

# Chapter 13: Fox River Corridor Plan

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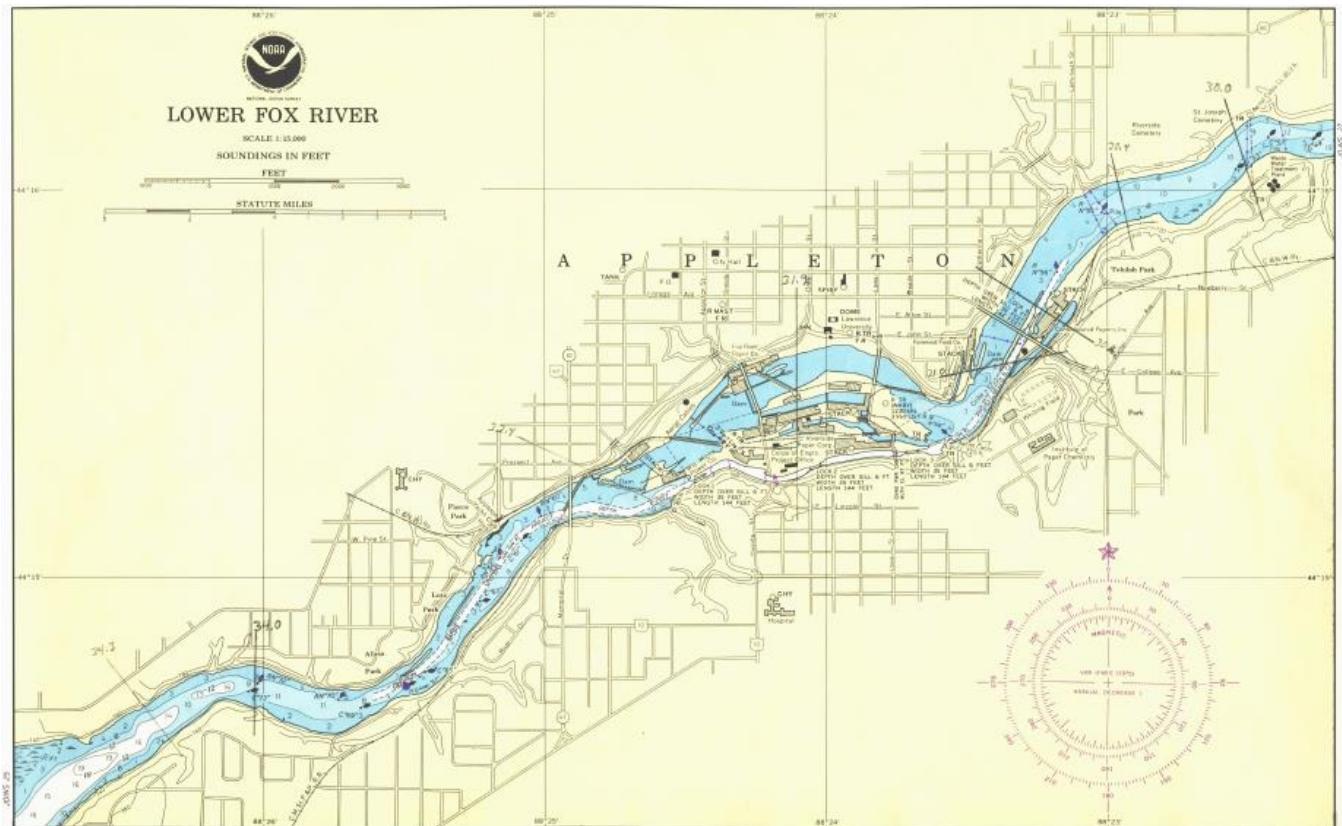
Implementation Framework



The Fox River is one of the most identifiable features of Appleton; running through its center, responsible for much of its physical setting, and a dominant contributor to the City's rich history. The river was an important travel route for early traders who were forced to portage around the "Grand Chute" below present-day downtown Appleton. By the mid 1900's the rapids were gone and the river had been dammed to provide power for mills. Locks were constructed to improve shipping. Industry, and especially paper-making, thrived along the river for over a century.

Today the Fox River Corridor is in a state of transition. Commercial shipping on the river ended in 1952 and the locks gradually fell into disuse. Decades of industrial dumping resulted in a river contaminated by PCBs and other chemicals. Not just in Appleton, but up and down the river, paper mills began closing in the 1990's, leaving behind vacant buildings and contaminated sites. But the Fox River Navigational Authority has refurbished the locks and reopened them to seasonal recreational boating. State and local governments and private businesses have entered into agreements to remove contaminated sediment and improve water quality. Former industrial sites and buildings are being redeveloped for public recreation and private residential or commercial uses and they are reshaping the way the community relates to the river.

This plan provides a framework for the City of Appleton to help encourage continued transition of targeted redevelopment areas to new and productive uses. It builds upon prior planning to establish a vision for the Fox River Corridor as a vibrant, mixed-use area that capitalizes on the natural and scenic qualities of the river.



*Navigational map of the Fox River through Appleton*



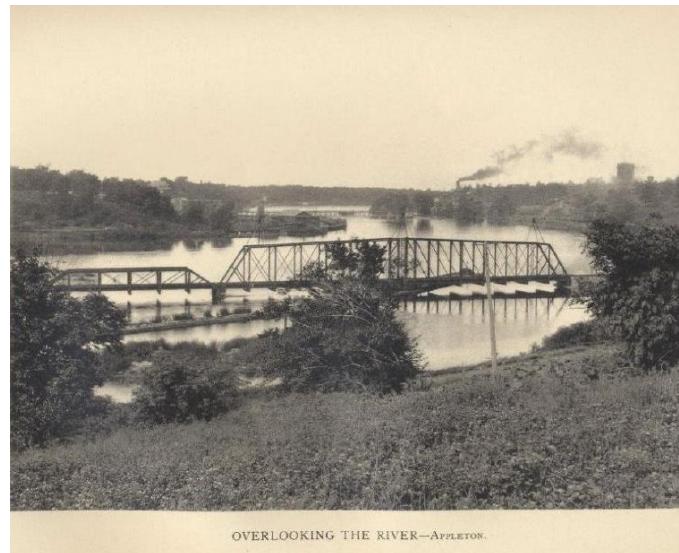
## Background Analysis

Planning for the Fox River Corridor is set within a rich context of history, physical conditions, prior planning by the City of Appleton and other organizations, ownership and land use issues, and market or economic factors. These are documented here to serve as a baseline for reaffirming or establishing a new vision, goals, objectives, initiatives, policies, and programs for the corridor.

### History of the Fox River in Appleton

Native American peoples made use of the Fox River as a transportation route, and several settlements were located along the river's banks. Little trace of that history is present in the current river valley.

Jean Nicolet was the first European to see the river while exploring the region in 1634. By the 1670's the first trading posts were being established along the river. Control passed from the French to English in 1763, and then to the United States in 1816. Through the Treaty of the Cedars, the Menominee Indians ceded 4 million acres of their land including lower Fox River to the United States.



OVERLOOKING THE RIVER—APPLETON.

An 1840 survey recommended construction of dams, canals, locks, and other improvements on the lower Fox River, and in 1846 the U.S. government established a land grant for Fox River Improvement Project. The original dams and locks were completed during the next few years. On July 6, 1853, Governor Farwell signed a bill incorporating the Fox and Wisconsin Improvement Company. This company received the lands, works, tolls, and water-power rights, agreeing in return to complete the waterway in three years. The U.S. government purchased the locks and dams in 1872.

A variety of industries located along the river. Many of the first mills were flour mills, however, others replaced them as Wisconsin's wheat production declined. Paper-making began to grow in importance beginning in the 1860's, and soon came to dominate the valley. The Fox River also played an important role in electrical power generation. The world's first hydroelectric power plant was installed in 1882 to provide electricity to Appleton Pulp and Paper Company, Kimberly Clark's Vulcan Paper Mill, and the home of its owner, H.J. Rogers, now known as Hearthstone.

Already by 1921 the U.S. Army Corps of Engineers recommended abandonment of the Upper Fox River Locks. The Corps officially closed navigation on the Upper Fox River in 1951, abandoning the system and transferring ownership to State of Wisconsin in 1952. That was the last year in which there was regular commercial barge traffic on the river. After another thirty years, in 1982, the Corps announced its intention to place the Lower Fox River Locks in caretaker status with no future operations planned. The Corps did continue to operate the locks until 1984. Intermittent operations continued under the Fox River Management Commission.

The Fox River Navigational System Authority (Authority) was created in 2001 to rehabilitate and operate the system of Lower Fox River Locks between Lake Winnebago and Green Bay. The authority has developed a plan to rehabilitate and operate the locks and to restore navigation on the river. As of 2009, this plan had largely been implemented. Appleton locks 1 through 4 were rehabilitated in 2006.

