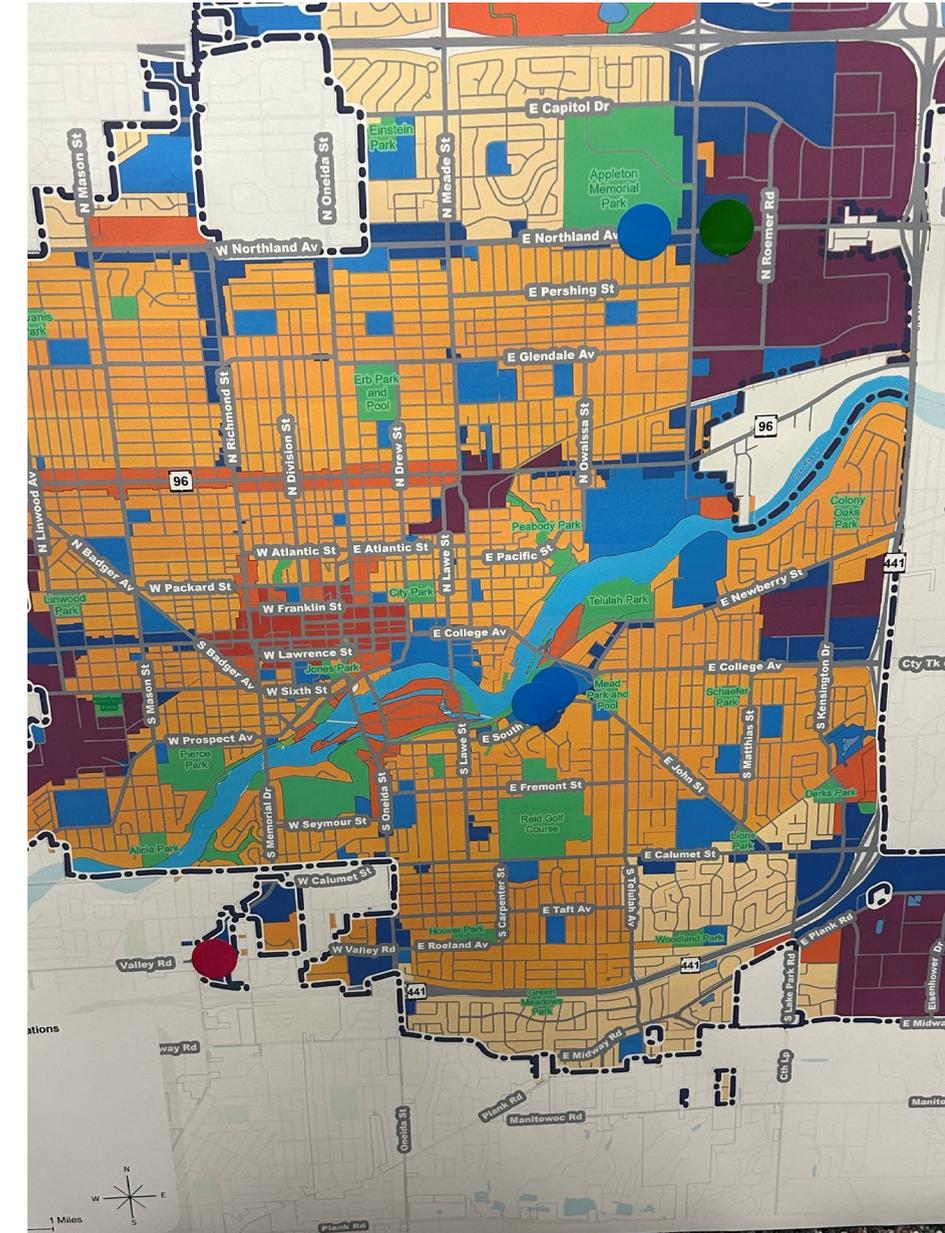
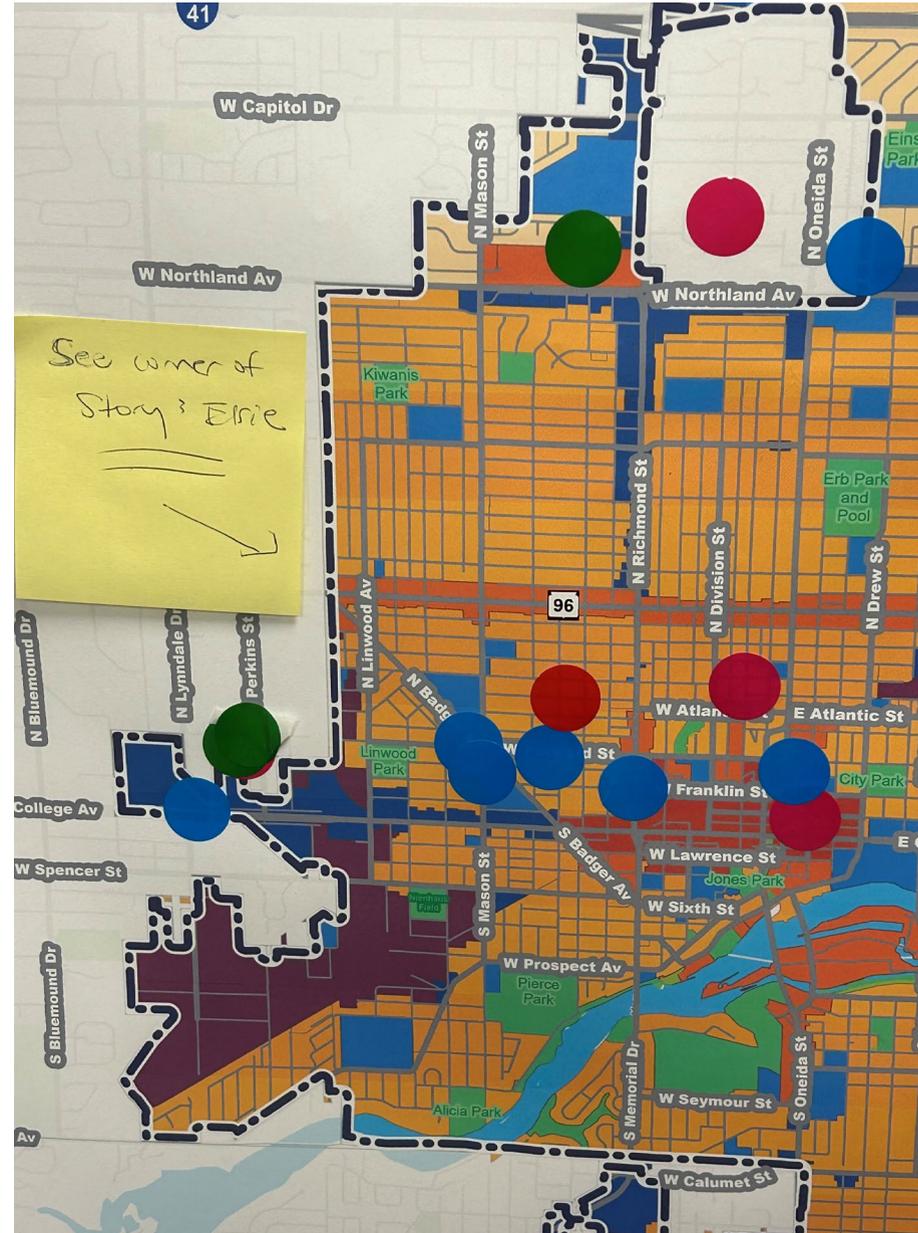
FOLLOW UP ENGAGEMENT

FINDINGS

Thompson Center and Neighbors in Action Sessions

Additional stakeholder sessions around Appleton's six types of places were held with a local senior center and several neighborhood groups. General findings include the following:

- **Vision** | Vision for City include safety, fiscally responsible, connection to the Fox River.
- **Neighborhood Businesses** | There was a desire to have additional businesses located within the neighborhoods.
- **Walkability** | Don't visit DT due to price to park and minimal retail stores for older demographic. Often visits Wisconsin Avenue businesses, but would like to see more stores within walking distance and walkability improved.
- **Green** | Redevelopment sites should include greener to soften the concrete around the development. Developments include more plantings rather than grass.





COMMUNITY INPUT

What We Heard

Several questions were asked at the community workshop and replicated through an online survey. Following are the combined results.

People see the need for a variety of housing types to meet the needs of community members.

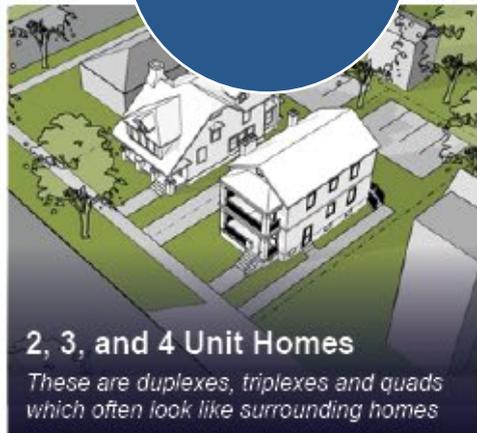
**These are the combined results of the in-person engagement sessions and the online engagement sessions.*

94 votes



Accessory Dwelling Units
Small units the size of garages in a backyard

128 votes



2, 3, and 4 Unit Homes
These are duplexes, triplexes and quads which often look like surrounding homes

113 votes



Small Apartment Buildings
Buildings the same height and materials as surrounding homes

144 votes



Townhomes
Each person has their own separate home with its own front door and multiple levels, but they share walls with their neighbors

152 votes

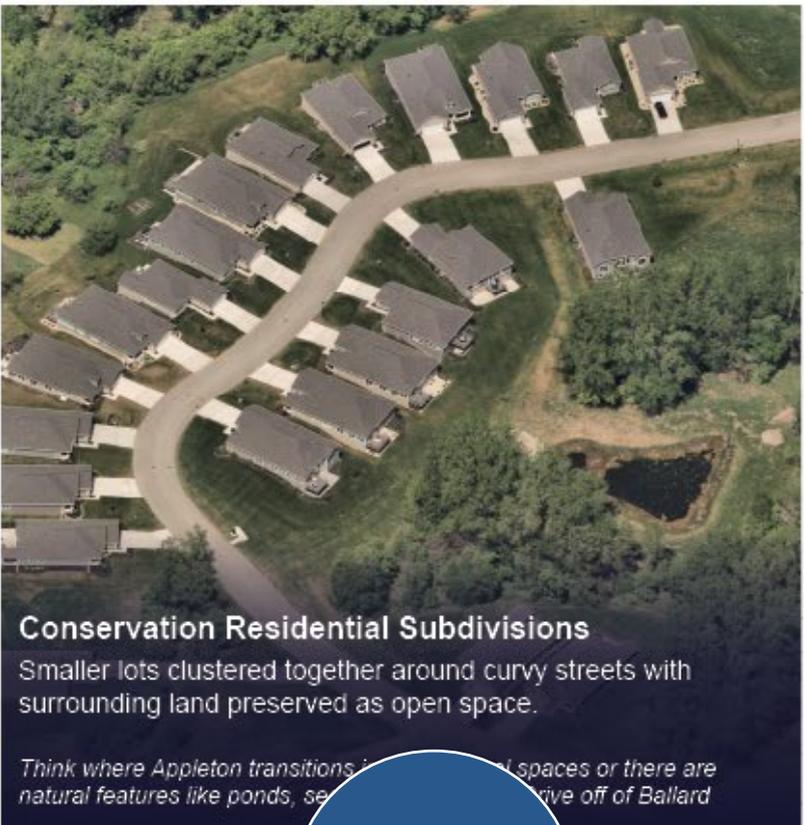


Mixed-Use
Businesses like coffee shops and daycares on the first floor with apartments above



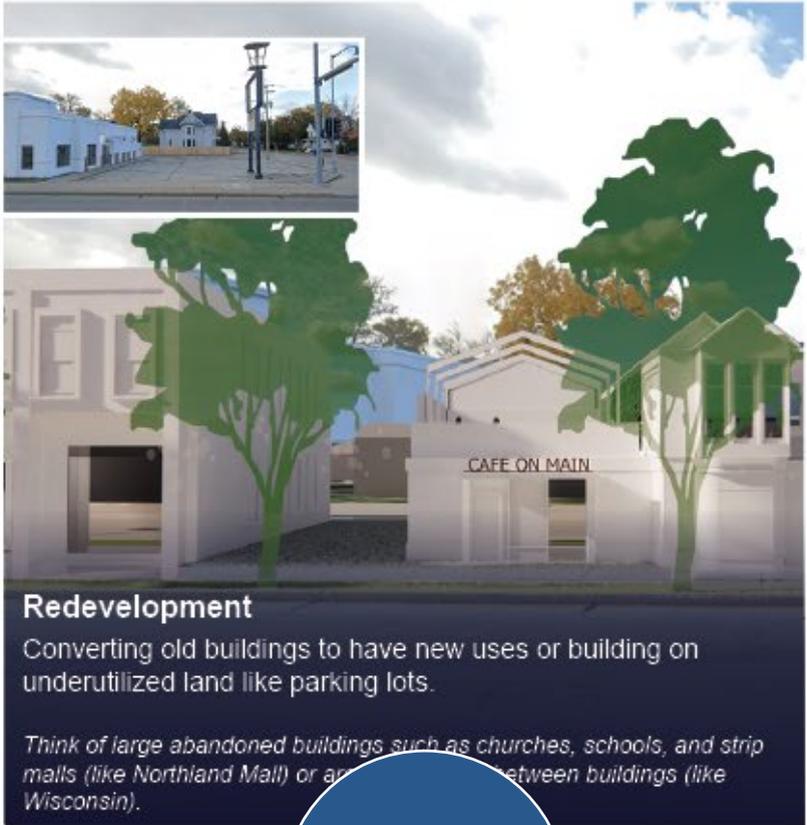
Traditional Neighborhood Design Subdivisions
Smaller lots in a grid of streets with alleys for things like maintenance and shared green spaces or local amenities for community gathering instead of large lawns.
Think Sun Prairie in Madison here.

146 votes



Conservation Residential Subdivisions
Smaller lots clustered together around curvy streets with surrounding land preserved as open space.
Think where Appleton transitions into rural spaces or there are natural features like ponds, streams, or a drive off of Ballard

118 votes



Redevelopment
Converting old buildings to have new uses or building on underutilized land like parking lots.
Think of large abandoned buildings such as churches, schools, and strip malls (like Northland Mall) or areas between buildings (like Wisconsin).

188 votes

OUR SIX TYPES OF PLACES

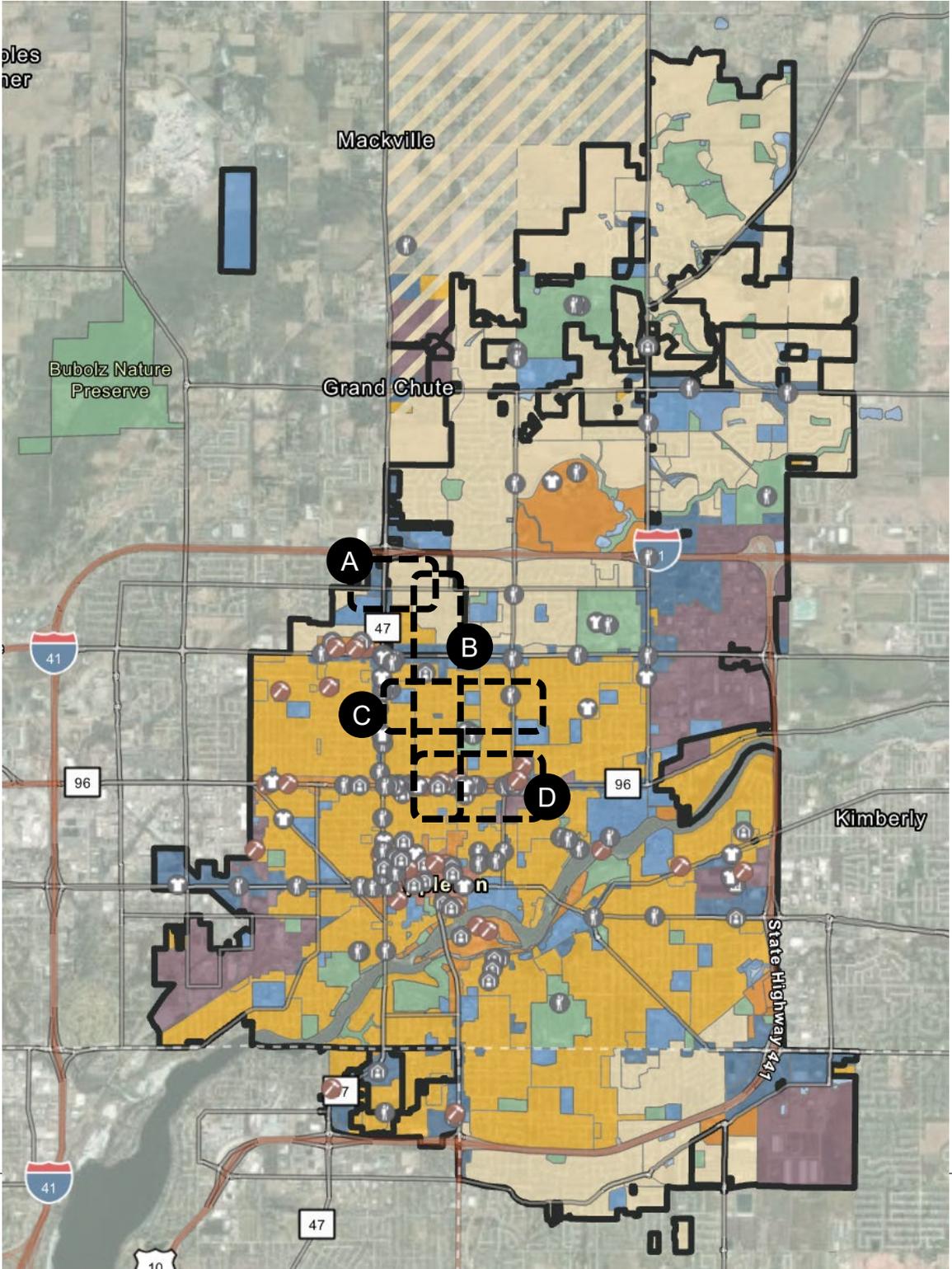
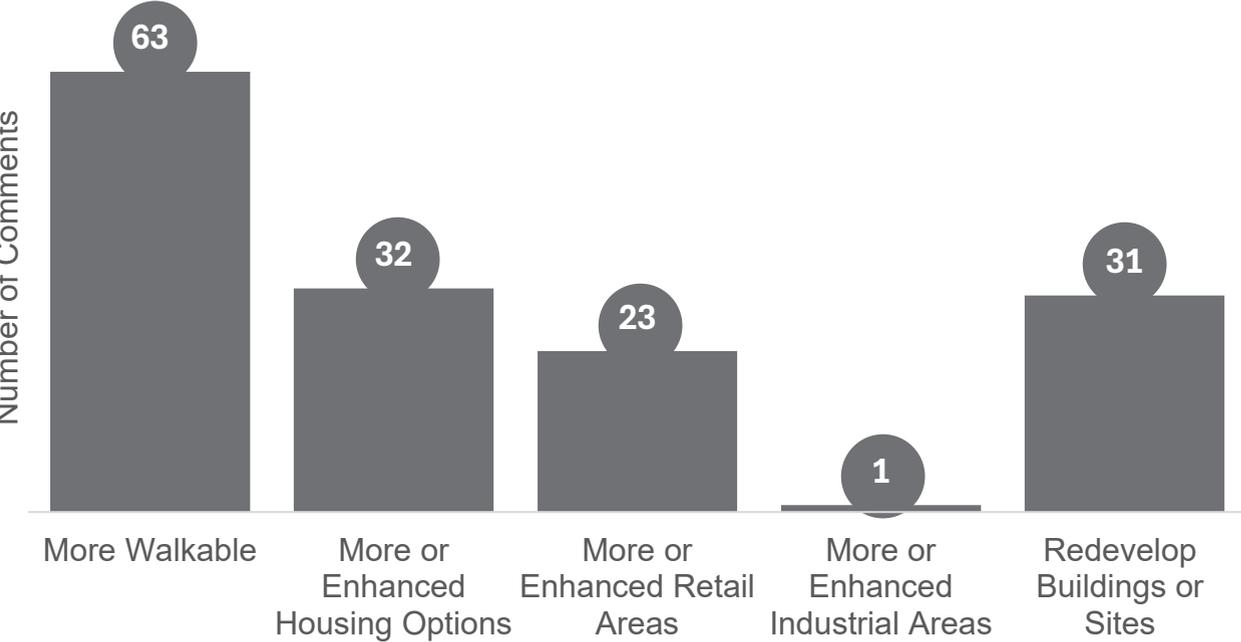
Activity

Community members heard earlier during a presentation and on informational boards about the six types of places present in Appleton: Core Neighborhoods, Suburban Neighborhoods, Downtown, Mixed-Use Areas, Retail Areas, and Industrial Areas. They were then asked if any of these places needed to change or could be improved using the following five categories. This was replicated in the online survey.

Key Trends and Feedback

Most comments were concentrated along Wisconsin Avenue, Northland Mall, Packard Street, Downtown, and Newberry Street

Combined Results from the Online Survey and In-Person Workshop



Add a comment to our shared map.

- More Walkable
- More or Enhanced Housing Options
- More or Enhanced Industrial Areas
- More or Enhanced Retail Areas
- Redevelop Buildings or Sites

Appleton's Types of Places

Appleton's Growth Areas

Suburban Neighborhoods

Appleton's Neighborhoods and Destinations

- Core Neighborhoods
- Suburban Neighborhoods
- Downtown
- Mixed-Use
- Retail
- Industrial
- Public/Institutional
- Parks and Open Space
- Water Features

Concentrations of Comments

Most comments were clustered around four key areas

- A. Northland Mall (most common comments were walkability, redevelopment, and retail)
- B. Richmond Street (most common comments were walkability, housing options, and retail)
- C. Wisconsin Avenue (most common comments were walkability, housing options, retail, and redevelopment)
- D. College Avenue and Downtown (most common comments were walkability, housing options, and redevelopment)

CREATE YOUR CORRIDORS

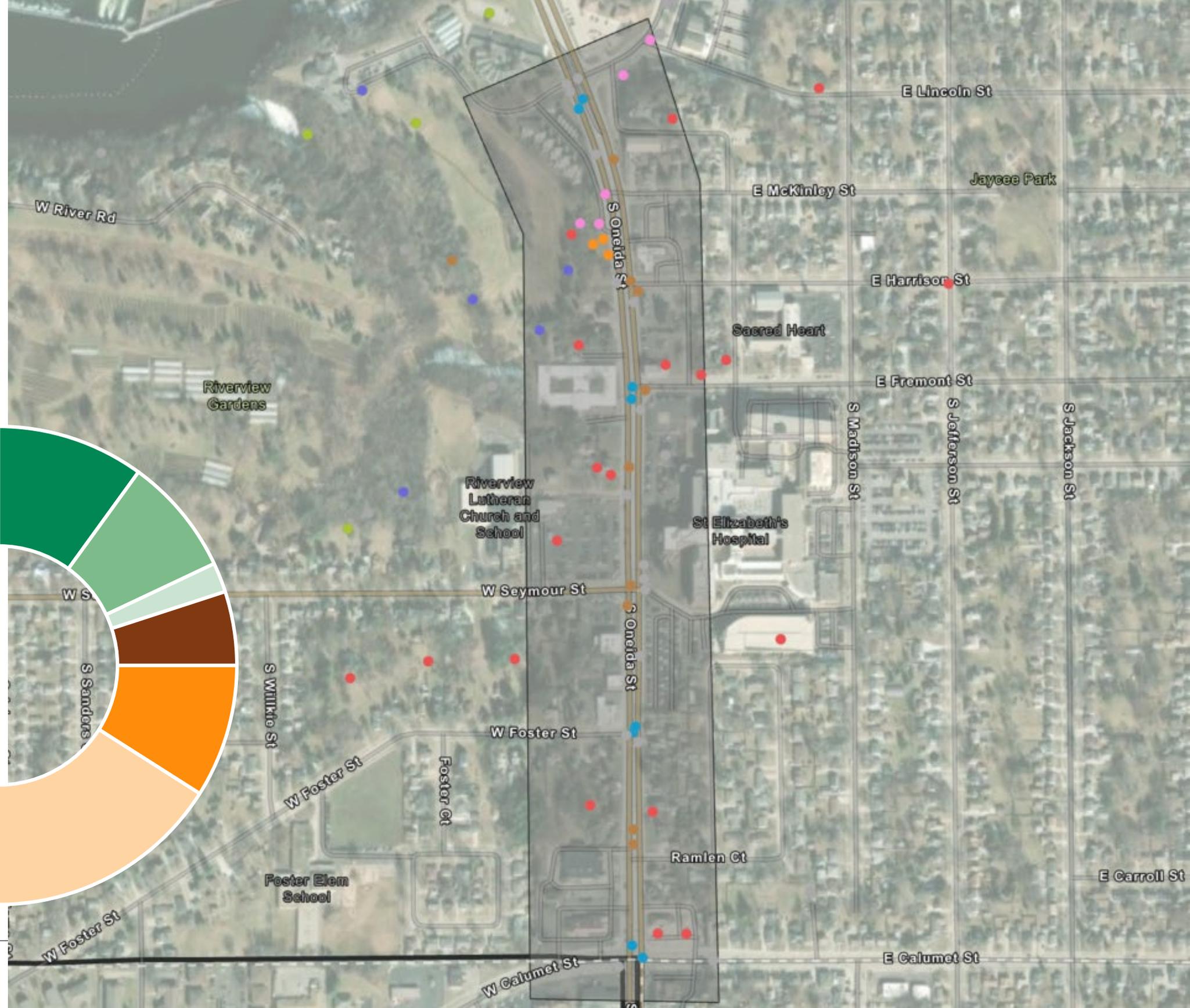
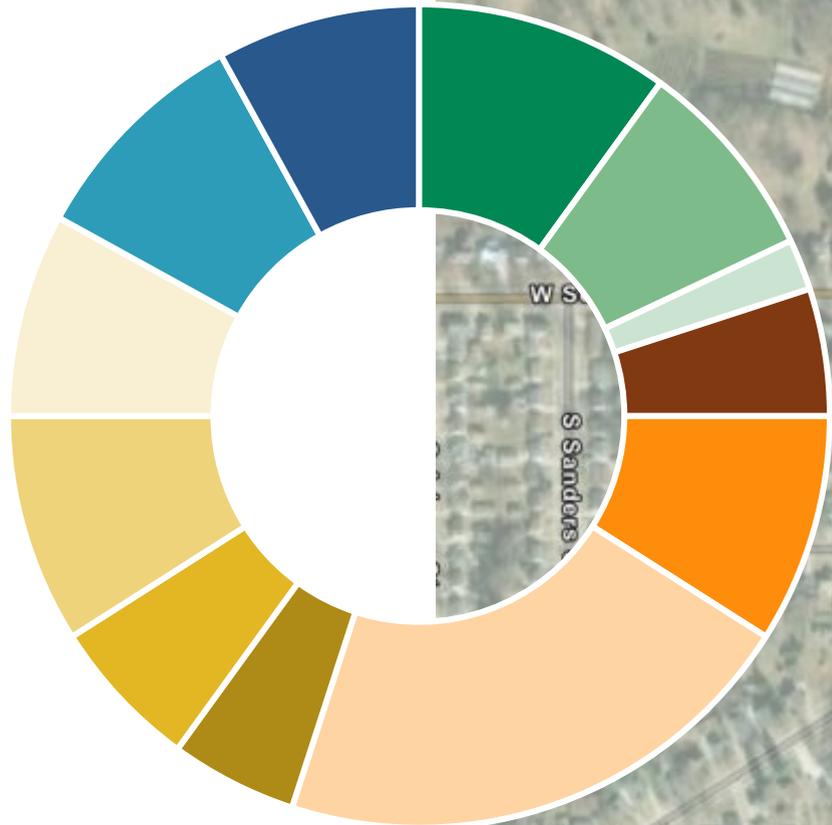
S. ONEIDA STREET

Activity

Community members were given a set of stickers to show where and which kind of design tools they think would most enhance the subarea. 100 total pins were placed in person and online.

Key Trends and Feedback

PROTECTED BIKE LANE	10
SHADE TREE	8
STORMWATER MANAGEMENT	2
PARKING	5
INCREASE DENSITY	9
REDEVELOPMENT OPPORTUNITIES	21
PUBLIC GATHERING SPACE	5
STREET FURNISHING	6
TRAFFIC CALMING	9
SIGNAGE + WAYFINDING	8
TRAIL	9
ACCESS TO THE RIVER	8



CREATE YOUR CORRIDORS

WISCONSIN AVENUE

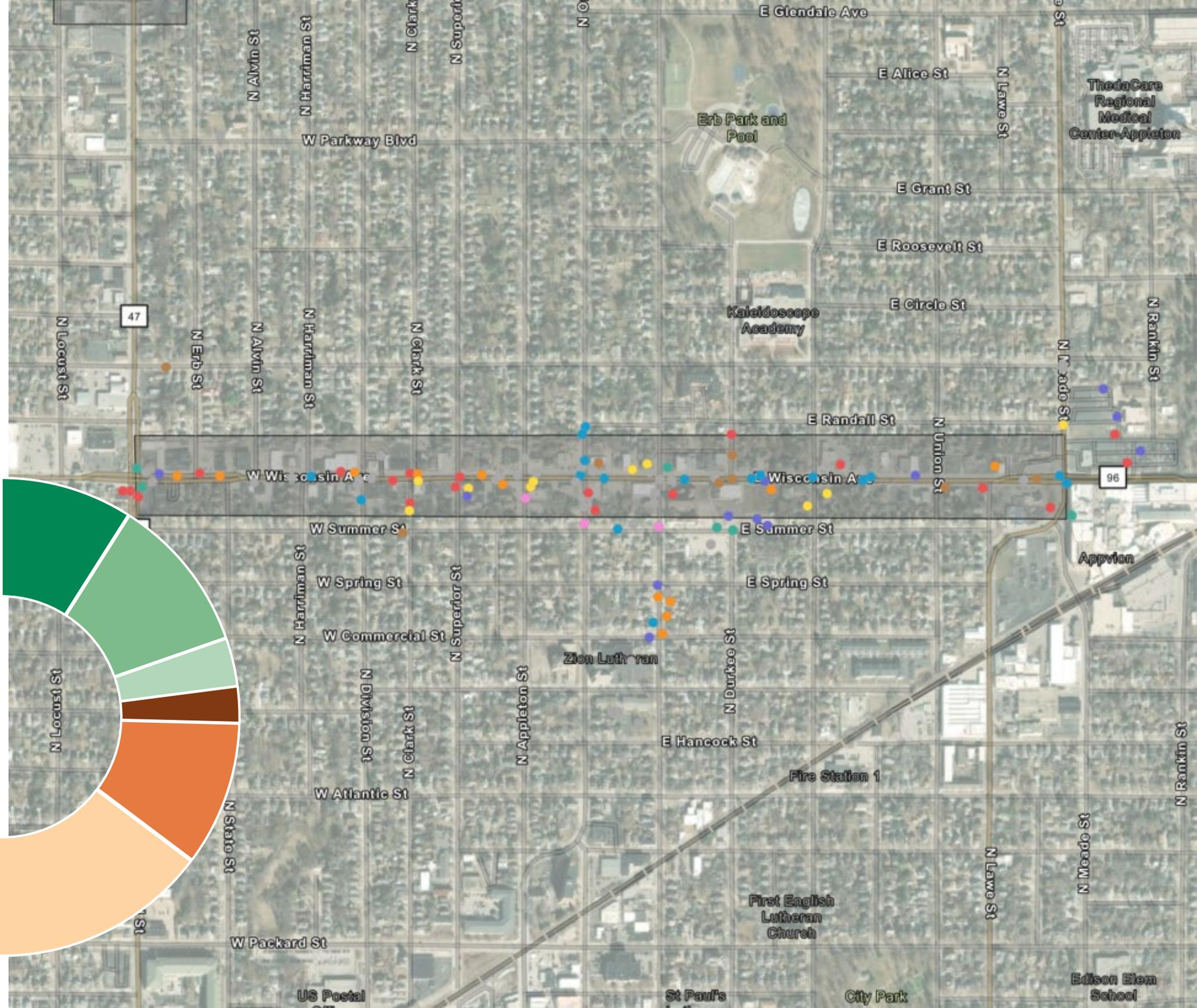
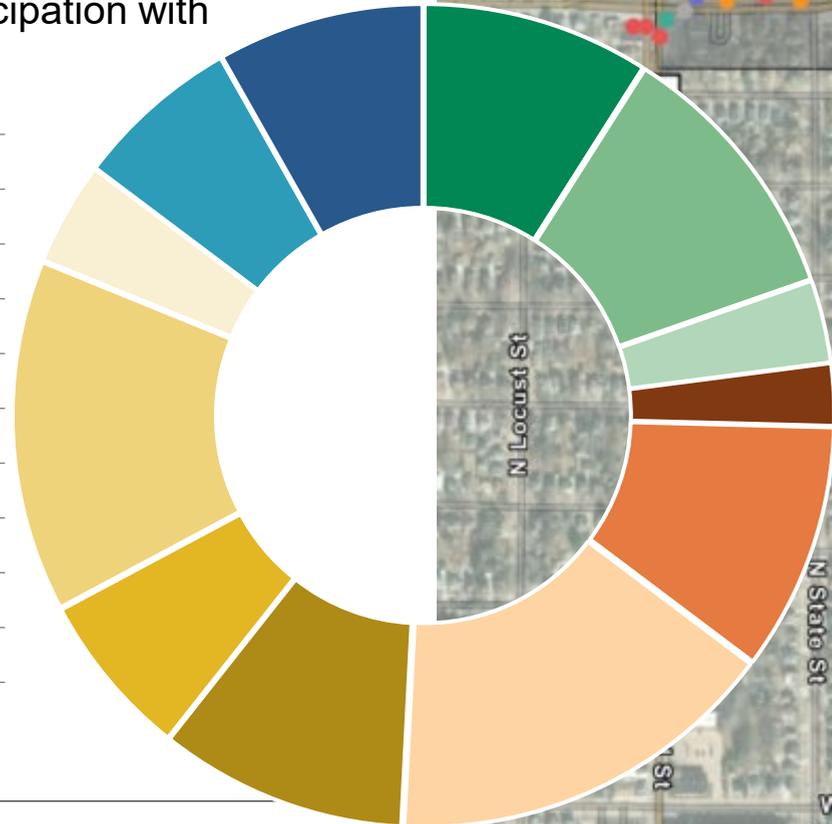
Activity

Community members were given a set of stickers to show where and which kind of design tools they think would most enhance the subarea. 122 total pins were placed in person and online, 7 of which were unlabeled.

Key Trends and Feedback

This station had the most participation with over 100 stickers.

PROTECTED BIKE LANE	11
SHADE TREE	13
STORMWATER MANAGEMENT	4
PARKING	3
INCREASE DENSITY	12
REDEVELOPMENT OPPORTUNITIES	19
PUBLIC GATHERING SPACE	12
STREET FURNISHING	8
TRAFFIC CALMING	17
SIGNAGE + WAYFINDING	5
PUBLIC ART	8
OUTDOOR DINING SPACE	10



CREATE YOUR CORRIDORS

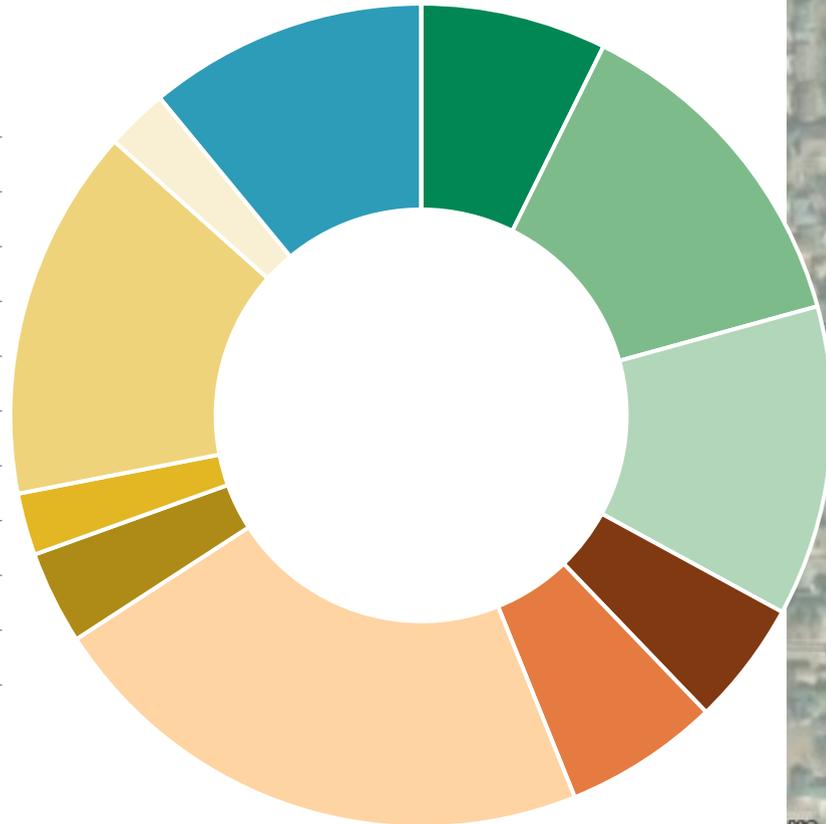
NORTHLAND AVENUE/RICHMOND STREET

Activity

Community members were given a set of stickers to show where and which kind of design tools they think would most enhance the subarea. 84 total pins were placed in person and online, 2 of which were “other” comments related to the need for bus shelters at Northland Mall.

Key Trends and Feedback

PROTECTED BIKE LANE	6
SHADE TREE	11
STORMWATER MANAGEMENT	10
PARKING	4
INCREASE DENSITY	5
REDEVELOPMENT OPPORTUNITIES	18
PUBLIC GATHERING SPACE	3
STREET FURNISHING	2
TRAFFIC CALMING	12
SIGNAGE + WAYFINDING	2
IMPROVED ACCESS	9
GATEWAY FEATURES	0





COMMUNITY WORKSHOP

What We Heard

WORKSHOP SUMMARY

Event Format

The *Plan Appleton* Workshop was hosted at the newly opened Appleton Library on March 18, 2025 from 4-7pm. The event restarted every hour with a brief presentation introducing what was learned from the last public workshop before breaking for the following activities.

Promotions

The event was promoted via City of Appleton social media, an opted in email list, the City website, the project website, announcements at prior City events, and personal invitations from steering committee and stakeholder session attendees.

Attendance

Over 75 people attended the workshop.



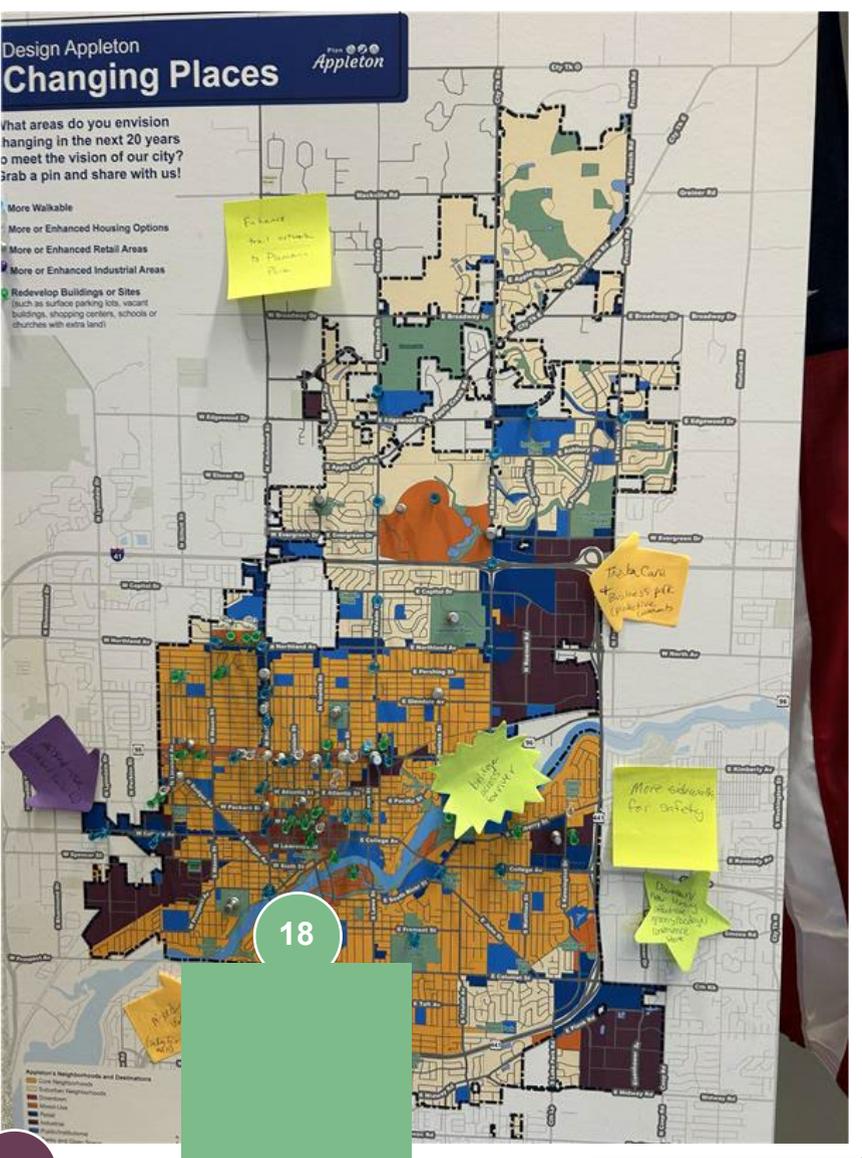
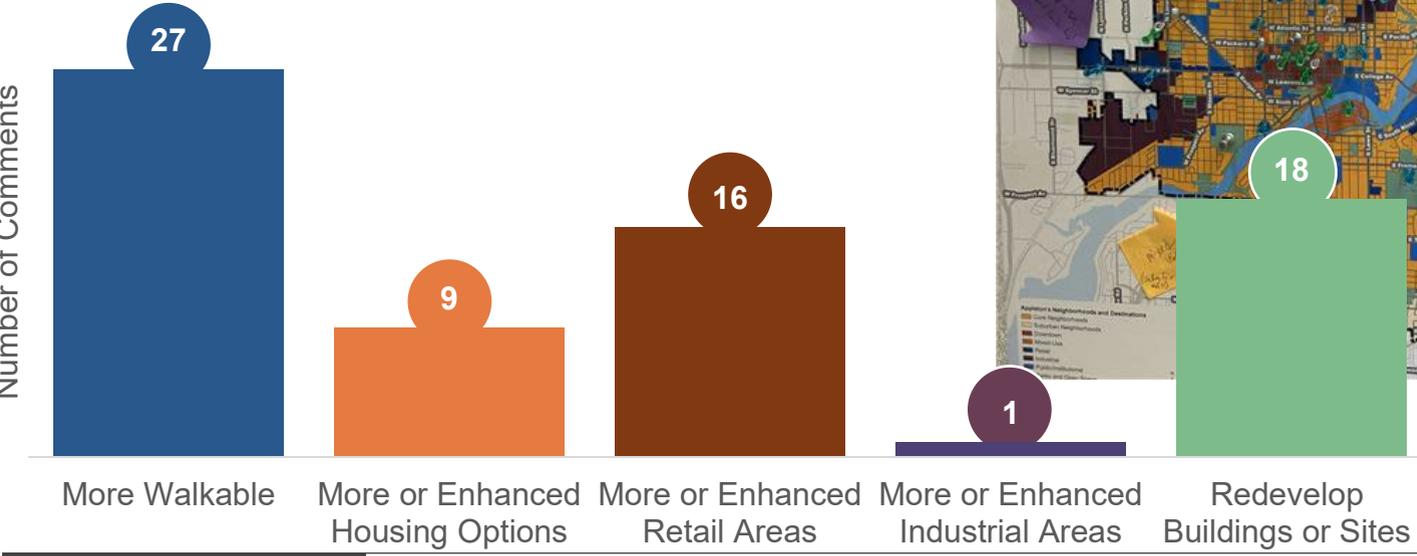
OUR SIX TYPES OF PLACES

Activity

Community members heard earlier during a presentation and on informational boards about the six types of places present in Appleton: Core Neighborhoods, Suburban Neighborhoods, Downtown, Mixed-Use Areas, Retail Areas, and Industrial Areas. They were then asked if any of these places needed to change or could be improved.

