

Town of Ledgeview



Comprehensive Plan

Adopted July 20, 2004
Amended December 22, 2009

Town of Ledgerview Comprehensive Plan

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Amended December 22, 2009**

**Prepared by the
Brown County Planning Commission**

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Adoption Date: July 20, 2004, Amended December 22, 2009

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A special thanks to the Town of Ledgeview support staff for helping the Town of Ledgeview with the 2009 update to the comprehensive plan.

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ORDINANCE NO. 2004-007

**AN ORDINANCE TO ADOPT THE TOWN OF LEDGEVIEW
COMPREHENSIVE PLAN**

The Town Board of the Town of Ledgeview, Brown County, Wisconsin, does ordain as follows:

Section 1. Pursuant to Section 62.23(2)(3) of the Wisconsin Statutes, the Town of Ledgeview is authorized to prepare and adopt a comprehensive plan as defined in Section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Section 2. The Town Board of the Town of Ledgeview, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by Section 66.1001(4)(a) of the Wisconsin Statutes.

Section 3. The Zoning and Planning Committee, by a unanimous vote of the committee as recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the document entitled "Town of Ledgeview Comprehensive Plan," which contains all of the elements specified in Section 66.1001(2) of the Wisconsin Statutes.

Section 4. The Town of Ledgeview has held at least one public hearing on this ordinance in compliance with the requirements of Section 66.1001(4)(d) of the Wisconsin Statutes.

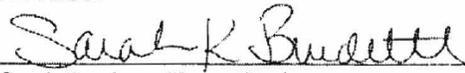
Section 5. The Town Board of the Town of Ledgeview, Wisconsin, does by enactment of this ordinance formally adopt the document entitled "Town of Ledgeview Comprehensive Plan" pursuant to Section 66.1001(4)(c) of the Wisconsin Statutes.

Section 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and upon publication required by law.

Adopted this 20th day of July, 2004.

By: 
Jeffrey J. Van Straten, Chairperson
Town of Ledgeview

ATTEST:


Sarah Burdette, Town Clerk
Town of Ledgeview

Vote:
Yes: 5 Adopted: 7-20-04
No: 0 Published: 7-23-04

CHAPTER 1

Issues and Opportunities

Introduction

The Town of Ledgeview Comprehensive Plan is a component of a multi-jurisdictional planning effort with Brown County, the City of De Pere, the Villages of Allouez and Wrightstown, and the Village of Suamico. Funding for a large portion of the plan was provided by the Wisconsin Department of Administration–Office of Land Information Services (OLIS) Comprehensive Planning Grant Program. The intent of this multi-jurisdictional effort is to promote coordinated and consistent planning across governmental boundaries and through governmental layers.

The Town of Ledgeview is located in central Brown County adjacent to the Village of Bellevue to the north, Town of Eaton to the east, Town of Glenmore to the south, Fox River to the west, and Town of Rockland to the southwest. Additionally, there is a peninsula of land that is also a part of Ledgeview along the east side of the Fox River separated by the City of De Pere.

The Town has a relatively dense development pattern in the far western part of the Town adjacent to the City of De Pere, with an increasingly suburban to rural development pattern as one continues to the east characterized by large single-family homes and active farming operations. The defining natural characteristic of the Town is the Niagara Escarpment, often referred to as “the ledge,” running in a southwesterly to northeasterly direction through the center of the Town. The areas around the escarpment are rapidly being developed by large single-family homes.

Purpose and Intent

A comprehensive plan is an official public document adopted by ordinance by the local government that sets forth its major policies concerning the future physical development of the community. The primary purposes of this plan are to generate goals for attaining a desirable development pattern, devise strategies and recommendations the Town can follow to achieve its desired development pattern, and meet the requirements of the State of Wisconsin Comprehensive Planning Law. It is intended that the recommendations reflect the 14 local comprehensive planning goals prescribed in state statute and listed in this section.

1. Promotion of the redevelopment of lands with existing infrastructures and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial areas.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
6. Preservation of cultural, historic, and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.

9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

The Town of Ledgeview Comprehensive Plan is adopted as an ordinance and should be used by Town officials when revising and administering its zoning and other ordinances. The plan should be the basis for siting future developments and extending public services. The plan is designed to be a guiding vision so that there is a consistent policy to follow and a clear goal for the future for the residents of the Town of Ledgeview.

Comprehensive Planning Process

The most recent comprehensive plan for the Town of Ledgeview was adopted in 2000. Although the plan was developed relatively recently, Town leaders decided to work with Brown County to take advantage of the State of Wisconsin Department of Administration Comprehensive Planning Grant program to develop a new plan that would conform to the requirements of the Comprehensive Planning Law and better reflect Town residents' vision of how Ledgeview should develop over the next 20 years.

As administrator of the Comprehensive Planning Grant, the Brown County Planning Commission (BCPC) was contracted with to provide professional planning assistance. Staff from BCPC prepared the background information and the recommendations of this plan based upon the consensus opinions of the citizens advisory committee, town-wide visioning session, survey, and the Comprehensive Planning Law. The planning process involved one and one-half years of work and about 20 public meetings of the citizens advisory committee.

This document is comprised of nine parts that reflect the requirements in the Comprehensive Planning Law: Issues and Opportunities; Housing; Transportation; Utilities and Community Facilities; Cultural, Natural, and Agricultural Resources; Economic Development; Intergovernmental Cooperation; Land Use; and Implementation. Although all of these chapters have their own goals, objectives, and recommendations, the elements are all interrelated, and, therefore, the goals, objectives, and recommendations are also. This plan was developed with the interrelationships of the elements in mind.

The future land use plan contained within the Land Use Chapter of the comprehensive plan provides the vision of how the Town of Ledgeview can look 20 years from now. There are recommendations regarding the location, density, and design of future development, and these recommendations are the cornerstone of the overall plan. The future land use plan is the composite of the goals, objectives, and recommendations contained in all of the chapters.

The final part of the plan involves implementing the recommendations. A comprehensive plan is only effective when it is actually used. This includes both using the plan on a routine basis when

making policy and administrative decisions and when creating and revising municipal ordinances, such as the zoning ordinance, to control and guide development consistent with the plan.

It is important to note that this document is not the end of the planning process. For the Town of Ledgeview to succeed in achieving its vision for the future, planning must be a continual, ongoing exercise. Just as this plan replaces the 2000 Town of Ledgeview Comprehensive Plan, planning within the Town must continue to evolve to reflect new trends and concepts.

Community Goals and Objectives

A major element of the comprehensive planning process is the identification of a community mission statement, as well as development of goals and objectives. This identification is often difficult because values held by citizens are highly elusive and complex. People vary widely in their choice of values and the degree to which they will accept or tolerate differing attitudes.

In order to identify the Town's priorities for community development, as well as key issues and concerns to be addressed, the Brown County Planning Commission facilitated a public visioning session, which utilized the nominal group method, on June 26, 2003, at De Pere Middle School. The results from the visioning session were then mailed to a representative sample of Ledgeview property owners to develop a ranking of the top issues within the Town. The following list identifies the top issues resulting from the visioning session and survey:

Rank

1. Maintain reliable fire and rescue services.
2. Maintain the tidy appearances of homes and businesses.
3. Improve communication between the Town Board and the Town's citizens and sanitary district (concerning future water and sewer installation, etc.).
4. Maintain the Town's natural aesthetics and wildlife corridors (Niagara Escarpment, etc.) and encourage the use of development techniques that preserve these features.
5. Preserve the Town's country (rural) atmosphere.
6. Maintain the high quality of the school system.
7. Promote orderly residential and commercial growth.
8. Conduct open Town meetings and schedule meeting times that are convenient for citizen participation and attendance.
9. To ensure better onsite management for multifamily buildings, the Town should limit the total number of multifamily units to 20 percent of the Town's total housing units.
10. Offer public input meetings to review/comment on the plan.

The nominal group session, input from the citizens advisory committee, the State of Wisconsin Comprehensive Planning Law, and sound planning principles formed the basis for the development of the goals and objectives of the plan.

Goals and objectives each have a distinct and different purpose within the planning process. Goals describe desired situations toward which planning efforts should be directed. They are broad and long-range. They represent an end to be sought; although, they may never actually be fully attained. Objectives describe more specific purposes, which should be sought in order to advance toward the achievement of the overall goals. The third part of the planning process – policies and programs – is discussed in each chapter specific to that comprehensive plan element.

The comprehensive plan and future development of the Town is based on the following goals and objectives.

Land Use Goal

To manage the future growth and land uses within the Town to ensure orderly, balanced development that maintains or improves quality of life, maximizes the efficient provision of services, and promotes developments that integrate mixed land uses and a variety of transportation choices.

Objectives

1. Identify future growth areas for five-year increments based on projected growth rates and the ability to efficiently provide services.
2. Promote additional commercial and industrial development but seek to retain the existing overall balance between residential and nonresidential land uses.
3. Strive for a compact, efficient land use pattern by promoting the development of existing vacant and underutilized lots that are located within areas that are served by sewers.
4. Identify and reserve appropriate areas for future industrial and commercial expansion and seek ways to integrate these uses with nearby residential, retail, and agricultural uses.
5. Ensure the compatibility of adjoining land uses for both existing and future development.
6. Create an architectural control committee that oversees the development and implementation of multifamily, commercial, and industrial design standards.
7. Promote traditional neighborhood design (TND) as a viable mixed-use development option in the urban portion of the Town by mixing a variety of commercial and residential uses and emphasizing people rather than cars.
8. Discourage strip commercial development in favor of clustering commercial activities at designated nodes or selected locations that can service nearby neighborhoods.
9. Promote conservation by design developments in the rural portion of the Town.
10. Coordinate the layout of new developments with the need for traffic circulation and pedestrian facilities.
11. Provide for a mix of residential uses and housing types within neighborhoods through the establishment of flexible zoning standards and the promotion of planned developments.
12. Require the installation of neighborhood facilities, such as street trees and sidewalks/trails, within new subdivisions.

Transportation Goal

To develop a safe and efficient multi-modal transportation system that serves all Ledgeview residents.

Objectives

1. Develop the urban portion of the Town as an area that contains a mix of residential, commercial, and institutional uses to make walking and bicycling viable transportation options and minimize traffic on the existing street system.
2. Create neighborhoods that contain a mix of residential, neighborhood-scale commercial, recreational, and institutional uses that serve as formal and informal meeting places and allow all residents to easily reach them.
3. Utilize well-connected street patterns to distribute traffic evenly and maximize mobility and accessibility for all residents.
4. Maximize safety and accessibility at the Town's intersections.

5. Utilize traffic calming techniques in the Town to improve safety and minimize the impacts of vehicles on schools and neighborhoods.
6. Continue to develop a pedestrian system in the Town by installing sidewalks in new urban developments and developing off-street trails throughout the community.
7. Work with WisDOT and Brown County to ensure that the Southern Bridge is visually appealing, as well as functional.
8. Continue to work with the surrounding communities, Brown County, and WisDOT to plan the Southern Bridge, I-43, and other highway corridors that affect the Town.
9. Enable and encourage developers to build narrow streets to slow traffic through neighborhoods, minimize construction and maintenance costs, and maximize safety for all residents.
10. Examine the feasibility of extending transit service to the urban portion of the Town in the future.
11. Provide safe and convenient pedestrian and bicycle connections to destinations, such as parks, schools, employment centers, shopping areas, and between/within subdivisions.
12. Enhance the appearance of the Town's entrances and thoroughfares.
13. Work with Brown County, WisDOT, Green Bay Metro, the De Pere School District, and other agencies to develop the Town's multi-modal transportation system.
14. Encourage Ledgeview residents and visitors to utilize the high-speed passenger rail service proposed for the Green Bay Metropolitan Area in 2007 to minimize vehicle traffic on the area's highways.
15. Identify a system of truck routes throughout the Town and mark them with unique signs to enable them to be easily identified.
16. Apply for grants to help fund the development of the Town's multi-modal transportation system.

Economic Development Goal

Broaden the tax base and strengthen the Town's economy and employment base through agricultural, commercial, and industrial activity.

Objectives

1. Encourage businesses and industries to promote environmentally-friendly practices, such as recycling, erosion control, and pollution controls.
2. Identify additional appropriate areas for industrial and commercial activities within the Town.
3. Develop pedestrian-friendly commercial areas to help foster community identity and to serve as focal points for economic development.
4. Continue mixing residential and commercial uses within the urban portion of the Town.
5. Continue to utilize government programs to aid in the retention of existing and attraction or promotion of new industrial and commercial activities.
6. If Ledgeview incorporates in the future, it should consider using Tax Increment Financing (TIF) districts to expand commercial and industrial development in the community.
7. Consider establishing an economic development revolving loan fund using grant funds and/or seed money contributed by the Town.
8. Ensure that the Town contains a mixture of large and small commercial developments.
9. Encourage the redevelopment of underutilized, vacant, and brownfield areas.
10. Encourage commercial development nodes rather than strips along main thoroughfares.
11. Continue the Town's economic development partnerships with agencies, such as Advance, Brown County Planning, Bay-Lake Regional Planning Commission, and the Wisconsin Department of Commerce.

Housing Goal

Provide a variety of quality housing opportunities for all segments of the Town's population.

Objectives

1. Promote an adequate supply and mix of housing types for individuals of all life stages, physical abilities, and income levels.
2. Identify residential development areas next to existing development to take advantage of existing utilities and public services.
3. Promote the development of homes that have front porches, recessed garages, minimal setbacks, and other "traditional" features throughout the Town.
4. Develop and implement residential maintenance standards.
5. Identify and utilize government programs, such as the Wisconsin Housing and Economic Development Authority (WHEDA), to improve aging residential stock.
6. Ensure that the quality of multifamily developments in the Town is consistent with the quality of other developments in the community.

Community Facilities and Utilities Goal

Promote a quality living environment through the timely provision of adequate and efficient recreation, utility, emergency, and other public facilities and services affecting the health, safety, and well-being of Ledgeview residents and businesses.

Objectives

1. Work with the Unified School District of De Pere to identify sites for future schools within and near the Town.
2. Continue to cooperate with the Unified School District of De Pere to enable Town residents to use its facilities for social, recreational, and other activities.
3. Develop and maintain a long-term supply and distribution system of high quality public water.
4. Continue to contract with De Pere rescue services and develop a strategy for providing these services in case the Town incorporates in the future.
5. Plan, locate, and develop new parks and other recreational facilities and expand the activities within existing parks to respond to the needs and desires of all segments of the population.
6. Maintain the Town's existing public facilities and replace aging/obsolete infrastructure and equipment in a timely fashion.
7. Promote the efficient use of existing community facilities, such as streets, sewers, and water, through infill development and planned outward expansion.
8. Complete and implement the Town's comprehensive storm water management plan to address water quantity issues (such as flooding) and water quality issues (through the protection of wetlands and stream habitats).
9. Seek state and federal grants for parkland acquisition and improvement.
10. Ensure adequate levels of other services and facilities to meet the needs of a growing community.

Cultural, Natural, and Agricultural Resources Goal

Capitalize on the amenities offered by the Town's cultural, natural, and agricultural resources and integrate these features into future development to enhance the character of Ledgeview and the quality of life of its residents.

Objectives

1. Expand the overall amount of greenspace within the Town.
2. Utilize significant natural resources when identifying locations for future parks.
3. Preserve wetlands, floodplains, and other environmental areas to link various parts of the Town and to serve as wildlife corridors, pedestrian trails, and storm water management areas.
4. Maintain and enhance the accessibility of land along the waters of the Fox and East Rivers.
5. Require the creation of neighborhood parks within residential developments.
6. Coordinate future parks and greenspace with adjoining communities and the recommendations in the *Brown County Open Space and Outdoor Recreation Plan*.
7. Promote a harmonious relationship between the natural landscape and future development through incentives for the use of conservation subdivisions (where appropriate) and other flexible techniques.
8. Continue to maintain and enhance the appearance and community identity of the Town through the use of commercial and industrial building design standards, landscaping, attractive signage, and other beautification techniques.
9. Identify and preserve historic and scenic sites (such as the Niagara Escarpment) in the Town.
10. Promote the preservation and rehabilitation of older buildings within the Town, especially through the adaptive reuse of these buildings (when possible).
11. Identify the productive agricultural land in the Town and identify methods to encourage farming on this land.
12. Recognize the need for nonmetallic mineral resources while requiring quarries to be operated in an environmentally sensitive manner.

Intergovernmental Cooperation Goal

To work with the surrounding communities, Unified School District of De Pere, Brown County, Bay-Lake Regional Planning Commission, and State of Wisconsin to cooperatively plan and develop the Town and region.

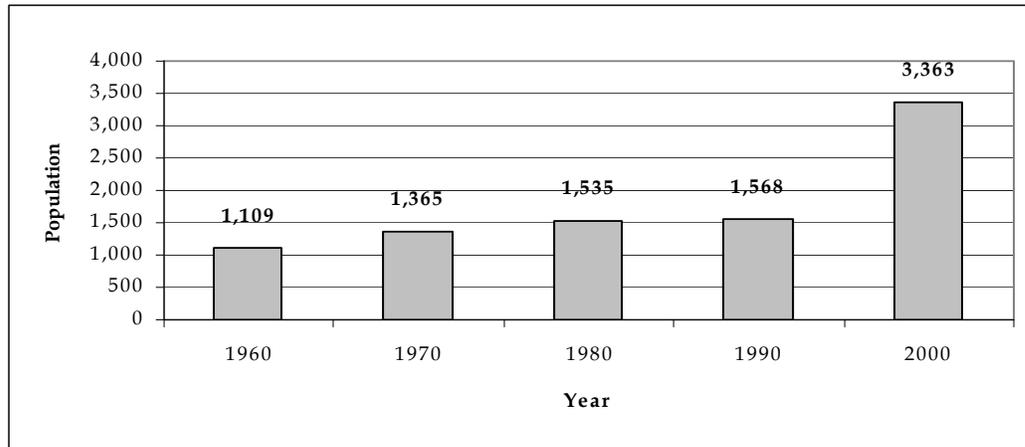
Objectives

1. Work with the Unified School District of De Pere and Brown County to identify future school sites and create land use patterns and transportation facilities that complement the schools.
2. Continue to work with the surrounding communities to resolve boundary issues, coordinate municipal services and land use decisions, and address other issues of mutual concern.
3. Continue to work with the surrounding communities, Brown County, and WisDOT to plan the Southern Bridge, I-43, and other highway corridors that serve the Town.
4. Identify existing conflicts with the surrounding communities and work with the communities and Brown County Planning Commission to resolve these conflicts.
5. Cooperate with the other urbanized area communities to attract businesses to the area.
6. Continue to work with the surrounding communities and Brown County to develop an off-street trail system that serves the Town and region.
7. Identify potential partnerships with other local, county, state, and regional agencies, as well as with nonprofit and private enterprises.

Demographic Trends

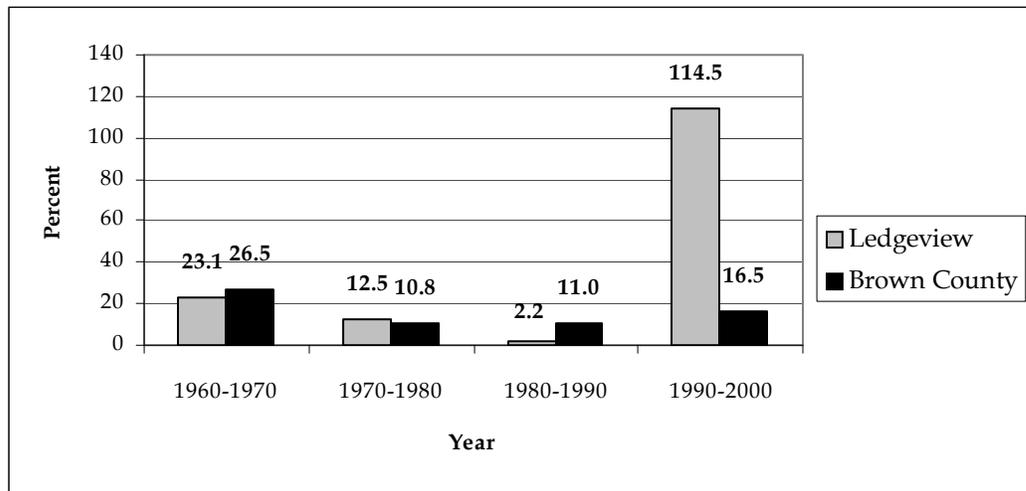
Between the years of 1960 and 1990, the Town of Ledgeview grew at a very slow rate, gaining only 459 residents over a 30-year time-period. However, between the years of 1990 and 2000, the Town's population spiked upward, adding 1,795 new residents in a 10-year timeframe, for an increase of 114.5 percent. Figure 1-1 displays the population growth between 1960 and 2000 in the Town, and Figure 1-2 shows the growth as a percentage compared to Brown County.

Figure 1-1: Town of Ledgeview Historic Growth Trend, 1960-2000



Source: U.S. Census of Population; Wisconsin Dept. of Administration.

Figure 1-2: Town of Ledgeview and Brown County Percent Population Increase, 1960-2000

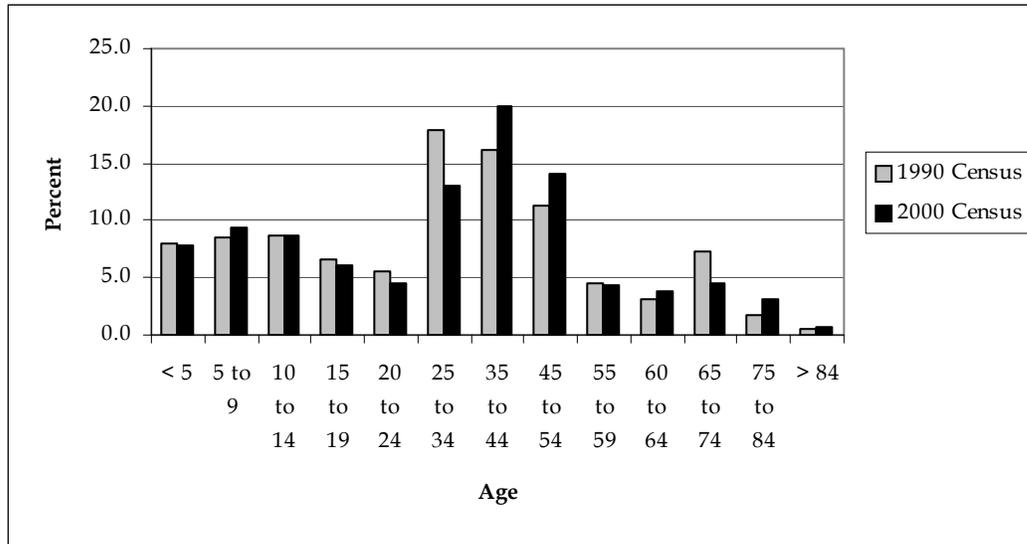


Source: U.S. Census of Population; Wisconsin Dept. of Administration, 2000.

Age Distribution

2000 census figures show that the median age of Town of Ledgeview residents was 35.2 years, as compared to 34.7 years of age in 1990. This trend is depicted in Figure 1-3, where the age group of 35-44 experienced the highest percent increase between 1990 and 2000. Although the Town has aged a small amount (0.5 years) between 1990 and 2000, it is far below the 2.8-year increase of the County overall. The fact that the Town is not aging as fast as the rest of the County may indicate that there are more younger people and families that are moving into the Town.

Figure 1-3: Town of Ledgeview Age as a Percentage of Population, 1990 and 2000



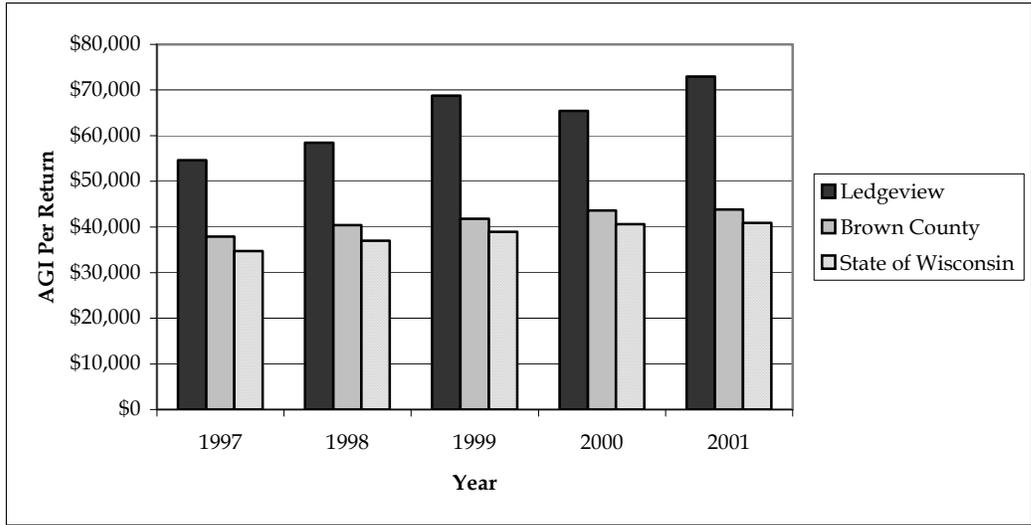
Source: U.S. Census of Population, 1990 and 2000.

The number of school-aged children increased by 164.0 percent between 1990 and 2000, while residents of working age (20-64) increased by 165.3 percent, and those residents of retirement age (65 or greater) increased by 126.8 percent. All of these sharp increases reflect the rather dramatic growth that has taken place in Ledgeview between 1990 and 2000. The percentages are also so large due in part to the Town having a rather small population in 1990.

Income Levels

According to the Wisconsin Department of Revenue-Division of Research and Analysis, the Town of Ledgeview's adjusted gross income (AGI) per tax return is significantly higher than both the county and state. The most recent year for which information is available lists the year 2001 AGI for the Town of Ledgeview at \$72,980, which is a \$7,573 increase from the 2000 AGI after a \$3,398 decrease between 1999 and 2000. Figure 1-4 displays the AGI trend over the past five years.

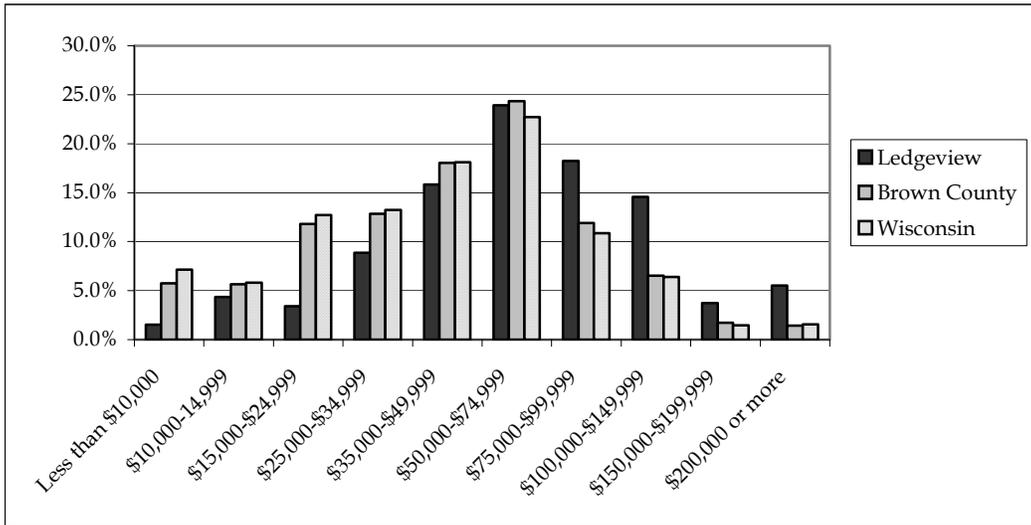
Figure 1-4: Municipal Per Return Income, 1997-2000



Source: State of Wisconsin Department of Revenue, *Municipal Per Return Income Report, 1997-2002*.

The 2000 census also provides ranges for income levels. As is evident from the graph and similar to the state and county, the largest percentage of Ledgeview households are within the \$50,000 to \$79,999 income range at 23.9 percent. However, the Town has significantly higher percentages of households in the higher ranges of income levels. The household income percentages are displayed in Figure 1-5.

Figure 1-5: Household Income in 1999



Source: U.S. Bureau of the Census, 2000.

Employment Characteristics

As displayed in Figure 1-6, management, professional and related occupations and sales and office occupations are by far the largest two occupation categories for Town of Ledgeview residents with 45.5 percent and 23.9 percent of the population, respectively. These occupations correspond to the generally higher income ranges found in the Town as compared to Brown County and the State of Wisconsin as a whole.

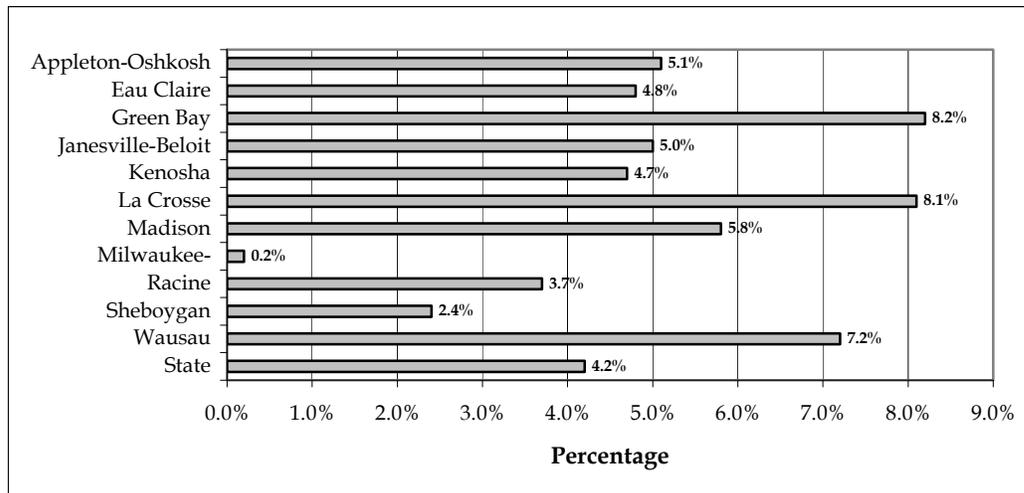
Figure 1-6: Town of Ledgeview Employment by Occupation

Occupation	Number	Percent
Management, professional, and related occupations	766	45.5
Sales and office occupations	403	23.9
Production, transportation, and material moving occupations	200	11.9
Construction, extraction, and maintenance occupations	195	11.6
Service occupations	105	6.2
Farming, fishing, and forestry occupations	14	0.8

Source: U.S. Census Bureau, Table DP-3 Profile of Selected Economic Characteristics: 2000.

Employment Forecast

Figure 1-7: Total Non-Farm Employment Forecasts by MSA, 2002-2006



Source: Wisconsin Dept. of Revenue - Division of Research and Policy *Metropolitan Area Outlook 2002-2006*.

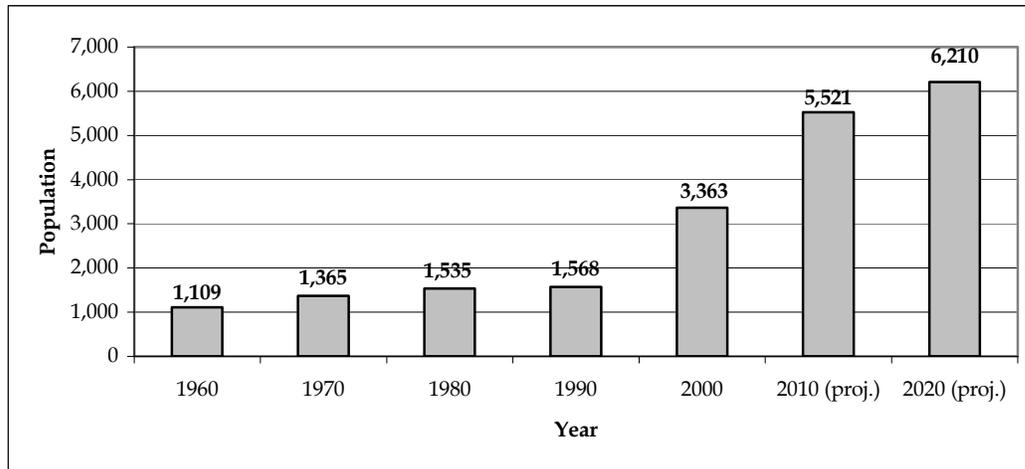
After unprecedented job growth during the 1990s, the Green Bay Metropolitan Statistical Area, which includes the western part of the Town of Ledgeview, is projected to continue employment growth. According to the State of Wisconsin Department of Revenue-Division of Research and Policy, the most recent *Metropolitan Area Outlook* states that employment in the Green Bay Metropolitan Statistical Area (MSA) grew slightly by 0.1 percent in 2002, following 0.3 percent growth in 2001. From 2001 to 2006, the Green Bay MSA is projected to grow by 8.2 percent, which is the highest growth rate among the state's MSAs. The printing and publishing sector is expected to recover after losses in 2001 and 2002, while strong growth is also expected in the finance, insurance, and real estate sector, as well as in the services and wholesale trades sectors.

Although employment growth within the Green Bay MSA will not be as great as during the 1990s, forecasted employment growth will continue to be comparatively stronger than most other areas in the state. Figure 1-7 displays total non-farm employment forecasts by Wisconsin MSA for 2002-2006.

Population and Housing Forecasts

In October of 2003, the Wisconsin Department of Administration released new population projections through 2020, which took into account recent growth patterns. According to these projections, the Town of Ledgeview is forecasted to grow by 2,158 people by 2010 and 2,847 people by 2020 for a total future population of 6,210 residents. This results in a projected 84.7 percent population growth rate from 2000 to 2020. The historic and projected population of the Town is displayed in Figure 1-8.

Figure 1-8: Historic and Projected Population, Town of Ledgeview, 1960-2020



Source: U.S. Census Bureau 2001; Wisconsin Dept. of Administration, 2003.

The WDOA also provides yearly population estimates for the years between the decennial censuses. The estimates for the years of 2001, 2002, and 2003 are 3,529, 3,708, and 4,004 respectively. Therefore, it appears that the new population projections accurately reflect the current short-term growth and development patterns in the Town of Ledgeview. However, when looking beyond 2010, the population may continue to increase at the faster rate, resulting in a 2020 projection that may be higher than is currently projected.

Based upon this information, a baseline projection of the housing units required for the 2020 population can be determined. According to the 2000 census, the Town has an average household size of 2.81 people per household. Dividing this amount into the 6,210 people projected to live in the Town by 2020 yields a result of 2,210 total housing units required for the future population. Subtracting the 1,214 existing housing units results in a need for a minimum of 996 additional housing units in the Town by 2020. However, according to the number of building permits issued by the Town since 2000, there have already been an additional 683 units built just within the past three years, and over half of these units (378) have been developed as multifamily units. As the Town develops its future land use plan and identifies where it plans to extend public services through the five-year growth increments, the Town should recognize that the existing 2020 population projections may be low, and it should plan with this in mind.

Summary

The Town of Ledgeview is a very fast growing community experiencing a very fast transition from a rural Town to a suburban community. The goals and objectives for the Town of Ledgeview Comprehensive Plan address the growth pressures the Town is currently experiencing while trying to maintain the natural features and rural feel that initially brought many new residents to Ledgeview. The goals and objectives are reflective of the results of the Town-wide visioning session, survey, citizens advisory committee, and 14 State of Wisconsin Comprehensive Planning Goals.

The goals and objectives identified in the Issues and Opportunities Chapter are intended to guide the Town through this current stage of rapid growth and, in the end, create a community that is reflective of residents' desires. Objectives, such as developing neighborhood parks, creating a balanced mix of housing types, developing a multi-modal transportation system, planning growth, and encouraging development that integrates natural and cultural resources, are all concepts that will be further discussed with specific policy recommendations within the plan.

The Town has experienced very rapid population growth over the past ten years. The 2003 population estimates list the Town with 4,004 people, which is an increase of 641 residents, or over 19 percent, in just three years. The revised 2020 WDOA population projections predict the Town will contain 6,210 residents, making it the ninth largest community in Brown County.

As the demographic trends indicate, the Town's population is not aging as quickly as Brown County as a whole. However, developing a range of housing choices will be increasingly important as the Town continues to grow and the population becomes more diverse. Examples of alternative housing types the Town may wish to consider include Townhouses, condominiums, retirement homes, and community-based residential facilities.

Although the strong population and housing growth in the Town will provide an opportunity to implement many of the stated objectives in the comprehensive plan, providing services to the growing population while protecting the Town's natural, cultural and agricultural resources in the face of development pressure must also be considered and planned.

CHAPTER 2

Land Use

Existing Land Use

In order to plan for future land use and development in Ledgeview, it is necessary to consider existing land uses and development trends. A land use inventory, which classifies different types of land use activities, is an important means of identifying current conditions. In addition, by comparing land use inventories from previous years, various trends can be discerned that are helpful in establishing the plan for future land use.

The Brown County Planning Commission conducts a countywide land use inventory every decade. Fieldwork for the most recent inventory was completed in June 2000 and updated in 2002 for the Town of Ledgeview as part of the Brown County sewage plan update. Using this data, the various land use categories were broken down by acreage. Figure 2-1 describes the land use composition of the Town, and Figure 2-2 shows the location of the various land uses within the Town.

Figure 2-1: Town of Ledgeview 2002 Land Use Acreage

Land Use	Total Acres
Single-Family	1,872.5
Two-Family	18.9
Multifamily	68.6
Total Residential	1,960.0
Retail Sales	52.8
Retail Services	58.8
Shopping Centers	9.3
Total Commercial	120.9
Manufacturing	117.2
Extractive (Quarrying)	321.4
Total Industrial	438.6
Streets and Highways	798.3
Railroads	36.5
Total Transportation	834.8
Generation/Processing of Comm./Util.	1.6
Transmission of Communication/Utilities	10.8
Waste Processing/Disposal/Recycling	4.4
Total Communication/Utilities	16.8

Land Use	Total Acres
Administrative/Governmental Facilities	5.0
Safety Institutions/Facilities	1.1
Educational Facilities	39.4
Health Institutions	23.8
Religious and Related Facilities	27.9
Total Institutional/Governmental	97.2
Parks/Playfields/Picnic Areas	125.7
Golf Courses	178.5
Total Outdoor Recreation	304.2
Cropland/Pasture	4,866.1
Agricultural Buildings	81.0
Total Agricultural	4,947.1
Water Features	42.7
Woodlands	1,493.1
Other Natural Areas	613.8
Total Natural Areas	2,149.6
Platted Residential Lots Vacant	406.1
Total Land Under Active Development	406.1
GRAND TOTAL	11,275.3

Residential Land Uses

Of the developed land uses, residential land use is the dominant category. In 2003, the Town of Ledgeview had 1,960 acres devoted to residential land use, which is 17.38 percent of the Town's total acreage. Although single-family residential uses make up by far the largest residential land use, the Town has seen a number of new multifamily units being developed over the past few years. The amount of land dedicated to residential development has seen a rather dramatic increase over the past ten years as the Town's population has also increased. The presence of developable land, availability of public services, and the Town's location adjacent to the City of De Pere and Green Bay Metropolitan Area have helped contribute to this trend as people live in Ledgeview and commute to their jobs.

In terms of location, the heaviest concentration of residential development is adjacent to the City of De Pere east of Bower Creek Road. Until recently, almost all of the residences were single-family detached homes. Within the past five years, however, there have been a number of multifamily and duplex units added to the mix creating a good range of housing options within this part of the Town. As one continues east from Bower Creek Road, the existing homes are

more rural in nature with larger lots and a much less dense development pattern. However more intensive residential development is beginning to occur in this area, as well. Additionally, the farthest western part of the Town along the Fox River contains a number of very large single-family homes.

There are a number of recently platted residential subdivisions that are currently on the market, including a large development containing over 100 building lots located along Half Crown Run, which connects Lime Kiln Road (CTH V) to Dollar Road. Additionally, there are smaller new subdivisions located north of Copper Lane south of the Green Bay Country Club, on Dutchman Road (CTH MM) adjacent to Fonferek Glen County Park, and east of Bower Creek Road south of the Ledgeview Golf Course. All of the subdivisions are proposed to contain almost entirely single-family homes.

The Mystery Valley subdivision was recently approved and is currently being constructed at the northeastern quadrant of the intersection of Monroe Road (CTH GV) and Oak Ridge Circle. The subdivision will contain commercial activities along Monroe Road with single-family and duplex uses in the remaining 165-acre development.

Commercial Land Uses

Commercial land uses occupied 120.9 acres in 2003, or 1.07 percent of the Town. There are three primary areas of commercial activities within Ledgeview. One area is located in the far western portion of the Town near the City of De Pere. Dickinson Road (CTH G) has a number of small retail and service commercial enterprises located on it, which serves primarily local residents of both the City of De Pere and Town of Ledgeview. Also in the far western part of the Town, Heritage Road from Swan Road to the east has seen some new retail service and sales activities.

Monroe Road is beginning to experience some new commercial activity as the Village of Bellevue and Town of Ledgeview continue to grow. With the increased traffic associated with improvements to Monroe Road and the eventual connection to Rockland Road and proposed Southern Bridge, commercial pressures will continue to increase along this corridor.

The I-43/CTH MM interchange contains a gas station/fast food restaurant on the northwestern quadrant and a full service truck stop on the southwestern quadrant with both commercial activities primarily serving traffic on I-43. Just to the north of the interchange is the intersection of STH 29 and Main Street (USH 141). This area contains a number of small retail and service establishments serving primarily local residents.

There are a few other scattered commercial uses in the Town primarily located along county trunk highways.

Industrial Land Uses

Industrial land uses occupied 438.6 acres in 2003, or 3.89 percent of the Town. There is a small, but growing, industrial park located in the far western part of the Town adjacent to CTH PP and the City of De Pere Eastside Industrial Park. Other smaller areas of industrial activity are scattered throughout the Town with small concentrations near the STH 29/Main Street intersection, Kolbs Corners, and Dickinson Road/Monroe Road intersection.

In terms of area, the largest industrial uses in the Town involve limestone and gravel quarrying activities located along Heritage Road (CTH X) and just east of the unincorporated community of Kolbs Corners on Dutchman Road (CTH MM). The quarries take advantage of the high quality

aggregate associated with the Niagara Escarpment, which runs in a southwest to northeast direction across the center of the Town.

Institutional/Governmental Land Uses

Educational uses are the largest institutional/governmental land use accounting for 39.4 acres, not including athletic fields, which are included in the outdoor recreation category. The two public schools in Ledgeview include Heritage Elementary on Heritage Road and De Pere Middle School on Chicago Street, both of which are located in the far western part of the Town. Additional large institutional/governmental uses include the Prevea Clinic on Monroe Road, St. Mary's Catholic Parish on Sportsman Drive, and the Ledgeview Town Hall on Dickinson Road. Other smaller institutional/governmental uses are scattered throughout the Town. The institutional/governmental land use total of 97.2 acres represented about 0.86 percent of the Town in 2003.

Outdoor Recreation Uses

The 2003 land use inventory update indicates that Ledgeview contained 304.2 acres of outdoor recreation uses in 2002, which comprised 2.70 percent of the Town. This figure includes Ledgeview Golf Course, a portion of the Green Bay Country Club Golf Course, Fonferek Glen County Park, athletic fields associated with De Pere Middle School, and Ledgeview Park along the East River. Parks and other outdoor recreational uses are discussed in detail in the Utilities and Community Facilities Chapter of the plan.

Agricultural Land Uses

Ledgeview becomes increasingly agricultural as one moves from west to east across the Town. As of the 2003 update to the land use inventory, the Town had 4,947 acres of agricultural lands and buildings (barns, silos, etc.) combined, as compared to 8,341 acres in 1980, which is a decrease of 40.7 percent in 23 years. Agricultural land totals are expected to continue to decrease as the Town's development continues to increase.

Natural Areas

Ledgeview contains a number of natural areas associated with the Fox River, East River, Bower Creek, the headwater wetlands of the Neshota River, and the Niagara Escarpment. The natural areas as shown on the existing land use map may include wetlands, woodlands, floodplains, and former agricultural areas in the early stages of converting back into woodlands or prairies.

There are two primary large natural areas within the Town. One serves as the headwaters of Bower Creek, which flows north and then westerly in the East River. The second is a large wetlands complex lying on the northeastern side of the railroad tracks in the far eastern part of the Town that serves as the headwaters of the Neshota River, which flows southeasterly and eventually drains into Lake Michigan. Both of these areas help to maintain the natural flows in the waterways. Additionally, there are a number of tributary streams with their own ravines and/or floodplains that traverse Ledgeview and create a network of natural areas throughout the Town.

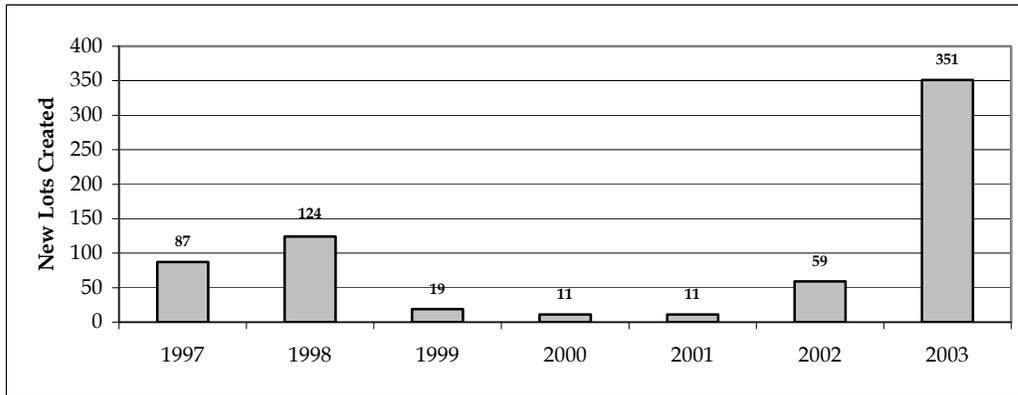
The most unique natural area in the Town is the Niagara Escarpment or "ledge" as it is locally known. The escarpment creates a dramatic change in elevation as it runs southwest to northeast through the center of Ledgeview and is identifiable by its exposed bedrock and thin, rocky soils.

Land Use Trend Analysis

Supply and Demand

As displayed in Figure 2-3, over the past seven years, the Town has added 662 lots, with 351 of them being platted in 2003, largely as a result of the 277-lot Mystery Valley Subdivision being developed west of Monroe Road (CTH GV). Prior to 2003, the largest number of lots in any given year was 124 in 1998, while the lowest number of new lots created was 11 in both 2000 and 2001. The addition of 351 new lots into the market in the Town of Ledgeview should help to satisfy some of the demand for new home lots in the Town.

Figure 2-3: Number of New Lots Created, 1997-2003

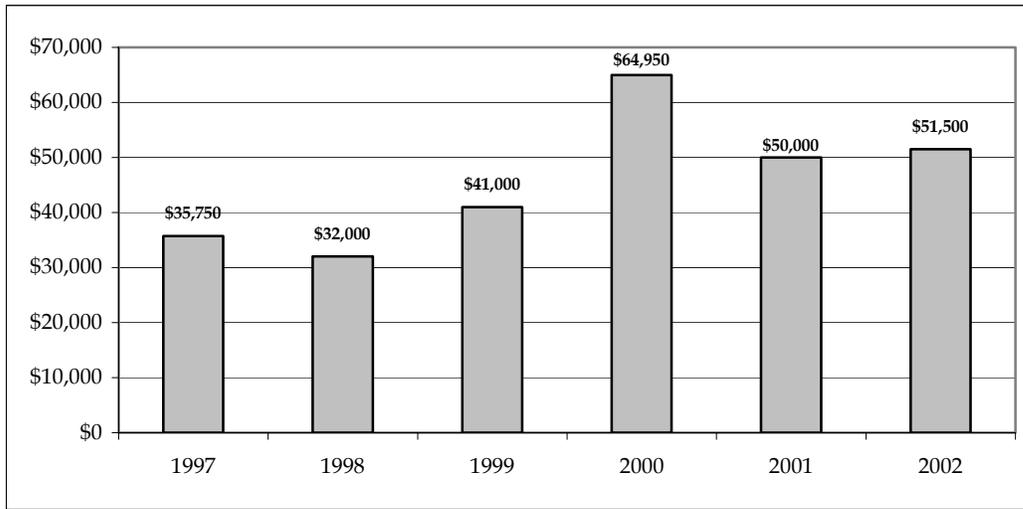


Source: Brown County Property Listing and Brown County Planning Commission, 2003.

Land Prices

Figure 2-4 identifies the average selling price of vacant residential parcels for the time period of 1997-2002, which was extracted from the Brown County Property Listing database. As is evident from the graph, home sites have continued to increase over the six-year period with a spike in 2000, primarily due to a one-acre parcel along the Fox River being sold for \$485,000. As vacant lands along the very desirable natural features in the Town become increasingly scarce, including the Fox River and Niagara Escarpment, the prices of home sites on these features will continue to increase significantly and, thereby, increase the overall average cost of homes in the Town. However, the steadily increasing prices for a residential lot are also indicative of a rather high demand for homes in Ledgeview.

Figure 2-4: Average Value of Vacant Residential Parcels Sold, 1997- 2002



Source: Brown County Property Listing and Brown County Planning Commission, 2003.

Opportunities for Redevelopment

Due to the overwhelming majority of the development in the Town of Ledgeview having taken place within the past 20 years, there are no areas in the Town that would be candidates for redevelopment. However, as Ledgeview continues to develop and age, being proactive in redevelopment activities will help to prevent potentially more costly blight.

Although there is not a need at this time for redevelopment, the development pattern of the Town up to this point can be described as pockets of development scattered across the Town. Infilling the areas between existing developments, as is the case with the Mystery Valley Subdivision, provides for a more efficient use of existing Town services and utilities.

Existing and Potential Land Use Conflicts

Agricultural and Residential Uses

Currently, the major land use conflict experienced by many developing rural Towns is dealing with the sights, smells, and other activities that characterize active farming operations both within and adjacent to the Town. The Town of Ledgeview should continue to work with the remaining farmers in Ledgeview and the Towns of Eaton, Glenmore, and Rockland to ensure that future development, either agricultural or residential, does not negatively impact existing residents or farms. This can be accomplished through setting yearly facilitated meetings to discuss issues, such as farming and residential development, and to try to work toward a compromise or solution that both sides find agreeable. The Intergovernmental Chapter provides additional policies and programs that the Town can utilize to help minimize or resolve conflicts between Ledgeview and its neighbors.

Quarries and Residential Uses

An area of potential conflict is between the existing active nonmetallic quarrying operations and future residential development. Active quarries, with the large amount of heavy truck traffic, blasting, and machinery operations, are not typically compatible with residential development. Up to this point, conflicts have been kept to a minimum due to the relative distance between the

active quarries and homes. However, as the Town continues to grow and expand to the east and south, it should be aware of the existing quarries and ensure that developments, if not kept from locating near the quarries, provide adequate buffers and notification to potential homeowners that there are active quarries located nearby.

General Land Use Compatibility

As Ledgeview continues to develop, it needs to ensure that new land uses are compatible with each other. Many uses, such as neighborhood commercial, institutional, recreational, and different housing types, should be integrated into new residential developments so long as they are designed to a scale and architecture that is compatible with a residential neighborhood. However, uses, such as industries with heavy semi-trailer traffic, noise, or odors and big box retail, are typically not compatible with residential developments and should be appropriately sited.

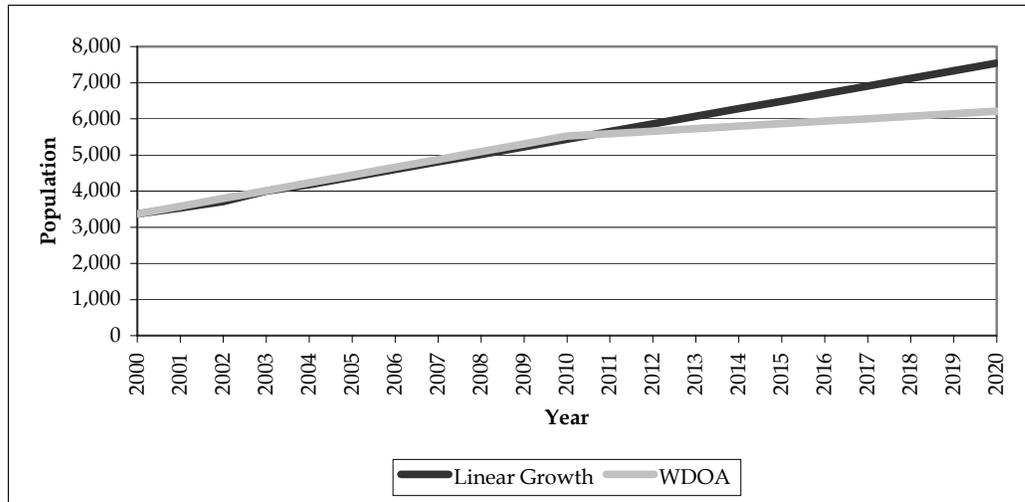
20-Year Projections in Five-Year Increments

The State of Wisconsin Comprehensive Planning Law requires communities to project their future land use needs for residential, commercial, industrial, and agricultural lands for a 20-year period in five-year increments. The Issues and Opportunities Chapter stated that the future land use plan and five-year growth increments will need to account for the disparity between WDOA population projections and the amount of development that has already occurred in Ledgeview over just the past three years.

