

## **Local Study Report: Planning for and Controlling Growth in Appleton and Surrounding Communities.**

The Appleton League of Women Voters has many positions in reference to community growth. Below we have listed summary statements taken from Office of Land Information Services, Dept. of Administration website which identify the 14 initiatives of Wisconsin's "Smart Growth" legislation.

Early in the study process League members identified a lack any position pertaining to Initiative 4: Protection of economically productive areas, including farmland and forests. This was not considered during other study sessions or at the consensus meeting. Through the consensus process, the members also recommended that League should not have positions in support of, or in opposition to, Initiative 10: Provide the level of public services and developable land to meet market demand, or Initiative 11: Create local employment opportunities.

For the other initiative summaries, the study group identified present position statements from previous state, regional and local studies that were deemed applicable.

TRANSPORTATION (1998)  
FOX RIVER CORRIDOR (1992)  
TOWN GOVERNMENT (1991)  
ANNEXATION CRITERIA (1989)  
REGIONAL LAW ENFORCEMENT (1984)  
PARKS AND RECREATION (1982)  
ENERGY CONSERVATION (1981)  
DOWNTOWN UPDATE TO LAND USE PLANNING IN APPLETON (1980)  
LAND USE PLANNING IN APPLETON (1976)  
APPLETON TO OSHKOSH STANDARD METROPOLITAN STATISTICAL AREA (1974)  
HOUSING (1989)  
LEAGUE OF WOMEN VOTERS OF WISCONSIN STATE STUDY: ANNEXATION ()

The consensus group reviewed these statements, recommended some changes to original language for clarity or changed circumstances, and deleted some of the study group's references as not applicable. These were submitted to the Board of Directors for their consideration.

Because listing each reference in full became tedious, the consensus group recommended developing summary statements and cross-references to the most appropriate consensus statements. Full understanding of original consensus statements would demand referring to the original sources for further study.

### **STATE INITIATIVE 1**

#### **Redevelop lands having existing infrastructure.**

There is strong consensus for this initiative based on current opinion of consensus statements developed in many local-planning studies. Following are highlights from these studies that most specifically address redevelopment:

#### ***Land Use Planning (1976):***

- Availability of choices, wide accessibility, preservation of unique features, prevention of non-reversible damaging actions, and conservation of energy.
- Sustaining a viable and diversified economic base through redevelopment and striving for appropriate long-range government policies.
- Focusing on the central business district as a viable urban center. This does not mean striving to maintain a "traditional commercial center," as previous studies identified, but to

recognize that Appleton's downtown should continue to develop as the urban center of the greater Appleton region.

- Discouraging boundless and unplanned growth.
- Encouraging a wide range of housing choices.

***Downtown update of Land Use Planning (1980 update of 1976 study):***

- Retain the diversity of retailing and other services.
- Relate new development to existing structures and businesses.
- League recommended altering the position against closing College Avenue as a mute point, and recommended slightly altering the skyways position to broaden it indicate a preference for development that focuses on tying infrastructure together through skyways or other means.

***Town Government (1991) and Annexation Criteria (1989)***

The League recognizes the importance of town growth, intergovernmental planning and regional cooperation in affecting redevelopment efforts. League confirmed its support of:

- Area-wide planning, particularly for sewers, drainage, and transportation.
- Comprehensive city planning and strengthened extra-territorial zoning powers
- Cooperative city planning among governmental entities, including municipalities and special districts, such as schools, and sanitary districts.
- Maintaining a strong city tax base to support diverse community resources which enhance the quality of life of the area (parks, library, museums, cultural activities).
- Providing adequate services to maintain and/or improve the quality of air & water.
- Strengthening town sanitation and zoning laws to discourage dispersed development.

The League recognizes that fairness in paying for services remains a crucial issue in blocking redevelopment efforts. Area services were seen as a package, and League considered it unfair for users to select parts of the package without supporting the whole. Those who benefit from services should still be expected to share the cost perhaps through user fees or applying the cost to a wider tax base. More specifically, League felt redevelopment would be supported by:

- Strengthening county government services as a means of sharing costs fairly.
- Requiring minimum service levels in urbanized areas (adequate drainage, sewer, and street standards).
- Providing urban services economically and efficiently, with planning for future annexations.
- Avoiding duplication of urban services.
- Promoting annexation when development would result in intensive uses or densities that would require urban services.