Key Trends and Feedback

- Most comments were concentrated along Wisconsin Avenue, Northland Mall, Packard Street, Downtown, and Newberry Street



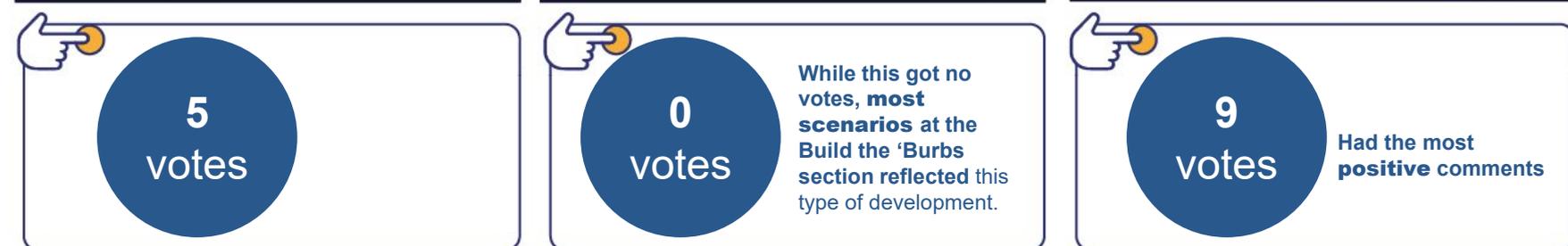
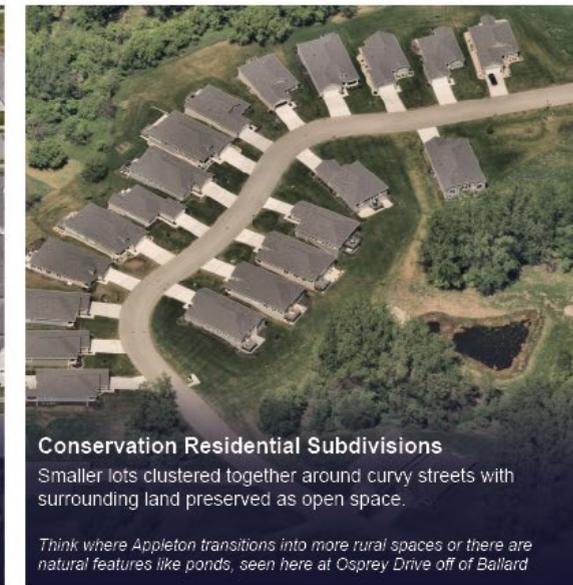
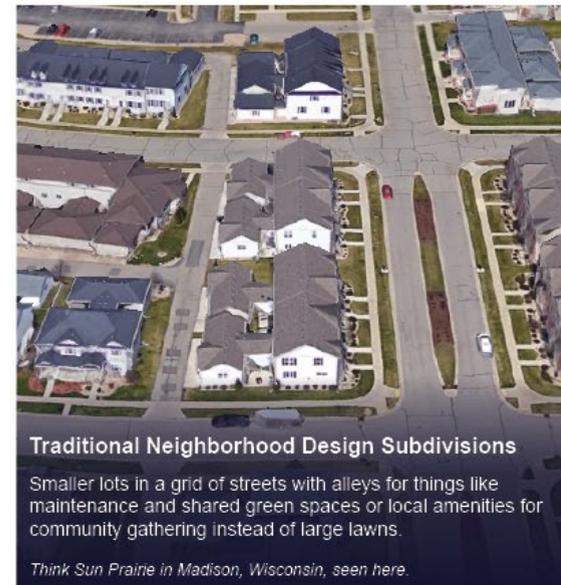
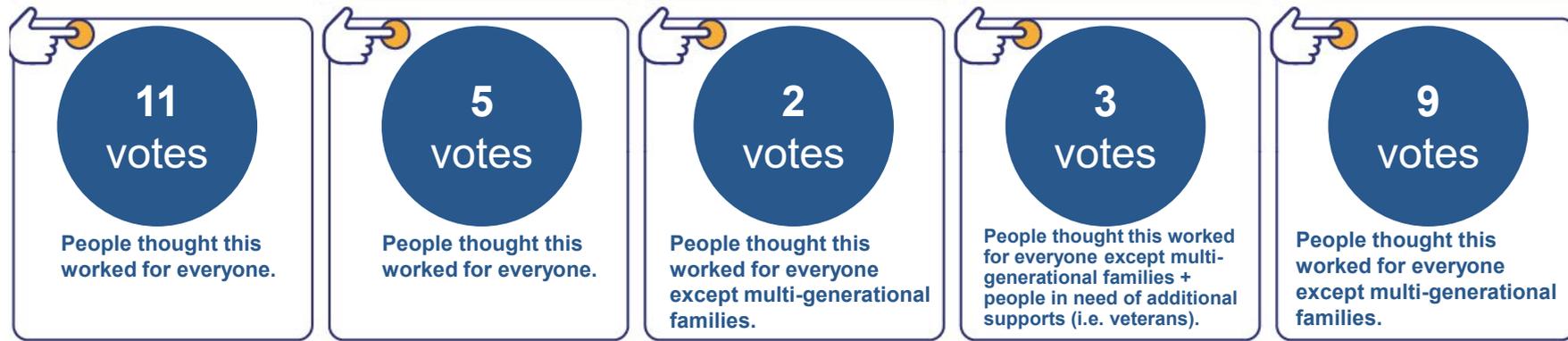
HELP WITH HOUSING

Activity

Community members heard earlier during a presentation and on informational boards about the need for housing. They were then presented with several different tools. They were asked to share which tools they felt should be included in Appleton's housing toolkit and who those tools would most help.

Key Trends and Feedback

- To the right are the tools shared and the number of votes they received.
- People generally felt that all housing tools could be helpful for all generations.
- Several people left comments that housing should be available at a cost that is affordable for everyone in Appleton, at a variety of income levels.



CREATE YOUR CORRIDORS

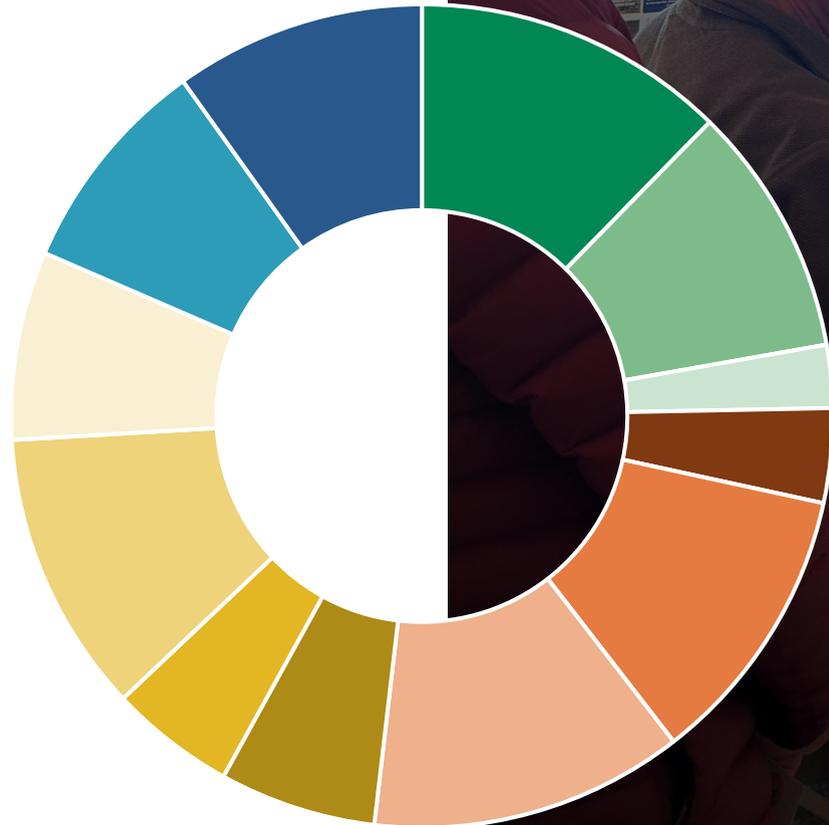
S. ONEIDA STREET

Activity

Community members were given a set of stickers to show where and which kind of design tools they think would most enhance the subarea.

Key Trends and Feedback

■ PROTECTED BIKE LANE	10
■ SHADE TREE	8
■ STORMWATER MANAGEMENT	2
■ PARKING	3
■ INCREASE DENSITY	9
■ REDEVELOPMENT OPPORTUNITIES	10
■ PUBLIC GATHERING SPACE	5
■ STREET FURNISHING	4
■ TRAFFIC CALMING	9
■ SIGNAGE + WAYFINDING	6
■ TRAIL	7
■ ACCESS TO THE RIVER	8



CREATE YOUR CORRIDORS

WISCONSIN AVENUE

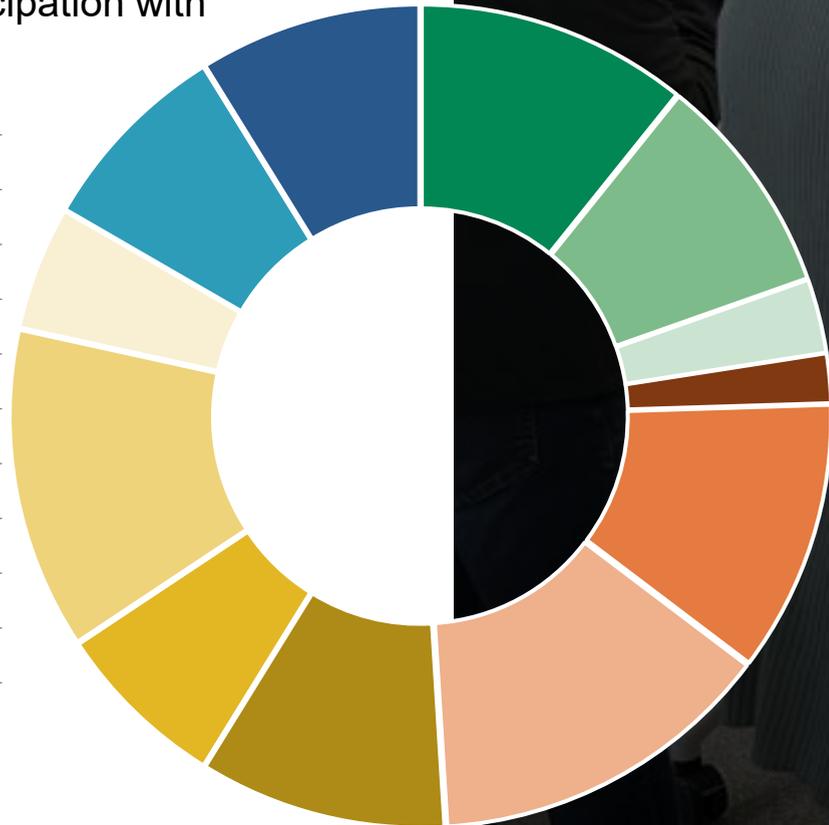
Activity

Community members were given a set of stickers to show where and which kind of design tools they think would most enhance the subarea.

Key Trends and Feedback

This station had the most participation with over 100 stickers.

■ PROTECTED BIKE LANE	11
■ SHADE TREE	9
■ STORMWATER MANAGEMENT	3
■ PARKING	2
■ INCREASE DENSITY	11
■ REDEVELOPMENT OPPORTUNITIES	14
■ PUBLIC GATHERING SPACE	10
■ STREET FURNISHING	7
■ TRAFFIC CALMING	13
■ SIGNAGE + WAYFINDING	5
■ PUBLIC ART	8
■ OUTDOOR DINING SPACE	9



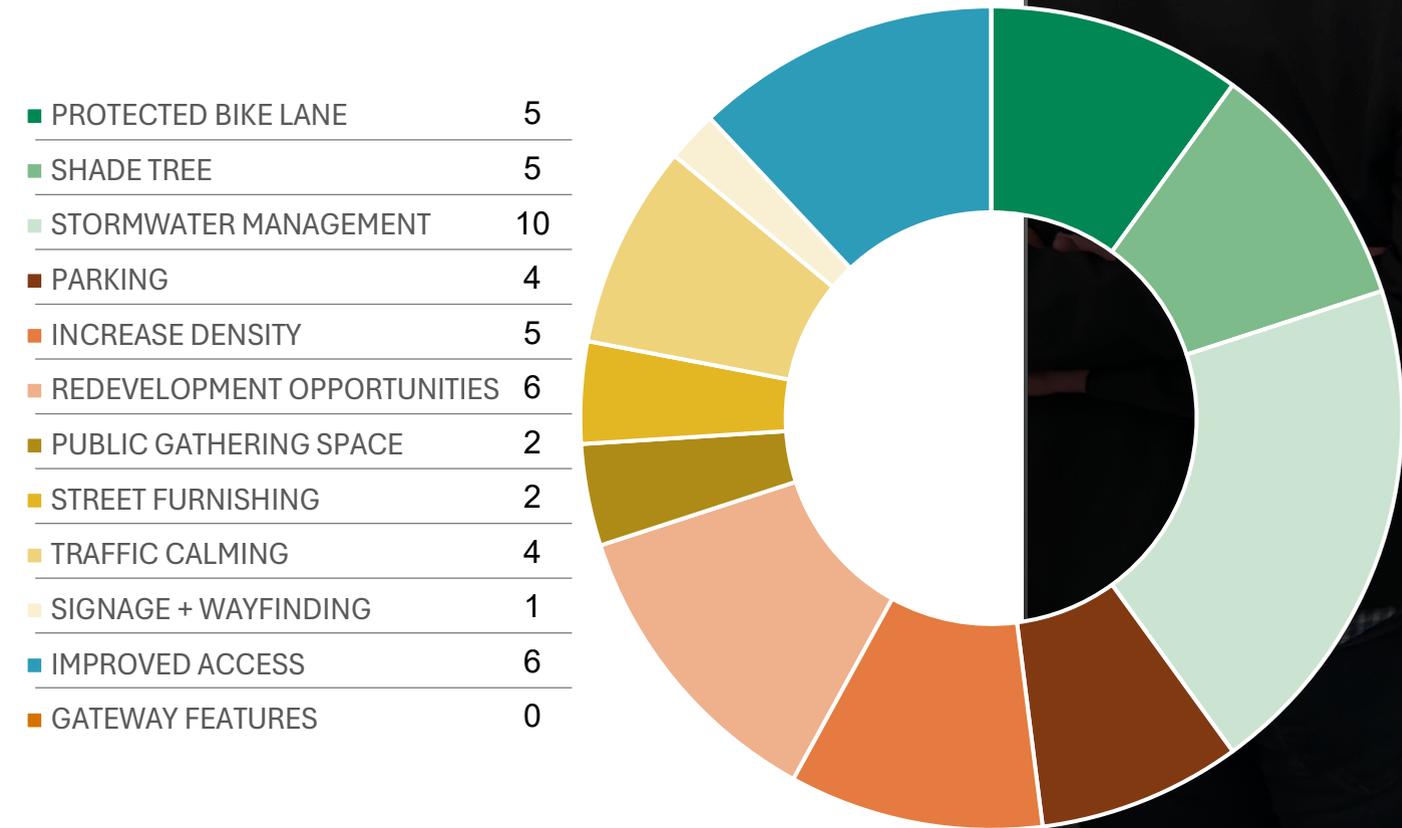
CREATE YOUR CORRIDORS

NORTHLAND AVENUE/ RICHMOND STREET

Activity

Community members were given a set of stickers to show where and which kind of design tools they think would most enhance the subarea.

Key Trends and Feedback



PLAY DEVELOPER

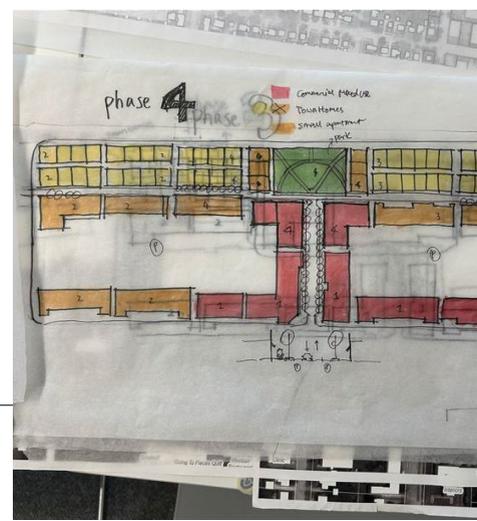
NORTHLAND MALL

Activity

Community members were shown Northland Mall, a site in one of the key subareas being studied in *Plan Appleton*. This site is a great example of where to create mixed-use developments in the future. Community members were given Lego pieces to a scale that represented potential duplexes, townhomes, apartment units, mixed use buildings, businesses, parks, and public plazas. They were then asked to design the site and share what future redevelopment sites should feel like in Appleton to inform future land use.

Key Trends and Feedback

- **Housing Mix** | Strong support for a mixture of housing types and price points
- **Third Spaces and Business Incubators** | People expressed an interest in having both larger stores and room for smaller stores such as coffee shops or coworking spaces where people could gather, often called “third spaces”
- **Density** | People talked about subareas as a place to add more density and housing above retail, although it should be at a height that doesn’t compete with the surrounding homes and neighborhoods.
- **Phasing** | Many people liked the idea of phasing development over time, although they had different ideas of which street to start on: Northland, Richmond, or near existing businesses like the Festival Foods.
- **Connection to Neighbors** | Several people talked about relating to neighbors either by having homes that match the style of surrounding neighborhoods directly across from them or connecting physically via sidewalks on Richmond Street.



PLAY DEVELOPER

BUILD THE 'BURBS

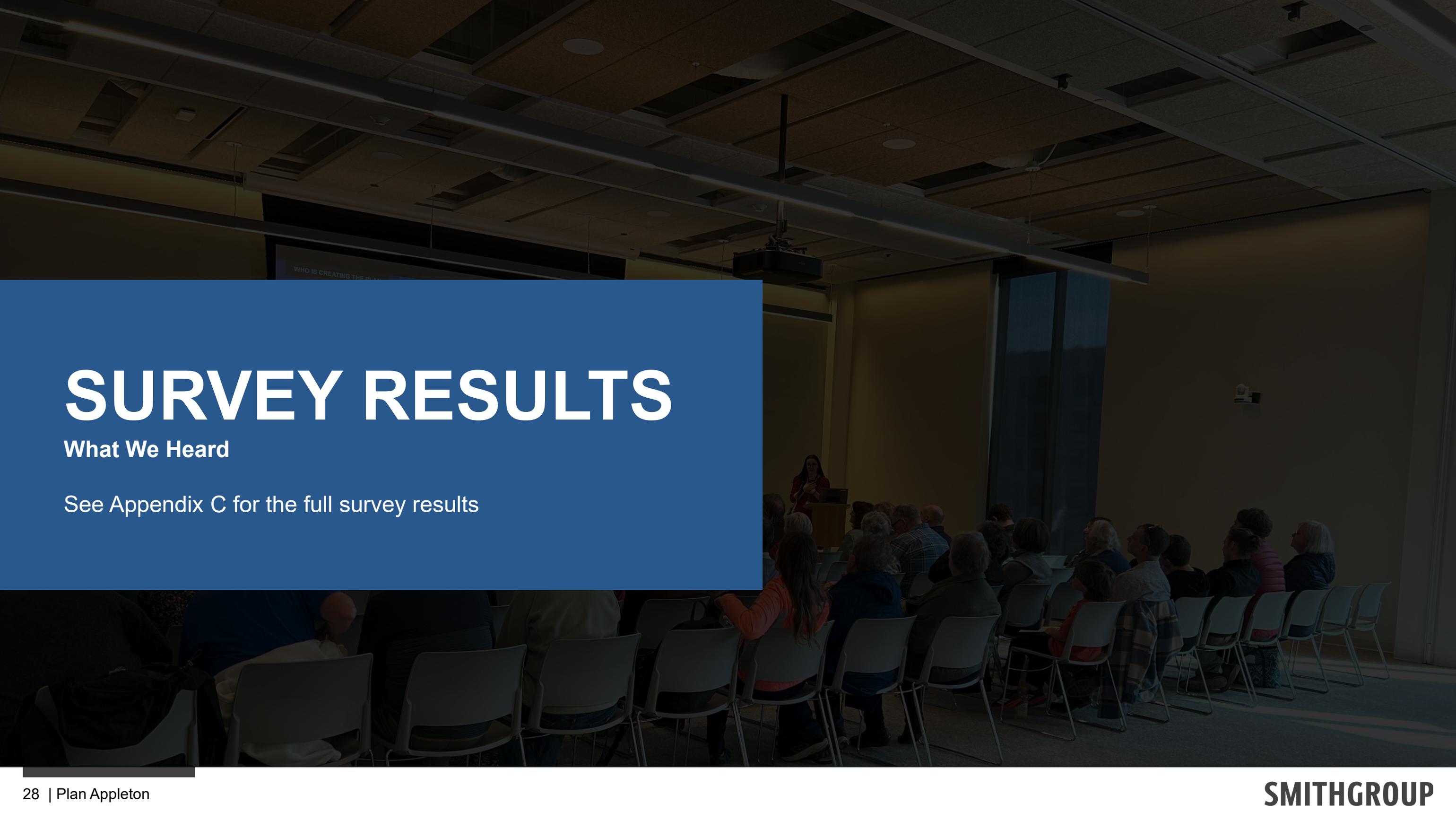
Activity

Community members were shown a piece of City-owned land in the northern area of Appleton and given Lego pieces to a scale that represented potential homes, apartment units, townhomes, parks, and trails. They were then asked to design their own neighborhood and share what future suburban neighborhoods should feel like in Appleton to inform future land use.

Key Trends and Feedback

- **Housing Mix** | Strong support for a mixture of housing types and price points
- **Resources** | People expressed concern for how to make affordable work up there because it lacks proximity to resources and transit is limited
- **Different Development Patterns** | Different thoughts on whether to concentrate density on Edgewood Drive or make it more internal to the site (to keep the rural feel on Edgewood)
- **Natural Features** | The site featured several wetlands, common for these outlying areas. Multiple people embraced the wetlands as part of parks or trails to make it a desirable feature and residential amenity. This leans more towards the conservation residential subdivision styles presented to them.
- **Trails** | Almost every person prioritized trail connections, with some people talking about access for residents of nearby existing neighborhoods.





SURVEY RESULTS

What We Heard

See Appendix C for the full survey results

APPENDIX

LAND USE STATION

Design Appleton Changing Places

What areas do you envision changing in the next 20 years to meet the vision of our city? Grab a pin and share with us!

- More Walkable
- More or Enhanced Housing Options
- More or Enhanced Retail Areas
- More or Enhanced Industrial Areas
- Redevelop Buildings or Sites (such as surface parking lots, vacant buildings, shopping centers, schools or churches with other uses)

Appleton's Neighborhoods and Districts

- Core Neighborhoods
- Suburban Neighborhoods
- Downtown
- Mixed-Use Areas
- Retail Area
- Industrial Area
- Parks and Open Space
- Water Features

Design Appleton Six Types of Places

Core Neighborhoods

- Elements of a Core Neighborhood
 - Smaller lots on narrower lots close together
 - Attached garages and parking usually in the back on streets that are narrow
 - Street lighting, trees and sidewalks are common
 - Streets are set out in a regular grid
 - Neighborhood parks and small businesses are within walking distance of homes

Suburban Neighborhoods

- Elements of a Suburban Neighborhood
 - Larger lots on larger lots with yards to space them out
 - Single detached homes, with attached garages, or small apartment buildings nearby at the edge of the neighborhood
 - Garages are usually attached and in the front or very close
 - Street lighting and sidewalks are seen in main streets
 - Streets are curvy and more spread out
 - Neighborhood parks are seen in some neighborhoods and businesses are typically further away, in driving distance

Downtown

- Elements of Downtown
 - Buildings are tight together with many stories
 - Buildings are light together with many stories
 - Street lighting, signage, and landscaping are common
 - Streets are in a regular grid with sidewalks, tree shade, bike lanes, and on-street parking

Mixed-Use Areas

- Elements of Mixed-Use Areas
 - Integrate apartments and condos above businesses and offices, usually no more than a stories tall
 - Buildings are light together with many stories
 - Street lighting, signage, and landscaping are common
 - Streets are in a regular grid with sidewalks and occasional tree shade, bike lanes

Retail Area

- Elements of Retail Areas
 - Street 1-2 story businesses, shops, stores, and big box stores that are spread out and not too close together
 - Parking is in large lots, with landscaping to soften it from the street
 - Streets are wider for better traffic and focused on the needs of drivers rather than pedestrians or bike riders. Lack of on-street parking or trees encourage these better options.
 - Landscaping with trees, landscaping, street lighting, and street trees are seen close to key intersections

Industrial Area

- Elements of Industrial Areas
 - Large business, manufacturing, or distribution facilities
 - Located near major roads and state routes
 - Landscaping in yards and around buildings along with enhanced signage and lighting
 - Materials can make these their more welcoming and appropriate

HOUSING STATION

Design Appleton Help With Housing

Last time we were here, we asked people where they want to see development. People overwhelmingly shared they want to see development in:

- Build in Existing Neighborhoods
- Build along Corridors
- Build in New Areas

Of over 700 vacant parcels in the city today, only about 50 are actually likely to be built.

However, an updated housing assessment conducted in 2023 shows that Appleton will need an additional 3,600 owner and 3,200 rental units in 20 years to keep up with demand.

Each street in the city has a unique character.

This means we'll need to get creative about the tools we use to achieve our goals. Place a dot or two near the tools you like most.

OUR HOUSING GOALS: Appleton will provide a variety of rental and ownership housing choices in a range of prices affordable to community members, and ensure that existing housing is adequately maintained in terms of physical quality and market viability.

WRITE HERE IF YOU HAVE A COMMENT ABOUT THESE TOOLS

Design Appleton Help With Housing

Appleton is home to many people, each with their own unique needs. Our needs for our housing and neighborhoods can also change throughout our lives. Help us see which housing types are most needed to help everyone thrive.

- OUR YOUTH: Need affordable housing, resources, parks & jobs
- OUR SENIORS: Need affordable housing, resources, accessible services & transportation
- OUR YOUNG FAMILIES: Need affordable housing, resources, accessible services & jobs
- OUR STUDENTS: Need affordable housing, resources, accessible services & jobs
- OUR TEACHERS: Need affordable housing, resources, accessible services & transportation
- OUR VETERANS: Need affordable housing, resources, accessible services & transportation
- OUR MULTI-GENERATIONAL FAMILIES: Need affordable housing, resources, accessible services & jobs

For each person, mark the housing types that can meet their unique needs!

INTRODUCTION TO SUBAREA BOARDS

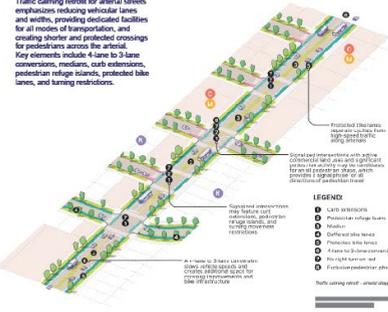
PUBLIC REALM IMPROVEMENTS

GOAL: Enhance the mobility throughout the subareas including traffic calming, improved walkability through Complete Streets and landscape recommendations to enhance the experience, walkability, and access to nearby local businesses.



TYPICAL STREET

Traffic calming retrofit for arterial streets emphasizes reducing vehicular lanes and width, providing dedicated facilities for all modes of transportation, and creating shorter and protected crossings for pedestrians across the arterial. Key elements include 4-lane to 3-lane conversions, medians, curb extensions, pedestrian refuge islands, protected bike lanes, and turning restrictions.



EXISTING CONTEXT



STREET OPPORTUNITIES



SUBAREA PLANS

WHAT ARE COMPLETE STREETS?

Complete Streets are multi-faceted and holistic streets that support multimodal transportation, active commerce, and vibrant communities. They meet the needs of a growing and thriving city by improving safety, enhancing access, and leading to even more growth in the community.

The city enacted the Complete Streets Design Guide in 2024. The design guide is used to support City of Appleton staff in identifying and implementing complete street design solutions from initial concept through final engineering as well as retrofitting existing facilities.



Example of short term tactical improvement, showcasing outdoor dining



Example of long term improvements, including reconstruct with lane reconfiguration

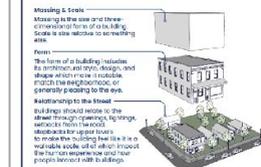
PRIVATE REDEVELOPMENT

GOAL: Determine an appropriate density that fosters a vibrant, walkable environment. Prioritize infill development with buildings that actively engage the street, enhancing pedestrian experience and creating opportunities for future growth.



DEFINING DENSITY WITH CHARACTER

Active frontages, appropriate setbacks, and a balance of density and open space create inviting, dynamic environments. An increase in density can fit into its context without impacting the existing character. Building form and relationship to the street are equally important. Screening parking, providing adequate buffer space between uses, and transitioning densities gradually are all strategies to mitigate the impacts of density.



WHAT DENSITY FEELS RIGHT?
The photos below show what an increase in density could feel like. Put a sticker on the most appropriate housing types for the subareas



WISCONSIN AVENUE STATION

SUBAREA: WISCONSIN AVE Appleton

WHAT WE HEARD LAST TIME

- Enhance facades and fill in missing teeth
- Re-imagines Wisconsin as a food street; draw more local vendors
- Streetscape has an opportunity to be more attractive through identity and branding
- Calm traffic and include green when redeveloping
- More neighborhood events like Bizarre After Dark
- Inhospitable due to funneled winds, no trees or shading, or lighting
- Make Wisconsin Ave more like College Ave with apartments over businesses, very walkable, small businesses

MAJOR THEMES GUIDING DEVELOPMENT

SUPPORT MIXED-USE RE-DEVELOPMENT AND LOCAL BUSINESS INCUBATION

- Strong support for mixed-use housing and business to create density and vibrancy, particularly at Richmond, Meade, Division, Cheeda, and Drew Streets.
- Emphasis on supporting local businesses through TIF and BID programs and property redevelopment.

PROMOTE WALKABILITY AND SAFETY

- In the long-term, reconstruct Wisconsin to comply with Complete Street guidelines such as protected bike lanes and traffic calming measures.
- Future redevelopment should accommodate an amenity zone between the street and building to allow for circulation and occupation. This zone should also be used for street furnishings.

IMPROVE PUBLIC REALM

- Significant calls for more trees for shade, native plants, and comfortable outdoor spaces.
- Suggestions to replace concrete-heavy areas with planters, flowers, and native plants.

PUBLIC FEEDBACK SUMMARY

How often were key terms mentioned in the public comments?

Trees	41%
Business	25%
Bike	16%
Redevelop	
Housing	

TRENDS

On average, people visit the Wisconsin subarea 3x annually.*

On average, visitors spend 99 minutes per visit.*

LEGEND

- Existing Buildings
- Future Redevelopment Potential
- Housing Opportunity
- District Gateway
- Enhanced Connections to Nearby Neighborhoods
- Pedestrian-Oriented Node
- Street Enhancements - Furnishings, lighting, banners, Green Infrastructure
- Street Trees

SUBAREA: WISCONSIN AVE Appleton

INSTRUCTIONS Using the legend, place dots on the map for where there's opportunity.

Many opportunities exist in the public realm to enhance the look and feel of the Wisconsin Ave corridor. A tremendous opportunity exists to establish Wisconsin Ave as the local business destination in Appleton. A focus should be placed on promoting the existing businesses while developing new residential opportunities anchored by mixed use development at key intersections such as Richmond and Meade. Public realm recommendations will aim to link new destinations with those already established.

How do we improve our streets and landscape to support the existing businesses while encouraging new activity?

LEGEND

- BIKEWAY
- SHADE TREE
- PLANTER WITH PLANTING
- STREET FURNISHING
- PLANTING CORRIDOR
- PARKING
- WALKWAY
- STREET LIGHTING
- STREET FURNISHING
- PLANTING CORRIDOR
- PLANTING CORRIDOR
- PLANTING CORRIDOR

Existing buildings

Future redevelopment potential

BUILD THE BURBS STATION

Design Appleton
Let's Build The 'Burbs!

To help us better understand what you want for the future of Appleton's neighborhoods, pretend you are developer of this suburban area. Use the lego pieces to show us your vision for the future!

Homes
Houses, Townhomes, Apartments

Parks
Neighborhood Park, Regional Park

Remember you have neighbors over here. Consider their needs too!

There are wetlands. Be sure to design around them, not in them!

NORTHLAND MALL STATION

BUILD YOUR OWN REDEVELOPMENT SITE

LET'S BUILD!
Help us redesign this area. Use the Lego pieces to design a future for the mall site. This could be a mix of housing, dining, office, parks, or entertainment for example.

WHAT'S THE FUTURE FOR BIG BOX RETAILERS?
It's pretty clear, big box retailers are not thriving and we must reimagine what the next evolution is for these spaces. The precedents below provide inspiration on how other communities have successfully transitioned big box retail into walkable, vibrant spaces.

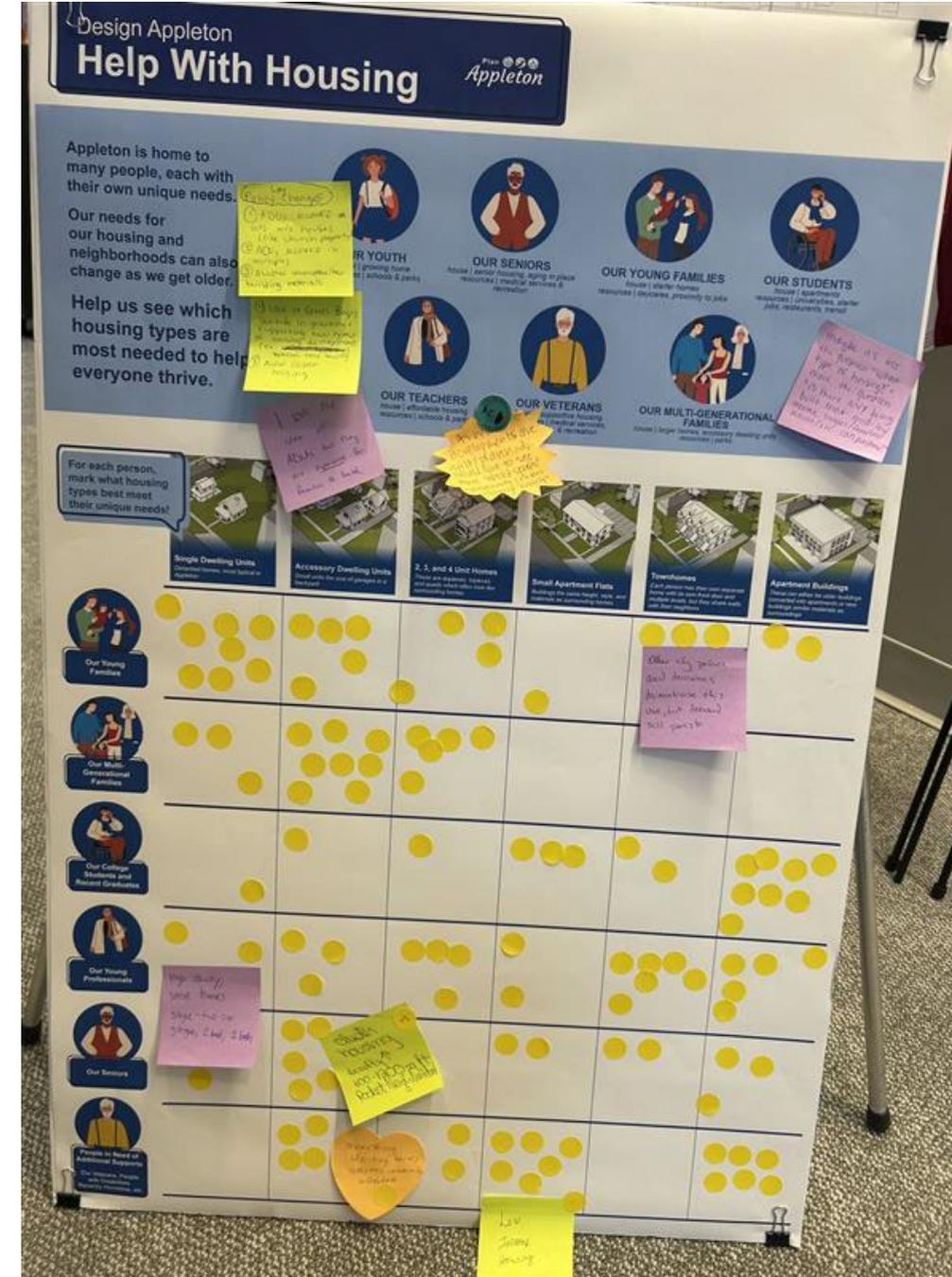
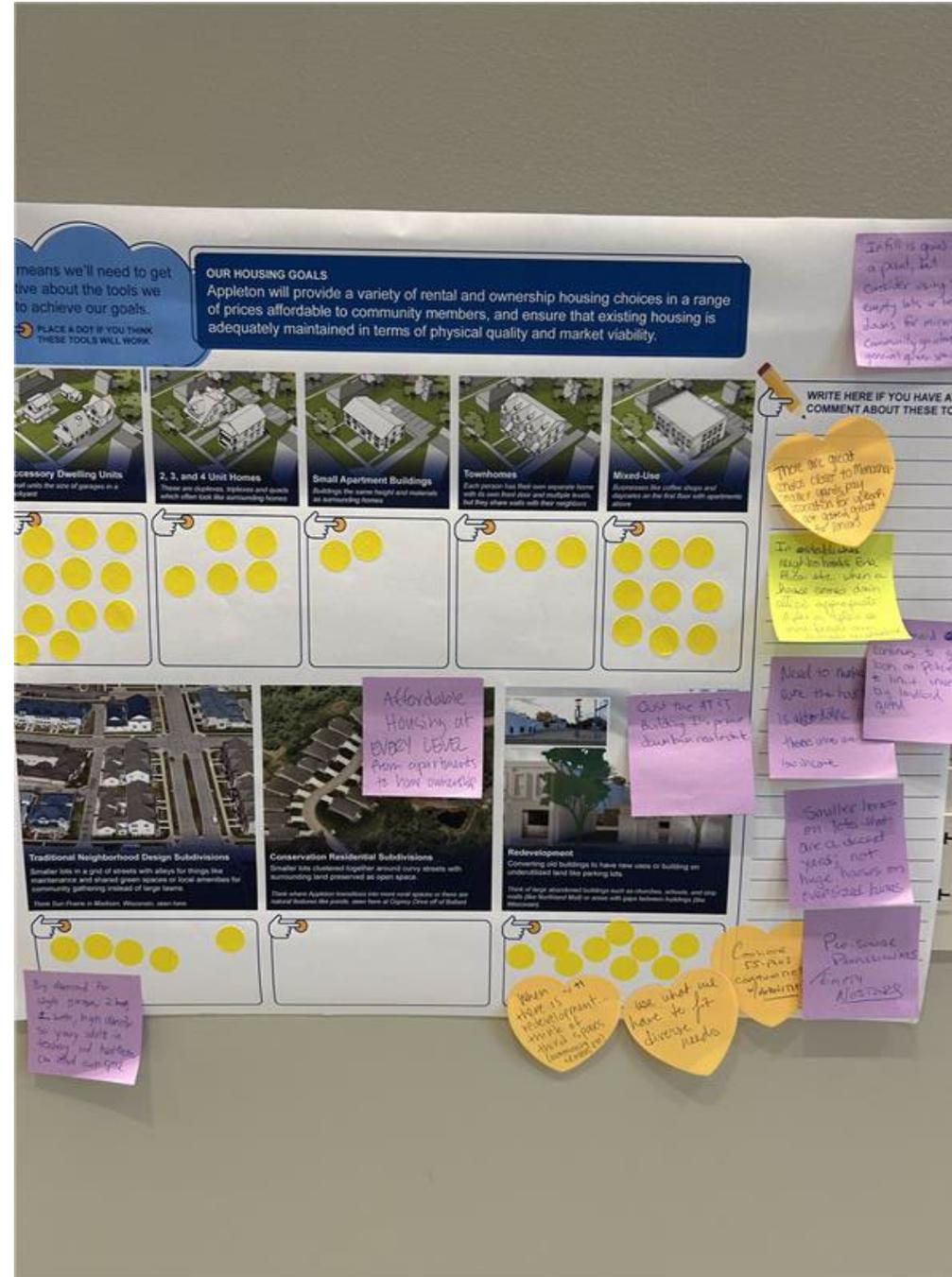
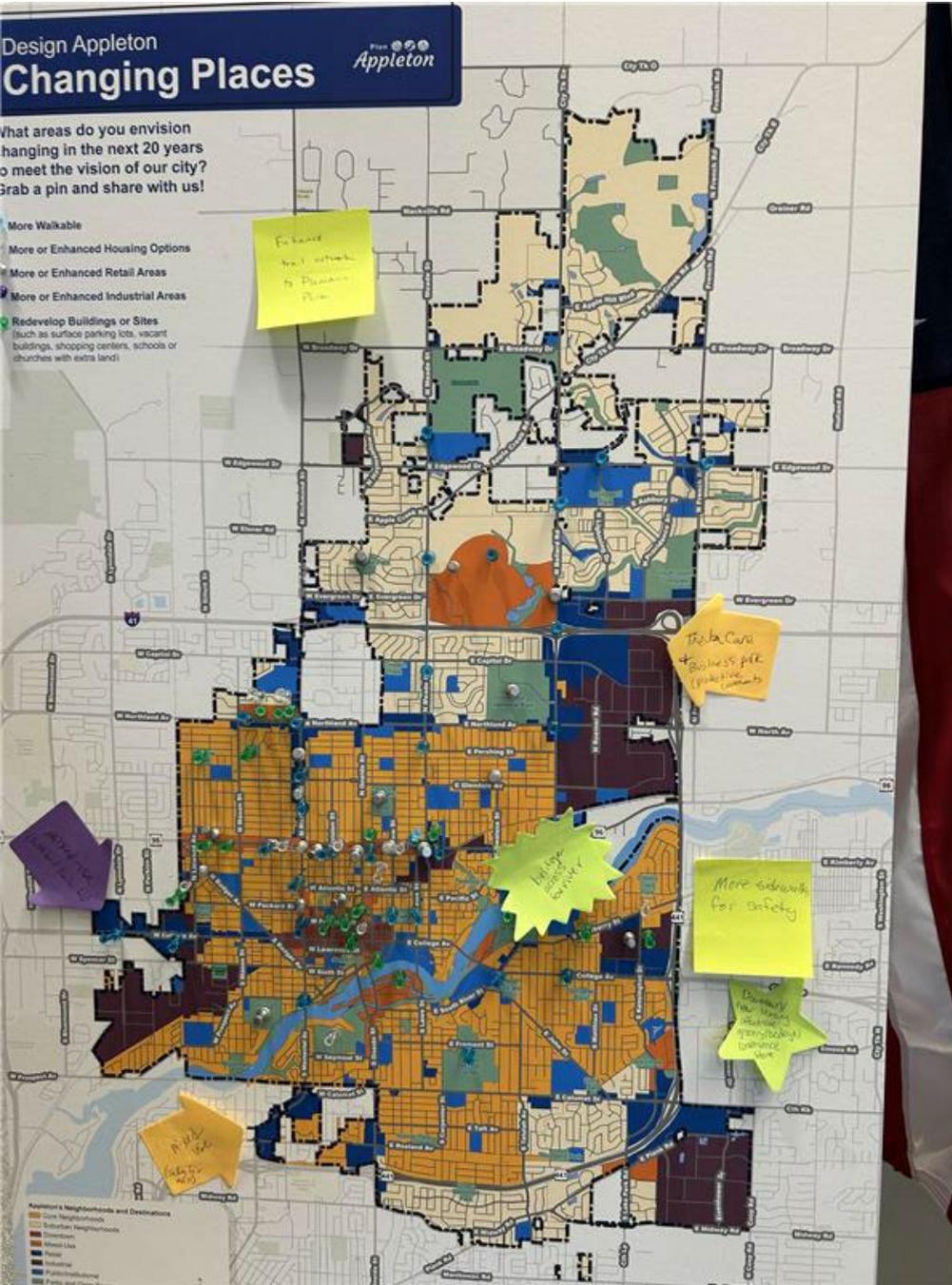
LEGEND
Townhouses, Apartments, Mixed Use, Open Space

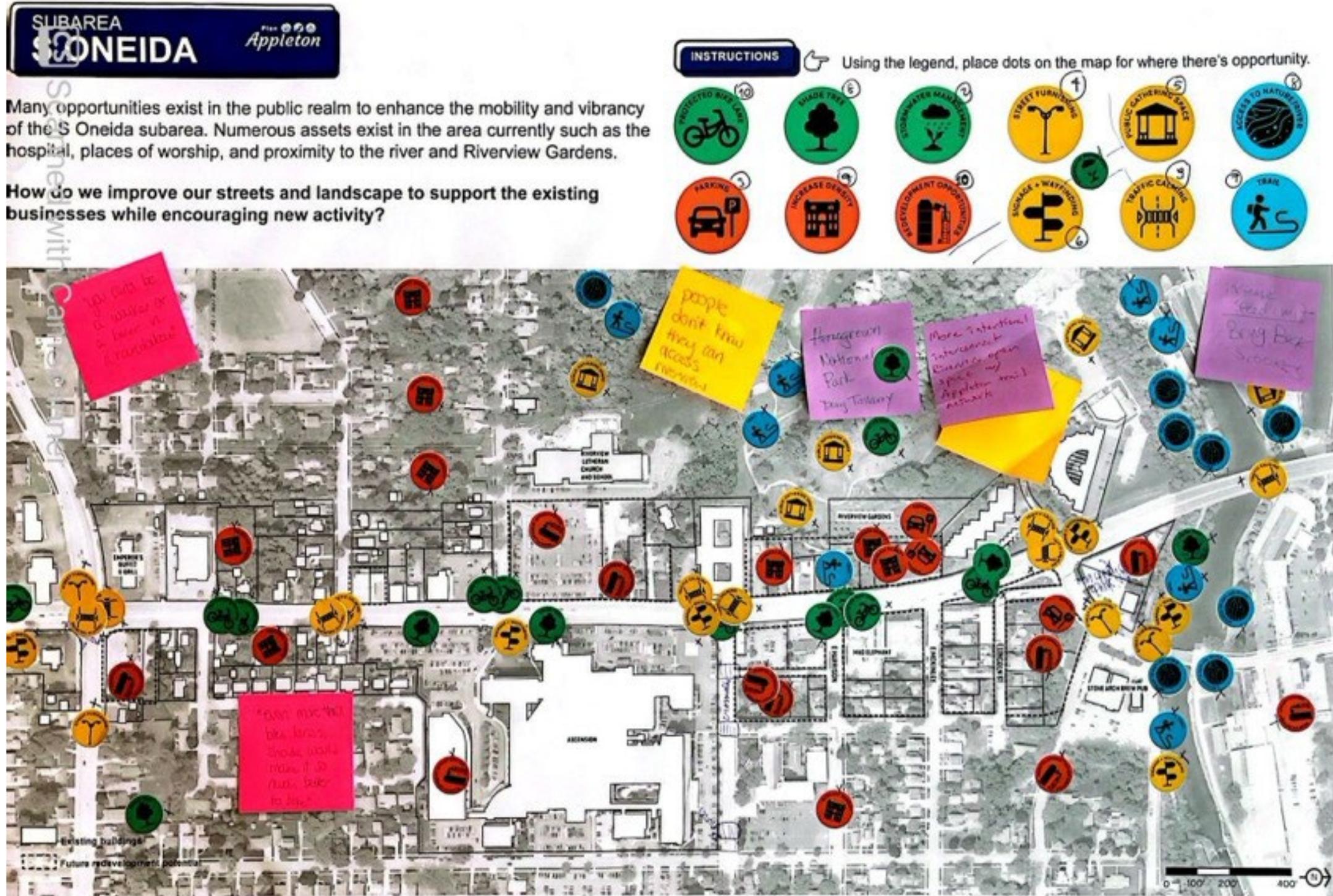
BAYSHORE MALL, MILWAUKEE, WI | The redevelopment of Bayshore Mall in Milwaukee transformed it into a mixed-use lifestyle center, featuring pedestrian-friendly streets, public gathering spaces, residential units, and a blend of retail, dining, and entertainment to create a more walkable urban environment.