Revised Population Projection

In order to account for the Town's strong growth, a linear population growth trend was projected out to 2020 and was based upon the 2000 census and the 2001-2003 population estimates for the Town of Ledgeview and was compared to the WDOA projections to 2020. Based upon this analysis, the WDOA projection is actually a bit higher at 2010 but is projecting a curtailment of population growth between 2010 and 2020 for a resulting population of 6,210 people. The linear estimate trend, when extended out to 2020, projects a population of 7,540 people, for a difference of an additional 1,330 residents. In order to ensure an adequate supply of developable land in the Town, Ledgeview has requested that the 2020 projection of 7,540 people be used to calculate the future land use needs and five-year growth increments, while understanding that future growth will more likely fall somewhere between these two projections (see Figure 2-5).

Figure 2-5: Alternative Linear Growth Population Projection



Source: WDOA, 2003; Brown County Planning Commission, 2004.

Land Use Projections

In order to provide a historical perspective on land uses in Ledgeview, the land use acreages from 1980 were compared to the 2003 update. Figure 2-6 identifies the changes in land uses over this 23-year period. As is evident from the chart, Ledgeview has seen a large amount of land developed between 1980 and 2003, with much of it occurring in the latter half of the time-period.

Figure 2-6: Change in Ledgeview Land Use, 1980-2003

Land Use	1980 (Total Acres)	2003 (Total Acres)	Difference 1980-2003	Percent Change
Residential	546 acres	1,960 acres	+1,414 acres	+259.0%
Commercial	43 acres	121 acres	+78 acres	+181.4%
Industrial	218 acres	439 acres	+221 acres	+101.4%
Agricultural	8,341 acres	4,947 acres	-3,394 acres	-40.7%

Source: *Brown County Farmland Preservation Plan, 1990 Update*; Brown County Planning Commission, 2004.

While the population of the Town has increased from 1,535 people in 1980 to an estimated 4,010 residents in 2003 (increase of 161 percent), the amount of land consumed by residential development has increased by 259 percent. This is reflective of the large, rural, single-family lots that have typified development in Ledgeview. As the numbers of multifamily units and more dense, publicly-sewered developments increase, these percentages should become closer, thereby increasing the Town’s population without as large an impact on the Town’s landscape.

The Town’s revised population projection of 7,540 residents is an increase of 4,177 people from the 2000 census. Based upon the Town’s average people per household of 2.81, another 1,486 residential units will be needed between 2000 and 2020 to house the Town’s projected population. Based on a review of recently approved subdivisions in Ledgeview, new lots that are developed on public sewer generally vary between 0.25 acre and 1 acre, resulting in an average 0.63-acre lot. Applying this average lot size to the 1,486 new housing units that will be required for the Town’s future population, there is a need for an additional 936 acres for future residential development. In order to more efficiently utilize the Town’s existing and future sanitary sewer and water lines, minimize costs to residents, improve housing affordability, and better maintain

the Town's desired rural character, Ledgeview may wish to encourage the creation of more lots in the 0.25-acre range rather than 1 acre in size, possibly through the use of more conservation by design subdivisions.

The land use inventory found that the ratio of land uses in the Town is currently approximately 16 acres of residential development for every 1 acre of commercial development and 4.5 acres of industrial development. Applying the ratios to the 936 acres needed for residential development yields the need for another 59 acres of commercial land and 208 acres of industrial land during the 20-year planning period, resulting in 1,203 total additional acres.

Since street rights-of-way were not included within the acreage totals, it was necessary to determine the approximate street right-of-way acreage needed to serve the developing areas. To determine the street acreage, several approved subdivision plats within the Town were reviewed and the percentage of land devoted to street right-of-way was identified. The analysis determined that, on average, approximately 14 percent of a subdivision's total area is dedicated to street rights-of-way. Therefore, an additional 168 acres were added to the 1,203 acres for a total development area of 1,371 acres by 2020.

Based on the past 20 years of population growth within the Town and associated land use changes, it is assumed that approximately 1,371 additional acres will be needed to accommodate the Town's growth over the next 20 years. This total includes 936 acres for residential development, 267 acres for combined commercial/industrial development, and 168 acres for street right-of-way. In order to account for market factors, such as the willingness of property owners to sell land, an additional 10 percent of the required acreage was added for a total of 1,509 acres over the next 20 years. However, the intent of this plan is to promote mixed land uses, neighborhoods, narrower streets, and other similar concepts consistent with the State of Wisconsin's Comprehensive Planning Goals instead of the standard segregated "pods" of single land uses served by wide streets. Therefore, the total of 1,509 acres needed for 20 years is more relevant than the individual acreage allocations for residential, commercial, and industrial uses as long as the uses remain balanced. For the purposes of ensuring that the Town is planning for an adequate supply of developable land, all the currently platted lots (lands under development in the existing land use table) in the Town are counted as developed and the projections build from this base.

Five-Year Growth Increments

The five-year growth increments identify where services, such as sewer and water, currently exist, where extensions of the services are planned, and where they can be most cost-effectively extended when warranted by development pressures and where consistent with the direction provided by the State of Wisconsin's Comprehensive Planning Law. The mapped increments are not intended to be growth boundaries. Rather, they indicate where the Town is planning for the extension of public utilities and services based upon sound planning by promoting the efficient, logical growth of the Town instead of far more costly and inefficient "hop-scotch" development patterns. Identifying where and when the Town is intending to extend public utilities and services in conjunction with the projected growth of the community shows all parties involved the Town's intended development pattern, thereby providing additional information to the property owner who can then make more informed decisions regarding future utilization of his or her land.

In order to account for unexpected growth or opportunities, the growth increments may be amended if consistent with the goals, objectives, and intent of the plan. Because there is a local amendment process to go through, it gives the Town a chance to determine whether the action is consistent with the plan before making a large public investment in terms of the extension of

utilities and services. The amendment process also gives the property owner and/or developer an indication of whether utilities and services will be extended before a large private investment outlay.

A sufficient supply of vacant lands that can be provided with public services should be maintained in order to allow for continued orderly growth. The supply should be based on the projected growth for five-year increments but should be flexible enough to allow for market conditions. These areas should be considered “Smart Growth” areas and are identified on the five-year growth increments map. Figure 2-7 identifies the tabular five-year growth increment acreage projections for the Town of Ledgeview and Figure 2-8 maps the increments.

Figure 2-7: Five-Year Growth Increments for the Town of Ledgeview

Use	Year				
	2003 (includes vacant parcels platted for each use)	2005	2010	2015	2020
Residential	2,369 acres	2,664	2,958	3,252	3,543
Commercial	147 acres	166	185	204	221
Industrial	439 acres	504	569	634	700
Agricultural	4,943 acres	It is expected that agricultural land uses within the Town will continue to decrease as they are converted to other uses and the Town continues to develop.			

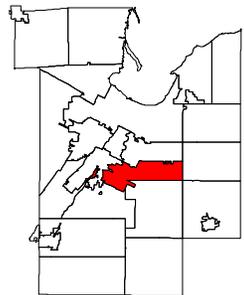
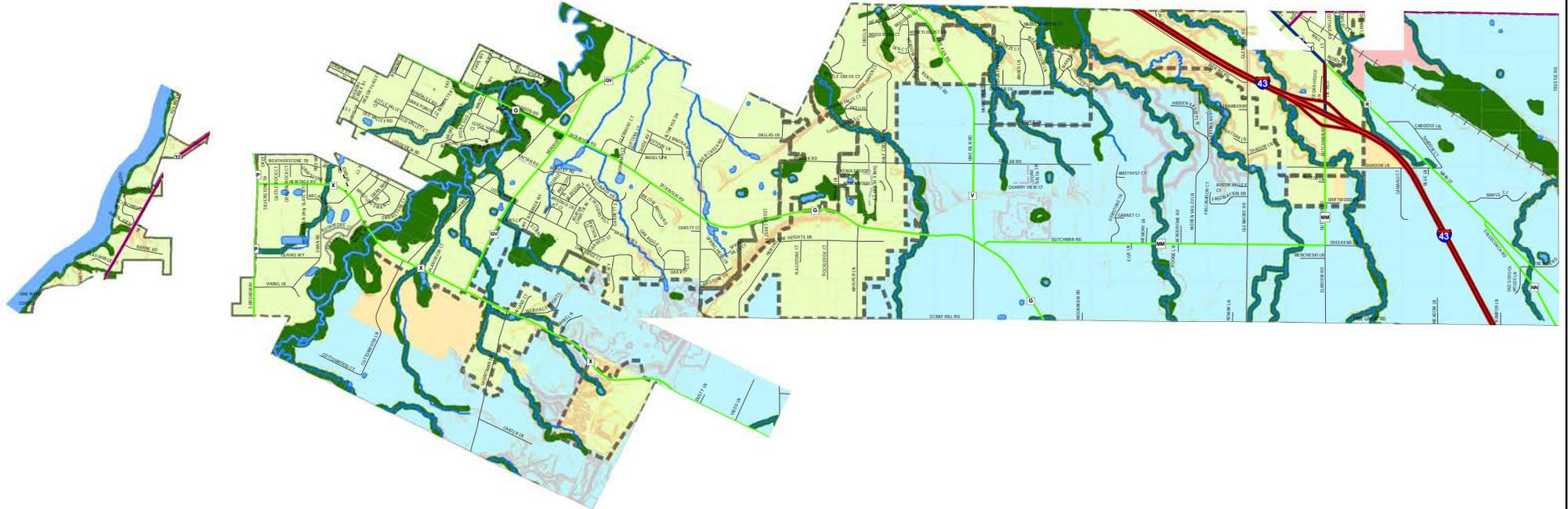
Source: Brown County Planning Commission, 2004.



Figure 2-8
5-Year Growth Increments
 Town of Ledgeview, Brown County, WI



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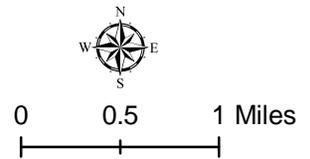
Legend

Growth Increments

- 0-5 Years
- 5-10 Years
- 10-15 Years
- >15 Years

Sewer Service Area

Environmentally Sensitive Area (ESA)



This map is intended for advisory purposes only. It is based on sources believed to be reliable, but Brown County distributes this information on an 'AS IS' basis. No warranties are implied.

Map prepared by Brown County Planning Commission, December 2008.

Properties that can be more easily serviced and that are more strategically located in relation to existing municipal services should be a top priority for development. Properties slated for future developments that are outside of the applicable five-year projected growth area should be kept in a rural development holding pattern for a short amount of time rather than allowing non-sewered development and then trying to retrofit these areas with public sewer and water when services are available. Extending public sanitary sewer and water service into areas with existing development is politically very difficult and economically quite expensive. Existing residents are reluctant to expend money for public sewer and water service when they have existing systems that in their estimations work adequately. In addition, the lot sizes and widths of such developments are typically much larger in non-sewered areas than in public sewer situations. Buildings are oftentimes set back much farther from the road in non-sewered situations. This also makes for higher costs to homeowners when converting to public sewer and water service because of the need for more lineal footage for lateral connections to the homes. Future street designs are often out of skew because of the different lot sizes required for non-sewered versus sewer lots. It is for these reasons that new unsewered development within the identified five-year growth areas should be kept to a minimum until public sewer and water service is extended into the areas. Of course areas that within 250 feet of a sewer main should be encouraged to connect, consistent with the Brown County Sewage Plan.

Consistency with Brown County Sewage Plan

It is important for the Town to keep in mind that the five-year growth increments do not take the place of the sewer service areas identified in the Brown County Sewage Plan. The increments identify where the Town is planning to extend sewer and water services over the next 20 years, along with an associated timeline, while the sewer service area is a regulatory tool under Wisconsin Administrative Code NR121. As Ledgeview looks to expand its sewer service area, it must have a corresponding amount of new development to enable the expansion to occur in a manner consistent with the policies set forth in the Brown County Sewage Plan. In order to more smoothly facilitate sewer service boundary amendments consistent with the five-year growth increments, the Town should maintain a running tally of the acres of new development that have occurred in the sewer service area since the sewage plan was developed.

Future Land Use Recommendations

In order to achieve the overall goal and the general objectives for Ledgeview's land use, future development should be based on the themes of efficiency, integration, and neighborhoods. Ledgeview's growth should be orderly and cost-effective and make maximum use of existing and planned services. For instance, the plan recommends that the areas most easily serviced by municipal sewer and water develop first and infill areas and areas contiguous to existing development be given priority before other more costly areas are developed.

Future development decisions will also be integrated with the other elements and recommendations of the comprehensive plan, which include utilities and infrastructure, transportation, community facilities, and natural resources. To be effective, the recommendations for future land use must be consistent with the recommendations for other aspects of the plan, such as the locations and timing for new public utilities or future streets.

In addition, the Town's development policies will focus more on mixing and joining compatible land uses rather than the conventional method of separating residential, commercial, and other land uses from one another. For example, the plan's residential recommendations encourage the

development of neighborhoods with mixed housing types rather than single-use residential subdivisions.

The idea of creating diverse neighborhoods rather than stand-alone single-use developments is a common theme throughout the Future Land Use section of this chapter. Figure 2-9 shows the future land use plan for the Town.

Neighborhoods

Future residential development in Ledgeview west of Bower Creek Road should be based upon the concept of neighborhoods. A neighborhood should be more than just a housing development by itself. It should also include recreational uses, such as a neighborhood park, institutional uses, such as churches or schools, and neighborhood commercial uses providing goods and services geared primarily for the surrounding residents. This plan encourages future residential development being placed in neighborhoods of about 160 acres in size (1/2 mile square). This is designed to create neighborhoods large enough to support services and amenities that meet some of the needs of daily life but small enough to be defined by pedestrian comfort and interest. This size range is based on a five-minute walking distance (about a quarter-mile) from the edge to the center and a 10-minute walking distance (about a half-mile) from edge to edge. Neighborhoods can, however, be smaller or larger depending upon circumstances, such as the location of main streets, topography, and natural features.

Preferably, each neighborhood should be grouped around (or otherwise include) public spaces, such as streets, parks and outdoor spaces, schools, places of worship, and other shared facilities. Each neighborhood should contain a small neighborhood park of about five acres to serve the recreational needs of the residents. These parks are meant to complement the larger community parks and school facilities that serve the entire Town.

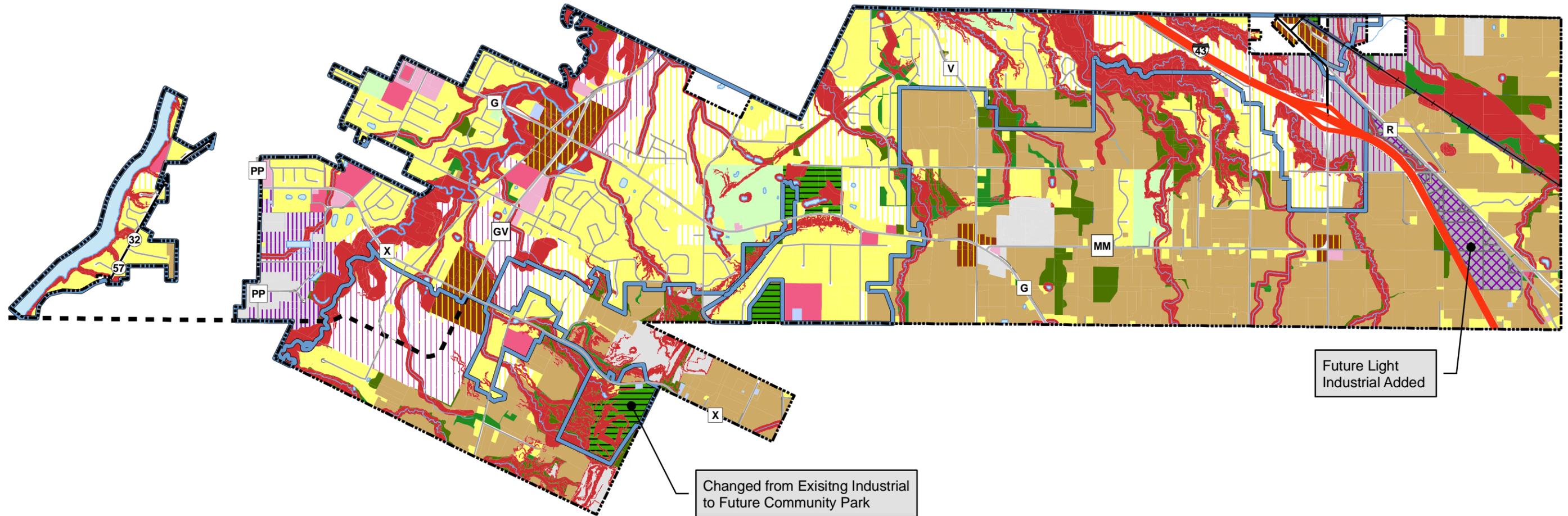
As development reaches east of Bower Creek Road, the terrain becomes more conducive to the creation of conservation by design subdivisions as a means to maintain the more rural feel of the area. Conservation by design subdivisions in this area should take advantage of the deep ravines and numerous small stream corridors for the greenspace requirements of conservation subdivisions. These areas also provide the potential for a comprehensive trail network throughout this part of the Town.

The recommendations for future land use within the Town emphasize characteristics that can help make any neighborhood walkable, livable, and varied. In addition to the concepts discussed in this chapter, the review of future development proposals should consider the following broad characteristics:

Future Land Use

Town of Ledgeview, Brown County, WI

ADOPTED 12-16-08



Land Uses

- | | |
|-------------------------|--|
| Existing Agricultural | Environmental Area |
| Existing Commercial | Existing Woodlands |
| Existing Govt Inst | Future Industrial |
| Existing Industrial | Future Commercial |
| Existing Natural Areas | Future Business Park |
| Existing Recreational | Future Light Industrial |
| Existing Residential | Future Neighborhood Center |
| Existing Transportation | Future Neighborhood Res |
| Existing Utilities | Future Community Park |
| Existing Water Features | Ledgeview Boundary (10.02.2008) |
| | Sewer Service Area (approved April 2006) |
| | Southern Bypass |



Walkable, meaning that pedestrians can easily reach everyday destinations and that an area can be traversed in about 10 minutes. Several enjoyable route choices should also be available for pedestrians.

Livable, meaning that a neighborhood is safe with a focused center and easy access by various means of travel to schools, shopping, and services that meet many of the needs of its residents.

Varied, meaning that a variety of buildings, spaces, and activities are included and are designed and operated in harmony with the residential character of the neighborhood without disruption from highly contrasting buildings or activities that relate only to themselves.

Over the next 20 years, residential development is proposed to expand north of Dickinson Road to Ledgeview's northern border with Bellevue and south from Oak Ridge Circle to Heritage Road. Additional residential development is proposed to eventually grow south of Heritage Road to the future southern bypass.

Residential development is expected in the near future to follow a planned sewer and water line expansion along the northern boundary of the Town to the CTH MM/I-43 interchange in the eastern part of Ledgeview. This area of Ledgeview is particularly suited for conservation subdivisions as a way to minimize development impacts on the many environmentally sensitive areas and to maintain some of the rural feel of this area. In order for the Town to better manage the physical layout of new neighborhoods, Ledgeview should adopt its own local land division ordinance as a means to implement the recommendations contained in this plan.

Mix of Housing Types and Lot Sizes

Forms of housing within neighborhoods should be mixed so people of different ages and incomes have opportunities to live in various areas in the Town. The recommendation for most of the future residential development is to encourage variation and a mixing of residential types. Townhouses, duplexes, and smaller apartment buildings can be strategically interspersed with single-family residences. Design standards and the creation of open space and other buffers can help integrate different residential intensities. Large expanses of strictly one residential type should be avoided. Variation in house models should also be encouraged to avoid monotonous streetscapes.

Builders and developers are encouraged to use their ingenuity to combine and distribute a variety of housing types to make an attractive marketable neighborhood with housing for people of various income levels and preferences. Although the current preference for the Town is to maintain the current ratio of single-family, two-family, and multifamily housing, there may be an increased demand for single-family attached homes, multifamily homes, and aged-care facilities as the community continues to age. In order to account for this trend, the Housing Chapter recommends that at least two housing types be included in any residential project encompassing more than 30 acres. As the acreage of the residential project increases, the number of housing types should also increase. This can be achieved in various ways. Some examples include:

- Standard lot single-family houses (lots over 10,000 square feet).
- Small lot single-family houses (lots 10,000 square feet or less).
- Duplexes.
- Townhouses (attached housing).
- Accessory dwelling units.

- Group homes.
- Apartments (provided they are compatible in scale and character with other dwellings in the proposed neighborhood and limited to a maximum of eight dwelling units in a building).

Duplexes are often appropriate on corner lots since these lots usually need to be wider and larger for them to be appropriately situated next to two streets. Also, because each unit can face a different frontage, the visual impact of the larger building and garage façade is lessened. The Housing Chapter provides additional details regarding the siting and design of various forms of housing types.

Neighborhood Connectivity and Street Network

The design of the street network has a huge impact on the character and form of development, particularly in residential areas. It is critical that streets be laid out and designed to be compatible with the neighborhood concept while fulfilling their inherent transportation function and taking into account environmental constraints. The Town of Ledgeview has a number of natural resources that can present barriers to traditional street connectivity among neighborhoods. The abundance of small streams, wetlands, and the Niagara Escarpment can, in some instances, preclude neighborhoods from having much street connectivity. These natural areas do, however, provide areas for potential pedestrian and bicycle paths. Pedestrian and bicycle connections utilizing the natural drainageways and features of the Town should be utilized to connect within and between new neighborhoods in Ledgeview.

Where natural barriers do not exist, neighborhoods should have many ways to get into and through them by driving, walking, and bicycling. Streets should knit neighborhoods together rather than form barriers. Blocks may vary in size and shape to follow topography and to avoid a monotonous repetition of a basic grid pattern. To be conducive to walking, block layouts should generally be designed with frequent street connections. The street network should connect to the adjacent neighborhood centers and extend out into the surrounding neighborhoods. The intent is for residential developments to form neighborhoods that evolve to be part of the broader community by avoiding “islands” of separate subdivisions or freestanding individual complexes attached to the rest of the community strictly by one or two entrances for auto traffic.

Pedestrian Network

Ledgeview’s pedestrian network currently consists of the developing East River Trail and a few sidewalks in the western part of the Town. The Town should consider identifying future trail connections and routes throughout the Town. The trails would primarily follow natural drainageways or the Niagara Escarpment and could be incorporated into the greenspace requirements of conservation by design subdivisions, particularly in the more rural eastern part of the Town. The trails should connect the various park facilities in the Town to nearby residential developments. The *Brown County Open Space and Outdoor Recreation Plan* should be used as a guide when identifying proposed trail connections that could lead to adjacent communities.

The part of the Town primarily west of Bower Creek Road is developing in a more urban/suburban style with smaller lots and a diversity of uses. As new developments are proposed within this area, consideration should be given to the placement of sidewalks along (at a minimum) both sides of main thoroughfares (CTH GV, Creamery Road, CTH X, etc.) and home-to-school walk routes (Swan Road, Dickinson Road, etc.). In order to create a more consistent and predictable policy for the inclusion of sidewalks in new developments, Ledgeview should further consider requiring sidewalks in all new developments west of Bower Creek Road

where the average lot size is one-half acre or less, with the exception of conservation by design subdivisions where a trail network is being developed.

The future land use plan identifies three primary trails that either already exist or could exist in the future. The East River Trail is developed along the East River to the future southern bypass where it will turn westward and connect to the Fox River Trail. There are two proposed new trails identified in the 2001 *Brown County Open Space and Outdoor Recreation Plan*: one located along the Niagara Escarpment and one located on the existing Canadian National Rail line.

The proposed trail along the Niagara Escarpment through Ledgeview would eventually connect back through Ledgeview and terminate in the southeast at Neshota Park in the Town of New Denmark and to the southwest at the Fox River Trail in Greenleaf. The proposed trail along the Canadian National Rail line could only happen if the Canadian National Rail line through Ledgeview is abandoned by the railroad. If abandoned, it could be converted to a trail connecting Ledgeview to the Village of Denmark and community of Rockwood in Manitowoc County.

Streetscape Design Characteristics

Variation in house models in large developments should be encouraged to avoid a monotonous streetscape and eliminate the appearance of a standardized subdivision. Lot widths and depths can also be varied to promote multiple house designs and a variety of building mass.

To foster visual interest along neighborhood streets, garages and driveways should be designed to be less dominant features of the street frontage. Garages that are recessed from the front building façade or at least even with the rest of the front façade are preferred over protruding garage doors. Locating garages farther from the street can allow narrower driveway frontage at the curb and leave more room for an attractive streetscape. Garages can also be tucked into side or rear yards or can be side-loaded to avoid a streetscape dominated by the repetition of garage doors.

Alleys and various forms of shared driveways are another means to improve the visual interest of neighborhood streets by reducing driveway curb cuts along main thoroughfares and street-facing garage doors. These alleys and driveways can also serve as locations for ancillary buildings, utilities, service functions, and interior-block parking access. They are especially appropriate in traditional neighborhood design developments and allow rear access to lots along collector and arterial streets where driveways entering these streets may not be desirable. The plan's Housing Chapter contains a series of photos to illustrate this type of development.



Street lined with protruding garage doors



Street lined with porches, windows, and front doors

Street trees have a tremendous positive visual impact on the streetscape. As trees planted along the edge of streets mature, they can often become the defining element of a neighborhood and should be incorporated into the design of neighborhoods whenever possible. Methods to evaluate and incorporate existing stands of trees into developments should also be considered.

Community Design Characteristics

The Town should encourage community design elements, such as streetscaping, flags, banners, seasonal decorations, and signage controls, to aesthetically integrate individual land use areas. It is recommended that the Town also concern itself with the design of the main entrance corridors of the Town (I-43, CTH GV, CTH G, etc.). These entrances help to establish the overall character of Ledgeview and provide the first impression to visitors. Therefore, the Town should make them as attractive as possible.

Establishing design criteria for new businesses is another effective way of ensuring high quality development. In commercial areas, reducing the expanse of parking areas should be accomplished. Parking lot landscaping standards should be enforced, and these standards should include landscaped “islands” within large parking lots, the placement of parking behind buildings instead of between the buildings and sidewalks/streets, and other features.

Infill and Redevelopment Opportunities

Ledgeview should continue to encourage the development of the area west of Bower Creek Road and north of Dickinson Road. This part of the Town of Ledgeview is already within the Town’s sewer service area and can be efficiently served with public sewer and water. This may also be a potential site for a new grade school for the Unified School District of De Pere. Additionally, the Town should encourage the infill of vacant lots in existing developments to more efficiently utilize the existing services.

Although the vast majority of the development in Ledgeview is very new, the small unincorporated communities of Bellevue and Pine Grove have areas that may be in need of redevelopment or rehabilitation. Both of these areas were historically service centers for the farming community and, therefore, contain a mix of commercial and industrial buildings and uses. Encouraging the redevelopment of these buildings into a mix of commercial and residential uses may be warranted.

Neighborhood Center Districts

In addition to residential uses, a neighborhood should be planned to include other neighborhood-serving uses and features. To make neighborhoods more livable, it is recommended that Neighborhood Center Districts be developed at strategic locations. Each area would serve one or more neighborhoods and would provide a year-round gathering place accessible to all residents. Features of the development area may include a recreation facility, a school, a daycare for children and adults, a place of assembly and worship, a small civic facility, a neighborhood-oriented market, shops, small professional offices, medical clinics, or other small businesses. These uses should have minimal signage and should attract a limited amount of vehicle traffic. The inclusion of rooms or indoor space for meetings and neighborhood functions is encouraged, as is a square, plaza, park, pavilion, or other outdoor space accessible to all residents.

In 2007 the Town developed a Neighborhood Center Districts section of the zoning code, and added districts to both the future land use and zoning maps. The Neighborhood Center Districts were strategically located within walking distance of residential uses. The Neighborhood Center

Districts ranged in size from about 10-40 acres, were typically located at a crossroads, encourage mixed uses, and were designated to provide goods and services geared toward the immediate neighborhood rather than the region as a whole.

Retail uses should be permitted not only in the Neighborhood Center Districts, but other non-retail uses, such as schools or daycare facilities, should be considered for other portions of a Neighborhood Center Districts as well. The Neighborhood Center Districts should be designed to reinforce the positive identity, character, comfort, and convenience of the surrounding neighborhoods, and access for pedestrians and bicyclists must be a priority.

Neighborhood Center Districts were identified at major intersections around the Town, including CTH GV/Dickinson Road, Dickinson Road/Creamery Road, CTH GV/Heritage Road, and the PDD-BP Business Park near I-43/CTH MM. . It is important that these areas contain a mix of residential, commercial, institutional, and recreational uses and that the streets are designed for children, adults, and the elderly who may wish to bike or walk to one of the amenities within the Neighborhood Center Districts.

Parks and Open Spaces

As the Town continues to grow, there will be a need for additional park and recreational facilities. As sites for new facilities are evaluated and designed, they should be designed in conjunction with streets and walkways to be a primary feature of land development and not merely areas left over from site planning for other purposes. They should also be situated along streets in order to maintain safety, accessibility, and visibility instead of tucked behind house rows.

Wetlands, watercourses, and other natural features should be integrated into new park and open space developments rather than ignored, redesigned, or destroyed. Creeks and other linear features can be a common feature that link individual adjoining developments through the development of rustic hiking trails or paved bicycle paths. Where desirable, open spaces within subdivisions can be publicly owned while others can remain privately owned. These areas also can be utilized for the treatment of storm water through the use of retention or detention ponds or infiltration fields.

A new 70-acre community park is proposed east of the Ledgeview Golf Course on Dickinson Road. This large park should contain a mixture of active and passive recreational uses, including ball fields, picnic areas, and playgrounds. The park can be utilized as a central location for a Town-wide picnic or celebration to help further develop Ledgeview's identity.

In addition to the large community park, a number of other smaller neighborhood parks are proposed within new residential areas. These parks should have a small playground or play area for neighborhood children and be located in such a way that the park will create a focal area for the surrounding neighborhood. Locating the parks adjacent to the Town's many natural features also provides additional protection to the natural features and can act as a natural learning area for children. The Town should consider identifying critical natural areas in Ledgeview that may warrant protection from development and locate and develop the neighborhood parks with the protection of these areas in mind.

The Brown County Open Space and Outdoor Recreation Plan identifies a proposed County park located at the site of the existing landfill. The park should be a minimum of 75 acres and should be designed and managed to provide protection of the cedar swamp and escarpment present at this location. Natural trails and an interpretive center for the cedar swamp and escarpment could also be developed. This may be an area where the Towns of Ledgeview, Rockland, and

Glenmore could cooperate in working with Brown County to provide additional recreational facilities for their residents.

Additional specific improvements to the park and recreation facilities in the Town of Ledgeview are contained in the Community Facilities Chapter.

Industrial Parks

The existing Town of Ledgeview Industrial Park is located in the western part of the Town between CTH PP and the East River. The industrial park is well situated with direct transportation access to CTH PP and the future southern bypass and bridge. It is also located adjacent to the East De Pere Industrial Park and, therefore, is consistent with nearby land uses. However, since the industrial park was established, there have been a number of apartment buildings and small commercial uses established to the north along Heritage Road, in addition to Heritage Elementary School. In order to minimize the impact that the industrial park may have on the school, homes, and businesses along Heritage Road, heavy trucks and other industrial park-destined traffic should be encouraged to utilize CTH PP and the southern bypass, when constructed, to enter and exit the industrial park when traveling to the east or west. Additionally, new businesses that locate in the industrial park should be held to the standards detailed in the Town's site review and design standards ordinance to ensure the development meets the expectations of Ledgeview's residents.

A new Industrial Park was proposed in 2008 on the Town's east side, between main Street and I-43. Part of the Industrial Park has been rezoned for industrial uses, but additional rezoning should be encouraged. Likewise, the addition of public sewer and water systems to serve future industrial sites in the area should be encouraged.

Existing I-43 Business Park (PDD-BP)

The Town of Ledgeview proposed and developed a business park located around the I-43/CTH MM interchange in the eastern part of the Town. Presently located in this area is a truck stop, Dedicated Repair and restaurant catering to I-43 traffic, a few scattered homes, and agricultural land. To the north of the interchange, the Eastern Arterial is being developed along the entire east side of the Green Bay Metropolitan Area to connect STH 29 to STH 54/57. A lightly used Canadian National Rail line also traverses the area north of the interchange running roughly from the northwest to the southeast. Ledgeview extended sewer and water along the northern boundary of the Town to reach this area in 2007.

The business park is the primary entranceway to Ledgeview for many people traveling on I-43. Therefore, the Town should stringently enforce its design standards and site review ordinance for buildings in this area to create a positive first impression for travelers and potential new businesses. The Town should also consider the inclusion of higher density housing and commercial uses near the fringes of the business park so that people have the option to walk or bike to their place of work, and people working in the business park are able to walk or bike to nearby commercial establishments for lunch or other commercial activities. The business park should eventually connect to the new industrial park to the south along Main Street.

This part of Ledgeview has a number of ravines and stream corridors that help to define the Town's natural beauty. As the business park is developed, storm water management should be a focal point in the review process for new buildings and sites. Minimizing large expanses of parking and utilizing wet detention ponds are a couple of ways the Town can accomplish this. Ledgeview should consider hiring a design consultant to develop a detailed design plan for the business park layout, architecture, and landscaping.

Rural Development

As discussed in the five-year growth increment section, unsewered development in the parts of the Town that are identified as within the growth increments should be held to a minimum in order to allow for the efficient expansion of sewer and water services to the south and east. Although the Town may decide to permit some limited unsewered development outside of the identified increments, it should keep in mind that retrofitting unsewered development to publicly sewered lines is oftentimes expensive for the homeowner and politically difficult. Therefore, the Town should take care in deciding where they will allow the development of unsewered lots so that they do not interrupt the logical, efficient extension of public utilities. Ledgeview should consider a notification process that informs potential new residents in the rural areas that the entire Town will eventually be served by public sewer and water so that they are able to make an informed decision regarding the purchase of property.

Natural Areas

The natural resource features provide Ledgeview with a large part of its identity as a community. The Fox River shoreline, East River floodplain, Niagara Escarpment, and numerous streams and deep ravines all contribute to the Town's rural feel and should be protected as much as possible. Features of the Town that are identified as environmentally sensitive areas (ESAs), such as wetlands, floodways, and steep slopes, should not be developed and should be placed in conservancy. These features should be included in the design of developments as integral amenities and maintained in common ownership and should be utilized in the design of storm water management facilities.

As development continues to the east, the ravines associated with Bower Creek and its tributaries should be maintained as much as possible in their natural state. Although they are already identified as environmentally sensitive areas, the Town should consider working with the Wisconsin Department of Natural Resources to purchase the ravines and create a parkway in the ravine from Fonferek Glen Park north to the Town's northern border. The parkway could be utilized for passive recreational uses, such as hiking, biking, or picnicking, and would help to maintain the Town's natural beauty.

Agriculture

As previously noted, agriculture in Ledgeview has steadily declined. The long-term viability of continued agricultural uses in the Town is not likely, and the comprehensive plan does not support indefinite agricultural preservation. However, agricultural lands should not be encouraged to develop where existing farmers wish to continue operations. As the Town grows outward, these lands should be allowed to convert to developed uses in an orderly, planned fashion.

Summary of Recommendations

- Periodically review and update the Town's land division ordinance to ensure future subdivisions and other divisions of land are consistent with the recommendations contained in the comprehensive plan.
- Future residential development should be based on the concept of neighborhoods with varying housing types, neighborhood commercial uses, parks, and institutional uses.
- Each neighborhood (approximately 160 acres) should contain a small neighborhood park of about five acres.

- Encourage small mixed-use businesses to serve the surrounding neighborhood within the Neighborhood Center Districts at CTH GV/Dickinson Road, Dickinson Road/Creamery Road, CTH GV/Heritage Road, and the PDD-BP Business Park near I-43/CTH MM.
- Multifamily buildings should reflect (as much as possible) the characteristics and amenities associated with single-family residences.
- Continue to utilize Ledgeview's site review and design standards ordinance to ensure new commercial, industrial, and multifamily developments contribute to the overall design of the Town.
- Continue the development of the business park (PDD-BP) at CTH MM/I-43 by encouraging economic development in the area.
- Emphasize neighborhood connectivity for pedestrians, bicyclists, and vehicles.
- Utilize narrow streets in combination with sidewalks and traffic calming techniques to slow vehicular traffic.
- Include a mid-block pedestrian crossing in blocks that exceed 700 feet in length, as appropriate.
- Develop a new community park that provides for active and passive recreation opportunities, as well as a place for community-wide picnics or festivals along Dickinson Road adjacent to the Ledgeview Golf Course.
- Situate parks along streets rather than tucked behind houses.
- Integrate natural features into new developments and parks as trails, bike paths, greenspace, etc.
- Encourage the development of conservation by design subdivisions along the Town's many ravines and other natural areas to create an interconnected trail network.
- Develop parkways with trails as linear parks along waterways, especially along the East River and identified areas on the future land use map.
- Utilize the five-year growth increments to indicate where and when public services should be expanded.
- Encourage the infill of the existing Ledgeview Industrial Park.
- Carefully review all proposed unsewered development outside of the five-year growth increments. If new unsewered lots are allowed, the road frontage and depth to the new structure should be minimized to provide for the cost-effective provision of public sewer and water when they become available.
- Develop a notification process for new residents in areas outside of the five-year growth increments that eventually the entire Town will be served by public sewer and water.

CHAPTER 3

Transportation

This section of the plan discusses the existing transportation system and recommends methods of creating a more comprehensive multi-modal transportation system in the Town.

Existing Transportation System

Streets and Highways

Ledgeview currently contains one interstate highway, one federal highway, two state highways, seven county trunk highways, and many local streets. These streets and highways are currently the primary means of reaching the Town's residential, commercial, institutional, and other destinations (see Figure 3-1 for the Town's street and highway system).

Functional Classification System

A component of a street and highway system is the functional classification network. This network is typically based on traffic volumes, land uses, road spacing, and system continuity (see Figure 3-2 for the Town's functional classification system). The four general functional classifications are freeways, arterials, collectors, and local streets. These classifications are summarized below.

Freeways: Freeways are controlled-access highways that have no at-grade intersections or driveway connections. I-43 is an example of a freeway in Ledgeview.

Arterials: Principal and minor arterials carry longer-distance vehicle trips between activity centers. These facilities are designed to provide a very high amount of mobility and very little access.

Collectors: Collectors link local streets with the arterial street system. These facilities collect traffic in local areas, serve as local through routes, and directly serve abutting land uses.

Locals: Local roads and streets are used for short trips. Their primary function is to provide access to abutting land uses, and traffic volumes and speeds are relatively low.

Rustic Roads

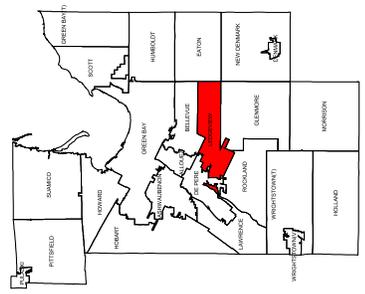
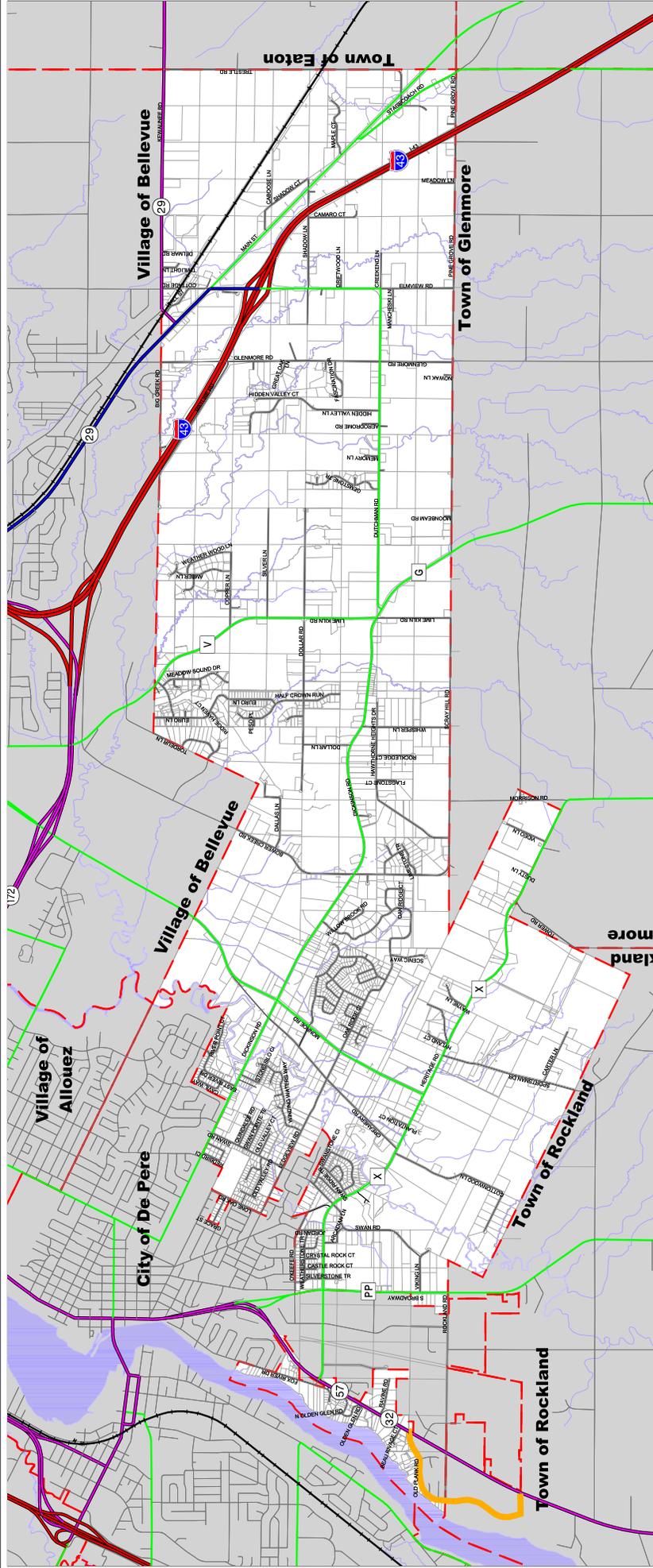
The Rustic Roads System in Wisconsin was created by the Wisconsin State Legislature in 1973 in an effort to help citizens and local units of government preserve what remains of



Street Network / Rail Line

Figure 3 - 1

Town of Ledgewood, Brown County, WI



- Interstate
- US Highway
- US Highway / State Trunk Highway
- State Trunk Highway
- County Trunk Highway
- Street
- Rustic Road
- Railroad



Scale: 1 inch = 1 mile



This is a compilation of records and data located in various Brown County and City of Green Bay offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System, and the parcels are mapped from available records which may not precisely fit field conditions. Brown County is not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

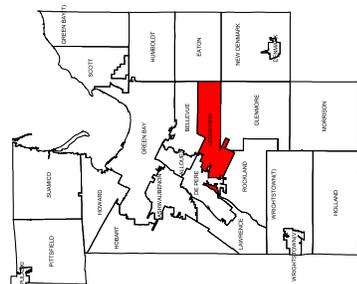
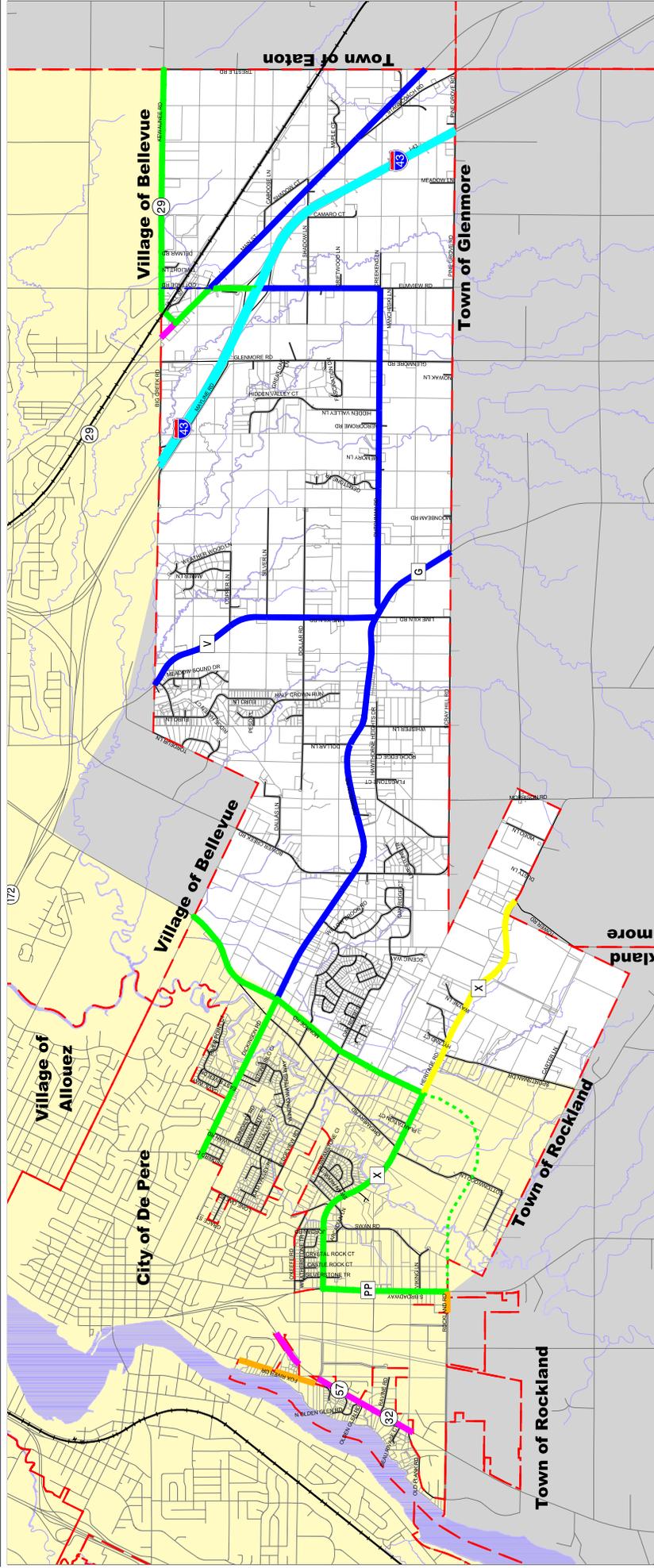
Map prepared by Brown County Planning Department. October 2004.



Rural and Urban Functional Classifications

Figure 3 - 2

Town of Ledgewood, Brown County, WI



- Principal Arterial
- Minor Arterial
- Collector
- Interstate
- Major Collector
- Minor Collector
- Local
- Future Minor Arterial

- Urbanized Area
- Rural Area
- Railroad



Scale: 1 inch = 1 mile

This is a compilation of records and data located in various Brown County and City of Green Bay offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System, and the parcels are mapped from available records which may not precisely fit field conditions. Brown County is not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by Brown County Planning Department, October 2004.

Wisconsin's scenic and lightly traveled country roads for the enjoyment of bikers, hikers, and motorists.¹

Old Plank Road is the only designated Rustic Road in the Town. Old Plank Road is characterized by ravines, large old trees, and a narrow road surface. The road is 1.3 miles in length, and the surface includes both paved and gravel portions. Old Plank Road dates back to Civil War times when it was used to carry supplies to the Fox River. A designated Rustic Road typically falls under the jurisdiction of the local community, which in this case is the Town.

The goals of the Rustic Roads Program include:

- To identify and preserve in a natural and essentially undisturbed condition certain designated roads having unusual or outstanding natural or cultural beauty.
- To produce a linear, park-like system for vehicular, bicycle, and pedestrian travel for quiet and leisurely enjoyment by local residents and the general public.
- To maintain and administer these roads to provide safe public travel while preserving the rustic and scenic qualities through use of appropriate maintenance and design standards and encouragement of zoning for land use compatibility, utility regulations, and billboard control.

The current street pattern in Ledgeview enables some vehicle trips to occur on the local and collector streets because a few of them are well connected. However, the Town also contains several cul-de-sacs, horseshoe roads, and other streets that do not provide convenient connections to surrounding streets. This lack of street connectivity in many parts of the Town forces motorists to use the arterial streets at some point during nearly every trip, and this concentration of traffic can create barriers to other transportation modes (such as walking, bicycling, and transit).

Pedestrian and Bicycle Facilities

As previously mentioned, Ledgeview's existing transportation system is largely comprised of local streets, county highways, and federal/state highways. Only CTH G, Dickinson Heights, and some neighborhoods on the west side of the Town have sidewalks and bicycle lanes.

The Town has a handful of sidewalks and bicycle lanes. The Town also has access to pedestrian/bicycle trails that run along both the Fox River (Fox River Trail) and the East River (East River Trail). As their names suggest, these crushed limestone/asphalt trails run along the Fox and East Rivers on the Town's west side. The Fox River Trail is 12 feet wide and relatively straight, so it is a very attractive route for transportation and recreational trips. The East River Trail, however, is planned to be a slightly narrower facility that tends to follow the meander of the river, which makes the trail very appealing for recreational trips but impractical for work commutes and other transportation trips. The portion of the East River Trail from the City of De Pere to CTH G is complete. In the future, the East River Trail will extend south of CTH G. The Town's proposed on-street bicycle lanes and off-street pedestrian/bicycle trail system is shown in Figure 3-3.

¹ From Wisconsin DOT's *Wisconsin's Rustic Roads* (2003).

Transit

Ledgeview is not currently included in the Green Bay Metro service area, but it is possible that fixed-route transit service could be extended to the Redbird Circle area or to other points in the Town within the long-range planning period.

Specialized Transportation Services for the Elderly and Disabled (Paratransit)

Joining the Green Bay Metro service area would allow the Town to be served by Metro's paratransit provider. Metro's paratransit service would allow clients in Ledgeview to be picked up at their homes and taken directly to their destinations in vehicles that accommodate wheelchairs, scooters, and riders who do not require mobility devices. This service would provide another transportation option to elderly and disabled Ledgeview residents who need assistance to reach medical appointments, grocery stores, and other destinations throughout the Metro service area.

Rail Transportation

Ledgeview currently has only one active rail line, and this line is located on the far east side near I-43. Traffic on this line is relatively low at this time, and the line does not serve any destinations in Ledgeview.

Air Transportation

Austin Straubel International Airport is approximately four miles west of Ledgeview (see Figure 3-4 for the airport's location). Commercial service is currently provided by Northwest Airlines, American Airlines, United Airlines, Skyway Airlines, and ComAir Delta. Charter service is provided by Executive Air and Titlevillage Jet Center. Air cargo service is provided by Northwest Cargo. The Town's economy is not significantly affected by the airport at this time.

Truck Transportation

Because Ledgeview contains only one active industrial development and commercial activity is relatively low, much of the heavy truck traffic in the Town is attributable to trucks passing through on I-43 and STH 32/57. However, various businesses and industries within the Town still rely on occasional truck trips to import and export goods. These trips typically occur on state and county highways, but trucks occasionally need to travel on Town streets (such as Swan Road) to reach their destinations.

Water Transportation

The Town does not currently rely on the Port of Green Bay to import or export goods. The port's location is shown in Figure 3-4.



