

# TOWN OF LEDGEVIEW COMPREHENSIVE PLAN 2045

**BROWN COUNTY, WISCONSIN**

**Zoning & Planning Commission Recommendation: DATE**  
**Town Board Adoption: DATE**

**DRAFT**

**Mead&Hunt**

**Ledgeview**  
Set your sights high

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# PLAN SUMMARY

The Town of Ledgeview Comprehensive Plan is a decision-making guide for the physical, social, and economic development of the community over the next 20 years.

## WHO WILL USE THIS PLAN

This Plan will be utilized by elected officials and decision makers from the Town and surrounding municipalities. Residents, visitors, and developers will also find this Plan useful in answering questions related to 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 background information and demographics and outlines where development has occurred previously and how and where 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 Ledgeview 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 Ledgeview Town Hall and on the Town website (<https://www.ledgeview.wi.gov/>). It is also available through the Department of Administration Library of Comprehensive Plans (<https://doa.wi.gov/>).

## WHY THIS PLAN WAS PREPARED

This plan was prepared as a 10 year update to the Town of Ledgeview Comprehensive Plan 2035 (amended 2019) in order to remain a useful decision making guide for the community.

## What this Plan Includes:

**Issues & Opportunities:** Current demographics, key planning issues, and the Town's vision for the next 20 years.

**Land Use:** Where and how the Town plans to 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.

**Community Facilities & Utilities:** An inventory of community utilities and facilities.

**Agricultural, Cultural, & Natural Resources:** Opportunities and constraints posed by resources in the Town.

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

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

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# INTRODUCTION

The Town of Ledgeview is a place where residents and businesses set their sights high! Located on the Niagara Escarpment in central Brown County, the Town of Ledgeview is a great place to live in northeastern Wisconsin. Founded as an agricultural community, its reputation for strong municipal services, million-dollar views, and outstanding natural amenities has attracted significant growth over the past two decades, more than tripling the Town's population. While agriculture, services, and natural amenities remain important defining characteristics of the community, the Town's residents have also benefited from its strategic location at the southern edge of the Green Bay Metropolitan Area.

The beautiful countryside of Ledgeview 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 population has been increasing, presenting both opportunities and challenges. Economic growth has provided local employment opportunities, urban amenities, and a larger, diversified tax base. As population increases, so does the need for services to keep pace with growth and changing demands. In addition, growth brings with it additional pressure on the existing resource base that is necessary to sustain and improve the quality of life for future residents. In this context, it is essential to plan for development in a controlled, orderly, and predictable manner that will enhance the Town's ability to retain the qualities that define its character, avoid land use conflicts, provide housing and appropriate employment opportunities, and protect its natural, cultural, and agricultural resources.

Great communities do not grow by accident or without public debate and agreed-upon guidelines. Collaborative planning processes and comprehensive plans are the building blocks of such great communities. Planning helps maintain and promote livable, vital communities. This Comprehensive Plan outlines how to maintain what we like about our community, and identifies key improvements to make our community even better.

## PURPOSE OF THIS PLAN

This Plan is intended to capture a shared vision for the Town in order to guide development over the 20-year planning period. This Plan will help elected officials make decisions that reflect the short- and long-term wishes of the community. It will help prioritize the Town's human and financial resources to provide the necessary public infrastructure and amenities needed to maintain a high quality of life.

This Comprehensive Plan is being prepared under the State of Wisconsin's Comprehensive Planning legislation contained in §66.1001, Wisconsin Statutes. This Town of Ledgeview Comprehensive Plan is intended to:

- Identify areas appropriate for development and preservation in the Town over the next 20 years;
- Recommend types of land use for specific areas in the Town;
- Preserve natural features, agricultural lands, and farming in the community;
- Identify needed transportation and community facilities to serve future land uses;
- Direct housing and economic investment in the Town; and
- Provide detailed strategies to implement plan recommendations.

## PLANNING PROCESS

The Town of Ledgeview adopted its previous Comprehensive Plan in November of 2015. In 2009, Town leaders worked with Brown County to amend the existing plan to ensure it 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 amendment was adopted in December 2009. This document is a 10 year update to the previously adopted plan.

This plan is organized into chapters that specifically address each of the nine elements required by the comprehensive planning law. Each chapter contains information on the respective element (e.g. Land Use, Housing, and Transportation) and then presents the Town's goals, objectives, and policies for that element. Each chapter is sensitive to the fact that the Town of Ledgeview is part of a broader geographic area and economic market that influences everything from where we choose to shop and live to what areas we visit for recreation. The interrelationship among the plan elements often extends well beyond municipal lines. As such, this plan's recommendations are tied to those of the larger planning context of Brown County and Green Bay Metropolitan Planning area to ensure compatibility so the Town and its neighbors grow in accord with one another.

The future land use plan, contained within the Land Use chapter of this Comprehensive Plan, provides the vision of how the Town of Ledgeview is intended to look 20 years from today. 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.

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 Ledgeview to succeed in achieving its vision for the future, planning must be a continual, ongoing exercise.

## PUBLIC PARTICIPATION

In 2013 the Town of Ledgeview began updating this Comprehensive Plan to comply with Wisconsin's "Smart Growth" planning law. A key required component of the state's 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.

The Smart Growth legislation also outlines specific procedures for public participation that must be followed as part of the comprehensive planning process. On March 3, 2024 the Town Board approved a recommendation from the Zoning and Planning Commission to implement the following public participation elements during the Comprehensive Plan update process:

### Community Interactive Mapping

The comprehensive plan website had a link to the community interactive map that allowed visitors to the site to add icons directly to the map and share comments. The icons were divided into categories of existing conditions, desired development, park and open space, and transportation.

### Survey

The survey was distributed digitally to Town residents and aimed at gathering preferences related to future land use and development options. Questions were oriented around four broad categories: Land Use, Housing, Parks and Recreation, and Transportation.

### Comprehensive Plan Website

The Town shared information and materials on its web page (<https://www.ledgeview.wi.gov/>) 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. 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 Meetings

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

The Town will provide 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 will be solicited and responded to at every stage of comprehensive plan creation. Zoning and Planning Commission 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 Zoning and Planning Commission 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.

The planning and public participation processes set out to celebrate and protect the diversity of lifestyles and interests within community, build on the strengths of the community in achieving its goals, and guide the future of the town. In order to fulfill this charge, the Zoning and Planning Commission members took seriously the process of engaging residents and businesses in the comprehensive planning process. The Zoning and Planning Commission's job was not merely to produce a report, but to reach out and collaborate with the community, to educate residents about planning, and to involve them in developing the plan. These goals stem from the fundamental aim of the planning process: to articulate Ledgeview's community vision for the future.

CHAPTER ONE:

# ISSUES & OPPORTUNITIES

# ISSUES & OPPORTUNITIES

## Background

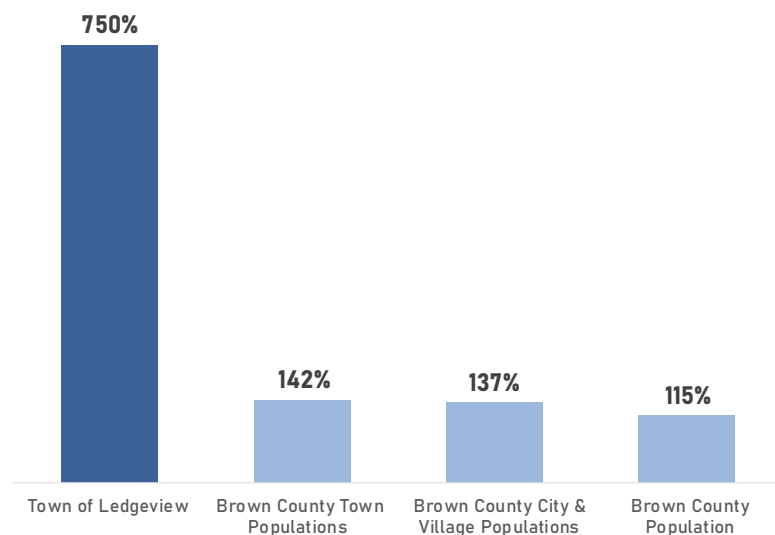
This chapter of the Plan provides demographic trends and background information for the Town. Population changes, household and employment trends and projections, age distribution, education level, and income characteristics provide an understanding of how the Town has changed over the last several decades and how that change relates to surrounding municipalities. This chapter also explores the influence of the regional context in which the Town operates by looking at both its physical location as well as its economic and labor force characteristics as compared to surrounding municipalities.

Finally, this chapter includes the results of the Town’s public participation efforts which frame the Town’s vision and goals to guide the future development of the Town over the 20-year planning period.

## Population Trends & Projections

The Town of Ledgeview has experienced significant population growth over the last 60 years. Figure 1.1 compares the growth rate of the Town to that of all Towns, City and Villages in Brown County, along with the County as a whole from 1960 to 2022. Particularly compared to neighboring towns that surround Green Bay, the growth of Ledgeview is notable. The Town of Ledgeview grew by 750 percent, far above the growth of Brown County towns, cities, and villages. This comparison provides an understanding of Town growth within the Green Bay Metropolitan Area and sets a baseline for future development, redevelopment, and community facilities planning within the Town.

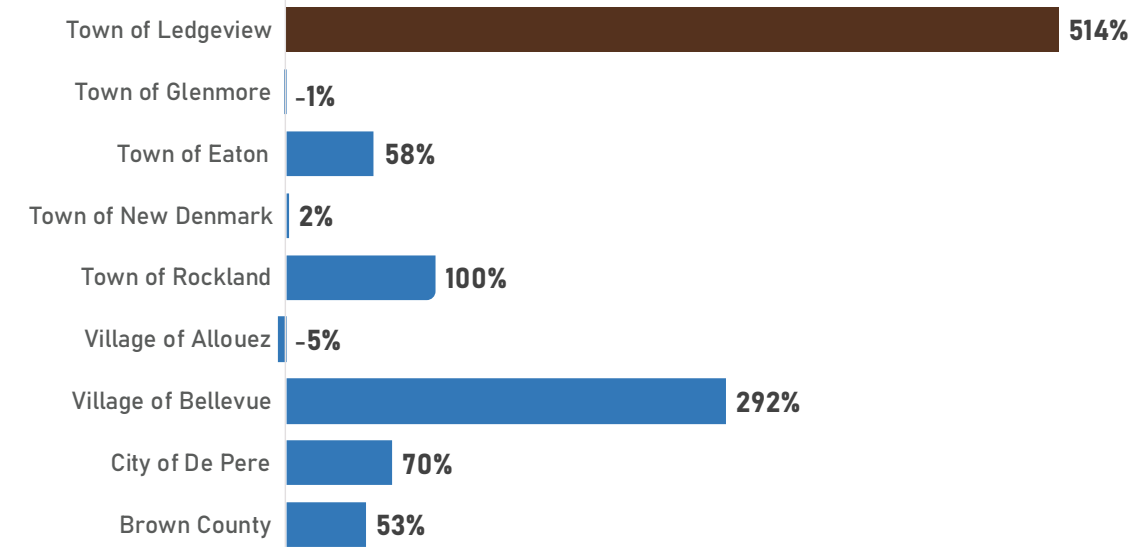
Figure 1.1: Percent Change of Population Growth, 1960-2022



At **750%**, Ledgeview growth far surpasses that of Brown County Towns, Cities, Villages, and the County as a whole.

Source: American Community Survey 5-Year Estimates, 2017-2022.

Figure 1.2: Population Change, 1980 to 2022



Source: American Community Survey 5-Year Estimates, 2017-2022.

From 1980 to 2022, the Town experienced population growth of 514 percent. The only other municipality with such high growth was the Village of Bellevue directly to the north, which grew by 292 percent. Other surrounding towns have seen steady population growth, which is expected outside the Green Bay Metropolitan Planning Boundary.

The Village of Allouez and the Town of Glenmore both lost population during the 35-year period, and the Town of New Denmark experienced very little growth. The significant growth of the municipalities in the outer ring of the City of Green Bay is one indication that the Town of Ledgeview is experiencing heavy competition for land and resources from the increasing demands of a growing region.

Map 1 on page 4: Jurisdictional Boundaries shows the Town in relation to the surrounding municipalities.

## Population of the Town of Ledgeview:

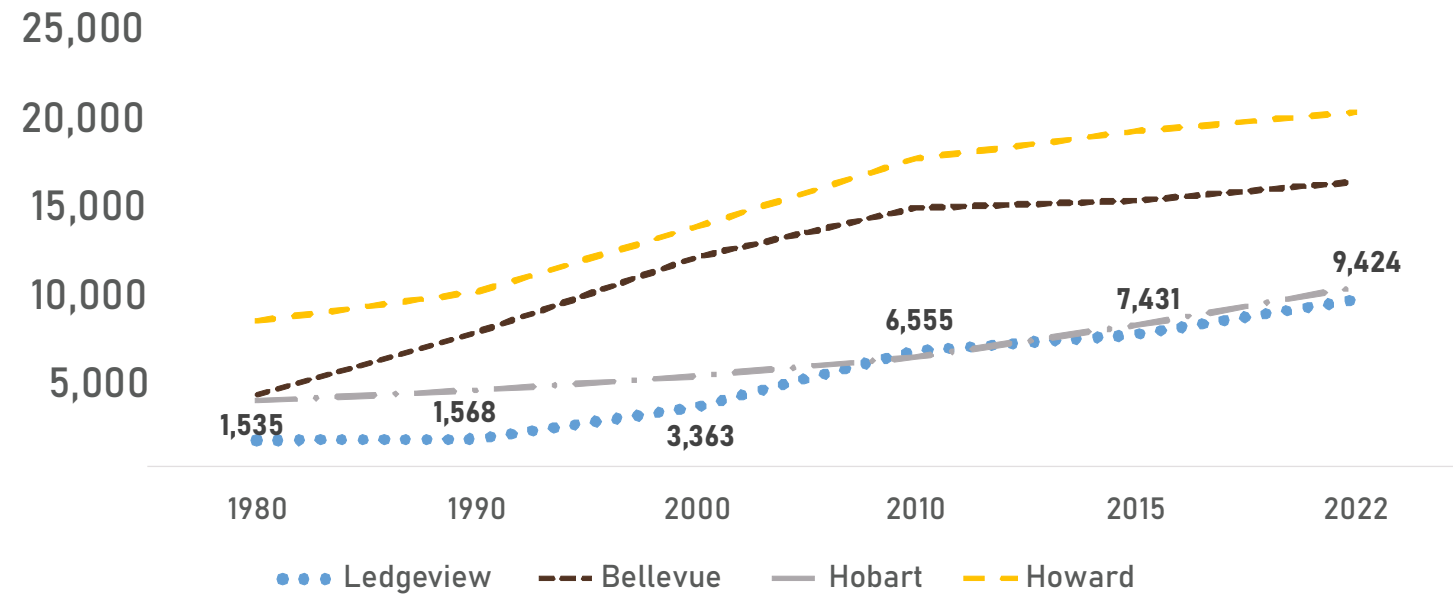
**9,424**

Source: American Community Survey 5-Year Estimates, 2017-2022.

### Comparison to Villages in the Region

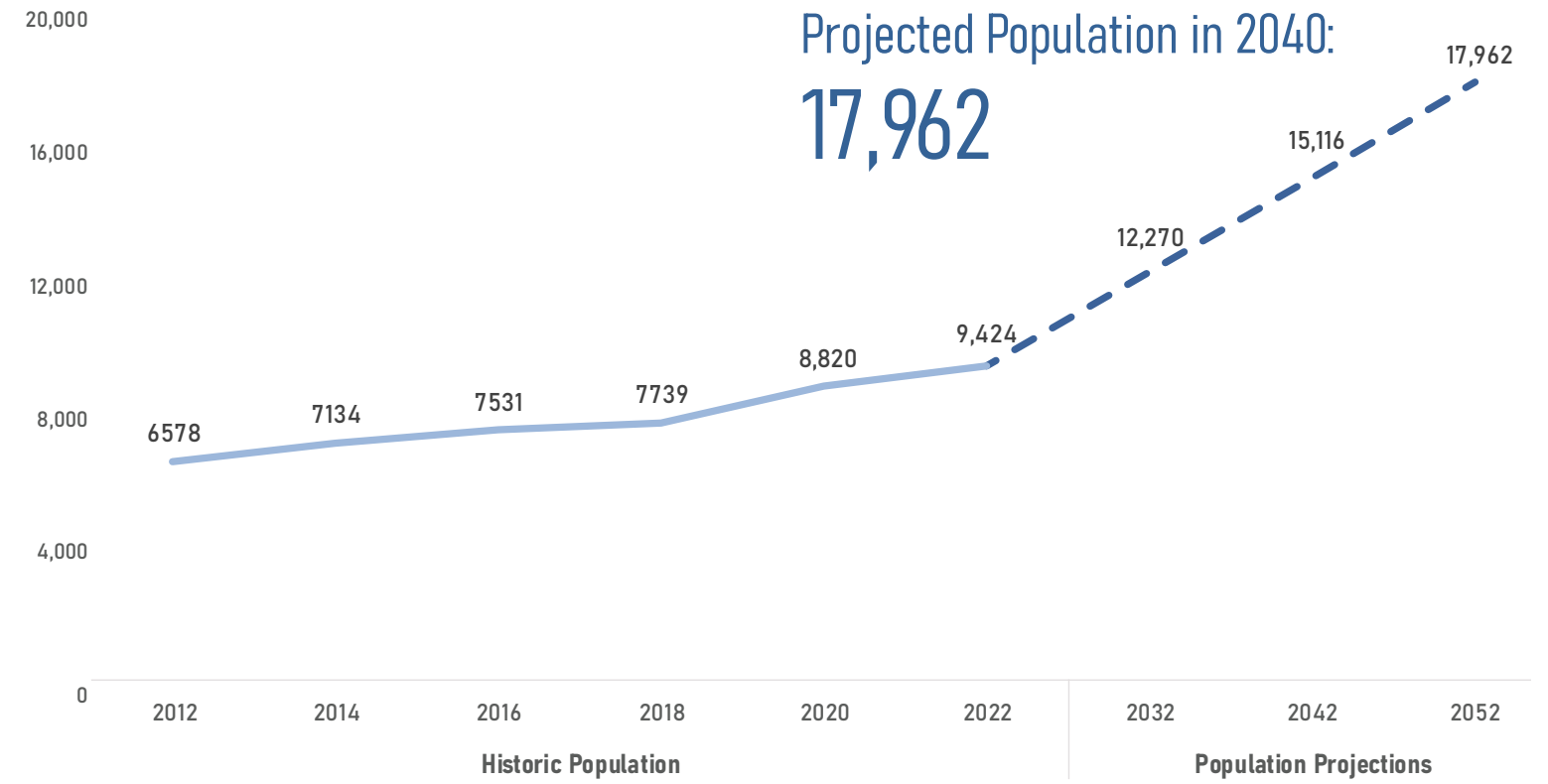
Figure 1.3 shows the census populations of the Town from 1980 to 2022 compared to villages in the region during the same time. Between 1980 and 1990, the Town grew by fewer than 500 residents. But since 1990, the Town has seen an increase of more than 8,000 residents, or a 750 percent increase since 1960 (see Figure 1.3). The Town of Ledgeview now matches the population size of villages such as Hobart and Howard, with the population of the Town surpassing that of Hobart in 2010 (and now slightly lower than the population of Hobard at 10, 130.)

Figure 1.3: Percent Change of Population Growth, 1960 to 2022



Source: American Community Survey 5-Year Estimates, 2017-2022.

Figure 1.4: Ledgeview Population Projection 2022 to 2052



Source: Wisconsin Department of Administration Population Projections 2010-2040. Mead & Hunt.

Figure 1.4 provides population projections for the 20-year planning period for the Town of Ledgeview. According to the U.S. Census Bureau and the Wisconsin Department of Administration (DOA), the population of the Town of Ledgeview was 6,555 in 2010 and has grown to an estimated 9,424 in 2022. Population projections indicate the Town is expected to continue to grow. Figure 1.4 formulates projected population growth by averaging the additional population added to the Town in 2-year increments between 2012 and 2022. On average, every two years during this period, the Town’s population grew by 569 people. The projected population uses this average and applies it to the next three decades, resulting in the graph above.

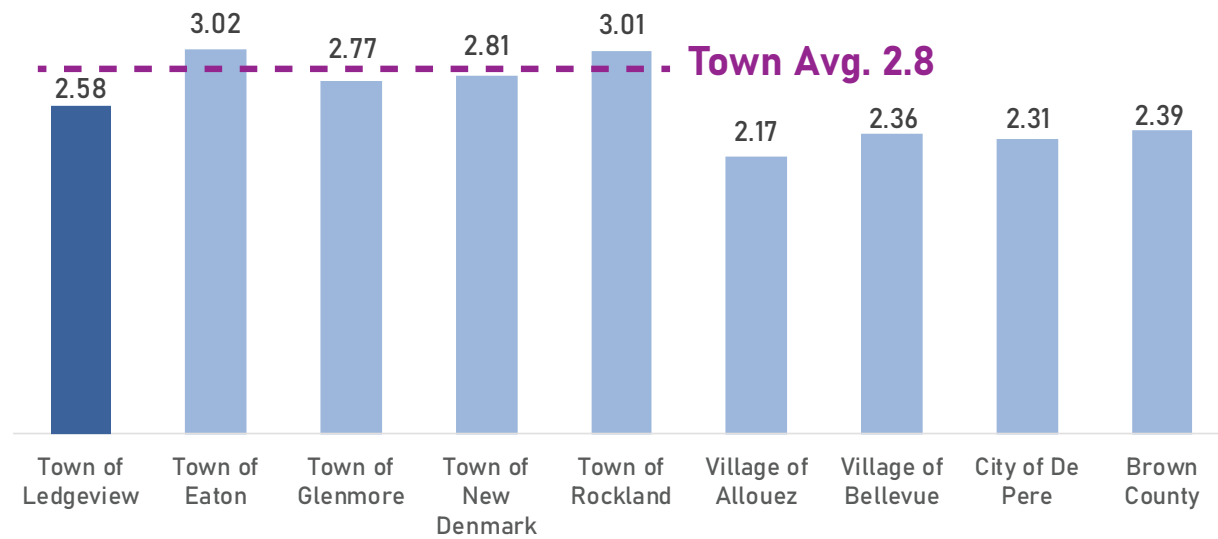
Population projections are useful for long-term planning efforts related to land use, housing, transportation, and community facility planning for the Town. However, the projections are based on average historical growth patterns and the composition of the current population. To be both accurate and reliable, the Town must 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 related to population growth are further analyzed in Chapter 2.

## Household Trends & 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.

Town of Ledgeview  
Avg. Household Size: **2.58**

Figure 1.5: Household Size Comparison, 2022

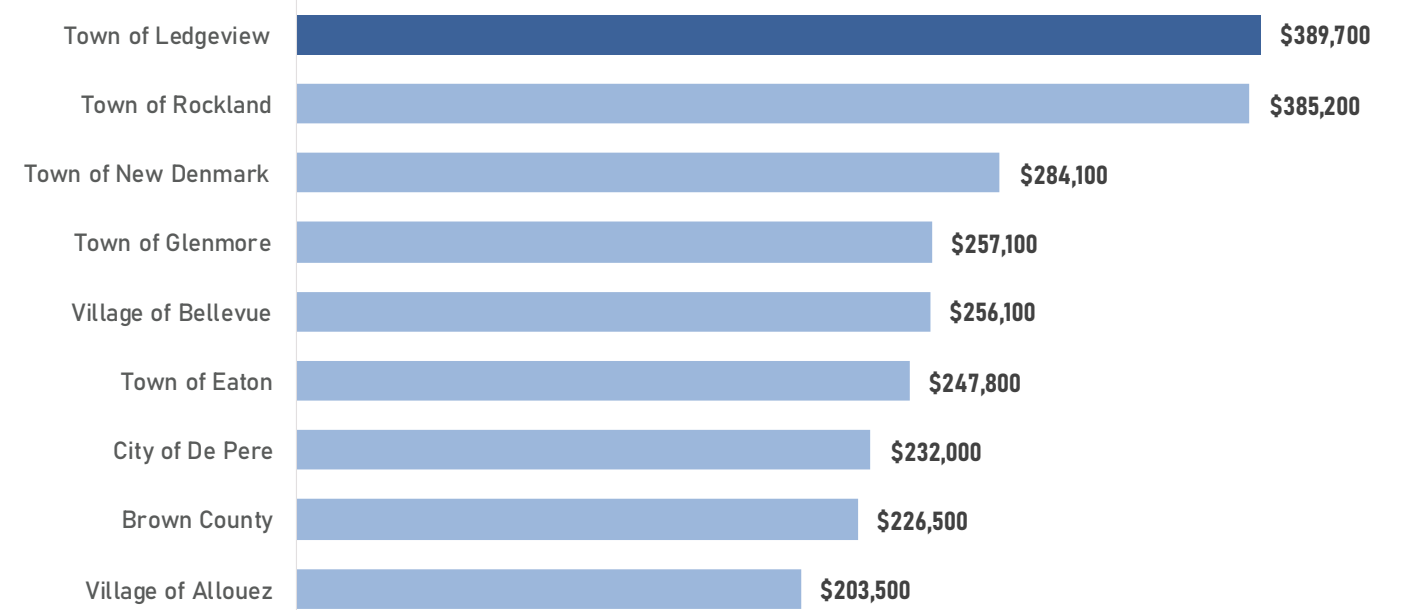


Source: American Community Survey 5-Year Estimates, 2017-2022.

Figure 1.5 compares the average household size of regions including municipalities, villages, the City of De Pere, and Brown County. In 2022, the average household size for the Town of Ledgeview (2.58) was higher than that of Brown County (2.39) but lower than the average of other towns in the region (2.81.)

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 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 a householder who shares the home exclusively with people to whom he/she is not related. The Town had 3,457 housing units in 2022 with 3,433 total households. This indicates that approximately 99 percent of the total housing units were households occupied by two or more people.

Figure 1.6: Ledgeview Median Value Owner-Occupied Units, 2022



Source: American Community Survey 5-Year Estimates, 2017-2022.

Median Value Owner-Occupied Units:

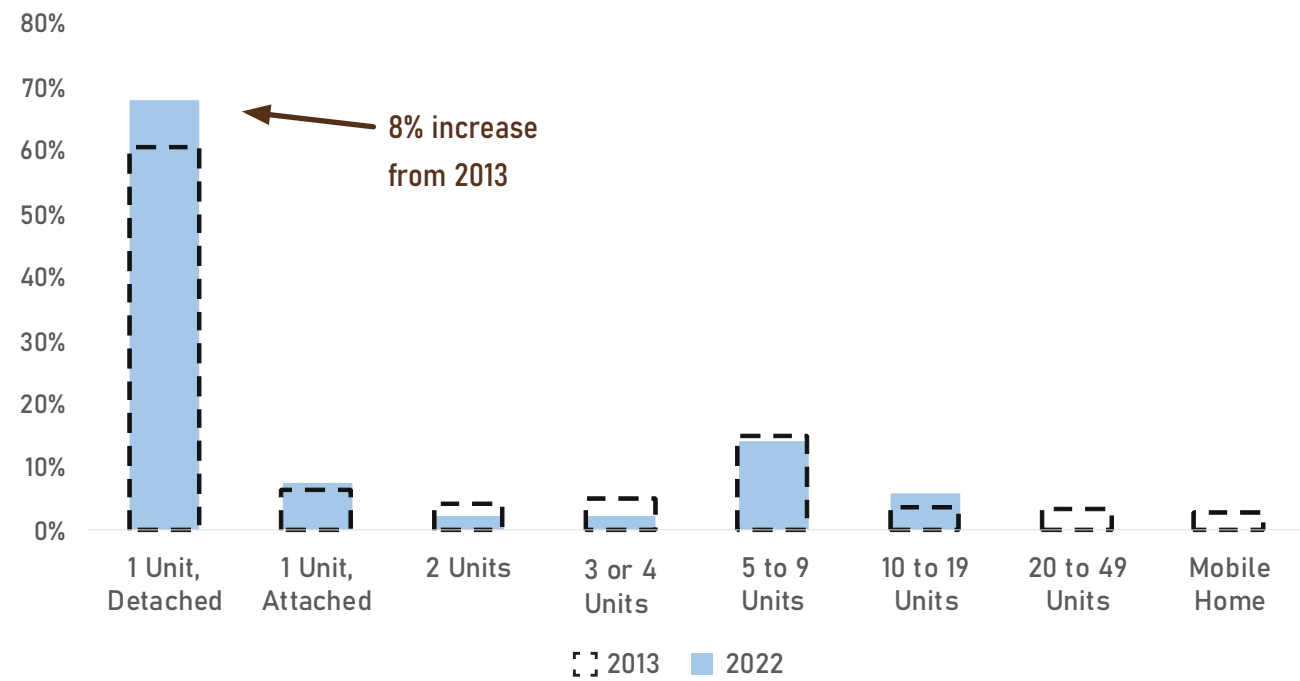
**\$389,700**

The median value of owner-occupied units in the Town of Ledgeview in 2022 was \$389,700. Figure 1.6 demonstrates that this was higher than most surrounding municipalities – with the exception of the Town of Rockland – and 72 percent higher than Brown County’s median value of owner-occupied units.

Figure 1.7 presents a regional comparison of the percent of single-family units from 2013 to 2022. While the percent of single-family units in most towns, villages, and Brown County remained stagnant from 2013 to 2022, the Town of Ledgeview experienced an increase of over eight percent in single-family units. Only the City of De Pere matches this rate with an increase of eight percent, and the Town of Glenmore, which increased by around six percent.

Figure 1.7 shows that the percent of two-unit and 3–4-unit households decreased from 2013 to 2022, indicating slower growth of these housing types compared to single unit detached homes.

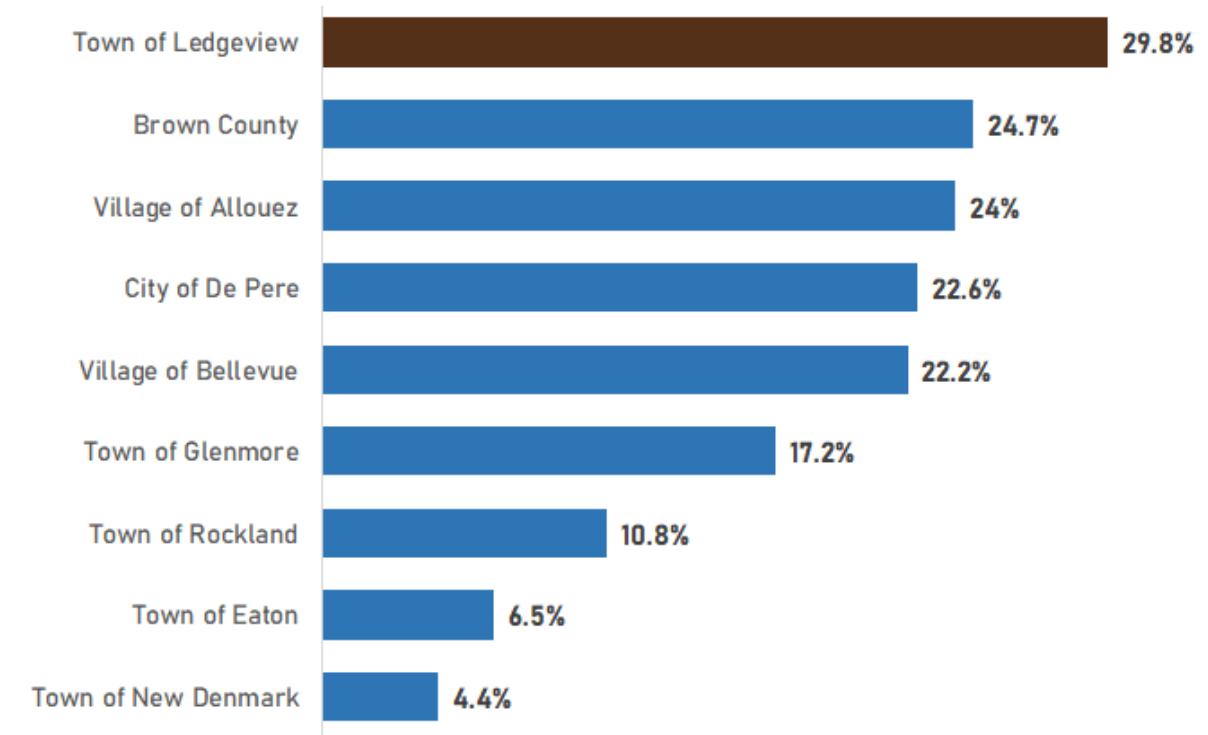
Figure 1.7: Percent Housing Units in Ledgeview, 2013–2022



Source: American Community Survey 5-Year Estimates, 2017–2022.

Figure 1.8 demonstrates that nearly a third of householders in Ledgeview moved into the Town in 2018 or later. This is significantly higher than neighboring towns and shows a higher percentage of newcomers than in the Villages of Allouez and Bellevue, the City of De Pere, and Brown County. The Town of Ledgeview is growing, but this growth is primarily concentrated in single unit detached homes rather than multi-unit structures.

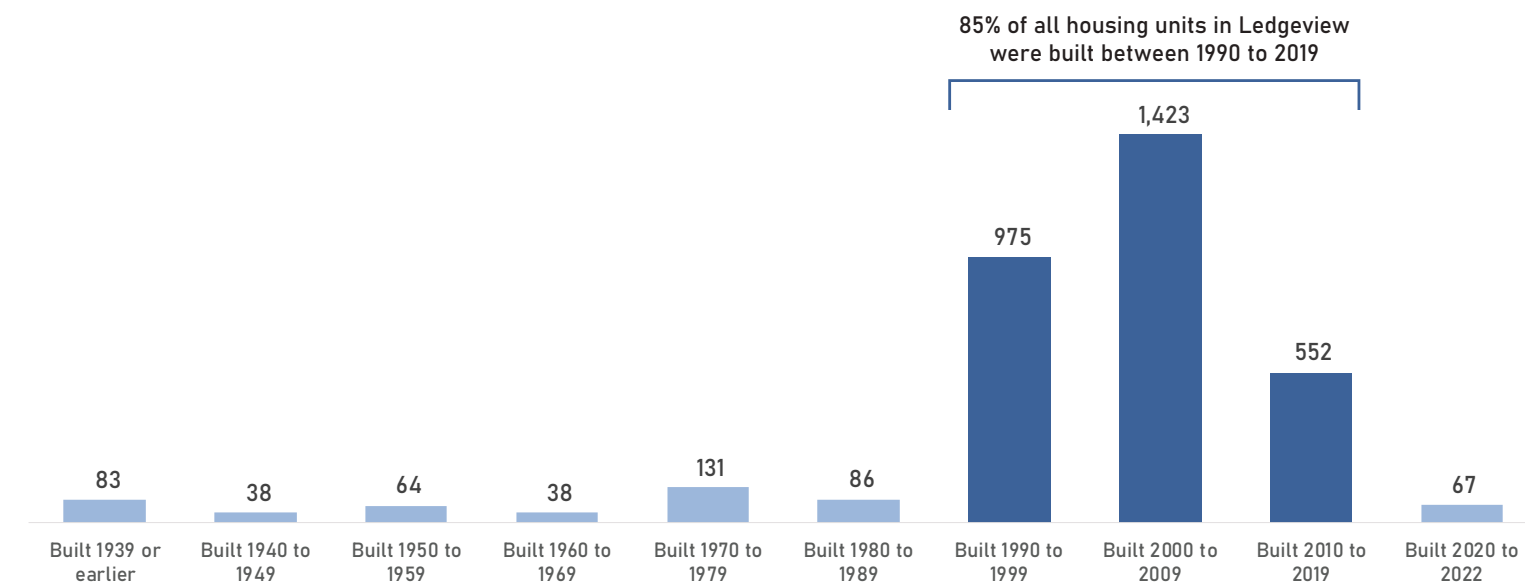
Figure 1.8: Percent of Householders Who Moved in 2018 or Later



Source: American Community Survey 5-Year Estimates, 2017–2022.

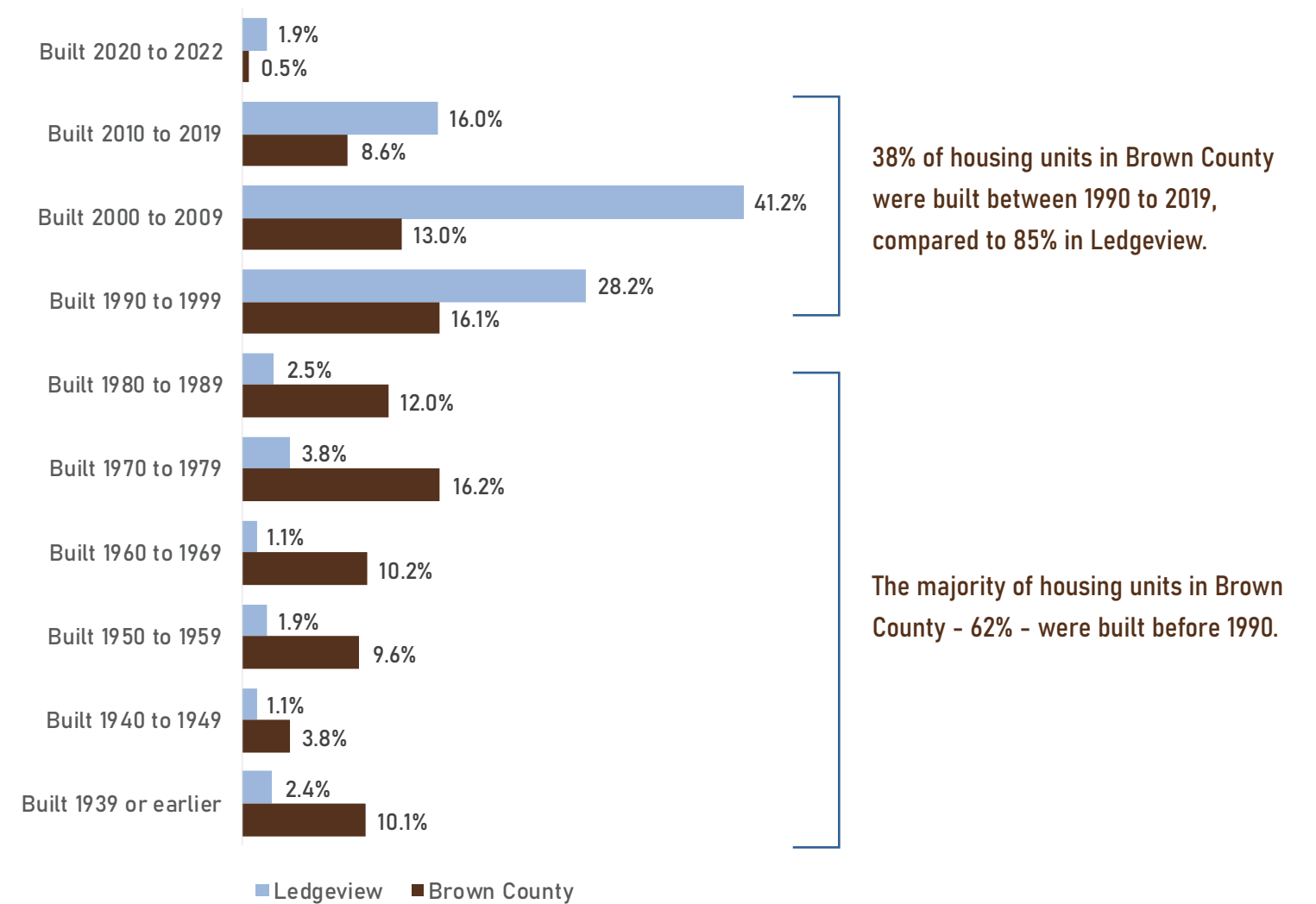
The population growth over the past few decades has been met with new structures in the Town as well. Figure 9 shows that between 1990 to 2022, a total of 3,017 housing structures were built in Ledgeview. Compared to Brown County, the percent of housing units built in the past three decades is significantly higher. As shown in Figure 10, the percent of housing units built since 1990 in Brown County is around 38 percent, while in Ledgeview the share of housing units built in the past three decades is around 87 percent.

Figure 1.9: Structures Built in Ledgeview, Pre-1939 to 2022



Source: American Community Survey 5-Year Estimates, 2017-2022.

Figure 1.10: Housing Age, Ledgeview & Brown County

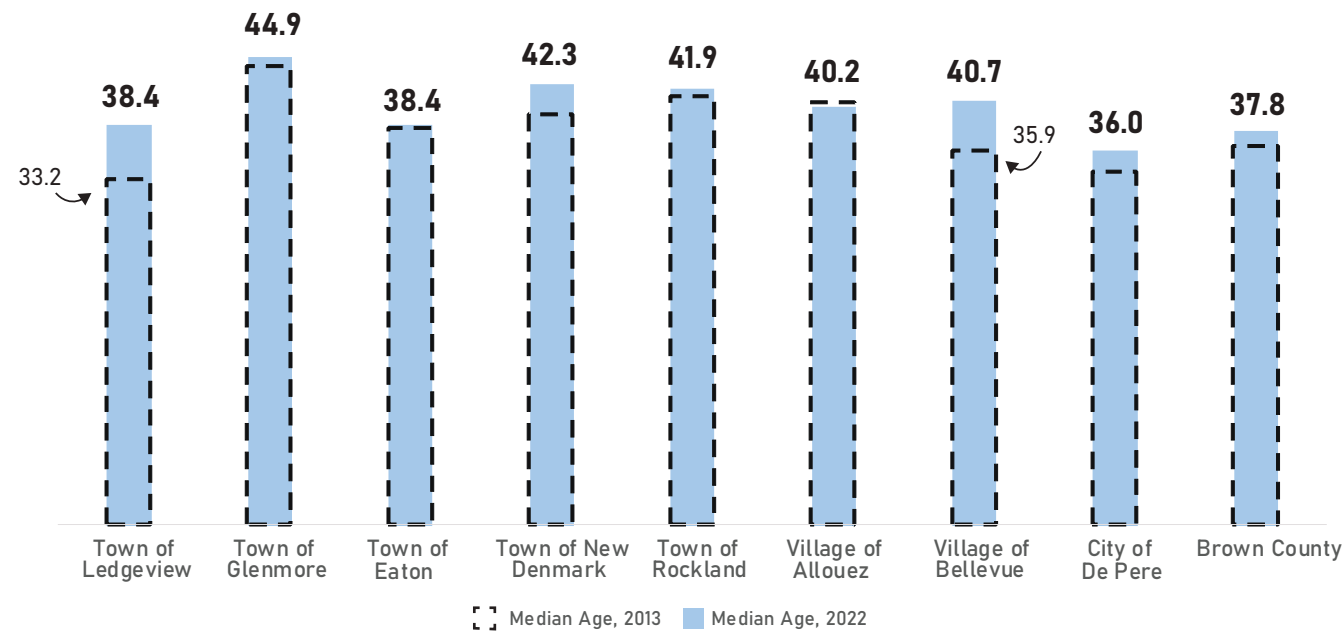


Source: American Community Survey 5-Year Estimates, 2017-2022.

## Age, Gender, and Race Characteristics

Figure 1.11 displays a regional comparison of the change in median age from 2013 to 2022. Most regions in the area remained stagnant or saw a slight increase in median age, indicating an aging population in general. However, the median age in Ledgeview jumped more dramatically (from 33.2 to 38.4) than in other areas except for the Village of Bellevue, which also saw a dramatic increase in median age (from 35.9 to 40.7).

Figure 1.11: Median Age Regional Comparison, 2013 to 2022



Source: American Community Survey 5-Year Estimates, 2017-2022.

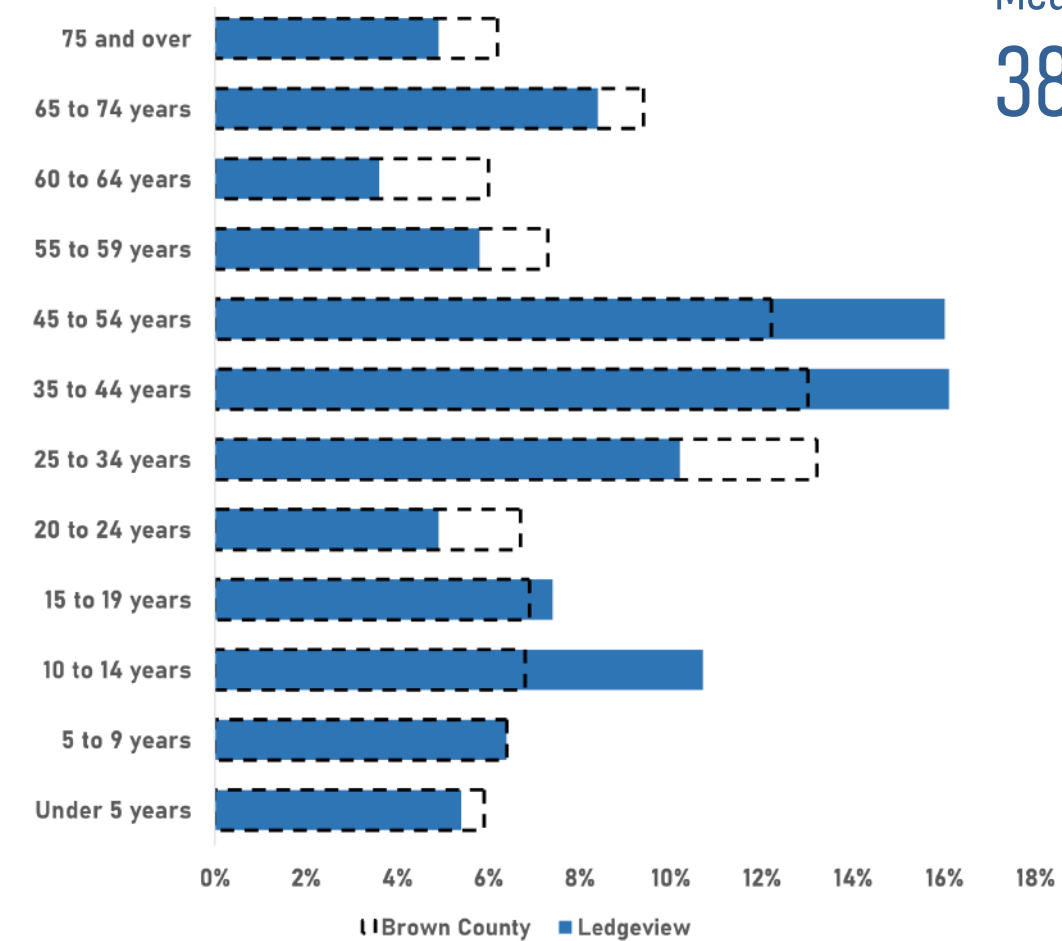
Figure 1.12 shows the percent of each age cohort in Ledgeview compared to those of Brown County. Ledgeview has higher shares of 10 to 14-year-olds and 35 to 54-year-olds than the County, which could indicate a higher percent of families. The Town of Ledgeview also has lower shares of those between 20 to 34 and over age 55 than Brown County. This could offer an opportunity for the Town to increase offerings that would make Ledgeview more attractive to both young adults and older seniors.

