

City of De Pere

2010 Comprehensive Plan Update



City of De Pere Comprehensive Plan

Adoption Date: October 5, 2004
Amendment Date: September 6, 2005
5 Year Update: July 6, 2010

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The City of De Pere and Brown County Planning Commission would also like to thank the following for their assistance in the completion of the comprehensive plan:

- The residents of the City of De Pere.
- Wisconsin Department of Administration.
- Wisconsin Department of Transportation.
- Wisconsin Department of Natural Resources.
- The REALTORS® Association of Northeast Wisconsin.

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CHAPTER 1

Issues and Opportunities

2010 City of De Pere Comprehensive Plan Update Prologue

A comprehensive plan is intended to be a living, dynamic document that sets an overall vision while maintaining flexibility to efficiently respond to opportunities and challenges all communities face. A comprehensive plan's vision is generally considered to be over a 20-year horizon; however, keeping the same plan unchanged for 20 years can lead to the document becoming irrelevant if it is not occasionally updated to reflect current realities for a community. The 2004 City of De Pere Comprehensive Plan recognized this need and included an implementation recommendation of reviewing and revising the comprehensive plan within five years to update background data, review the goals and objectives, and evaluate the overall implementation of the plan. It is this recommendation the 2010 City of De Pere Comprehensive Plan Update is intended to address.

As this is an update, much of the background data from the 2004 plan is still relevant and therefore is not changed. However, with regard to specific instances where additional and/or more recent data is available, such as population estimates, population projections, and existing land uses; the maps, graphs, and recommendations will reflect the new data. Furthermore, this update evaluates how much of the 2004 plan actually was implemented through policy changes, such as requiring narrower streets, or making changes to the physical make-up of the City of De Pere, such as the new Claude Allouez Bridge.

One of those topics woven throughout the 2004 plan, but did not necessarily have a name attached to it, is "sustainability"; sustainability, not just in the environmental sense, but also in terms of societal and economic sustainability. The definition of sustainable development in this sense is, *"...meeting the needs of the present without compromising the ability of future generations to meet their own needs."* Since 2004, there has been a much greater local, national, and global awareness of how we live today can impact future generations. The City of De Pere is keenly aware of this and requested this comprehensive plan update incorporate sustainability as a cornerstone element.

It is anticipated within another five years, consistent with the recommendation in the 2004 plan, this update will be supplanted by a new City of De Pere Comprehensive Plan. In the meantime, this comprehensive plan update provides the necessary bridge to ensure development decisions continue to be considered and acted upon in a manner consistent with the original vision in the 2004 plan, while addressing the issues and opportunities of 2010.

Introduction

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

The City of De Pere is located in central Brown County on both the east and west sides of the Fox River. The City is adjacent to the Villages of Allouez and Ashwaubenon to the north, Town of Lawrence to the southwest, Town of Rockland to the south, and Town of Ledgeview to the south and east.

De Pere is the second largest community in Brown County, and it contains a thriving downtown on both sides of the Fox River, St. Norbert College on the west bank of the Fox River, growing residential neighborhoods, two large industrial/business parks, and many park and recreation sites.

Purpose and Intent

A comprehensive plan is an official public document adopted by ordinance by the local government that identifies its major policies concerning the future physical development of the community. The primary purposes of this plan are to generate goals for attaining a desirable development pattern, devise strategies and recommendations the City can follow to achieve its desired development pattern, and meet the requirements of the State of Wisconsin Comprehensive Planning (Smart Growth) Law. The plan's recommendations also reflect the 14 local comprehensive planning goals (identified in the state statute) listed below:

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

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

The City of De Pere Comprehensive Plan should be used by City officials when revising and administering its zoning and other ordinances, and it is designed to be a guiding vision so there is a consistent policy to follow and a clear goal for the future for the residents of the City of De Pere. The comprehensive plan does not, however, establish an ultimate boundary for the City. Instead, the plan will guide the establishment of future developments and extension of public services over the next 20 years.

Comprehensive Planning Process

The most recent comprehensive plan for the City of De Pere was adopted in 2004. Although the plan was developed relatively recently, City leaders decided to take advantage of the State of Wisconsin Department of Administration-Office of Land Information Services Comprehensive Planning Grant program to develop a new plan that will conform to the requirements of the Comprehensive Planning Law and better reflect City residents' vision of how De Pere should develop over the next 20 years. After receiving the grant, the City appointed a citizens advisory committee comprised of City officials and interested citizens to steer the planning process.

The Brown County Planning Commission (BCPC) was hired to provide professional planning assistance. Staff from the BCPC prepared the background information and the recommendations of this plan based upon the consensus opinions of the citizens advisory committee, the results of a citywide visioning session and a random household survey, the Comprehensive Planning Law, and other formal and informal public input sessions. The planning process involved approximately 14 months of work and 10 public meetings of the citizens advisory committee.

This document is comprised of 10 parts of which 9 reflect the requirements of the Comprehensive Planning Law. These parts are:

- Issues and Opportunities
- Land Use
- Transportation
- Economic Development
- Housing

- Utilities and Community Facilities
- Natural, Cultural, and Agricultural Resources
- Intergovernmental Cooperation
- Implementation

Although these chapters have their own goals, objectives, and recommendations, the elements are all interrelated, so the goals, objectives, and recommendations are interrelated as well. This plan was developed with the interrelationships of these elements in mind.

The future land use plan, which is an element of the comprehensive plan's Land Use Chapter, provides the vision of how the City of De Pere can look 20 years from now. The recommendations regarding the location, density, and design of future development are the cornerstone of the overall plan. The future land use plan is the composite of the goals, objectives, and recommendations contained in all of the chapters.

The final part of the plan involves implementing the recommendations. A comprehensive plan is only effective when it is actually used. This includes both using the plan on a routine basis when making policy and administrative decisions and when creating and revising municipal ordinances, such as the zoning ordinance, to control and guide development consistent with the plan.

It is important to note this document does not represent the end of the planning process. For the City of De Pere to succeed in achieving its vision for the future, planning must be a continual, ongoing exercise. Just as this plan replaces the 2004 City of De Pere Comprehensive Plan, planning within the City must continue to evolve to reflect new trends and concepts.

Community Goals and Objectives

A major element of the comprehensive planning process is the identification of a community's goals and objectives. This exercise is often difficult because values held by citizens are usually very diverse. People vary widely in their choice of values and the degree to which they will accept or tolerate differing attitudes.

To identify the City's priorities for community development and the key issues and concerns to address, the Brown County Planning Commission facilitated a public visioning session, which utilized the nominal group method, on June 19, 2003, at West De Pere High School. The results from the visioning session were then mailed to a representative sample of De Pere residents to develop a ranking of the top issues within the City. The following list identifies the top issues resulting from the visioning session and survey:

Rank

1. Build a southern bridge sooner than the current planned construction year (2020) to reduce traffic in downtown De Pere. (Survey issue 20)
2. Maintain the City's low tax rate. (Issue 42)
3. Improve the flow of traffic between the east and west sides of the river. (Issue 46)
4. Identify a reliable source of drinkable water. (Issue 37)
5. Promote coordination between the (Unified School District of) De Pere and West De Pere School Districts regarding service consolidation and the implementation of other cost-saving measures. (Issue 18)
6. Maintain De Pere's small town atmosphere. (Issue 44)
7. Create additional jobs in the area. (Issue 1)
8. Eliminate smoking in public buildings. (Issue 14)
9. Find ways to maximize riverfront development. (Issue 4)
10. Save \$1.5 million by removing the proposed curve in the new downtown bridge. (Issue 27)

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

Goals and objectives each have a distinct and different purpose within the planning process. Goals describe desired situations toward which planning efforts should be directed, and they tend to be broad and long-range. They represent an end to be sought; although, they may never actually be fully attained. Objectives describe more specific purposes that should be sought to advance toward the achievement of the overall goals. Specific policies and programs designed to achieve each element's objectives are also identified and discussed in the comprehensive plan chapters.

The comprehensive plan is based on the following goals and objectives:

Land Use Goal

To manage the future growth and land uses within the City to ensure orderly, balanced, sustainable development in order to maintain or improve quality of life, maximizes the efficient provision of municipal services, enhances the City's downtown area, and promotes neighborhood centers that integrate mixed land uses and a variety of transportation choices.

Objectives:

1. Encourage new development and redevelopment to incorporate sustainable concepts into their plans.
2. Identify future growth areas for 5-year increments based on past and projected growth rates, the ability to efficiently provide services, and the ability to maintain ample future growth areas for the City.
3. Promote additional office, commercial, and industrial development, but seek to retain the existing overall balance between residential and non-residential land uses.
4. Identify appropriate uses for the City's riverfront property.

5. Strive for a compact, efficient land use pattern by promoting the development of existing vacant and underutilized lots.
6. Identify and reserve appropriate areas for future industrial and business park expansion and seek ways to better integrate these uses with nearby residential and retail uses.
7. Ensure the compatibility of adjoining land uses for both existing and future development.
8. Continue to enforce design standards for developments, including lighting and parking lot landscaping.
9. Create additional mixed-use neighborhood centers which contain a variety of commercial and residential uses with an emphasis on pedestrian scale rather than auto-oriented development patterns.
10. Discourage strip commercial development in favor of clustering commercial activities at designated nodes or selected locations which can service nearby neighborhoods.
11. Promote traditional neighborhood design (TND) as a viable mixed-use development option.
12. Promote conservation by design developments in the City where this development approach is appropriate.
13. Coordinate the layout of new developments with the need for traffic circulation and pedestrian facilities.
14. Provide for a mix of residential uses and housing types within neighborhoods through the establishment of flexible zoning standards and the promotion of planned developments.
15. Require the installation of neighborhood facilities within new subdivisions, including street trees, sidewalks/trails, and sites for playgrounds.

Transportation Goal

To develop a safe and efficient multi-modal transportation system to serve all De Pere residents.

Objectives:

1. Continue to develop the City's downtown as an area with a mix of residential, commercial, and institutional uses to make walking and bicycling viable transportation options and minimize traffic on the existing street system.
2. Create neighborhoods with a mixture of residential, neighborhood-scale commercial, recreational, and institutional uses to serve as formal and informal meeting places and allow all residents to easily reach them.
3. Utilize grid street patterns to distribute traffic evenly, maximize mobility and accessibility for all residents, and make transit service more attractive to residents.
4. Identify strategies to address traffic circulation across the Fox River that also address the needs of pedestrians, bicyclists, and other non-motorists.
5. Maximize safety and accessibility at the City's intersections.
6. Improve pedestrian circulation in the City's downtown by calming traffic and making street crossings safer.
7. Utilize traffic calming techniques on many of the City's existing streets to improve safety and minimize the impacts of vehicles on schools and neighborhoods.

8. Continue to develop the City's pedestrian system by installing sidewalks in new developments and developing off-street trails throughout the community.
9. Work with WisDOT and Brown County to ensure the southern bridge is visually appealing as well as functional.
10. Continue to work with the surrounding communities, Brown County, and WisDOT to plan the southern bridge, US 41, and other highway corridors which affect the City.
11. Enable and encourage developers to build narrow streets to slow traffic through neighborhoods, minimize construction and maintenance costs, and maximize safety for all residents.
12. Encourage the development of increased residential and commercial densities to improve the viability and financial efficiency of the City's transit routes.
13. Provide safe and convenient pedestrian and bicycle connections to destinations, such as parks, schools, employment centers, shopping areas, and between/within subdivisions.
14. Enhance the appearance of the City's entrances and thoroughfares.
15. Work with Brown County, WisDOT, Green Bay Metro, the Unified School District of De Pere and the West De Pere School District, and other agencies to develop the City's multi-modal transportation system.
16. Ensure the De Pere Business Park continues to have freight rail service.
17. Encourage De Pere residents and visitors to utilize the high-speed passenger rail service proposed for the Green Bay Metropolitan Area to minimize vehicle traffic on the area's highways.
18. Identify a system of truck routes throughout the City and mark them with unique signs to enable them to be easily identified.
19. Utilize Austin Straubel International Airport to attract new businesses and retain existing ones.
20. Continue to utilize the Port of Green Bay to attract and retain industries.
21. Apply for grants to help fund the development of the City's multi-modal transportation system.
22. Cooperate with surrounding communities to sustain a stable, efficient, accessible, and affordable public transportation system.

Economic Development Goal

Broaden the tax base and strengthen the City's economy and employment base through the expansion of the current balance of commercial and industrial activity.

Objectives:

1. Continue to develop interesting and diverse neighborhoods, a thriving downtown, a variety of job opportunities, and other features which will attract and retain highly skilled workers.
2. Encourage businesses and industries to promote environmentally-friendly practices, such as recycling, erosion control, and pollution controls.
3. Continue to implement the City's industrial and commercial design standards.
4. Identify additional appropriate areas for industrial and commercial activities within the City and its future growth areas and maintain an ample amount of land for future commercial and industrial growth.

5. Continue to develop a pedestrian-friendly downtown to help foster community identity and to serve as a focal point for economic development.
6. Continue mixing residential and commercial uses within the downtown.
7. Pursue redevelopment projects in available areas after the construction of the new Claude Allouez Bridge.
8. Continue to utilize government programs to aid in the retention of existing and attraction or promotion of new industrial or commercial activities.
9. Continue to use Tax Increment Financing (TIF) districts to expand the City's commercial and industrial development.
10. Consider a Business Improvement District (BID) in the downtown as a method of funding improvements in the City's central business district.
11. Ensure the City contains a mixture of large and small commercial developments.
12. Encourage the redevelopment of underutilized, vacant, and brownfield commercial and industrial areas.
13. Encourage commercial development in smaller neighborhood centers and the downtown rather than in strips along main thoroughfares.
14. Continue to work closely with the De Pere Main Street Program to attract and retain businesses in the City's downtown.
15. Coordinate City efforts at becoming an eco-municipality with the citizens and officials involved in Social, Economic, and Ecological Development for De Pere (SEEDs).
16. Continue the City's economic development partnerships with agencies, such as Advance, Brown County Planning, Bay-Lake Regional Planning Commission, and the Wisconsin Department of Commerce.

Housing Goal

Develop new neighborhoods and maintain older neighborhoods which offer a variety of quality housing opportunities for all De Pere residents to attract and retain residents of all ages and income levels.

Objectives:

1. Promote reinvestment in the existing housing stock in order to maintain property values and strong neighborhoods.
2. Promote an adequate supply and mix of housing types for individuals of all life stages, physical abilities, and income levels.
3. Encourage the development of additional community-based residential facilities to help care for a diverse population.
4. Identify residential Smart Growth areas next to existing development to take advantage of existing utilities and public services.
5. Promote traditional neighborhood design (TND) as a viable mixed-use development option.
6. Develop and implement residential maintenance standards.
7. Identify and utilize government programs, such as Community Development Block Grants-Housing (CDBG-Housing) and the Wisconsin Housing and Economic Development Authority (WHEDA), to improve aging residential stock.

Utilities and Community Facilities Goal

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

Objectives:

1. Work with the (Unified School District of) De Pere and West De Pere School Districts to identify sites for future schools within and near the City.
2. Continue to cooperate with the school districts and St. Norbert College to enable residents to use their facilities for social, recreational, and other activities.
3. Continue to maintain a long-term viable supply and distribution system of high quality public water.
4. Continue to provide quality police, fire, and rescue services for all residents and businesses and identify sites for future facilities as the City grows.
5. Expand the amount of greenspace within the City by providing small neighborhood parks within residential areas.
6. Plan, locate, and develop new recreational facilities and expand the activities within existing parks to respond to the needs and desires of all segments of the population.
7. Continue to encourage residents of all ages to use the City's community center.
8. Work with Brown County to address future plans for the Brown County Fairgrounds.
9. Maintain the City's existing public facilities and replace aging/obsolete infrastructure and equipment in a timely fashion.
10. Promote the efficient use of existing community facilities, such as streets, sewers, and water, through infill development and planned outward expansion.
11. Implement the recommendations in the City's comprehensive stormwater management plan to address water quantity issues (such as flooding) and water quality issues (through the protection of wetlands and stream habitats).

Natural, Cultural, and Agricultural Resources Goal

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

Objectives:

1. Expand the overall amount of greenspace within the City with an emphasis on City beautification.
2. Utilize the existence of significant natural resources as a key factor when identifying locations for future parks.
3. Preserve wetlands, floodplains, and other environmental areas to link various parts of the City and to serve as wildlife corridors, pedestrian trails, and stormwater management areas.
4. Maintain and enhance the accessibility of public lands along the waters of the Fox and East Rivers.

5. Require the creation of neighborhood greenspace and parks within residential developments.
6. Coordinate future parks and greenspace with adjoining communities and the recommendations in the *Brown County Open Space and Outdoor Recreation Plan*.
7. Promote diversity in De Pere by encouraging groups to host festivals and other events in the City.
8. Promote a more harmonious relationship between the natural landscape and future development through incentives for the use of conservation by design subdivisions (where appropriate) and other flexible techniques.
9. Continue to maintain and enhance the appearance and community identity of the City through the use of commercial and industrial building design standards, landscaping, attractive signage, and other beautification techniques.
10. Maintain the City's existing historic districts and identify additional historic and scenic sites (including archeological sites) in the City.
11. Continue to promote the preservation and rehabilitation of older buildings within the City, especially through adaptive reuse of these buildings (when possible).

Intergovernmental Cooperation Goal

To work with the surrounding communities, school districts, St. Norbert College, Brown County, Bay-Lake Regional Planning Commission, and State of Wisconsin to cooperatively plan and develop the City and region.

Objectives:

1. Work with the (Unified School District of) De Pere and West De Pere School Districts to determine if they can save money and operate more efficiently by increasing cooperation or by merging to form one district.
2. Work with the surrounding communities to resolve boundary issues, coordinate municipal services, and address other issues of mutual concern.
3. Continue to work with the surrounding communities, Brown County, and WisDOT to plan the southern bridge, US 41, and other highway corridors which serve the City.
4. Identify existing conflicts with the surrounding communities and work with the communities and Brown County Planning Commission to resolve these conflicts.
5. Utilize the City's extraterritorial review authority to ensure development immediately outside the City limits is compatible with development within the City.
6. Cooperate with the other metropolitan area communities to attract businesses to the area.
7. Continue to work with the surrounding communities and Brown County to develop an off-street trail system which serves the City and region.

Sustainability

The following discussion of sustainability was derived from a presentation by consulting firm Foth at a 2007 Wisconsin Alliance of Cities Conference. Sustainability as a concept for concern for the environment has been around for a number of years and is generally accepted as a goal all persons and communities should strive toward. However,

sustainability as a goal for a community's economic growth is a relatively new twist on the concept. Economic sustainability is becoming a much larger concern for Wisconsin municipalities as increasing municipal expenses run headlong into state revenue caps. In response to this reality, many communities are employing a "growth at all costs" theory to increase the tax base to try and keep up with increasing fixed expenses. This however, is not a "sustainable" methodology from an economic, ecological, or societal standpoint. A "new" definition of sustainability reads:



"Sustainable development meets the needs of the present without compromising the ability of future generations to meet their own needs."

Sustainability is the intersection of where the needs of the economy, the environment, and society are met. Communities which employ this new paradigm of sustainable development are often termed "eco-municipalities" because the "eco" stands for both ecology and economy. Eco-municipalities focus their economic development efforts on attracting talented people, creating community amenities for people to recreate and share ideas; and fostering good paying jobs with ample opportunity for advancement. Eco-municipalities utilize a systems approach to economic development including widespread community awareness raising, integrated community involvement, and common sustainability language based on the "natural step" framework.

The natural step framework includes four broad-based goals and more specific objectives, including:

- **Eliminate community's contribution to fossil fuel dependence and wasteful use of scarce metals and minerals.**
 - Transit and pedestrian-oriented development.
 - Heat and power by renewable energy.
 - Public transit, alternatively fueled municipal fleets.
 - Incentives for organic agricultural to minimize phosphorus and petrochemical fertilizers and herbicides.
 - Home-based occupations, reduced commuting.
 - Local food production and agriculture.
- **Eliminate community's contribution to dependence on persistent chemicals and wasteful use of synthetic substances.**



- Healthy building design and construction to reduce or eliminate the use of toxic building materials.
- Landscape design and park maintenance utilizing alternatives to chemical pesticides and herbicides.
- Municipal purchasing guidelines encouraging low- or non-chemical product use.
- Reduction of waste, promotion of recycling.
- **Eliminate our community's contribution to encroachment upon nature (e.g., land, water, wildlife, forests, soil, ecosystems).**
 - Redevelop (infill) existing sites (top priority).
 - Promote designs which respect regional ecosystems and natural functions while supporting human communities.
 - Preserve open space, forest and habitat.
 - Reduce water use and recycle wash water.
 - Reduce impervious paving materials.
 - Recognize "cradle to grave" costs of waste generation and disposal.
- **Meet human needs fairly and efficiently.**
 - Affordable housing for a diversity of residents.
 - Locally based business and food production.
 - Using waste as a resource.
 - Eco-industrial development.
 - Participatory community planning and decision making.
 - Housing located near employment centers.
 - Equitable educational opportunities.

The natural step process and the concept of "eco-municipalities" was started in Sweden which has a climate similar to northeastern Wisconsin's. Currently there are over 50 communities in Sweden putting this theory into practice. Within the State of Wisconsin, there are at least 20 communities of varying sizes which have committed to becoming eco-municipalities by passing a resolution and implementing the eco-municipality process through the encouragement of green industries in their industrial parks, brownfield redevelopment efforts, and marketing eco-business clusters.

While recognizing immediately implementing an entirely new paradigm of economic development, ecological awareness, and social equity may not be entirely practical, De Pere has already begun the process toward becoming an eco-municipality. The City Council and Mayor adopted a resolution "endorsing the principles of sustainability and applying them in city decision making, planning, policy making, and municipal practices". Additionally, with the support of the group of citizens involved in Social, Economic and Ecological Development for De Pere (SEEDs) the City Council and Mayor have adopted a second resolution committing the City "...to working towards greater sustainability as an eco-municipality."



Furthermore, on November 8, 2007 through De Pere Sister Cities International, the City of De Pere and City of Åmål, Sweden officially became sister cities based upon shared interests in sustainability principles. According to De Pere Sister Cities International, Åmål is a

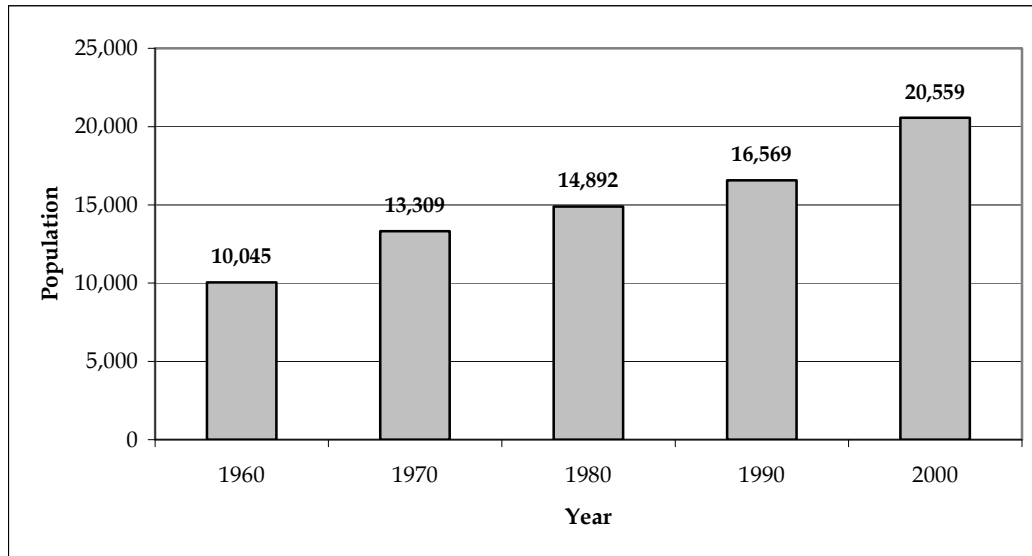
city of approximately 12,000 residents located on the shores of Lake Vanörn and surrounded by unspoiled countryside. In 2005 an international competition ranked Åmål second as the most livable small community based on its landscape, cultural heritage, community involvement, and planning for the future.

The conversion to an eco-municipality is not one which occurs quickly, but rather over time with small changes in how a community thinks about economic development, the environment, and its residents. In order to evaluate the City of De Pere's progress toward becoming an eco-municipality, there is a separate "sustainability" section in the Implementation Chapter of this comprehensive plan. It is intended to provide a list of activities for De Pere public officials, residents, and businesses to consider accomplishing in order to further De Pere's efforts toward becoming an eco-municipality.

Demographic Trends

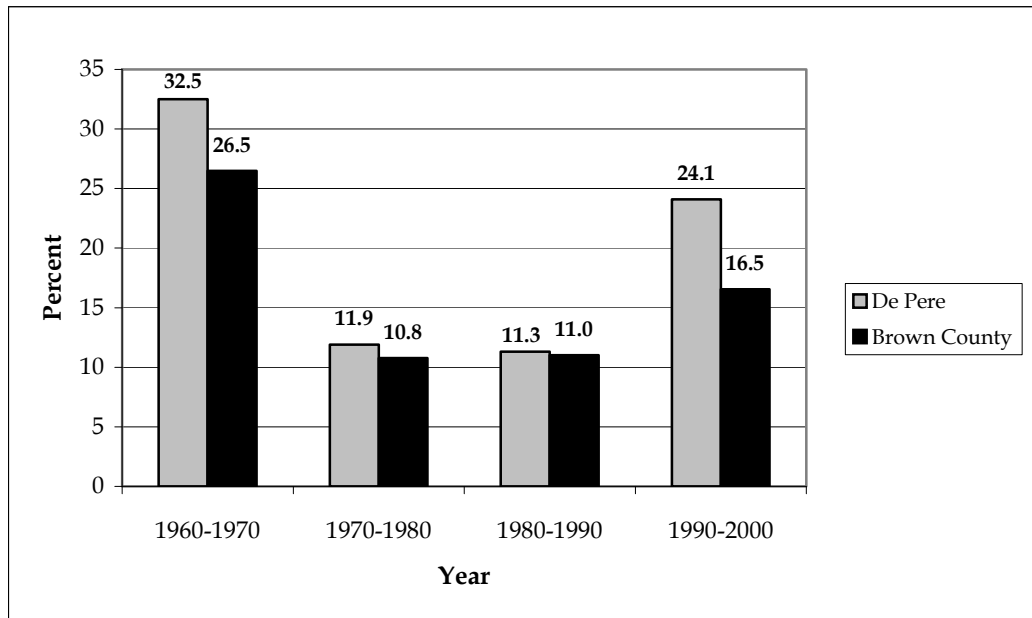
Between 1960 and 1990, De Pere's population grew by an average of about 2,000 residents per decade. However, between the years of 1990 and 2000, the City added almost 4,000 residents. According to the 2008 population estimates produced by the Wisconsin Department of Administration, De Pere is estimated to have added another 2,086 residents since 2000 for an estimated 2008 population of 22,645. Figure 1-1 displays the past 40 years of population growth in the City, and Figure 1-2 compares the City's growth percentage to Brown County during the same period.

Figure 1-1: City of De Pere Historic Growth Trend, 1960-2000



Source: U.S. Census of Population, 1960-2000.

Figure 1-2: City of De Pere and Brown County Percent Population Increase, 1960-2000



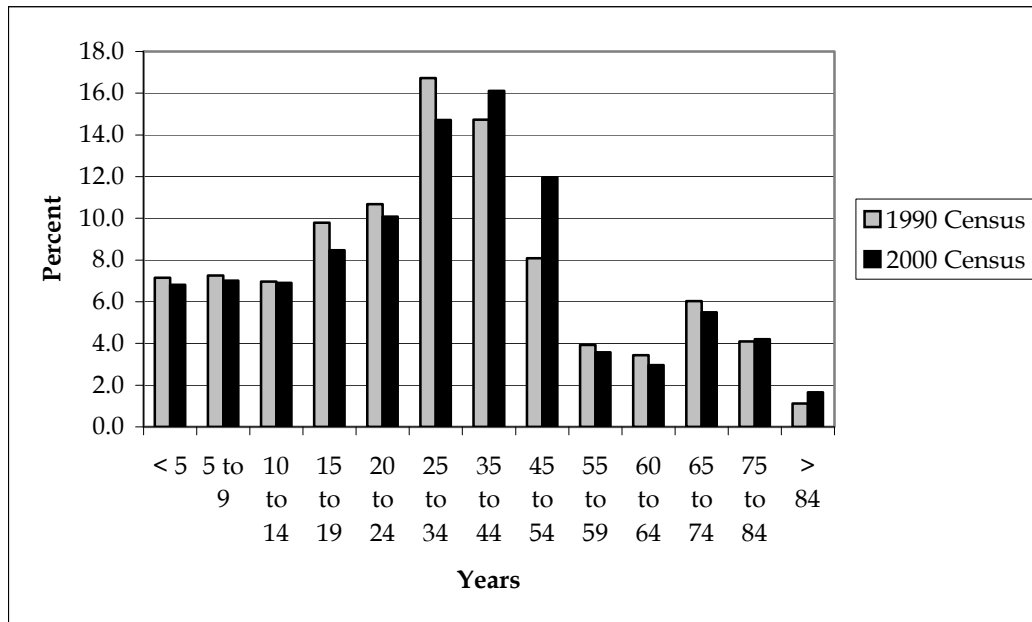
Source: U.S. Census of Population, 1960-2000.

Age Distribution

Census figures show the 2000 median age of City of De Pere residents was 32.5 years and the 1990 median age was 30 years, which suggests the City's overall population is aging (this trend is shown in Figure 1-3). However, this trend is also becoming more of an issue in many other municipalities in Brown County and the state as the "Baby Boom" generation continues to age.

The number of school-age children (between 5 and 19 years old) in De Pere increased by 15.6 percent between 1990 and 2000, residents of working age (20-64) increased by 28 percent, and residents of retirement age (65 or greater) increased by 25.6 percent. Figure 1-3 shows how the City's population aged during this 10-year period by comparing 1990 age cohorts with 2000 cohorts.

Figure 1-3: City of De Pere Age as a Percentage of Population, 1990 and 2000



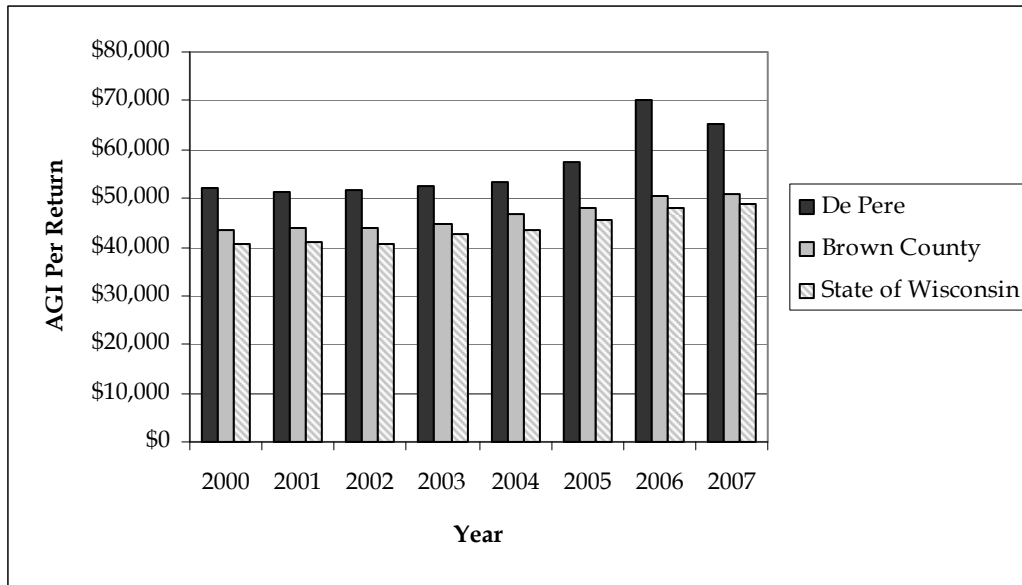
Source: U.S. Census of Population, 1990 and 2000.

Income Levels

According to the Wisconsin Department of Revenue-Division of Research and Analysis, the City of De Pere's adjusted gross income (AGI) per state tax return remained significantly higher than both Brown County and the State of Wisconsin between 2000 and 2007. Since 2000, it appears the difference between De Pere's AGI and the average AGI of Brown County and State of Wisconsin is becoming significantly more pronounced. Figure 1-4 shows the AGI trend over the past six years.

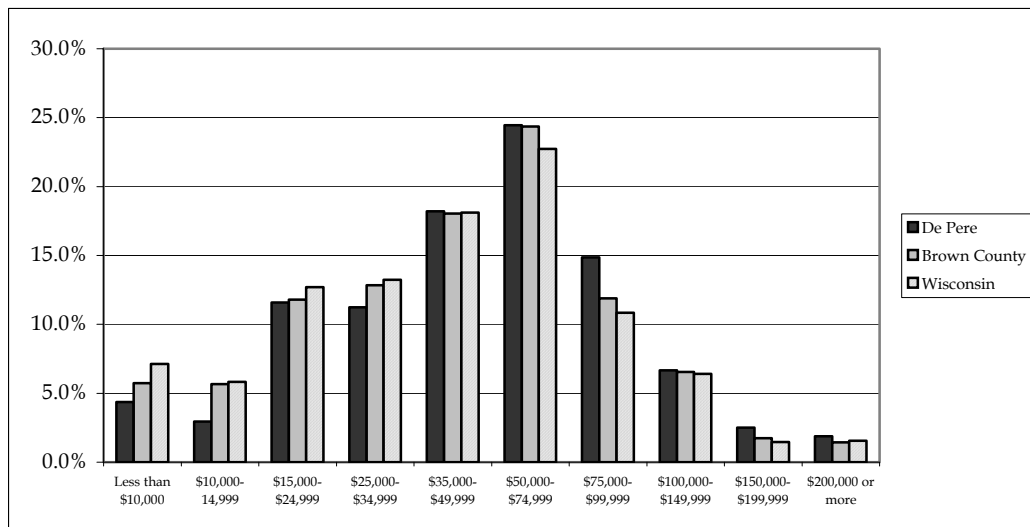
According to the 2000 census, the largest percentage (24.4 percent) of De Pere households are within the \$50,000-\$79,999 income range. Overall, the City has a higher percentage of households in the upper income range and a lower percentage of households in the lower income range than the county and state. The household income percentages are shown in Figure 1-5.

Figure 1-4: Municipal Per Return Income, 2000-2007



Source: State of Wisconsin Department of Revenue, Municipal Per Return Income Report, 2001-2008.

Figure 1-5: Household Income in 1999



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

Employment Characteristics

As shown in Figure 1-6, management/professional/related occupations and sales/office occupations were the largest two occupation categories for De Pere residents in 2000. The relatively high number of residents who work in these occupations helps to explain why the City's household incomes are higher than Brown County and the State of Wisconsin.

Figure 1-6: City of De Pere Employment by Occupation

Occupation	Number	Percent
Management, professional, and related occupations	4,204	36.9
Sales and office occupations	3,500	30.7
Production, transportation, and material moving occupations	1,485	13.0
Service occupations	1,319	11.6
Construction, extraction, and maintenance occupations	845	7.4
Farming, fishing, and forestry occupations	34	0.3

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

Employment Forecast

The Wisconsin Department of Workforce Development produced an updated profile in November 2008 for the Bay Area Workforce Development Area which includes Brown, Door, Florence, Kewaunee, Manitowoc, Menominee, Oconto, Shawano and Sheboygan Counties within its boundaries. The profile identifies projected job increases or decreases by industry for the ten year period between the 2006 estimate and 2016 and factors in macro economic conditions experienced by the area through November 2008.

According to the profile, the total number of non-farm jobs is projected to increase by 21,630 (7.0 percent) by the year 2016. Goods-producing jobs are projected to continue to represent 29 percent of the total employment in the region, which is the same as in 2004. Services-providing industry sectors will also continue to provide 71 percent of all jobs.

The education and health services sector is projected to add 8,430 jobs in the ten-year period, with hospitals (including state and federal government) providing a projected 2,310 jobs. Similar to 2004, this is the largest projected growth rate for all industry sectors in the Bay Area, which is likely due to the general aging of the population generating increased demand for these types of services.

Manufacturing will continue to have the largest number of jobs through 2016; however, growth in this sector is projected to be negative, with an overall decrease of 1.2 percent. There will still be a demand for highly-skilled persons to enter the manufacturing sector as “baby-boom” workers begin to retire.

Job growth and economic development strategies are discussed in much more detail in the Economic Development Chapter of this document. Figure 1-7 displays total non-farm industry employment projections for the Bay Area Workforce Development Area.

Figure 1-7: Industry Projections for Bay Area Workforce Development Area, 2006-2016

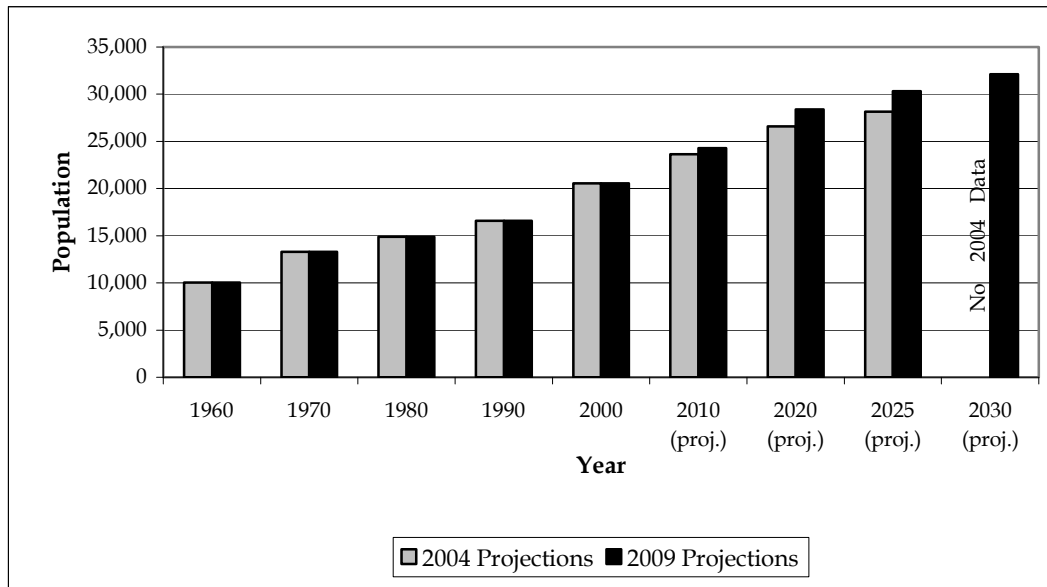
Industry Title	Employment		Ten-Year Change	
	2006 Estimate	2016 Projected	Numeric	Percent
Total Non-Farm Employment	308,710	338,070	21,630	7.0%
Construction/Mining/Natural Resources	14,930	16,320	1,390	9.3%
Manufacturing	75,390	74,520	-870	-1.2%
Food Manufacturing	10,480	10,350	-130	-1.2%
Paper Manufacturing	9,110	8,280	-830	-9.1%
Machinery Manufacturing	7,190	6,730	-460	-6.4%
Trade	43,680	44,400	720	1.6%
General Merchandise Stores	7,580	7,840	260	3.4%
Transportation and Utilities (Including U.S. Postal Service)	17,040	18,370	1,330	7.8%
Financial Activities	16,450	18,270	1,820	11.1%
Education and Health Services (Including state and local government	54,860	63,290	8,430	15.4%
Educational Services (Including state and local government)	19,680	20,520	840	4.3%
Hospitals (Including state and local government)	12,460	14,770	2,310	18.5%
Leisure and Hospitality	30,240	33,640	3,400	11.2%
Information/Professional Services/ Other Services	37,090	41,950	4,860	13.1%
Government (Excluding USPS, state and local government education and hospitals	19,020	19,570	550	2.9%

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, November 2008.

Population and Housing Forecasts

In March 2008, the Wisconsin Department of Administration released the updated population projections for Wisconsin municipalities through 2030. According to these projections, the City of De Pere is expected to grow from the 2008 estimate of 22,645 residents to 24,279 residents by 2010, 28,370 residents by 2020, and 32,102 residents by 2030. This is a projected increase of 9,457 residents over the next twenty-two years. The projected population growth of De Pere through 2030 slightly exceeds the growth anticipated in developing the 2004 population projections. The City's past and projected populations are shown in Figure 1-8.

Figure 1-8: Historic and Projected Total Population, City of De Pere, 1960-2030



Source: U.S. Census Bureau 2000; Wisconsin Dept. of Administration, 2009.

Based on the total population projections supplied by WDOA, De Pere can expect to add approximately 9,457 residents by 2030. Using the 2000 census average household size of 2.46 people per household for the City to estimate its future housing needs, De Pere will need a minimum of 3,844 additional housing units to accommodate the projected 2030 population. The comprehensive plan's Housing Chapter provides a more detailed analysis of the City's current and future housing needs, and the Land Use Chapter identifies current and future trends in various types of development, including mixed uses, conservation subdivisions, and traditional neighborhoods.

Summary

The City of De Pere is a mature community which continues to grow. The goals and objectives for the City of De Pere Comprehensive Plan will address the growth pressures the City is currently experiencing and help to maintain the small town feel and high quality municipal services current and new residents desire. The goals and objectives reflect the results of the citywide visioning session, survey, citizens advisory committee, and 14 State of Wisconsin Comprehensive Planning Goals.

The goals and objectives identified in the Issues and Opportunities Chapter are intended to guide the City in maintaining and enhancing the features which make De Pere a desirable place to live and do business. Objectives, such as developing neighborhood parks, maintaining a balanced mix of housing types, continuing to develop the City's multi-modal transportation system, planning for growth, and encouraging sustainable development which integrates natural and cultural resources, are all concepts to be addressed through specific policy recommendations within the plan.

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.

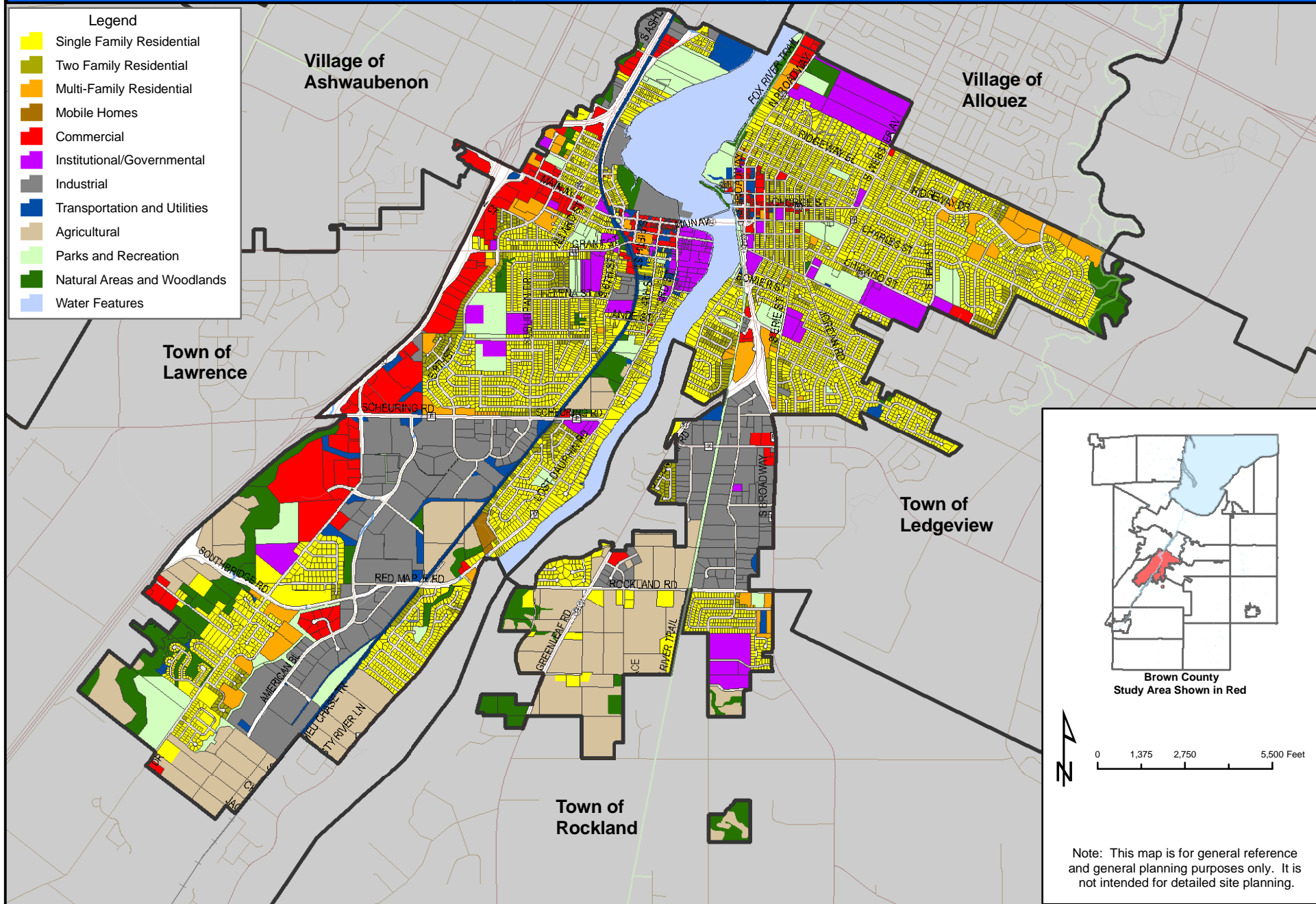
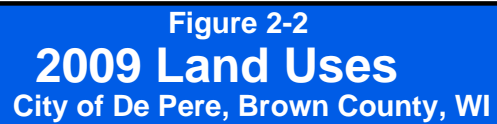
¹ Includes platted, but not developed lands.

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.

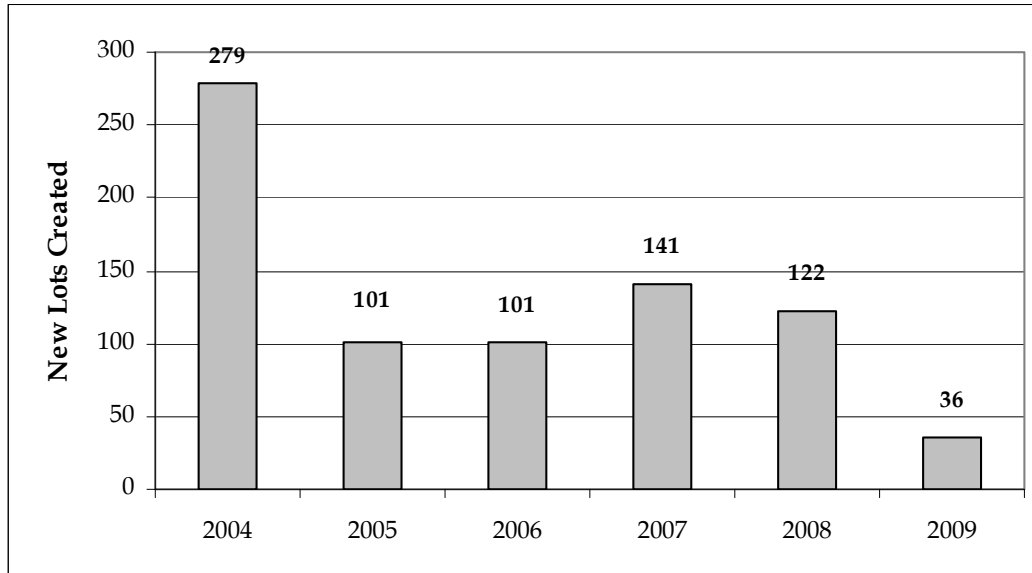
Although much of the Fox River shoreline is developed with commercial, industrial, residential and institutional uses, there are some areas where redevelopment of brownfields into parks and the conversion of former railways to trails have provided public access to the waterfront. This is largely the 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.



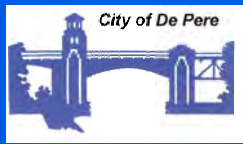
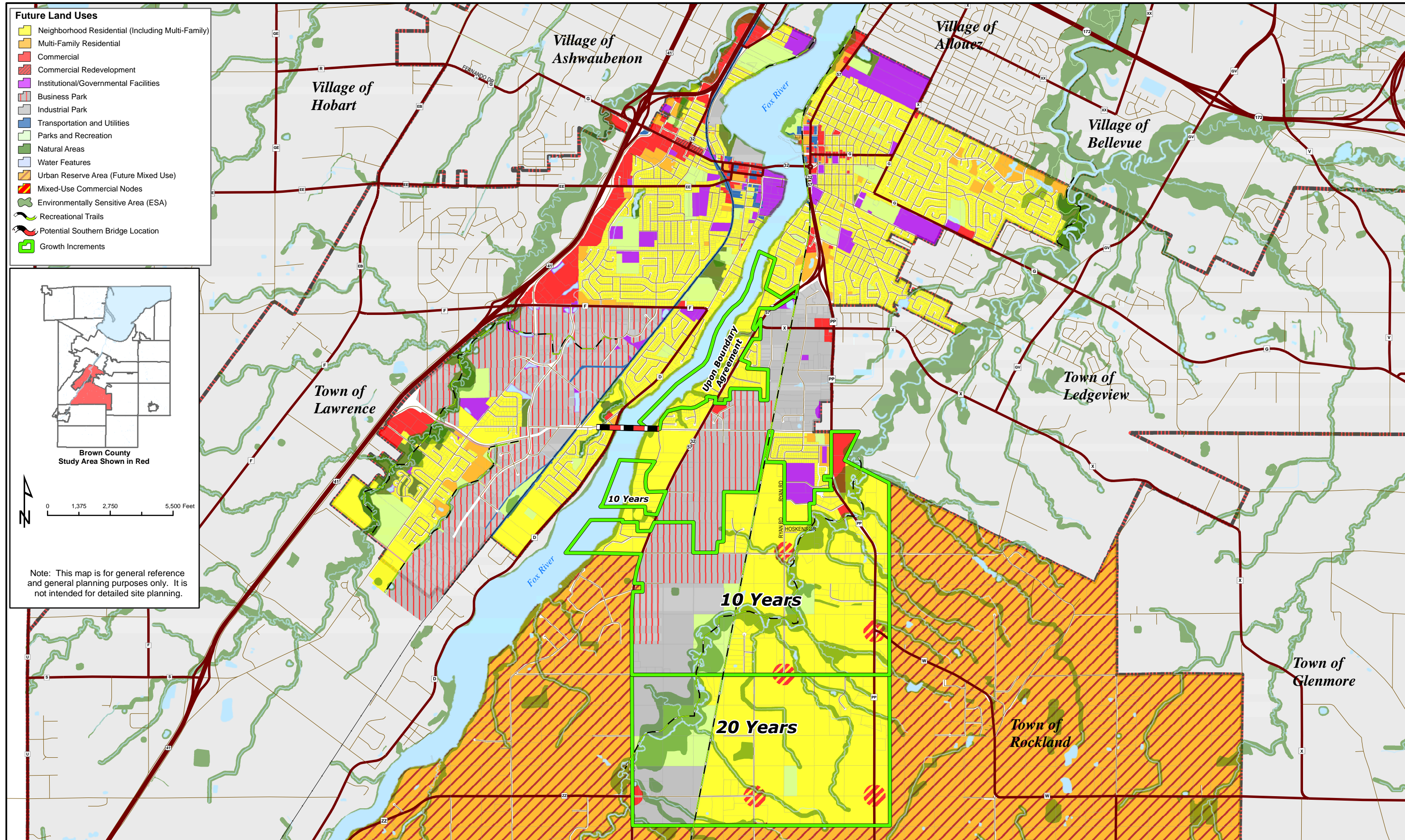


Figure 2-6
Future Land Uses
City of De Pere, Brown County, WI



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.

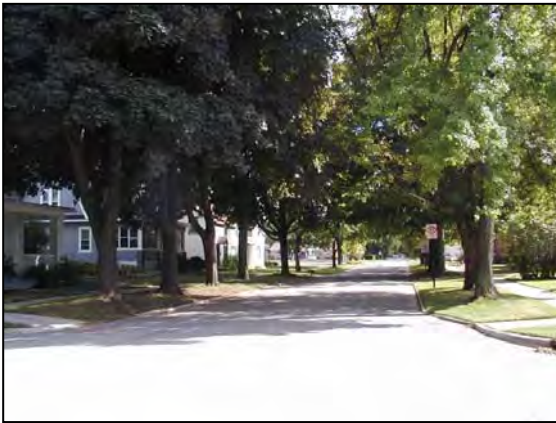
To foster visual interest along neighborhood streets, garages and driveways should be designed to be less dominant features of the street frontage. Garages which are recessed from the front building façade or at least even with the rest of the front façade are preferred over protruding garage doors. 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.

CHAPTER 3

Transportation

This section of the plan discusses the existing transportation system and recommends methods of creating a more comprehensive intermodal transportation system in the City.

Existing Transportation System

Streets and Highways

De Pere currently contains one US highway, one state highway, six county trunk highways, and many city streets. These streets and highways are currently the primary means of reaching the City's residential, commercial, industrial, and other destinations (see Figure 3-1 for the City's street and highway system).

Functional Classification System

A component of a street and highway system is the functional classification network. This network is typically based on traffic volumes, land uses, road spacing, and system continuity.

The four general functional classifications are freeways, arterials, collectors, and local streets. These classifications are summarized below.

Freeways: Freeways are controlled-access highways that have no at-grade intersections or driveway connections. US 41 is an example of a freeway in De Pere.

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

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

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

The current street patterns in the older sections of De Pere enable many vehicle trips to occur on the local and collector streets because they are well connected. However, the newer sections of the City contain cul-de-sacs, horseshoe roads, and other streets that do not provide convenient connections to surrounding streets. The lack of street connectivity in these parts of the City forces motorists to use the arterial streets at some point during nearly every trip, and this concentration of traffic can create barriers to other transportation modes (such as walking, bicycling, and transit). Figure 3-2 shows the City's existing functional classification system.

Figure 3-1
Street Network / Railways
 City of De Pere, Brown County, WI

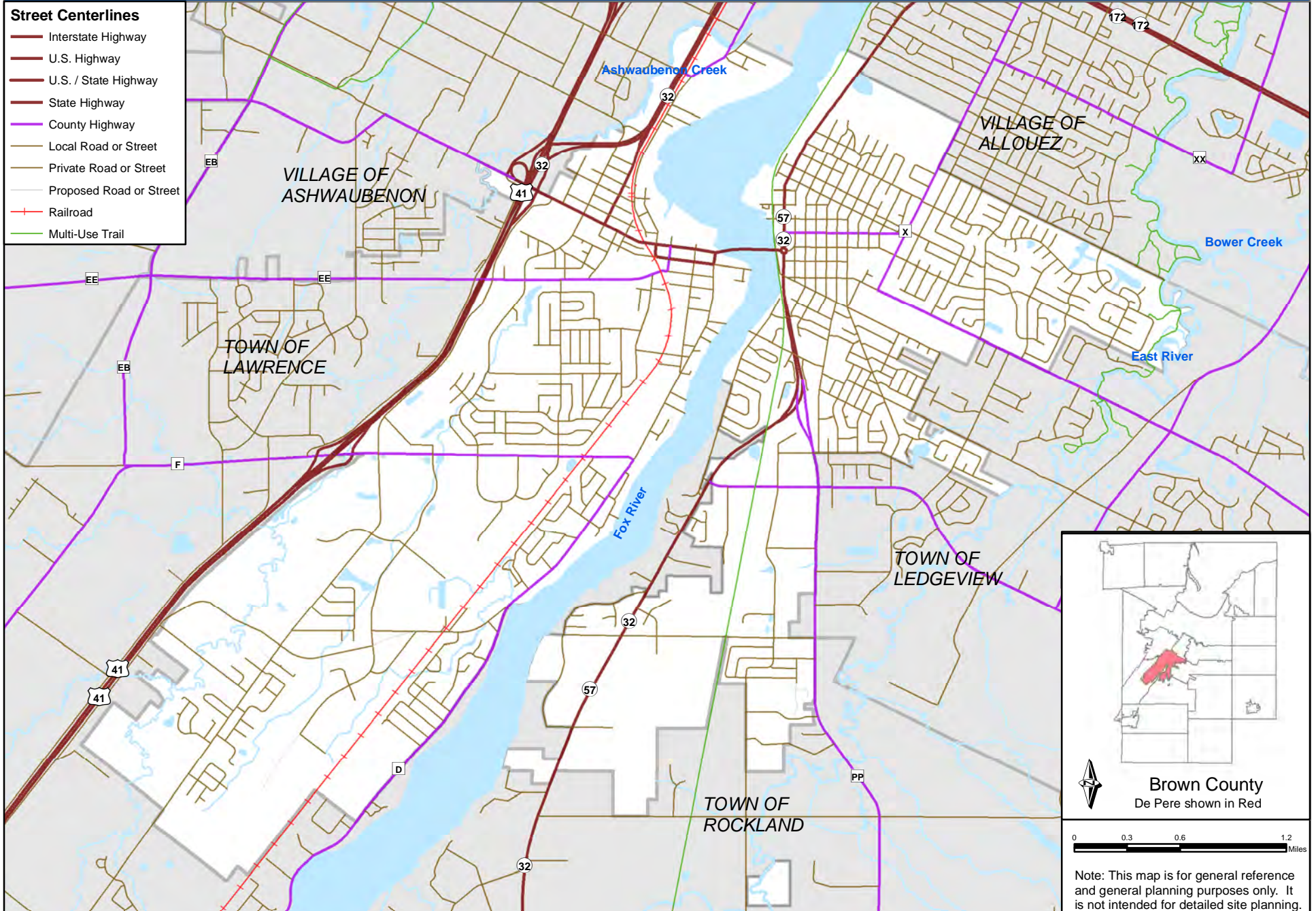
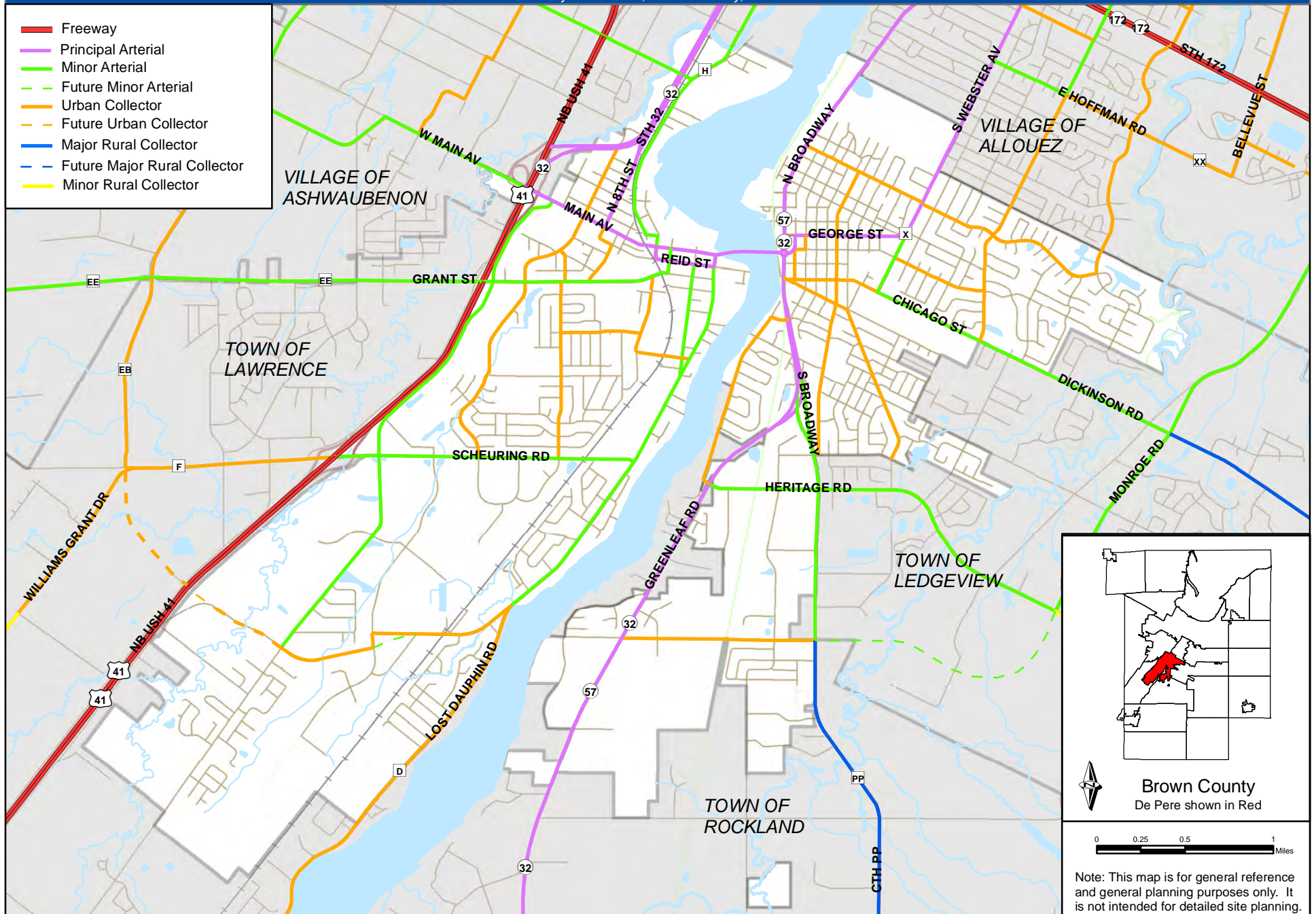


Figure 3-2
Functional Classification
 City of De Pere, Brown County, WI



Pedestrian and Bicycle Facilities

De Pere currently has the most extensive pedestrian system and one of the most extensive bicycle systems in Brown County. For several years, the City has installed sidewalks along both sides of its streets unless the street is a cul-de-sac or industrial park road, and bicycle facilities can be found on major streets. De Pere also contains portions of the Fox River and East River Trails, and a local trail system is currently being developed on the west side of the City. These pedestrian and bicycle facilities complement the street system and transit routes that serve the community and provide safe and convenient access to schools, parks, businesses, and other destinations. The City's existing pedestrian and bicycle systems are shown in Figure 3-3.

Transit

De Pere is currently served by one Green Bay Metro fixed transit route and three limited service routes. The fixed route serves the east and west sides of the City, and the downtown area is served during the route's outbound and inbound trips. The fixed route provides hourly service during Metro's weekday and Saturday service periods. The City's fixed bus route is shown in Figure 3-4.

Specialized Transportation Services for the Elderly and Disabled (Paratransit)

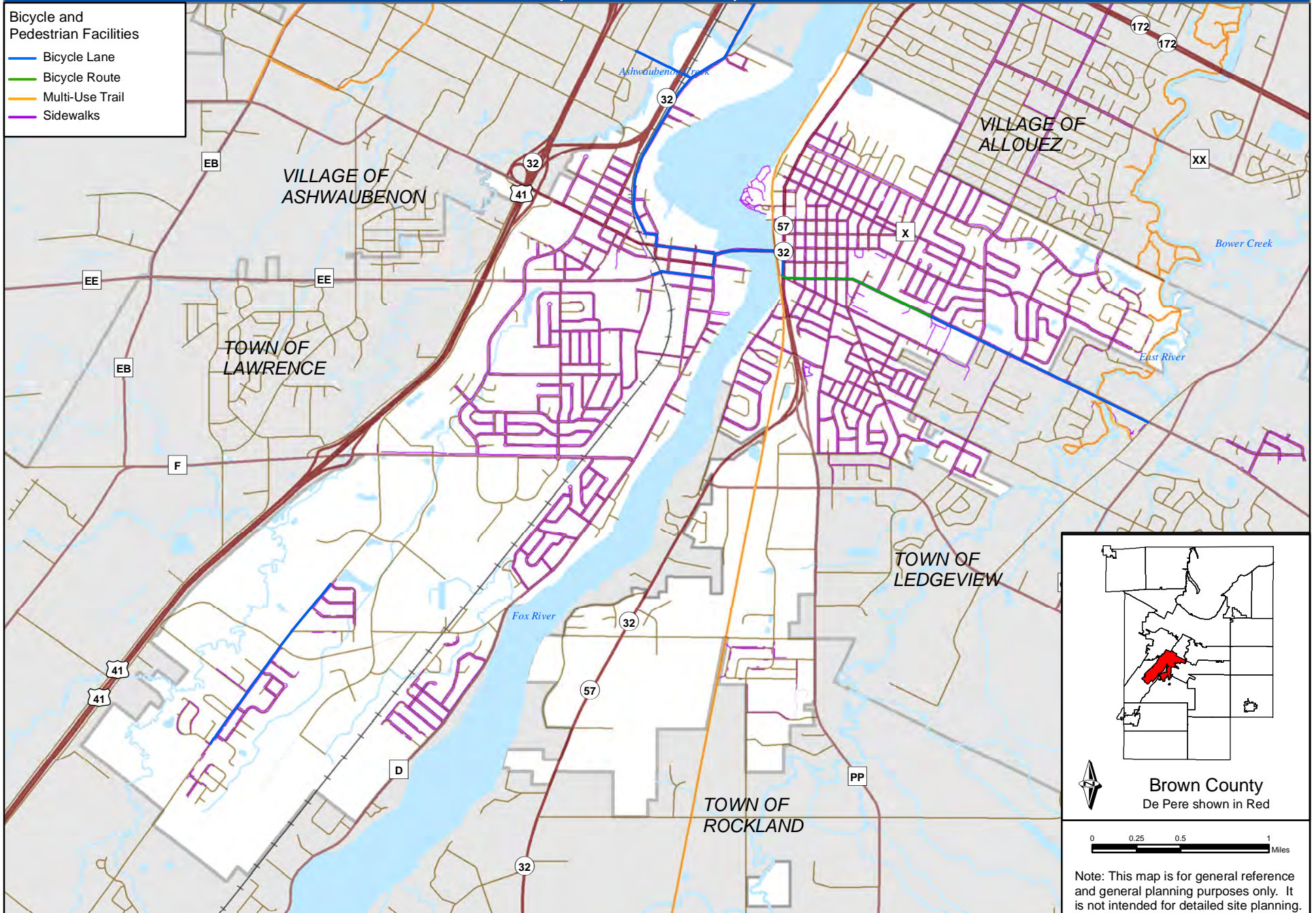
De Pere's inclusion in the Green Bay Metro service area allows the City to be served by Metro's paratransit provider. Metro's paratransit service allows clients in De Pere to be picked up at their homes and taken directly to their destinations in vehicles that accommodate wheelchairs, scooters, and riders who do not require mobility devices. This service provides another transportation option to elderly and disabled De Pere residents who need assistance to reach medical appointments, grocery stores, and other destinations throughout the Metro service area. The paratransit service is also a means of enabling clients to reach Syble Hopp School and other agencies in De Pere.

