TOWN OF LEDGEVIEW

COMPREHENSIVE PLAN 2035

BROWN COUNTY, WISCONSIN

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Town Board Adoption: *Anticipated* November 2, 2015

Ledgeview
Set your sights high

Mead&Hunt

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PLAN SUMMARY

The Town of Ledgeview Comprehensive Plan is a decision-making guide for the physical, social, and economic development of the community over the next 20 years.

WHO WILL USE THIS PLAN

This Plan will be utilized by elected officials and decision makers from the Town and surrounding municipalities. Residents, visitors, and developers will also find this Plan useful in answering questions related to land use, community character, and economic development.

WHAT THIS PLAN DOES

This Plan provides a framework and strategy for making decisions about development in and around the Town. The Plan contains background information and demographics and outlines where development has occurred previously and how and where development might occur in the future.

WHEN THE PLAN IS IMPLEMENTED

This Plan is a guide for the next 20+ years for the Town of Ledgeview and will be used immediately upon adoption. Incorporated into this Plan are recommendations for future plan updates.

WHERE THIS PLAN IS FOUND

This Plan is found at the Town of Ledgeview Town Hall and on the Town website (www.ledgeviewwisconsin.com). It is also available through the Department of Administration Library of Comprehensive Plans (www.doa.state.wi.us).

WHY THIS PLAN WAS PREPARED

This plan was prepared as a 10 year update to the 2004 Town of Ledgeview Comprehensive Plan (amended 2009) in order to remain a useful decision making guide for the community.

What this Plan includes

Issues & Opportunities: Current demographics, key planning issues, and the Town's vision for the next 20 years.

Land Use: Where and how the Town plans to develop over the next 20 years.

Transportation: Opportunities of the Town's transportation network.

Economic Development: Strategies for attracting and retaining business within the Town.

Housing & Neighborhood Development: The future character of housing in the Town.

Community Facilities & Utilities: An inventory of community utilities and facilities.

Agricultural, Cultural, & Natural Resources: Opportunities and constraints posed by resources in the Town.

Intergovernmental Cooperation: The Town's plan for joint planning and decision making with other surrounding and overlapping jurisdictions.

Implementation: Key recommendations of the Comprehensive Plan and steps to carry them out.

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INTRODUCTION

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INTRODUCTION

The Town of Ledgeview is a place where residents and businesses set their sights high!

Located on the Niagara Escarpment in central Brown County, the Town of Ledgeview is a great place to live in northeastern Wisconsin. Founded as an agricultural community, its reputation for strong municipal services, million-dollar views, and outstanding natural amenities has attracted significant growth over the past two decades, more than quadrupling the Town's population. While agriculture, services, and natural amenities remain important defining characteristics of the community, the Town's residents have also benefited from its strategic location at the southern edge of the Green Bay Metropolitan Area.

Figure 1: Image: Mead & Hunt, Inc.

The beautiful countryside of Ledgeview is rich with productive farmland. Generations of families have enjoyed the quiet rural character and strong sense of community found here. However, the Town's population has been increasing, presenting both opportunities and challenges. Economic growth has provided local employment opportunities, urban amenities, and a larger, diversified tax base. As population increases, so does the need for services to keep pace with growth and changing demands. In addition, growth brings with it additional pressure on the existing resource base that is necessary to sustain and improve the quality of life for future residents. In this context, it is essential to plan for development in a controlled, orderly, and predictable manner that will enhance the Town's ability to retain the qualities that define its character, avoid land use conflicts, provide housing and appropriate employment opportunities, and protect its natural, cultural, and agricultural resources.

Great communities do not grow by accident or without public debate and agreed-upon guidelines. Collaborative planning processes and comprehensive plans are the building blocks of such great communities. Planning helps maintain and promote livable, vital communities. This Comprehensive Plan outlines how to maintain what we like about our community, and identifies key improvements to make our community even better.

PURPOSE OF THIS PLAN

This Plan is intended to capture a shared vision for the Town in order to guide development over the 20-year planning period. This Plan will help elected officials make decisions that reflect the short- and long-

term wishes of the community. It will help prioritize the Town's human and financial resources to provide the necessary public infrastructure and amenities needed to maintain a high quality of life.

This Comprehensive Plan is being prepared under the State of Wisconsin's Comprehensive Planning legislation contained in §66.1001, Wisconsin Statutes. This Town of Ledgeview Comprehensive Plan is intended to:

- Identify areas appropriate for development and preservation in the Town over the next 20 years;
- Recommend types of land use for specific areas in the Town;
- Preserve natural features, agricultural lands, and farming in the community;
- Identify needed transportation and community facilities to serve future land uses;
- Direct housing and economic investment in the Town; and
- Provide detailed strategies to implement plan recommendations.

PLANNING PROCESS

The Town of Ledgeview adopted its previous Comprehensive Plan in July of 2004. In 2009, Town leaders worked with Brown County to amend the existing plan to ensure it would conform to the requirements of the Comprehensive Planning Law and better reflect the vision of Town residents regarding development of the Town over the next 20 years. An amendment was adopted in December 2009. This document is a 10 year update to the previously adopted plan.

This plan is organized into chapters that specifically address each of the nine elements required by the comprehensive planning law. Each chapter contains information on the respective element (e.g. Land Use, Housing, and Transportation) and then presents the Town's goals, objectives, and policies for that element. Each chapter is sensitive to the fact that the Town of Ledgeview is part of a broader geographic area and economic market that influences everything from where we choose to shop and live to what areas we visit for recreation. The interrelationship among the plan elements often extends well beyond municipal lines. As such, this plan's recommendations are tied to those of the larger planning context of Brown County and Green Bay Metropolitan Planning area to ensure compatibility so the Town and its neighbors grow in accord with one another.

The future land use plan, contained within the Land Use chapter of the Comprehensive Plan, provides the vision of how the Town of Ledgeview is intended to look 20 years from today.

The future land use plan, contained within the Land Use chapter of this Comprehensive Plan, provides the vision of how the Town of Ledgeview is intended to look 20 years from today. 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 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 Town ordinances, such as the zoning ordinance, to control and guide development consistent with the plan.

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.

PUBLIC PARTICIPATION

In 2013 the Town of Ledgeview began updating this Comprehensive Plan to comply with Wisconsin's "Smart Growth" planning law. A key required component of the state's planning legislation is to actively involve local residents and community stakeholders throughout the comprehensive planning process. Encouraging public participation is a key goal in the Town's planning effort. The Town believes that public participation will help ensure that the resulting comprehensive plan accurately reflects the vision, goals, and values of its residents and business community.

Section 66.1001(4)(a) of Wisconsin Statutes specifically requires the Town's governing body to adopt by resolution written procedures designed to foster public participation—including open discussions, communication programs, information services, and public meetings for which advance notice has been provided—at every stage in the preparation of the comprehensive plan. The written procedures must provide for wide distribution of the comprehensive plan, an opportunity for the public to submit written comments on the plan, and provisions for the Town's response to such comments. This document meets this statutory requirement.

The Smart Growth legislation also outlines specific procedures for public participation that must be followed as part of the comprehensive planning process. On September 17, 2013 the Town Board approved a recommendation from the Zoning and Planning Commission to implement the following public participation elements during the Comprehensive Plan update process:

- **Smart Growth Steering Committee Meetings**
  Monthly Smart Growth Steering Committee meetings were held over the course of the planning process. All Committee meetings were noticed and held as open public meetings, and provided for a public comment period. Some Committee meetings were specifically intended to solicit public input

throughout the meeting, while others were Committee work sessions with a limited public comment period.

- **Community Engagement Session**

  The Town hosted a Community Engagement Session kicking off the Comprehensive Plan update process. At this session, participants were asked to imagine that it was the year 2035 and describe, through a series of directed questions and a visual preference survey, how Ledgeview looks like with respect to five general land use categories: housing, transportation, economic development, parks and recreation, and preservation.

Figure 2: Community Engagement Session. Source: Community Planning & Consulting, 2013.

- **Community Mapping Forum**

  A Community Mapping Forum was held on May 8, 2014 at the Ledgeview Town Offices. The purpose of the meeting was to gather input from residents, elected and appointed officials, and other stakeholders regarding desired future land uses in the community. A graphical brainstorming process known as cognitive mapping was used.

- **Survey**

  The survey was distributed to all Town residents and aimed at gathering preferences related to future land use and development options. Questions were oriented around four broad categories: You and Your Residence/Property; Your Perspective on the Town of Ledgeview; Preferences Regarding Future Development; and, Options for Implementing Community Decisions.

- **Use of Internet**

  The Town shared information and materials on its Web page (www.ledgeviewwisconsin.com) throughout the planning process. In addition to legal posting and publishing requirements, the Town also publicized and promoted the planning process, provided information on upcoming meetings, and supplied the results of meetings, along with draft plan documents and maps.

- **Intergovernmental Cooperation**

  As the Town is adjacent to other towns and incorporated municipalities and there is a significant amount of infrastructure that is the responsibility of other agencies. As required by statute, the Town

has and will provide draft plan materials to adjacent and overlapping governments for review and comment.

- **Public Comment at Plan Commission Meetings**
  The Plan Commission formally acted on the completed draft Comprehensive Plan near the end of the planning process. This was done through a public meeting and provided an opportunity for written public comment to be reviewed by the Plan Commissioners.

- **Formal Public Hearing**
  The Town held one formal public hearing on the draft Comprehensive Plan and the adopting ordinance prior to adoption. All members of the public had an opportunity to present testimony and offer comments at that public hearing. The public hearing was noticed and held per the requirements of Wisconsin Statutes, Section 66.1001.

- **Opportunities for Comments/Responses on the Draft Comprehensive Plan**
  The Town will provide copies of draft plan materials though the Web page, at Town Hall, and by mail in digital format to adjacent and overlapping governments, to owners of property, or to persons who have a leasehold interest in property pursuant to which the persons may extract nonmetallic mineral resources as required by statute, and to members of the participating public as requested. The Town may charge for public copies an amount equal to the costs of time and materials to produce such copies.

  Public comments will be solicited and responded to at every stage of comprehensive plan creation. Steering committee meetings provide an opportunity for oral and written input, and at the public hearing(s) near the end of the process.

  Written comments on the comprehensive plans may also be mailed, faxed, or e-mailed to the Town Clerk. Comments may also be communicated by telephone or in person to Steering Committee members and/or the consultant. The Town will respond to written comments via mail, e-mail, fax, telephone, meeting, and/or through consideration of appropriate changes in the comprehensive plan.

The planning and public participation processes set out to celebrate and protect the diversity of lifestyles and interests within community, build on the strengths of the community in achieving its goals, and guide the future of the town. In order to fulfill this charge, the Steering Committee took seriously the process of engaging residents and businesses in the comprehensive planning process. The Steering Committee's job was not merely to produce a report, but to reach out and collaborate with the community, to educate residents

about planning, and to involve them in developing the plan. These goals stem from the fundamental aim of the planning process: to articulate Ledgeview's community vision for the future.

CHAPTER 1

Issues & Opportunities

Ledgeview
Set your sights high

ISSUES & OPPORTUNITIES

This chapter of the Plan provides demographic trends and background information for the Town. Population changes, household and employment trends and projections, age distribution, education level, and income characteristics provide an understanding of how the Town has changed over the last several decades and how that change relates to surrounding municipalities. This chapter also explores the influence of the regional context in which the Town operates by looking at both its physical location as well as its economic and labor force characteristics as compared to surrounding municipalities.

Finally, this chapter includes the results of the Town's public participation efforts which frame the Town's vision and goals to guide the future development of the Town over the 20-year planning period.

POPULATION TRENDS AND PROJECTIONS

The Town of Ledgeview has experienced significant population growth over the last 60 years. Table 1 shows the census populations of the Town from 1960 to 2010 compared to town and city and village populations for the same timeframe in Brown County. Between 1960 and 1990, the Town grew by fewer than 500 residents. But since 1990, the town has seen an increase of more than 5,000 residents, or a 570 percent increase since 1960. Compared to all towns, villages, and cities in Brown County, the Town of Ledgeview has grown substantially in population.

The information in Table 1 paints the big picture of population distribution over the last five decades. The population trends show that the population of towns, villages, and cities is all growing. It also indicates that in Brown County, the population of towns as a percentage of the total population is holding steady compared to urbanized areas. In both 1960 and 2010, towns comprised just over 12 percent of the County population. This table, however, does not reflect changing densities or amount of land area annexed into cities and villages.

TABLE 1: HISTORIC POPULATION, 1960 – 2015

Municipality	1960	1970	1980	1990	2000	2010	2015*	% Change 1960-2015
Town of Ledgeview	**1,109**	**1,365**	**1,535**	**1,568**	**3,363**	**6,555**	**7,431**	**570%**
Brown County Town Populations	15,296	17,154	18,493	18,740	24,774	31,595	33,271	118%
Brown County City & Village Populations	97,561	141,090	156,787	175,854	202,004	216,781	222,477	128%
Brown County Population	125,102	158,244	175,280	226,778	226,778	248,007	255,376	104%

*Source: U.S. Census and 2009 - 2013 American Community Survey, *Wisconsin Department of Administration 2015.*

Table 2 provides a comparison of population trends for the last 35 years for the Town of Ledgeview and surrounding municipalities. This comparison provides an understanding of the growth of the Town within the Green Bay Metropolitan Area and sets a baseline for future development, redevelopment, and community facilities planning within the Town. What the data shows is that the Town of Ledgeview has attracted a substantial amount of growth over the past 35 years. Map 1: Jurisdictional Boundaries shows the Town in relation to the surrounding municipalities.

TABLE 2: POPULATION TRENDS, 1980 – 2015

Municipality	Population Trends					Change 1980-2015	% Change 1980-2015
	1980	1990	2000	2010	2015*		
Town of Ledgeview	**1,535**	**1,568**	**3,363**	**6,555**	**7,431**	**+ 5,896**	**384%**
Town of Glenmore	1,046	1,057	1,187	1,135	1,131	+ 85	8%
Town of Eaton	1,106	1,128	1,414	1,508	1,566	+ 460	42%
Town of New Denmark	1,420	1,370	1,482	1,541	1,568	+ 148	10%
Town of Rockland	882	974	1,522	1,734	1,776	+ 894	101%
Village of Allouez	14,882	14,431	15,443	13,975	13,790	(1,092)	-7%
Village of Bellevue	4,101	7,541	11,828	14,570	15,047	+ 10,946	267%
City of De Pere	14,892	16,594	20,559	23,800	24,447	+ 9,555	64%
Brown County	175,280	226,778	226,778	248,007	255,376	+ 80,096	46%

*Souce: U.S. Census., *Wisconsin Department of Administration 2015 Preliminary Estimate*

From 1980 to 2015 the Town experienced a 384 percent population growth. The only other municipality with similar growth is the Village of Bellevue, directly to the north. Other surrounding Towns have seen steady population growth which would be expected outside the Green Bay Metropolitan Planning Boundary. The Village of Allouez (northwest) was the only municipality to lose population during the 35-year period.

The significant growth of the municipalities in the outer ring of the City of Green Bay is one indication that the Town of Ledgeview is experiencing heavy competition for land and resources from the increasing demands of a growing region.

Table 3 provides population projections in five-year increments for the 20-year planning period for the Town of Ledgeview as compared to surrounding municipalities. According to the U.S. Census Bureau and the Wisconsin Department of Administration (DOA), the population of the Town of Ledgeview was 6,555 in 2010 and has grown to an estimated 7,431 in 2015. Population projections, provided by DOA, indicate the Town is expected to continue to grow. The projected population, while positive, does increase at a slower rate than the previous 35-year period, but still nearly doubles the town's current population. Similarly, the villages and cities surrounding the Town are also projected to continue the growth trends seen over the previous 35-year period.

MAP 1: JURISDICTIONAL BOUNDARIES

TABLE 3: POPULATION PROJECTIONS, 2015 – 2035

Municipality	2010 Census	Population Projections					% Change 2010 - 2035
		2015	2020	2025	2030	2035	
Town of Ledgeview	**6,555**	**7,455**	**8,590**	**9,710**	**10,810**	**11,760**	**79%**
Town of Glenmore	1,135	1,125	1,155	1,175	1,190	1,185	4%
Town of Eaton	1,508	1,545	1,640	1,730	1,815	1,870	24%
Town of New Denmark	1,541	1,565	1,645	1,715	1,780	1,820	18%
Town of Rockland	1,734	1,780	1,930	2,075	2,210	2,310	33%
Village of Allouez	13,975	13,810	14,030	14,150	14,200	14,030	0%
Village of Bellevue	14,570	15,080	16,480	17,840	19,140	20,150	38%
City of De Pere	23,800	24,450	26,260	27,950	29,550	30,700	29%
Brown County	248,007	254,550	270,720	285,650	299,540	308,730	24%

Source: Wisconsin DOA Population Projections 2010-2040, 2013. 2015 Preliminary Estimates not used.

The population projections are useful for the long-term planning efforts related to land use, housing, transportation, and community facility planning for the Town. However, the projections are based on historical growth patterns and the composition of the current population. In order to be both accurate and reliable, the Town must continue the growth trends of the past. In a similar fashion, the Town must also consider the projected population growth (or decline) of surrounding municipalities in planning for its own long-term well-being. Land use demands related to population growth are further analyzed in Chapter 2.

HOUSEHOLD TRENDS AND FORECASTS

According to the *U.S. Census Bureau*, a "household" consists of all people who occupy a "housing unit," which is recognized as a house, apartment, or other group of rooms. Households include related family members and all unrelated people who share a housing unit. A person living alone in a housing unit, or a group of unrelated people sharing a housing unit, such as partners, is also counted as a household.

TABLE 4: HOUSEHOLD CHARACTERISTIC COMPARISONS

Municipality	Total Housing Units	Total Households	Average Household Size	Median Value Owner Occupied Units	Median Rent
Town of Ledgeview	**2,689**	**2,565**	**2.66**	**$ 258,800**	**$ 875**
Town of Eaton	552	507	2.82	$ 220,200	$ 938
Town of Glenmore	412	406	2.58	$ 169,000	$ 793
Town of New Denmark	601	572	2.78	$ 204,100	$ 829
Town of Rockland	570	546	3.09	$ 284,800	$ 956
Village of Allouez	5,668	5,298	2.37	$ 154,200	$ 848
Village of Bellevue	6,304	5,940	2.47	$ 173,100	$ 743
City of De Pere	9,374	9,020	2.44	$ 168,700	$ 812
Brown County	105,151	98,962	2.46	$ 158,700	$ 699

Source: 2009-2013 American Community Survey

Table 4 present's household and housing unit characteristics for 2010 and compares the Town of Ledgeview to the municipalities surrounding it. In 2013 the average household size for the Town (2.66) met the average for the surrounding communities (2.65), but was higher than Brown County (2.46).

There are two major categories of households, "family" and "nonfamily." A family is a group of two or more people (one of whom is the "householder") related by birth, marriage, or adoption and residing together. A family household is a household maintained by a householder who is in a family, and includes any unrelated people who may be living there. A nonfamily household consists of a householder, or single person living alone or where the householder shares the home exclusively with people to whom he/she is not related. The Town had 2,689 housing units in 2013 with 2,565 total households. This indicates that approximately 95 percent of the total housing units were households, occupied by two or more people.

The median value of owner-occupied units in the Town of Ledgeview is $258,800. This was well above the average as compared to most surrounding municipalities and $100,000 more than Brown County's median value.

Table 5 presents a housing occupancy characteristic comparison. Within the Town, the number of single-family units (66.8%) and the percent of owner occupancy (62.3%) are much lower than the surrounding towns, but match the Village of Bellevue, City of De Pere, and Brown County. Approximately 15 percent of the Towns total housing units are 2-unit structures (not shown), which again is comparable to the urbanized communities of Bellevue and De Pere. The number of single-family person households is also similar to the neighboring villages and cities. All these factors combined is indicative of a community that is urbanizing, and diversifying its housing stock.

TABLE 5: HOUSING OCCUPANCY CHARACTERISTICS COMPARISON

Municipality	% Single Person Household	% Vacant Housing Units	% Owner Occupied	% Single Family Units*
Town of Ledgeview	**24.0%**	**4.6%**	**62.3%**	**66.8%**
Town of Eaton	11.2%	8.2%	88.2%	98.0%
Town of Glenmore	17.5%	1.5%	87.9%	93.2%
Town of New Denmark	15.6%	4.8%	91.4%	97.5%
Town of Rockland	8.8%	4.2%	91.9%	96.5%
Village of Allouez	29.0%	6.5%	83.8%	83.9%
Village of Bellevue	26.4%	5.8%	63.9%	58.6%
City of De Pere	29.6%	3.8%	62.6%	66.8%
Brown County	28.1%	5.9%	66.3%	69.1%

*Souce: 2009-2013 American Community Survey (Estimate), *Includes both 1-unit detached and 1-unit attached*

Table 6 provides household projections for the 20-year planning period. These projections reflect the substantial projected growth in population for the Town and steady growth of surrounding municipalities. The projections are used to estimate future demand for additional housing units. A 92 percent growth in households indicates that the Town will need to plan for more than 2,000 new households by 2035. Given the existing household and housing occupancy characteristics, there will also likely be demand for a wider range of household types based on various age, income, and lifestyle variables of future populations.

TABLE 6: HOUSEHOLDS PROJECTIONS, 2015 – 2035

Municipality	2010 Census	Households Projection					% Change 2010 - 2035
		2015	2020	2025	2030	2035	
Town of Ledgeview	**2,442**	**2,853**	**3,323**	**3,793**	**4,265**	**4,697**	**92.3%**
Town of Eaton	548	577	619	659	699	729	33.0%
Town of Glenmore	405	412	428	440	450	454	12.1%
Town of New Denmark	561	585	622	655	686	710	26.6%
Town of Rockland	595	627	688	747	803	850	42.9%
Village of Allouez	5,432	5,523	5,671	5,759	5,814	5,778	6.4%
Village of Bellevue	5,876	6,247	6,902	7,545	8,176	8,714	48.3%
City of De Pere	9,254	9,778	10,615	11,383	12,115	12,675	37.0%
Brown County	98,383	103,650	111,329	118,407	125,165	130,268	32.4%

Souce: 2010 U.S. Census & Wisconsin Department of Administration, 2013

AGE, GENDER, AND RACE CHARACTERISTICS

Table 7 provides the age and gender characteristics for the Town and surrounding area, while Table 8 presents age cohort forecasts for Brown County through 2035. The Town's median age is the lowest when compared to surrounding municipalities, including Brown County. The Town displays a lower than average percent of the population over 65 years old (6.8%) and an average gender distribution (50.9%).

TABLE 7: AGE, GENDER, AND RACE CHARACTERISTICS

Municipality	Median Age	% under 18	% over 65	% Female	% White
Town of Ledgeview	**33.2**	**32.0%**	**6.8%**	**50.9%**	**91.5%**
Town of Glenmore	44.0	22.5%	10.4%	47.9%	99.1%
Town of Eaton	38.0	25.9%	9.6%	48.4%	100.0%
Town of New Denmark	39.4	26.4%	10.6%	45.3%	95.8%
Town of Rockland	41.1	28.5%	8.9%	50.8%	97.6%
Village of Allouez	40.5	20.7%	16.2%	45.9%	87.3%
Village of Bellevue	35.9	25.4%	10.8%	49.9%	90.9%
City of De Pere	33.9	24.6%	11.0%	50.5%	91.5%
Brown County	36.4	24.7%	11.9%	50.4%	88.4%

Source: 2009 - 2013 American Community Survey

TABLE 8: BROWN COUNTY AGE COHORT FORECASTS, 2015 - 2035

Brown County	Under 5	5 - 19	20 - 64	65 +
2010 Census	17,167	51,726	150,325	28,789
2015	17,190	51,250	152,260	33,850
2020	18,610	54,170	156,290	41,650
2025	19,240	57,180	158,600	50,630
2030	19,740	59,840	160,610	59,350
2035	19,570	61,420	163,470	64,270

Source: Wisconsin Department of Administration, 2013

The age characteristics have important implications for education, service, housing, and transportation needs. The Town of Ledgeview population is becoming younger and more diverse, demanding housing which balances the amount of existing single-family homes. The demographic changes are more representative of the villages and cities to its west and north, and a derivation from the rural towns to its east and south. Younger populations tend to demand more services including housing variety, municipal services, and transportation choices.

EMPLOYMENT TRENDS

The Town's labor force is the portion of the population age 16 and over that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. Table 9 shows the percentage of the Town's labor force employed by sector. Nearly one-third of the Town's labor force is employed in the educational, health care, and social services industries.

TABLE 9: LABOR FORCE CHARACTERISTICS

Occupational Group	Town of Ledgeview % of Labor Force	Brown County % of Labor Force
Agriculture, Forestry, Fishing, Hunting, and Mining	1.9%	1.8%
Construction	3.4%	4.8%
Manufacturing	16.3%	18.0%
Wholesale Trade	4.1%	3.2%
Retail Trade	7.3%	11.1%
Transportation, Warehousing, & Utilities	7.4%	6.5%
Information	2.8%	1.8%
Financial & Insurance, Real Estate, Rental, & Leasing	5.4%	7.7%
Professional, Scientific & Management, Administrative, & Waste Management Services	12.1%	7.3%
Educational Services, Health Care, & Social Assistance	27.3%	21.1%
Arts, Entertainment & Recreation, Accommodation, & Food Services	5.5%	9.6%
Other Services, Except Public Administration	4.2%	4.0%
Public Administration	2.2%	3.3%

Source: 2009 – 2013 American Community Survey

The Town's labor force is fairly reflective of Brown County's labor force. Commonalities exist in that the educational, health care, and social services are the highest percentage of both labor forces while agriculture, forestry, fishing, hunting, and mining are the lowest.

The Town has slightly more of its labor force in the education, health care, and social assistance, and professional and management services than the County, indicating a well-educated and well-employed Town population. The County has a higher percentage of its labor force in the financial, insurance, and real estate, retail trade, and manufacturing industries that the Town, indicating an employment base gear more towards providing services, accommodations, and entertainment.

Of the 25 top employers in Brown County, five are included in the professional, management, or finance industries, seven in the education and health care services, and four are in manufacturing or other physical labor positions. Some top employers include Associated Bank, Bellin Health, Northeast Wisconsin Technical College, Shopko Stores, RR Donnelley, Wisconsin Public Service Corporation, and Oneida Casino.[1]

EDUCATION AND INCOME

Educational attainment is a variable used to measure a community's labor force potential. According to the most recent American Community Survey (ACS), 95 percent of the Town's population age 25 and over attained a high school diploma or higher and more than 40 percent have at least a bachelor's degree. These are the highest percentages as compared to the surrounding municipalities. Table 10 presents education-related statistics for the Town and surrounding area.

TABLE 10: EDUCATIONAL ATTAINMENT

Municipality	% High School Graduate or Higher	% Bachelor's Degree or Higher
Town of Ledgeview	**95.1%**	**43.4%**
Town of Glenmore	92.3%	15.7%
Town of Eaton	92.3%	13.0%
Town of New Denmark	92.3%	19.5%
Town of Rockland	95.2%	35.4%
Village of Allouez	91.4%	40.3%
Village of Bellevue	88.2%	23.8%
City of De Pere	95.5%	35.0%
Brown County	90.4%	26.8%
Source: 2009-2013 American Community Survey		

[1] WorkNET, Wisconsin's Large Employer Search, Brown County http://worknet.wisconsin.gov/worknet/largemp.aspx?menuselection=emp&area=009. Accessed March 20, 2015

Table 11 presents income characteristics. According to the ACS, the Town's median household income is slightly higher than its neighbors and significantly higher than Brown County. The per capita income for the Town was higher than all surrounding communities except the Town of Rockland, which is parallels. The per capita income is defined as the total personal income, divided by the total population. This is used as a measure of the wealth of the population, and indicates that the Town's residents are a bit wealthier than the rest of this portion of the County.

TABLE 11: INCOME COMPARISON

Municipality	Median Household Income	Per Capita Income
Town of Ledgeview	**$ 77,033**	**$ 38,284**
Town of Eaton	$ 80,179	$ 28,540
Town of Glenmore	$ 67,500	$ 29,881
Town of New Denmark	$ 71,000	$ 28,838
Town of Rockland	$ 86,563	$ 32,506
Village of Allouez	$ 63,756	$ 30,126
Village of Bellevue	$ 55,354	$ 28,542
City of De Pere	$ 56,601	$ 26,957
Brown County	$ 53,119	$ 27,787

Source: 2009-2013 American Community Survey

REGIONAL INFLUENCES AND OPPORTUNITIES

According to Wisconsin Department of Workforce Development, in 2013, out of 72 counties, Brown County was ranked third for projected population change between 2010 and 2040 in Wisconsin. It is estimated that more than 80 percent of the Green Bay Metropolitan Statistical Area (MSA) population is currently living within Brown County, which increased in population (2.5 percent), compared to the state (1.0 percent), between 2010 and 2013.[2] This figure is not surprising. The region offers an abundance of unspoiled natural resources, recreational opportunities, a strong and diverse global and local economic base, access to education, a thorough transportation network, urban environments for entertainment, and a plethora of week and weekend tourist attractions.

The town of Ledgeview has been and will continue to be influenced by the natural, cultural, and economic conditions of Brown County and the larger surrounding region. Understanding these influences is an important part of identifying the opportunities and challenges that the Town will face over the next 20 years. Map 2 illustrates some of these regional influences.

[2] *2014 Greater Green Bay Fact Book*. Greater Green Bay Chamber. www.titletown.org. p.6b

Green Bay Metropolitan Area

The City of Green Bay is the third largest city by population in Wisconsin. The greater Green Bay area lies within 150 miles of Wisconsin's other largest cities – Milwaukee and Madison – and within a half day's drive of Chicago, Dubuque, and Minneapolis. Expansion of the Green Bay MSA is increasingly south along the U.S. Highway (US) 41 corridor, leading to the Fox Valley, a major employment, economic, and education region of the state. Its relationship with the greater Green Bay region influences land use and economic policies in Brown County its influence is likely to impact things like housing, economic development, and transportation policies in the Town of Ledgeview. Proximity to major population and employment centers in the region is a critical asset for the Town which is likely to benefit from the exchange of people, money, commodities, and information found in urban areas. Understanding and managing this relationship will be critical moving forward.

Access to Transportation Networks

One of the greatest strengths of the Town of Ledgeview is its interconnectedness to the broader regional economy. Map 2 illustrates a near-seamless labor market that extends from the Fox Valley to Green Bay along US 41. The US 41 corridor presents significant opportunities in a number of prime industry sectors, and also facilitates ease of mobility between communities and across county lines. As such, a significant number of Brown County residents commute to employment outside of the county each day or that similar numbers of residents from outside the county are employed by local firms. As Ledgeview grows, it will have to take into consideration the ease of access both to and from US 41 and the opportunities it presents for commuters and the local economy.

Similarly, on the east end of Ledgeview, Interstate Highway (I-) 43 provides access to the regional transportation network which runs roughly 100 miles south to Milwaukee. Very limited development exists along I-43 between Manitowoc and Ledgeview, including the CTH MM interchange with I-43 in Ledgeview. Access to the Interstate as well as the potential opportunity to develop along it, gives Ledgeview a prime tool for attracting and retaining employers and other high-end development.

Natural and Recreational Assets

The Town of Ledgeview is situated atop the Niagara Escarpment and near the center of Brown County. Although on the edge of the rapidly growing Green Bay area, the Towns natural landscape has remained relatively undisrupted by development. The East River meanders through the lower portions of the Town while the escarpment presents million dollar views of Green Bay. Other natural areas in the Town include Fonferek's Glen County Park, Kittel Falls, the Fox River, Bower Creek, and the woodlands and wetlands associated with these resources. Further beyond the Town boundaries, Lake Michigan and its shoreline, Door

MAP 2: REGIONAL INFLUENCES

County, and the north woods attract tourists to and through the region. As Brown County continues to grow, the Town will have to balance development with the desire to preserve its recreational, natural, and open space assets.

ISSUES RAISED THROUGH PUBLIC INVOLVEMENT

As outlined in the introduction, a number of community meetings and surveys were issued as part of the public involvement process for this plan. The Town Board and Plan Commission members and the public at large provided input on community issues in various formats and at various times during the process. The Key Planning Issues resulting from the combination of public involvement events are outlined below. Detailed information from each survey and meeting is also presented in this section, below.

KEY PLANNING ISSUES

- *Residential growth creating pressure for commercial development*
- *The quality and quantity of multi-family residential needs stronger guidelines*
- *Agricultural operations are alive and well*
- *The ledge and environmental assets need to be prioritized for conservation*
- *Transportation network lacking multi-modal accommodations*
- *Tools needed to spark commercial & business development*
- *Development priorities include I-43 area, Olde School Square, and CTH GV corridor*

Town Officials, Key Planning Issues

A survey on key planning issues was provided to members of the Town Board and Plan Commission. The survey asked Town officials to answer a series of questions related to existing conditions in the Town and the growth, development, or redevelopment potential for the Town. Responses are summarized below. The verbatim results of the survey can be found in Appendix C.

The overall theme of survey respondents was that the comprehensive plan is of limited usefulness for making decisions because it is a boiler plate document and is not applicable to the town. Having previously been

adopted by the County, it does not differentiate enough from other County plans and does not specify the needs and issues applicable to the Town. Recommendations tend to be too broad and are difficult to implement because the overall vision of the town is not clear. In addition to an update for the comprehensive plan, tools to help implement the comprehensive plan's recommendations are needed so the Town can be more proactive rather than reactive to the regional growth pressure it's facing.

The rural nature of the Town is among the most important, and defining, characteristics of the community. Physically, the ledge and natural features including the East River and Bower Creek define portions of the Town. Large expanses of agricultural lands and open space also provide defining characteristics which make the Town desirable. However, very few protections are in place to preserve the ledge from development. As a result, there is fear that scenic views will be purchased by private owners, and a loss of rural identity will occur as more farmland is converted to residential development. There is a desire to use the topography and unique parkland areas as a marketing tool to attract local outdoor activists and groups as well as provide local green infrastructure consisting of trails, viewsheds, pocket parks, and other elements for the community. Respondents agreed that a conservancy, natural resource, or other open space plan should be developed in the near future to preserve significant environmental features in the Town.

The Town has been, and is expected to continue to see a rapid increase in residential development. Most respondents think Ledgeview has a good mix of housing typologies to support the population increase. Currently, the Town is comprised of approximately 60 percent single-family detached housing units, which is a historically low percentage for the Town. As such, the Town desires strong, consistent, standard development guidelines and expectations that will ensure new multi-family housing is high-quality and cited properly. Mixed-residential developments or neighborhoods is a desired approach for future residential development.

Currently, the Town is comprised of approximately 60 percent single-family detached housing units, which is a historically low percentage for the Town. As such, the Town desires strong, consistent, standard development guidelines and expectations that will ensure new multi-family housing is high-quality and cited properly.

Despite the rapid residential growth, limited commercial development has occurred in Ledgeview. There is a strong desire for commercial and business development in the community to complement the residential growth. Respondents indicated the Town lacks business and commercial development because it needs additional tools or incentives to achieve the desired amount and type. The key economic development areas were identified as the CTH GV Corridor, the Ledgeview Business Park at I-43, and Olde School Square.

There is also a desire to support a complete streets policy in order to improve pedestrian and bicycle accommodations throughout the town. While existing roads are currently good for automobile and truck travel, they do not do enough to provide opportunities for non-motorized users. New roads should also have uniform streetscaping established by design standards in order to enhance the look of the community, much like CTH GV does. Likewise, the off-street trail system should be expanded in all new development and as separate town projects.

Community Survey

To kick off the plan update process, the Town distributed a Community Survey to each household in the community. The survey entailed 27 questions aimed at gathering preferences related to future land use and development options. The questions were oriented around four broad categories: You and Your Residence/Property; Your Perspective on the Town of Ledgeview; Preferences Regarding Future Development; and, Options for Implementing Community Decisions. A number of issues resulting from the survey are listed below. Appendix B contains tabulated survey results.

1. Half of respondents indicated they have lived in the Town less than 10 years.
2. Nearly 80-percent indicated they reside in a single-family house.
3. Quality of schools, cost and quality of housing, and proximity to natural areas and scenic views are among the highest ranking reasons people have chosen to live in Ledgeview.
4. Quality development and maintaining road infrastructure are among the top priorities for current residents.
5. Local, small-scale restaurants were ranked as the most desirable types of new development desired by current residents.
6. High quality air and groundwater were ranked as the most important natural features to protect within the town.

Community Engagement Session

On November 12, 2013 the Town of Ledgeview hosted a Community Engagement Session kicking off the process of updating the community's Comprehensive Plan. The event was held at the De Pere Middle School and was attended by more than 40 residents, landowners, and town officials.

During the visioning session, attendees participated in an exercise intended to visualize Ledgeview's ideal future. Participants were asked to imagine that it was the year 2035 and describe, through a series of directed questions, how Ledgeview looks like with respect to five general land use categories: housing, transportation, economic development, parks and recreation, and preservation. When participants completed the visioning

portion of the meeting they were asked to participate in a nominal group scoring process during which each person was given three green adhesive dots and asked to place them onto the wall graphic next to the vision or visions they deemed most important. The top ten visions developed during the Engagement Session appear below. Appendix B contains a complete summary of the meeting.

Figure 3: Residents participate in the Community Engagement Session by highlighting elements they feel are most important for the Town. Source: Community Planning & Consulting 2013.

1. Maintain low property taxes.
2. Maintain strong school system.
3. Incorporate community gardens into the park system.
4. Focus on single-family housing.
5. Continue to develop Olde School Square.
6. Assume more local control over future of the community.
7. Consider incorporating as a village.
8. Provide technology infrastructure (wi-fi, broadband, etc.).
9. Control light pollution.
10. Incorporate more 'green' housing.
11. Create walkable neighborhoods and a walkable community.
12. Encourage a southern bridge across the Fox River.

Community Mapping Forum

A Community Mapping Forum was held on May 8, 2014 at the Ledgeview Town Offices. The purpose of the meeting was to gather input from residents, elected and appointed officials, and other stakeholders regarding desired future land uses in the community. A brainstorming process known as cognitive mapping was used.

Cognitive mapping is a planning tool that can aid in determining desired future development patterns in a community. During the first phase of the exercise, participants were asked to express their attitudes about the Town as it exists today. They did so by identifying on a map of the community the places they most frequently visit, areas they find desirable and undesirable, and places with special meaning. The results were then used to develop a Composite Attitude Map. The second part of the exercise focused upon individual visions for the future. Participants were asked to identify on a second map those places in Ledgeview they would like to see preserved and those where various types of future development should occur. This resulted in the development of a Majority Opinion Map.

The Composite Attitude Map reveals that:

- The most frequently used roads in Ledgeview are: Dickinson Road west of Lime Kiln Road, Lime Kiln Road north of Dickinson Road, CTH GV, CTH X, and Ledgeview Road.
- Traffic concerns exist at the intersections of CTH V and Copper Lane; CTH G and Bower Creek Road; and, at CTH GV and CTH X.
- The most scenic places in the community are located along Scray Hill Road, Dutchman Road, and CTH G, as well as east of Limestone Trail and between Dickinson Road and Ledgeview Road west of CTH GV.
- The most popular places for people to walk and ride a bike include: Sportsman Drive, Cottonwood Lane, Creamery Road, Scray Hill Road, Whisper Lane, and Dickinson Road.
- Favorite parks included Ledgeview Park, Scray Hill Park, and Fonferek's Glen County Park.
- The most attractive residential development occurs in areas adjacent to the Niagara Escarpment near Limestone Trail and near the intersection of Euro Lane and Peso Lane.
- The most attractive commercial area is located in Olde School Square.

The Majority Opinion Map reveals that:

- A number of areas are desirable locations for large parks and preserved open space, including: the East River corridor; the Bower Creek corridor; an area southwest of the intersection of CTH G and CTH V; and, and area south of the intersection of CTH G and Ledgeview Road.
- Sustainable, or 'green', subdivisions are desired southeast of the intersection of CTH GV and XTH X and in a large area northwest of the intersection of CTH G and CTH V.
- A senior housing community would be appropriate along CTH GV south of CTH X.
- Future commercial development is desired along CTH MM east of CTH V and surrounding the intersection of Creek End Lane and Elm View Road.
- Additional areas for industrial development exist east and northeast of Interstate 43.
- Streetscaping and Mixed-Use development is desired along CTH GV south to CTH X.
- Hiking, biking, and Nordic skiing trails are desired within Ledgeview Park and Scray Hill Park.
- Community gardens would be appropriate within a number of current and future parks.
- Pedestrian and bicycle trails should be located along CTH G, CTH V, CTH MM, CTH GV, and CTH X (among others), and connect to the East River and Fox River Trails.

Results of the Community Mapping Forum provide insight on community issues and desires. Foremost, they provide the foundation for formulating goals, objectives, policies, programs, and recommendations for the Town's future.

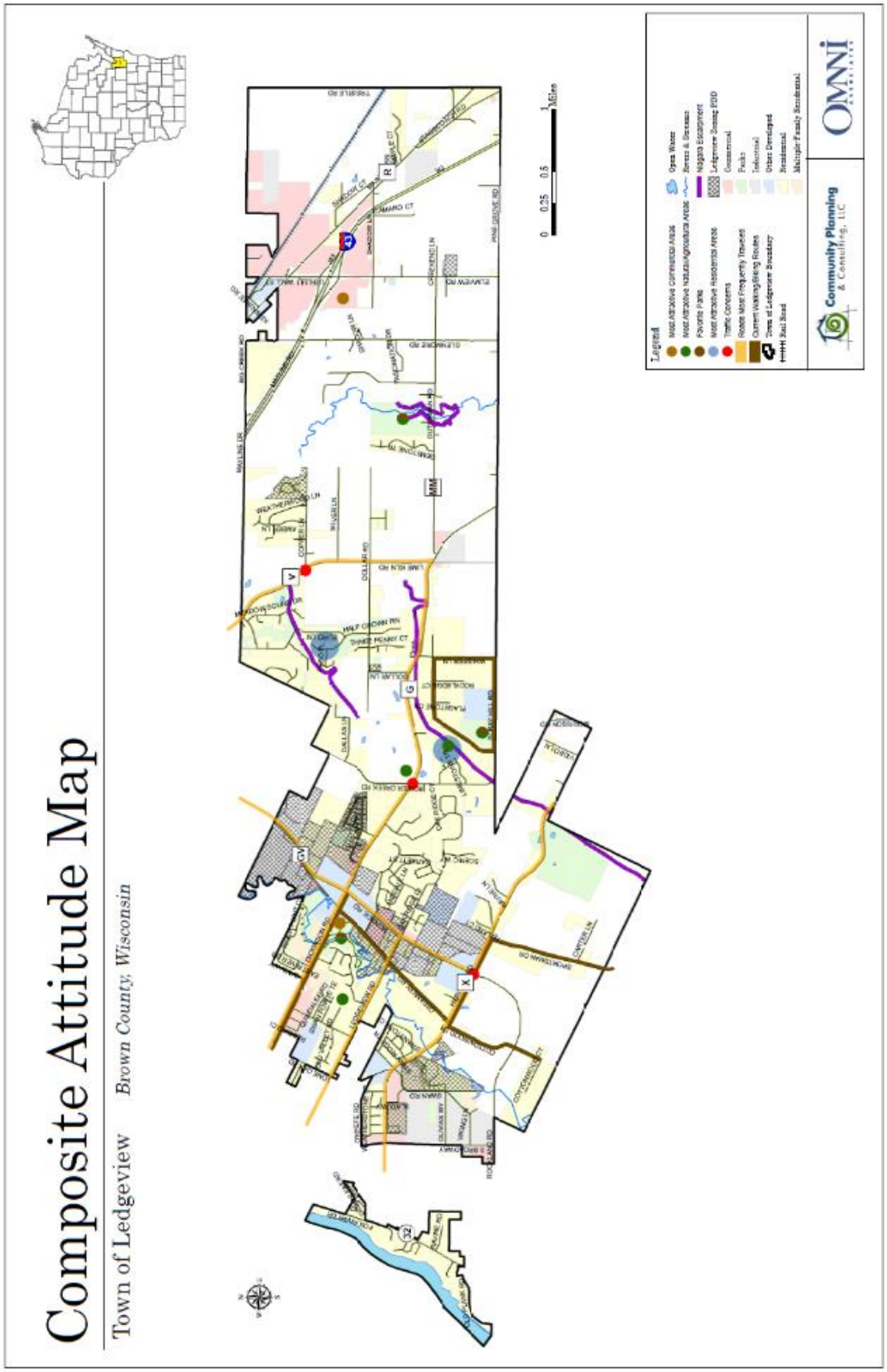

Figure 4: Composite Attitude Map. Source: Community Planning & Consulting, Inc., 2014

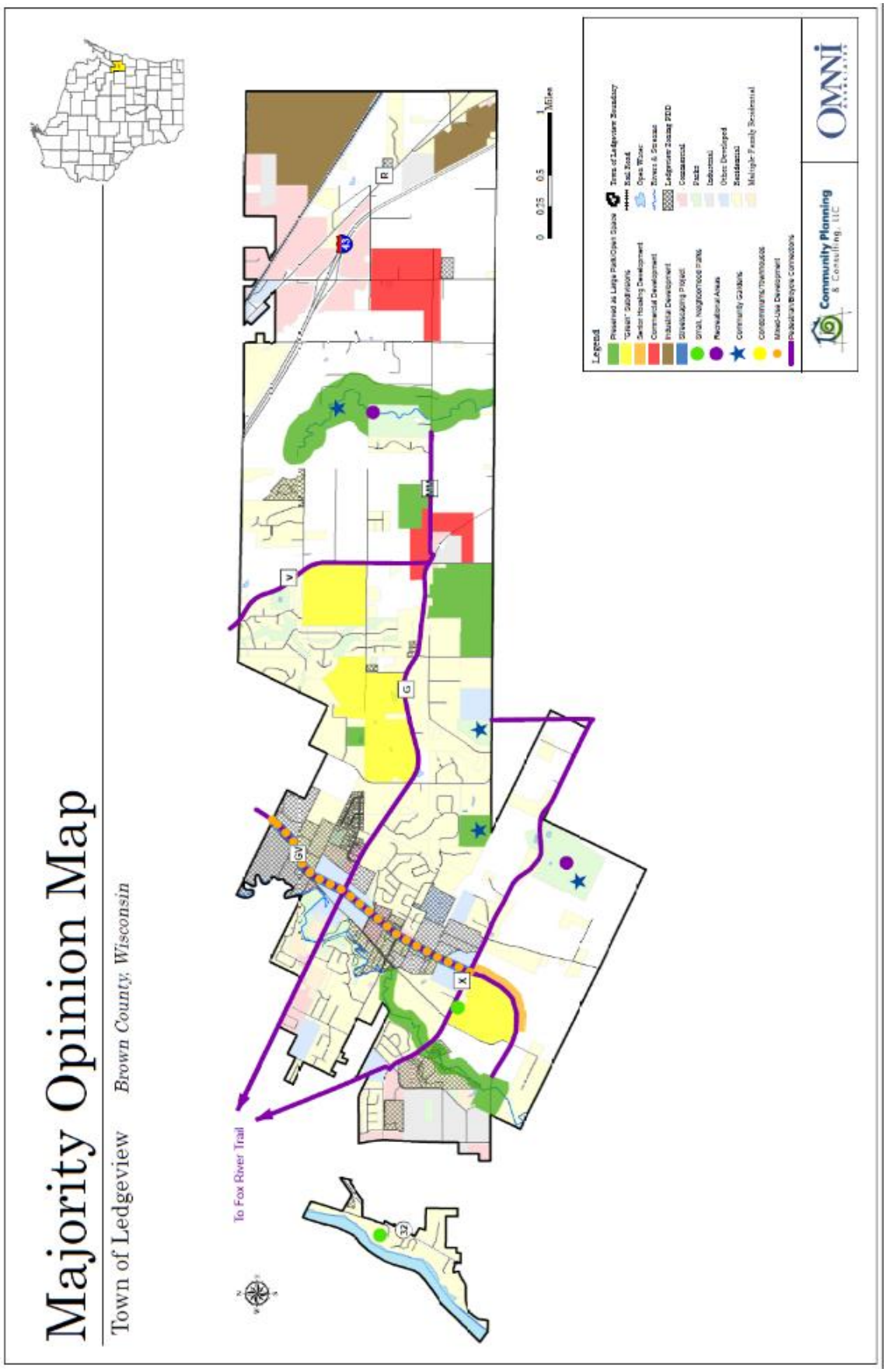

Figure 5: Majority Opinion Map. Source: Community Planning & Consulting, Inc., 2014

TOWN GOALS, OBJECTIVES, POLICIES, PROGRAMS & RECOMMENDATIONS

Each chapter of this Comprehensive Plan includes goals, objectives, policies, programs, and recommendations that will provide a framework and policy guidance for the Town Board and Plan Commission members, town residents and staff members, and other stakeholder groups for the next 20+ years. Goals, objectives, policies, programs, and recommendations are defined as follows:

Goals are broad and general expressions of the Town's aspirations, towards which this Comprehensive Plan is directed. Goals tend to be ends rather than means.

