

CHAPTER 2

Land Use

Existing Land Use

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

The key to a sustainable community is to provide a mixture of land uses which benefit the economic, cultural, and environmental base of the community. Specific actions, such as mixing appropriate land uses to create a viable transportation network for bicycling, transit, and pedestrians and encouraging development which enhances the social and environmental setting in which it is located is critical to developing a truly sustainable community. The land use inventory and analysis will provide the background data upon which future actions can be based.

The City of De Pere, with assistance from the Brown County Planning Commission, updated the 2003 land use inventory during the summer of 2009. Figure 2-1 compares the 2003 and 2009 land use composition of the City, and Figure 2-2 shows the location of the 2009 land uses within the City.

Residential Land Uses

Of the developed land uses, residential land use is the dominant category. In 2009, the City of De Pere had 2,454 acres devoted to residential land use, which accounts for 31.1 percent of the City. This trend has increased steadily over the last few decades. The presence of developable land, availability of public services, and the City's location within the Green Bay Metropolitan Area and close proximity to the Appleton-Oshkosh Metropolitan Area just to the south on USH 41 have helped contribute to this trend.

In terms of location, the heaviest concentration of residential land use is north of Scheuring Road on the City's west side and north of O'Keefe Road on the City's east side. New residential development has been focused in four primary areas of the City. On the west side of the Fox River, the Lawrence Drive area south and west of the De Pere Business Park and the area to the immediate west of Lost Dauphin Road have seen extensive areas of new growth. On the east side of the Fox River, the Old Plank Road area and areas on the far east side near East River Drive have seen significant development. Since 2003, east side residential growth has been most prominent south of Rockland Road in the vicinity of Altmayer Elementary School.

The older residential parts of the City near the downtown have a healthy mixture of single-family, two-family, and multifamily structures. As the City grew, the residential uses tended to become more separated into their own distinct areas, creating large tracts

Figure 2-1: City of De Pere 2003 and 2009 Land Use Acreage Comparison

Land Use	2003 Total Acres	2009 Total Acres ¹	2009 Percentage
Single-Family	1,868	2,031	25.75%
Two-Family	163	202	2.56%
Multifamily	177	221	2.80%
Total Residential	2,208	2,454	31.11%
Total Commercial	323	475	6.02%
Total Industrial	856	985	12.49%
Transportation	1,191	1,264	16.02%
Communication/Utilities	50	88	1.12%
Administrative/Governmental Facilities	21	19 ²	0.24%
Educational Facilities	136	188	2.38%
Religious and Related Facilities	73	159 ³	2.02%
Other Institutional Facilities	58	N/A ⁴	N/A
Total Institutional/Governmental	288	366	4.64%
Total Outdoor Recreation	417	420	5.33%
Open Space	985	N/A ⁵	N/A
Agricultural Related	121	917	11.63%
Total Agricultural	1,106	917	11.63%
Rivers and Streams	475	484	6.14%
Woodlands	289	251	3.18%
Other Natural Areas	211	183	2.32%
Total Natural Areas	975	918	11.64%
GRAND TOTAL	7,415	7,887	100.00%

Source: City of De Pere and Brown County Planning Commission, 2003 and 2009.

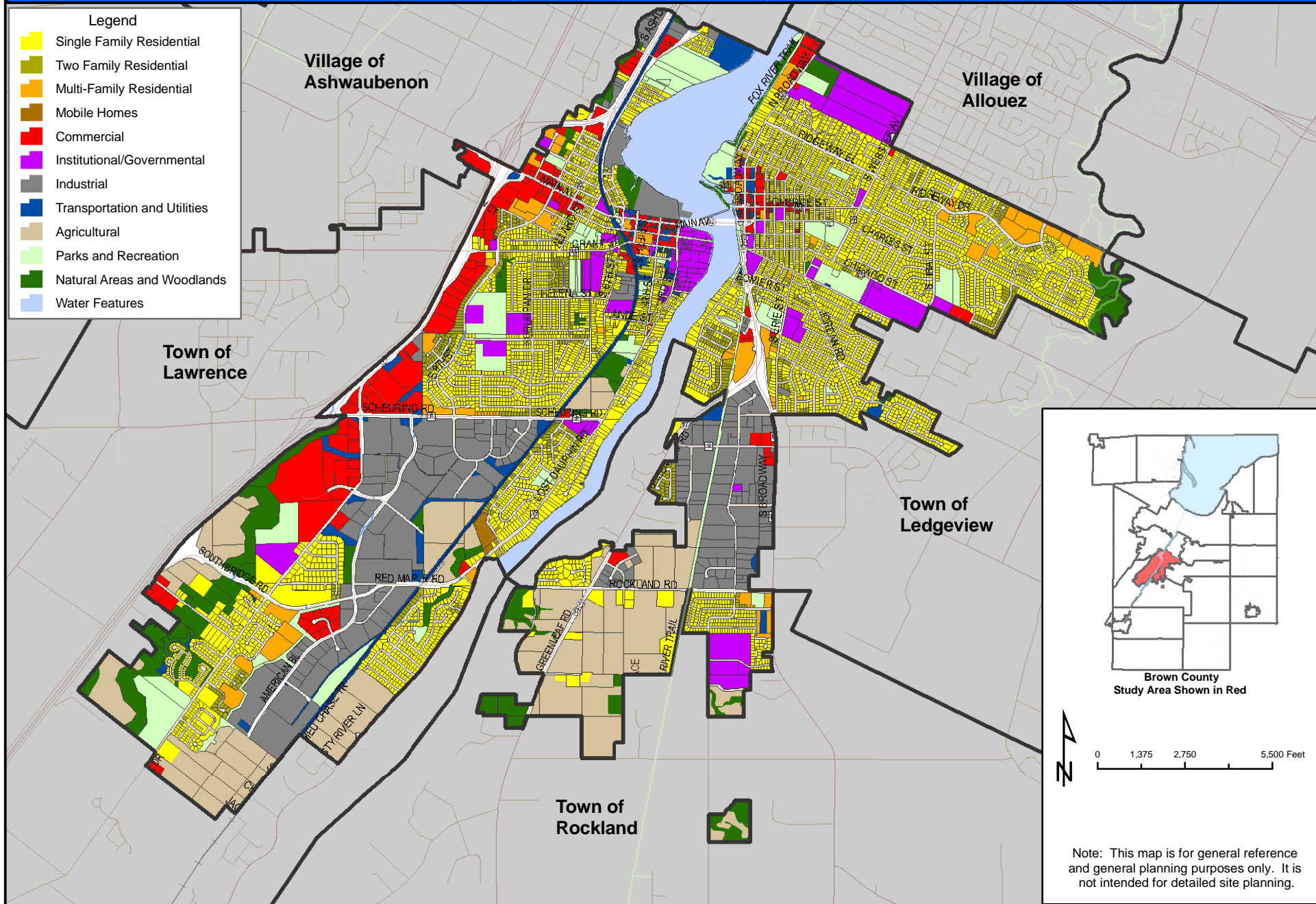
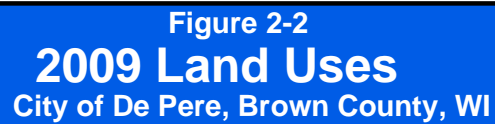
¹ Includes platted, but not developed lands.

² Decrease due to 2009 inventory reclassification of Rennes Health Care complex from institutional to multi-family

³ Significant increase due to 2009 inventory reclassification of St. Norbert Abbey property from agricultural to religious and related facilities.

⁴ Classification not used in 2009 inventory; previously used for large areas of vacant lands, which are now platted industrial lands.

⁵ Classification not used in 2009 inventory.



of only one housing type. Examples of the separation of housing types is noticeable on the north side of Scheuring Road with the majority of the block made up of uninterrupted multifamily buildings and duplex units. There is also a large concentration of apartment complexes on Pershing Road on the east side. Although the trend in the City since World War II has been toward separating residential housing types, areas on the far east side of De Pere (River Park Planned Development District) have developed with a mix of apartments, condominiums, and single-family residences in proximity of the East River, which has provided some variability in the City's housing. The City has also experienced successful redevelopment efforts with multifamily residential development within the downtown.