***Appleton to Oshkosh SMSA (1974)***

There continues to be a community of interest in the Appleton to Oshkosh SMSA that offers a potential for strengthening redevelopment opportunities. Cooperation should enhance management of the environment, transportation systems, and area recreational opportunities to encourage redevelopment rather than encourage suburban sprawl.

**STATE INITIATIVE 2**

***Encourage neighborhoods having a range of transportation choices.***

The League continues to support ensuring existing and new neighborhoods have a range of transportation choices, and members found ample support for this initiative.

***Land Use Planning (1976)***

- promoting design to protect availability of citizen choice as well as to provide accessibility and energy conservation.
- providing alternatives to automobile transportation.

***Annexation Criteria (1989)***

- area-wide planning for transportation.
- providing adequate services to maintain and/or improve the quality of air & water.

***Appleton to Oshkosh SMSA (1974)***

- Cooperation in managing land use planning, air and water pollution, area-wide recreation (assumed to include trailways), and transportation systems.

***Energy Conservation (1981)***

Local government should enhance transportation alternatives and consider energy conservation policies as a part of growth management. Positions include:

- reviewing and revising local codes, policies, and ordinances to encourage energy conservation.
- supporting such transportation alternatives as transit systems and bicycle use under safe and convenient routes and conditions.

***Fox River Corridor (1992)***

The following positions relate to developing neighborhood transportation systems:

- providing public boat access while protecting important natural areas.
- encouraging hiking and biking trails near the river.

***Local Transportation (1998)***

Many portions of this study support providing transportation alternatives and should be considered in its entirety as it relates to this initiative.

**STATE INITIATIVE 3**

**Protect wetlands, lakes, open spaces, farmland and forests.**

The League continues to support protection of wetlands, lakes, open spaces, farmland and forests. Protection criteria include support of:

***Land use Planning (1976):***

- preservation of unique features.
- prevention of non-reversible damaging actions.
- protection of the environment by relating the estimated impact of specific development to the community at large.
- providing adequate parks and recreation, particularly in unique areas like ravines and the riverfront.
- considering aesthetics in decision-making.

***Annexation Criteria (1989)***

- long-range protection rather than shorter-range benefits.
- area-wide planning, particularly for sewers, drainage, and transportation.
- comprehensive city planning and strengthened extra-territorial zoning powers.
- cooperative city planning among governmental entities, including municipalities and special districts, such as schools and sanitary district.
- education of the public on long range issues.
- protection of environmental quality.
- provision of adequate services to maintain and/or improve the quality of air & water.
- strengthening of sanitation and zoning laws.

***Fox River Corridor (1992)***

Although Initiative 3 does not specifically identify protection of rivers, the League felt that it was appropriate to cite protection of the Fox River system as an extension of this initiative.

- Protect unique places like Thousand Island Conservancy Area, and regulate harmful boating activities.

- Promote wetland and shoreland restoration.
- Encourage native vegetation and wildlife; discourage harmful non-native vegetation and wildlife.
- Adopt a shoreland ordinance, prevent erosion, and protect scenic qualities by restricted tree cutting.
- Provide public access to encourage hiking and biking trails near the river.
- Provide public boat access while protecting important natural areas.
- Promote city parks along the river.
- Encourage private & public development in the river corridor by promoting historic buildings, museums, the locks, and excursion boats, while discouraging a "Dells effect" and gambling.
- Promote the Fox-Wisconsin National Heritage Corridor.
- Repair and continue operation of the historic locks navigation system.
- Support a Landmarks Commission in the City of Appleton.
- Preserve the visual fabric of the river through adaptive reuse of historic structures.

#### ***Appleton to Oshkosh SMSA (1974)***

The League supports cooperation on a regional basis to encourage:

- orderly development.
- improved quality of life by addressing environmental concerns – i.e. land use planning, solid waste management, and air and water pollution.

#### ***Parks and Recreation (1982)***

The League supported previous positions that encouraged development of natural areas, continued development of mini-parks and green areas in and near the downtown, and spacing parks and open spaces evenly throughout the city.

