

Chapter 12: Implementation

Background

Plan Objectives and Timeframe

Zoning and Other Land Use Regulation Updates

Comprehensive Plan Update Procedures



Figure 1 Conceptual perspective of mixed use infill development as identified in the redevelopment framework for downtown Appleton.

The implementation element of the Comprehensive Plan is intended to provide a summary of actions necessary to carry out the goals and objectives determined through the planning process. The City should annually review the Comprehensive Plan to inform its annual work plan priorities.

Background

A variety of tools will be needed to achieve the Plan goals and objectives. These programs can take many forms, including land use control mechanisms such as zoning and subdivision ordinances that control land use activities to assure compatibility with the Comprehensive Plan. Other tools include budgeting activities, partnerships, and a wide range of administrative actions.

Zoning Ordinance

Zoning is the primary regulatory tool used by governmental units to implement planning policies. It consists of the Official Zoning Map and the supporting ordinance text. The purpose of the Zoning Ordinance is to promote the public health, safety, comfort, and general welfare of the people of Appleton. The Ordinance regulates and restricts the location of buildings proposed for specific uses, the height and bulk of buildings, provides for minimum sanitation standards, and regulates and determines the areas of yards and housing density.

Within a land use plan designation, there may be several zoning districts that will accomplish the intent of that designation. For example, there are multiple zoning districts that could be compatible with the one and two-family residential future land use designation. The particular zoning district will be based upon the type of conditions in that area.

Subdivision Ordinance

The other most widely used land use control mechanism is the subdivision or land division control ordinance. The purpose of the ordinance is to safeguard the best interest of the City, the homeowner, and the developer; encourage well planned subdivisions by the establishment of design and construction criteria; improve land records by establishing standards for surveys and plats; and protect the environmentally sensitive areas of the City.

Capital Improvement Program (CIP)

A Capital Improvements Program (CIP) is a capital expenditure plan for a community's infrastructure including: streets/sidewalks/alleys; water and sewer systems, park and trail system, and public buildings. The program outlines major projects the City plans to undertake in the next 5-10 years and how they may be financed. The CIP is updated annually during the five year period. The approval process for the CIP should include a review by the Common Council to ensure consistency of the projects with other elements of the Comprehensive Plan.

Community Involvement and Communication

The City should continue to encourage opportunities for citizen participation at all levels of the planning and development processes through appointed citizen commissions and boards, and attendance and participation at public meetings.

Intergovernmental Cooperation

One of the more critical Plan implementation programs is Appleton's cooperation with surrounding units of government as well as the three counties whose boundaries include the City. Planning issues often have regional implications that affect several jurisdictions. To carry out not only the City Comprehensive Plan, but also to aid other jurisdictions to accomplish their goals and policies,



coordination agreements and cooperative decisions must be made. In adopting agreements and recognizing regional and other jurisdiction's plans, the City is committed to the vital coordination that is necessary to accomplish effective planning for the area.

Comprehensive Plan

As of January 1, 2010, any program or action of a local governmental unit that affects land use is required to be consistent with that local governmental unit's comprehensive plan. For the City of Appleton, actions that are included in this requirement are:

- municipal incorporation procedures under s. 66.0201, 66.0203 or 66.0215;
- annexation procedures under s. 66.0217, 66.0219, or 66.0223;
- cooperative boundary agreements entered into under s. 66.0307;
- consolidation of territory under s. 66.0229;
- detachment of territory under s. 66.0227;
- stipulated boundary agreements in contested boundary actions s. 66.0225;
- official mapping established or amended under s. 62.23 (6);
- local subdivision regulation under s. 236.45 or 236.46;
- extraterritorial plat review within the City's extraterritorial plat approval jurisdiction, as is defined in s. 236.02 (5);
- zoning ordinances enacted or amended under s. 62.23 (7);
- an improvement of a transportation facility that is undertaken under s. 84.185;
- agricultural preservation plans that are prepared or revised under subchapter IV of chapter 91;
- impact fee ordinances that are enacted or amended under s. 66.0617;
- land acquisition for recreational lands and parks under s. 23.09 (20);
- zoning of shorelands or wetlands in shorelands under s. 62.231;
- construction site erosion control and storm water management zoning under s. 62.234; and
- any other ordinance, plan or regulation of a local governmental unit that relates to land use.