Commercial Land Uses

Commercial land uses occupied 475 acres in 2009, or 6.0 percent of the City. The major concentration of commercial land use exists in both the east and west sides of the downtown area. De Pere has been successful in blending new redevelopment activity in the downtown area with the preservation of existing older historical structures. The traditional downtown development varies from small service and sales enterprises to a larger Shopko department store.

Recently, new commercial uses have been developing out of the downtown on the west side along corridors, such as Main Avenue, and in the Scheuring Road/USH 41 interchange area. This commercial development tends to be more auto-oriented with large parking lots either in front of or surrounding the commercial uses.

There are several other scattered commercial use areas in the City.

Industrial Land Uses

Industrial land uses occupied 985 acres in 2009, or 12.4 percent of the City, and are confined primarily to the East De Pere Industrial Park in the southeastern area of the City, the West De Pere Business Park on the west side of De Pere, and the Thilmany Paper Mill on the west shores of the Fox River in downtown De Pere. Industrial uses are primarily manufacturing, processing, or wholesaling.

Institutional Land Uses

Educational facilities and religious/related facilities are the largest subcategories of the City's institutional uses. De Pere is home to St. Norbert College on the west shores of the Fox River and seven public schools. Within the City, the West De Pere School District includes a high school, middle school, and elementary school, and the Unified School District of De Pere serving De Pere's east side includes a high school, intermediate school, and two elementary schools. Additional institutional uses are scattered throughout the community, including St. Norbert Abbey, Notre Dame of De Pere parochial school on South Huron Street, Syble Hopp School, and Our Lady of Lourdes parochial school west of Suburban Drive.

De Pere also has a mixture of other institutional uses, including two fire stations, city hall, public works garage, post office, library, and churches. The institutional land use total of 366 acres represented 4.6 percent of the City in 2009.

Outdoor Recreation Uses

The 2009 land use inventory indicates De Pere contained 420 acres of outdoor recreation uses in 2009, which comprised 5.3 percent of the City. This figure includes the Brown County Fairgrounds, school-affiliated athletic fields and playgrounds, Fox River Trail, and various city parks. Parks and other outdoor recreational uses are discussed in detail in the Community Facilities Chapter of the plan.

Agricultural Land Uses

As of the summer of 2009, the City had 917 acres of agricultural land (11.6 percent of the City) within its current boundaries. Although a number of agricultural property owners have petitioned the City for annexation since 2003, the amount of agricultural lands within the City has continued to decrease due to development. This is particularly noticeable in the southeastern part of the City where formerly agricultural lands now contain Altmayer Elementary School and the residential subdivisions of Trailside Estates and Trailside South. It can be reasonably expected agricultural land uses will continue to diminish in total acreage on the east and west sides as these areas are converted to other uses. One exception to this is the agricultural land associated with the Norbertine Order property between Webster Avenue and North Broadway.

Natural Areas

Almost all of the natural areas in the City are associated with the Fox River, Ashwaubenon Creek, or the East River, and they account for 918 acres, or 11.6 percent of the City. The Fox River is actually considered the single largest natural area in the City,



while the area along Ashwaubenon Creek is the largest land-based natural area in the City. The Ashwaubenon Creek Parkway consists of its ravine and associated floodplain, which runs from the southwestern City boundary northwest through the De Pere Business Park into the Town of Lawrence.

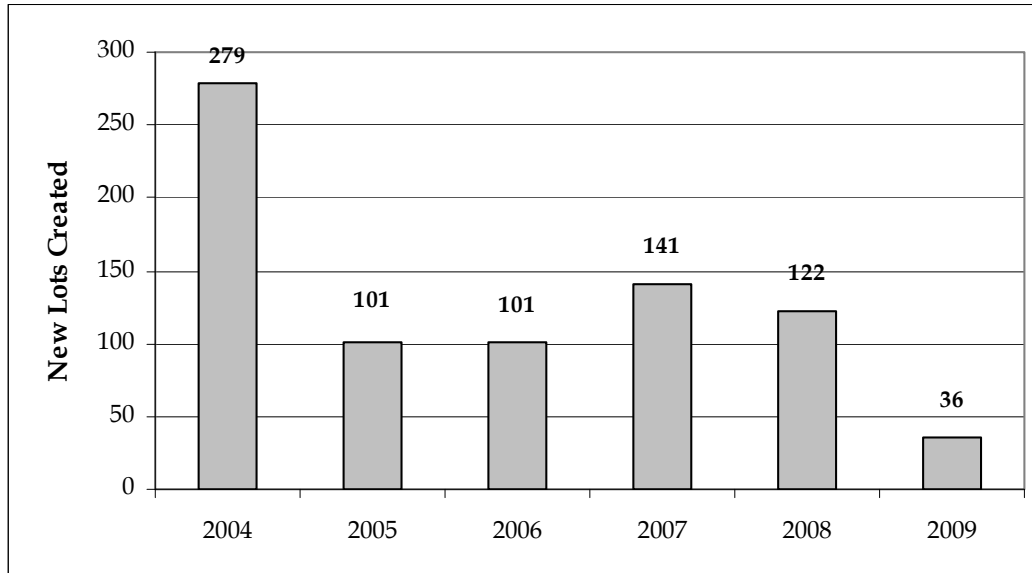
Although much of the Fox River shoreline is developed with commercial, industrial, residential and institutional uses, there are some areas where redevelopment of brownfields into parks and the conversion of former railways to trails have provided public access to the waterfront. This is largely the case along the eastern shoreline and also on the western shoreline at the Brown County Fairgrounds.

Land Use Trend Analysis

Supply and Demand

In order to identify the current supply and demand of vacant residential land in the City, an analysis of the land subdivision records from the Brown County Planning Commission was completed. Figure 2-3 identifies the annual number of new parcels created in the City of De Pere between 2004 and 2009. Corresponding with the contraction in the housing market, the number of new parcels created decreased significantly from 279 in 2004 to 36 in 2009. As the economy and construction increases, the available supply of vacant parcels will begin to decrease. Therefore it can be expected that there will be a need for additional new parcels of land for development as the economy continues to improve.

Figure 2-3: Number of New Parcels Created, 2004-2009



Source: Brown County Property Listing, 2004-2009.

Opportunities for Redevelopment

The City of De Pere has done a remarkable job of maintaining a quality downtown by mixing the restoration of historical structures with redevelopment opportunities that are sensitive to their surroundings. The City of De Pere has even been successful in supporting a viable Shopko department store in its downtown. Recently, however, several of the businesses which were downtown or could have located downtown have instead opted to locate on the fringes of the City where land is more inexpensive and where they can have large parking lots. Although this fringe development has been a recent trend, the City is fortunate in that it still has an identifiable downtown area. The City has been very successful in recognizing the importance of an attractive and vibrant downtown, and it has done an excellent job of promoting this aspect of the community.

De Pere has demonstrated great pride in its downtown and has set a great example for other communities to follow in how to succeed in developing a strong downtown.

Communities which invest in their downtowns through infrastructure improvements, streetscaping amenities, and the promotion of a pedestrian-friendly downtown are the ones which see existing businesses reinvest and new businesses added. In order to fund downtown improvements, the City utilized tax increment financing (TIF) districts. The City has also worked with downtown business owners through the City of De Pere Revolving Loan Fund program to encourage business investment downtown. In addition, De Pere is one of the longest running and successful “Main Street” communities in the State of Wisconsin; first established in 1990. Through its Main Street program, De Pere has continually demonstrated how public investments in streetscaping, street furniture, traffic calming, and proactively working with businesses and non-profits such as the De Pere Area Chamber of Commerce can produce long-term benefits in sustaining a downtown.



City of De Pere Streetscaping Project, 2001



City of De Pere Streetscaping Project, 2001

Furthermore, the City of De Pere is currently undergoing a new downtown design planning process to further refine future redevelopment opportunities as well as potential design and infrastructure improvements. The recommendations in the downtown plan should be implemented in order to continue the progress toward a more sustainable, walkable, livable, and varied downtown.

Opportunities for housing redevelopment and rehabilitation are further discussed in the section of this chapter titled Existing Neighborhoods: Infill Development, Redevelopment, and Rehabilitation.