Figure 3-3

Proposed On-Street Bicycle Lanes and Off-Street Pedestrian/Bicycle Trails

Town of Ledgewood, Brown County, Wisconsin

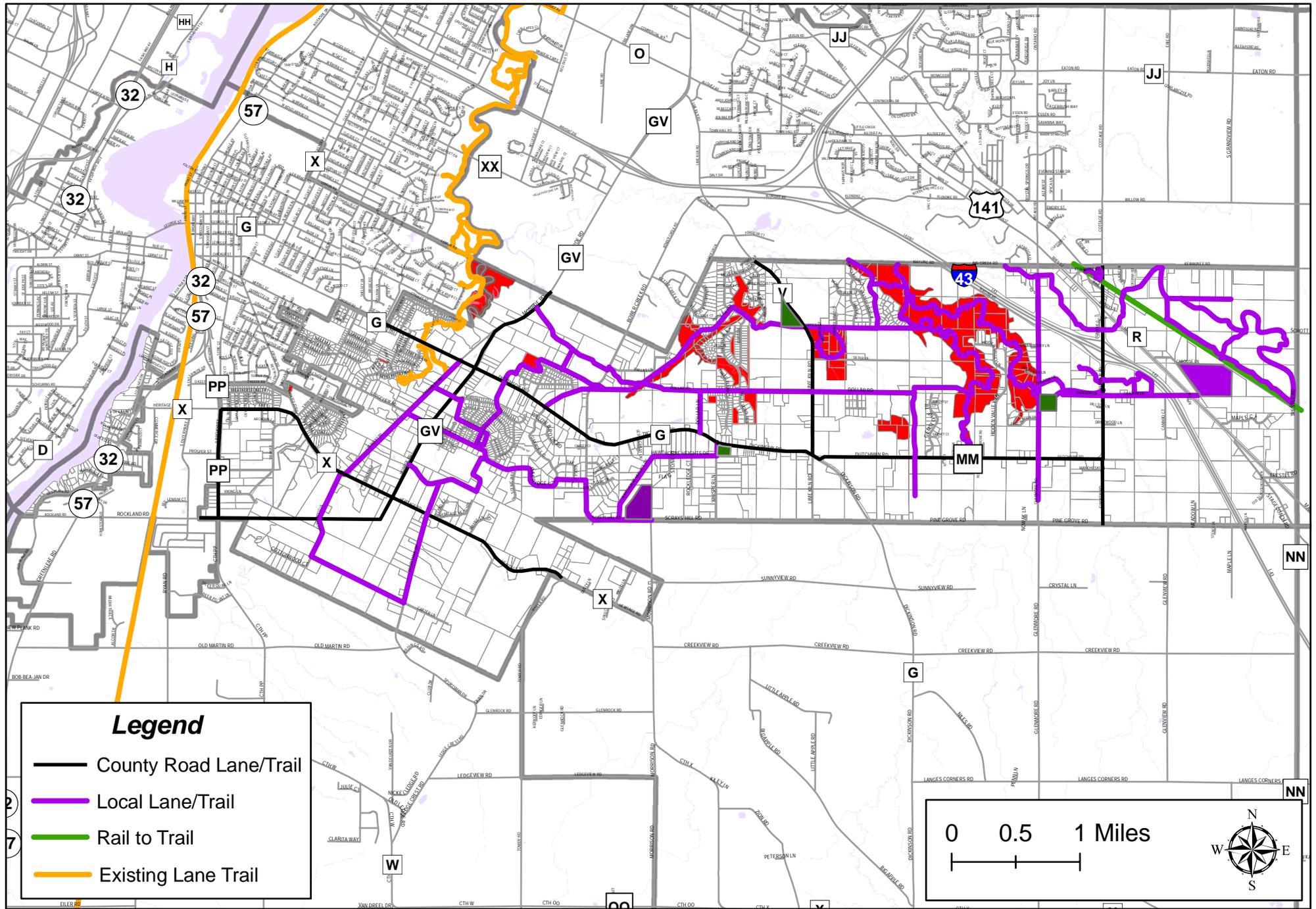
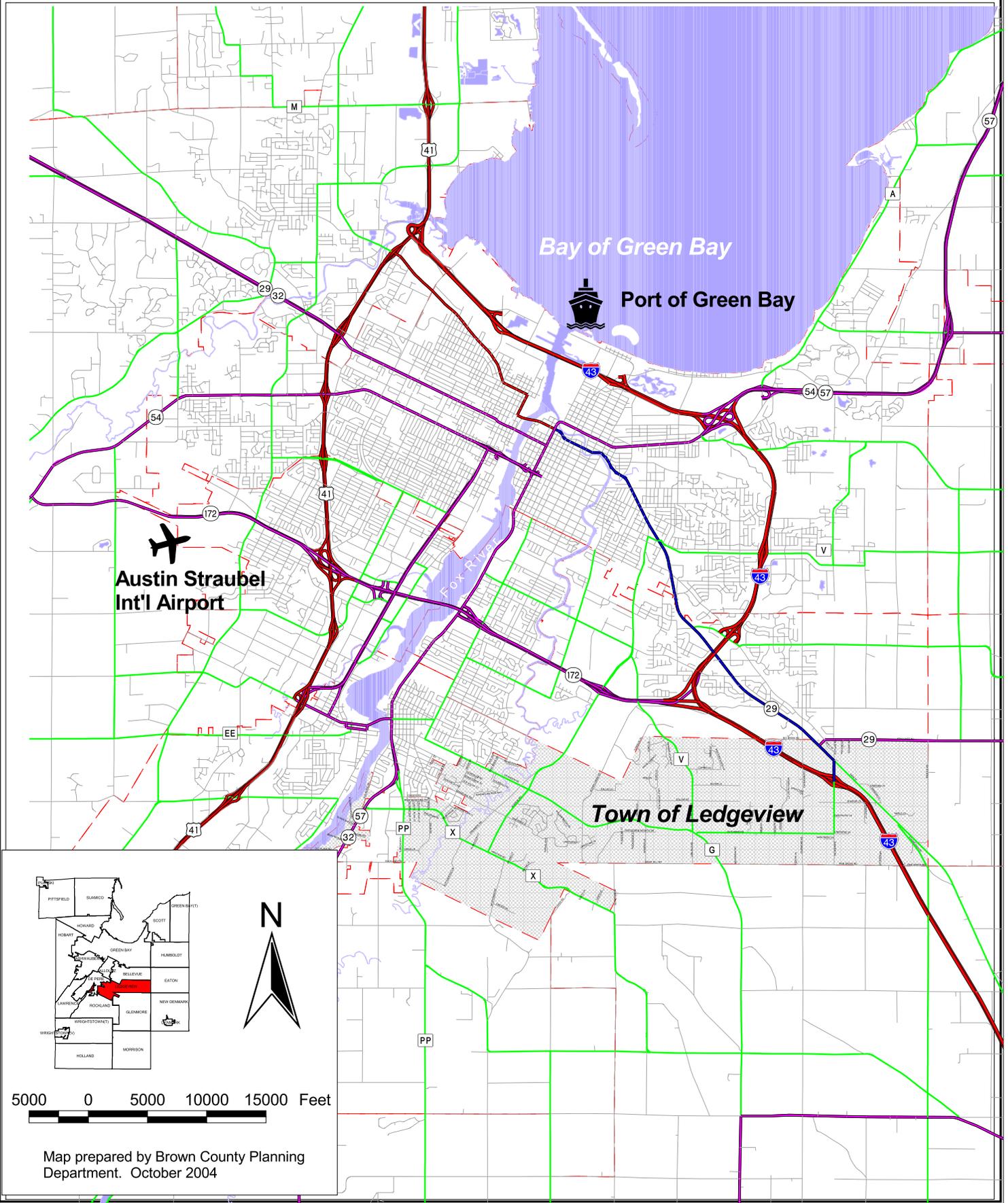


Figure 3 - 4



Port and Airport Facilities

Town of Ledgeview, Brown County, WI



Map prepared by Brown County Planning Department. October 2004

Future Transportation System

Ledgeview's land use pattern and transportation system are largely oriented toward motorized vehicles, but the Town does contain some areas where land uses are mixed and people can reach their destinations without a car. This section of the Transportation Chapter identifies the major aspects of Ledgeview's transportation system and recommends methods of developing them over the next 20 years to create a comprehensive multi-modal transportation system. The chapter also discusses the land use patterns that should be promoted during this period to create this system.

Streets and Highways

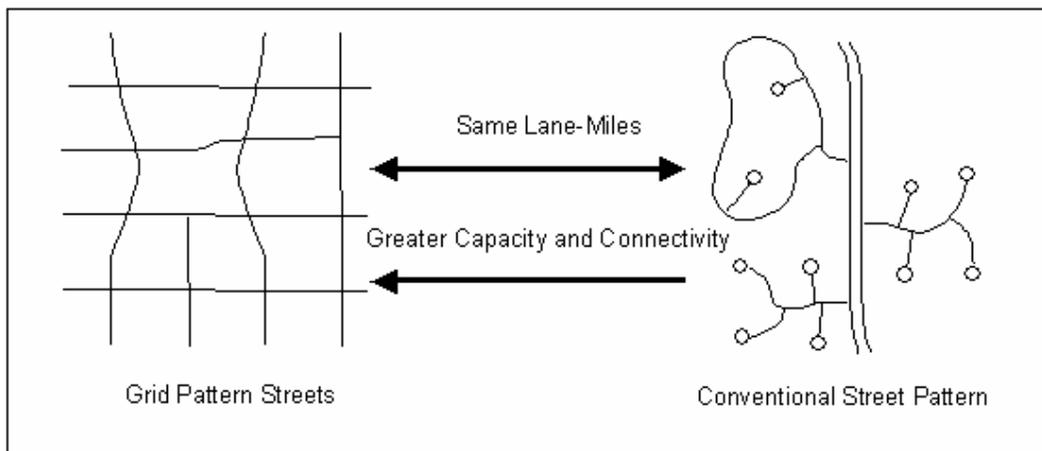
Ledgeview currently has few multi-lane streets, but some of the Town's streets are still at least 40 feet wide. In addition to being expensive to construct and maintain, the wide streets encourage people to drive rapidly through neighborhoods, school zones, and other areas where high speeds are not appropriate. The cul-de-sacs, lack of sidewalks, and separation of land uses also do more than encourage people to drive from place to place – they often force them to drive because other transportation modes are not practical.

To enhance everyone's ability to safely and efficiently navigate the Town's street system with and without personal vehicles, the Town needs to:

- Increase street connectivity and intersection frequency when possible.
- Minimize barriers to pedestrian and bicycle travel and encourage people to drive at appropriate speeds by installing traffic calming devices on existing streets.
- Improve accessibility and safety at intersections and other potential conflict points.

Methods of achieving these aims are addressed in this section.

Figure 3-5: Comparison of Well-Connected and Conventional Street Patterns



Develop Well-Connected Street Patterns in the Town’s Urban Areas

To enable and encourage people to walk and bicycle to and within the Town’s urban areas, Ledgeview should require well-connected street patterns within new urban developments that have frequent connections to the existing street system. These kinds of street patterns will also provide motorists several route options and avoid concentrating traffic on relatively few streets. A comparison of well-connected and conventional street patterns is shown in Figure 3-5.

Although well-connected street patterns enable traffic to be distributed evenly, are very accessible to a variety of transportation system users, are easy for public works departments to plow and maintain, enable communities to create efficient sewer and water systems (that do not have several stubs), and provide efficient routes to incidents for fire departments and other emergency responders, situations will arise where streets cannot be connected due to physical or environmental constraints. If constraints prohibit street connections, the Town should allow the development of cul-de-sacs near the constraints. However, to maximize connectivity in these neighborhoods, the cul-de-sacs should have public rights-of-way or easements reserved at the bulbs to enable pedestrians and bicyclists to travel throughout the area easily. This connectivity concept is discussed further later in this chapter.

Enable Developers to Build Narrow Streets

The Town currently requires urban streets to be at least 37 feet wide and rights-of-way to be at least 70 feet wide. However, these widths are often not necessary (especially in the Town’s neighborhoods) and force the Town to maintain a significant amount of land that could instead be taxable property.

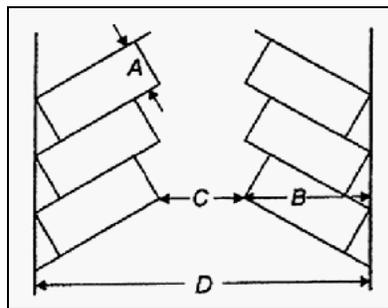
Figure 3-6: Street and Right-of-Way Width Standards Summary

Street Type	Right-of-way Width *	Pavement Width (curb face to curb face)	Driving Lane Width	On-Street Parking	Parking Areas Defined by Curbs?
Collectors	60 feet	34 feet	9 - 10 feet	Both Sides	Yes
Local Streets					
No parking allowed	40 feet	18 feet	9 feet	None	No
Parking on one side	46 - 48 feet	22 - 24 feet	14 - 16 feet travel lane	One Side	If Needed
Parking on both sides	50 - 52 feet	26 - 28 feet	10 - 12 feet travel lane	Both Sides	If Needed
Alleys	16 feet	12 feet	---	---	---

- The right-of-way width includes the widths of the driving area, parking area, curbs, terraces (between the sidewalk and street), and sidewalks.

Figure 3-7: Parking Lot Dimensions

Parking Angle (Degree)	[A] Stall Width (Feet)	[B] Stall Depth (Feet)	[C] Aisle Width (Feet)	Stall Measured at Curb (Feet)	[D] Overall Width (2 parking lines)
90	9	18.5	25	10	62
60	9	19	15	11.44	53
45	9	17.5	15	13.97	50
30	9	17.3	15	19.8	49.6
0 (Parallel)	10	20	n/a	20	n/a



To address this issue, the street width requirements should be amended in the Town’s subdivision ordinance to enable developers to build narrower streets. The ordinance should also be amended to establish right-of-way width standards that do not require the acquisition of more right-of-way than necessary. A summary of street and right-of-way standards that should be considered by the Town is included in Figure 3-6. These standards are based on recommendations in *Residential Streets* (third edition), which was developed by the Urban Land Institute in conjunction with the Institute of Transportation Engineers, National Association of Homebuilders, and American Society of Civil Engineers.

The implementation of these standards will enable the Town to reserve only the land it needs to accommodate its streets, sidewalks, and terraces and to construct streets that conform to the development concepts addressed in the comprehensive plan.

Define the Parking Areas of Urban Streets

The parking areas of urban streets should be defined by curb extensions at many of the Town’s intersections. If a block is relatively long, extensions should also be placed at other points along the street. The curb extensions will prohibit drivers from using the parking lanes as passing or turning lanes at intersections and encourage people to drive slowly when parked vehicles are not present. The curb extensions will also minimize pedestrian crossing distances at the Town’s intersections. Pictures of curb extensions that were recently built in De Pere and in the City of Middleton (near Madison, Wisconsin) are shown in this section.

Encourage Developers to Build Narrow Streets

Once the Town changes its codes to enable developers to build narrower streets, it should encourage developers to build narrower streets by offering them a streamlined approval process for their developments, greater development densities, development fee rebates, and other incentives that would encourage them to deviate from the status quo.



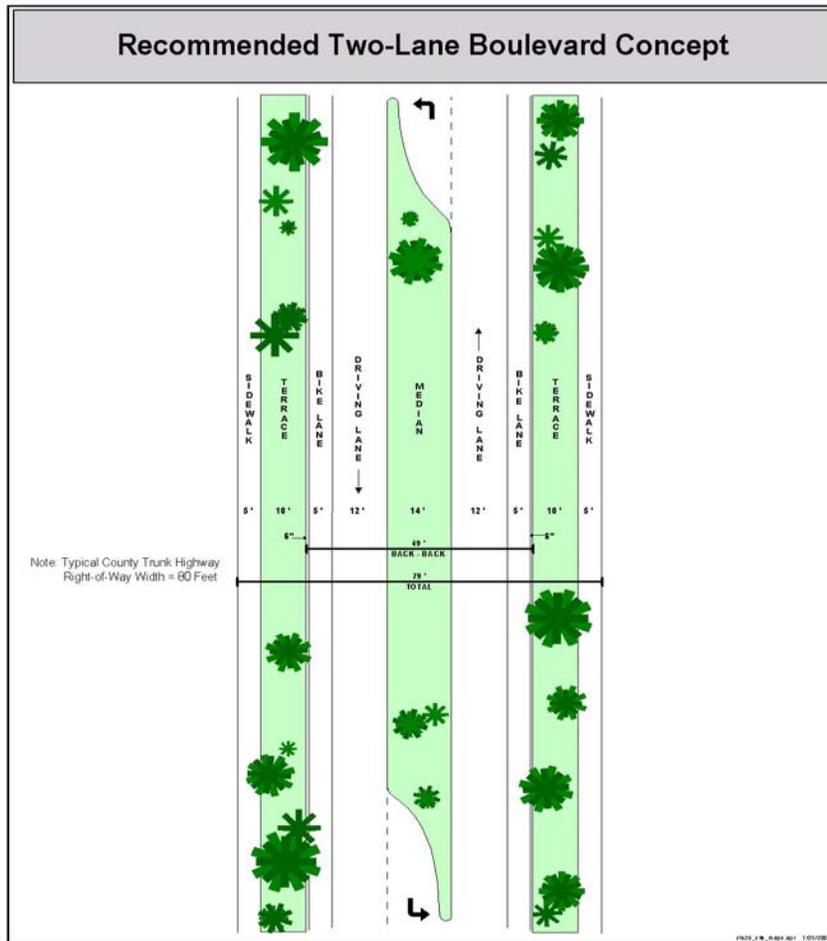
Curb extensions in Middleton, Wisconsin



Curb extension along Grant Street in De Pere

Avoid Expanding Streets to Four or More Lanes

Although it is unlikely that most of the Town's streets would be considered for widening in the future, some two lane streets might be seen as candidates for widening as traffic levels rise over the next 20 years. However, street widening has proven to not be an effective long-term method of relieving traffic congestion, so the Town and Brown County should save the millions of dollars that would be necessary to expand these streets and maintain their two lane configurations. Maintaining streets as two lane facilities would also minimize barriers to pedestrian and bicycle travel and encourage people to drive at appropriate speeds through the Town's neighborhoods.



One way to move traffic efficiently while minimizing barriers to pedestrian and bicycle travel and encouraging people to drive at appropriate speeds is the construction of a system of two lane arterial boulevards that are complemented by an interconnected collector and local street system, mixed land uses, and efficient traffic control techniques at intersections. The street interconnectivity and mixing of land uses make walking and bicycling viable transportation options and help to avoid forcing traffic onto a system of relatively few large arterial streets. Building narrower arterial boulevards instead of the standard wide arterial streets would also make the Town's thoroughfares more attractive.

Design Intersections to Maximize Safety and Accessibility

The Town should utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize pedestrian, bicyclist, and motorist safety and accessibility at the Town's intersections. Techniques that should be used include roundabouts, curb extensions at intersections, and other street design features. The narrower street widths recommended for the Town would also help make intersections safer by controlling the speed of vehicles as they approach the intersections.

Roundabouts in Brown County

There are currently four single-lane roundabouts in the Village of Howard, one double lane and three single-lane roundabouts in the City of De Pere, and one single-lane roundabout in the Town

of Ledgeview. The two roundabouts on Lineville Road in Howard were recently featured in a Brown County Planning Commission study that examined their safety, efficiency, and other impacts between 1999 and 2001. This study found that the Lineville roundabouts have made the intersections more accessible to pedestrians and bicyclists and safer for everyone. An example of this safety improvement is shown in the study, which identifies the number of reportable crashes and injuries at the Lineville/Cardinal intersection before and after the roundabout.

The De Pere and Ledgeview roundabouts have not been studied because they were completed more recently than the Lineville Road roundabouts. However, representatives of the De Pere Police Department, De Pere Department of Public Works, and De Pere School District have indicated that the roundabouts are operating very efficiently and that they are unaware of any reportable crashes at the intersections. Observations by the Brown County Planning Commission and Highway Department have also found that pedestrians, bicyclists, and motorists interact well at the roundabouts.



Lineville/Cardinal roundabout in Howard



Chicago/Swan roundabout in Ledgeview and De Pere

Potential Roundabout Locations in Ledgeview

The Town should work with the Brown County Planning Commission, Brown County Highway Department, and WisDOT to study the possibility of installing single-lane roundabouts at various intersections in Ledgeview. Some intersections that should be studied include:

- CTH G and Scray Hill Road/Bower Creek Road.
- CTH PP and CTH X (Heritage Road).
- CTH X (Heritage Road) and Swan Road.
- Highway 141 and CTH R.
- STH 32/57 and CTH X (Heritage Road).
- CTH MM and CTH G.
- CTH G and CTH GV.
- East River where it crosses CTH G.
- Swan Road and CTH G.
- CTH G and Uncle Mike's Bakery area.

The Town should also investigate the installation of smaller neighborhood traffic circles at minor intersections throughout Ledgeview to calm traffic and enhance the appearance of neighborhoods.

Speed Limits in Ledgeview's Rural Areas

Over the last several years, the Brown County Planning Commission has been asked by some of the County's unincorporated communities to address the establishment of speed limits on their roads. The findings of staff's research into this issue are summarized in this section.

According to Chapter 349.11(1) of the Wisconsin Statutes, local authorities are allowed to establish speed limits for any road under their jurisdiction if they determine that the speed of vehicles on any part of a road is inappropriate. However, Chapter 349.11(3) of the statutes restricts this power in the following ways:

- Local authorities may not declare a speed limit that exceeds 55 miles per hour, which is the limit identified in Chapter 346.57(4)(h) of the Wisconsin Statutes.
- Local authorities may not modify the limits that are stated in Chapter 346.57(4)(c) or Chapter 346.58(1), which are 15 mph designations for:
 - Safety zones occupied by pedestrians.
 - Areas where people are being picked up or dropped off by a public passenger vehicle.
 - Any vehicle equipped with metal or solid rubber tires.
- Local authorities may not modify existing speed limits without the consent of the Wisconsin Department of Transportation except in the following situations:
 - To reduce the speed limit during road projects (Chapter 349.11(10)).
 - To increase the speed limit within the corporate limits of a city or village (Chapter 346.57(4)(e) and (f)).
 - To increase the speed limit above 35 mph in a semi-urban district outside the corporate limits of a city or village (Chapter 346.57(4)(g)).
 - To reduce by 10 mph or less the 15 mph speed limits designated for school zones where children are present, properly marked school crossings where children are present, and alleys (Chapter 346.57(4)(a), (b), and (d)).
 - To reduce by 10 mph or less the 35 mph speed limit that is imposed on Town roads under Chapter 346.57(4)(j), which states that the speed limit is:

Thirty-five miles per hour on any Town road where on either side of the highway within any 1,000 feet along such highway the buildings in use for business, industrial, or residential purposes fronting thereon average less than 150 feet apart, provided the Town board has adopted an ordinance determining such speed limit and has posted signs at such points as the Town board deems necessary to give adequate warning to users of the Town road.

It is possible that a Town can establish and modify speed limits on its roads under Chapter 346.57(4)(g) and (j). Assuming this is the case, a Town could establish speed limits as low as 25 miles per hour on roads that qualify under Chapter 346.57(4)(j) and as low as five miles per hour in school zones, school crossings, and alleys. However, roads that do not have the development densities identified in Subsections (g) and (j) of Chapter 346.57(4) will likely have to be assigned speed limits of 45 or 55 miles per hour.

Establishment of Speed Limits

The Town should study its roads to determine the appropriate speed limit for each road based on the standards in Chapters 346.57(4) and 349.11(3) of the Wisconsin Statutes. Once the study is completed, the Town should establish the speed limits by adopting an ordinance for each Town road and posting signs at appropriate locations.

Pedestrian and Bicycle Facilities

Because virtually none of the Town's streets include sidewalks on either side, many activities that normally occur on sidewalks are occurring in the driving areas. On an average day, a person can see residents walking on the Town's streets, neighbors talking to one another in front of their homes while being avoided by passing vehicles, and people doing other activities that should occur outside of the street. Many less-experienced bicyclists may also have trouble sharing many of the Town's major streets with motorized vehicles because the motorists and bicyclists are not sure where they are supposed to travel on the wide streets. To create a pedestrian and bicycle system that complements the Town's street system, the Town needs to:

- Expand the development of land use patterns that enable and encourage walking and bicycling.
- Create a safe, continuous pedestrian system throughout the Town.
- Enable people to easily reach developments in the Town on foot or by bicycle.

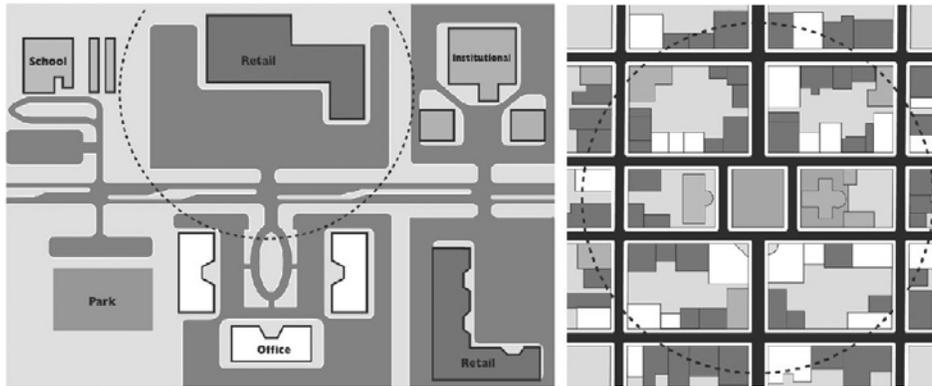
Methods of achieving these aims are addressed in this section.

Mixing Land Uses throughout the Town

To enable and encourage people to make additional walking and bicycling trips in Ledgerview, the Town should implement the Land Use Chapter's recommendations for mixing land uses to create destinations that could be easily reached by pedestrians and bicyclists. The mixing of residential, commercial, institutional, and recreational uses would enable people of all ages and physical abilities to travel from place to place without a motorized vehicle, which would significantly improve mobility for all Town residents and minimize traffic on the existing street system. The primary area to encourage this type of mixed land uses is within the Neighborhood Center Districts.

Figure 3-8 compares a conventional land use and street pattern with a mixed land use and grid street pattern. The dotted circle on the diagram represents a 500-foot radius, which is a distance that most people feel comfortable walking. This diagram demonstrates that a greater number and variety of destinations are easily reachable on foot (and by bicycle) when land uses are mixed and streets are frequently interconnected. The benefits of street connectivity in neighborhoods are also illustrated in Figure 3-9, which demonstrates that a well-connected street system requires people to travel much shorter distances to reach their destinations than a system with few connections.

Figure 3-8: Segregated Land Uses vs. Mixed Uses with High Connectivity



Although this type of mixed land use pattern and highly connective street system would not likely be possible in some portions of the Town (such as the rural areas), this pattern should be developed on the Town's west end and possibly elsewhere to enable people to reach several destinations easily.

Developing a Continuous Sidewalk System in the Town's Urban Areas

In the Town Streets section, the transportation plan recommends methods of calming traffic and making the Town's intersections safer and more accessible for motorists, pedestrians, and bicyclists. These improvements should be accompanied by a continuous sidewalk system that can be created through the following three-step process:

Step 1: Require sidewalks in all new urban developments. The Town should begin the process of creating its sidewalk system by requiring developers to install sidewalks on both sides of all streets in all new urban developments. The Town should also not approve new urban developments that do not include sidewalks. The only situation where sidewalks should not be required on both sides of a street is when physical or environmental constraints exist. In these situations, sidewalks should be required on at least one side of the street.

Step 2: Install sidewalks along major streets and walk routes. Next, the Town should install sidewalks along both sides of all existing home-to-school walking routes and along all existing collector and arterial streets. These sidewalks will enable children to walk outside of the driving area and provide people a safe place to walk along the streets that carry high volumes of traffic. Since many of Ledgeview's major streets are county and state highways, the Town should work with Brown County and WisDOT to build sidewalks along these facilities.

Step 3: Construct sidewalks along the rest of the Town's urban streets by identifying demand and consulting residents prior to street reconstruction projects. After requiring sidewalks along all new streets and installing sidewalks along all home-to-school walking routes and collector and arterial streets, the Town should work toward constructing sidewalks along the rest of its existing urban streets by identifying neighborhoods where people want sidewalks and meeting with residents prior to street reconstruction projects to determine if street narrowing and sidewalks

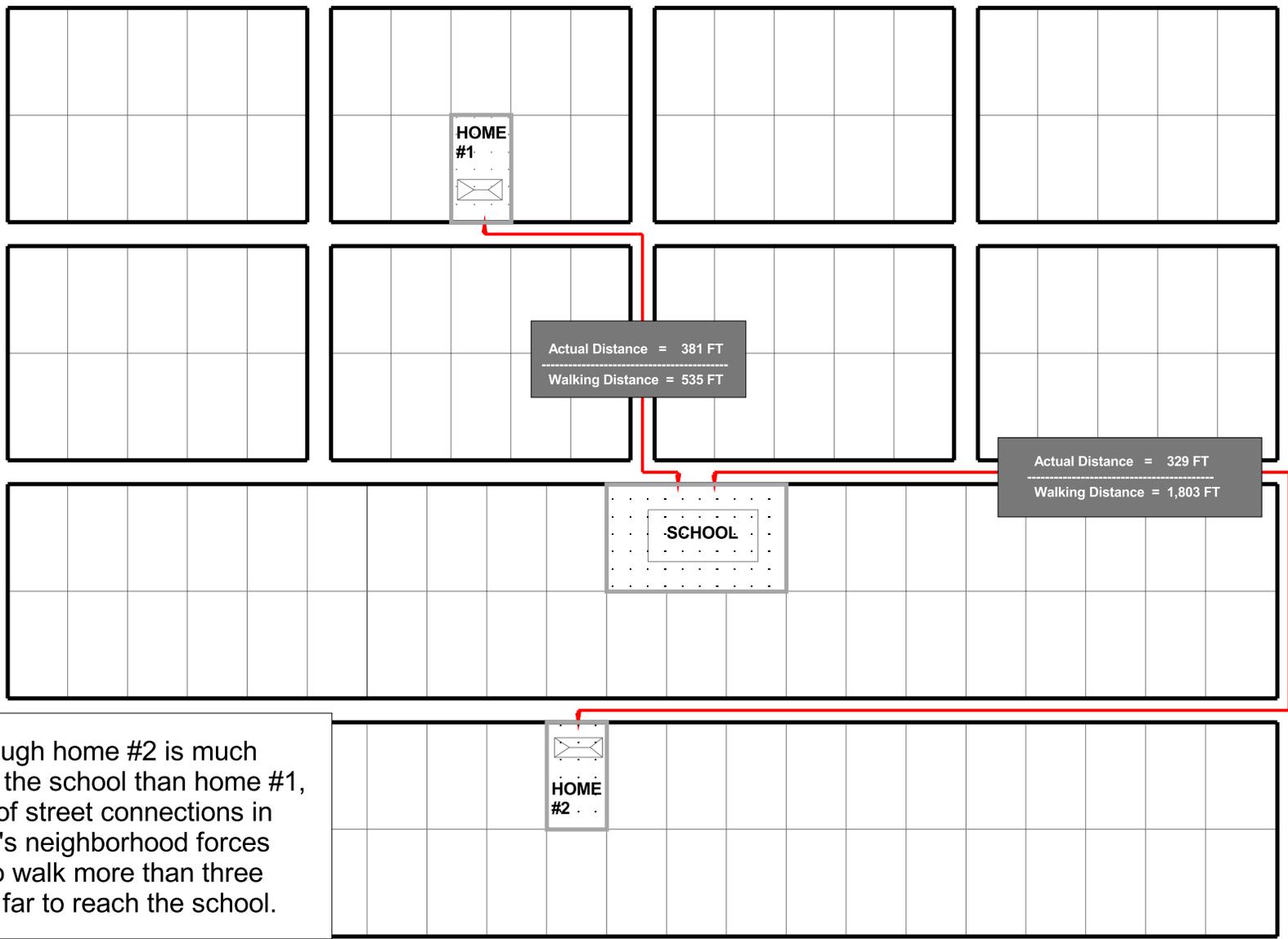
Figure 3 - 9



Example of Neighborhoods With and Without Street Connectivity



Town of Ledgeview, Brown County, WI



Even though home #2 is much closer to the school than home #1, the lack of street connections in home #2's neighborhood forces people to walk more than three times as far to reach the school.

should be elements of the projects. This will create a continuous pedestrian system that serves the Town's neighborhoods and other destinations within and immediately outside of the Town.

In addition to implementing these three steps, the Town should ensure that it retains its existing sidewalks when new developments replace old ones.

Walkways Along Streets with Reverse Frontage Lots

One of the reasons that sidewalks are not installed along major streets is that many of these streets do not have homes or other developments that directly face or access them. This lack of direct access prevents governmental (state, county, and local) entities from assessing for the costs of the sidewalks and makes it difficult to justify requiring property owners to maintain them, and these entities often do not want to make the equipment and labor investments needed to maintain the sidewalks themselves. Unfortunately, this results in minimal or no pedestrian access along streets where traffic is very heavy and many commercial and other destinations are located. It also restricts the ability of non-drivers to travel in the newly developed parts of Ledgeview because the arterial street system must be used at some point to make many trips in these areas.

If sidewalks cannot (or will not) be installed, the Town (and other governmental entities) should enhance pedestrian access along major streets that have reverse frontage lots and little or no driveway access by constructing multi-use trails that are 10 or 12 feet wide. Once the trails are installed (the costs of which can likely be covered with grant and local funds), they can be plowed and maintained using equipment that governments at all levels already have.

Continuing to Develop a Pedestrian and Bicycle Trail System that Complements the Sidewalk System

As the sidewalk system is being developed, the Town should continue developing its off-street pedestrian/bicycle trail system by purchasing land, cooperating with area utility companies to utilize utility easements, and requiring developers to dedicate land for trails before approving their development proposals. The Town should also work with the Wisconsin Department of Natural Resources and Brown County to acquire and develop a trail on the currently active railroad corridor on the Town's east end if it is proposed for abandonment in the future. In addition to serving destinations within Ledgeview (especially the Town's rural areas and conservation subdivisions), these efforts would enhance the Town's connections to the surrounding communities and improve intercommunity mobility.

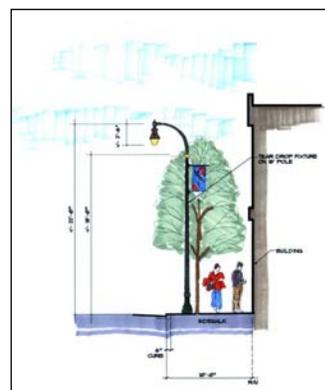
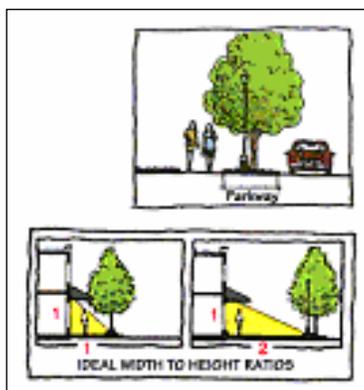
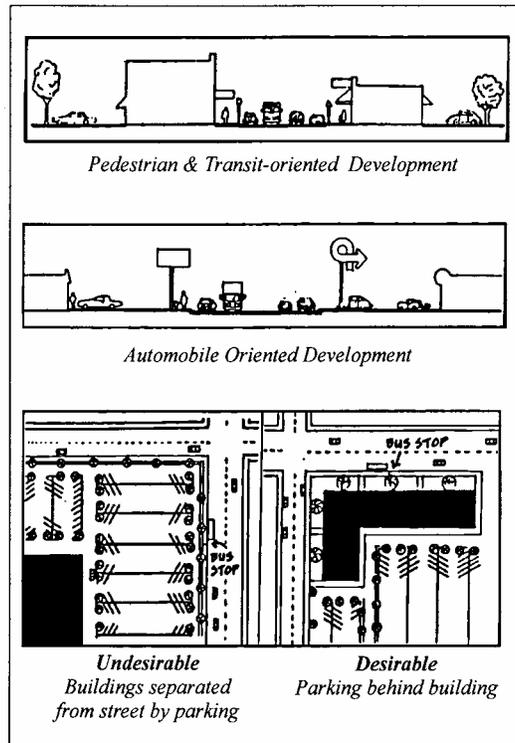
Designing Developments That Provide Direct Access to Sidewalks and Streets

Some of the Town's existing buildings are difficult to reach on foot or by bicycle because they were built a significant distance from the street and are fronted by large parking lots that are difficult for walkers and bikers to cross. To enable and encourage people to travel to destinations in the Town with and without motorized vehicles, the Town should ensure that new and redevelopment projects have buildings with zero or minimal setbacks, parking in the rear, and other features similar to those recommended in the plan's Land Use Chapter (Figure 3-10 shows examples of auto- vs. pedestrian- and transit-oriented development patterns). People will still be able to reach their destinations with motorized vehicles, but these design features will also enable and encourage people to travel to them using other transportation modes.

Ensuring That All Transportation Structures Have Pedestrian and Bicycle Facilities

The Town should continue to work with the Wisconsin Department of Transportation and Brown County Highway Department to ensure that all of the Town's bridges, interchange overpasses, and other transportation structures have adequate pedestrian and bicycle facilities when they are constructed or reconstructed.

Figure 3-10: Pedestrian- and Transit-Oriented Development vs. Automobile-Oriented Development



Enabling People to Travel Easily Between Subdivisions and Other Developments

In some parts of the Town, the well-connected street patterns recommended earlier in this chapter will not be feasible due to the presence of existing development or physical constraints. When cul-de-sacs must be built and development and physical barriers are not present, the Town should require the designation of public rights-of-way at or near the end of the cul-de-sacs for

multi-use paths that connect to neighboring subdivisions, schools, parks, and other destinations. These paths should be between 10 and 12 feet wide and paved to accommodate pedestrians, bicyclists, skaters, and other non-motorized uses. This width and surface will also be able to handle authorized service vehicles.

Developing land use patterns that enable and encourage walking and bicycling, creating a safe and continuous pedestrian system, and enabling people to easily reach developments from the streets and walkways will increase mobility for everyone in Ledgeview. This enhanced mobility and choice of viable transportation modes will also help attract new residents to the Town, improve access to Town businesses, and allow the Town's existing and future street system to handle traffic efficiently.

Transit

Fixed-route transit service to the Town of Ledgeview does not presently exist due to the distance needed for travel to the Town. Also, the number of people served may not yet be high enough. It is possible that as the area around the clinic develops, fixed-route transit service could be implemented. If a transit route is extended to this area in the future, the route should also serve the commercial and other destinations in the Redbird Circle/Swan Road areas and the multifamily developments along Dickinson Road west of CTH GV. The growth and population density of these areas should be monitored over the long-range planning period to determine if a bus route should serve them in the future.

Specialized Transportation Services for the Elderly and Disabled

If Ledgeview participates in the Green Bay Metro system, the Town's elderly and disabled residents (as well as the clinics and other destinations in the Town) would have access to the service offered by Metro's paratransit provider. Although there are other companies in Brown County that offer the same service, Metro's paratransit provider is able to offer clients a very low per-trip rate that is largely subsidized by Metro. The Metro paratransit provider is also obligated to pick up and drop off clients within time limits specified in a contract with Metro (which is based on standards in the Americans with Disabilities Act), so the service is very reliable.

Highways

Although several highway projects of various sizes will occur in and around Ledgeview during the long-range planning period, the following studies and projects will likely be the most significant.

Special Emphasis Area 1: Southern Bridge and Connecting Arterial Streets

The recommendation for a bridge south of De Pere first appeared in the 1968 Brown County Comprehensive Plan. This bridge was envisioned to cross the Fox River in the vicinity of Rockland Road well after the plan's horizon year of 1985. However, the southern bridge issue was not extensively addressed again until a 1991 study by the Brown County Planning Commission compared the Rockland Road crossing location to a possible crossing at Heritage and Scheuring Roads. The results of this study were used by the Planning Commission and HNTB during the development of the *Brown County Year 2020 Land Use and Transportation Plan* to determine the plan's river crossing recommendation. In June of 1996, the 2020 plan was adopted with the recommendation for a crossing within a half-mile corridor surrounding Rockland and Red Maple Roads.

Following the adoption of the 2020 plan, Planning Commission staff immediately began working to identify and reserve right-of-way for the southern bridge and connecting arterial streets. Between 1996 and 2000, staff worked with several communities, state and federal agencies, landowners, and a Planning Commission subcommittee to identify and reserve right-of-way so it would be available when the efficient growth pattern recommended in the 2020 plan reached the Rockland/Red Maple area.

The development north of the southern bridge corridor has occurred relatively efficiently since 1996. This efficiency was demonstrated in the Planning Commission's *Southern Bridge Population Analysis* (May 2001) and *Employment, Population, and Large Truck Volume Analysis for the Claude Allouez and Southern Bridge Areas* (January 2002), which found that most of the population and employment growth in this area between 1990 and 2000 occurred within and next to the already developed portions of De Pere, Ledgeview, and Lawrence. These findings led Planning Commission staff to recommend not accelerating the southern bridge's construction schedule in order to avoid disrupting the area's efficient development pattern, harming the economic competitiveness of De Pere's downtown, and spending millions of dollars for a facility that was not yet needed.

Current Conditions

Since the beginning of 2002, the conditions in the southern bridge corridor have changed. Some of these changes include:

- The land immediately north of the corridor on both sides of the Fox River in Brown County is developed or developing, several new single-family and multifamily projects have occurred south of Red Maple Road in Brown County, new subdivisions that contain relatively high residential densities are planned for the area south of Rockland Road on land that was recently annexed by the County, and Ledgeview is in the process of extending development toward the arterial corridor.
- Planning Commission staff stated in the *Employment, Population, and Large Truck Volume Analysis for the Claude Allouez and Southern Bridge Areas* report that the population within the southern bridge's urban and rural study areas grew by approximately 2,270 people between 1990 and October of 2001. However, assuming that each housing unit that received a building permit between January of 2002 and September of 2003 is built and occupied by an average of 2.6 people (which is the same methodology used for the previous studies), the total number of residents in the study areas has grown by approximately 1,500 people over the last 1.5 years.²
- Employment within the southern bridge study area has not changed significantly since the last analysis. For instance, a comparison of information from 1999 and 2002 found that the estimated number of employees within De Pere's West Business Park and East Industrial Park increased from 5,158 in July of 1999 to 5,269 in August of 2002, which is an increase of only 2.2 percent.³ This comparison also found that most of the employment gains and losses in the De Pere parks occurred immediately north and south of Heritage Road and Scheuring Road.

² This estimate is also based on apartment unit counts and plat reviews by the Brown County Planning Commission. The estimate of an average of 2.6 people per household is based on the same methodology shown in Appendix 2 of the January 9, 2002, southern bridge study.

³ Based on business and industrial park employment information from the City of De Pere for 1999 and 2002 (the most recent employment count period).

- The Brown County Highway Department has built a portion of the southern arterial between American Boulevard and US 41, and the department plans to complete nearly all of the remaining arterial segments on the east and west sides of the river by 2009⁴.
- Brown County, the Town of Ledgeview, and the City of De Pere are currently preparing comprehensive plans that will conform to Wisconsin's Comprehensive Planning (Smart Growth) Law. The Town of Rockland will also begin its Smart Growth plan at the end of 2003, and the Town of Lawrence is expected to begin developing a Smart Growth plan within the next two years. These plans will identify five-year growth increment areas and recommend several other strategies for promoting efficient development, creating mixed land use patterns, and establishing balanced transportation systems.

Although these new conditions will not improve the southern bridge's ability to divert traffic from the Claude Allouez Bridge (especially after the downtown bridge is expanded), the potential problems with inefficient development in the area should be addressed through the development and implementation of the Brown County, Ledgeview, De Pere, Rockland, and Lawrence Smart Growth plans. The concern about the possible negative impacts on Brown County's downtown is still valid, but the arterial street projects (which will probably have the greatest effect on the downtown) are already occurring. Therefore, after the Smart Growth plans for Ledgeview, the surrounding communities, and Brown County are finished and approved, the Town should work with the county and state to develop an implementation schedule for the southern bridge. In doing this, the participants should consider WisDOT's construction schedule for the new US 41 interchange, the availability and prioritization of funding for the project, and the effectiveness of the Smart Growth plans in establishing a dense and efficient growth pattern adjacent to and south of the bridge corridor. Although this implementation schedule (which should include environmental assessment, right-of-way acquisition, engineering, and construction phases) could move the construction phase forward from the current target year of 2020, the bridge should not be built until the new US 41 interchange is in place, the arterial street connections are completed, and a dense and efficient development pattern is present next to and south of the corridor on both sides of the Fox River.

Special Emphasis Area 2: Dickinson Road (CTH G) Between CTH GV and Scray Hill Road/Bower Creek Road

The land along CTH GV (Monroe Avenue, particularly near the intersection of CTH GV and G (Dickinson Road) occupied by a convenience store, a gas station, a nursery, a handful of homes, and land currently designated as agricultural. The area has recently been rezoned to Neighborhood Center Districts, which encourages business and commercial development with a focus on pedestrian and bicycle interconnectivity. Various types of mixed-use commercial developments should be strongly encouraged in this area.

Due to recent and ongoing development in this area, the De Pere School District built another elementary school to handle the additional children in the district. In order to enable children and others to access the school site from the surrounding developments, the design of Dickinson Road and streets near CTH GV must be considered in order to encourage people to drive at reasonable speeds and allow pedestrians and bicyclists of all ages to cross and travel along it safely and easily.

⁴ According to the Brown County Highway Department 6-Year Highway Improvement Plan – 2004 to 2009 (issued in August of 2003).

To maximize accessibility and safety along Dickinson Road between CTH GV and Scray Hill/Bower Creek Roads, the highway should be reconstructed to resemble the segment of CTH G between Crestview Lane and Swan Road near De Pere High School and Middle School. Some of the design features that should be included in the reconstruction project include sidewalks or trails on both sides of the street, bicycle lanes, pedestrian refuges/traffic calming devices in the center of the street at various locations, and a roundabout at the intersection of Dickinson Road and Scray Hill/Bower Creek Roads (if adequate visibility exists to the east). The street should also not have more than one lane of traffic moving in each direction.

Special Emphasis Area 3: Heritage Road (CTH X) from CTH PP to CTH GV

The development that currently exists around Heritage Road (CTH X) between CTH PP and CTH GV might be a preview of how the area surrounding Dickinson Road east of CTH GV will look in several years. The commercial developments, homes, and elementary school that are in the planning stages along Dickinson Road already exist around Heritage Road, but Heritage Road's current design does not fit very well with the land uses that surround the area.

Heritage Road is a county highway that was designed to carry a variety of motorized vehicles, but it is a barrier to bicyclists, pedestrians, and any other kind of non-motorized traffic that is often common near residential areas, schools, restaurants, and commercial areas. It is also difficult to enter or cross Heritage Road in a car from the intersecting streets during high traffic periods because vehicles tend to travel very fast along the highway. To turn this barrier into a safe, attractive, and accessible street that is compatible with the surrounding land uses, the Town should work with the Brown County Highway Department and City of De Pere to reconstruct Heritage Road between CTH PP and CTH GV as a two lane boulevard (like the one shown earlier in this chapter) that has sidewalks or trails on both sides of the street, bicycle lanes, street trees, single-lane roundabouts at the CTH PP and Swan Road intersections, and left turn bays at the Silverstone Trail, Slate Way, Jordan Road, Swan Ridge Trail, and Creamery Road intersections. Although Heritage Road will still be able to handle a variety of motorized vehicles after it is rebuilt, the project should occur after Brown County's southern arterial construction project is completed between CTH X and CTH PP to take some pressure off of the new street. The southern arterial project is currently scheduled to occur in 2006.⁵

Special Emphasis Area 4: Eastern Arterial (CTH EA) and the I-43 Area

The Eastern Arterial (CTH EA) between STH 54/57 and STH 29 has been recognized in various Brown County plans since the 1960s. Brown County, Green Bay, and Bellevue have been actively planning, programming, and constructing segments of the arterial for the last several years, and the corridor is expected to be completed between STH 54/57 in Green Bay and STH 29 in Bellevue by 2007. It is anticipated that the Eastern Arterial will eventually extend from STH 29 to the I-43 interchange (perhaps through the re-alignment of STH 29) in the northeast portion of Ledgeview, so the Town should monitor the progress of the project and work with the Brown County Highway Department and Village of Bellevue to design an arterial segment that is compatible with the segment to the north and fits the needs of the Town.

⁵ This is the construction year identified in the Brown County Highway Department 6-Year Highway Improvement Plan - 2004 to 2009 that was issued in August of 2003. However, the construction year could change based on funding constraints or other factors.

Rail Transportation

Freight Rail

The rail line that runs through the far eastern end of the Town currently carries relatively few trains, and none of these trains serve any Ledgeview destinations. Since the Town is not planning to develop any rail-dependent commercial or industrial uses in the future, the Town should monitor activity on the rail line and contact the Wisconsin Department of Natural Resources if the line is proposed for abandonment in the future. If abandonment is proposed by the railroad, the Town should urge the DNR to purchase the right-of-way to enable the rail bed to be converted to a multi-use trail.

Passenger Rail

The Green Bay Metropolitan Area does not currently have access to passenger rail service, but a high speed passenger rail line is scheduled to be extended to Brown County in approximately 2007 through the Midwest Regional Rail Initiative (MRRRI). If this service is implemented, it will provide another means for Ledgeview residents to travel throughout the Midwest without using their personal vehicles. The implementation of this service will also enhance the attractiveness of public transit to residents by enabling them to use the bus to reach what will likely be the area's primary MRRRI terminal in Green Bay.

Air Transportation

Austin Straubel International Airport will continue to provide air service to people traveling to and from Ledgeview, and the expansion of Ledgeview's commercial base over the life of the plan could increase the demand for air freight service at the airport. Ledgeview should work with representatives of the airport over the next 20 years to support the retention and, if possible, expansion of air carriers that offer passenger and freight service.

Truck Transportation

The Town does not currently have a formal system of truck routes because nearly all of the existing heavy truck trips occur on the county and state highways. However, as the commercial and other truck-generating land uses are mixed into the Town over the next 20 years, the Town should consider identifying streets where heavy trucks are allowed to travel. These truck routes should be designed to minimize impacts on residential areas and inform truck drivers of the most efficient routes into and out of the Town.

Once this system is identified, the Town should mark the truck routes with street signs that distinguish them from the other Town streets. One method of doing this would be to paint the truck route street signs a unique color so they could be easily identified by truck drivers. This approach has been used by the Village of Ashwaubenon for several years to enable truckers to determine if they can drive on certain streets before they unknowingly enter them illegally, and it has proven to be successful.

Water Transportation

To ensure that Ledgeview's current and future interests are considered by Port of Green Bay representatives, the Town should participate in the port's plan implementation process. Participating in this process would enable the Town to inform the port planners of its intentions

to utilize the port over the next 20 years and ensure that modifications to the port's policies and facilities were consistent with the Town's long-term economic development strategy.

Funding to Help Develop the Town's Transportation System

To help the Town fund the development of its multi-modal transportation system, it should apply for transportation grants from various sources over the next several years. Some examples of these programs are identified in this section.

SMIP and Stewardship Program

The Town should continue to apply for grants from Wisconsin's Statewide Multi-Modal Improvement Program (SMIP) to help fund the development of the recommended bicycle and pedestrian system. The Town should also continue to apply for funds from Wisconsin's Stewardship Program to assist in funding the construction of the recommended off-street trail system. Information about the SMIP can be obtained from the Brown County Planning Commission or Wisconsin DOT, and the Town can contact the Wisconsin Department of Natural Resources for information about the Stewardship Program.

Statewide Enhancement Program

The Wisconsin DOT also offers enhancement funds for transportation-related projects that are within the right-of-way of highways controlled by the state. These funds could be used to implement enhancement projects on or along STH 32/57, US 141, and STH 29.

Hazard Elimination and Safety (HES) Program

The Town should apply for grants from the Hazard Elimination and Safety (HES) Program administered by WisDOT to correct existing or potential transportation safety problems. Other grant programs through WisDOT's Bureau of Transportation Safety should also be investigated by the Town to address safety issues.

CMAQ Program

If Brown County is designated as an air quality non-attainment area in the future, the Town should seek funds from the Congestion Mitigation and Air Quality (CMAQ) Program administered by WisDOT to implement projects that would improve the area's air quality.

The Town should also investigate other grant opportunities as they arise in the future.

Consistency With State and Regional Transportation Plans

State and Regional Bicycle and Pedestrian Plans

The bicycle and pedestrian system recommendations in the Ledgerview plan are consistent with the goals of the Wisconsin and Brown County bicycle and pedestrian plans. Like the state and regional bicycle and pedestrian plans, many of the recommendations in the Ledgerview plan are designed to increase the number of people using these transportation modes and to ensure that walkers and bikers are able to travel safely throughout the area.

State and Regional Highway Plans

Several aspects of the state and regional highway systems in this area were addressed throughout the chapter.

State and Regional Rail Plans

The Ledgeview plan acknowledges the Midwest Regional Rail Initiative (MRRI) and recommends that Town residents use the passenger rail service as an alternative to their personal vehicles.

State Airport Plan

The Wisconsin State Airport System Plan 2020 recognizes Austin Straubel International Airport as an important component of the state's airport system, and the Ledgeview plan recommends that the Town work with representatives of the airport over the next 20 years to support the retention and, if possible, expansion of air carriers that offer passenger and freight service.

Regional Waterway Plans

The importance of Ledgeview's participation in the implementation of Brown County's port plan is addressed in this chapter.

