



City of Appleton

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

Meeting Agenda - Final Appleton Redevelopment Authority

Wednesday, September 10, 2025

9:00 AM

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

[25-0921](#) ARA Minutes from 2-12-25

Attachments: [ARA Minutes 2-12-25.pdf](#)

5. Public Hearing/Apearances

6. Action Items

[25-0922](#) Elect Chair

[25-0923](#) Elect Vice Chair

[25-0924](#) Set Meeting Date and Time

[25-0925](#) Designate Contact Person

7. Information Items

[25-0926](#) Update on Comprehensive Plan / Sub Area Plans

Attachments: [Appendix 8 Northland Avenue and Richmond Street Subarea.pdf](#)

[Appendix 9 S. Oneida Street Subarea.pdf](#)

[Appendix 10 Wisconsin Avenue Subarea.pdf](#)

[25-0927](#) Update on 222 N. Oneida Street

[25-0928](#) Requests for Future Agenda Items

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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100 North Appleton Street
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Meeting Minutes - Final Appleton Redevelopment Authority

Wednesday, February 12, 2025

9:00 AM

Council Chambers, 6th Floor

1. Call meeting to order

Vice Chair Van Dyke called the meeting to order at 10:00 a.m. (Meeting started late due to Board of Health meeting running long.)

2. Pledge of Allegiance

3. Roll call of membership

Chair Downs was present before the meeting started but needed to leave at 9:45 a.m.; therefore, she was not able to participate in the meeting due to the late start.

Present: 5 - Van Dyke, Brokl, Higgins, Carpenter and Meltzer

Excused: 2 - Downs and Fisher

*Others present:
Bradley Viegut, Baird*

4. Approval of minutes from previous meeting

[25-0055](#)

ARA Minutes from 12-11-24

Attachments: [ARA Minutes 12-11-24.pdf](#)

Meltzer moved, seconded by Carpenter, that the Minutes be approved. Roll Call. Motion carried by the following vote:

Aye: 5 - Van Dyke, Brokl, Higgins, Carpenter and Meltzer

Excused: 2 - Downs and Fisher

5. Public Hearing/Appearances

6. Action Items

[25-0056](#)

Request to approve reappointments to the ARA Exhibition Center Advisory Committee

Attachments: [ARA ECAdvCom Hotelier + Comm Member Re-Appts Memo 2-12-25.pdf](#)
[ARA Exhibition Center Advisory Committee 2016 Appointments-Feb 2025.pdf](#)

Brokl moved, seconded by Meltzer, that the reappointments be approved. Roll Call. Motion carried by the following vote:

Aye: 5 - Van Dyke, Brokl, Higgins, Carpenter and Meltzer

Excused: 2 - Downs and Fisher

7. Information Items

[25-0057](#)

Update on bonds for the Fox Cities Exhibition Center by Baird

Attachments: [Presentation Book Appleton Redevelopment Authority 02.12.25.pdf](#)

This item was presented by Brad Viegut of Baird.

[25-0058](#)

Update on 222 N. Oneida Street

This item was presented and discussed.

[25-0059](#)

Requests for Future Agenda Items

This item was presented.

[25-0060](#)

Upcoming Meetings & Events

- ARA Exhibition Center Advisory Committee (March 3 at 1:00 pm in Council Chambers)
- Comprehensive/Sub Area Plans, Community Workshop (March 18 from 4:00 - 7:00 pm at the Appleton Public Library, 200 N. Appleton Street, Mary Beth Nienhaus Community Meeting Room (upper level))

This item was presented.

8. Adjournment

Higgins moved, seconded by Carpenter, that the meeting be adjourned at 10:20 a.m. Roll Call. Motion carried by the following vote:

Aye: 5 - Van Dyke, Brokl, Higgins, Carpenter and Meltzer

Excused: 2 - Downs and Fisher

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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.

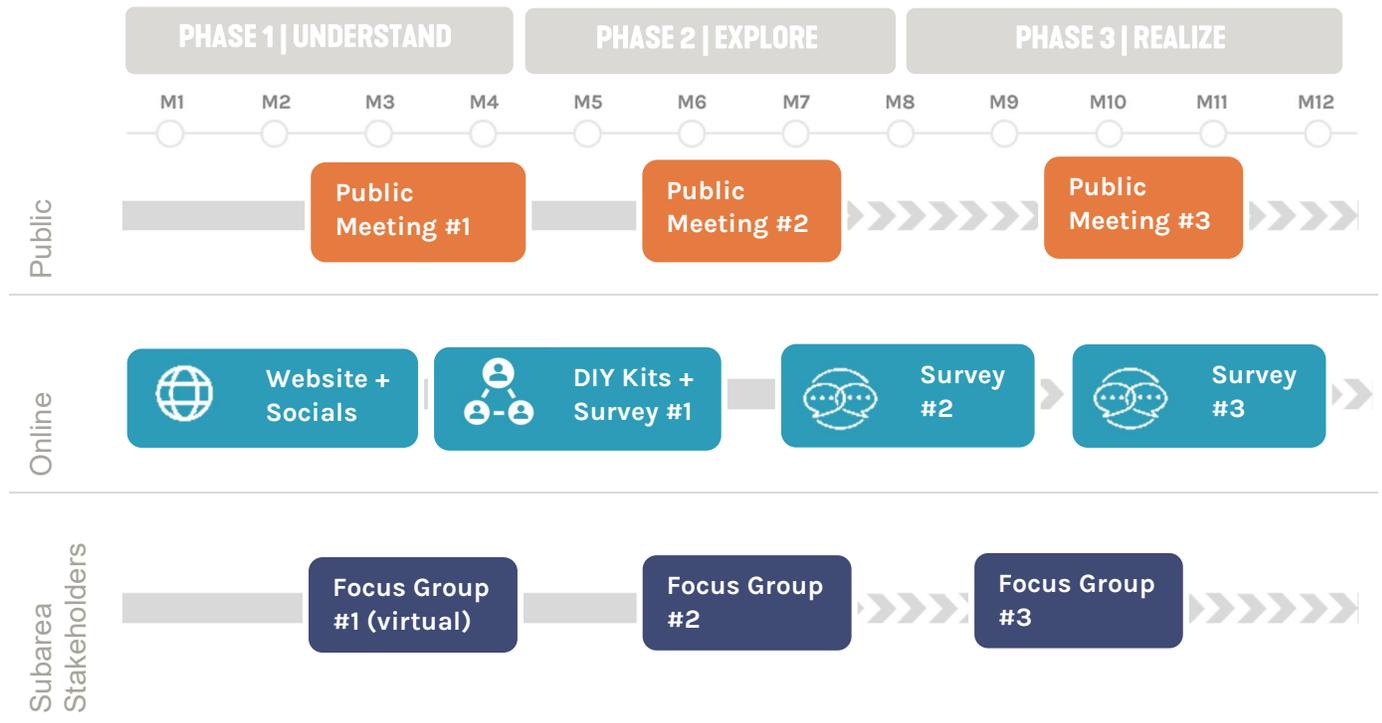
- Enhancing landscaping and streetscape elements
- Promoting mixed-use development
- Redeveloping vacant and underutilized sites
- Encouraging pedestrian-oriented building design
- Supporting transit services
- Promoting sustainable practices



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

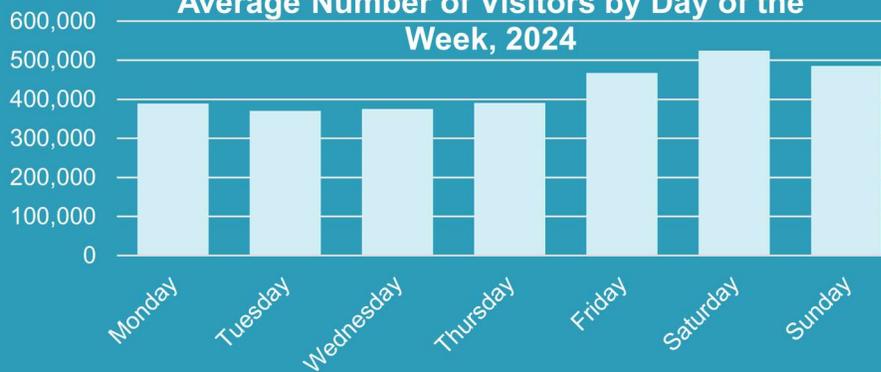
63 minutes

in the subarea when they visited in 2024.

This is long enough to grab a quick casual meal and browse one or two shops.



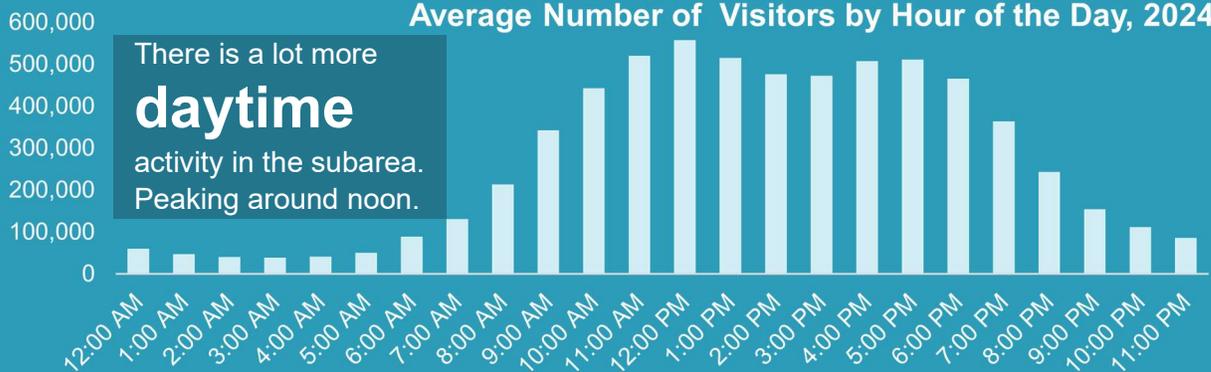
**Northland Richmond Subarea
Average Number of Visitors by Day of the Week, 2024**



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

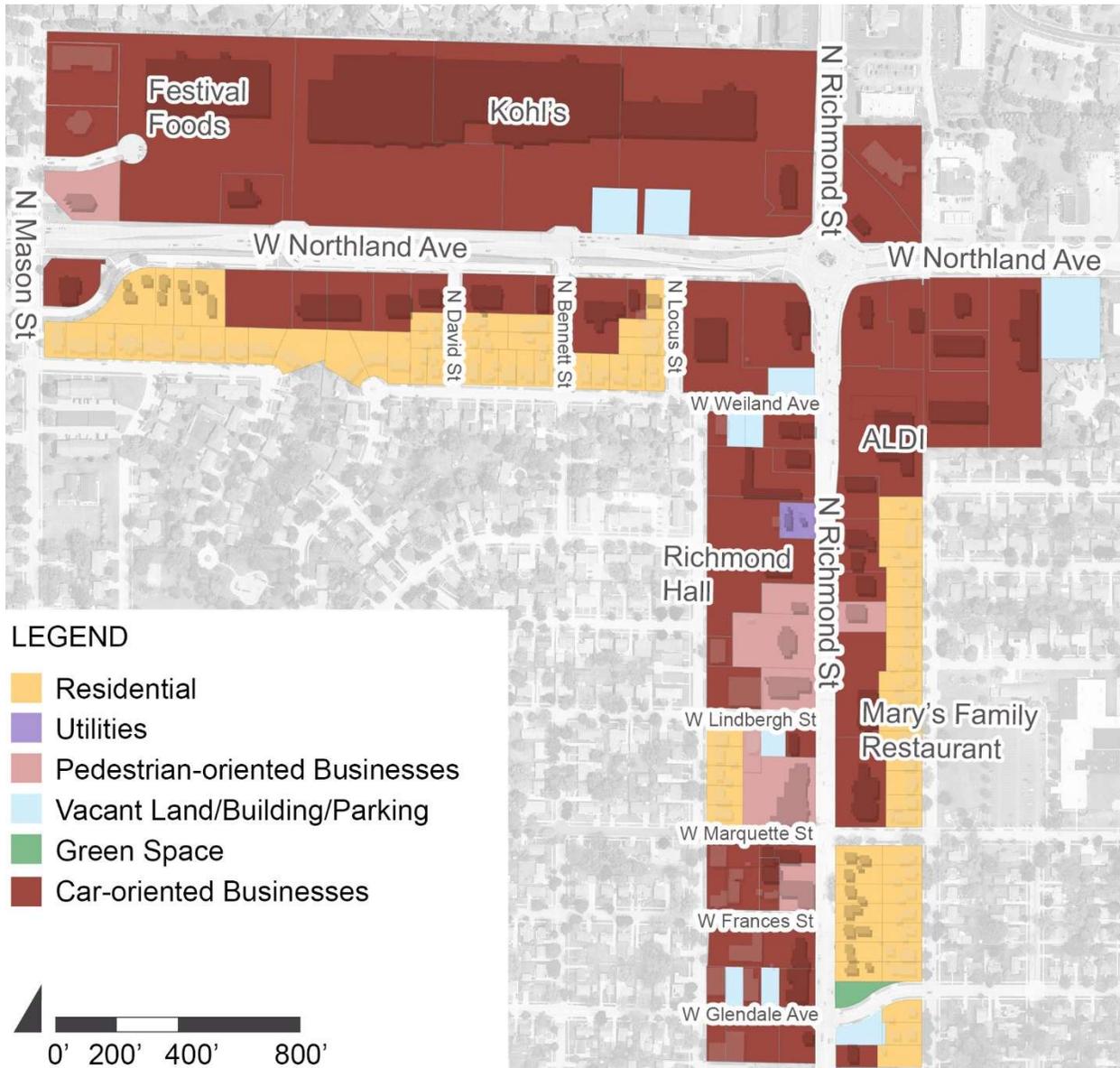




3. Development

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.

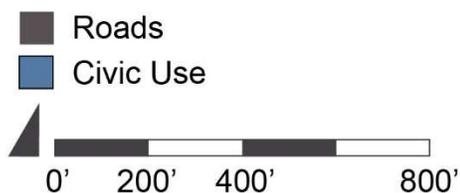
Without thoughtful reinvestment, Appleton risks continued loss of high-demand retail to newer developments in surrounding communities. A targeted and equitable redevelopment initiative would help retain customers, enhance the City's retail offerings, and ensure that Appleton remains a competitive, welcoming, 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.