Existing and Potential Land Use Conflicts

One major land use conflict the City of De Pere has experienced has been in attempting to blend large multifamily housing development into a neighborhood environment. This problem was addressed in the *Southwest De Pere Development Plan* which was completed in May of 2003. It was determined a disproportionate number of multifamily structures are being concentrated in specific areas of the City. The study suggests the City should

pursue promoting the development of well-designed owner- and renter-occupied housing units which are oriented toward the surrounding neighborhood. Additionally, it was determined within the study area the City should promote a mixing of land use, improve transportation connectivity, and design streets compatible with neighborhoods.

A second point of conflict has been the issue of coordinating annexations and development activity for the City of De Pere with neighboring communities. The continued growth of the City is vital to sustaining the new development - redevelopment strategy the City has successfully followed for many years. Because the City recognizes the importance of intergovernmental cooperation and its effect on the City's ability to continue following this development strategy, De Pere established a boundary agreement with the Town of Lawrence and a significant number of intergovernmental agreements with the Town of Ledgeview.

The City has continued to engage in boundary discussions with the Town of Rockland to provide for future growth areas of the City as well as provide some level of certainty to the Town for their future planning efforts; however the discussions to date have not been successful. In addition to being a means of avoiding expensive legal challenges which often accompany annexations, boundary agreements allow communities to cooperatively plan for development along and near their borders. The City of De Pere should continue its boundary discussions with the Town of Rockland and meet with the neighboring communities to coordinate land uses and public services at their borders. Should town landowners petition the City of De Pere for annexation, De Pere should ensure the proposed annexations are consistent with the long-range vision for the City and are able to be provided public utilities and services in a cost-effective and efficient manner.

A third point of conflict involves the issue of lot density in regards to minimum width and total square feet in area for single-family residences within the City. Currently, the City provides a range of minimum lot sizes of 7,500 square feet with 75 feet of frontage in the R-4 General Residential zone to 11,000 square feet with 90 feet of street frontage in the R-1 Single Family Residential zone. This is inconsistent with the City requirement of 85 feet of lot width and 10,000 square feet minimum of lot area for a duplex parcel. Decreasing the R-1 zone minimum lot size and frontage would provide for greater efficiencies in the delivery of such services as postal delivery and garbage and school bus pickup. Also in terms of cost savings, the more homes fronting on a street, the less the impact on the individual homeowner when paying assessments for sewer main, water main, sidewalk, and street repairs. However, in exchange for increased density, the City should expect developments which are consistent with the comprehensive plan in providing the full range of appropriate neighborhood amenities, including parks, complete streets, and mixed uses as well as unique home design.

With regard to home design, it is important homes vary in mass, height, and architectural design, particularly when the City of De Pere allows for smaller lot sizes.



It becomes very easy for a new subdivision to contain one home design version with the only major design difference being the side of the home the garage is located. Furthermore, the garage oftentimes becomes the dominant architectural feature due to the limited frontage associated with smaller residential lots. Therefore, when De Pere permits smaller lot sizes, it should be incumbent on the developer to vary the home styles in exchange for the smaller lot sizes.

Alternatively, the City could adopt a separate Traditional Neighborhood Development (TND) zoning district which would permit smaller lots provided the home designs are reflective of traditional homes, including usable front porches, varied architectural design, and minimal front yard setbacks. Often included within traditional neighborhood developments are alleys to provide access to garages, which thereby eliminates the visual impact of garages from the street and direct driveway access to streets. Adopting a separate TND zoning district would provide assurances to the development community by listing out the specific requirements for development in the district. In this manner a developer could perform the necessary financial calculations based upon the listed requirements ahead of time, thereby limiting unexpected expenses or anticipated delays.



Smart Growth philosophies encourage communities to promote higher density development in order to increase the efficiencies of residential development and to reduce the amount of agricultural land lost to development. Increasing density is only one element of Smart Growth, and it is important to recognize other issues, such as mixed land use, walkable design, and the inclusion of neighborhood public facilities, such as school and park sites, are also important elements of creating good neighborhoods. It is important the City of De Pere consider increasing density for development, but all elements of creating good neighborhoods must be considered when setting lot density requirements.

20-Year Projections in 5-Year Increments

The State of Wisconsin Comprehensive Planning Law requires communities to project their future land use needs for residential, commercial, industrial, and agricultural lands for a 20-year period in 5-year increments. In order to determine how much land the City of De Pere will need to continue to grow at its current rate, the land use inventories for 1980, 2003, and 2009 were first compared (see Figure 2-4).

The Issues and Opportunities Chapter stated, based on the 2000 census and recent population projections, De Pere's population is expected to grow by approximately 9,547 people between the years of 2008 and 2030. Based on the average of 2.46 people per household in the City, there will be a need for approximately 3,844 additional housing units over the timeframe of this plan.

Utilizing the existing housing percentages from the 2000 Census of 69.3 percent single-family homes, 8.3 percent duplex units, and 22.3 percent multifamily units, of the 3,844 housing units, approximately 2,664 will be single-family units, 320 will be duplex units, and 857 will be multifamily units. If the assumed residential acreage per single family housing unit is 1/3 acre, an additional 887 acres of single-family residential land will be needed to meet the current demand for this type of housing in the City through the year 2025. Additionally, as duplex units are typically placed on similarly sized parcels (approximately 1/3 acre) but contain two units, approximately 54 acres of land will be needed for two-family residential development.

In order to create a valid projection of multifamily acreage over the next 20 years, an analysis of existing multifamily developments was performed. The analysis identified nine relatively recently built multifamily developments and for each development divided the acreage by the total number of units to develop an average of 0.071 acres per multifamily unit. Therefore, taking the average 0.071 acres per multifamily unit and multiplying it by the projected 857 new multifamily units yields an acreage total of 61 acres required for future multifamily development.

When all projected residential land uses are tabulated, it can be reasonably expected the City of De Pere will need to add approximately 1,002 acres for residential development. The Issues and Opportunities Chapter displays a chart which lists the population projections which were evaluated to determine its population and housing growth.

Input received through the 2003 citywide visioning session and citizens advisory committee meetings suggests the residents of De Pere would generally like to see the present ratio of uses maintained in the future. The land use inventory found the ratio of land uses in the City of De Pere is currently approximately 1.00 acres of residential development for every 0.19 acres of commercial development, 0.40 acres of industrial development, 0.17 acres of recreational development, 0.52 acres of transportation infrastructure, 0.04 acres of communication/utilities infrastructure, and 0.15 acres of institutional/governmental facilities. Applying the 2009 land use ratios to the projected 1,002 acres needed for future residential development yields the need for another 190 acres of commercial land, 400 acres of industrial land, 170 acres of recreational land, 521 acres of transportation infrastructure, 40 acres of communication/utilities infrastructure, and 150 acres of governmental/institutional facilities during the 20-year planning period, thereby totaling 2,473 acres of land. Figure 2-4 provides a trend analysis of residential, commercial, industrial, and agricultural land uses for the years of 1980, 2003, and 2009.

Figure 2-4: De Pere Land Use, 1980, 2003, and 2009

Land Use	1980 (Total Acres)	2003 (Total Acres)	2009 (Total Acres)	Total Change 1980- 2009
Residential	1,105 acres	2,208 acres	2,454 acres	1,349 acres
Commercial	228 acres	323 acres	475 acres	247 acres
Industrial	192 acres	856 acres	985 acres	793 acres
Agricultural	1,196 acres	1,106 acres	917 acres	-279 acres

Based on the past 20 years of population growth, population projections, and current land uses within De Pere, it is assumed a base level of approximately 2,473 additional acres of land will be needed to accommodate the City's growth over the next 20 years. In order to account for market factors, such as the willingness of property owners to sell

land, a flexibility range of 5-15 percent of the required acreage was factored into the total, resulting in a range of 2,597 acres of new development on the low end to 2,844 acres of new development on the high end over the next 20 years. The acreage range is based on the underlying assumptions regarding population growth, single-family residential density, and land use ratios continuing to hold true. It is important to note even relatively minor changes in any of these three factors could significantly impact the projected future acreage required for the City of De Pere.

Figure 2-5 identifies the five-year growth increments for the City of De Pere. The increments are based on past trends and the projected future acreage requirements of the City of De Pere. In addition, the Future Land Use Map (Figure 2-6) graphically identifies the anticipated sewer service areas in 10 and 20 year increments, generally consistent with the City's exclusive service agreement with the Green Bay Metropolitan Sewerage District (GBMSD).

