



CITY OF DE PERE
COMPREHENSIVE PLAN

City of De Pere Comprehensive Plan

October 5, 2004

**Prepared by the
Brown County Planning Commission**

City of De Pere Comprehensive Plan

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TABLE OF CONTENTS

CHAPTER 1.....	9
Issues and Opportunities.....	9
CHAPTER 2.....	25
Land Use.....	25
CHAPTER 3.....	57
Transportation.....	57
CHAPTER 4.....	91
Economic Development.....	91
CHAPTER 5.....	115
Housing.....	115
CHAPTER 6.....	129
Utilities and Community Facilities.....	129
CHAPTER 7.....	165
Natural, Cultural, and Agricultural Resources.....	165
CHAPTER 8.....	199
Intergovernmental Cooperation.....	199
CHAPTER 9.....	211
Implementation.....	211
CHAPTER 10.....	219
Downtown De Pere Urban Design Plan.....	219
APPENDIX A.....	251
Ordinance Adopting the City of De Pere Comprehensive Plan.....	251
APPENDIX B.....	253
De Pere Plan Commission Resolution.....	253
APPENDIX C.....	255
Comprehensive Plan Visioning Results.....	255
APPENDIX D.....	259
Public Participation Process for the De Pere Comprehensive Plan.....	259
Figure 1-1: City of De Pere Historic Growth Trend, 1960-2000.....	18
Figure 1-2: City of De Pere and Brown County Percent Population Increase, 1960-2000.....	18
Figure 1-3: City of De Pere Age as a Percentage of Population, 1990 and 2000.....	19
Figure 1-4: Municipal Per Return Income, 1997-2002.....	20
Figure 1-5: Household Income in 1999.....	20
Figure 1-6: City of De Pere Employment by Occupation.....	21
Figure 1-7: Total Non-Farm Employment Forecasts by MSA, 2002-2006.....	21
Figure 1-8: Historic and Projected Population, City of De Pere, 1960-2025.....	22
Figure 2-1: City of De Pere 2003 Land Use Acreage.....	26
Figure 2-2: 2004 Land Use.....	27
Figure 2-3: Number of Vacant Residential Parcels Created, 1997-2003.....	30
Figure 2-4: De Pere Land Use, 1980 and 2003.....	33
Figure 2-5: The 5-Year Growth Increments for the City of De Pere.....	34
Figure 2-6: 5-Year Growth Increments.....	35
Figure 2-7: Future Land Use.....	37

Figure 3-1: Street Network/Rail Lines.....	58
Figure 3-2: Functional Classification.....	59
Figure 3-3: Bicycle Facilities in De Pere	61
Figure 3-4: Green Bay Metro Fixed Routes in De Pere	62
Figure 3-5: Metro Transit Boardings and Alightings in 2001.....	63
Figure 3-6: Port and Airport Facilities	65
Figure 3-7: Comparison of Well-Connected and Conventional Street Patterns.....	66
Figure 3-8: Reportable Crashes and Injuries at the Lineville Road/Cardinal Lane Intersection (1996-2001).....	70
Figure 3-9: Segregated Land Uses vs. Mixed Uses with High Connectivity	72
Figure 3-10: Example of Neighborhoods With and Without Street Connectivity	73
Figure 3-11: Pedestrian- and Transit-Oriented Development vs. Automobile-Oriented Development	75
Figure 3-12: Possible Improvements to Main Avenue and Reid Street Between Third and Fifth Streets in De Pere if a Four-Lane Bridge is Constructed	80
Figure 3-13: Traffic Volumes on the Claude Allouez and STH 172 Bridges: 1969-1998....	82
Figure 4-1: Educational Attainment – Percent of Population 25 Years and Over.....	91
Figure 4-2: Employment Status by Percentage of Population 16 Years and Older.....	92
Figure 4-3: Employed Civilian Population as a Percentage of People 16 Years & Above.....	92
Figure 4-4: Employment by Industry Group, 2000; Brown County and the United States Location Quotient Analysis	94
Figure 4-5: Largest De Pere West Business Park Occupants.....	97
Figure 4-6: Largest De Pere East Industrial Park Occupants.....	98
Figure 5-1: Age of Housing Units in the City of De Pere, 2000	116
Figure 5-2: Units in Structure for De Pere, Brown County, and Wisconsin (2000).....	116
Figure 5-3: New Housing Unit Development, 1992-2002.....	117
Figure 5-4: City of De Pere Housing Values	118
Figure 5-5: Average Selling Price of Single-Family Residential Property in City of De Pere, 1997-2002.	118
Figure 5-6: Single-Family Residential Properties Sold in City of De Pere, 1997-2002. ...	119
Figure 5-7: Monthly Gross Rent by Percentage of Rental Units, 1990 and 2000	119
Figure 5-8: Change in Housing Occupancy Characteristics in De Pere, 1990 and 2000.	120
Figure 5-9: Change in Housing Preferences Over Time	123
Figure 6-1: Sanitary Sewerage System	132
Figure 6-2: City of De Pere and Environs Sewered Population Projections	133
Figure 6-3: Public Water System.....	136
Figure 6-4: Stormwater System.....	142
Figure 6-5: City of De Pere Parks.....	144
Figure 6-6: Parks	145
Figure 6-7: Existing and Proposed Trail Corridors	148
Figure 7-1: Productive Agricultural Lands	168
Figure 7-2: Surface Water Features.....	170
Figure 7-3: Floodlands and Floodplain Zoning.....	174
Figure 7-4: 100-Year FEMA Floodplains.....	176

Figure 7-5: Shorelands and Shoreland Zoning	177
Figure 7-6: WDNR Wetlands.....	179
Figure 7-7: Environmentally Sensitive Areas.....	181
Figure 7-8: Groundwater	183
Figure 7-9: Woodlands.....	185
Figure 7-10: Threatened, Endangered, and Special Concern Species in De Pere.....	187
Figure 7-11: Districts and Buildings Listed on the State and National Registers of Historic Places	190
Figure 7-12: Registered Historic Districts and Buildings	191
Figure 8-1: Enrollment and Building Capacity Summaries for the Unified School District of De Pere: 2003-2004.....	199
Figure 8-2: Enrollment and Building Capacity Summaries for the West De Pere School District: 2003-2004.....	200
Figure 10-1: Downtown De Pere Urban Design Plan Project Area	220
Exhibit 1: Assessment and Opportunities For West Side of Downtown.....	221
Exhibit 2: Assessment and Opportunities For East Side of Downtown	222
Figure 10-2: Parking Lot Entrance Sign Concepts	224
Figure 10-3: Downtown Entrance Sign Concept.....	224
Figure 10-4: View Heading East into Downtown De Pere	225
Figure 10-5: View of East Side of Fox River at the George Street Plaza and Additional Infill Development	226
Exhibit 3: Recommendations For West Side of Downtown	228
Exhibit 4: Recommendations For East Side of Downtown.....	229
Figures 10-6 and 10-7: Examples of Mid-Block Crossings	230
Figure 10-8: Intersection with Pedestrian Warning Lights.....	231
Figure 10-9: Example of Central Island Features at a Roundabout.....	233
Figure 10-10: Example of a Roundabout Design for the Intersection of George Street and Webster Avenue	233
Figure 10-11: View of New Bridge, Wells Park, and Roundabout on the River’s East Side	234
Figure 10-12: View of the Modified Roundabout at the Intersection of Main Avenue and Third Street.....	234
Figure 10-13: Pedestrian Kiosk Concepts.....	236
Exhibit 5: Wayfinding Signage Types	237
Exhibit 6: Streetscape Zones	239
Exhibit 7: Streetscape Types	240
Figure 10-14: Existing and Proposed View of Streetscape Looking West on George Street	241
Figure 10-15: Examples of Trash Enclosures	242
Figure 10-16: Example of a Riverfront Walkway Next to a Regional Multiuse Trail	242
Figure 10-17: Pedestrian Bridge with Lighting Designed to Add Nighttime Interest....	244
Exhibit 9A: Coordinated Streetscape Amenities.....	245
Exhibit 9B: Coordinated Streetscape Amenities.....	246
Exhibit 9C: Coordinated Streetscape Amenities.....	247

CHAPTER 1

Issues and Opportunities

Introduction

The City of De Pere Comprehensive Plan is a component of a multi-jurisdictional planning effort with Brown County, the Villages of Allouez and Wrightstown, and the Towns of Ledgeview and Suamico. 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 several park and recreation sites.

Purpose and Intent

A comprehensive plan is an official public document that is 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 (that are 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 that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
6. Preservation of cultural, historic, and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.

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

The 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 that 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 2000. 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 nine parts that reflect the requirements of the Comprehensive Planning Law. These parts are:

- Issues and Opportunities
- Land Use

- Transportation
- Economic Development
- Housing
- Community Facilities and Utilities
- 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 that 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 2000 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 the 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 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 that are 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 development that maintains or improves 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. 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.
2. Promote additional office, commercial, and industrial development, but seek to retain the existing overall balance between residential and non-residential land uses.
3. Identify appropriate uses for the City's riverfront property.
4. Strive for a compact, efficient land use pattern by promoting the development of existing vacant and underutilized lots.

5. 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.
6. Ensure the compatibility of adjoining land uses for both existing and future development.
7. Continue to enforce design standards for developments, including lighting and parking lot landscaping.
8. Create additional mixed-use neighborhood centers that contain a variety of commercial and residential uses with an emphasis on pedestrian scale rather than auto-oriented development patterns.
9. Discourage strip commercial development in favor of clustering commercial activities at designated nodes or selected locations that can service nearby neighborhoods.
10. Promote traditional neighborhood design (TND) as a viable mixed-use development option.
11. Promote conservation by design developments in the City where this development approach is appropriate.
12. Coordinate the layout of new developments with the need for traffic circulation and pedestrian facilities.
13. 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.
14. 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 that serves all De Pere residents.

Objectives:

1. Continue to develop the City's downtown as an area that contains a mix of residential, commercial, and institutional uses to make walking and bicycling viable transportation options and minimize traffic on the existing street system.
2. Create neighborhoods that contain a mix of residential, neighborhood-scale commercial, recreational, and institutional uses that serve as formal and informal meeting places and allow all residents to easily reach them.
3. Utilize 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 that the Claude Allouez Bridge and Southern Bridge are 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 that 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 that 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.

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 that 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 areas that are available 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 that 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. 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 that 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.

Community Facilities and Utilities Goal

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

Objectives:

1. Work with the 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. Develop and 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.

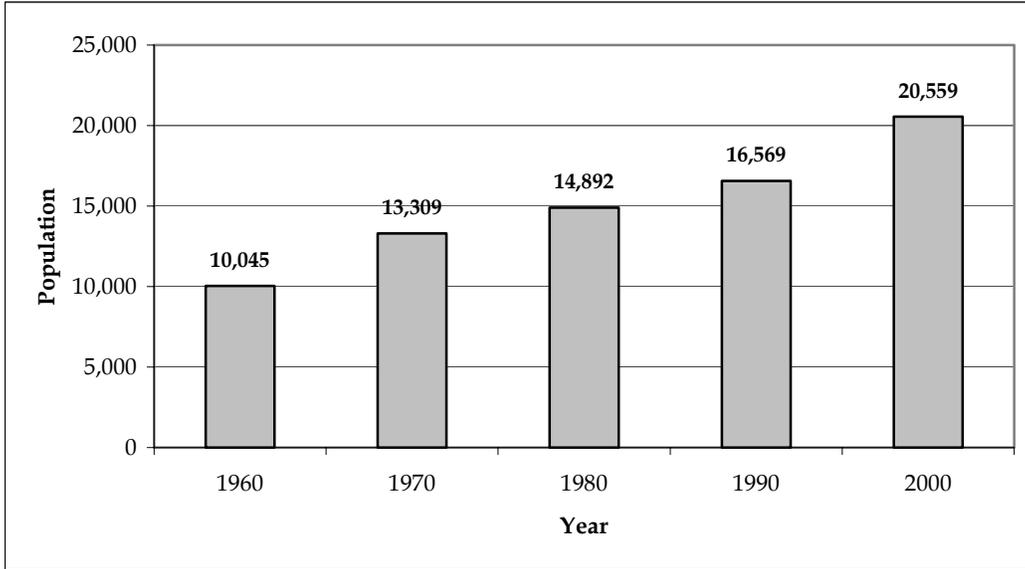
Objectives:

1. Work with the 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 Claude Allouez Bridge, Southern Bridge, US 41, and other highway corridors that 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 that 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 that serves the City and region.

Demographic Trends

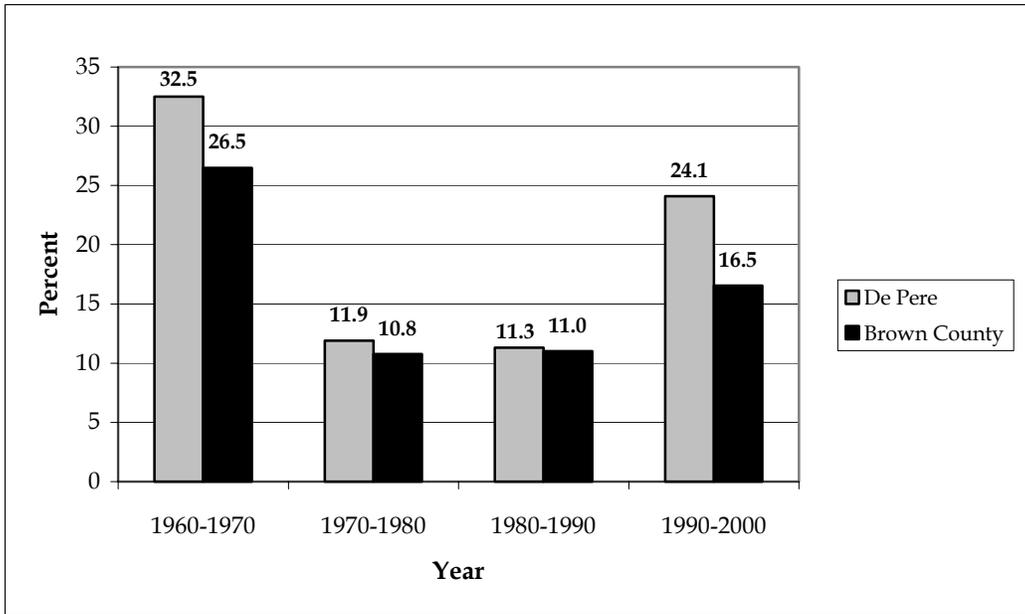
Between 1960 and 1990, De Pere's population grew by an average of about 2,000 residents per decade. However, between the years of 1990 and 2000, the City added almost 4,000 residents. According to the 2003 population estimates produced by the Wisconsin Department of Administration, the City is estimated to have added another 970 residents since 2000. 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.

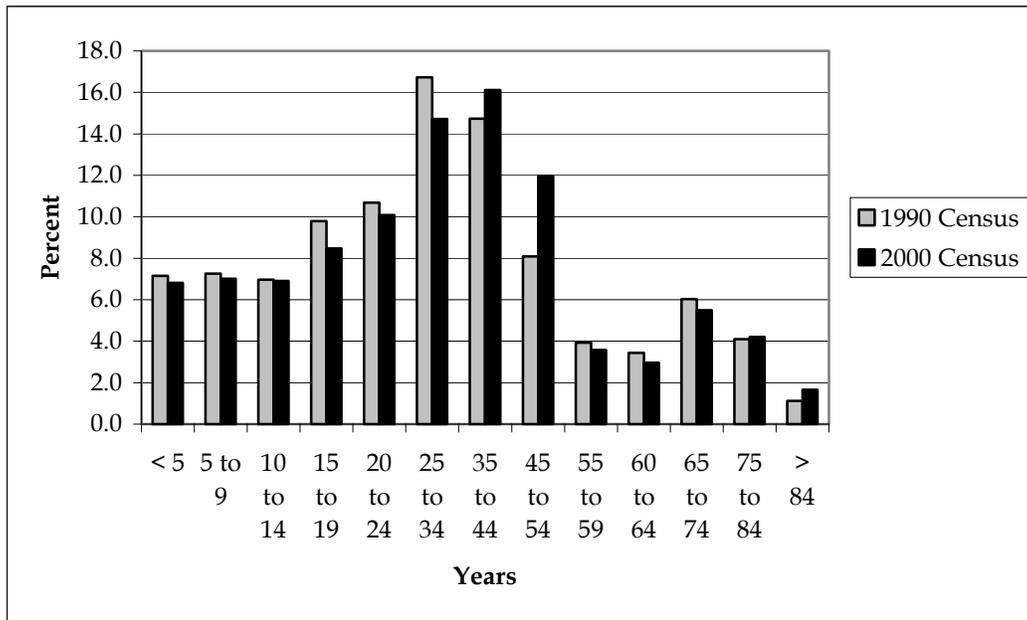
Age Distribution

Census figures show that the 2000 median age of City of De Pere residents was 32.5 years and that the 1990 median age was 30 years, which suggests that 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



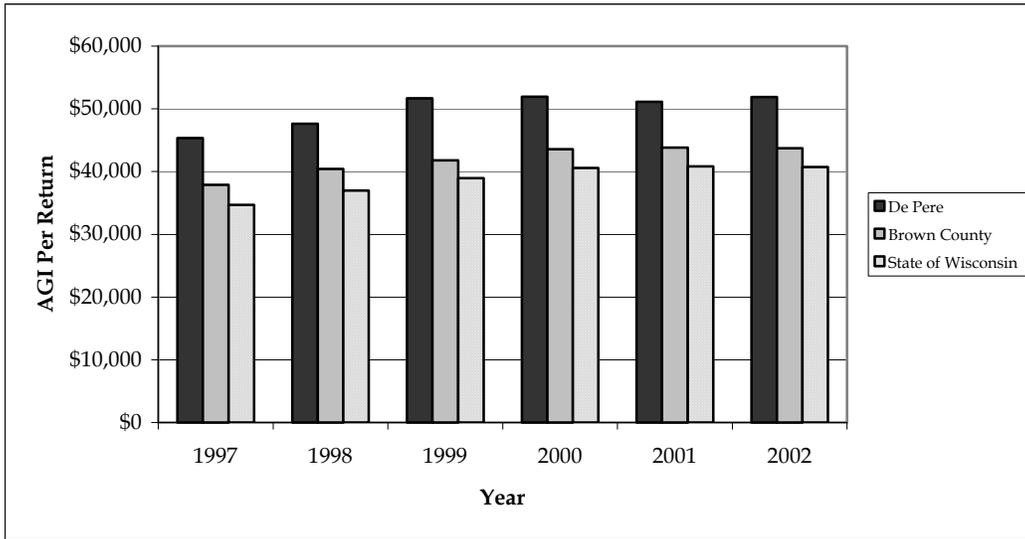
Source: U.S. Census of Population, 1990 and 2000

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 tax return remained significantly higher than both Brown County and the State of Wisconsin between 1997 and 2002. However, over the past three years, the AGIs for the City of De Pere, Brown County, and State of Wisconsin have remained fairly consistent. Figure 1-4 shows the AGI trend over the past six years.

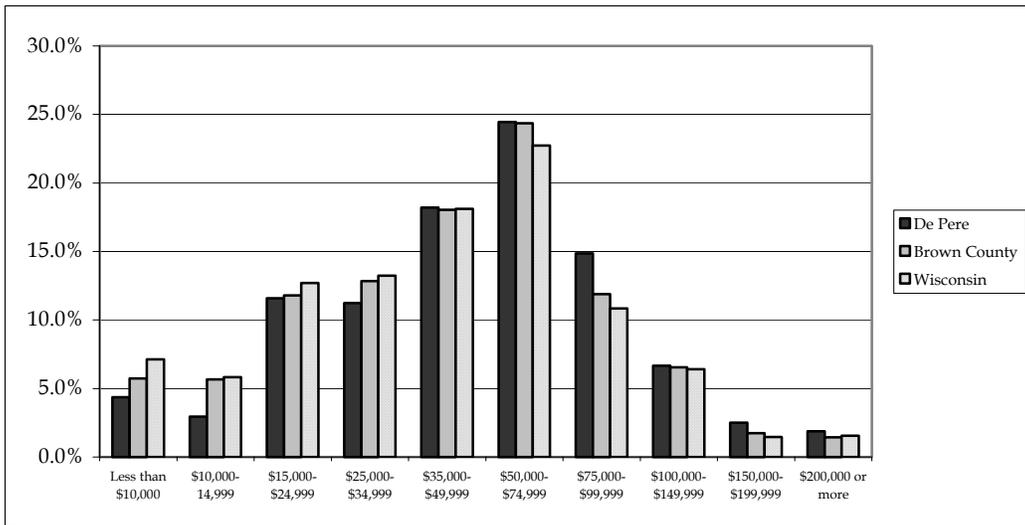
According to the 2000 census, the largest percentage (24.4 percent) of De Pere households are within the \$50,000-\$79,999 income range. Overall, the City has a higher percentage of households in the upper income range and a lower percentage of households in the lower income range than the county and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

Figure 1-4: Municipal Per Return Income, 1997-2002



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

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

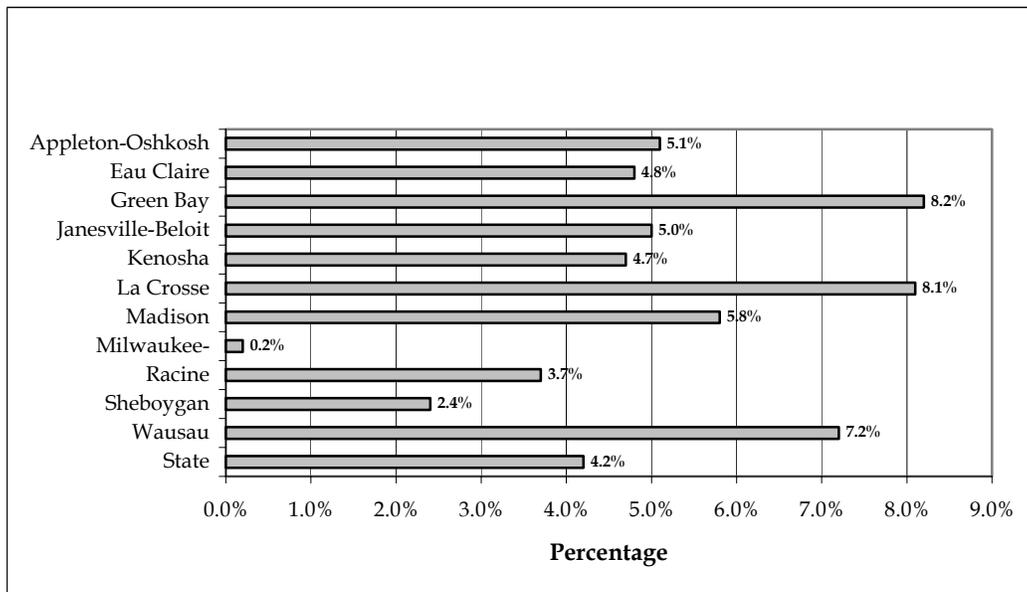
Occupation	Number	Percent
Management, professional, and related occupations	4,204	36.9
Sales and office occupations	3,500	30.7
Production, transportation, and material moving occupations	1,485	13.0
Service occupations	1,319	11.6
Construction, extraction, and maintenance occupations	845	7.4
Farming, fishing,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

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

Employment Forecast

Employment in the Green Bay Metropolitan Statistical Area, which includes the City of De Pere, is projected to continue to grow through 2006. According to the Wisconsin Department of Revenue–Division of Research and Policy, the most recent *Metropolitan Area Outlook* states that employment in the Green Bay Metropolitan Statistical Area (MSA) grew slightly (0.1 percent) in 2002, following 0.3 percent growth in 2001. From 2001 to 2006, the Green Bay MSA is projected to grow by 8.2 percent, which is the highest growth rate among the state’s MSAs. The printing and publishing sector is expected to recover after losses in 2001 and 2002, while strong growth is also expected in the finance/insurance/real estate sector and the services and wholesale trades sectors. Although employment growth within the Green Bay MSA will not likely be as great as it was in the 1990s, the employment forecasts suggest that growth will continue to be stronger than in most other areas of the state. Figure 1-7 shows total non-farm employment forecasts for each Wisconsin MSA for 2002 to 2006.

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

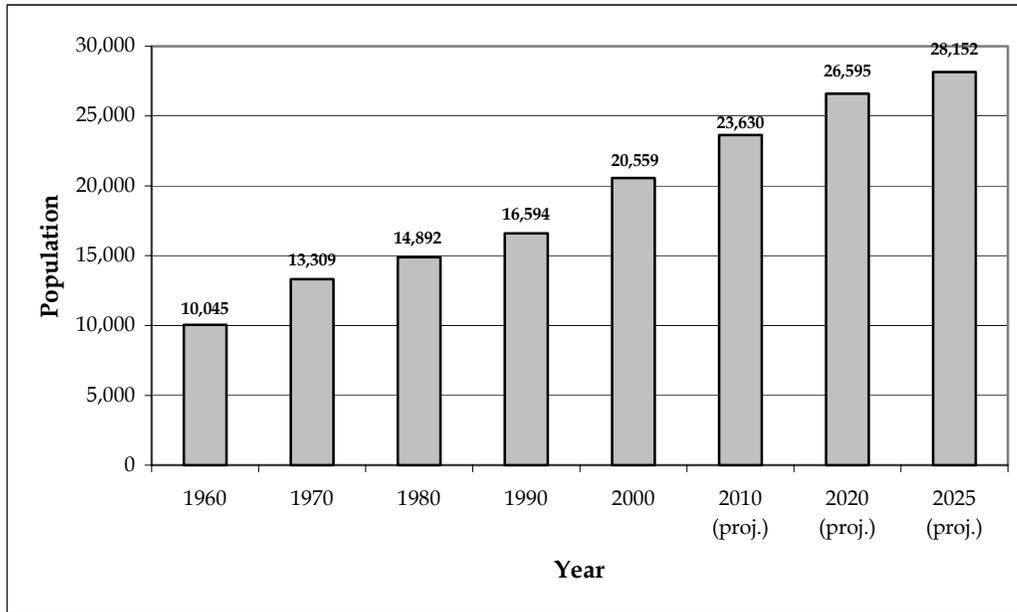


Source: Wisconsin Dept. of Revenue–Division of Research and Policy, *Metropolitan Area Outlook 2002-2006*.

Population and Housing Forecasts

In March 2004, the Wisconsin Department of Administration released the updated population projections for Wisconsin municipalities through 2025. According to these projections, De Pere is expected to grow by 3,071 people by 2010, 6,036 people by 2020, and 7,593 people by 2025, which means that the City is projected to contain 28,152 residents in 2025. The City's past and projected populations are shown in Figure 1-8.

Figure 1-8: Historic and Projected Population, City of De Pere, 1960-2025



Source: U.S. Census Bureau 2000; Wisconsin Dept. of Administration, 2004

Based on the population projections supplied by WDOA, De Pere can expect to add approximately 7,593 residents by 2025. 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 3,087 additional housing units to accommodate the projected 2025 population. The total number of required housing units will, however, be partially addressed by new housing units that were developed between 2000 and 2003. The comprehensive plan's Housing chapter provides a more detailed analysis of the City's current and future housing needs.

Summary

The City of De Pere is a mature community that 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 that 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 that 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 development that integrates natural and cultural resources, are all concepts that will be addressed by 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 that are helpful in establishing the plan for future land use.

The Brown County Planning Commission conducts a countywide land use inventory every decade. Fieldwork for the most recent inventory was completed in June 2000 and updated in the fall of 2003 for the City of De Pere. Using this data, the various land use categories were broken down by acreage. Figure 2-1 describes the land use composition of the City, and Figure 2-2 shows the location of the various land uses within the City.

Residential Land Uses

Of the developed land uses, residential land use is the dominant category. In 2003, the City of De Pere had 2,208 acres devoted to residential land use, which is 30 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 west side and north of O'Keefe Road on the 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. 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. In general, these areas are approximately one-third filled and are predominantly single-family residential.

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 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.

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

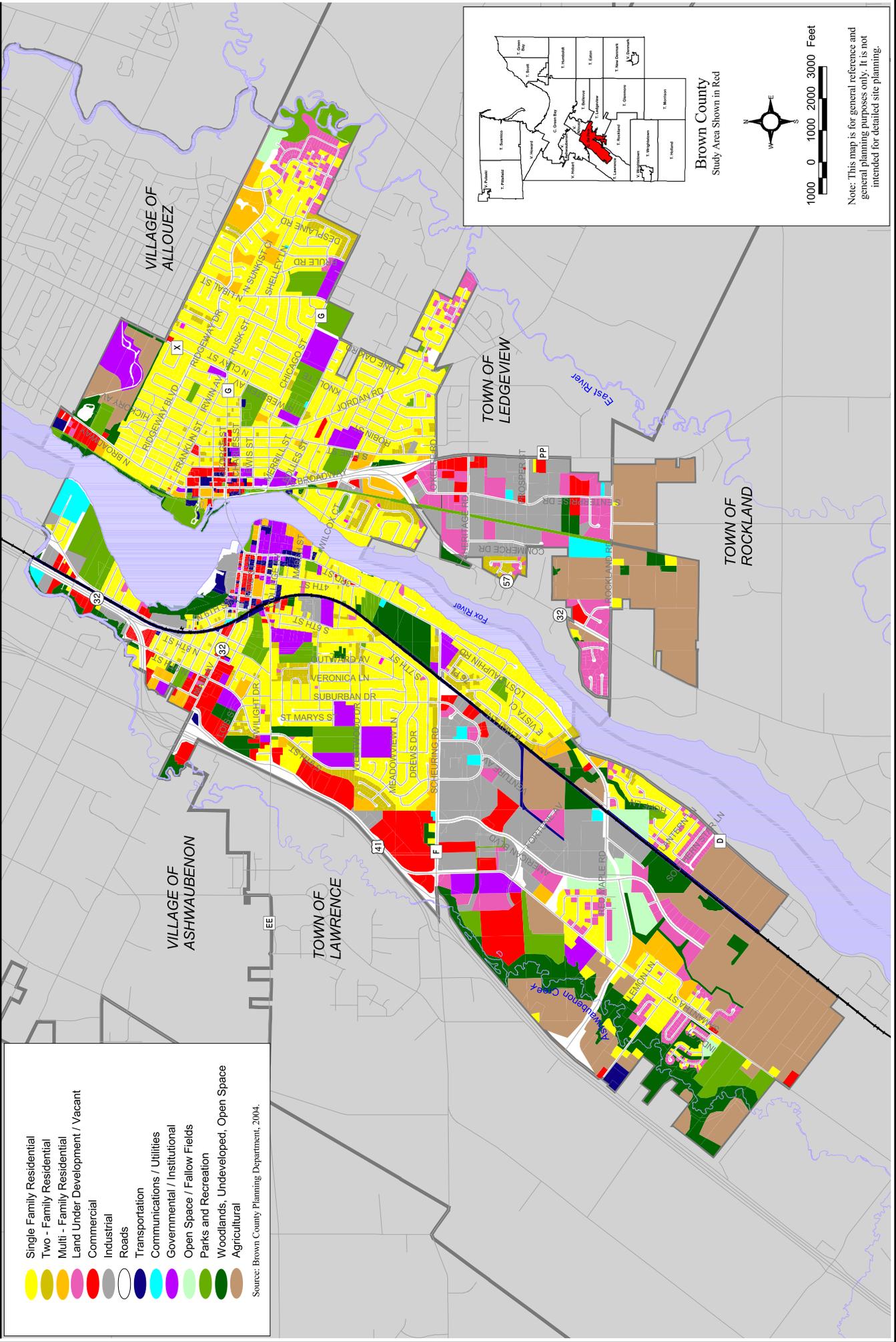
Land Use	Total Acres
Single-Family	1868
Two-Family	163
Multifamily	177
Total Residential	2208
Total Commercial	323
Total Industrial	856
Transportation	1191
Communication/Utilities	50
Administrative/Governmental Facilities	21.5
Educational Facilities	136
Religious and Related Facilities	73
Other Institutional Facilities	58
Total Institutional/Governmental	288.5
Total Outdoor Recreation	417
Open Space	985
Agricultural Related	121
Total Agricultural	1106
Rivers and Streams	475
Woodlands	289
Other Natural Areas	211
Total Natural Areas	975
GRAND TOTAL	7415

Source: Brown County Planning Commission.

Figure 2 - 2
2003 Land Use
 City of De Pere, Brown County, WI

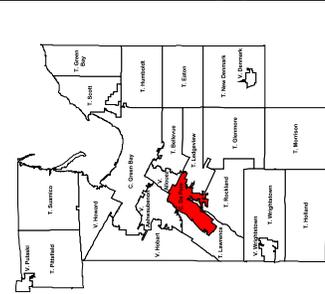


Brown County
 Planning
 Commission



- Single Family Residential
- Two - Family Residential
- Multi - Family Residential
- Land Under Development / Vacant
- Commercial
- Industrial
- Roads
- Transportation
- Communications / Utilities
- Governmental / Institutional
- Open Space / Fallow Fields
- Parks and Recreation
- Woodlands, Undeveloped, Open Space
- Agricultural

Source: Brown County Planning Department, 2004.



Brown County
 Study Area Shown in Red



1000 0 1000 2000 3000 Feet

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

Commercial Land Uses

Commercial land uses occupied 323 acres in 2003, or 4.3 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 856 acres in 2003, or 11 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 Nicolet 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 dominate the City's institutional uses. De Pere is home to St. Norbert College on the west shores of the Fox River. De Pere has seven public schools. 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 the Brown County Fairgrounds, 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 on the west side.

De Pere also has a mixture of other institutional uses, including a fire station, city hall, public works garage, post office, library, and churches. The institutional land use total of 288.5 acres represented about 4 percent of the City in 2003.

Outdoor Recreation Uses

The Brown County land use inventory indicates that De Pere contained 417 acres for outdoor recreation uses in 2003, which comprised 6 percent of the City. This figure includes the Brown County Fairgrounds, school-affiliated athletic fields and playgrounds, and various 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 fall of 2003, the City had 1106.5 acres of agricultural land (14 percent of the City) within its current boundaries. However, almost all of this agricultural land is in the process of being platted and sold for residential uses. This is particularly noticeable on the far southwestern and southeastern parts of the City where most new development activity is taking place on formerly active farmland. There are minimal areas of agricultural activity still taking place in the City. However, the agricultural uses are expected to diminish as the development reaches full build-out. 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 975 acres, or 13 percent of the City. The area along Ashwaubenon Creek is the largest 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.

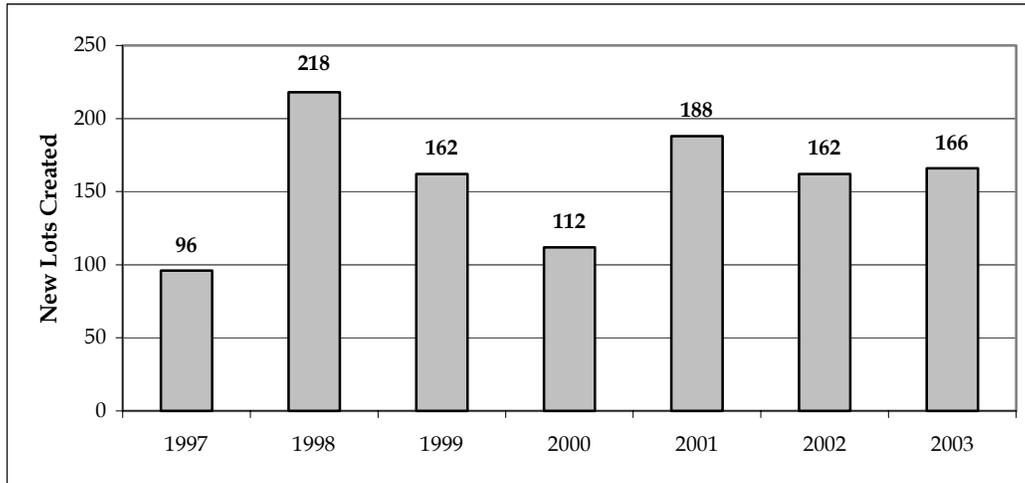
Land Use Trend Analysis

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 vacant residential parcels created in the City from 1997 to 2003. As is evident from the graph, there was a rather dramatic jump in parcels created between 1997 (96 parcels created) to 1998 (218 parcels created). An average of 158 parcels per year have been created between 1997 and 2003.

Based on an analysis of Brown County Property Listing data from 1997 to 2002, the average selling price of a single-family residential home has steadily increased from \$121,307 in 1997 to \$165,842 in 2002. This is an increase of \$44,535, or 36.7 percent, in just six years. The average selling price of homes by year is displayed in Figure 5-5 in the Housing chapter.

Figure 2-3: Number of Vacant Residential Parcels Created, 1997-2003



Source: Brown County Planning Commission.

The number of homes sold in the City has remained rather stable with between 200 and 300 homes sold per year. The highest number of homes sold during this period was 297 in 1999, which corresponds to the highest average sale price, which also was in 1999. The average value of homes in the City can be inflated by homes with Fox River shoreline frontage. This may account for some of the substantial increases in prices because these lots and homes have become increasingly desirable. However, even after discounting some of the averages with this trend in mind, the home prices in the City have clearly been quite stable. Figure 5-6, also located in the Housing chapter, shows the number of homes sold in De Pere over the past six years.

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 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. 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 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 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.