Summary of Recommendations

This chapter recommends the following policies:

Streets and Highways

- Periodically review and update the Town's land division ordinance to ensure that developers are enabled to build narrower streets. The ordinance should continue to clearly establish right-of-way width standards that do not require the acquisition of more right-of-way than necessary.
- To enable and encourage people to walk and bicycle to and within the Town's urban areas, Ledgeview should require grid or grid-like street patterns within new urban developments that have frequent connections to the existing street system. These kinds of street patterns would also provide motorists several route options and avoid concentrating traffic on relatively few streets. However, if physical or environmental constraints prohibit street connections, the Town should allow the development of cul-de-sacs near the constraints.
- The street width requirements should be amended in the Town's subdivision ordinance to enable developers to build narrower streets. The ordinance should also be amended to establish right-of-way width standards that do not require the acquisition of more right-of-way than necessary.
- The parking areas of urban streets should be defined by curb extensions at many of the Town's intersections. If a block is relatively long, extensions should also be placed at other points along the street.
- Enable developers to build narrower streets, and encourage developers to build narrower streets by offering them a streamlined approval process for their developments, greater development densities, development fee rebates, and other incentives.

- To move traffic efficiently, minimize barriers to pedestrians and bicyclists, and make the Town's thoroughfares more attractive, the Town (in cooperation with Brown County) should construct two-lane arterial boulevards that are complemented by an interconnected collector and local street system, mixed land uses, and efficient traffic control techniques at intersections.
- The Town should utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize pedestrian, bicyclist, and motorist safety and accessibility at the Town's intersections. Techniques that should be used include roundabouts, curb extensions at intersections, and other street design features.
- The Town should study its roads to determine the appropriate speed limit for each road based on the standards in Chapters 346.57(4) and 349.11(3) of the Wisconsin Statutes. Once the study is completed, the Town should establish the speed limits by adopting an ordinance for each Town road and posting signs at appropriate locations.

Pedestrian and Bicycle Facilities

- To enable and encourage people to make additional walking and bicycling trips in Ledgeview, the Town should implement the Land Use Chapter's recommendations for mixing land uses to create destinations that can be easily reached by pedestrians and bicyclists. Although this type of mixed land use pattern highly connective street system would not likely be possible in some portions of the Town (such as the rural areas), this pattern should be developed on the Town's west end and possibly elsewhere to enable people to reach several destinations easily.
- The Town should install sidewalks along streets in all new urban developments, along home to school walking routes, and along the rest of the Town's urban streets by identifying demand and consulting residents prior to street reconstruction projects. The Town should also ensure that it retains its existing sidewalks when new developments replace old ones.
- If sidewalks cannot (or will not) be installed, the Town (and other governmental entities) should enhance pedestrian access along major streets that have reverse frontage lots and little or no driveway access by constructing multi-use trails that are 10 or 12 feet wide.
- As the sidewalk system is being developed, the Town should continue developing its off-street pedestrian/bicycle trail system by purchasing land, cooperating with area utility companies to utilize utility easements, and requiring developers to dedicate land for trails before approving their development proposals.
- To enable and encourage people to travel to destinations in the Town with and without motorized vehicles, the Town should ensure that new and redevelopment projects have buildings with zero or minimal setbacks, parking in the rear, and other features similar to those recommended in the plan's Land Use Chapter.
- The Town should continue to work with the Wisconsin Department of Transportation and Brown County Highway Department to ensure that all of the Town's bridges, interchange overpasses, and other transportation structures have adequate pedestrian and bicycle facilities when they are constructed or reconstructed.
- When cul-de-sacs must be built and development and physical barriers are not present, the Town should require the designation of public rights-of-way at or near the end of the cul-de-sacs for multi-use paths that connect to neighboring subdivisions, schools, parks, and other destinations. These paths should be between 10 and 12 feet wide and paved to accommodate pedestrians, bicyclists, skaters, and other non-motorized uses.

Transit

- The growth and population density of the Redbird Circle/Swan Road/Chicago Street areas should be monitored over the long-range planning period to determine if a bus route should serve them in the future.

Highways

- After the Smart Growth plans for Ledgeview, the surrounding communities, and Brown County are finished and approved, the Town should work with the county and state to develop an implementation schedule for the southern bridge. In doing this, the participants should consider WisDOT's construction schedule for the new US 41 interchange, the availability and prioritization of funding for the project, and the effectiveness of the Smart Growth plans in establishing a dense and efficient growth pattern adjacent to and south of the bridge corridor.
- To maximize accessibility and safety along Dickinson Road between CTH GV and Scray Hill/Bower Creek Roads, the highway should be reconstructed to resemble the segment of CTH G between Crestview Lane and Swan Road near De Pere High School and Middle School. Some of the design features that should be included in the reconstruction project include sidewalks or trails on both sides of the street, bicycle lanes, pedestrian refuges/traffic calming devices in the center of the street at various locations, and a roundabout at the intersection of Dickinson Road and Scray Hill/Bower Creek Roads (if adequate visibility exists to the east). The street should also not have more than one lane of traffic moving in each direction.
- Emphasize the importance of roadside bike lanes and trails for safe and effective multi-use transportation along highways.
- The Town should work with the Brown County Highway Department and City of De Pere to reconstruct Heritage Road between CTH PP and CTH GV as a two lane boulevard (like the one shown earlier in this chapter) that has sidewalks or trails on both sides of the street, bicycle lanes, single-lane roundabouts at the CTH PP and Swan Road intersections, and left turn bays at the Silverstone Trail, Slate Way, Jordan Road, Swan Ridge Trail, and Creamery Road intersections. Although Heritage Road will still be able to handle a variety of motorized vehicles after it is rebuilt, the project should occur after Brown County's southern arterial construction project is completed between CTH X and CTH PP to take some pressure off of the new street.
- The Town should monitor the progress of the Eastern Arterial project and work with the Brown County Highway Department and Village of Bellevue to design an arterial segment that is compatible with the segment to the north and fits the needs of the Town.

Rail Transportation

Freight Rail

- Since the Town is not planning to develop any rail-dependent commercial or industrial uses in the future, the Town should monitor activity on the rail line at the Town's east end and contact the Wisconsin Department of Natural Resources if the line is proposed for abandonment in the future. If abandonment is proposed by the railroad, the Town should urge the DNR to purchase the right-of-way to enable the rail bed to be converted to a multi-use trail.

Passenger Rail

- The Town should monitor the progress of the Midwest Regional Rail Initiative (MRRI) and encourage residents to use it to travel throughout the Midwest.

Air Transportation

- The Town should work with representatives of the airport over the next 20 years to support the retention and, if possible, expansion of air carriers that offer passenger and freight service.

Truck Transportation

- As commercial and other truck-generating land uses are mixed into the Town over the next 20 years, the Town should consider identifying streets where heavy trucks are allowed to travel. These truck routes should be designed to minimize impacts on residential areas and inform truck drivers of the most efficient routes into and out of the Town. Once this system is identified, the Town should mark the truck routes with street signs that distinguish them from the other Town streets.

Water Transportation

- To ensure that Ledgeview's current and future interests are considered by Port of Green Bay representatives, the Town should participate in the port's plan implementation process.

Funding to Help Develop the Town's Transportation System

- To help the Town fund the development of its multi-modal transportation system, it should apply for transportation grants from various sources over the next several years.

CHAPTER 4

Economic Development

Local governments play an increasingly critical role in promoting private sector economic development because economic strength is critical to the vitality of a community. Economic development is the process by which a community organizes and then applies its energies to the task of creating the type of business climate that will foster the retention and expansion of existing businesses, attract new businesses, and develop new business ventures.

Economic development efforts to create jobs are important beyond generating additional income for the Ledgeview residents. These efforts can help to generate additional tax base for the provisions of local services and may assist in establishing an environment for long-term economic vitality.

Success in economic development today requires a significant change in how economic development is done. It is important to think more broadly than was done in the past when it was believed that it was most important to attract factories and companies and when economic development was all about being the cheapest place to do business. Today, it is realized that physical and cultural amenities are critical to attracting and retaining people to fill these positions. In the past, it was believed that economic development was the government's job. However, a successful transition into the new information-based economy will come only through partnerships among government, businesses, and nonprofit organizations.

The key to an economic development strategy is having a quality product/community to market. The Town of Ledgeview Comprehensive Plan is geared toward promoting future development in Ledgeview in a manner that supports a high quality community that is attractive to existing and new businesses.

Labor Force Analysis

Figure 4-1 indicates that the Town of Ledgeview residents are generally more educated than the populations of Brown County and the State of Wisconsin as a whole, with 28.2 percent of the population ages 25 and over having a bachelor's degree. There also are more people with advanced graduate or professional degrees than either the county or state.

Figure 4-2 shows that the percentage of Town residents 16 years of age and older who are in the labor force is higher than the percentage of people in the labor force in Brown County and Wisconsin. Ledgeview's 2000 unemployment rate of 3.5 percent is also slightly higher than Brown County's rate of 2.7 percent and the State of Wisconsin's rate of 3.2 percent.

Figure 4-1: Educational Attainment – Percent of Population 25 Years and Over

Status	Wisconsin	Brown County	Town of Ledgeview
Less than 9 th grade	5.4	6.1	4.2
9 th to 12 th grade, no diploma	9.6	7.6	4.0
High school graduate	34.6	34.9	25.5
Some college, no degree	20.6	20	14.0
Associate degree	7.5	8.9	12.3
Bachelor’s degree	15.3	16.6	28.2
Graduate or professional degree	7.2	5.9	11.8

Source: 2000 Census Data, U.S. Census Bureau.

Figure 4-2: Employment Status by Percentage of Population 16 Years and Older

Status	Wisconsin	Brown County	Town of Ledgeview
In the labor force	69.1%	72.0%	74.9%
Civilian labor force	69.0%	71.9%	74.2%
Employed	65.8%	69.1%	70.7%
Unemployed	3.2%	2.7%	3.5%
Armed Forces	0.1%	0.1%	0.8%
Not in the labor force	30.9%	28.0%	25.1%

Source: U.S. Bureau of the Census: Table DP-3 Profile of Selected Economic Characteristics: 2000.

When compared to the state and county, the Town of Ledgeview has a much higher percentage of people employed within the management, professional, and related occupations; construction, extraction, and maintenance occupations; transportation and warehousing and utilities; and professional, scientific, management, administrative, and waste management services than either the county or state. The Town is significantly lower in service occupations, which is likely due to few service-oriented jobs being located within the community. (See Figure 4-3)

As for individual industries, by far the largest employment sector is the educational, health, and social services sector, which slightly outpaced the manufacturing industry. In regards to the educational, health, and social services sector, the Town slightly outpaced the state and county numbers, while the arts, entertainment, recreation, accommodation, and food services sector employs significantly fewer. A positive economic sign for Ledgeview is the fact that the Town has a higher percentage of people employed within the areas of professional, scientific, management, administrative, and waste management services. This is an important industry sector as the area continues to grow into the new economy. A large majority of employment opportunities in the Town of Ledgeview exists within the region but beyond the boundaries of the community. As the Town continues to grow and diversify its industries and businesses, the disparities in employment percentages among the Town, county, and state will likely begin to decrease.

The low numbers of residents working within the service occupations or retail trade industries are likely a result of there being relatively few retail businesses within the Town. However, with a 2000 population of 3,363 residents and with a population forecasted to top 6,210 residents in 20 years, there may be a growing market for retail businesses and, accordingly, for those service occupations.

Figure 4-3: Employed Civilian Population as a Percentage of People 16 Years and Above

	Wisconsin	Brown County	Town of Ledgeview
OCCUPATION			
Management, professional, and related occupations	31.3	30.6	45.5
Sales and office occupations	25.2	28.5	23.9
Production, transportation, and material moving occupations	19.8	18.7	11.9
Construction, extraction, and maintenance occupations	8.7	9.2	11.6
Service occupations	14.0	12.6	6.2
Farming, fishing, and forestry occupations	0.9	0.5	0.8
INDUSTRY			
Educational, health, and social services	20.0	17.6	18.5
Manufacturing	22.2	21.1	18.2
Retail trade	11.6	12.6	10.9
Transportation and warehousing and utilities	4.5	6.2	9.3
Professional, scientific, management, administrative, and waste management services	6.6	6.3	9.3
Construction	5.9	6.2	7.4
Finance, insurance, real estate, and rental and leasing	6.1	8.1	6.6
Wholesale trade	3.2	4.0	4.5
Arts, entertainment, recreation, accommodation, and food services	7.3	7.3	4.5
Other services (except public administration)	4.1	4.5	3.9
Public administration	3.5	2.9	3.1
Agriculture, forestry, fishing and hunting, and mining	2.8	1.2	2.1
Information	2.2	2.0	1.5

Source: U.S. Bureau of the Census: Table DP-3 Profile of Selected Economic Characteristics: 2000.

Economic Base Analysis

The economic base of the Town of Ledgeview is intricately tied to that of the Green Bay Metropolitan Area in terms of employment and business opportunities. The vast majority of Ledgeview residents work within the Green Bay Metropolitan Area and, therefore, depend on a sound economy throughout Brown County for their financial well-being. Key industry groups in the Green Bay Metropolitan Area include healthcare; paper and related products; insurance, financial services, and government offices; hospitality; food processing; and logistics (trucking, warehousing, and related services). Due to the Town's dependencies on the Green Bay Metropolitan Area, a Location Quotient Analysis to determine basic and non-basic sector

employment was performed utilizing Brown County as the local level for analysis as compared to the United States.

Basic sector employment typically produces goods or services that are exported out of the local economy and into the larger national economy. These goods and services and, therefore, employment are thus less likely to be affected by a downturn in the local economy. Non-basic sector employment includes those industries that produce goods or services that are consumed at the local level or are not produced at a sufficient level to be exported out of the local market.

The Location Quotient Analysis compares the local economy (in this case Brown County) to the United States. This allows for identifying basic and non-basic sectors of the local economy. If the location quotient (LQ) is less than 1.0, all employment is considered non-basic, meaning that local industry is not meeting local demand for certain goods or services and may be more subject to downturns in the local economy. An LQ equal to 1.0 suggests that the local economy is exactly sufficient to meet the local demand for given goods or services. However, the employment is still considered to be non-basic. An LQ of greater than 1.0 suggests that the local employment industry produces more goods and services than the local economy can consume, and therefore, these goods and services are exported to non-local areas and considered to be basic sector employment. The Location Quotient Analysis for Brown County is displayed in Figure 4-4.

Figure 4-4: Employment by Industry Group, 2000; Brown County and the United States Location Quotient Analysis

Employment by Industry	Brown County	United States	Location Quotient
Agriculture, Forestry, Fishing	1,503	2,426,053	0.67
Construction and Mining	7,436	8,801,507	0.91
Manufacturing	25,449	18,286,005	1.50
Wholesale Trade	4,808	4,666,757	1.11
Retail Trade	15,245	15,221,716	1.08
Transportation, Warehousing, Utilities	7,455	6,740,102	1.19
Information	2,425	3,996,564	0.65
Finance, Insurance, and Real Estate	9,805	8,934,972	1.18
Professional, Scientific, Management, etc.	7,546	12,061,865	0.67
Educational, Health, and Social Services	21,228	25,843,029	0.88
Arts, Entertainment, Recreation, etc.	8,789	10,210,295	0.93
Other Services	5,377	6,320,632	0.92
Public Administration	3,464	6,212,015	0.60
Total Employees	120,530	129,721,512	

Source: U.S. Bureau of the Census, 2000; Brown County Planning Commission, 2003.

According to the LQ analysis, there are five industries in Brown County that can be considered to be basic employment sectors: manufacturing; wholesale trade; retail trade; transportation, warehousing, utilities; and finance, insurance, and real estate. Therefore, these industries are most likely exporting goods and services to other parts of the country and contributing to a more stable local economy. Those industries that are below 1.0, such as information and professional fields, indicate that there may be demand within Brown County’s local economy to support increases in these industry sectors.

The Town should also continue to develop, recruit, and retain those businesses that contribute to existing industrial “clusters” within Brown County and the greater Fox Valley region. The State of Wisconsin Department of Commerce defines clusters as “...geographic concentrations of

interconnected companies, specialized suppliers, service providers, and associated institutions in a particular field that are present in a nation or region.” Clusters greatly enhance a particular industry’s competitiveness in several ways. First, clusters help improve productivity by providing ready access to specialized suppliers, skills, information, training, and technology. Second, clusters help to foster innovation by increasing opportunities for new products, new processes, and meeting new needs with a full range of local suppliers and research institutions. Last, clusters can facilitate the commercialization of innovation through the creation of new firms via startups, spin-offs, and new business lines with needed inputs, such as banks and venture capital.

Within the Fox Valley region, business clusters include the paper, food processing, transportation, and insurance industries. The Town should actively develop, recruit, and retain those industries within the aforementioned clusters that take advantage of advanced technologies in the processing of their products as a means to continue to bridge the gap toward the new economy. The Town of Ledgeview may also wish to focus a portion of its business creation and recruitment efforts on those businesses that are part of information or professional, scientific, and management sectors. This priority is to begin filling some of the potential local demand for these services while still maintaining communication and retention efforts with existing businesses in the manufacturing sector.

Economic Development Assessment and Recommendations

The Town of Ledgeview is primarily a suburban bedroom community to the Green Bay Metropolitan Area. There exist several scattered economic development areas within the Town, but they presently are fairly limited in scope. There are two primary industrial economic activity areas in the Town. The first is a primarily industrial area to the east of the De Pere East Industrial Park. This area has potential for expanded industrial development adjacent to CTH P and CTH X and is in close proximity to STH 32 and STH 57. This area has developed with the benefits of public sewer and water utilities. An additional industrial center has developed in the area that is known as Kolbs Corners, which is an intersection of the three county highways G, V, and MM. This area does not currently have sewer and water. However, it does enjoy relatively convenient access to I-43 by way of CTH MM.

A limited amount of commercial and office development has occurred along CTH GV with additional acreage recently zoned for commercial uses at the intersection of CTH GV and CTH G. Additionally, a commercial area at Swan Road and Dickinson Drive (CTH G) includes a Larry’s Piggly Wiggly grocery store and the Swan Club banquet hall. Currently, very limited retail activity occurs within the Town. However, significant retail opportunities exist in the communities of De Pere and Bellevue that are immediately adjacent to Ledgeview. Ledgeview does have a few locations, including the previously identified intersection of CTH G and GV, with the potential for development for commercial and office locations.

Property adjacent to the interchange of CTH MM and I-43 has significant potential to develop as a business park. This location also maintains convenient access to USH 141 and STH 29. The Town has historically had several nonmetallic mining facilities for the quarrying of stone, gravel, and sand material.

At the visioning session, the residents expressed a strong desire to maintain the Town’s natural aesthetics and wildlife corridors, country (rural) atmosphere, and natural beauty, while promoting orderly commercial growth as a means to increase the overall tax base of the community. As a rapidly growing community, the Town will need to weigh the pros and cons of

the commercial services a proposed business can provide with the potential impact on the Town's natural features and rural feel.

Future Town of Ledgeview I-43 Business Park

The Town has the potential to plan for and develop the CTH MM/I-43 interchange area as a business park. The proposed business park would have very easy access to I-43 and would be well connected to STH 29, as well as several county highways. This area will also be the terminus of the Eastern Arterial that will extend north and south from I-43 to STH 54 and STH 57 on the City of Green Bay's northeast side. This location also provides excellent visibility from the freeway. Additionally, the area has access to a rail corridor.

Presently, this property is in private ownership. If Ledgeview is successful in its bid to be incorporated, it would then have the ability to develop a Tax Incremental Finance (TIF) district to finance the acquisition of land and infrastructure and facility improvements to develop a business park. If this does not occur, the Town should actively work with property owners to plan for and facilitate the development of this area as a cohesive business park.

If a business park develops, the Town should encourage businesses that do not require expanses of parking or intensive lighting but do provide natural landscaping, quality onsite signage, minimal parking, and adequate storm water management. The buildings should be designed to blend in with rural character of the community by utilizing architectural features typically found on homes and earth-tone exteriors.

Neighborhood Center Districts and the Town Center

The Town is fortunate in that it has not yet approved a significant amount of strip-type development. Strip commercial development has a tendency to be completely automobile focused in terms of the design and appearance of the shopping center. Typical of strip shopping centers is a sterile strip commercial building with significant setbacks from the road to enable large expanses of uninterrupted parking lots. Rather than developing a monotonous continuous strip of commercial development adjacent to CTH GV, the Town proposed a nodal concept called "Neighborhood Center Districts" or NCD. The NCD approach typically reduces the number of times that patrons have to get in and out of their cars, and it has the added benefit of enabling pedestrian facilities to provide alternative access to a town center.

- The Town developed a plan and a zoning code for Neighborhood Center Districts in 2007. The Town also added proposed NCD locations on the future land use map, and then rezoned property accordingly at the following locations: CTH GV/Dickinson Road, Dickinson Road/Creamery Road, CTH GV/Heritage Road, and the PDD-BP Business Park near I-43/CTH MM.

The primary NCD location should be the town center, located at the intersection of CTH GV and Dickinson Road. This location is relatively centered in the area of urbanizing development within the Town.

The intent of the NCD area is to create a renewed mix of pedestrian-scale commercial, residential, recreational, and institutional uses within the proposed center of the Town to recreate a sense of "place" for the Town. The area should include a number of small-scale commercial retail and service shops catering to both local residents and surrounding communities. Similar architectural and site design elements should help create a unifying theme for the town center. The Town should continue to develop a detailed design plan with recommendations that will establish a sense of community identity for Ledgeview and its residents.

Major Corridor Development

For most visitors traveling to or through Ledgeview, either the I-43, CTH GV, or CTH G corridor will provide the first impression of the Town. Therefore, development along the corridor should be of a design and quality that provide a favorable first impression to visitors since they are all potential customers and/or residents of the Town. As the corridors run through the various parts of the Town, they provide a number of economic development opportunities for Ledgeview. However, the Town will need to ensure that the development is of a quality that meets the expectations of the residents and makes a good first impression with visitors.

Although the I-43 corridor through Ledgeview is somewhat limited in length, it does provide a very visible entrance to the Green Bay Metropolitan Area. It also provides a great opportunity to identify Ledgeview as a unique place. The Town should strive to avoid the unattractive frontage road development pattern that is seen on USH 41 from Fond du Lac to Little Suamico. Development in this corridor should be done in a scale and design that blends in with nearby residential areas through utilization of the Town's proposed design review ordinance. Commercial development should be focused on the proposed business park at the CTH MM/I-43 interchange.

As the lands adjacent to the corridor are developed, care should be taken to prevent the degradation of the nearby environmentally sensitive areas. This is particularly crucial for ravines and lands associated with tributaries to Bower Creek and Neshota Creek. Additionally, landscaping of parking lots and areas fronting I-43 should be accomplished utilizing a variety of native plants, shrubs, and trees in order to reinforce the rural feel of Ledgeview. The incorporation of parkways are aesthetically attractive, preserve wildlife habitat, promote improved water quality through storm water management, and provide pedestrian linkages to employment centers.

Neighborhood Development Areas

The Neighborhood Development Areas are envisioned to be the focal point around which the surrounding neighborhoods are developed, primarily around major intersections. They will likely include a mix of higher density residential, commercial, institutional, and recreational uses. The intent of encouraging commercial uses in these areas is to create places to which neighborhood residents can walk or bike for goods or services rather than having to drive to larger commercial areas. However, the Town must ensure that the development of commercial and institutional uses in these areas is designed to blend in with residential uses and does not diminish development opportunities in the town center.

Strengths and Weaknesses for Attracting/Retaining Business and Industry

It is necessary to look at the factors that influence the economic climate in the Town of Ledgeview. The most obvious factor is the Town's location adjacent to the Green Bay Metropolitan Area and the ease of access to the I-43, STH 172, and USH 41 beltway for commuting. Business owners in Ledgeview can easily tap the metropolitan area's large population base for employees, and residents of Ledgeview can just as easily commute to jobs in the metropolitan area and enjoy the benefits of living in a more rural setting.

Although the easy freeway access is a definite benefit for residents of Ledgeview who work in the Green Bay Metropolitan Area, it is a potential detriment to the sustainability of local retail and service businesses. Many residents find driving to Green Bay for goods or services that one might typically find in a community of over 3,000 residents to be more of a minor inconvenience

than a major problem. However, it is helpful to have a limited number of businesses in the proposed Ledgeview town center that would provide local goods and services, such as a hardware store, pharmacy, or small cafe. For local businesses to succeed in providing goods or services, it is necessary for the local residents to choose to patronize them.

From a quality of life perspective, the Town has a number of natural resource amenities, such as the Niagara Escarpment, that provide panoramic views and the “rural feel” that Ledgeview resident’s value. As the Town looks to recruit and grow businesses, Ledgeview should emphasize the high quality of life and proximity to the cultural amenities located in the Green Bay Metropolitan Area, such as the Weidner Center, Neville Public Museum, and downtown in De Pere and Green Bay that the business owners and their employees can enjoy. Additional points of emphasis should be a quality school system and lower housing prices as compared to other larger metropolitan areas around the Midwest.

The state and national economy are in the process of transitioning from a goods-based economy to an information-based economy. As this transition and advances in communications technologies continue, businesses will be more influenced to locate in places where their existing employees will be comfortable living, where there is a high quality potential employee pool, and where there are good transportation connections rather than a proximity to raw materials for production. The Town of Ledgeview appears to be well positioned to make this transition. However, the Town must continue to strive to maintain or improve those quality of life amenities that potential businesses and their employees are looking for when deciding where to locate.

The Town has developed an extensive plan for sewer expansion that will ultimately provide sewer service to the entire Town. This plan will enable the Town to provide a detailed schedule and plan for if and when sewer services will be available to a particular site. Sufficient capacity exists within the planned sewer pipe system, and treatment capacity at the Green Bay Metropolitan Sewerage District (GBMSD) is sufficient for new development, as well.

A large area of undeveloped land for the development of a business park at the CTH MM/I-43 interchange exists for development of a business park. Presently, this land is not in ownership of the Town of Ledgeview. However, the Town can actively work with property owners to market this land and through design guidelines require quality site planning and building architecture. In addition to this area, there are a number of other sites throughout Ledgeview that are available for business development.

Economic development services to assist businesses with location or relocation are provided throughout Brown County by Advance, which is the economic development section of the Green Bay Area Chamber of Commerce. UW-Green Bay, St. Norbert College, the UW-Extension services, and Northeastern Wisconsin Technical College (NWTC) provide training services for businesses. While none of these campuses are located in the Town of Ledgeview, they are all within a 30-minute drive.

Industrial and Commercial Design Standards

Design standards provide a means for Ledgeview to maintain the character of the Town by reviewing commercial buildings. The Town of Ledgeview is in the process of developing a site review/development and design standards ordinance. The ordinance is being developed to provide for the future growth and development of multifamily residences, businesses, and industries that seek an aesthetically attractive working environment. The ordinance objectives will include the following:

- Provide for safe, efficient vehicular and pedestrian circulation.
- Provide for screening, landscaping, signage, lighting, and greenspace.
- Ensure efficient, safe, and attractive land development.
- Provide for compliance with appropriate design standards to ensure adequate light and air, proper building arrangements, and minimal adverse effect on adjacent properties.
- Develop proper safeguards to minimize the impact on the environment.
- Ensure the provision of adequate water supply, drainage, and storm water management, sanitary facilities, and other utilities and surveys.
- Encourage modern and unique innovative design, construction, technology, and planning methods.
- Advance and promote sound growth and continuous development within the Town.

The Town should continue to develop and then enforce the ordinance in order to help promote quality development in Ledgeview. Business site plans should include pedestrian amenities, such as sidewalks or trails (where appropriate), parking (preferably behind the building), and parking lot landscaping standards, including landscaped islands within large parking lots that break up the expanse of asphalt. In the Town center, buildings should also have minimal or no setbacks with parking in the rear or on the street to provide for more direct pedestrian access to the businesses.

Sensitivity to Natural Areas

The Niagara Escarpment, stream ravines, wetlands, and shorelands associated with the East River and Fox River contribute to the unique beauty of Ledgeview. Some of these areas are still void of development and, therefore, contribute to the rural character that the Town of Ledgeview residents treasure. Business development should be designed with consideration and integration of these natural features to help maintain the atmosphere of the Town. The natural areas where properly integrated into business development can help to create the trail linkages the Town is working to develop, provide wildlife corridors, and help to facilitate storm water management. Where consistent with identified trail plans, the Town should require the dedication of land for trails or parkways before approving commercial development proposals.

Special care should also be taken to ensure that commercial and industrial activities are not located within environmentally sensitive areas (ESAs) by placing the ESAs in a conservancy zoning district. These features should be included in the design of business developments as integral amenities and, if possible, maintained in common ownership.

Brownfield Redevelopment

For commercial and industrial uses, the Town should complete and maintain an inventory of existing vacant buildings and land identified as potentially contaminated (brownfield) with industrial or petroleum-based pollutants. This information can be used to encourage infill development and redevelopment opportunities to take advantage of existing infrastructure and services and to prevent blight created by vacant and dilapidated buildings and parcels. Once identified, brownfields should be cleaned and promoted for redevelopment through the use of state and federal brownfield cleansing funds.

Town, County, Regional, and State Economic Development Programs

This section contains a brief explanation of local economic development actions and a description of various agencies and programs that could potentially help the Town and Town's businesses achieve their stated economic development goals and objectives. The Implementation Chapter contains a comprehensive listing and description of programs the Town may wish to utilize in achieving its economic development objectives.

Town

The Town can continue to make positive planning and financial management decisions that can result in the community being an attractive place for people and businesses. The most important economic activity that Ledgeview can pursue is the creation of an environment that encourages entrepreneurs to engage in business activities. Encouraging entrepreneurs involves attracting new businesses and assisting existing businesses. The three types of programs most relevant to the Town are business attraction, business retention, and commercial development.

Business Attraction

Business attraction involves letting businesses know what a community has to offer. For example, some of the activities that are involved in a business attraction program include:

- Providing information on available sites.
- Identifying labor and community characteristics.
- Business and property owners working cooperatively to attract more businesses that are desirable in the area.
- Marketing sites to businesses that would be complementary to existing businesses or would provide diversity to the local economy.
- Offering low-cost land, state or federal grants, or other incentives to encourage businesses to locate in the community.

Business Retention

Since a good portion of the economic growth that occurs is from businesses already in a community, business retention is essential. Activities associated with business retention programs include:

- Helping businesses learn about potential sites for expansion, offering low-cost loans, and identifying state and federal grant funds to finance business expansions.
- Providing business areas with efficient, reliable public services, such as snow removal, road repair, and sewer and water utilities.
- Business and property owners working cooperatively to retain existing businesses, particularly adjacent businesses that enhance each others services.
- Providing a contact person to answer business questions and solicit information from business leaders regarding local development problems.

Commercial Development

Commercial development activities allow communities to identify market needs and seek prospective businesses to fill the needs. As a Town, Ledgeview cannot presently make use of Tax Increment Finance (TIF) districts to encourage development by offering publicly-owned and improved land for sale to commercial developers. However, if the Town is successful in its bid to incorporate as a Village, this economic development tool would then be available. The Town can also encourage the redevelopment of existing structures and the development of new structures and can ensure that the designs meet the standards established for the community. In addition, economic development incentives revolving loan fund programs can be established to assist in financing commercial projects that meet the goals of the Town.

The Town is a member of Advance, a branch of the Green Bay Chamber of Commerce. Advance acts in part as an informational and referral service for potential businesses and industries looking to locate in Brown County. This enables a potential business or industry looking to locate in Brown County to hear about Ledgeview when it otherwise may have no knowledge of the opportunities available in the Town. Retaining membership with Advance in order keeps the Town informed of available buildings and business sites for potential matches with businesses looking for a location.

County

The Town should focus on economic development programs with Brown County. Businesses can use economic development loan programs, such as the Brown County Economic Development Revolving Loan Fund administered through the Brown County Planning Commission, to obtain low interest loans that will generate new employment opportunities and encourage expansion of the tax base. Through Brown County's partnership with Advance, the Town of Ledgeview also has access to development and grant information, as well as to economic development marketing services.

Regional

Comprehensive Economic Development Strategy

The Bay-Lake Regional Planning Commission annually creates a Comprehensive Economic Development Strategy (CEDS) report, which evaluates local and regional population and economic activity. Economic development trends, opportunities, and needs are identified within the CEDS report. All communities served by the Commission, including the Town of Ledgeview, are invited to identify future projects for economic development that the community would like to undertake. Those projects are included within the CEDS and may become eligible for federal funding through the Economic Development Administration (EDA) Public Works grant program.

Northeast Wisconsin Regional Economic Partnership

The combined Bay-Lake and East Central Wisconsin Regional Planning Commission areas were recently named as a technology zone by the Wisconsin Department of Commerce. The Northeast Wisconsin Regional Economic Partnership (NEWREP) Technology Zone provides five million in tax credits to businesses certified by Commerce based on a company's ability to create jobs, to make capital investments, and to attract related businesses. The technology zone program focuses primarily on businesses engaged in research, development, or manufacture of advanced

products or those that are part of an economic cluster and knowledge-based businesses that utilize advanced technology production processes in more traditional manufacturing operations. Additional information is available and can be found at the following website: <http://www.eastcentralrpc.org/planning/economic.htm>.

Wisconsin Public Service

Wisconsin Public Service Corporation (WPS) also contributes a number of economic development services that the Town should be aware of for its businesses. WPS maintains an online searchable available industrial buildings database that the Town or Community Development Authority should ensure stays up-to-date through contact with WPS. The WPS economic development page can be a useful resource for the Town and is located at <http://www.wisconsinpublicservice.com/business/bcd.asp>.

State

Although the Implementation Chapter provides a comprehensive list of state programs that the Town can consider utilizing to meet its stated goals and objectives, there are a few programs that the Town should strongly consider, and they are discussed in this section. The Department of Commerce District 3 Area Development Manager would also be a good contact for these programs.

Community Based Economic Development (CBED) Program

The Community Based Economic Development (CBED) Program provides financing assistance to local governments and community-based organizations that undertake planning or development projects or that provide technical assistance services that are in support of businesses (including technology-based businesses) and community development. The program provides grants for planning, development, and assistance projects; business incubator/technology-based incubator; a venture capital fair; and regional economic development grants. Additional information regarding the CBED program can be found at <http://commerce.state.wi.us/CD/CD-bcf-cbed.html>.

Community Development Block Grant for Economic Development (CDBG-ED)

The CDBG-ED program is designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce awards the funds to the Town, which then loans the funds to a business. When the business repays the loan, the Town may retain the funds to capitalize a local revolving loan fund. This fund can then be utilized to finance additional economic development projects within the Town. The businesses within the Town may also utilize the existing Brown County Economic Revolving Loan Fund administered by the Brown County Planning Commission to provide loans to Town businesses. Additional information regarding the CDBG-ED program can be found at the following website: <http://commerce.state.wi.us/MT/MT-FAX-0806.html>.

Federal

The Town of Ledgewood, by nature of it having less than 10,000 residents and primarily located outside of the Green Bay Metropolitan Area, meets the requirements of some of the U.S. Department of Agriculture-Rural Development Programs. Therefore, the Town may be eligible for Rural Development Economic Assistance Programs. However, there are typically strict

income limits associated with the programs, so the Wisconsin Division of USDA-Rural Development should be contacted regarding eligibility for certain programs. A complete listing of USDA-Rural Development programs can be found at <http://www.rurdev.usda.gov/wi/programs/index.htm>.

Recommendations

The following is a summary of economic development recommendations for the Town of Ledgeview.

General Recommendations

Neighborhood Center Districts

- Continue to encourage site planning for the Neighborhood Center Districts areas with pedestrian friendly streets and business facades in the area surrounding the intersection of CTH GV and CTH G, among other NCD nodes.
- Encourage the development of small retail shops or services in the Neighborhood Center Districts areas to meet local demand.
- Encourage buildings that have commercial uses on the first floor and residential uses above, particularly in the Neighborhood Center Districts.
- In the Neighborhood Center Districts, buildings should have minimal setbacks that provide for more direct pedestrian access to structures.
- If the Town is successful in its incorporation effort, it should consider creating a Tax Increment Financing (TIF) district to fund utility and street improvements in the Neighborhood Center Districts.

I-43, CTH GV, and CTH G Corridors

- Ensure that commercial development along the I-43, CTH GV, and CTH G corridors are complementary rather than competitive with Town center development efforts.
- The Town should actively work with property owners to plan for and facilitate the development of the I-43/CTH MM interchange area as a business park.
- If the Town is successful in its incorporation effort, it should consider creating a TIF district to aid in the development of the new business park at the I-43/CTH MM interchange.
- The Town should continue to develop and then enforce its design review ordinance for commercial, multifamily, and industrial development, especially along the I-43, CTH GV, and CTH G corridors, to create a favorable first impression of Ledgeview for visitors.
- The Town should strive to avoid unsightly frontage road commercial and industrial development adjacent to I-43.

Economic Development Funding/Programming

- Create a local Town of Ledgeview Revolving Loan Fund to assist businesses looking to expand in the Town. Funding for a revolving loan fund can come from CDBG-ED, CBED grants, or from local investments.
- Develop a comprehensive list of potential economic development funding mechanisms through the state and federal government.
- Create an economic development program to include business attraction and business retention programs.
- Develop a yearly meeting schedule with existing businesses in the industrial park to discuss future needs or potential problems.
- Ensure retention of existing industries while encouraging new businesses within the information or professional, scientific, and management industries.
- Recruit, retain, and encourage the development of businesses that utilize advanced technologies within regional cluster industries to locate in the Town.
- Become a member of Advance, which is the economic development branch of the Green Bay Area Chamber of Commerce, to aid in marketing Ledgeview to desired potential businesses and industries.
- Complete and maintain an inventory of existing vacant buildings and land identified as potentially contaminated (brownfield) with industrial or petroleum-based pollutants. Brownfields should be cleaned and promoted for redevelopment through the use of state and federal brownfield cleansing funds.

Site Planning for Economic Development

- Promote future development that supports a high quality community that is attractive to existing and new businesses.
- Business development should be designed with consideration of the sensitivity of the environmental features that this plan identifies along the Town's primary drainage corridors, the Niagara Escarpment, and large wetland complexes.
- Business site plans should include pedestrian access (where appropriate), parking (preferably behind the building), and parking lot landscaping standards, including landscaped islands within large parking lots that break up the expanse of asphalt.
- Promote infill development and redevelopment opportunities to take advantage of existing infrastructure and services and to prevent blight created by vacant and dilapidated buildings and parcels.
- The Town must continue to strive to maintain or improve those quality of life amenities that potential businesses and their employees are looking for when deciding where to locate.

CHAPTER 5

Housing

As a formerly rural community experiencing strong residential growth, the Town of Ledgeview's housing stock is relatively new and, therefore, does not contain much variability in the types or cost. However, as presented in the Issues and Opportunities Chapter, the population, while growing, is also aging as the "baby-boomers" approach retirement age, and the makeup of families continues to change. Identifying ways to provide more diversified housing choices for a changing population will become increasingly important in order to keep the Town growing and vibrant.

The Issues and Opportunities Chapter of the plan contains the forecasts for new housing units within the Town of Ledgeview over the next 20 years. This chapter will build on these forecasts by identifying existing trends and characteristics of the housing market and providing recommendations on how to improve the existing housing stock and provide for the development of new and innovative housing practices.

Housing Characteristics

Age

Figure 5-1 shows that 79.4 percent of the housing units in the Town of Ledgeview are 30 or fewer years old, as compared to 55.4 percent for Brown County and 44.5 percent for the State of Wisconsin. By far, most of the homes in Ledgeview were built within the past 10 years, claiming 61.1 percent of the housing stock, which indicates that the housing stock within the Town is very new and, therefore, in good condition. However, as the housing stock ages, it will be necessary for the Town to ensure that the stock remains in good condition through code enforcement, rehabilitation, and redevelopment.

Figure 5-1: Age of Housing Units in the Town of Ledgeview, 2000

Year Structure Was Built	Ledgeview	%	Brown County	%	Wisconsin	%
1990-March 2000	719	61.1%	19,322	21.4%	389,792	16.8%
1980-1989	79	6.7%	13,292	14.7%	249,789	10.8%
1970-1979	136	11.6%	17,449	19.3%	391,349	16.9%
1960-1969	76	6.5%	11,400	12.6%	276,188	11.9%
1940-1959	85	7.2%	16,686	18.5%	470,862	20.3%
1939 or Earlier	81	6.9%	12,050	13.4%	543,164	23.4%
Total	1,176	100.0%	90,199	100.0%	2,321,144	100.0%

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, Table DP-4 Profile of Selected Housing Characteristics.

Structures

The Town of Ledgeview has a higher percentage of one-unit detached units (typically single-family homes) at 75.4 percent than either Brown County or the State of Wisconsin at 63.2 and 66.0 percent for the county and state, respectively. Ledgeview also has a larger percentage of multiple unit structures for 5-9 units (12.0 percent) and 10-19 units (5.7 percent) than Brown County (6.9 and 4.5 percent) and the state (4.6 and 3.3 percent). However, the Town has a smaller share of 2-4

unit structures (3.2 percent) than the county (12.9 percent) and state (12.1 percent). The multiple unit structures are primarily located in the northwestern region of the Town near the City of De Pere. The single-family units are also concentrated in the western part of the Town with decreasing density further east.

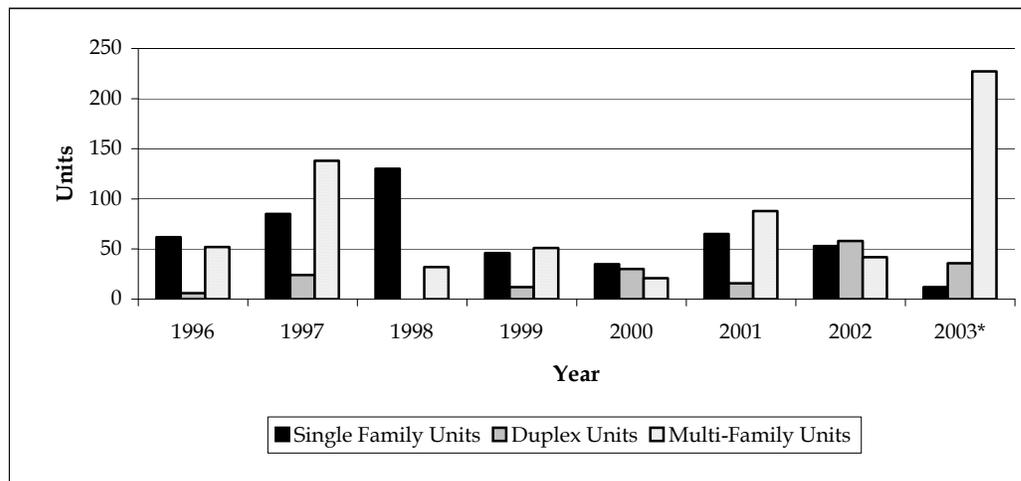
Figure 5-2: Units in Structure for Ledgeview, Brown County, and Wisconsin (2000)

Units in Structure	Ledgeview	%	Brown County	%	Wisconsin	%
1-unit detached	887	75.4%	57,000	63.2%	1,531,612	66.0%
1-unit attached	24	2.0%	4,428	4.9%	77,795	3.4%
2 units	30	2.6%	8,143	9.0%	190,889	8.2%
3 or 4 units	7	.6%	3,554	3.9%	91,047	3.9%
5 to 9 units	141	12.0%	6,214	6.9%	106,680	4.6%
10 to 19 units	67	5.7%	4,032	4.5%	75,456	3.3%
20 or more units	3	0.3 %	5,172	5.7%	143,497	6.2%
Mobile home	17	1.4%	1,649	1.8%	101,465	4.4%
Boat, RV, van, etc.	0	0.0%	7	0.0%	2,703	0.1%
Total	1176	100.0%	90,199	100.0%	2,321,144	100.0%

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, Table DP-4 Profile of Selected Housing Characteristics: Ledgeview Town, Wisconsin.

Over the last eight years, the number of new housing units developed has fluctuated with a low of 86 new units in 2000 to a high of 275 new units through October of 2003. Until 2003, the number of multifamily units developed has remained roughly similar to the number of single-family residences in the Town. However, since the 130 single-family homes built in 1998, there has been a rather dramatic decrease in the number of new single-family units built within the Town while the number of multifamily units developed has increased to a high of 239 units compared with 31 single-family units in 2003. It appears that there may have been significant unmet demand for multifamily units before 2003, and the recent multifamily unit building boom is a market reaction to the demand. Figure 5-3 shows the number of new single-family, duplex, and multifamily housing units developed from 1996 through October 2003 in the Town of Ledgeview

Figure 5-3: New Housing Unit Development, 1996-October 2003

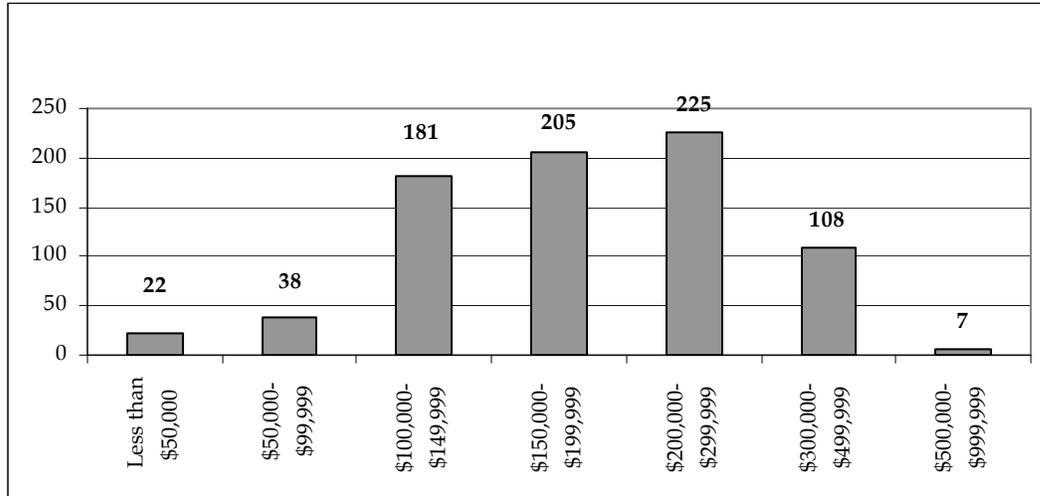


Source: Town of Ledgeview Building Permits, 1992-2003. *Through October 2003.

Value

According to the 2000 census, the largest segment of the Town's homes is valued between \$200,000 and \$299,999 (28.6 percent), while the median home value is approximately \$185,900. There is a significant gap between the median housing value for the Town and that of Brown County at \$116,100 and the State of Wisconsin at \$112,200. Much of this difference may be accounted for due to the locational amenities the Town has to offer, such as proximity to the Metropolitan Green Bay Area and the presence of very desirable home sites along the Fox River and Niagara Escarpment.

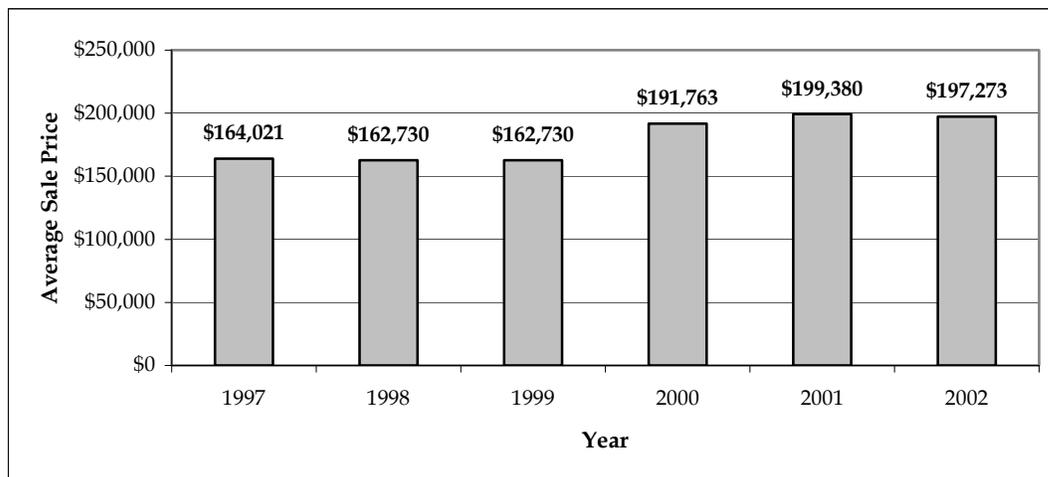
Figure 5-4: Town of Ledgeview Housing Values



Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, Table DP-4 *Profile of Selected Housing Characteristics: Ledgeview Town, Wisconsin.*

Based on an analysis of Brown County Property Listing data from 1997-2002, the average sale price of a single-family residential home has increased from \$164,021 in 1997 to \$197,273 in 2002. This is an increase of \$33,252 or 20.3 percent, in just six years. The average sale price by year is displayed in Figure 5-5.

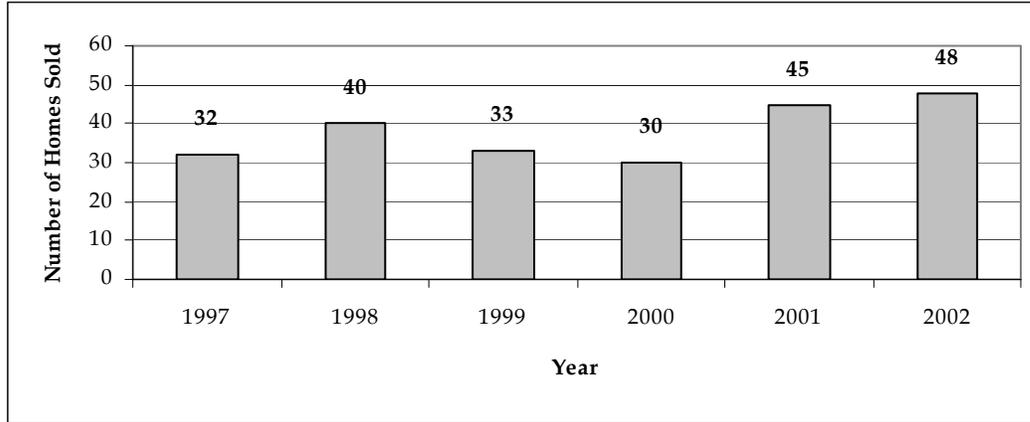
Figure 5-5: Average Sale Price of Existing Single-Family Residential Homes in Town of Ledgeview, 1997-2002.



Source: Brown County Property Listing, Brown County Planning Commission, 2003.

The number of homes sold in the Town has remained rather stable with between 30 and 50 homes sold per year between 1997 and 2002. The increasing number of existing home sales over the past three years may be due to the overall increasing supply of homes in Ledgeview. Figure 5-6 shows the number of homes sold in Ledgeview over the past five years.

Figure 5-6: Number of Existing Single-Family Residential Homes Sold in Town of Ledgeview, 1997-2002.

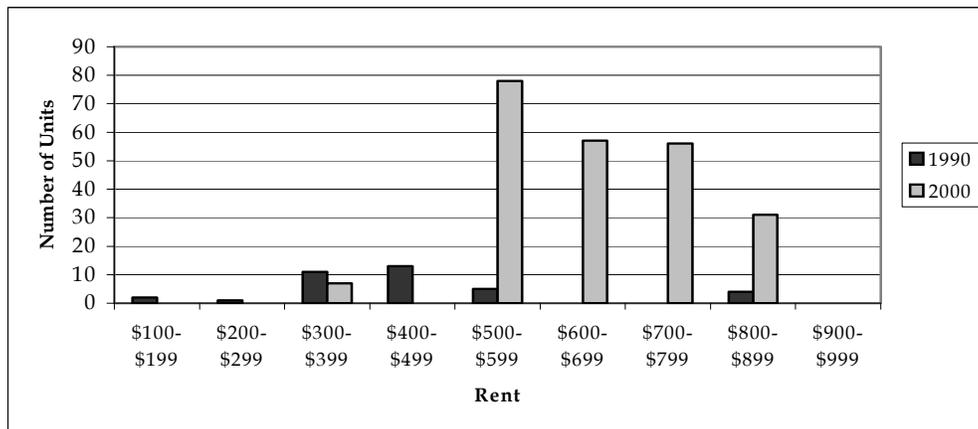


Source: Brown County Property Listing, Brown County Planning Commission, 2003.

Rent

Historically, the Town of Ledgeview was a rural, agricultural community and did not contain a large number of rental units, as is evident in Figure 5-7. In 1990, the Town had only 36 rental units, and the median rent was \$415. Between 1990 and 2000, the rental housing market changed rather dramatically as people moved to Ledgeview. By 2000, the Town contained 229 rental units with a median rent of \$627 per month. According to the Town’s 2000-2003 building permits, the number of rental units in the Town is continuing to rise as its population becomes more diverse. Between the years of 2000 and 2003, the Town has added another 333 rental units (primarily along Dickinson Road and near the intersection of Swan and Heritage Roads), further diversifying the Town’s housing stock. The Housing Affordability section of this chapter further analyzes and provides recommendations regarding affordable rental and owner-occupied housing in the Town.