Figure 2-5: Five-Year Growth Increments for the City of De Pere

Use	Year				
	2009 (existing)	2015	2020	2025	2030
Residential	2,454 acres	2,705 acres	2,956 acres	3,207 acres	3,456 acres
Commercial	475 acres	523 acres	571 acres	619 acres	665 acres
Industrial	985 acres	1,085 acres	1,185 acres	1,285 acres	1,385 acres
Agricultural	917 acres	It is expected agricultural land uses within the City will continue to decrease as they are converted to other uses and as the City continues to grow. On occasion, the agricultural areas in the City may increase due to an annexation of agricultural land from a surrounding town. However, this will be for a relatively short time until those lands are also converted to a developed use.			

Future Land Use Policy Recommendations

In order to achieve the plan's overall land use goal and the general objectives for De Pere, future development should be based on the themes of sustainability, efficiency, integration, and neighborhoods. De Pere's growth should be orderly and cost-effective, making maximum use of existing and planned services. Eventual expansion of the City to the southeast will likely occur, and should be accomplished in an orderly and cost-efficient manner, taking into account municipal expenses for the extension of public utilities and services. For instance, the plan recommends the areas most easily serviced by municipal sewer and water develop first with infill areas and areas contiguous to existing development be given priority before other more costly areas are developed. Furthermore, existing vacant or underutilized sites which are prime for redevelopment should also be given priority through the utilization of tax-increment financing districts or other grant/loan programs to encourage redevelopment activity.

A sufficient supply of vacant lands which can be provided with public services should be maintained in order to allow for continued orderly growth. The supply should be based on the projected growth for 5-year increments but should be flexible enough to allow for market conditions. The Future Land Use Map (Figure 2-6) identifies planned growth areas and should be considered to be the City of De Pere's "smart growth" areas.

Properties which can be more easily served and are more strategically located in relation to existing municipal services should be a priority for development. Properties slated for future developments located outside of a projected growth area should be kept in a rural development holding pattern. Non-sewered development should be discouraged in these areas in order to avoid premature development and allow for the provision of efficient and cost-effective services as growth in De Pere reaches these areas. To address unanticipated changes in the market and the pace of development or to entertain individual requests from property owners within the City, the Implementation Chapter of this comprehensive plan includes a discussion regarding the procedure for comprehensive plan amendments.

The City of De Pere should strongly encourage the development community to utilize sustainable building techniques and development patterns to minimize the City's impact on the environment and future generations of residents. Specific techniques or policies De Pere should consider include:



- Increasing the density of development patterns in areas of De Pere served by mass transit.
- Ensuring local building codes do not restrict the appropriate usage of alternative energy systems such as passive photovoltaic (PV) arrays, solar hot water heating systems, geothermal heating/cooling systems, or small-scale, distributed wind systems.
- The usage of recycled materials in new construction, including insulation and other applicable building materials.
- Promoting Leadership in Energy and Environmental Design (LEED) as a minimum standard for new public and private construction and LEED-Neighborhood Development (LEED-ND) as the standard for new subdivisions.
- Utilizing natural stormwater management attenuation through the usage of raingardens, bioswales, and pervious paving materials.



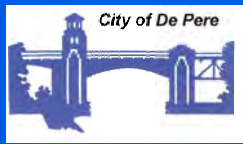
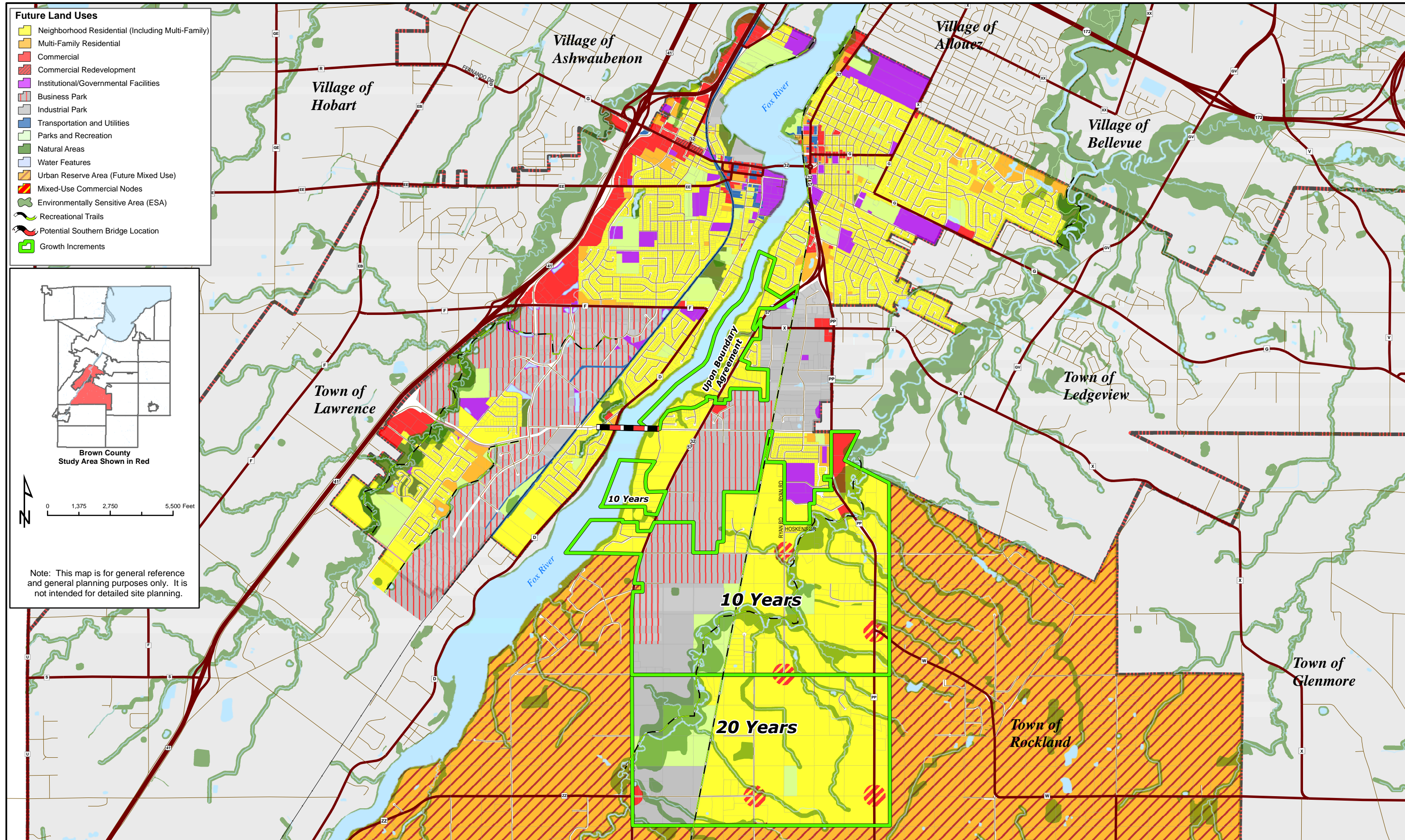


Figure 2-6
Future Land Uses
City of De Pere, Brown County, WI



However, truly sustainable development must be integrated with the other elements and recommendations of the comprehensive plan, including utilities and infrastructure, transportation, community facilities, and natural resources. To be effective, the recommendations for future land use must be consistent with the recommendations for other aspects of the plan, such as the locations and timing for new public utilities or future streets. This interconnected, sustainable vision for the City of De Pere is displayed on the Future Land Use Map (Figure 2-6).

Residential Neighborhoods

Future residential development in De Pere should be based upon the concept of varied neighborhoods. A neighborhood should be more than just a housing development by itself. It should also include recreational uses, such as a neighborhood park, institutional uses, such as churches or schools, and neighborhood commercial uses providing goods and services geared primarily for the surrounding residents. This plan encourages future residential development be placed in neighborhoods of about 160 acres in size (1/2 mile square). This is designed to create neighborhoods large enough to support services and amenities which meet some of the needs of daily life but small enough to be defined by pedestrian comfort and interest. The size range is based on a 5-minute walking distance (about a quarter-mile) from the edge to the center and a 10-minute walking distance (about a half-mile) from edge to edge. Neighborhoods can, however, be smaller or larger depending upon circumstances, such as the location of main streets, topography, and natural features.