### **STATE INITIATIVE 5**

#### **Encourage efficient development patterns resulting in relatively lower service costs.**

The League found many positions encouraging efficient development patterns that would presumably result in relatively lower service costs as well as positions that specifically addressed efficiency. Following are highlights from studies that most specifically address development patterns and service costs:

#### ***Land Use Planning (1976):***

- Prevent irreversible damaging actions.
- Conserve energy.
- Sustain a viable and diversified economic base.
- Maintain the central business district as the viable urban center.
- Strive for long range government economic policies which lead to the fulfillment of the goals of the community.
- Discourage boundless and unplanned growth.
- Encourage a wide range of housing choices.
- Anticipate the impacts of proposed programs and projects to prevent irretrievable damage to the community itself.
- Relate estimated impact of specific development to the *community at large*.
- Downtown development (1980 update) to retain the diversity of retailing and other services, relate new development to existing structures and businesses, and focuses on tying infrastructure together (i.e. skyways).

#### ***Town Government (1991):***

- Adopting a comprehensive plan.
- Creating special service districts within the town, with residents within these districts taxed for the services.

- Entering into intergovernmental agreements with adjacent municipalities for more efficient and less costly delivery of services and avoid costly border disputes.

***Annexation Criteria (1989):***

- Area-wide planning, particularly for sewers, drainage, and transportation.
- Comprehensive city planning and strengthened extra-territorial zoning powers.
- Cooperative city planning among governmental entities, including municipalities and special districts, such as schools, and sanitary districts.
- Preserving and protecting the environment.
- Equitably sharing the cost of services by those who benefit through user fees or applying the cost to a wider tax base.
- Area-wide and comprehensive city planning to prevent costly duplication and proliferation of urban services.
- Strengthened extraterritorial zoning powers might prevent future expense.

***LWV-Wisconsin on Annexation ()***

The Appleton League supports the Wisconsin LWV position of strengthening county government rather than adding new powers to town governments.

***Regional Law Enforcement (1984)***

The League supports:

- Shared law enforcement services that benefit an entire region but are not used regularly by every department (i.e., equipment, specialized personnel).
- Regional consolidation of law enforcement jurisdictions that share similar communities of interest, with strong emphasis on consolidation of major services.

***Standard Metropolitan Statistical Area (SMSA): (1974)***

The League of Women Voters of Appleton, Neenah-Menasha, and Oshkosh believe there is a community of interest in the Appleton to Oshkosh SMSA that goes beyond the statistical value of the designation and offers a potential for orderly development and improved quality of life.

***Energy Conservation (1981):***

Local governments should review and revise local codes, policies, and ordinances to encourage energy conservation.

***Parks and Recreation (1982):***

Duplication of facilities should be avoided near schools.

**STATE INITIATIVE 6**

**Preserve cultural, historic and archaeological sites.**

The League continues to support the preservation of cultural, historic and archaeological sites through the confirmation of the positions highlighted below.

***Land Use Planning (1976)***

- Preservation of unique features.
- Prevent irreversible damaging actions.
- Maintain the central business district as the viable urban center.
- Anticipate the impacts of proposed programs and projects to prevent irretrievable damage to the community itself.
- Provide adequate parks and recreation, particularly in unique areas like ravines and the riverfront.
- Retain the diversity of retailing and other services downtown, relate new development to existing structures and businesses, and focuses on tying infrastructure together (i.e., skyways).

***Fox River Corridor (1992):***

- Improvement of water quality.
- US Army Corps of Engineers to remain in charge of water regulation through maintenance and operation of the dam system.
- Protect unique places like Thousand Island Conservancy Area, and regulate harmful boating activities.
- Promote wetland and shoreland restoration.
- Encourage native vegetation and wildlife; discourage harmful non-native vegetation and wildlife.
- Riverbank protection.
- Provide public boat access, while protecting important natural areas.
- Promote city parks along the river.
- Encourage private & public development in the river corridor which promotes historic buildings, museums, the locks, and excursion boats, while avoiding a "Dells" effect and discouraging gambling.
- Promote the Fox-Wisconsin National Heritage Corridor.
- Repair and continue operation of the historic locks navigation system.
- Support a Landmarks Commission in the City of Appleton.
- Preserve the visual fabric of the river through adaptive reuse of historic structures.