Plan Objectives and Timeframe

The table below provides a summarized list of objectives from each chapter of the Plan. As stated earlier the City should also continue to use the Comprehensive Plan as a tool to assist in the development of its annual priorities and work plans. On-going actions refer to actions which the City is already proactively undertaking and expects to continue with into the foreseeable future. Near-term actions refer to actions which the City anticipates taking within the next 1-3 years. Long-term actions refer to actions which the City anticipates taking in the year 2020 or beyond.

Comprehensive Plan Objectives	Action Timeframe		
	Ongoing Action	Near-term Action	Long-term Action
Chapter 5: Housing and Neighborhoods			
Continue efforts to ensure an adequate supply of housing affordable to all income levels in the community.	X		
Work proactively to prevent decay of the City's housing stock and blight conditions within neighborhood areas.		X	

Comprehensive Plan Objectives	Action Timeframe		
Provide a range of housing options that meet the needs and appeal to all segments of the community and allows residents to age in place.		X	
Continue to expand the City's Neighborhood Program to establish and support neighborhood organizations as partners in carrying out City functions.		X	
Promote downtown housing as a means to grow the tax base, support local businesses, and increase the overall vitality and image of the area.		X	
Chapter 6: Transportation	Ongoing Action	Near-term Action	Long-term Action
Plan for the safe and efficient movement of vehicles on local and regional roads.			X
Support regional efforts to preserve and enhance air service in the Fox Valley.	X		
Create an environment that is safe and conducive to walking and bicycling throughout the entire city.	X		
Preserve and enhance rail service within Appleton and the Fox Valley.	X		
Continue efforts to improve boating conditions on the Fox River.		X	
Maintain diverse and cost-effective options for public transportation that meets the needs of all segments of the population.	X		
Maintain a balanced parking program which provides an adequate supply of parking without undermining economic development and neighborhood development efforts.	X	X	
Implement transportation improvements which also support the City's desired land use, housing and neighborhood goals, objectives, and policies.	X		
Implement the transportation-related recommendations contained within related plans.		X	
Chapter 7: Utilities & Community Facilities	Ongoing Action	Near-term Action	Long-term Action
Provide a pattern of development that minimizes impacts to municipal services and utilities.	X		
Ensure that municipal services and utilities, as well as privately distributed energy sources are delivered in a safe and sustainable manner.	X	X	

Comprehensive Plan Objectives	Action Timeframe		
Work with other public/private utilities and service providers to assist them, when appropriate to do so, in delivering services to Appleton residents.	X		
Maintain the existing public water and sanitary sewer infrastructure.	X	X	
Implement effective stormwater management practices.	X		
Continue to partner with other agencies, organizations, and businesses to proactively address public health and mental health issues in the community.	X		
Continue to partner with other agencies, organizations, and businesses to support programs and activities for at-risk populations.	X		
Support creation of a new or remodeled library downtown.	X		
Continue to support practical, cost-effective and collaborative approaches to solid waste management and recycling.	X		
Continue to coordinate, partner, and collaborate with educational institutions to support access for all to education.	X		
Support, Police, Fire, and Emergency Services.	X	X	X
Support the Access Appleton pilot program and follow up initiatives to encourage greater destination accessibility for all.	X		
Chapter 8: Agriculture, Natural, Historic, and Cultural Resources	Ongoing Action	Near-term Action	Long-term Action
Maintain the viability of the regional agricultural sector that provides locally-grown food for residents and raw materials for Appleton's food processing and other businesses.	X		
Preserve important natural features and enhance environmental quality throughout the community in order to secure economic, recreational, and health benefits for area residents.	X	X	
Continue and expand efforts to preserve, restore, and interpret important features of Appleton's rich history.	X	X	
Support the organizations, events, and venues that make Appleton the arts and cultural center of the Fox Cities.	X	X	
Continue support for programs targeted to Appleton's diverse communities.	X		