Regardless of the mechanism utilized to fund improvements and in order for the downtown to become the vibrant center of a rapidly growing community, the City must continue to invest in its downtown.

A Main Street Program has been established for the City of De Pere through De Pere Main Street, Inc. In September of 2000, *A Downtown Parking Analysis and Plan For De Pere, Wisconsin*, was completed. Creating a more pedestrian-friendly downtown through traffic calming techniques, streetscaping, and demonstrating an overall City investment has proven to be an effective first step in downtown revitalization. The City of De Pere has set an example of how a municipal investment in the downtown streetscape can help to turn a downtown around.



City of De Pere Streetscaping Project, 2001



City of De Pere Streetscaping Project, 2001

The City of De Pere has gone to great lengths to develop downtown design guidelines. The De Pere Main Street Program 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* document was developed. In each case following the completion of these studies, the City has made public streetscape improvements that have added to the aesthetic quality and walkability of the downtown. Architectural design recommendations have also been made that resulted in new redevelopment projects that are sensitive to the scale and historical context of the 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

Currently, the 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* that was completed in May of 2003. It was determined that a disproportionate number of multifamily structures are being concentrated in specific areas of the City. The study suggests that the City should pursue promoting the development of well-designed owner- and renter-occupied housing units that are oriented toward the surrounding neighborhood. Additionally, it was determined that within the study area the City

should promote a mixing of land use, improve transportation connectivity, and design streets that are 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 that 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 is also currently engaged in boundary discussions with the Town of Rockland. In addition to being a means of avoiding expensive legal challenges that 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. The City should also continue to meet with the neighboring communities to coordinate issues at their borders.

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 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.

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 that is lost to development. Increasing density is only one element of Smart Growth, and it is important to recognize that 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 that the City consider increasing density for development but that all elements of creating good neighborhoods are 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 and 2003 were first compared (see Figure 2-4).

The Issues and Opportunities chapter stated that based on the 2000 census and recent population projections, De Pere’s population is expected to grow by approximately 7,593 people by the year 2025 and within the timeframe of this plan. Based on the average of 2.46 people per household in the City, there will be a need for 3,087 additional housing units over the timeframe of this plan.

Utilizing the existing housing percentages of 70 percent single-family homes, 8 percent duplex units, and 22 percent multifamily units, of the 3,087 housing units, approximately 2,161 will be single-family units, 247 will be duplex units, and 679 will be multifamily units. If the assumed residential acreage per housing unit is 1/3 acre, an additional 1,029 acres of residential land will be needed to meet the current demand for housing in the City through the year 2025. The Issues and Opportunities chapter displays a chart that lists the population projections that were evaluated to determine its population and housing growth.

The land use inventory found that the ratio of land uses in the City is currently approximately 5.5 acres of residential development for every 1 acre of commercial development and 3.8 acres of industrial development. Applying the ratios to the 1,029 acres needed for residential development yields the need for another 187 acres of commercial land and 270 acres of industrial land during the 20-year planning period. Input received through the citywide visioning session and citizens advisory committee meetings suggests that the residents of De Pere would like to see the present ratio of residential, commercial, and industrial development maintained in the future.

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

Land Use	1980 (Total Acres)	2003 (Total Acres)	Difference 1980-2003
Residential	1,105 acres	2,208 acres	+1,103 acres
Commercial	228 acres	323 acres	+95 acres
Industrial	192 acres	856 acres	+664 acres
Agricultural *	1,196 acres	1,106 acres	-90 acres

* The City has had several large recent annexations from the Towns of Rockland and Lawrence.

Since street rights-of-way were not included within the acreage totals, it was necessary to determine the approximate street right-of-way acreage needed to serve the developing areas. To determine the street acreage, several recently approved subdivision plats within the City were identified as either residential or commercial/industrial, and the percentage of land devoted to street right-of-way was identified. This analysis determined that there would be a need for an additional 339 acres of street right-of-way between 2005 and 2025.

Based on the past 20 years of population growth within the City and associated land use changes, it is assumed that approximately 1,825 additional acres will be needed to accommodate the City’s growth over the next 20 years. This total includes 1,029 acres for residential development, 457 acres for combined commercial/industrial development, and 339 acres for street right-of-way. In order to account for market factors, such as the willingness of property owners to sell land, an additional 10 percent of the required acreage was added for a total of 2,157 acres over the next 20 years. However, if the mixed land uses, traditional neighborhoods, narrower streets, and other similar concepts recommended in the comprehensive plan are implemented instead of the standard

segregated “pods” of single land uses served by wide streets, the total number of acres needed for development over the next 20 years could be as low as 2,007.

Figure 2-5 and Figure 2-6 identify the 5-year growth increments for the City of De Pere. The increments are based on where services, such as sewer and water, currently exist and where they can be most cost-effectively extended when warranted by development pressures.

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

Use	Year				
	2003 (existing)	2010	2015	2020	2025
Residential	2,041 acres	500 acres	900 acres	1,300 acres	1,537 acres
Commercial	366 acres	100 acres	160 acres	210 acres	260 acres
Industrial	535 acres	200 acres	250 acres	300 acres	360 acres
Agricultural	1,014 acres	It is expected that 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 Recommendations

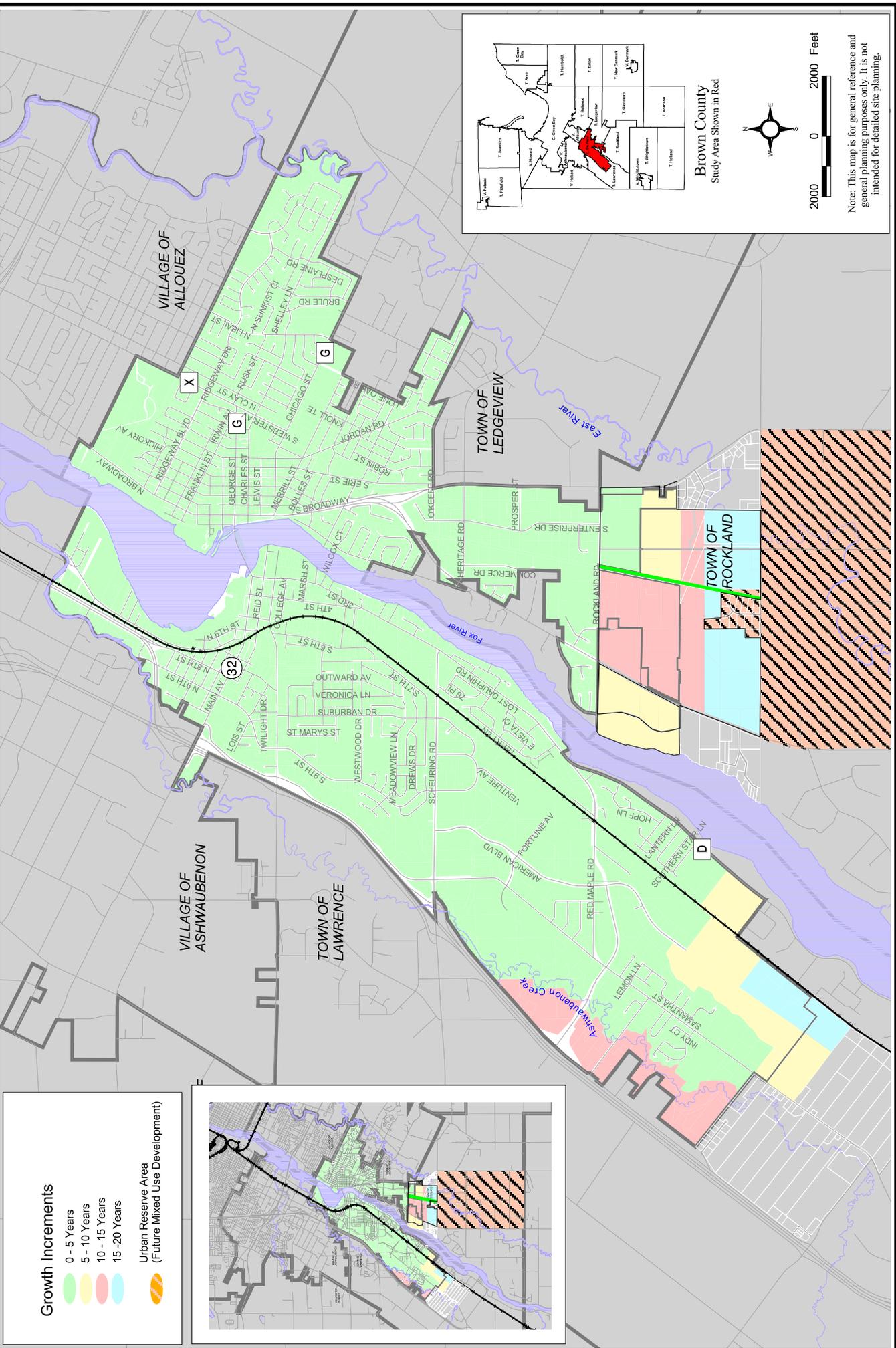
In order to achieve the plan’s overall land use goal and the general objectives for De Pere, future development should be based on the themes of efficiency, integration, and neighborhoods. De Pere’s growth should be orderly and cost-effective, making maximum use of existing and planned services. For instance, the plan recommends that the areas most easily serviced by municipal sewer and water develop first and infill areas and areas contiguous to existing development be given priority before other more costly areas are developed. Eventual expansion into the surrounding towns will occur, but this should be accomplished in an orderly and cost-efficient manner.

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

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

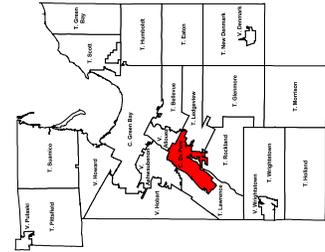
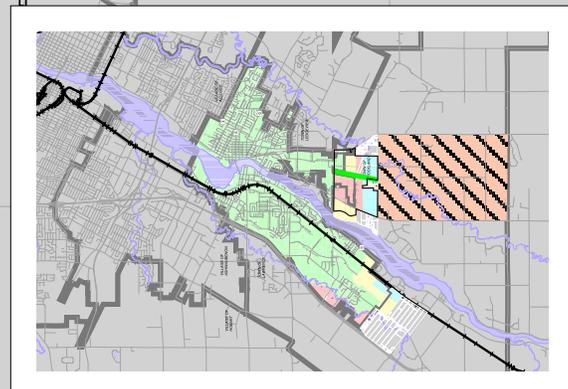


Figure 2 - 6 5-Year Growth Increments City of De Pere, Brown County, WI



- Growth Increments**
- 0 - 5 Years
 - 5 - 10 Years
 - 10 - 15 Years
 - 15 - 20 Years

Urban Reserve Area
(Future Mixed Use Development)



Brown County
Study Area Shown in Red



2000 0 2000 Feet

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

types rather than single-use residential subdivisions.

The idea of creating diverse neighborhoods rather than stand-alone single-use developments is a common theme throughout the Future Land Use section of this chapter. Figure 2-7 shows the future land use plan for the City.

Neighborhoods

Future residential development in De Pere should be based upon the concept of neighborhoods. A neighborhood should be more than just a housing development by itself. It should also include recreational uses, such as a neighborhood park, institutional uses, such as churches or schools, and neighborhood commercial uses providing goods and services geared primarily for the surrounding residents. This plan encourages that future residential development is placed in neighborhoods of about 160 acres in size (1/2 mile square). This is designed to create neighborhoods large enough to support services and amenities that meet some of the needs of daily life but small enough to be defined by pedestrian comfort and interest. This size range is based on a 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.

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

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

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

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

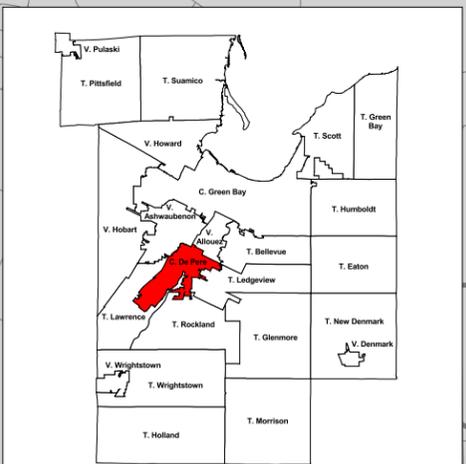
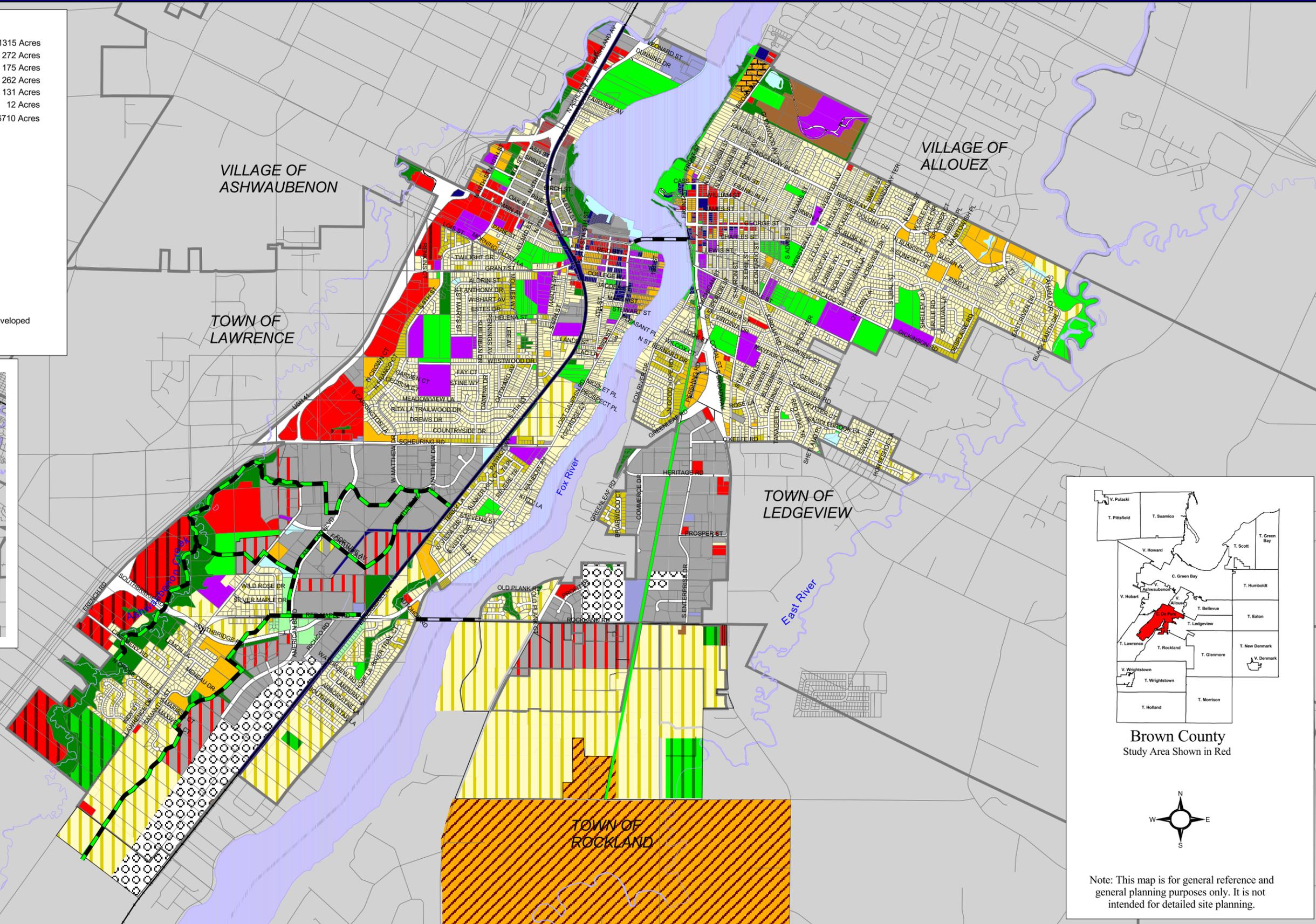
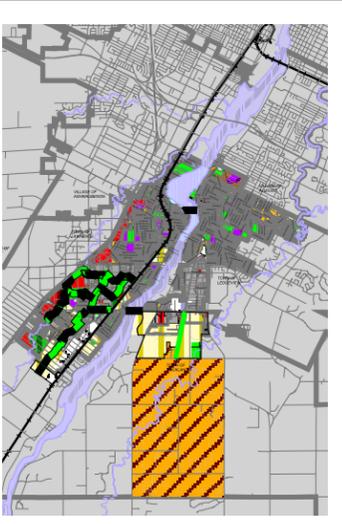
Future residential development is proposed to grow southward from the existing development on the west side of the City along Lawrence Drive and south of the De Pere Business Park and the South Bridge Business Park. Additional development on the east side is proposed south of the East De Pere Industrial Park. Future development opportunities will exist adjacent to the Southern Bridge arterial (existing Southbridge Drive and Rockland Road) corridor for the planned Southern Bridge. This arterial will connect the east side of De Pere and the East De Pere Industrial Park to USH 41 by way of a new interchange. It will be important to coordinate commercial and industrial development in this corridor with planned neighborhood development areas.



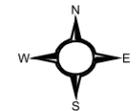
Figure 2 - 7
Future Land Use
 City of De Pere, Brown County, WI



- Future Land Use**
- Future Neighborhood Residential 1315 Acres
 - Future Business Park 272 Acres
 - Future Highway Business 175 Acres
 - Future Industrial 262 Acres
 - Future Community Park 131 Acres
 - Future Mixed Use 12 Acres
 - Urban Reserve Area (Future Mixed Use Development) 6710 Acres
 - Future Recreational Trail
 - Future Bridging
- Existing Land Use**
- Single Family Residential
 - Two - Family Residential
 - Multi - Family Residential
 - Commercial
 - Industrial
 - Roads
 - Transportation
 - Communications / Utilities
 - Governmental / Institutional
 - Open Space / Fallow Fields
 - Parks and Recreation
 - Woodlands, Wetlands, Undeveloped Open Space
 - Agricultural



Brown County
 Study Area Shown in Red



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

Development should provide for the location of small businesses, institutional, recreational, or higher density residential development. The intent of these areas is to encourage developers to use their ingenuity to provide a mix of land uses for the surrounding neighborhood and encourage alternative means of transportation within and between the neighborhoods.

Neighborhood Features

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

Planned Neighborhood Development Areas

In addition to residential uses, a neighborhood should be planned to include other neighborhood-serving uses and features. To make neighborhoods more livable, it is recommended that planned neighborhood development areas be located at strategic locations. 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 planned neighborhood development areas 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 a 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 that these areas

contain a mix of uses and that the collector streets not be designed to create barriers for children, adults, and the elderly who may wish to bike or walk to one of the amenities within the planned neighborhood development areas.

Neighborhood Connectivity

Greater connectivity between and within neighborhoods is also recommended. The design of future residential developments must take into consideration pedestrian and bicyclist movements in addition to providing convenient access for automobiles. There should be a continued emphasis on sidewalks, walkways, and bike paths leading to the various public and quasi-public spaces. Each neighborhood should have many ways to get into and through it by driving, walking, and bicycling. Streets should knit neighborhoods together rather than form barriers. The intent is for residential developments to form neighborhoods that evolve to be part of the broader community by avoiding “islands” of separate subdivisions or freestanding individual complexes attached to the rest of the community strictly by one or two entrances for auto traffic.

Street Networks

The design of the street network has a huge impact on the character and form of development, particularly residential areas. It is critical that streets be laid out and designed to be compatible with the neighborhood concept while fulfilling their inherent transportation function.

While blocks should generally be rectilinear or otherwise distinctly geometric in shape, they may vary in size and shape to follow topography and to avoid a monotonous repetition of a basic grid pattern. To be conducive to walking, block layouts should generally be designed with frequent street connections. The street network should connect to the adjacent Planned Neighborhood Development Areas and extend out into the surrounding neighborhoods.

Traffic Calming

For a 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 that streets be designed to be compatible with the land use that they are intended to serve.

Pedestrian Network

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. 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.

Neighborhood Parks and Open Spaces

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.

In addition to the smaller neighborhood-scale parks, the citizens advisory committee identified a need for a large community park. This type of park would provide areas for active activities, such as an organized softball league, passive activities, such as kite-flying, and community-wide picnics. The planned park and sports complex south of Southbridge Road and west of Lawrence Drive will be a larger park that is presently being developed to serve this area of rapid development. The Future Land Use Plan identifies a potential new community park on the east side south of Rockland Road, in addition to a smaller (4.5 acre) neighborhood park that will be created at the southwest corner of Rockland Road and CTH PP.

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.

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

Overall Coordination of Neighborhoods

Any development proposal should be required to show that 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.

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. In order to account for this trend, the Housing chapter recommends that at least two housing types be included in any residential project encompassing more than 30 acres. As the acreage of the residential project increases, the number of housing types should also increase. This can be achieved in various ways. Some examples include:

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

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

Multifamily Housing

The Year 2003 Land Use Inventory showed that De Pere's residential acreage was comprised of 83 percent single-family dwellings, 8 percent two-family dwellings, and 9 percent multifamily dwellings. The ratio of dwelling units corresponds to historical existence of predominantly single-family homes in the City over multifamily and duplex units. Recently, the City of De Pere has seen a significant increase in the number of multifamily and renter-occupied housing units. It is recommended that future residential development in De Pere retain this proportion of multifamily acreage compared to duplex and single-family acreages. This will allow for a range of housing types to be accommodated in the City while still maintaining the residential feel of the community. However, the possibility of an increasing demand for multifamily housing as a result of the aging population will have to be considered and monitored.

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.

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 that amenity.

Multifamily Building Design

All 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.

Multifamily Building Placement

Placing multifamily buildings close to and fronting the streets with parking in the rear 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 that 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 that comes with visibility from and to public streets.
- The sense of community that 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.

Coordinated, Orderly, and Balanced Growth

The City would like to see an increase in the percentage of commercial and industrial lands as a means to increase the tax base of the City while maintaining the current level of services. However, the increase in these uses should remain in an overall balance with residential growth in order to maintain the small town atmosphere of the City.

A sufficient supply of vacant lands that can be provided with public services should be maintained in order to allow for continued orderly growth. The supply should be based on the projected growth for 5-year increments but should be flexible enough to allow for market conditions. These areas should be considered “Smart Growth” areas and identified on the 5-Year Growth Increments map (Figure 2-6).

Properties that can be more easily served and that are more strategically located in relation to existing municipal services should be a priority for development. Properties slated for future developments that are outside of the applicable 5-year projected growth area should be kept in a rural development holding pattern. Non-sewered development should be prohibited (if legally possible) in these areas in order to avoid premature development and allow for the provision of efficient and cost-effective services as growth in the City 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.

Joint City of De Pere/Town of Rockland Planning Area

De Pere and the Town of Rockland are currently discussing boundary issues, and these discussions have addressed and will continue to address development in the area south of Old Martin Road. Any development activities that are proposed within this area

should be reviewed by the City for conformance to the City's comprehensive plan, development standards, and any boundary agreement adopted by the City of De Pere and the Town of Rockland.

Design Issues

The City should encourage design elements, such as streetscaping, flags, banners, seasonal decorations, and signage controls, to aesthetically integrate individual land use areas. It is recommended that the City also concern itself with 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 an 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 boulevard at Lawrence Drive, 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 that are recessed from the front building façade or at least even with the rest of the front façade are preferred over protruding garage doors. Locating garages farther from the street can allow narrower driveway frontage at the curb, 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. The plan's Housing chapter (Chapter 5) contains a series of photos to illustrate this type of development.



Street lined with trees.



Street lined with garage doors.

Street trees have a tremendous positive visual impact on the streetscape. As trees planted along the edge of streets mature, they can often become the defining element of a neighborhood. De Pere has many areas with mature street trees that form a canopy over the street that 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 Neighborhoods: Infill Development, Redevelopment, and Rehabilitation

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. A specific location where the City should continue to focus its efforts is the vacant property located west of the Fox River and south of the Mel Nicks Athletic Field between Lost Dauphin Road and the

Canadian National Railroad. A second general location for continued infill residential and commercial development is the near downtown neighborhoods on both the east and west sides of the Fox River. De Pere should emphasize development in vacant areas that are served by public utilities, and these vacant areas should be utilized more efficiently by encouraging further development of them.

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 multifamily housing for seniors, as well as new condominiums and rental structures for the general public. The introduction of housing 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. The grant monies, 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 be encouraged in order to take advantage of existing infrastructure and services, provide opportunities for affordable housing, and prevent blighting 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 that 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 will 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 redevelopment of properties.
- The introduction of neighborhood-related non-residential development, provided that 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 sources.

- The improvements to aging single-family housing stock, particularly by seeking Wisconsin Department of Commerce Housing Grants.

Downtown

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 new Nicolet Office Building, Nicolet Senior Housing, De Pere Community Center, Kress Inn, St. James 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 that 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 Downtown Urban Design Plan*, which was completed by Schreiber/Anderson Associates, Inc. as an appendix to the *City of De Pere Comprehensive Plan*, includes an in-depth urban design plan that will build on De Pere's many design strengths (Fox River, historic character, diversity of retail and service businesses, industry, strong neighborhoods, St. Norbert College, and beautiful parks). An emphasis has been placed on unifying both sides of the downtown to strengthen the downtown's position as a focal point and destination for the community and the region. The goal of the downtown urban design plan is to focus on maintaining and (in some cases) enhancing walkability, diversity, visual appeal, and other elements that will enable the City to retain existing businesses and attract new ones, provide interesting places to live and visit, and create the activity necessary to allow the downtown to thrive for years to come. Special emphasis will be placed on design recommendations associated with the approach points for the new Claude Allouez Bridge in downtown De Pere. Additionally, the plan will address redevelopment opportunities in the downtown as a result of the new bridge construction.

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.

In order to continue to make both sides of the downtown a destination point for City and area residents, the City should implement the recommendations of the Downtown Urban Design Plan.

Downtown redevelopment is intended to keep the City's identity unique. 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.

Residential Development

The following areas are recommended for future residential development, which would include single-family, two-family, and multifamily in terms of land use:

- 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 south of the Mel Nicks Athletic Field between Lost Dauphin Road and the Wisconsin Central Limited railroad tracks. The future development of this area also recommends the

removal of the radio towers and transmitter building to complete the development. Approximately 40 acres are available for development.

- Continuation of neighborhood residential development is proposed for the area surrounding Lawrence Drive, Red Maple Road, and the future Brown County Southern Bridge route. Development of this area includes the infill of vacant land between existing roadways and subdivisions. The mixed residential development should include multifamily development. The *Southwest De Pere Development Plan* completed in May 2003 addresses this general area. Much of this area had been identified for multifamily or two-family housing units to provide land use buffers between single-family residential development and other areas where commercial, industrial, and transportation uses have been designated. A significant concentration of multifamily residential development already exists in this area. Therefore, it is suggested that future development on the remaining vacant areas should provide for a variety of housing types that are connected to the neighborhood and include opportunities for limited neighborhood-oriented commercial activity. Streets in this area should maximize connectivity and be neighborhood friendly by maximizing safety, efficiency, and accessibility.
- Neighborhood residential development is recommended for the area bordered by Old Plank Road, Rockland Road, and State Highway 57. This area is in the Town of Rockland and, therefore, would require annexation and the extension of services before the development can take place (this area is subject to ongoing boundary agreement discussions between the City of De Pere and the Town of Rockland.)
- Another large area south of Rockland Road (much of which is still within the Town of Rockland) that has been targeted for neighborhood development is the vacant land located north of Old Martin Road. This area should be developed predominantly with single-family residences but should include a mix of two-family and multifamily residential development within a neighborhood setting. Approximately 400 acres can be developed for residential uses in this area. The area would include a proposed community park that would be linked to residents in De Pere and neighboring communities by the Fox River Trail (this area is subject to ongoing boundary agreement discussions between the City of De Pere and the Town of Rockland.)
- A final area designated for neighborhood residential development is the vacant land located south of Southbridge Drive and west of the Fox River between Lost Dauphin Road and the Canadian National Railroad tracks. This area is located entirely within the corporate limits of De Pere and would require the extension of infrastructure improvements.
- A new residential development was recently approved for the vacant strip of land between Red Tail Glen extended and the Canadian National railroad tracks. This development will buffer the existing single-family development to the east.

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.

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. Interchange access will be available at the new Brown County Southern Bridge route, in addition to existing interchanges at Scheuring Road and Main Street. The new interchange at Southbridge Drive will be 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 Street interchange.

Business development is also recommended in proximity to the intersection of Highways 32 and 57 and the Brown County Southern Bridge corridor route (Rockland Road). This area could include a combination neighborhood commercial/convenience center or a business service center for the south side of De Pere.

There are two downtown business districts that can be 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 De Pere Main Street, to market and promote businesses locating in commercial storefronts. Further commercial development is also recommended for the north side of Main Street between Fourth and Sixth Streets to solidify the business use in these two blocks.

The downtown business district along Broadway Street on the east side is well defined in the north-south direction. However, the business district is somewhat lesser defined when proceeding east along George Street from Broadway. There appears to be the potential for expanding the downtown area somewhat to the east. In so doing, some of the mixed residential uses would have to be removed to accommodate business expansion. This area will be further defined within the *Downtown Urban Design Plan*.

When the new bridge is built and east-west traffic lanes are created on George and Charles Streets, traffic volumes will generate more interest in these two street frontages and all lands in between. The City should determine if there are any underutilized sites along or in between these two roadway corridors. The City should consider ways of supporting and encouraging redevelopment of the area. Historic home preservation will prevent downtown expansion to the north. A redevelopment area has been identified in proximity to the proposed eastside landing point of the new Claude Allouez Bridge.

Redevelopment of the downtown business districts are recommended and encouraged to stabilize the boundaries and maintain viable downtown areas. These concerns and issues are addressed in more detail in the Downtown Urban Design Plan, which is included as Chapter 10 to the comprehensive plan.

Industrial Parks

The 2000 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 State Highways 32 and 57. Expansion of the industrial park by the City to the south of Rockland Road on land recently annexed from the Town of Rockland is not likely since the land has been acquired for private development.

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 with Scheuring Road. Of the total 800 acres that are owned and developed by the City in the business park, 780 acres have either been sold for development or have been set aside for roads and parkways. Presently, 20 acres of City-owned and 100 acres of privately-owned land are still available for business development.

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 five acres have been sold in this area for development. It is anticipated that the business park will be expanded to the south, and a mix of commercial and industrial development will be encouraged.

In addition to the De Pere Business Park and the Southbridge Business Park, which have been developed by the City of De Pere, there are approximately 40 acres of privately held land that will be developed as a commercial/business development. This development will require the extension of utilities to the south. Ultimately, this area will be provided with excellent access to USH 41 when the planned Southern Bridge and a new interchange with USH 41 are constructed.

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.

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.

While the majority of the East River Trail parkway is located with the Village of Bellevue and the Town of Ledgeview, a very important segment has been preserved within the City of De Pere. Future opportunities will exist to provide a connection between the Fox River Trail and the East River Trail by way of the southern arterial corridor.

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 the efficient provision of public services when warranted.

Summary of General Land Use Recommendations

- 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.
- Utilize Planned Neighborhood Development Areas in neighborhood centers.

- Future residential development should maintain the current 70 percent single-family dwellings, 8 percent duplexes, and 22 percent multifamily units, while keeping abreast of future demographic and home-buying trends as a result of an aging population.
- Multifamily buildings should reflect as much as possible the characteristics and amenities associated with single-family residences.
- 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 that exceed 700 feet in length.
- Encourage the development of boulevards along the main entryways into the City.
- Develop a new community park that provides for active and passive recreation opportunities south of Rockland Road.
- 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.
- Implement the recommendations of the downtown design plan to create a visual image of what downtown could look like with facade, parking, streetscaping, signage, and traffic calming improvements.
- Utilize the 5-year growth increments to indicate where and when public services should be expanded.
- Expand the industrial development to the west of the East De Pere Industrial Park and business park development to the south of Rockland Road.
- Expand the business park development to the south of the De Pere Business Park in the Southbridge Business Park.
- Ensure that any 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.

- 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 several 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.

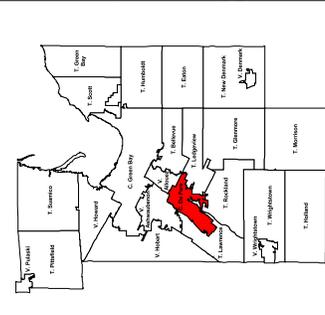
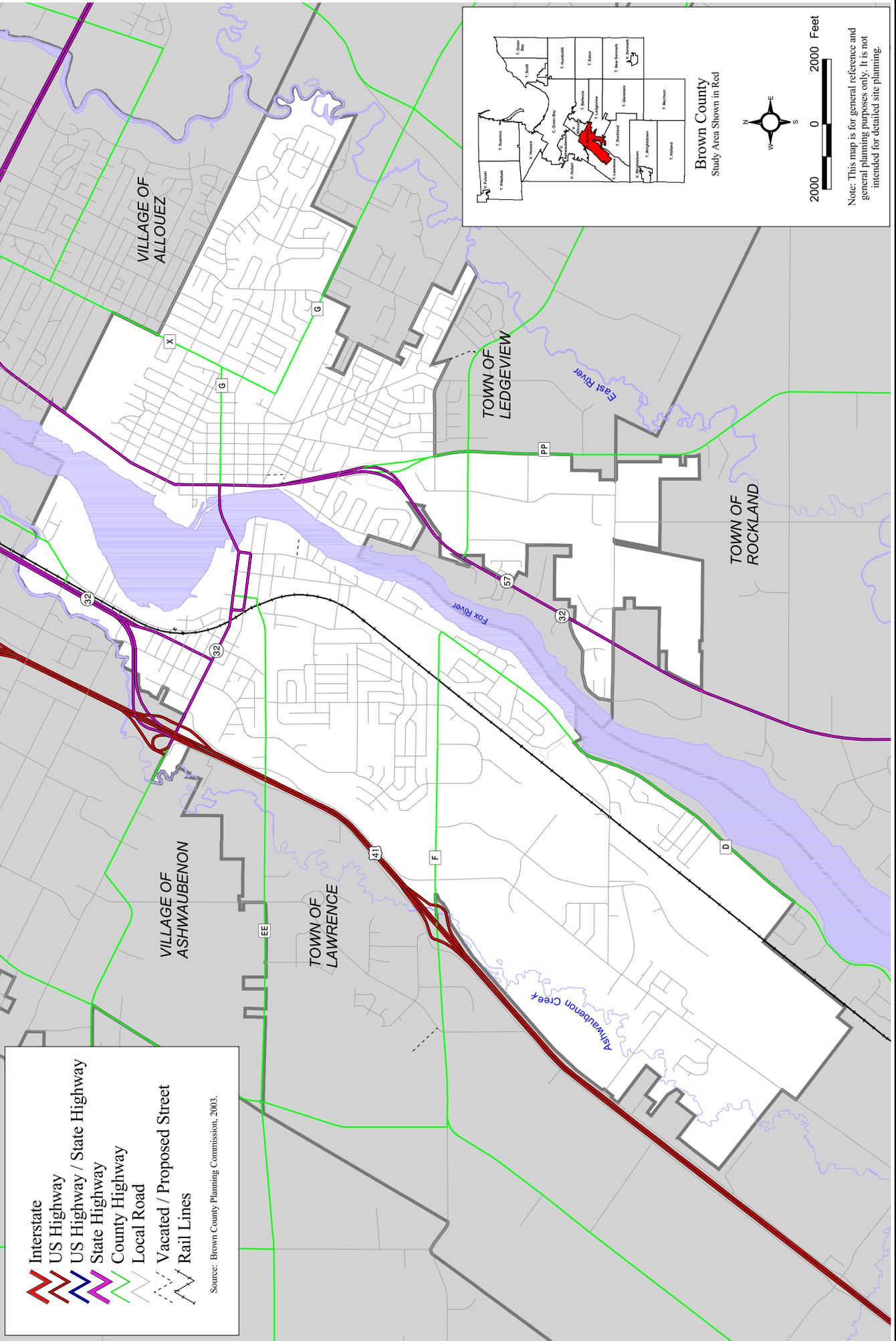


Figure 3-1 Street Network / Rails City of De Pere, Brown County, WI



- Interstate
- US Highway / State Highway
- State Highway
- County Highway
- Local Road
- Vacated / Proposed Street
- Rail Lines

Source: Brown County Planning Commission, 2003.