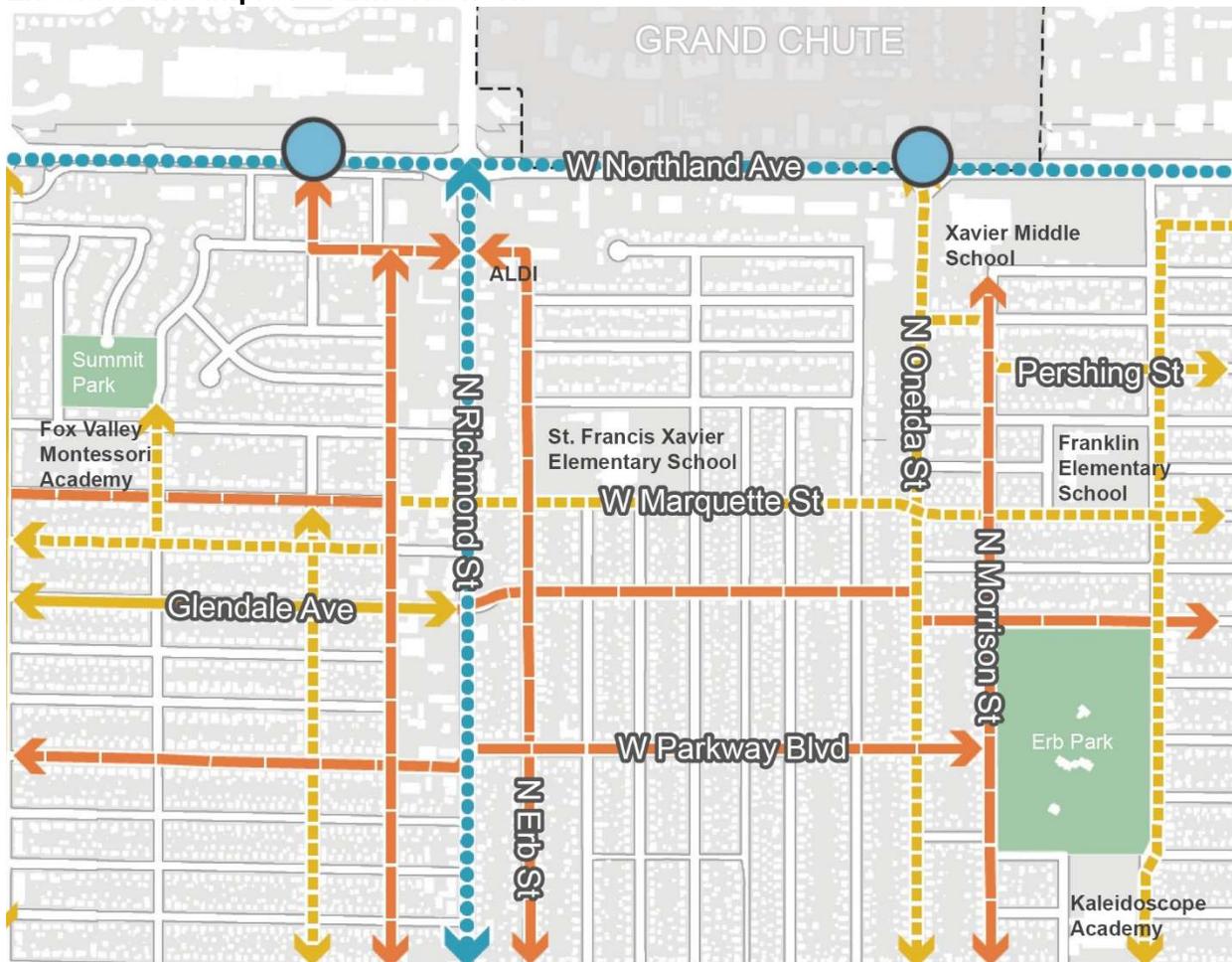


The fence around ALDI creates a barrier for access



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.

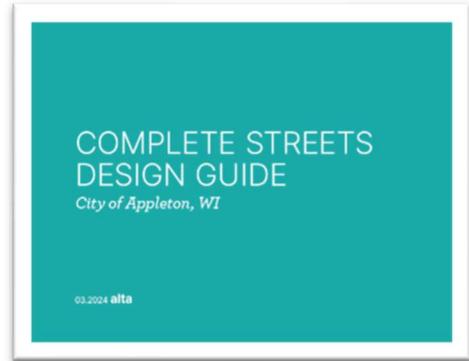
Additional neighborhood streets—such as West Marquette Street, West Parkway Boulevard — should also be promoted as bike-friendly neighborhood routes. This can be achieved through signage and markings that encourage cyclists to use these streets and alert drivers that bicycles are permitted to take the 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.

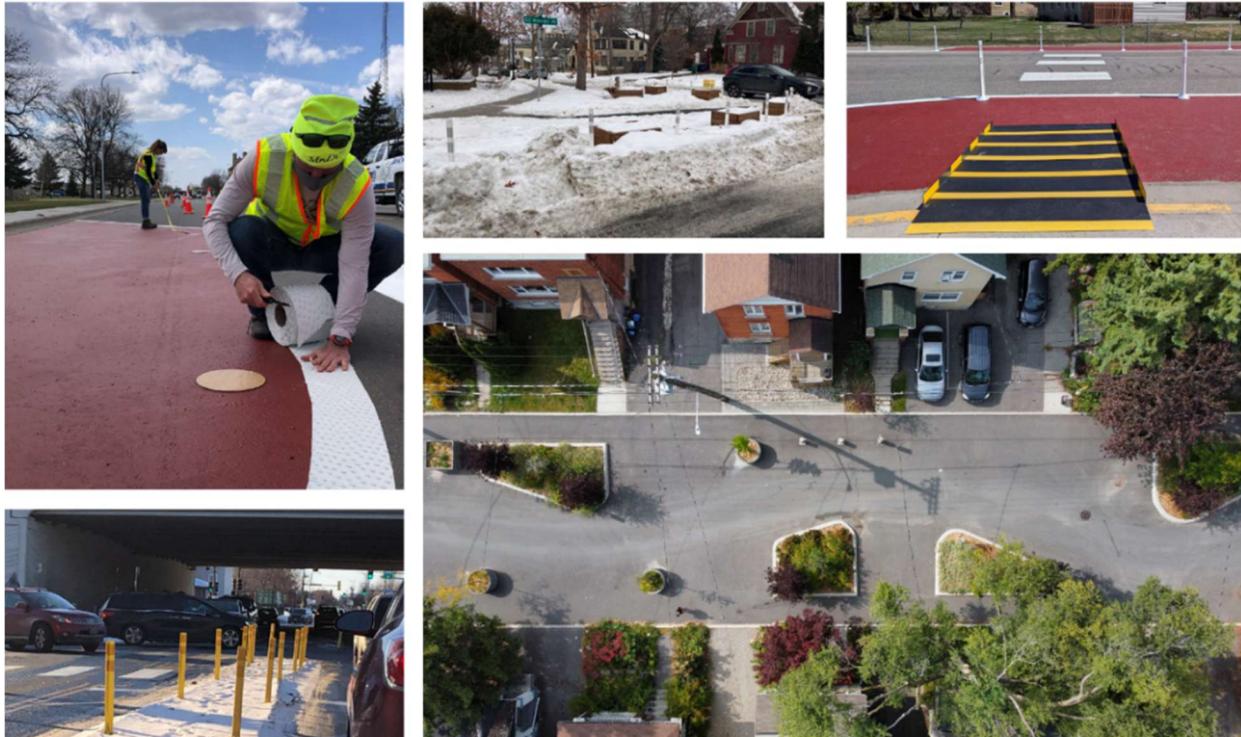


Image credit: Appleton Complete Streets Design Guide

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.

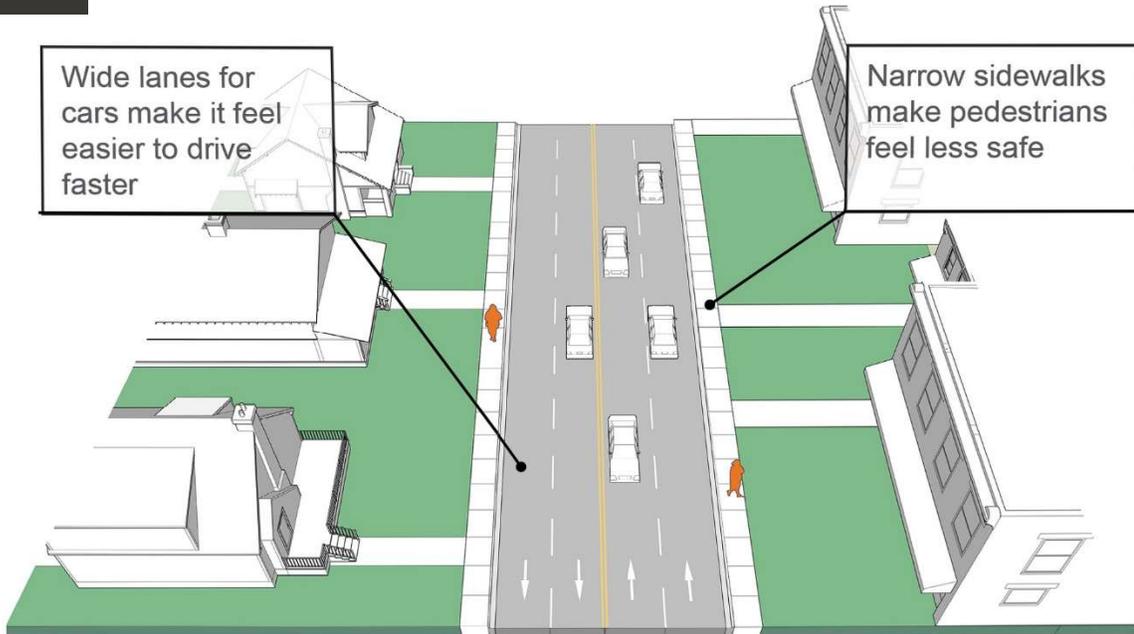
As a planning-level study, the recommendations are high-level in nature and intended to set the desired direction and nature of improvements with public engagement. The exact road configuration and details for the Richmond Street and Northland Avenue design will require further study. Future studies 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

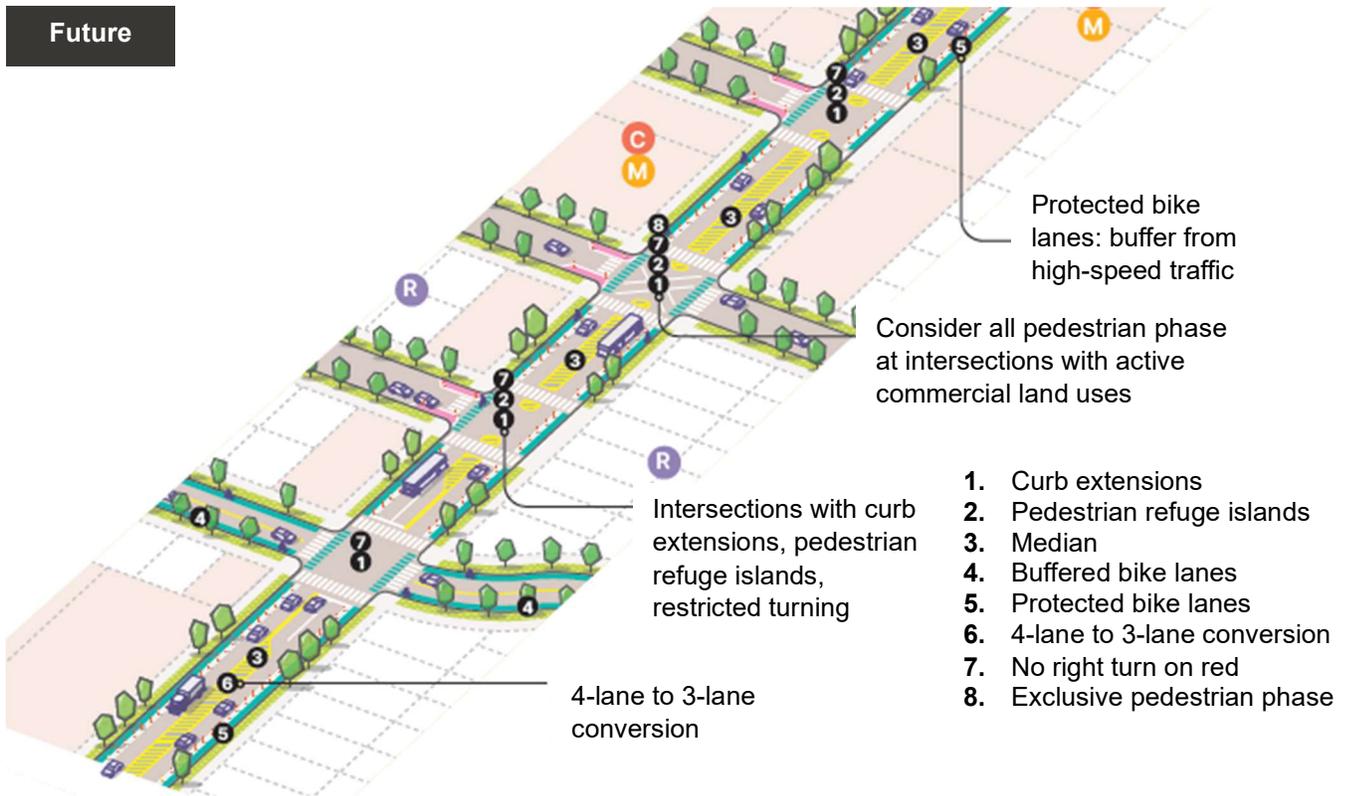
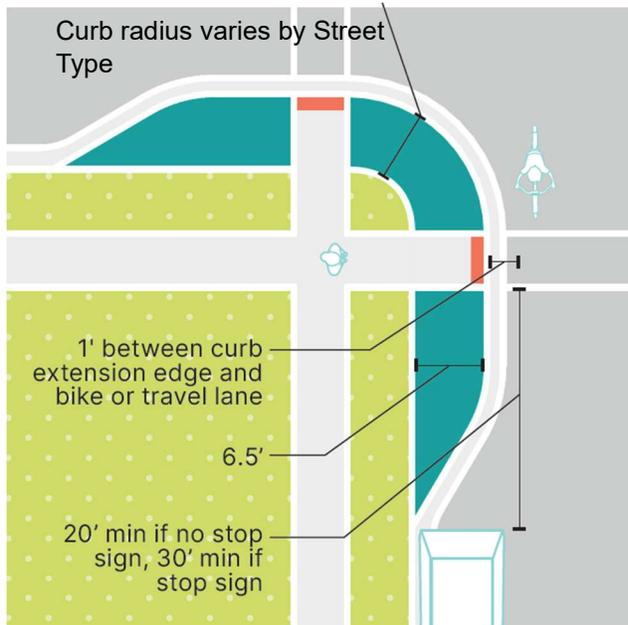


