

COLLABORATION VERSUS COMPETITION  
IN THE FOX CITIES

by

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## **Executive Summary**

As the demand for quality services, economic development, and job creation is heard by local governments more than ever, citizens insist on lower taxes as well. In order to work with this conundrum, municipalities are becoming more and more creative to increase efficiency and keep costs as low as possible. Oftentimes, this means that jurisdictions must cooperate with neighboring communities to share services and market their region as a whole. With ever-increasing collaboration within regions, some communities still wish to hold on to some sort of independence which can be described as “high school rivalries” with their neighbors which can create tension.

The main subject of contention is the issue of annexation. When growth occurs in unincorporated towns on the outskirts of cities, these neighborhoods and developments are prime for annexation into the city. This method adds citizens, tax revenue, and land area to a city without the cost initial development costs of infrastructure and marketing. Most often than not, these unincorporated towns choose to remain unincorporated due to financial reasons. Residents choose not to add further layers of government that they feel are unnecessary. When cities annex properties from the outlying towns by piecemeal, the towns lose that important tax base.

The Fox Cities in East Central Wisconsin are a prime example of how communities are working together to share costs and market their region as a whole still

while striving to remain unique, independent communities. Ties become strained when larger communities take advantage of the smaller, less organized communities through annexation. Will collaborative, multi-jurisdictional services and policies benefit a region as a whole, or should communities promote their individual uniqueness and provide their own services?

This paper will examine the advantages and disadvantages of jurisdictions working together. Through analysis of past and present trends along with plans for incorporation or insistence on the status quo, this study will determine how multi-jurisdictional communities will move forward into the future.

## Introduction

Municipal cooperation in regions with relatively the same populations may have many benefits which can foster regional economic growth and save public funds. By collaborating in the distribution of services cities can share equipment, facilities, and employees which may potentially benefit the citizens financially. Regional cooperation can have its side effects. When municipalities merge their efforts they can begin to lose their individual identity. This field project will help create an understanding about the benefits and side effects stemming from municipal cooperation and competition. The project will also highlight the reasons for and against municipal annexation when collaboration is not enough. The Fox Cities in Northeastern Wisconsin will be the basis of this analysis.

Annexation can be a contentious issue among neighboring communities. Deciding to take control of a communities land creates tension, especially when the losing community has spent time and money on developing the lost land. Some developers may wish that their new project be within city limits, which also irks the unincorporated town knowing they will not acquire that new tax base. Growing cities need room to expand, that can mean alienating loyal neighbors in order to move forward. In Russell M. Smith's article in *Southeastern Geographer* (*City Limits?: The Impact of Annexation on the Frequency of Municipal Incorporation in North Carolina*) he examines the relationship between annexation and municipal incorporation. His analysis, as well as Timothy J.

Bartik's article in *W.E. Upjohn Institute for Employment Research (Boon or Boondoggle? The Debate Over State and Local Economic Development Policies)* among others are used throughout this field project to highlight how communities use incorporation to protect themselves from annexation.

Although many examples will be used throughout this paper, the Fox Cities region will be used primarily to understand the complexities of a multiple-municipality metro region with communities of similar sizes. It is important to note that the regions studied differ from suburban-urban metro regions that encircle major cities. Suburban-urban metro regions focus around large, central cities. In these cases some of the suburbs often do not have downtowns of their own. They are mainly composed of residential communities that thrive off of their proximity to the central city. Suburban communities are generally categorized as having large developments of low density residential housing, cul-du-sacs, and shopping malls. Although Appleton may seem like the large, central city with the other communities as its suburbs, each community in the Fox Cities has individuality and offers unique attributes to the region. This project will also highlight how areas such as the Fox Cities are different than suburban regions.

The communities studied in this field project will be areas where several, small to mid-size cities, villages, and towns have grown together to form a single, unique community. These towns are, or once were fully-functional cities with their own downtowns, industry, and uniqueness. Instead of having communities develop on the

outskirts and become their own independent entity like suburbs, these cities grew in size, but due to their close proximity found their jurisdiction's borders next to their neighbors'.

## **Regional Overview**

The Fox Cities are a collection of 18 cities, villages, and towns nestled along the Fox River as it flows from Lake Winnebago towards Green Bay in Northeastern Wisconsin. The combination of communities creates the third largest metro region in the state with more than 236,000 residents. Much of the area's industry is in direct relation to paper manufacturing which became prevalent due to the regions proximity to waterways and timber. Downtown Appleton is considered by many the heart of the region offering an eclectic array of shopping and restaurants. All incorporated communities, with the exception of Combined Locks, have their own downtown areas. With the development of shopping areas of Grand Chute and several efforts to redevelop some downtowns, others have experienced a decline in importance. This has not resulted in a decline in population. All communities have experienced growth in population in the last decade with some seeing significant growth.

The terms Fox Cities and Fox Valley are generally synonymous, but this study will refer to the cities and towns neighboring or surrounding Appleton as the Fox Cities, with Oshkosh being independent of the group which is still part of the Fox Valley (See Appendix A, B). Oshkosh is considered significant to the Fox Cities because of its proximity and its influence. Through their unique dynamic as an unofficial, loose union of communities the Fox Cities are a definitive example of collaboration and competition in a region.

## **Community Profiles**

### **Appleton**

Appleton is a city of 72,623 (United States Census, 2012) residents situated on the banks of the northern segment of the Fox River with city limits stretching into three counties; Outagamie, Calumet, and Winnebago. It has a long history of paper making due to its location close to waterways which facilitated production. The city grew along with Lawrence University, located near downtown. As timber became less plentiful and globalism influenced the decline of the paper industry in the region, the city shifted its industrial focus towards service. The paper industry still remains a leading employer with less of an importance surrounding the once vital access to waterways. Most paper-making companies have relocated their headquarters to other locations around the globe, but still maintain a presence in the area.

As a central city in the Fox Cities region, Appleton boasts a vibrant downtown with annual festivals, top-rated schools, and a low crime rate. It is often viewed as the principal downtown of the Fox Cities and is simply referred to as “downtown” or “College Ave” by local residents of all adjoining communities. This notoriety gives Appleton the upper hand when it comes to name recognition. The Fox River Mall, the premier shopping center in North East Wisconsin is actually located in the unincorporated town of Grand Chute, outside of Appleton’s city limits. Due to the proximity to the city, along with an Appleton address, businesses and residents in Grand Chute refer to the area simply as Appleton to outsiders, giving the city an influential

advantage. This give-and-take relationship between Grand Chute and Appleton will be further explored in this analysis (See Appendix C).

### **Neenah-Menasha**

Although two separate cities, Neenah and Menasha are notorious for being lumped together into one hyphenated entity. The main portions of each city lie on opposite sides of the northern segment of the Fox River with a central island lying within the river, Doty Island, being divided in halves among the two cities. With close proximity to abundant water, mills sprang up along the banks of the Fox River, Lake Winnebago, and Little Lake Butte des Morts. Along with Appleton, Neenah and Menasha have a history of paper making along with its related industries. Kimberly-Clark is the largest and most recognizable brand which is a large-scale employer in the region. After World War II, the Twin Cities moved from manufacturing commodities to manufacturing products, producing more growth within the region. Neenah has a population of 25,501 residents and Menasha with 17,353 (United States Census, 2012). Each city has its own public school district while sharing a Catholic school system.

Within the last ten years, Neenah has renovated much of its downtown area, building new commercial office buildings and razing blighted properties. This transformation has resulted in a renewed vibe in its once struggling downtown. The urban renewal project in Neenah has given this historic downtown a needed facelift. Renewed interest in this post-industrial city has influenced the popularity of the Fox Cities' second downtown. Many businesses and restaurants are calling this district their new home. Even

as there is renewed interest in Neenah's push towards a traditional city center, new developments continue to expand into surrounding agricultural land. Lying completely in Winnebago County, Neenah is torn between two major influences in the Fox River Valley, Oshkosh (which will be discussed later as an independent outlying community of the Fox Cities) and Appleton.

Menasha has not seen as much renewed interest in renovating its downtown area until recent times as residents are calling for a much needed facelift. Many office buildings and storefronts sit abandoned or unoccupied. The city has an advantage over other area cities by having a marina located just steps from downtown. Menasha has seen its fair share of growth in its outer edges as suburban developments have been annexed by the city in neighboring Harrison. With Menasha's recent growth it has expanded into Calumet County from its original Winnebago County.

