

# Land Use

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

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

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

## Existing Land Use Patterns

Existing land uses are those uses that are presently found at a given location. The data used in this analysis was collected and mapped by the East Central Regional Planning Commission in 2004. Because more than one use may be found on different parts of the same property, land uses do not always follow parcel boundaries. Some of the classifications that were used in the original data were combined to more closely reflect land use categories used by the City of Appleton. Existing land uses are shown on the map on the following page.

### Understanding Land Use And Zoning

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

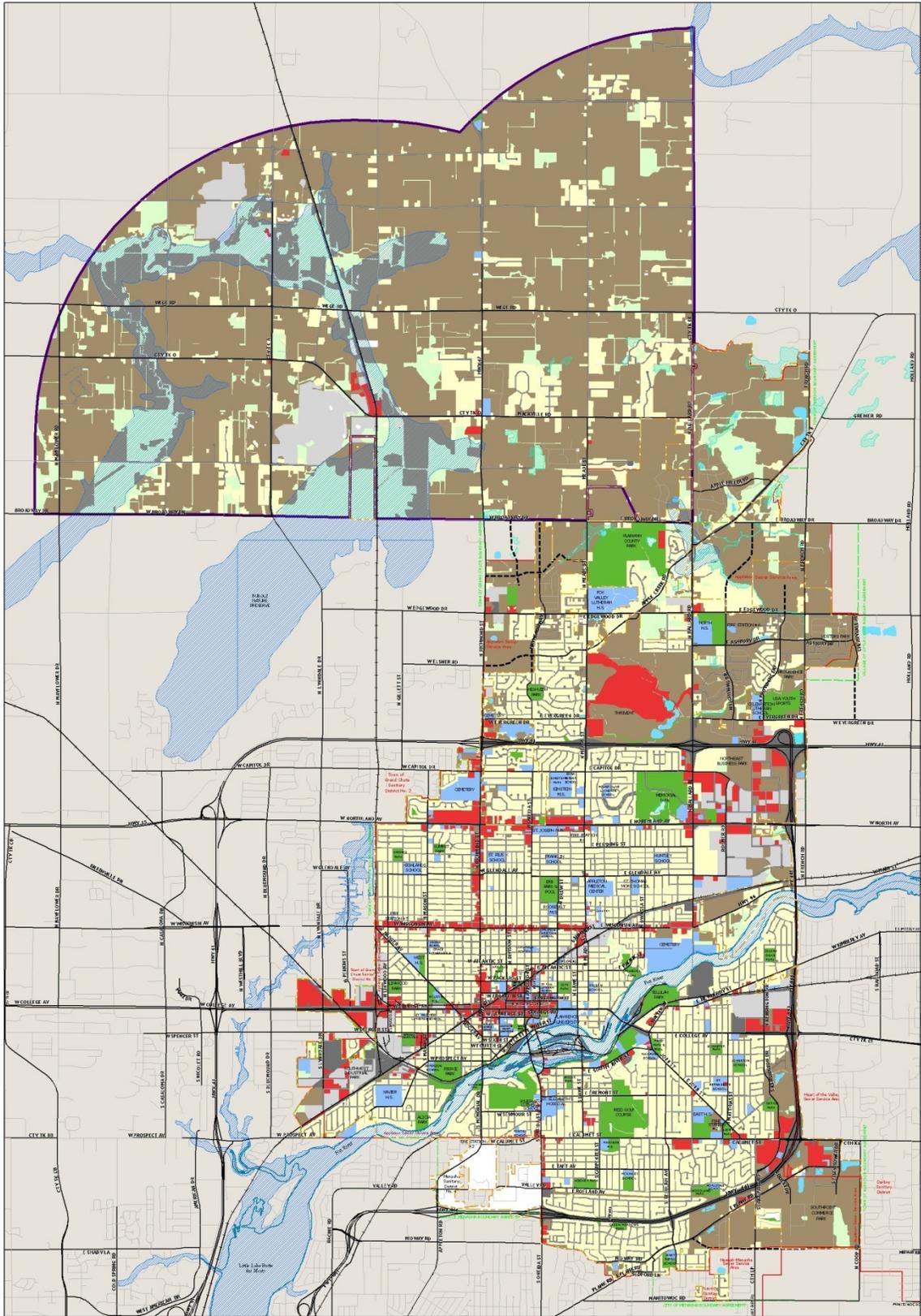
### Wetlands and Floodplains

Floodplains are areas, usually found along rivers and streams, that are subject to periodic flooding. As defined by the U.S. Army Corps of Engineers, "the term wetlands means those areas that are inundated or saturated by surface water or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas."

