

TOWN OF GREEN BAY

2035 COMPREHENSIVE PLAN

Brown County, Wisconsin

Mead & Hunt

PLAN ADOPTION

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TOWN OF GREEN BAY COMPREHENSIVE PLAN SUMMARY

The Town of Green Bay Comprehensive Plan is a decision-making guide for the physical, social, and economic development of the community.

WHO WILL USE THIS PLAN

This Plan will be utilized by elected officials and decision makers from the Town of Green Bay and surrounding municipalities. Residents, visitors, and developers will also find this Plan useful in answering questions related to community decision making on land use, community character, and economic development.

WHAT THIS PLAN DOES

This Plan provides a framework and strategy for making decisions about development in and around the Town. The Plan contains information from the Town and surrounding municipalities in order for its readers to understand why development has occurred where it has and how development might occur in the future.

WHEN THE PLAN IS IMPLEMENTED

This Plan is a guide for the next 20+ years for the Town of Green Bay and will be used immediately upon adoption. Incorporated into this Plan are recommendations for future Plan updates.

WHERE THIS PLAN IS FOUND

This Plan is found at the Town of Green Bay Town Hall and on the Town website (www.townofgreenbay.com). It is also available through the Department of Administration Library of Comprehensive Plans (www.doa.state.wi.us).

WHY THIS PLAN WAS PREPARED

This plan was prepared to update as an update to the previously approved Town of Green Bay Comprehensive Plan in order to remain a useful decision making tool for the community.

HOW THIS PLAN IS PREPARED

The Plan is a compilation of research, public input, and government official actions.

What does this Plan Include?

Issues and Opportunities: Current Town data and the Town's primary vision for the next 20 years.

Land Use: Where and how land will develop over the next 20 years.

Transportation: Opportunities of the Town's transportation network.

Economic Development: Strategies for attracting and retaining business within the Town.

Housing: The future character of housing in the Town.

Utilities and Community Facilities: An inventory of community services.

Natural, Cultural, and Agricultural Resources: Opportunities and constraints posed by the Town's agricultural, natural, and cultural assets.

Intergovernmental Cooperation: The Town's plan for joint planning and decision making with other surrounding jurisdictions.

Implementation: Key recommendations of the Plan and steps to carry them out.

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INTRODUCTION

The Town of Green Bay is a great place to live in northeastern Wisconsin. Located on the shores of Lake Michigan in the northeastern corner of Brown County, the town maintains a rich agricultural heritage and rural way of life. Farm fields, woodlands, wetlands, the Niagara Escarpment, Cecil Debeau Bay Shore County Park, and the hamlets of Dyckesville, Champion – the first Belgian settlement in Wisconsin – and New Franken make up the Town’s more than 30 square miles.¹

The beautiful countryside of Green Bay is rich with productive farmland. Generations of families have enjoyed the quiet rural character and strong sense of community found here. However, the Town’s wealth of resources and location on the Bay of Green Bay have made the bayshore an attractive location for residential development, presenting both opportunities and challenges. Small cottages once occupied by seasonal residents are giving way to larger year-round homes occupied by greater Green Bay’s wealthier commuting population.

The most defining natural characteristic of the Town is the Niagara Escarpment, often referred to as “the ledge,” which runs generally parallel to the bayshore and old WIS 57. A number of small streams meander throughout the large wetlands located in the northern portion of the Town, and smaller scattered wetlands are located throughout the remainder of the Town. Preservation of these assets, a key consideration of this plan, is becoming increasingly challenging.

The Town shares its southern and western borders with the Brown County Towns of Humboldt and Scott and eastern border with the Kewaunee County Towns of Luxemburg and Red River. The Bay of Green Bay shoreline constitutes the Town’s northern boundary. Within the Town lies the unincorporated community of Dyckesville located partially in the northeastern corner of the Town and partially in the northwestern corner of the Town of Red River in Kewaunee County. Other smaller unincorporated communities in the Town of Green Bay include Champion in the center of the Town and New Franken in the southwestern corner of the Town. In this context, maintaining cooperation and strong relationships for the orderly planning and development of the town is essential. Map 1: Jurisdictional Boundaries shows the Town in relation to the surrounding municipalities that make up northeast Brown County

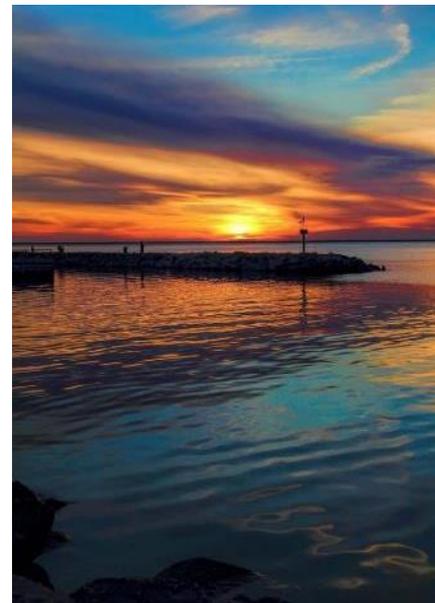


Figure 1: Sunset from Bay Shore County Park. Image Credit: "Rapdeesdad" via www.panoramio.com

¹ Howard W. Kanetzke, editor, *Badger History, Ethnic Groups in Wisconsin* (The State Historical Society of Wisconsin, 1970), 54.

Map 1: Jurisdictional Boundaries

PURPOSE AND INTENT OF THIS PLAN

This plan is intended to capture a shared vision for the Town of Green Bay. It is a statement of how residents want to the Town to manage growth and development in the future and a tool to help



Figure 2: Town of Green Bay Town Hall. Image Credit: Mead & Hunt, Inc.

elected officials made decisions that reflect the short- and long-term wishes of the community.

This Plan is an official public document, adopted by ordinance by the town. Its primary purposes are to generate goals for attaining a desirable development pattern, devise strategies and recommendations the Town can follow to achieve its desired development pattern, and meet the requirements of the State of Wisconsin

Comprehensive Planning Law set forth in Section

66.1001 of the *Wisconsin Statutes*. Recommendations of this plan reflect the 14 comprehensive planning goals prescribed by state statute:

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 Town of Green Bay Comprehensive Plan is used by Town officials when revising and administering its zoning and other land-related ordinances. This plan is the basis for siting future developments and provides a guiding vision so that there is a consistent policy to follow and a clear goal for the future for the residents of the Town of Green Bay.

COMPREHENSIVE PLANNING PROCESS

The Town of Green Bay adopted its first comprehensive plan in 1996. In 2005, Town leaders decided to work with Brown County to take advantage of the State of Wisconsin Department of Administration Comprehensive Planning Grant program to develop a new plan that would conform to the requirements of the Comprehensive Planning Law and better reflect the vision of Town residents regarding development of the Town over the next 20 years. An updated plan was adopted in 2006.² As the Comprehensive Planning Law requires, this document is a 10 year update to the previously adopted plan.

This document is comprised of nine parts that reflect the requirements in the Comprehensive Planning Law: Issues and Opportunities; Housing; Transportation; Utilities and Community Facilities; Natural, Cultural, and Agricultural Resources; Economic Development; Intergovernmental Cooperation; Land Use;



Figure 3: The Town of Green Bay is largely characterized by its agricultural heritage. Image Credit: Marilyn Whiteley via www.panoramio.com

and Implementation. Although all of these chapters have their own goals, objectives, programs, and recommendations, the elements are all interrelated, and, therefore, the goals, objectives, programs, and recommendations are as well.

The future land use plan contained within the Land Use chapter of the comprehensive plan provides the vision of how the Town of Green Bay is intended to look 20 years from now. There are recommendations regarding the location, density, and design of future

development, and these recommendations are the cornerstone of the overall plan. The future land use plan is the composite of the recommendations contained in all of the chapters.

² Adopted January 3, 2006. Brown County Planning Commission, Staff Report Number 219

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 Town ordinances, such as the zoning ordinance, to control and guide development consistent with the plan.

This document is not the end of the planning process. For the Town of Green Bay to succeed in achieving its vision for the future, planning must be a continual, ongoing exercise.

PUBLIC INVOLVEMENT

A critical part of any planning process is the incorporation of public input. Several techniques were used to involve the public in the preparation of the Plan.

Selected Techniques to Involve the Public

- **Smart Growth Steering Committee Meetings**

Monthly Smart Growth Steering Committee meetings were held over the course of the planning process. All Committee meetings were noticed and held as open public meetings, and provided for a public comment period. Some Committee meetings were specifically intended to solicit public input throughout the meeting, while others were Committee work sessions with a limited public comment period. Meetings were held in conjunction with regular Plan Commission Meetings.



Figure 4: Work Group Meetings, like the one above, were held in conjunction with regularly scheduled Plan Commission meetings. Image Credit: Mead & Hunt, Inc.

- **Use of Internet**

The Town shared information and materials on its Web page (www.townofgreenbay.com) throughout the planning process. In addition to legal posting and publishing requirements, the Town also publicized and promoted the planning process, provided information on upcoming meetings, and supplied the results of meetings, along with draft plan documents and maps.

- **Intergovernmental Cooperation**

As the Town is adjacent to other towns and incorporated municipalities and there is a significant amount of infrastructure that is the responsibility of other agencies, the Town will notify and maintain contact with these municipalities throughout the planning process. As required by

statute, the Town has and will provide draft plan materials to adjacent and overlapping governments for review and comment.

- **Public Comment at Plan Commission Meeting**

The Plan Commission formally acted on the completed draft Comprehensive Plan near the end of the planning process. This was done through a public meeting and provided an opportunity for written public comment to be reviewed by the Plan Commissioners.

- **Formal Public Hearing**

The Town held one formal public hearing on the draft Comprehensive Plan and the adopting ordinance prior to adoption. All members of the public had an opportunity to present testimony and offer comments at that public hearing. The public hearing was noticed and held per the requirements of Wisconsin Statutes, Section 66.1001.

A scenic view of a rocky shoreline with a forested hillside and a large green number 1. The water is dark blue with white foam from waves crashing against the rocks. The sky is a clear, bright blue with a few wispy clouds. The foreground shows dark, jagged rocks and a sandy beach.

CHAPTER

Issues & Opportunities

ISSUES AND OPPORTUNITIES

This chapter of the Plan provides demographic trends and background information for the Town.

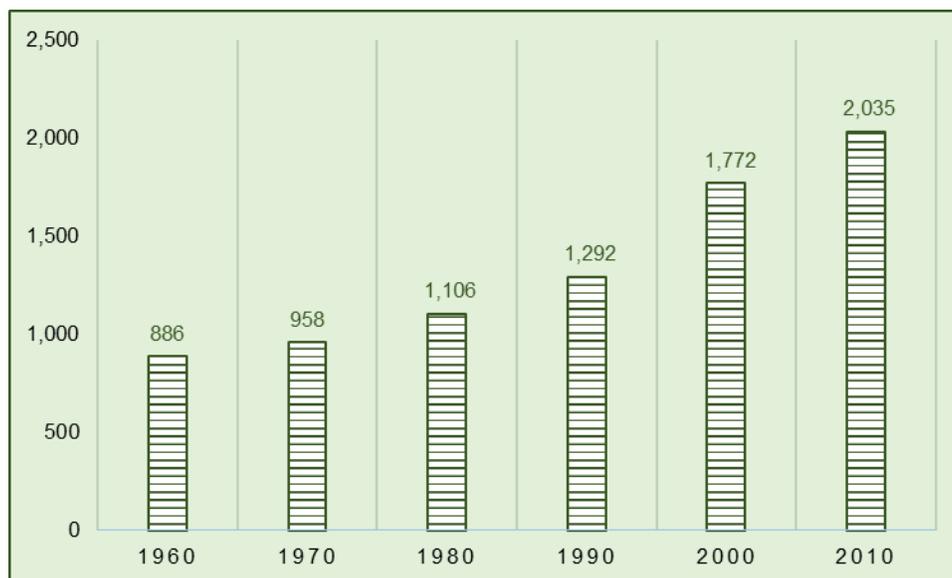
The demographic information provides an understanding of how the Town has changed over the last several decades and how that change relates to surrounding municipalities. The information provided here includes population, household and employment trends and forecasts, age distribution, and education level and income characteristics.

This chapter also includes a statement of overall goals, objectives, and programs for the Town based on the present and forecasted demographic information. Recommendations derived from the goals will guide the preservation, development, and redevelopment of the Town over the 20-year planning period.

POPULATION TRENDS AND FORECASTS

The Town of Green Bay has grown from a population of 886 in 1960 to a population of 2,035 in 2010. This is an overall 50-year increase of 130 percent, or 1,149 residents. During this 50-year period, there has been a gradual increase in the number of residents each decade. However, between 1990 and 2000, the Town of Green Bay gained 480 residents, which is a 37 percent increase in just ten years. Table 1 displays the past 50 years of growth in the Town.

TABLE 1: HISTORIC POPULATION, TOWN OF GREEN BAY 1960 – 2010



Source: 2006 Town of Green Bay Comprehensive Plan, U.S. Census 2010.

As of the 2010 US Census, Dyckesville separated from the Town of Green Bay and is now considered a separate census designated place (CDP), split between Brown and Kewaunee Counties. While some data from the 2010 Census exists for Dyckesville, projections do not. Data presented in this chapter is

representative of the 378 acres of Dyckesville within Brown County and does not account for the 275 acres in Kewaunee County, unless otherwise noted.

Table 2 provides a comparison of population trends for the last 40 years for the Town of Green Bay and surrounding municipalities. This comparison provides an understanding of the growth of the Town within the Green Bay metropolitan area and sets a baseline for future development and redevelopment goals, and community facilities planning within and adjacent to the Town. From 1980 to 2010 the Town experienced an 84 percent population growth. Similarly, the Town of Scott and the Village of Luxemburg have also seen significant population growth. The towns east of the Town of Green Bay have either seen no population growth or a loss in population over the 40-year period.

TABLE 2: POPULATION TRENDS, 1980 – 2010

Municipality	Population Trends					Change 1980-2010	% Change 1980-2010
	1980	1990	2000	2010	2013*		
Town of Green Bay	1,106	1,292	1,772	2,035	2,064	929	84.0%
City of Green Bay	87,899	96,466	102,767	104,057	104,393	16,158	18.4%
Town of Bellevue	4,101	7,541	11,828	14,570	14,733	10,469	255.3%
Town of Eaton	1,106	1,128	1,414	1,508	1,431	402	36.3%
Town of Humboldt	1,281	1,334	1,338	1,311	1,296	30	2.3%
Town of Ledgeview	1,535	1,568	3,363	6,555	6,849	5,020	327.0%
Town of Luxemburg	1,468	1,387	1,402	1,469	1,478	1	0.1%
Town of Montpelier	1,457	1,369	1,371	1,306	1,218	(151)	-10.4%
Town of Red River	1,431	1,407	1,476	1,393	1,443	(38)	-2.7%
Town of Scott	1,929	2,044	3,138	3,545	3,576	1,616	83.8%
Village of Luxemburg	1,040	1,151	1,935	2,515	2,517	1,475	141.8%
Brown County	175,280	194,594	226,658	248,007	250,597	72,727	41.5%
Kewaunee County	19,539	18,878	20,187	20,594	20,578	1,055	5.4%

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

The Town of Green Bay population growth rate is significantly higher than other adjacent towns to its immediate south and east, while the City of Green Bay has grown at a steady rate. The largest growth areas in the county have occurred in the Town of Ledgeview, Villages of Ashwaubenon, Bellevue, Howard, and Suamico (not included in table) to the immediate south and northwest of the City of Green Bay. This is significant because it is indicative of a metropolitan region growing organically from the center with little leapfrog growth on the edge of the county.

Table 3 provides population forecasts in five-year increments for the 20-year planning period for the Town of Green Bay as compared to surrounding municipalities. According to the U.S. Census, the population of the Town of Green Bay was 2,035 in 2010. Population forecasts, provided by the Wisconsin Department of Administration (DOA) indicate the Town is expected to continue to grow. The forecasted population, while positive, increases at a rate approximately half as much as the previous 40-year period.

The Town of Scott and Village of Luxemburg are also expected to grow a significant amount over the planning period and beyond.

TABLE 3: POPULATION FORECASTS, 2015 – 2035

Municipality	Census	Population Forecasts					% Change 2015 - 2035
	2010	2015	2020	2025	2030	2035	
Town of Green Bay	2,035	2,080	2,240	2,385	2,530	2,625	26.2%
City of Green Bay	104,057	104,300	108,050	111,200	113,850	114,700	10.0%
Town of Humboldt	1,311	1,310	1,345	1,375	1,395	1,390	6.1%
Town of Luxemburg	1,469	1,470	1,515	1,565	1,610	1,615	9.9%
Town of Red River	1,393	1,380	1,395	1,410	1,415	1,395	1.1%
Town of Scott	3,545	3,640	3,935	4,210	4,470	4,665	28.2%
Village of Luxemburg	2,515	2,595	2,760	2,930	3,090	3,185	22.7%
Brown County	248,007	259,364	270,720	285,130	299,540	308,730	19.0%
Kewaunee County	20,594	20,805	21,015	21,478	21,940	21,870	5.1%

Source: Wisconsin Department of Administration Population Projections 2010-2040, 2013

The population forecasts are useful for the long-term planning efforts related to land use, housing, transportation, and community facility planning for the Town. However, the population forecasts are based on historical growth patterns and the composition of the current population. In order to be both accurate and reliable, the Town would need to continue the growth trends of the past. In a similar fashion, the Town must also consider the projected population growth (or decline) of surrounding municipalities in planning for its own long-term well-being. Land use demands as related to population growth are further analyzed in Chapter 2.

HOUSEHOLD TRENDS AND FORECASTS

According to the *U.S. Census Bureau*, a “household” consists of all people who occupy a “housing unit,” which is recognized as a house, apartment, or other group of rooms. Households include related family members and all unrelated people who share a housing unit. A person living alone in a housing unit, or a group of unrelated people sharing a housing unit, such as partners, is also counted as a household. Table 4 present’s household and housing unit characteristics and compares the Town of Green Bay to the municipalities surrounding it. The average household size for the Town (2.51) was lower than the average for the surrounding communities (2.62), excluding the city of Green Bay and Brown and Kewaunee Dane counties.

There are two major categories of households, “family” and “nonfamily.” A family is a group of two or more people (one of whom is the “householder”) related by birth, marriage, or adoption and residing together. A family household is a household maintained by a householder who is in a family, and includes any unrelated people who may be living there. A nonfamily household consists of a householder, or single person living alone or where the householder shares the home exclusively with people to whom he/she is not related. In 2013, it was estimated that the Town had 916 housing units with

819 total households. This indicates that approximately 89 percent of the total housing units were households, occupied by 2 to 3 people.

TABLE 4: HOUSEHOLD CHARACTERISTICS

Municipality	Total Housing Units	Total Households	Average Household Size	Median Value Owner Occupied Units	Median Rent
Town of Green Bay	916	819	2.51	\$ 205,800	\$ 654
City of Green Bay	45,812	42,734	2.37	\$ 128,900	\$ 652
Town of Humboldt	536	532	2.41	\$ 170,000	\$ 729
Town of Luxemburg	580	552	2.68	\$ 184,400	\$ 775
Town of Red River	643	548	2.59	\$ 178,800	\$ 713
Town of Scott	1,469	1,315	2.69	\$ 201,300	\$ 755
Village of Luxemburg	969	914	2.74	\$ 161,300	\$ 683
Brown County	105,151	98,962	2.46	\$ 158,700	\$ 699
Kewaunee County	9,294	8,145	2.50	\$ 149,000	\$ 619
Dyckesville, CDP	310	183	2.58	\$ 272,700	\$ 740

Source: 2009 – 2013 American Community Survey

The median value of owner-occupied units in the Town of Green Bay is \$205,800. This is above the average as compared to the surrounding municipalities, except the Dyckesville CDP, and significantly above the City of Green Bay and Brown and Kewaunee county’s median values.

Table 5 presents housing occupancy characteristics for the Town and surrounding municipalities. Within the Town, the number of single-family units (91.4%) and the percent of owner occupancy (87.7%) are among the highest for all comparison municipalities, indicative of a population that may rent. The number of single-family units and high owner occupancy, is indicative of single-family-oriented, low-density development in the Town. Alternatively, the City of Green Bay and Village of Luxemburg, more urbanized areas, contain fewer single-family units and more single-person households than the Town of Green Bay.

TABLE 5: HOUSING OCCUPANCY CHARACTERISTICS

Municipality	% Single Person Household	% Vacant Housing Units	% Owner Occupied	% Single Family Units*
Town of Green Bay	20.4%	10.6%	87.7%	91.4%
City of Green Bay	33.4%	6.7%	58.0%	63.3%
Town of Humboldt	20.9%	0.7%	87.4%	91.6%
Town of Luxemburg	21.0%	4.8%	93.1%	95.5%
Town of Red River	18.2%	14.8%	86.5%	89.1%
Town of Scott	20.8%	10.5%	93.4%	94.1%
Village of Luxemburg	29.9%	5.7%	70.0%	72.9%
Brown County	28.1%	5.9%	66.3%	69.1%
Kewaunee County	27.6%	12.4%	81.0%	83.3%
Dyckesville, CDP	14.2%	41.0%	80.3%	91.3%

*Source: 2009 – 2013 American Community Survey. *Includes both 1-unit, detached and 1-unit, attached*

Table 5 also contains information on vacancy. The towns of Green Bay, Red River, and Scott contain a higher vacancy rate than the adjacent urbanized areas and Brown County. Similarly, the Dyckesville CDP has nearly a 50 percent vacancy rate for owner occupied units. This may be attributed to a seasonal population living in areas along the bayshore, similar to the predominantly three-season populations which occupy Door County to the northeast.

Table 6 provides household projections for the 20-year planning period. These projections reflect the steady projected growth in population for the Town and surrounding municipalities. The projections are used to estimate future demand for additional housing units. A 32 percent growth in households indicates that the Town will need to plan for approximately 300 new households by 2035. Given the existing household and housing occupancy characteristics, there may also likely be demand for a wider range of household types based on various age, income, and lifestyle variables of future populations. Additional residential land use projections are made in Chapter 2.

TABLE 6: HOUSEHOLD PROJECTIONS, 2015 – 2035

Municipality	Census	Households Projection					% Change
	2010	2015	2020	2025	2030	2035	2015-2035
Town of Green Bay	771	809	881	948	1,015	1,066	31.8%
City of Green Bay	42,244	43,514	45,574	47,318	48,869	49,738	14.3%
Town of Humboldt	492	505	524	541	554	559	10.7%
Town of Luxemburg	517	528	550	576	603	612	15.9%
Town of Red River	562	568	581	595	607	606	6.7%
Town of Scott	1,337	1,410	1,541	1,665	1,785	1,885	33.7%
Village of Luxemburg	973	1,024	1,102	1,186	1,270	1,323	29.2%
Brown County	98,383	103,650	111,329	118,407	125,165	130,268	25.7%
Kewaunee County	8,239	8,367	8,673	8,995	9,302	9,360	11.9%

Source: U.S. Census Bureau, 2010 & Wisconsin Department of Administration, 2013

AGE, GENDER, & RACE CHARACTERISTICS

The age and gender trends and forecasts are helpful in determining what future needs the population might require from the Town and allows for long-term planning in order to address those needs. Table 7 provides the age and gender characteristics for the Town and surrounding area, while Table 8 presents County age cohort forecasts through 2035. The Town’s median age is among the highest when compared to the surrounding municipalities. The City of Green Bay, Village of Luxemburg, and Brown County are noticeably lower.

2010 Census figures show that the median age in the Town of Green Bay was 43.5 years in 2010, which is noticeably higher as compared to 37.0 years 2000. The largest percentage of residents in the Town

are between the ages of 18 and 64. The data in Table 7 indicates that urban areas in the County tend to attract younger populations while towns are comprised of an older population. The trend of an overall aging population is being experienced nationwide as the largest population segment, the “baby boomer” generation, gets older. As a result, it is expected that there will be an increased demand for alternative housing types, transportation facilities, and healthcare services.

TABLE 7: AGE, GENDER, AND RACE CHARACTERISTICS

Municipality	Median Age	% under 18	% over 65	% Female	% White (Not Hispanic or Latino)
Town of Green Bay	44.5	24.8%	14.9%	50.3%	94.5%
City of Green Bay	34.0	24.1%	11.9%	51.2%	82.9%
Town of Humboldt	46.2	20.1%	16.4%	49.8%	99.7%
Town of Luxemburg	40.8	22.6%	12.8%	45.1%	99.2%
Town of Red River	42	25.6%	14.4%	49.1%	94.5%
Town of Scott	40.9	25.3%	15.6%	50.0%	93.8%
Village of Luxemburg	33.8	32.6%	13.9%	48.9%	96.6%
Brown County	36.4	24.7%	11.9%	50.4%	88.3%
Kewaunee County	42.5	23.1%	17.2%	48.8%	97.1%
Dyckesville, CDP	43.5	27.9%	17.5%	49.3%	97.9%

Source: 2009 - 2013 American Community Survey

TABLE 8: BROWN COUNTY AGE COHORT FORECASTS, 2015 - 2035

Brown County	Under 5	5 - 19	20 - 64	65 +
2010	17,167	51,726	150,325	28,789
2015	17,190	51,250	152,260	33,850
2020	18,610	54,170	156,290	41,650
2025	19,240	57,180	158,600	50,630
2030	19,740	59,840	160,610	59,350
2035	19,570	61,420	163,470	64,270

Source: Wisconsin Department of Administration, 2013

EMPLOYMENT TRENDS

The Town’s labor force is the portion of the population age 16 and over that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. Table 9 shows the percentage of the Town’s labor force employed by sector in 2013, in comparison to Brown County.

Town’s labor force is fairly reflective of Brown County’s labor force. Commonalities exist in that the educational services, health care, and social services as well as manufacturing are the highest percentage of both labor forces. This may be generally attributed to the overall commonalities that occur from living within the same geographic region, in close proximity to one another and common resources.

TABLE 9: LABOR FORCE CHARACTERISTICS

Occupational Group	Town of Green Bay % of Labor Force	Brown County % of Labor Force
Agriculture, Forestry, Fishing, Hunting, and Mining	6.9%	1.8%
Construction	9.8%	4.8%
Manufacturing	19.9%	18.0%
Wholesale Trade	2.3%	3.2%
Retail Trade	6.1%	11.1%
Transportation, Warehousing, & Utilities	9.8%	6.5%
Information	1.1%	1.8%
Financial & Insurance, Real Estate, Rental, & Leasing	6.9%	7.7%
Professional, Scientific & Management, Administrative, & Waste Management Services	5.2%	7.3%
Educational Services, Health Care, & Social Assistance	19.4%	21.1%
Arts, Entertainment & Recreation, Accommodation, & Food Services	4.3%	9.6%
Other Services, Except Public Administration	5.3%	4.0%
Public Administration	3.1%	3.3%

Source: 2009 – 2013 American Community Survey

The Town tends to have more of its labor force in manual labor positions like construction, transportation, warehousing, and agriculture than the county which leans more towards professional, arts and entertainment, and finance jobs. The town’s labor force is a closer representation of its rural nature and agricultural heritage. However, having a significant portion of its population in the educational services, health care, and social assistance labor force indicates that many residents may travel into the city or the urbanized metro region for employment. Very few businesses are located within the Town itself.

The County has slightly more of its labor force in positions attributed with an urbanized area – retail trade, professional, scientific and management, administrative, arts, entertainment, accommodation, and food services. Of the 25 top employers in Brown County, five are included in the professional, management, or finance industries, seven in the education and health care services, and four are in manufacturing or other physical labor positions. Some top employers include Associated Bank, Bellin Health, Northeast Wisconsin Technical College (NWTC), Shopko Stores, RR Donnelley, Wisconsin Public Service Corporation, and Oneida Casino.³

EDUCATION AND INCOME

Educational attainment is a variable used to measure a community’s labor force potential. Ninety-one percent of the Town’s population age 25 and over attained a high school diploma or higher. This is

³ WorkNET, Wisconsin’s Large Employer Search, Brown County
<http://worknet.wisconsin.gov/worknet/largemp.aspx>. Accessed 26 January, 2015

average as compared to the surrounding municipalities. Similarly, the percent of the population of the town (14 percent) that received a bachelor’s degree or higher is on par with the average for surrounding municipalities (17 percent), when Kewaunee and Brown County and the Dyckesville CDP are excluded.

Table 10 presents education-related statistics for the Town and surrounding area.

TABLE 10: EDUCATIONAL ATTAINMENT

Municipality	% High School Graduate or Higher	Bachelor's Degree or Higher
Town of Green Bay	91%	14%
City of Green Bay	87%	22%
Town of Humboldt	90%	13%
Town of Luxemburg	95%	10%
Town of Red River	92%	17%
Town of Scott	95%	28%
Village of Luxemburg	90%	16%
Brown County	90%	27%
Kewaunee County	91%	14%
Dyckesville CDP	97%	39%

Source: 2009 – 2013 American Community Survey

Table 11 presents income characteristics. The Town’s median household income is significantly higher than Brown and Kewaunee counties. Additionally, the Town’s median household income is higher than all neighboring towns except Scott and Luxemburg. Aside from the Town of Humboldt, per capita income for the Town is higher than all surrounding communities. The per capita income is defined as the total personal income, divided by the total population. This is used as a measure of the wealth of the population, and indicates that the Town’s residents are wealthier than most neighbors.

TABLE 11: INCOME COMPARISON

Municipality	Median Household Income	Per Capita Income
Town of Green Bay	\$ 69,509	\$ 35,273
City of Green Bay	\$ 42,427	\$ 23,897
Town of Humboldt	\$ 64,844	\$ 38,243
Town of Luxemburg	\$ 73,611	\$ 30,752
Town of Red River	\$ 64,219	\$ 31,015
Town of Scott	\$ 87,292	\$ 32,760
Village of Luxemburg	\$ 56,000	\$ 22,534
Brown County	\$ 53,119	\$ 27,787
Kewaunee County	\$ 53,588	\$ 25,282
Dyckesville CDP	\$ 78,125	\$ 52,496

Source: 2009 – 2013 American Community Survey

REGIONAL INFLUENCES AND OPPORTUNITIES

According to the 2010 US Census, out of 72 counties, Brown County was the third fastest-growing and fourth most populous in Wisconsin. It is estimated that more than 80 percent of the Green Bay Metropolitan Statistical Area (MSA) population is currently living within Brown County, which increased in population (2.5 percent), compared to the state (1.0 percent), between 2010 and 2013.⁴ This figure is not surprising. The region offers an abundance of unspoiled natural resources, recreational opportunities, a strong and diverse global and local economic base, access to education, a thorough transportation network, urban environments for entertainment, and a plethora of day and weekend tourist attractions.

Green Bay Metropolitan Area

The City of Green Bay is the third largest city by population in Wisconsin. The greater Green Bay area lies within 150 miles of Wisconsin's other largest cities – Milwaukee and Madison – and within a half day's drive of Chicago, Dubuque, and Minneapolis. Expansion of the Green Bay MSA is increasingly south and westerly, leading to the Fox Valley, a major employment, economic, and education region of the state. Its relationship with the greater Green Bay region influences land use and economic policies in Brown County its influence may allow the Town of Green Bay to maintain its rural, agrarian lifestyle in the future. However, proximity to major population and employment centers in the region is a critical asset for the Town which is likely to benefit from the exchange of people, money, commodities, and information found in urban areas. Understanding and managing this relationship will be critical moving forward.

Outdoor Recreation

Lake Michigan and the Bay of Green Bay provides some of the best perch, walleye, whitefish, and northern pike fishing in the country. On the lake shores, Bayshore County Park, Red Banks Alvar State Natural Area, Bay Beach Wildlife Sanctuary, Ken Euers Nature Area, Barkhausen Waterfowl Preserve, the Green Bay West Shores State Wildlife Area, and the Sensiba State Wildlife Area provide a few of the state and local natural and recreational areas for hiking, wildlife viewing, canoeing and kayaking, and exploring all within a half an hour drive of the town. The north woods are also just a short car ride way from the greater Green Bay area and provide deer and small game hunting, snowmobiling, camping, snowshoeing and cross-country skiing, and many other recreational opportunities for individuals and families. Outdoor recreation will be explored in more detail in Chapters 6 and 7.