### **Kaukauna**

The City of Kaukauna lies on the eastern edge of the Fox Cities and shares a common history among its regional communities: proximity to water and the paper industry. With a population of 15,462 (United States Census, 2012), Kaukauna is the smallest city in the Fox Cities, but one of the larger communities. Kaukauna maintains its own school district, several parochial schools, as well as a police force. Having two distinct downtown areas, each on opposite sides of the Fox River, Kaukauna has a long relationship with the proximity to water. With several factory closures along the river, the downtown areas have seen a steady decline resulting in urban blight. The popularity of

Appleton's downtown and the shopping options in and around the Fox River Mall in Grand Chute only added to the decline. The city continues to expand its residential neighborhoods and attracts small-scale industry along Highway 41. Once a vibrant, independent city, Kaukauna nowadays resembles more of an outlying exurb of Appleton or Green Bay. The locks system downtown is currently being repaired which could help increase water traffic in the city. Several renewal projects are taking place with many others proposed.

### **Kimberly-Little Chute-Combined Locks**

Kimberly, with a population of nearly 6,468 (US Census Bureau, 2010) residents was once the location of a large paper factory which saw its doors close in recent years laying off hundreds of workers (Penzenstadler, 2013). Along with Combined Locks, a neighboring village of 3,328 (United States Census, 2012) which resembles more of an extension of Kimberly than its own village, Kimberly has a shared school district<sup>9</sup>. The Village of Little Chute lies on the northern banks of the Fox River across from Kimberly and Combined Locks. Little Chute with a population of 10,449 (United States Census, 2012) operates its own school district in this community famous for its Dutch heritage. All three villages share a joint police force; Fox Valley Metro.

### **Darboy (Buchanan – Harrison)**

The area known as Darboy has a rich history of small-town attributes blending the agricultural lifestyle with edge-city characteristics. Darboy is an unincorporated

community consisting of the Towns of Buchanan and Harrison in both Outagamie and Calumet Counties respectively. The border between the two counties and towns lies directly on the main route running through the community. Throughout the last several decades Darboy has experienced exponential growth, expanding nearly ten times its size from 1980. Harrison grew from an agricultural community of approximately 3400 in 1980 to nearly 10,800 in 2010. Buchanan grew from close to 1750 residents to nearly 6,900 in the same period.

As rapid development occurred in Darboy and property value increased, neighboring municipalities saw the opportunity to grow their tax base. The cities of Menasha, Appleton, and Kaukauna slowly picked off segments of property through annexation causing resentment among town officials and residents. Properties improved through town funds upgraded by infrastructure were even annexed which hit home with the two towns. Harrison took matters into its own hands in late winter 2013 and brought forth a referendum to incorporate as a village to protect its valuable tax base. At first, the referendum was to incorporate only the urban areas of the town. The newly formed village decided to incorporate the entire expanse of the town in a move only seen by a handful of municipalities in Wisconsin. Buchanan was asked if they would like to join the new village and town officials declined. Harrison's incorporation will be explored further in this analysis.

The area of Darboy is protected by each individual town's own police force as well as through county programs. The main portions of Darboy belong to the Kimberly School District.

### **Grand Chute**

To the west and north of the City of Appleton lies the Town of Grand Chute. Grand Chute is the largest town in Wisconsin both in terms of population and valuation, 21,000 and over \$2.8 billion correspondingly. Grand Chute is home to many features that are assumed to be part of Appleton; the Fox River Mall, the Wisconsin Timber Rattlers, the Veterans Affairs Community Based Outpatient Clinic, and Fox Valley Technical College. The town maintains its own protective and fire services. Most of Grand Chute is located in the Appleton School System.

After protracted legal battles with the City of Appleton in the 1980s a legal border agreement was established to stifle Appleton's growth through annexation in the Town of Grand Chute. Residents prefer to accept lower levels of services provided in their jurisdiction in exchange for lower taxes. This border agreement protects property from being swallowed by the neighboring city. With a multitude of tax revenue-rich properties it would difficult for any neighboring city not to want to annex. A more in-depth exploration into the dichotomy of the Town of Grand Chute and the City of Appleton will be further into this field project.

### **Greenville-Menasha (Town of)**

To the west of Grand Chute between the Fox River Mall shopping area and Hortonville lies Greenville. Once a sleepy farming community, Greenville's population has exploded within the last two decades. At this time, Greenville does not face any threat of annexation from any surrounding jurisdictions due to its proximity. It is a relevant factor because like Grand Chute, Greenville chooses to remain an unincorporated community while providing some services to its residents much like a city. Outagamie County Airport is located in Greenville, which is a main economic engine for the community. Business parks surrounding the airport include many large-scale employers for the region. Greenville has its own elementary and middle school, but its students move on to attend nearby Hortonville High School which is a subject of contention among Greenville residents.

Although many towns surround the Fox Cities, the Town of Menasha is important in this analysis because it is a rich source of property for nearby cities to annex. The Town of Menasha lies mainly between Appleton and Menasha and operates much like a city. The University of Wisconsin Fox Valley is located in the town, which nearby cities would most definitely love to annex. Like other previously mentioned towns, residents choose to remain outside city limits due to tax reasons. In the past, some failed efforts have been put forth to incorporate the town into the Village of Bridgeview in order to protect its tax base and to centralize services. No recent progress has been made on this issue.

## **Oshkosh**

Although technically in the Fox Valley which would make it one of the Fox Cities, Oshkosh chooses to not be considered part of the economic partnership or any other local association with the Fox Cities. This city of nearly 66,083 (United States Census, 2012) lies only about six miles from the southern tip of Neenah. Several attempts to include Oshkosh in associations with the Fox Cities have failed. Oshkosh chooses to remain independent as its own entity away from Appleton's sphere of influence. Oshkosh contains the University of Wisconsin Oshkosh, Wisconsin's third largest university, and several large-scale industries. Oshkosh is relevant in this study because as the Fox Valley's second largest city, it has a large influence on the area. Will Oshkosh cooperate with its combined neighbors to the north or will the city compete to establish its relevance in the area?

## **Methods in Municipal Growth**

### **Suburban Sprawl**

Following World War II, American jobs were plentiful, goods became readily available, and families yearned for a large house with a spacious yard and a white picket fence. People streamed out of the cities into newly built neighborhoods each with a large plot of land and a driveway fit for two automobiles. Urban downtowns saw their importance fade as shopping centers and malls drew money out to the periphery. Giant highways stretching out to newly built neighborhoods soon were jammed with commuters vying to be on time to work. Transportation networks could not accommodate the new-found reliance on automobiles and the greater distance between home and work made public transportation nearly impossible.

Prior to the automobile, Americans mainly used their own two feet to go from place to place. Cities were planned to ensure that services, entertainment, and goods were all within walking distance. The only green spaces were public, and private yards were only for the wealthy. High-density housing was commonplace in American cities prior to the suburbs. Outlying cities that would later be considered suburbs had their own downtowns and had little interaction with their neighboring cities on a day-to-day basis.

As Americans built large houses on over-sized lots, cities and suburbs greatly expanded their land area. To ensure a growing tax base, corporations and industry were

enticed by tax incentives and tax increment financing (TIF) districts (Chikow, 1998). This drew some factories out of the old, cramped cities into suburban industrial parks leaving blocks of abandoned warehouses and mills creating urban decay. Some companies chose to modernize their operations, while others decided a new facility was the way to go.

Prior to suburbanization, industry was generally relative to what natural resources were available in the region. Cities were built on waterways to facilitate shipping or near forests for logging. As transportation options expanded, the need for proximity to water decreased. Industry looked for inexpensive land as well as an educated, ready and eager workforce. Relocating to the suburbs made sense to many business owners which continued the expansion of cities, suburbs, and exurbs. This municipal growth eventually pushed borders of cities and villages directly next to that of their neighbor creating fractured jurisdictional neighborhoods. As an example to this growth, the City of Appleton and Village of Kimberly had nearly a mile of cabbage fields and farms between the two entities in the first half of the twentieth century. As both communities expanded through low-density residential developments, church groups began to expand outwards as well to accommodate new areas. St. Bernadette Catholic School was built on a large plot of land among the cabbage fields to lay claim for a future second Catholic high school for the city (the first being Xavier High School on the south side of the city) . In due course the land designated for the school was surrounded by new homes sitting on large suburban-style lots. The drive for a second high school waned in the 1970s and most of the designated property was sold and partitioned into residential lots. This

outward expansion on the east side soon met with that of Kimberly creating an unnoticeable border between the two jurisdictions if not for highway 441. This was a new concept to American cities which had previously enjoyed ample land for future development between municipal borders.