Objectives are more specific targets, derived from goals and necessary actions to achieve those goals. While still general in nature, objectives are more precise, concrete, and measurable than goals.

Policies are rules or courses of action necessary to achieve the goals and objectives they are derived from. Policies are precise and measurable.

Programs are a system of projects or services necessary to achieve plan goals, objectives, and policies.

Recommendations provide detailed information regarding how to implement objectives policies, and programs.

COMPREHENSIVE PLAN VISION STATEMENT

A vision statement is an expression of the general direction the community wishes to take over the next 20 years. All goals, objectives, policies, programs, and recommendations address kay planning issues and to implement this Comprehensive Plan are consistent with this vision. The vision reflects what the Town desires to achieve over the next 20 years and what the Town envisions it will look like and operate both during the planning period time and in 2035.

COMPREHENSIVE PLAN VISION STATEMENT

The Town of Ledgeview is positioned at the gateway to northern Wisconsin and Door County; historically anchored by the city of Green Bay, but increasingly linked to the Fox Valley area. We are a growing community located on the Niagara Escarpment between the Fox River and Interstate 43, and offer a unique balance of comfortable living, commerce, and agricultural heritage. Ledgeview is a community of choice for families and businesses and a premier sustainable place to live, work, shop, and play.

Our predominantly single-family neighborhoods will remain safe, attractive, and connected. We are sustained by generational diversity, and have established a memorable community image that builds on the Town's small town atmosphere and natural amenities. Our location and lifestyle affords convenience and flexibility while reflecting the agrarian/rural identity of the Town and evoking a sense of community.

The Town enjoys a robust network of parks, trails, and natural landscapes. We are dedicated stewards of our significant natural features—particularly the "the Ledge"—and are focused on maintaining Ledgeview's scenic character to assure future public enjoyment of these valuable resources.

We preserve farming as a valuable way of life in Ledgeview, and sustain productive farmland for continued agricultural use and to foster our historic rural character.

Ledgeview enjoys a competitive cost of living, and an attractive business environment. The Town is a partner with residents and businesses to develop a stable and diverse economic base, relieving property tax burdens and offering ample employment and entrepreneurship opportunities. We collaborate with our neighboring communities to provide high-quality and efficient services for our residents and businesses. We cultivate family-supporting careers, and offer an ideal "home base" for experiencing northeastern Wisconsin.

The Town of Ledgeview is a place where residents and businesses can set their sights high.

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CHAPTER 2

Land Use

Ledgeview
Set your sights high

LAND USE

This chapter contains a compilation of background information, goals, objectives, policies, and recommendations to guide future development, redevelopment, or preservation of public and private lands within the Town of Ledgeview. A listing of the amount, type, intensity, and net density of existing uses of land in the town including residential, agricultural, commercial, industrial, and several other uses is contained in this chapter. The Land Use chapter also analyses trends in the supply of land, makes projections on future demands, and outlines existing and potential land use conflicts.

According to the Brown County Planning Commission, there has been a substantial amount of development in Brown County since 1980. Table 12 presents this data as a comparison of change in developed land for cities, towns, and villages within the county. According to the data, the amount of developed land in towns has doubled from 8 percent to 16 percent since 1980. This occurred at the expense of approximately 5,000 acres, or 2 percent of town land lost to annexation.

TABLE 12: CHANGE IN DEVELOPED ACREAGE, BROWN COUNTY 1980-2015

Municipality	1980		2000		2015		Total Acreage Change 1980-2015	
	Developed Acres	Total Acres	Developed Acres	Total Acres	Developed Acres	Total Acres		
Towns	18,087 (8%)	228,004	29,765 (13%)	224,810	35,186 (16%)	223,211	(4,793)	-2%
Cities	19,270 (55%)	34,880	27,115 (75%)	36,315	27,973 (75%)	37,448	2,568	7%
Villages	21,623 (27%)	79,680	38,870 (48%)	81,184	42,596 (52%)	81,967	2,287	3%
Brown County	58,980 (17%)	342,564	95,750 (28%)	342,309	105,755 (31%)	342,626	62	0%

Source: Brown County Planning Commission

EXISTING LAND USE

The countywide data shows the development trends in Brown County over the past 35 years. However, in order to plan for the future use of land in Ledgeview, a closer look at specific land uses is needed. 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 2010 for the Town of Ledgeview. Using that data as a baseline, existing land uses were updated to reflect current conditions. Below, the various land use categories were broken down by acreage. Table 13 describes the land use composition of the Town and Map 3: Existing Land Use shows the distribution of land uses within the Town.

Since 2002, the Town of Ledgeview has lost 367 acres.[3] This land was annexed into the City of De Pere to the west and Village of Bellevue (incorporated from the town of Bellevue in 2003) to the north. According to the Brown County Planning Commission, the Village of Bellevue has seen a 23 percent increase in developed land over the past 30 years.[4]

TABLE 13: TOWN OF LEDGEVIEW LAND USE ACREAGE

Land Use	2002 Acres	2010 Acres	2015 Acres	2015 % of Total	Change 2002 - 2015	% Change
Agricultural	4,947	4,887	4,866	45%	(81)	-1.63%
Single-Family Residential	1,873	1,707	1,822	17%	(51)	-2.70%
Two-Family Residential	19	76	88	1%	69	366.35%
Multi-Family Residential	69	85	92	1%	24	34.52%
Commercial	121	115	112	1%	(9)	-7.16%
Extractive (Mining, Quarry, Sand Pit)	321	407	407	4%	85	26.54%
Industrial	117	96	98	1%	(19)	-16.31%
Transportation	835	20	20	0%	(815)	-97.63%
Utilities	17	28	30	0%	13	76.01%
Governmental/Institutional	97	97	102	1%	4	4.53%
Outdoor Recreation	304	614	625	6%	321	105.53%
Natural Areas	614	843	840	8%	227	36.93%
Woodlands	1,493	1,644	1,637	15%	144	9.66%
Land Under Development/Vacant	406	220	126	1%	(281)	-69.07%
Total*	**11,233**	**10,837**	**10,865**	**100%**	**367**	**-3.27%**

Source: Brown County LIO, Mead & Hunt, Inc., 2015

**Does not include Surface Water*

Residential

Of the developed land uses, residential land use is the dominant category, comprising nearly 20 percent of the Towns total acreage. Currently, the Town has 2,002 acres devoted to residential land use, which is 134 acres more than in 2010. Since 2002, the amount of Land Under Development has decreased as primarily single-family residential has filled out those lots. The presence of developable land, availability of public services, and the Town's adjacency to the City of De Pere have helped drive residential development in Ledgeview.

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 multi-family units added, creating a range of

[3] Brown County LIO Land Use Inventory 2010, 2009 Ledgeview Comprehensive Plan, & Mead & Hunt, Inc. 2015.
[4] Brown County Comprehensive Plan 2015 Update (draft), Accessed March 9, 2015.

housing options within this part of the Town. East of Bower Creek Road, the existing homes are more rural in nature with larger lots and a much less dense development pattern. However, pressure for more intensive residential development is beginning to occur in this area. The farthest western part of the Town along the Fox River contains a number of very large single-family homes.

Figure 6: An existing single-family residential neighborhood in the Town. Image: Mead & Hunt, Inc.

There are a number of recently platted residential subdivisions that are currently on the market but filling up fast, including a large development containing over 100 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's Glen County Park, and east of Bower Creek Road south of the Ledgeview Golf Course. All of the subdivisions will contain almost entirely single-family homes. The Mystery Valley subdivision at the northeast of the intersection of Monroe Road (CTH GV) and Oak Ridge Circle is also proposed to contain commercial activities along CTH GV to complement the single-family and duplex uses that have already been developed.

Agricultural

The development of Ledgeview is uniquely influenced by "the Ledge" which runs primarily north-south through the central portion of the town. As one moves from west to east across town, the more the land is retained as agricultural. Currently, the Town has 4,866 acres of agricultural lands and buildings (barns, silos, etc.). This represents 45 percent of existing land within the town. While this is a substantial number, it is also a decrease of 42 percent from the 1980 total of 8,341 acres of agricultural land, a common trend among Brown County's towns.

As land continues to develop in the Town, a balance will needed between the amount of land preserved for agriculture and the amount dedicated for urban development.

Commercial

Commercial land uses occupy 112 acres, or one percent of Town land. 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, which primarily serve local residents of both the City of De Pere and Town of Ledgeview. Continuing east, Olde

School Square, a unique Neighborhood Center containing independent small scale retail and restaurants, is developing where CTH G intersects Creamery Road.

CTH GV (Monroe Road) is experiencing new commercial activity as the Village of Bellevue and Town of Ledgeview grow along this artery. Increased traffic associated with improvements to CTH GV and the future extension of CTH GV over the Fox River will support additional commercial development along this corridor.

Figure 7: Image: Mead & Hunt, Inc.

The I-43/CTH MM interchange contains a gas station/fast food restaurant and a full service truck stop 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 local residents primarily located north of I-43.

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

Industrial

Industrial land uses occupy 98 acres, or one percent of Town land. 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 existing industrial activity are scattered throughout the Town with small concentrations near the STH 29/Main Street intersection, the unincorporated area of Kolbs Corner at the intersection of CTH V and CTH G, and the CTH G/CTH GV intersection.

Extractive (Mining, Quarry, Sand Pit)

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 Kolbs Corner on Dutchman Road (CTH MM). The quarries take advantage of the high quality aggregate associated with the Niagara Escarpment. More than 400 acres are devoted to this industry, which comprises approximately four percent of Town land.

Transportation

There are 20 acres within the transportation land use category. This acreage is consistent with the previous comprehensive plan, but a massive departure since 2002 where there were more than 800 acres. Since that time, Streets and Highways were removed from the classification.

MAP 3: EXISTING LAND USE

Utilities

Approximately 30 acres of town land exists in the Utilities category. Uses in this category include water supply wells, transmission towers or other utilities, major electric transmission towers/antennae, natural gas substations, water supply storage or booster stations, and other similar uses. There has been a steady increase in this use category over the past decade.

Figure 8: Mead & Hunt, Inc. 2015

Institutional/Governmental

Educational uses are the largest institutional/governmental land use accounting for 30 acres, not including athletic fields, which are included in the outdoor recreation category. The two public schools in Ledgeview include Heritage Elementary and De Pere Middle School, both of which are located on Swan Road 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 102 acres represents about one percent of the Town.

Outdoor Recreational Use

Ledgeview contains approximately 625 acres of outdoor recreation uses, which comprises six percent of the Town. Land uses classified as outdoor recreation are those specifically planned and programmed and include Ledgeview Golf Course, Scray Hill Park, 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 further in Chapter 6, Community Facilities and Utilities.

In 2015, in conjunction with the Comprehensive Plan update, the Town also updated Parks & Recreation Plan. Specific goals, objectives, and recommendations related to parks and recreation within the town are included in this plan and are intended to be implemented through the Parks & Recreation Plan.

Natural Areas

The Natural Areas existing land use category, not including surface water, accounts for more than eight percent, or 840 acres of Town land. 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.

Another unique area within the Town is a county park named after the 30-foot waterfall it contains, Fonferek's Glen. This 70-plus acre park and conservancy preserves the Bower Creek corridor as it meanders through former agricultural fields that have been planted with native trees and prairie. At its intersection with the Niagara Escarpment, Bower Creek drops over dolomite cliffs, where a constructed overlook allows viewing and exploring.

Figure 9: Fonferek's Glen. Photo credit Jake Steimie, www.examiner.com

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

There are two primary large lowland natural areas within the Town. One is located in the western portion of the town at the confluence of Bower Creek and the East River where large environmentally sensitive areas of wetlands and floodplains divide the town from the Village of Bellevue. The second is a large wetlands complex lying on the northeastern side of I-43 adjacent to the railroad tracks in the far eastern part of the Town. This wetland area 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. Preservation of these, and all natural features within the town, is a major component of this plan.

Woodlands

There are approximately 1,637 acres of woodlands in the Town of Ledgeview. This comprises more than 15 percent of Town land. Significant areas of woodlands are associated with environmental features like the Bower Creek corridor in the northern and eastern portions of the Town.

Land Under Development/ Vacant

The Land Under Development/Vacant category contains parcels which have been mapped, but have not yet been, or are planned to be developed. In 2002, there were 406 acres in this category. Since that time, nearly 300 of those acres have developed, primarily as single-family residential homes within subdivisions.

LAND DEVELOPMENT & MARKET TRENDS

According to the Wisconsin Department of Revenue, the change in equalized value for the Town of Ledgeview increased $34 million between 2013 and 2014. During the past ten years, the Town has seen an overall 88 percent increase in total equalized value, far surpassing any surrounding municipality. The percent change by year for total equalized value within the Town increased more significantly in the earlier part of the past decade than more recently. Between 2004 and 2006 the Wisconsin Department of Revenue reports that the total equalized value in the Town increased between 22 and 14 percent each year. Since 2008 the value has increased between zero and one percent each year until 2012 where the Town again saw an increase of six percent between 2012 and 2013.

TABLE 14: TOTAL EQUALIZED VALUES

Municipality	2004	2014	% Change 2004 - 2014
Town of Ledgeview	**$ 394,715,200**	**$ 744,484,100**	**88.61%**
Town of Eaton	$ 90,585,000	$ 135,180,900	49.23%
Town of Glenmore	$ 79,826,000	$ 104,993,900	31.53%
Town of New Denmark	$ 102,010,900	$ 140,282,900	37.52%
Town of Rockland	$ 142,455,600	$ 183,202,000	28.60%
Village of Allouez	$ 871,571,500	$ 890,351,100	2.15%
Village of Bellevue	$ 845,838,300	$ 1,125,977,400	33.12%
City of De Pere	$ 1,520,102,000	$ 1,834,327,100	20.67%
Brown County	$ 15,529,893,600	$ 18,752,729,300	20.75%
Source: Wisconsin Department of Revenue, 2015			

Compared to surrounding municipalities, the Town's eighty-eight percent increase over the past decade is noteworthy. Only the Town of Eaton saw an increase of half as much over this same time period. However, it is evident that value in the greater Green Bay Metro is being distributed to towns outside city and village boundaries.

Land Supply

In order to account for the potential increase in population over the next two decades, a historical perspective on previous land uses trends in Ledgeview is needed. The land use acreages from 1980 and 2002 were compared during the 2009 update of this plan. Table 15 identifies the changes in land uses over this 22-year period. Table 16 looks at changes occurring since 2002. What is evident is that the Town has grown much slower over the past decade than the previous two.

The population of the Town increased from 3,363 people in 2000 to 6,555 residents in 2010, and now sits at 7,431 – an increase of over 100 percent. Despite this increase, the amount of land consumed by residential development grew by just over 2 percent during that timeframe, potentially reflecting the declining average household size and the slower market demand during the latter half of the 2000's. On the contrary, the amount of land encompassed by commercial and non-extractive industrial uses declined. This may be more of a reflection of the economic downturn resulting from the Great Recession than a trend that would be expected to continue long-term, specifically because the amount of commercial and industrial land currently within the town is low. However, a loss of agricultural lands should be expected to continue and may accelerate during the next 20 years.

TABLE 15: CHANGE IN LEDGEVIEW LAND USE 1980-2002

Land Use	1980 (Total Acres)	2002 (Total Acres)	Change 1980 - 2002	% Change
Residential	546	1,960	1,414	259%
Commercial	43	121	78	181%
Industrial (Including Extractive)	218	439	221	101%
Agricultural	8,341	4,947	(3,394)	-41%
Source: Brown County Farmland Preservation Plan, 1990 Update. Brown County Planning Commission 2004				

TABLE 16: CHANGE IN LEDGEVIEW LAND USE 2002-2015

Land Use	2002 (Total Acres)	2015 (Total Acres)	Change 2002 - 2015	% Change
Residential	1,960	2,002	42	2%
Commercial	121	112	(9)	-7%
Industrial (Including Extractive)	439	505	66	15%
Agricultural	4,947	4,866	(81)	-2%
Source: Brown County Planning Commission 2010, Mead & Hunt, Inc. 2015				

Opportunities for Redevelopment

The Town of Ledgeview has experienced a significant amount of development over the past decade. However, because this development has primarily occurred on greenfields, or previously undeveloped land suitable for development, there has been little opportunity, or action regarding redevelopment. In short, land suitable for immediate development needs has largely been available to this point.

As data in Chapter 1 indicates, the town is expected to continue to grow and develop, specifically along its western and northern boarders where denser and more urban development is occurring, and along major arterials and collector roads where valuable land exists. Some of this land currently contains uses related to

the towns agricultural past which are now surrounded by urban development. This areas may no longer be the highest and best use of land. Other areas of previously low-density rural development are now competing with expanding commercial corridors and nodes, creating conflicts. As a result, the town is feeling pressure to balance demand for development with a realization that higher and better uses may be suited for some areas of existing development.

There are number of areas of potential for redevelopment in the town located primarily along its arterial corridors and in some areas of existing commercial land uses. The area at the intersection of CTH G and CTH GV, including Olde School Square and its surroundings is a prime example. The future land use recommendations discussed later in this chapter present a progressive approach to guide future development and redevelopment of specific locations within the town.

PROJECTED LAND USE DEMAND

Projecting land use demand allows the Town to visualize their future land use needs for residential, commercial, industrial, and agricultural lands for a 20-year period in manageable, and implementable five-year increments.

Residential Demand

The Town of Ledgeview's population has increased more than 500 percent since 1960, reaching 7,431 residents today. The bulk of that 384 percent increase occurred between 1990 and 2010. There are an estimated 2,689 housing units in Ledgeview currently compared to 2,579 in 2010 and 1,214 in 2000, a 122 percent increase. On the contrary, the average household size of 2.67 in 2010 is down from 2.81 in 2000 in the town. This declining trend is comparable to Brown County which saw a decrease in average household size from 2.51 to 2.45 between 2000 and 2010. The 2010 average household size in Wisconsin was 2.43 and nationwide was 2.55. Using this data, population and housing projections can be made. A conservative average household size of 2.55 was used for Ledgeview, assuming the declining trend continues.

The data in Table 17 shows the additional amount which will be added to the Town for the number of new residents, number of new housing units, and number of acres that will need to be reserved for residential land use. The projections shown above are a calculation of a perfect scenario, using a conservative average. However, because of several variables that are not considered in the calculation and trends and fluctuations in the development market, the totals shown above should be increased by a factor of two or three to ensure sufficient land is available.

TABLE 17: PROJECTED RESIDENTIAL LAND USE DEMAND

Town of Ledgeview	2015	2020	2025	2030	2035	Totals
Number of New Residents	+ 900	+ 1,135	+ 1,120	+ 1,100	+ 950	+ 5,205
Household Size	2.55	2.55	2.55	2.55	2.55	2.55
Number of New Housing Units	+ 353	+ 445	+ 439	+ 431	+ 373	+ 2,041
Residential Acreage Demand	+ 176	+ 223	+ 220	+ 216	+ 186	+ 1,021

Source: Wisconsin Department of Administration, Mead & Hunt, Inc.

Similarly, the town has a history of large lot residential development, which it plans to continue.[5] Assuming this continues, the land use demand forecasts suggest that the Town will require approximately 2,000 – 3,000 acres of land for residential development over the next 20 years. Within this development, the town can expect between 4,000 – 6,000 new housing units, with as many as 10,000 new residents.

Commercial, Industrial, and Agricultural Land Use Projections

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 5-year increments. The five-year growth increments aid in identifying 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. Table 17 identifies the tabular five-year growth increment acreage projections for the Town of Ledgeview.

The 2015 land use inventory finds that the ratio of land uses in the Town is approximately 18 acres of residential development for every 1 acre of commercial development and 20 acres of residential development for every 1 acre of industrial development. Applying this ratio to the projected need for an additional 1,021 acres for residential development by 2035 yields the need for another 57 acres of commercial lands and another 50 acres of industrial lands over the next 20 years.

For the purposes of this projection, it is estimated that for every 1 acre of land needed for new development, an acre of agricultural land will be lost, resulting in a decrease of 1,128 acres of agricultural land to new development. It is also anticipated that a loss of agricultural land will also occur as a result of land conversions of retiring farmers, as previous trends indicate.

[5] Based upon a review of subdivisions developed during the past 20 years, the average size of a new sewered residential lot is 0.63 acres.

TABLE 18: FIVE-YEAR GROWTH INCREMENTS FOR THE TOWN OF LEDGEVIEW

Land Use	2015 Inventory	Projection (Acres)				
		2015	2020	2025	2030	2035
Residential	2,002	2,178	2,401	2,621	2,837	3,023
Commercial	112	122	135	147	159	169
Industrial (not including extractive)	98	107	118	128	139	148
Agricultural	4,866	4,671	4,424	4,182	3,943	3,738

Source: Wisconsin Department of Administration, Mead & Hunt, Inc, 2015

Calculating the demand for park and recreation acreage is recommended by the Association of Wisconsin Regional Planning Commission (AWRPC), which sets a goal of a minimum of 20 acres of parkland for each 1,000 residents. Assuming a 2035 population of 11,760, the AWRPC would recommend a minimum of 236 acres of parkland. Ledgeview's current inventory of park and open space land already exceeds 350 acres, a significant surplus. The current residential park ratio is approximately 120 acres of parkland per 1,000 residents.

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.

POTENTIAL LAND USE CONFLICTS

As the Town continues to attract development, there may be an increase in conflicts between existing and future uses or agricultural and industrial operations and residences. The expansion of residential land uses may naturally result in the fragmentation of more farmland, woodlots, and open fields in the Town, but by identifying this potential before it occurs will allow better planning to maximize the use of land.

Existing and Future Development Compatibility

As Ledgeview continues to develop, it needs to ensure that new land uses are compatible with existing land uses and each other. Industrial uses with heavy semi-trailer traffic, noise, or odors are typically not compatible with residential developments. Debris from trucks can be left on residential streets, or wear and tear of

infrastructure can occur more rapidly creating poor driving conditions if trucks and non-industrial traffic use the same routes. Similarly, existing outdoor storage of materials, inventory, refuse, and the like tends to conflict with new development, or worse – limit development – when it is not screened, or intrudes on adjacent land uses (i.e. dirt from outdoor storage of inventory blowing onto adjacent property). Special consideration for the citing of new development as well as the ongoing regulation of existing uses must be actively enforced by the Town in order to provide balance between its current and future residents and businesses.

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Quarries and Residential Uses

Another area of potential conflict may arise between 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, and restrictions imposed upon operators. However, as the Town continues to grow and expand to the east and south, its policy makers and enforcers should consult this plans future land use recommendations to account for 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.

Agricultural and Residential Uses

Currently, the major land use conflict experienced by many developing rural Towns is addressing with the sights, smells, and other activities that characterize active farming operations. The Town of Ledgeview is not immune from this issue. Conflicts between non-farm residential development and surrounding farms could become increasing common. The Town of Ledgeview should continue to work with farmers in Ledgeview and the adjacent towns of Eaton, Glenmore, and Rockland to ensure that future development, either agricultural or residential, is compatible with existing land uses, or mitigation means are in place prior to groundbreaking. One tactic to accomplish this may be scheduling yearly facilitated meetings to discuss future land use plans, development trends, issues, and foreseeable conflicts. The Intergovernmental Chapter provides policies and programs which expand upon this concept.

LAND USE GOALS AND OBECTIVES

Goal:

Manage future growth to ensure orderly balanced development that maintains or improves quality of life, maximizes the provision of services, and promotes developments that integrate mixed land uses.

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 public utilities.
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. Promote Traditional Neighborhood Design (TND) as a viable mixed-use development option in the urban portion of the Town.
7. 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.
8. Support clustered commercial activities at designated nodes or selected locations that can service nearby neighborhoods more than strip commercial development.
9. 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.
10. Require the installation of neighborhood facilities, such as street trees and sidewalks/trails, within new subdivisions.
11. Encourage that small parks or other recreational resources be incorporated within the preserved open space of subdivisions and other development.
12. 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.
13. Continue the development of the business park at CTH MM/I-43 to provide employment opportunities by encouraging economic development in the area.
14. Encourage the infill of the existing Ledgeview Industrial Park.
15. Continue to support the existing Town Ordinance requiring connection to public utilities within the Sewer Service Area.

LAND USE POLICIES, PROGRAMS, & RECOMMENDATIONS

In order to achieve the overall goal and the general objectives for the future use of Ledgeview's land, 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, this plan recommends that the area's 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 are 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 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 creation of diverse neighborhoods with a mix of uses rather than stand-alone single-use developments is a common theme throughout this chapter.

Develop the Business Park off I-43

The Town of Ledgeview developed a Business Park Master Plan 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.

Figure 10: Town of Ledgeview Business Park Master Plan 2006. Anderson Illustration Associations, 2006.

The business park is the primary entranceway to Ledgeview for many people traveling on I-43. 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. Highway accessibility is traditionally at the

top of the short list for site selection criteria for economic development. Corporations target locations that are in close proximity to prime transportation arteries, and that have easy access both on and off of interstates.

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.

Support Traditional Neighborhood Development – Neighborhood Center Districts

Future neighborhood development 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 the development on TND's, or neighborhoods of about 160 acres in size (1/2 mile square) containing a variety of uses. This acreage is ideal for supporting neighborhoods large enough to contain 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 half-of-a-mile) from edge to edge.

Figure 11: The Master Plan for Olde School Square, the main Town Center within Ledgeview. Image: Town of Ledgeview, 2006.

Neighborhoods can, however, be smaller or larger depending upon circumstances, such as the location of main streets, topography, and natural features.

In 2007 the Town developed a Neighborhood Center District (NCD) section of the zoning code, and added districts to both the future land use and zoning maps. The NCDs are intended to be strategically located within walking distance of residential uses and range in size from about 10-40 acres. Typically located at a crossroads, NCDs encourage mixed uses are designated to provide goods and services geared toward the immediate neighborhood rather than the region as a whole. An NCD 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.

Accommodate a Mix of Housing Types and Lot Sizes

One recommendation for future residential development is to encourage variation and a mixing of residential types within neighborhoods, to allow people of different ages and incomes have opportunities to live in various areas in the Town. Townhouses, duplexes, and smaller apartment buildings can be strategically interspersed with single-family residences as they are, for example, within the River's Edge subdivision. Design standards and the creation of open space and other buffers can also aid in the integration of different residential intensities. However, large expanses of strictly one residential type should be avoided. Variation in house models should also be encouraged to avoid monotony.

Builders and developers are encouraged 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. 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. The Housing Chapter provides additional details regarding the siting and design of various forms of housing types.

Sewered and Unsewered Development

The majority of new development within the Town is anticipated to be within the Town's Sewer Service Area and is expected to connect to public utilities. Unsewered development within the Towns Sewer Service Area is discouraged in order to allow for the efficient expansion of sewer and water services to the south and east. The Town's Sewer Service Area is identified on several maps within this plan and is intended to guide the development of unsewered lots so that they do not interrupt the logical, efficient extension of public utilities. Through development review, the Town also notifies 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.

Enhance 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.

Additional information on the Town's planned pedestrian network is provided in the transportation chapter of this Plan.

Expand and Connect 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.

Figure 12: Ledgeview Park, established in 2003, is a major community asset in the center of town. Image: Town of Ledgeview Park and Recreation Plan, 2007-2012

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. Specific improvements for park and recreation facilities are contained in Chapter 6.

Preserve and Protect 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.

Figure 13: The East River Trail, shown above, provides access for local residents to explore some of the town's ESAs.

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's Glen County 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.

FUTURE LAND USE

Future Land Use Map

The Future Land Use Map is planning tool to be used by the Town Board and Zoning & Planning Commission to guide development to certain areas where facilities and services are currently available, or areas desired and ideally suited to certain land uses. It influences future zoning revisions, land and subdivision applications, and other local land-use decisions made by the Towns Commissions and Board.

The Future Land Use Map is a visual representation of this document and one of the primary guidance tools for planning in Ledgeview. Per state statutes, it will be used to evaluate future land-use changes and proposals. It

must be understood, however, that the Future Land Use maps are not zoning maps. Comprehensive plans and, by extension, plan maps are guidance documents used to inform land use planning and decision-making. Map 4: Future Land Use indicates recommended future land uses over the 20-year planning period and their location within the Town.

Future Land Use Map Categories

This section provides a description of the proposed future land-use changes identified on the Amended Future Land Use Map as well as recommended zoning categories that the land use corresponds with.

Agriculture

The agriculture land use category is established to preserve productive agricultural lands, open space, and natural areas in the long-term. This land use category focuses on lands actively used for farming and/or with productive agricultural soils and topography conditions for farming. This category may also include cropland/pasture, and farm buildings and accessories. The Town participates in the Brown County Agriculture-Farmland Preservation Program. This designation is intended to preserve productive agricultural lands in the long-term, protect existing farm operations from encroachment by incompatible uses, promote further investments in farming, and maintain eligibility for farming incentive programs. The category is not intended for estate-type residential development.

Recommended Zoning: Most of the land within the agriculture category will be zoned A-2, Agriculture District and AG-FP, Agriculture-Farmland Preservation District.

Rural Residential

The rural residential land use category is intended to accommodate large-lot and estate single-family residential development with rural character; functioning as a transition from the urbanizing areas of the Town to the productive agricultural areas. This future land use designation is mapped primarily over existing and planned subdivisions served by private on-site or group waste treatment systems (not municipal sewer). The designation includes groupings of single-family residences that are located in the town, generally built on lots that are between one acre and ten acres in size. New single-family residential should possess a character and density similar to the surrounding neighborhoods.

Recommended Zoning: The district that corresponds most closely with this land use category is the R-R District.

Single Family Residential

This designation permits groupings of single-family residences that are generally built on lots that are between
7,000 square feet and 20,000 square feet (½-acre) – a density of 2- to 6-units/acre – in size, and served by a municipal sanitary sewer system. Small public and institutional uses—such as parks, schools, and churches—may also be built within this designation.

Figure 14: The character of this street in Ledgeview provides a quality example of single-family residential development. Image: Mead & Hunt, Inc.

Recommended Zoning: The zoning districts that correspond most closely with the Single-Family Residential land use category are the R-1 and R-2 Districts.

Two-Family Residential

This designation is primarily intended to allow groupings of duplexes or single-family attached (zero lot line) residences served by a municipal sanitary sewer system. Single-family detached housing, attached single family residences with individual entries (e.g., townhouses, rowhouses), and small public and institutional uses—such as parks, schools, and churches—may also be built within this designation.

Recommended Zoning: The zoning district that best implements this land use category is the R-2 district.

Mixed Residential

The Mixed Residential future land use category is intended to allow a variety of residential units, primarily structures with three or more (3+) dwelling units, such as single-family attached dwellings (e.g. townhomes), condominiums, apartments, and senior housing developments. The densities typically exceed six units per acre, and are served by a municipal sanitary sewer system. Mixed Residential is mapped on the Future Land Use Map in areas where these types of development existed at the time this Plan was prepared. New Mixed Residential areas are recommended for select areas near major transportation corridors (interstate and county trunks), the Planned Neighborhood and Planned Mixed Use future land use categories.

Recommended Zoning: The zoning district that best implements this land use category is the R-3 district.

Planned Neighborhood

Planned Neighborhoods are mapped as the planned northern and eastern neighborhood growth areas of the Town that should be a carefully planned mixture of predominantly single-family residential development,

combined with one or more of the following land use categories: Two-family Residential, Mixed Residential, Neighborhood Business, Institutional, and Parks/Public Open Space. Approximately 70-percent of the dwelling units in the Planned Neighborhood area should be single-family detached units, approximately 10-percent should be two-family units, and 20-percent multi-family units. All development in Planned Neighborhoods should be served by public sanitary sewer and water.

As the name implies, Planned Neighborhoods are not merely an assemblage of uses in a random and dislocated pattern. A variety of housing types (single-, two-, and multi-family) should be included in each Planned Neighborhood area and the specific amount and location of the different types should take the environmental considerations and the Town's housing and transportation goals into account. Non-residential uses such as parks, community facilities, and small-scale shopping and service areas should be planned to serve and be accessible to all neighborhood residents while minimizing negative impacts such as excessive vehicular through-traffic from outside of the neighborhood.

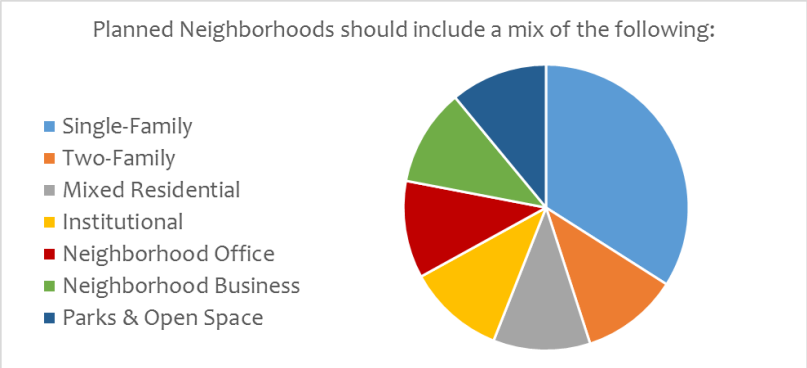

Figure 15: Mead & Hunt, Inc.

Recommended Zoning: The zoning district that best implements this land use category is the PDD, Planned Development District.

Planned Mixed Use

This category is intended for highly planned future developments that incorporate a mix of residential, office, small retail, and/institutional land uses into a single development. Mixed use centers are intended to be vibrant, urban places that should function as neighborhood and community gathering spots in a manner similar to traditional downtowns, but can be also exist on a smaller scale. Generally, these types of developments should be located adjacent near residential areas to maximize the number of residents who can walk or bike to these developments. They are also recommended for locations that act as community or neighborhood gateways. Approvals for such projects should be granted only after submittal, public review, and village approval of detailed site, landscaping, signage, lighting, stormwater, erosion control, and utility plans—usually as part of a Planned Unit Development. Planned Mixed Use developments could also be considered within or

MAP 4: FUTURE LAND USE

adjacent to the Planned Neighborhood land use categories with mixed residential/commercial structures substituting for commercial structures.

Recommended Zoning: Existing Town zoning districts that allow the mixed use buildings in this land use category include the NCD, Neighborhood Center District and the PDD, Planned Development District.

Planned Business

This category is intended for areas appropriate for indoor commercial, retail, service, tourism-oriented, office, and health care/community facility uses. Commercial uses with large outdoor components such as motor vehicles sales and service are also included in this category, but should be sited and designed so to not detract from the design standards and goals (such as high quality architecture and accessibility by multiple modes of travel) of predominantly indoor commercial uses. These uses should be served by public sewer, public water, and other urban services and infrastructure. This category excludes manufacturing, warehousing, and distribution uses unless accessory to the primary commercial use.

Figure 16: Image: Mead & Hunt, Inc.

These commercial use areas are characterized by generous landscaping, screened (and limited) storage areas, modest lighting and signage, and compliance with community design standards. New Planned Business areas are planned for existing and infill commercial nodes along the CTH G and CTH GV corridors, and new commercial areas near Interstate 43.

Recommended Zoning: The Town's current B-1 and B-2 Districts most closely reflect the uses and design standards recommended for this land use category.

Planned Industrial/Business Park

This future land use designation is planned in expansion areas for the industrial/business parks along Interstate 43. It includes high-quality indoor manufacturing, warehousing, distribution, office, and support (e.g., day care, health club, or bank) uses with generous landscaping, screened storage areas, modest lighting, and limited signage. New development and major expansions should comply with the design standards included in the Ledgeview Business Park Master Plan.

Figure 17: The example of planned industrial/business park above showcase a campus style plan with connecting path and site landscaping. Image: Bing Maps 2015.

Recommended Zoning: Existing Town zoning districts that allow the development envisioned in this land use category include the PDD-BP, Planned Development District—Business Park.

General Industrial

This designation is mapped over mainly developed portions of the Town's industrial areas, specifically the Swan Road area. It includes indoor manufacturing, warehousing, distribution, and office uses, often with outdoor storage areas, and with low to moderate attention to building design, landscaping, and signage.

Recommended Zoning: The LI, Light Industrial District best fits this land use category.

Extraction

This designation includes lands in current or approved use for sand, gravel, or rock extraction. The Town intends to review future requests for additional extraction operations in accordance with detailed policies within this Plan.

Recommended Zoning: The HI, Heavy Industrial District best fits this land use category.

Parks/Public Open Space

The designation is mapped over existing and planned publicly-owned land designated as town parks, county parks and recreation areas, state parks, scenic areas, wildlife areas, conservation areas, and recommended buffer areas. Future parks may also be sited within other

Figure 18: Image: Town of Ledgeview

land use designations. In addition to those areas currently designated in the Town as the Park and Open Space future land use category, the Plan recommends that additional public parks and other preserved open space be reserved within Planned Neighborhood future land use category.

Institutional (Overlay Category)

This designation includes large-scale public buildings, schools, religious institutions, utility facilities, hospitals, and special care facilities. Maps in the Community Facilities Chapter generally illustrate the existing locations of such facilities. Owing to the wide range and intensity of uses, desirable locations will depend on the nature of the specific use. Future small-scale institutional uses may be located in areas planned for residential, business, office, industrial, mixed, or traditional neighborhood uses, while larger-scale institutional uses should generally be avoided in planned residential or traditional neighborhood areas.

Recommended Zoning: The I-1, Institutional District reflects the uses recommended for this category.

Environmental Corridor (Overlay Category)

The Environmental Corridor land use category includes generally continuous open space systems based on lands that have sensitive natural resources and limitations for development. This designation includes Wisconsin DNR identified wetlands subject to existing State-mandated zoning, FEMA designated floodplains, shoreland setback areas, and slopes of 12% or greater. The Brown County Environmentally Sensitive Area Plan will serve as a foundation for this category.

Figure 19: Image: Town of Ledgeview

Recommended Zoning: The C-1, Conservancy District reflects the uses recommended for this category.

Surface Water

This category highlights existing lakes, ponds, rivers and perennial streams.

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CHAPTER 3

Transportation

Ledgeview
Set your sights high

TRANSPORTATION

This chapter includes a compilation of background information, goals, objectives, policies and recommended programs to guide the future development and maintenance of various modes of transportation in the Town of Ledgeview. The chapter also compares the Town's transportation policies and programs to state and regional transportation plans as required under §66.1001, Wisconsin Statutes. A comprehensive multi-modal transportation system in the Town includes accommodating pedestrians, bicyclists, and transit services, in addition to motor vehicles. A diversified, well-balanced transportation system is a major factor affecting growth and quality of life.

The transportation network exists to move people, goods, and services both through and within the community. Planning for the various modes of transportation is one of the most important components of the Comprehensive Plan for the Town of Ledgeview. Opportunities for multi-modal enhancements to the current transportation system include bicycle and pedestrian facilities, *Complete Streets* planning, streetscape improvements and traffic calming, and infrastructure for alternative energy vehicles, among others.

COMMUNITY INPUT

When asked in to identify the local land use issue of greatest concern, over one-third (35.3%) of the community-wide survey respondents selected "roads." A later question asked survey participants to identify how satisfied they were regarding a variety of transportation systems in the community. The following percentage of total responses of Very Satisfied or Satisfied for each of the various alternatives appears:

- Town roads 80.9%
- County roads 75.4%
- State highways 32/57 80.8%
- Interstate 43 84.2%
- Bike lanes 55.9%
- Sidewalks 61.2%
- Multi-use trails 63.8%

During the visioning portion of the community engagement session, participants were asked to finish the following sentence: "By 2035, the transportation system in the Town of Ledgeview includes..." Participants were also each given three adhesive dots and asked to place them onto a wall graphic next to the vision or visions they deemed most important.

The transportation visions identified as most important, with the number of votes received during the nominal group exercise appearing in parentheses, included:

- Walkable neighborhoods, community (2)
- Bridge across Fox River – connection to west (GV) (2)
- Sidewalks/trails away from high-speed traffic (1)
- Main thoroughfare (1)
- Promote ATV/snowmobile trails (1)
- Safe passage across high traffic roads (1)

Participants in the exercises have informed community leaders that they are decidedly happy with the condition of the infrastructure within the Town of Ledgeview. More importantly, residents desire greater connectivity between destinations and improvements to increase both non-motorized safety and mobility.

EXISTING TRANSPORTATION NETWORK

Access and connectivity are key determinants of a Town's ability to retain vitality and grow because it facilitates the flow of goods and people to, from, and within the community. The Town of Ledgeview is well connected to the region through the existing roadway and trail network. Other transportation facilities, such as freight rail and airport service are easily accessible from the Town. This section describes the existing conditions of transportation facilities in the Town. Map 5: Functional Classification and Map 6: Planned Bicycle and Pedestrian Facilities shows existing and planned transportation facilities in the Town.

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 Map 5 for the Town's street and highway 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. The general functional classification of roadways in Ledgeview are arterials, collectors, and local streets. Roadways that provide a high level of mobility are the arterials; those that provide a high level of accessibility are locals; and those that provide a more balanced blend of mobility and access are collectors.

Arterials

Principal and minor arterials carry longer-distance vehicle trips between activity centers. Interstates are the highest classification of principal arterials, and were designed and constructed with mobility and long-distance travel in mind. These facilities are designed to provide a very high amount of mobility and very little access. I-43 is the principal arterial in Ledgeview. The Wisconsin Department of Transportation Corridors 2020 Plan

MAP 5: FUNCTIONAL CLASSIFICATION

&

MAP 6: PLANNED BICYCLE & PEDESTRIAN FACILITIES

designated the Interstates as a "backbone" route, connecting major population and economic centers. Selection of backbone routes was based on seven criteria, including multi-lane capacity needs, truck volume, and service trade centers, manufacturing centers, recreation centers, etc. In 2009, the average daily traffic (AADT) count on I-43 north of Ledgeview was 24,600 and south of the Town was 21,400.

Minor arterials provide service for trips of moderate length, serve geographic areas that are smaller than their higher principal arterial counterparts, and offer connectivity to the higher arterial system. Minor arterials are typically designed to provide relatively high overall travel speeds, with minimum interference to through movement. Minor arterials in the Town include U.S. 141 and STH 29 and combination route 32/57. Average Annual Daily Traffic (AADT) for U.S. 141 was 7,600 vehicles in 2009 and 7,700 vehicles for WTH 32.

Collectors

Collectors serve a critical role in the roadway network by gathering traffic from local roads and funneling them to the arterial network. Collector routes are typically shorter than arterial routes but longer than local roads. Collectors often provide traffic circulation between residential neighborhoods as well as commercial, industrial or civic districts. Within the context of the functional classification, collectors are broken down into two categories: major collectors and minor collectors. The determination of whether a given collector roadway is major or minor is frequently one of the biggest challenges in functionally classifying a roadway network.

Generally, major collector routes are longer in length; have lower connecting driveway densities; have higher speed limits; are spaced at greater intervals; and have higher annual average traffic volumes. Major collectors provide service to communities from an arterial route, to the larger towns not directly served by the higher systems and to other traffic generators of equivalent intra-county importance such as schools, employment and shopping centers, county parks, and important mining and agricultural areas. They serve the most important intra-county travel corridors. Major collector roads in the Town include: County trunk highways G, GV, MM, PP, R, V, and X.

Minor collector roads are typically spaced at intervals, consistent with population density, to collect traffic from local roads and bring neighborhood areas within a reasonable distance of a major collector route. Minor collector roads in the Town include Bower Creek Road, Glenmore Road, Swan Road, Ledgeview Road, Scray Hill Road, and Sportsman Drive.

Local Roads

Local roads and streets are used for short trips. Their primary function is to provide access to abutting land uses. Traffic volumes and speeds are relatively low and there are number driveway accesses.

The distinction between "mobility and accessibility" is important in assigning functional classifications to roadways. Table 19 summarizes the relationship between key roadway factors and the three broad categories of the functional classification system. This Table will assist in defining the changing or future functional classification of roadways in the Town.

TABLE 19: RELATIONSHIP BETWEEN FUNCTIONAL CLASSIFICATION AND TRAVEL CHARACTERISTICS

Functional Classification	Distance Served (and Length of Route)	Access Points	Speed Limit	Distance between Routes	Usage (AADT and DVMT)	Significance	Number of Travel Lanes
Arterial	Longest	Few	Highest	Longest	Highest	Statewide	More
Collector	Medium	Medium	Medium	Medium	Medium	Medium	Medium
Local	Shortest	Many	Lowest	Shortest	Lowest	Local	Fewer

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 Wisconsin's scenic and lightly traveled country roads for the enjoyment of bikers, hikers, and motorists. The goals of the Rustic Roads Program are to preserve certain designated roads having unusual or outstanding natural or cultural beauty, and 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.

Old Plank Road between the Fox River and STH 32 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 and City of De Pere.

Bicycle and Pedestrian Mobility

Sidewalks and recreation trails are located sporadically throughout the Town. Newer residential developments of the past 10 years – such as Dickinson Heights, Belle Isle Meadows, River Park, and Rivers Edge – all have sidewalks located on both sides of the street. Older residential subdivisions – prior to 2006 – do not have sidewalks. Newer commercial development and recent reconstruction of Town roads have sidewalks included.

The Town has several dedicated bike trails and an adopted plan to extend the network of bicycle trails and lanes throughout the community. CTH GV from Bellevue to the CTH G intersection has a lighted, off-street recreational trails. This trail will be extended to CTH X as part of the CTH GV reconstruction scheduled for 2015.

The Fox River State Trail offers a rich variety of scenery as it meanders from downtown Green Bay along the Fox River and passes through the Brown County communities of Allouez, De Pere, Ledgeview, and Wrightstown. The 25 mile trail has approximately 10 miles of paved surface on the more urban section from the trailhead in downtown Green Bay heading south. The southern section is crushed stone and includes designated sections for horseback riding. As the trail surface changes in De Pere, its path veers away from the river passing by light industrial structures and transitioning to rural and agricultural areas on the way to Calumet County.

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 Ledgeview Park. Proposed bicycle facilities are shown on Map 6.

Airports

Austin Straubel International Airport is approximately four miles west of Ledgeview (Map 2 for the airport's location). Commercial service is currently provided by American Airlines, United Airlines, and Delta Airlines. Charter service is provided by Executive Air, Jet Air, Frontline Aviation, and Priester Aviation. The Town's economy is not significantly affected by the airport at this time.

One small grass runway also exists within the Town off County MM. This runway is private owned and operated.

Rail

The Town is not directly served by passenger rail service. The Amtrak passenger trains connect Chicago (Hiawatha) and Minneapolis (Empire Builder) with the closest passenger stops located in Columbus and Milwaukee. Amtrak operates its Thruway Intercity Bus Service to connect Green Bay to the Columbus and Milwaukee Depots.

Ledgeview currently has only one active rail line located on the eastern edge of the community, near I-43. The Canadian National Railway operates this freight line, connecting Denmark and De Pere to the port of Green Bay, the Twin Cities area on the western border of Wisconsin, northwest to the port in Superior, south down the state to Milwaukee and along Lake Michigan into Chicago. Major commodities handled by the railroad are coal, autos, auto parts, potash, and supplies for malt houses and flour mills.

Public Transportation and Para-Transit

Ledgeview is not currently included in the Green Bay Metro service area; however, Green Bay Metro does provide service to the nearby City of De Pere and the Village of Bellevue. It is possible that fixed-route transit service could be extended to commercial areas such as Redbird Circle or to other points in the Town within the long-range planning period.

Joining the Green Bay Metro service area would allow the Town to be served by Metro's ADA Paratransit Service. Metro's ADA 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.

Curative Services provides transportation services to individuals 60 years of age and older and individuals with qualifying disabilities. The program offers door-to-door service and provides rides for medical, nutrition, employment, education, and social appointments. Transportation is provided in small buses, wheelchair-accessible vans, and automobiles. This service currently covers the Town of Ledgeview.

RideShare

The State of Wisconsin provides a free RIDESHARE program to all Wisconsin residents and some bordering counties (IA, IL, MI, MN) to serve individual commuters who drive, ride, or bike to work. The program brings commuters together for carpooling and bicycle commuting with the intent to improve air quality, reduce congestion, and provide "green" alternative commuting options and programs.

Truck and Water Transportation

Ledgeview contains only one active industrial development and commercial activity is relatively low. As a result, 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.

The nearest port to the Town of Ledgeview is the Port of Green Bay, located at the mouth of the Fox River, providing excellent connection of the Great Lakes. Manitowoc also contains a busy port, located

approximately 30 miles to the southeast. The Town does not currently rely on the ports to import or export goods.

REVIEW OF TOWN, REGIONAL, AND STATE TRANSPORTATION PLANS, STUDIES, AND PROJECTS

The following is a review of state and regional transportation plans and studies relevant to the Town of Ledgeview. The Town's transportation plan element is consistent with these state and regional plans.