Brown County
Study Area Shown in Red

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



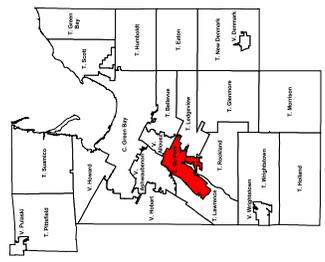
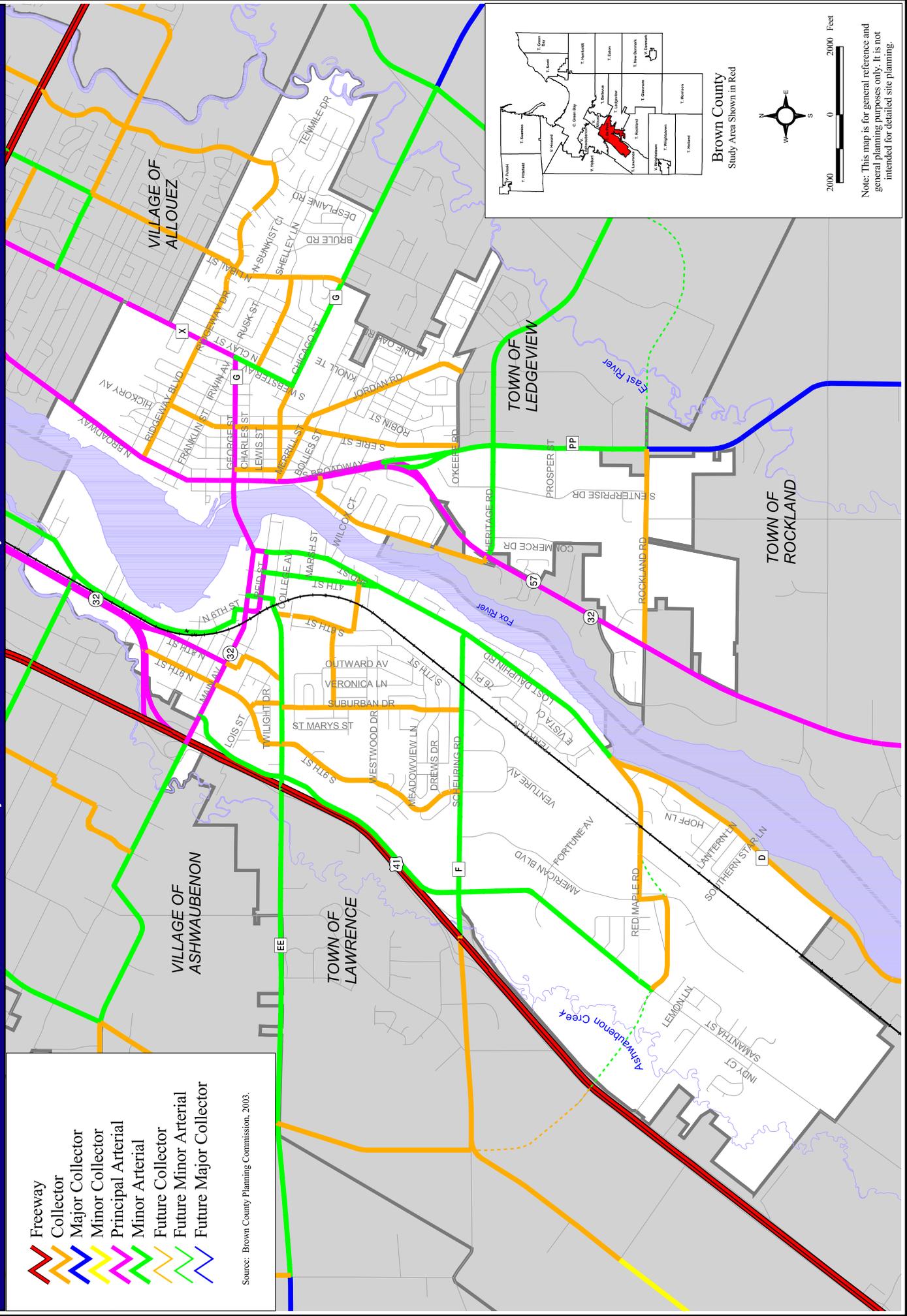
Figure 3-2

Functional Classification City of De Pere, Brown County, WI



- Freeway
- Collector
- Major Collector
- Minor Collector
- Principal Arterial
- Minor Arterial
- Future Collector
- Future Minor Arterial
- Future Major Collector

Source: Brown County Planning Commission, 2003.



2000 0 2000 Feet

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

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 many 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 two Green Bay Metro fixed transit routes and three limited service routes. The fixed routes serve the east and west sides of the City, and the downtown area (especially Shopko and the nearby businesses) is frequently served by the Metro system. Although each fixed route provides hourly service during Metro's weekday and Saturday service periods, the routes' schedules allow them to serve the City every half hour. These routes are shown in Figure 3-4.

In 2001, the Brown County Planning Commission studied the number of people who get on and off the fixed route buses at all of the stops in the service area during an average day. This study found that relatively few people boarded and exited the buses along the segments of the two fixed routes that serve De Pere. Although it is difficult to accurately judge how often a route is used by sampling an average day, the results of this study suggest that the demand for transit service in De Pere is currently low. The results of the study within the City are shown in Figure 3-5.

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 one of the primary 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

Bicycle Facilities In De Pere City of De Pere, Brown County, WI

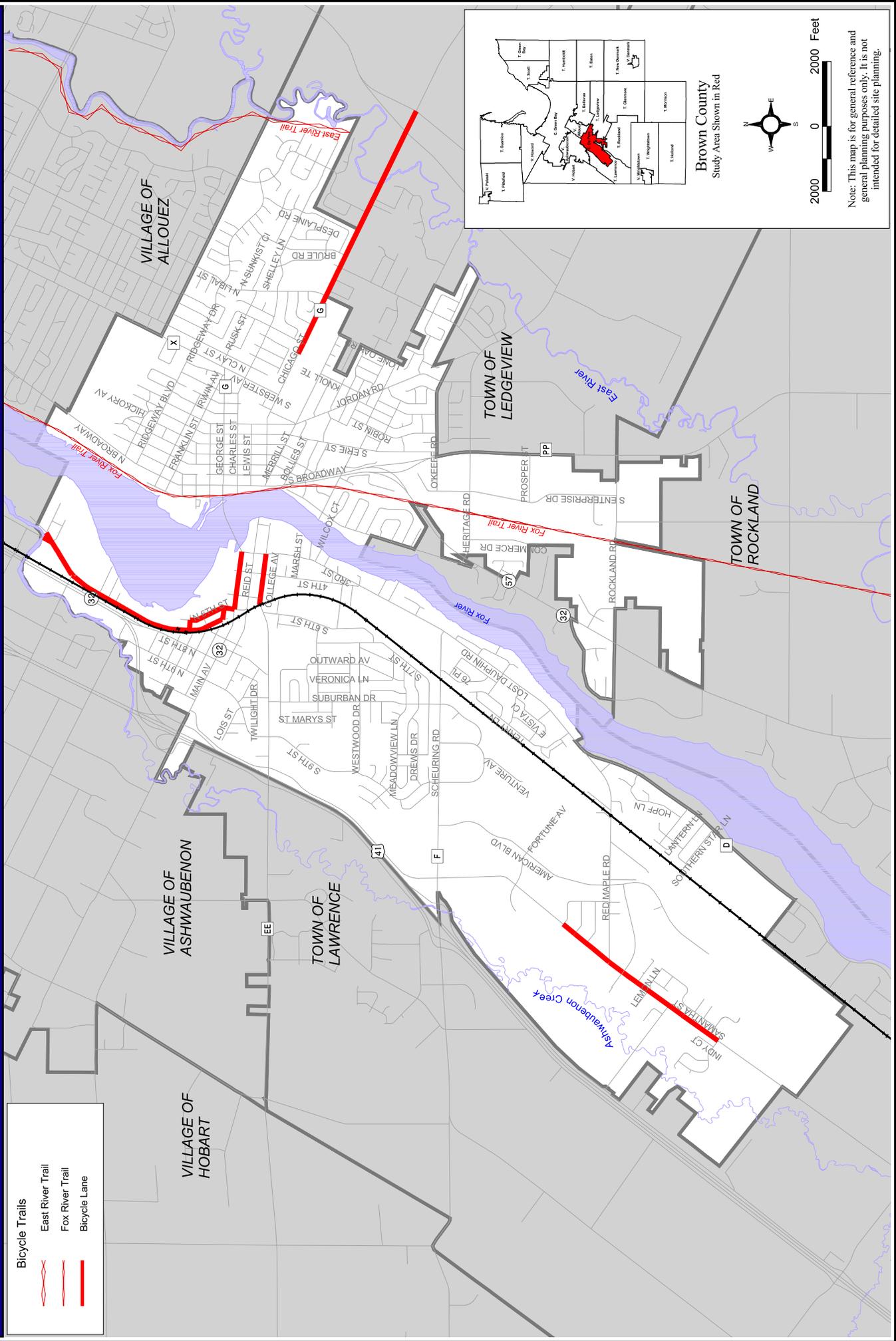
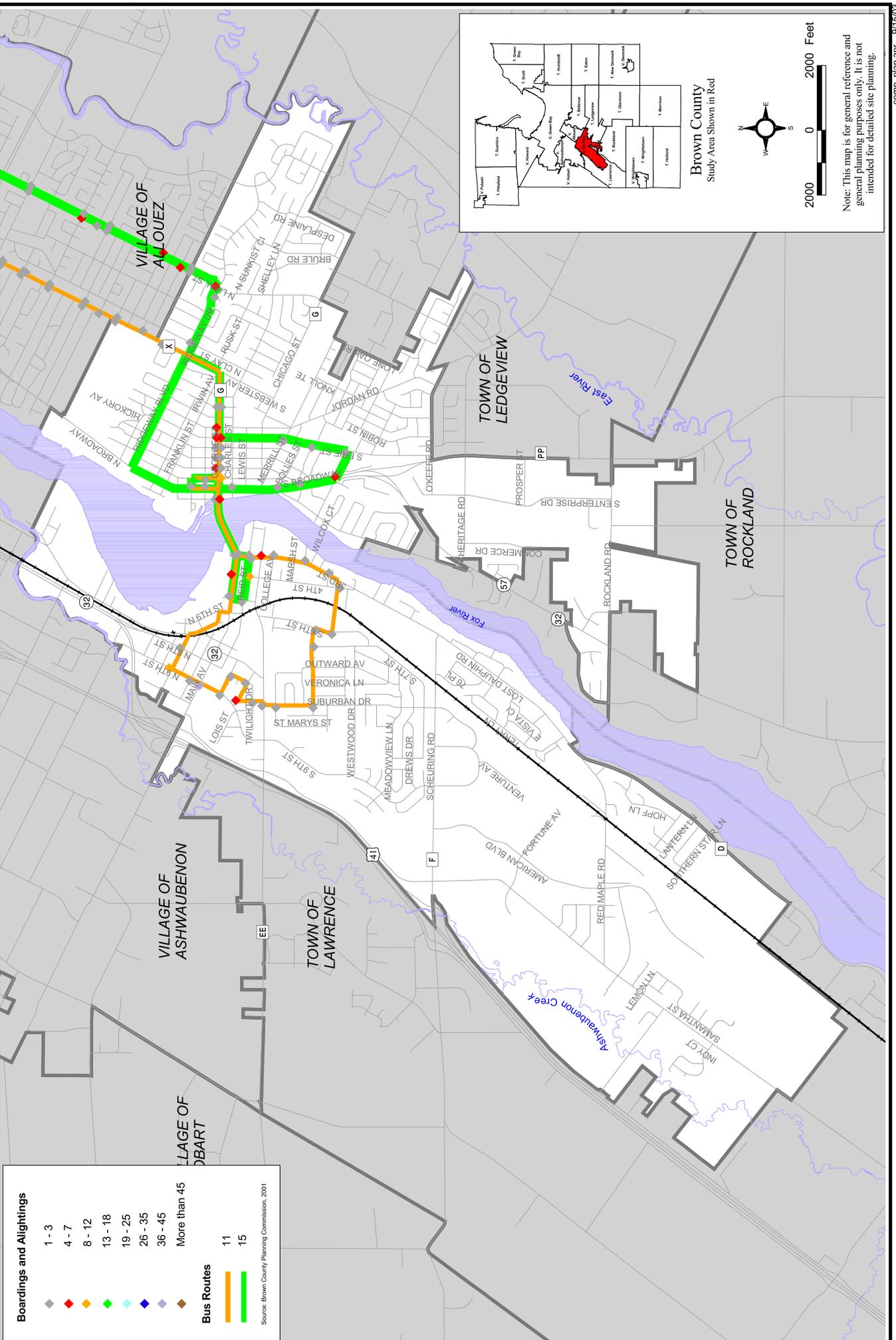




Figure 3-5
Metro Transit-Boardings and Alightings in 2001
 City of De Pere, Brown County, WI



Boardings and Alightings

- 1 - 3
- 4 - 7
- 8 - 12
- 13 - 18
- 19 - 25
- 26 - 35
- 36 - 45
- More than 45

Bus Routes

- 11
- 15

Source: Brown County Planning Commission, 2001

Brown County
 Study Area Shown in Red

2000 0 2000 Feet

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

Air Transportation

Austin Straubel International Airport is approximately three miles northwest of De Pere (see Figure 3-6 for the airport's location). Commercial service is currently provided by Northwest Airlines, American Airlines, United Airlines, Skyway Airlines, and ComAir Delta. Charter service is provided by Executive Air and TitleCity Jet Center. Air cargo service is provided by Northwest Cargo. 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, State Trunk Highway 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 Brown County Fairgrounds, 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 3-6.

Future Transportation System

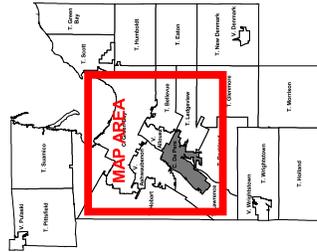
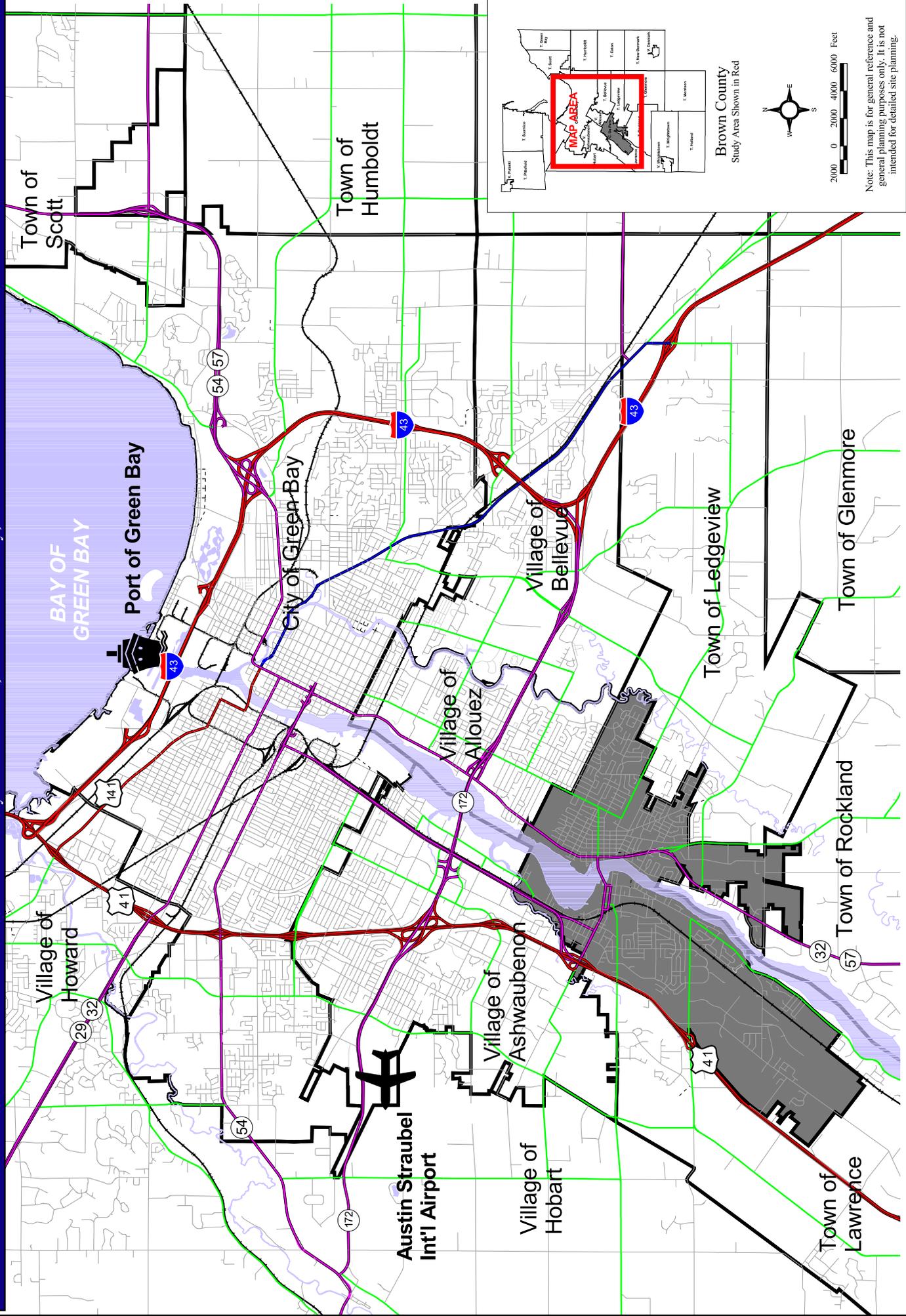
De Pere contains some areas where land uses are mixed and people can reach their destinations without a car, and the undeveloped and partially vacant parts of the City can accommodate additional higher density infill and adjacent development and redevelopment that includes a mix of residential, commercial, 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 3-6
Port and Airport Facilities
 City of De Pere, Brown County, WI



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

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:

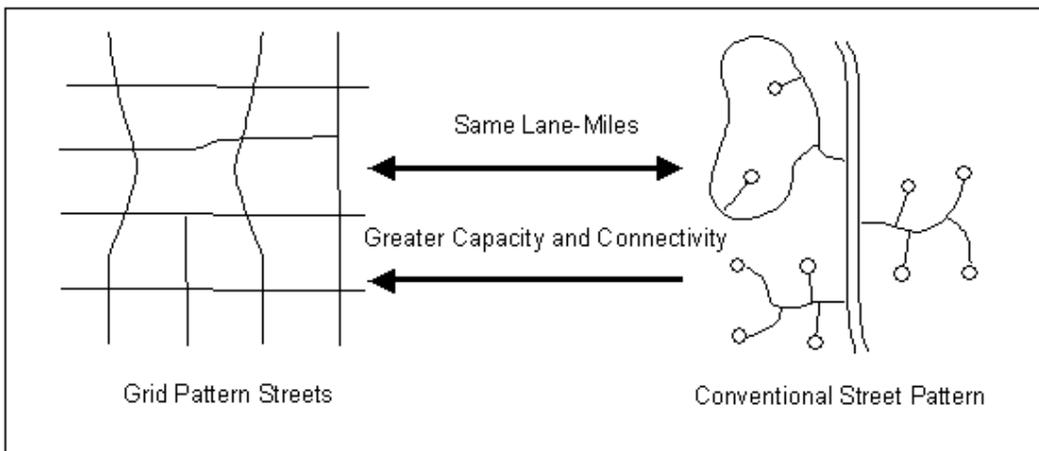
- Increase street connectivity and intersection frequency.
- Minimize barriers to pedestrian and bicycle travel and encourage people to drive at appropriate speeds.
- Improve accessibility and safety at intersections and other potential conflict points.

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 3-7.

Figure 3-7: 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 further discussed later in this chapter.

Allow the Construction of Narrow Streets

The City currently requires streets to be at least 37 feet wide on all through streets and most rights-of-way to be 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 street width requirements should be amended in the City's subdivision ordinance to allow the construction of narrower streets. The ordinance should also be amended to establish right-of-way width standards that do not require the acquisition of more right-of-way than necessary.

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 recently built along Fourth Street and Grant Street in De Pere are shown in this section.



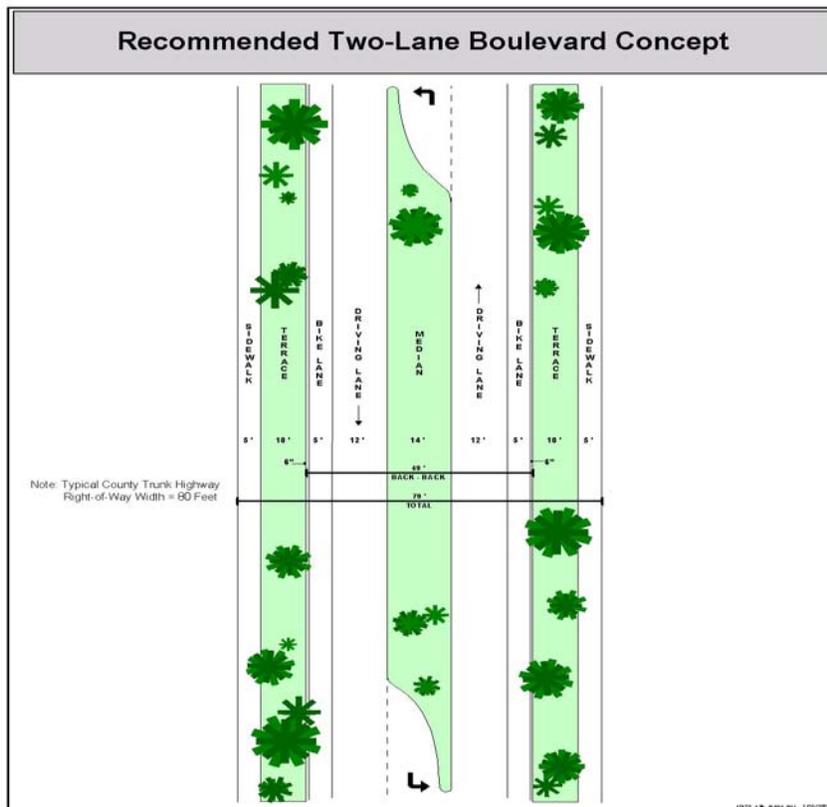
Curb extension on Fourth Street in De Pere



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 proven to not be an effective long-term method of relieving traffic congestion, so the City and Brown County should save the millions of dollars that will be necessary to expand these and other 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 that are complemented by an interconnected collector and local street system, mixed land uses, and efficient traffic control techniques at intersections. The street interconnectivity and mixing of land uses make walking and bicycling viable transportation options and help to avoid forcing traffic onto a system of relatively few large arterial streets. Building narrower arterial boulevards instead of the standard wide arterial streets will also make the City's thoroughfares more attractive.

This and similar design techniques were recently used by De Pere and Brown County when Chicago Street and Lawrence Drive were reconstructed, and Scheuring Road will be rebuilt as a three lane street with roundabouts in 2004. These projects are three 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.



Lineville/Cardinal roundabout in Howard



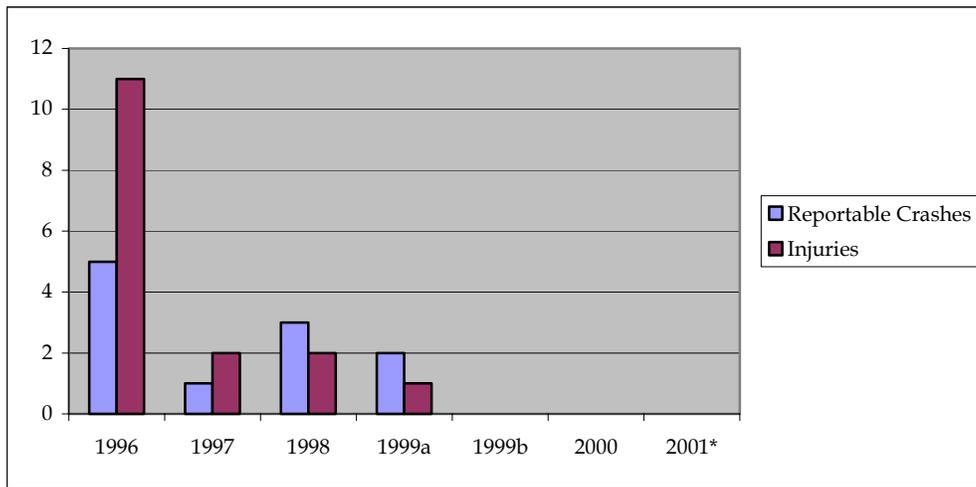
Chicago/Swan roundabout in De Pere

Roundabouts in Brown County

There are currently three single-lane roundabouts in De Pere, four single-lane roundabouts in the Village of Howard, and one single-lane roundabout in the Town of Ledgeview. The two roundabouts on Lineville Road in Howard were recently featured in a Brown County Planning Commission study that examined their safety, efficiency, and other impacts between 1999 and 2001. This study found that the Lineville roundabouts have made the intersections more accessible to pedestrians and bicyclists and safer for everyone. An example of this safety improvement is shown in the study and in Figure 3-8, which identifies the number of reportable crashes and injuries at the Lineville/Cardinal intersection before and after the roundabout.

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

Figure 3-8: Reportable Crashes and Injuries at the Lineville Road/Cardinal Lane Intersection (1996-2001)



Source: Brown County Sheriff's Department crash records: 1996 - 2001

1999a: January 1, 1999 - July 31, 1999 (before roundabout - still a two-way stop)

1999b: August 1, 1999 - December 31, 1999 (during and after roundabout construction)

2001*: Through October 1, 2001

Potential Roundabout Locations in De Pere

Because the existing roundabouts have proven to be very successful, the City should work with the Brown County Planning Commission and Brown County Highway Department to study the possibility of installing roundabouts at other intersections in De Pere. Some intersections that should be studied include:

- Main Avenue and Third Street (modified design).
- Broadway and Charles Street.
- George Street (CTH G) and Webster Avenue (CTH X).
- Heritage Road (CTH X) and CTH PP.
- Grant Street (CTH EE) and Suburban Drive/Apollo Way.
- 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. However, some of the recent development in De Pere

has occurred with sidewalks on only one side of the street, and cul-de-sacs and long blocks are becoming more common than they were in the past. As new development and redevelopment occurs over the next 20 years, it is important that the City return to many of the design concepts that 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.

Mixing Land Uses Throughout the City

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 create destinations that could 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.

Figure 3-9 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 3-10, 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.

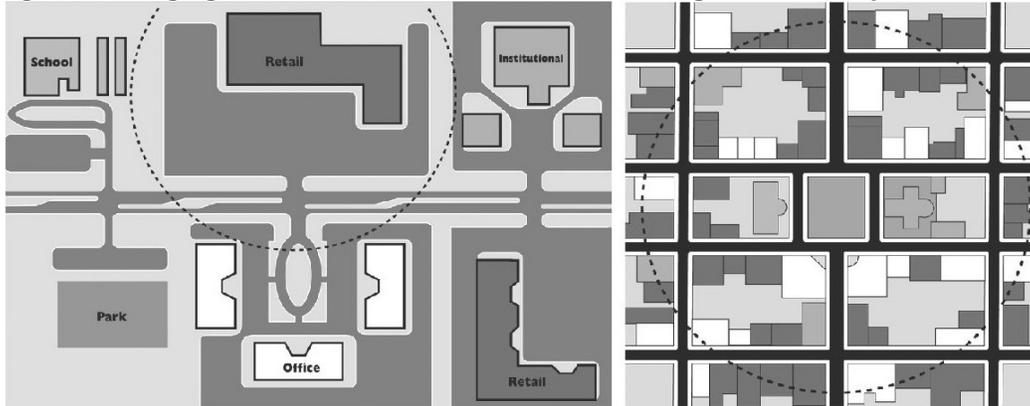


Dentist's office in a De Pere neighborhood



Bakery in a Green Bay neighborhood

Figure 3-9: 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 3-9, but 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

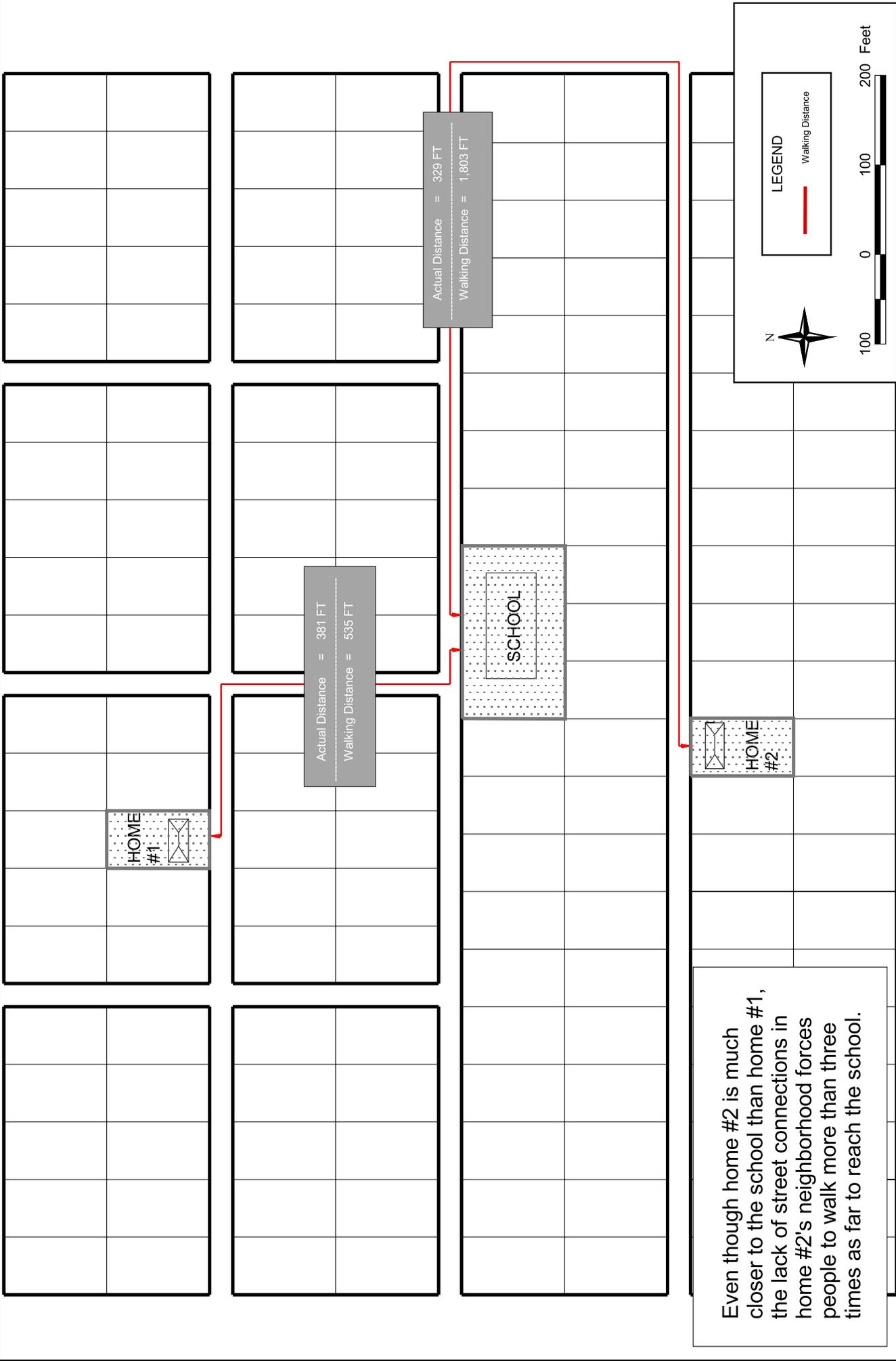
De Pere currently has the most comprehensive sidewalk system in Brown County, and this feature is likely one of the reasons that many people choose to live in De Pere. In addition to providing a place for people of all ages and physical abilities to travel safely, the City's sidewalks are a place for 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.



Example of Neighborhoods With and Without Street Connectivity

Figure 3 - 10

City of De Pere, Brown County, WI



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

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.

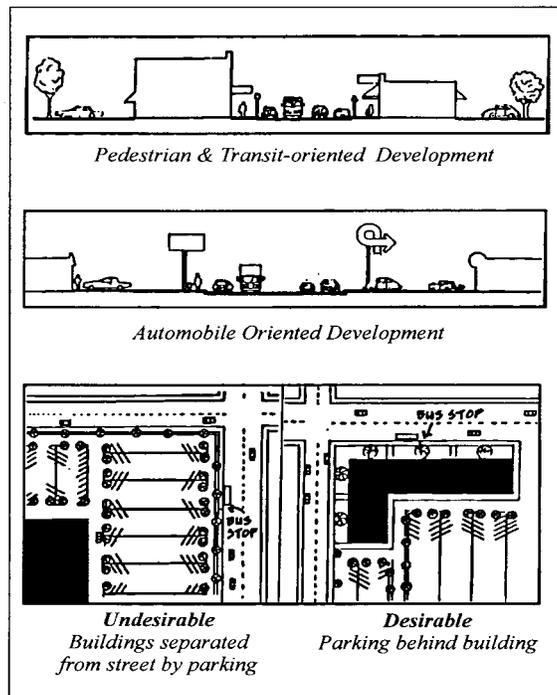


Commercial buildings along Broadway



Office building on Grant Street

Figure 3-11: 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 3-11 shows examples of auto-oriented vs. pedestrian- and transit-oriented development patterns).

People will still be able to reach their destinations with motorized vehicles, but these design features will also enable and encourage people to travel to them using other transportation modes.

Ensuring That All Transportation Structures Have Pedestrian and Bicycle Facilities

The City 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 new Claude Allouez Bridge, Southern Bridge, and new US 41 interchange at Southbridge Road 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.

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.

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 (or 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 \$1.25 for a one-way transit trip much less appealing than spending about \$.06 per mile for gas and little or nothing for parking.¹

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, the communities in the Green Bay Metropolitan Area have stopped developing in a transit-friendly manner. For instance, all of the communities in the area have stopped building interconnected street networks and are instead building 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 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

¹ Based on a per gallon cost of \$1.60 and a vehicle fuel efficiency of 25 mpg.

the bus to these places inconvenient or impossible, and it is certainly one of many deterrents to transit use by those who have other transportation options.

Over the last several years, Green Bay Metro and the Brown County Planning Commission have studied the feasibility of extending bus service to the Aurora Clinic on Chicago Street, the west side business park, and other parts of the City. These service extensions did not occur because of schedule constraints, low projected ridership, and high estimated costs, and extensions to the southeast and southwest portions of the City are unlikely unless additional transit funding becomes available and/or the system's route structure is significantly modified. The central portion of the City, however, receives relatively frequent service six days per week, and the service was recently reconfigured to provide convenient service between the west and east sides of downtown.

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. Examples of programs and projects that should be pursued include:

- Fare reductions for all riders.
- Low-cost semester bus passes for St. Norbert College students.
- 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).
- Bicycle racks on the system's buses (to help people reach the Fox River Trail and other destinations and enable people who do not live within walking distance of a bus stop to easily reach a stop).
- Marketing campaigns that inform people of the service provided by Metro in De Pere. For instance, the bus currently runs between Nicolet Highlands on the west side of downtown and the Shopko shopping center on the downtown's east side every hour during Metro's service day, but many Nicolet Highlands residents are likely unaware of this service.

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. 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. Since 1997, De Pere, Brown County, WisDOT, and various consultants have been considering several options for replacing the deteriorating Claude Allouez Bridge (State Trunk Highway 32) in downtown De Pere. Several months before the De Pere Common Council chose the single four lane bridge alternative, the City was informed by WisDOT and the Federal Highway Administration (FHWA) that a four lane bridge must replace the existing two lane structure if federal funds are to be used for the project due to existing and projected traffic volumes. While the bridge project (and the widening of the bridge approaches and connecting street driving areas) will increase the traffic carrying capacity of the bridge and surrounding highway segments, the project could make it more difficult to travel throughout the downtown in anything but a car because street crossings might be wider and vehicle volumes and speeds could steadily increase after the project is finished. Essentially, this project is intended to move motorists *through* downtown De Pere quickly, but the project could make trips *to* downtown more difficult and less appealing unless something is done to bring the transportation system into better balance.

West of the Fox River

In 2001, the Brown County Planning Commission prepared a paper (based on the FHWA's 1999 Flexibility in Highway Design guide) that emphasized the need to consider the context of a highway project when it is planned, designed, and built. In this case, the context was a downtown area that contains recently renovated historic buildings, St. Norbert College, and several other attractions that are faced with being penetrated by a widened state highway that will attract several more vehicles each day and further limit accessibility for non-motorists. To achieve greater balance and enable the highway project to fit better within the context of De Pere's downtown, the Brown County Planning Commission developed design proposals for Main Avenue and Reid Street between Third Street and North Sixth Street in 2001 (see Figure 3-12 for the Main Avenue/Reid Street proposal). These proposals were designed to:

- Calm traffic on Main Avenue, Reid Street, and Third Street.
- Force vehicles to approach the west end of the bridge at reasonable speeds.
- Make pedestrian crossings safer and more convenient by converting Main, Reid, and Third to two lane streets and installing curb extensions and crosswalks at intersections and in the middle of blocks. The curb extensions and lane reductions are designed to create crossing areas that are highly visible, relatively short, and frequent enough to enable people to cross the streets easily.
- Significantly reduce vehicle merging and lane changes (weaving) on Third Street between Reid and Main.
- Create well-defined and easily recognizable bicycle lanes that can connect to the bicycle lanes planned for the new bridge.



Figure 3 - 12
Possible Improvements to Main Avenue and Reid Street Between Third and Fifth Streets in De Pere if a Four-Lane bridge is Constructed
City of De Pere, WI



- Retain full access between Third Street and Reid Street's east leg (the street that serves St. Norbert College).
- Retain parking along all of the area streets.

These features will help to maximize safety and accessibility for motorists and non-motorists on the downtown's west side while enabling the street to operate efficiently with the new bridge. The improvements will also make it easier and more pleasant to stop and spend some time (and money) in the downtown.