Some urban communities often decide not to incorporate as a village or town seeking to avoid multiple layers of government and higher taxes. Incorporated villages and cities may take advantage of already-established neighborhoods in unincorporated areas to add to their tax base. Due to many surrounding cities and suburbs, land-locked cities will annex properties in order to acquire undeveloped land to ensure growth or to build large infrastructure such as airports. Chicago found itself in this type of situation when the city saw the need for a large amount of undeveloped land for an airport.

### **The New Urbanism**

As the popularity of online shopping grew, the importance of shopping centers and malls waned. Just as central downtowns saw a decline in the 1970s, the 2000s brought a decline in the quintessentially American shopping mall. The rise of gas prices urged shoppers to stay home and abandon the shops. Americans began to seek multipurpose town centers which were living, working, shopping communities. Single-purpose shopping centers either needed to change with the rising trend and repurpose their space or see their doors close. Many malls became business parks, housing call centers and

office space in former department stores (Dunham-Jones & Williamson, 2009). Others became abandoned urban blight.

The Fox River Mall in Grand Chute may need to repurpose itself to stay relevant in the future. Many shopping malls are closing their doors and are being repurposed into business and office space or are being torn down. The town center approach may be the way forward in Wisconsin's second largest shopping mall. Fox River Mall is a retail hub on which the Fox Cities rely upon for jobs and shopping. Not accommodating the changing needs of the people could be futile.

In recent years, people are seeing the benefit of living in an urban setting. High gas prices are encouraging people to abandon the long commutes from work to the suburbs and take back time wasted on highways. In order to attract new citizens and harness the renewed energy involved in the movement back into urban centers, it is essential that cities renovate their neglected areas (Dunham-Jones & Williamson, 2009). This means tearing down abandoned buildings, updating infrastructure, and making cities more suitable for people instead of cars. In the latter half of the twentieth century, city dwellers exchanged walking proximity to services for big yards and wide boulevards. Back then, the focus was on accommodating the automobile, and in order to ensure cities were not abandoned completely cities took on suburban aspects to keep up with the trend. This meant tearing down neighborhoods to make way for highways and parking lots to ensure access for automobiles.

Both Appleton and Oshkosh attempted to harness the late 20<sup>th</sup> century trend of the shopping mall by building shopping centers directly in their downtown area to keep commerce alive. Annoyance with parking garages, difficulty of access, and allure of new suburban centers led to the demise of both projects. The two former shopping centers were converted to office space with some continued retail areas. Shamefully they were ahead of their time by developing these centers. As young people seek to live in an urban environment with services within walking distance, these shopping centers would likely be popular again.

As cities are accommodating a rebound of young people leaving behind the suburbs of their parents, people are finding that renovating a historic house downtown may be more beneficial than the house in the ‘burbs (Dunham-Jones & Williamson, 2009). This is driving up land values in cities that had seen a steady decline since the 1950s. Renewed investment in available property is changing the cityscape in neighborhoods where some do not wish that a change occur. In cities and suburban enclaves alike, opposition to change means staging protests and blocking building projects. Residents are in effect saying “not in my backyard” (Glaeser, 2011). With no end in sight for high fuel prices, young professionals will continue to come back to the cities where there are short commutes, public transportation, and services within walking distance. Collaboration with other cities will be necessary to understand what works and what does not.

Renewed urbanism doesn't just mean that people are abandoning the suburbs and leaving empty strip malls and tumbleweed blowing down the once-jammed highways. Suburbs are still growing, neighborhoods are still being built, and the appeal for a spacious house on a large lot is still there. The developing trend is to take into account the urban problems from the past and incorporate some aspects of urbanism by learning from them. Shopping centers are not built only for shopping; they include business areas as well as living space. This is a new twist of the shopping center, blending the traditional downtown with the traditional mall. New neighborhoods are making streets more walkable with sidewalks, community parks, and nearby services.

In times past, cities were built to be completely accessible by foot. As cities grew, trains and public transportation facilitated longer distances. Urban centers sprang up around transportation hubs. When the automobile gained prominence public transportation took the back burner and in many cases ceased to exist. As the need for public transportation is again increasing, cities are finding that they need to count on their regional partners to share the cost. "Inter-municipal cooperation has been a common form of production of public services in the United States for a long time. After direct public production, and privatization (contracting out), cooperation is the third most common form for producing public services" (Warner, 2004, p. 222).

Fox Valley Transit is a collaborative effort in the Fox Cities to provide residents in the various communities with public transportation. The program is operated as part of the city government of Appleton. Route options offer many stops in prominent areas of

many of the surrounding communities as well as a connector service between Neenah and Oshkosh which links the two transportation entities (See Appendix E).

### **Annexation: Method for Municipal Growth**

Cities are always looking for ways to build their tax base and provide their citizens with jobs, opportunities, and options for housing. One method is by planning ahead and looking to the future. Cities often create Comprehensive Economic Development Plans to foresee any obstacles that may obstruct their vision for growth and to plan how they would like to see their city grow. By planning ahead cities can acquire undeveloped land that could be used for future industrial parks, commercial centers, or residential neighborhoods. If a city fails to plan ahead they could find themselves landlocked without room to grow.

In 1999, Wisconsin enacted a law requiring that every local government adopt a comprehensive plan as defined by the statutes by 2010. This law requires communities to create a plan that protects natural resources, advances the use of public transportation, provides affordable housing that enhances the neighborhood, and revitalizes downtowns (State of Wisconsin, n.d.)). In order to grow in the direction that the comprehensive plan dictates, changes need to be made. This could mean that older, unused, or blighted areas need to be razed to build new, updated facilities. Tearing down buildings have many

implications. Historical structures, unmotivated citizens, and legal issues can cause a blockade to change in already-developed areas.

Annexation is the simplest method a city can use to grow. There two general categories of annexation; annexing developed property or annexing undeveloped property. By annexing developed property the city has less of an upfront cost to turn land into high-valued property. The cost of relationships with neighboring communities can be high when annexing developed land. If a neighboring community spent time and money building infrastructure to improve their property, they most definitely will not want to let their investment go.

By using a comprehensive plan a city can acquire undeveloped land for future use. This has less of a risk factor in regards to alienating neighbors. Undeveloped property within city limits gives a city room to expand when that need arrives. Cities often plan ahead by acquiring large tracts of land between developed neighborhoods or industrial districts.

### **Strip Annexation**

In order for a municipality to acquire certain property, or to block another municipality's growth plans, cities will often annex a highway or a small strip of properties to ensure the contiguity of a jurisdiction. Some states allow island annexation which gives jurisdictions the option to annex land that is not connected to the city. In

states that do not allow island annexation only connected, contiguous properties may be acquired. If there is an unfavorable community that the city doesn't wish to annex, the city may just annex a road in order to gain the favorable land. This is also a maneuver to undermine a neighboring jurisdiction's plans for growth. In states that only allow annexation of adjoining property, a city may poise themselves to block another community's growth by annexing a strip of property to ensure they are landlocked. Cities will also use this to ensure that the city has future room to grow without competition from other communities.

In the case of Chicago, undeveloped land was unavailable within current city limits while suburban neighborhoods and neighboring cities blocked access to any land big enough for an airport. Douglas Field, a military airport, stood outside of city limits and if the city wanted to reap the benefits of having a soon-to-be acclaimed international airport they needed to annex (Ancel & Siegel, 1958). The municipalities of Rosemont and Schiller Park which blocked Chicago from the potential airport were not interested in annexing into the city. To ensure the airport was within city limits, Chicago annexed the airport along with a strip of highway between the two jurisdictions to ensure the airport annexation was contiguous with the rest of the city's land area. This type of annexation is sometimes called shoestring annexation or flagpole annexation. These methods of acquiring new property are generally unpopular with neighboring communities.

