

Background

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Appleton is a community of 70,087 residents located in the Fox River Valley of northeastern Wisconsin. With its location at the crossroads of US Highway 41 and US Highway 10, Appleton is part of the fastest growing urban area in the State of Wisconsin. Appleton, which is 90 miles north of Milwaukee and 30 miles southwest of Green Bay, is experiencing growth and as such must analyze current and future demands for services and resources in order to ensure that the needs of its residents will be met.

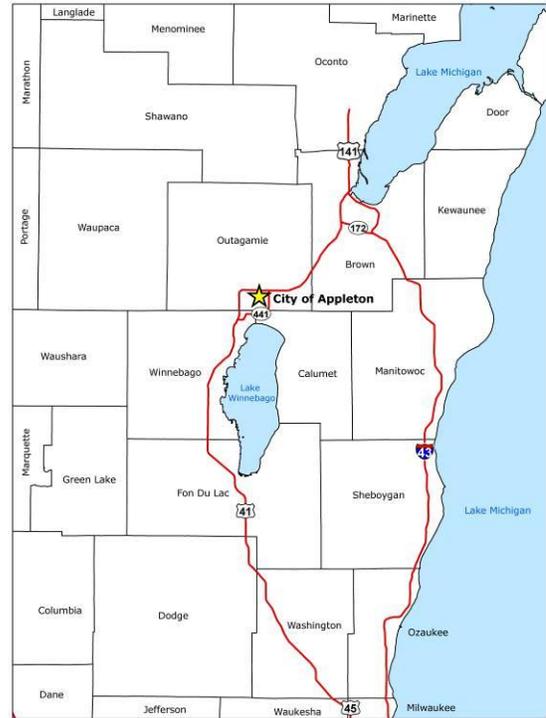
History

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

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

Hydroelectric power led to the City's pioneering use of electricity. In order to provide electricity to paper mills, the nation's first hydro-electric central station was built in Appleton in 1882. Four years later the city began operation of the first commercially successful electric street-car company in the United States. Electric lights replaced gas lamps on College Avenue in 1912.

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



An early view of College Avenue in Appleton

Appleton lays claim to being the site of the first enclosed shopping Mall in the United States. Valley Fair Shopping Center was constructed in 1954, although it was subsequently torn down. Now the City's downtown retailers struggle to compete with Fox River Mall and other commercial development along Highway 41 in the neighboring Town of Grand Chute.

Boundaries and Extraterritorial Jurisdiction

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

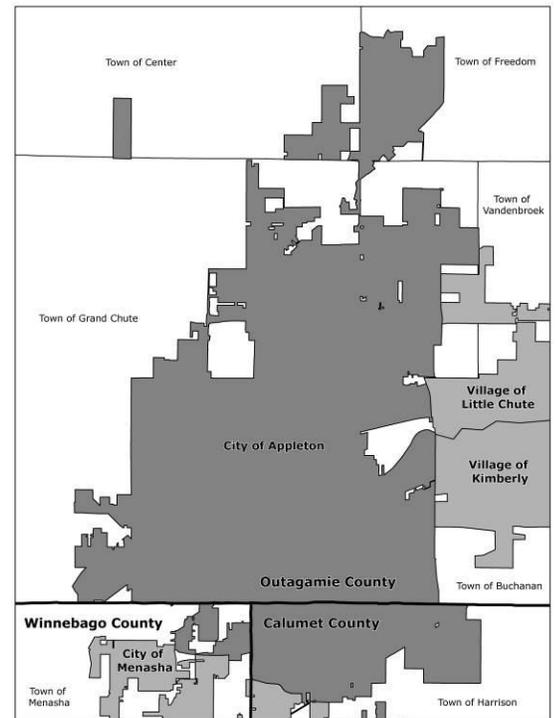
Appleton would normally have extraterritorial jurisdiction extending three miles beyond its borders into any adjacent towns, or to the midpoint between cities located within that area. The City of Appleton has, however, entered into boundary agreements with several of its neighbors that establish limits on the City's ability to annex new lands. These boundary agreements curtail the City's ability to annex lands anywhere except within the Town of Center, on the City's north-western boundary.

The maps on the following pages depict the City's extraterritorial jurisdiction as it would exist if the boundary agreements were not in place, and how they do exist under the boundary agreements. Specific details of the boundary agreements are discussed below.