Tourism

The Town of Green Bay is perfectly situated adjacent to the City of Green Bay between the north woods and Door County, some of Wisconsin's most thriving and consistent tourism destinations. In 2013, Brown

⁴ 2014 Greater Green Bay Fact Book. Greater Green Bay Chamber. www.titletown.org. p.6b

County had 5.2 million visitors who spent \$558 million. Of that, 18.2 percent was spend on recreation, arts, and entertainment, 20.3 percent on accommodations, and 23.8 percent on food and beverages.⁵

The greater Green Bay area offers year round tourist attractions including the Green Bay Packers Professional Football team, the University of Wisconsin – Green Bay, St. Norbert College, Bay Beach



Figure 5: One of the Town's most widely visited tourist destinations. Image Credit: "frpeterstryker@gmail.com" via www.panoramio.com.

Amusement Park, the National Railroad Museum, the Green Bay Botanical Gardens, Heritage Hill State Historical Park, the NEW Zoo, Oneida Nation Casino, museum, and Pow Wows, semi-professional sports teams, nightlife, festivals, and much more. All of these attractions are within a half hour drive of the Town of Green Bay, influencing and overlapping the local economy.

Located just 25 miles north of the Town of Green Bay, Sturgeon Bay provides a gateway to Door County; Wisconsin's unofficial tourism and leisure capital. Door County boasts more than 300 miles of Lake Michigan shoreline, unique communities, quality lodging including luxury resorts and historic inns, vacation rentals, and world-renowned cuisine and wineries.⁶ Access to Door County runs through the Town of Green Bay along Wisconsin state highway (WIS) 57.

The juxtaposition of the Town with the various thriving tourism industries of northeastern Wisconsin provides opportunity for economic growth as well as presents challenges to managing the influence these industries have on transportation, land use, and the livelihood of town residents and farmers.

KEY PLANNING ISSUES

Each chapter of this Comprehensive Plan includes goals, objectives, programs, and recommendations, derived from key planning issues, that will provide a framework and policy guidance for the Town Board and Plan Commission members, town residents and staff members, and other stakeholder groups for the next 20+ years. Goals, objectives, programs, and recommendations are defined as follows:

Goals are broad and general expressions of the Town's aspirations, towards which this Comprehensive Plan is directed. Goals tend to be ends rather than means.

⁵ 2014 Greater Green Bay Fact Book, <http://issuu.com/greenbaychamberofcommerce/docs/factbook14>. Published in association with the Green Bay Area Chamber of Commerce, www.tittletown.org.

⁶ Door County. <http://doorcounty.com/> accessed February 9, 2015

Map 2: Regional Influences

Objectives are more specific targets, derived from goals and necessary actions to achieve those goals. While still general in nature, objectives are more precise, concrete, and measurable than goals.

Programs are a system of projects or services necessary to achieve plan goals and objectives.

Recommendations provide detailed information regarding how to implement objectives and programs.

These items drive the future character of the Town and are key tools for town staff and elected officials to use in the decision making process. They are fundamental to any comprehensive plan. Goals, objectives, programs, and recommendations related to specific elements of the plan (land use, transportation, housing, etc.) are provided in that elements chapter.

Summary of 2006 Community Goals & Objectives

The identification of goals is often difficult because values held by citizens are highly elusive and complex. People vary widely in their choice of values and the degree to which they will accept or tolerate differing attitudes. Through a community visioning session and survey, the 2006 Comprehensive Plan developed a summary of the Town's top priorities for community development, as well as key issues and concerns to be addressed over the length of the Plan. The top issues identified in the 2006 Comprehensive Plan include:



Figure 6: Farming makes up a large part of the character of the Town. Image Credit: Google Maps, 2015.

Rank

1. Ensure groundwater/drinking water is protected.
2. (Tie) The Town should address and monitor potential sewage and drinking water problems as more development occurs.
(Tie) Maintain the Town's low tax rate.
3. Maintain the Town's rural atmosphere.
4. Address factory farms and their impacts (especially groundwater, odors, etc.).
5. (Tie) Improve road maintenance.
(Tie) Preserve natural areas (woodlands, wetlands, the escarpment, etc.).
(Tie) Review new development before it occurs in the Town, create standards for lot sizes, etc.
6. Keep agricultural lands as long as possible.
7. Maintain small town government.
8. (Tie) As the Town grows, evaluate/increase the level of emergency services (police, fire, rescue) accordingly.
(Tie) Discourage the building of condominiums.
(Tie) Promote business growth to increase the Town's tax rate and to improve facilities/services.
9. (Tie) Provide services but maintain/control taxes.
(Tie) Develop compact/contiguous sewered growth outward from the existing sewered areas.
(Tie) Provide better emergency services, such as police, fire, and rescue.

(Tie) People moving into the Town should not expect/receive city services.

10. Keep the Town whole with one set of rules for all.

Understanding past issues and priorities provides insight into current planning issues and future development and sets the stage for the generation of policies to be implemented within the life of this 2015 Comprehensive Plan Update.

2015 Key Planning Issues Survey

A survey on key planning issues was provided to and discussed with members of the Smart Growth Steering Committee (Town Board, Board of Appeals, Plan Commission, Town Staff). The survey asked members to answer a series of questions related to existing conditions in the Town and the growth, development, or redevelopment potential for the Town. When asked to identify the community character, rural feel, low-density development, and ideas and issues related to natural features were the most frequently heard responses. When asked to describe the pace of both residential and non-residential development, responses indicated that the current slow pace was appropriate and future development should be directed as infill to existing subdivisions rather than new subdivisions. All key planning issues discussed are provided below.

Key Planning Issues

- *Existing and desired community character is rural*
- *Pace of development is unhurried and should remain that way*
- *Balance the needs of productive agricultural operations and residents*
- *Low-density, single-family housing is prevalent and preferred*
- *Amount and location of commercial/industrial development is sufficient*
- *Niagara Escarpment and woodlands are precious environmental assets*
- *Water resources (groundwater, streams) impacted by agricultural runoff*
- *Relationships with adjacent and overlapping municipalities are good*

TOWN VISION

The Town of Green Bay is a growing community. The key planning issues identified above address the growth pressures the Town is currently experiencing, while trying to maintain the natural features and rural feel that long-time residents cherish and that brought many residents to the Town.

The Town Vision is a statement encompassing all the key planning issues. It provides a picture of what the Town wants to look and feel like both over the course of – and at the end of – the 20 year planning horizon of this document. The goals, objectives, programs, and recommendations will be the tools used to achieve this vision in the short- and long-term.

Town of Green Bay Vision Statement

The Town of Green Bay is a community committed to managing the balance between its residents, farmers, and business community in an environment which preserves and protects the town's natural resources and rural lifestyle. We're a town that values quality of life, sense of community, and a small town atmosphere. We envision a future which honors our agricultural heritage, cherishes our environment, and celebrates our community.

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CHAPTER

Land Use

2



LAND USE

The land use element is a compilation of goals, objectives, recommendations, programs, and maps intended to guide the future use of public and private property. This chapter contains a listing of the amount, type, intensity, and net density of existing uses of land in the Town including agricultural, residential, commercial, industrial, and several other public and private uses. This chapter also analyzes trends in the supply, demand, and price of land; makes projections of future demands; outlines opportunities for redevelopment; and addresses existing and potential land-use conflicts.

As presented in the Issues and Opportunities chapter, the Town of Green Bay has experienced a moderate rate of growth, slightly more than most rural towns in Brown County. Various state and county agencies anticipate that this rate of growth will continue for the foreseeable future. However, recent trends within the Town of Green Bay indicate that a slightly faster rate of growth may be occurring. These more recent trends, if they persist, may reflect the beginning of growth pressures from the Green Bay metropolitan area on land use within the town.

EXISTING LAND USE PATTERN

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 a 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 2010 and updated in 2014. Previously, work was completed in 2000 and updated in 2004 for the 2006 Comprehensive Plan. Using this data, the various land use categories were broken down by acreage. Table 12 describes the land use composition of the Town, and Map 3 illustrates the location of the various land uses within the Town.

TABLE 12: EXISTING LAND USE TOTALS, TOWN OF GREEN BAY

Land Use Category	2005 Acres	2005 % of total	2015 Acres	2015 Acres (%)	Acreage Change 2005-2015	% Change 2005-2015
Agricultural	8,820.6	62.4%	8,345.2	62.0%	-475.4	-5.4%
Total Residential	1,096.3	7.8%	1,072.9	8.0%	-23.4	-2.1%
Single-Family Residential	1,071.9	7.6%	1,056.2	7.8%	-15.7	-1.5%
Multi-Family Residential	24.4	0.2%	16.7	0.1%	-7.7	-31.7%
Industrial	153.1	1.1%	70.2	0.5%	-83.0	-54.2%
Transportation / Utilities	618.5	4.4%	78.4	0.6%	-540.2	-87.3%
Commercial	42.3	0.3%	50.7	0.4%	8.4	19.9%
Governmental / Institutional	13.6	0.1%	20.2	0.2%	6.6	48.8%
Open Space / Fallow Fields*	210.7	1.5%	165.3	1.2%	-45.4	-21.6%
Parks	106.2	0.8%	106.2	0.8%	0.0	0.0%
Woodlands / Other Natural Areas	3,084.9	21.8%	3,560.1	26.4%	475.2	15.4%
Total	14,146.2	100.0%	13,469.09	100.0%	-677.1	-4.8%
* Previously "Land Under Residential Development".						
Source: Brown County Land Information Office, 2004, 2010, 2014 Land Use Inventory						

Table 12 illustrates a discrepancy of more than 600 acres between 2005 and 2015 within the town. The discrepancy is due largely as a result of the elimination of some road data from the Transportation land use category rather than a separation of the Dyckesville CDP as of the 2010 US Census. No annexations have occurred in the town since the 2006 Comprehensive Plan. Further exploration of Table 12 is provided below.

EXISTING LAND USE MAP CATEGORIES

Existing land use categories, depicted on Map 3, are outlined below. These categories indicate how land is currently being used, which does not necessarily reflect the current zoning designations or desired future used.

Agricultural Land Uses

Agriculture and agricultural-related activities, including farm accessory buildings, constitute the majority of the land uses in the Town of Green Bay. However, the amount of agricultural land in the Town has long been decreasing. In 1980, the Town contained 10,466 acres, or about 75 percent, of agricultural land. However, by 2005, this total had decreased to 8,820 acres, or about 62 percent of the Town. Between 2005 and 2015, an additional 475 acres of agricultural land was lost to development, decreasing the total amount to an all-time low of 8,345 acres. The percent of the agricultural use compared to total land in the town remained at 62 percent, largely due to the separation of Dyckesville.

Residential Land Uses

Of the developed land uses within the Town of Green Bay (residential, commercial, and industrial), residential is the dominant category. Residential land uses increased from 371 acres (or 2.6 percent of the Town) in 1980 to 1,096 acres (or about 7.8 percent of the Town) in 2005. In the past decade however, residential land uses have decreased by approximately 23 acres, but remain around 8 percent of the total town land. Residential uses have been, and are, predominantly single-family



Figure 7: Some developing subdivisions in the Town provide informal greenspace for neighbors – an amenity in the densely developed area near Dyckesville. Image Credit: Google Earth, 2015

homes, encompassing 98 percent of the overall housing stock. The amount of land dedicated to residential development has increased by 184 percent between 1980 and 2015, while the Town's population has increased by nearly 85 percent. This is indicative of the continued increase in the size of residential parcels in the Town.

Residential development is distributed throughout the Town with pockets of denser development in the

Map 3: Existing Land Use

unincorporated communities of Dyckesville, New Franken, the shoreline of the Bay of Green Bay, and along County PP between County K and County SS. The development of conservation subdivisions has increased in popularity within rural communities that are trying to find a balance between new residential development and the preservation of open space and natural features.

Communities adjacent to the Town of Green Bay that face greater development pressure, for example the Town of Scott, have approved these subdivisions in order to encourage designs that have abundant open space and that are less land intensive than traditional subdivision developments. Although conservation subdivisions may be considered more environmentally friendly than a traditional subdivision, the space requirements for the large lots and open space can take additional land away from woodlands and agricultural uses.

The remainder of the residential development within the Town of Green Bay is of a scattered rural nature. The homes along the Bay of Green Bay are a mixture of seasonal cottages converted to year-round homes and large single-family homes that have replaced the cottages. The homes in all other areas of the Town are a mixture of mid-century homes, farmsteads, and newer suburban-style single-family residences.

Commercial Land Uses

Commercial land uses occupy approximately 51 acres, or less than 1 percent of Town land. There are two primary areas of commercial activity within the Town of Green Bay; near or within New Franken, off WIS 54, and Dyckesville along US 57. Businesses in these areas not only serve local residents of the Town but also travelers from the highways. Recent improvements to US 57 have led to an increase in commercial services offered along this highway corridor as a result of improved access to available lands. Commercial land uses increased by 20 percent between 2005 and 2015, a trend likely to continue as the region continues to grow.



Figure 8: One of the Town's several restaurants. Image Credit: Mead & Hunt, Inc.

Newer commercial land uses are concentrated in the unincorporated community of New Franken, in the area just north of US 54 and east of County T. This is a mixed use area with residences within walking distance of some daily commercial services. The developed commercial land uses in this area primarily serve its local residents. Elsewhere in the Town, very little new commercial development has occurred in the past decade.

Industrial Land Uses

Industrial land uses, including non-metallic mining operations, occupy 70 acres, or less than 1 percent of the Town. This is a decrease of more than 50 percent over the last decade, due in large part to the closing or vacating of several non-metallic mining operations and the reclassification of those land uses. There are a couple of contractor’s buildings in the Town, a couple of quarries, and other individual industrial businesses. There is no designated areas where these businesses group, as they are mostly scattered throughout the Town.

Institutional / Governmental Land Uses

Institutional / governmental land uses account for 20 acres, or less than 1 percent of the Town, up 6.6 acres since 2005 as a result of the addition of an assisted living facility on County K and the reclassification of a cemetery from woodlands to institutional. The three churches in the Town are the Robinsonville



Figure 9: Image Credit: Mead & Hunt, Inc.

Presbyterian Church and cemetery located on Doris Road, Champion's Saint Joseph Congregation and cemetery located on County K, and Shrine of Our Lady of Good Help on County K. The Seventh Day Adventists has a small cemetery located in the Town of Green Bay on the west side of County Line Road. The Robinsonville Chapel and Town of Green Bay Town Hall are both located on the north side of County K in Champion. The only post office in the Town is on the east side of County T in New Franken.

Parks

Outdoor recreational land uses, specifically parks, account for 106 acres, or 0.8 percent of the Town. The Town of Green Bay has no town-owned recreational facilities. Bay Shore Park, a Brown County-owned facility, is the only designated park space in the town and is located along the Bay of Green Bay with access off US 57. Bay Shore Park is one of the most popular parks in the Brown County park system. Park amenities are discussed in detail in the Utilities and Community Facilities chapter of the plan.

Natural Areas

Natural area land uses account for 3,560 acres, or 26 percent of the Town. The Town of Green Bay has many notable natural and scenic areas that include its woodlands, wetlands, waterways, the Bay of Green Bay, and the Niagara Escarpment. Sporadic and unplanned development is the primary threat to these natural areas. Residential development often seeks out wooded areas, shorelines, and scenic views. Intensive development, especially if improperly planned, can destroy the scenic and natural

values of the woodland, wetland, stream, and escarpment resources of the Town and can disrupt the natural blocks and corridors necessary to provide refuge and passage for wildlife. Loss of these woodlands and natural areas can degrade the rural atmosphere of the Town of Green Bay.

Natural areas are a critical element of the rural character desired by the Town’s residents. Thus, an important consideration of this plan is to seek ways to accommodate additional growth while still maintaining the woodlands, wetlands, and unique natural features that are at least partially responsible for attracting the development pressures. If a proper balance between development and the protection of natural areas can be achieved through effective planning, the Town’s natural beauty will not be diminished and will be available for generations to come.

LAND DEVELOPMENT AND MARKET TRENDS

According to the Wisconsin Department of Revenue, the change in equalized value for the Town of Green Bay dropped \$5,261,200 between 2013 and 2014. However, during the past ten years, the Town has seen an overall twenty-two percent increase in total equalized value, with the past year being one of only two years within the past decade in which the value dropped (the other year being between 2011 and 2012). The percent change by year for total equalized value within the Town of Green Bay increased more significantly in the earlier part of the past decade than more recently. Between 2004 and 2008 the Wisconsin Department of Revenue reports that the total equalized value in the Town increased between 5 and 7 percent each year. Since 2009 the value has increased between 0 and 3 percent each year, decreasing 1 percent between 2011 and 2012 and 2 percent between 2013 and 2014.

TABLE 13: TOTAL EQUALIZED VALUES

Municipality	2004	2014	% Change, 2004 - 2014
Town of Green Bay	\$ 164,099,700	\$ 209,782,000	28%
City of Green Bay	\$ 5,645,467,400	\$ 5,857,893,700	4%
Town of Humboldt	\$ 78,037,900	\$ 105,532,300	35%
Town of Luxemburg	\$ 96,296,100	\$ 120,897,500	26%
Town of Red River	\$ 120,532,900	\$ 140,766,000	17%
Town of Scott	\$ 267,575,700	\$ 326,615,300	22%
Village of Luxemburg	\$ 127,112,200	\$ 167,044,300	31%
Brown County	\$ 15,529,893,600	\$ 18,752,729,300	21%
Kewaunee County	\$ 1,205,301,300	\$ 1,483,318,300	23%
<i>Source: Wisconsin Department of Revenue, 2015</i>			

Compared to surrounding municipalities, the Town’s twenty-eight percent increase over the past decade is noteworthy. Only the Town of Humboldt and the Town and Village of Luxemburg saw comparably high increases of twenty-five percent or more while the City of Green Bay was bar far the lowest with an

increase of only 4 percent. It is evident that value in the greater Green Bay Metro is being distributed to towns and villages outside the City.

Land Use Changes

Of all the land uses within the Town, residential and agriculture uses have experienced the most change over the past 30 years. As is common with most towns in Brown County, the amount of residential land is increasing at the expense of agricultural lands. Communities in the county are struggling to find the optimal balance between increasing the tax base with new development and preserving the rural character and natural resources that truly define the region. Though the expansion of residential development has slowed in the past decade, the Town should prepare for additional pressure to develop in the future as the region grows and economic conditions improve.

The Town of Green Bay has slightly less developed land (residential, commercial, and industrial) than Scott and slightly more than Humboldt. Reasons for this discrepancy in development is likely to due to the differences in physical proximity to the City of Green Bay as well as the different long-term goals of each town. Accordingly, the Town of Green Bay has slightly more land in agriculture than the Town of Scott but slightly less than the Town of Humboldt. In almost all measures of growth and development, the Town of Green Bay falls in the middle compared to the towns of Scott and Humboldt. Trends that have occurred in the Town of Scott appear to eventually occur in the Town of Green Bay and may be expected to eventually occur in the Town of Humboldt as the greater Green Bay area expands.

Redevelopment

The Town of Green Bay has seen limited development over the past decade. The development that has occurred has primarily been located on “greenfields,” or previously undeveloped land suitable for development. This has resulted in little opportunity, or action, regarding redevelopment. Currently, some land located adjacent to areas of recent development, land along arterial corridors, and land adjacent to neighboring towns has potential for some infill and redevelopment.

The Town contains a number of lots, homes, and businesses that could use rehabilitation or renovation in order to bring them up to the standards of more recent development. The Town has historically provided area residents with goods and services necessary for everyday activities, as well as served as cultural centers for people to meet for entertainment, and they should, therefore, retain as much of this character as possible if portions of the Town are redeveloped.

Land Value

The approximate cost per acre of lands within the Town varies and depends on the physical landscape, surrounding land uses, location, access, services, along with other subjective factors. For

example, residential process can depend on whether a parcel has water frontage, is wooded, or has a vast amount of open space in and around it. Waterfront properties typically attract higher price listings. Land prices will continue to fluctuate as the market continues to change. Local realtors maintain current information on residential, commercial, industrial, and other land prices within the Town.

LAND SUPPLY

The majority of land use within the Town is comprised of woodlands/natural areas and agricultural uses. Table 14 shows that between 1980 and 2000 more than 1,000 acres of agricultural land was lost, primarily to residential development.

TABLE 14: CHANGES IN THE TOWN OF GREEN BAY LAND USE 1980-2000

Land Use Category	1980 Acres	2000 Acres	Acreage Change 1980-2000	% Change 1980-2000
Residential	371	1,057	686	185%
Commercial	25	41	16	64%
Industrial	11	83	72	655%
Agricultural	10,466	9,170	(1,296)	-12%

Source: Town of Green Bay Comprehensive Plan 2006.

Since 2000, the town has seen a fairly comparable loss of agricultural land, but it has not been due to residential development, as illustrated in Table 15, below. As previously noted at the beginning of this section, the Woodlands / Other Natural Areas Land Use category has seen a dramatic increase in acreage in the past decade. This may be attributed to a number of factors include a reclassification of land, a reduction in the number of farms or a reduction in the number of small, independent farms and the growth of larger farms, or the amount of land being actively cultivated. In addition, the separation of Dyckesville may have contributed a loss in the overall number of agricultural acres.

TABLE 15: CHANGES IN THE TOWN OF GREEN BAY LAND USE 2000-2015

Land Use Category	2000 Acres	2015 Acres	Acreage Change 2000-2015	% Change 2000-2015
Residential	1,057	1,072	15	1%
Commercial	41	51	10	24%
Industrial	83	70	(13)	-15%
Agricultural	9,170	8,345	(825)	-9%

Source: Town of Green Bay Comprehensive Plan 2006, Brown County Land Use Inventory 2014

Town of Green Bay Comprehensive Plan

It is important to note the more recent trend in loss of agricultural land as being somewhat unrelated to development. While demand for land to develop remains fairly low in the town, the availability of land appears to be increasing. In order to account, and plan for, the future growth of the town, land use demand projections are used.

PROJECTED LAND USE DEMAND

Wisconsin Statutes require comprehensive plans to include projections, in five-year increments, for future residential uses in a community over the planning period. This Comprehensive Plan includes projections of residential land use demand between 2015 and 2035, using Census and American Community Survey (ACS) data discussed in Chapter 1 as a baseline.

Residential Demand

The Town of Green Bay's population increased by nearly 1,000 residents between 1980 and 2010, reaching 2,064 in 2013. In 2000, the average household size in the Town of Green Bay was 2.87. In 2010, this number had decreased to 2.51. This declining trend is also found within Brown County which saw a decline from 2.51 to 2.45 between 2000 and 2010. The 2010 average household size in Wisconsin was 2.43 and nationwide was 2.55. Using this data, population and housing projections can be made. An average household size of 2.50 was used for the Town.

The Town has four residential zoning districts in its zoning ordinance; Estate Residential (E-R), Rural Residential (R-R), Residential (R-2), and Multi-Family Residential (M-1). The majority of residential land use within the Town is within the E-R Estate Residential District which requires that unsewered lots have a minimum area of 40,000 square feet and sewerred lots have 10,000 square feet. Considering the town's growth trend and desired future residential lot size, new residential development is expected to range from 0.5 to 3 acre lots depending on whether they're within the Town's sewer service areas. To estimate the amount of land needed for residential land uses, a 1.5 acre (65,340 square feet) lot size was used in Table 16 below.

TABLE 16: PROJECTED RESIDENTIAL LAND USE DEMAND

Town of Green Bay	2015	2020	2025	2030	2035	Totals
Number of New Residents	+ 45	+ 160	+ 145	+ 145	+ 95	+ 590
Household Size	2.50	2.50	2.50	2.50	2.50	2.50
Number of New Housing Units	+ 18	+ 64	+ 58	+ 58	+ 38	+ 236
Residential Acreage Demand (1.5 acre lots)	+ 27	+ 96	+ 87	+ 87	+ 57	+ 354

Source: Wisconsin Department of Administration, Mead & Hunt, Inc. 2015

The data in Table 16 shows the additional amount which will be added to the Town for the number of new residents, number of new housing units, and number of acres that will need to be reserved for residential

land use. The projections shown above are a calculation of a perfect scenario. However, because of several variables that are not considered in the calculation and trends and fluctuations in the development market, the totals shown above should be increased by a factor of at least two to ensure sufficient land is available and account for the probability that some development may be on lots larger than 1.5 acres.⁷ Given that, the land use demand forecasts suggest that the Town could require approximately 700 to 1,000 acres of land for residential development over the next 20 years. Within this development, the Town could experience as many as 500 and 800 new housing units, with more than 1,500 new residents.

Planning for residential land use demand is a balance between other related land uses and preserving the agricultural land and woodlands that help define the character of the Town. The majority of existing land in the Town is zoned A-1 Agricultural, which will require a zoning change for any substantial development to occur.

Commercial, Industrial, and Agricultural Demand

The State of Wisconsin Comprehensive Planning Law also requires communities to project their future land use needs for commercial, industrial, and agricultural lands for a 20-year period in 5-year increments. The 5-year growth increments aid in identifying where services, such as sewer and water currently exist, where extensions of the services are planned, and where they can be most cost-effectively extended if, and when, development demand or desire is warranted. Table 17 identifies the tabular five-year growth increment acreage projections for the Town of Green Bay.

TABLE 17: TOWN OF GREEN BAY FIVE-YEAR GROWTH INCREMENTS

Land Use	2015 Inventory	Projected Acreage				
		2015	2020	2025	2030	2035
Residential	1,073	1,082	1,114	1,143	1,172	1,191
Commercial	51	52	53	54	55	56
Industrial	70	71	73	75	77	78
Agricultural	8,345	8,334	8,299	8,267	8,235	8,214

Source: Wisconsin Department of Administration, Mead & Hunt, Inc. 2015

The 2014 land use inventory found that the ratio of land uses in the Town is currently approximately 21 acres of residential development for every 1 acre of commercial development and 15 acres of residential development for every 1 acre of industrial development. Applying this ratio to the projected need for 118 additional acres for residential development yields the need for another 5 acres of commercial lands (1 per year) and another 8 acres of industrial lands over the next 20 years. For the purposes of this projection, it is estimated that for every 1 acre of land needed for new

⁷ Residential development fluctuates based on the willingness of both a seller and buyer. The amount of land therefore needs to be flexible because the willingness of buyers and sellers is unpredictable at any given time.

development, an acre of agricultural land will be lost, resulting in a decrease of 131 acres to new development. It is also anticipated that loss of agricultural land will occur as a result of land conversions or retiring farmers, as previous trends indicate.

This projection is based on the need for an additional 118 acres of residential development on 0.5 acre lots. This size of development will likely be sewered and located around the hamlets. However, assuming the town continues its past trend of development on larger lots, as many as 350 acres for new residential development may be needed. This would require nearly 400 additional acres for development in total, at least 15 of which would be dedicated to commercial and 25 of which would be dedicated to industrial.

EXISTING AND POTENTIAL LAND USE CONFLICTS

Agricultural and Residential Uses

Currently, the major land use conflict experienced by many suburbanizing communities is dealing with the sights, smells, and other activities that characterize active farming operations both within and adjacent to the town. The Town of Green Bay should continue to work with the farmers in the Town of Green Bay and the Towns of Scott, Humboldt, Luxemburg, and Red River to ensure that future development, either agricultural or residential, does not negatively impact existing residents or farms. The Intergovernmental Cooperation chapter provides additional policies and programs that the Town can utilize to help minimize or resolve conflicts between the Town and its neighbors.

Sewered and Unsewered Development

A potential conflict may be associated with the amount and location of future sewered and unsewered development within the Town. The recent trend in residential development in the town has resulted in more, and one acre or larger, unsewered lots that sewered lots being constructed. This is a trend the town plans to maintain. However, achieving this may require staunch policy and tough decision making, something the town will need to be prepared for. Timely maintenance of long-range and area plan documents and constant enforcement of town ordinances will be required.

Furthermore, the Town envisions that most new business and industrial growth will occur in areas of the Town already zoned for such uses, most of which are located in unsewered portions of the Town. However, both the Dyckesville and New Franken Sanitary Districts have stated that they wish to expand their service areas and to encourage more sewered growth and development within these two portions of the Town. While development can and will likely happen in both sewered and unsewered areas, planning for this growth will remain an important consideration for the Town in order to avoid future conflicts and maintain a good relationship with the districts.

General Land Use Compatibility

As the Town of Green Bay continues to develop, it needs to ensure that new land uses are compatible with each other and with existing development. Many uses, such as neighborhood commercial, institutional, recreational, and different housing types, should be integrated into new developments so long as they are designed to a scale and architecture that is compatible with one another and with the character and intent of the community. Uses such as industries with heavy semi-trailer traffic, noise, or odors and big box retail are typically not compatible with residential developments and should be sited in appropriate locations. This comprehensive plan should be used as a guide in these future land use and zoning decisions and the Town's ordinances revised accordingly.

LAND USE GOALS & OBJECTIVES

Goal:

Maintain the Town of Green Bay's rural character through planned and managed growth.

Objectives:

1. Identify, adopt, and implement planning tools and techniques that minimize the impact of development on the Town of Green Bay's rural character.
2. Ensure the compatibility of adjoining land uses for both existing and future development.
3. Ensure that private property rights are protected by giving landowners and residents a voice in planning and development proposals.
4. Balance individual development opportunities with maintaining the Town's rural character.
5. Discourage strip commercial development in favor of clustering commercial activities at designated nodes along state and county highways.
6. Promote additional small-scale agricultural, commercial, and industrial developments that contribute to the Town's economic base and provide goods or services for residents.
7. Coordinate the layout of new developments with the need for traffic circulation and pedestrian facilities.
8. Maintain relationship with Brown County and the WDNR to support their efforts in regulating large-scale livestock facilities to minimize their impacts on the Town's residents and natural resources.
9. Monitor and address and potential adverse impacts development may have upon groundwater/drinking water supplies.

LAND USE POLICIES, PROGRAMS, & RECOMMENDATIONS

The Town of Green Bay's growth should be orderly and cost-effective, while making maximum use of existing and planned services. For instance, this plan suggests that the area's most easily serviced

by municipal sewer develop first and infill areas and areas contiguous to existing development be given priority before other more distant and/or more costly areas are developed.

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 should be consistent with the recommendations for other aspects of the plan, such as the location and timing of new public utilities or future streets. The Town's development policies should focus more on establishing compatible land uses than on the conventional method of separating residential, commercial, and other land uses from one another.

General Land Use Guidelines and Community Character

The Town aims to encourage development of appropriate scale, density, and type in locations appropriate as to sustain its rural character as much as possible. This can generally be described as retaining some agricultural and/or other open space land throughout the Town interspersed with primarily large-lot single-family residential development and some additional business and industrial development in those areas designated as commercial and industrial on the future land use map.

Sewered Development

- It is suggested that about 15 percent of all new lots created within the Town be within the sanitary districts/sewer service areas/growth increments. These lots should be provided public sanitary sewer service as soon as feasible.
- It is suggested that sewered subdivision plat lots have an average lot size of between 0.5 and 0.75 acre.
- It is suggested that sewered Certified Survey Map lots have an average lot size of about 1 acre.
- It is suggested that only sewered lots/development be allowed within the sewer service areas and that only lots/development that are sewered or eventually to be sewered be allowed within the sanitary districts/growth increments adjacent to the hamlets of New Franken and Dyckesville.
- Within the sewered and future sewered areas, greater densities, variety of uses, services and/or amenities, etc. may be considered, but it is generally the Town's preference to maintain the existing scale, balance, and types of land uses as currently found within the Town.



Figure 10: A sewered neighborhood near Dyckesville.
Image Credit: Mead & Hunt, Inc.

Unsewered Development

- It is suggested that about 85 percent of all new lots created within the Town be outside the sanitary districts/growth increments and be served by private onsite sewage disposal systems.
- It is suggested that unsewered subdivision plat lots have an average lot size of about 1.5 acres.
- It is suggested that unsewered Certified Survey Map lots have an average lot size of about 4 acres.
- It is suggested that new development outside but adjacent to the sanitary districts with private onsite sewage disposal systems consider conversion to public sanitary sewer service when such service becomes available and be designed in such a fashion to ensure the most effective and cost-efficient conversion possible. Measures to ensure this should be specifically reviewed and approved by the Town and the sanitary districts. It is also suggested that the Town and sanitary districts state that when conversions of development with these stipulations occur, there will be no reimbursement for the septic system.
- It is suggested that most unsewered growth and development be encouraged in those areas of the Town where significant amounts of development have already occurred and conditions for such growth and development are favorable. The remainder of the Town's unsewered development is anticipated to be scattered throughout the Town, as is its current pattern.
- It is suggested that further development in the northern portion of the Town above the escarpment should be discouraged until such time as the groundwater quality issues in this part of the Town are understood.