HILLDALE, MADISON, WI | The redesign of Hilldale Mall in Madison embraced a pedestrian-friendly, mixed-use urban design, incorporating open-air plazas, walkable streetscapes, green spaces, and a blend of retail, dining, and residential elements to create a vibrant town center atmosphere.

BELMAR, CO | Mixed-use development with a walkable grid of streets, incorporates public green spaces and art installations. Successfully created a vibrant new downtown core.

APPENDIX B | ENGAEMENT BOARDS FOLLOWING ENGAGEMENT EVENT





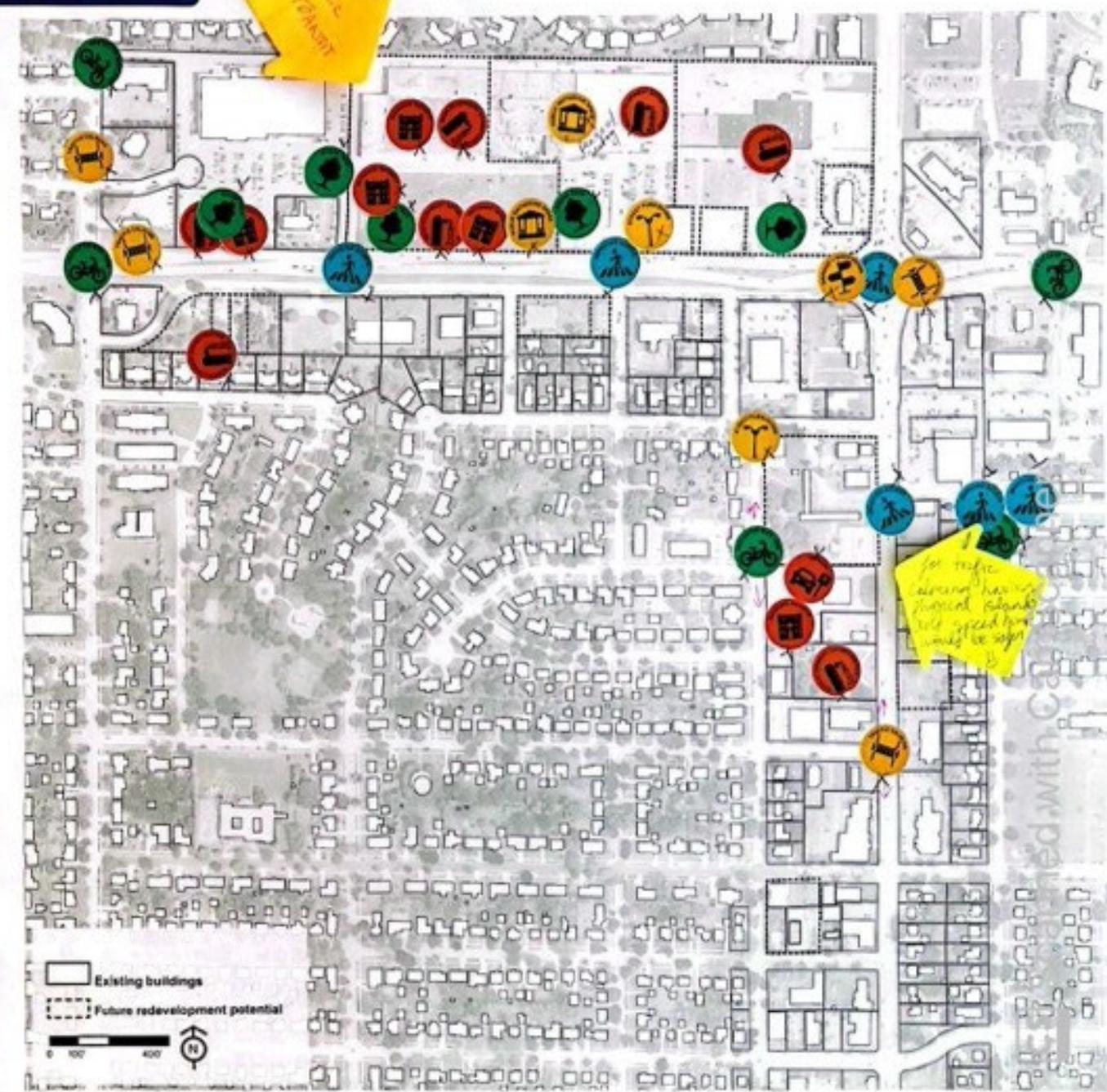
SUBAREA: RICHMOND AND NORTHLAND AVE *Plan Appleton*

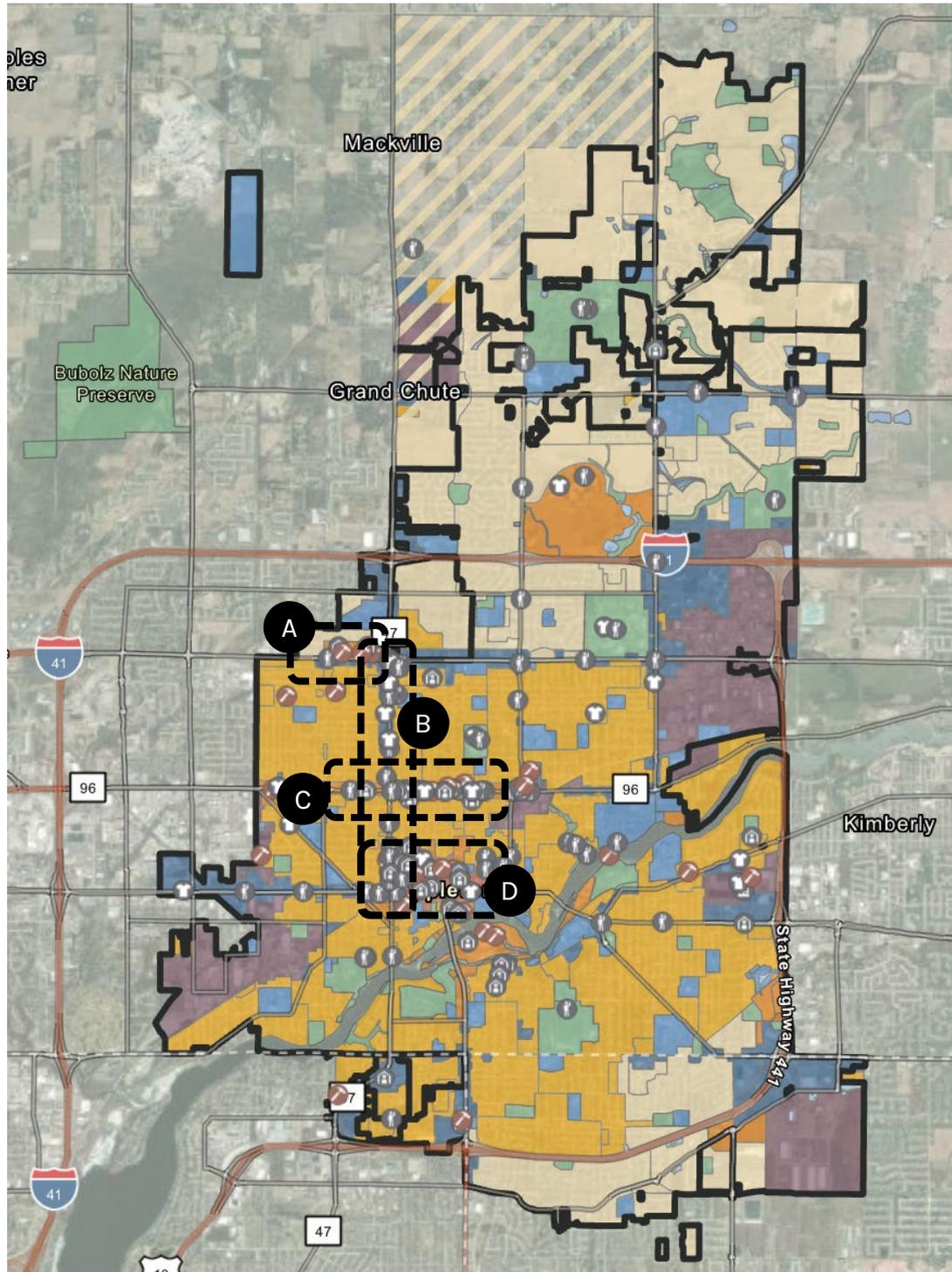
Many opportunities exist in the public realm to enhance the look and feel of the Richmond and Northland Avenue subarea. A significant opportunity exists to establish these areas as vibrant economic hubs, focusing on promoting existing businesses and developing new commercial experiences. Public realm recommendations will aim to connect new attractions with those already established, supporting the large mall and creating opportunities for mixed-use developments in the area.

How do we improve our streets and landscape to support the existing businesses while encouraging new activity?

INSTRUCTIONS Using the legend, place dots on the map for where there's opportunity.

-  4
-  5
-  10
-  4
-  3
-  3
-  4
-  2
-  6
-  4
-  1
-  6





Add a comment to our shared map.

- More Walkable
- More or Enhanced Housing Options
- More or Enhanced Industrial Areas
- More or Enhanced Retail Areas
- Redevelop Buildings or Sites

Appleton's Types of Places

Appleton's Growth Areas

Suburban Neighborhoods

Appleton's Neighborhoods and Destinations

Appleton's Neighborhoods and Destinations

- Core Neighborhoods
- Suburban Neighborhoods
- Downtown
- Mixed-Use
- Retail
- Industrial
- Public/Institutional
- Parks and Open Space
- Water Features

Concentrations of Comments

Most comments were clustered around four key areas

- A. Northland Mall
- B. Richmond Street
- C. Wisconsin Avenue
- D. College Avenue and Downtown

Number of Pins

There were 177 total pins placed. 27 pins were not tagged with a comment.

S. ONEIDA STREET INTERACTIVE MAP

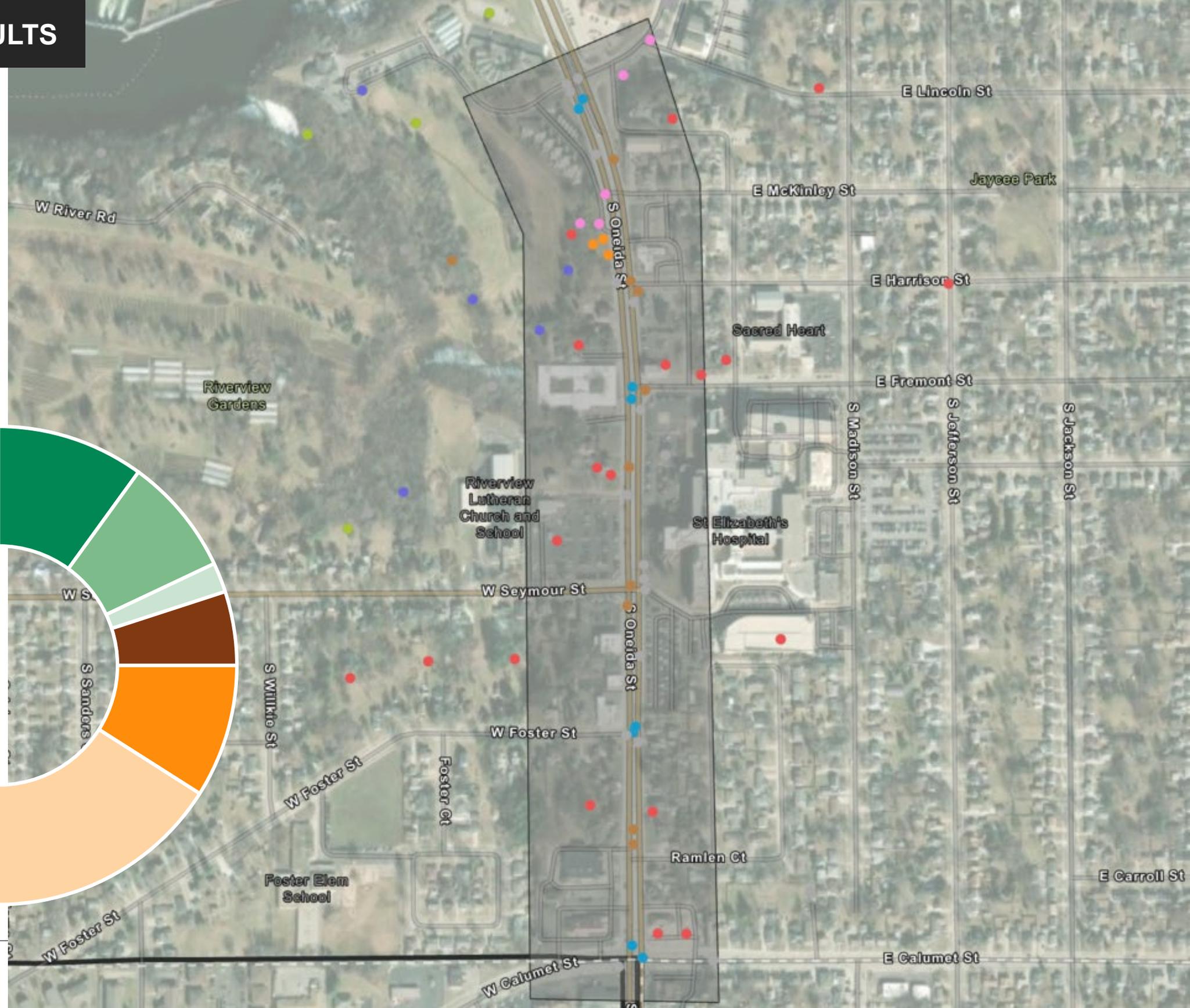
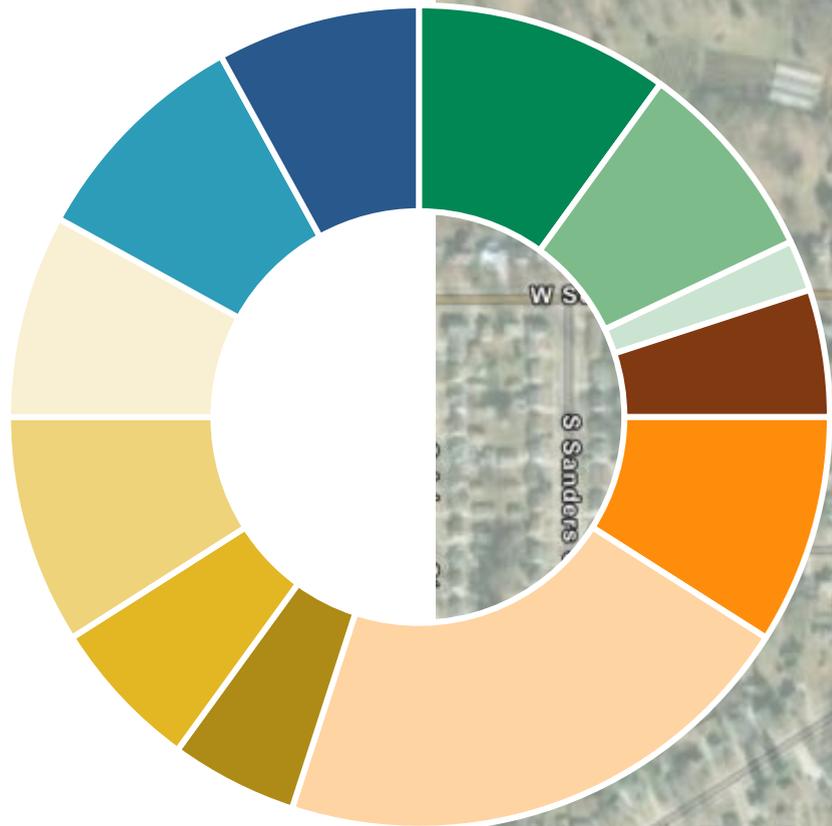
<https://arcg.is/0mTz4S0>

Activity

Community members were given a set of stickers to show where and which kind of design tools they think would most enhance the subarea. 100 total pins were placed in person and online.

Key Trends and Feedback

PROTECTED BIKE LANE	10
SHADE TREE	8
STORMWATER MANAGEMENT	2
PARKING	5
INCREASE DENSITY	9
REDEVELOPMENT OPPORTUNITIES	21
PUBLIC GATHERING SPACE	5
STREET FURNISHING	6
TRAFFIC CALMING	9
SIGNAGE + WAYFINDING	8
TRAIL	9
ACCESS TO THE RIVER	8



APPENDIX C | INTERACTIVE MAP RESULTS

WISCONSIN AVENUE INTERACTIVE MAP

<https://arcg.is/0mTz4S0>

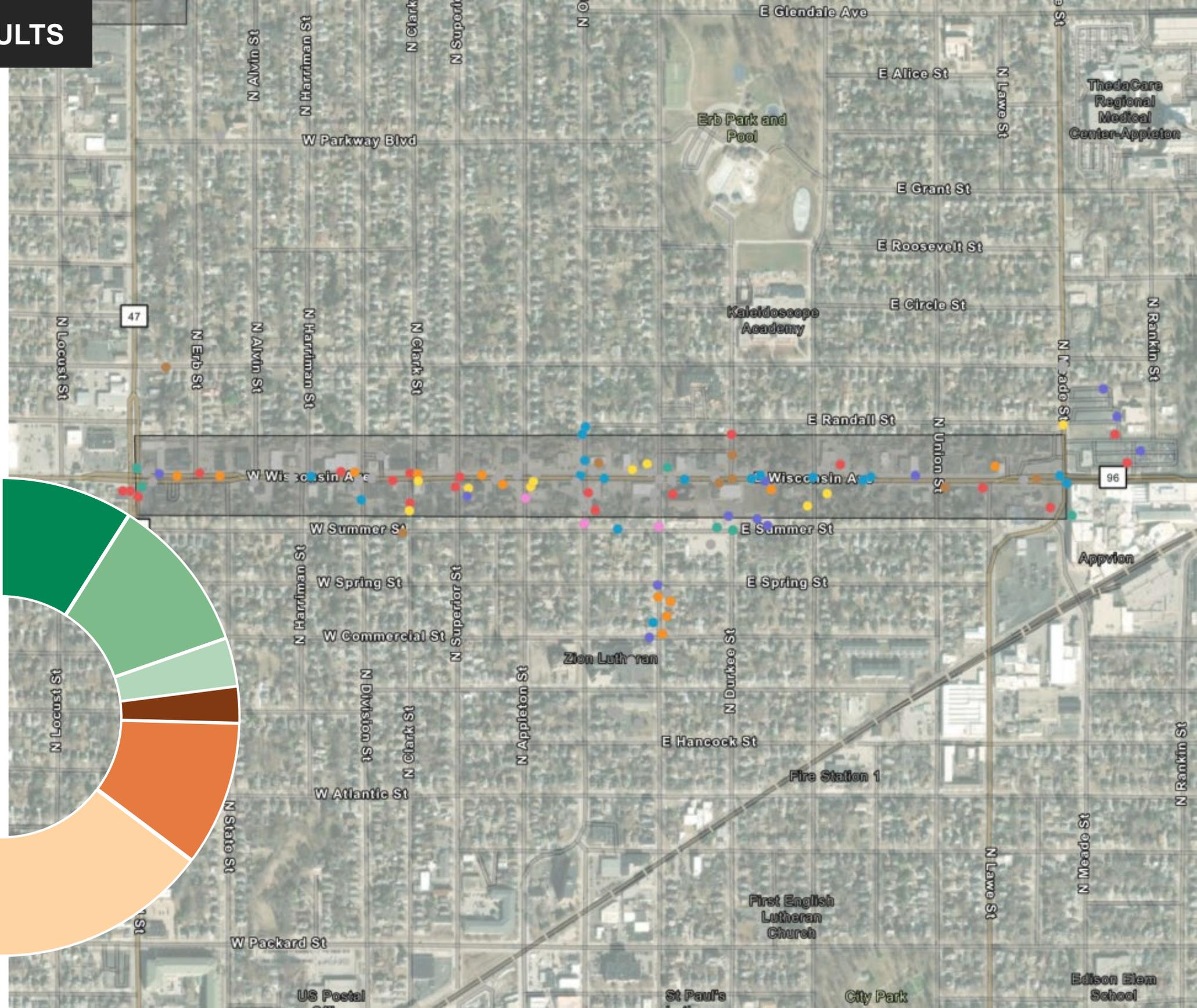
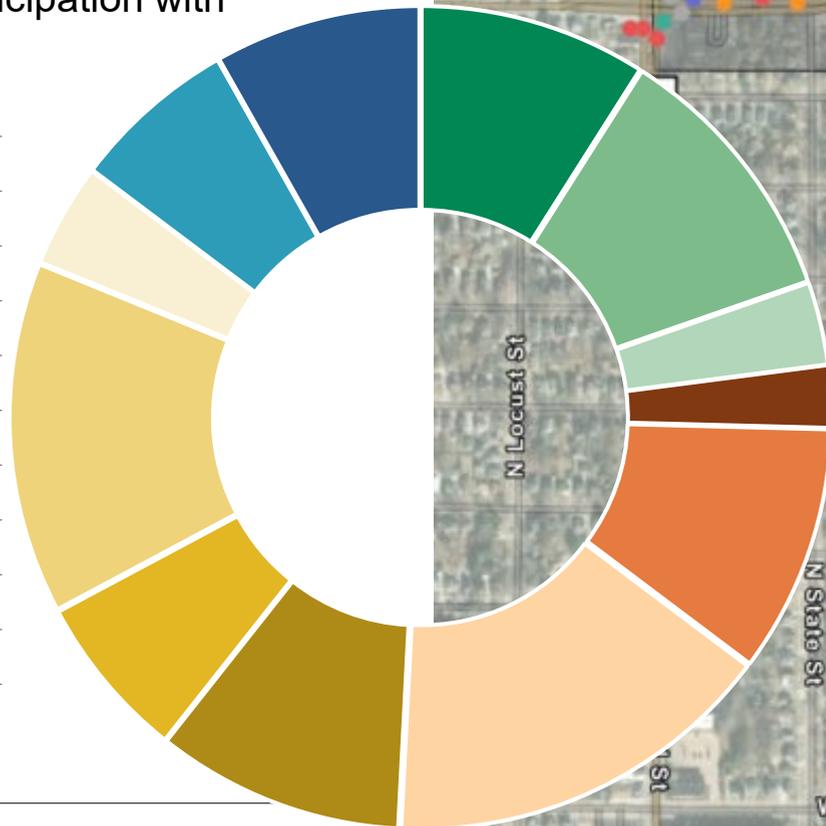
Activity

Community members were given a set of stickers to show where and which kind of design tools they think would most enhance the subarea. 122 total pins were placed in person and online, 7 of which were unlabeled.

Key Trends and Feedback

This station had the most participation with over 100 stickers.

PROTECTED BIKE LANE	11
SHADE TREE	13
STORMWATER MANAGEMENT	4
PARKING	3
INCREASE DENSITY	12
REDEVELOPMENT OPPORTUNITIES	19
PUBLIC GATHERING SPACE	12
STREET FURNISHING	8
TRAFFIC CALMING	17
SIGNAGE + WAYFINDING	5
PUBLIC ART	8
OUTDOOR DINING SPACE	10



APPENDIX C | INTERACTIVE MAP RESULTS

NORTHLAND AVENUE/RICHMOND STREET INTERACTIVE MAP

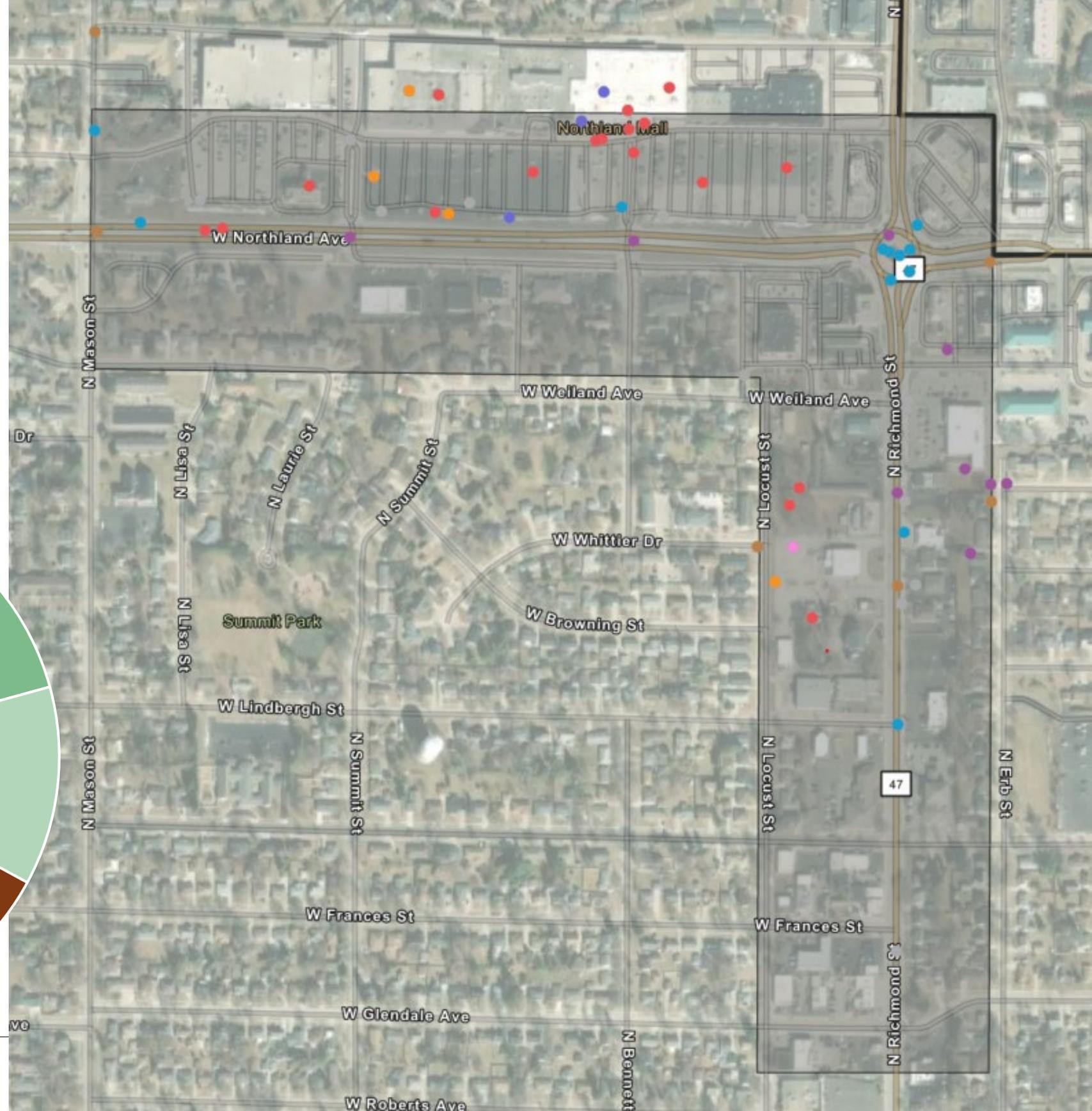
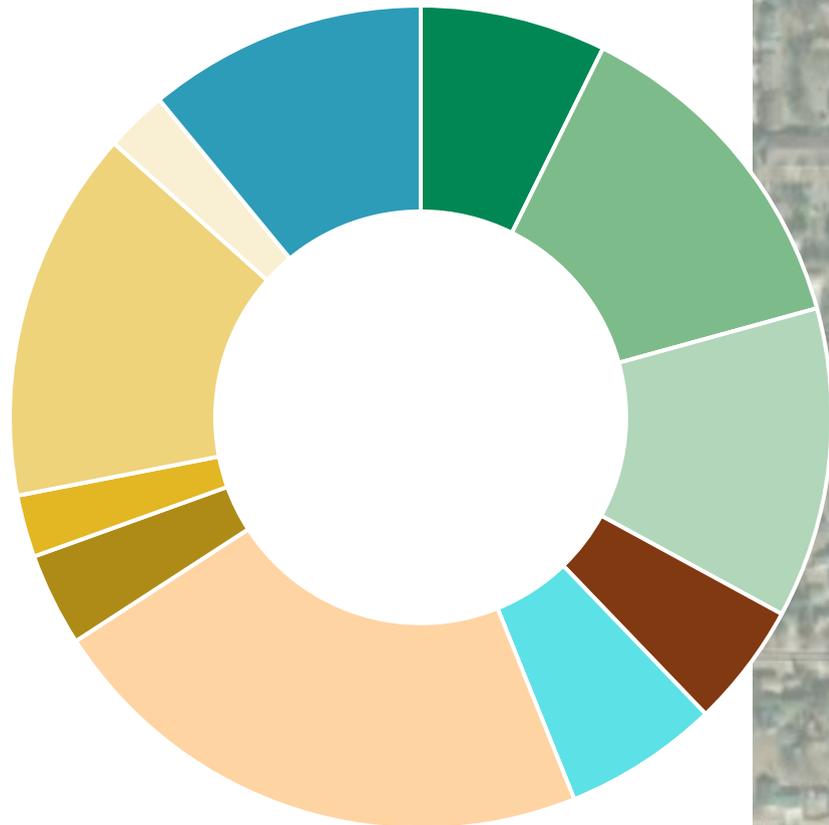
<https://arcg.is/0mTz4S0>

Activity

Community members were given a set of stickers to show where and which kind of design tools they think would most enhance the subarea. 84 total pins were placed in person and online, 2 of which were “other” comments related to the need for bus shelters at Northland Mall.

Key Trends and Feedback

PROTECTED BIKE LANE	6
SHADE TREE	11
STORMWATER MANAGEMENT	10
PARKING	4
INCREASE DENSITY	5
REDEVELOPMENT OPPORTUNITIES	18
PUBLIC GATHERING SPACE	3
STREET FURNISHING	2
TRAFFIC CALMING	12
SIGNAGE + WAYFINDING	2
IMPROVED ACCESS	9
GATEWAY FEATURES	0



A light gray background map of Appleton, Wisconsin, showing a grid of streets and a winding river. The map is semi-transparent, allowing the text to be clearly visible.

Appendix

**CITY OF APPLETON
COMPREHENSIVE PLAN**

**PAST PLAN
REVIEW**



**PRIOR PLAN
AUDIT &
PROPOSED PLAN
ORGANIZATION**

Wisconsin State statutes require that this plan cover...



Issues and Opportunities



Housing



Transportation



Utilities and Community Facilities



Agricultural, Natural, and Cultural Resources



Economic Development



Land Use

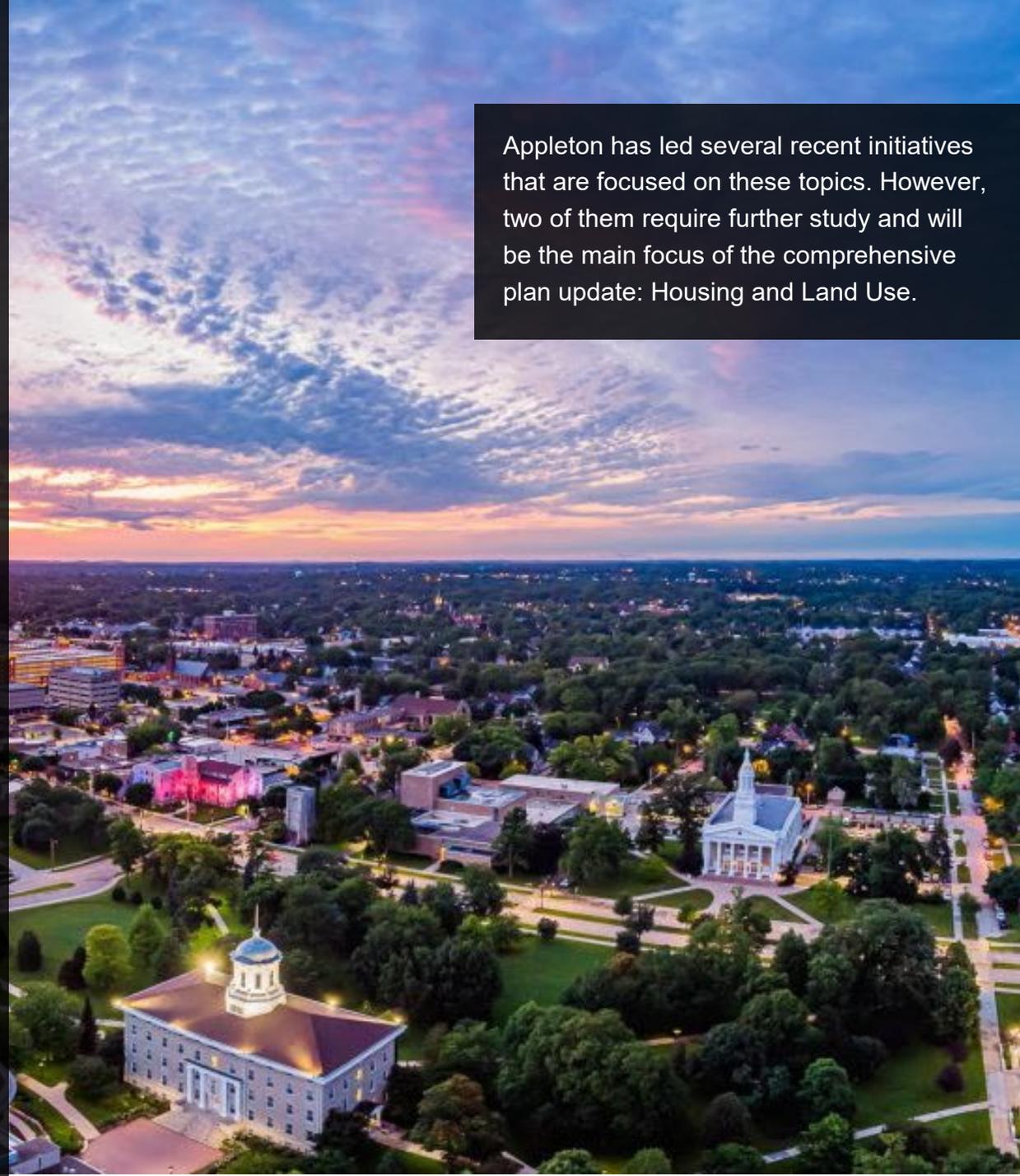


Intergovernmental Cooperation



Implementation

Appleton has led several recent initiatives that are focused on these topics. However, two of them require further study and will be the main focus of the comprehensive plan update: Housing and Land Use.



Asides from updating the past comprehensive plan, the plan also references several other plans that have happened in recent years...

Local Plans

- Complete Streets Design Guide (March, 2024)
- Housing Development Policy Guide (March, 2024)
- Housing Affordability Report (Created January 24, 2024)
- Appleton Growth Report (Created March, 2023)
- College North Neighborhood Plan (July 15, 2022)
- Downtown Appleton Business Improvement District Operating Plan (2022)
- Climate Action Plan Taskforce Recommendations (December, 2021)
- Downtown Streetscape Design Guide (May 17, 2021)
- Creating a Sustainable City: A Master Plan to Move the City of Appleton Towards Sustainability (March 14, 2021)
- Comprehensive Outdoor Recreation Plan (September 18, 2023)
- Former Master Plan (March 2017)
- Trails Master Plan (January 2017)
- Downtown Appleton Mobility Plan (August, 2016)
- Appleton Economic Development Strategic Plan (April 9, 2015)
- Tax Incremental Financing District Plans (Various, 2013)
- On-Street Bike Lane Plan (Sept 15, 2010)

Regional Plans

- Fox Cities and Greater Outagamie County Regional Housing Strategy [Housing Strategy | Outagamie County, WI](#)
- Appleton (Fox Cities) Transportation Management Area: Long Range Transportation / Land Use Plan 2015-2050-FC-LRTP.pdf
- City of Appleton Valley Transit Development Plan – 2020 [City-of-Appleton-TDP-2020.pdf](#)
- Fox Cities Transportation Improvement Plan [ecwrpc.org/wp-content/uploads/2024/11/2025-Fox-Cities-TIP.pdf](#)
- 2021 Appleton TMA and Oshkosh MPO Bicycle and Pedestrian Plan [ecwrpc.org/wp-content/uploads/2022/03/2021-Appleton-TMA-and-Oshkosh-MPO-Bicycle-and-Pedestrian-Plan.pdf](#)

State Plans

- Statewide Long-Range Multimodal Transportation Plan [Statewide Long-Range Multimodal Transportation Plan](#)
- Wisconsin Rail Plan 2050 [Wisconsin Rail Plan 2050](#)
- Wisconsin State Freight Plan [Wisconsin State Freight Plan](#)
- Active Transportation Plan 2050 [Active Transportation Plan 2050](#)

These plans have a lot of overlap, which means finding common ground was important.



Housing

Transportation

Utilities & Community Facilities

Agricultural, Natural, & Cultural Resources

Economic Development

Intergovernmental Cooperation

Land Use

	Housing	Transportation	Utilities & Community Facilities	Agricultural, Natural, & Cultural Resources	Economic Development	Intergovernmental Cooperation	Land Use
Complete Streets Design Guide (March, 2024)		●				●	
Housing Development Policy Guide (March, 2024)	●						●
Housing Affordability Report (Created January 24, 2024)	●						
Appleton Growth Report (Created March, 2023)	●				●		●
College North Neighborhood Plan (July 15, 2022)	●	●			●		●
Downtown Appleton Business Improvement District Operating Plan (2022)					●		●
Downtown Streetscape Design Guide (May 17, 2021)		●			●		
Comprehensive Outdoor Recreation Plan (September 18, 2023)		●		●			
Former Comp Plan (March 2017)	●	●	●	●	●	●	●
Trails Master Plan (January 2017)		●		●			
Downtown Appleton Mobility Plan (August, 2016)		●			●		
Appleton Economic Development Strategic Plan (April 9, 2015)					●		
Tax Incremental Financing District Plans (Various, 2013)					●		
On-Street Bike Lane Plan (Sept 15, 2010)		●					
Fox Cities and Greater Outagamie County Regional Housing Strategy	●						
Appleton Transportation Management Area: Long Range Transportation		●					
City of Appleton Valley Transit Development Plan – 2020		●					
Fox Cities Transportation Improvement Plan		●					
Appleton TMA and Oshkosh MPO Bicycle and Pedestrian Plan		●					
Statewide Long-Range Multimodal Transportation Plan		●					
Wisconsin Rail Plan 2050		●					
Wisconsin State Freight Plan		●					
Active Transportation Plan 2050		●					

PRIOR PLAN STRUCTURE

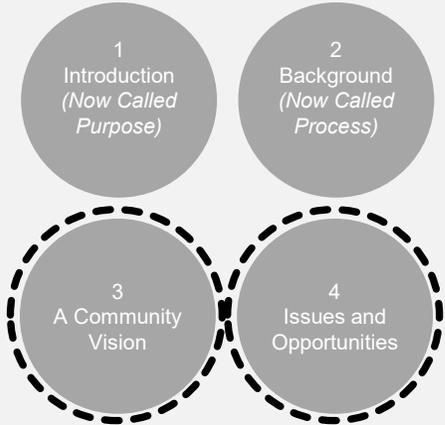


CURRENT PLAN STRUCTURE

Sections with a dashed black line are fully updated and replaced. The others have lighter edits to meet best practices, recent trends, and City initiatives.