## **Municipal Economics**

### **Financial Environment**

Local governments are not immune to the financial turmoil facing state governments and the federal government. The economic slowdown has affected all levels of government. Crippling deficits, unmanageable debt, and higher costs for services coupled with commitment to lower taxes to relieve some financial burden have thrown municipalities into financial crisis.

Municipalities have developed some imaginative strategies to cope with the economic downturn. “Intergovernmental cooperation may be defined as an arrangement between or among two or more local governments for achieving common goals, providing a service or solving a mutual problem”(Coon, 2011, p. 3). Smaller communities may find that competing for attention is difficult in order to attract business. Combining efforts with other neighboring communities can create a larger pool of funds compared to going it alone. A large corporation unfamiliar with the area may find it more appealing to expand their company in a combined area with a larger workforce versus a small town.

## **Municipal Cooperation**

In the United States, municipal governments are created to disseminate services in the way the local residents decide. Each municipality differs regarding how they chose to run their government. A majority of municipalities in the United States have fewer than 2500 residents which can make delivering services inefficient. “Rural governments are too small to enjoy economies of scale in service provision and they experience difficulty in attracting professional managers and in producing highly technical services. In urban areas, political fragmentation creates problems with regional coordination and inequity in the quality and quantity of public goods across the metropolitan region”(Warner, 2006, p. 222). An option to optimize the delivery of services is to cooperate between municipalities and share services.

In the past, municipalities operated their own services by running departments consisting of public employees. Garbage collection, snow plowing, and street cleaning were staffed by employees directly paid by collected taxes. “Alternatives available to local governments for service delivery include: contracting with private firms, using volunteer organizations or neighborhood groups; franchising; subsidizing direct-service providers; using donated labor; and negotiating intergovernmental cooperative agreements” (Coon, 2011, p. 3).

When municipalities contemplate combining services all factors need to be considered. What works in one region may not work in another. Some communities may have completely different municipal ordinances than the neighboring community which

would make combined services difficult. A small, independent city next to a large, dominant city would unlikely merge police services because the larger city may not provide the high level of attention per capita that a smaller police force may provide. Merging services takes compromise and a common goal.

Due to the economic downturn governments are blamed for loss of jobs. Citizens blame their local politicians when unemployment levels rise. Combining services can be seen as outsourcing jobs to other communities when the jobs are needed locally. Voters often disregard that the savings of combining services will help their pocketbooks in the long run.

Combining protective services in order to save funds is a tactic that is becoming more and more popular in local government. In urban multiple-municipality communities it may make complete sense to combine services where the borders of jurisdictions are nearly unrecognizable. “The use of cooperative agreements to provide services is one of the most useful alternatives available to local governments”(Coon, 2011, p. 3). In 1995, the villages of Kimberly and Little Chute chose to combine their police forces to form Fox Valley Metro Police. In 2011, the village of Combined Locks also joined the coalition of villages combining their police departments. This move helped save the three municipalities money and simplified jurisdiction disagreements between the neighboring communities.

## **Municipal Growth**

To the west of Kimberly and Little Chute lies Appleton, the Fox Cities' largest city. Appleton lies in three counties; Outagamie, Calumet, and Winnebago creating jurisdictional complexity. Besides Kimberly and Little Chute, Appleton's borders straddle only one other incorporated entity, the City of Menasha. This situation seems as though as if annexation should pose no threat to surrounding communities, but the Fox Cities are comprised of many unincorporated communities. The very urbanized Town of Grand Chute lies to the west of Appleton making it a prime annexation candidate. Residents in the town have decided not to join the city, but due to being unincorporated the town had to form boundary agreements with the city to hold on to its important tax base.

Even though it may seem the City of Appleton has plenty of room to grow, it is mainly landlocked by boundary agreements. This means it is more difficult for the city to add neighborhoods or expand industrial parks. By looking at a map of Appleton it is easy to see that the most feasible direction for growth is the northeast corridor towards the Town of Freedom. This area in Appleton is referred to as Apple Creek.

In recent times, especially during economic downturns, local officials are blamed for job losses. Building new factories may be the only option for growth for some companies who would rather customize their work space than buy already-established buildings. If there is no room to build this could mean the community would lose out on potential jobs. "More jobs are expected to bring many benefits: lower unemployment,

higher wages, greater property values, increased profits for local businesses, more tax revenues, and reelection for the politician who can take credit for these boons. Politicians usually emphasize most the benefit of providing jobs for the unemployed”(Bartik, 1991, p. 1).

### **Value of Local Economic Development Strategies**

Local government seems to take the brunt of the blame when unemployment is a problem. Fingers are pointed when businesses leave town or when a neighboring community is chosen for a new company. Local governments have the power to entice prospective businesses to set up shop in their community. Tax increment financing is used to sweeten the deal for job creators looking to expand. “Direct economic development policies assist businesses with cash, such as tax subsidies, for example, or with services, such as training individuals in how to develop a business plan for a new enterprise” (Bartik, 1991, p. 3). Communities can use industrial revenue bonds, property tax abatements, offer undeveloped land at below-market prices, facilitate the use of direct state loans for financing, or provide other tax relief to encourage growth. Other than tax relief, communities can offer potential businesses modernized infrastructure and quality school for families of workers. Local governments can play a significant role in private sector growth.

“Job creation is the primary goal for all direct economic development policies, traditional or new wave, from the perspective of politicians and voters.” (Bartik, 1991, p. 6)

Gone are the days when a region’s industry was centered on its local natural resources. The reason the Fox Valley once was a dominant paper-making force was due to the large amount of local timber and accessible waterways. With advances in transportation and shipping, local resources became less necessary and industry moved to where it made the most financial sense. Cities and villages took on the task of attracting businesses to produce jobs and generate a steady tax base. Without local jobs, residents are prone to pick up and leave to find better opportunities. With the advent of air conditioning, factories were able to expand to the southern states where heavy machinery paired with intense heat would make working conditions unbearable in the past. Globalization has also shipped many factories and jobs overseas where labor is less expensive. Northern cities like Appleton know they need to compete with many factors to attract employers.

### **Attracting a Quality Workforce**

Local universities can be an attracting feature for potential job creators. Having easy access to a trained workforce may be a driving force for a company. Businesses can create a partnership with local universities to offer programs that will help train future employees (Edens & Gilsinan, 2005). Local governments have a role in facilitating this

approach. Hiring the ideal workforce straight from the area is ideal to avoid costly recruiting efforts.

In the Fox Cities much of the workforce is trained locally. Fox Valley Technical College (FVTC) has many locations throughout the area with the main campus in Appleton. FVTC trains students with the skills necessary to compete in the workforce by maintaining a strong relationship with local employers. University of Wisconsin Fox Valley in Menasha is a two-year community college which continues to expand to meet the needs of employers. To the south, University of Wisconsin Oshkosh attracts many students from around the state as well as nationally and internationally. Many students who graduate from UW Oshkosh find employment in the Fox Cities. Lawrence University in Appleton is a small liberal arts school which attracts students from around the globe. It is vital that communities offer higher education to their workforce in order to remain competitive. Because not all communities can offer a local college they must work together for a common goal (Berdahl, 2009).

Creating attractive, safe, and well planned neighborhoods help to improve life while establishing public goods. Public goods cannot exclude people or be offered at an imbalance from one person to the next. Public goods include clean air, national defense, or a fireworks display. These are things that are available to everyone within an area regardless of their socioeconomic situation. Parks, well maintained infrastructure, low crime, quality education, low unemployment rate, and helpful services are all qualities

that attract citizens to an area. Companies looking to expand or build in an area look at these qualities to ensure they will have a steady workforce.

### **Regional Economic Cooperation**

A popular service to share over a metropolitan region is an economic development council. Metropolitan areas can pool resources together to attract businesses and talented professionals to their area. With the ease of transportation and a vast array of options to move workers from one point to another, cities realize that employees may choose to live in the neighboring community even though their employer is located within another jurisdiction.

Due to the relatively small size of the individual municipalities in the Fox Cities, regionalism may make sense. “Metropolitan areas, or states, can legitimately be thought of as economic regions, because they have quasi-independent labor and housing markets. The trend in local economic development policy is towards metropolitan cooperation. In addition, states are increasingly prominent in organizing and financing economic development policy at all levels of government,” (Bartik, 1991, p. 3).