Comprehensive Plan Objectives	Action Timeframe		
Consider developing a comprehensive Cultural Arts Plan to inform and guide efforts that position Appleton as the cultural center of the Fox Cities and a unique regional destination.		X	
Chapter 9: Economic Development	Ongoing Action	Near-term Action	Long-term Action
Implement the Appleton Economic Development Strategic Plan (AEDSP).	X		
Grow Appleton’s business community through recruitment, expansion, and retention programs that ensure a diverse business mix and jobs that pay well.		X	
Create the resources and culture in which entrepreneurial development is encouraged.		X	
Ensure the continued vitality of downtown and the City’s neighborhood commercial districts.		X	
Encourage new development and redevelopment activities that create vital and attractive neighborhoods and business districts.		X	
Create a vibrant environment that is conducive to attracting and retaining talented people.	X		
Work collaboratively with other municipalities, organizations, and private entities to advance the economic development of the entire region.	X		
Continue supporting educational partnerships and workforce development.	X		
Enhance Appleton’s brand as a location to do business.		X	
Chapter 10: Land Use	Ongoing Action	Near-term Action	Long-term Action
Provide an adequate supply of suitable land meeting the demand for development of various land uses.	X		
Encourage redevelopment to meet the demand for a significant share of future growth, and to enhance the quality of existing neighborhoods.	X		

Comprehensive Plan Objectives	Action Timeframe		
Support future changes to zoning and other regulatory tools which are necessary to achieve the type of urban form and development reflective of smart growth principles, including support for “complete” neighborhoods (neighborhoods where residents can meet the majority of their daily needs on foot and by bicycle) throughout the City and in growth areas.	X		X
Plan for compact, efficient, and fiscally responsible growth of residential, commercial, and industrial development in new neighborhoods in order to implement the principles of smart growth.	X		X
Support the continued redevelopment and revitalization of land uses adjacent Appleton’s key transportation corridors and downtown.		X	
Participate in and initiate discussions with community groups and regional jurisdictions about sensible land use planning consistent with smart growth principles.		X	
Provide leadership in sustainability and continue to strive to incorporate sustainability into City planning and operations.	X		
Participate in and initiate discussions with community groups and regional jurisdictions about sensible land use planning consistent with smart growth principles.	X		
Develop and extend a system of local residential streets that are highly interconnected, relatively narrow, and designed to meet the needs of pedestrians, bicyclists, motorists, public transit, and vehicles associated with periodic service providers.			X
Chapter 11: Intergovernmental Cooperation	Ongoing Action	Near-term Action	Long-term Action
Maintain a positive relationship with local area governments to foster collaboration on issues of mutual concern.	X	X	
Work with the State of Wisconsin, federal agencies, and other agencies and organizations on issues of concern to the City of Appleton.	X	X	
Chapter 13: Fox River Corridor Redevelopment Plan	Ongoing Action	Near-term Action	Long-term Action

