TOWN OF LEDGEVIEW

PARK & RECREATION PLAN

2015 – 2020

BROWN COUNTY, WISCONSIN

Park, Recreation & Forestry Committee Adoption: December 11, 2015

Zoning & Planning Commission Adoption:

Town Board Adoption:

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CHAPTER 1

Introduction

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INTRODUCTION

Communities throughout the country are recognizing that park land, recreation trails and natural areas are key components of high quality living environments. Such open spaces provide a community with many benefits. These include helping to meet human needs for outdoor recreation, promoting and accommodating a healthy lifestyle for residents, enhancing the aesthetic quality of a community, increasing property values, attracting visitors and tourists, shaping development patterns, and protecting the natural environment.

Figure 1: Image: Mead & Hunt, Inc.

Recreational preferences may vary from individual to individual; however, recreation occupies a necessary and significant place in every person's life. It includes both mental and physical exercise, personal and interpersonal experience, and self-provided and socially observed entertainment. This Plan views outdoor park and recreation facilities as part of a system serving diverse functions for all members of the community. A park is not a single-use facility serving only limited groups in the community. Rather, it provides diverse outdoor recreational opportunities for all ages and all social groups. In viewing the parks as part of a system, such issues as access, neighborhood aesthetics and multiple use of environmental resources are elements of park planning and community quality of life.

PURPOSE OF THIS PLAN

The primary purpose of this Plan is to proactively guide the development and improvement of Ledgeview's outdoor recreation facilities in order to meet the recreational needs and demands of the local residents. Although this Plan addresses the long-range, comprehensive park and open space needs of the community, it focuses on strategic recommendations for development over the next five-year period in order to meet those long-term needs.

The Plan also provides a tool for evaluating progress being made within the Town park system. The recommendations presented in the Plan will guide the acquisition, preservation, and development of land for parks, recreation trails, and other open spaces in the Town to meet the needs of a growing and changing population. Such recommendations will also serve to protect and enhance the community's natural resource base into the future. This Plan is also intended to incorporate, refine, and update the previous findings and recommendations presented in the Town's 2007 Park & Recreation Plan.

Policy decisions recommended by the Parks, Recreation & Forestry Committee, Zoning & Planning Commission, and Town Board for park programs and improvements shall be guided by the goals and objectives, findings and recommendations of this adopted Plan. Actual public policy decisions or choices are contingent on funding sources, new opportunities and ideas, changing growth patterns, budget priorities, and changing community needs and desires. For this reason, the Plan should be reviewed annually and a detailed update should be completed every five years.

The Beautification Subcommittee serves an important role for Ledgeview by championing a variety of aesthetic improvements around the community. The Subcommittee takes direction from the Town Board and the Park, Recreation & Forestry Commission to evaluate capital projects—among other community projects—to ensure the visual appeal of usability infrastructure in Ledgeview meets with the expectations of its residents. The Subcommittee is anticipated to serve in this same key capacity for the life of this Plan.

This Plan was prepared under Wisconsin Statutes 62.23 and 66.0617, and in accordance with guidelines that will make it certifiable by the Wisconsin Department of Natural Resources (WDNR) and qualify the Town for matching grant funds through the Federal Land and Water Conservation Fund (LAWCON) and the State of Wisconsin Stewardship Fund. This Plan was also prepared as a detailed component of the Town's Comprehensive Plan under Wisconsin Statutes 66.1001. Updating the Plan every five years is also a requirement of the WDNR for a community to stay eligible for matching governmental funds for parkland acquisition and facility improvements. But just as importantly, the Town of Ledgeview needs to continue to set a course of action for improvement of its parks and outdoor recreation system.

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CHAPTER 2

Background Information

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BACKGROUND INFORMATION

GENERAL REGIONAL CONTEXT AND TOWN HISTORY

Located on the Niagara Escarpment in central Brown County, and established in 1839 as the Town of De Pere, a change in name was needed to eliminate confusion with the City of De Pere. The Town of Ledgeview was founded as an agricultural community, but has "cultivated" a reputation for strong municipal services, million-dollar views, and outstanding natural amenities. Significant growth over the past two decades has more than quadrupled 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 as a great place to live, work, and recreate.

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 and facilities 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 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. Map 1 provides an understanding of the Town's location within the Green Bay region, and illustrates the jurisdictional boundaries for Ledgeview.

NATURAL RESOURCES

Ledgeview is uniquely defined by its natural resources and open spaces. A review of Ledgeview's natural environment provides an important framework for guiding park and open space planning. Several features of the Town's natural landscape help direct the development of future park and recreational facilities.

Topography

The most interesting and unique landscapes in the Town are associated with the Niagara Escarpment. This rock ledge is part of a geographic feature that extends across North America from eastern Wisconsin northeastward through Michigan's Upper Peninsula and eastward through Ontario, Canada, to New York State and the Niagara Falls. The WDNRs Land Legacy Report (2003) identifies the Niagara Escarpment as a resources

that the public and WDNR staff believe is among the highest priorities in the state for conservation. This defining natural characteristic provides Ledgeview with its namesake.

Figure 2: 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, or "ledge," is a geologic formation that underlies the center of the Town, running in an east to west direction. The escarpment is the result of millennia of geologic activity and erosion forces on the rock layers that underlay the Town's land surface. Niagara dolomite, which was much harder than the surrounding rock, did not completely succumb to nature's eroding forces, and as a result, the dolomite rock that formed the ledge stands much higher than the surrounding land surfaces of today. 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, resulting in increased fragmentation of the critical wildlife habitat corridor that exists along the ledge. Balancing the development opportunities with conservation is a challenge the Town is currently facing.

Soils

According to the Soil Survey of Brown County, Wisconsin, there are three major soil associations in Ledgeview. A soil association is "a landscape that has a distinctive proportional pattern of soils. It normally consists of one or more major soils, at least one minor soil, and is named for the major soils." The major soil associations found in Ledgeview are Kewaunee-Manawa, Oshkosh-Allendale-Tedrow, and Oshkosh-Manawa. The Kewaunee-Manawa association consists of deep, well drained to somewhat poorly drained, nearly level to steep soils that have a dominantly clayey subsoil on glacial till plains and ridges. This soil series occupies the eastern portion of the Town. The Oshkosh-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 west central portion of the Town, generally following the East River. This association consists of deep, well-drained to somewhat poorly draining 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 uses (among others). The Tedrow sands are loamy and somewhat poorly drained, and wetness is a main limitation for use.

MAP 1: JURISDICTIONAL BOUNDARIES

Groundwater

Groundwater recharge areas are of critical importance to the Town. With extremely shallow bedrock located along the Niagara Escarpment soil disturbance needs to be limited. Drinking water for some residences in the Town is drawn from the groundwater through private wells. The areas of Ledgeview served from the public water system obtains fresh water from Lake Michigan.

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 Water & Watersheds

The Town of Ledgeview contains several significant surface water resources (See Map 2: Natural Features), the most important of which are the Fox River, the East River, Bower Creek, and a small unnamed stream that is a tributary to the East River.

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

Figure 3: Fonferek's Glen. Image: Jake Steimie, www.examiner.com

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

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

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

MAP 2: NATURAL FEATURES AND ENVIRONMENTALLY SENSITIVE AREAS

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

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

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

Vegetation & Woodlands

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

Figure 4: Image: Mead & Hunt, Inc.

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.

Environmentally Sensitive Areas

Environmentally sensitive areas (ESAs) are defined by the Brown County Planning Commission as portions of the landscape consisting of valuable natural resource features that should be protected from intensive development. They include all lakes, rivers, streams, wetlands, floodways, and other locally designated significant and unique natural resource features. ESAs also include a setback or buffer from these features. In addition, they include areas of steep slopes (slopes 20-percent or greater) when located within or adjacent to any of the features noted above (see Map 2 which identifies natural features and environmentally sensitive areas in the Town). Research and experience from throughout Wisconsin indicate that the potential exists for significant adverse water quality impacts if these areas are developed.

Figure 5: Wetlands, scattered throughout the Town, represent one type of ESA. Image: Mead & Hunt, Inc.

In general, development and associated filling, excavation, grading, and clearing are prohibited within ESAs. However, certain non-intensive uses, such as public utilities and public recreation, are often allowed within these areas.

DEMOGRAPHIC TRENDS & FORECASTS

This chapter of the Plan provides demographic trends and background information for the Town. Population changes, household trends and forecasts, 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 park and recreation needs.

Population Trends & Forecasts

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 518-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 past five decades. The population trends show that the population of towns, villages, and cities within the region are growing. It also indicates that in Brown County, the population of towns as a percentage of the total population is keeping pace with the "urbanized" areas. In Brown County, Towns are extremely desirable places to live because of their proximity to major employers and the quality of life they provide. Historic growth in the Town of Ledgeview has far exceeded the benchmarks in the County.

TABLE 1: HISTORIC POPULATION, 1960 – 2013

Municipality	1960	1970	1980	1990	2000	2010	2013	% Change 1960-2013
Town of Ledgeview	**1,109**	**1,365**	**1,535**	**1,568**	**3,363**	**6,555**	**6,849**	**518%**
Town Populations	15,296	17,154	18,493	18,740	24,774	31,595	32,658	114%
City & Village Populations	97,561	141,090	156,787	175,854	202,004	216,781	218,912	124%
Brown County Population	125,102	158,244	175,280	226,778	226,778	248,007	250,597	100%

Source: U.S. Census and 2009 - 2013 American Community Survey

Table 2 provides a comparison of population trends for the past 35 years for the Town of Ledgeview and its 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. Table 2 indicates that Ledgeview has attracted a substantial amount of growth over the past 35 years, far outpacing all its neighbors except for Bellevue to the north.

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. The need to preserve the quality of life—specifically its parks and recreation facilities—is a key priority for the Town.

TABLE 2: POPULATION TRENDS, 1980 – 2013

Municipality	Population Trends					Change 1980-2013	% Change 1980-2013
	1980	1990	2000	2010	2013*		
Town of Ledgeview	**1,535**	**1,568**	**3,363**	**6,555**	**6,849**	**+ 5,314**	**346%**
Town of Glenmore	1,046	1,057	1,187	1,135	1,048	+ 2	0%
Town of Eaton	1,106	1,128	1,414	1,508	1,431	+ 325	29%
Town of New Denmark	1,420	1,370	1,482	1,541	1,597	+ 177	12%
Town of Rockland	882	974	1,522	1,734	1,689	+ 807	91%
Village of Allouez	14,882	14,431	15,443	13,975	13,996	(886)	-6%
Village of Bellevue	4,101	7,541	11,828	14,570	14,733	+ 10,632	259%
City of De Pere	14,892	16,594	20,559	23,800	24,019	+ 9,127	61%
Brown County	175,280	226,778	226,778	248,007	250,597	+ 75,317	43%

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

Table 3 provides population forecasts 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, the population of the Town of Ledgeview was 6,555 in 2010 and had grown to 6,849 in 2013. Population forecasts, provided by the Wisconsin Department of Administration (WDOA) indicate the Town is expected to continue to grow. The forecasted population, while positive, does increase at a slower rate than the previous 35-year period, but nearly doubles the town's current population. Similarly, the villages and cities surrounding the Town are also forecasted to continue the growth trends experienced over the previous 35-year period.

TABLE 3: POPULATION FORECASTS, 2015 – 2035

Municipality	2010 Census	Population Forecasts					% 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 Department of Administration Population Projects 2010-2040, 2013

The population forecasts are useful for the long-term planning efforts related to park and recreation facility programming. However, the population forecasts 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.

Household Trends & 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 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).

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

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. With an average household size of 2.66 person, the parks and recreation facilities need to serve families with children.

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 that the parks and recreation facilities available should serve a variety of recreation activities. Preserved open space will appeal to naturists and provide buffers between developments, neighborhood/community parks will provide facilities for active recreation (ball fields and the like), and a trail system (both paved and unpaved) will enable not only provide mobility, but provide access to unique landforms and natural features.

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 projected 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. The parks and recreation facilities need to be responsive to this growth and diversity of life choices.

TABLE 6: HOUSEHOLD 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

Resident Age Distribution & Trends

While age characteristics have important implications for education, service, housing, and transportation needs in a community, they are expressly important for identifying parks and recreation needs and for future programming. The Town of Ledgeview population is becoming younger and more diverse, demanding facilities to serve a younger population and growing families accordingly. Younger populations tend to demand more active recreation facilities and have the expectation of transportation mode choice.

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 AND GENDER CHARACTERISTICS

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

Source: 2009 - 2013 American Community Survey

Table 8 and Table 9 present information about age distribution of the Town, and in the surrounding communities. Ledgeview is characterized by a relatively younger population than its neighbors. Currently, less than one-tenth (9.9%) percent of the population is over 65, and nearly a third (32.2%) of the Town's population is under 18. This is not true of the surrounding communities. Park and recreation facilities in Ledgeview should be planned and programmed accordingly.

TABLE 8: POPULATION BY AGE GROUP, 2010

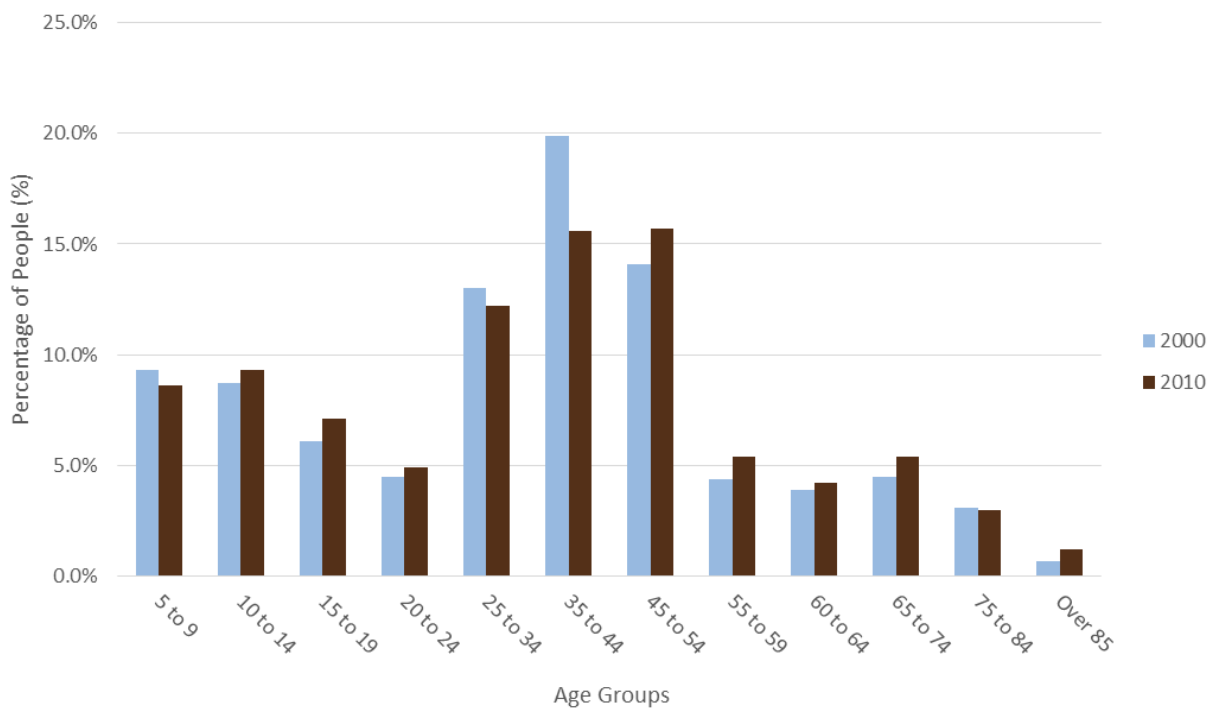
Geographic Area	Total	Under 5		5 to 9		10 to 14		15 to 19		20 to 24		25 to 34	
		#	%	#	%	#	%	#	%	#	%	#	%
Town of Ledgeview	**6,555**	**474**	**7.2%**	**566**	**8.6%**	**608**	**9.3%**	**463**	**7.1%**	**324**	**4.9%**	**805**	**12.2%**
City of De Pere	23,800	1,517	6.4%	1,570	6.6%	1,616	6.3%	2,032	8.5%	2,279	9.6%	3,270	13.7%
Village of Bellevue	14,570	1125	7.7%	1,041	7.1%	996	6.8%	905	6.2%	915	6.3%	2,065	14.2%
Town of Glenmore	1,135	57	5.0%	72	6.3%	100	8.8%	94	8.3%	52	4.6%	109	9.6%
Town of Rockland	1,734	79	4.6%	137	7.9%	166	9.6%	157	9.1%	59	3.4%	136	7.9%
Brown County	248,007	17,167	6.9%	17,147	6.9%	17,123	6.9%	17,456	7.0%	17,407	7.0%	33,977	14.1%
Wisconsin	5,686,986	358,443	6.3%	368,617	9.5%	375,927	6.6%	399,209	7.0%	386,552	6.8%	372,347	6.5%

Source: U.S. Census Bureau, 2010

Geographic Area	35 to 44		45 to 54		55 to 59		60 to 64		65 to 74		75 to 84		Over 85	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Town of Ledgeview	**1,023**	**15.6%**	**1,031**	**15.7%**	**354**	**5.4%**	**273**	**4.2%**	**359**	**5.4%**	**197**	**3.0%**	**78**	**1.2%**
City of De Pere	3,035	12.7%	3,356	14.1%	1,315	5.5%	1,035	4.3%	1,268	5.3%	958	4.0%	549	2.3%
Village of Bellevue	1,943	13.3%	2,277	15.6%	1,128	7.7%	747	5.1%	847	5.9%	507	3.4%	232	1.6%
Town of Glenmore	154	13.6%	210	8.3%	97	8.5%	61	5.4%	66	5.8%	47	4.1%	16	1.4%
Town of Rockland	265	15.3%	365	21.1%	138	8.0%	105	6.1%	77	4.4%	40	2.3%	10	0.6%
Brown County	32,878	13.7%	37,823	15.2%	15,869	6.4%	12,371	5.0%	15,035	6.0%	9,490	3.8%	4,264	1.7%
Wisconsin	735,666	12.8%	873,753	15.4%	385,936	6.8%	313,825	5.5%	400,496	7.1%	258,313	4.6%	118,505	2.1%

Source: U.S. Census Bureau, 2010

TABLE 9: LEDGEVIEW POPULATION BY AGE, 2000 AND 2010



REVIEW OF EXISTING PLANS

Another critical step in the park planning and programming process is an examination of past planning efforts in the Town, surrounding communities, and the County. A comprehensive understanding of how the Town has evolved over time and how it has been planning for the future establishes guidelines for this Plan's recommendations. Moreover, a review of existing plans helps identify ways that this Plan should be adapted so that it is consistent with the Town's ongoing goals, objectives, and policies, and ensures that it is coordinated with regional planning efforts.

Town of Ledgeview Comprehensive Plan (2015)

The Town's *Comprehensive* Plan is intended to guide development decision-making for a 20-year period. As it relates to this Plan, the *Master* Plan recommends providing recreational space and activities to meet the needs of the community, including a balance of active and passive recreational opportunities. The Plan emphasizes making parks and other outdoor recreation amenities accessible to all residents by providing parks for each neighborhood and development of a pedestrian and bicycle system that provides safe, convenient connections between parks, neighborhoods, and other community destinations.

> The *2015 Ledgeview Comprehensive Plan* emphasizes making parks and other outdoor recreation amenities accessible to all residents....

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 issues 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.

Figure 6: The Fox River State Trail, pictured here just west of the Town in De Pere, provides both mobility and access for the larger Green Bay Metro area. Image: Mead & Hunt, Inc.

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.

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 has 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 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.
- 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 Peres'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.

Brown County Parks and Outdoor Recreation Plan 2008 – 2013 (2008)

The Brown County Planning Commission with the Brown County Facility and Park Management Department completed the comprehensive outdoor recreation plan. The 2008 Plan makes general recommendations for adding county park lands, improving park access, and preserving and managing natural resources. The Plan does make specific recommendations within the Town of Ledgeview:

Figure 7: Image: Mead & Hunt, Inc.