East of the Fox River

The initial design for the east approach of the single four-lane bridge in downtown De Pere resembled the intersection of Mason Street and Military Avenue in Green Bay and other large intersections in the urbanized area that are barriers to pedestrians and other users of non-motorized transportation modes. However, the approach design that was offered to the City by WisDOT and approved by the De Pere Common Council in the spring of 2004 was a two-lane roundabout. In addition to complementing the design of the bridge and the bridge's west approach, the roundabout will significantly enhance pedestrian and bicyclist accessibility at the intersection and maximize safety for everyone who passes through it.

Special Emphasis Area 2: Southern Bridge and Connecting Arterial Streets

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

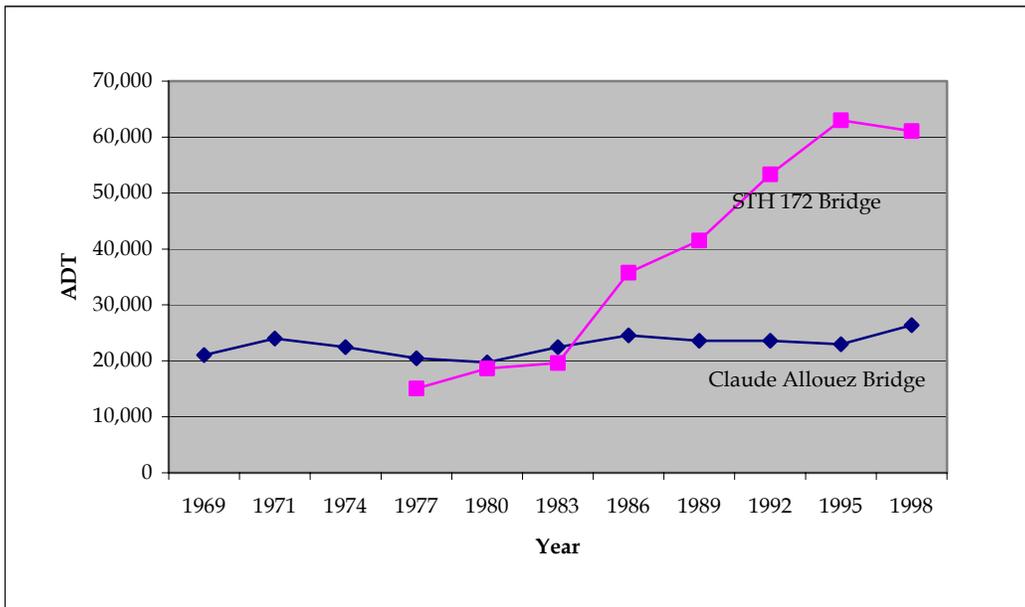
Following the adoption of the 2020 plan, Planning Commission staff immediately began working to identify and reserve right-of-way for the Southern Bridge and connecting arterial streets. Between 1996 and 2000, staff worked with several communities, state and federal agencies, landowners, and a Planning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

The development north of the Southern Bridge corridor has occurred relatively efficiently since 1996. This efficiency was demonstrated in the Planning Commission's *Southern Bridge Population Analysis* (May 2001) and *Employment, Population, and Large Truck Volume Analysis for the Claude Allouez and Southern Bridge Areas* (January 2002), which found that most of the population and employment growth in this area between 1990 and 2000 occurred within and next to the already developed portions of De Pere, Ledgeview, and Lawrence. These findings led Planning Commission staff to recommend not accelerating

the Southern Bridge's construction schedule in order to avoid disrupting the area's efficient development pattern, harming the economic competitiveness of De Pere's downtown, and spending millions of dollars for a facility that was not yet needed.

During these studies, the Planning Commission also cited evidence as to why traffic volumes on the Claude Allouez Bridge will not decrease significantly after the Southern Bridge is built. An example of this evidence is shown in Figure 3-13, which compares traffic volumes on the Claude Allouez Bridge and STH 172 Bridge between 1969 and 1998.

Figure 3-13: Traffic Volumes on the Claude Allouez and STH 172 Bridges: 1969-1998



Source: Wisconsin DOT Average Daily Traffic Counts: 1969 - 1998

Instead of significantly decreasing after the construction of the STH 172 Bridge, traffic volumes on the Claude Allouez Bridge stabilized and then increased after the new bridge was built. Although some vehicle trips were likely diverted to STH 172 from the Claude Allouez Bridge when the 172 bridge opened, the diverted trips were soon replaced by new trips on the Claude Allouez Bridge that were attracted here because of the newly created capacity. The consistency of the traffic volumes on the Claude Allouez Bridge suggests that drivers will still choose to use it even when average daily traffic volumes are around or above 24,000 vehicles per day because they perceive this route to be more convenient than the STH 172 Bridge, but it appears that people will seek alternatives to or make fewer trips across the Claude Allouez Bridge when volumes approach 27,000 vehicles per day.

While a new bridge two miles south of the Claude Allouez Bridge will probably divert some truck and other trips from the downtown bridge, traffic volumes on the downtown bridge will likely return to previous levels in a few years as the diverted trips are once again replaced by new discretionary and essential trips. Basically, as long as vehicle capacity is available on the Claude Allouez Bridge (or any other bridge or highway), it

will be used. This condition is also one of the reasons that the expansion of the Claude Allouez Bridge and connecting approaches and streets will likely result in a significant increase in traffic volumes on the downtown bridge.

Current Conditions

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

- Planning Commission staff stated in the *Employment, Population, and Large Truck Volume Analysis for the Claude Allouez and Southern Bridge Areas* report that the population within the Southern Bridge's urban and rural study areas grew by approximately 2,270 people between 1990 and October of 2001. However, assuming that each housing unit that received a building permit between January of 2002 and September of 2003 is built and occupied by an average of 2.6 people (which is the same methodology used for the previous studies), the total number of residents in the study areas has grown by approximately 1,500 people over the last 1.5 years.²
- The land immediately north of the corridor on both sides of the Fox River in Brown County is developed or developing, several new single-family and multifamily projects have occurred south of Red Maple Road in De Pere, new subdivisions that contain relatively high residential densities are planned for the area south of Rockland Road on land that was recently annexed by the City, and Ledgeview is in the process of extending development toward the arterial corridor.
- Employment within the Southern Bridge study area has not changed significantly since the last analysis. For instance, a comparison of information from 1999 and 2002 found that the estimated number of employees within De Pere's West Business Park and East Industrial Park increased from 5,158 in July of 1999 to 5,269 in August of 2002, which is an increase of only 2.2 percent.³ This comparison also found that most of the employment gains and losses in the De Pere parks occurred immediately north and south of Heritage Road and Scheuring Road.
- The Brown County Highway Department has built a portion of the southern arterial between American Boulevard and US 41, and the department plans to complete nearly all of the remaining arterial segments on the east and west sides of the river by 2009.⁴
- Brown County, the City of De Pere, and the Town of Ledgeview are currently preparing comprehensive plans that will conform to Wisconsin's Comprehensive Planning (Smart Growth) Law. The Town of Rockland also began its Smart Growth plan at the end of 2003, and the Town of Lawrence is expected to begin developing a Smart Growth plan within the next year. These plans will identify 5-year growth increment areas and recommend several other strategies for promoting efficient

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

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

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

development, creating mixed land use patterns, and establishing balanced transportation systems.

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

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 intermodal 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.

SMIP and Stewardship Program

De Pere should continue to apply for grants from Wisconsin's Statewide Multi-Modal Improvement Program (SMIP) 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 SMIP 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 SMIP can be obtained from the Brown County Planning Commission or Wisconsin DOT, and the City can contact the Wisconsin Department of Natural Resources for information about the Stewardship Program.

Statewide Enhancement Program

The Wisconsin DOT also offers enhancement funds for transportation-related projects that are within the right-of-way of highways controlled by the state. These funds could be used to implement the Main Avenue/Reid Street pedestrian circulation improvements that were recommended in this chapter, as well as other enhancement projects on state-controlled highway rights-of-way.

Hazard Elimination and Safety (HES) Program

In 2002, De Pere and Brown County obtained a Hazard Elimination and Safety (HES) Program grant to fund 90 percent of the cost of installing a roundabout at the intersection of Ninth Street and Grant Street, and the City recently obtained an HES grant to improve intersection safety along Main Avenue west of Seventh Street. The City should continue to apply for HES 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 (MRRRI) 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's subdivision ordinance should be amended to allow the development of narrower streets. The ordinance should also be amended to establish right-of-way width standards that do not require the acquisition of more right-of-way than necessary.
- The parking areas of 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 changes its codes to allow 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 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 new federal 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.

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 could 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.
- 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 subsidized 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 the Wisconsin DOT, Brown County Highway Department, and Brown County Planning Commission to implement the street designs proposed by the Planning Commission for Main Avenue and Reid Street between Third and North Sixth Streets.
- After the Smart Growth plans for De Pere, the surrounding communities, and Brown County are finished and approved, the City should work with the county and state to develop an implementation schedule for the Southern Bridge. In doing this, the participants should consider WisDOT's construction schedule for the new US 41 interchange, the availability and prioritization of funding for the project, and the effectiveness of the Smart Growth plans in establishing a dense and efficient growth pattern adjacent to and south of the bridge corridor. Although this implementation schedule could move the construction phase forward from the current target year of 2020, the bridge should not be built until the new US 41 interchange is in place, the arterial street connections are completed, and a dense and efficient development pattern is present next to and south of the corridor.

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 could 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.

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 intermodal 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 State Highways 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 closing of Olson's Grocery and the development of the Festival Foods grocery store on Main Avenue, the new 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 that 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 services are located in downtown De Pere. Examples of these include Seroogy's Chocolates, Lamp Shades Unlimited, and FRV, Inc. (the blueprinting business). The City is also fortunate to have several unique downtown restaurants that serve the local population and the surrounding area. Brown County has also recognized the strength of downtown De Pere and has offered its support by constructing the new 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 Main Street Program has been established for the City of De Pere through De Pere Main Street, Inc. This is a grassroots, community-based, nonprofit organization designed to promote economic revitalization and historic preservation in downtown De Pere. The City of De Pere provides a third of the funding for the Main Street Program. The balance of funding is provided through dues from member businesses and a variety of fund raising activities, such as the annual Celebrate De Pere festival.

In September of 2000, *A Downtown Parking Analysis and Plan For De Pere, Wisconsin*, was completed. The study concluded that there is 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 Business Park

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. Of the total 800 acres in the business park, approximately 700 acres have either been sold for development or set aside for roads and parkways. Presently, 20 acres of City-owned and 70 acres of privately-owned land are still available for business development. 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 Insurance Company	1100 Employers Blvd.	1835
Schreiber Foods Distribution Center	1775 Matthew Drive	100
Moore Response Marketing Services	1333 Scheuring Road	396
Shopko Distribution Center	1717 Lawrence Drive	140
Independent Printing Co., Inc.	1801 Lawrence Drive	200
Campbell Wrapper Corp.	1415 Fortune Avenue	134
Green Bay Packaging, Inc.	2001 American Blvd.	90
Hein Development, LLC	1415 Fortune Avenue	81
Fox River Fiber	1751 Matthew Drive	48

Source: City of De Pere Planning & Economic Development Department, August 2002.

In 1998, 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. To date, approximately five acres have been sold in this area for development.

De Pere East Industrial Park

The De Pere East Industrial Park is located at the southeastern end of the City adjacent to State Highway 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 U.S. Highway 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 125 vacant acres that are still being marketed for new industrial development. Another 50 acres of vacant property is privately owned. 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 2000 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 State Highway 32/57. Expansion of the industrial park by the City to the south of Rockland Road on land recently annexed from the Town of Rockland is not likely since the land has been acquired for private development. It is, however, anticipated that approximately 40 acres of land will be developed privately as a commercial/business development. This development will require the extension of utilities to the south. 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	870 Prosper Road	427
Bellmark, Inc.	600 Heritage Road	325
Valley Cabinet, Inc.	845 Prosper Road	240
ROMO, Inc.	800 Heritage Road	150
Bay Engineering Castings, Inc.	1900 Enterprise Drive	100
CA Lawton	1950 Enterprise Drive	100
Tectron Tube Corporation	650 Heritage Road	78
Daanen & Janssen, Inc	2000 Enterprise Drive	43
Regal Window & Door Co., Inc.	675 Heritage Road	40
Kay Distributing Co.	1881 Commerce Drive	34

Source: City of De Pere Planning & Economic Development Department, August 2002.

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 are as follows:

- De Pere West Business Park - \$30,000 per acre.
- De Pere East Industrial Park - \$25,000 per acre.
- Southbridge Business Park - \$40,000 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 the new Festival Foods grocery store and an older shopping center, which is currently anchored by a Big Lots store. Challenges exist for the City to try to maintain an appealing and pedestrian-friendly gateway to the community while facing the challenges of the modern suburban strip commercial center.

The southwest corner of the Main Avenue/USH 41 interchange, which was formerly occupied by a Howard Johnson's motel, is presently vacant. A development proposal for a strip center with an office building and retail stores has been approved for this site but has not yet been started. 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 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.

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/USH 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.

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 likely 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, the City currently has adequate capacity within its sanitary sewage system for additional industrial development. However, the City presently faces challenges in regard to quantity and quality of groundwater for manufacturing, as well as consumption. The water issue, however, is being addressed in a cooperative effort through the City's membership in the Central Brown County Water Authority, which plans to develop a water pipeline to Lake Michigan. This effort will provide the needed capacity of high quality water to meet the long-term demands associated with future development in the City of De Pere.

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 Department. The City of De Pere enjoys a solid reputation as a safe place to live and conduct business.

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 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 Planning 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. The De Pere Main Street Program 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.

The *City of De Pere Downtown Urban Design Plan* that was completed by Schreiber/Anderson Associates, Inc. as an appendix to the *City of De Pere Comprehensive Plan* includes an in-depth urban design plan that will build on De Pere's many design strengths (the Fox River, historic character, diversity of retail and service businesses, industry, strong neighborhoods, St. Norbert College, and beautiful parks). An emphasis has been placed on unifying both sides of the downtown to strengthen the downtown's position as a focal point and destination for the community and the region. The goal of the downtown urban design plan is to focus on maintaining and (in some cases) enhancing walkability, diversity, visual appeal, and other elements that will enable the City to retain existing businesses and attract new ones, provide interesting places to live and visit, and create the activity necessary to allow the downtown to thrive for years to come. Special emphasis will be placed on design recommendations associated with the approach points for the new Claude Allouez Bridge in downtown De Pere. Additionally, the plan will address redevelopment opportunities in the downtown that are available following the construction of the new bridge.

Brownfield Redevelopment

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

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

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

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

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 and can ensure 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 Business Alliance (DBA) also includes De Pere Main Street, 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 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.

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.

Northeast Wisconsin Regional Economic Partnership

The combined Bay-Lake and East Central Wisconsin Regional Planning Commission areas were recently named as a technology zone by the Wisconsin Department of Commerce. The Northeast Wisconsin Regional Economic Partnership (NEWREP) Technology Zone provides \$5 million in tax credits to businesses certified by Commerce based on a company's ability to create jobs, to make capital investments, and to attract related businesses. The technology zone program focuses primarily on businesses engaged in research, development, or manufacture of advanced products or those that are part of an economic cluster and knowledge-based businesses that utilize advanced technology production processes in more traditional manufacturing operations. More information can be found at <http://www.eastcentralrpc.org/planning/economic.htm>.

Wisconsin Public Service

Wisconsin Public Service Corporation (WPS) also contributes a number of economic development services that the 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 <http://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.

Wisconsin Main Street Program

The Main Street Program is a comprehensive revitalization program designed to promote the historic and economic redevelopment of traditional business districts in Wisconsin administered by the Wisconsin Department of Commerce–Bureau of Downtown Development. Communities are judged on a submitted application and selected to participate on an annual basis. These communities receive technical support and training needed to restore their main streets to centers of community activity and commerce. Details regarding the program can be found at <http://commerce.state.wi.us/CD/CD-bdd-overview.html>.

Community Based Economic Development (CBED) Program

The Community Based Economic Development (CBED) Program provides financing assistance to local governments and community-based organizations that undertake planning or development projects or that provide technical assistance services that are in support of businesses (including technology-based businesses) and community development. The program provides grants for planning, development, and assistance projects; business incubator/technology-based incubator; a venture capital fair; and regional economic development grants. Additional information 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 De Pere Main Street, 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.
- Support a solution to the water availability problem through a cooperative effort with the Central Brown County Water Authority by developing a water pipeline to Lake Michigan.
- 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 *City of De Pere Downtown Urban Design Plan* that was completed by Schreiber/Anderson Associates, Inc.
- Complete and maintain an inventory of existing vacant buildings and land identified as potentially contaminated (brownfield) with industrial or petroleum-based pollutants. Brownfields should be cleaned and promoted for redevelopment through the use of state and federal brownfield cleansing funds.
- 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 expanding or creating a Tax Increment Financing (TIF) district to fund utility and street improvements in the downtown.
- 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 Business Alliance to obtain their 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 DBA 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.
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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 another qualified homeowner 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.

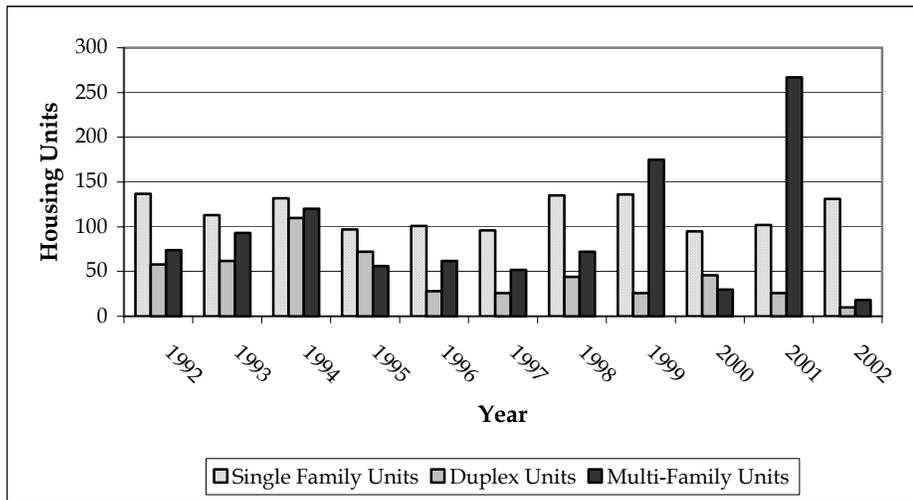
Figure 5-2: Units in Structure for De Pere, Brown County, and Wisconsin (2000)

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.

Over the last ten years, the number of new single-family homes developed in De Pere has remained consistently strong with an average of 115 homes per year. The development of duplex units peaked in 1994 with 110 units (55 structures) and, with a few minor exceptions, has declined since. However, the number of new multifamily units shows a gradual increase until 1994, followed by a steady decline with rather large spikes in 1999 and 2001. The increase in multifamily housing unit permits is the result of a number of large apartment complexes that were developed in the far southwest part of the City and new condominium developments in the far eastern part of the City. Figure 5-3 shows the number of new single-family, duplex, and multifamily housing units developed from 1992 through 2002 in the City of De Pere.

Figure 5-3: New Housing Unit Development, 1992-2002



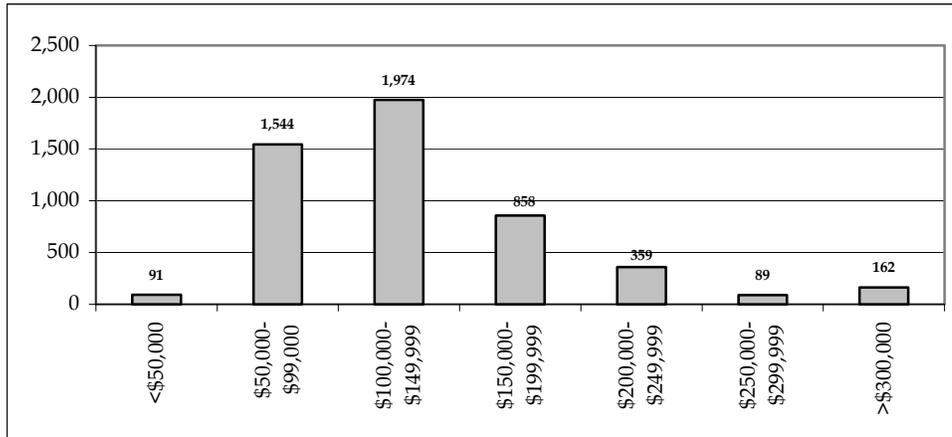
Source: City of De Pere Building Permits, 1992-2002.

Value

According to the 2000 census, the largest segment of the City’s homes are valued between \$100,000 and \$149,000 (38.9 percent), while the median home value is \$122,400. The median housing value for the City is somewhat higher than that of Brown County at \$116,100 and the State of Wisconsin at \$112,200.

However, the second largest segment of the housing market (30.4 percent) is valued at between \$50,000 and \$99,000, indicating that there are homes in the City that may be within the purchasing power of most City residents since the median household income in 2000 was \$50,282. It is important to keep in mind that these homes may also have a need for reinvestment and rehabilitation to keep them structurally sound and aesthetically pleasing. As homes in De Pere continue to age, the City should identify local, county, and state programs that can help homeowners reinvest in the City’s housing stock. (See Figure 5-4)

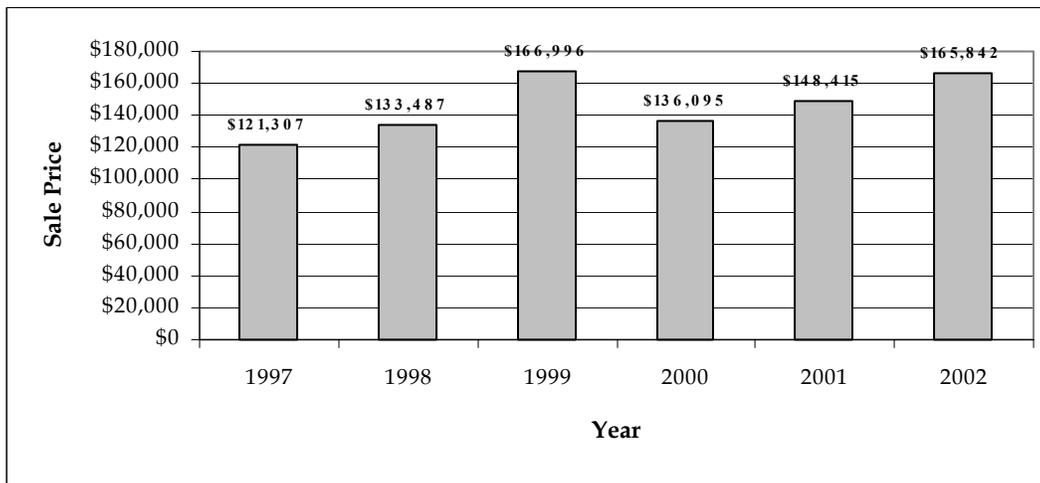
Figure 5-4: City of De Pere Housing Values



Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, Summary File 3, Table H84.

Based on an analysis of Brown County Property Listing data from 1997 to 2002, the average selling price of a single-family residential home has steadily increased from \$121,307 in 1997 to \$165,842 in 2002. This is an increase of \$44,535, or 36.7, percent in just six years. The average selling price of homes by year is displayed in Figure 5-5.

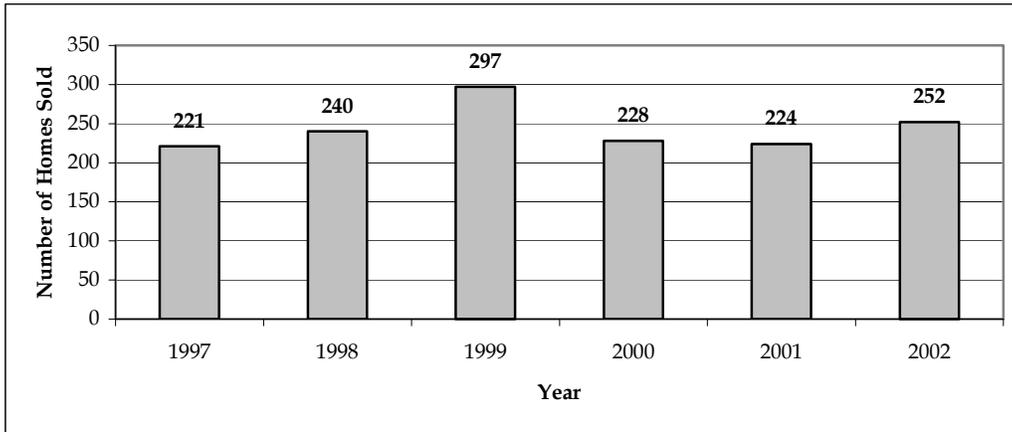
Figure 5-5: Average Selling Price of Single-Family Residential Property in City of De Pere, 1997-2002.



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

The number of homes sold in the City has remained rather stable with between 200 and 300 homes sold per year. The highest number of homes sold during this period was 297 in 1999, which corresponds to the highest average sale price, which also was in 1999. Figure 5-6 shows the number of homes sold in De Pere over the past six years.

Figure 5-6: Single-Family Residential Properties Sold in City of De Pere, 1997-2002.

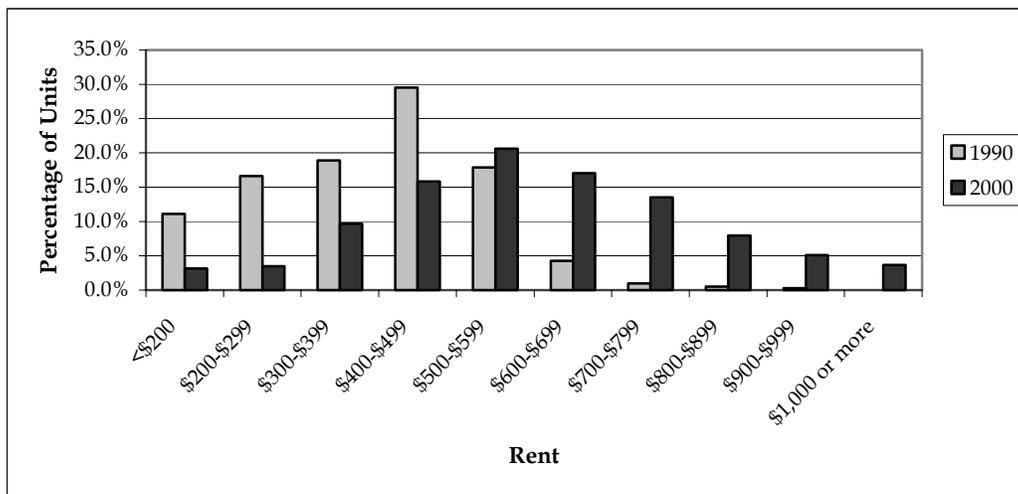


Source: Brown County Property Listing, Brown County Planning Commission, 2003.

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 ten years. Figure 5-7 shows the percentages of units within each monthly 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 5-7 charts the change in monthly gross rent between 1990 and 2000 in the City of De Pere.

Figure 5-7: 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 5-8 summarizes the changes that occurred between 1990 and 2000.

Figure 5-8: 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.

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.

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-

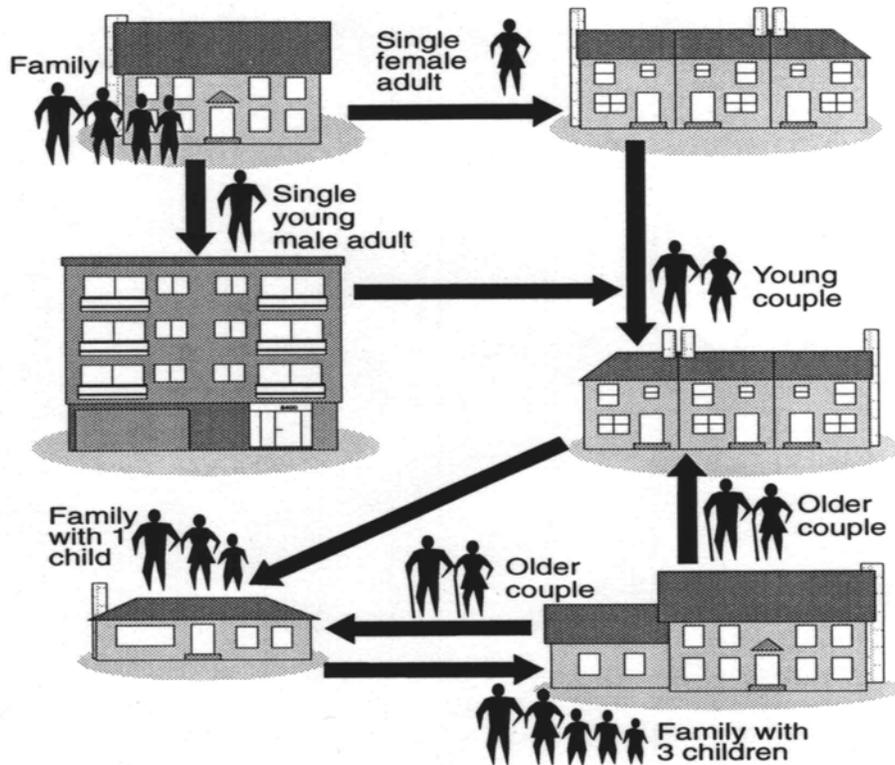


minute walk (about one-half mile) from neighborhood edge to edge. Each neighborhood typically has an identity that evolves from its public spaces, such as streets, parks and outdoor spaces, schools, places of worship, or other shared facilities. Automobiles do not take precedence over human or aesthetic 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 5-9 provides a representation of how a person's housing preferences might change over time.

Figure 5-9: Change in Housing Preferences Over Time



Source: Local Government Commission, 2003.

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.
- 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 either through the Wisconsin Department of Commerce CDBG-Housing grant program or through the City’s 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 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 that to provide high quality services, a growing community like De Pere must maintain, upgrade, and reevaluate its utilities, facilities, and other services. This means that 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 small but 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 department, which also provides emergency rescue services.
- A comprehensive solid waste and recycling collection system.
- A wastewater treatment facility and 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 that includes resurfacing, reconstruction, snowplowing, and street sweeping.
- A health department.
- A newly remodeled and expanded city hall that houses the majority of the administrative functions of the City.
- A public safety building that houses the police and fire departments.
- A municipal services center that houses the public works and parks and recreation 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 developmental disabilities 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.

Sanitary sewer service is currently provided to the City of De Pere through the City's system of collector and interceptor sewers, force mains, lift stations, and its wastewater treatment plant (which is located in the northwest portion of the City on 23 acres of land near the confluence of the Fox River and Ashwaubenon Creek). In 2003, there were approximately 100 miles of sanitary sewer pipe within the City. The location of the City's wastewater treatment plant and collection system is shown in Figure 6-1. In recent years, the City has averaged about 1.5 miles of new pipe construction, about 1 mile of sewer reconstruction, and about 5 miles of sewer televising each year.

The first City of De Pere Wastewater Treatment Plant was constructed in 1937. The current plant was constructed in 1976, and its last major upgrade will be 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.

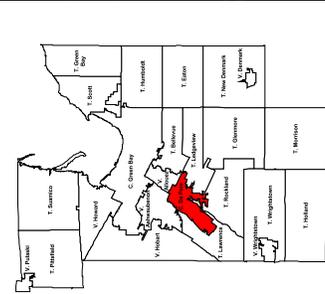
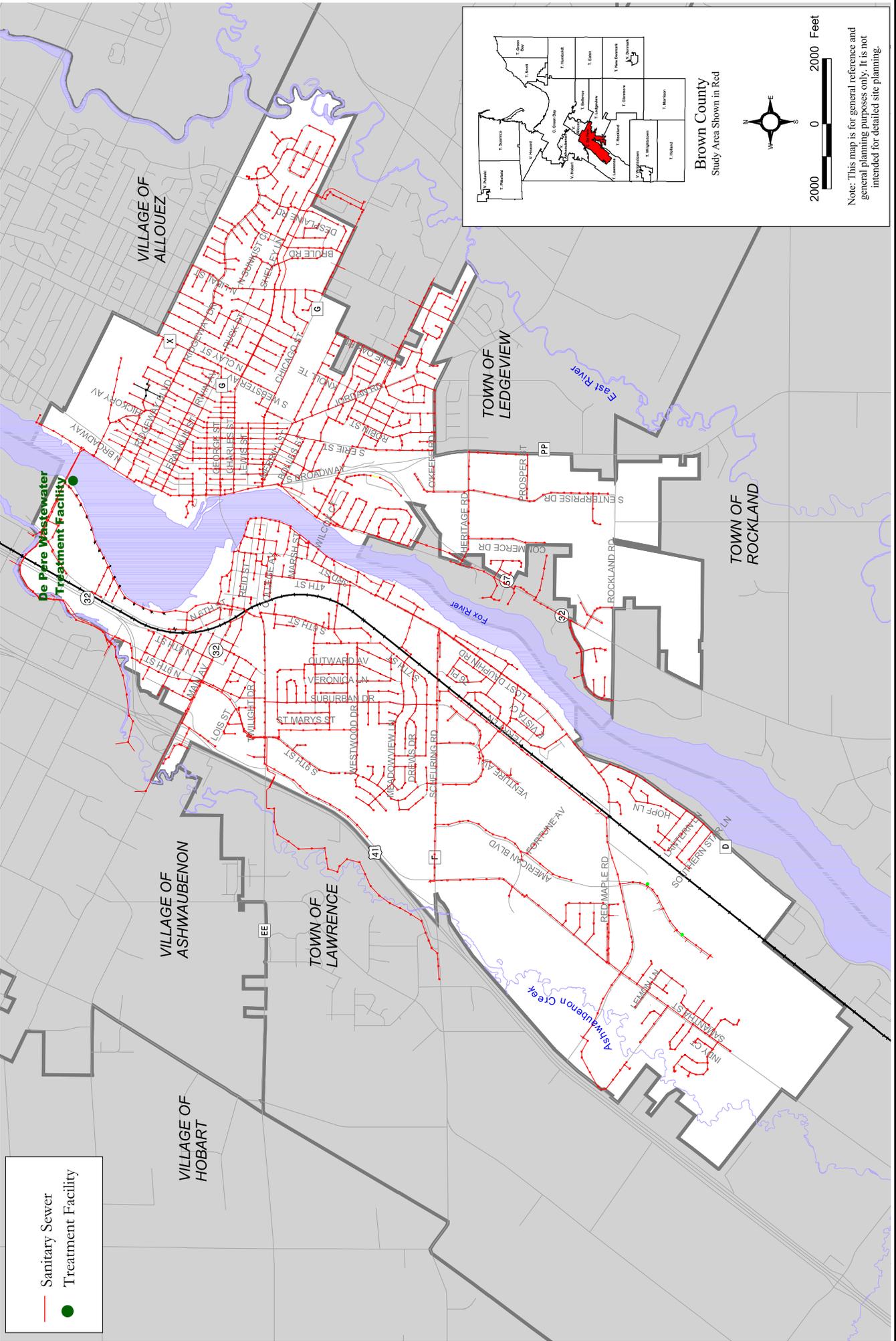
The City of De Pere Wastewater Treatment Plant has a design hydraulic loading capacity of 14.2 mgd (million gallons per day) and received an average monthly flow rate of 7.24 mgd in 2000. The treatment plant also has a design BOD loading limit of 41,000 lb/day (pounds per day) and received an average monthly loading of 30,000 lb/day in 2000. This accounted for approximately 51 percent of the design hydraulic loading capacity and about 73 percent of the design BOD loading capacity of the treatment plant. Peak flows usually occur when sewage from the mills is sent to the wastewater treatment plant.

All but the most recently annexed portions of the City are provided public sanitary sewer service. Sanitary sewers will be extended to these newly annexed areas as development



Figure 6 - 1
Sanitary Sewerage System
 City of De Pere, Brown County, WI

-  Sanitary Sewer
-  Treatment Facility



Brown County
 Study Area Shown in Red



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

proceeds. In addition, as a regional facility, the City of De Pere Wastewater Treatment Plant has agreed to provide wastewater treatment at its plant to areas within the Green Bay Metropolitan Sewerage District (GBMSD). This currently includes the majority of the Village of Ashwaubenon, portions of the Village of Hobart, and portions of the Towns of Lawrence and Ledgeview. The terms of the agreement call for GBMSD to determine which of the two plants (the City of De Pere plant or the GBMSD plant) is to provide wastewater treatment for areas within the GBMSD⁵. The two wastewater authorities determine future sewer service extensions within their separate territories. It is recommended that the City continue its cooperative efforts to manage the wastewater needs of the community while also continuously reviewing the agreement with the GBMSD to ensure that the City's needs are addressed.

There are currently no known concerns or issues associated with the wastewater treatment plant or the 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.

The most recent population projections from the Wisconsin Department of Administration (DOA) indicate that the City of De Pere's population will grow by approximately 6,000 people, or about 29 percent, over the next 20 years. Over this same time-period (2000 to 2020), the DOA population projections indicate that the other communities the City of De Pere Wastewater Treatment Plant serves will similarly grow. As shown in Figure 6-2, it is projected that the population to be served by the treatment plant will grow by about 11,200 people, an increase of about 30 percent. Further assuming a comparable 30 percent increase in residential, commercial, and industrial flows and loads, by the year 2020, the design hydraulic loading would be about 9.4 mgd (about 66 percent of the treatment plant capacity), and the design BOD loading would be about 39,000 mgd (about 95 percent of the treatment plant capacity).