Image credit: Appleton Complete Streets Design Guide

Traffic Calming Measures

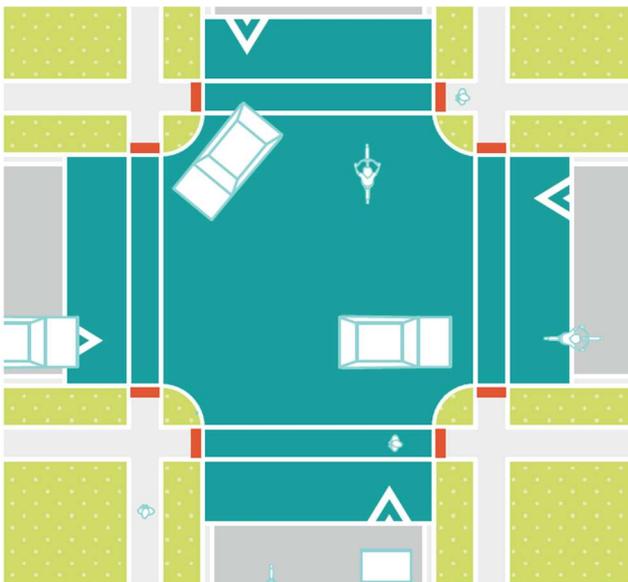
The application of traffic calming measures depend on design features, maintenance considerations, and specific locations. There is no one-size-fits-all approach. The images below highlight the design elements may be used for traffic calming.



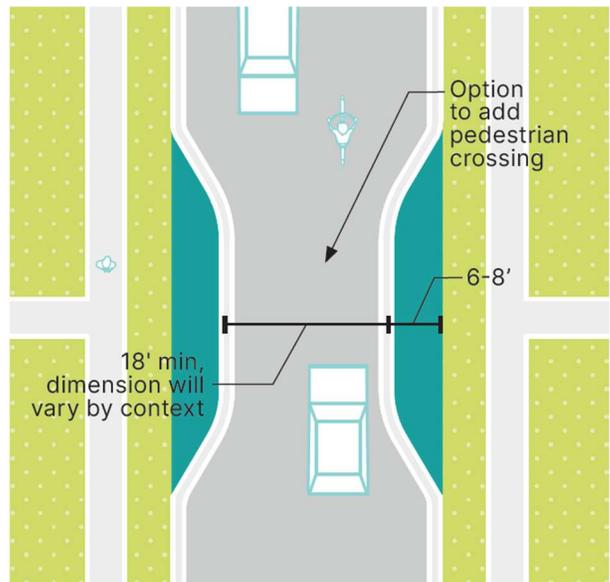
Curb Extensions



Street Trees



Raised Intersections

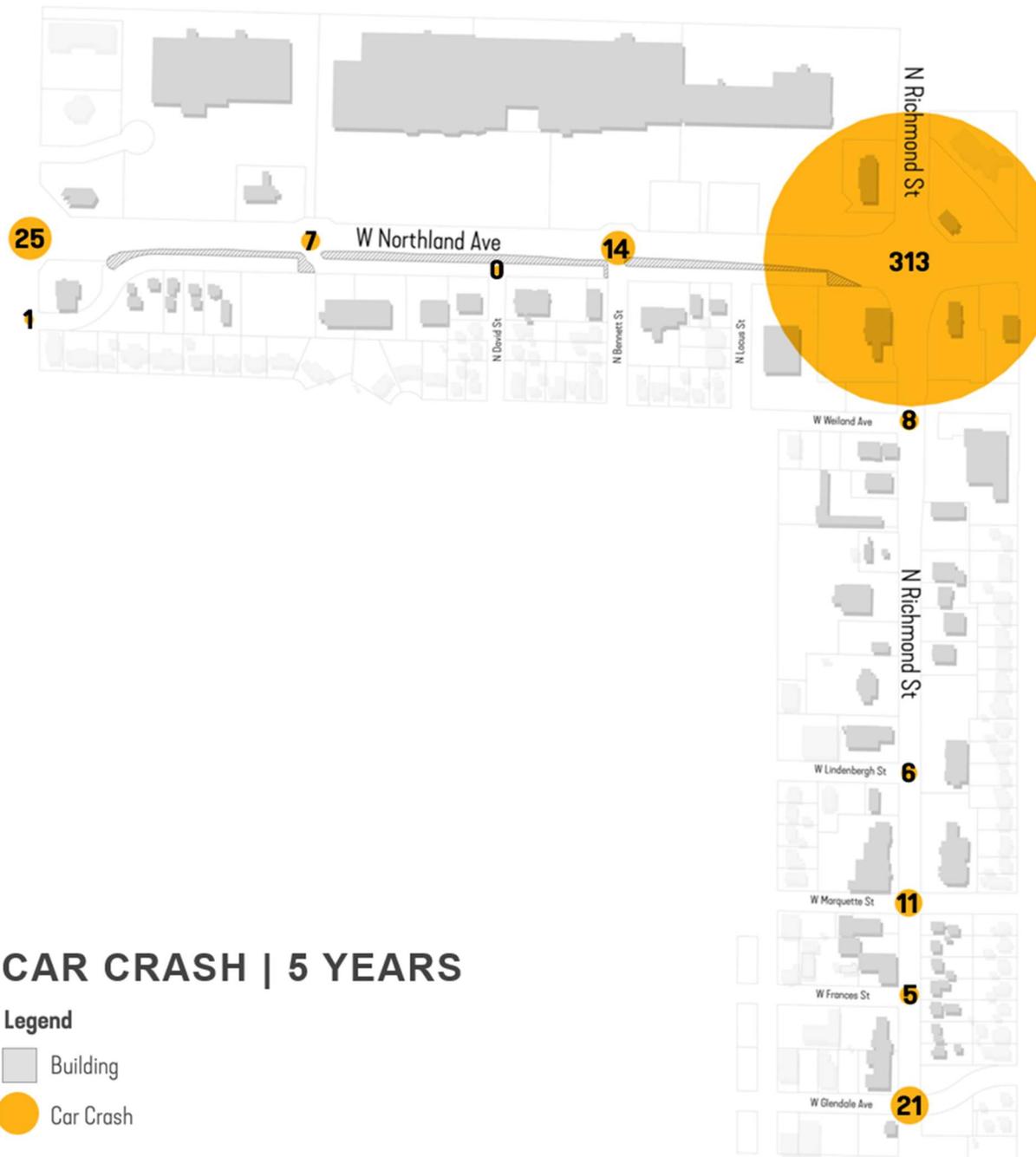


Pinchpoint

Image credit: Appleton Complete Streets Design Guide

Improve the Roundabout

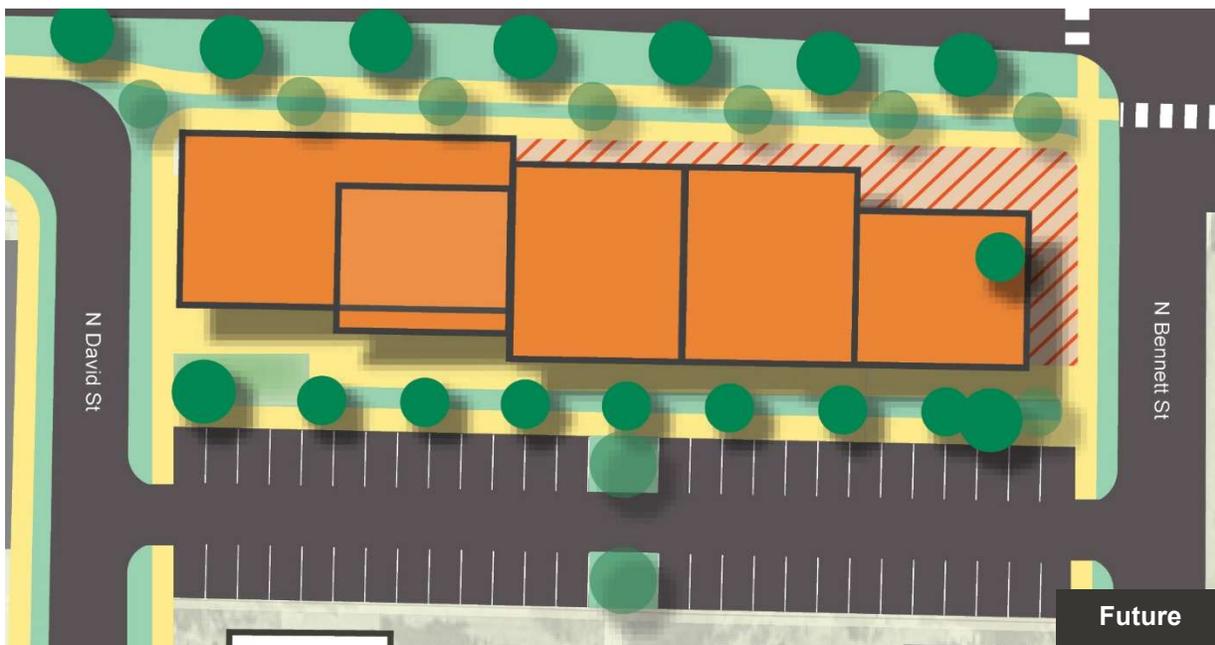
The roundabout at the intersection of Northland Avenue and Richmond Street continues to be a location with a high number of accidents, even after its implementation aimed at improving safety. The intersection had a record of being dangerous prior to the roundabout's installation, and while the new configuration 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.



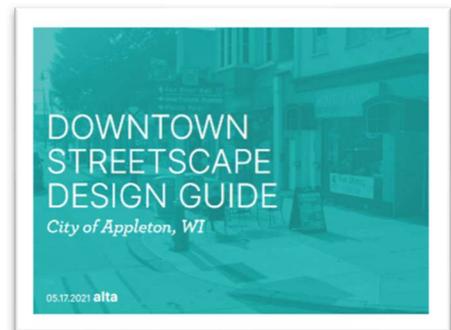


5. Improve Community Character

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:

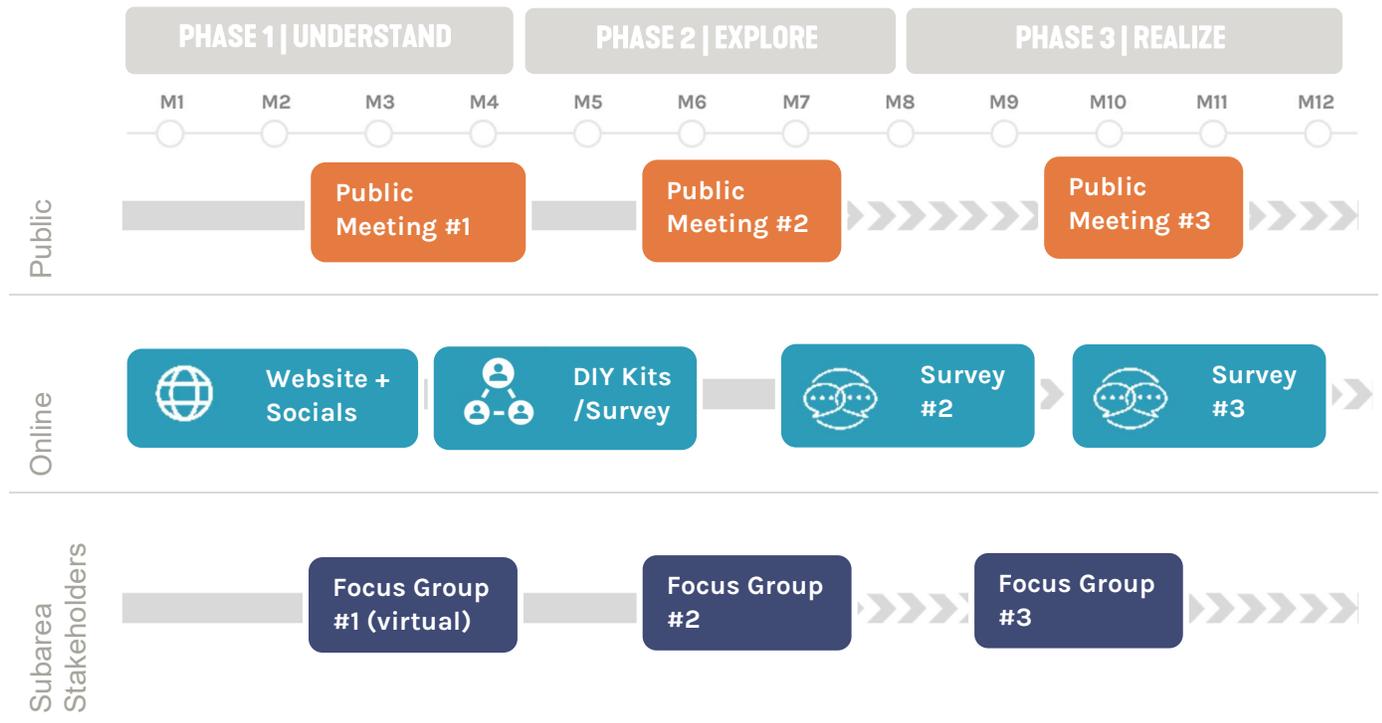
- Enhance the subarea as a major gateway to downtown Appleton
- Enhance landscaping and streetscape elements
- Promote mixed-use development
- Redevelop vacant and underutilized sites
- Encourage pedestrian-oriented building design
- Support transit services
- Promote sustainable practices