- Improve Fonferek's Glen. A 74.81 acre geological gem featuring a 30-foot waterfall, limestone cliffs and stone archway. Located along Bower Creek along Dutchman Road in Ledgeview, this park also includes 30 acres of former agricultural fields that have been planted with native trees and prairie grasses. The County Plan recommends renovating access to the waterfall, establishing a hiking trail, acquiring land from adjoining properties, and construction of a silo observation tower. The Town should assist with improving Fonferek's Glen by enhancing access to the park when development of adjacent properties occurs. Acquiring the land to the north of the park would help preserve the creek corridor and the unique geological features that are associated.
- Development of a future park at the quarry in Ledgeview. This is also a potential future county dog park location. Recent changes to landscaping has altered some natural features at this location and made others more accessible.
- Extend the East River Trail. The trail extension would extend through the Town of Ledgeview, and connect to the Fox River State Recreational Trail to the west through the City of De Pere.
- Improve Devils River State Recreational Trail. Connect the Village of Denmark to the City of Green Bay—through the Town of Ledgeview—along the rail bed. The rail is still active so the temporary

and/or permanent use of an adjacent street or alternative trail may be required, such as the use of CTH R or a trail following US 141.

- Improve County Bicycle Routes. The County Plan identifies a series of roads throughout Ledgeview as future bicycle routes. The roads include: CTH G (Dickinson Road), Bower Creek Road, Scray Hill Road, and Sportsman Road.

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 County is currently in the process of completing an update to the document for 2015. A representative of the Town's Zoning & Planning Commission participates in this update process. 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 County Plan highlights developing pedestrian and bicycle trail systems in urban and rural communities. The County will continue developing trails throughout Brown County and to link as many of the trails as possible to create a continuous system that serves the urban and rural areas and connects Brown County to the surrounding counties. Some examples of trail connections that should be pursued include:

- Extending the East River Trail through the Town of Ledgeview to connect to the Fox River Trail on the north or south side of Rockland Road. This link and the estimated costs of creating it are identified in the East River Trail Extension Plan that was prepared by the Brown County Planning Commission in 2000.

Brown County Shoreland Zone and Environmentally Sensitive Area Report (2011)

Environmentally Sensitive Areas (ESAs) include parts of the landscape, generally associated with surface water features, which should be protected from intensive development. They include all lakes, rivers, streams, wetlands, floodways, and other locally designated significant and unique natural resource features. In 2011, Brown County undertook an effort to address issues of inconsistency among various county-administered environmental regulations, including its land division and subdivision ordinance, its shoreland zoning ordinance, and the Brown County Sewage Plan. ESA regulations also include a setback (buffer) from these features to ensure the environmental functions of these features are not negatively impacted from development too close to the features.

Within Brown County, the regulated ESAs and setback from ESAs (if applicable) include:

- All wetlands 2 acres or less,
- All wetlands greater than 2 acres + 35' setback,
- All floodways + 35' setback or 75' setback from ordinary high water mark,
- All navigable waterways + 75' setback from ordinary high water mark (OHWM) when no flood study is available (setback is from both sides of OHWM),
- All waterways determined to be non-navigable, but are identified as streams (perennial or intermittent) on USGS or Brown County GIS maps+ 35' setback from top of bank,
- Slopes 20% or greater + 20' setback from the top and bottom of slope when the slope extends into any of the listed ESAs or their associated setback buffers.
- Other significant natural resource features, including on an individual basis:
    - River and stream headwaters, groundwater recharge areas, unique woodlands,
    - High-value wildlife habitat areas, geologic and natural area sites, wet or poorly
    - Drained organic soils, areas identified in the Wisconsin Land Legacy Report, and
    - Natural communities as identified in Wisconsin's Natural History Inventory

Wisconsin Statewide Comprehensive Outdoor Recreation Plan 2011 – 2016 (2012)

The Statewide Comprehensive Outdoor Recreation Plan (SCORP) is done every five years to identify essential and contemporary issues that affect the future of outdoor recreation in Wisconsin. The SCORP will build upon the America's Great Outdoors Initiative to include appropriate management recommendations that serve as proactive approaches to address critical issues identified in the process.

This document shows a clear vision of how preserving and improving recreation opportunities in Wisconsin fits within a broader national initiative of conservation and recreation. This SCORP describes and quantifies some of the most important benefits of recreation, and establishes goals to improve outdoor recreation for Wisconsinites across the state. The SCORP further targets assessments on several key relationships that include public health and wellness, urban access to outdoor recreation, and public and private partnerships.

Figure 8: Image: Town of Ledgeview

The WDNR categorized recreation participation levels into three groups. Tier one activities have between a 50 and 90 percent participation rate. These activities

included walking and driving for pleasure, swimming, viewing wildlife, and picnicking. Tier two activities have participation rates that are between 30 and 50 percent. These include fishing, hiking, bicycling, nature study, motor boating, and nature photography. Tier three activities have participation rates up to 30 percent, and include activities such as scuba diving, skiing, and ice hockey. Participation in these activities generally requires specialized equipment and some degree of training or skill.

According to the SCORP, the following ten outdoor recreation activities have the highest participation rates among Wisconsin outdoor recreation participants ages 16 and older:

1. Walking for pleasure
2. Family gathering
3. Viewing/photographing natural scenery
4. Gardening or landscaping for pleasure
5. Visiting nature centers, etc.
6. Driving for pleasure
7. Viewing/photographing other wildlife
8. Attending outdoor sports events
9. Picnicking
10. Sightseeing

These ten activities represent mainstream recreation activities that warrant facility design considerations for the future planning of Ledgeview's park system. The Town's existing parks offer opportunities for the majority of these activities, and the ranked list may help Ledgeview prioritize facility development at recreation sites so that all of these activities can continue to be adequately offered in the future. With the majority of the activities on this list being passive or nature-based recreational activities, a review of this list is also a good reminder of the importance of meeting recreational demand while simultaneously preserving natural resources and the scenic beauty of the planning area.

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, Map 4 of this Plan 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.

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 an environmental study for Southern Bridge arterial.
- Mid-Term (2014 – 2019)
  - Support the bicycle/pedestrian connection of the East River Trail with the Fox River State Trail, and the Fox River State Trail with US 141 (Green Bay).
  - Support implementation of Southern Bridge Arterial Study results if supported by environmental document.

PUBLIC PARTICIPATION

The primary reason for creating the Park plan is to determine the need and locations for passive and active recreational parks. These elements are all factored into the Needs Assessment chapter. The park needs reflect the community's desire of recreational facilities and the level of service that is required. Other factors that will influence the determination of needs are the various sociological trends that affect the community: economic trends for the town; demographic trends; technological trends; environmental trends; social trends; and, urban land use/growth patterns. These factors or trends affect the Town of Ledgeview's ability to provide parks and recreation opportunities now and into the future.

The 2015 update of the Park & Recreation Plan coincided with the update of the Town of Ledgeview Comprehensive Plan. Since both processes were to occur concurrently, it was decided to combine some of the public participation efforts in order to maximize participation and recognize the mutually compatible nature of the two planning efforts. The public participation strategy for process to update the parks and recreation plan included:

Community Survey

In October of 2013, a 27-question survey was mailed to each household and tax parcel in Ledgeview. The questionnaire was aimed at gathering preferences related to parks and recreation as well as potential 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*. The tabulated survey was used to guide the update of the parks and recreation plan. Key information that may be culled from the survey includes:

- Nearly 75-percent of survey respondents have been Ledgeview residents for more than five years.
- When asked to identify the primary reason for choosing Ledgeview as a place to live, the top response (25.8%) was to be close to the natural environment and scenic views prevalent within the community.
- Parks and recreation was the land use issue of greatest concern to over a quarter (28.3%) of survey responders, finishing third behind new development and roads (44.2% and 36.3%, respectively).
- A majority of respondents are satisfied with the quality of bike lanes, sidewalks, and multi-use trails in the community.

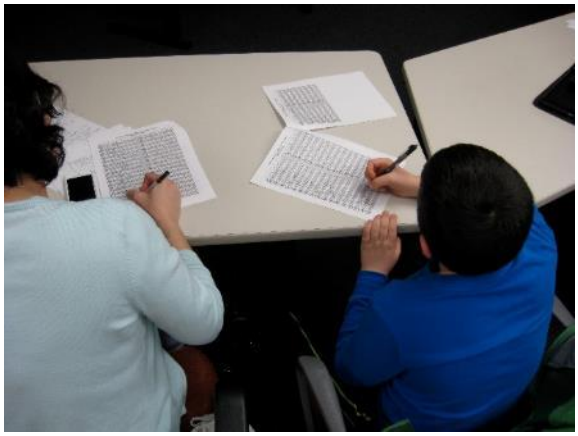


Figure 9: Image: Community Planning & Consulting

- When asked to identify the types of new development that would be most desirable in Ledgeview, a third (32.5%) said public spaces, over a quarter (26.7%) said community gardens, a quarter (25.4%) said theatre and performing arts, and one-in-five (20.8%) said fountains.
- Responses to a question regarding the importance of a variety of natural features in the community indicated overwhelming support for protecting and preserving Ledgeview's environmental resources.
- Significant support exists for an indoor recreation center, public pool, bike lanes and sidewalks, cross country skiing and snowshoe trails, hiking and biking trails, quiet places, and areas set aside for camping and picnics.

- More than 90-percent of respondents would encourage the preservation of green space when new residential and commercial development occurs in Ledgeview.
- When asked to indicate level of support for a donor program to maintain and grow the Ledgeview Park System, more than half of those who responded indicated they would support or strongly support such an effort.
- Nearly two-thirds of respondents support expanding the existing Town Office or building a new structure to increase space for the Town's use and provide facilities available for rent to residents.
- Finally, eight in ten (80%) respondents support partnering with neighboring municipalities to provide additional recreational opportunities.

Community Engagement Session

At the November 12, 2013 Community Engagement Session, participants were led through a visioning exercise utilizing a process known as *graphic recording.* Particularly effective within group settings, the technique encourages freethinking and the rapid generation of ideas. Participant comments are recorded on a large wall graphic that aids in establishing the group's memory of the flow and content of the discussion. This method of meeting facilitation evokes enthusiasm, encourages interaction and cooperative participation, and leads to informed consent since participants are able to visualize their ideas and build upon each other's comments.

Figure 10: Residents participate in the Community Engagement Session by highlighting elements they feel are most important for the Town. Image: Community Planning & Consulting.

The visioning session included 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 with respect to various land-use categories (housing, transportation, parks and recreation, etc.). 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 visioning exercise focused on five general land use categories: housing, transportation, economic development, parks and recreation, and preservation. The responses to the parks and preservation statements that received the highest level of support during the nominal group exercise included:

- Providing community gardens within existing and future parks.
- Consider constructing a community center or an indoor recreational facility akin to the YMCA.
- Expand the pedestrian trail system with a focus on regional connectivity.
- Protect the Niagara Escarpment and promote it as a scenic overlook, park, etc.
- Utilize and market Dickinson and Scray Hill as training sites for bicyclists.
- Pursue partnerships with neighboring municipalities in order to reduce costs and avoid duplication.
- Emphasize native species in park landscaping and create a plan to control invasive species.

Visual Preference Survey

On March 20, 2014 the Town of Ledgeview hosted a Visual Preference Survey (VPS) during a regularly scheduled meeting of the Parks, Recreation & Forestry Committee. The VPS is a tool that allows participants to rate visual concepts related to various design concepts, land use options, or, in this case, park and recreation concepts. Participants were shown a series of digital images representing a variety of general design alternatives as well as specific park elements that may be incorporated into the amended Park & Recreation Plan.

Visual Preference Survey Rating Scale
+3 – Strongly Favorable
+2 – Favorable
+1 – Somewhat Favorable
0 – No Opinion
-1 – Somewhat Unfavorable
-2 – Unfavorable
-3 – Strongly Unfavorable

Figure 11: Rating scale used for the Visual Preference Survey public participation event to rate various design concepts, land use options, and park and recreation concepts.

During the VPS, participants were shown a series of 145 digital images. Each represented park and recreation elements that may or may not be desirable within the community. The images were projected onto a screen for 10 seconds, during which participants were asked to rate each image on scale from -3 to +3.Responses were collected and tabulated, including those completed during the two-week online period, and assigned an average rating to each of the images utilized during the exercise. The average, highest, and lowest ratings for the various park and recreation concepts reviewed during the VPS are presented in the table that appears on the following page. The tabulated results for each of the images in the VPS can be found in Comprehensive Plan Appendices.

The numbers associated with each image represent a subjective rating assigned to that image by those who participated in the exercise. Like any survey, the VPS provides information to be used as a starting point for the planning and design process. The tabulated ranking of the images are not an answer to the question "What should we do in Ledgeview?" so much as an indication of park and recreation elements that may be viewed favorably in the community. A combined rating of +0.50 or higher is generally considered an indication that the given concept would be a welcomed addition to the Town. Conversely, those receiving a rating below 0.50 are not likely to be reflected in the design concepts presented in this document.

TABLE 10: VISUAL PREFERENCE SURVEY RATINGS

Park & Recreation Concept / Image	Average Rating	Highest Rating	Lowest Rating
Pedestrian & Bicycle Trails	1.89	2.19	1.63
Sledding Hills	1.82	1.94	1.69
Nature Trails	1.37	1.94	0.38
XC-Ski / Snowshoe Trails	1.36	1.56	1.06
Skating Rinks	1.33	1.81	0.94
Splash Pads	1.27	1.44	1.00
Facilities (including park shelters, restrooms)	1.26	1.81	0.94
Disc Golf Courses	1.21	1.38	1.00
Play Apparatus	1.20	1.81	1.00
Access (for people with disabilities)	1.19	1.25	1.13
Picnic Areas (not including facilities, gazebos, pavilions)	1.19	1.56	0.81
Passive Recreation	1.12	1.88	0.56
Native Landscapes / Habitat	1.06	1.75	0.38
Sports Fields & Courts	0.98	2.13	0.19
Outdoor Education	0.96	1.81	0.31
Gazebos / Pavilions (not including park shelters, restrooms)	0.90	1.00	0.75
Natural Stormwater Management	0.90	1.75	0.38
Quarry Reclamation	0.88	1.13	0.63
Band Shells / Outdoor Performances	0.86	1.38	0.44
Edible Landscapes	0.85	1.13	0.56
Obstacle Courses / Climbing Walls	0.75	1.38	0.38
Donor Fundraising	0.69	0.75	0.56
Water Features (fountains, ponds, reflecting pools)	0.65	1.00	0.19
Outdoor Events (four seasons)	0.56	1.38	-0.19
Community Gardens	0.53	0.94	0.06
Off-road Bike Trails	0.48	0.63	0.38
Alternative Energy	0.34	1.13	-0.31
Camping (tents)	0.17	0.81	-0.25
Pool / Aquatic Center	0.12	0.25	-0.06
Dog Parks / Amenities	0.10	0.56	-0.56
Public Art	0.10	1.56	-0.63
Equestrian Trails	0.06	0.25	-0.13
Community / Senior Center	0.00	0.19	-0.19
Skate Parks	-0.38	-0.38	-0.38
Camping (RVs)	-1.69	-0.25	-1.44

Community Mapping Forum

On May 8, 2014, the Town of Ledgeview hosted a Community Mapping Forum as part of the processes to update the Park & Recreation Plan and Town of Ledgeview Comprehensive Plan.

The forum was built around a *cognitive mapping* exercise. Cognitive mapping is a unique planning tool that allowed participants to graphically express their desired future for the Town of Ledgeview onto individual land

use maps. The first step involved identifying areas within the town that are deemed attractive, unattractive, desirable, and undesirable. The second phase focuses on the creation of land use maps representing each participant's vision of the future. Composites are created from participants' maps that are then used as a guiding element in determining which current parks and recreational resources are most valued and what additional facilities are desired. Those results of the mapping exercise that are related to parks and recreation are presented below.

The Composite Attitude Map reveals that:

- The Niagara Escarpment was identified as the most scenic place in Ledgeview
- Other 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 and Scray Hill Park.

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;
    - An area south of the intersection of CTH G and Ledgeview Road.

Public Meetings

In preparing the Parks Plan, the Park Committee incorporated regular discussions and reviews of the various chapters of the plan into the regularly scheduled Parks Committee meetings as an agenda item. All Committee meetings were open to the public, allowing residents to listen to committee reviews of the plan and contribute associated information. All Committee meeting agendas were noticed at the official posting sites which include: the Town of Ledgeview website; Larry's Piggly Wiggly; Bel-Aire Restaurant; and the Town Hall. Each public meeting was advertised in order to promote public comment.

Public Participation Summary and Plan Recommendations

In summary, during the course of preparing the Parks & Recreation Plan 2007-2012 and its 2015 update, the Town of Ledgeview distributed two surveys and hosted a Visioning Session, Visual Preference Survey, and Community Mapping Forum. In addition, the Ledgeview Park, Recreation & Forestry Committee held dozens of

meetings to discuss and review the results of the various public participation activities, draft plan elements, concepts, and maps.

Table 11 is intended to provide a composite of the results of all public participation efforts described earlier in this Chapter in order to identify the park and recreational resources that have the highest level of support within the community. Recommended park facilities and amenities are presented in four categories:

- First Tier. Those with a consistently strong level of public support warranting the highest priority and which are economically justifiable based upon current needs and projected population growth.
- Second Tier. Those with a moderate level of support and limited opposition, or strong support without the fiscal and demographic justifications present in the first tier.
- Third Tier. Those with a weak level of support and opposition, or strong level of support and opposition but with the fiscal and demographic justifications present in the first tier.
- Fourth Tier. Facilities that, due to lack of support and/or fiscal and demographic justifications, warrant the lowest priority but may be revisited if demand increases in the future.

Table 11 lists the various park and recreational facilities and amenities by tier level. Each may move up or down in terms of priority based upon changing community needs, desires, demographics, or fiscal situation. Although planning and implementation efforts should prioritize those listed in a higher tier, no priority is implied for positioning within each tier column.