Comprehensive Plan Objectives	Action Timeframe		
Support state and regional efforts to enhance and promote the entire Lower Fox River Corridor.	X		
Achieve a fair balance between desires for urban development and open greenspace along the riverfront.	X		
Promote an economically viable mix of existing and redeveloped uses along the riverfront.	X		
Support ongoing environmental clean-up and enhancement in the river corridor.	X		
Improve connectivity between the river valley and adjacent neighborhoods.	X	X	
Ensure that the development of public and private spaces along the river is held to the highest design standards.	X		
Green and environmentally-friendly practices are encouraged within the river valley.	X		
The City will preserve and interpret historic and natural resources along the river.	X		X
Chapter 14: Downtown Plan	Ongoing Action	Near-term Action	Long-term Action
See Downtown Plan Chapter 14 Appendix 'Implementation Matrices'			
Chapter 15: Wisconsin Avenue Corridor Plan	Ongoing Action	Near-term Action	Long-term Action
Establish strong nodes of commercial activity centered on the intersections of Wisconsin Avenue with Richmond Street and Meade Street, promote the development of high-density residential and mixed-use sites in other areas of the corridor, and support the continued development of service commercial and limited light industrial uses east of Meade Street.	X		
Address issues in the public realm such as sign and utility clutter, streetscape, gateways, bicycle and pedestrian accommodation, and transit services.	X		X
Encourage private renovation and redevelopment that addresses existing limitations of platting and land assembly, site planning issues such as parking and access, and aesthetics.	X		

Comprehensive Plan Objectives	Action Timeframe		
	Ongoing Action	Near-term Action	Long-term Action
Chapter 16: Richmond Street Corridor Plan			
Sustain the vitality of the northern commercial district in the Richmond Street Corridor, at Northland Avenue.	X		
Continue to promote redevelopment in the southern commercial district, between College Avenue and Atlantic Street, to serve neighborhood commercial needs.	X		
Address streetscape, bicycle and pedestrian accommodation, and transit services.	X		X
Chapter 17: South Oneida Street Corridor Plan			
Promote the formation of a pedestrian-friendly mixed use neighborhood at the north end of the corridor.	X		
Encourage continued development and redevelopment within the remaining corridor.	X		
Improve the aesthetics of the corridor to make it an attractive gateway to downtown.	X	X	
Chapter 18: Park and Recreation Master Plan			
Identify land for acquisition, or opportunities to share facilities, to provide adequate access to parks in developed parts of Appleton where there are no existing parks.	X		
Continue to work with land developers and municipalities to acquire new park land through dedication or other means, as new development occurs.	X		
Develop the City's park system as an interconnected network of sites linked by greenways and trails.	X		X
Continue to make parks and recreation facilities and programs as efficient and effective as possible.	X		
Expand and develop additional park and recreational facilities along the Fox River.	X		X
Plan, design, and develop additional parks and recreational facilities that meet current and emerging needs of the community.	X		
Continue to implement the Capital Improvement Plan for development of specific parks and facilities.	X		

Comprehensive Plan Objectives	Action Timeframe		
Engage, leverage and develop community and corporate partners to optimize and broaden programs and services.	X		
Expand public outreach and participation in community groups, organizations and events to advocate our programs, facilities, and services.	X		
Enhance health and wellness within our community and provide opportunities for learning and socialization to promote personal growth and well-being for adults in our community.	X		
Working together with community partners, increase programming directed to minority and cultural interests, and for persons who are physically or cognitively challenged.	X		
Develop and deliver meaningful outdoor adventure and educational experiences for members of our community to help connect them to the outdoors. Work to promote the trail system and increase use of our outdoor amenities.	X		
Continue to enhance Departmental management and operations to better serve the community.	X		

Zoning and Other Land Use Regulation Updates

Following adoption of the **Comprehensive Plan** it should be an immediate priority for the City of Appleton to conduct a review and update of its Zoning Ordinance to determine what changes are necessary to be in compliance with the recommendations of the **Comprehensive Plan**. For example, amending an existing zoning district or creating a new one may be needed in order to facilitate the compact, mixed use development envisioned in the Downtown Plan, Fox River Corridor Plan, and plans for Wisconsin Avenue, Richmond Street, and South Oneida Street. The following should apply to zoning enforcement:

- In its administration of zoning powers, the City should ensure that its decisions concerning zoning petitions and map amendments are consistent with land use patterns indicated in the **Comprehensive Plan** in terms of permitted uses, densities, and character.
- Along with a review of zoning, the City of Appleton should revise its Official Map to reflect the recommendations of the **Comprehensive Plan**.