**STATE INITIATIVE 7**

**Encourage cooperation among nearby units of government.**

The League strongly supports cooperation of local units of government through our positions from most local studies. Highlights are as follows:

***Land Use Planning (1976)***

- Citizen involvement throughout the planning process.
- Communication and cooperation in planning functions between the city, counties, surrounding towns, and municipalities, and the region.

***Town Government (1991)***

- Adopting a comprehensive plan.
- Entering into intergovernmental agreements with adjacent municipalities for more efficient and less costly delivery of services and avoid costly border disputes.

***Annexation Criteria (1989)***

- Area-wide planning, particularly for sewers, drainage, and transportation.
- Cooperative city planning among governmental entities, including municipalities and special districts, such as schools, and sanitary districts.
- Preserving and protecting the environment.
- Equitably sharing the cost of services by those who benefit through user fees or applying the cost to a wider tax base.
- Area-wide and comprehensive city planning to prevent costly duplication and proliferation of urban services.

***LWV-Wisconsin ()***

The Appleton League supports the Wisconsin LWV position of strengthening county government rather than adding new powers to town governments. Fairness should be addressed through state legislation.

***Appleton-Oshkosh SMSA (1974)***

There continues to be a community of interest in the Appleton to Oshkosh SMSA that goes beyond the statistical value of the designation and offers a potential for orderly development and improved quality of life.

***Fox River Corridor (1992)***

- Continue improvement of water quality.
- US Army Corps of Engineers to remain in charge of water regulation through maintenance and operation of the dam system.
- Promote the Fox-Wisconsin National Heritage Corridor.
- Repair and continue operation of the historic locks navigation system.

***Regional Law Enforcement (1994)***

- Shared law enforcement services that benefit an entire region but are not used regularly by every department. (i.e., equipment, specialized personnel.)
- Regional consolidation of law enforcement jurisdictions that share similar communities of interest, with strong emphasis on consolidation of major services.

***Parks and Recreation (1982)***

- Duplication of facilities should be avoided near schools.

***Housing (1989, updated 1995)***

- Support regional coordination/collaboration of agencies addressing issues related to affordable, adequate housing.
- Encourage local and regional governments to actively pursue the development of adequate and affordable housing through regulation and comprehensive planning.

**STATE INITIATIVE 8**

**Revitalize main streets & enforce design standards**

League believes that "main street" too closely refers to a small city redevelopment program that is inappropriate for Appleton. League does promote revitalizing urban centers and implementing quality design standards.

***Land Use Planning (1976 and 1980 Downtown Update)***

- Preservation of unique features.
- Prevention of non-reversible damaging actions.
- Maintain the central business district as the viable urban center.
- Anticipate the impacts of proposed programs and projects to prevent irretrievable damage to the community itself.
- Provide adequate parks and recreation, particularly in unique areas like ravines and the riverfront.
- Consider aesthetics in decision-making.
- Retain the diversity of retailing and other services, relate new development to existing structures and businesses, and focus on tying infrastructure together (i.e., skyways).

**STATE INITIATIVE 9**

**Provide affordable housing in each community.**

The League continues its strong support of affordable housing. Specifically, members support previous study statements as follows:

***Land Use Planning (1976 and 1980 Downtown Update)***

- Encourage a wide range of housing choices.

### ***Housing (1989, updated 1995)***

- Advocate feasible programs for low income and special needs housing to relieve the housing shortage.
- Support feasible transitional housing and related programs which encourage economic independence.
- Support regional coordination/collaboration of agencies addressing issues related to affordable, adequate housing.

## **STATE INITIATIVE 12**

### **Balance individual property rights with community interests and goals.**

League attempts to balance individual property rights with community interests and goals by encouraging participation in the planning process. The following studies specifically address the strong role of planning and citizen participation in developing community consensus on planning issues.

### ***Land Use Planning (1976)***

- Comprehensive planning based on community goals & objectives.
- A strong, coordinating role for the city planning commission.
- Communication and cooperation in planning functions between the city, counties, surrounding towns, and municipalities, and the region.
- Final accountability for the planning process to rest with elected officials.
- Citizen participation.

