

# *City of De Pere*

## *2010 Comprehensive Plan Update*



**City of De Pere Comprehensive Plan**

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# CHAPTER 1

## Issues and Opportunities

### 2010 City of De Pere Comprehensive Plan Update Prologue

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

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

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

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

## **Introduction**

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

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

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

## **Purpose and Intent**

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

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

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

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

## **Comprehensive Planning Process**

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

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

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

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

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

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

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

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

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

## **Community Goals and Objectives**

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

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

## Rank

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

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

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

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

### **Land Use Goal**

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

#### Objectives:

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

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

### **Transportation Goal**

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

#### **Objectives:**

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

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

### **Economic Development Goal**

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

#### **Objectives:**

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



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

### **Housing Goal**

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

#### **Objectives:**

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

### **Utilities and Community Facilities Goal**

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

#### **Objectives:**

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

### **Natural, Cultural, and Agricultural Resources Goal**

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

#### **Objectives:**

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

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

### **Intergovernmental Cooperation Goal**

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

#### **Objectives:**

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

### **Sustainability**

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

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



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

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

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

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



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

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

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



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

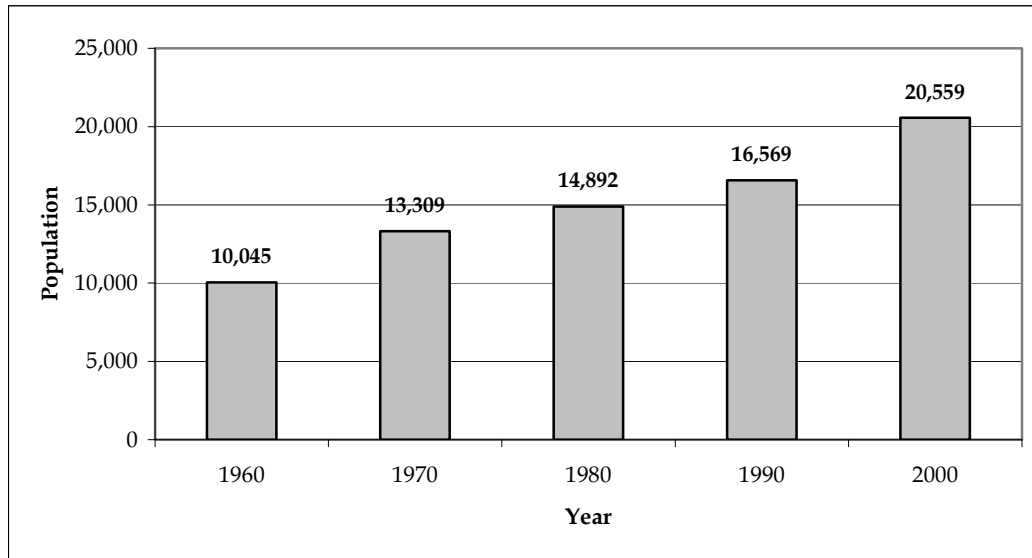
city of approximately 12,000 residents located on the shores of Lake Vanörn and surrounded by unspoiled countryside. In 2005 an international competition ranked Åmål second as the most livable small community based on its landscape, cultural heritage, community involvement, and planning for the future.

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

## Demographic Trends

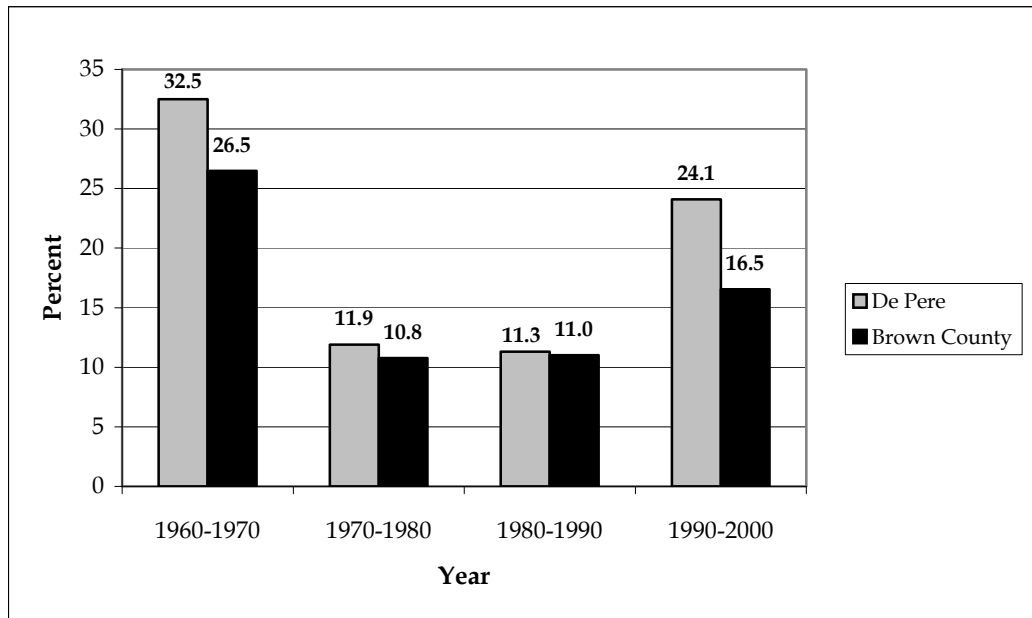
Between 1960 and 1990, De Pere's population grew by an average of about 2,000 residents per decade. However, between the years of 1990 and 2000, the City added almost 4,000 residents. According to the 2008 population estimates produced by the Wisconsin Department of Administration, De Pere is estimated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