Figure 6-2: City of De Pere and Environs Sewered Population Projections

Community	Year 2000 Population					Year 2020 Population				
	Sewered	Percent	Unsewered	Percent	Total	Sewered	Percent	Unsewered	Percent	Total
C. De Pere	20,059	100.0	0	0.0	20,059	26,037	100.0	0	0.0	26,037
V. Ashwaubenon	13,594	100.0	0	0.0	13,594	15,136	100.0	0	0.0	15,136
V. Hobart	1,393	100.0	0	0.0	1,393	1,674	93.9	109	6.1	1,783
T. Lawrence	400	25.8	1,148	74.2	1,548	1,228	46.3	1,424	53.7	2,652
T. Ledgeview	2,006	59.6	1,357	40.4	3,363	4,568	73.6	1,642	26.4	6,210
Total	37,452	93.7	2,505	6.3	39,957	48,643	93.9	3,175	6.1	51,818

Notes: This table represents the population served and anticipated to be served by the De Pere WWTP. The year 2020 portion of this table represents the same ratio of sewered to unsewered and the same ratio to be served by the De Pere WWTP as was present in 2000, unless specified differently in the 2002 Brown County Sewage Plan. The year 2020 sewered and unsewered populations were obtained from the 2002 Brown County Sewage Plan, unless the DOA population level was greater and then the DOA population level was used.

⁵ The GBMSD encompasses the City of Green Bay, the Villages of Allouez, Ashwaubenon, Bellevue, Hobart, Howard, Pulaski, and Suamico, and the Towns of Lawrence, Ledgeview, Pittsfield, and Scott, as well as portions of the Towns of Green Bay and Humboldt. Those communities not served by the De Pere plant are generally served by the GBMSD plant.

In addition to the rate of sewer growth and development noted, the direction of that growth is also an important factor in planning for improvements and expansion of the City of De Pere Wastewater Treatment Plant and the tributary sewage 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 sewer 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.

The County sewage plan also envisions continued sewer growth in the portions of the communities of Ashwaubenon, Hobart, Lawrence, and Ledgeview tributary to the De Pere treatment plant. In the Village of Ashwaubenon, this growth is anticipated in the southern portion of the Village but not to extend significantly beyond its current municipal boundaries. In the Village of Hobart, this growth is anticipated immediately west of its current sewer system. In the Town of Lawrence, this growth is anticipated immediately south and west of its current sewer system. In the Town of Ledgeview, this growth is anticipated immediately east of its current sewer system.

However, the directions of this sewer growth could change should boundary or other types of intergovernmental agreements be reached between the City of De Pere and its neighboring communities. In this regard, such discussions are occurring between the City and the Town of Lawrence and the Town of Rockland. Should such agreements be reached, this comprehensive plan, as well as the County sewage plan, should be revised to reflect those agreements.

Additional major collection system components, such as interceptor sewers, lift stations, and forcemains within and outside the City, as well as continued maintenance of the existing sewerage system, are envisioned to address both the rate and direction of growth.

As a large proportion of the sewer system (and other City infrastructure to a lesser extent) is reaching 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 to ensure that its treatment plant and collection system remain adequately sized for anticipated growth and development. As recommended in the City's previous comprehensive plan, this is to also include close

monitoring to ensure that adequate capacity remains to accommodate additional high strength waste industries.

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 the portions of the GBMSD area tributary to the De Pere treatment plant.

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 2003, there were approximately four 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 that the City of De Pere Wastewater Treatment Plant 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.

Groundwater has long been the source of all drinking water and other water uses within the City of De Pere. The City possesses six public wells, five reservoirs, three elevated water tanks, and a water transmission system to provide a public supply of drinking water for all but the most recently annexed lands. However, approximately three businesses and industries currently utilize private wells primarily for process water purposes. This trend may increase as water rates increase due to the switch in the source of potable water for the City (from groundwater to Lake Michigan water) and as industrial users continue to use groundwater for their non-potable water needs.

In 2003, there were approximately 100 miles of water transmission pipe. Figure 6-3 displays the location of the existing City-owned wells, reservoirs, elevated tanks, fire hydrants, and water mains. 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 is also

Public Water System

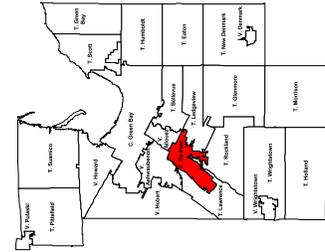
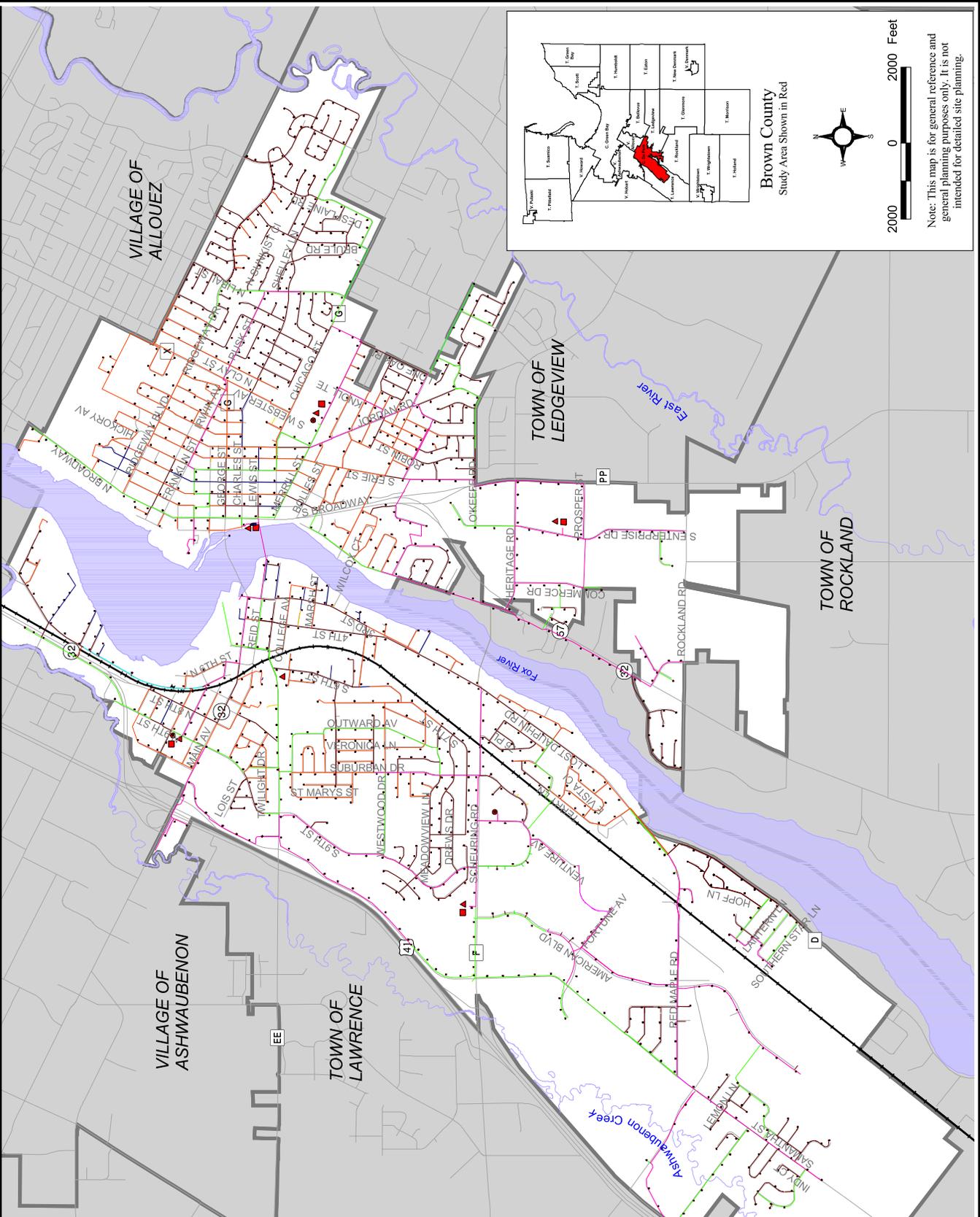
City of De Pere, Brown County, WI

Figure 6 - 3



Brown County
Planning
Commission

- Well Station
- Elevated Tank
- Ground Level Reservoir
- Hydrant
- 1" Watermain
- 2" Watermain
- 4" Watermain
- 6" Watermain
- 8" Watermain
- 10" Watermain
- 10" Watermain
- 16" Watermain



Brown County
Study Area Shown in Red



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

installing new water meters on all new buildings and existing buildings as time permits, which allows City staff to read water meters through the use of a radio transceiver.

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

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

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

A review of the Consumer Confidence Report for the City of De Pere indicates that over the past five years and of the approximately 100 different contaminants that the City tested for, only the federal/state MCL for alpha emitters and radium have been exceeded. During 1998 to 2002, alpha emitters (natural and man-made radioactive elements) were measured at levels ranging from 18 to 34 pCi/l (pico curies per liter), 4 to 19 pCi/l above the MCL. Radium was measured at levels ranging from 6.7 to 8.7 pCi/l, 1.7 to 3.7 pCi/l above the MCL. These high levels are likely due to the erosion of natural deposits within the bedrock from which the City obtains its groundwater. Some people who drink this water over many years may have an increased risk of getting cancer. More detail about this can be obtained by reviewing the Consumer Confidence Report (CCR) maintained by the Wisconsin Department of Natural Resources on its website.

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

In the *City of De Pere Water System Study*, completed in October 1995 by Robert E. Lee & Associates, water usage had increased from 1.6 million gallons per day in 1980 to 3.6 million gallons per day in 1995. This 128 percent increase was in comparison to a population increase of only 18 percent during this same time-period. The study

determined that although the water supply was adequate for the City's immediate needs, it would not be adequate for the City's long-range needs and recommended that this issue be addressed between 2005 to 2015. The study identified three potential options to address the water quantity and quality concerns of the City. Those options included obtaining water from the City of Green Bay (which obtains its water from Lake Michigan) either through purchase at wholesale prices or purchase of equity in the Green Bay system, construction of a pipeline to Lake Michigan in cooperation with adjacent communities, or construction of a well-field in the western part of Brown County in cooperation with adjacent communities.

Because of these concerns, the City of De Pere became a member of the Central Brown County Water Authority (CBCWA) in 1999. The CBCWA, comprised of the communities of De Pere, Allouez, Bellevue, Howard, Lawrence, and Ledgeview, proposes to obtain water from Lake Michigan rather than from groundwater. The CBCWA would achieve this through construction of its own pipeline and treatment system or through an agreement with some other community, such as the City of Green Bay or the City of Manitowoc. In any event, local community infrastructure would continue to be used; although, existing wells would be used for backup purposes only.

The long-term viability of the region's current public water supply systems could be affected by the outcome of the Central Brown County Water Authority's success in obtaining a long-term and cost-effective supply of water. Continued study and eventual selection of a long-term dependable source of water is critical to the water needs of the City of De Pere. Doing so would meet the current demands of the City, strengthen the existing system to allow for future extensions, increase the reliability of the system, and meet the future needs of the City. This issue is also of particular importance as it was one of the most common concerns expressed by City residents at the visioning session for this comprehensive plan and is one of the objectives of this comprehensive plan.

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 to ensure that its water supply and transmission system remain adequately sized for anticipated growth and development. In this regard, a water system evaluation study was recently completed, and its recommendations should be implemented.

It is also recommended that the City of De Pere 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.

As noted in the Natural, Cultural, and Agricultural Resources chapter of this plan, the City is preparing a Vulnerability Assessment of its water supply system. A Wellhead Protection Plan is also shortly anticipated. Preparation and implementation of these plans should ensure the long-term safety and viability of the City's groundwater, which is the current source of its drinking water. Addressing the City's drinking water was the fourth most important issue in the visioning session held for this comprehensive plan.

The City completed another water system study in January 2004. The study identified ongoing system improvements and upgrades necessary for the City to eventually receive water from the Central Brown County Water Authority.

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.

The City picks up brush, metal, and rubbish (including old appliances, furniture, and electronics) at no charge if left at the curbside and if the department is notified. The City typically collects this waste on Fridays. This service will be reviewed during 2004 for possible changes.

The City also provides a spring and fall cleanup of leaves and garden waste at no charge. These types of wastes, as well as brush, can be deposited at the City's compost facility, and wood chips and compost can be obtained from the compost facility. The Town of Ledgeview also utilizes this facility.

It appears that the City 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. Furthermore, neighboring communities are currently discussing the feasibility of a multi-community compost/yard waste site. If feasible and cost-effective, the City should also participate.

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. One recycling container is provided free to all single-family to 4-unit residential developments. However, the City does charge for replacement or additional containers. All other developments must 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 that 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 Codes, 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, it is anticipated that these requirements will 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 2003, there were approximately 90 miles of storm sewers and 46 detention ponds within the City. The location of the City's stormwater system is shown in Figure 6-4. In recent years, the City has averaged about 3 miles of new pipe construction and about 0.5 miles of reconstruction each year.

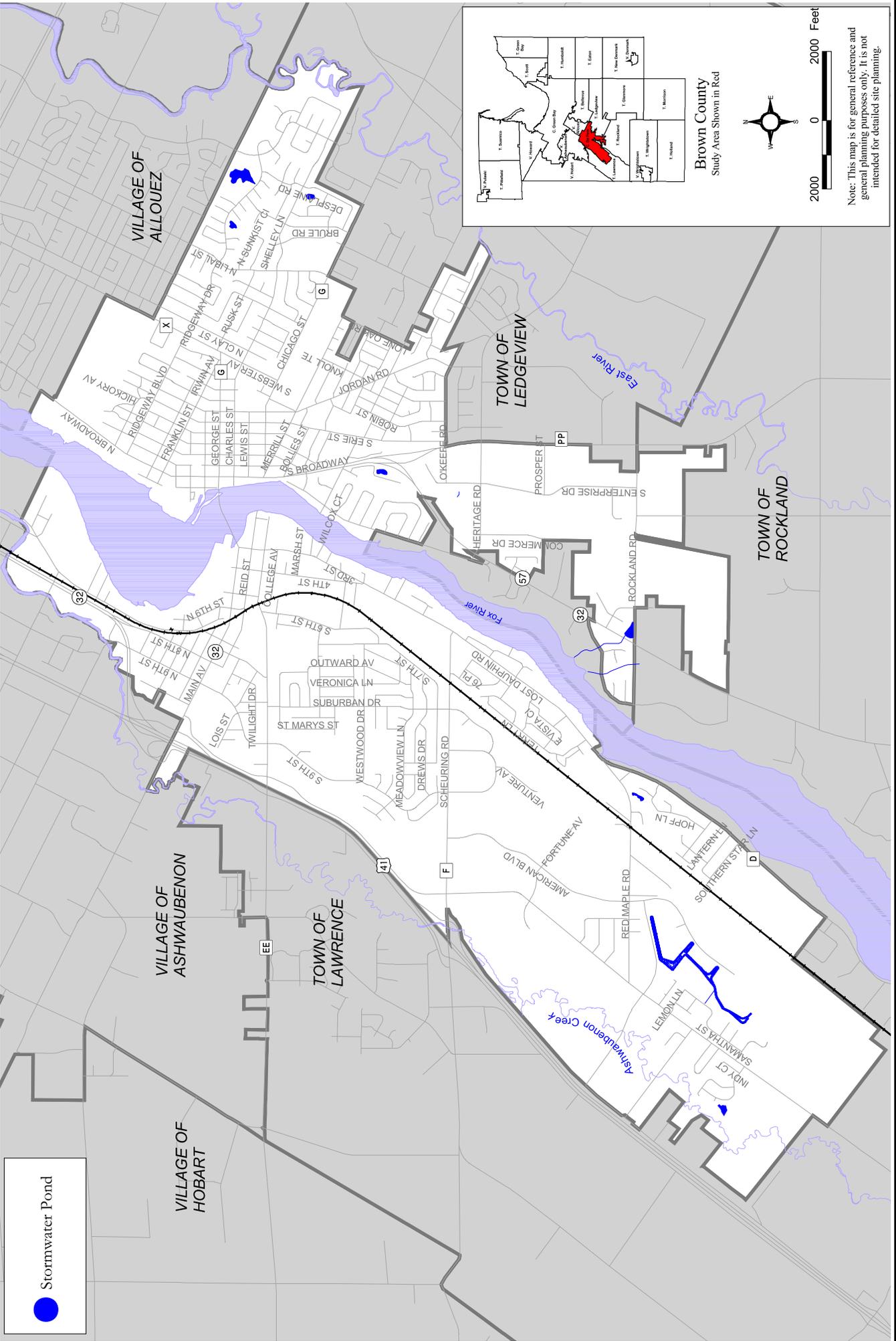
The City of De Pere prepared a stormwater management plan in January 1999 and a stormwater ordinance. The plan recommended a comprehensive course of action to address the stormwater management needs of the City for the foreseeable future. General objectives of the plan included to attain the water resource 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.

It is recommended in this comprehensive plan that in order to obtain a consistent and adequate source of funds to install and maintain the City's stormwater management system, a stormwater management utility should be created.

It is anticipated that implementation of the stormwater management plan's recommendations and the creation of a stormwater management utility will fully address the stormwater management needs of the City of De Pere during the timeframe of this

Figure 6 - 4
Stormwater System
 City of De Pere, Brown County, WI



comprehensive plan. However, the stormwater management plan and this comprehensive plan will likely need to be revised to ensure their continued compliance with state and federal stormwater regulations as those regulations change over time.

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. Most recently, the City has acquired land for a new 92-acre park in the southwestern portion of the City adjacent to Ashwaubenon Creek.

Parks

As shown in Figure 6-5 and Figure 6-6, the City of De Pere currently provides 32 public park sites encompassing a total of 372 acres.

As explained in the City's 1998 comprehensive park and outdoor recreation plan, 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.

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.

Figure 6-5: City of De Pere Parks

Site Name	Acreage	Type
Ashwaubenon Creek Parkway	15	greenspace
Bicentennial Park	3.2	mini park
Bomier Boat Ramp	1.1	boat launch
Braisher Park	3.2	neighborhood park
Carney Park	1	mini park
East River Parkway	40	greenspace
Fairgrounds (south half)	16.0	community park
Flicker/Tanager Park	0.5	greenspace
Fox Point Boat Launch	4.4	boat launch
George Street Park	0.1	mini park
Jim Martin Park	17.1	community park
Kelly Danen Park	5.7	neighborhood park
Kiwanis Park	4	neighborhood park
Lawton Park	0.2	mini park
Legion Park	16	community park
Nature Center	0.8	mini park
Optimist Park	11.9	community park
Patriot Park	5.4	neighborhood park
Rainbow Park	1	mini park
Rotary Park	3.2	neighborhood park
Rusk Park	0.9	mini park
Samantha Street Park	3.0	neighborhood park
Southwest Park	92	community park
The Greenway	9.2	greenspace
The Preserve	71.7	greenspace
VFW Park	16.3	community park
Voyageur Park	20.8	community park
Waterview Estates Park	3.4	greenspace
Wells Park	1.3	neighborhood park
Wilcox Park	1.9	neighborhood park
Willems Park	0.5	neighborhood park
Wilson Park	1.1	neighborhood park
Total	372	32 parks

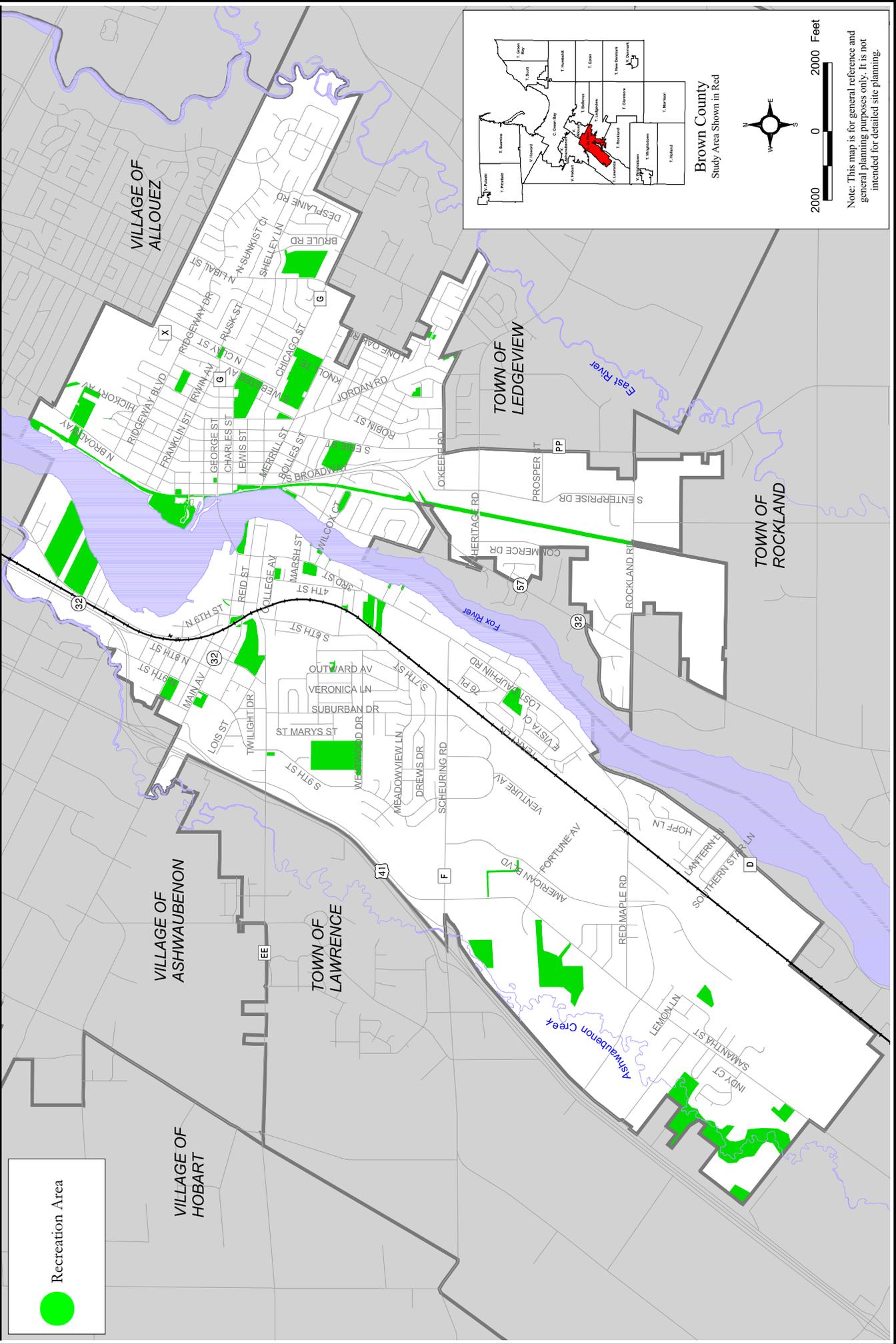
Community parks typically provide active and some limited passive recreation opportunities. They are designed and located to be used by people of all ages (but especially by older teenagers and adults), to be as near to its users as possible, to serve an area several neighborhoods in size with a population 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.

Figure 6 - 6
Parks
 City of De Pere, Brown County, WI



Recreation Area



Brown County
 Study Area Shown in Red

2000 0 2000 Feet

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

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:

- Ashwaubenon Creek Parkway provides open space.
- 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.
- Carney Park provides a playground and picnic area.
- East River Parkway provides open space and a multiuse trail.
- Flicker/Tanager Park provides a playground.
- Fox Point Boat Launch provides a boat launch (six ramps), fishing, picnic area, restrooms, and parking.
- George Street Park provides landscaped open space.
- 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.
- 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 is currently undeveloped but is planned to provide soccer fields, softball/baseball fields, playgrounds, basketball court, volleyball courts, picnic area, restroom/concession building, parkway/conservancy area, trails, and parking.
- The Greenway provides open space and trails.
- The Preserve provides a picnic area, fishing area, and a walking/biking trail.
- 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.

In addition to the parks noted, the City also owns a 16-acre portion of the Brown County Fairgrounds (the County owns the remaining 36 acres and maintains the entire site). It is located in the northwestern portion of the City along the Fox River. It hosts the Brown County fair and numerous other local and regional events and includes exhibit buildings, restrooms, showers, boat ramp, fishing, and picnic area.

The City provides an indoor ice rink that is leased to Ice Time Management.

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 new 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 6-7, the City of De Pere has proposed a trail system within the City that would include both on-road bike trails and off-road multi-use trails. Existing trails include the Fox River Trail, the East River Trail, and the trails located within The Greenway and The Preserve. The City anticipates that trails will soon be constructed in the new park located within the southwestern portion of the City. These trails will extend along Ashwaubenon Creek, connect to trails within The Preserve and The Greenway, and eventually connect to the Fox River and East River trails.

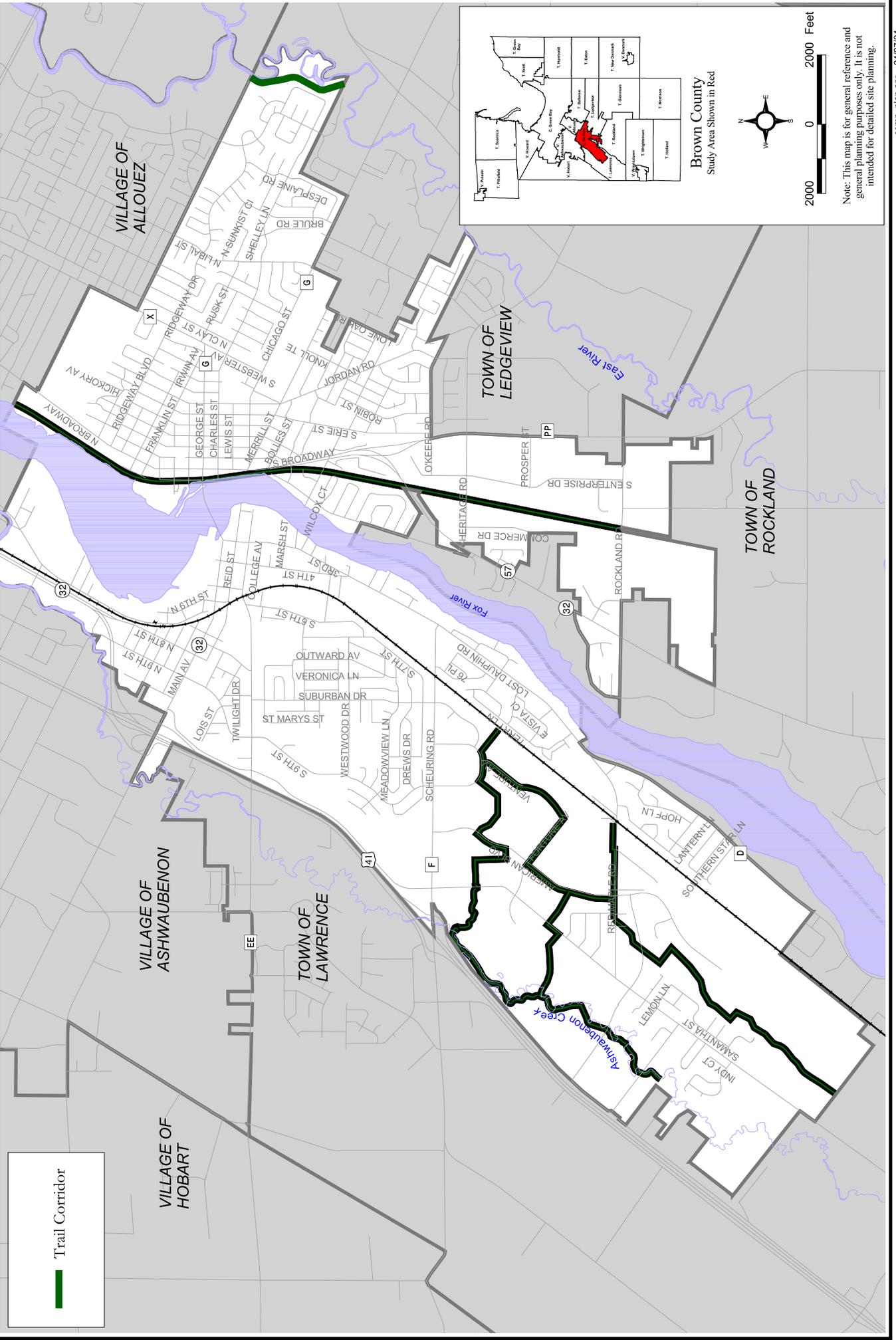
The Wisconsin Department of Natural Resources owns and Brown County maintains the Fox River State Recreational Trail located along the east side of the Fox River from the City of Green Bay to the unincorporated community of Greenleaf in the southern portion of Brown County. About 3.4 miles of this 14-mile multi-use recreational trail is located within the City. The trail is generally 12 feet wide and is used for walking, hiking,



Existing and Proposed Trail Corridors

City of De Pere, Brown County, WI

Figure 6 - 7



Trail Corridor



2000 0 2000 Feet

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

biking, and skating. Within the City, the 2.5-mile portion of the trail south to Heritage Road is paved, while the remaining 0.9-mile portion south of Heritage Road is crushed limestone. This trail is one of the most heavily used recreational trails in the state.

The Unified De Pere School District provides recreational facilities at its three 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.
- 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.
- West De Pere School District and the recreational facilities at its three schools located within the City. These facilities are available to City residents. The West De Pere school sites 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.

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 Business Alliance 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 seven years.

Planning

The City of De Pere prepared its third and latest comprehensive park and open space plan in 1998. 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.

In particular, it is recommended that the City continue its efforts to develop the new Southwest and Samantha Parks in accordance with the Southwest Park Master Plan study and the City's 5-Year Capital Improvements Program, study the feasibility of a sledding hill within or adjacent to the City, develop additional soccer fields, develop additional baseball fields, and consider expansion of the ice rink.

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 1998. 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. Based upon the findings of this comprehensive plan and the fact that the current park plan is now five years old, it is recommended that the plan be updated as soon as possible and the comprehensive plan revised accordingly.

Telecommunication

SBC Ameritech 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.

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.

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. WPS is in the process of converting all electric and gas meters in the De Pere

area to new automated meters. This project is anticipated to be completed by the end of 2004, will involve the replacement of about 700,000 meters, and will result in better accuracy, fewer estimated readings, and a quicker response to outages.

It is anticipated that this service will continue to be provided by the private sector and will continue to meet the demands of the 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, and the Bellin Health Hospital Center are all located in the City of Green Bay about four miles north of De Pere. 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, Fire Department (with rescue services), and a Public Safety Building, in addition to a second fire station located on the City's northwest side.

Police

The City of De Pere Police Department is a full service, community-oriented law enforcement agency. It is located within the Public Safety Building adjacent to and part of City Hall (it shares a common foyer with City Hall). It consists of an appointed police chief, 2 captains, and 30 sworn officers (including 6 sergeants), 5 secretaries, a business manager, a parking attendant, and 17 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 that for its buildings and facilities, only routine maintenance and upkeep are anticipated for the next 20 years. 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 than 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 within the Public Safety Building adjacent to and part of City Hall (it shares a common foyer with City Hall). It consists of an appointed fire chief, two assistant fire chiefs, an administrative assistant, 26 career firefighters, and 20 paid-on-call firefighters. Of the 26 career firefighters, 17 are paramedics and the rest are emergency medical technicians. 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 advance life support care), staff training and education, incident response, and mutual aid. The fire and police departments also provide joint education programs such as a citizens academy, a driver awareness program, and open house events.

In 2003, the Fire Rescue Department responded to over 1,300 calls. About 82 percent of its rescue calls and all of its fire and other service calls were within the City. Approximately 7 percent of its rescue calls were to areas within the Town of Lawrence, and the remaining 7 percent of its rescue calls were to areas within the Town of Ledgeview.

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.

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 a staff of approximately 270 people and an enrollment of about 3,250 students. The school district provides a comprehensive K-12 grade educational program with two elementary schools (K-4), 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:

- 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 about 500 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 about 675 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 about 500 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 550 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 1,025 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.

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

- Additional classroom space, expanded facilities (the technology center, library, gymnasium, and cafeteria), and upgraded infrastructure (heating, cooling, and

ventilation) at the high school to accommodate an enrollment of about 1,200 students.

- Rebuilt the former middle school (now renamed Foxview) as an intermediate school for grades 5 and 6 to accommodate an enrollment of about 600 students.
- Expanded facilities at Dickinson Elementary School (technology center, library, gymnasium, and cafeteria) to accommodate an enrollment of about 600 students.

These changes, in addition to restructuring the grades housed at each school within the district, were anticipated to accommodate a total enrollment of about 3,850 students. However, the Unified School District of De Pere's enrollment forecasts suggest a continued steady growth in student population of about 100 new students each year. This is consistent with the growth experienced by the school district over the past ten years. Therefore, additional school facilities will soon be needed.

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

In addition, routine maintenance and repair of the existing school sites should continue. Such maintenance and repair typically 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 the demands of this 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. Currently, it has a staff of approximately 232 people and an enrollment of slightly less than 2,100 students. The school district provides a comprehensive K-12 grade educational program with one elementary school (K-4), one middle school (5-8), and one high school (9-12). Most non-City students are bused to and from school. The school district consists of:

- 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 4 with an enrollment of about 784 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 5 through 8 with an enrollment of about 589 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 696 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.

The West De Pere School District's population forecasts indicate that steady population growth will continue to occur for the foreseeable future. To respond to these anticipated changes, the West De Pere School District envisions that additional classroom space and new schools (most likely an elementary school) will be needed.

Although projected growth rates within the West De Pere School District are not as high as those within the Unified School District of De Pere, such growth may still warrant an additional school site within the West De Pere School District during the timeframe of this plan. Should this be necessary, a potential site should be identified and acquired as soon as feasible. Such possible sites should include consideration of the City of De Pere, as well as the surrounding communities.

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 the City's new park along Ashwaubenon Creek, 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. For instance, these schools also provide opportunities for consolidation

and cooperation of recreational and community activities and contribute to the sustainability of neighborhoods (bringing together many aspects of the community that might not otherwise meet). Because the City encompasses two separate school districts and the potential for inefficiency, duplication, and conflict is correspondingly greater, reinforcement of the benefits noted above and other similar opportunities could be lost. Opportunities to address these issues should be taken advantage of when other redistricting is considered, when the natural progression of children through the school system results in additional classroom space, or when new school construction or additions are undertaken by either district. Such considerations should also extend to other adjacent school districts.

- In keeping with the goal and objectives for this chapter, it is recommended that the two school districts work with one another and with the City and the other communities within their districts to ensure that future school sites are identified and acquired as soon as appropriate. This would include close cooperation with the local communities to ensure that adequate and cost-effective infrastructure, including sanitary sewer, public water, and roads, will be available to these sites when it is appropriate for the area to develop.
- 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 eight public schools noted, the City contains one additional public school, a private college, and two private schools. They are St. Norbert College, Syble Hopp School, Notre Dame School (Elementary and Middle), and Our Lady of Lourdes Catholic 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 provides educational settings and 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.

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 at the southwest corner of Main Avenue and South Ninth Street in the northwestern portion of the City.

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

Government

City government buildings include City Hall, the Public Safety Building, the Municipal Service Center, Community Center, and the Wastewater Treatment Plant.

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 single-story structure was 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 small 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 near the east side of the Fox River. 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. It is adjacent to and now shares a common foyer with City Hall. 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.

It is recommended that the City of De Pere continue to consider the use of intergovernmental agreements when appropriate and feasible. This can include consideration of boundary agreements with neighboring towns and service agreements with all neighboring communities. This topic is addressed in more detail in Chapter 8.

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.
- 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 select and implement a cost-effective and practical long-term solution to the area's drinking water concerns.
- 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.
- The City should complete and implement a Vulnerability Assessment and a Wellhead Protection plan.

Solid Waste Disposal

- The City should continue to discuss and study the feasibility of a multi-community compost/yard waste site and participate should it be determined to be feasible and cost-effective.

Stormwater Management

- The City should implement the recommendations of its stormwater management plan, including the creation of a stormwater management utility to fund the construction and maintenance of stormwater management facilities.
- The City should revise and implement its stormwater management plan as needed to maintain compliance with state and federal regulations.

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 regularly update its park plan approximately every five years to maintain the City's eligibility to apply for state and federal recreational grants.

Telecommunications/Power Generation

- The City should investigate opportunities to recommend or require uniform design and location standards for telecommunication, power, and other utility facilities.
- 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, redistricting, and consolidation studies. This should be undertaken to enable the school districts and the City to plan well in advance of any future needs or changes and to maintain healthy neighborhoods. This may require acquisition of land, development of joint sites and facilities, and additional new school sites within the timeframe of this plan.

CHAPTER 7

Natural, Cultural, and Agricultural Resources

Introduction

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 natural, cultural, and agricultural resource features, 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.

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 still account for over 14 percent of the City's 2003 land uses. 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.

Currently, the City can be described as a moderately-sized and steadily growing community that provides a full range of services. However, it is envisioned that future growth rates will be constrained by such factors as fewer opportunities for annexations and a decreasing amount of vacant developable land within the City. In order to adequately consider and address the issues related to such growth, it is important to examine the City's existing natural, cultural, and agricultural resources. This plan will also examine ways to build upon these resources to promote De Pere's community identity.

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, milk 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.