Figure 5-7: Gross Rent in Town of Ledgeview, 1990 and 2000.



U.S. Bureau of the Census, 1990 and 2000 Census of Population and Housing

Occupancy

According to the 1990 U.S. Census, there were a total of 507 housing units within the Town of Ledgeview. This compares with 1,214 units in 2000, which is an increase of 707 units (139.4 percent) over the 10-year period. The breakdown of housing units into owner-occupied and renter-occupied shows that owner-occupied units accounted for 91.7 percent of the Town’s dwelling units in 1990, but the percentage of owner-occupied units dropped dramatically to 77.5 percent in 2000. Conversely, the number of rental units increased from 41 (8.3 percent) in 1990 to 265 (22.5 percent) in 2000, for an increase of 224 units or 546.3 percent. Based on the analysis of the Town’s building permits for the years 2000-2003, the proportion of rental units in the Town will likely continue to increase. The dramatic increase in rental units is a stage that many formerly rural communities experience in their transition to being increasingly suburban communities with more diverse housing choices. As a comparison, the Village of Bellevue just to the north of Ledgeview currently contains a ratio of 68.5 percent owner-occupied housing to 31.5 percent renter-occupied units. Figure 5-8 summarizes the changes that occurred between 1990 and 2000.

Figure 5-8: Change in Housing Occupancy Characteristics in Ledgeview, 1990 and 2000.

	1990 Census	% of Total	2000 Census	% of Total	Increase or Decrease	Percent Change 1990 - 2000
Total Housing Units	507	100.0%	1,214	100.0%	707	139.4%
Occupied Housing Units	493	100.0%	1,180	100.0%	687	139.4%
Owner-Occupied	452	91.7%	915	77.5%	463	102.4%
Renter- Occupied	41	8.3%	265	22.5%	224	546.3%

Source: U.S. Census Bureau Table DP-1 Profile of General Demographic Characteristics, 1990 and 2000.

Housing Affordability Analysis

The Housing Affordability Analysis is based on the recommended process contained in *Housing Wisconsin: A Guide to Preparing the Housing Element of a Comprehensive Plan*, developed by the University of Wisconsin Extension. This process is being used to estimate if there is an adequate supply of affordable housing for Ledgeview residents with limited means. The analysis for Ledgeview is based on a 4-person family median income of \$67,188 per year, which was the 2000 median income for the Town of Ledgeview, according to the 2000 census.

The approach required by the U.S. Department of Housing and Urban Development (HUD) for Consolidated Plans is to look at the median income for a community and determine how many units are available to various low- and moderate-income households. Extremely low-income households are those with incomes below 30 percent of the area median household income. Very low income is defined as an income between 30 percent and 50 percent of the area median household income. Low-income households are those with incomes between 50 percent and 80 percent of the area median household income. Moderate-income households have incomes between 80 percent and 95 percent of the area median household income. HUD defines affordability as paying no more than 30 percent of household income for housing. The affordability threshold is not an underwriting standard and does not mean that households are unable to pay more than that amount. Households may choose to pay more to get the housing they need or want. However, according to HUD standards, people should have the choice of having decent and safe housing for no more than 30 percent of their household income.

The Ledgeview analysis found that a family of four within the 50th percentile bracket of median household income (\$33,594) looking for housing in the Town could spend up to \$839.85 per month in rent or mortgage/interest/property tax escrow if they allocate up to 30 percent of their income to housing. According to the 2000 U.S. Census, there are approximately 92 homes in Ledgeview that currently have mortgage payments of \$850 or less and approximately 213 rental units that rent for less than \$850, which means that the Town contains a total of approximately 305 affordable housing units for a family of 4 within the 50th percentile bracket of median household income. This represents about 26 percent of Ledgeview's 1,176 total housing units in the year 2000. With the recent boom in the construction of multifamily units in the Town, there may be an increasing number of affordable rental units coming onto the market.

As a means for comparison, the Wisconsin Housing and Economic Development Authority (WHEDA) housing calculator estimates that a family with a gross income of \$28,946 per year, monthly debt of \$100, and an interest rate of 6.5 percent for a 30-year fixed loan could afford up to a home priced at approximately \$82,000.

In further interpreting the findings, there are 213 households in the Town that earn less than \$34,999. As stated in the previous paragraph, in 2000 there were 92 homes in the Town with mortgage payments of less than \$850 and would, therefore, be within the purchasing power of these households. Although it may appear that there is an adequate supply of affordable owner-occupied homes, it is also important to keep in mind that the average sale price of a single-family home in the Town of Ledgeview is currently over \$197,000. Therefore, a home that was purchased in 1990 may have a mortgage that would appear affordable, but if the same home were sold today, the selling price and, therefore, the mortgage would increase and would likely be taken out of the affordable range. Increasing the Town's supply of affordable owner-occupied housing will be increasingly important as the Town continues to grow.

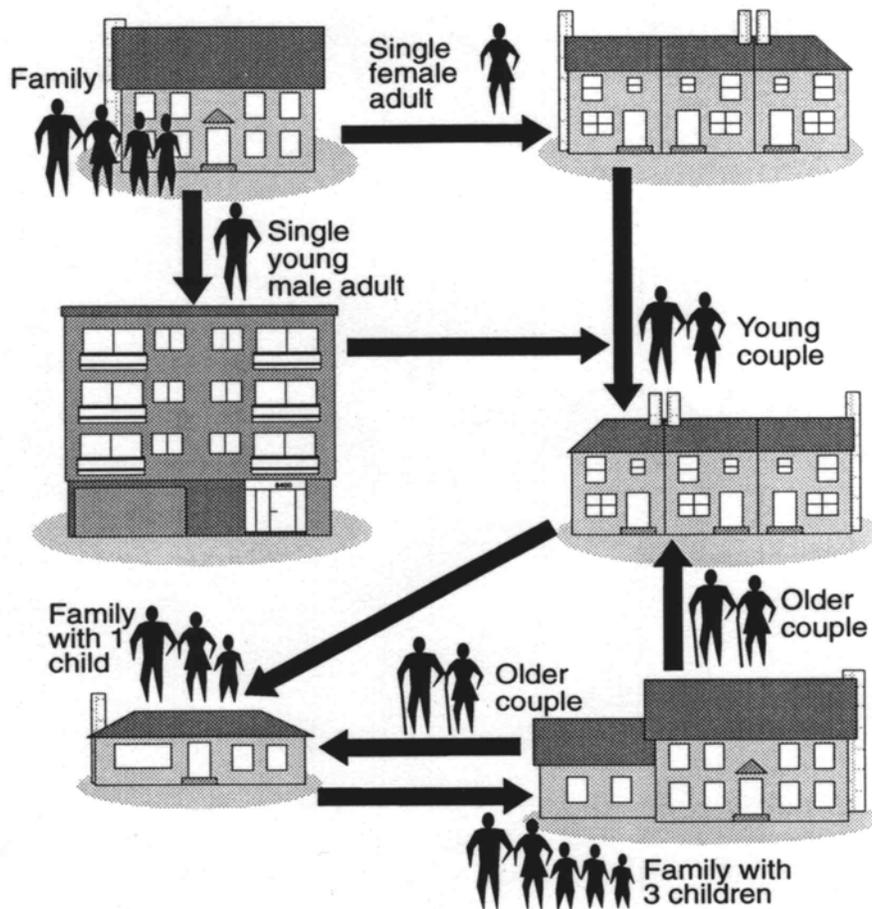
The Brown County Comprehensive Plan Housing Chapter analyzed the amount of affordable housing each community in Brown County contained (based on year 2000 census data and on the Brown County 50 percent of median family income of \$28,946 per year resulting in \$700 being available per month for rent or mortgage, interest, and property taxes) as a percentage of its total number of housing units. According to the County plan analysis, in 2000 the Town of Ledgeview contained 1,214 total housing units, accounting for 1.35 percent of the total number of Brown County housing units. Of the 1,214 total housing units in the Town, 59 owner-occupied units (1.07 percent of the total Brown County affordable owner-occupied housing) and 142 renter-occupied units (0.59 percent of the total Brown County affordable rental housing) were available for under \$700 per month. Both of these totals are below the Town's percentage of total Brown County housing units of 1.35 percent, indicating a proportional shortage of affordable housing units within the Town. However, the Town of Ledgeview is not alone - only the City of Green Bay and Village of Pulaski provide more than their proportional share of affordable housing in Brown County.

The Brown County comprehensive plan states as one of its recommendations, "Challenge the local communities to provide a percentage of affordable housing proportional to their percentage of total housing units in Brown County." As the analysis indicated, the Town is below its proportional share of affordable housing units. Therefore, as the Town continues to grow, identifying and implementing development techniques or ordinance changes that promote the development of affordable housing units in the Town should be encouraged.

Range of Housing Choices

In order for the Town to continue to grow, working with developers to create a range of housing choices for existing Town residents and for those who may wish to move to the Town in the future will be necessary. A range of choices allows a young family to rent, purchase a starter home, move into a larger home as their family grows, move to a smaller home when they retire, and move to an assisted living facility all without having to move out of Ledgeview. This section contains a series of recommendations the Town can implement to maintain its current housing stock and development pattern while creating more affordable housing units and a range of housing options. Figure 5-9 provides a representation of how a person's housing preferences might change over time.

Figure 5-9: Change in Housing Preferences Over Time



Source: Local Government Commission, 2003.

Smaller Residential Lot Sizes

One of the first and easiest ways for the Town to increase the amount of affordable housing is to encourage the use of smaller lots. Decreasing minimum lot sizes and frontages would (in addition to helping to keep housing costs down) provide for greater efficiencies in the delivery of such services as postal delivery, garbage, and school bus pickup. Also in terms of cost savings,

the more homes that front on a street, the less the impact on the individual homeowner when paying assessments for sewer main, water main, sidewalk, or street repairs.

Accessory Apartments on a Residential Parcel

As our residents continue to age, there often comes a time when they might not want to maintain a separate home but do not want to be placed in a retirement or elderly care home. An alternative would be to allow small, secondary living quarters on one residential parcel. These “granny flats,” as they are sometimes called, allow the elderly to maintain their own independent living quarters for sleeping and washing while being able to easily interact with their family for meals and socializing in the principal residence.

Traditional Neighborhood Development (TND)

Traditional neighborhood developments (TNDs) emphasize the neighborhood as a functional unit rather than the individual parcel or home. The State of Wisconsin formalized its support for this type of development when it required that all cities and villages with a population of over 12,500 residents develop an ordinance that permits these types of developments. Typical neighborhoods are about 100 to 160 acres, which is large enough to support retail services and amenities that meet some of the needs of daily life but small enough to be defined by pedestrian comfort and interest. The size of the neighborhood is based on a five-minute walking distance (about a quarter-mile) from the neighborhood edge to the center and a 10-minute walking distance (about one-half mile) from neighborhood edge to edge. Each neighborhood typically has an identity that evolves from its public spaces, such as streets, parks and outdoor spaces, schools, places of worship, or other shared facilities. Automobiles do not take precedence over human or aesthetic needs. Instead, a neighborhood provides many ways of getting to, through, and between it and other parts of the community by driving, walking, and bicycling.

Forms of housing within a traditional neighborhood are mixed so people of different ages and income levels have opportunities to live in various parts of the community. The concept of mixed housing types is very important because many people prefer to remain in their neighborhoods as their incomes increase or decrease.

Traditional neighborhood development is particularly appropriate in areas of higher-density infill development or in areas directly adjacent to existing development. It is important to note, however, that TND is more than just increased residential density. Traditional neighborhood development is a “package” of amenities, including public and institutional uses, integrated neighborhood commercial uses, a mix of residential types and styles, a connected street pattern, and an array of transportation options.

A series of photos taken in March of 2001 in the City of Middleton, Wisconsin, is included in this section to illustrate the concepts of traditional neighborhood developments, mixed uses, and the architecture that supports these concepts. When viewing these pictures, please note that:

- The garage is either recessed on the side or behind the house.



Single-family home with rear attached garage.



Duplex on a corner lot.

- The front of the house is dominated by the presence of a front porch rather than the garage.
- The homes have minimal or zero setbacks from the right-of-way.
- Neighborhood streets are very narrow (approximately 18-24 feet between the curbs) to slow traffic.



Single-family homes on a narrow street with garages attached on the sides of the homes.



TND homes fronting a narrow street (the garages face the alleys behind the homes).

- Duplex and multifamily units are architecturally similar to the single-family homes and, therefore, blend into the overall neighborhood character.
- Although the architectural styles of the homes range from smaller bungalows to larger two-story homes, they blend together to provide an architecturally pleasing neighborhood.
- Alleyways are used behind some of the homes to further enhance the home as the primary architectural feature rather than the garage and driveway.
- Narrower lots promote more of a neighborhood feel as opposed to an isolated home in the middle of large lot.



Alleys and garages behind homes.



Apartment building across from a commercial use.

- Sidewalks are available throughout the development on both sides of the street to promote walking and interaction with neighbors.
- Small commercial uses are located at the entrance of the development to serve the neighborhood resident.
- Larger apartment homes and live/work units are also located within this area in easy walking distance to the commercial uses and bus line.
- Commercial buildings have second floor residential uses.



Pedestrian scale stores and offices with frontage on sidewalks.



Neighborhood grocery and chiropractor with second floor office uses

Conservation by Design Developments

The Town of Ledgeview has a number of very scenic views associated with the Niagara Escarpment and Fox River, as well as places where there may be critical environmental or historical features that should be preserved even though the local property owner wishes to develop his or her property. In situations such as these, conservation by design subdivisions could accomplish both goals. In terms of housing, the lots in conservation by design subdivisions are typically smaller and clustered together to prevent damage to the preservation feature(s). It is important to note that when first identifying the areas for preservation, it is made clear exactly who will own and be responsible for the care and maintenance of the preserved areas. Conservation by design developments are discussed more thoroughly within the Land Use Chapter.

Mixing of Residential Types

One of the components of traditional neighborhoods that should be considered throughout new residential developments in the Town is the inclusion and mixing of different housing types. Historically, housing types were mixed, as can be seen in the downtown residential neighborhoods in the City of De Pere. More recently, housing types other than single-family detached homes have been grouped together, thereby concentrating these uses. Mixing the housing types avoids the concentration of large tracts of rental properties and their perceived negative impacts. Residents and landlords of rental units are more apt to better maintain their properties if they are mixed with owner-occupied housing.

Mixed Uses in Residential Developments

The majority of residential subdivisions developed over the past 50 years consists almost exclusively of single-family detached homes separated from any commercial, institutional, or even recreational uses. This results in residents of these subdivisions having to utilize a vehicle

to travel to a store, school, or park instead of having the opportunity to walk or bike a relatively short distance to these land uses. The segregation of uses and reliance on a vehicle is especially difficult for the elderly, mobility-impaired, children, and others who may not want to or cannot drive.

In order to encourage people to walk and bike, uses other than only single-family residential uses should be encouraged within new neighborhoods. For example, corner lots are very good locations for small neighborhood commercial uses and higher density residential developments, while recreational and institutional uses should be located in places that provide a focus point, gathering place, and identity for the neighborhood and its residents.

In order for uses other than single-family detached homes to be palatable to surrounding property owners, the neighborhood commercial, higher density residential, and institutional uses all need to be of a scale and design that blends in with the residential character of the neighborhood. In order to achieve the desired seamless integration of these uses into the neighborhoods, strict commercial design standards should be employed. The design standards would let the developer know ahead of time what standards the neighbors would expect for the building, and the neighbors would know that the development would meet their expectations, as well.

Educate Residents and Homebuilders Regarding “Visitability” Concepts

As people age, their ability to move around their own home can become increasingly difficult. For a number of elderly and mobility-impaired residents, the simple presence of a single stair to enter a home could cause a great deal of difficulty. According to Green Bay-based Options for Independent Living, “visitability” applies to the construction of new single-family homes to make them “visit-able” by people with physical or mobility disabilities. Typically visitable homes have:

- One entrance with no steps.
- A minimum 32-inch clear passage through all the main floor doors and hallways.
- A useable bathroom on the main floor.

Although these improvements do not allow full accessibility, such as is promoted in universal design, they do allow (at a minimum) elderly and people with a mobility limitation the ability to visit a home or remain living in their home for a longer period of time.

Summary of Recommendations

It is very important for the Town to continue to monitor its progress in meeting the goals and objectives of the plan’s Housing Chapter. To attain the goals and objectives, the following recommendations were developed based on the input received from the Town-wide visioning session, survey, citizens advisory committee meetings, State of Wisconsin Comprehensive Planning Law, and sound planning principles:

- Multiple-family buildings should be designed to reflect, as much as possible, the characteristics and amenities typically associated with single-family detached houses. Examples of amenities include the orientation of the front door to a sidewalk and street and individual entries.

- Avoid concentrations of rental housing by encouraging a mixture of housing types and styles. Rental housing is vital to any community and should be distributed throughout the Town as public services become available rather than concentrated in a few areas.
- Housing development lot width and depth, in conjunction with block size and shape, should be varied in order to reinforce variety in building mass, avoid a monotonous streetscape, and eliminate the appearance of a standardized subdivision.
- Variation in single-family housing models in large developments should be encouraged.
- To foster visual interest along a neighborhood street, the street frontage devoted to protruding garage doors and driveway curb crossings should be limited. Generally, garages should be recessed or, if feasible, tucked into side or rear yards using variety and creativity to avoid a streetscape dominated by the repetition of garage doors.
- Alleys and various forms of shared driveways are encouraged as an alternative to double-frontage lots along thoroughfares. Alleys and driveways can also serve as locations for ancillary buildings, utilities, service functions, and interior-block parking access.
- New residential developments should allow for mixed uses as additions to the community that provide a place for housing and allow secondary uses (commercial, recreational, and institutional uses) that serve the neighborhood and are in harmony with the residential character and scale.
- Builders and developers are encouraged to use their ingenuity to combine and distribute a variety of housing types to create an attractive, marketable neighborhood with housing for a range of people. At least two housing types should be included in any residential project containing more than 30 acres. As the acreage of the residential project increases, so should the number of housing types. This can be achieved with a variety of housing types, such as single-family homes, duplexes, condominiums, Townhouses, apartments, and group homes.
- Educate homeowners and builders about the advantages of including the “visitability” concepts in new homes.
- In areas of the Town with unique or critical natural or cultural resources, conservation by design developments should be considered. The natural or cultural resource areas should be preserved as part of the permanent greenspace and the development built around these resources.
- Areas of the Town already served by public utilities that can be infilled with residential uses and land that can be efficiently served by public utilities should be priorities for development.
- To increase the supply of affordable homes, the Town should work with developers to encourage the development of housing in traditional neighborhoods with smaller lots and homes. Smaller homes and lots may become increasingly important as the “baby boomers” approach retirement age and look to move into smaller, easier to manage homes. These homes would also offer first-time homebuyers the opportunity to enter the Town’s housing market.
- The Town should contact the Brown County Housing Authority and Wisconsin Housing and Economic Development Authority (WHEDA) for additional information and resources to continue to diversify the Town’s housing stock.

CHAPTER 6

Community Facilities and Utilities

Introduction

The type and quality of services a community provides are two of the most important reasons why people and businesses are attracted to and choose to remain within the community. Healthcare, childcare, and schools are examples of services that are often most important to the residents of a community, while utilities, power supply, and power transmission capabilities are examples of services that are often most important to businesses and industries.

As a community grows and matures, so does its need for services. Most often considered in this regard are sanitary sewer, public water, and storm water management. Most small rural communities do not provide such services, but at some point as they continue to grow such services become essential to the continued health, welfare, and safety of the community. In addition, federal and state rules (such as the Clean Water Act) often govern various aspects of such services.

Of particular importance to the Town of Ledgeview are the maintenance of reliable fire and rescue services, improvement of communication between the Town Board, Town citizens, and the sanitary district concerning future sewer and water installation, and maintenance of high quality school districts. These were among the top ranked issues raised during the visioning session held for this comprehensive plan.

Experiences from across the country have shown time and again that to provide high quality services, a growing community like Ledgeview must maintain, upgrade, and reevaluate its utilities, facilities, and other services. This means that the Town should periodically evaluate its existing services to ensure their continued provision in the most cost-effective manner possible consistent with the community's long-term goals, trends, and projections, as well as consider the elimination of unnecessary services and the provision of new services when necessary. This process would also help address the issues that were raised at the visioning session. The analyses and recommendations within this chapter of the Town of Ledgeview Comprehensive Plan are the first step in that process, and this plan should be used to guide and direct, but not replace, detailed engineering studies, facility plans, and capital improvement programs.

For all of these reasons and more, the continued provision of quality services is very important to the Town of Ledgeview.

Background

The Town of Ledgeview is a small but growing suburban Town within the greater Green Bay Metropolitan Area that provides a range of utilities, facilities, and other services.

The Town of Ledgeview currently provides:

- A volunteer fire department for the entire Town, as well as the northern portion of the Town of Glenmore.

- A wastewater collection system for the western portion of the Town and the southwestern portion of the Village of Bellevue.
- A public water supply and distribution system for the western portion of the Town and, by contract, eventually the northern portion of the Town of Glenmore.
- A storm water management system for the western portion of the Town, including the use of some Town storm water detention ponds for use by the City of De Pere.
- Storm water management following MS4 permit requirements.
- A park and recreation system.
- Bicycle and walking trails.
- A Town Hall that houses the majority of the administrative functions of the Town.
- Two fire stations.

The Town of Ledgeview contracts with:

- Veolia Waste for solid waste and recycling collection for the entire Town.
- Brown County for solid waste, recycling, and household hazardous waste disposal for the entire Town.
- City of De Pere for disposal of yard wastes.
- The Village of Bellevue and the Green Bay Metropolitan Sewerage District for sewage conveyance, treatment, and disposal for the northeastern portion of the Town.
- The City of De Pere and the Green Bay Metropolitan Sewerage District for sewage conveyance, treatment, and disposal for the western portion of the Town.
- The Village of Bellevue for public water for the northeastern portion of the Town.
- Brown County Water Authority lake water agreement.
- The City of De Pere for the use of certain regional detention ponds.
- De Pere Rescue and County Rescue Services Inc. for rescue services for the western and eastern portions of the Town respectively.
- New internet and fiberoptic lines.

Private providers arrange telecommunication, power, cemeteries, healthcare, care for the elderly, and childcare services within the City.

The Brown County Sheriff's Department provides police service to the Town, while the Brown County Library system provides library service to the Town.

The Unified School District of De Pere, the Denmark School District, and the Green Bay School District all serve portions of the Town.

Opportunities and Challenges

Challenges associated with the Town's utilities, facilities, and other services are related to the proper timing, location, and construction of new infrastructure, the possible need for new or higher levels of services as resident and business populations and needs change, greater economic competition within the region and the metropolitan area, fiscal constraints, and new legislation and regulations. Opportunities include a healthy local population, economy, and

business climate, efficiencies of scale, and possibilities for intergovernmental cooperation and shared services.

Inventory and Analysis

This section of the Utilities and Community Facilities Chapter provides detailed information about the Town of Ledgeview's utilities, facilities, and other services and recommends actions to address identified concerns or issues. These recommendations are also summarized at the end of this chapter.

Sanitary Sewer Service

Among the infrastructure most urban and suburban communities provide to ensure the health, welfare, and safety of its citizens, sanitary sewer service is one of the more important and traditional. In addition, the third most commonly raised issue during the visioning session held for this plan was to improve communication between the Town Board and the Town's citizens and sanitary district (concerning future water and sewer installation).

Background

Several major federal laws have been enacted over the past 100 years to protect our nation's waters, and each of these laws imposed subsequently greater restrictions upon the discharge of pollution into lakes, rivers, and streams. With the passage of the 1972 Clean Water Act, all discharges of pollution required a permit, the use of best achievable pollution control technology was encouraged, and billions of dollars were provided for the construction of sewage treatment plants.⁶

The Town of Ledgeview's first sanitary district, the Town of De Pere Sanitary District No. 1, was created in the early 1960s and encompassed lands in the western portion of the Town immediately adjacent to the City of De Pere. This area was subsequently annexed by the City of De Pere in about 1970. The Town's second sanitary district, the Town of Ledgeview Sanitary District No. 2, was created around 1980 and initially encompassed lands between the East River and the City of De Pere immediately south of Allouez. In 1998, the remainder of the Town, except that portion which later became part of the Bellevue Sanitary District, was annexed into Sanitary District No. 2. The Town's third sanitary district, the Bellevue Sanitary District, was created in 2003 and encompassed lands within the northeastern portion of the Town adjacent to Bellevue. It was consolidated into Sanitary District No. 2 later that same year.

The 1982 *Brown County Sewage Plan Update* identified these areas, as well as that part of the Town located between the Fox River and the City of De Pere, within a sewer service area. The Town's first comprehensive plan, prepared in March 1983, also identified these lands as future sewered areas. Later that year, a small portion of the Town immediately adjacent to the City of De Pere, within the Town of Ledgeview Sanitary District No. 2, was annexed into the Green Bay Metropolitan Sewerage District (GBMSD) and, shortly thereafter, was the first portion of the Town provided public sanitary sewer service. The Town prepared its first long-range study of public sanitary sewer service needs in May 1985. That study recommended eventual extension of sewer service throughout the portion of the Town located west of the East River. By 1987, the

⁶ This law also required comprehensive water quality planning for both point and nonpoint sources of pollution. For Brown County and the Town of Ledgeview, this planning is currently contained in the *Lower Fox River Basin Integrated Management Plan* prepared in August 2001 by the Wisconsin Department of Natural Resources (WDNR) and the *2002 Brown County Sewage Plan*, which was approved by the Brown County Planning Commission and endorsed by the Wisconsin Department of Natural Resources in March of 2003.

Town of Ledgeview Sanitary District No. 2 was enlarged to encompass that area. The remainder of the Town was subsequently annexed into the GBMSD. In 1982, the Bellevue Sanitary District was provided public sanitary sewer service through agreement with the Town of Bellevue. In 2003, the Bellevue Sanitary District was consolidated into the Ledgeview Sanitary District No. 2, and this sanitary district was expanded to encompass the entire Town of Ledgeview.

A review of the sewer population levels within the Town during these years is provided in Figure 6-1. The current Ledgeview sewer service area (SSA) is shown on Figure 6-2.

Figure 6-1: Ledgeview Sewered Population Trend

Year	Sewered	Percent	Non-Sewered	Percent	Total
1987	93	5.9	1,486	94.1	1,579
1995	513	28.4	1,294	71.6	1,807
2000	2,006	59.6	1,357	40.4	3,363

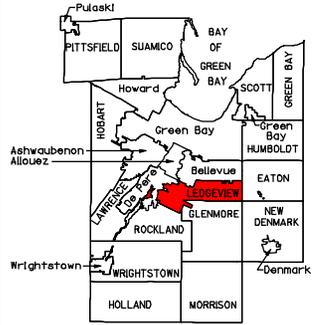
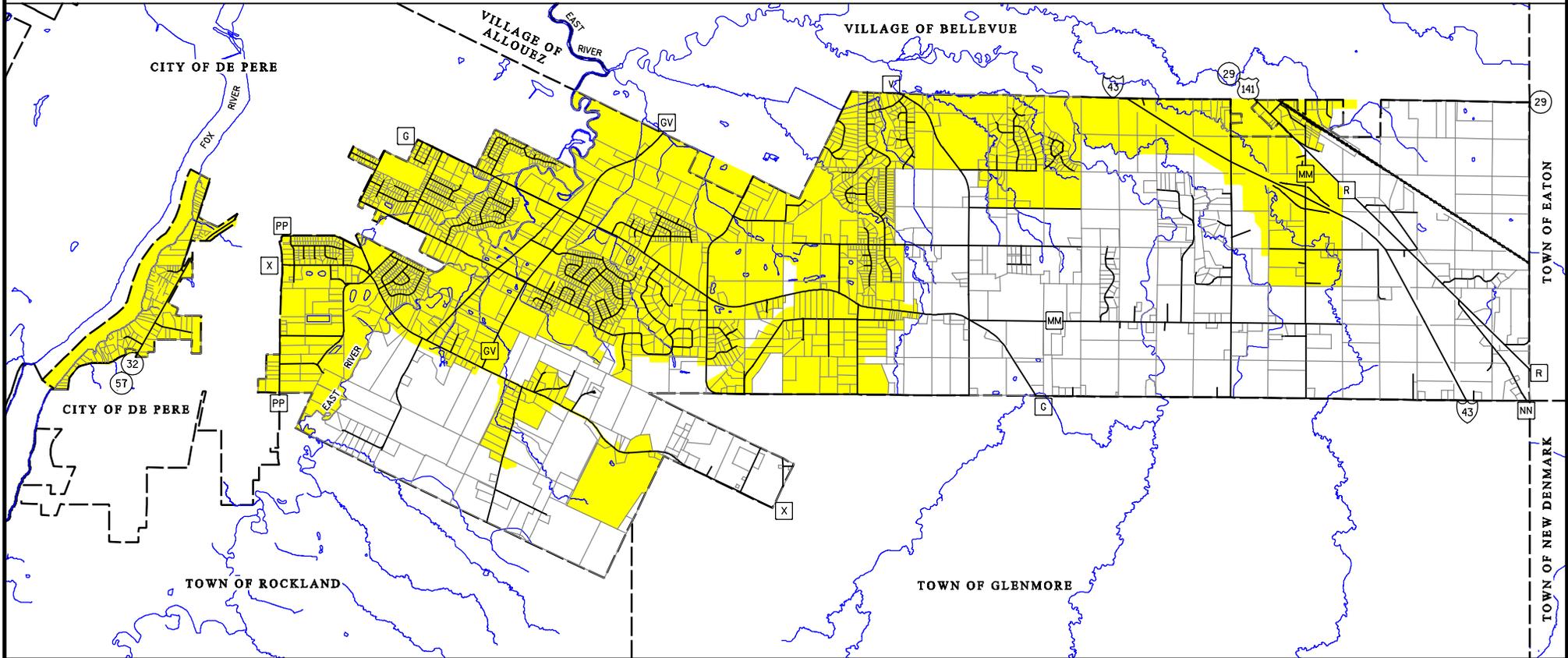
Current Situation

Sanitary sewer service is currently provided to the majority of the western portion of the Town of Ledgeview, generally west of Lime Kiln Road, and a small area on the north third of the Town to the I-43 interchange with CTH MM. In the western portion of the Town, this service is provided through the Ledgeview Sanitary District No. 2's system of collector sewers, the Green Bay Metropolitan Sewerage District's (GBMSD's) and the City of De Pere's system of interceptor sewers, force mains, and lift stations, and the City of De Pere's wastewater treatment plant (which is located in the northwest portion of the City near the confluence of the Fox River and Ashwaubenon Creek).

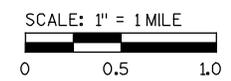
Figure 6 - 2

Sewer Service Area

Town of Ledgeview, Brown County, WI



LEGEND
SEWER SERVICE AREA



MEAD & HUNT
Mead & Hunt, Inc.
1345-B North Road
Green Bay, Wisconsin 54313
(920) 496-0500 / FAX (920) 496-0576

In the northeastern portion of the Town, sanitary sewer service is provided through the Ledgeview Sanitary District No. 2's system of collector sewers, the Village of Bellevue's and GBMSD's system of interceptor sewers, force mains, and lift stations, and the GBMSD's wastewater treatment plant (which is located in the northern portion of the City of Green Bay near the confluence of the Fox River and the Bay of Green Bay). The location of the Town's collection system is shown in Figure 6-3.

The City of De Pere Wastewater Treatment Plant, which serves the western portion of the Town of Ledgeview, has a design hydraulic loading capacity of 14.2 mgd (million gallons per day) and received an average monthly flow rate of 7.24 mgd in 2000. The treatment plant also has a design BOD loading limit of 41,000 lb/day (pounds per day) and received an average monthly loading of 30,000 lb/day in 2000. This accounted for approximately 51 percent of the design hydraulic loading capacity and about 73 percent of the design BOD loading capacity of the treatment plant.

As a regional facility, the City of De Pere Wastewater Treatment Plant has agreed to provide wastewater treatment at its plant to areas within the Green Bay Metropolitan Sewerage District (GBMSD). This currently includes the majority of the Village of Ashwaubenon, portions of the Village of Hobart, and portions of the Towns of Lawrence and Ledgeview. The terms of the agreement call for GBMSD to determine which of the two plants (the City of De Pere plant or the GBMSD plant) is to provide wastewater treatment for areas within the GBMSD⁷. The two wastewater authorities determine future sewer service extensions within their separate territories.

There are currently no known concerns or issues associated with the City's wastewater treatment plant or the sanitary district's collection system. The sanitary district does have a regular inspection program of its sewerage system and is generally aware of the demands future growth will impose upon the treatment plant and collection system.

There are currently no known concerns or issues associated with the GBMSD's sewage treatment plant, which treats the wastewater generated in the northeastern portion of the Town, or with its, as well as Bellevue's, downstream interceptor sewers, lift stations, and force mains. The sanitary district does have a regular inspection program of its sewerage system and is generally aware of the demands future growth will impose upon the treatment plant and collection system.

In 2003, the Town of Ledgeview and the Ledgeview Sanitary District No. 2 entered into an agreement with the Village of Bellevue to provide sanitary sewer and water service to the portion of the Village tributary to the Ledgeview Northerly Interceptor Sewer. This portion of the Ledgeview Northerly Interceptor Sewer was constructed in 2003, and the extension of the local collector system in this area began in 2004. This area is located within the Bellevue sewer service area.

In 2003, the Town and the sanitary district entered into an agreement with the Town of Glenmore to provide sanitary sewer and water service to the portion of Glenmore located south of Scray's Hill Road and Pine Grove Road and west of the Glenmore Road. However, this area is not located within a sewer service area.

Anticipated Situation

⁷ The GBMSD encompasses the City of Green Bay, the Villages of Allouez, Ashwaubenon, Bellevue, Hobart, Howard, Pulaski, and Suamico, and the Towns of Lawrence, Ledgeview, Pittsfield, and Scott, as well as portions of the Towns of Green Bay and Humboldt. Those communities not served by the De Pere plant are generally served by the GBMSD plant that currently includes the City of Green Bay, the Villages of Allouez, Bellevue, Howard, Pulaski, and Suamico, the Towns of Green Bay, Humboldt, Pittsfield, and Scott, and portions of the Villages of Ashwaubenon and Hobart.

In *Engineering Report for Sanitary Sewer Master Plan Northerly Interceptor*, prepared in January 1999 by Mead & Hunt, Inc., it was envisioned that ultimately the rest of the Town would be provided public sanitary sewer service. As the first part of that effort, the master plan envisioned the construction of the proposed Northerly Interceptor Sewer, which would extend eastward from the GBMSD's East River Lift Station along CTH G, then northward along CTH GV, then northeasterly through the Village of Bellevue, and then easterly along the northern portion of the Town of Ledgeview to I-43. Construction of the Northerly Interceptor Sewer was completed in 2007.

In its Comprehensive Plan, the Town of Ledgeview identified an urban development line as generally extending the south Town line with Glenmore, north along Scray Hill Road then easterly and northerly along CTH MM to the I-43 interchange at Kewaunee Road. The plan envisioned that west of that line, identified as the urban development area, development would generally be approved only when it could receive public sanitary sewer and water, while east of that line, identified as the rural development area, limited and controlled amounts of development with private onsite sewage disposal systems and private wells would continue to be allowed. This approach was utilized by the Town of Ledgeview partially in response to the recommendations of the *Engineering Report for Sanitary Sewer Master Plan Northerly Interceptor*. The Town envisioned that public sewer and water would generally be extended from west to east and would eventually serve the entire Town. However, it was unknown how long this process would take. Therefore, the Town chose to identify the urban development line as an approximation of how far public sewer and water service could be extended within the 20-year time frame of the comprehensive plan. This approach also recognized that approval of too much unsewered development in the eastern portions of the Town would make the future extension of public sewer and water service more difficult and costly.

During the preparation of the *2002 Brown County Sewage Plan*, the Town of Ledgeview relocated the urban development line farther eastward to Lime Kiln Road and also included the area surrounding the Harvest Wind subdivision in the urban development area.

The *De Pere Eastside Interceptor System (Ledgeview Northerly Interceptor)*, prepared in July 2002 by EarthTech, evaluated the impacts of the proposed Northerly Interceptor Sewer (as well as eventual connection of the Village of Denmark to the GBMSD system) upon downstream sewage system components. That study envisioned that numerous downstream sewage components would need to be upgraded and/or expanded to accommodate the increased flows resulting from the provision of public sanitary sewer service to the portion of the Town of Ledgeview east of the East River. The study envisioned that without the flows from the Village of Denmark such improvements would start with connection of a second force main to the East River Lift Station around 2010, followed by replacement of the Charles Street 18-inch sewer with a 27-inch sewer in 2035, followed by another crossing of the East River with a 24-inch sewer and addition of a fourth pump at the East River Lift Station in 2045, and then replacement of the pumps at the East River Lift Station and the addition of a third force main around 2060. The study recommended a quicker implementation schedule should the Village of Denmark be connected to the GBMSD during this timeframe.

As discussed in the Land Use Chapter of this plan, it is envisioned that the Town will continue to experience rapid growth and development. This rate of growth and development will greatly impact Ledgeview's infrastructure, including its sewerage system, and, to a slightly lesser extent, also affect the downstream interceptor sewers, lift stations, force mains, and sewage treatment plants of the Village of Bellevue, the City of De Pere, and the GBMSD. In particular, current Ledgeview Sanitary District and Town of Ledgeview sewer and water infrastructure planning

utilize higher growth rates than those used by the DNR and BCPC in their sewer service area and facilities planning efforts.

In that regard, it must be noted that sewer service area planning is a state water quality program administered by the DNR pursuant to the Federal Clean Water Act. Wisconsin Administrative Code sections NR 121, NR 110, NR 113, and COM 82 require that wastewater facility plans, sanitary sewer extensions, and large onsite sewage disposal systems must be in conformance with an approved areawide water quality management plan. The Brown County Planning Commission is the designated areawide water quality management agency for sewer service area planning within Brown County. Thus, the BCPC determines sewer service areas, which are subject to approval by the DNR.

The *2002 Brown County Sewage Plan* identifies the extent of sewer service areas in Ledgeview and the rest of Brown County. When determining sewer service areas, environmental protection and cost-effective provision of sewer and water services are key considerations for providing compact, easily serviced growth. The delineated sewer service area represents the area that should be sufficient to accommodate the community's projected growth for a 20-year timeframe, with some margin for allowing market conditions to operate.

Federal, state, and county rules require that the amount of land contained within a sewer service area be based on the 20-year population projection prepared by the Wisconsin Department of Administration. This 20-year population projection is then incorporated into an elaborate formula which takes into consideration expected future population, average lot size, average number of people per household, and various market and road factors. Once determined, the sewer service area should have sufficient acreage to satisfy the 20-year population growth for a municipality with a moderate amount of flexibility built in. The sewer service area boundary is typically revised every five years or so during a countywide update of the County sewage plan. In addition, municipalities may ask for an amendment to the sewer service area to address changing conditions or trends. Amendments must be reviewed and approved by the municipality, the BCPC, and the DNR.

Although the Town of Ledgeview Comprehensive Plan envisions the development of approximately 3,000 acres of vacant developable land over the next 20 years, of which nearly all are to be provided public sewer and water, the Ledgeview sewer service area only provides approximately 1,000 acres of vacant developable land. The County sewage plan does state that as these approximately 1,000 acres of vacant developable land are developed, they can be replaced through sewer service area amendments. This process was specifically created to allow the sewer service areas to grow and expand in direct relationship to the growth and development occurring within them.

Based upon this information, it is apparent that the Town's population projections, ratio of sewer to unsewered development, and the direction of sewer growth and development are significantly different than those being used by the DNR and the BCPC and possibly those being used by the GBMSD, City of De Pere, and Village of Bellevue. It is recommended, therefore, that the Town of Ledgeview and the Ledgeview Sanitary District immediately provide this information to the DNR, GBMSD, BCPC, City of De Pere, and the Village of Bellevue and request they incorporate it into their individual planning efforts to the greatest extent possible.

To address this growth, additional major collection system components, such as interceptor sewers, lift stations, and force-mains, as well as continued maintenance of the existing sewerage system, are envisioned. Major anticipated changes include expansion of the Ledgeview Northerly Interceptor Sewer eastward along the northern portion of the Town in the CTH MM and I-43 area.

To ensure the most efficient and cost-effective sewerage system possible, replacement, rehabilitation, and new construction should take place in a planned and coordinated manner. For instance, whenever possible, sanitary system modifications within a specific area should be undertaken at the same time as water, storm water, and/or road construction or reconstruction so that construction impacts are minimized and efficiency between the projects is maximized. Also, the development/redevelopment of lands adjacent to and the use of underutilized infrastructure should be encouraged over the extension of new infrastructure. When the extension of infrastructure is warranted, it should be provided in such a manner that encourages compact and contiguous development patterns.

Based upon this information, it is recommended that the Town continue its long-range planning, maintenance, and funding activities to ensure that its collection system remains adequately sized for anticipated growth and development.

It is also recommended that the Town of Ledgeview expand its collection and treatment systems in conformance with the five-year growth increments identified within this plan, promoting infill development and efficient and cost-effective growth patterns. The Town of Ledgeview firmly believes that the population projections for which these growth increments are sized and the direction and extent of the development associated with this growth are logical and efficient.

It is further recommended that the Town work with the DNR, GBMSD, BCPC, City of De Pere, and Village of Bellevue to ensure that this anticipated growth can be accommodated by these agencies' sewerage system components and that it is in conformance with their sewer service area and facilities planning efforts.

Onsite Sewage Disposal Systems

Onsite sewage disposal systems are those that store, treat, or dispose of wastewater (or perform a combination of these functions) on the site at which the wastewater is generated. Onsite sewage disposal systems are used in those areas that are not served by offsite systems. Typical examples of onsite systems include holding tanks, conventional septic systems, or pressure systems used by individual homeowners and small businesses located in rural areas. Information provided in the Brown County Soil Survey indicates that most of the soils within the Town of Ledgeview have severe or very severe limitations for onsite sewage disposal systems. Slow permeability is the most common limiting factor. In those areas, pressure systems or holding tanks are the only options available for onsite systems. Where soil and other limiting factors are not a factor, conventional systems are typically used.

In 1969, Brown County created Chapter 11 (the Brown County Private Sewage System Ordinance) of the Brown County Code pursuant to requirements of the Wisconsin State Statutes and the Wisconsin Administrative Code, which pertain to regulation of the construction, installation, and maintenance of plumbing in connection with all buildings in the state. Chapter 11 of the Brown County Code regulates the location, construction, installation, alteration, design, and use of all private onsite wastewater treatment systems (POWTS) within the County so as to protect the health of residents, to secure safety from disease and pestilence, to further the appropriate use and conservation of land and water resources, and to preserve and promote the beauty of Brown County and its communities.

In 2001, the Wisconsin Department of Commerce adopted revisions to Wisconsin Administrative Code COM 83 (Private Onsite Wastewater Treatment System) to recognize new technologies, provide consistent application of the code, incorporate new standards, provide more options to owners, improve treatment, revise outdated rules, address legislative intent, and define agency roles. These changes have been reflected in Chapter 11 of the Brown County Code. The effect of

these changes has been to increase the options and opportunities for use of private onsite systems within the communities of Brown County.

The Brown County Zoning Department has been collecting detailed information on all POWTS within the County since 1977. Additional information pertaining to systems built prior to 1977 is being obtained as time allows. As shown in Figure 6-3, information indicates that there have been about 84 gravity flow onsite waste systems, about 175 pressure onsite waste systems, and about 123 holding tanks installed within the Town. The Brown County Zoning Office has collected detailed holding tank pumping information since 1994. That information indicates that the total gallons pumped per year within the Town has increased from about 4,300,000 gallons in 1994 to about 5,900,000 gallons in 1998, an average increase of about 8 percent per year. It has then decreased to 4,700,000 gallons in 2003, an average decrease of about 4 percent per year. An average of about 16 new onsite systems have been constructed each year from 1996 to 2003. The majority of these have been pressure systems. In addition, an average of about five replacement systems have been constructed each year.

Consistent with Ledgeview's and the Sanitary District's long-range sewer and water planning efforts, consistent with the goals, objectives, policies, and assumptions set forth in the County sewage plan, and in acknowledgement of the major investment already made and planned to be made in Ledgeview's sewerage system, it is recommended that onsite sewage disposal systems be prohibited within those portions of the Town identified within the 5-, 10-, 15-, and 20-year growth increments. It is further recommended that any new development located outside of these growth areas be discouraged to the greatest extent possible, and if approved, be required to be developed in such a fashion that when public sanitary sewer service becomes available, such development can and must connect to the public sanitary sewer system in an efficient and cost-effective manner.

It is important to note that should significant amounts of development occur outside the Ledgeview SSA, further amendments and expansions of that SSA may become more difficult to obtain. This is due to the fact that the size of the Ledgeview SSA is based on a series of assumptions, the most important in this case being that at least 90 percent of all development that occurs within the Town during the next 20 years will occur on public sanitary sewer service. Should this goal not be maintained, the County sewage plan indicates that it will utilize the Town's past and present sewer development rates to size the Ledgeview SSA, likely resulting in a slower growing SSA.

It is also important to note that should significant development occur outside these growth areas and without public sewer, it will become more costly and more difficult for the Town to expand its public water system. This is discussed in more detail in the following section.

It is also recommended that the Town of Ledgeview support Brown County's private sewage disposal system ordinance that requires inspections of all existing onsite sanitary systems at the time of sale of the associated property and the ordinance's mandatory 3-year maintenance program.

Water Supply

In conjunction with sanitary sewer service, drinking water is one of the more important and traditional elements of urban infrastructure. Where one is provided, the other is often present. Water mains often share many of the same easements and are often extended concurrently with sanitary sewers. In addition, the third most commonly raised issue during the visioning session held for this plan was to improve communication between the Town Board and the Town's citizens and sanitary district (concerning future water and sewer installation).

Groundwater has long been the source of all drinking water and other water uses within the Town of Ledgeview. Until 1994, the Town relied solely upon individual private wells. In 1994, the Ledgeview Sanitary District No. 2 began construction of its public water system. Today, that system is comprised of a well and pump house, a 100,000 gallon elevated storage tank, a 1,000,000 gallon at-grade reservoir, approximately 4,580 feet of six-inch water main, about 128,985 feet of 8-inch water main, about 87,124 feet of 10-inch water main, about 34,789 feet of 12-inch water main and about 12,959 feet of 16-inch water main along two connection points to CBCWA and a backup well and pump house.. There is also a connection to the City of De Pere water distribution system for backup and emergency purposes. The Ledgeview system primarily serves residential customers and is shown on Figure 6-4.

In 2003, the Town of Ledgeview and the Ledgeview Sanitary District No. 2 entered into an agreement with the Village of Bellevue to provide sanitary sewer and water service to the portion of the Village tributary to the Ledgeview Northerly Interceptor Sewer. This portion of the Ledgeview water system was constructed in 2003, and the extension of the local collector system in this area is envisioned to begin in the fall of 2004.

In 2003, the Town and the sanitary district entered into an agreement with the Town of Glenmore to provide sanitary sewer and water service to the portion of Glenmore located south of Scray's Hill Road and Pine Grove Road and west of the Glenmore Road.

As stated by the Wisconsin Department of Natural Resources, all drinking water, no matter the source, may reasonably be expected to contain at least small amounts of some contaminants. Contaminants may include microbes, such as viruses and bacteria; inorganics, such as salts and metals; pesticides or herbicides; organic chemicals, such as petroleum byproducts; and radioactive substances. The presence of such contaminants does not necessarily indicate that water poses a health risk.

The federal Safe Drinking Water Act of 1974 charged the Environmental Protection Agency (EPA) with promulgating drinking water standards to protect public health. These standards, known as "maximum contaminant levels" (MCLs), now cover approximately 52 substances. Primary MCL standards are designed to protect public health and include standards for organic and inorganic chemicals, microorganisms and bacteria, and turbidity. Secondary MCL standards are designed to protect public welfare and include color, odor, and taste. The Wisconsin DNR has promulgated state MCLs based on the federal MCLs whether its source is groundwater or surface water. These standards apply to any public water supply system. However, they technically do not apply to individual or non-public water supply systems but rather serve as guidance in determining if a well may be contaminated.

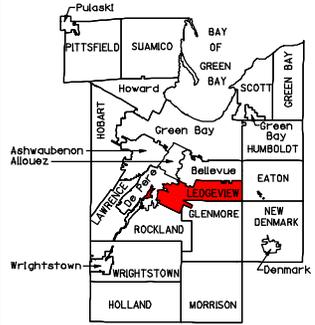
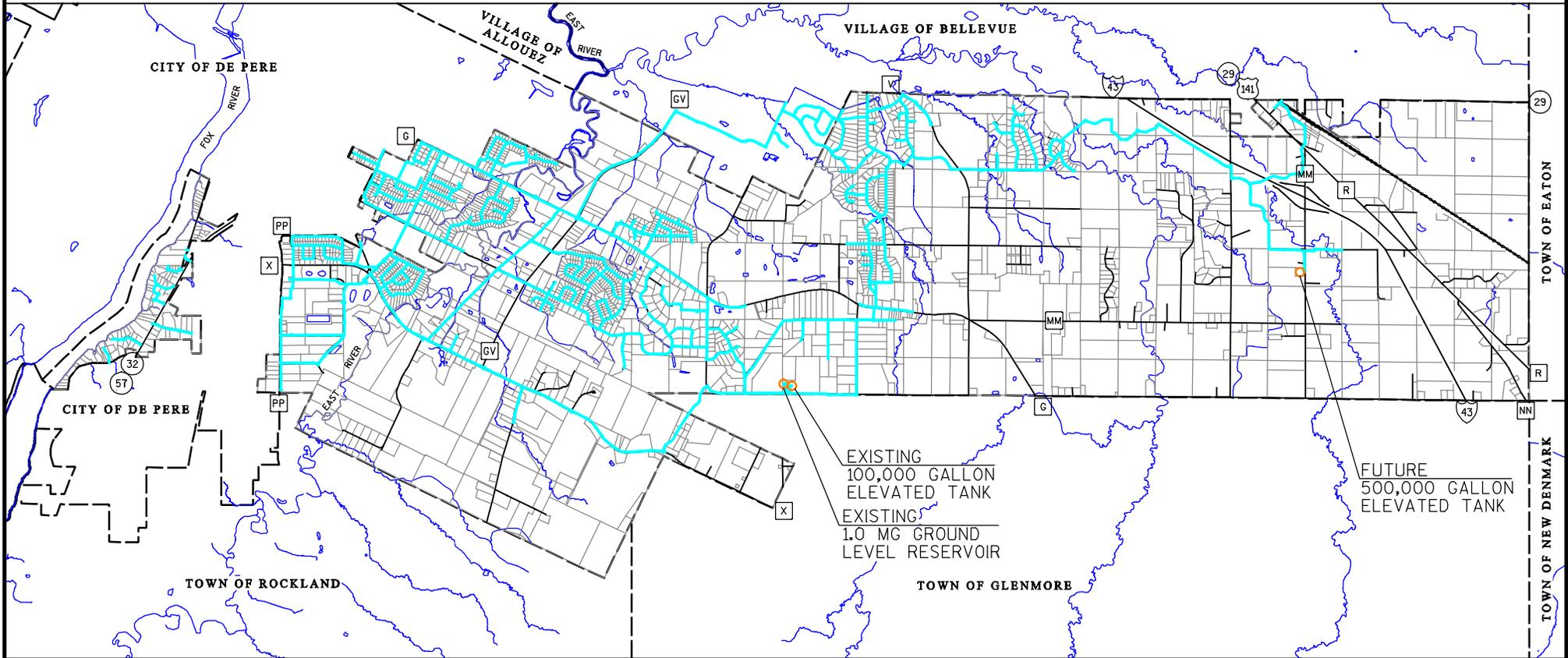
In 1984, Wisconsin State Statutes 160 and Administrative Codes NR 809 and 811 were created to minimize the concentration of polluting substances in groundwater through the use of numerical standards to protect the public health and welfare. The numerical standards created under NR 809 and 811 consist of enforcement standards and preventive action limits.

A review of the 2003 Consumer Confidence Report for the Ledgeview Sanitary District indicates that of the approximately 77 different contaminants that the sanitary district tested for, the federal/state MCL for chromium, mercury, and alpha emitters have been exceeded. During 2003, chromium was measured at 428 parts per billion (four times the MCL), mercury was measured at 260 parts per billion (130 times the MCL), and alpha emitters (natural and manmade radioactive elements) were measured at 22 pico curies per liter (about 1.5 times the MCL). For each of these elements, the high levels may be due to the erosion of natural deposits within the bedrock from which the Town obtains its groundwater. More detail about this

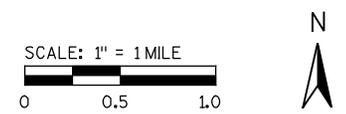
Figure 6 - 4

Public Water System

Town of Ledgeview, Brown County, WI



LEGEND
— EXISTING WATER MAIN
— STORAGE TANKS



MEAD & HUNT
Mead & Hunt, Inc.
1345-B North Road
Green Bay, Wisconsin 54313
(920) 496-0500 / FAX (920) 496-0576

can be obtained by reviewing the Consumer Confidence Report (CCR) maintained by the Wisconsin Department of Natural Resources on its website.