2035 Long-Range Transportation Plan for the Green Bay Metropolitan Area (2010)

This plan serves as a guide and vision for the transportation network in the Green Bay urbanized area. The purpose of the plan is to ensure that people and freight can travel safely and efficiently throughout each community. The plan includes recommendations for road, rail, bus, bicycle, and pedestrian facility improvements. Only one transportation project recommendation in the plan is located or partially located within the Town of Ledgeview. The recommendation identified is an extension of the East River Trail through the Town in order to connect to the Fox River Trail. The connection would help create a continuous system that serves the urban and rural areas.

The plan also identifies two planned projects partially located in the Town of Ledgeview. The Eastern Arterial (CTH EA) is identified as an important north-south route east of I-43. The plan for the Eastern Arterial is extend the road between STH 29 to the I-43 interchange in the northeast portion of the Town. The planned extension of CTH EA may bring higher traffic volumes to the northeast portion of the Town and may increase developer interest in the area around the interchange I-43. When completed, the project will expand access to the northeast portion of the Town. The project is compatible with the Town's future land use plan, which designates the area around the interchange as Planned Industrial/Business Park.

Figure 20: 2015 construction on CTH GV within Ledgeview. Image: Town of Ledgeview

The other planned network improvement identified in the plan is the Southern Bridge and connecting arterial streets project. The project will extend CTH GV through the southwest portion of Town and cross the Fox River to the City of De Pere. The project will eventually provide an important connection for the residents of the Town that work or shop on the west side of the Fox River. The extension of CTH GV will also add access to the

southwestern edge of Ledgeview and may be expected to increase the rate of residential development already occurring in the area.

2015 – 2019 Transportation Improvement Program for the Green Bay Urbanized Area (2014)

The preparation of a Transportation Improvement Program (TIP) is required for Metropolitan Planning Organizations (MPOs) to be eligible for federal-aid funding. The Green Bay MPO approved the 2015-2019 TIP in 2014. The program consists of a four-year schedule of projects for the Green Bay urbanized area including both roadway and transit projects. The only TIP designated project within the Town of Ledgeview municipal boundary is the planned reconstruction of I-43 between Manitowoc and the City of Green Bay scheduled in 2016. The project is unlikely to have a large impact on travel in the Town as no new lanes will be added.

Brown County Bicycle and Pedestrian Plan Update (2011)

This plan serves as an update to Brown County's 1998 Bicycle and Pedestrian Plan. The update identifies the existing networks in each community in the county and builds on the recommendations in the previous plan. The goals of the plan are to provide corridors that connect residents with major employers, shopping areas, and recreation centers, as well as to bridge rural and urban areas in the county to provide a robust network. The plan incorporates many of the 1998 plan recommendations but adds new facility designs, implementation plans, and recommendations on funding sources. The plan outlines five specific recommendations for adding or expanding bicycle corridors in the Town of Ledgeview:

- Swan Road between City of De Pere limits and CTH X: Add a bike route that will connect proposed east-west bike lanes on CTH X to the proposed route on Swan Road in the City of De Pere.[6]
- Swan Road between City of De Pere limits and CTH G: Add bike route that will connect the proposed route on Swan Road under the City of De Pere's jurisdiction to the existing lanes on CTH G.
- Ledgeview Road between Swan Road and CTH GV: Add bike lanes when road is reconstructed to connect the proposed facilities on Swan Road to the lanes and off-street path that will be built along CTH GV.
- CTH GV between the Fox River and CTH X: Add bicycle lanes when the Southern Bridge and arterials are reconstructed in order to provide an important link between the urban and urban fringe portions of Brown County.
- CTH X between Broadway Street and CTH GV: Add bike lanes when road is reconstructed to provide safer access to Heritage Elementary School in De Pere, businesses along CTH X, and residential areas in Ledgeview and De Pere.

[6] Currently, there is a 2-3 foot paved shoulder on CTH X, not bike lanes.

City of De Pere Bicycle and Pedestrian Plan (2010)

This plan serves as a framework to improve biking and walking conditions in the City of De Pere. The 2010 plan identifies issue and opportunities with the current bicycle and pedestrian infrastructure network in the City. A strategy composed of four approaches - engineering, education, enforcement and encouragement - and combined with well-designed facilities is identified as a key aspect of the plan that will improve conditions in the City. No future bicycle or pedestrian facility proposals in the plan specifically relate to Ledgeview, but multiple recommended bicycle routes and new sidewalks run near the border of De Pere and Ledgeview. Transportation networks do not have boundaries and the Town should consider De Pere's future plans in order to effectively connect to the network and provide safe routes for Ledgeview pedestrians and bicyclists.

Riverside Drive Pedestrian Access Study (November 2004)

Riverside Drive (STH 57) is a high traffic, high speed road and is identified in the plan as a barrier for residents trying reach the Fox River Trail, businesses, and other destinations on the west side of the street. The Riverside Drive Pedestrian Access Study addresses the recommendation in the Brown County Comprehensive Plan to determine safe and relatively inexpensive pedestrian crossings that can be established in Allouez's segment of the street. The plan identifies three potential pedestrian crossings to that would meet the comprehensive plan's recommendation. The addition of pedestrian crossings in Allouez would have no significant impacts on residents in the Town of Ledgeview due to the distance to the proposed crossings.

While the 11,750 miles of state highways represent only 10.5 percent of all public road mileage in Wisconsin, they carry nearly 35 billion vehicle miles of travel a year, or about 60.5 percent of the total annual statewide highway travel.
Wisconsin Department of Transportation

Translink 21: A Multimodal Transportation Plan for Wisconsin's 21st Century (1995)

This plan provides a broad planning "umbrella" including an overall vision and goals for transportation systems in the state for the next 25 years. This 1995 plan recommends complete construction of the Corridors 2020 "backbone" network by 2005, the creation of a new state grant program to help local governments prepare transportation corridor management plans to deal effectively with growth, the provision of state funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs. This plan does not provide any recommendations specifically pertaining to the Town of Ledgeview.

Wisconsin Northeast Region Highway Improvement Program (2015)

The WisDOT maintains a six-year improvement program for state and federal highways within the Region. Wisconsin has 112,362 miles of public roads, from Interstate freeways to city and village streets. This highway

improvement program covers only the 11,750-mile state highway system which is administered and maintained by WisDOT. The other 100,609 miles are improved and maintained by the cities, towns, counties and villages in which they are located. The state highway system consists of 750 miles of Interstate freeways and 11,000 miles of state and US-marked highways.

While the 11,750 miles of state highways represent only 10.5 percent of all public road mileage in Wisconsin, they carry over 34.7 billion vehicle miles of travel a year, or about 60.5 percent of the total annual statewide highway travel. To ensure the system's vitality and viability, WisDOT currently invests over $750 million each year, resulting in over 565 miles of roads improved and rehabilitated annually.

Though no major improvements are proposed for state or federal highways within the Town of Ledgeview Planning Area, the following projects may have indirect effects on the community:

- Reconstruction of the STH 32/57 and CTH X (Heritage Road) intersection in the City of De Pere.
- Claude Allouez Bridge Roundabout Reconfiguration. Reconfiguration of the 2-lane roundabout to improve traffic operations.
- US Highway 41 Improvements. US 41 is a 200-mile stretch of highway connecting two crucial economic regions in Wisconsin: southeastern Wisconsin and the Fox Valley. Construction work on the US 41 Project spans over 14 miles in Brown County. Work began in Brown County in 2010 and will last until 2017. Ongoing construction includes: traffic lanes expanded from four to between six and ten lanes; 16 US 41 interchanges improved, 13 of which will be completely rebuilt; 40 roundabouts added; 17 traffic cameras installed along US 41; and an eight-lane Lake Butte des Morts Causeway. This project represents a significant step forward for Wisconsin and its economy.

Connections 2030 Statewide Long-Range Transportation Plan (2009)

Connections 2030 is the long-range transportation plan for the state of Wisconsin, completed in 2009. The plan addresses highways, local roads, air, water, rail, bicycle, pedestrian, and transit over a 20-year planning period identified in the plan. *Connections 2030* policy recommends a multimodal approach to transportation, system modernization, and innovation and directly links these policies with implementable projects identified within the thirty-seven system-level priority corridors which are critical to Wisconsin's travel patterns and support the state's economy. Six priority corridors within Brown County converge on the City of Green Bay. The Green Bay Metropolitan Planning Organization (MPO) is the designated policy body responsible for transportation planning and decision making for the Green Bay area. More detailed information on projects specifically recommended by *Connections 2030* can be found on the WisDOT website at

http://www.dot.wisconsin.gov/projects/state/docs/corridor-madison-mpa.pdf. The Plan highlights the following specific recommendations related to the Town of Ledgeview:

Short Term (2008 – 2013)

- Support a study for developing an eastern arterial between STH 57 and I-43, including the STH 29/I-43 connection.
- Redevelop port, dredge slips and docks to seaway depth and purchase property for additional terminal facility at the Port of Green Bay.
- Support an environmental study for Southern Bridge arterial.

Mid-Term (2014 – 2019)

- Prepare corridor plan for STH 32/57 from STH 96 to Pershing Rd (De Pere).
- Support the bicycle/pedestrian connection of the East River Trail with the Fox River State Trail, and with US 141 (Green Bay).
- Support implementation of the Eastern Arterial Study results if supported by environmental document.
- Support implementation of Southern Bridge Arterial Study results if supported by environmental document.

Figure 21: The Fox River State Trail, pictured here just west of the Town in De Pere, provide mobility and access for the larger Green Bay Metro area. Image: Mead & Hunt, Inc.

Long-Term (2020 – 2030)

- Support runway extension at Austin Straubel International Airport if supported by environmental document.
- Support proposed park and ride construction near the intersection of I-43 and County Rd MM (Brown Co) if supported by environmental document.

Wisconsin Rail Plan 2030 (2014)

The *Wisconsin Rail Plan 2030* is a twenty year plan being developed by WisDOT to provide a vision for freight rail, intercity passenger rail and commuter rail. The plan identifies rail issues and recommendations and identifies priorities and strategies to establish a basis for future rail investment. There are no specific recommendations for rail improvements related to the Town of Ledgeview.

Wisconsin Bicycle Transportation Plan 2020 (1998)

Wisconsin Bicycle Transportation Plan 2020 presents a blueprint for improving conditions for bicycling, clarifies the WisDOT's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. While there are no Ledgeview-specific recommendations, the plan map shows existing state trails and future "priority corridors and key linkages" for bicycling along the State Trunk Highway system in Wisconsin.

Wisconsin Pedestrian Plan Policy 2020 (2002)

In 2001, the State adopted a pedestrian policy plan, which highlights the importance of walking and pedestrian facilities. Additionally, the plan outlines measures to increase walking and to promote pedestrian comfort and safety. This Plan provides a policy framework addressing pedestrian issues and clarifies WisDOT's role in meeting pedestrian needs. There are no Ledgeview-specific recommendations.

Southern Bridge Analysis (2001)

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. 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.

Development north of the southern bridge corridor has occurred relatively efficiently since 1996. This efficiency was demonstrated in staff's Southern Bridge Population Analysis (May 2001), which found that most of the population 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 staff to recommend not accelerating the southern bridge's construction schedule in order to avoid disrupting the area's efficient development pattern and spending millions of Brown County dollars for a facility that is not yet needed.

Today, the Town, County, and municipalities adjacent to the future southern bridge project corridor continue planning and development in anticipation of the project. In 2015, the Town completed a new portion of CTH GV which it anticipates will eventually be a major arterial through the Town, connecting the west side of the Fox River to Ledgeview.

Wisconsin State Airport System Plan 2030

This plan includes a general inventory of existing airport facilities in the state and provides a framework for the preservation and enhancement of a system of public-use airports to meet the current and future aviation needs of the state. It includes recommendations to upgrade existing facilities through runway extensions and replacements and facility improvements, but does not identify any new locations for airports to meet future needs. Austin Straubel International Airport is identified as a Small Hub Commercial Service Airport. Commercial service airports are publicly-owned airports that enplane 2,500 or more passengers annually and receive scheduled passenger aircraft service. There are no specific recommendations or improvements for Austin Straubel International Airport highlighted in the Plan.

Brown County Comprehensive Plan (2007)

The Brown County Comprehensive Plan, adopted in 2004 and amended in 2007, is a guide for growth that reflects the values, goals, and vision of the residents and communities in Brown County. The plan does not intend to supersede local comprehensive plan, but rather works to provide the communities with tools to implement the objectives set forth in their own plans. A county-wide comprehensive plan allows for the coordination of working towards the goals and visions of the various communities.

> The *Brown County Comprehensive Plan* recommends Ledgeview concentrate new growth in areas already developed and encourage residential density in order to balance the protection of open space with increasing the tax base.

The plan identifies the Town of Ledgeview as one of the areas within the County experiencing a large increase in development due to the close proximity to an urbanized area. The plan recommends the Town concentrate new growth in areas already developed and encourage residential density in order to balance the protection of open space with increasing the tax base. When the South Bridge Arterial is completed, it will allow for additional residential development in the southwestern portion of Ledgeview near previously constructed development. The plan makes general recommendations for the transportation network in Brown County but does not specifically make any recommendations for the Town of Ledgeview specifically.

City of De Pere Comprehensive Plan (2010)

The plan was adopted in 2010 and serves as an update to the 2004 Comprehensive Plan. The Plan reflects the

goals to attain desirable development patterns and devise recommendations for growth in the City. The plan specifically mentions cooperating with the Town of Ledgeview on an expansion of the East River Trail, a multi-use trail spanning multiple communities. The Comprehensive Plan contains an entire chapter dedicated to the Bicycle and Pedestrian network that identifies existing and recommended facilities in the City. The Town of Ledgeview should take into account the City's future plans when adding bicycle lanes or sidewalks to ensure that the transportation network is continuous between the two communities.

Village of Bellevue Comprehensive Plan (2012)

The plan was adopted in 2012 and serves as a guide for growth and development in the Village of Bellevue. The plan is a review and amendment of the 2006 plan and is intended to guide the Village through 2022. The plan recommends more investment in alternative modes of transportation like walking and bicycling. The Town should work with the Village of Bellevue when installing new facilities near the border to ensure that bicycle lanes or sidewalks connect the two communities. Providing a seamless transition for bicyclists or pedestrians traveling between the Town of Ledgeview and the Village of Bellevue will encourage the use of alternative transportation by providing safe, efficient routes.

TRANSPORTATION GOALS AND OBJECTIVES

Goal:

Provide an efficient and safe transportation system for cars, trucks, transit, bicycles, and pedestrians.

Objectives:

1. Provide and efficient system of major and minor collectors that provides local industrial and commercial truck traffic with the most direct access possible to I-43, US 41, and other regional highways.
2. Direct heavy truck and other through-traffic away from residential areas and neighborhoods.
3. Provide heavy through-traffic with alternatives to driving through the CTH G/CTH GV Neighborhood Center to facilitate safe auto, bicycle, and pedestrian access to the downtown, and preserve its character.
4. Diffuse local traffic through an interconnected system of local streets rather than concentrating such traffic on to a few collector streets.
5. Provide viable local transportation alternatives to auto travel for all residents in the form of safe and efficient pedestrian, bicycle, and transit options.
6. Actively participate in multi-jurisdictional transportation planning efforts.

TRANSPORTATION POLICIES, PROGRAMS, & RECOMMENDATIONS

Policies are steps or actions to achieve transportation goals and objectives, and programs are projects or services intended to achieve transportation policies. They have been developed using the transportation data and plans inventoried in this Chapter and the general planning issue statements and goals and objectives related to transportation identified.

Continue to Annually Develop and Adopt an Official Map for the Town Jurisdiction.

The Town annually prepares and adopts an Official Map to reserve land for roadways, trails, and other public facilities. And Official Map is a plan implementation tool authorized under Wisconsin Statutes Section 66.23(7) for adoption by Town ordinance. The Town will continue to use its Official Map when land development is proposed to obtain or reserve land for that future facility through public dedication, public purchase, or reservation.

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

Local streets are intended to primarily provide local access within and between neighborhoods. The emphasis on areas served by local streets should be on fostering a safe, livable, and walkable environment for residents; with motor vehicle access as an important but subordinate consideration. Of vital importance for local street system are relatively short blocks that provide direct, varied connections for pedestrians, bicyclists and slower moving traffic. Minimizing the impact of motor vehicles and promoting healthy alternatives is achieved through narrower streets, reduced speed limits, safe crossings, and provision of street trees, on-street parking, or buildings near the street that provide a sense of enclosure and cue drivers to slow down. Sidewalks are key to providing safe pedestrian routes for people of all ages.

Figure 22: Some Town roads contain 3-foot paved shoulders, but these accommodations may not be suitable for pedestrians; especially on high volume roads. Image: Town of Ledgeview

The Town's Subdivision and Platting Regulation currently contains provisions that promote sound local street design, including a street classification system and standard specifications for local street widths for a variety of development types, and a provision for block lengths to not exceed 1,500 feet in length. It is anticipated that a future amendment to this regulation will require that streets in new development have sidewalks or that pedestrian trails be developed in conjunction with all new residential and commercial development.

In addition to these measures, the Town has adopted a plan for retrofitting older streets and neighborhoods with sidewalks, particularly where traffic has reached levels not anticipated when the development occurred. This Plan recommends continued implementation of those plans.

The Town may want to consider additional modifications to its requirements. For example, residential blocks with lengths of 1100 feet or less are more typical in residential neighborhoods, and blocks as short as 600 to 900 feet are considered ideal from a pedestrian circulation point of view. Where blocks longer than 900 feet in residential areas, mid-block crossings for pedestrians should be explored. Locals streets internal to, and serving only, Planned Developments, the paved width of streets and often be reduced to eliminate parking on one or both sides of the street. Additional design features to slow traffic such as traffic humps, pedestrian "bump-outs" at wide intersections, and other design elements may be appropriate at particularly busy or mixed use intersections adjacent to and within neighborhoods.

Ensure Transportation Infrastructure has Pedestrian and Bicycle Facilities

The Town has long recognized the value of bicycling and walking as a form of recreation, and increasingly, as alternative means of transportation. Generally speaking separate bicycle facilities are not needed on local streets with sidewalks. For that reason, many smaller communities neglect to specifically address the needs of bicyclists in their transportation plans. However, heavily traveled arterial and collector roads often create sufficiently imposing barriers to safe, efficient, and enjoyable bicycle travel.

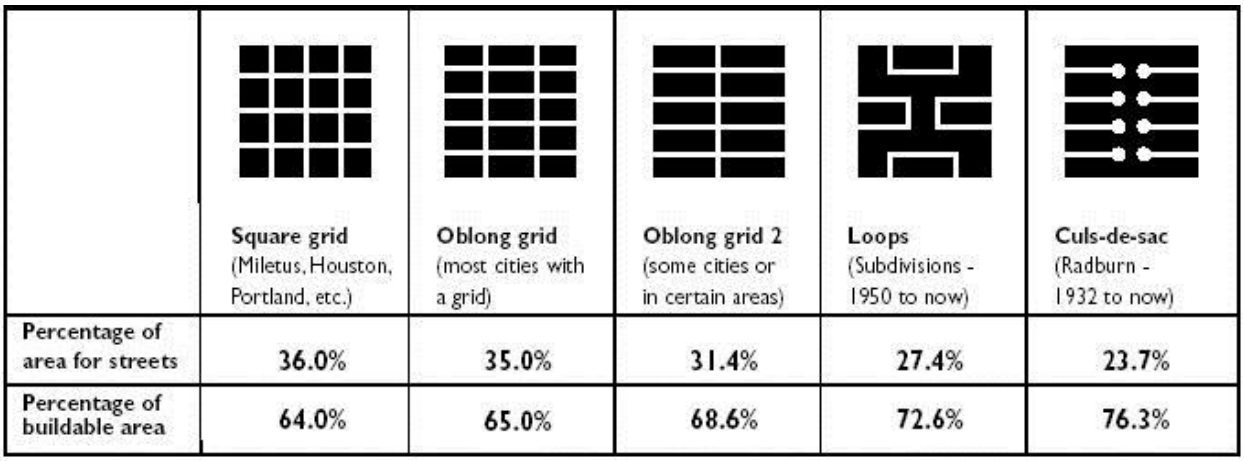
A design strategy growing increasingly popular in America's cities and towns is the complete streets movement. Complete streets aim to better integrate people and transportation systems (primarily roads). Incomplete streets—those designed with only cars in mind—limit transportation choices by making walking, bicycling, and taking public transportation inconvenient, unattractive, and, too often, dangerous. Complete Streets are streets for everyone. They are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities.

To enhance the recreational aspect of bicycling and to foster the use of bicycles for other purposes, the Town of Ledgeview has developed a Bicycle Plan as key component of its Park and Open Space Plan, which has been incorporated into this Plan. This plan takes a comprehensive look at the connections necessary to make a practical, user friendly bicycle trail system within the Town, and takes the additional step of making detailed recommendations on where and what kind of improvements beyond standard streets and sidewalks will be necessary or desirable. This Plan recommends:

- Implementation of the Town's Parks & Recreation Plan, and to periodically update it to ensure that the bicycle network continues to provide safe and logical connections to various community and area destinations.
- Work with WisDOT to provide bicycle and pedestrian access across Interstate 43, and the implementation of TRANS 75 for all state and federally funded projects.
- Working with the County to provide bicycle and pedestrian facilities along CTHs G, GV, XX, MM, PP, and R whenever improvement projects are proposed or programmed.
- Updating the Town Zoning Code as necessary to require that bicycle racks and other facilities are a standard requirement for all multi-family and non-residential development.
- Update the Town's Municipal Code as necessary to clarify dedication requirements for bicycle trails. This Plan recommends requiring bicycle facilities improvements as a standard transportation improvement with the same standing as a public street.

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 12.



	Square grid (Miletus, Houston, Portland, etc.)	Oblong grid (most cities with a grid)	Oblong grid 2 (some cities or in certain areas)	Loops (Subdivisions - 1950 to now)	Culs-de-sac (Radburn - 1932 to now)
Percentage of area for streets	36.0%	35.0%	31.4%	27.4%	23.7%
Percentage of buildable area	64.0%	65.0%	68.6%	72.6%	76.3%

Figure 23: Loop and cul-de-sac street patterns leave more buildable land than traditional gridiron geometry (one reason they are preferred by developers), but they significantly limit connectivity for residents and emergency vehicles, require more utility investment (sewer/water), and can result in heavy traffic demands on collector roads.

The Town has identified an integrated road network on its Official Map—which has also been illustrated on the Future Land Use Map—to ensure mobility as the community develops. It has been the Town's policy that

private development fund the extension of streets for residential development. This is to ensure that the general taxpayer is not subsidizing the development solely to the benefit of the developer. This practice for residential road construction/extension is consistent with many area communities.

Well-connected street patterns enable traffic to be distributed evenly, are very accessible to a variety of transportation system users, are easier to plow and maintain, enable communities to create efficient sewer and water systems, 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 will 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.

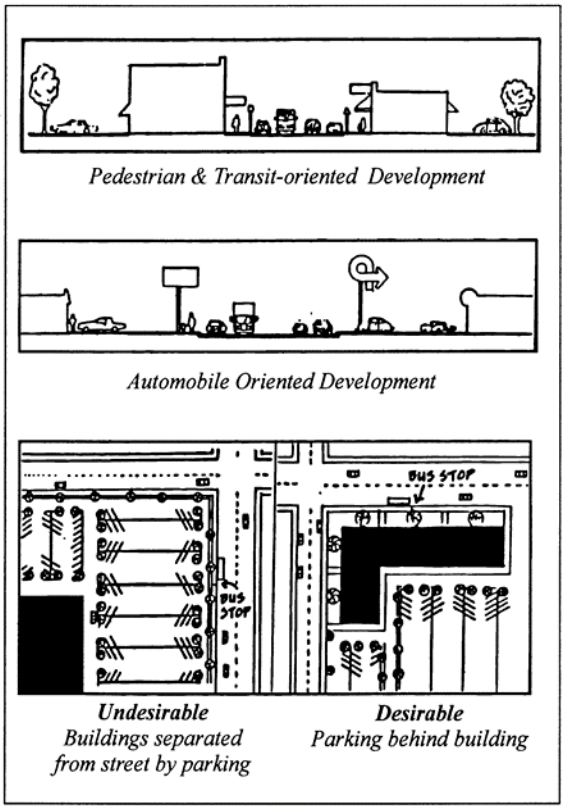


Figure 24: Comparison of Pedestrian- and Auto-Oriented Development Design Practices. Image: Brown County.

The Town makes a clear distinction between a cul-de-sac, and a temporary dead end street. A cul-de-sac is a permanent, single-access roadway to serve a development in a constrained area. There will be instances that arise in the community that temporary cul-de-sacs on a stub street will be necessary until the planned road network can be completed. Due to the uncertainties with the timing of new development, a temporary cul-de-sac may exist for a period of years. This is by no means an ideal situation in the community, but is a reality for a growing community. The Town will evaluate these situations on a case-by-case basis to mitigate problems related to traffic, water supply, emergency access, and drainage for long dead-end roadways whether temporary or permanent.

The Town discourages the creation permanent dead-end streets and cul-de-sacs, in order to improve both vehicular and non-vehicular traffic circulation and shorten travel distances. Adequate access for police, fire, and other emergency vehicles is also affected by the length of cul-de-sac streets if the entrance to the street becomes blocked. Cul-de-sac streets exceeding 1,000 feet should be provided with an emergency vehicle

access way from the rest of the street system to the closed end, with the access way closed to normal traffic. This emergency vehicle access can also serve as the access for construction vehicles so the traffic, noise, dust, and other impacts associated with construction does not significantly impact the existing residences.

As a key implementation recommendation of this Plan, the Town will study the maximum length of a cul-de-sac or stub street to determine the maximum amount of development (number of residential dwelling units or square footage of non-residential development) to be allowed before an additional access point will be required.

Ensure Developments Provide Direct Access Between 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. 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.

Figure 25: Pedestrian walkway connecting cul-de-sac to adjacent residential development. Image: Mead & Hunt, Inc.

Reevaluate 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 existing posted speed limits on County roads. Communities are finding that the posted speed limits are too high for areas that are rapidly developing, resulting is safety issues. 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 several ways. Refer to the Wisconsin Statutes for more information.

Implement Traffic Calming in Neighborhoods and Commercial Areas

Traffic calming is a method of street design, using physical measures (in concert with signage), to encourage people to drive more slowly. It creates physical and visual cues that induce drivers to travel at slower speeds. In

essence, it is self-enforcing. The design of the roadway results in the desired effect, without relying on compliance with traffic control devices, such as signals and signs, or on enforcement. While elements such as landscaping and lighting cannot force a change in driver behavior, they do provide visual cues that encourage people to drive more slowly. Traffic calming tools include edgelines, wigwags, chokers, chicanes, traffic circles, speed humps, and raised crosswalks. In commercial areas such measures can provide increased economic opportunities since drivers, once slowed down, are more likely to stop and shop than those driving at higher rates of speed.

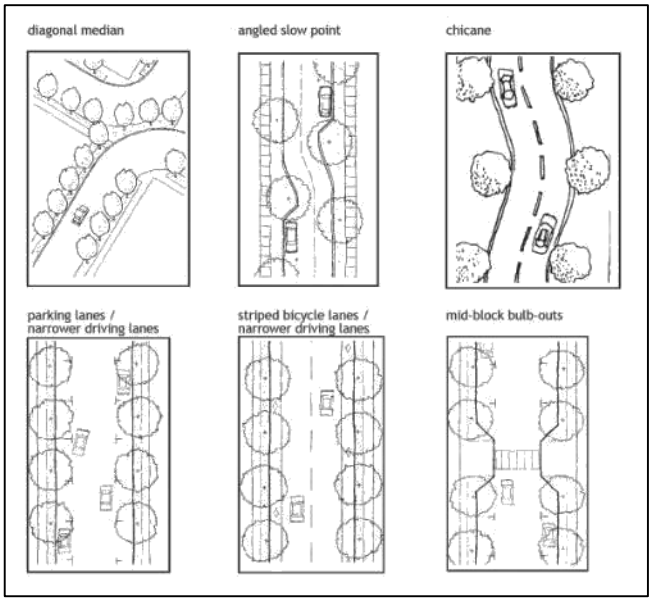


Figure 26: Examples of traffic calming the Town can implement.

Enable Developers to Build Narrow Streets

The Town currently requires urban streets in some areas to be at least 32 feet wide and rights-of-way to be at least 60 feet wide. However, in some circumstances, these widths are still too large (especially in the Town's proposed mixed-use neighborhoods future TND areas) and force the Town to maintain a significant amount of land that could instead be taxable property. To address this issue, the street width requirements should be amended in the Town's subdivision ordinance to enable developers to build narrower streets where appropriate. 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 Table 20.

TABLE 20: 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 standards in Table 20 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.

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. An example of curb extension recently built along Grant Street in De Pere appears at right.

Figure 27: Curb extensions provide traffic calming and shorten the distance pedestrian have to cross the street. Grant Street in De Pere shown here. Image: Mead & Hunt, Inc.

Encourage Development of Infrastructure for Alternative Fuel Vehicles

Broad deployment of alternative fuel vehicles (AFVs) can help address a range of concerns, including air quality, climate change, and energy security. An AFV is any vehicle in the light-, medium-, and heavy-duty segment that can be powered by a fuel other than gasoline or diesel. Various combinations of vehicle drivetrains qualify as an AFV, including those powered in part by gasoline

Figure 28: Examples of alternative fuel pumps and charging stations

The U.S. Department of Energy's Clean Cities Program and other federal, state, and local government initiatives have been facilitating the deployment of AFVs and fueling infrastructure to reduce petroleum consumption. To this end, the Town supports the development and adoption of AFVs—which include electric, fuel cell, and natural gas vehicles—and the necessary infrastructure to serve/support their use and operations.

Some well-known big box stores—IKEA, Walmart, Kohl's—as well as Kroger grocery stores, regularly install EV charging stations on-site for their customers. Kwik Trip, a Wisconsin-based convenience store and fuel chain

with over 400 locations, have opened Alternative Fuels Fueling Station in over thirty locations, with plans for continued expansion.

Develop a Pedestrian Network

Ledgeview's pedestrian network currently consists of the developing East River Trail, sidewalks in the western part of the Town, and the improvements along CTH GV (Monroe Road). However, the Town has identified a number of future trail connections and routes throughout the Town to connect important destinations. *Map 6: Planned Bicycle & Pedestrian Facilities* identifies primary sidewalks and/or trails that either already exist or should be installed in the future.

Figure 29: The East River Trail, traversing Ledgeview Park, serves as both a recreation trail, and a primary route for pedestrians through the town. Image: Town of Ledgeview Park and Recreation Plan, 2007-2012.

The facilities primarily parallel road corridors, but also follow natural drainageways or the Niagara Escarpment. This Plan – in conjunction with the Town's Park & Open Space Plan – recommends incorporating new bicycle and pedestrian facilities into design of new commercial developments and residential subdivisions. The Town is prioritizing the connection of park facilities in the Town to nearby neighborhoods. As new developments are proposed, sidewalks should be placed along both sides of main thoroughfares where feasible (CTH GV, Creamery Road, CTH X, etc.) and home-to-school walk routes (Swan Road, Dickinson Road, etc.).

With the CTH GV reconstruction in 2015, a recreation trail extending from Bellevue to CTH X (Heritage Road) was completed. This trail will be extended to the Fox River with the future construction of the southern bridge project. 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.

The Brown County Open Space and Outdoor Recreation Plan should also be used as a guide when identifying proposed trail connections that could lead to adjacent communities. 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. Neither have been constructed to date. The Town supports the construction of a proposed trail along the Niagara Escarpment through Ledgeview which could terminate in the southeast at Neshota Park in the Town of New Denmark and to the southwest at the Fox River Trail in Greenleaf. A 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.

Continue to Require Development to Fund Infrastructure Improvements

When new development occurs, it should be the responsibility of the developer or subdivider to shoulder the cost burden associated with roadway installation. The Town will have the long-term maintenance responsibilities (outlined in Chapter 6), but the initial, short-term construction shall be borne by the developer as the "price of doing business" rather than Town residents "subsidizing" development.

Explore Development of the Road Impact Fee Program to Fund Improvements

In a community experiencing rapid growth, such as Ledgeview, the impact of new development on existing infrastructure is a common and perpetual concern. A Road Impact Fee Program is a method to more fairly and equitably allocate the impact of new development on roads and to recover the costs instead of individually negotiated developer agreements. Such a program does not typically include all roads in a community. It only encompasses the roads with higher traffic counts providing for regional travel such as collector roads serving many developments and users.

The fees would be used to improve roadways to handle the new and future demand placed on them by the increased use. For example, roads such as Dollar or Silver Lanes are capable of handling the existing residential traffic, but the development of the adjacent farm fields will place added demand (impact) on the roadway that they cannot handle. The roadways may need to be improved to accommodate greater volumes, additional right-of-way may be needed, the service life of the roadways is reduced because of the increased use, or intersections need to be enhanced or signalized.

A wide variety of information is gathered and analyzed including traffic patterns, traffic volumes, anticipated growth and changes to the infrastructure. It is important to clearly define the geographic areas within which impact fees will be collected and spent. Types of eligible improvements include construction of new roads, widening existing roads, paving gravel roads, intersection improvements and signalization, as well as acquisition of additional rights-of-way required for such improvements.

The fees are charges assessed on new development using a standard formula based on objective characteristics, such as the number and type of dwelling units constructed, or square footage of commercial development by type. The fees are a one-time, up-front charge, with the payment made at the time of building

permit issuance. The total cost of planned improvements attributed to growth over the planning horizon is divided by new trips anticipated to occur over the same time period.

This Plan recommends the Town evaluate the impact of new development on existing roads, the ability of the existing roads to accommodate the added demand, and the equitability of existing residents to pay for the improvements required by new development in their neighborhoods. The Town should evaluate a Road Impact Fee Program as an alternative to fund such inevitable improvements.

CHAPTER 4

Economic Development

Ledgeview
Set your sights high

ECONOMIC DEVELOPMENT

This chapter provides a compilation of goals, objective, policies, programs, and recommendations to promote the stabilization, retention, or expansion of the economic base and quality employment opportunities in the Town of Ledgeview. An analysis of the existing labor force and economic base outlines the Town's strengths and weaknesses with respect to attracting and retaining businesses and industries. Additionally, this chapter provides a breakdown of the number of sites required for such businesses and industries, including an analysis of the potential to redevelop environmentally contaminated sites. Finally, this chapter identifies county, regional, and state economic development programs that are available to Ledgeview.

LEDGEVIEW'S ECONOMY

Two critical questions a small community must ask itself are what kind of economic development do we have now? And what kind of development do we want in the future? To better understand Ledgeview's opportunities for commercial and industrial development it is helpful to classify the current economy. In general, there are five types of economies typically found in a small community.[7]

1. *Resource-Based Economy.* This type of economy is characterized by geographic isolation, as they are typically far away from larger cities/metro areas and have limited interstate access. These communities often have an aging population base and lack of opportunities for higher education and local employment.

2. *Industrial Economy.* This type of economy is characterized by dependence on yesterday's economic base. Often a community of this type has a single manufacturing or industrial operation that sustains the vast majority of residents.

3. *Metropolitanizing Economy.* These communities are experiencing a high amount of residential development which causes concern about decreasing land supplies, loss of community identity, maintaining small town character, and avoiding becoming a "bedroom community."

[7] Randall Gross, Embracing Change in Small Communities, APA National Conference, March 2005. Information provided by Community Planning & Consulting, LLC.

4. *Dependent Economy.* Usually an unincorporated area outside of the suburban ring of development. The economic vitality of this community depends on the economic success of the larger adjacent/nearby community. The primary challenge is handling local residential development pressure.

5. *Lifestyle Economy.* These communities include university towns, small communities with military bases, and tourist destinations. Residents enjoy their small community setting and quality of living, but are concerned about their long-term dependency on a single economic source.

The Town of Ledgeview can best be characterized as a hybrid of the metropolitanizing and dependent community, with roots in an industrial economy and aspects of a lifestyle economy. Given its proximity to the Green Bay metropolitan region, it may be difficult for the Town to compete directly with neighboring cities and villages for conventional retail development or large-scale industry. However, opportunity exists for high-end employment centers or corporate headquarters. Other opportunities exist for light manufacturing, niche or destination retail, dining, and tourism as well as "grow your own" start-ups.

EXISTING ECONOMIC DEVELOPMENT FRAMEWORK

The following information provides an overview of the Town's existing labor force, its economic position within Brown County, and where and how existing employment centers have developed in the Town.

Educational Attainment & Age

Educational attainment refers to the highest level of education that an individual has completed and is one variable used to assess a community's labor force potential. As documented in Chapter 1, the Town of Ledgeview contains a very well-educated, generally young, population. Ninety-five percent of Town residents are high school graduates or higher and 43 percent have a bachelor's degree or higher. This is at, or among the top, for all other surrounding municipalities and well above the County. The Town's median age of 33 years old is the lowest among surrounding communities including Brown County.

Commuting Patterns

According to the 2009 – 2013 ACS, 83 percent of Town residents spend less than 25 minutes commuting to work, indicating that the majority of residents work within the Green Bay Metropolitan area. In fact, 94 percent of residents work within Brown County. The Town's mean travel time to work (17.7 minutes) is lower than Brown County (18.5).

Ninety percent of residents reportedly drive to work. More than 80 percent of workers drove alone to work, while approximately six percent carpool, and seven percent work at home. Fewer than four percent walked or bike to work. Surprisingly, the Town is very comparable to the County in every aspect of commuting characterizes.

According to the US Census Bureau (2012 data), only 137 people living within the Town of Ledgeview were also employed within the Town. However, nearly 3,000 Ledgeview residents commute to work outside the Town, but nearly 2,000 people who are employed within Ledgeview commute in from outside of the Town. See Figure 22 at right.

Within 1 mile of the Town, nearly 8,000 people living outside the Town commute in for work. However, more than 13,000 of those living within Ledgeview or within 1 mile commute more than a mile outside of the Town for work.

Looking more broadly, more than 48,000 people are employed within a 3 mile radius of Ledgeview. However, less than 5 percent work within the Town itself. Of those living within a 3 miles of the Town, 60 percent commute to work outside the Town.

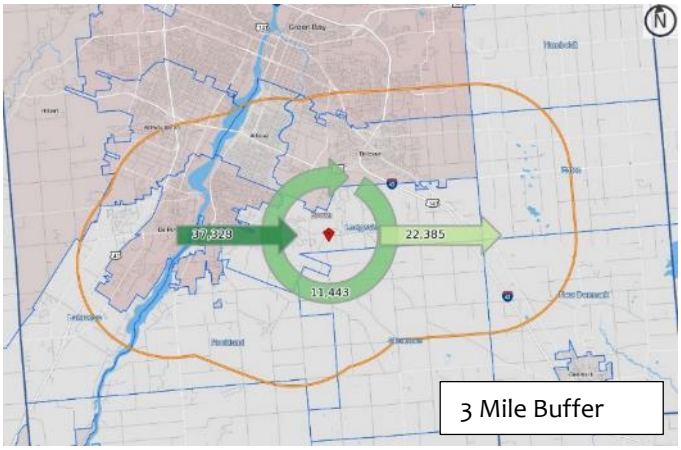


Figure 30: Inflow/Outflow Job County (Primary Jobs 2012). Images: US Census OnTheMap

While this analysis can't say for certain where residents are commuting in particular, it is indicative that the Town is behind its immediate neighbors in terms of employment opportunities for both its own residents and those commuting in from outside the area.

Labor Force Analysis

The Town's labor force is the portion of the population age 16 and older that are employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. Table 21 provides a break-down of Town residents in the labor force. According to the data, the Town is very comparable to Brown County, but contains a slightly higher percentage in the labor force than the county. The Town's 5 percent unemployment is down slightly from 6.5 percent in 2010.

TABLE 21: EMPLOYMENT STATUS BY PERCENTAGE OF POPULATION 16 YEARS AND OLDER

Employment	Brown County	Town of Ledgeview
Population 16 and over	195,508	4,799
In Labor Force	136,970 (70%)	3,638 (76%)
Civilian Labor Force	136,807 (70%)	3,638 (76%)
Employed	126,640 (65%)	3,394 (71%)
Unemployed	10,167 (5%)	244 (5%)
Armed Forces	163 (<1%)	0
Not in Labor Force	58,538 (30%)	1,161 (24%)
Source: 2009 – 2013 American Community Survey		

Economic Base Analysis

As presented in Chapter 1, the two industries in the Town encompassing the highest percentage of the labor force include the Educational Services, Health Care, & Social Assistance (27.3%) and Manufacturing (16.3%).[8] Professional, Scientific & Management, Administrative, & Waste Management Services is also notably the only other industry above 10 percent (12.1%). Educational Services, Health Care, & Social Assistance and Manufacturing are also the highest labor force sectors for Brown County.

The 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 manufacturing, Insurance, financial services, and government, and Logistics (trucking, warehousing, and related services). Due to the interrelatedness of the Town within the Green Bay Metropolitan Area's economy, a Location Quotient (LQ) Analysis to determine basic and non-basic sector employment was performed utilizing Brown County as the local level for analysis as compared to Wisconsin.

[8] Establishments in the Manufacturing sector are often described as plants, factories, or mills and characteristically use power-driven machines and materials-handling equipment. Manufacturing. http://www.census.gov/econ/manufacturing.html. Accessed June 3, 2015.

Basic sector employment typically produces goods or services that are exported out of the local economy and into the larger 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 State of Wisconsin in order to identify basic and non-basic sectors of the local economy. If the LQ is less than 1.0, employment in that industry is considered non-basic, meaning that local industry is not meeting local demand for certain goods or service 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 service. 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 Table 22.

Based on the LQ Analysis, there is demand within Brown County to support increases in the Town's top three industry sectors – Educational Services, Health Care & Social Assistance and Professional, Scientific & Management. Moreover, the Town already has a large percentage of its current population working in those industries.

According to the LQ analysis, there are five industries in Brown County that can be considered to be basic employment sectors: 1.Wholesale Trade, 2.Transportation, Warehousing, & Utilities, 3.Information, 4.Financial & Insurance, Real Estate, Rental, & Leasing, 5.Arts, Entertainment & Recreation, Accommodation, & Food Services. These industries are most likely exporting goods and services to other parts of the country and contributing to a more stable local economy. One example may by the influence of the Green Bay Packers.

Those industries that are below 1.0, such as Educational Services, Health Care, & Social Assistance, Professional, Scientific & Management, Administrative, & Waste Management Services – two of the Town's three highest labor force sectors– indicate that there may be demand within Brown County's local economy to support increases in these industry sectors. The Town is well suited to fill those needs as it already has the population living within its boundary to fill those types of jobs.

TABLE 22: EMPLOYMENT BY INDUSTRY GROUP, 2013. BROWN COUNTY AND WISCONSIN LQ ANAYSIS

Occupational Group	Wisconsin	Brown County	Location Quotient
Agriculture, Forestry, Fishing, Hunting, and Mining	70,743	2,229	0.71
Construction	151,201	6,060	0.90
Manufacturing	515,649	22,772	0.99
Wholesale Trade	77,035	3,999	1.16
Retail Trade	324,973	14,019	0.97
Transportation, Warehousing, & Utilities	124,407	8,204	1.48
Information	48,652	2,312	1.07
Financial & Insurance, Real Estate, Rental, & Leasing	176,812	9,735	1.23
Professional, Scientific & Management, Administrative, & Waste Management Services	225,521	9,194	0.91
Educational Services, Health Care, & Social Assistance	657,565	26,665	0.91
Arts, Entertainment & Recreation, Accommodation, & Food Services	246,390	12,146	1.11
Other Services, Except Public Administration	119,054	5,111	0.96
Public Administration	101,634	4,194	0.93
Total employed population 16 years and over	2,839,636	126,640	1.00

Source: 2009 – 2013 American Community Survey

Ledgeview's Existing Commercial and Industrial Businesses

The intersection of CTH GV and CTH G is one of the most heavily traveled and most prominent intersections within the Town of Ledgeview. It is home to a mix of industrial and commercial businesses as well as Olde School Square. Industrial land uses in this area consist of a handful of automotive related businesses and a recycling business. These businesses have existed in their current locations through the development of neighboring commercial uses (gas station, drug/convenience store, restaurant, and nursery) as the Town has grown.

The most noticeable commercial development within the Town, Olde School Square, also lies within this area. This planned Neighborhood Center contains small-scale retail shops, a restaurant, café, and offices. While not fully developed, its unique design characteristics and niche shops are intended to draw in visitors from the region while strategic central location and variety of amenities act as a meeting place and traditional center for the community. Fully developed, it may also contain a bank, hotel, post office, government offices, residences, and public community space.

The juxtaposition of industrial businesses, traditional commercial development, and a Planned Development make the CTH GV and CTH G intersection area unique and affords Ledgeview a multitude of opportunity for

continued economic development. The future development of this area will need to balance the needs of individual property owners with the interests of the Town and the desires of the development community.

To aid in the future development of this area and kick-start stagnant development in the Olde School Square area, the Town adopted the Project Plan for Tax Incremental District (TID) Number 1 in 2015. The creation of TID No. 1 provide a financing vehicle for the Town to undertake the public improvements necessary to stimulate private reinvestment, redevelop this area into higher and better land uses, remediate environmental concerns, and upgrade this highly visible area of the community. Without these tools and public improvements, it is unlikely that significant improvement to this area will occur. In fact, it is more likely that continued sporadic land uses and underperforming land will dominate this area, and not contribute to the aesthetic and economic vitality to this entry and core of Ledgeview.

Other areas of commercial development within the Town include the following locations.

- Along CTH G at the Town's border with De Pere. This area contains a mix of retail and commercial service uses like restaurants, salons, banks, medical clinics, a grocery store, and some offices.
- Along CTH GV at Ledgeview Road. Currently this area contains one dental office, although two separate parcels are reserved for future commercial development.
- At the I-43 interchange. A gas station with convenience store and restaurant exists in this location. A truck stop is also located on the south of the interchange.
- North/east of I-43 at the intersection of US 141 and WIS 29. Several commercial businesses are scattered around this intersection area including a small engine repair shop, a storage facility, a few restaurants/bars, and a few offices. A major manufacturing businesses is also located east of I-43, south of the interchange area.
- Some other commercial uses are scattered throughout the Town.

The most well-defined area of existing Industrial development within the Town exists between CTH PP and Swan Road in the western portion of the Town. Some commercial and service businesses uses including a veterinary clinic, day care, fast food restaurant, and bank also exist in this area. There are between five and 10 industrial/manufacturing businesses in this area but 100 additional acres of potential future industrial development. Adjacent to the west of CTH PP is the East De Pere Industrial Park. De Pere's portion of the larger industrial area contains more businesses than exist within Ledgeview's portion, and also has room to grow. This area will continue to house a large portion of the Town's industrial/manufacturing land uses in the future.

Allouez, Bellevue, and De Pere Existing Commercial and Industrial Businesses

Outside of Ledgeview, major concentrations of commercial land use exists in both the east and west sides of downtown De Pere. De Pere has been successful in blending new redevelopment activity in the downtown area with the preservation of existing older historical structures. The traditional downtown development varies from small service and sales enterprises to a larger Shopko department store. Recently, new commercial uses have been developing west of downtown De Pere along the Main Avenue (CTH G) corridor (strip commercial), and in the Scheuring Road/USH 41 interchange area (auto-oriented big-box).

Within the Village of Allouez there are currently several pockets of commercial activity, but the heaviest concentration of activity is along Webster Avenue and Riverside Drive north of Allouez Avenue. This commercial area contains banks, drug stores, restaurants, automobile dealerships, and a variety of other destinations that serve the Village, Town of Ledgeview, and surrounding communities. The Village of Allouez's only industrial land uses existing between the Fox River and WIS 57 in the far northwest portion of the Town.

Perhaps the greatest competition for commercial or businesses development to the Town of Ledgeview comes from the Village of Bellevue to the north. There are four primary areas of commercial activities within Bellevue. One area is located at Main Street and I-43 intersection (south of Manitowoc Road). The second commercial area is at the intersection of Lime Kiln Road (CTH V) and Allouez Avenue (CTH O). The third developing business park is located on CTH GV on the south side of STH 172. Finally, the fourth business area is located within the industrial park at the north end of Bellevue Street. There are a number of corridors with developed and developing commercial uses along Bellevue Street (CTH XX) and Allouez Avenue (CTH O) on the west side of Bellevue. Areas of industrial activity within the Village include an industrial park located in the northwest on Bellevue Street, concentrations farther south along Bellevue Street, as well as along Commercial Way, Donbea Street, Verlin Road/Main Street intersection, and Main Street near the Town of Ledgeview

ASSESSMENT OF DESIRED ECONOMIC DEVELOPMENT FOCUS

Strengths and Weaknesses

It is both important and required by Wisconsin State Statutes that comprehensive planning "assess categories or particular types of new businesses and industries that are desired by the local government unit". Table 22 considers the strengths and weaknesses for economic development in the Town of Ledgeview. Based on these strengths and weaknesses, the Town's desired economic focus is reflected in the goals, objectives, policies, programs, and recommendations.