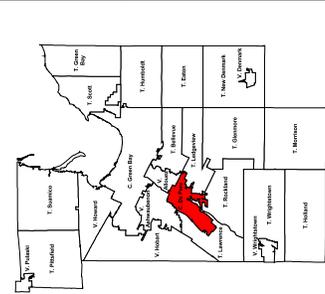
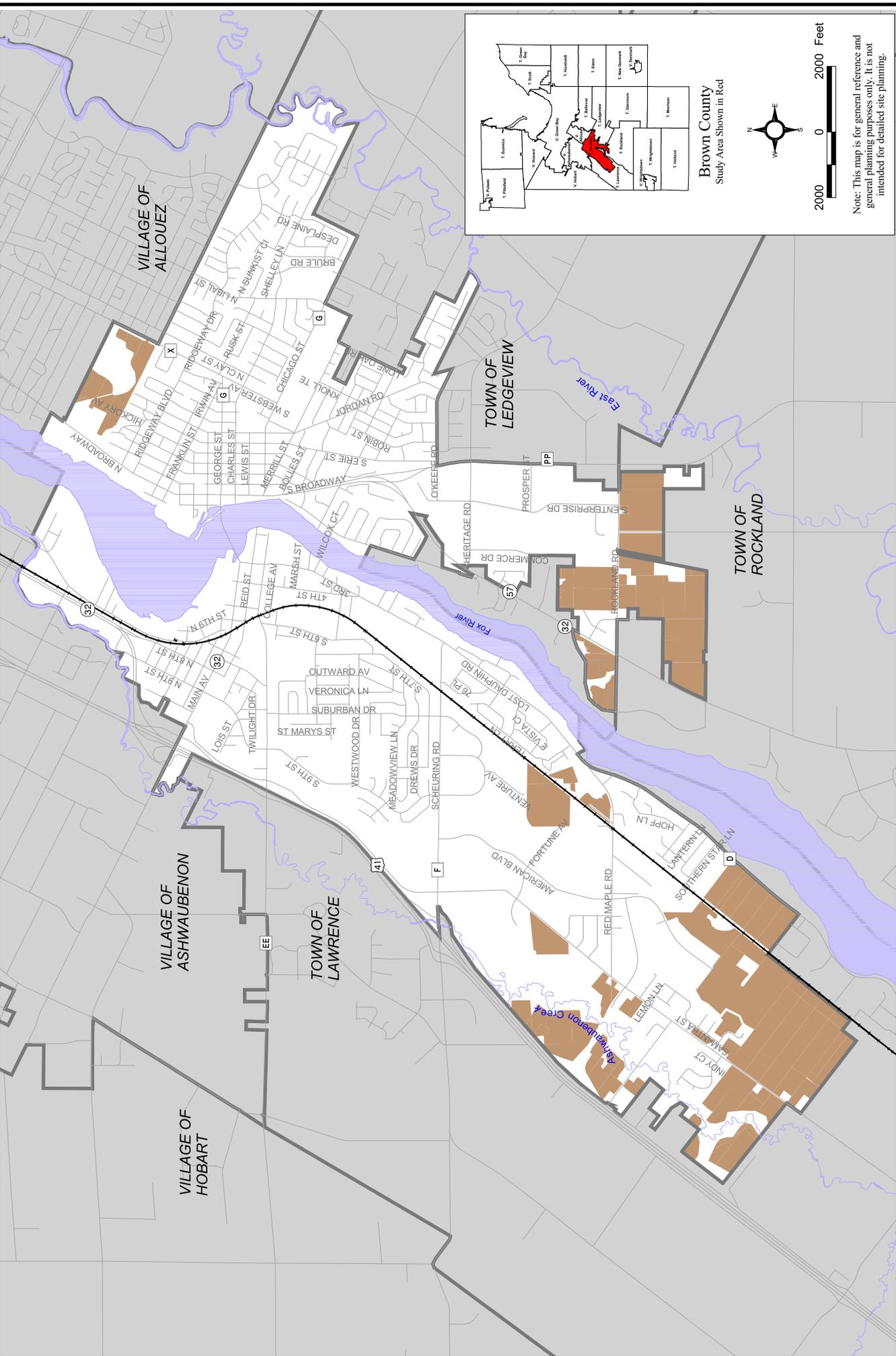
Based upon this information, both the Brown County Farmland Preservation Plan and the Brown County Year 2020 Land Use and Transportation Plan recommend that the County's agricultural lands be preserved and protected.

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. This is likely due to many of the agricultural lands within or annexed to the City during the 1990s being developed for residential and other uses while at the same time fewer lands were being annexed into 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 has 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).



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



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

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.

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.



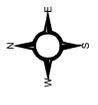
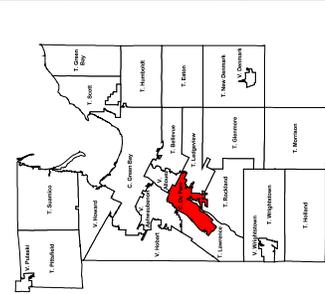
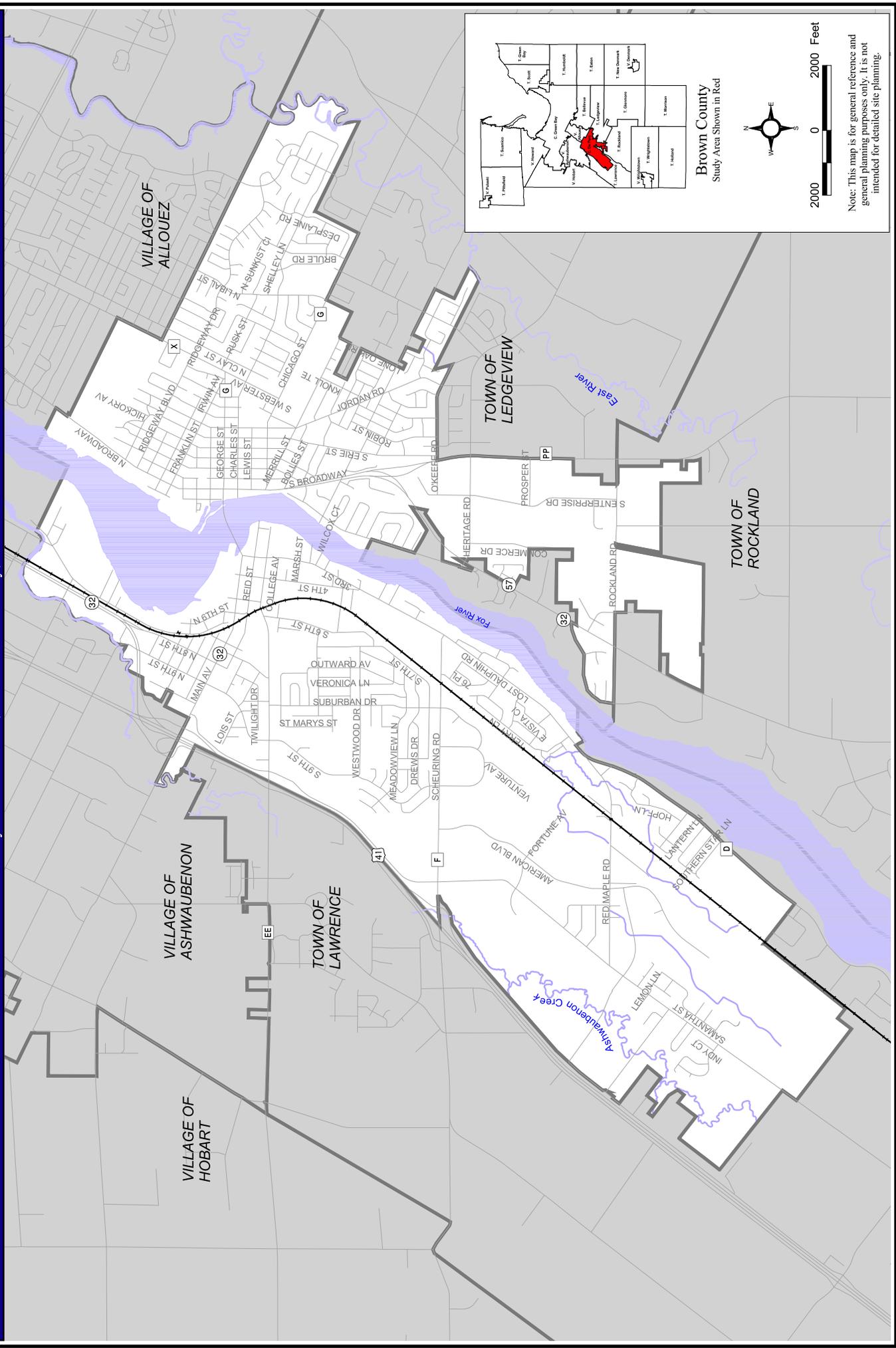
As shown on Figure 7-2, the City of De Pere contains significant surface water resources, the largest and most important of which is the Fox River. Other important surface water resources within the City include the East River and Ashwaubenon Creek. Remnant portions of smaller unnamed streams tributary to the Fox River, East River, and Ashwaubenon Creek are also located within the City. The only identified natural pond within the City is Abbey Pond, which is located on Broadway just south of the City's



Figure 7 - 2

Surface Water Features

City of De Pere, Brown County, WI



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

boundary with Allouez. The Brown County Year 2000 Land Use Inventory indicates that surface waters encompassed about 500 acres, or 6.7 percent of the City.

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), and encompasses about 470 acres (about 94 percent of all surface water in the City). 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, and in 2000 and 2001, national walleye fishing tournaments were held. 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 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. The Federal Emergency Management Agency (FEMA) has prepared floodplain mapping for the East and Fox Rivers, as well as Ashwaubenon Creek. 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 does extend hundreds of feet beyond the banks of the river.

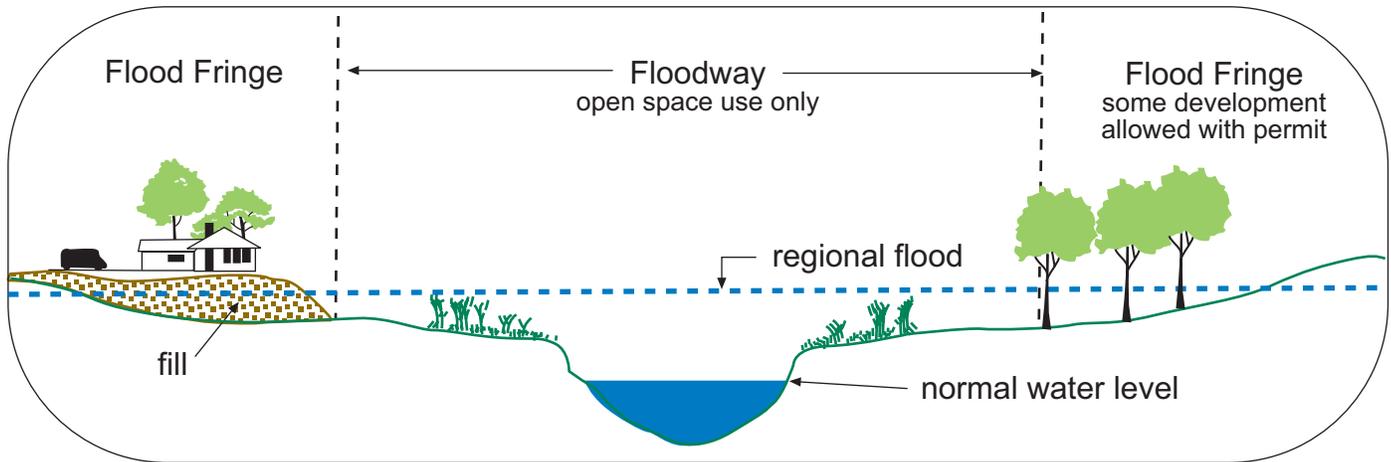
Figure 7-3 presents a diagram of a floodplain and identifies its constituent parts, including both the floodway and flood fringe.

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.

- Due to the amount of development that has taken place within the East River Watershed, the existing flood study might not adequately identify the flood-prone areas of the City. A new flood study for the East River should be undertaken that incorporates and assesses the full development of the watershed and its impact upon the floodplain. Additionally, the City should continue to utilize stormwater management techniques to mitigate some of the impacts of development on the East River, as well as the Fox River and Ashwaubenon Creek floodplains.

The City should also consistently enforce and periodically review its Shoreland-Wetland Floodplain Zoning Ordinance to ensure that it continues to achieve its stated objectives.

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.

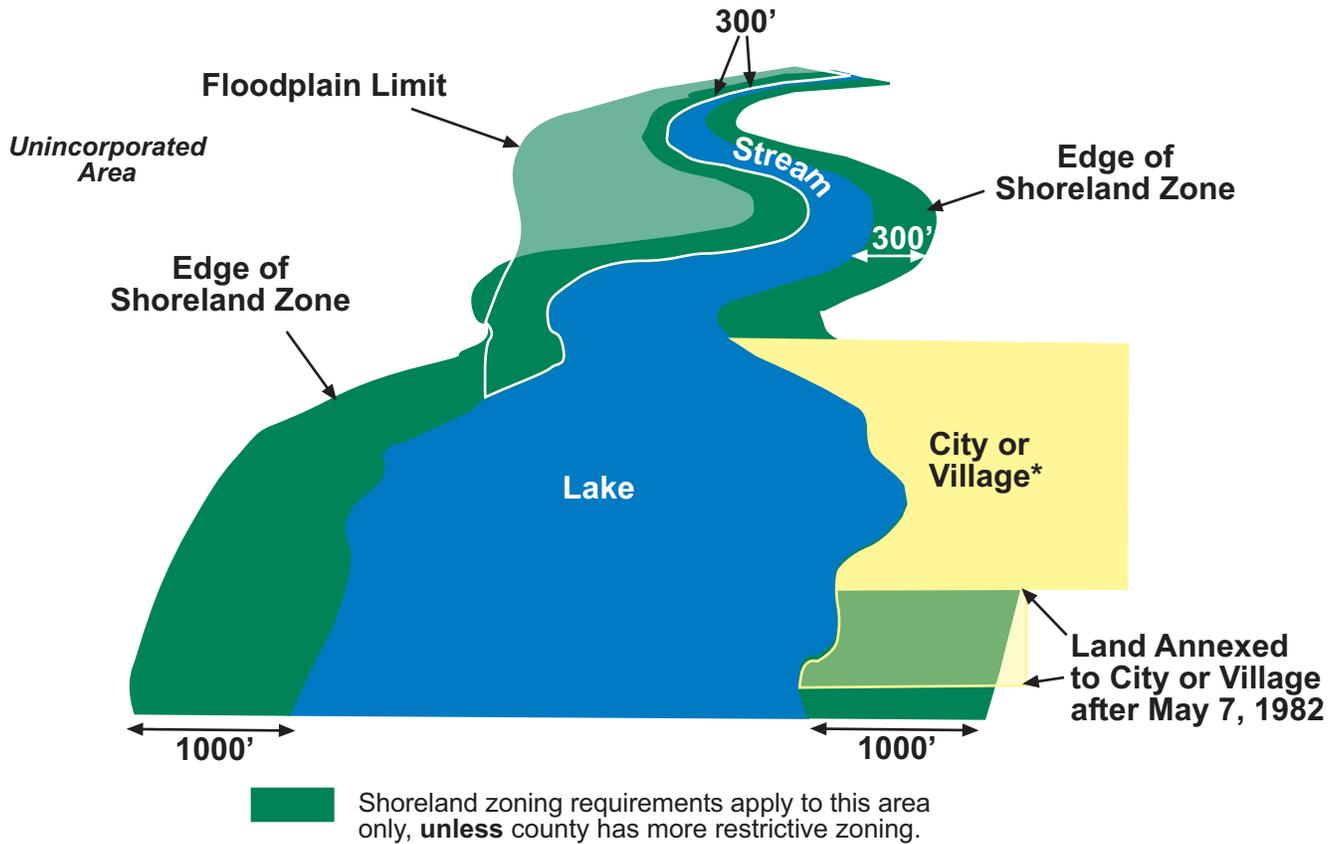
Like floodlands, the importance of shorelands is recognized by state and local governments. Wisconsin mandates shoreland zoning for all unincorporated communities under Wisconsin Administrative Code NR 115 and recommends that all other communities adopt similar standards. Figure 7-5 presents a diagram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

These regulations do not apply to incorporated communities like the City of De Pere, except for those lands annexed by the City after May 7, 1982. Those lands that were annexed from a town after this date must abide by the same state-mandated shoreland zoning requirements previously identified, and enforcement (with oversight by the DNR) must be provided by the incorporated community. These standards do not apply to non-navigable waters. However, all lakes, rivers, and streams – no matter their size – should be assumed to be navigable until determined otherwise by the DNR.

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

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

properly protect water quality and shoreland ecosystems.

Because of the importance of surface waters to the City of De Pere, it is recommended that the City continue to consistently enforce and periodically review its Shoreland-Wetland Floodplain Zoning Ordinance to ensure that it continues to achieve its stated objectives.

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 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.



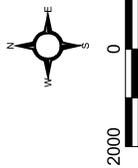
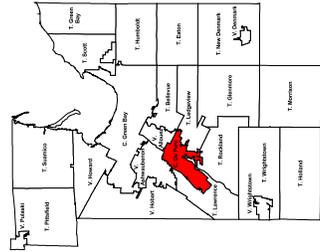
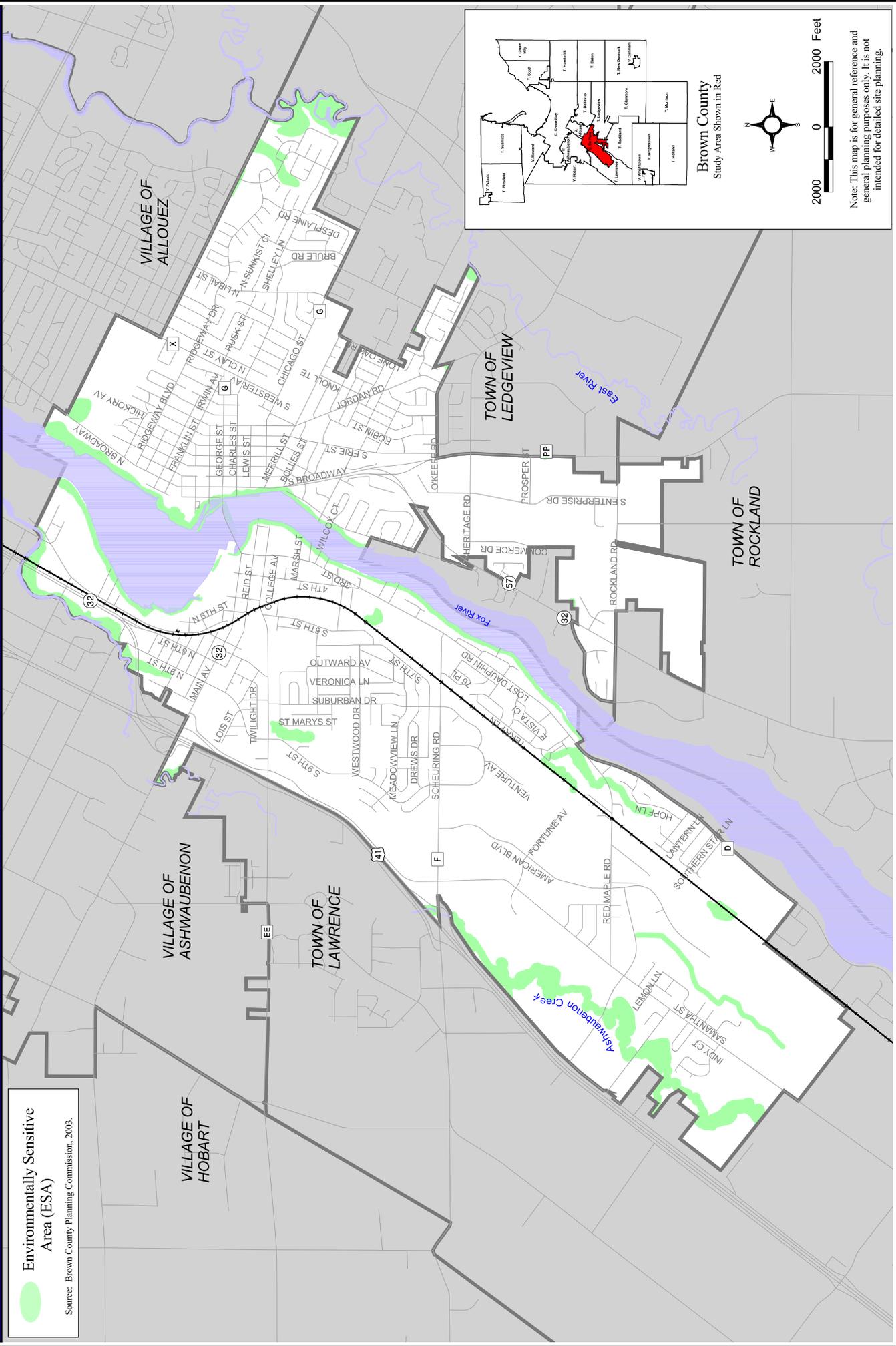
Figure 7 - 7

Environmentally Sensitive Areas City of De Pere, Brown County, WI



Environmentally Sensitive Area (ESA)

Source: Brown County Planning Commission, 2003.



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

- 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.

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.

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.

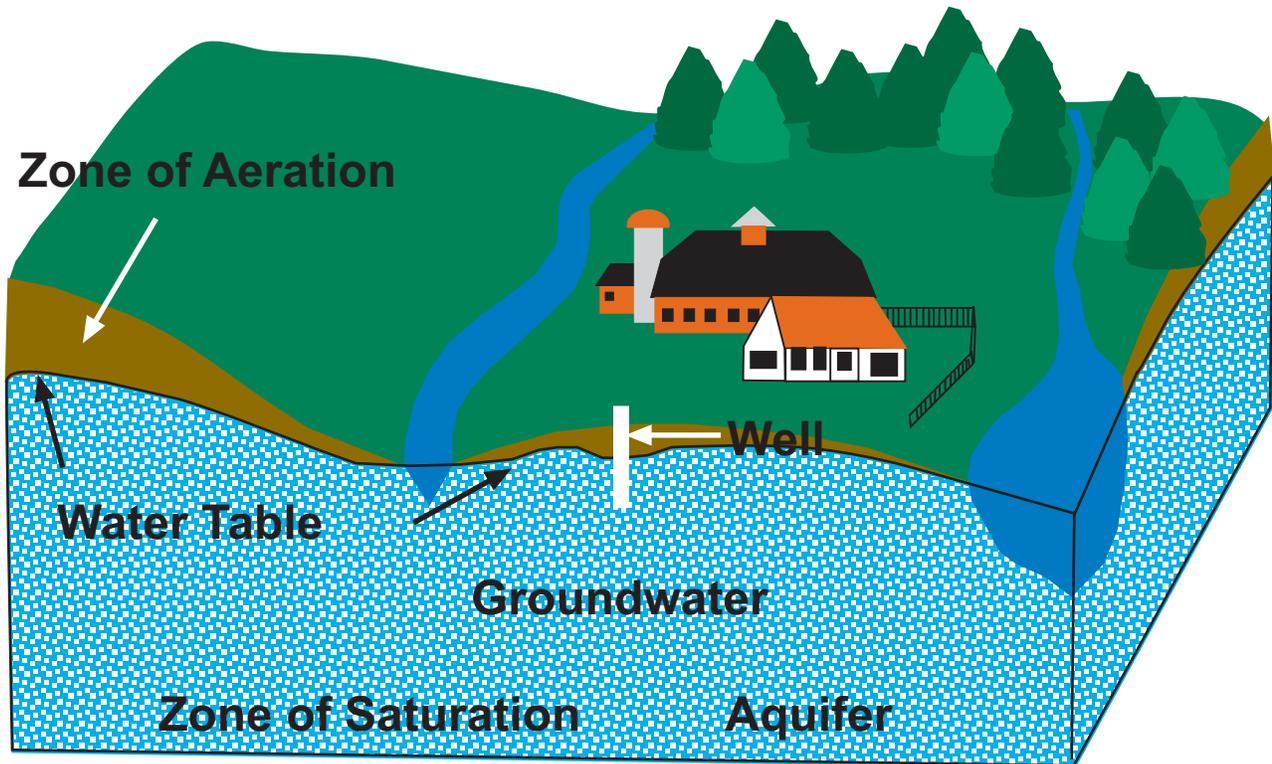
Like surface water, groundwater moves from high areas to low areas. It discharges at those places where the water table intersects the land's surface, such as in lakes, streams, and wetlands.

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. Drinking water for the City is drawn from the groundwater through municipal and private wells. This groundwater is also used by local agriculture and industry. In addition, the groundwater sustains the streams within and adjacent to the City.

Overall, groundwater quality within northeastern Wisconsin is generally considered good, but tests have shown that De Pere's wells exceed the federal standards for radium. By December of 2003, the City and other communities in Wisconsin had to have a WDNR-approved radium control plan in place, and the City's radium levels must be below the federal standard by December of 2006.

In addition to quality concerns, the other threat to De Pere's groundwater resource is supply. To address both of these concerns, the City is working with the six-member Central Brown County Water Authority. In November of 2003, the Authority voted to purchase water from the City of Manitowoc.

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

It is very important that the groundwater, the City of De Pere's only source of drinking water, be protected. The greatest threats to groundwater are contamination and overuse. As with any urban or urbanizing community, the most common sources of contamination include sludge and wastewater disposal, landfills, sanitary sewers, above ground storage of chemicals, contaminated stormwater, underground tanks, septage disposal, junkyards, septic systems, highway deicing salt, lawn fertilizers, pesticides, and improperly constructed wells. As a significant amount of agricultural lands is located within and adjacent to the City, agricultural sources of contamination are also possible, including feedlots, manure storage and spreading, manure pits, irrigation, fertilizers, and pesticides.

To help communities meet the requirements of the federal Safe Drinking Water Act and to protect their drinking water supply, the Wisconsin Department of Natural Resources requires that all communities undertake a Wellhead Protection Plan for all municipal wells that are planned after 1992 and recommends, but does not require, that such plans also be prepared for wells planned before 1992. Additionally, the DNR is preparing Source Water Assessments for every public water system in the state. The assessments, which could be used to help prepare Wellhead Protection Plans, were provided to communities in 2003. These assessments review the susceptibility of the public water system to contamination and review geologic and well construction data.

The City of De Pere should undertake those studies and should obtain assistance from the DNR to do so. It is also recommended that the City support Brown County's "time of sale" program of inspecting private onsite wastewater treatment systems to guard against failing systems for those areas not served by municipal sewer. Ensuring functioning septic systems would protect groundwater used for private wells in these areas. If areas with multiple failing systems are found, the City should consider the feasibility of extending sewer lines to correct these situations.

Woodlands

According to the 2003 land use update, woodlands encompass 293 acres, or about 4 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 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 2,700 tree cities across the country, with 139 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.

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
De Pere Public Library	380 Main Avenue	Building	1937-1952	10/4/2002
De Pere Lock and Dam Historic District	Fox River and St. 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*, 2003.

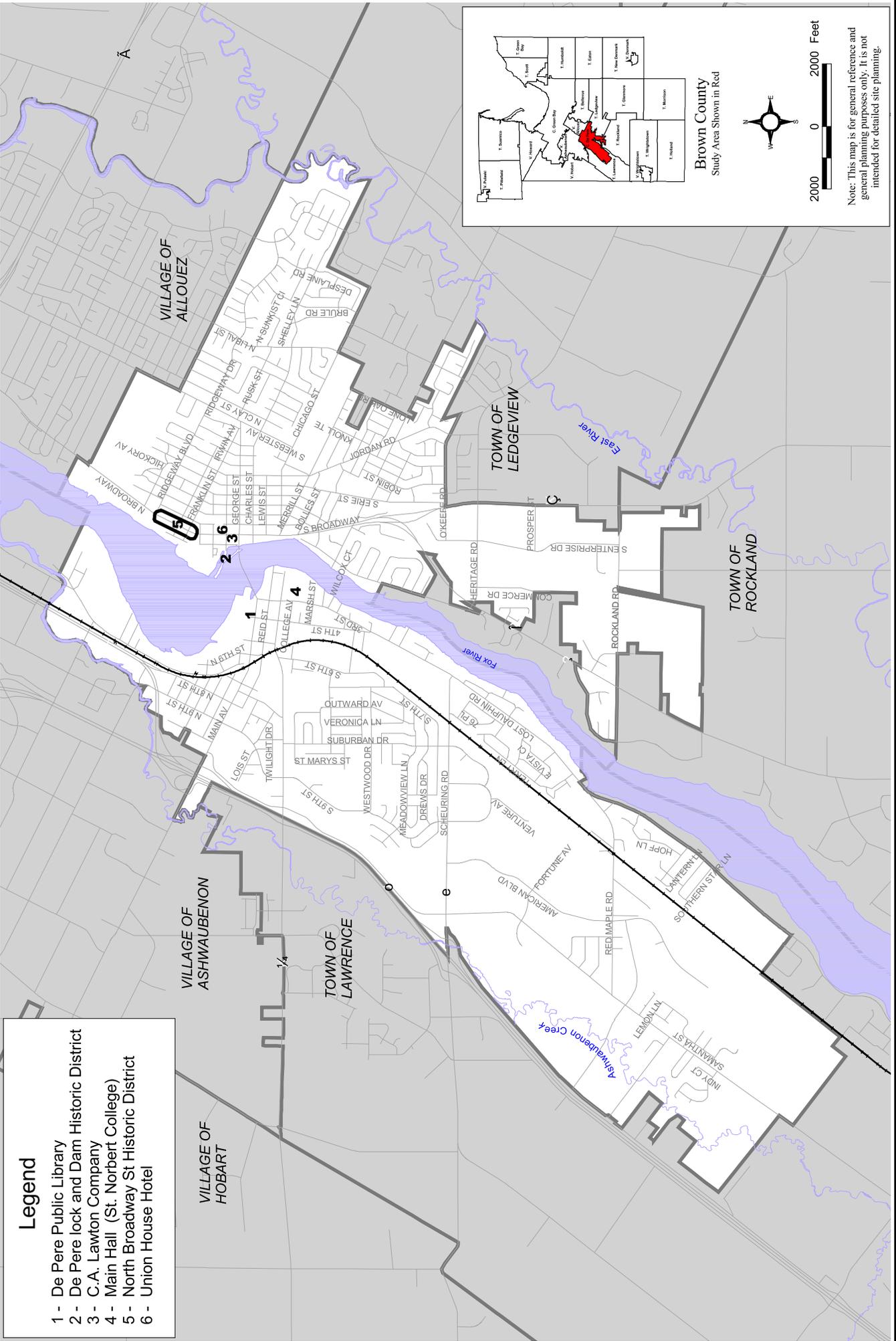


Registered Historic Districts and Buildings

City of De Pere, Brown County, WI

Figure 7 - 12

- Legend**
- 1 - De Pere Public Library
 - 2 - De Pere Lock and Dam Historic District
 - 3 - C.A. Lawton Company
 - 4 - Main Hall (St. Norbert College)
 - 5 - North Broadway St Historic District
 - 6 - Union House Hotel



Brown County
Study Area Shown in Red

2000 0 2000 Feet

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

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 693 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.

A second project combining Historic Preservation Funds and cooperation with the Downtown Business Association 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.

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, 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 and cargo of bricks was burned in 1901.

Most of the archeological sites have been uncovered through construction or accidental finds. The five archeological surveys that have 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 establish a more attractive and pedestrian-friendly downtown and near west side have occurred 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. Also, recent issues within the City that keep the community identity and community design in the forefront of the community's thoughts include discussions about the "living bridge" concept for the Claude Allouez Bridge and the Fox Locks Commission.

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 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

- neighborhood parks through the use of conservation by design subdivisions or by setting aside small areas as neighborhood greenspace or recreation areas.
- 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.
 - Alternative 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.

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.
- Support a new flood study of the East River.
- Periodically review and revise, when necessary, the City's Shoreland-Wetland Floodplain Zoning Ordinance to ensure its continued viability.
- 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 purple loosestrife, 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.
- Undertake a Wellhead Protection Plan to ensure protection of the City's drinking water supply.
- 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 Downtown Business Association 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 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:
 - Street tree requirements.
 - Establishment of small neighborhood parks, areas of greenspace, plazas, etc.
 - Increase the involvement of the De Pere Business Association 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.
 - Promotions 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: 2003-2004

Building	Grade	Enrollment	Capacity
Dickinson Elementary	K-4	509	600
Heritage Elementary	K-4	658	650
Foxview Intermediate	5-6	488	600
De Pere Middle School	7-8	548	650
De Pere High School	9-12	1,027	1,200
District Total		3,230	3,700

Source: Unified School District of De Pere.

The school district currently owns a parcel of land at the intersection of Dickinson Road and Bower Creek Road in the Town of Ledgeview, and a district committee

recommended in January of 2004 that the district retain the site and compare it to other possible sites to determine if it is the most desirable location for a new school. Even if the Bower Creek Road site is found to be adequate, the district should identify other potential sites that can be developed as the district's student population grows.

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. In addition, the City should encourage the De Pere and West De Pere School Districts to cooperatively complete a comprehensive consolidation study in the near future.

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: 2003-2004

Building	Grade	Enrollment	Capacity
Westwood Elementary	EC, Title I, K-4	784	950
West De Pere Middle School	5-8	589	800
West De Pere High School	9-12	696	950
District Total		2,069	2,700

Source: West De Pere School District.

Recommendations

The school district's capacity issues have been addressed for the moment, but the closure of Lincoln Elementary School near the center of the City and the steady population growth are prompting the district to evaluate sites for a new elementary school. Although the district will likely choose a site west of US 41 for its next elementary school,

it should also 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 provide another formal meeting place that would enhance the neighborhood's cultural value. In addition to addressing these issues, the City should encourage the West De Pere School District to cooperate with the Unified School District of De Pere to determine if the two school districts should consolidate, and it should encourage the district to continue to allow residents to use its indoor and outdoor recreational facilities.

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)⁶, 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.

Recommendation

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. Therefore, the City should request that the De Pere and West De Pere School Boards adopt resolutions stating that they will consider consolidating their school districts (as required by Wisconsin Statute 117.08(1)). If the districts adopt these resolutions, the City should encourage the districts to hire a qualified consultant to study the probable financial and non-financial impacts of consolidation and offer to pay for a portion of the study. However, if the districts choose to not study consolidation (or if consolidation is determined to be unwarranted), the City should encourage them to continue their practice of sharing instructors and other resources to maintain their strong programs and minimize costs.

⁶ 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.

Private Schools in De Pere

De Pere contains several private schools that serve students from throughout the area. Notre Dame Middle School serves as a polling place, but very few other public events are currently held at the 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.



Lebrun Street



East River and the East River Trail

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.

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.

Town of Rockland

De Pere and the Town of Rockland have worked together in the recent past to identify the location of the Southern Bridge and connecting arterial street, and the two communities are currently negotiating a boundary agreement that will identify future annexation areas. Once the boundary agreement is finalized and approved by De Pere and Rockland, the communities should appoint an annexation area planning committee that will discuss how this area will develop. The City and Town should agree to meet at

least once every three months to coordinate services and discuss issues of mutual concern.

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).

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 will construct 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.

Other Entities

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.

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), and the City and MPO have worked together on several other projects in the past.

Central Brown County Water Authority (CBCWA)

De Pere has been involved in the search for a long-term source of potable water since the Brown County Water Plan was completed in June of 1976. Over the last 27 years, De Pere and several other Brown County communities have worked with consultants to determine the best method of satisfying the need for a reliable water source. Since 1998, the Central Brown County Water Authority (which in 1998 was the Central Brown County Water Commission) has held several meetings with the City of Green Bay to determine if the authority should build its own pipeline to Lake Michigan or purchase water from the City. The authority also contacted the City of Manitowoc in 2003 to assess the desirability of purchasing water from this community in the future.

In November of 2003, De Pere formally committed to buying water from the CBCWA, and the authority voted at the beginning of 2004 to purchase water from Manitowoc. The development of the new CBCWA system will be completed by 2006.

Green Bay Metropolitan Sewerage District (Green Bay MET)

The Green Bay Metropolitan Sewerage District (MET) and De Pere have cooperatively managed the wastewater needs of the community and region for several years. Over the

next 20 years, the City should continue to review the cooperative agreement with the MET to ensure that the agreement addresses the community's needs as it grows.

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. The City should also work with the Bay-Lake RPC as it develops the Town of Lawrence's comprehensive plan in 2004 and 2005.

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 Park 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 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 identify, plan, and implement projects that fit within the context of their surrounding areas (as discussed in the comprehensive plan's Transportation chapter).

Park Department

The Brown County Park Department intends to begin an update of the Brown County Fairgrounds Master Plan in 2004, and representatives of the City should be involved in this process. Some of the issues that will likely be addressed include the construction of a multi-use trail along the west side of the Fox River, the renewal of the fairground property lease agreement between the County and City, and the development of new facilities at the fairgrounds.

State of Wisconsin

Wisconsin Department of Transportation (WisDOT)

The most significant project that WisDOT plans to complete in De Pere during the 20-year planning period is the construction of a new bridge over the Fox River in the City's downtown (presumably in 2006), and the City and state have been discussing the funding and other details of this project for several years. But before the bridge project

begins, the City should discuss how and when the traffic calming techniques recommended in the comprehensive plan's Transportation chapter can be implemented. Addressing this issue before the bridge is rebuilt will help to enable the traffic calming project to occur in conjunction with or not long after the bridge construction project.