TABLE 11: SUMMARY OF PUBLIC INPUT ON FACILITIES BY TIER

First Tier	Second Tier	Third Tier	Fourth Tier
Pedestrian & Bicycle Trails, local and regional connectivity	Facilities (including park shelters, restrooms)	Quarry Reclamation	Community / Senior Center
Sledding Hills	Splash Pads	Band Shells / Outdoor Performances	Obstacle Courses / Climbing Walls
XC-Ski / Snowshoe Trails	Nature Trails	Alternative Energy	Pool / Aquatic Center
Skating Rinks	Outdoor Education	Off-road Bike Trails	Skate Parks
Community Gardens	Natural Stormwater Management	Stand-alone Ledgeview Parks Program	Camping (RVs)
Partnerships with neighboring municipalities, school districts	Donor Program, Fundraising	Dog Parks / Amenities	Equestrian Trails
Access (for people with disabilities)	Gazebos / Pavilions (not including park shelters, restrooms)	Camping (tents)	
Neighborhood parks	Protection for Niagara Escarpment	Public Art	
Passive Recreation	Water Features (fountains, ponds, reflecting pools)	Recreational facilities for seniors	
Native Landscapes / Habitat, preserved open space	Rental facilities	Play Apparatus	
Passive recreation, quietness	Sports Fields & Courts	Disc Golf Course	
Outdoor Events (four seasons)	Picnic Areas (not including facilities, gazebos, pavilions)		
	Edible Landscapes		
	Preservation of riparian corridors		

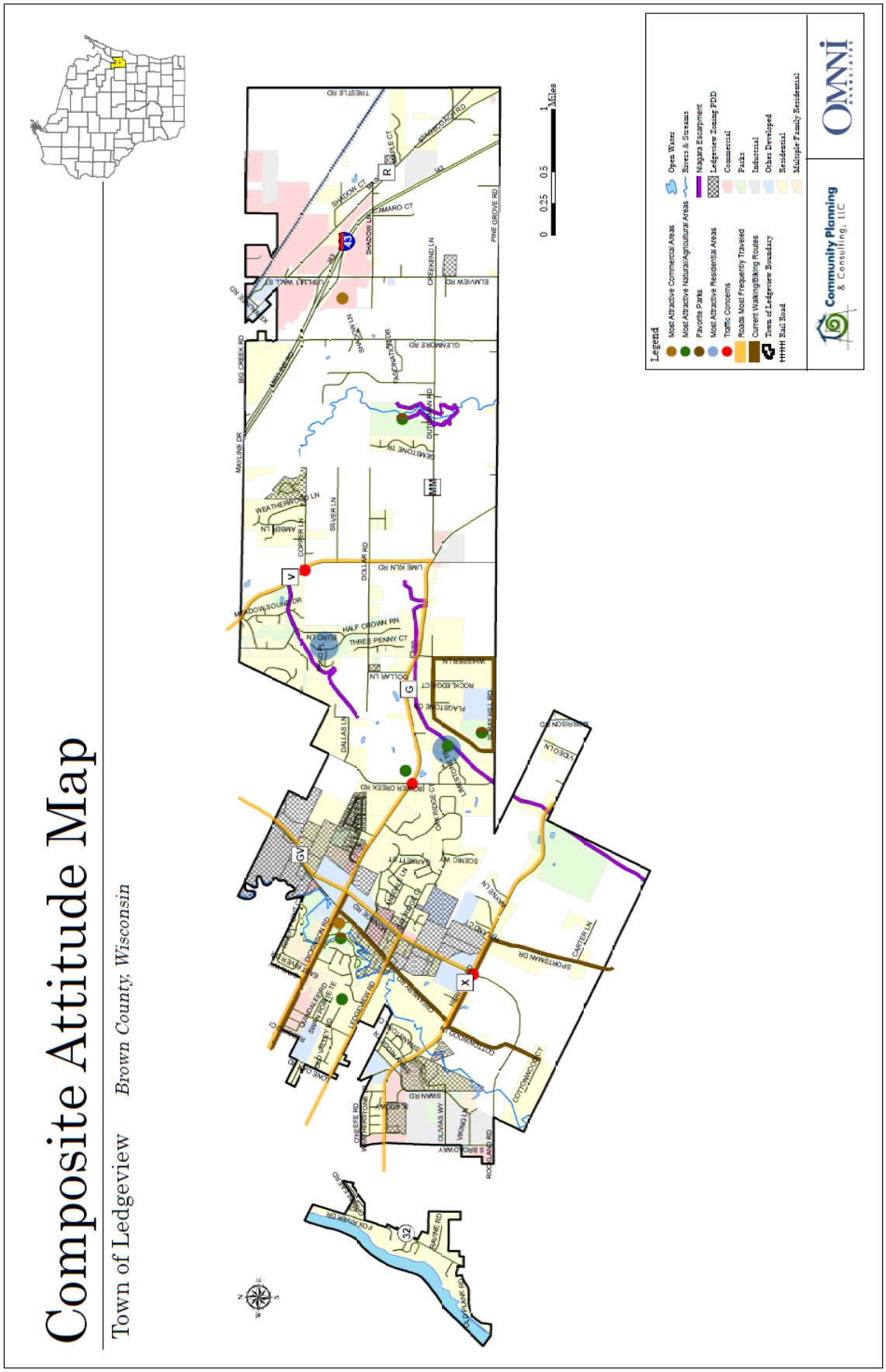


Figure 12: Composite Attitude Map. Image: Community Planning & Consulting.

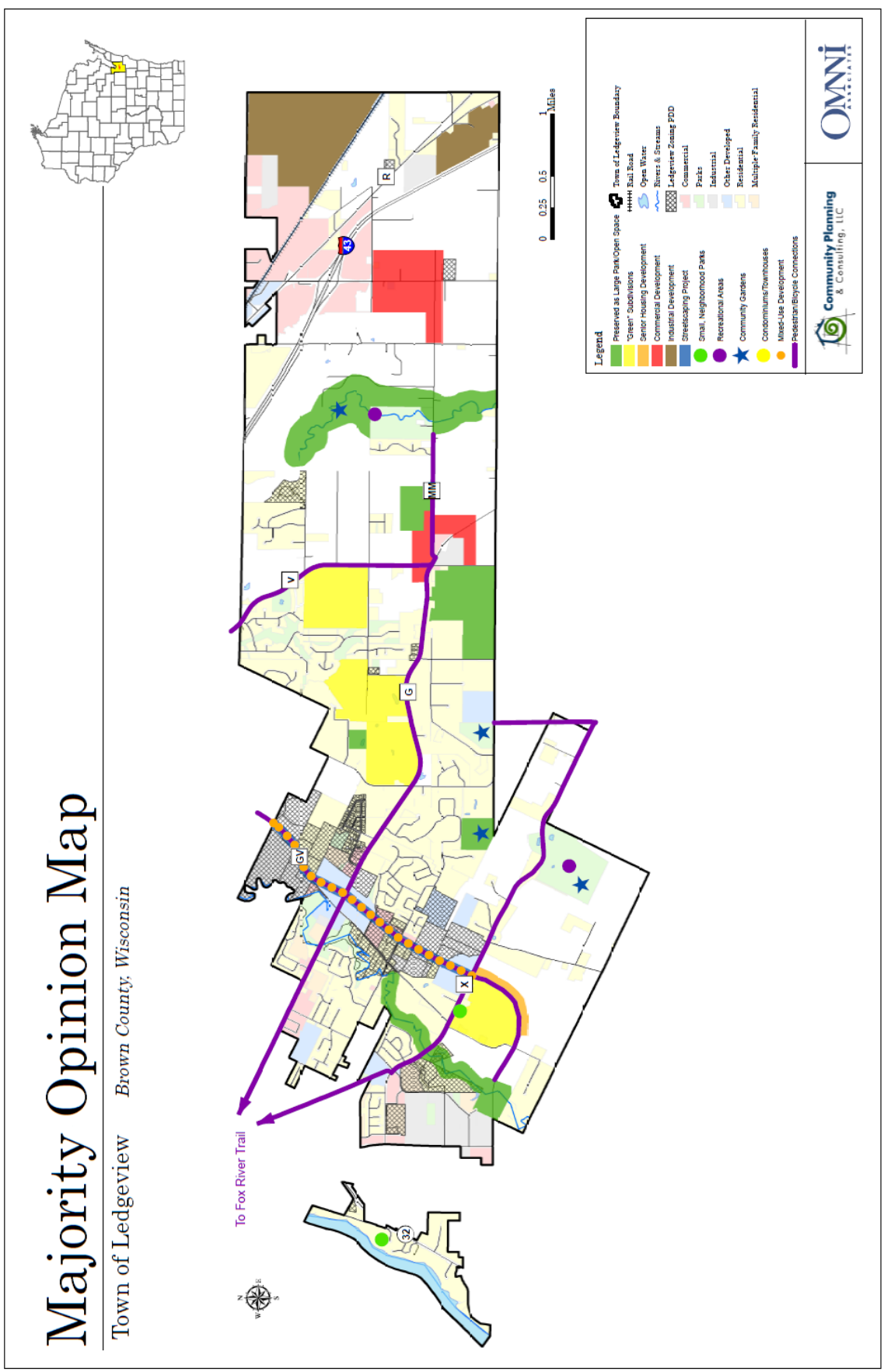


Figure 13: Majority Opinion Map. Image: Community Planning & Consulting.

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CHAPTER 3

Goals, Objectives & Strategies

Ledgeview
Set your sights high

GOALS, OBJECTIVES & STRATEGIES

In order to conduct a thorough and accurate planning process, it is important to establish a set of goals, objectives, and policies that will serve as the basis for the recommendations in this Plan.

Goals are broad statements that express general public priorities. Goals are formulated based on the identification of keys issues, opportunities, and problems that affect the park system.

Objectives are more specific than goals and are usually attainable through strategic planning and implementation activities. Implementation of an objective contributes to the fulfillment of a goal.

Strategies are rules and courses of action used to ensure plan implementation. Strategies often accomplish a number of objectives.

The following list of goals, objectives, and strategies is based on the information that has been presented in previous chapters of this Plan, including citizen input, discussions amongst Town Staff and the Park, Recreation & Forestry Committee members. These serve two basic purposes. First, they provide the foundation upon which a parks and open space system will be developed. Second, they establish the general criteria on which alternatives plans and parks and open space systems will be evaluated.

GOALS

- Provide all residents and visitors, regardless of age or ability, with a range of recreational opportunities through the provision of sufficient parks, recreational facilities and other publicly accessible open space areas.
- Preserve the Town's natural resources and amenities for the benefit of current and future residents.

OBJECTIVES

Land Acquisition

Maintain an adequate amount of active and passive recreational lands to meet current and future recreational needs in the Town of Ledgeview.

Strategies

1. Acquire additional lands for passive park use based on current demand, projected demand, and environmental significance as recommended in this Park & Recreation Plan.
2. Acquire parklands through land developer dedications, when feasible, for active recreation facilities in areas targeted for future park development.
3. Explore various means of acquiring land for parks and for developing park facilities, including impact fees/park improvement fees, parkland dedication requirements, state and federal grants, conservation easements, and non-profit organizations.
4. Require that all new residential developments meet the park and open space standards and recommendations as outlined in this Plan and implemented by the municipal code.

Park Facilities

Provide adequate facilities at all parks within the Town's park system as dictated by park use and type (i.e., pocket vs. neighborhood vs. community park facilities).

Strategies

1. Develop and approve a site-specific master plan as soon as parkland is designated, dedicated, or acquired.
2. Prioritize the development of park facilities when a park service residential area begins to be developed.
3. Develop park facilities in concert with the growth of the population located near the park.

Park Development

Reprioritizing the need for smaller neighborhood parks in conjunction with natural features/environmentally sensitive areas (ESAs) to provide better accessibility to residents within current development patterns and practices. Ensure large community parks will still be the jewels in the Town park system.

Strategies

1. Continue to develop a diversity of park sizes and types based on the characteristics and needs of individual neighborhoods, and the surrounding land use and natural resource features.
2. Analyze the location, size, and function of existing and proposed parks if annexations or zoning changes occur.
3. Consider and designate, when possible, locations for town owned parks when preparing Area Development Plans and Official Maps.

4. Assure that all parks have multiple access points and visibility from the surrounding neighborhood and community. Generally require that 50% or more of park frontage is publicly accessible and visible, rather than lined by residential lots.
5. Establish well-defined edges where residential lots are created adjacent to dedicated public park through development of a neighborhood facility (paved bike/pedestrian paths), a landscaped buffer edge installed at the time of development, or fences.

Shared Services

Coordinate development efforts and the use and maintenance of recreational facilities among the Town of Ledgeview, the De Pere Unified School District, City of De Pere, Village of Bellevue, Village of Allouez, Brown County, and recreation associations.

Strategies

1. Coordinate Town/school/County/association development projects to improve and expand recreation opportunities and economic benefits throughout the community in a cost-effective manner.
2. Develop formal use/revenue/maintenance agreements among the Town, School Districts, and recreation associations to help operate and maintain public recreation facilities in the Town.

Preservation

Preserve environmentally sensitive and historically significant areas and viewsheds.

Strategies

1. Complete a viewshed analysis for the community to identify and prioritize key high points/panoramic views, fleeting views, and enclosed views. Consider permanent protection of prioritized elements when reviewing development proposals.
2. Preserve the quality and integrity of the surrounding scenic and visual resources provided by natural open space areas such as the Niagara Escarpment.

Figure 14: Image: Mead & Hunt, Inc.

3. Consider a Purchase of Development Right's (PDR) program to acquire conservancy lands—specifically the Niagara Escarpment—where public access or preservation is a high priority.

4. Incorporate and promote natural features such as floodplains, wetlands, and woodlands as passive recreation areas when development occurs.
5. Preserve and/or minimize the development of environmentally signification areas as identified by Brown County or the Bay-Lake Regional Planning Commission (RPC).
6. Promote stewardship projects throughout and along the Niagara Escarpment, Fox River, East River, Bower Creek, Dollar Creek, and other tributaries, corridors and upland open space areas.

Subdivision Review

Coordinate subdivision review with all departments and boards to ensure adequate park facilities are provided.

Strategies

1. Consult the Town's Park & Recreation Plan and incorporate the needs identified before subdivision plats are approved.
2. Continually evaluate and update Chapter 96: Subdivisions of the municipal code to ensure it adequately addresses the park and recreational needs of Town residents.

Bicycle and Pedestrian Facilities

Provide safe and convenient non-motorized routes within and between residential areas, schools, shopping areas, parks, and employment centers.

Strategies

1. Develop a Pedestrian and Bicycle Master Plan for the Town to provide a balanced analysis for transportation facilities and barriers, and to guide transportation and land use decision-making.
2. Connect missing links in the bicycle and pedestrian trail system through acquisition or trail easements. Priority segments are highlighted in Map 4: Bicycle and Pedestrian Facilities.
3. Provide residents with multi-purpose trail systems that utilize environmental corridors and provides linkages between parks and other appropriate features within and outside of the Town.
4. Connect local trails to adjacent communities and the regional/State trail system.
5. Plan for and implement new bicycle and pedestrian paths in proposed and future

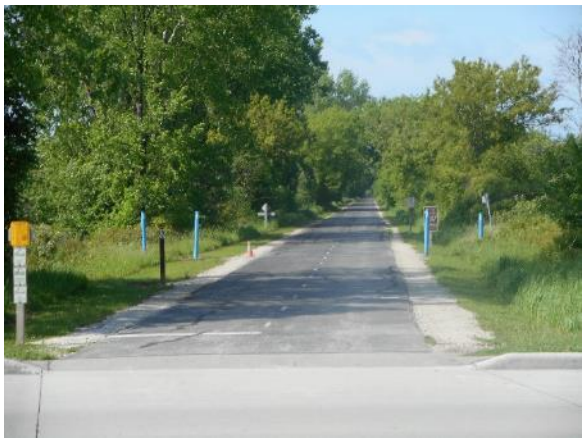

Figure 15: The East River Trail, shown above, provides regional access for Town residents. Image: Mead & Hunt, Inc.

development areas consistent with recommendations of this Park & Recreation Plan and the transportation recommendations of the Comprehensive Plan.

6. Provide safe and convenient bike connections between park and open space facilities in line with WisDOT and American Association of State Highway Transportation Officials (AASHTO) standards.

Amenities

Provide residents with safe and reliable recreation equipment and facilities throughout the Town park system.

Strategies

1. Conduct a community-wide audit of existing park equipment; continually monitor and maintain existing park equipment to ensure its longevity and safety.
2. Replace unsafe, old and deteriorating recreation equipment at all Town parks.
3. Identify and upgrade/replace park facilities that do not comply with the Americans with Disabilities Act (ADA) guidelines.
4. Identify and upgrade/replace all playground equipment that does not meet CPSC (Consumer Product Safety Commission) or ASTM (American Society for Testing and Materials) safety guidelines.

Forestry

Develop a Town-wide urban forestry program.

Strategies

1. Develop an urban forestry ordinance and management plan that would regulate the planting, removal, and management of trees on public and private lands in the Town, and make the Town eligible for state and federal urban forestry grant-in-aid programs.
2. Remove dead trees and/or treat diseased trees on public lands within the Town.
3. Establish a tree planting and maintenance program for public lands in the Town.
4. Apply for and receive "Tree City USA" status for the Town.
5. Continually evaluate the populations of Gypsy Moths, Emerald Ash Borer, and other invasive insects and take suppression actions when appropriate.

Figure 16: Kittel Falls. Image: UW-Green Bay

6. Develop a Town Street Tree Planting Policy and educate the community on proper tree planting practices for private properties.

Service and Maintenance

Ensure the Town park facilities are safe and well managed while providing all segments of the community with quality park and recreational facilities and services.

Strategies

1. Consider the development of a park program, either independently or jointly with De Pere or Bellevue, which further enhances the community's diverse needs.
2. Utilize resident involvement and participation in planning, developing, operating, stewarding and maintaining the town's park system.
3. Use the Park & Recreation Plan recommendations as a guide to establish annual capital improvement and operation budgets.
4. Develop an appropriate and equitable user fee system to help offset maintenance and operations costs.

Planning

Maintain a current Park & Recreation Plan.

Strategies

1. Continually monitor the park and recreation needs of the community through a regular on-line survey of the existing facilities and desired new facilities.
2. Evaluate the implementation plan annually, and identify/update actions to reflect changing needs and actual accomplishments.
3. Update the entire Park & Recreation Plan every five years to reflect changes in community needs and desires, and to maintain eligibility for State and Federal grant-in-aid funding.

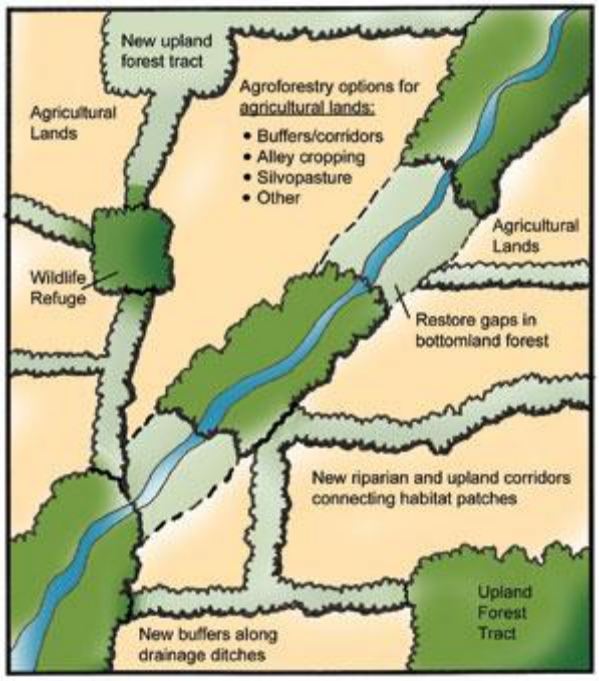

Figure 17: Restoration of gaps in forests and the creation of greenways can accomplish several natural resource goals. Image: www.srs.fs.usda.gov.

Budgeting

Adopt an adequate park budget that can financially address existing park needs and allow for future parkland acquisition and future park facility development.

Strategies

1. Use the 5-Year Park Improvement Schedule and Action Plan Sections of the Park & Recreation Plan as a guide to establish yearly park budgets.
2. Use funds to develop facilities, which will maximize existing park and recreation areas and increase park use.

Funding

Use all available sources of funds to further enhance the quality of the Town's park system.

Strategies

1. Pursue funding from State and Federal programs which can assist in the acquisition or development of desired park system improvements.
2. Solicit donations from other public and private organizations to aid in park system development.
3. Update the Park & Recreation Plan every five years to maintain grant eligibility.
4. Develop revenue-generating recreational activities and facilities, which can aid in the development of new facilities and/or the maintenance of existing facilities.
5. Review the parkland dedication section of Chapter 96: Subdivisions of the municipal code to determine if updating is necessary.
6. Regularly update the Park Impact Fee ordinance as park needs assessments determine. The Town's parkland dedication and fee-in-lieu of dedication (impact fee) ordinances should continue to reflect the current demand for parkland, as well as recently adopted state law changes.

CHAPTER 4

Existing Park & Recreational Facilities

Ledgeview
Set your sights high

EXISTING PARK & RECREATIONAL FACILITIES

Park, open space, and recreational facilities in the community are divided into several categories based on their characteristics. In this Chapter, the Plan provides a narrative discussion of the existing park, recreation, and open space system in the Town. In following Chapters, those existing facilities are evaluated against quantitative standards. These facilities are depicted on Map 3: Existing Parks & Recreational Facilities. A complete list of the facilities within each park is provided in Table 12: Town of Ledgeview Park & Recreation Inventory.

The section that follows provides a description of existing park and recreational facilities in the Town of Ledgeview.