### Environmental Contamination

A century of industrial use led to a river contaminated by PCBs (an estimated 125 tons of PCBs were discharged to the Fox River and settled among the riverbed sediments), mercury, chromium, and other industrial byproducts. Investigation of the river began in the 1980's.

The Lower Fox River/Green Bay Remedial Action Plan was developed as a joint effort of local, state, and federal governments, industry, academia, and the public at large. The plan identified PCBs as the most important contaminant of concern in the Fox River system. In 1992, the State of Wisconsin, in partnership with local mills and municipalities, formed the Fox River Coalition with the goal of planning a voluntary river cleanup. In 1997 the Fox River Coalition announced a partial settlement of claims against local industry of \$10 million to begin clean-up efforts on the Lower Fox River. In the same year, the U.S. Environmental Protection Agency added the Lower Fox River to its Superfund list, and clean-up began. It is expected to take several years yet to be completed.

### Fox River State Heritage Parkway

The concept of a heritage parkway along the Fox River has been around for many years. This effort was originally forwarded with an attempt to have the river designated a National Heritage River. When the river did not receive that federal designation, a new proposal was put forward to create a state-designated heritage corridor including the Fox and Wisconsin Rivers. The East Central Wisconsin Regional Planning Commission drafted the original concept plan in 1997.

The proposed Fox-Wisconsin Heritage Parkway will be a non-continuous parkway highlighting the cultural, historical, recreational, and natural resources of the Lower Fox, the Upper Fox, and the Lower Wisconsin rivers. The parkway will serve to provide a connection between numerous state and local parks, recreation areas, trails, heritage sites, and other attractions. Visitor may experience the parkway by boat, on foot or bike, or by driving. As noted by the non-profit organization, Friends of the Fox, significant themes for the heritage corridor include the following.



- Native Peoples and the Trail of the Serpent

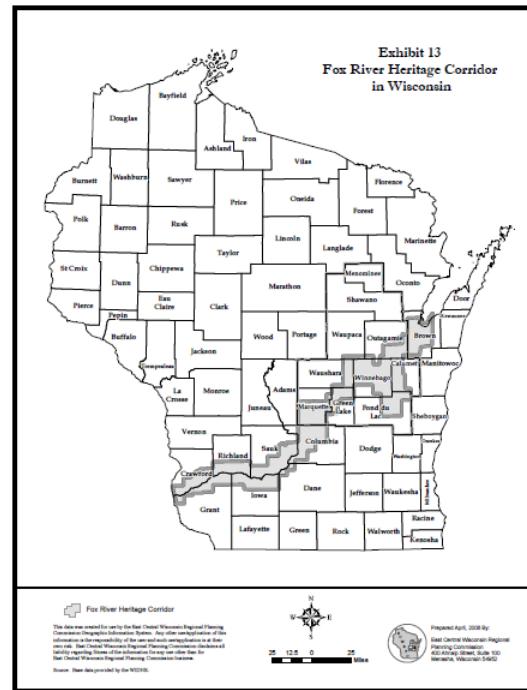
The Fox-Wisconsin River corridor shows evidence of Indian life reaching as far back as 9,000 BCE, with a rich history in the past 300 years. These native peoples heavily utilized the river, fishing, gathering wild rice, hunting, and located their camps and villages along the waters' edge. Eventually, the region became home to the Menominee and Ho-Chunk tribes. With an estimated population of 20,000, these native peoples were the first to greet the Europeans when they arrived in the 1600s. From the 1600s to 1800s, the Sauk, Miami, Potawatomi, Fox, Kickapoo, Mascouten, and Oneida came to the area after being displaced by whites and forced by wars. These tribes contributed much to the early culture and exploration of the area, and their technology, traditions, folklore remain evident in the landscape. Of all the inhabitants of the Fox-Wisconsin corridor, the native peoples of this land, both past and present, have the longest and deepest connection to this place.

- Route of Discovery – Marquette and Joliet

For 150 years, Wisconsin was under the control of the French as part of New France. It was during this time, from the early 1600s to 1760, that the first white men entered this part of North America. Coming to explore, exploit, and prophesize, these men had a lasting impact on the history, culture, and landscape of the Fox-Wisconsin corridor. Two of these explorers were Louis Joliet and Jacques Marquette, commissioned by the governor of New France to find a route to the Northwest Passage. In 1673, the pair were the first explorers to navigate the entire length of the Fox and Wisconsin Rivers. Their travels, along with those of Nicolet, Allouez, Radisson, and others, paved the way for further development of the American West. The boundaries of the Fox-Wisconsin Heritage Parkway follow their momentous journey, from Green Bay to the Mississippi River.

- Waves of Immigration

In the 1800s, the frontier continued to move west, bringing American settlers and European immigrants to help settle and develop Wisconsin, particularly areas of the Fox and Wisconsin Rivers for much of the remaining century. The new settlers joined the American Indians and French populations, bringing with them a new entrepreneurial spirit. These new settlers came in distinct waves throughout the 18 and early 1900s, seeking wealth, freedom, and family along the shores of Wisconsin's rivers, making Wisconsin one of the most rapidly growing regions in the country. Their settlement had a profound influence on the character of the state, and had a lasting impact on the rivers, forever changing their nature and purpose.



- The Hardest Working River Highway

In the 1800s, the American frontier continued to push westward, bringing settlers to the banks of the Wisconsin and Fox Rivers. At that time, most travelers and goods came by way of the Mississippi, making a long and expensive journey around the country. However, with the arrival of steamships and the success of eastern canal systems, particularly the Erie Canal in 1825, early planners saw the potential to develop the corridor as a water highway system. Situated between two of the most navigable water routes in the country, the Fox and Wisconsin Rivers would be a direct link between the Great Lakes and the Mississippi, making the state an important commercial center and stopping place along the water route through the continent. Thus, the state and private companies embarked on a thirty year quest—to create the first industrial water highway of canals, locks, and dams. Not only would this route save time and money, early investors believe this system had the potential to revolutionize travel throughout the burgeoning nation. While their plans did not quite come to fruition, this system remains today, a symbol of a transformed environment. In an effort of revitalization, this water system continues to be an important part of our young nation's quest for prosperity and demonstrates the spirit of ingenuity.

- Industry of Abundance

Since the coming of the first white settlers, industry has played an important role in shaping the landscape of the Fox and Wisconsin River corridor. Likewise, the rivers have had a significant impact on the industry of the region. Its position as a linkage between two of the United States' greatest water routes, its abundance of natural resources, and potential for power made this region a goldmine for potential investors, willing to take a gamble in the Wisconsin frontier. Thus, industries began to develop along the water route: mining, agriculture, logging, textiles, milling, all taking advantage the corridor's natural abundance. While some industries rose and fell with changing technology, others, such as the paper industry, made this region a production leader world-wide.

- Currents of Conservation: Theory and Practice

As the Fox-Wisconsin River corridor continued to develop throughout the mid to late nineteenth century, a concern of the natural world also began to emerge among newly urbanized Americans. These citizens saw the frontier landscape as an important spiritual and aesthetic resource, to be protected from the destruction of industrialization. On the fringe of the advancing frontier, Wisconsin became a forum for conservationist thought. Throughout the movement, the Wisconsin and Fox River corridor was a source of inspiration and dispute for early environmentalists. It was on the banks of these rivers that John Muir began his work, Aldo Leopold wrote his essays, and Increase Lapham pushed forward his ideas of settlement and industry. As the region developed, the conservation movement had a tremendous impact on the relationship between the rivers and industry. The effort, to balance human uses while protecting the natural world, continues today.

The Fox River State Heritage Parkway revolves around development of the lock sites. Located in rural areas as well as in the heart of urban centers, they can offer potential recreational opportunities ranging from primitive camping to urban bicycling, interpretive centers and museums. Within this framework, individual communities are looking at complementary ways to better utilize their riverfronts, making them more accessible to pedestrians and bicyclists.



The East Central Regional Planning Commission, in partnership with Friends of the Fox, has prepared to submit an application to the National Park Service for National Heritage Area status. This application must take the form of a feasibility study and will be completed and ready to submit by mid-June of 2009.

## Focus Fox River: A Master Plan

While Appleton has completed several plans that address a component of the Fox River, the most comprehensive of these is Focus Fox River: A Master Plan. It establishes four initiatives for the corridor, each with several strategies. Comments concerning implementation of plan strategies are noted in italics.

- Aesthetic, Historic, and Ecological Character Initiative

This initiative is meant to seek a balance between the man-made and natural aspects of the river corridor, and to recognize the role it plays in the region and in the state.

- Expand on the River's Part in More Regional Plans

The plan recognizes the role Appleton can play in contributing to state and nationwide perspectives on the corridor. Several key features are identified related to these broader initiatives.

Fox River Locks System – The four locks in Appleton consist of nearly 17 acres of land and are part of a broader historical resource.

Fox River Heritage State Parkway – The goal of the parkway is to preserve and interpret the cultural, historical, natural, and recreational resources of the Fox River corridor.