Greenfield Development

While the Town wishes to encourage and support planned development, it may sometimes wish to discourage inappropriate development. This should be further defined as part of the Town's revised zoning ordinance. In general, areas where inappropriate development might be discouraged include economically-viable and active farmlands, greenfield areas not contiguous to areas of existing development, wetlands, floodlands, shorelands, and the Niagara Escarpment. Limited development compatible with continued preservation of these areas should be allowed.

Update Zoning Ordinance

The Town should update its current rules and regulations and adopt such new rules and regulations as it deems necessary to carry out the goals, objectives, and vision of this comprehensive plan. It is anticipated that the first priority should be review of its zoning ordinance. The guidelines noted in the following section can also be used to ensure the efficient provision and utilization of public water should this service ever be provided in the future by the Town and/or the sanitary districts.

Update Existing Land Use Map/Land Use Inventory

The Town of Green Bay should work with Brown County, the Bay-Lake Regional Planning Commission (RPC), the Green Bay Metropolitan Planning Organization (MPO), and surrounding jurisdictions to update and maintain accurate land use data. The existing land use map shown in this document is a reflection of data obtained in 2014 and modified for accuracy in 2015. Every decade, Brown County compiles and verifies a land use inventory. Once initial classifications are made, the information is distributed to each community's representatives (town staff, elected officials, and others) for verification. The Town should cooperate with Brown County to ensure involvement in verification of new data as early as 2020 and continuing in five- or 10-year increments as planned by the County.

Infill and Redevelopment Opportunities

Currently, the New Franken and Dyckesville areas are not very conducive to pedestrians or bicyclists, thereby preventing people from using alternative means of transportation to visit local businesses. Creating more attractive, safer, and pedestrian-friendly hamlets through traffic calming techniques, streetscaping, rehabilitation, renovation, and demonstrating an overall Town investment has proven to be an effective first step for revitalization efforts that should be considered by the Town. There are a number of state programs that the Town of Green Bay can utilize in order to help fund improvements to the Town's streetscapes and town centers. The programs are discussed in detail in the Implementation chapter.

The Town should continue to encourage the infill development within the hamlets of New Franken and Dyckesville. Public sewer can most efficiently serve these parts of the Town of Green Bay. The Town should continue the logical extension outward from its existing sewered areas as a means to avoid the inefficient extension of services across large tracts of land without providing service.

FUTURE LAND USE MAP CATEGORIES

The Future Land Use Map (Map 4) indicates recommended future land uses over the 20-year planning period and their location within the Town. Few changes to the existing land use within the town are anticipated, as illustrated on Map 4. The changes that do exist are primarily located within the Dyckesville and New Franken Sewer Service Areas. Changes include the addition of single-family residential at the expense of some agricultural, and woodland/other natural areas. Additional infill of single-family residential is anticipated in the groupings of existing subdivisions where previously platted lands remain undeveloped. Little scattered development is programmed, but is general not planned.

Follow Map 4 is a description and recommended zoning for each planned land use category depicted on Map 4. The Town's existing Zoning Ordinance should be consulted for additional information on zoning allowances and restrictions.

Agricultural

Agriculture will continue to be the dominant land use within the Town of Green Bay over the next 20 years. The agricultural land use category is established to preserve productive agricultural lands in the long-term. This category encompasses the large and small active farms and cropland/pasture



Figure 11: Rustic barns dot the Town's landscape. Image Credit: "D200DX" via www.panoramio.com

located within the Town and may also include farm buildings and accessories.

The Town should continue to work farm landowners to ensure that any future Town development policies do not interfere with the continuing operation of the farms. Exclusive Agricultural zoning is recommended to continue, and agriculture should continue to be the predominant land use activity in the Town. To this

end, development activities should be limited within the agricultural areas of the Town to the activities and recommendations detailed in the plan. Residential development that takes place should be designed in such a way that it is sensitive to nearby active farming operations and should not in any way affect the efficiency and continued operation of farmers who want to continue farming their property.

The Town should also inform all new residents, developers, and builders that the Town of Green Bay is still an agricultural community and is subject to the traffic, sights, sounds, and odors of that nature.

Significant changes to siting of large livestock operations are occurring at the state level. Based upon these changes and maintaining consistency with neighboring towns, the Town of Green Bay should review existing state and county regulations regarding livestock facilities to determine whether these regulations adequately address any concerns the Town has about large-scale farming operations. The Town should modify its zoning ordinance to require compliance with the State Livestock Facility Siting Law if it comes to the conclusion that existing regulations do not adequately address Town concerns about large-scale livestock operations and the Town has determined that the State Livestock Facility Siting Law adequately addresses Town concerns.

Recommended Zoning: Land within the agriculture land use category will be zoned A-1 Agriculture by the Town's Zoning Ordinance. The A-1 Agriculture District is generally for agricultural production and related uses. Single-family dwellings and a limited amount of other non-farm uses are permitted.

Single-Family Residential

In order to help maintain the Town’s quiet rural character and to protect and highlight the critical environmental features that the Town wishes to maintain, subdivisions that preserve and maintain natural land features should be encouraged. By incorporating the hills, ravines, wetlands, woodlands, and floodplains into subdivision planning, the Town of Green Bay can increase land values, maintain rural character, and screen new development from views along the town roads.

This future land use designation permits a number of single family housing styles built on lots that are between 10,000 and 40,000 square feet, depending on location within or outside sewer service areas. Larger lots should be directed to areas contiguous with existing residential development, or as infill within previously subdivided areas, but located outside sewer service areas. Smaller lot single-family residences should be developed within the sewer service area as new subdivisions or infill to increase density within these areas and support smart growth principals and desired commercial growth.

This plan encourages that smaller residential subdivision development be placed in neighborhoods of about 160 acres in size (1/2 mile square). This size of the development 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 of the neighborhood to its center and a 10-minute walking distance (about a half-mile) from edge to edge of the neighborhood. Neighborhoods can, however, be smaller or larger depending upon circumstances, such as the location of main streets, topography, and natural features. Additional housing and subdivision design characteristics are discussed in Chapter 5, Housing.

Recommended Zoning: The zoning districts that correspond most closely with this land use category are the E-R Estate Residential, R-2 Residential, and R-R Rural Residential Districts.

Multi-Family Residential

This designation is primarily intended to allow groupings of condominium, townhouse, or single-family attached residences served by municipal sanitary sewer. This designation is only applicable to the existing condominiums present along the bayshore. It is anticipated that if additional development of this type occurs, it will be limited to areas within the sewer service boundary and primarily north of WIS 57.

Recommended Zoning: The zoning district that best implements this land use category is the M-1 Multi-Family District.

Commercial

The commercial land use district is recommended to include small and medium scale commercial development. A wide range of indoor retail, service, lodging uses, and offices are appropriate in this land use district. Commercial uses are best situated in nodes rather than in strips along the entire length of a road, county trunk, or highway. These uses should serve the local residents, as well as those commuting on WIS 54 and WIS 57 to Sturgeon Bay, Door County, and other areas. Landscaping is recommended in all commercial areas to foster high quality development and to minimize disruption to adjacent residential development where applicable.

The unincorporated communities of Dyckesville and New Franken have long been the social and cultural hubs of the Town. These two areas should continue to serve the needs of the community through the retention and expansion of housing, businesses, and services. Future development of commercial land uses should be strongly encouraged to locate within these areas. These town centers are envisioned to be the focal points for the Town with a mixture of residential, commercial, recreational, and institutional land uses. In short, they should become neighborhoods.



Figure 12: Dyckesville Bowl. Image Credit: Mead & Hunt, Inc.

Recommended Zoning: Uses within this district are best applied to the B-1 Community Business District.

Governmental/Institutional

This land use category includes public buildings, schools, religious institutions, utility facilities, hospitals, and special care facilities. Desirable locations for these facilities will depend on the nature of the specific use. Future small-scale institutional uses may be located in areas planned for residential or businesses.

Recommended Zoning: This land use is applicable in all town zoning districts, but should be appropriately cited as development occurs.

Transportation/Utilities

The transportations, communications and utilities future land use category includes uses like communication towers, power stations, and roads. Communication and utility easements are located in



Figure 13: Robinsonville Presbyterian Church. Image Credit: Mead & Hunt, Inc.

Map 4: Future Land Use

the northern portion of the town and run through the woodlands and open natural areas between Gravel Pit Road and County P. At this time, no additional communication/utility uses are planned.

Recommended Zoning: Transportation/Utilities are listed as permitted uses within the I-1 General Industrial and L-1 Light Industrial districts and as conditional uses within the A-1 Agriculture, R-R Rural Residential, and E-R Estate Residential districts. Location of these types of facilities adjacent to areas of more dense development or natural features is not recommended.

Industrial

The few scattered industrial uses in the Town should be encouraged to remain in order to continue to provide services and employment for the Town's residents. Over the course of the plan, there may be a need for additional small-scale industrial uses. These uses should be encouraged to locate near existing industrial uses in nodes rather than in strips along the highway to better handle increased truck and automobile traffic associated with industrial use, as well as not to interfere with existing agricultural or residential uses. One area in particular is south of the intersection of WIS 54 and County P. Any future industrial use should be located carefully when in the vicinity of existing residential uses. Vegetative buffering around industrial properties should occur when they are located adjacent to residential zoned properties.

This future land use category includes indoor manufacturing, warehousing, distribution, and office uses, with outdoor storage areas.

Recommended Zoning: Future land uses in this category will generally fall into the I-1 General Industrial and L-1 Light Industrial Districts.

Parks

Currently, the Town does not provide any parks or organized recreational opportunities for its residents. Similar to many rural communities, the Town of Green Bay historically has not seen a large demand from its citizens to provide town-owned park and recreation facilities. An increase in the population of the Town will likely result, however, in an increase in the demand for park, open space, and outdoor recreation opportunities. Acquisition and development of park and recreation facilities require expenditure of funds. The Town will need to prioritize the implementation of the recommendations based on



Figure 14: The Red Banks Alvar is a unique natural area within the Town. Image Credit: WDNR

need and the amount of development occurring in specific areas of the Town. Development will spur the need for recreational areas but can also preclude areas from being acquired or preserved due to the development occurring. Parks are shown on Map 4.

The Town might consider the acquisition of property along the escarpment for natural views along the bayshore, for preservation of the unique resources on the ledge, or for park purposes, especially if a situation exists where property may not be useable for redevelopment. Vistas are especially valuable and add additional value when they are located along public roads or trails. The Town could also work with property owners along the Niagara Escarpment so they are knowledgeable about the fragility of the shoreline in order that they might take precautions in utilizing their property so as to mitigate disturbances to the escarpment environment or to the shoreline environment.

Recommended Zoning: The Parks future land use category is applicable to the A-1 Agricultural, B-1 Community Business, and all the residential zoning districts.

Woodlands/Other Natural Areas

Woodlands and natural areas consist of undeveloped areas including some non-productive farms, areas with unique natural features, large expanses of woodlands, steep slopes, and environmental corridors. These continuous systems require protection from disturbance and development and consist of wetlands, stream channels, floodplains, stormwater management areas, and other resource lands and features.

Recommended Zoning: Uses within the natural area category are regulated under a variety of State, Federal, and County regulations.



Figure 15: Image Credit: Dawn Goodman

CHAPTER

Transportation

3



T RANSPORTATION

The transportation chapter contains a compilation of goals, objectives, policies, programs, recommendations, and maps to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, and trucking. The chapter provides a comparison of the Town's policies and recommendations to the state and regional transportation plans. This chapter also identifies existing highways within the Town by function and incorporates state, regional, and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans, and rail plans that apply within and adjacent to the Town.

EXISTING TRANSPORTATION NETWORK

The Town of Green Bay is well connected to the Green Bay Metropolitan area by county highways and two state routes which pass through the community. Other transportation facilities, such as airport service, freight rail, and bicycle and recreational trails are located in or near the Town. This section describes the Town's existing transportation facilities, which are also depicted on Map 5: Transportation Facilities.

Streets and Highways

Interstates

The Town of Green Bay does not contain any Interstates but is served by Interstate (I-) 43 running north-south approximately 8 miles to the west.

US Highways

The Town is not served by any US Highways.

State Trunk Highways

State trunk highways (WIS) serve as minor arterial roadways which function in a similar fashion as principal arterials but usually have less traffic, slower speeds, and more frequent stops. WIS 54 (Algoma Road) and 57 both provide east-west travel through the town. WIS 54 is on the southern end of the Town and provides access through New Franken. AADT on WIS 54 ranges between 7,000 and 8,200 in 2012, also a slight increase since 2009. Locally, WIS 54 primarily serves cross traffic between Green Bay to Algoma.

WIS 57 is located at the north and separates Dyckesville and the Lake Michigan Shoreline from the rest of the Town. The WIS 57 interchange with County P was reconstructed in 2005-2006 and now includes a Park and Ride facility. WIS 57 is the primary highway for access north to Door County. Average Annual

Daily Traffic (AADT) on WIS 57 through the Town was between 9,900 and 10,900 in 2012, up slightly from 2009. Travel peaks in the summer months which correlates with seasonal visitors to Door County.

County Trunk Highways

County trunk highways (County) are collector roads that serve the outlying areas and distribute traffic to the regional arterial system. County K, County P, and County T are the most heavily used county roads in the Town. County K provides access from WIS 57 and primarily serves east-west travel. County's P and T primarily serve north-south travel between WIS 54 and WIS 57 and connect local roads. County K was reconstructed in 2014 and now provides a paved shoulder for bicycle and pedestrian use. County A and County DK also provide service north of WIS 57 in the Bay Shore area. Most county roads had an AADT around 1,000 in 2012.

Local Roads

Local, or Town, roads are an important component of the transportation system. Local roads serve local development and provide access to many of the Town's subdivisions. Most of these roads are maintained by the Town, but the Town also contracts some services when necessary. Most local roads serve east-west travel and intersect north-south county highways. Important local roads include Edgewater Beach Road, Sunset Bluff Drive, Marys Road, Doris Road, Abts Road, Van Lanen Road, Delcore Road, Gauthier Road, County Line Road, and Servias Road.



Figure 16: The Bayshore Bicycle Club is active on Town and County Roads within the Town. Image Credit: Dawn Goodman

Bridges

The bridges in the Town of Green Bay are primarily associated with WIS 57. County P overpasses both WIS 57 and Bader Road just southwest of Dyckesville and a creek in the far southeastern corner of the Town. The State maintains jurisdiction over the WIS 57 and County P interchange, Brown County maintains the other bridges in the Town. Other small structures and culverts underpass local roads throughout the Town.

Truck Transportation

Industrial and commercial uses within the Town are located primarily off WIS 54 and WIS 57, so semi-truck transportation is concentrated along those routes. Semi-trucks, dump trucks, and other large vehicles are also utilized for agricultural operations and traverse County and local roads. The CAFO on the southern portion of the Town is a particular example.

Bicycle & Pedestrian Transportation

Very few bicycle routes and no sidewalks exist within the Town. Recent improvements made on County K allow bicyclists and pedestrians to utilize the wider, paved shoulders. There is one trail segment located on the northern portion of the town within Bay Shore County Park.



Bicycle groups like the Bay Shore Bicycle Club frequently travel within the Town and formal bicycle events are often planned using roads within the Town. County P just south of WIS 57 was cited by WisDOT to provide paved shoulders in the future. The existing railroad track on the end of the Town may also provide future accommodations if transitioned to multi-use trail in a similar fashion as was done in Luxemburg.

Snowmobile Trails

There is an extensive supply of snowmobile routes throughout the Town. These trails are heavily used in the winter months and allow access to a variety of commercial uses within Champion and New Franken.

Railroads

One railroad traverses the Town of Green Bay on the far southern end. This rail connects a few agricultural and industrial businesses in the Village of Luxemburg with the City and Port of Green Bay. On the eastern portion of Luxemburg, the trail was converted into the Ahnapee State Trail, a multi-use trail that connects to Algoma, Sturgeon Bay and branches into the Ice Age National Scenic Trail northwest of Kewaunee. There are no railroad depots or industrial users within the Town.

Park and Ride

One Park and Ride facility is located within the Town of Green Bay at the WIS 57 and County P interchange. This lot provides 23 regular parking spaces and two handicapped spaces and free parking for daily and overnight users. There is also a Park and Ride lot located near the intersection of WIS 54 and WIS 57 just west of the Town. This lot provides 50 parking spaces and has a gas station and convenience store nearby. In total, there are seven Park and Ride lots in the County. No lots exist in Kewaunee County.



Figure 17: One Park and Ride facility exists on WIS 57 within the Town. Image Credit: Mead & Hunt, Inc.

Rideshare

The State of Wisconsin provides a free RIDESHARE program to all Wisconsin residents to serve individual commuters who do or would like to carpool or bike to work. The program brings commuters together for carpooling and bicycle commuting with the intent to improve air quality, reduce congestion, and provide “green” alternative commuting options and programs. Opportunities exist for use of the RIDESHARE program by Town residents, specifically in conjunction with the Park and Ride lot at WIS 57.



Public Transportation and Para-Transit

The Town of Green Bay is not currently included in the Green Bay MPO service area. Within the planning period, the MPO boundary will extend to a portion of the Town, but it is still unlikely that fixed route transit service will be extended to the Town within the planning period of either plan.

Joining the Green Bay Metro service area would allow the Town to be served by Metro’s ADA Paratransit Service. Metro’s ADA Paratransit Service would allow clients in the Town 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 would provide another transportation option to elderly and disabled Town residents who need assistance to reach medical appointments, grocery stores, and other destinations throughout the Metro service area.

Water Transportation

There are no water transportation services within the Town of Green Bay. Bay Shore County Park provides a boat launch for anglers and recreationalists on the Bay of Green Bay. Several local and regional kayakers and canoeists also use this park as a put-in and take-out point as it provides access to the Lake Michigan Water Trail.



Figure 18: Bay Shore County Park provides a put-in and take-out for recreationalists like this group of kayakers. Image Credit: Dawn Goodman

Airport

Austin Straubel International Airport is approximately 20 miles west of the Town. Commercial service is currently provided by American Airlines, United Airlines, and Delta Airlines. Charter service is provided by Executive Air, Jet Air, Frontline Aviation, and Priester Aviation. The Town’s economy is not significantly affected by the airport at this time.



Map 5: Transportation Facilities

COUNTY AND STATE TRANSPORTATION PLANS & PROJECTS

The following is a review of county, state, and regional transportation plans, studies, and proposed projects relevant to the Town. While this list is not exhaustive, it does provide the major plans, studies and project impacting the Town. There are no conflicts between the Town's transportation plan's and the plans, studies, and projects outlined below.

Transportation Plans

2045 Long-Range Transportation Plan for the Green Bay Metropolitan Area (2015 draft)

This plan serves as a guide and vision for the transportation network in the Green Bay urbanized area. The purpose of the plan is to ensure that people and freight can travel safely and efficiently throughout each community. The plan includes recommendations for road, rail, bus, bicycle, and pedestrian facility improvements. It will be applicable to the portion of the Town along County T (the western boundary) and the northwest corner within the MPO boundary. No specific recommendations have been made as of the writing of this plan. It is anticipated that this plan will not make any specific facility recommendations for the Town, rather make general recommendations related to supporting the County and MPO is safety improvements. The Town should monitor and work cooperatively with the MPO on any recommendations of this plan related to the Town.

2015 – 2019 Transportation Improvement Program for the Green Bay Urbanized Area (2014)

The preparation of a Transportation Improvement Program (TIP) is required for Metropolitan Planning Organizations (MPOs) to be eligible for federal-aid funding. The Green Bay MPO approved the 2015-2019 TIP in 2014. The program consists of a four-year schedule of projects for the Green Bay urbanized area including both roadway and transit projects. The only TIP designated project within the Town of Green Bay is the reconstruction of WIS 54 from the WIS 54 and WIS 57 interchange to the east county line. This project is planned for 2016.

Brown County Bicycle and Pedestrian Plan Update (2011)

This plan serves as an update to Brown County's 1998 Bicycle and Pedestrian Plan. The update identifies the existing networks in each community in the county and builds on the recommendations in the previous plan. The goals of the plan are to provide corridors that connect residents with major employers, shopping areas, and recreation centers, as well as to bridge rural and urban areas in the county to provide a robust network. The plan incorporates



Figure 19: The Bayshore Bicycle Club. Image Credit: Dawn Goodman

Town of Green Bay Comprehensive Plan

many of the 1998 plan recommendations but adds new facility designs, implementation plans, and recommendations on funding sources. The two recommendations the plan includes related to the Town of Green Bay – to include bike lanes on County P when it is reconstructed from County DK to County K as well as stripe a bike lane within Bay Shore County Park trail – have already been implemented.

Translink 21: A Multimodal Transportation Plan for Wisconsin's 21st Century (1995)

This plan provides a broad planning “umbrella” including an overall vision and goals for transportation systems in the state for the next 25 years. This 1995 plan recommends complete construction of the Corridors 2020 “backbone” network by 2005, the creation of a new state grant program to help local governments prepare transportation corridor management plans to deal effectively with growth, the provision of state funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs. This plan does not provide any recommendations specifically pertaining to the Town of Green Bay.

Wisconsin Northeast Region Highway Improvement Program (2015)

The WisDOT maintains a six-year improvement program for state and federal highways within the Region. Wisconsin has 112,362 miles of public roads, from Interstate freeways to city and village streets. This highway improvement program covers only the 11,750-mile state highway system which is administered and maintained by WisDOT. The other 100,609 miles are improved and maintained by the cities, towns, counties and villages in which they are located. The state highway system consists of 750 miles of Interstate freeways and 11,000 miles of state and US-marked highways.

While the 11,750 miles of state highways represent only 10.5 percent of all public road mileage in Wisconsin, they carry over 34.7 billion vehicle miles of travel a year, or about 60.5 percent of the total annual statewide highway travel. To ensure the system's vitality and viability, WisDOT currently invests over \$750 million each year, resulting in over 565 miles of roads improved and rehabilitated annually.



Figure 20: WIS 57 and the Bay Shore County Park Multi-Use Trail. Image Credit: Dawn Goodman.

The reconstruction of WIS 54 is the only major improvement planned through the Town of Green Bay.

Connections 2030 Statewide Long-Range Transportation Plan (2009)

Connections 2030 is the long-range transportation plan for the state of Wisconsin, completed in 2009. The plan addresses highways, local roads, air, water, rail, bicycle, pedestrian, and transit over a 20-year

planning period identified in the plan. *Connections 2030* policy recommends a multimodal approach to transportation, system modernization, and innovation and directly links these policies with implementable projects identified within the thirty-seven system-level priority corridors which are critical to Wisconsin's travel patterns and support the state's economy.

Six priority corridors within Brown County converge on the City of Green Bay. The Town of Green Bay is included in the Door Peninsula (Green Bay to Sturgeon Bay) corridor. The Plan highlights the following specific recommendations related to the Town of Green Bay:

- Short Term (2008 – 2013)
 - Prepare corridor plan for WIS 57 from WIS 54/57 interchange to Dyckesville.
- Mid-Term (2014 – 2019)
 - Prepare corridor plan for WIS 54 from WIS 54/57 interchange east to WIS 42 in Algoma
- Long-Term (2020 – 2030)
 - Convert WIS 57 to freeway from I-43 to County P in the Town, if supported by Environmental Document.
 - Support new intercity/feeder bus service between proposed Green Bay passenger rail station and Sturgeon Bay.
- Entire Planning Period
 - Construct passing lands on WIS 54 from County T to County Road C (Kewaunee County) if supported by environmental document.
 - Study interchange and/or preserve right of way at Macco Road (Town of Red River) if supported by environmental document.
 - Support bicycle and pedestrian accommodations and linkages to create a connected network that provides accessibility along and across facilities.
 - Support continued maintenance of local, county and state roads and Park and Ride facilities.

Wisconsin Rail Plan 2030 (2014)

The *Wisconsin Rail Plan 2030* is a twenty year plan being developed by WisDOT to provide a vision for freight rail, intercity passenger rail and commuter rail. The plan identifies rail issues and recommendations and identifies priorities and strategies to establish a basis for future rail investment. There are no specific recommendations for rail improvements related to the Town of Green Bay.

Wisconsin Bicycle Transportation Plan 2020 (1998)

Wisconsin Bicycle Transportation Plan 2020 presents a blueprint for improving conditions for bicycling, clarifies the WisDOT's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. While there are no Town-specific recommendations, the

Town of Green Bay Comprehensive Plan

plan map shows existing state trails and future “priority corridors and key linkages” for bicycling along the State Trunk Highway system in Wisconsin.

Wisconsin Pedestrian Plan Policy 2020 (2002)

In 2001, the State adopted a pedestrian policy plan, which highlights the importance of walking and pedestrian facilities. Additionally, the plan outlines measures to increase walking and to promote pedestrian comfort and safety. This Plan provides a policy framework addressing pedestrian issues and clarifies WisDOT’s role in meeting pedestrian needs. There are no Town-specific recommendations.

Brown County Comprehensive Plan (2007)

The Brown County Comprehensive Plan, adopted in 2004, amended in 2007, is being updated in 2015. The plan is a guide for growth that reflects the values, goals, and vision of the residents and communities in Brown County. The plan does not intend to supersede the local comprehensive plan, but rather works to provide the Town with tools to implement the objectives set forth in this plan. A county-wide comprehensive plan allows for the coordination of working towards the goals and visions of the various communities it serves.



Figure 21: Bay Shore County Park contains the Town's only Trail. Image Credit: Mead & Hunt, Inc.

The plan identifies the Town of Green Bay as one of the areas within the County experiencing comparatively little development due to its rural, agricultural character. The plan makes general recommendations for the transportation network in Brown County but does not specifically make any recommendations for the Town of Green Bay specifically.

2015 – 2020 Brown County Capital Improvement Plan

The Brown County CIP contains two calendar year 2015 projects within the Town slated for improvement or study. The first, is a reconditioning of 3.37 miles of County P from County N in the Town of Humboldt (south) to WIS 54. The second project is a preliminary engineering plan for the reconditioning of County T from County N in the Town of Humboldt to WIS 54 through New Franken. The Town should participate in the planning for this project to ensure roadway safety and design improvements are made in accordance with this and other long-range plans.

TRANSPORTATION GOALS & OBJECTIVES

Goal:

Provide an efficient and safe transportation system for the movement of people and goods throughout the Town.

Objectives:

1. Encourage the development of a multi-modal transportation system within the Town and work with Brown County to apply for grants to help fund it.
2. Use Wisconsin's Pavement Surface Evaluation and Rating (PASER) system to evaluate the condition of the Town's roads and prioritize them for maintenance.
3. Maximize safety and accessibility at the Town's intersections.
4. Enable and encourage developers to maximize street connectivity, to build narrow streets, and to consider traffic calming techniques to minimize construction and maintenance costs and to maximize safety for all residents.
5. Actively participate in multi-jurisdictional transportation planning efforts.

TRANSPORTATION POLICIES, PROGRAMS, & RECOMMENDATIONS

Support Appropriate Improvements to Existing Highways

The 2016 reconstruction of WIS 54 through the Town has the potential to have a significant impact on the Town both during construction and after. This corridor is a heavily traveled truck route and the Town should be involved in the planning for diversion of that traffic, if necessary, during construction. Overall, the project is expected to improve safety and mobility within the Town and is generally supported.

Neighborhood and Street Connectivity

The Town of Green Bay has a number of natural resources that may present barriers to traditional street connectivity among neighborhoods. The abundance of small streams, wetlands, and existing development in some instances may preclude some neighborhoods from a fully connected street network. Where there are natural existing developmental barriers to street connections, cul-de-sacs may be used. However, they should only be utilized when a through-street connection is not practical due to the aforementioned natural or existing developmental barriers.

Streets should form a connected network to 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.

Traffic Calming

Traffic calming is a method of street design, using physical measures (in concert with signage), to encourage people to drive more slowly. It creates physical and visual cues that induce drivers to travel at slower speeds. In essence, it is self-enforcing. The design of the roadway results in the desired effect, without relying on compliance with traffic control devices, such as signals and signs, or on enforcement. While elements such as landscaping and lighting cannot force a change in driver behavior, they do provide visual cues that encourage people to drive more slowly. Traffic calming tools include edgelines, wigwags, chokers, chicanes, traffic circles, speed humps, and raised crosswalks. In commercial areas such measures can provide increased economic opportunities since drivers, once slowed down, are more likely to stop and shop than those driving at higher rates of speed.

Within the Town, several intersections have been identified as unsafe by Town residents. These include the intersection of County T and County K as well as the intersection of County T and WIS 54. In order to improve the safety of these intersections, the Town should participate in County or WisDOT plans and programs for roadway improvements. Traffic calming measures may be particularly useful for application along County T within New Franken as it serves both a residential population and a commercial node within the Town.

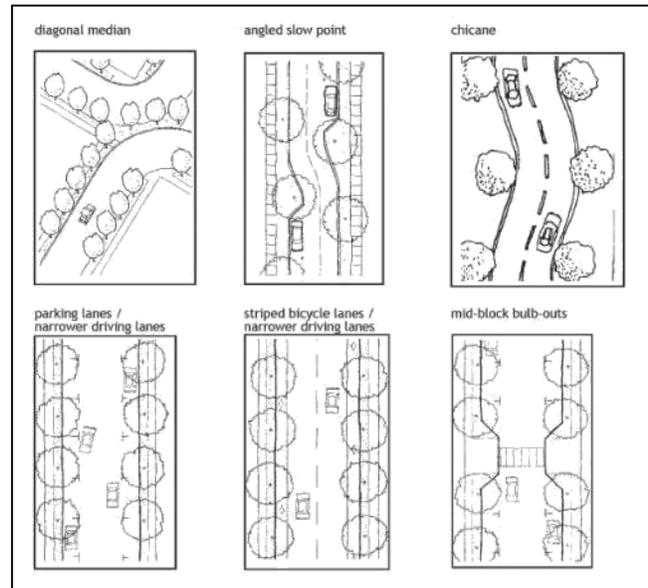


Figure 22: Examples of traffic calming techniques.

Ensure County Transportation Infrastructure has Pedestrian and Bicycle Facilities

The Town has long recognized the value of bicycling and walking as a form of recreation, and increasingly, as alternative means of transportation. Generally speaking separate bicycle facilities are not needed on local streets with sidewalks. For that reason, many smaller communities neglect to specifically address the needs of bicyclists in their transportation plans. However, heavily traveled arterial and collector roads often create sufficiently imposing barriers to safe, efficient, and enjoyable bicycle travel.

The Town generally supports bicycle and pedestrian improvements made by Brown County and WisDOT and support the long-term connectivity of this infrastructure through the Town. County Roads which are particularly well suited for bicycle accommodations include County A, DK, K, and on County P where previous or planned improvements have not been made. Chalet Road has been identified as a local road suitable for comparable improvements while Gravel Pit Road is deemed undesirable for bicycle accommodations.

Development to Fund Infrastructure Improvements

When new development occurs, it should be the responsibility of the developer or subdivider to shoulder the cost burden associated with roadway installation. The Town will have the long-term maintenance responsibilities (outlined in Chapter 6), but the initial, short-term construction shall be borne by the developer as the “price of doing business” rather than Town residents “subsidizing” development.

Protect Exurban Character along Scenic Roadways

In 1973 the Rustic Roads program was established in Wisconsin to help citizens and local units of government preserve what remains of Wisconsin’s scenic, lightly traveled country roads. To qualify for the Rustic Road program, a road should have outstanding natural features along its borders such as rugged terrain, native vegetation, and native wildlife or include open areas with agricultural vistas, be a lightly traveled local access road, and should have a length of at least two miles.

Although this planning process did not identify any roadways that meet all the requirements of this program, the Town should work to align itself with the goals and recommendation of the program. For instance, the Rustic Road program aims to provide a linear park-like system for vehicular, bicycle, and pedestrian trails for quiet and leisurely enjoyment by local residents and the general public and can act as a connection point to on and off road trails throughout the County and Town. Preservation of scenic vistas can be coordinated in tandem with scenic roadways and accomplish multiple objectives of this plan.