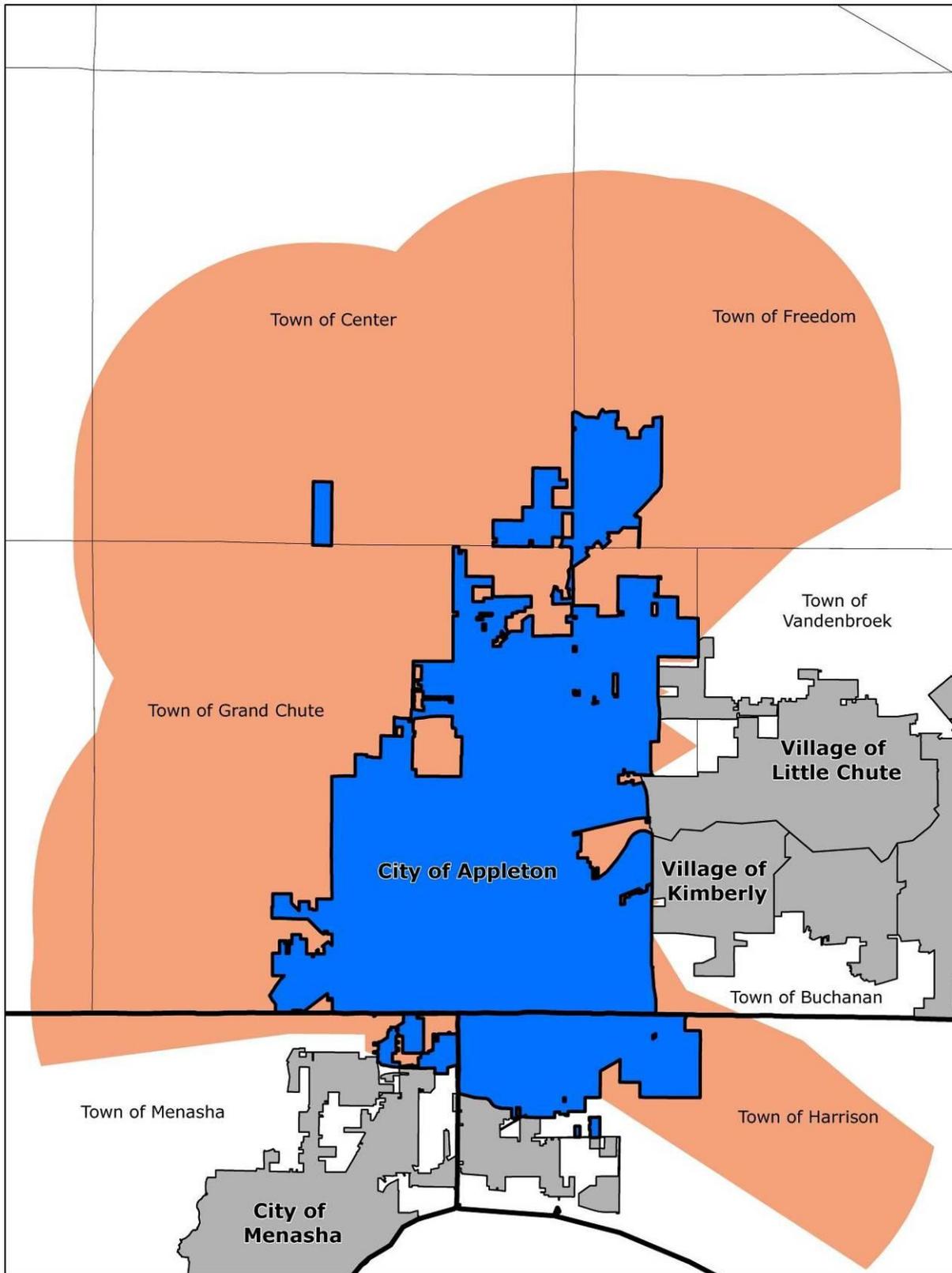
Town of Menasha and the City of Appleton

This agreement was adopted by the City of Appleton and the Town of Menasha in August of 1999. As part of the agreement the two communities established a common boundary line and the City agreed not to annex non-consenting single-family residential properties in the Town, north or east of that boundary, for 20 years. The City also agreed that no annexation would occur without a corresponding detachment of a similarly valued property. Additionally, the City agreed to deny all requests for annexation based solely on building and code compliance issues. Both communities agreed to not challenge the existence of "town islands" or "city islands" that resulted from annexations under this boundary agreement. The Town agreed not to judicially oppose any annexation made by the City in accordance with the agreement, and the City agreed to meet with the Town and discuss mutual concerns about annexations prior to filing any petition. The agreement will remain in effect until 2029.