Development within areas of floodplain or wetlands may be regulated by federal and state statutes in addition to ordinances adopted by the City of Appleton. These areas are often treated as an "overlay" of the base land use or zoning. That is, a property may have any land use classification or zoning, but the designation as a floodplain or wetland may supersede it over all or a portion of the property. With few exceptions, development is not permitted within floodplains and wetlands.

Floodplains are mapped by the Federal Emergency Management Agency (FEMA), which periodically reviews its mapping for accuracy. Wetlands are mapped by the U.S. Fish and Wildlife Service through the National Wetlands Inventory, as well as through state and regional agencies. In both cases, the maps are produced at a large scale that shows the general location of wetland and floodplain boundaries. When development occurs, the City will require detailed surveys that accurately map the boundaries of these features. These boundaries may vary considerably from what has been mapped.





# Existing Land Use



## Existing Land Uses

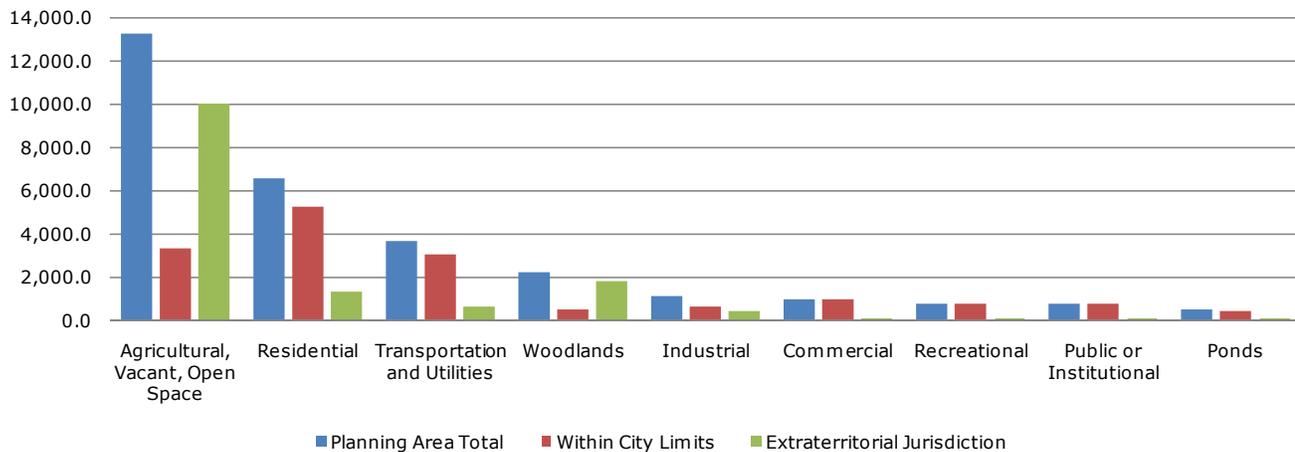
Appleton currently has an area of 15,768.7 acres<sup>1</sup>. An additional 14,239.2 acres lie within its extraterritorial jurisdiction, as truncated by the boundary agreements the City has entered into with some of its neighbors (See Chapter 2). The number of acres existing for each use are summarized in the following table.

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

Land Use Classification	Acres Within City Limits	Percent of Area Within City Limits	Acres Within Extra-territorial Jurisdiction	Percent of Area Within Extra-territorial Jurisdiction	Total Acres Within Planning Area	Percent of Area Within Planning Area
Agricultural/Vacant/Open Space	3,285.8	21.1%	9,988.8	70.2	13,274.6	44.5%
Residential	5,230.8	33.6%	1,296.5	9.1	6,527.3	21.9%
Commercial	942.6	6.0%	36.4	0.3	979.0	3.3%
Industrial	646.8	4.2%	433.2	3.0	1,080.0	3.6%
Public/Institutional	768.9	4.9%	13.9	0.1	782.8	2.6%
Recreational	780.3	5.0%	3.1	0.0	783.4	2.6%
Transportation/Utilities	3,045.3	19.5%	594.4	4.2	3,639.7	12.2%
Woodlands	466.1	3.0%	1,780.1	12.5	2,246.2	7.5%
Ponds	418.1	2.7%	92.8	0.7	510.9	1.7%
<b>TOTAL</b>	<b>15,768.7</b>		<b>14,239.2</b>		<b>29,823.7</b>	
Wetlands	70.5		43.8		114.4	
Floodplains	177.0		2,238.2		2,415.2	

Source: East Central Regional Planning Commission and R.A. Smith National

**Existing Land Uses in Appleton and it Extraterritorial Jurisdiction (Acres)**



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

### Agricultural / Vacant / Open Space

This category of land use, consisting of 13,274.6 acres in total, includes land that is undeveloped, whether currently used for agriculture or simply vacant lots. A majority of the land lying within the City's extraterritorial jurisdiction is classified in this use. Especially within the northern parts of this area, agriculture is the predominant use. These uses make up 44.5 percent of the planning area.