The age characteristics have important implications for education, service, housing, and transportation needs. The Town of Ledgeview has a significant presence of families and has increased single-family homes in the past ten years, but could increase housing options that are more attractive to both young adults age 20 to 34 and older adults over the age of 55. Younger and older populations tend to demand more services including municipal services, event programming, and transportation choices.

The age cohort forecast from the Wisconsin Department of Administration (see Figure 1.13) predicts the share of age groups in the next twenty years. The Brown County forecast shows a decrease in 20 to 64-year-olds and an increase in 65+ year-olds between 2020 to 2040.

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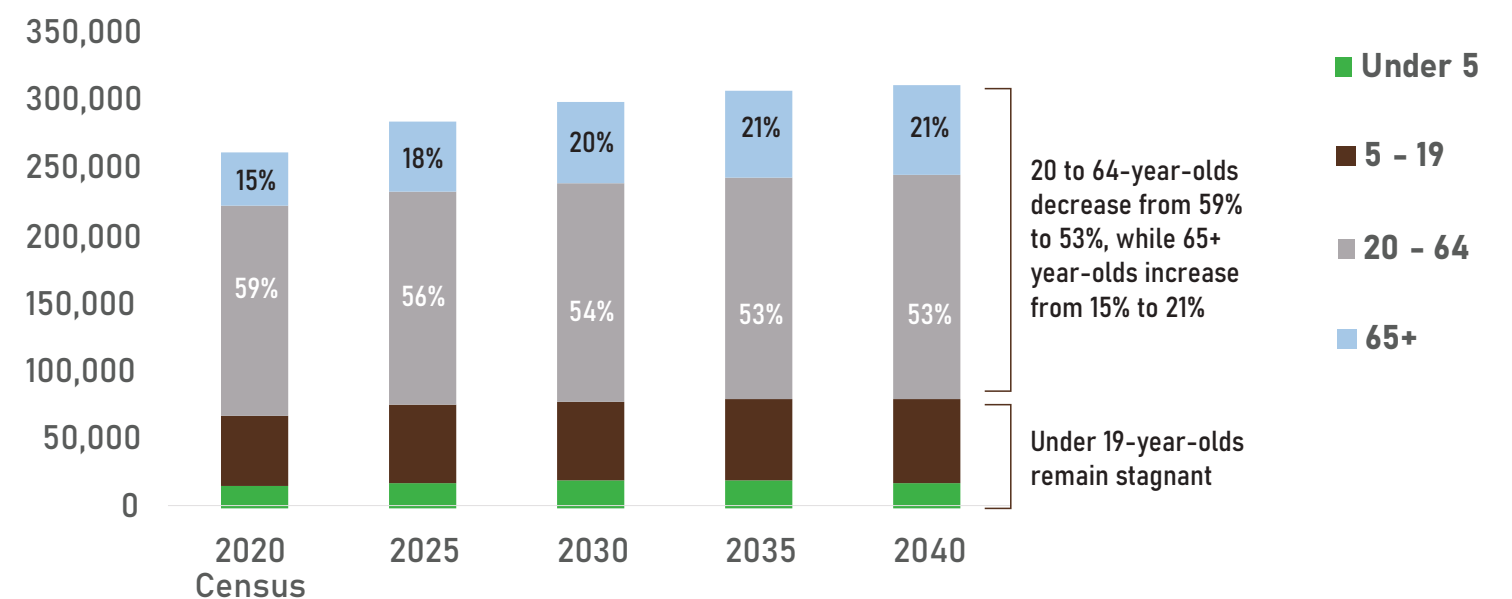
Figure 1.12: Age Cohort Comparison, Ledgeview & Brown County 2022



Source: American Community Survey 5-Year Estimates, 2017-2022.

Median Age in Ledgeview:  
**38.4**

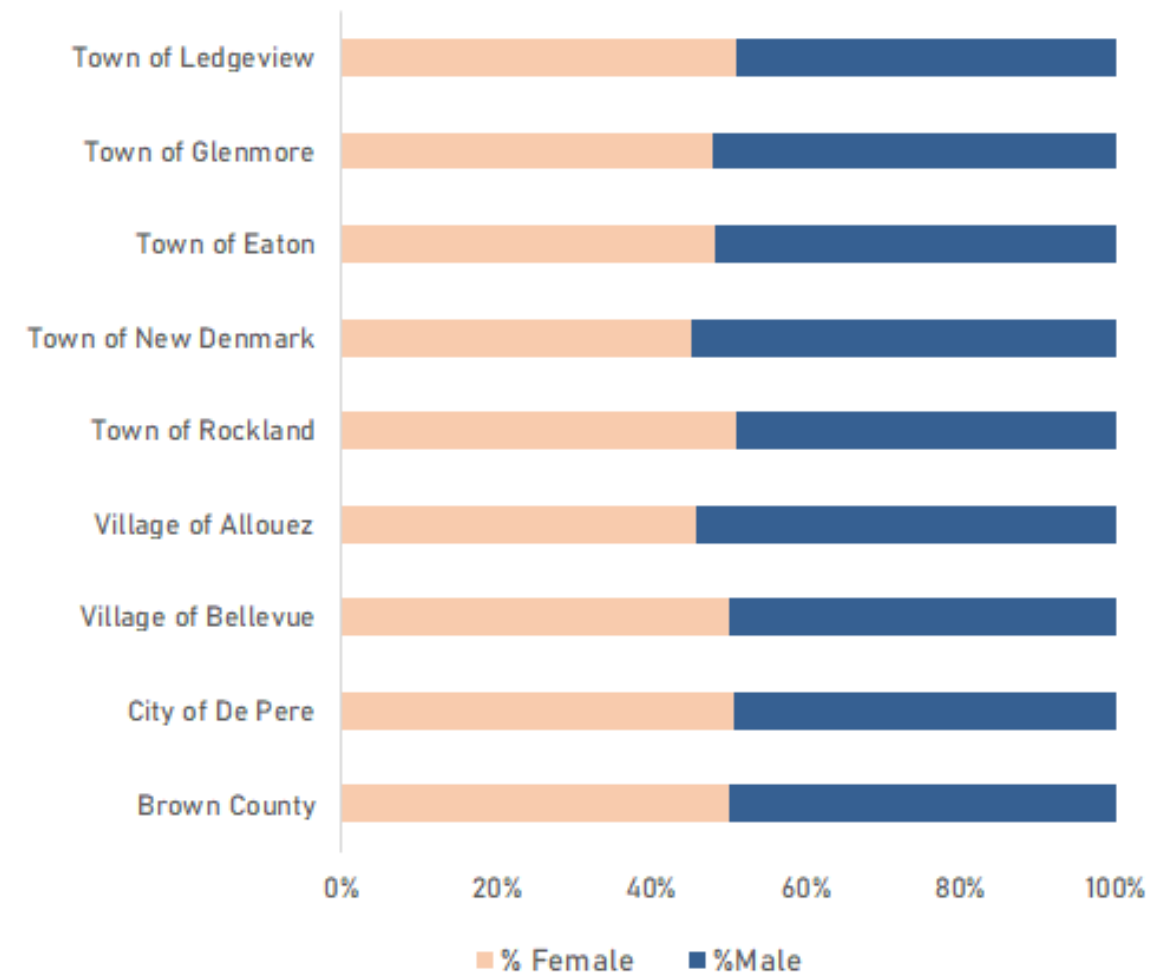
Figure 1.13: Brown County Age Cohort Forecast, 2020 to 2040



Source: Wisconsin Department of Administration.

Figure 1.14 shows the percent of females in Ledgeview. The Town of Ledgeview is evenly split with males and females, matching the City of De Pere, Brown County, and the Town of Rockland. The Towns of Glenmore, Eaton, and New Denmark and the Village of Allouez have more males than females.

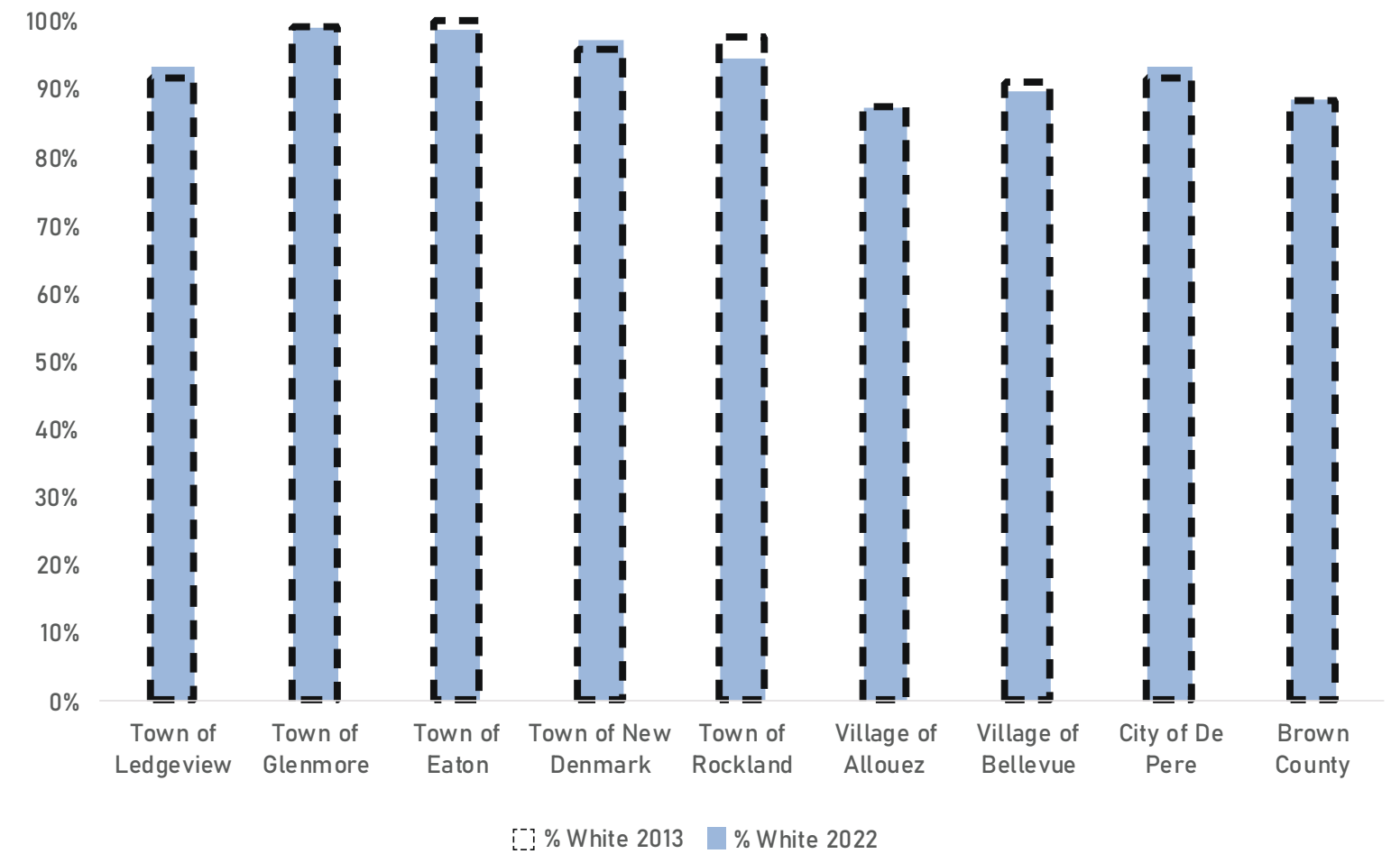
Figure 1.14: Comparison of Percent Female and Male, 2022



Source: American Community Survey 5-Year Estimates, 2017-2022.

Ledgeview, similar to many municipalities in the region, is a fairly homogenous population in terms of race. All towns and villages in Brown County, along with the City of De Pere and Brown County as a whole, have predominately white populations. Figure 1.15 shows that the Town of Ledgeview has actually decreased in diversity since 2013, changing from 92% white to 93%, while the Towns of Eaton and Rockland and the Village of Bellevue have diversified slightly.

Figure 1.15: Comparison of Percent White, 2013 to 2022

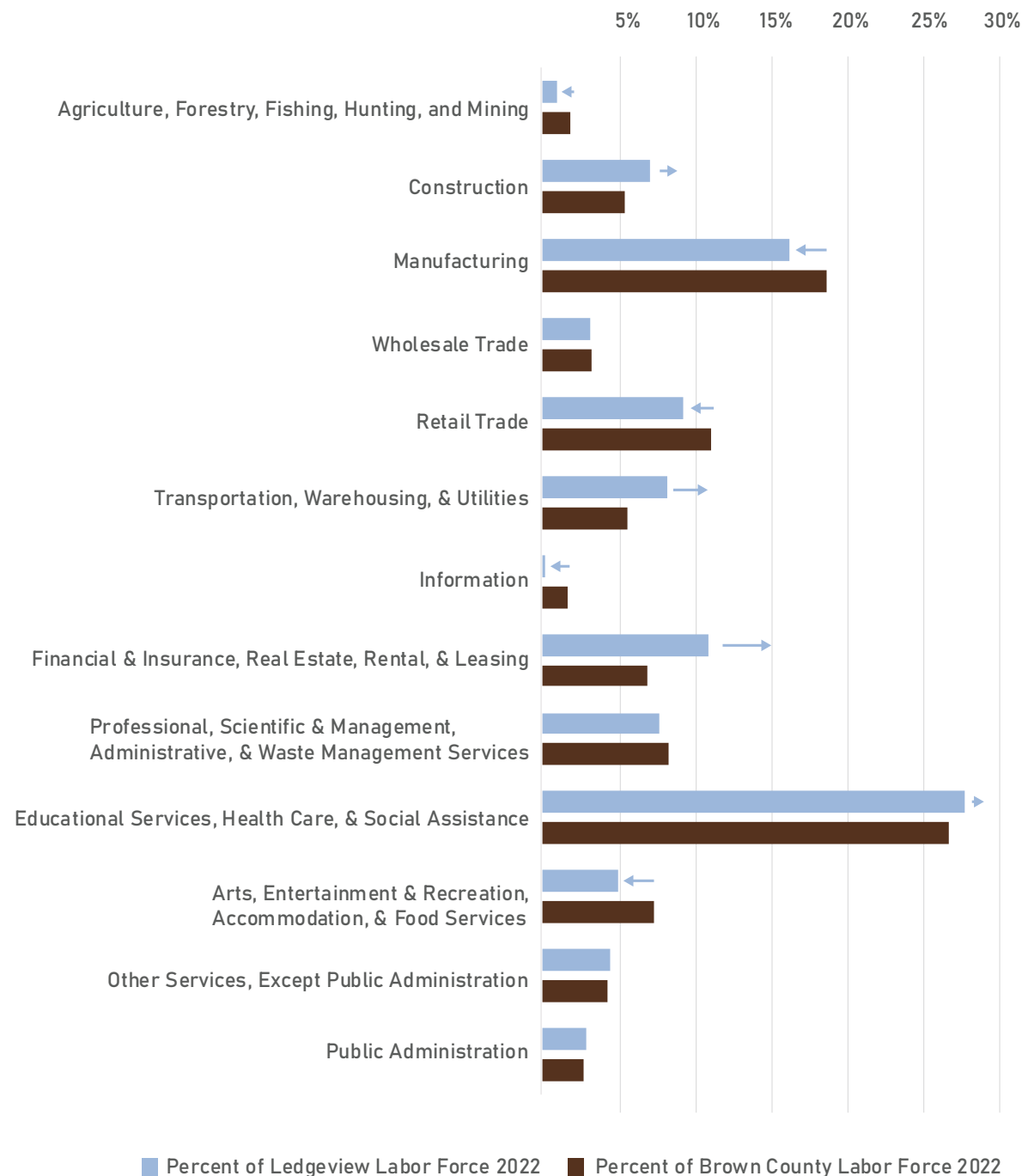


Source: American Community Survey 5-Year Estimates, 2017-2022.

## Employment Trends

The Town's labor force is the portion of the population aged 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. Figure 1.16 shows the percentage of the Town's labor force employed by sector compared to that of Brown County. The arrows indicate the difference in the portion of employment in Ledgeview versus Brown County.

Figure 1.16: Percent of Labor Force in Ledgeview and Brown County from 2013 to 2022



Source: American Community Survey 5-Year Estimates, 2017-2022.

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The Town's labor force is fairly reflective of Brown County's labor force. Both the Town and the County have over a quarter of their labor force in educational, health care, and social services while information and agriculture, forestry, fishing, hunting, and mining are the lowest.

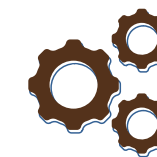
The Town has a higher percentage of its labor force in the financial and insurance, real estate, rental, and leasing industry than Brown County. The County has a higher portion of labor in Manufacturing while the Town has a higher portion in Construction. The share of those who work in transportation, warehousing, and utilities is also higher in the Town than in the County. The County has higher portions of labor in retail trade and arts, entertainment and recreation, accommodation, and food services.

Many of the top employers in Brown County fall into professional, management, or finance industries, education and health services, and manufacturing. Some top employers include Koch Industries Inc., Humana Inc., Bellin Health, Schnieder National Inc., and JBS USA.

### Most Common Sectors in Ledgeview:



1. Educational Services, Health Care, & Social Assistance



2. Manufacturing



3. Financial & Insurance, Real Estate, Rental, & Leasing



4. Retail Trade



5. Professional, Scientific & Management, Administrative, & Waste Management Services

## Education & Income

Educational attainment is a variable used to measure a community's labor force potential. According to the most recent American Community Survey (ACS), nearly 48 percent of Ledgeview residents over the age of 25 have at least a bachelor's degree (see Figure 1.17.) Compared to other towns, villages, the City of De Pere, and Brown County, the Town of Ledgeview is the most highly educated community, as shown in Figure 1.18 below.

Figure 1.17: Educational Attainment in Ledgeview and Brown County, 2022

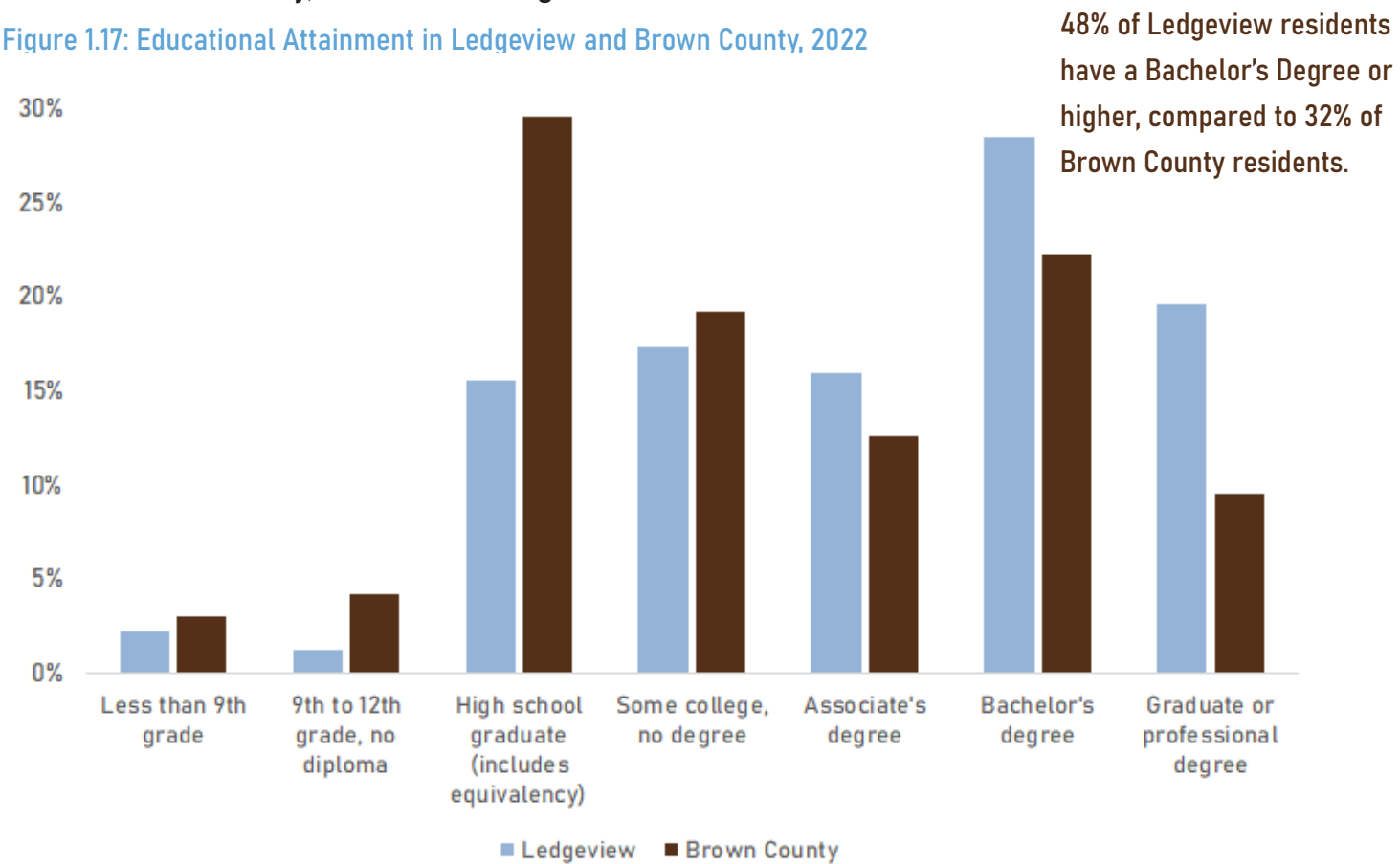
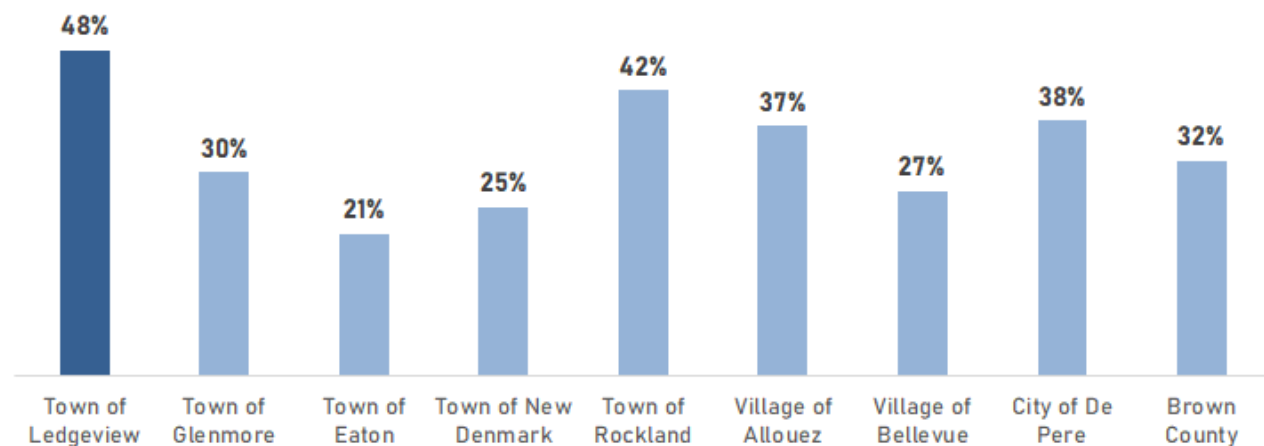


Figure 1.18: Percent of Those over 25 Years Old with a Bachelor's Degree or Higher

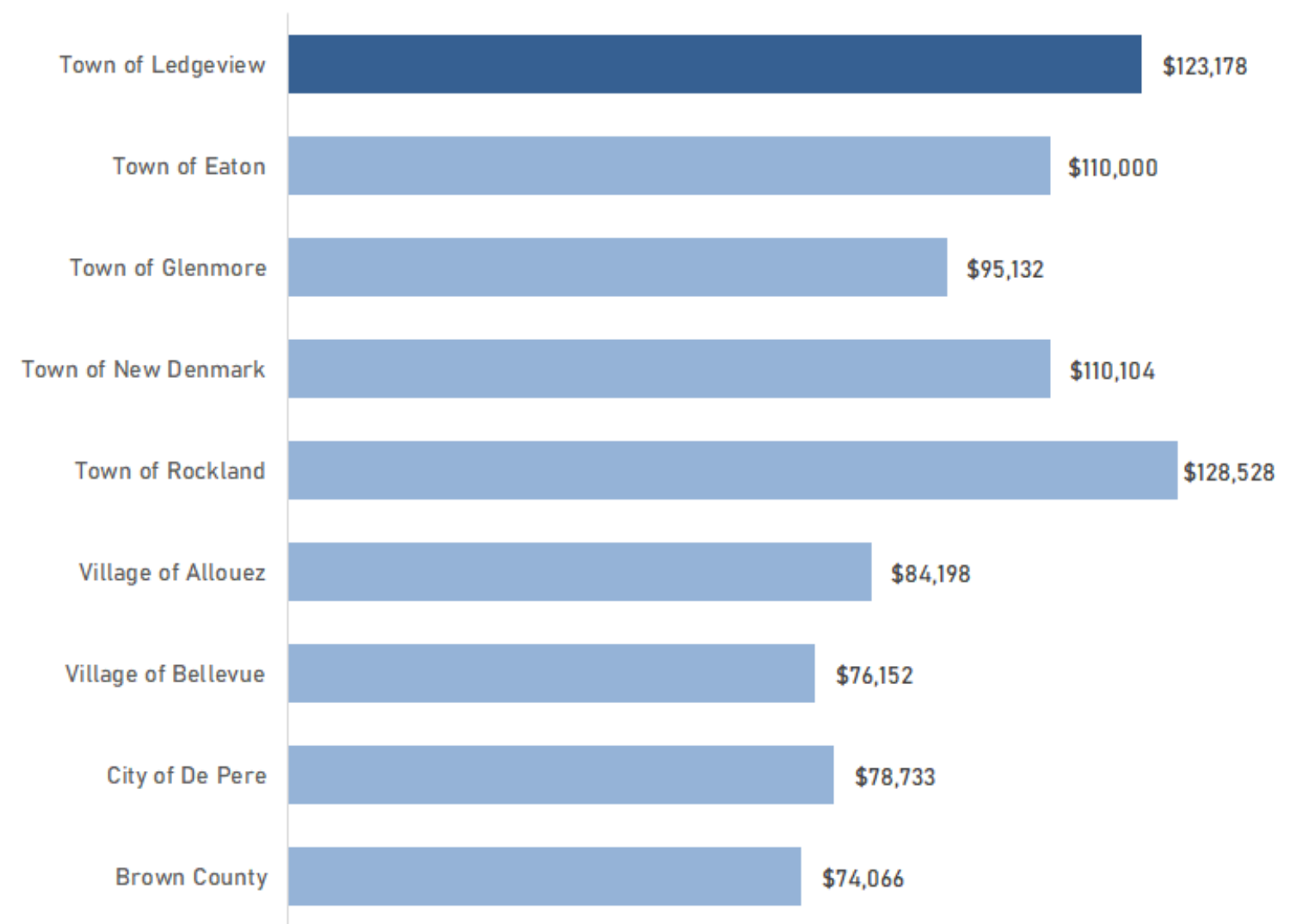


Source: American Community Survey 5-Year Estimates, 2017-2022.

Figure 1.19 presents income characteristics. According to the ACS, the Town's median household income is slightly higher than its neighbors and significantly higher than Brown County. The per capita income - defined as the total personal income divided by the total population - for the Town was higher than all surrounding communities except the Town of Rockland, which is closely paralleled. This is used as a measure of the wealth of the population, and indicates that the Town's residents are a bit wealthier than the rest of this portion of the County.

Median Household Income:  
**\$123,178**

Figure 1.19: Median Household Income Comparison 2022



Source: American Community Survey 5-Year Estimates, 2017-2022.

## Regional Influences & Opportunities

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 (7.7 percent), compared to the state (3.6 percent), between 2010 and 2020. 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 week and weekend tourist attractions.

The Town of Ledgeview has been and will continue to be influenced by the natural, cultural, and economic conditions of Brown County and the larger surrounding region. Understanding these influences is an important part of identifying the opportunities and challenges that the Town will face over the next 20 years. Map 2 illustrates some of these regional influences.

### 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 along the U.S. Highway (US) 41 corridor, 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 is likely to impact things like housing, economic development, and transportation policies in the Town of Ledgeview. 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.

### Access to Transportation Networks

One of the greatest strengths of the Town of Ledgeview is its interconnectedness to the broader regional economy. Map 2 illustrates a near seamless labor market that extends from the Fox Valley to Green Bay along US 41. The US 41 corridor presents significant opportunities in a number of prime industry sectors, and also facilitates ease of mobility between communities and across county lines. As Ledgeview grows, it will have to take into consideration the ease of access both to and from US 41 and the opportunities it presents for commuters and the local economy. Similarly, on the east end of Ledgeview, Interstate Highway (I-) 43 provides access to the regional transportation network which runs roughly 100 miles south to Milwaukee. Very limited development exists along I-43 between Manitowoc and Ledgeview, including the CTH MM interchange with I-43 in Ledgeview. Access to the Interstate as well as the potential opportunity to develop along it, gives Ledgeview a prime tool for attracting and retaining employers and other high-end development.

### Natural and Recreational Assets

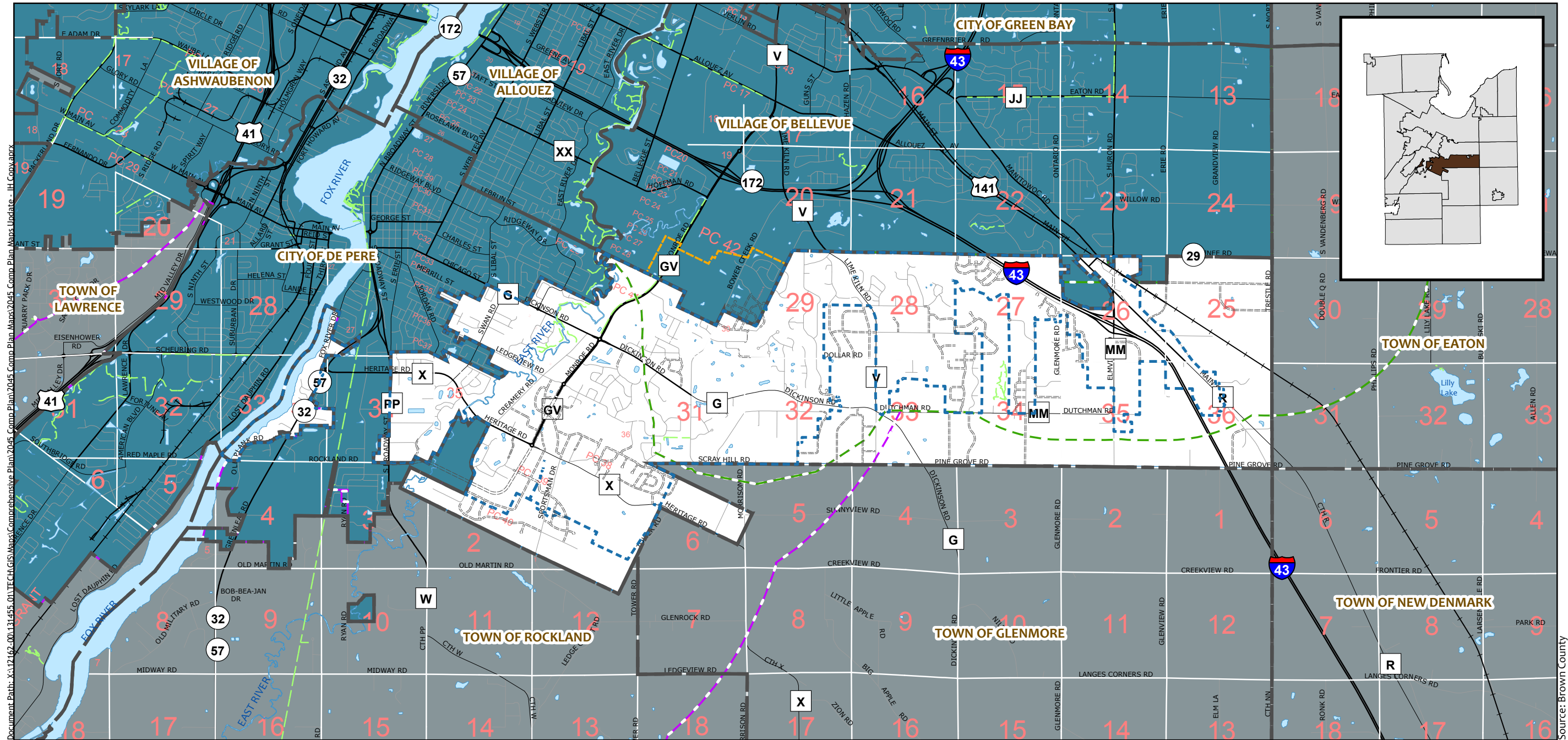
The Town of Ledgeview is situated atop the Niagara Escarpment and near the center of Brown County. Although on the edge of the rapidly growing Green Bay area, the Town's natural landscape has remained relatively undisturbed by development. The East River meanders through the lower portions of the Town while the escarpment presents million dollar views of Green Bay. Other natural areas in the Town include Fonferek's Glen County Park, Kittel Falls, the Fox River, Bower Creek, and the woodlands and wetlands associated with these resources. Further beyond the Town boundaries, Lake Michigan and its shoreline, Door County, and the north woods attract tourists to and through the region. As Brown County continues to grow, the Town will have to balance development with the desire to preserve its recreational, natural, and open space assets.

Figure 1.20-22: Ledgeview Parks



Images (top left to bottom): Mead and Hunt, Inc; Lisa Schneider-Wettstein, Town of Ledgeview Photo Contest; Mead and Hunt, Inc.

# MAP 1: JURISDICTIONAL BOUNDARIES



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## LEGEND

- Corporate Boundary
- SSA\_Boundary
- City of De Pere
- Village of Bellevue
- Section Line
- Railroad
- Existing Trail
- Surface Water
- Municipality
- Town of Ledgeview
- City and Village Boundaries
- Town Boundaries

# Ledgeview 2045

## Comprehensive Plan

Map Date: 4/23/2025

# ISSUES & OPPORTUNITIES

## Public Involvement

The public involvement process for the Ledgeview 2045 Comprehensive Plan included a series of community surveys, focus group meetings, and engagement with local officials and stakeholders. Plan Commission and Park and Town Board members provided input throughout the plan making process. Key issues that emerged through community engagement are outlined below. Details of public input methods and meetings are discussed in the following sections.

## Key Planning Issues

- Residents appreciate the quiet, small, peaceful, rural characteristics of Ledgeview
- There is a strong desire to maintain the natural features and rural character of the Town, with many expressing concern about fast residential growth
- Smaller, family-run restaurants and coffee shops are the most needed new development in Ledgeview.
- Many would like to prioritize development on Monroe Road/ CTH GV north and/or south of Dickinson Road/CTH G.
- Greater sidewalk connections for non-motorized travelers are desired.

## Focus Group Meetings

Group meetings with stakeholders in Ledgeview were held on May 15, 2024. Topics included commercial, residential, and industrial development, along with real estate, farming, parks and recreation, and civic organizations. Summaries of these discussions are below.

### Commercial

The commercial development conversation centered around Olde School Square. Participants were interested in developing units within the condo plat and had concerns about the way in which the Town shared Fire Code information. Town residents at the meeting expressed desire for more public spaces and neighborhood parks and were concerned about the lack of bicycle and pedestrian connections through and between neighborhoods, parks, and the golf course. Lime Kiln Road was cited as needing safety improvements. Participants were also interested in the future of Monroe Road Corridor and the potential for vertical multi-family housing.

### Residential

The residential development group indicated a continued interest in single-family housing in Ledgeview in the range above \$400,000. Developers suggested that alley development and narrower lots and roads would benefit future development. The developers noted that Twindos (duplexes owned as condominiums) were more popular in other communities such as Howard, and townhomes were becoming popular with those in the 50+ demographic. The developers also noted that there are lower expectation levels in the plan commission and boards of other municipalities that allow for easier development approvals.

Other trends the developers noted were that workforce housing was only possible at the multifamily level, smaller lot construction was not popular with single families, and estate-style homes and lot sizes are still in demand. Developers requested more communication and fewer road blocks to development.

### Industrial

Participants were interested in the Southern Bridge Project and would like to be informed about progress. Conversations focused on the relationship between the Town and industrial businesses, some of whom felt that the Town could improve communication. Participants were especially interested in establishing partnerships with the Town and ensuring early Town involvement in projects. This would be valuable for developers to learn what the Town is interested in and how the code applies to potential development. Participants requested regular meetings with Town staff and other decision makers in Ledgeview.

## Local Officials Survey

A questionnaire was shared with local officials in the Town Board, Town Commission, Park Commission, and Town Staff. The questionnaire contained prompts related to issues in the comprehensive plan including existing conditions and hopes for the future. Most respondents were not part of the plan making process in 2013, and there was a mixture of feelings if the plan was useful or not. Those who found the plan helpful used it for zoning approvals, the business site and operations plan, park and trail maps, public input summaries, and future land use.

## Land Use

Respondents described the quiet, small, peaceful, rural environment as the defining character of Ledgeview. There was a clear desire to maintain the natural features and uphold the original architectural design present in the Town in any new development. There were many opinions expressed about current and future land use in Ledgeview: some felt that there should be no low-income housing or development taller than three stories while also a desire for high-end apartments to accommodate younger generations. Many respondents felt that there should be careful balance between agricultural land and residential use. The GV Corridor as it transitions from residential to commercial was cited as a problem area for incompatible land uses. Town staff members would like to see more sidewalks and cautioned that business growth should align with access, building design, and compatibility with existing businesses.

## Economic Development

Most respondents would like to see more growth in Ledgeview in limited areas such as the GV Corridor, but not at the expense of natural areas. Many suggested small restaurants, shops, grocery stores, and services would be the best development in Ledgeview. Many respondents cited the TID district as an example of the Town's prioritization of economic growth and the Town staff members would like to see more TIF funds in the future.

Most respondents expressed concern over flooding in the natural areas, especially along the East River and in the southern part of Town. Many would like to see green infrastructure implemented to help manage stormwater and prevent floods. Several members would like greater accessibility to natural areas in the form of multi-use trails.

Related to housing, opinions were mixed: some respondents would like to see more affordable and multi-family development while others would not like any low-income units. Town staff members would like to focus on both single-family and townhome/rowhome development.

## Transportation

Many respondents would like to see more bike lanes and sidewalks throughout the Town, with some members particularly concerned with areas around parks and schools as being unsafe for pedestrians and bicyclists.

## Intergovernmental Relations

Most members had no strong opinions about intergovernmental relations, but some would like to see greater collaboration with neighboring municipalities in the future. Town staff members expressed concern about borders with neighboring municipalities, and the need for Ledgeview to obtain Village status.

## Community Facilities

Regarding community facilities, respondents either didn't share many strong opinions or expressed differing views on whether Ledgeview should have its own fire and police department.

## Comprehensive Plan Website: “Set Your Sights High”

The 2045 Town of Ledgeview Comprehensive Plan website was a crucial element of the community engagement process. Starting in March 2024, the public website was available for any Ledgeview resident or stakeholder to voice their opinions on current conditions and future hopes for the community. Included in the website were links to the Community Mapping Tool, the full community-wide survey and micro surveys, and ways to submit a comment form and photo from around Town.

The website also contained brief demographic information about Ledgeview in comparison to surrounding towns, villages, the City of De Pere, and Brown County as a whole. In addition, the website outlined the topics covered in the Comprehensive Plan.

### Community Surveys

A series of “Micro Surveys ” was released over a period of five months from 2023-2024. These nine surveys were available on the Town of Ledgeview website and were publicized in Town newsletters and on social media. Each survey had between 5-10 questions related to various topics covered in the Comprehensive Plan including Housing, Transportation, Land Use, and Economic Development. There were over 1,000 responses to the micro surveys from November 2023 to March 2024.

A full community-wide survey was available on the website and the Town of Ledgeview website homepage. In addition to the Town’s social media posts to share the survey, a postcard with links to the project website and community survey was mailed to every household in Ledgeview in early June 2024. The survey included 43 questions related to several topics in the comprehensive plan organized in the following categories:

1. Housing & Neighborhoods
2. Development & Land Use
3. Parks & Recreation
4. Transportation
5. Demographics

There were around 435 participants in the community survey over a five-month period from March to July 2024. Several overall trends emerged from the survey:

- Over half of respondents have lived in the Town less than 10 years.
- Nearly half of respondents were between the ages of 35 to 54 years old.
- The overall quality of life, safety/security, location in region, size of community, and K-12 schools were the reasons cited most for living in Ledgeview.
- The number one missing housing type was 55+ (independent retirement/senior housing.)
- The least desired housing type was apartment rentals followed by duplexes/triplexes.
- The most desired neighborhood amenities were trails, parks, street trees, conservation lands, and sidewalks.
- Respondents indicated that smaller, family-run restaurants and coffee shops were the most needed new development in Ledgeview. Many respondents also would like to see more gathering spaces.
- Access to regional transportation and bicycle facilities were rated the lowest of Ledgeview transportation networks.
- The most needed transportation improvements are greater sidewalk connections for non-motorized travelers and more bicycle facilities.

## Interactive Map

The comprehensive plan website had a link to the community interactive map that allowed visitors to the site to add icons directly to the map and share comments. The icons were divided into categories of existing conditions, desired development, park and open space, and transportation.

Over half the comments were related to transportation, and many others related to new park or park improvements.

**Town of Ledgeview - Interactive Mapping Tool**

**Guide to Using the Interactive Mapping Tool**  
 Layer List and Legend are in the top right panel  
 • **LAYER LIST:** Shows all layers and allows you to switch them on and off by clicking the check mark next to the feature name  
 • **LEGEND:** Displays the symbols of each map layer

**How to add a point:**  
 1. Select an icon (Good Existing Development, Transportation, Parks and Open Space, or Desired Use/Development) from the Editor Panel on the right side of the screen  
 2. Click on the map where you want to add the feature  
 3. Fill in your comment  
 4. Click "Create"

**Update or delete a feature:**  
 1. Click "Select" from the Editor Panel  
 2. Click the icon on the map where you want to update or delete the feature  
 3. Update the information as needed  
 4. Click "Update" or "Delete"

\*Disclaimer: These comments are viewable by the public. This site is monitored regularly by Town staff. Comments found to be inappropriate or offensive will be removed at the Town's discretion.

**Callout 1:** This stretch of Lime Kiln isn't the safest. Left from Klondike on Lime Kiln is difficult. Lime Kiln also is not bike or walk friendly. So neighborhoods to the west of Lime Kiln are landlocked from these activities.

**Callout 2:** A park near this neighborhood would be fantastic

**Callout 3:** Develop more residential in this area to tie in to the existing neighborhood vs ruining the environment with commercial development unless it is quaint individual small lifestyle businesses that residents desire vs big box and chain.

**Callout 4:** The crosswalks crossing GV from Berkley Rd. to Kaftan Way are dangerous. I appreciate the addition of the crosswalks but there needs to be a warning system for traffic when pedestrians are crossing. A great example is in Allouez on Riverside Dr. near Briar Ln.

### Existing Conditions

- Community Asset
- Good Development

### Desired Development

- Priority Site
- Residential

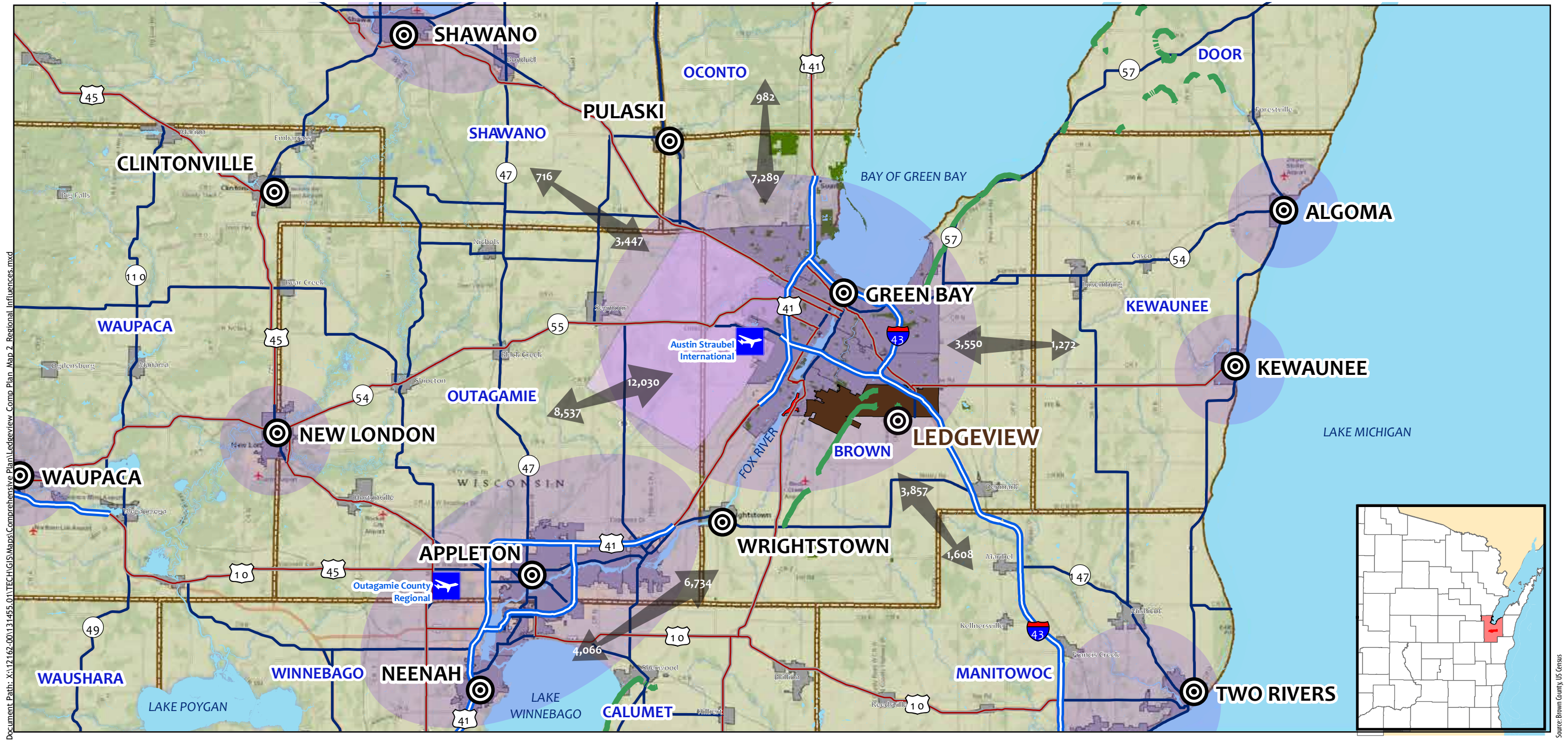
### Park & Open Space

- Commercial
- Industrial
- New Park/Park Improvement
- Preservation Priority

### Transportation

- New Facilities Desired
- Safety Concern/Unsafe Condition
- Beautification
- Important Viewshed

# MAP 2: REGIONAL INFLUENCES



Document Path: X:\12162-00\131455.01\TECH\GIS\Maps\Comprehensive Plan\Ledgeview\_Comp\_Plan\_Map 2\_Regional Influences.mxd

Source: Brown County, US Census



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- LEGEND**
- Corporate Boundary
  - County
  - Municipality
  - Tribal Lands
  - Brown County Parks
  - Niagara Escarpment
  - Limited Access
  - Highway
  - Major Arterial
  - US Airport
  - Growth Areas
  - Daily Commutes

## Ledgeview 2045

### Comprehensive Plan

**DRAFT**

Map Date: 5/9/2025

## ISSUES & OPPORTUNITIES

### Town Goals, Objectives, Policies, Programs, & Recommendations

Each chapter of this Comprehensive Plan includes goals, objectives, policies, programs, and recommendations 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, policies, programs, and recommendations are defined as follows:

#### Goals

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.