Coordinate with State and Regional Agencies to develop Recreational Trails and Routes

Coordination among property owners, local governments, the WDNR, and other agencies will be necessary to implement future recreational trails within the Town. The Town would like to develop a working relationship with various agencies and neighboring jurisdictions to enhance existing trails, blaze new routes, improve marking on recreational routes in the Town, and establish wayfinding signage to new trails. Various funding sources are available through the WDNR and WisDOT to fund additional trail construction.

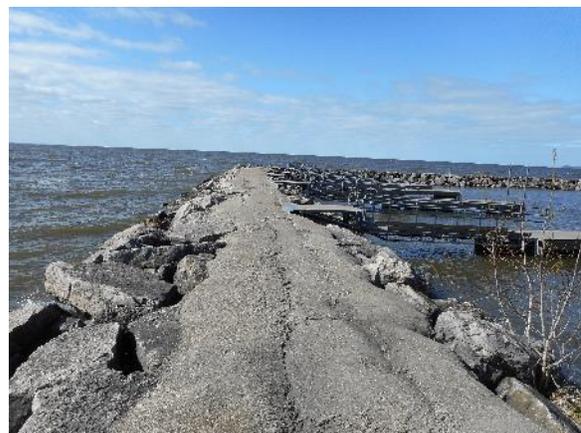


Figure 23: The breakwater at Bay Shore County Park may be one imminent improvement within the Town. Image Credit: Mead & Hunt, Inc.

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DYCKESVILLE
BOWL
BAR & GRILL
CURDS PIZZA

Fresh
Homemade
PIZZA
Dine-in or Carry Out

CHAPTER

4

Economic
Development

ECONOMIC DEVELOPMENT

This chapter provides a compilation of goals, objectives, programs, and recommendations to promote the stabilization, retention, or expansion of the economic base and quality employment opportunities in the Town of Green Bay. An analysis of the existing labor force and economic base outlines the Town’s strengths and weaknesses with respect to attracting and retaining businesses and industries. Additionally, this chapter provides a breakdown of the number of sites required for such businesses and industries, including an analysis of the potential to redevelop environmentally contaminated sites. Finally, this chapter identifies county, regional, and state economic development programs that are available to the Town.

EXISTING ECONOMIC DEVELOPMENT FRAMEWORK

The following information provides an overview of how the Town compared to Brown County, and how the past decade has helped shape the Town’s current economic framework.

Labor Force Analysis

The Town’s labor force is the portion of the population age 16 and older that are employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. Table 18 provides a break-down of Town residents in the labor force. According to the data, the Town is very comparable to Brown County, but boasts a lower percentage of unemployed of those in the labor force. However, the 3.8 percent 2013 unemployment is up from 2.4 percent in 2010 for the Town.

TABLE 18: 2013 EMPLOYMENT STATUS BY PERCENTAGE OF POPULATION 16 YEARS AND OLDER

Employment	Brown County	Town of Green Bay
Population 16 and over	195,508	1,620
In Labor Force	136,970 (70%)	1,168 (72%)
Civilian Labor Force	136,807 (70%)	1,168 (72%)
Employed	126,640 (65%)	1,106 (68%)
Unemployed	10,167 (5%)	62 (3.8%)
Armed Forces	163 (<1%)	0 (0%)
Not in the Labor Force	58,538 (30%)	452 (28%)

Source: 2009 – 2013 American Community Survey

As presented in Chapter 1, the two industries in the Town encompassing the highest percentage of the labor force include manufacturing (19.9%) and educational services, health care, and social assistance (19.4%). These are also the two industries which were the highest percent of the Town’s labor force in

2000. However, in 2000, the Town had approximately 21 percent of its labor force in the manufacturing industry and 16 percent for educational services, health care, and social assistance. The decrease in manufacturing and increase in service type jobs is reflective of the growing Green Bay Metropolitan area and the influence of a changing labor force on the Town.

Economic Base Analysis

The economic base of the Town of Green Bay, in terms of employment and business opportunities, is intricately tied to that of the Green Bay Metropolitan Area. The majority of Town of Green Bay residents work within the Green Bay Metropolitan Area (as indicated by Town commuting patterns presented below) and therefore depend on a sound economy throughout Brown and Kewaunee counties for their financial well-being. Key industry groups in the Green Bay Metropolitan Area include healthcare, paper and related products, insurance, financial services, and government offices, and logistics (trucking, warehousing, and related services). Due to the interrelatedness of the Town within the Green Bay Metropolitan Area's economy, a Location Quotient (LQ) Analysis to determine basic and non-basic sector employment was performed utilizing Brown County as the local level for analysis as compared to Wisconsin.

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

The Location Quotient Analysis compares the local economy (in this case Brown County) to the State of Wisconsin in order to identify basic and non-basic sectors of the local economy. If the LQ is less than 1.0, employment in that industry is considered non-basic, meaning that local industry is not meeting local demand for certain goods or service and may be more subject to downturns in the local economy. An LQ equal to 1.0 suggests that the local economy is exactly sufficient to meet the local demand for given goods or service. 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 Brown County is displayed in Table 19.



Figure 24: One of the Town's major employers. Image Credit: Mead & Hunt, Inc.

According to the LQ analysis, there are five industries in Brown County that can be considered to be basic employment sectors: 1. Wholesale Trade, 2. Transportation, Warehousing, & Utilities, 3. Information, 4. Financial & Insurance, Real Estate, Rental, & Leasing, 5. Arts, Entertainment & Recreation, Accommodation, & Food Services. These industries are most likely exporting goods and services to other parts of the country and contributing to a more stable local economy. One example may be the influence of the Green Bay Packers.

Those industries that are below 1.0, such as Agriculture, Forestry, Fishing, Hunting, and Mining and Construction – two of the Town’s higher labor force industries – indicate that there may be demand within Brown County’s local economy to support increases in these industry sectors. The Town is well suited to fill those needs.

TABLE 19: EMPLOYMENT BY INDUSTRY GROUP, 2013. BROWN COUNTY AND WISCONSIN LQ ANALYSIS

Occupational Group	Wisconsin	Brown County	Location Quotient
Agriculture, Forestry, Fishing, Hunting, and Mining	70,743	2,229	0.71
Construction	151,201	6,060	0.90
Manufacturing	515,649	22,772	0.99
Wholesale Trade	77,035	3,999	1.16
Retail Trade	324,973	14,019	0.97
Transportation, Warehousing, & Utilities	124,407	8,204	1.48
Information	48,652	2,312	1.07
Financial & Insurance, Real Estate, Rental, & Leasing	176,812	9,735	1.23
Professional, Scientific & Management, Administrative, & Waste Management Services	225,521	9,194	0.91
Educational Services, Health Care, & Social Assistance	657,565	26,665	0.91
Arts, Entertainment & Recreation, Accommodation, & Food Services	246,390	12,146	1.11
Other Services, Except Public Administration	119,054	5,111	0.96
Public Administration	101,634	4,194	0.93
Total employed population 16 years and over	2,839,636	126,640	1.00

Source: 2009 – 2013 American Community Survey

Businesses that contribute to existing industrial “clusters” within Brown County and the greater Fox Valley region should be encouraged within the Town. 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 Fox Valley region, business clusters include the paper, food processing, transportation, and insurance industries. New businesses within the aforementioned clusters that take advantage of advanced technologies in the processing of their products should be encouraged as a means to continue to bridge the gap toward the new economy. The Town of Green Bay has some opportunities to attract these types of businesses due to its public sewer system along the bayshore, in Dyckesville, and in the New Franken area. However, the Town does not have the capacity for public water, which many of these industries require. Therefore, the Town should coordinate with the Town of Scott and City of Green Bay when new cluster businesses are looking to locate in the area to ensure that the Town of Green Bay residents will have access to these jobs. The Town should also coordinate with the City in regard to existing and/or potential businesses that are part of information or professional, scientific, and management sectors to begin filling some of the potential local demand for these services while still maintaining communication and retention efforts with those existing businesses in the manufacturing sector.

Commuting Patterns

According to the 2009 – 2013 ACS, 70 percent of Town residents spend between 20 and 45 minutes commuting to work, indicating that a significant number of workers traveled outside the Town for employment. Only three percent of workers commuted over an hour to their jobs while approximately 13 percent traveled less than 15 minutes. 76 percent of Town residents work within Brown County.

Nearly 80 percent of workers traveled to work alone, while approximately 11 percent carpooled, and nine percent worked at home. Less than one percent used public transportation.

Income

According to the 2009 – 2013 American Community Survey, the Town's median household income is \$69,509. In other words, half the Town households had income more than this amount, and half less. This indicates the amount of money everyone 16 years and older living in the household collectively brought in as of 2013. This is comparable to other surrounding Towns, as presented in Chapter 1: Issues and Opportunities. Within the Town the median earnings, primarily wages and salary from a job, vary greatly by gender.⁸ The median earning for male workers, full-time, year-round was \$51,964, while female workers was \$41,736.

⁸ Earnings is 1 of 50 sources of "income" measured by the U.S. Census Bureau each year. Other sources of income include Social Security payments, pensions, child support, annuities, interest, etc.
<http://blogs.census.gov/2010/09/23/income-vs-earnings/>

Educational Attainment

Educational attainment refers to the highest level of education that an individual has completed and is one variable used to assess a community’s labor force potential. According to the 2009 – 2013 ACS, 91 percent of Town residents are a high school graduate or higher but only 14 percent hold a bachelor’s degree or higher. A comparison of the Town to surrounding municipalities can be found in Chapter 1, Issues and Opportunities.

ENVIRONMENTALLY CONTAMINATED SITES

The WDNR Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or “brownfields,” in the state. The WDNR defines brownfields as abandoned, idle, or underused commercial or industrial properties, where the expansion or redevelopment is hindered by real or perceived contamination. Brownfields vary in size, location, and past use, but can be anything from a 500-acre automobile assembly plant to a small, abandoned gas station. These properties present public health, economic, environmental, and social challenges to the communities in which they are located. In Wisconsin there are an estimated 10,000 brownfields.



Figure 25: Gas stations are registered with the WDNR.

The Bureau for Remediation and Redevelopment Tracking System (BRRTS) on the Web (BOTW) website, accessible at www.dnr.wi.gov/topic/brownfields, provides a database of contaminated properties and other activities related to the investigation and cleanup of contaminated soil or groundwater in Wisconsin. As of April 2015, there were six BRRTS sites in the Town of Green Bay. These sites are located throughout the Town and consist of two Spill sites and 4 Leaking Underground Storage Tank (LUST) sites. Five of the six sites have been closed by the WDNR. Cleanup efforts were approved by the WDNR for one LUST site (Van Drisse Oil Co.) but the potential for residual contamination remains because continuing obligations remain for this site. Further coordination with WDNR by the property owner is required when future development or other land use actions are proposed.

ECONOMIC DEVELOPMENT PROGRAMS & PARTNERS

The Town of Green Bay has a limited number of tools or programs of its own that are available to foster economic development. The surrounding villages and cities have chambers of commerce and other economic development tools to attract and support development in the area. Brown County provides a number of economic development resources available to assist individuals and businesses interested in development and municipalities seeking to development within their own communities. In addition, state

and federal agencies provide a wide range of useful economic development financing and planning tools available to communities and individuals. A handful of these tools are outlined below.

Brown County Economic Development Revolving Loan Fund

Businesses can use economic development loan programs, such as the Brown County Economic Development Revolving Loan Fund administered through the Brown County Planning Commission, to obtain low interest loans that will generate new employment opportunities and encourage expansion of the tax base. Through Brown County's partnership with Advance, the Town of Green Bay has access to development and grant information, as well as to economic development marketing services.



Figure 26: A Town of Green Bay restaurant. Image Credit: Mead & Hunt, Inc.

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 Town of Green Bay, 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) of the US Department of Commerce. The Bay-Lake RPC provides a list of economic development partners on its website at <http://www.baylakerpc.org/economic-development/economic-development-links>.

New North, Inc.

New North, Inc. is a 501(c)3 nonprofit, regional marketing and economic development organization fostering collaboration among private and public sector leaders throughout the 18 counties of Northeast Wisconsin, including Brown and Kewaunee. New North is a regional partner to the Wisconsin Economic Development Corporation (WEDC) and the State of Wisconsin, as well as local economic development partners, and represents more than 100 private investors. The New North brand unites the region both internally and externally around talent development, brand promotion and business development, signifying the collective economic power behind its 18 member counties.

Northeast Wisconsin Regional Economic Partnership (NEWREP).

NEWREP provides hands-on support and programming for existing and prospective businesses and works closely with New North, Inc. The group offers: Community-specific economic development

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

NEWREP is comprised of 16 northeast Wisconsin counties plus the Menominee Tribe. While NEWREP's focus is on businesses engaged in research and the development of advanced products, NEWREP also assists businesses that use advanced technology in their production, operations or manufacturing processes.

Economic Modeling Specialist International (EMSI)

Economic Modeling Specialist International (EMSI) software is a comprehensive web-based tool that puts in-depth, local employment data and analysis in the hands of local economic and community development practitioners that enables them to make clear, data-driven decisions. Analyst draws on EMSI's labor market data that is used by hundreds of organizations across the United States for business attraction site searches, strategic public investments in infrastructure and training, and long-term economic planning. The data is automatically updated four times a year, so users can be assured the information they are accessing is current and relevant to their region of analysis.

In 2012, the WEDC and all of the state's nine regional planning commissions formed a partnership to provide access to Economic Modeling Specialist Intl. (EMSI) software throughout the state. Bay-Lake RPC staff has been trained to use EMSI software by WEDC staff.

Wisconsin Economic Development Corporation

The WEDC provides many programs to help communities spur economic development locally. These include programs focused on community and downtown re/development, infrastructure, and the environment. Additionally, the WEDC helps entrepreneurs looking to locate in a particular area connect with the local community and the resources available in the area. Below are summaries of a few of the programs available from the WEDC to the Town of Green Bay.

Capacity Building Grants

Capacity Building (CAP) Grants assist local economic development groups with assessments of the economic competitiveness of the area and with the development of a Comprehensive Economic Development Strategy.

Idle Industrial Sites Redevelopment Program

This program offers grants to communities for the implementation of redevelopment plans for large industrial sites that have been idle, abandoned or underutilized for at least five years.

Wisconsin DNR Safe Drinking Water Loan Program

This program provides financial assistance to communities to build, upgrade, or replace public water supply system infrastructure.

USDA Rural Development (Wisconsin Office)

The US Department of Agriculture Rural Development, Wisconsin office provides financial assistance to communities to support public facilities and services such as water and sewer systems, housing, health clinics, emergency service facilities, and electric service.

WDNR Ready for Reuse Program

This WDNR administered program provides loans and grants to communities to be used for environmental cleanup or hazardous substances or petroleum at brownfield sites.

Capital Catalyst Program

This program provides seed grants, typically ranging from \$50,000 to \$500,000, to communities dedicated to stimulating entrepreneurship. Industry sectors targeted for Capital Catalyst seed grants includes advanced manufacturing, agriculture or food processing, information systems, medical devices, and renewable/green energy.

Seed Accelerator Program

The WEDC Seed Accelerator program provides grants to eligible communities to support a pre-seed (early stage) business model that incorporates training, mentoring, and financial assistance to entrepreneurs in their area. This program largely aims to connect aspiring businesses owners with the resources they need to support new companies.

US Economic Development Administration (EDA)

The US Economic Development Administration provides grant programs for economic development assistance, regional planning and local technical assistance. A database of available grants can be found at www.grants.gov.

STRENGTHS AND WEAKNESSES FOR ATTRACTING BUSINESS

It is both important and required by Wisconsin State Statutes that comprehensive planning “assess categories or particular types of new businesses and industries that are desired by the local government unit”. Table 20 considers the strengths and weaknesses for economic development in the Town of Green Bay. Based on these strengths and weaknesses, the Town’s desired economic focus is reflected in the goal, objectives, and recommendations.

TABLE 20: TOWN STRENGTHS AND WEAKNESSES FOR ECONOMIC DEVELOPMENT

Strengths	Weaknesses
Quality housing stock with high property values	Limited sewer and water services available
Easy commute into major Wisconsin City	Limited size of population and supply of workers
Along access route to major Wisconsin and National tourism destination – Door County	Proximity to City of Green Bay new industrial park
Available land adjacent to major transportation corridors like WIS 54 and 57	Limited Town staff
Recreational opportunities including the Bay of Green Bay and the Niagara Escarpment.	Agriculture is the dominant land use
Strong education base and proximity to several technical colleges and University of Wisconsin-Green Bay	Complementary industries and businesses with which to share services

ECONOMIC DEVELOPMENT GOALS & OBJECTIVES

Goal:

Broaden the tax base and strengthen the Town’s economy and employment base through appropriate agricultural, commercial, and industrial activity.

Objectives:

1. Encourage businesses and industries to implement environmentally-friendly practices, such as buffers, recycling, erosion control, and pollution controls.
2. Identify appropriate areas for additional industrial and commercial activities within the Town.
3. Utilize state and federal programs to aid in the retention of existing and attraction or promotion of new industrial and commercial activities.
4. Encourage the redevelopment of underutilized, vacant, and brownfield areas.
5. Recognize farming as an important component of the local economy and encourage those farmers who wish to remain active in the Town to continue farming.
6. Enhance the Town’s economic development partnerships with agencies, such as Advance, Brown County Planning, Bay-Lake RPC, and the Wisconsin Department of Commerce.

ECONOMIC DEVELOPMENT POLICIES, PROGRAMS, & RECOMMENDATIONS

Encourage Businesses Related to Recreation

The Town’s impressive natural resources (Niagara Escarpment, Bay of Green Bay, Red Banks Alvar)—and location as the gateway to Door County—make promoting businesses related to recreation viable in

the area. The Town encourages the establishment of recreation-based businesses along the Bayshore or within the Dyckesville hamlet. As future Brown County Park recommendations are implemented to enhance and expand recreational opportunities in the area, the Town can capitalize by investing in economic development strategies which complement this expansion.

Direct More Intensive Development into the Dyckesville or New Franken Areas

The Town encourages larger-scale residential and commercial projects be developed in future planned development areas associated with the Dyckesville and New Franken Sewer Service Areas. Specific development areas and criteria will be guided by this Comprehensive Plans, Town ordinances, and the plans and ordinances of the overlapping counties and surrounding towns.

Community Design Characteristics

The Town should encourage design elements, such as agrarian/rural themes, community flags and banners, seasonal decorations, and signage controls to aesthetically integrate individual land use areas and to recognize the Towns unique cultural heritage. The Dyckesville and New Franken areas are particularly well-suited for the application of design standards. The Town of Green Bay also encourages the design of gateways into the Town to give a sense of arrival for visitors and residents.

One of the values of life in a "rural" area is that there are generally fewer restrictions than there are in more urbanized areas. While rural design guidelines admittedly recommend that some limits be placed on what can be done with one's property, guidelines are crucial for maintaining the rural character of the area. Guidelines serve to document rural values and features so they can be protected and preserved. Utilizing design criteria for new businesses is an effective way of ensuring high quality development to be in harmony with the outstanding environmental qualities of the Town.

In commercial areas, simple things such as ensuring that lighting on property doesn't interfere with seeing the night sky, go a long way to preserve character. Requiring lighting in a parking lot to be directed straight down (90-degree downcast) and shielded will safeguard that light is directed where it's needed, and not causing problems where it isn't. Additionally, minimizing the expanse of parking areas along the road—and relocating it behind or next to buildings—will help preserve the appropriate rural presence from the roadway.

Implement Guidelines for Industrial and Commercial Development and Screening

The Town should strengthen and enforce design standards for industrial and commercial properties to ensure high-quality, lasting projects that are compatible with the desired character for the Town. These standards should apply to all new non-residential development in the Town, with particular emphasis along key corridors like WIS 54 and 57 and in the hamlet areas. Outdoor storage and unscreened loading docks should be discouraged in high visibility yards in order to maintain a high-quality appearance

of development sites from roadways. Materials, colors, design of building facades, screening walls, and/or fences in such areas should be compatible with the predominant materials, colors, and design of the “front” of the principal building.

Design standards should depict general design guidance for various types of retail/commercial development projects. Overall, the following principles should be incorporated into site and building designs for new and expanded industrial and commercial uses, regardless of type:

- Limited number of access drives along arterial and collector streets.
- Use common driveways serving more than one commercial use, wherever possible.
- High-quality landscaping of bufferyards, street frontages, paved areas, and building foundations.
- Storage of supplies on the sides of building or behind rather than on the principal street.
- Parking lots landscaped with perimeter landscaping and/or landscaped islands.
- Orient intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas away from less intensive activity areas.
- Parking to the sides and rear of buildings, rather than having all parking in the front.
- Signage that is high quality and not excessive in height or total square footage.
- Use of cut-off light fixtures to prevent light trespass.
- Variations in building height and roof lines, including parapets, multi-planed, and pitched roofs and staggered building facades.
- Arrange/group buildings so their orientation complements adjacent development, frames streets/intersections and parking lots.



CHAPTER

Housing



H HOUSING

The housing and neighborhood development chapter provides an assessment of the age, structural, value, and occupancy characteristics of the Town’s housing stock. This chapter is intended to ensure the Town is providing for an adequate housing supply that meets existing and forecasted housing demand. A compilation of goals and objectives related to housing and neighborhood development helps to identify specific policies and programs that promote the development of housing for residents of the Town and provides a range of housing choices. The housing choices are intended to meet the needs of persons of all income levels and of all age groups and persons with special needs. Therefore, the chapter includes programs and recommendations that promote the availability of land for the development or redevelopment of low- and moderate-income housing, and programs to maintain or rehabilitate the Town’s existing housing stock.

EXISTING HOUSING FRAMEWORK

Housing Type and Tenure

Between 2000 and 2010 the Town’s total housing stock increased twenty percent, from 692 to 830 housing units. Between 2010 and 2013, the Town saw an increase of ten percent, increasing from 830 to 916 housing units. On average, the Town added seventeen new housing unit per year over the past thirteen years. Table 21 shows the housing types located in the Town. The majority (over 90 percent) are single-family detached units. The amount of multi-family units has steadily increased over the past decade and a half, currently making up approximately seven percent of the total housing units 2013.

TABLE 21: HOUSING TYPES, 2000 - 2013

Units per Structure	2000 total	2000, % of total	2010 total	2010, % of total	2013 total	2013, % of total
One Unit, Detached	617	89.2%	769	92.7%	829	90.5%
One Unit, Attached	25	3.6%	14	1.7%	8	0.9%
Two Units	24	3.5%	0	0.0%	0	0.0%
Multi-Family (3+ Units)	10	1.4%	33	3.9%	64	7.0%
Mobil Homes	16	2.3%	14	1.7%	15	1.6%
Total Housing Units	692	100.0%	830	100.0%	916	100.0%

Source: U.S. Census Bureau, 2000, 2010 & American Community Survey 2009 - 2013

Table 22 compares other housing characteristics for the Town of Green Bay to surrounding jurisdictions, as in Chapter 1. The table shows the number of occupied housing units and the percentage of those that are owner versus renter occupied. According to the data, the Town of Green Bay has a similar ratio of owners to renters as compared to surrounding municipalities. The table also shows that the largest percentage of Town of Green Bay residents moved in between 1990 and 2009, and less than ten percent of housing units were occupied since 2010, indicating a relatively stable population.

TABLE 22: SELECT HOUSING TENURE AND HOUSEHOLDER CHARACTERISTICS

Municipality	Occupied Housing Units	% Owner Occupied	% Renter Occupied	% Moved in 2010 or later	% Moved in 1990 - 2009	% Total Housing Units for Seasonal Use*
Town of Green Bay	819	87.7%	12.3%	7.1%	74.5%	8.1%
City of Green Bay	42,734	58.0%	42.0%	18.6%	63.4%	0.4%
Town of Humboldt	532	87.4%	12.6%	10.5%	54.2%	0.6%
Town of Luxemburg	552	93.1%	6.9%	2.4%	64.5%	0.2%
Town of Red River	548	86.5%	13.5%	5.7%	64.4%	12.2%
Town of Scott	1,315	93.4%	6.6%	6.6%	71.7%	5.5%
Village of Luxemburg	914	70.0%	30.0%	14.3%	70.9%	0.1%
Brown County	98,962	66.3%	33.7%	16.3%	65.7%	0.6%
Kewaunee County	8,145	81.0%	19.0%	6.8%	61.6%	4.7%

*Source: American Community Survey 2009 - 2013, *U.S. Census Bureau, 2010*

In addition, Table 22 compares the percent of total housing units used for seasonal, recreational, or occasional use. As might be expected, the Town of Green Bay exhibits a rather large percentage of seasonal use occupancy. The only other adjacent town with a higher percentage is Red River. As indicated previously, the higher percentages of seasonal use occupancy tends to be in the communities along Lake Michigan and is likely related to the adjacency of Door County and its seasonal amenities.

Housing Age and Structural Characteristics

The overall conditions of the housing stock in the Town can be generally assessed through census data. Information available includes structural age, presence of complete plumbing and kitchen facilities, and house heating utility. According to the 2009 – 2013 ACS, more than 30 percent of the housing stock in the Town was constructed during the 1990s and more than 20 percent was built in the 2000s. This correlates with the percentage of the housing units moved into between 1990 and 2009, as presented in Table 22, above. The composition of the Town’s housing stock by age is outlined in Figure 2.



Figure 27: One of the Towns historic resources. Image Credit: Wisconsin Historical Society.

Figure 3 presents the age of housing as a percentage of the total housing stock for Brown County. The County has experienced a fairly consistent growth pattern over the past century with an average of 12 percent of its housing stock being built ever decade. The County’s largest decade of growth came in the 1970s and continues to see a slightly higher growth trend now than previously.

CHART 1: AGE OF HOUSING AS A PERCENTAGE OF THE TOTAL HOUSING STOCK, TOWN OF GREEN BAY

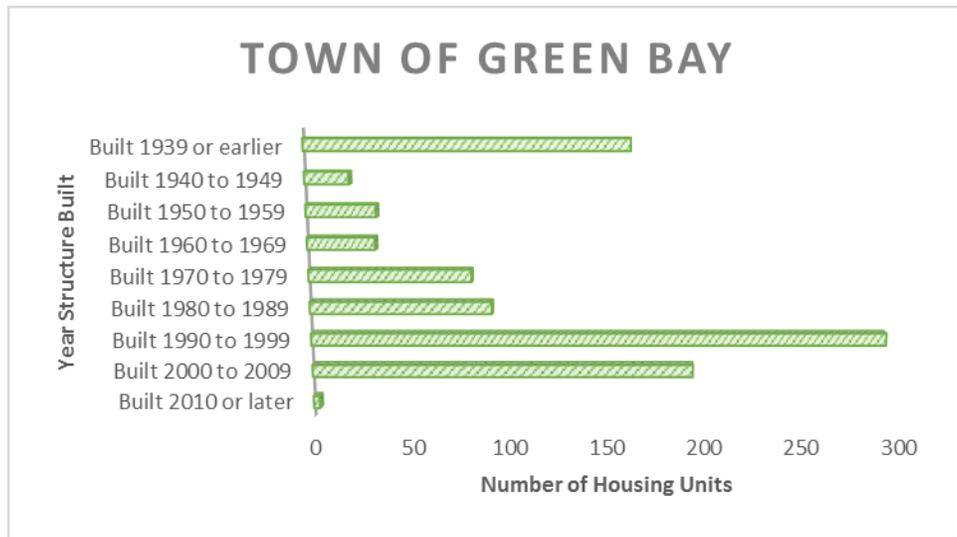
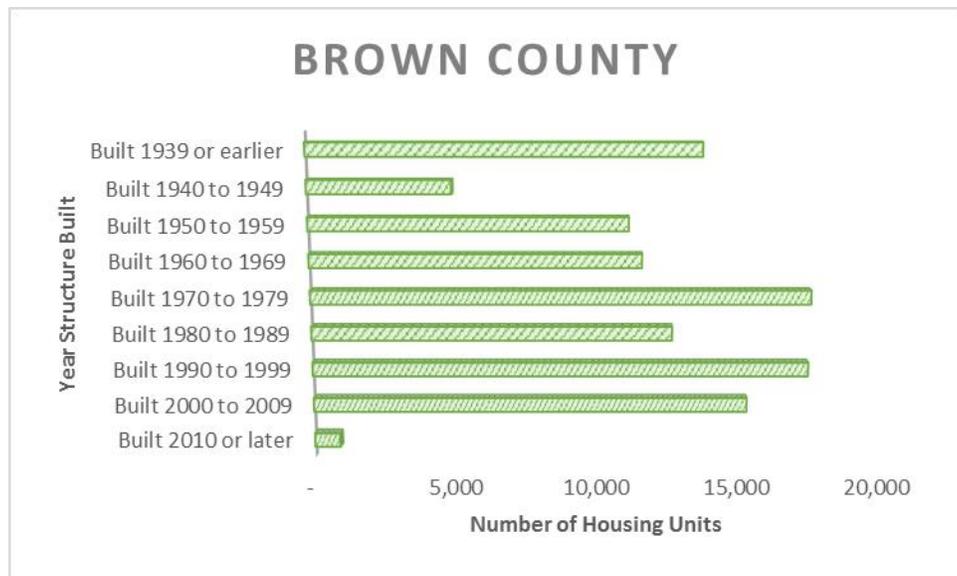


CHART 2: AGE OF HOUSING AS A PERCENTAGE OF THE TOTAL HOUSING STOCK, BROWN COUNTY



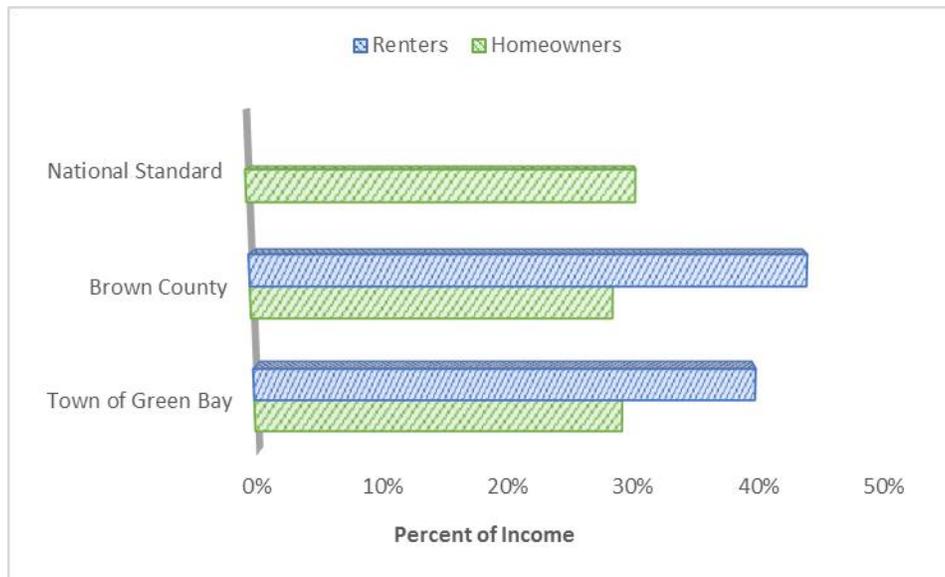
According to the 2009 – 2013 ACS, in the Town of Green Bay, utility gas (59 percent) and bottle/tank/or liquid propane (LP) gas (20 percent) are the predominant house heating fuel. This figure has remained consistent since the 2000s. The majority of house heating fuel in the County is also through utility gas (79 percent); however, a larger percentage of houses in the County are heated by electricity (13 percent).

Housing Needs

The relationship between housing costs and household incomes is an indicator of housing affordability, which is gauged by the proportion of household income spent for rent or home ownership costs. The national standard for determining whether rent or home ownership costs comprise a disproportionate

share of income is set at 30 percent of gross household income. Households spending more than 30 percent of their income for housing may be at risk of losing their housing should they be confronted with unemployment, unexpected bills, or other unexpected events. Figure 4 presents a comparison of the Town and Brown County in relation to the national standard for percent of income for housing for both renters and homeowners.

CHART 3: HOUSING AFFORDABILITY



The data in Figure 4 indicates that occupied housing units in both Town of Green Bay and Brown County are comparable to the National standard for percentage of income spent on housing. However, the data reveals that renters are tending to spend a slightly higher percentage of their income on housing than the National standard. In the Town of Green Bay, that percentage is at 40, while in Brown County it's as high as 43 percent.