<sup>1</sup> Note that because the source data for the Existing Land Use Map and the Future Land Use Map are from differing sources, there is a slight discrepancy in the totals.

### Residential

All residential uses, regardless of density or type, are classified under the residential category. These uses cover 6,527.3 acres. At 21.9 percent of the planning area, residential is the largest developed land use, and the second-largest use overall. Residential land is the largest use within the city limits. It may be important to note that the land use classification does not identify areas of mixed-use development, so that additional residential uses may be found in the downtown area, or other parts of the City that have been classified as commercial.

### Commercial

The commercial land use category is made up of retail, office, and service uses. It includes significant portions of the City's business parks. It is found mostly within the more intensely developed portions of the city, and very few commercial uses are found in the extraterritorial jurisdiction. Commercial uses comprise 3.3 percent of the planning area, or 979 acres.

### Industrial

Industrial uses are found both within the City and within its extraterritorial jurisdiction. They make up 3.6 percent of the total planning area, totaling 1,080 acres. Most of these uses are found near the edge of the City, along major arterial roads. A quarry within the Town of Center is considered an industrial use in this classification scheme.

### Public / Institutional

Government uses (except parks and open space) and certain quasi-public uses make up 2.6 percent of the land area in Appleton's planning area. These 782.8 acres include uses such as City buildings, the Outagamie County Courthouse and associated buildings, Lawrence University, public and private schools, churches, and cemeteries.

### Recreational

In this classification system, public parks and privately-owned recreational facilities are all classified as recreational uses. These include city parks, Plamann County Park (Outagamie County), and the privately-owned Riverview Country Club. These uses total 783.4 acres and make up 2.6 percent of the planning area.

### Transportation / Utilities

Transportation and utilities comprise 12.2 percent of the planning area, or a total of 3,639.7 acres. These uses include road and railroad rights-of-way, water and wastewater facilities, electrical substations, and similar uses. They also include private uses that are primarily transportation-related, such as trucking terminals.

### Woodlands

The East Central Regional Planning Commission adopted a land use classification that identifies woodlands as a separate use. Small, isolated woodlands may be found within Appleton's city limits. These tend to be found in parks, where there is steep terrain (such as the ravines) and along the Fox River. Much larger woodland areas can be found within the City's extraterritorial jurisdiction. Several large woodland tracts are found within the Town of Center. Altogether, they comprise 7.5 percent of the planning area, or a total of 2,246.2 acres.

### Ponds

This classification includes surface water features found within the area, except the Fox River. Ponds may include facilities constructed for stormwater management. Several of these features are overlapped by wetlands. Ponds take up 510.9 acres, or 1.7 percent of the planning area.

### Wetlands

There are 114.4 acres of mapped wetlands in the City and its extraterritorial jurisdiction. A majority of these will be found north of U.S. Highway 41. While areas south of U.S. Highway 41 undoubtedly contained wetlands, these parts of the community developed decades earlier, before regulations were in place to prevent them from being filled and developed.

### Floodplains

There are two significant floodplains located within the City, and one more within the extraterritorial jurisdiction. The first of these is the floodplain associated with the Fox River. This includes most of the river valley.



The second flood area in the City is an isolated feature found along North Ballard Road, stretching from south of Apple Creek Road to north of East Broadway Drive. The final floodplain is a area located within the Town of Center. Altogether, floodplains cover 2,415.2 acres, or 8.1 percent of the planning area.

### Redevelopment and Infill

According to data compiled by the City of Appleton, there is a total of about 2,100 acres of undeveloped land within the current city limits. This may include land that is actively marketed for development as well as undeveloped lots that are not considered by their owners as available for development. For example, in older parts of the community that are platted with small lots, an undeveloped lot may be considered part of the yard for an adjacent parcel. Undeveloped parcels may also include land that is unsuitable for development due to factors such as slopes, wetlands, access, or other issues.

The vast majority of undeveloped land within the community is zoned residential. These lots total 1,680 acres, or 80 percent of the total undeveloped land. There is a total of 210 acres of undeveloped commercial land and 147 acres of undeveloped industrial land. Another 63 acres of undeveloped land is zoned for other uses.

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

Through its Downtown Plan, specific area plans for the Wisconsin Avenue, Richmond Street, and South Oneida Street corridors, and other documents or policies, the City of Appleton has demonstrated a desire to encourage redevelopment. Reuse of existing sites for development can have significant advantages for the community. Redevelopment may eliminate blight and help to improve neighborhoods. It can increase property values, create jobs and housing, and attract desired retail uses. Furthermore, it is also one of the most efficient means of growth in that redevelopment does not typically create a need for new roads or utility extensions.

## Development Projections

The following table summarizes anticipated population and household growth within the City of Appleton, in five-year increments, through 2030.