Rail Transportation

De Pere currently contains one active freight rail line that runs along the west side of the Fox River (see Figure 3-1 for the line's location). This line currently serves Green Bay Packaging and some warehouses in the De Pere Business Park, and plans for the southwest portion of the City recommend establishing rail spurs to serve industrial land uses as these uses are developed near the line.

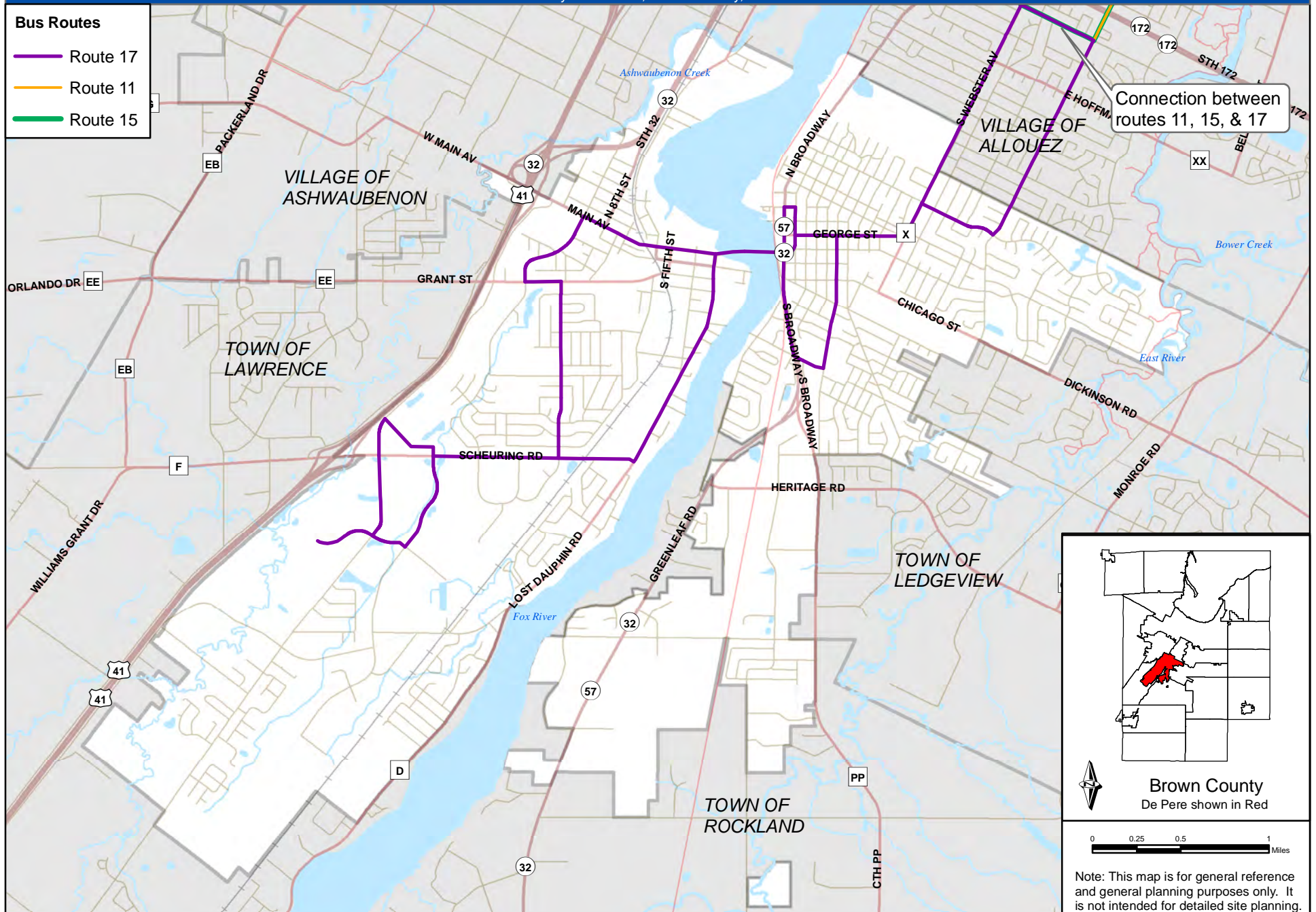
Figure 3-3
Pedestrian and Bicycle Facilities in De Pere
 City of De Pere, Brown County, WI

- Bicycle and Pedestrian Facilities**
- Bicycle Lane
 - Bicycle Route
 - Multi-Use Trail
 - Sidewalks



Note: This map is for general reference and general planning purposes only. It is not intended for detailed site planning.

Figure 3-4
Green Bay Metro Fixed Route in De Pere
 City of De Pere, Brown County, WI



Air Transportation

Austin Straubel International Airport is approximately three miles northwest of De Pere (see Figure 3-5 for the airport's location). Commercial service is currently provided by Northwest/Delta Airlines, American Eagle, United Express, and Midwest Connect. Charter service is provided by Executive Air and Titletown Aviation. Air cargo service is provided by Northwest/Delta Airlines. The City's economy is not significantly affected by the airport at this time.

Truck Transportation

Truck traffic is relatively high in De Pere because the City contains large industrial and business parks and other developments that rely on heavy trucks. The Claude Allouez Bridge, STH 32/57, and the county highways in the City also attract several local and pass-through truck trips. Although most of the truck trips occur on the state and county highways, trucks occasionally need to travel on city streets to reach local businesses and other destinations.

Water Transportation

De Pere currently has docking or launch facilities at the Fox Point Boat Launch, Voyageur Park, Bomier Street Boat Launch, and the Perkofski Boat Landing, but this is the extent of the City's reliance on the river for commercial activity. The City also does not currently rely on the Port of Green Bay to import or export goods. The port's location is shown in Figure 3-5.

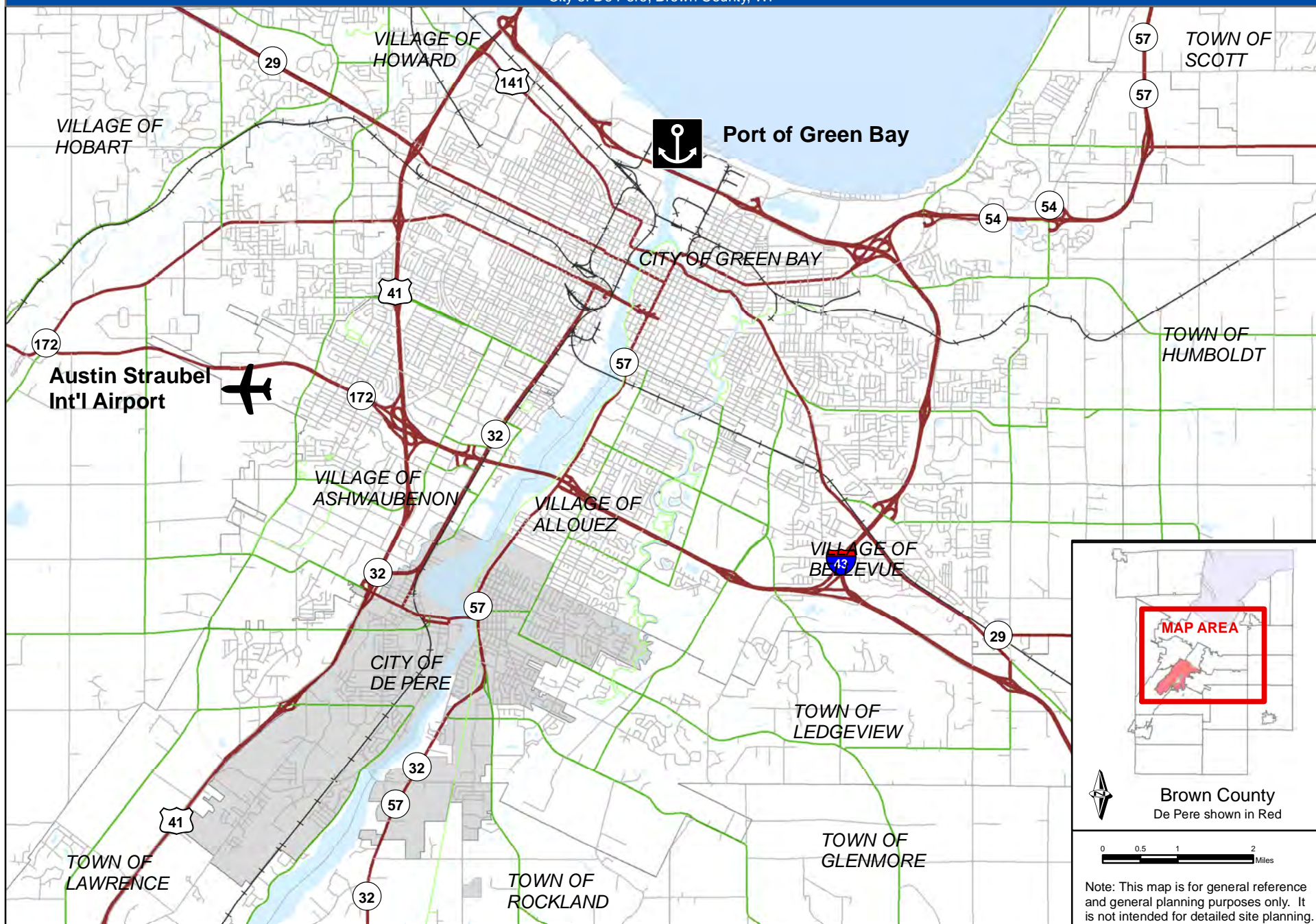
Future Transportation System

De Pere contains some areas where land uses are mixed and people can reach their destinations without a car, and the undeveloped and partially vacant parts of the City can accommodate additional higher density infill and adjacent development and redevelopment that includes a mix of residential, commercial, and institutional uses. This section of the Transportation Chapter identifies the major aspects of De Pere's transportation system and recommends methods of developing them over the next 20 years to create a more comprehensive intermodal transportation system. The chapter also discusses the land use patterns that should be promoted during this period to create this system.

Streets and Highways

De Pere currently has relatively few multi-lane streets, but some of the City's two-lane streets are still at least 40 feet wide. The City also contains some cul-de-sacs and long blocks that provide infrequent connections to intersecting streets (such as in the East River Drive, Lawrence Drive, and Ninth Street areas). In addition to being expensive to construct and maintain, the wide streets encourage people to drive rapidly through neighborhoods, school zones, and other areas where high speeds are not appropriate. The long blocks, cul-de-sacs, and separation of land uses in the newer portions of the

Figure 3-5
Port and Airport Facilities
City of De Pere, Brown County, WI



City also do more than encourage people to drive from place to place – they often force them to drive because other transportation modes are not practical.

To enhance everyone’s ability to safely and efficiently navigate the City’s transportation system with and without personal vehicles, the City needs to:

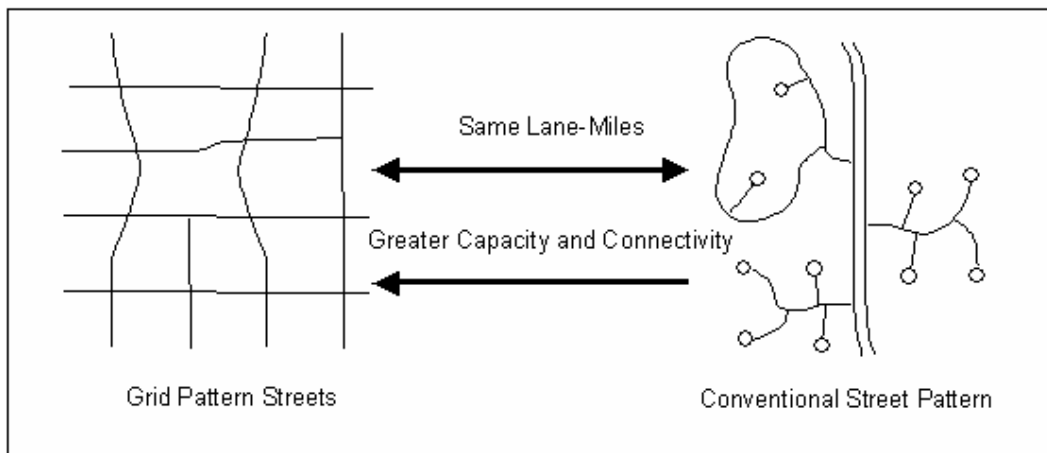
- Increase street connectivity and intersection frequency.
- Minimize barriers to pedestrian and bicycle travel and encourage people to drive at appropriate speeds.
- Improve accessibility and safety at intersections and other potential conflict points.

Methods of achieving these aims are addressed in this section.

Develop Well-Connected Street Networks

To enable and encourage people to walk and bicycle throughout the City and the adjacent communities, De Pere should require the development of well-connected street networks within new developments that have frequent connections to the existing street system. These kinds of street patterns will also provide motorists several route options and avoid concentrating traffic on relatively few streets. A comparison of well-connected and conventional street networks is shown in Figure 3-6.

Figure 3-6: Comparison of Well-Connected and Conventional Street Patterns



Although well-connected street patterns enable traffic to be distributed evenly, are very accessible to a variety of transportation system users, are easy for public works departments to plow and maintain, enable communities to create efficient sewer and water systems (that do not have several stubs), and provide efficient routes to incidents for fire departments and other emergency responders, situations will arise where streets cannot be connected due to physical or environmental constraints. The City should not allow cul-de-sacs and loop streets when constraints do not exist, but if constraints prohibit street connections, the City should allow the development of cul-de-sacs near the constraints. However, to maximize connectivity in these neighborhoods, the cul-de-sacs should have public rights-of-way or easements reserved at the bulbs to enable

pedestrians and bicyclists to travel throughout the area easily. This connectivity concept is discussed later in this chapter and in the plan's Bicycle and Pedestrian Safety Chapter.

Allow the Construction of Narrow Streets

The City currently requires local streets to be 32 feet wide, sub-collector streets to be 36 feet wide, and collector and arterial streets to be 44 feet wide. The rights-of-way for city streets are also typically at least 70 feet wide. However, these widths are often not necessary (especially in the City's neighborhoods) and force the City to maintain a significant amount of land that could instead be taxable property. To address this issue, the City's street width requirements should be changed to allow the construction of narrower streets. The City should also establish right-of-way width standards that do not require the acquisition of more right-of-way than necessary.

Define the Parking Areas of Streets

The parking areas of streets should be defined by curb extensions at many of the City's intersections. If a block is relatively long, extensions should also be placed at other points along the street. The curb extensions will prohibit drivers from using the parking lanes as passing or turning lanes at intersections and encourage people to drive slowly when parked vehicles are not present. The curb extensions will also minimize pedestrian crossing distances at the City's intersections. Pictures of curb extensions that were built along Fourth Street and Grant Street in De Pere are shown below, and this concept is addressed in greater detail in the plan's Bicycle and Pedestrian Safety Chapter.



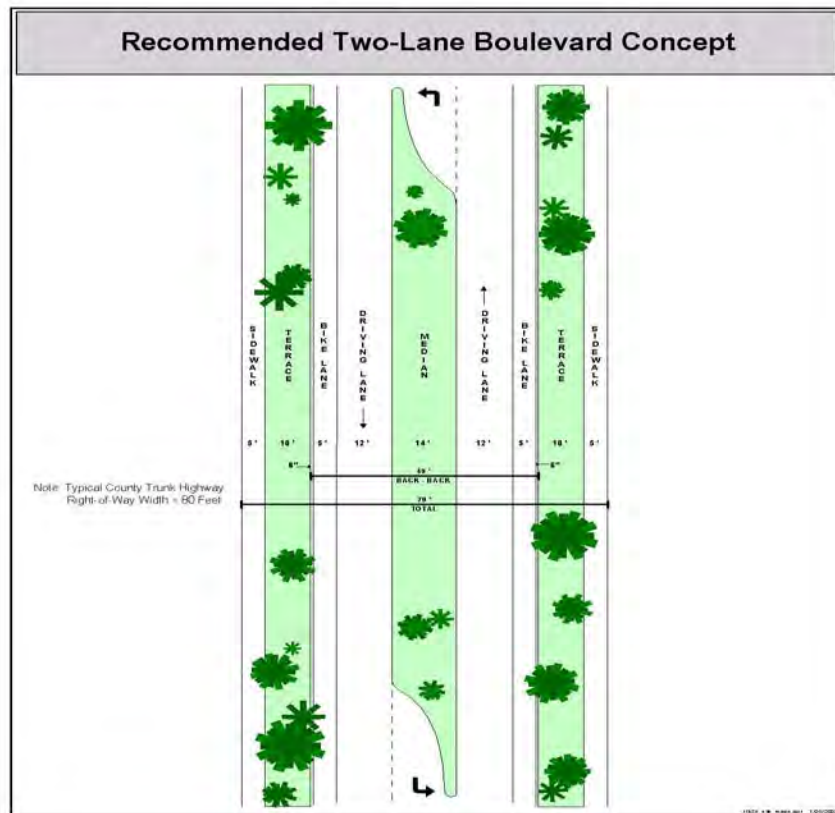
Curb extension on Fourth Street in De Pere.



Curb extension on Grant Street in De Pere.

Avoid Expanding Streets to Four or More Lanes

Although it is unlikely that most of the City's streets will be considered for widening in the future, two lane streets like Heritage Road and Grant Street might be seen as candidates for widening as traffic levels rise over the next 20 years. However, street widening has not proven to be an effective long-term method of relieving traffic congestion, so the City and Brown County should save the money that will be necessary to expand these streets and maintain their narrow configurations.



Source: Brown County Planning Commission.

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

These and similar design techniques were used by De Pere and Brown County when Chicago Street, Scheuring Road, and Lawrence Drive were reconstructed. These projects are examples of how the City and Brown County have chosen to promote multi-modal accessibility and neighborhood friendliness instead of the mere movement of motor vehicles through the community, and these and similar street design approaches should be used on the City's other major streets in the future.

Continue to Design Intersections to Maximize Safety and Accessibility

The City should continue to utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize

pedestrian, bicyclist, and motorist safety and accessibility at the City's intersections. Techniques that the City should continue to use include roundabouts, curb extensions at intersections, and other similar street design features. The narrower street widths recommended for the City will also help make intersections safer by controlling the speed of vehicles as they approach the intersections.



Claude Allouez Bridge roundabout.



Chicago/Swan roundabout.

Roundabouts in De Pere

There are currently seven single-lane roundabouts in De Pere, and the county's first multi-lane roundabout was built at the east end of the Claude Allouez Bridge in 2008. Because these roundabouts have proven to be safe, efficient, and attractive, the City should continue to work with the state, Brown County Planning Commission, and Brown County Highway Department to install roundabouts at and near the US 41 interchanges when the highway is reconstructed and to study the possibility of installing roundabouts at other intersections in De Pere. Some intersections that should be studied include:

- Heritage Road (CTH X) and CTH PP (a roundabout is planned for 2010).
- Ashland Avenue and Eighth Street (a roundabout is planned for 2010).
- Broadway and Cook Street.
- Scheuring Road and American Boulevard.
- Southbridge Drive at Lawrence Drive and American Boulevard (as recommended in the *Southwest De Pere Development Plan*).

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

Pedestrian and Bicycle Facilities

As mentioned in the Existing Transportation System section of this chapter, the City's extensive pedestrian and bicycle systems complement the street system and transit routes that serve the community and provide safe and convenient access to schools, parks,

businesses, and other destinations. As new development and redevelopment occurs over the next 20 years, it is important that the City continue to utilize many of the design concepts that have made De Pere easily accessible to drivers and non-drivers. To accomplish this, the City should:

- Continue to develop land use patterns that enable and encourage walking and bicycling.
- Continue to create a safe, continuous pedestrian system throughout the City.
- Enable people to easily reach developments in the City on foot or by bicycle.

Methods of achieving these aims are addressed in this section and are discussed in greater detail in the plan's Bicycle and Pedestrian Safety Chapter.

Mixing Land Uses Throughout the City

To enable and encourage people to make additional walking and bicycling trips in De Pere, the City should continue to implement the Land Use Chapter's recommendations for mixing land uses within the downtown and elsewhere to create destinations that can be easily reached by pedestrians and bicyclists. The additional mixing of residential, commercial, institutional, and recreational uses will enable people of all ages and physical abilities to travel from place to place without a motorized vehicle, which will significantly improve mobility for all City residents and minimize traffic on the existing street system. Examples of mixed land uses in De Pere and Green Bay are shown below.

Figure 3-7 compares a conventional land use and street pattern with a mixed land use and grid street pattern. The dotted circle on the diagram represents a 500-foot radius, which is a distance that most people feel comfortable walking. This diagram demonstrates that a greater number and variety of destinations are easily reachable on foot (and by bicycle) when land uses are mixed and streets are frequently interconnected. The benefits of street connectivity in neighborhoods are also illustrated in Figure 3-8, which demonstrates that a well-connected street system requires people to travel much shorter distances to reach their destinations than a system with few connections.

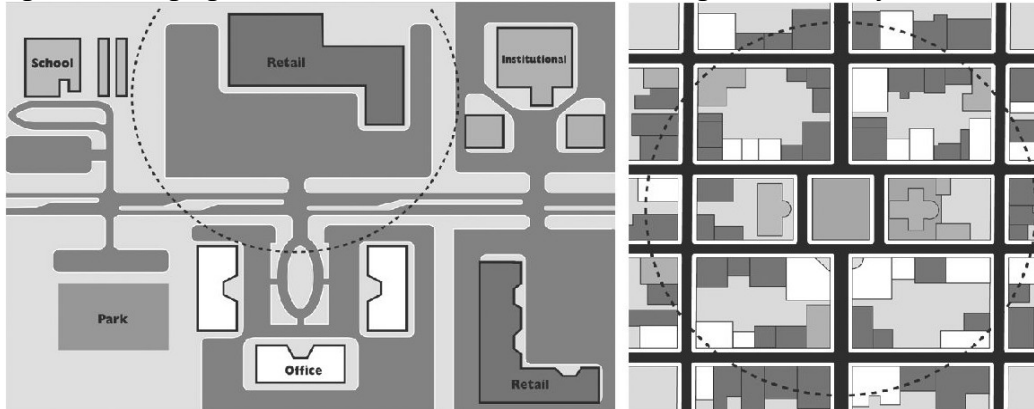


Dentist's office in a De Pere neighborhood.



Bakery in a Green Bay neighborhood.

Figure 3-7: Segregated Land Uses vs. Mixed Uses with High Connectivity

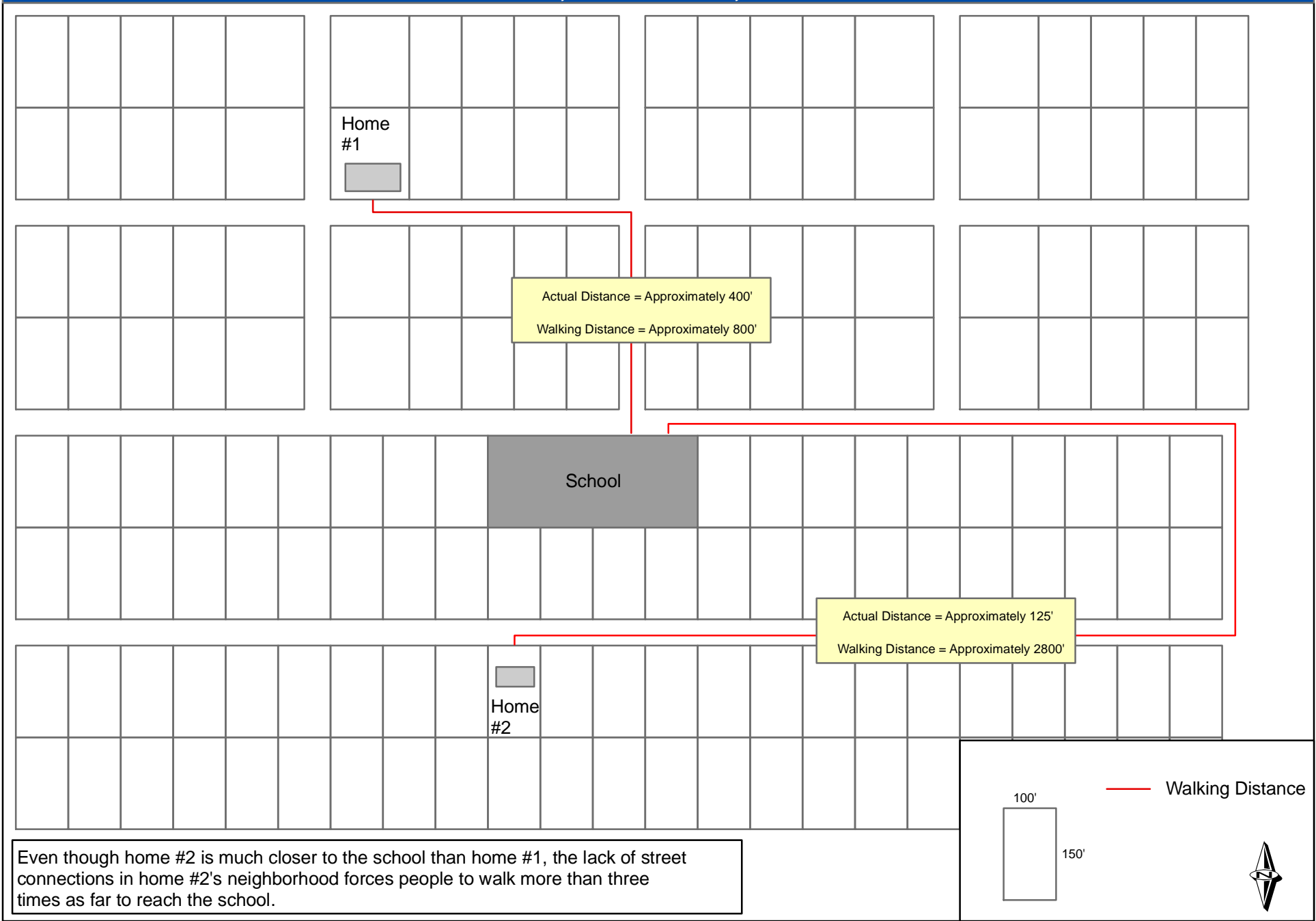


The older neighborhoods on the east and west sides of the Fox River have many of the characteristics of the high connectivity diagram on the right side of Figure 3-7, but some of the newer developments in the southwest and far east sections of the City resemble the diagram on the left side. The *Southwest De Pere Development Plan* that was prepared by the Brown County Planning Commission and accepted by the De Pere Common Council in May of 2003 recommends mixing land uses, maximizing connectivity, and implementing other accessibility techniques in this part of the City, but a significant number of stand-alone developments had already been built or approved before the development plan was started. To avoid this situation elsewhere as De Pere grows, the City should implement the Land Use Chapter's recommendations and require the creation of well-connected neighborhoods that contain sidewalks and, in some cases, trails.

Continuing to Develop a Comprehensive Sidewalk System

De Pere currently has the most comprehensive sidewalk system in Brown County, and this feature is likely one of the reasons that many people choose to live in De Pere. In addition to providing a place for people of all ages and physical abilities to travel safely, the City's sidewalks are a place for friends and neighbors to interact with each other, for children to play, and for commerce to occur. The sidewalks also provide the "street life" that helps to enhance neighborhood security. For these and other reasons, the City should continue to develop its sidewalk system as the community grows over the next 20 years by building sidewalks along both sides of public streets. The only situation where sidewalks should not be required on both sides of a street is when physical or environmental constraints exist. In these situations, sidewalks should be required on at least one side of the street. The City should also enhance pedestrian access within and near its business and industrial parks by installing sidewalks or trails along Heritage Road, Enterprise Drive, and other major streets. A trail system is currently being built within a portion of the west side business park, and a similar system should be constructed within the east side industrial park (in addition to the Fox River Trail) to provide a safe place for people to walk or bike when they travel to work, to the restaurants at the intersection of Heritage Road and CTH PP, and to other destinations.

Figure 3-8
Example of Neighborhoods With and Without Street Connectivity
City of De Pere, Brown County, WI



Walkways Along Streets with Reverse Frontage Lots

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

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

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

The City should continue developing its off-street pedestrian/bicycle trail system to complement the extensive sidewalk network. On the west side of the Fox River, the City should continue to develop the trail system within and near The Preserve by acquiring right-of-way through easement, dedication, or purchase. As the southern arterial is built on the river's west side, the City should work with Brown County to extend this trail system to the east along the arterial street. This trail should then extend across the Fox River when the Southern Bridge is built and connect to the Fox River Trail and East River Trail (which is planned to be extended to Rockland Road and the Fox River Trail in the near future). In addition to serving destinations within De Pere, these efforts will enhance the City's connections to the surrounding communities and improve intercommunity mobility.

Designing Developments That Provide Direct Access to Sidewalks and Streets

Many downtown buildings can be easily reached by pedestrians, bicyclists, and motorists because they have minimal or no setbacks. However, the City's grocery stores and some other destinations are more difficult to reach on foot or by bicycle because they were built a significant distance from the street and are fronted by large parking lots that are difficult for walkers and bikers to cross. An example of this in De Pere is the Festival Foods complex on the City's west side, which contains several destinations that have large setbacks and a large parking lot between the buildings and street.

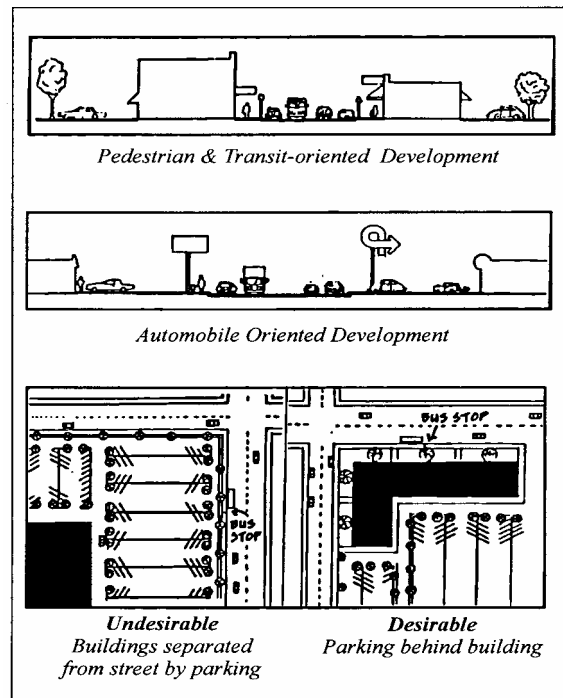


Commercial buildings along Broadway.



Office building on Grant Street.

Figure 3-9: Pedestrian- and Transit-Oriented Development vs. Automobile-Oriented Development



To enable and encourage people to travel to destinations in the City with and without motorized vehicles, the City should ensure that new and redevelopment projects have buildings with zero or minimal setbacks, parking along the side or in the rear, and other features similar to those recommended in the plan's Land Use Chapter. (Figure 3-9 shows examples of pedestrian- and transit-oriented vs. auto-oriented development patterns). People will still be able to reach their destinations with motorized vehicles, but these design features will also enable and encourage people to travel to them using other transportation modes.

Ensuring That All Transportation Structures Have Pedestrian and Bicycle Facilities

The City should continue to work with WisDOT and the Brown County Highway Department to ensure that all of the bridges, interchange overpasses, and other transportation structures within the City have adequate pedestrian and bicycle facilities when they are constructed or reconstructed. The new interchanges, overpasses, and underpasses along US 41 are examples of facilities that will need to be equipped with adequate pedestrian and bicycle facilities when they are built to avoid the cost and inconvenience of retrofitting the structures in the future. The City should also work with WisDOT and the Brown County Planning Commission to determine if additional non-motorized transportation crossings can and should be built along US 41 when the highway is reconstructed.

Enabling People to Travel Easily Between Subdivisions and Other Developments

As opportunities present themselves over the next several years, the City should require the designation of public rights-of-way at or near the end of the cul-de-sacs, horseshoe roads, and other streets for multi-use paths that connect to neighboring subdivisions, schools, parks, and other destinations. These paths should be between 10 and 12 feet wide and paved to accommodate pedestrians, bicyclists, skaters, and other non-motorized uses. This width and surface will also be able to handle authorized vehicles such as park and public works trucks. The area between Lawrence Drive and American Boulevard on the City's southwest side is an example of where trail connections should be created (when possible) because very few street connections exist in this area.

Implementing the Recommendations in the Comprehensive Plan's Bicycle and Pedestrian Plan Chapter

The comprehensive plan update includes a new chapter that addresses De Pere's existing bicycling and walking conditions, defines and discusses the "4E" approach to creating safe and comprehensive bicycle and pedestrian systems, and identifies specific projects, programs, and policies the City should implement to enhance its multimodal transportation system. These recommendations should be implemented by the City in cooperation with the state, county, and other public and private entities according to the schedule at the end of the Bicycle and Pedestrian Plan Chapter.

Developing land use patterns that enable and encourage walking and bicycling, expanding the City's already extensive pedestrian system, and enabling people to easily reach developments from the streets and sidewalks will enhance accessibility and mobility for everyone in De Pere. This enhanced mobility and choice of viable transportation modes will also help attract new residents of all ages to the City, improve access to City businesses, and allow the City's existing and future street system to handle traffic efficiently.

Transit

There are many reasons for De Pere and the rest of the Green Bay Metropolitan Area to promote the use of mass transit over the next several decades. Transit uses require far less land than vehicle-oriented land uses (such as parking lots and structures), it is a form

of transportation that is available to anyone who wants to use it, a bus is a far more efficient use of the area's street system than an individual vehicle (especially a vehicle carrying only one occupant), a bus's impact on the environment is much lower than the number of cars it would take to equal a bus's carrying capacity, and transit enhances the livability of an area because it reduces people's reliance on cars and minimizes the negative impacts of driving (noise, traffic congestion, etc.). But despite these positive attributes, Green Bay Metro's ridership primarily serves area residents who do not have access to cars. There are many reasons that the bus system appeals to these "captive" riders and does not appeal to most people who have other transportation options. Some of these reasons include:

Travel time. Since the Metro buses have to share the same streets (and the same delays) as personal vehicles, the buses do not provide travel time incentives for people who have the option to use their own vehicles. In most cases, buses actually take longer to travel from place to place than cars because the buses have to stop to pick up passengers. This time deterrent is especially significant for trips where people have to transfer to another route to reach their destinations.

Direct costs. The cost per mile to operate a personal vehicle is often higher than the per-mile cost of riding a bus when indirect costs such as vehicle depreciation, insurance, vehicle registration, vehicle maintenance, and parking subsidy are added to direct vehicle operating costs such as fuel and parking. However, people tend to only consider direct (out-of-pocket) travel costs when they choose a transportation mode, and these costs are often very low for drivers because fuel is relatively cheap and parking is often free or very inexpensive. These personal considerations and pricing conditions make paying \$1.50 for a one-way transit trip much less appealing than spending about \$0.10 per mile for gas and little or nothing for parking.⁶

Frequency, convenience, and reliability. Compared to many other transit systems, Green Bay Metro provides relatively frequent service to many destinations in the metropolitan area. However, the most frequent Metro routes only provide access to many destinations every half hour, and the rest of the routes serve their areas once an hour. Although this service frequency is pretty good by transit standards, it cannot compete with the current level of convenience offered by personal vehicles that can be accessed quickly and driven to any destination without having to continually stop. The missed transfers that occasionally occur also make it difficult for people to rely on the system for work and other trips.

Urban design. Over the last several decades, many of the communities in the Green Bay Metropolitan Area have not developed in a transit-friendly manner. For instance, many communities in the area have not built interconnected street networks and have instead built systems that contain cul-de-sacs or long uninterrupted streets that provide minimal access. Only De Pere and Howard currently require sidewalks along most of their streets, and many new land development projects in the metro communities contain minimal density and little, if any, mixture of uses (residential with commercial, etc.). These types of street and sidewalk patterns make it very difficult for a bus to serve an area within a specified schedule and make it very inconvenient (and possibly unsafe) for

⁶ Based on a per gallon cost of \$2.50 and a vehicle fuel efficiency of 25 mpg.

potential riders to walk to and from bus stops. Low-density and homogenous development patterns also make transit service very inefficient because the number of potential riders in these areas is low.

Another element of urban design that has made transit less appealing is the decentralization of the metropolitan area. When Green Bay was the area's clearly defined economic center, taking a bus from the outlying areas to downtown Green Bay for work, shopping, or other purposes was more convenient than it is today because transfers often weren't necessary and several destinations were within easy walking distance of the downtown transit center. But today, many large employers, educational institutions, commercial developments, and other destinations are located on the edge of the transit service area or outside the service area altogether. This situation makes taking the bus to these places inconvenient or impossible, and it is certainly one of many reasons why people who have other transportation options do not choose transit.

In 2009, Green Bay Metro modified De Pere's portion of the route system to serve Humana and the growing commercial area in the southwest part of the City. Over the next two years, the City should work with Green Bay Metro to monitor the success of this route modification. The City and Metro should also cooperate with other employers within and near the service area, retail centers, the De Pere Area Chamber of Commerce, the Brown County Planning Commission, and others to implement programs and projects that could increase transit ridership to, from, and within the City. Examples of programs and projects that should be pursued include:

- A U-Pass program for St. Norbert College students that is similar to UWGB's existing program.
- A commuter bus service that connects De Pere to the Green Bay and Appleton Metropolitan Areas.
- The creation of a Regional Transit Authority (RTA).
- Free bus passes for employees (the cost of which employers could deduct from their taxes) and implementation of parking charges at their workplaces.
- Transit trip validation programs (where shoppers who ride the bus get free bus tokens after a purchase).
- Marketing campaigns that inform people of the service provided by Metro in De Pere.
- Paving landings at heavily-used bus stops and stops that are frequently used by disabled passengers.

Specialized Transportation Services for the Elderly and Disabled

As long as De Pere participates in the Green Bay Metro system, the City's elderly and disabled residents will have access to the service offered by Metro's paratransit provider within $\frac{3}{4}$ of a mile of the City's fixed bus route. Although there are other companies in Brown County that offer the same service, Metro's paratransit provider is able to offer clients a very low per-trip rate that is largely subsidized by Metro. The Metro paratransit provider is also obligated to pick up and drop off clients within time limits specified in a contract with Metro (which is based on standards in the Americans with Disabilities Act),

so the service is very reliable. Retaining access to this service will be very important in the future as De Pere's population continues to age and agencies such as Syble Hopp School and the Aurora Medical Clinic continue to rely on Metro's paratransit provider to transport clients to and from their facilities.

Highways

Special Emphasis Area 1: Pedestrian and Bicyclist Movements in Downtown De Pere

Highways are typically seen as facilities that are designed to move traffic efficiently, but it is very important to consider the area the highway serves when deciding how it should be designed. For many years, De Pere, Brown County, WisDOT, and various consultants considered several options for replacing the deteriorating Claude Allouez Bridge (State Trunk Highway 32) in downtown De Pere. The final decision that was made by the City and its partners was to replace the two-lane bridge with a four-lane bridge, add wide sidewalks and striped bicycle lanes to the bridge and connecting streets, and construct a roundabout at the bridge's east approach. The City and WisDOT also agreed to reduce the number of travel lanes on Main Avenue from three to two and to add a traffic calming device (chicane) at the west bridge approach to slow westbound vehicles as they left the bridge.

In addition to these features, the City's 2004 comprehensive plan recommended additional lane reduction and traffic calming measures on Main Avenue and Reid Street. These measures (which are shown in Figure 3-10 on the following page) were designed to create pedestrian crossing areas that are highly visible, relatively short, and frequent enough to enable people to cross the streets easily. The goal was to maximize safety, accessibility, and efficiency for non-motorists and motorists on the downtown's west side and make it easier and more pleasant for people to stop and spend some time (and money) in the downtown.

Figure 3-10
Recommended Improvements to Main Avenue and Reid Street Between Third and Fifth Streets in De Pere
City of De Pere, Brown County, WI



Special Emphasis Area 2: Southern Bridge and Connecting Arterial Streets or Highways

Following the adoption of the Brown County Year 2020 Land Use and Transportation Plan in 1996, the Brown County Planning Commission began working with WisDOT, De Pere, and other communities and agencies to study methods of handling existing and projected transportation demand in this part of the metropolitan area. The 1996 plan and the findings of subsequent plans, meetings, and studies suggested that the addition of a Fox River bridge and connecting roadway segments in this area would be the most effective method of handling the demand that will be generated by the development planned for the area. However, the federal, state, and local agencies involved in these efforts also recognized the need to complete an environmental analysis before proceeding with a project that could affect the area's natural, social, and other characteristics.

The Brown County Planning Commission is currently working with federal agencies, state agencies, local agencies and communities, and the public to develop an Environmental Impact Statement (EIS) and Interstate Access Justification Report (IAJR) for this project. The EIS process is currently in the Alternatives Identification and Analysis phase, and the draft EIS document that recommends a location for a new southern bridge and connecting arterial streets or highways is expected to be completed in 2010.

Rail Transportation

Freight Rail

The rail line that runs through the western section of the City currently carries several trains every day, and the line provides some service to Green Bay Packaging, International Paper, and some warehouses in the City's business park. Since some of the industrial developments that are planned for the southwest section of the City near the rail line will likely use the line to import and/or export goods in the future, the City should work with the Canadian National Railroad to establish rail spurs that could serve these land uses.

Passenger Rail

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

Air Transportation

Austin Straubel International Airport will continue to provide air service to people traveling to and from De Pere, and the expansion of De Pere's commercial and industrial

base over the life of the plan will likely increase the demand for air freight service at the airport. De Pere should work with representatives of the airport over the next 20 years to support the retention and, if possible, expansion of air carriers that offer passenger and freight service.

Truck Transportation

De Pere's truck routes are mainly the state and county highways that run through the City. However, as commercial and other truck-generating land uses are mixed into various parts of the City over the next 20 years, the City should consider formally identifying streets where heavy trucks are allowed to travel. These truck routes should be designed to minimize impacts on residential areas and inform truck drivers of the most efficient routes into and out of the City.

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

Water Transportation

To ensure that De Pere's current and future interests are considered by Port of Green Bay representatives, the City should participate in the port's plan implementation process. Participating in this process will enable the City to inform the port planners of its intentions to utilize the port over the next 20 years and ensure that modifications to the port's policies and facilities are consistent with the City's long-term economic development strategy.

Funding to Help Develop the City's Transportation System

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

Transportation Enhancements (TE) and Wisconsin Stewardship Program

De Pere should continue to apply for federal Transportation Enhancement (TE) grants through the Wisconsin Department of Transportation to help fund the development of the City's bicycle and pedestrian system. The City should also continue to apply for funds from the state's Stewardship Program to assist in funding the construction of its off-street trail system. Examples of projects that have been completed in De Pere using TE and Stewardship funds include the Grant Street streetscaping and traffic calming project, the Fort Howard Drive bicycle lane project, the Fox River Trail, and the East River Trail extension. Information about the TE program can be obtained from the Brown County Planning Commission or WisDOT, and the City can contact the Wisconsin Department of Natural Resources for information about the Stewardship Program.

Safe Routes to School (SRTS) Program

The federally-funded Safe Routes to School (SRTS) program is an initiative to encourage people to lead healthy and active lifestyles from an early age by increasing the number of students in kindergarten through 8th grade who walk or bicycle to school. The program is also designed to reduce fuel consumption, air pollution, and traffic near schools.

The Wisconsin SRTS program offers grants for planning and infrastructure projects, and information about the SRTS program can be obtained from the Brown County Planning Commission or WisDOT.

Highway Safety Improvement Program (HSIP)

Over the last 10 years, De Pere and its partners have obtained funds from the Highway Safety Improvement Program and the Hazard Elimination and Safety (HES) Program to fund 90 percent of the cost of correcting safety problems in the City. Two examples of projects that were funded through the HES program are the roundabout at the intersection of Ninth Street and Grant Street and intersection safety improvements along Main Avenue west of Eighth Street. The City should continue to apply for HSIP grants to correct existing and potential transportation safety problems, and other grant programs through WisDOT's Bureau of Transportation Safety should also be investigated by the City to address safety issues.

CMAQ Program

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

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

Consistency With State and Regional Transportation Plans

State and Regional Bicycle and Pedestrian Plans

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

State and Regional Highway Plans

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

State and Regional Rail Plans

The state railroad plan is currently being developed by WisDOT, and the De Pere plan addresses freight rail service in the City. The De Pere plan also acknowledges the Midwest Regional Rail Initiative (MRRI) and recommends that City residents use the passenger rail service as an alternative to their personal vehicles if the service is extended to the Green Bay Metropolitan Area in the future.

State Airport Plan

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

Regional Waterway Plans

The importance of De Pere's participation in the development and implementation of Brown County's port plan is addressed in this chapter.

Summary of Recommendations

This chapter recommends the following policies:

Streets and Highways

- To enable and encourage people to walk and bicycle throughout the City and the adjacent communities, De Pere should require well-connected street patterns within new developments that have frequent connections to the existing street system. The City should not allow cul-de-sacs and loop streets when physical or environmental constraints do not exist, but if these constraints prohibit street connections, the City should allow the development of cul-de-sacs near the constraints.
- The City should allow the development of narrower streets. The City should also establish right-of-way width standards that do not require the acquisition of more right-of-way than necessary.
- The parking areas of streets should be defined by curb extensions at many of the City's intersections, and extensions should also be placed at other points along long uninterrupted blocks. The curb extensions will prohibit drivers from using the parking lanes as passing or turning lanes at intersections and encourage people to drive slowly when parked vehicles are not present. The curb extensions will also minimize pedestrian crossing distances at the City's intersections.
- Once the City allows the development of narrow streets, it should encourage developers to build narrow streets by offering them incentives.
- If traffic congestion becomes a problem in the future, the City should not expand its two-lane streets to four lanes. Instead, the City should construct two-lane arterial

boulevards or three-lane arterial streets that are complemented by an interconnected collector and local street system, mixed land uses, and efficient traffic control techniques at intersections.

- The City should continue to utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize pedestrian, bicyclist, and motorist safety and accessibility at the City's intersections. Techniques that should be used include roundabouts, curb extensions at intersections, and other street design features.
- De Pere should create a school zone traffic calming program that identifies street design and other techniques that will slow traffic and maximize safety and accessibility to encourage students to walk and bike to school. Once the traffic calming program is established, the City should budget funds each year and apply for funds from the Safe Routes to School grant program to implement traffic calming and other improvements. The City should also cooperate with representatives of the Unified School District of De Pere, West De Pere School District, Brown County, and possibly other agencies to create the program. Specific calming techniques that should be used in school zones are addressed in the plan's Bicycle and Pedestrian Safety Chapter.

Pedestrian and Bicycle Facilities

- To enable and encourage people to make additional walking and bicycling trips in De Pere, the City should implement the Land Use Chapter's recommendations for mixing land uses within the downtown and elsewhere to increase the number of destinations that can be easily reached by pedestrians, bicyclists, and transit users.
- The City should continue to develop its sidewalk system as the community grows over the next 20 years by building sidewalks along both sides of public streets. The only situation where sidewalks should not be required on both sides of a street is when physical or environmental constraints exist. In these situations, sidewalks should be required on at least one side of the street. The City should also enhance pedestrian access within and near its business and industrial parks by installing sidewalks or trails along Heritage Road, Enterprise Drive, and other major streets.
- The City should continue developing its off-street pedestrian/bicycle trail system to complement the extensive sidewalk network. In addition to serving destinations within De Pere, these efforts will enhance the City's connections to the surrounding communities and improve intercommunity mobility.
- To enable and encourage people to travel to destinations in the City with and without motorized vehicles, the City should ensure that new and redevelopment projects have buildings with zero or minimal setbacks, parking along the side or in the rear, and other features similar to those recommended in the plan's Land Use Chapter.
- De Pere should continue to work with the Wisconsin Department of Transportation and Brown County Highway Department to ensure that all of the bridges, interchange overpasses, and other transportation structures within the City have adequate pedestrian and bicycle facilities when they are constructed or reconstructed. The City should also work with WisDOT and Brown County to determine if

additional non-motorized transportation crossings can and should be built along US 41 when the highway is reconstructed.

- As opportunities present themselves over the next several years, the City should require the designation of public rights-of-way at or near the end of the cul-de-sacs, horseshoe roads, and other streets for multi-use paths that connect to neighboring subdivisions, schools, parks, and other destinations.

Transit

- Over the next several years, the City should work with Green Bay Metro, employers within and near the service area, retail centers, the De Pere Main Street Program, and others to implement programs and projects that could increase transit ridership to, from, and within the City.
- De Pere should continue to utilize Green Bay Metro's paratransit service as a transportation option for the City's elderly and disabled residents.

Highways

- To maximize accessibility for everyone and enable the expanded Claude Allouez Bridge to fit within the context of De Pere's downtown, the City should work with WisDOT, the Brown County Highway Department, and Brown County Planning Commission to implement the street designs recommended for Main Avenue and Reid Street between Third and North Sixth Streets.
- The City should continue to work with the Brown County Planning Commission, WisDOT, and other agencies to complete the Environmental Impact Statement (EIS) and Interstate Access Justification Report (IAJR) for a new Fox River bridge and connecting arterial streets or highways.

Rail Transportation

Freight Rail

- Since some of the industrial developments that are planned for the southwest section of the City near the rail line will likely use the line to import and/or export goods in the future, the City should work with the Canadian National Railroad to establish rail spurs that can serve these land uses.

Passenger Rail

- The City should monitor the progress of the Midwest Regional Rail Initiative (MRRI) and encourage residents to use it to travel throughout the Midwest. The City should also investigate the feasibility and desirability of locating a depot in De Pere.

Air Transportation

- De Pere should work with representatives of Austin Straubel International Airport over the next 20 years to support the retention and, if possible, expansion of air carriers that offer passenger and freight service.

Truck Transportation

- As commercial and other truck-generating land uses are mixed into various parts of De Pere over the next 20 years, the City should consider identifying streets where heavy trucks are allowed to travel. Once this system is identified, the City should mark the truck routes with street signs that distinguish them from the other City streets.

Water Transportation

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

Funding to Help Develop the City's Transportation System

- To help De Pere fund the development of its multimodal transportation system, the City should continue to apply for transportation grants from various sources over the next several years.

CHAPTER 4

Economic Development

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

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

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

Labor Force Analysis

Figure 4-1 shows that City of De Pere residents are generally more educated than the populations of Brown County and the State of Wisconsin as a whole, with 20.9 percent of the population age 25 and over having a bachelor's degree. There also are more people with advanced graduate or professional degrees than either the county or state.

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

Status	Wisconsin	Brown County	City of De Pere
Less than 9 th grade	5.4	6.1	4.5
9 th to 12 th grade, no diploma	9.6	7.6	5.3
High school graduate	34.6	34.9	30
Some college, no degree	20.6	20	19.7
Associate degree	7.5	8.9	10.5
Bachelor's degree	15.3	16.6	20.9
Graduate or professional degree	7.2	5.9	9.2

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

Figure 4-2 shows that the percentage of City residents 16 years of age and older who are in the labor force is higher than the percentage of people in the labor force in Brown County and Wisconsin. De Pere's 2000 unemployment rate of 2.8 percent is slightly higher than Brown County's 2.7 percent but lower than the state's 3.2 percent.

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

Status	Wisconsin	Brown County	City of De Pere
In the labor force	69.1	72.0	73.5
Civilian labor force	69.0	71.9	73.4
Employed	65.8	69.1	70.6
Unemployed	3.2	2.7	2.8
Armed Forces	0.1	0.1	0.1
Not in the labor force	30.9	28.0	26.5

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

When compared to the state and county, the City of De Pere has a higher percentage of people employed within management/professional/related occupations and sales/office occupations and a significantly lower percentage of people employed in production/transportation/material moving occupations. The percentage of City residents employed in construction/extraction/maintenance occupations and farming/fishing/forestry occupations is slightly lower than the county and state, as well (see Figure 4-3).

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

	Wisconsin	Brown County	City of De Pere
OCCUPATION			
Management, professional, and related occupations	31.3	30.6	36.9
Sales and office occupations	25.2	28.5	30.7
Production, transportation, and material moving occupations	19.8	18.7	13.0
Service occupations	14.0	12.6	11.6
Construction, extraction, and maintenance occupations	8.7	9.2	7.4
Farming, fishing, and forestry occupations	0.9	0.5	0.3
INDUSTRY			
Educational, health, and social services	20.0	17.6	23.3
Manufacturing	22.2	21.1	18.0
Retail trade	11.6	12.6	12.7
Finance, insurance, real estate, and rental and leasing	6.1	8.1	8.7
Arts, entertainment, recreation, accommodation, and food services	7.3	7.3	7.3
Professional, scientific, management, administrative, and waste management services	6.6	6.3	6.9
Construction	5.9	6.2	5.7
Transportation and warehousing and utilities	4.5	6.2	5.6
Other services (except public administration)	4.1	4.5	3.8
Wholesale trade	3.2	4.0	3.7
Public administration	3.5	2.9	2.2
Information	2.2	2.0	1.8
Agriculture, forestry, fishing and hunting, and mining	2.8	1.2	0.3

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

The City's single largest employment category is the educational/health/social services sector, which is much higher than either the county or state. The City's manufacturing

sector is an important part of the local economy, but the percentage of City residents in this sector is lower than the county and state.

The large number of residents working within the educational/health/social services industries is likely a result of the location of St. Norbert College within the City. De Pere remains strong in the area of manufacturing but at a slightly lower rate than Brown County and the state as a whole. With a 2000 population of 20,559 residents and a forecasted population of 28,152 residents in 2025, there may be a growing market for retail businesses and manufacturing occupations (especially with the anticipated expansion of the East De Pere Industrial Park and De Pere Business Park).

Economic Base Analysis

The economic base of the City of De Pere is located within the Green Bay Metropolitan Area. De Pere draws and sends employees throughout the County and beyond. To properly assess the economic base of the City, it is necessary to analyze the County within which the community lies.

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

The comprehensive plan's Location Quotient Analysis compares the local economy (in this case, a region of Brown County) to the United States. This allows for identifying basic and non-basic sectors of the local economy. If the location quotient (LQ) is less than 1.0, all employment is considered non-basic, meaning that local industry is not meeting local demand for certain goods or services, might be more vulnerable to downturns in the local economy, and room for additional growth in the industry to serve the local market might exist. An LQ equal to 1.0 suggests that the local economy is exactly sufficient to meet the local demand for given goods or services. However, the employment is still considered to be non-basic. An LQ of greater than 1.0 suggests that the local employment industry produces more goods and services than the local economy can consume, and, therefore, these goods and services are exported to non-local areas and considered to be basic sector employment. The Location Quotient Analysis for the region containing Brown County is shown in Figure 4-4.

According to the LQ analysis, there are five industries in Brown County that can be considered basic employment sectors:

- Manufacturing.
- Wholesale trade.
- Retail trade.
- Transportation/warehousing/utilities.

- Finance/insurance/real estate.

These industries are most likely exporting goods and services to other parts of the country and contributing to a more stable local economy. However, industries that have LQs below 1.0 (such as information and professional fields) suggest that there may be demand within Brown County's local economy to support increases in these industry sectors.

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

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

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

As shown in the LQ analysis, Brown County's strongest employment sector is the manufacturing industry. Two of the region's weakest sectors (information and professional/scientific/management) are considered by many to be keys to succeeding in the "new economy" that will consist primarily of knowledge-based industries. However, the finance/insurance/real estate industry is the third strongest sector in the region, which suggests that there is some basic employment within knowledge-based industries in the region.

The City should also continue to recruit and retain businesses that contribute to existing industrial "clusters" within the region. The State of Wisconsin Department of Commerce defines clusters as "...geographic concentrations of interconnected companies, specialized suppliers, service providers, and associated institutions in a particular field that are present in a nation or region." Clusters greatly enhance a particular industry's competitiveness in several ways. First, clusters help improve productivity by providing ready access to specialized suppliers, skills, information, training, and technology. Second, clusters help to foster innovation by increasing opportunities for new products, new processes, and meeting new needs with a full range of local suppliers and research institutions. Last, clusters can facilitate the commercialization of innovation through the

creation of new firms via startups, spin-offs, and new business lines with needed inputs, such as banks and venture capital.

Within the Brown County region, business clusters include the paper, food processing, transportation, and insurance industries. The City should actively recruit and retain those industries within the aforementioned clusters that take advantage of advanced technologies in the processing of their products as a means to continue to advance toward the new economy. The City of De Pere may also wish to focus some of its business creation and recruitment efforts on businesses that are part of the information and professional/scientific/management sectors to begin filling some of the potential local demand for these services while maintaining communication and retention efforts with existing manufacturing sector businesses.

Economic Development Assessment and Recommendations

There are five primary economic activity locations in the City. They include the downtown, the De Pere West Business Park, De Pere East Industrial Park, and commercial areas at the Main Avenue/USH 41 Interchange and the interchange of Scheuring Road/US 41. The City of De Pere's location has a major impact on its economic development activities. The City's West Business Park is strategically located adjacent to the Scheuring Road/USH 41 interchange. USH 41 is the primary north-south carrier of traffic between Green Bay, the Fox Cities, and beyond. The East De Pere Industrial Park's location provides access to STHs 32 and 57 and CTH PP. The downtown area has historically been the focal point for the City, and it provides a tangible identity for the City while the expanded and proposed development of the Scheuring Road and the Main Avenue interchanges with USH 41 will provide both benefits and potential problems for the City to deal with.

The City provides the quality of life amenities that many existing residents want to preserve and new residents may wish to experience. These include a strong business base, quality natural resources, two highly rated school systems, and an overall pleasant "small town feel" with the advantages of its convenient access to the many amenities associated with a larger metropolitan area. These are all advantages for the City to promote when recruiting new businesses. Businesses want to locate in an area where their employees will be content to relocate and contribute to the overall fabric of the City. As the City continues to develop, it must ensure that future economic development projects succeed in maintaining this competitive advantage by properly fitting within the community in scale and design.

Downtown

The City's downtown has historically been the location where people meet for social, business, and entertainment activities. 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 that 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. Examples of this include the development of the Festival Foods grocery store on Main Avenue, the Wal-Mart store at the interchange of Scheuring Road and US 41, and the De Pere Prevea Medical Clinic which moved from downtown De Pere to CTH GV in Ledgeview. Although this fringe development has been a recent trend, the City is fortunate it still has an identifiable downtown area with the scenic Fox River running through it. This creates an important economic development advantage over other communities in Brown County. 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.

Communities that invest in their downtowns through infrastructure improvements, streetscaping amenities, and the promotion of a downtown that is pedestrian-friendly are the ones that see existing businesses reinvest and new businesses establish themselves. The City should focus on encouraging existing and new downtown businesses that provide local goods and services. Several specialty goods stores and retail services, and unique restaurants that serve local citizens as well as surrounding communities continue to thrive in downtown De Pere. Brown County has also recognized the strength of downtown De Pere and has offered its support by constructing the Kress Family Branch Library on Broadway Street.

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. Regardless of the mechanism utilized to fund improvements and in order for the downtown to continue to be the vibrant center of a rapidly growing community, the City must continue to invest in its downtown by implementing the recommendations in the comprehensive plan's Land Use, Transportation, and other chapters.

A Wisconsin Main Street Program was initiated for downtown De Pere in 1990 through Main Street De Pere, Inc. and the De Pere Area Chamber of Commerce. This is a grassroots, community-based, nonprofit organization dedicated to promoting economic revitalization and historic preservation in downtown De Pere. The City of De Pere provides a portion of the funding for Main Street De Pere, Inc. The balance of funding for Main Street De Pere, Inc. is provided through donations and events such as the Annual Fall Fest, which is held in September. Main Street De Pere, Inc. is crucial to the overall success of downtown De Pere.

In September of 2000, *A Downtown Parking Analysis and Plan For De Pere, Wisconsin*, was completed. The study concluded that there are an ample number of parking spaces for existing employees and customers. It also concluded that De Pere has 60 percent more parking than an average city with a population of 19,000. Several recommendations, including changes in parking time restrictions, enforcement, mapping, and signage, were made to address peak parking demand periods.

De Pere West and Southbridge Business 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 at Scheuring Road. The business park also has access

to the Canadian National Railroad, which runs north to south along the park's eastern boundary. The City's Planning and Economic Development Director has actively assisted the City in filling vacant land and buildings within the business park. All 800 acres have either been sold for development or set aside for roads and parkways. The City owns and maintains the park's preserve and greenway, which includes a 2-mile trail for hiking, biking, and jogging through the beautiful Ashwaubenon Creek Conservancy and other sections of the park. Figure 4-5 lists the largest employers within the business park.

Figure 4-5: Largest De Pere West Business Park Occupants

Business	Address	Number of Employees
Humana of North America	1100 Employers Blvd.	1,954
RR Donnelly	1335 Scheuring Road	825
Independent Printing Co. Inc.	1801 Lawrence Drive	270
Shopko Stores Operating Co. LLC	1717 Lawrence Drive	155
Campbell Wrapper Corp	1415 Fortune Avenue	100
Green Bay Packaging, Inc.	2001 American Boulevard	85
De Pere Cabinet, Inc.	1745 E. Matthew Drive	80
Richardson Industries, Inc.	1409 Red Maple Road	75
Hein Development, LLC	1700 E. Matthew Drive	55
Custom Paper Products, Inc.	2107 American Boulevard	54
Wisconsin Lift Truck Corp.	1776 W. Matthew Drive	53

Source: De Pere Area Chamber of Commerce and City of De Pere Planning & Economic Development Department, July, 2009.

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 the Southbridge Business Park due to its location adjacent to the planned Southern Bridge corridor crossing the Fox River. The City used tax increment financing (TIF) funds to install road and utility improvements in 2001. The City currently owns approximately 140 acres which is being marketed for new industrial and business development.

De Pere East Industrial Park

The De Pere East Industrial Park is located at the southeastern end of the City adjacent to STH 32/57 and CTH PP. The industrial park has convenient access to both Interstate Highway I-43 (approximately five miles via CTH GV and STH 172) and USH 41/141 (approximately three miles via CTH G). The City's Planning and Economic Development Director is responsible for marketing and selling vacant land and buildings within this park. The De Pere East Industrial Park was developed in the mid 1970s and encompasses over 410 acres. The City owns approximately 90 vacant acres that are marketed for new industrial development. The park contains fully improved lots on concrete streets built to industrial standards with curb and gutter. Municipal utilities, including sewer, water, and storm sewer, are in place. The majority of the lots also include underground electrical, natural gas, and telephone lines.

The 2004 City of De Pere Comprehensive Plan promoted a strategy for developing and eventually expanding the industrial park through “in-filling” vacant lots within the present boundaries of the park while expanding the industrial park in a westerly direction along Rockland Road to STH 32/57. Ultimately, this area will be provided with excellent access to USH 41 when the planned Brown County bridge south of De Pere and a new interchange with USH 41 are constructed. Figure 4-6 lists several of the largest businesses within the De Pere East Industrial Park.

Figure 4-6: Largest De Pere East Industrial Park Occupants

Business	Address	Number of Employees
MEGTEC Systems, Inc.	830 Prosper Street	707
Belmark, Inc.	600 Heritage Road	400
WEL Co. Inc.	700 Heritage Road	350
Valley Cabinet, Inc.	845 Prosper Street	201
Broadband Solutions, Inc.	1886 Commerce Drive	159
Plan Administrators, Inc.	1300 Enterprise Drive	120
Legends Brew House & Eatery	875 Heritage Road	90
Romo, Inc.	800 Heritage Road	85
Tectron Tube Corporation	650 Heritage Road	85

Source: De Pere Area Chamber of Commerce and City of De Pere Planning & Economic Development Department, July 2009.