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

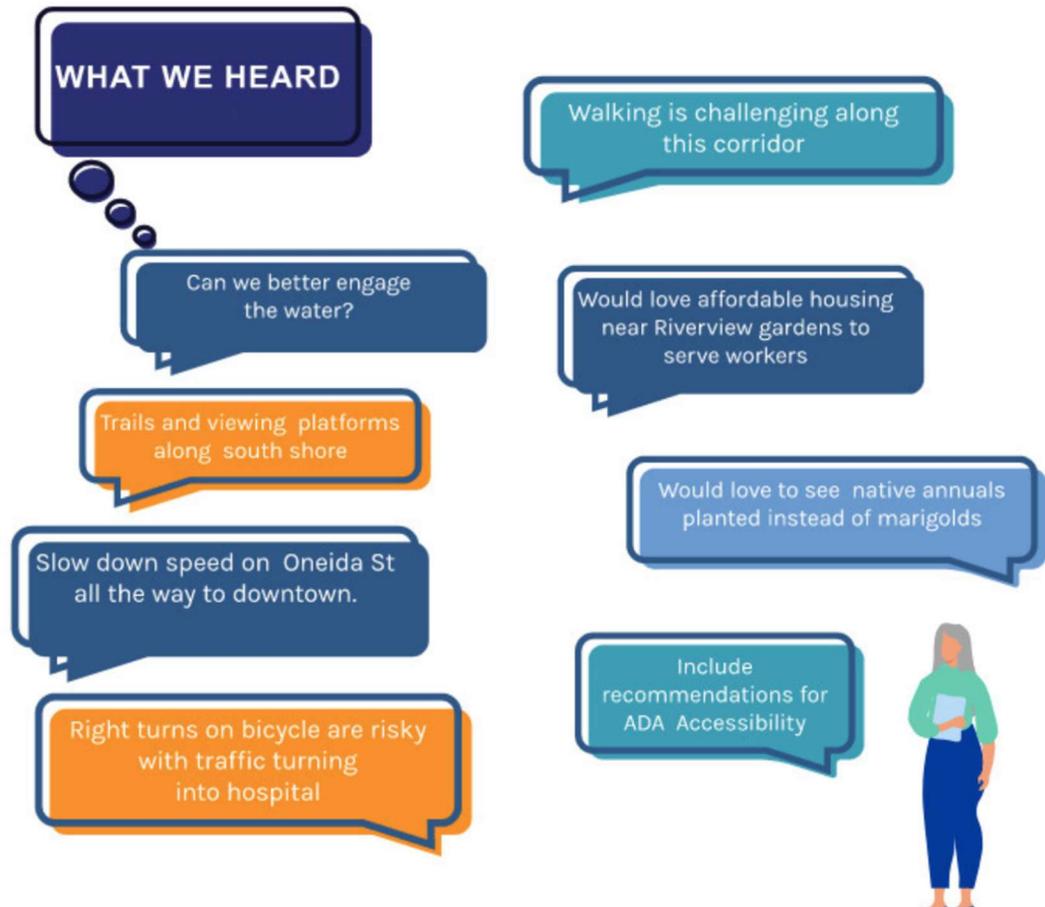
All in-person activities were translated into an online survey to extend outreach and ensure feedback from as many voices as possible.

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.



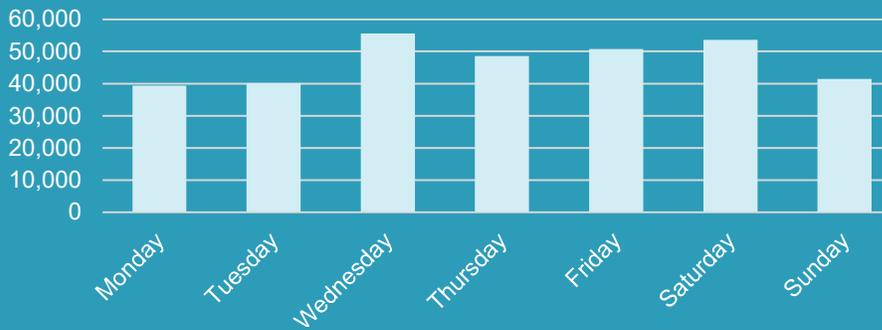
People spent an average of

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

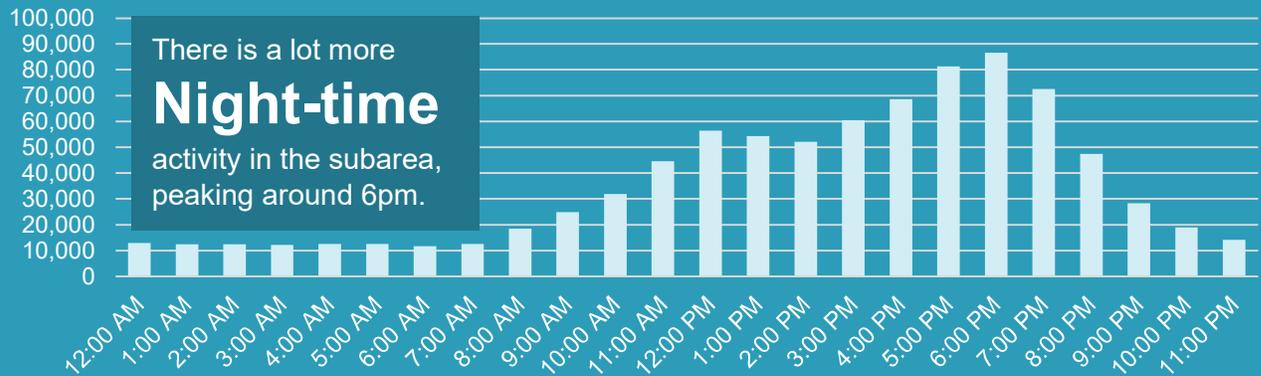


There were over **329,395**

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

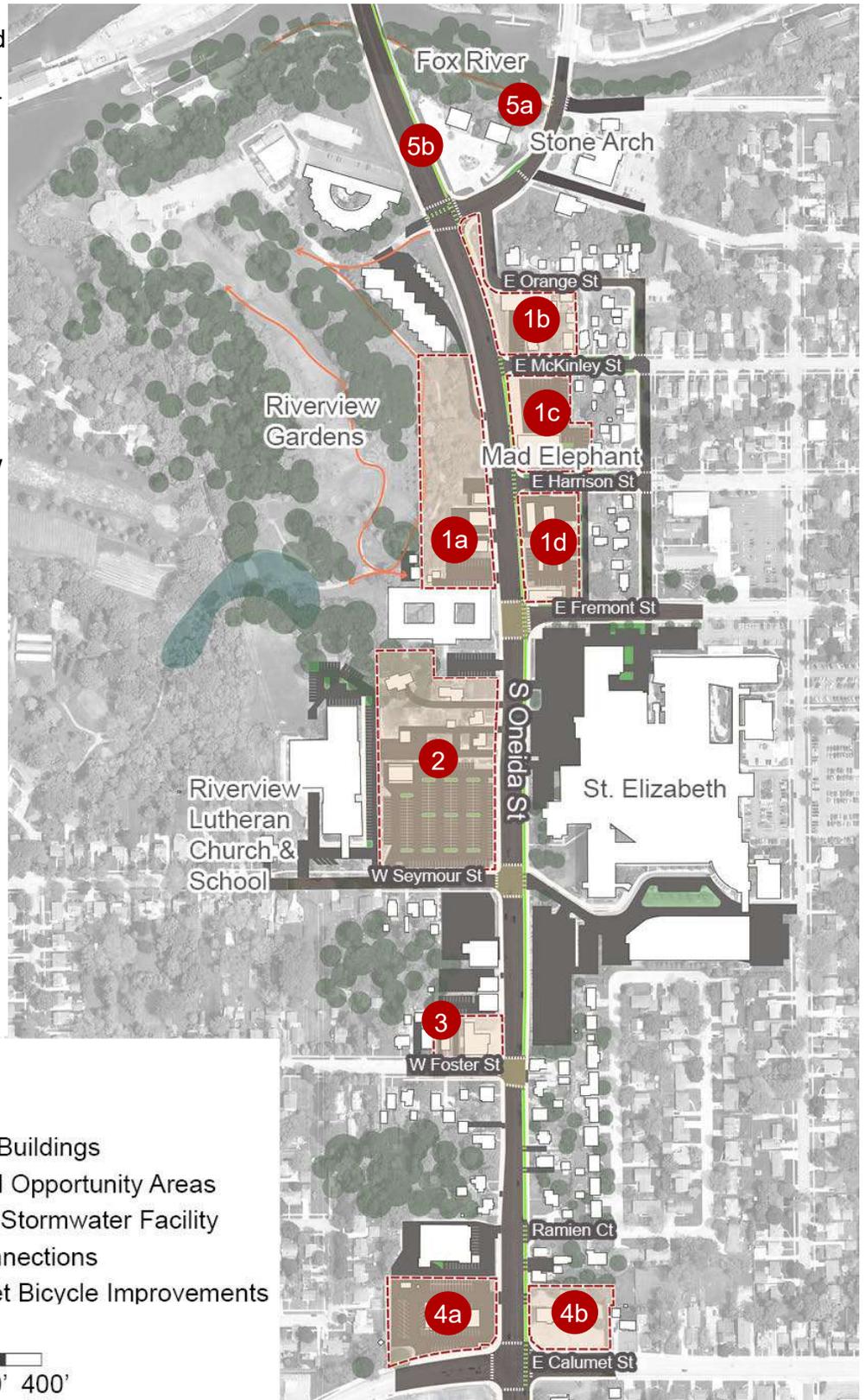
Improve streetscape and landscaping.

- 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.

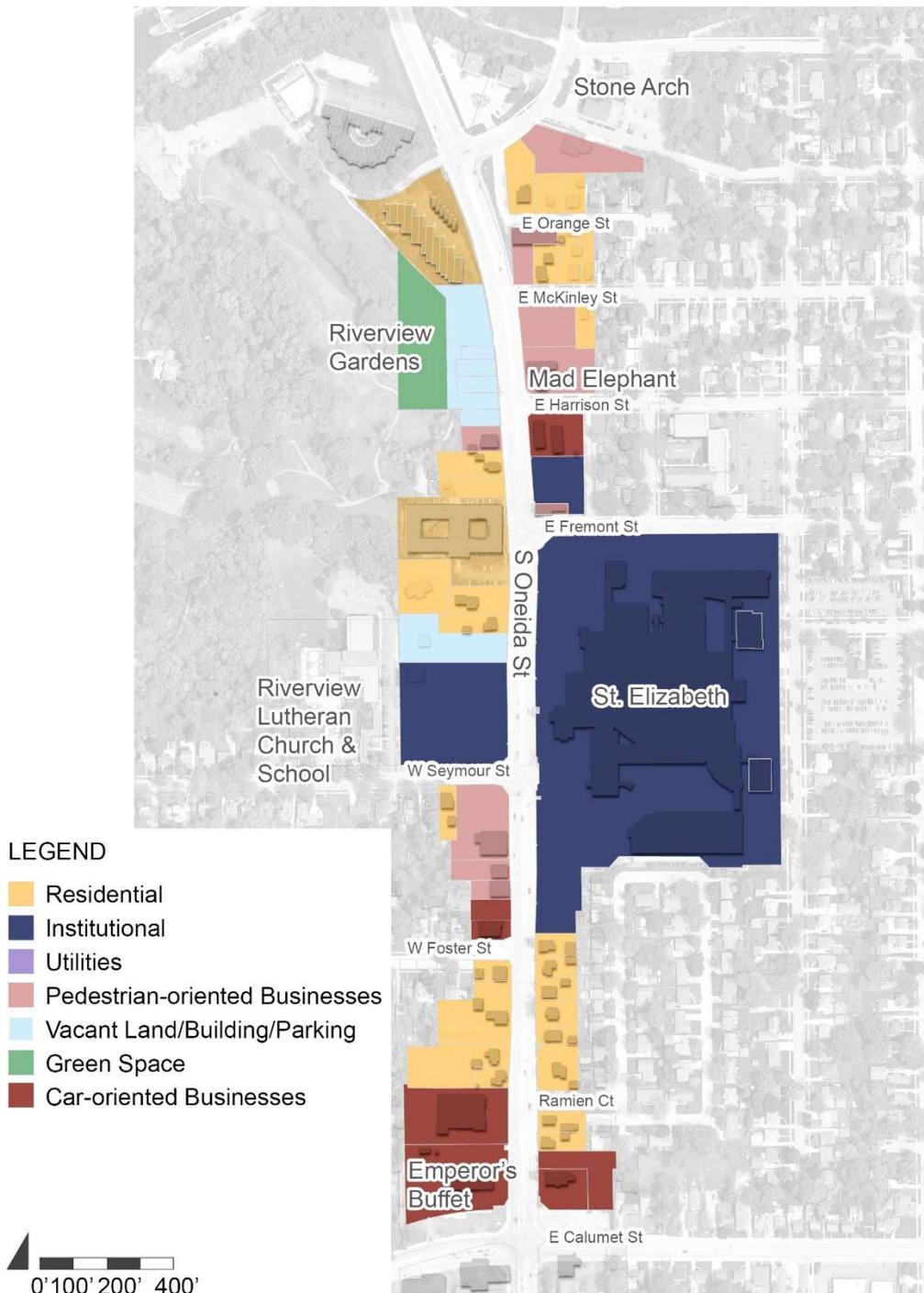
1. **Riverview Garden Area** | Potential for housing and mixed-use redevelopment
2. **St. Elizabeth Hospital Parking and Riverview Lutheran Church Area** | mixed-use redevelopment
3. **W. Foster and S. Oneida Street** | Potential for redevelopment
4. **Calumet and S. Oneida Street** | Redevelopment that 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.