Not all company employees in a city will be living in that city. The closure of a major employer has reverberating effects across the entire region. When the NewPage Mill in Kimberly closed its doors and laid off its employees, all communities felt the effect. The NewPage site was the location of several paper manufacturers since the late

1800s. After steady growth for nearly 100 years on the 98-acre site, globalism soon took down one of the Fox Cities' major paper producers. In a village of nearly 6,500 residents, the mill which employed close to 400 workers was a chief facet of Kimberly's society.

With the closure of the NewPage mill, Kimberly needs to look to the future. Will independent, fractional thinking be the best choice for the future, or should they work with their neighbors to better the region as a whole? Acquiring a large-scale factory employing hundreds of workers is unlikely again in a small community like Kimberly. Village officials realize that. They are attempting to cut their losses and use the former factory site for progress by building a multi-use town center-style neighborhood (See Appendix D).

The Fox Cities Regional Partnership and the Fox Cities Chamber of Commerce are organizations that have been developed to market the region as a whole versus every city for itself (See Appendix F) . The Fox Cities came to the realization that all of the connecting communities make up a metro region as whole and it would benefit them to work together. These ventures are public-private cooperatives to attract interest for businesses and potential jobs.

## **Municipal Woes**

### **Municipal Incorporation**

Incorporating into a separate municipality can have its many benefits. Citizens in the newly formed community can decide how they want their services delivered and how they want public funds spent. “Studies by urban scholars have revealed that new cities (those incorporated in the second half of the 20th century) are often created to provide public services, have social and/or economic exclusionary ambitions, or are developed as tax havens for the wealthy. Likewise, many of these same studies also suggest that cities incorporate to protect themselves from the threat of annexation” (Smith 2011, p. 422).

Urban development in the United States has seen its booms and busts accompanying a diversity of phases. As cities continue to grow, Americans take into account lessons learned from the past and focus on what will work best for the future. Through the flight to the suburbs in the mid-1900s to the burst of the housing bubble in 2008 to the reemergence of urban centers, America’s cityscape is ever changing.

Municipal incorporation is governed by many laws and regulations; each state has its own criteria. In Wisconsin, a petition must be circulated to gain interest for incorporating a community. Fifty or more people are needed to sign a petition for a community with a population over 300, 25 or more signatures for 300 or less. An incorporation review board discusses the details necessary for a community to move

forward with incorporation (WI Dept of Admin, n.d.). After all documentation is provided and certain standards are met, the process moves to a referendum. The citizens of the designated area then decide whether they wish to remain unincorporated or become a city or village, depending on the population and several standards. If the referendum passes, the results are forwarded on to the secretary of state. Then, the process moves on to determining the details on how the new municipality will govern itself which can all be rejected by the state.

Recently, on the southeast corner of the City of Appleton the Town of Harrison developed an area designated for an industrial park. Near the area a large shopping center rich in potential tax revenue was developed. The City of Appleton moved to annex this property from the Town of Harrison causing a stir among residents and officials. This move was the main cause for the town to decide to incorporate into a village to block any further attempts of annexation.

“Annexation, the process of bringing land from one jurisdiction to another is the means by which municipalities physically expand in the United States. The process of annexation is implemented through procedures at the local level and authorized by general state enabling legislation” (Edwards, 2011, p. 1). Annexing property is not an easy task for cities. Many codes and statutes govern the process of municipal annexation. Each state has different policies governing how cities may expand their borders. Some states require that only contiguous land may be annexed where others allow islands of property dotting the perimeter outside the city.

Creating a new city can create yet one more layer of government in an already governmentally crowded metropolitan region. Cities are teaming up with neighboring jurisdictions to share services and promote their region as a whole more than ever before, creating another separate municipality may not make any sense. Between 1990 and 2008, 396 new municipalities incorporated in the United States (United States Census, 2012). These new communities had a combined population of more than 1.7 million, changing both the political culture of regions and the urban morphology of metropolitan areas (Smith, 2011).

“Given strong assumptions regarding resident mobility, fiscal and zoning structures, and sufficient numbers of service providers, residents sort into groups that are relatively more homogenous with regard to preferred tax and service levels and thus require less internal political compromise. Local governments provide public services that are Pareto efficient, meaning that no residents can improve their lot by moving” (Rubinfeld, 1987, p. 571). In Pareto efficiency, the theory suggests that in order to make someone better off, another is made worse off. If poorer citizens begin to receive welfare assistance, the money used is collected from other citizens through taxes making them worse off. According to the theory, allocating any type of goods, not necessarily money, in one direction will result in a loss to another. There is no method for creating a gain for all sides.

The reasons to incorporate can be vast, but the main motivation to become an independent jurisdiction is money. Deciding how money will be allocated and how it will

be collected are the driving forces which cause residents to decide to incorporate.

Annexation is a large threat to unincorporated areas. These communities depend on the tax revenue that is slowly being chipped away by neighboring cities who continue to annex their tax base.

Unincorporated communities tend to have large areas of undeveloped land gleaming with potential for cities which lack space within city limits for growth. These large plots of land could be used for industrial parks and commercial development, rich with tax revenue. Unincorporated towns lack the organizational structure and funding to recruit and attract businesses and industry on their own. Cities see this as an opportunity to expand their borders and take advantage of the situation. The only methods to protect an unincorporated community's tax base are to either establish a border agreement with the neighboring communities or incorporate into a separate entity. Establishing a border agreement can be a tricky solution to protecting an unincorporated community's tax base. The neighboring communities need to see a benefit to their city by consenting to such an agreement, otherwise they will see no need to comply. The agreements sometimes are decided by lawsuits.

### **The Impact of Municipal Incorporation on Existing Neighborhoods**

Neighborhoods and housing tracts spring up in various localities in and around cities. Some of these communities eventually become part of the larger city, some remain

unincorporated, and others decide to incorporate as their own entity. Many factors need to be weighed by community members when deciding on which option to choose. The benefits of joining the neighboring city can be better access to already-established services within the city which can be more cost effective than going on alone. The larger city may have national name recognition that will attract businesses and talented individuals to the area which would be more difficult had they stayed independent.

Remaining unincorporated also has its benefits. Unincorporated townships normally use county or township services which can be less expensive, but rather low ranging. Communities that decide to remain unincorporated decide to be governed by a larger entity such as the county rather than a local government. The motivation not to incorporate is normally fiscal reasons to avoid being taxed at the rate of the neighboring community. Large-scale unincorporated communities are rarely off on their own, far away from larger cities. They are mostly located on the outskirts of villages and towns. Many small communities consisting of only a few houses or businesses located far into the countryside remain unincorporated. These communities share a collective social individuality without the benefit of being organized municipally or having an official political title. In the United States, many states grant home rule to counties which allows the county government to act in the same way as a village or city. Home rule gives authority to unincorporated communities, cities, and counties to make decisions on the local level which would otherwise be decided in state legislatures.

## **Deed Restricted Subdivisions**

Many communities and neighborhoods throw around the idea of incorporating into their own entity or breaking away from the larger municipality to form a new village or city. This could be because the residents do not approve of the government operations of the neighboring or current community. Some neighborhoods operate their own type of controls which are considered deed restricted subdivisions. Deed restricted subdivisions (DRSs) are any group of residential lots that are legally bound to a contract, often called a covenant or deed restriction, which is tied to the land (Ellickson, 1982). DRSs, or sometimes also called restricted covenants, limit how homeowners can use their property and the limitations on what can be built upon the property. These DRSs act in a way relative to a municipality. Fees are charged through homeowners associations which use the funding to provide security and services similar to local governments. Home owners associations are unique from DRSs in that they are only associated with homeowners. DRSs can bind any group parcels, whether they are apartment buildings, condominiums, or single-family homes. “They have been called private governments because of their ability to regulate some household decisions and raise taxes over a geographic area. DRSs legally resemble a combination of special district (i.e., school district) and nonprofit corporation, where DRSs combine the geographic element with the legal status of a corporation” (Rogers, 2010, p. 91).

Deed restricted subdivisions define property rights clearly before homes are built or before residents occupy them. This is an efficient method used to ensure all properties

and homes remain at a high set standard. Simple projects such as building a fence or a tool shed can be against neighborhood ordinances to ensure that each home has an unobstructed view. DRSs have the ability to collect funds to finance such things as roads and sidewalks as well as pools and community clubhouses.