#### Objectives

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.

#### Policies

Policies are rules or courses of action necessary to achieve the goals and objectives they are derived from. Policies are precise and measurable.

#### Programs

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

#### Recommendations

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

### Comprehensive Plan Vision Statement

A vision statement is an expression of the general direction the community wishes to go over the next 20 years. All goals, objectives, policies, programs, and recommendations address key planning issues and to implement this Comprehensive Plan are consistent with this vision. The vision reflects what the Town desires to achieve over the next 20 years and what the Town envisions it will look like and operate both during the planning period time and in 2045.

The Town of Ledgeview is positioned at the gateway to northern Wisconsin and Door County; historically anchored by the city of Green Bay, but increasingly linked to the Fox Valley area. We are a growing community located on the Niagara Escarpment between the Fox River and Interstate 43, and offer a unique balance of comfortable living, commerce, and agricultural heritage. Ledgeview is a community of choice for families and businesses and a premier sustainable place to live, work, shop, and play.

Our predominantly single-family neighborhoods will remain safe, attractive, and connected. We are sustained by generational diversity, and have established a memorable community image that builds on the Town's small town atmosphere and natural amenities. Our location and lifestyle affords convenience and flexibility while reflecting the agrarian/rural identity of the Town and evoking a sense of community.

The Town enjoys a robust network of parks, trails, and natural landscapes. We are dedicated stewards of our significant natural features—particularly the “the Ledge”—and are focused on maintaining Ledgeview's scenic character to assure future public enjoyment of these valuable resources.

We preserve farming as a valuable way of life in Ledgeview, and sustain productive farmland for continued agricultural use and to foster our historic rural character.

Ledgeview enjoys a competitive cost of living, and an attractive business environment. The Town is a partner with residents and businesses to develop a stable and diverse economic base, relieving property tax burdens and offering ample employment and entrepreneurship opportunities. We collaborate with our neighboring communities to provide high-quality and efficient services for our residents and businesses. We cultivate family-supporting careers, and offer an ideal “home base” for experiencing northeastern Wisconsin.

The Town of Ledgeview is a place where residents and businesses can set their sights high.

# CHAPTER TWO: LAND USE

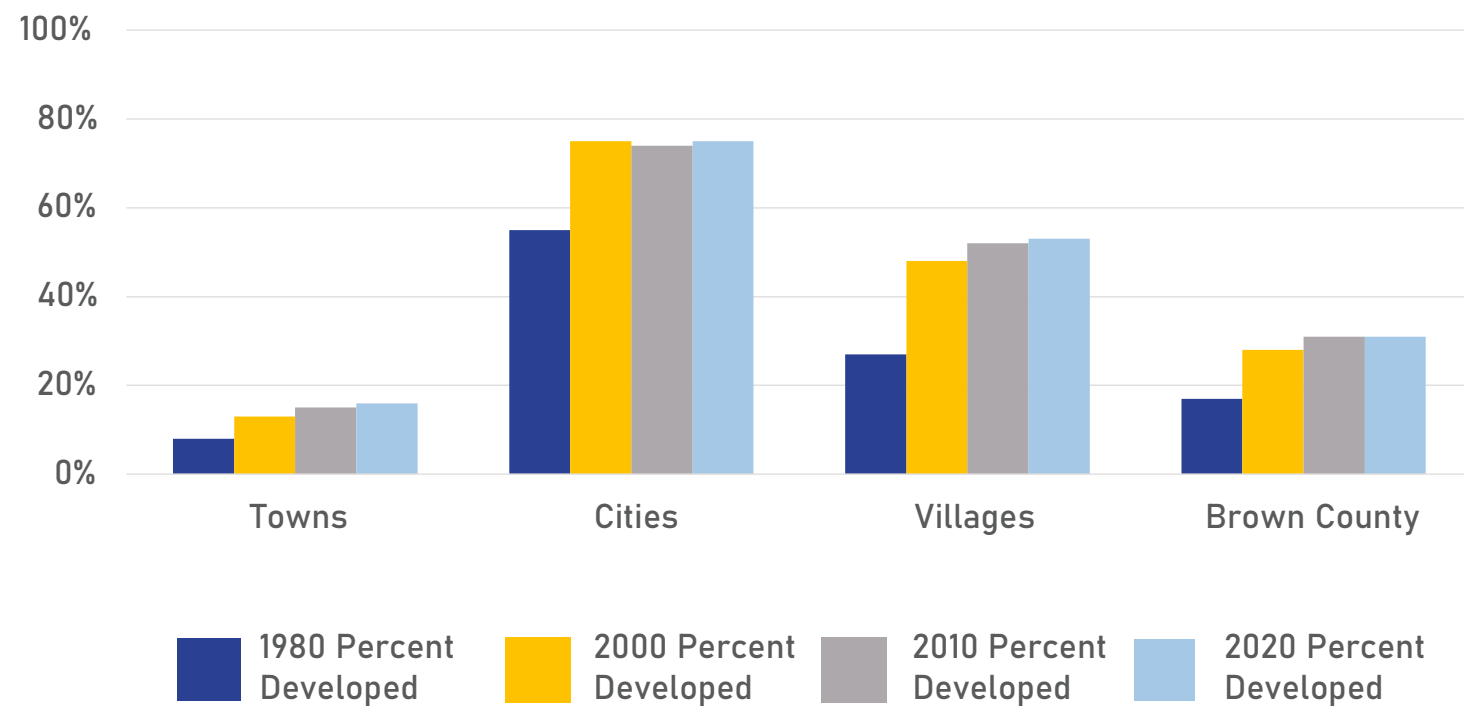


# LAND USE

This chapter compiles background information, goals, objectives, policies, and recommendations to guide future development, redevelopment, or preservation of public and private lands within the Town of Ledgeview. It lists the amount, type, intensity, and net density of existing uses of land in the town including residential, agricultural, commercial, industrial, and several other uses is contained in this chapter. The Land Use chapter also analyzes trends in the supply of land, makes projections on future demands, and outlines land use conflicts.

Since 1980, Brown County has seen substantial development. Figure 2.1 compares changes in developed land for cities, towns, and villages within the county. Developed land in towns has doubled from 8 percent to 16 percent, with approximately 4,500 acres, or 2 percent of town land lost to annexation.

Figure 2.1: Change in Developed Acreage, Brown County 1980-2020



Source: Brown County Planning Commission

## Existing Land Use

Countywide data shows development trends in Brown County over the past 42 years. To plan Ledgeview's future land use, a closer look at specific land uses is needed. A land use inventory classifies activities and identifying current conditions. Comparing past land use inventories reveals trends for future land use.

The Brown County Planning Commission conducts a land use inventory every decade. The most recent inventory was completed in 2020. Using that data, existing land uses were updated. The various land use categories are broken down by acreage. Table 2.1 describes the land use composition, and Map 3: Existing Land Use shows the distribution within the Town.

Since 2002, the Town of Ledgeview has lost 403 acres to annexation by the City of De Pere to the west and the Village of Bellevue to the north (incorporated from the town of Bellevue in 2003).

Table 2.1: Town of Ledgeview Land Use Acreage

Land Use	2002 Acres	2010 Acres	2020 Acres	2020 % of Total	Change 2010 - 2020	% Change
Agricultural	4,947	4,887	4,289	40%	(599)	-12.25%
Single-Family Residential	1,873	1,707	1,906	18%	199	11.66%
Two-Family Residential	19	76	68	1%	(7)	-9.85%
Multi-Family Residential	69	85	98	1%	13	14.75%
Commercial	121	115	119	1%	4	3.13%
Extractive (Mining, Quarry, Sand Pit)	321	407	229	2%	(177)	-43.62%
Industrial	117	96	149	1%	54	56.16%
Transportation	835	20	31	0%	11	54.24%
Utilities	17	28	27	0%	(0)	-1.28%
Governmental/Institutional	97	97	99	1%	3	2.85%
Outdoor Recreation	304	614	374	3%	(240)	-39.10%
Natural Areas	614	843	846	8%	3	0.35%
Woodlands	1,493	1,644	1,354	13%	(290)	-17.65%
Land Under Development/Vacant	406	220	333	3%	113	51.60%

Source: Brown County Planning Commission

## Residential

Residential land use is the dominant category, comprising 18 percent of the Town's acreage. Currently, 2,072 acres devoted to residential land use, 207 acres more than in 2010. Since 2002, Land Under Development has decreased as single-family residential has filled those lots. The availability of developable land, public services, and proximity to De Pere have driven residential growth.

The densest residential development west of Bower Creek Road, adjacent to De Pere. Initially, most homes were single-family detached, but in the past decade, multi-family units have been added. East of Bower Creek Road, existing homes have a more rural density, lot size, and development pattern. Recently, denser development is beginning. The farthest western part of the Town along the Fox River has large single-family homes.

Figure 2.2: An existing single-family residential neighborhood in the Town.



Source: Mead & Hunt

## Agricultural

Ledgeview's development is influenced by "the Ledge", running north south through the town's center. Moving west to east, the area becomes more agricultural due to lack of public utilities. Currently, 4,236 acres or 40 percent of the town's land is agricultural. This is a 49 percent decrease from 1980's 8,341 acres, reflecting urbanization trends in Brown County. As development continues, balancing agricultural preservation with urban development is essential.

## Commercial

Commercial land uses occupy 119 acres, or one percent of Town land. There are three primary areas of commercial activities within Ledgeview.

- 1. Old School Square:** Near the City of De Pere, Dickinson Road (CTH G) has small retail and service enterprises serving both De Pere and Ledgeview residents. Olde School Square, a Neighborhood Center with small – scale retail and restaurants, is developing at CTH G and Creamery Road.
- 2. CTH GV (Monroe Road):** New commercial activity is emerging as Bellevue and Ledgeview grow. Increased traffic and future extensions over the Fox River will support more development along this corridor.
- 3. I-43/ CTH MM Interchange:** This area has regional highway-oriented development serving I-43 traffic. North of the interchange, at STH 29 and Main Street (USH 141), small retail and service establishments serve local residents north of I-43.

## Industrial

Industrial land uses occupy 149 acres, or one percent of Town land. A small but growing industrial park is in the far western part of Town, adjacent to CTH PP and the City of De Pere Eastside Industrial Park. Smaller industrial areas are scattered throughout the Town, with concentrations near STH 29/Main Street intersections, Kolbs Corner (CTH V and CTH G), and the CTH G/CTH GV intersection.

## Extractive (Mining, Quarry, Sand Pit)

The largest industrial use in the Town involves limestone and gravel quarrying activities along Heritage Road (CTH X), utilizing the Niagara Escarpment's high-quality aggregate. Over 200 acres, or about 4% of Town land, are devoted to this industry.

## Transportation

There are 31 acres within the transportation land use category, down from over 800 in 2002. This is due to the reclassification of streets and highways.

Figure 2.3: Olde School Square



Figure 2.4: Monroe Rd & Dickinson Rd (County Hwy G/ GV)

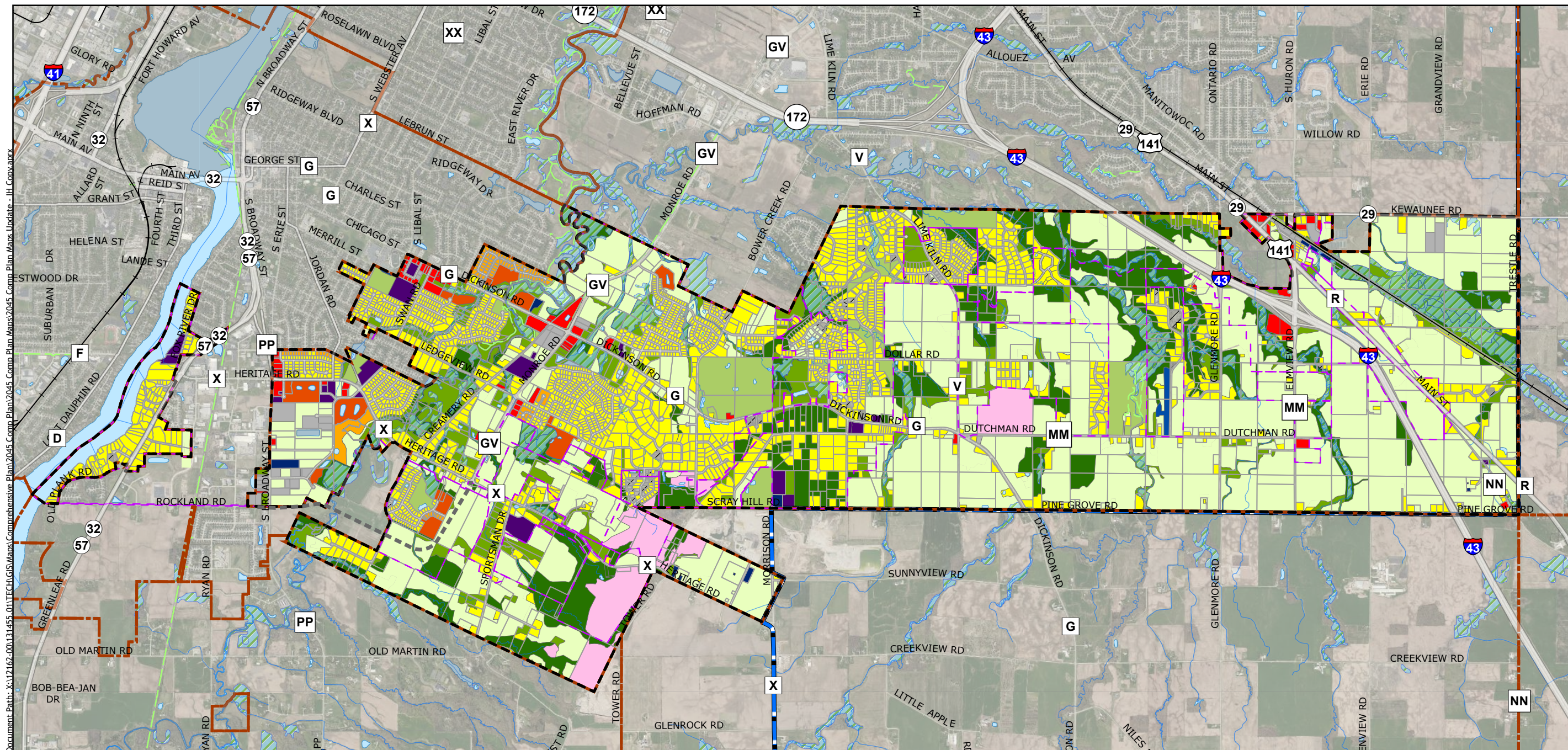


Figure 2.5: I-43/ CTH MM Interchange



Source: Mead & Hunt

# MAP 3: EXISTING LAND USE



0 0.25 0.5 1 Miles



Planning Services Provided By:



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**LEGEND**

- Future GV Extention
- ▭ Corporate Boundary
- ▭ Ledgeview Sewer Service Area (SSA)
- ▭ Ledgeview Parcels
- ▭ Green Bay MPO Boundary 2045
- Railroad
- Existing Trail
- Stream
- ▭ Surface Water
- ▭ WDNR Wetlands

**EXISTING LAND USE**

- ▭ Agricultural
- ▭ Single-Family Residential
- ▭ Two-Family Residential
- ▭ Multi-Family Residential
- ▭ Commercial
- ▭ Extractive (Mining, Quarry, Sand Pit)
- ▭ Industrial
- ▭ Transportation
- ▭ Utilities

- ▭ Governmental/Institutional
- ▭ Outdoor Recreation
- ▭ Natural Areas
- ▭ Woodlands
- ▭ Surface Water
- ▭ Land Under Development/Vacant

## Ledgeview 2045

### Comprehensive Plan

Map Date: 4/24/2025

Source: Brown County

The Utilities category covers approximately 27 acres of the town, including water supply wells, transmission towers, electric transmission towers/antennae, natural gas substations, and water supply storage. This category has steadily increased over the past decade.

### Institutional/Governmental

Educational uses are the largest institutional/governmental land use, covering 30 acres, excluding athletic fields classified as outdoor recreation. The two public schools Heritage Elementary and De Pere Middle School, are on Swan Road in the far west of the Town. Other large institutional/governmental uses include the Prevea Clinic on Monroe Road, St. Mary’s Catholic Parish on Sportsman Drive, and the Ledgeview Town Hall on Dickinson Road. Smaller uses are scattered throughout the Town. In total institutional/governmental land use covers 99 acres, about one percent of the Town.

### Outdoor Recreational Use

Ledgeview has 374 acres of outdoor recreation uses, comprising three percent of the Town. These include Ledgeview Golf Course, Scray Hill Park, a portion of the Green Bay Country Club Golf Course, Fonferek Glen County Park, athletic fields associated with De Pere Middle School, and Ledgeview Park along the East River. Parks and recreational uses are discussed further in Chapter 6, Community Facilities and Utilities.

In 2024, the Town updated its Parks & Recreation Plan alongside the Comprehensive Plan, which includes specific goals, objectives, and recommendations related to parks and recreation.

### Natural Areas

The Natural Areas category, excluding surface water, covers over eight percent (846 acres) of Town land. The most unique natural area with exposed bedrock and thin, rocky soils is the Niagara Escarpment or “ledge” running southwest to northeast through the center of Town. Another unique area is Fonferek’s Glen, a 70-acre county park with a 30-foot waterfall, and preserves Bower Creek corridor. Bower Creek drops over dolomite cliffs, with an overlook for viewing and exploring.

### Woodlands

Ledgeview has 1,354 acres of woodlands, comprising 13 percent of its land. Significant areas of woodlands are associated with environmental features like the Bower Creek corridor in the northern and eastern portions of the Town.

Figure 2.6: Town of Ledgeview Water Tower



Source: Mead & Hunt

### Land under Development/ Vacant

The Land under Development/Vacant category contains parcels which have been mapped, but have not yet been, or are planned to be developed. In 2020, there were 333 acres in this category.

### Public Engagement Input on Land Use

Land use was a key topics in public involvement for this plan update. Survey questions focused on land use issues. When asked what land uses are developing too quickly, Multi-Family Residential was the most selected with 59.9%, followed by Single-Family Residential at 32.9% . Commercial, Industrial and other uses were between 13% and 19%. For incompatible or intensive land use mitigation, respondents equally favored physical barriers, berms, increased setbacks, lighting restrictions and enhanced landscaping. Public input will continue to shape land use policy and practice as the Town grows.

### Land Development & Market Trends

Between 2014 and 2022, the Town’s total equalized value has increased by 245 percent, far surpassing surrounding municipalities. The annual percent change was more significantly in the earlier part of the decade than more recently.

As shown in Table 2.2, the Town’s 245-percent increase over the past two decades is noteworthy. The Towns of Eaton and New Denmark saw half as much growth, but are smaller communities in terms of population. Ledgeview has the 3rd highest equalized value, behind only incorporated municipalities, making it a community of choice in the greater Green Bay Metro area.

Table 2.2: Total Equalized Values

Municipality	2004	2014	2022	% Change 2004 - 2022
Town of Ledgeview	\$394,715,200	\$744,484,100	\$1,365,330,300	245.90%
Town of Eaton	\$90,585,000	\$135,180,900	\$205,266,400	126.60%
Town of Glenmore	\$79,826,000	\$104,993,900	\$138,068,400	72.96%
Town of New Denmark	\$102,010,900	\$140,282,900	\$228,464,100	123.96%
Town of Rockland	\$142,455,600	\$183,202,000	\$253,983,600	78.29%
Village of Allouez	\$871,571,500	\$890,351,100	\$1,361,064,900	56.16%
Village of Bellevue	\$845,838,300	\$1,125,977,400	\$1,815,532,400	114.64%
City of De Pere	\$1,520,102,000	\$1,834,327,100	\$2,887,309,500	89.94%
Brown County	\$15,529,893,600	18,752,729,300	\$30,127,329,900	94.00%

Source: Wisconsin Department of Revenue, 2023

## Land Supply

To plan potential population growth over the next two decades, it's essential to review historical land use trends in Ledgeview. The 2009 update of this plan compared land use acreages from 1980 and 2002 were compared during the 2009 update of this plan. Table 2.3 identifies the changes in land uses over this 22-year period. Table 2.4 looks at changes occurring since 2002. What is evident is that the Town has grown much slower over the past decade than the previous two.

The Town's population increased from 3,363 people in 2000 to 6,555 in 2010, reaching 9,424 (2022) – an 180 percent increase from 2000 and 44 percent from 2010. Residential land use grew by just over 6 percent, reflecting smaller households and slower demand in the 2000's. Meanwhile, commercial and industrial uses declined, more likely due to the Great Recession than a long-term trend, because commercial and industrial land remains low. Agricultural land conversion is expected to continue and accelerate during the next 20 years.

## Opportunities for Redevelopment

Over the past decade, Ledgeview has developed significantly, mostly greenfield development with little focus on redevelopment.

Table 2.3: Change in Ledgeview Land Use 1980-2002

Land Use	1980 (Total Acres)	2002 (Total Acres)	Change 1980 - 2002	% Change
Residential	546	1,960	1,414	259%
Commercial	43	121	78	181%
Industrial (Including Extractive)	218	439	221	101%
Agricultural	8,341	4,947	(3,394)	-41%

Source: Brown County Farmland Preservation Plan, 1990 Update. Brown County Planning Commission 2004.

Table 2.4: Change in Ledgeview Land Use 2002-2020

Land Use	2002 (Total Acres)	2020 (Total Acres)	Change 2002-2020	% Change
Residential	1,960	2,072	112	6%
Commercial	121	119	(2)	-2%
Industrial (Including Extractive)	439	379	(60)	-14%
Agricultural	4,947	4,289	(658)	-13%

Source: Brown County Planning Commission 2020, Mead & Hunt, Inc. 2024

Growth is expected to continue along its western and northern borders, as well as along major arterials and collector roads served by public utilities. Some agricultural and rural areas face pressure to shift to higher-value urban or commercial uses. Key redevelopment opportunities lie along arterial commercial corridors such as the intersection of CTH G and CTH GV, including Olde School Square. The future land use recommendations aim to guide balanced development and redevelopment in priority areas within the town.

## Projected Land Use Demand

Projecting land use demand allows the Town to visualize their future land use needs for residential, commercial, industrial, and agricultural lands for a 20-year period in manageable, and implementable five-year increments.

## Residential Demand

Ledgeview's population has grown over 700 percent since 1960, reaching 9,424 residents and 3,457 housing units in 2022. Average household size has dropped from 2.81 in 2000 to 2.58 in 2022. This trend matches Brown County saw a similar decrease. The 2022 average household size in Ledgeview was 2.58. Using this metric population and housing projections to estimate impact on land use distribution.

The data in Table 2.5 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, using a conservative average. However, because of several variables that are not considered in the calculation and trends and fluctuations in the development market, the totals shown below should be increased by a factor of two or three to ensure sufficient land is available.

Similarly, the town has a history of large lot residential development, which it plans to continue. Assuming this continues, the land use demand forecasts suggest that the Town will require over 800 acres of land for residential development over the next 20 years. Within this development, the town can expect between 3,000 – 4,000 new housing units, with as many as 8,500 new residents.

Table 2.5: Projected Residential Land Use Demand

Town of Ledgeview	2027	2032	2037	2042	2047	2052	Totals
Number of New Residents	+ 1,423	+ 1,423	+ 1,423	+ 1,423	+ 1,423	+ 1,423	+ 8,538
Household Size	2.50	2.50	2.50	2.50	2.50	2.50	2.50
Number of New Housing Units	+ 569	+ 569	+ 569	+ 569	+ 569	+ 569	+ 3,415
Residential Acreage Demand	+ 142	+ 142	+ 142	+ 142	+ 142	+ 142	+ 854

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

## Commercial, Industrial, and Agricultural Land Use Projections

The State of Wisconsin Comprehensive Planning Law requires communities to project their future land use needs for residential, commercial, industrial, and agricultural lands for a 20-year period in 5-year increments. The five-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 when warranted by development pressures. Table 17 identifies the tabular five-year growth increment acreage projections for the Town of Ledgeview.

The 2015 land use inventory finds that the ratio of land uses in the Town is approximately 18 acres of residential development for every 1 acre of commercial development and 20 acres of residential development for every 1 acre of industrial development. Applying this ratio to the projected need for an additional 854 acres for residential development by 2052 yields the need for another 47 acres of commercial lands and another 43 acres of industrial lands over the next 20 years.

Table 2.6 shows that 944 acres of agricultural land changed to new development by 2045, mostly for residential development.

The Association of Wisconsin Regional Planning Commission (AWRPC) recommends 20 acres of parkland for each 1,000 residents. For a projected 2032 population of 11,760, 246 acres are needed. Ledgeview currently has over 350 acres, a significant surplus. The Town's Comprehensive Outdoor Recreation Plan sets specific goals and objectives for developing parkland.

Table 2.6: Five-Year Growth Increments for the Town of Ledgeview

Land Use	2020 Inventory	Projection (Acres)				
		2025	2030	2035	2040	2045
Residential	2,202	2,344	2,486	2,628	2,770	2,912
Commercial	119	127	135	143	151	158
Industrial (not including extractive)	123	130	137	144	151	159
Agricultural	4,236	4,109	3,982	3,855	3,728	3,601

Source: Wisconsin Department of Administration, Mead & Hunt, Inc. 2024

## Consistency with Brown County Sewage Plan

The five-year growth increments do not replace planned sewer service areas expansion identified in the Brown County Sewage Plan. The increments identify where the Town is planning to extend sewer and water services over the next 20 years, along with an associated timeline. To facilitate sewer service boundary amendments consistent with the five-year growth increments, the Town should track new development acreage that have within the sewer service area.

## Potential Land Use Conflicts

As development increases, conflicts between existing and future uses or between agricultural and industrial operations and residences are expected. Residential growth causes fragmentation of farmland, and natural areas, but early identification allows for better planning. Community Survey results urges the Town to require mitigation including installation of physical buffers, increased setbacks, lighting restrictions, and enhanced landscaping requirements.

## Existing and Future Development Compatibility

As Ledgeview develops, new land uses must be compatible with existing land uses. Industrial activities such as heavy truck traffic, noise, or odors often conflict with residential areas and can hinder new development. Similarly, existing outdoor storage of materials, inventory, refuse, limits development when not screened.

The Town must carefully plan the location of new developments and enforce regulations to balance current and future land use needs.

## Quarries and Residential Uses

Potential conflicts may arise between active nonmetallic quarries and future residential development due to heavy truck traffic, blasting, and machinery operations. While distance and operator restrictions have minimized conflicts thus far, growth to the east and south will require policy makers to carefully consult future land use recommendations, provide adequate buffers and notify potential homeowners of active quarries nearby.

## Agricultural and Residential Uses

Developing rural Towns face conflicts between farming operations and non-farm residential developments. To address this issue, the Town should collaborate with farmers in Ledgeview and the adjacent towns of Eaton, Glenmore, and Rockland to ensure that future development is compatible and to incorporate mitigation measures. Yearly meetings to discuss future land use plans and trends will identify potential conflicts, as outlined in the Intergovernmental Chapter.

Special consideration for the citing of new development as well as the ongoing regulation of existing uses must be actively enforced by the Town in order to provide balance between its current and future residents and businesses.

# LAND USE GOALS & OBJECTIVES

## Goal:

Manage future growth to ensure orderly balanced development that maintains or improves quality of life, maximizes the provision of services, and promotes developments that integrate mixed land uses.

## Objectives:

1. Identify future growth areas for five-year increments based on projected growth rates and the ability to efficiently provide services.
2. Promote additional commercial and industrial development but seek to retain the existing overall balance between residential and nonresidential land uses.
3. Strive for a compact, efficient land use pattern by promoting the development of existing vacant and underutilized lots that are located within areas that are served by public utilities.
4. Identify and reserve appropriate areas for future industrial and commercial expansion and seek ways to integrate these uses with nearby residential, retail, and agricultural uses.
5. Ensure the compatibility of adjoining land uses for both existing and future development.
6. Promote Traditional Neighborhood Design (TND) as a viable mixed-use development option in the urban portion of the Town.
7. Review and update the Town's land division ordinance to ensure future subdivisions and other divisions of land are consistent with the recommendations contained in the comprehensive plan.
8. Support clustered commercial activities at designated nodes or selected locations that can service nearby neighborhoods more than strip commercial development.
9. Provide for a mix of residential uses and housing types within neighborhoods through the establishment of flexible zoning standards and the promotion of planned developments.
10. Require the installation of neighborhood facilities, such as street trees and sidewalks/trails, within new subdivisions.
11. Encourage that small parks or other recreational resources be incorporated within the preserved open space of subdivisions and other development.

12. Encourage small mixed-use businesses to serve the surrounding neighborhood within the Neighborhood Center Districts at CTH GV/Dickinson Road, Dickinson Road/Creamery Road, CTH GV/Heritage Road, and the PDD-BP Business Park near I-43/CTH MM.
13. Continue the development of the business park at CTH MM/I-43 to provide employment opportunities by encouraging economic development in the area.
14. Encourage the infill of the existing Ledgeview Industrial Park.
15. Continue to support the existing Town Ordinance requiring connection to public utilities within the Sewer Service Area.
16. Prohibit the development of rural subdivisions—those not served by public utilities—outside of the Sewer Service Area and coordinate with the Ledgeview Sanitary District to discourage such development.

## Land Use Policies, Programs, and Recommendations

To achieve future land use goals, Ledgeview should prioritize efficient, integrated, and neighborhood focused development. Growth should maximize existing and planned services, with priority given to areas easily serviced by municipal utilities and infill development.

Future development decisions must align with the other recommendations of the comprehensive plan, which include utilities and infrastructure, transportation, community facilities, and natural resources to ensure consistency.

Policies encouraging the development of neighborhoods with mixed housing and a diverse of land uses are a common theme throughout this chapter to promote a balanced and connected community.

### Develop the Business Park off I-43

Ledgeview's Business Park Master Plan focuses on the I-43/CTH MM interchange a truck stop, a restaurant, scattered homes, Dedicated Systems and agricultural land.

Figure 2.11: Town of Ledgeview Business Park Master Plan 2006



Source: Anderson Illustration Associations, 2006

The Eastern Arterial to the north of the interchange is being developed to connect STH 29 to STH 54/57. A lightly used Canadian National Rail line runs through the area. Ledgeview extended sewer and water along the northern boundary of the Town to reach this area in 2007.

The business park is the primary entrance to Ledgeview for I-43 travelers. The Town should enforce design standards to create a positive first impression for visitors. Highway accessibility is at the top of site selection criteria for attracting new businesses.

Consider higher density housing and commercial uses near the business park to encourage walking and biking. The business park should connect to the new industrial park to the south along Main Street.

## Support Traditional Neighborhood Development – Neighborhood Center Districts

Future neighborhood development should be more than housing. It should feature:

- **Recreational uses (parks and open spaces)**
- **Institutional uses (churches, schools, etc.)**
- **Neighborhood commercial uses (shops, services, etc)**

The plan encourages the Traditional Neighborhood Developments (TNDs), of about 160 acres, ideal for pedestrian friendly neighborhoods. This size supports a five-minute walking distance (about a quarter-mile) from the edge to the center and a 10-minute walking distance (about half-of-a-mile) from edge to edge. Neighborhoods can vary in size depending on the location of main streets, topography, and natural features.

In 2007 the Town developed a Neighborhood Center District (NCD) zoning code, and added future land use and zoning maps. NCDs, typically 10-40 acres are located within walking distance of residential uses and encourage mixed uses. An NCD should be reinforce the neighborhood identity, character, comfort, and convenience and prioritize pedestrians and bicyclists access.

Figure 2.12: The Master Plan for Olde School Square, the main Town Center within Ledgeview.



Source: Town of Ledgeview, 2006

Major intersections identified for NCDs include:

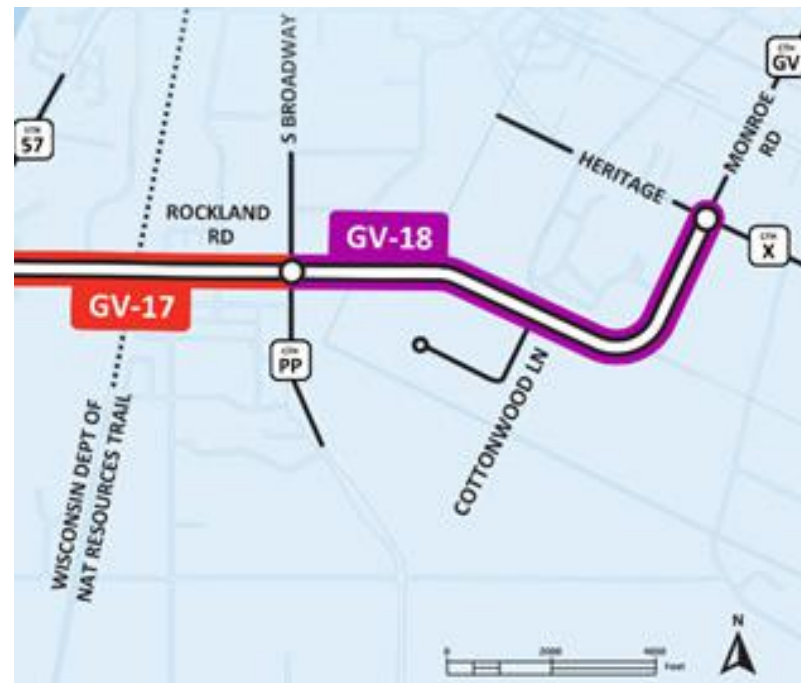
- CTH GV/Dickinson Road,
- Dickinson Road/Creamery Road,
- CTH GV/Heritage Road,
- PDD-BP Business Park near I-43/CTH MM.

These areas should contain a mix of residential, commercial, institutional, and recreational uses and streets designed for all ages to bike or walk to NCD amenities.

### Develop the South Bridge Connector Corridor

Brown County and the Wisconsin Department of Transportation (WisDOT), plan to construct a bridge across the Fox River at Rockland Road, connecting CTH GV to Interstate 41 to the west. Section GV-18, as shown in Figure 2.13, includes part of Ledgeview. The Town should study this corridor to determine optimal land uses benefited by the increase in traffic. The extension of CTH GV will improve access to the southwestern edge of Ledgeview and is expected to increase the residential development. The Transportation chapter provides additional details on the Southern Bridge Connector’s anticipated alignment, construction timeline, and impacts.

Figure 2.13: South Bridge Connector Plan



Source: Brown County Highway Department, 2024

### Accommodate a Mix of Housing Types and Lot Sizes

Future residential development should include a mix of housing types, to accommodate different ages and incomes. Townhouses, duplexes, and smaller apartment buildings can be interspersed with single-family homes, as found in the River’s Edge subdivision. Design standards and open spaces can help integration of different residential intensities. Large expanses of strictly one residential type should be avoided. Variation in house models should also be encouraged to prevent monotony.

Builders and developers should combine a variety of housing types to create attractive marketable neighborhood for diverse income levels and preferences. Community surveys expressed the need for housing products enabling the ability to “age in place.” The Housing Chapter recommends including at least two housing types in residential projects 30 acres or more, with additional types as the project size increases. Additional details regarding the siting and design of housing types are in the Housing Chapter.

### Encourage Sewered and Prohibit Unsewered Development

Most new development in the Town is anticipated within the Sewer Service Area (SSA) and will connect to public utilities. Unsewered development within the SSA is prohibited to ensure efficient expansion. The SSA is identified on several maps in this plan to guide the unsewered lot development and prevent interruption of utility extension. During development review, the Town informs potential new residents the entire Town will eventually be served by public sewer and water, helping them make an informed decision regarding the purchase of property.

### Enhance Neighborhood Connectivity and Street Network

The street network design greatly impacts the character and form of residential development. Streets should align with the neighborhood concept, fulfill transportation needs and consider environmental constraints. Ledgeview’s natural resources, like abundant small streams, wetlands, and the Niagara Escarpment can limit connectivity but offer opportunities for pedestrian and bicycle paths along natural drainageways and environmental features.

Where natural barriers don’t exist, neighborhoods should have multiple access points for driving, walking, and bicycling. Streets should connect neighborhoods together rather than form barriers. Blocks may vary in size and shape to follow topography and to avoid monotony with frequent connections to encourage walking. The street network should connect adjacent neighborhood centers and surrounding neighborhoods, forming integrated communities of rather than isolated subdivisions. Additional information on the Town’s planned pedestrian network is provided in the transportation chapter of this Plan.

## Expand and Connect Parks and Open Spaces

As the Town grows, additional park and recreational facilities will be needed. New facilities should be designed in conjunction with streets and walkways, as a primary feature of land development, and not merely areas left over from site planning. They should also be along streets for safety, accessibility, and visibility.

Natural features like wetlands and water courses should be integrated into park and open spaces not ignored, redesigned, or destroyed. Creeks and linear features can link individual

developments with rustic hiking trails or paved bicycle paths. Open spaces within subdivisions can be publicly or privately owned and utilized for the treatment of storm water with retention or detention ponds or infiltration fields. Specific improvements for park and recreation facilities are contained in Chapter 6.

## Preserve and Protect Natural Areas

Ledgeview's natural resources like the Fox River shoreline, East River floodplain, Niagara Escarpment, and numerous streams and deep ravines all contribute to the Town's rural feel and should be protected. Environmentally sensitive areas (ESAs), such as wetlands, floodways, and steep slopes, should not be developed and should be placed in conservancy. These features should be integrated into development as design amenities, maintained in outlots in common or public ownership, and accessible to the public for storm water management facilities.

As development continues east, Bower Creek ravines should be preserved in their natural state. The Town should work with the Wisconsin Department of Natural Resources (WDNR) to purchase the ravines and create a parkway in the ravine from Fonferek's Glen County Park north to the Town's northern border for passive recreational uses, such as hiking, biking, or picnicking, preserving the Town's natural beauty.

Figure 2.14: Ledgeview Park Bridge, 2024

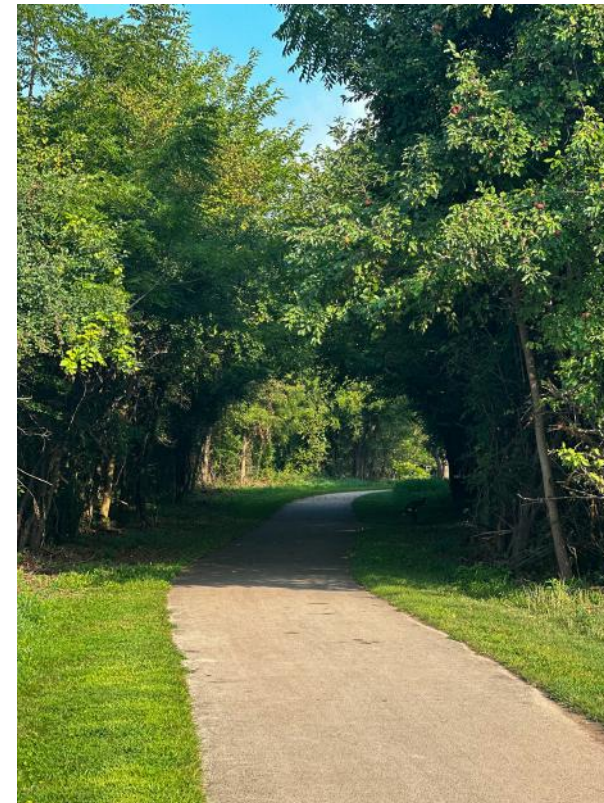


Source: Dawn Matheson, Town of Ledgeview Photo Contest

## Update the Town's Zoning Code

The Town's Zoning Code is becoming outdated and should be updated immediately to increase understanding and eliminate inconsistencies. Town policies and procedures have changed during the last planning horizon. As modern development practices are always improving, so should the code be updated to best align with them. Current Town zoning and subdivision regulations should be reviewed to ensure they reflect the recommendations included in this Plan and help attract desired development. This review would also assess the Town's development approval processes. Approval processes should be flexible in terms of considering desirable new land uses, with development review procedures that support Town goals while still providing a predictable process and timeline. Shortening the project approval timeframe would be helpful to developers as well. These and other updates are aimed at improving the experience for residents, developers and Town Staff.

Figure 2.15: East River Trail, 2024



Source: Chad Fairbanks, Town of Ledgeview Photo Contest

## Future Land Use

### Future Land Use Map

The Future Land Use guides development to areas with available facilities and services or those suited to certain land uses. It influences zoning revisions, land and subdivision applications, and other local land-use decisions.

As a visual representation of this planning document, the map is a primary tool for planning in Ledgerview. Per state statutes, it will be used to evaluate future land-use changes and proposals. However, it is not a zoning map. Comprehensive plans and, by extension, plan maps are guidance documents used to inform land use planning and decision-making. Map 4: Future Land Use shows recommended future land use over the 20-year planning period.

### Future Land Use Map Categories

This section provides a description of the proposed future land-use changes identified on the Future Land Use Map and recommended zoning categories that the land use corresponds with.

#### Agriculture

The agriculture land use category aims to preserve productive agricultural lands, open space, and natural areas in the long-term. It focuses on lands actively used for farming and/or with productive agricultural soils and topography. This category includes cropland/pasture, and farm buildings and accessories. The Town participates in the Brown County Agriculture-Farmland Preservation Program to preserve productive agricultural lands from encroachment by incompatible uses, promote further investments in farming, and maintain eligibility for farming incentive programs. The category is not intended for estate-type residential development.

*Recommended Zoning:* Most of the land within the agriculture category will be zoned A-2, Agriculture District and AG-FP, Agriculture-Farmland Preservation District.

#### Rural Residential

The rural residential land use category accommodates large-lot and estate single-family residential development with rural character, functioning as a transition from the urbanizing areas and productive agricultural areas. It is mapped over existing and planned subdivisions served by private on-site or group waste treatment systems (not municipal sewer). The category includes single-family residences built on lots that are between one acre and ten acres in size. New rural residential development on lots less than 2-acres should follow the A-2 District policy.

*Recommended Zoning:* The district that corresponds most closely with this land use category is the R-R District.

#### Single Family Residential

This category permits single-family residences on lots that are between 7,000 square feet and 20,000 square feet (½-acre) – a density of 2- to 6-units/acre – in size, and served by a municipal sanitary sewer system. It also allows small public and institutional uses like parks, schools, and churches.

*Recommended Zoning:* The zoning districts corresponding with this category are the R-1 and R-2 Districts.

#### Two-Family Residential

This category allows duplexes or single-family attached (zero lot line) residences served by a municipal sanitary sewer system. Single-family detached housing attached single family residences with individual entries (e.g., townhouses, rowhouses). It also allows small public and institutional uses like parks, schools, and churches.

*Recommended Zoning:* The zoning district that best implements this land use category is the R-2 district.

#### Mixed Residential

This category allows a variety of residential units, primarily structures with three or more (3+) dwelling units, such as single-family attached dwellings (e.g. townhomes), condominiums, apartments, and senior housing developments. Densities typically exceed six units per acre, and units are served by a municipal sanitary sewer system. This category is mapped on the Future Land Use Map in areas with existing developments and recommended for select areas near major transportation corridors and Planned Neighborhoods.

*Recommended Zoning:* The zoning district that best implements this land use category is the R-3 district.

Figure 2.16: Single-Family Residential Development



Source: Mead & Hunt, Inc.

### Planned Neighborhood

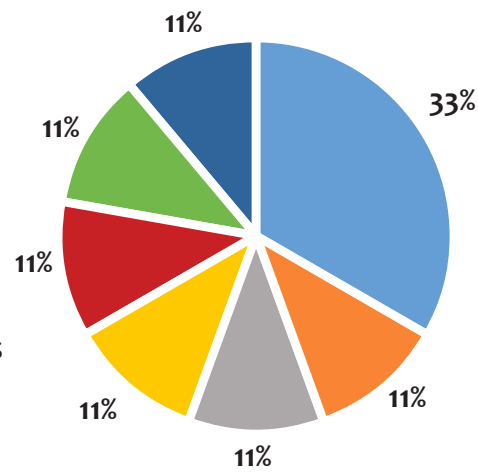
Planned Neighborhoods are designated growth areas featuring a mix of predominantly single-family residential development, along with:

- Two-family Residential,
- Mixed Residential,
- Neighborhood Business,
- Institutional,
- Parks/Public Open Space.

Approximately 70-percent of dwelling units should be single-family detached units, 10-percent should be two-family units, and 20-percent multi-family units. All development in Planned Neighborhoods should be served by public sanitary sewer and water.

Planned neighborhoods should include a mix of the following:

- Single Family
- Two-Family
- Mixed Residential
- Institutional
- Neighborhood Office
- Neighborhood Business
- Parks & Open Space



Planned Neighborhoods should include a variety of housing types (single-, two-, and multi-family) and consider environmental factors and the Town's housing and transportation goals. Non-residential uses such as parks, community facilities, and small-scale shopping and service areas should be accessible to neighborhood residents while minimizing negative impacts such as excessive vehicular traffic.

**Recommended Zoning:** The zoning district that best implements this land use category is the PDD, Planned Development District.

### Planned Mixed Use

This category is for planned future developments that mix of residential, office, small retail, and/ institutional land uses into a single development. Mixed use centers should be vibrant, urban places serving neighborhood and community hubs, similar to traditional downtowns, but on a smaller scale. They should be near residential areas to encourage walking and bicycling and are recommended for community or neighborhood gateways.

Approvals should be granted only after submittal, public review, and Town approval of detailed site, landscaping, signage, lighting, stormwater, erosion control, and utility plans—usually as part of a Planned Unit Development. Planned Mixed Use developments can also be within or adjacent to the Planned Neighborhood land use with mixed residential/commercial structures substituting for commercial structures.

**Recommended Zoning:** Existing Town zoning districts that allow the mixed-use buildings in this land use category include the NCD, Neighborhood Center District and the PDD, Planned Development District.

### Planned Business

This category is for indoor commercial, retail, service, tourism-oriented, office, and health care/ community facility uses. It includes commercial uses with large outdoor components, like motor vehicles sales and service, which should be designed to meet high quality design standards and goals (such as high quality architecture and accessibility by multiple modes of travel) of predominantly indoor commercial uses. These uses should be served by public sewer, public water, and other urban services and infrastructure. Manufacturing, warehousing, and distribution uses are excluded unless accessory to primary commercial use.