TABLE 23: LEDGEVIEW STRENGTHS AND WEAKNESSES FOR ECONOMIC DEVELOPMENT

Strengths	Weaknesses
Interstate interchange	Competition from incorporated neighbors
Proximity to Green Bay and Fox Valley	Highly developed region
Well educated, young population	Strong agricultural and mineral extraction presence
Land available for development	Sewer and water not available everywhere
Major transportation corridors provide access and mobility	Too high of demand may detract from quality of development
TIF district established	Lack of public-transportation
Low crime rate	Abundance of environmentally sensitive areas

Community Survey

The community survey asked participants to identify which issues related to land use were of greatest concern to them within the community. One in five respondents indicated the local economy, or commercial development. Another question presented in the community survey asked participants to select from a variety of future development options those that they would most prefer. The top ten identified were:

1. Family dining 58.3%
2. Locally-owned small business 57.9%
3. Upscale restaurant 44.6%
4. Upscale retail 35.0%
5. Breweries, wineries, distilleries 30.8%
6. Grocery store 29.6%
7. National chain restaurant 28.8%
8. Art galleries, craft stores 26.3%
9. Theatre, performing arts 25.4%
10. Light industry 23.8%

The survey also indicated relatively strong support for public and private sector actions to generate economic development in the community. Participants were asked to indicate their level of support for the following programs and policies intended to generate economic development in Ledgeview. The list below shows the percentage of respondents who supported or strongly supported the various economic development activities.

- Business Improvement Districts 60.4%
- Economic Development Grants 58.8%
- Streetscape Planning 56.7%
- Tax Increment Finance (TIF) District 37.5%

Finally, 63.3% of those who completed the survey indicated support for the creation of a marketing program to promote the community and strengthen its identity within the region.

Community Engagement Session

During the visioning portion of the engagement session participants were asked to finish the following sentence: "By 2035, the economic development in the Town of Ledgeview includes…" They were also asked to participate in a nominal group exercise during which each person was given three adhesive dots and asked to place them onto the wall graphic next to the vision or visions related to economic development they deemed most important. The visions identified as most important included:

- Strong school system (4 votes)
- Olde School Square – fill it up (3)
- More local control over future – don't take state/federal dollars just because they're available (3)
- Become a village to better compete (3)
- Technology infrastructure – free Wi-Fi (3)
- Attract people to community core – CTH G & CTH GV, connectivity, create excitement, maintain design aesthetics (1)
- Plan for houses of worship (1)
- Nonmetallic mining (1)
- Focus on small business development (1)
- Sustainable (1)

Economic Development Focus

I-43 Business Park

In 2006 the town adopted the Ledgeview Business Park Master Plan to guide the development of a business park at the I-43 interchange with CTH MM. The vision for the Ledgeview Business Park identifies it as a signature entrance into the Town of Ledgeview and the Green Bay region, consisting of a well-designed mix of corporate / support uses, light industrial uses, and pedestrian-scale neighborhood retail. While the goals of the 2006 Business Park Master Plan remain intact, the plan's specific recommendations will be revised in conjunction with this plan.

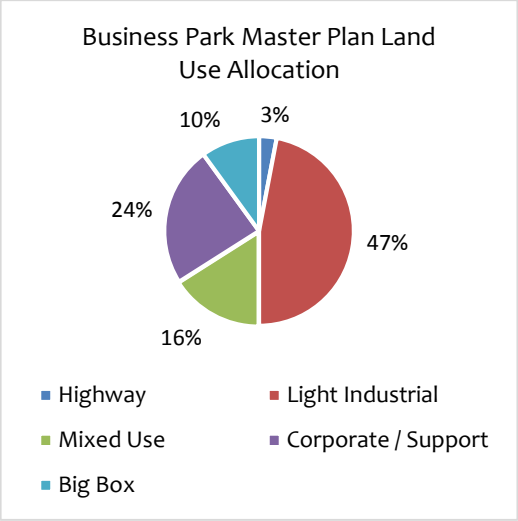


Figure 31: Business Park Master Plan

The Town is seeking to capitalize on the only Interstate interchange within the Town, as well as the location of the future business park within the larger Green Bay region to attract high-end uses that complement the demographics of the Town and region and provide jobs to the Town's skilled labor force. To that end, the Town is seeking to attract businesses in the areas of health care, information technology, and manufacturing. Because of the location to the interstate, the short distance to the regions intermodal centers – the Port of Green Bay and Austin Straubel International Airport, the

...the closer a company's facility is to interstates and state highways, the faster the products are delivered. The rule of thumb is '5 to 55' – meaning taking only five minutes to get to 55 miles per hour.... The bottom line is that every minute matters.

Critical Location Decision Factor #2: The Road to Profitability – Area Development Online Corporate Executive Survey.

availability of developable land, and a young, educated workforce within a short commuting distance, the I-43 Business Park is particularly well suited to host a corporate headquarters or corporate campus on par with the best in Wisconsin.

Olde School Square

Adjacent to CTH GV, the Town proposed a nodal concept of Traditional Neighborhood Development (TND) referred to as "Neighborhood Center Districts" or NCD. The NCD approach provides for a variety of pedestrian-oriented retail, office, lodging, residential, and civic land uses typically with a central focus element or attraction like a park or significant municipal building. The intent of the district is to encourage the development of a vibrant mixed-use area where residents and visitors can live, work, shop, dine, be entertained, enjoy community and cultural events, and contribute to the economic viability of the NCD and the Town as a whole.

The Town developed a plan and a zoning code for NCD's in 2007 with the Olde School Square area being the primary focus. Through this plan update, the Town has also added proposed NCD locations along CTH GV south of CTH X and south of the Business Park along CTH MM, as show on Map 4: Future Land Use.

Figure 32: Olde School Square provides a unique, quaint shopping experience. Image: Mead & Hunt, Inc.

The initial focus of NCD development should be the Olde School Square area, located at the intersection of CTH GV and Dickinson Road. This location is relatively centered in the area of urbanizing development within the Town and will orient visitors and residents within the center of the Town and within the development area itself. 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 revise the detailed design plan with recommendations for Olde School Square that will establish a sense of identity for the area, and a major attraction for Ledgeview.

CTH GV / CTH G Corridor

The CTH GV / CTH G Corridor from the Village of Bellevue south to just beyond Ledgeview Road intended to be one of the major commercial corridors within the Town. This corridor currently contains several agricultural parcels, parcels containing environmental resources, and some small scale, independent commercial uses. Recently, a majority of the land along the corridor was approved for inclusion in TID 1, anticipating future commercial development. At the intersection of CTH GV and CTH G, more recent commercial activity has added a pharmacy/small-box retailer, a gas station, landscape nursery, and a restaurant/bar.

Figure 33: The CTH GV corridor provides a more automobile oriented retail experience. Image: Mead & Hunt, Inc.

The intent of this corridor is to attract high-quality commercial and business land uses which provide daily or weekly services for Town residents and visitors. Because this corridor is highly visible and highly traveled, it should include specific design characteristics which support civic pride and community identity as well as promote the sustainable goals of the Town. The LED light poles with Ledgeview banners is the first implementation of corridor design standards along CTH GV.

Ledgeview Industrial Park Area

The area of Ledgeview most suited for industrial development is along Swan Road, east of CTH PP and north of CTH GV extended to Rockland Road. This area has already seen a fair amount of industrial activity and is adjacent to the City of De Pere Eastside Industrial Park. Land within this area is well suited for new industrial development as well as infill and provides immediate access to WIS 32/57 along CTH PP or Rockland Road. Additionally, the development of business incubator space dedication to startup and early-stage companies would be ideal in this area. During the planning period, as CTH GV is extended to Rockland Road, this area will also become directly adjacent to a new bridge over the Fox River, connecting US 41 (to become Interstate 41) and the Fox Valley to the Town.

Figure 34: Ledgeview's Industrial Area outlined in red. Image: Google Earth 2015

ECONOMIC DEVELOPMENT PROGRAMS

Compared to surrounding cities and villages, the Town of Ledgeview has a limited number of tools, programs, or agencies of its own that are available to foster economic development. The surrounding village and cities each have a chamber of commerce and other economic development tools to attract and support development in the area. Brown County provides a number of economic development resources available to assist individuals and businesses interested in development and municipalities seeking to development within their own communities. In addition, state and federal agencies provide a wide range of useful economic development financing and planning tools available to communities and individuals. A handful of these tools are outlined below.

Brown County Economic Development Revolving Loan Fund

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 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) of the US Department of Commerce. The Bay-Lake RPC provides a list of economic development partners on it's website at http://www.baylakerpc.org/economic-development/economic-development-links.

New North, Inc.

New North, Inc. is a New North, Inc. is a 501(c)3 nonprofit, regional marketing and economic development organization fostering collaboration among private and public sector leaders throughout the 18 counties of Northeast Wisconsin, including Brown and Kewaunee. New North is a regional partner to the Wisconsin Economic Development Corporation (WEDC) and the State of Wisconsin, as well as local economic development partners, and represents more than 100 private investors. The New North brand unites the region both internally and externally around talent development, brand promotion and business development, signifying the collective economic power behind its 18 member counties.

Northeast Wisconsin Regional Economic Partnership (NEWREP)

NEWREP provides hands-on support and programming for existing and prospective businesses and works closely with New North, Inc. The group offers: Community-specific economic development programs; Access to workforce and training programs; Information about local buildings, sites, industrial/commercial parks; Financing program support and technical direction; Technical support for business development projects; Local advocacy and liaison for resident and new business investment; and Community and state program liaison.

NEWREP is comprised of 16 northeast Wisconsin counties plus the Menominee Tribe. While NEWREP's focus is on businesses engaged in research and the development of advanced products, NEWREP also assists businesses that use advanced technology in their production, operations or manufacturing processes.

Economic Modeling Specialist International (EMSI)

Economic Modeling Specialist International (EMSI) software is a comprehensive web-based tool that puts in-depth, local employment data and analysis in the hands of local economic and community development practitioners that enables them to make clear, data-driven decisions. Analyst draws on EMSI's labor market data that is used by hundreds of organizations across the United States for business attraction site searches, strategic public investments in infrastructure and training, and long-term economic planning. The data is automatically updated four times a year, so users can be assured the information they are accessing is current and relevant to their region of analysis.

In 2012, the WEDC and all of the state's nine regional planning commissions formed a partnership to provide access to Economic Modeling Specialist Intl. (EMSI) software throughout the state. Bay-Lake RPC staff has been trained to use EMSI software by WEDC staff.

Wisconsin Economic Development Corporation

The WEDC provides many programs to help communities spur economic development locally. These include programs focused on community and downtown re/development, infrastructure, and the environment. Additionally, the WEDC helps entrepreneurs looking to locate in a particular area connect with the local community and the resources available in the area. Below are summaries of a few of the programs available from the WEDC to the Town of Ledgeview.

Capacity Building Grants

Capacity Building (CAP) Grants assist local economic development groups with assessments of the economic competitiveness of the area and with the development of a Comprehensive Economic Development Strategy.

Idle Industrial Sites Redevelopment Program

This program offers grants to communities for the implementation of redevelopment plans for large industrial sites that have been idle, abandoned or underutilized for at least five years.

Wisconsin DNR Safe Drinking Water Loan Program

This program provides financial assistance to communities to build, upgrade, or replace public water supply system infrastructure.

USDA Rural Development (Wisconsin Office)

The US Department of Agriculture Rural Development, Wisconsin office provides financial assistance to communities to support public facilities and services such as water and sewer systems, housing, health clinics, emergency service facilities, and electric service.

WDNR Ready for Reuse Program

This WDNR administered program provides loans and grants to communities to be used for environmental cleanup or hazardous substances or petroleum at brownfield sites.

Capital Catalyst Program

This program provides seed grants, typically ranging from $50,000 to $500,000, to communities dedicated to stimulating entrepreneurship. Industry sectors targeted for Capital Catalyst seed grants includes advanced manufacturing, agriculture or food processing, information systems, medical devices, and renewable/green energy.

Seed Accelerator Program

The WEDC Seed Accelerator program provides grants to eligible communities to support a pre-seed (early stage) business model that incorporates training, mentoring, and financial assistance to entrepreneurs in their area. This program largely aims to connect aspiring businesses owners with the resources they need to support new companies.

US Economic Development Administration (EDA)

The US Economic Development Administration provides grant programs for economic development assistance, regional planning and local technical assistance. A database of available grants can be found at www.grants.gov.

ENVIRONMENTALLY CONTAMINATED SITES

The WDNR Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or "brownfields," in the state. The WDNR defines brownfields as abandoned, idle, or underused commercial or industrial properties, where the expansion or redevelopment is hindered by real or perceived contamination. Brownfields vary in size, location, and past use, but can be anything from a 500-acre automobile assembly plant to a small, abandoned gas station. These properties present public health, economic, environmental, and social challenges to the communities in which they are located. In Wisconsin there are an estimated 10,000 brownfields.

The Bureau for Remediation and Redevelopment Tracking System (BRRTS) on the Web (BOTW) website, accessible at www.dnr.wi.gov/topic/brownfields, provides a database of contaminated properties and other activities related to the investigation and cleanup of contaminated soil or groundwater in Wisconsin. As of June 2015, there were 14 BRRTS sites in the Town of Ledgeview. These sites are located throughout the Town and consist of three environmental repair (ERP) sites and 11 leaking underground storage tanks (LUST).

ERP sites are sites other than LUSTs that have soil and/or groundwater contamination. Examples of ERP sites include, but are not limited to, leaking aboveground storage tanks and industrial and/or chemical spills. Two of the three sites were approved for closure by the WDNR. One site (Scray Hill – LGU) is open. The responsible parties (RP) are working with the WDNR to clean-up the site and close the activity.

LUST sites have petroleum-related soil and/or groundwater contamination. Seven of the 11 LUST sites have been listed for closure by the WDNR. Clean-up efforts were approved by the WDNR for four sites (Laverne Geurts Estate, De Pere High School, Jensen Estate, and City Limits Express), but the potential for residual contamination remains because continuing obligations remain for these sites. Further coordination with WDNR by the property owners is required when future development or other land use actions are proposed.

ECONOMIC DEVELOPMENT GOALS AND OBJECTIVES

Goal:

Encourage a competitive and diverse economic atmosphere that attracts investment and employment in the Town.

Objectives:

1. Direct commercial development to Planned Mixed Use, Planned Business, or Planned Industrial/Business Park areas, identified on Map 4: Future Land Use.
2. Discourage unplanned, continuous strip commercial development.

3. Support the extension of CTH GV over the Fox River.
4. Collaborate with adjacent municipalities to attract appropriate economic development to common, planned commercial and business growth areas.
5. 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.
6. Plan and reserve a sufficient supply of developable land for commercial and businesses uses.
7. Direct large-scale commercial and industrial development into areas where public utilities are available or planned and where transportation facilities are in place.
8. Continue to use tax increment financing as a tool for economic development and recreation tourism-related development.
9. Promote use of green technologies and sustainable development.
10. Pursue funding sources for use in the redevelopment and remediation of brownfields.
11. Work with private land owners to address contaminated, vacant, and under-performing sites and buildings in the Town.

ECONOMIC DEVELOPMENT POLICIES, PROGRAMS, & RECOMMENDATIONS

Use Tax Increment Financing

Tax Increment Financing (TIF) is a tool state lawmakers gave local governments in the 1980s to help communities restore run-down areas or jumpstart economically sluggish parts of town. With this tool, municipalities can make needed improvements, like new roads or sewers, and provide incentives to attract businesses or to help existing businesses expand without using general funds or raising taxes. With the passage of 2013 Wisconsin Act 193, effective in April 2014, the State has granted authority to Towns to use Tax Increment Financing in the same manner as cities and villages.

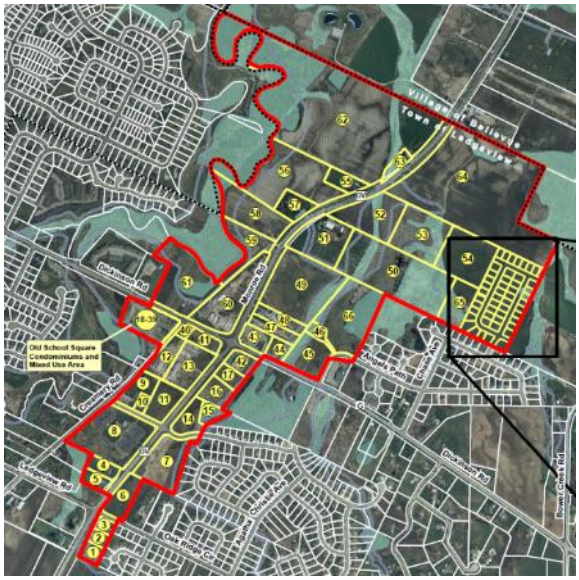


Figure 35: Ledgeview TID 1 Boundary and parcels.

The use of TIF as a tool for economic development allows the Town to expend money related to retail development, manufacturing and office employment, eradicate blights, assist under-performing lands, tourism, or mixed-use development projects. The Town can utilize this financing tool for the expansion of public

infrastructure including sewer and water; streets; and drainage, remediation, or redevelopment of specific sites, and land acquisition. The use of a TIF can be done alone or in a partnership within surrounding jurisdictions.

The Town will pursue the use of TIF to attract future development and employment opportunities. As of June 2015, the Town has adopted the Project Plan for Tax Incremental District Number 1 for the Olde School Square area along the CTH GV corridor and around the CTH GV/CTH G intersection. Ledgeview was the second Town in the state to create a district under Act 193—exhibiting the Town's commitment to progressive economic development. The purpose of TID No. 1 is to kick-start stagnant development in the Olde School Square development, a mixed use retail and office condominium community made up of original and replica nineteenth century buildings. The complex is a mix of restaurants, retail stores, and office suites. TID No. 1 will also assist with site preparation and attracting development to the high-profile CTH GV corridor.

The use of a traditional TIF can be somewhat risky because it requires a municipality to pay development costs upfront and use the increment from increased tax revenues from the project to pay back those upfront costs. A developer will agree to do "x, y, and z" if a municipality agrees to pay for "a, b, and c." This scenario places all the risk on the municipality and community to ensure the TIF succeeds. However, the Town can also pursue a more conservative "Pay-As-You-Go" TIF or a multi-jurisdictional TID. In a "Pay-As-You-Go" TIF, the municipality relies on the developer to pay for the upfront project costs and uses the increment from the increased tax revenue to pay back (reimburse) the developer for public benefitting costs; decreasing the risk of the community and ensuring the developer has an economic stake in the venture.

Complete an Economic Development Strategic Plan

Economic development is more than just infrastructure, jobs, and buildings; it is a pathway to self-sufficient neighborhoods and a fiscally sound community. For future success, it is essential that Ledgeview is recognized for its assets and is known as a welcoming and effective town in which to conduct business, where staff understands and respects the critical business elements of time and certainty.

The Town should work with economic development experts to develop a strategic plan for the community. The Plan should include:

- Comprehensive description of the local commercial sector and the competitive environment.
- Description of the delineated trade area and profile of its demographic conditions.
- Estimates related to sales and market penetration of existing commercial businesses in the community.

- Recommended retail sectors and specific businesses that may be considered for attraction to Ledgeview.
- Measures that Ledgeview may consider to enhance the competitiveness of its commercial districts.
- Approaches the Town may take to recruit targeted businesses.
- Community branding and marketing strategies.

There are no quick solutions or "magic bullets" when it comes to community economic development. To be done successfully, it requires consistent focus over time on incremental improvements working toward common goals in areas in which the community has the power to make changes. An Economic Development Strategic Plan will allow Ledgeview to focus its resources properly to capitalize on economic development opportunities in the short-term, mid-range and long-term to improve Ledgeview's performance or standing in each of these areas.

Update and Implement the I-43 Business Park Master Plan

Highway accessibility and visibility is traditionally at the top of the short list for site selection criteria for economic development. Corporations target locations that are in close proximity to prime transportation arteries, and that have easy access both on and off of interstates. Appearance of commercial or industrial sites is regularly becoming a priority for municipalities. As such, the Town will stringently enforce the 2006 Business Park Development Guidelines and site review ordinance for buildings in the business park area to create a positive first impression for travelers and potential new businesses. The Town is also willing to wait for the type of high-end, long-term development needed to provide employment for its younger, well-educated residents as well as and capitalize on the expected future growth within the Town.

Figure 36: In this example, the community reserved one quadrant of its highway interchange for a high-end business park development which serves the employment needs of its residents as well as the larger region. Image: Google Maps 2015.

In 2006, the Town of Ledgeview adopted a Business Park Master Plan for the I-43/CTH MM interchange in the eastern part of the Town. The business park is the primary entranceway to Ledgeview and lies along the only section of Interstate within the Town. Its appearance and the future development there are of the utmost importance to the Town. As such, this Master Plan should receive a warming over within the next 5 years to ensure it accurately reflects the importance of this area to the Town.

Implement I-43 Business Park Development Guidelines

In 2006, the Town adopted Business Park Development Guidelines in conjunction with the Business Park Master Plan. The guidelines are stricter standards for buildings and urban design and are intended to guide land owners and developers in creating a better quality of design. The design guidelines shall be adhered to before a building permit is issued to new commercial, industrial or residential development within the Business Park. No site work shall be allowed such as tree removal, grading, or excavation until design approval is received.

Implement Enhanced Design Standards for Commercial and Industrial Uses to Ensure High-Quality Development

Ledgeview should strengthen and enforce design standards for commercial projects and mixed-use districts to ensure high-quality, lasting projects that are compatible with the desired character for the Town. These standards should apply to all new non-residential development in the Town, with particular emphasis in key areas like Olde School Square and the CTH GV Corridor and the Ledgeview Industrial Area. Outdoor storage and unscreened loading docks should be discouraged in high visibility yards, in order to maintain a high-quality appearance of development sites from the highway. Materials, colors, design of building facades, screening walls, and/or fences in such areas should be compatible with the predominant materials, colors, and design of the "front" of the principal building.

Commercial Design Standards

Commercial design standards should depict general design guidance for various types of retail/commercial development projects. Overall, the following principles should be incorporated into site and building designs for new and expanded commercial uses, regardless of type:

- Limited number of access drives along arterial and collector streets.
- Common driveways serving more than one commercial use, wherever possible.
- High-quality landscaping of bufferyards, street frontages, paved areas, and building foundations.
- Parking lots landscaped with perimeter landscaping and/or landscaped islands.

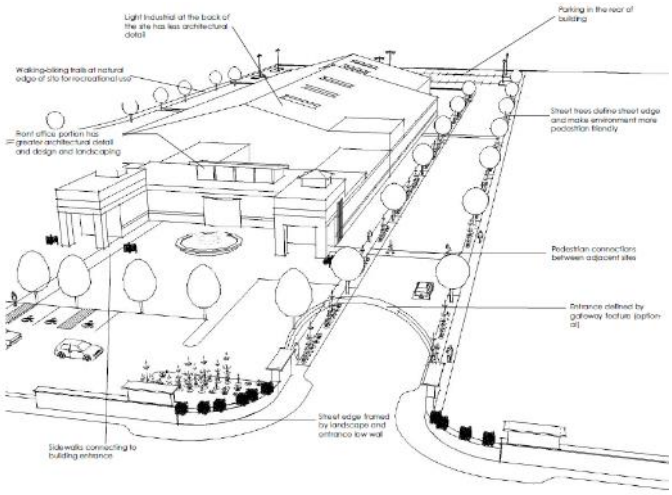


Figure 37: The I-43 Business Park Master Plan contains design guidelines for development. Image: SAA

- Intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas oriented away from less intensive activity areas.
- Parking to the sides and rear of buildings, rather than having all parking in the front.
- Signage that is high quality and not excessive in height or total square footage.
- Safe, convenient, and separated pedestrian and bicycle access to the site.
- Use of cut-off light fixtures to prevent light trespass.
- Use of high-quality building materials, such as brick, wood, stone, and tinted masonry.
- Variations in building height and roof lines, including parapets, multi-planed, and pitched roofs and staggered building facades
- Arrange/group buildings so their orientation complements adjacent development, frames streets/intersections and parking lots.

Industrial Design Standards

For new and expanded Industrial uses, the standards listed below are recommended:

- New driveways with adequate throat depths to allow for proper vehicle stacking.
- Limited number of access drives along arterial and collector streets.
- High quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
- Screening where industrial uses abut non-industrial uses, in the form of hedges, evergreen trees, berms, decorative fences or a combination.
- Screening of parking lots from public rights-of-way and non-industrial uses.
- Complete screening of all loading areas, outdoor storage areas, mechanical equipment, and dumpsters using berms, hedges, or decorative walls or fences.

Figure 38: One example of high-quality industrial development. Image: www.wiscnews.com

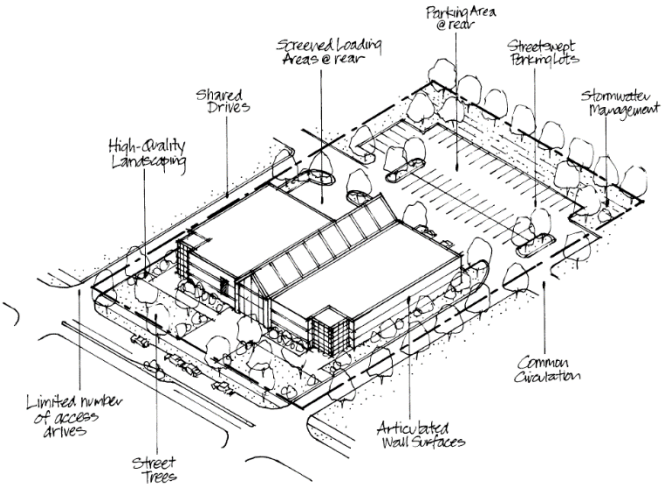


Figure 39: Industrial buildings should include high-quality landscaping, shared drives, and high-quality building materials. Image: Vandewalle & Associates / City of Lake Mills

- Street trees along all public road frontages.
- High quality building materials, such as brick, wood, stone, tinted masonry, pre-cast concrete, and architectural metal, particularly in office and research development areas
- Location of loading areas at the rear of buildings, with very limited loading in office and research areas.
- Separation of pedestrian walkways from vehicular traffic and loading areas.
- Design of parking and circulation areas so that vehicles are able to move from one area of the site to another (and from one site to the adjacent site) without re-entering a street.
- Variable building setbacks and vegetation in strategic locations along foundations.
- Areas for future building and parking expansion, even if none is anticipated in the near future.

Define Community Entryways/Gateways

Entryways, or gateways as they are sometimes referred, are the first impression a community makes on visitors and residents alike. The entryway and related features go beyond marking the edge of the community; but also acts as the "front door" to the community, setting the tone at the community edges and leading to the inner community edges. A community is provided with an ever-present opportunity to make a favorable impression on visitors, and help to establish and reinforce the community's character and sense of place.

At this time, many of the entryways into Ledgeview are not unique or well pronounced. This Plan seeks to recreate these entryways, and establish a complimentary "sense of entry" in carefully-defined areas along the expanding edges of the Town. This Plan also seeks to protect and enhance these unique aesthetic qualities through the use of zoning standards requiring high-quality landscaping, building design, buffers, signage, lighting, and public furnishings.

Primary Entryways

The primary entryways into Ledgeview are its visual "front doors", and wherever possible, should be protected and enhanced. High quality public entry signs and/or public art may be used to formally announce entry. These primary entrances include: CTH GV (Monroe Street) from the north and CTH G (Dickinson Road) from the west. The I-43/CTH MM exit is likely the most important entryway into Ledgeview from the east.

CTH G (Dickinson Road). Existing strip commercial development and residences line Dickinson, defining much of entryway experience. The entry is truly indistinguishable from the City of De Pere. The roadway has been reconstructed, and the corridors are aesthetically pleasing with attractive roundabout features. However, there is not pronounced entry feature or sense of arrival into Ledgeview.

CTH GV (Monroe Street). This gateway will become the most important opportunity to define the entry to Ledgeview. It is apparent to travelers exiting WIS 172 onto CTH GV when they pass through Bellevue and arrive at Ledgeview. This corridor has been recently reconstructed, and the enhanced facilities—bicycle/pedestrian trails, corridor lighting, and terrace area—truly enhance the arrival experience. However, there is no marquee signage to announce arrival into Ledgeview. The Beautification Committee should prioritize the design and installation of a prominent entry feature. The Town should strive to protect and improve the entryway experience though improved building and site design, extensive landscaping, signage and controlled access for commercial development.

I-43/CTH MM Exit. Fortunately, the east side of the community at I-43 is predominantly undeveloped, allowing for a new development standard to be implemented in the future. The Town should determine how this entryway should look and relate to the larger community and ensure private development is designed in accordance with the Business Park Master Plan to create a visually pleasing, efficient, and lasting development pattern.

Figure 40: Gateway entry signage announces arrival into the community. Image: Mead & Hunt, Inc.

Travelers are not currently treated to a well-defined edge from country to town. A discernable, physical separation from the rural area will create a sense of arrival into Ledgeview. Moreover, the town decision-makers should not be fearful to "raise-the-bar" for aesthetics of the development at this edge. The Town should strive to protect and improve the entryway experience through improved building and site design, extensive landscaping, signage and controlled access for commercial development.

WIS 32/ Rockland Road: With the future completion of the Southern Bridge and connecting arterial streets project, this will be a significant entry to Ledgeview from US 41. The project will extend CTH GV through the southwest portion of Town and cross the Fox River to the City of De Pere. The project will eventually provide an important connection for the residents of the Town that work or shop on the west side of the Fox River. The extension of CTH GV will also add access to the southwestern edge of Ledgeview and may be expected to increase the rate of residential development already occurring in the area. The Town should protect and improve the entryway though building and site design, and extensive landscaping.

Secondary Entryways

Ledgeview has a number of secondary gateways—or gateways to neighborhoods or districts within the Town.

Secondary entryways are more subtle, but can be enhanced to create a feeling of "arrival." The use of formal entry markers such as signs should be very low key, if used at all. The Town should manage the land uses/development at the secondary entries to ensure that pristine "other doors" to the community are maintained.

WIS 32 / CTH X: This entry is a moderate important entry today. With the future completion of the Southern Bridge and connecting arterial streets project, this role of this entry will and it is likely that the interchange will continue to function as it does now. There are a variety of land use activities located along this corridor, and the Town should strive to maintain the appearance of this secondary entry.

CTH V (Lime Kiln Road). Lime Kiln Road serves as a key "local" entry into the community from Green Bay. The entry is known for farmlands, environmental features, and newer residences. It is doubtful that this entry will function any differently in the future than as it does now. The Town should strive to maintain the appearance of this secondary entry as it currently exists.

WIS 29/US 141. This is a minor entry from the north on the easternmost part of Ledgeview. This entry is not expected to change in function in the near term. The future development of the Ledgeview Business Park may increase the traffic utilizing this entry in 10+ years.

Highlight Community Character Corridors

In addition to the community gateways, Ledgeview's main transportation corridors influence visitors and residents' opinions of the community's character. For this reason, these primary corridors are also important to protect from unsightly development. The Town should encourage community design elements, such as streetscaping, flags, banners, seasonal decorations, and signage controls, to aesthetically integrate individual land use areas. Development along these corridors should be of high quality, marked by substantial landscaping, modest signage, good site design, high-quality building material and design, and pedestrian/bicycle connections with the rest of the community. Once again, billboards should be prohibited to preserve the character and aesthetics along these corridors. These design standards should be incorporated into the zoning ordinance to ensure consistency and compliance with these stated goals.

Figure 41: Design elements like light pole banners evoke a sense of place. Image: Town of Ledgeview 2015.

Primary community character corridors include CTH G, CTH GV, CTH MM, and CTH X. The secondary community character corridors include CTH V, Rockland Road, WIS 29, and Lime Kiln Road. With the completion of the Southern Bridge, Rockland Road (future CTH GV extension) will become a significant primary corridor. The rate of development occurring in the Bower Creek Road area will elevate the visibility of Bower Creek Road.

Encourage Public Art

Public art encompasses works of art that have been planned with the specific intention of being installed outside and accessible to everyone. Public art is intended to attract attention and contributes to defining or revealing the unique character of an entire community's identity. It increases a community's assets and expresses a positive sense of identity and values. It helps green space thrive, enhances roadsides, pedestrian corridors, and community gateways; it demonstrates unquestionable civic and corporate pride in citizenship and affirms an educational environment.

Figure 42: "Tyrannosaurus (Wrecks) Rex", built of scrap iron by Donal Debaker in 1999, stands on WIS 57 in the Town. Image: Mead & Hunt, Inc.

Public art takes a variety of forms including monuments in plazas, murals and plaques, sculpture parks, short-lived presentation pieces and decorative art integrated into the built environment. These artworks may be funded by private institutions, government entities, community initiatives or private corporations. Public art is encouraged within the Town and this plan encourages the Town to develop a formal public arts program entrusted to outline the types of art desired for the community, the locations for artwork, and procurement of funding for art projects.

Figure 43: Image: Mead & Hunt, Inc.

Encourage Businesses related to Recreation & Bicycling

Ledgeview's unique natural resources, challenging topography, and beautiful views make promoting businesses related to recreation, specifically bicycling, viable in the area. The Town encourages the establishment of recreation-based businesses within the community to cater to the strong and growing recreational and outdoor enthusiasts in the region.

Bike-friendly communities, off-road paths, and scenic country roads where cyclists can spin along in comfort aren't just good for the people who live in those places. They also attract tourists, which mean money for the local economy. Bicycle touring has long had an honored place in the tourism economy and culture. This doesn't go unrecognized: In Wisconsin, bike tourism is estimated to contribute $1.5 billion to the state's economy every year.

Welcoming bicycle tourists should go beyond a friendly attitude and amenities from business owners. The Town should coordinate with local bicycle groups to identify preferred routes within Ledgeview, and then actively demarcate the routes. Signage and/or pavement markings with raise awareness to motorists about the presence of bicyclists, and improve safety. Streets and roads where it feels comfortable to ride a bike are good for residents, tourists, and the economy.

To promote building energy efficiency, ASHRAE and its partners are making the Advanced Energy Design Guides for 50% Savings available for free download at www.ashrae.org/aedg. The 50% Guides offer designers and contractors the tools needed for achieving a 50% energy savings compared to buildings that meet minimum requirements and the 30% Guides offer a 30% energy savings compared to buildings that meet minimum energy requirements.

Encourage Energy Efficiency and Sustainable Development

The Town is intent on building a sustainable future for its residents by providing an examples of efficiency and sustainability in Town owned facilities, encouraging sustainable practices and best management practices for construction of residential and commercial buildings and sites, and providing educational and informational resources. There are many ways for the Town to encourage high efficiency building practices including Town targets for sustainability, residential and commercial efficiency targets, policy refinement, and education.

Town Efficiency Targets

It is recommended that the Town create a framework for tracking energy use that will allow future targets to be set. By tracking and recording the impact of energy efficiency the town's successes can be celebrated, and annual targets can be created and continually improved. It is also recommended that the Town pursue the implementation of sustainable building practices (e.g. daylighting, insulation improvements, Energy Star appliances, efficient HVAC systems) when additions, redevelopment, or new construction of municipal buildings and facilities occurs. Only after these sustainable techniques have been applied should on-site renewable and high-technology solutions be considered (e.g. solar installation, wind systems).

Energy Efficient Homes and Businesses

The Town of Ledgeview saw a significant amount of new home construction over the past two decades. Nearly 50 percent of its total housing units have been constructed since 2000. While there has been a shift in

the type of housing from single-family detached to single-family attached and two-family over this time period, the amount of new home construction has not slowed and is not expected to decrease over the planning period. In fact, the Town is projected to increase its population by 79 percent by 2035. This presents an opportunity to greatly improve the overall energy efficiency of the community, thus reducing the required base load and monthly energy bills for residents.

The Town should formally recommend that individual homeowners and/or residential developers use an integrated design approach to achieve at least 40 percent energy savings relative to the current building code. Similarly, a policy recommendation for commercial buildings should suggest that such projects utilize an integrated design approach to achieve at least 30 percent energy savings above current building code requirements.

Education

In order for suggested targets to be met, they must be supported by continued community education programs, and policy initiatives. Energy efficiency and renewable energy educational materials and links should be readily accessible in digital format from the Town's website. The Town may also consider working with Brown County's Public Library System to provide hard copy resources at the Kress Family Branch Library and through the Bookmobile which serve Town residents.

Policy Refinement

Because a municipality's policies for permitting, zoning and ordinances can often inhibit building owners from incorporating energy efficiency strategies and renewable generation options, it is recommended that the Town incorporate appropriate improvements to their codes, zoning, and ordinances as well as the permitting process for new structures.

It is recommended that the Town explore ways that the permitting process can be used to incentivize and educate the community about energy efficiency and sustainable design. One possible way to encourage green building practices and educate builders about optimal strategies is through a two-phase permitting process. During the first project review phase, the plans would be reviewed by a Green Rater or other educated design professional who would make recommendations for improving energy efficiency to meet the defined targets, responsible materials selection, and other sustainable design features. Based on professional feedback, the owner and their project team can then decide on the recommendations they do or do not want to integrate and alter their plans accordingly. After a prescribed waiting period the project can then be resubmitted for its permit. Additionally, projects who reach the Town's recommended energy efficiency targets at the first design

review should be offered expedited permits to proceed with work. This is a means for the town to educate project teams and incentivize sustainable design and energy efficiency.

The Town should update its wind ordinance and implement a solar ordinance to ensure that individual buildings are allowed to install appropriate wind and solar renewable energy sources. The ordinances include guidelines for setbacks, solar and wind access, noise disturbance and safety issues related to each renewable technology. Encouraging net billing and interconnection agreements can be used as a means to incentivize the use of renewable energy by allowing individual energy customers to receive credit for the excess energy they produce. The Town may need to monitor solar access to ensure that individuals implementing solar panels will not have them shaded by a neighbor in the future. A solar access ordinance is one way to monitor this. These are all important policy documents that should be implemented and amended as technologies change.

Marketing and Information

It is expected that over the planning period, a wide range of energy efficient and renewable resources will be visible throughout Ledgeview – from efficient buildings to solar arrays. These features should be supported by informational signage or other printed materials to showcase sustainable initiatives being implemented across the town.

The Town should consider all these elements in future development within the Town. In addition, the Town should look at conducting a Sustainability Plan with the goal of enhancing the community's health and quality of life.

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CHAPTER 5

Housing & Neighborhood Development

Ledgeview
Set your sights high

HOUSING & NEIGHBORHOOD DEVELOPMENT

The housing and neighborhood development chapter provides an assessment of the age, structural, value, and occupancy characteristics of the Town's housing stock. This chapter is intended to ensure the Town is providing for an adequate housing supply that meets existing and forecasted housing demand. A compilation of goals and objectives related to housing and neighborhood development helps to identify specific policies and programs that promote the development of housing for residents of the Town and provides a range of housing choices.

The housing choices are intended to meet the needs of persons of all income levels and of all age groups and persons with special needs. Therefore, the chapter includes policies and programs that promote the availability of land for the development or redevelopment of low- and moderate-income housing, and policies and programs to maintain or rehabilitate the Town's existing housing stock.

COMMUNITY INPUT

Community input related to housing was gathered as a result of the community survey and at the community engagement session. The majority of participants of both indicated a desire for additional high-quality single-family residential development and the development of a senior living center or community in the future.

Community Survey

The majority of those responding to the community survey indicated they live in single-family homes (79.2%) while a smaller percentage reside in condominiums or townhouses (7.5%), apartments (6.7%), duplexes (4.2%), and farmsteads (2.9%). The 'cost and quality of housing' was the second most common reason for reason cited for choosing Ledgeview as a place to live, and 92 percent of respondents indicated that they were satisfied or very satisfied with the community as a place to live, work, and play. Of the six options provided related to the greatest concerns of residents, housing finished in sixth place behind new development, roads, parks and recreation, the local economy, and natural resources/agriculture.

The survey also asked about the current availability of housing options in the community. The majority of residents (71-81%) feel that the amount of upscale and affordable owner-occupied housing in the Town is adequate or very adequate. About half of respondents felt that upscale or affordable rental housing was

adequate or very adequate. However, only a quarter of respondents indicated that the amount of housing for senior or those with disabilities was adequate or very adequate.

When asked what type of new development would be viewed as desirable in the community, subdivisions with open-space (37.9%) and a senior living community (27.9%) received the highest responses. Apartment complexes (3.3%) and conventional subdivisions (10.4%) were among the lowest responses. More than 90 percent of survey participants would encourage the preservation of green space when new residential development occurs in the community and 64 percent support conservation subdivision designs.

Community Engagement Session

During the visioning portion of the engagement session participants were asked to finish the following sentence: "By 2035, housing in the Town of Ledgeview includes...." The housing visions identified most frequently include single-family, green, or sustainable housing, a retirement community.

EXISTING HOUSING FRAMEWORK

Housing Type and Tenure

Between 2000 and 2010 the Town's total housing stock increased more than 100 percent, doubling from 1,176 to 2,364 housing units. On average, the Town add over 100 new housing units per year over that decade. Since 2010, the town has still added over 100 housing units per year, but at a lower rate than the previous decade.

Table 22 shows housing types located in the Town. Since 2000, the amount of single-family detached units has increased at a significantly slower rate compared to all other housing types found in the Town. The majority (60%) are single-family detached units. However, that has only recently been the case. In 2000, the amount of single-family detached units comprised 75 percent of all housing units. The spill-over effect of the urbanized areas to the towns north and west is clearly impacting housing typologies. Multi-family units make up the second largest percentage of housing types (27%) in the Town, which has increased more than 200 percent since 2000. Single-family attached and two-family housing units have also significantly increased.

TABLE 24: HOUSING TYPES, 2000 - 2013

Housing Units per Structure	2000 total	2000, % of total	2010 total	2010, % of total	2013 total	2013, % of total	% change 2000 - 2013
Single-Family, Detached	887	75.4%	1,514	64.0%	1,624	60.4%	83%
Single-Family, Attached	24	2.0%	126	5.3%	172	6.4%	617%
Two-Family	30	2.6%	67	2.8%	106	3.9%	253%
Multi-Family (3+ Units)	218	18.6%	621	26.2%	716	26.6%	228%
Mobil Homes	17	1.4%	36	1.5%	71	2.6%	318%
Total Housing Units	1,176	100%	2,364	100%	2,689	100%	129%

Source: U.S. Census Bureau, 2000, 2010 & American Community Survey 2009 - 2013

Since 2000, the number of mobile homes in the Town has quadrupled. According to the US Census' "HUD-code" a mobile home/manufactured home is defined as a movable dwelling, 8 feet or more wide and 40 feet or more long, designed to be towed on its own chassis, with transportation gear integral to the unit when it leaves the factory, and without need of a permanent foundation. These homes are built in accordance with the U.S. Department of Housing and Urban Development (HUD) building code.

Table 23 compares other housing characteristics for the Town of Ledgeview to surrounding municipalities, as in Chapter 1. The table shows the number of occupied housing units and the percentage of those that are owner versus renter occupied. According to the data, housing in the Town of Ledgeview is very comparable to the Village of Bellevue and City of De Pere housing stock in all categories. The Town has the lowest percentage of owner occupied housing units of surrounding municipalities, and the highest amount percentage of residents who have moved in since 2010. Furthermore, more than 80 percent of housing units in the Town were occupied since 2000 (not shown in table).

TABLE 25: SELECT HOUSING TENURE AND HOUSEHOLDER CHARACTERISTICS

Municipality	Occupied Housing Units	% Owner Occupied	% Renter Occupied	% Moved in 2010 or later	% Total Housing Units for Seasonal Use*
Town of Ledgeview	**2,565**	**62.3%**	**37.7%**	**22.6%**	**0.9%**
Town of Eaton	507	88.2%	11.8%	4.1%	0.4%
Town of Glenmore	412	87.9%	12.1%	11.1%	0.2%
Town of New Denmark	572	91.4%	8.6%	8.9%	0.3%
Town of Rockland	546	91.9%	8.1%	11.0%	0.8%
Village of Allouez	5,298	83.8%	16.2%	10.3%	0.6%
Village of Bellevue	5,940	63.9%	36.1%	20.4%	0.6%
City of De Pere	9,020	62.6%	37.4%	18.0%	0.4%
Brown County	98,962	66.3%	33.7%	16.3%	0.6%

*Souce: 2009-2013 American Community Survey (Estimate), *U.S. Census, 2010*

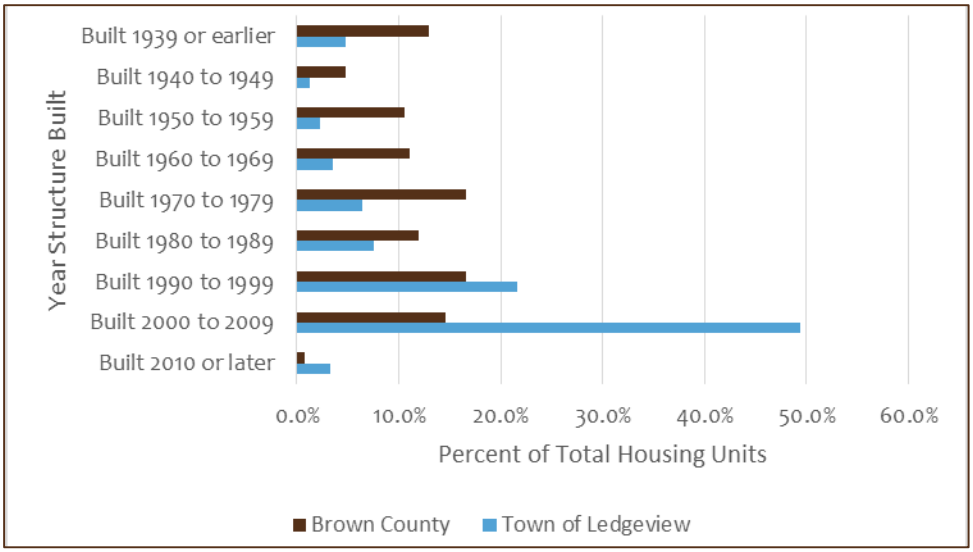
The percent of renter occupied units, percent of residents that moved in since 2010, and percent of housing units used for seasonal, recreational, or occasional use, provides an understanding of how transient the population might be. The data shows that the Town of Ledgeview has become increasingly accommodating to the types of housing units that support a transient, renter heavy population typical of urban and urbanizing areas. The influence of metropolitan growth is evident in the Town.

Housing Age and Structural Characteristics

The overall conditions of the housing stock in the Town can be generally assessed through census data. Information available includes structural age, presence of complete plumbing and kitchen facilities, and house

heating utility. According to the 2009 – 2013 ACS, 75 percent of the Town's housing stock has been constructed since 1999 and 50 percent was constructed between 2000 and 2009. The County experienced its highest building rates during the 1970's and 1990's and overall has a fairly consistent housing construction distribution. The composition of the Town's housing stock by age, and as compared to Brown County is outlined in Chart 1.

CHART 1: AGE OF HOUSING AS A PERCENTAGE OF TOTAL HOUSING STOCK



According to the 2009 – 2013 ACS, housing units in the Town are predominantly heated by utility gas (76%) or electricity (14%). No housing units are currently heated through solar technology. No housing units in the Town lack complete plumbing facilities and only three percent lack complete kitchen facilities. This figures are very representative of Brown County.

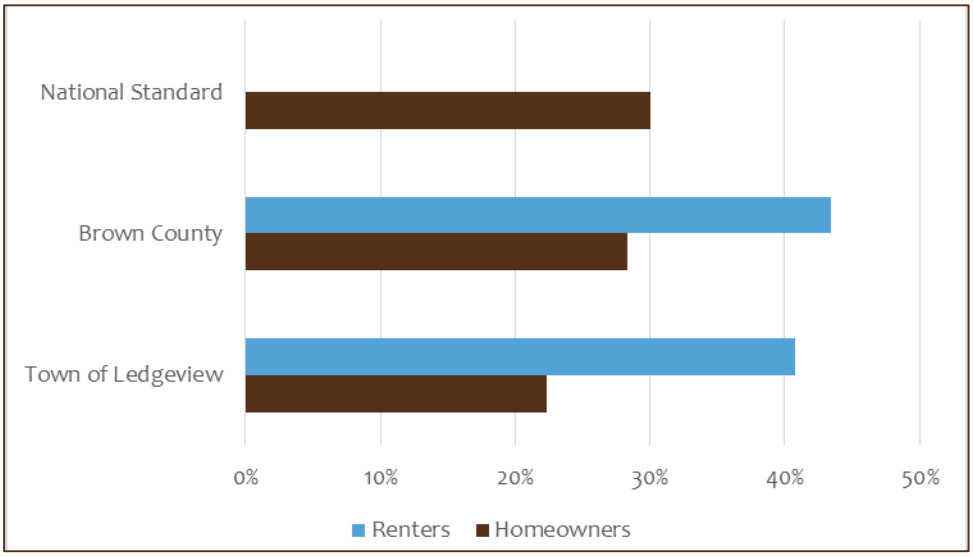
Housing Needs

The relationship between housing costs and household incomes is an indicator of housing affordability, which is gauged by the proportion of household income spent for rent or home ownership costs. The national standard for determining whether rent or home ownership costs comprise a disproportionate share of income is set at 30 percent of gross household income. Households spending more than 30 percent of their income for housing may be at risk of losing their housing should they be confronted with unemployment, unexpected bills, or other unexpected events.