Industrial and Business Park Sale Standards and Pricing

The City requires the acceptance of a development agreement prior to the sale of its property. The development agreement requires the submittal, review, and approval of a site and landscape plan prior to any construction. The site/landscape plan review includes building materials and height, parking and loading dock screening, and trees and vegetation. In addition, it is required that all business, servicing, and processing be conducted within fully enclosed buildings. Outdoor storage is also limited.

While prices are negotiable, the current prices of fully-improved city-owned lots range as follows:

- De Pere West Business Park - \$30,000 - \$50,000 per acre.
- De Pere East Industrial Park - \$30,000 - \$45,000 per acre.

Some parcels with increased visibility have higher asking prices. Sale prices are subject to annual review and potential adjustments.

Main Avenue/USH 41 Interchange

The fourth area of primary economic activity in the City is the Main Avenue/USH 41 Interchange in the northwestern corner of the City. This area serves as a primary gateway to the community and should set a positive first impression for people entering the City. Currently, the development at this interchange is typical of many interchanges

across the nation in that it includes several fast food restaurants and strip commercial centers, including a Festival Foods grocery store and a remodeled shopping center. Since the 2004 comprehensive plan, there have been a number of redevelopment projects along Main Avenue, which have greatly improved the overall impression of the corridor. It will be critically important that future redevelopment activities continue the progress made to date in transitioning this area as an extension of the City's historic downtown. New development along the corridor should include the classic building design features that have been used in downtown (placing buildings at or very close to sidewalks, establishing landscaped parking lots behind or to the side of buildings, etc.) to maximize visual appeal and pedestrian accessibility while recognizing the vehicular needs of an area with direct access to a freeway.

Scheuring Road/US 41 Interchange

The fifth area of primary economic activity in the City will likely be at the Scheuring Road/US 41 Interchange near the De Pere West Business Park. This area also serves as a gateway to the community and should set a positive first impression for people entering the City. The area has recently seen the development of a commercial strip center, which includes a Wal-Mart Super Store. A new Sleep Inn Motel recently opened with 60 rooms. Another retail store is also planned for the area immediately to the north of the Wal-Mart Super Store. Additional commercial outlot sites are available on Scheuring Road for this shopping center as well.

The site's location adjacent to the interchange and the availability of public sewer and water, have made the site very attractive for commercial development. Similar to the circumstances at the Main Avenue/US 41 Interchange, the City must work with the developers in the area to ensure that commercial activity at the interchange does not negatively impact its efforts in revitalizing the downtown. The City should also establish standards to avoid traffic congestion and utilize its existing commercial design standards to ensure good architectural design, landscaping, and building site layout.

Ashland Avenue / Fort Howard Avenue

Ashland Avenue and Fort Howard Avenue provide critical transportation links between the City of De Pere, the Village of Ashwaubenon, and City of Green Bay and US 41. The corridor from Birch Street in the south to the Brown County Fairgrounds in the north and Dutchman's Creek in the west currently contains a mixture of older industrial, commercial, and residential uses. With this area's transportation connections, including freight rail and bus, and easy access to potential consumers, it could currently be considered to be underutilized and should be a candidate for a tax-increment district to fund infrastructure improvements and spur redevelopment interest. Redevelopment activity in this area should focus on creating a positive first impression for persons entering De Pere from the north on Ashland Avenue or Fort Howard Avenue as well as capitalize on the extensive rail and highway transportation network. Due to this area being located in such close proximity to the Village of Ashwaubenon, as well as the planned reconstruction of the Ashland Avenue / N. Eighth Street / Glory Road intersection, coordination of efforts with Ashwaubenon, Brown County, and WisDOT will be critical to the successful redevelopment of this area.

Planned Neighborhood Development Areas

The Planned Neighborhood Development Areas are envisioned to be the focal points around which the surrounding neighborhoods are developed. They will include a mix of higher density residential, commercial, institutional, and recreational uses. The intent of permitting commercial uses in these areas is to create places where neighborhood residents can walk to or bike to for goods or services rather than driving to larger commercial centers. However, the City must ensure that the development of commercial or institutional uses in these areas does not negatively affect redevelopment opportunities in the downtown. Examples of compatible uses within a Planned Neighborhood Development Area include small clinics, daycare centers, places of worship, and small retail uses (such as neighborhood bakeries or delis).

Strengths and Weaknesses for Attracting/Retaining Business and Industry

It is necessary to look at the factors that influence the economic climate in the City of De Pere. The most obvious factor is the City's location within the Green Bay Metropolitan Area, proximity to the Fox Cities Metropolitan Area, and convenient access to USH 41, Interstate 43, STH 172, and STH 29 for commuting and commercial purposes. Business owners can easily tap both metropolitan areas for employees. Residents of De Pere have the benefits associated with living within a metropolitan area while being able to enjoy the amenities offered by a smaller community.

Although the easy access to the freeway network is a definite benefit for residents who work outside of De Pere and for neighboring residents who commute to De Pere for work, it is a potential detriment to the sustainability of local retail and service businesses. De Pere has aggressively worked to encourage the location of commercial and service businesses within the community to serve the local needs. This has been accomplished by completing restoration and redevelopment projects in downtown and meeting the demands of newer retail shopping expectations with shopping center development outside of the downtown. Many residents find a large portion of the goods or services that they need within the City itself. De Pere also serves as a prime location for specialty shops, restaurants, and services within a well-planned and pedestrian-friendly downtown. However, De Pere will need to continue its efforts to maintain and expand on this level of success. Based on the input received during the comprehensive plan's citywide visioning session, this continues to be very important to the citizens of De Pere. Residents are very proud of the fact that they live in a community that has a charming and vibrant downtown. For local businesses to succeed in providing goods or services, it will continue to be necessary for local residents to choose to patronize them instead of driving to neighboring communities.

From a quality of life perspective, the City has a number of amenities that would encourage people to work and live within De Pere. Included are a range of housing options, active and passive recreation opportunities, an identifiable downtown, a scenic location on the Fox River, St. Norbert College, two quality public school systems, low crime rates and a history of being a safe community, and a compact development pattern that allows people to get from place to place by using many means of transportation.

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

As discussed in the Utility and Community Facilities Chapter, sanitary sewer service is provided by the Green Bay Metropolitan Sewerage District (GBMSD), and municipal water is provided by the Central Brown County Water Authority (CBCWA). Both entities have more than adequate capacity for additional development within the City of De Pere.

The Internet and access to high-speed Internet connections has become a major component of today's business landscape and municipal infrastructure. It is crucial that areas of the City which are proposed to be utilized for commercial or industrial expansion have the ability to access high speed Internet. De Pere should continue to work with various providers of cable, DSL, and fiber optic to ensure these critical communications infrastructure components are installed concurrently with the development of new commercial and industrial lands.

The Land Use element of this plan identifies a large area available for expansion of the City of De Pere East Industrial Park to the west and future private development to the south. The De Pere West Business Park was recently expanded by 200 acres with the development of the Southbridge Business Park south of the existing business park. Because the City of De Pere and Town of Lawrence have a boundary agreement regarding the area to the south of the De Pere West Business Park, significant City-generated development beyond the planned expansion is not likely.

Excellent police and fire protection are provided through the De Pere Police Department and the De Pere Fire Rescue Department. The City of De Pere enjoys a solid reputation as a safe place to live and conduct business.

Main Street De Pere, Inc. provides a vital service as a conduit between east and west side downtown businesses and City government to promote De Pere's vibrant downtown area as a place to shop, live, work, invest, and visit. According to Main Street De Pere Inc.'s website, De Pere citizens and community leaders initiated the Main Street program in cooperation with the State of Wisconsin in June 1990, and is therefore one of the longest continuing programs in the state.

Main Street De Pere, Inc. implements the "Four Point Approach" of the national Main Street program, which promotes a balanced approach to downtown redevelopment through organization, design, economic restructuring (enhancement), and design. Main Street De Pere, Inc. should be one of the first contacts for businesses looking to locate in De Pere's historic downtown.

Economic development services to assist businesses with location or relocation to the City of De Pere are provided by the City's Planning and Economic Development Department, De Pere Area Chamber of Commerce, and throughout Brown County by Advance, which is the economic development section of the Green Bay Area Chamber of Commerce. UW-Green Bay, St. Norbert College, and Northeastern Wisconsin Technical College (NWTC) provide training services for businesses. St. Norbert College is located within the City of De Pere, and the other educational institutions are located within a 30-minute drive.

Design Standards

The City has adopted development and design standards for multifamily residences, businesses, and industries to achieve an aesthetically attractive building environment that is practical, feasible, and an asset to owners, neighbors, and the City as a whole. City of De Pere Municipal Code 14.60 contains these standards that apply to any development within the following zoning districts:

- R-3 Residence District.
- R-4 General Residence.
- Office District.
- Central Business District.
- General Business District.
- Motor Vehicle Dependent District.
- Highway 41 Corridor (Districts A and B).
- Industrial Park District.
- Limited Industrial District.
- General Industrial District.
- Corporate-Executive Office District.
- Corporate-Executive Office District 2.
- Industrial Business-1 District.
- Industrial Business-2 District.

The administration of this ordinance is conducted by the City of De Pere Director of Planning and Economic Development and is enforced by the City of De Pere Building Inspector. The City of De Pere Plan Commission completes formal reviews of site plans under this ordinance.

The City of De Pere has also established landscaping standards. According to Municipal Code 14.60 (10), these standards require that all developments provide landscaping improvements for the purpose of:

Complementing the natural environment; improving the general appearance of the city and enhancing its aesthetic appeal; preserving the economic base; improving quality of life; delineating and separating use areas; increasing the safety, efficiency, and aesthetics of use areas and open space; screening and enhancing privacy; mitigating the diverse impact of climate; conserving energy; abating erosion and stabilizing slopes; deadening sound; and preserving the quality of our air and water.

Additionally, the design standards address parking lot landscaping by requiring landscaped islands to avoid the undesirable monotony, heat, and wind associated with large parking lots, to delineate parking lanes, and to improve pedestrian safety.

In general, the City of De Pere has established high standards for design. The specific standards regarding multifamily residential, commercial, and industrial building design, lot layout, building materials, and landscaping have been created so developers have a clear understanding of the requirements they need to meet in order for their project to receive approval. The enforcement of these standards has enabled the City to develop in a quality manner.

Sensitivity to Parkways and Other Natural Areas

Business development should be designed with consideration of the parkways that this plan identifies along the City's primary drainage corridors, which include the Fox River, East River, and Ashwaubenon Creek. In some instances (such as along the Fox River), these corridors will be used to maintain viewsheds and public access to the Fox River. In many cases, the parkways can remain mostly undeveloped as wildlife corridors to preserve the City's natural atmosphere, provide stormwater management areas, and offer potential trail linkages to the rest of the City. Where appropriate, the City should require the dedication of land for trails or parkways before approving development proposals.

Natural areas and other greenspace should be incorporated into newly developed areas. De Pere should consider a policy of requiring the planting of street trees for commercial properties. The City should also seek to preserve existing trees by either working with developers to design around the trees or through the creation of a tree preservation ordinance. Planting and landscaping entranceways and street medians are methods of telling people that they are in a unique community with high standards for beautification and a strong sense of community pride.

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

Downtown Design Guidelines

The City of De Pere has gone to great lengths to develop downtown design guidelines. Main Street De Pere, Inc. completed a *Downtown Improvement Plan for De Pere, WI*, in 1996. In that same year, the *City of De Pere West Side Redevelopment District – Development*

Design Guidelines was developed. More recently, streetscaping was installed on Grant Street, and parts of the downtown's west side were redeveloped following a corridor design study. Architectural design recommendations have also been made that resulted in redevelopment projects that are sensitive to the scale and historical context of the downtown. A new City of De Pere Downtown Master Plan is in the process of being developed by the firm RDG, Inc. and should be referred to for very detailed, specific recommendations related to redevelopment and design within the east and west sides of downtown.

Brownfield Redevelopment

The City of De Pere should continue to actively work with Brown County and the State of Wisconsin in identifying brownfields, which are defined as properties which are, or are perceived to be contaminated by petroleum products or hazardous substances. Brownfields are typically located in areas with existing infrastructure and public services, but are underperforming in the marketplace due to the stigma of actually or potentially being contaminated. Brown County, the State of Wisconsin, and U.S. Environmental Protection Agency administer a number of programs that could be utilized to assess and remediate any contamination on these properties.

City, County, Regional, and State Economic Development Programs

This section contains a brief explanation of local economic development actions and a description of various agencies and programs that could potentially help the City and the City's businesses achieve their stated economic development goals and objectives.

City

General

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

Business Attraction (Recruitment)

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

- Providing information on available sites.
- Identifying labor and community characteristics.

- Marketing sites to businesses that would be complementary to existing businesses or would provide diversity to the local economy.
- Offering low-cost land, state or federal grants, or other incentives to encourage businesses to locate in the community.

Business Retention

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

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

New Business Development

In order to foster a climate that encourages new business development, the City needs to ensure that entrepreneurs are attracted to De Pere as a desirable place to live, work, and play. With today's technology and manufacturing processes, businesses are not as often tied to a certain location of the country, state, or region. Therefore many persons starting businesses look for places they want to live first, and then start their business. Features of a community this "creative class" of entrepreneurs oftentimes look for include such features as:

- A clean, attractive, and safe community.
- Opportunities and places to socialize and recreate.
- A diverse and welcoming population.
- Access to institutions of higher education.
- Cultural amenities, including theatre, museums, restaurants, and an active nightlife.

De Pere already has these features in place, which is a vital marketing tool when advertising De Pere as a place to start a business. It is critical to support local and metropolitan efforts that attempt to expand upon these efforts as part of an overall economic development strategy.

Commercial Development

Commercial development activities allow communities to identify market needs and seek prospective businesses to fill the needs. In the future, the City may be able to assist in this process by creating or modifying Tax Increment Finance (TIF) districts to encourage development by offering publicly-owned and improved land for sale to commercial developers. The City can also encourage the redevelopment of existing structures and

the development of new structures while ensuring that the designs meet the standards established for the community. In addition, economic development incentive revolving loan fund programs can be used to assist in financing commercial projects that meet the goals of the City.

The De Pere Area Chamber of Commerce also includes Main Street De Pere, Inc. and exists to further strengthen the business climate, provide opportunities for volunteers through committee involvement, foster the De Pere business environment, and promote an awareness of historic preservation. Their services include maintaining a web page inventory of available business opportunities in the City.

The City of De Pere is also a member of Advance, which is the economic development branch of the Green Bay Area Chamber of Commerce. Advance acts in part as an informational and referral service for potential businesses and industries looking to locate in Brown County. This enables a potential business or industry looking to locate in Brown County to hear about De Pere when it otherwise may have no knowledge of the opportunities available in the City.

Tax Increment Finance Districts

A tax increment finance district (TID) is an economic development tool available primarily to villages and cities within Wisconsin that allows a community to capture the increase in property tax revenues within a defined area to pay for public improvements. According to the Wisconsin Department of Revenue, when a TID is created, the municipality and other taxing entities agree to support their normal operations from the existing property tax base within the district. A finding must be made that no development would happen without the formation of a TID. Provided this finding is true, tax revenues will be the same for the other taxing entities with or without the TID. Property tax rates for the school, county, technical college, and municipality are based on the taxable value of the TID at the time it is created. These rates are then applied to the TID value increment which results in additional revenues collected for the district's fund. Provided TID revenues exceed expenses, eligible TID expenses are paid from these revenues before the added tax base is shared with the other taxing entities.

The City of De Pere has four active tax increment districts within its City boundaries, which are depicted in Figure 4-7. A discussion of each district follows.

Tax Increment District #5 West Downtown

The West Downtown TID was created in 1996 to spur downtown redevelopment and has a scheduled close date of December 31, 2018. The district encompasses much of the historic west side of downtown from the railroad tracks on the west, to Third Street on the east, Main Avenue on the north, and Grant and College Streets on the south. Potential future uses of district proceeds include façade grants and Grant Street redevelopment.

Tax Increment District #6 De Pere Business Park

The De Pere Business Park TID was created in 1998 and has a scheduled close date of December 31, 2020. The TID encompasses the southwest area of the City between the

railroad tracks on the east, the residential subdivision on the west, E/W Matthew Drive on the north, and agricultural lands to the south. The district proceeds have been utilized for property acquisition and installation of infrastructure in order to encourage development within the business park. Future expenditures will depend on development demand.

Tax Increment District #7 East Downtown

The East Downtown TID was created in 2007 and is scheduled to close on December 31, 2033. TID #7 encompasses much of the southern part of the historic east side of downtown De Pere and includes both sides of George Street to Merrill Street on the south, the Fox River on the west, and the lock and dam facilities on the north. The TID was developed to help spur redevelopment and building restoration activities in the downtown.

Properties within the East Downtown TID are eligible for the Façade Grant Program, which provides a \$1 city match up to \$10,000 for every \$4 in private investment to commercial property owners to improve the façade of the building facing the street. Expenses that property owners have typically applied for reimbursements include:

- Removal of fake facades
- Removal of window air conditioners, grills and /or signs that are inappropriate for the building
- Masonry cleaning and/or repair
- Historic restoration elements
- Repairs to siding, windows, doors, signs, awnings, light fixtures
- Replacement of siding, windows, doors, signs, awnings, light fixtures
- Painting
- Shutters, planters or other design elements

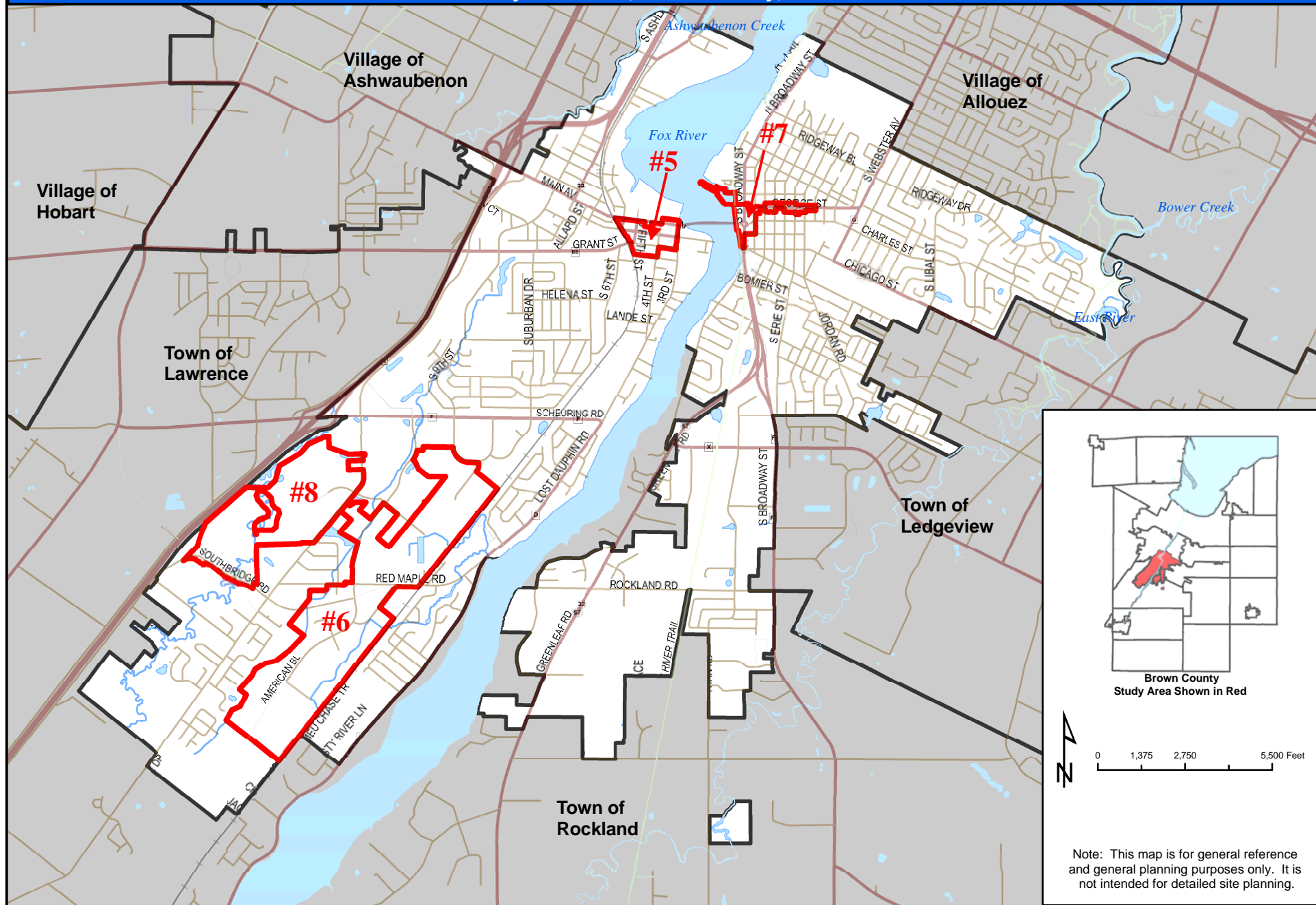
For additional information related to this program, potential applicants should contact Main Street De Pere, Inc.

Tax Increment District #8 I-41 Business Park

The Highway 41 Business Park TID was developed in 2008 and is scheduled to close on December 31, 2034. The district is primarily comprised of the lands containing the Employers Health corporate campus and vacant lands located among Southbridge Road, USH 41 and City of De Pere-owned environmental lands along Ashwaubenon Creek. The primary use of TID proceeds will focus on infrastructure development to encourage new business development.



Figure 4-7 Active Tax Increment Districts City of De Pere, Brown County, WI



City of De Pere Revolving Loan Fund (RLF) Program

The City of De Pere Revolving Loan Fund (RLF) Program was established to provide financial assistance to existing and proposed business and industry within the City. The main purpose of the RLF is the creation and retention of permanent jobs targeted mainly toward low- and moderate-income people. It is also intended to leverage private investments to bridge the gap between available funds and the amount of funding needed to make proposed projects viable.

Industrial Revenue Bonds

The City will provide its support to firms trying to obtain Industrial Revenue Bonds (IRBs). The main advantage of IRBs is low interest rates realized because bonds (to finance the development) are sold under the name of the City, and therefore, the interest earned from these municipal bonds is exempt from federal taxes. Typically, interest rates on IRBs may be from 1.5 to 2.5 percentage points below comparably rated corporate bonds. Other advantages of IRBs include: the bond issue can be used to finance the entire project (land purchase, building construction, and equipment acquisition); key components of bonds (such as interest rate, maturity date, and repayment schedule) can be arranged (within limits of federal law) for the convenience of the business; and the business and the City can develop a positive working relationship.

Other City Programs

The City will provide assistance to firms interested in obtaining Small Business Administration (SBA) loans and State of Wisconsin administered loans and/or grants. SBA programs include 504, 7(A), and Low DOC loans. State of Wisconsin programs include Technology Development Grants and Loans, Customized Labor Training Grants and Loans, Major Economic Project Grants and Loans, and other loan/grant programs.

Steps for Economic Development Preparedness

Community preparedness for economic development requires a great deal of work, and planning provides a framework for economic decision-making. The Wisconsin Department of Commerce suggests the following steps for economic development preparedness:

Step 1: Organize for Economic Development

- Determine if there is sufficient interest in entering into a detailed economic development planning process. A good planning process requires commitment of time by government, business, and community leaders.
- Educate those who are participating in the planning process so that they fully understand the economic development process.
- Select and designate an initial organizational structure.
- Decide on an organizational structure.
- Identify community leadership.
- Structure membership and define responsibilities. The City should provide staffing.

- Designate a City contact person to work with economic development organizations.

Step 2: Identify Basic Community Resources

For this step, the City should secure very basic economic development information and package it in a form usable by business and community leaders.

- Prepare a community profile that contains basic information on the community, such as location, income, taxes, population, employment, labor force, transportation, utilities, housing, education, and contacts.
- Gather available building and site data according to the recommended state site data format available from the Wisconsin Department of Commerce.
- Survey existing businesses to gather information on community strengths and problems, on businesses that are candidates for expansion in the community, and on businesses that are likely to leave or go out of business.

Step 3: Prepare a Community Analysis

For this step, the City should complete an objective, detailed analysis of its situation. The items below are important to the retention, attraction, and creation of businesses and the preparedness planning group needs to know the strengths and weaknesses of the community for each section.

Identify Community Assets and Liabilities

Physical Capabilities:

- Utility capabilities
- Transportation systems
- Local labor force characteristics
- Industrial/commercial site characteristics

Programmatic Capabilities:

- Existing business base analysis
- Available government services
- Specific inhibitors to development
- Employee/manager training programs

Financial Capabilities:

- Tax information and comparisons
- Available incentives for development
- Banking capability and/or capacity

Quality of Life Capabilities:

- Housing price and type/condition
- Overall community appearance

- Quality of education
- Recreation and arts
- Healthcare
- Community services

Clarify the Key (Strategic) Issues, Opportunities, Strengths, and Weaknesses in the Community.

This community analysis will identify opportunities for economic growth and issues that need to be resolved. In order to identify key issues and opportunities that are critical to the City's long-term economic stability and growth, the following questions should be answered:

- What is the match/mismatch between the needs of industry and the City's assets? What are the City's location advantages/disadvantages related to specific industry needs?
- What is the match/mismatch between industry and the needs/desires of the community? Consider here who needs work (now and in the future) and what kind of skills they have. Consider environmental concerns, space availability, current business base, and overall type of community.
- What are the high growth industries? What kinds of businesses are likely to create future jobs by expanding in your community?
- What are the nature and capacities of your community facilities/services? What are your strengths? Weaknesses? Plans? How is this related to the needs and desires of various industry sectors?

Step 4: Develop a Long-Range Economic Development Plan

Develop a Detailed Economic Development Action Plan.

A rather comprehensive list of potential action areas is presented below. It is expected that no community will use all of these. The specific local action plan will flow out of the goals/strategies.

- Existing industry problem identification and plan for resolution (based on the study in Step 1).
- Targeted marketing/promotion program:
 - Fact books
 - Brochures
- Financing plan for:
 - Business development
 - Infrastructure building
- Small business support programs
- Volunteer development
- Infrastructure projects

- Quality of life/image improvement
- Downtown revitalization
- Recreation/tourism development
- Industrial park/special building programs
- Employee development programs
- Permit simplification/zoning
- Information/ombudsman programs
- Foreign export, government procurement assistance
- Business attraction response team
- Business counseling/technical assistance programs

Examine Possible Development Structures and Select/Establish an Ongoing Structure.

Communities should consider a range of possible local economic development organization structures and choose the alternative most appropriate to meet local needs and goals. The possible organizational structures are a chamber of commerce or business association, an industrial development corporation, or a community development corporation. The community should also determine whether the organization would be structured as public, private nonprofit, or private for-profit.

Design a 1-Year Work Plan.

- Identify individual objectives/projects.
- Identify task lists and timelines for each project.

List participants, roles, and responsibilities.

- Develop an evaluation plan to annually compare activities with long-range goals and redesign action plans.
- Secure the endorsement of local organizations, such as the local government, the chamber of commerce, the industrial development corporation, and service clubs.

Step 5: Evaluate Community Preparedness Efforts

Evaluation is an integral part of a successful ongoing planning and local development effort. The evaluation can be used to determine the success of local development projects and to provide the basis for future community preparedness efforts. Specific evaluation activities should include:

- Document completed activities as specified in this document.
- Design a new plan each year.
- Review and revise a community analysis every two years, rethink the strategic issues, and/or change goals/strategies.

County

Businesses can use economic development loan programs, such as the Brown County Economic Development Revolving Loan Fund through the Brown County Planning Department, to provide low interest loans to businesses that will generate new employment opportunities and expansion of the tax base. Through the Brown County Planning Commission office, the City of De Pere has access to development and grant information, as well as to economic development marketing services.

Regional

Comprehensive Economic Development Strategy

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

NEW North, Inc.

According to the New North website,

“New North, Inc. is a consortium of business, economic development, chambers of commerce, workforce development, civic, non-profit, and education leaders in 18 counties of Northeast Wisconsin who are working to be recognized as competitive for job growth while maintaining our superior quality of life.

New North, Inc. represents a strong collaboration between the 18 counties that have come together behind the common goals of job growth and economic viability for the region. The power of the New North region working together is far greater than one county or one business alone. Players gain more through regional cooperation rather than competing for resources and growth.

In addition to working together to promote and help expand existing economic development efforts, New North, Inc. concentrates on:

- Attracting, developing and retaining talent
- Fostering regional collaboration
- Focusing on targeted growth opportunities
- Supporting an entrepreneurial climate
- Encouraging educational attainment
- Encouraging and embracing diverse talents

- Promoting the regional brand”.

Additional information on the New North can be found at www.thenewnorth.com.

Additionally, New North collaborates with a network of economic development professionals collectively called the Northeast Wisconsin Regional Economic Partnership (NEWREP). NEWREP provides hands-on support and programming for existing and prospective New North businesses.

NEWREP offers:

- Community-specific economic development programs.
- Access to workforce and training programs.
- Information about local buildings, sites, industrial/commercial parks.
- Financing program support and technical direction.
- Technical support for business development projects.
- Local advocacy and liaison for resident and new business investment.
- Community and state program liaison.

Additional information can be found at www.thenewnorth.com/thenewnorth/newrep.

Wisconsin Public Service

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

State

Although by no means is this an all inclusive list, there are several state programs that the City can consider utilizing to meet their stated goals and objectives. The Department of Commerce Area District 3 Area Development Manager would also be a good contact for additional information regarding these programs.

Community Based Economic Development (CBED) Program

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

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

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

Recommendations

The following is a summary of economic development recommendations for the City of De Pere:

General Recommendations

- Promote the fact that De Pere has a highly educated and productive workforce.
- Continue to recruit and retain businesses that contribute to existing industrial “clusters,” such as the paper, food processing, transportation, and insurance industries.
- Focus business creation and recruitment efforts on those businesses that are part of information or professional, scientific, and management sectors as a means to bridge the gap toward the “new economy.”
- Maintain ample future growth capabilities and opportunities.
- Continue to maintain a quality downtown by mixing the restoration of historic structures with redevelopment opportunities that are sensitive to their surroundings.
- Continue to invest in the downtown through infrastructure improvements, streetscaping amenities, and the promotion of a downtown that is pedestrian-friendly.
- Continue City support for the Main Street Program through Main Street De Pere, Inc.
- Continue to implement the recommendations in the study entitled *A Downtown Parking Analysis and Plan For De Pere, Wisconsin*.
- Continue to have the City’s Planning and Economic Development Director actively promote the sale of land and vacant buildings in the De Pere West Business Park, De Pere East Industrial Park, as well as vacant commercial buildings throughout the City.
- Continue to maintain and expand linkages to the Ashwaubenon Creek Conservancy located in the De Pere West Business Park.
- Promote the in-filling of vacant lots within the present boundaries of the West Business and East Industrial Parks and pursue coordination of expansion where and when appropriate.

- The City should work with developers to ensure that commercial activity at the interchanges does not negatively impact the City's efforts in revitalizing the downtown and that the City has standards in place to avoid traffic congestion and enforces overall design standards to require good architectural design, landscaping, and building site layout.
- The City should require developments along Main Avenue and other commercial corridors to include the classic building design features that have been used in downtown (placing buildings at or very close to sidewalks, establishing landscaped parking lots behind or to the side of buildings, etc.) to maximize visual appeal and accessibility.
- Permit compatible commercial uses in new neighborhood development areas to create places where neighborhood residents can walk to or bike to for goods or services rather than driving to larger commercial centers.
- Encourage the location of commercial and service businesses within the community to serve the local needs through a blend of restoration and redevelopment within the downtown, as well as meet the demands for newer retail shopping expectations with shopping center development outside of the downtown.
- Encourage local residents to patronize local businesses instead of driving to neighboring areas.
- Continue to strive to maintain or improve those quality of life amenities that potential businesses and their employees are looking for when deciding where to locate.
- Enforce the provisions of the City's development and design standards for multifamily residences, businesses, and industries.
- Business development should be designed with consideration of the parkways that this plan identifies along the City's primary drainage corridors, which include the Fox River, East River, and Ashwaubenon Creek.
- Natural areas and other greenspace should be incorporated into newly developed areas.
- De Pere should consider a policy of requiring the planting of street trees for commercial properties. The City should also seek to preserve existing trees by either working with developers to design around the trees or through a tree preservation ordinance.
- Implement the recommendations of the *Downtown De Pere Master Plan* that is in the process of being completed by RDG, Inc.
- Encourage property owners of potential brownfields to contact Brown County to access funds to pay for the cost of environmental assessment and remediation planning.
- Promote businesses downtown that incorporate public access or views of the Fox River.
- Encourage buildings that have commercial uses on the first floor and residential uses above, particularly in the downtown.

- In the downtown, buildings should continue to have minimal setbacks that provide for more direct pedestrian access to structures.
- Consider utilizing funding from the east and west downtown Tax Increment Financing (TIF) districts to assist in funding applicable utility and street improvements.
- Evaluate the development of a new TIF district in the area of Ashland Avenue and Fort Howard Avenue to fund infrastructure improvements and spur redevelopment activity.
- Coordinate redevelopment efforts in the Ashland Avenue and Fort Howard Avenue area with the Village of Ashwaubenon, Brown County, and Wisconsin Department of Transportation.
- Promote the City of De Pere Revolving Loan Fund, Industrial Revenue Bond program, and assistance in state grant applications to assist businesses looking to expand or locate in the City.
- Complete the steps associated with an Economic Development Preparedness Plan.
- Work cooperatively with current downtown businesses, De Pere Main Street, Inc., and the De Pere Area Chamber of Commerce to obtain input into downtown redevelopment opportunities and the potential creation of a Business Improvement District (BID).
- Continue to maintain Wisconsin Main Street designation for De Pere to fund outside expertise related to redevelopment of the City's downtown.
- Develop a yearly meeting schedule with existing businesses in the De Pere East Industrial Park and the De Pere West Business Park to discuss future needs or potential problems.
- Recruit, retain, and encourage the development of businesses that utilize advanced technologies within regional cluster industries to locate in the City.
- Create an economic development program to include business attraction and business retention programs.
- Continue to contribute as a member of Advance, which is the economic development branch of the Green Bay Area Chamber of Commerce.
- Develop a comprehensive list of potential economic development funding mechanisms through the state and federal government.
- Provide assistance to the De Pere Area Chamber of Commerce in maintaining a web page inventory of available business opportunities in the City.
- Promote infill development and redevelopment opportunities to take advantage of existing infrastructure and services and to prevent blight created by vacant and dilapidated buildings and parcels.
- Continue the timely extension of utilities and facilities to the Southbridge Business Park as sales occur and inventory of lots are reduced.

- Work with Internet providers to ensure cable, DSL, and fiber optic connections are provided to new industrial and commercial areas.

CHAPTER 5

Housing

The City of De Pere has a very diversified housing stock ranging from well maintained older homes near the east side and west side downtowns to student housing near St. Norbert College, brand new homes on the far east and southwest sides of the City, and large apartment complexes. Maintaining a healthy mix of housing types will take on increasing importance as the City continues to grow. As presented in the Issues and Opportunities Chapter, the population is also aging as the “baby-boomers” approach retirement age and the makeup of families continues to change. Continuing to provide diversified housing choices for a changing population is very important in order to keep the City growing and vibrant.

The Issues and Opportunities Chapter of the plan contains the forecasts for new housing units within the City of De Pere over the next 20 years. This chapter will build on these forecasts by identifying existing trends and characteristics of the housing market and providing recommendations on how to improve the existing housing stock and provide for the development of new and innovative housing practices. The recommendations will build upon the well-planned and designed residential developments that have historically been constructed within De Pere.

Housing Characteristics

Age

Figure 5-1 shows that 61.0 percent of the housing units in the City of De Pere are 30 or fewer years old, as compared to 55.4 percent for Brown County and 44.5 percent for the State of Wisconsin. By far the greatest number of homes in De Pere was built within the past 10 years, which suggests that the housing stock within the City is very new and in good condition. However, as the housing stock ages, it will be necessary for the City to ensure that the stock remains in good condition through code enforcement, rehabilitation, and redevelopment.

In order to ensure that the City housing stock remains in good condition, the City may wish to investigate applying for Community Development Block Grant-Housing (CDBG-Housing) through the Wisconsin Department of Administration. The program provides a block grant to the City, which may then loan out the grant at below market rates to homeowners to fund improvements to their homes. As the loans are paid back, the City may then re-loan the money to other qualified homeowners as a revolving loan fund. However, in order to qualify for a CDBG-Housing grant, the community must first qualify for a grant by indicating community need through “distress indicators,” including the number of low-moderate income households, degree of poverty, and cost of housing as a percent of income. Although the City of De Pere is a rather affluent community, there may be specific neighborhoods that may qualify as identified “target areas” within a grant application.

Figure 5-1: Age of Housing Units in the City of De Pere, 2000

Year Structure Was Built	De Pere	%	Brown County	%	Wisconsin	%
1990-March 2000	2,336	29.1%	19,322	21.4%	389,792	16.8%
1980-1989	1,185	14.8%	13,292	14.7%	249,789	10.8%
1970-1979	1,372	17.1%	17,449	19.3%	391,349	16.9%
1960-1969	794	9.9%	11,400	12.6%	276,188	11.9%
1940-1959	1,217	15.2%	16,686	18.5%	470,862	20.3%
1939 or Earlier	1,120	14.0%	12,050	13.4%	543,164	23.4%
Total	8,024	100.1%*	90,199	100.0%	2,321,144	100.0%

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, Table DP-4 Profile of Selected Housing Characteristics. *Note: Totals may not equal 100% due to rounding.

A more localized tool would be for the City itself to set aside a set amount of money each year out of the general tax levy for a home rehabilitation program. The City could then set up its own criteria for distribution, qualification, permitted improvements, and repayment, and thereby create its own housing rehabilitation revolving loan program. The City could also search for other grant programs to further leverage the local investment by using the local fund as a grant match source. The City of Green Bay may be a good resource with regard to experience administering a housing rehabilitation program.

Structures

The City of De Pere has a lower percentage of 1-unit detached units (typically single-family homes) at 61.1 percent than either Brown County or the State of Wisconsin at 63.2 and 66.0 percent respectively. However, the largest difference between the three jurisdictions is in 20-or-more-unit apartment homes, with De Pere having 11.6 percent of its total housing stock compared to the county at 5.7 percent and the state at 6.2 percent. This is likely due to the presence of a large number of units contained within the dormitories at St. Norbert College, as well as a number of newer large apartment complexes. Figure 5-2 identifies the units in structure for De Pere, Brown County, and the State of Wisconsin.

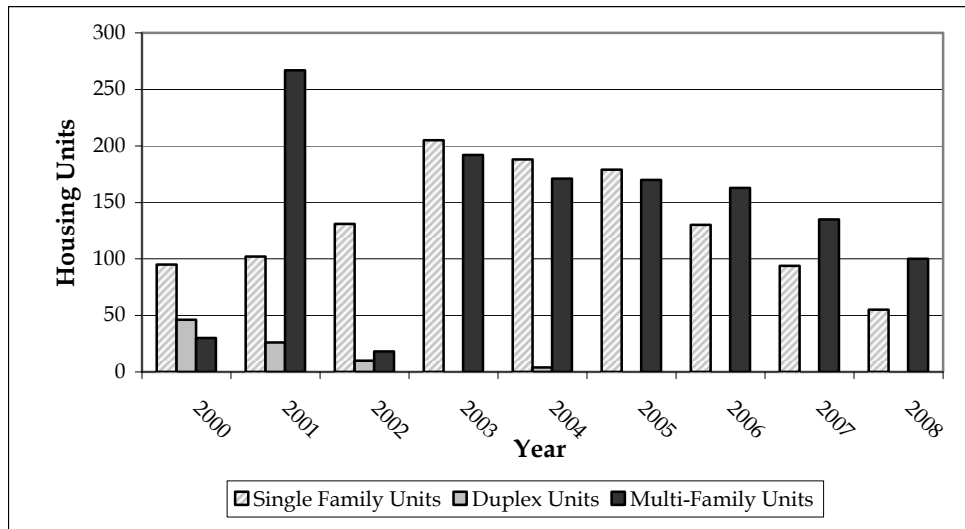
Figure 5-2: Units in Structure for De Pere, Brown County, and Wisconsin (2000)

Units in Structure	De Pere	%	Brown County	%	Wisconsin	%
1-Unit Detached	4,906	61.1%	57,000	63.2%	1,531,612	66.0%
1-Unit Attached	612	7.6%	4,428	4.9%	77,795	3.4%
2 Units	665	8.3%	8,143	9.0%	190,889	8.2%
3 or 4 Units	260	3.2%	3,554	3.9%	91,047	3.9%
5 to 9 Units	395	4.9%	6,214	6.9%	106,680	4.6%
10 to 19 Units	205	2.6%	4,032	4.5%	75,456	3.3%
20 or More Units	930	11.6%	5,172	5.7%	143,497	6.2%
Mobile Home	51	0.6%	1,649	1.8%	101,465	4.4%
Boat, RV, Van, Etc.	0	0.0%	7	0.0%	2,703	0.1%
Total	8,024	99.9%	90,199	100.0%	2,321,144	100.0%

Note: Totals may not equal 100% due to rounding. Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, Table DP-4 Profile of Selected Housing Characteristics: City of De Pere, Wisconsin.

Consistent with state and national trends, the number of single-family housing units developed in the City of De Pere since the peak year of 2003, have continued to decline to a low of 55 units in 2008. The numbers of multi-family units have also trended downward, while only 4 duplex units have been built in the City since 2003. In contrast to many other communities around the state and county, De Pere continued to experience some new housing unit construction, even in the midst of the historic downturn in the 2008 housing market. Figure 5-3 shows the number of new single-family, duplex, and multifamily housing units developed from 2000 through 2008 in the City of De Pere.

Figure 5-3: New Housing Unit Development, 2000-2008

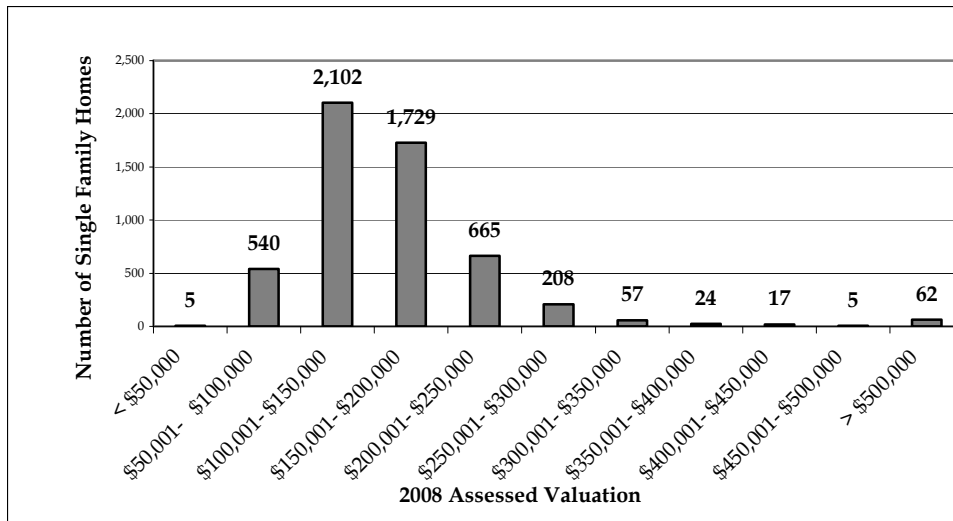


Source: U.S. Census Bureau Building Permit Data: <http://censtats.census.gov/bldg/bldgprmt.shtml>.

Value

According to a review of the 2008 assessed valuations for single-family homes in De Pere, the largest segment of single-family homes, similar to the 2000 Census, remain valued between \$100,001 and \$150,000; however, the median assessed value has increased from \$122,400 to \$151,600. It can be assumed that the growth in valuation is a combination of newer, more expensive homes and relative growth in home prices. Figure 5-4 depicts the 2008 assessed valuations for single family homes in the City of De Pere.

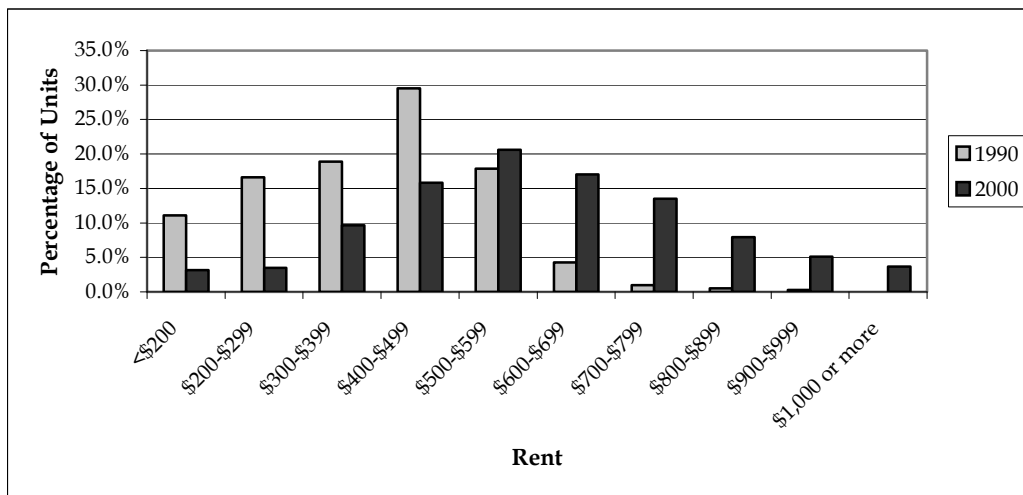
Figure 5-4: City of De Pere 2008 Housing Values



Rent

Since the City of De Pere has a relatively high number of rental units, identifying trends in rental expenses is necessary. The median rent in the City of De Pere in 2000 was \$588, as compared to \$410 in 1990, which is an increase of 43.4 percent in 10 years. Figure 5-5 shows the percentages of units within each monthly gross rent charged range. As is evident from the graph, between 1990 and 2000, the rental market in De Pere became much more diversified with many more high-end rental units. However, there are proportionately fewer rental units available at ranges for residents of more limited or fixed incomes. The Housing Affordability section of this chapter further analyzes and provides recommendations regarding affordable rental and owner-occupied housing in the City.

Figure 5-5: Monthly Gross Rent by Percentage of Rental Units, 1990 and 2000



Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, 1990 Summary File 3, Table H43.

Occupancy

According to the 1990 U.S. Census, there were a total of 5,938 housing units within the City of De Pere. This compares with 7,963 units in 2000, which is an increase of 2,025 units (34.1 percent) over the 10-year period. The breakdown of housing units into owner-occupied and renter-occupied shows that owner-occupied units accounted for 67.6 percent of the City's dwelling units in 1990, but the percentage of owner-occupied units dropped to 65.6 percent in 2000. Conversely, the percentages of rental units increased from 32.4 percent in 1990 to 34.4 percent in 2000. When analyzing vacancy rates for both owner-occupied units and rental units, the vacancy rate for owner-occupied units increased from 2.8 percent in 1990 to 3.4 percent in 2000, while the rental vacancy rate actually decreased from 2.8 percent in 1990 to 2.2 percent in 2000. Although there is obviously a strong demand for both owner-occupied and rental units in De Pere, the statistic that shows that the rental vacancy rate has actually decreased at a time when 807 new rental units were added shows a very strong demand for rental units. The addition of almost 400 rental units in De Pere between 2000 and 2003 should help to satisfy much of the demand. Figure 5-6 summarizes the changes that occurred between 1990 and 2000.

Figure 5-6: Change in Housing Occupancy Characteristics in De Pere, 1990 and 2000

	1990 Census	% of Total	2000 Census	% of Total	Increase or Decrease	Percent Change 1990 - 2000
Total Housing Units	5,938	100.0%	7,963	100.0%	2,025	34.1%
Owner-occupied Units	4,013	67.6%	5,225	65.6%	1,212	30.2%
Rental Units	1,925	32.4%	2,738	34.4%	813	42.2%
Occupied Housing Units	5,774	97.2%	7,724	97.0%	1,950	33.8%
Owner-occupied	3,902	67.6%	5,045	65.3%	1,143	29.3%
Renter-occupied	1,872	32.4%	2,679	34.7%	807	43.1%
Owner-occupied Vacancies	111	2.8%	180	3.4%	69	0.6%
Rental Vacancies	53	2.8%	59	2.2%	6	-0.6%

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

Housing Affordability Analysis

The Housing Affordability Analysis is based on the recommended process contained in *Housing Wisconsin: A Guide to Preparing the Housing Element of a Comprehensive Plan* developed by Dr. Brian Ohm. This process is being used to estimate if there is an adequate supply of affordable housing for De Pere residents with limited or fixed incomes.

The approach required by the U.S. Department of Housing and Urban Development (HUD) for Consolidated Plans is to look at the median income of a community and determine how many units are available to various low- and moderate-income households. Extremely low-income households are those with incomes below 30 percent of the area median household income. Very low income is defined as an income between

30 percent and 50 percent of the area median household income. Low-income households are those with incomes between 50 percent and 80 percent of the area median household income. Moderate-income households have incomes between 80 percent and 95 percent of the area median household income. HUD defines affordability as paying no more than 30 percent of household income for housing. The affordability threshold is not an underwriting standard and does not mean that households are unable to pay more than that amount. Households may choose to pay more to get the housing they need or want. However, according to HUD standards, people should have the choice of having decent and safe housing for no more than 30 percent of their household income.

The analysis utilized the 2000 census median income for a 4-person De Pere family of \$61,688 as the basis for affordability. A household within the 50th percentile bracket of median family income (\$30,844) looking for housing in the City could spend up to \$771 per month in rent or mortgage/interest/property tax escrow if they allocate 30 percent of their income to housing. According to the 2000 U.S. Census, there are 671 homes in De Pere that currently have mortgage payments of \$799 or less and 2,200 rental units that rent for less than \$799, which means that the City contains approximately 2,871 affordable housing units for a family of four making 50 percent of the median family income. This represents about 36 percent of the City's 7,963 total housing units in 2000. However, the majority of the rental units are 1- and 2-bedroom units, and there are a number of families looking for affordable 3 or more bedrooms per unit. Developing partnerships with governmental and nonprofit housing agencies, such as the Brown County Housing Authority and Wisconsin Housing and Economic Development Authority, can assist in creating incentives for builders to develop aesthetically pleasing, profitable, and affordable rental housing.

In further interpreting the findings, there are 635 families in De Pere that earn less than \$30,000 per year. As stated in the previous paragraph, in 2000 there were 671 homes in the City with mortgage payments of less than \$799, and they would, therefore, be within the purchasing power of these households. Although it may appear that there is an adequate supply of affordable owner-occupied homes, it is also important to keep in mind that the average sale price of a single-family home in the City of De Pere is currently over \$162,000. Therefore, a home that was purchased in 1990 may have a mortgage that would appear affordable, but if the same home were sold today, the selling price and, therefore, the mortgage would increase and would likely be taken out of the affordable range. Continuing to maintain a diverse range of housing within the City through the use of creative development techniques will be increasingly important as the City's population continues to change.

Range of Housing Choices

As mentioned in the introduction to the Housing Chapter and further identified in the background data, the City of De Pere has a very well diversified housing stock. Types of housing in the City includes single-family detached homes, condominiums, duplexes, double flats, rental homes, small apartment buildings, large apartment complexes, converted industrial uses (Lawton Apartments), and group homes. The mixture of these housing types is a component of what makes De Pere a desirable place to live and do business. As the City has done in the past, it is important to continue to encourage a

healthy mix of housing types to stay ahead of the changing population. The following section will identify new trends in housing development and their applicability to the City of De Pere.

Downtown Residential Development

The key to any downtown development when it comes to housing is density. Within a downtown as successful as De Pere's, residential land values are inevitably higher than on the fringe. Therefore, in order to make a residential development financially viable in a downtown it is generally necessary to encourage higher densities through apartment buildings, multi-floor condominium developments, upper floor residential units above first floor commercial, group homes, and similar developments. An added benefit to additional density within the downtown is that it provides readily available customers to the many local small businesses within easy walking distance. It is also important that new residential developments within a downtown contribute to the overall design and streetscape through architecture, landscaping, and site planning that is sensitive to its downtown location and is not simply a transplanted suburban design.

Smaller Residential Lot Sizes

One of the first and easiest ways for the City to increase the amount of affordable housing is to encourage the use of smaller lots. 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. Decreasing the R-1 zone minimum lot size and frontage would help keep the housing costs down and provide for greater efficiencies in the delivery of such services as postal delivery, garbage collection, and student transportation. Also in terms of cost savings, the more homes that front on a street, the less the impact on the individual homeowner when paying assessments for sewer main, water main, sidewalk, and street repairs.

As part of permitting residential development on smaller parcels, the City should require new residential areas be developed in a manner consistent with the concept of neighborhoods rather than as single-use subdivisions. In order to create interesting neighborhoods, a number of different designs of homes and other compatible land uses need to be mixed in to avoid the monotony of similar home designs and strict separation of land uses.

Secondary Living Quarters on a Residential Parcel

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

Traditional Neighborhood Development (TND)

Traditional neighborhood developments (TNDs) emphasize the neighborhood as a functional unit rather than the individual parcel or home. The State of Wisconsin formalized its support for this type of development when it required that all cities and villages with a population of over 12,500 residents develop an ordinance that permits these types of developments. The City of De Pere currently meets this requirement through utilization of its Planned Development District (PUD) overlay zone. The City may wish to investigate the establishment of a new TND or mixed-use district in order to create an incentive for developers and, thereby, encourage the creation of traditional neighborhoods.

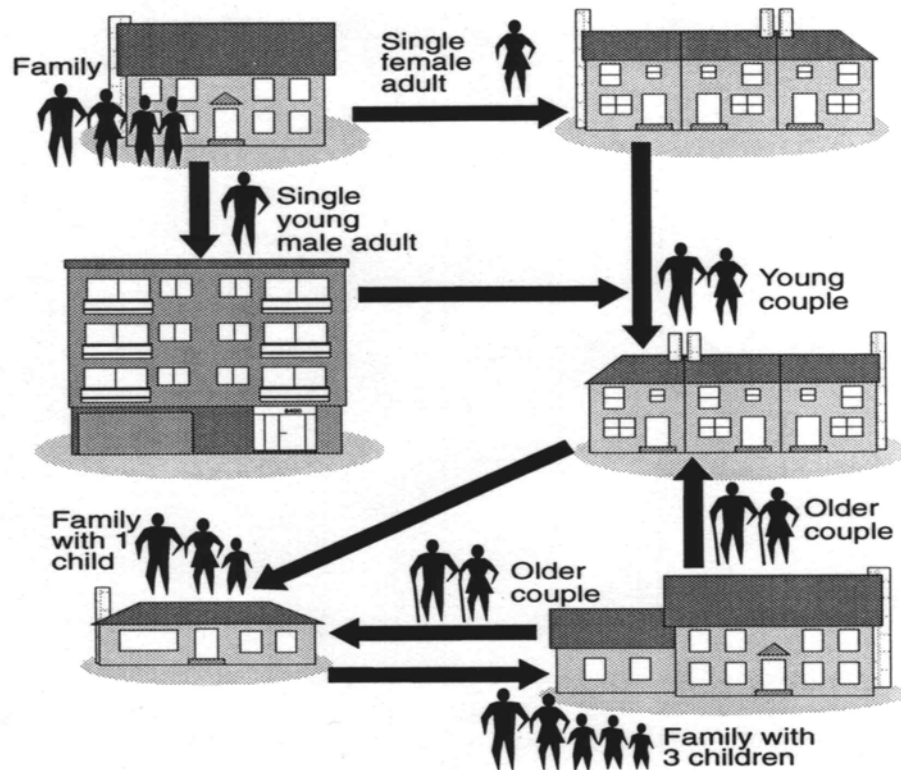


Typical TND neighborhoods are about 100 to 160 acres, which is large enough to support retail services and amenities that meet some of the needs of daily life but small enough to be defined by pedestrian comfort and interest. The size of the neighborhood is based on a 5-minute walking distance (about a quarter-mile) from the edge to the center and a 10-minute walk (about one-half mile) from neighborhood edge to edge. Each neighborhood typically

has an identity that evolves from its public spaces, such as streets, parks and outdoor spaces, schools, places of worship, or other shared facilities. Automobiles do not take precedence over human or aesthetic needs. Instead, a neighborhood provides many ways of getting to, through, and between it and other parts of the City by driving, walking, and bicycling.

Forms of housing within a traditional neighborhood are mixed so that people of different ages and income levels have opportunities to live in various parts of the City. The concept of mixed housing types is very important because many people prefer to remain in their neighborhoods as their incomes increase or decrease. This housing mix allows a young family to rent, purchase a starter home, move into a larger home as their family grows, move to a smaller home when they retire, and move to an assisted living facility all within the same neighborhood. Figure 5-7 provides a representation of how a person's housing preferences might change over time.

Figure 5-7: Change in Housing Preferences Over Time



Source: Local Government Commission, 2003.

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

Conservation by Design Developments

In certain areas of the City, there may be critical environmental or historical features that should be preserved, but the local property owner wishes to develop his or her property. In situations such as these, conservation by design subdivisions could accomplish both goals. In terms of housing, the lots in conservation by design subdivisions are typically smaller and clustered together to prevent damage to the preservation feature(s). The City currently has one conservation by design subdivision (Nazcr Trac) located west of Lawrence Drive adjacent to the Ashwaubenon Creek Ravine. It is important to note that when first identifying the areas for preservation, the community makes it clear exactly who will own and be responsible for the care and maintenance of the preserved areas.

Mixing of Residential Types

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

Mixed Uses in Residential Developments

The majority of residential subdivisions developed over the past 50 years across the country consist almost exclusively of single-family detached homes separated from any other commercial, institutional, or even recreational uses. This results in residents of these subdivisions having to utilize a vehicle to travel to a store, school, or park instead of having the opportunity to walk or bike a relatively short distance to these land uses. The segregation of uses and reliance on a vehicle is especially difficult for the elderly, mobility-impaired, children, and others who may not want to or cannot drive.



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

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

Educate Residents and Homebuilders Regarding “Visitability” Concepts

As is evident from the Issues and Opportunities Chapter, the overall population of De Pere and the County as a whole is continuing to age. As people age, their ability to move around their own home can become increasingly difficult. For a number of elderly and mobility-impaired residents, the simple presence of a single stair to enter a home could

cause a great deal of difficulty. According to Green Bay-based Options for Independent Living, “visitability” applies to the construction of new single-family homes to make them “visit-able” by people with any type of physical or mobility disability. Typically visitable homes have:

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

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

Neighborhood Associations

The creation of neighborhood associations has proven to be a good way to actively involve citizens in planning their community. Associations foster neighborhood cohesion and interaction by getting people out to meet their neighbors, thereby creating a safer community. The City of Green Bay would be a good source of information regarding the benefits of its neighborhood associations.



Summary of Recommendations

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

- Multiple-family buildings should be designed to reflect, as much as possible, the characteristics and amenities typically associated with single-family detached houses. Examples of amenities include the orientation of the front door to a sidewalk and street and individual entries.
- Avoid concentrations of rental housing by encouraging a mixture of housing types and styles. Rental housing is vital to any community and should be distributed throughout the City rather than concentrated in a few areas.
- Encourage greater density in residential uses in the downtown through context-sensitive apartment buildings, upper floor residential uses above first floor commercial, multi-floor condominiums, group homes and other similar uses.
- Ensure downtown residential uses are sensitive to the urban streetscape, design, and landscaping associated with its downtown setting.

- Housing development lot width and depth, in conjunction with block size and shape, should be varied in order to reinforce variety in building mass, avoid a monotonous streetscape, and eliminate the appearance of a standardized subdivision.
- Variation in single-family housing models in large developments should be encouraged.
- To foster visual interest along a neighborhood street, the street frontage devoted to protruding garage doors and driveway curb crossings should be limited. Generally, garages should be recessed or, if feasible, tucked into side or rear yards using variety and creativity to avoid a streetscape dominated by the repetition of garage doors.
- Alleys and various forms of shared driveways are encouraged as an alternative to double-frontage lots along thoroughfares. Alleys and driveways can also serve as locations for ancillary buildings, utilities, service functions, and interior-block parking access.
- New residential developments should allow for mixed uses as additions to the community that provide a place for housing and allow secondary uses (commercial, recreational, and institutional uses) that serve the neighborhood and are in harmony with the residential character and scale.
- Builders and developers are encouraged to use their ingenuity to combine and distribute a variety of housing types to create an attractive, marketable neighborhood with housing for a range of people. At least two housing types should be included in any residential project containing more than 30 acres. As the acreage of the residential project increases, so should the number of housing types. This can be achieved with a variety of housing types, such as single-family homes, duplexes, condominiums, townhouses, apartments, and group homes.
- Consider amending the zoning ordinance to create a district specifically for mixed uses and traditional neighborhood developments.
- In areas of the City with unique or critical natural or cultural resources, conservation by design developments should be considered. The natural or cultural resource areas should be preserved as part of the permanent greenspace and the development built around these resources.
- Within the downtown, second floor housing should be encouraged above first floor commercial establishments. Apartment buildings within the downtown should have first floor commercial uses with residential uses on the floors above.
- Areas of the City already served by public utilities that can be infilled with residential uses and land that can be efficiently served by public utilities should be priorities for development.
- Continue to identify those residences or areas of the City that may be historic and/or architecturally significant and identify funding sources that may be used to rehabilitate or renovate them in a historically sensitive manner.
- Targeted areas for housing redevelopment and/or rehabilitation should be identified and private/public partnerships for redevelopment or rehabilitation of these areas should be pursued.

- To increase the supply of affordable homes, the City should work with developers to encourage the development of housing in traditional neighborhoods with smaller lots and homes. Smaller homes and lots may become increasingly important as the “baby boomers” approach retirement age and look to move into smaller, easier to manage homes. These homes would also offer first-time homebuyers the opportunity to enter the City’s housing market.
- Consider developing a rental rehabilitation program through the Wisconsin Department of Commerce CDBG-Housing grant program to ensure a stable, quality housing stock.
- Meet with the City of Green Bay to discuss its experiences in administering a housing rehabilitation program.
- Support the creation of local neighborhood associations to foster neighborhood cohesion and provide a conduit to the elected officials.
- The City should contact the Brown County Housing Authority, Neighborworks, Inc., and Wisconsin Housing and Economic Development Authority (WHEDA) for additional information and resources to continue to improve and diversify the City’s housing stock.

CHAPTER 6

Utilities and Community Facilities

Introduction

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

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

Of particular importance to the City of De Pere, provision of reliable and high quality drinking water, obtaining more cooperation between the east and west De Pere school districts, and maintaining Voyager Park in primarily passive uses were among the top ranked issues raised during the visioning session held for this comprehensive plan.

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

For all of these reasons and more, the continued provision of quality services is very important to the City of De Pere.

Background

The City of De Pere is a growing urban city within the greater Green Bay Metropolitan Area that provides a full range of utilities, facilities, and other services.

The City of De Pere currently provides:

- A police department.
- A fire rescue department, which also provides emergency rescue services.
- A comprehensive solid waste and recycling collection system.
- A public water supply and transmission system.
- A stormwater management system.
- A comprehensive park, recreation, and forestry system.
- A comprehensive street maintenance program including resurfacing, reconstruction, snowplowing, and street sweeping.
- A health department.
- A newly remodeled and expanded city hall housing the majority of the administrative offices of the City and the police and fire rescue departments .
- A municipal service center housing the public works and parks and recreation and forestry departments.
- A community center.

The City of De Pere contracts with the Brown County Port and Solid Waste Department for solid waste and recycling disposal, encompasses part of two public school districts, and is the location of a Brown County Public Library, a County-run special needs school, and a U.S. Post Office.

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

Opportunities and Challenges

Challenges associated with the City's utilities, facilities, and other services are related to the aging of its existing infrastructure, determining the proper timing and location for replacement of existing or construction of new infrastructure, the possible need for new or higher levels of services as resident and business populations and needs change, greater economic competition within the region and the metropolitan area, fiscal constraints, and new legislation and regulations. Opportunities include a healthy local population, economy, and business climate, efficiencies of scale, and possibilities for intergovernmental cooperation and shared services.