Preferably, each neighborhood should be grouped around (or otherwise include) public or quasi-public spaces, such as parks and outdoor spaces, schools, places of worship, and other multi-purpose facilities. Each neighborhood should contain a small neighborhood park of about five acres to serve the recreational and social needs of the residents. These parks are intended to complement the larger community parks which serve the entire City of De Pere. In order to encourage the development community to include neighborhood parks within proposals, the City should consider increasing the allowable density of residential development thereby providing a financial incentive to include public spaces.



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

Sustainable, meaning the usage of green building materials, natural stormwater management, and promotion of alternative energy sources should be encouraged in order to lessen the City's overall impact on increasingly scarce natural resources, global climate change, and future generations.

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

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

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

Mix of Housing Types and Lot Sizes

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



Builders and developers are encouraged to use their ingenuity to combine and distribute a variety of housing types to make an attractive marketable neighborhood with housing for people of various income levels and preferences. Although the current preference for the City is to maintain the current ratio of single-family, two-family, and multifamily housing, as the community continues to age, there may be an

increased demand for single-family attached homes, multifamily homes, and aged-care facilities as the population continues to age. In order to account for this trend, the Housing Chapter recommends at least two housing types be included in any residential project encompassing more than 30 acres. As the acreage of the residential project increases, the number of housing types should also increase. This can be achieved in various ways. Some examples include:

- Standard lot single-family houses (lots over 10,000 square feet).

- Small lot single-family houses (lots 10,000 square feet or less).
- Duplexes.
- Townhouses (attached housing).
- Accessory dwelling units.
- Group homes.
- Apartments (provided they are compatible in scale and character with other dwellings in the proposed neighborhood and limited to a maximum of eight dwelling units in a building).

Duplexes are often appropriate on corner lots since these lots usually need to be wider and larger for them to be appropriately situated next to two streets. Also, because each unit can face a different frontage, the visual impact of the larger building and garage facade is lessened.

Multifamily Housing

Multifamily Housing Variety

The City should continue to encourage greater variety in the types of multifamily developments. The City should continue to promote the construction of townhouse, condominium, and smaller 3-unit to 8-unit buildings as long as they are in scale with the surrounding neighborhood, such as the recently constructed townhouses on Cedar Street.



Larger multifamily buildings should be considered in the downtown, provided the design is consistent with other downtown buildings, and the placement contributes to the downtown feel by being placed close to the street with a large sidewalk to allow for first-floor commercial use and potential sidewalk eateries or sitting areas.

Mixing of Multifamily and Single-Family Residences

In keeping with the theme of mixed-use neighborhoods, duplexes and multifamily developments should be scattered throughout the residential areas rather than confined to a few areas of the City. In this way, the impact of higher density development is limited as this density is spread over larger areas.



Multifamily buildings could also be placed next to the neighborhood commercial centers. This would promote a smooth transition between the commercial activity and single-family homes. Higher density developments are recommended near parks and other open space to take advantage of such an amenity.

Multifamily Building Design

When placed in proximity to single-family homes, multifamily buildings should be designed to reflect, as much as possible, the characteristics and amenities typically associated with single-family detached houses. These characteristics and amenities include front doors facing the sidewalk/street, private outdoor space, adequate parking and storage, and access to sunlight. Multifamily development should also offer variation among individual buildings through any combination of design features, such as building footprints, façade treatments, roof forms, or building orientation. As previously noted, multifamily buildings in the downtown area should maintain consistency of design with the historic feel of downtown by utilizing brick, stone, and other natural, earth-tone materials.



Multifamily Building Placement

Placing multifamily buildings close to and fronting the streets with parking in the rear or underground is strongly encouraged as an effective way to integrate multifamily housing with other uses to form a coherent, livable area. Such a pattern incorporates attached housing types into the community fabric in a manner similar to detached houses by facing buildings onto attractive neighborhood streets and

sidewalks which are part of the community network. This pattern will maximize other positive housing characteristics, including:

- Individual identity.
- Easy way-finding for visitors.
- More and better accessibility and personal mobility.
- Human scale.
- A defined transition from front to back, thus providing a logical rear location to incorporate parking and garages, service functions, and outbuildings for storage.
- The security which comes with visibility from and to public streets.
- The sense of community which comes with dwellings sharing a neighborhood street.

Projects with multiple buildings should offer variation among individual buildings while staying within a coordinated overall design theme. Variation among buildings should be achieved by a combination of different footprints, facade treatments, roof forms, entrance features, and building orientation. Monotonous complexes of identical buildings should be discouraged; although, there may be ways to achieve visual interest among identical buildings with a high degree of articulation on each building combined with variation in massing on the site.

Policies Promoting Coordinated, Orderly, and Balanced Growth

Street Network and Neighborhood Connectivity

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

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

For a street network to provide a desirable residential environment, it must be designed to discourage excessive speeding and cut-through traffic. Street widths and corner curb radii should be as narrow as possible while still providing safe access for emergency and service vehicles. Traffic calming techniques, such as curb extensions and other specialized measures, can be used to slow and channel traffic without hampering convenience, direct access, and mobility. It is critically important streets be designed to be compatible with the land uses they are intended to serve.

Pedestrian Network

De Pere should continue to implement its policy of requiring sidewalks on all residential streets in order to ensure safe pedestrian access. However, there are significant gaps within residential areas where homes have not yet been constructed thereby interrupting the continuous network. De Pere should work with its Planning, Public Works, and City

Attorney's office to determine a policy which would ensure an uninterrupted sidewalk network within so many years of approval of a residential subdivision plat. Furthermore, in order to promote walking for employees within the De Pere Industrial and Business Parks, sidewalks should be retrofitted in these areas when the streets are reconstructed in the future to complement the internal trail system already in existence.

Neighborhoods should have a connecting network of sidewalks, walkways, and bike paths leading to small neighborhood parks, open spaces, schools, shopping and service activities, and other public and quasi-public spaces. On long blocks, intermediate connections in the pedestrian network should be provided with a maximum distance of about 700 feet between walking connections. When platting new lands adjacent to the Fox River Trail, internal access to the trail from these new neighborhoods should



also be provided at a minimum of once every 700 feet. Pedestrian connections are a great benefit to neighborhoods and should be given greater consideration in new developments. The Transportation Chapter provides greater detail regarding pedestrian, traffic calming, and street patterns and should be referred to when making transportation network decisions.

Overall Coordination of Neighborhoods

Any development proposal should be required to show it forms or contributes to a neighborhood. As applicable, a development should contribute as much as possible in terms of interconnecting streets, pedestrian connections, parks, neighborhood commercial centers, schools, and open space systems.

Where a pattern of narrow streets and outdoor spaces is already established, additional adjoining development should continue and extend the pattern. In the case of previously unplanned areas, the design for new development will provide for its own pattern being continued and extended in the future.

Characteristics shared with adjoining neighborhoods, such as streets, natural areas, neighborhood commercial centers, and other features, should generally form the extent of a neighborhood. Landscaped outdoor spaces and trails may be used to create an attractive environment at a neighborhood's edge.

Design Issues

The City should encourage design elements, such as streetscaping, flags, banners, seasonal decorations, lighting, and signage controls, to aesthetically integrate individual land use areas. It is recommended the City of De Pere pay particular attention to the design of the main entrance corridors of the City (Main Avenue, Scheuring Road, Broadway Street, CTH G, STH 32, STH 57, etc.). These entrances help to establish the

overall character of De Pere and provide the first impression to visitors. Therefore, the City should make them as attractive as possible.

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



The City of De Pere is fortunate to have many historical structures and historical neighborhoods. The City should actively promote the preservation and recognition of these important structures. Property owners should be encouraged to maintain and restore these structures. New development of or in proximity to historical properties is encouraged to be designed and completed in a historically sensitive manner.

Additionally, as the City continues to grow, rather than expanding the roads from two lanes to four lanes, landscaped boulevards with left-turn bays should be a desired alternative. Boulevards can create very appealing entrances into communities and can create a very positive first impression to visitors. Improving the entrances to the City through the use of boulevards, such as the recently completed boulevards at Lawrence Drive and Scheuring Road, is encouraged.