Another issue that WisDOT will address during the planning period is the interchange that is planned for US 41 and Southbridge Drive. The right-of-way for the interchange is already officially mapped within the City, and City staff should work with WisDOT and Brown County staff to identify a construction schedule for the facility.

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. 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. In addition, the City should encourage the De Pere and West De Pere School Districts to cooperatively complete a comprehensive consolidation study in the near future.

West De Pere School District

Although the district will likely choose a site west of US 41 for its next elementary school, it should also 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 City should encourage the West De Pere School District to cooperate with the Unified School District of De Pere to determine if the two school districts should consolidate and encourage the district to continue to allow residents to use its indoor and outdoor recreational facilities.

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. Therefore, the City should request that the De Pere and West De Pere School Boards adopt resolutions stating that they will consider consolidating their school districts (as required by Wisconsin Statute 117.08(1)). If the districts adopt these resolutions, the City should encourage the districts to hire a qualified consultant to study the probable financial and non-financial impacts of consolidation and offer to pay for a portion of the study. However, if the districts choose to not study consolidation (or if consolidation is determined to be unwarranted), the City should encourage them 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. De Pere should also consider providing police services to Ledgeview in the future if the City is adequately compensated for the services, and the two communities should strongly consider an arrangement that will enable De Pere recreation leagues to use Ledgeview's new park near the East River in exchange for waiving non-resident fees for Town residents who participate in City recreation programs. In addition, the two communities should discuss having Ledgeview provide supplementary fire protection services to the southeast portion of the City.

Town of Rockland

Once a boundary agreement is finalized and approved by De Pere and Rockland, the communities should appoint an annexation area planning committee that will discuss how this area will develop. The City and Town should also agree to meet at least once every three months to coordinate services and discuss issues of mutual concern.

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).

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.

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 work with the Central Brown County Water Authority to establish a long-term source of potable water.

Green Bay Metropolitan Sewerage District (MET)

Over the next 20 years, the City should continue to review the cooperative agreement with the MET to ensure that the agreement addresses the community's needs as it grows.

Bay-Lake Regional Planning Commission

De Pere should continue to cooperate with the Bay-Lake Regional Planning Commission on various projects within the community. The City should also work with the Bay-Lake RPC as it develops the Town of Lawrence's comprehensive plan in 2004 and 2005.

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. In addition, the City should be involved in the development of the Brown County Park Department's Fairgrounds Master Plan.

State of Wisconsin

Wisconsin Department of Transportation

Before the Claude Allouez Bridge project begins, the City should discuss how and when the traffic calming techniques recommended for Main Avenue and Reid Street in the comprehensive plan's Transportation chapter can be implemented. City staff should also work with WisDOT and Brown County staff to identify a construction schedule for the US 41/Southbridge Drive interchange.

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.

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 a comprehensive plan should be celebrated as a significant milestone in providing guidance for the future development and redevelopment of De Pere. However, the key to the success of a comprehensive plan is its implementation. There are several regulatory tools and administrative mechanisms and techniques that can be utilized to implement the plan. Although this chapter does not include all of the recommendations in the comprehensive plan, it does summarize the various action steps the City should take to implement the recommendations.

Land Use

Zoning Ordinance

Zoning is the most common regulatory device used by municipalities to implement plan recommendations. The major components of zoning include a written zoning ordinance and a zoning district map. The zoning ordinance includes specific language for the administration of the regulations. Included in the text are definitions, district use requirements, administrative procedures, parking regulations, and other elements. The zoning district map defines the legal boundaries of each zoning district identified in the zoning ordinance.

Action Steps:

1. When the City considers future rezoning requests, it is important that the various comprehensive plan components and recommendations be considered and used as a guide in the rezoning determination process. Land use recommendations contained within the plan should be implemented by the zoning ordinance and map.
2. The City's zoning ordinance should be revised as necessary to promote concepts from the comprehensive plan, such as mixed land uses, zero/minimal setback development, traditional neighborhood development, and neighborhood commercial nodes.

Subdivision Ordinance

Subdivision regulations govern the process by which lots are created out of larger tracts of land. These regulations seek to ensure that the subdivisions appropriately relate to the surroundings, as well as existing and future public facilities.

Action Steps:

1. The City's subdivision ordinance should be revised as necessary to include the concepts identified in the comprehensive plan. The City should then use the revised ordinance when reviewing development and redevelopment proposals to ensure that the completed projects are consistent with the plan.

Transportation

City Streets and Walkways

Action Steps:

1. The City's subdivision ordinance should be revised to allow the construction of narrower streets and to allow the City to narrow existing streets when they are reconstructed. The ordinance should also be amended to establish right-of-way width standards that do not require the acquisition of more right-of-way than necessary. The recommended street and right-of-way width standards in the comprehensive plan's Transportation chapter should be used to modify the City's existing standards.
2. De Pere should create a school zone traffic calming program that identifies street design and other techniques that will slow traffic and maximize safety to encourage students to walk and bicycle to school. Once the traffic calming program is established, the City should budget funds each year and apply for funds from the new federal Safe Routes to School grant program to implement the 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 other agencies to create and implement the program.
3. 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 the Wisconsin DOT, Brown County Highway Department, and Brown County Planning Commission to implement the street designs proposed in the plan's Transportation chapter for Main Avenue and Reid Street between Third and North Sixth Streets.
4. After the Smart Growth plans for De Pere, the surrounding communities, and Brown County are finished and approved, the City should work with the county and state to develop an implementation schedule for the Southern Bridge and the Southbridge Drive/US 41 interchange.

Development Patterns

1. The City should implement the development pattern recommendations that are included in the Land Use, Transportation, and other chapters of the comprehensive plan.

Economic Development

Action Steps:

1. The City should implement the recommendations of the *City of De Pere Downtown Urban Design Plan* that was completed by Schreiber/Anderson Associates, Inc.
2. The City should complete the steps associated with an Economic Development Preparedness Plan.

3. The City should promote its Revolving Loan Fund program, Industrial Revenue Bond program, and state grant application assistance to assist businesses looking to expand or locate in the City.
4. The City should consider developing a policy that requires 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 by adopting a tree preservation ordinance.
5. The City should complete and maintain an inventory of existing vacant buildings and land parcels that are identified as potentially contaminated with industrial- or petroleum-based pollutants.
6. The City should consider expanding or creating a Tax Increment Financing (TIF) district to fund utility and street improvements in the downtown.
7. The City should work cooperatively with existing downtown businesses, De Pere Main Street, Inc., and the De Pere Business Alliance to obtain their input into downtown redevelopment opportunities and the potential creation of a Business Improvement District (BID).

Housing

Action Steps:

1. The City should 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.
2. The City should consider amending its zoning ordinance to create a district specifically for mixed uses and traditional neighborhood developments.
3. The City should identify "target" areas for housing redevelopment and/or rehabilitation, and private/public partnerships for redeveloping or rehabilitating these areas should be pursued.
4. The City should consider developing a rental rehabilitation program either through the Wisconsin Department of Commerce CDBG-Housing grant program or on its own to ensure a stable and high quality housing stock.
5. The City should continue to enforce its housing maintenance code to address situations where property values are being harmed through the willful neglect of nearby properties. The City should also investigate the development of a funding mechanism to help finance the repairs of neglected properties and encourage residents to perform the repairs.

Utilities and Community Facilities

Action Steps:

In addition to implementing the City's existing facility studies and plans, the City should pursue the following items:

1. *New fire station on the City's southwest side.* The City should strongly consider building a fire station in the future at or near the intersection of Southbridge Drive and American Boulevard to serve the southwest portion of the community. A station

- at this location will also be able to efficiently serve the southeast portion of the City once the Southern Bridge is built.
2. *Sewer and water extensions.* The City's sewer and water systems should be extended in conformance with the 5-year increments recommended in the comprehensive plan.
 3. *Stormwater utility.* The City should create a stormwater management utility to fund the construction and maintenance of stormwater management facilities.
 4. *Stormwater management plan updates.* The City should revise its stormwater management plan as needed and implement revisions to continue to comply with state and federal regulations.
 5. *Park and outdoor recreation plan updates.* The City should update its comprehensive park and outdoor recreation plan every five years. In addition to being a useful guide for the City, the plan updates will allow De Pere to continue to be eligible for grant funds from the Wisconsin Department of Natural Resources.

Natural, Cultural, Agricultural Resources

Action Steps:

1. The City should rezone lands from exclusive agriculture when the lands are annexed into the community.
2. The City should cooperate with the surrounding communities to develop a detailed flood study for the Fox River and to update the East River flood study.
3. The City should develop a Wellhead Protection Plan to ensure the protection of the City's drinking water supply.
4. The City should consider adopting a nonmetallic mining ordinance to address these resources if they are ever found within the community.
5. The City should periodically review and, when necessary, revise its Shoreland-Wetland Floodplain Zoning Ordinance to ensure that the ordinance continues to be viable.
6. The City should seek grant funds to assist property owners in the rehabilitation and maintenance of historic structures.

Intergovernmental Cooperation

Action Steps

1. The City should request the De Pere and West De Pere School Boards to adopt resolutions stating that they will consider consolidating their school districts (as required by Wisconsin Statute 117.08(1)). If the districts adopt these resolutions, the City should encourage the districts to hire a qualified consultant to study the probable financial and non-financial impacts of consolidation. However, if the districts choose to not study consolidation (or if consolidation is determined to be unwarranted), the City should encourage them to continue their practice of sharing instructors and other resources to maintain their strong programs and minimize costs.
2. The City should continue to work with the Central Brown County Water Authority to establish a long-term source of potable water.

3. Over the next 20 years, the City should continue to review the cooperative agreement with the Green Bay Metropolitan Sewerage District (MET) to ensure that the agreement addresses the community's needs as it grows.
4. The City should continue to cooperate with Brown County, Advance, and the Bay-Lake Regional Planning Commission to develop coordinated strategies to enhance the economic vitality of the City, Brown County, and the region as a whole.
5. The City should continue to work with the surrounding communities to develop an interconnected series of greenways and trails.
6. The City should continue to 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.

Other Items

Official Map

An Official Map is a regulatory tool utilized by a community to project and record future municipal improvements. It is commonly used to identify existing streets and planned improvements, but an Official Map can also be utilized to identify planned school sites, recreation areas, and municipal facilities. Once an area is identified on an Official Map, no building permit for a use other than the proposed use on the map may be issued for that site unless the map is amended.

Action Steps:

1. The City's Official Map should be revised to reflect the recommendations in the comprehensive plan.
2. Future amendments to the Official Map should be reviewed to determine if they are consistent with the recommendations of the comprehensive plan.

Capital Improvements Program

Another important device for comprehensive plan implementation is a Capital Improvements Program (CIP). The program is designed to annually schedule public works projects within a specified period of time, and a CIP usually encompasses a period of five to ten years. A CIP that is consistent with the comprehensive plan would provide an implementation and monitoring tool to ensure that public works projects are located and scheduled with thorough consideration of each of the plan's recommendations.

Action Steps:

1. Based on the comprehensive plan's recommendations, the City should update and review the priorities and schedules for public works projects. Examples of these projects include street construction and maintenance, traffic calming measure installation, park maintenance, and sewer/water facility replacement and maintenance.

2. Annual updates to the Capital Improvements Program should continue to occur, and these updates should be in compliance with the recommendations of the comprehensive plan.

Potential Funding Sources

Some of the recommendations in the plan may be implemented with the help of various sources of grant funds. Private dollars can be leveraged by developing creative partnerships and by utilizing state and federal grant sources.

Action Steps:

1. Review the recommendations of the comprehensive plan and determine if they could be implemented using non-city funding sources. A review of CIP projects and an evaluation of grant fund resources should be completed on an annual basis, as well. The City should also aggressively pursue grant opportunities to minimize the impact of the plan's implementation on the local tax levy.

Comprehensive Plan Review

Planning is not static. It is a continuous, ongoing process that is subject to change. It is also at the mercy of many forces over which a municipality has very little or no control (economic conditions, weather, birth rates, etc.). Therefore, if the City's comprehensive plan is to remain a useful document, the plan should be reviewed on an annual basis to ensure that it reflects current conditions and any changes and developments that occurred in the previous year.

Action Steps:

1. The public should be notified and provided an opportunity to comment on proposed amendments to the comprehensive plan. The City should consider neighborhood opinion in evaluating how a proposed amendment would meet the amendment criteria. Options for soliciting public opinion could include direct mail survey forms, neighborhood meetings, and open house meetings.
2. Criteria should be adhered to when considering amendments to the comprehensive plan. Amendments shall be approved only if they are determined to be in the public interest, and this determination should be based on a review of all applicable issues from the following list:
 - a. How the proposal is more consistent with applicable policies of the comprehensive plan than the existing provision.
 - b. How the proposal is more consistent with each of the following objectives than the existing provision (consistency is not required where the objective is clearly not applicable to the type of proposal involved):
 - Encourage the development of distinct neighborhoods served by commercial nodes and discourage strip commercial development.
 - 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.
 - Maximize pedestrian and bicycle access throughout the City.
 - Conserve and/or enhance significant natural and historical features.
 - Preserve and/or enhance the City's parks.
 - 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.
- c. How substantial changes in circumstances have occurred since the original provision was approved in the plan.
10. *Scope of review.* The review and evaluation of proposed comprehensive plan map changes shall consider both the likely and possible future use of the sites and the associated impacts.
 11. *Cumulative impacts.* The review of individual comprehensive plan map or policy amendments shall also consider the cumulative transportation, land supply, and environmental impacts of other plan amendments proposed within the same annual cycle.
 12. The City of De Pere Planning Commission should prepare a brief annual report. This report should summarize how the comprehensive plan was used to direct major spending, regulatory, and construction decisions, how development has or has not coincided with the recommendations of the plan, and how community circumstances have changed that have necessitated recommendations for appropriate comprehensive plan amendments by the Common Council.
 13. The City should consult annually with other governmental agencies and neighboring communities to get their input regarding how their community activities relate to the recommendations of the comprehensive plan.
 14. The City should complete a formal review of the entire comprehensive plan at least once every five years. Based on this review, changes should be made to sections of the plan that are determined to be out of date and sections that are not serving their intended purposes.

At least once every ten years, the plan should be reviewed and updated using a formal process that includes a citizens advisory committee similar to the committee used to develop this plan.

CHAPTER 10

Downtown De Pere Urban Design Plan

Introduction

The City of De Pere has built a reputation around its wonderful downtown, and the improvements have been the envy of many communities throughout the State of Wisconsin. A Main Street Community since 1990, it has many of the amenities other communities strive for. Revitalization of its historic downtown started as early as 1978 with the establishment of the City's first TID that included a significant portion of the east side Central Business District (CBD). In a 1982 comprehensive downtown revitalization plan, the west side CBD was identified as an area of study, and the study recommended that the east and west sides be planned and developed with a consistent theme with similar architectural styles and streetscape improvements. Other recommendations included avoiding partial or piecemeal developments and preservation of surrounding neighborhoods from commercial encroachment. In 1997, TID #5 was created to assist in the redevelopment of the west side downtown area, and the projects recommended in that plan have been or are in the process of being implemented.

The 2000 City of De Pere Comprehensive Plan recommended further development and improvements to the mutual CBD straddling the Fox River, and more recent developments, such as the replacement of the Claude Allouez Bridge, have created new challenges to the CBD. Recent redevelopment improvements on the east and west sides of downtown have greatly improved the appearance and employment base of the CBD. Revitalization of existing structures and construction of new buildings have followed the recommendations of the comprehensive plans and TIDs. Historic character has been protected and enhanced through the adoption and enforcement of the development and design standards set forth in the comprehensive plans. The downtown, however, still has much work left to be done. This urban design plan will recommend improvements and enhancements to create a unified downtown area for residents and visitors.

Purpose and Goal

The purpose of the Downtown De Pere Urban Design Plan is to provide the City of De Pere a planning tool that can be used to guide short-term and long-term improvements to the downtown area. This plan builds on De Pere's many strengths: historic character, diversity of retail and service businesses, industry, strong neighborhoods, the Fox River, St. Norbert College, and beautiful parks and recreational facilities—all of which unify both sides of the river and strengthen the downtown's position as a focal point and destination for the community and the region.

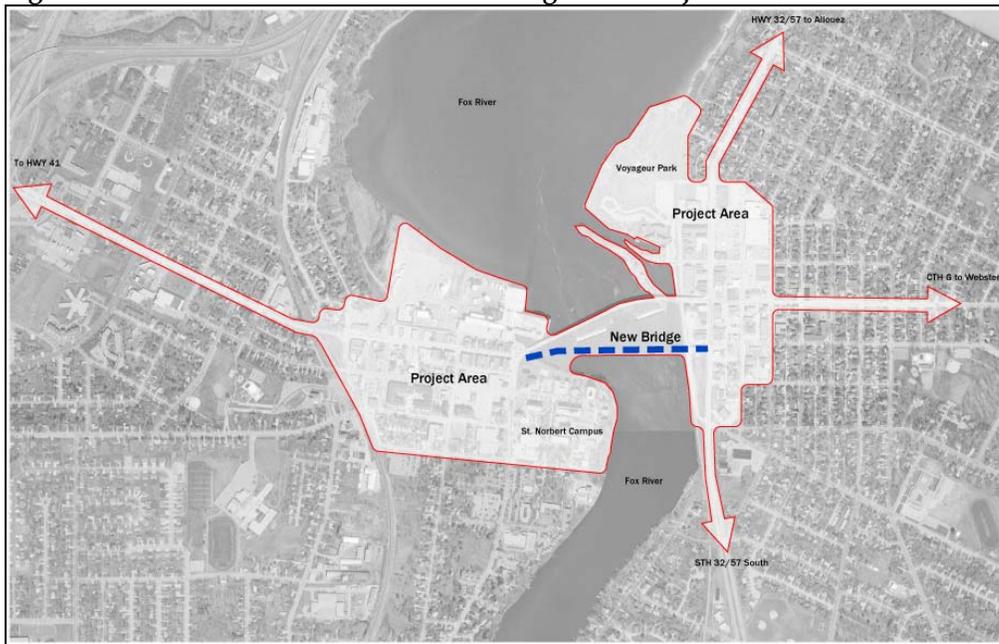
The goal of this downtown urban design plan is to focus on maintaining and, in some cases, enhancing walkability, diversity, visual appeal, and other elements that will enable the City to retain existing businesses and attract new ones, provide interesting places to

live and visit, and create the activity necessary to allow downtown De Pere to thrive for many years to come.

Project Area

The project area for the downtown urban design plan includes both the east and west sides of the Fox River as shown in Figure 10-1. Downtown De Pere features distinct business districts on each side of the Fox River. One of the challenges of this plan is how to provide design commonality linking these areas together into a unified CBD.

Figure 10-1: Downtown De Pere Urban Design Plan Project Area



Existing Conditions Assessment and Opportunities Analysis

The following is an assessment of the existing conditions in the downtown De Pere project area and an opportunities analysis supported by photographs and narrative. Exhibits 1 and 2 indicate where improvements have been implemented and graphically identify new opportunities for improvements on the east and west sides of the Fox River.

Traffic and Circulation

Several state and county highways converge in downtown De Pere and create challenges to pedestrians, bicyclists, and motorists. The City of De Pere and WisDOT have decided to construct one new four-lane bridge across the Fox River. This new bridge, which will be located just south of the existing bridge, will impact the traffic and visual character of downtown De Pere and could affect pedestrian and bicycle safety, streetscape design

Assessment and Opportunities

Downtown De Pere - West

De Pere, Wisconsin

Legend

-  Downtown Entry Improvements/Reinforcement
-  Major Intersection - Curb Extensions - Lighting - Crosswalks
-  Entry Feature - Signage - Sense of Arrival
-  Interest Conflict
-  Pedestrian Connectivity
-  Vehicular Access
-  Public Parking
-  Private Parking
-  On Street Bike Lane
-  Existing Street Improv.
-  Limit of Study Area
-  Collector/Local Road
-  Arterial Road Streetscape Improv.
-  Implemented
-  Redevelopment Areas
-  Existing Greenspace Location
-  Potential Greenspace Location
-  NRHP Designation
-  NRHP Eligible Designation



A	Main Hall of St. Norbert College NRHP 10.28.88 Ref. ID: 02020106
B	Former De Pere NRHP 10.04.02 Ref. ID: 02020106
C	Shattuck and Babcock Paper Mill Main Avenue Historic District
D	Main Avenue Historic District
E	Nicolet High School

EXHIBIT 1



URBAN DESIGN PLAN



June, 2004
Project No. 1886

Assessment and Opportunities

Downtown
De Pere- East

De Pere, Wisconsin

Legend

- Downtown Entry Improvements/Reinforcement
- Major Intersection
 - Curb Extensions
 - Lighting
 - Crosswalks
- Pedestrian Connectivity
- Vehicular Access
- Public Parking
- Private Parking
- Off Street Bike Lane
- Existing Street Improv.
- Limit of Study Area
- Collector/Local Road
- Arterial Road - Streetscape Improv
- Potential Redevelopment Areas
- Existing Greenspace Location
- Potential Greenspace Location
- NRIHP Designation
- NRIHP Eligible Designation



	Buildings to be Removed with Bridge Realignment
	North Broadway District NRIHP 0.8.03 Ref. ID: 03003.048
	De Pere Lock and Dam Historic District NRIHP 12.7.93 Ref. ID: 03003.011
	C.A. Lawton NRIHP 13.0.92 Ref. ID: 03003.085
	Union Hotel NRIHP 11.26.03 Ref. ID: 03003.216
	State Bank Building
	Steele Fack Building
	South Broadway Historic District
	Krause Building

EXHIBIT 2



opportunities, and on-street parking. Main Avenue will continue to be a one-way street to the west and Reid Street will be one-way to the east. A roundabout will be built at the intersection of the bridge and Broadway on the east side of the river. A modified roundabout intersection is proposed at Main Avenue and Third Street on the west side. The roundabouts will calm traffic in the downtown, reduce traffic congestion, maximize safety and accessibility for all transportation modes, and create opportunities for downtown entrance features.

Streetscape Character

In general, the streetscape character in the downtown is good; however, there is room for improvement. Much of what was implemented years ago needs updating. Some areas have few or no streetscape improvements, and these improvements should be designed and implemented in conjunction with the bridge replacement or in the near future. Some areas have problems with failing light fixtures, heaving sidewalks, or cracking and uneven pavements, making it difficult for pedestrians. Several intersections are in need of pedestrian safety and convenience improvements. Recent improvements to Grant Street on the west side should be the model for new streetscapes and improvement of old ones. This includes intersection and crosswalk enhancements, updated light fixtures, and the addition of streetscape amenities such as benches, trash receptacles, bollards, street trees, bike parking, and wayfinding and specialty signage.

Public Spaces

Creviere Commons, located at the intersection of Broadway and George Street, is a small public space in downtown De Pere with a gazebo, seating, floral displays, and a portable sign used for community event announcements. Opportunities exist to improve this small park to make it a destination for special events such as noontime concerts, arts and crafts shows, and blood drives. The existing readerboard should be updated to a permanent installation, replacing the portable trailer-style sign currently at the site.

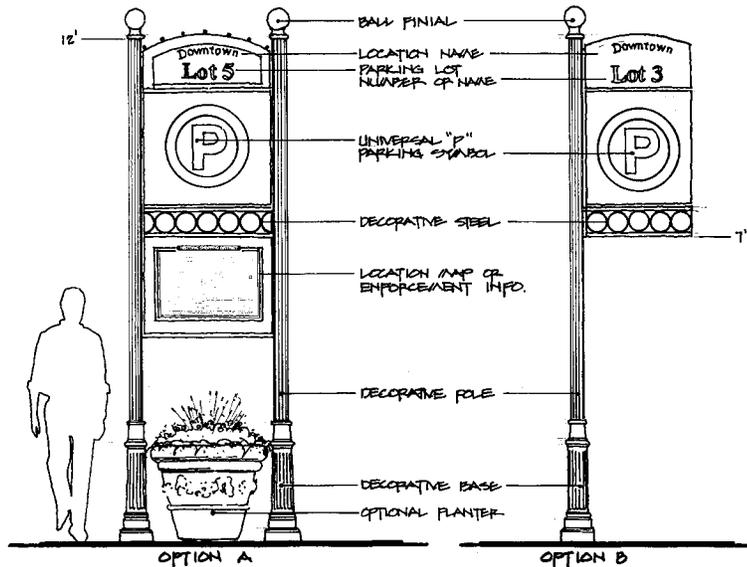
Another opportunity for this space is to provide a new infill development and relocate Creviere Commons across the street in the area of the existing bridge approach at the western end of George Street as part of a grand waterfront plaza. This concept is illustrated in Figure 10-5.

Public Parking

There are many public parking lots located on both sides of the river serving the employees and visitors in the downtown. The universal “P” parking symbol identifies these public lots on the plan. There are opportunities to provide a clearer understanding of enforcement hours and time limits for these lots. Special parking lot entrance signs similar to those shown in Figure 10-2 should be placed at the entrances to the lots. These signs should be designed to incorporate informational maps of the downtown.

Special landscape treatment along with fences or screens should be utilized to screen parking lots adjacent to the public rights-of-way.

Figure 10-2: Parking Lot Entrance Sign Concepts

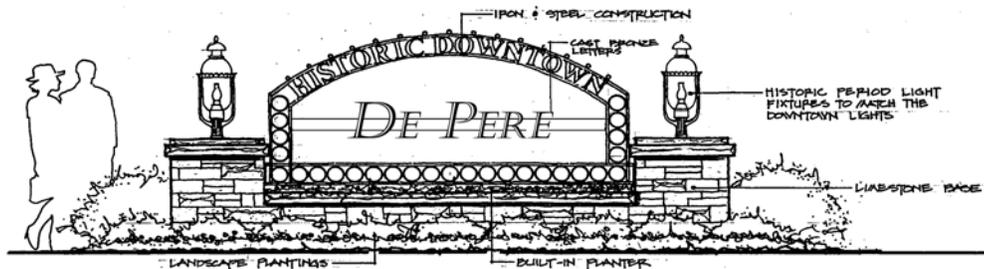


Note: Refer to "A Downtown Parking Analysis and Plan for De Pere, Wisconsin" prepared in September 2000 for an in-depth look at the current and future parking in the Downtown.

Entrances to Downtown

There are several entrances to downtown De Pere (see the figures and exhibits in this chapter and the figures in the plan's Transportation chapter). Several connecting state highways and a county highway pass directly through downtown De Pere, and opportunities exist to improve the gateway corridors leading into downtown. These gateways should be enhanced with special wayfinding ("trailblazer") signs and banners. Special ornamental roadway lights and streetscape enhancements should be implemented along these gateway corridors. Entrance signs and features should be placed at key entrances to the downtown and could include community readerboards that announce special community events similar to the sign located at the intersection of Main Avenue and Third Street.

Figure 10-3: Downtown Entrance Sign Concept



Entrances should be enhanced with seasonal landscaping to provide color and year-round interest along these corridors. Figure 10-3 is an example of a downtown feature that could be located at key entrances to the downtown. Proposed downtown entrance feature locations are shown in Exhibits 3 and 4.

Figure 10-4 illustrates how the overhead railroad bridge on the western edge of the downtown could be enhanced with a stone veneer applied to the existing concrete walls, decorative street lights, ornamental landscaping, and a “Welcome to Downtown De Pere” sign attached to the repainted bridge.

Figure 10-4: View Heading East into Downtown De Pere



Waterfront

Perhaps the best opportunity for downtown De Pere is to better utilize its riverfront along both sides of the Fox River as it passes through downtown. There are opportunities on both sides of the river to incorporate riverwalk paths for enjoying the water and long views. Because the river holds a lot of history, it should have a series of interpretive signs recognizing the river as a power source, the lock and dam system, the bridges, river ecology, and many related subjects. Transient boat docks should be implemented along the east side of the Fox River to allow visitors arriving by boat to access the CBD.

Figure 10-5 illustrates how the former Claude Allouez Bridge location—in conjunction with infill development—can be utilized to enhance the waterfront on the east side of the downtown. The illustration also shows how Creviere Commons could be relocated to the west side of Broadway where the former bridge approach was located. A new pedestrian bridge links the George Street Plaza to Government Island. Infill development is

recommended at this important corner. The illustration also shows a new mixed-use development along the riverfront.

Figure 10-5: View of East Side of Fox River at the George Street Plaza and Additional Infill Development



Redevelopment Opportunities

Although there has been ongoing redevelopment in downtown De Pere, there are several opportunities for additional redevelopment in the downtown area that are identified in Exhibits 3 and 4. Many of these opportunities were identified in the City's 2000 comprehensive plan. Infill opportunities on Main Avenue should include first floor retail and upper story residential or office/commercial spaces. Utilizing the falling grades that exist one block north of Main Avenue, underground parking should be incorporated into developments as much as possible.

Bicycle and Pedestrian Systems

De Pere has several local and regional bike trails near by or running through the community. The Fox River Trail runs along the east side of the Fox River as shown in Exhibit 4. There are also on-street bike systems in the form of marked bike lanes and shared systems. It is a goal of the community to link the downtown and riverfront to area neighborhoods with a system of safe, family-friendly pedestrian and bike routes. Bicycle safety improvements should be implemented, including signage, additional bicycle lanes, intersection bump-outs or extensions, pedestrian signals, and education.

The City should work with St. Norbert College to implement a multi-use trail along the west side of the Fox River as shown in Exhibit 3. This trail should continue to the north

to connect to the area behind Main Avenue near International Paper to ultimately connect to the Brown County Fairgrounds.

Another future bike trail could be located along the railroad spur that currently crosses Reid Street and continues into the International Paper property. It could proceed north along the west shore of the Fox River, eventually connecting to the Brown County Fairgrounds. This is also shown in Exhibit 3.

Architectural Character

The architectural character of De Pere's downtown is a mix of historic structures and newer architectural styles that define the CBD on both sides of the river. Newer buildings on the redeveloped west side were designed to have a historic feel in the use of materials, proportion, and scale and typically are three to four stories high. The City of De Pere's *West Side Redevelopment District Development Design Guidelines* document was developed to guide the design and development of building architecture, signage, streetscapes, parking, public spaces, and neighborhoods for the west side of downtown De Pere. Similar, if not somewhat identical, guidelines should be adhered to as downtown redevelopment occurs on the east side of the river. The new public library is an excellent example of this. The *Main Street De Pere Design Guidelines* contains detailed information for redevelopment and infill developments and should be adhered to as opportunities occur.

Infill development and riverfront development opportunities should be designed to fit into the context of the east side downtown area. Redevelopment opportunities are identified in Exhibits 3 and 4.

Wayfinding

De Pere currently has a good system of wayfinding directional signage to direct motorists to points of interest throughout the community. The system should be enhanced to include additional downtown destinations and should include other types of wayfinding signs to help direct motorists, bicyclists, and pedestrians in and around the downtown. Trailblazer signs should be located along major travel corridors leading to the CBD.

Downtown De Pere Urban Design Plan Recommendations

The following text, figures, and exhibits summarize the urban design recommendations for downtown De Pere. These recommendations represent a comprehensive list of specific improvements that should be considered for downtown De Pere over the next 20 years. Specific plan recommendations are divided into several categories that include Parking (P), Transportation (T), Wayfinding (W), and Streetscape (S), which include the riverfront walkway. Recommendations identified in these categories are numbered and keyed to master plan Exhibits 3 and 4.

DOWNTOWN WEST



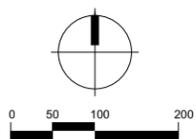
Legend

-  ENTRY SIGNAGE
-  ENTRY FEATURE
-  PUBLIC PARKING SIGNAGE LOCATION & WAYFINDING
-  EXISTING BUILDING
-  GREENSPACE
-  WATER
-  REDEVELOPMENT OPPORTUNITY
-  TRANSPORTATION RECOMMENDATION
-  WAYFINDING RECOMMENDATION
-  SIGNAGE RECOMMENDATION

NOTE: See following pages of report for numbered recommendations keyed to this graphic

EXHIBIT 3

URBAN DESIGN PLAN



DOWNTOWN WEST RECOMMENDATIONS



Schreiber/Anderson Associates, Inc.
1435 East Main Street
Madison, WI 53703
608.255.0800
www.saa-madison.com

June, 2004
Project No. 1896

DOWNTOWN EAST

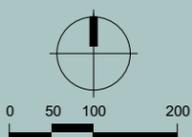


Legend

- | | | | | | |
|--|--|--|-------------------|--|-------------------------------|
| | ENTRY SIGNAGE | | EXISTING BUILDING | | TRANSPORTATION RECOMMENDATION |
| | ENTRY FEATURE | | GREENSPACE | | WAYFINDING RECOMMENDATION |
| | PUBLIC PARKING SIGNAGE LOCATION & WAYFINDING | | WATER | | SIGNAGE RECOMMENDATION |
| | REDEVELOPMENT OPPORTUNITY | | | | |

NOTE: See following pages of report for numbered recommendations keyed to this graphic

EXHIBIT 4



DOWNTOWN EAST RECOMMENDATIONS

URBAN DESIGN PLAN

June, 2004
Project No. 1896

SAA
Schreiber/Anderson
Associates, Inc.
1435 East Main Street
Madison, WI 53703
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www.saa-madison.com

Transportation and Wayfinding

As discussed in the plan's Transportation chapter, the transportation recommendations for downtown De Pere focus on improving bicycle and pedestrian safety in the downtown while increasing the efficiency of traffic movement through the downtown and supporting parking areas.

Bicycle and Pedestrian Improvements

The comprehensive plan and its downtown design element heavily emphasize the improvement of the pedestrian and bicycling environment in the downtown. The bicycle and pedestrian connections between the downtown and community and regional destinations will also enhance the quality of life for all De Pere residents and improve the downtown as a destination retail, entertainment, and recreational center.

- The downtown should be emphasized as a pedestrian area. Improvements should be made to create a comprehensive pedestrian network with connections to businesses, retail centers, parks, the St. Norbert College campus, public and private parking lots, regional bike paths, neighborhoods, public facilities, and the riverfront.
- Improve pedestrian walkways by widening sidewalks and providing safety improvements at intersections, including pavement material or color changes at intersections and crosswalks with curb extensions or bump-outs at corners.
- Provide the mid-block pedestrian bump-outs and crosswalks recommended in the Transportation chapter for Main Avenue and Reid Street to connect to the public parking areas. These mid-block crossings should also incorporate special pavements, and the City should consider designing them as at-grade walks that help to calm traffic.

Figures 10-6 and 10-7: Examples of Mid-Block Crossings



Figures 10-6 and 10-7 are examples of mid-block crossings that are recommended for Main Avenue and other locations in downtown De Pere.

- Improve on-street bicycle connections between the downtown, neighborhoods, and community destinations. Provide connections to allow safe access to the Fox River Trail and the trail recommended for the west side of the river.

Traffic Calming

Pedestrian safety and comfort in the downtown is a priority for the community. A safe and accessible downtown business district will encourage more walking and improve business. Traffic calming techniques should be prioritized, including “table-top” mid-block crossings, intersection bump-outs, colored and textured crosswalks, pedestrian warning lights, pedestrian refuge islands, and signalization and other streetscape improvements to emphasize downtown as a pedestrian environment. The implementation of traffic calming features should be done when streetscape improvements are being constructed.

Specific Recommendations (T)

The following recommendations identify specific improvements for automobile, bicycle, and pedestrian circulation in the downtown. Important considerations for transportation improvements include improving access to the downtown for all travel modes in a manner that is consistent with community transportation goals, improving traffic flow by reducing congestion and conflicts, strengthening the downtown as a neighborhood and community destination, and providing safe, attractive, and convenient pedestrian and bicycle circulation patterns. Refer to Exhibits 3 and 4 for the following keyed recommendations.

- T1. Implement pedestrian/bicycle crosswalk improvements, including colored and textured pavement and bump-outs at intersections. Pedestrian warning lights should be used at signalized intersections to improve pedestrian and bicycle safety. Figure 10-8 is an example of this type of intersection treatment.

Figure 10-8: Intersection with Pedestrian Warning Lights



- T2. Provide bicycle lanes on new street section between the east side roundabout and the intersection of Wisconsin and George Streets.

- T3. Expand sidewalk and terrace widths as much as possible to provide space for safe and convenient pedestrian traffic and streetscape amenities. Extension of the pedestrian zone improves pedestrian circulation and comfort in the downtown while extending the capacity of the sidewalk to support outdoor cafes, A-boards (sandwich boards), sidewalk sales, and special events.
- T4. Utilize 11-foot-wide automobile travel lanes to allow for traffic calming and expansion of the pedestrian environment without impeding efficient traffic flow through the downtown. This should be implemented on Main Avenue, Reid Street, Broadway, and George Street.
- T5. Maintain one-way traffic on Main Avenue to the west and Reid Street to the east. Third Street will remain one-way to the north from Reid Street to Main Avenue where an altered roundabout will carry traffic onto the new bridge and to Main Avenue.
- T6. Provide “table-top” mid-block crossings to provide safe pedestrian circulation and traffic calming. Mid-block crossings should be located to connect pedestrian circulation patterns to public parking, recreation systems, public spaces, parks, and other destinations.
- T7. Provide bicycle and pedestrian access from the east end of the new bridge down to the lower area of Front Street and the Fox River Trail.
- T8. Provide accessible pedestrian walkways that connect public parking areas to commercial streetscape areas as shown in Figure 10-6. Pedestrian-scale light fixtures should be used to provide a safe nighttime environment.
- T9. Establish on-street bike lanes from existing residential neighborhoods linking them to the downtown, the Fox River Trail, and the riverfront.
- T10. Provide a roundabout on the east end of the new Fox River Bridge as it meets the intersection of Broadway and Charles Street. This roundabout will provide an opportunity for a major entrance feature, ornamental landscaping, lighting, or other features. Figure 10-9 is an example of this type of roundabout. The roundabout can contain subtle indications of travel direction and incorporate materials such as special pavers or colored concrete to achieve this. A modified roundabout is proposed on the west side of the new bridge at the intersection of Third Street and Main Avenue and is shown in Figure 10-12. This roundabout can provide an opportunity to place a major entrance feature with ornamental landscaping and lighting while linking the two sides of the downtown together with similar opposing entry features.