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



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

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



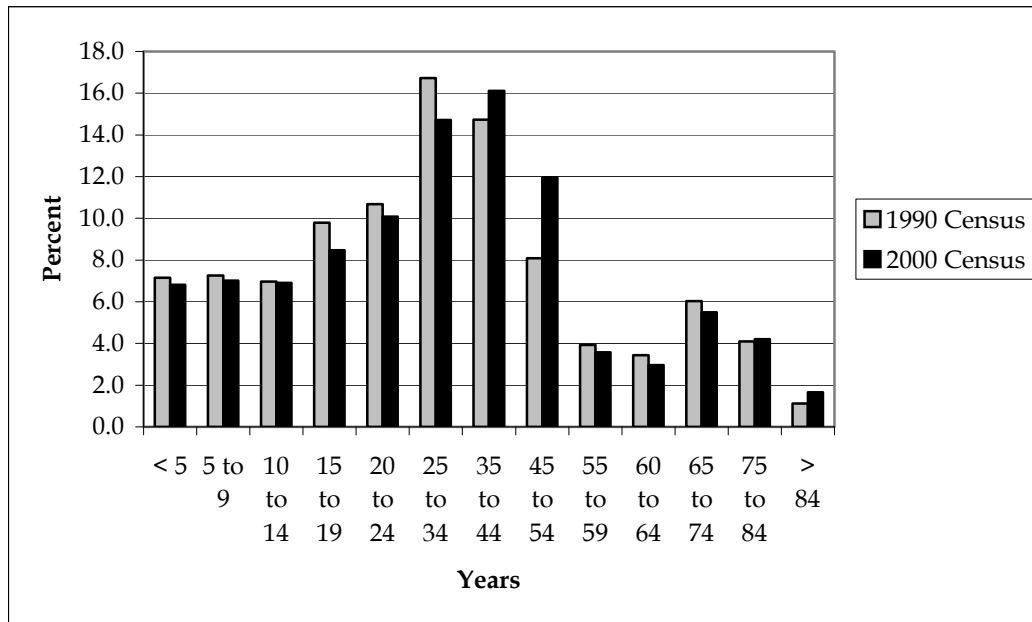
Source: U.S. Census of Population, 1960-2000.