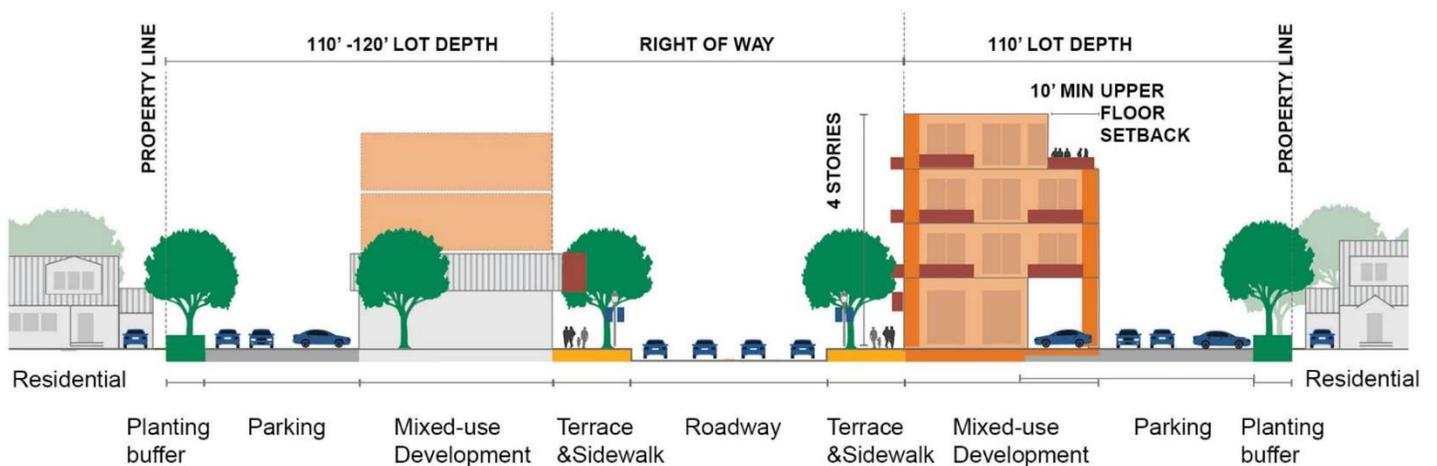
Townhomes: Thoughtfully scaled housing blends into the neighborhood fabric, offering more housing without compromising the subarea's identity.



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.

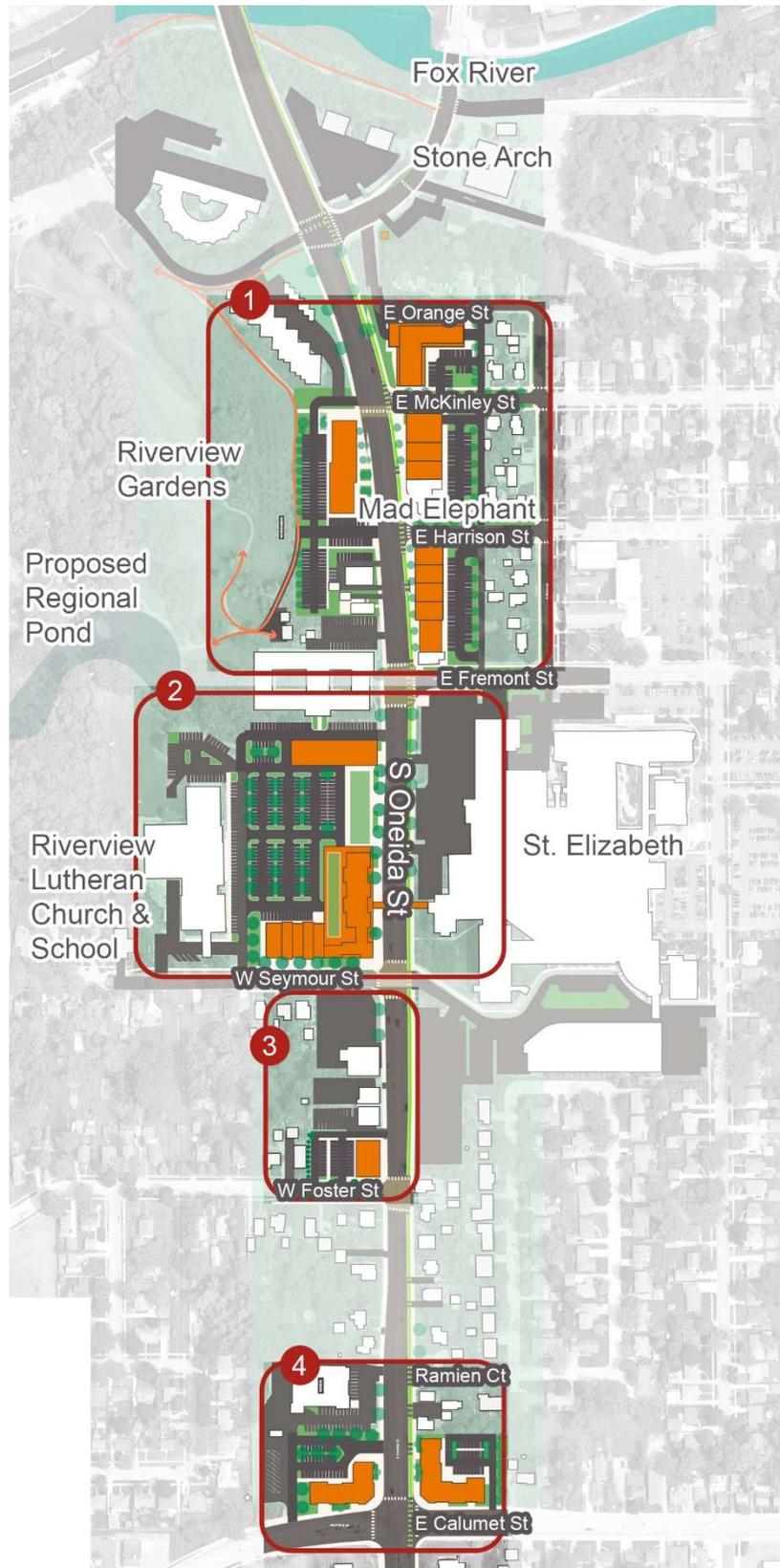


Development Concepts

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.

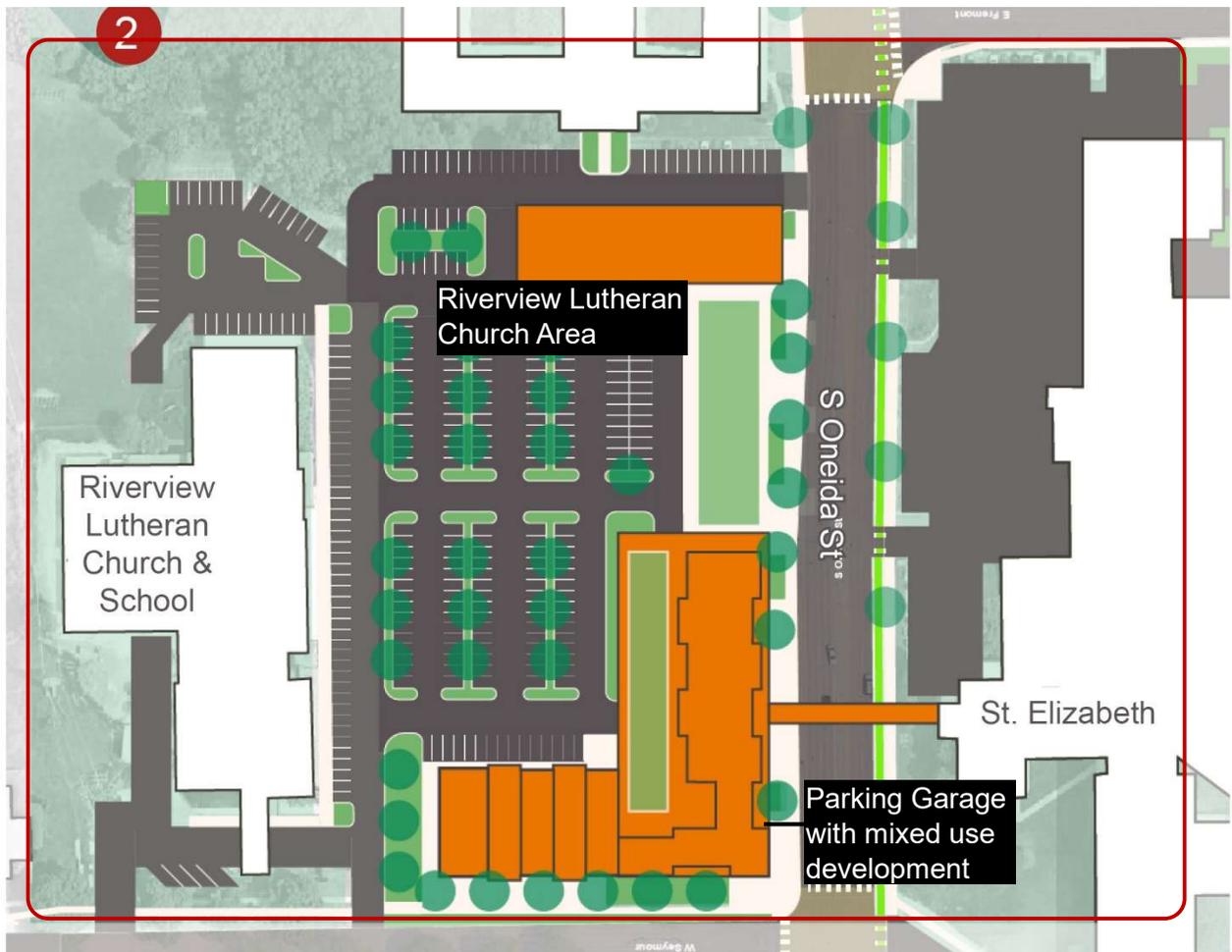


St. Elizabeth Hospital Parking Lot and Riverview Lutheran Church Area

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

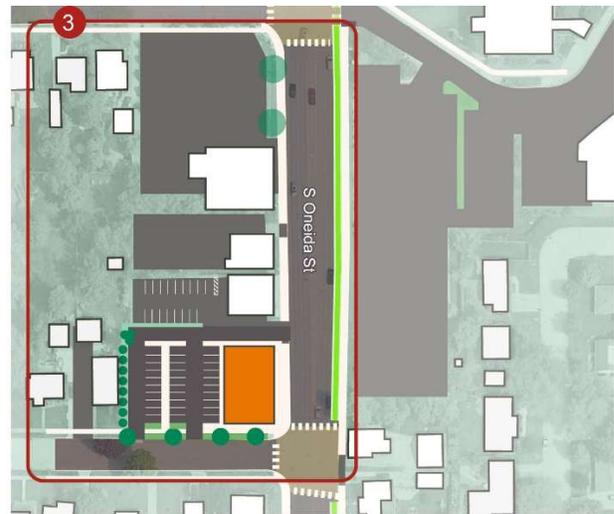
Activate the Street and Improve Walkability

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

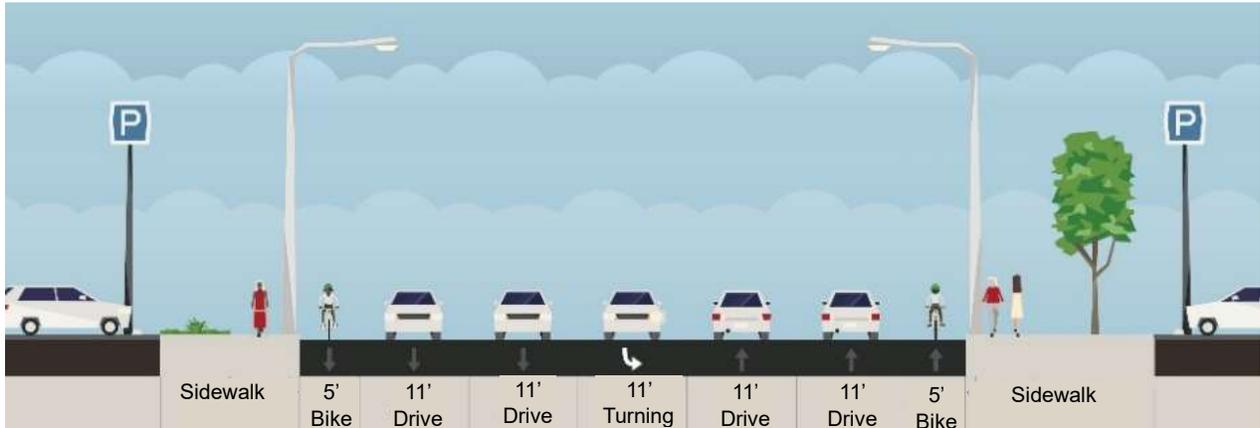
To strengthen neighborhood connectivity, direct and safe pedestrian routes must be prioritized—especially between residential areas and key destinations such as grocery stores, schools, parks, and community centers.