18
Parks and Rec
Plan (while this
is referenced, it
is now adopted
separately)

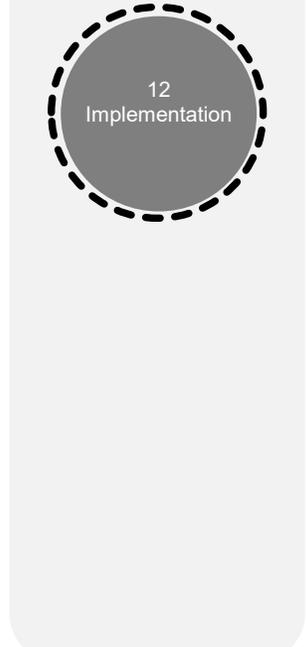
1 Introduction



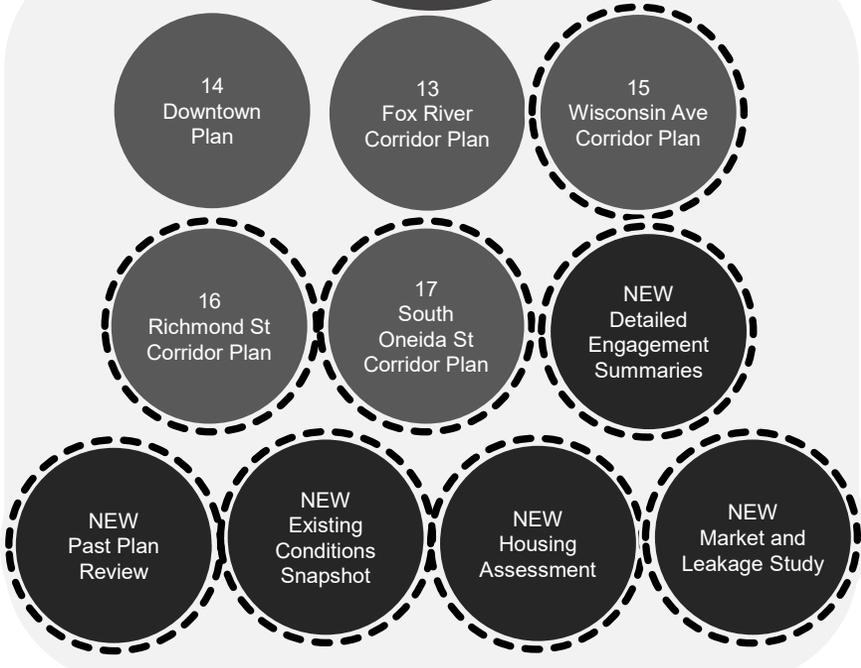
2 Goals



3 Implementation



4 Appendixes and References



2 SUMMARY OF PRIOR PLANS

In addition to integrating recommendations from the prior master plan and updating them, there are findings from several other recent City and regional plans that were reviewed and will be seen in the updated comprehensive plan. Following are several plans with specific recommendations that were directly incorporated as part of *Plan Appleton* goals and actions.

APPLETON COMPLETE STREETS DESIGN GUIDE

Summary

Complete streets are multi-faceted and holistic streets that support multimodal transportation, active commerce, and vibrant communities. They meet the needs of a growing and thriving city by improving safety, enhancing access, and leading to even more growth in the community. The design guide is used to support City of Appleton staff in identifying and implementing complete street design solutions from initial concept through final engineering. The Transportation section will focus on ensuring a future network of complete streets throughout the City.

Topic Areas Covered

- Transportation

Values

- Safety
- Health
- Sustainability
- Connectivity

How This Will be Incorporated in the Plan

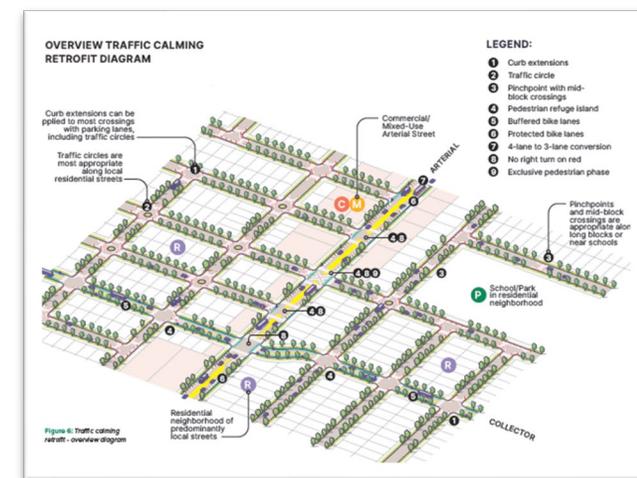
- Reference the plan in the transportation areas and add an objective about implementing the Complete Streets guide as roads are improved, reconstructed, or developed.
- Link the street types to land use place types for easier implementation over time.



TYPICAL CROSS-SECTIONS

Table 2 below highlights the typical complete street cross-sections included in this guide. While this list is not exhaustive, it presents a starting place for most streets in Appleton. The cross sections on the following pages illustrate a variety of preferred cross sections. When the requirements for a preferred cross section cannot be met, the minimum widths for the complete street can be explored.

ID	Pg	Name	Description	Contexts	When to use*
L.1	16	Residential Traditional Local	Residential local street with parking along both sides.	R	• High parking demand
L.2	16	Residential Smart Local	Residential local street with parking along one side.	R	• Average to low parking demand • Constrained ROW
L.3	17	Generic Traditional Local	Local street with parking along both sides.	C, M, P, T	• High parking demand
L.4	17	Generic Smart Local	Local street with parking along one side.	C, M, P, T	• Average to low parking demand • Constrained ROW
L.5	18	Industrial Smart Local with Sidewalk	Industrial local street with parking along one side and a sidewalk.	I	• Average to low parking demand • Critical corridor for bike connectivity
C.1	19	Low-Density Residential Collector	Residential collector street with parking along one side and a sidewalk.	R, P, T	• Residential low-density neighborhoods • Medium to low parking demand
C.2	19	Bike Priority Collector	Residential collector street with buffered bike lanes on both sides.	R, P, T	• Critical corridor for bike connectivity • Average to low parking demand
C.3	20	Multimodal Collector	Commercial collector with parking along one side and bike lanes along both sides.	C, M, P, T	• Critical corridor for bike connectivity • Average to low parking demand
C.4	20	Generic Traditional Collector	Adaptable collector with parking along both sides.	R, C, M, P, T	• High parking demand areas only, particularly in commercial areas
C.5	21	Generic Smart Collector	Adaptable collector with parking along one side.	R, C, M, P, T	• Average to low parking demand
A.1	22	Boulevard	Arterial with center median and protected bike lanes.	R, P, T	• Critical corridor for bike connectivity • Road diet and impervious surface reduction
A.2	22	Multimodal Arterial	Arterial with parking on one side and protected bike lanes.	C, M, P, T	• Critical corridor for bike connectivity • High to average parking demand



APPLETON HOUSING DEVELOPMENT POLICY GUIDE

Summary

This guide was a review of Appleton housing-centric policy materials and facilitated engagement activities with key internal and external stakeholders to identify opportunities for refinement and improvement of City of Appleton housing-centric policies, processes and communication to reduce barriers to housing-centric development and encourage near-term and long-term housing-centric investment in the community.

Topic Areas Covered

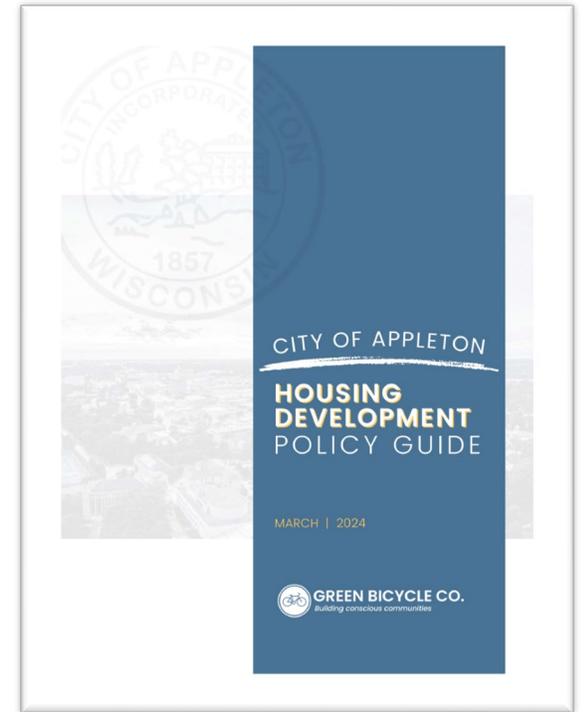
- Housing
- Land Use & Development
- Intergovernmental Cooperation and Communications

Values

- Affordability
- Community
- Trust

How This Will be Incorporated in the Plan

- The five core themes and recommendations will be incorporated in the housing areas of the updated plan except any that are already complete.
- The updated plan will include elements inspired by this policy guide including
 - Callouts for engagement results
 - Funding opportunities and tools
 - Process guides such as the ADU Basics (pages 26-27)



2023

APPLETON HOUSING AFFORDABILITY REPORT

Summary

In 2018, the Wisconsin State Legislature approved new legislation which requires villages and cities of 10,000 population or more to provide two separate annual reports related to housing affordability and housing fees in an effort to shed light and foster potential change on affordable housing issues across the state. The housing area of the comprehensive plan will have a focus on affordability and what is needed to ensure Appleton remains an affordable and welcoming place to live.

Topic Areas Covered

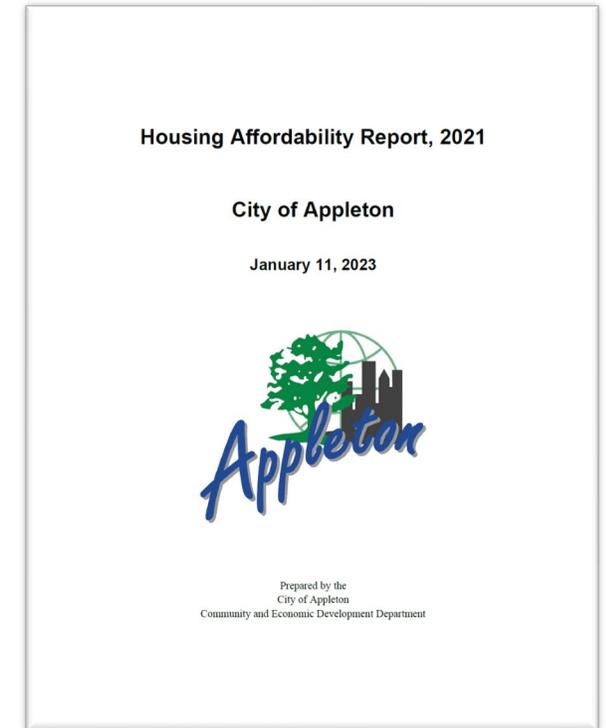
● Housing

Values

Affordability

How This Will be Incorporated in the Plan

- An updated summary on development completed to fill the housing gap will be included in the housing area.
- A description of findings around affordability and what is impacting affordable housing in Appleton will be included in the housing area.



2023

APPLETON GROWTH REPORT

Summary

Each year, the Community and Economic Development Department prepares an Annual Growth Report (Report). The purpose of the Report is to analyze growth figures over a period of ten years to determine how and where growth is happening, as well as what will impact future growth and development, which will inform the land use and development recommendations of the Comprehensive Plan.

Topic Areas Covered

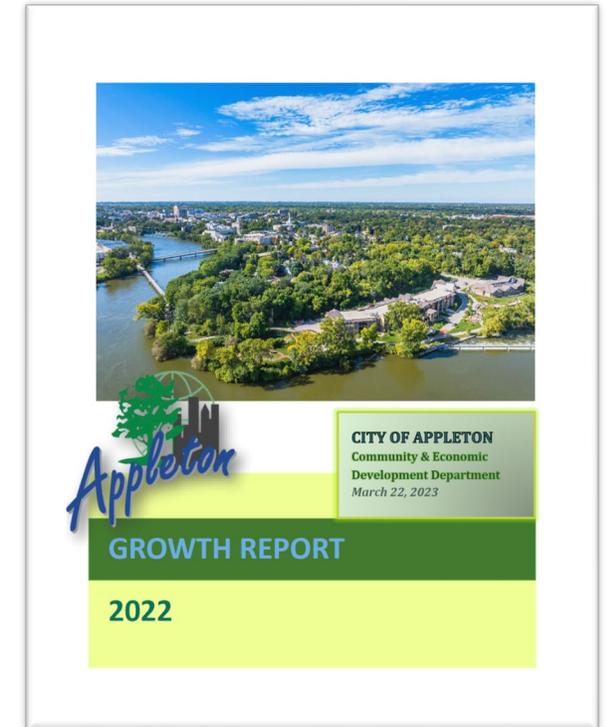
-  Housing
-  Economy
-  Land Use & Development

Values

Affordability
Prosperity
Vibrancy

How This Will be Incorporated in the Plan

- An updated analysis of development to date will be included in the housing areas.
- The challenges to Growth listed on page 38 will be included in the land use areas to support the narrative about emphasizing infill and sustainable neighborhood design.
- The Future Land Use map will align with the opportunities listed on pages 39-40.



COLLEGE NORTH NEIGHBORHOOD PLAN

Summary

The City of Appleton launched the College North Neighborhood Plan to all of the current initiatives - both private and public – happening in the area. The result is a coordinated vision for development and streetscapes enhancements going forward that contribute to a vibrant place to live and work. The Land Use and Development recommendations of the Comprehensive Plan will support this vision.

Topic Areas Covered

- Housing
- Transportation
- Land Use & Development

Values

- Safety
- Community
- Vibrancy

How This Will be Incorporated in the Plan

- Land use recommendations will align with the mixed-use strategy recommended for development and redevelopment opportunity sites (pages 22-39).
- Transportation recommendations will incorporate the streetscapes plans and design recommendations of the plan (pages 53-54).
- Transportation recommendations for rail will note the potential for a passenger rail station in the College North neighborhood (pg 55).
- Transportation recommendations around parking will include the recommendation from the College North plan to conduct point-in-time parking counts twice annually to monitor parking demand and supply, adjust parking management accordingly, and assist property owners in improving parking efficiency.



DOWNTOWN STREETScape DESIGN GUIDE

Summary

The design guide provides guidance to ensure the streets of Downtown Appleton are highly multi-modal spaces with shopping and recreation, employment, open space, health and wellbeing, safety, and identity of the downtown area. The transportation plan will support a safe, connected, activated street network Downtown.

Topic Areas Covered

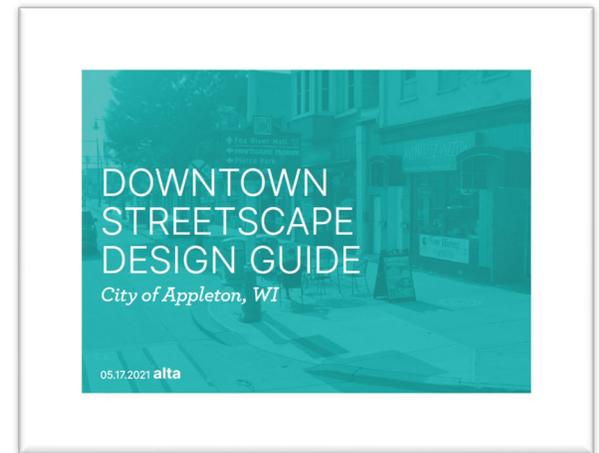
- Transportation

Values

- Safety
- Vibrancy
- Connectivity

How This Will be Incorporated in the Plan

- The graphic style of diagrams will be inspiration for diagrams used for the corridor studies of the Comprehensive Plan.
- There will be an action in the transportation areas to implement the Downtown Streetscape Design Guide.
- The transportation areas will support the Design Guide with an objective focused on multi-modal transportation.



CREATE A SUSTAINABLE CITY

Summary

As a major landowner, employer, building manager, fleet operator, utility owner and operator, consumer of goods and services, and service provider, the City of Appleton has both the opportunity and the capacity to bring about significant improvements in environmental quality in and around the region. By integrating environmentally sustainable practices into City policies, procedures, operations, and fostering collaboration across City government, the City’s Sustainability Master Plan- Creating a Sustainable City, works to protect and enhance the quality of life for present and future generations in the City of Appleton.

Topic Areas Covered

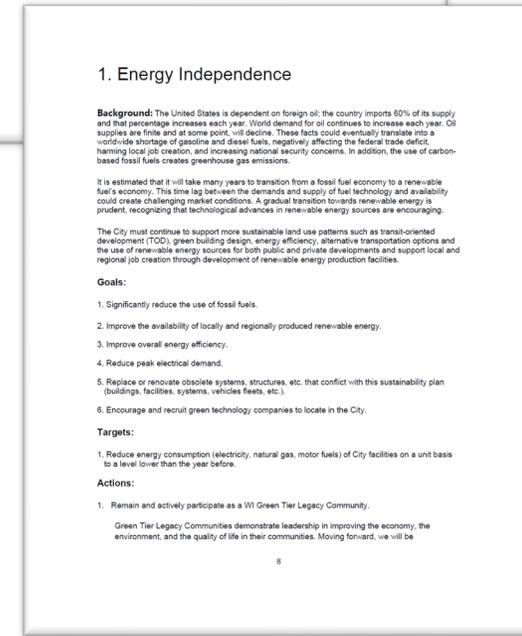
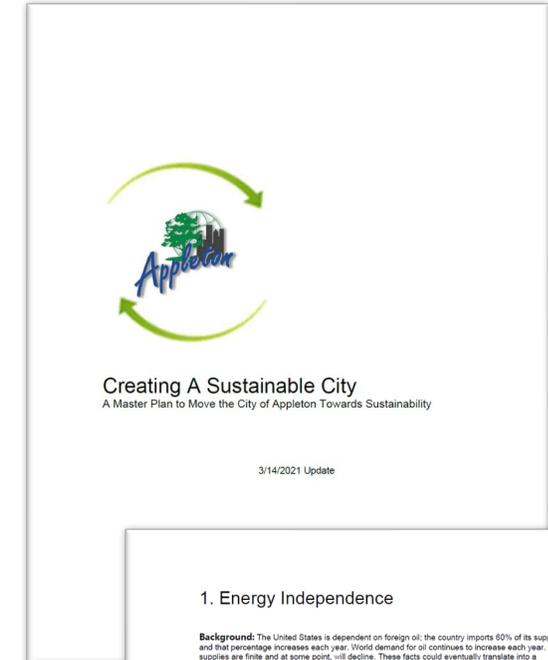
- Utilities and Community Facilities
- Agricultural and Natural Resources

Values

Sustainability

How This Will be Incorporated in the Plan

- Incorporate new goals and targets outlined in Create a Sustainable City into the utilities and community facilities areas or the agricultural and natural resources areas as appropriate.
- Frame recommendations for a future update knowing Parks and Rec, who maintain the plan, are preparing for an update.
- Integrate sustainability as part of “wise development” in the land use areas.
- Include large scale examples of Appleton’s success stories without going into the detailed timelines of Create a Sustainable City.
 - I.e. Could include the fact that Appleton received a Tree City USA Award for the 27th year in a row in 2024 instead of listing every year it won an award.



COMPREHENSIVE OUTDOOR RECREATION PLAN

Summary

A Comprehensive Outdoor Recreation Plan (CORP) is a formal document designed to assist communities in the development of park and open space amenities that will satisfy the needs of their citizens. The Comprehensive Plan supports the CORP and ensures land use, transportation, and other design elements enhance and connect people to quality park spaces.

Topic Areas Covered

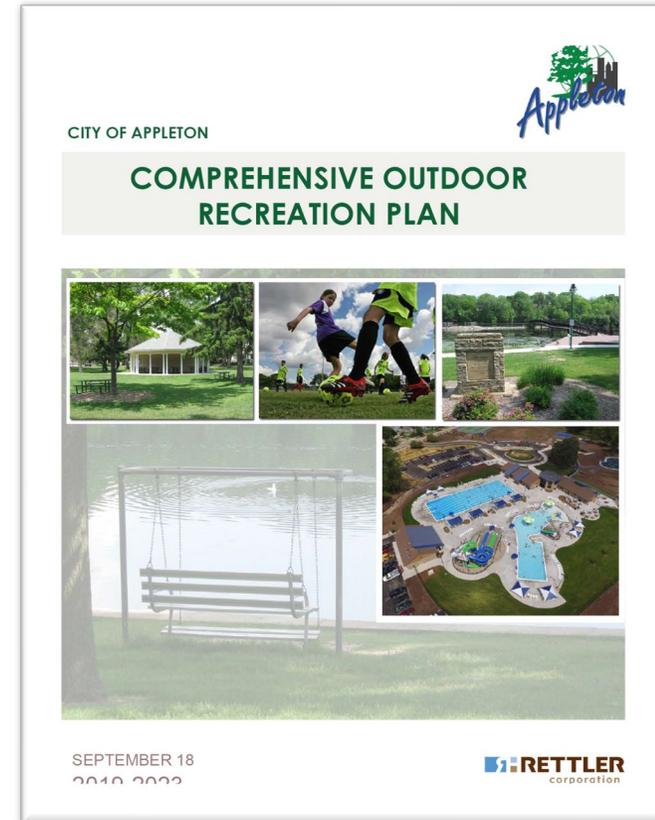
- Agricultural and Natural Resources

Values

- Safety
- Community
- Sustainability

How This Will be Incorporated in the Plan

- There will be an action in the agricultural and natural resources areas to implement the Comprehensive Outdoor Recreation Plan. There are also several objectives and actions in the plan supporting the goals of the Comprehensive Outdoor Recreation Plan.
- A summary table of the park acres by type available in Appleton (pages 25-26) will be included in the agricultural and natural resource areas.
- Include reference to new CORP being adopted concurrent to the comp plan.



APPLETON TRAILS MASTER PLAN

Summary

The Appleton Trails Master Plan explores opportunities to enhance and expand multi-modal facilities, for both recreation and transportation purposes within the City of Appleton. The Comprehensive Plan’s transportation and recreational recommendations align with the findings of the Appleton Trails Master Plan.

Topic Areas Covered

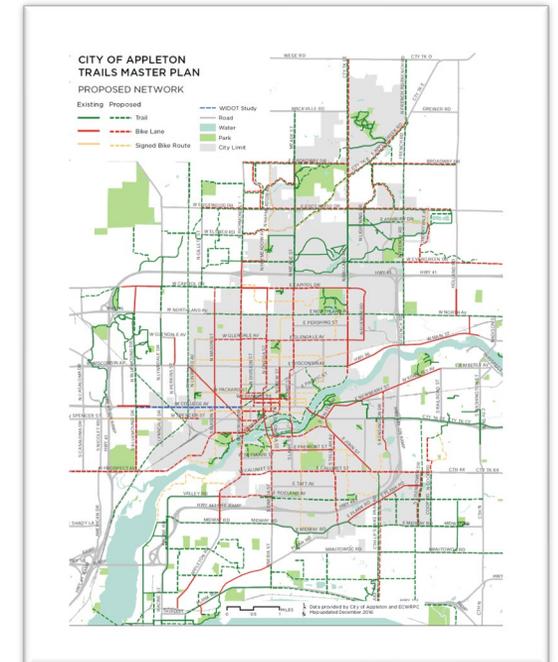
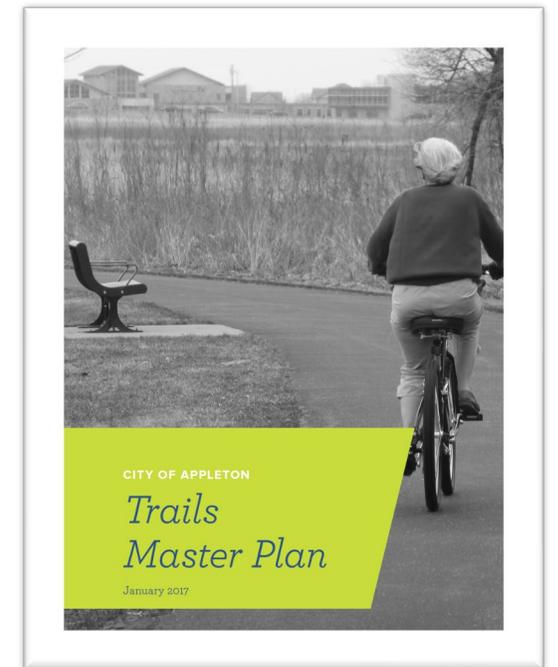
- Transportation
- Agricultural and Natural Resources

Values

- Safety
- Connectivity

How This Will be Incorporated in the Plan

- An updated version of the Proposed Trails Network Map (page 30) will be placed in the transportation areas, combined with the bike plan recommendations. A note will be made in the area that non-motorized connection will be a collaborative effort between trails, managed by Parks and Rec, and bike lanes, managed by public works.
- There will be a section of the transportation areas dedicated to trails and recommend the implementation of the Trails Master Plan, specifically using the established prioritization criteria (page 49).



DOWNTOWN APPLETON MOBILITY PLAN

Summary

The Downtown Appleton Mobility Plan evaluated strategies that would improve multi-modal mobility and traffic circulation in downtown Appleton. The Comprehensive Plan will include transportation recommendations that support a safe and vibrant Downtown as envisioned in the Mobility Plan.

Topic Areas Covered

- Transportation

Values

- Safety
- Vibrancy

How This Will be Incorporated in the Plan

- The transportation areas of the plan will include recommendations that address the key issues identified in the Downtown Mobility Plan on pages 9-12 with a focus on
 - Biking Facilities
 - Safe Crossings and Intersections
 - Increasing people using downtown streets
 - Increasing access to Fox River from Downtown
 - Creating safe rail crossings
 - Accommodating loading zones
 - Smart parking design
- Many of these recommendations are also already incorporated in the Downtown area of the current comprehensive plan, which will be turned into an appendix of the future comprehensive plan.

Downtown Appleton Mobility Plan

August 2016



ECONOMIC DEVELOPMENT STRATEGIC PLAN

Summary

The Economic Development Strategic Plan details the unique strengths to the Appleton area and how the City can be a home for well-paying, quality jobs for residents. This plan and updated data serve as a base for the economic recommendations of the Comprehensive Plan.

Topic Areas Covered

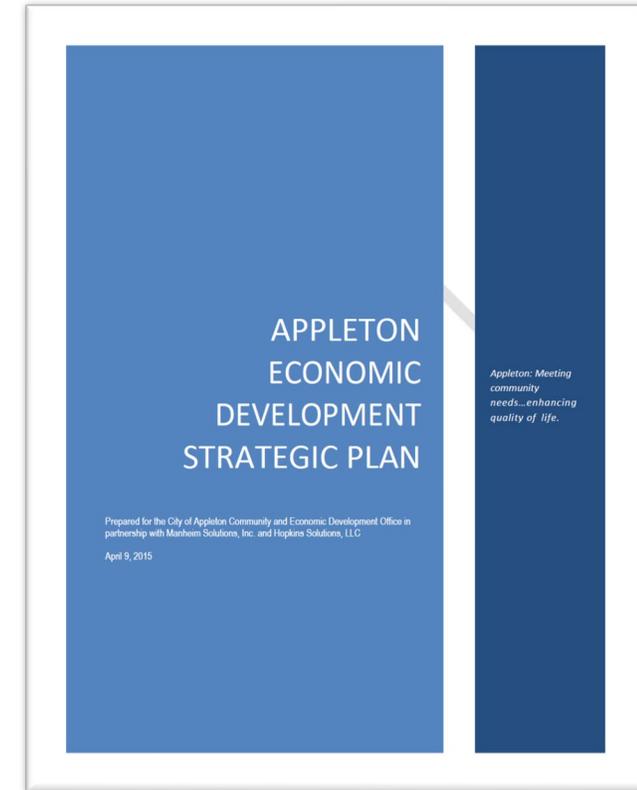
- Economy

Values

Prosperity
Vibrancy

How This Will be Incorporated in the Plan

- Updated economic data such as employment trends, permits, and demographics will be incorporated in the Comprehensive Plan.
- The target industry list on page 161-162 will be included in the economic development areas of the plan.



CITY OF APPLETON ON-STREET BIKE LANE PLAN

Summary

The City of Appleton has created this On-Street Bicycle Lane Plan to guide decision-making for facility improvement and installation, education programming, and funding acquisition. With multi-mobility as a key aspect of Appleton's future transportation, the On-Street Bike Plan will be incorporated as part of a larger transportation strategy in the Master Plan.

Topic Areas Covered

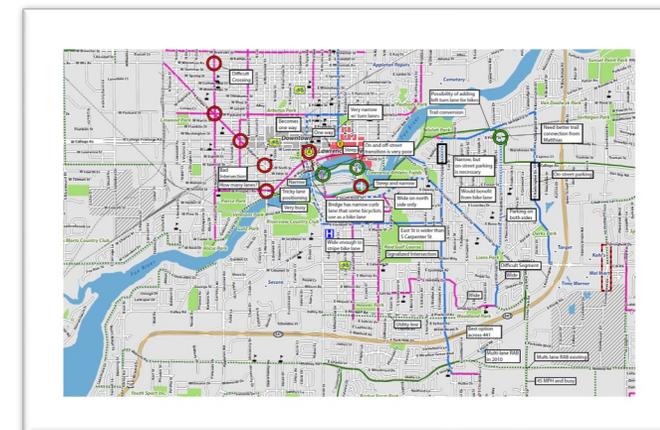
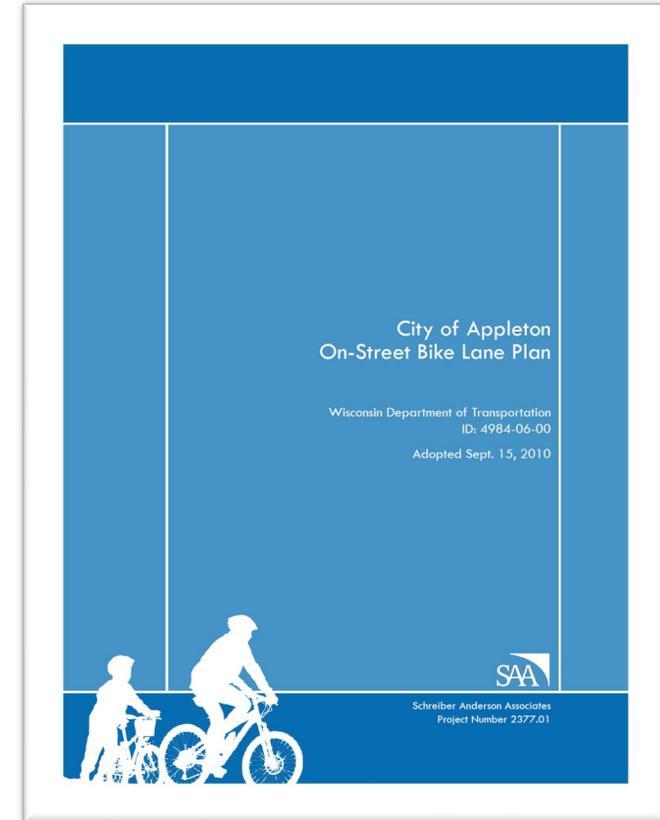
- Transportation

Values

- Safety
- Connectivity

How This Will be Incorporated in the Plan

- Updated versions of the Bicycle Routes map (page 94), Bicycle Levels of Services Maps (pages 97-99), and Proposed Bicycle Routes (pages 100-103) will be placed in the transportation areas as part of a non-motorized transportation map. It will be combined with recommendations from the Appleton Trails Master Plan. A note will be made in the plan that non-motorized connection will be a collaborative effort between trails, managed by Parks and Rec, and bike lanes, managed by public works.



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1. Introduction

About Northland Avenue and Richmond Street Subarea

The northern extent of the Northland Avenue and Richmond Street subarea is defined by large-scale suburban commercial development along Northland Avenue, including key commercial hubs such as Northland Mall and Festival Foods, which feature expansive surface parking lots. Along the northern part of Richmond Street commercial corridor, smaller businesses are typically set back from the street, with parking areas positioned in front of the buildings. The older commercial properties in the southern part of the Richmond Street subarea were developed with an urban character.



Existing conditions around the Northland Mall area



Map of the study area of Northland Avenue and Richmond Street Subarea

Key Takeaways from Previous Plans

The 2010–2030 Comprehensive Plan included a focus on the Richmond Street subarea, extending as far south as College Avenue. The current study area includes Northland Avenue area and focuses on the segment of Richmond Street north of Glendale Avenue. Although the plan was adopted fifteen years ago, many of its key takeaways remain relevant today. The current subarea planning effort builds upon these foundational goals, reinforcing strategies that continue to align with community needs and priorities. The following six takeaways remain a focus for the Northland Avenue and Richmond Street subarea.

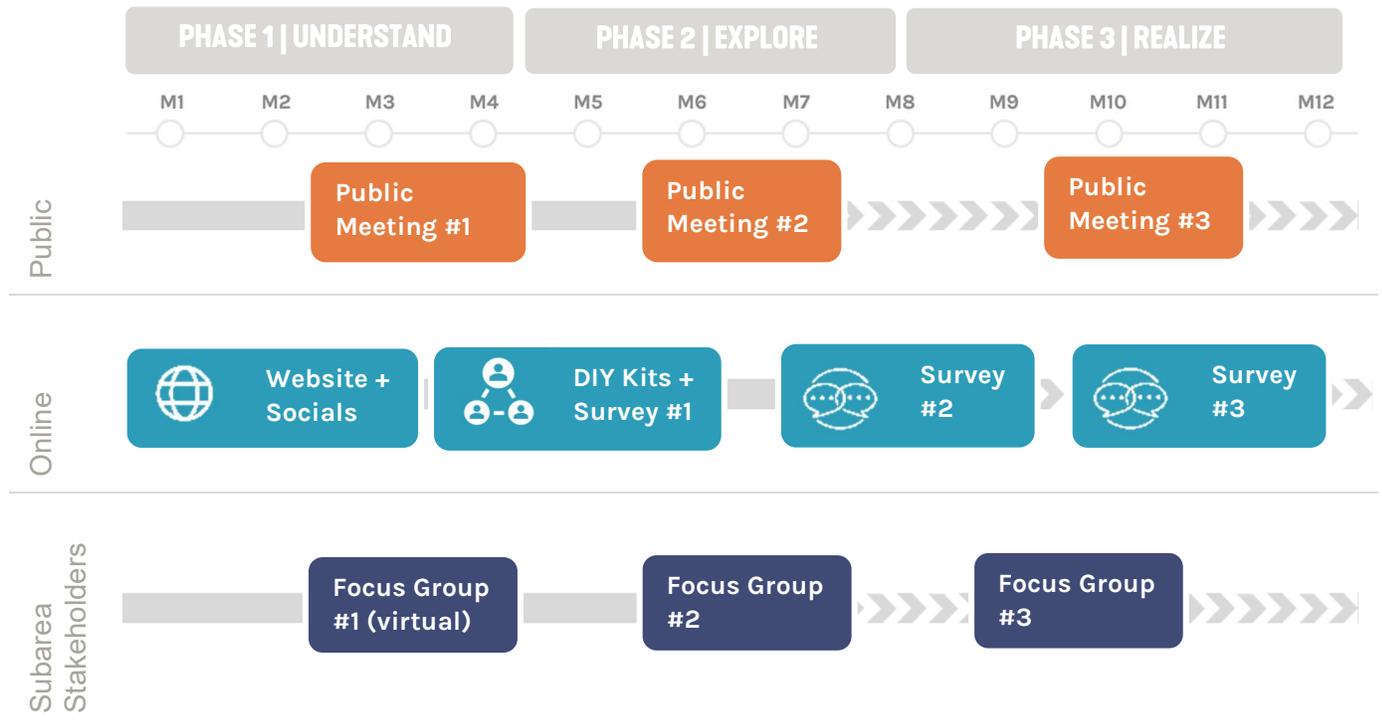
- Enhancing landscaping and streetscape elements
- Promoting mixed-use development
- Redeveloping vacant and underutilized sites
- Encouraging pedestrian-oriented building design
- Supporting transit services
- Promoting sustainable practices



Typical suburban commercial developments along North Richmond Street

Process

Project Timeline and Engagement



Public Meetings

Several in-person meetings were held to engage the public in the subarea planning process. The first public meeting took place on November 19, 2024. Community members were invited to an open house where they could learn more about the project. Stations for each of the three subareas were set up, allowing attendees to share their visions and values for each area.

At the second public workshop, held in March 2025, table exercises invited participants to identify locations for improvement related to the public realm, redevelopment, and mobility. Community members were invited to participate in an interactive "imaginary developer" exercise using LEGO pieces to envision future redevelopment of the Northland Mall site.



Online Engagement & DIY Mobile Toolkits

All in-person activities were translated into an online survey to extend outreach and ensure feedback from as many voices as possible.

A mobile toolkit was specifically created during the first phase of engagement to enable individual community groups to discuss and share their visions for the City and its subareas.



Subarea Focus Group Meetings

Subarea focus groups met at key points throughout the planning process to help shape the vision and share concerns for the future of each subarea. The first virtual meeting was held on November 9, 2024, followed by an in-person meeting in March 2025 at the Appleton Public Library. The final focus group meeting to review the plan findings was held in July 2025.



WHAT WE HEARD



Include mixed use housing; add units to revitalize mall.

Create a compelling vision for the Northland Mall; so much potential

The roundabout is difficult to navigate for cars and unsafe for pedestrians.

Extensively green the Northland/ 00 corridor

Make connections across Richmond to connect neighborhoods

Wheelchair accessible sidewalks and curbs

A summary of comments from the public engagement events

Visitor Trends

The average person visited this subarea

6 times

in 2024.

Although the number of visitors has increased by 12.5% since 2022, the frequency of visits has decreased by 7.1% over the same period.



People spent an average of

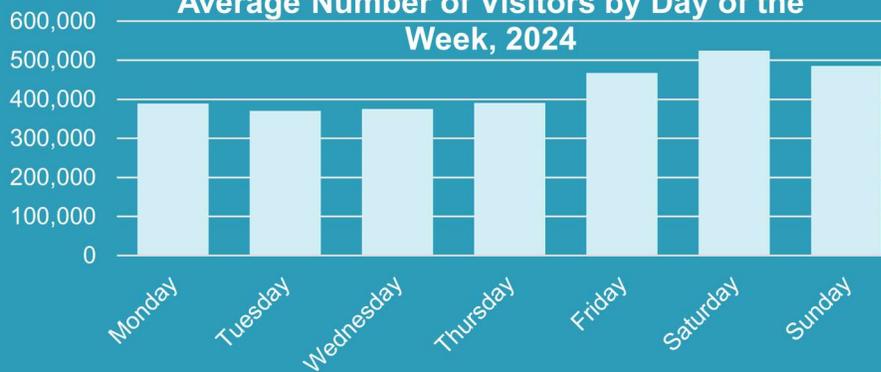
63 minutes

in the subarea when they visited in 2024.

This is long enough to grab a quick casual meal and browse one or two shops.



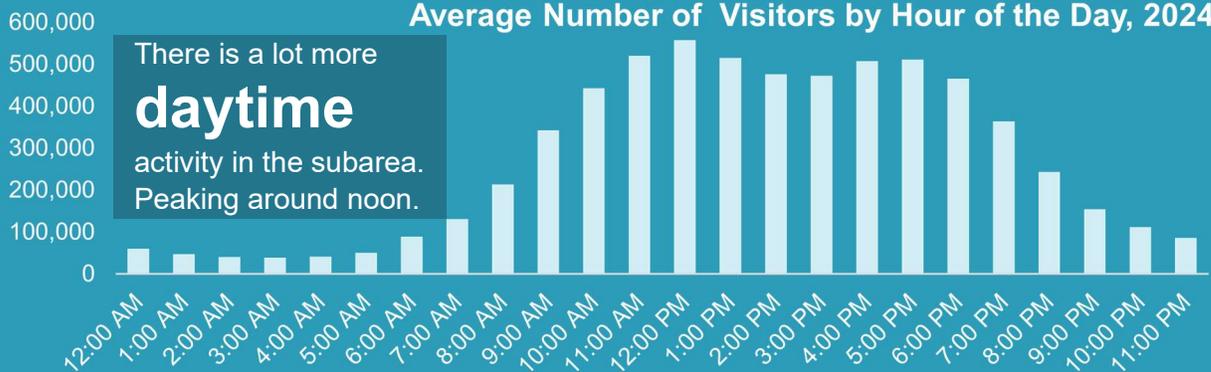
**Northland Richmond Subarea
Average Number of Visitors by Day of the Week, 2024**



There were over **3 million** visits to this subarea in 2024. Saturday was the most popular day for people to stop by.



**Northland Richmond Subarea
Average Number of Visitors by Hour of the Day, 2024**



There is a lot more **daytime** activity in the subarea. Peaking around noon.

Source: Visitor data was captured using PlacerAI, which tracks cell phone and spending trends from January 01, 2024 to December 23, 2024. This program counts visits when a mobile device user spends at least 7 to 10 minutes at a specific location. A buffer was applied to only collect records from individuals who live outside the subarea.

2. Goals

The following goals summarize the vision for Northland Avenue and Richmond Street subarea, based on insights gathered through the planning process and community engagement.



See Chapter 3: Development

Development

Encourage redevelopment that increases housing supply and supports mixed-use development.

- Expand housing opportunities and promote redevelopment
- Foster mixed-use and higher density development
- Strengthen community connections and livability with redevelopment
- Support high-quality and cohesive urban design



See Chapter 4: Enhance Mobility

Mobility

Enhance mobility and neighborhood connections.

- Expand and enhance multi-modal transportation options to improve access and mobility for all users
- Strengthen safety and access for all users and enhance non-motorized connections to existing neighborhoods
- Apply Complete Streets Design Guide principles to create a welcoming and inclusive environment for all modes of transportation



See Chapter 5: Improve Community Character

Character

Improve streetscape and landscaping.

- Promote sustainable and inclusive development
- Enhance the public realm with landscape and pedestrian amenities
- Create a vibrant, artful, and engaging streetscape and reduce clutter
- Enhancing streetscapes and pedestrian infrastructure within the subarea to make it safe, inviting, and walkable

Opportunities Map

There are several key development opportunities that were identified through the visioning process as opportunities for redevelopment, new development, or site enhancements to enhance the walkability, vibrancy, and residential opportunities of the area.