These areas feature generous landscaping, screened (and limited) storage areas, modest lighting and signage, and compliance with community design standards. New Planned Business areas are planned for existing and infill commercial nodes along the CTH G and CTH GV corridors, and new commercial areas near Interstate 43.

**Recommended Zoning:** The Town's current B-1 and B-2 Districts most closely reflect the uses and design standards recommended for this land use category.

### Planned Industrial/Business Park

This category is planned for expansion areas of industrial/business parks along Interstate 43. It includes high-quality indoor manufacturing, warehousing, distribution, office, and support (e.g., day care, health club, or bank) with generous landscaping, screened storage areas, modest lighting, and limited signage. New development and major expansions should comply with the Ledgerview Business Park Master Plan.

**Recommended Zoning:** Existing Town zoning districts that allow the development envisioned in this land use category include the PDD-BP, Planned Development District—Business Park.

**General Industrial**

This category is mainly developed portions of industrial areas, specifically the Swan Road area. It includes indoor manufacturing, warehousing, distribution, and office uses, often with outdoor storage areas, and with low to moderate attention to building design, landscaping, and signage.

*Recommended Zoning:* The LI, Light Industrial District best fits this land use category.

**Extraction**

This category includes current or approved lands for sand, gravel, or rock extraction. Future requests for additional extraction operations should be reviewed for compliance with goals and policies in this Plan. Extraction operations will only be permitted with the A-2, Agriculture District in compliance with local ordinance.

**Parks/Public Open Space**

The category covers existing and planned publicly owned land designated as town parks, county parks and recreation areas, state parks, scenic areas, wildlife areas, conservation areas, and recommended buffer areas. Future parks may also be located within other land use designations. The Plan recommends reserving additional public parks and other preserved open space be within Planned Neighborhood land use category.

Figure 2.17-19: Parks in Ledgeview



Source (Top left to right): Town of Ledgeview Photo Contest - Matheson, Albers, Fairbanks

**Institutional (Overlay Category)**

This category includes public buildings, schools, religious institutions, utility facilities, hospitals, and special care facilities. Maps in the Community Facilities Chapter show existing locations. Desirable locations will depend on the specific needs of the use. Small-scale institutional uses may be located in residential, business, office, industrial, mixed, or traditional neighborhood areas, while larger-scale institutional uses should be avoided in planned residential or traditional neighborhood areas.

*Recommended Zoning:* The I-1, Institutional District reflects the uses recommended for this category.

**Environmental Corridor (Overlay Category)**

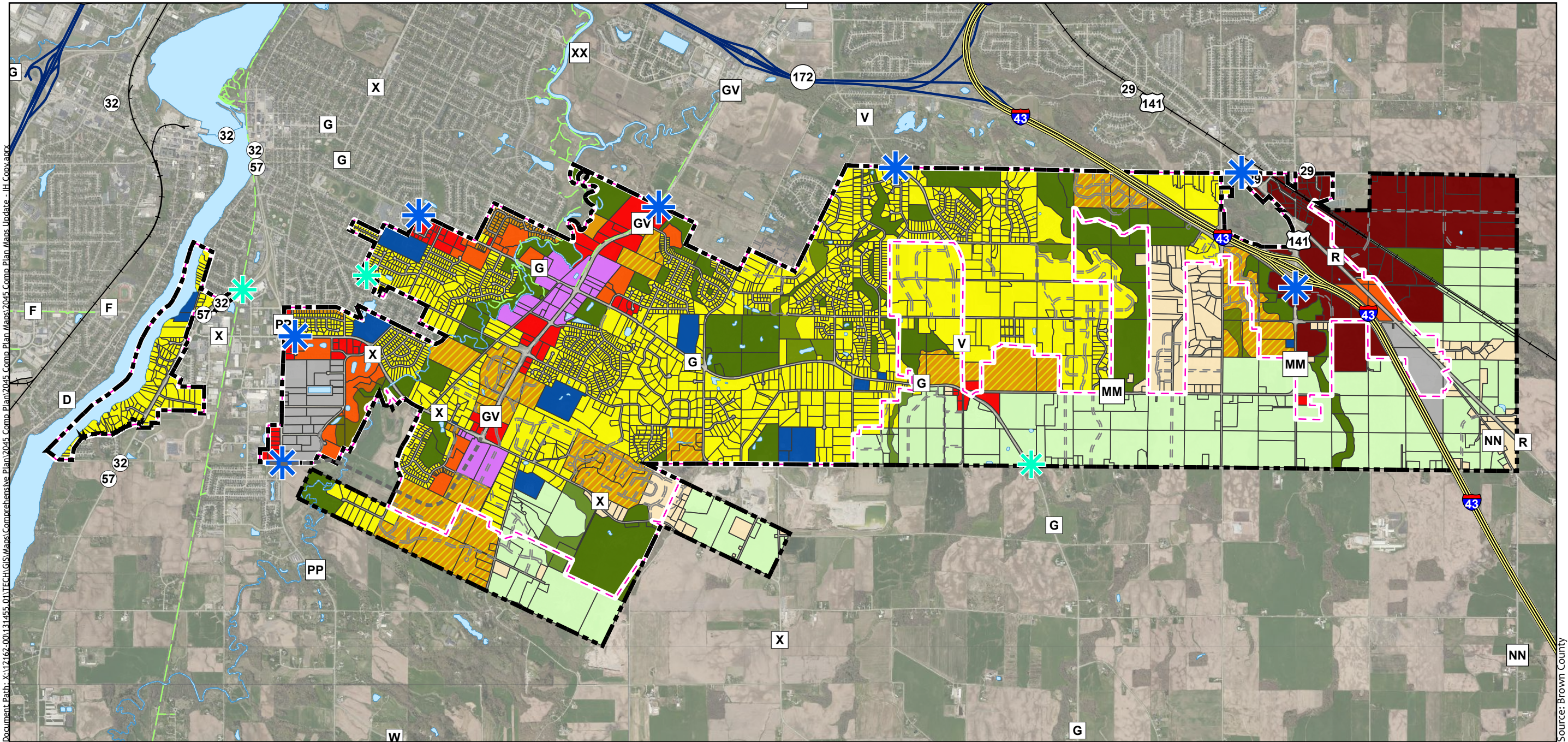
This category includes generally continuous open space systems based on lands that have sensitive natural resources and development limitations. This designation covers Wisconsin DNR identified wetlands, FEMA designated floodplains, shoreland setback areas, and slopes of 12% or greater. The Brown County Environmentally Sensitive Area Plan serves as a foundation for this category.

*Recommended Zoning:* The C-1, Conservancy District reflects the uses recommended for this category.

**Surface Water**

This category highlights existing lakes, ponds, rivers and perennial streams.

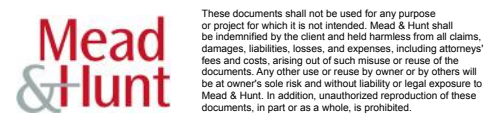
# MAP 4: FUTURE LAND USE



0 0.25 0.5 1 Miles



Planning Services Provided By:



### LEGEND

- Primary Entrance
- Secondary Entrance
- Corporate Boundary
- Sewer Service Area
- Future Right-of-Way
- Railroad
- Existing Trails
- Surface Water
- Agricultural
- Rural Residential
- Single-Family Residential
- Two-Family Residential
- Mixed Residential
- Planned Neighborhood
- Planned Mixed Use
- Planned Business
- Planned Industrial/Business Park
- Institutional
- General Industrial
- Parks/Public Open Space

# Ledgerview 2045

## Comprehensive Plan

Map Date: 4/23/2025

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Source: Brown County

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CHAPTER THREE:  
**TRANSPORTATION**

# TRANSPORTATION

## Background

This chapter includes a compilation of background information, goals, objectives, policies and recommended programs to guide the future development and maintenance of various modes of transportation in the Town of Ledgeview. The chapter also compares the Town's transportation policies and programs to state and regional transportation plans as required under §66.1001, Wisconsin Statutes. A comprehensive multi-modal transportation system in the Town includes accommodating pedestrians, bicyclists, and transit services, in addition to motor vehicles. A diversified, well-balanced transportation system is a major factor affecting growth and quality of life.

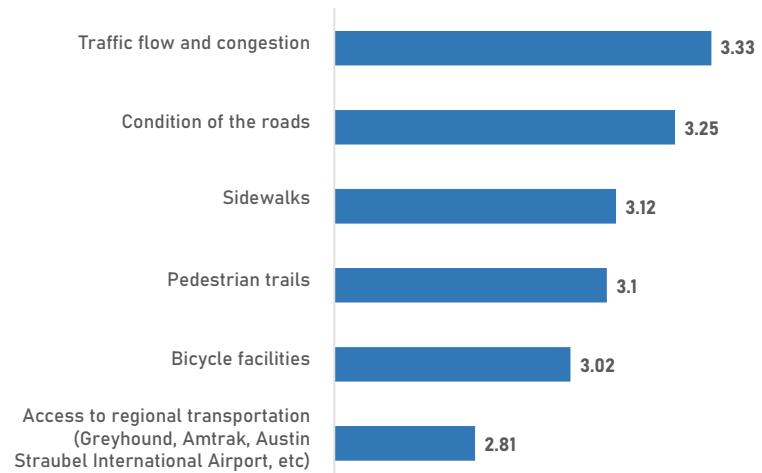
The transportation network exists to move people, goods, and services both through and within the community. Planning for the various modes of transportation is one of the most important components of the Comprehensive Plan for the Town of Ledgeview. Opportunities for multi-modal enhancements to the current transportation system include bicycle and pedestrian facilities, Complete Streets planning, streetscape improvements and traffic calming, and infrastructure for alternative energy vehicles, among others.

## Community Input

Public feedback on transportation in Ledgeview came from a variety of sources: the community-wide survey circulated online from April through July 2024, an interactive map of Ledgeview, and a questionnaire for local officials. The following transportation trends emerged from the community engagement:

1. Better pedestrian connections are needed among and through neighborhoods
2. More bike lanes on- and off-street would benefit the community
3. Several intersections pose dangers to pedestrians and could be improved for safety

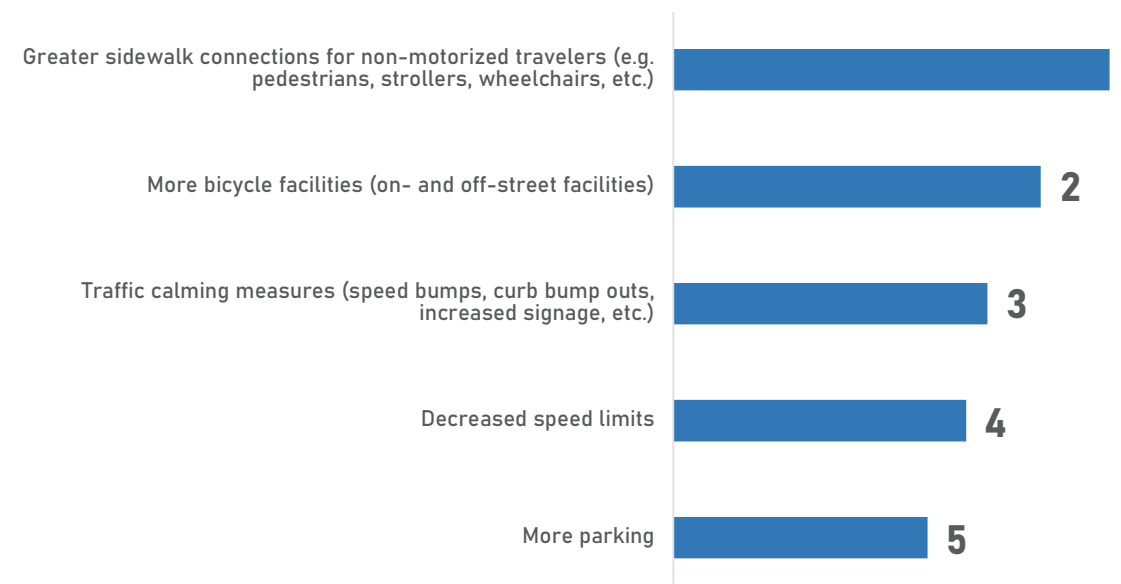
Figure 3.1: Community Survey - Evaluation of Existing Transportation



The community survey asked participants to rate elements of Ledgeview's existing transportation systems. Respondents rated transportation categories on a scale of 1 to 5, with 1 being very poor and 5 being excellent. See Figure 3.1. Traffic flow and congestion scored the highest while access to regional transportation scored the lowest. The community survey also asked how important bicycle and pedestrian facilities to connect neighborhoods, schools, and shopping were for participants and their families. As shown in Figure 3.2, nearly two thirds indicated that bicycle and pedestrian facilities were important and needed in Ledgeview. In addition, local officials expressed a desire for more bike lanes and sidewalks, particularly near parks and schools.

Participants were asked to rank transportation improvement measures needed in Ledgeview from 1 to 5, where 1 was most needed in the Town, participants selected greater sidewalk connections for non-motorized travelers and bicycle facilities as highest priorities. Other improvement measures including traffic calming measures, decreased speed limits, and more parking were ranked lowest. See Figure 3.3.

Figure 3.2: Community Survey - Most Needed Transportation Elements



When asked what amenities residents would like to see in their neighborhood, 41% selected sidewalks and 28% chose on-street bike lanes. Just 3% chose narrower streets. See Figure 3.3 for the full list of responses.

Figure 3.3: Community Survey - Most Needed Transportation Elements

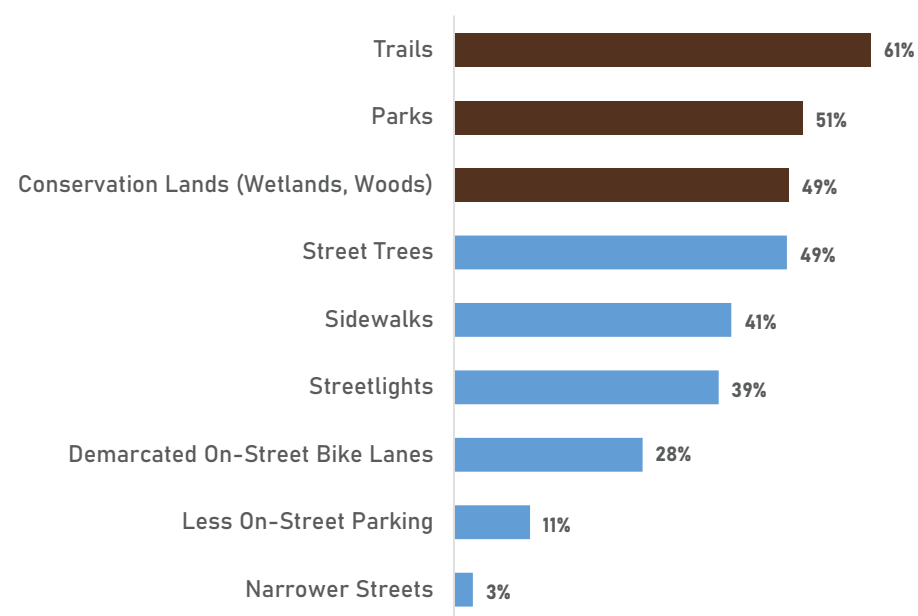
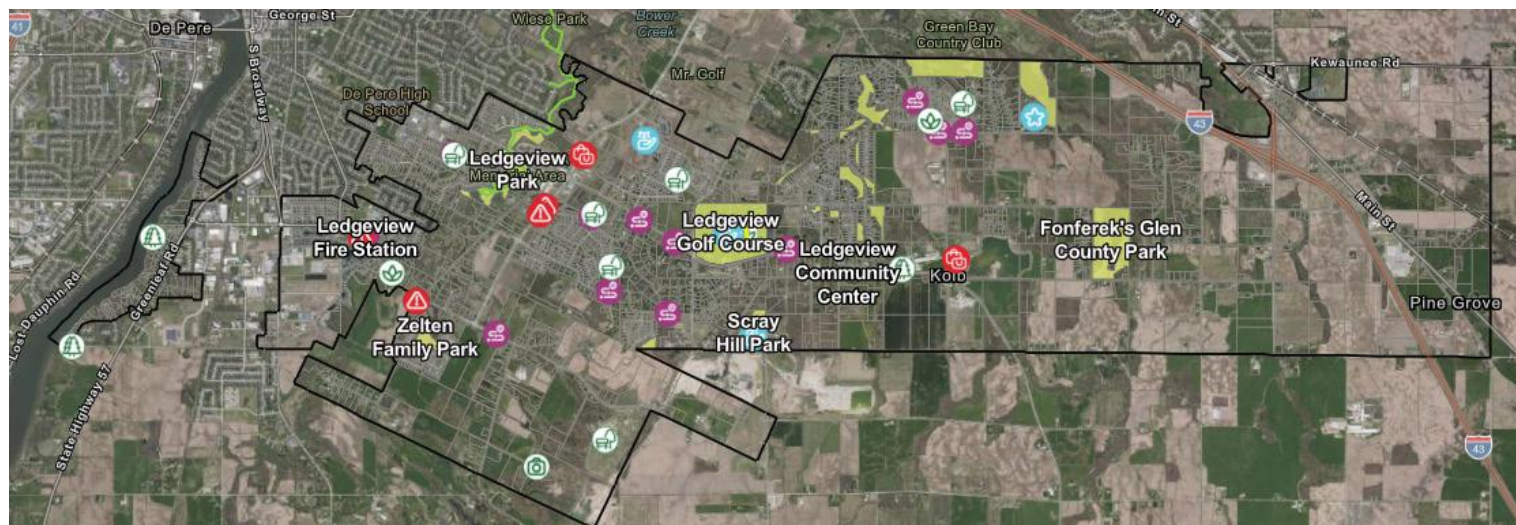


Figure 3.4: Interactive Map on the Community Survey Website



Participants in the online interactive map (see Figure 3.4) could place icons directly on the map and add a comment related to community assets, transportation, parks, or development. Nearly half of the comments were related to transportation, including “New Facilities Desired (road, sidewalk, bike lane, trail)”, and “Safety Concern/Unsafe Condition.” Multiple responses mention the need for sidewalks or bike facilities on Lime Kiln and Dickinson Roads. There were a few comments in support of roundabouts at Heritage Road and Swan Road, while another comment cited the crosswalk at GV from Berkley Road to Kaftan Way as dangerous.

## Existing Transportation Network

Access and connectivity are key determinants of a Town’s ability to retain vitality and grow because they facilitate the flow of goods and people to, from, and within the community. The Town of Ledgeview is well connected to the region through the existing roadway and trail network. Other transportation facilities such as freight rail and airport service are easily accessible from the Town. This section describes the existing conditions of transportation facilities in the Town. Map 1: Functional Classification and Map 2: Planned Bicycle and Pedestrian Facilities shows existing and planned transportation facilities in the Town.

## Streets and Highways

Ledgeview currently contains one interstate highway, one federal highway, two state highways, seven county trunk highways, and many local streets. These streets and highways are currently the primary means of reaching the Town’s residential, commercial, institutional, and other destinations (see Map 1: Functional Classification).

A component of a street and highway system is the functional classification network. This network is typically based on traffic volumes, land uses, road spacing, and system continuity. The general functional classification of roadways in Ledgeview are arterials, collectors, and local streets.

### Arterials

Principal and minor arterials carry longer-distance vehicle trips between activity centers. Interstates are the highest classification of principal arterials and were designed and constructed with mobility and long-distance travel in mind. These facilities are designed to provide a very high amount of mobility and very little access. I-43 is the principal arterial in Ledgeview. The Wisconsin Department of Transportation Corridors 2030 Plan designated the Interstates as a “backbone” route, connecting major population and economic centers. Selection of backbone routes was based on seven criteria, including multi-lane capacity needs, truck volume, and service trade centers, manufacturing centers, recreation centers, etc. In 2022, the average daily traffic (AADT) count on I-43 north of Ledgeview was 29,500 and south of the Town was 25,100.



Figure 3.5: I-43

Minor arterials provide service for trips of moderate length, serve geographic areas that are smaller than their higher principal arterial counterparts, and offer connectivity to the higher arterial system. Minor arterials are typically designed to provide relatively high overall travel speeds, with minimum interference to through movement. Minor arterials in the Town include U.S. 141 and STH 29 and combination route 32/57. Average Annual Daily Traffic (AADT) for U.S. 141 was 8,600 vehicles in 2022 and 6,100 vehicles for WTH 32.

### Collectors

Collectors serve a critical role in the roadway network by gathering traffic from local roads and funneling them to the arterial network. Collector routes are typically shorter than arterial routes but longer than local roads. Collectors often provide traffic circulation between residential neighborhoods as well as commercial, industrial or civic districts. Within the context of the functional classification, collectors are broken into two categories: major collectors and minor collectors. The determination of whether a given collector roadway is major or minor is frequently one of the biggest challenges in functionally classifying a roadway network.

**Major Collectors**

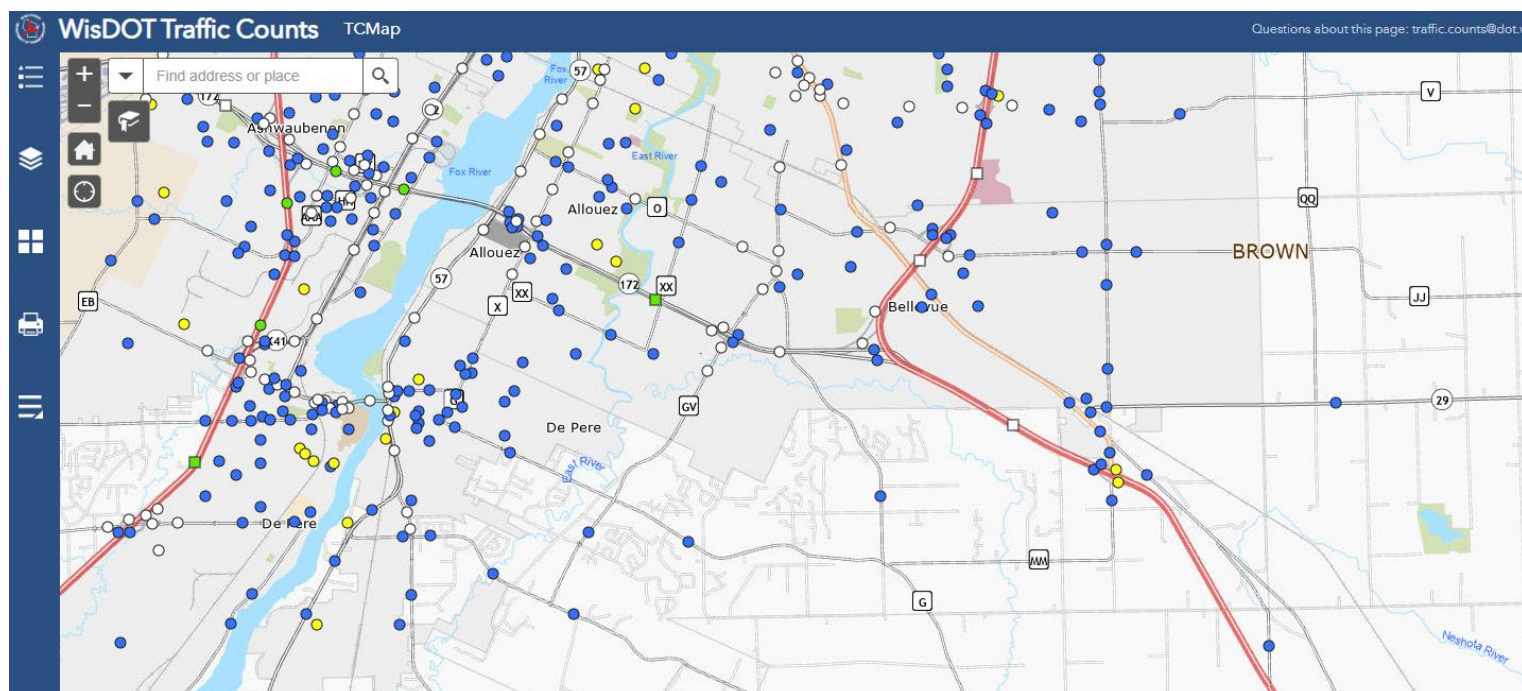


Figure 3.6: Traffic Counts

Generally, major collector routes are longer in length; have lower connecting driveway densities; have higher speed limits; are spaced at greater intervals; and have higher annual average traffic volumes. Major collectors provide service to communities from an arterial route to the larger towns not directly served by the higher systems and to other traffic generators of equivalent intra-county importance such as schools, employment and shopping centers, county parks, and important mining and agricultural areas. They serve the most important intra-county travel corridors. Major collector roads in the Town include County trunk highways G, GV, MM, PP, R, V, and X.

**Minor Collectors**

Minor collector roads are typically spaced at intervals, consistent with population density, to collect traffic from local roads and bring neighborhood areas within a reasonable distance of a major collector route. Minor collector roads in the Town include Bower Creek Road, Glenmore Road, Swan Road, Ledgeview Road, Scray Hill Road, and Sportsman Drive.

**Local Roads**

Local roads and streets are used for short trips. Their primary function is to provide access to property and businesses. Traffic volumes and speeds are relatively low with private driveway access.

The distinction between “mobility and accessibility” is important in assigning functional classifications to roadways. Table 3.1 summarizes the relationship between key roadway factors and the three broad categories of the functional classification system. This Table will assist in defining the changing or future functional classification of roadways in the Town.

Table 3.1: Functional Classification of Roads

Functional Classification	Distance Served (and Length of Route)	Access Points	Speed Limit	Distance between Routes	Usage (AADT and VMT)	Significance	Number of Travel Lanes
Arterial	Longest	Few	Highest	Longest	Highest	Statewide	More
Collector	Medium	Medium	Medium	Medium	Medium	Medium	Medium
Local	Shortest	Many	Lowest	Shortest	Lowest	Local	Fewer

**Rustic Roads**

The Rustic Roads System in Wisconsin was created by the Wisconsin State Legislature in 1973 in an effort to help citizens and local units of government preserve what remains of Wisconsin’s scenic and lightly traveled country roads for the enjoyment of bikers, hikers, and motorists. The goals of the Rustic Roads Program are to preserve certain designated roads with unusual or outstanding natural or cultural beauty, and to produce a linear, park-like system for vehicular, bicycle, and pedestrian travel for quiet and leisurely enjoyment by local residents and the general public.

Old Plank Road between the Fox River and STH 32 is the only designated Rustic Road in the Town, and is characterized by ravines, large old trees, and a narrow road surface. The road is 1.3 miles in length, and the surface includes both paved and gravel portions. Old Plank Road dates back to Civil War times when it was used to carry supplies to the Fox River. A designated Rustic Road

typically falls under the jurisdiction of the local community, which in this case is the Town and City of De Pere. There is a potential for new roads in Ledgeview to be added to the Rustic Roads System. Several fit the criteria for natural and cultural beauty, lightly traveled local access, and speed limits lower than 45 mph.

**Fox River Drive** – This tree-lined road follows the eastern shore of the Fox River and passes the De Pere Greenwood Cemetery, a historic non-profit, non-denominational cemetery founded in 1859. Its vision to promote education and community involvement would benefit from the expansion of the Rustic Road System to Fox River Drive, providing further access to the grounds through auto, bicycle, or hiking for recreational enjoyment. The proximity of Fox River Drive to Old Plank Road could set the foundation for a future bike trail connection along the Fox River.

**Sportsman Drive** – Sportsman Drive is a narrow, two-lane local road with a speed limit of 35mph on the western side of Ledgeview. It features lush greenery and views of lightly rolling hills, and proximity to The Ledge.



Figure 3.7: County Road G



Figure 3.8: Sportsman Drive



Figure 3.9: Local Road

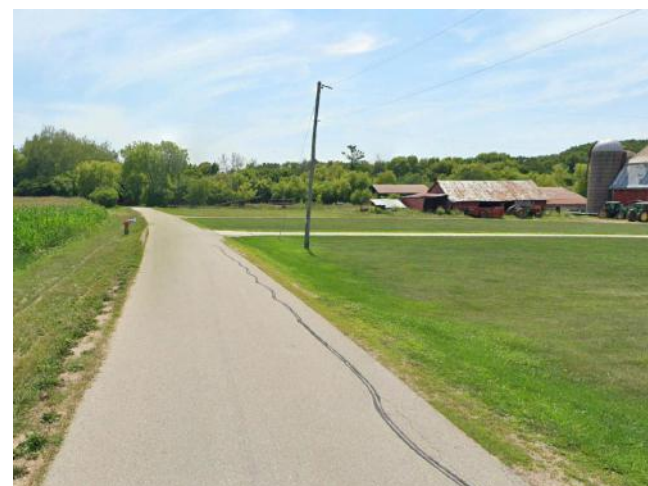


Figure 3.10: Old Plank Rd

## Bicycle and Pedestrian Mobility

Sidewalks and recreation trails are located sporadically throughout the Town. Newer residential developments of the past 10 years – such as Stone Fence Preserve, Red Hawk Landing, and Heritage Heights– all have sidewalks located on both sides of the street. Older residential subdivisions – prior to 2006 – do not have sidewalks. Newer commercial development and recent reconstruction of Town roads have sidewalks included.

The Town has several dedicated bike trails and an adopted plan to extend the network of bicycle trails and lanes throughout the community. CTH GV from Bellevue to the CTH X intersection has a lighted, off-street recreational trail. This trail will continue with the improvement of the Southern Bridge extension project.

The Fox River State Trail offers a rich variety of scenery as it meanders from downtown Green Bay along the Fox River and passes through the Brown County communities of Allouez, De Pere, Ledgeview, and Wrightstown. The 25-mile trail has approximately 10 miles of paved surface on the more urban section from the trailhead in downtown Green Bay heading south. The southern section is crushed stone and includes designated sections for horseback riding. As the trail surface changes in De Pere, its path veers away from the river

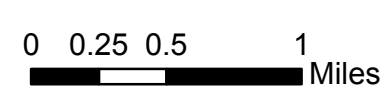
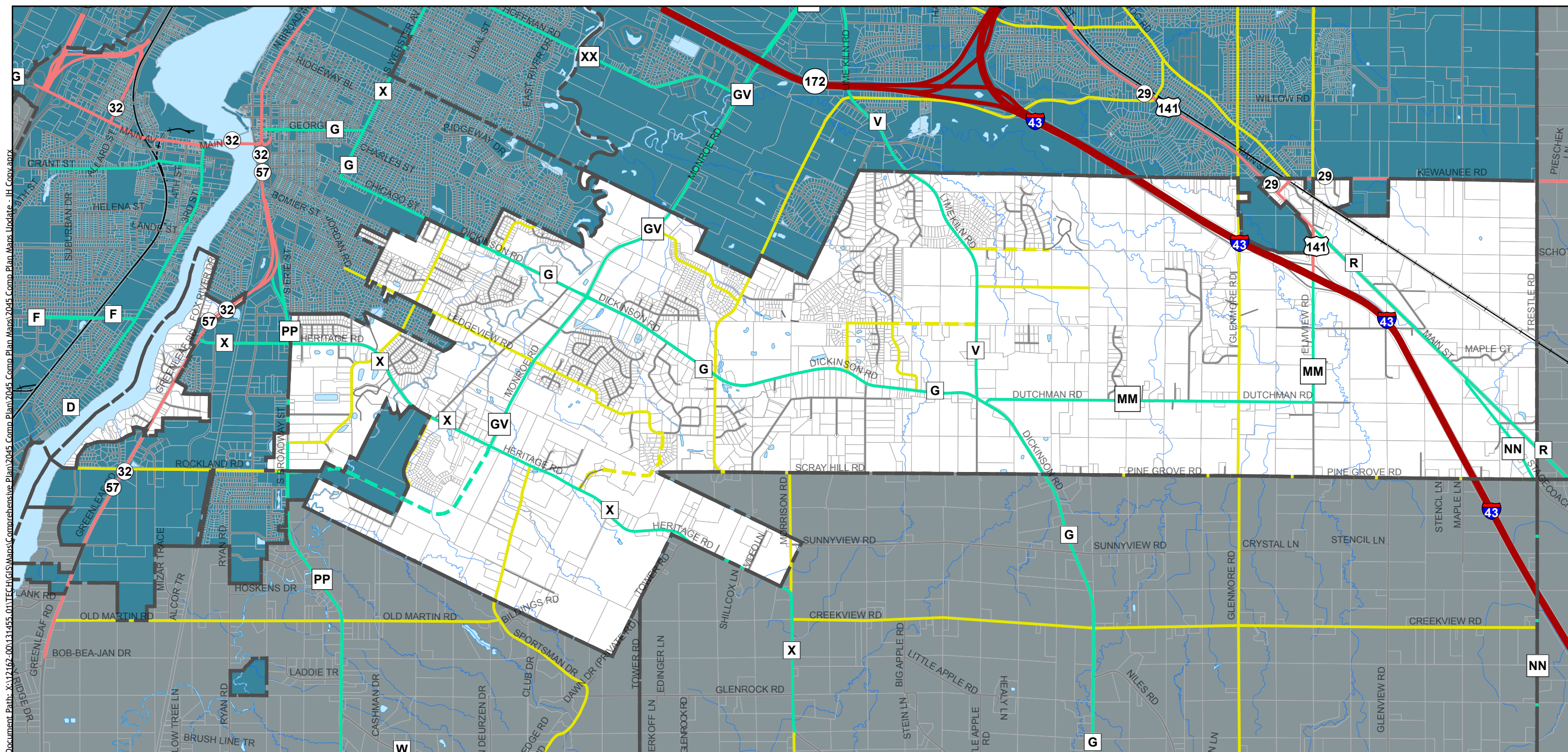


Figure 3.11: The Fox River State Trail, pictured here just west of the Town in De Pere, provides both mobility and access for the larger Green Bay Metro area. Image: Mead & Hunt, Inc.

passing by light industrial structures and transitioning to rural and agricultural areas on the way to Calumet County. The East River Trail from the City of De Pere to Ledgeview Park is complete. Proposed bicycle facilities are shown on Map 6.

Community input revealed a desire for better pedestrian connections among and through neighborhoods and more bike lanes on- and off-street.

# MAP 5: FUNCTIONAL CLASSIFICATION



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**LEGEND**

- |                     |                     |                    |                             |
|---------------------|---------------------|--------------------|-----------------------------|
| <b>Existing</b>     | <b>Planned</b>      | Corporate Boundary | Town of Ledgerview          |
| Arterial, Principal | Arterial, Principal | Parcels            | City and Village Boundaries |
| Arterial, Minor     | Arterial, Minor     | Railroad           | Town Boundaries             |
| Collector, Major    | Collector, Major    | Stream             |                             |
| Collector, Minor    | Collector, Minor    | Surface Water      |                             |
| Local               |                     |                    |                             |

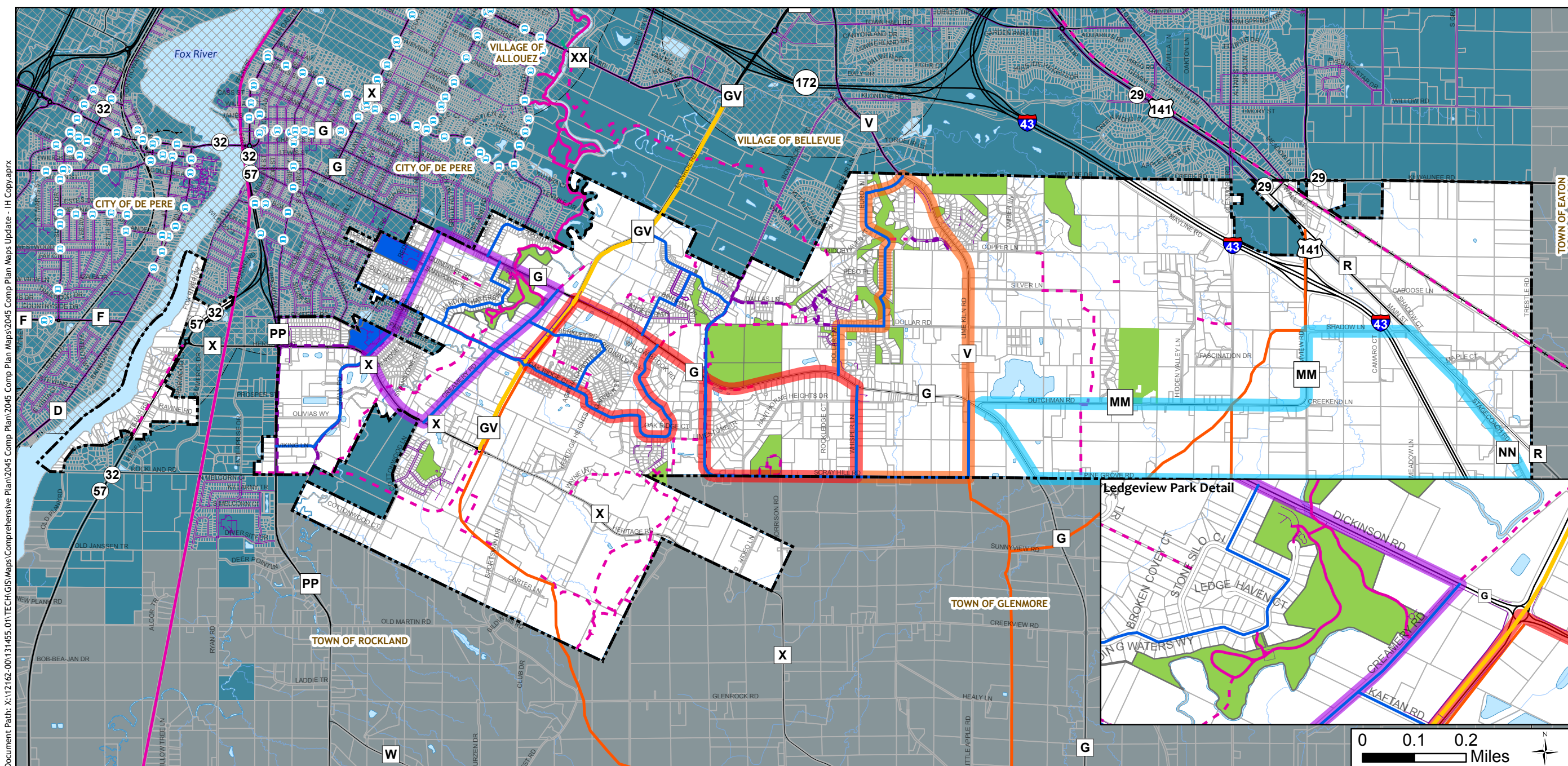
## Ledgeview 2045

### Comprehensive Plan

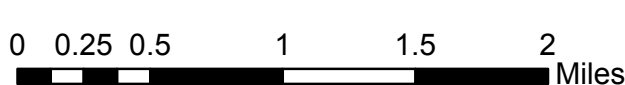
Map Date: 4/23/2025

Source: Brown County

# MAP 6: EXISTING & PLANNED BIKE & PEDESTRIAN FACILITIES



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## Ledgeview 2045 Comprehensive Plan



Planning Services Provided By:



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### Legend

- Corporate Boundary
- ParcelExport
- Parks
- Surface Water
- Stream
- Town of Ledgeview
- City and Village Boundaries
- Town Boundaries
- Existing Sidewalk
- On Street Facility and Improved Trail
- Improved Trail
- On-Street Bicycle Facilities
- Signed Bike Routes
- Brown County Snowmobile Trail
- Existing Bus Stop
- County Paratransit Service Area
- Dairy Aire Loop
- Ledgeview Park Loop
- Money Maker Loop
- Rollercoaster Loop
- Local Road
- Collector Road
- Arterial Road
- Freeway
- Interstate
- Railroad
- Future Sidewalk
- Future Trails\*
- Future On-Street Bicycle Facilities
- Unimproved Trail

\*Actual location to be determined following field verification and review

Map Date: 5/30/2025

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## Airports

Austin Straubel International Airport is approximately four miles west of Ledgeview (Map 2 for the airport’s location). Commercial service is currently provided by American Airlines, United Airlines, Frontier Airlines, Sun Country 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.

One small grass runway also exists within the Town off County MM. This runway is privately owned and operated.



## Rail

The Town is not directly served by passenger rail service. The Amtrak passenger trains connect Chicago (Hiawatha) and Minneapolis (Empire Builder) with the closest passenger stops located in Columbus and Milwaukee. Amtrak operates its Thruway Intercity Bus Service to connect Green Bay to the Columbus and Milwaukee Depots.

Ledgeview currently has only one active rail line located on the eastern edge of the community, near I-43. The Canadian National Railway operates this freight line, connecting Denmark and De Pere to the port of Green Bay, the Twin Cities area on the western border of Wisconsin, northwest to the port in Superior, south down the state to Milwaukee and along Lake Michigan into Chicago. Major commodities handled by the railroad are coal, autos, auto parts, potash, and supplies for malt houses and flour mills. This rail line could serve the Ledgeview Business Park planned for the area, and with its proximity to I-43 could make this a desired area for future logistics-related development.

## Public Transportation and Paratransit

Ledgeview is not currently included in the Green Bay Metro service area; however, Green Bay Metro does provide service to the nearby City of De Pere and the Village of Bellevue. It is possible that fixed-route transit service could be extended to commercial areas such as Redbird Circle or to other points in the Town within the long-range planning period.

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 Ledgeview 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 Ledgeview residents who need assistance to reach medical appointments, grocery stores, and other destinations throughout the Metro service area.

Curative Connections provides transportation services to individuals 60 years of age and older and individuals with qualifying disabilities. The program offers door-to-door service and provides rides for medical, nutrition, employment, education, and social appointments. Transportation is provided in small buses, wheelchair-accessible vans, and automobiles. This service currently covers the Town of Ledgeview.

## Rideshare

The State of Wisconsin provides a free RIDESHARE program to all Wisconsin residents and some bordering counties (IA, IL, MI, MN) to serve individual commuters who drive, ride, 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.



## Truck and Water Transportation

Ledgeview contains several active industrial and commercial developments. Large industrial users like BelGioioso Cheese, Dedicated Systems Inc. and WEL Companies contribute to the truck traffic in Town. Even so, much of the heavy truck traffic in the Town is attributable to trucks passing through on I-43 and STH 32/57. However, various businesses and industries within the Town still rely on occasional truck trips to import and export goods. These trips typically occur on state and county highways, but trucks occasionally need to travel on Town streets (such as Swan Road) to reach their destinations.

The completion of the South Bridge Connector is anticipated impact truck traffic in the Town. Proposed alignments show the completed corridor coming into the Town at Rockland Road, which is just south of several large and medium industrial users. Additionally, the corridor will allow for greater connectivity between the Town and Interstate 41, bringing increased truck traffic through the Town.

The nearest port to the Town of Ledgeview is the Port of Green Bay, located at the mouth of the Fox River, providing excellent connection of the Great Lakes. Manitowoc also contains a busy port, located approximately 30 miles to the southeast. The Town does not currently rely on the ports to import or export goods.

**The Brown County Comprehensive Plan recommends Ledgeview concentrate new growth in areas already developed and encourage residential density in order to balance the protection of open space with increasing the tax base.**

## Review of Town, Regional, and State Transportation Plans, Studies, and Projects

The following is a review of state and regional transportation plans and studies relevant to the Town of Ledgeview. The Town's transportation plan element is consistent with these state and regional plans.

### Statewide Plans

#### Connections 2050 Statewide Long-Range Transportation Plan (2022)

Connections 2050 recommends a multimodal approach to transportation, system modernization, and innovation, and directly links these policies with implementable projects identified within system-level priority corridors critical to Wisconsin's travel patterns that support the state's economy. Six priority corridors within Brown County converge on the City of Green Bay. The Green Bay Metropolitan Planning Organization (MPO) is the designated political body responsible for transportation planning and decision making for the Green Bay area. More detailed information on projects specifically recommended by Connections 2050 can be found on the WisDOT website at [Statewide Long-Range Multimodal Transportation Plan \(wisdotplans.gov\)](https://wisdotplans.gov)

#### Wisconsin Rail Plan 2050 (2023)

The Wisconsin Rail Plan 2050 is a thirty-year plan WisDOT is developing 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 Ledgeview.

#### Wisconsin Active Transportation Plan 2050 (2024)

Wisconsin Active Transportation Plan 2050 is being developed to combine the Wisconsin Bicycle Transportation Plan and Wisconsin Pedestrian Policy Plan. The Active Transportation Plan will be a statewide long-range plan focused on human-powered modes of transportation such as walking and biking. This plan will evaluate active transportation opportunities and needs, resulting in policies and actions that will align with and further Connect 2050, Wisconsin's statewide long-range transportation plan. The Active Transportation Plan Vision is that "walking, biking, and other forms of active transportation will be safe, accessible, and convenient for people of all ages and abilities." There are no current recommendations related to the Town of Ledgeview.

### Wisconsin Northeast Region Highway Improvement Program (2025)

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.

Though no major improvements are proposed for state or federal highways within the Town of Ledgeview Planning Area, the following project may have indirect effects on the community:

- Resurfacing of USH 141 from CTH MM to Continental Dr.
- Resurfacing of Interstate 43 from Manitowoc to Green Bay.
- Resurfacing of WIS 32/57

### Wisconsin State Airport System Plan 2030

This plan includes recommendations to upgrade existing facilities through runway extensions and replacements and facility improvements but does not identify any new locations for airports to meet future needs. Austin Straubel International Airport is identified as a Small Hub Commercial Service Airport. Commercial service airports are publicly owned airports that enplane 2,500 or more passengers annually and receive scheduled passenger aircraft service. There are no specific recommendations or improvements for Austin Straubel International Airport highlighted in the Plan.

## Countywide Plans

### Brown County 2040 Comprehensive Plan (2023)

This plan identifies the Town of Ledgeview as one of the areas within the County experiencing a large increase in development due to its proximity to an urbanized region. The plan recommends the Town concentrate new growth in areas already developed and encourage residential density to balance the protection of open space with expansion of the tax base. When the South Bridge Connector is completed, it will allow for additional residential development in the southwestern portion of Ledgeview near previously constructed development. The plan makes general recommendations for the transportation network in Brown County, including completion of the Eastern Arterial Extension Project and extension of the East River Trail to connect to the Fox River Trail, both specific to Ledgeview.

### Brown County Bicycle and Pedestrian Plan Update (2021)

This plan serves as an update to Brown County's 2011 Bicycle and Pedestrian Plan. The update identifies the existing networks in each Brown County community 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 many of the 2011 plan recommendations but adds new facility designs, implementation plans, and recommendations on funding sources.

### East River Recreational Trail Master Plan (2024)

This plan identifies and prioritizes portions of the East River Trail that are frequently or repeatedly flooded and generates recommendations and conceptual plans to alleviate flooding or reroute the trail from these areas. Additionally, the plan provides recommendations and conceptual designs for fish and wildlife habitat adjacent to the trail corridor, while coordinating with existing efforts within the watershed such as the creation of a water trail along the East River and work being completed by the Brown County Land and Water Conservation Department. This plan aims at improving bicycle and pedestrian facilities along the trail while combatting issues of flooding.