Streetscape Design Characteristics

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

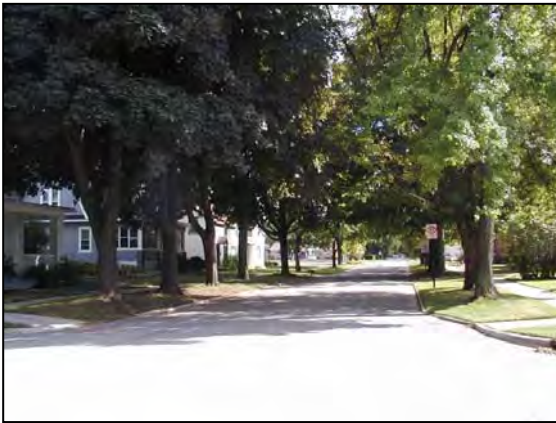
To foster visual interest along neighborhood streets, garages and driveways should be designed to be less dominant features of the street frontage. Garages which are recessed from the front building façade or at least even with the rest of the front façade are preferred over protruding garage doors. Locating garages farther from the street can allow narrower driveway frontage at the curb, leaving more room for an attractive streetscape. Garages can also be tucked



into side or rear yards or can be side-loaded to avoid a streetscape dominated by the repetition of garage doors.

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

Street trees have a tremendous positive visual impact on the streetscape. As trees planted along the edge of streets mature, they can often become the defining element of a neighborhood, thereby adding additional value to homes located on those streets. In addition to value, street trees perform multiple environmental benefits including



reducing heat islands, slowing the transition of rain to stormwater runoff, and converting carbon dioxide to oxygen. De Pere has many areas with mature street trees which form a canopy over the street and distinguish these neighborhoods from other subdivisions without street trees. Additionally, existing trees should be incorporated into the design of neighborhoods whenever possible. The City of De Pere Subdivision Ordinance should include provisions for street trees as a required improvement for new subdivisions.

Methods to evaluate and incorporate existing stands of trees should also be explored. Developers should be encouraged to place utilities, such as electric and cable wires, underground for new development.

Existing De Pere Neighborhoods: Infill Development, Redevelopment, and Rehabilitation Policies

The concept of neighborhood development in the City of De Pere primarily applies to new development. However, it does pertain to *existing* neighborhoods if there are opportunities to infill, update, and/or improve particular situations. Some of the existing older developments in the City already reflect these patterns of neighborhood development.

Infill Development

The City has historically done a very good job of filling in vacant areas within the developed portion of the City before growing outward. De Pere should continue this practice to take advantage of existing community facilities and services.

Redevelopment Opportunities

Although the majority of the City's housing stock is less than 30 years old and the older homes in the City are generally very well cared for, there may be opportunities for redevelopment or rehabilitation of homes near the downtown on both sides of the river. Currently, there is significant housing redevelopment taking place on the west side of the river between Main Avenue and College Avenue with the construction of new student housing and library for St. Norbert College students. The introduction of additional campus-based student housing and educational opportunities also serves to promote downtown De Pere as a 24-hour neighborhood with residential customers for new retail and commercial businesses in the downtown.

The City can capitalize on the success of these projects by identifying neighborhoods as target areas for a CDBG-Housing grant application or projects utilizing Wisconsin Housing and Economic Development Authority (WHEDA) loans or tax credits. The various programs, if awarded, can be used to rehabilitate owner-occupied and renter-occupied homes, as well as provide seed money for a City-administered housing rehabilitation revolving loan fund after the initial rehabilitation projects are completed and repayment of the loans begins.

Infill development, redevelopment, and rehabilitation opportunities should continue to be encouraged in order to take advantage of existing infrastructure and services, provide opportunities for affordable housing, and prevent blight due to the presence of vacant parcels or dilapidated buildings. Density bonuses, housing grants for rehabilitation, and other incentives should be utilized. Brownfields (no longer active commercial or industrial sites which are or may be polluted) should also be identified, cleaned, and promoted for redevelopment.

Infill and Redevelopment Policies, Standards, and Procedures

Infill/redevelopment policies, standards, and procedures could apply to proposals for these activities in designated areas. Forms of potential infill development include:

- The addition of new dwellings on vacant lots and other undeveloped parcels surrounded by existing residential development.
- The introduction of neighborhood-related non-residential development, provided these developments meet performance and architectural standards respecting the neighborhood's positive characteristics, level of activity, scale, and parking and traffic conditions.
- The conversion of vacant aging rental housing stock to rehabilitated affordable single-family housing through Wisconsin Department of Commerce-Housing Grant or Wisconsin Housing and Economic Development Authority (WHEDA) sources.
- The improvements to aging single-family housing stock, particularly by seeking Wisconsin Department of Commerce Housing Grants.

Future Land Use Area Recommendations

Future Residential Development

The following areas are recommended for future residential development, which would include a compatible mixture of single-family, two-family, and multifamily units:

- The infill and development of vacant lots within the established subdivisions and neighborhoods in the City of De Pere are strongly encouraged. By implementing this development strategy, it will place vacant land in use while meeting some of the demand for future residential growth. Encouraging infill lot development will also minimize the demand for additional City services and facilities.
- Neighborhood residential development is recommended for the area between Mel Nicks Athletic Field and the new St. Norbert College Football Stadium along Lost Dauphin Road. The radio tower and transmitter building should be relocated to a more appropriate site and the land redeveloped in a manner consistent with the surrounding land uses.
- Continuation of new neighborhood residential development is proposed for the southwest part of the City on the east side of Lawrence Drive and west side of Lost Dauphin Road. Residential development in this area should consist of a variety of home styles, and reflect the recommendations regarding developing neighborhoods with a mixture of compatible uses, including parks. It is critical the neighborhoods be well-connected to encourage residents to walk or bicycle to nearby neighborhood amenities.
- New neighborhood residential development is also recommended for the areas along Old Plank Road and also between CTH PP and the Fox River State Trail to Old Martin Road. In the interest of the efficient provision of public services and utilities, existing homes currently within the Town of Rockland in this area should be incorporated into the City of De Pere over the timeframe of this comprehensive plan through a comprehensive boundary agreement between the two communities. The area is noted on the Future Land Use Map.
- Furthermore, there is an “island” of the Town of Ledgeview located roughly between the Fox River and STH 32/57 to the west and east, and Landsborough Court and Rockland Road to the north and south. In the interest of the efficient provision of public services and utilities, this Ledgeview neighborhood should be incorporated into the City of De Pere over the timeframe of this comprehensive plan, either through annexation or a comprehensive boundary agreement between the two communities. The area is noted on the Future Land Use Map.
- An extensive area of future neighborhood residential is planned for the De Pere growth area south of Altmayer school generally between the Fox River State Trail and the east side of CTH PP to the south side of Eiler Road extended. Growth within this area will generally be dependent upon either annexation from the Town of Rockland to the City of De Pere or through a comprehensive boundary agreement between the two communities. With a future residential area of this size, it is critical that the goals, objectives, and policies of this plan related to mixed housing types, provision of public utilities and services, neighborhood commercial uses, and well-connected,

appropriately designed streets are followed to ensure all future residents have the ability to walk, bike, take transit, or drive to nearby destinations. Additionally, the City will need to maintain communication with the Unified School District of De Pere regarding the potential for future school facility needs within this area.

- The Future Land Use Map indicates areas of “Neighborhood Residential”, which should not be misconstrued as only single-family homes. Rather as stated earlier, residential neighborhoods should contain a mixture of housing types, styles, and densities to provide housing for De Pere residents at all life stages. The comprehensive plan goals, objectives, policies, and recommendations should be the basis for determining if/how various housing types are compatible with each other.

Future Commercial Development

Several specific areas for various types of commercial development are identified throughout the community. Most of the future commercial acreage is targeted for highway commercial development, neighborhood commercial, and for downtown business district use.