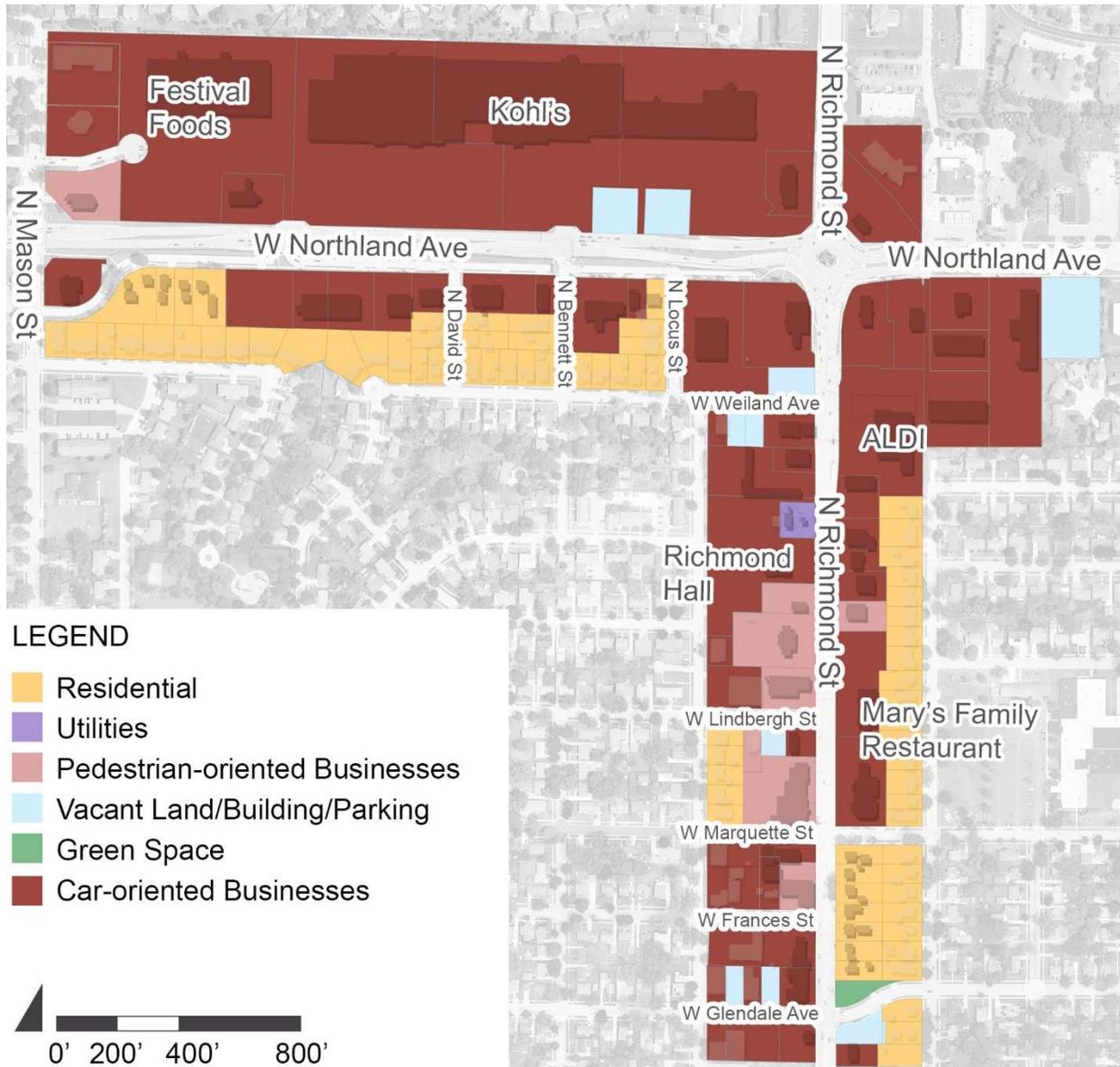
1. Northland Mall Area | Potential for larger mixed-use redevelopment
2. Richmond Hall Area | Enhance Richmond Hall and new housing along Locust Street
3. Neighborhood Connection | Connect existing neighborhoods to Richmond St.
4. Out Lots | Activate the subarea with development along the street frontage
5. Gateway Development Opportunity | Redevelopment that welcome people to the area
6. Redevelopment Opportunities | Potential for infill and redevelopments
7. Roundabout Area | Potential for improvements
8. W Glendale Ave and N Richmond St | Potential for active green space



3. Development

Existing Land Use and Character

Typical car-oriented suburban commercial businesses are the most common type of establishment within the Northland Avenue and Richmond Street subarea. South of W. Marquette Street, on the east side of N. Richmond Street, the subarea transitions into predominantly single-family neighborhoods. Green space and public spaces are limited within the subarea. The subarea's existing land use typologies are described below and illustrated on the map that follows.



Residential

Character

- Mostly single-family homes with traditional architectural styles.
- Front stoops/porches are typical

Strategy

Maintain and improve façades. Develop underutilized lots for new housing. New development should have street-oriented architecture and pedestrian friendly designs.



Pedestrian-oriented Businesses

Character

- 0' or small setback from the street. Often have rear parking.
- Typically, one to two stories.
- Often occupied by local businesses.

Strategy

Improve façade, retain local businesses, improve pedestrian experience with better lighting and landscape features.



Car-oriented Businesses

Character

- Buildings typically have larger setback from the street
- Parking is often located at the front or side of the building
- Some businesses include drive-through facilities

Strategy

Improve frontage landscape, create public gathering space. Limit impacts from auto-related uses, screen parking, and transition to pedestrian-oriented businesses in the long term. The redevelopments can have higher intensity land use adjacent to Northland Avenue and Richmond Street and transition to less intensity towards existing neighborhoods. Shared access points should be considered during redevelopment.



Vacant Land/ Building/Parking

Character

- Vacant land or vacant building.
- Often paved and used as parking.

Strategy

Recruit new businesses and redevelop vacant land, building, and underutilized parking for development or community use.

The redevelopment should apply pedestrian-friendly design and activate the street frontage.



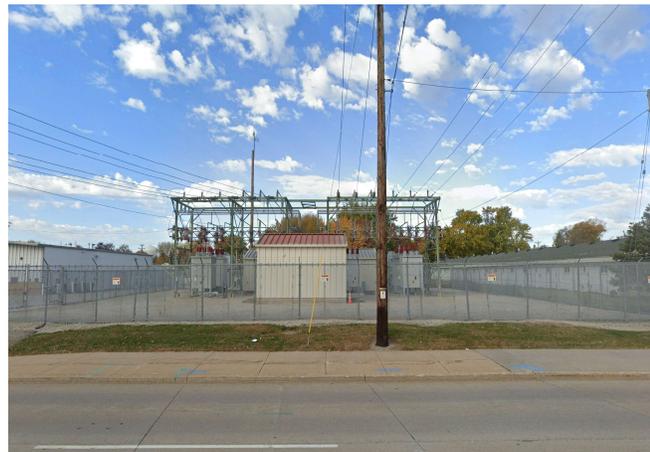
Utilities

Character

- A utility substation with transformers is located along Richmond Street.
- The utility area is fenced with limited access

Strategy

Screen the utilities with landscape and art in the near term. Relocation should be considered in the long term to open up opportunities for other uses.



Development Character

As most existing buildings along Northland Avenue and Richmond Street are commercial establishments, the public has expressed support for higher-density, multi-story development in these areas. New developments should be designed to transition gradually to lower-density residential neighborhoods, maintaining the existing neighborhood character.

The redevelopment should also encourage a diverse mix of housing types to serve residents across a range of income levels. Market-rate housing can be integrated with subsidized or affordable units to foster inclusive, mixed-income neighborhoods.

In addition, the redevelopment presents an opportunity to incorporate a variety of community-valued amenities, such as daycare facilities, winter activity spaces, places for social gathering, and accessible green space.



Mixed-use Mid-Rise

An active, transparent ground floor brings life to the street, fostering connection between indoor uses and the public realm and introduces higher density.



Mixed-use Low-Rise:

An active, transparent ground floor brings life to the street, fostering connection between indoor uses and the public realm.



Multifamily:

Context-sensitive multifamily housing introduces density to meet housing demand while preserving the character of surrounding single-family neighborhoods.



Neighborhood Commercial:

Small-scale businesses that serve a residential neighborhood's basic needs, reducing the need to travel longer distances by car.



Townhouse:

The scale of townhouse housing blends into the neighborhood fabric, offering more housing without compromising the subarea's identity.



Pedestrian Friendly Streets

Large scale redevelopment in Northland Mall area presents opportunities to create new pedestrian friendly streets.



Civic Spaces

Accessible and welcoming civic spaces provide opportunities for community gathering, public services, and civic engagement.



Public Green Space

Well-designed public green spaces offer ecological, stormwater infrastructure, and health benefits while enhancing neighborhood livability.

Development Concepts

- 1 The Northland Mall area, currently characterized by large big-box retail stores and expansive parking lots, offers the most significant redevelopment opportunities to establish a vibrant mixed-use center with upgraded community amenities.
- 2 The Richmond Hall area demonstrates the opportunities to create building frontage along both Richmond and North Locust Streets as the parcels on the west side of Richmond Street have a generous depth of approximately 370 feet. Land use in this area can transition from mixed-use development along Richmond Street to the existing residential neighborhoods on the surrounding streets. Enhancements to Richmond Hall could serve as an example for similar building improvements within the subarea.



It is important to note that these concepts are **illustrative only** and all future development would require the **willingness and participation of existing property owners**.

Northland Mall Redevelopment

The Northland Mall area in Appleton covers more than 23 acres of land and presents a strong opportunity for mixed-use redevelopment, particularly due to the large retail buildings in the area. Redevelopment offers a chance to transform this underutilized area into a vibrant, inclusive district that integrates modern neighborhood retail and diverse housing options while supporting the retention of unique businesses that contribute to the area's character and accessibility.

The redevelopment character should retain the "funkiness" of existing spaces that serve local entrepreneurs, artists, and small businesses. This approach encourages new development that adds vibrancy without displacing the cultural and economic fabric that makes the area distinctive.

A mixed-use development presents an opportunity to introduce residential uses into an area currently dominated by single-use retail. Incorporating a variety of housing types can help meet the needs of residents across different generations and income levels in Appleton. The growing residential presence supports the vitality and long-term sustainability of the surrounding commercial spaces.

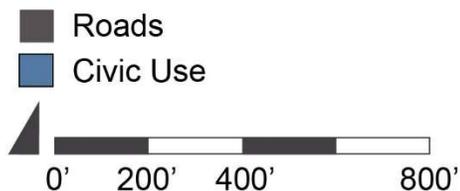
Without thoughtful reinvestment, Appleton risks continued loss of high-demand retail to newer developments in surrounding communities. A targeted and equitable redevelopment initiative would help retain customers, enhance the City's retail offerings, and ensure that Appleton remains a competitive, welcoming, and attractive destination for both residents and businesses.

Possible Land Use Approach



LEGEND

- Townhouses
- Multi-Family Residential
- Mixed-Use
- Proposed Open Space



Possible Phased Approach

The Northland Mall area spans a large footprint with multiple tenants under leases of varying lengths. Given these conditions, a phased redevelopment strategy is recommended and can be tailored to market conditions as redevelopment might occur over time. Phase I could introduce a new "main street" perpendicular to Northland Avenue, establishing a mixed-use development that promotes walkable access. Future phases could introduce a range of housing types with higher-density mixed-use development located at the corner of Northland Avenue and Richmond Street, gradually transitioning to lower-density residential areas adjacent to the existing neighborhood to the north.



This is an illustrative vision intended to inspire future redevelopment. While full-scale, coordinated redevelopment may be more feasible in the long term, current mixed tenancy and varied lease agreements could make phased redevelopment more challenging in the near term.



Promoting Intergenerational Activities Case Study

Community members have expressed a desire for expanded child care options and highlighted the benefits of co-locating child care facilities with senior housing. The redevelopment of the Northland Mall area presents a valuable opportunity to incorporate programming that thoughtfully integrates these complementary uses and fostering intergenerational connections.

Studies by Generations United show that intergenerational activities benefit people of all ages. Children develop stronger language skills, greater empathy, and improved academic performance. Parents and young adults experience reduced stress levels, while older adults show improved cognitive health and decreased social isolation.

Trinity Woods is an intergenerational housing community in northern Milwaukee, established in 2021. The community includes single-mother students, retired School Sisters of Notre Dame, and senior citizens living in a mix of student apartments, assisted living units, and independent living residences. A central “town center” connects all areas and features shared amenities such as a communal spaces—including a daycare center—generations.



Trinity Woods community, image from Trinity Senior Services library, dining hall, and other encouraging daily interaction across

Strategies to promote intergenerational use:

- Create shared programming: Develop participation from all age groups.
 - Design flexible and accessible spaces. playgrounds, senior centers, and conducive to intergenerational uses.
 - Partner with local schools and senior connect schoolchildren with older adults cultural exchange activities.
- community events that encourage
- Existing public spaces like libraries, community centers can be more
- housing: facilitate programs that through reading, cooking, or other

Brownfield Site Redevelopment

Certain properties, such as laundromats and gas stations, may be classified as brownfield sites due to potential environmental contamination. Property owners and developers are encouraged to collaborate with relevant stakeholders to pursue state and federal funding opportunities—such as EPA Brownfields Grants or programs offered by the Wisconsin Department of Natural Resources (DNR)—to support environmental assessment and redevelopment efforts.

Site Enhancements

Existing buildings and sites with visually disconnected frontages present opportunities to re-engage the community through improvements through building frontage environment. Potential financial assistance can be received through facade renovation programs, tax increment financing (should a tax increment district be established in the future), and business enhancement grants. These enhancements can provide a renewed sense of identity and foster stronger connection.

Storefront improvements have been shown to support retail retention and attract new businesses. Facade improvements, additional landscaping, and lighting enhancements can improve the image and pedestrian experience along the corridor.



Richmond Hall existing condition



Richmond Hall area proposed improvements with potential redevelopment in the back

The before-and-after images of Richmond Hall above illustrate strategies that could be applied to other businesses within the subarea. The improvements may include, but are not limited to:

- Building façade enhancements
- Landscape upgrades
- Signage
- Public space amenities such as seating area and benches

Business Enhancement Grant

A storefront façade improvement project can take advantage of funding through the City's Business Enhancement Grant, which allows property owners or tenants to make critical exterior upgrades to buildings that are outdated or have suffered from deferred maintenance. The program is administered by the Appleton Redevelopment Authority (ARA) and is designed to encourage investment in commercial properties throughout the City of Appleton. The grant currently does not have a steady revenue stream. The plan recommends that the City promote and explore ways to establish the grant as a consistent resource for businesses.



The relationship between the building edge on private property and the sidewalk or amenity zone in the public right-of-way plays a critical role in shaping the character, comfort, and functionality of the public realm.



4. Enhance Mobility

While Northland Avenue and Richmond Street are major transportation roadways and principal arterials connecting multiple destinations in Appleton. The areas along the roadways are also destinations themselves: places where people live and work, attend school, and shop. While accommodating vehicular traffic is important, the future design of the subarea must also be sensitive to residential context and the desire for neighbors to move around the subarea in other ways.

Strengthen Neighborhood Connections

Walking, biking, and transit are interconnected components of a strong, people-centered transportation network. A well-designed system of non-motorized facilities—including sidewalks, bike lanes, trails, and safe street crossings—ensures that residents and visitors can travel to and between key destinations within the subarea without relying solely on private vehicles. Enhancing these connections supports not only mobility, but also equity, sustainability, and community health.

Transit Access and Infrastructure

Improving access to and from transit services is critical to creating a more inclusive and reliable transportation system. Bus stops along Northland Avenue are located close to the roadway, where fast-moving traffic can pose safety concerns and create an uncomfortable experience for riders. Future improvements should include the addition of shelters, seating, and clear signage to enhance both comfort and visibility. Higher-density development and improved bike and pedestrian facilities could potentially increase ridership, which may lead to expanded transit service and improved accessibility for residents who rely on public transportation during non-standard hours.



Bus stop seating example

Enhance Connectivity

To strengthen neighborhood connectivity, direct and safe pedestrian routes must be prioritized—especially between residential areas and key destinations such as grocery stores, schools, parks, and community centers. Pedestrian access to grocery stores like ALDI is currently limited due to fencing and site layouts that prioritize vehicle circulation. A direct connection from Erb Street would improve walkability, reduce travel distance on foot, and enhance accessibility for those without cars.

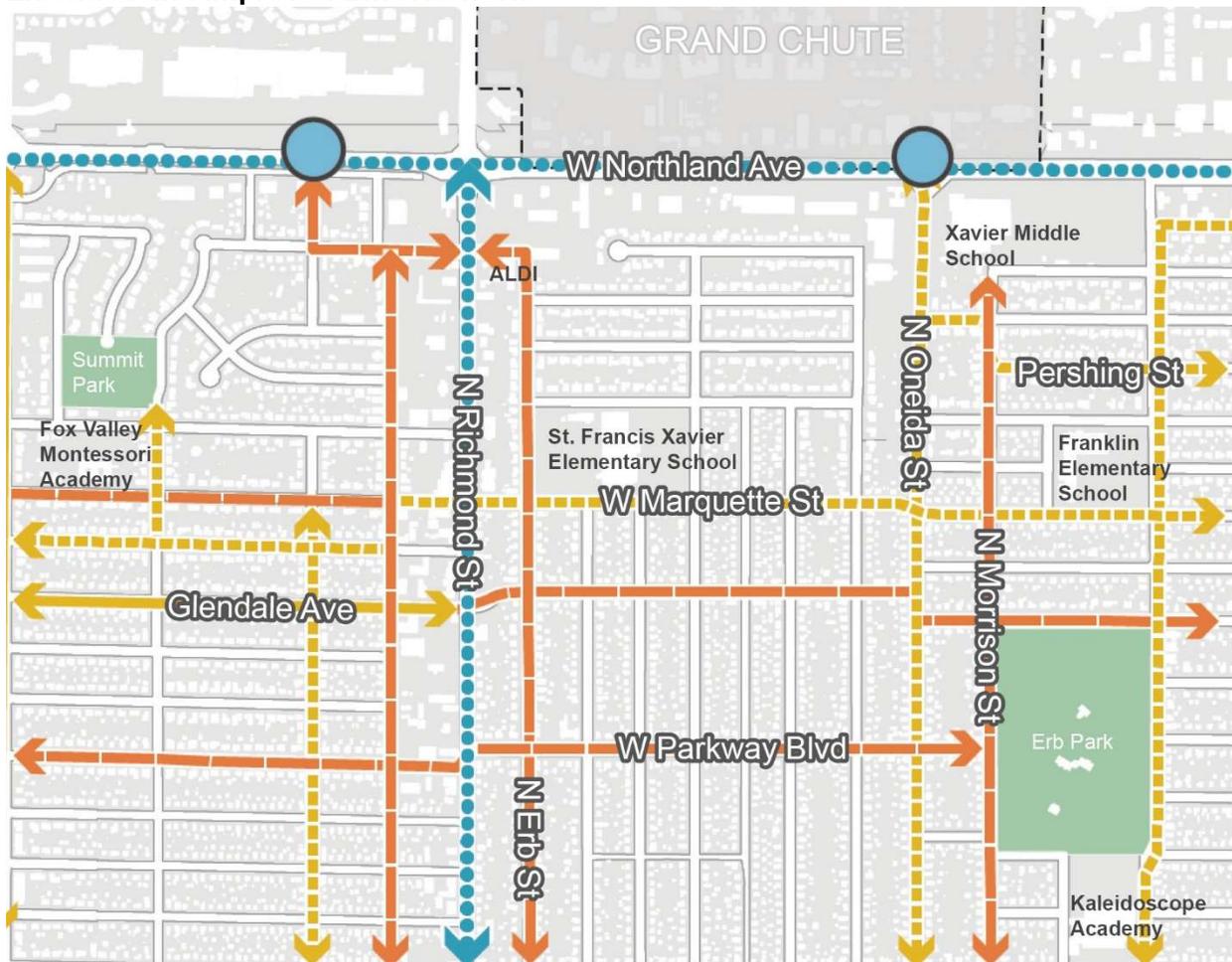


The fence around ALDI creates a barrier for access



Some neighborhood streets should allow bike to use the whole lane

Extended and Improved Bike Network



LEGEND

- | | | | |
|--|------------------------------|--|-------------------------|
| | Existing Bike Lane | | Neighborhood Bike Route |
| | Proposed Bike Lane/Route | | Parks |
| | Improve Streetscape & access | | Improve Crossing |

Suggested bike lane extensions and bike-friendly streets

Currently, there is no dedicated bicycle infrastructure along Northland Avenue and Richmond Street within the subarea. While existing bike lanes are present on West Glendale Avenue west of Richmond Street, this infrastructure should be extended east of Richmond Street to strengthen the connection to Erb Park and improve overall neighborhood connectivity.

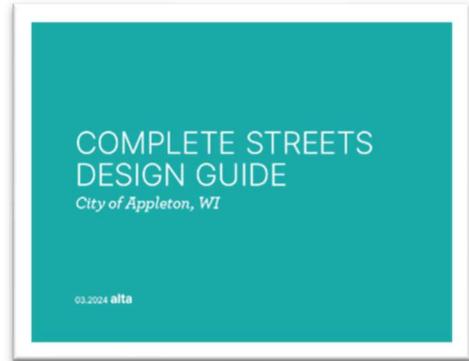
Additional neighborhood streets—such as West Marquette Street, West Parkway Boulevard — should also be promoted as bike-friendly neighborhood routes. This can be achieved through signage and markings that encourage cyclists to use these streets and alert drivers that bicycles are permitted to take the full lane. These improvements will create a safer, more connected environment for cyclists of all ages and abilities.

Complete Streets Design Guide

Complete Streets are multi-faceted and holistic streets that support multimodal transportation, active commerce, and vibrant communities.

The City enacted the Complete Streets Design Guide in 2024. The design guide is used to support City of Appleton staff in identifying and implementing complete street design solutions from initial concept through final engineering as well as retrofitting existing facilities.

The design guide provides guidance to ensure the streets of Appleton are highly multi-modal spaces with shopping and recreation, employment, open space, health and wellbeing, safety, and identity of the downtown area. The subarea transportation should follow the guide with an objective focus on multi-modal transportation.



Tactical Improvements

Tactical improvements are short-term and low-cost quick build projects used to enhance mobility. Common strategies include repainting, signage, plastic curbs, planters, boulders, and barriers. The community can test ideas such as lane reductions, new bike lanes, or temporary buffers on streets before making permanent investments.

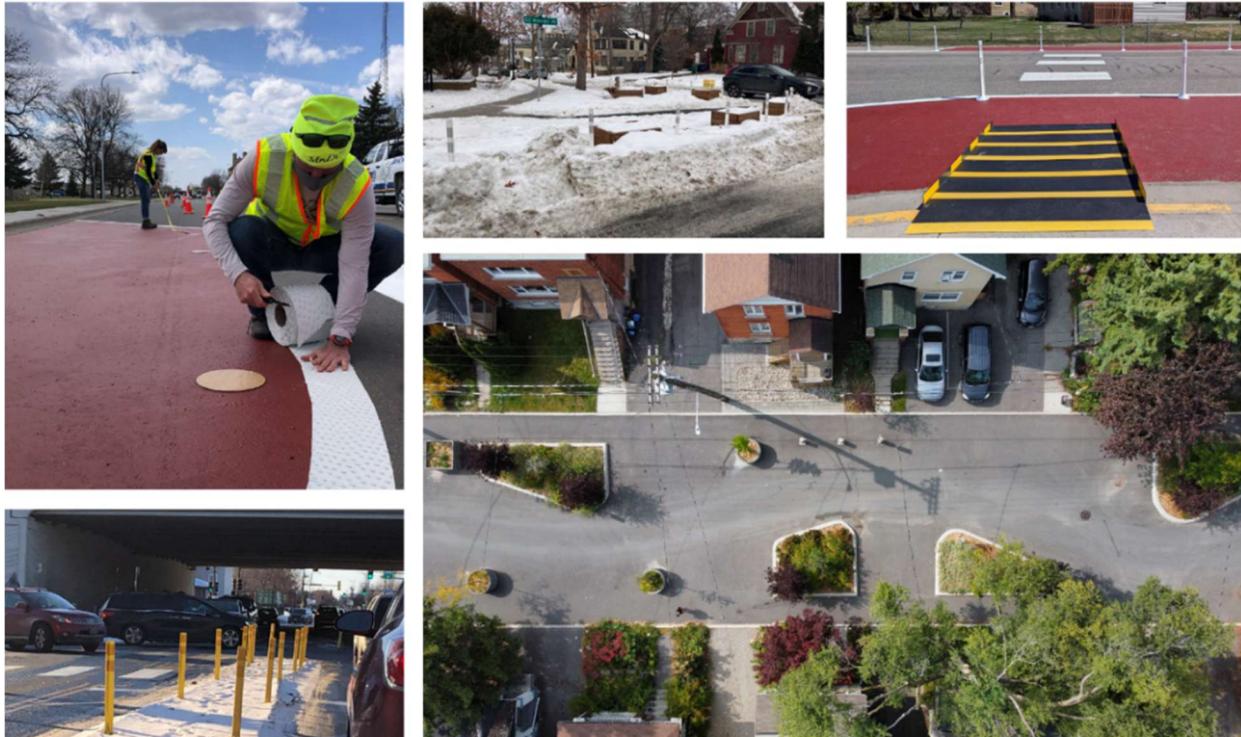


Image credit: Appleton Complete Streets Design Guide

Long-Term Improvements

Traffic calming retrofit for arterial streets emphasizes reducing vehicular lanes and widths, providing dedicated facilities for all modes of transportation, and creating shorter and protected crossings for pedestrians across the arterial.

Key elements include 4-lane to 3-lane conversions, medians, curb extensions, pedestrian refuge islands, protected bike lanes, and turning restrictions.

The community had voiced a strong desire to make the Northland Avenue and Richmond Street subarea to be more walkable in the future with stronger connections between neighborhoods, improved sidewalks, shade trees. A lot of the changes would require the reconfiguration of the street to allocate more space to walking and biking facilities, dedicated protected bike lanes.

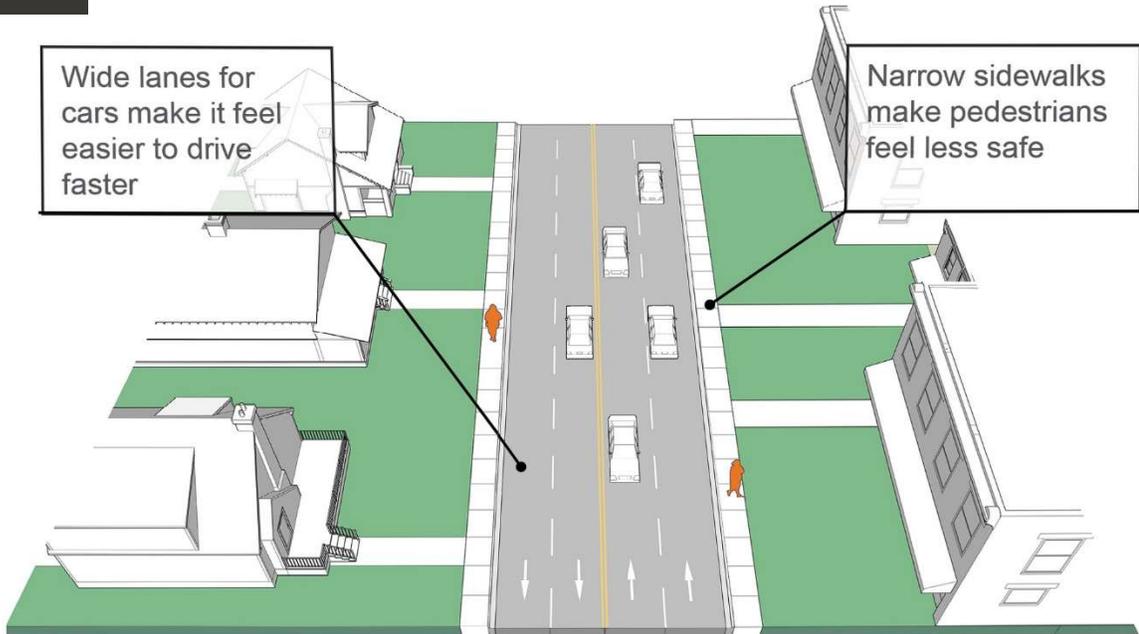
As a planning-level study, the recommendations are high-level in nature and intended to set the desired direction and nature of improvements with public engagement. The exact road configuration and details for the Richmond Street and Northland Avenue design will require further study. Future studies should consider:

- Reduction in pavement width
- Driving lane width reduction
- Evaluate facilities for bicyclists and pedestrians
- Provide landscaped terrace with street trees or other plantings



Complete street example in Downtown Ann Arbor

Existing



Future

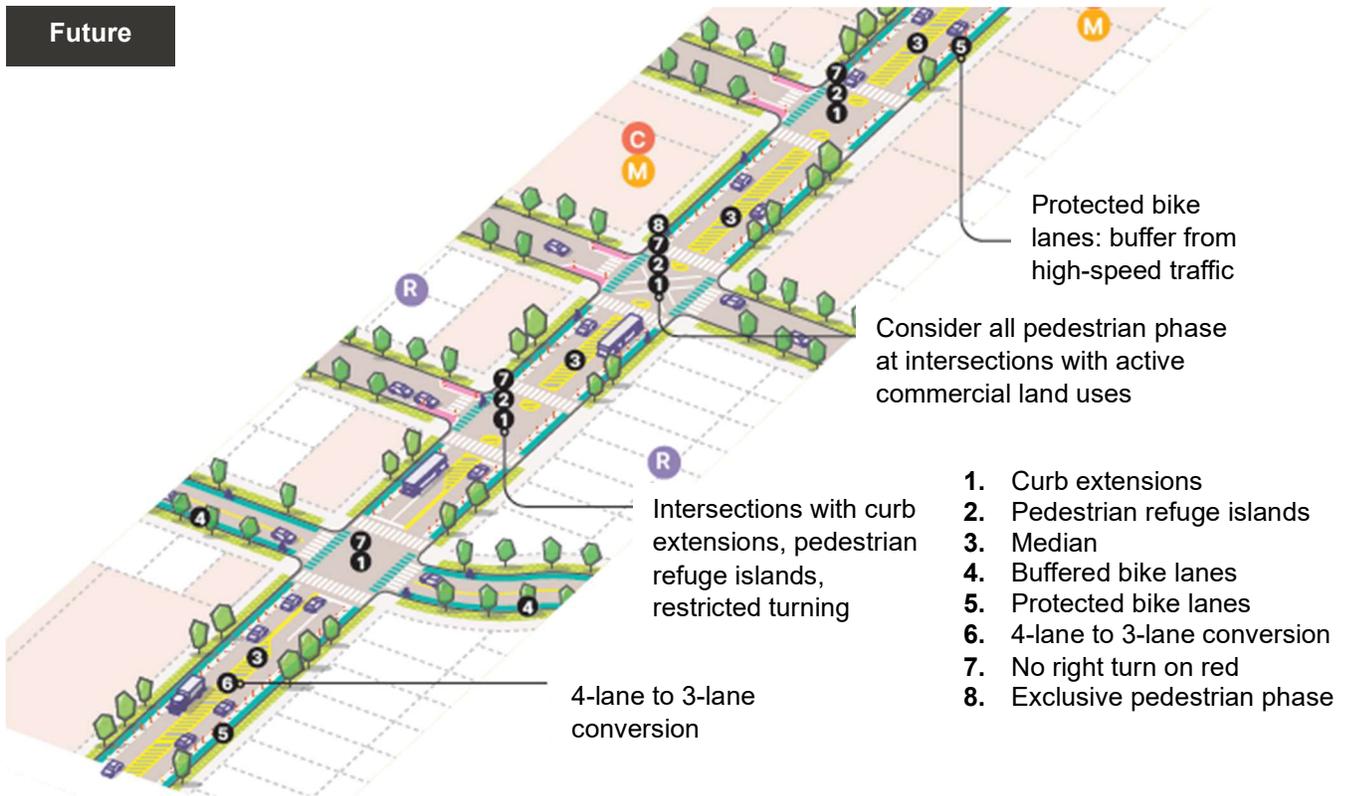
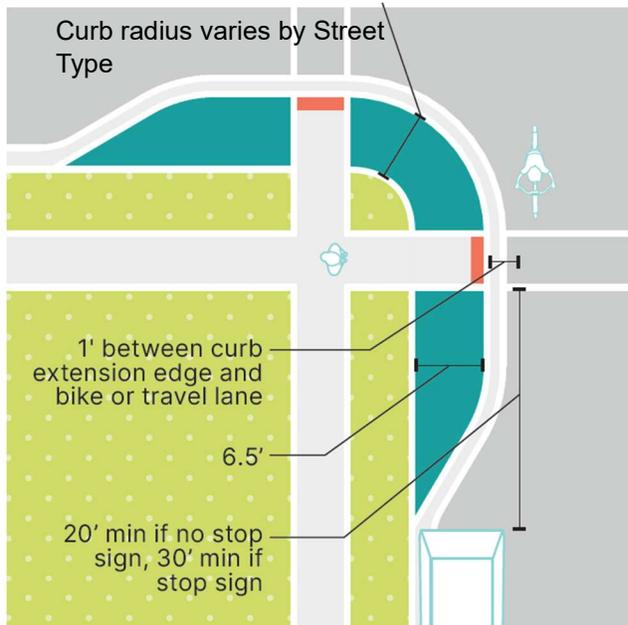


Image credit: Appleton Complete Streets Design Guide

Traffic Calming Measures

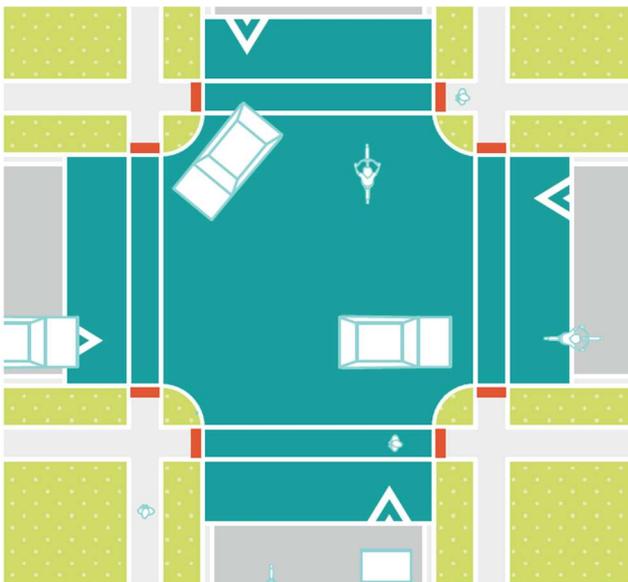
The application of traffic calming measures depend on design features, maintenance considerations, and specific locations. There is no one-size-fits-all approach. The images below highlight the design elements may be used for traffic calming.



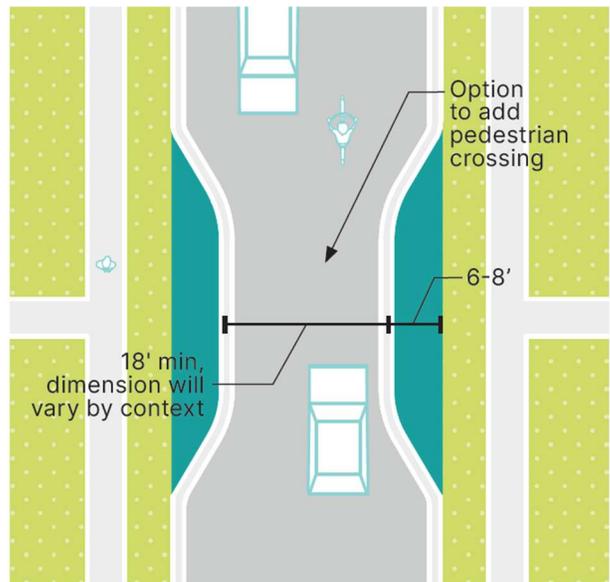
Curb Extensions



Street Trees



Raised Intersections

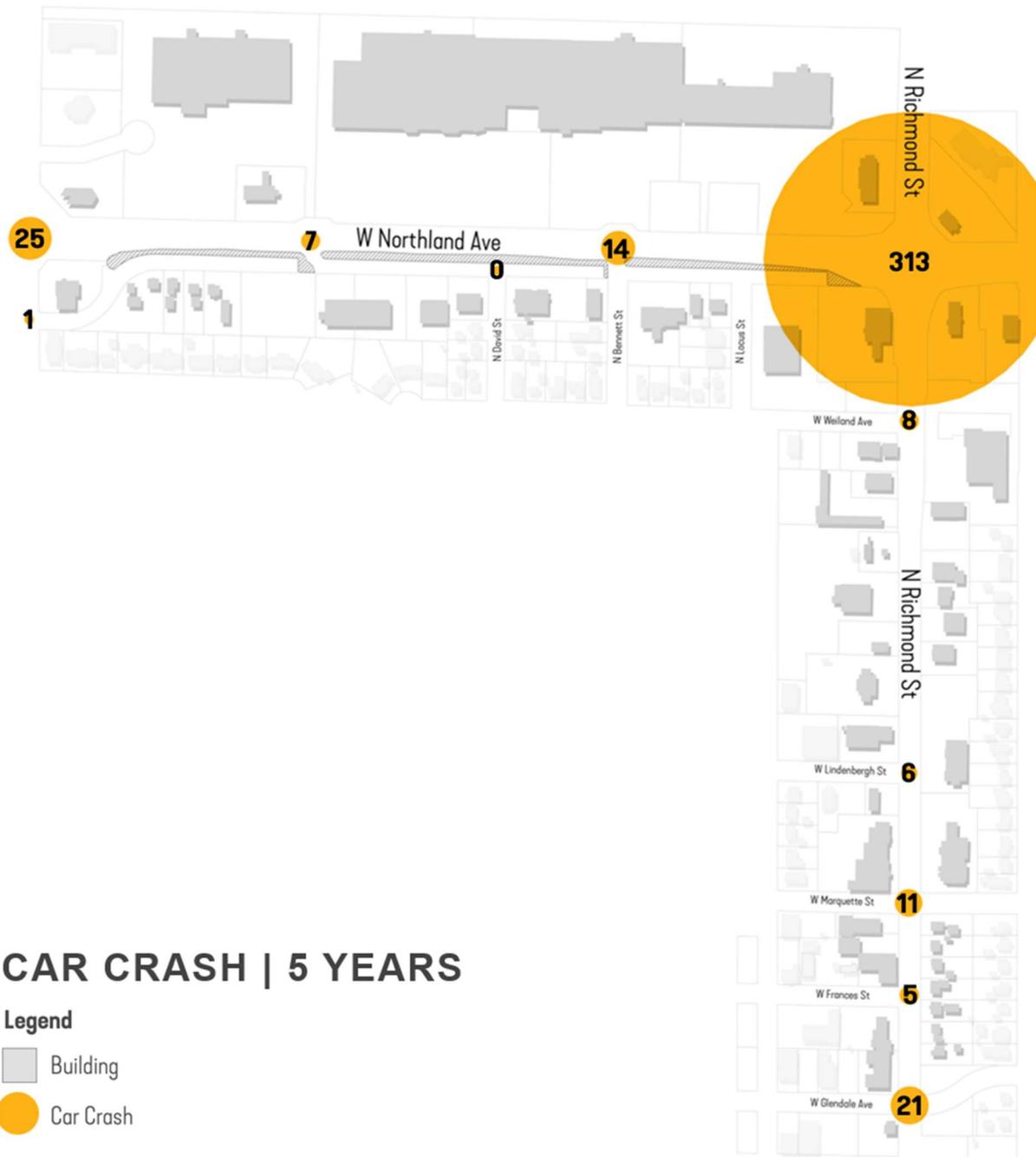


Pinchpoint

Image credit: Appleton Complete Streets Design Guide

Improve the Roundabout

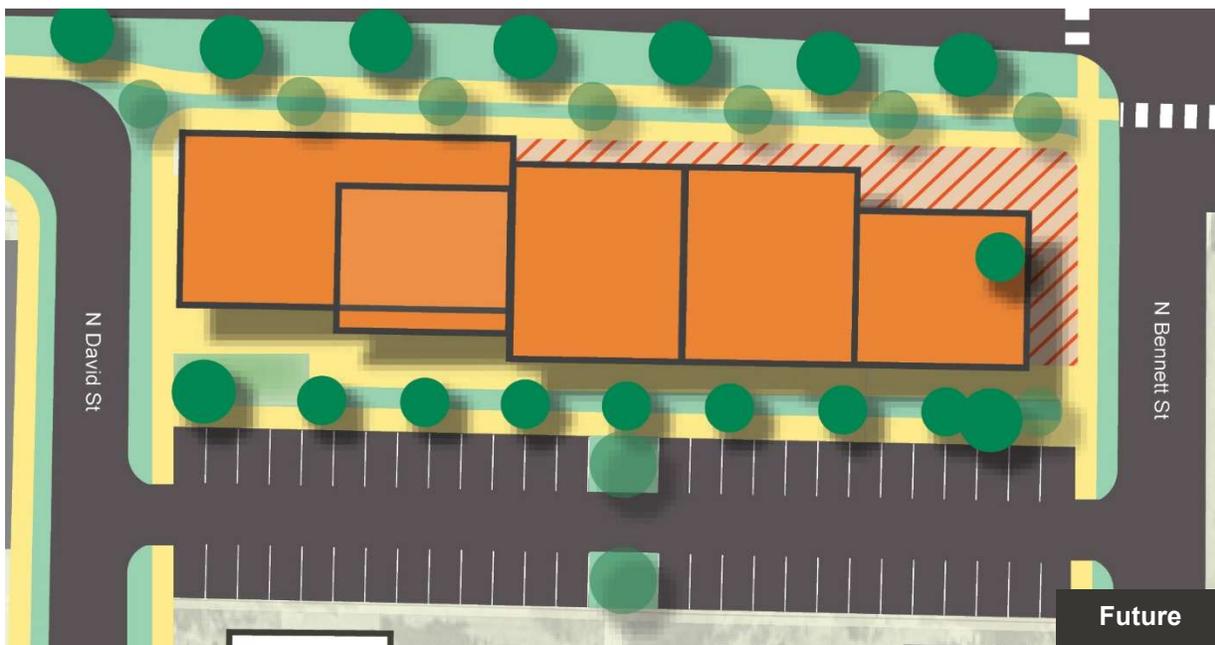
The roundabout at the intersection of Northland Avenue and Richmond Street continues to be a location with a high number of accidents, even after its implementation aimed at improving safety. The intersection had a record of being dangerous prior to the roundabout's installation, and while the new configuration has not eliminated crashes, it has significantly reduced the severity of incidents, including serious injuries and fatalities. Further studies are recommended to explore additional measures that could reduce the number of collisions and make the intersection safer for all users.



5 - year Car Crash map 2018 - 2023 - Source: City of Appleton Road Crash Data

Reimagine the Frontage Road

Future developments along the southern side of Northland Avenue could incorporate rear parking access, offering a more efficient circulation pattern. In this scenario, the existing frontage road may become redundant. Its removal or conversion to non-motorized uses such as a shared path for pedestrians and cyclists would support walkability and enhance the public realm along the frontage road.



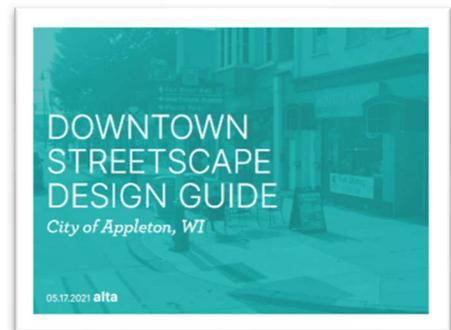


5. Improve Community Character

Community character is essential to fostering a sense of belonging within a neighborhood. An engaging environment should reflect the identity of its community. The character of Northland Avenue and Richmond Street area can be enhanced through sustainable and resilient design strategies. These approaches include improvements to the public realm, the integration of pedestrian-friendly amenities, and the incorporation of artful elements that enrich the overall public experience.

Public Realm Improvements

Increasing vegetation within the subarea, including adding street trees and plantings where possible, is key to enhancing the public realm and improving the overall experience within the Northland Avenue and Richmond Street Subarea. Utilizing native plants not only supports local biodiversity but also promotes sustainable, low-impact stormwater management. In addition, the streetscape should be equipped with a complete set of pedestrian amenities such as lighting, shaded seating areas, banners, wayfinding signage, trash receptacles, and other fixtures that contribute to a welcoming atmosphere. Efforts should also be made to reduce visual clutter by minimizing billboards, excessive signage, and exposed utilities, ensuring a cleaner and more cohesive streetscape



The guide provides guidance on creating an attractive and welcoming public realm.

How to implement public realm improvements

The limited width of the existing right-of-way constrains the ability to fully implement Complete Streets improvements without major roadway reconstruction. While there is limited space for landscaping and pedestrian amenities, future redevelopment and road reconfiguration offers an opportunity to expand the pedestrian zone, creating space for enhancements such as landscaping, seating, and wayfinding.

Implementing public realm improvements can begin with simple, cost-effective strategies that make an immediate visual and functional impact. Low-cost materials such as epoxied gravel, movable planters, and flexible seating can be used to reconfigure and activate underutilized spaces along the corridor.

Engaging local artists, business owners, residents, and community organizations in the design and construction process fosters a sense of ownership and ensures that the spaces reflect the community's character and needs. Adjacent landowners and businesses can also play a valuable role in the ongoing maintenance, oversight, and programming of these public areas.