Fox-Wisconsin Rivers Heritage Corridor Project – This is a broader effort to recognize and promote the importance of the Fox and Wisconsin Rivers, which were an important early trade route.

*Significant progress continues to be made on these strategies, with establishment of the Fox River Navigational System Authority, rehabilitation of the locks (2006), and continued efforts to secure heritage designation for the corridor.*

- Balance Ecological Needs with Existing and New Development

Environmental concerns are given a high priority in the plan, with particular attention to the environmental contamination caused by decades of industrial use. Assessment of environmental conditions will be required as the area continues to transition to new uses. Additional concerns include the protection of wildlife habitat, aquatic habitat, and water quality.

*Environmental concerns have remained one of the primary focuses of both governmental and private stakeholders. Clean-up has occurred at many sites along the riverfront, and there has been continual progress on removing PCB-laden sediment from the river. Investigation occurs with each new redevelopment proposal. The City maintains a strong partnership with the Wisconsin Department of Natural Resources regarding brownfield sites.*



- Enhance the Quality of Development Along the Riverfront Using Such Tools as the City Code and City Policies

The plan notes that a variety of City policies or codes can help to facilitate appropriate redevelopment along the river. This strategy identifies provision of adequate utility services, engineering for shoreline development, and zoning strategies that allow a transition from industrial to new uses.

*Appleton has worked with developers to assure adequate utility services and to address unique design needs related to shoreline development. Zoning issues have been addressed in a piece-meal fashion as each new project is proposed. There has not been a proactive and coordinated approach to zoning for the corridor.*

- Preserve the Existing Historical Significance of the Riverfront and Promote Aesthetic Sensitivity for New or Improved Developments
- The riverfront area contains many historic buildings and sites that should be evaluated for preservation as redevelopment occurs.

*The history of the Fox River has been a dominant theme in public discussions of the corridor's future. Some of the corridor's historic buildings have been restored and the City of Appleton has incorporated preservation, restoration, and interpretation into some of its riverside park improvements.*

- Promote the Riverfront as a Destination and Give it an Identity through Building on Existing Design Elements and Creating New Amenities

The riverfront lacks a “sense of place” that could be enhanced through wayfinding, design guidelines, and streetscape enhancements that create a destination.

*These recommendations have not been implemented to any great extent. The Fox River Navigational Authority and others are working to address these issues.*

- Access Initiative

The river corridor has traditionally accommodated multiple forms of transportation including trains and boats along with motor vehicles, walking, and bicycling. Some of these are not available elsewhere in the community, and should play a prominent role in the future of the corridor.

- Create a Wayfinding System for the Riverfront

Directional signage should be installed to orient visitors to the corridor and its significant attractions.

*Although little physical progress has been made on this initiative, in 2008 the Fox Cities Convention and Visitors Bureau completed a comprehensive wayfinding plan for visitor destinations in the entire Fox Cities area. Appleton may build on this as a starting point for wayfinding in the corridor.*

- Promote Modes of Transportation Unique to Appleton’s Riverfront

This strategy identifies a trolley service and improved boating access as needs within the corridor. The trolley is a re-creation of an electric trolley that once served the community. Boating amenities include long-term and transient dockage, launch facilities, and the potential for an excursion boat.



*A popular seasonal downtown trolley has been in place since 2007. Its route connects the river to downtown. Other than rehabilitation of the locks, there has been no significant change in boating facilities. In 2007 a new boat ramp and parking lot was designed to accommodate vehicle and boat trailer parking, and new restrooms were constructed at Lutz Park. A trail system is planned.*

- Improve Street Access to the Riverfront

Focus Fox River notes the need for a transportation plan for the river. The existing street network is aging and was designed for utilitarian (industrial) purposes. As redevelopment occurs a more welcoming atmosphere should be created.

*The new College Avenue Bridge has improved bicycle and pedestrian accommodation and overlooks to enjoy views of the river. Lawe Street is scheduled for reconstruction in 2010 and should receive similar considerations.*

- Public Ownership of the Riverfront Initiative

The plan comments that of nearly 400 acres of park land within the City of Appleton, 60 acres front on the river while another 46 acres are located nearby or overlook the river. Trails along the river provide additional access.

- Increase and Expand on the Multi-Modal Opportunities Around the Riverfront

Multi-modal transportation should be provided on-street or within the right-of-way of streets, as means of providing connectivity along the river corridor. Additionally, riverwalk segments can provide other means of interacting with the river.

*Appleton continues to plan and develop bicycle and pedestrian facilities that provide connectivity and improve access to the river.*

- Create Opportunities for Education about the History of the Fox River and the City of Appleton

The area's history can be highlighted through preservation of significant structures and interpretive signage.

*Many activities are already in place. Signage is in place in many locations, with additional interpretive features planned (for example, in Jones Park and along Water Street).*

- Redevelopment and Economic Revitalization Initiative

Existing industrial uses along the river are fading in importance and new uses are taking their place. The Fox River is increasingly becoming an amenity contributing to quality of life, rather than an asset to support industry. The plan recommends City action to acquire land on the river and explore opportunities to stimulate private redevelopment.



*The abandoned trestle from the Industrial Flats toward the Foremost Dairy site*

- Designate Redevelopment Opportunities Along the Riverfront  
Five potential redevelopment sites have been identified: the former water treatment plant site, the Valmet property, the M-I Drilling site, the Foremost Dairy, and St. Joseph's School.

*The Valmet site has been redeveloped as Trolley Square. Although redevelopment alternatives were considered, the **Master Plan for Jones Park and the Fox River Properties** recommends that the waterfront at the water treatment plant be redeveloped as a public park anchored by a community building and interactive water feature. Plans have been submitted to redevelop the Foremost Dairy and M-I Drilling properties. Eight single-family homes and new park land will replace the Foremost Dairy. A multi-story, mixed-use building is proposed on the M-I Drilling site. There are no plans for the St. Joseph School site. Other redevelopment opportunities have been identified in the **Downtown Plan**.*

- Improve Public Parks as an Integral Part of the Riverfront  
Parks should play a prominent role in redevelopment of the riverfront. Lutz Park, Edison [Vulcan] Heritage Park, and Jones Park are singled out for discussion.

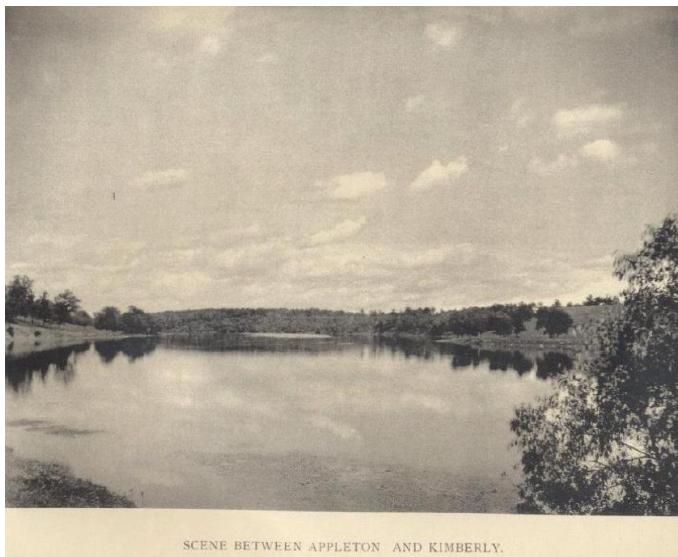
*Work has occurred at both Lutz Park and Vulcan Heritage Park. The City adopted plans for Jones Park and the former water treatment plant site in 2007, however, it has not yet committed funding to demolish the treatment plant or to install the improvements recommended in the plan.*

## Physical Character, Ownership, and Land Use Issues

While the Upper Fox River is a relatively level and spreading stream, the Lower Fox River drops about 164 feet over a 39-mile course between Lake Winnebago and Green Bay. The river is confined in a narrow valley lined with steep bluffs that limit development capacity. Within Appleton, the development that has occurred along the river has been located on the Industrial Flats or on the few narrow strips of relatively flat land on the river banks. Some of this land has been created by fill. Because the water level is controlled by several dams, seasonal flooding is not a significant concern. However, there is a continuing need to monitor erosion and the stability of man-made structures along the river.

The steep river valley has posed challenges for access to the river. For the most part, downtown Appleton and residential neighborhoods are separated from the river by a significant change in elevation. As a result, streets such as College Avenue, South Oneida Street, and Memorial Avenue, while they bridge the river, provide no direct access to riverside development. Olde Oneida Street and Lawe Street are the only streets to bridge the river at the level of adjacent development. Of these, Lawe Street is better tied into the City's street grid. Olde Oneida Street and Water Street do not connect directly to the downtown and can be difficult to locate for persons unfamiliar with the area. This limited street network will impact redevelopment in two ways: 1) it will present challenges to bringing in traffic that may patronize businesses located in the valley; and 2) the limited number of access points will not support a high volume of traffic without congestion.