Chart 2 presents a comparison of the Town and Brown County in relation to the national standard for percent of income for housing for both renters and homeowners. Just 22 percent of all of homeowners in the Town pay a disproportionate share of their income for housing, which was slightly less than Brown County (28%).

Similarly, just over 40 percent of renters pay a disproportionate share of their income for housing in the Town, slightly less than Brown County.

CHART 2: HOUSING AFFORDABILITY



Special Needs Housing

Special needs or subsidized housing is often necessary for individuals who require housing assistance or housing designed to accommodate persons limited by financial difficulties, disabilities, age, domestic violence situations, or drug abuse problems. Throughout Brown County, several governmental, private and nonprofit agencies provide some form of housing assistance to meet those types of situations.

Brown County Housing Authority's (BCHA) primary role, in conjunction with the non-profit Integrated Community Solutions, Inc. (ICS), is to oversee the Housing Choice Voucher program as well as to issue housing revenue bonds and provide down payment and closing cost assistance to qualified potential homebuyers.[9] The BCHA and ICS serve over 3,200 households with rental assistance each year, approximately 65 percent of which are elderly or disabled.[10]

According to HUD, 11 affordable apartment units are located in Brown County. Of these, 6 are elderly units, 3 are family units, and 2 are for disabled individuals. None of the units are located in the Town of Ledgeview.[11]

[9] Brown County Housing Authority, City of Green Bay Community Services Agency, http://greenbaywi.gov/csa/housing/brown-county-housing-authority/ Accessed March 20, 2015.

[10] About, Integrated Community Solutions, http://www.ics-gb.org/about Accessed March 20, 2015.

[11] Affordable Apartment Search. US Department of Housing and Urban Development. http://www.hud.gov/apps/section8/results.cfm?city_name_text=&county_name_text=Brown&zip_code=&property_name_text=&client_group_type=&maxrec=20&state_code=WI&statename=Wisconsin. Accessed March 20, 2015.

HOUSING PROGRAMS

A variety of Housing Programs are provided by Brown County, the state, and at the federal level. The Brown County Housing Authority and ICS administers the Section 8 Housing Choice Voucher Program (HCVP), a major federal affordable housing program. The programs listed above and below are resources available to residents of the Town.

Integrated Community Solutions provides a list of resources for housing on its website, www.ics-gb.org. Some of those resources include:

- *Leaving Homelessness Behind Program* providing case management and rental assistance, targeting the gap between when a family is homeless and when they begin accessing the resources available to get them on their feet.
- *Family Self Sufficiency Program (FSS)* is a voluntary employment program in which households develop an action plan to become self-supporting so they will no longer need or rely on public assistance.

The Wisconsin Housing and Economic Development Authority (WHEDA), an independent authority, provides low-cost, fixed interest rate mortgages to low- and moderate-income individuals and families and administers housing grants on a yearly basis to eligible applicants.

EXISTING NEIGHBORHOOD DEVELOPMENT PATTERN

Housing in the Town of Ledgeview is concentrated primarily west of Lime Kiln Road, although a few subdivisions have recently been developed immediately east. Most neighborhoods are organized along a series of winding local roads which connect to a minor collector that provides access to the rest of the community. Some newer subdivisions have been built to incorporate steep topography and natural features as public spaces.

Immediately west of Lime Kiln Road and north of Dickinson Road exists the subdivisions of Kettle Creek, Meadow Ridge, the Ridges of Dollar Creek, Peso Place Estates, and Grand Terra. When fully developed, this area of the Town will account for more than 200 single-family housing units. Further west, the Dickinson Heights and Belle Isle Meadows subdivisions are under development off Chase Avenue north of Dickinson Road. South of Dickinson Road, off Oak Ridge Circle, lies an area of large lots (1.5 – 3 acre). This area connects west to the Mystery Valley subdivision which accounts for approximately 200 single-family housing units.

The densest area of development (0.25 to 0.5 acre lots) exists west of Monroe Road in the Winding Waters, Swan Ridge, Rainbow Ridge, Hickory Creek, Swan Pointe, and Quinette Acres subdivisions. This area is

Figure 44: Image: Mead & Hunt, Inc.

contiguous with the traditionally arranged City of De Pere single-family residential development which has a mature tree canopy and sidewalks. Some sidewalks extend into the Town's subdivisions.

East of Lime Kiln Road, the partially developed subdivisions of Country Winds and Harvest Winds connect to the Eagle Bluff Condominiums which is set in a dense forest associated with Bower Creek. Another residential subdivision, Diamond View Estates, is located north of Dutchman Road on Gemstone Trail. Two older rural residential areas exist off Hidden Valley Lane and Glenmore Road. Other scattered residential development, primarily along collectors and arterials exists in the Town.

Very little residential development exists within Ledgeview east of I-43. However, the Village of Bellevue has seen a significant amount of residential subdivision development on both sides of U.S. 141 just north of the Town. As such, it is only a matter of time before the pressure for additional residential development in this area hits Ledgeview.

PLANNED NEIGHBORHOOD DEVELOPMENT PATTERN

The Town of Ledgeview's future neighborhood development pattern will infill land in the sewer service area that is contiguous with existing development. New neighborhoods are planned in all portions of the Town. Map 4: Future Land Use indicates residential development will occur primarily as stand-alone Single-Family or in Planned Neighborhoods. Some Two-Family and Mixed Residential are also planned to occur within neighborhood centers or as a transition between commercial areas and less dense, single-family residential areas.

Some rural residential development is also likely to occur outside the sewer service area. This will primarily be located north of Dutchman Road off Glenmore Road and Hidden Valley Lane.

Traditional Neighborhood Developments (TND) are based on a framework of one-quarter mile pedestrian sheds, which represent a five-mile walk from center to edge and comprise approximately 160 acres. These neighborhoods are centered on organizing features such as mixed-use centers, parks, and institutional uses.

Traditional Neighborhood Development

Planned Neighborhoods are mapped in several areas of the Town and are desired growth areas of the Town that should incorporate a mixture of predominantly (70 percent or more) single-family detached residential development and Two-Family or Mixed Residential, small scale Neighborhood Business,

Institutional, and/or Parks/Public Open Space uses. Non-residential uses such as parks, community facilities, and small-scale shopping and service areas should be planned to serve, and be accessible, to all neighborhood residents so central locations are desirable.

Figure 45: A comparison of traditional neighborhood development appropriate for Ledgeview's urbanized areas, and less desirable "conventional" suburban development pattern. Images: Dane County Access Dane, Mead & Hunt, Inc.

Planned Neighborhoods in the Town should also strive to incorporate many different styles of architecture to break up the monotony of typical suburban development and emphasize people-friendly features like narrow streets, houses with porches, and detached garages. The Town encourages the development of various single-family housing typologies to provide distinctiveness to the community.

Just east of Lime Kiln Road is one area reserved for Planned Neighborhood which will connect to the subdivisions existing to the east and address the potential for neighborhood business uses on Lime Kiln Road. Additional Planned Neighborhoods are expected to be located on the west end of Dollar Road extending through the Belle Isle subdivision to the County GV corridor and along the south side of the County GV extension south of County X. Longer term, one Planned Neighborhood has the potential to develop north of County X near Wayne Lane.

Currently the Town does not have any neighborhood development plans. However, the Ledgeview Business Park Master Plan supports traditional neighborhood development which would include some residential uses above commercial and office development within the Neighborhood Center.

Conservation/Cluster Subdivisions

Future single-family residential development is development is expected to occur in areas of the Town which contain an abundance of natural resources like mature trees, creeks and wetlands, or the Ledge—generally landforms highlighted in the Brown County Environmentally Sensitive Areas Plan. These areas can be highly desirable as for individual development, but also warrant additional protection for the shared resources they contain. This presents the opportunity for clustered development, also known as conservation subdivisions, as one tool the Town can recommend or utilize in protecting natural resources for the benefit of neighborhood residents as well as the community at large. This development design approaches is ideal for the lower-density rural fringes around metropolitan areas such as Ledgeview.

Figure 46: A conservation subdivision may be an appropriate development tool in the Bower Creek area to preserve natural resources. Source: Randall Arendt, Conservation Subdivision Handbook. http://content.ces.ncsu.edu/conservation-subdivision-handbook.pdf

Figure 47: The Meadow Ridge subdivision is an example of residential development in the Town that preserves natural resources for public benefit. Image: Brown County

Cluster developments differ from traditional developments in several ways. Cluster developments usually site homes on smaller lots and there is less emphasis on minimum lot size. However, the total number of homes, or density, on a given acreage does not necessarily increase over that allowed in the traditional subdivision designs. The same number of homes is clustered on a smaller portion of the total available land. The remaining land, which would have been allocated to individual home sites, is now converted into protected open space and shared by the residents of the subdivision and possibly the entire community. It is important to note that there is flexibility on the density issue; some incentive-based ordinances allow for development of more homes in exchange for providing other non-required features that are desirable to the community.

The increased common open space in cluster/conservation developments may be used for a number of purposes. Most commonly the open space is designed to protect natural areas. One principle of conservation

design is that environmentally sensitive areas or important natural features must first be identified and designated as non-buildable. Then subsequent planning can ensure that home lots do not infringe on those sites and that those sites are not calculated into the total area permitted for lots. The open space can also be used for more active recreational facilities, native habitat for wildlife or plantings, agricultural production, or other allowable purposes.

Just north and west of Bower Creek, conservation subdivisions may be a desirable option where single-family residential uses are planned. Similarly, the area along the East River, west of Creamery Road, is another location where conservation subdivisions are suitable.

HOUSING & NEIGHBORHOOD DEVELOPMENT GOALS AND OBJECTIVES

Goal:

Provide a variety of quality housing opportunities to meet the needs of current and future residents of the Town.

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. Promote the inclusion of senior housing within the Town.
5. Develop and implement residential maintenance standards.
6. Identify and utilize government programs, such as the Wisconsin Housing and Economic Development Authority (WHEDA), to improve aging residential stock.
7. Ensure that the quality of multifamily developments in the Town is consistent with the quality of other developments in the community.

HOUSING & NEIGHBORHOOD DEVELOPMENT POLICIES, PROGRAMS, & RECOMMENDATIONS

Plan for a Sufficient Supply of Developable Land for Housing

The Town should accommodate a least twenty years of anticipated residential development demand, especially with the need for a range of housing types serving persons with different income levels, ages, and needs. This Plan recommends that new housing development be located near or contiguous with areas of

existing development. A number of state and federal housing programs are available to assist in promoting affordable, elderly, and assisted housing in Brown County, as described earlier in this chapter.

Develop Residential Design Guidelines

Design guidelines serve to illustrate a community's design objectives by providing suggestive drawings and/or photographs of design solutions that are acceptable in the community, so that developers know early on what is expected of them. This reduces delays and confusion during the design phase of a project and helps developers to build projects that a community considers desirable. Guidelines are a way to encourage innovation and quality in architectural and can help minimize land use conflicts. From a review standpoint, design guidelines establish a clear and consistent method for analyzing new development proposals.

The Town of Ledgeview can use design guidelines to encourage high quality multi-family and mixed residential development that matches the existing high-quality single-family residential development in the Town. Design guidelines can also be utilized to help preserve rural character by concentrating denser, mixed residential development around neighborhood centers, or preventing strip development along major transportation routes. Furthermore, design guidelines may require garages to be setback behind the primary residence, or require that a certain percentage of open space or other natural features on site are preserved.

AGING IN PLACE

Aging in place describe a person living in the residence of their choice, for as long as they are able, as they age. This includes being able to have any services (or other support) they might need over time as their needs change. Subdivision and public space design can be instrumental to enabling people to age in place.

- *Achieve a mixture of uses, housing types, and housing densities in neighborhoods to serve differing family needs.*
- *Encourage mixed generations in neighborhoods by allowing mother-in-law and accessory housing units.*
- *Develop public facilities in neighborhoods to encourage interaction and healthy living such as sidewalks, parks, and trails.*

Neighborhood 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.

Traditional street frontage. Pedestrians are prioritized by being welcomed into the front door. Variety of housing typolgies. Parking for visitors is on-street, while residents access garages off an alley.

A balance between pedestrians and automobiles is provided, but this leaves ambiguity for visitors who may feel uncomfortable walking on the driveway to access the front door. A variety of housing typologies is provided.

Garages are prioritized in both size and location along the street in this neighborhood. This arrangement is uninviting to guests and lacks any aesthetic value. Housing typologies unknown.

Figure 48: A comparison of residential streetscapes for single-family housing. Image: Mead & Hunt, Inc.

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. This plan recommends the inclusion of street trees in all new development and subdivision proposals reviewed within the Town.

Encourage Context Sensitive Neighborhood Design and Locations

This plan endorses high-quality neighborhood design and layout in all newly planned residential areas in the Town. Within planned residential areas, the Town promotes the concepts of neighborhood design including a mix of housing lot sizes and densities and the development of neighborhood focal point such as parks or open space. Homes should be arranged in desirable locations that consider topography, natural features and viewsheds, public and private access to open space, and privacy.

Ledgeview will strive to preserve "environmental corridors"—an interconnected network of natural areas, parks, and open spaces that provide natural resource value. Environmental corridor planning will be a focus of future development review and approval in the Town of Ledgeview to promote a systematic and strategic

approach to land conservation and encourage land-use planning and practices that are good for both nature and people. This practice will provides a framework to guide future growth, land development, and land conservation decisions that accommodate population growth and protect community and natural resources assets.

A key recommendation of this Plan is for the Town to identify conservation priority areas and develop a conservation plan map illustrating specific areas in Ledgeview with important elements of cultural and natural resources to be preserved and/or conserved. These resources are valuable to the Town as they contribute to the community character and healthy ecology of Ledgeview. This issues is discussed in greater detail in the Natural Resources section of Chapter 7.

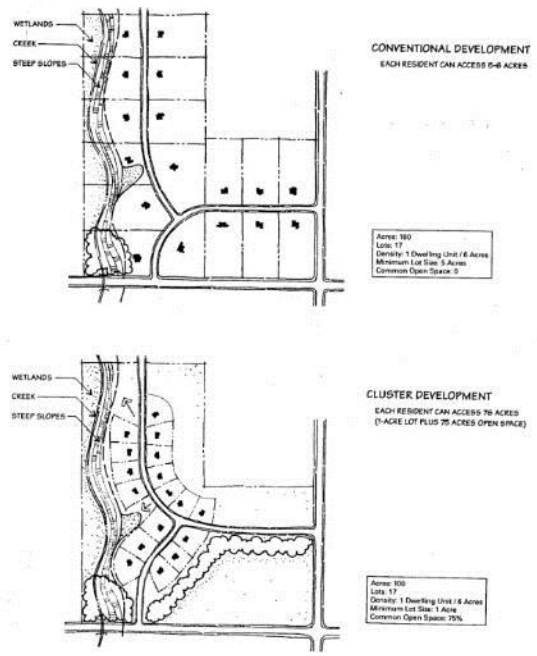


Figure 49: Preservation of open space and natural features as well as maintaining net density can be achieved by reducing lot size. Source: Rural Cluster Development Guide, Southeastern Wisconsin RPC.

The Town will consider making strategic adjustments to Chapter 96: Subdivisions & Platting to better delineate the steps to be followed in the design of neighborhoods and subdivisions. Relevant adjustments would best be addressed in the "concept plan" stage of the subdivision process.

1. *Site Inventory.* This includes detailed mapping and identification of important natural features such as wetlands, floodplains, drainageways and surface waters, steep slopes, woodlots and wooded rows. Important cultural features such as historic structures, existing farm structures, and fences and walls should also be mapped. The site inventory will help to discover "constraints" (such as legally protected natural features) and "opportunities" (such as character-enhancing natural and cultural features).
2. *Site Analysis.* This involves processing the raw information collected in the site inventory and beginning to formulate how the site should be developed. This analysis should uncover areas which are undevelopable, areas which possess desirable characteristics that should preserved, and areas that are developable.
3. *Conceptual Development Plan.* The concept plan should delineate unbuildable lands, prime development areas, project entry location, roadside character zones, and existing features to be preserved and enhanced.

4. *Yield Plan.* The fourth step is completed to determine the capacity of the site using traditional residential design parameters. The yield plan is useful in identifying the number of lots that should be planned for in the development plan, specifically of lot or density bonuses are to be made available.
5. *Refined Site Plan.* A refined site plan translates the general organizational concepts of the concept plan into specific development design recommendations. It includes specific delineation of protected areas and features, proposed rights-of-way, proposed lot lines, and understanding of pedestrian connection. The refined site plan will dovetail into the submittal of a preliminary plat.

Encourage Cluster Development

Encouraging cluster development, or conservation subdivisions where projects are adjacent to natural areas allow for greater protection of natural features and open space—to preserve a network of environmental corridors in Ledgeview. Clustering involves the grouping of dwellings in a portion of the developable area and preserving the remaining area for open space to be utilized by the neighborhood or whole community. Benefits of cluster development include preservation of open space, wildlife habitats, viewsheds, steep slopes and unique natural features, stormwater management, increased home values, reduced infrastructure costs, and management of the location of growth within a development area. More simply put, the Town does not need to purchase the land in order to preserve it and can thus use this tool to preserve the character of the existing landscape.

Connect Neighborhoods

An important component in neighborhood development is the relative ease in which residents can access—by car, bicycle, or walking—all other residences, public spaces, institutional uses, or local businesses. Neighborhoods should contain a well-connected network of streets and blocks and connect to one another to encourage community mobility and allow residents to choose the means by which they travel. The roadway should be used to connect homes to each other, connect streets to the road network, and connect the development to adjoining open space and or nearby public lands. Isolated and poorly accessible subdivisions can increase infrastructure costs, reduce emergency response times, reduce air and groundwater quality, and increase dependence on the automobile. The Town desires to support public health and should do so by ensuring Planned Neighborhoods provide sufficient connectivity for all modes of transportation.

Transfer of Development Rights Policy

A Transfer of Development Rights (TDR) Policy can allow landowners to transfer the right to develop one parcel of land to a different parcel of land. Transfer of Development Rights is used to shift development from agricultural or environmentally sensitive areas to designated growth areas closer to municipal services and existing development. When a landowner sells property, generally all the rights (develop, lease, sell, mine,

etc.) are transferred to the buyer. The Town can use a TDR to allow greater density development to preserve a sensitive wildlife or environmental areas associated with the Escarpment.

TDR enables landowners to separate and sell the right to develop land from their property rights. In this way, TDR can be utilized to protect prime farmland, conserve environmentally sensitive areas, protect scenic views, and preserve historic landmarks.

Revisit the Town's Policy for Multi-Family Residential Ratio Recommendations

In 2010, the Town convened the ad-hoc Multi-Family Committee to assess the demand for multi-family development, plan and project the growth and location of future multi-family projects, determine the community's desires and expectations for multi-family growth and decide on the impact new projects would have on the Town. In the end, the Committee established a policy dictating the appropriate ratio of multi-family housing in the community be geography.

- The Committee established the single family to multi-family ratio as 80/20. The ratio is determined by multiplying the total number of living units by 20%.
- The Committee set a minimum unit per building at 32 units per development. If the developers propose more than 32 units total, they may build the project in phases.
- The Committee has decided to split the Town into two halves and have each half responsible for its own 80/20 ratio. The first half will be from the western border to Bower Creek Rd./ Scray Hill Rd. and the second half from Bower Creek Rd./ Scray Hill Rd. to the eastern border. Splitting the Town may provide the "eastern" half with more opportunity for development.
- The Committee decided potential areas for multi-family development include the future I-43 Business Park area, CTH MM and the CTH G and V intersection area.

The strongest communities incorporate a mix of housing – and that includes apartments. A balanced housing policy respects the rights of individuals to choose the housing option that best meets their financial and lifestyle needs; promotes healthy and livable communities by encouraging responsible land use and supporting the production of a variety of housing types; and recognizes that all housing types – along with their residents – make positive economic, political and social contributions to their communities.

Since 2010, the Town has recognized the need to re-convene the Multi-Family Committee to address some of the limitations to the initial Study. The Study should be updated to develop recommendations for different locations around the community. Existing development west of Bower Creek Road is very different from the limited development that has occurred to the east. The Town is focus on mixed-use and/or traditional neighborhood development in this area. By design, this area will have a higher number of condominium/apartment unit developments. Accordingly, the policy must address infill development types and appropriateness.

The ratio of apartments in the sparsely developed, eastern part of Ledgeview can be distinct from the west. However, the area around the I-43/CTH MM interchange is planned for the business park. There will be a strong desire by developers to build higher-density residential in this area. The update to the policy take this into consideration.

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CHAPTER 6

Community Facilities & Utilities

Ledgeview
Set your sights high

COMMUNITY FACILITIES & UTILITIES

The community facilities and utilities chapter is intended to act as a guide the future development of utilities and community facilities in the Town. Facilities include parks, police, fire and emergency medical services (EMS), schools, libraries, sanitary sewer service, storm water management, water supply, solid waste disposal, recycling facilities, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, and other public facilities. This chapter also includes an approximate timetable that forecasts the need to expand or rehabilitate existing, or to create new facilities and utilities. Goals, objectives, policies, programs, and recommendations are included at the end of this element.

COMMUNITY FACILTIES & UTILITIES

Town Facilities

The Town of Ledgeview Municipal Building, containing the town offices and one of the Town's two fire stations, is located at 3700 Dickinson Road. The municipal building also serves as the meeting place for all official Town business as well as a polling place for elections. This facility was built in 1986 but due in large part to the Town's rapid population increase in the 2000's, received additions in 2001 and 2014. It is anticipated that as a result of recent additions, this facility will meet the needs of the Town in the near future. However, over the 20-year planning period, the Town will need to evaluate its facilities to ensure they meet the needs in-line with Town growth.

Figure 50: Image: Mead & Hunt, Inc.

Sanitary Sewer Service

Sanitary sewer service is among the most important infrastructure provided by the Town to ensure the health, welfare, and safety of its citizens. The Town's Sanitary Service Area, shown as SSA Boundary (2015) on Map 7: Community Facilities and Utilities, includes service to both the City of De Pere and New Water (formerly called the Green Bay Metropolitan Sewerage District) wastewater treatment plants. The SSA-Intergovernmental 2004 Bower Creek, also shown on Map 7, includes a portion of the Town's Sanitary Sewer System which runs through the Village of Bellevue.

Ledgeview Sanitary District No. 2 includes a wastewater collection system consisting of 47.56 miles of sanitary sewer main and 807 manholes.[12] As of September 2015, there were 2,034 single-family homes, 132 commercial establishments, 2 schools, and 856 multi-family units being served in the Town. The Ledgeview Sanitary District No. 2 makes annual payments for its proportionate allocation in that infrastructure. Those principal and interest payments currently total $121,855 each year and are in addition to the monthly user fees. This amount will drop to $92,031 in 2016 and be fully paid off by the end of 2020.

SSA Boundary (2015)

Sanitary sewer service is currently provided to the western portion of town generally west of Lime Kiln Road and north of CTH X. In this portion of Ledgeview, this service is provided through the Ledgeview Sanitary District No. 2's system of collector sewers, the City of De Pere's system of interceptor sewers, force mains, lift stations, and wastewater treatment plant (which is located in the northwest portion of the City near the confluence of the Fox River and Ashwaubenon Creek), and New Water.

There are currently no known concerns or issues associated with the De Pere wastewater treatment plant or the sanitary district's collection system. The sanitary district has a regular inspection program of its sewerage system and regularly evaluates the demands future growth will impose upon the treatment plant and collection system.

East of Lime Kiln Road, service is generally provided north of Copper Lane and around I-43's interchange with CTH MM. 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 New Water's system of interceptor sewers, force mains, and lift stations, and New Water'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.

There are currently no known concerns or issues associated with New Water's sewage treatment plant, or with its, or Bellevue's, downstream interceptor sewers, lift stations, and force mains. The sanitary district does have a regular inspection program of its sewerage system and regularly evaluates the demands future growth will impose upon the treatment plant and collection system.

[12] Town of Ledgeview, Sewer Service, http://www.ledgeviewwisconsin.com/departments/public-works/sewer/ Accessed March 29, 2015.

SSA-Intergovernmental 2004 Bower Creek

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 Sanitary Sewer Service Needs

The Town envisions that public sewer and water will generally be extended from west to east and will eventually serve the entire Town. However, it was unknown how long this process may take, as the market for development fluctuates. Therefore, the Town identified an urban development line (the SAA Boundary Line) as an approximation of how far public sewer and water service could be extended within the 20-year time frame of this Comprehensive Plan. This approach recognizes that approval of too much unsewered development in the eastern portions of the Town may make the future extension of public sewer and water service more difficult and costly.

> It is recommended that the Town of Ledgeview expand its collection and treatment systems in conformance with the growth increments identified within this plan, promoting infill development and efficient and cost-effective growth patterns.

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 growth increments identified within this plan, promoting infill development and efficient and cost-effective growth patterns. The Town 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, New Water, and BCPC 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.

On-Site 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.

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.

The Town prohibits on-site sewage disposal systems within the SSA-Boundary. New development located outside of these growth areas must also be developed in such a fashion that when public sanitary sewer service becomes available, such development can and will connect to the public sanitary sewer system within one year of its availability. The on-site systems must be abandoned at this time.

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 2009 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. In June of 2007, the Town of Ledgeview joined five other surrounding communities and are now purchasing Lake Michigan Water from the City of Manitowoc. This was accomplished by forming the Central Brown County Water Authority (CBCWA).

The District owns and maintains a total of 52.48 miles of water main made up of PVC pipes ranging in size from 6" to 16" with approximately 98 percent of the distribution system being 8 inches or larger. It also has 557 fire hydrants and 821 distribution valves, all maintained and operated each year to provide optimum water quality and fire service availability. Ledgeview has two metered intake sites from the CBCWA line; LW1 is on Scray Hill Road and LW2 is on Elmview Road. A 1,000,000-gallon reservoir is located at LW1, along with a 100,000 gallon elevated water tower that stores and pressurizes the system. Because this site is the high point in Ledgeview, there are eight pressure-reducing stations at various locations throughout the system that help maintain proper flow to our customers. In 2014, CBCWA began construction on an 8 million gallon (MG) reservoir with a second 3.75 MG elevated tank on the site. The site has also been approved for two future 10MG reservoirs, if needed to serve the district.

The Town currently serves 2,034 single-family homes, 132 commercial establishments, 2 schools, and 856 multi-family units. There is also a connection to the City of De Pere water distribution system for backup and emergency purposes as well as a connection with the Village of Bellevue.

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 also constructed in 2003. Also 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.

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.

Stormwater Management

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.

Uncontrolled stormwater runoff from land development activity has a significant impact upon water resources and the health, safety, and general welfare of the community. Uncontrolled stormwater 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, and property 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.

The Town of Ledgeview's current stormwater 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 stormwater detention facilities. This system transports stormwater runoff from developed lands to the Fox and East Rivers. There are 38 wet/dry retention ponds within the Town.

In 1994, the Town adopted a stormwater management plan for the far western portion of the Town, west of the East River. In 1995, the Town adopted an erosion control ordinance. In 1997, the Town adopted a stormwater management ordinance and constructed three regional ponds which is shares with the City of De Pere. Two of those are located in Ledgeview. Furthermore, one of the City's stormwater management ponds receives runoff from a portion of the Town. The Town completed work on a stormwater management plan in 2004 for the portion of the Town eastward to Scray's Hill Road.

In 2010 the Town created a Stormwater Utility District in order to obtain a consistent and adequate source of funds to install and maintain the Town's storm water management system. The Town of Ledgeview is a member of the Northeast Wisconsin Storm Water Consortium (NEWSC). NEWSC assists member communities

MAP 7: COMMUNITY FACILITIES & UTILITIES

in their efforts to meet state and national storm water regulations and addresses local storm water issues. The Town of Ledgeview has adopted ordinances for storm water management, erosion control and illicit discharge.

The Town is also holds a Municipal Separate Storm Sewer System (MS4) permit from the WDNR. The permit requires the Town to create or update stormwater and erosion control ordinances, educate the public about stormwater impacts, and to remove Total Suspended Solids (TSS) – or solids like silt, decaying plant and animal matter, or industrial wastes – from stormwater that enters waters of the state. Since 2006, the town has reduced TSS's by more than 30 percent.

The Town is also under regulation to reduce the Total Maximum Daily Loads (TMDLs) for TSS and Phosphorous (P) for the Lower Fox River Basin which encompasses town land. The goal of TMDLs is to improve water quality in the basin to meet water quality objectives including reduction of algae growth, increasing water clarity in Lower Green Bay, increasing growth of beneficial submergent aquatic vegetation in Lower Green Bay, increasing dissolved oxygen levels in the watershed, and restoring degraded habitat in the watershed. The Town is required to perform the P and TSS reductions at a significant cost to achieve the benefit.

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

Libraries

The Town of Ledgeview relies on Brown County's public library system to meet its library needs. Of the nine libraries that make up the Brown County Library System, the closest is located just west of the Town within the City of De Pere. The Kress Family Branch Library, located on WIS 57, was opened to the public in 2003, and provides service to all Town residents. The Brown County Bookmobile also serves Ledgeview residents through stops at the Kress Family Branch, De Pere Community Center located on the west side of the Fox River, and in the Town of Eaton near County T and WIS 29. The Town should continue to support the Bookmobile to ensure continued, convenient access to the Brown County Library system.

Figure 51: Brown County Libraries Bookmobile. Image: www.browncountylibrary.org

Parks & Recreational Facilities

In 2015, the Town updated its Park & Recreation Plan in conjunction with this Comprehensive Plan in order to provide for the long-term growth and preservation of its park and recreational facilities. The Town currently contains 16 park or recreational facilities including traditional parks, unprogrammed open/green space, golf courses, and trails. Table 26 provides an inventory of Town facilities. Details regarding a few significant Town Parks are outlined below.

Ledgeview Park

66-acre publicly owned property 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 floodplains. The site was 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 Trail.

TABLE 26: PARK INVENTORY

Park/Facility Name	Acreage / Miles (in Town)	Classification
Belle Isle Park	0.2	Pocket Park
Ledgeview Park (Winding Waters)	0.3	Pocket Park
Scray Hill Park	27.6	Community Park
Fireman's (Town Hall) Park	5.0	Community Park
Ledgeview Park	47.7	Community Park
Fonferek's Glen County Park	75.0	Regional Park
Green Bay County Club Golf Course	42.0	Special Park
Ledgeview Golf Course	139.0	Special Park
Heritage Elementary School	22.5	School Park
De Pere Middle School	29.0	School Park
Ridges at Dollar Creek Subdivision Open Space	37.0	Special Park / Open Space
Meadow Ridge Subdivision Open Space	31.4	Special Park / Open Space
East River Trail	2.3	Trail
Wiese Family Park Trail	0.7	Trail
Fox River Trail	25.0	Trail
Old Plank Rustic Road	1.3	Trail
Business Park Trail	4.1	Trail

Source: Town of Ledgeview Park & Recreation Plan, 2015

Scray Hill Park

Scray Hill Park is a mostly developed, 28-acre parcel located near Scray Hill Road and Hawthorne Heights Drive at the south end of the town. The parks design plan describes an active park with soccer fields, football fields, baseball diamonds, trails, concession stand, parking, bathrooms, a well-designed storm water management pond, and field viewing areas. The park currently contains a five soccer fields, a playground area, and an asphalt parking lot.

Future Neighborhood Parks

The Park and Recreation Plan outlines a number of other smaller neighborhood parks that are proposed within new residential areas. The timing of park development will coincide with the development of future growth areas. These neighborhood parks should ideally 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 identify 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 recommended locations for future parks are illustrated on Map 7.

Future Neighborhood Park N1.[13] Area southeast of Viking Lane and Swan Road. This Plan recommends the development of a larger neighborhood park in the area where Rockland Road would cross the East River and extend to Cottonwood Drive. Ideally, the park would be a minimum size of 5 acres, and could be as large as 10 acres. This will be a high-profile park along the Southern Bridge arterial (Rockland Road/CTH GV extension). The bridge required to cross the East River could provide access to the river itself, similar to the Duck Creek Bridge on STH 54 in Hobart. This park would serve as the primary public space in the southwest growth area of Ledgeview.

A trailhead for families/recreational riders is ideal in this location as it readily connects to the Fox River State Trail and the East River. A small off-street parking lot and signage/kiosk with trail markers would complete the bicycle facilities. Open space could provide viewing—perhaps even canoeing access—along the river. Small picnic and playground facilities would enhance regular use of the park. There are woodlands in the area that should be given consideration for inclusion in the park.

Future Neighborhood Park N2. Area south of Oak Ridge Circle and west of Scenic Way. With residential development planned for the area, this Plan recommends a neighborhood park to complement the preserved

[13] "N1-N7" is used on Map 7 to identify the location of the future neighborhood park.

woodlands and trail system managed by Unity Hospice. Unity makes its approximately 20 acres passive recreational facilities available to the public. A 2-acre public space with small playground and picnic area would provide a much needed park space to this area as development occurs.

Future Neighborhood Park N3. Area South of Heritage Road (CTH X) and west of Tower Road. Brown County owns over 130 acres of land in this area. It is a former landfill site that contains extensive undisturbed woodlands, but also a paved driveway and large parking area. A neighborhood park along Heritage Road could provide an off-street parking areas for access to the woodlands for walking/hiking. A playground with picnic area will provide added benefit to users/families. Heritage Road is used considerably by Green Bay area bicycling groups for long, strenuous, organized rides. A park in the area could serve as a trailhead for avid bicyclists and their groups.

The Brown County Open Space and Outdoor Recreation Plan identifies these lands for a proposed County. A County Plan specifies that 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.

The Town should coordinate with Brown County regarding the future of these lands, and possibility of developing future facilities.

Future Neighborhood Park N4. Area in the vicinity of Dollar Road and west of Dollar Lane. Land along Dollar Road is quickly developing, and there is immediate needs for a neighborhood park in this area. This area is essentially cut-off from accessing established community park by CTH G and CTH V. Families in this area will need a 2+ acre park to serve their recreation needs. This neighborhood park should be modeled after Rainbow Park located on Tanager Trail in the City of De Pere. The park should contain approximately a ¾-acre programmed grass area, complemented by a playground for small children and a sitting/picnic area. The siting of this park could provide public access to the considerable natural features in the area. The Town should strive to partner with land owners as development occurs to provide a unique public space.

Future Neighborhood Park N5. Area of Lime Kiln Road (CTH V) and Copper Lane. This former landfill site measuring 10-acres along Lime Kiln Road has been properly closed and reclaimed. The Town should explore acquisition of this property for a future neighborhood park. The park would be an ideal location for a trailhead in the geographic center of the community with very convenient access to county trunk highways. Development of the park land should include a small off-street parking area, an open-air shelter, and walking paths. Based upon the size of the parcel, this could be a candidate for a future dog park.

Future Neighborhood Park N6. Area east of Glenmore Road and south of Main Street (US 141). The planned development of the Ledgeview Business Park, combined with the ESA, provides an opportunity to develop a public space adjacent to natural features. This area of Ledgeview is relatively isolated because of the presence of high-volume road corridors such as I-42, US 141, and STH 29. Future residents in this area this will need park space readily accessible without the need to cross busy roads. Development of this park should include a playground, picnic area, and trails.

Future Neighborhood Park N7. Area east of Glenmore Road and north of Dutchman Road (CTH MM). With the extension of the sewer service area and the presence of large agricultural parcels, the Town is planning for extensive residential growth in this area. A public park is needs as the area is far removed from the Town's other park lands. Development of a park in this area should include programmed open area, a playground, and a picnic/sitting area. Ideally, the park will be adjacent to the large environmentally sensitive areas, and can provide trail connections for hiking.

Future Community Parks

It is recommended that the City continue to develop Scray Hill Park and Fireman's Park with improvements to serve existing and future residents. Future community parks in eastern Ledgeview (identified on Map 7) should focus on providing complementary facilities as those in Ledgeview and Scray Hill Parks. The future community parks should be a minimum of 20 acres in area (ideally 40 acres). The Town is in overwhelming need of facilities for organized athletic leagues such as baseball/softball and tennis. Development of community parks in the area east of Glenmore Road and Dutchman Road (CTH M) (C1) and in the area east of Main Street (CTH R) and Trestle Road (C2) should likely focus on providing 3 or 4 ball diamonds together and/or 5 – 6 tennis courts. The facilities should be lighted for evening use. The development of these facilities in the future will provide and support facilities for organized activities.

Future County Park

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 is highlights a park N3 above.

Police, Fire, and Emergency Medical Service

The Town is currently served by the Brown County Sheriff's Department for police services. The Sheriff's office is located just south of the intersection of WIS 172 and CTH GV in the Village of Bellevue. The Town partners with the City of De Pere for Municipal Court which is held in the De Pere City Hall Building.

The Town of Ledgeview Volunteer Fire Department consists of 42 members, 2 engines, 2 tankers, and 1 support unit and is split between two fire stations. One fire station is located at the Town Municipal Building and one is located on Swan Road at CTH X.

Figure 52: Image: Mead & Hunt, Inc.

The Town currently provides Emergency Medical Services (EMS) via contract with De Pere Rescue for residents and businesses that are located west of Lime Kiln Road (CTH V) and with County Rescue for residents and businesses that are located east of Lime Kiln Road.

These services are periodically evaluated to ensure public safety is provided to all Town residents. These services will continue to be evaluated throughout the life of this planning document.

Figure 53: Image: Mead & Hunt. Inc.

Post Office

Residents and businesses within the Town of Ledgeview utilize a number of US Post Office mailing centers located in De Pere, Bellevue, and Green Bay. The closest post office is located on South 9th Street in De Pere. Piggly Wiggly within the Town also provides most postal services. It is anticipated that postal services will continue to be adequate for the planning period.

Health Care Facilities

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 two separate health clinics, 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.

Child Care Facilities

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.

Elderly Care Facilities

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 NCDs discussed in this plan.

Schools & Colleges

The Town is currently served by three school districts, as illustrated on Map 8: Schools & School Districts and compared in Table 27. The De Pere Unified School District is the predominant district covering the majority of the Town. Within this district there are six public and three private schools. The other districts, Denmark and Green Bay are available to those residents living in the eastern portions of the Town.

TABLE 27: SCHOOL DISTRICT ENROLLMENT, 2010 - 2014

District Name	2010	2011	2012	2013	2014	% Change 2010 - 2014
De Pere Unified School District	3,823	3,976	3,956	3,957	4,148	9%
Denmark School District	1,525	1,513	1,509	1,514	1,510	-1%
Green Bay School District	20,332	20,376	20,636	20,685	21,006	3%
Private Schools (all 3 districts)	4,235	4,291	4,208	4,030	3,954	-7%

Source: Wisconsin Department of Public Instruction, 2015

MAP 8: SCHOOLS & SCHOOL DISTRICTS

There are five public and two private schools within the Denmark school district and 41 public and 18 private schools within the Green Bay School District. De Pere Middle School and Heritage Elementary School, both part of the De Pere Unified School District, are located within the Town of Ledgeview.

St. Norbert College, located immediately west of the Town and Fox River in De Pere, provides more than 40 undergraduate programs and four graduate degree programs and has the best four-year graduation rate in Wisconsin. The proximity of St. Norbert College provides the Town opportunity for economic development, housing, recreation, and an expansion of other resources to support this demographic. The Town is also within the service areas of NWTC. University of Wisconsin – Green Bay, located approximately 10 miles northeast of Ledgeview, also plays a role in the Town's economic well-being.

Refuse and Recycling Facilities

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. 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. 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, Advanced Disposal, 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.

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 24 hours a day, 7 days a week, 365 days a year. 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.

The Town has plans for the future redevelopment of the current compost site once the southern bridge and roadway are development and built. However, until that time, it is envisioned that the current method of disposal and recycling will be adequate. These services should be periodically reviewed to ensure they meet the Town's needs and should be reevaluated in the future to explore a more regional approach.

Energy and Electric Systems

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 solar energy and gas-to-energy facilities. 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 evaluated and considered by the town as an alternative to traditional energy systems in the future.

The openness of Ledgeview, combines with its topography, may provide excellent opportunities for wind energies with the usage of wind turbines. The associated impacts of wind turbines – noise disturbances, threat to wildlife, cost of installation, visual impacts, and personal health concerns – are well documented. As of the writing of this plan, the Town feels the disadvantages of wind turbines outweighs the advantages and does not support the installation of large scale, commercial wind energy systems or turbines within the community.

Figure 54: The visual impact of wind turbines on natural terrain as seen in Brownsville, Wisconsin. Image: Mead & Hunt, Inc.

Personal Energy Systems

As energy costs have risen during the past decade, more Americans are utilizing personal energy systems to reduce costs associated with electricity, heating, and cooling. In addition, state and federal tax incentives have reduced the total costs of these systems making them available to a greater percentage of users. Personal energy systems include photo-voltaic solar, solar thermal, small wind, geothermal, and wood-fired boilers, among others. The Town supports the use of personal energy systems in accordance with its ordinances.

Figure 55: Personal wind energy system installed on a residence. Image: Clean Energy Now

The Wisconsin Solar and Wind Access Law (66.0401, State Stats.), defines how local governments are permitted to regulate solar and wind energy systems. These laws cover zoning restrictions by local

governments, private land use restrictions, and system owner rights to unobstructed access to resources. The state's original laws, enacted in 1982, have subsequently been amended and expanded numerous times. Under the law, counties, towns, villages, and cities may not place any restriction on the installation or use of solar or wind energy systems unless the restriction:

Figure 56: Geothermal heating/cooling installation for a residence. Image: TerraSource Geothermal

- Serves to preserve or protect public health or safety
- Does not significantly increase the cost of the system or decrease its efficiency
- Allows for an alternative system of comparable cost and efficiency

The law effectively prohibits unreasonable public land use controls covering solar and wind energy systems by defining a fairly narrow set of "reasonable" conditions. The law subsequently allows for a local permitting procedure for guaranteeing unobstructed access to wind or solar resources. A permit will not be granted if obstruction already exists or if the construction of such an obstruction is already well into the planning stages.[14]

Telecommunications

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.

Recent changes by the State Legislature to the tower siting law have undermined the ability of communities to play a greater role in site selection for cellular towers. That being said, before any cellular communications facilities are approved, the Town should work with cellular providers to undertake all possible efforts to collocate facilities, and to ensure that adequate easements and other necessary rights-of-way are available. It is

[14] Excerpted from *DSIRE: Database of State Incentives for Renewables and Efficiency*, www.dsireusa.org, 2010.

recommended that the Town work with cellular providers to implement adequate design standards and screening for the associated infrastructure are followed.

A community that lacks adequate high-speed internet access will find itself at a competitive disadvantage in the economic development arena. One means of helping towns develop in a digitally based world is implementing Wi-Fi zones, or individual hot spots, within designated areas of the community.

Wi-Fi is a wireless networking technology that uses radio waves to provide wireless high-speed Internet and network connections. These zones allow free internet access to residents and visitors alike. Within publicly-owned spaces such as parks, community centers, municipal buildings, and the like the cost of providing such a service is typically borne by the local government. Elsewhere, public-private partnerships work best, with the local government often funding the costs associated with equipment and installation while private businesses manage the ongoing cost of the internet connection.

The City of Madison, Alabama – a community of 46,450 people located near Huntsville – offers public Wi-Fi in the downtown. The initiative began with the intent of having Wi-Fi for special events in the downtown – a collaborative effort between the city and businesses. Based upon the positive public reaction, it was expanded to 24/7 availability. The signal bandwidth can be adjusted, so it is set to a lower range during normal times and increased for big crowds during special events.

The installation of Wi-Fi zones is one way the Town can retain and continue to attract younger generations and/or the types of development these generations desire. Within the Town, some areas well suited for the application of Wi-Fi might include the Olde School Square NCD, Future I-43 Business Park, Ledgeview Park and Scray Hill Park, and other places where people tend to congregate.

Figure 57: Image: Mead & Hunt, Inc.

Cemeteries

There are two cemeteries located within the Town of Ledgeview. One is located on the east side of I-43 and is associated with St. Paul's Evangelical Lutheran Church, a historic resource within the Town. The other cemetery, Greenwood Cemetery, is located on the far western edge of Ledgeview, west of WIS 32. While future demands for this service should continue to be addressed by the private sector, the Town encourages such uses within the community when properly designed and located.

COMMUNITY FACILITIES & UTILITIES GOALS AND OBJECTIVES

Goal:

Provide a quality living environment through the timely, efficient, and cost-effective provision and maintenance of public facilities and services affecting the health, safety, and well-being of Town of Ledgeview residents and businesses.

Objectives:

1. Continue to provide adequate facilities in which to have Town offices and equipment.
2. Balance the number and location of public facilities and services within the Town to maintain a low tax levy and the overall rural character of the Town.
3. Coordinate public facility improvements with transportation improvements for cost-effective project implementation.
4. Encourage development within existing sewer service areas for cost effective provision of sanitary and water services.
5. Evaluate the need to expand active and passive recreational opportunities and preserve open space within the Town.

COMMUNITY FACILITIES & UTILITIES POLICIES, PROGRAMS, AND RECOMMENDATIONS

Maintain and Enhance Town Services and Facilities

The Town will continue to provide quality, cost-effective services and facilities for its residents, businesses, and visitors. The Town will also continue to contract for services including refuse, recycling, and composting and continue to partner with surrounding and overlapping municipalities to provide police and EMS services. No Town facility upgrades are anticipated at the present time, but modernization of some Town facilities including Town Hall will be reviewed as part of the Town's capital improvement program during the 20-year planning period.

Maintain and Enhance Town Recreational Facilities

The Town owns and maintains several park facilities. Over the planning period, the Town will carefully evaluate the existing facilities and document the need for improvements or desire to enhance its current facilities. The *Town of Ledgeview Park and Open Space Plan 2015 – 2020* provides policies and recommendations for maintenance and enhancement of parks and recreational facilities. Further, the Town implements a park improvement fee on new residential development to fund the installation of play equipment and make other improvements to Town parks and permitted by State Statutes. The *Park and Open Space Plan 2015 – 2020* is

adopted as a detailed component of this "Smart Growth" Comprehensive Plan, and the Town will strive implement the recommendations of both important adopted Plans. The *Park and Open Space Plan* will be updated every five years to ensure the appropriate level of service is provided. The Town Park Committee will be responsible for completing Park Plan updates in 5-year increments. The Town requires a parkland dedication, or payment of a fee in lieu of dedication, for all new development in the community.

Figure 58: Image: Town of Ledgeview

Evaluate Implementation of a Purchase of Development Rights (PDR) Program to Preserve/Expand Recreational and Open Space Amenities

The creation of a PDR program provides a means of preserving natural and agricultural landscapes. Programs such as this are typically voluntary, and financially compensate a landowner for preserving the important ecological or landscape feature in perpetuity. An easement is used to protect its conservation values, the landowner is paid for the developmental value of the land and the easement is attached to the landowner's deed. The easement stays on the deed even if the land is sold or passed on through inheritance, thereby assuring that development will not occur on that particular property. The landowner controls the land and use of the land not covered by the conservation easement. The land is still owned by the landowner and can be transferred, deeded or sold just as any other piece of property.

The Town should develop a ranking system to prioritize lands to be preserved by the PDR program. The following criteria will be used to determine the ranking of each application: quality of the ecological feature or landform, development pressure (based on such factors as proximity to sewer services and other developing lands); other features (such as important natural areas or archaeological sites); financial considerations (including whether the landowner is willing to receive payments for the easement in installments and whether matching funds are available from other sources to buy an easement on the property); and proximity to other protected land. Since funds to purchase easements in the town will be limited, the ranking system is an objective method for determining which properties should be protected first.

Increase Sustainability and Green Building

Another way for communities to increase efficiency and differentiate themselves is to implement and promote sustainable development practices and green building design. There are several avenues available to local government to increase sustainability, maintain services, and grown with minimal impact upon the environment. These avenues can take place on an individual or community level. Some initiatives include:

Construction

Using renewable building materials as much as possible (including lumber certified by the Forest Stewardship Council), diverting construction waste from landfills for recycling and/or reuse, recycling furniture and appliances, buying locally manufactured products, controlling construction site runoff, and maintaining healthy air quality during construction.

Energy

Purchase renewable energy from utilities such as through the Nature Wise Program with Wisconsin Public Service Corporation, install LED fixtures and light sensitive switches, purchase Energy Star products, insulate buildings properly, maintain a slightly warmer temperature in the summer and slightly cooler temperature in the winter.

Transportation

Car pool, utilize public and alternative transit when possible, consolidate trips, drive a fuel-efficient vehicle, have tires properly inflated and vehicles properly maintained. Support multi-use paths and complete streets policies and practices.