INVENTORY OF TOWN PARKS, TRAILS, AND NATURAL OPEN SPACES

Pocket Parks

Belle Isle Meadows. This subdivision located off of Altmeyer Drive and Brayden Lane contains an unimproved 9,000 SF (0.20 ac) parcel along a creek. Its function is to provide a publicly-owned area for gathering along a natural feature.

Winding Waters (part of Ledgeview Park). This pocket park is located adjacent to the Winding Waters subdivision. The park measures approximately 16,250 SF (0.37 ac), contains a playground and sitting area, and provides a mid-neighborhood connection to Ledgeview Community Park.

Neighborhood Parks

There are no lands within the Town developed/classified as Neighborhood Parks.

Community Parks

Fireman's Park (Town Hall Grounds). A 5-acre property that houses the Town Hall, Fire Department, and parking lot. The park is located on the side and rear of the Town Hall, providing three picnic tables with grills, volleyball net, a small trail, and an open undeveloped grass area for active sports.

Ledgeview Park. This 66-acre publicly owned property is the gem of the park system, located along CTH G near the East River in the western portion of the town. In fact, the park is three distinct park facilities connected by natural features and paved recreational trails. The sites encompass wetlands and a portion of the East River and its associated shorelands and floodlands. 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. A lacrosse field is also located within the park.

Figure 18: Image: Mead & Hunt, Inc..

Figure 19: Scray Hill Park. Image: Mead & Hunt, Inc..

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. A park design plan prepared by Rettler Corporation 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 contains a five soccer fields, a playground area, and an asphalt parking lot.

School Park Facilities

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

Heritage Elementary School. A 23-acre public school owned by the De Pere Unified School District located along Swan Road in the southwestern portion of the town. The school provides approximately 7-acres of open space, including two softball diamonds and three basketball courts.

Figure 20: Image: Town of Ledgeview.

MAP 3: EXISTING PARKS & RECREATIONAL FACILITIES

MAP 4: EXISTING/PLANNED PEDESTRIAN & BIKE FACILITIES

It is important to recognize that School Park Facilities are not consistently open to the public, and school sponsored activities are given first priority when it comes to the scheduling and use of these facilities. Furthermore, while certain active recreational activities may be accommodated by these facilities, the parks are not designed for families or young children, and, together, they function more like a sports complex for organized teams than as a community park.

While only the De Pere Unified School District contains School Park Facilities, the Green Bay and Denmark School Districts also exist on the Town's eastern end. Future coordination with those districts will be evaluated as this plan is updated in the future.

Special Use Areas

Special use facilities generally serve a limited recreation purpose, such as golf courses, nature centers, and ice arenas. Special use facilities also include historical sites, and natural areas of special significance, which are protected from urban development. Table 12 inventories the Town's special use facilities. These areas encompass 68 acres.

Private Recreational Facilities

Green Bay Country Club Golf Course. The Green Bay Country Club, established in 1995, is a member-owned and operated recreation facility. It is partially located within Ledgeview and partially located within the Village of Bellevue. It is home to a nationally recognized 18-hole course designed by Dick Nugent. The Sports Center Grounds boasts six lighted tennis courts, six par-3 golf holes, a nine-hole putting course, and a beach volleyball court. The Clubhouse offers full food and beverage service, tennis and pool locker rooms, the tennis program headquarters and Tennis Shop, along with space for exercise and indoor golf practice. Finally the site has a 230,000 gallons, 7,500 square feet pool with water slide.

Ledgeview Golf Course. A 139-acre privately owned golf course located along CTH G in the central portion of the town. The site consists of a regulation 18-hole course and an 18-hole executive course that encompasses ponds and streams and a portion of the Niagara Escarpment. The course offers some of the most spectacular views of Green Bay and the Fox River Valley. A driving range and practice facilities are available to the public.

Natural Areas, Open Space & Greenways

Ridges of Dollar Creek & Meadow Ridge Subdivisions. These two residential subdivisions combine for more than 60 acres of publicly owned natural areas and open spaces.

Pedestrian & Bicycle Improvements

The Town's existing and proposed pedestrian and bicycle network can be found on Map 4. The Town has been assertive in providing facilities on an annual basis through use of available impact fees and development opportunities. The goal is to connect new and existing developments throughout Ledgeview. The town will look to connect these neighborhoods via sidewalks as well as improved and unimproved trails. The specific routes and types of pathways shown in Map 4 will be determined at the time of development.

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

Figure 21: Image: Town of Ledgeview

East River Trail. A 1+ mile portion of the trail located within the town (see image). The trail connects to Allouez, Bellevue, and De Pere along the East River. Public access is provided at Creamery Road, Winding Waters Way, Ledgeview Park, and River Point Court.

TABLE 12: TOWN OF LEDGEVIEW PARK & RECREATION INVENTORY

Location on Map	Park or Open Space	Acres or Miles	Park Type	Park/Trail Sign	Restrooms	Pavillion Shelter	Maintainance Storage	Benches	Picnic Tables	Trash Cans	Grills	Playground Equipment	Soccer Fields	Baseball Diamonds	Basketball Hoops	Tennis Courts	Volleyball Courts	Bicycle Racks	Parking Spaces	River Access	Fishing Access	Wildlife Viewing	Trail System	Overall Condition
	Town of Ledgeview Parks																							
1	Belle Isle Park	0.2	Pocket	N	N	N	N													N	N	N	N	Undeveloped, no site plan; creek access
2	Fireman's (Town Hall) Park	5.0	Community	Y - 1	N	N	N	2	1		2						1		80	N	N	Y	N	Unused open space
3	Scray Hill Park	27.6	Community	Y - 1	N	N	N	0	2	1		1 for 5+	6						148	N	N	Y	N	Good condition, working on adding amenities
4	Ledgeview Park	47.7	Community	Y - 2	Y	Y	N	8	6	3		2 (5+/-)		1				1		Y	Y	Y	Y	Good condition, heavily used
5	Ledgeview Park (Winding Waters)	0.3	Pocket	Y - 1	N	N	N	1		1		1 (5+/-)								N	N	Y	Y	Good condition, heavily used
	Brown County Parks																							
6	Fonferek's Glen County Park	75.0	Regional	Y - 1		N	N													Y	N	Y	Y	
	Private Recreational Facilities																							
7	Green Bay Country Club Golf Course	42.0	Special			N										6	1			N	N	Y	N	
8	Ledgeview Golf Course	139.0	Special	Y - 1		N														N	N	Y	N	
	Public School Parkland																							
9	Heritage Elementary School	22.5	School	N		N							4	2	6			3		N	N	N	N	
10	De Pere Middle School	29.0	School	N		N								2	2					N	N	N	N	
	Special Uses																							
	Ridges at Dollar Creek Subdivision Open Space	37.0	Special	N		N														N	N	N	N	
	Meadow Ridge Subdivision Open Space	31.4	Special	N		N														N	N	N	N	
	Trails																							
	East River Trail	2.26 mi*	Trail	Y - 1																Y	Y		Y	
	Wiese Family Park Trail	0. 7 mi	Trail																					
	Fox River Trail	25 mi	Trail			Y																		
	Old Plank Rustic Road	1.3 mi*	Trail	Y - 2																				
	Business Park Trail	4.1 mi*	Trail																					
	**length of trail inside Ledgeview municipal boundary*																							

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REGIONAL OPPORTUNITIES

This section provides an overview of regional recreational assets and planning initiatives. The Town's central location with regard to the following regional initiatives puts it in a unique position to either advance or hinder the goals of these projects. These regional efforts not only promise to benefit Town residents, but also provide Town decision makers with another framework to analyze and plan for new recreational facilities. By developing a greater awareness of regional outdoor recreation plans, Town decision makers will be better able to decide how best to integrate or connect Town facilities into the regional system. Though differences over specific outcomes and implementation may arise between constituent groups, the general goals and potential benefits may well warrant efforts to resolve them.

Working collaboratively with other private and public entities could result in a number of benefits to all constituent groups such as:

- Improved economies (through reduced duplication);
- Increased range of activities over what could be provided within a single, smaller jurisdiction;
- Enhanced enjoyment of linked facilities over what would be possible at separate, individual facilities (facilities greater than the sum of their parts);
- Greater public pride in and political support for more extensive recreational facilities than would have otherwise been the case.
- Greater opportunities for joint funding of shared improvements.

The Niagara Escarpment Land Legacy Area

The Wisconsin Land Legacy Report identifies 229 Legacy Places and 8 statewide needs and resources that the public and DNR staff believe are highest priority for conservation going forward. The Legacy Places range in size and their relative conservation and recreation strengths; they also vary in the amount of formal protection that has been initiated and how much potentially remains. The Niagara Escarpment Land Legacy Area has been identified as the highest value for conservation significance and recreation potential. Further, the WDNR identified that a substantial amount of effort and land remains for protection of this resource.

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 Niagara Escarpment is a long dolomite ridge that, in Wisconsin, runs from the tip of Door County, south along the east side of Lake Winnebago, and then finally recedes underground in Dodge County. The Escarpment continues eastward through Michigan's Upper Peninsula, into Canada, then resurfaces to form Niagara Falls.

This linear, high ridge provides many of the state's most spectacular views and is the logical means to link many existing protected areas on and near the Escarpment. Ellison Bluff, Red Banks Alvar, Carlsville Bluff, High Cliff State Park, Lake Winnebago and Horicon Ledge are some of the best-known places along the Escarpment. Given its length and proximity to the Fox River Valley cities, it is one of the most frequently visited features in the state and there is considerable interest in protecting additional areas to meet conservation and recreation needs.

CHAPTER 5

Analysis of Existing Park and Recreational Facilities

Ledgeview
Set your sights high

ANALYSIS OF EXISTING PARK AND RECREATIONAL FACILITIES

This chapter presents an analysis of how well the Town of Ledgeview' existing park and recreational facilities satisfy current needs in the community. The adequacy of the Town's existing park and recreation system will be evaluated in the following ways:

- Establishment of local park and recreational facility service standards for Ledgeview;
- An application of national park and recreational facility service standards to reliable population projections for the Town (quantitative analysis);
- A qualitative analysis of the Town's park system based on a review of public input and locally expressed demand, understanding of the Town's goals and objectives, and an evaluation of the strengths and weaknesses of the existing parkland and recreational system to help shape future direction for the system;
- An analysis of the geographic distribution and accessibility of park open space areas;
- A consideration of public input regarding the future of the Town's park and open space system; and
- A review of Wisconsin's State Comprehensive Outdoor Recreation Plan.

The results of this analysis will serve as the basis for the recommendations presented in the next chapter of this Plan.

PARK & RECREATION STANDARDS

In order to guide the park planning process, it is important to establish a set of minimum standards for park and recreational facilities. The National Recreation and Park Association (NRPA) developed a national expression of minimum acceptable facilities for the citizens of urban and rural communities. The purpose of these guidelines is to present park and recreation space standards that are applicable nationwide for planning, acquisition, and development of park, recreation, and open space lands, primarily at the community level.

Such standards enable a community to quantitatively measure how well its existing facilities are meeting the needs of residents and to plan for future facilities based on projected population growth. As such, park and

recreation standards are commonly expressed as a ratio of the number of minimum acres recommended per 1,000 residents. The standards are interpreted according to the particular situation to which they are applied and specific local needs.

Although such national standards provide acceptable target guidelines for the provision of parks and open spaces, a more thorough and accurate analysis of the park system in Ledgeview must emphasize the *local* demand for recreational resources. Therefore, a calculation of community-specific standards is more likely to identify those park system deficiencies that would not otherwise be captured by universal standards. Furthermore, a locally-derived standard will do a better job of taking into account the *quality* of the park system as well as the quantity of park lands provided.

Pocket Parks

General Description: Pocket parks offer specialized facilities that serve a very local area with limited population or specific group such as young children or senior citizens.		
Service Area: Less than ¼ mile in residential areas	*Desirable Size:* 5,000 square feet to 2 acres	*Acres per 1,000 Population:* 0.25 – 0.5 acres
Basic Facilities and Activities: ▪ Coordinated play equipment and structures for pre-school and elementary school age children ▪ Sitting areas arranged to permit easy surveillance by parents ▪ Landscaped areas that provide buffering and shade ▪ Lighting for security at night (direct cut-off) ▪ Parking is typically not required		*Desirable Site Characteristics:* ▪ Suited for intensive recreation use and foot traffic. ▪ Easily accessible to the neighborhood population ▪ Located in close proximity to residential development ▪ Accessible by walking and/or biking ▪ Well buffered by open space and/or landscape plantings and separated from roadways by physical barriers, such as fences

Neighborhood Parks

General Description: Neighborhood parks are designed specifically to accommodate residents living within a defined service area. They are often characterized by active recreational facilities such as baseball and soccer fields, but can also incorporate passive recreational areas for picnicking and nature-study.		
Service Area: ¼ to ½-mile radius uninterrupted by non-residential roads and other physical barriers.	*Desirable Size:* ~1.5 acres minimum; 2 to 8 acres is optimal depending on desired uses.	*Acres per 1,000 Population:* 1.0 – 2.0 acres

Basic Facilities and Activities:	*Desirable Site Characteristics:*
▪ Active recreational facilities such as playfields, tennis courts, basketball courts, playgrounds, or spray facilities. ▪ Passive recreational facilities such as picnic/sitting areas and nature study areas ▪ Service buildings for shelter and storage; possible restrooms ▪ Lighting for security at night ▪ Adequate on-street and off-street parking spaces	▪ Serves a variety of users and desired activities on one site ▪ Easily accessible to the neighborhood population ▪ Accessible by walking and/or biking

Community Parks

General Description:		
Community parks are intermediate in size and are able to accommodate visitors from multiple neighborhoods and the greater community. These parks focus on both the developed aspects of the parks and natural resource amenities, and typically include a range of active (sports fields, etc.) and passive (trails, observation areas) recreation facilities.		
Service Area: ½ to 3 miles	*Desirable Size:* 10 acres minimum; 15 – 50 acres is optimal depending on desired uses.	*Acres per 1,000 Population:* 5.0 – 8.0 acres
Basic Facilities and Activities:		*Desirable Site Characteristics:*
▪ Active recreational facilities such as areas for swimming and boating, biking/walking/skiing trails, playfields, playgrounds, tennis courts, and basketball courts ▪ Passive recreational facilities such as walking trails, picnic/sitting areas, and nature study areas ▪ Service buildings for shelter, storage, and restrooms ▪ Facilities for cultural activities, such as plays and concerts in the park ▪ Community Center building with multi-use rooms for crafts, theater, restrooms, social activities, and senior adult use ▪ Lighting for security at night ▪ Adequate off-street parking spaces, where the size of the park and the neighborhood context allow		▪ Serves a variety of users and desired activities on one site ▪ Easily accessible to the users ▪ May include natural areas, such water bodies or wooded areas ▪ Accessible by walking and/or biking

School Parks

General Description: School parks have many of the same characteristics as neighborhood or community parks, depending on their size. As such, school parks primarily serve as locations for active recreational facilities associated with school functions; however, these sites can and do benefit the surrounding community during off-school hours. These parks may be owned and maintained by the Town or the school districts, but are open to all neighborhood residents.		
Service Area: Variable – depends on function	*Desirable Size:* Variable – depends on function	*Acres per 1,000 Population:* Variable – depends on function
Basic Facilities and Activities: ▪ Active recreational facilities such as playfields, tennis courts, basketball courts, playgrounds, and ice-skating rinks ▪ Passive recreational facilities such as picnic/sitting areas and nature study areas ▪ Service buildings for shelter, storage, and restrooms ▪ Lighting for security at night ▪ Adequate on-street and off-street parking spaces		*Desirable Site Characteristics:* ▪ Easily accessible to the neighborhood population ▪ Accessible by walking and/or biking

Special Open Space Areas

General Description:

The Town has numerous areas that do not fit into an active recreation classification but are still critical components of the park and recreation system. These areas cannot be measured by a quantifiable standard because of their unique and diverse contributions to the community. Natural areas, open space, and greenways enhance an overall park and open space system by maintaining and improving the community's natural resource base, accommodating special activities not included in other parks, and providing interconnections between isolated parks and recreation areas.

Examples of Special Open Space Areas are varied but can include those lands that accommodate passive or special recreational activities, such as golf courses, sledding/skiing hills, marinas, beaches, display gardens, arboreta, and outdoor amphitheaters, as well as lands that have been protected for their environmental significance (ESAs) or sensitivity and provide limited opportunity for recreational use. Examples of the latter may include water bodies, floodplains, wetlands, shorelands and shoreland setback areas, drainageways, stormwater management basins, conveyance routes, environmental corridors or isolated natural areas as mapped by Brown County or the Bay Lake RPC, wildlife habitat, areas of rare or endangered plant or animal species, prairie remnants, and restoration areas.

Service Area: Variable – depends on function	*Desirable Size:* Variable – depends on function	*Acres per 1,000 Population:* Variable -- most Special Open Space Areas are not included in the overall community calculation of park and recreation space per 1,000 persons. Their value extends beyond the Town's boundaries and contributes significantly to overall quality of life.
Basic Facilities and Activities: Variable, but may include: ▪ Active recreational facilities such as areas for swimming and boating, skiing hills, biking/walking/skiing trails, skating rinks, and golf courses ▪ Passive recreational facilities such as walking trails, picnic/sitting areas, and natural study areas ▪ Service buildings for shelter, equipment storage/rental, concessions, and restrooms ▪ Signage, trail markers, trash receptacles, information booths ▪ Lighting for security at night ▪ Off-street parking spaces if appropriate to the area		*Desirable Site Characteristics:* ▪ Easily accessible to users ▪ Accessible by walking and/or biking

Recreation Trails

General Description:

Recreation Trails accommodate various outdoor activities, such as biking, hiking, walking, jogging, horseback riding, nature study, and cross-country skiing. A well-designed park system provides connections between parks and open space lands and effectively integrates urban and suburban areas with the surrounding natural environment by linking off-street trail segments with on-street bike routes. Recreation trails can be designed to serve different functions and to accommodate various, and sometimes conflicting, activities. Therefore, this section provides descriptions of the different types of recreation trails that this Plan will address and how recommendations will be formulated for each type of trail.

On-Street Bicycle Facilities

General Description:

There are two primary types of on-street bicycle facilities: bicycle lanes and paved shoulders.

- Bicycle lanes are areas of the road striped off for exclusive use by bicyclists. They are the preferred bicycle facility for urban arterial and higher volume collector streets (generally more than 2,000 vehicles per day). Striping bicycle lanes establishes designated traffic channels that promote an orderly flow by both bicyclists and motorists. Shared bicycle/parking lanes generally function well where sufficient space is provided and the parking turnover rate is low.

▪ Paved shoulders are not a bicycle facility per se, but rather a roadway condition that improves bicycle travel and bicyclist safety. They function much like a bicycle lane by separating the motor vehicle travel from bikes. Paved shoulders are ideal for higher volume streets or highways (1,000+ cars per day) with rural cross sections (no curb and gutter).	
Treatment in this Plan: Although this Plan presents general recommendations regarding locations for future on-street bike facilities, more formal and detailed recommendations would require more in-depth analyses of the Town's road network, including traffic patterns and street widths.	*Linear Miles per 1,000 Population:* There is no rule of thumb for providing on-street facilities per 1,000 persons. Their value extends beyond the Town's boundaries and contributes significantly to overall quality of life.
Desirable Design Criteria for Bicycle Lanes: ▪ Minimum width should be 4 feet, or 5 feet along an arterial street. ▪ When used along a parking lane, at least 5 feet wide and located to the traffic side of the parking lane, except in unique situations. ▪ Where bike lanes and on-street parking is provided, minimum combined width should be 11 feet (13 feet where there is substantial parking or turnover of parked cars is high). ▪ Lanes painted with a bicycle pavement symbol or the words "bike lane" according to (AASHTO) standards. ▪ Street signs should be used to identify bicycle lanes.	*Desirable Design Criteria for Paved Shoulders:* ▪ Minimum width should be 4 feet, or 5 feet where traffic speeds exceed 50 miles per hour. ▪ A stripe separating shoulder from roadway is recommended. ▪ These are generally not marked as an exclusive bike facility.