Projected Population and Household Growth in Appleton									
	2000	2005	2010	2015	2020	2025	2030	Numeric Change	Percent Change
Population	70,087	72,053	74,260	77,005	79,817	82,421	84,683	14,596	20.8%
Households	26,864	28,039	29,378	30,854	32,331	33,649	34,944	8,080	30.1%

*Source: Wisconsin Department of Administration*

### Residential Development Land Analysis

Between 2010 and 2030 the City of Appleton is expected to add 10,423 residents and 5,566 new housing units. These new homes will consume a varying amount of land depending upon the density of development, as measured in units per acre. Currently, the average density in the City is 5.54 units per residential acre (0.97 units per acre overall), with higher densities found in older parts of the community, where lot sizes are smaller and there is a greater concentration of two-unit or multifamily housing. The following table identifies the land area required to accommodate expected residential growth at varying densities.



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

Five-Year Growth Period	Total Units Added	Land Area Required at Average Density (Units per Acre)					
		Two	Four	Six	Eight	Ten	Twelve
2010-2015	1,476	738	369	246	185	148	123
2015-2020	1,477	738	369	246	185	148	123
2020-2025	1,318	659	330	220	165	132	110
2025-2030	1,295	648	324	216	162	130	108
Total	5,566	2,783	1,392	928	696	557	464

*Source: East Central Regional Planning Commission and R.A. Smith National*

At the City's existing average residential density of 5.54 units per residential acre, 1,004.7 acres of land will be needed to accommodate the projected growth in households in Appleton between 2010 and 2030. Some portion of this land area will include existing platted subdivisions that have not yet been completed.

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

### Commercial Development Land Analysis

Based on average household expenditures (\$26,113 annually<sup>2</sup>) and average sales per square foot<sup>3</sup>, each new household supports an estimated 53 square feet of retail or commercial space. Because expenditures may be made in other communities as well as Appleton, some of this demand may be met elsewhere. In the same way, though, people in other communities may make some of their purchases in Appleton. In Chapter 9 (Economic Development) it was noted that the commercial space in Appleton is approximately twice what would be supported by the City's population alone.

If it is assumed that each new household in the City will equate to a demand for 100 square feet of retail or commercial space, then the projection for an additional 5,566 households will result in a need to provide 556,600 square feet of new commercial space. This may take several forms, including large format stores, strip commercial centers, and traditional urban and mixed-use development. As an average, the ratio of building to land area is likely to be in the vicinity of one to five. To accommodate 556,600 square feet (12.8 acres) of new commercial space, it will be necessary to have available approximately 64 acres of developable commercial land.

### Business/Industrial Development Land Analysis

There are 1.57 jobs for every household in the City of Appleton (see Chapter 4). With an expectation of 5,566 new households by the year 2030, the City should plan to accommodate about 8,739 new employees.

Nationally, about 400 square feet of space is required for every employee<sup>4</sup>. The space required varies considerably according to the type of work performed, and may range from under 400 square feet for many office workers, to several thousand square feet for employees in some manufacturing and distribution occupations. Although Appleton has a strong manufacturing base, the majority of employment growth has been in office and service occupations.

Using the 400 square foot average, there will be a need to add approximately 3,495,448 square feet of employment space. This may take the form of office, retail or commercial, industrial, warehouse, and other types of space. Using a ratio of 1 square foot of building area to five square feet of lot area, the City should seek to

<sup>2</sup> U.S. Bureau of the Census, Annual Consumer Expenditure Survey, 2007

<sup>3</sup> Dollars and Sense of Shopping Centers, 2004

<sup>4</sup> International Facility Management Association. the average was 435 square feet in 2009, up from 415 in 2008 and 396 in 2007. This reflects rising unemployment and fewer workers within the same space. An approximate number of 400 is used for this analysis



provide 17,477,240 square feet (401 acres) of commercial, industrial, and mixed-use land for development of this new space.