SCENE BETWEEN APPLETON AND KIMBERLY.

The sides of the Fox River Valley are now covered in most places by a thick deciduous tree canopy. During the early period of settlement, however, the landscape would have been more open along much of the bluffs. Additionally, invasive species have reduced the number of plant species growing on the bluffs and helped to create a denser understory. Some prior planning, such as the *Master Plan for Jones Park and the Fox River Properties* recommends controlling invasive species and restoring native vegetation. Some private property owners have followed suit. A former industrial property on the flats, now

owned by Neenah Paper, has been planted as a native prairie.

Because hydropower was so valuable, nearly all of the land area in the river valley was originally devoted to industrial use. The mills that located in the valley tended to represent heavy industry such as lumber mills, paper manufacturing, and similar industries. Although these have been in decline for most of the last two decades, several significant industrial facilities remain. These have a need for continued truck and rail shipping, often have multiple shifts, and may produce noise, light, or odors. This was not a concern when all of the uses in the valley were industrial, but as commercial and residential uses replace industry the potential for conflict increases. Redevelopment plans will therefore need to address such concerns.

Patterns of property ownership in the river valley help to support redevelopment. Land assembly is simplified by large redevelopment sites that tend to be held by single owners. As is often the case with properties developed more than a century ago, there are locations in which ownership is unclear. This is particularly true along the canal and locks on the south side of the river.

## Market Conditions

Many manufacturing uses remain viable within the Fox River valley, and the City is committed to retaining them. Still, there has been a long-term trend for some of these uses to close or relocate to sites that offer the ability to develop more modern industrial facilities. Over a period of ten to twenty years, it is expected that some of the remaining industrial uses will relocate, creating an opportunity to redevelop the corridor with alternative uses.

While new residential and commercial development is presently slumping, both past history and future prospects indicate a strong demand for development along the river. As documented in Chapter 5 (Housing) of the *Comprehensive Plan*, demographic trends suggest a rising demand for urban multi-family housing in unique mixed-use settings. This is attested to by the continued success of projects like the Fox River Mills Apartments. There is also expected to be demand for small-scale office, retail, and service uses that either serve a neighborhood market or incorporate river access into their market strategy.

## A Vision for the Fox River Corridor

Plans for the Fox River Corridor draw upon several public input sessions, including prior work related to the **Comprehensive Plan**. Specific activities conducted during this planning effort included interviews and focus group meetings with area stakeholders, and two public workshops. These produced consensus around a set of ideas for future uses and redevelopment along the corridor.

- Redevelopment should include a mix of open space, residential, and commercial activities.
- Providing open space and public access to the riverfront, including a network of bicycle and pedestrian trails, should be a priority objective within all redevelopment areas.
- Water access should be supported through a water trail, boat launching facilities, and parking facilities.
- Development phasing will need to be sensitive to the continuing industrial uses in the corridor, particularly on the industrial flats.
- The bluffs and limited transportation network make travel into or through the corridor difficult, and this should be factored into planning for reuse.
- New development should be supported by, and designed to support public transit.
- Redevelopment should preserve and compliment the heritage of the corridor.
- In terms of residential building design, participants tended to favor traditional architectural styles and materials. In addition, there was support for larger buildings that may reflect an “industrial loft” character that is reminiscent of existing industrial buildings. There was little support for buildings described as “institutional-looking”, or contemporary styles.
- Commercial buildings with an urban character were favored by participants.
- For that section of South Oneida Street from the Skyline Bridge to Seymour Street, in the event that redevelopment activity takes place, there may be an interest in expansion or the redevelopment of existing commercial uses along the east and west sides of South Oneida Street. Because this area can be seen as an area of transition it has the potential for expansion of existing light commercial uses into this area, and/or the introduction of multi-family residential uses as part of a redevelopment concept, and/or as a potential mixed commercial/residential development concept.

There was also a perceived need to update the vision established though **Focus Fox River: A Master Plan**, which reads:

*Through increased and improved access, targeted development of taxable properties, and new public park areas, the riverfront will become a centerpiece and community destination promoting public ownership, access to, and enjoyment of the river. The riverfront provides for the maintenance of existing businesses and the encouragement of new opportunities, while continuing to enhance the aesthetic, ecological, natural, and cultural history of the river.*

This plan revises the vision as follows:

*The Fox River is a community destination and one of Appleton’s most recognized assets. As the river corridor continues to evolve, Appleton will support opportunities that provide greater public access to the river, establish an integrated network of riverfront open spaces, encourage redevelopment resulting in new housing and businesses while maintaining the viability of existing uses,*



*improve the environmental quality of the river valley, and enhance its cultural and historic resources.*

## Goals and Strategies

The following goals and strategies will guide redevelopment of the river corridor.

### 13.1 Support state and regional efforts to enhance and promote the entire Lower Fox River Corridor

13.1.1 Regional branding and development initiatives such as the Fox River State Heritage Parkway and potential designation as a National Heritage River will raise the public profile of the entire river corridor, including its length within Appleton. These efforts can lead to increased access to funding, a higher prioritization for its ecological restoration, and greater visitor traffic to support economic revitalization. The City of Appleton will be an active participant in these regional efforts.

### 13.2 Achieve a fair balance between desires for urban development and open greenspace along the riverfront

13.2.1 Opinions about the appropriate extent of future private development in the river area range from mostly private space to none at all. The river is the City's most recognized asset and one that is attractive to many people. Any redevelopment will certainly need to provide increased open space and public access along its banks. Yet the economic cost of converting all of the riverfront redevelopment sites to open space is overly prohibitive, both in financial terms and in not realizing the potential to create a residential and economic center that will be a significant contributor to the City's future economic and social prosperity. With this in mind, the City will seek to work collaboratively with private landowners and developers to plan future development that creates formal and informal greenspaces, plazas, and walkways that form an interconnected system of public spaces through the river corridor. Where feasible, this system will be located along the riverbank.

### 13.3 Promote an economically viable mix of existing and redeveloped uses along the riverfront

13.3.1 The Fox River Corridor has supported an important industrial base for more than a century. While some of these uses have been discontinued, there are several viable and important industries remaining in the valley. Market forces are now pushing a transition to less intensive commercial and residential uses that can be in conflict with these industries. In allowing future redevelopment to occur, the City will seek to ensure that new uses do not create conflicts that inhibit the continuation of existing industries in the area.

13.3.2 Most of the new development occurring within the corridor is expected to be commercial and residential. Commercial uses will primarily consist of restaurant and small retail uses serving the neighborhood and visitors attracted to the river. Residential uses are expected to include mid- to high-density rental and owner-occupied housing. No specific ratio of these uses is recommended in the plan, however, commercial uses will typically be located on the first floor with residential uses above. (Commercial uses may also tend to cluster on the frontage of Olde Oneida Street.)

13.3.3 Commercial uses are critical to achieving the vision of a vibrant urban neighborhood attracting residents and visitors to the river. At the same time,



commercial uses can create traffic and parking demands that can be difficult to address within the existing road network and limited space available in the river valley. Additionally, there is a desire that commercial development in the river valley should not be so extensive as to create undue competition that has a negative impact on the downtown district. These issues should be considered as the City reviews future redevelopment proposals.

#### **13.4 Support ongoing environmental clean-up and enhancement in the river corridor**

- 13.4.1 More than a century of urban and industrial use has led to the environmental degradation of the river valley. Mitigating and reversing these conditions (while still allowing private redevelopment) will be a priority for the City. To provide financial support for public and private clean-up, the City may seek state or federal grant assistance for environmental investigation and remediation, or consider the formation of an environmental remediation tax incremental financing district. Direct actions that the City may take include restoration and stabilization of the shoreline and reestablishing native plant communities on public properties such as parks and rights-of-way in the river valley.

#### **13.5 Improve connectivity between the river valley and adjacent neighborhoods**

- 13.5.1 Steep river bluffs make access to the river valley difficult for vehicles, and only somewhat easier for pedestrians and bicyclists. Lutz Drive, Water Street, Olde Oneida Street, Lawe Street, and South River Street are the primary streets offering direct access to the river level. Because of the slopes and the extent of existing development, it is not feasible to consider additional roadways linking the river valley to the downtown or to the residential neighborhoods atop the bluffs. Instead, the City will improve access to the river through measures such as such as future street reconstruction that includes bicycle and pedestrian facilities, and implementation of a wayfinding program in coordination with the Fox Cities Convention and Visitors Bureau's regional wayfinding plan.
- 13.5.2 Future transit services should be planned for the river valley. This includes continuation of the downtown trolley stops on Lutz Drive and on the industrial flats.
- 13.5.3 To improve direct access to the water, the City will work to develop a water trail for canoes and other paddled watercraft along the south shore of the river. This will include portages around the locks. Additional marina facilities may be considered, taking demand, costs, traffic, suitable locations, and environmental permitting into account.
- 13.5.4 A continuous network of pedestrian and bicycle paths and sidewalks will be provided through the entire length of the river valley. Some of this network is already in place or under construction, particularly along the north side of the river and on the industrial flats. Future pieces include the trestle trails and a path through the Foremost Diary site, which is currently being redeveloped. At both the east and west sides of the City, the connections may have to include on-street and sidewalk segments that provide connections to trail systems in neighboring communities.