The question often arises whether these neighborhoods governed by DRSs even need to incorporate into their own municipality or annex their properties into another. Having both the DRS ordinances and a municipal government can be seen as overlapping and unnecessary. “The rise of simple DRSs in suburban municipalities and extensive city-like DRSs has generated an important debate about the mechanics of spatial governance, which may eventually lead to fundamental reform of municipalities and regional governments. At the heart of this debate rests the relationship between DRS and municipal governments” (Rogers, 2010, p. 91). The question remains whether are DRSs and municipalities are complimentary or overlapping.

Zoning ordinances are created to differentiate land use areas and impact both supply and demand of property. Land-use ordinances may reduce available land for potential growth to ensure higher property values or to limit growth. Zoning ordinances can be enacted and enforced by both municipalities and DRSs. Land-use zones are created to ensure industrial areas are separated from residential and commercial property. “Given the wide theoretical variety of regulation/price outcomes, it should come as no surprise that the current body of empirical work is unable to demonstrate a strong connection between regulation and housing prices” (Rogers, 2010, p. 93). As much as

Americans blame the government for the ups and downs of the housing market, their hand in the situation is rather insignificant.

### **Neighborhoods Incorporating as a Separate Municipality**

When neighborhoods grow outside of city boundaries, residents have a choice to make; annex into the established city, remain unincorporated, or incorporate into an independent municipality of its own. “Municipal incorporation is the legal process established by state statutes through which a new city is created” (Smith 2011, p. 424). Incorporating ensures that parcels of land valuable to the town or county for a tax base are not portioned off into neighboring cities. The new municipality is able to safeguard its land area by establishing its own borders. The incorporation of a new municipality can have dramatic impacts on the urban and political geography of the United States. New cities result in new public service offerings, taxes, zoning regulations elected boards/commissions, and additional competition for limited governmental resources (Smith, 2011). When new municipalities are formed outside of other cities, it can create further fragmentation. The idea to break off and start another jurisdiction can be contagious. Not every citizen in a city is going to be happy with how their government serves them.

Other reasons communities decide to incorporate are to ensure a wealthy area stays wealthy, and their money is kept within a desired area. This again is a reason to

incorporate due to money. Poorer communities rarely decide to break away and become their own entity to distance themselves from wealth; far and wide the opposite is true. Keeping taxes low is generally the main reason not to incorporate, but incorporating may be a necessary endeavor a community may need to take in order to ensure wealth remains in the community. Local governments are being created to protect communities from annexation efforts initiated by existing municipalities. According to Burns' research, local government formation in America has taken on new characteristics. Local governments are being created to protect private interests, foster racial segregation, keep taxes low, and protect communities from annexation efforts initiated by existing municipalities (Burns, 1994).

Research examining the impact of annexation activity on the financial wellbeing of municipalities has been of particular interest to urban scholars in the last twenty years. Rusk's (2003) study revealed the importance of annexation on the fiscal health of existing municipalities. He stated that municipalities that are able to grow (elastic) their city limits will be better able to capture fleeing tax revenue. Inelastic municipalities will not have as great a chance to grow their population or tax revenues due to suburbanization and growth on the fringes of cities. Rusk believed annexation was an important tool for extending public services into unincorporated areas (Rusk, 2003).

On Appleton's north side, the affluent community of Apple Creek has developed in recent years. This collection of neighborhoods sits on gently rolling land stretching into the Town of Freedom. As developers began to build affluent homes priced upwards

of a million dollars, the City of Appleton set sights to ensure this neighborhood was within city limits. Appleton now lies within three counties and has acquired property in four surrounding towns; Grand Chute, Menasha, Harrison, and Freedom. Some members of the Apple Creek community are contemplating breaking off from Appleton and incorporating as their own community to ensure the upper crust nature of the neighborhood.

### **Municipal Competition**

In February, 2013 the Town of Harrison in Calumet County, came to the ballot box to decide whether their town should incorporate as a village. The Cities of Appleton, Menasha, and now recently, Kaukauna have been slowly annexing properties piece by piece in the Town of Harrison. Large commercial areas which created booming tax revenues with large retail stores and shopping areas were sectioned off from the town by the City of Appleton. Property owners sold vast plots of industrial land to the city to create industrial parks. Menasha and Kaukauna picked away at neighborhoods and snatched land to expand their borders. The town had enough and needed to take measures to protect their tax base as well as their identity.

An area commonly known as Darboy consisted of the Towns of Buchanan and Harrison west of Appleton. The area of Darboy had seen significant growth from the 1990s up until the housing boom of 2008. Most of the newly established neighborhoods

were formally agricultural land. Despite the substantial growth in the area, both towns decided to remain independent and unincorporated. Buchanan being in Outagamie County and Harrison in Calumet County made the idea of incorporating as one community difficult. Buchanan experienced several efforts to annex property to neighboring communities to the north such as Kimberly, Combined Locks, and Kaukauna. Kaukauna annexed properties so far south that it even extended its borders into Calumet County which is raising concerns and is experiencing backlash from the Town of Harrison.

In winter of 2013, the residents of the Town of Harrison went to the ballot box to decide whether they should remain an unincorporated community or become a village. Hearings were held around the community to inform citizens about the reasons to incorporate and how the changes would affect them. The main reason was to halt the outward expansion of the Cities of Appleton and Menasha into the town's tax base. Creating definite borders by incorporating as a village would protect their assets and ensure future expansion from neighboring communities would not swallow any of Harrison's high-valued land.

Initially the plan was to incorporate only the urban areas of the town which hug up against the borders of Appleton and Menasha. The proposal passed with a large percentage to incorporate as a village and the result was certified in March. Calumet County and State of Wisconsin officials approved of the new measure. The newly formed village still has to decide if they would like to keep the name Harrison or chose Darboy

or something else. Officials in the new village invited their neighbors to the north to include themselves in the plan, but officials in Buchanan decided that joining the new village was not in their best interest at the time.

During the same period of time that Harrison residents were deciding how to move independently forward in the future, the Fox Cities Regional Partnership created an offshoot group to market Appleton independently. Realizing that the Fox Cities name was not recognized nationally, the organization decided to use the Appleton name to draw interest to the region. By this move, competition will ultimately result in cooperation.

## Conclusion

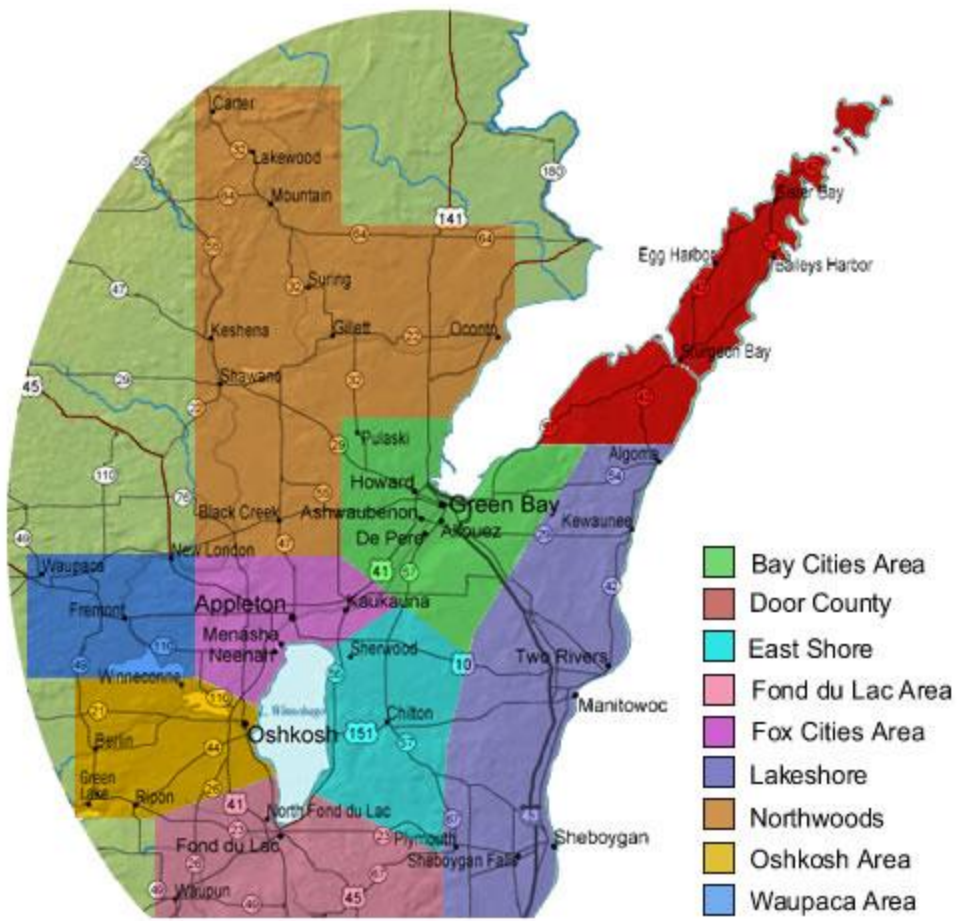
The economic climate of the future remains uncertain as we try to understand which policies will work best. Cities continue to change and are learning from past mistakes. Moving from walkable cities built for people, to cities built for cars in the middle of the last century created a concrete jungle of highways and parking lots in our cities. Blending together both aspects may be necessary in order to make cities livable. Rolling back some past efforts in order to create more livable cities will take time, effort, and money which is tight.