## Neighboring Community Plans

### 2045 Long-Range Transportation Plan for the Green Bay Metropolitan Area (2020)

This plan recommends an extension of the East River Trail through the Town to connect to the Fox River Trail. The connection would help create a continuous system that serves the urban and rural areas.

The plan also identifies two planned projects partially located in the Town of Ledgeview. The Eastern Arterial (CTH EA) is identified as an important north-south route east of I-43. The plan for the Eastern Arterial is to extend the road between STH 29 to the I-43 interchange in the northeast portion of the Town. The planned extension of CTH EA may bring higher traffic volumes to the northeast portion of the Town and may increase developer interest in the area around the interchange I-43. When completed, the project will expand access to the northeast portion of the Town. The project is compatible with the Town's future land use plan, which designates the area around the interchange as Planned Industrial/Business Park.

The other planned network improvement identified in the plan is the South Bridge Connector. The project will extend CTH GV through the southwest portion of Town and cross the Fox River to the City of De Pere. The South Bridge Connector will eventually provide an important connection

for the residents of the Town that work or shop on the west side of the Fox River. The extension of CTH GV will also add access to the southwestern edge of Ledgeview and may be expected to increase the rate of residential development already occurring in the area.

### 2024 – 2027 Transportation Improvement Program for the Green Bay Urbanized Area (2023)

The preparation of a Transportation Improvement Program (TIP) is required for Metropolitan Planning Organizations (MPOs) to be eligible for federal-aid funding. 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 Ledgeview municipal boundary is the planned South Bridge Connector project. This project is likely to have a large impact on travel in the Town as it will serve as another route across the Fox River.

### City of De Pere Bicycle and Pedestrian Plan (2010)

This plan serves as a framework to improve walking and biking conditions in the City of De Pere. The 2010 plan identifies issues and opportunities with the current bicycle and pedestrian infrastructure network in the City. A key aspect of the plan is a strategy composed of four approaches - engineering, education, enforcement and encouragement - and combined with well-designed facilities to improve conditions in the City. No future bicycle or pedestrian facility proposals in the plan specifically relate to Ledgeview, but multiple recommended bicycle routes and new sidewalks run near the border of De Pere and Ledgeview. Transportation networks traverse municipal boundaries, and the Town should consider De Pere's future plans in order to effectively connect to the network and provide safe routes for Ledgeview pedestrians and bicyclists.

### South Bridge Connector Plan (2023)

At the time of writing this document, WisDOT and Brown County were in the design phases of a long-planned bridge project over the Fox River in De Pere. The project, referred to as the South Bridge Connector, is part of the larger I-41 improvement plan. The South Bridge Connector will create another crossing for the region, alleviate congestion, and spur corresponding redevelopment after its construction. The bridge will be constructed at Rockland Road and proceed east toward Ledgeview, eventually connecting northeast to CTH GV at the intersection of CTH GV and CTH X. The project will significantly impact regional travel in the Ledgeview area. The first sections of the project – a new section of County Hwy EB from Scheuring Road (County Hwy F) to the new I-41 interchange to Lawrence Drive – will open concurrently with the I-41 interchange in 2026, with the GV-18 stretch from CTH PP to CTH X finishing construction in 2027 and the full project slated for completion in 2029. The Town of Ledgeview plans to complete a detailed design guidelines for the South Bridge Corridor to ensure that future development follows established high-quality standards.

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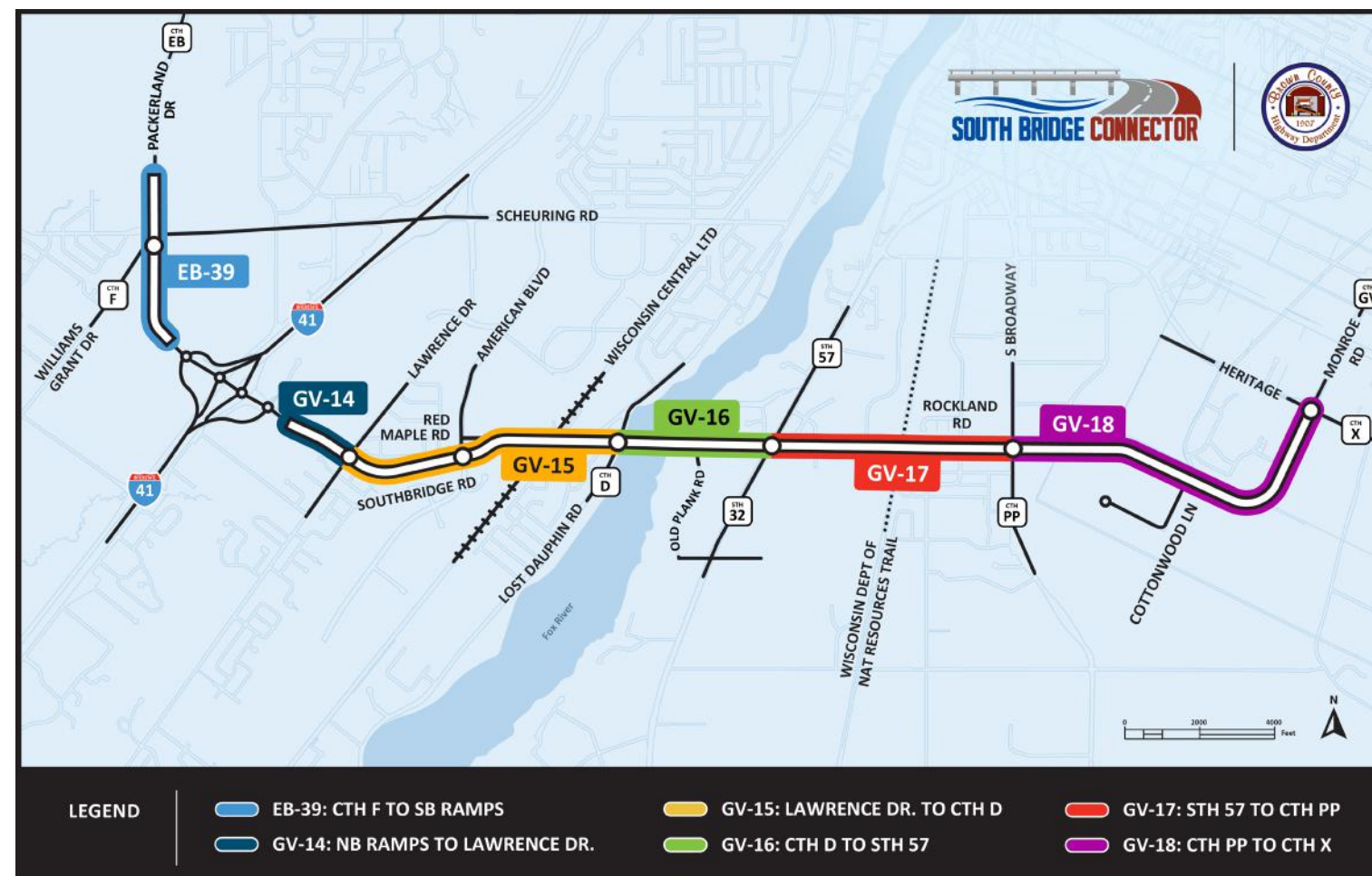


Figure 3.12: South Bridge Connector Project Map

## Section Summaries:

### 1. EB-39 (County Highway F to Mid Valley Drive)

- a. Two-lane road with paved shoulders and sidewalk on east side
- b. Design completed in 2024, construction in 2025-26

### 2. GV-14 (Innovation Court to Lawrence Drive)

- a. Four-lane boulevard with wide outside curb lanes and sidewalk on north side of street
- b. Design completed in 2024, construction in 2025

### 3. GV-15 (Lawrence Drive to County Highway D)

- a. Four-lane boulevard with wide outside curb lanes and sidewalk on north side of street
- b. Design completed in 2027, construction in 2028-2029

**4. GV-16 (County Highway D to State Highway 32/57)**

- a. Four-lane bridge over Fox River, four-lane boulevard with wide outside curb lanes between Fox River bridge and State Highway 32/57
- b. 12' sidewalk on north side of bridge, 8' sidewalk on south side
- c. Design scheduled to be completed in 2026, construction scheduled to occur between 2027-2029

**5. GV-17 (State Highway 32/57 to County Highway PP)**

- a. Four-lane boulevard with wide outside curb lanes, sidewalk on north side of street
- b. Design scheduled to be completed in 2027, construction scheduled to occur in 2028

**6. GV-18 (County Highway PP to County Highways GV/X)**

- a. Four-lane boulevard with wide outside curb lanes, sidewalk on north side of street
- b. Design scheduled to be completed in 2025, construction scheduled to occur in 2026 & 2027

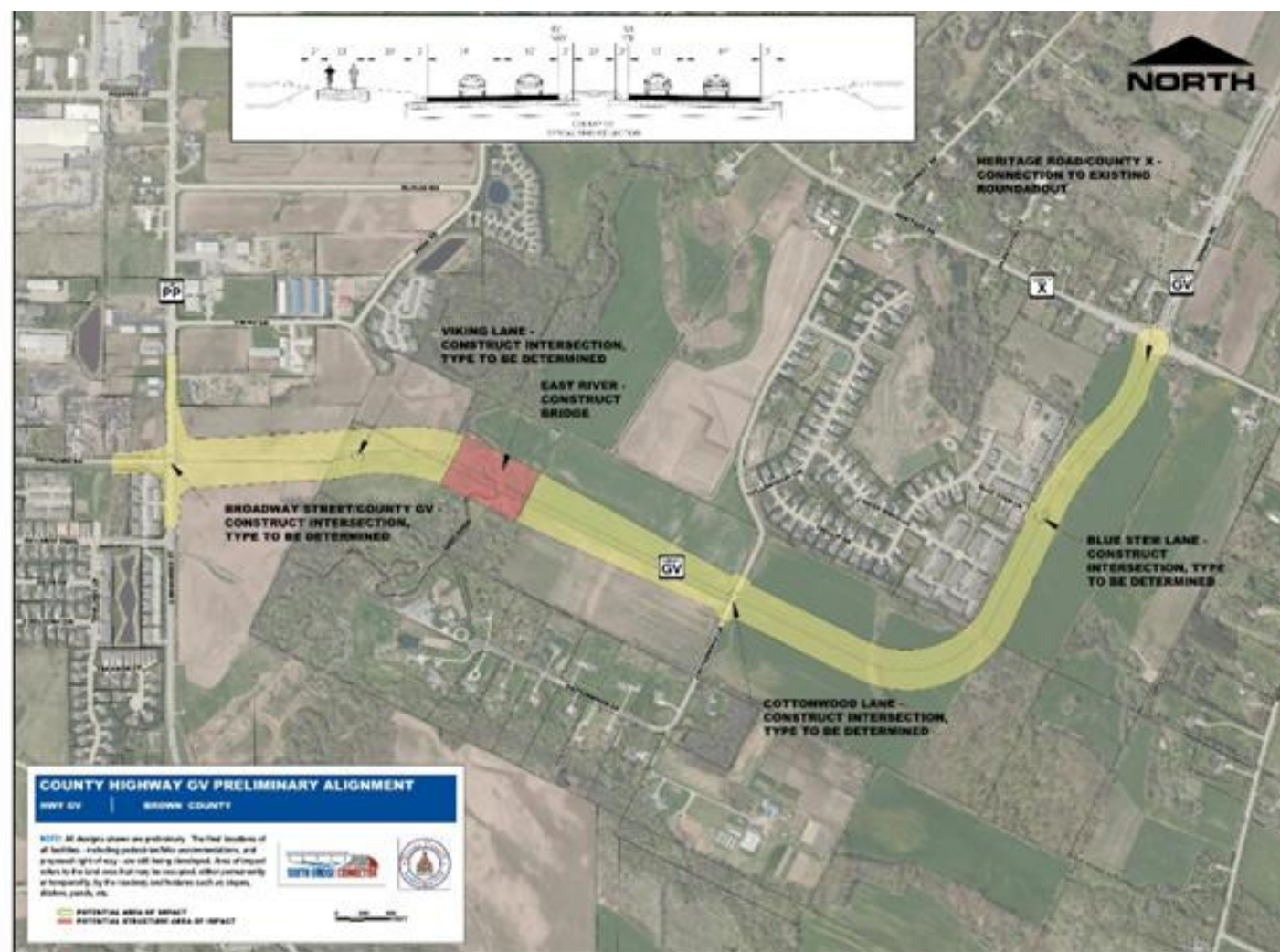


Figure 3.13: Alignment of GV-18

**STH 29 Connectivity Determination Design Study**

The Wisconsin Department of Transportation has a plan of proposed improvements to STH 29 to extend the existing road from Willow Road south to STH 141. The proposal includes new roundabouts at CTH MM and I-43, USH 141 and CTH R, and Kewaunee Road and Cottage Road. The project would connect Cottage Road from Wall Street to USH 141, creating a new connection from Bellevue to Ledgeview and a establishing a northern entrance into Ledgeview. The area between Kewaunee Road and USH 141 would then expand its commercial development to meet the growing commercial presence planned for S Huron Road in Bellevue.

**Huron Road Corridor Plan**

The Village of Bellevue published a corridor plan in 2023 addressing the region of S Huron Road just north of Eaton Road to Kewaunee Road in the south. The plan includes a mix of commercial, single family residential, missing middle residential, open space, light industrial, and mixed-use. The area around the intersection of Willow Road and Huron Road is slated for commercial use, meaning a likely increase in daily traffic on this corridor that could continue southward into Ledgeview.



Figure 3.14: Village of Bellevue Huron Road Corridor Plan

**Brown County Comprehensive Outdoor Recreation Plan 2023-2028**

Although no specific recommendations involve actions from the Town of Ledgeview, this plan does make recommendations for Fonferek's Glen in Ledgeview and the Fox River Trail extending from downtown Green Bay to Calumet County along the Fox River.

[City of De Pere Comprehensive Plan \(2010\)](#)

The plan mentions cooperating with the Town of Ledgeview on an expansion of the East River Trail, a multi-use path spanning multiple communities. The Comprehensive Plan contains an entire chapter dedicated to the Bicycle and Pedestrian network that identifies existing and recommended facilities in the City. The Town of Ledgeview should consider the City's future plans when adding bicycle lanes or sidewalks to ensure a continuous transportation network between the two communities.

[Village of Bellevue Comprehensive Plan 2023-2043 \(2023\)](#)

The plan was adopted in 2023 and serves as a guide for the projected 25% population growth over the next 20 years in the Village of Bellevue. The plan recommends more investment in alternative modes of transportation like walking and biking. The Town of Ledgeview should work with the Village of Bellevue when installing new facilities near the border to ensure that bicycle lanes or sidewalks connect the two communities. Providing a seamless transition for bicyclists or pedestrians traveling between the Town of Ledgeview and the Village of Bellevue will encourage the use of alternative transportation by providing safe, efficient routes for these modes.

**Town of Ledgeview Plans**

[Town of Ledgeview Comprehensive Park and Recreation Plan 2025-2030](#)

The plan goal is to provide all residents and visitors, regardless of age or ability, with connections to Town-owned lands, parks, recreational facilities, and other publicly accessible open space and natural areas within or surrounding the Town. An objective of this goal is to provide safe and convenient non-motorized routes within and between parks, open spaces, Town owned lands and facilities, residential areas, schools, shopping areas, and employment centers. Strategies recommended include connecting missing links in the bike and pedestrian trail system, providing new multi-purpose trails through environmental corridors and parks, connecting local trails to adjacent communities and the regional/State trail system, and plan for and implement new bicycle and pedestrian paths.

[Town of Ledgeview Bicycle and Pedestrian Master Plan 2019](#)

The Town of Ledgeview completed a Bicycle and Pedestrian Master Plan in 2019 to develop a well-connected bicycle and pedestrian system that allows users of all ages and abilities to travel to a variety of destinations in the Town and adjacent communities. The plan offered the following recommendations:

- Use Community Sensitive Design Principles on all projects
- Set speed limits as low as possible with the Town's most vulnerable users in mind.
- Build roads with the fewest and narrowest lanes possible
- Pave five-foot shoulders on recommended roads
- Build roads with the smallest curb radii possible.
- Provide appropriate lighting as necessary
- Place paths where they provide pedestrians and bicyclists with preferred access over motor vehicle travelers and where cross traffic is kept at a minimum.

**Relevant Legislation and Transportation Improvement Projects**

[Statewide Transportation Improvement Program \(STIPs\)](#)

**TIP Number 158-24-004:**

Rockland Road, STH 32 to CTH PP – Reconstruction and Preservation of 1.1 miles

**TIP Number 4085-65-71:**

WIS 32, STH 96 to Cook Street – Construction/Resurfacing of 9.13 miles

**TIP Number 158-24-007:**

County G, CTH X to CTH GV – Resurfacing of 2.18 miles

**STIP Number 1450-18-71:**

US 141, CTH MM to Continental Dr. – Resurfacing of 2.696 miles

[6-Year CIP Summary 2024 - 2029 Highway & Bridge Improvement Projects](#)

CTH X, CTH PP to Swan Road – Reconstruction of 1.3 miles with roundabout

CTH G, George St. to CTH GV – Surface Maintenance of 4.94 miles

CTH NN, Pine Grove Rd. to CTH R – Surface Maintenance of 1.6 miles

CTH X, CTH GV to Morrison Rd. – Reconditioning of 4.4 miles

CTH X, Swan Rd. to CTH GV – Surface Maintenance of 1.64 miles

CTH G, Dollar Lane to CTH V – Surface Maintenance of 1.81 miles

Ledgeview Road Bridge Over East River

The small bridge over East River on Ledgeview Road – just west of Creamery Road – experiences flooding every year. A study in summer 2024 identified a potential improvement to mitigate flooding concerns in the form of a potential four-span bridge reconstruction. However, in the most recent inspection the bridge did not qualify for improvements (its score was around 78, with improvements only possible with scores lower than 40.) The study determined that any potential flood mitigation elements could be added once federal funding became available due to the bridge qualifying.

Transportation Impact Fee

In 2023, the Town of Ledgeview approved a Transportation Impact Fee to pay for the capital costs of transportation facilities necessary to accommodate new land development without decreasing current levels of service. The impact fee affects any person who applies for a new building permit or extension of a previously issued building permit to construct or modify residential dwelling units within the Town. The impact fee may be waived or reduced by the Town Board upon recommendation by the Plan Commission if the development is low-cost housing. This fee is reviewed and updated by every few years by the Town Board.



Figure 3.15: Ledgeview Road Bridge over East River

# TRANSPORTATION

## Transportation Goals & Objectives

### Goal:

Provide an efficient and safe transportation system for all users of the road giving equal priority to cars, trucks, transit, bicycles, and pedestrians.

### Objectives:

1. Provide an efficient system of major and minor collectors that provides local industrial and commercial truck traffic with the most direct access possible to I-43, US 41, and other regional highways.
2. Direct heavy truck and other through-traffic away from residential areas and neighborhoods.
3. Provide heavy through-traffic with alternatives to driving through the CTH G/CTH GV Neighborhood Center to facilitate safe auto, bicycle, and pedestrian access to the downtown, and to preserve its character.
4. Diffuse local traffic through an interconnected system of local streets rather than concentrating such traffic on to a few collector streets.
5. Provide viable local transportation alternatives to auto travel for all residents in the form of safe and efficient pedestrian, bicycle, and transit options.
6. Develop an Active Transportation Plan to determine safe non-motorized routes to schools, parks, homes, and commercial areas.
7. Follow relevant regional, state, and federal actions to increase electric vehicle infrastructure.
8. Actively participate in multi-jurisdictional transportation planning efforts.

DRAFT

## Transportation Policies, Programs, and Recommendations

Policies are steps or actions to achieve transportation goals and objectives, and programs are projects or services intended to achieve transportation policies. These policies, programs, and recommendations have been developed through adherence to the transportation goals and objectives along with analysis of transportation data and plans inventoried in this Chapter. The policies and programs also consider public input garnered through the community engagement process.

### Continue to Annually Develop and Adopt an Official Map for the Town Jurisdiction.

The Town annually prepares and adopts an Official Map to reserve land for roadways, trails, and other public facilities. An Official Map is a plan implementation tool authorized under Wisconsin Statutes Section 66.23(7) for adoption by Town ordinance. The Town will continue to use its Official Map when land development is proposed to obtain or reserve land for that future facility through public dedication, public purchase, or reservation.

### Develop a Continuous Sidewalk System in the Town's Urban Areas

Local streets are primarily intended to provide local access within and between neighborhoods. Areas with local streets should foster a safe, livable, and walkable environment for residents, with motor vehicle access as an important but subordinate consideration. It is crucial for local street systems to contain relatively short blocks with direct, varied connections for pedestrians, bicyclists, and slower moving traffic. Minimizing the impact of motor vehicles and promoting healthy alternatives is achieved through narrower streets, reduced speed limits, safe crossings, and provision of street trees, on-street parking, or buildings near the street that provide a sense of enclosure and signal for drivers to slow down. Sidewalks are key to providing safe pedestrian routes for people of all ages and abilities. Respondents to the community survey indicated a desire for more non-motorized connections across Town, including pedestrian and bicycle facilities.

The Town's Subdivision and Platting Regulation currently contains provisions that promote sound local street design, including a classification system and standard specifications for local street widths of varying development types, and a provision for block lengths not to exceed 1,500 feet in length. It is anticipated that a future amendment to this regulation will require streets in new



Figure 3.16: Dickinson Road (County Road G)

Goals, Objectives, Policies, Programs

development to have sidewalks or for pedestrian trails be developed in conjunction with all new residential and commercial development.

In addition to these measures, the Town has adopted a plan for retrofitting older streets and neighborhoods with sidewalks, particularly where traffic has reached levels not anticipated when the development occurred. This Plan recommends continued implementation of those plans.

The Town may want to consider additional modifications to its requirements. For example, residential blocks that are 1,100 feet or less in length are more typical in residential neighborhoods but blocks as short as 600 to 900 feet are considered ideal for pedestrian circulation. Where blocks are longer than 900 feet in residential areas, mid-block crossings for pedestrians should be explored. In Planned Developments with local streets, parking can be eliminated on one or both sides by reducing the paved width of the street. At particularly busy or mixed-use intersections adjacent to and within neighborhoods, additional design features to slow traffic such as traffic humps, pedestrian “bump-outs” at wide intersections, and other design elements may be appropriate.

**Ensure 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. Separate bicycle facilities are not explicitly 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 imposing barriers to safe, efficient, and enjoyable bicycle travel.

A design strategy growing increasingly popular in America’s cities and towns is the Complete Streets movement. Complete Streets aim to better integrate people and transportation systems (primarily roads). Incomplete streets — those designed with only cars in mind — limit transportation choices by making walking, bicycling, and taking public transportation inconvenient, unattractive, and, too often, dangerous. Complete Streets are streets for everyone. They are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities.

The Town of Ledgeview’s Bicycle and Pedestrian Master Plan recommends implementing community sensitive design principles on all projects, encouraging not only safety and mobility but also harmony with communities and the natural, social, economic, and cultural environments. The plan also aligns with complete street principles by recommending preferred access for pedestrians and bicyclists over motor vehicle travelers.

**Develop Well-Connected Street Patterns in the Town’s Urban Areas**

To enable and encourage people to walk and bike to and within the Town’s urban areas, Ledgeview should require well-connected street patterns within new urban developments that have frequent connections to the existing street system. These kinds of street patterns will also provide motorists several route options, decreasing travel time and avoiding concentrated traffic on relatively few streets.

The Town has identified an integrated road network on its Official Map—which has also been illustrated on the Future Land Use Map—to ensure mobility as the community develops. It has been the Town’s policy that private development fund the extension of streets for residential development. This is to ensure that the general taxpayer is not subsidizing the development solely to the benefit of the developer. This practice for residential road construction/extension is consistent with many area communities.

Well-connected street patterns enable traffic to be distributed evenly, are very accessible to a variety of transportation system users, are easier to plow and maintain, enable communities to create efficient sewer and water systems, and provide efficient routes to incidents for fire departments and other emergency responders. Situations will arise where streets cannot be connected due to physical or environmental constraints. If constraints prohibit street connections, the Town will allow the development of cul-de-sacs near the constraints. However, to maximize connectivity in these neighborhoods, the cul-de-sacs should have public rights-of-way or easements reserved at the bulbs to enable pedestrians and bicyclists to travel throughout the area easily.

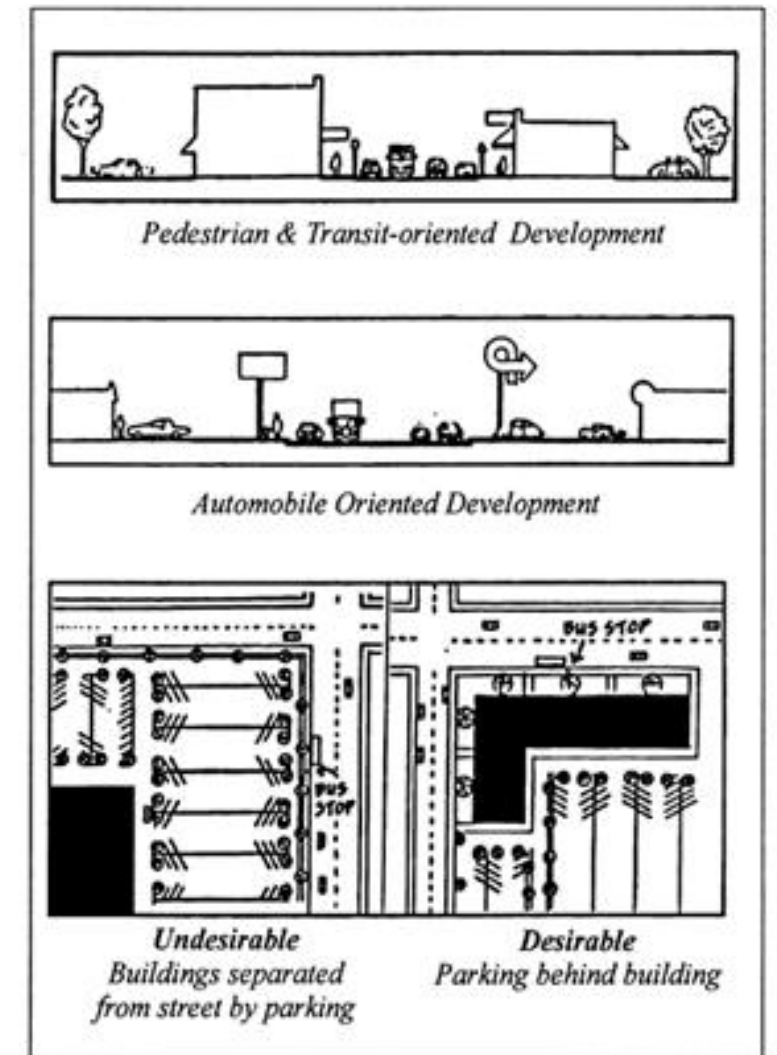


Figure 3.17: Comparison of Pedestrian- and Auto-Oriented Development Design Practices. Image: Brown County.

The Town makes a clear distinction between a cul-de-sac and a temporary dead-end street. A cul-de-sac is a permanent, single-access roadway to serve a development in a constrained area. There will be instances in the community when temporary cul-de-sacs on a stub street will be necessary until the planned road network can be completed. Due to the uncertainties with the timing of new development, a temporary cul-de-sac may exist for a period of years. This is by no means an ideal situation in the community but is a reality for a growing community. The Town will evaluate these situations on a case-by-case basis to mitigate problems related to traffic, water supply, emergency access, and drainage for long dead-end roadways, whether temporary or permanent.



Figures 3.18-19: Ledgeview 2014 (Above) and Ledgeview 2020 (Below)



An example of this process is Braeden Lane. In 2014, the cul-de-sac just south of present-day Brayden Lane including Bingham Drive, Chase Ave, and Kuyper Lane formed a loop with only one point of entry. Braeden Lane was constructed between 2017 to 2020, temporarily increasing the extent of roadways without a throughway (see Figure 3.20.)



Figure 3.20: Ledgeview 2023

However, between 2020 and 2023, Braeden Lane completed construction, connecting with CTH GV to the west and Bower Creek Road to the east. This established a connected road network within CTH GV, CTH G, and Bower Creek Road.

The Town discourages the creation of permanent dead-end streets and cul-de-sacs to improve both vehicular and non-vehicular traffic circulation and shorten travel distances. Adequate access for police, fire, and other emergency vehicles is also affected by the length of cul-de-sac streets if the entrance to the street becomes blocked. Cul-de-sac streets exceeding 1,000 feet should be provided with an emergency vehicle access way from the rest of the street system to the closed end, with the access way closed to normal traffic. This emergency vehicle access can also serve as the access for construction vehicles so the traffic, noise, dust, and other impacts associated with construction does not significantly impact the existing residences.

As a key implementation recommendation of this Plan, the Town will study the maximum length of a cul-de-sac or stub street to determine the maximum amount of development (number of residential dwelling units or square footage of non-residential development) to be allowed before an additional access point will be required.

### Ensure Developments Provide Direct Access Between Sidewalks and Streets

Some of the Town's existing buildings are difficult to reach on foot or by bicycle because they were built a significant distance from the street and are fronted by large parking lots that are difficult for walkers and bikers to cross. To enable and encourage people to travel to destinations in the Town with and without motorized vehicles, the Town should ensure that new and redevelopment projects have buildings with zero or minimal setbacks, parking in the rear, and other features similar to those recommended in the plan's Land Use Chapter. People will still be able to reach their destinations with motorized vehicles, but these design features will also enable and encourage people to travel to them using other transportation modes.



Figure 3.21: Pedestrian walkway connecting cul-de-sac to adjacent residential development. Image: Mead & Hunt, Inc.

### Reevaluate Speed Limits

Over the last several years, the Brown County Public Works Department has been asked by some of the County's unincorporated communities to address the existing posted speed limits on County roads. Communities are finding that the posted speed limits are too high for areas that are rapidly developing, resulting in safety issues. According to Chapter 349.11(1) of the Wisconsin Statutes, local authorities are allowed to establish speed limits for any road under their jurisdiction if they determine that the speed of vehicles on any part of a road is inappropriate. However, Chapter 349.11(3) of the statutes restricts this power in several ways. Refer to the Wisconsin Statutes for more information.

The Town of Ledgeview could consider distributing a “micro” survey to the community to gauge the public's opinion on reevaluating speed limits. See Map 7: Official Traffic Map for posted speed limit signage and parking restrictions in the Town.

### Implement Traffic Calming and Road Diets in Neighborhoods and Commercial Areas

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 edge lines, 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 speeds.

The community survey showed that respondents do want to see traffic calming measures in the Town of Ledgeview to make road conditions safer for both motorized and non-motorized travelers.

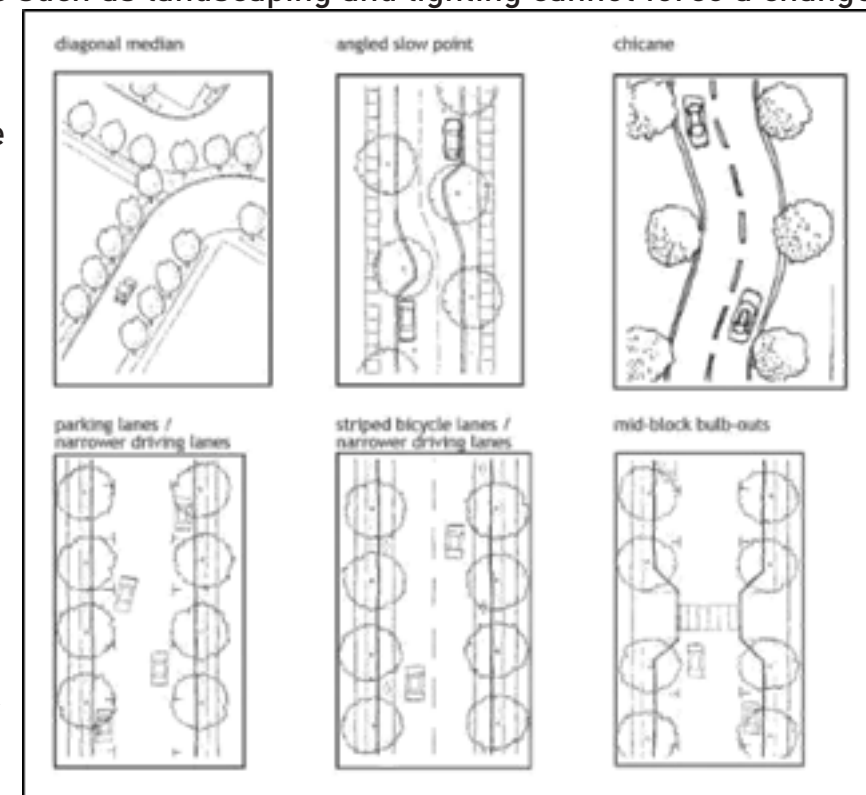


Figure 3.22: Examples of traffic calming the Town can implement.

As shown in Figure 3.22, road diets could enable streets in Ledgeview to include shared-use paths, on-street bicycle lanes, parking lanes, and landscaped planting strips buffering the sidewalk/shared-use path from automobile traffic. Roads that would be good candidates for this type of road diet include Dickinson Road, Ledgeview Road, and Heritage Road.

A possible way to implement traffic calming measures on shorter time frames would be to use paint to test out various types of safety measures. Paint is a low-cost method of delineating road features such as bump-outs, bike lanes, parking lanes, and chicanes.

### Enable Developers to Build Narrow Streets

The Town Code Chapter 96 currently requires urban streets in some areas to be at least 32 feet wide and rights-of-way to be at least 60 feet wide. However, in some circumstances, these widths are still too large (especially in the Town’s proposed mixed-use neighborhoods future TND areas) and force the Town to maintain a significant amount of land that could instead be taxable property. To address this issue, language should be added to the Town’s subdivision ordinance to enable developers to build narrower streets where appropriate. The ordinance should also be amended to establish right-of-way width standards that do not require the acquisition of more right-of-way than necessary. The current street and right-of-way standards allowed by the Town are included in Table 3.2. These standards are based on recommendation in Residential Streets (3rd edition), which was developed by the Urban Land Institute in conjunction with the Institute of Transportation Engineers, National Association of Homebuilders, and American Society of Civil Engineers.



Figure 3.23: Example Local Road Typical Section with Shared Use Path and On-Street Bicycle Lanes (Mead & Hunt, Inc.) from the Town of Ledgeview Bicycle & Pedestrian Master Plan 2019

Table 3.2: Street and Right-of-Way Width Standards Summaries

Street Type	Required Right-of-Way	Proposed/ Alternative Right-of-Way Width	Pavement Width	Driving Lane Width	On-Street Parking	Parking Areas Defined by Curbs?
Collectors	60 feet		34 feet	9 - 10 feet	Both Sides	Yes
	Local Streets		Driving Lane Width	On-Street Parking	Parking Areas Defined by Curbs?	
No parking allowed	40 feet		18 feet	9 feet	None	No
Parking on one side	46 - 48 feet		22 - 24 feet	14 - 16 feet travel lane	One Side	If Needed
Parking on both sides	50 - 52 feet		26 - 28 feet	10 - 12 feet travel lane	Both Sides	If Needed
Alleys	16 feet		12 feet	---	---	---

### Define the Parking Areas of Urban Streets

The parking areas of urban streets should be defined by curb extensions at many of the Town’s intersections. If a block is relatively long, extensions should also be placed at other points along the street. The curb extensions will prohibit drivers from using the parking lanes as passing or turning lanes at intersections and encourage people to drive slowly when parked vehicles are not present. The curb extensions will also minimize pedestrian crossing distances at the Town’s intersections. An example of curb extension built along Grant Street in De Pere appears at right.



Figure 3.24: Curb extensions provide traffic calming and shorten the distance pedestrian have to cross the street. Grant Street in De Pere shown here. Image: Brown County.

### Encourage Development of Infrastructure for Alternative Fuel and Electric Vehicles

Broad deployment of alternative fuel vehicles (AFVs) can help address a range of concerns, including air quality, climate change, and energy security. An AFV is any vehicle in the light-, medium-, and heavy-duty segment that can be powered by a fuel other than gasoline or diesel. Various combinations of vehicle drivetrains qualify as an AFV, including those powered in part by gasoline.

The U.S. Department of Energy’s Clean Cities Program and other federal, state, and local government initiatives have been facilitating the deployment of AFVs and fueling infrastructure to reduce petroleum consumption.

The Bipartisan Infrastructure Law was signed in 2021, allocating \$7.5 billion to build a national network of electric vehicle charging stations. In addition, the Inflation Reduction Act of 2022 extended the New Clean Vehicle Tax Credit and has led to billions in private investment toward electrification and clean energy. The IRA has caused dramatic increases in the sale of EVs across the country and will continue to accelerate sales in coming years. There are currently more than 23,000 electric vehicles registered in Wisconsin.

The 2022 Wisconsin Electric Vehicle Infrastructure (WEVI) Plan of 2022 made Wisconsin eligible to receive \$78 million in NEVI formula funds over five years beginning in federal fiscal year 2023. Additionally, in May 2024, the Wisconsin Department of Transportation awarded \$23.3 million out of more than \$78 million in federal funding to support 53 fast charging projects across the state. The recipients include 24 Kwik Trip stores, Oneida Casino, Potawatomi Fire Side Market, several other gas station chains, hotels, box stores, restaurants, and other businesses.

To this end, the Town supports the development and adoption of AFVs—which include electric, fuel cell, and natural gas vehicles—and the necessary infrastructure to serve/support their use and operations. The Cities of Green Bay and De Pere



Figure 3.25: Town of Ledgeview Town Hall EV Charging Station

currently have many electric vehicle (EV) charging stations, and there are a few EV charging stations in the Town of Ledgeview (see Figure 3.25.) As the Town continues to grow and expand its EV charging capacity, there should be a requirement for EV charging stations in all new multi-family development along with an established threshold for requiring them in certain new commercial developments. Additionally, the Town should explore options to implement EV charging stations in parks.

### Develop a Pedestrian Network or Active Transportation Plan

Ledgeview’s pedestrian network currently consists of the developing East River Trail, sidewalks in the western part of the Town, and the improvements along CTH GV (Monroe Road). However, the Town has identified many future trail connections and routes throughout the Town to connect new commercial developments, residential subdivisions, schools, and parks. Map 6: Planned Bicycle & Pedestrian Facilities identifies primary sidewalks and/or trails that either already exist or should be installed in the future to create an interconnected system of sidewalks throughout the Town.



Figure 3.27: The East River Trail, traversing Ledgeview Park, serves as both a recreation trail, and a primary route for pedestrians through the town. Image: Town of Ledgeview Park and Recreation Plan, 2007-2012.

The Brown County Bicycle and Pedestrian Plan seeks to provide corridors that connect residents with major employers, shopping areas, and recreation centers, as well as to bridge rural and urban areas to create a robust pedestrian and bike network. In addition, the Wisconsin Active Transportation Plan 2050 has a state-wide vision that walking, biking, and other forms of active transportation will be safe, accessible, and convenient for people of all ages and abilities. The City of De Pere and Village of Bellevue are prioritizing bicycle and pedestrian networks, and the Town of Ledgeview should continue their progress toward a connected pedestrian realm through implementing their own sidewalk network.

The facilities proposed in this plan primarily parallel road corridors, but also follow natural drainageways or the Niagara Escarpment. This Plan – in conjunction with the Town’s 2024-2029 Parks and Open Space Plan and the Brown County Bicycle and Pedestrian Plan Update – recommends incorporating new bicycle and pedestrian facilities into design of new commercial developments and residential subdivisions. The plan also recommends looking into safety issues at key intersections with heavy pedestrian and bike traffic or to schools, parks, or trails.

The following provides an example of the myriad ways the Town is looking to develop its non-motorized mobility network.

**Examples close to schools:**

- Grace Street (has sidewalks in De Pere, lacks sidewalks in Ledgeview) - route to De Pere MS & HS
- East of Lone Oak Rd to Hickory Creek Blvd, Hickory Valley Ct, Old Valley Rd, Old Valley Ct, Swan Pointe Terrace, Quindalee Rd, leading to De Pere MS
- Ledgeview Rd - Has sidewalks only on parts of the street that are in De Pere, and do not continue on Ledgeview side. Sidewalks would provide a non-automotive connection to De Pere Middle School.
- Chicago St, Cavil Way, East River Dr, River Point Ct - De Pere MS & HS
- Swanstone Circle, Swan Ridge Trail, Whistling Swan Circle - Heritage School
- O Keefe Rd, Jordan Rd, Heritage Rd - Heritage School
- Graystone Ct, Crystal Rock Ct, Weatherstone Trail - Heritage School & Ledgeview KinderCare
- Silverstone Trail to Arcadia Trail - Ledgeview KinderCare & Heritage Trail
- Swan Rd, Remington Ridge Way, Rushmore Circle - Heritage Trail & Ledgeview KinderCare

**Examples close to parks:**

- Winding Waters Way, Stone Silo Circle, Windy Acres Way - Ledgeview Park, Rotary Park
- Dickinson Rd/CTY G, Cavil Way, East River Dr, River Point Ct - Ledgeview Park
- Gemstone Trail - Fonferek's Glen
- Scray Hill Rd, Hawthorne Heights Dr, Limestone Trail, Spring Hills Ln, Bobby Jones Dr - Scray Hill Park
- Terra View Trail, Grande Ridge Trail - Van Straten Park
- Van Straten Park/Royal Vista Trail to CTH X/Heritage Road
- Cottonwood Ln, Stillmeadow Cir, Trellis Dr, River Birch Ln, Blue Stem Ln, Trellis Ridge Ln - Zelten Family Park
- Swanstone Circle, Swan Ridge Trail, Whistling Swan Circle - Rotary Park
- Ledgeview Rd, Old Valley Rd, Swan Rd, Old Valley Ct, Swan Pointe Terrace, Quindalee Rd - Rotary Park
- Graystone Ct, Crystal Rock Ct, Weatherstone Trail - Rotary Park
- Three Penny Ct, Half Crown Run - Two Dollar Park

**Examples close to commercial areas:**

- Winding Waters Way, Stone Silo Circle, Windy Acres - Bleu/Toast & Co/Broken Spoke Bike/ Cocoon Brewing
- Creamery Rd, Monr0e Rd, Kaftan Way, Oak Ridge Cir, Ledgeview Rd - Bleu/Toast & Co/Broken Spoke Bike/ Cocoon Brewing



Figure 3.28: Walking School Bus, Seattle. Source: <https://www.seattleschild.com/catch-a-walking-school-bus-for-better-health-and-community-connections/>

- Berkley Rd, Reginald Hill, Prescott Pl, Lansdale Cir, Higgins Hill, Agatha Christie Ave, Garrett St, Watson Cir, - Bleu/Toast & Co/Broken Spoke Bike/ Cocoon Brewing

**Examples to Connect with De Pere Planned Sidewalks**

- O Keefe Rd, Heritage Rd, Rockland Rd, S Broadway St (south of Silverstone Trail)

The Town is prioritizing the connection of park facilities in the Town to nearby neighborhoods. As new developments are proposed, sidewalks should be placed along both sides of main thoroughfares where feasible (CTH GV, Creamery Road, CTH X, etc.) and home-to-school walk routes (Swan Road, Dickinson Road, etc.).

With the CTH GV reconstruction in 2015, a recreation trail extending from Bellevue to CTH X (Heritage Road) was completed. This trail will be extended to the Fox River with the future construction of the South Bridge Connector. The East River Trail is developed along the East River to the future southern bypass where it will turn westward and connect to the Fox River Trail.

The Brown County Park and Outdoor Recreation Plan should also be used as a guide when identifying proposed trail connections that could lead to adjacent communities. The 2023-2028 Plan recommends additional trailhead access, a new trail study, and replacement of asphalt on the Fox River Trail. This trail passes between Fox River Drive and STH 32/57. While only a small portion of the trail is directly within Ledgeview boundaries, the Town should prioritize bike and pedestrian connections and access points to the trail, furthering non-motorized connections to nearby municipalities such as the City of De Pere and Greenleaf.

**Explore Grant Opportunities to Implement Pedestrian and Bike Improvements**

Many federal programs could help facilitate desired infrastructure improvements in the Town of Ledgeview. The U.S. Department of Transportation provides local, regional and Tribal communities with funds to implement desired infrastructure improvements in their communities.

**Safe Streets and Roads for All (SS4A) Discretionary Program**

These include the Safe Streets and Roads for All (SS4A) discretionary program, a federal grant initiative as part of the Bipartisan Infrastructure Law that has allocated \$5 billion over five years (2022-2026) to help prevent roadway deaths and serious injuries. The funds help establish community-led projects to address preventable deaths on roads, streets, and highways through safer people, roads, and vehicles. There are two types of grants through the SS4A program:

- **Planning and Demonstration Grants:** To fund Comprehensive Safety Action Plans and supplemental safety planning and demonstration activities.
- **Implementation Grants:** To implement strategies and projects identified in a community’s existing Action Plan.

**RAISE – BUILD – TIGER Discretionary Grants**

The Rebuilding American Infrastructure with Sustainability and Equity (RAISE) Transportation Discretionary Grant program awards grants for planning or construction surface transportation projects across the country. The program was previously known as Better Utilizing Investments to Leverage Development (BUILD) and Transportation Investment Generating Economic Recovery (TIGER.)

To obtain a grant, the proposed projects must improve safety, environmental sustainability, quality of life, mobility and community connectivity, economic competitiveness and opportunity, state of good repair, partnership and collaboration, and innovation.

**Surface Transportation Block Grant Program (STBG)**

This federal program provides funding for states and localities to preserve and enhance the conditions and performance of any Federal-aid highway, bridge, and tunnel project on any public road; pedestrian and bicycle infrastructure; and transit capital projects. The STBG in Wisconsin is available through WisDOT.

**WisDOT Transportation Alternatives Program**

The Transportation Alternatives Program (TAP) through the Bipartisan Infrastructure Bill provides funding for small-scale projects such as bicycle and pedestrian facilities, recreational trails, safe routes to school projects, and community improvements such as historic preservation.

**Safe Routes to School (SRTS)**

One of several programs under the TAP umbrella, SRTS is designed to improve conditions for walking and biking to school, promote healthier lifestyles, and decrease automobile emissions near schools.

**Continue to Require 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.



**CHAPTER FOUR:**  
**ECONOMIC DEVELOPMENT**

# ECONOMIC DEVELOPMENT

This chapter provides a compilation of goals, objective, policies, programs, and recommendations to promote the stabilization, retention, or expansion of the economic base and quality employment opportunities in the Town of Ledgeview. 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 Ledgeview.

## Community Input

Public feedback on economic development in Ledgeview came from a variety of sources: the community-wide survey circulated online from April through July 2024, an interactive map of Ledgeview, and a questionnaire for local officials. The following economic development trends emerged from the community engagement:

1. There is a high desire for more gathering spaces like restaurants and coffee shops as well as more access to everyday necessities like grocery and hardware stores.
2. The Monroe Road corridor is the most desired for increased economic development.
3. Smaller, family-owned businesses are preferred to mid-size chains and big box stores.
4. Overall appearance, building architecture and landscaping are the most important features for desirable commercial and industrial development.
5. Types of development that are not desired in Ledgeview include:
  - a. Large scale, disruptive industrial development
  - b. Big box stores
  - c. Strip mall development
6. While commercial and industrial uses were indicated as potentially growing too quickly, they were not as much of a concern as residential uses.