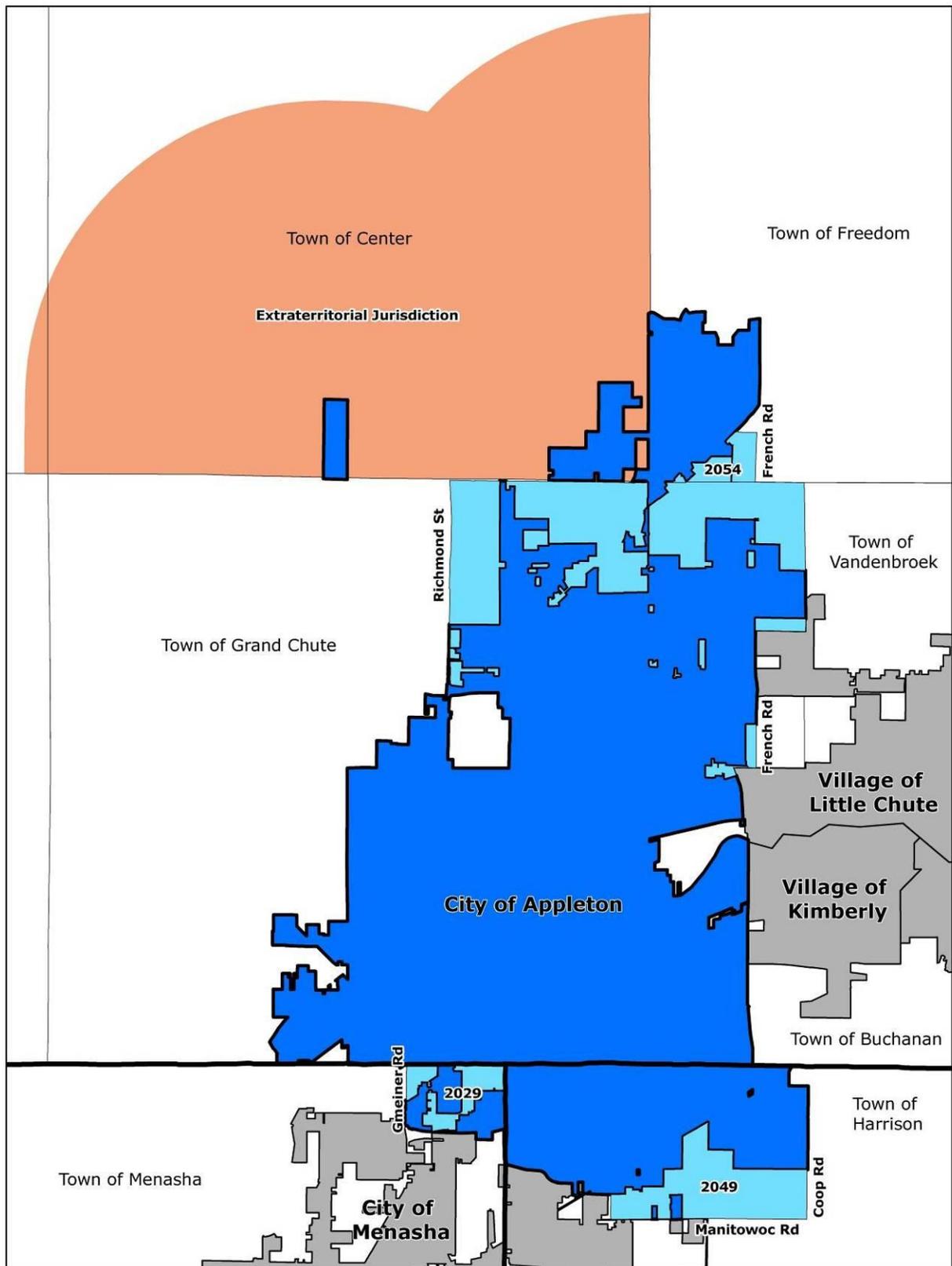
Additional matters covered in the agreement include the City assuming all costs for improvements and maintenance of the Red Oak Ravine. The City also agreed that it would not contest incorporation by the Town of Menasha or consolidation with the Town of Grand Chute. Finally, the agreement outlined the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



The City of Appleton and surrounding municipalities



*City of Appleton Extraterritorial Jurisdiction without Regard to Boundary Agreements
(extraterritorial jurisdiction shown in orange)*



City of Appleton Extraterritorial Jurisdiction as Amended by Boundary Agreements (areas of adjacent towns subject to annexation shown in light blue)

City of Menasha and the City of Appleton

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

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

Village of Little Chute and the City of Appleton

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

Town of Grand Chute and the City of Appleton

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

Town of Freedom and the City of Appleton

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

Town of Harrison and the City of Appleton

The Town of Harrison and the City of Appleton adopted an agreement in January of 1999. It established a boundary between the two municipalities, with the City agreeing to not annex any territory east or south of this boundary for fifty years, and to not annex any non-consenting properties north or west of this boundary for twelve and a half years. Additionally, the City agreed that a number of non-consenting owners annexed to the City could detach their property from the City during that twelve and a half year period. These properties would be automatically annexed back to the City after this period. The agreement outlined cooperation in sanitary sewer service provision and the extension of Eisenhower Road, and the City agreed to not challenge any incorporation by the Town. The agreement will remain in effect until 2049.