**13.6 Ensure that the development of public and private spaces along the river is held to the highest design standards**

13.6.1 The river corridor will be a showplace of the City's development, including both new buildings and preservation of the best of the existing industrial architecture. The City will use its regulatory authority to permit only high-quality projects that contribute to creating a unique, cohesive, and aesthetically pleasing urban environment. A majority of all redevelopment areas will be dedicated to buildings and open spaces, with parking taking up only a small percentage of the area. Large parking lots should be avoided and parking should generally be located away from public streets or the river.

**13.7 Green and environmentally-friendly practices are encouraged within the river valley**

13.7.1 While not mandated, the City will encourage adoption of green and sustainable technologies and practices in the river valley. This may include green buildings, use of renewable and green materials, low-impact design, and sustainable management practices. The intent of such practices will be to minimize the impacts of development on the river environment, with particular emphasis on water quality.

**13.8 The City will preserve and interpret historic and natural resources along the river**

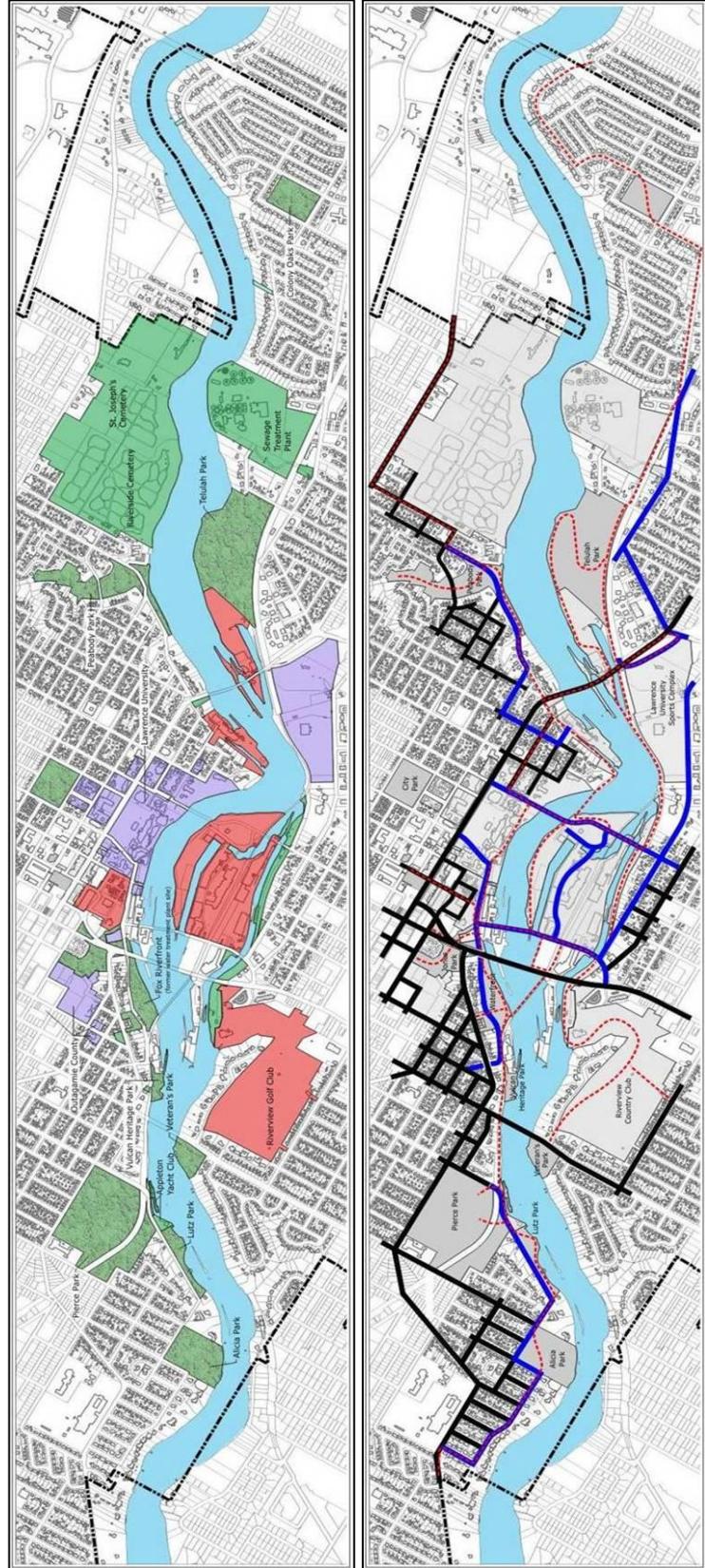
13.8.1 The rich history and natural qualities of the river are significant contributors to what makes it a destination. As public and private development continues, the City will seek opportunities to preserve, enhance, and interpret these features. Examples include preserving and adapting some of the existing industrial building on the flats, restoration of native habitat on the riverbanks, incorporation of art into the retaining walls above Water Street to depict the historic portage rout (see **A Master Plan for Jones Park and the Waterfront Properties**), and general interpretive signage.



## Site Assessment and General Plan

The study area considered in this plan is the entire length of the Fox River extending through Appleton, and the lands on either side of it. Most of the recommendations, however, apply in particular to publicly-owned park land and to several potential redevelopment sites that tend to be existing or former industrial properties in the immediate vicinity of the river. These include the industrial flats, the Foremost Dairy site, and the M&I Drilling site. Two other sites are considered for redevelopment due to their proximity to the river. These are the Riverview Country Club and properties at the south end of Morrison Street overlooking the river. This last site was discussed in the *Downtown Plan*.

*Immediate right: Overview of uses in the study area. Parks and other open space are shown in green. Public uses are shaded purple. Potential redevelopment areas are depicted in red. Far right: The transportation network is shown with streets providing access to the river in blue and all other streets in black. Existing and potential trails are shown in red.*



Public open space in the river area includes Alicia Park, Lutz Park, Pierce Park, Vulcan Heritage Park, Jones Park, and Peabody Park on the north bank, and Veteran's Park and Telulah Park on the south bank. The former water treatment plant and WE Energies sites on Water Street will be redeveloped as public open space in accordance with the ***Master Plan for Jones Park and the Fox River Properties***, as funding is available. Additional new park land should be provided on properties owned by the Fox River Navigational Authority, associated with the river locks. While public access is generally not provided, the City's sewage treatment plant and the cemeteries on the east side of the City do preserve undeveloped land along the shore, and some portion of these properties may be available for the routing of trail systems.