Off-Street Recreation Trails

General Description: There are two primary types of off-street recreation trails: multi-use paths and rural walking/hiking trails. ▪ Multi-use paths are designed to accommodate bicyclists, walkers, runners, and in-line skaters. Such facilities are often located along railroad and street rights-of-way, rivers and lakeshores, and through parks. ▪ Rural trails provide connections between urbanized areas, and access to parks and open space areas. Walkways may be restricted to pedestrian use because of environmental conditions. In certain locations, they may also be suitable for equestrian and/or bicycle use. Rural walkways are often sited along creeks, streams, rivers, field boundaries, and through environmental corridors other natural linear systems.	
Treatment in this Plan: This Plan presents recommendations for the location of future off- street recreation trails. However, the design and type of such facilities will not be identified in this Plan.	*Linear Miles per 1,000 Population:* The provision of trails is best related to an analysis of supply versus demand and the size of the community, rather than a single quantitative standard.

Desirable Design Criteria for Multi-Use Paths:	*Desirable Design Criteria for Rural Walking/Hiking Trails:*
▪ In urban areas, paths should be a minimum of 10 feet to accommodate two-way bicycle traffic. Paved surfacing is recommended to facilitate bike, walking, running, and skating. ▪ In rural areas, the path should be a minimum of 8 feet wide, surfaced with crushed limestone or similar. ▪ Avoid placement alongside roadways where multiple cross-streets and driveways are or will be present. ▪ Minimum 20 mph design speed.	▪ Because these trail facilities often travel through sensitive environmental areas, they are generally not paved. ▪ Typically surfaced with crushed limestone, wood chips, hard packed earth, or mowed grass.

Trailheads

General Description: Trailheads can provide visible access points to major off-street paths in the community's system. They generally provide a parking area, locational and directional maps, or other information about the trail system. Some might contain restroom facilities, picnic tables, or benches for snacks or breaks. Such facilities should be sited with easy and direct access to the trail system.	
Treatment in this Plan*:* While this Plan does not make recommendations regarding the future location of trailheads, any future facilities should consider both existing and proposed park facilities and parking locations.	*Number of Facilities per 1,000 Population:* Location of trailheads are dictated by the proximity to specific trail facilities and is best related to an analysis of demand, rather than a single quantitative standard.
Desirable Design Criteria for Trailheads: ▪ Info kiosk with trail/system map ▪ Off-street parking ▪ Benches and/or picnic facilities ▪ Restrooms on-site or nearby ▪ Signage, trail markers, trash receptacles ▪ Lighting for security at night	

QUANTITATIVE ANALYSIS

The NRPA Standards are not a mandate for communities. Communities are not required to follow these standards, but they do provide an initial framework to analyze the adequacy of the Town's existing and proposed park facilities. The Standards also enable an apple-to-apple comparison of parks and recreation facilities between communities. Ultimately, a community may adopt policies to acquire more or less park land acreage or park improvements than the standards indicate.

Because the demand for such amenities varies substantially between communities, this Plan will not utilize national standards as the primary basis for determining the adequacy of existing facilities. Historically, the Town has placed less emphasis on pocket and neighborhood parks than the national standard. This reflects the Town's transition from a rural community to one that is urbanizing. Smaller lot residential development—contextually—was rare in Ledgeview more than a decade ago. With this Plan, the Town is reprioritizing the need for smaller neighborhood parks and community parks in conjunction with important natural features or environmentally sensitive areas (ESAs) to provide better accessibility to residents within current development patterns and practices. It is important to the Town that subdivisions be connected to one another through environmental corridors. Large community parks will still be the jewels in the Town park system.

Existing Park Acreage Analysis

Table 13 presents a comparison of NRPA's park and recreation standards (acres per 1,000 persons) to the Town's existing park acreage totals. As indicated in Table 13, the Town currently has approximately 12 acres of parkland for every 1,000 residents, not including school grounds and special use areas. In general, NRPA standards recommend a minimum of approximately 10 acres of parkland per 1,000 residents. However, it is not uncommon for communities to maintain higher levels of service for parklands based on local demand for certain types of parks or facilities. Noteworthy is the fact that the Town has zero acres of neighborhood park land and very minimal pocket park land. However, the Town far exceeds the NRPA minimum standard for community park acreage. This this is not uncommon as towns typically developed fewer, larger parks to serve their residents.

TABLE 13: EXISTING PARK ACREAGE ANALYSIS, 2015

Park Type	NRPA Standard AC or MI/1,000 Persons	Recommended AC or MI*	ExistingTown Park Facilities	
			Total AC or MI	per 1,000 Persons
Pocket Parks	0.25 – 0.5 acres	1.7 – 3.4 acres	0.5	0.07
Neighborhood Parks	1 – 2 acres	6.9 – 13.8 acres	0.0	0.00
Community Parks	5 – 8 acres	34.3 – 54.8 acres	80.0	11.68
Special Use/Open Space Areas	50 acres	342.5 acres	68.4	9.99
School Parks	Varies	Varies	51.5	7.52
Trails	0.50 – 4.0 miles	3.42 – 27.36 miles	3.6	0.52
Total	**6.25 – 10.5 acres**	**42.9 – 72.0 acres**	**200.4**	**29.3**
Total w/out Special Use & School Parks			**80.5**	**11.8**

** Based on 2013 population estimate (6,849)*

Projected Park Acreage Analysis

Table 14 and Table 15 outline the park acreage needs in the years 2025 and 2035 to correspond to the near- and long-term park needs and potential expenditures. A 10-year time period is typical when collecting/ expending park fees, and the 20-year timeframe aligns with the long-term planning and growth needs for the Town.

TABLE 14: PROJECTED PARK ACREAGE NEEDS, 2025

Park Type	2015 Town Standard (AC or MI/1,000 persons)	Recommended AC or MI*	2015 Total AC or MI	Minimum Additional AC or MI Needed by 2025
Pocket Parks	0.25	2.4	0.5	1.9
Neighborhood Parks	1.25	12.1	0.0	12.1
Community Parks	12.00	116.5	80.0	36.5
Special Use/Open Space Areas	50.00	485.5	68.4	417.1
Trails	4.00	38.8	3.6	35.2
Total	**13.50**	**131.1**	**80.5**	**50.6**

** Based on 2025 population estimate (9,710) in Chapter 2 of this Plan.*

TABLE 15: PROJECTED PARK ACREAGE NEEDS, 2035

Park Type	2015 Town Standard (AC or MI/1,000 persons)	Recommended AC or MI*	2015 Total AC or MI	Minimum Additional AC or MI Needed by 2035
Pocket Parks	0.25	3.0	0.5	2.5
Neighborhood Parks	1.25	14.8	0.0	14.8
Community Parks	12.00	141.6	80.0	61.6
Special Use/Open Space Areas	50.00	590.0	68.4	521.6
Trails	4.00	47.2	3.6	43.6
Total	**13.50**	**159.3**	**80.5**	**78.8**

** Based on 2035 population estimate (11,760) in Chapter 2 of this Plan.*

Park Land and Trail Evaluation

Pocket Parks

There are two pocket parks within the Town, in the Winding Water subdivision and the Belle Isle Meadows development. Using the parkland standard of one-quarter (0.25) acre/1,000 population within a ¼-mile service area radius, there is currently a shortage of 2 to 3 parks or 1.0 developed acres for the community. It is not a Town focus to develop new pocket parks, but will encourage their development as an access adjacent to desirable environmental areas.

Neighborhood Parks

Using the neighborhood parkland standard of 1.0- to 2.0-acres/1,000 population within a ½ mile service area radius, there is currently a shortage 7.0 developed acres of neighborhood parks for the community. There potentially will be a shortage of 12 acres, or an additional 5 – 6 parks, over the next 10 years. There will be a 15 acre shortage over the next 20 years. The Town must evaluate the acquisition of properties in the near- and long-term to address this shortfall.

Community Parks

When applying the NRPA community park standard of 5- to 8-acres/1,000 population, there is no current shortage of developed community park land within the town. Community Parks, because of their relatively large size, ability to host a variety of athletic activities, and the desirability of locating these at an acceptable site that incorporates natural or scenic features, must be targeted for acquisition well in advance of emerging development or the opportunity to acquire land may be lost. This is particularly the case for the east side of the town, where there will be a 36.5-acre shortage over the next 10 years and a 62-acre shortage over the next 20 years. The addition of undeveloped park properties will address this shortfall in acreage. The property location must be considered in order to address future needs for parks on the town's east side in conjunction with the Town's adopted Future Land Use Map.

Figure 22: Image: Town of Ledgeview

Recreational Trails and Trailheads

Recreational trails are the basis for the creation of a pedestrian-oriented community where walking and riding bicycles are safe and convenient methods of travel throughout the town. An integrated network of trails should provide cross town corridors that connect to the regional trail system. Trailheads and neighborhood access points provide parking and convenient access to the trail system.

The survey ranked trail usage and desire highly as a recreational resource for town residents. Pedestrians and bicyclists require safe, convenient and direct routes to link neighborhoods, schools, and commercial districts. Properly designed trails can link natural open space areas located within the town to a broader open space trail system located in the outskirts of the town and to other communities within Brown County.

Figure 23: Town of Ledgeview.

Within the town limits, there are now approximately 3.6 miles of paved multi-use trails. The town has three trailheads which are at the end of the East River Trail. The trailheads connect to Ledgeview Park, a residential area, and a neighborhood business area. The park and commercial area provide parking, restrooms, picnic

area, shelter, and concessions at the end of the trail. There is also a 1 mile long on-street bicycle lane on Dickinson Road, between the west town limits and CTH GV.

The current level of service for trail is 0.52-miles per 1,000 persons. This is far below the recommended NPRA standard of 1.0- to 4.0-miles per 1,000 population. This plan outlines a standard of 4.0-miles per 1,000 population because the public input identified a significant desire for an interconnected on-street and off-street trail system. There is currently a shortfall of 10.0 miles of on-street and off street trails. This shortfall will increase to 35-miles over the next 10 years, and become a staggering 44-miles over the next 20 years.

Natural Open Space

The Town owns 68.4 acres of conservancy land/dedicated natural open space within or adjacent to newer subdivision developments. The NRPA level of service standard for open space is 50 acres per 1,000 population. There is currently a shortfall of 274.1 acres natural open space within the community. This shortfall will grow to 417-acres over the next 10 years, and to 522-acres over the next 20 years.

Figure 24: Some surface water within the Town, like the unnamed stream shown here, provide unique environmental areas. Image: Mead & Hunt, Inc.

Protecting natural open spaces is extremely important, particularly along waterways, around wetlands and wooded areas, and along the escarpment. The Town desires to establish greenway connection between neighborhood developments, designated parks, and other open space areas. In addition to providing aesthetic and ecological benefits to the community, such areas can also accommodate various forms of passive recreation, including, but not limited to, hiking trails, educational and interpretive exhibits, outdoor education classes, picnicking, and nature study/bird watching.

Quantitative Analysis Summary

The Quantitative Analysis of park categories and facilities shows that much of the expected deficit is in the supply of neighborhood parks and long-range community parks. Acreage from school facilities is not calculated into any of the shortfalls because the town does not have primary and unlimited use of these outdoor or indoor facilities.

The need for development of additional park facilities is clear. Some of the needed facilities for potential future recreation programs can be built on property already owned by the town. However, most of the land will be acquired and developed over the next 5 to 10 years. Due to Ledgeview's continued population growth from

new residential developments, future neighborhood park and community park service needs will require an even greater effort to meet the town's desired Level of Service. It is important to balance property acquisition and recreational facility development, in order to ensure that as the population increases, current and future recreational needs are met.

GEOGRAPHIC ANALYSIS

The location and distribution of parks and recreational facilities also provides a good indicator of how well the existing park system is meeting the needs of the Town's residents. To illustrate this distribution, Map 5: Existing Park Service Areas depicts the service areas of the Town's parks. These service areas are based on the NRPA radii standards identified in Chapter 5 of this Plan as well as input regarding residents' use of parks from the public involvement events and Town staff.

An analysis of Map 5 suggests that while the central portion of the Town is well served by parkland, the northern and northwestern areas of the Town are not being served. Furthermore, as the Town continues to grow to the north, east, and south, it will be necessary to acquire additional parklands so that future residents have equitable access to parklands and open space.

Figure 25: The Meadow Ridge subdivision is an example of residential development in the Town that preserves natural resources for public benefit. Image: Brown County

There is a lack of neighborhood parks within walking distance of residential neighborhoods. Placement of parks will have to be properly calculated, partially due to the town's natural geography. Neighborhood parks should be evenly distributed throughout the Town to ensure safe and easy non-motorized access to neighborhoods with needed to for families/children cross the most heavily travelled corridors in Ledgeview (CTH G, CTH GV, CTH V, CTH X, CTH PP, and I-43)

Community parks appear to be adequate for the western-most (west of Monroe Road) and west-central (west of Lime Kiln Road) areas of the town, but do not provide service to the east-central (east of Lime Kiln Road) or eastern-most (northeast of I-43) parts of the town, where the population is less dense. Needs for developed community parks east of Lime Kiln Road are less immediate; however, focusing on acquisitions is most appropriate at this time.

MAP 5: PARK SERVICE AREAS

QUALITATIVE ANALYSIS

Although national quantitative standards provide a good basis for formulating the recommendations in this Plan, a thorough assessment of the Town's existing facilities must include a more subjective analysis that takes into consideration those characteristics that make Ledgeview unique from other communities. Furthermore, the qualitative analysis will achieve the following things:

- Identify those park system deficiencies and strengths that are not captured by universal standards;
- Ensure that future parks and recreational facilities are tailored to meet the needs of Town residents; and
- Allow for the establishment of a more reasonable and specialized level-of-service standard by which the Town can plan its future park and open space system.

The following is an assessment of Ledgeview's park and recreational facilities:

Baseball/Softball Diamonds

In comparing facility capacity with the demands on existing diamonds, there is a shortage of diamonds for youth athletic practices and games. While the town does not offer a baseball/softball program, only 1 field is provided in all its public parks. However, the town negotiates the use of this field with privately organized athletic groups. There is currently a shortfall of diamonds in the near- and long-term. While the increase of fields at Scray Hill Park may decrease the deficit for this type of facility, the user demand still exceeds the standards for these types of recreational facilities. The 2 fields that are planned for development will help to offset the current field deficit if there was not an increased demand. In agreements with schools, some school fields could be used in partnership with the Town of Ledgeview and the De Pere Unified School District.

Figure 26: Existing Baseball/Softball Diamond in Ledgeview, WI. Image: Town of Ledgeview, WI.

Soccer Fields

Soccer is the largest youth participation sport in the country, and growth figures for future participants are exponentially greater than the rate of population growth. The growth is occurring in all age groups, even into the adult age group. The town does not offer a soccer program, however, five fields are provided a Scray Hill Park for use by privately organized teams and leagues. As a result of the De Pere Rapides financial commitment in developing the fields, they have a 15 year commitment wit hteh Town to use the fields for their teams. While

the fields at Scray Hill Park provide important facilities, the user demand still exceeds the standards for these types of recreational facilities. In agreements with schools, some school fields could be used in partnership with the Town of Ledgeview and the De Pere Unified School District.

Lacrosse Fields

Nearly 750,000 players competed on organized lacrosse teams in 2013, as reported in the annual US Lacrosse Participation Report. The growth rate from last year was 3.4-percent and youth participation topped 400,000 for the first time ever. Lacrosse continues to be the fastest-growing sport at the high school level, and 290,000 players competed in 2013. A lacrosse field is provided in Ledgeview Park, and the Town should coordinate with local lacrosse club such as the Bay Valley Lacrosse Association to determine the future need of facilities.

Outdoor Basketball Courts

Portable basketball stanchions are seen through-out town neighborhoods on driveways, exhibiting a certain level of demand for such facilities. The increase of developed parks—especially neighborhood parks—will allow for additional hard surface/court locations. The Park, Recreation & Forestry Committee will evaluate the appropriateness to provide a half basketball court in Neighborhood Parks and Community Parks as a part of the development of individual parks.

Tennis Courts

The Town of Ledgeview does not have tennis courts in public parks. The increase of developed parks will allow for additional court locations. The Park, Recreation & Forestry Committee determined that the need for public tennis courts should be evaluated with the design of neighborhood parks for appropriateness.

Playgrounds

The current level of service standard for play areas is 1 playground per 2,000 population. The Town currently has 1 playground at Ledgeview Park and a playground at Scray Hill Park. There is a need to provide ADA accessible multi-age appropriate play structures within neighborhood and community parks. National guidelines suggest a mixture of, and/or, separate structures. One set would be for toddler through five years of age. These play structures would have lower decks, smaller slides, less height and climbing, more make believe, and less challenging apparatus. A second structure should be provided for older children, six through twelve years of

Figure 27: Playground at Ledgeview Park. Image: Town of Ledgeview, WI.

age. These structures would have more climbing, upper body movement equipment, decks and slides at higher levels for the thrill rides, and more challenging movements. An objective for the town is to install a new play structure/area at every park, with multiple play areas at the larger community parks that could accommodate the two targeted age groups.

Volleyball Courts

Ledgeview has 1 outdoor volleyball court (on grass without a sandpit). There are numerous areas within the neighborhood and community parks where volleyball courts can be set up for leisure play. If the popularity grows for outdoor volleyball, the town can easily research possible sites for volleyball facilities within existing parks and for inclusion in future neighborhood and community parks.

Rental facilities

The Town of Ledgeview has areas such as the shelter at Ledgeview Park, and sports fields that are rented/leased for public and athletic use.

Town/School Agreements

The Town of Ledgeview and De Pere Unified school District presently do not have agreements for the sharing and use of school and public park facilities. Such an agreement should be considered that covers all indoor and outside facilities. Many communities have partnered with school districts to provide improvements to school sites and fields in order to provide public recreational opportunities after school hours. When combined, the Elementary and Middle School lands comprise 30 acres of parkland/open space in the Town. Through use of a variety of funding sources such as grants, sports groups, or CIP funds, improved or renovated school fields could provide another opportunity to reduce park acreage and facility needs within the Town.

Figure 28: De Pere Middle School fields. Image: Google 2015

While the presence of this land and its associated recreational facilities should not be discounted completely from this needs assessment, it is important to recognize that these facilities are not consistently open to the public, and school sponsored activities are given first priority when it comes to the scheduling and use of these facilities. Furthermore, while certain active recreational activities may be accommodated by these facilities, the

parks are not designed for families or young children, and, together, they function more like a sports complex for organized teams than as a community park. For these reasons, it is important for the Town to provide and maintain an adequate number of its own facilities and parklands to meet local demand and to provide for different types of recreation.

CHAPTER 6

Recommended Park & Recreation Improvements

RECOMMENDED PARK & RECREATION IMPROVEMENTS

The following recommendations are based on projected growth rates and distributional deficiencies identified in the preceding chapters of this Plan. Over the next 20 years, it is recommended that the Town acquire and develop land for new neighborhood parks, a community park on the east end, preserve key open space areas and natural features, and enhance bicycle and pedestrian connectivity to serve the Town.

RECOMMENDED PARKLAND ADDITIONS

Map 6: Proposed Parks & Recreational Facilities shows the approximate locations for future neighborhood and community parks in the Town. These recommendations are based upon future growth areas and propose strategic locations for additional parkland in areas currently not serviced by Town parks. More precise park boundaries will be determined during the preparation of detailed neighborhood plans and when lands are acquired or platted. Following are general descriptions of the park recommendations.

Recommended Pocket Parks

Over the life of this Plan, the Town will not be focusing on the Town-led acquisition or development of pocket parks. While such parks have value as a recreational resource for a subdivision, the Town has determined that as a policy decision it will focus on larger tracts of park lands and open space/natural areas, as pocket parks are labor – and resource – intensive to maintain. The Town will prioritize the inclusion of small dedicated areas of land or outlots within subdivisions that provide access to environmentally significant area and other open spaces. These lands will have frontage along roadways and will have prominent signage to highlight their availability to the public.