Comprehensive plans are a way for cities to plan for the future. Common concerns among citizens are safety, affordability, and accessibility. Plans are beginning to reflect these needs. Transportation remains an issue with cities. Former passenger rail networks have been turned into recreation trails or simply abandoned. Will cities continue to build around the needs of the automobile or will more public transportation options be the wave of the future? Cities like Appleton are forecasting the possibility of future rail transport to move passengers throughout the region encouraging drivers to leave their cars at home. National passenger rail plans intend to extend service through the Fox Valley, so cities are trying to ensure they are ready for the change. Whether this plan will come to fruition is uncertain.

Annexation will continue to be an issue with smaller unorganized communities. Appleton and other municipalities will continue to grow in order to ensure a developing tax base. It is a fine line to walk when dealing with neighboring communities who are working together to grow the region as a whole. The risk of alienation always runs high in this circumstance. Proper planning will always be key to determining the direction of growth in a jurisdiction.

APPENDIX A

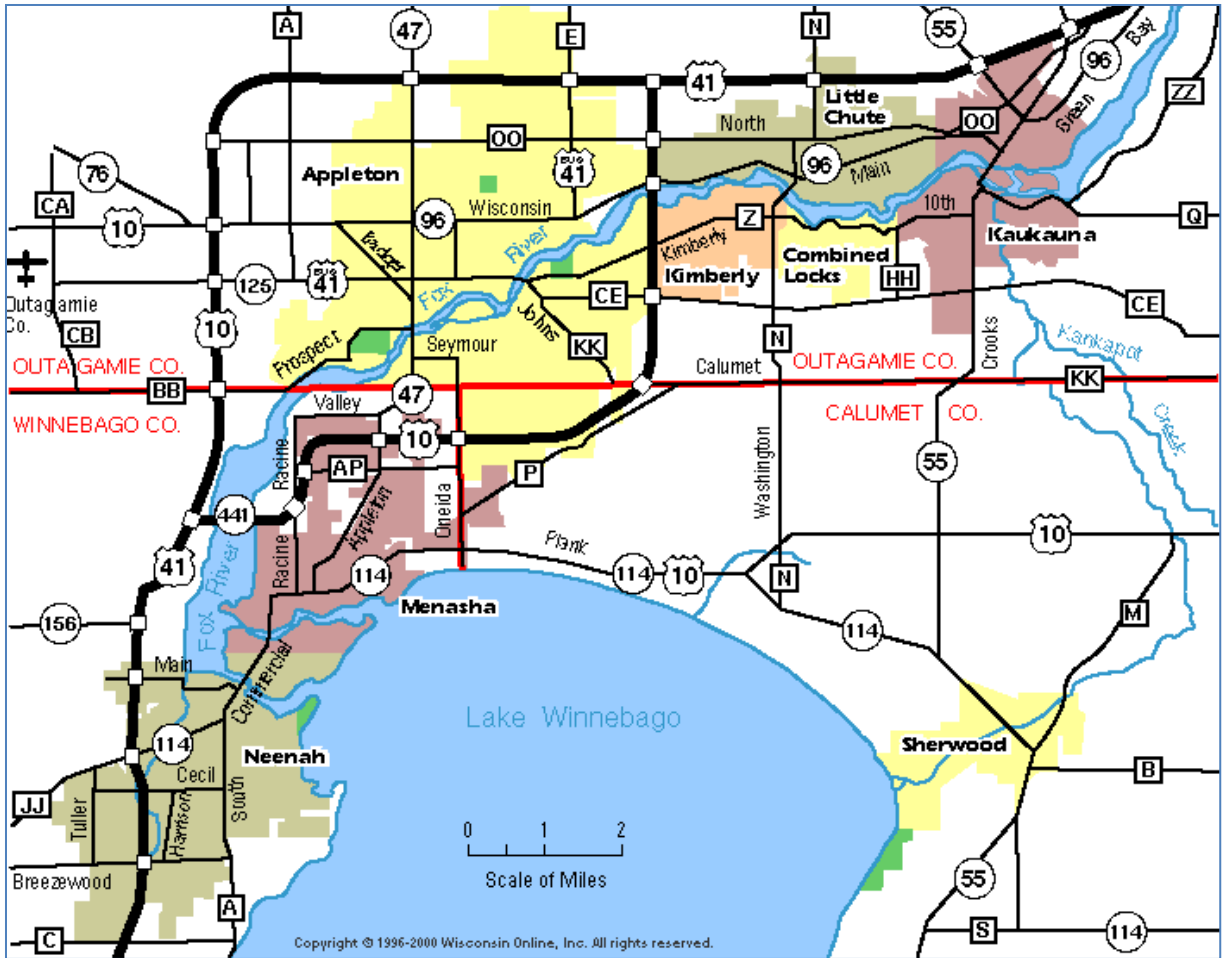
Northeast Wisconsin Region



Source: [www.foxcitiesevents.com](http://www.foxcitiesevents.com)

APPENDIX B

Fox Cities, Wisconsin



Source: www.wisconsinonline.com

APPENDIX C

City of Appleton Map



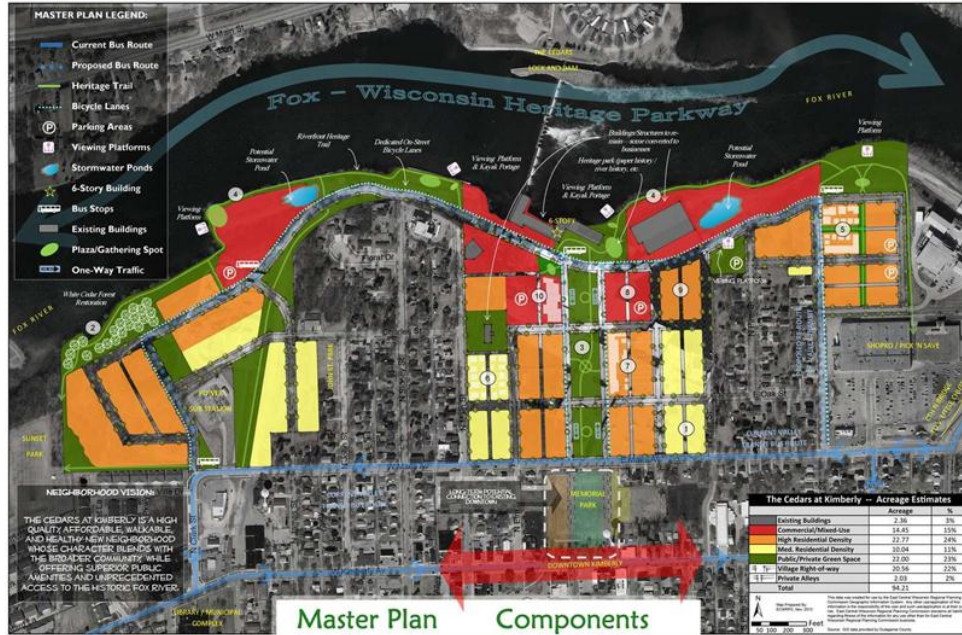
APPENDIX D

The Cedars, NewPage Redevelopment Plan, Kimberly



**KIMBERLY MILL SITE RE-DEVELOPMENT MASTER PLAN CONCEPT**

DRAFT – 11.14.13



**Working with Nature First!**

The Cedars at Kimberly is committed to utilizing green infrastructure and Low Impact Development (LID) techniques (also known as Green Infrastructure) to reduce the amount of stormwater runoff flows and hence protect the water quality of the Fox River. This also creates less stormwater to manage with expensive traditional infrastructure. Techniques proposed in the Master Plan will also enhance landscape resiliency and urban habitat opportunities. Such items include:

- Narrower streets (less pavement = less runoff);
- Bioretention and mulched infiltration devices set within the street rights-of-way;
- Native trees & landscaping / incorporation of green roofs;
- Rain gardens on public and private properties with management/maintenance plans;
- White cedar forest restoration area pay homage to the site's natural heritage.