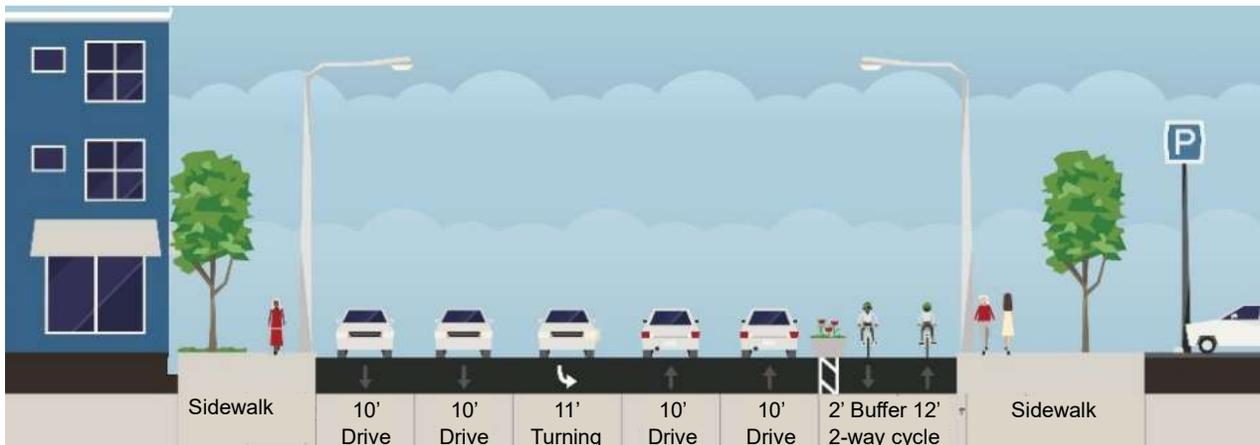
Some neighborhood streets should allow bike to use the whole lane

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



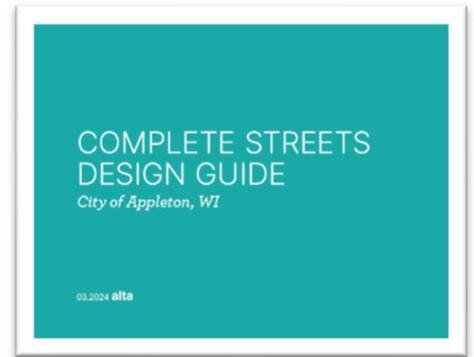
Example of a protected bike lane

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:

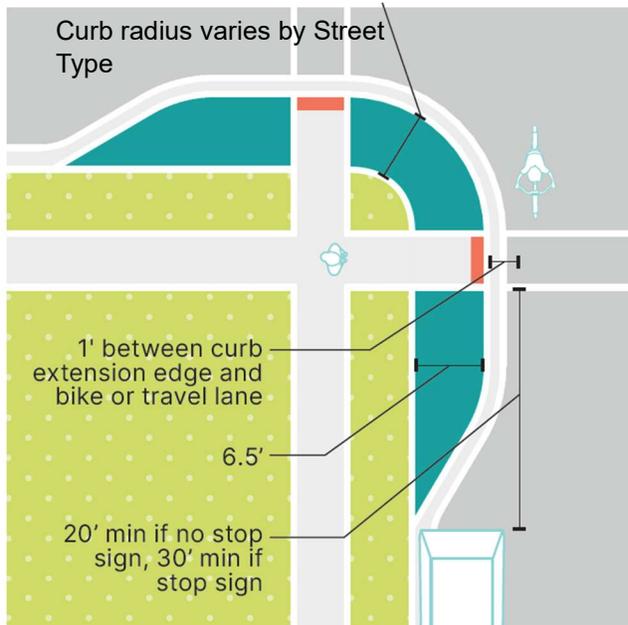
- Reduction in pavement width
- Driving lane width reduction
- Evaluate facilities for bicyclists and pedestrians
- Provide landscaped terrace with street trees or other plantings



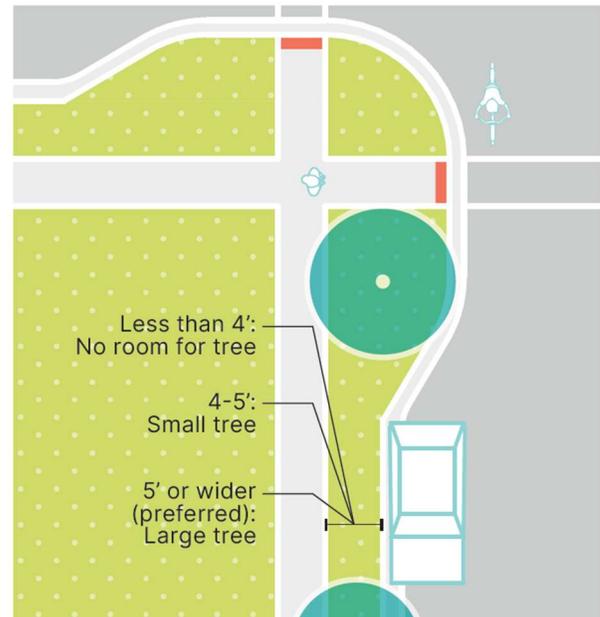
Complete street example in Downtown Ann Arbor

Traffic Calming measures

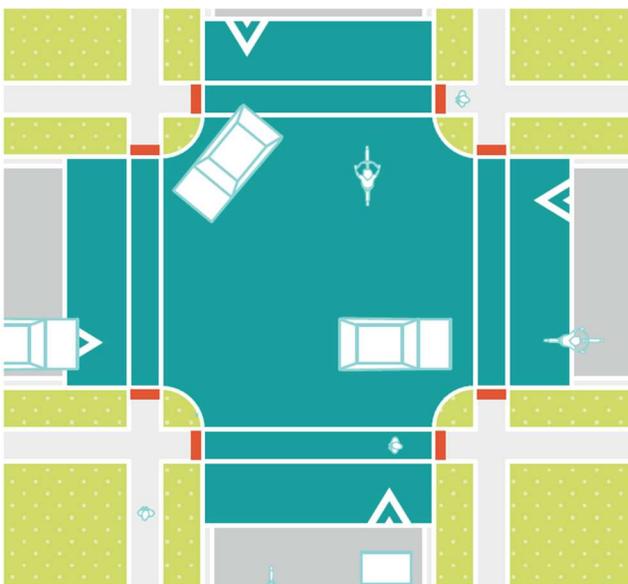
The application of traffic calming measures depend on design features, maintenance considerations, and specific locations. There is no one-size-fits-all approach. The images below highlight the design elements that may be used to be used for traffic calming.



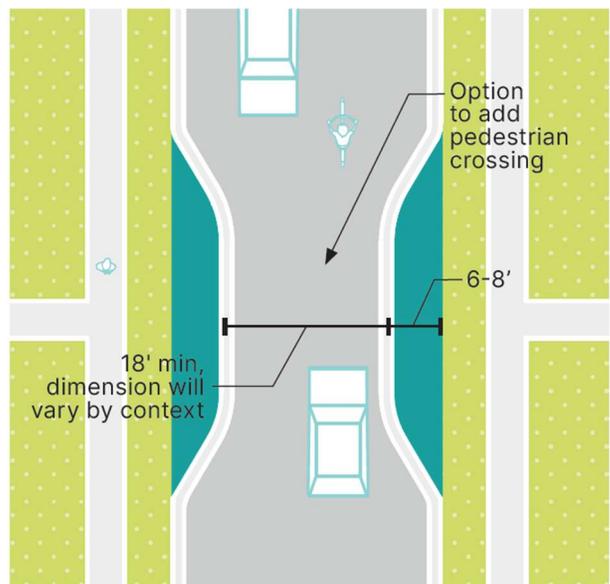
Curb Extensions



Street Trees



Raised Intersections



Pinchpoint

Table Credits: Appleton Complete Streets Design Guide

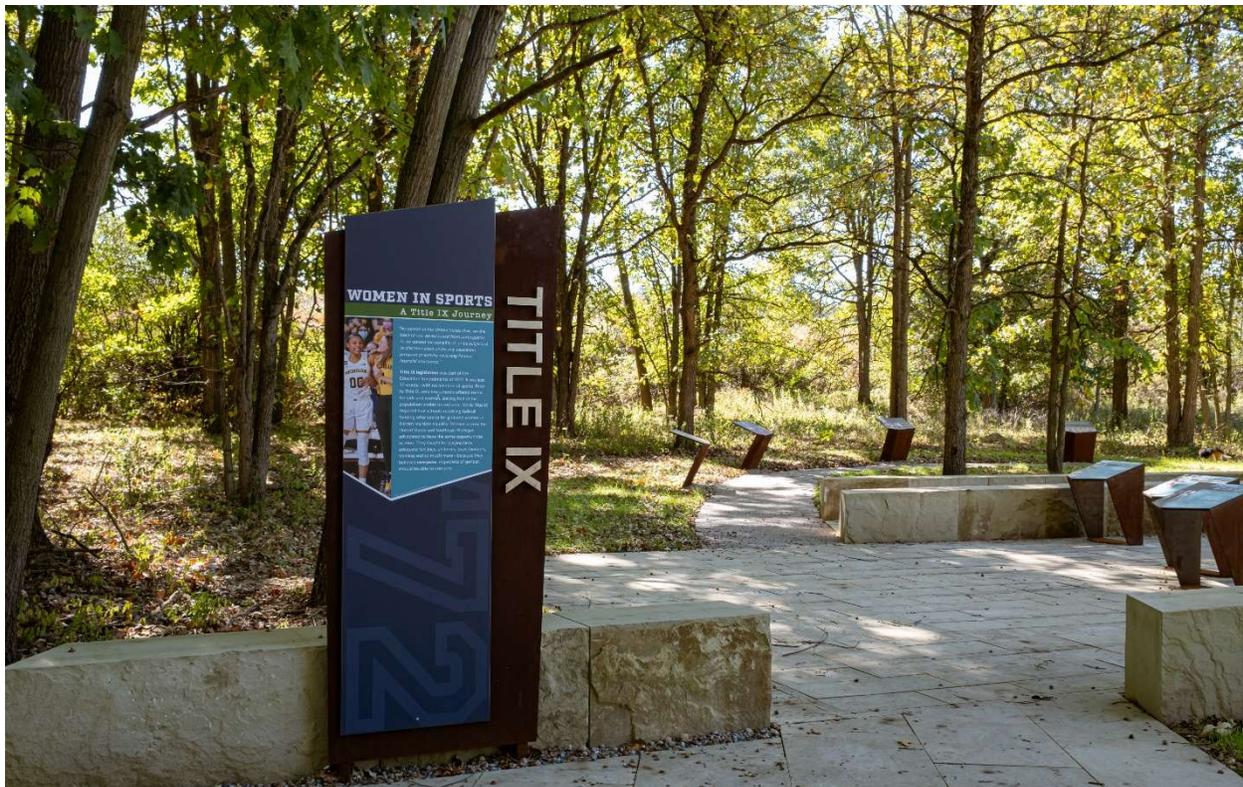


5. Improve Community Character

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

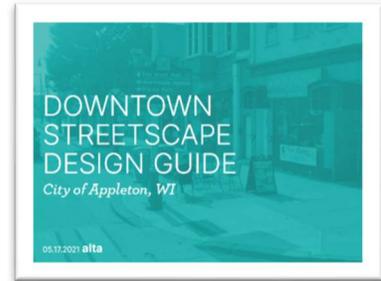
Food truck rally, community meals, cultural festivals, and outdoor yoga or exercise classes could also be promoted in locations along the trails, greenspace, or parking lots to offer active programming and engaging activities for residents.



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:

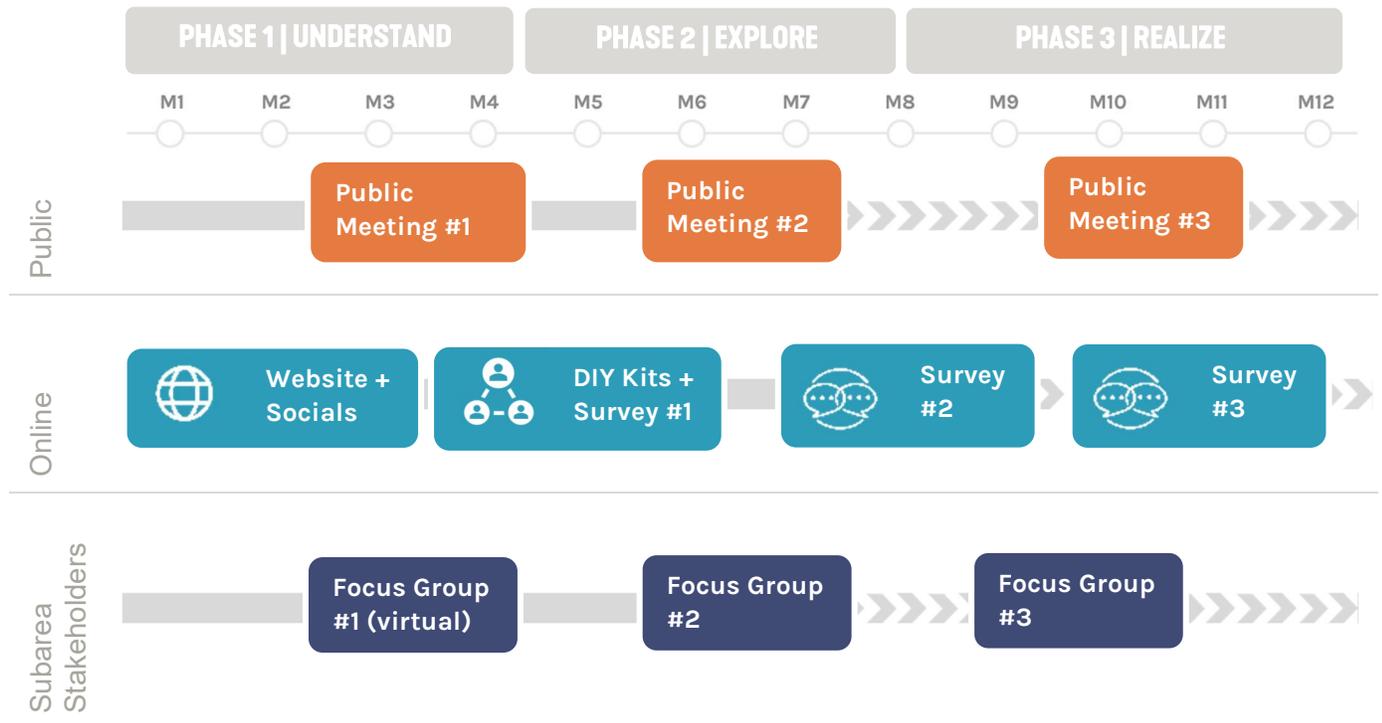
- Enhancing landscaping and streetscape elements
- Promoting mixed-use development
- Redeveloping vacant and underutilized sites
- Encouraging pedestrian-oriented building design
- Supporting transit services
- Promoting sustainable practices



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



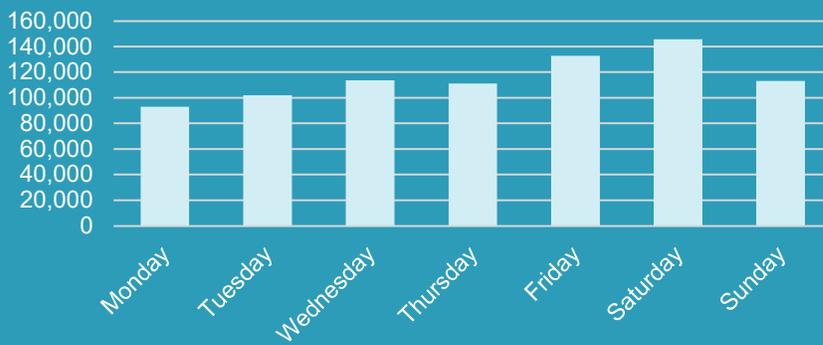
People spent an average of

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**



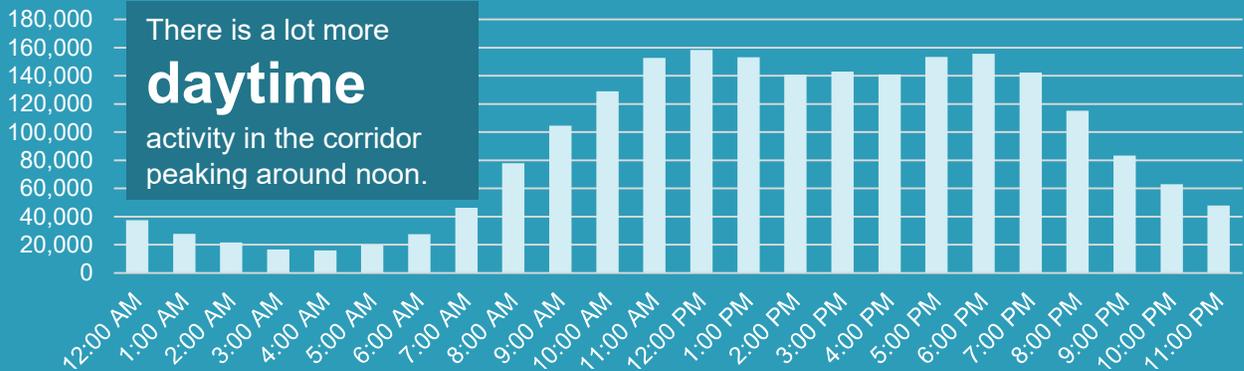
There were over

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

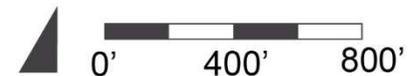
Existing Land Use and Character

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.