This policy does not include private or quasi-public outdoor recreation spaces that may be required in multi-family developments or planned developments to provide access to natural features. These privately development and maintained parks should be integrated into the design of future neighborhoods or future multi-family developments based upon the following criteria:

- Each park should be centrally located within the neighborhood and highly visible to the public;
- Each park should be marked by obvious signage and should be clearly separated from adjacent residential lots;
- Each park should have enough space to accommodate a playground; a picnic area; and/or some open play area space or a small playfield; and, in some cases, a hard surface play area such as a half-court basketball;
- Each park should be easily accessible by walking or biking;
- Lands comprised of wetlands or floodplains, lands that are "left over," unwanted, or restricted for development, and areas designated for stormwater management will not satisfy the parkland requirements for private development.

Recommended Neighborhood Parks

This Plan recommends that the Town acquire and develop a series of neighborhood parks, the timing of which will coincide with the development of future growth areas. Recommended locations for future neighborhood parks are identified on Map 6 as N1 – N7. Parks should be integrated into the design of future neighborhoods based on the following criteria:

- Each park area should have enough space to accommodate a variety of both active and passive facilities. These may include, but are not limited to: Playgrounds for a variety of ages; Picnic areas and/or shelters/pavilions; Open space and/or playfields; Hard surface recreational areas such as basketball or tennis courts; Walking paths.
- Each park should be easily accessible by walking or biking, but should also provide minimal parking (on-street is sufficient) to accommodate visitors coming from farther away.
- Each park should be centrally located within the neighborhood and highly visible to the public;
- Each park should be highly visible from adjacent roadways, and open space or landscape should safely separate play areas.
- Each park should be marked by obvious signage and should be clearly separated from adjacent residential lots by landscaping or fences.
- Lands comprised of wetlands or floodplains, lands that are "left over," or restricted for development, and lands designated for stormwater management will not satisfy the Town's dedication requirements for active park lands.
- Gardens and landscaped areas and/or natural areas with trees and natural vegetation.
- Each park should be a minimum of 1.5-acres in area, and be sized to accommodate the preferred design features listed below.

N1. 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, and perhaps could be included in the 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 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.

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 area 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 Park. 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 such as mountain biking trails or disc golf course.

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 parks 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.

N5. Area of Lime Kiln Road (CTH V) and Copper Lane. This former quarry/fill site measuring 10-acres along Lime Kiln Road has been properly closed and reclaimed. The parcel has been zoned Conservancy by the current property owner. The Town should explore acquisition of this property for a future neighborhood park. Acquisition of this site would be a good fit for the Knowles-Nelson Stewardship Grant Program. 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.

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-43, US 141, and STH 29. Future residents in this area 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.

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 needed 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.

N8. Area around the east end of Silver Lane. Development pressure in the area on the east end of Silver Lane—extending north to Copper Lane and south to Dollar Road—has been steadily increasing. Large expanses of agricultural lands are framed by existing residential development and environmentally sensitive

MAP 6: PROPOSED PARKS & RECREATIONAL FACILITIES

areas. Future development should provide access to the ESA areas for future enjoyment by all Ledgeview residents. A park in this area should include unprogrammed open area, a playground, and a picnic/sitting area. Ideally, the park will provide trail connections for hiking.

Recommended Community Parks

It is recommended that the Town continue to develop Scray Hill Park and Fireman's Park with improvements to serve existing and future residents. A later section of this Chapter, *RECOMMENDED IMPROVEMENTS TO EXISTING PARKS*, outlines the planned improvements for Scray Hill Park, Fireman's Park, and the associated costs.

C1. Area west of Elmview Road or south of Dutchman Road (CTH MM).

A future community park in eastern Ledgeview (identified as C1 on Map 6) located on the west side of should focus on providing complementary facilities as those in Ledgeview and Scray Hill Parks. There are large tracts of agricultural land adjacent to environmental features (streams) that are ideal for park land. The future park should be a minimum of 20 acres in area (ideally 40 acres). The Town is in overwhelming need of additional facilities for organized athletic leagues such as baseball/softball, football, lacrosse, soccer, or similar based on population. Development of park C1 should likely focus on providing 3 or 4 diamonds together or coordinated fields. The facilities should be lighted for evening use. The development of these facilities in the future will provide and support facilities for organized activities. The Town will strive to partner with private athletic organizations to encourage the development of these facilities in a similar manner as the development of Scray Hill Park.

C2. Area east of Main Street (CTH R), west of Trestle Road, and south of WIS 29 (Kewaunee Road).

A future community parks in eastern Ledgeview (identified as C2 on Map 6) to the east of Interstate 43 should focus on providing complementary facilities as those in Ledgeview and Scray Hill Parks. The future park should be a minimum of 20 acres in area (ideally 40 acres). Again, there are large tracts of agricultural land that are ideal for athletic facilities in the area. The Town is in overwhelming need of additional facilities for organized athletic leagues such as baseball/softball, football, lacrosse, soccer, or similar based on population. Development of park C2 likely focus on providing 3 or 4 diamonds together or coordinated fields. The facilities should be lighted for evening use. The development of these facilities in the future will provide and support facilities for organized activities. The Town will strive to partner with private athletic organizations to encourage the development of these facilities in a similar manner as the development of Scray Hill Park.

- Coordinated fields/diamonds/courts
  - Baseball diamonds (min. 2 and up to 4)
  - Football, lacrosse, soccer, or similar fields
- Off-street parking area with lighting
- Pavilion with concessions and space for public rental, covered picnic area
- Restroom facilities
- ADA compliant play areas for children under the age of 10 years.
- Paved paths/recreational trails
- Splash Pad/water feature
- Natural areas
- Drinking fountains
- Picnic area, tables, and benches

Development of these community parks are not anticipated within the next ten years, and it is unlikely that both parks will develop simultaneously. This Plan recommends that the Town begin acquisition of lands for one of the community parks. Further the Town should partner with a local baseball organization to identify the preferred location for such facilities.

Special Open Space 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, uplands, 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 Ledgeview and Brown County Subdivision Ordinances. 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 and uplands from the adverse impacts often associated with development.

Figure 29: Some surface water within the Town, like the unnamed stream shown here, provide unique environmental areas. Image: Mead & Hunt, Inc.

The Park & Recreation Committee prioritizes that development proposals (Area Development Plans, Certified Survey Maps, Preliminary and Final Plats) integrate ESA areas as publicly accessible and preserved open space throughout the Town. The Park & Recreation Committee desires to develop a network of parks, wildlife and natural areas, and environmental corridors that link to each other and nearby neighborhoods like pearls on a string. This network of "strings and pearls" will provide readily accessible opportunities for residents and visitors to get outdoors to hike, bike, watch wildlife, and participate in other nature-based activities to improve residents' quality of life and unite various groups with the common goal of preserving precious pearls of Ledgeview. It is important to note that the Parks & Recreation Committee desires to protect the ESAs for the benefit of both the public and animal habitat.

Protect Environmental Corridors and Preserve Open Space

This plan identifies protection and enhancement of the Town's important natural resource features as an important element for the Town moving forward. It is important that the Town follow through on the following recommendations regarding natural features and environmental assets to ensure that the desirable natural character or Ledgeview remain desirable:

- Obtain and preserve views and public access to the Niagara Escarpment.
- Protect the Niagara Escarpment from excessive development.
- Protect tree canopy on the Escarpment.
- 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 entities 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 Wisconsin Wetland Association.

RECOMMENDED BICYCLE TRAILS, LANES, PATHS & ROUTES

Map 7 identifies general proposed locations for future off-street paths, on-street bike lanes, and trails. The Town should pursue the acquisition of trail easements to accommodate off-street trails and should follow AASHTO guidelines when designing and installing on-street bike facilities. Ultimately, the Town-wide trail network should interconnect parks and open space systems within residential and commercial areas. Signage should be used wherever possible to guide trail users through the Town.

Finally, a number of proposed bicycle or general purpose paths have been proposed in regional recreation plans that would require connections to and through the Town of Ledgeview. In some cases, the exact nature and location of the trails has not been determined. For example, connections from the Town of Ledgeview to nearby County Parks could be in the form of bicycle lanes on the shoulders of existing highways and would merely require signage designating the routes. Alternatively, some segments, could be separate, multi-use

trails either within or outside of the public road rights-of-way. Though it is unlikely that the Town of Ledgeview would have direct jurisdiction over most of these proposed trails, the Town will play a key role in determining the characteristics of those segments within and around the Town.

Figure 30: Image: Town of Ledgeview

Signed Bicycle Routes

A signed bicycle route is typically designated along more lightly traveled residential or secondary roads and is indicated by signs with or without a specific route number. This type of facility should have appropriate directional and informational markers. Signed bicycle routes are designated by the jurisdiction having authority over the roadways included in the bicycle route system. Adding pavement width to the existing roads signed as bicycle routes is not normally required; however, choosing routes with minimal traffic hazards is typically part of the process to create a good route. Bicycle routes are often utilized to direct bicyclists to less-congested roadways that may follow the same general corridor as more heavily traveled arterial highways.

A bicycle route is a suggested route to get to a specific destination. It may include stretches of other designated bicycle facilities, but in general, a bicycle route does not require that the road include any special bicycle facilities. For instance, a signed bicycle route may designate a preferred set of roads from a school to a residential neighborhood.

A network of such routes may be connected to provide bicyclists with a safe and appealing way to get around the community. Planning for a bicycle route begins by defining the purpose and need for the facility.

- Designating a bicycle route is a cost-effective way to inform bicyclists of a safer way to get to their destinations.
- A bicycle route should be part of a comprehensive bicycle system.
- Roadways to be recommended as bicycle routes should have low traffic volume and low posted speed limits.
- Bicycle route signs should include directional arrows to guide the bicyclist at intersections with other roadways.

On-Street Bicycle Lanes

Bicycle lanes may be considered when it is desirable to delineate road space by striping and/or pavement markings for the exclusive use of bicyclists. Streets striped with bicycle lanes should be part of a connected

bikeway system rather than being an isolated feature. Roadways with a high number of commercial driveways tend to be less suitable for bicycle lanes due to frequent and unpredictable turning movements of vehicles across the path of straight-through cyclists. Striped bike lanes can be effective as a safety treatment, especially for less-experienced bicyclists.

Figure 31: On-Street Bicycle lanes are recommended to provide safer accommodations and avoid conditions like the one shown above. Image: Mead & Hunt, Inc.

Most bicyclists will choose a route that combines direct access with lower traffic volumes. An origin and destination of less than 4 miles is desirable to generate usage on a facility. Two-lane collector streets with lower traffic volume, low-posted speed limit, roadway width adequate for both bike lanes and motor vehicle travel lanes, and an absence of complicated intersections is the most appropriate location for bicycle lanes. High traffic volume undivided multi-lane roadway with a continuous center turn lane are less desirable.

- Under ideal conditions, the minimum bicycle lane width is 4feet, not including the concrete gutter pan.
- Roadways striped with bicycle lanes should be connected to a system of bikeways (other roads with striped bicycle lanes, signed bike routes, or off-road bicycle paths) to be effective.
- Abrupt termination of bike lanes at hazard or constraint locations creates a situation that may force bicyclists to make awkward movements in traffic.
- Bike lanes striped on roadways with numerous complicated intersections may give some less-experienced bicyclists a false sense of security.

Paved Shoulders

A paved shoulder refers to the part of the rural roadway/highway that is adjacent to the travel lanes. Ideally, wide paved shoulders should be included in the construction of new rural roadways, but can be retro-fitted to upgrade existing highways where there is a significant level of current/potential bicycle travel. A wide paved shoulder refers to additional pavement that has been added in order to more safely accommodate bicycles.

This type of facility is most frequently used in rural areas on both local and collector roads. Sufficient right-of-way may be needed to accommodate the addition of the paved shoulders and, if necessary, to relocate drainage ditches that run parallel to the roadway.

The paved shoulder should be of adequate width, smoothly paved, and have adequate strength and stability to support vehicle loads without rutting. The desirable width for a paved shoulder to accommodate bicycles is 4-feet. Recommendations for the actual paved shoulder width may vary according to the width of the adjacent roadway, traffic volume, posted speed limit, and the presence of heavy truck traffic along the roadway. The slope of the roadway should continue across the shoulder to maintain adequate drainage. Wide paved shoulders not only benefit bicyclists, but improve safety for drivers and reduce maintenance costs.

Multi-Use Path (Improved Trails)

Multi-use pathways can be a safer type of facility for novice and child bicyclists because they do not have to share the path with motor vehicles. A multi-use pathway is physically separated from motor vehicle traffic, and can be either within the highway right-of-way or within an independent right-of-way. Multi-use pathways include bicycle paths, rail-trails or other facilities built for bicycle and pedestrian traffic. The design includes adequate width for two-directional use by both cyclists and pedestrians, provision of good sight distance, avoidance of steep grades and tight curves that force bicyclists to make awkward movements, and minimal cross-flow by motor vehicles.

Figure 32: Multi-use pathway that is off right-of-way. This provides a safer type of facility for novice and children bicyclists in Ledgeview. Image: Mead & Hunt, Inc.

Multi-use pathways are generally expensive to build because they are entirely separate facilities from the roadway. The pathway should function as a mode of transportation between well-defined locations, such as schools, residential subdivisions, and shopping centers. The pathway should foremost have a transportation purpose, which does not exclude recreation. Multi-use pathways need continuity with other facilities. A multi-use pathway should not just end, leaving bicyclists stranded with no nearby bikeway connection.

Multi-use pathways located adjacent to a highway may result in bicycle/motor vehicle conflicts at driveways and with turning traffic at intersections with roadways. Addressing planning and design concerns for a multi-use pathway is very much like selecting a roadway functional design. Some similar design considerations include horizontal and vertical alignment, sight distance, grades and pavement structure. The minimum paved width for a two-directional multi-use pathway is 10-feet. When a multi-use pathway is located parallel to the roadway, a minimum separation of 5-feet should be provided. The Town is evaluating whether to all dogs on a leash on the improved trails.

Unimproved Trails or Paths

Unimproved trails or paths are informal hiking trails or footpaths that connect or provide access to natural features such as woodlands, wetlands, open areas, or streams. These trails or paths are intended for pedestrian use, and can be paths within an urban area (neighborhood), or through the rural countryside. Ledgeview is currently striving to make the community more conducive to non-motorized transportation through the use of less traditional trails in our important natural features. A well-designed trail should include as many points of interest as practical and feasible along the length of the trail. Some points of interest may include:

- Geologic features such as bluffs of sandstone or limestone
- Hydrological features such as ponds or lakes
- Cascades or waterfalls
- Historic and cultural features
- Large or interesting trees

These types of facilities would typically be located within an easement or an outlot to allow for public access/use. Signage will be needed to direct users. The path or trail width would vary depending upon use and area topography. When a trail passes across a flat area that is not wet, brush and undergrowth are removed to create a clear, walkable trail. A boardwalk would be needed for crossing wet or marshy areas, and a bridge is built when a stream or ravine's sufficiently deep to make it necessary. Such trails would not necessarily be maintained by the Town, but could be maintained by a neighborhood association or "Friends" group. Maintenance items would include clearing trails of fallen branches or limbs, ensuring no wash-outs, and patching cracks.

This Plan recommends the following trail segments be given the highest priority when considering the addition of signage along the roadway, the addition of wider paved shoulders, or the construction of new off-street trails:

Euro Lane to Meadow Sound Trail Connection. The Town owns property between the two streets so acquiring right of way will not be required for this connection. The area that the trail would connect on Meadow Sound has a navigable waterway with wetlands and floodplain. This will not derail the project but some additional cost will be incurred. No fill can be placed in the wetlands or floodway. Therefore about 100 to 150 feet from the roadway heading northwest will need to be a boardwalk in order to obtain permits from the WDNR. There is a drainage way that would cross the trail requiring multiple culverts. The connection area at Euro Lane will

need to be placed at a location to the north as the road is going down a hill and the banks along the roadway are steep. Assuming the trail would be wood chips or gravel a cost range for this project is $30,000 – $35,000.

Stone Silo Circle to Trumpeter Trail Connection. The Town owns a strip of land from Stone Silo to Trumpeter Trail that is 20 feet wide. This strip was dedicated by the subdivisions for a pedestrian connection. This area also has a navigable waterway with a floodplain and a large amount of wetlands adjacent to the waterway.

Figure 33: The abundance of unique environmental features in Ledgeview create natural barriers to connectivity. The image above shows the 20 foot strip of land owned by the Town which crosses the East River. These conditions must be prioritized for improvement. Image: Google 2015.

The WDNR requires municipalities to avoid the filling of wetlands and the large floodplain causes issues with crossing the waterway. Only option to cross this area would be a boardwalk on either side of the creek and a bridge at the creek. Any obstruction placed in the floodway can cause the backwater to increase. If there is any increase in the backwater, easements would need to be obtained from the property owners affected. The piers for the boardwalk and bridge will cause this increase in backwater which would then require the easements. Depending on the increase and the slope of the creek it may affect only a few properties or it could affect several. Estimated cost for a boardwalk and bridge for this crossing is $275,000 to $325,000.

Ledgeview Road Connection from Creamery Road to Winding Waters Road. The Town has 5-foot wide sidewalk to the intersection of Winding Waters Way from the west along Ledgeview Road and is installing a 10 foot trail this year from CTH GV to Creamery. This project would make the connection from Creamery Road to Winding Waters. Because the East River overtops Ledgeview Road any trail will need to either be at the same elevation as the roadway which means it will be under water at various times of the year or the trail will need to be a boardwalk in areas. The trail will need to have a bridge the same length as the roadway bridge as not to affect the backwater of the floodway. Project should be able to be constructed in the existing roadway right of way. The estimated cost for this project is $150,000 to $200,000.

MAP 7: PLANNED PEDESTRIAN & BIKE FACILITIES

East River Trail Extension to Heritage Road (CTH X). The Town has always talked about extending the East River Trail south to Ledgeview Road. As part of the Winding Waters development a trail easement was dedicated along the west side of the river. The area of the easement near lots 30, 31, & 32 is too close to the river and would require a cantilevered trail structure. Furthermore numerous trees would need to be cut down in the back yards of these 3 lots and the trail would be located right in their back yards. It was determined early on that this route is not feasible. A second option would require a bridge over the East River and easements from 3 property owners to extend the trail to Ledgeview Road. Again, floodplain issues would need to be dealt with along with any wetland impacts. Estimated cost for this section of trail is $280,000 -$310,000.

The section of East River Trail from Ledgeview Road to CTH X would start west of the trail coming from the north on Ledgeview Road. One bridge would be required to cross the East River. The trail could follow the power lines for a portion then vary to avoid some sloughs. Two options to connect to CTH X exist. One option is to connect along the power lines but this would require the trail to pass by some homes. The second option would run the trail closer to the East River in a low land area but then need to come up the slope of the roadway. Estimated cost for this section is $340,000 to $370,000. This would affect approximately five property owners.