## Future Land Use Plan

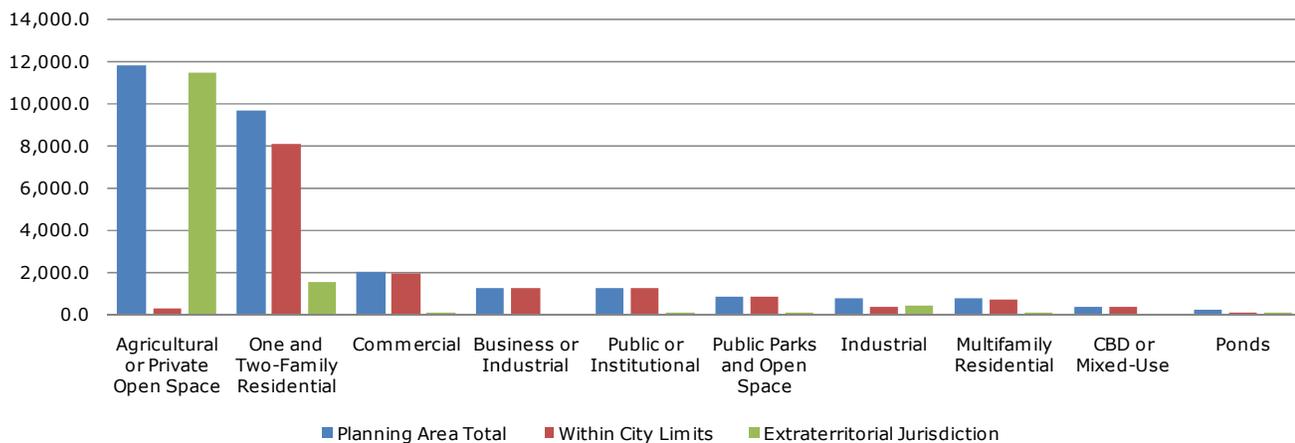
The Future Land Use Map for Appleton and its extraterritorial jurisdiction depicts the locations of land uses summarized in the table below. For uses shown in the Town of Center, located outside of the City's sewer service area, the City has adopted the future land use patterns recommended in the **Outagamie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

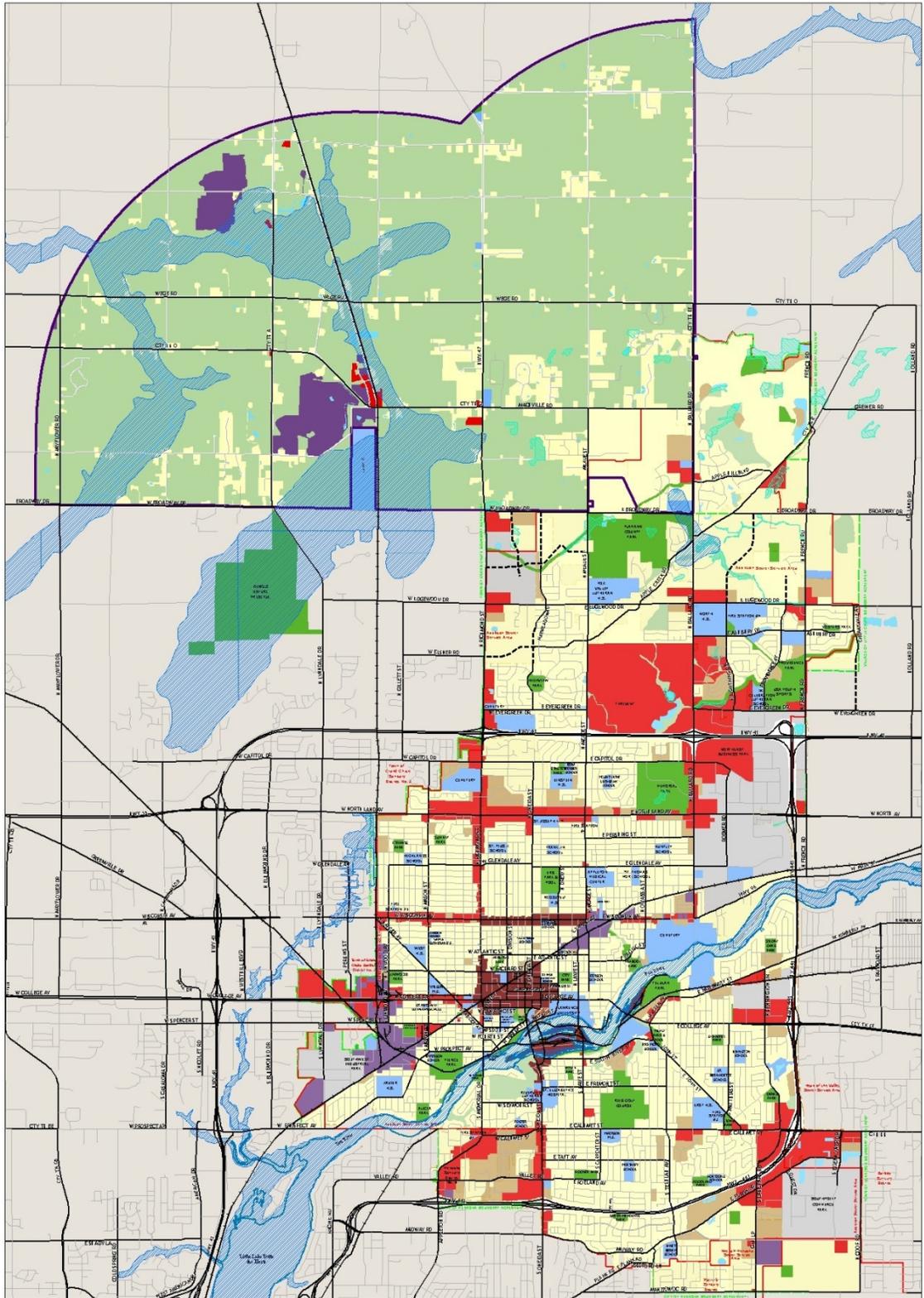
**Existing Land Uses in Appleton and Its Extraterritorial Jurisdiction**