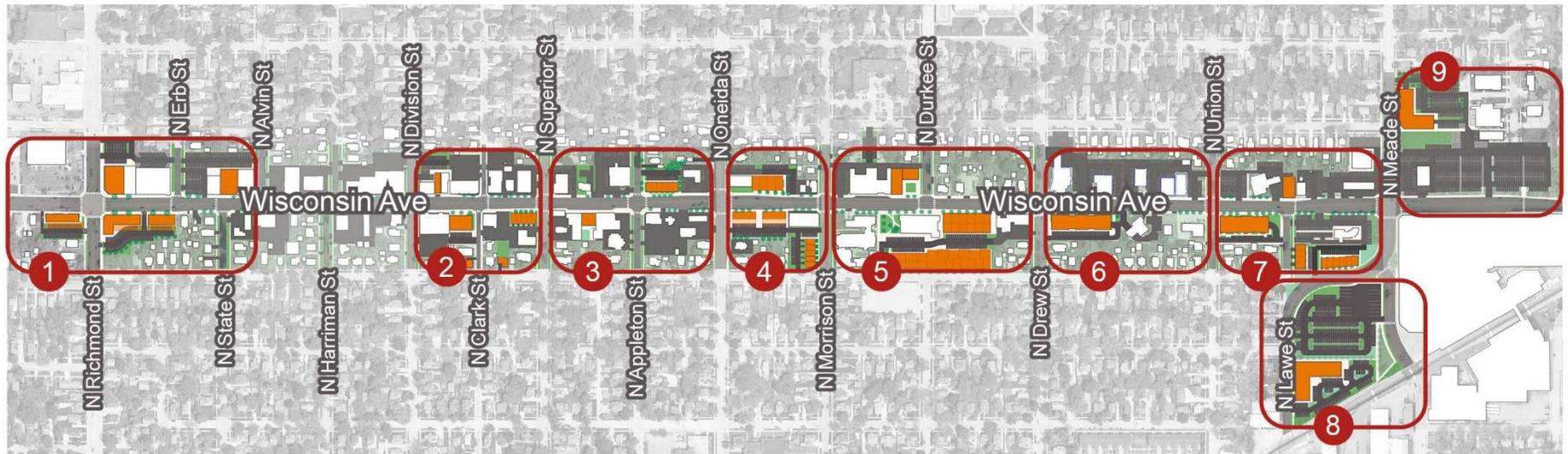


Existing residential properties along Wisconsin Avenue could be converted commercial use in a way that provides a gradual, compatible transition to adjacent residential area.

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

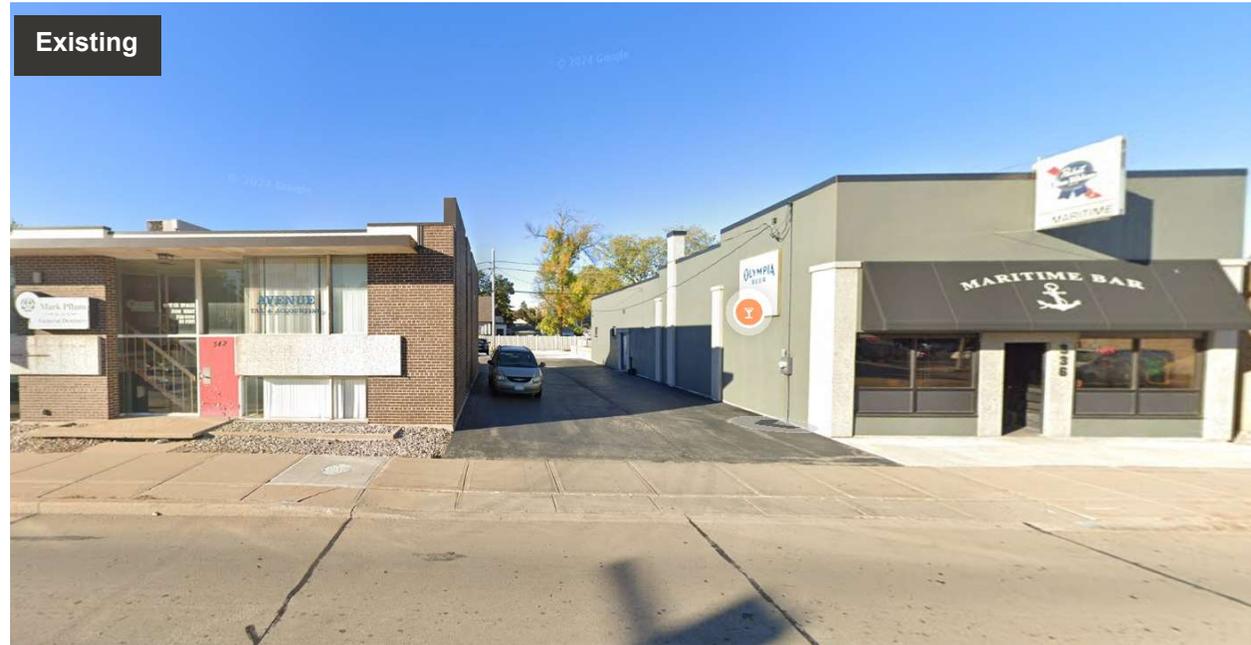


N. Appleton St. and Wisconsin Ave. intersection existing



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.

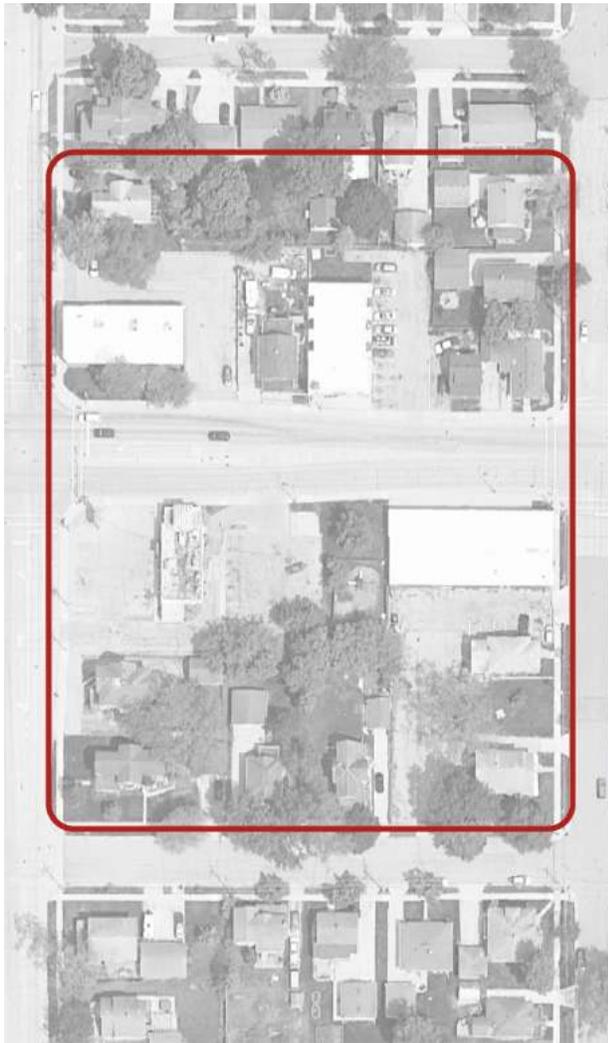


Brownfield Site Redevelopment

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.



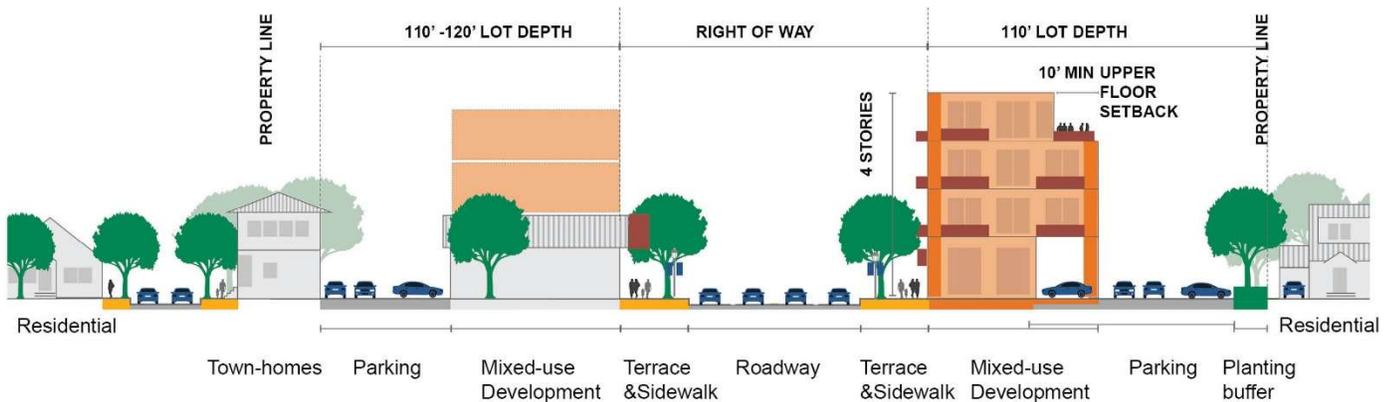
St. Thérèse Catholic Parish Area existing



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



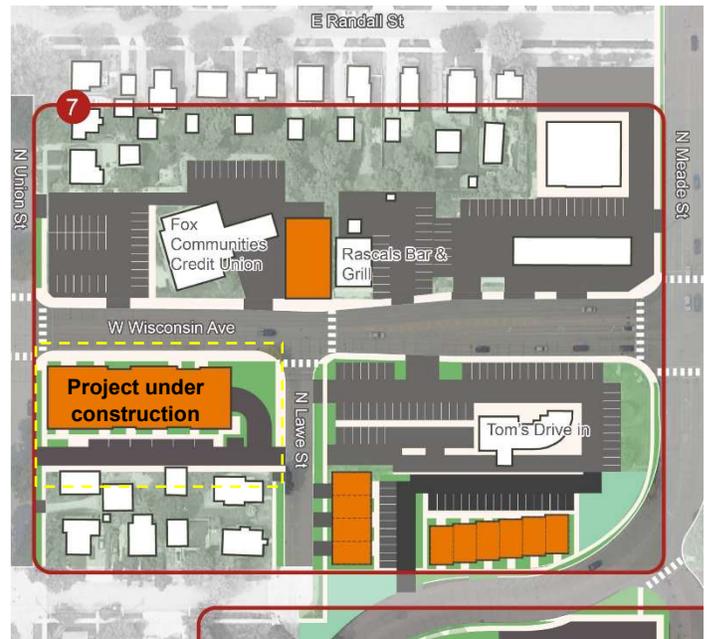
N Drew St. and Wisconsin Ave. area potential

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.

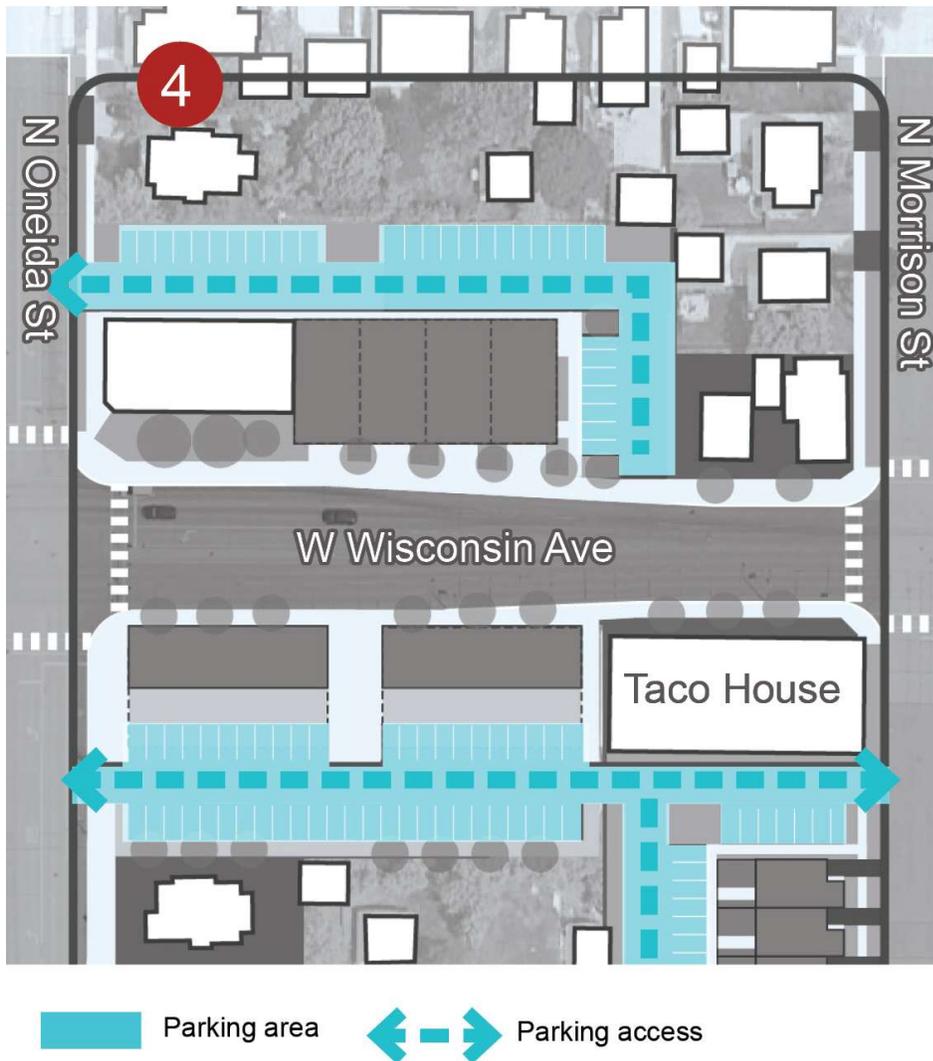
Currently, there is no dedicated bicycle infrastructure along Wisconsin Ave. Future bike lanes on N. Oneida St. could improve connectivity between the Wisconsin Avenue Subarea and the Richmond–Northland Subarea. Lawe Street is scheduled for reconstruction in 2026, which will include the addition of bike 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.