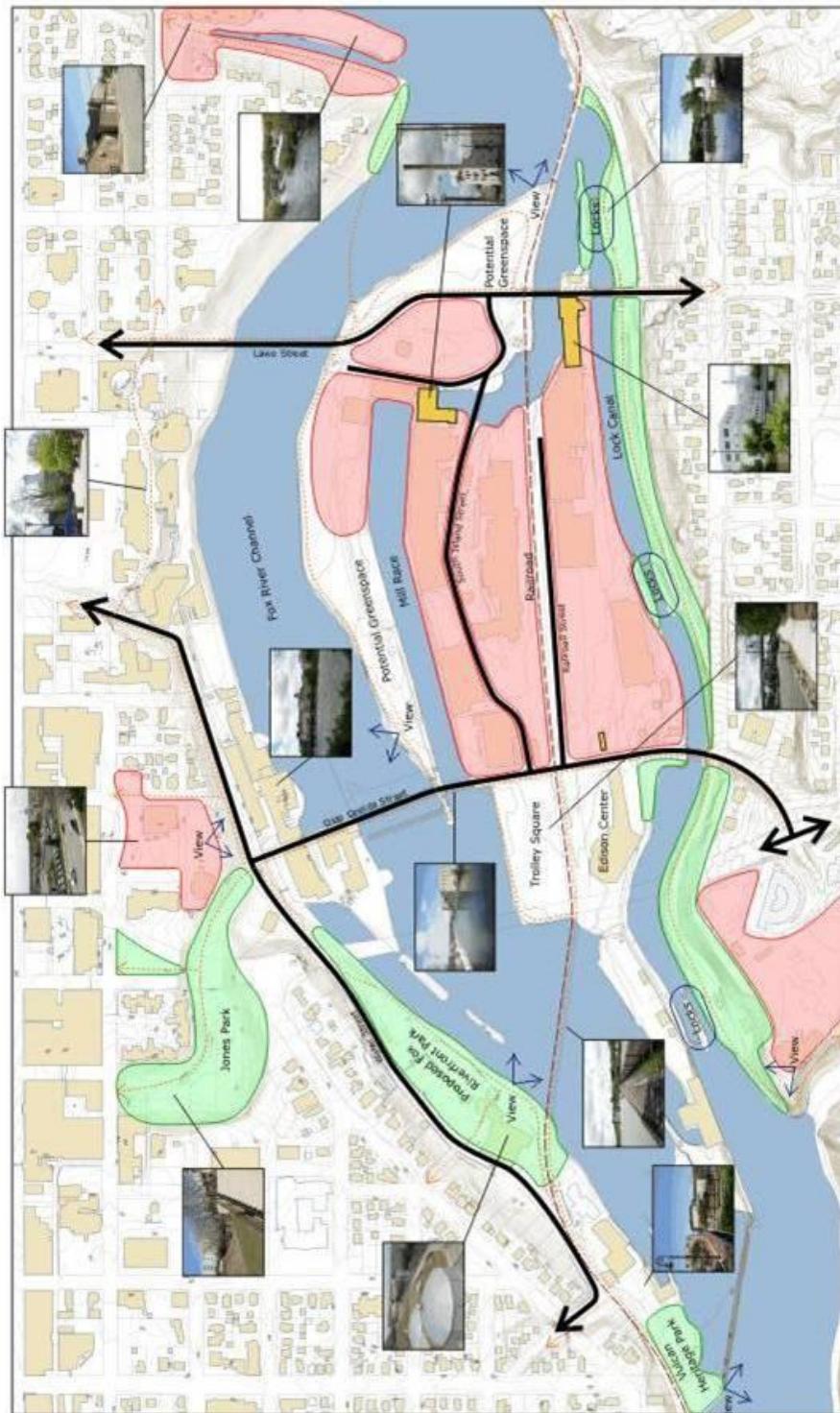
Lawrence University is one of the largest property owners on the river. Some past development of campus facilities blocked access to the river. In its campus planning, the University has identified circulation patterns and development plans that tie the campus into surrounding neighborhoods, providing safe pedestrian and bicycle routes that integrate with the City's plans for circulation.



## Transportation

As shown in the transportation map, there are relatively few routes that provide direct access to the river. Major streets such as Memorial Drive, South Oneida Street, and College Avenue all cross at the level of the top of the adjacent bluffs. To reach the river it is necessary to turn onto connecting streets and in some cases, (such as Jackman Street) to make multiple turns. Existing development and the steep grades make it prohibitively expensive to establish new streets. A planned wayfinding program should help to raise awareness of routes to the river.

*The image at right provides a more detailed assessment of the core redevelopment area, showing potentially historic buildings (orange), redevelopment areas (red), open space (green), the transportation network, and key features of the site that should be considered in any development plans.*



## Redevelopment Opportunities

Proposed routing of a regional trail system is also shown on the transportation map. Some of this system is already in place. As shown, the network prioritizes creating a system that is in close proximity to the river where feasible, is continuous throughout the City's segment of the Fox River, and creates new connections to adjacent neighborhoods.

Neighborhood connections are proposed at Peabody Park, Jones Park, and Pierce Park. In the future, a trail system through the Riverview Country Club site can improve connectivity to neighborhoods on the south side of the river. Additionally, the City should seek to improve bicycle and/or pedestrian access at critical locations such as the stairway at the end of Morrison Street, and at the railroad underpasses on Jackman Street and Drew Street.

## Preservation and Adaptation

Although this area has been developed since the mid-1800's, as a result of continued industrial redevelopment there are few structures that may have historic value. These do include the locks, canal, and associated structures. In addition, portions of industrial buildings may be considered for preservation, subject to the feasibility of adapting them to new uses.

The lock canal and associated property are presently owned and maintained by the Fox River Navigational Authority. Although some of these properties are overgrown and not maintained for access, they can provide an opportunity for public greenspace, either under existing ownership or if the property were transferred to the City of Appleton. Access to the property is important to efforts by the City and other stakeholders to create a water trail for paddled watercraft (canoes, kayaks, etc.). Land will be necessary to locate safe portages around the locks.

A goal of the river corridor redevelopment is to "tell the story" of the river's rich heritage. As has been done elsewhere, the City should install signage and other amenities that help to interpret the river's history as a transportation route and as an engine for industry, as well as its natural qualities.

## Open Space

Not including right-of-way or easements that may be needed to implement trail plans, three locations are identified as priorities for future public open space. These are informally used by the public at present, and include the top of the bluff on the south end of Morrison Street, the former brownfield between the main river channel and mill race east of Olde Oneida Street, and the undeveloped land on the industrial flats east of Lawe Street.

The Morrison Street site was included in the **Downtown Plan** and includes the steep slope along with the top of the bluff, from which there are outstanding views of the river. There is a steep staircase from the top to Water Street below. This can be improved, or the City may consider constructing a ramp and switchbacks to provide a more gradual descent. Some of this property is City-owned right-of-way, while the balance is owned to the nearby Michael's restaurant.

Fox River Paper (Neenah Paper) owns the site on the industrial flats that lies east of Olde Oneida Street between the main channel of the river and the mill race, up to their buildings on Vulcan Street. This is a former brownfield that has been remediated and planted with a native prairie cover. The City already has a trail running along the shoreline at the north end of this property. A portion of the site, from Olde Oneida Street to some point west where redevelopment may occur, should be acquired as park land or secured through a public use easement. It is recommended that a majority of the acquired site be retained as restored prairie.



The final property recommended as future open space is a parcel owned by Fox River Paper lying east of Lawe Street and extending to the river. This is a partially-wooded grass field that many people already believe to be city park land. If acquired, no changes are proposed for the site. Part of the trestle trail system extending to the former Foremost Dairy site is accessed from this site.

### Proposed Land Uses

The Fox River Corridor has been transitioning from mostly industrial uses to a mixed-use area with industrial, commercial, and residential uses combined with public open space. Recently-approved redevelopment plans for the Foremost Dairy site and the M&I Drilling site will change the use of these properties from industrial to residential and open space, or mixed-use with open space. With the use of these sites determined, the remaining sites where land use is in transition are the three redevelopment sites on Morrison Street, the industrial flats, and potentially the Riverview Country Club. These sites are all anticipated to redevelop with some combination of commercial and residential uses, and in the case of the industrial flats, may continue to include industrial uses into the indefinite future. Specific recommendations for these sites are incorporated into the concept plans and text for the redevelopment sites.

### Resources

The redevelopment proposed in this plan will have a substantial cost associated with its implementation. The cost is anticipated to be shared between the City and private developers, as well as other potential stakeholders in the area. A number of programs may assist in raising the necessary funds. A summary of some of those currently available is included here.

- Brownfield programs are available through the State of Wisconsin and the U.S. Environmental Protection Agency to assist in investigation and clean-up. Individual programs may be specific to future public open space or redevelopment uses. Grants and technical assistance are available.
- Park land acquisition and development funds are made available through a competitive grant process from the Wisconsin Department of Natural Resources. Specific programs are available to assist with boating facilities.
- Wisconsin permits cities to create tax incremental financing districts (TIDs) and environmental tax incremental financing districts (ER TIDs). In these districts, future increases in tax revenue from the property, created through redevelopment, can be used to fund some of the eligible up-front costs necessary to make redevelopment possible.
- Business improvement districts (BIDs) and neighborhood improvement districts (NIDs) are special taxing districts, where property owners in the district can elect to raise an additional property tax, with the proceeds funneled back into the district to make improvements or to fund additional services.
- Historic preservation tax credits may be an option to defray the cost of some redevelopment of existing buildings on the industrial flats. Tax credits for a percentage of eligible renovation costs are taken against Wisconsin income tax owed.



*Property owned by Fox River Paper (Neenah Paper) on the east side of Lawe Street on the industrial flats*

## Redevelopment Sites

Redevelopment plans have been approved for the Foremost Dairy site (single-family housing) and for the M&I Drilling site (mixed-use). Three priority redevelopment areas have been identified for further discussion in this plan.

- Morrison Avenue Site

This redevelopment area is roughly bounded by Allen Street on the west, Soldier's Square on the north, Oak Street on the west, and Water Street on the south. It includes two large sites considered for redevelopment, which are the parking structure owned by the YMCA (1.26 acres) and the clinic property on Lawrence Street (1.32 acres). Additionally, there is a 0.25-acre lot owned by the YMCA on the southeast corner of Morrison Street and Lawrence Street. The Michael's Banquet facility is not specifically identified for redevelopment, although it might be included depending on owner interest. Some portion of that 2.15-acre property (the top of the bluff and slope to Water Street) are recommended for acquisition and development as public greenspace. The district includes several attractive homes that are recommended for restoration and possible historic district designation.