Inventory and Analysis

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

Sanitary Sewer Service

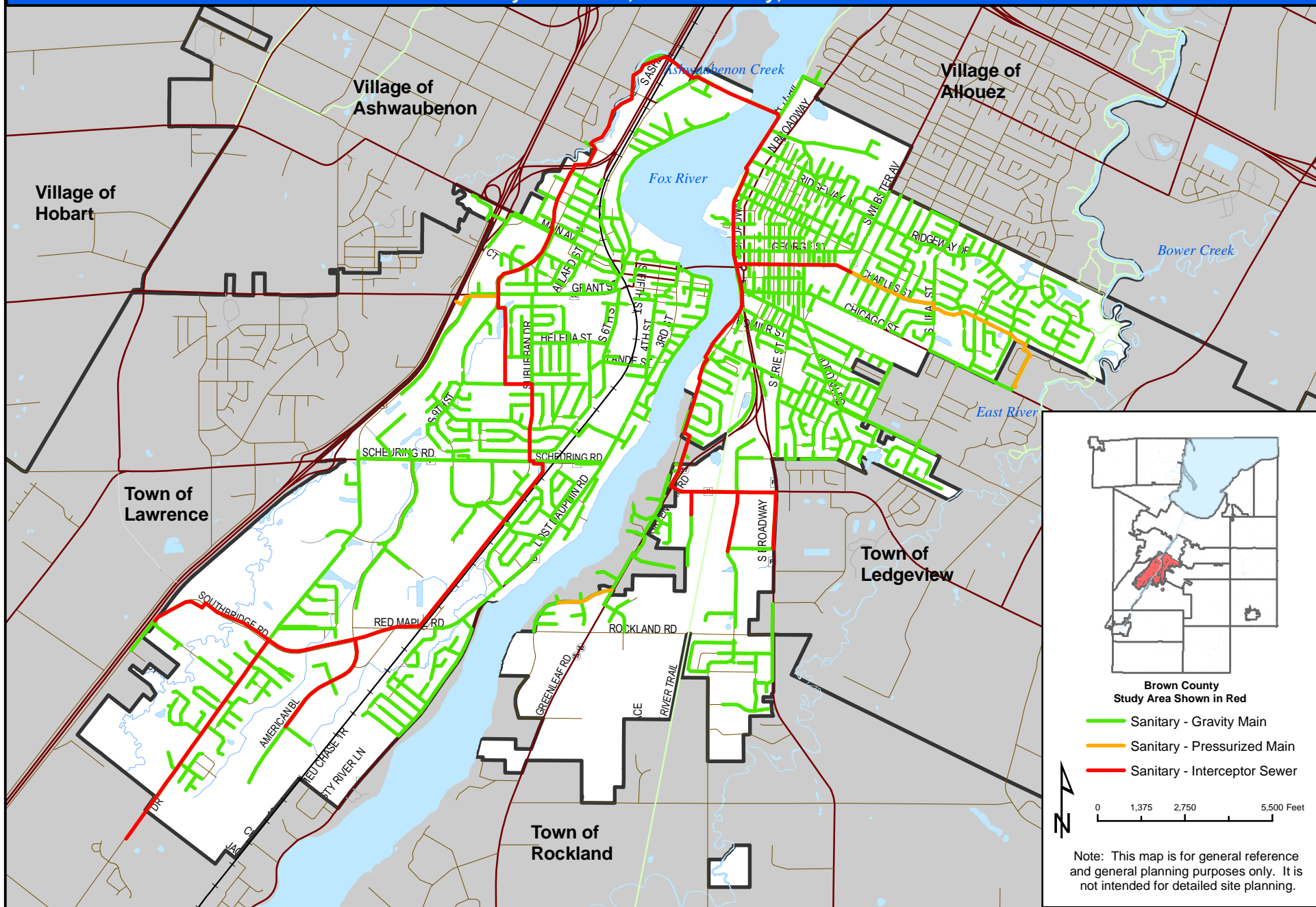
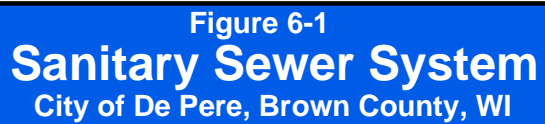
Among the infrastructure most urban communities provide to ensure the health, welfare, and safety of its citizens, sanitary sewer service is one of the more important and traditional.

Several major federal laws have been enacted over the past 100 years to protect our nation's waters, and each of these laws imposed subsequently greater restrictions upon the discharge of pollution into lakes, rivers, and streams. With the passage of the 1972 Clean Water Act, all discharges of pollution required a permit, the use of best achievable pollution control technology was encouraged, and billions of dollars were provided for the construction of sewage treatment plants. This law also required comprehensive water quality planning for both point and nonpoint sources of pollution. For Brown County and the City of De Pere, this planning is currently contained in the *Lower Fox River Basin Integrated Management Plan*, prepared in August 2001 by the Wisconsin Department of Natural Resources (WDNR), and the *2002 Brown County Sewage Plan*, which was approved by the Brown County Planning Commission and endorsed by the Wisconsin Department of Natural Resources in March of 2003.

The first City of De Pere Wastewater Treatment Plant was constructed in 1937. The current plant located in the far northwestern part of the City on the Fox River was constructed in 1976, and its last major upgrade was completed in 2004. The treatment plant is designed to treat domestic and industrial wastewater, its effluent is discharged to the Fox River, its sludge is incinerated, and residual waste is disposed of in landfills. Pretreatment of sewage from industrial users is required by the City.

Historically, sewage was treated locally at the City of De Pere Wastewater Treatment Facility. In 2008, the City of De Pere wastewater treatment facility consolidated with the Green Bay Metropolitan Sewerage District, and the former City of De Pere Wastewater Treatment Facility now performs primary treatment prior to the waste being piped to GBMSD. As a component of the agreement between the City of De Pere and GBMSD, it was agreed the City of De Pere would have exclusive rights to provide sanitary sewer in an area of the Town of Rockland bounded by the current City boundary in the north, south to a quarter-mile north of Eiler Road, west to STH 32/57, and east to County Highway PP.

As a regional facility, the GBMSD WWTP provides wastewater treatment at its plant to all of the Cities of Green Bay and De Pere and the Villages of Allouez, Ashwaubenon, Bellevue, Howard, and Pulaski and to portions of the Villages of Hobart and Suamico and the Towns of Green Bay, Humboldt, Pittsfield, and Scott, as well as to portions of communities outside of Brown County, including the Oneida area, Town of Red River, and the Village of Luxemburg. GBMSD has a design hydraulic loading capacity of 49.2 mgd (million gallons per day) and received an average monthly flow rate of 27.53 mgd in 2000. The treatment plant also has a design BOD loading limit of 103,110 lb/day (pounds per day) and received an average monthly loading of 57,630 lb/day in 2000. This accounted for approximately 56 percent of the design hydraulic loading capacity and



about 56 percent of the design BOD loading capacity of the treatment plant. There are currently no known concerns or issues associated with the City's sewerage collection system. The City does have a regular inspection program of its sewerage system and is generally aware of the demands future growth will impose upon the treatment plant and collection system.

To continue to ensure the most efficient and cost-effective sewerage system possible, replacement, rehabilitation, and new construction should take place in a planned and coordinated manner. For instance, whenever possible, sanitary system modifications within a specific area should be undertaken at the same time as water, stormwater, and/or road construction or reconstruction so that construction impacts are minimized and efficiency between the projects is maximized. Also, the development/redevelopment of lands adjacent to this specific area and the use of underutilized infrastructure should be encouraged over the extension of new infrastructure. When the extension of infrastructure is warranted, it should be provided in such a manner that encourages compact and contiguous development patterns as identified in this comprehensive plan. By virtue of De Pere being a municipal customer of GBMSD, growth in the City will not be hindered due to wastewater treatment plant capacity restraints.

In addition to the rate of population growth and development noted in Chapter 1, the direction of that growth is also an important factor in planning for improvements and expansion of the sewerage collection system. The *2002 Brown County Sewage Plan*, prepared by the Brown County Planning Commission and approved by the Wisconsin Department of Natural Resources, envisions that the City and its sewered development will grow no farther than its current municipal boundaries west of the Fox River but will, however, continue to grow east of the Fox River. The County sewage plan envisions that this growth of the City of De Pere could extend from its current limits south of Rockland Road as far south as Old Martin Road, as far east as CTH PP, and as far west as the Fox River by the year 2020.

However this comprehensive plan, utilizing updated Wisconsin Department of Administration population projections and current development type ratios (residential, commercial, industrial, etc.), indicates the City of De Pere could extend far south past Old Martin Road to just south of Eiler Road extended between STH 32/57 and CTH PP by the year 2030, generally consistent with the exclusive sanitary sewer service area agreed to by GBMSD and the City of De Pere. The Future Land Use Map indicates areas of anticipated service in 10 and 20 year increments. Therefore, it is critical the City of De Pere works cooperatively with GBMSD, the Wisconsin Department of Natural Resources, and the Brown County Planning Commission when the Brown County Sewage Plan is updated following the 2010 Census.

As a portion of the sewer system (and other City infrastructure to a lesser extent) is nearing the end of its design life, an increasingly greater percentage of these components will need to be replaced over the coming years. To ensure the most efficient and cost-effective sewerage system possible, replacement, rehabilitation, and new construction should take place in a planned and coordinated manner. For instance, whenever possible, sanitary system modifications within a specific area should be undertaken at the

same time as water, stormwater, and/or road construction or reconstruction so that construction impacts are minimized and efficiency between the projects is maximized. Also, the development/redevelopment of lands adjacent to and the use of underutilized infrastructure should be encouraged over the extension of new infrastructure. When the extension of infrastructure is warranted, it should be provided in such a manner that encourages compact and contiguous development patterns.

Based upon this information, it is recommended that the City continue its long-range planning, maintenance, and funding activities in coordination with the Green Bay Metropolitan Sewerage District to ensure that its sewage collection system remains adequately sized for anticipated growth and development.

It is also recommended that the City of De Pere expand its collection and treatment systems in conformance with the 5-year growth increments identified within this plan, promoting infill development and efficient and cost-effective growth patterns. In a related matter, it is recommended that the City of De Pere work with the GBMSD to ensure that similar growth patterns and sanitary sewer extension policies are established within other portions of the GBMSD area.

Onsite Sewage Disposal Systems

Onsite sewage disposal systems are those that store, treat, or dispose of wastewater (or perform a combination of these functions) on the site at which the wastewater is generated. Onsite sewage disposal systems are used in those areas that are not served by offsite systems. Typical examples of onsite systems include holding tanks, conventional septic systems, or mound systems used by individual homeowners and small businesses located in rural areas.

In 2009, there were a total of 16 onsite sewage disposal systems in De Pere. Additional onsite systems, other than those within future annexations, are not anticipated during the timeframe of this plan. It is assumed the Green Bay Metropolitan Sewerage District will provide for all wastewater treatment and disposal within the City.

Water Supply

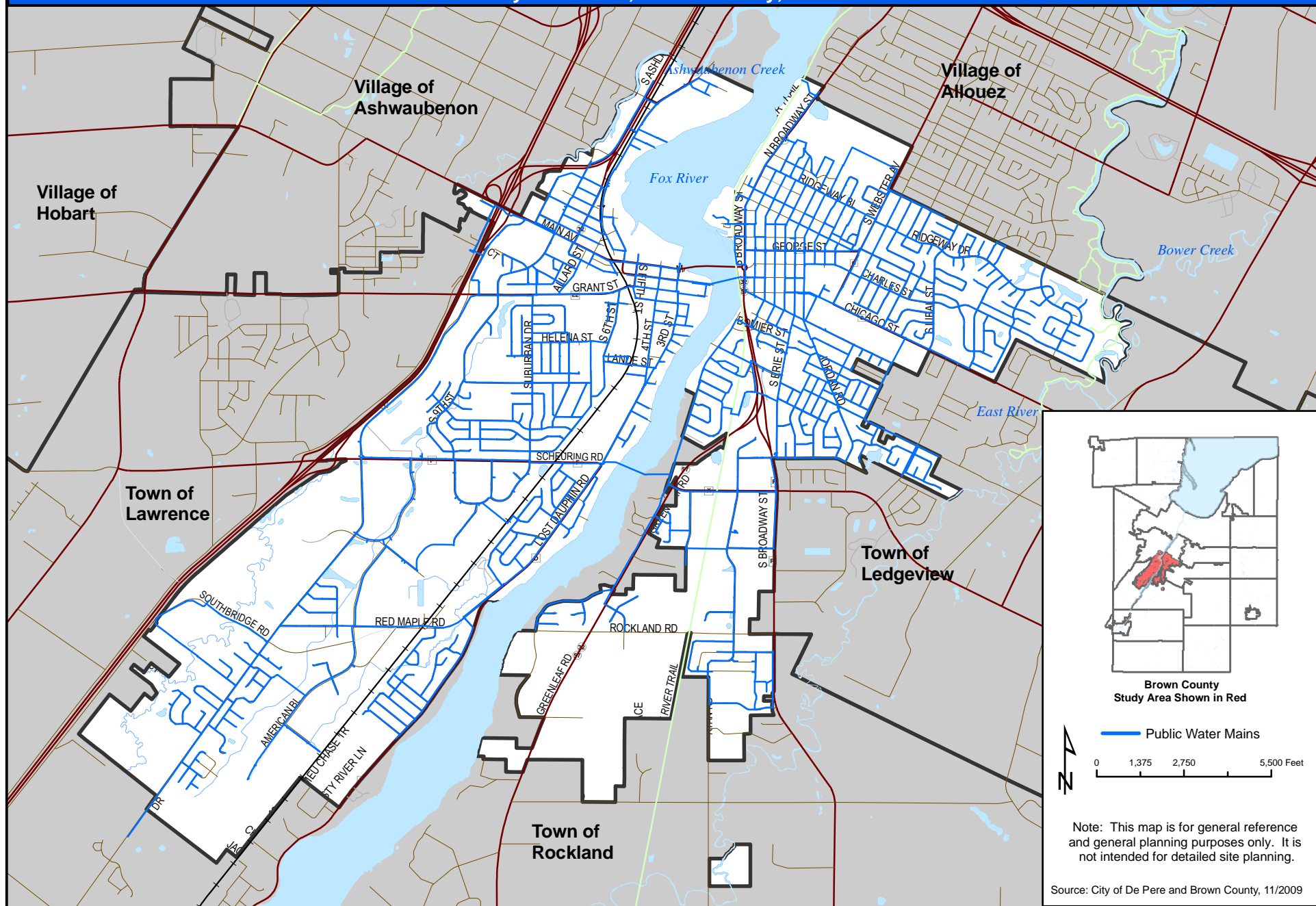
In conjunction with sanitary sewer service, drinking water is one of the more important and traditional elements of urban infrastructure. In addition, where one is provided, the other is also often present. Water mains often share many of the same easements and are often extended concurrently with sanitary sewers.

In 2009, there were over 119 miles of water transmission pipe. Figure 6-2 displays the location of the existing public water main network. In recent years, the City has averaged about 1.5 miles of new pipe construction and about 3 miles of pipe reconstruction each year.

The City of De Pere receives its drinking (potable) water through the Central Brown County Water Authority (CBCWA), which is a wholesale purchaser of potable water from the City of Manitowoc. The City of De Pere has been a member of the CBCWA since its inception in 1999 and the CBCWA is currently comprised of the communities of



Figure 6-2
Public Water System
City of De Pere, Brown County, WI



De Pere, Allouez, Bellevue, Howard, Lawrence, and Ledgeview. The wells which formerly provided all of the water to the City now provide back-up in case of an emergency. A review of the 2008 Wisconsin Department of Natural Resources (WDNR) Consumer Confidence Report for the City of Manitowoc Waterworks indicates that of the 107 potential contaminants tested, there were no results exceeding WDNR standards.

Similar to the recommendations regarding the City's sewerage system, it is recommended that the City continue its long-range planning, maintenance, and funding activities in cooperation with the Central Brown County Water Authority to ensure De Pere's water supply and transmission system remain adequately sized for anticipated growth and development. The City of De Pere should continue to extend its water supply and transmission system in conformance with the 5-year growth increments identified within this plan, promoting infill development and efficient and cost-effective growth patterns.

Solid Waste Collection and Disposal

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

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

The City of De Pere Department of Public Works provides collection of solid waste within the City. Garbage is collected on a weekly basis. In February of 2004, an automated collection system was initiated. Garbage and recycling services are provided to all single-family through 4-unit residential facilities through this new system. All others, including those single-family through 4-unit residential facilities that generate more garbage and recyclables on a weekly basis than can be accommodated by five carts, must contract with private firms for garbage and recyclable collection.

With regard to bulk items, the City of De Pere has specific rules and regulations depending on the item to be picked-up. The City of De Pere website should be consulted for specific items.

The City of De Pere Compost Facility is located on Rockland Road immediately west of the Fox River Trail. The facility is a cooperative effort between the City of De Pere and Town of Ledgeview. Residents of either De Pere or Ledgeview need to have a permit in order to drop off yard waste. Hours vary depending on the season.

The City of De Pere currently provides a high quality service in its comprehensive solid waste collection and disposal program and that maintenance of this program will continue to meet the needs of the community during the 20-year span of this plan.

Recycling

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

The City of De Pere provides its own collection of recyclable wastes through single-stream recycling containers. One recycling container is provided at cost to all single-family to 4-unit residential developments. All other developments must also purchase the garbage carts from the City for both garbage and recyclable materials. The City picks up the recyclable materials once every other week. These materials are then transported to the Brown County Materials Recycling Facility (MRF) and disposed of by Brown County. Recyclable waste collection or disposal needs in excess of this are the responsibility of the individual property owner.

It is envisioned that the current method of recycling will continue to be adequate during the next 20 years; although, this service will be periodically reviewed in the future.

Stormwater Management

In 1987, the federal government passed an amendment to the Clean Water Act which included several regulations relating to stormwater management and nonpoint source pollution control. The programs created by this legislation are administered by the U.S. Environmental Protection Agency and are targeted to control nonpoint source pollution from municipal, industrial, and construction site runoff.

Due to revisions to the federal programs in 1999 and corresponding changes to Wisconsin Administrative Code, these federal programs apply to most communities, including the City of De Pere, for most construction sites one acre or larger in size. Within the City of De Pere, these requirements also apply to many ongoing City activities, such as road and utility reconstruction and grounds maintenance.

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

- Degrade physical stream habitat by increasing stream bank erosion, increasing streambed scour, diminishing groundwater recharge, and diminishing stream base flows.
- Diminish the capacity of lakes and streams to support fish, aquatic life, recreational, and water supply uses by increasing loadings of nutrients and other urban pollutants.

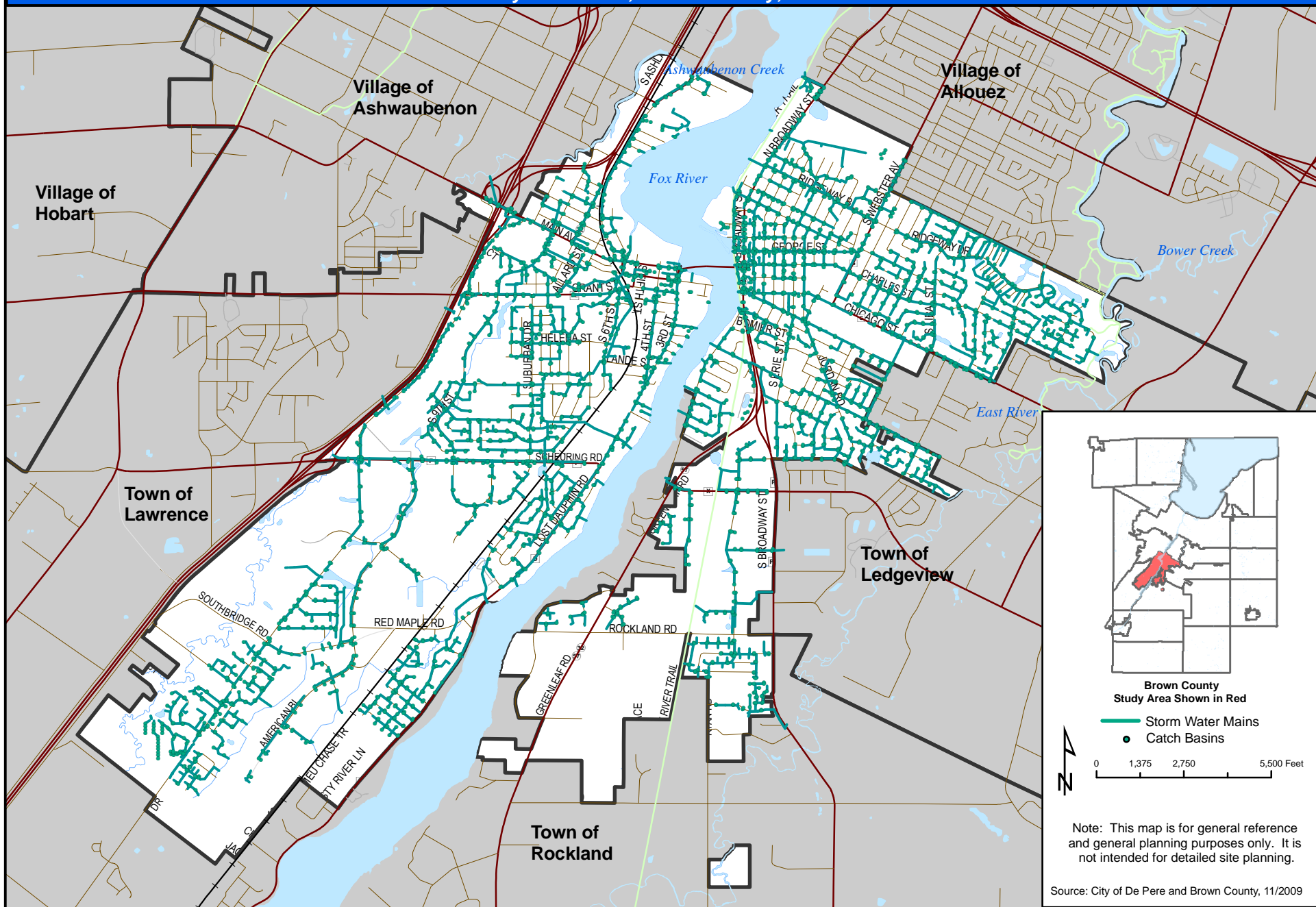
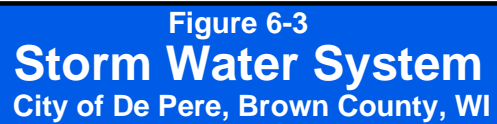
- Alter wetland communities by changing wetland hydrology and by increasing pollutant loads.
- Reduce the quality of groundwater by increasing pollutant loads.
- Threaten public health, safety, property, and general welfare by overtaxing storm sewers, drainageways, and other minor drainage facilities.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

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

The City of De Pere's current stormwater system is comprised of a conveyance system consisting of swales, roadside ditches, storm sewers, culverts, and channels and a storage system consisting of wetlands, wetland remnants, and constructed stormwater detention facilities. This system transports stormwater runoff from developed lands to the Fox and East Rivers. In 2009, the City of De Pere Public Works Department maintained approximately 116 miles of storm sewers and numerous stormwater detention ponds. The location of the City's stormwater system is shown in Figure 6-3.

The City of De Pere first adopted a stormwater management plan and ordinance in January 1999. The plan recommended a comprehensive course of action to address the stormwater management needs of the City for the foreseeable future. General objectives of the plan included to attain the water resource and nonpoint source pollution goals set forth in the Ashwaubenon Creek, East River, and Fox River nonpoint sources control plans, to minimize the potential for downstream flooding from future development, and to set a 50 percent sediment reduction as the City's pollutant reduction goal. As a result, the plan recommended:

- Vigorous enforcement of the City's current construction site erosion control ordinance.
- Preparation and adoption of a stormwater management ordinance.
- Control of potential sources of pollution.
- Drainage system improvements.
- Public education and information.
- Development of structural best management practices, including construction of 11 new detention ponds, reconstruction of 5 existing detention ponds, and an inline treatment device/vegetative filter strip.
- Reduce ravine erosion.



Subsequent to adoption of the stormwater management plan and ordinance, in 2005 the City of De Pere created a stormwater utility to fund the ongoing maintenance and improvement activity of stormwater management. Each property owner in the City is assessed a stormwater fee based upon the amount of impervious surface on their property, resulting in a contributing source to the City's stormwater system as set forth in Chapter 28 of the De Pere Municipal Code. Furthermore, by virtue of the City being located within a federally-recognized "urbanized area" De Pere has adopted Chapter 29 of the municipal code to regulate the introduction of pollutants and illegal connections to the City's municipal separate storm sewer system (MS4). In order to further educate the public regarding stormwater and meet the requirements of its MS4 permit, the City of De Pere is a member of the Northeastern Wisconsin Stormwater Consortium (NEWSC). NEWSC provides member communities with educational materials and training to ensure continued compliance with the public educational requirements of each community's MS4 permit.

The City of De Pere will need to continually monitor state and federal legislative actions regarding stormwater management requirements to ensure continued compliance with rapidly evolving mandates.

Public Parks and Recreation

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

The City of De Pere has long recognized the importance of outdoor recreation and open space. It established its first park, Wilson Park, in 1874 at the intersection of College Avenue and Fourth Street on the west side of the City. Its first comprehensive plan, prepared in 1972, specifically addressed park and recreation issues and included goals and objectives that called for the protection of unique natural areas and the development of the recreational potential of the Fox and East Rivers. De Pere completed its first comprehensive park and outdoor recreation plan in 1987 and most recently updated it in 2007.

Parks

As shown in Figures 6-4 and Figure 6-5, the City of De Pere currently contains 35 public park sites encompassing a total of 471.8 acres, including those park or recreation facilities owned by Brown County or the State of Wisconsin.

As explained in the City's 2007 comprehensive park and outdoor recreation plan update, the City classifies its parks into five types: mini parks, neighborhood parks, community parks, urban greenspace/open space parks, and single/special purpose park facilities.

Mini parks typically provide open space for passive and some limited active recreation opportunities. They are designed and located to be used by people of all ages (but especially by the elderly and parents with very young children), to be within walking

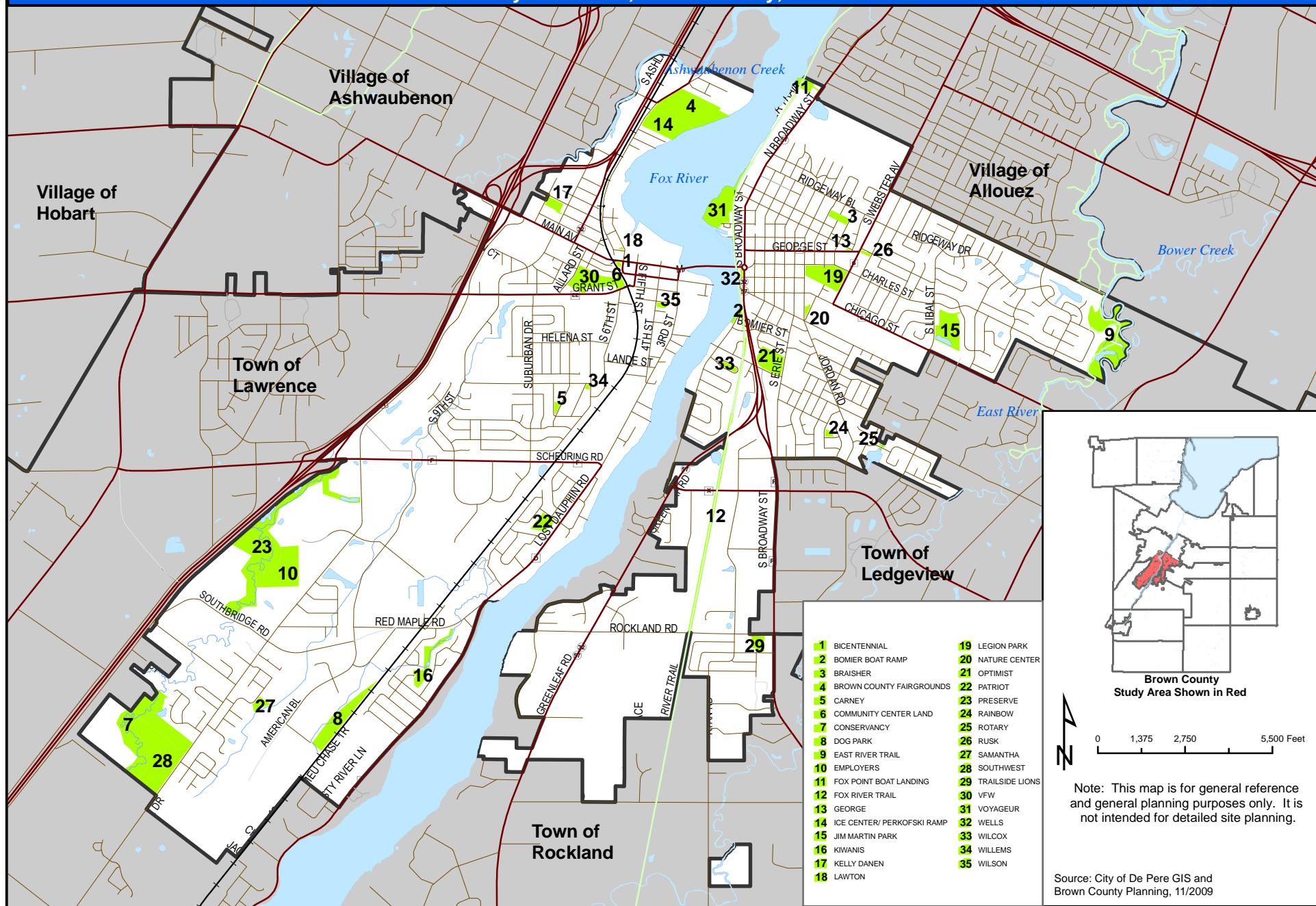
distance of intended users (approximately one-eighth mile), to serve a portion of a neighborhood (about 250 to 1,250 people), and to be about one acre in size. Mini parks often include some combination of scenic areas, woods, landscaping, basic playground equipment, sidewalks, and benches.

Figure 6-4: City of De Pere Parks

Site Name	Acreage	Type
Bicentennial	0.4	mini park
Bomier Boat Ramp	1.7	special purpose
Braisher Park	3.1	neighborhood park
Brown County Fairgrounds	36.1	community park
Carney Park	1.0	mini park
Community Center Land	4.8	greenspace
Conservancy (The)	54.6	greenspace
De Pere Dog Park	19.0	special purpose
East River Trail and Conservancy	39.0	greenspace
Employers Park	25.6	community park
Fox Point Boat Launch	4.5	special purpose
Fox River Trail	33.2	special purpose
George Street Park	0.1	mini park
Ice Center / Perkofski Boat Landing	18.4	special purpose
Jim Martin Park	17.2	community park
Kelly Danen Park	3.6	neighborhood park
Kiwanis Park	10.5	neighborhood park
Lawton Park	0.2	mini park
Legion Park	16.2	community park
Nature Center	0.9	mini park
Optimist Park	11.7	community park
Patriot Park	5.7	neighborhood park
Preserve (The)	75.5	greenspace
Rainbow Park	1.0	mini park
Rotary Park	0.7	neighborhood park
Rusk Park	0.8	mini park
Samantha Street Park	3.0	neighborhood park
Southwest Park	41.1	community park
Trailside Park	4.2	neighborhood park
VFW Park	12.2	community park
Voyageur Park	21.7	community park
Wells Park	0.7	neighborhood park
Wilcox Park	1.9	neighborhood park
Willems Park	0.5	neighborhood park
Wilson Park	1.0	neighborhood park
Total	471.8	35 parks



Figure 6-5
Public Park and Recreation Areas
City of De Pere, Brown County, WI



Neighborhood parks typically provide both passive and active recreation opportunities. They are designed and located to be used by people of all ages (but especially by older children and teenagers), to be within walking distance of intended users (about one-quarter mile), to serve a neighborhood-sized area (about 500 to 2,500 people), and to be about five to ten acres in size. Neighborhood parks usually include a combination of passive areas, such as scenic, wooded and landscaped areas, and facilities, such as picnic areas, pathways, playground equipment, shelters, open playfields, basketball and tennis courts, and ballfields.

Community parks typically provide active and some limited passive recreation opportunities. They are designed and located to be used by people of all ages (but especially by older teenagers and adults), to be as near to its users as possible, to serve an area several neighborhoods in size with a population of about 2,500 to 20,000 people, and to be about 20 to 35 acres in size. Community parks primarily include more elaborate active recreational opportunities than neighborhood parks, but they also provide some limited passive recreation opportunities, such as trails and picnic areas.

Urban greenspace and open space parks typically provide open space, protection of natural features, and/or buffers between different land uses. They are designed and located to meet these needs, often encompass woodlands, floodplains, and wetlands, and often include trails. As such, they do not have any service area or per capita standards.

Single/special purpose park facilities typically provide features or facilities unique to the community. They often include such facilities as zoos, marinas, fairgrounds, historic sites, or archeological sites. As unique sites or facilities, they do not have any service area or per capita standards.

The following is a brief summary of the facilities provided at each City of De Pere park and open space site:

- Bicentennial Park provides landscaped open space.
- Bomier Boat Ramp provides a boat launch (one ramp), fishing, picnic area, and restrooms.
- Braisher Park provides a playground, basketball court, soccer field, picnic area, shelter, and restrooms.
- Brown County Fairgrounds provides camping and river access when the fairgrounds are not in use for a special event
- Carney Park provides a playground and picnic area.
- Community Center Land is the grassy yards on either side of the De Pere Community Center.
- Conservancy (The) is the wooded area along Ashwaubenon Creek in the southwestern part of the City.
- De Pere Dog Park provides an area for licensed dogs to exercise off leash.
- East River Trail and Conservancy provides open space and a multiuse trail.

- Humana Sports Park provides two softball fields.
- Fox Point Boat Launch provides a boat launch (six ramps), fishing, picnic area, restrooms, and parking.
- Fox River Trail is a paved asphalt trail and right-of-way extending north to south through the east side of the City.
- George Street Park provides landscaped open space.
- Ice Center / Perkofski Boat Landing are located south of the Brown County Fairgrounds and include an enclosed ice center for hockey and figure skating and a boat launch to the Fox River.
- Jim Martin Park provides a playground, basketball court, football field, soccer fields, volleyball court, picnic area, trails, and parking.
- Kelly Danen Park provides two little league baseball diamonds, picnic area, restrooms, concession stand, and parking.
- Kiwanis Park provides playground equipment, soccer fields, and a sledding hill.
- Lawton Park provides a playground and picnic area.
- Legion Park provides playgrounds, a basketball court, three tennis courts, volleyball court, soccer field, hockey/skating rink, softball diamond, swimming pool and bathhouse, picnic area, trails, shelters, concession stand, restrooms, and parking.
- Nature Center provides a picnic area, shelter, and landscaped open space.
- Optimist Park provides a playground, basketball court, softball diamond, non-league baseball diamond, soccer field, football field, picnic area, restrooms, shelter, trails, and parking.
- Patriot Park provides a playground, basketball court, soccer field, skating rink, picnic area, shelter with restrooms, and parking.
- Preserve (The) includes the wooded ravine associated with Ashwaubenon Creek adjacent to the USH 41. Rustic trails extend throughout the conservancy area.
- Rainbow Park provides a playground and picnic area.
- Rotary Park provides open space and an open air gazebo.
- Rusk Park provides a picnic area.
- Southwest Park provides six soccer fields, a baseball diamond, indoor shelter, concession stands, and restrooms.
- Trailside Lions Park provides a sledding hill and trails.
- VFW Park provides a playground, basketball court, three tennis courts, volleyball court, softball field, soccer field, hockey/skating rink, swimming pool and bathhouse, picnic area, shelters, restrooms, concession stand, and parking.
- Voyageur Park provides a playground, fishing piers, picnic area, shelters, restrooms, trails, and parking.
- Wells Park provides a picnic area and a sledding hill.

- Wilcox Park provides a picnic area.
- Willems Park provides a playground and picnic area.
- Wilson Park provides a playground and picnic area.

The City constructed a community center at VFW Park at the northwest corner of Grant Street and South Sixth Street in the northwestern portion of the City near downtown. This 2-story community center is a broad-based facility intended to provide a wide variety of uses for the entire community. It includes two large activity areas (large enough to accommodate up to 200 people each), two meeting rooms, a multi-purpose room, game room, and lounge. It also provides public computer workstations and room for many Park Department staff and NWTC classes, as well as the Brown County Nutrition (Meals on Wheels) Program. The facility and its rooms are available for rent.

As shown on Figure 6-6, the City of De Pere has two paved off-road multi-use trails. Existing trails include the Fox River Trail, the East River Trail, and the rustic trails located within The Greenway and The Preserve. These trails are planned to extend along Ashwaubenon Creek and connect the Southwest Park to The Preserve, and The Conservancy, and eventually connect to the Fox River and East River trails.

The Wisconsin Department of Natural Resources owns and Brown County maintains the Fox River State Recreational Trail located along the east side of the Fox River from the City of Green Bay to the Brown-Calumet County line. The trail is paved with asphalt from its start in Green Bay, through Allouez and De Pere to Rockland Road, where it transitions into a crushed limestone surface. The Fox River Trail provides an excellent opportunity for biking, walking, or rollerblading for exercise as well as providing a safe, alternative route for commuters who wish to bike to work along the corridor.

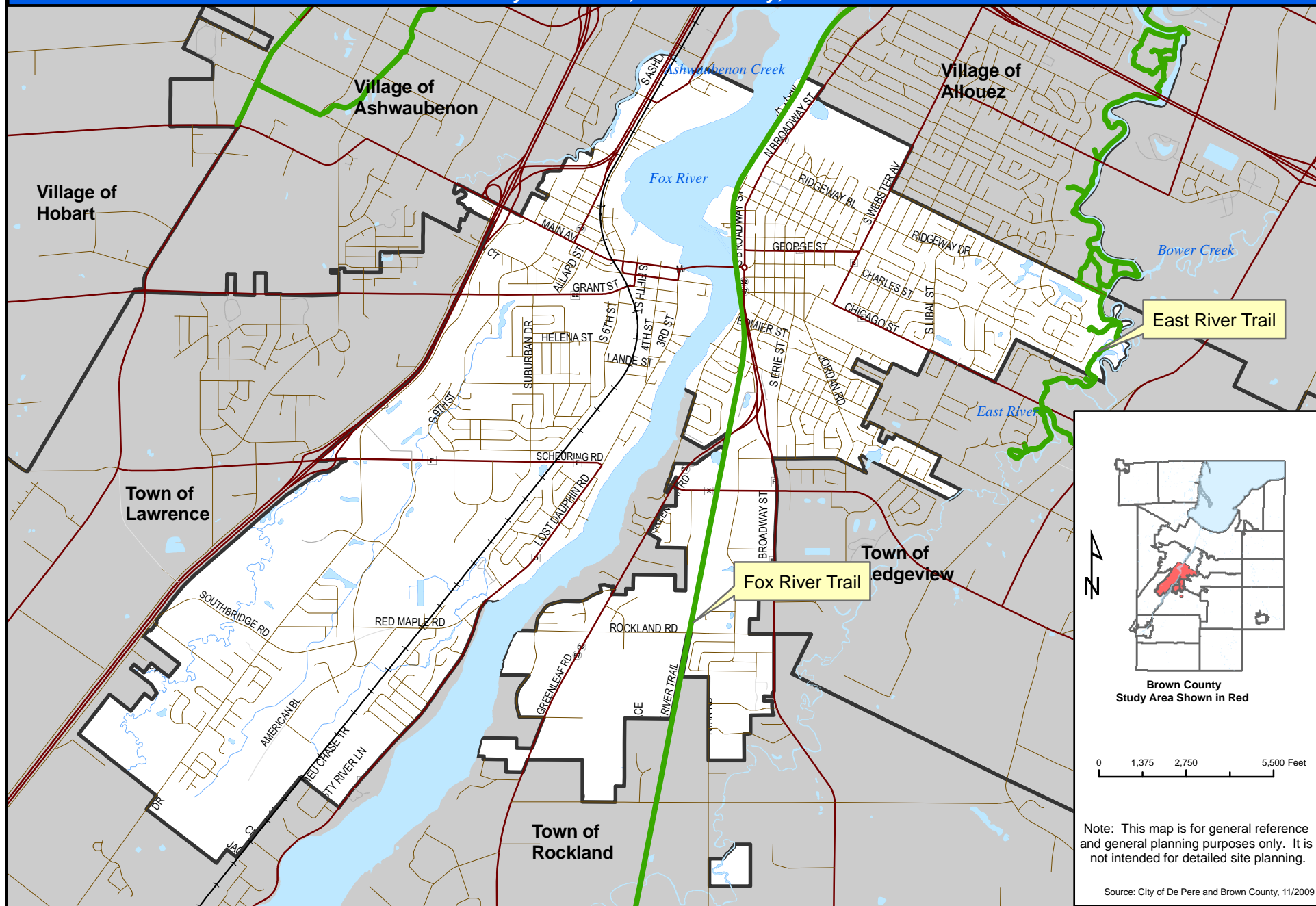
School Recreation Sites

The Unified De Pere School District provides recreational facilities at its four schools located in the City and its two schools located in the Town of Ledgeview. Both the facilities within the City and those within the Town are available to City residents. The De Pere school sites and their recreational facilities consist of:

- De Pere High School and its seven tennis courts, two soccer fields, track/football field, and parking.
- De Pere Middle School (located in the Town of Ledgeview immediately adjacent to the City of De Pere and the De Pere High School) and its baseball field, two softball fields, basketball courts, and parking.
- Foxview Intermediate School and its playground.
- Altmayer Elementary School and its playgrounds and basketball court
- Dickinson Elementary School and its playground, basketball court, baseball field, and track/football fields.
- Heritage Elementary School and its two softball diamonds and basketball courts.



Figure 6-6
Multi-Use Trail Corridors
City of De Pere, Brown County, WI



- The West De Pere School District provides recreational facilities at its three schools located in the City and its one school located in the Town of Lawrence. Both the facilities within the City and those within the Town are available to City residents. The school sites located in the City and their recreational facilities consist of:
 - West De Pere High School and its three tennis courts, baseball field, track/football field, practice fields, and parking.
 - West De Pere Middle School and its minor league baseball diamond, two softball diamonds, and soccer fields.
 - Westwood Elementary School and its playground, soccer fields, and parking.

St. Norbert College provides recreational facilities within the City, including a baseball field, softball field, soccer fields at the St. Norbert soccer fields, and a ball-field at the St. Norbert practice field. These facilities are available to City residents.

The City of De Pere has an agreement with Syble Hopp School for City residents to utilize the Syble Hopp School pool during the fall and winter months for exercise and swim classes.

In addition to its park, recreation, and open space sites and facilities, the City of De Pere is also home to many local nonprofit and volunteer organizations that provide a significant amount of assistance and guidance to the City on these matters. Such organizations include the De Pere Area Chamber of Commerce and the De Pere Historical Society.

Forestry

Among the services the City of De Pere Parks, Recreation and Forestry Department provides for its citizens is tree orders and tree planting along the boulevards and terraces in front of residential and business districts. The department also plants trees within its parks and parkways and offers education and training to citizens about such issues as proper tree maintenance and pests. The City of De Pere participates in and has been designated a Tree City USA community for the past 13 years.

Planning

The City of De Pere prepared its third and latest comprehensive park and open space plan in 1998 and was most recently updated in 2007. That plan, entitled City of De Pere Comprehensive Park & Outdoor Recreation Plan, was a comprehensive inventory and assessment of parks, outdoor recreation, and open space in the City. It also provided goals and objectives for the protection, maintenance, and acquisition of new sites and facilities. Its recommendations covered a gamut of topics from general upkeep and maintenance to new acquisition.

In accordance with the recommendations of various plans, including the City of De Pere Outdoor Recreation and Open Space Plan, the East River Trail Extension Plan, and the East River Parkway Plan, the City is currently working with the communities of Allouez, Bellevue, and Ledgeview on an expansion of the East River Trail. The City of De Pere, together with the Village of Allouez, applied for and received a stewardship grant from the Wisconsin Department of Natural Resources for the expansion of the trail from the

vicinity of Lebrun Street into the City of De Pere. Work on this trail extension is completed. The Town of Ledgeview to the south is also constructing the first portions of its segment of the East River Trail. Continuation of these efforts will establish a continuous trail along the East River from the City of Green Bay through the Village of Allouez and the City of De Pere through the Town of Ledgeview. The City should continue its efforts to establish a continuous parkway and trail along Ashwaubenon Creek from the new Southwest Park to The Preserve and establish a comprehensive trail system throughout the City.

To capitalize upon the benefits provided by the City's numerous and high quality park, recreation, and open space sites, it is recommended that the City continue its efforts to plan, acquire, develop, and maintain its park, recreation, and open space system. This would include continuation of its 5-year Capital Improvement Program. As residential neighborhoods continue to be developed within newly annexed portions of the City, land for small neighborhood parks should also continue to be set aside. This would also help address the issue of maintaining De Pere's small town atmosphere, an often-raised issue in the visioning session for this plan.

It is also recommended that the City maintain its close ties with and support of its many local nonprofit and volunteer organizations. With such assistance, the City can accomplish more with its park and recreation system than it could otherwise. For the same reasons, the City should also continue to expand, where possible, its current practice of sharing facilities and joint planning with the school districts. This is particularly appropriate as participation in baseball, softball, and soccer leagues continues to increase within the City.

Because of the value and benefits associated with cooperation and sharing of services and facilities (not the least of which is potential cost savings and efficiencies), the City should pursue extending its joint cooperative efforts to its neighboring communities and to private schools, such as St. Norbert.

The City should continue its cooperative efforts with Brown County regarding the County fairgrounds. In this regard, the City's development/enhancement of the boat launch and shoreline should be coordinated with the County, and the City should be involved in any County planning efforts regarding the future of the fairgrounds.

Because of the importance of the City's park system, the provision of adequate funding is vital. Therefore, the City's park impact fee, which was created to ensure an equitable system for the acquisition, development, maintenance, and replacement of its parks and outdoor recreation sites and facilities, should be continued and periodically reviewed. It is also recommended that the City continue its cooperation with the many nonprofit and volunteer organizations.

To provide recreational services in an efficient and effective manner and to maintain eligibility for state and federal recreational grants, most communities identify planning principles and guidelines as an integral element of recreation and open space programs. That process is typically formalized in a park and open space plan. The City's park plan was last updated in 2007. To maintain eligibility for state and federal park, open space, and outdoor recreation grants, such plans must be updated and adopted by the

community every five years. To adequately determine the park and recreation needs of the community and to meet such needs in as efficient and cost-effective manner as possible, such plans should also be updated whenever population or growth trends change. Such plans should be coordinated with the natural and cultural resource protection and preservation efforts of the community. As the park and recreation plan was most recently updated in 2007, there is not a pressing need to update it in the immediate future. However, the plan should be reviewed within the next year to ensure it continues to meet the City's needs. As the plan has been updated a number of times since its original adoption, the City should consider a comprehensive public input process and rewrite of the plan to account for the multitude of changes experienced by the City.

Telecommunication

AT&T provides landline phone service to the City of De Pere. This includes internet access by cable modem and DSL. Current trends in the telecommunications industry point to a greater demand for high-speed Internet access and cellular communications in the future. Before any cellular communications facilities are approved, the City should continue to ensure that all possible efforts are undertaken to collocate them and to ensure that adequate easements or other necessary rights-of-way are available, as well as adequate design standards for the associated infrastructure.

As the field of telecommunications continues to grow with the advent of smart phones and increasing reliance on instantaneous communication for business, it is critical that the infrastructure associated with these services be continually upgraded. This is particularly important with regard to high-speed Internet access and wireless phone coverage to businesses within De Pere's growing business parks. The City will need to strongly encourage the telecommunications providers to continue to expand their services along with the growth of the business parks.

Power Generation

Electricity and natural gas are provided in the City of De Pere by Wisconsin Public Service Corporation (WPS). WPS provides electricity and natural gas to all of Brown County, as well as most of northeastern Wisconsin, including all or portions of 24 counties. In 2004, WPS converted all electric and gas meters in the City to new automated meters resulting in better accuracy, fewer estimated readings, and a quicker response to outages.

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

Cemeteries

There are two cemeteries within the City of De Pere: the Erie Street and Mount Olivet cemeteries. In addition, two large cemeteries are located in the Village of Allouez approximately two miles north of the City.

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

Healthcare

The City of De Pere provides a wide range of healthcare services to City residents through its health department. While many services are state mandated, some programs are provided voluntarily by the City. All of these services are provided to protect the health, welfare, and safety of the citizens of De Pere. Programs and services offered by the health department include:

- Communicable diseases investigations. For instance, tuberculosis testing is often free to City residents.
- Immunization clinics. Immunizations for childhood illnesses, including diphtheria, tetanus, polio, measles/mumps/rubella, hepatitis, and chickenpox, are provided to City residents (primarily children) in accordance with Wisconsin's immunization laws.
- Adult health clinics/chronic disease management. This includes blood pressure screening, health assessments and monitoring, and flu clinics, including home and office visits.
- Maternal/child health promotion. Includes education/assessment for children with special needs, childhood lead poisoning, and a parenting newsletter.
- School health promotion. This includes vision, hearing, and scoliosis screenings, health assessments, classroom education, and health counseling for the private schools located within the City.
- Occupational health promotion for City employees.
- Environmental services. Includes food, beverage, and lodging licensing, inspections and education, rodent, insect, and pest control, and human health hazard investigations. The City has recently established a full-time position in order to provide these services in a more efficient and coordinated manner.
- Animal control.

The City of De Pere Health Department also works closely with other departments and agencies regarding health and safety issues by providing staff and other support for these efforts as needed.

It is anticipated that these services will be adequate for the time-frame of this comprehensive plan.

The City of De Pere also relies on private healthcare providers. St. Vincent Hospital, St. Mary's Hospital, Aurora BayCare Hospital, and the Bellin Health Hospital Center are all located in the City of Green Bay about four miles north of De Pere. Two large general practice clinics are located adjacent to the City in the Town of Ledgeview and Village of Allouez. In addition, two general medical clinics, approximately seven chiropractors, and approximately seven dentists are located within the City of De Pere.

While additional demands for hospitals and medical clinics should continue to be addressed primarily by the private sector, the City should encourage such uses within its own community when properly designed and located and some services may warrant provision by the City.

Elderly Care

Numerous elderly care facilities are located within the City. These include at least four nursing homes, two assisted living projects, and two residential care facilities.

While additional demands should continue to be addressed primarily by the private sector, the City should encourage such uses within its own community when properly designed and located. However, some services may warrant provision by the City.

Childcare

De Pere has approximately seven childcare/preschool facilities located within the City.

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

Emergency Services

The City of De Pere provides a full range of emergency services, including its own Police Department and Fire Rescue Department.

Police

The City of De Pere Police Department is a full service, community-oriented law enforcement agency. It is located within the City Hall Complex Building. It consists of an appointed police chief, 1 captain, 1 lieutenant, 9 sergeants, 22 patrol officers, 1 community resource officer, 1 business manager, 5 secretaries, 2 community services officers, and 25 crossing guards. The department is managed by the police chief and is divided into three divisions.

The administrative division is responsible for department records, employment, and technology issues.

The field services division is responsible for patrol, crossing guard, parking, and internal affairs issues.

The support services division is responsible for investigation, school liaison, and crime prevention issues.

The Police Department provides protection on a 24-hours-a-day seven-days-a-week basis for the entire City and coordinates with numerous other emergency services agencies, including the Brown County Sheriff's Department, neighboring police departments, and

the Brown County Department of Public Safety Communications (which operates the Public Safety Answering Points 911 service for all of Brown County).

The De Pere Police Department has identified only routine maintenance and upkeep are anticipated for the next 20 years for its buildings and facilities. However, it can be noted that increasing population levels, a more diverse population, and a desire of City residents to establish and maintain closer ties to the Police Department, have warranted a change in philosophy in how the De Pere Police Department serves the community. This community based/team approach to policing is intended to assign officers to geographic portions of the City so that the officers and department can form deeper and more lasting connections and relationships with the neighborhoods they are assigned to.

It is also envisioned that the Police Department will continue its mutual aid agreements with its neighboring communities and the school districts. It is recommended that the City maintain communication between the Police Department and the school districts to ensure that appropriate police service can be arranged for any new schools that may be constructed over the next 20 years.

Fire

The City of De Pere Fire Rescue Department provides high quality proactive and reactive fire and rescue services. It includes two fire stations, one located on each side of the City. The east side station, Fire Station No. 1, is located in the City Hall Complex building. It consists of an appointed fire chief, one assistant fire chief, three captains, three lieutenants, 17 firefighters, three mechanics, and one secretary. The department is managed by the fire chief and provides fire and rescue services to the entire City, as well as rescue services to the Town of Lawrence and to the western half of the Town of Ledgeview.

The department's services consist of public education, fire protection, inspections, enforcement, emergency medical services (including advanced life support care), staff training and education, incident response, and mutual aid. The fire and police departments also provide joint educational programs such as a citizens academy, a driver awareness program, and open house events.

The De Pere Fire Rescue Department has identified a number of improvements that will be needed to maintain and enhance fire and rescue services within the City. These include provision of a new fully equipped and staffed fire station on the City's southwest side, which is to be constructed at about the same time as the southern bridge is constructed.

The following recommendation concerns both the police and fire departments equally:

- The provision of police, fire, and rescue services should continue to be provided in a cost-effective and equitable manner to meet the needs of all components of the City's population. This includes not only continuously re-evaluating these services to ensure their cost-effectiveness and appropriateness but also ensuring that the expansion of these services to a larger area and larger population can occur in a planned fashion as the City continues to grow. In this regard, identification of sites

and acquisition of land for future additional police or fire stations must be addressed as soon as feasible. Discussion has already begun on the possible need for a new fire station in the southwest portion of the City.

Libraries

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

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

Additionally De Pere residents have access to the Miriam B. and James J. Mulva Library on the St. Norbert College campus.

Schools

The City is located within two separate school districts: the Unified School District of De Pere and the West De Pere School District.

Unified School District of De Pere

The Unified School District of De Pere encompasses an area approximately 60 square miles in size and includes the City of De Pere east of the Fox River, a portion of the Village of Bellevue, a majority of the Towns of Glenmore, Ledgeview, Morrison, and Rockland, and a small portion of the Town of Wrightstown. Approximately 62 percent of the District's students currently live within the City of De Pere, while about 22 percent reside within the Town of Ledgeview, 8 percent reside within the Town of Rockland, 4 percent reside within the Town of Glenmore, 2 percent reside within the Town of Morrison, and about 1 percent each reside within the Town of Wrightstown and the Village of Bellevue.

Currently, the school district has an enrollment of 3,741 students. The school district provides a comprehensive K-12 grade educational program with three elementary schools (K-4), one intermediate school (5-6), one middle school (7-8), and one high school (9-12). Most non-City students are bused to and from school. The school district consists of:

- Altmayer Elementary School. This facility is located in the far southeastern portion of the City of De Pere, at the northeast corner of Ryan Road and Diversity Drive. The school houses kindergarten through fourth grade with an enrollment of 419 students

and is situated on approximately 24 acres of land. The school district owns an additional 44 acres of vacant, buildable land immediately south of Diversity Drive.

- Dickinson Elementary School. This facility is located immediately west of the De Pere High School at the northeast corner of Merrill Street and South Washington Street in the east-central portion of the City. It currently houses kindergarten through grade 4 with an enrollment of 481 students. The facility encompasses about 30 acres, of which the school building and parking lots encompass about 6 acres of the site, and the remainder is comprised of outdoor recreational facilities.
- Heritage Elementary School. This facility is located at the northwest corner of Swan Road and Heritage Road in the western portion of the Town of Ledgeview immediately adjacent to the City of De Pere. It currently houses kindergarten through grade 4 with an enrollment of 444 students. The facility encompasses about 23 acres, of which the school building and parking lots encompass about 10 acres of the site, and the remainder is comprised of outdoor recreational facilities.
- Foxview Intermediate School. This facility is located at the southwest corner of Merrill Street and Broadway Street in the central portion of the City. It currently houses grades 5 and 6 with an enrollment of 605 students. The facility encompasses about 6 acres, of which the school building and parking lots encompass about 4 acres of the site, and the remainder is comprised of outdoor recreational facilities.
- De Pere Middle School. This facility is located immediately southeast of the high school west of Swan Road in the western portion of the Town of Ledgeview immediately adjacent to the City of De Pere. It currently houses grades 7 and 8 with an enrollment of about 577 students. The facility encompasses about 28 acres, of which the school building and parking lots encompass about 14 acres of the site, and the remainder is comprised of outdoor recreational facilities.
- De Pere High School. This facility is located between Chicago Street and Merrill Street west of Swan Road in the east side of the City. It currently houses grades 9 through 12 with an enrollment of about 1,215 students. The facility encompasses about 38 acres, of which the school building and parking lots encompass about 12 acres of the site, and the remainder is comprised of outdoor recreational facilities.

Altmayer Elementary School was constructed to account for a projected continued increase in student population and relieve capacity issues at the other two elementary schools. The school district will have to closely monitor the large elementary school-age population as they reach Foxview Intermediate School to ensure adequate room continues to be available. In addition, routine maintenance and repair of the existing school sites should continue. Such maintenance and repair typically includes replacement of old plumbing, HVAC systems, and roofs.

Because of the anticipated continued growth within the City of De Pere and adjacent communities, it is strongly recommended that the Unified School District of De Pere work closely with the communities within the district in order to address future demands of population growth in terms of school facilities, joint recreational facilities, and school district boundary changes.

West De Pere School District

The West De Pere School District encompasses an area approximately 43 square miles in size and includes the City of De Pere west of the Fox River and portions of the Villages of Ashwaubenon and Hobart and the Towns of Lawrence and Oneida. As of 2009, the school district's total enrollment was 2,719 students. The school district provides a comprehensive K-12 grade educational program with two elementary schools (K-5), one middle school (6-8), and one high school (9-12). Most non-City students are bused to and from school. The school district consists of:

- Hemlock Creek Elementary School. This is the district's newest school, which opened in 2007 and is located at the southwestern corner of Williams Grant Drive and Potter Drive in the Town of Lawrence. It currently houses kindergarten through fifth grade with a 2009 enrollment of 579 students. The school is located on approximately 44 acres of land.
- Westwood Elementary School. This facility is located adjacent to the West De Pere Middle School at the southwest corner of Westwood Drive and Suburban Drive in the western portion of the City. It currently houses Early Childhood (EC) education, Title I, and kindergarten through grade 5 with an enrollment of about 668 students. The facility encompasses about 22 acres, of which the school building and parking lots encompass about 6 acres of the site, and the remainder is comprised of outdoor recreational facilities.
- West De Pere Middle School. This facility is located adjacent to the Westwood Elementary School at the northeast corner of Westwood Drive and Ninth Street in the western portion of the City. It currently houses grades 6 through 8 with an enrollment of about 531 students. The facility encompasses about 40 acres, of which the school building and parking lots encompass about 9 acres of the site, and the remainder is comprised of outdoor recreational facilities.
- West De Pere High School. This facility is located at the southwest corner of Grant Street and Sixth Street in the west-central portion of the City. It currently houses grades 9 through 12 with an enrollment of about 796 students. The facility encompasses about 28 acres, of which the school building and parking lots encompass about 10 acres of the site, and the remainder is comprised of outdoor recreational facilities. The West De Pere School District has recently expanded the high school.

Because of the anticipated growth within the City of De Pere and adjacent communities, it is strongly recommended that the West De Pere School District work closely with the communities within the district in order to address the demands of this growth in terms of school facilities, joint recreational facilities, and school district boundary changes. An example of such cooperation could include the provision of outdoor recreational facilities at Southwest Park, which should be designed to meet the needs of both the general public and the West De Pere School District.

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

The following recommendations concern both school districts equally:

- In keeping with the results of the City of De Pere Comprehensive Plan visioning session (particularly encouraging greater cooperation between the City's two school districts and maintenance of the City's low tax rate), cooperation, redistricting, and/or consolidation that promote these issues should be considered. The schools located within the City serve many functions, only one of which is the provision of education. Therefore, it is important for both school districts to continue to research opportunities for cooperation with each other as well as other school districts and units of government in providing these critical services.
- It is further recommended that these schools continue to allow access to their facilities, most notably the recreational facilities, to the residents within their districts and to coordinate this cooperation with the local communities.

Other Schools

In addition to the 10 public schools noted, the City contains a private college, public special education school, three parochial schools, and one private school. They are St. Norbert College, Syble Hopp School, Notre Dame School (Elementary and Middle), Our Lady of Lourdes Catholic School, Creekside Christian Montessori School, and Wisconsin International School.

St. Norbert College is a private catholic liberal arts and sciences institution located in downtown De Pere along the west side of the Fox River. It provides an internationalized curriculum that emphasizes leadership and service and includes both undergraduate and graduate level programs. It has an enrollment of about 2,200 students and a staff of about 525. The college consists of about 40 buildings on approximately 90 acres of land. It contains state-of-the-art telecommunication technology, including computer laboratories, technology-based classrooms, and auditoriums. The college represents a very important economic and cultural component of the City of De Pere.

Syble Hopp School is a public school operated by Brown County and is located in the west-central portion of the City of De Pere. It delivers exceptional educational services to students with developmental disabilities (cognitive and early childhood) from 3 to 21 years of age in the school districts of Ashwaubenon, Denmark, De Pere, Howard/Suamico, Pulaski, West De Pere, and Wrightstown. It has an enrollment of about 150 students.

Notre Dame Catholic School is a private catholic school comprised of an elementary school located at 100 South Huron Street and a separate middle school located at 221 South Wisconsin Street. These two schools house grades K-8. They have an enrollment of about 330 students.

Our Lady of Lourdes Catholic School is a private catholic school adjacent to Our Lady of Lourdes Catholic Church located at the southwest corner of Lourdes Avenue and Suburban Drive in the northwestern portion of the City. It houses grades K-8 and offers preschool programs, as well. It has an enrollment of about 350 students and a staff of about 25.

Creekside Christian Montessori School is located at 133 South Superior Street in De Pere and offers pre-kindergarten and kindergarten classes to enrolled students.

Wisconsin International School is a private school located 405 Grant Street in De Pere. Wisconsin International School offers preschool and provides college preparatory classes for grades pre-kindergarten through eighth grade.

Cooperation between the City and these schools, similar to that recommended for the Unified School District of De Pere and the West De Pere School District, should also be pursued.

Post Office

There is one US Post Office and four contract stations within the City of De Pere. The post office is located southwest of the corner of Main Avenue and South Ninth Street in the northwestern portion of the City.

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

Government

City government buildings include City Hall Complex, the Municipal Service Center, and the De Pere Community Center.

The De Pere City Hall is located at the northeast corner of South Broadway and Chicago Street in the central portion of the City near the east side of the Fox River. The City Hall was initially built in 1970 and was expanded and remodeled in 2003. It is adjacent to and now shares a common foyer with the Public Safety Building. Parking for both City Hall and the Public Safety Building are immediately adjacent to the buildings and are also shared. It contains an elevator and is handicap accessible. City Hall contains staff offices and is used for governmental meetings and gatherings. It contains the offices of the administrator, assessor, attorney, building inspector, clerk-treasurer, council chambers, finance manager, Health Department, Human Resources Department, municipal judge, Planning and Economic Development Department, and the Water Utility Department. It is anticipated that this building could be expanded in the future, if necessary.

The Public Safety Building is also located at the northeast corner of South Broadway and Chicago Street in the central portion of the City, adjacent to City Hall. The two-story structure was built in 1972, was expanded and remodeled in 2003, and is now approximately 40,500 square feet in size. Additional living areas, offices, and training facilities for the Fire Department were added. Parking for both the Public Safety Building and City Hall are immediately adjacent to the buildings and are also shared. It contains an elevator and is handicap accessible. It contains both the Fire Department (Fire Station No. 1) and the Police Department. It is anticipated that this building could be expanded in the future, if necessary.

Fire Station No. 2 is located at the northeast corner of Grant Street and South Ninth Street in the northwestern portion of the City. The structure was built in the early 1970s and is approximately 4,500 square feet in size. The City of De Pere Municipal Service Center is

located at the southeast corner of South Sixth Street and Helena Avenue in the western portion of the City near the downtown area. The structure was built in 1982, was expanded and remodeled in 2002, and is now approximately 55,000 square feet in size. It is divided into four areas: an administrative section, vehicle area, maintenance section, and cold storage section. It contains the offices of the Public Works Department and the Park, Recreation and Forestry Department.

Policies and Programs

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

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

The most important and commonly raised issue during the visioning session was to maintain the City's low tax rate. As that applies to the comprehensive plan in general and this chapter in specific, it is particularly important that City infrastructure and development policies address the impacts of premature extension of infrastructure and inefficient development patterns.

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

However, if infrastructure is extended or expanded in a manner that does not achieve these goals, it is not nearly as cost-effective or efficient as it could have been. Such inefficiencies commonly occur when infrastructure is extended to or expanded for premature development or inefficient development patterns. This typically means that infrastructure is extended long distances with no users; is extended long distances with

an inadequate number of users; is sized or located so that more component parts eventually need to be constructed than otherwise would have been necessary; or that the component parts eventually do not achieve full utilization.

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

Based upon the anticipated growth of the City of De Pere as depicted in Chapter 2, Future Land Use Map, it can be reasonably expected City services such as police, fire, ambulance, parks and recreation, snowplowing, and garbage/recycling collection will need to expand as well to meet the needs of a growing population. In addition, the planned addition of 9,547 new residents will also result in a potential expansion of school facilities. To meet the demands of a growing population during times of extremely tight budgets, it is absolutely critical the City work with its neighboring and overlapping governmental jurisdictions to provide the needed governmental services in as efficient and cost-effective means as possible. Therefore, it is recommended that the City of De Pere actively promote the use of intergovernmental agreements for service provision when appropriate and feasible. This can include consideration of boundary agreements with neighboring towns and service agreements with all neighboring communities.