It is recommended that the Town and the sanitary district work with the DNR to determine the source of these contaminants and determine what corrective actions may be necessary to ensure a safe water supply.

Although arsenic has also been identified as a groundwater contaminant concern in northeastern Wisconsin, violations of the arsenic MCL have not been identified in the sanitary district's public water supply system. In all other regards, the Town of Ledgeview is meeting state and federal requirements.

In *Engineering Report for Water System Master Plan*, completed in December 1998 by Mead & Hunt, Inc., it is envisioned that the entire Town will be provided public water service through the Central Brown County Water Authority (CBCWA). It was also envisioned that the existing well and pump house would serve as a backup water supply during emergencies and periods of high demand. In addition to the existing elevated storage tank in the western portion of the Town on Scray's Hill Road and the recently constructed ground storage tank in the central portion of the Town near Scray's Hill Road and Hawthorne Heights Drive, the master plan eventually envisions an additional elevated storage tank located near the intersection of I-43 and CTH MM.

Because of these concerns, the Town of Ledgeview/Ledgeview Sanitary District No. 2 became a member of the Central Brown County Water Authority (CBCWA) in 1998. The CBCWA, comprised of the communities of De Pere, Allouez, Bellevue, Howard, Lawrence, and Ledgeview, proposes to obtain water from Lake Michigan rather than from groundwater. The CBCWA would achieve this through construction of its own pipeline and treatment through an agreement with the City of Manitowoc. In any event, local community infrastructure would continue to be used; although, existing wells would be used for backup purposes only.

This step should ensure that the current demands of the Town can be met, that the existing system is strengthened to allow for future extensions, that the reliability of the system is increased, and that the future needs of the Town can be met. It is, therefore, recommended that the Town continue its support of and membership with the CBCWA.

Similar to the recommendations regarding the Town's sewerage system, it is recommended that the Town continue its long-range planning, maintenance, and funding activities to ensure that its water supply and transmission system remain adequately sized for anticipated growth and development.

It is also recommended that the Town of Ledgeview extend its water supply and transmission system in conformance with the five-year growth increments identified within this plan, promoting infill development and efficient and cost-effective growth patterns.

As noted in the Natural, Cultural, and Agricultural Resources Chapter of this plan, it is recommended that the Town prepare a Vulnerability Assessment of its water supply system. A Wellhead Protection Plan was completed in 1994. Preparation and implementation of these plans should help ensure the long-term safety and viability of the Town's groundwater, which is the current source of its drinking water.

Solid Waste Disposal

Solid waste collection and disposal is another example of traditional infrastructure provided by many urban communities to protect the health, welfare, and safety of its citizens.

Prior to the 1970s, solid waste from Brown County's communities and businesses was put in unregulated garbage dumps or burned in unregulated incinerators. In 1976, Brown County built the East Landfill, the first engineered landfill in Wisconsin. Shortly thereafter, Brown County built the West Landfill, the second engineered landfill in Wisconsin. These landfills were an environmentally- and economically-sound alternative to previous methods of solid waste disposal. Beginning in 2003, Ledgeview's solid waste, as well as the rest of Brown County's, was transported to the Brown County Solid Waste Transfer Station located at the West Landfill where it is, in turn, transported to the Outagamie County landfill.

The Town of Ledgeview contracts with a private provider, currently Onyx Waste, for the collection of residential solid waste and recycling. Standard-sized containers are provided to each resident, one for solid waste and one for recycling. Solid waste is collected once every week, while recycled waste is collected every other week. All businesses in the Town and residents with greater needs must contact the private provider to arrange proper services, and residents must pay additional fees for expanded service.

In 1998, the Town of Ledgeview entered into a contract with the City of De Pere that allows Town residents to utilize the City's compost facility for the disposal of yard wastes. The compost facility is open year round and has expanded hours during spring and summer months.

Larger items and household hazardous wastes must be disposed of at the Brown County Materials Recycling Facility and the Brown County Household Hazardous Waste facility, both located in the Village of Ashwaubenon.

It is recommended that the Town conduct a study to determine the feasibility of a joint solid waste and/or recycling collection program with adjacent communities, such as the City of De Pere and the Village of Bellevue. One possible site that should be considered is the Brown County East Side Landfill. If determined to be feasible and cost-effective, the Town should participate in the program and should encourage other adjacent communities to also participate.

Recycling

The benefits of recycling are numerous and include saving natural resources, saving energy, reducing the need for landfill space and incineration, reducing pollution, reducing local solid waste management costs, and creating jobs and businesses. In addition, an increasing number of communities are realizing that the slogan "reduce, reuse, and recycle" is a significant factor in protecting the environment.

It is envisioned that the current method of recycling will continue to be adequate during the next 20 years; although, this service should be periodically reviewed to ensure that it continues to meet the Town's needs.

Storm Water Management

In 1987, the federal government passed an amendment to the Clean Water Act that included several regulations relating to storm water management and nonpoint source pollution control. The programs created by this legislation are administered by the U.S. Environmental Protection

Agency and are targeted to control nonpoint source pollution from municipal, industrial, and construction site runoff.

Due to revisions to the federal programs in 1999 and corresponding changes to Wisconsin Administrative Codes, these federal programs apply to most communities, including the portion of the Town of Ledgeview west of the East River, for most construction sites one acre or larger in size. It is anticipated that these requirements will also apply to many ongoing Town and sanitary district activities, such as its road and utility reconstruction and grounds maintenance.

In 2006 the Town of Ledgeview submitted a Notice of Intent for a Municipal Separate Storm Sewer System (MS4) permit, as required by the Clean Water Act. The permit required the Town to create or update storm water and erosion control ordinances, educate the public about storm water impacts, and to remove Total Suspended Solids (TSS) from storm water that enters waters of the state. The permit was facilitated by the Wisconsin Department of Natural Resources, and required 20 percent TSS removal by January 2009, and 40 percent TSS removal by January 2014.

As stated in the Wisconsin Department of Natural Resources' model storm water runoff ordinance, uncontrolled storm water runoff from land development activity has a significant impact upon water resources and the health, safety, and general welfare of the community. Uncontrolled storm water runoff can:

Degrade physical stream habitat by increasing stream bank erosion, increasing streambed scour, diminishing groundwater recharge, and diminishing stream base flows.

Diminish the capacity of lakes and streams to support fish, aquatic life, recreational, and water supply uses by increasing loadings of nutrients and other urban pollutants.

- Alter wetland communities by changing wetland hydrology and by increasing pollutant loads.
- Reduce the quality of groundwater by increasing pollutant loads.
- Threaten public health, safety, property, and general welfare by overtaxing storm sewers, drainageways, and other minor drainage facilities.
- Threaten public health, safety, property, and general welfare by increasing major flood peaks and volumes.
- Undermine floodplain management efforts by increasing the incidence and levels of flooding.
- Diminish the public enjoyment of natural resources.

As urban development increases, so do these risks. Research indicates that many of these concerns become evident when impervious surfaces (rooftops, roads, parking lots, etc.) within a watershed reach 10 percent. A typical medium density residential subdivision can contain about 35 to 45 percent impervious surfaces. Therefore, such adverse impacts can occur long before the majority of a watershed becomes developed.

The Town of Ledgeview's current storm water system is comprised of a conveyance system consisting of swales, roadside ditches, storm sewers, culverts, and channels and a storage system consisting of wetlands, wetland remnants, and constructed storm water detention facilities. This system transports storm water runoff from developed lands to the Fox and East Rivers. In 2003, there were five detention ponds within the Town. The location of the Town's storm water system is shown in Figure 6-5.

The Town of Ledgeview prepared a storm water management plan for the far western portion of the Town in October 1994. The objectives of the plan, prepared for the portion of the Town located west of the East River, were to identify problem areas in terms of flooding and water quality, develop improvement alternatives to mitigate problems, prioritize the alternatives on an engineering and economic basis, and recommend improvements. The plan recommended a combination of storm water best management practices, including construction of storm water detention basins, re-sizing of culverts, preservation of open space, and implementation of an erosion control ordinance, a storm water management ordinance, and a street sweeping program.

Subsequently, in 1995, the Town adopted an erosion control ordinance and adopted a storm water management ordinance in 1997. The Town has also constructed five regional detention ponds, four of which are in cooperation with the City of De Pere. Furthermore, one of the City's storm water management ponds receives runoff from a portion of the Town. The Town completed work on a storm water management plan in 2004 for the portion of the Town eastward to Scray's Hill Road. It is anticipated that the remainder of the Town will be completed in 2005.

It is also recommended that in order to obtain a consistent and adequate source of funds to install and maintain the Town's storm water management system, a storm water management utility be created.

It is anticipated that implementation of the storm water management plan's recommendations and the creation of a storm water management utility will fully address the storm water management needs of the Town of Ledgeview during the timeframe of this comprehensive plan. However, the storm water management plan and this comprehensive plan will likely need to be revised to ensure their continued compliance with state and federal storm water regulations as those regulations change over time.

Parks and Recreation

The presence of outdoor recreation and open space adds to a community's quality of life. It enhances the attractiveness of and fosters a sense of civic pride in the community. Furthermore, the provision of an adequate supply of areas, facilities, and activities to accommodate the public's open space and recreational needs has been demonstrated to promote the general health, welfare, and safety of the community and its citizens.

The Town completed its first Comprehensive Park and Outdoor Recreation Plan in 2001. The plan was replaced with a new five year Parks and Recreation Plan in 2007 in order to retain the ability to apply for grants and related funding sources. The Town also implemented a park impact fee in 2004.

Inventory of Town of Ledgeview Owned Parks, Trails and Facilities

The Town of Ledgeview provides various parks, recreational facilities and open space opportunities, which are divided into the following categories:

- Pocket Parks
- Neighborhood Parks
- Community Recreational Facilities
- Community Parks
- Greenways
- Public Sidewalk Systems
- Recreational Trails
- Natural Open Spaces
- Undeveloped Park Parcels
- School District Facilities

The following is an inventory of Town of Ledgeview owned parks, trails, and facilities:

Pocket Parks:

None.

Neighborhood Parks:

Town Land Park. A five-acre public owned property that houses the Town Hall and parking lot. The park is located on the side and rear of the Town Hall, providing three picnic tables with grills, volleyball net, a small trail, and an open undeveloped grass area for active sports including soccer.

Community Recreational Facilities:

Ledgeview Golf Course (private). A 139-acre privately owned golf course located along CTH G in the central portion of the Town. The site consists of a regulation 18-hole course and an 18-hole executive course that encompasses ponds and streams and a portion of the Niagara Escarpment.

Community Parks:

Ledgeview Park. A 48-acre parcel of land located along CTH G near the East River in the western portion of the Town. The site encompasses wetlands and a portion of the East River and its associated shorelands and floodlands. The site has been developed with a 40-stall parking lot connected to CTH G, restrooms and pavilion, pedestrian bridge crossing East River, a baseball diamond, multiple pedestrian connections to an adjacent residential development to the south and Creamery Road, and pedestrian/bicycle trails connecting the park to the East River.

Greenways:

None.

Public Sidewalk System:

Dickinson Heights. A subdivision near Dickinson Road. This is the first subdivision with a complete sidewalk system. The Town has integrated requirements for sidewalk development in all future subdivision developments.

Recreational Trails:

East River Trail. A one-mile portion of the trail located within the Town. The trail passes connects to Allouez, Bellevue, and De Pere along the East River. Public access is provided at Creamery Road, Winding Waters Way, Ledgeview Park, and River Point Court.

Natural Open Spaces:

None owned by Town. Refer to Chapter 5 for open space and conservancy lands that area attractive, scenic, and worthy of protection and preservation.

Undeveloped Park Parcels:

Grohusky Property (Scray Hill). The Park Committee is in the process of reviewing a 28-acre undeveloped parcel proposed for acquisition. The property is located on Hawthorne Heights Drive at the south end of the Town. Concepts for an active park with proposed parking, soccer fields, baseball diamonds, concession stand, bathrooms and filed viewing areas are under review.

Ledgeview Business Park Trails and Natural Areas. The proposed business park, located at the intersection of STH 43 and CTH MM, includes a proposed set of integrated pedestrian and bicycle trails, a trailhead, a rail-to-trail conversion, and natural areas that will connect the business park to CTH GV and the Fox River Trail. The property is not owned by the Town, but it is expected that the trails will be developed as site plans are submitted, and natural areas will be protected, reflecting proposals identified in the business park master plan and this Park Plan.

Mc Allister Property. A 77-acre privately owned property on Dickinson Road and Dollar Road. The Town has right of first refusal should the property become available for acquisition. The property has open and natural areas including wetlands. There are no development plans for the property.

School District facilities within Town Limits:

De Pere Middle School. A 28-acre public school owned by the De Pere School District located along Swan Road in the northwest portion of the Town. The school provides approximately 14 acres of open space, including two softball diamonds, one baseball diamond, and two basketball courts.

Heritage Elementary School. A 23-acre public school owned by the De Pere School District located along Swan Road in the southwestern portion of the Town. The school provides approximately seven-acres of open space, including two softball diamonds and three basketball courts.

Inventory of Wisconsin and Brown County Parks, Trails and Facilities within the Town

County Parks and Trails:

Fonferek's Glen Park. A 74-acre park located along CTH MM in the central portion of the Town. It provides parking and an overlook of a scenic 30-foot waterfall and natural stone archway. The site encompasses woodlands, wetlands, prairies, steep slopes, and a portion of Bower Creek and its associated shorelands and floodlands. Because of its relative uniqueness and quality, this area meets the qualifications of a State geological site.

State Parks and Trails:

Fox River State Trail. A 14-mile state-owned and county-maintained trail located along the abandoned Wisconsin Central Limited Railroad Corridor. It is located east of the Fox River and extends from the south side of the City of Green Bay, through the Village of Allouez, City of De Pere, Town of Rockland, Town of Wrightstown, and ends in the unincorporated community of Greenleaf. The 12-foot wide trail is adjacent to the Town of Ledgeview and consists of a paved portion extending from the City of Green Bay through the City of De Pere. The remainder of the trail from De Pere to Greenleaf has a crushed limestone surface. Permitted uses include walking, hiking, bicycling, and skating. The portion of the trail from Green Bay through most of De Pere is located along the shoreline of the Fox River and traverses residential neighborhoods. However, from the southern portion of the City of De Pere, the trail leaves the shoreline and continues southward through farmlands.

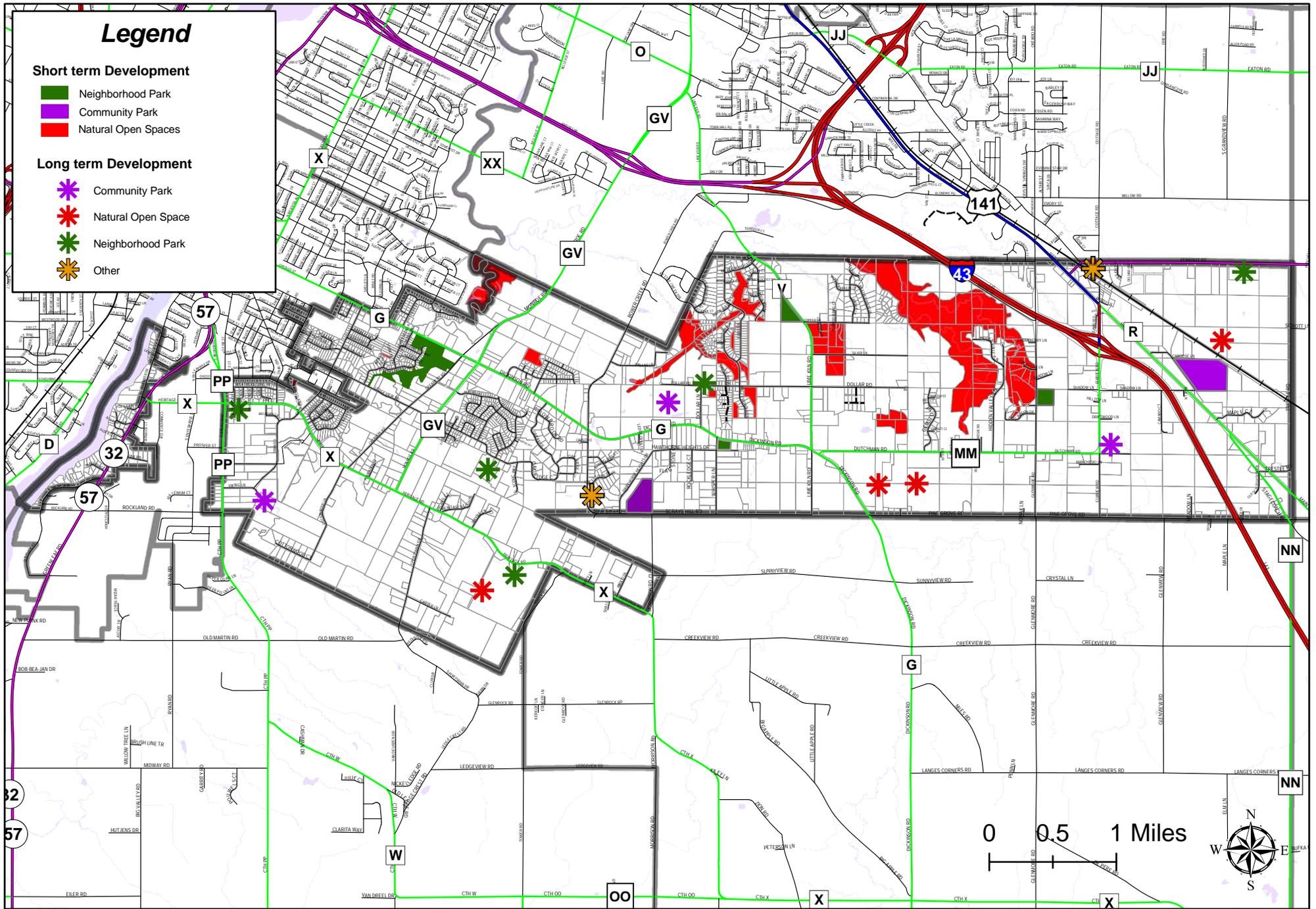
Old Plank Road Rustic Road. A 0.6 mile long rustic road located between STH 32/57 and Rockland Road in the southwestern portion of the Town. A 0.7 mile long continuation of the rustic road is located in the Town of Rockland. The road is narrow and winding and is adjacent to scenic and natural features such as the Fox River, small ravines, and large trees. The road was once a route for stagecoaches and was used during the Civil War to transport supplies to and from the Fox River.



Figure 6-6

Proposed Park Locations

Town of Ledgewood, Brown County, Wisconsin



In addition to its park, recreation, and open space sites and facilities, the Town of Ledgeview is also home to many local nonprofit and volunteer organizations that provide a significant amount of assistance and guidance to the Town on these matters. Such organizations include the Ledgeview Park Committee and the Ledgeview Beautification Committee.

It is recommended that the Town participate in the Tree City USA program. This program is intended to help local communities preserve their more important woodlands and establish an urban forest. The Tree City USA designation is a voluntary program administered by the National Arbor Day Foundation and the USDA Forest Service. Currently, there are 2,700 tree cities across the country, with 139 in the State of Wisconsin. The following Brown County communities are also in the Tree City USA program: Village of Allouez, Village of Ashwaubenon, City of De Pere, Village of Denmark, City of Green Bay, Village of Hobart, Village of Howard, and Town of Lawrence. To receive the designation, a community must have a tree board, commission, or municipal department that has legal authority for the care of public trees and for developing and administering a community tree management program. The community must also have a tree ordinance, an annual budget for administering, managing, and implementing the community forestry program, and an Arbor Day observance and proclamation.

It is recommended that the Town continue its efforts to work with the communities of Allouez, Bellevue, and De Pere on the expansion of the East River Trail. Continuation of these efforts will result in the establishment of a continuous trail along the East River from the City of Green Bay through the Village of Allouez, the City of De Pere, and the Town of Ledgeview.

To capitalize upon the benefits provided by park, recreation, and open space sites, it is recommended that the Town continue its efforts to plan, acquire, develop, and maintain its park, recreation, and open space system. This would include continuation of its five-year Capital Improvement Program. As residential neighborhoods continue to be developed within the Town, land for parks and open space sites should also continue to be set aside. This would help address the storm water management needs of the community.

It is also recommended that the Town maintain its close ties with and support of its many local nonprofit and volunteer organizations. With such assistance, the Town can accomplish more with its park and recreation system than it could otherwise.

It is also recommended that the Town continue and expand, where possible, its current practice of sharing facilities and joint planning with its school districts, neighboring communities, as well as Brown County. For example, use and/or development of Fonferek Falls Park and the old Brown County asphalt site for joint recreational purposes should be studied.

Because of the importance of the Town's park system, the provision of adequate funding is vital. Therefore, the park impact fee that was established in February of 2004 should be used to ensure an equitable system for the acquisition, development, maintenance, and replacement of its parks and outdoor recreation sites and facilities. It is recommended that this comprehensive plan support the recommendations of the Town's park plan.

To provide recreational services in an efficient and effective manner and to maintain eligibility for state and federal recreational grants, most communities identify planning principles and guidelines as an integral element of recreation and open space programs. That process is typically formalized in a park and open space plan. The Town's park plan was last updated in 2001. To maintain eligibility for state and federal park, open space, and outdoor recreation grants, such plans must be updated and adopted by the community every five years. To adequately determine the park and recreation needs of the community and to meet such needs in as efficient and cost-effective manner as possible, such plans should be updated whenever

population or growth trends change. Such plans should also be coordinated with the natural and cultural resource protection and preservation efforts of the community. It is recommended that the plan be updated every five years and the comprehensive plan revised accordingly.

Telecommunication

SBC/Ameritech provides landline phone service to the majority of the Town (that portion generally west of CTH MM), while CenturyTel provides similar service to the remainder of the Town. This includes Internet access by cable modem and DSL.

Current trends in the telecommunications industry point to a greater demand for high-speed Internet access and cellular communications in the future. In response, many local communities across the country, including some within Wisconsin, are considering a proactive approach to the provision of this service to ensure that this service is provided to its community in the quickest, most equitable, and most efficient manner possible. It is recommended that the Town consider a study of the provision of this service to ensure it is meeting the Towns' needs.

Before any cellular communications facilities are approved, the Town should ensure that all possible efforts are undertaken to collocate them and to ensure that adequate easements and other necessary rights-of-way are available. It is recommended that the Town ensure that adequate design standards for the associated infrastructure are followed.

It is anticipated that this service will continue to be provided by the private sector and will continue to meet the demands of the Town.

Power Generation

Electricity and natural gas are provided in the Town of Ledgeview by Wisconsin Public Service Corporation (WPS). WPS provides electricity and natural gas to all of Brown County, as well as most of northeastern Wisconsin, including all or portions of 24 counties. WPS is in the process of converting its electric and gas meters to new automated meters, which will result in better accuracy, fewer estimated readings, and a quicker response to outages.

It is anticipated that this service will continue to be provided by the private sector and will continue to meet the demands of the Town. However, additional forms of power generation should be considered, including wind energy and gas-to-energy facilities.

To the proximity to the ledge of the escarpment, there may be excellent opportunities for the Town of Ledgeview to take advantage of wind energies with the usage of wind turbines. Also, in 2008, the Town approved a County project which converts landfill gas to energy at the East Side Landfill on Heritage Road. These and other "green" energies should be considered as technologies advance.

Cemeteries

There are two cemeteries within the Town of Ledgeview. In addition, two large cemeteries are located in the Village of Allouez approximately two miles northwest of the Town.

While additional demands for this service in the future should continue to be addressed by the private sector, the Town should encourage such uses within its own community when properly designed and located.

Healthcare

The Town of Ledgeview primarily relies upon private healthcare providers located in the City of Green Bay. Many services are also provided to the citizens of the Town, as well as to the rest of the county, by the Brown County Health Department. The Town does, however, contain a Prevea Clinic and a Bellin Clinic, and additional healthcare facilities could be developed in the community in the future. It is anticipated that these services will be adequate for the timeframe of this comprehensive plan.

While additional demands in the future for hospitals and medical clinics should continue to be addressed primarily by the private sector, the Town should encourage such uses within its own community when properly designed and located.

Elderly Care

The Town of Ledgeview primarily relies upon private elderly care providers located in the Cities of De Pere and Green Bay. Many services are provided to the citizens of the Town, as well as to the rest of the county, by the Brown County Aging Resource Center. However, five nursing homes/community-based residential facilities are located in the Town.

While additional demands in the future should continue to be addressed primarily by the private sector and while the Town should encourage such uses within its own community when properly designed and located, some services may warrant provision by the Town. Most often considered in this regard is a senior center that would provide recreational, educational, and other similar opportunities to the Town's senior citizens. Senior centers are often located in conjunction with other compatible uses, such as a Town hall, park site, and school, and often share space with other agencies, such as the local park department and Brown County Health and Human Services Department, for their services and programs.

It is recommended that the Town study the feasibility of such a senior center. If feasible, the Town should consider location of the senior center within one of the neighborhood centers proposed in Chapter 2 of this plan.

Childcare

The Town of Ledgeview primarily relies upon private childcare/daycare providers located in the City of De Pere, which has approximately seven childcare/preschool facilities located within the City. The Town does, however, contain two childcare facilities that serve the area.

Additional demands in the future should continue to be addressed by the private sector, and the Town should encourage such uses within its own community when properly designed and located.

Emergency Services

Emergency services are vital to the welfare and safety of the community and are one of the few services a community provides that are equally important to both residents and businesses. The level of this service varies greatly from community to community, based in part upon its size and population level. It is common that the level of this service changes as the community grows. Furthermore, maintaining reliable fire and rescue services was the most important issue raised at the visioning session held for this comprehensive plan.

The Brown County Sheriff's Department provides police service to the Town of Ledgeview. The Sheriff's Department provides routine patrol service to the entire Town. This is the same service the Sheriff's Department provides to all municipalities within the County that do not have their own police department.

It is recommended that the Town of Ledgeview periodically review this service to ensure that it continues to meet the needs of the Town. It is envisioned that at some point as the Town continues to grow additional protection and/or a higher level of service may be necessary. Should the Town become a village, a study of this service must be undertaken immediately, in part, to meet state statutory requirements regarding higher levels of service for villages with a population in excess of 5,000 people.

The Ledgeview Volunteer Fire Department provides fire service to the Town. The Department possesses two fire stations: one located in the central portion of the Town at the site of the Town hall and the other located in the western portion of the Town at the intersection of CTH X and Swan Road. The department serves the entire Town, as well as the northerly portion of the Town of Glenmore. The Ledgeview Volunteer Fire Department participates in a mutual aid agreement with all communities of Brown County..

The level of fire service varies greatly from community to community. Further indications of this variability can be seen in the fire insurance ratings issued for local communities by the Insurance Services Office (ISO). Based upon their countrywide Public Protection Classification Program, Brown County communities range from a Class 2 for the City of Green Bay to a Class 9 for most rural Towns.⁸ This classification system is used to help establish fire insurance premiums for residential and commercial properties.

It is recommended that a study of the necessity for a new fire station in the eastern portion of the Town occur prior to development of the I-43 corridor. It is also recommended that the Town continue its mutual aid agreements with its neighboring communities.

Rescue service is provided by contract with De Pere Rescue for the western portion of the Town (west of Lime Kiln Road) and by contract with County Rescue Services Inc. for the eastern portion of the Town. It is recommended that the Town of Ledgeview periodically review this service to ensure that it continues to meet the needs of the Town.

Libraries

The Town of Ledgeview relies upon the public not-for-profit Brown County Library system to meet its library needs. Of the nine libraries that make up the Brown County Library system, one (and the newest) is located within the City of De Pere. The Kress Family Branch Library, located near the east side of the Fox River in downtown De Pere, was completed and opened to the public in July 2003. It is 24,000 square feet in size and includes special reading rooms, community fireplace, view of the Fox River, children's area, and outdoor reading porch and terraced garden. The Brown County Library system provides a local history and genealogy department, various adult programs, and numerous children's programs. All of these services are available to Town residents.

⁸ This fire insurance rating classification system is based on a range from Class 1 (best) to Class 10 (worst) and is uniformly applied across the country based upon a number of factors, including the number of firefighters, the number of fire stations, and the distance from fire hydrants. In the United States, only 34 communities have received a Class 1 designation, none of which are located in Wisconsin. However, 14 communities within Wisconsin have received a Class 2 designation, one of which, the City of Green Bay, is located in Brown County. Most communities in Wisconsin, as well as in Brown County, have a designation between Class 5 and Class 7.

It is anticipated that the current Brown County Library system will continue to meet the needs of the Town of Ledgeview during the 20-year planning period.

Schools

As shown on Figure 6-7, the Town of Ledgeview is located within three separate school districts. The Unified School District of De Pere encompasses the western portion of the Town, the Denmark School District encompasses the southeastern portion of the Town, and the Green Bay School District encompasses the northeastern portion of the Town. Of the three school districts, only the Unified School District of De Pere has schools within the Town.

The sixth most commonly raised issue during the visioning session held for this plan was to maintain the high quality of the school system. This is consistent with the widely held understanding that the quality of the local school district reflects on the quality of the local community and is one of the most important factors to families who have the ability to choose which community to live in.

Unified School District of De Pere

The Unified School District of De Pere encompasses an area approximately 60 square miles in size and includes most of the Town, as well as the City of De Pere east of the Fox River, the majority of the Town of Rockland, and portions of the Village of Bellevue and the Towns of Glenmore, Morrison, and WrightsTown. Currently, it has a staff of approximately 270 people and an enrollment of about 3,250 students. The school district provides a comprehensive K-12 grade educational program with two elementary schools (K-4 schools), one intermediate school (5-6), one middle school (7-8), and one high school (9-12). Most students are bused to and from school. The school district consists of:

- Dickinson Elementary School. This facility is located immediately west of the De Pere High School at the northeast corner of Merrill Street and South Washington Street in the east-central portion of the City adjacent to the Town of Ledgeview. It currently houses kindergarten through grade 4 with an enrollment of about 500 students and a capacity of about 600 students. The facility encompasses about 30 acres, of which the school building and parking lots encompass about 6 acres of the site and the remainder is comprised of outdoor recreational facilities.
- Heritage Elementary School. This facility is located at the northwest corner of Swan Road and Heritage Road in the western portion of the Town of Ledgeview adjacent to the City of De Pere. It currently houses kindergarten through grade 4 with an enrollment of about 650 students and a capacity of about 650 students. The facility encompasses about 23 acres, of which the school building and parking lots encompass about 10 acres of the site and the remainder is comprised of outdoor recreational facilities.
- Foxview Intermediate School. This facility is located at the southwest corner of Merrill Street and Broadway Street in the central portion of the City. It currently houses grades five and six with an enrollment of about 500 students and a capacity of about 600 students. The facility encompasses about six acres, of which the school building and parking lots encompass about four acres of the site and the remainder is comprised of outdoor recreational facilities.
- De Pere Middle School. This facility is located immediately southeast of the high school west of Swan Road in the western portion of the Town of Ledgeview adjacent to the City of De Pere. It currently houses grades 7 and 8 with an enrollment of about 550 students and a capacity of about 650 students. The facility encompasses about 28 acres, of which the school

building and parking lots encompass about 14 acres of the site and the remainder is comprised of outdoor recreational facilities.

- De Pere High School. This facility is located between Chicago Street and Merrill Street west of Swan Road in the east side of the City adjacent to the Town. It currently houses grades 9 through 12 with an enrollment of about 1,050 students and a capacity of about 1,200 students. The facility encompasses about 38 acres, of which the school building and parking lots encompass about 12 acres of the site and the remainder is comprised of outdoor recreational facilities.

In total, the district has a current enrollment of about 3,250 students and a capacity for about 3,700 students.

The students within the Unified School District of De Pere, approximately 22 percent, reside in the Town of Ledgeview. About 62 percent reside in the east side of the City of De Pere, about eight percent reside in the Town of Rockland, about four percent reside in the Town of Glenmore, about two percent reside in the Town of Morrison, and about one percent reside in both the Town of WrightsTown and the Village of Bellevue.

Review of student population trends since 1990 reflect a rapid increase of at least 100 students during most years.

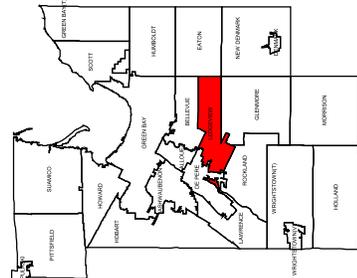
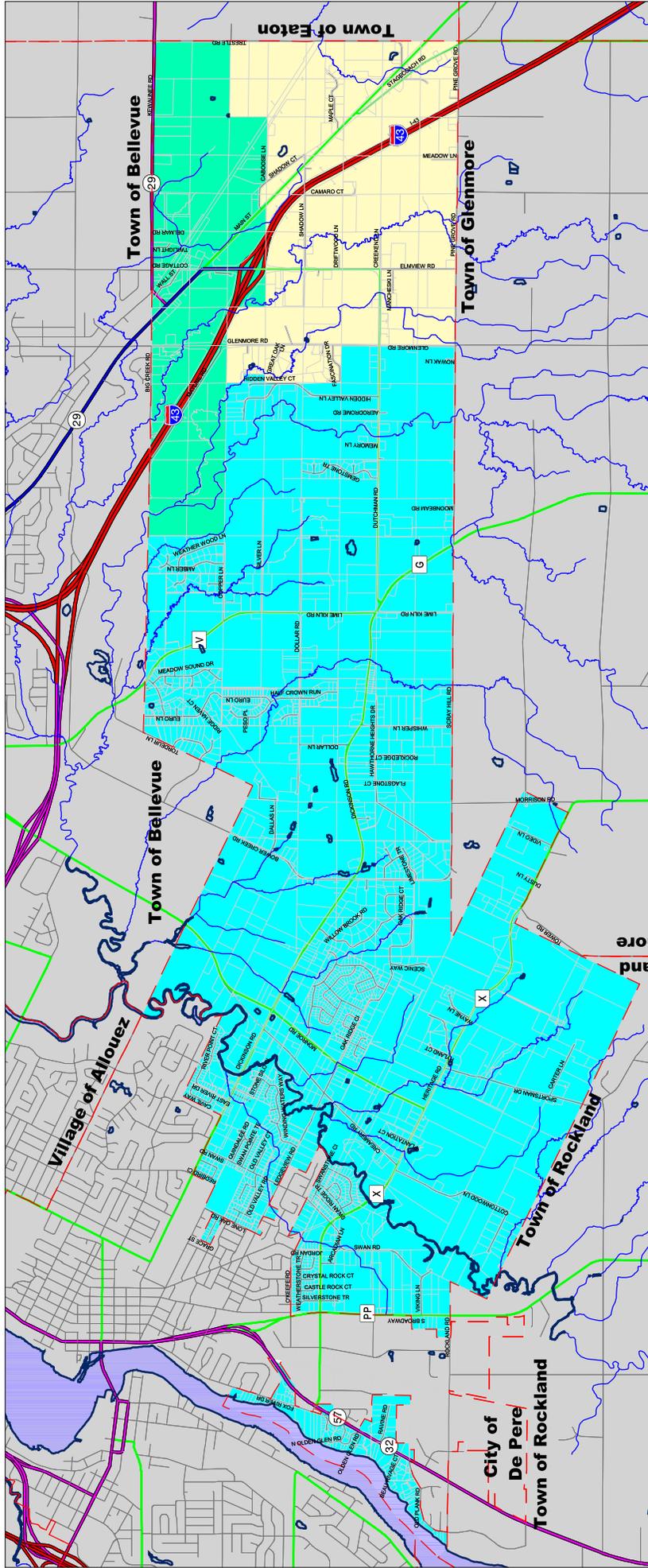


School Districts

Town of Ledgeview, Brown County, WI

Figure 6 - 7

Brown County
Planning
Commission



School District Boundary

- De Pere
- Denmark
- Green Bay



Scale: 1 inch = 1 mile

This is a compilation of records and data located in various Brown County and City of Green Bay offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System, and the parcels are mapped from available records which may not precisely fit field conditions. Brown County/City of Green Bay are not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by Brown County Planning Department. May 2004.

The Unified School District of De Pere recently expanded its facilities to include:

- Additional classroom space, expanded facilities (the technology center, library, gymnasium, and cafeteria), and upgraded infrastructure (heating, cooling, and ventilation) at the high school to accommodate an enrollment of about 1,200 students.
- Rebuilt the former middle school (now renamed Foxview) as an intermediate school for grades five and six to accommodate an enrollment of about 600 students.
- Expanded facilities (technology center, library, gymnasium, and cafeteria) at the Dickinson Elementary School to accommodate an enrollment of about 600 students.

These changes, in addition to restructuring the grades housed at each school within the district, were anticipated to accommodate a total enrollment of about 3,700 students. However, the Unified School District of De Pere's enrollment forecasts suggest a continued steady growth in student population of about 100 new students each year. This is consistent with the growth experienced by the school district over the past ten years. Therefore, additional school facilities will soon be needed.

To respond to this anticipated need, the Unified School District of De Pere has already acquired land and initiated planning for a new school. This land, located in the west-central portion of the Town of Ledgeview, is currently being studied for possible use as an elementary school. However, should the rate of growth and development now occurring within the Unified School District of De Pere continue throughout the entire 20-year planning horizon of this comprehensive plan, further additional school facilities will likely be needed within the next 20 years.

In addition, routine maintenance and repair of the existing school sites should continue. Such maintenance and repair typically include replacement of old plumbing, HVAC systems, and roofs.

Because of the anticipated continued growth within the Town of Ledgeview, the City of De Pere, and other adjacent communities, it is strongly recommended that the Town of Ledgeview work closely with the Unified School District of De Pere and the adjacent communities within the district to address the demands of this growth in terms of current and future school sites and facilities, possibilities for joint recreational facilities, and school district boundary changes. The Town should also actively assist the school district in its search for future school sites.

Denmark and Green Bay School Districts

As shown on Figure 6-7, both the Denmark and Green Bay School Districts encompass only a small portion of the Town (approximately 17 percent and 12 percent respectively). In addition, as population levels within these portions of the Town are low (about 38 students and six students respectively) and are envisioned to remain so during the next 20 years, it is not envisioned that these areas will significantly affect these school districts. Therefore, it is recommended only that the Town periodically review its growth trends within these areas and inform the school districts of any changes.

Post Office

Residents and businesses within the Town of Ledgeview utilize the US Post Office in the City of De Pere and the contract station located within the far western portion of the Town. The post office is located south of the southwest corner of Main Avenue and South Ninth Street in the

northwestern portion of the City. It is anticipated that this service will continue to meet the needs of the Town.

Government

Town government buildings include the Town hall and the two fire stations. The Ledgeview Town Hall is located on CTH G in the central portion of the Town. The structure was expanded and remodeled in 2002. It is adjacent to Ledgeview Park. It contains the offices of the building inspector, clerk, treasurer, and the Town board meeting room, which can also be used for other meeting purposes. It is anticipated that these buildings will continue to meet the Town's needs for the foreseeable future.

Policies and Programs

There are many approaches the Town of Ledgeview can take to achieve the utilities and community facilities goal and objectives listed in this plan's Issues and Opportunities Chapter. They range from specific one-time actions to broad ongoing programs. A summary of those actions and programs as they pertain to the Utilities and Community Facilities Chapter of this plan is provided in this section.

In addition, while not specifically addressed within this plan, it is generally understood that the Town should review its administrative practices to ensure their compatibility with the policies, programs, and actions set forth in this plan. Examples of this would include the employment of an adequate number of staff to carry out the programs recommended in this plan, the provision of continuing professional and technical education to Town staff, and the division of department and individual staff duties to ensure an efficient operation.

Important and commonly raised issues during the visioning session pertaining to this chapter included:

- Maintain reliable fire and rescue services.
- Improve communication between the Town Board and the Town's citizens and sanitary district (concerning future water and sewer installation, etc.)
- Maintain the high quality of the school system.

It is also important that Town infrastructure and development policies address the impacts of premature extension of infrastructure and inefficient development patterns. When any service or infrastructure involving physical components is extended or expanded (most commonly considered in these situations are sewer, water, and storm water systems but can also include streets, lights, electricity, or gas), it is typically sized and located in such a manner as to take full advantage of the ultimate area it is to serve and the lifespan of its components. It is also incrementally installed to keep pace with the demands placed upon it. When done correctly, this means that the incremental components of the infrastructure are added only when they are needed and at about the same time as the major components are fully utilized and need to be expanded and the infrastructure has reached the end of its useful life and needs to be replaced. When this situation occurs, cost-effectiveness and efficiency have been maximized, component parts were added only when needed, full use of the infrastructure was obtained, and repair and replacement of the components were kept to a minimum.

However, if infrastructure is extended or expanded in a manner that does not achieve these goals, then it is not nearly as cost-effective or efficient as it could have been. Such inefficiencies

commonly occur when infrastructure is extended to or expanded for premature development or inefficient development patterns. This typically means that infrastructure is extended long distances with no users, is extended long distances with an inadequate number of users, is sized or located so that more component parts eventually need to be constructed than otherwise would have been necessary, or that the component parts eventually do not achieve full utilization.

When such situations occur, the extra costs associated with these inefficient actions are borne by the community rather than the premature or inefficient development. In addition, the community also typically has to pay for the extra capacity or extra components built into the infrastructure that are eventually needed for the development of the larger ultimate area.

It is recommended that the Town continue its capital improvements programming efforts. It is also generally recommended that the Town of Ledgeview and the Ledgeview Sanitary District immediately provide this plan to the DNR, GBMSD, BCPC, City of De Pere, and the Village of Bellevue and request that they incorporate this information into their individual planning efforts to the greatest extent possible.

A summary of this chapter's policies and programs is provided.

Sanitary Sewer Service

- The Town should expand its urban development area to include the growth increments identified in this comprehensive plan.
- The Town should continue its long-range planning, maintenance, and funding activities to ensure that its collection system remains adequately sized for anticipated growth and development.
- The Town should expand its collection and treatment systems in conformance with the five-year growth increments identified within this plan, promoting infill development and efficient and cost-effective growth patterns.
- The Town should work with the DNR, GBMSD, BCPC, City of De Pere, and the Village of Bellevue to ensure that this plan's anticipated growth can be accommodated by the agencies' sewerage system components and is in conformance with their sewer service area and facility planning efforts.

Onsite Sewage Disposal

- The Town should prohibit unsewered development within the growth increments identified in this plan.
- The Town should discourage unsewered development outside the growth increments identified within this plan to the greatest extent practical.
- The Town of Ledgeview should support Brown County's private sewage disposal system ordinance that requires inspections of all existing onsite sanitary systems at the time of sale of the associated property and the ordinance's mandatory three-year maintenance program.

Water Supply

- The Town and the Sanitary District should work with the DNR to determine the source of any contaminants within the Town's drinking water system and cooperatively determine the proper corrective actions.

- The Town should continue its long-range planning, maintenance, and funding activities to ensure that its water supply and transmission system remain adequately sized for anticipated growth and development.
- The Town should expand its water system in conformance with the five-year growth increments identified within this plan, promoting infill development and efficient and cost-effective growth patterns.
- The Town should prepare a Vulnerability Assessment for its water supply.
- The Town should continue its support of and membership with the CBCWA.

Solid Waste Disposal

- The Town should study the feasibility of a joint solid waste and/or recycling collection program with adjacent communities.

Storm Water Management

- The Town should complete its storm water management plans for the remainder of the Town (anticipated by 2005) and should implement the recommendations of those plans as appropriate.
- The Town should create a storm water management utility.

Parks and Recreation

- The Town should participate in the Tree City USA program.
- The Town should continue its efforts to construct its portion of the East River Trail.
- The Town should continue support of its local nonprofit and volunteer groups.
- The Town should continue and expand upon its efforts to establish joint park/school sites, facilities, and programs.
- The Town should study and work with Brown County to determine the feasibility of joint recreational facilities at Fonferek's Glen and the old Brown County asphalt site.
- The Town should continue to implement the recommendations of the Town's park plan and should update the plan when necessary.

Telecommunications

- The Town should consider undertaking a study to determine the most equitable and cost-effective provision of telecommunications within the Town.
- The Town should ensure that telecommunication facilities are collocated to the greatest extent possible.
- The Town should ensure that adequate easements and design standards for telecommunication facilities are utilized.

Elderly Care

- The Town should study the feasibility of a senior center.

Emergency Services

- The Town should study the feasibility and timing for the provision of additional police service within the Town.
- The Town should study the feasibility and timing for a future fire station on the Town's east side.
- The Town should continue its mutual aid agreements with its neighboring communities.
- The Town should periodically study its police, fire, and rescue services to ensure that they continue to provide the appropriate level of service.

Schools

- The Town should work closely with its school districts and its neighboring communities to address the future needs of the school districts in the most cost-effective and timely manner possible. This should include assisting the school districts find the most likely locations for future school sites.

CHAPTER 7

Natural, Cultural, and Agricultural Resources

The Town of Ledgeview combines the natural feel of a rural area with sparse development in the central and eastern portions of the Town and a suburban feel with denser development in the western portion of the Town. While agriculture has historically been the dominant land use activity in Ledgeview, its dominance has declined due to development activity within the Town. Land use inventories prepared by the Brown County Planning Commission indicate a 29 percent reduction of agricultural land in the Town between 1980 and 2000. The results of the public visioning sessions and other public input indicate that agriculture is an important resource of the Town of Ledgeview.

This chapter will examine ways to build upon these resources to establish and promote community identity, while at the same time preserving the land and the rural way of life the residents enjoy.

Inventory and Analysis

Soils

Soil is one of the major building blocks of the environment. It is the interface between what lies above the ground and what lies underneath. The relationships between soil and agriculture are obvious. However, the relationships between soil and other land uses, while almost as important, are often less apparent. In Brown County, as elsewhere in North America, little attention is given to soils in regard to the location and type of future development. Among the reasons for this is the complacency by many that modern engineering technology can overcome any problems associated with soils. While this is true, the financial and environmental costs associated with overcoming soil limitations can often be prohibitive.

Glaciation is responsible for the general soil conditions found in the area. Unlike areas unaffected by glaciation where soils are formed by weathering of local bedrock, Ledgeview's soils are composed of glacially eroded rock material that was carried by the ice sheets or from surface material that was pushed by the advance of the glacier. When the glacial advance stopped, the ice sheets melted and deposited the materials they had carried over the area. These deposited materials are called glacial till or outwash and, together with other soil forming factors, including vegetation, have formed the soil that covers the Town today.

According to the Soil Survey of Brown County, Wisconsin, there are three major soil associations present in the Town of Ledgeview. A soil association is "a landscape that has a distinctive proportional pattern of soils. It normally consists of one or more major soils, at least one minor soil, and is named for the major soils." The major soil associations found in Ledgeview are Kewaunee-Manawa, Oshkosh-Allendale-Tedrow, and Oshkosh-Manawa. The Kewaunee-Manawa association consists of deep, well drained to somewhat poorly drained, nearly level to steep soils that have a dominantly clayey subsoil on glacial till plains and ridges. This soil series occupies the eastern portion of the Town.

The Oshkosh-Allendale-Tedrow soil association covers the west central portion of the Town, generally following the East River. This association consists of deep, well-drained to somewhat poorly drained and nearly level to steep soils that have clay and sand subsoils on glacial lake plains that are dissected by narrow V-shaped valleys. The Oshkosh soils are generally suited for

agricultural crops. The Allendale series are somewhat poorly drained soils, and wetness is a limitation for agricultural use. The Tedrow sands are loamy and somewhat poorly drained, and wetness is a main limitation for use.

The Oshkosh-Manawa soil association is found in the western portion of the Town. It is similar to the Kewaunee-Manawa soils in its physical properties and behavior.

Prime Farmland

The Soil Survey of Brown County, Wisconsin, defines prime farmland as soils with capability classes of I and II. Class I soils have few limitations that restrict their use, while Class II soils have moderate limitations that reduce the choice of plants or that require moderate conservation practices. Based upon the inventory of the soil survey, much of the land in the Town of Ledgeview is considered prime farmland. Many acres of the prime farmland, however, have already been converted to developed uses.

Productive Agricultural Lands

The Brown County Farmland Preservation Plan identifies Brown County's farmlands as irreplaceable resources that are necessary to the continued well-being of the county's economy. The plan further states that the protection of these farmlands and orderly rural and urban growth are deemed to be in the broad public interest.

Agriculture is the predominant land use in the Town from an acreage perspective. Most of the eastern portion of the Town is utilized for agricultural purposes. There are also a number of acres of land used for agriculture located in the western half of the Town west of the Oak Ridge Circle area and east of CTH GV.

Agricultural land decreased by 29 percent in the Town of Ledgeview between 1980 and 2000. Based on the year 2000 Brown County Land Use Inventory, the Town of Ledgeview has about 5,876 acres of productive farmland. This amounts to 52 percent of the Town. These areas are located in the central and eastern portions of Ledgeview. Ledgeview's productive agricultural lands are summarized in Figure 7-1.

There are multiple factors that define productive agricultural lands. Soils are included if they are defined as being prime farmland without any limitations in the Soil Survey of Brown County, Wisconsin. If a soil is prime farmland but currently in a developed state, it is not included. Also included are those soils that are currently in a productive state, regardless of prime farmland classification.

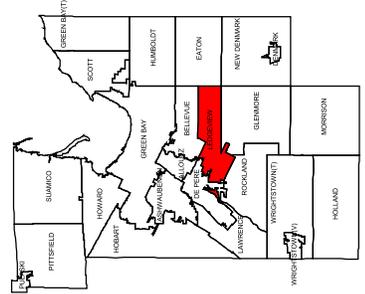
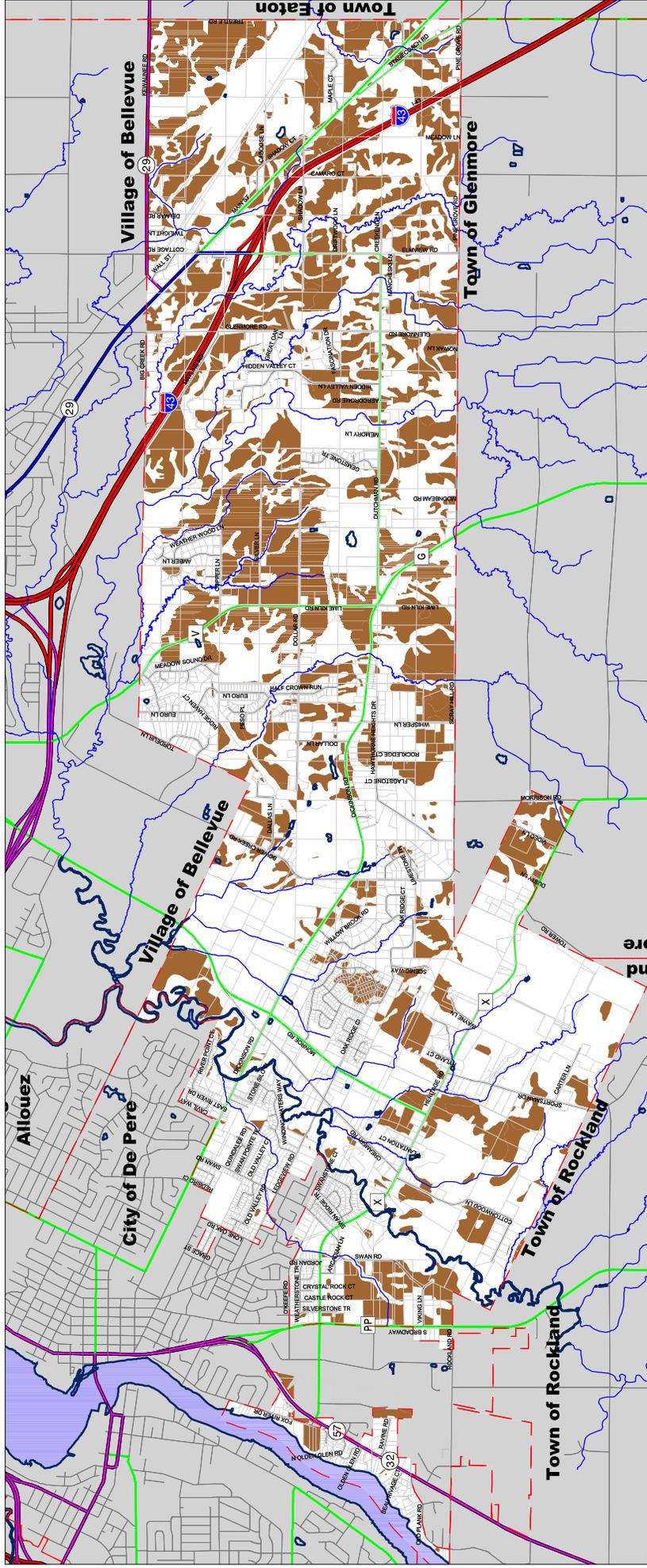


Productive Agricultural Lands

Figure 7-1

Town of Ledgeview, Brown County, WI

Brown County Planning Commission



Scale: 1 inch = 1 mile



Productive Agricultural Land

This is a compilation of records and data located in various Brown County and City of Green Bay offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System, and the parcels are mapped from available records which may not precisely fit field conditions. Brown County/City of Green Bay are not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Source: United States Department of Agriculture
Natural Resources Conservation Service
National Soil Survey Center
Soil Survey Geographic (SSURGO) Database

The Brown County Farmland Preservation Plan identified most of the soils within the Town of Ledgeview as prime agricultural soils. The classification of these soils was based on several soil characteristics and soil measurement guides. Generally, prime agricultural soils were those in a non-eroded condition that had a predicted crop yield of 85 bushels of corn for grain per acre, a slope less than six percent, and a soil capability of Class I or II.