A mixed-use district is envisioned for this area. As noted in the *Downtown Plan*, the parking garage is an aging structure that will need to be replaced approximately within the next decade. A new structure should incorporate first-floor commercial uses that contribute to the street life of the area, and particularly form the basis for a pedestrian shopping district on Soldier's Square.

Primarily residential uses are recommended south of Lawrence Street. Higher-density townhouses or condominium flats can be developed to take advantage of views of the Fox River or the proximity to downtown amenities. From an urban design perspective, the new uses could be aligned on an axis centered on the church entrance to create a focal point for the new neighborhood. Underground parking should be provided, with additional parking provided on Kimball and Morrison Streets to minimize fragmentation of the redevelopment site. The Downtown Plan also recommends reconstruction of Morrison Street as a boulevard or parkway creating a link from the river to the new Soldier's Square.

- Riverview Country Club

The Riverview Country Club is a unique full-service nine hole private golf course. It maintains a total of 72.28 acres south of the Fox River and is bisected by a natural ravine running in a north south direction through the course. This golf course also contains a healthy mature stand of native trees.

It is not anticipated that the golf course, which has been and continues to be successful, will be redeveloped as something other than a golf course. However, in the event that redevelopment of the site would be considered at some time in the future, several issues/items must be taken into consideration.

Given the uniqueness of the site, preservation of its natural features should be a consideration in its redevelopment. Redevelopment should capitalize on these amenities rather than destroying them. The mature native trees on the site are one of these important features.



This area has a potential for a traditional neighborhood development (TND) type of redevelopment. Additionally, the existing ravine acts as a natural divider. That area west of the ravine, if redeveloped for residential uses, would be compatible with existing single family land uses in the surrounding area. The road network within this area should provide an interconnected grid connecting to existing streets at several points.

That portion of land east of the ravine currently contains the club house and multi-family residential land uses. Utilizing this area for mixed commercial and residential land uses would be compatible with those existing land uses located along the west side of South Oneida Street.

The creation, continuation and extension of a pedestrian trail system and the creation of a quality public green space must also be a consideration as part of any redevelopment concept for this area. For example, a trail extension from the Fox River should be designed to cross the site to River Road and to link to Veteran's park as well as Seymour Street.

- Industrial Flats

The heart of Appleton's industrial base for more than a century, the flats have begun a gradual transition to other uses. As this occurs, it is the City's goal to allow development that does not present a conflict with remaining industrial uses. This can be accomplished in part through phasing to allow orderly transition from one end of the redevelopment area to the other, through site design, and through development agreements that acknowledge that new uses may have to contend with continuing industrial operations in close proximity.

The redevelopment area consists of approximately 40.43 acre held by eight different owners, not including the Wisconsin Central (Canadian National) right-of-way. The largest of these are the Fox River Paper site (17.21 acres), the Riverside Paper site (10.05 acres), and the Island Properties site (7.24 acres). About 1.79 acres is owned by the Fox River Navigational Authority, and the City of Appleton owns 0.5 acres south of South Island Street and west of Lawe Street.

The Riverside Paper site has been largely vacant since the paper manufacturing operation was closed in 2005. Due to developer interest, this may be the first redevelopment project in this part of the flats. A mix of commercial and residential uses should be considered, with the commercial or vertically-mixed uses near Lawe Street and Olde Oneida Street, and residential uses in the center along the canal.



*The mill race passes under the portion of Fox River Paper's building at far right, which may be considered for preservation along with the smokestack.*

While the site is large, it does pose some constraints for redevelopment. In particular, there is only a small neck of land (approximately 115 feet across) at the east end of the site, where it borders Lawe Street. Since it is bordered by water on either side, it may be exceedingly difficult to develop new structures on the site. The existing building in this area is a four-story masonry industrial building that may have potential for renovation as either commercial space or residential units. Access would need to be provided through the site from Olde Oneida Street. Alternatively, if the building is torn down, road access can be provided to Lawe Street across the narrow neck of land.

The Riverside Paper property is bordered to the south by the canal and to the north by the Wisconsin Central Railroad. Buildings should be designed to create a “front door” façade along the canal, where additional land may be set aside as public or private open space around the locks. Buildings or parking may back up to the railroad, which is the least desirable portion of the site.

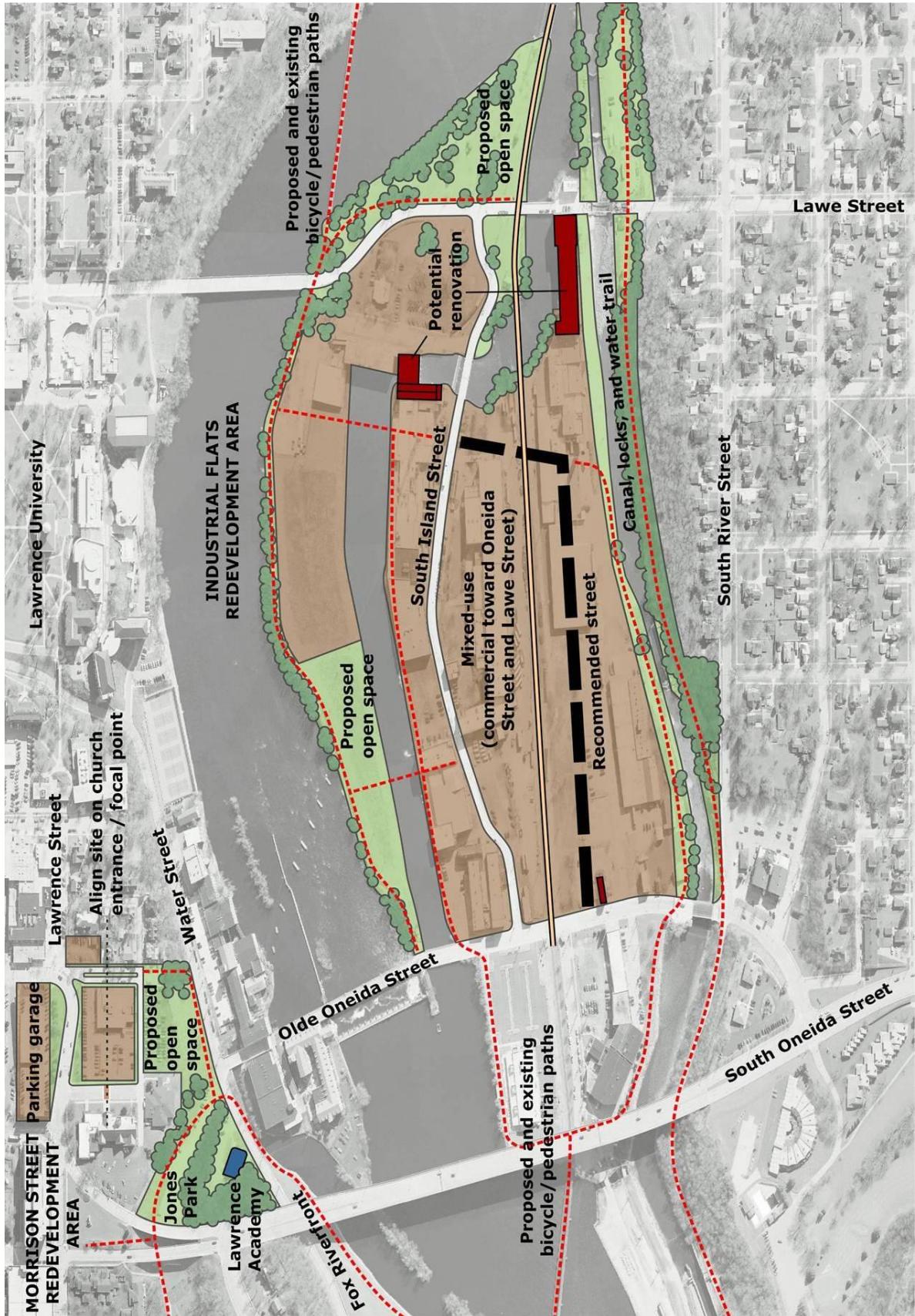
To improve circulation throughout the industrial flats, a new road should be planned across the site from Olde Oneida Street to connect with Lawe Street. If the existing building remains, the street should be planned to eventually cross the railroad tracks and connect with South Island Street as the neighboring property is developed.

A handful of small lots are located on Olde Oneida Street. While these will generally be redeveloped, there is a 19<sup>th</sup> century commercial building that could be restored as part of a redevelopment project fronting the street.

The central portion of the redevelopment area is primarily owned by Island Properties and Fox River Paper. The industrial uses on these properties are not anticipated to cease within the near future. Phasing development first south of the railroad tracks will provide some buffering for these industrial uses.



Riverside Paper's building abutting Lawe Street



Several large industrial buildings are located on the Island Properties and Fox River Paper properties. Few have any architectural or historic qualities that would suggest they be preserved. The exception to this is a masonry structure that is on the eastern end of the Fox River Paper site. The mill race flows under this building, which is three and four stories in height. In addition, the Fox River Paper smokestack can be considered for preservation as an iconic symbol of the site's historic use.