Land Use Classification	Acres Within City Limits	Percent of Area Within City Limits	Acres Within Extra-territorial Jurisdiction	Percent of Area Within Extra-territorial Jurisdiction	Total Acres Within Planning Area	Percent of Area Within Planning Area
One and Two-Family Residential	8,104.3	53.7%	1,534.8	11.2%	9,639.1	33.5%
Multifamily Residential	709.3	4.7%	39.9	0.3%	749.2	2.6%
Commercial	1,968.2	13.0%	46.4	0.3%	2,014.6	7.0%
Central Business District/Mixed Use	345.2	2.3%	0.0	0.0%	345.2	1.2%
Business/Industrial	1,224.4	8.1%	0.0	0.0%	1,224.4	4.3%
Industrial	323.2	2.1%	433.2	3.2%	756.3	2.6%
Public or Institutional	1,217.3	8.1%	23.4	0.2%	1,240.8	4.3%
Public Parks and Open Space	814.3	5.4%	6.1	0.0%	820.4	2.9%
Agricultural or Private Open Space	295.5	2.0%	11,482.2	84.1%	11,482.2	41.0%
Ponds	89.1	0.6%	91.0	0.7%	180.1	0.6%
TOTAL	15,090.8		13,657.1		28,747.8	
Wetlands	70.5		43.8		114.4	
Floodplains	177.0		2,238.2		2,415.2	

Source: R.A. Smith National and Place Dynamics

**Existing Land Uses in Appleton and it Extraterritorial Jurisdiction (Acres)**





# Proposed Future Land Use

- One and Two-Family Residential
- Industrial
- Boundary Agreements
- Multi-Family Residential
- Public / Institutional
- Sewer Service Area
- Commercial
- Public Parks and Open Space
- City Limits
- General Business District / Mixed-Use
- Agricultural and Retiree Open Space
- Environmental Jurisdiction
- Business / Industrial
- Ponds
- Floodplain (FIRM)
- Wetlands

For additional detail on the Wisconsin Avenue Corridor, Redwood Street Corridor, and South O'Neill Street Corridor, refer to the respective chapters of the Comprehensive Plan.



Proposed land uses are discussed in detail following the Future Land Use Map. In comparison to the City's 1996 future land use plan, relatively few changes have been made. The most significant of these are the inclusion of the extraterritorial jurisdiction in the Town of Center, consolidation of the commercial land use categories, and creation of a central business district or mixed-use zone, which has replaced commercial, residential, and industrial uses formerly shown in the downtown area, along segments of Wisconsin Avenue and South Oneida Street, and on the industrial flats.

### **One and Two-Family Residential**

One and two-family residential uses make up the largest part of the City, taking up more than half of the total land area. The Future Land Use Map identifies a large area of new one and two-family residential use, primarily to the north, and in the eastern and southeastern parts of the City and its extraterritorial jurisdiction. There is a total of 8,104.3 acres of one and two-family land use planned within the City of Appleton, and an additional 1,534.8 acres in the extraterritorial jurisdiction.

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

### **Multifamily Residential**

A total of 709.3 acres of multifamily residential use is planned within the city limits. This includes existing as well as future sites for attached units that may be either owner or renter-occupied. It is the City's desire to avoid concentration of this use in any part of the community, instead providing multiple small sites where multifamily development may occur.

Several changes have been made from the 1996 Land Use Plan:

- Along East Broadway Street east of Richmond Street, multifamily uses have been moved east where a commercial area has been expanded.
- A new multifamily area is shown on the west side of Ballard Road between Mackville Road and East Broadway Street.
- On the north side of downtown, areas formerly shown as multifamily have been changed to a mixed use district that still allows multifamily development, but provides added flexibility to accommodate other uses.

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

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

### **Commercial**

As noted earlier, 64 acres of land is required to meet the City's future commercial development demand. Land area more than adequate to meet this need has been identified in the City's expansion areas to the north and east. The City also hopes to meet a part of its future commercial growth through redevelopment of properties located in the downtown, on the industrial flats, and in commercial corridors in existing parts of the community. In addition to areas identified as commercial, these uses may occur in the central business district or mixed-use land use designation.