Sidewalk along Dickinson and Creamery Roads. There are currently no sidewalks available along Dickinson Road (CTH G) from Angels Path Road to Monroe Road (CTH GV) or Monroe Road from Dickson Road to Kaftan/Berkley Roads. This lack of infrastructure restricts safe mobility for school-aged children in the Belle Isle Meadows, Dickinson Heights, and Mystery Valley neighborhoods. Children cannot safely walk to Ledgeview Community Park or reaching Heritage Elementary School, De Pere Middle School, or De Pere High School. Nearly 3,500-feet of sidewalk is needed, at an approximate cost of $300,000

The Park & Recreation Committee recommends with this Plan the development of a series of priority bicycle routes to provide a backbone system to the Town of Ledgeview illustrated on Map 4 and Map 7. It is anticipated that the following identified routes will begin as *Signed Bicycle Routes* explained earlier in this Chapter. In this way, public awareness is raised about the importance of these routes for bicycle travel, especially for motorists. These routes should be further evaluated to readily accommodate *On-Street Bicycle Lanes* and/or *Paved Shoulders*, or following minor infrastructure improvements. The Town should explore grant programs such as Safe Routes to Schools to assist with financing such improvements. As these roadways are included in the various capital improvement programs (CIPs) for the Town and County, these routes should be evaluated or designed to comply with TRANS 75 of the Wisconsin Administrative Code for Complete Streets that includes the inclusion of on-street and off-street improvements for non-motorized mobility. The priority routes (in alphabetical order) identified by the Park & Recreation Committee include:

Town Roads

- Bower Creek Road. This important roadway extends over 2.5-miles, connecting Lime Kiln (CTH V) on the north to Dickinson Road (CTH G) on the south. The roadway connects to Scray Hill Road to access Scray Hill Park, and also connects to Klondike Road which crosses Interstate 43 to Bellevue.
- Creamery Road. Creamery Road has served as an important corridor for non-motorized travel as traffic volumes are far less than the parallel Monroe Road (CTH GV). Creamery Road, despite not having bicycle or pedestrian facilities. However, despite the recent reconstruction of CTH GV to include non-motorized facilities, it is likely that users will continue to utilize Creamery Road as a result of its direct connection to Ledgeview Park and Olde School Square.
- Dollar Road. Development pressure along the 2 miles of Dollar Road is very high. Existing and new neighborhoods will continue to desire to walk and bicycle along the roadway. The inclusion of a future neighborhood park in this area will necessitate improved non-motorized facilities.
- Euro Lane. Post Euro Lane as an on-street bicycle route connecting Dollar Lane through Half Crown Road to Meadow Ridge Drive.
- Glenmore Road. Bicycle route connections across Interstate 43 will be limited. As such, Glenmore Road should be improved over time to enhance safe facilities for users.
- Ledgeview Road. Ledgeview Road provides continuous connection for neighborhoods from De Pere to Ledgeview Park to Oak Ridge Circle. Families currently bicycle on Ledgeview Road. Raising the awareness for drivers of cyclists on the corridor to improve safety is important.
- O'Keefe Road. Connections to the Fox River State Trail across WIS 57 will prove to be a challenge. However, a series of local roads in Ledgeview and De Pere can provide an opportunity to connect to the State Trail. Coordination with De Pere and area property owners will be paramount.
- Scray Hill Road. This roadway connects to Scray Hill Community Park and is a lower volume alternative to travelling along Dickinson Road.
- Swan Road. This important corridor connects three schools—De Pere High, De Pere Middle, and Heritage Elementary—through a number of existing neighborhoods. This corridor will grow in importance as it will ultimately connect with the Southern Bridge arterial (Rockland Road/CTH GV extension).
- Winding Waters Road. The roadway provides a direct connection from Ledgeview Community Park to Ledgeview Road. This road is heavily used by neighborhood residents. Ultimately this roadway provides the most convenient connection to Swan Road and De Pere MS and Heritage ES.

County Roads

- Dickinson Road (CTH G). Dickinson, to the East of CTH GV, is the most significant east-west roadway in Ledgeview, providing connection to the heart of the community, and ultimately to De Pere. Important civic and shopping destinations are located on this road. Traffic volumes and travel speeds on this county road make non-motorized travel somewhat unsafe. Access to the Town's existing park lands is not possible without using Dickinson. As such, the appropriate bicycle and pedestrian improvements are a high priority, especially east of CTH GV on CTH G.
- Heritage Road (CTH X). This east-west road in the southern part of Ledgeview is currently in regular use by serious cyclists—those training for long rides or competitions—due to its topography. The desired future development of cycle loops will undoubtedly include this county road. Of particular concern at this time is the volume of truck traffic on this road needing access to the nearby quarries. Raising the awareness for drivers of cyclists on the corridor to improve safety is important.
- Lime Kiln Road (CTH V). Lime Kiln Road is a moderately traveled roadway that serves a similar role as Bower Creek Road. Currently Lime Kiln is an important route for cyclists on long rides. Over time, this corridor will be an important connection to CTH MM and Dollar Road.
- Dutchman Road and Elmview Road (CTH MM). The importance of the CTH MM corridor is extremely high as it is provides a connection from the north side of Interstate 43 to Dickinson Road and Lime Kiln Road. Fonferek Glen County Park is also centrally located on CTH MM. Furthermore, in order to provide access across Interstate 43, this Plan recommends the construction of pedestrian facilities on/near the CTH MM bridge. This pedestrian/bicycle crossing is not considered a recreation facility but rather a transportation improvement for purposes of the Plan and capital improvements.

The Fox-Wisconsin Heritage Parkway

The Fox-Wisconsin Heritage Parkway is a non-profit organization that works with communities along the Fox and Lower Wisconsin rivers while promoting vibrant and connected riverfront towns and villages. The Parkway organization serves 45 river-based communities in 15 counties throughout Wisconsin. The Parkway region follows the Lower Wisconsin, Upper Fox and Lower Fox rivers, 280 miles across the State of Wisconsin from the Mississippi to the Portage to the bay of Green Bay. The organization promotes the history, improving access and preserving the future of the Fox and Wisconsin rivers through the development of access and launches, heritage tourism events, and land acquisition. http://www.heritageparkway.org/. The Town will strive to partner with the FHRP to enhance knowledge and connectivity to the Fox River.

Figure 34: Image: www.heritageparkway.org

DEVELOPMENT OF UNIQUE RECREATIONAL FACILITIES

Dog Parks

A Dog Park is an area for people to exercise their dog or dogs "off-leash." These parks can be as small as about an acre to multiple acres in size. With increasing housing density and the reduction of yard size, residents have identified the need for space to exercising their pets' off-leash. The Town of Ledgeview does not have a dog park, and this plan recommends exploring the development of such a facility within the community as suggested several times in the survey. A potential location could be the lands identified as park N5 along Lime Kiln Road. Regardless of the location, this Plan recommends that a Friends-group spearhead the development of the facility. Coincidentally, the Village of Bellevue is currently partnering with a local non-profit organization to develop a year-round facility in a portion of Vanden Heuvel Park located on the south side of STH 172 and west side of CTH XX. The dog park area encompasses about 6.5 acres.

Figure 35: Dog park enclosure in Beloit, Wisconsin. Image: City of Beloit Parks Department.

Splash Pad and Spray Fountains within Parks

Splash pads within parks are becoming popular alternatives to community swimming pools because they are far less expensive to build and maintain, and because they are safer and do not require constant lifeguard supervision (there is no standing water at a splash pad). Splash pads also function as interesting features of community civic spaces.

Figure 36: Splash pads in community parks typically feature rain showers and cascading water features for older children. Image: Mead & Hunt, Inc.

It is recommended that the Town explore opportunities to develop a splash pad in a current community park and the planned community park located in the eastern growth area. A splash park would serve as a unique park feature and enhance the park's capacity to function as a destination for active recreation.

Kids have another way to cool off during the hot summer months with a spray park. A spray park features both a wet and a dry play area. The wet play area will have misting and low spray water features for toddlers and preschoolers. The wet play area is fenced and unlocked daily in the summer months by a park attendant.

The dry play area features traditional play structures and swings. The dry play area is open to the public year round.

Figure 37: A skate park is ideal for growing communities with a large pre-teen and teenage population. Image: Mead & Hunt, Inc.

Skate Park

A skate park to accommodate skateboarding to increase recreational opportunities for older children and teenagers should be explored by the Town. It is also recommended that the Town actively seek the assistance and involvement of local skateboarders in planning for and executing the development of the skate park. Not only will this ensure local support for the project and improve the likelihood that the project will succeed, but it will also lead to the development of the type of skating facilities that are most desired and needed by those who will utilize the park most frequently. Building the skate park facility adjacent to a regularly traveled roadway or public facilitate would ensure that the park will be highly visible to the public and well-monitored. This will provide a safe environment for skateboarders of different ages.

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 38: "Tyrannosaurus (Wrecks) Rex" 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 (such as fish shaped bike

racks!). These artworks may be funded by private institutions, government entities, community initiatives or private corporations.

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. The Beautification Committee is an ideal champion for this type of initiative.

Signage

Efforts have been made in the past to implement coordinated signage at all parks and this initiative has had relative success. All existing signs should be reassessed for replacement due to vandalism or wear. If the majority of existing signs need to be replaced, the Town should explore the opportunity to redesign all aspects of park signage to maintain a coordinated family of signs (entry, directional, interpretive). The Town should also explore the potential for including interpretive signage along trails and at sites to describe the types of wildlife, vegetation, water features and historic significance that exist.

Additionally, clear and understandable signage help to enhance the feeling of user safety because it allows people to orient themselves and feel more comfortable when they know where they are and how to get to where they want to go.

The Beautification Committee has been evaluating new entry signage at the gateways of the community. These signs function as a "welcome" to residents and visitors alike. Because gateways inherently serve to better define a community—both in terms of a community's physical limits and its identity—the residents should experience an increased sense of livability and place as the elements of the gateways are built out. Such place-making embodies the movement to create more livable communities, identifiable character, and a higher quality of life.

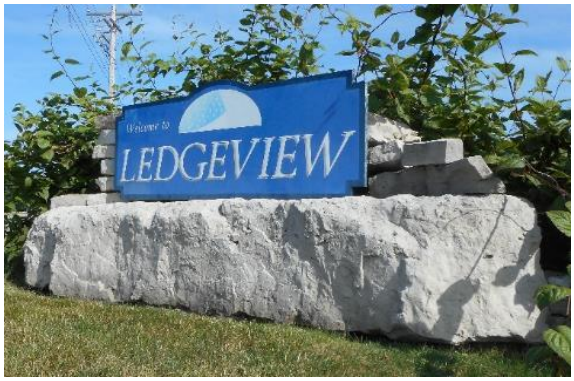

Figure 39: Current entry signage for Ledgeview, WI. Image: Mead & Hunt, Inc.

This branding of Ledgeview has extended to the individual parks to identify the pride of community members, and a promise made to visitors for what to expect when they arrive. In its simplest terms, the brand distinguishes a community in the marketplace. To do so effectively, the brand must be apparent in every facet of the community, including its park entries, scenic views, natural areas, site design, and even building architecture.

Community Gardens

Community Gardens are usually located on land that is divided into separate plots for individuals and families to use. This land can be rented, owned, or borrowed by the gardeners who typically prepare, plant, maintain and harvest their plots. Gardeners generally consume their produce with family, friends and neighbors as opposed to selling it. It is common for gardeners to share tools, water, compost, seeds and plants.

Figure 40: Community gardens provide unique open space opportunities within the community. Image: www.learn.eartheasy.com

Community gardens can be started at any suitable location, but the most common places are vacant or underutilized neighborhood lots, religious institutions, or community properties (parks, town halls, etc.). The site should be visible, safe, accessible to garden participants, and have the support of neighbors. The number of plots available varies depending on the size of the garden and current demand. Raised beds should be no more than 4-feet wide so that there is access to plants on both sides, and between 8- and 12-feet long. In-ground plots should be between 10x10 and up to 20x20 feet square. Pathways 3- to 4-feet wide should be provided between plots so that wheelbarrows can move freely. It is highly recommend that certain amenities be provided to help with the success of the garden, including: one hose for every four plots, perimeter fencing, a toolshed with supplies, a bench or picnic table, a communal composting area, and signage marking the name of the garden.

The success of community gardens—and acceptance within the community—depends on its champions. A team of dedicated people is necessary to get things done. This team may be drawn from an existing organization or it may be effective to create a new one for management of the garden program. Solicit support from neighborhood associations, master gardeners, etc. Generally, anyone who enjoys gardening knows the myriad benefits, blessings, and hard work involved in a garden project and generally is passionate about sharing their knowledge and time on like ventures.

The garden association should define the garden's objectives with clear intent. These may include food production, community building or service-learning, plant science or environmental education, therapy or recreation, or any other key goal. The garden association manages the day-to-day activities, establishment of garden rules and garden budget, participant enrollment, obtaining liability insurance, and resolving conflicts and challenges. The association should never underestimate the importance of keeping the community

informed about the garden mission and activities. Regular communication about the benefits of community gardening should be made through newsletters and community events.

The Town should explore opportunities for community gardens at Fireman's Park, Scray Hill Park, and possibly Olde School Square. The Town should encourage the development of a garden association or friends group to begin the development of a public garden.

Ice Skating Rink

Community ice rinks provide a much needed outlet for winter activities. The land used for the site should be carefully studied for its feasibility. Important factors include: traffic flows/accessibility and impact on the area, soil conditions and water table, and the availability of utility services. Ground water table and frost susceptible soils under an ice rink can create problems with water seeping away if not addressed. It is worth noting that rinks that use quality materials from the onset will out-perform and greatly extend the replacement time of the facility.

Slow moving streams and ponds make the most ideal skating areas. If this is not an option, rinks may be created by either flooding or spraying. Flooding has been successful on large areas such as ball fields and on any general playing areas that have a concave surface. The ideal size for a municipal ice skating rink is 85x185 feet; however, recreational rinks can work in any size or shape. Features that are desirable for a skating rink are: night lighting; warming shed or a shelter house; runways (so skaters can reach the ice without walking over concrete or earth surfaces), ample parking, and a pleasant setting. Volunteers and an ice rink committee are highly recommended for managing day-to-day activities and enforcing the rules.

Figure 41: Providing public winter recreations opportunities is extremely important for encourage a healthy and active lifestyle in cold-weather climates. Image: Mead & Hunt, Inc.

The Town should explore opportunities for an ice skating rink at Fireman's Park, Scray Hill Park, and potentially Olde School Square.

Mountain Biking Trails

Mountain biking is a form of cycling that occurs on off-road or unpaved surfaces. The sport traces its origins to the 1970s when stronger new bikes began to rise in popularity. Mountain biking became an Olympic sport in 1996, when it debuted during the Atlanta Games. Today, mountain biking is extremely popular, with an

estimated 40 million participants annually. Nearby courses/trails include: the Preserve in De Pere, the Baird Creek Trail in Green Bay, and the Mountain Bay Trail State Trail in Howard.

Figure 42: Mountain bike parks can activate an otherwise dormant area of the Town. Image: forums.mtbr.com

Mountain bike trails are generally designed as narrow, single track trails that follow similar standards to backcountry hiking trails. Trails should be around 6 feet wide, with an 8 foot height clearance. Trails should limit environmental impacts, keep maintenance requirements to a minimum, and avoid user conflicts. When designing the trail it is important to prevent erosion and to build on the contour of a hill with frequent grade changes. At no point should the trail have a grade greater than 15-percent, while also avoiding flat land as much as possible. Some year-round maintenance is required, which includes keeping the trail clear of leaves and growing tree limbs.

The former landfill site—currently owned by Brown Co—located on CTH X is a potential location for mountain biking facilities. The site totals 130 acres, includes considerable undulation, and wooded area. There is even an existing parking lot for users. Crystal Ridge is a former landfill site in southeastern Wisconsin that has been made available to the public for mountain biking in the warmer months, and downhill skiers in the winter. The North East Wisconsin Trails Association, a local chapter of the International Mountain Biking Association, are wonderful assets to consult regarding trail development and maintenance.

Mountain biking trail development, in conjunction with formal on-road routes recommended in this Plan and the Comprehensive Plan, are ideal opportunities for Ledgeview to define itself as a premier destination for bicyclists. This Plan recommends that the Town coordinate with Brown County regarding the future of the site on CTH X for the development of recreational trails and related facilities.

Disc Golf Course

Disc golf, or Frisbee golf, is very similar to traditional golf, however, instead of a ball and clubs, players use a flying disc. Much like traditional golf, the goal is to complete each hole with the fewest strokes. The hole can be any type of target but is most commonly an elevated metal basket. The sport was formalized in the early 1970s, and has become extremely popular over the last decade. This explosion has led to creation of many new disc golf courses, especially in the Great Lakes region. In 2014, there were 3,684 courses around the country, a dramatic increase from 873 courses in 2000. Nearby disc golf courses include: Pinecrest Disc Golf Course and

Pamperin Park in Howard; Perkins Park, UW – Green Bay, and Triangle Sports Area in Green Bay; Dier Straits in Allouez; and Legion Park in De Pere.

Courses can be 9 or 18 holes depending on the available space and the desire of the community. A 9-hole course will need at least 5 acres to complete. An average 18-hole course will require 21 to 26 acres to build, and a championship quality 18-hole course will take up to 40 acres. An ideal course will have a mixture of holes that go entirely or partially through the woods, and have holes that are mostly in the open. Fairways will need to be between 15 and 40 feet wide. A few larger trees may need to be removed to create an open flight path. Varied terrain is considered advantageous and a mixture of trees, shrubs, hills and creeks adds to the quality of the course.

Figure 43: Frisbee golf course at Heistrand Park in Madison, WI. Image: City of Madison Parks Department.

Disc golf courses are considered low maintenance and generally do not involve maintenance outside of routine park work such as trash removal and grass cutting. Courses have been installed on old landfills or in 100-year flood plains. The holes created for the poles can be anchored in above ground concrete to avoid digging in sensitive areas. A new 18-hole course and can be built for $15,000 - $20,000.

This Plan recommends exploring the development of a disc golf course within the Town. Potential site include the Ridges at Dollar Creek open space and the Meadow Ridge open space areas previously dedicated to the public.

Snowmobiling and Cross-Country Skiing Trails

The Brown Count Snowmobile Association—a group of nine organized clubs that includes the Ledgeview Riders SC—maintain, groom, and sign trails throughout the County. For decades local club member volunteers and county staff have proudly maintained a trail system. Key Ledgeview destinations include the Shell gas station at CTH G and CTH GV for trailer parking, the businesses at CTH MM and CTH V (Kolbs Corners), and the businesses at CTH MM and US 141. Map 4 highlights the trail locations.

Riding snowmobiles is a favorite outdoor recreation activity for thousands around the state, especially for ages 30 to 59. Wisconsin is the nation's leader in snowmobiling–according to the WI Department of Tourism—with

over 25,000 miles of trails and generating over $1 billion of economic impact to the state. This includes lodging, restaurants, taverns, and area business support.

This Plan recommends that the Town continue to support the role and mission of the Ledgeview Riders SC, and the economic development impact snowmobile riders provide through their patronage of Ledgeview businesses.

Similarly, Nordic (cross country) skiing is a popular winter activity for all ages. Recent state studies have shown that the Nordic skiing in increasing in popularity due to its low equipment costs and convenient activity locations. Many public golf courses are making their lands available in the wintertime to skiers to generate off-season revenues. Brown County maintains groomed trails at the Barkhausen Waterfowl Preserve, the Reforestation Cap, Neshotah Park, and Brown County Golf Course.

This Plan recommends that the Town support opportunities for Nordic skiing, and evaluate the opportunity for trails at Ledgeview Golf Course.

RECOMMENDED IMPROVEMENTS TO EXISTING PARKS

In addition to the recommendations presented in previous sections of this chapter, which focus mainly on the acquisition of new parks and parkland in the Town, the following recommendations are intended for specific existing parks. Improvements are needed not only to serve current residents, but also to meet the recreation needs of projected new residents.

General Recommendations for Existing Facilities

- Continue to update the Town's parks based on changing needs in the community and to provide areas and facilities that support recreational activities for all ages and abilities, rather than facilities geared only toward team sports or certain age groups.
- Continue to improve ADA accessibility for park access and park improvements.
- Update the Town's land dedication and fees-in-lieu of dedication ordinances to reflect the recommendations in this Plan.
- Continued park impact fee for park and recreation facilities.
- Update user fees for community and special recreation facilities in the Town.
- Cultivate partnerships with local businesses to develop/sponsor site amenities.

- Support and facilitate efforts by local volunteer and non-profit "friends" groups that work to improve park, recreation, landscaping, and resource preservation.