As with the site to the south, commercial or vertically-mixed uses are preferred near Olde Oneida Street and residential uses toward the center. As it does not border the river, taller buildings may be considered more appropriate in this area, where the additional height may create views that make upper-floor residential units more desirable. Additionally, attention should be paid to creating a well designed and appealing streetscape that contributes to creating a walkable urban neighborhood setting. Access should be provided through the site to the mill race, and potentially across the mill race on pedestrian bridges to the northern part of the flats and the existing trail system.

The final part of the site is the Fox River Paper property covering the entire northern end of the flats. As noted earlier, this is an area in which the City should look to acquire additional open space. The open space acquisitions should stretch along the entire shoreline, with larger sites at both the east and west end. Approximately two acres should be acquired at the west end, on the remediated site on which prairie has been reestablished. On the east, this plan recommends acquisition of the land lying east of Lawe Street up to the river.

Commercial or mixed-uses may be appropriate for the balance of the property. There does not appear to be any merit to retaining any of the existing buildings on this portion of the Fox River Paper site. Development should be designed to address both the river and the mill race.

## Design Recommendations

The river is the City's prime amenity, and development along it should represent the best of what the City has to offer. This can be translated as good site design, architecture, materials, and landscaping. All new development or redevelopment should consider the following minimum design criteria.

### General Principles

- Development should be designed to be distinctive, yet to blend with the character of the surrounding neighborhood, providing transitions in scale, massing, landscaping, and other project elements.
- Development should establish a clear relationship between buildings, streets, pedestrian facilities, public and private open space.
- Development should be oriented to the river when adjacent, as well as to public streets and open space.
- Development along public streets will be nearly continuous in nature, without large gaps between buildings. To the extent possible, areas between buildings will be landscaped to provide additional continuity.
- Provide a public street system that improves circulation by constructing a new road between Olde Oneida Street and Lawe Street, south of the Canadian National Railway.

## Public Streetscape

- Streets should be designed as pleasant places to walk as well as drive. Sidewalks should be provided on all public streets as well as within development areas.
- To encourage higher density, accommodate difficult site conditions, and calm traffic, the City may consider approval of narrow street widths and rights-of-way.
- All private development will have a strong relationship to the public street.
- Pedestrian areas in commercial areas should be developed with wider sidewalks and amenities such as benches, planters, pedestrian signage, and other amenities.
- Public art installations such as sculpture, mosaics, murals, or other features, are encouraged.
- Street trees will be planted at 30-foot intervals along all public street frontages. Additional terrace landscaping is highly encouraged.

## Site Design

- Site planning should seek to maximize the built-up area and create a cohesive sense of place across multiple development sites.
- Courtyards, plazas, overlooks, sidewalk seating areas, and other public gathering spaces are encouraged.
- Buildings should be placed to maximize views of the river and key features of the site. When feasible, provide view corridors through a major project site to important views.
- Natural features should be preserved and incorporated into the project design as much as possible.
- All on-site utilities should be buried.
- Areas for centralized trash container storage and recycling bins should be located inside of buildings or to the rear of the buildings, and screened with materials identical to those used on the building facade.

## Buildings

- No single architectural style is appropriate for the river area. Original and interesting building designs are encouraged.
- Buildings should present a variety of forms and styles, avoiding the repetition of a single style or identical patterns (rooflines, fenestrations etc.) across multiple buildings.
- Ground floor commercial facades will be largely transparent with usable entrances oriented to the public street. Blank walls should not face the street.
- All outdoor mechanical equipment should be fully screened from view from any public street, walkway, or open space.
- Facades should use only high-quality building materials such as brick, stone, architectural metal, and similar products. Materials such as vinyl or EIFS should be used sparingly if at all.

## Parking

- To achieve an urban density and character on the industrial flats, surface parking areas should be kept to a minimum. Enclosed parking and parking structures should be provided to meet most of the parking needs associated with development.
- Angled on-street parking may be permitted on a reconstructed South Island Street or other internal streets to reduce the need for additional parking and impervious surfaces.



- Parking structures should be screened from street views where possible. Garage entrances should be located so as not to be seen from the public streets.
- Off-street parking areas should not be located between the street and the primary building, or adjacent to the river or public open space. Parking is encouraged at the rear of lots, along the railroad, and in other areas not generally visible from public streets or open spaces.
- Bicycle racks and lockers should be included as part of all commercial development projects.

## Landscaping

- Landscaping should be plentiful and used to reinforce building design, views, and other site characteristics.
- Landscaping should be provided within parking areas and along pedestrian circulation routes to break up paved areas and create visual interest.
- Landscaping should create privacy for on-site living spaces and buffer views of less desirable elements in the surrounding landscape.
- Plant heights used near intersections should not obscure visibility when turning onto the street.

## Lighting

- Lighting should be provided at different illumination levels to reinforce the circulation hierarchy of public streets, parking areas, and pedestrian walkways. The height of the light poles should be appropriate to human scale, with no more than 12 feet to 16 feet recommended.
- All exterior lighting should be unobtrusive and designed to avoid glare into neighboring buildings or public spaces. Up-lighting of building elements and trees will not be permitted. All illumination should be directed downward.
- All building entrances and pedestrian areas, such as walkways and stairways, should be adequately lit to provide safety and security.

## Signage

- Signs should be designed to be unobtrusive and blend with the character of the building.
- Use of movable copy and LED signs should be prohibited in the river valley.
- Indirect lighting is preferred over back-lit signs.

## Design for Sustainability

The following are some measures that can be considered to promote sustainability within the river area.

- Encourage development of buildings to green standards.
- Orient and design buildings to improve energy conservation.
- Consider renovation of existing structures or the recycling of building materials from structures on the site, whenever possible.
- Using building materials with low life cycle costs, high-recycled content and low toxicity reduces environmental impacts.
- Minimize the need for parking areas by providing facilities for pedestrian and bicycle transportation, and for transit-served development.



- Utilize low-impact design and other stormwater management techniques to improve water quality from runoff from redeveloped sites.
- Adopt green practices in designing infrastructure and selecting fixtures.
- Design landscape plantings, soils and sub-soils for infiltration and evapo-transpiration of rainwater.
- Specify native plant and tree species for a majority of the site. Naturalized planting areas are encouraged at appropriate locations in the river area, especially along the river's edge.
- Use integrated pest management practices and appropriate plantings to eliminate the use of pesticides, herbicides and fertilizers.
- Provide receptacles for collection and storage of trash and recyclables.

## Zoning

Due to the relatively large size of the parcels found in the redevelopment areas, it is recommended that the City undertake redevelopment through the PD Planned Development Overlay District. The district is intended to “encourage innovative design and a mix of uses in areas of Appleton where such development could positively contribute to the physical appearance and function of land and development.” This approach will provide flexibility to address issues of uses, design, preservation, environmental quality, open space, and river access that are unique to the site. In addition to the criteria listed for consideration in the ordinance, the PD zoning overlay should be considered on the degree to which it is in compliance with the general recommendations of this plan for the Fox River Corridor.

## Implementation Framework

Redevelopment within the Fox River Corridor will occur at a pace determined by the owners of redevelopment sites in the corridor. The Fox River Corridor Plan does not envision a role for the City of Appleton to instigate development, but rather, to prepare a vision and establish the framework under which that redevelopment may occur. This will include making appropriate public investments in open space and infrastructure, contributing to regional effort to promote the corridor, and partnering to offer appropriate financial and technical assistance to redevelopment proposals.

The following matrix outlines the specific actions that the city will take to achieve its vision for the Fox River Corridor.

### Fox River Corridor Implementation Matrix

<b>Recommended Action</b>	<b>Stakeholders</b>	<b>Time Frame</b>	<b>Measurement</b>
Support regional efforts to promote and gain recognition for the Fox River Corridor	City of Appleton, Fox Cities CVB, East Central Wisconsin RPC, Friends of the Fox River, area municipalities, others	Immediate and continuing	Achieve Heritage River designation, conduct tourism and promotional efforts
Continue efforts to clean up contaminated properties in the river area	City of Appleton, private property owners	Driven by property owners	Properties identified, investigated, and remediated
Implement plans for Jones Park and the Fox River Waterfront (former water treatment plant site), Lutz Park, and trail development in the river valley	City of Appleton (Parks)	Immediate, continuing in phased development	Completion of project phases, implementation of various plan recommendations
Design and install wayfinding for the Fox River in coordination with the Fox Cities CVB's wayfinding program	City of Appleton	Immediate	Wayfinding signs are installed
Design and construct a water trail on the Fox River	City of Appleton (Parks)	Short term (1-2 years)	Install portages and facilities to support the water trail
Make financial and technical assistance resources available to support redevelopment (such as tax incremental financing districts, and grants from the State of Wisconsin)	City of Appleton (Community Development)	Driven by property owners	Resources are adequate to enable redevelopment