Special Needs Housing

Special needs or subsidized housing is often necessary for individuals who require housing assistance or housing designed to accommodate persons limited by financial difficulties, disabilities, age, domestic violence situations, or drug abuse problems. Throughout Brown County, several governmental, private and nonprofit agencies provide some form of housing assistance to meet those types of situations.

Brown County Housing Authority's (BCHA) primary role, in conjunction with the non-profit Integrated Community Solutions, Inc. (ICS), is to oversee the Housing Choice Voucher program as well as to issue housing revenue bonds and provide down payment and closing cost assistance to qualified potential

homebuyers.⁹ The BCHA and ICS serve over 3,200 households with rental assistance each year, approximately 65 percent of which are elderly or disabled.¹⁰

According to HUD, 11 affordable apartment units are located in Brown County. Of these, 6 are elderly units, 3 are family units, and 2 are for disabled individuals. None of the units are located in the Town of Green Bay.¹¹

HOUSING PROGRAMS

A variety of Housing Programs are provided by Brown County, the state, and at the federal level. The Brown County Housing Authority and ICS administers the Section 8 Housing Choice Voucher Program (HCVP), a major federal affordable housing program. The programs listed above and below are resources available to residents of the Town.

Integrated Community Solutions provides a list of resources for housing on its website (www.ics-gb.org). Some of those resources include:

- *Leaving Homelessness Behind Program* providing case management and rental assistance, targeting the gap between when a family is homeless and when they begin accessing the resources available to get them on their feet.
- *Family Self Sufficiency Program (FSS)* is a voluntary employment program in which households develop an action plan to become self-supporting so they will no longer need or rely on public assistance.

The Wisconsin Housing and Economic Development Authority (WHEDA), an independent authority, provides low-cost, fixed interest rate mortgages to low- and moderate-income individuals and families and administers housing grants on a yearly basis to eligible applicants.

NEIGHBORHOOD DEVELOPMENT PATTERN

Most housing in the Town of Green Bay is concentrated in two areas: Dyckesville and off County P, south of Marys Road and north of County K. Housing in the Dyckesville area is primarily oriented towards Lake Michigan, although two subdivisions, including the partially completed Bay Hill Terrace subdivision, exist south of County DK. Along County P, subdivisions extend east and west on Valhalla Road, Odin Lane,

⁹ Brown County Housing Authority, City of Green Bay Community Services Agency, <http://greenbaywi.gov/csa/housing/brown-county-housing-authority/> Accessed February 16, 2015.

¹⁰ About, Integrated Community Solutions, <http://www.ics-gb.org/about> Accessed February 16, 2015.

¹¹ Affordable Apartment Search. US Department of Housing and Urban Development. <http://www.hud.gov/apps/section8/index.cfm>. Accessed February 16, 2015.

Old Country Circle, and Clover Valley Drive. Further south, several other subdivisions are under development but several platted lots remain undeveloped.

A third, smaller collection of homes exists in the unincorporated area of New Franken. In this area, homes in the town are lined along County T. On the other side of County T, in the Town of Scott, residences are included in smaller, partially developed subdivisions.



Figure 28: The Town of Green Bay provides few condominiums.

Elsewhere in the Town, large lot rural/estate residential lots exist along major arterials. Some of these residences are associated with existing farms while other are merely new large lot development. The Towns Estate Residential and Agricultural Zoning Districts, requiring a minimum 40,000 square foot lot for unsewered residential development account for the majority of the towns zoned acreage.

HOUSING GOALS AND OBJECTIVES

Goal:

Provide a variety of quality housing opportunities for all segments of the Town's population.

Objectives:

1. Promote an adequate supply and mix of housing types for individuals of all life stages, physical abilities, and income levels.
2. Support resident's desires to subdivide existing parcels to allow for the creation of "granny flats" and similar single-family residences for family members in districts other than Agricultural.
3. Maintain residential development up to a standard consistent with the Town of Green Bay's codes and ordinances.
4. Identify and utilize government programs, such as the Wisconsin Housing and Economic Development Authority (WHEDA), to improve aging residential stock and assist first-time homebuyers.

HOUSING POLICIES, PROGRAMS, AND RECOMMENDATIONS

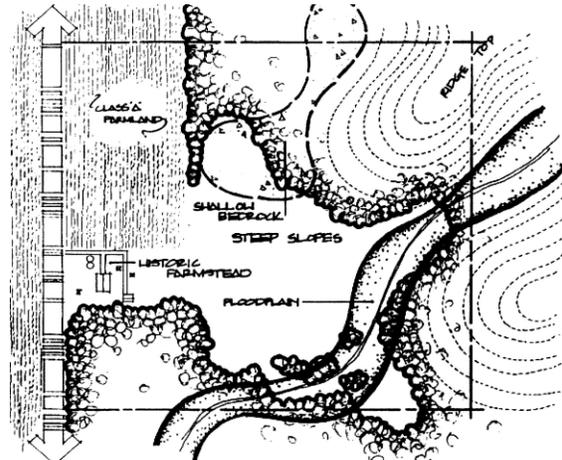
Plan for a Sufficient Supply of Developable Land for Housing

The Town should accommodate at least twenty years of anticipated residential development demand, especially the need for a range of housing types serving persons with different income levels, ages, and needs. This Plan recommends that new housing development be located near areas with existing

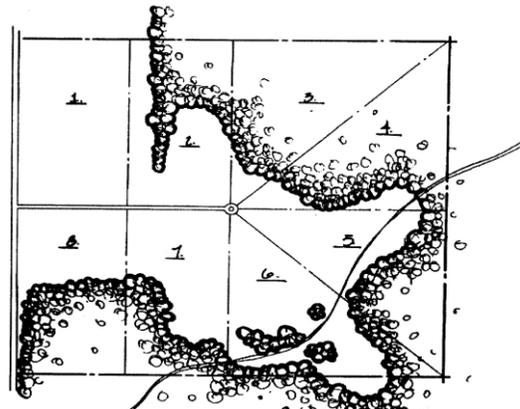
development. A number of state and federal housing programs are available to assist in promoting affordable, elderly, and assisted housing as described earlier in this chapter.

Support Conservation by Design Development

The Town of Green Bay has a number of critical environmental or historical features that should be preserved even though the local property owner wishes to develop his or her property. In situations such as these, conservation by design subdivisions could accomplish both preservation and development. In terms of housing, the lots in conservation by design subdivisions are typically smaller and clustered together to prevent damage to the environmentally or culturally significant feature(s). When first identifying the areas for preservation, it should be made clear exactly who will own and be responsible for the maintenance of preserved areas.



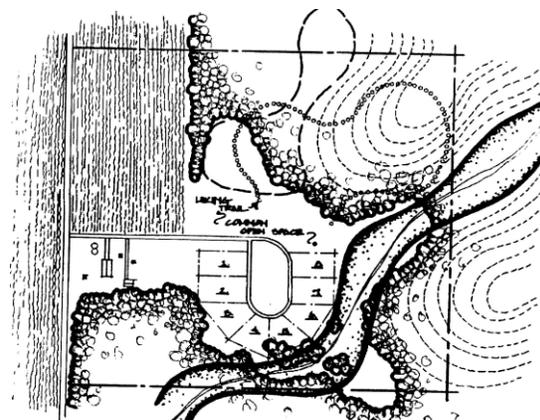
The conservation example in this section uses sketches from "A Model Ordinance for a Conservation Subdivision," prepared by the University of Wisconsin Extension. A comparison of the advantages of conservation subdivisions is provided in Table 23.



Step 1: Inventory and mapping of existing resources for a hypothetical 40-acre site.

Step 2: Development yield as permitted under existing ordinances (zoning, etc.) for the 40-acre site and assuming a 5-acre minimum lot size zoning standard. Eight lots would be permitted under this scenario.

Step 3: Concept map of the conservation subdivision showing the eight lots that would be permitted, plus the historic farmhouse, which would be preserved, for a total of nine dwelling units.



Given the strong desire of the Town of Green Bay's residents to retain the Town's rural character and preserve its natural features, conservation by design subdivisions offer a preferable alternative to

Figure 29: The three graphics above compare the layout of a typical subdivision versus a conservation by design subdivision and the potential impact on environmental resources.

typical subdivisions with large lots blanketing entire tracts of land. With the number of areas of wetlands, upland woodlands, and unique features in the Town of Green Bay, conservation subdivisions provide a means to protect and preserve those unique or critical wildlife features on each site to help maintain the Town’s rural character. The Town of Green Bay should consider incentives to developers for the creation of conservation subdivisions, including relaxed design standards for street widths, cul-de-sac lengths, and lot shape and width. The Town of Green Bay Planning Commission and the Town Board should encourage the development of conservation subdivisions that meet the Town’s intent to preserve its rural character.

TABLE 23: COMPARISON OF CONVENTIONAL AND CONSERVATION SUBDIVISIONS

Conventional Subdivision	Conservation Subdivision
All parts of the tract are either house lots or roads.	Close to 1/2 of the site is undivided open space or agricultural land that can be permanently preserved.
View from across the road to the trees and creek is disrupted, and houses can be seen in all parts of the development.	View from across the road to trees and creek is almost entirely preserved.
Only 4 property owners have access to parts of the creek.	All property owners have access to the length of the creek.
No common space. Each lot owner only has use of their own parcel.	Creates a number of common open space areas with a large area remaining for active agricultural use.
No pedestrian ways unless sidewalks are included in the construction of road right-of-way.	Trail network can be completed and link with neighboring subdivisions.
No area for neighborhood facilities, like pocket parks.	Central green area can include children's play area, shelter, or other amenities.

Benefits of conservation, or cluster development includes preservation of open space for enjoyment of the neighboring residents and the whole community, preservation of existing environmental corridors, preservation of viewsheds, steep slopes and unique natural features, management of the location of growth within a development area, and preservation of open space without a cost to the Town. In other words, the Town does not need to purchase the land in order to preserve it and can thus use this tool to preserve the character of the existing landscape.

Encourage Context Sensitive Neighborhood Design and Locations

This plan endorses high-quality neighborhood design and layout in all newly planned residential areas in the Town. Within planned residential areas, the Town promotes the concepts of neighborhood design including a mix of housing lot sizes and densities and the development of neighborhood focal point such

as a park or plaza. Many existing neighborhoods contain a neighborhood or mini-park that provides a place for gathering and recreation, and helps develop a sense of place within the community. Homes should be arranged in desirable locations that consider topography, natural features and viewsheds, public and private access to open space, and privacy. Also critical to quality neighborhood design is an interconnected network of streets sized to correlate to traffic volumes, yet oriented to its many users including bicyclists and pedestrians. The roadway should be used to connect homes to each other, connect streets to the road network, and connect the development to adjoining open space and or nearby public lands. In this regard, the Town should also coordinate with neighboring municipalities to ensure development across boundaries is interconnected and the transition between map boundaries is seamless on the ground.

Allow Accessory Apartments on Residential Parcels

As Town of Green Bay residents continue to age, there often comes a time when they may not want to maintain a separate home but do not want to be placed in a retirement or elderly care home. An alternative would be to consider small, secondary living quarters on one parcel. These “granny flats,” as they are sometimes called, allow (for instance) 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. Currently, the Town allows accessory residential units only in the Agriculture Zoning District. The Town should pursue policy changes to allow these types of single-family residences by right in all residential zoning districts.

Transfer of Development Rights Program

A Transfer of Development Rights (TDR) Program can allow landowners to transfer the right to develop one parcel of land to a different parcel of land. Transfer of Development Rights is used to shift development from agricultural or environmentally sensitive areas to designated growth areas closer to municipal services and existing development. When a landowner sells property, generally all the rights (develop, lease, sell, mine, etc.) are transferred to the buyer. In the example below, the City used a TDR to

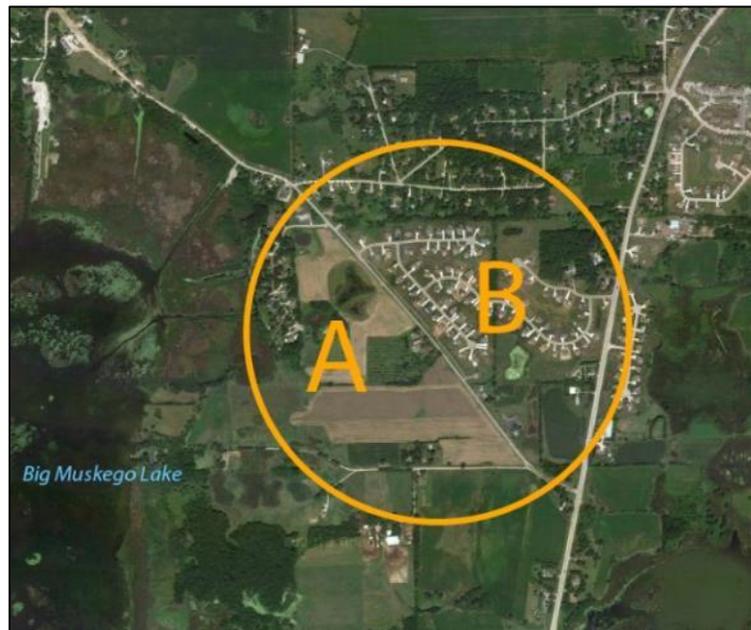


Figure 30: Shown above, the City utilized a TDR program for preservation of productive agricultural land (A) and a sensitive wildlife area associated with Big Muskego Lake. The new development (B) was allowed a greater density, or “density bonus”. Source: Google Earth and Mead & Hunt, Inc.

allow greater density development and preserved a sensitive wildlife area associated with the Lake.

Transfer of Development Rights programs enable landowners to separate and sell the right to develop land from their property rights. In this way, TDR programs can be utilized to protect prime farmland, conserve environmentally sensitive areas like the Niagara Escarpment, protect scenic views, and preserve historic landmarks.

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CHAPTER

Utilities &
Community Facilities



UTILITIES & COMMUNITY FACILITIES

The utilities and community facilities chapter is intended to inventory and map existing facilities and act as a guide the future development of utilities and community facilities in the Town. Facilities include parks, police, fire, emergency medical services (EMS), schools, libraries, public utilities, storm water management, water supply, solid waste disposal, recycling facilities, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, and other public facilities. This chapter also includes an approximate timetable that forecasts the need to expand or rehabilitate existing or create new utilities and facilities. Goals, objectives, policies, programs, and recommendations are included at the end of this element.

TOWN INVENTORY

Town Facilities

The Town of Green Bay Town Hall is located at 5999 County Road K in Champion. Town Hall was built in 1933 and consists of two meeting rooms and storage space for Town records. It is anticipated that this facility will meet the needs of the Town over the 20-year planning period of this plan. There are no Brown County buildings or facilities located within the Town although one Brown County Department of Public Works Garage is located just west of New Franken on WIS 54 in the Town of Scott.



Figure 31: The original Town Hall still stands next to the new Town Hall in Champion. Image Credit: www.wisconsinhistory.org

Police, Fire, and Emergency Medical Service (EMS)

The Town is currently served by the Brown County Sheriff's Department for police services. It is recommended that the Town periodically evaluate this service to ensure that it continues to meet the The New Franken Fire Department, a volunteer department, currently provides fire protection for the Town. The New Franken Fire Department also provides first responder services for the Town. The department is located within New Franken and also serves the towns of Humboldt and Scott in Brown County.

The New Franken Fire Commission study of future fire department needs recommended that a new fire station be built in the Town of Green Bay near WIS 57. To date, insufficient manpower and financial resources has not made this possible. Despite this, the Town should periodically evaluate the need to implement the recommendations of the study and evaluate its fire service to ensure that it continues to meet the needs of the Town as it continues to grow.

The Town currently has a contract with County Rescue Services Inc., located in the Village of Bellevue, for rescue services (ambulance and paramedic) in the Town. It is anticipated that this service will be adequate for the planning period covered by this comprehensive plan. It is recommended that the Town of Green Bay evaluate this service to ensure that it continues to meet the needs of the Town in as efficient and cost-effective a manner as appropriate.

Sanitary Sewer Service (Offsite Sewage Disposal)

The Green Bay Metropolitan Sewerage District, now known as NEW Water, Wastewater Treatment Plant serves the City of Green Bay, the Villages of Allouez, Ashwaubenon (portion), Bellevue, Hobart (portion), Howard, and Pulaski, and the Towns of Green Bay (Dyckesville and New Franken portions), Humboldt (portion), Pittsfield (portion), Red River (portion), and Scott (portion). There are currently no known concerns or issues associated with the NEW Water wastewater treatment plant or interceptor sewer system.

The town is provided Sanitary Sewer Services within New Franken and Dyckesville. Both the New Franken and Dyckesville Sanitary Districts consist of the ownership, operation, and maintenance of a local sanitary sewer collection system comprised of gravity sewers, lift stations, and force mains. These systems are both tributary to the collection system of NEW Water, which, in turn, is tributary to the sewage treatment plant located about 12 miles southwest of the Dyckesville Sanitary District and about nine miles west of the New Franken Sanitary District. The Dyckesville and New Franken Districts have a regular inspection program of its sewerage system and are generally aware of the demands future growth will impose upon the collection system.

New Franken Sanitary District

The New Franken Sanitary District, shown on Map 6, Utilities & Community Facilities, was created in 1992 to address widespread failing septic systems within this area. In October 1995, a facilities plan was completed for the sanitary district that recommended connection of the New Franken area to the Royal Scott Sanitary District force main and then to the NEW Water interceptor sewer system. Public sanitary sewer service has been provided to the New Franken area since 1998.

Dyckesville Sanitary District

The community was first identified as a future sewered area in the 1987 update of the County sewage plan. The sanitary district, shown on Map 6, was created by order of the WDNR in 1981 because of widespread failing septic systems within that area. The sanitary district's facilities plan was prepared in August 1983 and an interceptor sewer was completed in 1989. Public sanitary sewer service was provided to the Dyckesville area shortly thereafter.

It is recommended that the Town continue to work with the Dyckesville and New Franken Sanitary Districts and that all three continue to work with NEW Water to ensure that future sewer growth and development are accommodated as efficiently as possible. To ensure the most efficient and cost-effective sewerage system possible, replacement, rehabilitation, and new construction should take place in a planned and coordinated manner. For instance, whenever possible, sanitary system modifications within a specific area should be undertaken at the same time as water, stormwater, and/or road construction or reconstruction so that construction impacts are minimized and efficiency between the projects is maximized. Also, the development/redevelopment of lands adjacent to this specific area and the use of underutilized infrastructure should be encouraged over the extension of new infrastructure. When the extension of infrastructure is warranted, it should be provided in such a manner that encourages compact and contiguous development patterns.

Onsite Sewage Disposal Systems

Onsite sewage disposal systems are those that store, treat, or dispose of wastewater 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, and pressure systems used by individual homeowners and small businesses located in rural areas.

Chapter 11 of the Brown County Code regulates the location, construction, installation, alteration, design, and use of all private onsite wastewater treatment systems (POWTS) within the County so as to protect the health of residents, to secure safety from disease and pestilence, to further the appropriate use and conservation of land and water resources, and to preserve and promote the beauty of Brown County and its communities. It is recommended that the Town of Green Bay support Brown County's private sewage disposal system ordinance that requires inspections of all existing onsite sanitary systems at the time of sale of the associated property and the ordinance's mandatory 3-year maintenance program.

Consistent with the Town's and both sanitary district's long-range sewer planning efforts, the goals, objectives, policies, and assumptions set forth in this comprehensive plan, and in acknowledgement of the major investment already made and planned to be made in the Dyckesville and New Franken sewerage systems, it is recommended that new development to be served by onsite sewage disposal systems be discouraged within and immediately adjacent to the Dyckesville and New Franken sewer service areas. It is further recommended that large-scale unsewered development located outside of the sewer service areas but inside the growth increments be discouraged but, if developed, be developed in such a fashion that when public sanitary sewer service becomes available, such development can and must connect to the public sanitary sewer system in an efficient and cost-effective manner. It is also recommended that existing unsewered development within the future sewer growth areas of the Town

be connected to public sewer when it can be done cost-effectively and efficiently, such as when a majority of onsite systems within a certain area begins to fail and public sewer is already nearby.

Water Supply

The Town of Green Bay does not have a public water supply. Every resident and business in the Town has its own private well. However, based upon past discussions between the Towns of Green Bay and Scott, public water could potentially be made available to the Town of Green Bay sometime in the future should the two towns and affected sanitary districts so desire.

Groundwater has long been the source of all drinking water and other water uses within the Town of Green Bay. Wells in the Town utilize three different aquifers: either the shallow aquifer located in gravel pockets in the glacial drift, a deeper aquifer located in the limestone rocks of the Sinnippe Group, or the deeper sandstone aquifer. Some wells within the Town extend as far down as 650 feet into the deep sandstone aquifer for drinking water, but most wells are between 100 to 200 feet deep. According to the Wisconsin Department of Natural Resources Groundwater Retrieval Network, about 21 transient non-community wells (for gas stations, restaurants, golf courses, etc.) and about 369 private potable wells (individual homeowners) are recorded within the Town.

Stormwater Management

The Town of Green Bay's current stormwater system is comprised of an informal conveyance system consisting of swales, roadside ditches, storm sewers, culverts, and channels and a storage system consisting of wetlands and wetland remnants. There are no publicly-owned and very few privately-owned constructed stormwater detention facilities within the Town. This system generally transports stormwater runoff from developed lands to the Town's rivers and streams.

Solid Waste and Recycling Facilities

Garbage and recycling pick up is currently contracted with Advance Disposal. Garbage is collected curbside on the north side of the Town every Thursday and on the south side of the Town every Friday. Recyclable paper, glass, plastic, and metal is collected bi-weekly and on alternate weeks. Bulkier items are collected for a fee. Refuse and recycling services currently meet the needs of Town residents.

Post Offices

Residents and businesses within the Town of Green Bay utilize the U.S. Post Office located in New Franken and the one on the City of Green Bay's east side approximately eight miles west of the Town of Green Bay. It is anticipated that these post offices will continue to meet the needs of the Town for the next 20 years.

Map 6: Utilities & Community Facilities

Parks and Recreation

The Town of Green Bay does not provide any recreational facilities. However, Cecil Depeau Bay Shore Park, owned and operated by Brown County, is located in the Town along the bayshore west of Dyckesville. This park is 91 acres in size and provides a campground, restrooms, showers, softball diamond, a boat landing with six docks, two shelters, a picnic area, a parking lot, hiking trails and open space. One small community park maintained by the Dyckesville and Kewaunee Lions Clubs, the local chapters of Lions International, is located on the Kewaunee County side of Dyckesville.

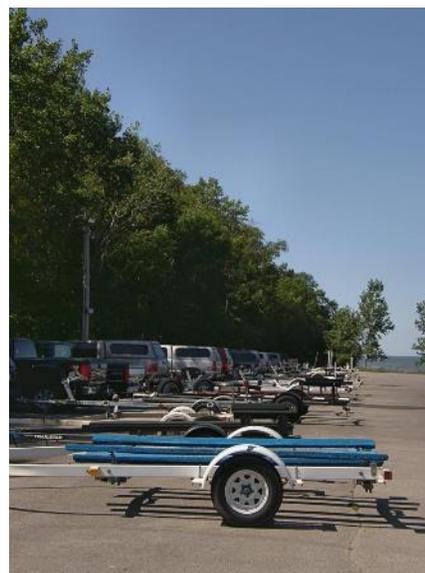


Figure 32: Bay Shore County Park provides a heavily used boat launch into Lake Michigan. Image Credit: Marilyn Whiteley via www.panoramio.com

To provide recreational services in an efficient and effective manner and to maintain eligibility for state and federal recreational grants, it is recommended that the Town work with Brown County for any future park or trail development or recreational facility improvements.

Schools

The Town is currently served by two school districts, as illustrated on Map 7, School Districts and compared in Table 24. The Luxemburg-Casco Public School District is the predominant district covering the majority of the Town. Within this district, there are four public and three private schools. The other district, the Green Bay Area Public School District, is available to those residents living around New Franken, both north and south of WIS 54 along County T. There are 41 public and 18 private schools within the Green Bay Area School District. No schools are located within the Town of Green Bay.

TABLE 24: SCHOOL DISTRICT ENROLLMENT, 2010 – 2014

District Name	2010	2011	2012	2013	2014	% Change 2010 - 2014
Green Bay	20,332	20,376	20,636	20,685	21,006	3%
Luxemburg-Casco	1,923	1,899	1,920	1,901	1,862	-3%
Private Schools (in both districts)	3,786	3,839	3,716	3,554	3,470	-8%

Source: Wisconsin Department of Public Instruction, 2015

The Northeast Wisconsin Technical College (NWTC) is located in the City of Green Bay and provides outreach college educational programs within its region, which encompasses the Town of Green Bay. The nearest outreach facility building is located in Luxemburg.

University of Wisconsin-Green Bay (UWGB), located at 2420 Nicolet Drive in Green Bay, is approximately

Map 7: School Districts

four-and-a-half miles west of New Franken along the local extension of WIS 54. UWGB provides post-high school education ranging from certification and pre-professional programs to Associates, Bachelor's, and Master's Degree programs in more than 100 areas of study. The proximity of UWGB to the Town provides opportunity for economic development, housing, recreation, and an expansion of other resources.

Libraries

The Town of Green Bay 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, the closest is located within the City of Green Bay's east side. 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 Town residents. The Brown County Bookmobile also serves the unincorporated communities of Dyckesville and New Franken. The town should continue to support the bookmobile in order to ensure continued, convenient access to the Brown County Library system.

Health Care Facilities

The Town of Green Bay primarily relies on private healthcare providers located in the City of Green Bay. The closest health clinic to the Town, Prevea Luxemburg Health Center, is located on School Creek Trail in the Village of Luxemburg. Many services are also provided to the citizens of the Town, as well as the rest of Brown County, by the Brown County Health Department. It is anticipated that the existing service will be adequate for the timeframe of this comprehensive plan.

Elderly Care Facilities

One nursing home is located within the Town of Green Bay. The Town primarily relies upon private elderly care providers and the Brown County Aging Resource Center located in the City of Green Bay for additional elderly care services. While additional future demands should continue to be addressed primarily by these agencies and while the Town should support such uses within its own community when properly designed and located, some services may warrant provision by the Town. Most often considered in this regard is a senior center that would provide recreational, educational, and other similar opportunities to the Town's senior citizens. Senior centers are often located in conjunction with other compatible uses, such as a town hall, park site, or school, and often share space with other agencies, such as the local park department and the Brown County Health and Human Services Department, for their services and programs.

Childcare Facilities

There is one private childcare/daycare centers within the Town of Green Bay. However, residents primarily rely upon private childcare/daycare providers located in neighboring communities. It is anticipated that public childcare/daycare services will be adequate for the planning period of this

Town of Green Bay Comprehensive Plan

comprehensive plan. The Town should support such uses within the community when properly designed and located, and allow the private sector to address additional future demands for childcare facilities.

Telecommunications

CenturyTel provides landline phone service to the Town. This does not include Internet access by cable modem or DSL except in and around the New Franken area.

Energy and Electric Systems

Electricity and natural gas are provided in the Town of Green Bay 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.

It is anticipated that energy will continue to be provided by the private sector and will continue to meet the demands of the Town. It is recommended, however, that the Town periodically correspond with WPS to ensure that anticipated development and growth trends within the Town are reflected in WPS's future planning efforts.

Cemeteries

There are three cemeteries within the Town of Green Bay. Robinsonville Presbyterian Cemetery is located on Doris Road west of County K, St. Joseph Cemetery is located on County K in Champion across from Town Hall, and Seventh Day Adventist Cemetery is located on County Line Road, north of County K. It is not anticipated that additional cemeteries will be created or needed during the planning period of this comprehensive plan.

UTILITIES & COMMUNITY FACILITIES GOALS & OBJECTIVES

Goal:

Promote a quality living environment through the timely, efficient, and cost-effective provision and maintenance of public facilities and services affecting the health, safety, and well-being of Town of Green Bay residents and businesses.

Objectives:

1. Monitor the quality and quantity of groundwater in the Town of Green Bay to ensure a safe drinking water supply.
2. Utilize and maintain quality onsite sewage disposal systems in the Town.
3. Evaluate the need for and ensure adequate levels of additional services and infrastructure as the Town continues to grow.

4. Coordinate future services and infrastructure with neighboring communities and Brown County to the greatest extent practical.
5. Maintain the Town's existing public facilities.
6. Replace aging/obsolete infrastructure and equipment and provide new services and infrastructure in a timely, efficient, and cost-effective fashion.
7. Explore the retention of professional engineering services to assist in development review.
8. Develop a comprehensive stormwater management plan and informational materials to address water quantity issues (such as flooding) and water quality issues (such as surface and groundwater pollution).
9. Study the feasibility of supporting a senior center within the Town.

UTILITIES & COMMUNITY FACILITIES POLICIES, PROGRAMS, & RECOMMENDATIONS

Town Services and Facilities

Continue to contract for services including road maintenance, snow plowing, recycling and refuse collection. Continue to partner with surrounding and overlapping municipalities to provide police, fire, and EMS services. The Town does not intend to provide regional stormwater management facilities, library facilities, or health care facilities. No Town facility upgrades are anticipated at the present time, but modernization of some Town facilities including Town Hall may be appropriate during the 20-year planning period.

Sanitary Sewer Service

Sewerage system replacement, rehabilitation, and new construction should take place in a planned and coordinated manner so that efficiency and cost-effectiveness are maximized as much as possible and appropriate. To that end, development or redevelopment of land within the Town adjacent to and already within the area provided public sanitary sewer should be encouraged over the extension of infrastructure for new areas. Future growth areas are identified on Map 6.

Onsite Sewage Disposal

In general, development of unsewered subdivisions located outside of the sewer service areas/20-year growth increment identified within this plan should be discouraged. If such development is proposed, it should be designed and located so that it can eventually be connected to public sewer and/or water systems as efficiently as possible.

The Town should also continue to support Brown County's private sewerage disposal system ordinance that requires inspections of all existing onsite sanitary systems at the time of sale of the associated property and the ordinance's mandatory 3-year maintenance program.

Water Supply

During the 20-year planning period, the Town should monitor and support the study of its groundwater quality to determine if depletion of the water supply is occurring and if contamination is present within the Town. According to the WDNR, 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 the water poses a health risk.

There have periodically been instances of reports of contaminated wells in the central portion of the Town. An effort by the Brown County Health Department to obtain voluntary well water samples from residents in this area in 1998 discovered some wells with elevated levels of coliform, an indication that the well water may be bacteriologically contaminated. At that time, the extent, severity, and source or sources of contamination were not determined, and it was recommended that homeowners continue to frequently test their drinking water quality and alert the proper authorities of any contamination issues. Periodic reports of contaminated well water have continued since. In 2005, another effort to get homeowners to voluntarily submit well water samples for testing was initiated. The WDNR has also volunteered to work with the Town and/or landowners to consider proper well casing requirements to assist in addressing this potential problem.

Stormwater Management

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.

Based upon the concerns and impacts associated with increased stormwater runoff, the anticipated additional development within the Town, it is recommended that over the planning period of this plan, the Town should amend its Zoning Ordinance to reflect the need to retain professional engineering services to assist in development review.

Support Development of Additional County Parkland and Recreational Facilities

The Town does not currently own or maintain any park facilities. Over the planning period, the Town does not intend to purchase or develop any community or neighborhood parks. However, should the development of a park be proposed in conjunction with other development, the Town will evaluate the appropriateness of its location, size, and amenity. The Town will also maintain a good relationship with Brown County in order to support the County's future development of parks and recreational facilities like trail corridors.



Figure 33: Image Credit: Mead & Hunt, Inc.

Telecommunications

The Town should ensure that all possible efforts are undertaken to collocate telecommunications facilities to ensure that adequate easements and other necessary rights-of-way are available. It is also recommended that the Town consider a study of an ordinance for this purpose. It is further recommended that the Town ensure that adequate siting and design standards for the associated infrastructure are followed.

Telecommunications services within the Town should continue to be provided by the private sector. It is recommended, however, that the Town periodically contact CenturyTel to ensure that anticipated development and growth trends within the Town are reflected in CenturyTel's future planning efforts.