Specific Recommendations for Existing Parks

Scray Hill Park

As noted in above, this Plan recommends that the Town continue to develop Scray Hill Park with community park improvements to serve existing and future residents. Planned improvements include:

- Concession facility and restrooms with covered picnic shelter
- Park maintenance facility (30' x 30')
- Construct additional soccer field
- Complete the multi-purpose field located adjacent to Scray Hill Road
- Drinking fountains
- Splash pad/water feature

Ledgeview Park

Owing to the popularity and intensive use of this park by both residents and visitors, many of the existing active use facilities in this park will need replacement and more intensive upkeep. Facilities in this category include the playground equipment, trails, a ball diamond, and restrooms. Additional parking is a primary need; however, there is not space on-site for such facilities. The lands across Dickinson Road are an opportunity to provide much needed, convenient off-street parking. The lands can also accommodate a picnic area and playground adjacent to the East River, and trails connecting to the East River Trail system. Planned improvements include:

- Additional off-street parking
- Park signage
- Picnic area
- Toddler playground equipment serving 2- 5 year olds
- Connecting trails

Fireman's Park (Town Hall Park)

Fireman's Park, typically referred to as Town Hall Park, are under-utilized grounds of Town Hall. The land is located near the geographic center of Ledgeview, and are predominantly used for over-flow parking during elections. The park/grounds are popular for fireworks viewing. The site does contain outdoor grills and picnic areas that have become overgrown from disuse and lack of caretaking. The Park & Recreation Committee recommends following for the grounds:

- Reclamation of grills and picnic areas for public use
- Develop unimproved trails/footpaths through the woodlands
- New signage
- Area for continued over-flow parking
- Basketball court

Half Crown Road/Three Penny Court Open Space

This unimproved open area provides an ideal opportunity for walking trails. The Park & Recreation Committee does not recommend the lands for active recreation (i.e. – ballfields), but does desire the ability for users to walk their dogs on-leash. Specific improvements to enhance the open space usability are:

- Signage
- Walking Trails
- Overlook for stream/falls viewing
- Benches
- Fencing

Figure 44: Small overlooks such as this are ideal resting and viewing areas along trails through environmentally sensitive areas. Image: Mead & Hunt, Inc.

Table 17, found on the following page, outlines the approximate 2015 costs associated with recommended improvements to existing parks. Over time, these improvement costs will likely increase as a result of the typical increase in the cost of materials and labor. Table 17 is intended to assist Town decision-makers in prioritizing future improvements needed with the annual Town budgeting process.

TABLE 17: COSTS OF IMPROVEMENTS TO EXISTING PARKS

Improvement	Qty	Units	Cost	Total
Scray Hill Park				
Concession facility and restrooms with covered picnic shelter	1	LS	$185,000	$185,000
Park maintenance facility (30' x 30')	900	SF	$75	$67,500
Construct additional soccer field	1	LS	20,000	$20,000
Complete the multi-purpose field located adjacent to Scray Hill Road	1	LS	$20,000	$20,000
Drinking fountains	2	EA	$2,000	$4,000
Splash pad/water feature	1	LS	$125,000	$125,000
SUBTOTAL				$421,500
Ledgeview Park				
Land for off-street parking	1	LS	$400,000	$400,000
Paved parking area	30	STALL	$2,000	$60,000
Park signage	1	LS	$10,000	$10,000
Picnic shelter	1	LS	$25,000	$25,000
Picnic tables	4	EA	$700	$2,800
Toddler playground equipment serving 2- 5 year olds	1	LS	$25,000	$25,000
Connecting trails	500	LF	$25	$12,500
SUBTOTAL				$535,300
Fireman's Park				
Site Reclamation	1	LS	$7,500	$7,500
Walking trails	500	LF	$18	$9,000
New signage	1	LS	$10,000	$10,000
Over-flow parking	30	STALL	$2,000	$60,000
Basketball court	1	LS	$15,000	$15,000
SUBTOTAL				$101,500
Half Crown Road Open Space				
Signage	1	LS	$10,000	$10,000
Walking Trails	500	LF	$18	$9,000
Overlook for stream/falls viewing	1	LS	$10,000	$10,000
Benches	3	EA	$500	$1,500
Fencing	100	LF	$100	$10,000
SUBTOTAL				$40,500
IMPROVEMENT TOTALS				$1,098,800

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CHAPTER 7

Plan Implementation

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IMPLEMENTATION

Implementation of this Plan will be phased in over time. Actual timing and availability of funds for acquisition of park land and improvements will be dictated by many factors including trends in the local housing market (particularly new housing starts), private landowner decisions to develop property for residential use, and availability of funding from various sources to the Town for recommended improvements.

The Town should consult this Plan, in conjunction with the Comprehensive Plan, as a standard part of its development review process to ensure that the Town obtains park land, location, and improvements—or fees in lieu of—appropriate to the specific needs of the development, neighborhood, and entire community. This Plan should also be consulted to ensure that street, pedestrian, and bicycle ways provide safe and convenient access between the Town's parks, neighborhoods, and other important destinations.

Following adoption of this Plan, the Town should update it subdivision and other municipal regulations to ensure park land dedication and fees-in-lieu of dedication requirements are imposed on all residential developments approved hereafter. Subdivision and other land use regulations should be reviewed to ensure that adequate technical standards are in place to ensure that parks and outdoor recreation facilities are appropriately located and improved. Subdivision and other ordinances should also ensure the adequate dedication and improvement of bicycle and pedestrian facilities as part of the standard transportation improvement requirements.

To ensure that the Town will obtain appropriate park land and improvements for residences in Planned Developments and other residential developments that do not involve the subdivision of land, the Town will ensure that it zoning regulations enable the Town to obtain appropriate park and open space improvements from these developments through such mechanisms as the conditional use permit and design review processes.

In order to ensure the timely use of funds within the State mandated statutory time limit (currently ten years from the date of collection), the Town should include a detailed park improvements plan to be incorporated into the Town's five year capital improvements program.

The Town should update this *CORP* every 5 years to ensure that it retains WDNR certification and eligibility for several state funding programs. Updating the plan at least once every five years also provides the Town with the opportunity to change the Plan in accordance with the evolving needs of the community.

The Town should coordinate with other units of government (State agencies, Brown County, De Pere and Bellevue, School Districts), non-profit organizations (e.g. Nature Conservancy, Izaak Walton League, Audubon Society, Rotary etc.), and private parties to implement the recommendations of this Plan. The Town should prioritize ways of integrating local and regional outdoor recreation facilities.

Potential funding sources through outside agencies and programs are provided in Appendix B. It should be noted that funding for these various programs and sources fluctuate with current federal, state, and local budgets.

IMPLEMENTATION RECOMMENDATIONS

Table 18 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 several different columns of information, described as follows:

Element. The list of recommended actions is divided into different categories generally based on different recommendation types of this Plan.

Implementation Programs and Recommendations. This 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 programs or as part of the annual budgeting process.

Implementation Timeframe. This 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, committee, 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, Bicycle & Pedestrian Working Group, or Town Staff – e.g. Administrator, Engineer, Planner, Code Enforcement Officer, or Public Works Operator.

TABLE 18: RECOMMENDED IMPLEMENTATION PROGRAMS AND ACTIONS

Category	Implementation Programs and Recommendations	Implementation Timeframe	Champion
Beautification	Define community entryways and gateways and highlight community character corridors	2016	Beautification Committee
Beautification	Develop a public Arts & Entertainment program	2016	Beautification Committee
Bike/Ped	Develop a Bicycle & Pedestrian Working Group.	2016	Zoning & Planning; Park & Rec
Bike/Ped	Install Bike Route street signage along: Bower Creek Road Dollar Road Euro Lane O'Keefe Road Scray Hill Road Swan Road Winding Waters Road	2016	Town Staff; Park & Rec; Bike/Ped WG
Bike/Ped	Pursue grant funding for sidewalk along Dickinson and Creamery Roads from Angels Path to Ledgeview Road	2016	Town Staff; Park & Rec
Bike/Ped	Pursue grant funding for the Ledgeview Road Connection from Creamery Road to Winding Waters	2016	Town Staff; Park & Rec
Bike/Ped	Revise the Zoning and Subdivision Codes to ensure developments provide direct access to bicycle and pedestrian facilities.	2016	Zoning & Planning; Park & Rec
Bike/Ped	Install Bike Route street signage along: Creamery Road Glenmore Road Ledgeview Road	2017	Town Staff; Park & Rec; Bike/Ped WG
Bike/Ped	Pursue grant funding for East River Trail Extension to Heritage Road (CTH X)	2017	Town Staff; Park & Rec
Bike/Ped	Develop residential guidelines that promote bicycle and pedestrian connectivity with future land development	2016 - 2017	Zoning & Planning
Bike/Ped	Develop a Pedestrian and Bicycle Master Plan for the Town to provide a balanced analysis for transportation facilities and barriers, and to guide transportation and land use decision-making.	2017 – 2018	Park & Rec; Zoning & Planning; Town Board
Bike/Ped	Develop formal bicycle "loops" to attract serious cyclist and identify Ledgeview as recreation & bicycling destination	2017 and forward	Town Staff; Town Board; Zoning & Planning; Park & Rec; Bike/Ped WG
Bike/Ped	Improve bicycle routes along County roads: CTH G (Dickinson Road), CTH GV (Monroe Road), CTH X (Heritage Road), CTH MM (Dutchman Road) CTH V (Lime Kiln Road), CTH PP (Broadway St), and CTH R (Main Street).	Annual	Town Board; Brown County
Bike/Ped	Ensure transportation infrastructure includes bicycle and pedestrians accommodations	Ongoing	Town Engineer
Bike/Ped	Review proposed plats and CSMs to ensure bike/ped infrastructure improvements and parkland dedication to meet growing need	Ongoing	Town Board; Zoning & Planning; Park & Rec
Forestry	Develop an urban forestry ordinance and management plan that would regulate the planting, removal, and management of trees on public and private lands in the Town, and make the Town eligible for state and federal urban forestry grant-in-aid programs.	2017	Town Staff; Park & Rec

Category	Implementation Programs and Recommendations	Implementation Timeframe	Champion
Forestry	Apply for and receive "Tree City USA" status for the Town.	2017	Town Staff; Park & Rec
Forestry	Develop a Town Street Tree Planting Policy and educate the community on proper tree planting practices for private properties.	2017	Town Staff; Park & Rec
Improve	Revisit the development of a revreations program, either independently or jointly with De Pere or Bellevue, which further enhances the community's diverse needs.	2016	Town Staff; Park & Rec
Improve	Conduct a community-wide audit of existing park equipment; continually monitor and maintain existing park equipment to ensure its longevity and safety. Identify and upgrade/replace park facilities that do not comply with the Americans with Disabilities Act (ADA) guidelines.	Annual	Town Staff; Park & Rec
Improve	Evaluate the implementation plan annually, and identify/update actions to reflect changing needs and actual accomplishments.	Ongoing	Town Staff; Park & Rec
Park	Develop a Friends Program for parks and trails	2016	Park & Rec
Park	Update the land division code to specify that future parks have multiple access points and visibility from the surrounding neighborhood and community. Generally require that 50% or more of park frontage is publicly accessible and visible, rather than lined by residential lots.	2016	Zoning & Planning; Town Board
Park	Add future park locations to the adopted Official Map	Annually	Zoning & Planning
Park	Develop and approve a site-specific master plan as soon as parkland is designated, dedicated, or acquired.	Ongoing	Town Staff; Park & Rec
Park	Maintain and develop a formal use/revenue/maintenance agreements among the Town, School Districts, and recreation associations to help operate and maintain public recreation facilities in the Town.	Ongoing	Park & Rec; Town Board
Parkland	Complete a viewshed analysis for the community to identify and prioritize key high points/panoramic views, fleeting views, and enclosed views.	2016 – 2017	Park & Rec; Zoning & Planning
Parkland	Evaluate a Purchase of Development Right's (PDR) program to acquire conservancy lands—specifically the Niagara Escarpment—where public access or preservation is a high priority.	2017 – 2018	Town Staff; Town Board; Zoning & Planning; Park & Rec
Parkland	Acquire recommended community parks (listed as C1-C2 on Map 6)	As Opportunity Arises	Town Board; Zoning & Planning; Park & Rec
Parkland	Acquire recommended neighborhood parks (listed as N1-N8 on Map 6)	As Opportunity Arises	Town Board; Zoning & Planning; Park & Rec
Parkland	Acquire environmentally sensitive areas (ESAs) for passive park use through fee simple, dedication, or easement. Develop public access points along roadways for ESA areas.	Ongoing	Town Board; Zoning & Planning; Park & Rec
Parkland	Assist Brown County with improving Fonferek's Glen by enhancing access to the park when development of adjacent properties occurs. Acquiring the land to the north of the park will preserve the creek corridor and unique geological features.	Ongoing	Town Board; Zoning & Planning; Park & Rec
Parkland	Designate locations for town owned parks when preparing Area Development Plans and Official Maps.	Ongoing	Zoning & Planning

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Appendices

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APPENDIX A: APPROVING RESOLUTIONS & ORDINANCES

Insert Park & Rec Board Resolution

Insert Zoning & Planning Commission Resolution

Insert Town Board Ordinance

APPENDIX B: POTENTIAL FUNDING PROGRAMS

Program	Purpose	Funding Details	Deadline	Notes	Administrative Agency	Contact
Wisconsin Stewardship Programs						
Aids for the Acquisition and Development of Local Parks (ADLP)	To acquire or develop public, nature-based outdoor recreation areas and facilities	$4 million avail. per yr. 50% local match per proj.	May 1	▪ A comprehensive outdoor recreation plan in required ▪ Priority for land acquisition ▪ Projects must comply with ADA	WDNR	Tom Blotz, Southeast District 414-263-8610
Urban Greenspace Program (UGS)	To acquire land to provide natural space within or near urban areas, or to protect scenic or ecological features	$1.6 millions avail. per yr. 50% local match per proj.	May 1	▪ A comprehensive outdoor recreation plan in required ▪ Projects must comply with ADA	WDNR	Tom Blotz, Southeast District 414-263-8610
Acquisition of Development Rights	To acquire development rights for nature-based outdoor recreation areas and facilities	$1.6 millions avail. per yr. 50% local match per proj.	May 1	▪ Funds available to acquire development rights in areas where restrictions on residential, industrial, or commercial developments are in place. ▪ May include enhancements of outdoor recreation.	WDNR	Tom Blotz, Southeast District 414-263-8610
Urban Rivers Grant Program (URGP)	To acquire lands, or rights in lands, adjacent to urban rivers for the purpose of preserving or restoring them for economic revitalization or nature-based	$800,000 avail. per yr. 50% local match per proj.	May 1	▪ A comprehensive outdoor recreation plan in required ▪ Projects must comply with ADA	WDNR	Tom Blotz, Southeast District 414-263-8610

Program	Purpose	Funding Details	Deadline	Notes	Administrative Agency	Contact
	outdoor recreation activities					
Federal Programs						
Land and Water Conservation Fund (LAWCON)	To acquire or develop public outdoor recreation areas and facilities	50% local match per project	May 1	A comprehensive outdoor recreation plan in required	WDNR with TEA-21 Funds	Tom Blotz, Southeast District 414-263-8610
Recreational Trails Act	To provide funds for maintenance, development, rehabilitation, and acquisition of land for motorized, non-motorized, and diversified trails	50% local match per project	May 1	▪ Funds may only be used on trails which have been identified in, or which further a specific goal of a local, county, or state trail plan. ▪ Funds may be used on trails that are referenced in a statewide comprehensive outdoor recreation plan	WDNR with TEA-21 Funds	Tom Blotz, Southeast District 414-263-8610
Statewide Multi-Modal Improvement Program (SMIP)						
Transportation Enhancements Program	Providing facilities for pedestrians and bicyclists. This program provides funding for rehabilitating and operating historic transportation buildings and structures, restoring railway depots, as well as streetscaping "Main Streets" and	▪ Funded through TEA-21 ▪ 20% required match	February	▪ Not a grant program. 80% of funds are reimbursed if all federal guidelines are met ▪ Project must relate to surface transportation ▪ Construction projects must be over $100,000 ▪ Non-construction projects must be over $25,000	WisDOT	Mary Frigge, District 262-548-8763

Program	Purpose	Funding Details	Deadline	Notes	Administrative Agency	Contact
	landscaping near transportation facilities					
Surface Discretionary Grant Program (STP-D)	Provides flexible funds, which can be spent on a wide variety of projects, including roadway projects through the Federal-aid highway system, bridges, transit facilities, and bicycle and pedestrian facilities.	▪ Funded through TEA-21 ▪ 20% required match	February	▪ Any project that fosters alternatives to single-occupancy vehicle trips ▪ Facilities for pedestrians and bicyclists ▪ System-wide bicycle planning ▪ Construction projects must be over $100,000 ▪ Non-construction projects must be over $25,000	WisDOT	Mary Frigge, District 262-548-8763
Federal Transit Administration Grants						
Section 5309 (old Section 3 discretionary funds)	Transit capital projects; includes intermodal facilities such as bicycle racks on buses and bicycle parking at transit stations; most funds are to be directed toward transit itself.	20% local match per project	Early Spring	▪ Funding for this program is allocated on a discretionary basis ▪ Congress/ ▪ Administration can pick the projects; however, the authorization bill contains a list of specific criteria	WisDOT Bureau of Transit	Ron Morse 608-266-1650
Congestion Mitigation and Air Quality (CMAQ) Improvement Program	Funds projects that will reduce vehicle trips and miles; reduce emissions due to traffic congestion, or reduce the per mile rate of vehicle emissions	▪ Funded through TEA-21 ▪ 20% local match	In April of odd numbered years	▪ Only available to Milwaukee, Kenosha, Racine, Ozaukee, Waukesha, Washington, Sheboygan, Kewaunee, Manitowoc, Walworth, and Door Counties	USDOT	Mary Frigge, District 262-548-8763

Program	Purpose	Funding Details	Deadline	Notes	Administrative Agency	Contact
Section 402-Highway Safety Funds						
Community Programs Empowerment Program Enforcement Program	For bicycle and pedestrian safety education and training projects, including helmet promotion and purchases, sponsorship of rodeos, classes, and development of brochures	20% local match per project	October – December	▪ Engineering and maintenance work not eligible for funding	WisDOT Bureau of Transportation Safety	Thomas Loeffler Southeast District 414-266-1097
Highway Safety Program (Section 403)	Available for bicycle/pedestrian education. May also be used to develop safety classes for bicycle/pedestrian offenders	20%-50% local match per project	February	▪ For communities that can document bicycle crashes related to motor vehicle violations ▪ Funds new enforcement programs up to $1000	WisDOT Bureau of Transportation Safety	Thomas Loeffler Southeast District 414-266-1097
Research Projects	Funds the research needed to substantiate unique local needs for additional safety funding	20% local match per project	February	▪ A study of transit needs on public lands to assess the feasibility of alternative transportation modes (Section 3039)	WisDOT Bureau of Transportation Safety	Thomas Loeffler Southeast District 414-266-1097
Other Programs						
Wisconsin Main Street Community Program	Comprehensive downtown revitalization program, which includes streetscape improvements		No Date	▪ General downtown program ▪ May benefit trail enhancements through streetscaping	National Main Street Center	Wisconsin Dept. of Commerce, Bureau of Downtown Development 608-266-7531

Program	Purpose	Funding Details	Deadline	Notes	Administrative Agency	Contact
Surface Transportation-Environment Cooperative Research Program	Evaluate transportation control measures. Improve understanding of transportation demand factors. Develop performance indicators that will facilitate the analysis of transportation alternatives	20% local match per project		▪ $ available for the development of national bicycle safety education curriculum ▪ $ available for grants to a national not-for-profit organization engages in promoting bicycle and pedestrian safety ▪ $ available for a study of the safety issues attendant to the transportation of school children to and from school and school-related activities by various transportation modes	FHWA	U.S. Dept. of Transportation 202-366-4000
Urban Forestry Grants	Assistance for tree maintenance, planting, and public awareness	$1,000 to $25,000 grants awarded with a 50% local match	October 1	▪ Funding is prioritized for communities needing to develop an urban forestry plan, needing worker training, and needing to conduct a street tree inventory	WDNR Urban Forestry	Tracey Teodecki 608-267-3775
Home Depot Community Improvement (Environmental) Grants	Assistance for forestry and ecology projects, clean-up beautification projects, recycling programs				Home Depot Community Affairs	Local Home Depot Store Manager