Stormwater / water quality

Preserve wetlands, do not build in the floodplain, preserve drainage swales and low-lying areas as well as aquifer recharge zones, minimize application of chemicals to lawns and crops, minimize impervious surface area and runoff (possibly install pervious pavements), install bio-filtration buffer strips in large parking lots, and include rain gardens as a requirement for all new development.

Parks and natural areas

Preserve priority open space and natural areas in conjunction with development to aid with stormwater management and groundwater recharge.

Purchasing

Buy environmentally friendly products. These include cleaners, paints, furniture, carpeting etc. that have been certified by organizations such as Green Seal or Green Guard Environmental Institute or received the Energy Star rating.

Implementation

Research opportunities for the community and municipal government to implement sustainable initiatives.

During construction and renovation projects, architects and builders have an opportunity to increase the efficiency of a building and minimize the impact on the environment. In the U.S., buildings account for roughly 33 percent of total energy usage, about 66 percent of our electricity, and over 12 percent of water consumption, not to mention the fact that they transform the land from open and natural area to impervious surface.

Leadership in Energy and Environmental Design (LEED)

Leadership in Energy and Environmental Design, or LEED, is a mechanism for the evaluation and certification of buildings that strive to maximize the efficiency of the building while minimizing its impact on the environment. These designs also work to make the building healthier for its inhabitants than regular standards call for. The LEED "green building" rating system allots points for achieving goals as set out by LEED. The program is voluntary, market-driven, and based on accepted energy and environmental principles that strike a balance between established practices and emerging concepts. Buildings become certified once they earn 21 points but earn higher ratings as they increase their total.

By undertaking sustainability initiatives and instituting green building design when possible, Ledgeview may lessen its impact on the environment and become a more energy efficient community. The Town would be recognized for a commitment to environmental issues, receive positive publicity, and potentially qualify for a growing array of state and local government funding and program initiatives.

The Town should consider all these elements in future development within the Town. In addition, the Town should look at conducting a Sustainability Plan with the goal of enhancing the community's health and quality of life.

TABLE 28: TIMETABLE TO EXPAND, REHABILITATE, OR CREATE NEW COMMUNITY FACILITIES OR UTILITIES

Town Utilities & Community Facilities	Timeframe	Comments
Town Buildings	0-5 years	Periodically evaulate the need to update Town offices and facilities.
Schools	Ongoing	Work with School Districts on long-range planning issues.
Police Services	Ongoing	Periodically evaluate this service to ensure it meets the needs of the Town.
Fire Protection	5-10 years	Continue mutual aid agreements with its neighboring communities and evaulate the need for a new fire station in the eastern portion of the Town adjacent to I-43.
Emergency Medical Services (EMS)	Ongoing	Periodically evaluate this service to ensure it meets the needs of the Town.
Health Care Facilities	Ongoing	Existing medical and healthcare facilities both within and outside the Town are expected to continue to provide adequate levels of service.
Elderly Care Facilities	Ongoing	Continue to evaulate and support development proposals which provide for elderly care facilities within the Town.
Childcare Facilities	Ongoing	Existing childcare facilities in neighboring municipalities are expected to continue to provide adequate levels of service.
Parks & Recreation	5 years	Continue to implement the recommendations of the adopted Ledgeview Park and Recreation Plan for additional park and recreational facilities. Update the Park and Recreation Plan in 5-year increments.
Libraries	Ongoing	Brown County library services are expected to continue to meet the needs of Town residents.
Post Offices	Ongoing	Existing postal services are expected to continue to meet the needs of Town residents.
Sanitary Sewer	Ongoing	Continue long-range planning and evaulation to ensure the Towns collection system remains adequately sized for anticipated growth and development.
Water Supply	Ongoing	Continue long-range planning and evaulation to ensure the Towns water system remains adequately sized for anticipated growth and development.
Stormwater Management	Ongoing	Continue with a stormwater management plan to maintain and enhance watersheds within the Town.
Solid Waste & Recycling Facilities	0-5 years	Continue to contract for solid waste services and evaulate the need for local, Town recycling facilities.
Energy & Electric Systems	Ongoing	Continue to monitor and evaulate facilities to ensure adequate levels of service on par with anticipated growth and development. Support personal efforts to make energy efficient improvements consistent with Town ordinances.
Telecommunications	5-10 years	Evaulate the demand for wireless technologies in the Town's public places.
Cemeteries	Ongoing	Existing cemeteries are expected to be adequate for the 20-year planning period.

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CHAPTER 7

Agricultural, Cultural, & Natural Resources

Ledgeview
Set your sights high

AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

This chapter contains a compilation of goals, objectives, policies, programs, maps, and recommendations for the conservation, and promotion of the effective management, of agricultural, cultural, and natural resources. These resources include productive agricultural areas, metallic and nonmetallic mineral resources, groundwater, forests, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, parks, open spaces, historical and cultural resources, community design, recreational resources, and other natural resources.

COMMUNITY INPUT

Community input regarding the importance of agricultural, cultural, and natural resources on the daily lives of residents was gathered from the community survey and community engagement session. In general, Town residents desire to maintain the open space and natural amenities that make Ledgeview a great place to live. However, a number of respondents also indicated a desire for additional services to provide amenities like expanded parks and trail system.

Figure 59: Image: Town of Ledgeview

Community Survey

A number of questions included in the survey focused directly or indirectly on agricultural, cultural, and natural resources in the community. When asked the primary reason why one lives or works in Ledgeview, 25.8% of respondents cited being close to natural areas and scenic views. This ranked first among the nine options presented in the questionnaire. Only 1.7% of survey respondents identified productive agricultural lands as the reason for living in the town. This may largely be attributable to the relatively low number of active farmers participating in the survey (2.9% identified their place of residence as a farmstead; 0.8% identified their property as farm or agricultural land).

The most significant question in the survey related to this chapter asked: "How important to you are the following natural and agricultural features in Ledgeview?" The percentage of those who selected important or very important appears below.

Ground water quality	91.7%	Historic structures, places	80.4%
Scenic views	91.3%	Other creeks/streams	78.3%
Quietness	90.5%	Environmental sensitive areas	77.5%
Air quality	90.5%	Native grasslands	76.3%
Fox River	86.7%	Dark skies at night	75.0%
East River	85.9%	Wetlands	73.4%
Forests, woods	85.0%	Farm fields	70.0%
Surface water quality	84.6%	Bower Creek	64.2%
Habitat protection	84.1%	Barns, silos, fence lines	61.3%
Niagara Escarpment	83.8%	Livestock	59.6%

Additional notable information gained form the survey:

- One out of five (20.4%) respondents identified natural resources and agriculture as the land use issue of greatest concern – the same percentage as those who felt the local economy was an issue of concern.
- 17.6% of respondents felt the availability of places to hunt and fish in Ledgeview is inadequate or very inadequate.
- 17.5% of respondents felt the availability of public access to water resources (East River, Bower Creek, etc.) is inadequate or very inadequate.
- 91.2% of respondents indicated they would encourage or strongly encourage the conservation of green space when new residential and commercial development occurs.
- 60.5% of respondents are supportive or strongly supportive of future Purchase or Transfer of Development Rights programs in the Town.

91.2% of respondents indicated they would encourage or strongly encourage the conservation of green space when new residential and commercial development occurs.

Community Engagement Session

During the engagement session, participants were asked to complete the following sentence: *By 2035, the Town of Ledgeview has successfully preserved….* Responses to this question appear below. The number in parentheses appearing to the right of some of the responses indicate the number of adhesive dots placed next to that option during the nominal group exercise.

Low property taxes (13)	Small town friendliness (1)
Less light pollution (3)	Mining resources (1)
Family farms (1)	Quality schools (1)
Niagara Escarpment (1)	Native species, invasive control (1)

Quietness (1)
Preserve site character during development
More open space
Big yards
Scenic beauty
Forest cover
Waterways
Green space
Groundwater quality
Clean-up East River
Preserve Ledgeview – don't get swallowed
Low crime rate
Historical resources
Environmental cleanliness
Access to healthcare
Farmland
ATV, snowmobile trails
Public hunting
Good traffic flow

Other desires related to agricultural, cultural, and natural resources which participants felt were important to provide input on during the engagement session include the following:

Community garden (4)
More green housing (2)
Walkable neighborhoods, community (2)
Sustainable carbon footprint (1)
Expanded (ped.) trail system – regional connectivity (1)
Nonmetallic mining (1)
Promote 'ledge' as a scenic overlook, park, etc. (1)
Sustainable (1)
Conservation subdivisions
Encourage East River paddling
Green cars, electric infrastructure
Hobby farms
Local nature center
No factory farms
Reclamation partnerships plan for quarry
Wind farm development

AGRICULTURAL RESOURCES

The amount, location, and type of agricultural lands plays a tremendous role in defining community character and quality of life in the Town of Ledgeview. Productive agricultural operations reflect the community's history and identity and help sustain vital industries and sources of income important to Town residents. The seasonal changes of growing crops, the colors and textures of farm fields, and the architecturally significant farm buildings all contribute to the rural character of the community. In addition, when agricultural resources are protected and sustained, clean air, clean water, quality of life, and adjacent property values are all positively impacted.

Agriculture has historically been, and continues to be, the dominant land use activity in the Town of Ledgeview. Forty-five percent of the land in the Town is devoted to agricultural use. However, that number is decreasing – more than 40 percent since 1980. As development expands east and along major Town roads, the

Town must avoid fragmentation of agricultural lands. Fragmenting farm lands puts pressure on active farmers, has the potential to generate land use and operational conflicts, and limits farmer efficiency. Agriculture areas are important resources in the Town, and balancing the appropriateness of their location with the desire for new development is a challenge this plan provides guidance on addressing.

Character of Farming

In 2012 Brown County published the 2013 – 2017 Farmland Preservation Plan (FPP), which examined the conversion trends of agricultural land to developed land uses since the previously certified plan in 1985. According to the FPP, between 1970 and 2010 approximately 65,000 acres of agricultural land in Brown County was converted to other land uses. In 2010, for the first time ever, agricultural lands totaled less than 50 percent of land uses in the county. Table 29 illustrates this change.

TABLE 29: AGRICULTURAL LAND USE CHANGES IN BROWN COUNTY, 1970 - 2010

Year	Acres	% of County Land Use	Absolute Change in Acres	% Change
1970	227,254	66.4	-	-
1980	216,809	63.3	-10,445	-4.6%
1990	201,668	58.9	-15,141	-7.0%
2000	176,695	51.6	-24,973	-12.4%
2010	162,588*	47.5	-14,107	-8.0%

** does not include farm buildings*

Source: 2013 - 2017 Brown County Farmland Preservation Plan

Between 1980 and 2002, approximately 41 percent of agricultural lands (3,394 acres) were lost within the Town of Ledgeview. However, between 2002 and 2015, only two percent (81) acres of agricultural lands were lost. This loss is primarily attributable to new development rather than the gradual reversion of idle agricultural lands back to woodlands, wetlands, or other open spaces.

TABLE 30: AGRICULTURAL LAND USE CHANGE IN LEDGEVIEW, 1980 - 2015

Land Use	1980	2002	2015	Change 1980 - 2015	% Change 1980 - 2015
	(Total Acres)				
Agricultural	8,341	4,947	4,866	(3,475)	-42%

Source: Brown County Farmland Preservation Plan, Brown County Planning Commission, Mead & Hunt, I

Assessment of Farmland Viability - Soils

Just as important as understanding the character and location of farmland is understanding the physical characteristics, or viability, of the land. 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,

MAP 9: SOILS

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, there are three major soil associations present in the Town of Ledgeview; the Kewaunee-Manawa, Oshkosh-Manawa, and Oshkosh-Allendale-Tedrow. 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-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.

The Oshkosh-Allendale-Tedrow soil association covers the central portion of the Town, and generally follows 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. Map 9: Soils shows the drainage ability of soils within the Town.

Productive Agricultural Lands

There are multiple factors that define productive agricultural lands. The type of soil is the most obvious and important factor because the type of soil determines in a large way, the availability of an area to grow crops. Soils that have few limitations are included as prime farmland. The Natural Resource Conservation Service ranks soil suitability for different uses into eight capability classes, with Class I soils considered prime farmland and Class VIII soils being useful for recreational purposes or natural habitat areas. The classifications are based on the soils capability to produce cultivated crops and pasture plants without deteriorating over a long period of time.

Class I soils have slight limitations that limit their use and are prime soils for agricultural production. Class II soils have moderate limitations that reduce the choice of plants or require moderate conservation practices. Class III soils have severe limitations that reduce the choice of plants or require special conservation practices, or both. Class IV – Class VIII soils have very severe limitations that limit their agricultural use to mainly pasture, range, or grazing. Land use in these areas commonly consists of little crop production and more forestland, wildlife, and recreation area with a high esthetic value.

The areas of Town not considered prime farmland are generally associated with wet soil conditions and conditions were bedrock is very close to the surface. These conditions reduce the soil's potential to grow crops. Most of these areas are located along CTH GV as well as north of CTH G and west of CTH V where recent residential development has occurred. Topography and the presence of the Ledge also play a large factor in the Town. As such, a significant portion of product farmland is found atop the Ledge in the southern and eastern reaches of the Town.

County and State Farmland Preservation Efforts

In 2009, in response to the trend of farmland loss not just in Brown County, but statewide, the State of Wisconsin undertook an effort to modernize the state's farmland preservation program. The Wisconsin Working Lands Initiative (WLI), administered by the Department of Agriculture, Trade, and Consumer Protection (DATCP) provides additional tools to counties and local units of government to encourage protection of the state's remaining agricultural lands. Specific tools include:

- Increasing the state income tax credit for land within a farmland preservation zoning district.
- Creation of a purchase of Agricultural Conservation Easement (PACE) program that pays a landowner for the right to develop the property.
- Creation of Agricultural Enterprise Areas (AEAs) to keep land in agricultural use for 15 years in exchange for a premium tax credit.
- Allows non-farm residential development within a certified agricultural zoning district provided certain density and performance standards are met.[15]

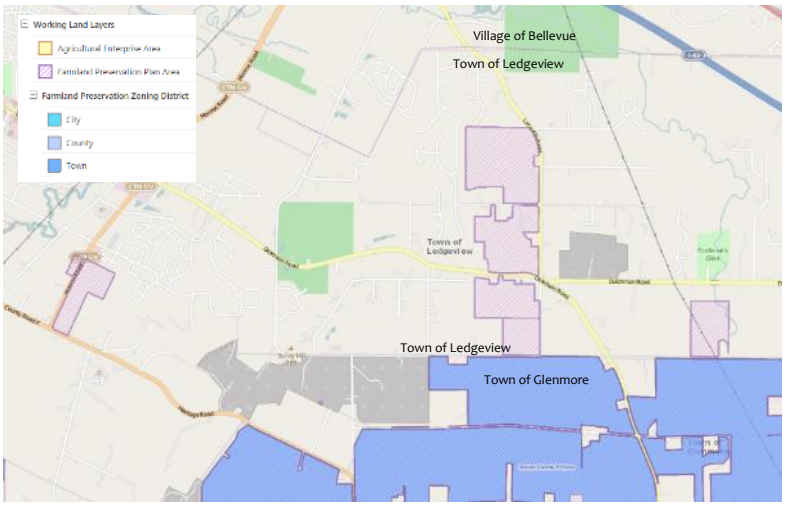

Figure 60: Town of Ledgeview Farmland Preservation Areas. Farmland Preservation, DATCP. https://datcpgis.wi.gov/slv_datcps_2_0/index.html?Viewer=AEA. Accessed April 21, 2015

The Town of Ledgeview only contains three areas which are Farmland Preservation Plan Areas, as indicated on Figure 27. These areas comprise a total of 450 acres. No AEAs exist within the Town. Conversely, the Town of Glenmore to the immediate south has over 90 percent of its land in Farmland Preservation Areas with specific farmland preservation zoning. While the amount of land dedicated

[15] Department of Agriculture, Trade, and Consumer Protection, *Wisconsin Working Lands Initiative*, 2006

to agricultural operations is decreasing in the Town of Ledgeview, its significance in other portions of Brown County – including its immediate neighbors – remains high. The Town must continue to plan for the continuation of agricultural operations both within its jurisdiction and to its south and east.

The majority of the Town of Ledgeview's undeveloped agricultural land area is susceptible to development because it is not included in the County's FPP. Agricultural land outside dedicated farmland preservation areas do not have regulatory or other policy mechanisms (related to agricultural preservation) in place to effectively limit nonfarm development over the next 20 years.

AGRICULTURAL RESOURCE GOALS AND OBJECTIVES

Goal:

Balance the use and preservation of agriculture in a sustainable manner so as to enhance its long-term viability and maintain the character of the rural portions of the Town.

Objectives:

1. Identify productive agricultural land in the Town and methods to encourage farming on this land.
2. Promote the preservation of Brown County's irreplaceable resources, such as soils, surface and ground water, and wildlife habitat, through means, such as agricultural best management practices, erosion control, stormwater management, and land acquisition.
3. Encourage denser development in areas of existing development.
4. Work with Brown County to evaluate the economic impact of agriculture and agricultural-related businesses on the Town's economy.
5. Direct subdivision development to areas served by public utilities in order to retain agricultural lands and land uses as long as appropriate and feasible.
6. Work with Brown County to encourage orderly, efficient development patterns that minimize conflicts between urban and rural uses.
7. Preserve productive agricultural lands through innovative preservation and development techniques, such as purchase or transfer of development rights, farmland preservation, and agricultural planning programs.

AGRICULTURAL RESOURCE POLICIES, PROGRAMS, AND RECOMMENDATIONS

Direct Intensive Development Away From Productive Agricultural Operations

Large-scale residential, commercial, and economic development projects, which have the greatest opportunity for conflicts with agricultural uses and detract from open space and natural corridors, should be directed away

from existing farms, areas of farm operations, and environmentally sensitive areas. The Town of Ledgeview intends to direct intensive development toward planned development and urbanizing areas served by public utilities in the Town like the I-43 Business Park, Olde School Square area, and along the CTH GV corridor. Specific development areas and criteria will be guided by Town ordinances and neighborhood/area plans.

Purchase and Transfer of Development Rights

The creation of a Purchase and/or Transfer of Development Rights (PDR/TDR) program provides a means of preserving agricultural landscapes. Advantages of these approaches include just and fair compensation for landowners, permanent protection of farmland and natural resources, and voluntary participation (landowners are not forced to participate).

Purchase of Development Rights

A PDR program is generally the easier of the two to administer and is more common than a TDR program. In a PDR program, a land trust, local government, or other organization offers to purchase the development rights on a parcel. The landowner is free to decline the offer or negotiate a higher price. When the development rights to a farm are sold, the landowner typically receives payment equal to the difference between the fair market value of the land and the price the land would command for agricultural use. Upon payment, a conservation easement is recorded on the property deed. The easement stays with the land in perpetuity. The private landowner retains the right to occupy and make economic use of the land for agricultural or residential purposes but gives up the right to develop the property in the future. Farmers or residents are not compelled to sell their development rights. The main disadvantage of PDR is cost. Development rights can sometime be expensive, so funding for PDR needs to be selectively targeted in order to protect the agricultural land that is most worthy of preservation.

Figure 61: The City in this example utilized a TDR program for preservation of productive agricultural land (A) and a sensitive wildlife area associated with Big Muskego Lake. The new development (B) was allowed a greater density, or "density bonus". Source: Google Earth, 2014 & Mead & Hunt, Inc.

Transfer of Development Rights

A TDR program is similar to a PDR program in that land owners are financially compensated and retain most property rights in exchange for permanent development restrictions on

their land; limiting use to agricultural and conservation uses regardless of ownership or changes to zoning. The big difference between the two programs is the method of compensation. TDR involves transferring development rights from one piece of property to another. In contrast to a PDR program, development rights in a TDR program are purchased by a developer or other private entity, and no public revenues are needed. However, the program depends not only on a willing seller of rights, but also a willing buyer. In this approach, a landowner is compensated for selling his/her development rights. However, rather than simply eliminating these rights, they are transferred to another property in the Town that is targeted for development. That landowner of the "targeted property" is free to develop the land and may use the transferred rights to develop at a greater density or intensity (e.g. smaller lot sizes to locate more homes in a single area). This approach preserves farmland and natural areas in designated "sending" zones while allowing for more intensive development occurs in the "receiving" zones.

Work with Large Farming Operations to Ensure Compliance with WDNR and DATCP Regulations

Wisconsin passed the Right to Farm Law to protect farmers from nuisance law suits related to odors and noises related to normal agricultural operations provided that public health and safety are not endangered. As residential development continues to encroach upon rural areas, it is inevitable that potential conflicts may arise. Education is strongly recommended to avoid conflicts. Local governmental officials, community members, and realtors may wish to proactively advise new and potential residents about the rural agricultural lifestyle and the exact nature of local agricultural operations.

Figure 62: Image: Mead & Hunt, Inc.

As farming operations grow in size (both number of head and acreage) in Ledgeview, residents and community officials are increasingly concerned about the impact of such operations on the natural environmental and water resources. While there are no registered large Concentrated Animal Feeding Operations (CAFOs)—farms with more than 1,000 animal units in the Town, there are a number of animal feeding operations with fewer than 1,000 animal units that may be defined or designated as a CAFO in accordance with NR 243 and may be required by the Department to obtain coverage under a WPDES permit on a case-by-case basis. These operations are called small- or medium- CAFOs. Medium animal feeding operations (300-999 animal units) are defined as a CAFO if they have certain discharges to navigable waters. The Town should partner with these farming operations, along with the WDNR and DATCP, to provide runoff management plans for outdoor lots and feed storage areas; a manure storage facility plan/diagram, an annually updated comprehensive manure management plan, and routine monitoring and reporting of daily operations.

Manure waste storage is a key concern for large farming operation. The Town may wish to evaluate a local ordinance to regulate the location, design, construction, installation, alteration, closure, and use of manure storage facilities in order to prevent water pollution and the spread of disease. The County does regulate large animal farming operations (CAFOs); however, these regulations will only apply to farms with more than 1,000 animal units (more than 700 cattle). The Town could enact a Manure Waste Storage Ordinance to address waste storage and handling for animal feeding operations with 300 – 999 animal units. The goal is to ensure the practice of proper manure management and eliminate adverse impacts to water quality.

CULTURAL RESOURCES

Historic, archeological, and cultural resources contribute to a community's quality of life and provide a feeling of social and cultural continuity between the past, present, and future. For instance, Ledgeview was home to two types of kilns. Sportsman's Road, once called Kiln Road, was the site of the kilns where tree stumps cleared from the land were turned into charcoal and used in De Pere Foundries. Lime Kilns (Lime Kiln road still runs though the town) reduced the Ledge's limestone to an ash used in the mortaring of bricks from De Pere brickyards.[16] Preservation of resources helps to foster a sense of pride and place and often provides economic benefits to property owners and communities through tourism and increases in property values.

The Town of Ledgeview provides "Stories from the Ledge", a brief oral history of the community shared by nine long-time community residents, on its website, http://www.ledgeviewwisconsin.com/about/history/stories/. This initiative set out to videotape conversations with residents as a document of the Town's history. It provides insight into the clearing of forest land on the ledge, how the town kilns worked, and the introduction of electricity. Providing this type of resource is important for the community to honor its heritage and ensure that it is not lost as growth and development influence the future.

Historic Sites & Buildings

The Wisconsin Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state. According to the AHI, 14 resources are documented in the Town of Ledgeview. The resources consist of seven are residences, two farmsteads, two commercial properties, one church, one town hall, and one pony truss bridge, which has been replaced. Additional information about these and other properties may be found at the Wisconsin Historical Society website at http://www.wisconsinhistory.org/Content.aspx?dsNav=Nrc:id-5%7cid-1070%7cid-4-dynrank-disabled,N:1072-4294961442-4294963491&dsNavOnly=N:1073-4294963829.

Figure 63: St. Paul's Evangelical Lutheran Church is a Front Gabled church built in 1883. The structure still stands in the Town.

There are no buildings, objects, or structures listed in either the National or State Register of Historic Places.

[16] Stories from the Ledge, *http://www.ledgeviewwisconsin.com/about/history/stories/*

Archeological Resources

The Wisconsin Historical Society also provides information regarding previously reported archaeological sites within the state. According to the Archaeological Sites Inventory (ASI), current Town lands contain 17 archaeological sites. Five are isolated finds, five are campsite/villages, three are Euro-American cemetery/burial sites, one is a historic Euro-American farmstead, one is a fur trading post, and one is a sugar bush, or area where Native Americans collected maple syrup. A majority of the previously recorded sites are located in the western and central portions of the town. According to the ASI there have been relatively few archaeological surveys conducted within the town limits.

Community Special Events

A handful of special events occur within the Town of Ledgeview on an annual basis. These events include:

- (formerly) LedgeFest Community Celebration (fall) http://ledgefest.com/
- Fire Department Cookout (fall)
- Fire Department Booyah & Bake Sale (spring)

Figure 64: LedgeFest is celebrated annually in the Town. Image: ledgefest.com

CULTURAL RESOURCE GOALS AND OBJECTIVES

Goal:

Preserve and enhance the Town's cultural resources.

Objectives:

1. Identify and promote preservation of the Town's cultural, historic, and archaeological resources which increase the Town's quality of life.
2. Increase the number of annual community special events by engaging the Town Board in scheduling and publicizing early in the calendar year.
3. Work with Brown County to increase research, documentation, and identification of archaeological sites and other culturally significant places.
4. Discourage incompatible land uses (e.g., high traffic generators, noisy uses, or unattractive uses) from locating within or next to documented cultural and historic resources.
5. Support local festivals, fairs, tours, community breakfasts, and markets that celebrate the Town's farming heritage, character, and history.

CULTURAL RESOURCE POLICIES, PROGRAMS, AND RECOMMENDATIONS

Take a Greater Role in LedgeFest

The Town of Ledgeview does not have a community-sponsored or hosted annual festival as is typical in many communities. LedgeFest, typically held annually in September at Old School Square on the corner of Creamery Rd and Dickinson Rd, is the closest event. However, LedgeFest is sponsored by the business located at Olde School Square, and as such is subject to the ability and desire of these business to continue the event. After nine successive years, the event was not held in 2015.

LedgeFest has grown into an event that – to many residents – is their community festival. Many participants are likely unaware of which organizations/entities have truly been responsible for the event. This Plan is recommending that the Town take a more substantial role in the organizing and funding of this event to ensure its place as Ledgeview's annual community festival to showcase local business and supports local organizations.

Encourage Cultural Heritage Tourism

The Town should work to encourage tourism opportunities that celebrate the area's cultural, historic, and archeological resources and bring economic vitality to the community. The National Trust for Historic Preservation defines heritage tourism as "travelling to experience the places, artifacts, and activities that authentically represent the stories and people of the past." Cultural heritage tourism helps make historic preservation economically viable by using historic sites and landscapes to attract travelers. The National Trust for Historic Preservation also indicates that studies have shown that heritage travels stay longer and spend more money than any other kind of travelers and a good heritage tourism program can improve the quality of life for local residents as well as serve visitors.

Celebration of the Towns past through tourism will help its social and economic future. Refer to Nature Based Tourism under the Natural Resource Recommendations for more details.

Figure 65: St. Paul's Evangelical Lutheran Church is currently undergoing preservation efforts. Image: Mead & Hunt, Inc.

Protect and Rehabilitate Known Historic and Archeological Sites

The Town of Ledgeview has a number of historic and archeological resources. Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from

intentional disturbance. In situations where development is proposed in areas where historical and archeological resources exist, the Town will require developers to demonstrate how historical and archeological features will be preserved and recognized.

The Town should also explore the availability of State Historical Society grant money and state and federal tax credits to rehabilitate, restore, or relocate historic structures threatened by demolition or disrepair.

Cooperate on a Comprehensive Survey of Historic and Archeological Resources

The historical and archeological sites outlined above include only those sites that have been identified and reported to the State Historical Society. Very little of Brown County and the Town of Ledgeview land areas have been surveyed for the presence of archeological sites, cemeteries, or other historically significant areas. The presence of some Native American burial sites within the Town suggests that there may be other, currently undocumented sites in close proximity.

The Town of Ledgeview should partner with Brown County, the Wisconsin Historical Society, the University of Wisconsin-Extension, WDNR, local historical societies, and other government agencies to complete a comprehensive, countywide survey of historic and archeological resources. The survey would involve both research and field work and should be conducted by trained archeologists or students under professional supervision.

Pursue the Certified Local Government Program

Local units of government that have enacted historic preservation ordinances may consider being certified to participate in the state and federal Certified Local Government (CLG) program. Ledgeview adopted Chapter 53: Landmarks and Historic Preservation in 2004. The CLG program provides special grants which the Town can use to fund educational activities, assist with surveying previously undocumented Town lands or structures, make National Register nominations, and other planning activities. The Division of Historic Preservation at the Wisconsin Historical Society administers the CLG program. Wisconsin currently has more than fifty Certified Local Governments, including the Brown County communities of De Pere and Allouez.

Figure 66: Certified Local Governments in Wisconsin. Image: Wisconsin Historical Society

Ledgeview can strengthen historic preservation efforts by achieving CLG status from the National Park Service (NPS). NPS and the State – through its State Historic Preservation Office (SHPO) – can provide valuable technical assistance and small matching grants to the Town should it seek to preserve buildings, structures, landscapes that are considered historically significant. This is one program the Town can pursue in the future should it choose to do so.

NATURAL RESOURCE INVENTORY

The western portion of the Town of Ledgeview is heavily developed and highly populated and pressure to develop eastward is steadily increasing. Pressure on natural resources is high and unlikely to diminish in the long-term. Isolation from fragmentation of open space, native habitats, and geological resources is a major concern for planning and management at state, county, and local level. A comprehensive approach to understanding natural resources within Brown County and Ledgeview will have many benefits to best ensure long-term viability of all resources present. Natural and environmental resources in the Town are identified on Map 10, Natural Features.

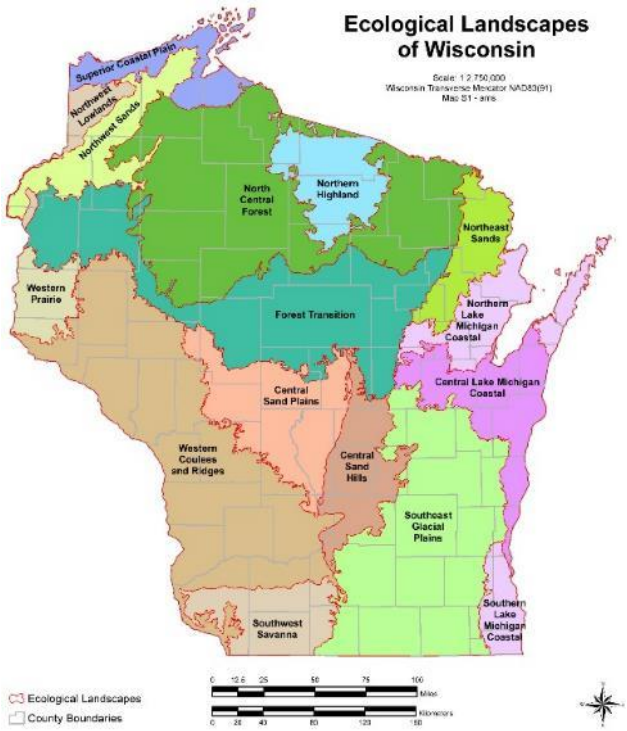

Figure 67: Ecological Landscapes Handbook. WDNR. http://dnr.wi.gov/topic/landscapes/documents/18051Intro.pdf

Landforms/Topography

In order efficiently and effectively plan and manage natural resources in Wisconsin, the WDNR created an eco-region map to divide the state into ecological landscapes. Ecological landscapes are a combination of physical and biological factors, such as climate, geology, topography, soils, water, and vegetation. While the ecological landscapes share characteristics, each offers distinct differences which allow for a number of management opportunities.

The Town of Ledgeview lies entirely in the Central Lake Michigan Ecological Landscape (seen in pink above). The Niagara Escarpment, or "ledge", is a prominent bedrock feature that runs through the middle portion of Brown County and along the Fox River Valley. It is a defining feature through central Ledgeview, providing the Towns namesake as well as the views that attract people here.

Topography in Ledgeview is exceedingly diverse, ranging from the flat broad floodplain of the East River to steep narrow ravines that cut through the ledge. Outside of the ledge, the town 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.

Niagara Escarpment

The ledge is a geologic formation that underlies southern and eastern portions of the Town, running generally northeast and southwest. 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 millennia of geologic activity and erosion forces on 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. As a result of the scenic views from the top of the escarpment face, the escarpment is proving to be a very desirable site for new homes.

Figure 68: The Niagara Escarpment, which runs through the Town, is part of the same landform which created Niagara Falls. Image: http://www.escarpmentnetwork.org/definition/

The Niagara Escarpment, one of Wisconsin's Seven Natural Wonders, is under increasing stress from competing interests, including residential development, nonmetallic mining operations, and conservation interests. As the Town of Ledgeview continues to feel the increase development pressures, the competing interests for the ledge will also intensify. It is critical that the Town recognizes the escarpment as a very unique resource in the State, and work with developers, nonmetallic mining operators, and conservation groups to minimize the negative impacts of development on the ledge and work to preserve it a public open space wherever possible.

New development proposed for areas above and below the escarpment should be designed to minimize visual impact and impact on the sensitive flora and fauna associated with the escarpment. Therefore, every effort should be made to preserve the existing trees and vegetation that make the ledge a very scenic area and help contribute to the rural feel in large portions of the town. This can be accomplished through the use of very large lot requirements to minimize the density of homes on the ledge, utilization of conservation easements, public purchase, purchase of development rights, or alternative subdivision design techniques.

Fonferek's Glen & Kittel Falls

Two scenic waterfalls are associated with the escarpment. Kittel Falls is located in the central portion of the Town adjacent to CTH G, on the north side of Scray's Hill. Fonferek's Glen is a 74-acre geological gem featuring a 30-foot waterfall, dolomite cliffs and stone archway. The waterfall can be viewed from the designated use

area, an easy 100-yard walk from the parking lot, is located in eastern Ledgeview off CTH MM. The falls expose about 2 meters of Silurian dolomite, three feet of Oolitic Neda Iron Formation (reddish) and the bluish-gray Maquoketa Formation. This is the best exposure of the Neda Formation in the Green Bay area. On the sides of the gorge, ground water seeping through the rocks has deposited porous tufa, probably from coating the moss that grows there.

Figure 69: Kittel Falls. Image: UW-Green Bay

Metallic and Nonmetallic Mineral Resources

The miner on the Wisconsin state flag is testament to the fact that mining has always been a large part of the economic and industrial base of the state. Metallic mining, or mining for metals such as copper, lead, iron, and zinc, can be a boost to communities and the state but can also seriously harm natural resources. Because of its volatile nature and the unique location of the specific resources, metallic mining has traditionally been isolated in areas of low-density populations in the northern half of the state. There are no closed, existing, or proposed metallic mining sites within Brown County.

Nonmetallic mining, or the extraction of stone, sand, rock, or similar materials, is most common in quarry and pit mines. Under State Statutes (295.20), landowners who want to register their property as nonmetallic mining deposits are required to notify each county, city, village, and/or town that has zoning authority over their property. Registrations must be recorded at the County Register of Deeds in the County where the mineral deposit is located. State law limits the ability of a municipality or county to rezone or otherwise interfere with the future extraction of a mineral resource from a registered nonmetallic mineral deposit. It is important to note that zoning changes prohibiting mining on land registered as a marketable nonmetallic mining deposit cannot take effect during the registration period. Registration is effective for 10 years and renewable for an additional 10 years. In addition, registration on property with active mining operations can be renewed for as long as mining is ongoing. Zoning changes may take effect after the registration has expired.

Brown County adopted its Nonmetallic Mining Reclamation Ordinance in 2001. In 2009, the Town adopted its own ordinances regulating nonmetallic mining (Chapter 131) and explosives and blasting (Chapter 130). There are currently five parcels with County Mine Reclamation Ordinance Permits. The Niagara Escarpment 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.

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 plan consistent with local zoning requirements. The presence of high quality mineral resources within Ledgeview generate the potential for both significant positive economic impacts and significant negative environmental and land use impacts. As such, the Town should monitor the strength of its ordinances regulating nonmetallic mining and blasting to ensure land use conflicts do not arise.

Groundwater Resources

Groundwater is made up of the portion of rainfall that does not run off to streams or rivers and does not evaporate or transpire from plants. This water percolates down through the soil until it reaches the saturated zone of an aquifer – a layer of soil or rock that is capable of storing groundwater to be utilized for a well. 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 streams, rivers, and wetlands in and around the Town are recharged by groundwater.

Overall, groundwater quality in the Town is fair. Groundwater quality and quantity is important because it remains one source of drinking water in the western portion of the Town. Primarily, municipal drinking water in the Town is supplied from Lake Michigan via the Central Brown County Water Authority (CBCWA) which was created by the Town and five other municipalities (De Pere, Allouez, Bellevue, Howard, and Lawrence) for this purpose. Following creation of the CBCWA, the group developed a partnership with the city of Manitowoc and Manitowoc Public Utilities (MPU) to obtain fresh water from Lake Michigan.

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.

Surface Waters

Surface water is one of the most important natural resources available to a community. Lakes, rivers, and streams offer enjoyment, peace, and solitude. Besides providing recreational opportunities like fishing and canoeing, surface waters provide an end source for drainage after heavy rains, habitat for countless plants,

MAP 10: NATURAL FEATURES

fish, and animals, and can be a source of process water for industry and agriculture. Lands immediately adjacent to such waters have an abundance of cultural and archaeological significance because they were often the location of Native American and early European settlements.

As shown Map 10: Natural Features, 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. Because of their importance, numerous federal, state, and local laws and regulations have been created to protect surface waters.

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 and roughly parallels the Fox River. The river in this area meanders sluggishly through a fairly broad floodplain. Some fishing opportunities exist and previous fisheries surveys have indicated that northern pike utilize the marshy areas of the river near Bellevue for spring spawning. However, the reddish-brown murky color of the East River attests to the poor water quality of this stream. The East River trail provides views and access to the River within the Town.

Figure 70: Some surface water within the Town, like the unnamed stream shown here, provide unique environmental areas. Image: Mead & Hunt, Inc.

Bower Creek

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 which supports a warm water sport fishery. Crayfish are prolific in Bower Creek, as well as bluegill, suckers, and carp. The stream drains agricultural lands and as a result has a silty bottom material, a brownish color, and an overall poor water quality. Bower Creek is on the state's 303(d) impaired waters list for Total Phosphorus and Total Suspended Solids and has been since 2008. Improvement of this creek is an important goal for the Town in the future.

Fox River

The Fox River provides the western boundary for the Town, running adjacent to several single-family residences. It is a comparatively large and significant river and serves as drainage for much of the Fox River Valley area, originating in Lake Winnebago to the south and draining north into the Bay of Green Bay. The Fox River provides resource for several large industries in the Fox Valley as well as viewsheds for local residents and corridor for migratory birds.

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.

Shorelands

Shorelands are the interface between land and water. In their 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 may be degraded.

The importance of shorelands is recognized and regulated by state and local government. Wisconsin mandates shoreland zoning for all unincorporated communities under Wisconsin Administrative Code NR 115. 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. The buffer is intended to preserve 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 enforces these standards with oversight provided by the WDNR.

There are a number of well-defined drainage courses with associated ravines in the central and eastern portions of the Town, as illustrated on Map 10. 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. 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.

Watersheds

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. Watersheds are illustrated on Map 10.

East River Watershed

The East River Watershed originates in Calumet County to the southwest and extends 33 miles north along the Fox River to the Bay of Green Bay. The majority of Ledgeview west of I-43 lies in this watershed. The East River Watershed was designated as a priority watershed in 1986, and in an effort to improve water quality

within the watershed, point and non-point source agricultural and industrial pollution dischargers have been monitored and regulated since that time.

Fox River Watershed

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

West Twin River Watershed

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

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 therefore often plowed in conjunction with adjacent agricultural operations. These activities degrade or entirely remove the natural bed and bank of the stream, increasing erosion, removing vegetation and wildlife habitat, and damaging downstream water quality. In an effort to reduce harm to area watersheds, the Town will continue to support Brown County's efforts for monitoring, regulation, and mitigation.

Wetlands

Wetlands are ecosystems typically found where land and water meet, transitional areas between dry upland and wet aquatic environments. Wetlands play a significant role in maintaining the quality of groundwater and surface water and provide valuable habitat for fish, birds, and other species. Wetlands affect both flooding and water quality because they store large amounts of water as well as stabilize sediments, nutrients, and other pollutants, keeping them from impacting areas located farther downstream. Wetlands provide a critical buffer in the chain of events between cause and effect.

Figure 71: Wetlands are scattered throughout the Town. Image: Mead & Hunt, Inc.

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 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 Town.

The WDNR's Wisconsin Wetlands Inventory identifies geographic indicators of wetlands scattered throughout the Town. The WDNR digital wetlands inventory identifies 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. 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. 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 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.

Brown County Drainage Districts

Drainage districts are local government entities organized to drain land for agriculture or other purposes. Most Midwestern farmland has too much water, and farmers rely on surface and subsurface drainage systems to produce crops. Land is drained using ditches that cross individual property boundaries and can span several hundred acres. Landowners in a district benefit from drainage because it removes standing water from productive agriculture fields without compromising adjacent properties. The drainage systems also protect structures built below grade that are subject to periodic flooding. Landowners who benefit from drainage are required to pay special assessments to cover the cost of constructing, maintaining, and repairing the drainage system.

Of the 72 counties in Wisconsin, 31 contain one or more drainage districts. In Brown County, there are three districts, but none overlap the Town of Ledgeview.

Floodplains

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

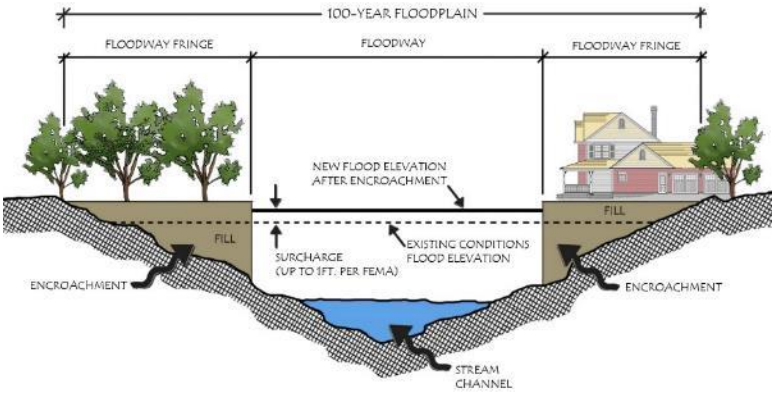

Figure 35: Floodlands and Floodplain Zoning. Source: Mead & Hunt, Inc. 2013

Like surface waters, the importance of floodplains is recognized and regulated by federal, state, county, and local governments. 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 is most often used. This is the land that has a 1 percent chance of being flooded in any given year. Mapped floodplains within Ledgeview include the Fox River, the East River, and portions of Bower Creek. The Town's 100-year floodplains are shown on Map 10.

The Town strongly discourages development in floodplains to avoid both on-site and up and downstream property damage. The National Flood Insurance Program maps produced by FEMA should be referenced for official delineation and elevations of floodplain boundaries. Under current regulatory requirements, the floodways are 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.

Woodlands and Natural Vegetation

According to the Brown County Land Use Inventory, there are 1,637 acres of woodlands in Ledgeview. The Town's woodlands are shown on Map 10. 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.

THREATS TO THE NIAGARA ESCARPMENT

- *Land Use Issues/Conflicts*
- *Development*
- *Road Construction*
- *Mining/Quarrying*
- *Recreation*
- *Wind Tower Development*
- *Invasive/Exoctic Species*
- *Hydrologic Disruption*
- *Groundwater Contamination*

Bay Lake Regional Planning Commission
Niagara Escarpment Overlay Zoning Guide

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 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 US 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. The other scattered woodlands found in the Town are mostly associated with wetland or drainage areas.

Figure 72: Image: Mead & Hunt, Inc.

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 portions 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 conserved as much as possible through appropriate design requirements and zoning regulations.

Exotic and Invasive Species

Invasive exotic plants and animals have been recognized as a major threat to the integrity of native habitats. These species compete with native plants and animals for resources, often with no natural predation. Many of these plants species are used in residential and commercial landscaping and are considered a major threat to Wisconsin's environment, particularly with respect to displacing native plants. The WDNR maintains a list of invasive species that should be avoided on their website at http://dnr.wi.gov/topic/invasives/. All of the listed species should be prohibited from inclusion in landscaping plans for future residential and commercial development in Ledgeview.

Figure 73: An ESA within the Town. Image: Mead & Hunt, Inc.

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 are an all-encompassing zone which includes all lakes, rivers, streams, wetlands, floodways, and other locally designated significant and unique natural resource features, such as the Niagara Escarpment. ESAs also include a setback or buffer from these features, or outright preservation. 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. 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 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 is prohibited within ESAs. However, certain non-intensive uses, such as public utilities and public recreation, are often allowed within these areas.

Threats to ESAs are similar to those of floodplains and shorelands, and include loss of habitat and degradation of water quality. 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.

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, gray squirrel, muskrat, mink, raccoon, skunk, opossum, woodchuck, red fox, and whitetail deer.

Fonferek's Glen 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. If these areas are adequately protected and preserved, wildlife habitats will be as well.

Threatened and Endangered Species

The Wisconsin Natural Heritage (NHI) Working List, maintained by the WDNR, contains species known or suspected to be rare in the state and natural communities native to Wisconsin. It includes species legally designated as "Endangered" (END) or "Threatened" (THR) as well as species in the advisory "Special Concern"

(SC) category. Protection of such species is a valuable and vital component of sustaining biodiversity. Because some species are very sensitive, their actual locations are kept vague in order to protect them. Data for these species are only available at the county level.

Rare species and natural communities are important components in the Town of Ledgeview's natural resources, and protecting these resources is essential to ensure the long-term sustainability of the Town's environment. The WDNR initiated conservation of the Niagara Escarpment by designated it a Conservation Opportunity Area in its Wisconsin Wildlife Action Plan (2008) as well as a Legacy Place – a public resource that is amongst the highest priorities for conservation – in its Land Legacy Report (2006). The Town strongly supports the WDNR's planning and conservation efforts for the Niagara Escarpment and other rare or significant habitat areas.

TABLE 31: THREATENED, ENDANGERED, AND SPECIAL CONCERN SPECIES IN LEDGEVIEW

Group	Common Name	WI Status	Federal Status
Fish	Lake Sturgeon	SC/H	-
	American Eel	SC/N	-
	Longear Sunfish	THR	-
Plant	Putty Root	SC	-
	Snow Trillium	THR	-
	Seaside Crowfoot	THR	-
	Long-spurred Violet	SC	-
Bird	Peregrine Falcon	END	-
	Upland Sandpiper	THR	-
	Black-crowned Night-heron	SC/M	-
Turtle	Wood Turtle	THR	-
Snail	Brilliant Granule	SC/N	-
	Cherrystone Drop	THR	-
	Dentate Supercoil	SC/N	-
	Honey Vertigo	SC/N	-
Community	Northern Dry-mesic Forest	NA	-
	Southern Dry-mesic Forest	NA	-
	Stream–Slow, Hard, Warm	NA	-
Other	Migratory Bird Concentration Site	SC	-

Natural Heritage Inventory County data by Township. Data updated February 5, 2015. http://dnr.wi.gov/topic/NHI/Data.asp. Accessed March 16, 2015.

County and Local Parks

County and Local Parks are discussed in detail in Chapter 6: Community Facilities & Utilities.

NATURAL RESOURCE GOALS AND OBJECTIVES

Goal:

To preserve, protect and improve environmental resources in the Town and surrounding area.

Objectives:

1. Encourage the preservation and public acquisition of environmentally significant areas, such as shorelands, wetlands, streams, floodlands, upland forests, wildlife habitat, and geological features, such as Fonferek's Glen and the Niagara Escarpment.
2. Support open space preservation to protect outstanding scenic resources.

3. Encourage land use development were soil capability, slope and other physical factors are most suitable.
4. Support efforts to preserve threatened and endangered species and fragmentation of wildlife habitat.
5. Maintain and enhance public accessibility of land along the Fox and East Rivers.
6. Expand the overall percentage of programmed greenspace (open space, parks, ESA corridors, etc.) within the Town.
7. Require the creation of neighborhood parks within residential developments.
8. Cooperate with Brown County and adjacent municipalities to develop trails, public recreation lands, and conservation areas.
9. Ensure future development does not disrupt natural drainage ways and is consistent with area storm drainage planning.
10. Recognize the need for nonmetallic mineral resources while requiring quarries to be operated in an environmentally sensitive manner.

NATURAL RESOURCE POLICIES, PROGRAMS, AND RECOMMENDATIONS

Protect Environmental Corridors and Preserve Open Space

The Town of Ledgeview Parks and Recreation Plan 2015 – 2020 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 views and public access to the Niagara Escarpment.
- Protect the Niagara Escarpment from excessive development.
- Obtain and preserve public access to the East River.
- Promote a large community park and a trail along the East River.
- 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 wildlife habitat areas, storm water management 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.