TABLE 25: TIMETABLE TO EXPAND, REHABILITATE, OR CREATE NEW COMMUNITY UTILITIES OR FACILITIES

Town Utilities & Community Facilities	Timeframe	Comments
Town Buildings	Ongoing	Support ongoing Town Hall maintenance and evaluate the need for modernization of facilities. No major improvements are expected
Schools	Ongoing	Work with school districts serving the Town on long-range planning issues
Police	Ongoing	Coordinate and maintain relationship with Brown County to ensure adequate police services are provided.
Fire	5 years	Evaluate the need for a new Fire Station in the Town, as recommended by the New Franken Fire Commission
Emergency Medical Services (EMS)	5 years	Evaluate the current contract with County Rescue Services Inc. to ensure EMS services are provided to the Town during the planning period
Health Care Facilities	n/a	Existing medical facilities outside the Town are expected to continue to provide adequate service for Town residents
Elderly Care Facilities	5 years	Evaluate the need for a Senior Center within the Town
Childcare Facilities	n/a	Existing (private) childcare facilities are expected to be adequate for the planning period
Parks & Recreation	5 years	Evaluate need for additional parks and recreational facilities in conjunction with Brown County
Libraries	Ongoing	Brown County library service meets current and forecasted needs
Post Offices	5-10 years	Evaluate if services provided by the New Franken Post Office are effectively meeting the needs of Town residents
Sanitary Sewer	Ongoing	Continue to support existing and future sanitary sewer
Water Supply	Ongoing	Monitor and support the study of groundwater quality to ensure water quality and supply are safe
Stormwater Management	10 years	Prepare a comprehensive Stormwater Management plan in cooperation with Brown County
Solid Waste & Recycling Facilities	5 years	Evaluate the need for a recycling/yard waste transfer/disposal site for residents
Energy & Electric Systems	Ongoing	Periodically contact WPS to ensure that growth and development trends within the Town are reflected in its planning efforts
Telecommunications	Ongoing	Periodically contact CenturyTel to ensure that growth and development trends within the Town are reflected in its planning efforts
Cemeteries	Ongoing	Existing cemeteries expected to be adequate over the 20-year planning period



CHAPTER

**Agricultural, Natural, &
Cultural Resources**

A GRICULTURAL, NATURAL, & CULTURAL RESOURCES

This chapter contains a compilation of goals, objectives, programs, maps, and recommendations for the conservation, and promotion of the effective management, of natural and cultural resources. These resources include productive agricultural areas, nonmetallic mineral resources, groundwater, forests, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, parks, open spaces, historical and cultural resources, recreational resources, and other natural resources.

AGRICULTURAL RESOURCES

The amount, location, and type of agricultural lands and natural areas, plays a tremendous role in defining the community character and quality of life of the Town of Green Bay. These resources help preserve the community’s history and identity and help sustain vital industries, such as farming and tourism. In addition, when these resources are protected and sustained, clean air, clean water, quality of life, and adjacent property values are all positively impacted. However, when these resources are damaged, quality of life, dependent industries, and even adjacent property values can diminish.

Agriculture has historically been and continues to be the dominant land use activity in the Town of Green Bay. Over 60 percent of the land in the Town is devoted to agricultural use, however that number is decreasing, as shown in Table 26. Fragmentation of agricultural lands continues to put pressure on active farmers and limits their efficiency. Agriculture and natural areas are important resources of the Town of Green Bay and this plan intends to preserve them as much as possible.

TABLE 26: AGRICULTURAL LAND USE CHANGES IN BROWN COUNTY, 1970 – 2010

Year	Acres	Percentage of County	Absolute Change in Acres	% Change
1970	227,254	66.4	-	-
1980	216,809	63.3	-10,445	-4.6
1990	201,668	58.9	-15,141	-7.0
2000	176,695	51.6	-24,973	-12.4
2010	162,588*	47.5	-14,107	-8.0

* does not include farm buildings

Source: 2013 - 2017 Brown County Farmland Preservation Plan

Character of Farming

In 2012 Brown County published the 2013– 2017 Farmland Preservation Plan (FPP), which examined the conversion trends of agricultural land to developed land uses since the previously certified plan in

1985.¹² According to the FPP, between 1970 and 2010 approximately 65,000 acres of agricultural land was converted to other land uses. In 2010, for the first time ever, agricultural lands totaled less than 50 percent of land uses in Brown County. Table 26 on the previous page illustrates this change.

In 2009, in response to the trend of farmland loss not just in Brown County, but statewide, the State of Wisconsin undertook an effort to modernize the state's farmland preservation program.

The Wisconsin Working Lands Initiative (WLI) provides additional tools to counties and local units of government to encourage protection of the state's remaining agricultural lands.

Specific tools include:

- Increasing the state income tax credit for land within a farmland preservation zoning district.
- Creation of a purchase of Agricultural Conservation Easement (PACE) program that pays a landowner for the right to develop the property.
- Creation of Agricultural Enterprise Areas (AEAs) to keep land in agricultural use for 15 years in exchange for a premium tax credit.
- Allows non-farm residential development within a certified agricultural zoning district provided certain density and performance standards are met.

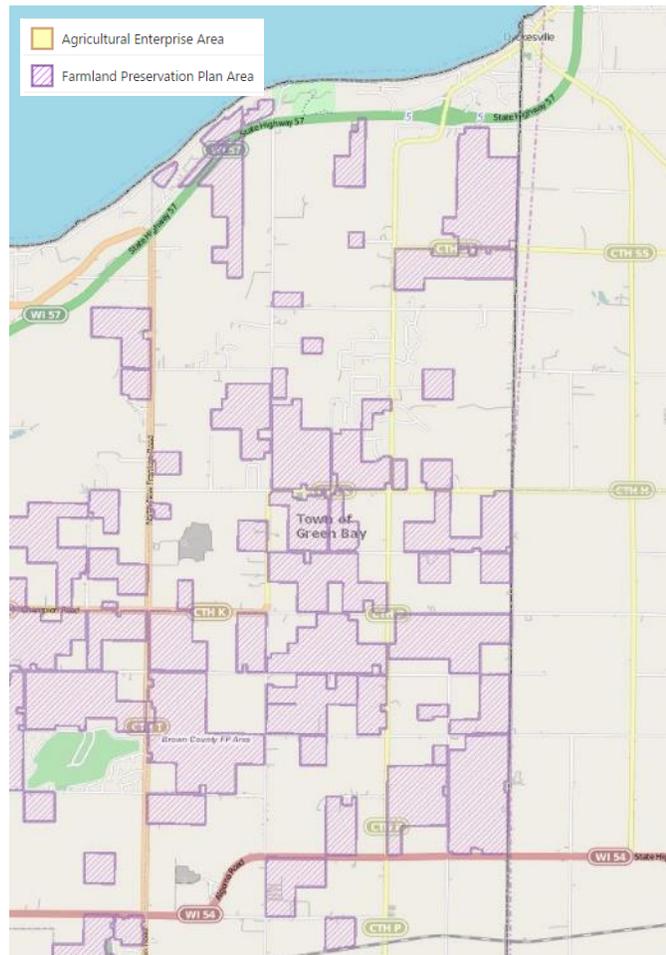


Figure 34: Town of Green Bay Farmland Preservation Plan Areas. Farmland Preservation, DATCP. https://datcpgis.wi.gov/slv_datcps_2_0/index.html?Viewer=AEA, accessed February 28, 2015

Prior to European settlement, the Town of Green Bay, as well as the rest of Brown County, was almost entirely comprised of woodlands. Brown County's woodlands rapidly disappeared during the 1800s due to extensive harvesting of timber for the lumber industry (peaking during the 1840s). By 1860, agriculture (primarily wheat farming) replaced logging as the principal industry in Brown County. By 1900, wheat farming began to decline due to the depletion of nitrogen in the soil, and interest in dairy farming

¹² An unofficial update to the Brown County Farmland Preservation Plan was completed in 1995, but was not subsequently submitted to the Department of Agriculture, Trade, and Consumer Protection (DATCP) for certification.

increased. Soon after, dairy farming became the principal agricultural activity in Brown County and the Town of Green Bay, and it remains so today.

Between 1980 and 2000, approximately 12 percent of agricultural lands (1,296 acres) were lost within the Town of Green Bay. Similarly, between 2000 and 2015, nine percent (825) acres of agricultural lands were lost. However, this loss is not primarily attributable to development, but more accurate mapping in recent years, reclassification, and the gradual reversion of idle agricultural lands back to woodlands, wetlands, or other open spaces

Natural areas comprised of woodlands, wetlands, surface water, and other open lands are the second largest land use category within the Town of Green Bay and have increased nearly 500 acres since 2005. Woodlands and other natural areas now comprise over 15 percent (3,560 acres) of the Towns total land.

Number and Type of Farms

According to the 2012 U.S. Department of Agriculture Census, the number of farms in Brown County has increased from 1,053 in 2007 to 1,111 in 2012 while the amount of land in farms has decreased three percent. Over this time period the average size of farms also decreased from 178 acres to 163 acres and the median, or average, size decreased significantly from 64 to 40 acres. In 2012 there were more farms smaller than 50 acres and more farms greater than 1,000 acres than in 2007. The number of farms between 50 and 1,000 acres also dropped. Table 27 illustrates farming trends since 2002.

TABLE 27: NUMBER AND TYPES OF FARMS IN BROWN COUNTY, 2002 – 2012

Farms by NAICS	Number of Farms			% Change 2012 - 2012
	2002	2007	2012	
Dairy cattle and milk production (11212)	282	248	186	-34%
Other crop farming - hay and all other crops (1119)	271	193	203	-25%
Oilseed and grain farming (1111)	116	170	287	147%
Beef cattle rancing and farming (112111)	159	145	169	6%
Animal aquaculture and other animal production (1125, 1129)	116	109	130	12%
Greenhouse, nursery, and floriculture production (1114)	50	49	36	-28%
Cattle feedlots (112112)	57	49	19	-67%
Poultry and egg production (1123)	17	31	10	-41%
Fruit and tree nut farming (1113)	11	20	19	73%
Vegetable and melon farming (1112)	13	19	26	100%
Hog and pig farming (1122)	18	11	8	-56%
Sheep and goat farming (1124)	7	9	18	157%
Total	1,117	1,053	1,111	-1%

Source: 2002, 2007, 2012 U.S. Census of Agriculture

In addition to the relative decline in the size of farms, the type of farm has also been changing in Brown County. Since 2002, there has been a shift from primarily dairy cattle and milk production farms to oilseed and grain farming as the predominant farm type. In 2007 there were 525 cattle farms with 104,312 head of cattle. In 2012, the number of farms was 474 with 122,885 head of cattle. A similar trend is occurring with beef cows. Similarly, the amount of animal aquaculture has increased and vegetable and melon farming has doubled since 2002, despite only a limited number of these types of farms existing in Brown County.

Farmland Viability – Soils

Just as important as understanding the character and location of farmland is understanding the physical characteristics, or viability, of the land. The Town of Green Bay has possibly the greatest mix of different soil types of any community within Brown County. There are more than 15 different soil series found within the Town's boundaries. In the northern part of the Town, the soils are very shallow with little distance from the surface to bedrock, as evidenced by the exposure of the Niagara Escarpment along the Bay of Green Bay. In the eastern part of the Town, the soils are deeper with considerably more relief. Runoff in this area is generally slow due to the presence of clay in the soils. In the western portion of the Town, the soils range from shallow to deep, well drained to somewhat poorly drained soils on plains and in depressions of glacial plains, with moderate to rapid permeability. Much of the land within this area is also woodland. In the southern part of the town, most soils are well drained except along stream corridors.

Most of the soils in the Town of Green Bay are well suited to all the crops commonly grown in Brown County. Some of these soils have to be drained to be productive. Map 8: Soils, identifies limitations for development based on soil drainage. The soils with poorly and very poorly draining soils present limitations to development and are typically located in very wet areas including wetlands, and along stream corridors.

Prime Farmland

There are multiple factors that define productive agricultural lands. The type of soil is the most obvious and important factor because the type of soil determines in a large way the ability of an area to grow crops. Soils that have little limitations are included as prime farmland. The Natural Resource Conservation Service (NRCS) ranks soil suitability for different uses into eight capability classes, with Class I and II soils considered prime farmland and Class VIII soils being useful for recreational purposes or natural habitat areas. The classifications are based on the soils capability to produce cultivated crops and pasture plants without deteriorating over a long period of time.

Map 8: Soils

Class I soils have slight limitations that limit their use and are prime soils for agricultural production. Class II soils have moderate limitations that reduce the choice of plants or require moderate conservation practices. Class III soils have severe limitations that reduce the choice of plants or require special conservation practices, or both. Class IV – Class VIII soils have very severe limitations that limit their agricultural use to mainly pasture, range, or grazing. Land use in these areas commonly consists of little crop production and more forestland, wildlife, and recreation area with a high esthetic value.

The areas of the Town not considered prime farmland are generally associated with wet soil conditions and conditions where bedrock is very close to the surface. These conditions reduce the soil's potential to be classified as prime farmland. Most of these areas are located in the northern half of the Town adjacent to streams or where large blocks of woodlands exist. The southern portion of the Town has much better soils for farmland with scattered areas of poorly draining soils associated with streams and wetland corridors.

Existing Regulations and Laws Affecting Livestock Facilities

The State of Wisconsin entrusts the development and management for the siting of livestock facilities that exceed 500 animal units or exceed a conditional use permit level set by the Town to the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP). Local units of government that choose to regulate the siting of livestock operations are required to adopt these state standards. Any application for a new livestock operation or expansion of an existing facility would be approved if the site meets the state standards. The Town may deny a permit if the site is located in a zoning district that is not zoned agricultural.

Similarly, through the WDNR, the state regulates manure management for all farms that have 1,000 or more animal units. A Concentrated Animal Feeding Operation Permit (CAFO) must be received from the WDNR for farms exceeding 1,000 animal units. Once



Figure 35: Image Credit: Mead & Hunt, Inc.

the permit is issued, the farm operators must comply with the terms of the permit by following approved construction specifications and manure spreading plans, conducting a monitoring and inspection program, and providing annual reports. The purpose of the implementation of the permit requirements is to ensure that there is no discharge of pollutants to navigable waters or groundwater. Operators also must submit an application for permit renewal every five years and notify the WDNR of any proposed construction or management changes. Within the Town of Green Bay, one CAFO exists in the southern portion of the Town. This CAFO includes a bio-digester.

Brown County administers an Animal Waste Management Ordinance. This ordinance regulates the installation and design of animal waste storage facilities and animal feedlots so as to protect the health and safety of residents and the environment. Permits must be received from the County for animal feedlots that exceed 500 animal units, for construction of any animal waste storage facility, or for any animal feedlot that has received a notice of discharge under Wisconsin Statutes. Animal waste facility and animal feedlot plans need to provide provisions for adequate drainage and control of runoff to prevent pollution of surface water and groundwater. Permits for the abovementioned uses require separation and setbacks from adjacent properties, from lakes and streams, and vertical separation from groundwater. The ordinance prohibits overflow of manure storage facilities, unconfined manure stacking adjacent to water bodies, and direct runoff to water bodies, and it prohibits unlimited livestock access to waters of the state where high concentrations of animals prevent adequate sod cover maintenance.

Permitting and regulation of large livestock facilities and operations are administered by the DATCP, the WDNR, and Brown County. The Town does not intend to add additional, local regulation of this facility during the planning period.

AGRICULTURAL RESOURCE GOALS & OBJECTIVES

Goal:

Support productive agricultural land and practices in order to maintain the rural character of the Town.

Objectives:

1. Identify productive agricultural land in the Town and methods to encourage farming on this land.
2. Limit the amount of non-farm uses in productive agricultural areas, and encourage non-farm economic opportunities for residents consistent with the rural, farming character of the Town.
3. Guide the siting of homes to minimize loss of farmable land and preserve rural character, and direct new home development to locations near already developed land.
4. Support the introduction and operation of agriculture-support businesses which provide farmers and farm families with opportunities for small non-farm business to supplement farm income.
5. Support County and agency policies and guidelines for regulating large animal operations where they are allowed within the Town.
6. Encourage Town farmers to continue to work with governmental agencies in implementing agricultural practices that lessen stormwater runoff and erosion.

AGRICULTURAL RESOURCE POLICIES, PROGRAMS, & RECOMMENDATIONS

Minimize Nonagricultural Development in Productive Farming Areas

There is a significant portion of the Town's land area that contains well-draining, prime soils for crop production. This plan recommends that the Town discourage non-farm development around productive farmlands, and encourage the continuation of farming operations. Larger-tract, lower-density development is conducive to the continuation of these activities, as is sewered development within existing SSAs and future growth increment areas. The intrusion of nonagricultural uses in farming areas brings a sense of impermanence, which discourages further investment by remaining farmers.

Promote the "Family" Farm

The Town should encourage local initiatives and County cooperation on a variety of efforts to improve family farm income. Specifically, the Town encourages home occupations, farm family businesses, and cottage industries on farm parcels to supplement farming income, following allowable uses and standards in the Town Zoning Ordinance. The Town should also work with the County to ensure that County regulations support such activities.

Support Entrepreneurial Agriculture

In addition to the traditional agriculturally-related economic activities, numerous untapped and underutilized opportunities exist in agriculture. Entrepreneurial agriculture, for instance, is a new way of thinking of farms as innovative small businesses. Entrepreneurial agriculture does not seek to replace current large scale mass market agriculture but rather to complement it to find new opportunities, new markets, and to recognize the importance of local agriculture not only to the local economy but also to local residents and the environment.

Entrepreneurial agriculture is about adding value to products by providing local friendly service, by special processing, or by finding niches and new ways to market goods to consumers. It can be as simple as new ways of selling, labeling, processing, packaging, or creating a new perspective about raising crops. Examples of entrepreneurial agriculture include: direct



Figure 36: A home occupation within the Town. Image Credit: Mead & Hunt, Inc.



Figure 37: Image Credit: Mead & Hunt, Inc.

marketing of agricultural products to consumers, such as production for local restaurants; value added approaches such as fruit drying, jellies and jams, wine making, and agri-tourism; and cooperatives marketing local free-range poultry, beef, or pork.

For entrepreneurial agriculture to work, it requires close relationships between economic development professionals and the agricultural sector. It requires the involvement of local leaders to connect the small and mid-sized farms to the local economy and to bring business expertise and market knowledge to those farmers. It also requires state and federal cooperation in terms of working with and helping farmers understand regulations, particularly those pertaining to food inspection. Additionally, it requires the community to understand farmers and vice-versa so that communities can take advantage of the locations of local farms and for farmers to know local consumers' needs.

Transfer of Development Rights (TDR) Program

Transfers of Development Rights (TDR) programs allow landowners to transfer the right to develop one parcel of land to a different parcel of land. TDR is used to shift development from agricultural or environmentally sensitive areas to designated growth areas closer to municipal services and existing development. When a landowner sells property, generally all the rights (develop, lease, sell, mine, etc.) are transferred to the buyer. TDR programs enable landowners to separate and sell the right to develop land from their property rights. In this way, TDR programs can be utilized to protect prime farmland, conserve environmentally sensitive areas, protect scenic views, and preserve historic landmarks. TDR programs can reduce sprawl and protect farmland, natural resources, open space, and rural lands.

NATURAL RESOURCE INVENTORY

The area west of the Town of Green Bay is heavily developed and highly populated and pressure to develop eastward is steadily increasing. Pressure on natural resources is high and unlikely to diminish in the long-term. Isolation or fragmentation of open space and native habitats is a major concern for

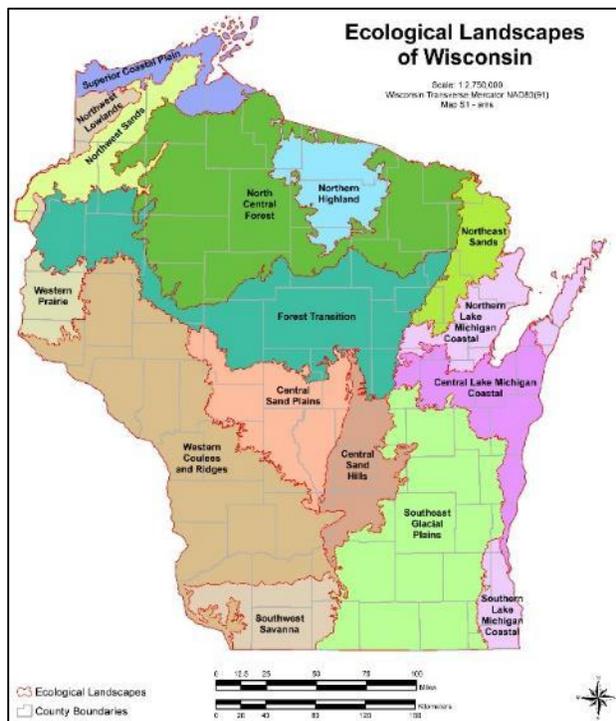


Figure 38: Source: Ecological Landscapes Handbook. WDNR. <http://dnr.wi.gov/topic/landscapes/documents/18051Intro.pdf>

planning and management at a state, county, and local level. A comprehensive approach to understanding the natural resources within Brown County and in and around the Town will have many benefits to best ensure long-term viability of the resources present. All natural and environmental resources are identified on Map 9: Natural Features.

Landforms/Topography

In order efficiently and effectively plan and manage natural resources in Wisconsin, the WDNR created an eco-region map to divide the state into ecological landscapes. Ecological landscapes are a combination of physical and biological factors, such as climate, geology, topography, soils, water, and vegetation. While the ecological landscapes share characteristics, each offers distinct differences which allow for a number of management opportunities.

The Town of Green Bay lies entirely in the Central Lake Michigan Ecological Landscape (seen in pink above). The Niagara Escarpment is a prominent bedrock feature that runs along the east sides of lower Green Bay and the Fox River Valley and is evident along the northern edge of the Town adjacent to Lake Michigan.

Approximately one mile south of the Bay of Green Bay shoreline, the land surface rises over several hills of ancient Silurian coral reefs. Valleys have been cut between the hills by glacial drainage systems, most notable of which is Gilson Creek. The terrain in the Town is generally rolling inland of the escarpment with areas of minor elevation changes. The variation in topography in the Town results in elevation differences from 600 feet along the Bay of Green Bay shoreline to 830 feet in the southwestern portion of the Town. The topography has an impact on natural and scenic resources, particularly in regard to stormwater management and erosion control.

Niagara Escarpment

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

The Niagara Escarpment, or "ledge," is a geologic formation that underlies the northern portion of the Town, running in an east to west direction.

The escarpment is the result of millennia of geologic activity and erosion forces on the rock layers that underlay the Town's land surface. Niagara dolomite, which was much harder than the surrounding rock, did not completely succumb to nature's eroding forces, and as a result, the dolomite rock that formed the ledge stands much higher than the surrounding land surfaces of today. As a result of the scenic views from the top of the escarpment face, the escarpment is proving to be a very desirable site for new homes, resulting in increased fragmentation of the critical wildlife habitat corridor that exists along the ledge. Balancing the development opportunities with conservation is a challenge the Town is currently facing.

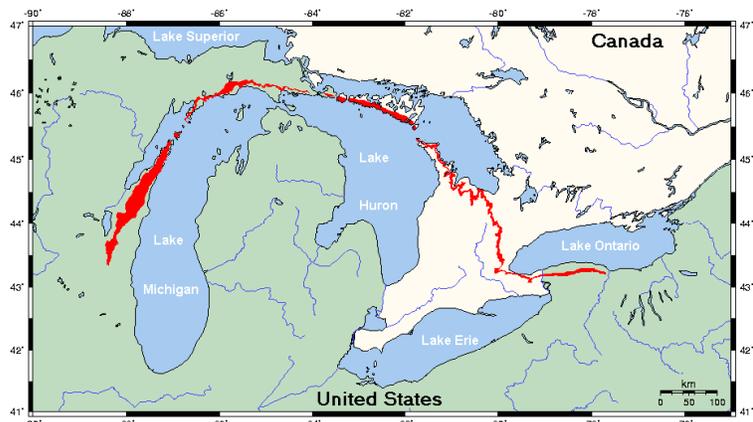


Figure 39: The Niagara Escarpment, which runs through the Town, is part of the same landform which created Niagara Falls. Image source: <http://www.escarpmentnetwork.org/definition/>

Red Banks Alvar

Another WDNR identified Legacy Place, the Red Banks Alvar State Natural Area – the only sizable example of an alvar natural community in the state – is located along the Niagara Escarpment adjacent to the Town to the west. The forested lands and wetlands in the Town of Green Bay along WIS 57 are contiguous to the alvar, located in the Town of Scott. A fragmented portion of the Alvar is also located within Section 20 in the center of the Town.

Along the steep face of the Niagara Escarpment, with its shaded cliffs and talus slopes that remain cool in the summer months due to cool air drainage through the rocks, is a highly specialized environment that is home to species not found elsewhere in the Town. Dominant tree species include white cedar and paper birch, and other trees found to a lesser extent include sugar maple, basswood, ironwood, white ash, hemlock, slippery elm, red oak, and hazelnut and are found clinging to the cracks and crevasses of the

rocky slopes. It is possible that the oldest tree still remaining within Wisconsin may be an eastern red cedar found on the escarpment elsewhere in Brown County. This landscape may also contain numerous caves, sinkholes and crevices, spring dependent wetlands, and unusual occurrences of numerous plants and animals.

Gilson Creek Preserve

In 2008 Northeast Wisconsin Land Trust (www.newlt.org) acquired 31 acres of rare and fragile habitat that was added to the existing Red Banks Alvar State Natural Area in the Town of Green Bay. Bordering Gilson Creek is a unique white cedar woodland community and habitat for the federally threatened and Great Lakes endemic, dwarf lake iris.



Figure 40: The federally threatened dwarf lake iris is a common occurrence in portions of the Town. Image Source: Northeast Wisconsin Land Trust.

The Gilson Creek Preserve is situated in the Gilson Creek drainage basin, an area rich in biodiversity which protects the densest population of dwarf lake iris in Brown County. This property provides a unique opportunity to protect this rare natural feature in an increasingly urbanized environment. The preserve protects approximately 1,000 feet of Gilson Creek (a.k.a. the Little Red River), one of Brown County's few trout streams, and supports a local brook trout population. There is also an old gravel pit near the entrance to the property.

The property provides a vital buffer from development along Gilson Creek, helps minimize habitat loss, and protects water quality. Removal of exotic species like buckthorn and trembling aspen will enhance iris populations and create areas for continued expansion and protection for this species. This property is owned and managed by the Land Trust for the general public to enjoy hiking, cross-country skiing, bird watching, fishing, nature study and hunting.¹³

Rock Falls

Another unique landscape is Rock Falls where Gilson Creek flows over the escarpment near WIS 57. At this glacial lake outlet, large blocks of dolomite from the escarpment and glacial boulders that were carried downstream lie strewn over the forest floor at the base of the falls. The wooded area at the base of the falls includes American elm, basswood, sugar maple, and black ash.

¹³ Information pertaining to Gilson Creek Preserve primarily provided by the Northeast Wisconsin Land Trust website (www.newlt.org) accessed April 30, 2015.

Metallic and Nonmetallic Mineral Resources

The miner on the Wisconsin state flag is testament to the fact that mining has always been a large part of the economic and industrial base of the state. Metallic mining, or mining for metals such as copper, lead, iron, and zinc, can be a boost to communities and the state but can also seriously harm natural resources. Because of its volatile nature and the unique location of the specific resources, metallic mining has traditionally been isolated in areas of low-density populations in the northern half of the state. There are no closed, existing, or proposed metallic mining sites within Brown County.

Nonmetallic mining, or the extraction of stone, sand, rock, or similar materials, is most common in quarry and pit mines. Under State Statutes (295.20), landowners who want to register their property as nonmetallic mining deposits are required to notify each county, city, village, and/or town that has zoning authority over their property. Registrations must be recorded at the County Register of Deeds in the County where the mineral deposit is located. State law limits the ability of a municipality or county to rezone or otherwise interfere with the future extraction of a mineral resource from a registered nonmetallic mineral deposit. It is important to note that zoning changes prohibiting mining on land registered as a marketable nonmetallic mining deposit cannot take effect during the registration period. Registration is effective for 10 years and renewable for an additional 10 years. In addition, registration on property with active mining operations can be renewed for as long as mining is ongoing. Zoning changes may take effect after the registration has expired.

Brown County adopted its Nonmetallic Mining Reclamation Ordinance in 2001. Most communities in Brown County, including the Town of Green Bay, opted not to adopt and enforce their own mining reclamation ordinance but rather to allow Brown County to do so. To date, owners of sand and gravel pits located within the Town have filed three reclamation plans.

At the present time, the Town of Green Bay has three operating sand and gravel pits that sell material. Two of the pits are located in Section 3 in the east-central portion of the Town, and the third pit is located in Section 22 in the northern portion of the Town. There are four other sand and gravel pits in the Town, one located in Section 35, two located in Section 36, and one located in Section 26 that have not submitted reclamation plans. It is unclear if the owners of these pits sell deposits or if the pits are no longer used or are only used for personal use.



Figure 41: The Niagara Escarpment, shown here at Bay Shore County Park, showcases the type of minerals sought for extraction. Image Source: Mead & Hunt, Inc.

Groundwater Resources

Groundwater is made up of the portion of rainfall that does not run off to streams or rivers and does not evaporate or transpire from plants. This water percolates down through the soil until it reaches the saturated zone of an aquifer. 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 lands surface, such as in lakes, streams, and wetlands.

Groundwater is the source of the Town of Green Bay's drinking water. Drinking water for the Town is drawn from the groundwater through private wells that vary in depth depending on location. In addition, the groundwater sustains the streams within the Town.

As with all communities, it is very important that the groundwater, the Town of Green Bay's only source of drinking water, be protected. The greatest threats to groundwater are contamination and over use. As with any rural and agricultural community, the most common sources of contamination include feedlots, manure storage and spreading, manure pits, irrigation, fertilizers, and pesticides. Overuse of the groundwater is not envisioned to be a problem within the foreseeable future. In the Town of Green Bay, particularly above the escarpment, bedrock is just below the surface of the topsoil. Since much of the bedrock is limestone, contaminants can quickly and directly reach the underground aquifer through the many karst features and fractures in the bedrock of this area. Therefore, it is particularly important that potential sources of contamination be identified and corrected as soon as possible.

Overall, groundwater quality in most of the Town is generally fair. There has been previous problems with wells in the central portion of the Town in the Mary's Road area although source of the problem was never discovered. The WDNR suggests that new wells have additional casing when constructed.

Surface Waters

Surface water is one of the most important natural resources in any community. Lakes, rivers, and streams offer enjoyment, peace, and solitude. Besides providing recreational opportunities, surface waters provide an end source for drainage 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.

Bay of Green Bay

The most substantial water resource of the Town is the Bay of Green Bay, which is a bay of Lake

Michigan. The Bay of Green Bay forms the northern boundary of the Town. The Town contains a shoreline along the bay of about three-and-a-half miles. The majority of this shoreline is developed, with only approximately 4,000 feet associated with Cecil Depeau Bay Shore Park remaining undeveloped.

The bay is a hard water alkaline basin with an average depth of about 26 feet and a bottom comprised of very loose flocculent sediment. Its fishery consists of yellow perch, small-mouth bass, northern pike, and walleye. Water quality is poor, and impairments include fish consumption advisories, excessive levels of bacteria, and low levels of dissolved oxygen and are generally attributable to nonpoint sources of pollution. For these reasons, the bay has been identified by the WDNR as an Impaired Water, which means that it does not meet federal and state water quality standards.

Gilson Creek

Gilson Creek is a four mile long intermittent stream located in the northern portion of the Town of Green Bay. Its headwaters are located in wetlands north of Servais Road and east of County T, and it flows northeastward into the Bay of Green Bay midway between Dyckesville and Bay Shore County Park. It is a clear, hard water stream. Long stretches of the stream bottom consist of limestone slabs. Other areas have sand, gravel, rubble, and fine limestone. In-stream cover includes undercut banks, rocks, debris, and vegetation. Stoneflies and mayflies are common.

According to the WDNR, this stream is classified as a warm water forage fishery in the area below the escarpment. This portion is not meeting its full potential due to sedimentation and nutrient enrichment from agricultural runoff along the stream's entire length and its limiting stream gradient and relatively stagnant water below the escarpment.

A naturally sustaining brook trout population within the portion of Gilson Creek above the escarpment exists. As such, portions of Gilson Creek are classified as a trout stream. Spring ponds are present in the upper reaches, the stream flows through a wetland complex, and its aquatic habitat is considered fair.