Prior Planning

Several plans previously completed by the City of Appleton, along with Winnebago, Outagamie, and Calumet Counties, the East Central Wisconsin Regional Planning Commission, and neighboring municipalities, will help to shape Appleton's plan. The recommendations in these plans will be reviewed for consistency and serve as a basis for intergovernmental cooperation.

City of Appleton Vision 20/20 Comprehensive Plan

The City adopted its **Vision 20/20 Comprehensive Plan** in 1996. This plan addressed general issues including land use, housing, economic development, transportation, parks and open space, public utilities and facilities, urban design, and historic preservation. It also included a section on planning for the Fox River Corridor, and a section on commercial corridors within the city.

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

City of Appleton 2006 Downtown Plan

The City of Appleton updated its **Downtown Plan** in 2006. This update has been incorporated into the Comprehensive Plan as Chapter 14. The **Downtown Plan** addressed continued revitalization of the central business district and discussed opportunities for surrounding parts of the community. Some of the key recommendations in the plan include:

- promoting mixed uses north of the downtown and on Lawrence Street between Memorial Drive and Walnut Street;
- creating a public use campus centered on the Outagamie County and City properties between Walnut Street and Jones Park;
- supporting redevelopment of Richmond Street as a commercial district serving adjacent neighborhoods;
- encouraging limited redevelopment in residential neighborhoods north of downtown, while seeking to preserve the character of historic neighborhoods near the downtown; and
- developing greenspace and bicycle/pedestrian corridors through the downtown.

The **Downtown Plan** organized a series of initiatives around six themes. The included urban design, tourism and arts, neighborhood and residential development, business and office development, transportation and parking, and downtown management.

City of Appleton Parks and Recreation Master Plan, 2005-2009

The **Parks and Recreation Master Plan** was developed to enable the City of Appleton to maximize services offered by the parks system and to improve the efficiency and effectiveness of park maintenance. The plan contains a detailed survey and analysis of existing park facilities and programs. The plan also contains specific recommendations for improvements at each City park as well as general recommendations for the system overall. These general recommendations include:

- land acquisition for a neighborhood park in the underserved southeast portion of the city;
- establishing or strengthening partnerships with county park departments, the Appleton Area School District, and developers; and
- continued consideration on the development of an indoor aquatic and community center.



East Central Wisconsin RPC Year 2030 Regional Comprehensive Plan

The mission of this plan, begun in 2001, is to work together with citizens, local governments and interest groups to develop a comprehensive vision for the future of the area through 2030, as well as to provide strategic policy guidance to help that vision become reality. Some of the ideas presented in the plan include:

- preventing the region from moving further away from the knowledge based economy and losing residents with higher education levels to other regions;
- warning of the mismatch between the rise in low wage jobs and the rise housing costs, along with a spatial mismatch between suburban low income jobs and urban low income housing, which makes it difficult to serve these workers with public transportation;
- stressing the negative impacts that sprawl development has on transportation, economic competitiveness, and taxes;
- promoting land use patterns and site design standards that support public transportation.
- promoting the benefits of intergovernmental cooperation and consolidation for community facilities and services; and
- describing the benefits of preserving cultural and historic sites, including the profitable commercial use of historic buildings, and the huge economic boost from heritage tourism.

Winnebago County Comprehensive Plan: 2006

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

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

Transportation is another area of greater detail in the plan. Of the recommendations in the plan, a proposed reconstruction of the entire urban segment of roadway on CTH AP from CTH P to Oneida Street/USH 10 in 2008 has the most direct impact on the City of Appleton. The plan also states that the increased carrying capacity, speed, and efficiency created by recently constructed highways throughout the County may increase the interest of homeowners to live in rural areas of the County. Conversely, the plan suggests that rail passenger service may be needed due to the increasingly congested highway system and delays at airports. Previous studies have indicated that passenger service between Green Bay and Milwaukee, passing through Winnebago County, could be feasible.

Outagamie County Comprehensive Plan

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

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

Some of the important recommendations coming from the plan included"



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

Calumet County Comprehensive Plan

Adopted in May 2007 the ***Calumet County Comprehensive Plan*** is designed to be a reflection of residents' values and shared vision, a guide for managing change, and the foundation for achieving goals through policies, strategies, and an implementation plan. Calumet County's multi-jurisdictional comprehensive planning effort included 13 of the 19 communities in Calumet County.

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

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

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