Comprehensive Plan Update Procedures

Wisconsin State Statute 66.1001(2)(i) requires a community to have a plan amendment process, and that process must be implemented at least every ten years. The amendment process must follow the same procedures that are necessary in adopting the original plan. Specifically, the amendment process must allow opportunities for public input, and follow the adoption process set forth in the statute.

Appleton recognizes that some changes to the plan are so minor as to not require modification of the **Comprehensive Plan**. In fact, many of these changes may have been anticipated within the language of the plan. As an example, the mapping of wetlands in the plan is an approximation based on remote sensing techniques. During the development review process, the property owner or developer may be required to perform a more accurate delineation of the boundaries of these areas. Subsequent changes to the mapped boundaries of these areas, based on more accurate data, should not require an amendment to the **Comprehensive Plan**.

The following procedure is established to provide for a periodic major update to the **Comprehensive Plan**, and for more frequent minor updates to accommodate changing conditions within Appleton as well as the greater metropolitan area.

Minor Updates to the Comprehensive Plan

Periodically, development proposals or changing circumstances within the City may trigger consideration of an amendment to the **Comprehensive Plan**. Examples may include requests to change the zoning of a parcel to a use that is inconsistent with the future land use mapped in the Comprehensive Plan, omission or alternative routing for planned streets, or broader changes recommended through detailed neighborhood or special area planning conducted by the City. It is the City's intent to address these issues on an as-needed basis, rather than waiting for a scheduled review of the plan. At a minimum, the following steps will be followed when considering a minor amendment to the **Comprehensive Plan**:

- The City will prepare a written summary, maps, or other exhibits that thoroughly explain the proposed amendment. These will be made available for public review prior to consideration of the amendment by the Plan Commission.
- One copy of the amendment to the plan will be sent to all of the following:
 - every governmental body that is located in whole or in part within the boundaries of the City (ex., counties, school districts, etc.);
 - the clerk of every local governmental unit that is adjacent to the City;
 - the Wisconsin Land Council;
 - the Wisconsin Department of Administration;
 - the East Central Wisconsin Regional Planning Commission; and
 - the public library.
- The Plan Commission will conduct a public hearing on the proposed amendment. The public hearing before Plan Commission will be noticed as a Class II notice. The Plan Commission will act on the proposed amendment by resolution and forward the recommendation to the Common Council. Common Council will conduct a public hearing in accordance with Wisconsin State Statutes (currently as a Class I notice requiring 30 days' notice) and will then, by majority vote, accept or deny the amendment (Ord 33-12, Effect 4-24-12).
- The Common Council will consider an ordinance to adopt the amendment to the **Comprehensive Plan**, and act by a majority vote to approve or deny the amendment.

Ten-Year Updates to the Comprehensive Plan

Every ten years, the Plan Commission will consider the need to amend the **Comprehensive Plan**. This amendment may follow the format of the minor update process, or, depending on the extent of revisions contemplated by the Plan Commission, may result in a re-writing of the plan. The Plan

Commission will recommend an approach to the Common Council. This review will be initiated by the City and include the following actions:

- Assemble the adopted plan and all adopted amendments to the plan during the previous ten-year period.
- Compile current demographic and economic data, particularly with the issues and opportunities element (Chapter 4), housing and neighborhood element (Chapter 5), and the economic development element (Chapter 9).
- Compile applicable information regarding community services, utilities, and facilities to update these elements of the plan.
- Solicit recommendations from City staff, the Common Council, the Plan Commission, and other City boards and commissions for issues that may be addressed in the update process.
- Prepare an update to the Parks and Recreation Master Plan to meet the requirements of the Wisconsin Department of Natural Resources.
- Conduct a public participation process to gain input on community needs and desires, and to update the goals and objectives in the **Comprehensive Plan**.
- Prepare an amendment to the **Comprehensive Plan** that addresses issues raised through the internal and public review process.
- Review and act to adopt, modify, or reject the proposed amendment through the process identified for minor updates to the **Comprehensive Plan**.