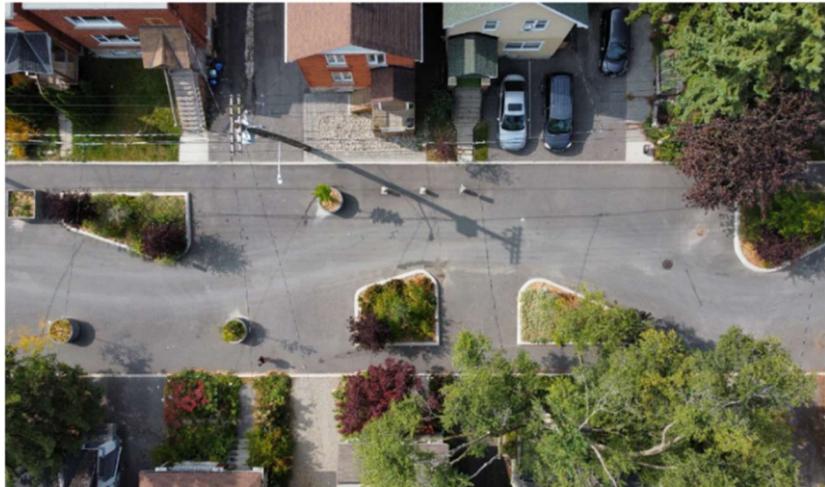
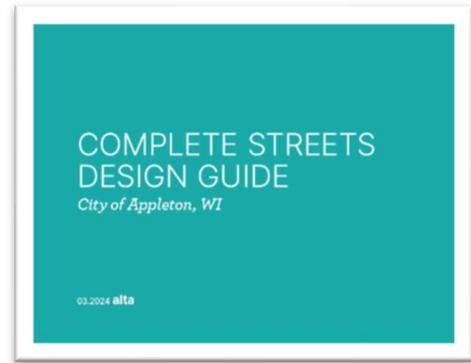


Image credit: Appleton Complete Streets Design Guide

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.

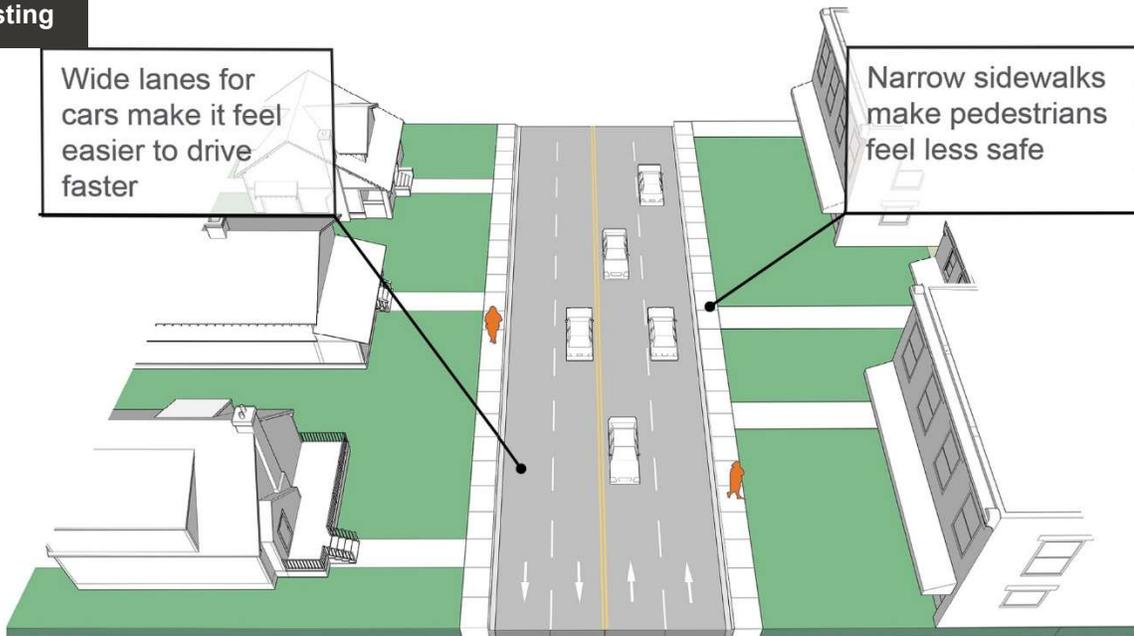
As a planning-level study, these recommendations are high-level in nature and intended to set the desired direction and nature of improvements with public engagement. The exact road configuration and details for Wisconsin Ave. design will require further study. Furthermore, the roadways designation as 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

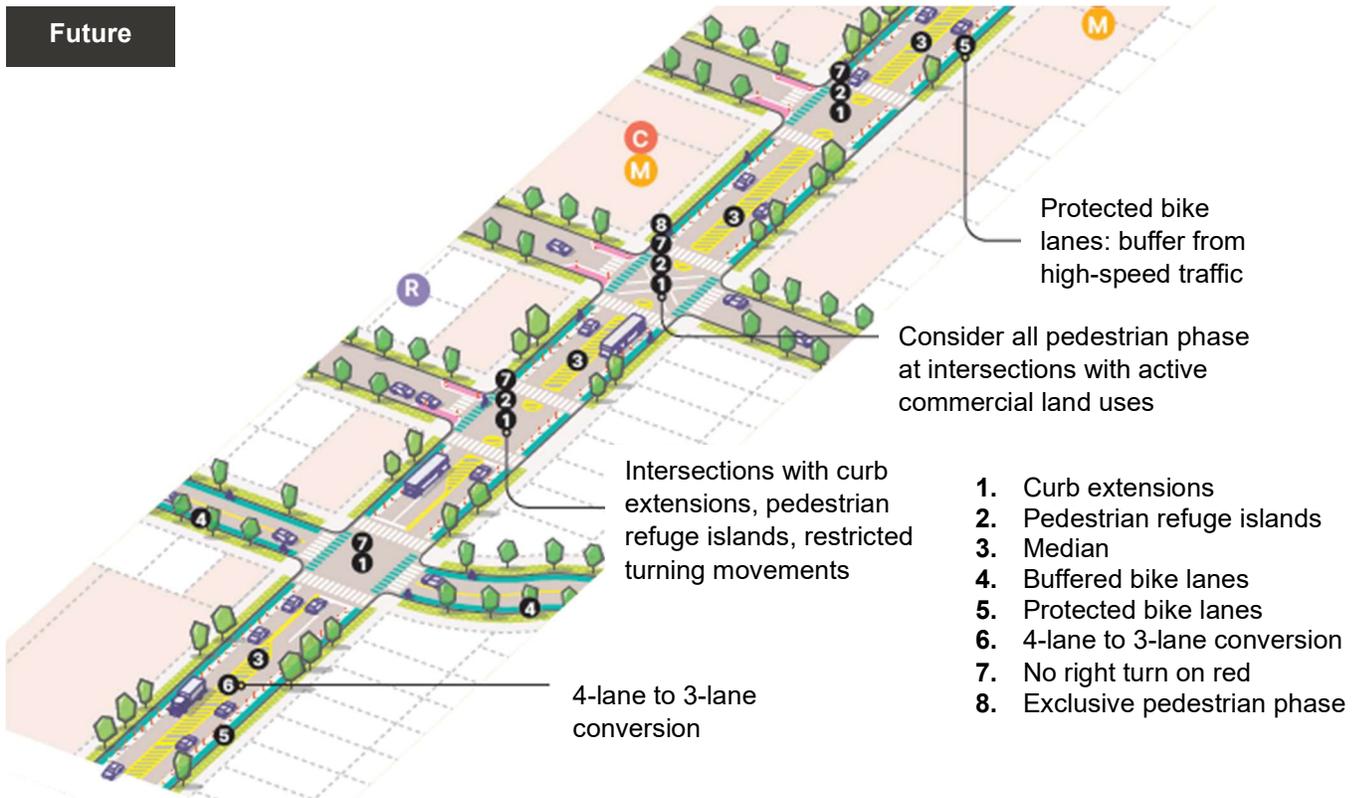
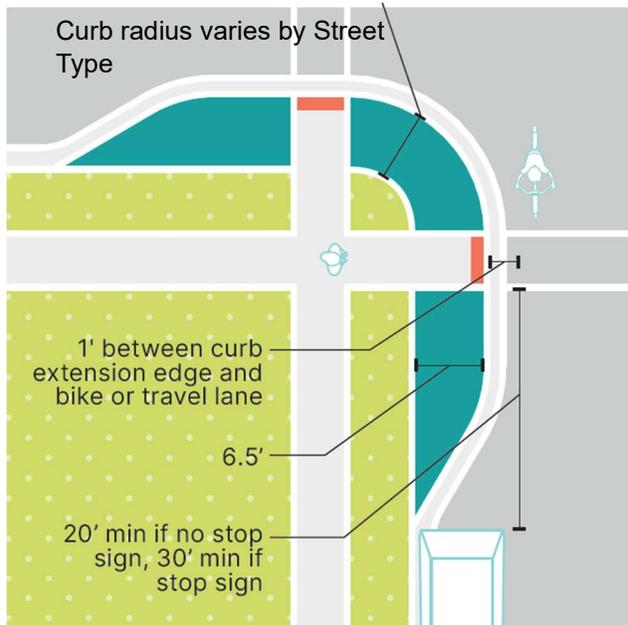


Image credit: Appleton Complete Streets Design Guide

Traffic Calming Measures

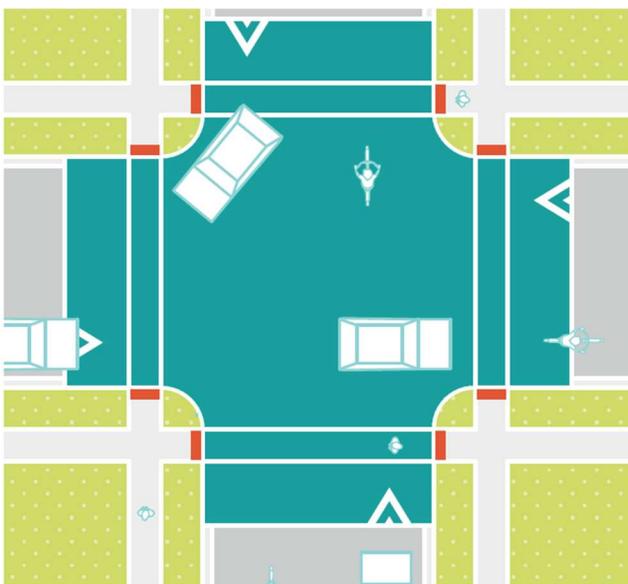
The application of traffic calming measures depend on design features, maintenance considerations, and specific locations. There is no one-size-fits-all approach. The images below highlight the design elements that may be used for traffic calming.



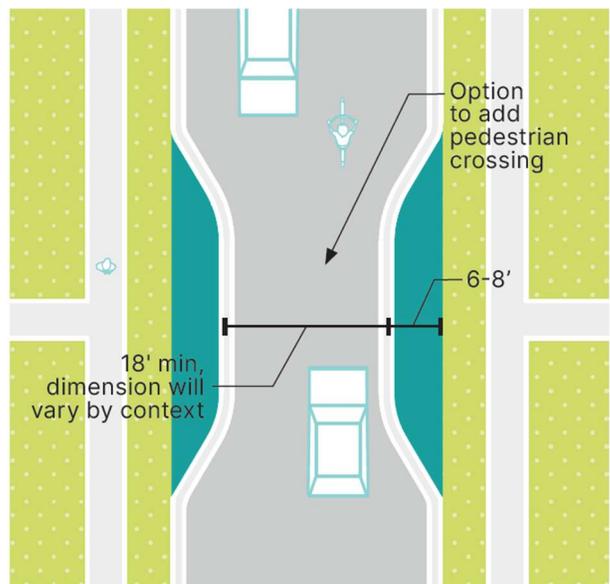
Curb Extensions



Street Trees



Raised Intersections



Pinchpoint

Image credit: Appleton Complete Streets Design Guide



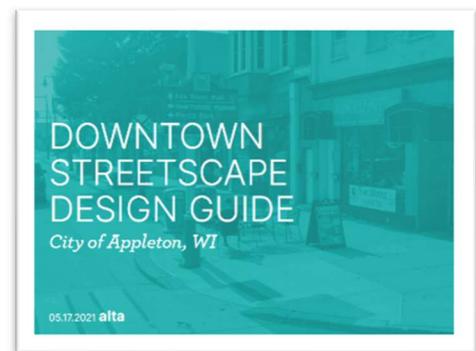
5. Improve Community Character

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