Downtown Business Districts

As discussed in the Redevelopment Opportunities section of this chapter, the downtown on both sides of the Fox River has experienced a tremendous amount of reinvestment and development in the past several years. Recent examples of these improvements include the Nicolet Office Building, Nicolet Senior Housing, De Pere Community Center, Kress Inn, and the Lawton Foundry adaptive reuse housing project. Brown County has also participated in supporting downtown De Pere by locating the new Kress Family Library on North Broadway. These improvements exemplify the types of redevelopment which need to continue in order to maintain the strength of downtown De Pere.



Reid Street Development.



Grant Street Office Development.

The City of De Pere is currently working with the design firm RDg to prepare a downtown master plan. The project challenges identified in the plan include:

- Using assets strategically and effectively
- Creating destination identity

- Unifying two halves into a greater whole
- Creating a vision with a solid basis in markets and possibilities
- Developing a phased, financable roadmap that achieves the vision

The downtown master plan will provide a critically important tool to address the listed challenges in order for the downtown to thrive for years to come. Particular emphasis will be placed on urban design and redevelopment opportunities as a result of the construction of the new Claude Allouez Bridge location. The City of De Pere should implement the downtown master plan in order to capitalize on downtown De Pere's unique assets and promote it as a truly great place to live, work, and enjoy.

Traffic calming techniques, including curb extensions, roundabouts, and narrow streets, can provide for a safer and more enjoyable pedestrian experience by slowing traffic. These and other traffic calming techniques should be included in the downtown area. The Transportation Chapter provides a special emphasis on downtown De Pere and provides specific recommendations to make a more pedestrian-friendly and efficient transportation corridor through the downtown.

Downtown redevelopment is intended to keep the City's identity unique and should be done consistent with the recommendations contained in the downtown master plan. In general, projects should follow traditional downtown designs with on-street parking, mixed land uses, relatively small lots, minimal or no setbacks, pedestrian amenities, and related features while trying as much as possible to incorporate the Fox River into the development. Commercial uses should be located on the first floor with residential uses on the upper levels to provide an opportunity for people to live and work within the same area. The following photos show examples of the first floor commercial/upper floor residential uses envisioned for the downtown.



First floor commercial - Washington Street,
Green Bay



Mixed-use development
in Middleton, Wisconsin

In addition to the upper floor residential uses, other residential uses, such as townhouses, apartments, duplexes, and single-family homes on smaller lots, should continue to be mixed into the downtown. These uses should, however, fit within the downtown's scale, theme, and overall design plan.

There are two downtown business districts found in De Pere: one on either side of the Fox River with the connecting link being provided by the Claude Allouez Bridge. Recent

success in developing downtown housing has added to the pedestrian-friendly environment downtown. Residential development has also created a customer base for commercial retail and service business. The City should continue to coordinate with business organizations, such as the De Pere Area Chamber of Commerce, to market and promote businesses locating in commercial storefronts. Redevelopment of Ashland Avenue and N. 9th Street leading to the west side downtown should be considered in conjunction with the reconstruction of the Ashland Avenue / N. 9th Street intersection.

As a result of the reconstruction and relocation of the Claude Allouez Bridge, there are two prime, open redevelopment sites in the east side downtown located at the former bridge approach and at the southeastern corner of the roundabout. There is a planned office building at the roundabout, while the downtown master plan provides options for the former bridge approach.

Continued redevelopment efforts on both sides of the downtown consistent with the downtown master plan are critical to maintaining De Pere's historic downtown. The City of De Pere should implement the recommendations in the downtown master plan in order to further enhance downtown De Pere's history, commerce, and identity.

Mixed-Use Neighborhood Commercial Nodes

In addition to residential uses, a neighborhood should be planned to include other neighborhood-serving uses and features. To make neighborhoods more livable, it is recommended mixed-use neighborhood commercial nodes be located at strategic locations as identified on the Future Land Use Map. Each development area would serve one or more neighborhoods and would provide a year-round gathering place accessible to all residents. Features of the development area may include a recreation facility, a school, a daycare for children and adults, a place of assembly and worship, a small civic facility, a neighborhood-oriented market, shops, small professional offices, medical clinics, or other small businesses.



These uses should have minimal signage and should attract a limited amount of vehicle traffic. The inclusion of rooms or indoor space for meetings and neighborhood functions is encouraged, as is a square, plaza, park, pavilion, or other outdoor space accessible to all residents.

The mixed-use neighborhood commercial nodes should be strategically located within walking distance of residential uses. These centers should be relatively

small (about 5 to 10 acres) and should preferably be located at crossroads, encourage mixed uses, and provide goods and services geared toward the immediate neighborhood rather than the region as a whole. Retail uses should be permitted only in the neighborhood centers themselves, but other non-retail uses, such as schools or daycare facilities, could be considered for other portions of a neighborhood, as well. The neighborhood centers should be designed to reinforce the positive identity, character,

comfort, and convenience of their surrounding neighborhoods, and access for pedestrians and bicyclists must be a priority.

New planned neighborhood development areas are identified at major intersections with existing and new collector streets planned for the City. It is important these areas contain a mix of uses and collector streets which are designed to be accessible for children, adults, and the elderly who may wish to bike or walk to one of the amenities within the planned neighborhood development areas.

Highway Commercial

Future highway commercial development has been designated along the Highway 41 corridor for the City of De Pere. Recent development in this corridor has included motels, restaurants, office buildings, and the like at several different sites. Most of these sites have excellent visibility, accessibility, and location. New interchange access may be available at a future Brown County Southern Bridge route, in addition to existing interchanges at Scheuring Road and Main Avenue. A potential new interchange at Southbridge Drive would produce a prime commercial site and should be reserved for a high-end business/office use similar to the Humana-Employers Health office building. Infill of highway commercial areas and services is also recommended for the vacant land along U.S. Business Highway 41 at the southwest corner of the Main Avenue interchange.

Business and Industrial Parks

As evidenced by the success of the De Pere Business Park, East De Pere Industrial Park, and Southbridge Business Park, the City of De Pere has an interest in ensuring adequate land exists for business and industrial expansion within the City of De Pere. Business and industrial parks create employment opportunities for De Pere and other metropolitan area residents as well as build and diversify the City's overall tax base. For these reasons it is critical the City identifies lands for future business and industrial parks, provided they are designed in a manner similar to the City of De Pere's existing business and industrial parks.

The City's West Business Park is located on the west side of the City with direct access to USH 41 by way of an interchange with Scheuring Road. Of the total 800 acres owned by the City in the business park, all have either been sold for development or have been set aside for roads and parkways. In 2001, the City purchased an additional 200 acres of vacant land to the south of the original business park for expansion purposes. This area has been designated as the Southbridge Business Park due to its location adjacent to the planned southern bridge corridor crossing the Fox River. To date, approximately 140 acres remains for commercial and/or industrial development. The Future Land Use map identifies a continuation of the Southbridge Business Park to the southerly limits of the City's boundary agreement with the Town of Lawrence, as well as encouraging the infill development of properties which are already platted.

De Pere's east side industrial park is located generally between STH 32/57 and CTH PP in the southeastern part of the City. The industrial park currently contains a mixture of industrial and intensive business uses, which are expected to continue into the future.

The east side industrial park is almost completely full and the City of De Pere should work with neighboring property owners to expand the industrial park to the southeast between the Fox River Trail and STH 32/57. Expansion of the industrial park would provide new areas for existing businesses to expand or relocate, and new businesses to grow. The trail could act as a buffer to proposed neighborhood residential development to the east and STH 32/57 provides an efficient trucking route to markets via the proposed southern bridge and USH 41.

The largest area for future business and industrial park growth identified on the Future Land Use Map is on De Pere's east side, which will take advantage of frontage on STH 32/57, the future southern bypass, and southern bridge. This location will provide very easy access to USH 41 via Rockland Road and Southbridge Road, as well as access to Interstate 43 via the southern bypass, CTH GV, and STH 172. Design standards within these areas should be similar to those currently enforced within De Pere's existing business parks with abundant landscaping to soften any impact on existing homes within the area.

City of De Pere Urban Reserve Area

The area of the Town of Rockland outside the City of De Pere's designated future growth area is designated as "urban reserve" to ensure future development in this area is consistent with the vision set forth in the City of De Pere Comprehensive Plan. Should the City and Town come to terms on a comprehensive border agreement, the City and Town should cooperatively plan this area to ensure an appropriate transition from the urban setting in the City of De Pere to the rural setting in the Town of Rockland.