Bader Creek

Bader Creek is a two-and-a-half-mile long intermittent stream located in the western portion of the Town of Red River in Kewaunee County and the northeastern portion of the Town of Green Bay. Its headwaters are located in the eastern portion of the Town of Red River, and it flows northwestward into the Bay of Green Bay southwest of Dyckesville. Its streambed is comprised primarily of rubble and other stable material.

The stream is classified as a warm water forage fishery in its lower reaches and is considered to fully meet its potential. The stream is fairly well buffered along its entire length, water clarity is good, and

numerous macro invertebrates are present. Its aquatic habitat is considered fair to poor. White suckers and rainbow smelt spawn in the creek, and a variety of game fish species occasionally use it.

Kewaunee River

The Kewaunee River is a 26-mile long perennial and intermittent stream located in the eastern portion of the Town of Green Bay, extending through Kewaunee County to Lake Michigan. Its headwaters are located in wetlands west of County Line Road and north of County K in the east-central portion of the Town of Green Bay. The portion of the river in the Town of Green Bay is intermittent.

The upper reaches of the river, including the portion in the Town of Green Bay, supports only forage fish and is likely fully supporting its potential use. Water quality is fair, with low flows and high water temperatures limiting the fishery.

School Creek

School Creek is a five-and-a-half-mile long perennial and intermittent stream located in the southeastern portion of the Town of Green Bay and the northwestern portion of the Town of Luxemburg in Kewaunee County. About 2.1 miles is located in the Town of Green Bay. The portion east of County P is perennial, while the portion west of County P is intermittent. Its headwaters are located in wetlands in the central portion of the Town of Humboldt, and it flows northwestward through the Towns of Humboldt, Green Bay, and Luxemburg into the Kewaunee River. It is a small, sluggish, and very turbid hard water stream. Silt is the basic bottom material. Little is available in the way of in-stream cover or invertebrates. Forage species are the only known fishery. High flows occur sporadically, and spring flooding is common.

Water quality is generally poor throughout the creek due to low flows, high water temperatures, and severe degradation from agricultural runoff. The portion east of County P is capable of supporting a forage fishery, but is currently not being met. West of County P, the stream partially supports its potential for tolerant forage fish and macro invertebrates.

The Town also contains numerous other intermittent streams.

Watersheds

The Town of Green Bay is located in three different watersheds: the Red River and Sturgeon Bay, the East River, and the Kewaunee River Watersheds. A watershed is an area of land where all of the water on it and under it drains to the same place. Within this area of land, all living things are linked by the common waterway.

The East River Watershed originates in Calumet County south of Brown County and extends to the City

Map 9: Natural Features

of Green Bay. All lands within this watershed eventually drain to the East River, the Fox River, or directly to the Bay of Green Bay. A very small area in the southeastern portion of the Town is located within this watershed and drains to the Bay of Green Bay. There are no significant streams within the portion of this watershed located within the Town of Green Bay.

The northern third of the Town is located within the Red River and Sturgeon Bay watershed. This watershed extends from the City of Sturgeon Bay in Door County to the eastern portions of the Town of Scott. All lands drain to the Bay of Green Bay. In the Town of Green Bay, the Red River and Sturgeon Bay watershed includes Gilson and Bader Creeks.

The southern two-thirds of the Town of Green Bay is located within the Kewaunee River watershed. This watershed contains the largest amount of land within the Town and extends from the City of Kewaunee in Kewaunee County to the Town of Green Bay. All lands drain to the Kewaunee River and eventually to Lake Michigan.



Figure 42: Natural areas, like the one above, contribute to the Town's character. Image Source: Mead & Hunt, Inc.

The protection and preservation of the Town's surface waters should be one of its highest natural resources priorities. Doing so will help establish and maintain these waters as a benefit and attraction of the community and will address many of the objectives of this plan and many of the important issues raised by the public during the visioning process.

Brown County Drainage Districts

Drainage districts are local government entities organized to drain land for agriculture or other purposes. Most Midwestern farmland has too much water, and farmers rely on surface and subsurface drainage systems to produce crops. Land is drained using ditches that cross individual property boundaries and can span several hundred acres. Landowners in a district benefit from drainage because it removes standing water from productive agriculture fields without compromising adjacent properties. The drainage systems also protect structures built below grade that are subject to periodic flooding. Landowners who benefit from drainage are required to pay special assessments to cover the cost of constructing, maintaining, and repairing the drainage system.

Of the 72 counties in Wisconsin, 31 contain one or more drainage districts. In Brown County, there are three districts including Drainage District 4 which includes a small portion of the Town along County T and Church Road.

Shorelands and Stream Corridors

Shorelands are the interface between land and water. In their natural condition, shorelands are comprised of diverse vegetation that protects lakes, rivers, and streams. These areas provide wildlife habitat and help protect water quality and fish habitat.



Figure 43: The Bay of Green Bay provides shoreline for the Town. Image Credit: Mead & Hunt, Inc.

Like floodplains, the importance of shorelands is recognized and is regulated by state and local government. Wisconsin mandates shoreland zoning for all unincorporated communities under Wisconsin Administrative Code NR 115. 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. Within Brown County, the Brown County Zoning Administrator’s Office enforces these standards with oversight provided by the WDNR.

Under current regulatory requirements, the 75 feet closest to navigable waters are off limits to development. Although, development could occur within the remainder of the shoreland area with receipt of appropriate permits and approvals, and agricultural activities could continue within the shoreland area. Research being conducted by the WDNR and others indicates that current state-mandated shoreland zoning standards might not be adequate to properly protect water quality and shoreland ecosystems.

Floodplains

Floodplains are natural extensions of waterways. All surface waters possess them; although, the size of the floodplain can vary greatly. Floodplains store floodwaters, reduce flood peaks and velocities, and reduce sedimentation. They also provide habitat for wildlife and serve as filters for pollution.

Federal, state, county, and local governments regulate floodplains. Floodplain zoning within all towns in Brown County is administered by the Brown County Zoning Administrator’s office. Wisconsin mandates floodplain zoning for all communities under Wisconsin Administrative Code NR 117. These minimum standards must be implemented in order to meet eligibility requirements for Federal flood insurance. 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.

The Bay of Green Bay is the only water body in the Town that has a delineated floodplain. This area generally affects about one percent of Town land due to the elevation change at the Niagara Escarpment.

Wetlands

Wetlands are ecosystems typically found where land and water meet, transitional areas between dry upland and wet aquatic environments. Wetlands play a significant role in maintaining the quality of groundwater and surface water and provide valuable habitat for fish, birds, and other species.

Wetlands are characterized by water at or near the ground level, by soils exhibiting physical or chemical characteristics of waterlogging, 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 plants and by slowing the flow of water to let suspended pollutants settle out. Wetlands help regulate storm runoff, which minimizes floods and periods of low flow. In addition, wetlands provide essential habitat for many types of wildlife and offer recreational, educational, and aesthetic opportunities to the community.

The Wisconsin Wetlands Inventory, maintained by the WDNR, identifies a significant amount of wetlands within the Town.¹⁴ The majority of these wetlands are located in the northern portion of the Town. The largest blocks of wetlands in the Town are located in Sections 22, 23, 26, and 27. Others are small and scattered throughout the Town or are associated with drainage courses. Much of the wetlands of the Town are wooded wetlands.

The primary threat to wetlands is filling. Although an array of federal, state, and local regulations help protect them, wetlands (especially smaller ones) are still lost to road construction and other development activities. Under current regulatory requirements, all wetlands are off limits to development unless appropriate permits and approvals are obtained. In addition, under certain situations, agricultural activities may be regulated within wetlands.

Woodlands and Natural Vegetation

The present vegetative cover of the Town differs considerably from its original condition. Today, woodlands generally occupy only those lands within the Town that are not well suited for agricultural use. Most of the woodlands within the Town are wooded wetlands and are located in the northern portion of the Town. These include hemlock, yellow birch, paper birch, red



Figure 44: Red Banks Alvar. Image Source: Joshua Mayer via www.flickr.com

¹⁴WDNR Surface Water Data Viewer, <http://dnrm.wisconsin.gov/SL/Viewer.html?Viewer=SWDV&runWorkflow=Wetland>, accessed March 1, 2015.

maple, and American elm. Woodlands located in the southern portion of the Town are small in size and generally associated with streams and wet areas consisting of American elm, silver maple, red ash, basswood, black ash, swamp white oak, and red maple.

Development is the primary threat to the Town of Green Bay's remaining woodlands. Rural residential development often seeks out wooded areas. Intensive development, especially if improperly planned, can destroy the scenic and natural values of the woodland resource and can disrupt the blocks and corridors necessary to provide refuge and passage for wildlife. Loss of these woodlands may also degrade the perceived rural atmosphere of the Town.

Other threats to the woodlands of the Town include improper management (such as the over-harvesting or under-harvesting of trees), haphazard utility and road construction and maintenance, and the introduction of exotic species and disease. If a wooded area is going to be developed, care must be taken so that the area is not cut up into numerous lots with the result being degradation of the woodlands. Development options, such as conservation by design subdivisions, are much better for a wooded environment than conventional subdivision development.

Environmentally Sensitive Areas

Environmentally sensitive areas (ESAs) are typically corridors of continuous systems of open space that include environmentally sensitive lands and natural resources requiring protection from disturbance and development. Corridors are located mainly along stream channels, floodplains, wetlands, steep slopes and other resource features and are managed at a county level.

The WDNR has also identified resource protection corridors, specifically designated to protect a particular natural resource found in that area.

Development and associated filling, excavation, grading, and clearing are generally prohibited within ESAs. Farming and landscaping are allowed within ESAs and certain non-intensive uses, such as public utilities and public recreation, are often allowed within these areas. Research and experience indicate that the potential exists for significant adverse water quality impacts if these areas are developed. Threats to ESAs are similar to those of floodplains and shorelands. The quality and effectiveness of ESAs can be severely reduced should adjacent development change drainage patterns or remove native vegetation from the lands within or immediately adjacent to the



Figure 45: Gilson Creek Preserve is a State Natural Area within the Town. Image Source: Joshua Mayer via www.flickr.com

ESAs. Such disturbances can also introduce invasive plant species to the ESAs, which can result in loss of native vegetation, diversity, and habitat.

In conjunction with proper erosion control and stormwater management practices, protection of the ESAs can 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 and 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; and protection of rare, threatened, and endangered species.

ESAs located outside of sewer service areas (where public sanitary sewer service can be provided) do not come under protection by Brown County unless they become part of a proposed subdivision plat or Certified Survey Map. While some level of protection of ESAs occurs via various levels of county, state, and federal government through enforcement of shoreland, floodplain, and wetland regulations, protection of these important areas is best accomplished by the Town.

Wildlife Habitat and Threatened and Endangered Species

The best wildlife habitat within the Town is contained in its woodlands, wetlands, stream corridors, and along the escarpment. Large tracts of woodlands or wetland-type vegetation and corridors of such vegetation found along the escarpment and various streams offer numerous areas for wildlife movement, feeding, and

TABLE 28: THREATENED, ENDANGERED AND SPECIAL CONCERN SPECIES IN THE TOWN OF GREEN BAY

Group	Common Name	WI Status	Federal Status
Plant	Putty Root	SC	-
	Seaside Crowfoot	THR	-
	Snow Trillium	THR	-
	Long-spurred Violet	SC	-
	American Sea-rocket	SC	-
	Small-flowered Woolly Bean	SC	-
	Climbing Furnitory	SC	-
	Handsome Sedge	THR	-
	Flat-stemmed Spike-rush	SC	-
	Dwarf Lake Iris	THR	LT
Limestone Oak Fern	SC	-	
Fish	Lake Sturgeon	SC/H	-
	American Eel	SC/N	-
	Longear Sunfish	THR	-
Butterfly	Mottled Dusky Wing	SC/N	-
Leafhopper	A Leafhopper	SC/N	-
Bird	Upland Sandpiper	THR	-
	Black-crowned Night-Heron	SC/M	-
	American White Pelican	SC/M	-
	Western Meadowlark	SC/N	-
	Great Egret	THR	-
	Redhead	SC/M	-
	Peregrine Falcon	END	-
	Caspian Tern	END	-
	Foster's Tern	END	-
	Common Tern	END	-
American Bittern	SC/M	-	
Turtle	Wood Turtle	THR	-
Snail	Brilliant Granule	SC/N	-
	Cherrystone Drop	THR	-
	Ribbed Striate	SC/N	-
	Black Striate	SC/N	-
	Tapered Vertigo	SC/N	-
	Deep-throated Vertigo	SC/N	-
	Midwest Pleistocene Vertigo	END	-
	Sculpted Glyph	SC/N	-
	Dentate Supercoil	SC/N	-
Eightfold Pinecone	SC/N	-	
Beetle	A Water Scavenger Beetle	SC/N	-
	A Predaceous Diving Beetle	SC/N	-
Community	Northern Dry-mesic Forest	NA	-
	Northern Wet-mesic forest	NA	-
	Southern Dry-mesic Forest	NA	-
	Lake --shallow, hard, seepage	NA	-
	Northern mesic forest	NA	-
	Northern wet forest	NA	-
	Great Lakes Beach	NA	-
	Southern Sedge Meadow	NA	-
	Emergent Marsh	NA	-
	Great Lakes Ridge and Swale	NA	-
	Moist Cliff	NA	-
Alvar	NA	-	
Other	Migratory Bird Concentration Site	SC	-

Natural Heritage Inventory County data by Township. Data updated February 5, 2015. <http://dnr.wi.gov/topic/NHI/Data.asp>, accessed 1 March 2015.

nesting. Small areas and “edge” areas can also provide some limited wildlife habitat. The most critical habitat in the Town is that associated with the Niagara Escarpment.

Wild game birds and mammals found in the Town include whitetail deer, fox squirrel, gray squirrel, cottontail rabbit, striped skunk, opossum, raccoon, red fox, gray fox, woodchuck, muskrat, mink, short-tailed weasel, long-tailed weasel, meadow vole, deer mouse, short-tailed shrew, cinereous shrew, crow, American robin, red-winged blackbird, common grackle, American goldfinch, and song sparrow. Common reptiles and amphibians include eastern garter snake, fox snake, smooth green snake, milk snake, painted turtle, snapping turtle, leopard frog, green frog, wood frog, gray tree frog, spring peeper, American toad, red-backed salamander, blue-spotted salamander, and tiger salamander.

The Wisconsin Natural Heritage (NHI) Working List, maintained by the WDNR, contains species known or suspected to be rare in the state and natural communities native to Wisconsin. It includes species legally designated as “Endangered” (END) or “Threatened” (THR) as well as species in the advisory “Special Concern” (SC).¹⁵ Protection of such species is a valuable and vital component of sustaining biodiversity. Because some species are very sensitive, their actual locations are kept vague in order to protect them. Data for these species are only available at the county level.

Rare species and natural communities are important components of the Town of Green Bay’s natural resources, and protecting these resources is essential to ensure the long-term sustainability of the Town’s environment. The primary threats to these species are the loss of wetlands and diminishing habitat along the escarpment due to development and other factors. Federal and state regulations discourage and sometimes prohibit development where such species are located. Since the Niagara Escarpment is such a critical habitat for a number of endangered, threatened, and special concern species throughout the Town of Green Bay, preservation of the escarpment would likely provide significant protection of these resources, as well.

NATURAL RESOURCE GOALS & OBJECTIVES

Goal:

To preserve, protect, and improve environmental resources in the Town and surrounding area.

Objectives:

1. Protect wetlands, floodplains, and other environmentally sensitive areas from development in order to link various parts of the Town and to serve as wildlife corridors, pedestrian trails, stormwater management areas, and buffers.

¹⁵ The Dwarf Lake Iris is also federally “Listed-Threatened”, expressed as “LT” in Table 27.

2. Maintain and enhance the accessibility of land along the waters of the Bay of Green Bay.
3. Recognize the Niagara Escarpment as a critical natural resource and identify tools to maintain it in a natural state.
4. Encourage developments that enhance the relationship between the natural landscape and future development through the use of various subdivision design techniques.
5. Identify and encourage the protection of groundwater recharge areas.
6. Recognize the need for nonmetallic mineral resources while requiring quarries to be operated in an environmentally sensitive manner.
7. Undertake a comprehensive groundwater quality study to determine the extent and implications of any groundwater contamination issues.
8. Support open space preservation to protect outstanding scenic resources.
9. Encourage land use development where soil capability, slope and other physical factors are most suitable.
10. Coincide with the County's Park Plan for trails, land acquisition, and development.

NATURAL RESOURCE POLICIES, PROGRAMS, & RECOMMENDATIONS

Protect Environmental Corridors and Preserve Open Space

Environmental corridors are present within and adjacent to the Town, but truly do not adhere to administrative boundaries. Environmental corridors provide habitat areas, recreation, scenic views, and flood mitigation, amongst many other things, in a linear (corridor) pattern on the landscape that ties jurisdictions together for management and protection purposes. The social, economic, and environmental value associated with natural features is immeasurable and provides significant value for the community.

New development should be discouraged in environmental corridors and in areas associated with scenic open space. Development types should be limited to those which will not impair the resource and are generally compatible with existing and proposed uses on surrounding lands. Protection of natural resources should be paramount in reviewing proposed development within and adjacent to environmental corridors.

The Town should conduct or require viewshed analysis before approving new development. A viewshed analysis would identify the places from where new development could be seen from other locations, and the impact of view that would result from the proposed development. New development should be designed and located in a manner that does not detract from the Town's scenic views associated with open spaces.

Protect the Niagara Escarpment

The Niagara Escarpment is under increasing stress from competing interests, including residential development, nonmetallic mining operations, and conservation interests. As the Town of Green Bay continues to feel these increasing development pressures, the competing interests for the ledge will also intensify. It is critical that the Town recognizes the escarpment as a very unique natural resource in the State of Wisconsin and work with developers, nonmetallic mining operators, and conservation groups to minimize the negative impacts of development on the ledge and work to preserve it whenever possible.

New development proposed for areas above and below the escarpment should be designed to minimize its visual impact and minimize its impact on the very sensitive flora and fauna associated with the escarpment. Therefore, every effort should be made to preserve the existing trees and vegetation that



Figure 46: The Niagara Escarpment provides recreational opportunities like this trail along its face. Image Source: babc0050 via www.panoramio.com

make the ledge a very scenic area and help contribute to the rural feel of the Town. This could be accomplished through the use of very large lots to minimize the density of homes on the ledge, utilization of conservation easements, public purchase, purchase of development rights, or alternative subdivision design techniques.

The Brown County Open Space and Outdoor Recreation Plan recommends that a parkway be established along the northern portion of the escarpment extending from the UWGB campus northeast to the Brown County/Kewaunee County line.

The location includes Bay Shore County Park. The corridors that are preserved are recommended to remain mostly undeveloped as wildlife corridors and to preserve natural beauty, provide stormwater management areas, and link parts of the Town together.

Protect Rare Species and Wildlife Habitat Areas

Protection of rare species and wildlife habitat has many benefits. It preserves open spaces and natural areas, which often produce the scenic beauty of a place; it increases stewardship and awareness; it enhances recreational experiences; and it creates a sense of pride within the Town. Protecting habitat and rare species may also minimize the potential of a species becoming “threatened” or “endangered,” thereby requiring federal intervention under the Endangered Species Act. Protection and management of rare species and wildlife habitat will help the Town develop a legacy over the next 20 years, which recognizes the importance of preserving environmentally sensitive areas.

Expand Nature-based Tourism

Nature-based tourism centered on the Niagara Escarpment and the Town's several significant creeks provides the Town an opportunity to enjoy financial benefits of increased economic development while simultaneously preserving the area's environment and sensitive areas. The area's abundant natural resources make the Town particularly well-suited to attract growth in nature-based activities like fishing, boating, and wildlife watching. The Town may work with the County and the WDNR to promote the enhancement and possible expansion of the Red Banks Alvar environmental corridor.

One existing business, The Courses at Boncher Farms, provides an example of how the Town is already promoting nature-based tourism. Set in the heavily wooded Red Banks Alvar area, the compass and obstacle courses at "The Courses" are available for scouts, school field trips, religious groups, birthday parties, business team building, and other events. Additional information can be found at <http://www.thecoursesatbonchersfarm.com/>



Figure 47: The Courses at Bonchar Farms promotes nature-based tourism in the Town. Image Source: www.facebook.com/thecourses

The Town should also work with the University of Wisconsin Extension (UWEX) to develop tools and information resources to provide digitally and in hardcopy format to residents and visitors of the Town. More information about the UWEX resources can be found at <http://urpl.wisc.edu/people/marcouiller/projects/clearinghouse/index.html>.

Review Proposals for Mineral Extraction Sites and Enforce Reclamation and Remediation

Three mineral extraction sites are currently located within the Town. The Town should carefully review any proposals for new extraction sites to manage and prevent any land use conflicts which may arise from the potential impacts associated with mineral resource extraction. The Town will work to assure that applications for approval of extraction operations present a clear picture of proposed activities and support those activities with a detailed reclamation plan and map. Applicants will also be required to submit plans for post reclamation operations, once the mine becomes inactive. The Town will work with the County to ensure notification for surrounding land owners is properly provided.

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CULTURAL RESOURCES

Historic, archeological, and cultural resources contribute to a community's quality of life and provide a feeling of social and cultural continuity between the past, present, and future. Preservation of resources helps foster a sense of pride and place and often provides economic benefits to property owners and communities through tourism and increases in property values.

The Town of Green Bay lies in an area of northeast Wisconsin settled by Belgian immigrants. In fact, this area is America's largest rural Belgian – American settlement and includes the towns of Green Bay, Humboldt, and Scott in Brown County, Brussels, Gardner, and Union in Door County, and Lincoln, Luxemburg, and Red River in Kewaunee County. These communities were once home to such cultural festivities as Kirmess, or the “dance of the dust”, the Ascension Day procession, and the construction of the Maypole. Today, the most reminiscent of a traditional Belgian celebration is “Belgian Days” held in the Door County Town of Brussels in July of each year.¹⁶



Figure 48: A tribute to Belgian ancestors lies outside Town Hall. Image Credit: Dawn Goodman

Documenting, recalling, and celebrating cultural heritage is an important part of what makes this area of the County and State unique. The buildings and architecture, described below are two others.

Historic Sites & Buildings

The Wisconsin Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state. According to the AHI, 74 documented properties are in the Town of Green Bay. One farmstead located on Gravel Pit Road is listed on the National Historic Registry. No other buildings are listed in either the National or State Historic Register. A large majority of the records (48) listed in the AHI are houses, followed by farm buildings (16), churches (3), retail buildings (3), schools (2), town hall, and a park. Additional information about these and other properties may be found at the Wisconsin Historical Society Website at: www.wisconsinhistory.org/ahi

Archeological Resources

The Wisconsin Historical Society also contains information on archaeological sites within the state. According to the Archaeological Sites Inventory (ASI), current Town lands contain 20 archeological sites,

¹⁶ William H. Tishler & Erik Brynildson, *The Architecture and Landscape Characteristics of Rural Belgian Settlement in Northeastern Wisconsin*, In Cooperation with the Door County Planning Department, 1986.

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three of which are burial sites. Archeological sites are mostly found adjacent to the Bay of Green Bay and the mouths of Bader Creek and Gilson Creek. Large village sites along the bay in the Town have been known for many years. Two of the burial sites once had mounds and the other is a village nearby the bay.

The few prehistoric sites in higher areas farther from the Bay have fewer artifacts and are smaller. In some cases, only a single find is recorded from these sites.

It is possible that these sites may have served

primarily as hunting territory for the inhabitants of the villages along the bay. Several of the sites along the bay have artifacts that indicate that the sites were occupied repeatedly over a long period of time. Some sites have artifacts from at least 1000 B.C. and earlier.



Figure 49: The Max Schober Cottage, built in 1923, is a Rustic Style house. This property is one of several historic resources found within the Town of Green Bay. Source: Wisconsin Architecture and History Inventory.

Community Special Events

The Dyckesville and Kewaunee Lions clubs play an instrumental role in planning and carrying out many of the events held in and around the Town. A handful of special events take place within the Town of Green Bay on an annual basis. These events include:

- Road on the Shore Brewfest (Winter/Spring)
- Officer Training Day (Summer)
- Lion's Christmas (Winter)
- Kirmess (Fall)



Figure 50: One of a handful of events within the Town. Image Credit: Dawn Goodman

More information can be found at www.e-clubhouse.org/sites/dyckesville/, www.kewauneelionsclub.org, and www.facebook.com/pages/Dyckesville-Lions-Club/259130634159690.

Shrine of Our Lady of Good Help

Several cultural and religious events are also put on in conjunction with the Shrine of Our Lady of Good Help. These events include:

- Walk to Mary, a 21-mile pilgrimage from De Pere (Spring)
- Annual May Celebration at the Shrine of Our Lady of Good Help (Spring)
- Solemnity of the Assumption of the Blessed Virgin Mary (Fall)

CULTURAL RESOURCE GOALS & OBJECTIVES

Goal:

Preserve and enhance the Town's cultural resources.

Objectives:

1. Identify and promote preservation of the Town's cultural, historic, and archaeological resources.
2. Increase the quantity of community special events.
3. Increase research and documentation of Native American settlement and activity areas.
4. Protect scenic views in the Town.

CULTURAL RESOURCE POLICIES, PROGRAMS, & RECOMMENDATIONS

Encourage Cultural Heritage Tourism

The Town should work to encourage tourism opportunities that celebrate the area's cultural, historic, and archeological resources and bring economic vitality to the community. The National Trust for Historic Preservation defines heritage tourism as "travelling to experience the places, artifacts, and activities that authentically represent the stories and people of the past." Cultural heritage tourism helps make historic preservation economically viable by using historic sites and landscapes to attract travelers. Ways the Town can incorporate their Belgian heritage include displaying information related to Belgians in the Town at Town Hall, supporting a program to place informational plaques on buildings, supporting a driving tour of historic sites, or decorating a Maypole.

The National Trust for Historic Preservation indicates that studies have shown that heritage travelers stay longer and spend more money than any other kind of travelers and a good heritage tourism program can improve the quality of life for local residents as well as serve visitors. Celebration of the Town's past through tourism will help its social and economic future.

Protect and Rehabilitate Known Historic and Archeological Sites

The Town of Green Bay has a number of historic and archeological resources. Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. In situations where development is proposed in areas where historical and archeological resources exist, the Town will



Figure 51: St. Joseph's Cemetery on County K. Image Source: Mead & Hunt, Inc.

require developers to demonstrate how historical and archeological features will be preserved and recognized.

The Town should also explore the availability of State Historical Society grants and state and federal tax credits to rehabilitate, restore, or relocate historic structures threatened by demolition or disrepair.

Cooperate on a Comprehensive Survey of Historic and Archeological Resources



Figure 52: Brick barns are uncommon in Wisconsin. This one, associated with a historic resource located within the Town, is evident of the Town's Belgian heritage. Image Source: "Photochain" via www.panoramio.com.

The historical and archeological sites outlined above include only those sites that have been identified and reported to the State Historical Society. Very little of Brown County and the Town of Green Bay land areas have been surveyed for the presence of archeological sites, cemeteries, or other historically significant areas. The presence of some Native American burial sites within the Town suggests that there may be other, currently undocumented sites in close proximity.

The Town of Green Bay should partner with Brown County, the Wisconsin Historical Society, UWEX, local historical societies, and other government agencies to

complete a comprehensive, countywide survey of historic and archeological resources. The survey would involve both research and field work and should be conducted by trained archeologists or students under professional supervision.

Preserve and Celebrate the Scenic Landscape

Scenic vistas are a very important resource in the Town, and this region of the state offers a diverse landscape of wetlands, prairies, forested areas, and agricultural lands. A number of local areas are also present that offer beautiful views of the landscape, key natural landmarks, and water bodies.

Within these areas of scenic beauty, the Town should conduct or require viewshed analysis before approving new development. A viewshed analysis would identify the places from where new development could be seen from other locations, and the impact of view that would result from the proposed development. New development should be designed and located in a manner that does not detract from the Town's scenic views.



CHAPTER

Intergovernmental Cooperation

3

INTERGOVERNMENTAL COOPERATION

This chapter analyzes the Town of Green Bay in relation to adjacent local governmental units, the region, the state, and other governmental agencies and proposes programs, and recommendations for public facilities and sharing of public services. This chapter incorporates plans or agreements that the Town is a party under, including Comprehensive Plans from Brown County, the Bay-Lake RPC, and the state. It is intended to promote consistency between this Plan and plans for neighboring and overlapping jurisdictions. Finally, this chapter identifies existing or potential conflicts between the Town and surrounding municipalities that may arise over this plan's 20-year planning period and strives to resolve those conflicts.

Extraterritorial Jurisdiction

Extraterritorial jurisdiction is the extension of cities and villages beyond their municipal boundaries into unincorporated areas of towns. Under *Wisconsin Statutes*, cities and villages have the authority, by right, to exercise extraterritorial land use planning, subdivision review, official mapping, and, with town approval, zoning outside their incorporated boundaries. In order to exercise extraterritorial zoning, cities and villages must work cooperatively with adjoining towns. The City of Green Bay has extraterritorial jurisdiction over a portion of the Town of Green Bay. Maps 1, 3, and 4 shows the extraterritorial boundary area (ETJ) within which the City of Green Bay can exercise land use controls.

Intergovernmental cooperation is critical to future planning and community needs, addressing mutual land use concerns, and to avoiding potential conflicts.

OVERLAPPING JURISDICTIONS

Sanitary District

The town is provided Sanitary Sewer Services within New Franken and Dyckesville. Sewer Service Areas and Sanitary Districts are provided on Map 6 Community Utilities and Community Facilities. Both the New Franken and Dyckesville Sanitary Districts consist of the ownership, operation, and maintenance of a local sanitary sewer collection system comprised of gravity sewers, lift stations, and force mains. These systems are both tributary to the collection system of NEW Water, which, in turn, is tributary to the sewage treatment plant located about 12 miles southwest of the Dyckesville Sanitary District and about nine miles west of the New Franken Sanitary District. The Dyckesville and New Franken Districts have a regular inspection program of its sewerage system and are generally aware of the demands future growth will impose upon the collection system.



This document recommends the Town continue to work with the Dyckesville and New Franken Sanitary

Districts and that all three continue to work with NEW Water to ensure that future sewered growth and development are accommodated as efficiently as possible.

School Districts

The Town is currently served by the Luxemburg-Casco Public School District and the Green Bay Area Public School District. The Town of Green Bay should encourage both school districts to continue their practice of placing schools in areas, including the Town of Green Bay, which can be easily and safely reached by area students. The Town should initiate coordination with the school districts to ensure they are included in discussions about future school sites. This cooperative effort should occur whether or not the sites are within the Town limits because new schools will still likely affect students who live in the Town of Green Bay. The Town should also inform the school districts if large residential developments are approved in the community to enable the district to plan for the additional students.



The Town is also within the service areas of NWTC. The Town of Green Bay should coordinate with NWTC on the types of technical college courses needed in the region.

Brown County

The four County departments that currently have the most significant presence in the Town are the Brown County Highway Department, Brown County Sheriff's Department, Brown County Library System, and Brown County Park Department.

Highway Department

The plan's Transportation chapter recommends that the Town consider roundabouts and other traffic calming techniques to maximize safety, efficiency, and accessibility for all Town of Green Bay residents. Since the Brown County Highway Department has jurisdiction over many of the major streets and intersections in the Town, 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 Town should also work with the Brown County Highway Department and Brown County Planning Commission to identify, plan, and implement projects that fit within the context of the surrounding areas.



Sheriff's Department

The Brown County Sheriff's Department provides police and patrol service to the Town of Green Bay. The current service is expected to be adequate in the future. However, if the Town believes that additional service is necessary, it should consider contracting with the Brown County Sheriff's Department for additional coverage.

Library System

The Brown County Library branches that are currently closest to the Town of Green Bay are in the City of Green Bay and Village of Denmark. The Town also has access to the bookmobile. Since a formal library branch will not likely be established in the Town of Green Bay within the next 20 years, it is important that the Town continues to show its support of the bookmobile by advertising and urging residents to use it frequently. Similarly, the Town should urge its elected representatives to continue to support the program.