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

Sanitary Sewer Service

- The City's practice of long-range infrastructure maintenance and funding should continue to be implemented to help maintain its sewage system.
- Keep GBMSD informed as to the future growth plans of the City and any plans for large-scale industrial providers of wastewater for treatment.
- The sewerage system should be expanded in conformance with the 5-year increments set forth in this plan.

Water Supply

- The City should continue to work with the Central Brown County Water Authority to provide drinking water.
- The City's practice of long-range infrastructure maintenance and funding should continue to be implemented to help maintain its water supply system.
- The water system should be expanded in conformance with the 5-year increments set forth in this plan.

Solid Waste Disposal

- The City should continue to cooperate with the Town of Ledgeview on the yard waste site and Brown County Solid Waste Department for single-stream recycling.

Stormwater Management

- The City should continue to monitor stormwater management mandates from the state and federal government to ensure continued compliance.
- Ensure the stormwater utility continues to collect fees adequate to maintain the growing number of stormwater ponds and other infrastructure.
- Continue membership in the Northeastern Wisconsin Stormwater Consortium (NEWSC) to meet the public educational requirements of the City's MS4 permit.

Parks and Recreation

- The City should continue acquisition, development, and maintenance of the City's park, open space, recreation, and trail system.
- The City should continue implementation of its park plan, including completion of the East River Parkway and the East River Trail and additional neighborhood parks as the City continues to grow.
- The City should continue to maintain close ties with its many nonprofit and volunteer organizations and should continue to work with the Unified School District of De Pere and the West De Pere School District to maintain the joint school/park sites, facilities, and programs.
- The City should work closely with Brown County to ensure the most appropriate use of the Brown County Fairgrounds.
- The City should undertake a comprehensive revision to its park plan to better account for the significant changes in the City and park and recreation facilities.

Telecommunications/Power Generation

- The City should investigate opportunities to recommend or require uniform design and location standards for telecommunication, power, and other utility facilities.
- Work with the private telecommunication providers to ensure access to high-speed internet and consistent wireless phone coverage in all areas of the City, and in particular, the City's growing business parks.
- The City should ensure that adequate easements or other necessary rights-of-way are available and maintained for such infrastructure.

Emergency Services

- The City should maintain its current standard of police and fire protection. This is likely to require replacement of current facilities and the creation of new positions within the timeframe of this comprehensive plan.
- The City should explore options to share the purchase and/or use of new major fire equipment with adjacent communities.
- The City should consider construction of a third fire station in the City's southwest side.

- The City should closely monitor its fire, rescue, and police needs as it grows to maintain an appropriate level of service.

Schools

- Both the Unified School District of De Pere and the West De Pere School District should work closely with the City in the preparation of facility locations, school redistricting efforts, and the sharing of resources.

CHAPTER 7

Natural, Cultural, and Agricultural Resources

Introduction

The natural, cultural, and agricultural resources of a community combine to form part of the “green infrastructure” of a sustainable community. When combining natural resources, such as floodplains and wetlands, with cultural resources such as community design and historically significant buildings, an interconnected network of sustainable community characteristics can become apparent. In addition to the natural and cultural resources, agricultural resources can also be considered a part of the green infrastructure of a community, provided proper environmental practices are followed. In the City of De Pere, it is unlikely that large-scale agricultural production will be part of the City’s green infrastructure; however, small-scale “urban” agriculture has been experiencing extensive growth in many parts of the upper Midwest as part of the local food movement. Urban agriculture, including small, vacant lot vegetable gardens, aquaculture, and roof-top gardens are all agricultural activities that could become part of the City’s sustainable green infrastructure in the future.

In growing communities like the City of De Pere, planning often focuses on such issues as land use, transportation, and infrastructure. Issues pertaining to natural, cultural, and agricultural resources tend to receive less attention, and sometimes cohesive and consistent goals and policies regarding these features are lacking in a growing community’s plan. However, these resources are critical to the long-term health, vitality, and sustainability of every community. Since these resources also help define a community and strongly affect its quality of life (issues that were raised in the visioning session undertaken for this plan), they must be examined as part of the planning process.

Because of the vital functions performed by the natural, cultural, and agricultural resource features of the City’s green infrastructure, unplanned urban development into these areas is often inappropriate and should be discouraged. The incompatibility of urban development within natural resource areas, for instance, can be evidenced by the widespread, serious, and costly problems that are often encountered when development occurs within these areas. Examples of such problems include failing foundations of pavements and structures, wet basements, excessive operation of sump pumps, excessive clear water infiltration into sanitary sewers, and poor drainage.

Historical Background

De Pere is one of the oldest communities within and has long been an important part of northeastern Wisconsin. Wisconsin’s first permanent European settlement (the St. Francis Xavier mission) was established by Father Claude Allouez in 1671 in what eventually became the City of De Pere. The area continued to be an important trading post for the Indians and fur traders of the region after the settlement was established. By the early to mid-1800s, De Pere emerged as an important manufacturing and lumber

industry center. In 1891, the world's largest paper company, the Shattuck and Babcock Company, was established in De Pere. Two of its owners went on to found the Kimberly-Clark Corporation. Brown County's first college, St. Norbert College, was established in De Pere shortly after it was founded as a seminary in 1898.

Although De Pere has long been an important urban center for Brown County and northeastern Wisconsin, agricultural uses account for 11 percent of the City's 2009 land uses as compared to 14 percent in 2003. Due to the proximity of existing and new development to these agricultural lands, conflicts may occur. This comprehensive plan acknowledges that fact and will attempt to minimize and, where possible, resolve such conflicts. In that regard, the City will need to determine which types of agricultural uses are still appropriate as the community develops over the next 20 years and how to ensure the orderly conversion of farmland into other uses as development continues.

The City of De Pere also contains unique natural resources, such as the Fox River, as well as a number of registered historic buildings and districts. Such resources contribute to the community's identity, add to its quality of life, and provide numerous educational, recreational, and social opportunities for City residents and visitors alike.

Today, the City of De Pere can be described as a steadily growing community that provides a full range of services and faces challenges similar to other communities such as how to properly balance economic development, environmental sustainability, and cultural opportunities. This chapter, and plan in general, intend to assist in creating a vision for a balance among these three sometimes competing goals to continue toward the goal of creating a growing, sustainable City of De Pere.

Inventory and Analysis

This section of the City of De Pere Comprehensive Plan identifies the natural, cultural, and agricultural resources present within the City, notes current and future issues associated with each resource, and proposes actions and programs that the City should undertake to address those issues.

Productive Agricultural Lands



Even though both the amount of agricultural land and the number of farms within the state and the county continue to decrease, agriculture is still a vital segment of both Wisconsin's and Brown County's economies. Examples of this continuing importance include:

- Agricultural land still remains the state's and the county's largest land use category.
- Agriculture is Wisconsin's largest industry, employs 20 percent of the state's labor force, and uses nearly half of the land within the state.
- The most prevalent agricultural use in the state and county is dairy farming.
- Wisconsin ranked first in the nation in cheese production, dry whey products, mink pelts, corn for silage, cranberries, cabbage for kraut, and snap beans for processing.
- Brown County has had the greatest 5-year increase in milk production of any county in the state.
- Brown County has the highest concentration of milk cows per square mile of any Wisconsin county.
- Brown County ranks third in the state in terms of average amount of milk per cow and sixth in the state in overall milk production.

As stated in the 1974 Soil Survey of Brown County, most of the soils in Brown County are well suited to farming. According to the year 2000 Brown County Land Use Inventory, most of Brown County's agricultural lands are located within the Towns of Eaton, Glenmore, Holland, Humboldt, Morrison, New Denmark, Pittsfield, and Wrightstown. The Brown County Farmland Preservation Plan identified the best of these soils as top prime agricultural soils. The majority of these soils are located within the Towns of Green Bay, Holland, Scott, and Wrightstown. Slightly less valuable soils were identified as prime agricultural soils and essentially encompassed all but the low-lying and already developed portions of the County.

Both the Brown County Farmland Preservation Plan and the 2004 Brown County Comprehensive Plan recommend that the County's agricultural lands be preserved and protected.

More specifically for the City of De Pere and based upon previous land use inventories, while the amount of agricultural land within the City increased (from 1,060 acres in 1970 to 1,196 acres in 1980 and 1,447 acres in 1990), the amount of the community classified as agricultural remained fairly steady at about 25 percent. However, by 2003, the City's proportional share of agricultural land uses had dropped to about 14 percent, and the amount of agricultural lands within the City dropped to 1,061 acres. The trend has continued through 2009 with a total of 917 acres of agricultural lands accounting for 11.63 percent of the total land uses in the City. This is a rather significant drop in agricultural lands within the City over the past six years, likely due to development of the Trailside Estates Subdivision, Trailside South Subdivision, Altmayer Elementary School on the southeast side of the City, and continued conversion of formerly agricultural lands to industrial uses on the southwest side of the City. Areas within the City currently identified as agricultural lands are identified on Figure 7-1.

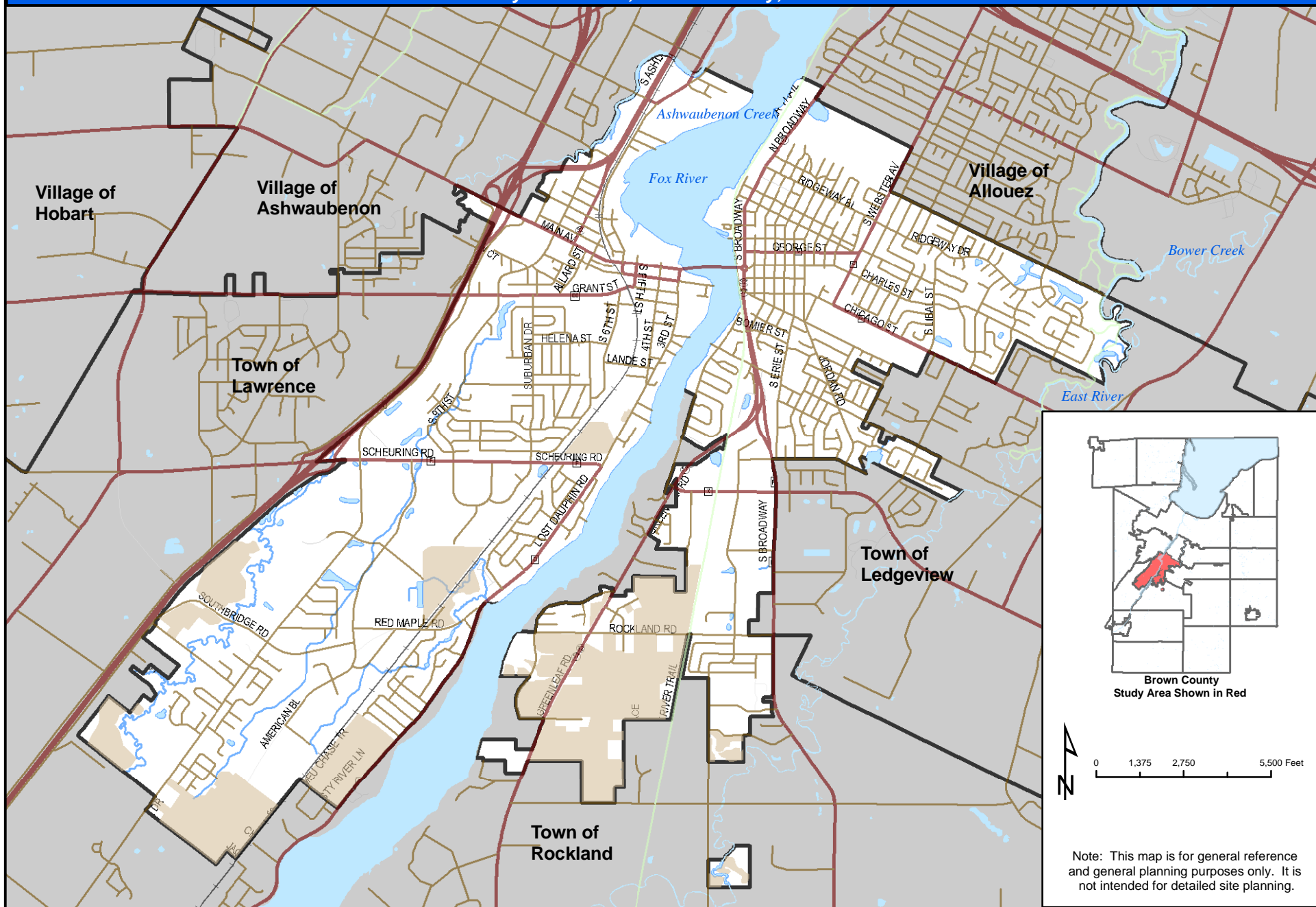
Based upon the 1974 Soil Survey of Brown County, most of the City of De Pere is comprised of prime farmland soils. However, the majority of these soils have long been developed, and the remainder is planned for development. The *Brown County Farmland Preservation Plan*, prepared by the Brown County Planning Commission in 1992, also defined much of the City as prime agricultural soils. However, the plan recognized that the entire City is located within a sewer service area as set forth in the Brown County Sewage Plan. As such, the Farmland Preservation Plan recognized that all lands within the City would be developed and, therefore, identified the agricultural lands within the City as transition areas (lands currently in farm use but are expected or planned to be converted to non-farm uses within the next 20 years).

It is recommended that those farmlands comprised of larger or numerous contiguous parcels continue to be farmed as unobtrusively as possible until such time as infrastructure can be extended in a cost-effective manner and development can be accommodated in a compact and efficient manner. Low impact, conservation-oriented farming practices within and adjacent to the City should be encouraged to help ensure a minimum of conflicts between the farm operations and adjacent urban development. It is also recommended that the City focus its development efforts upon those farmlands that are immediately adjacent to current development and infrastructure. Consistent with this recommendation and due to the inherent conflicts among urbanizing areas and large-scale livestock facilities, new large scale livestock facilities should not be located in future growth areas of the City of De Pere.

In addition to large-scale agricultural production, small-scale, urban agricultural production is experiencing a renaissance as part of the local food movement. Many communities throughout the upper Midwest have converted long-vacant lots into small food plots for neighborhood gardens. Other communities have allowed limited numbers of poultry for fresh eggs and meat. As residents become more aware of the benefits of locally produced food, there may be interest in reviewing the City's zoning code to consider allowing some limited small-scale, urban agricultural production within the



Figure 7-1 Productive Agricultural Lands City of De Pere, Brown County, WI



City limits. The City of De Pere should review its zoning code to determine where and when urban agricultural production should be considered.

Surface Water

Lakes, rivers, and streams offer enjoyment, peace, and solitude. These surface waters provide such opportunities to anglers, boaters, hunters, water skiers, swimmers, sailors, and casual observers alike. They also drain the land after heavy rains, provide habitat for countless plants, fish, and animals, are a source of drinking water for many communities, and are a source of process water for industry and agriculture. Lands immediately adjacent to such waters have an abundance of cultural and archeological significance because they were often the location of Native American and early European settlements. For all these reasons and more, surface waters are typically the most important natural resource a community can possess.

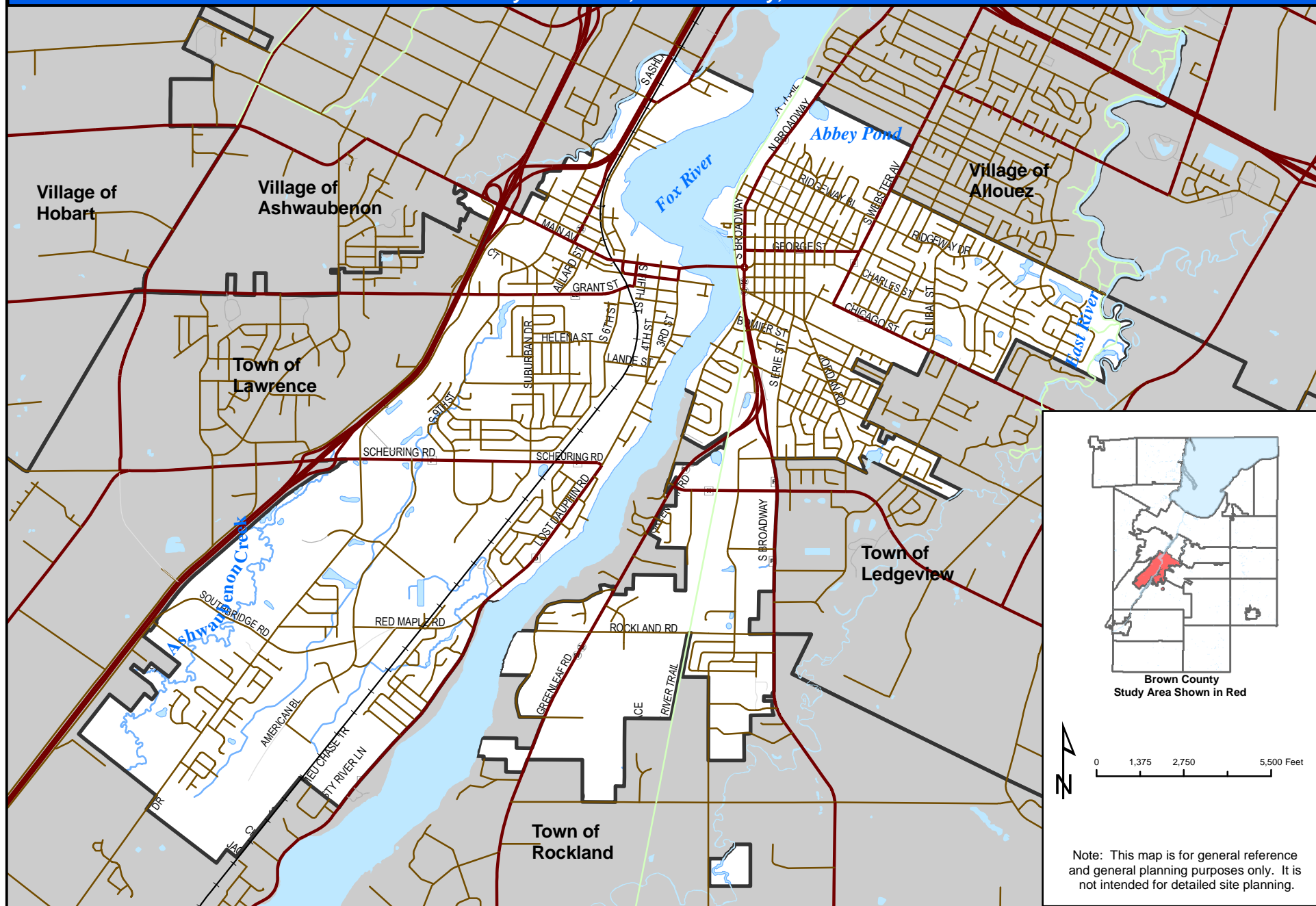
Because of this importance, numerous federal, state, and local laws and regulations have been created to protect surface waters. They range from the commerce clause of the United States Constitution to local floodland zoning regulations. The most heavily regulated waters are those that are classified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



As shown on Figure 7-2, the City of De Pere contains significant surface water resources, the largest and most important of which is the Fox River. Other important surface water resources within the City include the East River and Ashwaubenon Creek. Remnant portions of smaller unnamed streams tributary to the Fox River, East River, and Ashwaubenon Creek are also located within the City. The only named natural pond within the City is Abbey Pond, which is located on Broadway just south of the City's boundary with Allouez. The 2009 land use inventory of the City of De Pere indicates that 484 acres, or 6.14 percent of the total area of the City, is considered to be water features. The overwhelming majority of the water area in the City of De Pere is the surface area of the Fox River.



Figure 7-2 Surface Water Features City of De Pere, Brown County, WI



The Fox River is the largest and most important river in northeastern Wisconsin. It is a navigable river that flows northward 155 miles from its headwaters in southern Green Lake County in east-central Wisconsin to the Bay of Green Bay. Its basin drains over 2,700 square miles of east-central and northeastern Wisconsin. In Brown County, it extends 19 miles from the Village of Wrightstown to its downstream end at the Bay of Green Bay and drains about 311 square miles or almost half of the county. Within De Pere, it extends four miles through the center of the City, is typically 800 feet wide, but reaches 2,700 feet wide just north of the Claude Allouez Bridge in downtown De Pere. The Fox River and its tributaries (including the East River and Ashwaubenon Creek) drain all of the land within and adjacent to the City.

The Fox River is historically significant because for centuries Native Americans occupied the banks of the river and used it as a source of food and drinking water, as well as for recreation, transportation, and crop irrigation. The Fox River also served as the route into the interior of the state for European explorers and was the location of many early European settlements. As such, many historical, cultural, and archeological sites are located adjacent to it. In addition, many of Wisconsin's oldest communities, including the City of De Pere, are located along its banks.

By the 1940s, however, pollution in the river had increased to the point that its fisheries were severely damaged and its scenic and recreational value was lost. With passage and implementation of the Clean Water Act in the early 1970s, the Fox River's water quality began to improve, which in turn has resulted in recovering fish populations and increased recreational use. Walleye fishing tournaments are now hosted on the Fox River and the Bay of Green Bay. However, due to over 50 years of urban development and its associated water quality impacts, fish consumption advisories still exist on the Fox River.

The Fox River's water is hard and very turbid. The river bottom is comprised mostly of sand and silt. The river itself is classified as a Warm Water Sport Fishery. The Fox River continues to be exposed to many adverse environmental impacts, including excessive sedimentation, nutrient enrichment, and turbidity, due to nonpoint source pollution, urban stormwater runoff, storm sewer discharges, and impoundment of the river. Polychlorinated Biphenyl (PCB) accumulation and fish consumption advisories due to past industrial point source discharges are also present. For these reasons, the Fox River has been identified by the Wisconsin Department of Natural Resources as an Impaired Water, which means that it does not meet federal and state water quality standards. Reduction of these impacts would improve the overall health and appearance of the Fox River.

The Fox River, including the portion within the City of De Pere is currently undergoing remediation efforts for PCBs through a combination of hydraulic dredging and armored capping. It is expected through removal of PCB "hot spots", armored capping, and natural attenuation that PCB levels will decrease over time to a level where it will once again be safe for fish consumption.

The East River is a major tributary of the Fox River. It is a navigable river that flows northward 39 miles from its headwaters in northern Calumet County to one mile upstream of the Green Bay/Fox River mouth, and it is east of and generally parallel to

the Fox River. In Brown County, it extends about 33 miles from the Brown County/Calumet County border east of STH 32/57 to its downstream end at the Fox River one mile south of the Bay of Green Bay, and it drains about 148 square miles of Brown County. Within De Pere, it extends nearly two miles along portions of the far east side of the City. The East River drains a portion of the land within the eastern half of the City.

The East River is a sluggish, hard water, and very turbid stream. The northernmost third of the river, which includes the City of De Pere's portion, is classified as a Warm Water Sport Fishery. Many of its banks have been pastured and are badly eroded. Sediments have blanketed the streambed (filling in pools and riffles), thereby degrading habitat for fish species and associated fauna. The East River continues to be exposed to many adverse environmental impacts, including sedimentation, excessive nutrient inputs, low levels of dissolved oxygen for a Warm Water Sport Fishery, loss of in-stream habitat, excessive suspended solids leading to turbidity, and fish kills due to nonpoint source pollution, cropland erosion, and barnyard runoff. For these reasons, the East River has also been identified as an Impaired Water.

Ashwaubenon Creek is another tributary of the Fox River and is part of the Apple, Ashwaubenon, and Dutchman Creek Watershed. It is a navigable river that flows northeastward 15 miles from the confluence of the north and south branches of Ashwaubenon Creek in the southwestern portion of the Town of Lawrence to its confluence with the Fox River just north of the City of De Pere in the Village of Ashwaubenon.

Ashwaubenon Creek is a sluggish, hard water, and turbid stream. The northernmost half of the creek, including the City of De Pere's portion, is classified as a Warm Water Sport Fishery. Bottom materials consist mostly of rubble, gravel, and silt. Ashwaubenon Creek continues to be exposed to many adverse environmental impacts, including stream flow fluctuations caused by unnatural conditions; sedimentation; nutrient enrichment; lack of cover, sedimentation, and scouring affecting habitat; low levels of dissolved oxygen; and extreme fluctuations of temperature due to nonpoint source pollution, stream bank pasturing, barnyard runoff, construction site erosion, cropland erosion, urban stormwater runoff, and pathogens.

The other streams within De Pere have not been studied. However, it can be inferred that many of the same environmental impacts that occur to the Fox and East Rivers and Ashwaubenon Creek occur to these other streams, as well.

Due to their overwhelming importance to the quality of life, identity, and character of the City of De Pere, the protection and preservation of the City's surface waters should be its highest natural resources priority. In addition to the general floodplain, shoreland, conservancy, park, parkway, and historic preservation recommendations that follow, the City should also incorporate the conservation by design, pedestrian-oriented transportation, architectural design standards, and landscaping recommendations set forth in this and other chapters of the comprehensive plan. One action that the City could start at minimal cost is to work with local conservation or school groups to stabilize the shorelines along the East River and Ashwaubenon Creek by planting native grasses and plants in order to reduce shoreline erosion. As the portions of the Fox River

within the City are essentially fully developed, it is assumed that such opportunities along this river would be unlikely. However, opportunities may arise and should be considered during redevelopment of lands adjacent to the river.

Efforts to showcase the Fox River as the central natural resource attraction of the community should continue and should address many of the objectives of this plan and many of the important issues raised by the public during the visioning process.

Floodplains

Floodplains are natural extensions of surface waters. They store floodwaters, reduce flood peaks and velocities, and reduce sedimentation. They also provide wildlife habitat and serve to filter out pollution from water.

Like surface waters, the importance of floodplains is also recognized and is regulated by federal, state, and local governments. The State of Wisconsin mandates floodplain zoning for all communities under Wisconsin Administrative Code NR 116. These minimum standards must be implemented in order to meet eligibility requirements for federal flood insurance programs.

For regulatory, insurance, and planning purposes, the 100-year recurrence interval flood hazard area (also referred to as the regional flood) is most often used. This is the land that has a 1 percent chance of being flooded in any given year. Although all rivers and streams possess floodplains, the only mapped floodplains within the City are those associated with the Fox River, East River, and Ashwaubenon Creek. In 2009, the Federal Emergency Management Agency (FEMA) completed new, more detailed Flood Insurance Rate Maps for Brown County, including the City of De Pere. While it appears that the floodplains associated with the Fox River and Ashwaubenon Creek are contained within their channels and do not extend far from the stream's banks, the floodplain mapped by FEMA for the East River extends hundreds of feet beyond the banks of the river.

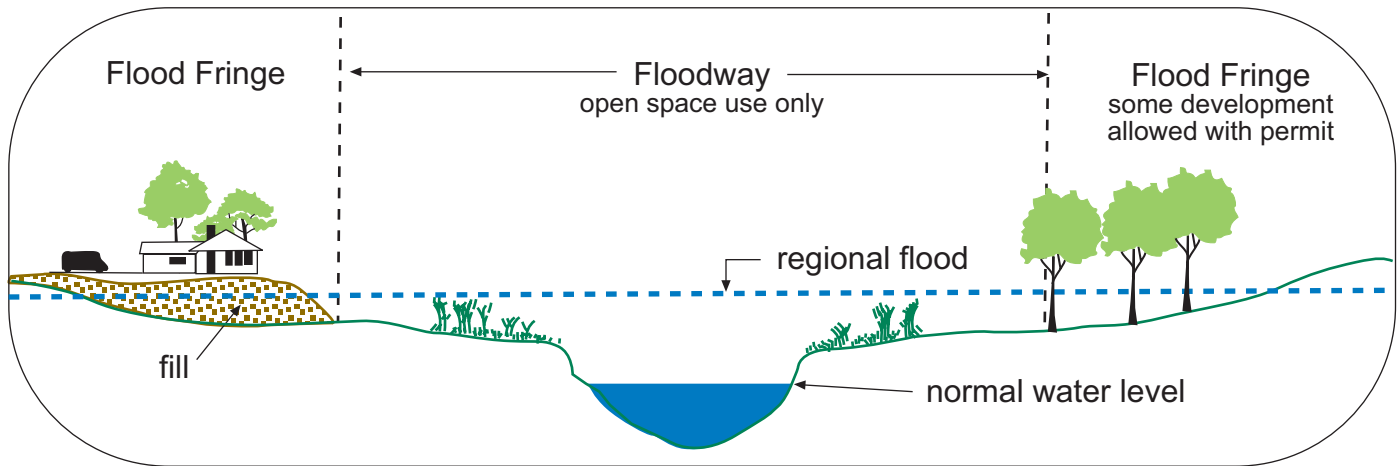
Figure 7-3 presents a diagram of a floodplain and identifies its constituent parts, including both the floodway and flood fringe.

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

- *Filling*, which might diminish the flood storage capacity of the floodplain. This could have the effect of increasing the elevation or velocity of floodwaters to the detriment of upstream or downstream properties.
- *Grading*, which can degrade the resource functions of floodplains, such as filtering pollutants or providing habitat.
- *Impediments*, which include the encroachment of buildings or the construction of undersized culverts and bridge openings in the floodplain, can adversely affect the size and proper functioning of the floodplain, and can pose potential hazards to adjacent residents and passersby.

Figure 7-3

Floodlands and Floodplain Zoning



Definitions

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

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

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

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

Source: Wisconsin Department of Natural Resources

- *Impervious surfaces*, which can increase the velocity of the flood flows, increase the amount of pollutants, reduce the amount of natural wildlife habitat, and limit the amount of infiltration of stormwater runoff into the ground.

The City's 100-year floodplains are shown in Figure 7-4.

Any filling, grading, or land disturbing activity within a designated floodway or floodplain may require action by the WDNR, FEMA, Brown County Planning and Land Services Department, and/or City of De Pere. Therefore, prior to any development activities, including street construction or reconstruction, these agencies should be contacted to identify any potential limitations on said activities.

Shorelands and Stream Corridors

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

Shoreland zoning is primarily intended to control the intensity of development near and to create a buffer around lakes, rivers, and streams. The buffer is intended to remain an undeveloped strip of land that protects the water from the physical, chemical, hydrological, and visual impacts of nearby development. The Brown County Zoning Department (with oversight provided by the Wisconsin Department of Natural Resources) is the agency within unincorporated communities that typically enforces these standards, while the building inspector in the City of De Pere administers the provisions of Brown County's shoreland ordinance within the annexed areas of the City.

Like floodplains, the importance of shorelands is recognized by state and local governments. Wisconsin mandates shoreland zoning within 300 feet of navigable rivers and streams and within 1,000 feet of all lakes, ponds, or flowages for all unincorporated communities and areas within cities and villages annexed after May 7, 1982 as required by Wisconsin Administrative Code NR 115. Figure 7-5 presents a diagram of the current state-mandated minimum shoreland zoning requirements.

It can be reasonably expected that N.R. 115 will be undergoing a major revision within the next year. The proposed rules focus on limiting the amount of impervious surface within the shoreland zone. Impervious surfaces on a parcel proposed to exceed 15 percent to a maximum of 30 percent would require the implementation of mitigation measures to reduce the potential impact of stormwater runoff on the water body. Property owners desiring to increase impervious surfaces beyond 30 percent would need to obtain a variance to the code. The City of De Pere will need to monitor the progress of the revisions as it will mean significant changes in administration and enforcement of the program.



Figure 7-4 100-Year FEMA Floodplains City of De Pere, Brown County, WI

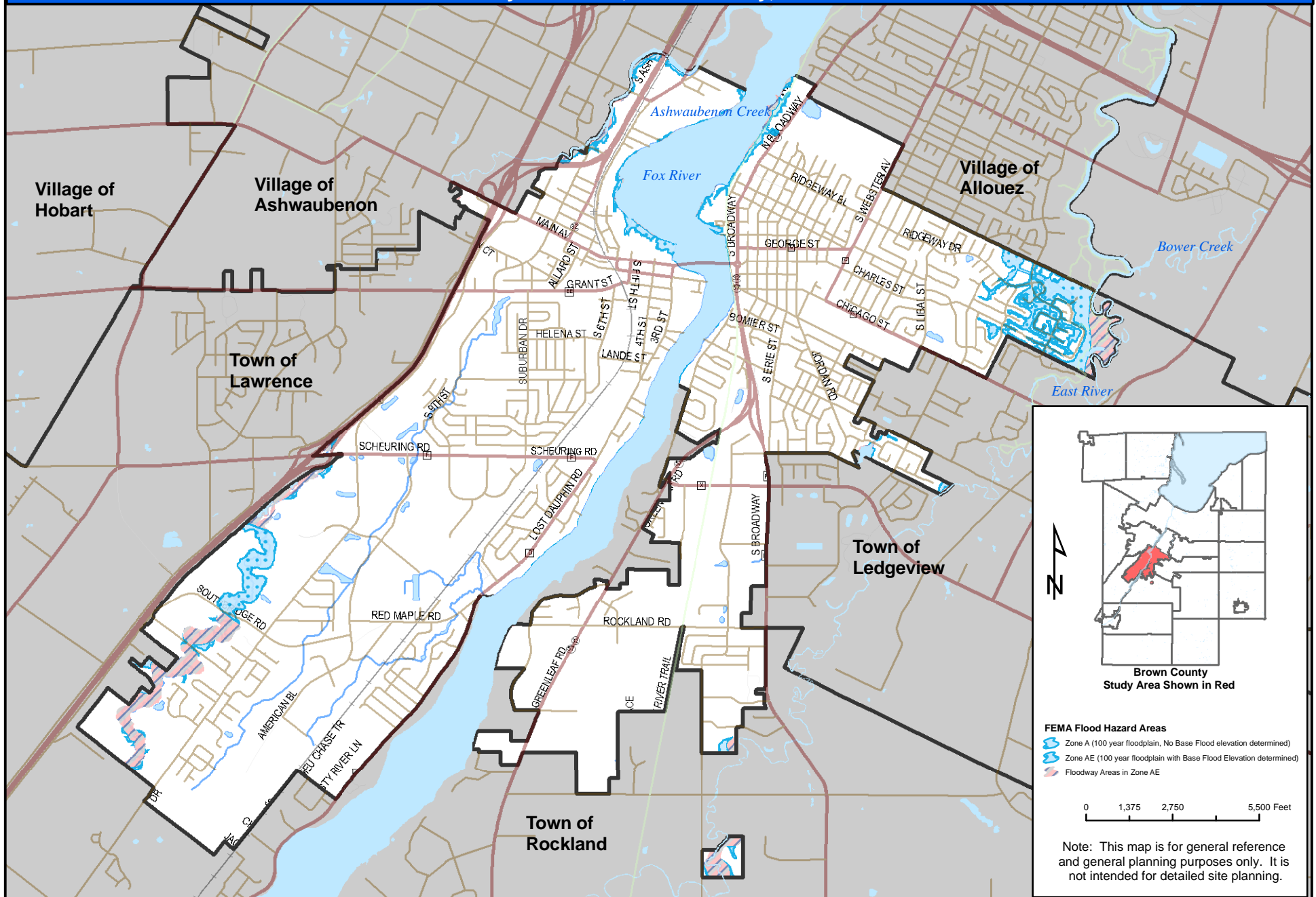
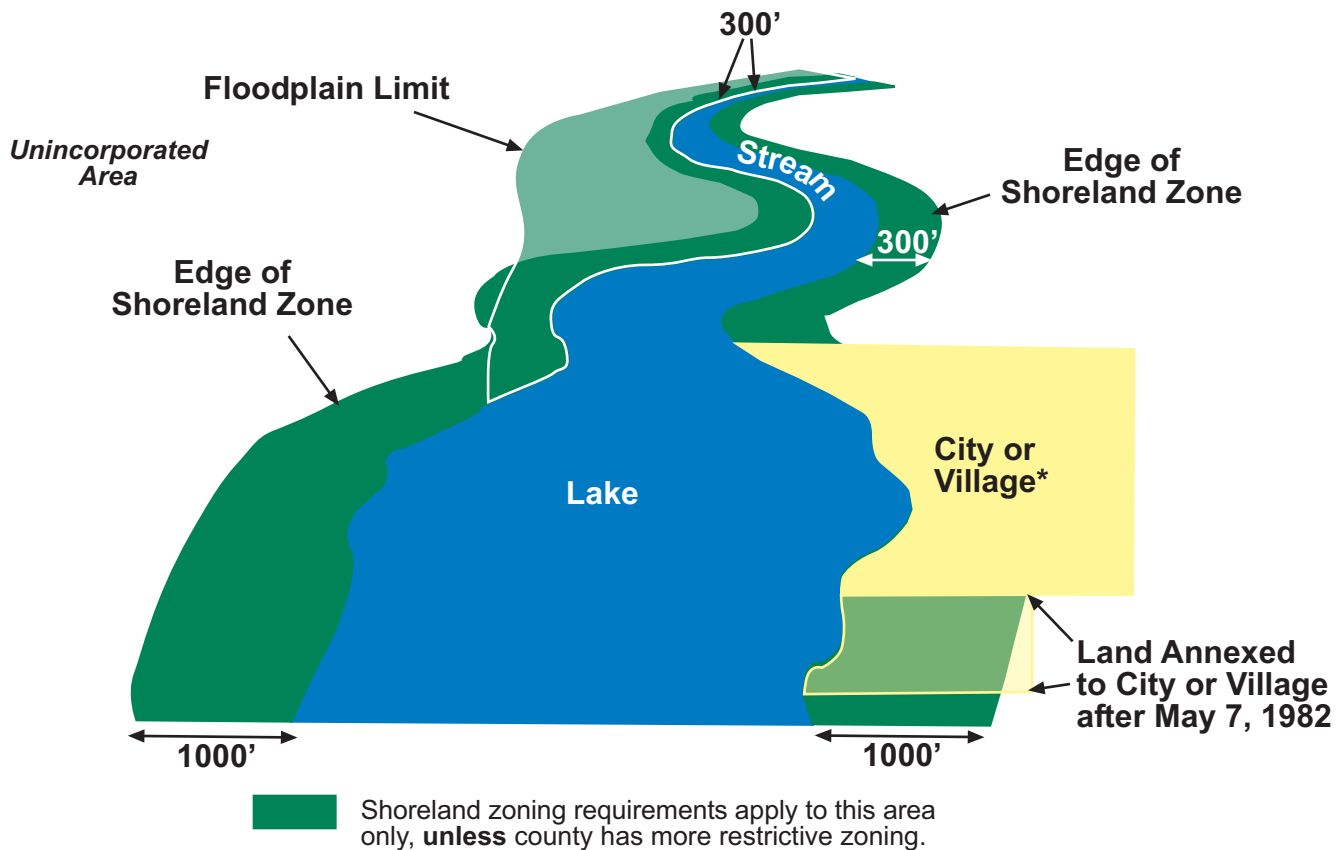


Figure 7-5

Shorelands and Shoreland Zoning



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

Definitions

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

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

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

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

Source: Wisconsin Department of Natural Resources

Wetlands

Wetlands are characterized by water at or near the surface of the ground, by soils exhibiting physical or chemical characteristics of water logging, or by the presence of wetland-adapted vegetation. Wetlands are significant natural resources that have several important functions. They enhance water quality by absorbing excess nutrients within the roots, stems, and leaves of its plants and by slowing the flow of water to let suspended pollutants settle out. Wetlands help regulate stormwater runoff, which minimizes floods and periods of low flow. They also provide essential habitat for many types of wildlife and offer recreational, educational, and aesthetic opportunities to the community.

Pursuant to federal and state regulations, all communities are required to protect wetlands. In Wisconsin's Administrative Code NR 117, all cities, villages, and towns, including the City of De Pere, are required to protect through shoreland-wetland zoning all unfilled wetlands that are within their community's shoreland areas (which are five acres or larger) that are shown on the Wisconsin Wetlands Inventory Map. The City of De Pere has an ordinance which regulates all shoreland wetlands that are two acres or larger in size.

The Wisconsin Wetlands Inventory Map identifies a few scattered wetlands within the City of De Pere. The majority of these scattered wetlands are located along the East River, the Fox River, and Ashwaubenon Creek and is shown on Figure 7-6.

The primary threat to wetlands is filling. Although an array of federal, state, and local regulations help protect wetlands, wetlands (especially smaller ones) are still lost to road construction and other development activities. The draining of wetlands could also occur through tiling and rerouting of surface water. Some agricultural areas are actually former wetlands that would revert back to wetlands if left undisturbed.

Even if wetlands are not directly filled, drained, or developed, they still could be impacted by adjacent uses. Sedimentation from erosion or pollutants entering via stormwater runoff could destroy a wetland. Under these conditions, previously healthy and diverse wetlands could be reduced to degraded "muck holes" where only the hardiest plants like cattails could survive. Invasive plant species, such as purple loosestrife, could also negatively affect wetlands. The City should consider working with the WDNR and local service groups to remove invasive species of plants from the City's wetland, shoreland, and floodplain areas.

Environmentally Sensitive Areas

Environmentally sensitive areas (ESAs) are defined by the Brown County Planning Commission as portions of the landscape consisting of valuable natural resource features that should be protected from intensive development. They include all lakes, rivers, streams, wetlands, floodways, and other locally designated significant and unique natural resource features. ESAs also include a setback or buffer from these features. In addition, they include areas of steep slopes (slopes 12 percent or greater) when located within or adjacent to any of the features previously noted (see Figure 7-7). Research and



Figure 7-6
WDNR Wetlands
City of De Pere, Brown County, WI

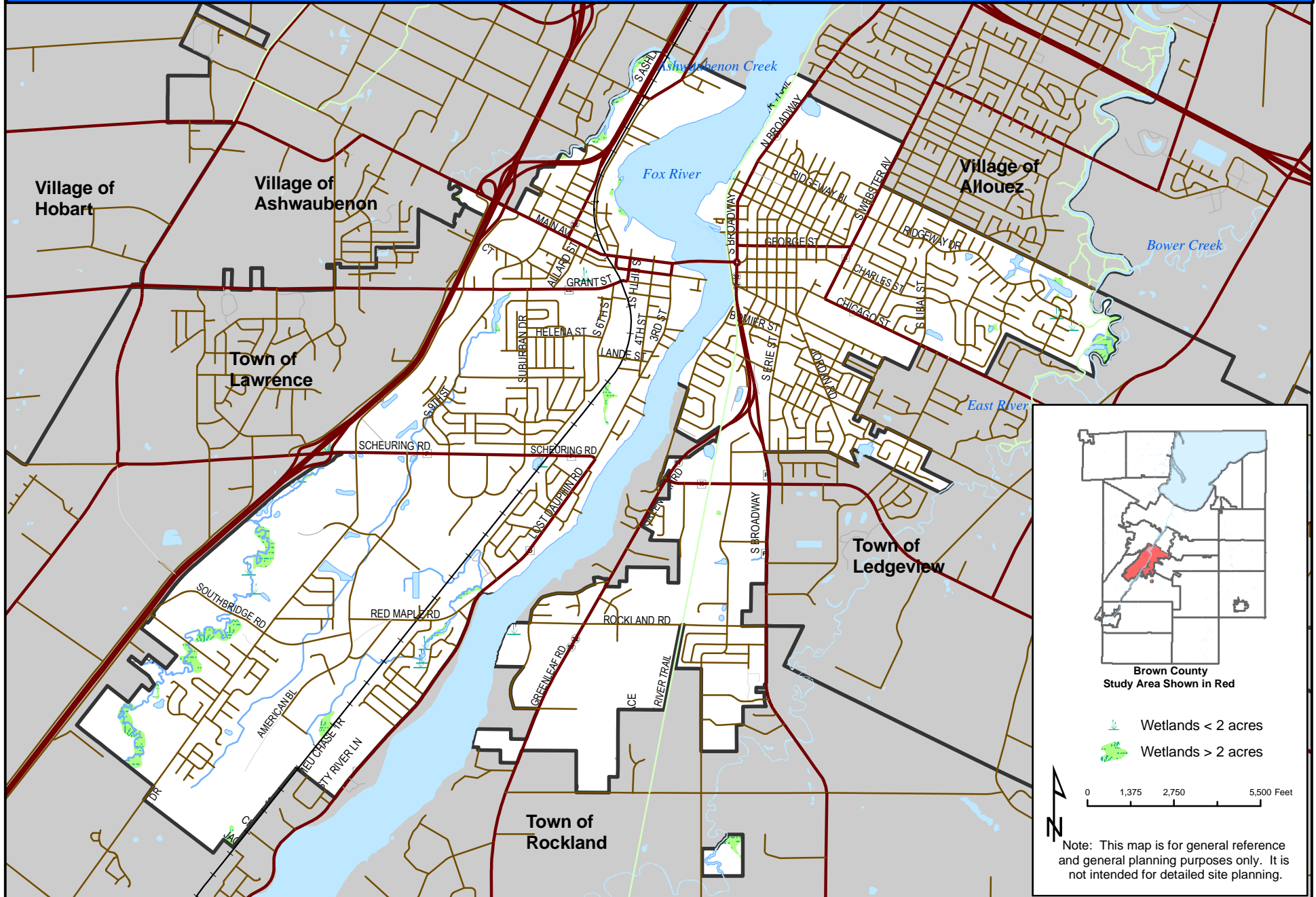
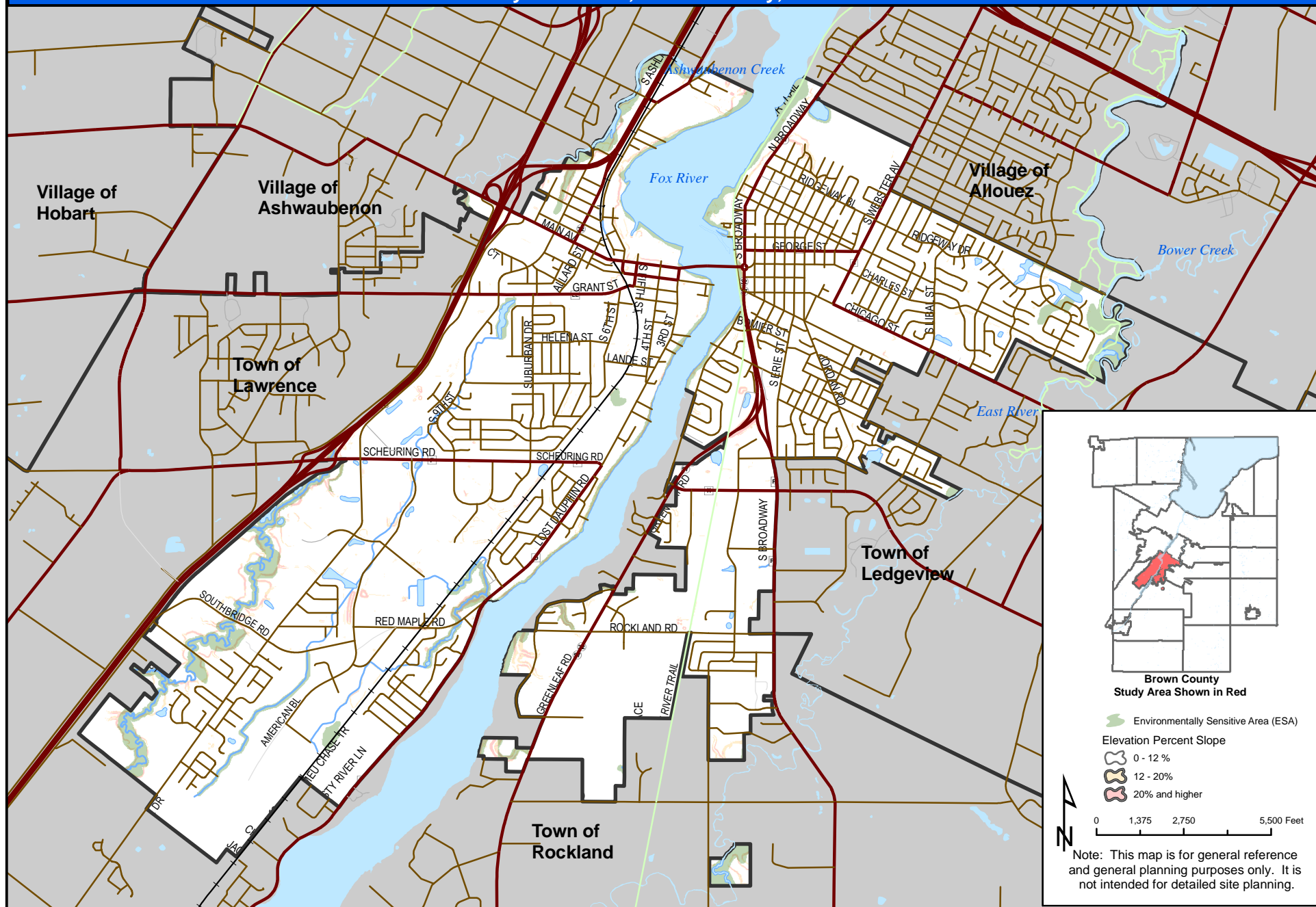




Figure 7-7
Environmentally Sensitive Areas
City of De Pere, Brown County, WI



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. The Wisconsin Department of Natural Resources and the Brown County Planning Commission enforce them during the review and approval of all public sanitary sewer extensions. The Brown County Planning Commission also enforces them during its review and approval of land subdivisions, which in the City of De Pere is only advisory. The intent of the ESAs is to protect water-related natural resource features from the adverse impacts often associated with development. However, due to the specifics of the Wisconsin Administrative Code that pertain to these ESAs, these rules and regulations apply only to sewered development and related activities. Development utilizing private onsite sewage disposal systems is not subject to these regulations.

In general, sewered development and associated filling, excavation, grading, and clearing are prohibited within ESAs. However, certain non-intensive uses, such as public utilities and public recreation, are often allowed within these areas. In conjunction with proper erosion control and stormwater management practices both during and subsequent to development within and adjacent to these areas, protection of the ESAs could provide numerous benefits, including:

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

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

The environmentally sensitive area map can provide a base level of information related to the City of De Pere's green infrastructure network. By combining these natural resource layers with other cultural resources (such as historical districts, parks, scenic views, museums, and institutions of higher education) and potential urban agriculture areas, the City could begin compiling its own green infrastructure map.

It is recommended that the City of De Pere work proactively with the Brown County Planning Commission to identify and educate the City's residents about the importance of ESAs and begin developing a green infrastructure map

Groundwater

As shown in Figure 7-8, groundwater begins as precipitation. This precipitation (rain or snow) falls upon the land and some runs off into lakes, rivers, streams, or wetlands. Some evaporates back into the atmosphere, and plants absorb some. Groundwater is that precipitation that soaks into the ground past plant roots and down into the subsurface soil and rock. A layer of soil or rock that is capable of storing groundwater and yielding it to wells is called an aquifer. There can be a number of aquifers within an area, one above another. The top of the aquifer closest to the ground's surface is called the water table. It is the area below which all the openings between soil and rock particles are saturated with water.

Like surface water, groundwater moves from high areas to low areas. It discharges at those places where the water table intersects the land's surface, such as in lakes, streams, and wetlands.

Groundwater is the source of the City of De Pere's drinking water. It originates as precipitation that soaks into the ground south of the City, generally outside of Brown County in Calumet and Outagamie Counties. Groundwater is also used by local agriculture and industry and provides a base surface water flow to the streams and rivers within and adjacent to the City.

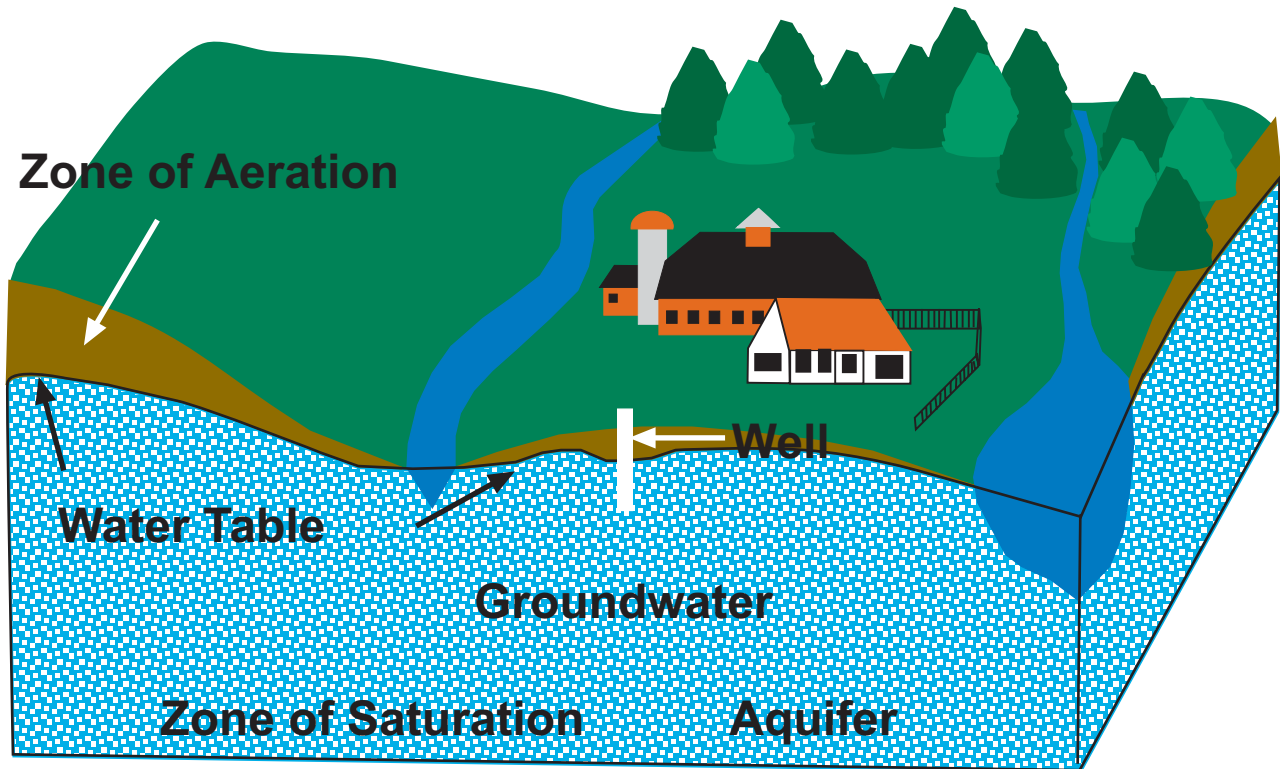
Although many communities around the state utilize groundwater to provide water for human consumption (potable water), the City of De Pere receives its potable water from Lake Michigan via an agreement with the City of Manitowoc and Central Brown County Water Authority.

Woodlands

According to the 2003 land use update, woodlands encompass 251 acres, or about 3 percent, of the City of De Pere. However, the majority of forested land in De Pere is associated with its streams, particularly Ashwaubenon Creek. As such, it is probable that many of these woodlands are actually wooded wetlands. The City's woodlands are shown in Figure 7-9.

The woodlands that remain in De Pere are typically less ecologically diverse and more disturbed than the woodlands that existed prior to settlement of the City. Although present to a limited extent within the City, valuable urban forests can and do occur and should continue to be encouraged. An urban forest includes tree-lined streets and trees

Figure 7-8
Groundwater



Definitions

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

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

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

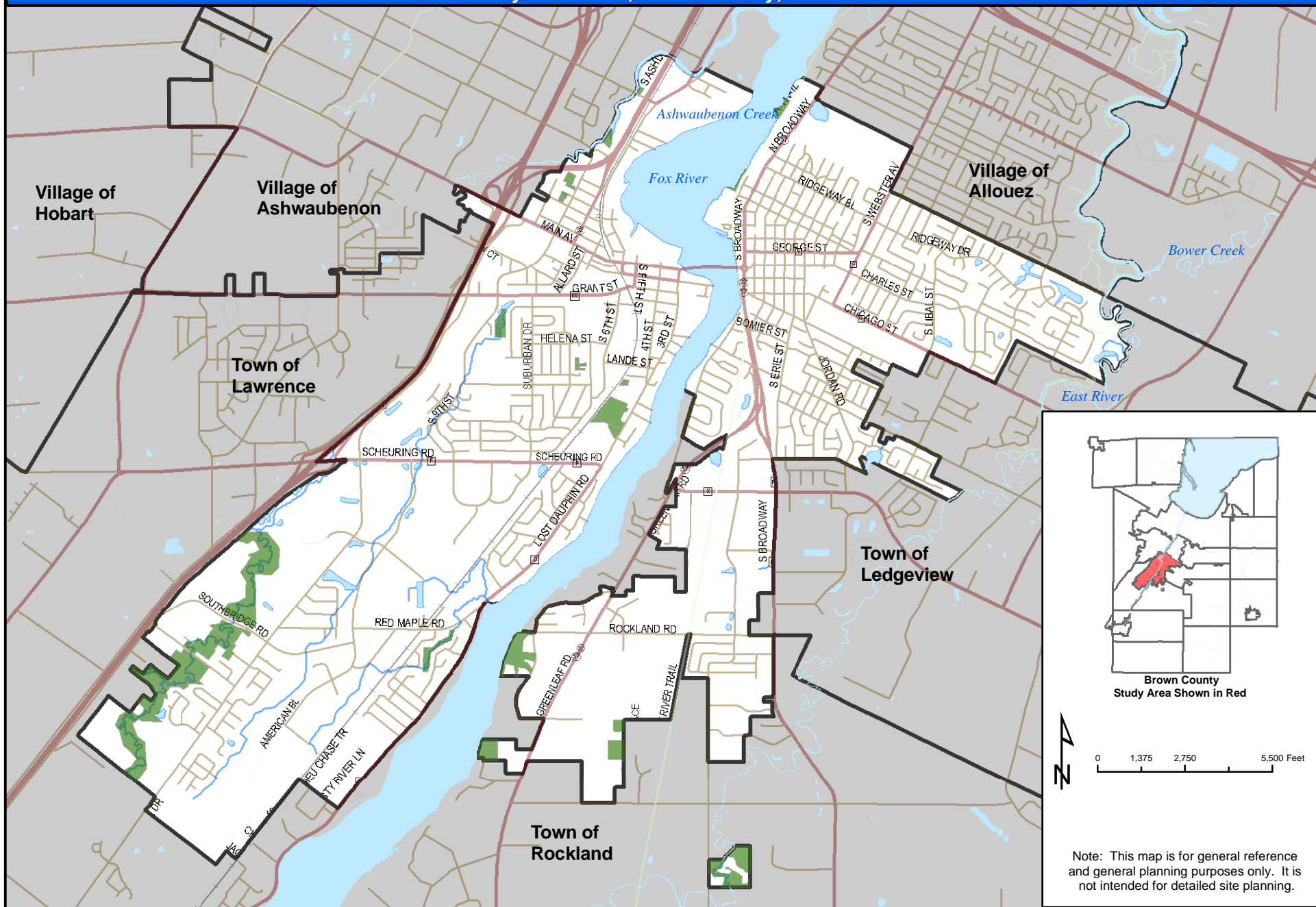
Zone of Saturation - The zone in which the pore spaces between soil and rock particles are completely filled with water. The water table is the top of the zone of saturation.

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

Source: Portage County Groundwater Citizens Advisory Committee



Figure 7-9
Woodlands
City of De Pere, Brown County, WI



in home landscapes, schoolyards, parks, stream banks, cemeteries, etc. The shrubs, flowers, and grasses often associated with these woods are also a part of the urban forest and play an important part in the community's ecosystem, as well as in its identity and appearance.

Continued development is the key threat to De Pere's remaining woodlands. Since these areas are prized as settings for residential subdivisions, they are often targeted for development. Intensive development, especially if improperly planned, could destroy the scenic and natural values of the woodland resource and could disrupt the blocks and corridors of vegetated land necessary to provide refuge and passage for wildlife. However, a well-planned and well-maintained urban forest could mitigate many of these adverse impacts and could reduce air pollution, slow stormwater runoff, and conserve energy.

The City of De Pere should maintain its designation as a Tree City USA to help preserve its more important woodlands and to help establish an urban forest. The Tree City USA designation is a voluntary program administered by the National Arbor Day Foundation and the USDA Forest Service. Currently, there are 3,310 tree cities across the country, with 177 in the State of Wisconsin. To receive the designation, a community must have a tree board, commission, or municipal department that has legal authority for the care of public trees and for developing and administering a community tree management program. The community must also have a tree ordinance, an annual budget for administering, managing, and implementing the community forestry program, and an Arbor Day observance and proclamation.

Wildlife Habitat

Wildlife habitat, as well as the other natural resources mentioned in this chapter, is part of Brown County's biodiversity. Biodiversity (or biological diversity) is the full spectrum and inter-relationships of all plants and animals (including humans), their composition and distribution, and the landscapes and functions they assume. Biodiversity provides a way of thinking that takes into account the landscape, species, communities, and systems that comprise the environment and allows the citizens of De Pere to take an integrated approach to the management of the City's natural surroundings. This approach is critical because humans depend on nature and a healthy environment, and human actions have a profound impact upon the natural environment. Thus, it is a continuing challenge to balance the needs of a growing human population with maintaining a diverse, productive, and resilient natural environment.

The greatest threats to biodiversity are the loss of natural habitats due to urban development and the introduction of non-native invasive plants and animals.

Since most of the City of De Pere is either developed or actively farmed, existing wildlife habitat is generally found along the City's streams, primarily Ashwaubenon Creek. These lands consist of both upland and lowland vegetation. Such lands, because of their location, are conducive to forming large linear tracts of open space that are essential for biodiversity and for providing wildlife corridors.

As with the woodlands noted above, much of these lands, particularly along Ashwaubenon Creek, have been protected by inclusion within conservancy zoning districts. However, continued loss of habitat due to adjacent development and the introduction of exotic species is still a possibility and should be prevented.

The floodplain, shoreland, and conservancy recommendations noted should be implemented since they would also provide more than adequate protection of wildlife habitat.

Threatened and Endangered Species

Federal and state laws protect endangered and threatened species. This protection is usually accomplished during the federal and state permit review process but includes prohibitions of the killing, harming, collecting, capturing, or harassing of protected species during many land-disturbing activities. Protection of such species is a valuable and vital component of sustaining biodiversity.

Both levels of government prepare their own separate lists of such plant and animal species but do so working in cooperation with one another, as well as with various other organizations and universities. An endangered species is one whose continued existence is in jeopardy and may become extinct. A threatened species is one that is likely, within the foreseeable future, to become endangered. A special concern species is one about which some problem of abundance or distribution is suspected but not yet proven. The main purpose of the special concern category is to focus attention on certain species before they become endangered or threatened. The Wisconsin Department of Natural Resources Bureau of Endangered Resources monitors endangered, threatened, and special concern species and maintains the state's Natural Heritage Inventory (NHI). This program maintains data on the locations and status of rare species in Wisconsin. Because some species are very sensitive, their actual locations are kept vague in order to protect them. Data for these species is only available at the county level.

Brown County currently contains over 50 plant and animal species that the State of Wisconsin indicates are either threatened or endangered. According to the NHI and summarized in Figure 7-10, there are eight species listed as endangered, threatened, or special concern found or potentially found in the De Pere area.

Figure 7-10: Threatened, Endangered, and Special Concern Species in De Pere

Common Name	Species Type	Status
Purple False Oats	Plant	Endangered
Snow Trillium	Plant	Threatened
Longear Sunfish	Fish	Threatened
Greater Redhorse	Fish	Threatened
American Gromwell	Plant	Special Concern
Christmas Fern	Plant	Special Concern
American Eel	Fish	Special Concern
Lake Sturgeon	Fish	Special Concern

Source: WDNR – Natural History Inventory, 2003.

It is recommended that the City of De Pere contact the Wisconsin Department of Natural Resources Bureau of Endangered Resources and review the state's Natural Heritage Inventory prior to any development within and adjacent to Ashwaubenon Creek, the City's only undeveloped natural resources corridor. It is further recommended that should an endangered or threatened plant species in this area be encountered, the appropriate agencies be contacted and protection measures implemented.

Scenic Resources and Topography

The City of De Pere has a generally level topography, which very gradually rises as one moves away from the Fox River and gradually falls as one approaches Ashwaubenon Creek and the East River. The City's elevation ranges from approximately 580 feet above sea level in the north near the East and Fox Rivers and Ashwaubenon Creek to about 650 feet at its far southern limits. The Fox River's elevation is approximately 580 to 590 feet above sea level, and its higher banks begin in the southern limits of the City, which reach about 30 feet in height. The Ashwaubenon Creek ravine is approximately 15 to 20 feet deep, while the East River has a wide and flat floodplain. Thus, there is about 70 feet of elevation difference between the highest and lowest points within the City.

The topography of the City has a significant impact on its natural and scenic resources, as well as on stormwater management and erosion control. While highly subjective, scenic beauty is an important element of many successful communities. Surveys have shown that most people enjoy open spaces and vistas of unspoiled nature, while others enjoy views of more urban development and the contrasts that they can provide. To some, the most beautiful scenic resources are views of blue skies, green hills, shorelines, and woodlands, while others prefer park or golf course settings and still others prefer pastoral settings. One of the most often cited scenic views in the City is that of St. Norbert College viewed from the east side of the river at Wells Park, which incorporates elements of urban and natural settings.