Figure 4.1 Olde School Square



Figure 4.2 Cocoon Brewery

## Ledgeview’s Economy

Two critical questions a growing community must ask itself are what kind of economic development do we have now? And what kind of development do we want in the future? The condition of the local economy directly influences local growth and development and therefore is a central element of planning for a community’s future. Employment patterns and economic trends generally occur on a regional scale. Oftentimes residents of one community work in another. Similarly, changes in a major industry can impact jobs and growth far beyond the community where the business is physically located. It is therefore important to understand a local community’s economy in light of its regional context.

The Town of Ledgeview can best be characterized as a hybrid of the metropolitanizing and dependent economic communities. *Metropolitanizing Economy* communities experience a high amount of residential development which causes concern about decreasing land supplies, loss of community identity, maintaining small town character, and avoiding becoming a bedroom community. A *Dependent Economy* is typically an unincorporated area outside of the suburban ring of development. The economic vitality of this community depends on the economic success of the larger adjacent/nearby community. The primary challenge is handling local residential development pressure.

Given its proximity to the Green Bay metropolitan region, it may be difficult for the Town to compete directly with neighboring cities and villages for conventional retail development or large-scale industry. However, opportunity exists for high-end employment centers or corporate headquarters. Other opportunities exist for light manufacturing, niche or destination retail, dining, and tourism as well as “grow your own” start-ups.

## Existing Economic Development Framework

The following information provides an overview of the Town’s existing labor force, its economic position within Brown County, and where and how existing employment centers have developed in the Town.

### Educational Attainment & Age

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. As documented in Chapter 1, the Town of Ledgeview contains a very well-educated, generally young, population. Ninety-seven percent of Town residents are high school graduates or higher and 48 percent have a bachelor’s degree or higher. This is at, or among the top, for all other surrounding municipalities and well above the County. The Town’s median age of 38 years old is similar to the lowest surrounding communities including Brown County.

### Commuting Patterns

According to the 2017 – 2022 ACS, 84 percent of Town residents spend less than 25 minutes commuting to work, indicating that the majority of residents work within the Green Bay Metropolitan area. In fact, 91 percent of residents work within Brown County.

Ninety percent of residents reportedly drive to work. More than 80 percent of workers drove alone to work, while approximately six percent carpool, and eight percent work at home. Fewer than four percent walked or bike to work. Surprisingly, the Town is very comparable to the County in every aspect of commuting characteristics.

According to the US Census Bureau (2022 data), only 177 people living within the Town of Ledgeview were also employed within the Town. However, over 4,000 Ledgeview residents commute to work outside the Town, but more than 2,000 people who are employed within Ledgeview commute in from outside of the Town. See Figure 4.4 at right.

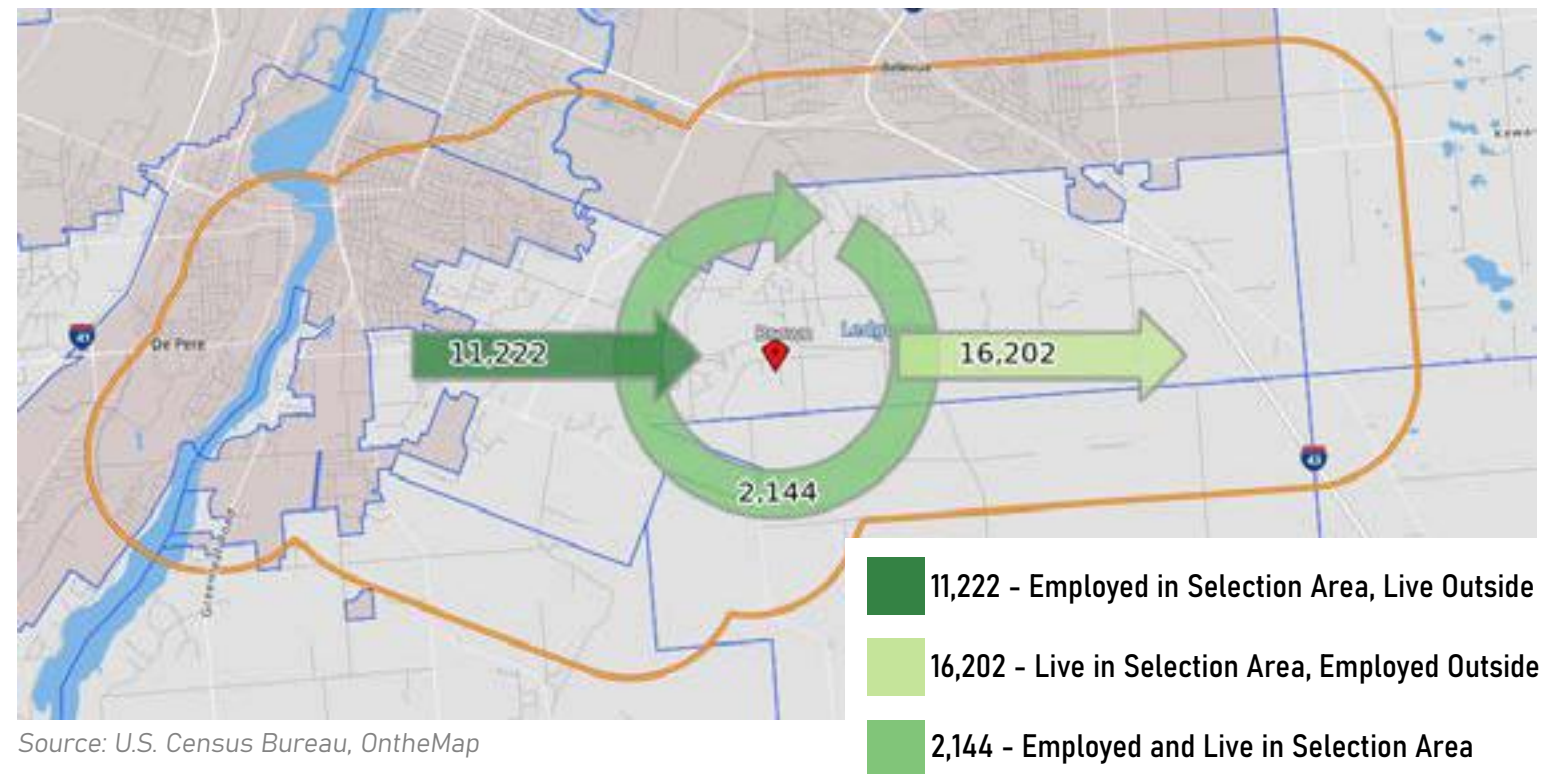
Within 1 mile of the Town, over 11,000 people living outside the Town commute in for work. However, more than 16,000 of those living within Ledgeview or within 1 mile commute more than a mile outside of the Town for work.

Figure 4.3: Inflow/Outflow Job Counts - Town of Ledgeview (All Jobs 2022)



Source: U.S. Census Bureau, OntheMap

Figure 4.4: Inflow/Outflow Job Counts - One Mile Radius (All Jobs 2022)

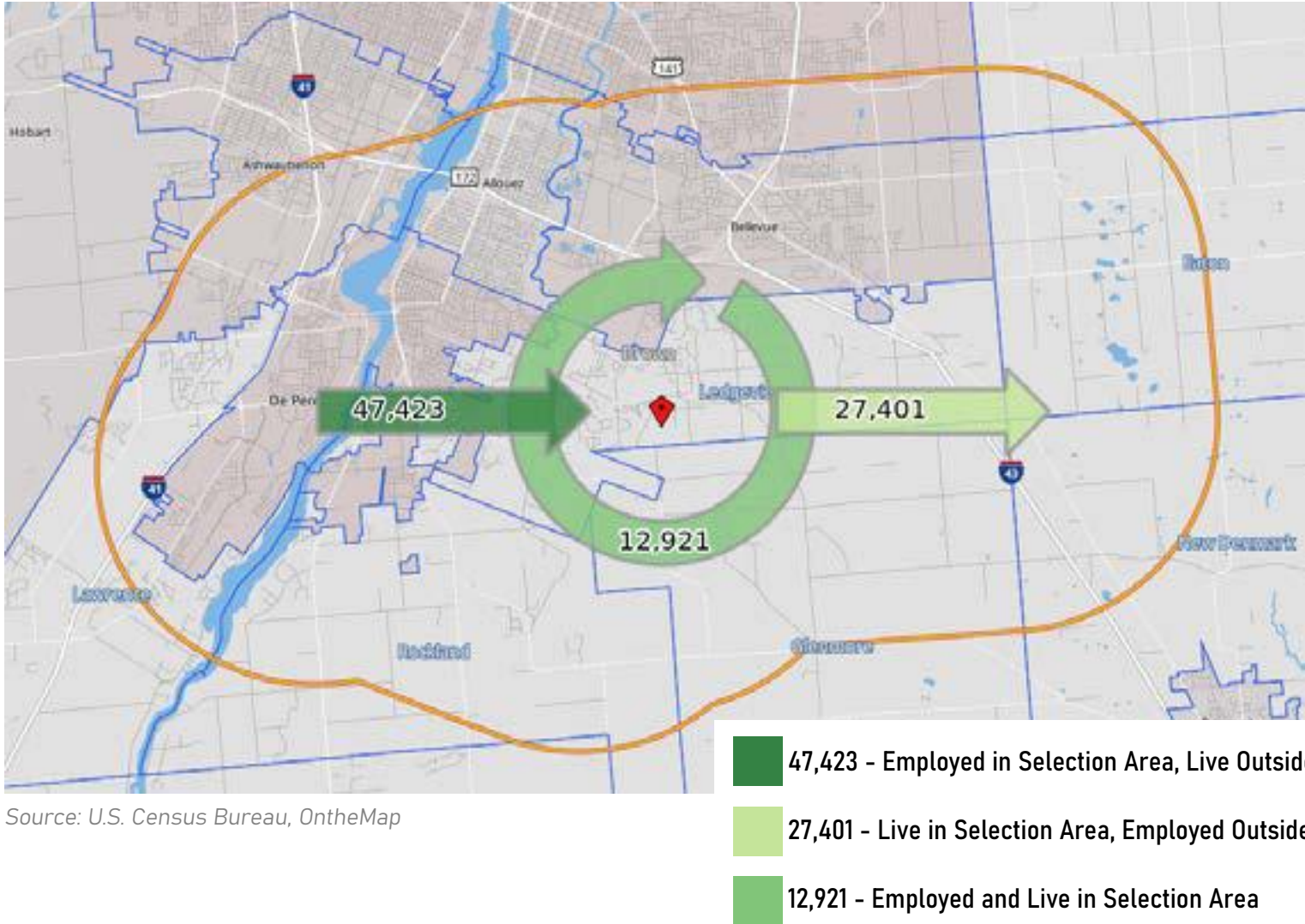


Source: U.S. Census Bureau, OntheMap

Looking more broadly, more than 60,000 people are employed within a 3-mile radius of Ledgeview. Of those living within 3 miles of the Town, 68 percent commute to work outside the Town.

While this analysis can't say for certain where residents are commuting in particular, it is indicative that the Town is behind its immediate neighbors in terms of employment opportunities

Figure 4.5: Inflow/Outflow Job Counts - Three Mile Radius (All Jobs 2022)



Source: U.S. Census Bureau, OntheMap

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 4.1 provides a break-down of Town residents in the labor force. According to the data, the Town is very comparable to Brown County, but contains a slightly higher percentage in the labor force than the county.

Table 4.1: Inflow/Outflow Job Counts - Three Mile Radius (All Jobs 2022)

Employment	Brown County	Town of Ledgeview
Population 16 and over	216,287	6,799
In Labor Force	143,881 (66%)	4,983 (73.3%)
Civilian Labor Force	143,799 (66%)	4,983 (73.3%)
Employed	139,430 (65%)	4,983 (72.4%)
Unemployed	4,369 (2%)	62 (0.9%)
Armed Forces	82 (<1%)	0
Not in Labor Force	72,406 (33%)	1,816 (26.7%)

Source: 2017-2022 American Community Survey

Economic Base Analysis

As presented in Chapter 1, the two industries in the Town encompassing the highest percentage of the labor force include the Educational Services, Health Care, & Social Assistance (26.8%) and Manufacturing (15.7%). Financial and Insurance, Real Estate, Rental and Leasing is also notably the only other industry above 10 percent (10.5%). Educational Services, Health Care, & Social Assistance and Manufacturing are also the highest labor force sectors for Brown County.

The majority of Ledgeview residents work within the Green Bay Metropolitan Area and therefore depend on a sound economy throughout Brown County for their financial well-being. Key industry groups in the Green Bay Metropolitan Area include Healthcare, Paper and related products manufacturing, Insurance, financial services, and government, 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. They are a critical part of the “economic engine” for a region, affecting the growth and health of many dependent sectors such as retail, transportation, construction, and local services. 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 4.2.

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

1. Transportation, Warehousing, & Utilities
2. Wholesale Trade
3. Financial & Insurance, Real Estate, Rental, & Leasing
4. Arts, Entertainment & Recreation, Accommodation, & Food Services
5. Other services, except public administration.

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 Educational Services, Health Care, & Social Assistance, Construction – two of the Town’s four highest labor force sectors– 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 as it already has the population living within its boundary to fill those types of jobs.

Based on the LQ Analysis, there is demand within Brown County to support increases in the Town’s top three industry sectors – Educational Services, Health Care & Social Assistance and Professional, Scientific & Management. Moreover, the Town already has a large percentage of its current population working in those industries.

Table 4.2: Employment by Sector, Regional Comparison

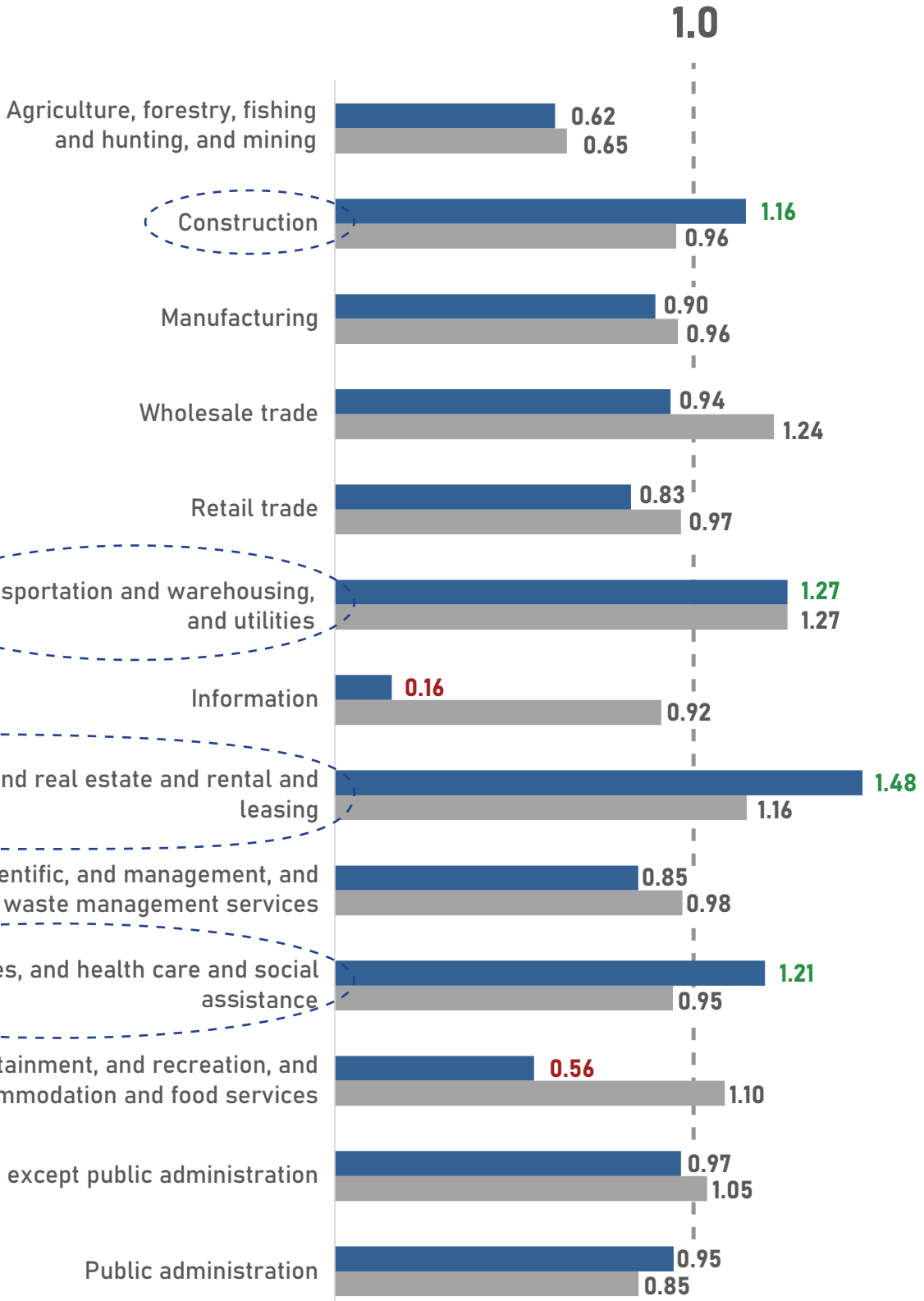
Employment	Wisconsin	Brown County	Town of Ledgview
Agriculture, Forestry, Fishing, Hunting, and Mining	63,753	1,952	42
Construction	185,329	8,347	335
Manufacturing	546,510	24,733	774
Wholesale Trade	77,367	4,483	147
Retail Trade	332,371	15,184	439
Transportation, Warehousing, & Utilities	147,025	8,779	388
Information	45,736	1,971	11
Financial & Insurance, Real Estate, Rental, & Leasing	183,855	9,992	515
Professional, Scientific & Management, Administrative, & Waste Management Services	267,918	12,284	364
Educational Services, Health Care, & Social Assistance	702,204	31,379	1318
Arts, Entertainment & Recreation, Accommodation, & Food Services	234,981	12,087	235
Other Services, Except Public Administration	128,242	6,299	213
Public Administration	105,599	4,230	140
Total employed population 16 years and over	3,020,890	141,720	4,921

Source: 2017-2022 American Community Survey

Figure 4.6: Location Quotient Regional Comparison

- Ledgeview Location Quotient
- Brown County Location Quotient
- Ledgeview Basic Sector Industries

**LQ less than 1.0** = Does not meet local demand and might be subject to economic swings (Non-Basic)  
**LQ of 1.0** = Meets local demand for goods and services  
**LQ greater than 1.0** = Produces more than local economy consumes and exports to non-local areas (Basic)



Ledgeview's Existing Commercial & Industrial Businesses

The intersection of CTH GV and CTH G is one of the most heavily traveled and most prominent intersections within the Town of Ledgeview. It is home to a mix of industrial and commercial businesses as well as Olde School Square. Industrial land uses in this area consist of a handful of automotive related businesses and a recycling business. These businesses have existed in their current locations through the development of neighboring commercial uses (gas station, drug/convenience store, restaurant, and nursery) as the Town has grown.

The most noticeable commercial development within the Town, Olde School Square, also lies within this area. This planned Neighborhood Center contains small-scale retail shops, a restaurant, café, an event space and offices. While not fully developed, its unique design characteristics and niche shops are intended to draw in visitors from the region while strategic central location and variety of amenities act as a meeting place and traditional center for the community. Fully developed, it may also contain a bank, hotel, post office, government offices, residences, and public community space.

The juxtaposition of industrial businesses, traditional commercial development, and a Planned Development make the CTH GV and CTH G intersection area unique and affords Ledgeview a multitude of opportunity for continued economic development. The future development of this area will need to balance the needs of individual property owners with the interests of the Town and the desires of the development community.

To aid in the future development of this area and kick-start stagnant development in the Olde School Square area, the Town adopted the Project Plan for Tax Incremental District (TID) Number 1 in 2015. The creation of TID No. 1 provide a financing vehicle for the Town to undertake the public improvements necessary to stimulate private reinvestment, redevelop this area into higher and better land uses, remediate environmental concerns, and upgrade this highly visible area of the community. Without these tools and public improvements, it is unlikely that significant improvement to this area will occur. In fact, it is more likely that continued sporadic land uses and underperforming land will dominate this area, and not contribute to the aesthetic and economic vitality to this entry and core of Ledgeview.

Other areas of commercial development within the Town include the following locations.

- Along CTH G at the Town's border with De Pere. This area contains a mix of retail and commercial service uses like restaurants, salons, banks, medical clinics, a grocery store, and some offices.
- Along CTH GV at Ledgeview Road. Currently this area contains one dental office, although two separate parcels are reserved for future commercial development.
- At the I-43 interchange. A gas station with convenience store and restaurant exists in this location. A truck stop is also located on the south of the interchange.
- North/east of I-43 at the intersection of US 141 and WIS 29. Several commercial businesses are scattered around this intersection area including a small engine repair shop, a storage facility, a few restaurants/bars, and a few offices. A major manufacturing business is also located east of I-43, south of the interchange area.
- Some other commercial uses are scattered throughout the Town.

The most well-defined area of existing Industrial development within the Town exists between CTH PP and Swan Road in the western portion of the Town. Some commercial and service businesses uses including a veterinary clinic, day care, fast food restaurant, and bank also exist in this area. There are between five and 10 industrial/manufacturing businesses in this area but 100 additional acres of potential future industrial development. Adjacent to the west of CTH PP is the East De Pere Industrial Park. De Pere's portion of the larger industrial area contains more businesses than exist within Ledgeview's portion, and also has room to grow. This area will continue to house a large portion of the Town's industrial/manufacturing land uses in the future.

### Allouez, Bellevue, and De Pere Existing Commercial and Industrial Businesses

Outside of Ledgeview, major concentrations of commercial land use exists in both the east and west sides of downtown De Pere. De Pere has been successful in blending new redevelopment activity in the downtown area with the preservation of existing older historical structures. The traditional downtown development varies from small service and sales enterprises to a larger Shopko department store. Recently, new commercial uses have been developing west of downtown De Pere along the Main Avenue (CTH G) corridor (strip commercial), and in the Scheuring Road/USH 41 interchange area (auto-oriented big-box).

Within the Village of Allouez there are currently several pockets of commercial activity, but the heaviest concentration of activity is along Webster Avenue and Riverside Drive north of Allouez Avenue. This commercial area contains banks, drug stores, restaurants, automobile dealerships, and a variety of other destinations that serve the Village, Town of Ledgeview, and surrounding

communities. The Village of Allouez's only industrial land uses existing between the Fox River and WIS 57 in the far northwest portion of the Town.

Perhaps the greatest competition for commercial or businesses development to the Town of Ledgeview comes from the Village of Bellevue to the north. There are four primary areas of commercial activities within Bellevue. One area is located at Main Street and I-43 intersection (south of Manitowoc Road). The second commercial area is at the intersection of Lime Kiln Road (CTH V) and Allouez Avenue (CTH O). The third developing business park is located on CTH GV on the south side of STH 172. Finally, the fourth business area is located within the industrial park at the north end of Bellevue Street. There are a number of corridors with developed and developing commercial uses along Bellevue Street (CTH XX) and Allouez Avenue (CTH O) on the west side of Bellevue. Areas of industrial activity within the Village include an industrial park located in the northwest on Bellevue Street, concentrations farther south along Bellevue Street, as well as along Commercial Way, Donbea Street, Verlin Road/Main Street intersection, and Main Street near the Town of Ledgeview.

## Assessment of Desired Economic Development Focus

### Strengths and Weaknesses

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 4.3 considers the strengths and weaknesses for economic development in the Town of Ledgeview. Based on these strengths and weaknesses, the Town’s desired economic focus is reflected in the goals, objectives, policies, programs, and recommendations.

Table 4.3: Ledgeview Strengths & Weaknesses for Economic Development

Strengths	Weaknesses
Interstate exchange	Competition from incorporated neighbors
Proximity to Green Bay and Fox Valley	Highly developed region
Well educated, young population	Strong agricultural and mineral extraction presence
Land available for development	Sewer and water not available everywhere
Major transportation corridors provide access & mobility	Too high of demand may detract from quality of development
TIF District established	Lack of public transportation
Low crime rate	Abundance of environmentally sensitive areas

### Community Survey

The community survey asked a few questions related to economic development within the Town. One question asked participants to identify what land uses were being developed too quickly. 60% of respondents indicated that Multi-Family Residential was the land use being developed too quickly. Another question presented in the community survey asked participants to select from a variety of future development options those that they would most prefer. The top five identified were:

- 1. Restaurants 70.0%
- 2. Gathering Spaces 40.6%
- 3. Grocery Stores 38.7%
- 4. Coffee Shops 34.2%
- 5. Hardware Stores 28.9%

The survey asked participants to rank commercial development types from most to least desired. Respondents indicated that smaller, family run businesses were most desired, followed by mid-sized national chains. Big box retailers were the least desired commercial development type. The survey asked participants to rank four potential areas of Town for future commercial development. The Monroe Road / CTH GV corridor was the most desirable area.

The survey also offered an opportunity for respondents to answer questions in an open-ended format. A general summary of survey comments related to economic development are listed below:

- Many respondents would like Ledgeview to remain the same and do not feel that the Town is developing too quickly
- Respondents named athletic clubs/gyms, green space, parks, and small businesses as most needed in the Town
- In photo selection questions about commercial development, respondents frequently cited the attractiveness of landscaping and small-town feel
- For industrial development, smaller was better and generally there was not much interest

### Visual Preference

Survey participants could select up to three images for each category related to economic development: commercial and industrial development. For each category, participants could select their top three reasons for choosing the images. The most cited reasons for both types of development were building overall appearance, landscaping and building architecture. The results of the survey are as follows:

#### Commercial Development



#### Industrial Development



## Economic Development Focus

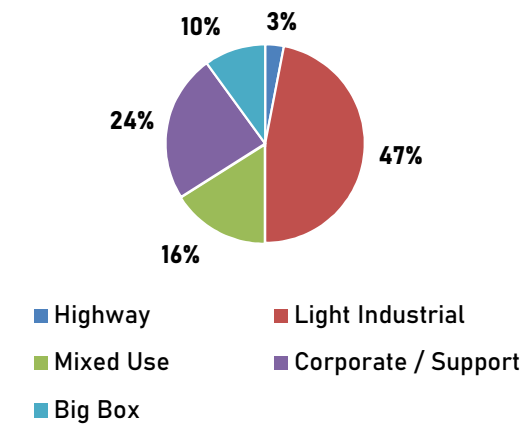
### I-43 Business Park

In 2006, the Town adopted the Ledgeview Business Park Master Plan to guide the development of a business park at the I-43 interchange with CTH MM. The vision for the Ledgeview Business Park identifies it as a signature entrance into the Town of Ledgeview and the Green Bay region, consisting of a well-designed mix of corporate / support uses, light industrial uses, and pedestrian-scale neighborhood retail. While the goals of the 2006 Business Park Master Plan remain intact, the plan's specific recommendations will be revised in conjunction with this plan.

The Town is seeking to capitalize on the only Interstate interchange within the Town, as well as the location of the future business park within the larger Green Bay region to attract high-end uses that complement the demographics of the Town and region and provide jobs to the Town's skilled labor force. To that end, the Town is seeking to attract businesses in the areas of health care, information technology, and manufacturing. Because of the location to the interstate, the short distance to the region's intermodal centers – the Port of Green Bay and Austin Straubel International Airport, the availability of developable land, and a young, educated workforce within a short commuting distance, the I-43 Business Park is particularly well suited to host a corporate headquarters or corporate campus on par with the best in Wisconsin.

In 2022, the Town created Tax Incremental Finance District (TID) #3, focused around the Business Park area, encompassing prime development lands on both sides of the I-43 interchange at CTH MM. The TID is intended to help spur development in this area while financing key infrastructure projects that will continue to attract large businesses.

Figure 4.7. Business Park Master Plan Land Use Allocation



### Olde School Square

Adjacent to CTH GV, the Town proposed a nodal concept of Traditional Neighborhood Development (TND) referred to as “Neighborhood Center Districts” or NCD. The NCD approach provides for a variety of pedestrian-oriented retail, office, lodging, residential, and civic land uses typically with a central focus element or attraction like a park or significant municipal building. The intent of the district is to encourage the development of a vibrant mixed-use area where residents and visitors can live, work, shop, dine, be entertained, enjoy community and cultural events, and contribute to the economic viability of the NCD and the Town as a whole.

Figure 4.8: Olde School Square



Image: Mead and Hunt, Inc.

The Town developed a plan and a zoning code for NCD's in 2007 with the Olde School Square area being the primary focus. Through this plan update, the Town has also added proposed NCD locations along CTH GV south of CTH X and south of the Business Park along CTH MM, as shown on Map 4: Future Land Use.

The initial focus of NCD development should be the Olde School Square area, located at the intersection of CTH GV and Dickinson Road. This location is relatively centered in the area of urbanizing development within the Town and will orient visitors and residents within the center of the Town and within the development area itself. The area should include a number of small-scale commercial retail and service shops catering to both local residents and surrounding communities. Similar architectural and site design elements should help create a unifying theme for the town center. The Town should revise the detailed design plan with recommendations for Olde School Square that will establish a sense of identity for the area, and a major attraction for Ledgeview.

“...the closer a company's facility is to interstates and state highways, the faster the products are delivered. The rule of thumb is ‘5 to 55’ – meaning taking only five minutes to get to 55 miles per hour.... The bottom line is that every minute matters.”  
**- Critical Location Decision Factor #2: The Road to Profitability – Area Development Online Corporate Executive Survey.**

CTH GV / CTH G Corridor & Town Center

The CTH GV / CTH G Corridor from the Village of Bellevue south to just beyond Ledgeview Road intended to be one of the major commercial corridors within the Town. This corridor currently contains several agricultural parcels, parcels containing environmental resources, and some small scale, independent commercial uses. A majority of the land along the corridor is included in TID 1, anticipating future commercial development. At the intersection of CTH GV and CTH G, more recent commercial activity has added a pharmacy/small-box retailer, a gas station, landscape nursery, and a restaurant/bar.

The intent of this corridor is to attract high-quality commercial and business land uses which provide daily or weekly services for Town residents and visitors. Because this corridor is highly visible and highly traveled, it should include specific design characteristics which support civic pride and community identity as well as promote the sustainable goals of the Town. The LED light poles with Ledgeview banners is the first implementation of corridor design standards along CTH GV.

Figure 4.9: Example CTH GV Corridor Development.



Source: Monroe Road Neighborhood Center District Pattern Book. 2018

Ledgeview Industrial Park Area

The area of Ledgeview most suited for industrial development is along Swan Road, east of CTH PP and north of CTH GV extended to Rockland Road. This area has already seen a fair amount of industrial activity and is adjacent to the City of De Pere Eastside Industrial Park. Land within this area is well suited for new industrial development as well as infill and provides immediate access to WIS 32/57 along CTH PP or Rockland Road. Additionally, the development of business incubator space dedication to startup and early-stage companies would be ideal in this area. During the planning period, as CTH GV is extended to Rockland Road, this area will also become directly adjacent to a new bridge over the Fox River, connecting US 41 (to become Interstate 41) and the Fox Valley to the Town.

Figure 4.10: Ledgeview's Industrial Area outlined in red.



Source: Town of Ledgeview

## Economic Development Programs

Compared to surrounding cities and villages, the Town of Ledgeview has a limited number of tools, programs, or agencies of its own that are available to foster economic development. The surrounding village and cities each have a chamber 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 increase 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.

### 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 Ledgeview, 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.

### 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.

### 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.

### 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.

### Wisconsin Economic Development Corporation (WEDC)

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 Ledgeview.

#### 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.

#### Community Development Investment Grant

This program supports redevelopment efforts by providing financial incentives for shovel-ready projects, emphasizing downtown community-driven efforts.

#### 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.

**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](http://www.grants.gov).

**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.

The Bureau for Remediation and Redevelopment Tracking System (BRRTS) on the Web (BOTW) website, accessible at [www.dnr.wi.gov/topic/brownfields](http://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 February 2024, there were 38 BRRTS sites in the Town of Ledgeview. These sites are located throughout the Town and consist of four environmental repair (ERP) sites and 11 leaking underground storage tanks (LUST).

ERP sites are sites other than LUSTs that have soil and/or groundwater contamination. Examples of ERP sites include, but are not limited to, leaking aboveground storage tanks and industrial and/or chemical spills. Three of the four sites were approved for closure by the WDNR. One site (Scray Hill – LGU) is open. The responsible parties (RP) are working with the WDNR to clean-up the site and close the activity.

LUST sites have petroleum-related soil and/or groundwater contamination. All 11 LUST sites have been listed for closure by the WDNR.

**Economic Development Goals & Objectives**

**Goals:**

- 1. Grow the local economy through high-quality manufacturing and mixed-use development.
- 2. Attract and retain local businesses, entrepreneurs, and skilled workforce.
- 3. Strengthen and diversify the Town’s non-residential tax base to serve the day-to-day needs of residents and grow local employment opportunities.

**Objectives:**

- 1. Provide appropriate sites for a range of additional commercial and industrial development at appropriate locations within the Town that minimize the negative impacts on residential and natural resource areas of the community.
- 2. Prohibit premature or rural development in areas that can’t be efficiently served by infrastructure; reserve these areas for future urban commercial and industrial growth.
- 3. Prioritize implementation of business retention and expansion strategies. Promote the City’s advantages to prospective employers, residents, and customers.
- 4. Discourage unplanned, strip commercial development.
- 5. Identify opportunities for property acquisition where the Town can advance its economic development, land use, housing, growth management, and related priorities.
- 6. Support the Southern Bridge Extension crossing the Fox River and connection to Interstate 41.
- 7. Collaborate with adjacent municipalities to attract appropriate economic development to common, planned commercial and business growth areas.
- 8. Continue to maintain and enhance the appearance and community identity of the Town through the use of commercial and industrial building design standards, landscaping, attractive signage, and other beautification techniques.
- 9. Maintain a positive, business-friendly environment by integrating customer service and a business-first attitude throughout Town government.

10. Direct large-scale commercial and industrial development into areas where public utilities are available or planned and where transportation facilities are in place such as I-43/Main Street and Broadway/Swan Road areas.

11. Continue the strategic use of tax increment financing as a tool for economic development, growing tax revenues, filling needed housing gaps, attracting new residents, and employment creation.

12. Encourage the use of green technologies and sustainability in all development.

13. Prioritize the redevelopment of blighted, abandoned, or underutilized commercial and industrial property within the Town. Pursue funding sources for use in the redevelopment and remediation of brownfields.

## Economic Development Initiatives, Programs, & Recommendations

### Business Outreach & Retention, Attraction, and The New North

#### Outreach & Retention

A simple and often overlooked aspect of economic development is staying in touch with current businesses. This is an opportunity to learn about business needs and issues in their operations, the local economy, and big picture economic concerns. The current Town staff must prioritize communication with the local business community, and that effort can be formalized and expanded to help stay on top of issues that may arise.

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

- Maintaining an open line of communication with businesses in the Town through meetings, social media posts, and attendance at business association meetings.
- Helping businesses learn about potential sites for expansion and identifying state and federal grant funds to finance business expansions.
- Providing business areas with efficient, reliable public services, such as snow removal, road repair, and sewer and water utilities.
- Providing a single point of contact to answer business questions and solicit information from business leaders regarding local development issues or opportunities.

#### Attraction

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

- Providing information on available development sites.
- Identifying labor and community characteristics.
- Marketing sites to businesses that would be complementary to existing businesses or would provide diversity to the local economy.
- Offering low-cost land, state or federal grants, or other incentives to encourage businesses to locate in the community.

Ledgeview needs to continue to prioritize a wholistic approach to business attraction. The Town website includes a page dedicated to economic development, and includes specific demographic and marketing materials for potential businesses looking to move to Ledgeview.

#### The New North

The New North promotes collaboration between the private and public sectors to promote the 18-county Northeastern Wisconsin region for increasing economic development. New North, Inc., is a close partner of the Wisconsin Economic Development Corporation (WEDC), the leading economic development Corporation in Wisconsin, and can provide linkage to economic development Corporation and incentives in the State of Wisconsin. New North can provide key industry insights, credible regional metrics and site selection assistance to support your next business expansion or relocation in Northeast Wisconsin. The New North also maintains an online database and mapping application of available business sites and buildings within the region that can assist in marketing Ledgeview.



#### Strategic Property Acquisition

Another way the Town can proactively implement the goals and objectives of this Plan is through direct property acquisition. The Town has been successful in acquiring property for preservation and growth management, most notably the Ledgeview Golf Course. Aside from the unique circumstances and characteristics of that once-in-a-generation opportunity, the Town has also acquired lands along the East River for preservation. In terms of future opportunities, the Town should also continue to actively scan for and consider property acquisition as a core practice in guiding the development of the community and pursuit of the goals in this Plan. Benefits and

intended outcomes of this approach may include:

- Instigate and catalyze development activities in priority areas, such as the Monroe Road corridor and Main Street Business Park Area.
- Allow the city to control land uses to instigate higher intensity development, and development with specific desired characteristics.
- Facilitate development of housing types and mixed-use buildings that are not present or are uncommon in the market.
- Prepare for public-private partnerships.
- Reduce developer risk by creating sites prepared for development.
- Depending upon the condition of the property and intended use, grant and state program funds may be available to offset certain costs.

**Strategically Utilize Tax Incremental Financing (TIF)**

With the passage of 2013 Wisconsin Act 193, effective in April 2014, the State has granted authority to Towns to use Tax Increment Financing in the same manner as cities and villages. To help implement the recommendations in this Plan, the appropriate and thoughtful use of TIF will place Ledgeview in a much stronger position when working to create new community amenities, infrastructure, and with developers and business owners. TIF may also allow the Town to vie for the types of projects that might not otherwise be possible without it, projects of a scale and quality that can change the local market and generate other quality projects.

TIF is one of the few economic development tools in Wisconsin where a local government can leverage financial resources to contribute to an economic development strategy or project, such as infrastructure investment, removing barriers, and contributing to characteristics that produce specific public benefit. This may include preparing sites for development, investing in underserved housing needs, and creating public amenities that attract investment and contribute to placemaking. As of January 2025, the Town has established three Tax Incremental Districts. TID No. 1 is centered around the CTH GV corridor and encompasses Olde School Square. TID

Figure 4.11: Ledgeview TID 1 Boundary and parcels



Source: Town of Ledgeview

No. 2 includes the Ledgeview Golf Course and some surrounding residential areas. TID No. 3 is centered around the I-43 Interchange at CTH MM and includes the business park and several large tracts of developable lands.

The Town should continue to utilize the following strategies within existing and potential new TIF districts that could be created over the planning period. In managing TIF districts for maximum impact:

**1. Regularly Reviewing TIF Plans and Individual TID Parcels:** On an annual basis, this includes reviewing adopted TIF Plans with the Town's Comprehensive Plan as conditions change to ensure continuity between the documents. It also includes ongoing parcel-by-parcel management. Every spring, when new preliminary assessments are released, each parcel in every district should be reviewed to be sure the assessment includes the correct properties and has accurately captured the values. Valuation tasks include:

- Review each parcel assessment to be sure it includes correct properties and accurate values.
- Compare year-over-year changes in values by parcel.
- Be sure to complete checks before the tax roll is certified in August.

**2. Update Cashflow Projections for a complete picture of each district's true financial state.**

- Update the TID's long-term cashflow projections annually.
- Continually determine:
  - Where and when new increment will come from
  - How much it will be
  - What costs will need to be incurred to support projected development
  - How to structure any associated borrowing most efficiently

**3. Communicate with Property Owners, Partners and Prospective Developers/Businesses:**

The best ways to keep communication open include:

- Annual outreach to owners of prime sites to reconfirm interest and expectations of sale prices.
- Assisting owners with listing their property on Wisconsin Economic Development Corporation's Locate In Wisconsin list of available sites.
- Offering to provide some development contacts and/or to solicit developers/buyers.
- Maintaining up-to-date communications with partner economic development organizations.
- Providing partners with current information and marketing materials on available sites.
- Providing a map and information on available sites on the Town website that is easy to locate from the homepage.
- Update stakeholders as TID and community-wide conditions change related planned infrastructure projects, other proposed public investments, or available grant opportunities.

#### 4. Have a Well-Defined Process for Getting Deals Done:

To create a well-defined process:

- Clearly define roles for the staff, Redevelopment Authority, and Town Board.
- Describe the process in writing, distribute it to all involved, and review it every few years making changes as needed.
- Provide guidance and answers to prospective developers/businesses early in the process to clarify what is and is not appropriate within a district.
- Offer direction to developers about how (and whether) to move forward.

### Complete an Economic Development Strategic Plan

Economic development is more than just infrastructure, jobs, and buildings; it is a pathway to self-sufficient neighborhoods and a fiscally sound community. For future success, it is essential that Ledgeview is recognized for its assets and is known as a welcoming and effective town in which to conduct business, where staff understands and respects the critical business elements of time and certainty.

The Town should work with economic development experts to develop a strategic plan for the community. The Plan should include:

- Comprehensive description of the local commercial sector and the competitive environment.
- Description of the delineated trade area and profile of its demographic conditions.
- Estimates related to sales and market penetration of existing commercial businesses in the community.
- Recommended retail sectors and specific businesses that may be considered for attraction to Ledgeview.
- Measures that Ledgeview may consider to enhance the competitiveness of its commercial districts.
- Approaches the Town may take to recruit targeted businesses.
- Community branding and marketing strategies.

There are no quick solutions or “magic bullets” when it comes to community economic development. To be done successfully, it requires consistent focus over time on incremental improvements working toward common goals in areas in which the community has the power to make changes. An Economic Development Strategic Plan will allow Ledgeview to focus its resources properly to capitalize on economic development opportunities in the short-term, mid-range and long-term to improve Ledgeview’s performance or standing in each of these areas.

### Update and Implement the I-43 Business Park Master Plan

Highway accessibility and visibility is traditionally at the top of the short list for site selection criteria for economic development. Corporations target locations that are in close proximity to prime transportation arteries, and that have easy access both on and off of interstates. Appearance of commercial or industrial sites is regularly becoming a priority for municipalities. As such, the Town will stringently enforce the 2006 Business Park Development Guidelines and site review ordinance for buildings in the business park area to create a positive first impression for travelers and potential new businesses. The Town is also willing to wait for the type of high-end, long-term development needed to provide employment for its younger, well-educated residents as well as and capitalize on the expected future growth within the Town.

In 2006, the Town of Ledgeview adopted a Business Park Master Plan for the I-43/CTH MM interchange in the eastern part of the Town. The business park is the primary entranceway to Ledgeview and lies along the only section of Interstate within the Town. Its appearance and the future development there are of the utmost importance to the Town. As such, this Master Plan should receive a warming over within the next 5 years to ensure it accurately reflects the importance of this area to the Town.

### Review Existing Zoning and Development Codes

Findings and recommendations throughout this Plan highlight ideas for development and community enhancements. In addition, codes become outdated over time with modern development practices and require periodic update. Current Village zoning and subdivision regulations can be reviewed to ensure they reflect these recommendations and help attract desired development. This review would also assess the Town’s development approval processes. Approval processes should be flexible in terms of considering desirable new land uses, with development review procedures that support Town goals while still providing a predictable process and timeline. Shortening the project approval timeframe would be helpful to developers as well.

### Implement Enhanced Design Standards for Commercial and Industrial Uses to Ensure High-Quality Development

Ledgeview should strengthen and enforce design standards for commercial projects and mixed-use districts 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 in key areas like Olde School Square and the CTH GV Corridor and the Ledgeview Industrial Area. 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 the highway. 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.

**Commercial Design Standards**

Commercial 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 commercial uses, regardless of type:

- Limited number of access drives along arterial and collector streets.
- Common driveways serving more than one commercial use, wherever possible.
- High-quality landscaping of bufferyards, street frontages, paved areas, and building foundations.
- Parking lots landscaped with perimeter landscaping and/or landscaped islands.
- Intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas oriented away from less intensive activity areas.
- Percentage of the 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.
- Safe, convenient, and separated pedestrian and bicycle access to the site.
- Use of cut-off light fixtures to prevent light trespass.
- Use of high-quality building materials, such as brick, wood, stone, and tinted masonry.
- 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.

**Industrial Design Standards**

For new and expanded Industrial uses, the standards listed below are recommended:

- New driveways with adequate throat depths to allow for proper vehicle stacking.
- Limited number of access drives along arterial and collector streets.
- High quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
- Screening where industrial uses abut non-industrial uses, in the form of hedges, evergreen trees, berms, decorative fences or a combination.
- Screening of parking lots from public rights-of-way and non-industrial uses.

- Complete screening of all loading areas, outdoor storage areas, mechanical equipment, and dumpsters using berms, hedges, or decorative walls or fences.
- Street trees along all public road frontages.
- High quality building materials, such as brick, wood, stone, tinted masonry, pre-cast concrete, and architectural metal, particularly in office and research development areas
- Location of loading areas at the rear of buildings, with very limited loading in office and research areas.
- Separation of pedestrian walkways from vehicular traffic and loading areas.
- Design of parking and circulation areas so that vehicles are able to move from one area of the site to another (and from one site to the adjacent site) without re-entering a street.
- Variable building setbacks and vegetation in strategic locations along foundations.
- Areas for future building and parking expansion, even if none is anticipated in the near future.

**Continue to Define Community Entryways/Gateways**

Entryways, or gateways as they are sometimes referred, are the first impression a community makes on visitors and residents alike. The entryway and related features go beyond marking the edge of the community, but also acts as the “front door” to the community, setting the tone at the community edges and leading to the inner community edges. A community is provided with an ever-present opportunity to make a favorable impression on visitors, and help to establish and reinforce the community’s character and sense of place. The Town has successfully implemented its Community Gateway Plan over the past decade, and should continue to protect and enhance its entries.

**WIS 32/ Rockland Road:** With the future completion of the Southern Bridge and connecting arterial streets project, this will be a significant entry to Ledgeview from US 41. The project will extend CTH GV through the southwest portion of Town and cross the Fox River to the City of De Pere. The project will eventually provide an important connection for the residents of the Town that work or shop on the west side of the Fox River. The extension of CTH GV will also add access to the southwestern edge of Ledgeview and may be expected to increase the rate of residential development already occurring in the area. The Town should protect and improve the entryway through building and site design, and extensive landscaping.

**WIS 32 / CTH X:** This entry is a moderate important entry today. With the future completion of the Southern Bridge and connecting arterial streets project, this role of this entry will and it is likely that the interchange will continue to function as it does now. There are a variety of land use activities located along this corridor, and the Town should strive to maintain the appearance of this secondary entry.

**WIS 29/US 141.** This is a entry from the north on the easternmost part of Ledgeview. This entry is expected to change significantly in function in the near term with the CTH EA project planned for 2030. The future development of the Ledgeview Business Park will increase the traffic utilizing this entry for years to come.