## Age Distribution

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

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

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



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

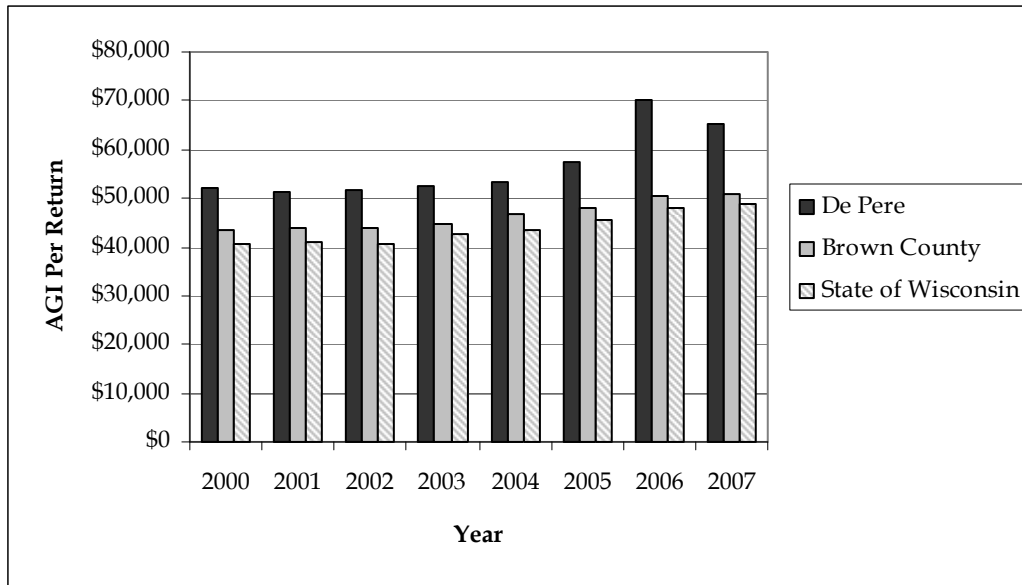
## Income Levels

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

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

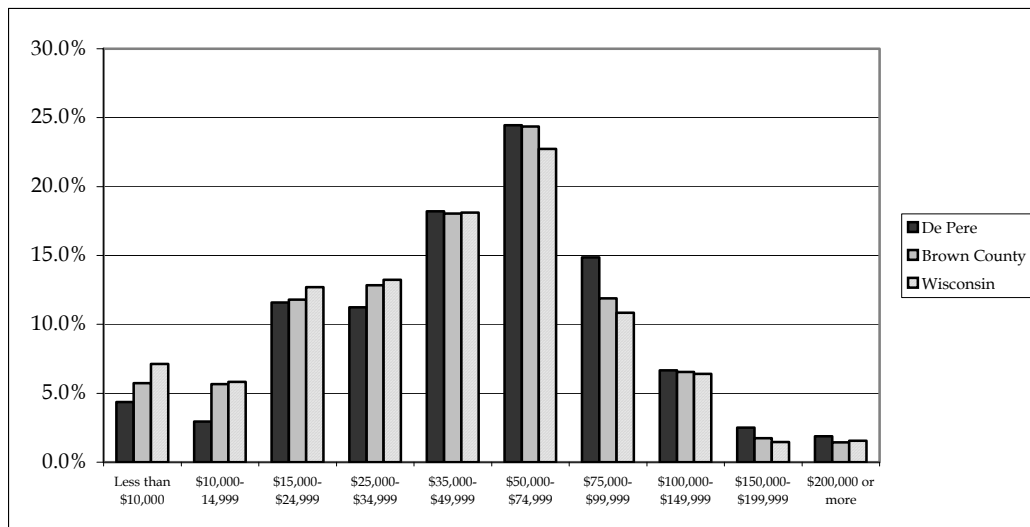


**Figure 1-4: Municipal Per Return Income, 2000-2007**



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

**Figure 1-5: Household Income in 1999**



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

## Employment Characteristics

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

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

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

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

## **Employment Forecast**

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

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

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

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

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

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

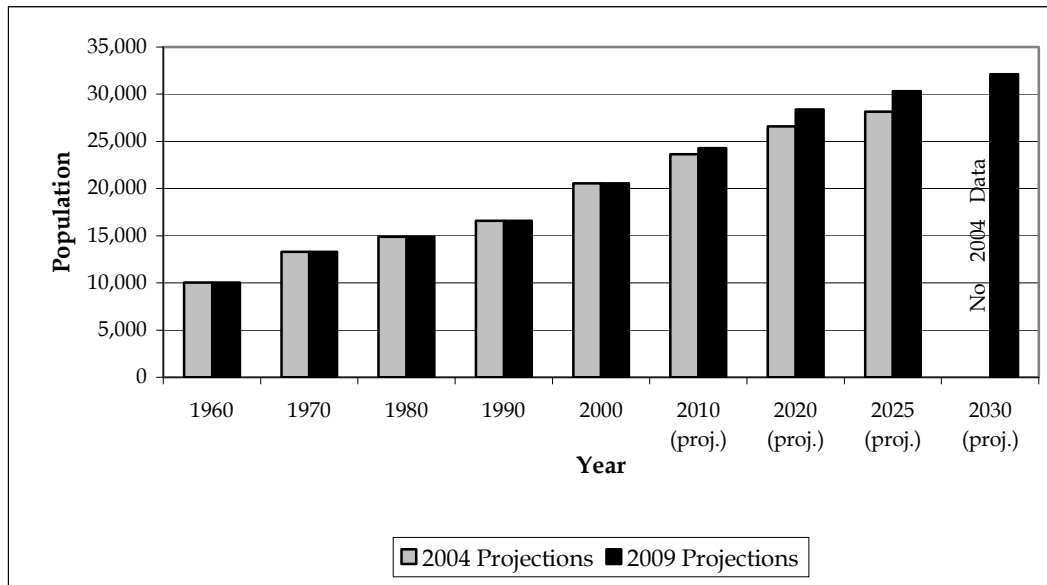
Industry Title	Employment		Ten-Year Change	
	2006 Estimate	2016 Projected	Numeric	Percent
<b>Total Non-Farm Employment</b>	<b>308,710</b>	<b>338,070</b>	<b>21,630</b>	<b>7.0%</b>
Construction/Mining/Natural Resources	14,930	16,320	1,390	9.3%
Manufacturing	75,390	74,520	-870	-1.2%
Food Manufacturing	10,480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

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

## Population and Housing Forecasts

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

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



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

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

## Summary

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

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