### ***Annexation Criteria (1989)***

- Area-wide planning, particularly for sewers, drainage, and transportation.
- Cooperative city planning among governmental entities, including municipalities and special districts, such as schools, and sanitary districts.
- Comprehensive city planning and strengthened extra-territorial zoning powers.
- Cooperative city planning among governmental entities, including municipalities and special districts, such as schools, and sanitary districts.
- Area-wide and comprehensive city planning to prevent costly duplication and proliferation of urban services.

### ***Fox River Corridor (1992)***

- Public Access.
- Encourage private & public development in the river corridor which promotes historic buildings, museums, the locks, and excursion boats, while avoiding a "Dells" effect and discouraging gambling.

### ***LWV-WI***

The Appleton League supports the Wisconsin LWV position of strengthening county government rather than adding new powers to town governments.

- Members would like to see changes in state legislation relating to annexation, but would not favor legislation which weakens open meeting requirements or citizen rights, or which strengthens town powers.
- Fairness should be addressed through state legislation.

## **STATE INITIATIVE 13**

### **Preserve unique urban and rural communities.**

Although local League positions are weak on addressing issues of rural communities per se, they strongly support preserving unique community features and characteristics.



### ***Land Use Planning (1976)***

- Preservation of unique features.
- Prevention of non-reversible damaging actions.
- Maintain the central business district as the viable urban center.
- Discourage boundless and unplanned growth.
- Anticipate the impacts of proposed programs and projects to prevent irretrievable damage to the community itself.
- Relate estimated impact of specific development to the community at large.
- Provide adequate parks and recreation, particularly in unique areas like ravines and the riverfront.
- Consider aesthetics in decision-making.
- Retain the diversity of retailing and other services downtown.

### ***Annexation Criteria (1989)***

- The ability of a city to support diverse community resources which enhance the quality of life of the area (parks, library, museums, cultural activities) should be strengthened by maintaining a strong city tax base.
- Emphasize preserving and protecting the environment.

### ***Fox River Corridor (1992)***

- Protect natural areas.
- Encourage private & public development in the river corridor which promotes historic buildings, museums, the locks, and excursion boats, while avoiding a "Dells" effect and discouraging gambling.
- Promote the Fox-Wisconsin National Heritage Corridor.
- Repair and continue operation of the historic locks navigation system.

### ***Parks & Recreation (1982)***

- Encourage continue development of mini-parks and green areas in and near the downtown.
- Parks should be evenly spaced throughout the city.

## **STATE INITIATIVE 14**

### **Provide an integrated, efficient, and economical transportation system.**

League continues to support initiatives that integrate transportation systems to maximize efficiency and economy and minimize environmental and social degradation and urban sprawl.

### ***Local Transportation (1998)***

Many portions of this study support providing transportation alternatives and should be considered in its entirety as it relates to this initiative.

### ***Land Use Planning (1976)***

- Promote accessibility.
- Promote conservation of energy.
- Relate estimated impact of specific development to the community at large.
- Provide alternatives to automobile transportation.

### ***Annexation Criteria (1989)***

- Area-wide planning, particularly for sewers, drainage, and transportation.
- Cooperative city planning among governmental entities, including municipalities and special districts, such as schools, and sanitary districts.
- Areawide and comprehensive city planning are supported to prevent costly duplication and proliferation of urban services.

***Standard Metropolitan Statistical Area (SMSA): (1974)***

Regional cooperation offers a potential for orderly development and improved quality of life through public communication and mass transit.

***Energy Conservation (1981)***

Local governments' role in energy conservation should include:

- Consider implications of its actions on energy usage.
- Support transit system.
- Support bicycle use through safe and convenient routes and conditions.

***Fox River Corridor (1992)***

- Encourage hiking and biking trails near the river.

Tax Base Sharing -  
Shared Revenue System → Chg to a regional shared  
basis ✓

APPLETON LWV REGIONALIZATION STUDY

2/5/04

CONSENSUS QUESTIONS:

1. Once it has been determined that a multijurisdictional arrangement would best serve the public good how do we facilitate that cooperation?
2. How do we identify the barriers to regional cooperative ventures?
3. How do you ensure continuation of a cooperative arrangement?
4. Should we work towards state laws that foster cooperation between intergovernmental units?

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