While comprehensive improvements often require significant time and resources, near-term interventions such as pop-up public spaces in existing parking lots or vacant parcels can serve as a powerful tool to build momentum and community support. These temporary spaces provide immediate benefits and help lay the groundwork for more permanent investments in the future.



Pedestrian amenities include the seating area, wider sidewalks, and landscaping.



Tree grates allow street trees to be planted in narrow sidewalks, while planting areas can also be incorporated into curb extensions and parking spaces.

Greening the Subarea

The Northland Avenue and Richmond Street Subarea is characterized by expansive surface parking areas. These not only create an uninviting environment for both visitors and residents but also contribute to increased stormwater runoff due to the high proportion of impervious surfaces. This runoff can lead to nuisance flooding and water pollution.

Residents have expressed a desire for more vegetation within the area. In response, the integration of green infrastructures such as street trees, rain gardens, vegetated swales, and bioretention areas—can enhance the visual appeal while mitigating runoff impacts. The use of native plants is recommended wherever possible, as they support local wildlife by providing habitat and food sources.

The images below illustrate several stormwater management techniques and strategies that could be implemented in the subarea to address various sources of runoff effectively and add greenery to the subarea.



Bioretention



Vegetated Swale



Tree planting



Permeable Paving

Neighborhood Pocket Park

The small parcel at the intersection of Glendale Avenue and Richmond Street could be reimagined as a welcoming green space that serves as a buffer and a neighborhood landmark. Though its size and proximity to a state highway make it unsuitable for active play, the space will be designed as a passive gathering area where nearby residents can relax and connect. A mix of native plantings, ornamental grasses, and low-maintenance landscaping could create a visually appealing buffer along the roadway, while a small paved area with benches and a table can offer a quiet spot for rest or lunch. A public art installation or sculpture could anchor the space, acting as both a neighborhood identifier and a visual draw for passersby.

Additional improvements, such as enhanced lighting and an extended sidewalk or multi-use path, will connect the space with its surroundings, making it more accessible and inviting. Together, these elements will transform an underutilized lot into a distinctive, attractive pocket park that adds character, green space, and a sense of belonging for the neighborhood

Benches, lighting and other furnishings



Potential landscape improvement



Sidewalk extension



Existing green space at the intersection of Glendale Avenue and Richmond Street

Art and Wayfinding

The subarea should integrate art and interactive exhibits to enhance the community character. Specific locations for art within the subarea require further study. The plan recommends that project partners continue to engage with the local art community and project partners to identify potential locations and preferred types of installations. Temporary artwork can be used to generate awareness and build support for future permanent installations.



Image Credit: City of Appleton



Image Credit: Tempe Public Art



Image Credit: Eric Wafers



Image Credit: Konstantin Dimopoulos

6. Recommended Actions

Priority

Each action is assigned to a priority level based on how it was prioritized.

Higher priority actions

These actions or initiatives are considered critical to achieving the community’s long-term vision and goals. They address urgent needs, have broad community impact, or are foundational to the success of other recommendations. High-priority items should be initiated in the near term (typically within 1–3 years)

Medium priority actions

These items are important to the plan’s success but are less time-sensitive than high-priority actions. They support community goals and can be implemented once high-priority actions are underway or as resources become available.

Low priority actions

These actions are desirable but not immediately necessary. They may depend on the completion of higher-priority initiatives or the availability of future funding or capacity.

GOAL/STRATEGIES	LEAD	PRIORITY
Goal 1: Encourage redevelopment that increases housing supply and supports mixed-use development.		
a. Ensure zoning regulations support mixed-use and high-density residential development.	City	High
b. Redevelop underutilized parcels and parking lots to increase housing supply.	ARA/Private	High
c. Promote funding the façade program and utilization of façade improvement program. Revise the program to incentivize application and use.	Public/Private	Medium
d. Evaluate the creation of a TIF district for Northland Avenue and Richmond Street subarea.	City	Medium
e. Redevelop the Northland Mall area into a vibrant mixed-use destination combining housing, retail, parks, and civic space.	Private	Medium
f. Incorporate year-round programming and intergenerational uses into the Northland Mall redevelopment plans	Private	Low
g. Support development that accommodates a variety of income levels. Encourage a mix of different housing types, including rowhouses and small apartment buildings in the Northland Mall redevelopment and throughout the subarea.	Private	High

h. Encourage retail spaces designed to accommodate smaller tenants, particularly those under 25,000 square feet.	Private	Medium
i. Strengthen code enforcement efforts to address properties that are poorly maintained, ensuring compliance with property maintenance standards and supporting overall neighborhood character.	City	High

Goal 2: Enhance mobility and neighborhood connections

a. Implement traffic-calming strategies—both tactical and long-term—to improve safety and accessibility.	City	Medium
b. Improve walkability and mobility along Northland Avenue and Richmond Street within the subarea.	City/Private	Medium
c. Develop a comprehensive access management plan to reduce driveways, prioritize pedestrian safety, and improve traffic flow, to be implemented during site development or redevelopment.	City/Private	Medium
d. Improve safety and usability of bus stops near high-usage areas when developments or redevelopments occur.	City	Medium
e. Create direct pedestrian connections between neighborhood destinations, including grocery stores like ALDI. Enhance neighborhood connections through an extended and improved bike network.	City/Private	Medium
f. Create a pedestrian-friendly environment in the Northland Mall area redevelopment.	City/Private	Medium
g. Implement plans and principles from the Complete Streets Guide	City/Private	Medium
h. Conduct a comprehensive traffic study for Northland Avenue and Richmond Street Subarea to evaluate strategies for improving overall safety and traffic efficiency, with a particular focus on the roundabout and its surrounding intersections.	City/County/ WisDOT	High
i. Replace frontage road with landscaped areas and non-motorized access routes, such as pedestrian and bicycle pathways, by providing rear parking access as part of future redevelopment efforts.	City/Private	Medium

Goal 3: Improve streetscape and landscaping

a. Increase vegetation and reduce impervious surfaces within the subarea. Provide landscape buffers near roadways during site development and redevelopment.	City/ ANBA/ Private	High
b. Create a complete set of street amenities for pedestrians, including lighting, shade, seating areas, banners, wayfinding, trash receptacles, and other fixtures.	City/Private	High
c. Encourage art and interactive exhibits	City/ ANBA/ Erb Park Neighborhood	Medium

	/AASD/Private	
d. Reduce visual clutter of billboards, signage, and utilities	Private	Low
e. Bury overhead utility lines as part of the site redevelopment process	City/Private	Low
f. Collaborate with local neighborhoods and businesses to enhance the greens pace at the intersection of Glendale Avenue and Richmond Street to provide community amenities.	City/ANBA/ Erb Park Neighborhood	Medium
g. Promote the development of new community gathering spaces in the Northland Mall redevelopment site.	Private	High

List of Abbreviations:

AASD: Appleton Area School District

ANBA: Appleton Northside Business Association

ARA: Appleton Redevelopment Authority

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1. Introduction

About the South Oneida Street Subarea

South Oneida Street is a key connector between downtown Appleton and the neighborhoods south of the Fox River. As a major north-south arterial, it provides access to the industrial flats and the Fox River. The subarea features a diverse mix of land uses. Small-scale multifamily residences are located in the north, single-family homes are dispersed throughout, and a commercial node anchors the southern gateway at East Calumet Street. Key institutions within the area include Riverview Lutheran Church and School and Riverview Gardens, a community-focused job training and employment center located on a former 72-acre golf course. The subarea also functions as a commercial corridor and is anchored by the Ascension NE Wisconsin St. Elizabeth Hospital complex.



Existing conditions around the South Oneida Street subarea - Drone photos taken by City of Appleton in October 2024



Map of the South Oneida Subarea Study Area

Key Takeaways from Previous Plans

The 2010–2030 Comprehensive Plan included a focus on the South Oneida Street subarea, which encompasses a significant portion of the current South Oneida Street subarea. Although the plan was adopted fifteen years ago, many of its key takeaways remain relevant today. The current subarea planning effort builds upon these foundational goals, reinforcing strategies that continue to align with community needs and priorities.

Key takeaways that still apply:

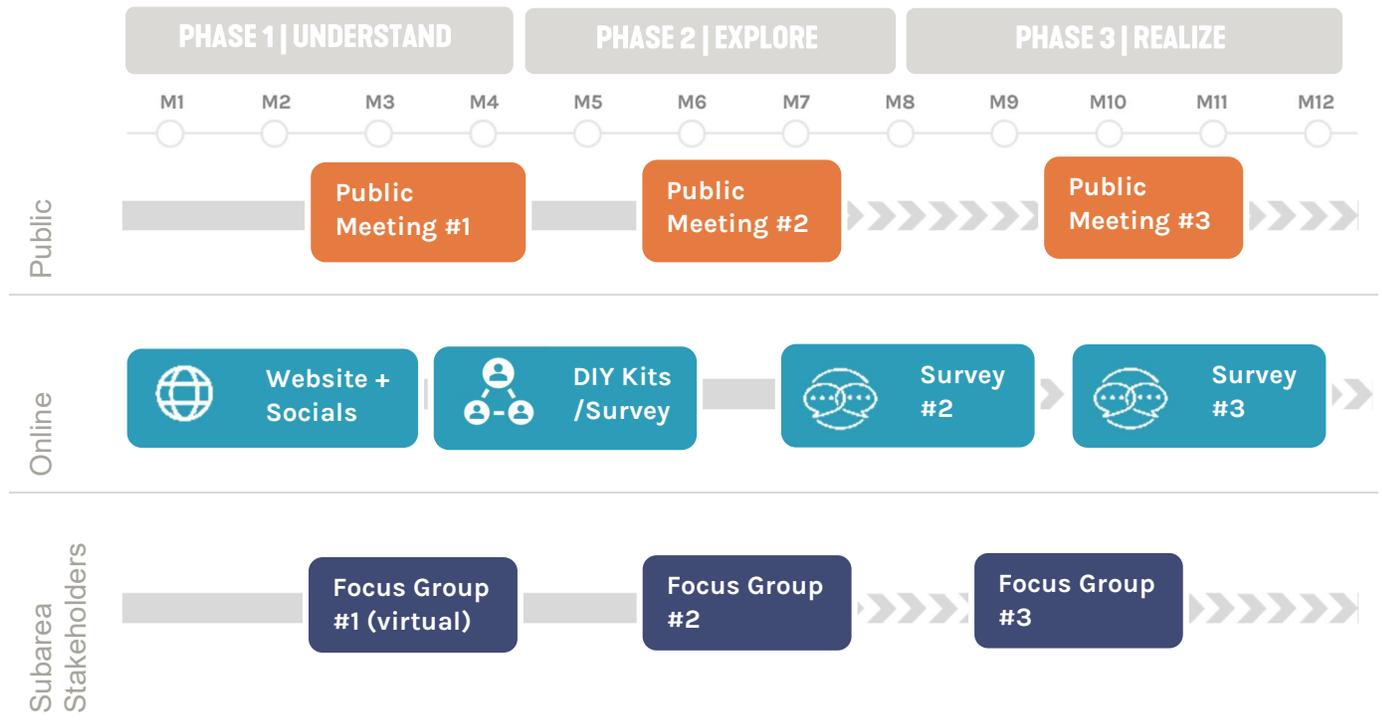
- Enhance the subarea as a major gateway to downtown Appleton
- Enhance landscaping and streetscape elements
- Promote mixed-use development
- Redevelop vacant and underutilized sites
- Encourage pedestrian-oriented building design
- Support transit services
- Promote sustainable practices



Existing conditions around the South Oneida Street subarea - Drone photos taken by City of Appleton in Oct. 2024

Process

Project Timeline and Engagement



Public Meetings

Several in-person meetings were held to engage the public in the subarea planning process. The first public meeting took place on November 19, 2024. Community members were invited to an open house where they could learn more about the project. Stations for each of the three subareas were set up, allowing attendees to share their visions and values for each area.

At the second public workshop, held in March 2025, table exercises invited participants to identify locations for improvement related to the public realm, redevelopment, and mobility.



Online Engagement & DIY Mobile Toolkits

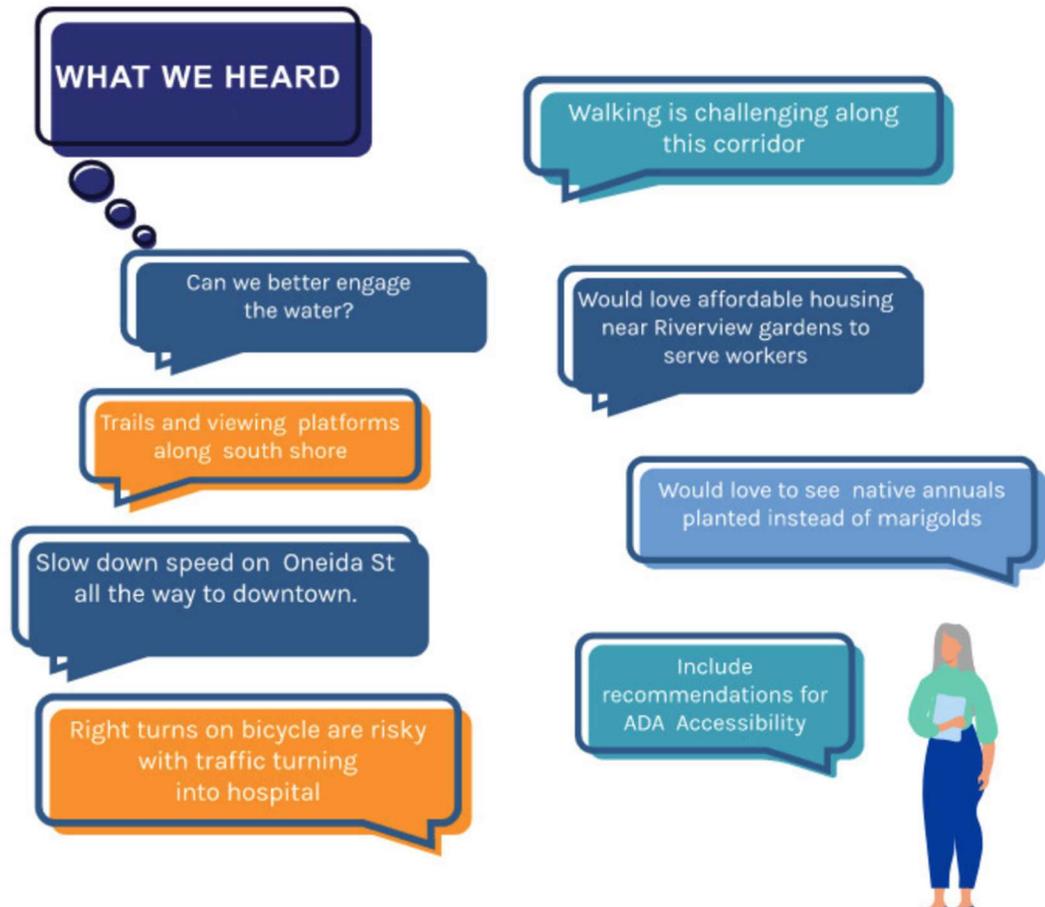
All in-person activities were translated into an online survey to extend outreach and ensure feedback from as many voices as possible.

A mobile toolkit was specifically created during the first phase of engagement to enable individual community groups to discuss and share their visions for the City and its subareas.



Subarea Focus Group Meetings

Subarea focus groups met at key points throughout the planning process to help shape the vision and share concerns for the future of each subarea. The first virtual meeting was held on November 9, 2024, followed by an in-person meeting in March 2025 at the Appleton Public Library. The final focus group meetings to review the plan findings were held in July 2025



Visitor Trends

The average person visited this subarea

3 times

in 2024.

Although the number of visitors has decreased by 15.2% since 2022.



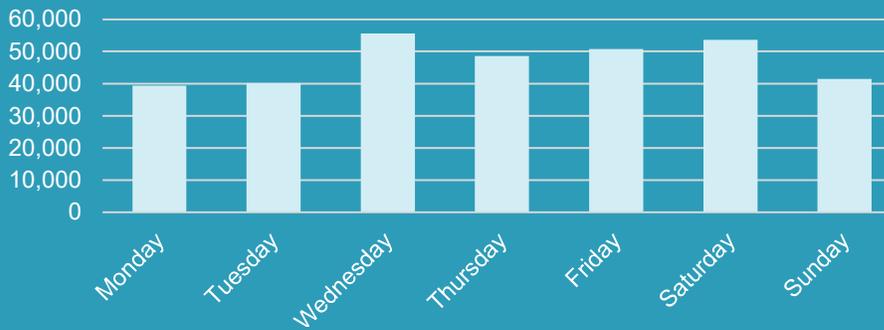
People spent an average of

89 minutes

in the subarea when they visited in 2024. This is long enough to grab a quick casual meal and browse one or two shops.



South Oneida Subarea
Average Number of Visitors by Day of the Week, 2024

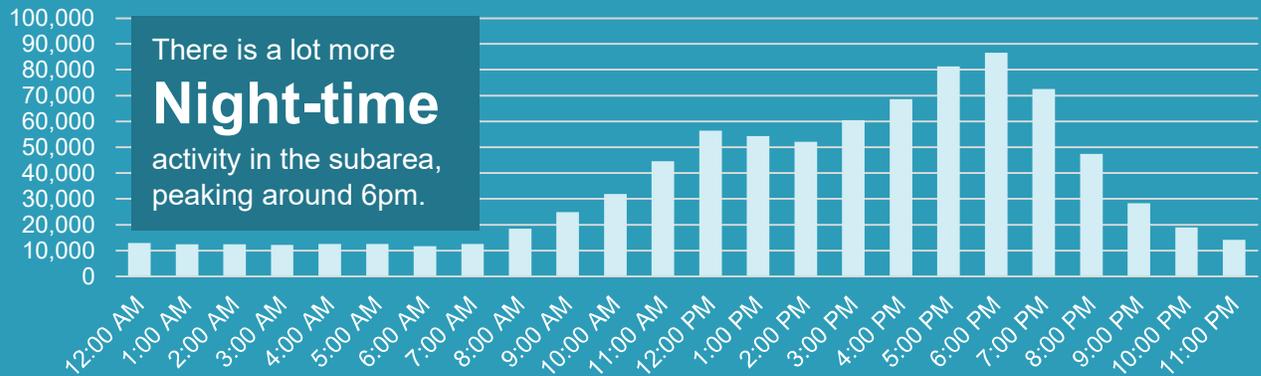


There were over **329,395**

visits to this subarea in 2024. Wednesday was the most popular day for people to stop by.



South Oneida Subarea
Average Number of Visitors by Hour of the Day, 2024



There is a lot more **Night-time** activity in the subarea, peaking around 6pm.

Source: Visitor data was captured using PlacerAI, which tracks cell phone and spending trends from January 01, 2024 to December 23, 2024. This program counts visits when a mobile device user spends at least 7 to 10 minutes at a specific location. A buffer was applied to only collect records from individuals who live outside the subarea.

2. Goals

The following goals summarize the vision for the South Oneida Street Subarea, based on insights gathered through the planning process and community engagement. Each of these goals is explored further in the sections below.



See Chapter 3: Development

Development

Encourage redevelopment that increases housing supply and supports mixed-use development.

- Expand housing opportunities and promote redevelopment
- Encourage development that is flexible in response to changing market conditions
- Foster mixed-use and higher density development
- Strengthen community connections and livability with redevelopment
- Support high-quality and cohesive urban design



See Chapter 4: Enhance
Mobility

Mobility

Enhance mobility and neighborhood connections.

- Expand and enhance multi-modal transportation options to improve access and mobility for all users
- Enhance access to the river and strengthen safety and access for all users
- Enhance non-motorized connections to existing neighborhoods
- Apply Complete Streets Design Guide principles to create a welcoming and inclusive environment for all modes of transportation



See Chapter 5: Improve
Community Character

Character

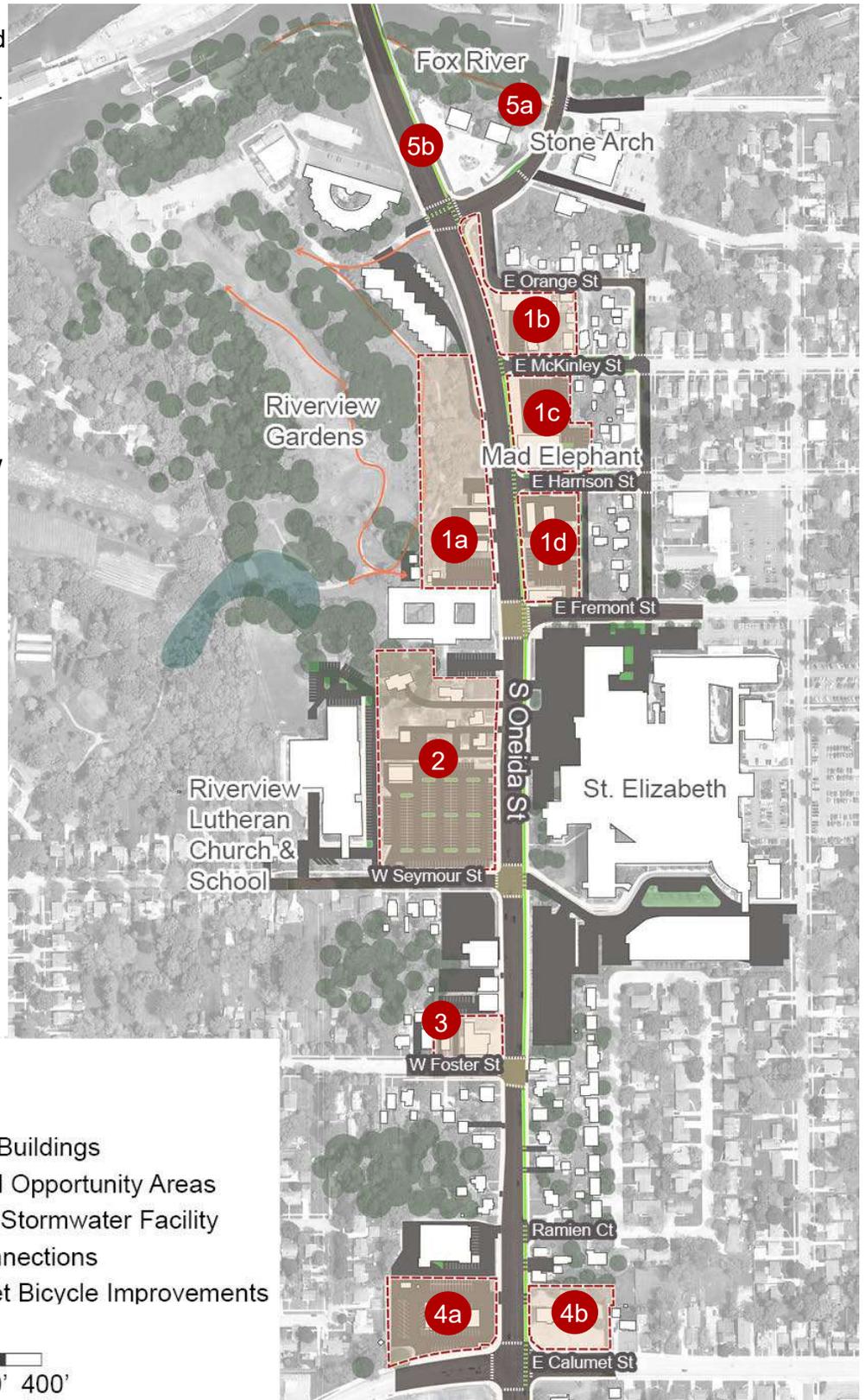
Improve streetscape and landscaping.

- Strengthen the identity of the public realm to support safety, welcomeness, and environmental stewardship
- Utilize nearby natural features, primarily the Fox River and Riverview Gardens, to enhance access to outdoor experiences
- Create a more engaging South Oneida Street Subarea streetscape by investing in art, landscaping, and amenities supporting pedestrian comfort and safety
- Improve aesthetics to make this subarea an attractive gateway to downtown

Opportunities Map

Several key development opportunities were identified through the visioning process as opportunities for redevelopment or new development to enhance the walkability, vibrancy, and residential opportunities of the area.

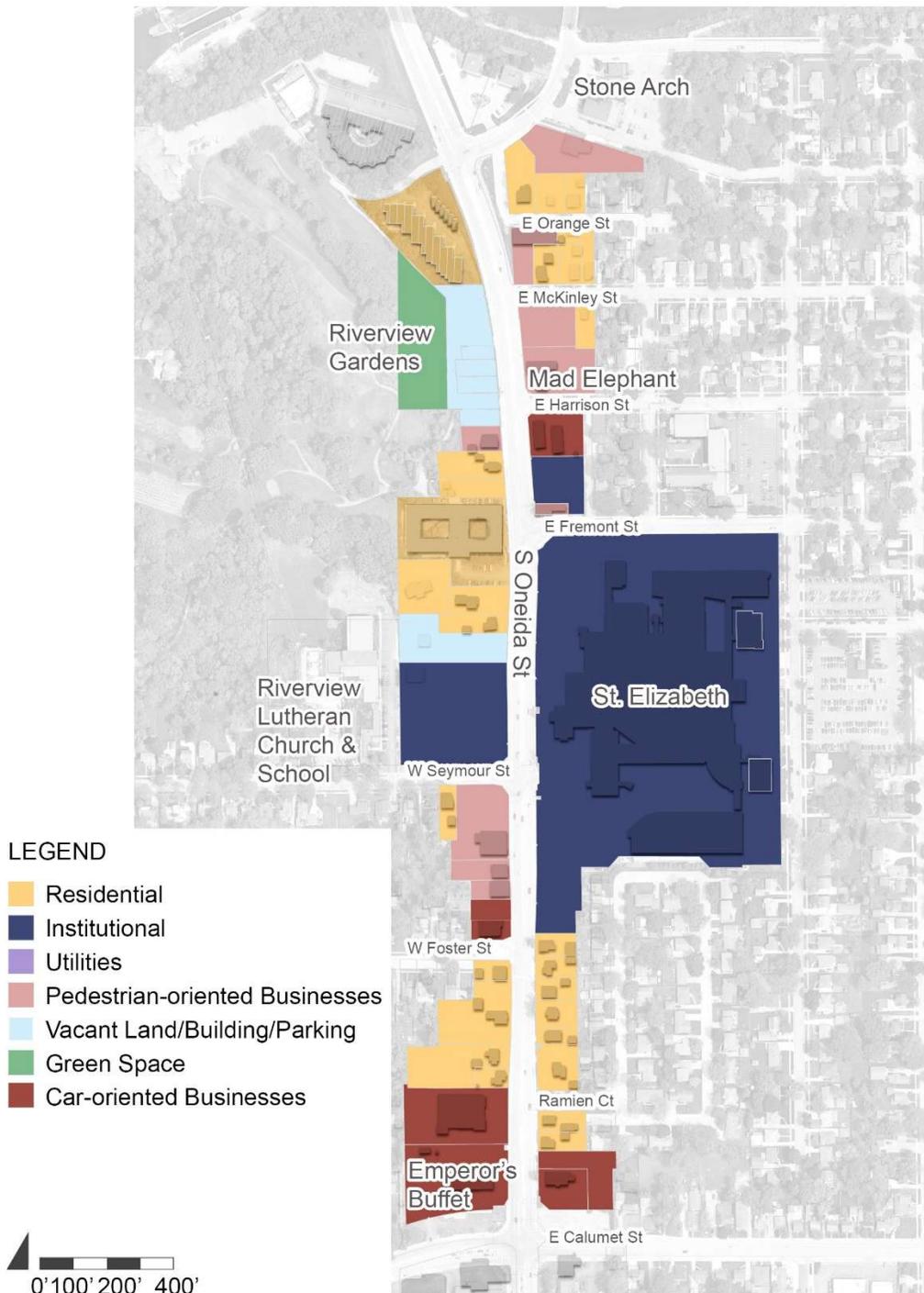
1. **Riverview Garden Area** | Potential for housing and mixed-use redevelopment
2. **St. Elizabeth Hospital Parking and Riverview Lutheran Church Area** | mixed-use redevelopment
3. **W. Foster and S. Oneida Street** | Potential for redevelopment
4. **Calumet and S. Oneida Street** | Redevelopment that welcome people to the area
5. **Improve Multimodal Facilities** | Improve trail connectivity, connection to the river, and on-street bicycling routes.



3. Development

Existing Land Use and Character

The South Oneida Street subarea is anchored by institutional uses. Both single-family and multifamily residential uses are present. Pedestrian- and car-oriented businesses are scattered throughout the area. The Riverview Garden area offers green space and connections to nearby trails. The subarea's existing land use typologies are illustrated on the map.



Residential

Character

- Mostly single-family homes with traditional architectural styles. Some units have been converted into businesses. Front porches are typical
- Multifamily residential buildings are located near Riverview Gardens

Strategy

Maintain and improve façades. Develop underutilized lots for new housing. New development should have pedestrian-friendly building designs.



Institutional

Character

- Typically, two stories or higher
- Typical uses include hospitals, churches, government buildings, schools etc.
- Most buildings have dedicated parking areas at the front or side of the building. Some have additional parking lots off site.
- The structures generally have large windows with high transparency.

Strategy

Improve the frontage landscape, create public gathering space, and screen parking. If developed, place parking in rear.



Pedestrian-oriented Businesses

Character

- 0' or small setback from the street.
Often have rear parking.
- Typically, one to two stories.
- Often occupied by local businesses.

Strategy

Improve façades, retain local businesses, improve pedestrian experience with better lighting and landscape features.



Car-oriented Businesses

Character

- Buildings typically have larger setbacks from the street
- Parking is often located at the front or side of the building
- Some businesses include drive-through facilities

Strategy

Improve frontage landscape, create public gathering space. Limit impacts from auto-related uses, screen parking, and transition to pedestrian-oriented businesses in the long term.



Vacant Land or Building

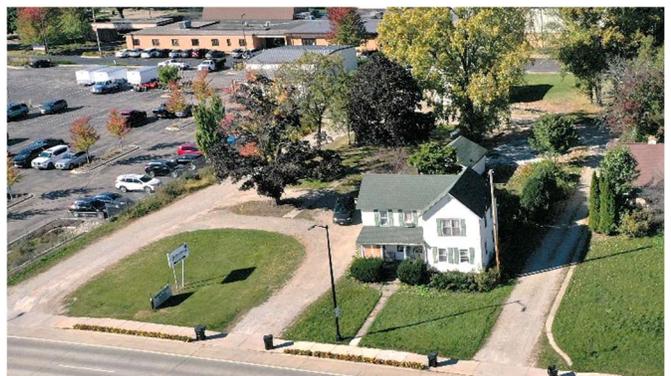
Character

- Vacant land or vacant building
- Often paved and used as parking

Strategy

Recruit new businesses and redevelop vacant land, building, and underutilized parking for development or community use.

The redevelopment should apply pedestrian-friendly design and activate the street frontage.



Development Character

The redevelopment of underutilized land within the South Oneida Street Subarea has the potential to strengthen its role both as a commercial subarea and as a center for health and wellness, anchored by St. Elizabeth Hospital. Across the street from the hospital, the large surface parking lot could support higher-density development, potentially including guest accommodations for patients' families and visitors. A future parking structure with integrated mixed-use development could provide replacement parking while also accommodating other community-desired uses to more actively contribute to the subarea's frontage.

The Riverview Garden area presents an opportunity to enhance trail access and improve wayfinding, while also creating stronger connections to the riverfront. Infill development efforts should promote a diverse mix of housing types to support residents across a range of income levels to foster inclusive, mixed-income neighborhoods. The area fronting S. Oneida is a shorter-term possibility to activate the street frontage in concert with other development opportunities south at Riverview Lutheran Church's property, as shown on the opportunities map.



Community Hub: A multi-use community space with potential functions such as church services, child care, neighborhood meetings, and healthcare services.

(Image Credit: Boston Square)



Mixed-use Low-Rise: an active, transparent ground floor brings life to the street, fostering connection between indoor uses and the public realm.



Multifamily: Context-sensitive multifamily housing introduces gentle density to meet housing demand while preserving the character of surrounding single-family neighborhoods.



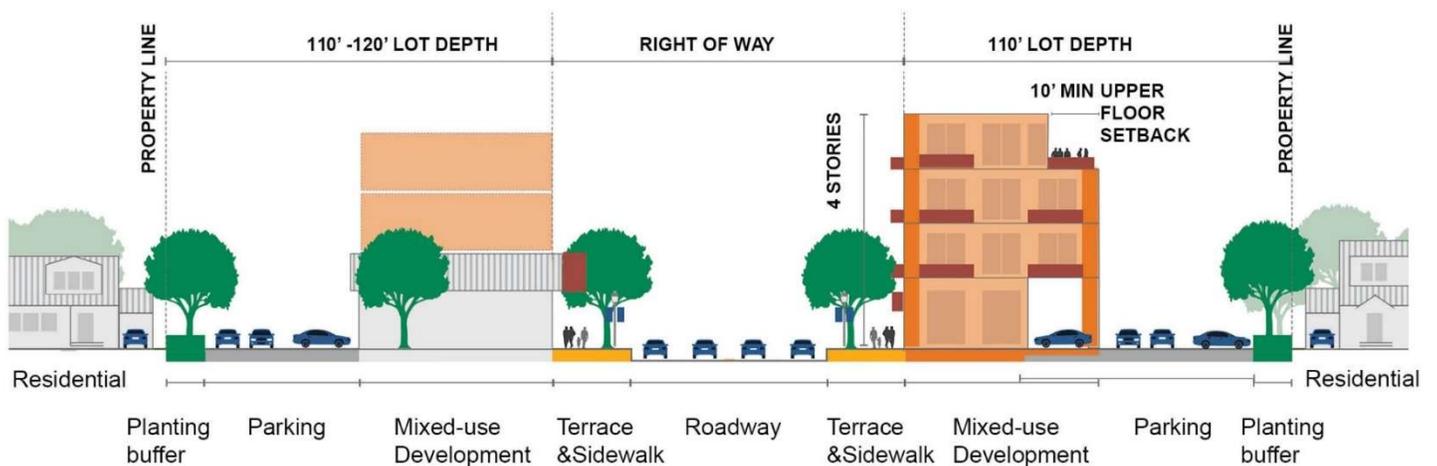
Townhomes: Thoughtfully scaled housing blends into the neighborhood fabric, offering more housing without compromising the subarea's identity.



Integrated Structured Parking: Structured parking can meet growing demand while being thoughtfully integrated into redevelopment to minimize visual impact and support a pedestrian-friendly streetscape. (Image credit: HGA)

Transition from Mixed-use development

New mixed-use developments should be thoughtfully designed to respect the existing neighborhood and transition gradually to lower-density residential areas. This approach maintains the existing neighborhood character while accommodating new growth. Landscaping, screening, and parking can work as a buffer between the development and neighbors.

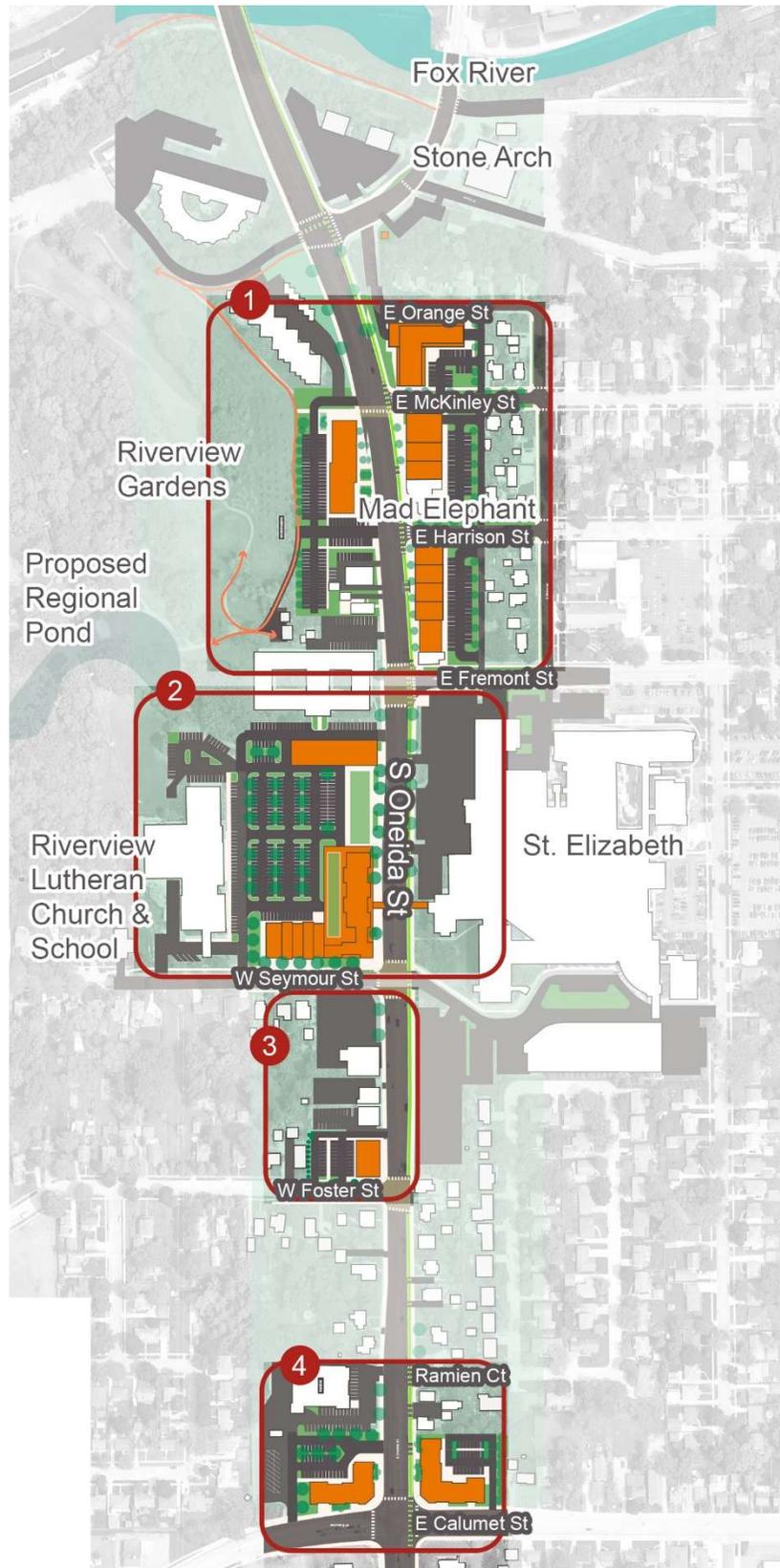


Development Concepts

Several key sites were identified through the visioning process as opportunities for redevelopment or new development to enhance the walkability, vibrancy, and residential opportunities of the area in both near and long term.

1. **Riverview Gardens Area** | Potential for housing and mixed-use redevelopment
2. **St. Elizabeth Hospital and Riverview Lutheran Church Area** | mixed-use redevelopment
3. **W. Foster and S. Oneida** | Potential for redevelopment
4. **Calumet and S. Oneida** | Redevelopment or building additions to enhance gateway entrance to the district

It is important to note that these concepts are **illustrative only** and all future development would require the **willingness and participation of existing property owners**.



LEGEND

- Proposed Buildings
- Existing Buildings



Promote Housing and Mixed-use Development

Mixed-use Redevelopment in the Riverview Garden Area

The Riverview Garden parcels facing S. Oneida Street are currently vacant, while the existing lots across the street are characterized by large surface parking areas, gas stations, and suburban-style commercial buildings that are underutilized.

This area presents a valuable opportunity to introduce new housing and potentially integrate community-oriented services such as childcare. Redevelopment on the east side of S. Oneida Street with shared parking access located at the rear of buildings would maximize available parking while minimizing interruptions to traffic flow along S. Oneida Street. The natural grade change from the street to the rear of the lot creates an opportunity for tiered development, with parking placed at a lower elevation beneath the building. This configuration hides parking from view, preserves sightlines to the river, and supports a mix of uses above.



Existing Riverview Gardens area



The images below illustrate a possible design for development in the Riverview Garden area.

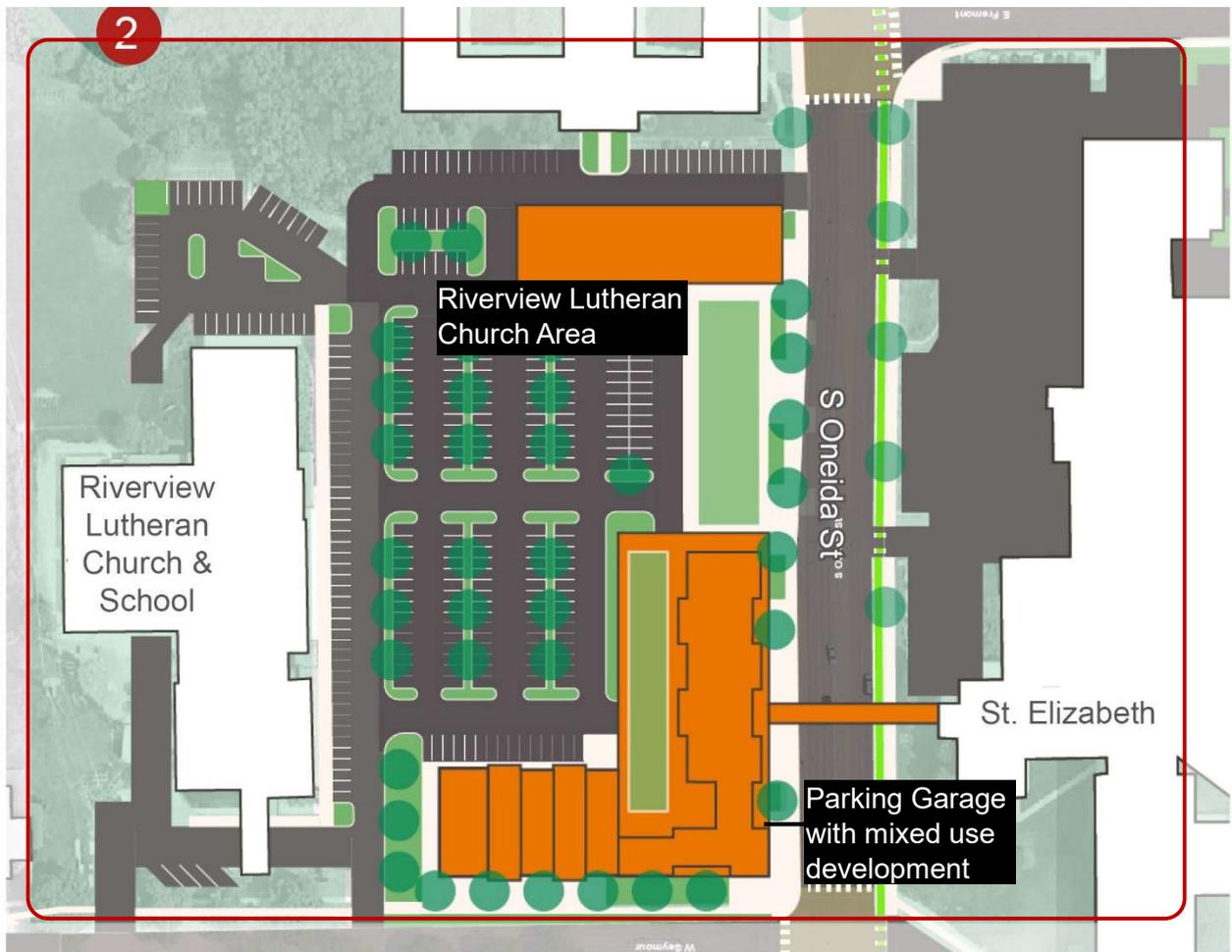


St. Elizabeth Hospital Parking Lot and Riverview Lutheran Church Area

Promoting mixed-use redevelopment near St. Elizabeth Hospital offers an opportunity to provide housing and amenities for hospital employees, visitors, and nearby residents. Redevelopment of existing surface parking could include a structured parking facility to accommodate demand while preserving land for walkable, amenity-rich development that supports the hospital, the church, and the surrounding neighborhood. The Riverview Lutheran Church area could also be redeveloped to meet the evolving needs of the church and school and potentially incorporating community-serving spaces.