The areas of varying topography within the City can be scenic resources of great value to the community. The shoreline of the Fox River, particularly the southern portion, is a significant scenic resource. However, public access is not available to this part of the Fox River, and there are no vantage points for the public to view the topography southward from the City limits. This situation is unlikely to change as the subject area is fully developed, and many of these lands are outside the City in the Towns of Lawrence, Ledgeview, and Rockland. The same potential scenic value applies to the Ashwaubenon Creek ravine and East River floodplain where the large expanse of wooded and open land and access to recreational trails provide great scenery viewing opportunities. Seeking ways to maintain these scenic characteristics of the community should be considered because of the contrast they provide from the surrounding landscape and the vistas they provide. As the Ashwaubenon Creek ravine develops, the City should continue to extend the parkways along it and the other major waterways to preserve their scenic qualities, as well as to improve their water quality. Opportunities are more limited along the Fox River due to development that is already in place. However, as redevelopment opportunities arise, providing additional public access to the shoreline would provide additional places for residents to enjoy the views of the Fox and East Rivers.

Mineral Resources

The City has no known metallic or nonmetallic mineral resources, and there are no mines, pits, or quarries located within or immediately adjacent to the City. The nearest quarries are located in the Town of Ledgeview approximately two miles east of the City limits.

Should such resources be discovered or such operations undertaken, the City should consider adoption of applicable ordinances to regulate that activity. In that regard, Brown County's nonmetallic mining ordinance (which applies to reclamation activities) does apply within the City until such time as the City adopts its own ordinance which is at least as restrictive as that mandated by the State of Wisconsin.

Historic Sites and Buildings

As one of the oldest communities in Wisconsin, the City of De Pere has a number of buildings and sites that are significant to the history of the City, Brown County, and the State of Wisconsin. The preservation of these unique and irreplaceable resources is an important part of the City's development and redevelopment programs. The City recognizes it has a number of historic buildings and sites and protects them through the City's Historic Preservation Ordinance.



Such preservation protects important aspects of the past and provides a sense of continuity and place. It also fosters community pride and helps establish community identity, which were issues raised at the visioning session undertaken for this comprehensive plan. Successful comprehensive preservation efforts can promote increased tourism and increased reinvestment into older neighborhoods, benefits which have likely already occurred in the City of De Pere because of previous efforts in this regard.

The City of De Pere is a Certified Local Government (CLG) certified by the Wisconsin State Historic Preservation Officer and the U.S. Department of the Interior. This

designation means that the City is eligible for matching subgrants from the federal Historic Preservation Fund and is responsible for reviewing National Register of Historic Places nominations within the City before they are sent to the State Historic Preservation Review Board. The City's Historic Preservation Commission is charged with providing the initial review of potential registrants and providing a recommendation to the City Council. According to the Wisconsin Historical Society, activities that are eligible for funding through the Historic Preservation Fund include:

- Survey projects to identify and evaluate significant historic properties.
- Preparation of nominations to the National Register of Historic Places.
- Review of nominations to the National Register of properties located within the City of De Pere.
- Educational activities (such as workshops, production of slide or video programs, and preparation of booklets, brochures, or other publications) that further the goals of historic preservation.
- Development of municipal historic preservation plans.
- Administration of municipal historic preservation programs.

Historic sites, buildings, and districts that are listed in the state and national registers in the City of De Pere are subject to the regulations found in Chapter 38 (Historic Preservation) of the City's Municipal Code. The code requires obtaining a permit from the Historic Preservation Commission for all activities that may change the exterior of a registered building or structure within a registered historic district. The code also identifies minimum maintenance standards that must be upheld for registered structures or districts. Figure 7-11 identifies the districts and buildings in the City of De Pere that are listed on the State and National Registers of Historic Places, and Figure 7-12 maps the historic districts and buildings.

In addition to those properties already listed on the State and National Registers of Historic Places, the Wisconsin Historical Society maintains the Wisconsin Architecture and History Inventory (AHI). The AHI is a listing of buildings, structures, and objects by community that illustrates Wisconsin's unique history. Properties that are listed within the AHI may or may not still exist and are not conferred any special status or regulations. However, the AHI provides a good idea of additional properties that could be considered for protection and listing on the State and National Registers of Historic Places. According to the AHI, the City of De Pere contains 662 architecturally or historically significant properties that have been surveyed. The majority of the properties are in the east and west downtown areas and the nearby neighborhoods. The entire listing of properties and detailed records may be viewed at <http://www.wisconsinhistory.org/ahi/welcome.asp>.

In order to maintain a connection to the City's heritage, it is important that De Pere continue to identify historic sites and buildings that are worthy of protection for future generations. Utilizing Historic Preservation Funds to conduct a ranking of historically significant structures that should be protected would be a good way for the City and Historic Preservation Commission to prioritize their efforts and continue to preserve De Pere's unique history.

Figure 7-11: Districts and Buildings Listed on the State and National Registers of Historic Places

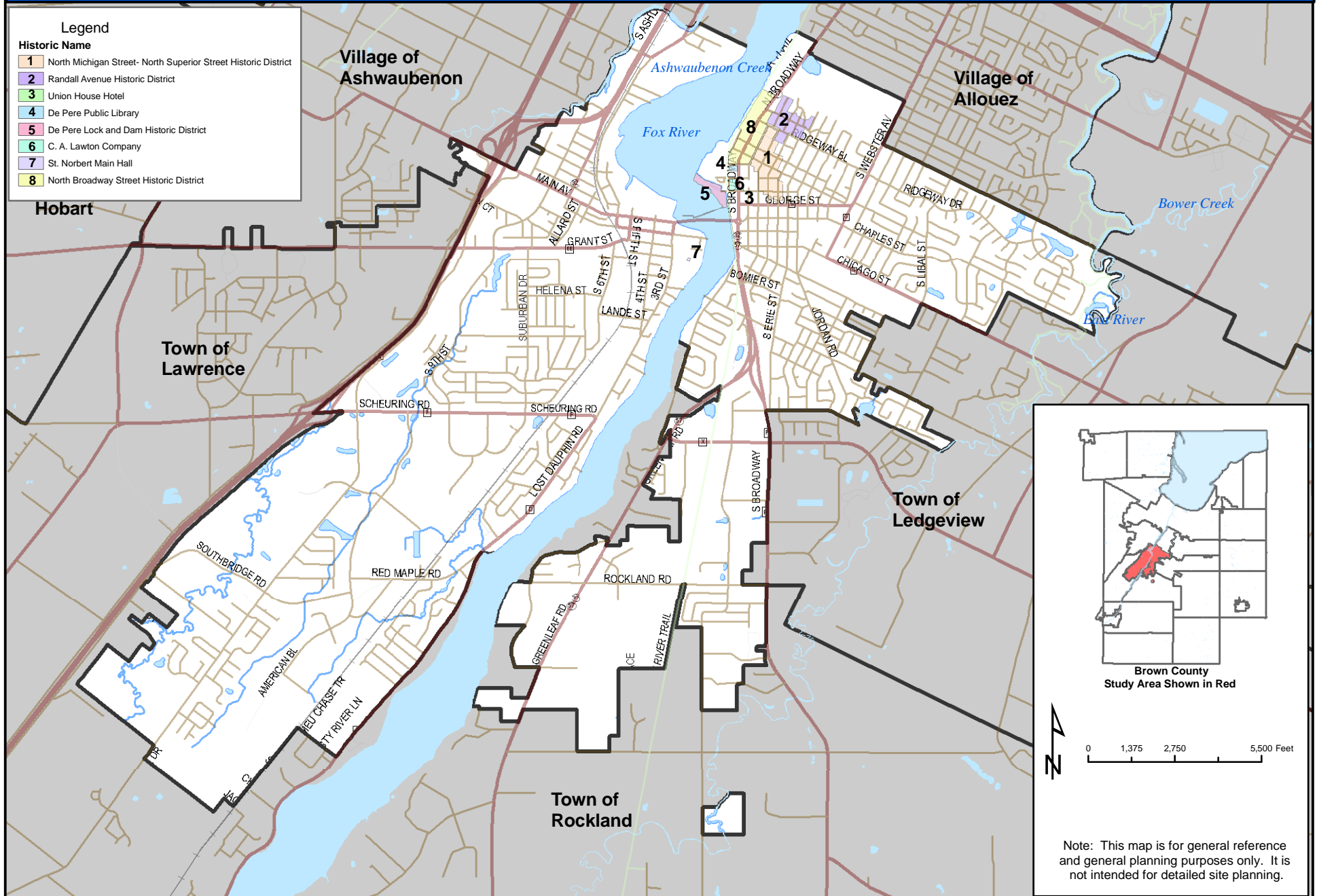
Historic Name	Address	Resource Type	Period(s) of Significance	Certification Date
North Michigan – North Superior Street Historic District	Generally bounded by Ridgeway, North Wisconsin, North Huron and George streets	District	1867-1954	7/19/2007
Randall Avenue Historic District	Generally bounded by Ridgeway Boulevard, Oakdale Avenue and Glenwood Avenue	District	1908-1955	4/24/2007
Union House Hotel	200 N. Broadway	Building	1883-1953	11/26/2003
De Pere Public Library	380 Main Avenue	Building	1937-1952	10/4/2002
De Pere Lock and Dam Historic District	Fox River and James Street	District	1930-1941	12/7/1993
C.A. Lawton Co.	233 North Broadway	Building	1875-1899 1900-1924 1925-1949	1/30/1992
Main Hall (St. Norbert College)	Third Street and College Avenue	Building	1900-1924 1925-1949	10/28/1988
North Broadway Street Historic District	Broadway, Ridgeway Blvd., Morris, Fulton, Franklin, Cass, Front, and Wisconsin Streets	District	1836-1923	9/8/1983

Source: State of Wisconsin Historical Society – Wisconsin National Register and State *Register Database*, 2009.

Figure 7-12

Registered Historic Districts and Buildings

City of De Pere, Brown County, WI



A second project combining Historic Preservation Funds and cooperation with the De Pere Area Chamber of Commerce and De Pere Historical Society would be to create a brochure highlighting a historic walking or bicycling tour of downtown De Pere. The walking tour could be linked with advertising for the numerous businesses in downtown that the tourists could then patronize. Other possibilities include a joint exhibition/display or a more permanent arrangement with the Kress Family Branch of the Brown County Library or White Pillars Museum.

Archeological Resources

The purpose of and benefits associated with archeological preservation are similar to that of historic preservation. Such preservation protects important aspects of the past and provides a sense of continuity and place. It also fosters community pride and helps establish community identity, which were issues raised at the visioning session undertaken for this comprehensive plan.

Janet M. Speth, former Region 5 Archeologist at the Neville Public Museum, provided information regarding the archeological resources of the City of De Pere. A search of the state Archeological Site Inventory revealed 12 records of archeological sites within the City of De Pere, with all of the sites occurring near or within the present day banks of the Fox River. Prehistoric sites are located on both the east and west sides of the river near the downtown, including a very important site on the east side (based upon a collection donated to the Neville Public Museum).

More recently, De Pere is thought to be the location of the Mission of St. Francis Xavier from 1671-1687, which was possibly located in today's Voyageur Park; although, the remains of the mission have not been discovered. Additional archeological finds were identified near the intersection of George Street and Broadway, as well as on Chicago Street.

A shipwreck, the City of Stiles, is located in the Fox River within the corporate limits of the City; although, its exact location is unknown. The ship burned and sank along with its cargo of bricks in 1901.

Most of the archeological sites have been uncovered through construction or accidental finds. The five archeological surveys taken place within the City limits have been largely sewer projects, which means that the areas to be surveyed have been confined to extremely narrow corridors. Although one transportation project proceeded without an archeological survey, shovel testing of yards along Charles and Superior Streets produced debris from the manufacture of stone tools. Intact portions of other Archeological sites might exist in yards and under alleys and parking lots in other parts of De Pere.

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

De Pere should capitalize on the value of these resources, perhaps through including these sites within public neighborhood parks and educating citizens about pre-European settlement life in the De Pere region. The City should work with the Wisconsin Historical Society and the Neville Public Museum to identify these sites. Processes for dealing with these sites during construction of new development should then be established, particularly for burial sites.

Community Identity and Design

Issues related to community identity and community design were raised during the public visioning sessions that were conducted early in the planning process. Residents were particularly concerned about maintaining the City's small town atmosphere.



Therefore, these issues became a foundation for this plan's vision statement and for many of its objectives.

The City's cultural landmarks (especially public gathering places, its older and more architecturally interesting buildings, and its greenspaces and landscaping) contribute to the establishment of De Pere's identity. Churches,

libraries, dance halls, and similar institutions are what often spring to mind when one thinks of a place. Within De Pere, these sites serve as cultural landmarks due to their central location, architectural scale and design, and status as a focal point for residents during much of the history of the community.

The City of De Pere has undertaken many efforts to capitalize upon its own distinctive identity. For instance, the City has a Historic Preservation Commission that has been very active in the identification and preservation of historic buildings and districts within the downtown and near downtown portions of the City. In addition, significant efforts to create a more attractive and pedestrian-friendly downtown have been initiated with the establishment of period street lighting, signage, and landscaping. Furthermore, the City has recently completed studies which reiterate the importance of maintaining and improving the City's identity and character, including the *City of De Pere West Side Redevelopment District, Development Design Guidelines*, prepared by the City of De Pere and Performa, and the *Southwest De Pere Development Plan*, prepared by the Brown County Planning Commission. The efforts at historic preservation and promotion of a unique community design are critical in an age when it is often difficult to discern one community from another. De Pere has taken a further step toward preserving its unique character by promoting not only historic architecture, but with regard to the new Claude Allouez bridge design, a nod to the present and future as well. It is important that De Pere continue to promote quality design and architecture whether it is of private buildings or public infrastructure.

Because of the success of past efforts, the importance of community identity and community design to the City's quality of life, its role in fostering community pride, and

its value in attracting and retaining industry, business, and residents, it is recommended that not only should these efforts be continued, but they should also be expanded upon. More specifically:

- The suggestions and recommendations of the City of De Pere Downtown Design Plan, prepared by RDg, City of De Pere West Side Redevelopment District, Development Design Guidelines, and the Southwest De Pere Development Plan should be implemented.
- The City's entrance corridors and downtown should continue to be a focal point of efforts to achieve a good design and a distinct identity. However, similar efforts should also be extended to all portions of the City. In this regard, it is recommended that the City undertake an effort to identify all of the neighborhoods, districts, and special areas within the City to recognize and foster not only their own unique identities but also their ties to the rest of the City. Detailed suggestions and recommendations about their development and design should be articulated in reports similar to the redevelopment and development plans previously noted.
- Nonprofit groups, neighborhood associations, business associations, etc. should be utilized to assist the City in the establishment of design, architectural, building, and landscaping criteria to revitalize, beautify, and restore the character of the City's neighborhoods, districts, etc.
- Planting street trees should be continued as a means of beautifying the built environment and providing neighborhood character. In the older neighborhoods of De Pere where street trees were originally planted, the now mature trees are a significant amenity. De Pere should require the planting of street trees for new subdivisions. In addition, the City should seek to preserve selected existing trees either by working with developers to design around such trees or through a tree preservation ordinance. The City should also consider the establishment of a Tree Board.
- Even small areas of greenspace within residential developments are cultural resources that add value to neighborhoods. New development should contain small active neighborhood parks through the use of conservation by design subdivisions or by setting aside small areas as neighborhood greenspace or recreation areas. Where smaller lots are allowed by the City there should be a public benefit in terms of neighborhood park or greenspace dedication.
- Where public acquisition is appropriate or a larger setback/buffer adjacent to surface water is desired, establishment of natural corridors or parkways should be considered as has been done with the East River and Ashwaubenon Creek. By keeping intensive development out of the stream corridors, water quality is improved, habitat is maintained, and recreational opportunities are preserved. While such parkways are already established and/or underway along the East River and Ashwaubenon Creek, it is recommended that such a parkway be considered along the Fox River when redevelopment opportunities arise. Parkway along the other tributaries of these surface waters should be considered where appropriate. The parkways should, at a minimum, include the floodway/shoreland buffer portion of the corridor and should ideally contain additional lands. These parkways would allow the corridors to remain mostly undeveloped as wildlife corridors, preserve natural beauty, provide

stormwater management areas, and link parts of the City together. The parkways would also enhance public access and allow the City to capitalize on the intrinsic value of its most notable natural features. Acquisition of parkways could occur any time that an opportunity arises. Generally, it could occur at the time adjacent lands are developed or redeveloped and could be accomplished either through dedication or purchase. If public acquisition is not feasible, private ownership subject to conservation easements could be considered.

- Because parkways are typically publicly-owned and used only for passive recreational uses, such as trails, and due to the amount of development that has already occurred along the Fox River, a “green infrastructure” approach may be more appropriate. Green infrastructure is a strategically planned and managed network of various landscape elements that are linked together to sustain air and water resources and contribute to the health and quality of life for communities and people. These landscape elements typically include natural areas, public and private conservation lands, public and private working lands (such as farms), and outdoor recreation. However, to ensure connectivity of the green infrastructure across political boundaries and diverse landscapes, other features, such as gardens, boulevards, and plazas, may be included.
- Low-impact development approaches, such as conservation by design subdivisions, should continue to be encouraged near environmentally sensitive areas. New subdivisions could be designed to preserve natural drainage patterns, reduce fragmentation of wildlife habitat, and limit the amount of impervious surfaces, such as roads. By clustering development on a site, large blocks of environmentally sensitive areas could be left as preserved open space.
- Natural, cultural, and agricultural resources education should be encouraged. Spreading knowledge of the importance of the City’s natural, cultural, and agricultural resources and ways to maintain them are essential implementation tools. For example, educating property owners along the Fox River about nonpoint source pollution and providing tips on landscaping and buffering to prevent this pollution could help to achieve improved water quality. Periodic newsletters could be mailed to De Pere residents to provide information on topics, such as not dumping pollutants down storm sewers, tree trimming, and other issues relating to natural resource protection. Water resource educational materials are available from the WDNR and the UW-Extension.

Recommended Policies, Programs, and Actions

It is important to note that many of the policies, programs, and actions identified in this chapter have been specifically formulated to also address recommendations within the Land Use and Utilities and Community Facilities Chapters of this plan. Not only is such an approach economical and efficient for the City, but such considerations are also required under the Smart Growth legislation.

Agricultural Resources Recommendations

- Rezone lands from exclusive agriculture when annexed into the community.

- Work with the landowners to ensure the orderly and timely conversion of agricultural lands to other uses and to maximize the compatibility and minimize the conflicts between agriculture and adjacent land uses.
- Do not permit the development of new large-scale livestock facilities within future growth areas of the City of De Pere.
- Review the City's zoning code and land uses to determine where and when urban agricultural activities should be encouraged.

Natural Resources Recommendations

- Preservation and protection of the East River, Fox River, and Ashwaubenon Creek should be the City's highest natural resources priority. This would include preservation and protection of the cultural and scenic resources associated with these stream corridors.
- Periodically review and revise, when necessary, the City's Shoreland-Wetland Floodplain Zoning Ordinance to ensure continued protection for shoreland wetlands.
- Review potential changes to NR 115 Shoreland Zoning and its potential impact on applicable shorelands within the City.
- Continue stormwater management to minimize and mitigate impacts upon adjacent streams and wetlands.
- Work with school or local conservation groups to utilize natural shrubs, grasses, and trees to stabilize the shoreline, improve the filtration of pollutants, and improve the aesthetics of the East River, Fox River, and Ashwaubenon Creek.
- Work with the WDNR and local conservation or school groups to remove invasive plant species, such as phragmites, from the City's wetlands, shorelands, and floodplains.
- Support an update of the *Brown County Sewage Plan* to ensure that it is consistent with the recommendations of this comprehensive plan, particularly as it applies to the environmentally sensitive area designations.
- Coordinate with SEEDs to develop a map of De Pere's green infrastructure.
- Support Brown County's "time of sale" program of inspecting private onsite sewage treatment systems.
- Promote and maintain De Pere's Tree City USA designation and its urban forestry efforts.
- Contact the DNR to determine the presence and location of any threatened, endangered, or special concern species to facilitate their protection and preservation when possible.
- Consider adoption of De Pere's own nonmetallic mining ordinance should such resources ever be found within the community.
- Continue to preserve opportunities to expand parkways along the East and Fox Rivers and Ashwaubenon Creek.

Cultural Resources Recommendations

- Continue to identify historic sites and buildings that are worthy of protection for future generations.
- Utilize Historic Preservation Funds to conduct a ranking of historically significant structures that should be protected.
- Combine Historic Preservation Funds and cooperation with the De Pere Area Chamber of Commerce and De Pere Historical Society to create a brochure highlighting a historic walking or bicycling tour of downtown De Pere.
- Include a historic and/or archeological exhibition at the Kress Family Branch of the Brown County Library or White Pillars to display De Pere's past.
- Periodically review and revise the City's Historic Preservation Ordinance to ensure its continued viability.
- Work with the DNR and the Neville Public Museum to identify and preserve archeological sites and artifacts.
- Promote the City's uniqueness through educational efforts focused on its citizens, businesses, and tourists. Topics that should be addressed include its special natural, cultural, and historical aspects.
- Focus the City's design and beautification efforts first upon its downtown and entrance corridors and then by similar efforts upon its neighborhoods and major natural resources. Specific actions should include:
- Implementation of the recommendations of the Downtown De Pere Master Plan.
 - Street tree requirements.
 - Establishment of small neighborhood parks, areas of greenspace, plazas, etc.
 - Increase the involvement of the De Pere Area Chamber of Commerce and other civic and nonprofit organizations in the planning and designing of the City.
 - Establishment of parkways, walkways, trails, etc. along major natural resource, recreation, or pedestrian corridors.
 - Promotion of alternative development methods, including conservation by design subdivisions, traditional neighborhood designs, and mixed use developments.

CHAPTER 8

Intergovernmental Cooperation

Cooperation between neighboring and overlapping units of government is one of the primary goals of the Wisconsin Smart Growth Law, and it is a very important aspect of the City of De Pere Comprehensive Plan. As De Pere develops and redevelops over the next 20 years, it is important for the City to work with the school districts, surrounding communities, Brown County, the state, and other units of government. Working cooperatively is especially important since many issues do not recognize municipal boundaries.

The purpose of the Intergovernmental Cooperation Chapter is to analyze the existing relationships the City has with other units of government and identify means of working cooperatively toward the goal and objectives identified in the Issues and Opportunities Chapter of the plan.

Analysis of Governmental Relationships

Unified School District of De Pere and the West De Pere School District

Unified School District of De Pere

In an effort to accommodate its rapidly increasing student population, the residents of the Unified School District of De Pere approved a referendum in 2000 that enabled the district to expand Dickinson Elementary School and De Pere High School and renovate the former middle school at the intersection of Broadway and Merrill Street. These expansions provided temporary relief to the district's capacity constraints and were an efficient use of existing property and facilities within De Pere, but the district will likely have to consider creating additional capacity in the near future as more people move to Ledgeview, Rockland, and other communities in the district.

Figure 8-1: Enrollment and Building Capacity Summaries for the Unified School District of De Pere: 2009-2010

Building	Grade	Enrollment	Capacity
Altmayer Elementary	K-4	419	600
Dickinson Elementary	K-4	481	600
Heritage Elementary	K-4	444	650
Foxview Intermediate	5-6	605	600
De Pere Middle School	7-8	577	650
De Pere High School	9-12	1,215	1,400
District Total		3,741	4,500

Source: Unified School District of De Pere September Third Friday Report, 2009.

Following adoption of the 2004 City of De Pere Comprehensive Plan, the Unified School District of De Pere constructed the Susie C. Altmayer Elementary School on the far

southeast part of the City at the intersection of Ryan Road and Diversity Drive to address long-term elementary school enrollment capacity issues at the existing elementary schools and planned residential growth in this area of the district. In addition to the land upon which Altmayer Elementary School sits, the school district owns approximately 20 acres of buildable land immediately south of Diversity Drive for future school district needs. Considering the planned growth identified in Chapter 2, it is critical the City of De Pere and De Pere School District meet on a regular basis to discuss opportunities for cooperation as well as any potential needs as growth occurs.

Another issue that could affect the De Pere district and residents of the City over the next several years is the sharing of outdoor recreational facilities. The school district currently allows youth baseball, softball, and soccer leagues to use the fields behind Dickinson and Heritage Elementary Schools, but league organizers have asked to use additional school property because participation in these leagues is growing rapidly.

Recommendations

De Pere should encourage the Unified School District of De Pere to continue allowing residents to use the district's indoor and outdoor recreational facilities, and the City should make sure it continues to allow the school district to hold district events at city parks and other community-owned facilities. The City should also encourage the school district to continue its practice of placing schools in areas that can be easily and safely reached by young pedestrians and bicyclists and to include De Pere representatives in discussions about future school sites. This cooperative effort should occur even if the sites are not within the city limits because new schools will likely affect the placement of students who live in De Pere. Additionally, the City of De Pere should encourage both school districts to continue to identify ways to increase efficiencies through shared facilities, resources, and staff.

West De Pere School District

In 1999, the West De Pere School District proposed the construction of an elementary school, a high school, and a park on the site where the City's park/sports complex will soon be developed. This proposal was narrowly defeated in a referendum, and the district residents instead approved a measure in 2000 that allowed the expansion of the existing high school to accommodate the growing student population.

Figure 8-2: Enrollment and Building Capacity Summaries for the West De Pere School District: 2009-2010

Building	Grade	Enrollment	Capacity
Hemlock Creek Elementary	K-5	700	720
Westwood Elementary	K-5	668	805
West De Pere Middle School	6-8	531	700
West De Pere Charter School	7-12	24	60
West De Pere High School	9-12	796	950
District Total		2,719	3,235

Source: West De Pere School District September Third Friday Report, 2009.

Since the 2003 Comprehensive Plan, the West De Pere School District constructed Hemlock Creek Elementary School in the Town of Lawrence near the intersection of Williams Grant Drive and Potter Drive. Hemlock Creek was built to accommodate additional residential growth in this area of the school district and relieve potential crowding at Westwood Elementary.

Recommendations

The City of De Pere should encourage the West De Pere School District to continue allowing residents to use the district's indoor and outdoor recreational facilities, and the City should make sure it continues to allow the school district to hold district events at city parks and other community-owned facilities. The City should also encourage the school district to ensure schools outside of De Pere can be easily and safely reached by young pedestrians and bicyclists by including sidewalks or multi-use trails in surrounding developments.

Additionally, the City of De Pere should encourage both school districts to continue to identify ways to increase efficiencies through shared facilities, resources, staff, and administrative processes.

School District Consolidation

The primary school-related issue raised during the comprehensive plan's public outreach activities was the need to consider consolidating the two school districts. This issue was last studied in 1986 by a consultant who was hired by the Wisconsin Department of Public Instruction (DPI)⁷, and the consultant concluded that district consolidation is not a panacea and that many financial and non-financial issues must be thoroughly studied before the districts consider merging. This conclusion led the consultant to recommend that a second study be completed that examines the maximum financial advantages, educational opportunities, and other impacts on the residents of both school districts before a merger is pursued. In spite of this recommendation, a second study was not completed.

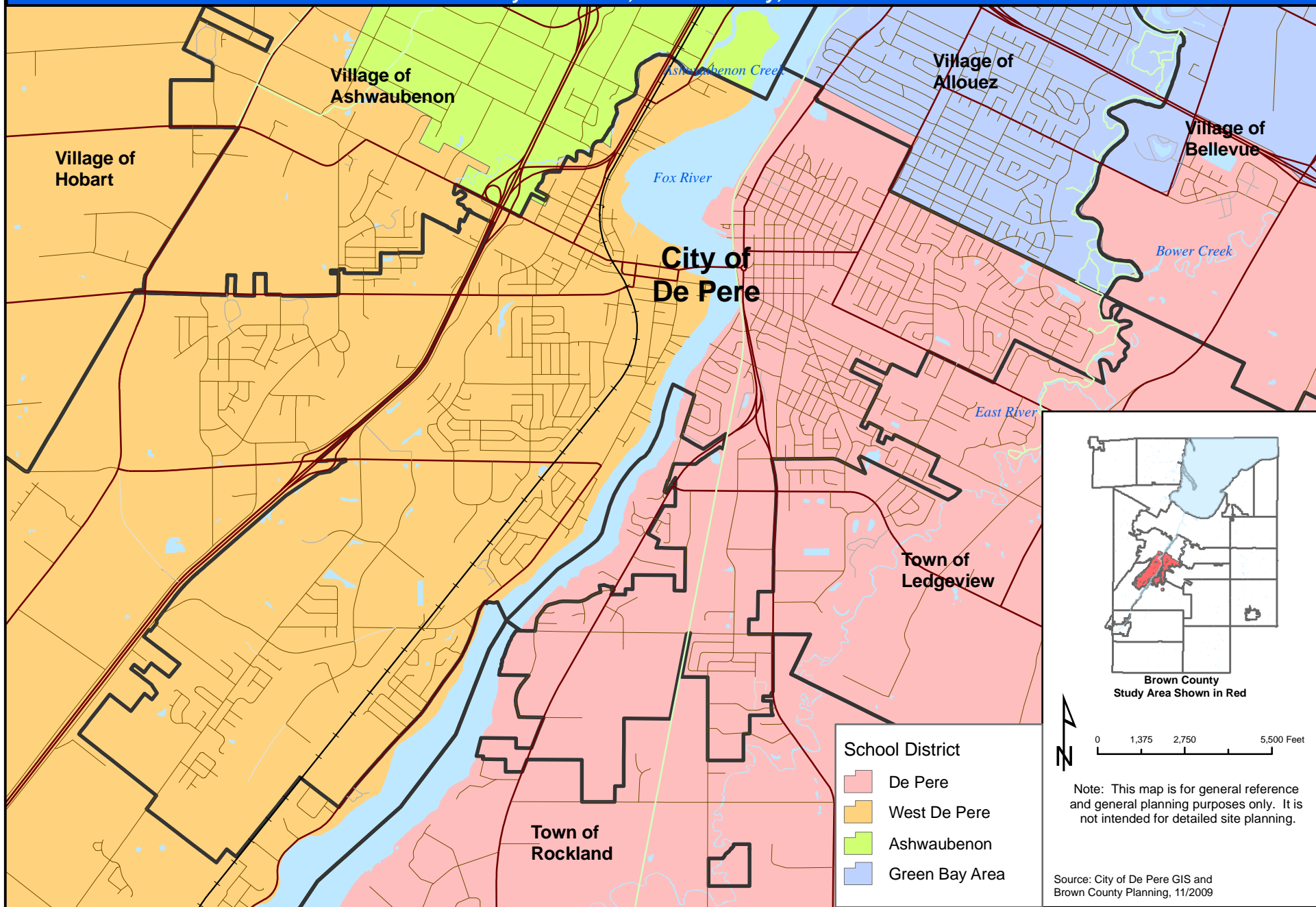
According to representatives of the Wisconsin DPI, school districts that consolidate in Wisconsin often have relatively small student populations, minimal financial and other resources, and limited curricula, and mergers are seen as the best method of providing adequate educational opportunities for students. But the De Pere and West De Pere districts each offer a wide variety of courses and extracurricular activities. The districts currently share an English as a Second Language (ESL) instructor, and they might share athletic facilities in the future. Although it is possible that consolidating the two districts could reduce certain costs, it is also possible that other costs could increase following a merger. Basically, it appears that both districts are viable entities that should not be consolidated merely because their situation is unusual. Figure 8-3 depicts De Pere area school districts.

⁷ Impact Study: Consolidation of the East and West De Pere School Districts was published on June 12, 1986, by the Wisconsin Department of Public Instruction.



Figure 8-3 De Pere and West De Pere School Districts

City of De Pere, Brown County, WI



Recommendation

Although the general perception of many De Pere residents appears to be that consolidation would be beneficial, this issue is very complex, and based upon the research presented, may not be particularly applicable to the Unified School District of De Pere and West De Pere School Districts. However, the City should encourage the school districts to continue their practice of sharing instructors and other resources to maintain their strong programs and minimize costs.

Private and Parochial Schools in De Pere

De Pere contains several private and parochial schools that serve students from throughout the area. Specifically, the International School provides private educational opportunities, while Creekside Christian Montessori School, Our Lady of Lourdes Catholic School, and Notre Dame Middle School provide parochial education. Notre Dame Middle School also serves as a polling place, but very few other public events are currently held at either the private or parochial schools unless a participant is affiliated with the schools or churches. Although these facilities are private, they might be willing to open their doors and grounds to the public for recreational programs, meetings, or other purposes in the future, and the City should support these outreach efforts.

Adjacent Communities

Village of Allouez

The Village of Allouez representatives who were interviewed for this plan chapter indicated that the City and Village have a very good working relationship and that problems do not exist between the two communities. In fact, the relationship is so solid that De Pere and Allouez often share garbage trucks and other equipment. The most significant issue between the two communities appears to be Lebrun Street, which currently contains a gap in the eastern portion of the street segment. The Allouez representatives told Planning Department staff that Lebrun Street should be extended in the near future to create a connection between the two existing street sections.

Another issue that has been discussed for several years is the addition of bicycle lanes along Libal Street in De Pere and Allouez. The lanes were originally recommended in the *Brown County Bicycle and Pedestrian Plan Update* that was published by the Brown County Planning Commission in 1998, but the Allouez Village Board chose to not add bicycle lanes to the street following a public hearing that was attended by approximately 30 Libal Street residents. This action prompted De Pere to abandon its plans to stripe Libal Street between Chicago Street (CTH G) and the Allouez boundary until the Village finished its part of the project.

An example of cooperation between De Pere and Allouez is the recent extension of the East River Trail. In 1999 and 2000, representatives of the City and Village worked with Brown County Planning Commission staff and a representative of the Town of Ledgeview to develop an extension plan for the East River Trail in Allouez, De Pere, and Ledgeview. In 2002, De Pere and Allouez were able to obtain grant funds to extend the

trail through De Pere to the Ledgeview border, and the trail's base was installed at the end of the year. The trail extension was paved in the spring of 2003.



Lebrun Street



East River and the East River Trail

As of 2009, the City of De Pere and Village of Allouez continue to cooperate on an informal basis with primary communication occurring on a department to department basis for individual projects.

Town of Ledgeview

De Pere and Ledgeview have worked well together for several years, and the 14 intergovernmental agreements that currently exist between the two communities are evidence of this cooperation. The two communities also meet monthly to discuss issues of mutual interest and have worked together on trail, water, and other projects along and near the City's eastern boundary. As the communities develop over the next 20 years, it is important that they continue to meet regularly to discuss issues that affect them and to revise (if necessary) and renew the intergovernmental agreements when they approach their expiration dates.

One of the services that is not currently provided to Ledgeview by the City is police protection. However, Ledgeview's desire to incorporate recently prompted Town officials to ask the City to submit a proposal for the provision of police services, and the City is considering this request. If an arrangement can be developed that enables De Pere to be adequately compensated for providing police services to the Town following incorporation, the City should consider providing these services. Even if the Town's incorporation attempt is not successful, the City should consider developing a compensated arrangement that will enable it to provide services to the urbanizing portion of the Town (primarily west of CTH GV and the area surrounding the potential school site near Bower Creek Road).

Another issue that De Pere and Ledgeview should address in the near future is recreational facilities. Ledgeview is in the process of building a large park south of Dickinson Road (CTH G) on the west side of the East River, and the City and Town are discussing an arrangement that will enable De Pere recreation leagues to use the park's facilities in exchange for waiving non-resident fees for Ledgeview residents who participate in City recreation programs. This arrangement could be beneficial to both communities and should be thoroughly investigated.

A third issue that De Pere representatives should discuss with Ledgeview during the planning period is having the Town provide supplementary fire protection services to the southeast portion of the City. Ledgeview's fire station at the intersection of Swan Road and Heritage Road (CTH X) is very close to the City's industrial park and the residential development that will soon occur south of Rockland Road, and this station could respond very quickly to fires in this area.

In addition, if the Town and City decide to formalize the intergovernmental agreements into a comprehensive boundary agreement, the Town "island" located entirely within the De Pere city limits should become a part of the City of De Pere. The current situation provides for generally inefficient provision of public service and utilities and should be rectified through a negotiated boundary agreement.

As of 2009, the City of De Pere and Town of Ledgeview continue to hold intergovernmental meetings on an as needed basis to discuss particular projects or services.

Town of Rockland

De Pere and the Town of Rockland have worked together in the recent past to identify the location of a southern bridge and connecting arterial street, and the two communities have met to discuss the framework of a boundary agreement. To date, no agreement has been reached however the two communities should continue to meet to ensure an open line of communication should an opportunity or desire to restart boundary agreement negotiations present itself. A comprehensive boundary agreement that meets the City of De Pere's needs to house a growing population and expand its tax base while meeting Rockland's goal of maintaining its rural atmosphere should be the basis for discussion if/when they restart.

Town of Lawrence

The Town of Lawrence Comprehensive Development Plan's recommendations for the land adjacent to the southwest portion of De Pere are very similar to what is currently planned for this part of the City, and these recommendations are consistent with Lawrence's long-term goal of creating a seamless transition between the Town and City. The Lawrence plan recommends a large area of single-family residential development west and immediately east of Lawrence Drive and industrial development between the residential area and rail line. These land uses appear to be consistent with what is currently planned for the southwest portion of De Pere, but the intensity of Lawrence's industrial uses is unknown. Lawrence's comprehensive plan also does not show American Boulevard extending south into the Town to serve the planned industrial development.

De Pere, Lawrence, and the Brown County Planning Commission have been discussing boundary and sewer service issues for the last several years, and the City and Town established a boundary agreement at the beginning of 2004. Now that this agreement is in place, the City should discuss extending American Boulevard into Lawrence as this part of the Town develops to improve regional connectivity and to encourage the Town to improve its section of Lawrence Drive in a manner consistent with the design of De

Pere's section of the street. The City and Town should discuss the possibility of cooperatively developing the large park/sports complex in the southwest portion of the City, should work with the West De Pere School District to identify school sites as the number of residents in this part of the district grows, and should agree to meet every month to coordinate services and discuss issues of mutual concern (such as development near the planned US 41/Southbridge Drive interchange).

As of 2009, the City of De Pere and Town of Lawrence continue to hold intergovernmental meetings on an as needed basis to discuss particular projects or services. Coordination between the two communities will be particularly important during the USH 41 expansion to ensure adequate coverage and response time for emergency services.

Village of Ashwaubenon

In addition to the potable water discussions that De Pere and Ashwaubenon have been involved in over the last several years, the two communities recently began discussing the possibility of pooling their public safety resources to enhance coverage and efficiency. The City and Village also intend to address transportation issues in the future, such as access to Ashland Avenue near Ashwaubenon Creek.

In 2004, Ashwaubenon constructed bicycle lanes along Broadway that will connect to the existing Fort Howard Drive lanes. The completion of this project will provide bicyclists with an uninterrupted route between Main Avenue in De Pere and the south end of Green Bay, and bikers will be able to reach the west side of Green Bay's downtown after South Broadway is reconstructed with bicycle lanes in the near future. These on-street bicycle lanes will complement the Fox River Trail by providing a north/south bicycle corridor along the west side of the river.

In addition to the bicycle lanes, Ashwaubenon plans to construct a multi-use trail along the Fox River that will extend to the De Pere boundary. The City and Village should work together to ensure that the Ashwaubenon trail will connect to the trail that is planned to extend from the City's northern boundary to the land behind International Paper in the downtown.

As of 2009, the City of De Pere and Village of Ashwaubenon continue to cooperate on an informal basis with primary communication occurring on a department to department basis for individual projects, such as the reconstruction of the Ashland Avenue / Glory Road / Eighth Street intersection.

Other Entities

Åmål, Sweden

As discussed in the Issues and Opportunities Chapter, Åmål was designated as a sister city to the City of De Pere on November 8, 2007. Having a sister city partnership with a community such as Åmål provides a model for the City to emulate in terms of sustainable community development while also enhancing economic development

opportunities and cultural interaction. The City of De Pere should continue to build its mutually beneficial relationship with Åmål in order for both communities to learn from each other.

St. Norbert College

Representatives of St. Norbert College currently meet with De Pere staff every two months to discuss issues of mutual concern, and City staff also attends the monthly meetings of the Fourth Street Neighborhood Association to address issues raised by association members. In addition to these meetings, St. Norbert College sponsors several community outreach events, hosts cultural and sporting events that are open to the public, allows residents and others to use its library and some athletic facilities at no cost, and offers access to other college events and facilities for a fee. In the future, the City should continue to meet with representatives of the college and encourage residents to attend school-sponsored events. The City should also encourage the college to continue allowing the City's residents to use the school's facilities and the community's youth sports leagues to use its indoor and outdoor recreation facilities.

As of 2009, the City of De Pere and St. Norbert College continue to meet once every two months and the college continues to meet with the Fourth Street Neighborhood Association.

Green Bay MPO

The Green Bay Metropolitan Planning Organization (MPO) is a federally-designated transportation planning agency for the Green Bay urbanized area. Green Bay's MPO is a component of the Brown County Planning Commission, and the MPO was extensively involved in the development of the City's comprehensive plan. The MPO also works with the City each year to develop the urbanized area's Transportation Improvement Program (TIP). The Green Bay MPO is currently developing a bike and pedestrian plan for the City of De Pere as part of the comprehensive plan update.

Central Brown County Water Authority (CBCWA)

Over the last 27 years, De Pere and other Brown County communities have worked with consultants to determine the best method of satisfying the need for a reliable drinking (potable) water source, free from radium contamination. Between 1998 and 2004, the Central Brown County Water Authority (which in 1998 was the Central Brown County Water Commission) held several meetings with the City of Green Bay to determine if the authority should build its own pipeline to Lake Michigan or purchase water from the City. The authority also contacted the City of Manitowoc in 2003 to assess the potential for purchasing water from this community in the future. Subsequently, a water purchase agreement between the authority and Manitowoc was signed in 2005 and water began to flow to the City of De Pere in 2007. As a reliable source of potable water is crucial to any community, De Pere should continue to support and participate in the Central Brown County Water Authority.

Green Bay Metropolitan Sewerage District (GBMSD)

The Green Bay Metropolitan Sewerage District provides wastewater treatment for the City of De Pere and many other Brown County communities. For many years the De Pere Wastewater Treatment Facility treated waste from the City of De Pere, parts of the Villages of Ashwaubenon, Bellevue, and Hobart, and parts of the Town of Lawrence under contract with the Green Bay Metropolitan Sewerage District (GBMSD). Following detailed negotiations, the City of De Pere sold its wastewater treatment facilities to GBMSD effective January 1, 2008. De Pere should continue to cooperate with GBMSD regarding wastewater treatment and facility improvements and inform GBMSD of any major developments as soon as possible.

Bay-Lake Regional Planning Commission

The Bay-Lake Regional Planning Commission has served De Pere for several years by completing pavement evaluation studies for the City, offering Geographic Information System (GIS) assistance, and enabling De Pere to be eligible for federal Economic Development Administration (EDA) grants by including the City in the Comprehensive Economic Development Strategy (CEDS) for the Bay-Lake region. In the future, De Pere should continue to cooperate with the Bay-Lake RPC on these and other projects within the community.

Brown County

The two County departments that currently have the most significant presence in the City are the Brown County Highway Department and Brown County Facility and Park Management Department.

Highway Department

The plan's Transportation Chapter recommends that the City continue to use roundabouts and other traffic calming techniques to maximize safety, efficiency, and accessibility for all De Pere residents. Since the Brown County Highway Department has jurisdiction over many of the major streets and intersections in the City, it will be very important to continue to cooperate with the department over the next 20 years to study and implement the street and intersection improvements recommended in the comprehensive plan. The City should also work with the Highway Department and Brown County Planning Commission to continue to develop the environmental impact statement (EIS) for the southern bridge to determine the proper location to cross the river and ensure appropriate street approaches (as discussed in the Transportation Chapter).

Facility and Park Management Department

The Brown County Facility and Park Management Department manages the Brown County Fairgrounds, located at the far northern part of the City on the Fox River. The fairgrounds are utilized a number of weekends out of the year for various festivals and gatherings in addition to providing urban camping when the midway area is not being utilized. The current fairgrounds master plan was completed in March 2000, is severely outdated, and needs to be revised. Considering the fairgrounds' prominent place along

the river at the City's northern entryway, the City of De Pere needs to ensure it participates in any future update to the fairgrounds master plan.

State of Wisconsin

Wisconsin Department of Transportation (WisDOT)

The WisDOT project which will have the most impact upon De Pere through the planning period is the expansion of USH 41 and conversion to interstate status. Preliminary work regarding design, real estate acquisition, and relocation of utilities has already begun. Construction of the USH 41 segment from Orange Lane to Glory Road is expected to begin in 2010 and continue through 2015. De Pere will need to coordinate the design of the access points to USH 41 at Main/Ashland and Scheuring Road to ensure improved vehicle, pedestrian, and bicycle access.

WisDOT is currently soliciting public input into community sensitive design aspects of the project including design of the bridges, abutments, overpasses, and sound barriers. The USH 41 corridor is oftentimes a visitor's first impression of the area and City of De Pere. Therefore, design of the corridor is critical to providing a positive first impression of the community. De Pere should actively participate in encouraging quality design of this major public investment.

WisDOT is also planning for the installation of a roundabout at the intersection of Ashland Avenue and Eight Street in 2010 to correct design deficiencies associated with the current intersection. De Pere should continue to stay in contact with WisDOT to coordinate any utility reconstruction, detour routes and other redevelopment activities in the area.

Wisconsin Department of Natural Resources

The Wisconsin DNR has awarded several grants to De Pere in the past to purchase land for parks and to construct trails, and the right-of-way for the Fox River Trail was purchased by the DNR in 1998. In the future, the City should attempt to acquire additional grant funds through the DNR to improve recreational opportunities along the east side of the Fox River between the existing lock (north of the bridge) and James Street and elsewhere in the community. One area of particular interest to the City is providing pedestrian access to Government Island and increased recreational fishing opportunities.

The City should also work with the DNR and the adjacent communities that are impacted by the East River to improve the river's water quality and increase recreational opportunities on and along the river.

Summary of Recommendations

Unified School District of De Pere

De Pere should encourage the Unified School District of De Pere to continue allowing residents to use the district's indoor and outdoor recreational facilities, and the City should make sure it continues to allow the school district to hold district events at City

parks and other community-owned facilities. The City should also encourage the school district to continue its practice of placing schools in areas that can be easily and safely reached by young pedestrians and bicyclists and to include De Pere representatives in discussions about future school sites. This cooperative effort should occur even if the sites are not within the city limits because new schools will likely affect the placement of students who live in De Pere.

The City of De Pere and Unified School District of De Pere will need to closely coordinate in order to meet the potential increase in students from the City's anticipated growth areas. It is critical the administrators from the City and School District meet on a quarterly basis to discuss growth issues to ensure a coordinated, cost-effective response.

West De Pere School District

In the event of a future need for school expansion, the West De Pere School District should consider a site within or near the southwest portion of the City to enable children to walk and bike to school as this part of the community grows over the next several years. A school in this area would also provide another formal meeting place that would enhance the neighborhood's cultural value. In addition to addressing these issues, the school district should work with other district municipalities to ensure development near its schools occurs in a manner that is conducive for students to walk or bicycle to school. Furthermore, both school districts should continue to search for added efficiencies in cooperative sharing of resources, facilities, staffing, and administrative processes.

School District Consolidation

Although the general perception of many De Pere residents appears to be that consolidation would be beneficial, this issue is very complex and should be studied thoroughly before the school districts pursue consolidation. Based upon research done as part of the 2003 comprehensive plan, without further study it does not appear as if consolidation would be applicable in this situation. However, the City should encourage the districts to continue their practice of sharing instructors and other resources to maintain their strong programs and minimize costs.

Private Schools in De Pere

Although these facilities are private, they might be willing to open their doors and grounds to the public for recreational programs, meetings, or other purposes in the future, and the City should support these outreach efforts.

Village of Allouez

De Pere should continue to share equipment with Allouez and work with the Village on recreational and other projects over the next 20 years. Some of the specific projects that the two communities should pursue in the future include the completion of Lebrun Street, the addition of bicycle lanes on Libal Street, and the development of a multi-community recreational facility near Lebrun Street and the East River.

Town of Ledgeview

As De Pere and Ledgeview develop over the next 20 years, it is important that they continue to meet regularly to discuss issues that affect them and to revise (if necessary) and renew their intergovernmental agreements when they approach their expiration dates. Furthermore, the two communities should consider formalizing their multiple intergovernmental agreements into one comprehensive agreement that also addresses permanent boundaries, including the future of the “island” of Ledgeview fully within the City of De Pere. In the interest of the efficient provision of public services and utilities, this area should become part of the City of De Pere as part of any comprehensive agreement.

De Pere should also consider providing police services to Ledgeview in the future if the City is adequately compensated for the services. In addition the two communities should strongly consider an arrangement that will enable De Pere recreation leagues to use Ledgeview’s new park near the East River in exchange for waiving non-resident fees for Town residents who participate in City recreation programs. The two communities should also discuss having Ledgeview provide supplementary fire protection services to the southeast portion of the City.

Town of Rockland

The City and Town should agree to meet at least once every three months to coordinate services and discuss issues of mutual concern such as road repair, snowplowing, and other issues which could benefit from ongoing discussions, such as a formal boundary agreement. Furthermore, both communities need to continue to be involved in the southern bridge environmental impact statement process to ensure proper placement of the bridge, approach roads, and future land uses.

Town of Lawrence

Now that a boundary agreement is in place, the City should discuss extending American Boulevard into Lawrence as this part of the Town develops to improve regional connectivity and encourage the Town to improve its section of Lawrence Drive in a manner consistent with the design of De Pere’s section of the street. The City and Town should also discuss the possibility of cooperatively developing the large park/sports complex in the southwest portion of the City, work with the West De Pere School District to identify school sites as the number of residents in this part of the district grows, and agree to meet every month to coordinate services and discuss issues of mutual concern (such as development near the planned US 41/Southbridge Drive interchange).

The City of De Pere and Town of Lawrence will need to closely coordinate efforts during the USH 41 expansion to ensure adequate public safety response times.

Village of Ashwaubenon

De Pere and Ashwaubenon should address public safety, transportation, and other issues of mutual concern over the 20-year planning period. The City and Village should also work together to ensure that the Ashwaubenon trail will connect to the trail that is

planned to extend from the City's northern boundary to the land behind International Paper in the downtown.

The Ashland Avenue / Eighth Street / Glory Road intersection will require close coordination among the City, Village and WisDOT in terms of detour routes and coordination of emergency response services.

Åmål, Sweden

The City of De Pere and Åmål, Sweden should continue their mutually beneficial sister city relationship in order to continue to build cultural, economic, and environmental linkages between the two communities.

St. Norbert College

The City should continue to meet with representatives of the college and encourage residents to attend school-sponsored events. The City should also encourage the college to continue allowing the City's residents to use the school's facilities and the community's youth sports leagues to use its indoor and outdoor recreation facilities.

Green Bay MPO

De Pere should continue to work with the Green Bay MPO to plan and develop a comprehensive multi-modal transportation system for the City and region.

Central Brown County Water Authority

The City should continue to contract with the Central Brown County Water Authority as its source of potable water.

Green Bay Metropolitan Sewerage District (MET)

De Pere should continue to cooperate with GBMSD regarding wastewater treatment and facility improvements and inform GBMSD of any major developments as soon as possible.

Bay-Lake Regional Planning Commission

De Pere should continue to cooperate with the Bay-Lake Regional Planning Commission as a technical resource on various projects within the community.

Brown County

De Pere should cooperate with the Brown County Highway Department over the next 20 years to study and implement the street and intersection improvements recommended in the comprehensive plan. The City should also work with the Highway Department and Brown County Planning Commission to identify, plan, and implement projects that fit within the context of their surrounding areas, including the southern bridge

environmental impact statement (EIS). In addition, the City should be involved in any update of the Brown County Park Department's Fairgrounds Master Plan.

State of Wisconsin

Wisconsin Department of Transportation

The City of De Pere will need to remain in close contact with the Wisconsin Department of Transportation over the next number of years due to the USH 41 expansion and Ashland Avenue / Eighth Street reconstruction.

Wisconsin Department of Natural Resources

The City should attempt to acquire additional grant funds through the DNR to improve recreational opportunities along the east side of the Fox River between the existing lock (north of the bridge) and James Street and elsewhere in the community. The City should also work with the DNR and the adjacent communities that are impacted by the East River to improve the river's water quality and increase recreational opportunities on and along the river. Of particular importance to the City is pedestrian access to Government Island and the potential for increased recreational fishing activities

General Recommendations

De Pere should cooperate with Brown County, Advance, and the Bay-Lake Regional Planning Commission to develop coordinated strategies to enhance the economic vitality of the City, Brown County, and the region as a whole.

De Pere should work with the surrounding communities to develop an interconnected series of greenways and trails.

De Pere should work with the surrounding communities, Brown County, and WisDOT to coordinate the development of a consistent and cohesive bicycle, pedestrian, transit, and street/highway system that enables all City residents to travel throughout the region easily and safely.

CHAPTER 9

Implementation

The completion of this comprehensive plan update should be celebrated as a significant milestone in providing guidance for the future development of the City of De Pere. However, the key to the success of a comprehensive plan is its implementation. There are several land use regulatory tools, as well as administrative mechanisms and techniques that can be utilized as implementation tools for the plan. While the Implementation Chapter does not include all of the recommendations of the comprehensive plan, it does summarize the various implementation tools and related action steps toward its implementation the City of De Pere has at its disposal. The following matrices identify the primary action steps for the City to take in order to implement this comprehensive plan with a high, medium, or low priority identified for each action step. It should be noted that even though an action step may be identified as “medium” or “low”, the fact it is identified as an action step at all indicates it is still a very important component in implementing this comprehensive plan, however, there may not be a pressing need to address the issue immediately.

As noted previously, adoption of a comprehensive plan is a significant milestone. However, Wisconsin Statute 66.1001 requires that ordinances used to implement the plan, including zoning, land division, official map, and shoreland zoning are consistent with the direction in the comprehensive plan. Therefore, following adoption these ordinances should be reviewed and updated as necessary to ensure consistency between the plan and the ordinances to implement it.

Sustainability Initiatives

Priority	Action Step	Responsible Party/Dept.	Other Partners/ Resources	Timeframe
High	Modify the zoning ordinance’s residential zoning and commercial districts to reflect sustainability concepts in the comprehensive plan, including small-scale alternative energy production, increased development densities near transit stops, and LEED for neighborhood development.	City Planning Director, Plan Commission, Zoning Administrator	City Council, Board of Appeals, SEEDS, Wisconsin Focus on Energy	2010-2011
Medium	Support efforts to preserve De Pere’s historic homes and businesses through the City’s historic preservation	De Pere Historic Preservation Commission,	De Pere Historical Society	2010

	ordinance.	City Council		
Medium	Implement a pilot alternative stormwater retention/detention technique, such as a rain garden in a street terrace.	City Engineer, Department of Public Works	NEWSC, WDNR	2011
Medium	Develop a map of De Pere's green infrastructure to focus implementation projects	SEEDS, Department of Public Works	City Planning Director, De Pere Citizens	2010
Low	Encourage small-scale urban garden production.	SEEDS	UW-Extension	2010
Low	Continue sister-city relationship with Åmål, Sweden	City Council, De Pere Sister Cities Committee	De Pere Citizens	Ongoing

Downtown Redevelopment

As discussed throughout the comprehensive plan, one of the top priorities for De Pere is to continue to improve the “heart and soul” of the City in both the east and west side downtowns. The downtown master plan, as developed by RDg provides a valuable tool in helping to visualize potential improvements and redevelopment opportunities, such as the east side vacant lot at the former bridge approach and streetscape design improvements. The key to continued vitality to any downtown, and in particular De Pere's is to ensure pedestrians feel comfortable strolling through downtown at a leisurely pace, while enjoying the natural setting of the Fox River, architecture of the historic buildings, and unique businesses.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
High	Implement the downtown master plan's pedestrian-friendly themes including enhanced streetscaping, lighting, bump outs, and colored crosswalks.	City Department of Public Works, City Engineer, City Planning Director	WisDOT and Brown County Planning	2010
High	Partner with the De Pere Area Chamber of Commerce to promote downtown activities.	De Pere Area Chamber of Commerce, City Council	Media Outlets	Ongoing
Medium	Continue to enforce building codes throughout the downtown to ensure older buildings are visually appealing and safe.	Building Inspector, Building Owners	Fire Department	Ongoing

Zoning Ordinance

Zoning is the most common regulatory device used by municipalities to implement plan recommendations. The major components of zoning include a written zoning ordinance and a zoning district map. The zoning ordinance includes specific language for the administration of the regulations. Included in the text are definitions, district use requirements, administrative procedures, sign and parking regulations, and other elements. The companion zoning district map defines the legal boundaries of each specified zoning district of the zoning ordinance.

It is important to note that the Future Land Use Map (Figure 2-6) does not take the place of the City's official zoning map. Instead, the Future Land Use Map is to be utilized as a reference when reviewing proposed rezoning applications to ensure consistency between rezoning actions and the comprehensive plan. In addition to the Future Land Use Map, the Planning Commission and City Council should utilize the plan's goals, objectives, and recommendations to formulate a sound basis for zoning decisions. Identifying the rationale for the decision based on the comprehensive plan provides for much more defensible position, should the decision be challenged. The City of De Pere Zoning Ordinance is found in Chapter 14 of the De Pere Municipal Code.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
High	When the City considers future rezoning, conditional use, or variance requests, it is important that the various comprehensive plan goals, objectives, and recommendations are considered and used as a guide in the rezoning determination process. Whenever a decision is reached either approving or disapproving rezoning requests, the specific goals, objectives, policies, or other comprehensive plan concepts that the decisions are based upon should be noted as part of the record.	City Planning Director, Plan Commission and City Council	Zoning Administrator, Board of Appeals	Ongoing
Medium	Develop a new traditional neighborhood development zoning district.	City Planning Director, Plan Commission and City Council	Brown County Planning	2010-2011
Medium	Review the zoning ordinance for consistency with the comprehensive plan.	City Planning Director, Zoning Administrator	Plan Commission	2011

Land Division Ordinance

Land division regulations govern the process by which lots are created out of larger tracts of land. These regulations seek to ensure that the land divisions appropriately relate to the geography of the site and existing and future public facilities. New land divisions must also be consistent with the community vision as outlined by the comprehensive plan. The City of De Pere Land Division Ordinance is found in Chapter 46 – Platting and Division of Land of the City of De Pere Municipal Code.

Priority	Action Step	Responsible Party/Dept.	Other Partners/ Resources	Timeframe
High	The City should review the comprehensive plan components and recommendations and use them as a guide in the review process when considering land divisions. Whenever a decision is reached either approving or disapproving land division requests, the specific goals, objectives, policies, or other comprehensive plan concepts that the decisions are based upon should be noted as part of the record.	Plan Commission and City Council	City Planning Director	2010
Medium	Review the land division ordinance to ensure that new development is consistent with the comprehensive plan. The subdivision ordinance should be revised to also contain design standards for traditional neighborhood developments, narrower street widths and connectivity standards, and other components of the comprehensive plan.	City Planning Director, Department of Public Works	Plan Commission, City Engineer	2011

Official Map

An Official Map is a regulatory tool utilized by a community to project and record future municipal improvements. It is commonly used to identify existing streets and planned improvements, but an Official Map can also be utilized to identify planned school sites, recreation areas, and municipal facilities. Once an area is identified on an Official Map, no building permit for a use other than the proposed use on the Official Map may be issued for that site unless the map is amended. The City of De Pere Official Map is authorized in Section 22-2 of the City of De Pere Municipal Code.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Low	Future amendments to the Official Map should be reviewed to determine if they are consistent with the recommendations of the comprehensive plan.	City Planning Director, Plan Commission, City Council	City Engineer	Ongoing

Capital Improvements Program

Another important device for comprehensive plan implementation is the development of a Capital Improvements Program (CIP). The program is designed to annually schedule public works projects within a specified period of time, which usually encompasses a period of five to ten years. A CIP that is consistent with the comprehensive plan will provide a monitoring tool to ensure that public works projects are located and scheduled with thorough consideration of each of the plan's chapter recommendations.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Based on the comprehensive plan's recommendations, the City should update and review the priorities and schedules for public works projects, such as road construction and maintenance, bicycle and pedestrian facilities, park development and acquisition, sewage system upgrades, and water supply improvements.	Public Works Department, City Engineer	City Administrator	2011

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Annual updates to the Capital Improvements Program should occur, and these updates should be in compliance with the recommendations of the comprehensive plan.	Public Works Department, City Engineer, City Administrator	City Council	Ongoing

Building and Housing Codes

A building code is a set of regulations that describes standards for the construction of new buildings or the remodeling of existing buildings and is located in Chapter 54 of the City of De Pere Municipal Code. A housing code defines standards for how a dwelling unit is to be used and maintained after it is built and is located in Chapter 94 of the City of De Pere Municipal Code. Both the building code and housing code are critically important tools to ensuring the residential housing stock of the City of De Pere continues to be attractive and safe for its residents.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Low	Perform a study to assess the current condition of the City's housing stock and determine the need and potential locations for housing rehabilitation projects.	Building Inspector	City Council	2012

Priority	Action Step	Responsible Party/Dept.	Other Partners/ Resources	Timeframe
Low	Continue to enforce the City's housing maintenance code to address situations where property values are being harmed through the willful neglect of nearby properties and investigate the development of a funding mechanism to help finance the repairs of neglected properties and encourage residents to perform the repairs.	Building Inspector	City Council	Ongoing
Low	Review the comprehensive plan to identify opportunities to use the enforcement of the building code as a mechanism to implement the goals and objectives of the comprehensive plan.	Building Inspector	Wisconsin Department of Commerce	2011
Low	Contact Green Bay-based Options for Independent Living to obtain information regarding visitability improvements to new homes and provide the information to builders and developers.	Building Inspector	City Administrator	2010

Outdoor Recreation Facilities

The comprehensive plan and City of De Pere Outdoor Recreation Plan identify new park sites and trail locations within the City of De Pere. These documents should be utilized as key resources when evaluating potential land purchases or park infrastructure development. In order to maintain eligibility for Wisconsin Department of Natural

Resources (WDNR) Stewardship funds to help fund park purchase or development, the outdoor recreation plan must be updated at least once every five years.

Priority	Action Step	Responsible Party/Dept.	Other Partners/ Resources	Timeframe
Medium	Utilize the De Pere Bicycle and Pedestrian Plan and implementation matrix on page 288 to site new facilities and develop programs	City Engineer, City Planning Director	School Districts, Brown County Health Department	2011
Medium	Update the City's comprehensive outdoor recreation plan a minimum of every five years to maintain eligibility for WDNR grant funds.	City Parks, Recreation, and Forestry Director, City Planning Director	WDNR, De Pere Board of Park Commissioners	2012
Low	Utilize the Future Land Use Plan map in concert with the Outdoor Recreation Plan to site future neighborhood parks throughout the City.	City Parks, Recreation, and Forestry Director, De Pere Board of Park Commissioners	Mayor, City Council	2010
Low	Work with the Village of Ashwaubenon to create a west side of the Fox River trail connection from Ashwaubomay Park to the Claude Allouez Bridge	City Parks, Recreation, and Forestry Director, De Pere Board of Park Commissioners	Mayor, City Council, Brown County Planning Commission	2012
Low	Investigate the feasibility of a park impact fee to fund new park acquisitions.	City Parks, Recreation, and Forestry Director, De Pere Board of Park Commissioners	City Administrator, City Clerk-Treasurer	2012

Erosion and Stormwater Control Ordinances

The City of De Pere has an adopted erosion and stormwater control ordinance to control the impact of development on runoff, groundwater recharge, and overall water quality in conformance with the City's municipal separate storm sewer system (MS4) permit. Regulations dealing with stormwater and erosion control are found in Chapters 27-29 and 42 of the City of De Pere Municipal Code.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Keep abreast of proposed changes to state and federal laws pertaining to stormwater management	City Engineer	Public Works	2010
Medium	Continue City of De Pere membership in NEWSC to meet the public educational component of the City's MS4 permit.	City Engineer	Public Works	Ongoing

Intergovernmental Cooperation

Intergovernmental cooperation is a hallmark of the comprehensive planning law. The planning process developed the base contacts for communication among the many different governmental agencies and bodies that have an interest in the future of De Pere. It is necessary for the City to continue to maintain those contacts and keep everyone apprised of information pertinent to each stakeholder.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
High	Inform WisDOT of the recommendations in the Downtown Design Master Plan for STH 32 and 57.	City Engineer	City Planning Director, Brown County Planning	2010
High	Continue to meet with surrounding communities to discuss issues or opportunities of common concern	Mayor, City Administrator	City Planning Director, City Council	2010

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Low	Meet annually with the De Pere and West De Pere School District superintendents to discuss future school needs and possible cooperative ventures in terms of combination school/park sites and programming opportunities.	City Administrator	City Parks, Recreation, and Forestry Director	Ongoing
Low	Participate in the Brown County Municipal Leaders committee through the Green Bay Area Chamber of Commerce to discuss any potential concerns or opportunities.	City Administrator	De Pere Area Chamber of Commerce	Ongoing
Low	Notify WisDOT of any large development activity along STH 32, STH 57 or USH 41.	City Planning Director	WisDOT	Ongoing
Low	Stay informed of current events at the county, region, and state levels that may impact the City.	City Administrator, Mayor, City Council	City Council, Brown County Planning, Bay-Lake RPC	Ongoing

Shoreland-Wetland and Floodplain Zoning

The City of De Pere maintains these ordinances in Chapters 15 and 16 of the De Pere Municipal Code. As an incorporated community, it is the City's responsibility to enforce shoreland-wetland standards in the parts of the City annexed since 1982. There are potentially significant changes on the horizon with regard to shoreland-wetlands zoning. Additionally, new floodplain maps were adopted in August of 2009 which were significantly different from earlier versions. As new development occurs and areas are annexed to the City, it is important that the regulations associated with floodplains, shorelands, and wetlands are known and enforced.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Keep informed of upcoming potential changes to the state shoreland regulations.	City Engineer, Zoning Administrator	Brown County Zoning, WDNR	2010
Medium	Review the FEMA maps for areas newly annexed into the City.	City Engineer, Zoning Administrator	Brown County Zoning	Ongoing

Comprehensive Plan

With adoption of this comprehensive plan update, the City will continue to meet the requirements of Section 66.1001 Wis. Stats. which requires all communities that have a zoning, land division, official map, or shoreland zoning regulations to have a comprehensive plan in place by January 1, 2010. The comprehensive plan is to be used as a reference when contemplating difficult decisions, as well as a vision of what De Pere can be. In order for the plan to continue to be useful, the plan should be amended and updated at a minimum in accordance with the following matrix.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Set aside one planning commission meeting per year to review the comprehensive plan.	Plan Commission	City Planning Director	2011
Low	Apply for grant funding to WDOA and rewrite the comprehensive plan at least once every ten years.	City Planning Director, Plan Commission	City Council, Brown County Planning Commission, WDOA	2017

Potential Funding Sources

Some of the recommendations in the plan may be implemented with the help of various sources of funds besides local property taxes. There are a number of grant programs administered by local, state, and federal agencies, including the Brown County Planning Commission, Wisconsin Department of Administration, Wisconsin Department of Commerce, Wisconsin Department of Natural Resources, and Wisconsin Department of Transportation. At the federal level, the Environmental Protection Agency, Department of Agriculture-Rural Development, and the (U.S.) Department of Commerce-Economic Development Agency all provide sources of funding.