Develop Greenways to Protect Natural Resources

Greenways 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 greenways 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 greenways would also enhance public access and allow the Town to capitalize on the intrinsic value of its most notable natural features.

Acquisition of greenways 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 greenways should be used only for passive recreation, such as trails. The National Park Service (NPS), in cooperation with the Niagara Escarpment Resource Network (NERN) is in the process of identifying and mapping a 170-mile greenway corridor associated with the Niagara Escarpment. Existing resource and recreation-based nodes will be identified in order to develop a connected network of regional and local sites which may include off-road and on-road walking and bike trails and routes. The Town should cooperate with these agencies to ensure the success of this project.

The Town should also encourage landowner participation in programs that provide financial assistance and technical assistance for land management activities and land preservation efforts, particularly in flood prone areas, such as the Conservation Reserve Program and the Nature Conservancy.

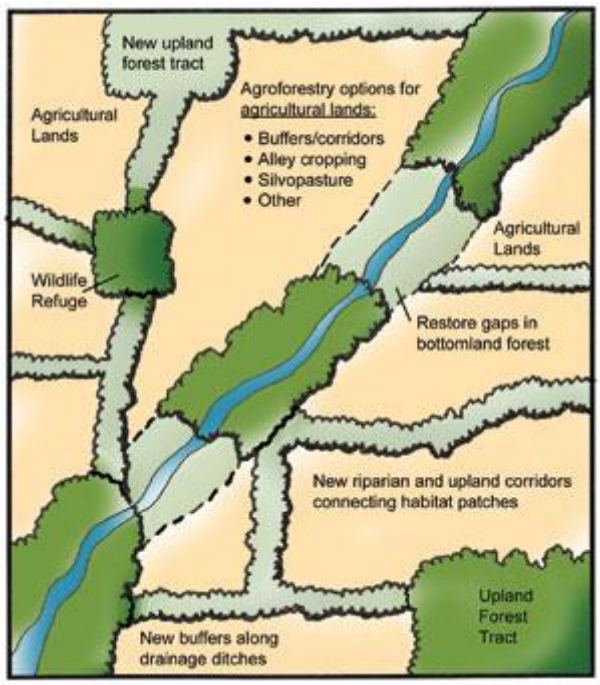

Figure 74: Restoration of gaps in forests and the creation of greenways can accomplish several natural resource goals. Image: www.srs.fs.usda.gov.

Protect Rare Species and Wildlife Habitat Areas

Protection of rare species and wildlife habitat has many benefits. It preserves open spaces and natural areas, which often produce the scenic beauty of a place; it increases stewardship and awareness; it enhances recreational experiences; and it creates a sense of pride within the Town. Protecting habitat and rare species may also minimize the potential of a species becoming

threatened or endangered, thereby requiring federal intervention under the Endangered Species Act. Protection and management of rare species and wildlife habitat will help the Town develop a legacy over the next 20 years, which recognizes the importance of preserving environmentally sensitive areas.

Purchase and Transfer of Development Rights (PDR/TDR)

The creation of a Purchase and/or Transfer of Development Rights (PDR/TDR) program provides another means of preserving natural resources and landscapes. A PDR or TDR program would allow Ledgeview to "send" development rights from natural resource areas, such as the Ledge or large areas of wetland, to designated "receiving" areas within the Town. PDR/TDR are voluntary programs with the intent of permanently protecting sensitive or aesthetic landscapes.

In 2010, the Bay-Lake RPC published a Niagara Escarpment Overlay Zoning Guide. This document outlines the importance of protecting the Escarpment and provides various ways – including PDR/TDR – local municipalities can do their part to ensure the longevity of this important resource. The Town should work with Bay-Lake RPC and utilize this document to assist in establishing an overlay ordinance or other mechanisms to achieve the goals of this Comprehensive Plan.

Visual Impact Analysis and Viewshed Protection

The visual impact of new development is an often-overlooked component of protecting views and preserving community character. The visual impact of new development as viewed from high points/scenic views in the Town should be taken into consideration. In Ledgeview, the goal of protecting natural or pastoral views must be balanced with demand for build-out by developers/property owners. For example, new housing should ideally be sited below ridge lines, and partially screened with trees, but would not necessarily to be completely screened from all vantage points.

Within many communities, there are specific geographical areas of regional significance where stricter standards for viewshed protection should be made. The Ledge is a prime example of a priority viewshed in the Town that has been identified in the Park and Open Space Plan and the Brown County Environmentally sensitive Area Plan. These Plans place a high priority on preserving the view to/from the Ledge. Preserving such views will provide visitors with a more immersive experience of the past and provide Town residents with a permanent recognizable break from the development occurring elsewhere in the area.

Figure 75: Image: Mead & Hunt, Inc.

Utilize Federal Funding for Land Acquisition

The federal Land and Water Conservation Fund (LWCF or LAWCON), administered through the WDNR, was created by Congress in 1965. LWCF is a bipartisan commitment to safeguard natural areas, water resources and our cultural heritage, and to provide recreation opportunities to all Americans. National parks as well as national wildlife refuges, national forests, rivers and lakes, community parks, trails, and ball fields in every states were set aside for Americans to enjoy thanks to this Act.

The LWCF state assistance program provides matching grants to help states and local communities protect parks and recreation resources. Running the gamut from wilderness to trails and neighborhood playgrounds, LWCF funding has benefited nearly every county in America, supporting over 41,000 projects. This 50:50 matching program is the primary federal investment tool to ensure that families have easy access to parks and open space, hiking and riding trails, and neighborhood recreation facilities.

Expand Nature-based Tourism

Nature-based tourism centered on the Niagara Escarpment provides the Town an opportunity to enjoy the financial benefits of increased economic development while simultaneously preserving the area's environment and sensitive areas. The area's abundant natural resources make the Town particularly well-suited to attract growth in nature-based activities like bicycling and wildlife watching. The Town may work with the State and WDNR to promote the protection and possible enhancement of the Ledge.

The Town should also work with the University of Wisconsin Extension (UWEX) to develop tools and information resources to provide digitally and in hardcopy format to residents and visitors of the Town. More information about the UWEX resources can be found at http://urpl.wisc.edu/people/marcouiller/projects/clearinghouse/index.html.

One tool for realizing the expansion of tourism in Ledgeview is the implementation of tax incremental financing (TIF) for towns. Assembly Bill 437, passed in 2003, provided towns the limited ability to exercise all the powers of cities and villages related to the creation of TIF districts. Under the bill, the Town could exercise the authority to create a TIF district, and expend money or incur monetary obligations for projects costs related to that TIF district for the following types of projects: agriculture, tourism, forestry, manufacturing, residential development, and retail development.

With the support of surrounding and overlapping jurisdictions, the Town can utilize a TIF to pursue development related to tourism for campground, RV parks, public (disc) golf courses, etc. In tandem with the County and WDNR, the Town can implement recommendations of this plan, its Park Plan, and other County plans for the development of recreation facilities.

Develop former Mineral Extraction Sites

A number of mineral extraction sites are currently located within the Town. Over the next 20 years, the Town should carefully review any proposals for new extraction sites to manage and prevent any land use conflicts which may arise from the potential impacts associated with mineral resource extraction. The Town will work to assure that applications for approval of extraction operations present a clear picture of proposed activities and support those activities with a detailed reclamation plan and map. Applicants will also be required to submit plans for post reclamation operations, once the mine becomes inactive. The Town will work with the County to ensure notification for surrounding land owners is proper and just. Similarly, in the short-term, the Town should work with the WDNR to redevelop former or closing mineral extraction sites within the Town.

CHAPTER 8

Intergovernmental Cooperation

Ledgeview
Set your sights high

INTERGOVERNMENTAL COOPERATION

This chapter analyzes the Town of Ledgeview in relation to adjacent local governmental units, the region, the state, and other governmental agencies and proposes programs and recommendations for public facilities and public services. Chapter 8 incorporates plans or agreements that the Town is a party under, including long-range plans from Brown County, the Bay-Lake RPC, and the state. It is intended to promote consistency between this Plan and plans for neighboring and overlapping jurisdictions. Finally, this chapter identifies existing or potential conflicts between the Town and surrounding municipalities that may arise over this plan's 20-year planning period and strives to resolve those conflicts.

Extraterritorial Jurisdiction

Extraterritorial jurisdiction is the extension of cities and villages beyond their municipal boundaries into unincorporated areas of towns. Under *Wisconsin Statutes*, cities and villages have the authority – by right – to exercise extraterritorial land use planning, subdivision review, official mapping, and, with town approval, zoning outside their incorporated boundaries. In order to exercise extraterritorial zoning, cities and villages must work cooperatively with adjoining towns. The City of De Pere and Village of Bellevue have extraterritorial jurisdiction over large portions of the Town of Ledgeview. Map 1 shows the extraterritorial boundary area (ETJ) within which De Pere or Bellevue can exercise land use controls in Ledgeview. Intergovernmental cooperation is critical to future planning and community needs, addressing mutual land use concerns, and to avoiding potential conflicts.

OVERLAPPING JURISDICTIONS

Sanitary Districts

The Town's Sanitary Service Area includes service to both the City of De Pere and New Water wastewater treatment plants. The SSA-Intergovernmental 2004 Bower Creek includes a portion of the Town's Sanitary Sewer System which runs through the Village of Bellevue. Ledgeview Sanitary District No. 2 includes a wastewater collection system consisting of 47.56 miles of sanitary sewer main and 807 manholes.

This plan recommends 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 also recommends the Town expand its collection and treatment systems in conformance with the growth increments identified within this plan, promoting infill development and efficient and cost-effective growth

patterns. The Town 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, New Water, and BCPC 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.

School Districts

The Town is currently served by the De Pere Unified, Denmark, and Green Bay School Districts. The Town of Ledgeview should encourage these school districts to continue their practice of placing schools in areas – including the Town of Ledgeview – which can be easily and safely reached by area students. The Town should initiate coordination with the school districts to ensure they are included 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 still likely affect students who live in Ledgeview. The Town should also inform the school districts if large residential developments are approved in the community to enable the district to plan for the additional students.

The Town is also within the service area of NWTC. The Town of Ledgeview will continue to coordinate and collaborate with NWTC in regard to TID 1 or other future initiatives.

Brown County

The four County departments that currently have the most significant presence in the Town are the Brown County Highway Department, Brown County Sheriff's Department, Brown County Library System, and Brown County Park Department.

Highway Department

The plan's Transportation chapter recommends that the Town consider roundabouts and other traffic calming techniques to maximize safety, efficiency, and accessibility for all Ledgeview residents and visitors. 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 the surrounding areas. The Town should

specifically work with the County to ensure the efficient implementation of the Southern Bridge Project over the Fox River, as recommended by this and other local plans.

Sheriff's Department

The Brown County Sheriff's Department provides police and patrol service to the Town of Ledgeview. In 2009, the Town convened a Public Safety Committee to review police coverage options for the Town. The study recommended the Town continue current service provided by the County and review options for service beyond current levels. Currently and over the planning period of this document, the County services are expected to be adequate for Ledgeview. However, if the Town believes that additional service is necessary, it should consider reconvening the Public Safety Committee to evaluate future service needs.

Library System

The Brown County Library branches that is currently closest to Ledgeview is located in the City of De Pere. The Town also has access to the County bookmobile. Since a formal library branch will not likely be established in the Town of Ledgeview within the next 20 years, it is important that the Town continues to show its support of the bookmobile by advertising and urging residents to use it frequently. Similarly, the Town should urge its elected representatives to continue to support the program.

Port & Resource Recovery Department

The Port & Resource Recovery Department provides solid waste disposal, material reuse, recycling, composting, landfilling and waste-to-energy to the extent that they are technically feasible, economically appropriate and desired by the public. The Town has long-term agreements with this department to accept waste and recyclables at its transfer facilities. The County's old East Side landfill is located within the Town on Heritage Road. The Town may seek future agreements regarding composting in the future.

Park Department

The Town currently contains Fonferek's Glen County Park, which Ledgeview residents support as a County facility. The current Brown County Open Space and Recreation Plan recommends that 130 acres of land be acquired for protection of the Niagara Escarpment and the bay bluff and for expansion of the current park and its facilities. Brown County has also recommended two future park sites in Ledgeview. One of these parks would located at a quarry just off Tower Road on the southern border of the town. The other future park would be located at the East Side Landfill that would serve to protect cedar wetlands and the escarpment in that area. The Town should work with the Brown County Park Department to maintain the existing park and work toward the recommended park expansion and protection of natural resources. If the expansion and

protection of natural resources is possible, representatives of the Town should help the Park Department plan any new areas.

Bay-Lake Regional Planning Commission

The Bay-Lake RPC is a multi-service entity within Wisconsin that delivers a variety of federal, state, and local programs including planning and technical assistance to member local governments. The Bay-Lake RPC was created in 1972 at the request of the seven county boards in the region (an eighth added in 1973) to act as the official area-wide planning agency for northeastern Wisconsin. Wisconsin Statutes prescribe that the function of the RPC shall be solely advisory to the local governments and local government officials comprising the region.

The Bay-Lake RPC is available to the Town to assist with applications for economic development grants and other financial programs, and regularly performs surface evaluations of local roads and several other services. While the Town currently has had little interaction with the Bay-Lake RPC, in the future, Ledgeview may consider contacting the Bay-Lake RPC to explore grant opportunities and consider utilizing Bay-Lake staff to complete grant applications.

Green Bay Metropolitan Planning Organization

The Green Bay MPO is the designated transportation planning agency for the Green Bay metropolitan area. The MPO is responsible for planning and decision making related to regional transportation and has a goal of building regional agreement on transportation investments that balance roadway, public transit, bicycle, pedestrian, and other transportation needs and support regional land use, economic, and environmental goals. A portion of the Town is included in the MPO's 2030 boundary, but the entire Town is included in the MPOs 2045 boundary. The 2045 boundary runs along the Towns southern (Scray Hill and Pine Grove Roads) and eastern (Trestle Road) borders.

Currently, the MPO is in the process of updating the 2035 Long-Range Transportation Plan to the 2045 Long-Range Transportation Plan which extends the MPO boundary to match the Towns southern and eastern boundaries. The current draft provides a recommendations for the future Southern Bridge Project over the Fox River and the improvement of CTH MM north of I-43, but includes few additional improvements specifically within the Towns current system. However, it is anticipated that future recommendations may include bicycle and pedestrian improvements throughout the region. The Town supports future MPO recommendations and will continue to work with the MPO to implement programs and plans suitable to the Town and region.

NEIGHBORING COMMUNITIES

The following is a brief description of the local units of government that surround the Town of Ledgeview. Map 1 depicts the existing municipal boundaries of the Town's neighboring and overlapping jurisdictions.

City of Green Bay

The City of Green Bay is located to the North of the Town of Ledgeview. The city's 2014 population makes it the third largest city in the state after Milwaukee and Madison. In 2003, in order to effectively plan for the needs of a large population base, the city passed the Smart Growth Plan 2022. This plan has clustered development around distinct neighborhoods, which provide convenient access to basic services, shopping, and a variety of housing choices, all while protecting key resources. The City has a regional impact on the Town, serving as an employment and entertainment center for Town residents. The Town does not share a border with the City.

The City of Green Bay is working to expand economic development, improve the connectivity of their transportation network, and preserve their natural resources, both within the City boundaries and for the larger metropolitan area. All these elements are consistent with the goals of this comprehensive plan.

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 meet as needed to discuss issues of mutual interest and have worked together on trail, water, and other projects along and near the Town's western 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 their neighbors and to revise (if necessary) and renew the intergovernmental agreements when they approach their expiration dates.

Recently, Ledgeview completed the construction of Ledgeview Park and is in the midst of completing construction on Scray Hill Park, a regional park, located on Scray Hill Road. The Town and City should continue to discuss agreements 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. One agreement currently in place with De Pere is a joint soccer program for youth. This arrangement is beneficial to both communities and should be pursued into the future.

Another issue that Ledgeview representatives should discuss with De Pere during the planning period is evaluating the extension of Town fire protection services to the southeast portion of the City.

Village of Allouez

The Town and Village currently meet as needed to discuss methods of developing compatibly along and near their border. Ledgeview and Allouez should continue to meet to discuss issues like future multi-use trail extensions and environmental issues related to Bower Creek that could arise during the planning period.

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 Town and Village currently meet as needed 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). 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 Town should still reach out to Eaton 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 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, road maintenance, 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 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. Ledgeview should consider reaching out to New Denmark in developing joint service agreements 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 street. Ledgeview should contact Rockland 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.

WISCONSIN AGENCIES

WI Department of Natural Resources

The WDNR provides service to all Brown County residents out of its service center located in the City of Green Bay. The agency also maintains several satellite offices throughout its Northeast Wisconsin region. The WDNR Northeast region manages key environmental assets like land, wildlife, and water through various departmental divisions which specialize in the protection and conservation of resources. Natural features identified within the Town and County are discussed in Chapter 7. The Town should continue maintain its relationship with the WDNR and pursue cooperative efforts to preserve and conserve significant environmental features as recommended throughout this document.

WI Department of Transportation (WisDOT)

The Wisconsin Department of Transportation is comprised of three executive offices and five divisions responsible for overseeing, planning, building and maintaining Wisconsin's network of state highways and Interstate highway system. Included in that system is WIS 57 which runs through the western portion of the Town of Ledgeview. The department shares the cost of maintaining this road and other county and local systems including highways, public transit, and bicycle and pedestrian facilities. WisDOT's main office is located in Madison, but the department maintains regional offices throughout the state. The northeast region includes Brown County and has several projects under or scheduled for construction in the Town which are described further in the Transportation Chapter of this Plan.

WI Department of Agriculture, Trade, and Consumer Protection (DATCP)

The Department of Agriculture, Trade, and Consumer Protection provides oversight of farming, food production and supply to the States residents. DATCP consists of seven distinct divisions including Agricultural Resource Management, Animal Health, Food Safety, Agricultural Development, Trade and Consumer Protection, Management Services, and Office of the Secretary, to ensure the state's residents and businesses a health environment, a healthy food supply, and healthy business practices. Within the Town, DATCP is involved in farmland protection through its Working Lands Initiative (in cooperation with Brown County). The Town intends to maintain its relationship with DATCP to manage its agricultural resources and protect its residents, businesses, and natural features.

INTERGOVERNMENTAL CONFLICTS AND RESOULTION

It is important for future planning efforts to attempt to resolve current conflicts between neighboring and overlapping jurisdictions, and to attempt resolution as future conflicts may arise. The City of De Pere and Village of Bellevue ETJ areas, depicted on Map 1, are reserved for long-term future development. This boundary represents the opportunity for the Town to be engaged in the planning for this area and how it might affect adjacent Town land uses. Continuous coordination with the De Pere and Bellevue will ensure that any future conflicts that may arise are resolved efficiently and effectively.

Figure 76: Image: Mead & Hunt, Inc.

There are some land use discrepancies but no known conflicts between the Town of Ledgeview Comprehensive Plan and the various adopted plans and policies of adjacent municipalities, Brown County, the Bay-Lake RPC, WDNR, WisDOT, and the area school districts. The Town desires a collaborative, working relationship with these entities on future planning efforts and will continue to work with the adjacent communities to ensure that future development that occurs is reasonably respectful of existing land uses.

If a conflicting issue should arise within the next 20 years, the Town could utilize cooperative planning, informal negotiation, facilitated negotiation, mediation, and binding arbitration if necessary to come to resolution.

LEDGEVIEW'S HISTORY OF INCORPORATION

The process of incorporation for Ledgeview was first initiated in January 2003 when a subcommittee of volunteers was formed. This subcommittee, called the Village Advisory Committee, filed a petition in February 2004 to proceed with an entire town incorporation as all standards under *Wisconsin Statute 66.0207* were met. However, the City of De Pere and the Village of Bellevue were not in agreement with incorporation and intervened in the process.

In January 2004, the Wisconsin Department of Administration held a public hearing at the Ledgeview Town Office regarding the incorporation petition. DOA advised the Town to enter into mediation with the City of De Pere and the Village of Bellevue. That took place from the end of 2004 through October 2005. A proposed agreement was reached with the City of De Pere (only to become effective if the Town were able to successfully incorporate). However, no agreement was reached with the Village of Bellevue.

In May 2006, a secondary and supplementary public hearing was scheduled and held by the DOA. A series of reply briefings and rebuttals also took place. Later, in December of that year, the Town received notice of dismissal from the DOA that the Town did not meet all of the criteria in Statute 66.007. Specifically, the provisions related to Homogeneity & Compactness and the Territory Beyond the Core.

In January 2007, Ledgeview representatives met with state legislators to discuss the process that occurred over the past 4 years relative to the incorporation process. In May 2007, Ledgeview was notified that the Joint Finance Committee approved unanimously, language that would provide for the Town to incorporate as a village, without approval by the DOA, but still needed a town-wide referendum. Months of the state budget process evolved, which wasn't completed until October 2007. The legislation remained in the state budget. In December 2007, the Town Board made preparations and passed a resolution to hold a referenda at the February 2008 election as to whether or not the Town should incorporate. In February 2008, a Summons and Complaint was filed by 5 town residents looking for a temporary injunction so the Town could not hold a referendum/incorporate. A public hearing was held the day before the election and the Brown County Circuit Court judge allowed the election to still take place. The February election results were such that the residents overwhelmingly supported incorporation.

A further hearing was held at Brown County Circuit Court at the end of April 2008 and the judge did not rule in the Town's favor. The Town Board submitted an appeal to the Appeals court, which was ultimately lost. A request to the State Supreme Court to hear the case was denied. This ended the Town's quest to incorporate as a village.

INTERGOVERNMENTAL COOPERATION GOALS AND OBJECTIVES

Goal:

Sustain and grow a strong community by delivering timely service and compatible land development through cooperation with surrounding and overlapping units of government.

Objectives:

1. Work with the De Pere Unified, Denmark, and Green Bay school districts to project future school-aged populations so that the districts can accurately plan for future facilities.
2. Coordinate with the surrounding communities regarding municipal services, land use decisions, and address other issues of mutual concern.
3. Continue working with the surrounding communities, Brown County, and WisDOT to plan highway corridors that serve or cross the Town, such as the Southern Bridge Project corridor / CTH GV extension.
4. Identify existing and potential conflicts with the surrounding communities and work with the communities and Brown County Planning Commission to resolve these conflicts.
5. Identify potential partnerships with other local, county, state, and regional agencies, as well as with nonprofit and private enterprises.
6. Cooperation with Bellevue for the development of CTH GV Corridor and TID 1.
7. Explore future opportunities to consolidate the provision of town services with other communities.

INTERGOVERNMENTAL COOPERATION POLICIES, PROGRAMS, AND RECOMMENDATIONS

The Town is impacted by decisions of a number of adjacent or overlapping jurisdictions. This following listing of programs and recommendations is to promote joint planning and decision making between the Town and the other jurisdictions.

Work with Surrounding Communities and Brown County to Create Bicycle and Pedestrian Linkages

Town residents have expressed a desire for bike paths throughout the Town to provide non-motorized connections not only between neighborhoods and subdivisions, but to adjacent communities, and regional trails like the East River Trail and Fox River State Trail. The Brown County Bicycle and Pedestrian Plan provides an excellent framework for establishing a regional network of bicycle facilities. The Town will support the paving of shoulders on all county highways and town roads identified on the County's mapped bike routes, where feasible. The recommended width of paved shoulders on rural roadway intended for bicycling is four or five feet. The Town will encourage the County to explore grant funding opportunities to create a consistent signage and marketing program to identify and promote the designated routes of the countywide bike route.

The Town should also work with its immediate neighbors to incorporate bicycle and pedestrian facilities as a part of all major roadway improvement projects and new developments in or adjacent to Ledgeview.

Advocate for the Timely Improvement/Extension of CTH GV to Rockland Road and over the Fox River

As of the writing of this document, the County is in the process of improving CTH GV from CTH G to CTH X. In the future, this road will be extended south and west from CTH X and eventually over the Fox River via one of several current options. Supporting this project and maintaining constant coordination with the County and WisDOT is imperative to the growth of the Town. Specifically, coordination is accomplished by reflecting the recommendations of the adopted land use and transportation plans for southern Wisconsin. State policies are also implemented through the aggressive promotion of best practices for the mitigation of land use impacts on transportation facilities and environmental resources.

Town officials should be certain to coordinate and communicate with WisDOT officials on transportation issues, such as any future work at the I-43 and CTH MM interchange. See Chapter Five: Transportation for detailed recommendations.

Work with the WDNR and Brown County to Acquire or Develop Additional Acreage for Conservation, Protection, or Parkland

The Town desires to develop and maintain a working relationship with the WDNR and Brown County in regard to its natural resources. The Town is rich with natural resource amenities and desires to build a strong, collaborative relationship with the WDNR and Dane County to maintain and market those amenities. Specifically, the Town would like to develop a relationship to work on issues related to invasive species, management and development or existing park lands, marketing of its parks, natural resource tourism, and future opportunities. Developing a relationship with these entities will enhance the implementation of this plans recommendations to protect and manage the Towns natural resources. It will also allow the Town to leave a legacy of intergovernmental cooperation.

Figure 77: Image: Mead & Hunt, Inc.

The Town should work with the Brown County Parks Department on projects that could have county-wide significance like the extension of the East River Trail through the southwestern portion of the Town and the future development of the county's existing East Side Landfill.

CHAPTER 9

Implementation

Ledgeview
Set your sights high

IMPLEMENTATION

The implementation chapter outlines specific actions to be completed for implementation of this Plan. Actions include proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, and to implement the recommendations, plans, and programs contained in this plan. This chapter describes how each of the elements of this Plan will be integrated and made consistent with the other elements of the comprehensive plan, and includes a mechanism to measure the Town's progress toward achieving all aspects of this Comprehensive Plan. Furthermore, this chapter includes a process for updating this Plan regularly over the course of the next 5-10 years.

It is important to note that this plan is not a static document. It must evolve to reflect current conditions. If not regularly reviewed and amended, it will become ineffective over time. Applications for rezoning and development that are inconsistent with the plan and Future Land Use Map must still be considered. In some situations, it may be desirable to amend the plan (and map) to accommodate a compatible but previously unplanned use. Likewise, a change in State, county, or regional policy, technological advances, the economy, or the natural environment may affect this plan.

Any change to the plan (including the plan maps) must be considered within the context of all nine required plan elements, including the visions, goals and policies expressed in this document. If an amendment is to be approved, the process must include a formal public hearing and plan distribution per the requirements of the Wisconsin Comprehensive Planning law. Any amendment must be reviewed by the Zoning & Planning Commission and approved by the Town Board before such development is permitted.

PLAN ADOPTION PROCESS

This Town of Ledgeview Comprehensive Plan update was adopted following procedures specified by Wisconsin's "Smart Growth" comprehensive planning legislation. This included public participation throughout the process; a Town Plan Commission recommendation; distribution of the recommended Plan to affected local, county, and state governments; a formal public hearing; and Town Board adoption of the Plan by ordinance. Specifically, the Town used the following procedure to adopt (and if necessary, will use to amend) this Plan:

a) The Zoning & Planning Commission initiated the proposed Comprehensive Plan update.
b) The Town Board adopted by resolution the procedures that were undertaken to ensure public participation during the plan update process.
c) The Zoning & Planning Commission through Work Group meeting and regularly scheduled town meetings directed the preparation of the Plan update.

d) The Zoning & Planning Commission held several public meetings on the Proposed Comprehensive Plan update. Following the final public meeting, the Zoning & Planning Commission made a recommendation to adopt this Plan by resolution to the Town Board by majority vote of the entire Commission.

e) At least 30 days before the Public Hearing scheduled in conjunction with the Town Board meeting, the Town provided written notice to all of the following:

   1. An operator who has obtained, or made application to obtain a nonmetallic mining reclamation permit.
   2. A person who has registered a marketable nonmetallic mineral deposit.
   3. Any other property owner or leaseholder who has an interest in property in which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the Town provide the property owner or leaseholder notice of the public hearing.

f) The Town Clerk sent a copy of the Public Hearing notice and Plan update to all adjacent and surrounding government jurisdictions as required under Section 66.1001(4)b and c, Wisconsin Statutes.

g) The Town Clerk directed the publishing of a Class 1 notice, with such notice published at least 30 days before the Town Board Public Hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.

h) The Town Board held a formal Public Hearing on an ordinance that would adopt the Comprehensive Plan update.

i) Following the Public Hearing, the Town Board approved the ordinance adopting the proposal by a majority vote of Board members.

j) The Town Clerk sends a copy of the adopted Plan update (if revised) to surrounding government jurisdictions and the Brown County Planning and Development Department for incorporation, as appropriate, into the County's Comprehensive Plan.

IMPLEMENTATION RECOMMENDATIONS

Table 32 provides a detailed list and timeline of the major actions that the Town may take to implement the Comprehensive Plan. These actions will require substantial cooperation with other jurisdictions and, often, property owners. Other Town government priorities, time constraints, and budget constraints may affect the completion of the recommended actions in the timeframes presented. The table has four different columns of information, described as follows:

Element

The list of recommended actions is divided into six different categories generally based on different chapters of this Plan.

Implementation Programs and Recommendations

The second column lists the actual actions recommended to implement key aspects of this Plan. The recommendations are for Town actions that might be included, for example, in annual work program or as part of the annual budgeting process.

Implementation Timeframe

The third column responds to the State comprehensive planning law, which requires implementation actions to be listed in a "states sequence." The suggested timeframe for completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes are all within the next 10 years (and not the full 20-year planning period), because this Plan will need to be updated by 2024.

Champion

This column represents the community organization or group, commission, or staff member who is charged with ensuring the recommendations of this plan are implemented and the plan is used. Many recommendations will have multiple champions who will need to collaborate to ensure the most efficient and effective implementation. Champions outlined below include the Town Board, Zoning & Planning Commission (ZPC), Park & Recreation Committee (PRC), Beautification Committee, Redevelopment Authority, Sanitary District, or Town Staff – e.g. Engineer, Planner, Code Enforcement Officer, or Public Works Operator.

TABLE 32: RECOMMENDED IMPLEMENTATION PROGRAMS AND ACTIONS

Element	Implementation Programs and Recommendations	Implementation Timeframe	Champion
Land Use (see chapter two)	Support the development of Neighborhood Center Districts	2015 and ongoing	Zoning & Planning
	Direct new development to be within the Sewer Service Area	Ongoing	Sanitary District
	Expand and connect parks and open spaces in conjunction with the 2015 Parks and Recreation Plan Update	2015 and ongoing	Park & Recreation
Transportation (see chapter three)	Develop and Adopt an Official Map	Annually	Zoning & Planning
	Ensure transportation infrastructure includes bicycle and pedestrians accommodations	2015 and ongoing	Town Engineer
	Revise the Zoning Code to ensure developments provide direct access to sidewalks and streets, enable developers to build narrow streets, define parking areas on urban streets, and encourage development of infrastructure for alternative fuel vehicles	Ongoing	Zoning & Planning
	Reevaluate speed limits in Ledgeview's rural areas	2015 - 2020	Town Engineer
	Implement the future bicycle network as outlined on Map 6 and as guided by the 2015 Park and Recreation Plan	2015-2020	Park & Recreation
	Implement traffic calming in neighborhoods and commercial areas	Ongoing	Public Works
	Continue to require development to fund infrastructure improvements	2015 - 2020	Town Board
	Evaluate a Road Impact Fee Program to fund roadway improvements	2016	Town Board
Economic Development (see chapter four)	Use Tax Increment Financing	2015 and ongoing	Town Board
	Complete an Economic Development Strategic Plan for the Monroe/Dickinson area	2015 – 2016	Redevelopment Authority
	Update and Implement the I-43 Business Park Master Plan	2015-2016 and Ongoing	Zoning & Planning
	Implement design guidelines for Commercial and Industrial development	2016 and Ongoing	Zoning & Planning
	Define community entryways and gateways and highlight community character corridors	2015 – 2020	Beautification Committee
	Encourage businesses related to recreation & bicycling	Ongoing	Town Staff
	Encourage energy efficiency in new development and Town facilities.	Ongoing	All
Housing & Neighborhood Development (see chapter five)	Develop residential guidelines	2016 - 2017	Zoning & Planning
	Establish a Transfer of Development Rights policy	2015 - 2016	Town Staff
	Revisit the Town's policy for multi-family residential ratio recommendations	2015 - 2016	Zoning & Planning
	Develop a residential fiscal impact analysis tool to evaluate impact of new residential development on the community	2015 – 2016	Town Staff

Continued on next page

Community Facilities & Utilities (see chapter six)	Maintain and Enhance town services and facilities	2015 - 2020	Public Works
	Perform a sustainability audit of the Town facilities	2015 - 2020	Town Staff
	Evaluate the implementation of a PDR/TDR policy	2016 and ongoing	Zoning & Planning
	Develop future parks as outlined in Chapter 6 and as guided by the 2015 Park and Recreation Plan	2015 - 2020	Park & Recreation
	Evaluate the need to expand recreational opportunities and preserve open space within the Town.	Ongoing	Park & Recreation
	Increase sustainable practices within the Town	Ongoing	Public Works
Agriculture, Cultural, & Natural Resources (see chapter seven)	Direct intensive development away from productive agricultural operations	Ongoing	Zoning & Planning
	Work with large farming operations to ensure compliance with WNDR and DATCP regulations	Ongoing	Code Enforcement
	Town to take a greater role in LedgeFest as the communities annual festival	Annually	Park & Recreation
	Protect and rehabilitate known historic and archaeological sites	Ongoing	Zoning & Planning*
	Preserve and protect natural areas and establish environmental corridors	2015 and ongoing	ZPC, PRC, & Town Staff
	Protect Rare Species and Wildlife Habitat Areas	2015 and ongoing	Town Engineer
	Conduct a visual impact analysis and implement viewshed protection	2016 - 2020	Town Staff
	Utilize federal funding for land acquisition	Ongoing	Town Board
	Expand nature based tourism	Ongoing	Town Staff
	Develop former mineral extraction sites	Ongoing	Redevelopment Authority
Intergovernmental Cooperation (see chapter eight)	Work with surrounding communities and Brown County to Create Bicycle and Pedestrian Linkages	Ongoing	ZPC & Town Staff
	Advocate for the Timely Improvement/Extension of CTH GV over the Fox River	2016 – 2020	All
	Work with the WDNR and Brown County to Acquire or Develop Additional Acreage for Conservation, Protection, or Parkland	Ongoing	Town Staff
	Provide a copy of this Comprehensive Plan and all subsequent amendments to surrounding and overlapping governments	2015 and as amended	Town Staff
	Update this Comprehensive Plan	2025 – 2026	Zoning & Planning

**Adopted by the Town Board in 2004, the Town Code Chapter 53 identifies the creation of a Landmark and Historic Preservation Commission comprised of members of the Zoning & Planning Commission.*

PLAN MONITORING AND USE, AMENDMENTS, AND UPDATE

Plan Monitoring and Use

The Town should continuously evaluate its land use decisions (development proposals, public investments, regulations, incentives, etc.) against the recommendations of this Comprehensive Plan. This Plan should be used as the first "point of reference" when evaluating all proposals related to land use and development.

Plan Amendments

Amendments to this Comprehensive Plan may be appropriate in the year following Plan adoption and in instances where the Plan becomes irrelevant or contradictory because of emerging policy or trends. "Amendments" are generally defined as minor changes to the Plan document or maps. Frequent amendments to accommodate specific development proposals should be avoided.

The state comprehensive planning law requires that the Town use the same process to amend, add to, or update the Comprehensive Plan as it used to initially adopt the Plan. This does not mean that the public participation process in the Comprehensive Plan needs to be replaced. It does mean that the procedures, defined under Section 66.1001(4), Wisconsin State Statues and outlined in the Plan Adoption Process above, need to be followed.

Plan Update

The Town should regularly evaluate its progress towards achieving the recommendations of this Plan, and amend and update it as appropriate. The state comprehensive planning law requires that this Plan be updated at least once every 10 years, and recommends 5-year reviews. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Based on this timeframe, the Town should review this Comprehensive Plan around 2020 and evaluate the need for an update in 2025. The Town will also monitor any changes to the language or interpretations of the state law over the next several years.

CONSISTENCY AMONG PLAN ELEMENTS

Wisconsin Statutes require that by January 1, 2010, if a local governmental unit enacts or amends any of the following ordinances, the ordinances shall be consistent with a locally adopted comprehensive plan: official mapping, local subdivision, county zoning, city or village zoning, town zoning, and shorelands or wetlands in shorelands zoning. The chapters of this Plan were prepared concurrently to minimize the potential for inconsistency, and this Plan was adopted with no known internal inconsistencies between the different elements of this Plan. The Town will regularly evaluate community issues and Board and Plan Commission decisions to identify circumstances not anticipated with drafting the Plan document, and may proposed updates as outlines above.

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APPENDIX A

Adopting Legislation

Ledgeview
Set your sights high

RESOLUTION # ZPC 013-2015

RECOMMENDATION TO ADOPT THE 2015 UPDATE TO THE COMPREHENSIVE PLAN FOR THE TOWN OF LEDGEVIEW

WHEREAS, the Town of Ledgeview has by ordinance established a Zoning & Planning Commission pursuant to Sections 60.10, 60.22(3), 61.35 and 62.23 of the Wisconsin Statutes, and

WHEREAS, the Zoning & Planning Commission is empowered to recommend to the Town Board the adoption of a Comprehensive Plan for the physical development of the Town, pursuant to Sections 62.23 and 66.1001 of the Wisconsin Statutes, and

WHEREAS, the Wisconsin Legislature enacted a comprehensive planning law, which is set forth in Section 66.1001 of the Wisconsin Statutes, that requires "comprehensive" plans be completed and adopted by local governing bodies in order for a town to enact or amend zoning, subdivision, or official mapping ordinances, and

WHEREAS, the Zoning & Planning Commission is charged with the responsibility of developing and updating a comprehensive plan consistent with the requirements specified by law; and

WHEREAS, the Town of Ledgeview Zoning & Planning Commission has prepared an update to the comprehensive plan for the Town of Ledgeview that includes the nine elements required by Chapter 66.1001 of the Wisconsin State Statutes along with the required maps and descriptive materials; and

WHEREAS, the Town of Ledgeview Town Board adopted a public involvement plan on October 7, 2013 to foster public participation during the comprehensive plan preparation, and provided an opportunity for the public to submit written comments on the plan materials, and

WHEREAS, Section 66.1001(4)(b) of the Wisconsin State Statutes requires that the planning commission or other authorized body recommend to the Town Board, by a majority vote, the adoption of the prepared comprehensive plan.

THEREFORE, BE IT RESOLVED by the Town of Ledgeview Zoning & Planning Commission that:

A. The Commission recommends to the Town Board the attached "Town of Ledgeview Comprehensive Plan 2035" dated September 16, 2015 incorporated by reference, and recommends that the Town Board adopt the same by ordinance, following notice and a public hearing in the manner provided for in Section 66.1001(4) of the Wisconsin Statutes.

BE IT FURTHER RESOLVED, that the Zoning & Planning Commission Chair shall sign this resolution and shall further certify a copy to the Town Board.

Zoning & Planning Commission
Town of Ledgeview

Adopted: September 16, 2015
Defeated:
Deferred:
Introduced: September 15, 2015

ATTEST: Renae Peters
Renae Peters, Recording Secretary

Town Board

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APPENDIX B

Community Survey Summary Report

Ledgeview
Set your sights high

Town of Ledgeview *Community Survey Summary Report*

Introduction

In October of 2013 the Town of Ledgeview Community Survey was mailed to every resident, landowner, and business owner in the community. The survey was the initial step in the process of updating the Town's Comprehensive Plan and Parks & Recreation Plan. The twenty-seven questions in the survey were divided into four sections:

1. You and Your Residence/ Property
2. Your Perspective on the Town of Ledgeview
3. Preferences Regarding Future Development
4. Options for Implementing Community Decisions.

Additional space was made available at the end of the survey to provide additional comments related to the community or the planning process. In order to provide more time to complete and return the surveys, the initial deadline was extended from November 1st to December 6th. A total of 240 surveys were returned to the Town. A statistically relevant random sample for a survey population of 3,280 persons, with a 5% margin of error and 89% confidence, is 238 completed surveys. The results of the survey, presented bellow and on the following pages, will be one of the public participation elements used to guide the development of the updated plans.

Section 1: You and Your Residence/Property

1. *Please identify the total number of people in your household within each of the following age groups.*

   This question was poorly designed and ended up being virtually impossible to tabulate. The information that this question was intended gain will now be collected from census data.

2. *How long have you been a resident of, or owned property in, the Town of Ledgeview?*

Less than 1 year	5.4%	11 to 20 years	19.6%
1 to 5 years	21.3%	More than 20 years	19.6%
6 to 10 years	28.8%	Not a resident/property owner	1.3%

3. *If you are a resident of Ledgeview, which of the following best describes your place of residence?*

Single-family house	79.2%	Condo or Townhouse	7.5%
Duplex/2-family house	4.2%	Farmstead	2.9%
Apartment	6.7%	Other	0.4%

4. *If you are not a resident, which of the following best describes your property?*

Farm/Ag land	0.8%	Professional office	0.4%
Business	0.4%	Vacant land	0.4%
Rental property	1.3%		

Community Planning & Consulting, LLC

1

5. *How many total acres of land, including your residence, do you own in Ledgeview?*

None	9.6%	21 to 40 acres	1.3%
Less than 1 acre	48.8%	41 to 100 acres	2.5%
1 to 5 acres	32.5%	More than 100 acres	0.8%
6 to 20 acres	5.0%		

6. *Where is your primary property/residence or business located in the Town of Ledgeview?*

Along Fox River	5.4%
West of Monroe Road	16.3%
North of County Road X between Monroe Road and Bower Creek Road	25.0%
Between Bower Creek Road and County Road V	19.2%
South of County Road X	9.2%
East of Interstate 43	4.6%
Between County Road PP and the East River	14.6%
Between Lime Kiln Road and Interstate 43	10.4%

7. *Which of the following is the primary reason you chose to live, own land, or locate a business in the Town of Ledgeview?*

Grew up here	11.3%	Local tax rate	5.0%
Quality of local schools	22.5%	Proximity to Green Bay	13.3%
Close to family, friends	16.7%	Close to natural, scenic views	25.8%
Cost and quality of housing	22.9%	Productive agricultural land	1.7%
Close to where I work	7.9%	Other	8.3%

Section 2: Your Perspective on the Town of Ledgeview

8. *In general, how satisfied are you with Ledgeview as a place to live, operate a business, or own property?*

Very satisfied	40.1%	Very unsatisfied	0.8%
Satisfied	51.7%	No opinion	0.4%
Unsatisfied	3.8%		

9. *In general, how responsive do you feel Ledgeview's elected officials and staff are in addressing the needs of residents and landowners?*

Very responsive	10.9%	Very unresponsive	1.7%
Responsive	46.7%	No opinion	22.5%
Unresponsive	14.6%		

10. *How familiar are you with the current Town of Ledgeview Comprehensive Plan?*

Very familiar	2.9%	Unfamiliar	55.8%
Somewhat familiar	25.0%		

11. The Town of Ledgeview provides news and information to the community through a variety of sources. Which of the following applies to you?

I subscribe to the 'Ledgeview Minute' newsletter	34.6%
I am aware of the 'Ledgeview Minute" but am not a subscriber	8.8%
I am not aware of the 'Ledgeview Minute'	35.8%
I regularly visit the Town website	12.1%
I have visited the Town website	35.8%
I have never visited the Town website	24.2%
I find the information provided on the website to be very helpful	12.1%
I find the information provided on the website to be somewhat helpful	23.3%
I do not find the information provided on the website to be helpful	3.3%
I am signed-up for automatic payment of sewer and water bills through ACH	3.3%
I am aware of autopay through ACH but am not signed-up	23.3%
I am not aware of autopay through ACH	20.8%

12. Which of the following local land use issues are of greatest concern to you?

Housing	15.0%	Natural resources, agriculture	20.4%
Roads	36.3%	Parks and recreation	28.3%
New development	44.2%	Other	1.3%
Local economy	20.4%		

Section 3: Your Preferences Regarding Future Development

13. In your opinion, how adequate is the current availability of the following housing options?

Upscale owner-occupied housing			
Very adequate	35.4%	Very inadequate	--
Adequate	45.8%	No opinion	16.3%
Inadequate	3.33%		
Affordable owner-occupied housing			
Very adequate	16.3%	Very inadequate	0.4%
Adequate	54.2%	No opinion	15.0%
Inadequate	3.33%		
Upscale rental housing			
Very adequate	13.8%	Very inadequate	1.3%
Adequate	35.8%	No opinion	36.3%
Inadequate	5.8%		
Affordable rental housing			
Very adequate	14.2%	Very inadequate	0.8%
Adequate	35.4%	No opinion	37.1%
Inadequate	5.0%		
Housing for seniors			
Very adequate	7.1%	Very inadequate	3.8%
Adequate	20.0%	No opinion	43.3
Inadequate	19.2%		

Housing for people with disabilities			
Very adequate	5.8%	Very inadequate	2.5%
Adequate	18.3%	No opinion	55.0%
Inadequate	10.0%		

14. How satisfied are you with the quality of the following transportation facilities?

Town roads			
Very satisfied	19.6%	Very unsatisfied	4.2%
Satisfied	61.3%	No opinion	3.3%
Unsatisfied	12.1%		
County roads			
Very satisfied	14.6%	Very unsatisfied	5.8%
Satisfied	60.8%	No opinion	3.8%
Unsatisfied	13.8%		
State highways 32/57			
Very satisfied	15.8%	Very unsatisfied	1.3%
Satisfied	65.0%	No opinion	11.3%
Unsatisfied	5.0%		
Interstate 43			
Very satisfied	31.3%	Very unsatisfied	0.4%
Satisfied	52.9%	No opinion	4.2%
Unsatisfied	3.8%		
Bike lanes			
Very satisfied	17.1%	Very unsatisfied	5.8%
Satisfied	38.8%	No opinion	13.8%
Unsatisfied	23.3%		
Sidewalks			
Very satisfied	17.9%	Very unsatisfied	5.8%
Satisfied	43.3%	No opinion	16.3%
Unsatisfied	14.6%		
Multi-use trails			
Very satisfied	21.7%	Very unsatisfied	5.4%
Satisfied	42.1%	No opinion	13.3%
Unsatisfied	10.4%		

15. Which of the following types of new development would you view as desirable in Ledgeview?

Family dining	58.3%	Grocery store	29.6%
Locally-owned small business	57.9%	National chain restaurant	28.8%
Upscale restaurant	44.6%	Senior living community	27.9%
Subdivisions w/open space	37.9%	Community gardens	26.7%
Upscale retail	35.0%	Art galleries, craft stores	26.3%
Public spaces	32.5%	Theatre, performing arts	25.4%
Breweries, wineries, distilleries	30.8%	Light industry	23.8%

Fountains	20.8%	Mixed-use development	10.8%
Banking and insurance	18.3%	Conventional subdivisions	10.4%
Corporate offices	18.3%	Big box retail	9.2%
Lodging	17.1%	Large-scale agriculture	8.3%
Discount retail	16.3%	Warehousing and storage	7.5%
Hair salon, spa, barber	16.3%	Business incubator	7.1%
Pubs, bars, taverns	15.8%	Clusters of small apartments	7.1%
Healthcare, clinics	15.4%	Heavy industry	4.6%
Convenience store	12.5%	Apartment complexes	3.3%
Childcare, daycare	12.1%	Other	7.5%

16. How supportive are you of the following programs and policies intended to generate economic development in Ledgeview?