St. Elizabeth Hospital Parking Lot existing



St. Elizabeth Hospital Parking Lot and Lutheran Church Area Potential

Activate the Street and Improve Walkability

Activate the building frontage

The building located at the corner of W. Foster Street and S. Oneida Street presents another opportunity for strategic redevelopment within the subarea. Currently, the site features a parking lot situated at the front of the building, contributing to a less vibrant auto-oriented layout. Future redevelopment should aim to reduce setbacks and create a more continuous building frontage with active ground-floor uses and improved walkability. Parking should be relocated to the rear of buildings, with access from side streets or alleys, to support a more cohesive and inviting streetscape.



W. Foster and S. Oneida Street intersection existing



W. Foster and S. Oneida Street intersection potential

Calumet Street and S. Oneida Street intersection

The intersection of Calumet Street and S. Oneida Street serves as a key node within the South Oneida Street Subarea and holds potential to strengthen the subarea's role as a gateway to downtown Appleton. Currently, the buildings at this intersection are underutilized. Strategic redevelopment of this intersection—featuring high-quality architectural design—can transform it into a welcoming and visually appealing entry point.

Enhancing pedestrian safety through improved crossings and high-visibility crosswalks will support walkability and connectivity across the subarea.



Calumet St. and S. Oneida St. intersection existing



Calumet St. and S. Oneida St. intersection potential

A pedestrian friendly building frontage and streetscape should be interesting, comfortable, and safe as this example below illustrates.



Interesting	Comfortable	Safe
Building frontages should be pedestrian oriented and feature high transparency to create a more inviting and engaging streetscape.	Shades from street trees and awnings provide comfort for pedestrians. Landscaping adds visual interest.	Walkable streets should feel safe for everyone. On-street parking can provide a buffer and slow down traffic.

Storefront Improvements

Existing buildings and sites with visually disconnected frontages present opportunities to re-engage the community through improvements through building frontage environment. Potential financial assistance can be received through facade renovation programs, tax increment financing (should a tax increment district be established in the future), and business enhancement grants. These enhancements can provide a renewed sense of identity and foster stronger connection.

Storefront improvements have been shown to support retail retention and attract new businesses. The improvements may include, but are not limited to:

- Building façade enhancements
- Landscape upgrades
- Signage
- Public space amenities such as seating area and benches

Business Enhancement Grant

Encourage reinvestment in aging commercial properties through the City's Business Enhancement Grant program, which provides funding for critical storefront and façade improvements. Administered by the Appleton Redevelopment Authority (ARA), the program supports property owners and tenants in addressing deferred maintenance and enhancing the visual appeal of commercial corridors. The grant currently does not have a steady revenue stream. The City should explore opportunities to sustain and expand the ARA Business Enhancement Grant program by identifying ongoing funding sources.





4. Enhance Mobility

S. Oneida Street is a major transportation roadway that connects communities south of the Fox River to downtown Appleton. As a primary north-south arterial, it provides access to the industrial flats and the Fox River. In addition to serving transportation needs, the subarea is also a place where people live, work, attend school, and shop. While accommodating vehicular traffic remains important, future design efforts in the subarea must also be sensitive to the surrounding residential context.

Strengthen Neighborhood Connection

Walking, biking, and transit are interconnected components of a strong, people-centered transportation network. A well-designed system of non-motorized facilities—including sidewalks, bike lanes, trails, and safe street crossings—ensures that residents and visitors can travel to and between key destinations within the subarea without relying solely on private vehicles. Enhancing these connections supports not only mobility, but also equity, sustainability, and community health.

Transit Access and Infrastructure

Improving access to and from transit services is critical to creating a more inclusive and reliable transportation system. Bus stops along S. Oneida Street are located close to the roadway, where fast-moving traffic can pose safety concerns and create an uncomfortable experience for riders. Future improvements should include the addition of shelters, seating, and clear signage to enhance both comfort and visibility. Higher-density development and improved bike and pedestrian facilities could potentially increase ridership, which may lead to expanded transit service and improved accessibility for residents who rely on public transportation during non-standard hours.



Bus stop seating example

Expand Access to the River and Neighborhood Destinations

The South Oneida Street Subarea is located along the Fox River, adjacent to Riverview Gardens—a community asset with internal trails that are currently underutilized by the public. There is an opportunity to enhance connections and wayfinding, better integrating these trails with the broader riverfront network and strengthening links to surrounding neighborhoods.



Trails within Riverview Garden

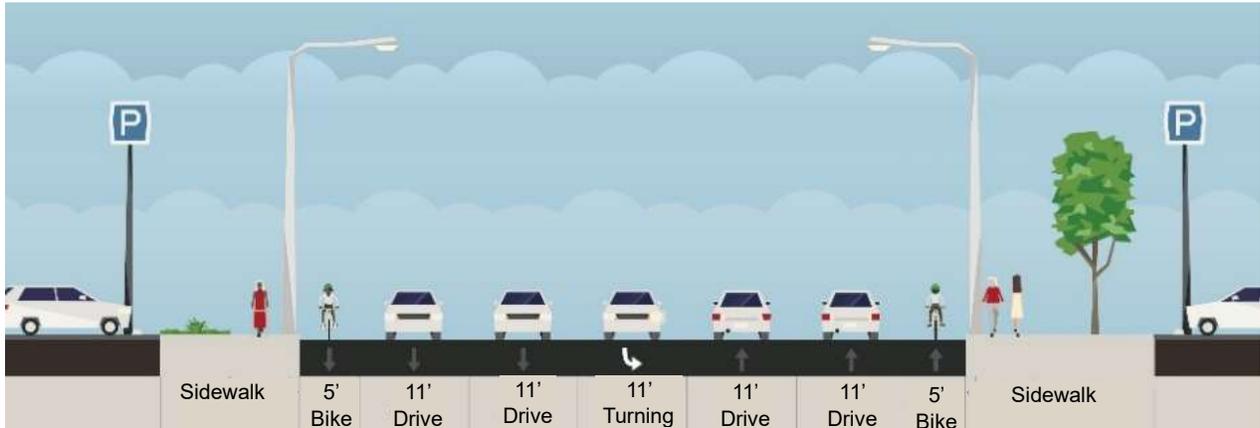
To strengthen neighborhood connectivity, direct and safe pedestrian routes must be prioritized—especially between residential areas and key destinations such as grocery stores, schools, parks, and community centers.



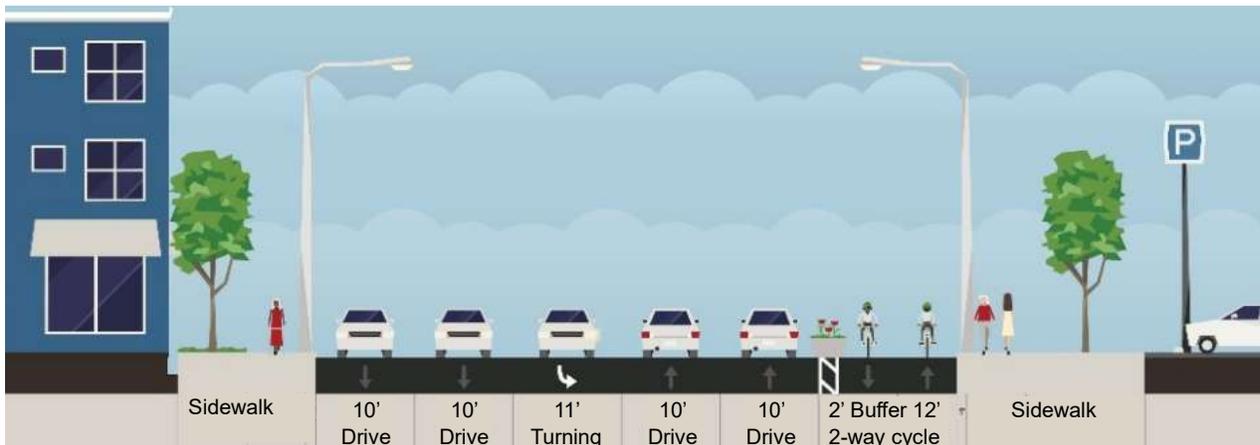
Some neighborhood streets should allow bike to use the whole lane

Improve Biking Experience

The bike lanes on S. Oneida Street are currently directly adjacent to the busy driving lanes – conditions that make it less comfortable for many cyclists. To improve the safety and comfort of the biking experience along S. Oneida Street, in the short term, a redesign could consider reconfiguring the existing bike lanes into a protected two-way cycle track, with a buffer separating the driving lanes from the bike path.



Existing Bike Lanes on S. Oneida St.



Potential 2-way cycle track on S. Oneida St.

In the long term, when the street is due for reconstruction, traffic studies should be conducted to evaluate the feasibility of reducing the number of travel lanes and relocating the cycle track off the roadway to further enhance bicycle safety and comfort.



Example of a 2-way cycle track



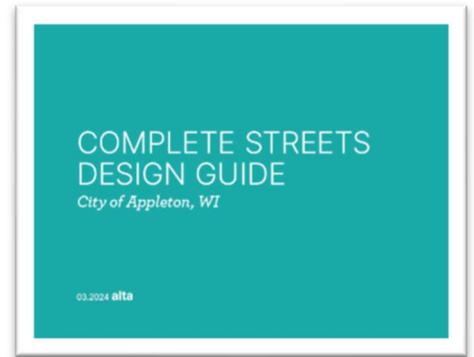
Example of a protected bike lane

Complete Streets Design Guide

Complete Streets are multi-faceted and holistic streets that support multimodal transportation, active commerce, and vibrant communities.



The City enacted the Complete Streets Design Guide in 2024. The design guide is used to support City of Appleton staff in identifying and implementing complete street design solutions from initial concept through final engineering as well as retrofitting existing facilities.



Tactical improvements

Tactical improvements are short-term and low-cost quick build projects used to enhance mobility. Common strategies include repainting, signage, plastic curbs, planters, and barriers, etc. Ideas such as changing the bike lane configuration on S. Oneida Street could be tested through restriping before committing to long-term construction that alters the curb-to-curb layout.



Image credit: Appleton Complete Streets Design Guide

Long-term improvements

Traffic calming retrofit for arterial streets emphasizes reducing vehicular lanes and widths, providing dedicated facilities for all modes of transportation, and creating shorter and protected crossings for pedestrians across the arterial.

Key elements include 4-lane to 3-lane conversions, medians, curb extensions, pedestrian refuge islands, protected bike lanes, and turning restrictions.

The community voiced a strong desire to make South Oneida Street Subarea more walkable in the future, including stronger connections between neighborhoods, improved sidewalks, and more shade trees. A lot of the changes would require the reconfiguration of the street to allocate more spaces to walking and biking facilities, particularly adding dedicated protected bike lanes.

As a planning-level study, the recommendations included in this plan are high-level in nature and intended to set the desired direction and nature of improvements with public engagement. The exact road configuration and details for S. Oneida Street's design will require further study. Future studies should consider the following:

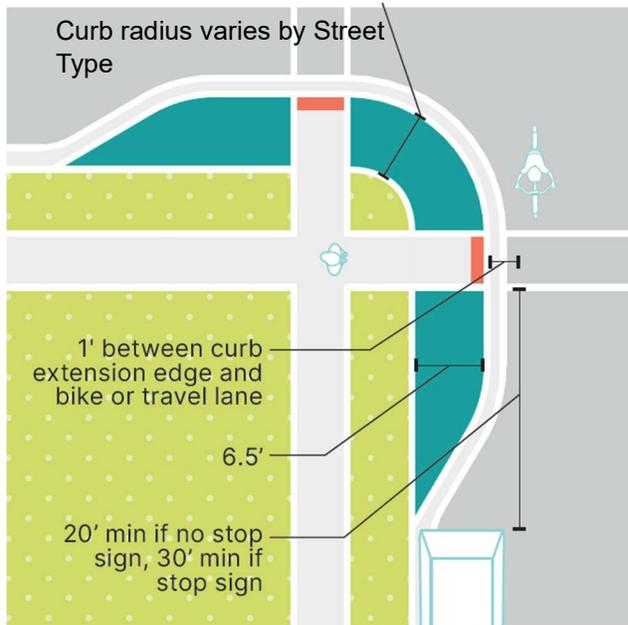
- Reduction in pavement width
- Driving lane width reduction
- Evaluate facilities for bicyclists and pedestrians
- Provide landscaped terrace with street trees or other plantings



Complete street example in Downtown Ann Arbor

Traffic Calming measures

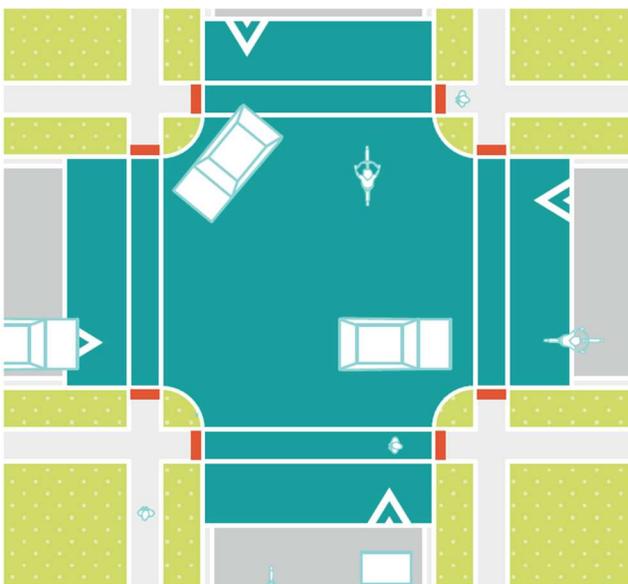
The application of traffic calming measures depend on design features, maintenance considerations, and specific locations. There is no one-size-fits-all approach. The images below highlight the design elements that may be used to be used for traffic calming.



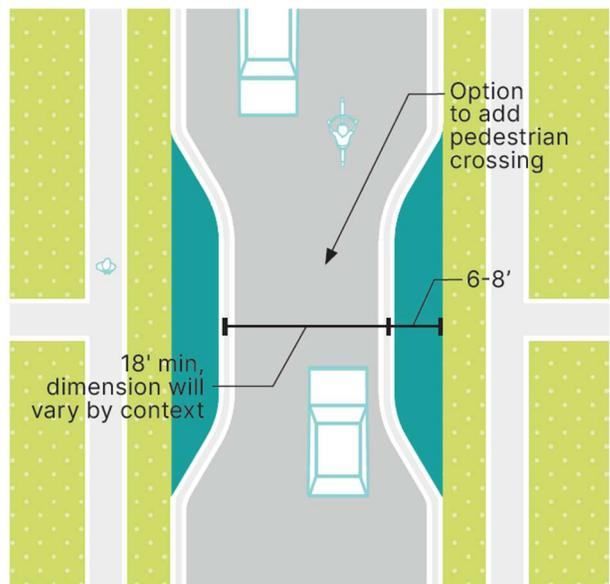
Curb Extensions



Street Trees



Raised Intersections



Pinchpoint

Table Credits: Appleton Complete Streets Design Guide

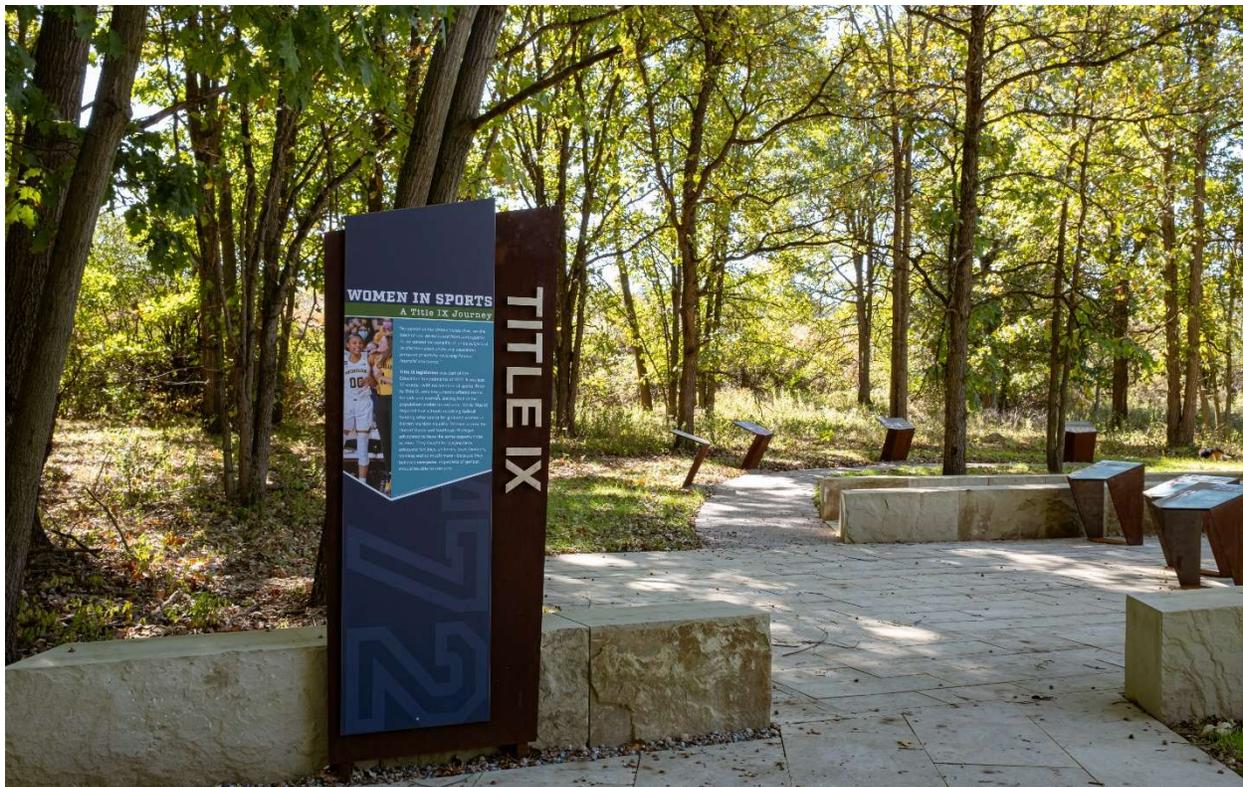


5. Improve Community Character

Community character is essential to fostering a sense of belonging within a neighborhood. An engaging environment should reflect the identity of its community. The character of the South Oneida Street Subarea can be enhanced through sustainable and resilient design strategies. These approaches include improvements to the public realm, the integration of pedestrian-friendly amenities, and the incorporation of artful elements that enrich the overall public experience.

Community Space

Community gathering spaces are important places where people can come together, fostering a sense of belonging and shared identity. The Riverview Gardens area offers valuable opportunities for public green space and improved connections to the river within the South Oneida Street Subarea. Although the internal trails at Riverview Gardens are open to the public, they are often underutilized due to unclear signage. A new trailhead with an improved wayfinding system could enhance public access to the trails and strengthen the connection to the river. Trail enhancements could include amenities such as seating areas, and viewing platforms.



Example of trailhead and placemaking signage (at Riverview Gardens, this could reference the history as a golf course or share the mission of the organization)

Along the natural trails, there are opportunities to create interpretive paths and story walks. Signage can be incorporated to promote ecological learning and support outdoor spaces that encourage education, physical activity, and environmental awareness.



Example of interpretive signage and placemaking art

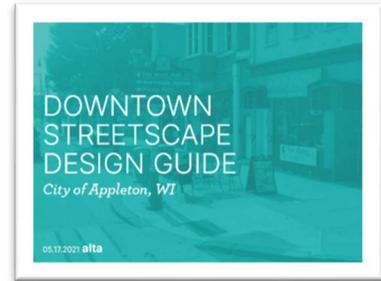
Food truck rally, community meals, cultural festivals, and outdoor yoga or exercise classes could also be promoted in locations along the trails, greenspace, or parking lots to offer active programming and engaging activities for residents.



Public Realm Improvements

Increasing vegetation within the subarea, including adding street trees and plantings where possible, is key to enhancing the public realm and improving the overall experience within the South Oneida Street Subarea. Utilizing native plants not only supports local biodiversity but also promotes sustainable, low-impact stormwater management. In addition, the streetscape should be equipped with a complete set of pedestrian amenities such as lighting, shaded seating areas, banners, wayfinding signage, trash receptacles, and other fixtures that contribute to a welcoming atmosphere. Efforts should also be made to reduce visual clutter by minimizing billboards, excessive signage, and exposed utilities, ensuring a cleaner and more cohesive streetscape.

The Downtown Streetscape Design Guide provides guidance to ensure the streets of Downtown Appleton are highly multi-modal spaces with shopping and recreation, employment, open space, health and wellbeing, safety, and identity of the downtown area. The subarea transportation should follow the guide with an objective focus on multi-modal transportation.



The guide provides guidance on creating an attractive and welcoming public realm.

How to implement public realm improvements

The limited width of the existing right-of-way constrains the ability to fully implement Complete Streets improvements without major roadway reconstruction. Preliminary analysis suggests the corridor could support a reconfiguration that replaces one-way bike lanes with a two-way protected facility. While narrow terraces limit space for landscaping and pedestrian amenities, future redevelopment offers an opportunity to expand the pedestrian zone, creating space for enhancements such as landscaping, seating, and wayfinding.

In the near term, implementing public realm improvements can begin with simple, cost-effective strategies that make an immediate visual and functional impact. Low-cost materials such as epoxied gravel, movable planters, and flexible seating can be used to reconfigure and activate underutilized spaces along the corridor.

Engaging local artists, business owners, residents, and community organizations in the design and construction process fosters a sense of ownership and ensures that the spaces reflect the community's character and needs. Adjacent landowners and businesses can also play a valuable role in the ongoing maintenance, oversight, and programming of these public areas.

While comprehensive improvements often require significant time and resources, near-term interventions such as pop-up public spaces in existing parking lots or vacant parcels can serve as a powerful tool to build momentum and community support. These temporary spaces provide immediate benefits and help lay the groundwork for more permanent investments in the future.



Tree grates allow street trees to be planted in narrow sidewalks, while planting areas can also be incorporated into curb extensions and parking spaces.

Community organizations and volunteer efforts get people invested and create a sense of ownership in their community while also helping to address funding gaps for public space improvements. The Marigold Mile is a charitable organization dedicated to beautifying the City of Appleton by planting thousands of marigold flowers along its streets, while providing community services opportunities to volunteers. The City and the community should continue to support engagement efforts such as Marigold Mile.



Image Credit: Marigold Mile

Greening the Subarea

Large employers—such as St. Elizabeth Hospital—and various commercial establishments in the South Oneida Street Subarea have expansive surface parking lots. These not only create an uninviting environment for both visitors and residents but also contribute to increased stormwater runoff due to the high proportion of impervious surfaces. This runoff can lead to nuisance flooding and water pollution.

Residents have expressed a desire for more vegetation within the area. In response, the integration of green infrastructure such as street trees, rain gardens, vegetated swales, and bioretention areas—can enhance the visual appeal while mitigating runoff impacts. The use of native plants is recommended wherever possible, as they support local wildlife by providing habitat and food sources. While terrace widths are constrained in this corridor, there may be strategic locations where these could be implemented within the public right of way or in private surface lots.

A regional stormwater facility is planned by the Department of Public Works on the Riverview Gardens property. This location has been strategically selected to effectively capture and manage runoff from the South Oneida Street watershed. The site presents an opportunity to serve as a meaningful community and ecological asset through habitat restoration, enhanced water quality, and accessible open space for public enjoyment. Interpretive features such as educational signage or public art could further enrich the site, telling the story of the watershed.

The images below illustrate several stormwater management techniques and strategies that could be implemented to address runoff effectively and add green to the subarea.



Stormwater Pond



Vegetated Swale



Tree planting



Permeable Paving

Art and Wayfinding

The subarea should integrate art and interactive exhibits to enhance the community character. Specific locations for art within the subarea require further study. The plan recommends that project partners continue to engage with the local art community and project partners to identify potential locations and preferred types of installations. Temporary artwork can be used to generate awareness and build support for future permanent installations.



Image Credit: City of Appleton



Image Credit: Tempe Public Art



Image Credit: Eric Wafers



Image Credit: Konstantin Dimopoulos

6. Recommended actions

Priority

Each action is assigned to a priority level based on how it was prioritized.

Higher priority actions

These actions or initiatives are considered critical to achieving the community’s long-term vision and goals. They address urgent needs, have broad community impact, or are foundational to the success of other recommendations. High-priority items should be initiated in the near term (typically within 1–3 years)

Medium priority actions

These items are important to the plan’s success but are less time-sensitive than high-priority actions. They support community goals and can be implemented once high-priority actions are underway or as resources become available.

Low priority actions

These actions are desirable but not immediately necessary. They may depend on the completion of higher-priority initiatives or the availability of future funding or capacity.

Goal/Strategies	Lead	Priority
Goal 1: Encourage redevelopment that increases housing supply and supports mixed-use development.		
a. Ensure zoning regulations support mixed-use and high-density residential development.	City	High
b. Redevelop underutilized parcels and parking lots to increase housing supply.	ARA/Private	High
c. Promote funding the façade program and utilization of façade improvement program. Revise the program to incentivize application and use.	Public/Private	Medium
d. Redevelopment at the northern end of South Oneida Street subarea should focus on creating a walkable, mixed-use area connecting the hospital with riverfront developments.	Private	High
e. Support activation of underutilized frontage along the west side of South Oneida Street Street area.	Private	High
f. Promote mixed-use redevelopment near St. Elizabeth Hospital to provide housing and amenities for employees, visitors, and nearby residents.	Private	High
g. Strengthen code enforcement efforts to address properties that are poorly maintained, ensuring compliance with property maintenance standards and supporting overall neighborhood character.	City	High

Goal 2: Enhance mobility and neighborhood connections

a. Implement traffic-calming strategies—both tactical and long-term—to improve safety and accessibility.	City	Medium
b. Improve walkability and mobility along S. Oneida Street within the subarea.	City/Private	Medium
c. Develop a comprehensive access management plan to reduce driveways, prioritize pedestrian safety, and improve traffic flow, to be implemented during site development or redevelopment.	City/Private	Medium
d. Improve the safety and usability of bus stops near high-usage areas when developments or redevelopments occur.	City	Medium
e. Enhance public access to trails within Riverview Gardens	City/Private	High
f. Enhance the trails with amenities including seating areas and viewing platforms.	City/Private	High
g. Conduct additional traffic studies aimed at improving the safety and comfort of sidewalks and bicycle facilities along the South Oneida Street subarea. Consider reconfiguring the existing bike lanes into a protected two-way cycle track.	City	Medium
h. Evaluate locations to improve access to the Fox River for recreational use.	City/Private	High

Goal 3: Improve streetscape and landscaping

a. Increase vegetation and reduce impervious surfaces within the subarea. Provide landscape buffers near roadways during site development and redevelopment.	City/Private	High
b. Create a complete set of street amenities for pedestrians, including lighting, shade, seating areas, banners, wayfinding, trash receptacles, and other fixtures.	City/Private	High
c. Encourage art and interactive exhibits.	City/Registered neighborhoods /AASD/Private	Medium
d. Reduce the visual clutter of billboards, signage, and utilities.	Private	Low
e. Bury overhead utility lines as part of the site redevelopment process	City/Private	Low
f. Promote the development of shared grounds to activate the subarea and neighborhoods.	City/Private	Medium
g. Encourage neighborhood and community events on public/private sites within the subarea.	City/Private	Medium
h. Evaluate the trail system along the south side of the Fox River to provide connectivity to destinations and other segments of the regional trail network.	City/Private	Medium

i. Continue to support community efforts such as Marigold Mile.	City/Private/ Riverview Garden	Medium
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List of Abbreviations:

AASD: Appleton Area School District

ANBA: Appleton Northside Business Association

ARA: Appleton Redevelopment Authority

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1. Introduction

About Wisconsin Avenue Subarea

Wisconsin Avenue is a major east–west corridor in Appleton, connecting Interstate 41 near the Fox River Mall in the Town of Grand Chute to the Village of Little Chute to the east. This study focuses on the segment of Wisconsin Avenue between Richmond Street and Meade Street.

The subarea is predominantly characterized by commercial retail uses. Key employers and institutions in the subarea include Appvion Operations and St. Thérèse Catholic Parish. Many existing storefronts are oriented toward the street with parking located behind, contributing to a more pedestrian-friendly environment. However, typical auto-oriented buildings are also scattered throughout the area. The presence of multiple travel lanes at high travel speeds poses challenges to creating a more walkable, pedestrian-oriented commercial corridor.



Existing conditions around the Wisconsin Avenue subarea



Map of the study area of the Wisconsin Avenue Subarea

LEGEND



Key Takeaways from Previous Plans

The 2010–2030 Comprehensive Plan included the Wisconsin Avenue corridor; this plan focuses on a more defined subarea within that geography. Although the plan was adopted fifteen years ago, many of its key takeaways remain relevant today. The current subarea planning effort builds upon these foundational goals, reinforcing strategies that continue to align with community needs and priorities. The following six takeaways remain a focus for the Wisconsin Avenue subarea:

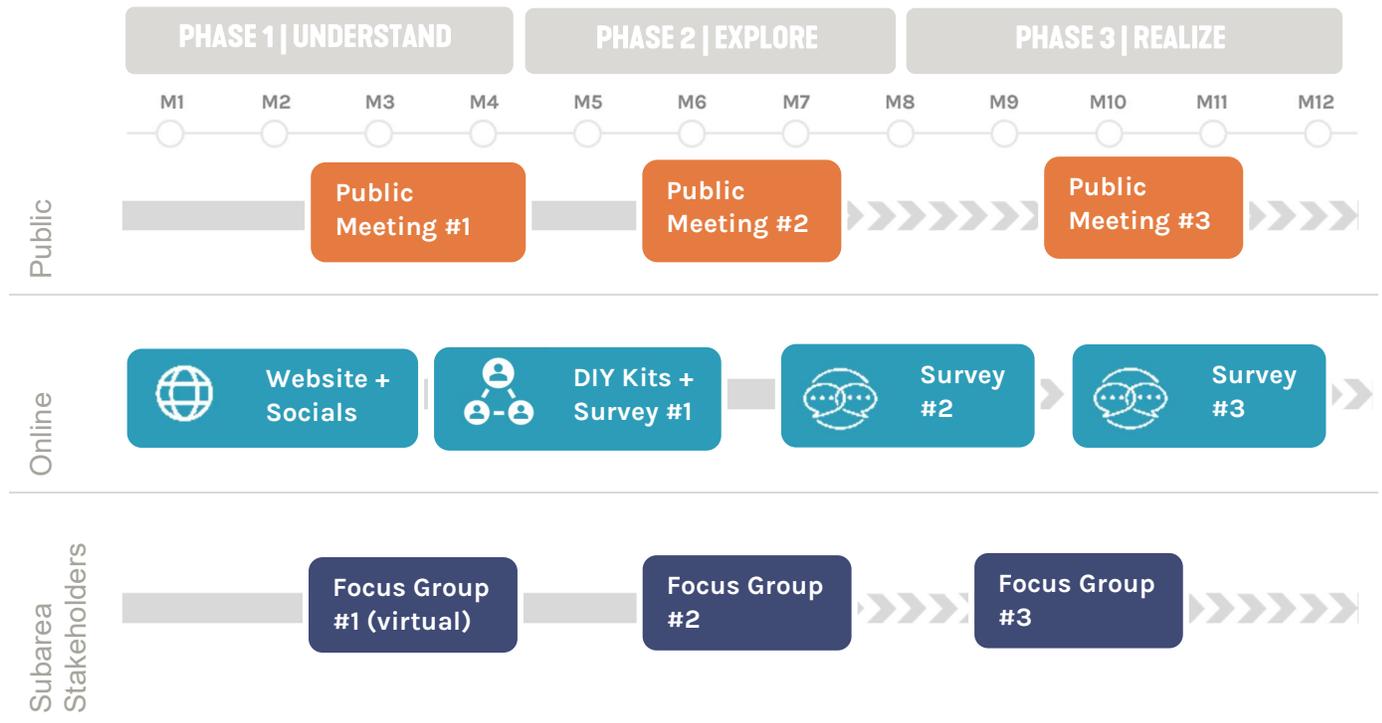
- Enhancing landscaping and streetscape elements
- Promoting mixed-use development
- Redeveloping vacant and underutilized sites
- Encouraging pedestrian-oriented building design
- Supporting transit services
- Promoting sustainable practices



Wisconsin Avenue Existing Conditions - Drone photos taken by City of Appleton in October 2024

Process

Project Timeline and Engagement



Public Meetings

Several in-person meetings were held to engage the public in the subarea planning process. The first public meeting took place on November 19, 2024. Community members were invited to an open house where they could learn more about the project. Stations for each of the three subareas were set up, allowing attendees to share their visions and values for each area.

At the second public workshop, held in March 2025, table exercises invited participants to identify locations for improvement related to the public realm, redevelopment, and mobility.



Online Engagement & DIY Mobile Toolkits

All in-person activities were translated into an online survey to extend outreach and ensure feedback from as many voices as possible.

A mobile toolkit was specifically created during the first phase of engagement to enable individual community groups to discuss and share their visions for the City and its subareas.



Subarea Focus Group Meetings

Subarea focus groups met at key points throughout the planning process to help shape the vision and share concerns for the future of each subarea. The first virtual meeting was held on November 9, 2024, followed by an in-person meeting in March 2025 at the Appleton Public Library. The final focus group meeting to review the plan findings was held in July 2025.



WHAT WE HEARD



Enhance facades and fill in missing teeth

Re-imagaine Wisconsin as a food street; draw more local vendors

Streetscape has an opportunity to be more attractive through identity and branding

Calm traffic and include green when redeveloping

More neighborhood events like Bazaar After Dark

Inhospitable due to funneled winds, no trees or shading, or lighting

Make Wisconsin Ave more like College Ave with apartments over businesses, very walkable, small businesses

A summary of comments from the public engagement events

Visitor Trends

The average person visited this subarea

3 times

in 2024.

The number of visitors has increased by 2.1% since 2022



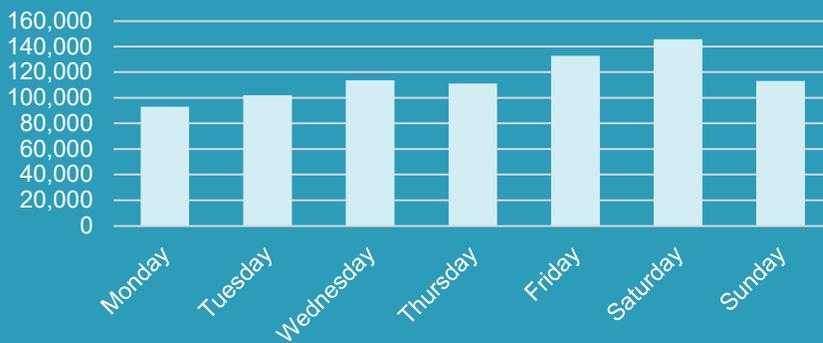
People spent an average of

99 minutes

in the subarea when they visited in 2024 - enough to enjoy a sit-down meal and browse one or two shops.



**Wisconsin Ave Subarea
Average Number of Visitors by Day of the Week, 2024**



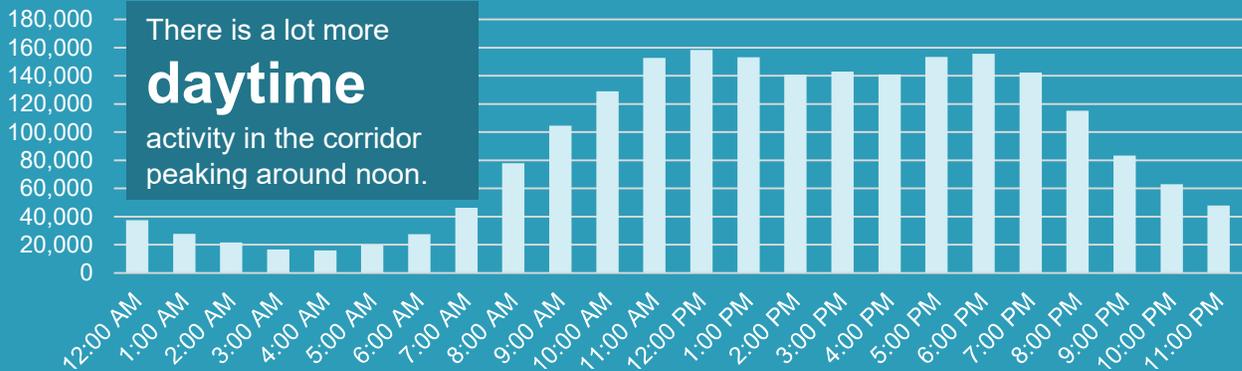
There were over

811,750

visits to this subarea in 2024. Saturday was the most popular day for people to stop by.



**Wisconsin Ave Subarea
Average Number of Visitors by Hour of the Day, 2024**



Source: Visitor data was captured using PlacerAI, which tracks cell phone and spending trends from January 01, 2024 to December 23, 2024. This program counts visits when a mobile device user spends at least 7 to 10 minutes at a specific location. A buffer was applied to only collect records from individuals who live outside the subarea.

2. Goals

The following goals summarize the vision for the Wisconsin Avenue subarea, based on insights gathered through the planning process and community engagement.



See Chapter 3: Development

Development

Encourage redevelopment that increases housing supply and supports mixed-use development.

- Expand housing opportunities and promote redevelopment
- Encourage development that is flexible in response to changing market conditions
- Foster mixed-use and higher density development
- Strengthen community connections and livability with redevelopment
- Support high-quality and cohesive urban design



See Chapter 4: Enhance Mobility

Mobility

Enhance mobility and neighborhood connections.

- Expand and enhance multi-modal transportation options to improve access and mobility for all users
- Strengthen safety and access for all users
- Enhance non-motorized connections to existing neighborhoods
- Apply Complete Streets Design Guide principles to create a welcoming and inclusive environment for all modes of transportation



See Chapter 5: Improve Community Character

Character

Improve streetscape and landscaping.

- Strengthen the identity of the public realm to support safety, welcomeness, and environmental stewardship
- Create a more engaging Wisconsin Avenue Subarea streetscape by investing in art, landscaping, and amenities supporting pedestrian comfort and safety
- Declutter the streetscape by implementing design standards for signs, billboards, utilities

Opportunities Map

There are several key development opportunities that were identified through the visioning process as opportunities for redevelopment, new development, or site enhancements to enhance the walkability, vibrancy, and residential opportunities of the area.

1. N. Richmond St. and Wisconsin Ave. | Potential for mixed-use gateway redevelopment
2. N. Clark St. and Wisconsin Ave. | Infill development
3. N. Appleton St. and Wisconsin Ave. | Small scale retail redevelopment
4. N. Oneida St. and Wisconsin Ave. (Former KFC Area) | Vacant building redevelopment
5. St. Thérèse Catholic Parish Area | Mixed-use redevelopment with housing
6. N. Drew St. and Wisconsin Ave. | Redevelop parking and single-family homes to mixed-use development
7. Redevelopment Opportunities | Potential for redevelopment and infill development
8. North of Appvion Parking Area | Potential for development
9. Appvion Parking South Area | Potential for development



LEGEND



Roads



Existing Buildings



Identified Opportunity Areas



3. Development

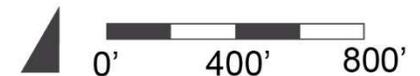
Existing Land Use and Character

The Wisconsin Avenue Subarea features a mix of pedestrian-friendly businesses and car-oriented suburban commercial uses. Drive-in restaurants, drive-through ATMs, and other suburban-style businesses are scattered among traditional storefronts that front directly onto Wisconsin Ave. with little or no setback. Just beyond this commercial corridor, the subarea transitions into predominantly single-family residential neighborhoods on both sides of the street. Green space and public spaces are limited within the subarea. The subarea’s existing land use typologies are described below and illustrated on the map that follows.



LEGEND

- | | |
|---|--|
|  Residential |  Pedestrian-oriented Businesses |
|  Institutional |  Vacant |
|  Car-oriented Businesses |  Industrial |



Residential

Character

- Mostly single-family homes with traditional architectural styles.
- Front stoops/porches are typical.

Strategy

Maintain and improve façades. Develop underutilized lots for new housing. New development will increase density along the corridor while providing a thoughtful transition into surrounding residential neighborhoods.



Institutional

Character

- Typically two stories or higher.
- St. Thérèse Catholic Parish is an example of institutional land use within the subarea.
- Most buildings have dedicated parking areas at the front or side of the building. Some have additional parking lots off site.
- The structures generally have large windows with high transparency.

Strategy

Improve the frontage landscape, activate the space during nonpeak hours, and screen parking. Consider complementary uses for underutilized spaces. If developed, place parking in rear.



Pedestrian-oriented Businesses

Character

- 0' or small setback from the street. Often have rear parking.
- Typically, one to two stories.
- Often occupied by local businesses.

Strategy

Improve façades, retain local businesses, improve pedestrian experience with better lighting and landscape features.



Car-oriented Businesses

Character

- Buildings typically have larger setbacks from the street.
- Parking is often located at the front or side of the building.
- Some businesses include drive-through facilities.

Strategy

Enhance frontage landscaping to minimize the impact of auto-oriented uses, helping to screen parking and support the long-term transition to pedestrian-friendly buildings.



Encourage redevelopment with higher-intensity land uses along Wisconsin Avenue that transition to a lower-intensity near adjacent neighborhoods. Improve access management by consolidating driveways and limiting expansive curb cuts.

Vacant Land/ Building/ Parking

Character

- Vacant land or vacant building.
- Often paved and used as parking.

Strategy

Recruit new businesses and redevelop vacant land, building, and underutilized parking for development.

The redevelopment should apply pedestrian-friendly design and activate the street frontage.



Development Character

As most existing buildings along Wisconsin Ave. are commercial establishments, the public has expressed support for introducing more attractions and housing to help establish the Wisconsin Avenue Subarea as a cultural, food, and entertainment destination. The precedent images below illustrate opportunities for medium-density housing and mixed-use development that can support this vision. They highlight opportunities to introduce new housing options, support local businesses, and create safe, walkable corridor with character.

Some areas offer potential for higher-density residential development, which should be designed to transition gradually to adjacent lower-density neighborhoods, maintaining the existing character. Redevelopment also presents an opportunity to support local businesses and incorporate valued community amenities such as gathering places and accessible green space.



Mixed-use Mid-Rise

An active, transparent ground floor brings life to the street, fostering connection between indoor uses and the public realm and introduces higher density.



Mixed-use Low-Rise:

An active, transparent ground floor brings life to the street, fostering connection between indoor uses and the public realm.



Multifamily:

Context-sensitive multifamily housing introduces density to meet housing demand while preserving the character of surrounding single-family neighborhoods.



Neighborhood Commercial:

Small-scale businesses that serve a residential neighborhood's basic needs, reducing the need to travel longer distances by car.



Townhouse:

The scale of townhouse housing blends into the neighborhood fabric, offering more housing without compromising the subarea’s identity.



Pedestrian Friendly Streets

Future redevelopment presents opportunities to create pedestrian friendly streets.



Civic Spaces

Accessible and welcoming civic spaces provide opportunities for community gathering, public services, and civic engagement.



Public Green Space

Well-designed public green spaces offer ecological, stormwater infrastructure, and health benefits while enhancing neighborhood livability.