Typically, the grant programs require a local match. However, the local match may include a combination of local tax dollars, in-kind services, and/or private donations. Each grant program has its own set of guidelines regarding eligible projects, as well as financing mechanisms, and should be reviewed before applying.

In addition to the following sampling of programs, the State of Wisconsin Department of Administration maintains the Wisconsin Catalog of Community Assistance (WCCA), which provides a comprehensive list of state aid programs. The WCCA can be found at <http://www.doa.state.wi.us/dhir/documents/wcca.pdf>. Identified on the following pages are a number of programs that may be particularly applicable to the City of De Pere. However, this is just a sample, and a comprehensive list can be found with the link to the Wisconsin Catalog of Community Assistance.

Brown County Planning Commission

The Brown County Planning Commission administers the Brown County Economic Development Revolving Loan Fund Program for businesses seeking reduced interest loans for a business start up or expansion that will result in job creation or retention opportunities in Brown County. Additional information regarding the revolving loan fund may be found at the Brown County Planning Commission website under the “economic development” link.

Wisconsin Department of Administration (WDOA)

The Wisconsin Department of Administration houses the Wisconsin Coastal Management Program (WCMP) which provides competitive grant opportunities for communities located within a county having shoreline along either Lake Michigan or Lake Superior. By virtue of Brown County being located on the Bay of Green Bay, De Pere is eligible to apply for funds through WCMP for planning or implementation projects that promote public access, education, or tourism within the Great Lakes. Applications are typically due in October on an annual basis.

Furthermore, the City of De Pere will again be eligible for a comprehensive planning grant from WDOA beginning in 2017. WDOA provides grants to communities to prepare comprehensive plans ten years from adoption of a previously grant-funded comprehensive plan.

Detailed information regarding other programs offered through the Wisconsin Department of Administration can be found at www.doa.state.wi.us or the Bay-Lake Regional Planning Commission at www.baylakerpc.org.

Wisconsin Department of Commerce

The Wisconsin Department of Commerce (Commerce) has a broad range of financial assistance programs to help communities undertake economic development. Commerce maintains a network of area development managers to offer customized services to each region of Wisconsin (Brown County is located in Region 3).

Commerce-administered programs include:

- **Brownfields Initiative** - Provides grants to individuals, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located, or cannot meet the cleanup costs.
- **Community-Based Economic Development Program (CBED)** - Designed to promote local business development in economically distressed areas. The program awards grants to community-based organizations for development and business assistance projects and to municipalities for economic development planning. The program helps the community or community-based organizations plan, build, and create business and technology-based incubators, and it can also capitalize an incubator tenant revolving loan program.
- **CDBG-Blight Elimination and Brownfield Redevelopment Program** - Can help small communities obtain money for environmental assessments and remediate brownfields.
- **CDBG-Emergency Grant Program** - Can help small communities repair or replace infrastructure that has suffered damages as a result of catastrophic events.
- **CDBG-Public Facilities (CDBG-PF)** - Helps eligible local governments upgrade community facilities, infrastructure, and utilities for the benefit of low-moderate income residents.
- **CDBG-Public Facilities for Economic Development (CDBG-PFED)** - Offers grants to communities to provide infrastructure for a particular economic development project.
- **CDBG-Economic Development (CDBG-ED)** - Provides grants to communities to loan to businesses for startup, retention, and expansion projects based on the number of jobs created or retained.
- **Community Development Zone Program** - A tax benefit initiative designed to encourage private investment and job creation in economically distressed areas. The program offers tax credits for creating new fulltime jobs, hiring disadvantaged workers, and undertaking environmental remediation. Tax credits can be taken only on income generated by business activity in the zone.

Additional information regarding the brownfields or CDBG programs can be found at <http://www.commerce.state.wi.us>. The Wisconsin Department of Commerce Area Development Manager (Region 3 in Brown County) or Bay-Lake Regional Planning Commission can also answer questions about these programs.

Wisconsin Department of Natural Resources

The Wisconsin Department of Natural Resources offers a number of grant programs that can be used to provide additional recreational opportunities to residents of the City of De Pere. The City should contact the Northeast Region Office of the WDNR to determine eligibility and availability if De Pere decides to pursue any of the following grant programs:

Stewardship – Aid for the Acquisition and Development of Local Parks (ADLP)

The ADLP program funds are available to acquire land, rights in land, and develop public outdoor recreation areas for nature-based outdoor recreation purposes. Funds are allocated on a DNR regional basis so applicants compete only against other applicants located in their region.

Stewardship – Urban Rivers

Funds are available to acquire land, rights in land, or develop shoreline enhancements on or adjacent to rivers that flow through urban or urbanizing areas in order to preserve or restore urban rivers or riverfronts for the purposes of economic revitalization and nature-based outdoor recreation activities. Funds are allocated statewide so applicants compete against other applicants statewide in the project selection process.

Stewardship – Urban Greenspace

Funds are available to acquire lands to provide natural space within or near urban areas, protect scenic or ecological features, and provide land for nature-based outdoor recreation, including noncommercial gardening. Funds are allocated statewide so applicants compete against other applicants statewide in the project selection process.

Acquisition of Development Rights

Funds are available to acquire development rights (easements) in areas where restrictions on residential, industrial, or commercial development would enhance nature-based outdoor recreation.

Land and Water Conservation Fund (LAWCON)

LAWCON is a federal program administered through the WDNR. However, projects funded under LAWCON are not restricted to nature-based outdoor recreation projects as the Stewardship program funds are. Eligible projects include:

- Land acquisition.
- Development of recreational facilities.
- See eligibility list on WDNR website for ADLP program eligible projects.

Recreational Trails Act (RTA)

Recreational Trails Act (RTA) is a federal program administered through the WDNR. RTA funds may only be used on trails that have been identified in or which further a specific goal of a local, county, or state trail plan included or referenced in a statewide comprehensive outdoor recreation plan required by the federal LAWCON program. Eligible projects in order of priority are maintenance and restoration of existing trails, development and rehabilitation of trailside and trailhead facilities and trail linkages, construction of new trails (with certain restrictions on federal lands), and acquisition of easements or property for trails.

Additional information regarding community assistance programs can be found at the following WDNR Bureau of Community Financial Assistance (CFA) website: <http://www.dnr.state.wi.us/org/caer/cfa/bureau/programs.html>.

Wisconsin Department of Transportation

In addition to the Local Road Aids Program, which the City already participates in, the Wisconsin Department of Transportation has additional programs to help fund transportation activities in De Pere.

- **Local Roads Improvement Program (LRIP)** – Assists local governments in improving seriously deteriorating county highways, town roads, and city streets. As a reimbursement program, LRIP pays up to 50 percent of total eligible costs, with local governments providing the balance.
- **Surface Transportation Program-Urban (STP-U)** – Allocates federal funds to complete a variety of improvements to urban highways eligible for federal aid (primarily county highways classified higher than urban minor collectors).
- **Flood Damage Aids** – Assist local governments with improving or replacing roads and roadway structures that have sustained major damage from flooding. The program helps defray the costs of repairing major flood damage to any public highway, street, alley, or bridge not located on the State Trunk Highway System.
- **Wisconsin Information System for Local Roads (WISLR)** – Ongoing effort that provides WisDOT and local governments convenient and secure access to comprehensive geographic information system data on Wisconsin's road network. Local units of government and counties are required to submit pavement ratings to WisDOT on a biennial basis.

Additional information regarding grant programs and other resources administered by the Wisconsin Department of Transportation can be found at the Programs for Local Governments web page: <http://www.dot.state.wi.us/localgov/index.htm>.

Comprehensive Plan Review and Update

Planning is not static. It is a continuous, ongoing process that is subject to change. It is also at the mercy of many forces over which a municipality has very little or no control (economic conditions, weather, birth rates, mortgage rates, etc.). Therefore, if the City of De Pere comprehensive plan is to remain a useful document, the plan should be reviewed on an annual basis to ensure that it reflects the conditions present at the time and any changes and developments that may have occurred over the last year.

Action Steps:

1. The public will be notified and provided an opportunity to comment on proposed amendments to the comprehensive plan. The City should consider neighborhood opinion, while keeping in mind the goals of the City as a whole in evaluating how a proposed amendment would meet the goals and objectives of the comprehensive

- plan. Options for soliciting public opinion could include direct mail survey forms, neighborhood meetings, and open house meetings.
2. Criteria should be adhered to when considering amendments to the comprehensive plan. Amendments should be approved only if they are determined to be in the public's best interest, and this determination should be based on a review of all applicable principles from the following:
 - a. How the proposal is more consistent with applicable policies of the comprehensive plan than the existing designation.
 - b. How the proposal is more consistent with each of the following objectives than the existing designation. Consistency is not required where the objective is clearly not applicable to the type of proposal involved.
 - Encourage the development of distinct neighborhoods served by commercial nodes and discourage urban sprawl and strip commercial development.
 - Promote sustainable development practices or lifestyles.
 - Provide uses that are functionally integrated with surrounding areas and neighborhoods in terms of local shopping, employment, recreational, or other opportunities.
 - Provide development that is compatible and integrated with surrounding uses in terms of scale, orientation, pedestrian enhancements, and landscaping.
 - Conserve or enhance significant natural and historical features that help maintain the City's unique character.
 - Provide adequate transportation, water, sewer, and other public services.
 - Provide significant economic development opportunities and broadening of the City's economy.
 - Provide for the formation and enhancement of neighborhoods.
 - Amendments should demonstrate that a substantial change in circumstances has occurred since the original designation.
 - c. Scope of Review. The review and evaluation of proposed comprehensive plan changes should consider both the likely and possible future use of the site and associated impacts.
 - d. Cumulative Impacts. The review of individual comprehensive plan amendments should consider the cumulative transportation, land supply, and environmental impacts of other plan amendments proposed within the same annual cycle.
 3. The City of De Pere Planning Director in concert with the De Pere Plan Commission should prepare a brief annual report. This report should summarize how the comprehensive plan was used to direct major spending, regulatory, and construction decisions, how development has or has not coincided with the recommendations of the plan, and how community circumstances have changed which have necessitated recommendations for appropriate comprehensive plan amendments by the City Council.

4. The City should consult annually with other governmental agencies and neighboring communities to obtain their input regarding how their community activities relate to the recommendations of the comprehensive plan.
5. The City should complete a formal review and update of the entire comprehensive plan at least once every five years. Updated information should include, at minimum, new statistical information, existing land use, population projections, five-year service increments, and a Future Land Use Map. Based on this review, revisions should be made to sections of the plan determined to be out of date and sections that are not serving their intended purpose.
6. At a minimum of once every ten years, the plan should be comprehensively rewritten using the formal process prescribed by the State Comprehensive Planning Law, including the maximum amount of public input, notification of neighboring/overlapping jurisdictions, 30-day review period, public hearing, and ordinance adoption.

CHAPTER 10

De Pere Bicycle and Pedestrian Plan

Introduction

The goal of De Pere's Bicycle and Pedestrian Plan is to develop a bicycling and walking culture in the city that enables people of all ages and physical abilities to safely and conveniently travel throughout the community. In its efforts to improve biking and walking conditions, the city has traditionally worked with Brown County, the Wisconsin Department of Transportation (WisDOT), and other partners to create a system of safe and continuous bicycle and pedestrian facilities throughout De Pere that provide direct access to the downtown, secondary and post-secondary schools, major employers, shopping centers, recreation areas, and the surrounding communities. But the city cannot stop at the provision of facilities if it hopes to develop a culture of bicycling and walking. It must also help to inform motorists and non-motorists of their rights and responsibilities, ensure that they are following local and state laws, and provide incentives for residents and visitors to use the facilities for transportation and recreational purposes.

Engineering, Education, Enforcement, and Encouragement in Bicycle and Pedestrian Planning

The incorporation of education, enforcement, and encouragement with the provision of bicycle and pedestrian facilities (engineering) is recognized as essential to creating safe and convenient bicycle and pedestrian systems. This "4E" approach to bicycle and pedestrian planning was used to develop Brown County's Bicycle and Pedestrian Plan and is the foundation of WisDOT's Bicycle Transportation Plan. This approach has also been used throughout the country to create comprehensive bicycle and pedestrian systems for many years.

The Land Use, Transportation, and many other chapters of the 2004 De Pere Comprehensive Plan and the 2009 plan update contain several objectives and recommendations that address engineering and encouragement. However, these chapters do not address the education programs and enforcement activities that are necessary to achieve the goal of creating a bicycling and walking culture in De Pere.

This chapter of the comprehensive plan includes the following elements:

Goal and Objectives. The chapter states the Bicycle and Pedestrian Plan's goal and addresses many engineering, education, enforcement, and encouragement objectives.

Existing Efforts and Conditions. The chapter addresses recent and current engineering, education, enforcement, and encouragement efforts in De Pere. This section of the chapter also summarizes the locations and circumstances of reported bicycle and pedestrian crashes in the city between 2004 and 2008.

Engineering, Education, Enforcement, and Encouragement Recommendations. The chapter includes recommendations for each of these elements and identifies specific techniques the city can use to implement the recommendations.

Specific Intersection Treatments. The chapter includes a section that shows air photos of specific intersections and recommends modifications that will improve safety and accessibility at the intersections.

Implementation Matrix. The chapter includes a matrix that identifies when the city should implement each recommendation, how each recommendation should be implemented (through code or policy modifications, etc.), the entities that are responsible for implementing each recommendation, and grant programs and other resources that can be used to implement the plan's recommendations.

Bicycle and Pedestrian Plan Goals and Objectives

Goal

Develop a bicycling and walking culture in De Pere that enables people of all ages and physical abilities to safely and conveniently travel throughout the community.

Engineering Objectives

- Create a seamless corridor system for bicyclists and pedestrians that will provide safe and efficient access to several activity centers throughout the city.
- Create the most direct and desirable routes possible to allow for safe, attractive, and efficient bicycle and pedestrian travel.
- Develop “**complete streets**” in De Pere by including appropriate provisions for bicyclists and pedestrians when planning, designing, and building all streets in the city. This includes considering bicyclists and pedestrians when designing and building intersections, bridges, pavement surfaces, pavement widths, and other street characteristics.
- Incorporate bicycle lanes and walkways into street and highway projects to minimize the cost of their construction.

Education Objectives

- Educate people of all ages and abilities of the rights and responsibilities of bicyclists, pedestrians, and motorists.
- Teach bicyclists, pedestrians, and motorists the importance of making predictable movements at intersections, driveways, and other conflict points.

Enforcement Objectives

- Ensure that the city's police officers are trained in current bicycle and pedestrian laws and enforcement techniques.

- Expand the police department's bicycle and pedestrian law enforcement presence by encouraging residents to observe and correct the behavior of friends, family members, and others.

Encouragement Objectives

- Ensure that convenient bicycle parking is available at all parks, government buildings, and other city-owned facilities. Also encourage the establishment of convenient bicycle parking at all schools, major employers, shopping centers, and other major activity centers.
- Work with developers to create bicycle- and pedestrian-friendly developments and site designs.
- Include requirements for the provision of direct bicycle and pedestrian access from public streets and sidewalks in the city's codes and community design standards.
- Allow and encourage the mixing of compatible land uses to provide a variety of destinations that can be reached on foot and by bicycle.

Existing Efforts and Conditions

Bicycle and Pedestrian Facilities (Engineering Efforts)

De Pere currently has approximately 4.5 miles of on-street bicycle lanes, one mile of streets designated as bicycle routes, and 4.5 miles of multi-use trails that connect the City to the surrounding communities. De Pere also has the most extensive sidewalk system in Brown County, and the community has worked on its own and with the county and WisDOT for many years to build roundabouts, curb extensions, and other facilities that make bicycling and walking safe and enjoyable. The locations of the City's existing bicycle and pedestrian facilities are shown in Figures 10-1 and 10-2.

Sidewalk and Trail System

The City's sidewalks and trails currently provide access to the downtown, secondary and post-secondary schools, most shopping centers, park and recreation sites, and many other De Pere destinations. However, the relatively rapid extension of the City's boundaries has created gaps in the sidewalk system between Scheuring and Heritage Roads and the southern sections of the City. There are also sidewalk gaps in some of the newer neighborhoods in southern De Pere, and gaps exist in front of undeveloped lots in other parts of the City. These gaps and the City's policy to not install sidewalks along business and industrial park streets make it difficult to walk to Humana and many other large employers in the City.

Bicycle Facility System

The City's existing bicycle facility system is taking shape, and continuous east/west and north/south routes already exist. Many of the City's business and industrial park streets are also very bikeable because they are wide and carry relatively low volumes of

Figure 10-1 Existing City of De Pere Bicycle Facilities

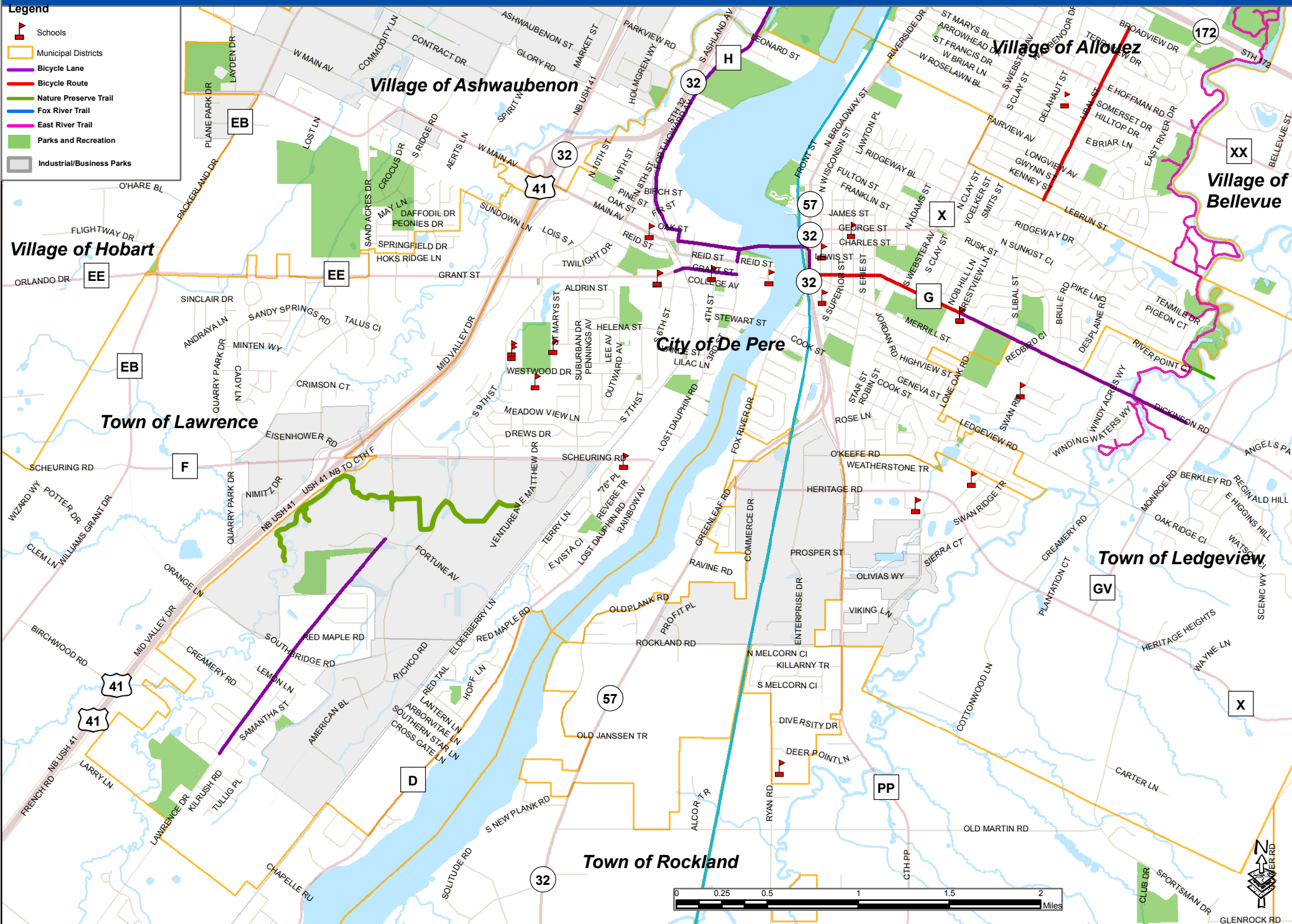
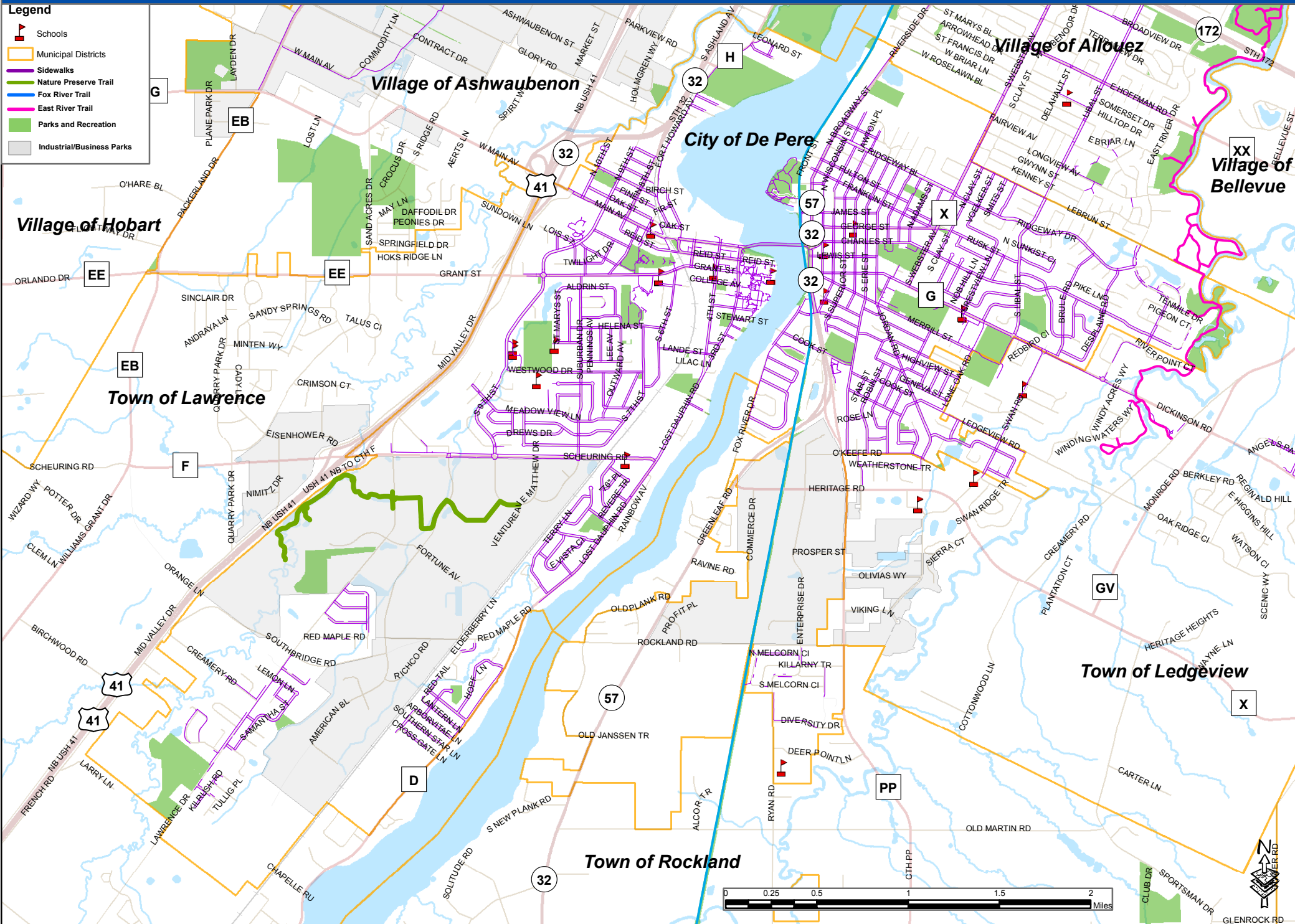


Figure 10-2 Existing City of De Pere Pedestrian Facilities



traffic. However, many major streets throughout the City lack bicycle facilities or route designations, and several gaps exist between major destinations.

Education Efforts

Yield to Pedestrians in Crosswalks Signs

In 2007, the City began placing signs in crosswalks that remind drivers that they must yield to pedestrians in crosswalks. These signs can now be found throughout the City near schools, parks, and other pedestrian destinations.

Red Flag Program

In 2008, the City placed red flags at intersections along Broadway that pedestrians can use to capture the attention of drivers when they cross the street. This program was started at the request of a Broadway business owner who noticed that people have a hard time crossing the street near his business.

School-Based Bicycling Education Programs

The De Pere and West De Pere School Districts have hosted bicycling education programs at schools for students, and local League of American Bicyclists instructors have taught bicycle safety sessions in the past.

Safety Town

The Brown County Center for Childhood Safety sponsors an event called Safety Town each year. The event is typically held in parking lots in Green Bay and features a “town” that contains small buildings, streets, sidewalks, and other features of a typical community, and volunteers help children learn how to safely travel through the town on bicycles and on foot.

Enforcement Efforts

In addition to enforcing the rules of the road during its daily patrol activities, the De Pere Police Department has conducted targeted enforcement campaigns to improve pedestrian safety, established a bicycle patrol within the downtown area, and distributed bicycle safety updates and training bulletins to its officers. Twelve officers also participated in a training session in 2006 that addressed bicycling safety, enforcement, and other information.

Encouragement Efforts

Sidewalks and Traffic Calming Devices

For many years, the City has installed sidewalks and other walkways throughout the City to enable and encourage people to walk from place to place. The City has also worked with the county and state to construct roundabouts, curb extensions, and other devices that slow traffic and encourage people to walk and bicycle.

Mixing Compatible Land Uses

The City has allowed some mixing of compatible land uses near the downtown and elsewhere to provide a variety of destinations that can be reached on foot and by bicycle.

Pedestrian- and Bicycle-Friendly Site Designs

Following the adoption of the 2004 De Pere Comprehensive Plan, many of the new developments in the City were designed with short setbacks, parking along the side instead of in front, and other features that enable and encourage many people to travel to them on foot or by bicycle.

Bicycle Parking

The City provides bicycle parking at City Hall, the Community Center, and at major parks and recreation sites. Bike parking is also available along Grant Street near St. Norbert College, at the post office and library, at all K through 12 schools, at some businesses, and elsewhere throughout the City.

Bicycle and Pedestrian Crashes in De Pere

Bicycle Crashes

There were 16 vehicle/bicycle crashes reported in De Pere between 2004 and 2008, which is an average of 3.2 crashes per year. Some notable characteristics of these crashes are summarized below, and the locations of the crashes are shown in Figure 10-3.

- Most of the 16 bicycle crashes appear to have been partially or largely caused by bicyclists making unpredictable or illegal movements.
- In many cases, bicyclists were hit by surprised drivers when the bicyclists rapidly entered intersection crosswalks from sidewalks. There were also crashes that involved bicyclists running into vehicles after suddenly appearing in crosswalks and bicyclists riding on the wrong side of streets.
- Many drivers appear to have been looking for gaps in vehicle traffic and did not see the bicyclists before the crashes.
- Eight of the 16 crashes involved bicyclists who were younger than 15 years of age, and four of these children were hit next to or near schools.
- Six of the eight children involved in bicycle crashes were determined to be either entirely or partially at fault.
- One crash that involved an adult bicyclist could have been caused by the "Right Turn No Stop" control that used to exist at the intersection of Grant Street and Fifth Street.

Pedestrian Crashes

There were 18 vehicle/pedestrian crashes reported in De Pere between 2004 and 2008, which is an average of 3.6 crashes per year. Some notable characteristics of these crashes are summarized below, and the locations of the crashes are shown in Figure 10-4.

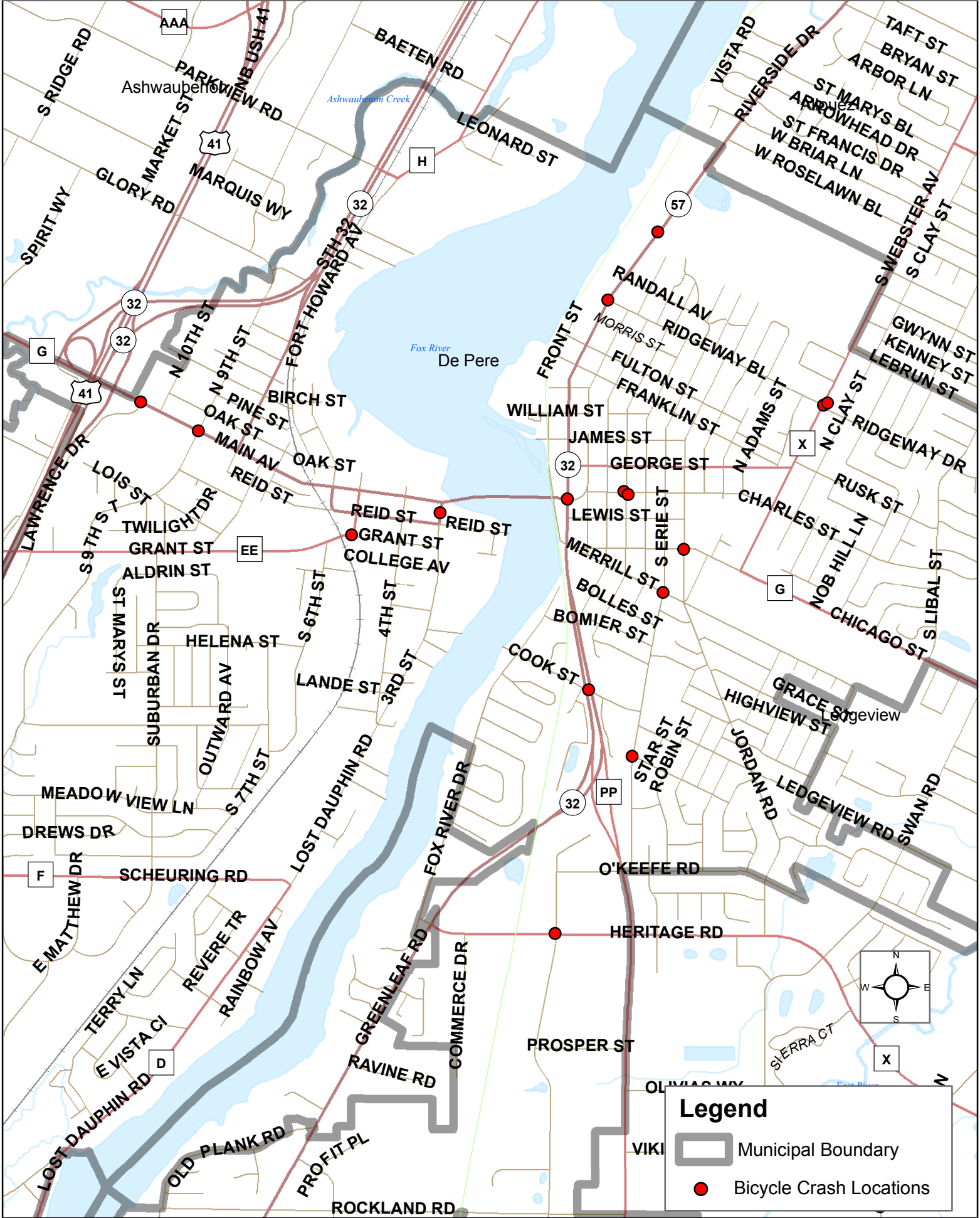
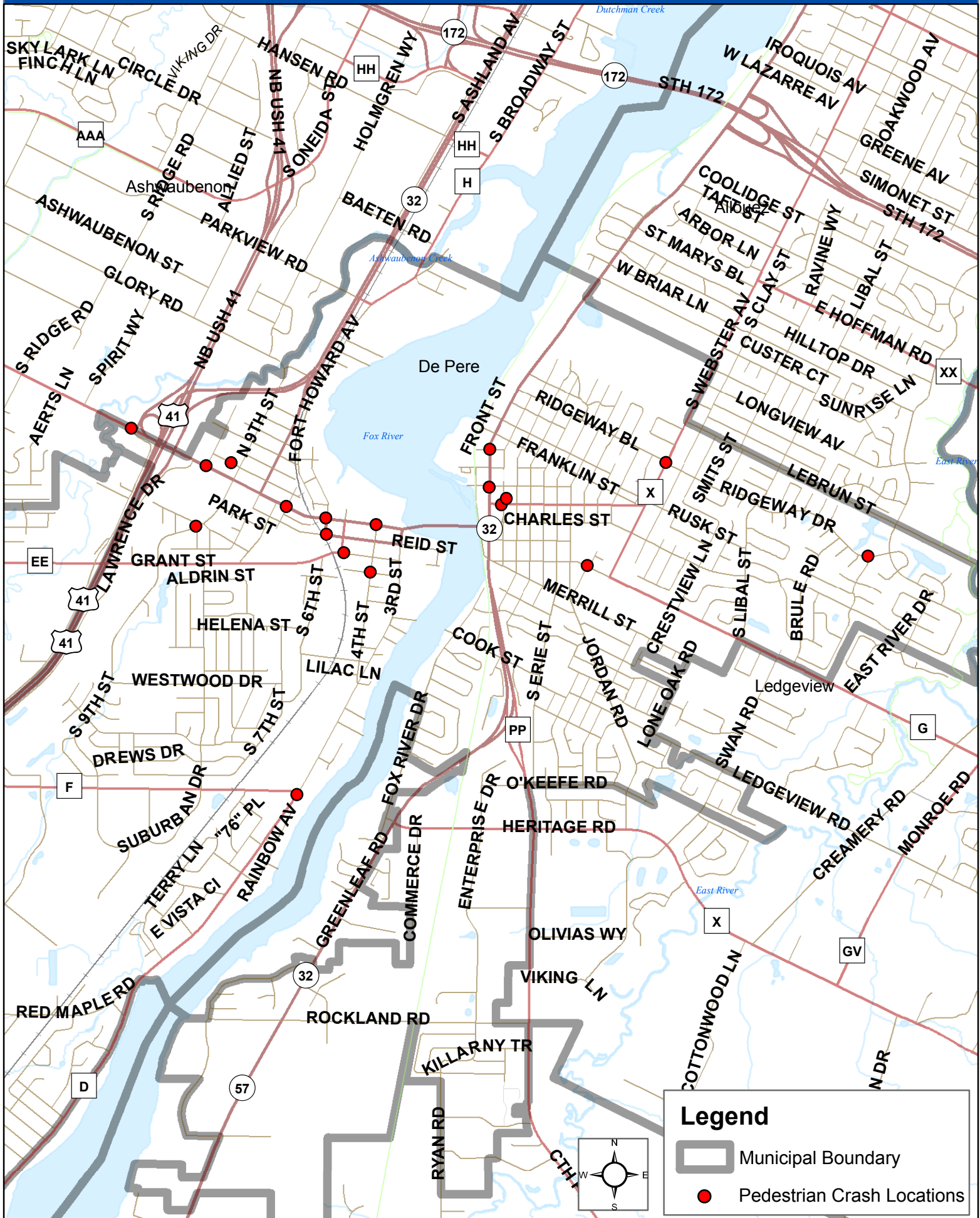
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Figure 10-4 Pedestrian Crashes in De Pere: 2004 - 2008



- Most of the pedestrian crashes occurred in or near the center of the City, and the ages of the pedestrians varied significantly.
- Many of the drivers stated that they did not see the pedestrians before they hit them. In many cases, it appears that drivers did not see pedestrians crossing at intersections because the drivers were looking for gaps in traffic prior to making turns.
- Five of the 18 crashes involved drivers or pedestrians who were under the influence of alcohol, and one of these crashes involved a drunk pedestrian and driver.
- Two pedestrians were hit by vehicles backing out of driveways, and two pedestrians were hit after running into traffic between intersections. One of the two pedestrians who ran into traffic died as a result of the collision.
- One pedestrian was hit by a vehicle that passed a vehicle that had stopped to let the person cross a multilane street.

The bicycle and pedestrian crash reports for this five-year period suggest bicyclists often caused or contributed to their crashes and pedestrians typically did not cause or contribute to their crashes. The reports also suggest that the causes of many of the bicycle crashes and at least some of the pedestrian crashes can be addressed by the appropriate application of the “4Es,” and these techniques are addressed in the chapter’s Recommendation section.

Bicycle and Pedestrian Plan Recommendations

The City, school districts, and other entities have worked for several years to enable and encourage people to walk and bicycle. However, there are other engineering, education, enforcement, and encouragement techniques that can and should be used to further improve safety and create a walking and bicycling culture in De Pere.

Many of the specific recommendations in this section of the Bicycle and Pedestrian Plan are based on the engineering and encouragement concepts and recommendations in the comprehensive plan’s Transportation, Land Use, and other chapters. But this chapter also includes several recommendations that address education, enforcement, and other approaches that should be used by the City and its partners to improve safety and create a bicycling and walking culture.

Engineering

Signalized and Signed Intersections

Install Accessible Pedestrian Signal Activation Buttons at Signalized Intersections

At signalized intersections that are heavily used by pedestrians, pedestrian signal activation buttons should generally be avoided. Instead, pedestrian signal phases should be built into every green light cycle to ensure that pedestrians have frequent opportunities to cross. But since most of the signalized intersections in De Pere currently experience only occasional pedestrian use, the City should work with the County and State to ensure that signal activation buttons are available.

Most of the signalized intersections in De Pere already have pedestrian activation buttons, but a handful of crosswalks at these intersections do not. Some of the City's existing activation buttons are also unreachable from the sidewalk. To improve these conditions and comply with the requirements of the Americans with Disabilities Act (ADA), the City should work with the State and County to install pedestrian signals and accessible activation buttons at crosswalks that do not currently have them. Specifically, the City should:

- Install a pedestrian crossing signal and activation button at the crosswalk on the north side of the Broadway/Merrill intersection (between the Front Street parking lot and City Hall).
- Relocate pedestrian crossing signal buttons that are inaccessible from sidewalks to posts that can be easily reached by people who use wheelchairs and other mobility devices. Placing the buttons in accessible locations will also make them easier for everyone to reach when snow is piled in the terraces.

Place buttons here:



Button that can be reached from the sidewalk.

Instead of here:



Button that cannot be reached from the sidewalk.

Include Lead Pedestrian Intervals at Wide and Heavily Used Intersections

To give pedestrians a head start crossing streets and make them more visible to drivers, the City should work with the State to include lead pedestrian intervals at signalized intersections that are very wide and/or have a relatively high number of pedestrians. The lead pedestrian intervals would be triggered when pedestrian signal buttons are activated, and the intervals would last approximately five seconds before motorized traffic receives a green light.

Intersections where lead pedestrian intervals should be established include:

- Broadway and Cook Street
- Broadway and Merrill Street
- Broadway and William Street
- George and Wisconsin Streets

- Reid and Third Streets
- Reid and Fourth Streets
- Reid and Fifth Streets
- Main Avenue and Fourth Street
- Main Avenue and Eighth Street (although these pedestrian signals are not currently button-activated)
- Main Avenue and Ninth Street
- Main Avenue and Tenth Street

Replace Existing Pedestrian Signals with Pedestrian Countdown Signals

The City should work with the State and County to install pedestrian countdown signals at the City's signalized intersections. These signals are already used in Green Bay and other cities to clearly indicate how much time is available for pedestrians to complete their street crossings, and the signals are now required in the Federal Highway Administration's Manual on Uniform Traffic Control Devices (MUTCD). The signals can also be used by approaching bicyclists and drivers to avoid entering intersections as lights are turning yellow and red.



Discontinue the Use of "Right Turn No Stop" Designations

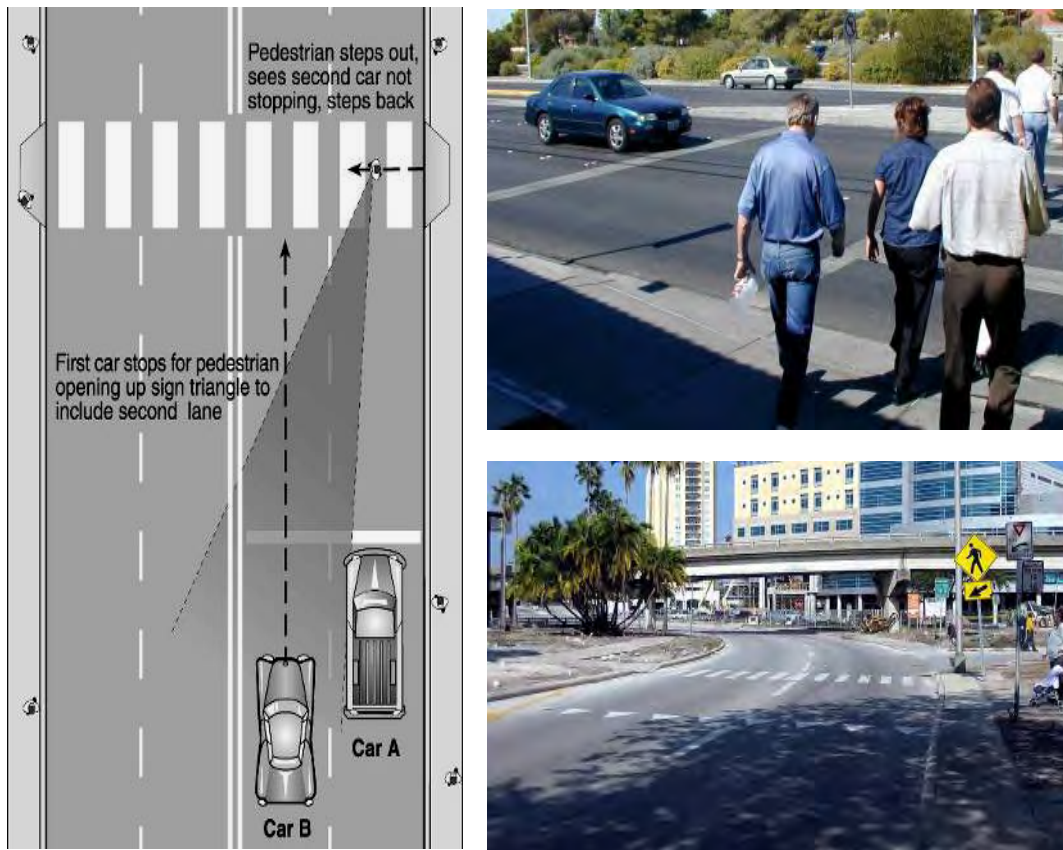
The City should not use "Right Turn No Stop" designations at intersections. These designations can confuse children and others who focus on the stop sign, assume that drivers will stop, and cross without realizing that the stop sign doesn't apply to turning vehicles. These designations can also confuse some drivers and cause them to run the stop sign even if they aren't making right turns (which is what happened shortly after the picture to the right was taken).



Uncontrolled Intersections and Other Crossings

Add Advance Stop Bars at Major Uncontrolled Street Crossings

The City should cooperate with the State to add advance stop bars at uncontrolled crossings along four-lane streets. The advance stop bars should be approximately 10 feet behind intersection crosswalks and 20 feet behind mid-block crosswalks to enable approaching motorists to see pedestrians crossing in front of stopped vehicles.



Some examples of where advance stop bars should be added include:

- All uncontrolled intersections along Broadway that have marked crosswalks.
- All uncontrolled intersections along Main Avenue that have marked crosswalks.

Install Overhead Pedestrian Crossing Signals at the Main Avenue/Seventh Street Intersection and at Other Intersections Where Pedestrians are Difficult to See

Seventh Street is a direct link between the neighborhoods north of Main Avenue and VFW Park, VFW Pool, the De Pere Community Center, and the sidewalks on the south side of Main. But to reach these destinations, people currently have to cross at an uncontrolled intersection where speeds are often high and it is difficult for approaching drivers to see people crossing the street. The latter condition was a factor in a 2006 pedestrian crash that was caused by a westbound driver passing another driver who had stopped to allow the pedestrian to cross Main Avenue.



It's difficult for westbound drivers to see people crossing at the Main/Seventh intersection...



...but flashing overhead pedestrian crossing signals could be easily seen by approaching drivers.

To improve pedestrian and bicyclist safety at the intersection and encourage more people to walk and bike in the area, the City should work with the State to install flashing overhead pedestrian crossing signals and advance stop bars. The pedestrian-activated signals will:

- Alert westbound drivers to the presence of pedestrians and bicyclists crossing at the top of the hill at Seventh Street.
- Help eastbound drivers realize that pedestrians and bicyclists are crossing in front of them as they focus on merging into Main Avenue's single eastbound travel lane.

The City should also examine other uncontrolled intersections to determine if overhead or post-mounted flashing signs should be installed to improve driver awareness of pedestrians and bicyclists.

General Street and Walkway Treatments

Ensure that all Streets are Minimally Acceptable for Bicycling

Most of De Pere's streets do not need special bicycle facility treatments because they experience relatively low traffic volumes and speeds. However, these streets can have seemingly small problems that can create dangerous conditions for bicyclists. To make sure that all of De Pere's streets are safe for bicyclists, the City should address the following details:

Drainage Grates

Drainage inlet grates and utility covers are potential problems for bicyclists. When a new roadway is designed, all grates and covers should be kept out of a bicyclist's expected path. On new and reconstructed streets, curb inlets should be used when possible to minimize the exposure of bicyclists to grate inlets. It is important that grates and utility covers be flush with the surface, and this uniformity should be maintained when a road is resurfaced.



Parallel bar grates can be hazardous to bicyclists...



...but perpendicular grates allow bikers to cross them safely.

Parallel bar drainage grate inlets can trap the front wheel of a bicycle, which can result in serious damage to the bicycle wheel and frame and/or injury to the bicyclist. When these grates cannot be immediately replaced with safer models, steel cross straps or bars that are perpendicular to the parallel bars should be added to provide a safe opening between straps. However, this should be considered a temporary correction.

Pavement Condition

Pavement surface irregularities can do more than cause an unpleasant ride. For example, gaps between pavement slabs or overlay faults that run parallel to the direction of travel can trap a bicycle wheel and cause a fall, and holes and bumps can cause bicyclists to swerve into the path of motor vehicle traffic as they attempt to avoid these hazards. Therefore, the pavement along the City's streets should be maintained to avoid these problems. This could involve filling joints, adjusting utility covers, and ensuring that resurfacing projects are designed to make streets suitable for bicycling.

Railroad Crossings

When bikeways cross railroad tracks, the crossing should be at a right angle to the rails. When this is not possible, the approaching bicycle lane or shoulder should be widened to allow bicycles to cross the tracks at a right angle without veering into the traffic lanes. The width of these extended lanes should be eight feet if the right-of-way is available.

Street Debris

The cars and other motorized vehicles that travel on the City's streets push a significant amount of gravel, sand, sticks, and other materials to the outside edges of the pavement. Since this is where bicyclists typically travel, this debris can cause riders to lose control and fall into traffic. Although the City periodically sweeps the edges of streets, it is very difficult to keep the City's many streets continually free of debris. However, the City should make sure that the edges of streets that have striped bicycle lanes and are signed as bicycle routes are frequently swept.



Since De Pere contains hundreds of miles of streets but has only a handful of staff to monitor their condition, the City should establish a link on its website that people can access to report these and other hazards that need attention. This link can then be used by City staff to identify problems and prioritize maintenance activities.

Repaint Crosswalks in the Spring Instead of Late Summer

The City should repaint crosswalks in the spring instead of the late summer to maximize the amount of time they are highly visible before snow, salt, chemicals, and plowing cause them to fade. This will enable them to be easily seen for three seasons (spring, summer, and fall) instead of two (summer and fall).



Continue to Mark Downtown Crosswalks with Colored Pavement

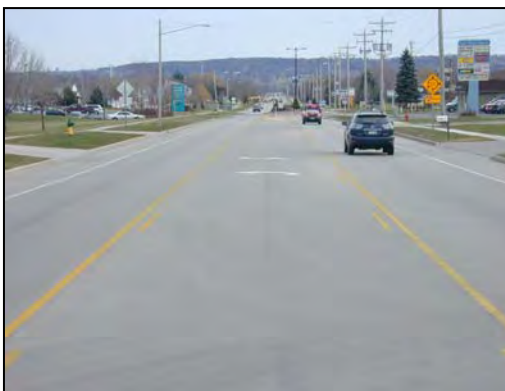
The City should continue to mark signalized and signed crosswalks in downtown with stamped/colored pavement to define the crosswalks and enhance the appearance of street corridors. But to maximize the crosswalks' visibility to approaching drivers (especially at night), the crosswalks should also continue to be defined by reflective white paint.



Develop a Complete Streets Policy for Street Construction and Reconstruction Projects

A complete streets policy should be developed for all street construction and reconstruction projects to ensure that bicyclists, pedestrians, and motorists can be safely and conveniently accommodated on all streets within the City. The City should also work with the State and County to ensure that state and county highways in De Pere are built and rebuilt to safely and conveniently accommodate all transportation modes. A complete streets approach to planning, design, and construction would improve accessibility throughout the City and be consistent with Chapter 84.01(35) of the Wisconsin Statutes, which states that bicycle and pedestrian facilities shall be included (with some exceptions) in street construction and reconstruction projects that are partially or entirely funded through state and federal funding programs.

As a part of this effort, the City should continue to work with the county to construct two- and three-lane arterial streets with sidewalks and bicycle facilities instead of streets with four or more lanes. This concept is discussed in greater detail in the comprehensive plan's Transportation Chapter.



Properly designed two- and three-lane arterial streets are efficient for motorists and allow more space for bike lanes, sidewalks, and terraces.

Continue to Use Pedestrian Refuge Islands at Pedestrian Crossings

The City should continue to work with the County and State to install pedestrian refuge islands in the center of arterial streets. In addition to calming traffic and enabling people to cross one direction of traffic at a time, the islands encourage drivers to yield to pedestrians in the crosswalks because their intentions are clear to drivers and it appears that they are already standing in traffic.



Pedestrian refuge islands can be established at controlled intersections (e.g. as roundabout splitter islands or at the end of medians), but they are also very useful at uncontrolled intersections or at mid-block crossings.

Restripe Multilane Streets to Create Wider Outside Travel Lanes for Bicyclists

Many multilane streets do not have enough right-of-way to allow them to be expanded to accommodate bicycle lanes or shared vehicle/bicycle lanes. In these situations, additional space for bicyclists can be created by shifting the dashed lane stripes from the outside of the lane joint to the inside of the joint. This simple and inexpensive treatment can often increase the amount of space available to bicyclists, which provides more room for passing vehicles and allows bikers to avoid riding next to or within curb pans.



Avoid Establishing Right Turn "Slip" Lanes at Intersections

Because right turn "slip" lanes expose pedestrians to vehicles that are able to turn corners at relatively high speeds, the City should work with the State and County to make sure slip lanes are not built at intersections unless they are absolutely necessary along heavy truck routes that have tight corners (e.g. at Main and Eighth).

When slip lanes are necessary, the “pork chop” islands that separate the slip lanes from the other driving lanes should be designed to be easily and safely used by people of all ages and physical abilities. This means that the islands should:

- Be large enough to serve as comfortable pedestrian refuges.
- Have curb cuts at all crosswalk approaches.
- Be designed so that sign posts, signal posts, and other fixed objects do not act as obstacles.



The poor crosswalk continuity, absence of curb cuts, and placement of the sign/signal posts indicate that pedestrian accessibility was not emphasized when these “pork chop” islands were installed.

The islands at the Main Avenue/Third Street and Main Avenue/Sixth Street intersections in downtown De Pere have the three characteristics listed above, but smaller islands in the City do not. Two examples of islands that are not pedestrian-friendly are at the intersections of Lost Dauphin Road/Scheuring Road and Main Avenue/Eighth Street. These intersections should be improved in the following ways:

Lost Dauphin/Scheuring: The right-turn slip lane and pork chop island should be removed, and crosswalks should be added to Lost Dauphin Road on the intersection’s north and south sides.

Main/Eighth: This slip lane should remain because the streets are State Connecting Highways that are frequently used by large trucks. However, a curb cut should be added to the south crosswalk approach, and the northbound traffic signal post should be moved out of the path of people crossing the island.

Both of these intersections are addressed in greater detail in the chapter’s Specific Intersection Treatments section.

Install Curb Extensions in High Priority Areas Throughout the City

Curb extensions improve pedestrian safety because they help to maximize predictability and minimize speed and exposure at crossings. Specifically, curb extensions:

- Prohibit drivers from using parking lanes as passing or turning lanes at crossings.
- Encourage people to drive slowly through crossings when parked vehicles are not present.
- Minimize pedestrian exposure to traffic by providing short crossing distances.
- Maximize pedestrian visibility to approaching drivers by allowing pedestrians to essentially walk into the street.
- Enable pedestrians to clearly communicate to approaching drivers that they intend to cross the street.



Curb extension near Dickinson
Elementary School



Curb extension at the
Grant Street/Fourth Street intersection

Because the curb extensions along George Street, Chicago Street, Grant Street, and other street corridors have made the corridors more accessible and pleasant for pedestrians and bicyclists to use, the City should install curb extensions at what should be considered high priority crossing locations throughout the City. Some of these high priority locations include:

School crossings where guards are posted

Crossing guards are posted at the following locations during the 2009-2010 school year:

- | | |
|------------------------|---------------------------|
| • George & Huron | • Swanstone & Swan |
| • Webster & Charles | • Michigan & Merrill |
| • Chicago & Washington | • Charles & Huron |
| • Merrill & Jordan | • Charles & Superior |
| • Jordan & O'Keefe | • Suburban & Westwood |
| • Erie & Charles | • 1100 Westwood |
| • Michigan & Bolles | • Suburban & Lourdes |
| • Ledgeview & Swan | • Grant & Apollo/Suburban |

As of October of 2009, only the George/Huron and Chicago/Washington intersections were equipped with curb extensions, but other crossings would benefit from them when school is in and out of session. Although all of these crossings should be studied to determine if curb extensions would be beneficial, the following intersections could have the greatest need for them and should be examined first:

Webster & Charles, which is a difficult intersection to cross because the Webster approaches are not regulated by stop signs. This relatively wide crossing must be used by people of all ages and physical abilities to reach Legion Park and Pool, Dickinson Elementary School, Notre Dame School, and other destinations because it is one of the only connections to the neighborhoods east of Webster Avenue. This intersection would benefit from curb extensions at all four corners, but the City will have to work with the county to install the extensions because Webster is currently a county highway.

Grant & Apollo/Suburban, which is an offset intersection along a portion of Grant Street that is not regulated by stop signs. This intersection should be studied to determine if the Grant Street crosswalk at Apollo should remain where it is or if it should be moved to the west side of Suburban to minimize the number of street crossings that must occur to reach the public and private schools south of Grant Street. If the Grant Street crossing is moved to the west side of Suburban, the City should work with the county to add curb extensions at the north and south ends of the crossing.

Intersections near pools, parks, bus stops, and other places that tend to attract a high number of pedestrians and bicyclists of various ages and physical abilities.

The City contains other intersections and long blocks where curb extensions would be beneficial. Examples of intersections that should also be studied include:

Ninth & Lois, which is a relatively wide intersection on a slight curve that is used by residents of Nicolet Terrace and others to reach the bus stop on the west side of Ninth. This intersection is addressed in greater detail in the chapter's Specific Intersection Treatments section.

Ninth & Westwood, which also does not have a painted crosswalk despite being very near West De Pere Middle School and Westwood Elementary School.

Directly Align Curb Ramps with Crosswalks

The City should construct pedestrian curb ramps so they are aligned with the crosswalk in each direction to allow people in wheelchairs, pushing strollers, and others to stay within the crosswalks when they enter and exit the crossings. The best approach is to build perpendicular ramps that directly connect to each crosswalk, but well-placed single ramps can also work in certain situations.

Bad ramp alignment:



Better ramp alignment:



Best ramp alignment:



At intersections where motorized and/or non-motorized traffic is low, the City can wait to adjust poorly aligned curb ramps until work is scheduled at the intersections. However, there are several poorly aligned curb ramps at high-traffic intersections that are used by pedestrians every day, and these curb ramps should be fixed as soon as possible.

Continue to Develop the City's Sidewalk System

- The City should continue to develop its sidewalk system as the community grows over the next 20 years by building sidewalks along both sides of public streets. When sidewalks are on both sides of streets, pedestrians of all ages and physical abilities can



Sidewalks were installed on only one side of this street in a relatively new De Pere subdivision, and other streets within this subdivision have no sidewalks.

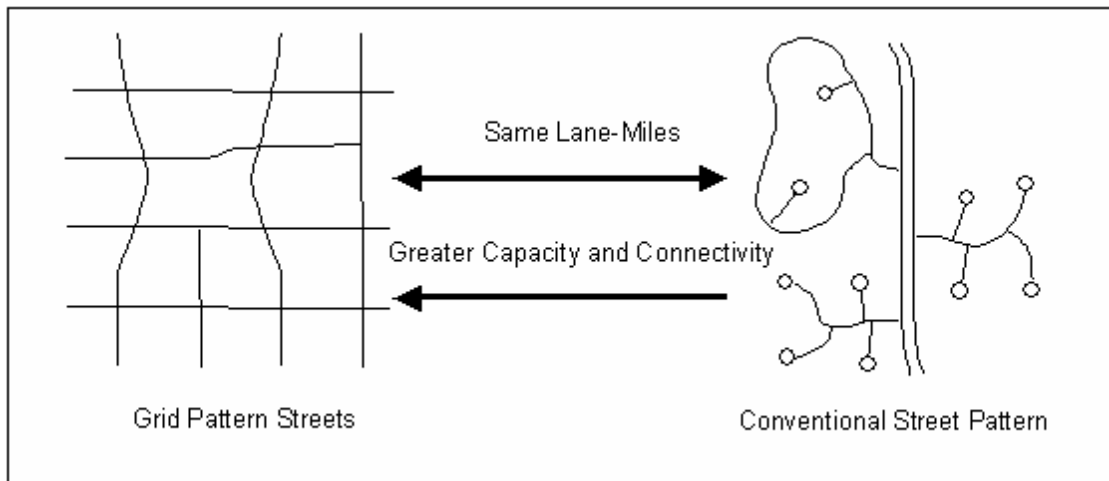
avoid crossing motor vehicle traffic to reach walkways. Placing sidewalks on both sides also eliminates the need to make what are often controversial decisions about where the single sidewalk should be constructed.

- The only situation where sidewalks should not be required on both sides of a street is when physical or environmental constraints exist. In these situations, sidewalks should be required on at least one side of the street. The City should also

enhance pedestrian access within and near its business and industrial parks by installing sidewalks or trails along Heritage Road, Enterprise Drive, and other major streets.

Develop Well-Connected Street Systems Throughout the City

To enable and encourage people to walk and bicycle throughout the City and the adjacent communities, De Pere should require well-connected street patterns within new developments that have frequent connections to the existing street system. The City should not allow cul-de-sacs and loop streets when physical or environmental constraints do not exist, but if these constraints prohibit street connections, the City should allow the development of cul-de-sacs near the constraints.



Because cul-de-sacs often force people to walk and bike long distances to reach nearby destinations and can unnecessarily channel bicyclists and pedestrians onto major streets, they should not be allowed unless physical or environmental barriers prevent streets from being connected. To ensure that cul-de-sacs are built only when necessary, the City code should be revised in the following manner:

- The following should be added to Sec. 22-5(e) of the City code:

Cul-de-sac streets shall not be constructed unless physical or environmental constraints prohibit street connections.

- The City should also remove the reference to cul-de-sacs from Section 46-4(b)(3)c. of the City code. By removing this reference, the statement would become:

The reasonable and intelligent use of curvilinear streets is encouraged.

Provide Bicycle and Pedestrian Connections when Cul-De-Sacs are Necessary

If streets cannot be connected, the City should continue to require the designation of public rights-of-way at or near the end of the cul-de-sacs, horseshoe roads, and other streets for multi-use paths that connect to neighboring subdivisions, schools, parks, and other destinations.



Walkway connection to VFW Park from Seventh Street



Walkway connection to De Pere Middle School

Require Sidewalks to be Installed When Streets Are Constructed

De Pere currently has the most comprehensive sidewalk system in Brown County, and this feature is likely one of the reasons that many people choose to live in De Pere. In addition to providing a place for people of all ages and physical abilities to travel safely, the City's sidewalks are a place for friends and neighbors to interact with each other, for children to play, and for commerce to occur. The sidewalks also provide the "street life" that helps to enhance neighborhood security.

The City's existing policy requires the installation of sidewalks when occupancy permits are issued for structures, and this policy works when entire subdivisions and other developments are completely occupied. But since it often takes many years for entire subdivisions to develop, some neighborhoods contain sidewalk gaps that are barriers to many people.



Sidewalk system gap created by a single vacant lot



Entire sidewalk network available from the start

To allow people to utilize gap-free sidewalk networks before occupancy permits are issued for all of the lots within developments, the City should change Sec. 22-5(e) of its code from:

...requiring installation of sidewalks prior to issuance of any occupancy permit.

to

...requiring installation of sidewalks when streets are constructed.

After this policy is changed, the City should ensure that the sidewalks are cleared in the winter by placing the responsibility on the people who own the abutting properties. If the abutting owners do not clear their sidewalks, the City should notify them by letter that the sidewalks need to be cleared. If the sidewalks are still not cleared, the City should clear them and bill the abutting owners for the work.

Allow and Encourage the Use of Residential Alleys

In the late 1990s, De Pere vacated many alleys behind homes that have driveways that directly connect to streets. Although residential alleys are viewed by some as redundant, dangerous, and expensive to maintain, alleys can significantly improve pedestrian and bicyclist safety by eliminating street and sidewalk conflicts at driveways. They can also be designed to be attractive neighborhood features and used to allow homes to face streets where driveway access is prohibited.

To enable alleys to be included in residential development proposals, the City should:



Residential alleys can improve pedestrian and bicyclist safety while serving as attractive neighborhood features.

- Change Sec. 46-4(d)(2) of the City code from “Alleys shall not be approved in residential areas unless necessary because of topography or other exceptional circumstances” (a situation where residential alleys are assumed to be bad) to a statement that treats residential alleys as beneficial in certain residential settings.

Establish Tight Curb Radii Standards on Streets Where Trucks are Prohibited

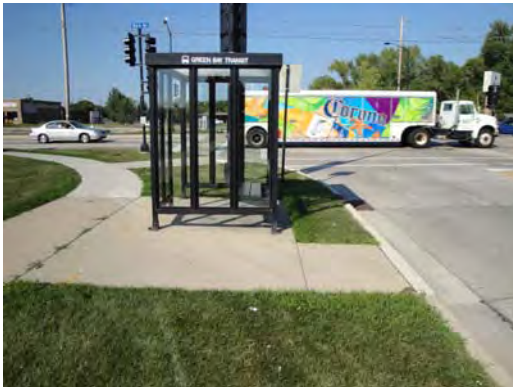
To slow vehicles as they turn and minimize pedestrian crossing distances, the City should modify Sec. 46-4(b)(8) of its code to establish tight curb radii standards for streets where trucks are prohibited. The City should also work with the County and State to reduce curb radii on county and state highways in De Pere. Examples of intersections where curb radii should be reduced are shown in the chapter's Specific Intersection Treatments section.