### **Central Business District or Mixed Use**



The 1996 Future Land Use Plan showed one area of mixed-use development, which consisted of the downtown (central business district). Recognizing the need to provide greater flexibility with regard to land use, especially in redevelopment areas, the City has established a central business district or mixed-use land use category. This use is found in four locations.

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

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

### **Business or Industrial**

This category can be described as offices and light industrial "flex" spaces such as may be found in the Southpoint Commerce Park or the Northeast Business Park. These uses are found only within the existing city limits, and comprise a total of 345.2 acres, or 2.3 percent of the city's area. Land is available for development in both of these locations, as well as an additional area planned on the east side of Richmond Street south of West Broadway Street.

### **Industrial**

Industrial lands tend to be sites where industrial activity has been occurring for many decades, rather than newly-planned industrial parks. Within the City, these uses tend to be found along the railroad tracks, particularly near the Southwest Industrial Park and along Linwood Avenue, and near the intersection of Meade Street and Wisconsin Avenue. They total 323.2 acres, with an additional 433.2 acres in the extraterritorial jurisdiction, mainly in the Town of Center.

In a change from the 1996 Land Use Plan, the industrial flats is now identified as a mixed-use area instead of as a primarily industrial area. The intent of the mixed-use designation is to provide flexibility to allow redeve-



lopment. Intended as a broadly-defined use category, industrial uses are still permitted. Many of these sites are brownfields. The City will pursue redevelopment of these sites as long as it is economically, environmentally, socially, and culturally possible.

### **Public or Institutional**

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

### **Public Parks and Open Space**

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

The City has adopted goals to provide a total of 10 acres of park land per thousand residents. This acreage should consist of two acres of neighborhood parks and eight acres of community parks, although other types of parks may be included in the total. As inventoried in Chapter 18, the City currently has 632.9 acres of all types of park land. Based on the 2009 population estimate of 72,400, the City would need to provide 724 acres of park land to meet its standard. In addition to the current deficit of 91.1 acres, the City will need to acquire about 104.3 acres of park land to meet the needs of additional residential growth anticipated between 2010 and 2030.

In total, the City should plan to acquire about 195.4 acres of new park land. Priorities for acquisition should be based on the service area standards identified in the ***Parks and Recreation Master Plan*** (Chapter 18). Some particular areas for park land acquisition have been noted in that plan, including the southeastern and southwestern portions of the community, and parts of the existing City where service coverage does not meet the adopted standards. Park sites should be selected to preserve important natural, geological, cultural, or other resources. In addition, the City should seek to provide connectivity among its parks through the provision of greenway corridors.

### **Agricultural and Private Open Space**

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

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

### **Ponds**

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



## Wetlands and Floodplains

Floodplains and wetlands are identified as an overlay on the Future Land Use Map. These features are mapped from source files prepared by the Federal Emergency Management Agency and the East Central Regional Planning Commission. The official boundaries of these features must be mapped by a qualified survey prior to development of the parcel on which they are located. In most cases, no development will be permitted to occur within designated wetland or floodplain areas. Appropriate buffers should be provided to protect the ecological quality of these features.

## Regulatory Tools

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

### Land Use Planning

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

Appleton has not adopted a growth management strategy. A limited number of Wisconsin communities have adopted such a policy, which often contain limits on the pace, as well as phasing of growth. Methods used to ensure that these maximum growth rates are not exceeded include annexation and subdivision approvals, limits on building permits, and phased utility extensions. Growth management strategies are not always effective unless other local jurisdictions have also enacted growth limitations, so that a regional approach is needed. It is recommended that Appleton engage in a dialogue with adjacent communities to discuss such a regional approach, which would assure orderly and sustainable growth without depleting the resources or impairing the vitality of already developed areas in those communities.

### Zoning

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

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

### Extraterritorial Authority

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

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

The City does have the ability to conduct extraterritorial plat review for any proposed subdivision of land lying within its extraterritorial jurisdiction. The City may deny approval of land subdivision based upon its land use



plan. In the case of a conflict, the proposed subdivision must comply with the more restrictive of the town's or the City's subdivision ordinance.

### Sewer Service Area

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

### Annexation

Cities and villages in Wisconsin expand their territory through annexation, which is usually initiated voluntarily by property owners adjacent to the corporate limits. Annexation to the City is usually a requirement for obtaining municipal water and sewer services that enable property to be developed.