### Highlight Community Character Corridors

In addition to the community gateways, Ledgeview's main transportation corridors influence visitors and residents' opinions of the community's character. For this reason, these primary corridors are also important to protect from unsightly development. The Town should encourage community design elements, such as streetscaping, flags, banners, seasonal decorations, and signage controls, to aesthetically integrate individual land use areas. Development along these corridors should be of high quality, marked by substantial landscaping, modest signage, good site design, high-quality building material and design, and pedestrian/bicycle connections with the rest of the community. Once again, billboards should be prohibited to preserve the character and aesthetics along these corridors. These design standards should be incorporated into the zoning ordinance to ensure consistency and compliance with these stated goals.

Primary community character corridors include CTH G, CTH GV, CTH MM, and CTH X. The secondary community character corridors include CTH V, Rockland Road, WIS 29, and Lime Kiln Road. With the completion of the Southern Bridge, Rockland Road (future CTH GV extension) will become a significant primary corridor.

### Encourage Public Art

Public art encompasses works of art that have been planned with the specific intention of being installed outside and accessible to everyone. Public art is intended to attract attention and contributes to defining or revealing the unique character of an entire community's identity. It increases a community's assets and expresses a positive sense of identity and values. It helps green space thrive, enhances roadsides, pedestrian corridors, and community gateways; it demonstrates unquestionable civic and corporate pride in citizenship and affirms an educational environment.

Public art takes a variety of forms including monuments in plazas, murals and plaques, sculpture parks, short-lived presentation pieces and decorative art integrated into the built environment. These artworks may be funded by private institutions, government entities, community initiatives or private corporations. Public art is encouraged within the Town and this plan encourages the Town to develop a formal public arts program entrusted to outline the types of art desired for the community, the locations for artwork, and procurement of funding for art projects.

### Encourage Businesses related to Recreation & Bicycling

Ledgeview's unique natural resources, challenging topography, and beautiful views make promoting businesses related to recreation, specifically bicycling, viable in the area. The Town encourages the establishment of recreation-based businesses within the community to cater to the strong and growing recreational and outdoor enthusiasts in the region.

Bike-friendly communities, off-road paths, and scenic country roads where cyclists can spin along in comfort aren't just good for the people who live in those places. They also attract tourists, which mean money for the local economy. Bicycle touring has long had an honored place in the tourism economy and culture. This doesn't go unrecognized: In Wisconsin, bike tourism is estimated to contribute \$1.5 billion to the state's economy every year.

Welcoming bicycle tourists should go beyond a friendly attitude and amenities from business owners. The Town should coordinate with local bicycle groups to identify preferred routes within Ledgeview, and then actively demarcate the routes. Signage and/or pavement markings with raise awareness to motorists about the presence of bicyclists, and improve safety. Streets and roads where it feels comfortable to ride a bike are good for residents, tourists, and the economy.

### Encourage Energy Efficiency and Sustainable Development

The Town is intent on building a sustainable future for its residents by providing an examples of efficiency and sustainability in Town owned facilities, encouraging sustainable practices and best management practices for construction of residential and commercial buildings and sites, and providing educational and informational resources. There are many ways for the Town to encourage high efficiency building practices including Town targets for sustainability, residential and commercial efficiency targets, policy refinement, and education.

Figure 4.12: Public Art on East River Trail, 2023



Source: Mead and Hunt, Inc.

**Energy Efficient Homes and Businesses**

The Town of Ledgeview saw a significant amount of new home construction over the past two decades. Nearly 50 percent of its total housing units have been constructed since 2000. While there has been a shift in the type of housing from single-family detached to single-family attached and two-family over this time period, the amount of new home construction has not slowed and is not expected to decrease over the planning period. In fact, the Town is projected to increase its population by 79 percent by 2035. This presents an opportunity to greatly improve the overall energy efficiency of the community, thus reducing the required base load and monthly energy bills for residents.

The Town should formally recommend that individual homeowners and/or residential developers use an integrated design approach to achieve at least 40 percent energy savings relative to the current building code.

Similarly, a policy recommendation for commercial buildings should suggest that such projects utilize an integrated design approach to achieve at least 30 percent energy savings above current building code requirements.

**Education**

In order for suggested targets to be met, they must be supported by continued community education programs, and policy initiatives. Energy efficiency and renewable energy educational materials and links should be readily accessible in digital format from the Town's website. The Town may also consider working with Brown County's Public Library System to provide hard copy resources at the Kress Family Branch Library and through the Bookmobile which serve Town residents.

**Policy Refinement**

Because a municipality's policies for permitting, zoning and ordinances can often inhibit building owners from incorporating energy efficiency strategies and renewable generation options, it is recommended that the Town incorporate appropriate improvements to their codes, zoning, and ordinances as well as the permitting process for new structures.

It is recommended that the Town explore ways that the permitting process can be used to incentivize and educate the community about energy efficiency and sustainable design. One possible way to encourage green building practices and educate builders about optimal strategies is through a two-phase permitting process. During the first project review phase, the plans would be reviewed by a Green Rater or other educated design professional who would make

recommendations for improving energy efficiency to meet the defined targets, responsible materials selection, and other sustainable design features. Based on professional feedback, the owner and their project team can then decide on the recommendations they do or do not want to integrate and alter their plans accordingly. After a prescribed waiting period the project can then be resubmitted for its permit. Additionally, projects who reach the Town's recommended energy efficiency targets at the first design review should be offered expedited permits to proceed with work. This is a means for the town to educate project teams and incentivize sustainable design and energy efficiency.

The Town should update its wind ordinance and implement a solar ordinance to ensure that individual buildings are allowed to install appropriate wind and solar renewable energy sources. The ordinances include guidelines for setbacks, solar and wind access, noise disturbance and safety issues related to each renewable technology. Encouraging net billing and interconnection agreements can be used as a means to incentivize the use of renewable energy by allowing individual energy customers to receive credit for the excess energy they produce. The Town may need to monitor solar access to ensure that individuals implementing solar panels will not have them shaded by a neighbor in the future. A solar access ordinance is one way to monitor this. These are all important policy documents that should be implemented and amended as technologies change.

**Marketing and Information**

It is expected that over the planning period, a wide range of energy efficient and renewable resources will be visible throughout Ledgeview – from efficient buildings to solar arrays. These features should be supported by informational signage or other printed materials to showcase sustainable initiatives being implemented across the town.

The Town should consider all these elements in future development within the Town. In addition, the Town should look at conducting a Sustainability Plan with the goal of enhancing the community's health and quality of life.

# CHAPTER FIVE: HOUSING



# HOUSING & NEIGHBORHOOD DEVELOPMENT

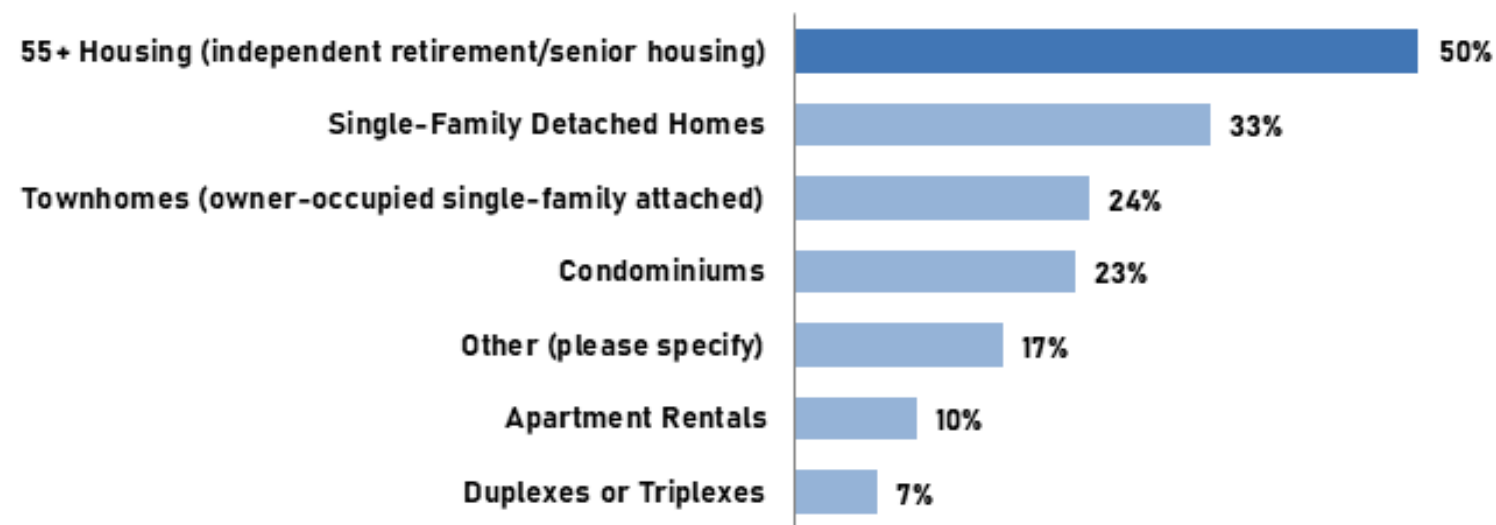
The housing and neighborhood development chapter provides an assessment of the age, structural, value, and occupancy characteristics of the Town's housing stock. This chapter is intended to ensure the Town is providing for an adequate housing supply that meets existing and forecasted housing demand. 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, age groups, and ability levels. Therefore, the chapter includes policies and programs that promote the availability of land for the development or redevelopment of low- and moderate-income housing, and policies and programs to maintain or rehabilitate the Town's existing housing stock.

## COMMUNITY INPUT

Public input regarding housing in Ledgeview was gathered through the community survey, micro surveys, focus group discussions, and through local officials. The overall sentiment conveyed through this public input is that there is already adequate housing in Ledgeview, and the Town should not develop more multifamily housing. Most participants of the community survey (50%; see Figure 5.1.) thought that the most needed type of housing was for those 55+ years old in the form of independent retirement or senior housing, and a third of participants felt that the Town also needed more single-family detached homes. The focus group with residential developers echoed this claim, with many citing a continued demand for single-family homes above \$400,000.

Figure 5.1: What type of housing is missing in Ledgeview?



## Multi-Family Housing

The community survey revealed that 63% of participants do not want more apartment rentals, and 44% do not want more duplexes or triplexes. Nearly two thirds of participants think that multi-family housing is developing too quickly, with one third saying single-family housing is developing too fast. In a micro survey, only 4% of respondents said that Ledgeview needed more housing (compared to 28% for parks, 23% for restaurants, and 19% for businesses) and only 3% said that Ledgeview needed more affordable or low-income housing.

Local officials expressed differing opinions on residential land use, with several suggesting that Ledgeview does need entry-level houses and multi-family housing and others claiming the Town does not need affordable housing. Most agreed that Ledgeview does need multi-family housing in the form of townhomes and rowhomes to create a downtown feel, along with luxury apartments and condos. Additionally, the need for more senior housing should be addressed with residential development that fits the category of both “starter home” and “senior housing.” Owner-occupied, single-family attached homes (Townhouses) along with renter-occupied duplexes and apartments are housing products that could meet multiple community needs. The condominium ownership structure may be used—particularly for owner-occupied—but is not necessary.

## Community Survey: Visual Preference

Survey participants could select up to three images for each category related to housing: multi-family in Ledgeview in general, multi-family on Monroe Rd/GV Corridor, and duplexes. For each category, participants could select their top three reasons for choosing the images. The most cited reasons for all categories were building architecture, overall appearance, and landscaping. Images are included in a later section on design guidelines. The results of the survey are summarized as follows:

Respondents to the community survey generally chose multi-family housing that looks like the existing single-family housing present in the Town. Desired multi-family development included traditional two-story buildings with garages or parking available in front, modest yard sizes, and large trees.

Along Monroe Road/ CTH GV, community survey respondents chose more modern two-to-four story buildings with balconies, small setbacks, and landscaping.

Survey respondents selected duplex styles that retained the traditional single-family style common in Ledgeview with two story buildings that have prominent garages, mid-to-large yards, and modest landscaping.

# EXISTING HOUSING FRAMEWORK

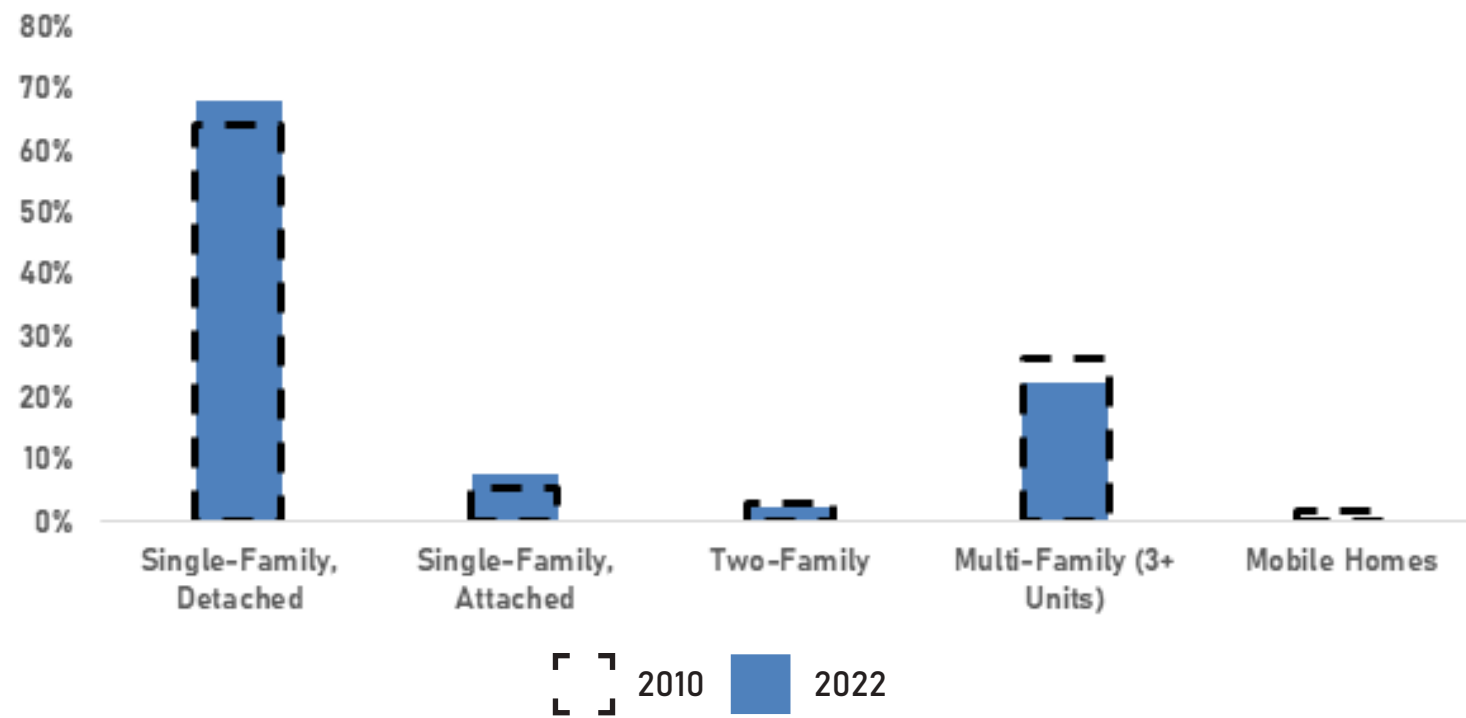
## Housing Type and Tenure

Between 2000 and 2022, the Town's total housing stock increased nearly 200 percent, tripling from 1,176 to 3,457 housing units. On average, the Town has added over 100 new housing units per year over the past two decades. Since 2010, the Town added an average of 91 housing units per year.

Figure 5.2 shows housing types located in the Town. The majority (68%) of housing units in Ledgeview are single-family detached units. Although the share of single-family detached units has decreased overall since 2000, dropping from 75 percent to 68 percent, the share did increase over the past ten years. Since 2010, the share of single-family detached and attached units increased more than the other housing types found in the Town. Single-family detached housing units increased by four percent and single-family attached units by two percent.

The spill-over effect of the urbanized areas to the towns north and west is clearly impacting housing typologies. Multi-family units make up the second largest percentage of housing types (22%) in the Town, but the share of multi-family units has decreased four percent since 2010.

Figure 5.2: Housing Types, 2000 – 2022



Source: American Community Survey 5-Year Estimates, 2017-2022.

Table 5.1: Housing Types, 2000 – 2022

Housing Units per Structure	2000 total	2000, % of total	2010 total	2010, % of total	2022 Total	2022 % of Total	% change 2000 – 2022
Single-Family, Detached	887	75.4%	1,514	64.0%	2352	68.0%	165%
Single-Family, Attached	24	2.0%	126	5.3%	255	7.4%	963%
Two-Family	30	2.6%	67	2.8%	80	2.3%	167%
Multi-Family (3+ Units)	218	18.6%	621	26.2%	770	22.2%	253%
Mobile Homes	17	1.4%	36	1.5%	-	0.0%	-100%
Total Housing Units	1,176	100%	2,364	100%	3,457	100%	194%

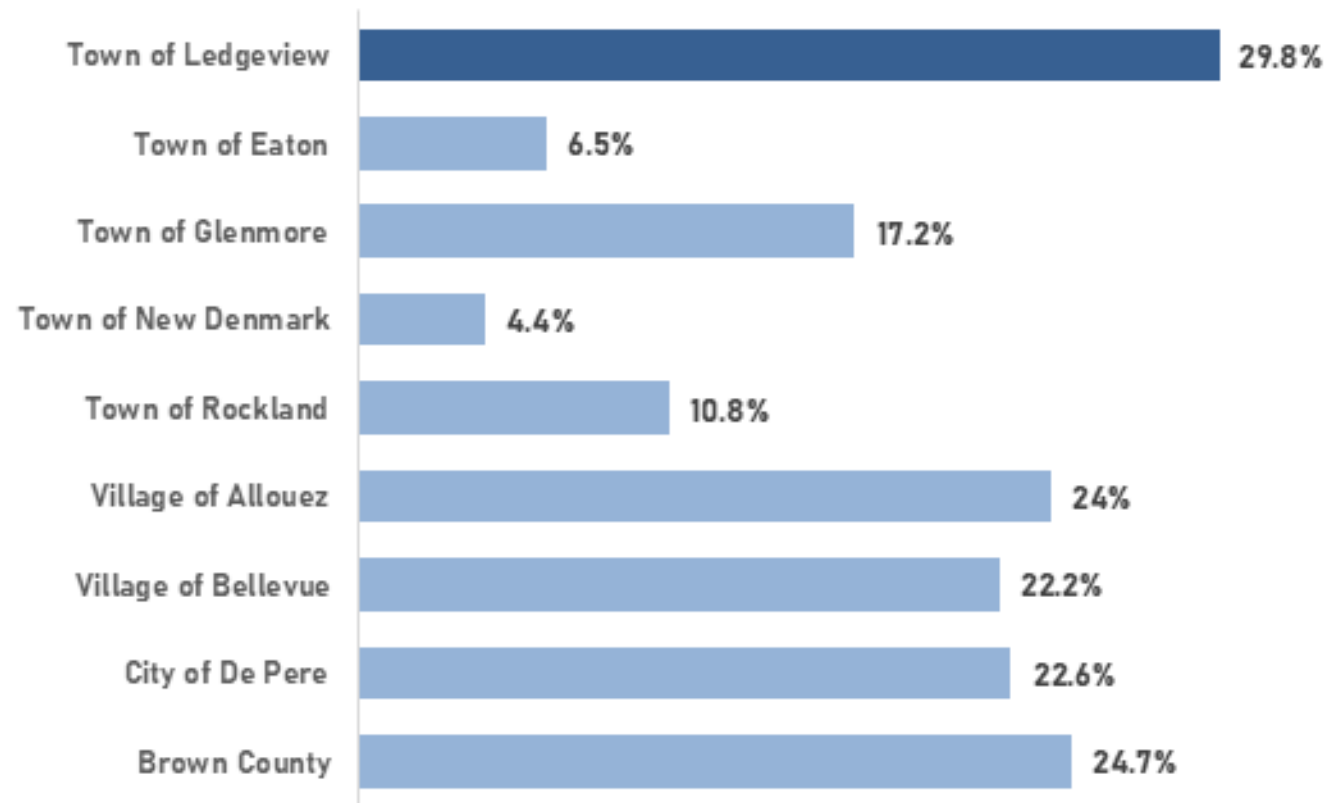
Source: U.S. Census Bureau, 2000, 2010 & American Community Survey 2009 – 2013, 2017-2022.

Table 5.2 compares other housing characteristics for the Town of Ledgeview to surrounding municipalities, 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, housing in the Town of Ledgeview is in between the average Town percent owner-occupied rate (86 percent) and the average Village and Brown County percent owner-occupied rate (67 percent.) With 70 percent of housing units owner-occupied, the Town has more similar housing characteristics to Villages than Towns in Brown County. Nearly a third of residents in the Town of Ledgeview moved in since 2018, a rate much higher than any other region except for Brown County as a whole.

Table 5.2: Select Housing Tenure and Householder Characteristics

Municipality	Occupied Housing Units	% Owner Occupied	% Renter Occupied	% Moved in 2018 or Later	% Total Housing Units for Seasonal Use
Town of Ledgeview	3,433	70.7%	29.3%	29.8%	0.9%
Town of Eaton	580	91.9%	8.1%	6.5%	0.4%
Town of Glenmore	372	82.5%	17.5%	17.2%	0.2%
Town of New Denmark	507	97.6%	2.4%	4.4%	0.3%
Town of Rockland	585	88.0%	12.0%	10.8%	0.8%
Village of Allouez	5,896	80.8%	19.2%	24%	0.6%
Village of Bellevue	6,800	64.1%	35.9%	22.2%	0.6%
City of De Pere	10,099	64.8%	35.2%	22.6%	0.4%
Brown County	109,096	64.7%	35.3%	24.7%	0.6%

Figure 5.3: Regional Comparison of Percent of Householders who Moved in 2018 or Later



Source: American Community Survey 5-Year Estimates, 2017-2022.

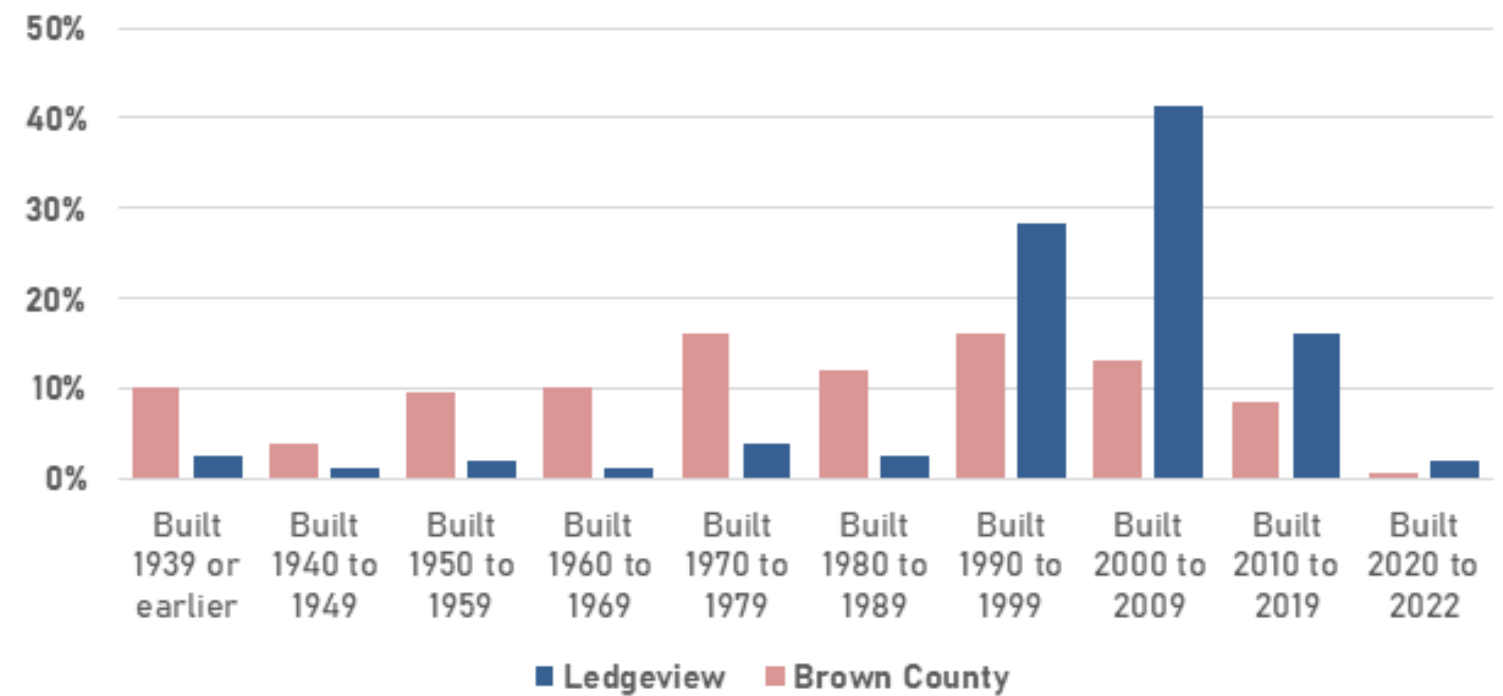
The percent of owner-occupied units in Ledgeview has increased since 2010, indicating that the Town is focusing growth on residents who would like to establish roots in Ledgeview rather than a more transient population that is more likely to rent.

### Housing Age and Structural Characteristics

The overall condition 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 2017-2022 ACS, 75 percent of the Town's housing stock was constructed since 1999 and 50 percent was constructed between 2000 and 2009. The County experienced its highest building rates during the 1970's and 1990's, and overall has a consistent housing construction distribution. The composition of the Town's housing stock by age and as compared to Brown County is outlined in Figure 5.4.

According to the 2018-2022 ACS, housing units in the Town are predominantly heated by utility gas (67 percent) or electricity (25 percent), and 4 percent by "All other fuels." Since 2019, housing units heated through gas have decreased 9 percent while those heated by electricity have increased 11 percent.

Figure 5.4: Age of Housing as a Percentage of Total Housing Stock, 2022



Source: American Community Survey 5-Year Estimates, 2017-2022.

### Housing Needs

The relationship between housing costs and household incomes is an indicator of housing affordability, which is determined by the proportion of household income spent on 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 if they encounter unemployment, unexpected bills, or other unexpected events.

Figure 5.5 shows a regional comparison of the median value of owner-occupied units in 2022. As shown in the graph, the Town of Ledgeview has the highest median owner-occupied values of any neighboring town, city, or Brown County. The median owner-occupied value is 72 percent higher than that of Brown County and 91 percent higher than the Village of Allouez.

Figure 5.5: Regional Comparison of Median Value Owner-Occupied Units, 2022

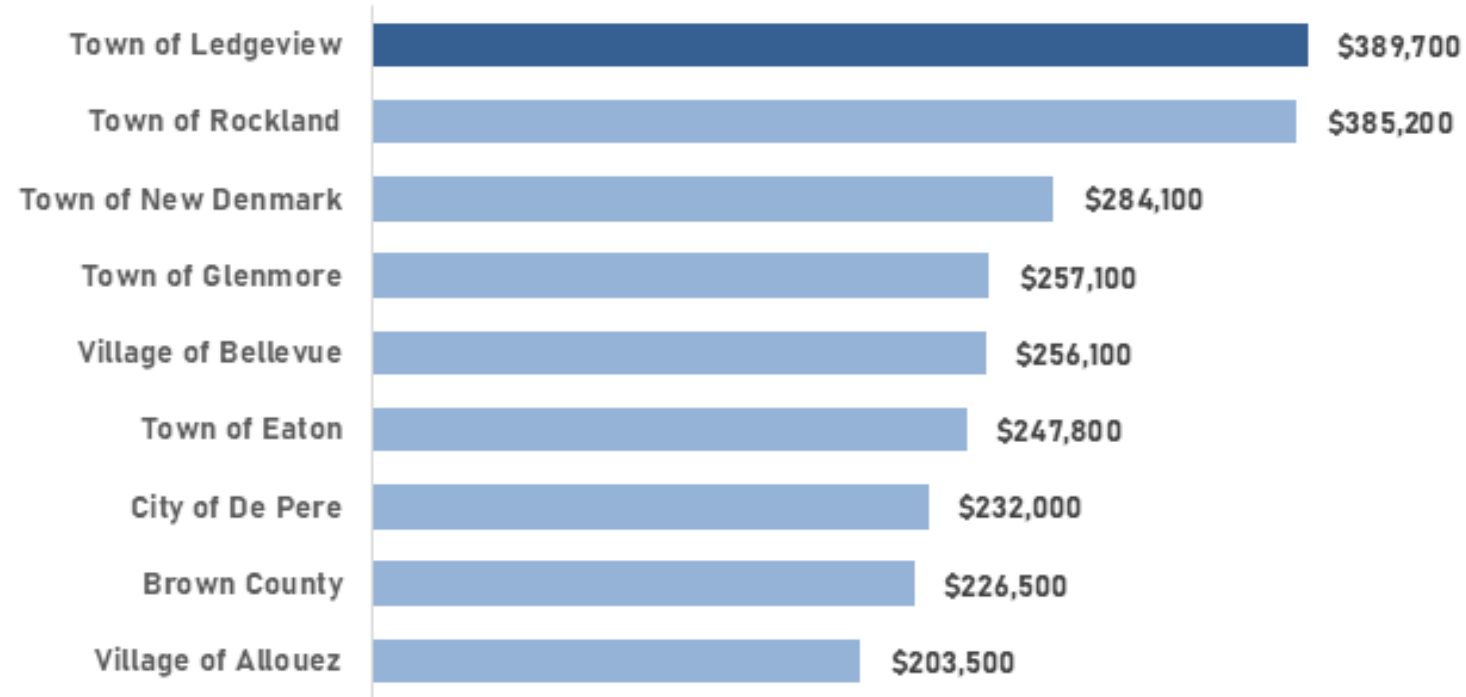
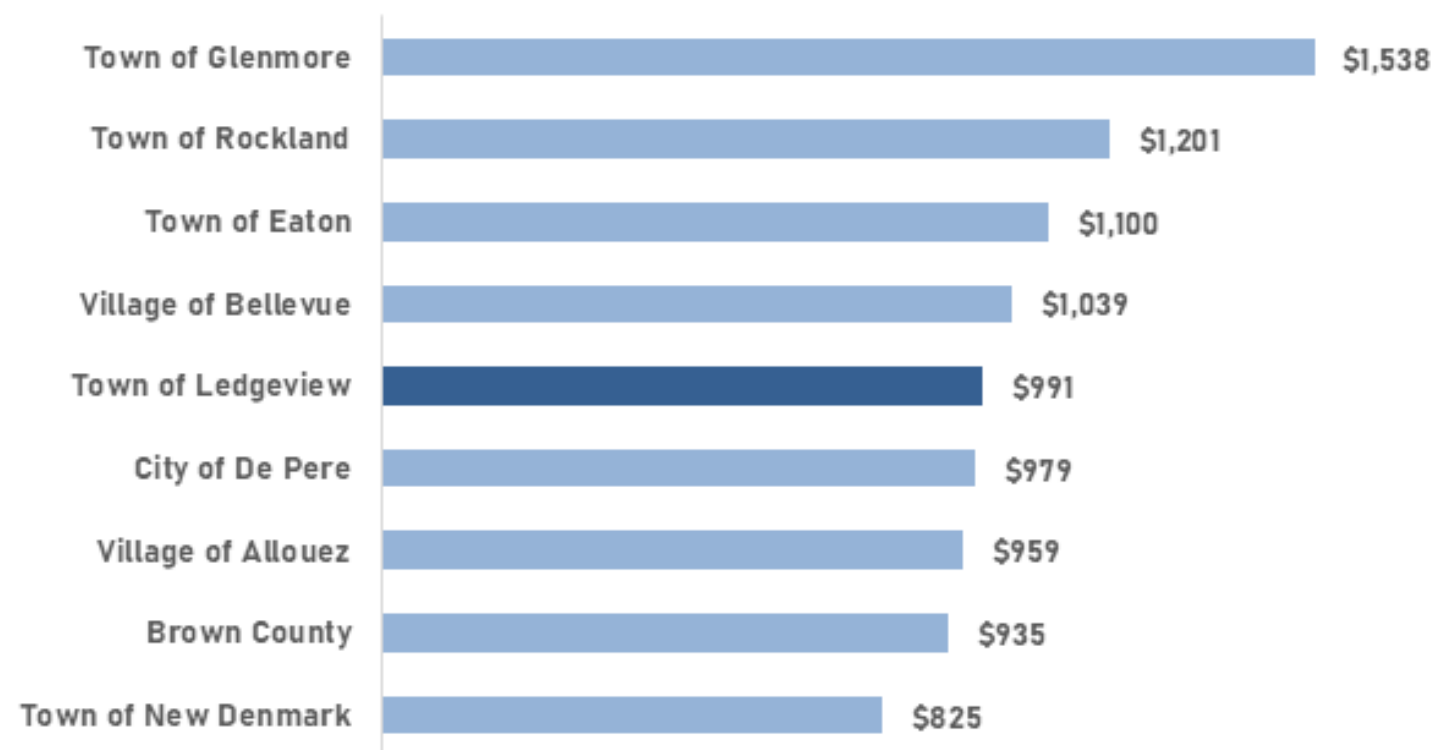


Figure 5.5 shows a regional comparison of the median value rent in 2022. In contrast to the median household value, rent in the Town of Ledgeview is average when compared to towns, cities, and the County.

Figure 5.6: Regional Comparison of Median Value Rent, 2022

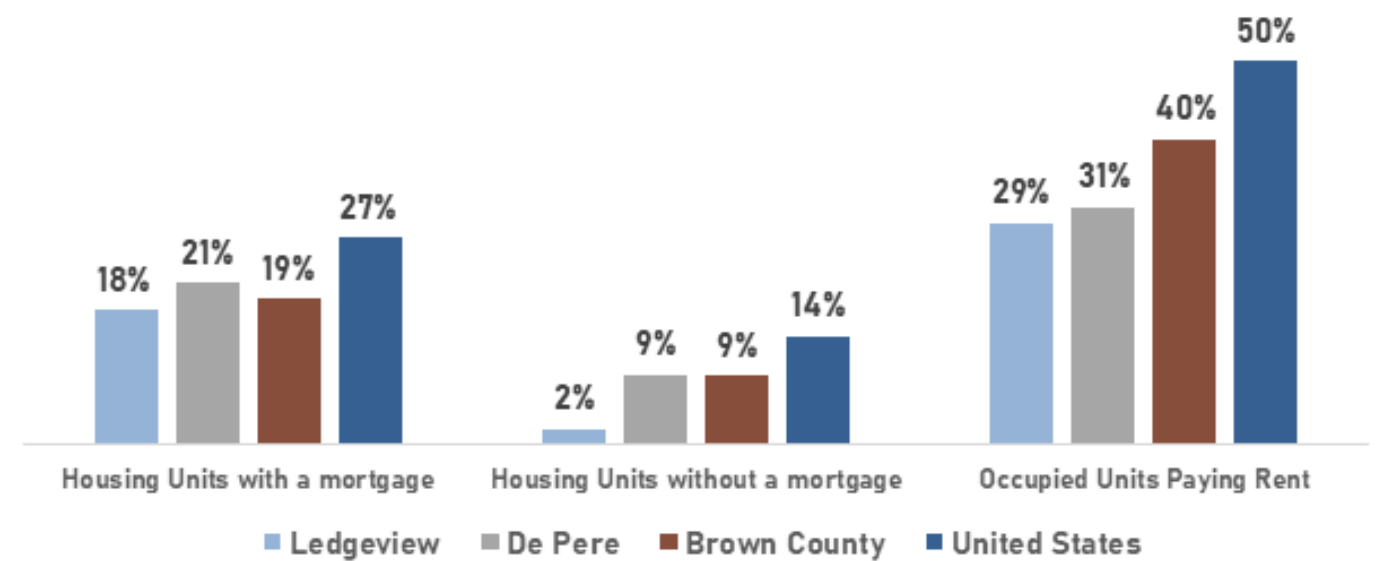


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Figure 5.7 presents a comparison of the Town, the City of De Pere, and Brown County in relation to the national standard for housing affordability. The U.S. Department of Housing and Urban Development (HUD) defines cost-burdened households as those spending more than 30 percent of household income on rent, mortgage payments, and other housing costs. Even those without a mortgage can be cost-burdened if they have a limited income and must pay for additional housing costs such as heating, insurance, maintenance. This can be especially problematic for older residents.

Around a fifth of homeowners in the Town – 18 percent – pay a disproportionate share of their income for housing, which is about the same as the City of De Pere (21 percent) and Brown County (19 percent) but less than the national average. However, nearly a third of renters in the Town pay a disproportionate share of their income on housing, which is much less than the national average and that of Brown County, but still a high percentage. This portion of the Town would benefit from more affordable housing options.

Figure 5.7: Percent of Households that are Cost-Burdened, 2022



Source: American Community Survey, ACS 5-Year Estimates

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

According to HUD, 11 affordable apartment units are located in Brown County. Of these, six are elderly units, three are family units, and two are for disabled individuals. None of the units are located in the Town of Ledgeview.

## 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](http://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.

## PLANNED NEIGHBORHOOD DEVELOPMENT PATTERN

The Town of Ledgeview is currently comprised of multiple pockets of residential development. Generally, west of Monroe Rd is smaller-lot houses with higher density and more multi-family development. Between Monroe Rd and Lime Kiln Rd is a mix of small and estate-style lots, while east of Lime Kiln Rd is rural-style residential development.

The future neighborhood development pattern will infill land in the sewer service area that is contiguous with existing development. New neighborhoods are planned in all portions of the Town. Map 4: Future Land Use indicates residential development will occur primarily as stand-alone Single-Family or in Planned Neighborhoods. Some Two-Family and Mixed Residential are also planned to occur within neighborhood centers or as a transition between commercial areas and less dense, single-family residential areas.

Some rural residential development is also likely to occur outside the sewer service area. This will primarily be located north of Dutchman Road off Glenmore Road and Hidden Valley Lane.

### Planned Neighborhood Development

Planned Neighborhoods incorporate a desired mix of housing types (single-, two-, and multi-family) that are consistent with the Town's land use goals. Non-residential uses such as parks, community facilities, and small-scale shopping and service areas are planned to provide each neighborhood with access to primary goods and services. This development pattern supports non-vehicular modes of transportation and minimizes the negative impacts of excessive vehicular through-traffic from outside of the neighborhood.

Planned Neighborhoods are mapped in several areas of the Town and are desired growth areas that should incorporate a mixture of predominantly (70 percent or more) single-family detached residential development and Two-Family or Mixed Residential, small scale Neighborhood Business, Institutional, and/or Parks/Public Open Space uses. Non-residential uses such as parks, community facilities, and small-scale shopping and service areas should be planned to serve, and be accessible, to all neighborhood residents so central locations are desirable.

Planned Neighborhoods in the Town should also strive to incorporate many different styles of architecture to break up the monotony of typical suburban development and emphasize people-friendly features like narrow streets, houses with porches, and detached garages. The Town encourages the development of various single-family housing typologies to provide distinctiveness to the community.

Planned Neighborhoods should maintain a balance of housing types (single-, two-, and multi-family), and establish a minimum net density standard of four to five dwelling units per acre.

Just east of Lime Kiln Road is one area reserved for Planned Neighborhood which will connect to the subdivisions existing to the east and address the potential for neighborhood business uses on Lime Kiln Road. Additional Planned Neighborhoods are expected to be located on the west end of Dollar Road extending through the Belle Isle subdivision to the County GV corridor and along the south side of the County GV extension south of County X. Longer term, one Planned Neighborhood has the potential to develop north of County X near Wayne Lane.

Currently the Town does not have any neighborhood development plans. However, the Ledgeview Business Park Master Plan supports traditional neighborhood development which would include some residential uses above commercial and office development within the Neighborhood Center.

### Conservation/Cluster Subdivisions

Future single-family residential development is expected to occur in areas of the Town which contain an abundance of natural resources like mature trees, creeks and wetlands, or the Ledge—generally landforms highlighted in the Brown County Environmentally Sensitive Areas Plan. These areas can be highly desirable as for individual development, but also warrant additional protection for the shared resources they contain. This presents the opportunity for clustered development, also known as conservation subdivisions, as one tool the Town can recommend or utilize in protecting natural

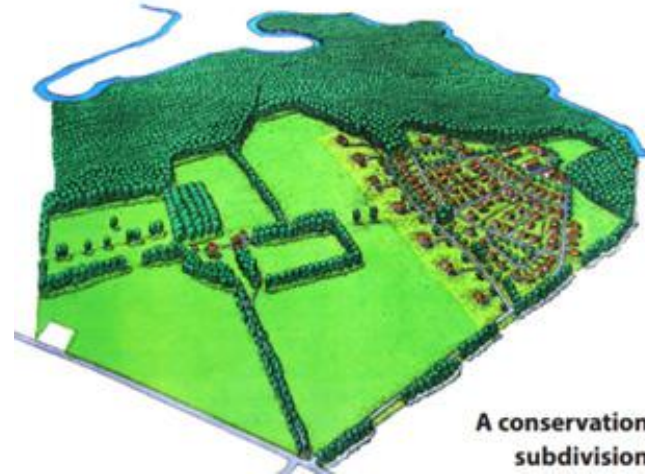


Figure 5.8: A conservation subdivision may be an appropriate development tool in the Bower Creek area to preserve natural resources. Source: Randall Arendt, *Conservation Subdivision Handbook*. <http://content.ces.ncsu.edu/conservation-subdivision-handbook.pdf>



Figure 5.9: The Meadow Ridge subdivision is an example of residential development in the Town that preserves natural resources for public benefit. Image: Brown County

resources for the benefit of neighborhood residents as well as the community at large. This development design approaches is ideal for the lower-density rural fringes around metropolitan areas such as Ledgeview.

Cluster developments differ from traditional developments in several ways. Cluster developments usually site homes on smaller lots and there is less emphasis on minimum lot size. However, the total number of homes, or density, on a given acreage does not necessarily increase over that allowed in the traditional subdivision designs. The same number of homes is clustered on a smaller portion of the total available land. The remaining land, which would have been allocated to individual home sites, is now converted into protected open space and shared by the residents of the subdivision and possibly the entire community. It is important to note that there is flexibility on the density issue; some incentive-based ordinances allow for development of more homes in exchange for providing other non-required features that are desirable to the community.

The increased common open space in cluster/conservation developments may be used for a number of purposes. Most commonly the open space is designed to protect natural areas. One principle of conservation design is that environmentally sensitive areas or important natural features must first be identified and designated as non-buildable. Then subsequent planning can ensure that home lots do not infringe on those sites and that those sites are not calculated into the total area permitted for lots. The open space can also be used for more active recreational facilities, native habitat for wildlife or plantings, agricultural production, or other allowable purposes.

Just north and west of Bower Creek, conservation subdivisions may be a desirable option where single-family residential uses are planned. Similarly, the area along the East River, west of Creamery Road, is another location where conservation subdivisions are suitable.

## HOUSING

## Housing & Neighborhood Development Goals & Objectives

### Goal:

Provide a variety of quality housing opportunities to meet the needs of current and future residents of the Town.

### Objectives:

1. Promote an adequate supply and mix of housing types for individuals of all life stages, physical abilities, and income levels.
2. Promote the development of housing types that fill the “life-cycle housing” gap between single-family homes and large, high unit count multi-family developments.
3. Prohibit rural subdivision development that is not connected to public utilities and would be inefficient to provide municipal services.
4. Identify residential development areas next to existing development to take advantage of existing utilities and public services through coordination with the Sanitary District.
5. Promote the development of homes that have front porches, recessed garages, minimal setbacks, and other “traditional” features throughout the Town.
6. Promote the development of Life Cycle housing within the Town.
7. Develop and implement residential maintenance standards.
8. Encourage new subdivisions to have a certain percentage of single family attached units.
9. Ensure that the quality of new two-family and multi-family development in the Town is consistent with the quality of other development in the community.
10. Explore restrictions that prevent the over building of residential lots and limit the acceptable amount of impervious surface.

## HOUSING & NEIGHBORHOOD DEVELOPMENT POLICIES, PROGRAMS, & 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 with the need for a range of housing types serving persons of different income levels, ages, and needs. This Plan recommends that new housing development be located near or contiguous with areas of existing development. A number of state and federal housing programs are available to assist in promoting affordable, elderly, and assisted housing in Brown County, as described earlier in this chapter.

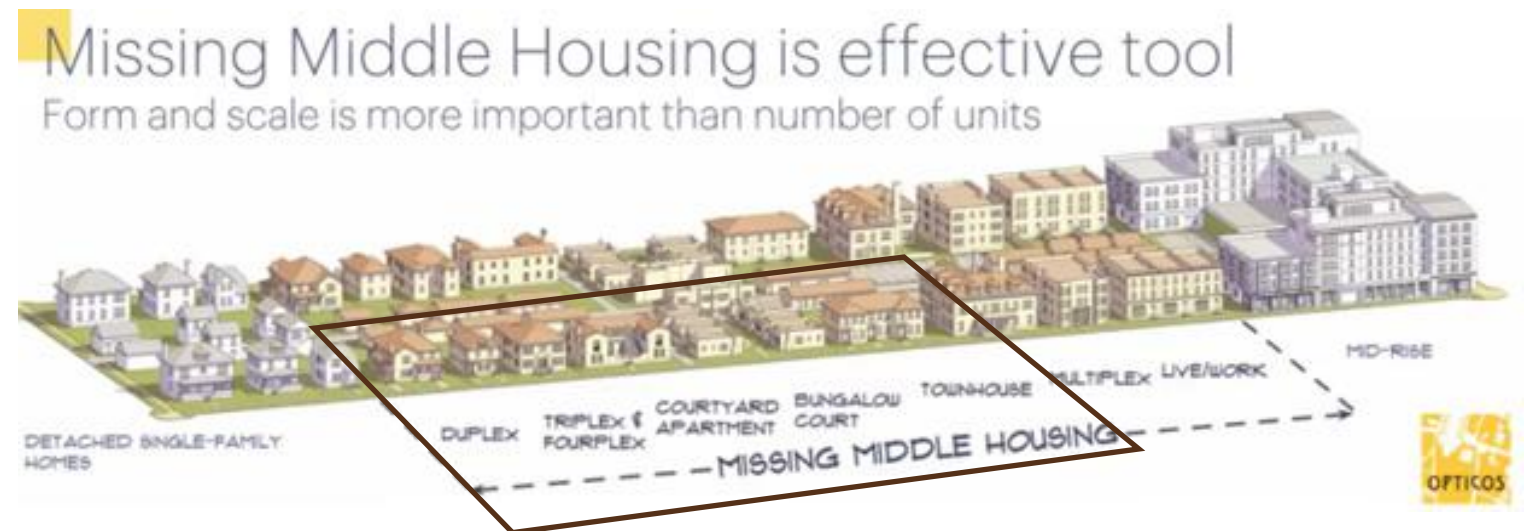


Figure 5.10: Missing middle housing types. Source: Opticos Design.