Work With Green Bay Metro to Provide Paved Landings at Heavily Used Bus Stops

Paved bus stop landings provide a stable place for disabled and other passengers to enter and exit the bus. On the other hand, bus stops that lack paved landings force disabled passengers to use streets and driveway aprons while waiting for, entering, and exiting the bus. Unpaved stops are also difficult and undesirable for everyone else to use during poor weather conditions.

Do This:



Paved bus stop landing with shelter at Main & Ninth.

To Avoid This:



Disabled passenger waiting in street for bus at Ninth & Lois.

To maximize safety and accessibility at bus stops in De Pere, the City should work with Green Bay Metro to ensure that heavily used bus stops have paved landings for people in wheelchairs and others as they enter and exit the buses. To implement this recommendation, the City should:

- Work with Green Bay Metro staff to identify stops along the #17-De Pere bus route that are frequently used by disabled and other transit passengers. An example of a stop that should be examined is at the northwest corner of Ninth Street and Lois Street, but other stops should be examined as well.
- Cooperate with Metro and (if necessary) abutting property owners to pave landings and possibly place shelters at the stops.

Education

Several methods should be used to educate people about the rights and responsibilities of bicyclists and pedestrians. Some examples of these methods are below.

Offer Bicycle Safety Training in Physical Education Classes

Between 2004 and 2008, there were 16 bicycle crashes reported in De Pere. Half of these crashes involved children below the age of 15, and nearly all of these crashes were partially or largely caused by the kids making illegal or unpredictable movements at intersections. Although some of these crashes could be attributed to “kids being kids,” it is likely that most children do not know how dangerous it is to ride against traffic, dart into crosswalks at intersections, and travel at high speeds on sidewalks that are intersected by driveways. In fact, chances are that some kids are mistakenly informed by their parents and other adults that the sidewalk is always the safest place to ride.

To maximize the likelihood that children will learn and retain the information they need to be safe bicyclists, bicycle safety training should be offered in grades K through 12 as a unit in gym classes. This program would be similar to many driver education programs in that it would combine classroom instruction with on-road experience. For the younger students, the emphasis would be placed on educating them about bicycle safety and the rules of the road. However, the older students would also be able to practice what they learn on a course situated on the school grounds or along actual streets. The bicycles for the on-road training could be donated to schools by local law enforcement agencies and maintained by De Pere and West De Pere High School students in exchange for the community service credits they need to graduate.

Figure 10-5 Recommended City of De Pere Pedestrian Facilities

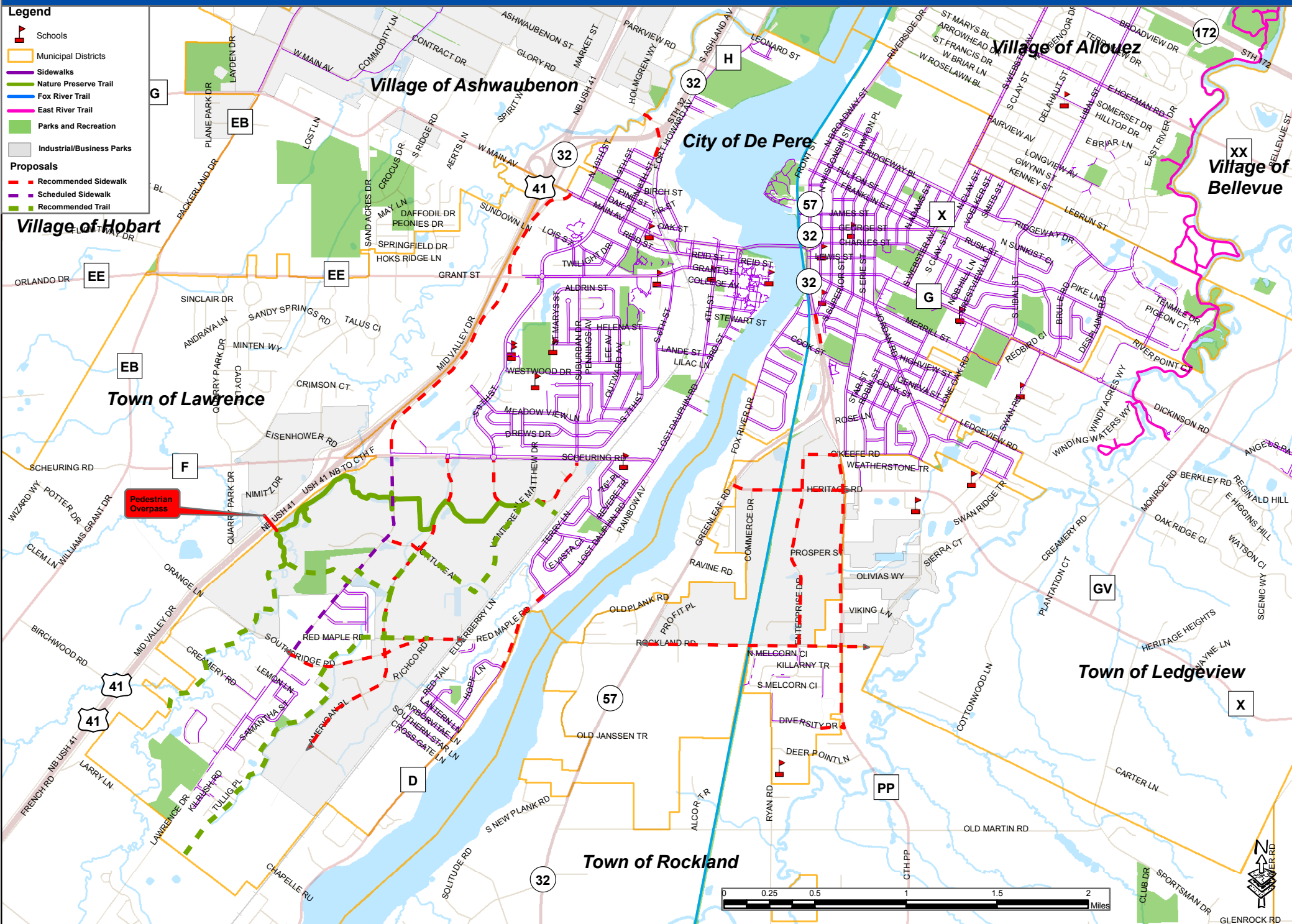
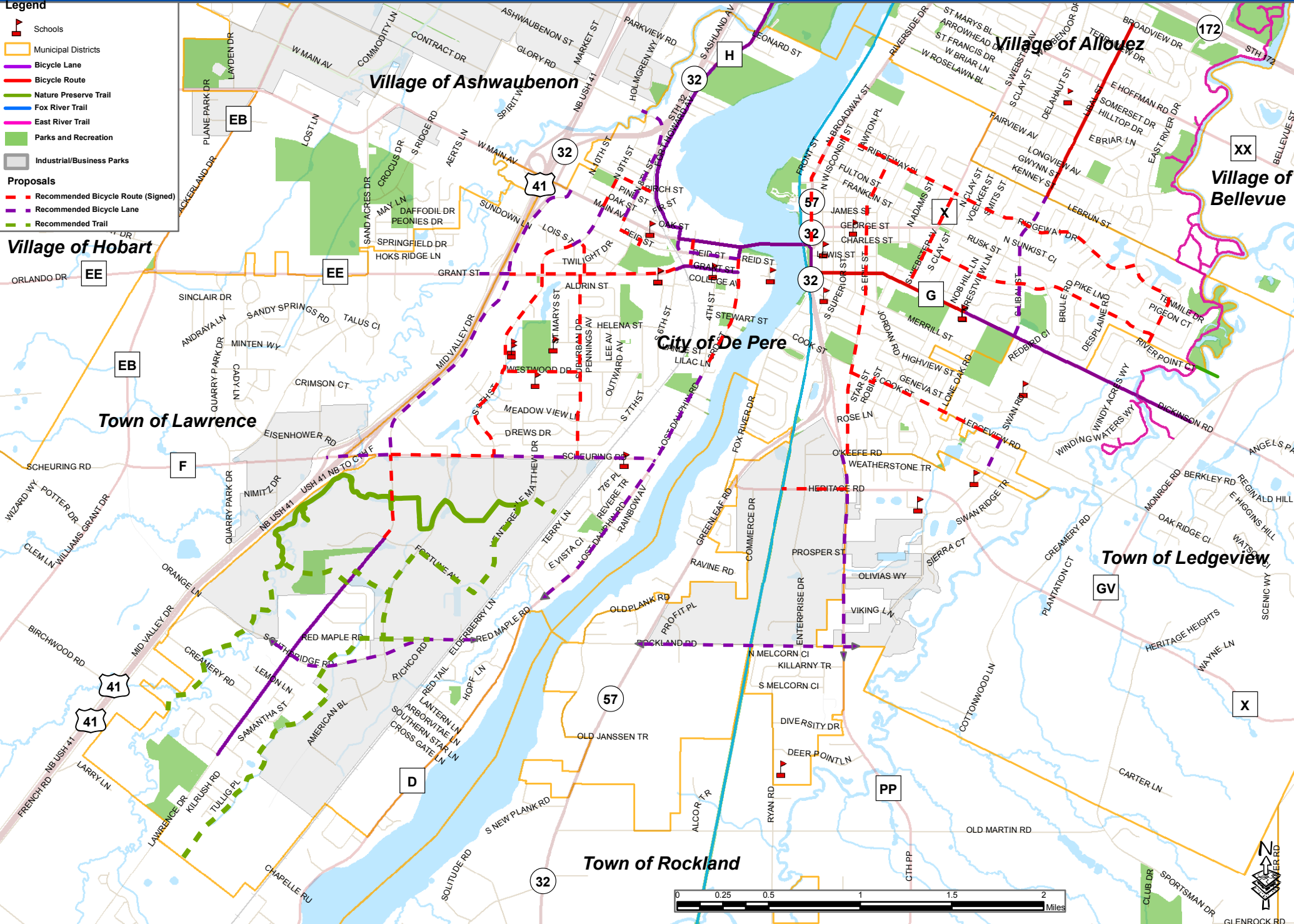


Figure 10-6 Recommended City of De Pere Bicycle Facilities



Continue to Offer Pedestrian and Bicycle Safety Programs at Schools

Special presentations at schools, bicycle education programs, and education and enforcement programs should continue to be offered at the De Pere and West De Pere schools. De Pere's three school liaison officers could also speak to classes or entire schools about bicycle and pedestrian laws and safety.

Ensure that Driver Education Courses Address how to Interact with Bicyclists and Pedestrians

The driver education courses offered through the De Pere and West De Pere School Districts should include units that address how to safely and lawfully interact with bicyclists and pedestrians. For example, young drivers should be taught that they must share the road with bicyclists and yield to pedestrians at marked and unmarked crosswalks.

Use the City's Cable Access Channel to Distribute Bicycle and Pedestrian Safety Information

For many years, the City has used its cable access channel to inform residents about a variety of events, educational opportunities, and issues. The channel has aired information about roundabouts and the Green Bay Metro transit system, but it has not been used to broadcast pedestrian and bicycling information to residents.

There are a variety of videos and other resources available from the Wisconsin DOT and other sources concerning bicycling and pedestrian safety, so the City should:

- Contact the Green Bay DOT office, obtain bicycling and pedestrian safety videos, and air the videos on the City's cable channel.
- Develop slides that can be flashed on the screen that remind people to yield to pedestrians in crosswalks, share the road with bicyclists, ride their bikes on the right side of streets, and follow the other rules of the road that affect pedestrians and bicyclists.

Develop a Pedestrian Crosswalk Sign Placement Policy

The Yield to Pedestrians in Crosswalks signs are becoming increasingly common in De Pere, and they are often installed after a difficult or dangerous crossing situation is observed and reported to City officials. But instead of reacting to problems, the City should identify crosswalks throughout the City where these signs would be beneficial and place the signs in the crosswalks before receiving requests. An example of where signs could be placed is at all intersections that have crossing guards, and these signs could remain when school is not in session so drivers are constantly reminded that they need to yield to pedestrians at these locations.

Install Share the Road with Bicycles Signs Along Bicycle Routes and Other Streets Where Bicycling is Common

The City should install “Share the Road with Bicycles” signs along its signed bicycle routes and on other streets where bicycling is common to remind drivers to look for bikes and that bicyclists belong on the streets.

Install Signs at Controlled Intersections that Remind Drivers to Look for Crossing Pedestrians

Many of the pedestrian crash reports that were studied for this plan stated or suggested that drivers did not see the pedestrians before hitting them. In many cases, it appears that drivers did not see pedestrians crossing at intersections because the drivers were only looking for gaps in traffic prior to making turns.

To remind drivers that pedestrians could be present, the City should post signs at controlled intersections that tell the drivers to look for crossing pedestrians before proceeding. The City should start by posting these signs at the intersections where pedestrians were hit between 2004 and 2008, and this program should be extended in the future to other intersections that are identified as potential hazards for pedestrians.



These are only a few examples of education efforts that the City should pursue, and other efforts should also be explored and attempted over the life of the plan.

Enforcement

Develop a Bicycle and Pedestrian Law Enforcement Plan for the City

The Existing Efforts and Conditions section of this chapter addressed some of the police department’s recent bicycle- and pedestrian-related enforcement and training efforts. To expand on what it is already doing, the police department should develop a bicycle and pedestrian law enforcement plan that identifies additional enforcement activities, training opportunities, and other actions that will help to achieve the plan’s goal of developing a walking and bicycling culture in the City.

Treat Enforcement Actions as Education and Outreach Opportunities

As the City’s pedestrian and bicycle systems continue to be developed and residents are being educated on how to use them properly, the police department should support these efforts by enforcing the rules of the road as they apply to drivers, pedestrians, and

bicyclists. These enforcement activities should initially be treated as education outreach programs where officers see offenses, stop the offenders, explain what they did wrong, and give them a leaflet or other piece of literature. The department could issue citations for serious violations and repeat offenses, but most ticketing should not occur until after the outreach element has been in place for several months.

Encourage Residents to Correct Unsafe Driving, Walking, and Bicycling Behavior

De Pere currently has 34 sworn police officers on staff, and only a handful of these officers patrol the City's streets at a time. Since the City has more than 23,000 residents and these officers have to enforce *all* laws, it is impossible for the department to correct most of the unsafe driving, walking, and bicycling behavior throughout the City.

To help the police department with this effort, the City should encourage its residents to tactfully remind their friends, families, neighbors, and others that:

- Bicyclists must ride with traffic and stop at stop signs and signals.
- Drivers must yield to pedestrians in crosswalks.
- Pedestrians and bicyclists must provide drivers enough time to yield to them in crosswalks.
- Bicyclists belong on the street and should not be harassed by passing drivers.
- Drivers need to look for pedestrians before proceeding through intersections.

Although these and other friendly reminders will likely be received a little coldly at first, over time they will help to accomplish the plan's goal of establishing a walking and bicycling culture in the City.

Encouragement

Mix Compatible Land Uses to Enable and Encourage Walking and Biking

To enable and encourage people to make additional walking and bicycling trips in De Pere, the City should implement the Land Use Chapter's recommendations for mixing compatible land uses within the downtown and elsewhere to increase the number of destinations that can be easily reached by pedestrians and bicyclists.



Require Bicycle- and Pedestrian-Friendly Site Designs

To enable and encourage people to travel to destinations in the City with and without motorized vehicles, the City should modify its design standards (Article XII of the zoning code) to ensure that new and redevelopment projects have buildings with zero or minimal setbacks, parking along the side or in the rear, and other features similar to those recommended in the plan's Land Use Chapter.



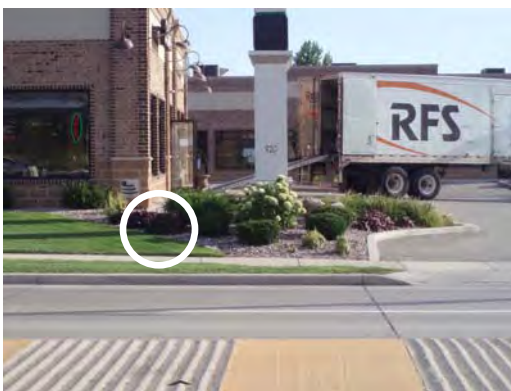
This grocery store is easily accessible by walkers and bikers because the parking is on the side and an entrance directly accesses the sidewalk.



On the other hand, this grocery store is difficult for walkers and bikers to reach because the sidewalk and street are separated from the building by a large parking lot.

Require Direct Walkway Connections Between Buildings and Sidewalks

Over the last five years, many buildings that have been constructed in De Pere have been built with minimal setbacks. These projects have occasionally included direct connections to adjacent sidewalks, but many new buildings can still only be reached by traveling a short distance through parking lots. While this is much better than having to cross large parking lots on foot, by bike, or using a wheelchair or other mobility device, the need to interact with vehicles at all could have been easily and inexpensively avoided by adding direct connections to sidewalks.



Good building placement, but no direct sidewalk connection.



New construction without a direct sidewalk connection.

To enable people to reach their destinations without having to travel through parking lots on foot, by bike, and using wheelchairs or other mobility aids, the City should modify Section 46-4(g) of its code to require direct sidewalk connections to all developments except one- and two-family homes. Requiring these connections will also help to advance Objective 2a of Section 14.60 of the City's Development and Design Standards.

Establish Bicycle Parking Standards for Public and Private Developments

The City provides bicycle parking at City Hall, the Community Center, and at major parks and recreation sites. Bike parking is also available along Grant Street near St. Norbert College, at the post office and library, at all K through 12 schools, at many businesses, and elsewhere throughout the City.



Dickinson Elementary has a significant amount of convenient bike parking at the north and south ends of the school.



The community center's bike parking is convenient, but there aren't many spaces near the east and west entrances.

Although bicycle parking exists throughout the City, there are still many destinations that have very little or no bike parking. Since secure and convenient bicycle parking is one of the most significant incentives for people to use bicycles, the City should:

- Ensure that an appropriate amount of convenient bicycle parking is provided at all city-owned buildings, parks, and other facilities.
- Use its site plan review process to require new developments to have appropriate amounts of convenient bicycle parking.
- Encourage the owners of existing developments to add appropriate amounts of convenient bicycle parking.

The definition of an "appropriate amount" of bicycle parking can vary from place to place, but a summary of common parking standards is shown on the following page.

Type of Establishment	Minimum Number of Parking Spaces
Primary or Secondary School	10% of the number of students plus 3% of the number of employees
College or University	6% of the number of students plus 3% of the number of employees
Dorms, Fraternities, and Sororities	1 space per 3 students
Shopping Mall	5% of the number of automobile spaces
Commercial Street	1 space per 3,000 sq. ft. of commercial space
Sport and Recreational Center	12% of the number of automobile spaces
Office Building	10% of the number of automobile spaces
Government Building	10% of the number of automobile spaces
Movie Theater or Restaurant	5-10% of the number of automobile spaces
Manufacturing Plant	4% of the number of automobile spaces
Multifamily Housing	1 space per 2 apartments
Public Transit Station (Transitway)	20 spaces minimum
Other Land Uses	5-10% of the number of automobile spaces

Source: Bicycle Facility Planning: A Resource for Local Governments, American Planning Association.

These guidelines should be used by the City to establish bicycle parking requirements within its existing bicycle parking ordinance (Sec. 130-4). The City should also:

- Require fewer vehicle parking spaces for new developments that establish adequate amounts of bicycle parking.
- Allow the conversion of non-disabled parking stalls to bicycle parking areas.
- Allow developments to satisfy the bicycle parking requirements through shared parking arrangements and other methods that are consistent with the requirements.

Establishing Bicycle Parking

When establishing bicycle parking, it is important to make sure that:

- The parking is placed on concrete, asphalt, brick pavers, or similar surfaces. Bicycle parking should not be placed on grass, mulch, dirt, or other soft surfaces.
- The parking does not obstruct pedestrian or vehicle traffic.
- The parking is situated in a way that provides a six-foot clear zone for bicycles.



A good example of bicycle parking placement in De Pere...



...and a not-so-good example.

Conduct an Inventory of Bicycle Parking in De Pere

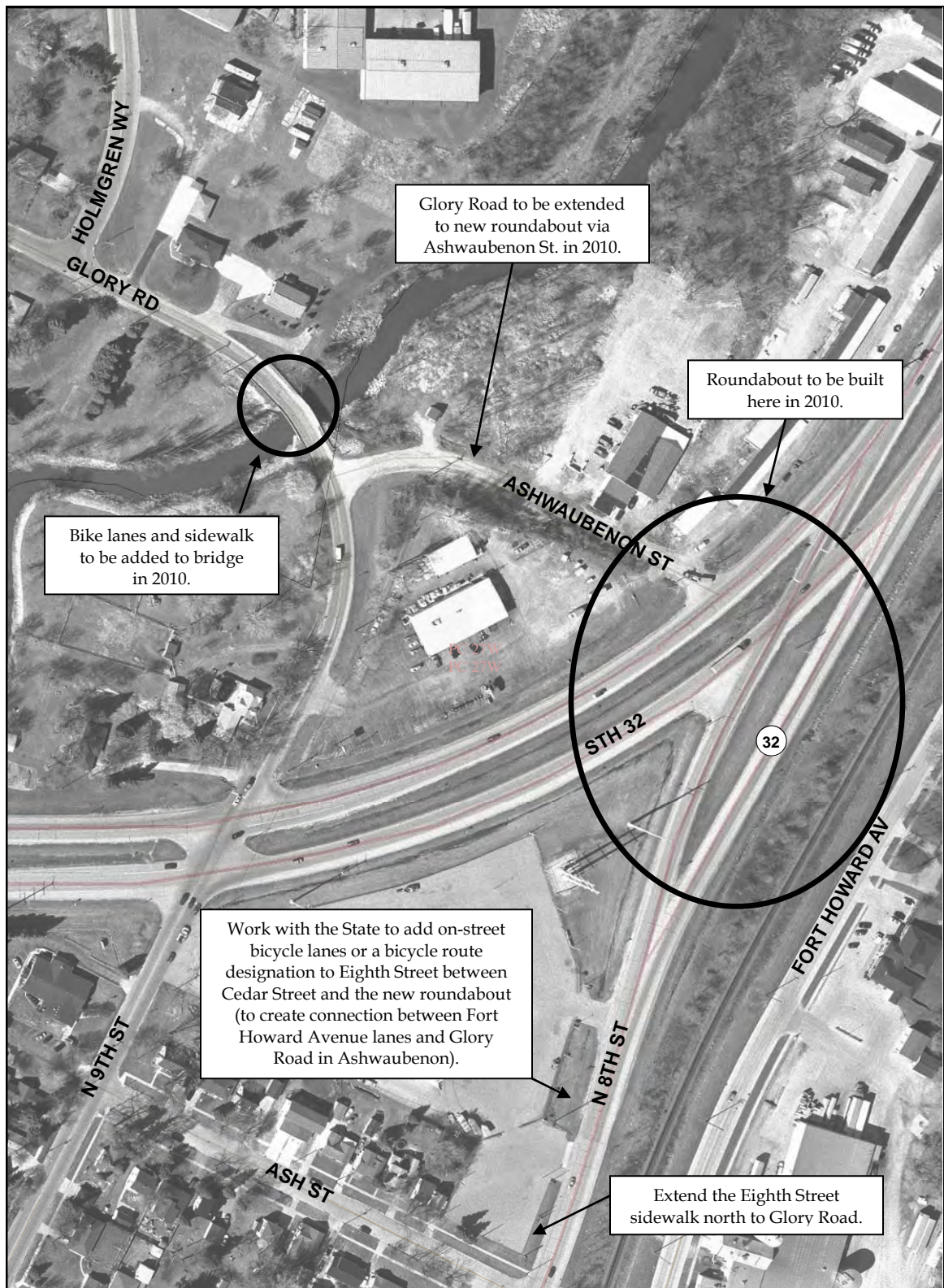
After the City establishes bicycle parking standards, it should conduct an inventory of existing bicycle parking to determine where parking currently exists, how much parking is available, and if additional parking would be beneficial.

Organize Walk and Bike to School Days

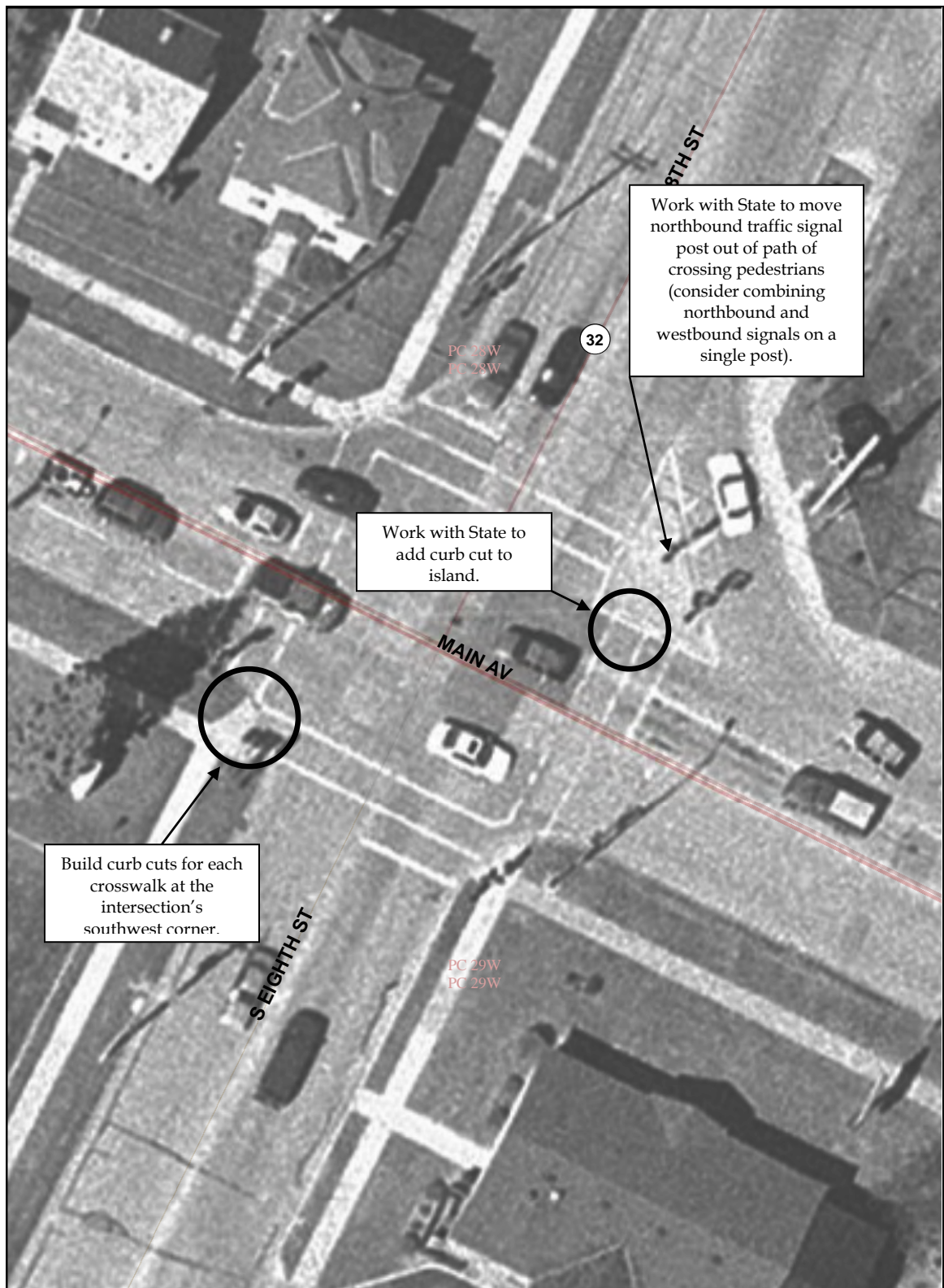
To educate students and their parents about safe walking and bicycling practices and encourage parents to allow their children to frequently walk and bike to school, the City's SEEDS group should work with the Unified School District of De Pere and West De Pere School Districts to organize walk and bike to school days at some or all of the schools within the districts. These events could be held in October to coincide with international walk and bike to school day events, and the SEEDS group could use resources from the National Center for Safe Routes to School to develop, publicize, and judge the success of the events.

Specific Intersection Treatments

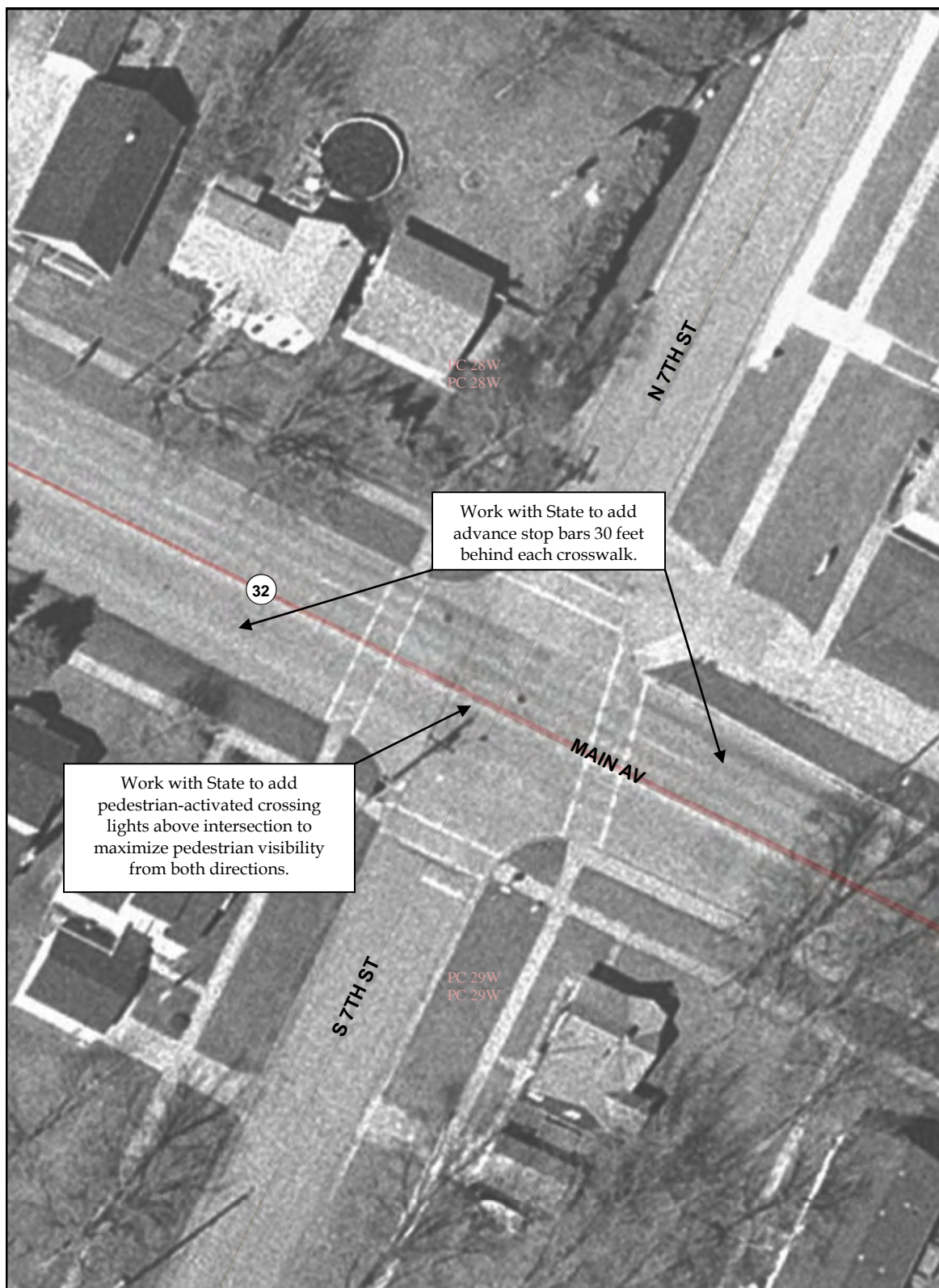
Bicycle and Pedestrian Improvements in the Ashland Avenue/Eighth Street Area



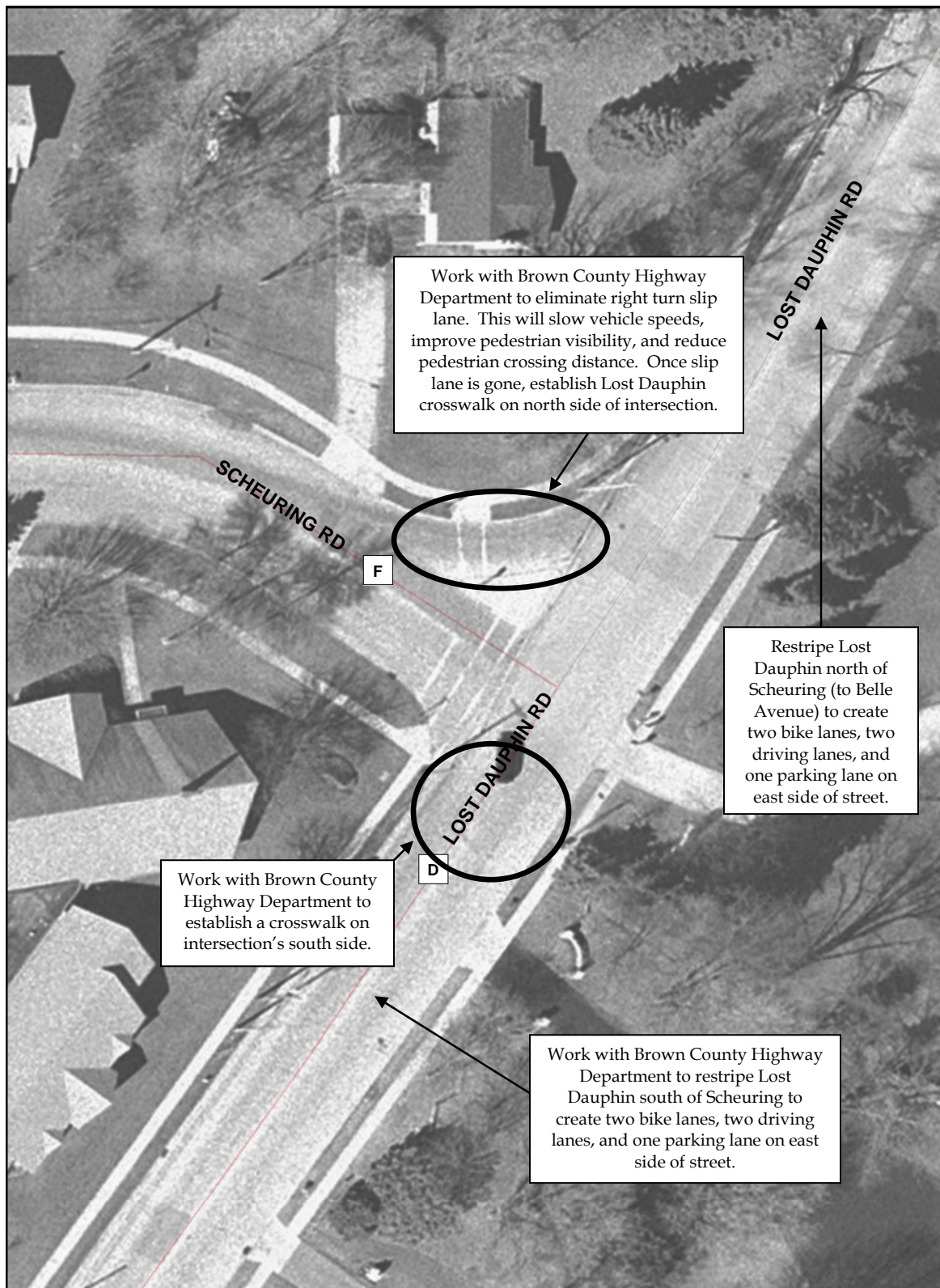
Bicycle and Pedestrian Improvements at the Main Avenue/Eighth Street Intersection



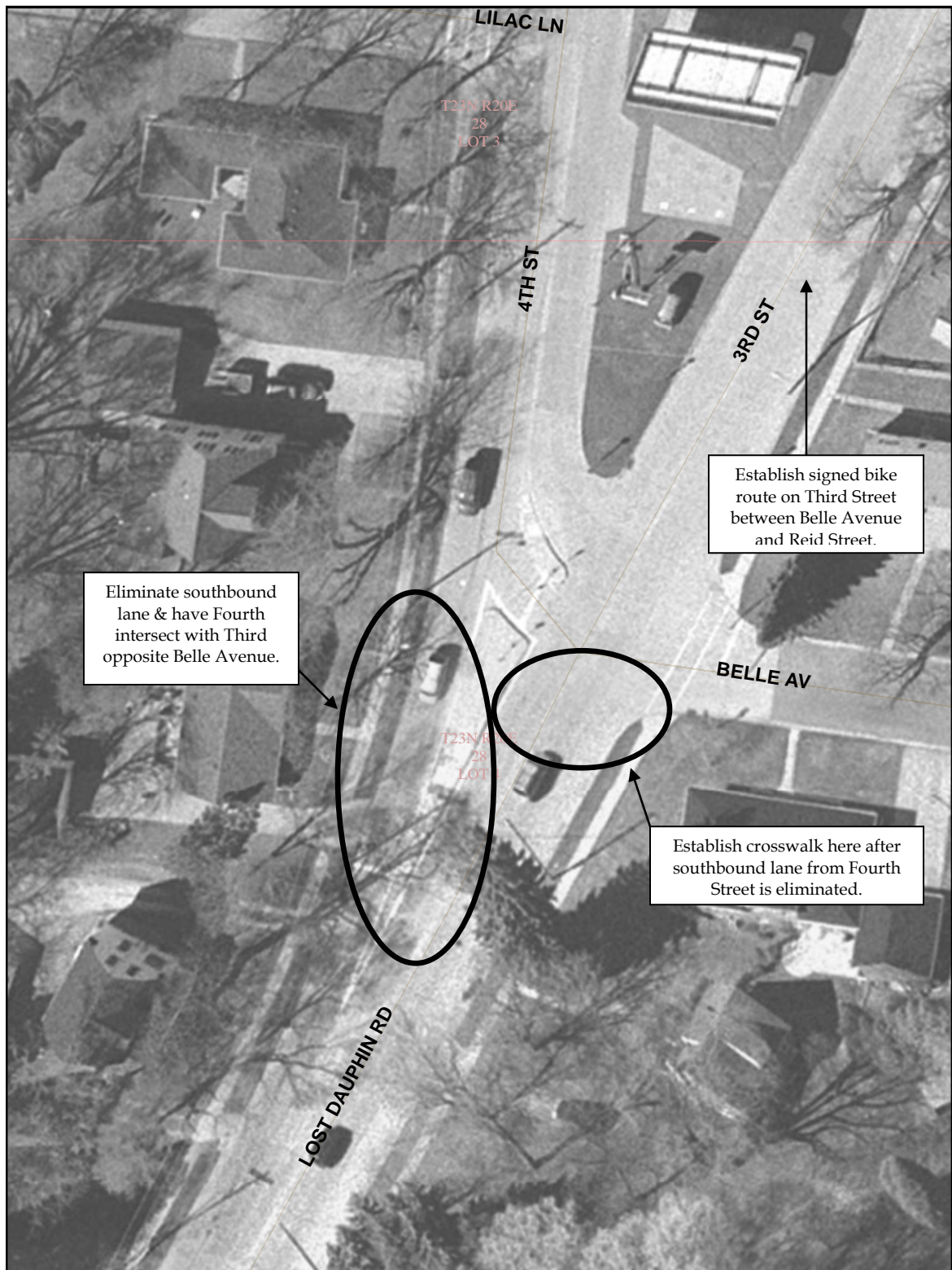
Bicycle and Pedestrian Improvements at the Main Avenue/Seventh Street Intersection



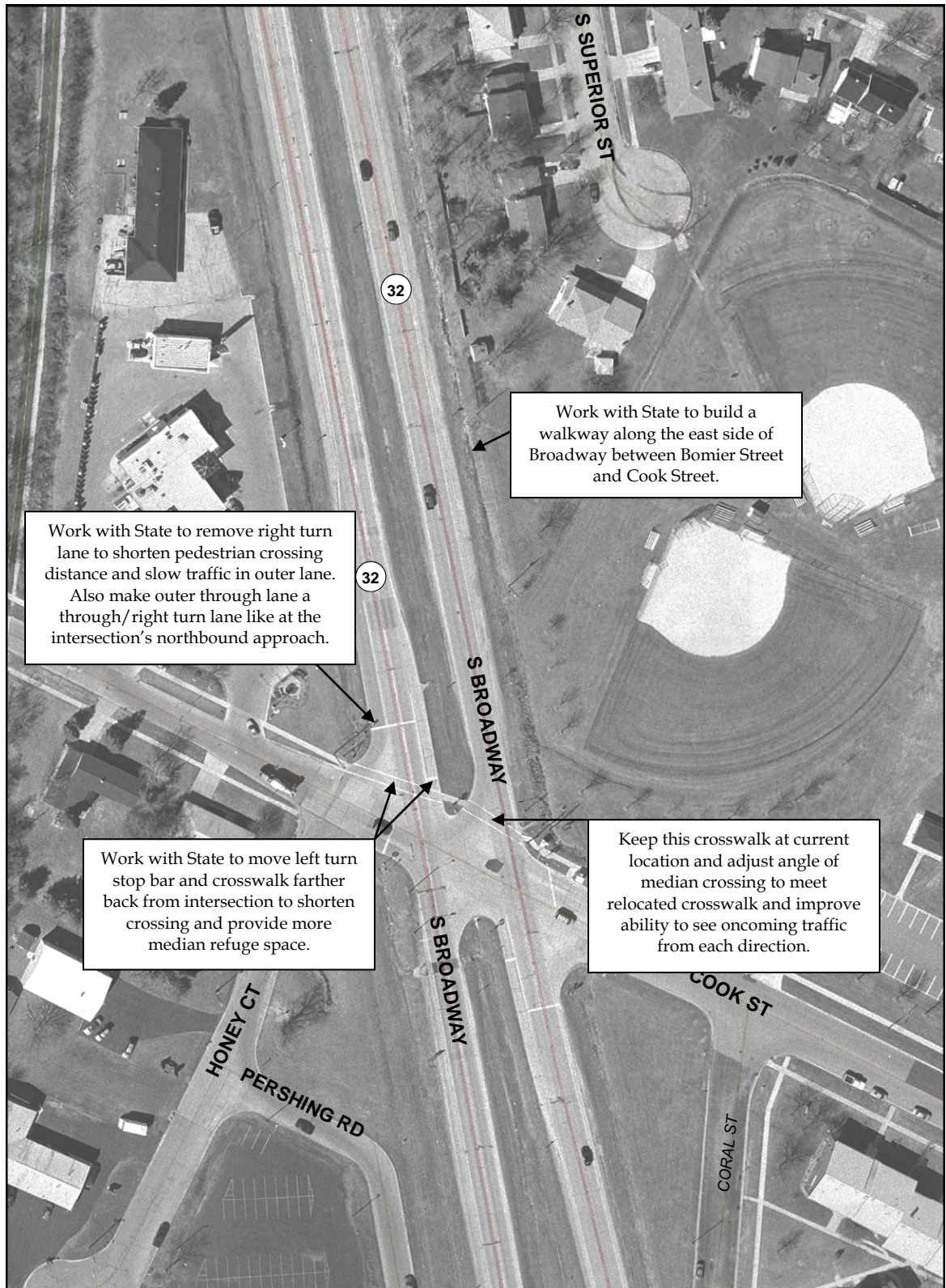
Bicycle and Pedestrian Improvements at and Near the Scheuring Road/Lost Dauphin Road Intersection



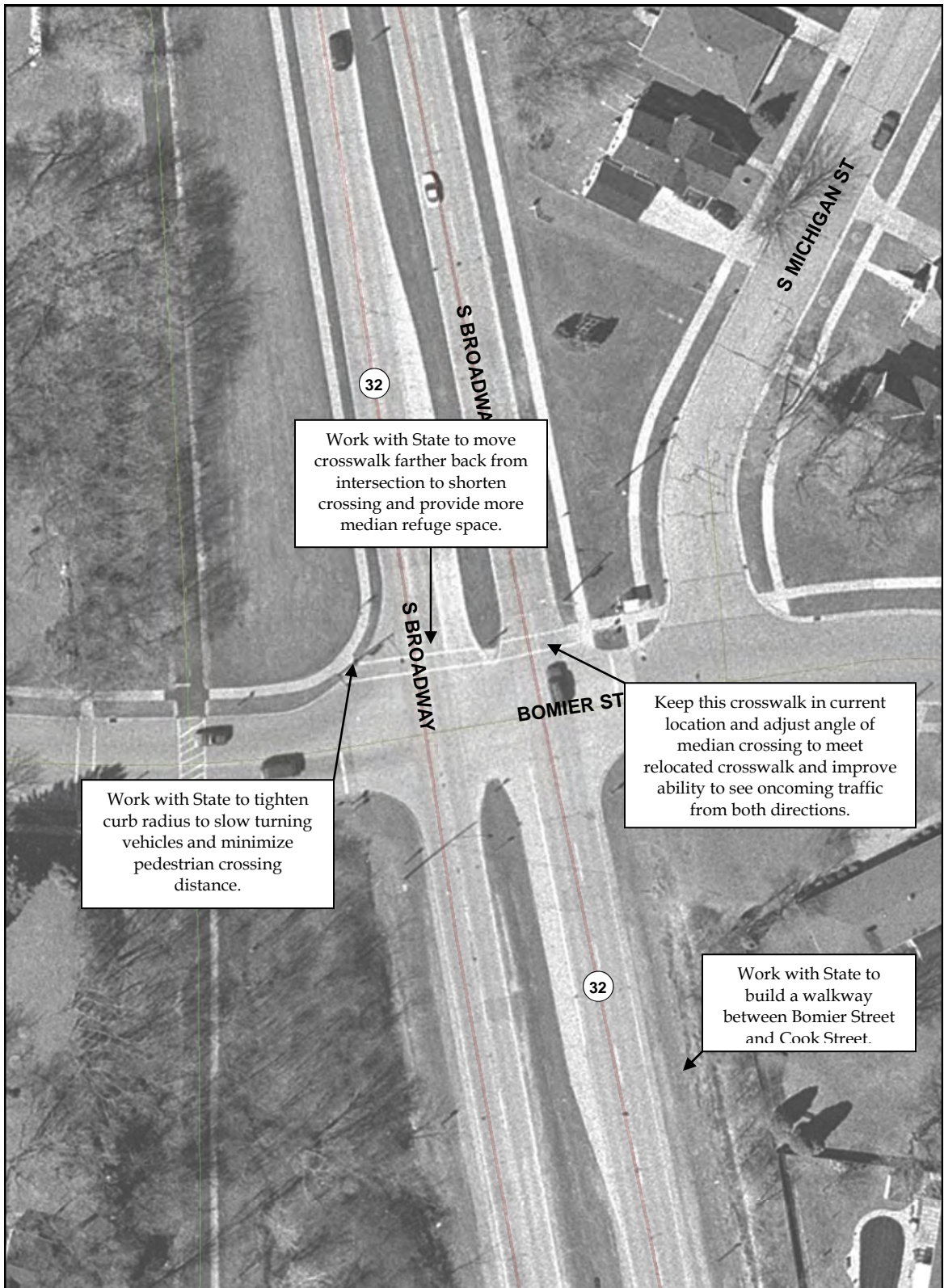
Bicycle and Pedestrian Improvements at the Lost Dauphin Road/Fourth Street/Third Street Intersection



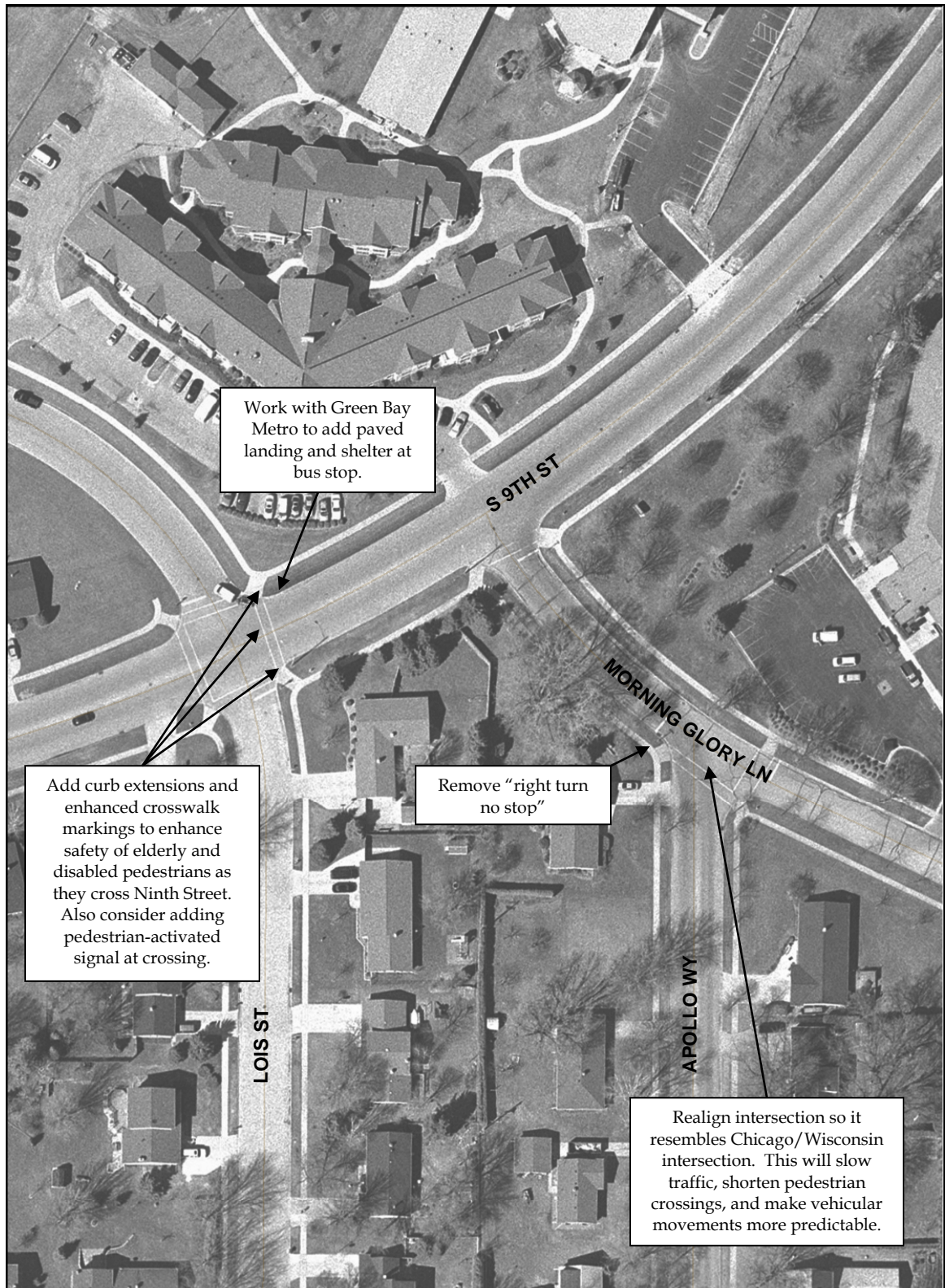
Bicycle and Pedestrian Improvements at the Broadway/Cook Street Intersection



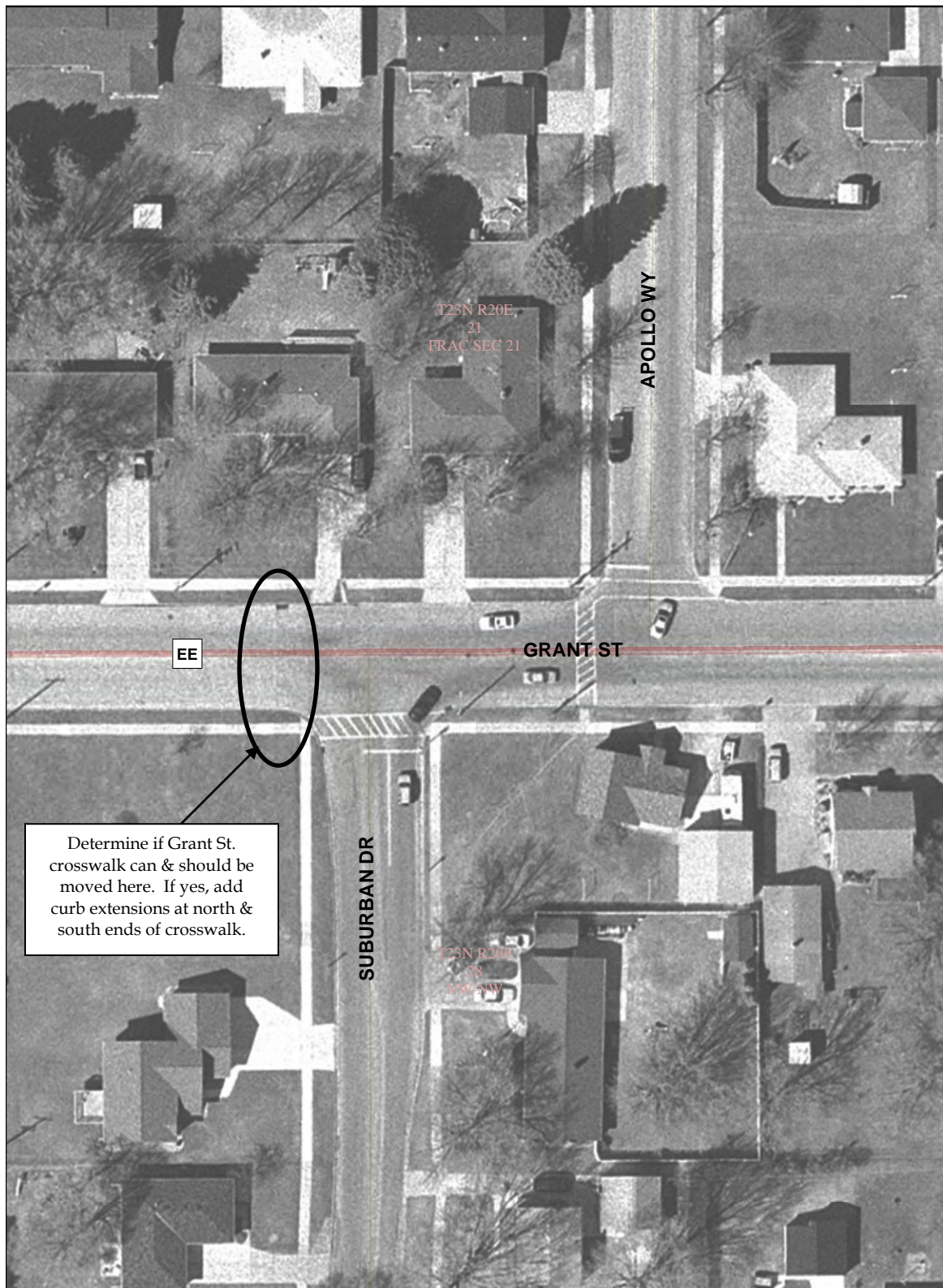
Bicycle and Pedestrian Improvements at the Broadway/Bomier Street Intersection



Bicycle and Pedestrian Improvements at the Ninth/Lois and Morning Glory/Apollo Intersections



Bicycle and Pedestrian Improvements at the Grant and Apollo/Suburban Intersection



Bicycle and Pedestrian Safety Plan Implementation Summary

Recommendations	Implementation Method	Implementation Schedule	Responsible Entities/Departments	Possible Implementation Resources
Engineering				
Install Accessible Pedestrian Signal Activation Buttons at Signalized Intersections	Move buttons to accessible locations	Begin when funding is available	De Pere DPW, Board of Public Works, City Council	
Include Lead Pedestrian Intervals at Wide and Heavily Used Signalized Intersections	Modify signal timing	Immediately	De Pere DPW, Brown County Highway Dept.	
Replace Existing Pedestrian Signals with Pedestrian Countdown Signals	Replace existing signals	Replace as funding becomes available	De Pere DPW, Brown County Highway Dept.	Focus on Energy grants
Discontinue the Use of "Right Turn No Stop" Designations	Remove signs	Immediately	De Pere DPW	
Add Advance Stop Bars at Major Uncontrolled Multilane Street Crossings	Paint stop bars at intersection approaches	Spring 2010	De Pere DPW, Brown County Highway Dept.	
Install Overhead Pedestrian Crossing Signals at The Main/Seventh Intersection	Purchase & install overhead signals	When funding is available	De Pere DPW, Board of Public Works, City Council	Transportation Enhancement Program
Ensure that all Streets are Minimally Acceptable for Bicycling	Continue to sweep streets & monitor condition	During street sweeping seasons	De Pere DPW	
- Establish a Link on City Website for Reporting Bicycling Hazards	Create email link on city home page	Immediately	De Pere Information Services Department	
Repaint Crosswalks in the Spring Instead of Late Summer	Change painting schedule	Spring 2010	De Pere DPW	
Continue to Mark Downtown Crosswalks with Colored Pavement	Continue crosswalk paving method	Continue current practice	Depends on street jurisdiction	
Develop a Complete Streets Policy for Street Construction and Reconstruction Projects	Develop and approve policy	Complete by fall of 2010	De Pere Planning & Public Works Departments	
Continue to Use Pedestrian Refuge Islands at Pedestrian Crossings	Identify locations & install refuges	When streets are built or rebuilt	Depends on street jurisdiction	Transportation Enhancement Program
Restripe Multilane Streets to Create Wider Outside Travel Lanes for Bicyclists	Paint dashed lanes inside lane joints	When lane lines are repainted	Depends on street jurisdiction	
Avoid Establishing Right Turn "Slip" Lanes at Intersections	Remove or modify existing lanes/islands	Begin in spring of 2010	Depends on street jurisdiction	
Install Curb Extensions in High Priority Areas Throughout the City	Identify locations & install extensions	Begin in spring of 2010	Depends on street jurisdiction	
Directly Align Curb Ramps with Crosswalks	Identify & modify poorly located ramps	Begin in spring of 2010	De Pere DPW	
Continue to Develop the City's Sidewalk System	Require sidewalks on both sides of streets	Immediately	DPW, Board of Public Works, & City Council	
Develop Well-Connected Street Systems Throughout the City	---	---	---	
- Modify Sec. 22-5(e) of the city code to prohibit cul-de-sacs unless necessary	Code revision	Spring 2010	DPW, Board of Public Works, & City Council	
- Remove the reference to cul-de-sacs from Section 46-4(b)(3)c. of the city code	Code revision	Spring 2010	DPW, Board of Public Works, & City Council	
Provide Bicycle and Pedestrian Connections when Cul-De-Sacs are Necessary	Establish during development approval process	Development review & approval process	Planning Dept, Plan Commission, & City Council	
Require Sidewalks to be Installed When Streets are Constructed	---	---	---	
- Change Sec. 22-5(e) of city code to require sidewalks when streets are constructed	Code revision	Spring 2010	DPW, Board of Public Works, & City Council	
Allow and Encourage the Use of Residential Alleys	---	---	---	
- Change Sec. 46-4(d)(2) of city code to allow alleys in residential developments	Code revision	Spring 2010	Planning Dept, Plan Commission, & City Council	
Establish Tight Curb Radii Standards on Streets Where Trucks are Prohibited	---	---	---	
- Modify Sec. 46-4(b)(8) of city code to establish tight curb radii standards where trucks are prohibited	Code revision	Spring 2010	DPW, Board of Public Works, & City Council	
- Work with the county and state to reduce curb radii on county and state highways in De Pere	Meet with WisDOT & BC Highway staff	Spring 2010	De Pere DPW	
Work With Green Bay Metro to Provide Paved Landings at Heavily Used Bus Stops	Identify stops, work with Metro to pave landings	Spring 2010	DPW, Green Bay Metro, possibly BC & WisDOT	
Education				
Offer Bicycle Safety Training in K-12 Physical Education Classes	See Page 31 of Bicycle & Pedestrian Chapter for details	Begin in fall of 2010	DP & WDP School Districts, Bike/Ped. Cmte., SEEDS	See P. 31 of Bicycle & Ped. Plan
Continue to Offer Pedestrian and Bicycle Safety Programs at Schools	Continue current practice, investigate new programs	Begin in spring of 2010	DP & WDP School Districts, Bike/Ped. Cmte., SEEDS, Police Dept.	WE BIKE, BC Center for Childhood Safety
Ensure that Driver Education Courses Address how to Interact with Bicyclists and Pedestrians	Review curriculum & modify as necessary (with Wisconsin DPI)	Begin in spring of 2010	Wisconsin DPI, DP & WDP School Districts, Bike/Ped. Cmte., SEEDS	
Use the City's Cable Access Channel to Distribute Bicycle and Pedestrian Safety Information	Obtain/create videos & slides for cable channel	Immediately	Bike/Ped. Cmte., SEEDS, De Pere's cable channel coordinator	Wisconsin DOT, PedSafe, WE BIKE, other communities
Develop a Pedestrian Crosswalk Sign Placement Policy	Create sign placement policy	Begin in spring of 2010	De Pere DPW, Planning, Police, and Health Departments	
Install Signs at Controlled Intersections that Remind Drivers to Look for Crossing Pedestrians	Create signs, place at hazardous controlled intersections	Begin in spring of 2010	De Pere DPW	
Install Share the Road with Bicycles Signs Along Bicycle Routes and Other Streets Where Bicycling is Common	Create signs, place along bicycle routes & other streets where biking is common	Begin in spring of 2010	De Pere DPW	
Enforcement				
Develop a Bicycle and Pedestrian Law Enforcement Plan for the City	See Page 33 of Bicycle & Pedestrian Chapter for details	Begin in Spring of 2010	De Pere Police & Planning Departments	WE BIKE
Treat Enforcement Actions as Education and Outreach Opportunities	See Page 33 of Bicycle & Pedestrian Chapter for details	Immediately	De Pere Police Department	
Encourage Residents to Correct Unsafe Driving, Walking, and Bicycling Behavior	See Page 33 of Bicycle & Pedestrian Chapter for details	Immediately	De Pere Police Department, Bike & Ped. Cmte., SEEDS, Mayor & Council	
Encouragement				
Mix Compatible Land Uses to Enable and Encourage Walking and Biking	Modify zoning code to encourage mixing	Spring 2010	De Pere Planning, Plan Commission, City Council	
Require Bicycle- and Pedestrian-Friendly Site Designs	Modify Article XII of zoning code (design standards)	Spring 2010	De Pere Planning, Plan Commission, City Council	
Require Direct Walkway Connections Between Buildings and Sidewalks	Modify Section 46-4(g) of city code	Spring 2010	DPW, Board of Public Works, & City Council	
Establish Bicycle Parking Standards for Public and Private Developments	Modify Section 130-4 of city code	Spring 2010	DPW, Board of Public Works, & City Council	
Conduct an Inventory of Bicycle Parking in De Pere	Conduct on-street inventory of bicycle parking (location, amount, & type of parking)	Summer 2010	Bike & Ped. Cmte., SEEDS, student interns	
Organize Walk and Bike to School Days	Develop program with De Pere and West De Pere Schools	Begin in Spring of 2010	SEEDS, De Pere & West De Pere School Districts	National Center for Safe Routes to School, WisDOT grants
Specific Intersection Treatments				
Ashland Avenue/Eighth Street Area	Project is in WisDOT's 6-Year Construction Program	Project to be completed in 2010	WisDOT, De Pere	
Main Avenue/Eighth Street Intersection	Add/modify curb cuts, consult with WisDOT to move traffic signal post	Spring/summer 2010	De Pere DPW	
Main Avenue/Seventh Street Intersection	Contact Green Bay's Traffic Engineer about costs & specs. for overhead signals	Contact in Spring of 2010	De Pere DPW	Transportation Enhancement Program
Scheuring Road/Lost Dauphin Road Intersection	Contact BC Highway Department about modifying intersection	Contact in Spring of 2010	De Pere DPW	
Lost Dauphin Road/Fourth Street/Third Street Intersection	Include in city's Capital Improvements Program (CIP)	Add to CIP when funds are available	De Pere DPW	Federal Surface Transportation Program (STP) funds
Broadway/Cook Street Intersection	Contact WisDOT about modifying intersection and adding walkway	Contact in Spring of 2010	De Pere DPW	
Broadway/Bomier Street Intersection	Contact WisDOT about modifying intersection and adding walkway	Contact in Spring of 2010	De Pere DPW	
Ninth/Lois and Morning Glory/Apollo Intersections	Include in city's Capital Improvements Program (CIP)	Add to CIP when funds are available	De Pere DPW	Federal Surface Transportation Program (STP) funds
Grant and Apollo/Suburban Intersections	Contact BC Highway Department about modifying intersection	Contact in Spring of 2010	De Pere DPW	