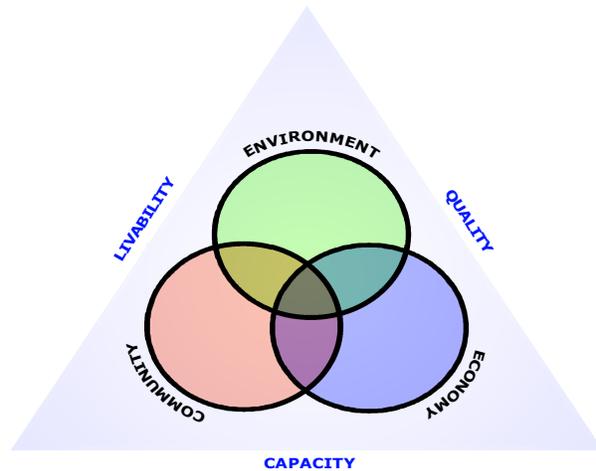
### Public Utility Services

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

## Sustainability

Appleton has joined a growing list of communities that are dedicated to growing and conducting their operations in a sustainable manner. As defined by the United Nations World Commission on Environment and Development, sustainability meets the needs of the present without compromising the ability of future generations to meet their own needs. It recognizes that community livability, environmental quality, and economic vitality are interdependent goals.

There are many widely-adopted approaches to sustainability. The City of Appleton may choose to adopt one of these approaches, or to draw useful component from some combination of these and others as it continues to define what sustainability means to the community. Some of the common approaches include:

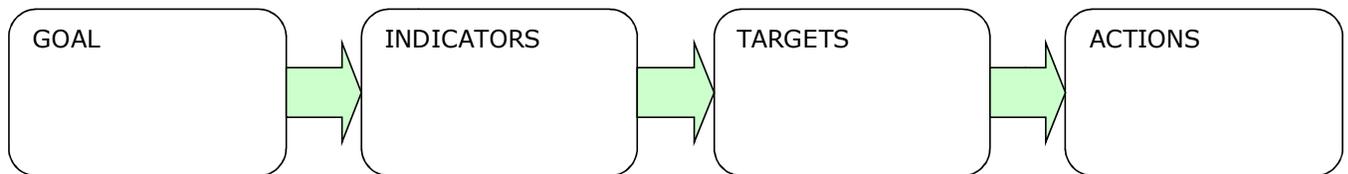


- Bellagio Principles - Developed in 1996, the Bellagio Principles were one of the first attempts to define a set of guidelines for assessing the effectiveness of sustainability measures. The ten principles include: 1) a guiding vision and goals; 2) a holistic perspective; 3) essential elements of equity, ecological conditions, and economic development; 4) an adequate scope; 5) a practical focus; 6) openness; 7) effective communication; 8) broad participation; 9) ongoing assessment; and 10) institutional capacity.
- Ceres Principles - The Ceres Principles are a ten-point code of corporate environmental conduct to be publicly endorsed by companies as an environmental mission statement or ethic. The ten principles are: 1) protection of the biosphere; 2) sustainable use of natural resources; 3) reduction and disposal of wastes;

4) energy conservation; 5) risk reduction; 6) safe products and services; 7) environmental restoration; 8) informing the public; 9) management commitment; and 10) audits and reports.

- Leadership in Energy and Environmental Design (LEED) - Although originated specifically for the development community, LEED standards have become widely adopted as policy, or serve as a model for urban land development.
- The Natural Step - The Natural Step Framework recognizes the interconnected nature of community decisions and seeks to provide a systems perspective for long term sustainability. It focuses on the triple bottom line (economic, ecological, and social). This approach addresses five parts: 1) system, or understanding the relationships; 2) success, or the vision; 3) strategy, which is the steps and priority of actions to achieve the vision; 4) actions, which are specific activities to be carried out; and 5) tools, or the resources to execute strategies and measure results. The Natural Step promotes formation of eco-municipalities, which are communities that have adopted and follow a sustainability charter based on the Natural Step Framework.

Appleton will consider sustainable approaches in community decision-making related to land use and other municipal functions. The following diagram may be used to help in evaluating decisions. The process begins by establishing a goal or vision that is shared by those impacted by the decision. Indicators are measures that can be used to assess current conditions and future progress. Targets are specific outcomes that are desired. Lastly, actions are the steps that will be taken by the community.



Appleton should commit itself to achieving a more sustainable community through the actions of local governments, and by promoting the adoption of sustainable practices by residents and businesses. To achieve this the City should convene a task force of local officials, citizens, and business leaders to determine an appropriate frameworks and plan for sustainability.

## Objectives and Policies

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

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

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

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

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

10.2.1 Identify areas in which redevelopment may be desirable and prepare planning to guide that redevelopment.

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

**10.3 OBJECTIVE: Amend the Zoning Ordinance to conform with recommendations contained within the Comprehensive Plan, especially with regard to mixed-use development and development standards in the commercial corridors.**

10.3.1 Revise existing districts or establish new districts that permit and regulate the uses intended for mixed-use areas in the central business district, on Richmond Street, Wisconsin Avenue, and South Oneida Street, and in the industrial flats.

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

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

10.4.1 Convene a task force comprised of City officials, citizens, and business leaders to recommend a sustainability framework and to prepare a sustainability action plan for Appleton.