Park Department

The Town currently contains Cecil Depeau Bay Shore Park, which the Town of Green Bay residents have traditionally supported retaining as a County facility. The current Brown County Open Space and



Recreation Plan recommends that 130 acres of land be acquired for protection of the Niagara Escarpment and the bay bluff and for expansion of the current park and its facilities. The Town should work with the Brown County Park Department to maintain the existing park and work toward the recommended park expansion and protection of natural resources. If the expansion and protection of natural resources is possible, representatives of the Town should help the Park Department plan the new area.

Kewaunee County

Kewaunee County borders the Town of Green Bay to the east. The County's most recent Comprehensive Plan (2007) anticipates primarily concentrated growth and redevelopment in its cities and villages like the Village of Luxemburg. It also anticipates continues growth pressure along Lake Michigan in the Dyckesville area and scattered, unsewered development, much like what is anticipated for the Town of Green Bay.



The Town of Green bay should periodically contact the County to discuss land use compatibility near their border and other issues that could arise during the planning period.

Bay-Lake Regional Planning Commission

The Bay-Lake RPC is a multi-service entity within Wisconsin that delivers a variety of federal, state, and local programs. RPCs are public entities established similar to municipalities which provide planning and technical assistance to member local governments. They are accountable to local government, and effective partners for state and federal governments. The Bay-Lake RPC was created in 1972 at the request of the seven county boards in the region to act as the official area-wide planning agency for northeastern Wisconsin. In December 1973, Florence County joined the RPC, bringing the total number

of member counties to eight. Wisconsin Statutes prescribe that the function of the RPC shall be solely advisory to the local governments and local government officials comprising the region.



The Bay-Lake RPC helps communities apply for and obtain economic development grants and other financial assistance, has performed surface evaluations of local roads, and has provided several other services. In the future, the Town of Green

Bay should consider contacting the Bay-Lake RPC to explore grant opportunities and consider utilizing Bay-Lake staff to complete grant applications. The Town should also consider having Bay-Lake staff perform pavement evaluations for the Town's Pavement Surface Evaluation and Rating (PASER) program.

Green Bay Metropolitan Planning Organization

The Green Bay MPO is the designated transportation planning agency for the Green Bay metropolitan area. The MPO is responsible for planning and decision making related to regional transportation and has a goal of building regional agreement on transportation investments that balance roadway, public transit, bicycle, pedestrian, and other transportation needs and support regional land use, economic, and environmental goals. The Town of Green Bay is not included in the MPO's 2030 boundary but a portion of the Town north of WIS 57 and west of Bay Shore County Park is included in the MPO's 2045 boundary. The 2045 boundary generally runs north to south along the Town's western boundary (County T)

In 2010 the Green Bay MPO completed the 2035 Long-Range Transportation Plan. Currently, the MPO is in the process of updating this plan to the 2045 Long-Range Transportation Plan which will include the small portion of the Town. The current draft does not provide any recommendations for improvement within the portion of the Town included within its boundary. It is anticipated that future recommendations may include bicycle and pedestrian improvements north of WIS 57. The Town supports future MPO recommendations and will continue to work with Brown County and the MPO to implement programs and plans.

NEIGHBORING COMMUNITIES

The following is a brief description of the local units of government that surround the Town of Green Bay, as well as a description of other significant regional or state agencies operating within Brown County. Map 1 depicts the existing municipal boundaries of the Town's neighboring and overlapping jurisdictions.

Town of Scott

The Town of Scott shares fire service with the Towns of Green Bay and Humboldt. According to representatives of the Towns of Scott and Green Bay, the two communities are in the process of

discussing a location for a new fire station that will service the Towns of Scott and Green Bay in the next 20 years. The two communities should periodically contact each other to also discuss land use compatibility near their borders and other issues that could arise during the planning period.



Town of Humboldt

The Town of Humboldt is located directly south of the Town of Green Bay. The two communities share fire services, and no known issues of significance exist. However, The Town of Green Bay should periodically contact the Town of Humboldt to discuss land use compatibility near their borders and other issues that could arise during the planning period.

Town of Red River

The Town of Red River is located in Kewaunee County and shares a boundary (County Line Road) with the Town of Green Bay. Dyckesville splits the two Towns. Much like the Town of Green Bay, the Town of Red River is expected to see growth pressure along Lake Michigan in the Dyckesville area and other scattered unsewered development. The Town should consider developing additional service agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost. Similarly, the Towns should work cooperatively to address any proposed development along County Line Road, their boundary.

Town of Luxemburg

The Town of Luxemburg is located in Kewaunee County and shares a boundary with the Town of Green Bay. There is concern about large farm operations, manure spreading, and impacts to roads along the Town of Green Bay's municipal border. The Town of Green Bay would like to maintain their relationship with the Town of Luxemburg regarding these issues and how large farm operations may impact their respective communities. The Town should consider developing additional service agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

Dyckesville

Dyckesville is an unincorporated community located in the Towns of Green Bay and Red River (Kewaunee County). Future growth in Dyckesville is expected to be slow to moderate. Representatives of the Towns of Green Bay and Red River expect future development in this area to be primarily along WIS 57. In addition to Dyckesville's growth, the Town of Green Bay would like to see future expansion of Dyckesville's sewer system into adjacent residential areas and planned sewer areas.

WISCONSIN AGENCIES

WI Department of Natural Resources

The WDNR provides service to all Brown County residents out of its service center located in the City of Green Bay. The agency also maintains a satellite office in Door County. The WDNR region manages key environmental assets like land, wildlife, and water through various departmental divisions which specialize in the protection and conservation of resources. Natural features identified within the Town and County are discussed in Chapter 3. The Town should continue maintain its relationship with the WDNR and pursue cooperative efforts to preserve and conserve significant environmental features as recommended throughout this document.



WI Department of Transportation (WisDOT)



The Wisconsin Department of Transportation is comprised of three executive offices and five divisions responsible for overseeing, planning, building and maintaining Wisconsin's network of state highways and Interstate highway system. Included in that system are WIS 54 and 57 which run through the Town of Green Bay. The department shares the cost of maintaining those systems and county and local systems including highways, public transit, and bicycle and pedestrian facilities. WisDOT's main office is located in Madison, but the department maintains regional offices throughout the state. The northeast region includes Brown County and has several projects under or scheduled for construction in the Town which are described further in the Transportation Chapter of this Plan.

WI Department of Agriculture, Trade, and Consumer Protection (DATCP)

The Department of Agriculture, Trade, and Consumer Protection provides oversight of farming, food production and supply to the States residents. DATCP consists of seven distinct divisions including Agricultural Resource Management, Animal Health, Food Safety, Agricultural Development, Trade and Consumer Protection, Management Services, and Office of the Secretary, to ensure the state's residents and businesses a health environment, a healthy food supply, and healthy business practices. Within the Town, DATCP is involved in farmland protection through its Working Lands Initiative and oversight of the Town's CAFO (with cooperation through WDNR). The Town intends to maintain its relationship with DATCP to manage its agricultural resources and protect its residents, businesses, and natural features.



INTERGOVERNMENTAL CONFLICTS AND RESOLUTION

It is important for future planning efforts to attempt to resolve current conflicts between neighboring and overlapping jurisdictions, and to attempt resolution as future conflicts may arise. The City of Green Bay's ETJ area depicted on Map 1 is reserved for long-term future development. This boundary represents the opportunity for the Town to be engaged in the planning for this area and how it might affect adjacent Town land uses. Continuous coordination with the City of Green Bay will ensure that any future conflicts that may arise are resolved efficiently and effectively.

There are some land use discrepancies but no known conflicts between the Town of Green Bay Comprehensive Plan and the various adopted plans and policies of Brown County, the BLRPC, WDNR, WisDOT, or the area School Districts. The Town desires a collaborative, working relationship with these entities on future planning efforts and will continue to work with the adjacent communities to ensure that future development that occurs is reasonably respectful of existing land uses.

If a conflicting issue should arise within the next 20 years, the Town could utilize cooperative planning, informal negotiation, facilitated negotiation, mediation, and binding arbitration if necessary to come to resolution.

INTERGOVERNMENTAL COOPERATION GOALS & OBJECTIVES

Goal:

Maintain the community character by providing timely service delivery and compatible land development through cooperation with surrounding and overlapping units of government.

Objectives:

1. Work with the Green Bay and Luxemburg-Casco school districts to project future school-aged populations so that the districts can accurately plan for future facilities.
2. Coordinate with the surrounding communities regarding municipal services, land use decisions, and address other issues of mutual concern.
3. Continue working with the surrounding communities, Brown County, and WisDOT to plan highway corridors that serve or cross the Town.
4. Identify existing and potential conflicts with the surrounding communities and work with the communities and Brown County Planning Commission to resolve these conflicts.
5. Identify potential partnerships with other local, county, state, and regional agencies, as well as with nonprofit and private enterprises.
6. Explore future opportunities to consolidate the provision of town services with other communities.

INTERGOVERNMENTAL COOPERATION POLICIES, PROGRAMS & RECOMMENDATIONS

The Town is impacted by decisions of a number of adjacent or overlapping jurisdictions. This following listing of programs and recommendations is to promote joint planning and decision making between the Town and the other jurisdictions.

Adopt and Implement an Extraterritorial Zoning Committee with the City of Green Bay

Under Wisconsin Statutes, cities and villages have the authority, by right, to exercise extraterritorial land use planning, subdivision review, official mapping, and, with town approval, zoning outside their incorporated boundaries. In order to exercise this zoning, cities and villages must work cooperatively with adjoining towns.

The Town should continue to pursue joint committees with the City of Green Bay to review proposals for development within or potentially impacting the Town. Extraterritorial zoning has the benefit of providing for smoother transitions between rural and urban land uses, reducing conflicting land uses (which lessens citizen complaints and protects property values), and promoting intergovernmental cooperation and communication.

Maintain and Enhance Relations with WDNR and Brown County

The Town desires to maintain and enhance a working relationship with the WDNR and Brown County in regard to its natural resources. The Town is rich with natural resource amenities and desires to build a strong, collaborative relationship with the WDNR and Brown County to maintain and market those amenities. Specifically, the Town would like to develop a relationship to work on issues related to invasive species, management of existing park lands, marketing of its park and natural features, natural resource tourism, and future opportunities. Developing a relationship with these entities will



Figure 53: Resources like Bayshore County Park provide recreational opportunities year round. Ice fishing is a major winter-time activity in Wisconsin. Image Credit: Volkan Yuksel via www.panoramio.com.

enhance the implementation of this plans recommendations to protect and manage the Towns natural resources. It will also allow the Town to leave a legacy of intergovernmental cooperation.

Support Future Efforts to Develop and Maintain County Parkland and Protect Natural Areas

In 2008, Brown County prepared and adopted its 2008 – 2013 Park and Outdoor Recreation Plan. This plan outlines the importance the boat launch at Bay Shore County Park plays for the region. The launch

Town of Green Bay Comprehensive Plan

is an access point that allows for nature based tourism on the Bay of Green Bay. The plan recommends conducting a boater survey to determine the need for expanded boat launch facilities. Similarly, the plan recommends an evaluation of the breakwater and harbor to ensure its structural integrity for the future. It is anticipated the County will be updating this plan within the next year.

The plan also acknowledges the important of the Niagara Escarpment and the Red Banks Alvar. The plan outlines ways in which the County will partner with the WDNR and US Fish and Wildlife Service to protect and acquire land for preservation of these resources.

The Town should work with the Brown County Parks Department to evaluate future needs of Bay Shore County Park and protect significant natural resources areas like the Red Banks Alvar and Niagara Escarpment.

Cooperate with Brown and Kewaunee Counties to Create Bicycle and Pedestrian Linkages

The Town is open to exploring the paving of shoulders on county highways and town roads identified on the County's mapped bike routes, where feasible. The recommended width of paved shoulders on rural roadway intended for bicycling is four feet. The Town should encourage the County to explore grant funding opportunities to create a consistent signage and marketing program to identify and promote the designated routes of the countywide bike route. The Town should cooperate with adjacent towns as needed to incorporate bikeway, pedestrian, and other facilities as a part of all major roadway improvement projects and new developments in or adjacent to its boundary.



CHAPTER

Implementation

3



IMPLEMENTATION

The implementation chapter outlines specific actions to be completed for implementation of this Plan. Actions include proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, and to implement the objectives, plans and programs contained in this plan. This chapter describes how each of the elements of this Plan will be integrated and made consistent with the other elements of the comprehensive plan, and includes a mechanism to measure the Town's progress toward achieving all aspects of this Comprehensive Plan. Furthermore, this chapter includes a process for updating this Plan regularly over the course of the next 5-10 years.

PLAN ADOPTION PROCESS

This Town of Green Bay Comprehensive Plan update was adopted following procedures specified by Wisconsin's "Smart Growth," or comprehensive planning legislation. This included public participation throughout the process; a Town Plan Commission recommendation; distribution of the recommended Plan to affected local, county, and state governments; a formal public hearing; and Town Board adoption of the Plan by ordinance. Specifically, the Town used the following procedure to adopt (and if necessary, will use to amend) this Plan:

- a) Either the Town Board or Plan Commission initiates the proposed Comprehensive Plan update or amendment. This may occur as a result of a regular Plan Commission review of the Plan or may be initiated at the request of a property owner or developer.
- b) The Town Board adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the plan update or amendment process (Statutes Section 66.1001(4)a).
- c) The Town Plan Commission prepares or directs the preparation of the plan update or specific text or map amendment to the Comprehensive Plan.
- d) The Town Plan Commission holds one or more public meetings on the Proposed Comprehensive Plan update or amendment. Following the public meeting(s), the Plan Commission makes a recommendation by resolution to the Town Board by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes and model resolution in this Plan.
- e) At least 30 days before the public meeting is held, the Town shall provide written notice to all of the following:
 1. An operator who has obtained, or made application to obtain a nonmetallic mining reclamation permit.
 2. A person who has registered a marketable nonmetallic mineral deposit.
 3. Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the Town provide the property owner or leaseholder notice of the public hearing.

- f) The Town Clerk directs the publishing of a Class 1 notice, with such notice published at least 30 days before a Town Board public hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.
- g) The Town Board holds a formal public hearing on an ordinance that would adopt the Comprehensive Plan or incorporate the proposed update or amendment.
- h) Following the public hearing, the Town Board approves (or denies) the ordinance adopting the proposal. Adoption must be by a majority vote of all members. The Town Board may require changes from the Plan Commission recommended version of the proposal.
- i) The Town Clerk sends a copy of the adopted ordinance and Plan update or amendment to all adjacent and surrounding government jurisdictions as required under Section 66.1001(4)b and c, Wisconsin Statutes.
- j) The Town Clerk sends copies of the adopted Plan update or amendment to the Dane County Planning and Development Department for incorporation, as appropriate, into the County's Comprehensive Plan.

IMPLEMENTATION RECOMMENDATIONS

Table 27 provides a detailed list and timeline of the major actions that the Town may take to implement the Comprehensive Plan. These actions will require substantial cooperation with other jurisdictions and, often, property owners. Other Town government priorities, time constraints, and budget constraints may affect the completion of the recommended actions in the timeframes presented. The table has three different columns of information, described as follows:

- **Element:** The list of recommended actions is divided into six different categories generally based on different chapters of this Plan.
- **Implementation Programs and Recommendations:** The second column lists the actual actions recommended to implement key aspects of this Plan. The recommendations are for Town actions that might be included, for example, in annual work program or as part of the annual budgeting process.
- **Implementation Timeframe:** The third column responds to the State comprehensive planning law, which requires implementation actions to be listed in a “states sequence.” The suggested timeframe for completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes are all within the next 10 years (and not the full 20-year planning period), because this Plan will need to be updated by 2024.

TABLE 29: RECOMMENDED IMPLEMENTATION PROGRAMS AND ACTIONS

Element	Implementation Programs and Recommendations	Timeframe
Land Use (chapter two)	Work with Brown County and surrounding municipalities to update the land use inventory and maps.	2015 and in 5-year increments
	Direct commercial and industrial development to areas of existing development.	Ongoing
	Support the majority of new housing on unsewered lots 1 acre or greater and outside existing and planned sewer service areas.	Ongoing
Transportation (chapter three)	Support appropriate improvements to existing highways.	Ongoing
	Support Brown County efforts to improve non-motorized mobility throughout the County.	Ongoing
	Work with the County and State to promote the preservation of unique and scenic roadways	Ongoing
Economic Development (chapter four)	Implement enhanced design standards for industrial and commercial development.	2015-2016 and Ongoing
	Work with surrounding municipalities to plan for and guide intensive development into planned development areas like cities and villages.	2015 on Ongoing
Housing & Neighborhood Development (chapter five)	Amend Zoning Code to allow for granny flats in Residential Districts	2015 -2016 and Ongoing
	Revise Zoning Code to support provision of professional engineering services for development review as needed.	2015 -2016 and Ongoing
	Cooperate with surrounding municipalities to plan for and preserve a sufficient supply of developable land for housing.	Ongoing
	Support context sensitive design and encourage cluster development.	Ongoing
Utilities & Community Facilities (chapter six)	See Table in the Utilities & Community Facilities Chapter.	
Agricultural, Natural, and Cultural Resources (chapter seven)	Work with Brown County, the WDNR, and surrounding municipalities to preserve, enhance and promote local and regional natural resources for tourism.	Ongoing
	Direct large-scale development away from active agricultural uses and environmentally sensitive areas.	Ongoing
	Work cooperatively with neighboring municipalities and the WDNR to maintain the quality of the Town's water resources	Ongoing
	Cooperate with the County on a comprehensive survey of historic and archeological resources and the promotion of cultural heritage tourism.	Ongoing
Intergovernmental Cooperation (chapter eight)	Provide a copy of this Comprehensive Plan and all subsequent amendments to surrounding and overlapping governments.	2015 and as amended
	Encourage Brown County Board adoption of this Comprehensive Plan as presented.	2015
	Update the Comprehensive Plan.	2020-2025

PLAN MONITORING AND USE, AMENDMENTS, AND UPDATE

Plan Monitoring and Use

The Town should continuously evaluate its land use decisions (private development proposals, public investments, regulations, incentives, etc.) against the recommendations of this Comprehensive Plan. This Plan should be used as the first “point of reference” when evaluating all proposals related to land use and development.

Plan Amendments

Amendments to this Comprehensive Plan may be appropriate in the year following Plan adoption and in instances where the Plan becomes irrelevant or contradictory because of emerging policy or trends. “Amendments” are generally defined as minor changes to the Plan document or maps. Frequent amendments to accommodate specific development proposals should be avoided.

The state comprehensive planning law requires that the Town use the same process to amend, add to, or update the Comprehensive Plan as it used to initially adopt the Plan. This does not mean that the public participation process in the Comprehensive Plan needs to be replaced. It does mean that the procedures, defined under Section 66.1001(4), Wisconsin State Statutes and outlined in the Plan Adoption Process above, need to be followed.

Plan Update

Once adopted, the Town should regularly evaluate its progress towards achieving the recommendation of this Comprehensive Plan, and amend and update it as appropriate. The state comprehensive planning law requires that this Plan be updated at least once every 10 years, and recommends 5-year reviews. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Based on this timeframe, the Town should evaluate the need to update this Comprehensive Plan during 2020 and again in 2025. The Town will also monitor any changes to the language or interpretations of the state law over the next several years.

CONSISTENCY AMONG PLAN ELEMENTS

Wisconsin Statutes require that by January 1, 2010, if a local governmental unit enacts or amends any of the following ordinances, the ordinances shall be consistent with a locally adopted comprehensive plan: official mapping, local subdivision, county zoning, city or village zoning, town zoning, and shorelands or wetlands in shorelands zoning. The chapters of this Plan were prepared concurrently to minimize the potential for inconsistency, and this Plan was adopted with no known internal inconsistencies between the different elements of this Plan. The Town will regularly evaluate community issues and Board and Plan Commission decisions to identify circumstances not anticipated with drafting the Plan document, and may propose updates as outlined above.

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APPENDIX

Adopting Legislation



ADOPTING LEGISLATION

RESOLUTION 2015- 1

ESTABLISHING PUBLIC PARTICIPATION PROCEDURES
FOR COMPREHENSIVE PLAN

WHEREAS, the Town of Green Bay will prepare an update to their 2006 "Smart Growth" Comprehensive Plan under the authority of and procedures established by §66.1001(4), Wisconsin Statutes; and

WHEREAS, §66.1001(4)(a), Wisconsin Statutes, requires that the governing body of the local governmental unit adopt written procedures designed to foster public participation at every stage of comprehensive plan preparation, and that such written procedures shall provide for wide distribution of draft plan materials, an opportunity for the public to submit written comments on the plan materials, and a process for the governing body to respond to such comments; and

WHEREAS, the Town of Green Bay believes that regular, meaningful public involvement in the comprehensive plan process is important to assure that the resulting plan meets the wishes and expectations of the public; and

WHEREAS, the attached "Public Participation Plan for the Town of Green Bay Comprehensive Planning Process" includes procedures to foster public participation, ensure wide distribution of draft plan materials, provide opportunities for written comments on such materials, and provide mechanisms to respond to such comments.

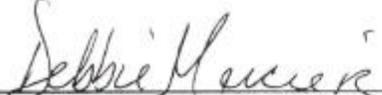
NOW, THEREFORE, BE IT RESOLVED that the Town Board of the Town of Green Bay hereby adopts the procedures included in the "Public Participation Plan for the Town of Green Bay Comprehensive Planning Process" as its public participation procedures meeting the requirements of §66.1001(4)(a), Wisconsin Statutes.

Resolution Adopted: April 14, 2015



Lee DeChamps, Chairman

ATTEST:



Debbie Mercier, Town Clerk

RESOLUTION NO. 01-2015

**ADOPTING AND RECOMMENDING THE COMPREHENSIVE PLAN
FOR THE TOWN OF GREEN BAY, BROWN COUNTY, WISCONSIN**

WHEREAS, the Town of Green Bay has by ordinance established a Plan Commission for the Town of Green Bay pursuant to Sections 60.10, 60.22(3), 61.35 and 62.23 of the Wisconsin Statutes, and

WHEREAS, the Town Plan Commission is empowered to recommend to the Town Board the adoption of a Comprehensive Plan for the physical development of the Town, pursuant to Sections 62.23 and 66.1001 of the Wisconsin Statutes, and

WHEREAS, the Wisconsin Legislature enacted a comprehensive planning law, which is set forth in Section 66.1001 of the Wisconsin Statutes, that requires "comprehensive" plans be completed and adopted by local governing bodies in order for a town to enact or amend zoning, subdivision, or official mapping ordinances, and

WHEREAS, the Town of Green Bay Plan Commission is charged with the responsibility of developing and updating a comprehensive plan consistent with the requirements specified by law, and

WHEREAS, the Town of Green Bay Plan Commission has prepared a comprehensive plan for the Town of Green Bay that includes the nine elements required by Chapter 66.1001 of the Wisconsin State Statutes along with the required maps and descriptive materials; and

WHEREAS, the Town of Green Bay Town Board adopted a Public Involvement Plan on April 14, 2015 that outlined the written procedures to foster public participation during the comprehensive plan preparation, and provided an opportunity for the public to submit written comments on the plan materials, and

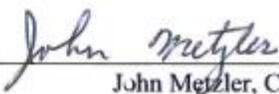
WHEREAS, Section 66.1001(4)(b) of the Wisconsin State Statutes requires that the planning commission or other authorized body recommend to the Town Board, by a majority vote, the adoption of the prepared comprehensive plan.

NOW, THEREFORE, BE IT RESOLVED by the Town of Green Bay Plan Commission that:

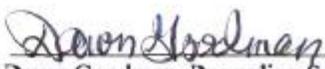
- A. The Town Plan Commission recommends to the Town Board the attached "Town of Green Bay Comprehensive Plan Update 2015" dated June 16, 2015 incorporated by reference, and recommends that the Town Board adopt the same by ordinance, following notice and a public hearing in the manner provided for in Section 66.1001(4) of the Wisconsin Statutes.

BE IT FURTHER RESOLVED, that the Plan Commission Chair shall sign this resolution and shall further certify a copy to the Town Board.

Resolution Adopted: June 16th, 2015


John Metzler, Chairman

ATTEST:


Dawn Goodman, Recording Secretary

ORDINANCE NO. 957-J

**AN ORDINANCE OF THE TOWN OF GREEN BAY, BROWN COUNTY, WISCONSIN
ADOPTING THE TOWN OF GREEN BAY COMPHENSIVE PLAN**

WHEREAS, pursuant to Wisconsin Statutes, including but not limited to Wis. Stats. §§ 60.10, 60.22(3), 61.35, 62.23(2) and (3), the Town is authorized to prepare, adopt and amend a comprehensive plan as defined in Wis. Stats. §§ 66.1001(1)(a) and 66.1001(2); and,

WHEREAS, the Town Board has adopted and followed written procedures to foster public participation in every stage of the preparation of a comprehensive plan as required by Wis. Stat. § 66.1001(4)(a); and,

WHEREAS, the Plan Commission, by majority vote of the entire Plan Commission, which vote is recorded in the Plan Commission official minutes, adopted a resolution on June 16, 2015 (the “Resolution”) recommending that the Town Board adopt the comprehensive plan entitled “Town of Green Bay Comprehensive Plan” (the “Comprehensive Plan”) which contains all of the elements specified in Wis. Stat. § 66.1001(2); and,

WHEREAS, the Comprehensive Plan is further described in Exhibit A, which is attached hereto and incorporated by reference as if fully set forth herein; and,

WHEREAS, pursuant to Wis. Stats. § 66.1001(4)(b), following passage of the Resolution, and prior to any public hearing, the Town Clerk provided written notice to all of the individuals required by Wis. Stats. §§ 66.1001(4)(e) and (f); and,

WHEREAS, on August 11, 2015 the Town Board held a public hearing to receive public comments on the Comprehensive Plan in compliance with Wis. Stats. § 66.1001(4)(d)(“Public Hearing”); and

WHEREAS, such Public Hearing was preceded by a class 1 notice published at least 30 days prior to the Public Hearing, and such notice contained the time, date and place of the Public Hearing, a summary of the Comprehensive Plan, the name of a Town contact who can provide information on the Comprehensive Plan, and place and hours which the Comprehensive Plan can be inspected prior to the Public Hearing; and,

WHEREAS, the Town Board has reviewed the Comprehensive Plan and has considered public input on it; and,

WHEREAS, the Town Board has determined that the Comprehensive Plan is in the public interest, that it is needed to guide and accomplish the coordinated, adjusted and harmonious development of the Town in accordance with existing and future needs, that it best promotes the public health, safety, convenience, prosperity and welfare, and promotes the efficiency and

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economy of development.

NOW, THEREFORE, in consideration of the above recitals which are expressly incorporated herein, the Town Board of the Town of Green Bay ordains as follows:

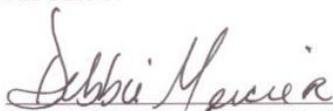
1. That the Town Board hereby adopts the Comprehensive Plan pursuant to Wis. Stat. § 66.1001(4)(c); and,
2. That the Town Clerk/Treasurer send a copy of the Comprehensive Plan to all of the entities specified in Wis. Stat. § 66.1001(4)(b); and
3. That the Town Board recommends to the Brown County Board of Supervisors to adopt and incorporate the Comprehensive Plan into the Brown County Comprehensive Plan and other land use plans following the procedure required by applicable ordinances and statutes; and
4. That this ordinance shall take effect upon passage and posting or publication as required by law.

This ordinance was duly considered and adopted by the Town Board of the Town of Green Bay pursuant to a vote of 2 for and 0 against on this 11th day of August, 2015.



Lee DeChamps, Town Chairman

ATTEST:



Debbie Mercier, Town Clerk

Attachment – Exhibit A – Town of Green Bay Comprehensive Plan

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APPENDIX **B**

Public Participation Plan

PUBLIC PARTICIPATION PLAN

Introduction

In 2015 the Town of Green Bay updated its comprehensive plan to comply with Wisconsin's "Smart Growth" planning law. A key required component of the state's new planning legislation is to actively involve local residents and community stakeholders throughout the comprehensive planning process. Encouraging public participation is a key goal in the Town's planning effort. The Town believes that public participation will help ensure that the resulting comprehensive plan accurately reflects the vision, goals, and values of its residents and business community.

Section 66.1001(4)(a) of Wisconsin Statutes specifically requires the Town's governing body to adopt by resolution written procedures designed to foster public participation—including open discussions, communication programs, information services, and public meetings for which advance notice has been provided—at every stage in the preparation of the comprehensive plan. The written procedures must provide for wide distribution of the comprehensive plan, an opportunity for the public to submit written comments on the plan, and provisions for the Town's response to such comments. This document meets this statutory requirement.

Approach

The Town of Green Bay has agreed on a set of participation activities designed to foster public participation throughout every stage of the comprehensive planning process. These activities are described below. The Town's list of participation events have been selected because they typically return public input with relatively modest public expenditures. By actively involving and engaging the public, the Town will meet both the letter and spirit of Wisconsin's "Smart Growth" legislation and will follow these general approaches:

- The Town will encourage the widest degree of public involvement possible within budget constraints, to produce a plan that truly reflects the ideas, desires, and objectives of most residents and property owners.
- The Town will use the Smart Growth Steering Committee as a foundation for the process, with input from the Town's other committees and staff.
- All meetings are open to the public, and will be noticed as required by state open meeting regulations.
- All public meetings will provide at least some opportunity for public comment. Several of the meetings are particularly meant to encourage wide participation from the public. Other meetings are intended to be work sessions for the Smart Growth Steering Committee.

- The Town will share information and materials for the comprehensive plan update on its Web page throughout the planning process. Press releases will also be provided to local media outlets at key times during the planning process.
- The Town will inform neighboring and overlapping governments to encourage regional cooperation.

A critical part of any planning process is the incorporation of public input. Several techniques were used to involve the public in the preparation of the Plan.

Selected Techniques to Involve the Public

▪ Smart Growth Steering Committee Meetings

Monthly Smart Growth Steering Committee meetings were held over the course of the planning process. All Committee meetings were noticed and held as open public meetings, and provided for a public comment period. Some Committee meetings were specifically intended to solicit public input throughout the meeting, while others were Committee work sessions with a limited public comment period. Meetings were held in conjunction with regular Plan Commission Meetings.

▪ Use of Internet

The Town shared information and materials on its Web page (www.townofgreenbay.com) throughout the planning process. In addition to legal posting and publishing requirements, the Town also publicized and promoted the planning process, provided information on upcoming meetings, and supplied the results of meetings, along with draft plan documents and maps.

▪ Intergovernmental Cooperation

As the Town is adjacent to other towns and incorporated municipalities and there is a significant amount of infrastructure that is the responsibility of other agencies, the Town will notify and maintain contact with these municipalities throughout the planning process. As required by statute, the Town has and will provide draft plan materials to adjacent and overlapping governments for review and comment.

▪ Public Comment at Plan Commission Meeting

The Plan Commission formally acted on the completed draft Comprehensive Plan near the end of the planning process. This was done through a public meeting and provided an opportunity for written public comment to be reviewed by the Plan Commissioners.

- **Formal Public Hearing**

The Town held one formal public hearing on the draft Comprehensive Plan and the adopting ordinance prior to adoption. All members of the public had an opportunity to present testimony and offer comments at that public hearing. The public hearing was noticed and held per the requirements of Wisconsin Statutes, Section 66.1001.

Opportunities for Comments/Responses on the Draft Comprehensive Plan

This section addresses statutory requirements to provide wide distribution of the plans, opportunities for written public comments, and an approach to respond to such comments.

The Town provided copies of draft plan materials through the Web page, at Town Hall, and by mail in digital format to adjacent and overlapping governments, to owners of property, or to persons who have a leasehold interest in property pursuant to which the persons may extract nonmetallic mineral resources as required by statute, and to members of the participating public as requested. The Town may charge for public copies an amount equal to the costs of time and materials to produce such copies.

Public comments were solicited and responded to at every stage of comprehensive plan creation. Steering committee meetings provide an opportunity for oral and written input, and at the public hearing(s) near the end of the process.

Written comments on the comprehensive plans may also be mailed, faxed, or e-mailed to the Town Clerk. Comments may also be communicated by telephone or in person to Steering Committee members and/or the consultant. The Town will respond to written comments via mail, e-mail, fax, telephone, meeting, and/or through consideration of appropriate changes in the comprehensive plan.