TIF Districts			
Very supportive	15.8%	Very unsupportive	4.2%
Supportive	21.7%	No opinion	40.0%
Unsupportive	8.8%		
Business Improvement Districts			
Very supportive	18.3%	Very unsupportive	3.3%
Supportive	42.1%	No opinion	25.0%
Unsupportive	4.6%		
Economic Development Grants			
Very supportive	19.6%	Very unsupportive	4.2%
Supportive	39.2%	No opinion	24.6%
Unsupportive	6.3%		
Streetscape Planning			
Very supportive	21.7%	Very unsupportive	5.0%
Supportive	35.0%	No opinion	32.1%
Unsupportive	3.8%		

17. How important to you are the following natural and agricultural features in Ledgeview?

Fox River			
Very important	54.2%	Very unimportant	0.8%
Important	32.5%	No opinion	0.8%
Unimportant	5.0%		
East River			
Very important	46.7%	Very unimportant	0.4%
Important	39.2%	No opinion	5.8%
Unimportant	5.4%		
Bower Creek			
Very important	28.8%	Very unimportant	0.4%
Important	35.4%	No opinion	15.8%
Unimportant	9.6%		

Other Creeks and streams			
Very important	27.5%	Very unimportant	0.4%
Important	50.8%	No opinion	12.5%
Unimportant	8.8%		
Small ponds			
Very important	22.5%	Very unimportant	1.3%
Important	41.7%	No opinion	11.7%
Unimportant	14.2%		
Wetlands			
Very important	31.3%	Very unimportant	1.3%
Important	42.1%	No opinion	9.2%
Unimportant	9.2%		
Niagara Escarpment (the ledge)			
Very important	47.1%	Very unimportant	--
Important	36.7%	No opinion	8.3%
Unimportant	2.5%		
Environmentally sensitive areas			
Very important	35.8%	Very unimportant	0.4%
Important	41.7%	No opinion	7.1%
Unimportant	7.1%		
Surface Water Quality			
Very important	48.8%	Very unimportant	--
Important	35.8%	No opinion	4.6%
Unimportant	4.6%		
Ground water quality			
Very important	67.1%	Very unimportant	--
Important	24.6%	No opinion	3.8%
Unimportant	2.1%		
Air quality			
Very important	66.3%	Very unimportant	--
Important	24.2%	No opinion	3.8%
Unimportant	3.8%		
Habitat protection for fish and wildlife			
Very important	45.8%	Very unimportant	--
Important	38.3%	No opinion	5.0%
Unimportant	5.4%		
Forests, wooded areas			
Very important	47.5%	Very unimportant	--
Important	37.5%	No opinion	5.4%
Unimportant	2.5%		

Native grasslands, prairies			
Very important	37.5%	Very unimportant	0.8%
Important	38.8%	No opinion	8.8%
Unimportant	9.6%		
Farm fields			
Very important	27.9%	Very unimportant	2.1%
Important	42.1%	No opinion	8.3%
Unimportant	13.8%		
Livestock			
Very important	22.5%	Very unimportant	4.2%
Important	37.1%	No opinion	1.0%
Unimportant	18.3%		
Barns, silos, and fence lines			
Very important	22.5%	Very unimportant	2.5%
Important	38.8%	No opinion	9.6%
Unimportant	17.9%		
Historic Structures			
Very important	37.5%	Very unimportant	0.4%
Important	42.9%	No opinion	5.0%
Unimportant	9.6%		
Scenic views			
Very important	52.5%	Very unimportant	--
Important	38.8%	No opinion	3.3%
Unimportant	4.6%		
Dark skies at night			
Very important	40.0%	Very unimportant	0.4%
Important	35.0%	No opinion	7.1%
Unimportant	13.3%		
Quietness			
Very important	54.2%	Very unimportant	--
Important	36.3%	No opinion	3.8%
Unimportant	2.1%		

18. In your opinion, how adequate is the current availability of the following recreational amenities in Ledgeview?

General park space			
Very adequate	21.7%	Very inadequate	1.7%
Adequate	56.7%	No opinion	3.8%
Inadequate	15.4%		
Playground facilities			
Very adequate	18.8%	Very inadequate	2.1%
Adequate	49.6%	No opinion	12.1%
Inadequate	15.0%		

Athletic fields & courts			
Very adequate	17.9%	Very inadequate	3.3%
Adequate	48.3%	No opinion	10.8%
Inadequate	16.3%		
Quiet places for rest & reflection			
Very adequate	9.6%	Very inadequate	3.8%
Adequate	52.1%	No opinion	8.8%
Inadequate	19.2%		
Golf courses			
Very adequate	25.4%	Very inadequate	1.3%
Adequate	61.3%	No opinion	4.2%
Inadequate	2.1%		
Hiking & biking trails			
Very adequate	22.1%	Very inadequate	2.3%
Adequate	49.2%	No opinion	4.6%
Inadequate	20.0%		
Bike lanes & sidewalks			
Very adequate	15.8%	Very inadequate	6.3%
Adequate	42.1%	No opinion	6.3%
Inadequate	27.1%		
Ski & snowshoe trails			
Very adequate	8.3%	Very inadequate	4.2%
Adequate	22.9%	No opinion	31.3%
Inadequate	27.5%		
Indoor recreation center			
Very adequate	7.1%	Very inadequate	10.8%
Adequate	17.9%	No opinion	28.8%
Inadequate	36.3%		
Public swimming pools			
Very adequate	8.3%	Very inadequate	10.0%
Adequate	22.1%	No opinion	28.3%
Inadequate	27.1%		
Areas to hunt & fish			
Very adequate	10.0%	Very inadequate	3.8%
Adequate	27.9%	No opinion	39.2%
Inadequate	13.8%		
Public access to water			
Very adequate	10.0%	Very inadequate	3.3%
Adequate	36.7%	No opinion	28.3%
Inadequate	14.2%		

Dog parks			
Very adequate	9.2%	Very inadequate	7.1%
Adequate	20.4%	No opinion	38.8%
Inadequate	8.8%		
Skate & BMX parks			
Very adequate	7.9%	Very inadequate	3.3%
Adequate	17.9%	No opinion	52.9%
Inadequate	10.8%		
Disk golf			
Very adequate	7.1%	Very inadequate	2.9%
Adequate	16.3%	No opinion	48.8%
Inadequate	16.7%		
Rental facilities			
Very adequate	7.5%	Very inadequate	3.8%
Adequate	23.8%	No opinion	46.3%
Inadequate	11.7%		
Picnic areas			
Very adequate	11.3%	Very inadequate	4.6%
Adequate	44.2%	No opinion	19.2%
Inadequate	15.8%		
Camping areas			
Very adequate	7.5%	Very inadequate	5.4%
Adequate	16.3%	No opinion	46.3%
Inadequate	17.5%		

19. Do you believe that future development in Ledgeview should be guided so that it occurs in certain areas and not in others?

Yes	68.8%	Not sure	14.2%
No	7.5%		

20. To what extent would you encourage the preservation of green space when new residential and commercial development occurs in Ledgeview?

Strongly encourage	53.3%	Strongly discourage	0.8%
Encourage	37.9%	No opinion	5.8%
Discourage	3.3%		

21. *Some types of residential developments protect land by clustering houses together on part of the property leaving the remaining open space permanently preserved. This approach allows for the same number of homes, but on smaller lots so that environmentally sensitive areas, farmland, or other special places are left undeveloped. To what extent would you encourage this type of development in Ledgeview?*

Strongly encourage	23.8%	Strongly discourage	9.6%
Encourage	40.0%	No opinion	11.3%
Discourage	16.3%		

22. *Discussions have occurred regarding the creation of a donor program to maintain and grow the Ledgeview Park System. How supportive would you be of donating to such an effort?*

Very supportive	6.3%	Very unsupportive	7.5%
Supportive	44.2%	No opinion	18.8%
Unsupportive	16.3%		

23. *One goal of the recent Ledgeview Strategic Planning process was to create a marketing program to promote the community and strengthen its identity within the region. How supportive are you of such a program?*

Very supportive	15.0%	Very unsupportive	6.3%
Supportive	48.3%	No opinion	12.9%
Unsupportive	16.3%		

24. *Purchasing or transferring development rights is an approach that some communities use to protect land. In this type of transaction, a landowner voluntarily sells or transfers the right to develop a portion of land to an organization that will not develop it. The landowner retains all other existing ownership rights like farming and hunting. To what extent would you support this type of program to preserve rural areas in Ledgeview?*

Very supportive	14.2%	Very unsupportive	3.3%
Supportive	46.3%	No opinion	20.0%
Unsupportive	12.1%		

25. *Day-to-day operations at the Town Offices are becoming increasingly affected by space and storage limitations. In addition, residents have asked about renting Town facilities for family gatherings and similar events. How supportive are you of expanding the existing Town Office or building a new structure to increase space for the Town's use and provide facilities that would be available for rent to residents?*

Very supportive	13.8%	Very unsupportive	13.3%
Supportive	47.9%	No opinion	8.8%
Unsupportive	16.3%		

26. To what extent would you support local actions to better prepare for significant storm and weather events?

Very supportive	22.1%	Very unsupportive	2.1%
Supportive	62.1%	No opinion	5.4%
Unsupportive	7.1%		

27. How supportive would you be of future partnerships with neighboring communities to share services including parks & recreation and other facilities?

Very supportive	27.1%	Very unsupportive	2.9%
Supportive	53.8%	No opinion	7.9%
Unsupportive	6.3%		

Summary of Support

This section identifies the level of support, based upon the tabulated survey results, for the various land uses, development options, and planning actions presented or inferred in the survey.

- Strong - Support of 75% or greater, not counting the 'no opinion' category
- Moderate - Support of 50% or greater, not counting the 'no opinion' category
- Weak - Support of 25% or greater, not counting the 'no opinion' category

Strong Support

- Ledgeview as a place to live and work
- Pursuing economic development grants
- Streetscape planning
- Natural and agricultural resources
- Guided development
- Preservation of green space during development
- Conservation subdivisions
- Expansion of Town offices
- Preparations for sever storms and weather events
- Partnerships with neighboring communities

Moderate Support

- Responsiveness of local officials
- Family dining
- Locally-owned business
- TIF Districts
- Business Improvement Districts
- Ski and snowshoe trails
- Indoor recreation center
- Public swimming pool
- Disk golf
- Camping areas
- Donor program for parks
- Purchase and/or Transfer of Development Rights programs

Weak Support

- Familiarity with current Comprehensive Plan
- Housing for seniors
- Housing for people with disabilities
- Bike lanes
- Sidewalks

- Upscale restaurant
- Subdivisions w/open space
- Upscale retail
- Public spaces
- Breweries, wineries, distilleries
- Grocery store
- National chain restaurant
- Senior living community
- Community gardens
- Art galleries, craft stores
- Theatre, performing arts
- Athletic fields
- Areas to hunt and fish
- Skate and BMX Park
- Rental facilities
- Picnic areas
- Hiking and biking trail

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APPENDIX C

Key Planning Issues Survey Results

Ledgeview
Set your sights high

KEY PLANNING ISSUES
TOWN OF LEDGEVIEW COMPREHENSIVE PLAN

DIRECTIONS: The following are questions related to existing conditions and the growth/development/redevelopment of Ledgeview. Please provide responses to these items and the related questions on a separate sheet(s) of paper.

Existing Planning Framework: What is your attitude on the current Comprehensive Plan? What are its shortcomings? What are the merits of the plan? Are there other long-range plans that have been particularly helpful in community decision-making? Park and Open Space Plan for example?

Framework is okay, data needs to be updated. Readability needs to be maintained. We do need an open space + natural resource plan as well as implementation. Sustainability also needs to be addressed throughout the comp plan. Need some flexibility, but also a clear direction - ambiguity taken out

Community Character: What features define Ledgeview? How does Ledgeview look and feel to residents, businesses, and visitors? Is the community growing or changing in a way that improves its character, or diminishes it? What are some examples? What trends may affect the character of Ledgeview in the future? Does the recent quality of development—both aesthetics and uses—meet with community expectations? Are Town decision-makers too demanding or too lax regarding development quality? Does the Town Staff understand the expectations of the elected officials?

Natural landscape + rural atmosphere currently define Ledgeview. Ledgeview has an isolated feel with a rural look. Need to define the town's center (NCD area on CV + Z). The aesthetics of developments currently have most of the housing looking very similar within a few. There should be more variety but done so that ~~different~~ different tastes are allowed - ie - Modern vs Traditional

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Land Use: What are the issues regarding the type and quality of land use within the Town (e.g., residential, commercial, industrial, recreational)? Are there areas of conflicting land uses? Is development in the adjacent communities a concern? Which ones? Does the current zoning of properties reflect the Town's desires for land use? If not, where are they at odds? Are the existing zoning ordinance and subdivision regulations adequate? What improvements are needed?

Ag has issues with residential b/c, odor (manure) hauled + mud on the roads. No one wants to remove farms just have them be aware of issues + work to resolve. Commercial + Residential - traffic and noise need buffer zones and screening. Zoning + Planning doesn't hear all residents' complaints - some areas of the town had the zoning changed to make it more acceptable, but having the land use mapping for the future would help reduce conflict when development occurs.

Pace of Development/Redevelopment: Are you satisfied with the pace of housing development in the Town? Is it too fast? Too slow? Are you satisfied with the pace of non-residential development in Ledgeview? What are your thoughts on the location of new development? How is development in the surrounding communities affecting Ledgeview? Do you expect that to change? What should the Town do to influence the pace and location of development/redevelopment within Ledgeview?

Seems to be developer driven - would like to see it more through planned development but don't know if it can be done. Road access is a hot topic as is traffic past homeowners residences. Need to have clear plan for roads (implementation) and sidewalks for future use -

More pressure on Ledgeview as other communities fill in. People wanting more space than town lot size allows

Mead&Hunt

Environment: What are the key environmental features in/around Ledgeview (e.g., rivers, wetlands, forests, etc.)? How are/can they be preserved and enhanced? Are natural resources used appropriately, overused, or underused? Are the features accessible? Are there pollution or hazardous materials/spills problems? Are there problems with stormwater or flooding? Where?

Need an open space and natural resources plan. The town has a lot of natural areas that are not suitable for building or farming but could be preserved as open spaces for the future. I know there are some areas that have issues with storm water & flooding. Ledgeview road being one of them. Not aware of pollution or hazardous materials/ spills currently.

Housing: What is the current mixture of housing in the community, in terms of type and density? Are you satisfied with the current mix? Is the community in need of additional types of housing, or more of any particular types? Is maintenance and rehabilitation of older residential areas an issue? Are there neighborhoods of concern? Why?

Need to have mixed housing. Our town has enough apartment building for now, but the ratio should be tracked to keep a balance. Need to have assisted living and mixed development - should follow original plan ~~lots~~, buyer rent in town, starter home, larger home, assisted care / nursing home. Should be room for everyone. But, areas need to be identified so that residents don't object (not in my neighborhood) when it happens.

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Economic Development: What is the Town's attitude towards economic development? Are you satisfied with the type of industrial development occurring? Commercial? Recreational? Are there key economic development or redevelopment areas? Where? What is being done to encourage the redevelopment of "brownfield" sites in the community? What incentives has the Town provided to encourage development or job creation?

TIF would go be a start to offer incentives
Need to seek businesses town wants for an
area vs just waiting for any business to
come in - Make it know what Businesses
fit into the GV corridor for example -
If is to be the town center this should be
planned not just labeled as NCD but somehow
a better vision reaching out past just the
4 businesses at the intersection & those at Old
School House. Need more photos of the area
down GV as it could look -

Transportation: What are the Town's concerns about transportation (roads, bikeways, railroads, public transportation)? Does the current transportation network suit your needs? If not, why? Are there "problem" roads or intersections? What needs improvement? What improvements have recently been completed or scheduled? Is there a capital improvement program in place? Has is been followed? How is the community's relationship with the Brown County DOT and WisDOT?

No public transport at this time, but
town should always be planning (have plan)
for it as it becomes available. There are
problem intersections one is by Heritage
school. The roundabout on G & GV and X & PP
have helped and are done. The road work
on GV corridor went OK - the update of X being held up
a year was/is a problem

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Intergovernmental Issues: How are the Town's relationships with each of the surrounding communities? Are there existing problems, or could there be in the future? What is your attitude regarding the intergovernmental agreements with surrounding governments regarding land use, boundaries, or shared services? Is this agreement beneficial to Ledgeview? Does the agreement have the support of the rest of the community? How would you rate its effectiveness?

Work well with some communities, but protecting town land from be annexed is a problem until Ledgeview decides to become a village. Fire Department + Schools work together but police protection is by county. Community is not pushing for more than a volunteer fire department or its own police protection.
Personal opinion would be to seek village status, but an active resident group currently would block it, so not at this time + under new laws it probably wouldn't be allowed

Community Facilities and Services: Is existing space adequate for schools, police, fire, community offices, and other community facilities? What are attitudes regarding essential services that the Town provides? Is the park system in Ledgeview adequate? What is the status of public utilities provided by Ledgeview? Is there ample capacity? Are there problems with water quality? Is stormwater management an issue? What areas, facilities, etc. need improvement or greater public assistance?

Ledgeview schools within De Pere School District okay for now, but the rapid growth of Ledgeview could mean more schools being needed - need projections to be accurate so fire, police needs can be addressed 5-10 years out. Well water quality needs to be monitored - adequate water for those on sewered + watered areas. - Runoff needs to be addressed

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Comp plan -

w

data + Charts, photos etc - updated with current information

Readability - not ~~so~~ difficult to read - abbreviations used are identified.

We address issues that occured since last comp plan.

- 1. Road access for Subdivisions
    - a. types of ~~so~~ roads / sidewalks
2. interconnecting trails, bike lanes etc. sidewalk / street design & implementation
3. Tif
4. Open spaces + natural resources plan
5. Sustainability
6. Mixed Housing
7. Residential vs hobby - organic garden etc.
8. Center for Town Indentity

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KEY PLANNING ISSUES
TOWN OF LEDGEVIEWCOMPREHENSIVE PLAN

*Existing Planning Framework:*What is your attitude on the current ComprehensivePlan?What are its shortcomings? What are the merits of the plan? Are there other long-range plans that have been particularly helpful in community decision-making? Park and Open Space Plan for example?

The comprehensive plan is making strides towards becoming a better guideline for the town with the incorporated workshops. The ZPC is providing important updates with the additional time and effort that will be put forth, but I feel that there may still be a disconnect between the Comp Plan and the goals of the Town Board. They have been not been part of the discussions, except for Renee. The Town Board and Sanitary District make many decisions that are in the interest of other factors (financial being one) that are not part of the comp plan. This can lead to conflicts of interest. I am also waiting for the Parks and Rec committee to be available for discussion to understand their findings to make sure that it connects with the long range plan of the land use. There was mention of this meeting to occur but have not heard any additional follow-up.

*Community Character:*What features define Ledgeview?How does Ledgeviewlook and feel to residents, businesses, and visitors?Is the community growing or changing in a way that improves its character, or diminishes it?What are some examples?What trends may affect the character of Ledgeview in the future? Does the recent quality of development—both aesthetics and uses—meet with community expectations? Are Town decision-makers too demanding or too lax regarding development quality? Does the TownStaff understand the expectations of the elected officials?

Ledgeview is defined more by the neighborhoods and housing. Even though there is a desire by some on the ZPC to not be labeled as a bedroom community, the general perception of surrounding residents is just that. The industries that are located here are on the fringe of the town, near Bellevue or Rockland, which is an out of sight, out of mind mentality. The commercial district is mixed with DePere and is often confused with what is in Ledgeview and what is part of DePere, creating a loss of identity. The single family housing is contains many white-collar residents with newer and more attractive housing units that leads it to the development of more housing. The expansion of subdivisions with limited requirements on the layout, growth and connection to other areas of town will continue to lead us in a bedroom community mentality. There has been a steady loss of identity as a farming community as more land is used to develop housing.

*Land Use:*What are the issues regarding the type and quality of land use within the Town(e.g., residential, commercial, industrial, recreational)?Are there areas of conflicting land uses?Is development in the adjacent communities a concern?Which ones? Does the current zoning of properties reflect the Town'sdesires for land use?If not, where are they at odds?Are the existing zoning ordinance and subdivision regulations adequate? What improvements are needed?

The current land use supports the bedroom community mentality that was described above. The local residential developers are the most active participants in growing the community. The local farmers see an opportunity to sell a large plot of land, the developer see an opportunity to create a subdivision. There appears to be a gap with the availability of land near the commercial/industrial areas and the price a land owner can sell the property to turn a profit. The problem that faces Ledgeview for future growth is the ability to define a central commercial district that has its own identity. The GV corridor may be only that, a corridor not a district. I have often thought the Town

Hall should be located in the commercial district. This would help provide a better focal point for residents and non-residents alike.

*Pace of Development/Redevelopment:*Are you satisfied with the pace of housing development in the Town?Is it too fast?Too slow?Are you satisfied with the pace of non-residential development in Ledgeview?What are your thoughts on the location of new development? How is development in the surrounding communities affecting Ledgeview?Do you expect that to change?What should the Towndo to influence the pace and location of development/redevelopment within Ledgeview?

As referenced by the current numbers shown during the Comp Plan update, the residential housing is growing at a pace that is overriding the development of the other entities within the Town. This growth will continue to push Ledgeview as a bedroom community. If the Town wants to develop more commercial, the ability to attract new employers by offering incentives truly needs to be imposed. The TIDs are a step in the right direction, but the problem is more so in finding the developers first. The residential housing may need to slow or at least be regulated to appropriate areas that could help spur additional development.

*Environment:*What are the key environmental features in/around Ledgeview(e.g., rivers, wetlands, forests, etc.)?How are/can they be preserved and enhanced?Are natural resources used appropriately, overused, or underused?Are the features accessible? Are there pollution or hazardous materials/spills problems?Are there problems with stormwater or flooding?Where?

From an environmental standpoint, the ledge itself is the defining characteristic. There is great opportunity I believe to capitalize off the ledge from a low-impact, high volume traffic of outdoor enthusiasts. There are many runners/bikers that utilize the ledge for training. There are many bike groups that will meet at the roundabouts for an early morning ride up the hill, the Green Bay marathon uses Dickinson road for their training routes, and there are many individuals that go about it on their own. Being able to promote healthy lifestyles can often lead to opportunities of small businesses locating here to utilize this population.

*Housing:*What is the current mixture of housing in the community, in terms of typeand density?Are you satisfied with the current mix?Is the community in need of additional types of housing, or more of any particular types?Is maintenance and rehabilitation of older residential areas an issue?Are there neighborhoods of concern? Why?

Overall, the housing supply offers a good mix of various housing options. There are no areas of blight or rundown neighborhoods. The concern is the amount of multi-family units located in close proximity and what will occur to these areas after they begin to age. Often one will see the units become dilapidated and portray negatively on the area. Being that these units are mainly located around the central commercial district, this may be a factor that compromises the growth of this district.

*Economic Development:*What is the Town'sattitude towards economic development?Are you satisfied with the type of industrial development occurring?Commercial?Recreational?Are there key economic development or redevelopment areas?Where?What is being done to encourage the redevelopment of "brownfield" sites in the community? What incentives has the Townprovided to encourage development or job creation?

I have not been involved enough on the economic discussions to have a qualified opinion. The one area of concern is the lack of development and sustaining of tenants in the Old School Square area.

This is a place that has enough character to define an area and lead to more development. I know the Town has been against moving the Town Hall, but I feel this would be a tremendous boost for the Town and growth of this space. It would put the Town Hall in the center of the populated portion of Town, making it much more visible. This would lead to more activity in the Old School Square area that could ultimately spur some commercial development.

*Transportation:*What are the Town's concerns about transportation (roads, bikeways, railroads, public transportation)?Does the current transportation network suit your needs?If not, why?Are there "problem" roads or intersections?What needs improvement?What improvements have recently been completed or scheduled? Is there a capital improvement program in place? Has is been followed? How is the community's relationship with the BrownCounty DOT and WisDOT?

There has been continual improvement in the existing roads. The new sidewalks along Swan and the GV expansion with biking path have been pleasant additions. The areas of concern are the volume/speed of traffic going up Dickinson Rd from GV and the connection of Ledgeview to the west side of the river.

The connection to the west side is ongoing, but extremely slow. Once this occurs, growth will follow quite rapidly with housing leading the way. This should be planned for.

Dickinson Rd should incorporate a wider street design that accommodates the biking/running population. Currently there is a 3 wide shoulder with a 45 mph speed limit.

*Intergovernmental Issues:*How are the Town's relationships with each of the surrounding communities? Are there existing problems, or could there be in the future?What is your attitude regarding the intergovernmental agreements with surrounding governments regarding land use, boundaries, or shared services?Is this agreement beneficial to Ledgeview? Does the agreementhave the support of the rest of the community? How would you rate its effectiveness?

From the ZPC standpoint, there is no communication between communities and the future planning. There could be some valuable discussions with Bellevue regarding their plans for the GV corridor and the I-43 business park areas. The biggest discussion would revolve around the street layout and land use. It will be hard to develop commercial along GV if Bellevue has this slated for residential. I am unaware of any agreements currently in place with surrounding communities.

*Community Facilities and Services:*Is existing space adequate for schools, police, fire, community offices, and other community facilities?What are attitudes regarding essential services that the Townprovides?Is the park systemin Ledgeviewadequate?What is the status of public utilities provided by Ledgeview? Is there ample capacity? Are there problems with water quality?Is stormwater management an issue? What areas, facilities, etc. need improvement or greater public assistance?

The DePere School District is currently one of the more desirable schools in the Brown County area. This is continuing to contribute to the younger family relocation to Ledgeview. The biggest concern with services is the lack of safe pedestrian routes and connections to move about the community on foot or bike. Many of the new subdivisions are required to have sidewalks, but at the edge of the subdivision, there is no connection to another part of Town. Many of the current neighborhoods do not have a safe route to school or parks and often need to travel down or cross County Highways. The Utilities appear to be in good shape.

KEY PLANNING ISSUES
TOWN OF LEDGEVIEW COMPREHENSIVE PLAN

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Existing Planning Framework: **What is your attitude on the current Comprehensive Plan? What are its shortcomings? What are the merits of the plan? Are there other long-range plans that have been particularly helpful in community decision-making? Park and Open Space Plan for example?**

My attitude towards the current Comp. Plan is that is has to be a useful tool. I currently feel that it reads more like a textbook than a guidance document. I feel like we are inclined to make it big and thick because that is what others have done. My opinion…that results in a document that few care to read, or are able to understand.

Community Character**: What features define Ledgeview? How does Ledgeview look and feel to residents, businesses, and visitors? Is the community growing or changing in a way that improves its character, or diminishes it? What are some examples? What trends may affect the character of Ledgeview in the future? Does the recent quality of development—both aesthetics and uses—meet with community expectations? Are Town decision-makers too demanding or too lax regarding development quality? Does the Town Staff understand the expectations of the elected officials?**

The awesome views, rural community feel that is close to a medium size metropolitan area are a few of the key features that we need to leverage. I believe that while development is happening we are not holding developers to the standard of construction that this area could afford. We could be in a position to develop homes of all sizes that are built to a more stringent design standard.

Land Use: **What are the issues regarding the type and quality of land use within the Town (e.g., residential, commercial, industrial, recreational)? Are there areas of conflicting land uses? Is development in the adjacent communities a concern? Which ones? Does the current zoning of properties reflect the Town's desires for land use? If not, where are they at odds? Are the existing zoning ordinance and subdivision regulations adequate? What improvements are needed?**

Recently, I spoke with the Village of Howard and they decided to develop their own residential subdivision to drive community growth. They had run out of buildable lots. With that in mind I think Ledgeview could dabble in doing something similar to help drive commercial development along the GV corridor.

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Pace of Development/Redevelopment: **Are you satisfied with the pace of housing development in the Town? Is it too fast? Too slow? Are you satisfied with the pace of non-residential development in Ledgeview? What are your thoughts on the location of new development? How is development in the surrounding communities affecting Ledgeview? Do you expect that to change? What should the Town do to influence the pace and location of development/redevelopment within Ledgeview?**

I believe in free-market principals, but I do think that sometimes that takes some encouragement from those that want to encourage development. In other words, are we actively looking for specific types of businesses that could improve the mix in Ledgeview? For example, could the community attract more up-scale dining? What about a strip-mall that includes shops similar to those near Homestead Décor?

One other thing that has always struck me as odd is how poorly laid out the development is near Bleu. A classic mistake for retail frontage (or lack thereof). If we continue to develop in this way I would not be surprised to see a high vacancy rate. Retail establishments need street frontage. Double and triple stacking them is not a successful strategy.

Environment: **What are the key environmental features in/around Ledgeview (e.g., rivers, wetlands, forests, etc.)? How are/can they be preserved and enhanced? Are natural resources used appropriately, overused, or underused? Are the features accessible? Are there pollution or hazardous materials/spills problems? Are there problems with stormwater or flooding? Where?**

I think the town of Ledgeview should put together a list of desired properties. As owners decide when the time is right to sell, it would be great to be front of mind to acquire these parcels. This is how I would suggest managing and preserving the vital key features.

Housing: **What is the current mixture of housing in the community, in terms of type and density? Are you satisfied with the current mix? Is the community in need of additional types of housing, or more of any particular types? Is maintenance and rehabilitation of older residential areas an issue? Are there neighborhoods of concern? Why?**

I like the diverse mix of housing types. I do think it would be nice to encourage larger lot sizes to encourage more of the rural character that attracts some to the community.

Economic Development: **What is the Town's attitude towards economic development? Are you satisfied with the type of industrial development occurring? Commercial? Recreational? Are there key economic development or redevelopment areas? Where? What is being done to encourage the redevelopment of "brownfield" sites in the community? What incentives has the Town provided to encourage development or job creation?**

I think we should focus on commercial development over industrial development. I'm personally okay with the idea of being a bedroom community that has the ability to support the needs of the residents after they return from their jobs. In my opinion, we have close access to large scale retailers in one community over, and access to a large employment base in Green Bay and De Pere.

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Transportation: **What are the Town's concerns about transportation (roads, bikeways, railroads, public transportation)? Does the current transportation network suit your needs? If not, why? Are there "problem" roads or intersections? What needs improvement? What improvements have recently been completed or scheduled? Is there a capital improvement program in place? Has is been followed? How is the community's relationship with the Brown County DOT and WisDOT?**

Let's face it, we are not ready to a bus system, or large scale public transportation. Our current model basically requires the automobile (right or wrong). With that being the case, I'd like to see our streetscapes be enhanced to allow for multi-modal transportation. I could see traffic calming measures such as boulevards, and the ability to safely, walk, bike, and drive. Right now, there are large gaps to connect systems. For example, try to get from Oakridge Circle, to the GV bike lanes. We are missing many of the connection pieces. Once those are in place, the network will be woven and perhaps biking will a realistic way of getting around our community.

Intergovernmental Issues: **How are the Town's relationships with each of the surrounding communities? Are there existing problems, or could there be in the future? What is your attitude regarding the intergovernmental agreements with surrounding governments regarding land use, boundaries, or shared services? Is this agreement beneficial to Ledgeview? Does the agreement have the support of the rest of the community? How would you rate its effectiveness?**

I am not exposed to this. My gut feeling is that we should at least try to build bridges and work together. Perhaps we will find that together we can attract larger national businesses that we both want to our area. Shared services and reduce independent operational costs. I see only good things coming from trying to work together. The fear of annexation should not hinder us from reaching out.

Community Facilities and Services: **Is existing space adequate for schools, police, fire, community offices, and other community facilities? What are attitudes regarding essential services that the Town provides? Is the park system in Ledgeview adequate? What is the status of public utilities provided by Ledgeview? Is there ample capacity? Are there problems with water quality? Is stormwater management an issue? What areas, facilities, etc. need improvement or greater public assistance?**

I would like to see the town continue to develop community facilities. Recently Sherwood put in a splash pad. While the operations of this were a bit tricky, it was great to see how many community members were proud of this amenity. This is a destination attraction. Perhaps putting something like this in the middle of our commercial areas will help businesses to grow and could sustain new opportunities. I think we need to think beyond a ball diamond and a swingset.

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I think the comp plan is a weak document that has limited usefulness. That has been ok with me because I'm ambivalent about the comp plan law in general. For the future though, I think a pointed, well written plan can be useful. The future road map has been useful.

Community Character**: What features define Ledgeview? How does Ledgeview look and feel to residents, businesses, and visitors? Is the community growing or changing in a way that improves its character, or diminishes it? What are some examples? What trends may affect the character of Ledgeview in the future? Does the recent quality of development—both aesthetics and uses—meet with community expectations? Are Town decision-makers too demanding or too lax regarding development quality? Does the Town Staff understand the expectations of the elected officials?**

Ledgeview is a primarily residential town with a rural feel and some geographical features that set it apart from similar communities. Expansion of conventional subdivisions will lessen the rural feel. The GV corridor development will be big in defining the town's character. Town decision makers have been adequate given the tools they have and without a specific vision.

Land Use: **What are the issues regarding the type and quality of land use within the Town (e.g., residential, commercial, industrial, recreational)? Are there areas of conflicting land uses? Is development in the adjacent communities a concern? Which ones? Does the current zoning of properties reflect the Town's desires for land use? If not, where are they at odds? Are the existing zoning ordinance and subdivision regulations adequate? What improvements are needed?**

There has always been complaints about development from the surrounding propertiy owners that want to maintain open space. Nimby is vibrant in Ledgeview. That tells me that people like the way it is and don't want change. I think our ordinances are about right but could be improved to appear user friendly and pointed towards a generally accepted goal.

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Pace of Development/Redevelopment: **Are you satisfied with the pace of housing development in the Town? Is it too fast? Too slow? Are you satisfied with the pace of non-residential development in Ledgeview? What are your thoughts on the location of new development? How is development in the surrounding communities affecting Ledgeview? Do you expect that to change? What should the Town do to influence the pace and location of development/redevelopment within Ledgeview?**

The pace is ok. Lawerence development should lessen the pressure on Ledgeview to have more subdivisions immediately. The comp plan and redone ordinances might slow down development if we direct things to more modern ideas

Environment: **What are the key environmental features in/around Ledgeview (e.g., rivers, wetlands, forests, etc.)? How are/can they be preserved and enhanced? Are natural resources used appropriately, overused, or underused? Are the features accessible? Are there pollution or hazardous materials/spills problems? Are there problems with stormwater or flooding? Where?**

The ledge and east river are the main features. The ledge should have more public access. The old dump and the property directly to the west of it could be a superb park like destination. The east river flooding is a problem in using it as parkland but I'm sure people would like access and preservation.

Housing: **What is the current mixture of housing in the community, in terms of type and density? Are you satisfied with the current mix? Is the community in need of additional types of housing, or more of any particular types? Is maintenance and rehabilitation of older residential areas an issue? Are there neighborhoods of concern? Why?**

I think Ledgeview is a bedroom community and that most residents want it that way. Ledgeview is part of greater Green Bay and we should look at how housing needs are being served in the whole area and not try to have everything for everbody. The coming need for housing for elderly people is probably the most important residential need we should focus on.

Economic Development: **What is the Town's attitude towards economic development? Are you satisfied with the type of industrial development occurring? Commercial? Recreational? Are there key economic development or redevelopment areas? Where? What is being done to encourage the redevelopment of "brownfield" sites in the community? What incentives has the Town provided to encourage development or job creation?**

The town just about screams, LOCATE HERE. But the tools aren't there yet and I don't know if potential developers hear the message.

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Transportation: What are the Town's concerns about transportation (roads, bikeways, railroads, public transportation)? Does the current transportation network suit your needs? If not, why? Are there "problem" roads or intersections? What needs improvement? What improvements have recently been completed or scheduled? Is there a capital improvement program in place? Has is been followed? How is the community's relationship with the Brown County DOT and WisDOT?

Transportation is ok and problem areas have plans for improvement in the near future.

Intergovernmental Issues: How are the Town's relationships with each of the surrounding communities? Are there existing problems, or could there be in the future? What is your attitude regarding the intergovernmental agreements with surrounding governments regarding land use, boundaries, or shared services? Is this agreement beneficial to Ledgeview? Does the agreement have the support of the rest of the community? How would you rate its effectiveness?

I don't know much about this, ZPC should be given updates.

Community Facilities and Services: Is existing space adequate for schools, police, fire, community offices, and other community facilities? What are attitudes regarding essential services that the Town provides? Is the park system in Ledgeview adequate? What is the status of public utilities provided by Ledgeview? Is there ample capacity? Are there problems with water quality? Is stormwater management an issue? What areas, facilities, etc. need improvement or greater public assistance?

All these are ok now but need for more is sure to come.

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KEY PLANNING ISSUES
TOWN OF LEDGEVIEW COMPREHENSIVE PLAN

DIRECTIONS: The following are questions related to existing conditions and the growth/development/redevelopment of Ledgeview. Please provide responses to these items and the related questions on a separate sheet(s) of paper.

Existing Planning Framework: What is your attitude on the current Comprehensive Plan? What are its shortcomings? What are the merits of the plan? Are there other long-range plans that have been particularly helpful in community decision-making? Park and Open Space Plan for example.

It needs to be more specific so the people who live in Ledgeview understand what we are doing and why. But also allow the Town Board to but development where it should go

Park plan and trails has been helpful – I have used them all when preparing for meeting

Community Character: What features define Ledgeview? How does Ledgeview look and feel to residents, businesses, and visitors? Is the community growing or changing in a way that improves its character, or diminishes it? What are some examples? What trends may affect the character of Ledgeview in the future? Does the recent quality of development—both aesthetics and uses—meet with community expectations? Are Town decision-makers too demanding or too lax regarding development quality? Does the Town Staff understand the expectations of the elected officials?

The rural and the urban areas, the escarpment I think that it is growing the way it needs to grow, all though we need more businesses to help keep taxes down. I do think we ask a lot of the developers coming into our town.

I feel that the staff all have the best interest in Ledgeview in mind whe they bring information to the Town board or oning

Both the Commission and the board

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PLAN COMMISSION ☐
TOWN BOARD ☐

Land Use: What are the issues regarding the type and quality of land use within the Town (e.g., residential, commercial, industrial, recreational)? Are there areas of conflicting land uses? Is development in the adjacent communities a concern? Which ones? Does the current zoning of properties reflect the Town's desires for land use? If not, where are they at odds? Are the existing zoning ordinance and subdivision regulations adequate? What improvements are needed?

We have a lot of resident who want the best of everything including lower taxes but do not want it to effect them in any way/ not in my back yard attitude

Pace of Development/Redevelopment: Are you satisfied with the pace of housing development in the Town? Is it too fast? Too slow? Are you satisfied with the pace of non-residential development in Ledgeview? What are your thoughts on the location of new development? How is development in the surrounding communities affecting Ledgeview? Do you expect that to change? What should the Town do to influence the pace and location of development/redevelopment within Ledgeview?

Housing has been doing well. We need the businesses to take off. Get new and thriving businesses I think the TIFF will help, stimulate the business area

Environment: What are the key environmental features in/around Ledgeview (e.g., rivers, wetlands, forests, etc.)? How are/can they be preserved and enhanced? Are natural resources used appropriately, overused, or underused? Are the features accessible? Are there pollution or hazardous materials/spills problems? Are there problems with stormwater or flooding? Where?

Flooding- the East River over Ledgeview road

Housing: What is the current mixture of housing in the community, in terms of type and density? Are you satisfied with the current mix? Is the community in need of additional types of housing, or more of any particular types? Is maintenance and rehabilitation of older residential areas an issue? Are there neighborhoods of concern? Why?

Yes I am satisfied, I feel there is a good mix.

Economic Development: What is the Town's attitude towards economic development? Are you satisfied with the type of industrial development occurring? Commercial? Recreational? Are there key economic development or redevelopment areas? Where? What is being done to encourage the redevelopment of "brownfield" sites in the community? What incentives has the Town provided to encourage development or job creation?

The TIFF should help this also-

Now that we can offer it I hope we can compete with the surrounding areas

Transportation: What are the Town's concerns about transportation (roads, bikeways, railroads, public transportation)? Does the current transportation network suit your needs? If not, why? Are there "problem" roads or intersections? What needs improvement? What improvements have recently been completed or scheduled? Is there a capital improvement program in place? Has is been followed? How is the community's relationship with the Brown County DOT and WisDOT?

Yes it suits my needs

Intergovernmental Issues: How are the Town's relationships with each of the surrounding communities? Are there existing problems, or could there be in the future? What is your attitude regarding the intergovernmental agreements with surrounding governments regarding land use, boundaries, or shared services? Is this agreement beneficial to Ledgeview? Does the agreement have the support of the rest of the community? How would you rate its effectiveness?

Have had issues with Bellevue in the past. Appears to be better lately

Community Facilities and Services: Is existing space adequate for schools, police, fire, community offices, and other community facilities? What are attitudes regarding essential services that the Town provides? Is the park system in Ledgeview adequate? What is the status of public utilities provided by Ledgeview? Is there ample capacity? Are there problems with water quality? Is stormwater management an issue? What areas, facilities, etc. need improvement or greater public assistance?

yes

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I think that the existing planning map is very unrealistic in some areas, there are areas where the Comprehensive Plan calls for residential and commercial where flooded areas existed. I think that our limitations in the plan are a lack of information of future developments. But having a Comprehensive Plan started will help the town layout our future developments.

Community Character: What features define Ledgeview? How does Ledgeview look and feel to residents, businesses, and visitors? Is the community growing or changing in a way that improves its character, or diminishes it? What are some examples? What trends may affect the character of Ledgeview in the future? Does the recent quality of development—both aesthetics and uses—meet with community expectations? Are Town decision-makers too demanding or too lax regarding development quality? Does the Town Staff understand the expectations of the elected officials?

I have defined Ledgeview for the ledge and the high standard of their residents and also of its safety. -

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PLAN COMMISSION ☐
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Land Use: What are the issues regarding the type and quality of land use within the Town (e.g., residential, commercial, industrial, recreational)? Are there areas of conflicting land uses? Is development in the adjacent communities a concern? Which ones? Does the current zoning of properties reflect the Town's desires for land use? If not, where are they at odds? Are the existing zoning ordinance and subdivision regulations adequate? What improvements are needed?

I have very little time in the plan commission; there are areas that I need to understand more.

But the plan as it has been developed, I like the way its going.

Pace of Development/Redevelopment: Are you satisfied with the pace of housing development in the Town? Is it too fast? Too slow? Are you satisfied with the pace of non-residential development in Ledgeview? What are your thoughts on the location of new development? How is development in the surrounding communities affecting Ledgeview? Do you expect that to change? What should the Town do to influence the pace and location of development/redevelopment within Ledgeview?

I will like to get more commercial growth and with the TIF program's I hope this will change.

Environment: What are the key environmental features in/around Ledgeview (e.g., rivers, wetlands, forests, etc.)? How are/can they be preserved and enhanced? Are natural resources used appropriately, overused, or underused? Are the features accessible? Are there pollution or hazardous materials/spills problems? Are there problems with stormwater or flooding? Where?

I don't see any problems with the environmental issues, but I do see problems with the flooding.

There are areas that we need to look into improving the drainage to reduce flood areas to make the land useful.

Housing: What is the current mixture of housing in the community, in terms of type and density? Are you satisfied with the current mix? Is the community in need of additional types of housing, or more of any particular types? Is maintenance and rehabilitation of older residential areas an issue? Are there neighborhoods of concern? Why?

In the 8 years living in this area I like the density now, but I don't want to see Duplexes in the future.

Economic Development: What is the Town's attitude towards economic development? Are you satisfied with the type of industrial development occurring? Commercial? Recreational? Are there key economic development or redevelopment areas? Where? What is being done to encourage the redevelopment of "brownfield" sites in the community? What incentives has the Town provided to encourage development or job creation?

The TIF program will be a help to encourage developers and commercial.

Transportation: What are the Town's concerns about transportation (roads, bikeways, railroads, public transportation)? Does the current transportation network suit your needs? If not, why? Are there "problem" roads or intersections? What needs improvement? What improvements have recently been completed or scheduled? Is there a capital improvement program in place? Has is been followed? How is the community's relationship with the Brown County DOT and WisDOT?

The renovation on GV road will be great for the town.

Intergovernmental Issues: How are the Town's relationships with each of the surrounding communities? Are there existing problems, or could there be in the future? What is your attitude regarding the intergovernmental agreements with surrounding governments regarding land use, boundaries, or shared services? Is this agreement beneficial to Ledgeview? Does the agreement have the support of the rest of the community? How would you rate its effectiveness?

No comment

Community Facilities and Services: Is existing space adequate for schools, police, fire, community offices, and other community facilities? What are attitudes regarding essential services that the Town provides? Is the park system in Ledgeview adequate? What is the status of public utilities provided by Ledgeview? Is there ample capacity? Are there problems with water quality? Is stormwater management an issue? What areas, facilities, etc. need improvement or greater public assistance?

All utilities I think are adequate, I think we need indoor soccer facilities and more bicycle trails.

KEY PLANNING ISSUES
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Existing Planning Framework: **What is your attitude on the current Comprehensive Plan? What are its shortcomings? What are the merits of the plan? Are there other long-range plans that have been particularly helpful in community decision-making? Park and Open Space Plan for example?**

- It doesn't work as a tool to help guide the Town of Ledge view specifically it is feels like a boiler plate document.
- The Comprehensive plan helps to provide guidance to persons making decisions from the Town of Ledgeview and anyone interested in doing business/developing in Ledgeview
- I have not found too many helpful documents

Community Character**: What features define Ledgeview? How does Ledgeview look and feel to residents, businesses, and visitors? Is the community growing or changing in a way that improves its character, or diminishes it? What are some examples? What trends may affect the character of Ledgeview in the future? Does the recent quality of development—both aesthetics and uses—meet with community expectations? Are Town decision-makers too demanding or too lax regarding development quality? Does the Town Staff understand the expectations of the elected officials?**

- The Town of Ledgeview has citizens with aspirations of developing modern high quality buildings and the development around it yet there are those that take a more traditional approach. Such as the car lot on GV who basically used some existing space (residential home) and made it work for their commercial business. There is not one building that stands out as demonstrating great architectural building practices but the residential style of homes are those that stand out. There is quite a bit of pride of ownership in this community with regards to the quality of residential construction,.
- The decision makers in this Town are easily influenced and don't demonstrate consistency with the type of development that happens. Some sort of decision matrix would help to put buildings on an even playing field with quality and land use.

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PLAN COMMISSION ☒
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Land Use: **What are the issues regarding the type and quality of land use within the Town (e.g., residential, commercial, industrial, recreational)? Are there areas of conflicting land uses? Is development in the adjacent communities a concern? Which ones? Does the current zoning of properties reflect the Town's desires for land use? If not, where are they at odds? Are the existing zoning ordinance and subdivision regulations adequate? What improvements are needed?**

- Land use is more of a reaction in it will be great to have a plan which will help to identify land uses and how transitions between land uses will occur
- Zoning needs to be up dated to help balance between the development and existing agriculture or natural amenities
- Improvements would be to include clear decision matrix to help easily identify good development for all users

Pace of Development/Redevelopment: **Are you satisfied with the pace of housing development in the Town? Is it too fast? Too slow? Are you satisfied with the pace of non-residential development in Ledgeview? What are your thoughts on the location of new development? How is development in the surrounding communities affecting Ledgeview? Do you expect that to change? What should the Town do to influence the pace and location of development/redevelopment within Ledgeview?**

- Residential development seems fine
- A process to handle commercial development would help to demonstrate that the Town of Ledgeivew is open for business and can easily be worked with

Environment: **What are the key environmental features in/around Ledgeview (e.g., rivers, wetlands, forests, etc.)? How are/can they be preserved and enhanced? Are natural resources used appropriately, overused, or underused? Are the features accessible? Are there pollution or hazardous materials/spills problems? Are there problems with stormwater or flooding? Where?**

- Key environmental feature is the Ledge
- Preserve the views by dedicating view sheds through parks, opens spaces and trails
- It appears there might be problems with flooding near the East River

Housing: **What is the current mixture of housing in the community, in terms of type and density? Are you satisfied with the current mix? Is the community in need of additional types of housing, or more of any particular types? Is maintenance and rehabilitation of older residential areas an issue? Are there neighborhoods of concern? Why?**

- Housing is adequate
- It would be great to help guide the development of some unique higher density housing rather than the traditional apartment complexes

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Economic Development: **What is the Town's attitude towards economic development? Are you satisfied with the type of industrial development occurring? Commercial? Recreational? Are there key economic development or redevelopment areas? Where? What is being done to encourage the redevelopment of "brownfield" sites in the community? What incentives has the Town provided to encourage development or job creation?**

- Excited about the possibility along the I-43 corridor but this might require some patience
- Commercial believe it will come I would like to see the tools in place to handle it properly
- Residential is on right track, just how do we accommodate higher density?

Transportation: **What are the Town's concerns about transportation (roads, bikeways, railroads, public transportation)? Does the current transportation network suit your needs? If not, why? Are there "problem" roads or intersections? What needs improvement? What improvements have recently been completed or scheduled? Is there a capital improvement program in place? Has is been followed? How is the community's relationship with the Brown County DOT and WisDOT?**

- Concern is with the county highways and that residential development happens along it which brings the need for slower traffic and pedestrian access. It would be great to see pedestrian trails incorporated into the Town's comprehensive plan. Additional Ledgeview is a destination for many bicyclist in the greater Green Bay area, how could this be improved upon?

Intergovernmental Issues: **How are the Town's relationships with each of the surrounding communities? Are there existing problems, or could there be in the future? What is your attitude regarding the intergovernmental agreements with surrounding governments regarding land use, boundaries, or shared services? Is this agreement beneficial to Ledgeview? Does the agreement have the support of the rest of the community? How would you rate its effectiveness?**

- I do not see any concerns with the relationships in surrounding communities

Community Facilities and Services: **Is existing space adequate for schools, police, fire, community offices, and other community facilities? What are attitudes regarding essential services that the Town provides? Is the park system in Ledgeview adequate? What is the status of public utilities provided by Ledgeview? Is there ample capacity? Are there problems with water quality? Is stormwater management an issue? What areas, facilities, etc. need improvement or greater public assistance?**

- The existing community facilities are appreciated and most of all are conservative which I believe the residents appreciate.

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