Parks and Open Spaces

As previously discussed, each neighborhood should have a combination of a small park, playground, or other open spaces located within walking distance of all homes. These neighborhood parks would serve the immediate areas and be similar in size to Williams Park in the southwestern part of the City on the corner of Westwood Drive and Countryside Drive. Again, these parks would complement the larger community parks, such as VFW Park and Legion Park, as well as the school-related playgrounds and athletic fields.

Since the adoption of the 2004 plan, De Pere has developed a new community park in the southwestern part of the City, consistent with the recommendation in the plan. It is expected the park will continue to serve the needs of the southwestern part of the City into the future. However, as De Pere continues to



expand to the south and east, a second community park in the vicinity of Altmayer School should be considered, potentially in cooperation with the East De Pere School District.

Parks and open spaces should be planned prior to development and designed in conjunction with streets and walkways to be a primary feature of any land development and not merely areas left over from site planning for other purposes. They should also be situated along streets in order to maintain safety, accessibility, and visibility instead of tucked behind house rows. The Future Land Use Map indicates a new community park along Ryan Road and a second community park further south, east of Eiler Road in the City's future growth area. Although not depicted on the map, smaller neighborhood parks are critical creating a sense of community and should be interspersed among new developments, at a similar ratio of what currently exists in the City.

Greater amounts of natural areas and other greenspace should also be included in newly developed areas. Wetlands, watercourses, and other natural features should be integrated into new developments rather than ignored, redesigned, or destroyed. Extensive areas of floodplain and wetland are associated with the East River and are identified as Environmentally Sensitive Areas (ESAs) on the Future Land Use Map. Protecting these sensitive natural areas through public ownership, conservation easements, or other institutional controls is very important in terms of habitat protection and water quality within the East River.

Creeks and other linear features, such as the East River, can be a common feature which link individual adjoining developments and parks through the development of rustic hiking trails or paved bicycle paths. Where desirable, open spaces within subdivisions can be publicly-owned while others can remain privately-owned. These areas can also be utilized for the treatment of stormwater through the use of retention or detention ponds or infiltration fields.

Natural Areas

Environmentally sensitive areas (ESAs), such as wetlands, floodways, and steep slopes, should not be developed and should be placed in conservancy. These features should be included in the design of developments as integral amenities and maintained in common ownership and utilized in the design of stormwater management facilities.



Parkways are recommended as linear parks typically along waterways. These parks are proposed to be primarily passive in nature, but they could contain multipurpose trails and associated amenities, such as park benches and/or picnic tables. The parkways and trails could be used for walking, biking, picnicking, and general access to the waterways.

The Fox River Recreation Trail is one of the most heavily used trails in the State of Wisconsin. This trail provides beautiful views of the Fox River and provides access to businesses in downtown De Pere. The trail also provides an alternative transportation facility to employment locations in the East De Pere Industrial Park and to neighboring communities.

The parkway along Ashwaubenon Creek in the De Pere Business Park should be extended to the south adjacent to residential development and the proposed highway business development at the USH 41 interchange with the Southbridge Road to improve accessibility and capitalize on the intrinsic value of this natural feature. The parkway includes land within the flood fringe from the De Pere Business Park and connects to the existing Humana Sports Complex. Ultimately, this parkway should extend to the proposed new park and sports complex to the south of Nazcr Trac Subdivision on the west side of Lawrence Drive.

De Pere should coordinate with the Village of Ashwaubenon to create a trail connection to Ashwaubomay Park along the west side of the Fox River. The trail could eventually connect to Ashwaubenon's existing trail and extend south to the Claude Allouez Bridge, thereby creating a larger, regional connection to the Fox River State Trail. Due to the industrial uses along the west side of the Fox River in De Pere, some parts of the proposed trail may have to be on street, but provided proper signage is displayed, it is not an insurmountable obstacle.

While the majority of the East River Trail parkway is located within the Village of Bellevue and the Town of Ledgeview, a very important segment has been preserved within the City of De Pere. Furthermore, should De Pere continue to grow to the south, additional lands along the East River could come into the City. De Pere should work with neighboring communities and Brown County to continue the East River Trail and eventually provide a connection to the Fox River Trail.

Additional parkways along smaller waterways should be created to enhance the water features and to create off-street pedestrian and bicycle paths. Specific improvements to the park and recreation facilities in the City of De Pere are contained in the Community Facilities Chapter.

Rural Development

The City should continue to thoroughly review proposed land divisions within its extraterritorial areas to ensure public services can be efficiently and cost-effectively provided when warranted.

Agriculture

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

In order to not discourage annexation of agricultural properties for future development, the City of De Pere should develop an Exclusive Agriculture zoning district that meets the standards set forth in Chapter 91 of the State Statutes. Following development of the district, the City should petition the State of Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) for certification of the district for farmland preservation purposes. Once the district is certified, lands outside the City that are zoned Exclusive Agriculture and are subsequently annexed to the City would not be subject to the state conversion fee provided the lands are placed in the City's certified Exclusive Agriculture zone. The lands are subject to a conversion fee in the future if/when the properties are rezoned to a non-certified district.

Summary of General Land Use Recommendations

- Encourage sustainable building techniques and development patterns including such techniques as:
 - Ensure local building codes do not restrict the appropriate usage of alternative energy systems.
 - Encourage the use of recycled materials in new construction and/or require it in municipal construction projects.
 - Increase the density of development in areas served by mass transit.
 - Encourage LEED standards for building and neighborhood development based on the return on investment from energy savings.
 - Utilize natural stormwater attenuation techniques such as raingardens, bioswales, rain barrels, and pervious paving materials.
- Adopt a Traditional Neighborhood Design (TND) zoning district to ensure smaller-lot subdivisions have variety in housing type and architecture, as well as multiple street connections for residents to conveniently walk or bike.
- The concept of neighborhoods with varying housing types, neighborhood commercial uses, parks, and institutional uses should be emphasized in areas served by public utilities.
- Each neighborhood (approximately 160 acres) should contain a small neighborhood park of about five acres.
- Develop small, mixed-use neighborhood centers to serve the surrounding neighborhood.
- Encourage the development of mixed-use commercial nodes to mix appropriate uses and create activity centers.
- Future residential development should maintain an appropriate balance of housing types, while keeping abreast of future demographic and home-buying trends as a result of an aging population.
- Multifamily buildings should be designed in a manner compatible with the surrounding neighborhood.

- Commercial buildings in the downtown and within neighborhood centers should continue to have a minimal to zero side yard and front yard setbacks.
- Maintain and enforce design standards for multifamily, commercial and industrial buildings, and sites.
- Continue to extend utilities and infrastructure to planned expansion areas for future industrial and business park areas.
- Emphasize connectivity for pedestrians, bicyclists, and vehicles.
- Utilize narrow streets in combination with sidewalks and traffic calming techniques to slow vehicular traffic.
- Include a mid-block pedestrian crossing in blocks exceeding 700 feet in length.
- Encourage the development of boulevards along the main entryways into the City.
- Develop a new community park which provides for active and passive recreation opportunities in the vicinity of Altmayer School.
- Situate parks along streets rather than tucked behind houses.
- Integrate natural features into new developments and parks as trails, bike paths, greenspace, etc.
- Maintain and expand existing parkways with trails as linear parks along waterways, especially along Ashwaubenon Creek, the East River, and identified areas along the Fox River.
- Work with the Village of Ashwaubenon to create a trail connection along the west side of the Fox River from Ashwaubomay Park to the Claude Allouez Bridge in order to connect to the Fox River State Trail.
- Implement the recommendations of the downtown master plan to create a visual image of what downtown could look like with parking, streetscaping, signage, and traffic calming improvements.
- Expand industrial/business park development to the southwest of the East De Pere Industrial Park.
- Continue to promote development of the Southbridge Business Park for new business and industry.
- Ensure development proposals meet the requirements set forth in boundary agreements adopted by the City of De Pere and neighboring communities. Additionally, the City should continue to meet with the neighboring communities to coordinate issues at their borders.
- Develop an Exclusive Agriculture district and petition DATCP for certification of the district.
- The City of De Pere should continue to work on the boundary agreement with the Town of Rockland.
- Review development proposals to ensure they conform to the City's comprehensive plan and development standards.