Figure 10-9: Example of Central Island Features at a Roundabout



Figure 10-10: Example of a Roundabout Design for the Intersection of George Street and Webster Avenue



Figure 10-11: View of New Bridge, Wells Park, and Roundabout on the River's East Side



Figure 10-12: View of the Modified Roundabout at the Intersection of Main Avenue and Third Street



Wayfinding Improvements

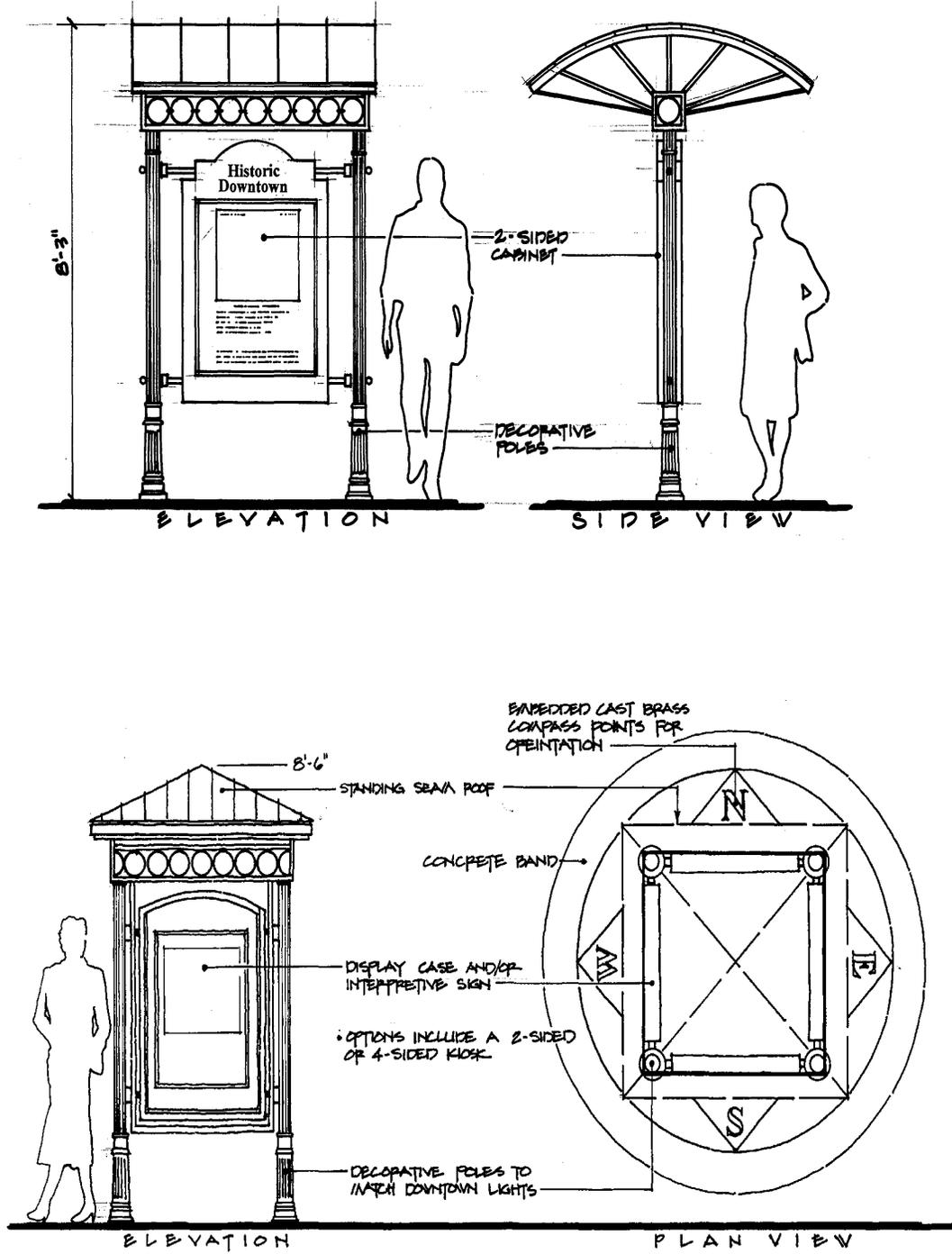
The downtown De Pere urban design master plan recommends several wayfinding improvements for the downtown that build on the existing wayfinding signage system. The improvements are intended to develop a comprehensive wayfinding system that will guide customers and visitors to destinations in the downtown and around the community. The wayfinding system is intended to serve automobile travelers, pedestrians, and bicyclists. Exhibits 3 and 4 indicate possible locations for wayfinding signage.

Key components of the wayfinding improvements should include:

- W1. A downtown De Pere trailblazer signage system that directs visitors to the downtown on major arterial streets.
- W2. Establish several downtown entrance features.
- W3. Expansion of the existing wayfinding signage system to direct visitors to key destinations not currently listed (e.g., public library).
- W4. A signage system that directs customers to public parking areas. Parking lot entrance signs should be located at parking lot entrances and should include the universal parking "P" symbol along with hours of enforcement and other information.
- W5. A pedestrian signage system that includes informational kiosks located at key public places such as public parking areas, Creviere Commons, City Hall, public library, and Voyageur Park. These kiosks could include a map identifying key destinations in the downtown and a place to post information about downtown and community events. Examples of informational kiosks are shown in Figure 10-13.
- W6. A bicycle directional signage system directing trail users to destinations located downtown and throughout the community.
- W7. An interpretive signage program at key points of interest describing historical events, places, buildings, and natural features of local or regional significance such as the historic Fox River locks, lock master's house, and river ecology.

Examples of wayfinding signage types proposed for downtown De Pere are shown in Exhibit 5.

Figure 10-13: Pedestrian Kiosk Concepts



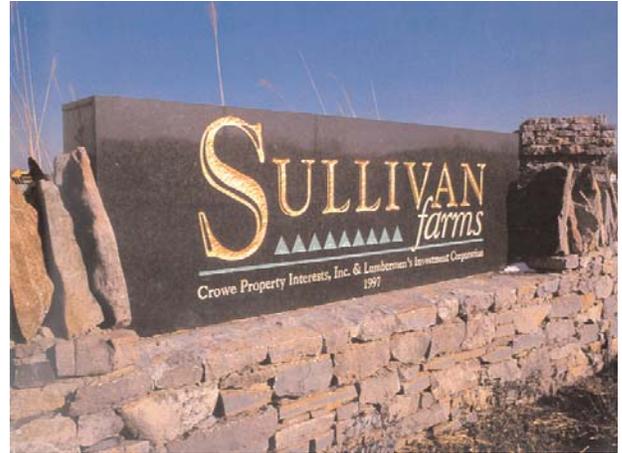
Entrance Signage Examples



Community Entry Feature
with Amenities

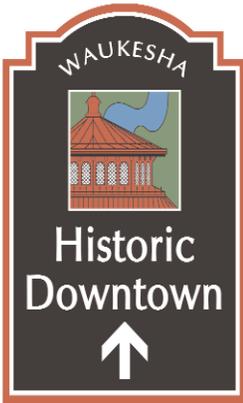


Entry Signage

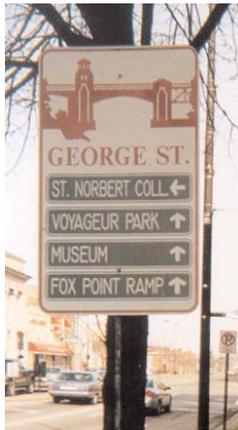


Naturalistic Entry Sign

Signage Examples



Trail Blazer
Example



Existing
Directional



Informational
Kiosk

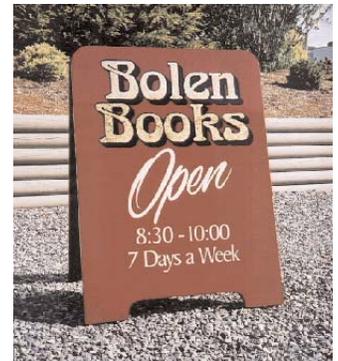


Interpretive
Sign



Focal Signage

A-Board Signage



Streetscape Recommendations

The following recommendations identify general streetscape improvements for downtown De Pere. Recommended streetscape improvements vary depending on the location, with more intensive treatment in the CBD. A family of streetscape amenities has been in place for some time in De Pere, and these recommendations build on this family of amenities. The family of amenities is an important aspect as it ties both sides of the CBD together and identifies the CBD as a unified district. The new bridge should be designed to incorporate some of these amenities, especially decorative lighting, railings, and entry features, to unify the two sides of the CBD.

Because much of the downtown has had streetscape improvements, much of what was installed years ago has begun to deteriorate and should be improved and updated. Some streets have not been improved and are included in these specific recommendations. Grant Street on the west side of the CBD was recently improved with new lighting, benches, trash receptacles, bike racks, street trees, enhanced pedestrian crosswalks, and bicycle lanes, and the street will be used as the new model streetscape for the CBD.

The streetscape zones recommended herein are summarized on the Streetscape Zone Map (Exhibit 6).

Specific Recommendations

The following recommendations are for specific streetscape types to be established within each streetscape zone. Plan views, cross sections, and graphics illustrating these streetscape types are shown in Exhibit 7.

Type I, Full Streetscape (S1)

This is the primary streetscape zone (Type I) proposed for De Pere's CBD. This area should receive the most intensive streetscaping to establish a strong pedestrian character related to the CBD's historic theme and retail area. Type I streetscape treatments include concrete or paver brick terraces, concrete walkways with broomed and troweled finish, gas light period style street lights, street trees with tree grates and optional guards, historic period benches and trash receptacles, pedestrian bump-outs at intersections and mid-block crossings, bike racks, informational kiosks, bollards, banners, planters, and wayfinding signage.

Type II, Medium Streetscape (S2)

The secondary CBD streetscape zone (Type II) is proposed for downtown commercial areas and transition zones. This level of streetscape is appropriate for the zones between the major downtown entrance features and the core commercial district and generally includes decorative roadway and pedestrian lights, landscaping, grass terraces with street trees, wayfinding signage, banners, and enhanced pedestrian crosswalks. This streetscape is best exemplified by the recent reconstruction of Grant and Reid Streets between Fifth and Third Streets.

DOWNTOWN De PERE URBAN DESIGN PLAN

Type I, Full Streetscape (S1)

This is the primary streetscape zone (Type I) proposed for De Pere's CBD. This area should receive the most intensive streetscaping to establish a strong pedestrian character related to the CBD's historic theme and retail area.

Type II, Medium Streetscape (S2)

The secondary CBD streetscape zone (Type II) is proposed for Downtown commercial areas and transition zones. This level of streetscape is appropriate for the zones between the major downtown entrance features and the core commercial district. This streetscape is best exemplified by the recent re-construction of Grant and Reid Streets between Fifth and Third Streets.

Type III, Corridor Streetscape (S3)

Key gateway corridors (Type III) leading into De Pere's core commercial CBD include Main Avenue from STH 41 west to the CBD, CTH D (Third Street) from the south on the west side of the river, North and South Broadway (STH 32/57) and George Street (CTH G) on the east side of the river.

Type IV, Rear Alley/Parking (S4)

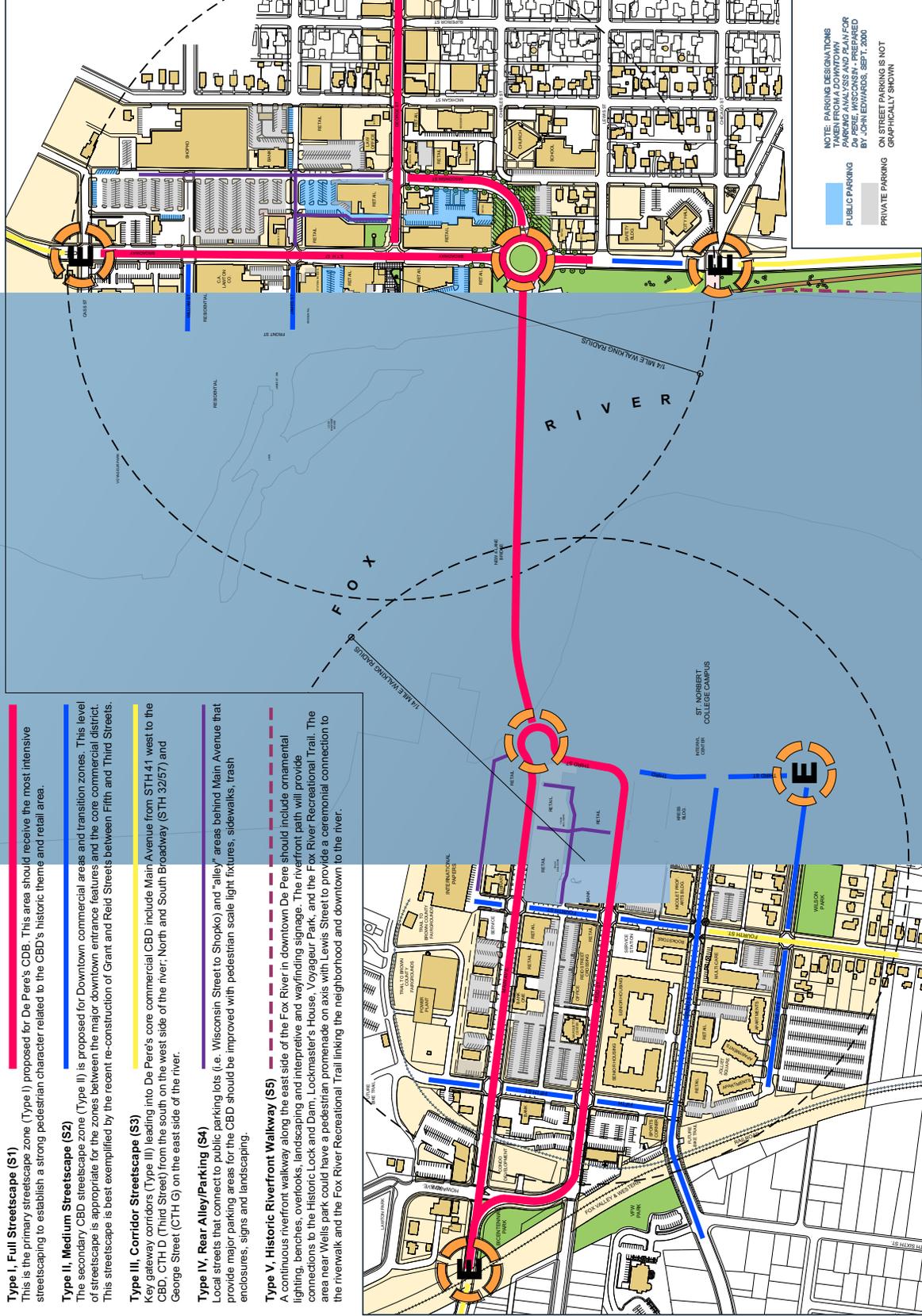
Local streets that connect to public parking lots (i.e. Wisconsin Street to Shopko) and "alley" areas behind Main Avenue that provide major parking areas for the CBD should be improved with pedestrian scale light fixtures, sidewalks, trash enclosures, signs and landscaping.

Type V, Historic Riverfront Walkway (S5)

A continuous riverfront walkway along the east side of the Fox River in downtown De Pere should include ornamental lighting, benches, overlooks, landscaping and interpretive and wayfinding signage. The riverfront path will provide connections to the Historic Lock and Dam, Lockmaster's House, Voyageur Park, and the Fox River Recreational Trail. The area near Wells park could have a pedestrian promenade on axis with Lewis Street to provide a ceremonial connection to the riverwalk and the Fox River Recreational Trail linking the neighborhood and downtown to the river.

URBAN DESIGN PLAN

PRELIMINARY STREETSCAPE ZONES



NOTE: PARKING DESIGNATIONS TAKEN FROM A DOWNTOWN PARKING ANALYSIS AND PLAN FOR THE CBD PREPARED BY JOHN EDWARDS, SEPT. 2000

PUBLIC PARKING

PRIVATE PARKING

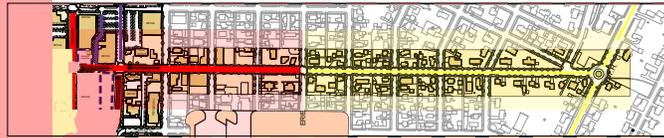
ON STREET PARKING IS NOT GRAPHICALLY SHOWN

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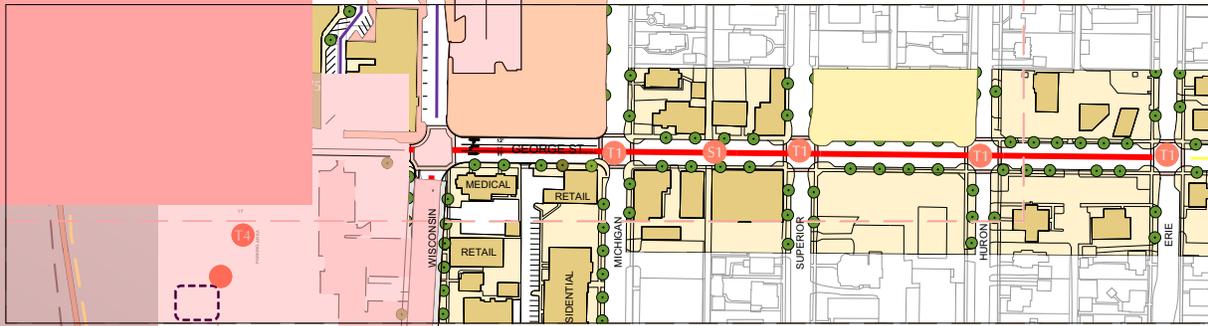
SAA
Schreiber/Anderson
Associates, Inc.
1405 East Main Street
Madison, WI 53704
608.255.0600
www.saa.madison.com

PE ZONES



TYPE III STREETScape

- GRASS TERRACES
- REDUCE LANE WIDTH
- STREET TREES



STREETScape

1" = 100'-0"



EXISTING GEORGE ST. CONDITION VIEW WEST



PROPOSED GEORGE ST. SECTION

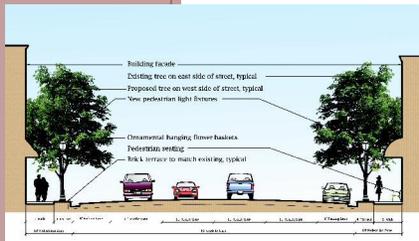


STREETScape

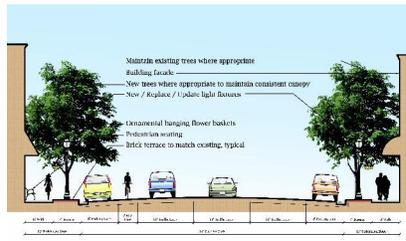
1" = 100'-0"

TYPE I STREETScape

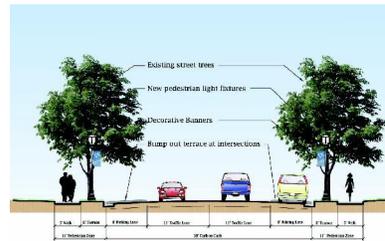
TYPE III STREETScape



80'-0" R.O.W. NORTH



TYPICAL MAIN AVE. SECTION 80'-0" R.O.W. WEST



TYPICAL GEORGE ST. SECTION 60'-0" R.O.W. VIEW WEST



Figure 10-14 shows George Street with pedestrian-friendly streetscape improvements, including bump-outs at intersections, decorative streetlights, pavers, and bollards.

Figure 10-14: Existing and Proposed View of Streetscape Looking West on George Street



Type III, Corridor Streetscape (S3)

Key gateway corridors (Type III) leading into De Pere’s core commercial CBD include Main Avenue from USH 41 west to the CBD and Third Street from the south on the west side of the river, and North and South Broadway (STH 32/57) and George Street (CTH G) on the east side of the river. Streetscape improvements along these gateway corridors, including downtown trailblazer wayfinding signs, ornamental street lights with banners, landscaping improvements, underground utilities, and bike lanes, are needed to create distinctive approaches for downtown De Pere.

Type IV, Rear Alley/Parking (S4)

Local streets that connect to public parking lots (e.g., Wisconsin Street to Shopko) and “alley” areas behind Main Avenue that provide major parking areas for the CBD should be improved with pedestrian-scale light fixtures, sidewalks, trash enclosures, signs, and landscaping. Trash enclosures are recommended in the areas behind the buildings along the south side of Main Avenue and other similar public and private parking areas in the downtown. Decorative concrete walls or wooden fences with ornamental gates should be used to hide the existing wheeled trash dumpsters (see Figure 10-15). Locating these at key locations allows for covered bike parking to be incorporated into the design.

Figure 10-15: Examples of Trash Enclosures



Type V, Historic Riverfront Walkway (S5)

A continuous riverfront walkway along the east side of the Fox River in downtown De Pere should include ornamental lighting, benches, overlooks, landscaping, and interpretive and wayfinding signage. The riverfront path will provide connections to the historic lock and dam, lockmaster’s house, Voyageur Park, and the Fox River Trail. The area near Wells Park could have a pedestrian promenade on axis with Chicago Street across from city hall to provide a ceremonial connection to the riverwalk and the Fox River Trail, which would link neighborhoods and the downtown to the river (see Figure 10-16). Additional examples of potential waterfront design treatments and amenities are shown in Exhibit 8.

Figure 10-16: Example of a Riverfront Walkway Next to a Regional Multiuse Trail





Waterfront Amenities



Waterfront Seating Pockets



Waterfront Promenade / Plaza



EXHIBIT 8

WATERFRONT EXAMPLES

Streetscape Amenities

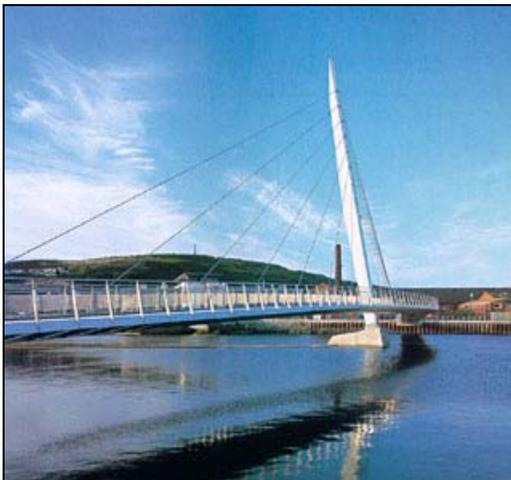
Streetscape amenities include benches, trash receptacles, sidewalk pavements (such as concrete, colored concrete, and brick pavers), street lights, planters, bollards, bike racks, trees, tree grates and guards, hanging floral baskets, grass terraces, regulatory and private signage, flagpoles, and banners. These streetscape elements are as important as the buildings and open spaces that adjoin them in creating a sense of place and a pedestrian-scale environment during the daytime and nighttime. Examples of coordinated streetscape amenities are shown in Exhibits 9A, 9B, and 9C.

Bridge Design

An important component of the overall downtown streetscape is the new Claude Allouez Bridge and how it relates to the downtown and the provision of a safe and exciting experience for pedestrians crossing the Fox River. By incorporating pedestrian-scale amenities, the bridge will allow users to enjoy the outstanding views the bridge offers by providing overlooks with benches, decorative lighting, interpretive signs, and other features. The bridge will be a major asset for both sides of the downtown area by providing pedestrian access to the Fox River Trail on the east side. The design of the bridge should include ornamental railings and structures to make it a first class attraction for downtown De Pere.

A new dramatic pedestrian bridge that complements the design of the new Claude Allouez Bridge should be constructed from the west end of George Street at the old bridge approach to Government Island. Nighttime lighting should be dramatic (similar to the image shown in Figure 10-17).

Figure 10-17: Pedestrian Bridge with Lighting Designed to Add Nighttime Interest





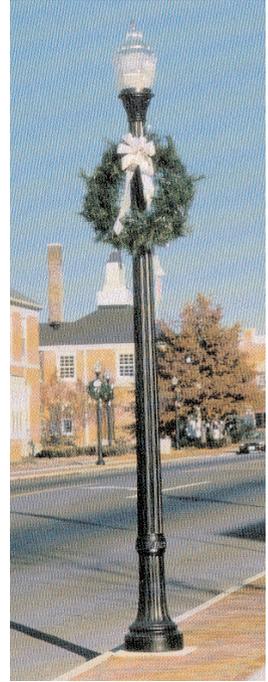
Existing Light Fixture



Hanging Floral Basket



Street Light Banner



Holiday Decoration



Streetscape Amenities at Night



Waterfront Amenities



Floral Displays along Streetscape

EXHIBIT 9A

COORDINATED STREETScape AMENITIES

June, 2004
Project No. 1896





Existing Street Amenities



Open Space Bench



Downtown Bench



Waterfront / Plaza Bench



Existing Bike Rack Type



Bollard Bike Rack



Existing Trash Receptacle
Multiple Hood Options



Existing Bollard



Existing Grant Street Amenities - Typical Type II Streetscape

EXHIBIT 9B

COORDINATED STREETScape
AMENITIES

June, 2004
Project No. 1896





Extended Tree Grates



Tree Guard



Planters



Street Trees & Planters

Street Trees - Large

Name	Mature Size	Shape	Texture
Emerald Queen Maple	50' - 60'	Round	Dense
Deborah Norway Maple	50' - 60'	Round	Dense
Autumn Purple Ash	50' - 50'	Upright	Medium
Pin Oak	60' - 70'	Pyramidal	Medium - Dense
Marshall Ash	50' - 60'	Oval Pyramidal	Medium



Large trees: Norway Maple and Pin Oak

Street Trees - Medium

Name	Mature Size	Shape	Texture
Moraine Honey Locust	35' - 50'	Rounded Spreading	Fine, Open
Skyline Honey Locust	35' - 50'	Pyramidal	Fine, Open
Redmond Linden	30' - 50'	Pyramidal	Medium - Dense
Greenspire Linden	30' - 50'	Pyramidal	Medium - Dense



Medium tree: Honey Locust



Ornamental tree: Japanese Tree Lilac

Street Trees - Small

Name	Mature Size	Shape	Texture
Amur Maple	15' - 20'	Rounded	Medium
Japanese Tree Lilac	20' - 30'	Oval	Medium
Flowering Pear	25' - 35'	Pyramidal	Medium
Canadian Red Cherry	20' - 30'	Oval	Medium

Evergreen Trees

Name	Mature Size	Shape	Texture
Colorado Blue Spruce	30' - 60'	Pyramidal	Dense
Black Hills Spruce	25' - 40'	Pyramidal	Dense
Scotch Pine	40' - 50'	Pyramidal-Rounded	Coarse
Austrian Pine	40' - 50'	Pyramidal	Coarse



Small tree: Little Leaf Linden



Evergreen tree: Scotch Pine

EXHIBIT 9C

COORDINATED STREETScape
AMENITIES

June, 2004
Project No. 1896



Implementation

Implementation of the urban design improvements in downtown De Pere will generally take place over the next 20 years. Some streetscape and other improvements will be implemented over a shorter time frame due to the replacement of the existing Claude Allouez bridge and the reconstruction of other transportation facilities (such as George Street) in and near the downtown. Several downtown streets will be directly impacted, including the intersection of Main Avenue and Third Street and the planned roundabout. The intersections of Broadway and George Street and Broadway and Charles Street will be directly impacted and redesigned to accommodate the new bridge, roundabout, and a new street connection between the roundabout and George Street. Broadway will be reconstructed from Chicago Street on the south to George Street on the north to accommodate the new bridge and projected traffic volumes.

Transportation enhancement grants should be utilized to fund the streetscape improvements for downtown De Pere. These grants can fund up to 80% of a project's costs, with the local municipality responsible for 20%. These grants can also fund design and engineering costs. If possible, the enhancement grants should be tied into the future reconstruction projects scheduled for the state and county highways that pass through De Pere. Other projects that would be eligible for enhancement funds include streetscape amenities, pedestrian and bicycle safety improvements, and wayfinding improvements.

Because of the new bridge location and connection to George Street, several buildings are going to be demolished and the resulting land patterns will create opportunities for infill development in the near future. The west end of Main Avenue also has several opportunities for redevelopment in the short term as indicated in the urban design plans.

Other projects proposed for downtown De Pere include bicycle trail and path improvements and a river walk with overlooks that could be financed by WisDOT transportation enhancement grants, urban rivers grants, urban forestry assistance grants, urban green space grants, recreational boating facilities and trails grants, private funds, public fund raising, corporate funds, TIF district revenues, and other funding sources.

Typical Streetscape Costs

The following typical streetscape costs should be utilized to establish reconstruction budgets for streetscape improvements. These costs are shown in 2004-05 dollars and should be adjusted as required. The costs do not include demolition, design & engineering, utilities, and street pavement costs.

New Curb & Gutter	\$15.00/lf
Concrete Pavement	\$4.00/sf
Color Concrete	\$10.00/sf
Special Pavers	\$10.00/sf
3 ½" cal. Street Trees	\$500.00/each

6' x 6' Tree Grates	\$1000.00/each
Tree Guards	\$350.00/each
Roadway Lights	\$7,500.00/each
Pedestrian Lights	\$3,500.00/each
Trash Receptacles	\$800-\$1000/each
6' Benches	\$1000.00/each
Floral Planters	\$800.00/each
Bollards (un-lit)	\$650.00/each
Wayfinding Sign	\$550.00/each

APPENDIX A

Ordinance Adopting the City of De Pere Comprehensive Plan

ORDINANCE 04-23

ADOPTING THE CITY OF DE PERE 2004 COMPREHENSIVE PLAN

The Common Council of the City of De Pere, Wisconsin, do ordain as follows:

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

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

Section 3. The City's Plan Commission has adopted a resolution recommending to the Common Council the adoption of the document entitled "City of De Pere 2004 Comprehensive Plan," which contains all of the elements specified in Section 66.1001(2) of the Wisconsin Statutes.

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

Section 5. The Common Council of the City of De Pere, Wisconsin, does by enactment of this ordinance formally adopt the document entitled "City of De Pere 2004 Comprehensive Plan" pursuant to Section 66.1001(4)(c) of the Wisconsin Statutes.

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

Adopted by the Common Council of the City of De Pere, Wisconsin, this 5th day of

October, 2004.

APPROVED:


Michael J. Walsh, Mayor

ATTEST:


David G. Minten, Clerk-Treasurer

Ayes: 7

Nays: 0

Date of publication: October 14, 2004

APPENDIX B

De Pere Plan Commission Resolution

PLAN COMMISSION RESOLUTION #04-01

RECOMMENDING ADOPTION OF THE CITY OF DE PERE
2004 COMPREHENSIVE PLAN

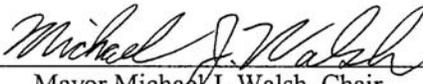
WHEREAS, the City of De Pere Plan Commission has developed the City of De Pere's 2004 Comprehensive Plan to guide and coordinate decisions and development with the City; and

WHEREAS, the Comprehensive Plan was prepared by the Brown County Planning Commission in accordance with the contract with the City of De Pere; and

WHEREAS, many public meetings were held to obtain public input during the development of the Comprehensive Plan, and these meetings include a public visioning session on June 19, 2003, monthly citizen's advisory committee meetings, open house meetings on July 14, and July 29, 2004, and a public hearing on September 7, 2004.

NOW, THEREFORE, BE IT RESOLVED, that the City of De Pere Plan Commission recommends to the City of De Pere Common Council the adoption of the City of De Pere's 2004 Comprehensive Plan.

ADOPTED this 27th day of September 2004.

By: 
Mayor Michael J. Walsh, Chair

Ayes: 7

Nays: 0

APPENDIX C

Comprehensive Plan Visioning Results

- Create additional jobs in the area.
- Make downtown more pedestrian-friendly (slow traffic passing through the downtown, make street crossings safer, etc.).
- Install bicycle lockers in downtown De Pere to allow people to lock their bikes and walk throughout downtown.
- Find ways to maximize riverfront development.
- Preserve Voyager Park to maintain passive (undeveloped) park opportunities.
- Assess housing needs and affordability levels to enable young people to live in De Pere.
- Promote and welcome a diverse population and embrace diversity through various ethnic restaurants and festivals.
- Make it easier and safer to cross Broadway to reach the Fox River Trail and identify/improve public trail access points.
- Increase the number of historic districts in De Pere and maintain the city's existing historical districts.
- Have a ten-year plan in place to identify and preserve areas for future schools.
- Improve citizen participation in government (especially voting).
- Have the city acquire and preserve properties along George Street as they become available.
- Encourage major businesses to improve the appearance of their buildings.
- Eliminate smoking in public buildings.
- Encourage mixed-use development (residential, commercial, bed and breakfasts, etc.) throughout the city.
- Bury utilities (power lines, etc.) throughout the city.

- Inform citizens of the condition of the city's infrastructure (sewer pipes, etc.).
- Promote coordination between the De Pere and West De Pere School Districts regarding service consolidation and the implementation of other cost-saving measures.
- Redevelopment projects, such as a business boardwalk in Wells Park, should occur in downtown after the new downtown bridge is built.
- Build the southern bridge sooner than the current planned construction year (2020) to reduce traffic in downtown De Pere.
- Increase the number of events at Voyager Park.
- Inform residents about future city boundary expansions.
- Buildings should have zero setbacks (where the buildings are in front and parking is in back), especially along main streets.
- Consolidate the locations of baseball diamonds within the city.
- Better utilize the shoreline near International Paper (on the west side of the river).
- Combine the De Pere Health Department with the Brown County Health Department.
- Save \$1.5 million by removing the proposed curve in the new downtown bridge.
- Address all issues in the city comprehensively instead of as stand-alone issues.
- Encourage intergovernmental agreements (with surrounding communities, etc.).
- Increase opportunities for city government to comment about the construction spending of the school districts.
- Develop a plan for the fairgrounds.
- The city should enforce its existing ordinances.
- Reserve parkway space for tree planting within and near new developments.
- Add better directional signage and improve the appearance of parking lots in the city's downtown.
- Control urban sprawl.
- Focus on sustainable development (renewable energy, community gardens, etc.).

- Identify a reliable source of drinkable water.
- Maintain and improve the current level of public services.
- Add more connections to State Highway 172 and US Highway 41.
- Require a percentage of the land in new developments to remain as greenspace.
- Build more bridges in the city (in addition to the southern and downtown bridges).
- Maintain the city's low tax rate.
- Increase the amount of greenspace in the city through plantings, trees, open space, etc.
- Maintain De Pere's small town atmosphere.
- Improve cooperation between De Pere and its neighboring communities.
- Improve the flow of traffic between east and west sides of the river.
- Expand bus service in De Pere.

APPENDIX D

Public Participation Process for the De Pere Comprehensive Plan

The City of De Pere Comprehensive Plan will include several public participation components. These components are summarized below.

Citizens Advisory Committee

At the beginning of the plan development process, the city will appoint representatives to a citizens advisory committee. The advisory committee will advise staff during the plan development process, review plan recommendations, discuss the plan elements with public meeting participants, and recommend a final draft of the comprehensive plan to the city's planning commission and common council. These meetings will be open to the public.

City Website

Residents will be encouraged to log onto the city's website to obtain information about each plan element and provide input to the process. The comprehensive plan component of the website will be established at the beginning of the process to allow people the chance to contribute immediately.

Flier

To officially start the planning process, a flier will be mailed to each De Pere household that summarizes the process and provides survey questions for people to answer to get them thinking about planning issues. The flier will also invite residents to a community visioning session that will occur at the beginning of the planning process.

Community Visioning Session

Once the project is underway, a community visioning session will be held during an evening to establish many of the goals and objectives that will serve as the foundation of the comprehensive plan. All De Pere residents will be invited to attend the sessions to offer and discuss their ideas of how the city should grow over the next several years.

Stakeholder Interviews

After the first draft of the plan's goals and objectives is completed, staff will conduct interviews with elected officials and other residents who make decisions for the community to determine how they feel about the goals and objectives and if additional issues should be addressed in the plan.

Public Open House Meetings

Once the survey, visioning session, stakeholder interviews, and other foundation-building exercises are completed and the plan is starting to take shape, at least one public open house meeting will be held to present various sections of the plan. Meeting participants will also have the opportunity to discuss the recommendations with planning staff and advisory committee members and to suggest modifications.

Public Hearing

Following the open house meetings and the approval of the draft document by the citizens advisory committee, a public hearing will be held to receive additional input from the public.

Planning Commission and Common Council Meetings

Following the public hearing, the draft plan will be presented to the city's planning commission and common council. These meetings will be open to the public and will be intended to discuss and adopt the plan.