While the vast majority of the agricultural land in Ledgeview is currently productive, the Town is experiencing development pressures from De Pere and Bellevue. Between 1990 and 2000, there has been approximately 1,165 acres of farmland lost to development.

A comparison of the amount of land enrolled in the Farmland Preservation Program in 1990 to 2002 shows a sharp decline. In the year 2002, there were just over 1,091 acres of land enrolled. This is 62 percent fewer acres than in 1990 when there were about 2,841 acres enrolled. The decline can be attributed to development of agricultural lands and dissatisfaction with the Farmland Preservation Program.

Despite the anticipated development pressures from the Green Bay Metropolitan Area, the Town wishes to retain some of its rural lifestyle. This plan and the Land Use Chapter in particular, will guide the Town in implementing policies that encourage the preservation of farming.

Surface Water

Surface water is one of the most important natural resources available to a community. Lakes, rivers, and streams offer enjoyment, peace, and solitude. Surface waters provide recreational opportunities, as well as peace and solitude to anglers, boaters, hunters, water skiers, swimmers, and casual observers alike. Surface waters provide an end source for drainage after heavy rains, provide habitat for countless plants, fish, and animals, and can be a source of drinking water for communities and a source of process water for industry and agriculture. Lands immediately adjacent to such waters have an abundance of cultural and archeological significance because they were often the location of Native American and early European settlements.

Because of this importance, numerous federal, state, and local laws and regulations have been created to protect surface waters. They range from the commerce clause of the United States Constitution to county floodland zoning regulations. The most heavily regulated waters are those that are determined to be natural and “navigable.”

As shown in Figure 7-2, the Town of Ledgeview contains several significant surface water resources, the most important of which are the Fox River, the East River, Bower Creek, and a small unnamed stream that is a tributary to the East River.

The East River is the predominant water body in the Town. It flows in a northeasterly direction through the western portion of the Town. The river in this area meanders sluggishly through a fairly broad floodplain. The reddish-brown murky color of the East River attests to the poor water quality of this stream.

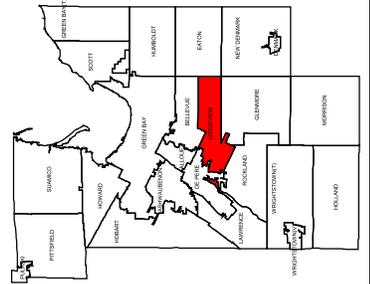
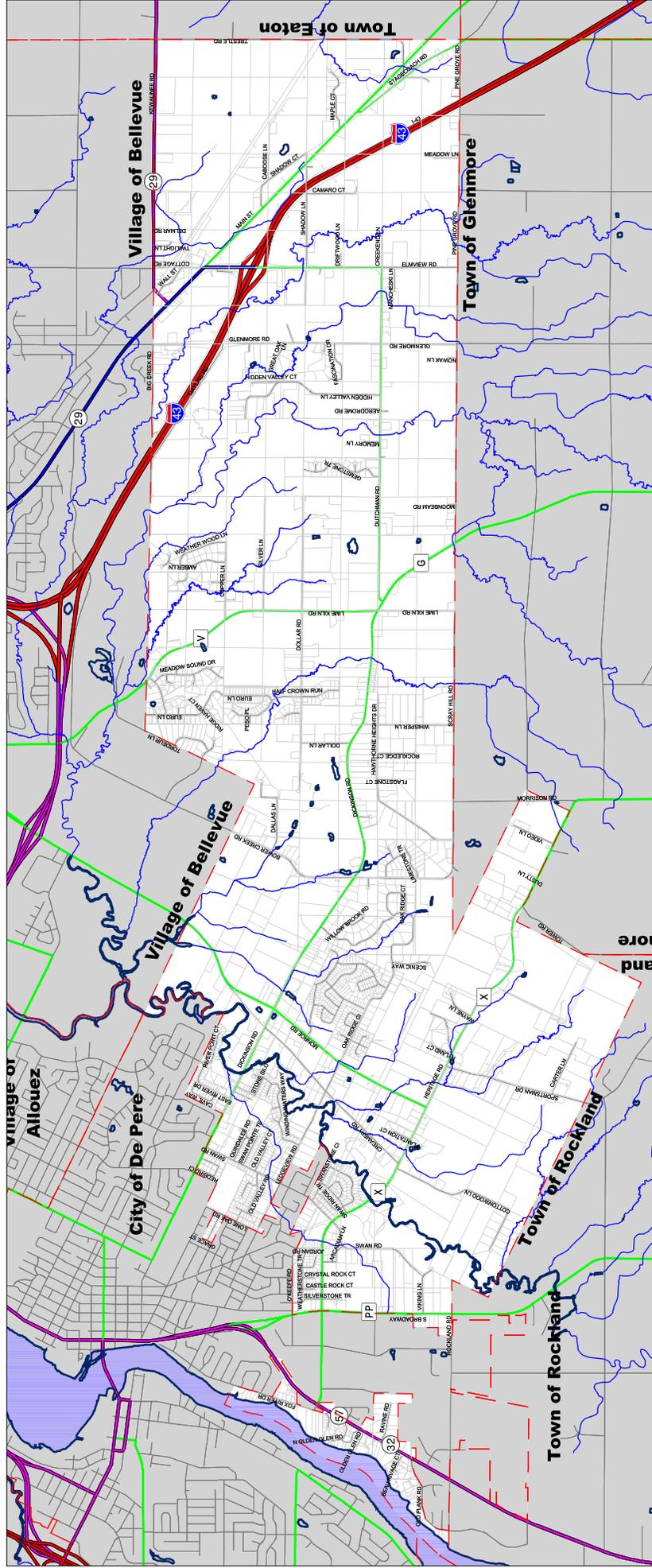


Surface Water Features

Figure 7-2

Town of Ledgeview, Brown County, WI

Brown County Planning Commission



Scale: 1 inch = 1 mile



Surface Water Features

This is a compilation of records and data located in various Brown County and City of Green Bay offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System, and the parcels are mapped from available records which may not precisely fit field conditions. Brown County/City of Green Bay are not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Bower Creek is a tributary of the East River and flows in a northwesterly direction through the Town before it empties into the East River in the Village of Bellevue. It is a sluggish stream and drains highly agricultural land.

The Fox River is located in the extreme western portion of the Town. It eventually drains into the Bay of Green Bay. It is a large river and serves as drainage for much of the Fox River Valley area.

The wetland complex that comprises the headwaters of the Neshota River is located in the extreme easterly portion of the Town and drains into the West Twin River.

A watershed is an area of land where all the water on it and under it drains to the same place. Within this area of land, all living things are linked by the common waterway. Three watersheds are located in the Town of Ledgeview. They include the East River Watershed, the Fox River Watershed, and the West Twin River Watershed.

The East River Watershed originates in Calumet County and extends 33 miles to the north to the Fox River. The western portions of Ledgeview fall into this watershed. The East River Watershed was designated as a priority watershed in 1987, and a plan has been completed to address environmental concerns. It has also been identified nationwide as one of eight special project areas demonstrating the effects of agricultural chemical management on farm profitability and water quality.

The Fox River Watershed encompasses only lands lying immediately adjacent to the river. This watershed affects the far western portion of the Town.

The West Twin River Watershed extends into the eastern portions of the Town via the Neshota River. Degradation of water quality in this area can be attributed to wetland drainage, cropland erosion, stream bank pasturing, and barnyard runoff.

Field observations by County staff and others over recent years indicate that many of the smaller streams within the Town have been significantly disturbed by past and current agricultural activities. Such disturbances include dredging, ditching, and realignment. Many of these streams are also intermittent in that they are dry for most or part of the year and are, thus, often plowed on a regular basis. All of these activities degrade or entirely remove the natural bed and bank of the stream, thus increasing erosion, removing vegetation and wildlife habitat, and damaging downstream water quality.

The protection and preservation of the Town's surface waters should be one of its highest natural resources priorities. While this action is important for all of the Town's surface waters, particular focus should be provided to the East River and Bower Creek. Doing so will establish these waters as a benefit and attraction of the community and will address many of the objectives of this plan and many of the important issues raised by the public during the visioning process.

Floodplains

Floodplains are natural extensions of waterways. All surface waters possess them, but the size of the floodplain can vary greatly. They store floodwaters, reduce flood peaks and velocities, and reduce sedimentation. They also provide habitat and serve as filters for pollution.

Like surface waters, the importance of floodplains is also recognized and is regulated by federal, state, county, and local government. The State of Wisconsin mandates floodplain zoning for all communities under Wisconsin Administrative Code NR 117. These minimum standards must be implemented in order to meet eligibility requirements for federal flood insurance.

For regulatory, insurance, and planning purposes, the 100-year recurrence interval flood hazard area (also referred to as the regional flood) is most often used. This is the land that has a 1 percent chance of being flooded in any given year; although, all lakes, rivers, streams, and drainageways possess floodplains. Mapped floodplains within Ledgeview include the Fox River, the East River, and portions of Bower Creek. The Town's 100-year floodplains are shown in Figure 7-3.

Figure 7-4 presents a diagram of a floodplain and identifies its constituent parts, including both the floodway and floodfringe.

There are several threats to floodplains and the resource values that they represent:

- **Filling**, which might diminish the flood storage capacity of the floodplain. This could have the effect of raising the flood elevation or increasing flow velocities to the detriment of upstream or downstream properties.
- **Grading**, which can degrade the resource functions of floodplains, such as filtering pollutants or providing habitat.
- **Impediments**, which include encroachment of buildings or undersized culverts and bridge openings. These manmade and natural impediments affect the size and proper functioning of floodplains and pose potential hazards to adjacent residents and passersby.
- **Impervious surfaces**, which can increase the velocity of the flood flows, increase the number of pollutants, reduce the amount of natural wildlife habitat, and limit the amount of infiltration of storm water into the ground.

Due to the importance of floodplains for environmental, regulatory, and insurance purposes, it is recommended that flood studies be undertaken for all rivers and streams where development is proposed. Such flood studies should map both the floodway and the flood fringe portions of the 100-year recurrence interval flood hazard area, should be based upon full development of the drainage basin, and should be reviewed and approved by both the Wisconsin Department of Natural Resources and Federal Emergency Management Agency (FEMA). If detailed flood studies are not undertaken and/or do not take into consideration the effects of future development of the watershed, future flooding events may be more extensive and cause greater property damage.

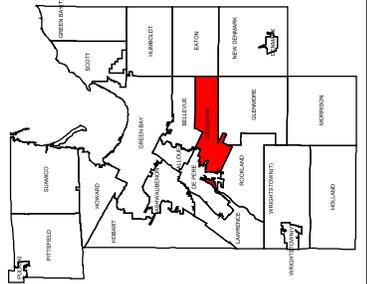
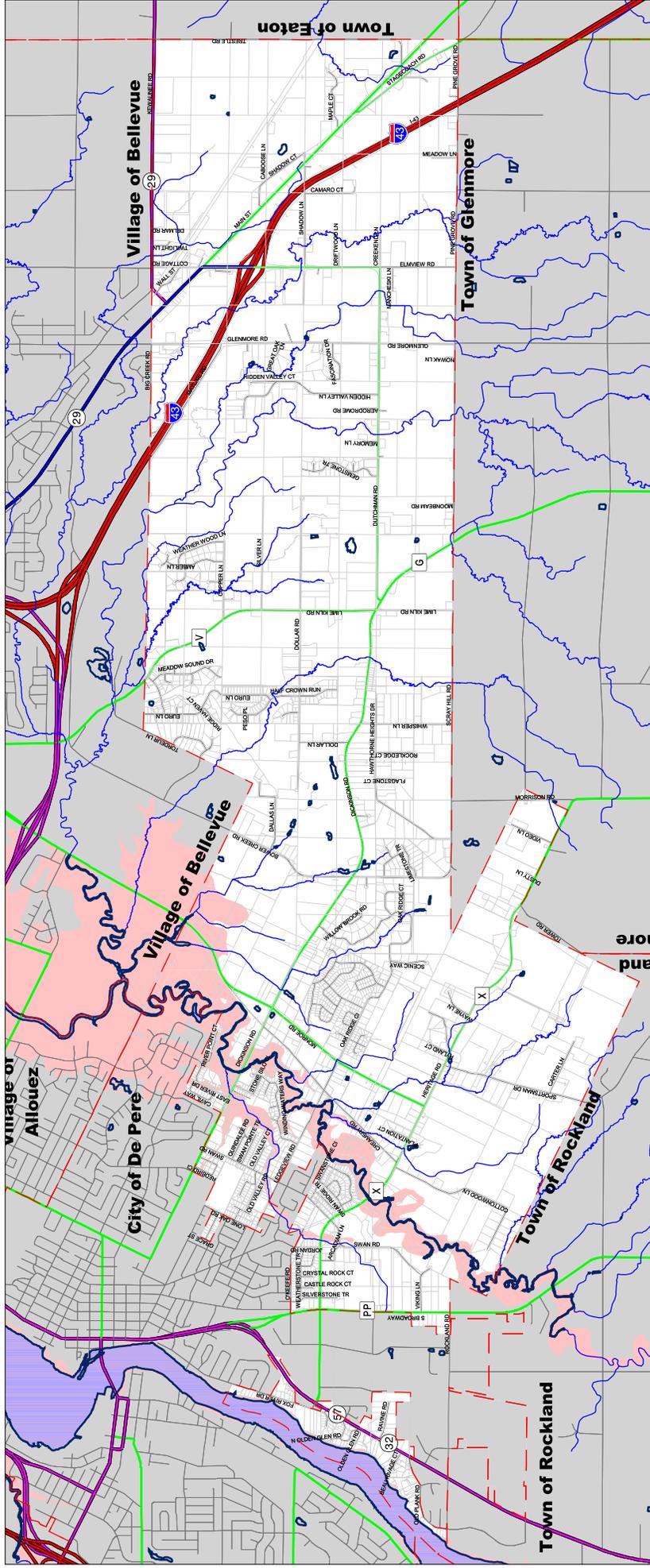
Under current regulatory requirements, the floodways would be off limits to development. However, development could occur within the flood fringe areas with the receipt of appropriate permits and approvals, and agricultural activities could continue within the floodplain.



100-Year FEMA Floodplain

Figure 7-3

Town of Ledgewood, Brown County, WI



Scale: 1 inch = 1 mile



FEMA Floodplain

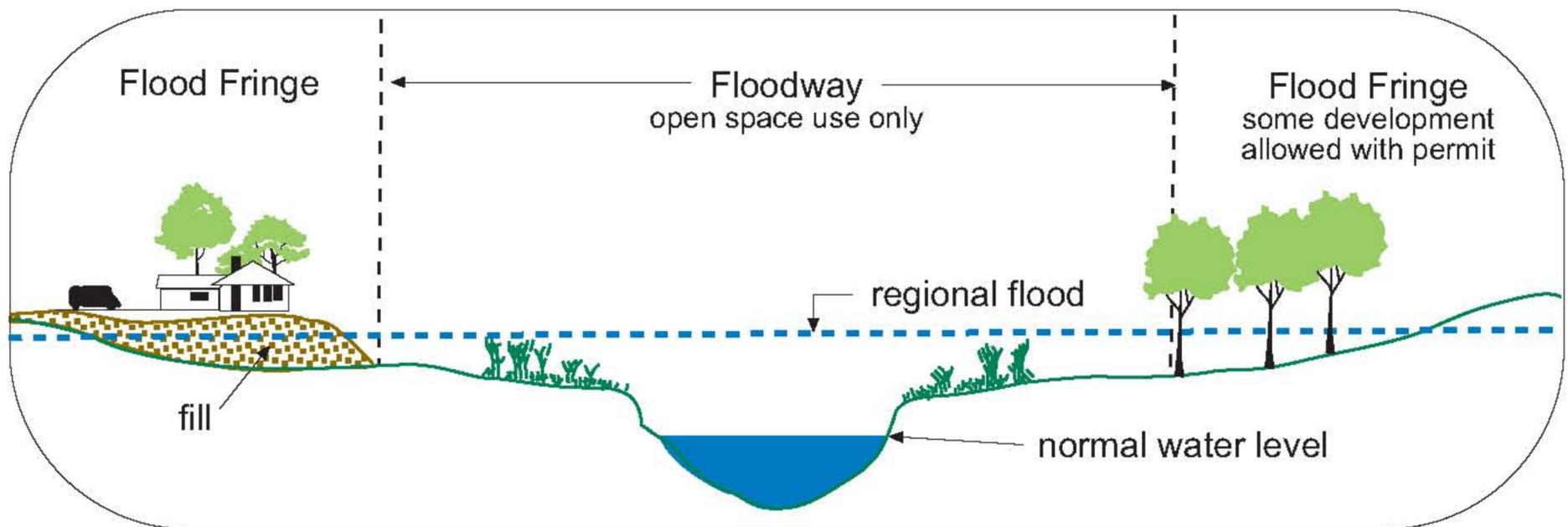


Source: FEMA Q3 Flood Data

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Figure 7- 4

Floodlands and Floodplain Zoning



Definitions

Floodplain - That land which has been or may be covered by floodwater during the regional flood. The floodplain includes the floodway and flood fringe areas.

Floodway - The channel of a river or stream and those portions of the floodplain adjoining the channel required to carry the regional flood discharge. The floodway is the most dangerous of the floodplain. It is associated with moving water.

Flood Fringe - The portion of the floodplain outside of the floodway, which is covered by floodwater during the regional flood. It is associated with standing water rather than flowing water.

Regional Flood - That area where large floods are known to have occurred in Wisconsin, or which may be expected to occur, at a frequency of one percent during any given year. Also referred to as the 100-year floodplain or 100-year recurrence interval flood hazard area.

Source: Wisconsin Department of Natural Resources

Shorelands and Stream Corridors

Shorelands are the interface between land and water. In its natural condition, shorelands are comprised of thick and diverse vegetation that protect lakes, rivers, and streams. If these areas are developed, this vegetation is lost and fish, wildlife, and water quality are damaged.

There are a number of well-defined drainage courses with associated ravines in the central and eastern portions of the Town. Most of the streams in the western portion of the Town are less defined and do not have the differing topography as do the streams in the eastern portion of the Town.

Like floodlands, the importance of shorelands is recognized and is regulated by state and local government. Wisconsin mandates shoreland zoning for all unincorporated communities under Wisconsin Administrative Code NR 115. Figure 7-5 presents a diagram of the state-mandated minimum shoreland zoning requirements. Shoreland zoning is primarily intended to control the intensity of development near and to create a buffer around lakes, rivers, and streams. The buffer is intended to remain an undeveloped strip of land that protects the water from the physical, chemical, hydrological, and visual impacts of nearby development. The Brown County Zoning Department is the agency that typically enforces these standards with oversight provided by the Wisconsin Department of Natural Resources.

These restrictions do not apply to non-navigable waters. However, all lakes, rivers, and streams, no matter how small, should be assumed to be navigable until determined otherwise by the DNR.

As shorelands are closely related to floodplains, so are the threats to the resource values shorelands represent. In addition, research being conducted by the DNR and others indicates that current state-mandated shoreland zoning standards might not be adequate to properly protect water quality and shoreland ecosystems.

Under current regulatory requirements, the 75 feet closest to navigable waters are off limits to development, but development could occur within the remainder of the shoreland area with receipt of appropriate permits and approvals, and agricultural activities could continue within the shoreland area.

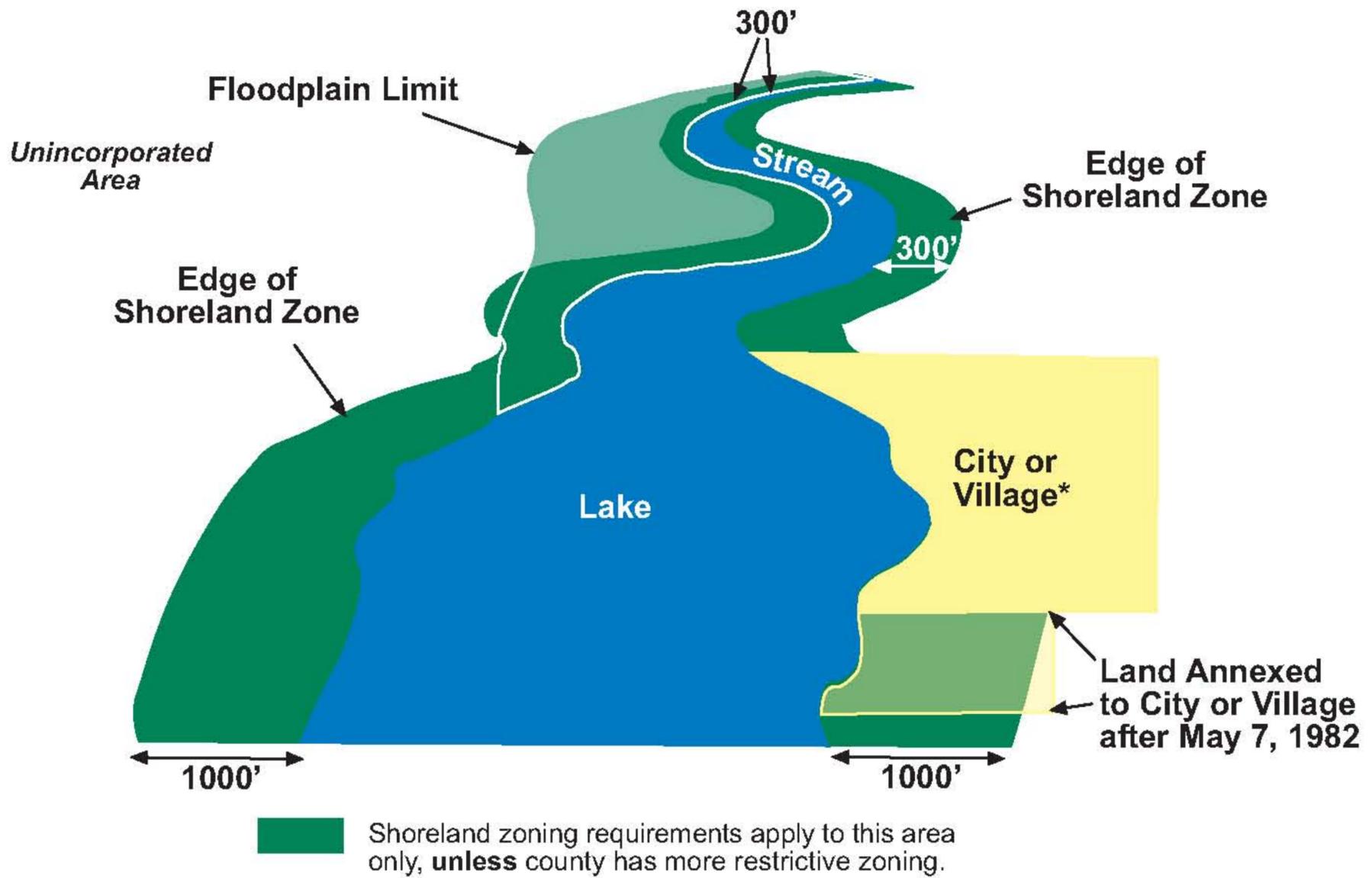
Based upon the importance of the Town's shorelands and their relationship to surface water, the Town should encourage greater protection of the shoreland area. In this regard, the Town should take full advantage of federal, state, and county funding and other assistance in the establishment of stream buffers. The Town should also consider conservancy zoning where appropriate.

Wetlands

Wetlands are characterized by water at or near the ground level, by soils exhibiting physical or chemical characteristics of waterlogging, or by the presence of wetland-adapted vegetation. Wetlands are significant natural resources that have several important functions. They enhance

Figure 7-5

Shorelands and Shoreland Zoning



*Cities and villages are required to zone wetlands within the shoreland.

Definitions

Shoreland Zone - The shoreland zone is located within 1,000 feet of the ordinary high water mark (OHWM) of a "navigable" lake, pond, or flowage or within 300 feet of the OHWM of a "navigable" stream or river or to the landward side of the floodplain, whichever distance is greater.

Ordinary High Water Mark - The ordinary high water mark is the boundary between upland and lake or riverbed. It is the point on the bank or shore up to which the presence and action of the water is so continuous as to leave a distinct mark either by erosion, destruction of terrestrial vegetation, or other easily recognized characteristics.

Navigable - Generally, a waterway is navigable if it has a bed and banks and can float a canoe at some time each year - even if only during spring floods. Even small intermittent streams that are seasonally dry may meet the test of navigability. Navigable lakes and streams are public waterways protected by law for all citizens.

Unincorporated Areas - Lands lying outside of incorporated cities or villages.

Source: Wisconsin Department of Natural Resources

water quality by absorbing excess nutrients within the roots, stems, and leaves of plants and by slowing the flow of water to let suspended pollutants settle out. Wetlands help regulate storm runoff, which minimizes floods and periods of low flow. They also provide essential habitat for many types of wildlife and offer recreational, educational, and aesthetic opportunities to the community.

The Wisconsin Wetlands Inventory Map identifies wetlands scattered throughout the Town. As shown on Figure 7-6, the WDNR digital wetlands inventory identified approximately 266 acres of wetlands within the Town. There is a large complex of wetlands located in the eastern part of the Town adjacent to the railroad tracks. There are some small scattered wetlands located in the central portion of the Town. There are quite a few smaller sized wetlands located within the western portion of the Town associated with Bower Creek and the East River.

The primary threat to wetlands is filling. Although an array of federal, state, and local regulations help with protection, wetlands (especially smaller ones) are still lost to road construction and other development activities. The draining of wetlands can also occur through tilling and rerouting of surface water. Some agricultural areas are actually former wetlands that would probably revert back to wetland character if left alone for a period of time.

Even if wetlands are not directly filled, drained, or developed, they still can be impacted by adjacent uses. Siltation from erosion or pollutants entering via storm water runoff can destroy the wetland. Previously healthy and diverse wetlands can be reduced to degraded “muck holes” where only the hardiest plants like cattails can survive. Invasive plant species, such as purple loosestrife, can also negatively affect wetlands.

Under current regulatory requirements, all wetlands are off limits to development unless appropriate permits and approvals are obtained. In addition, under certain situations, agricultural activities may also be regulated within wetlands. In this regard, the Town should take full advantage of federal, state, and county funding and other assistance in the protection of existing wetlands and restoration of drained wetlands. The Town should also consider conservancy zoning to further identify critical environmental features where appropriate.

Environmentally Sensitive Areas

Environmentally sensitive areas (ESAs) are defined by the Brown County Planning Commission as portions of the landscape consisting of valuable natural resource features that should be protected from intensive development. They include all lakes, rivers, streams, wetlands, floodways, and other locally designated significant and unique natural resource features. ESAs also include a setback or buffer from these features. In addition, they include areas of steep slopes (slopes 12 percent or greater) when located within or adjacent to any of the features noted above (see Figure 7-7 for the locations of the Town’s ESAs). Research and experience from throughout Wisconsin indicate that the potential exists for significant adverse water quality impacts if these areas are developed.

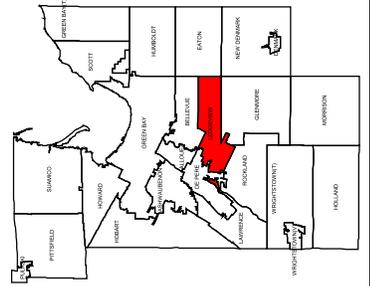
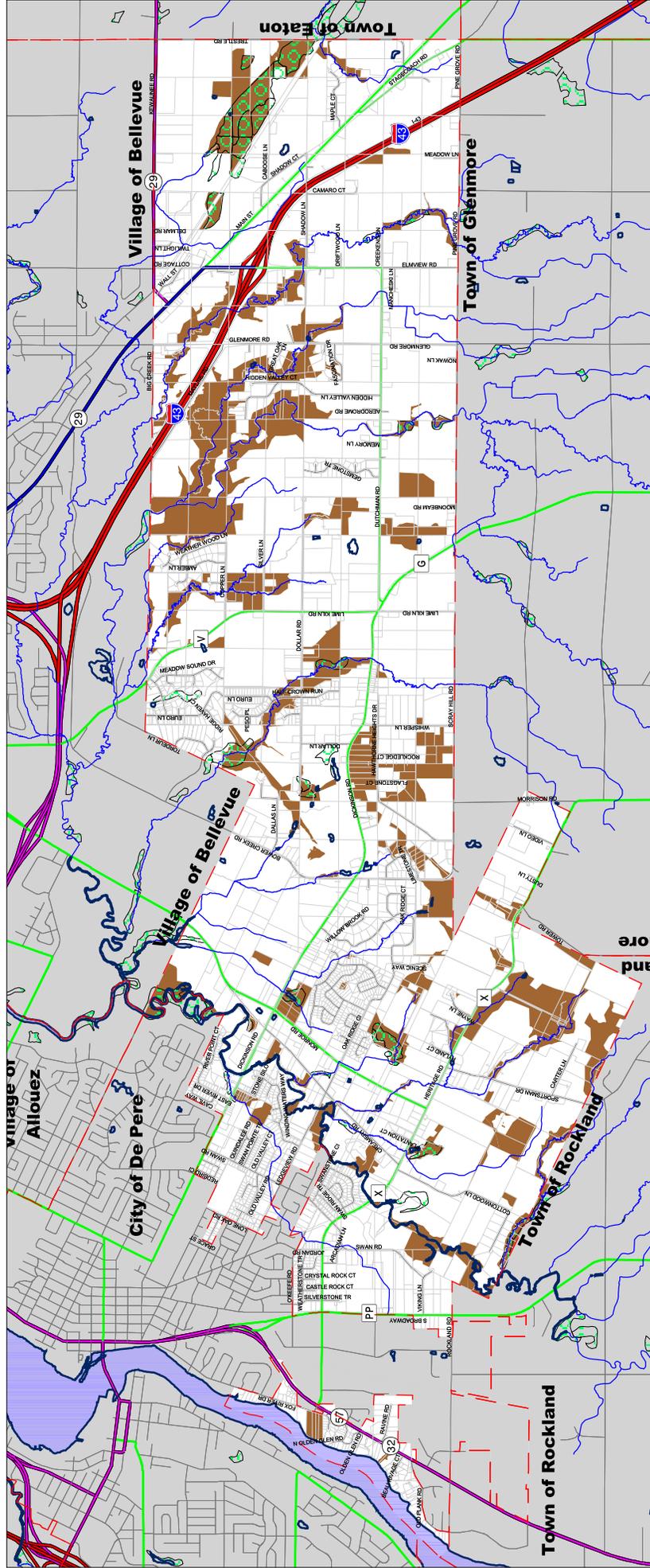
Identification and protection of ESAs are required by both state and county regulations under Wisconsin Administrative Code NR 121 and the Brown County Sewage Plan prepared by



Woodlands and WDNR Wetlands

Town of Ledgewood, Brown County, WI

Figure 7-6



Source: Wisconsin Department of Natural Resources



Source: Brown County Land Use Inventory, 2003.



Scale: 1 inch = 1 mile



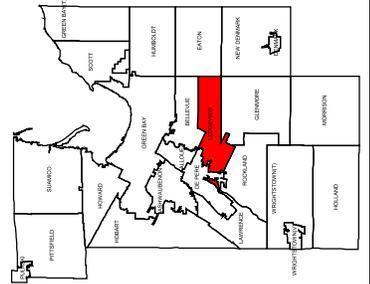
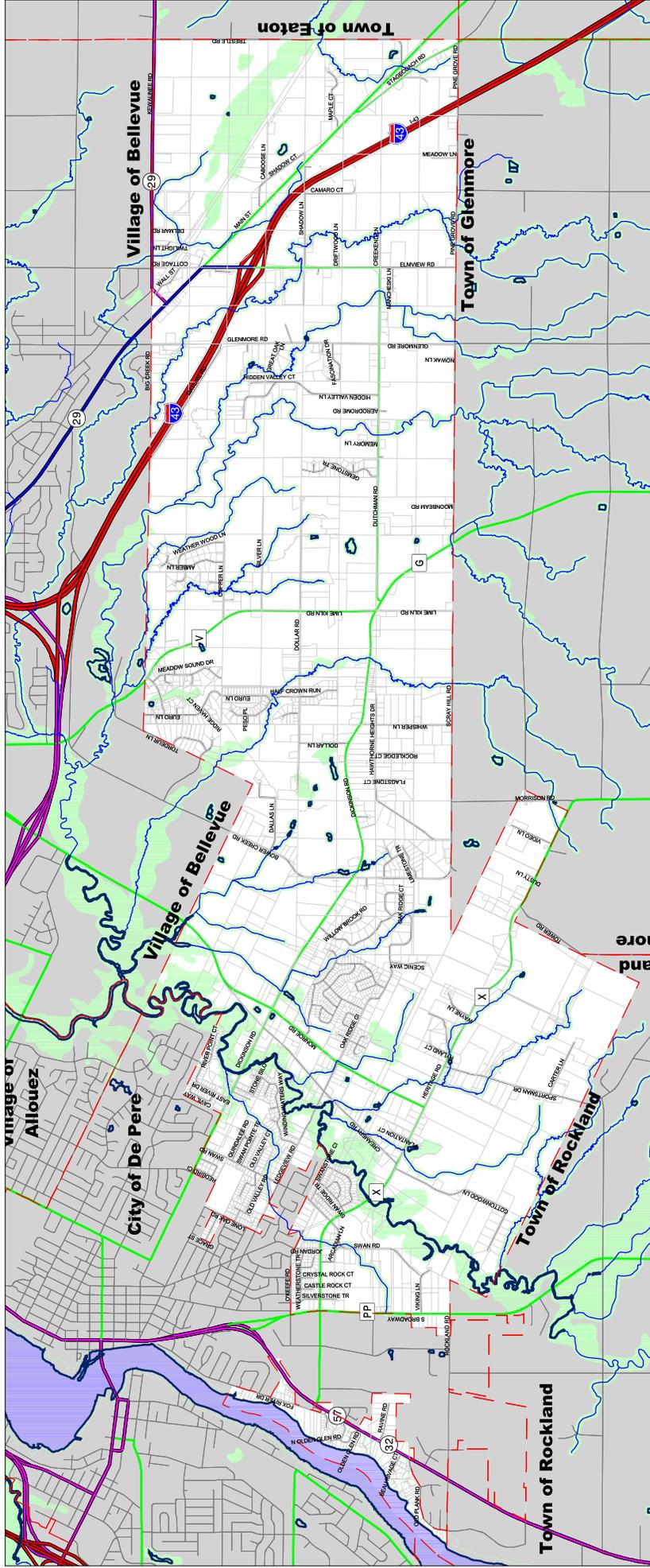
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Environmentally Sensitive Areas

Figure 7-7

Town of Ledgewood, Brown County, WI



Scale: 1 inch = 1 mile



Environmentally Sensitive Area

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Source: Brown County Planning Commission, 2002.

the Brown County Planning Commission, as well as the Brown County Subdivision Ordinance. They are enforced during the review and approval of all land divisions and/or public sanitary sewer extensions. The intent of the ESAs is to protect water-related natural resource features from the adverse impacts often associated with development.

In general, development and associated filling, excavation, grading, and clearing are prohibited within ESAs. However, certain non-intensive uses, such as public utilities and public recreation, are often allowed within these areas. In conjunction with erosion control and storm water management practices, protection of the ESAs can provide numerous benefits, including:

- Recharge of groundwater.
- Maintenance of surface water and groundwater quality.
- Attenuation of flood flows and stages.
- Maintenance of base flows of streams and watercourses.
- Reduction of soil erosion.
- Abatement of air pollution.
- Abatement of noise pollution.
- Favorable modification of micro-climates.
- Facilitation of the movement of wildlife and provision of game and non-game wildlife habitat.
- Facilitation of the dispersal of plant seeds.
- Protection of plant and animal diversity.
- Protection of rare, threatened, and endangered species.

Threats to ESAs are similar to those of floodplains and shorelands. In addition, the quality and effectiveness of ESAs can be severely reduced should adjacent development change drainage patterns or remove native vegetation from the lands within or immediately adjacent to the ESAs. Such disturbances can also introduce invasive plant species to the ESAs, which can result in loss of native vegetation, diversity, and habitat.

It is recommended that the Town of Ledgeview work proactively with the Brown County Planning Commission to identify and educate the Town's residents of the importance of the ESAs.

Groundwater

As shown in Figure 7-8, groundwater begins as precipitation. This precipitation (rain or snow) falls upon the land, and some runs off into lakes, rivers, streams or wetlands. Some evaporates back into the atmosphere, and plants take some up. Groundwater is the precipitation that soaks into the ground past plant roots and down into the subsurface soil and rock. A layer of soil or rock that is capable of storing groundwater and yielding it to wells is called an aquifer. There can be a number of aquifers within an area, one above another. The top of the aquifer closest to the ground's surface is called the water table. It is the area below which all the openings between soil and rock particles are saturated with water. Like surface water, groundwater moves from high areas to low areas. It discharges at those places where the water table intersects the lands surface, such as in lakes, streams, and wetlands. The distance such groundwater travels is generally not far.

Groundwater is the source of the Town of Ledgeview's drinking water. Drinking water for the Town is drawn from the groundwater through private wells and from a public municipal well that serves residents located in the western half of the Town. The groundwater also sustains the streams within the Town.

Overall, groundwater quality is fair. The municipal public water supply system produces water that exceeds maximum limitations for radium. The Town is under orders to resolve the radium problem by December 2006. The residential wells are generally shallower than the municipal well and, therefore, are more susceptible to quantity problems.

As with all communities, it is very important that the groundwater, the Town of Ledgeview's only source of drinking water, is protected. The greatest threats to groundwater are contamination and over use. As with any rural and agricultural community, the most common sources of contamination include feedlots, manure storage and spreading, manure pits, irrigation, fertilizers, and pesticides. Over use of the groundwater is not envisioned to be a problem within the foreseeable future.

To help communities meet the requirements of the federal Safe Drinking Water Act and to protect their drinking water supply, the Wisconsin Department of Natural Resources recommends that all communities undertake Vulnerability Assessments and Wellhead Protection Plans. The DNR will assist with the preparation of these assessments and plans.

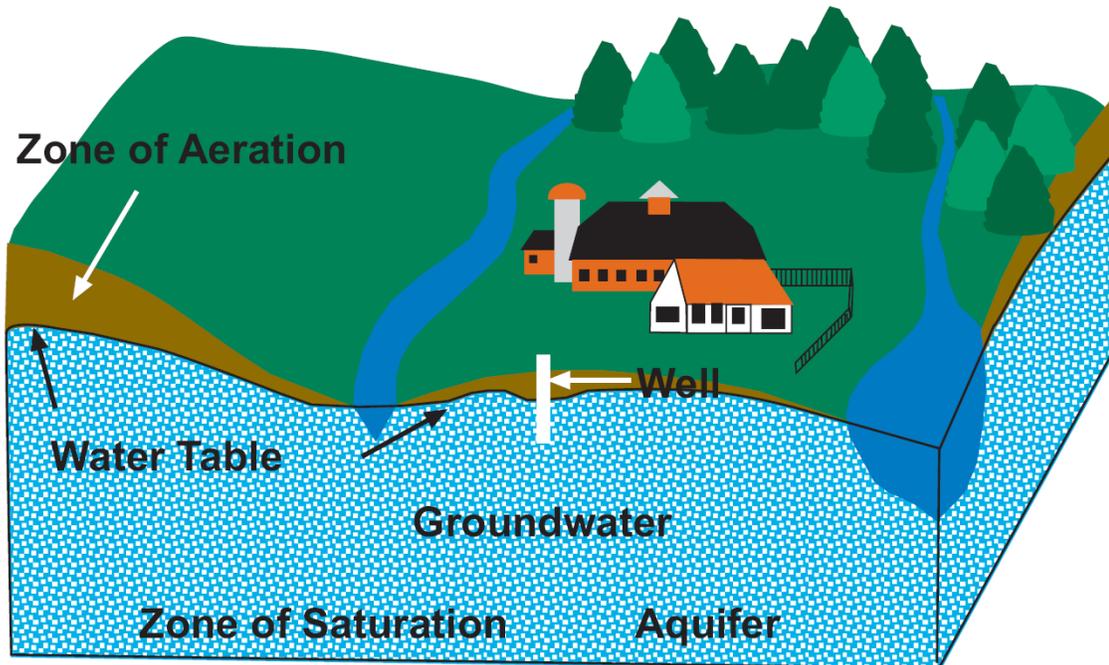
The Town should also support Brown County's "time of sale" program of inspecting private onsite wastewater treatment systems to guard against failing systems. Ensuring functioning septic systems will serve as a protection against groundwater contamination.

Woodlands

The present vegetative cover of the Town has been altered considerably from its original state. The majority of the woodland-type vegetation in the Town of Ledgeview is classified as Tension Dry Mesic Forest. Much of this woodland vegetation is present on the slopes of the many ravines and tributaries of Bower Creek and the East River. Kittel Falls and Fonferek's Glen are especially scenic areas. The ravines are vegetated with many mature red and white oaks, sugar maple, white pine, paper birch, and some American beech. There is also a significant area of woods located south of CTH G. The soil cover in this area is very thick, and bedrock is very close to the surface. Consequently, these woods have not been cleared for agricultural uses.

The upland woods in the Town generally include many large white pines in close association with red and white oak, sugar maple, paper birch, and aspen. Species, such as red and white oak, sugar maple, paper birch, and aspen, can be found growing in small pockets of soil along the face

Figure 7-8
Groundwater



Definitions

Groundwater - The water below the water table contained in void spaces (pore spaces between rock and soil particles or bedrock fractures).

Water Table - The water surface in an unconfined aquifer; the level below which the pore spaces in the soil or rock are saturated with water; the upper surface of the zone of saturation.

Aquifer - A saturated geologic formation (rock or sediment) capable of storing, transmitting, and yielding reasonable amounts of groundwater to wells and springs.

Zone of Saturation - The zone in which the pore spaces between soil and rock particles are completely filled with water. The water table is the top of the zone of saturation.

Zone of Aeration - The zone between the land surface and the water table in which the pore spaces between soil and rock particles contain water, air, and/or other gases.

of the escarpment. A ledge community such as this is unique and very sensitive to environmental disturbance due to the high risk of soil and rock erosion. Once vegetation is removed, the rocky slopes become very unstable.

In addition to these upland woodlands, there are two large wooded wetlands in the eastern portion of the Town. These areas are classified as Tension Wet Mesic Forests. The larger of these wetlands lies east of USH 141 and adjacent to the railroad tracks. A few tamarack trees can be found in this forest.

One of the most significant and unique areas of vegetation is located in Section 36 north of CTH X and south of Ledgeview Road. A thick stand of white cedar and birch trees exists here.

According to the Brown County Land Use Inventory, there were 1,091 acres of woodlands in Ledgeview in the year 2001. This compares to 1,265 acres in 1990. The other scattered woodlands found in the Town are mostly associated with wetland or drainage areas. The Town's woodlands are shown in Figure 7-6.

Continued development is the primary threat to Ledgeview's remaining woodlands. Since these areas are prized as settings for residential subdivisions, they are often targeted for development. Intensive development, especially if improperly planned, can destroy the scenic and natural values of the woodland resource and can disrupt the blocks and corridors necessary to provide refuge and passage for wildlife. Loss of these woodlands may also degrade the perceived rural atmosphere of the Town.

Other threats to the woodlands of Ledgeview include improper management (such as the over-harvesting or under-harvesting of trees), haphazard utility and road construction and maintenance, and the introduction of exotic species and disease.

Where woodlands are not also classified as wetlands and are not located within the protected portions of floodplains and shorelands, they should be preserved as much as possible through such approaches as conservation by design and conservancy zoning.

Wildlife Habitat

Since much of the land in Ledgeview is actively being farmed or developed, the best wildlife habitat within the Town is contained in its woodlands, wetlands, and drainage corridors. Large tracts of woodlands or wetland-type vegetation offer area for wildlife movement. Due to federal, state, and local regulations, the threat of the loss of wetland habitat is greatly diminished. Nevertheless, these areas are still affected by development around its edges by regional issues, such as water quality, and by potential invasion of exotic species. Wild game birds and mammals found in the Town include ducks, geese, woodcock, pheasant, Hungarian partridge, ruffed grouse, cottontail rabbit, fox and gray squirrel, muskrat, mink, raccoon, skunk, opossum, woodchuck, red fox, and whitetail deer.

Fonferék's Glen is a 74-acre county park reserve located along Bower Creek in the central portion of the Town. The site encompasses woodlands, wetlands, prairies, steep slopes, and a portion of Bower Creek and its associated shorelands and floodlands. The site offers wildlife habitat for many species.

Preservation of wildlife habitat is another reason why it is very important to protect surface waters, floodplains, shorelands, wetlands, and woodlands. It is assumed for the purposes of this report that if these areas are adequately protected and preserved, wildlife habitats will be as well.

Threatened and Endangered Species

An endangered species is one whose continued existence is in jeopardy and may become extinct. A threatened species is one that is likely, within the foreseeable future, to become endangered. The Bureau of Endangered Resources within the Wisconsin Department of Natural Resources monitors endangered and threatened species and maintains the state's Natural Heritage Inventory (NHI). This program maintains data on the locations and status of rare species in Wisconsin. According to the NHI, there are some endangered or threatened species found or potentially found in Ledgeview. A map identifying locations for such species within Brown County indicates that there are known occurrences of rare species and natural communities along the East River in the northern portion of the Town and along a band in the central part of the Town that generally follows CTH G and CTH MM.

The primary threats to these species are the loss of wetlands and other habitats due to development and other factors. Federal and state regulations discourage and sometimes prohibit development where such species are located. This is another reason why it is very important to protect and preserve the Town's surface waters, floodplains, shorelands, wetlands, and woodlands.

Scenic Resources and Topography

The topography in the Town of Ledgeview is exceedingly diverse, ranging from the flat broad floodplain of the East River to steep narrow ravines that cut through the escarpment. The Niagara Escarpment, or "ledge," is a geologic formation that underlies a portion of the Town. It runs in a northeast to southwest direction. The ledge is visible in the south central portion of the Town for approximately three miles and then continues in a southwest direction into the Towns of Rockland and WrightsTown. The escarpment is the result of years of geologic activity and erosion forces on the rock layers that underlay the Town's land surface. Niagara dolomite, which was much harder than the surrounding rock, did not completely succumb to nature's eroding forces, and as a result, the dolomite rock that formed the ledge stands much higher than the surrounding land surfaces of today. Two scenic waterfalls are associated with the escarpment. These falls are Kittel Falls, which is located in the central portion of the Town adjacent to CTH G, and Fonferek Falls, which is located in eastern Ledgeview adjacent to CTH MM.

Ledgeview has fairly level topography. The elevation ranges from approximately 600 feet above sea level in the western part of the Town near the East River to 850 feet at the highest point in Ledgeview, which is located in the south central part of the Town. Thus, there is only about 250 feet of elevation difference between the highest and lowest points.

The northwestern and far eastern portions of the Town are generally flat. The north central portion of the Town has terrain changes due to the many ravines in the area. The south central part of the Town also has terrain changes. The topography has an impact on natural and scenic resources, particularly in regard to storm water management and erosion control.

As with floodlands, shorelands, wetlands, and woodlands, scenic areas should be considered for protection where appropriate under conservancy zoning and/or conservation by design.

Mineral Resources

Nonmetallic mining is a widespread activity in Wisconsin, as well as in Brown County. In Wisconsin, there are an estimated 2,000 mines that provide aggregate for construction, sand, gravel, and crushed stone for road building and limestone for agricultural lime applications. In Brown County, there are a number of active quarries that mine dolomite, sandstone, limestone,

or crushed stone (sand or gravel). The Niagara Escarpment, which extends through Ledgeview, contains some of the state's highest quality aggregate materials. Most commonly mined from the portion of the escarpment in Brown County is dimension limestone that is used primarily for landscaping. Ledgeview currently has three active mines, including two mines that are used for sand deposits and a mine that acts as a quarry for crushed rock. The mines used for sand deposits are located along CTH X, while the quarry is located adjacent to CTH MM.

The State of Wisconsin first passed a nonmetallic mining law in 1994. The law requires that all nonmetallic mining operations be registered. To be registered, the nonmetallic mineral deposit must be delineated by a professional geologist or registered engineer and certified to be economically viable. Second, if the land is zoned, the existing zoning at the time of registration allows mining as a permitted use or as a conditional use. The state law further specifies that the registration lasts for ten years and can be renewed for an additional ten years. However, after 20 years, the full registration process must be undertaken once again. In addition, the law states that local zoning officials can deny the mining only if they can prove that the mineral deposit is not marketable or that the zoning at the time of the registration prohibited mining.

Wisconsin passed a second nonmetallic mining law, Wisconsin State Statute Section 295.13(1) and Wisconsin Administrative Code NR 135, in 2000. The state statute and administrative code require that all counties in the state adopt an ordinance in 2001 (consistent with the model ordinance prepared by the Wisconsin Department of Natural Resources) to establish a reclamation program capable of ensuring compliance with uniform state reclamation standards. The administrative code also allows cities, villages, and Towns to adopt such an ordinance and administer the program within their own jurisdiction at any time. However, the administrative code further states that the county ordinance will apply to every city, village, or Town within the county until such time as the city, village, or Town adopts and administers the ordinance itself.

Brown County adopted its Nonmetallic Mining Reclamation Ordinance in 2001. Most communities in Brown County, including the Town of Ledgeview, opted to have Brown County adopt and enforce the reclamation ordinance for their respective municipalities.

Wisconsin's nonmetallic mining reclamation program requires that nonmetallic mining operators prepare a reclamation plan to state standards. These standards deal with topsoil salvage and storage, surface and groundwater protection, reclamation during mining to minimize the amount of land exposed to wind and water erosion, re-vegetation, site grading, erosion control, and a final land use consistent with local zoning requirements.

Because of the presence of this high quality mineral resource within the Town of Ledgeview, the potential for both significant positive economic impacts, and significant negative environmental and land use impacts associated with mining, the Town ordinances should be subjected to further review and revision. Therefore, the Town's planning commission and board should review the Town's zoning ordinance regarding nonmetallic mining operations and consider imposing conditions, such as requiring nonmetallic mining operations to be a certain number of feet away from ESAs and residential uses, identifying appropriate hours for blasting and hauling of aggregate, and utilizing the Brown County reclamation ordinance to ensure adequate cleanup and reuse of the site when mining is completed.

Historic Buildings

The Wisconsin Architecture & History Inventory (AHI) is an official inventory maintained by the Wisconsin Historical Society (WHS), which tracks historically significant structures, sites, or objects. These sites collectively display Wisconsin's unique culture and history and, therefore, should be noted and protected/preserved when feasible.

There are no buildings within the Town of Ledgeview that are listed in the national or state registry of historic places. Discussions with members of the Brown County Historical Society identified a few instances of old buildings within the Town that have some historical significance. One is the old schoolhouse located at the intersection of Creamery Road and CTH G. It was recently used as a residence, but it is in the process of being converted to a business. The other is an old arts and crafts school located on CTH MM that is also used as a residence. The Town should work with the State Historical Society and follow its recently adopted historic preservation ordinance to consider appropriate designation and preservation of potential historic sites as they are identified to maintain examples of the Town's culture and history.

Archeological Resources

Archeological sites are windows to the past. They provide information and insight as to the culture of the previous residents of the Town of Ledgeview. Current state law gives protection to all human burial sites. There are also programs and restrictions relating to other archeological sites. Developing these sites before they can be catalogued and studied is a threat to this resource.

Few archeological surveys have been conducted within the boundaries of the Town of Ledgeview. The surveys that have been made have been for the most part confined to narrow sewer easements or highway rights-of-way. It is, therefore, not surprising that most of the ten catalogued archeological sites within the Town were discovered by local farmers and collectors. Artifacts from some of these sites are curated at the Neville Public Museum of Brown County.