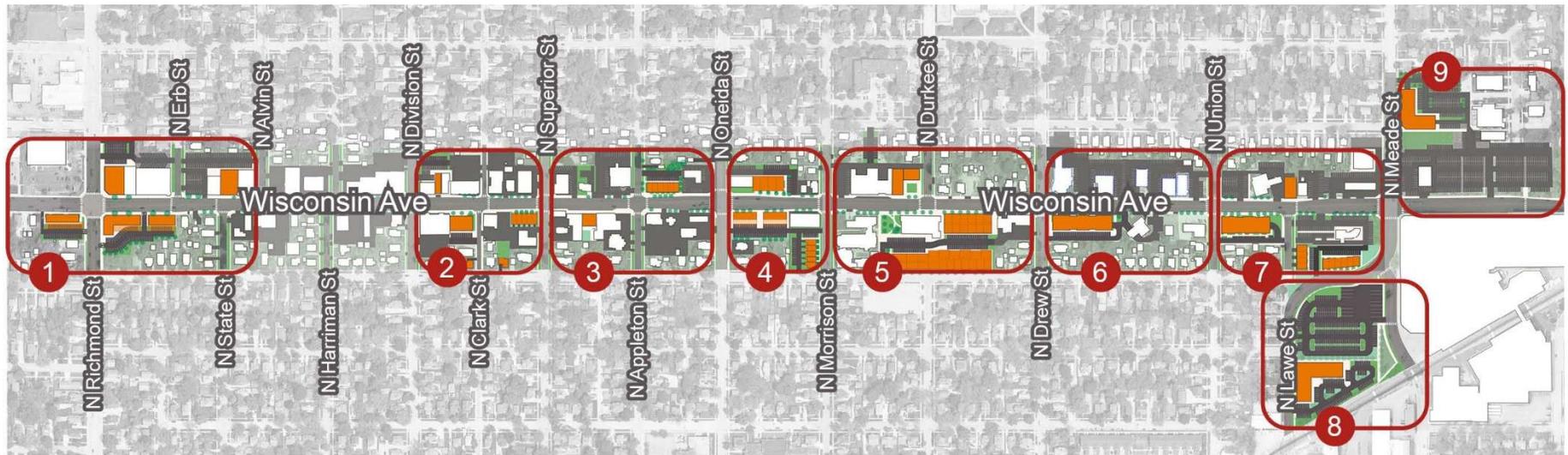


Existing residential properties along Wisconsin Avenue could be converted commercial use in a way that provides a gradual, compatible transition to adjacent residential area.

Development Concepts

Several key sites were identified through the visioning process as opportunities for redevelopment or new development to enhance the walkability, vibrancy, and residential opportunities of the area in both near and long term. These enhancements would improve walkability, increase vibrancy, and expand residential opportunities within the Wisconsin Avenue subarea.

1. **N. Richmond St. and Wisconsin Ave.** | Opportunities for development.
2. **N. Clark St. and Wisconsin Ave.** | Potential for infill and redevelopment
3. **N. Appleton St. and Wisconsin Ave.** | Potential for infill and redevelopment
4. **N. Morrison St. and Wisconsin Ave.** | Potential for redevelopment
5. **St. Thérèse Catholic Parish Community Garden Area** | opportunity for mixed-use development and housing
6. **N. Drew St. and Wisconsin Ave** | Potential for redevelopment
7. **N. Lawe St. and Wisconsin Ave** | Potential for redevelopment
8. **Appvion Parking South Area** | Potential for mixed-use developments
9. **North of Appvion Parking Area** | Potential for mixed-use developments



LEGEND

- Proposed Buildings
- Existing Buildings



It is important to note that these concepts are **illustrative only** and all future development would require the **willingness and participation of existing property owners.**

Activate the Street and Improve Walkability

N. Richmond St. and Wisconsin Ave. Intersection

The intersection of N. Richmond St. and Wisconsin Ave. serves as a key node within the Wisconsin Avenue Subarea. Strategic redevelopment of this intersection—featuring high-quality architectural design—can transform it into a welcoming and visually appealing entry point.

Enhancing pedestrian safety through improved crossings and high-visibility crosswalks will support walkability and connectivity across the subarea.



N Richmond St and Wisconsin Ave intersection potential

Infill Development

Gaps between pedestrian-facing storefronts along Wisconsin Ave. present opportunities for infill development. New buildings could fill these "missing teeth," creating a more continuous and cohesive streetscape that promotes walkability within the subarea. Parking access can be provided at the rear of the buildings, supporting efficient vehicular circulation while maintaining a pedestrian-friendly frontage.



N. Clark St. and Wisconsin Ave. intersection existing



N. Clark St. and Wisconsin Ave. intersection potential



N. Appleton St. and Wisconsin Ave. intersection existing



N. Appleton St. and Wisconsin Ave. intersection potential

The rendering below illustrates how potential infill development could enhance and activate the street frontage near N. Division St.

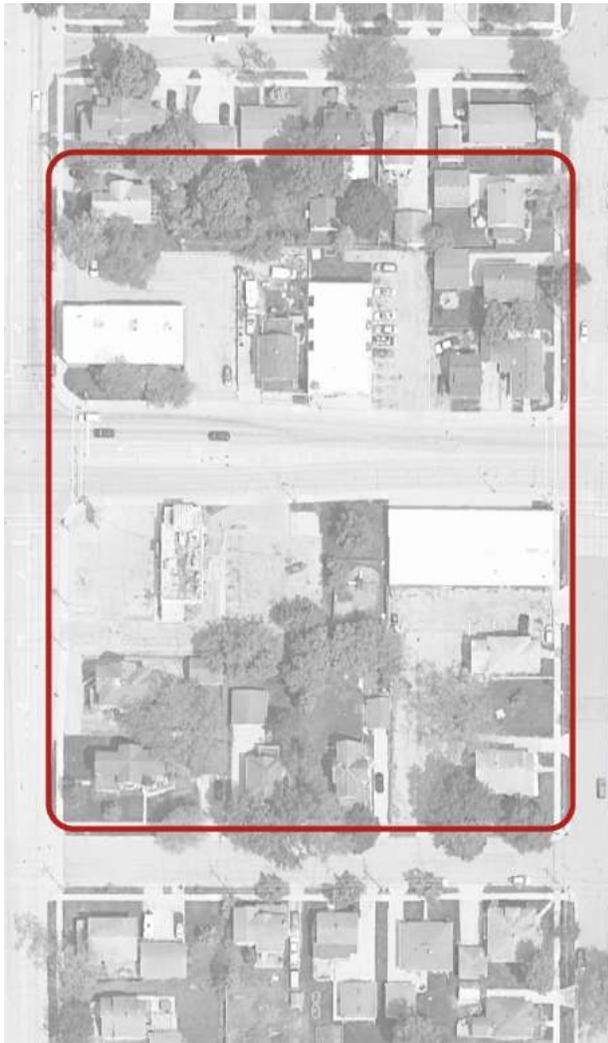


Brownfield Site Redevelopment

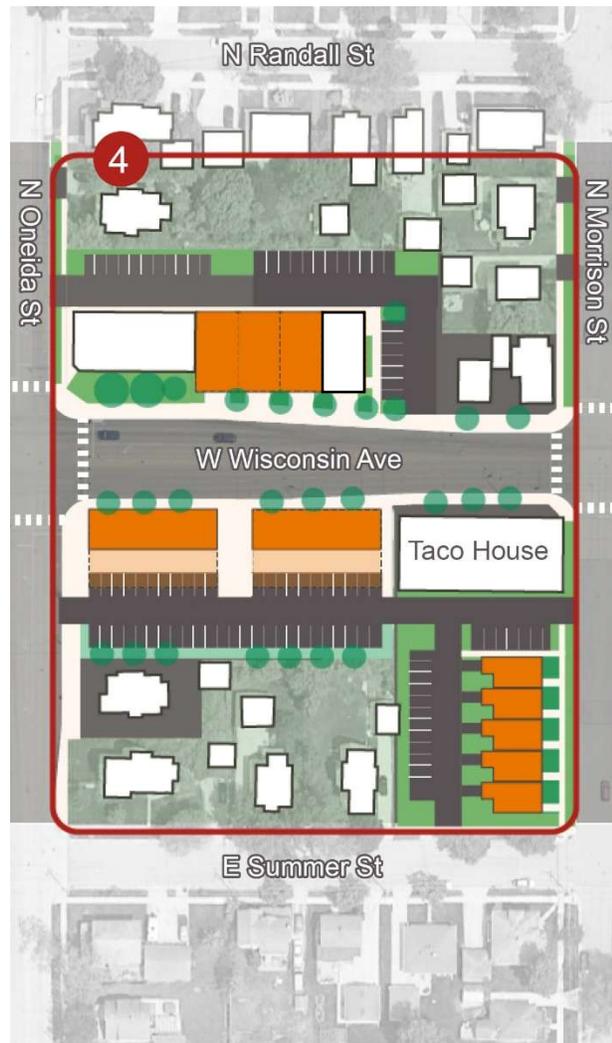
Certain properties, such as laundromats and gas stations, may be classified as brownfield sites due to potential environmental contamination. Property owners and developers are encouraged to collaborate with relevant stakeholders to pursue state and federal funding opportunities—such as EPA Brownfields Grants or programs offered by the Wisconsin Department of Natural Resources (DNR)—to support environmental assessment and redevelopment efforts.

Activate the Building Frontage

Vacant buildings, underutilized sites and parking areas within the subarea present opportunities for redevelopment that can activate building frontages and enhance the public realm. The plans and renderings below illustrate a concept for redeveloping the former KFC site into a more pedestrian-friendly layout, with parking relocated to the rear of the building. Additionally, larger single-family lots in the nearby residential area could be consolidated potentially to support higher-density housing, such as townhomes or small multi-family buildings.



Area near the former KFC site existing



Area near the former KFC site potential

Existing



Future



A pedestrian friendly building frontage and streetscape should be interesting, comfortable, and safe as this example below illustrates.



Interesting	Comfortable	Safe
Building frontages should be pedestrian oriented and feature high transparency to create a more inviting and engaging streetscape.	Shade from street trees and awnings provide comfort for pedestrians. Landscaping adds visual interest.	Walkable streets should feel safe for everyone.

Storefront Improvements

Existing buildings and sites with visually disconnected frontages present opportunities to re-engage the community through improvements through building frontage environment. Potential financial assistance can be received through façade renovation programs, tax increment financing (should a tax increment district be established in the future), and business enhancement grants. These enhancements can provide a renewed sense of identity and foster stronger connection.

Storefront improvements have been shown to support retail retention and attract new businesses. The improvements may include, but are not limited to:

- Building façade enhancements
- Landscape upgrades
- Signage
- Public space amenities such as seating area and benches

Business Enhancement Grant

A storefront façade improvement project can take advantage of funding through the City's Business Enhancement Grant, which allows property owners or tenants to make critical exterior upgrades to buildings that are outdated or have suffered from deferred maintenance. The program is administered by the Appleton Redevelopment Authority (ARA) and is designed to encourage investment in commercial properties throughout the City of Appleton. The grant currently does not have a steady revenue stream. The plan recommends that the City promote and explore ways to establish the grant as a consistent resource for businesses.



The relationship between the building edge on private property and the sidewalk or amenity zone in the public right-of-way plays a critical role in shaping the character, comfort, and functionality of the public realm.

Expand Housing and Mixed-use Development

St. Thérèse Catholic Parish Area

The community garden fronting Wisconsin Avenue and the surface parking behind is owned by St. Thérèse Catholic Parish. Previously zoned as Public Institutional, the Parish requested a rezoning of the site in 2023 to C-1 Neighborhood Mixed-Use District. This zoning change enables the potential for multi-family and mixed-use development. Given the growing housing demand in the City of Appleton, redevelopment of this property could expand housing options and enhance the vibrancy of the subarea. With thoughtful design, the site could incorporate a community garden with potential green space that supports social gatherings and neighborhood interaction. This would attract more foot traffic and establish a destination for residents.



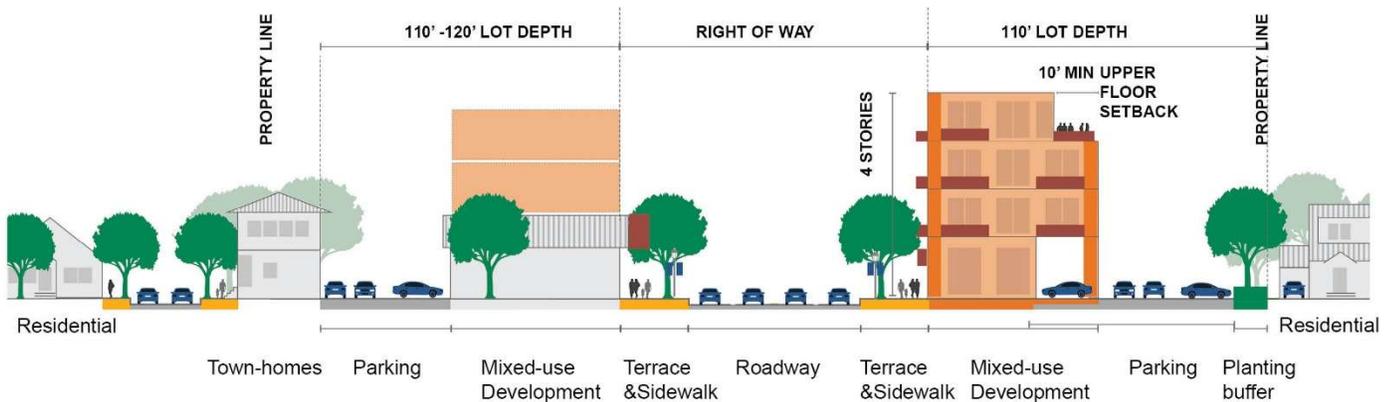
St. Thérèse Catholic Parish Area existing



St. Thérèse Catholic Parish Area potential

Transition from Mixed-use Development

New mixed-use developments should be thoughtfully designed to respect the existing neighborhood and transition gradually to lower-density residential areas. This approach maintains the existing neighborhood character while accommodating new growth. Landscaping, screening, and parking can work as a buffer between the development and neighbors.



N. Drew St. and Wisconsin Ave. Area

The underutilized parking lot and several existing single-family housing in poor condition near N. Drew St. and Wisconsin Ave. intersection could be potentially consolidated to support a mixed-used development fronting the Wisconsin Ave., with parking placed at the rear to promote a more pedestrian-friendly streetscape.



N Drew St. and Wisconsin Ave. area existing



N Drew St. and Wisconsin Ave. area potential

Redevelop the Auto-Oriented Businesses

603 E. Wisconsin Ave. was previously used as trailer parts and service shop. The large surface parking is visually unappealing and does not contribute to the overall character of the subarea. Construction is underway to redevelop the site into a new workforce housing development that includes some income-restricted units. The adjacent parcel, currently operating as an auto repair shop, also presents a potential redevelopment opportunity. Transforming this site would support mixed-use development, expand housing options, and improve the overall visual appearance of the area.



N. Lawe St. and E. Wisconsin Ave. area existing



N. Lawe St. and E. Wisconsin Ave. area potential

Appvion Operations Area

There are several large surface parking areas near Appvion Operations Inc. The area south of Wisconsin Ave. currently serves both as staff parking and maneuvering space for semi-trucks. While a portion of the parking area could be preserved for the operational needs of Appvion, the remaining area presents an opportunity for new development. This could include housing and services that support both Appvion staff and the general public, with active frontage along N. Lawe and E. Summer Streets. Parking and green space could be strategically placed to buffer the potential development from the adjacent railway.



Parking area on the Southwest side of Appvion existing



Parking area on the Southwest side of Appvion potential

North of Wisconsin Ave., beyond the existing Appvion staff parking, lies another large surface lot. This area could accommodate a new building fronting North Meade Street, with rear parking to support a more pedestrian-oriented design. Both developments north and south would contribute to improving the overall character and functionality of the subarea.



Parking area on the north side of Appvion existing



Parking area on the north side of Appvion potential



4. Enhance Mobility

While Wisconsin Ave. is a major transportation roadway connecting multiple destinations in Appleton, the subarea is also a destination itself: places where people live and work, attend school, church, and shop. While accommodating vehicular traffic is important, the future design of the subarea must also be sensitive to residential context and the desire for neighbors to move around the subarea in other ways.

Strengthen Neighborhood Connections

Walking, biking, and transit are interconnected components of a strong, people-centered transportation network. A well-designed system of non-motorized facilities—including sidewalks, bike lanes, trails, and safe street crossings—ensures that residents and visitors can travel to and between key destinations within the subarea without relying solely on private vehicles. Enhancing these connections supports not only mobility, but also economic opportunity, sustainability, and community health.

Transit Access and Infrastructure

Improving access to and from transit services is critical to creating a more inclusive and reliable transportation system. Bus stops along Wisconsin Ave. are located close to the roadway, where fast-moving traffic can pose safety concerns and create an uncomfortable experience for riders. Future improvements should include the addition of shelters, seating, and clear signage to enhance both comfort and visibility. Higher-density development and improved bike and pedestrian facilities could potentially increase ridership, which may lead to expanded transit service and improved accessibility for residents who rely on public transportation during non-standard hours.



Bus stop seating example

Expanding Pedestrian Access

To strengthen neighborhood connectivity, direct and safe pedestrian routes must be prioritized—especially between residential areas and key destinations such as grocery stores, schools, parks, and community centers.

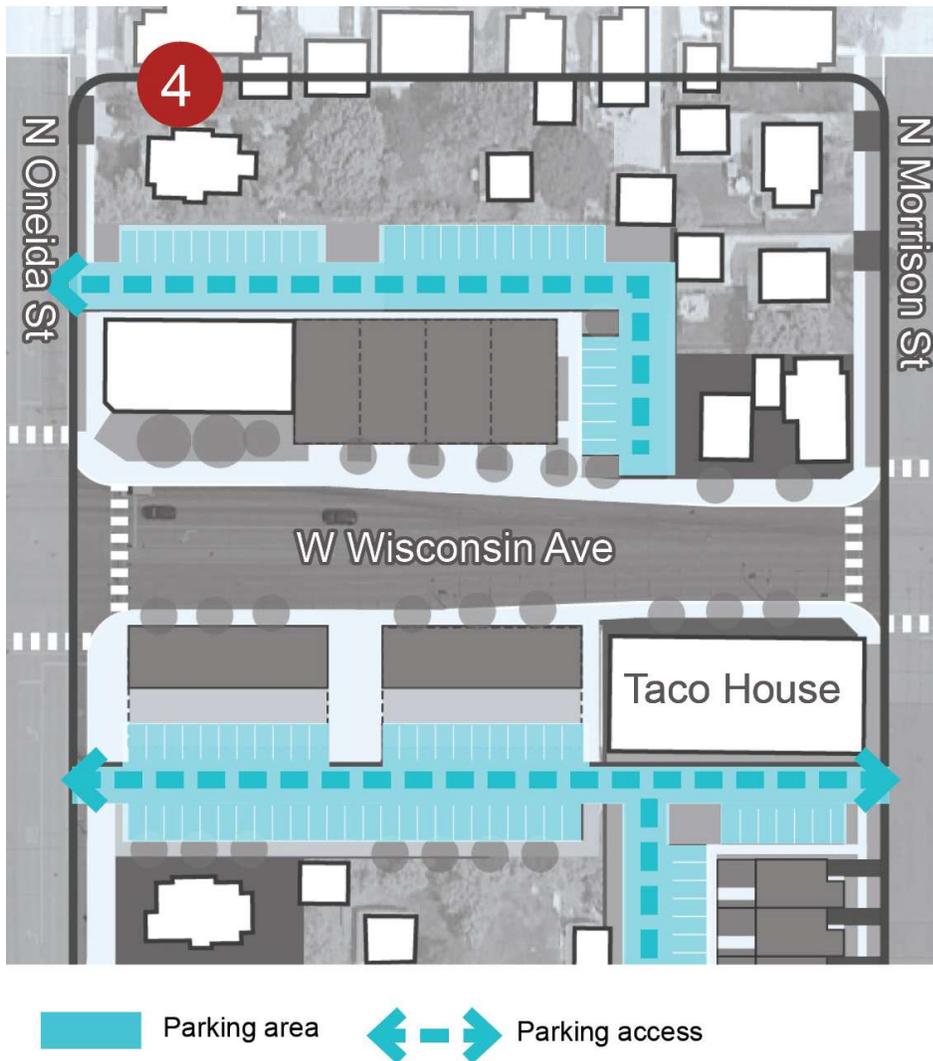
Currently, there is no dedicated bicycle infrastructure along Wisconsin Ave. Future bike lanes on N. Oneida St. could improve connectivity between the Wisconsin Avenue Subarea and the Richmond–Northland Subarea. Lawe Street is scheduled for reconstruction in 2026, which will include the addition of bike lanes. N. Drew St. currently has bike lanes south of Wisconsin Ave., but they terminate at the intersection. Extending these lanes north of Wisconsin Ave would provide a direct connection to Erb Park and Kaleidoscope Academy Middle School. Neighborhood streets can be more bike-friendly through the installation of signage and pavement markings that encourage cyclists to use these streets and alert drivers that bicycles are permitted to take the full lane. These improvements would help create a safer, more connected environment for cyclists of all ages and abilities.



Some neighborhood streets should allow bike to use the whole lane

Shared Parking Access

Many businesses along Wisconsin Ave. currently maintain independent vehicular access points. Implementing shared parking facilities and consolidated access can reduce the number of curb cuts, improve pedestrian safety and traffic flow, and potentially increase the overall parking capacity through more efficient layout and design. The plan below illustrates a potential redevelopment concept for the former KFC site, featuring shared parking and improved access to support a more cohesive and pedestrian-friendly environment.



Complete Streets Design Guide

Complete Streets are multi-faceted and holistic streets that support multimodal transportation, active commerce, and vibrant communities.

The City enacted the Complete Streets Design Guide in 2024. The design guide is used to support City of Appleton staff in identifying and implementing complete street design solutions from initial concept through final engineering as well as retrofitting existing facilities.

Tactical Improvements

Tactical improvements are short-term and low-cost quick build projects used to enhance mobility. Common strategies include repainting, signage, plastic curbs, planters, boulders, and barriers. The community can test ideas such as lane reductions, new bike lanes, or temporary buffers on streets before making permanent investments.

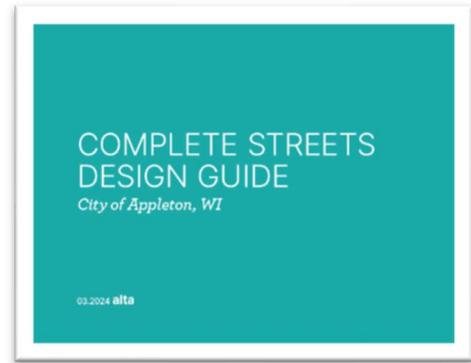


Image credit: Appleton Complete Streets Design Guide

Long-Term Improvements

Traffic calming retrofit for arterial streets emphasizes reducing vehicular lanes and widths, providing dedicated facilities for all modes of transportation, and creating shorter and protected crossings for pedestrians across the arterial.

Key elements may include lanes reconfiguration, medians, curb extensions, pedestrian refuge islands, protected bike lanes, and turning restrictions.

The community had voiced a strong desire to make the Wisconsin Avenue Subarea more walkable in the future including stronger connections between neighborhoods, improved sidewalks, and shade trees. A lot of the changes would require the reconfiguration of the street to allocate more spaces to walking and biking facilities.

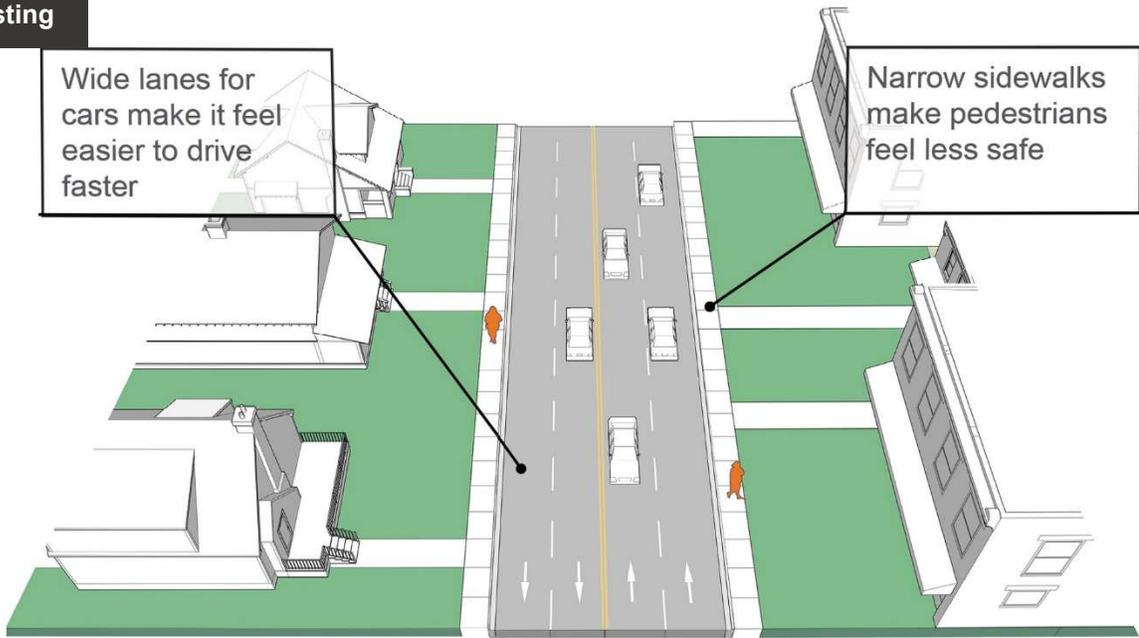
As a planning-level study, these recommendations are high-level in nature and intended to set the desired direction and nature of improvements with public engagement. The exact road configuration and details for Wisconsin Ave. design will require further study. Furthermore, the roadways designation as a state highway requires collaboration with the State Department of Transportation. Future studies should consider:

- Reduction in pavement width
- Driving lane width reduction
- Evaluate facilities for bicyclists and pedestrians
- Provide landscaped terrace with street trees or other plantings



Wider sidewalks and on-street parking on College Avenue

Existing



Future

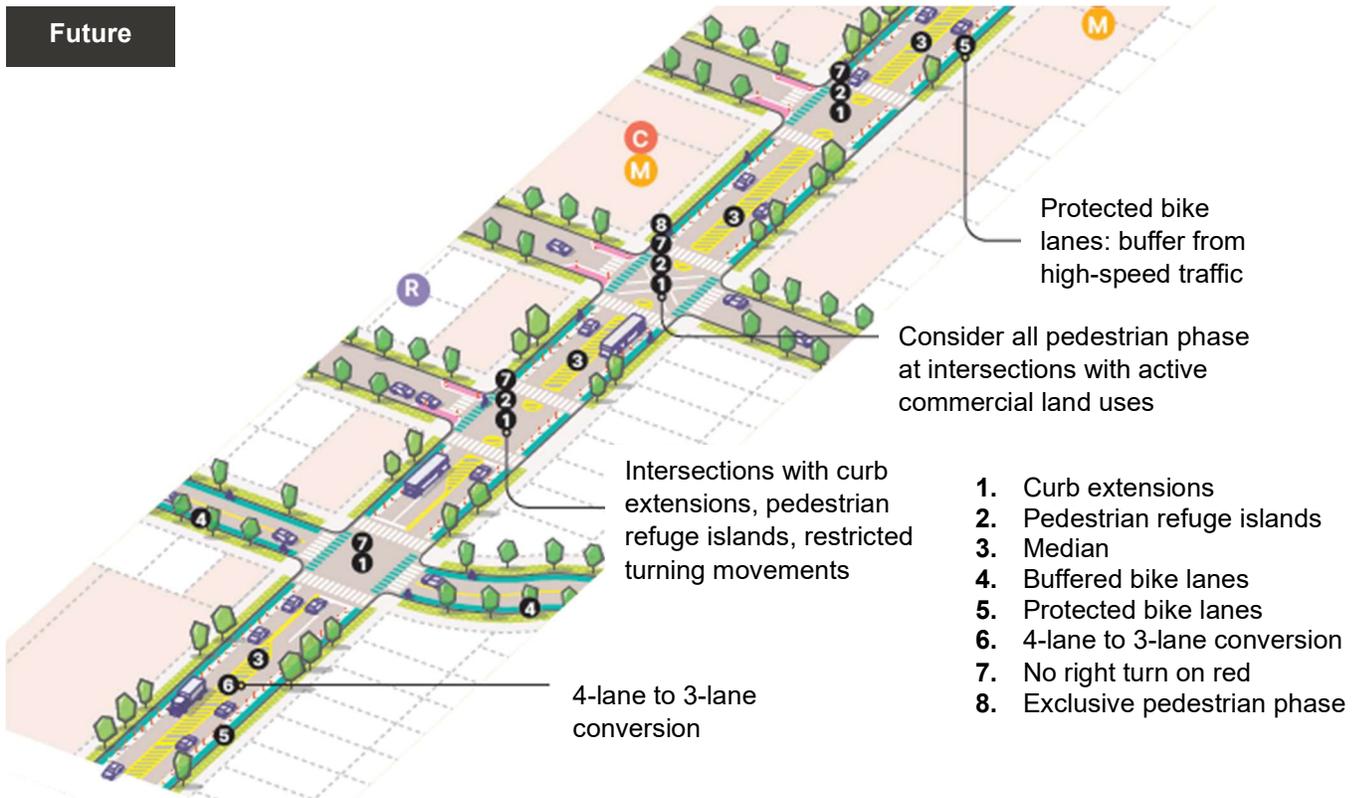
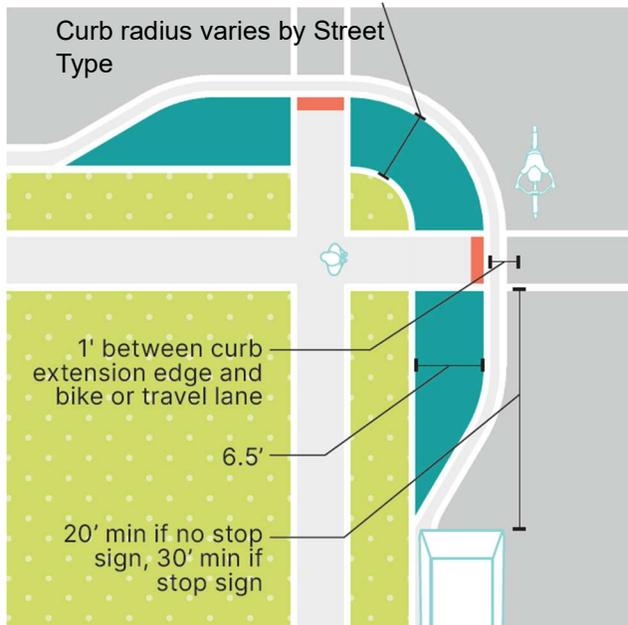


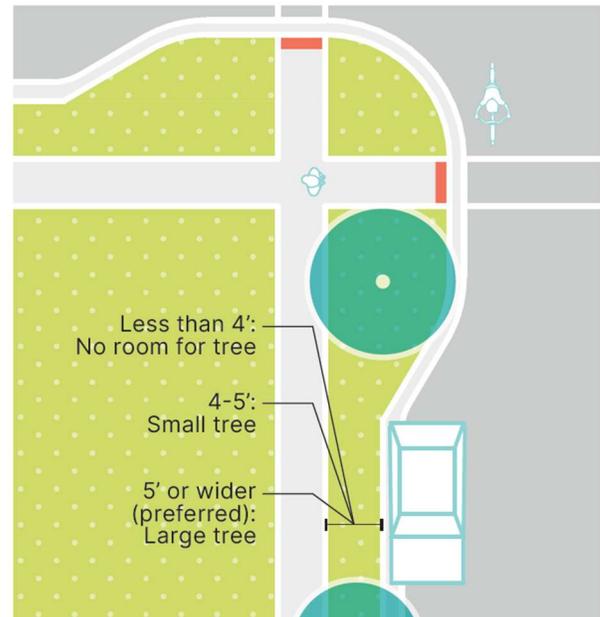
Image credit: Appleton Complete Streets Design Guide

Traffic Calming Measures

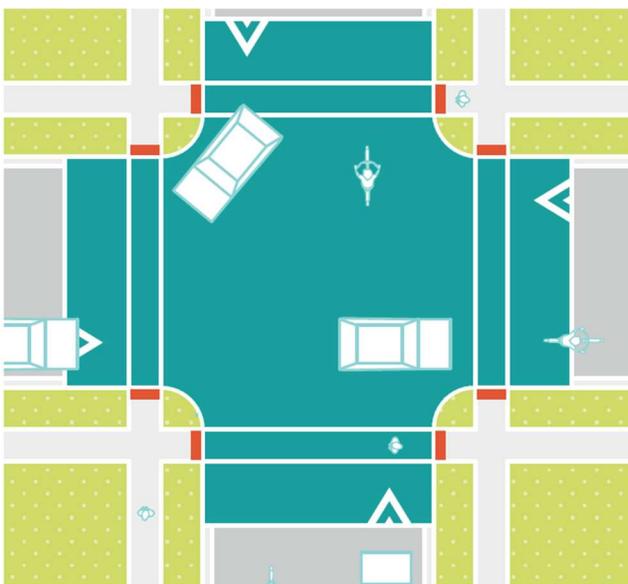
The application of traffic calming measures depend on design features, maintenance considerations, and specific locations. There is no one-size-fits-all approach. The images below highlight the design elements that may be used for traffic calming.



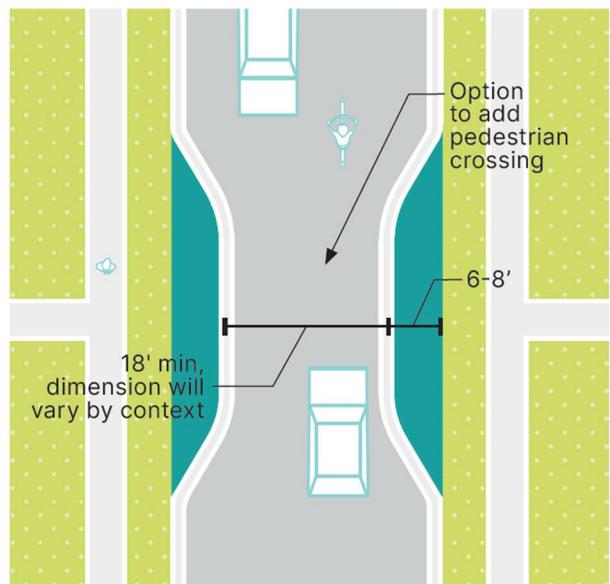
Curb Extensions



Street Trees



Raised Intersections



Pinchpoint

Image credit: Appleton Complete Streets Design Guide



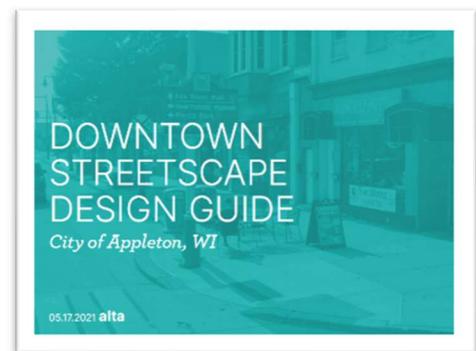
5. Improve Community Character

Community character is essential to fostering a sense of belonging within a neighborhood. An engaging environment should reflect the identity of its community. The Wisconsin Avenue Subarea currently hosts a significant number of restaurants, and additional food vendors could help establish it as a dining-focused destination. Businesses within the subarea could also adopt a shared identity and branding to strengthen its sense of place.

The character of the Wisconsin Avenue area can be enhanced through sustainable and resilient design strategies. These approaches include improvements to the public realm, the integration of pedestrian-friendly amenities, and the incorporation of artful elements that enrich the overall public experience.

Public Realm Improvements

Increasing vegetation within the subarea, including adding street trees and plantings where possible, is key to enhancing the public realm and improving the overall experience within the Wisconsin Avenue Subarea. Utilizing native plants not only supports local biodiversity but also promotes sustainable, low-impact stormwater management. In addition, the streetscape should be equipped with a complete set of pedestrian amenities such as lighting, shaded seating areas, banners, wayfinding signage, trash receptacles, and other fixtures that contribute to a welcoming atmosphere. Efforts should also be made to reduce visual clutter by minimizing billboards, excessive signage, and exposed utilities, ensuring a cleaner and more cohesive streetscape.



The guide provides guidance on creating an attractive and welcoming public realm.

The Downtown Streetscape Design Guide provides guidance to ensure the streets of Downtown Appleton are highly multi-modal spaces with shopping and recreation, employment, open space, health and wellbeing, safety, and identity of the downtown area. The subarea transportation should follow the guide with an objective focus on multi-modal transportation.

How to implement public realm improvements

Implementing public realm improvements can begin with simple, cost-effective strategies that make an immediate visual and functional impact. Low-cost materials such as epoxied gravel, movable planters, and flexible seating can be used to reconfigure and activate underutilized spaces along the corridor.

Engaging local artists, business owners, residents, and community organizations in the design and construction process fosters a sense of ownership and ensures that the spaces reflect the community's character and needs. Adjacent landowners and businesses can also play a valuable role in the ongoing maintenance, oversight, and programming of these public areas.

While comprehensive improvements often require significant time and resources, near-term interventions such as pop-up public spaces in existing parking lots or vacant parcels can serve

as a powerful tool to build momentum and community support. These temporary spaces provide immediate benefits and help lay the groundwork for more permanent investments in the future.



Wisconsin Avenue closed temporarily for special events. Image credit: River + Bay



Existing Mural at 230 E. Wisconsin Avenue

Create a Tax Increment District

During the engagement process, residents expressed strong interest in introducing more events and programming—such as *Bazaar After Dark*—to activate the Wisconsin Avenue Subarea. This corridor could be positioned as an "eat street" and a vibrant destination for dining, culture, and community events.

To support this vision, the City could consider establishing a Tax Increment District (TID). These tools could provide funding for public realm improvements, such as enhanced lighting, streetscaping, and public gathering spaces. These investments would help create a more event-friendly environment and encourage continued economic growth.

Create a Business Improvement District and Expand Programming

The City could consider encouraging the local property owners to form a Business Improvement District (BID) which could also serve as a coordinating body, working with local organizations, cultural institutions, and businesses to develop a year-round event calendar. Partnerships with local shops, restaurants, artists, and vendors could enable co-hosted events that reflect the community's identity and interests.

To facilitate activation, the City could establish a streamlined permitting process for temporary uses, including farmers market, food truck rally, etc. Pilot small-scale events—such as pop-up markets or mini festivals—can be launched to test ideas, build momentum, and gauge community response before scaling up to larger programming.

“

In my view, Wisconsin Avenue has been struggling with misperceptions more than anything. The result has been several vacant storefronts positioned between otherwise unique and valuable businesses. Some people might think it's naive to address deep social and economic issues with what amounts to a street party, but I believe that changing the narrative of a place can begin with a few good ideas and a handful of committed citizens, partnerships and businesses.

”

Adrienne Palm, Former Director of PULSE Young Professionals Network.

Greening the Subarea

The Wisconsin Avenue Subarea has several expansive surface parking areas, especially around Appvion Operations. These not only create an uninviting environment for both visitors and residents but also contribute to increased stormwater runoff due to the high proportion of impervious surfaces. This runoff can lead to nuisance flooding and water pollution.

Residents have expressed a desire for more vegetation within the area. In response, the integration of green infrastructure such as street trees, rain gardens, vegetated swales, and bioretention areas—can enhance the visual appeal while mitigating runoff impacts. The use of native plants is recommended wherever possible, as they support local wildlife by providing habitat and food sources. While terrace widths are constrained in this corridor, there may be strategic locations where these could be implemented within the public right of way or in private surface lots.

The images below illustrate several stormwater management techniques and strategies that could be implemented in the subarea to address various sources of runoff effectively and add greenery to the subarea.



Bioretention



Vegetated Swale



Tree Planting



Permeable Paving

Art and Wayfinding

The subarea should integrate art and interactive exhibits to enhance the community character. Specific locations for art within the subarea require further study. The plan recommends that project partners continue to engage with the local art community and community partners to identify potential locations and preferred types of installations. Temporary artwork can be used to generate awareness and build support for future permanent installations.



Image Credit: City of Appleton



Image Credit: Tempe Public Art



Image Credit: Eric Wafers



Image Credit: Konstantin Dimopoulos

6. Recommended Actions

Priority

Each action is assigned to a priority level based on how it was prioritized.

Higher priority actions

These actions or initiatives are considered critical to achieving the community’s long-term vision and goals. They address urgent needs, have broad community impact, or are foundational to the success of other recommendations. High-priority items should be initiated in the near term (typically within 1–3 years)

Medium priority actions

These items are important to the plan’s success but are less time-sensitive than high-priority actions. They support community goals and can be implemented once high-priority actions are underway or as resources become available.

Low priority actions

These actions are desirable but not immediately necessary. They may depend on the completion of higher-priority initiatives or the availability of future funding or capacity.

GOAL/STRATEGIES	LEAD	PRIORITY
Goal 1: Encourage redevelopment that increases housing supply and supports mixed-use development.		
a. Ensure zoning regulations support mixed-use and high-density residential development.	City	High
b. Redevelop underutilized parcels and parking lots to increase housing supply.	ARA/Private	High
c. Promote funding the façade program and utilization of façade improvement program. Revise the program to incentivize application and use.	Public/Private	Medium
d. Evaluate the creation of a TIF district for the Wisconsin Avenue Subarea.	City	High
e. Support mixed-use housing and commercial development to increase density and vibrancy on underutilized lots.	Private	High
f. Create more vibrant destinations that attract people and encourage community gathering, activity, and exploration. Incorporate year-round programming and events into the Wisconsin Avenue subarea.	Private	Medium
g. New development and redevelopment should have building frontages facing the street with parking located in the rear or side to support a pedestrian friendly environment.	Private	Medium
h. New development and redevelopment should focus on supporting and attracting local businesses. Encourage niche and specialty businesses to activate and fill available commercial spaces.	Private	Medium

i. Allow for thoughtful commercial expansion along Wisconsin Avenue that provides a gradual, compatible transition to adjacent residential areas.	Private	Low
j. Collaborate with stakeholders to secure state and federal funding - such as EPA Brownfield Grants or Wisconsin DNR programs - to support redevelopment.	City/Private/ State/Federal	Medium
k. Strengthen code enforcement efforts to address properties that are poorly maintained, ensuring compliance with property maintenance standards and supporting overall neighborhood character.	City	High

Goal 2: Enhance mobility and neighborhood connections

a. Implement traffic-calming strategies—both tactical and long-term—to improve safety and accessibility.	City/State	Low
b. Improve walkability and mobility along Wisconsin Avenue.	City/Private	Medium
c. Develop an access management plan that consolidates driveways, prioritize pedestrian safety, and improve traffic flow, to be implemented during site development or redevelopment.	City/Private	Medium
d. Improve signage directing visitors to rear parking areas to reduce confusion and enhance accessibility.	City/Private	Medium
e. Improve the safety and usability of bus stops near high-usage areas when developments or redevelopments occur.	City	Medium
f. Create direct pedestrian connections between neighborhood destinations. Enhance neighborhood connections through an extended and improved bike network.	City/Private	Medium
g. Encourage businesses to establish shared parking agreements to maximize parking efficiency and reduce land consumption.	City/Private	Medium
h. Implement plans and principles from the Complete Streets Guide	City/Private	Medium
i. Conduct a comprehensive traffic study for the Wisconsin Avenue Subarea to evaluate strategies for improving overall safety and traffic efficiency.	State/City	High

Goal 3: Improve streetscape and landscaping

a. Increase vegetation and reduce impervious surfaces within the subarea. Provide landscape buffers near roadways during site development and redevelopment.	City/ ANBA/ Private	High
b. Create a complete set of street amenities for pedestrians, including lighting, shade, seating areas, banners, wayfinding, trash receptacles, and other fixtures.	City/Private	High

c. Improve signage to clearly identify existing businesses in residential type structures.	City/Private	Medium
d. Encourage art and interactive exhibits	City/ ANBA/ Registered neighborhoods /AASD/Private	Medium
e. Reduce visual clutter of billboards, signage, and utilities	Private	Low
f. Bury overhead utility lines as part of the site redevelopment process	City/Private	Low
g. Streamline temporary use permitting to encourage activation of spaces during non-peak times.	City/Private	Medium
h. Support the establishment of a Business Improvement District (BID) if desired by the property owners within the subarea.	City/Private/ ANBA	Medium

List of Abbreviations:

AASD: Appleton Area School District

ANBA: Appleton Northside Business Association

ARA: Appleton Redevelopment Authority