**A "Walkable" Community**

The Cedars at Kimberly provides new and existing area residents opportunities to reduce their reliance on vehicular use for "everyday" trips. A rigid grid system connects with the existing streets in a seamless fashion thereby offering a high degree of connectivity to various activity nodes which are in close proximity (i.e. Sunset Park, Shopko, Pub-in-Save, Library, Schools, Downtown, etc.). The Cedars at Kimberly is planned to be a "walkable" and "healthy" neighborhood from the onset!

- Sidewalks on ALL streets w/ some mid-block pass-throughs, most destinations w/in 10 minute walk;
- Dedicated bike lanes and multi-use paths;
- Proposed links to Valley Transit / public transit stops w/in 10 minute walk;

**Quality Spaces for People**

Plenty of opportunities will exist at The Cedars to get outdoors. A variety of open spaces, gathering areas, and sitting areas will be connected through a series of multi-use paths, sidewalks and on-street bike lanes.

- Active parks with play equipment;
- Passive central boulevard parkway / community gathering spaces;
- Riverfront heritage parkway. Connection to Fox-Wisconsin Heritage Parkway, viewing areas, kayak portages and historical monuments/artifacts;
- Connection to Sunset Park (trail access);
- "Pocket Parks" and "throughways" w/amenities.

**Homes, Not Houses**

A variety of single family homes will be available at The Cedars that evoke quality, style, comfort and affordability. Varied lot sizes, detached garages with additional living space, and low maintenance landscaping features that work in harmony with nature all contribute to an enjoyable living experience:

- Venue home styles (classic designs with modern, functional layouts);
- Garages set back from front of house / alley access;
- Separate "Granny Flats" allowed above garage;
- Front porches to encourage civic engagement;

**Livability Options Abound**

Age in place at The Cedars! A variety of homestyles, sizes and ownership options will exist in order to attract residents of all ages. Think of having your housing needs met throughout your lifetime!

- 2-3 Story townhomes, courtyard apartments and condominium sites;
- Cottage communities and independent/assisted living facilities;
- "Granny Flats" and above garage studio apartments;
- Alley garages or underground parking.

**A New Hub of Riverfront Activity**

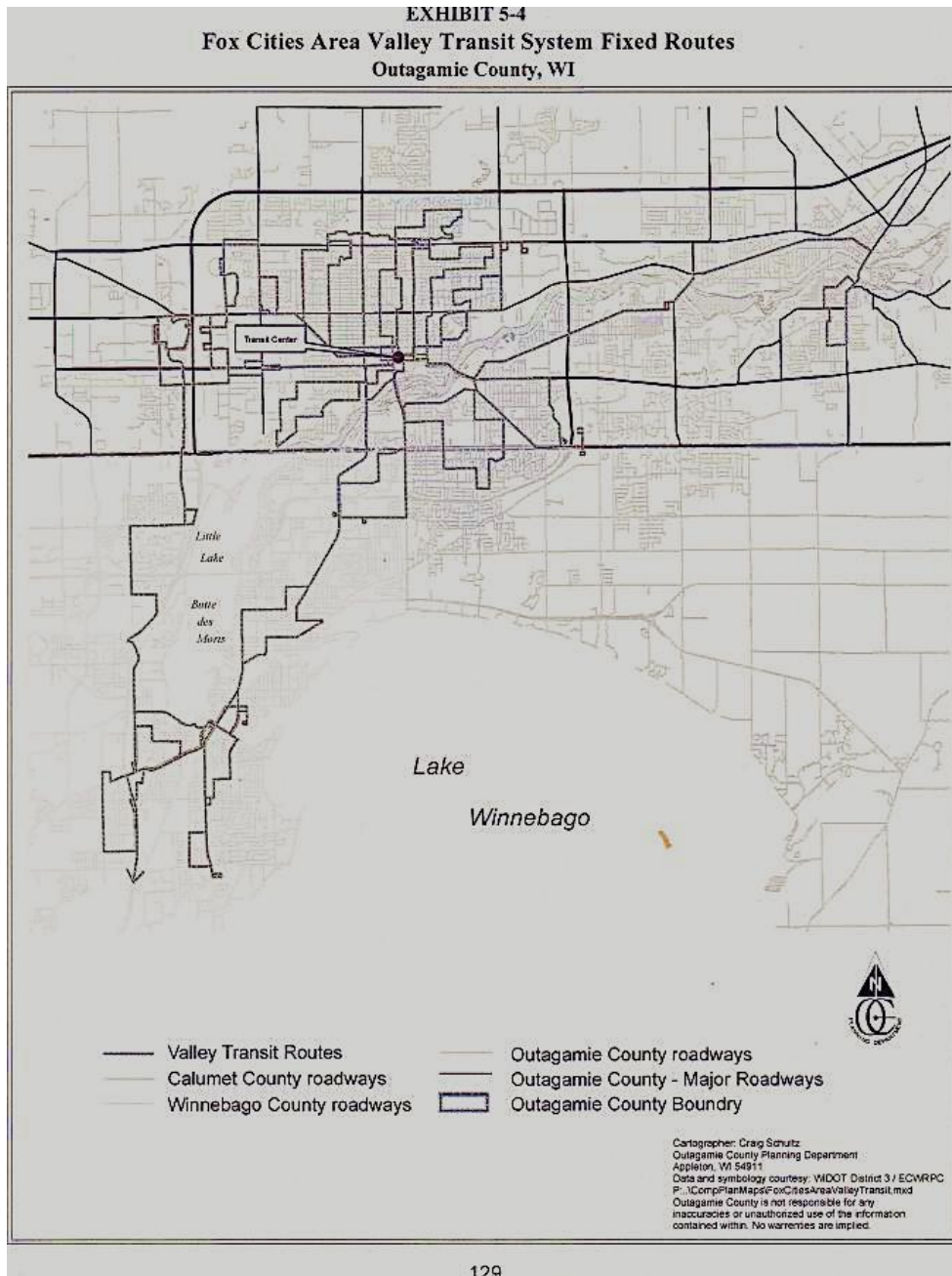
The Cedars at Kimberly creates a focus for neighborhood activity—a new retail/office hub like no other with river access and the charm of re-used historic buildings. Long-term connections to the downtown will ensure vibrancy for the entire community.

- Destination uses, neighborhood services and professional offices (3-4 stories) with live/work, workforce, and loft apartments;
- Shallow setbacks, inviting buildings & storefronts, public gathering places & pedestrian accommodations; streetscaping & public art;
- Parking in rear / underground / ramps; alley access for deliveries.

Source: Stadtmueller & Associates, Village of Kimberly

APPENDIX E

Valley Transit Route Map



Source: City of Appleton

APPENDIX F

Partner Organizations Working Within the Fox Cities Region

These organizations work together with the communities of the Fox Cities Regional Partnership to promote business and industry growth in the region.

- **East Central Wisconsin Regional Planning Commission**
- **Fox Cities Chamber of Commerce & Industry**
- **Fox Cities Convention and Visitors Bureau**
- **Fox Cities Economic Development Partnership (FCEDP)**
- **Fox Valley Workforce Development Board (FVWDB)**
- **Fox Valley Technical College**
- **University of Wisconsin Extension-Outagamie County and University of Wisconsin**
- **Extension-Winnebago County**
- **Kaukauna Utilities**
- **The New North New North, Inc.**
- **We Energies**
- **Wisconsin Economic Development Corporation (WEDC)**
- **Wisconsin Public Power Energy**

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