Though no archeological sites are reported from the part of Ledgeview lying along the Fox River, the knolls overlooking the river are likely locations for archeological sites. One recorded site is in the City of De Pere immediately across the border from this section in Ledgeview.

Three precontact archeological sites are located along the East River. Knowledge of these sites comes from artifacts donated to the Neville Public Museum and information on location supplied by donors. Because these sites are known only from collections, it is difficult to identify whether the site is a small campsite, a larger village, or even an isolated find or a burial. Other artifacts at the museum are identified only as coming from the Town near the East River, without a specific site location.

The other seven recorded sites are on the slopes of the Niagara Escarpment or on top of the Niagara Escarpment. At least one of these sites is a large precontact village site (according to its discoverer). The other sites include precontact campsites and one historic Native American sugar bush.

While none of the recorded Native American sites within the Town are burial sites, Native American burial sites have been found in rock shelters and caves in other counties located along the escarpment and, therefore, may now lie undiscovered along the escarpment in Ledgeview.

There are two recorded historic cemetery sites in the Town of Ledgeview: the St. Paul's Lutheran Cemetery located in Section 36 and the Bildings Farm Cemetery (also referred to as the Old French Canadian Cemetery) located in Private Claim 39.

Because of the importance of archaeological sites to the preservation of the Town's culture and history, it is recommended that the affected property owners and the Town consider appropriate designation and preservation of these sites as they are discovered. Any residents finding evidence of archeological sites should contact representatives of the Neville Public Museum.

Recommended Policies, Programs, and Actions

There are many avenues the Town of Ledgeview can take to achieve the natural, cultural, and agricultural resources goal and objectives listed in the plan's Issues and Opportunities Chapter. They range from specific one-time actions to broad ongoing programs. These recommendations are addressed in the following section.

Farmland Preservation

As stated in the Inventory and Analysis section of this chapter, Ledgeview has been losing agricultural land for the past several decades. The Town should identify and implement specific development plans for new development in order to lessen the impact of new development on agricultural lands.

Residential Development Planning

The Town can slow its loss of farmland (and the open space value associated with it) by ensuring compact, orderly growth and limiting the amount of rural residential development. Also, new development should be steered towards nonproductive farmland and areas adjacent to existing development.

Purchase of Agricultural Conservation Easements

Some communities have had success with the purchase of agricultural conservation easements, also known as the purchase of development rights. This farmland preservation tool benefits the farmer, as well as the community, in many ways. First, the farmer can benefit financially on the development potential of the land while still keeping it in production. He will maintain all other rights to the land, including the right to live on and farm it and exclude trespassers. The farmer may enjoy reduced income taxes and estate taxes. The monies received for the easement can be used for farm improvements, making the farm more productive and economically palatable to the community. Finally, the community will enjoy all the environmental, aesthetic, and economic benefits of farming while preserving a large area of productive farmland.

While this tool is an effective one at preserving farmland, it is expensive. The Town can explore many different options for funding this program, including an increase in building permit fees or property taxes. Ledgeview should explore any potential state or federal grant programs that would assist the Town in funding these efforts. One of these programs is the farmland preservation program sponsored by the USDA. This program helps state, tribal, or local government entities purchase development rights to keep productive farmland in agricultural use. To qualify, farmland must:

- Be part of a pending offer from a state, tribe, or local farmland preservation program.
- Be privately owned.
- Have a conservation plan.
- Be large enough to sustain agricultural production.
- Be accessible to markets for what the land produces.
- Have adequate infrastructure and agricultural support services.
- Have surrounding parcels of land that can support long-term agricultural production.

If the land qualifies, the USDA provides up to 50 percent of the cost of purchasing the easement.

Steering Future Development into Public Sewered Areas

The Town can institute a policy or policies that steer new development into areas served by public sewer and water service, thereby maintaining the agricultural land and the rural character in the areas not served by these public services.

Recreation Planning

Ledgeview adopted a parks and recreation plan in 2007. The plan included an analysis of existing park and open space sites within the Town, a needs analysis, as well as future park and recreation recommendations. It is important that the Town implement, to its best abilities, the recommendations within the plan. Many of the recommendations within the open space plan involve natural resource protection.

In particular, the parks and recreation plan noted that of these natural resource features, the most critical, unique, and sensitive within the Town of Ledgeview are the Niagara Escarpment, the woodlands and wetlands adjacent to the railroad east of CTH R (which also are the beginning or headwaters of the Neshota River), and the woodlands and wetlands next to the county landfill south of CTH X.

The plan recommends that acquisition or other equally effective means of permanent protection of these areas be actively pursued.

Natural Corridors (Parkways) and Other Natural Features

The Town of Ledgeview Parks and Recreation Plan 2007-2012 Open Space and Outdoor Recreation Plan identifies protection and enhancement of the Town's important natural resource features as an important element of the plan. It is important that the Town follow through on the recommendations from the open space plan regarding natural features within the Town. The following objectives are taken from the open space plan regarding natural resources and environmental assets:

- Obtain and preserve public access to the Niagara Escarpment.
- Obtain and preserve public access to the East River.
- Promote a large community park and a trail along the East River.
- Protect the Niagara Escarpment from excessive development.
- Increase the amount of public open space within the Town.
- Protect and improve significant existing wildlife habitat areas.
- Encourage the planting of trees during development.
- Conserve natural resources through promotion of recreational opportunities.
- Protect valuable and significant wetlands in the Town that serve as fisheries, wildlife habitat areas, storm water management areas, and open space areas.
- Identify and protect valuable and significant wetlands, wildlife habitat areas, and open space areas.
- Maintain the Town's attractive atmosphere.

- Foster community pride by retaining the Town's unique beauty and valuable natural resources.

Parkways should be created and/or maintained along the Town's primary drainage corridors, including the East River, Bower Creek, and some of their associated tributaries. The parkways should, at a minimum, include the floodway portion of the corridor and, ideally, the floodplain and adjacent wetlands and steep slopes. The corridors that are preserved would remain mostly undeveloped as wildlife corridors and would preserve natural beauty, provide storm water management areas, and link parts of the Town together. The parkways would also enhance public access and allow the Town to capitalize on the intrinsic value of its most notable natural features.

Acquisition of parkways could occur any time that an opportunity arises. Generally, it would occur at the time adjacent lands are developed and could be accomplished either through dedication or purchase. If public acquisition is not feasible, private ownership subject to conservation easements should be considered. Lands within the parkways should be used only for passive recreation, such as trails.

Conservancy Zoning

It is recommended that the Town review the Brown County Shorelands, Floodplains, and Wetlands Ordinance to determine if this ordinance is sufficient for the Town's needs in addressing protection of natural areas within the Town. If it is not, the Town should create its own conservancy zoning that could address issues important to the Town that are not addressed in the County ordinance. It is critically important that if the Town chooses to implement this zoning tool, it establish strict criteria that would be used to delineate and designate conservancy zoning boundaries. It could include inclusion of woodlands, wetlands, floodplains, drainageways, and scenic areas within the zoning classification. It is also important to remember that the aforementioned areas contain significant wildlife habitat, as well as threatened and endangered plant and animal species. The conservancy zone should only allow uses within the zone that are compatible with preserving the natural resources. The conservancy zone should have standards, such as setbacks and erosion control measures, to protect the value of the resource within it.

This district would provide several benefits relating to protection of natural resources. For instance, it will provide greater protection of these important features through the regulations contained within it. Another benefit is that it will allow the zoning map to more clearly identify the areas where development can and cannot occur. Without an actual mapped conservancy district, areas (such as wetlands) would be identified within other zones, such as commercial or residential. Even though other governmental regulations would help prevent destruction of the wetland, it is misleading to the existing property owner or prospective developer who thinks the land is usable for development. Other benefits of the conservancy district are that it may provide additional areas for storm water management, recreation and open space, and buffers between various land uses.

Promotion of Flexible Development Practices

Alternative development approaches, such as conservation subdivisions, offer benefits to agricultural and natural resources. New subdivisions can be designed to preserve natural drainage patterns, reduce fragmentation of wildlife habitat, and limit the amount of impervious surfaces, such as roads. By clustering development on a site, large blocks of environmentally sensitive areas or even prime farmland can be left as preserved open space.

To promote such development practices, greater flexibility and incentives should be inserted into Ledgeview's development codes. Developers and Town of Ledgeview officials should promote a harmonious relationship between the natural landscape and built environment and strive to encourage preservation of natural areas within newly developed areas. Conservation subdivisions with common open space and other alternative development methods to maintain natural resource features should be encouraged for developments that contain such features. Allowing reduced lot sizes, smaller setbacks, and/or narrower streets in exchange for preservation of natural resources should also be considered.

Education and Citizen Participation

Spreading knowledge of the importance of the Town's natural resources and ways to maintain them is an essential implementation tool. For example, educating property owners along creeks about nonpoint source pollution and providing tips on landscaping and buffering to prevent this pollution can help to achieve improved water quality. Periodic pamphlets or newsletters could be mailed to Ledgeview residents to provide information on such topics as tree trimming tips and other issues relating to natural resource protection. Water resource educational materials are available from the WDNR.

Another recommendation is to erect signs that identify the names of creeks at road crossings. These signs are an excellent way to raise awareness of drainageways. Unnamed creeks could have names established, perhaps by honoring landowners along them or through school naming contests. This is also another way of raising awareness of the importance of these features.

Summary of Recommendations

- The Town of Ledgeview should encourage and support the efforts of the Brown County Land Conservation Department and the Natural Resources Conservation Service to protect the soil resources of the Town. This would include support of agricultural best management practices as conservation tillage, crop rotation, and control of livestock access to streams.
- The Town should adopt and enforce a construction site erosion control and storm water management ordinance. The Wisconsin Department of Natural Resources has a model ordinance for this purpose that many communities across the state have used.
- The Town should continue to implement the Brown County Farmland Preservation Plan and preserve the Town's productive agricultural lands through proper zoning and planning.
- The Town should encourage and support the efforts of the Brown County Land Conservation Department and others regarding installation of stream buffers. This is likely the single most effective means to protect and even improve the quality of the Town's rivers, streams, and drainageways.
- The Town should encourage and support the Brown County Zoning Department's floodplain and shoreland zoning efforts, particularly as they relate to protection of the Town's rivers, streams, drainageways, and wetlands.
- The Town should encourage and support the efforts of the U.S. Fish and Wildlife Service and others in their efforts to protect and re-establish wetlands within the Town.
- The Town should undertake a Groundwater Vulnerability Assessment and, if warranted by the findings of the assessment, a Wellhead Protection Plan, as well. This recommendation will not be needed if the Town changes over from a public water supply system based on groundwater to a public water supply system based on surface water.

- The Town should inventory and consider protection of its identified historic structures in order to preserve remnants of the Town's history and culture.
- The Town should implement the recommendations set forth in the Town of Ledgerview Open Space and Outdoor Recreation Plan.

CHAPTER 8

Intergovernmental Cooperation

Cooperation among neighboring and overlapping units of government is one of the primary goals of the Wisconsin Smart Growth Law and is a very important aspect of the Town of Ledgeview Comprehensive Plan. As Ledgeview develops and redevelops over the next 20 years, it is important for the Town to work with the school districts, surrounding communities, Brown County, the state, and other units of government. Working cooperatively is especially important since many issues do not recognize municipal boundaries.

The purpose of the Intergovernmental Cooperation Chapter is to analyze the existing relationships the Town has with other units of government and identify means of working cooperatively toward the goal and objectives identified in the Issues and Opportunities Chapter of the plan.

Analysis of Governmental Relationships

Unified School District of De Pere

In an effort to accommodate its rapidly increasing student population, the residents of the Unified School District of De Pere approved a referendum in 2000 that enabled the district to expand Dickinson Elementary School and De Pere High School and renovate the former middle school at the intersection of Broadway and Merrill Street. These expansions provided temporary relief to the district's capacity constraints and were an efficient use of existing property and facilities within Ledgeview and De Pere, but the district will likely have to consider adding additional capacity in the near future as more people move to Ledgeview, Rockland, and other communities in the district.

Figure 8-1: Enrollment and Building Capacity Summaries for the Unified School District of De Pere: 2008-2009

Building	Grade	Enrollment	Capacity
Altmayer Elementary	K-4	419	650
Dickinson Elementary	K-4	481	600
Heritage Elementary	K-4	444	650
Foxview Intermediate	5-6	605	600
De Pere Middle School	7-8	577	650
De Pere High School	9-12	1,215	1,200
District Total		3,741	4350

Source: Unified School District of De Pere

The school district currently owns a parcel of land at the intersection of Dickinson Road and Bower Creek Road in Ledgeview, and a district committee recommended in January of 2004 that the district retain the site but compare it to other possible sites to determine if it is the most desirable location for a new school. Even if the Bower Creek Road site is found to be adequate, the district should identify other potential sites that can be developed as the district's student population grows.

Recommendations

Ledgeview should encourage the Unified School District of De Pere to continue its practice of placing schools in areas that can be easily and safely reached by young pedestrians and bicyclists and include Ledgeview representatives in discussions about future school sites. This cooperative effort should occur whether or not the sites are within the Town limits because new schools will likely affect students who live in Ledgeview. The Town should also encourage the De Pere and West De Pere School Districts to cooperatively complete a comprehensive consolidation study in the near future.

School District Consolidation

The primary school-related issue raised during comprehensive plan public outreach activities in some of the communities in the Unified School District of De Pere is the need to consider consolidating the two school districts. This issue was last studied in 1986 by a consultant who was hired by the Wisconsin Department of Public Instruction (DPI)⁹, and the consultant concluded that district consolidation is not a panacea and that many financial and non-financial issues must be thoroughly studied before the districts consider merging. This recognition led the consultant to recommend that a second study be completed that examines the maximum financial advantages, educational opportunities, and other impacts on the residents of both school districts before a merger is pursued. In spite of this recommendation, a second study was not completed.

According to representatives of the Wisconsin DPI, school districts that consolidate in Wisconsin often have relatively small student populations, minimal financial and other resources, and limited curricula, and mergers are seen as the best method of providing adequate educational opportunities for students. But the De Pere and West De Pere districts each offer a wide variety of courses and extracurricular activities. The districts also currently share an English as a Second Language (ESL) instructor and might share athletic facilities in the future. Although it is possible that consolidating the two districts could reduce certain costs, it is also possible that other costs could increase following a merger. Basically, it appears that both districts are viable entities that should not be consolidated merely because their situation is unusual.

Recommendations

Although the general perception of many district residents appears to be that consolidation would be very beneficial, this issue is very complex and should be studied thoroughly before the school districts pursue consolidation. Therefore, the Town should request the De Pere and West De Pere School Boards to adopt resolutions stating that they will consider consolidating their school districts (as required by Wisconsin Statute 117.08(1)). If the districts adopt these resolutions, the Town should encourage the districts to hire a qualified consultant to study the probable financial and non-financial impacts of consolidation and offer to pay for a portion of the study. However, if the districts choose to not study consolidation (or if consolidation is determined to be unwarranted), the Town should encourage them to continue their practice of sharing instructors and other resources to maintain their strong programs and minimize costs.

⁹ Impact Study: Consolidation of the East and West De Pere School Districts was published on June 12, 1986, by the Wisconsin Department of Public Instruction.

Adjacent Communities

City of De Pere

Ledgeview and De Pere have worked well together for several years, and the 14 intergovernmental agreements that currently exist between the two communities are evidence of this cooperation. The two communities also meet monthly to discuss issues of mutual interest and have worked together on trail, water, and other projects along and near the City's eastern boundary. As the communities develop over the next 20 years, it is important that they continue to meet regularly to discuss issues that affect them and to revise (if necessary) and renew the intergovernmental agreements when they approach their expiration dates.

One of the services that is not currently provided to Ledgeview by the City is police protection. However, Ledgeview's desire to incorporate recently prompted Town officials to ask the City to submit a proposal for the provision of police services, and the City is considering this request. If an arrangement can be developed that is agreeable to both communities, the Town should work with the City to provide these services. Even if the Town's incorporation attempt is not successful, the Town should request that the City consider developing a compensated arrangement that will enable it to provide services to the urbanizing portion of the Town (primarily west of CTH GV and the area surrounding the potential school site near Bower Creek Road).

Another issue that Ledgeview and De Pere should address in the near future is recreational facilities. Ledgeview completed the construction of a large park south of Dickinson Road (CTH G) on the west side of the East River. The Town is also completing a regional park called Scray Hill Park, located on Scray Hill Road. The Town and City should continue to discuss an arrangement that will enable De Pere recreation leagues to use the park's facilities in exchange for waiving non-resident fees for Ledgeview residents who participate in City recreation programs. This arrangement could be beneficial to both communities and should be thoroughly investigated.

A third issue that Ledgeview representatives should discuss with De Pere during the planning period is having the Town provide supplementary fire protection services to the southeast portion of the City. Ledgeview's fire station at the intersection of Swan Road and Heritage Road (CTH X) is very close to the City's industrial park and the residential development that will soon occur south of Rockland Road, and this station could respond very quickly to fires in this area.

Village of Bellevue

Ledgeview and the Village of Bellevue currently have six intergovernmental agreements that address sanitary sewer and water service near their border, fire protection in the northeast portion of the Town, and other services in areas along and near their boundary. The two communities have not been able to develop a boundary agreement in spite of Ledgeview's attempts to create one in the recent past, and the failure to develop the agreement is one of the reasons Ledgeview is attempting to incorporate.

If Ledgeview's incorporation attempt is successful, the Town and Village should meet often to discuss methods of developing compatibly along and near their border (particularly near the I-43/CTH MM interchange and along the CTH GV corridor). However, if Ledgeview's incorporation attempt is not successful, the Town should again attempt to negotiate a boundary agreement with Bellevue. In either case, Ledgeview and Bellevue should continue to discuss other issues that could arise during the planning period and should consider developing

additional agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

Town of Eaton

Ledgeview and the Town of Eaton have not had to address issues that affect both communities in the past, and representatives from both Towns do not believe that issues of mutual concern will arise during the 20-year planning period. However, the communities should still contact each other to discuss road maintenance along and near their boundary, potential development projects near their border, and other issues that could arise during the planning period. The communities should also consider developing joint service agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

Town of New Denmark

Ledgeview and the Town of New Denmark have not had to address issues that affect both communities in the past, and representatives from both Towns do not believe that many issues of mutual concern will arise during the 20-year planning period. However, New Denmark might attempt to form a sanitary district in Langes Corners in the future, and the community could investigate connecting to existing sewer pipes in Ledgeview. In addition to addressing this issue if it arises in the future, the communities should consider developing joint service agreements if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

Town of Glenmore

Ledgeview and the Town of Glenmore currently have two intergovernmental agreements that address sanitary sewer and water service near their border, fire protection for the northern portion of Glenmore, and other services in areas along and near their boundary. In addition to reviewing and, if necessary, revising these agreements, the communities should continue to discuss other issues that could arise during the planning period. The communities should also consider developing additional agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

Town of Rockland

Ledgeview and the Town of Rockland have worked together in the recent past to address the location of the Southern Bridge and connecting arterial street, and representatives of Rockland are interested in developing a boundary agreement between the two Towns in the future. It is possible that Rockland would consider developing a first response fire service agreement (similar to the agreement that currently exists with Glenmore) for the northern section of Rockland if the Heritage/Swan fire station is eventually equipped with a tanker truck. In addition to addressing these issues, the communities should contact each other to discuss road maintenance along and near their boundary, potential development projects near their border, and other issues that could arise during the planning period. The communities should also consider developing joint service agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

Other Entities

Green Bay MPO

The Green Bay Metropolitan Planning Organization (MPO) is a federally-designated transportation planning agency for the Green Bay urbanized area. Green Bay's MPO is a component of the Brown County Planning Commission, and the MPO was extensively involved in the development of the Town's comprehensive plan. The MPO also works with the Town each year to develop the urbanized area's Transportation Improvement Program (TIP), and the Town and MPO have worked together on several other projects in the past.

Central Brown County Water Authority (CBCWA)

During the last 27 years, Ledgeview and several other Brown County communities have worked with consultants to determine the best method of satisfying the need for a reliable water source. Since 1998, the Central Brown County Water Authority (which in 1998 was the Central Brown County Water Commission) has held several meetings with the City of Green Bay to determine if the authority should build its own pipeline to Lake Michigan or purchase water from the City. The authority also contacted the City of Manitowoc in 2003 to assess the desirability of purchasing water from this community in the future.

In December of 2003, Ledgeview formally committed to buying water from the CBCWA, which chose to build its own pipeline to Lake Michigan in 2004.

Green Bay Metropolitan Sewerage District (GBMSD)

The Green Bay Metropolitan Sewerage District (GBMSD) and Ledgeview have cooperatively managed the wastewater needs of portions of the community and region for several years, and the Town and the GBMSD currently have four intergovernmental agreements between them. Over the next 20 years, the Town should continue to review the cooperative agreement with the GBMSD to ensure that the agreement addresses the community's needs as it grows. The Town should also work with the GBMSD during this period to ensure that sewer service is extended throughout the community in an efficient and cost-effective manner.

Bay-Lake Regional Planning Commission

Since the early 1970s, the Bay-Lake Regional Planning Commission helped communities apply for and obtain economic development grants and other financial assistance, performed surface evaluations of local roads, and provided several other services. One of the services provided to Ledgeview in the recent past was the development of a federal Transportation Enhancement grant application for the extension of the East River Trail through the Town.

In the future, Ledgeview should contact the Bay-Lake Regional Planning Commission to explore additional grant opportunities and to utilize Bay-Lake staff to complete grant applications. The Town should also consider having Bay-Lake staff perform pavement evaluations for the Town's Pavement Surface Evaluation and Rating (PASER) program and perform additional local assistance activities.

Brown County

The two County departments that currently have the most significant presence in the Town are the Brown County Highway Department and Brown County Facility and Park Management Department.

Highway Department

The plan's Transportation Chapter recommends that the Town continue to use roundabouts and other traffic calming techniques to maximize safety, efficiency, and accessibility for all Ledgeview residents. Since the Brown County Highway Department has jurisdiction over many of the major streets and intersections in the Town, it will be very important to cooperate with the department over the next 20 years to study and implement the street and intersection improvements recommended in the comprehensive plan. The Town should also work with the Brown County Highway Department and Brown County Planning Commission to identify, plan, and implement projects that fit within the context of their surrounding areas (as discussed in the comprehensive plan's Transportation Chapter).

Facility and Park Department

The two Brown County Facility and Park Department properties that exist in Ledgeview are Fonferek's Glen and the east side landfill (also controlled by Brown County Port and Solid Waste). Over the last several years, the 77-acre Fonferek's Glen Park has gradually been transformed from agricultural land to a wildlife habitat that contains tall grasses, prairie plantings, various types of trees, and other features that provide places for birds and other animals to live. In the future, Ledgeview and the Brown County Facility and Park Management Department should work together to ensure that Fonferek's Glen continues to be a viable habitat and an attractive amenity to the Town and region. The east side landfill was recently rezoned to be a Conservancy Zoning district, in anticipation of future usage as a park site. However, the proposal to develop the site as a park, due to the existing landfill, may be many years into the future.

State of Wisconsin

Wisconsin Department of Transportation (WisDOT)

The most significant project that WisDOT currently plans to complete in Ledgeview during the 20-year planning period is the reconstruction of portions of STH 32/57 over the next several years, and the Town and WisDOT should discuss the project before it occurs to ensure it is compatible with the Town's plans for the land surrounding the highway.

Wisconsin Department of Natural Resources

The Wisconsin DNR has awarded grants to Ledgeview in the past to purchase land for parks and to construct trails, and the right-of-way for the Fox River Trail was purchased by the DNR in 1998. In the future, the Town should attempt to acquire additional grant funds through the DNR to extend the East River Trail southward to its planned connection point with the Fox River Trail. The Town should also work with the DNR and the adjacent communities that are affected by the East River to improve the river's water quality and increase recreational opportunities on and along the river.

Summary of Recommendations

Unified School District of De Pere

Ledgeview should encourage the Unified School District of De Pere to continue its practice of placing schools in areas that can be easily and safely reached by young pedestrians and bicyclists and include Ledgeview representatives in discussions about future school sites. This cooperative

effort should occur whether or not the sites are within the Town limits because new schools will likely affect students who live in Ledgeview. The Town should also encourage the De Pere and West De Pere School Districts to cooperatively complete a comprehensive consolidation study in the near future.

School District Consolidation

Although the general perception of many district residents appears to be that consolidation would be very beneficial, this issue is very complex and should be studied thoroughly before the school districts pursue consolidation. Therefore, the Town should request the De Pere and West De Pere School Boards to adopt resolutions stating that they will consider consolidating their school districts (as required by Wisconsin Statute 117.08(1)). If the districts adopt these resolutions, the Town should encourage the districts to hire a qualified consultant to study the probable financial and non-financial impacts of consolidation and offer to pay for a portion of the study. However, if the districts choose to not study consolidation (or if consolidation is determined to be unwarranted), the Town should encourage them to continue their practice of sharing instructors and other resources to maintain their strong programs and minimize costs.

City of De Pere

As Ledgeview and De Pere develop over the next 20 years, it is important that they continue to meet regularly to discuss issues that affect them and to revise (if necessary) and renew their intergovernmental agreements when they approach their expiration dates. Ledgeview should also have De Pere provide police services to the Town if an arrangement can be developed that is agreeable to both communities, and the two communities should strongly consider an arrangement that will enable De Pere recreation leagues to use Ledgeview's new park near the East River in exchange for waiving non-resident fees for Town residents who participate in City recreation programs. In addition, the two communities should discuss having Ledgeview provide supplementary fire protection services to the southeast portion of the City.

Village of Bellevue

If Ledgeview's incorporation attempt is successful, the Town and Village of Bellevue should meet often to discuss methods of developing compatibly along and near their border (particularly near the I-43/CTH MM interchange and along the CTH GV corridor). However, if Ledgeview's incorporation attempt is not successful, the Town should again attempt to negotiate a boundary agreement with Bellevue. In either case, Ledgeview and Bellevue should continue to discuss other issues that could arise during the planning period and should consider developing additional agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

Town of Eaton

Ledgeview and Eaton should contact each other during the 20-year planning period to discuss road maintenance along and near their boundary, potential development projects near their border, and other issues that could arise during the planning period. The communities should also consider developing joint service agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

Town of New Denmark

Ledgeview and New Denmark should also contact each other during the 20-year planning period to discuss issues that could arise during the planning period. The communities should consider developing joint service agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

Town of Glenmore

In addition to reviewing and, if necessary, revising the two intergovernmental agreements that currently exist between Ledgeview and Glenmore, the communities should continue to discuss other issues that could arise during the planning period. The communities should also consider developing additional agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

Town of Rockland

Ledgeview should discuss creating a boundary agreement with the Town of Rockland during the 20-year planning period and consider developing a first response fire service agreement for the northern section of Rockland if the Heritage/Swan fire station is eventually equipped with a tanker truck. In addition to these issues, the communities should contact each other to discuss road maintenance along and near their boundary, potential development projects near their border, and other issues that could arise during the planning period. The communities should also consider developing joint service agreements if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

Green Bay MPO

Ledgeview should continue to work with the Green Bay MPO to plan and develop a comprehensive multi-modal transportation system for the Town and region.

Central Brown County Water Authority

The Town should continue to work with the Central Brown County Water Authority to establish a long-term source of potable water.

Green Bay Metropolitan Sewerage District

Over the next 20 years, Ledgeview should continue to review the cooperative agreement with the MET to ensure that the agreement addresses the community's needs as it grows. The Town should also work with the MET during this period to ensure that sewer service is extended throughout the community in an efficient and cost-effective manner.

Bay-Lake Regional Planning Commission

Ledgeview should contact the Bay-Lake Regional Planning Commission to explore additional grant opportunities and to utilize Bay-Lake staff to complete grant applications. The Town should also consider having Bay-Lake staff perform pavement evaluations for the Town's Pavement Surface Evaluation and Rating (PASER) program.

Brown County

Ledgeview should cooperate with the Brown County Highway Department over the next 20 years to study and implement the street and intersection improvements recommended in the comprehensive plan. The Town should also work with the Highway Department and the Brown County Planning Commission to identify, plan, and implement projects that fit within the context of their surrounding areas. In addition, the Town and the Brown County Park Department should work together to ensure that Fonferek Glen continues to be a viable habitat and an attractive amenity to the Town and region.

State of Wisconsin

Wisconsin Department of Transportation

Ledgeview and the Wisconsin Department of Transportation (WisDOT) should discuss the details of the STH 32/57 project before it occurs to ensure it is compatible with the Town's plans for the land surrounding the highway.

Wisconsin Department of Natural Resources

Ledgeview should attempt to acquire additional grant funds through the Wisconsin Department of Natural Resources (WisDNR) to extend the East River Trail southward to its planned connection point with the Fox River Trail. The Town should also work with the DNR and the adjacent communities that are affected by the East River to improve the river's water quality and increase recreational opportunities on and along the river.

General Recommendations

Ledgeview should cooperate with Brown County, Advance, and the Bay-Lake Regional Planning Commission to develop coordinated strategies to enhance the economic vitality of the Town, Brown County, and the region as a whole.

Ledgeview should work with the surrounding communities to develop an interconnected series of greenways and trails.

Ledgeview should work with the surrounding communities, Brown County, and WisDOT to coordinate the development of a consistent and cohesive bicycle, pedestrian, transit, and street/highway system that enables all Town residents to travel throughout the region easily and safely.

CHAPTER 9

Implementation

The completion of a comprehensive plan should be celebrated as a significant milestone in providing guidance for the future development and redevelopment of Ledgeview. However, the key to the success of a comprehensive plan is its implementation. There are several regulatory tools and administrative mechanisms and techniques that can be utilized to implement the plan. Although this chapter does not include all of the recommendations in the comprehensive plan, it does summarize the various action steps the Town should take to implement the recommendations.

Land Use

Zoning Ordinance

Zoning is the most common regulatory device used by municipalities to implement plan recommendations. The major components of zoning include a written zoning ordinance and a zoning district map. The zoning ordinance includes specific language for the administration of the regulations. Included in the text are definitions, district use requirements, administrative procedures, parking regulations, and other elements. The zoning district map defines the legal boundaries of each zoning district identified in the zoning ordinance.

Action Steps:

1. When the Town considers future rezoning requests, it is important that the various comprehensive plan components and recommendations be considered and used as a guide in the rezoning determination process. Land use recommendations contained within the plan should be implemented by the zoning ordinance and map.
2. The Town's zoning ordinance should be revised as necessary to promote concepts from the comprehensive plan, such as mixed land uses, conservation by design development, traditional neighborhood development, and neighborhood commercial nodes.

Subdivision Ordinance

Subdivision regulations govern the process by which lots are created out of larger tracts of land. These regulations seek to ensure that the subdivisions appropriately relate to the surroundings, as well as existing and future public facilities.

Action Steps:

1. Periodically review and update the Town's land division ordinance to ensure future subdivisions and other divisions of land are consistent with the recommendations contained in the comprehensive plan.

Transportation

Town Streets and Walkways

Action Steps:

1. Periodically review and update the Town's land division ordinance to ensure that developers are enabled to build narrower streets. The ordinance should continue to establish right-of-way width standards that do not require the acquisition of more right-of-way than necessary.
2. After the Smart Growth plans for Ledgeview, the surrounding communities, and Brown County are finished and approved, the Town should work with the county and state to develop an implementation schedule for the Southern Bridge and the Southbridge Drive/US 41 interchange.
3. The Town should study its roads to determine the appropriate speed limit for each road based on the standards in Chapters 346.57(4) and 349.11(3) of the Wisconsin Statutes. Once the study is completed, the Town should establish the speed limits by adopting an ordinance for each Town road and posting signs at appropriate locations.
4. The Town should work with the Brown County Planning Commission and Brown County Highway Department to implement the county highway and intersection design recommendations in the plan's Transportation Chapter.

Development Patterns

1. The Town should implement the development pattern recommendations that are included in the Land Use, Transportation, and other chapters of the comprehensive plan.

Economic Development

Action Steps:

1. The Town should continue the encouragement of site planning within Neighborhood Center Districts areas with pedestrian-friendly streets and business facades in the following locations: CTH GV/Dickinson Road, Dickinson Road/Creamery Road, CTH GV/Heritage Road, and the PDD-BP Business Park near I-43/CTH MM.
2. If the Town is successful in its incorporation effort, it should consider creating Tax Increment Financing (TIF) districts to fund utility and street improvements in the Town center and the new business park at the I-43/CTH MM interchange.
3. The Town should continue to develop and enforce its design review ordinance for commercial, multifamily, and industrial development (especially along the I-43, CTH GV, and CTH G corridors) to create a favorable first impression of Ledgeview for visitors.
4. The Town should create a community revolving loan fund to assist businesses looking to expand in the Town. Money for a revolving loan fund can come from CDBG-ED, CBED grants, and/or from local investments.
5. The Town should become a member of Advance (the economic development branch of the Green Bay Area Chamber of Commerce) to aid in marketing Ledgeview to desired potential businesses and industries.
6. The Town should complete and maintain an inventory of existing vacant buildings and land identified as potentially contaminated (brownfield) with industrial or petroleum-based pollutants. Brownfields should be cleaned and promoted for redevelopment through the use of state and federal brownfield cleansing funds.

Housing

Action Steps:

1. The Town should require at least two types of housing within any residential project that is more than 30 acres. As the acreage of the residential project increases, so should the number of housing types. This can be achieved with a variety of housing types, such as single-family homes, duplexes, condominiums, Townhouses, apartments, and group homes.
2. The Town should consider conservation by design developments in areas with unique or critical natural or cultural resources. The natural or cultural resource areas should be preserved as permanent greenspace, and the development should be built around these resources.
3. To increase the supply of affordable homes, the Town should work with developers to encourage the development of housing in traditional neighborhoods with smaller lots and homes.
4. The Town should contact the Brown County Housing Authority and Wisconsin Housing and Economic Development Authority (WHEDA) for additional information and resources to continue to diversify the Town's housing stock.

Utilities and Community Facilities

Action Steps:

1. The Town should expand its urban development area to include the growth increments identified in the comprehensive plan.
2. The Town should prohibit unsewered development within the growth increments identified in the plan. The Town should also discourage unsewered development outside the growth increments identified within the plan to the greatest extent practical.
3. The Town should expand its water system in conformance with the five-year growth increments identified within the plan to promote infill development and efficient and cost-effective growth patterns.
4. The Town should prepare a Vulnerability Assessment for its water supply.
5. The Town should study the feasibility of a joint solid waste and/or recycling collection program with adjacent communities.
6. The Town should complete its storm water management plans for the remainder of the Town (anticipated by 2005) and implement the recommendations of those plans as appropriate.
7. The Town should create a storm water management utility.
8. The Town should study the feasibility and timing for the provision of additional police service within the Town.
9. The Town should study the feasibility and timing for a future fire station on the Town's east side.

Natural, Cultural, and Agricultural Resources

Action Steps:

1. As a result of the Town's municipal separate storm water (MS4) permit, obtained from the Wisconsin Department of Natural Resources, the Town should continue to update and enforce the construction site erosion control ordinance, post-construction erosion control ordinance, illicit discharge ordinance, and the storm water management ordinance.

2. The Town should complete a groundwater Vulnerability Assessment and, if warranted by the findings of the assessment, a Wellhead Protection Plan. The assessment and plan will not be necessary, however, if the Town converts from a public water supply system based on groundwater to a public water supply system based on surface water.
3. The Town should inventory and consider protecting its identified historic structures to preserve remnants of the Town's history and culture.
4. The Town should implement the recommendations of the Town of Ledgeview Parks and Recreation Plan 2007-2012.

Intergovernmental Cooperation

Action Steps

1. The Town should request the De Pere and West De Pere School Boards to adopt resolutions stating that they will consider consolidating their school districts (as required by Wisconsin Statute 117.08(1)). If the districts adopt these resolutions, the Town should encourage the districts to hire a qualified consultant to study the probable financial and non-financial impacts of consolidation. However, if the districts choose to not study consolidation (or if consolidation is determined to be unwarranted), the Town should encourage them to continue their practice of sharing instructors and other resources to maintain their strong programs and minimize costs.
2. The Town should continue to work with the Central Brown County Water Authority to establish a long-term source of potable water.
3. Over the next 20 years, the Town should continue to review the cooperative agreement with the Green Bay Metropolitan Sewerage District (MET) to ensure that the agreement addresses the community's needs as it grows.
4. The Town should continue to cooperate with Brown County, Advance, and the Bay-Lake Regional Planning Commission to develop coordinated strategies to enhance the economic vitality of the Town, Brown County, and the region as a whole.
5. The Town should continue to work with the surrounding communities to develop an interconnected series of greenways and trails.
6. The Town should continue to work with the surrounding communities, Brown County, and WisDOT to coordinate the Town Of Ledgeview Parks and Recreation Plan 2007-2012 with the development of a consistent and cohesive bicycle, pedestrian, transit, and street/highway system that enables all Town residents to travel through the region easily and safely.

Other Items

Official Map

An Official Map is a regulatory tool utilized by a community to project and record future municipal improvements. It is commonly used to identify existing streets and planned improvements, but an Official Map can also be utilized to identify planned school sites, recreation areas, and municipal facilities. Once an area is identified on an Official Map, no building permit for a use other than the proposed use on the map may be issued for that site unless the map is amended.

Action Steps:

1. The Town's Official Map should be revised to reflect the recommendations in the comprehensive plan.

2. Future amendments to the Official Map should be reviewed to determine if they are consistent with the recommendations of the comprehensive plan.

Capital Improvements Program

Another important device for comprehensive plan implementation is a Capital Improvements Program (CIP). The program is designed to annually schedule public works projects within a specified period of time, and a CIP usually encompasses a period of five to ten years. A CIP that is consistent with the comprehensive plan would provide an implementation and monitoring tool to ensure that public works projects are located and scheduled with thorough consideration of each of the plan's recommendations.

Action Steps:

1. Based on the comprehensive plan's recommendations, the Town should update and review the priorities and schedules for public works projects. Examples of these projects include street construction and maintenance, traffic calming measure installation, park maintenance, and sewer/water facility replacement and maintenance.
2. Annual updates to the Capital Improvements Program should continue to occur, and these updates should be in compliance with the recommendations of the comprehensive plan.

Potential Funding Sources

Some of the recommendations in the plan may be implemented with the help of various sources of grant funds. Private dollars can be leveraged by developing creative partnerships and by utilizing state and federal grant sources.

Action Steps:

1. Review the recommendations of the comprehensive plan and determine if they could be implemented using non-Town funding sources. A review of CIP projects and an evaluation of grant fund resources should be completed on an annual basis, as well. The Town should also aggressively pursue grant opportunities to minimize the impact of the plan's implementation on the local tax levy.

Comprehensive Plan Review

Planning is not static. It is a continuous, ongoing process that is subject to change. It is also at the mercy of many forces over which a municipality has very little or no control (economic conditions, weather, birth rates, etc.). Therefore, if the Town's comprehensive plan is to remain a useful document, the plan should be reviewed on an annual basis to ensure that it reflects current conditions and any changes and developments that occurred in the previous year.

Action Steps:

1. The public should be notified and provided an opportunity to comment on proposed amendments to the comprehensive plan. The Town should consider neighborhood opinion in evaluating how a proposed amendment would meet the amendment criteria. Options for soliciting public opinion could include direct mail survey forms, neighborhood meetings, and open house meetings.
2. Criteria should be adhered to when considering amendments to the comprehensive plan. Amendments shall be approved only if they are determined to be in the public interest, and

this determination should be based on a review of all applicable issues from the following list:

- How the proposal is more consistent with applicable policies of the comprehensive plan than the existing provision.
 - How the proposal is more consistent with each of the following objectives than the existing provision (consistency is not required where the objective is clearly not applicable to the type of proposal involved):
 1. Encourage the development of distinct neighborhoods served by commercial nodes and discourage strip commercial development.
 2. Provide uses that are functionally integrated with surrounding areas and neighborhoods in terms of local shopping, employment, recreational, or other opportunities.
 3. Provide development that is compatible and integrated with surrounding uses in terms of scale, orientation, pedestrian enhancements, and landscaping.
 4. Maximize pedestrian and bicycle access throughout the Town.
 5. Conserve and/or enhance significant natural and historical features.
 - Preserve and/or enhance the Town's parks.
 - Provide adequate transportation, water, sewer, and other public services.
 - Provide significant economic development opportunities and broadening of the Town's economy.
 - Provide for the formation and enhancement of neighborhoods.
 - How substantial changes in circumstances have occurred since the original provision was approved in the plan.
3. *Scope of review.* The review and evaluation of proposed comprehensive plan map changes shall consider both the likely and possible future use of the sites and the associated impacts.
 4. *Cumulative Impacts.* The review of individual comprehensive plan map or policy amendments shall also consider the cumulative transportation, land supply, and environmental impacts of other plan amendments proposed within the same annual cycle.
 5. The Town of Ledgeview Planning Commission should prepare a brief annual report. This report should summarize how the comprehensive plan was used to direct major spending, regulatory, and construction decisions, how development has or has not coincided with the recommendations of the plan, and how community circumstances have changed that have necessitated recommendations for appropriate comprehensive plan amendments by the Common Council.
 6. The Town should consult annually with other governmental agencies and neighboring communities to get their input regarding how their community activities relate to the recommendations of the comprehensive plan.
 7. The Town should complete a formal review of the entire comprehensive plan at least once every five years. Based on this review, changes should be made to sections of the plan that are determined to be out of date and sections that are not serving their intended purposes.

At least once every ten years, the plan should be reviewed and updated using a formal process that includes a citizens advisory committee similar to the committee used to develop this plan.

APPENDIX A: Ordinance to Adopt the Town of Ledgeview Comprehensive Plan

ORDINANCE NO. 2004-007

**AN ORDINANCE TO ADOPT THE TOWN OF LEDGEVIEW
COMPREHENSIVE PLAN**

The Town Board of the Town of Ledgeview, Brown County, Wisconsin, does ordain as follows:

Section 1. Pursuant to Section 62.23(2)(3) of the Wisconsin Statutes, the Town of Ledgeview is authorized to prepare and adopt a comprehensive plan as defined in Section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Section 2. The Town Board of the Town of Ledgeview, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by Section 66.1001(4)(a) of the Wisconsin Statutes.

Section 3. The Zoning and Planning Committee, by a unanimous vote of the committee as recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the document entitled "Town of Ledgeview Comprehensive Plan," which contains all of the elements specified in Section 66.1001(2) of the Wisconsin Statutes.

Section 4. The Town of Ledgeview has held at least one public hearing on this ordinance in compliance with the requirements of Section 66.1001(4)(d) of the Wisconsin Statutes.

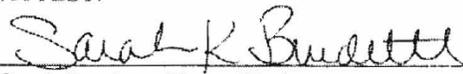
Section 5. The Town Board of the Town of Ledgeview, Wisconsin, does by enactment of this ordinance formally adopt the document entitled "Town of Ledgeview Comprehensive Plan" pursuant to Section 66.1001(4)(c) of the Wisconsin Statutes.

Section 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and upon publication required by law.

Adopted this 20th day of July, 2004.

By: 
Jeffrey J. Van Straten, Chairperson
Town of Ledgeview

ATTEST:


Sarah Burdette, Town Clerk
Town of Ledgeview

Vote:
Yes: 5 Adopted: 7-20-04
No: 0 Published: 7-23-04

ORDINANCE 2009-043

ORDINANCE TO AMEND THE TOWN OF LEDGEVIEW COMPREHENSIVE PLAN

The Town Board of the Town of Ledgeview, Wisconsin, does ordain as follows:

Section 1. Pursuant to Section 62.23(2)(3) of the Wisconsin Statutes, the Town of Ledgeview is authorized to prepare and adopt a comprehensive plan as defined in Section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Section 2. The Town Board of the Town of Ledgeview, Wisconsin, adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by Section 66.1001(4)(a) of the Wisconsin Statutes.

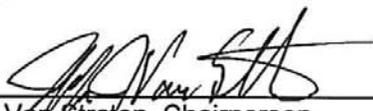
Section 3. The Zoning and Planning Commission, by a unanimous vote of the commission as recorded in its official minutes, has adopted a resolution recommending the Town Board revise comprehensive plan text and maps that addressed related ordinance and plan updates and developments that occurred over the past five years, in compliance with Section 66.1001(2) of the Wisconsin Statutes.

Section 4. The Town of Ledgeview held at least one public hearing on this ordinance in compliance with the requirements of Section 66.1001(4)(d) of the Wisconsin Statutes.

Section 5. The Town Board of the Town of Ledgeview, Wisconsin, does by enactment of this ordinance formally adopt the amendment of the comprehensive plan text and maps that addressed related ordinance and plan updates and developments that occurred over the past five years within the Town of Ledgeview Comprehensive Plan, pursuant to Section 66.1001(4)(c) of the Wisconsin Statutes.

Section 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and upon publication required by law.

Adopted this 22nd day of December, 2009



Jeff Van Straten, Chairperson
Town of Ledgeview



Sarah K. Burdette, Clerk/Administrator
Town of Ledgeview

Date of publication:

12/30/09

APPENDIX B: Town of Ledgeview Zoning & Planning Committee Resolution

**RESOLUTION NO. 2004-003
TOWN OF LEDGEVIEW ZONING & PLANNING COMMITTEE**

WHEREAS, the Town of Ledgeview Zoning and Planning Committee has developed the Town of Ledgeview Comprehensive Plan to guide and coordinate decisions and development within the Town; and

WHEREAS, the comprehensive plan was prepared by the Brown County Planning Commission in accordance with the contract with the Town of Ledgeview; and

WHEREAS, several public meetings were held to obtain public input during the development of the comprehensive plan, and these meetings included a public visioning session on June 26, 2003, monthly citizens advisory committee meetings, an open house meeting on June 23, 2004, and a public hearing on July 8, 2004.

NOW, THEREFORE BE IT RESOLVED that the Town of Ledgeview Zoning and Planning Committee recommends to the Town of Ledgeview Town Board the adoption of the Town of Ledgeview Comprehensive Plan.

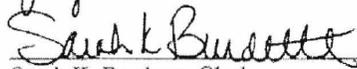
Approved this 8th day of July, 2004.



Bernard Lotto, Zoning & Planning
Committee Chairman

ATTEST:

I, Sarah K. Burdette, Clerk, of the Town of Ledgeview, Brown County, hereby certify that the above is a true copy of a resolution adopted by the Town of Ledgeview on the 8th day of July, 2004.



Sarah K. Burdette, Clerk
Town of Ledgeview

RESOLUTION NO. 2009-021

TOWN OF LEDGEVIEW ZONING AND PLANNING COMMISSION

WHEREAS, in 2004 the Town of Ledgeview Zoning and Planning Committee developed the Town of Ledgeview Comprehensive Plan to guide and coordinate decisions and development within the village in accordance with Wis. Stat. 66.1001; and

WHEREAS, in 2004 the comprehensive plan was prepared by the Brown County Planning Commission in accordance with the contract with the Town of Ledgeview; and

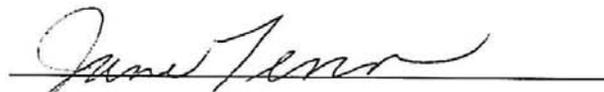
WHEREAS, in 2009 an amendment to the comprehensive plan text and maps that addressed related ordinance and plan updates and developments that occurred over the past five years was proposed by the Town of Ledgeview; and

WHEREAS, a public hearing notice regarding a comprehensive plan amendment was published in the Green Bay Press-Gazette, mailed to special interest groups, made available on the Town of Ledgeview website, made available at the Town of Ledgeview Town Hall, and made available at the Brown County Planning Commission office one month prior to a public hearing; and

WHEREAS, a public hearing was held during a town board meeting to obtain public input during the development of the amendment to the comprehensive plan on December 7, 2009; and

NOW, THEREFORE, BE IT RESOLVED that the Town of Ledgeview Zoning and Planning Commission recommends to the Town Board of the Town of Ledgeview the adoption of the amended Town of Ledgeview Comprehensive Plan.

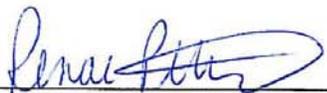
Approved this 16th day of December, 2009



Jane Tenor, Chairperson
Town of Ledgeview Zoning and Planning Commission

ATTEST:

I, Renae Peters, recording secretary of the Town of Ledgeview Zoning & Planning Commission, Brown County, hereby certify that the above is a true copy of a resolution adopted by the Town of Ledgeview on the 16 day of December, 2009.



Renae Peters, Recording Secretary
Town of Ledgeview

APPENDIX C: Comprehensive Plan Visioning Results

- Expand water and sewer to I-43 to help businesses develop in this area.
- Improve communication between the Town board and the Town's citizens and sanitary district (concerning future water and sewer installation, etc.).
- Maintain as much green space as possible in the Town through the development of a large active-use park (with playgrounds and other facilities), additional connections to the East River Trail, and other park facilities.
- Preserve country (rural) atmosphere.
- Maintain Town's natural aesthetics and wildlife corridors (Niagara Escarpment, etc.) and encourage the use of development techniques that preserve these features.
- Provide open Town meetings and schedule meeting times that are convenient for citizen participation and attendance.
- Try to ensure that Town borders stay the same by incorporating (as a village).
- Maintain the tidy appearances of homes and businesses.
- Increased police protection is needed to ensure that the Town's residents (especially children) are safe.
- Maintain transition of urban to rural as you travel from west to east in the Town.
- Maintain use of large lots for new development.
- Develop well-planned large and small commercial and industrial uses along the CTH GV corridor and in other places to improve the Town's tax base.
- Control dust from industries and gravel roads.
- Make sure the plan is flexible and that it can be reviewed regularly.
- Offer public input meetings to review/comment on plan.
- Defer sewer/water assessments for existing residents with private systems.
- Place additional speed limit signs where appropriate and enforce the speed limits.
- Maintain a reliable fire and rescue service.
- Control the flow of traffic from new and existing developments in the Town.
- Limit the number of new subdivisions that are built in the Town's rural areas.
- Maintain the Town's existing garbage pickup and recycling system.
- Maintain the high quality of the school system.
- Each section (district) of the Town should have an elected representative.
- An architectural control committee should be established in the Town.

- Better design and maintenance of Town and county roads and roadsides is needed.
- Define commercial development, zoning, focus on what's being developed.

- To ensure better on-site management for multi-family buildings, the Town should limit the total number of multi-family units to 20 percent of the Town's total housing units.
- Promote orderly residential and commercial growth.
- Promote a positive image for Ledgeview by building attractive thoroughfares (such as CTH GV, CTH MM, and CTH G).
- Develop a uniform and creative signage program for Ledgeview (welcome signs, etc.).
- Remove or fix damaged/dilapidated buildings in the Town.
- Develop a well-defined business district.
- Ensure sufficient staff to adequately meet the Town's needs.
- The Town should have less multi-family development.
- The Town should have more multi-family development.

APPENDIX D: Public Participation Process for the Ledgeview Comprehensive Plan

The Town of Ledgeview Comprehensive Plan will include several public participation components. These components are summarized below.

Citizens Advisory Committee

At the beginning of the plan development process, the Town will appoint representatives to a citizens advisory committee. The advisory committee will advise staff during the plan development process, review plan recommendations, discuss the plan elements with public meeting participants, and recommend a final draft of the comprehensive plan to the Town's planning commission and board. These meetings will be open to the public.

Brown County Planning Department Website

Residents will be encouraged to log onto the Brown County Planning Department's website to obtain information about each plan element and provide input to the process. The comprehensive plan component of the website will be established at the beginning of the process to allow people the chance to contribute immediately.

Flier

To officially start the planning process, a flier will be mailed to each Ledgeview household that summarizes the process and provides survey questions for people to answer to get them thinking about planning issues. The flier will also invite residents to a community visioning session that will occur at the beginning of the planning process.

Community Visioning Session

Once the project is underway, a community visioning session will be held during an evening to establish many of the goals and objectives that will serve as the foundation of the comprehensive plan. All Ledgeview residents will be invited to attend the sessions to offer and discuss their ideas of how the Town should grow over the next several years.

Stakeholder Interviews

After the first draft of the plan's goals and objectives is completed, staff will conduct interviews with elected officials and other residents who make decisions for the community to determine how they feel about the goals and objectives and if additional issues should be addressed in the plan.

Public Open House Meetings

Once the survey, visioning session, stakeholder interviews, and other foundation-building exercises are completed and the plan is starting to take shape, at least one public open house meeting will be held to present various sections of the plan. Meeting participants will also have the opportunity to discuss the recommendations with planning staff and advisory committee members and to suggest modifications.

Public Hearing

Following the open house meetings and the approval of the draft document by the citizens advisory committee, a public hearing will be held to receive additional input from the public.

Planning Commission and Town Board Meetings

Following the public hearing, the draft plan will be presented to the Town's planning commission and board. These meetings will be open to the public and will be intended to discuss and adopt the plan.