The intention of missing middle housing is to meet the needs of the community while developing a housing product that meets the expectations of neighborhood character. Missing middle provides a diversity of housing options for a wider range of residents, focusing on housing structures that fit into the single-family aesthetic while also enabling residents that wish to move to or stay in the community more options to do so. Many forms of missing middle housing – house-scale buildings with multiple units in walkable neighborhoods – can appear on the street level to be large single-family homes. These can easily blend into the traditional fabric of residential areas in the Town while also providing a greater diversity of housing types. The black box shown in Figure 5.10 identifies the types of missing middle housing that is most appropriate for Ledgeview. These smaller scale housing products would increase the housing variety in Ledgeview without sacrificing the Town’s character and appeal.

Many existing and future residents could benefit from a more diverse range of housing: new homeowners looking for an easier point of entry, longtime residents who wish to age in place in the community, and former residents who would like to return to the community in a first-time home. With the South Bridge Connector slated for construction within the next five years, Ledgeview will attract a wider range of residents who now have a more accessible route across the Fox River.

Missing middle housing is related to Life Cycle Housing, which focuses on providing as many housing choices as possible for each stage of life. Neighborhoods in Ledgeview should have a diversity of housing products so that transitioning to a new stage doesn't require a resident to lose their existing social networks and friendships. This is especially important for seniors who face the challenges of isolation and mobility limitations.

Half of community survey respondents indicated that housing for those 55 years old and over was the most needed type in the Town. Currently there are two senior living centers in Ledgeview: Caraton Commons and Angels Touch Assisted Living and Memory Care. The Town can increase its housing options for current and future senior residents through providing more senior living facilities, housing that accommodates multi-generational family structures, and through infrastructure changes that are more amenable to residents of all ages. These infrastructure changes include non-motorized transportation connections from parks to residential areas and schools.

Missing Middle Housing types range from small-scale duplex (single-family attached) or triplex developments enabling one or two additional units above single-family, to Townhouse, Multiplex and Live/Work developments that enable dozens of additional units without the size and bulk of a mid-rise apartment building. With the variety of sizes and types, missing middle housing can be strategically used to increase housing availability and diversity while maintaining neighborhood character. Townhouse and multiplex development is appropriate for the Monroe Road corridor, while Duplex, Tri- and Fourplex development is better suited for a more traditional setting like a subdivision.

As nearly a fifth of homeowners and nearly a third of renters in Ledgeview experience housing burden – that is, they pay more than 30 percent of their household income on rent or mortgage – many residents of Ledgeview could benefit from more affordable housing options offered through multifamily development.

Housing products can be tailored to meet the standards and aesthetics of an area or neighborhood. Figure 5.10 shows a number of missing middle housing types that the Town could enable. The key to bringing these types of housing through completion is through enabling code changes and developmental policies.

### AGING IN PLACE

Aging in place describes a person living in the residence of their choice, for as long as they are able, as they age. This includes being able to have any services (or other support) they might need over time as their needs change. Subdivision and public space design can be instrumental to enabling people to age in place.

- Achieve a mixture of uses, housing types, and housing densities in neighborhoods to serve differing family needs.
- Encourage mixed generations in neighborhoods by allowing mother-in-law and accessory housing units.
- Develop public facilities in neighborhoods to encourage interaction and healthy living such as sidewalks, parks, and trails.

### Continue to Implement Residential Design Guidelines

Design guidelines serve to illustrate a community's design objectives by providing suggestive drawings and/or photographs of design solutions that are acceptable in the community, so that developers know early on what is expected of them. This reduces delays and confusion during the design phase of a project and helps developers to build projects that a community considers desirable. Guidelines are a way to encourage innovation and quality in architectural and can help minimize land use conflicts. From a review standpoint, design guidelines establish a clear and consistent method for analyzing new development proposals.

The Town should incorporate architectural design that fits the context of the surrounding neighborhood, and the Town's overall character. Adjacent to single-family residential areas, the Town should encourage layouts where buildings appear as a grouping of smaller residences.

Multi-family housing provides options for the elderly, younger adults, and the workforce of many businesses. The Town of Ledgeview can use the Design Guidelines for Multi-Unit Development from 2016 (amended 2022) to encourage high quality duplex and multi-family residential development that matches the existing high-quality single-family residential development in the Town.

For example, in new subdivision development, garages that front onto the street are commonplace, which makes the street seem as welcoming as an alley. The most intrusive garages take the form of ‘snout’ garages, where all or most of the garage is closer to the street than the residence. Design guidelines may require garages to be setback behind the primary residence to reduce its prominence and to preserve the human-oriented nature of the neighborhood, or for a certain percentage of open space or other natural features on site to be preserved.

The Town should weigh community input when creating new Design Guidelines for Ledgeview. Community survey respondents indicated preferences for multi-family housing structures through image selection based on three categories: The Town in General, Monroe Road/CTH GV, and Duplexes. For the Town in General, respondents chose images that showed traditional two-story buildings with garages or parking available in front, modest yard sizes, and large trees (see Figure 5-11 below).



Figure 5-11: Multi-Family Housing Unit Examples

For development along Monroe Road/ CTH GV, community survey respondents chose more modern two-to-four story buildings with balconies, small setbacks, and landscaping. Figure 5-12 show the preferred aesthetic of multi-family development along the more commercial corridor in Ledgeview.



Figure 5-12 Monroe Road/CTH GV Example Units

For duplex development, respondents selected styles that retained the traditional single-family aesthetic common in Ledgeview with two story buildings that have prominent garages, mid-to-large yards, and modest landscaping.



Figure 5-13 Duplex Examples

The Town can also explore more types of design guidelines to help preserve rural character by concentrating denser, mixed residential development around neighborhood centers, or preventing strip development along major transportation routes.

### Neighborhood Design Characteristics

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

To foster visual interest along neighborhood streets, garages and driveways should be designed to be less dominant features of the street frontage. Garages that are recessed from the front building façade or at least even with the rest of the front façade are preferred over protruding garage doors. Locating garages farther from the street can allow narrower driveway frontage at the curb and leave more room for an attractive streetscape. Garages can also be tucked into side or rear yards or can be side-loaded to avoid a streetscape dominated by the repetition of garage doors.

Alleys and various forms of shared driveways are another means to improve the visual interest of neighborhood streets by reducing driveway curb cuts along main thoroughfares and street-facing garage doors. However, while alleys are ideal sites for utilities, they are more costly for developers to install and result in more road to maintain. This can lead to higher costs for the community as well. Alleyways are typically used in residential development with narrower lots with more houses.

Street trees have a tremendous positive visual impact on the streetscape. As trees planted along the edge of streets mature, they can often become the defining element of a neighborhood and should be incorporated into the design of neighborhoods whenever possible. This plan recommends the inclusion of street trees in all new development and subdivision proposals reviewed within the Town.

### 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 parks or open space. Homes should be arranged in desirable locations that consider topography, natural features and viewsheds, public and private access to open space, and privacy.

Ledgeview prioritizes the preservation of “environmental corridors”—an interconnected network of natural areas, parks, and open spaces that provide natural resource value. Environmental corridor planning will be a focus of future development review and approval in the Town of Ledgeview to promote a systematic and strategic approach to land conservation and encourage land-use planning and practices that are good for both nature and people. This practice will provide a framework to guide future growth, land development, and land conservation decisions that accommodate population growth and protect community and natural resources assets.

A key recommendation of this Plan is for the Town to identify conservation priority areas and develop a conservation plan map illustrating specific areas in Ledgeview with important



Figure 5.14: A comparison of residential streetscapes for single-family housing. Image: Mead & Hunt, Inc.

elements of cultural and natural resources to be preserved and/or conserved. These resources are valuable to the Town as they contribute to the community character and healthy ecology of Ledgeview. This issue is discussed in greater detail in the Natural Resources section of Chapter 7.

The Town will consider making strategic adjustments to Chapter 96: Subdivisions & Platting to better delineate the steps to be followed in the design of neighborhoods and subdivisions. Relevant adjustments would best be addressed in the “concept plan” stage of the subdivision process.

- 1. Site Inventory.** This includes detailed mapping and identification of important natural features such as wetlands, floodplains, drainageways and surface waters, steep slopes, woodlots and wooded rows. Important cultural features such as historic structures, existing farm structures, and fences and walls should also be mapped. The site inventory will help to discover “constraints” (such as legally protected natural features) and “opportunities” (such as character-enhancing natural and cultural features).
- 2. Site Analysis.** This involves processing the raw information collected in the site inventory and beginning to formulate how the site should be developed. This analysis should uncover areas which are undevelopable, areas which possess desirable characteristics that should be preserved, and areas that are developable.
- 3. Conceptual Development Plan.** The concept plan should delineate unbuildable lands, prime development areas, project entry location, roadside character zones, and existing features to be preserved and enhanced.
- 4. Yield Plan.** The fourth step is completed to determine the capacity of the site using traditional residential design parameters. The yield plan is useful in identifying the number of lots that should be planned for in the development plan, specifically of lot or density bonuses are to be made available.
- 5. Refined Site Plan.** A refined site plan translates the general organizational concepts of the concept plan into specific development design recommendations. It includes specific delineation of protected areas and features, proposed rights-of-way, proposed lot lines, and understanding of pedestrian connection. The refined site plan will dovetail into the submittal of a preliminary plat.

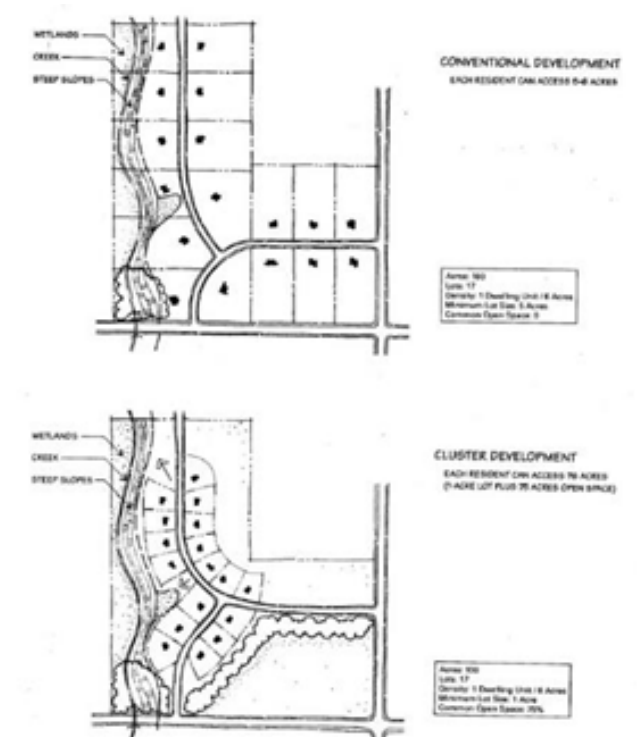


Figure 5.15: Preservation of open space and natural features as well as maintaining net density can be achieved by reducing lot size. Source: Rural Cluster Development Guide, Southeastern Wisconsin RPC.

### Encourage Cluster Development

Encouraging cluster development, or conservation subdivisions where projects are adjacent to natural areas allow for greater protection of natural features and open space—to preserve a network of environmental corridors in Ledgeview. Clustering involves the grouping of dwellings in a portion of the developable area and preserving the remaining area for open space to be utilized by the neighborhood or whole community. Benefits of cluster development include preservation of open space, wildlife habitats, viewsheds, steep slopes and unique natural features, stormwater management, increased home values, reduced infrastructure costs, and management of the location of growth within a development area. More simply put, 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.

### Connecting Neighborhoods

An important component in neighborhood development is the relative ease in which residents can access—by car, bicycle, or walking—all other residences, public spaces, institutional uses, or local businesses. Neighborhoods should contain a well-connected network of streets and blocks and connect to one another to encourage community mobility and allow residents to choose the means by which they travel. 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. Isolated and poorly accessible subdivisions can increase infrastructure costs, reduce emergency response times, reduce air and groundwater quality, and increase dependence on the automobile. The Town desires to support public health and should do so by ensuring Planned Neighborhoods provide sufficient connectivity for all modes of transportation. A challenge to creating a well-connected street network in Ledgeview is that the older, cul-de-sac neighborhoods do not have simple paths of connection to the newer, better-connected streets. An example of a recent street enhancement that created new pedestrian connections is the Dollar Road urbanization project. As seen in the two images below, between 2021 and 2023 Dollar Road underwent a reconstruction to add sidewalks to both sides of the street, creating new pedestrian connections from residential areas to Two Dollar Park.

With over 90 percent of participants in the community survey indicating that connections to parks and schools are somewhat or very important – and since this is also a top priority of the Town of Ledgeview Park and Recreation Plan – the Town will prioritize enhancing these connections for all new development and redevelopment. These changes also help to attract a wider array of residents, as non-motorized paths to access parks, homes, schools, and local businesses are more attractive to young children, teenagers, and older adults.



Figure 5.16 Dollar Lane Rd 2020



Figure 5.17 Dollar Lane Rd 2025

### Develop a South Bridge Connector Corridor Plan

Chapter 3: Transportation describes how the South Bridge Connector route will impact the Town. CTH GV will connect to Rockland Road, increasing traffic in the southwest area, which is currently agricultural and open space. This creates development opportunities along the new corridor, as shown in Map 4: Future Land Use for Planned Neighborhood and Planned Mixed Use. Housing will be a key element of this corridor. The Town should create a corridor plan to determine the type, location, and density of housing most appropriate for this area. For information on commercial development within the corridor, see Chapter 4: Economic Development.

**CHAPTER SIX:**

**COMMUNITY FACILITIES & UTILITIES**



# COMMUNITY FACILITIES AND UTILITIES

The community facilities and utilities chapter guides future development of the Town's utilities and community facilities including:

- Parks
- Police
- Fire & emergency medical services (EMS)
- Schools
- Libraries
- Sanitary sewer service
- Storm water management
- Water supply
- Solid waste disposal
- Recycling facilities
- Telecommunications facilities
- Power-generating plants & transmission lines
- Cemeteries
- Health care facilities
- Other public facilities

It also provides an estimated timetable for expanding, rehabilitating, or creating new facilities and utilities, and goals, objectives, policies, programs, and recommendations.

## COMMUNITY INPUT

### Community Survey

Public feedback on Ledgeview’s community facilities and utilities was gathered through a community-wide online survey and interactive asset mapping from April through July 2024, and a questionnaire for local officials. The following trends emerged from the community engagement:

1. When asked what amenities residents would like to see in their neighborhoods, the top five responses were:

- 1) Trails
- 2) Parks
- 3) Street Trees
- 4) Conservation Lands
- 5) Sidewalks

2. When asked what amenities residents would like to see in their parks and recreation facilities, the top five responses were:

- 1) Natural habitats or conservation lands
- 2) Wildlife viewing opportunities
- 3) Nature-based playground equipment
- 4) Sports fields or courts for emerging sports (e.g. pickleball, disc-golf)
- 5) Picnic areas

### Interactive Map

Participants in the online interactive map placed icons and comments about community assets, transportation, parks, or development. Key suggestions included the locations and neighborhoods for new park facilities, new trail and sidewalk connections, (Stone Fence Preserve and Swan Ridge neighborhoods), turning the Brown County Landfill site into park space, better connectivity and access to parks like Ledgeview Park. Also, the Ledgeview Golf Course was highlighted as a key community asset.

### Local Officials Questionnaire

Local Officials of the Town Board, Zoning and Plan Commission, Parks, Recreation and Forestry Board, and Town Staff members were asked to fill out a survey giving input on specific questions. They expressed concern about the need to expand and improve the Town’s stormwater management facilities and Fire/EMS capabilities.

# COMMUNITY FACILITIES & UTILITIES

## Town Facilities

The Town of Ledgeview Municipal Building, containing the community center and one of the Town's two fire stations, is located at 3700 Dickinson Road. Reconstructed in 2018 it accommodates 120 people and serves as the meeting place for official Town business, a community events, and elections. The facility meets the needs of the growing community and provides opportunities for future staff including firefighting crews.

## Sanitary Sewer Service

Sanitary sewer service is crucial for the health, welfare, and safety of Ledgeview's citizens. The Town's Sanitary Service Area (SSA) shown on Map 7, includes service to NEW Water's wastewater treatment plants includes a portion running through the Village of Bellevue.

Ledgeview Sanitary District No. 2 has 59.14 miles of sanitary sewer main and 1132 manholes. The Green Bay Metropolitan Sewerage District (GBMSD) handles all wastewater treatment, with users covering operation and maintenance costs through an annual levy on taxable property.

As of 2022, the Town served 2,533 single-family homes, 225 commercial establishments, 2 schools, and 770 multi-family units. The Ledgeview Sanitary District No. 2 infrastructure dept was fully paid off in 2020.

## SSA Boundary

Sanitary sewer service in Ledgeview is provided west of Lime Kiln Road and north of CTH X through Ledgeview Sanitary District No. 2's system, City of De Pere's system of interceptor sewers, force mains, lift stations, and wastewater treatment plant, and NEW Water. There are no known concerns or issues with the system, and regular inspections and evaluation of capacity are conducted.

East of Lime Kiln Road, service is provided north of Dutchman Road, around I-43's interchange with CTH MM, and southeast towards Stagecoach Road. In the northeastern portion of the Town, service is provided through the Ledgeview Sanitary District No. 2's system, Bellevue's and NEW Water's interceptor sewers, force mains, lift stations, and NEW Water's wastewater treatment plant. There are no known concerns or issues with the system, and regular inspections and evaluation of capacity are conducted.

## SSA-Intergovernmental 2004 Bower Creek

In 2003, Ledgeview Sanitary District No. 2 entered into an agreement with the Village of Bellevue to provide sanitary sewer and water service to the portion of the Village tributary to the Ledgeview Northerly Interceptor Sewer, constructed in 2003 with local collector system extensions beginning in 2004.

Also in 2003, Ledgeview and its sanitary district agreed with the Town of Glenmore to provide sanitary sewer and water service to a portion of Glenmore bounded by Scray Hill Road/Pine Grove Road, Glenmore Road, Creekview Road, and Lime Kiln Road extended. This area is outside the Town of Ledgeview's SSA.

## Anticipated Sanitary Sewer Service Needs

The Town plans to extend public sewer and water from west to east, eventually serving the entire Town. To maintain sustainable growth of the SSA, the Town set an urban development line (the SAA Boundary Line) to estimate how far services could be extended within the 20-year time frame of this Comprehensive Plan.

To ensure efficient and cost-effective sewer system, upgrades should be coordinated with water, storm water, and/or road projects. Development should prioritize existing infrastructure over new extensions encouraging compact and contiguous development patterns.

The Town should work with the DNR, NEW Water, and BCPC to ensure their sewer systems can accommodate anticipated growth and align with their planning efforts.

It is recommended that the Town of Ledgeview expand its collection and treatment systems in conformance with the growth increments identified within this plan, promoting infill development and efficient and cost-effective growth patterns.

## On-Site Sewage Disposal Systems

Onsite sewage disposal systems treat or dispose of wastewater on the site it is generated, used in areas without offsite systems. Examples include holding tanks, conventional septic systems, or pressure systems for rural home and small businesses.

The Brown County Soil Survey indicates that most of the soils in Ledgeview have severe or very severe limitations for onsite systems due to slow permeability leaving pressure systems or holding tanks as the only options. Where conditions allow, conventional systems are used.

Chapter 11 of the Brown County Code private onsite wastewater treatment systems (POWTS) to protect the health, safety of residents, and land and water resources in the county.

The Town prohibits on-site systems within the SSA-Boundary. New development outside the growth area must connect to public sanitary sewer service within a year of it becoming available, abandoning the on-site system.

## Water Supply

Drinking water, like sanitary sewer service is a key elements of urban infrastructure, often sharing easements and extended concurrently. Groundwater was Ledgeview's sole water source until 1994, when Ledgeview Sanitary District No. 2 constructed its public water system. In 2007, Ledgeview joined the Central Brown County Water Authority (CBCWA) to purchase Lake Michigan Water from the City of Manitowoc.

The District maintains 51.88-miles of water main made 552 fire hydrants, and 798 distribution valves. It has two metered intake sites from the CBCWA line; A 1,000,000-gallon reservoir is located at LW1 on Scray Hill Road, and LW2 a 100,000-gallon elevated water tower on Elmview Road. Eight pressure-reducing stations at various locations throughout the system help maintain proper flow. Two large water storage tanks were added in 2014-2015, with plans for two future 10MG reservoirs.

Ledgeview serves 2,533 single-family homes, 225 commercial establishments, 2 schools, and 770 multi-family units with back up connections to the City of De Pere Village of Bellevue.

The Town should continue long-range planning, maintenance, and funding to ensure that its water supply and transmission systems can support growth and development.

## Stormwater Management

As urban development increases, stormwater concerns rise, especially when impervious surfaces (rooftops, roads, parking lots, etc.) within a watershed reach 10 percent. Medium density residential subdivision can contain about 35 to 45 percent impervious surfaces causing adverse impacts before the majority of a watershed becomes developed.

Uncontrolled stormwater runoff affects water resources and the health, safety, and general welfare of the community. It can:

- Degrade stream habitats by increasing erosion, and diminish stream base flows
- Reduce 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 pollutants.
- Lower groundwater quality by increasing pollutants.
- Threaten public health, and property, by overloading drainage systems and increasing flood risks.
- Undermine floodplain management by increasing flooding.
- Reduce the public enjoyment of natural resources.

The Town of Ledgeview's stormwater system includes swales, roadside ditches, storm sewers, culverts, and channels and a storage system consisting of wetlands, wetland remnants, and constructed stormwater detention facilities. This system transports stormwater runoff from developed lands to the Fox and East Rivers.

### Key Milestones:

- 1994: Stormwater management plan for the western portion of Town
- 1995: Erosion control ordinance.
- 1997: Stormwater management ordinance and construction of three regional ponds.
- 2004 Stormwater management plan for the eastern portion of Town.
- 2010: Creation of Stormwater Utility District for consistent funding.

The Town of Ledgeview is a member of the Northeast Wisconsin Storm Water Consortium (NEWSC). NEWSC and holds a Municipal Separate Storm Sewer System (MS4) permit from the WDNR, which obligates the town to adopt stormwater and erosion control ordinances, provide



Figure 6.1: Town Stormwater Pond.

Source: Mead & Hunt

public education, and to remove Total Suspended Solids (TSS) from stormwater. Since 2006, the Town has reduced TSS's by more than 30 percent.

The Town must also reduce Total Maximum Daily Loads (TMDLs) for TSS and Phosphorous (P) in the Lower Fox River Basin to improve water quality. These efforts come at a significant cost, but aim to meet the Town's water quality objectives.

The Town's stormwater management plan will need to be periodically revised to ensure continued compliance with state and federal stormwater regulations. The implementation of recommendations of this plan will address the stormwater management needs of the Town during this plan's timeframe.

The Town should maintain its integrated regional stormwater management system. This includes Town policy requiring stormwater management facilities to be constructed on their own parcels, to be dedicated to and maintained by the Town.

## Advance Stormwater Best Management Practices

The Town should require developments to incorporate stormwater management facilities to mitigate negative impacts on waterways and downstream properties.

Traditional stormwater management practices quickly divert water away via storm sewers often directly into water bodies. Modern practices use retention or detention ponds to slow water runoff and improve water quality, but they do not always provide natural filtration or direct water to the groundwater supply. Improved Stormwater Best Management Practices (BMPs) manage runoff close to its source by facilitating infiltration into groundwater and evaporation, reducing peak stormwater volumes, and enhancing water quality.

A uniform stormwater management ordinance focusing on stormwater BMP is recommended, and may include strategies such as:

## Reduce Impermeable Surfaces within Developments

Development site strategies:

- Narrowing lot widths to reduce street lengths and encourage walking and bicycling.
- Minimizing street widths to control neighborhood traffic speeds.
- Set practical parking standards sensible maximums and minimums and utilize joint parking.
- Integrate retroactive stormwater improvements—SAFL baffles, bioretention, rain gardens—in roadway reconstruction projects.
- Create regional stormwater management areas for multiple development sites.

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- Individual Site Strategies:
  - Encouraging compact, multi-story structures to reduce impermeable surfaces
  - Promote underground or understructure parking where feasible.
  - Ensuring that Zoning and Building Code requirements supports housing choice by allowing modestly sized single- and multi-family housing, and
  - Encourage the use of permeable paving materials in pedestrian areas
- Stormwater Management Strategies:
  - Direct runoff to on-site or shared stormwater management facilities.
  - Require substantial landscaping areas in and around parking lots to reduce temperatures and improve air quality.



Figure 6.2: Bioswale Example. Source: Source - City of Milwaukee Green Streets Stormwater Management Plan



Figure 6.3: Bioswale Diagram. Source: Source - City of Milwaukee Green Streets Stormwater Management Plan

## Improve On-Site and Shared Stormwater Management

The following are additional, progressive techniques for on-site stormwater management:

### Preserve Natural Systems

Natural systems like wetlands and forest ecosystems manage stormwater runoff more effectively than urban ground covers (e.g., pavement, lawns). Preserving environmental corridors within helps to mitigating stormwater impacts.

### Incorporate Infiltration and Retention Areas

When stormwater basins are necessary, they should be integrated into the development pattern and should incorporate native/natural edge vegetation to maintain site functionality and enhance beauty.

## Create Rain Gardens

A rain garden captures stormwater runoff and allows it to infiltrate back into the ground. The Town should:

- Codify rain garden design standards for new developments.
- Allow rain gardens to apply toward landscaping requirements in commercial, industrial, and multi-family developments.
- Raise awareness of the benefits of rain gardens
- Promote voluntary establishment of rain gardens on individual residential lots.

## Vegetated Buffer Strips

Placing vegetation at a property's edges helps to control water runoff and filter pollutants.

This technique is particularly useful near shoreland and wetlands, as it also preserves habitats for water and terrestrial species.

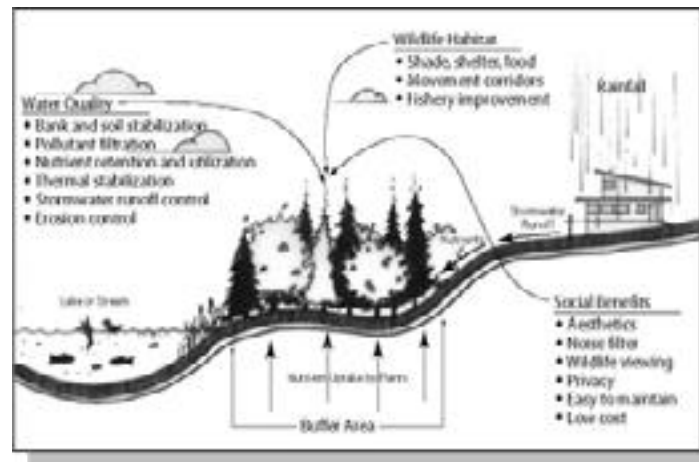


Figure 6.4: Vegetated Buffer Strip Diagram.

Source: Mead & Hunt

## Continue Requiring Progressive Construction Site Erosion Control Practices

Construction sites can produce significant sediment run-off if not properly managed. State laws require erosion control plans for sites larger than one acre.

The Town should:

- Enhance and enforce its Erosion Control ordinances to protect water quality.
- Implement progressive erosion control systems in new developments, including:
  - Silt fencing around construction projects.
  - Minimizing disturbed land area during construction.
  - Quickly reestablishing vegetation on displaced areas.

The Town will:

- Require approved stormwater drainage and erosion control plans in accordance with State Administrative Rules.
- Explore funding options for programs like the DNR Target Runoff Management Program and the DNR River Protection Grant Program to support water quality efforts.

## Libraries

The Town of Ledgeview relies on Brown County's public library system, with the nearest branch just west of the Town within the City of De Pere. The Kress Family Branch Library, located on WIS 57, opened in 2003. The Brown County Bookmobile also provides access through stops at the Kress Family Branch, De Pere Community Center, and the Town of Eaton. The Town should continue supporting the Bookmobile to ensure convenient access to the Brown County Library system.



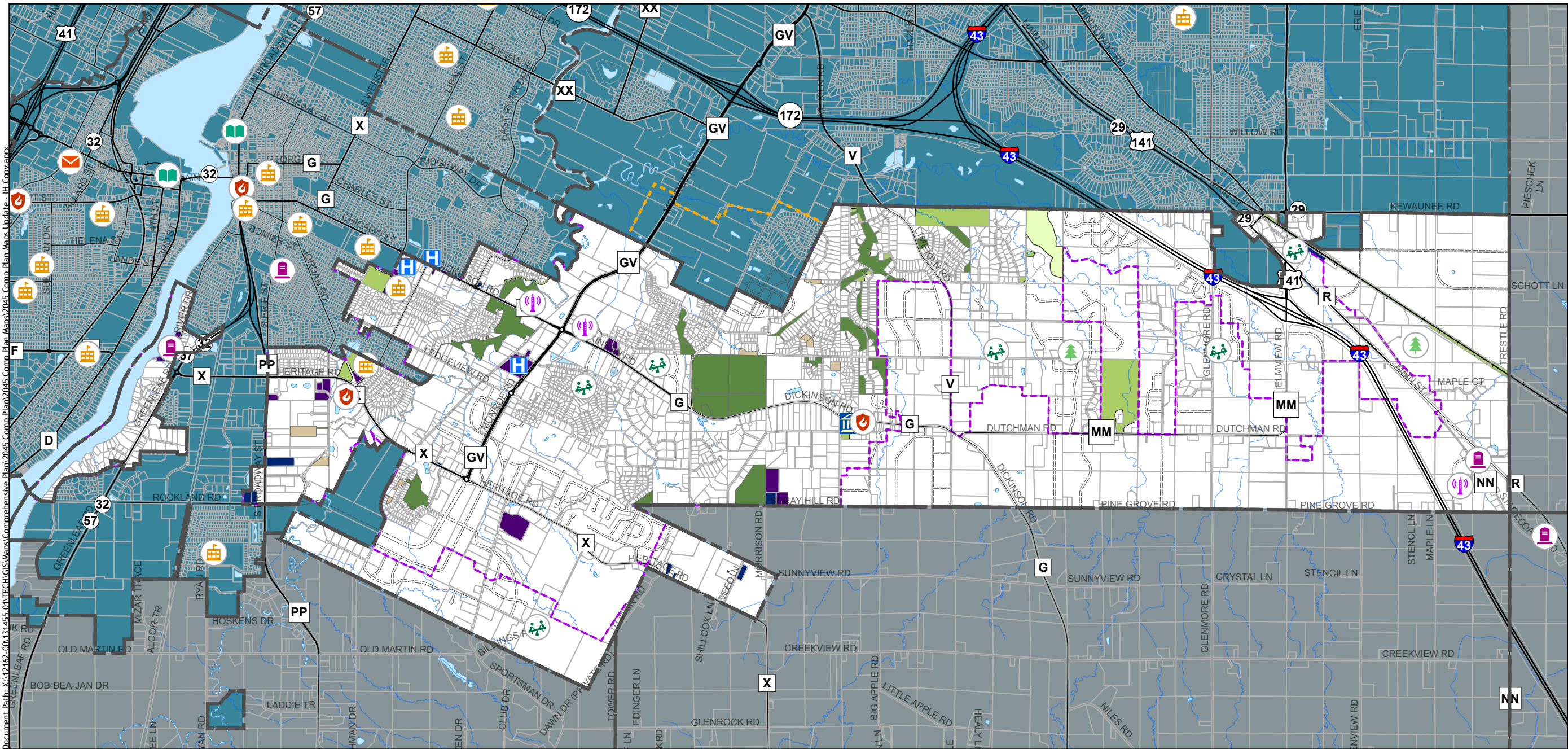
Figure 6.5: Brown County Libraries Bookmobile. Image:

[www.browncountylibrary.org](http://www.browncountylibrary.org)

## Parks & Recreational Facilities

In 2024, the Town updated its Comprehensive Outdoor Recreation Plan in conjunction with this Comprehensive Plan in order to provide for the long-term growth and preservation of its park and recreational facilities. The Town currently contains 25 park or recreational facilities including traditional parks, unprogrammed open/green space, golf courses, and trails. Table 6.2 provides an inventory of Town facilities. Details regarding a few significant Town Parks are outlined below.

# MAP 7: COMMUNITY FACILITIES & UTILITIES



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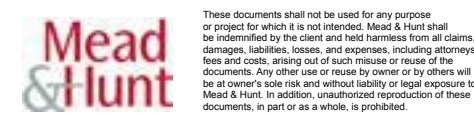
Source: Brown County



## Ledgeview 2045 Comprehensive Plan



Planning Services Provided By:



### Legend

- Corporate Boundary
- Town of Ledgeview
- City and Village Boundaries
- Town Boundaries
- SSA-Intergovernmental 2004 Bower Creek
- Sewer Service Area
- Utilities
- Governmental/Institutional
- Outdoor Recreation
- Parks
- Railroad
- Proposed Future Right of Way
- Existing Trail
- Future Community Park
- Future Neighborhood Park
- School
- Fire Station
- Cemetery
- Post Office
- Ledgeview Community Center
- Cell Tower
- Healthcare Facility / Clinic
- Library

Map Date: 5/30/2025

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Table 6.1: Park Inventory

Park/Facility Name	Acreage/ Miles (in Town)	Classification
Belle Isle Park	0.2	Pocket
Ledgeview Park (Winding Waters)	0.3	Pocket
Two Dollar Park	2.5	Neighborhood
Van Straten Park	7.4	Neighborhood
Zelten Family Park	14.3	Neighborhood
Ledgeview Park	47.0	Community
Scray Hill Park	27.7	Community
Fonferek's Glen County Park	75.3	Regional
Green Bay Country Club Golf Course	42.0	Special
Green Bay Country Club (Natural Area at Bower Creek)	39.0	Special
De Pere Middle School	29.0	School
Heritage Elementary School	22.5	School
The Crossing at Dollar Creek Phase 2 Subdivision Conservation Easement	3.3	Special
Meadow Ridge Subdivision Open Space/ Greenway	29.3	Special
Ridges of Dollar Creek Subdivision Open Space/ Greenway	35.3	Special
Ledgeview Golf Course	123.5	Special
East River Trail (De Pere Boundary - Ledgeview Park/Winding Waters Way)	1.6	Trail
Fox River Trail (not within the Town)	25.0	Trail
Old Plank Rustic Road	1.3	Trail
Tranquility Trail	0.1	Trail
Zelten Family Park Multi-Use Trail	0.3	Trail
Euro Lane - Meadow Sound Multi-Use Trail	0.2	Trail
Ledgeview Road Multi-Use Trail	0.2	Trail
Angels Path to CTH GV Multi-Use Trail	0.2	Trail
CTH GV Multi-Use Trail	2.0	Trail
Trinity Ridge Multi-Use Trail	0.3	Trail

### Future Neighborhood Parks

The Park and Recreation Plan outlines a number of other smaller neighborhood parks that are proposed within new residential areas. The timing of park development will coincide with the development of future growth areas. These neighborhood parks should ideally have a small playground or play area for neighborhood children and be located in such a way that the park will create a focal area for the surrounding neighborhood. Locating the parks adjacent to the Town's many natural features also provides additional protection to the natural features and can act as a natural learning area for children. The Town should identify critical natural areas in Ledgeview that may warrant protection from development and locate and develop the neighborhood parks with the protection of these areas in mind. The recommended locations for future parks are illustrated on Map 7. Specifics regarding the location, size and potential programming of future neighborhood parks can be found in the most recent Town Comprehensive Outdoor Recreation Plan.

### Future Community Parks

Future community parks in central and eastern Ledgeview should focus on providing complementary facilities as those in Ledgeview and Scray Hill Parks. The future community parks should be a minimum of 20 acres in area (ideally 40 acres). The Town is in need of facilities for organized athletic leagues such as baseball/softball and tennis. The development of these facilities in the future will provide and support facilities for organized activities.

### Future County Park

The Brown County Open Space and Outdoor Recreation Plan identifies a proposed County park located at the site of the existing landfill. The park should be a minimum of 75 acres and should be designed and managed to provide protection of the cedar swamp and escarpment present at this location. Natural trails and an interpretive center for the cedar swamp and escarpment could also be developed.

## Police, Fire, and Emergency Medical Service

The Town is served by the Brown County Sheriff's Department located in the Village of Bellevue, and partners with the City of De Pere for Municipal Court at De Pere City Hall.

The Town of Ledgeview Volunteer Fire Department consists of 33 members, 2 Engines, 2 Water Tenders, and 1 Support Heavy Rescue Unit, operates from two stations: the Town Municipal Building, and Swan Road at CTH X.

Emergency Medical Services (EMS) is provided via contract with De Pere Rescue (west of Lime Kiln Road (CTH V)) and County Rescue (east of Lime Kiln Road). These services are periodically evaluated to ensure public safety is provided to all Town residents.



Figure 6.6 Town Fire and Rescue Equipment. Source: Mead & Hunt



Figure 6.7: Ledgeview Fire Station #2

Source: Mead & Hunt

## Post Office

Residents and businesses in the Town of Ledgeview utilize a number of US Post Office mailing centers located in De Pere, Bellevue, and Green Bay, with the nearest located on South 9th Street in De Pere. Piggly Wiggly also provides most postal services.

## Health Care Facilities

Ledgeview primarily relies upon private healthcare providers in the City of Green Bay and services from the Brown County Health Department. The Town has two health clinics and may develop additional clinics in the future. These services will be adequate for the timeframe of this comprehensive plan. While future demand for hospitals and clinics should be met by the private sector, the Town should encourage well-designed and appropriately located healthcare facilities within its community.

## Child Care Facilities

Ledgeview relies on private childcare/daycare providers in the City of De Pere, which has several facilities. Future demands should be met by the private sector, and the Town should encourage well designed and located childcare/daycare facilities within its community

## Elderly Care Facilities

Ledgeview relies on private elderly care providers in De Pere and Green Bay, with additional services from the Brown County Aging Resource Center. The Town has several facilities, , including Angel's Touch Assisted Living and Caraton Commons.

While additional demands should be addressed by the private sector, the Town should encourage well designed and located facilities. Additionally, the Town may consider providing a senior center for recreational, educational, and other opportunities. Senior centers often share space with compatible uses like Town hall, parks, school, and other agencies such as the local park department and Brown County Health and Human Services Department, for their services and programs.

## Schools & Colleges

Ledgeview is served by three school districts, as illustrated on Map 8: Schools & School Districts and compared in Table 6.2. The De Pere Unified School District covers most of the Town, with six public and three private schools. The Denmark and Green Bay districts serve residents in the eastern parts of Town.

Table 6.2: School District Enrollment, 2014 - 2022

District Name	2014	2016	2018	2020	2022	% Change 2014-2022
De Pere Unified School District	4,148	4,349	4,518	4,525	4,555	10%
Denmark School District	1,510	1,562	1,560	1,550	1,622	7%
Green Bay School District	21,006	21,165	20,391	19,171	18,903	-10%
Private Schools (all 3 districts)	3,954	3,787	3,991	3,998	4,071	3%

Source: Wisconsin Department of Public Instruction, 2024

The Denmark school district has five public and two private schools, while the Green Bay School District has 41 public and 18 private schools. De Pere Middle School and Heritage Elementary School, part of the De Pere Unified School District, are located in Ledgeview.

St. Norbert College, immediately west of the Town in De Pere, provides over 80 undergraduate and three graduate degree programs, providing opportunities for economic development, housing, recreation, and an other resources. to support this demographic. The Town is also within the service areas of NWTC. University of Wisconsin – Green Bay, located approximately 10 miles northeast of Ledgeview, also plays a role in the Town’s economic well-being.

## Refuse, Recycling, and Yard Waste Facilities

Solid waste collection and disposal in Ledgeview is contracted through Advanced Disposal, which provides Standard-sized containers for solid waste and recycling to each resident. In 2003, Ledgeview’s solid waste has been transported to the Brown County Solid Waste Transfer Station and to the Outagamie County landfill.

In 1998, the Town of Ledgeview entered a contract with the City of De Pere to utilize the City’s compost facility for the disposal of yard wastes. Larger items and household hazardous wastes are disposed of at the Brown County Materials Recycling Facility and the Brown County Household Hazardous Waste facility, both located in the Village of Ashwaubenon.

The Town plans to redevelopment the current compost site once the southern bridge and roadway are development and built. For now, the current method of disposal and recycling is adequate, but should be periodically reviewed to ensure they meet the Town’s needs and to explore a regional approach.

## Energy and Electric Systems

Electricity and natural gas in Ledgeview are provided by Wisconsin Public Service Corporation (WPS), which serves all of Brown County and most of northeastern Wisconsin. This service is expected to continue meeting the Town’s needs. However, alternative forms of power generation like solar energy and gas-to-energy facilities should be considered. In 2008, the Town approved a project converting landfill gas to energy at the East Side Landfill. The Town is supportive of small-scale alternative energy systems including solar gardens and residential solar and will continue to evaluate these options as alternatives in the future.

## Personal Energy Systems

As energy costs have risen, more Americans are utilizing personal energy systems like photovoltaic solar, solar thermal, small wind, geothermal, and wood-fired boilers. state and federal tax incentives have made these systems more affordable. The Town supports the use of personal energy systems in accordance with its ordinances.

The Wisconsin Solar and Wind Access Law (66.0401, State Stats.), defines how local governments are permitted to regulate solar and wind energy systems. These laws cover zoning restrictions by local governments, private land use restrictions, and system owner rights to unobstructed access. Under the law, counties, towns, villages, and cities may not place any restriction on the installation or use of solar or wind energy systems unless the restriction:

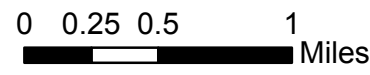
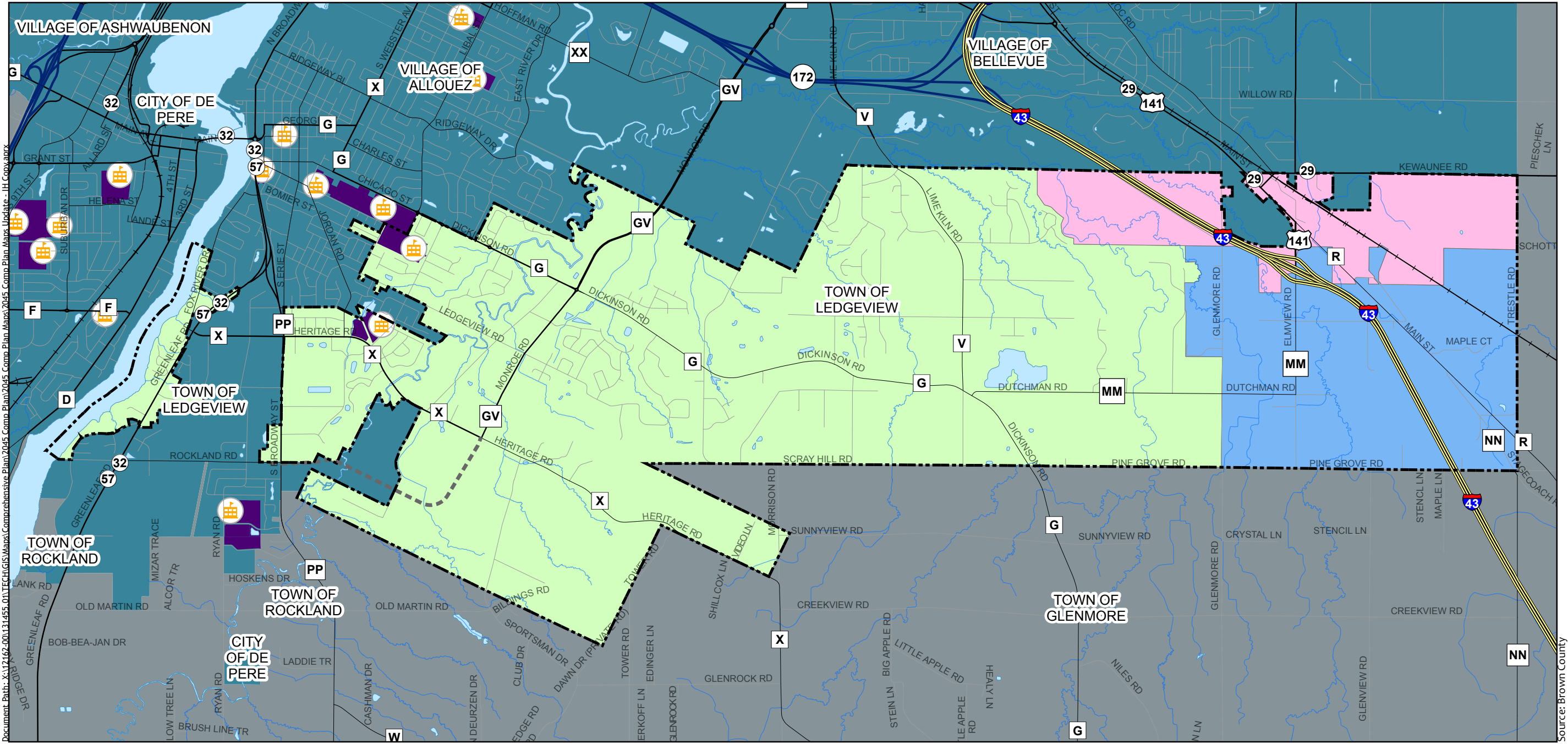
- Protects public health or safety
- Does not significantly increase system cost or decrease its efficiency
- Allows for an alternative system of comparable cost and efficiency

The law prohibits unreasonable public land use controls and allows for local permitting procedure to guarantee unobstructed access to wind or solar resources. Permits will not be granted if obstruction already exists or are in advanced planning stages.

## Telecommunications

SBC/Ameritech provides landline phone service to most of the Town (west of CTH MM), while CenturyTel service the remainder. Both offer internet access by cable modem and DSL. With increasing demand for high-speed Internet access and cellular communications, many communities are proactively ensuring these services are provided efficiently and equitably. The Town should consider studying its telecommunication services to ensure it is meeting the Towns’ needs.

# MAP 8: SCHOOLS AND SCHOOL DISTRICTS



**Ledgeview 2045**  
Comprehensive Plan



Planning Services Provided By:



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## LEGEND

- Corporate Boundary
- Green Bay MPO Boundary 2045
- Town of Ledgeview
- City and Village Boundaries
- Town Boundaries
- School Property
- School
- DePere Unified School District
- Denmark School District
- Green Bay School District
- West DePere School District

Map Date: 4/23/2025

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### Cellular Towers and High-Speed Internet

Recent changes by the State Legislature to the tower siting law have limited community input for cellular towers. The Town should work with cellular providers to collocate facilities, ensure adequate easements and implement design standards and screening.

High-speed internet access is crucial for economic competitiveness. Implementing Wi-Fi zones within publicly owned spaces such as parks, community centers, and municipal buildings. Cost of providing such a service is typically borne by the local government, but public-private partnerships to manage the ongoing cost of the internet connection.

Wi-Fi zones is one way the Town can retain and continue to attract younger generations and/or the types of development these generations desire. Some areas well suited for the application of Wi-Fi might include the Olde School Square NCD, Ledgeview Park and Scray Hill Park, and other places where people tend to congregate.

### Fiber Optic Internet

Fiber optic internet is gaining popularity and becoming more accessible, offering reliable high-speed internet connections with minimal outages. Brown County is expanding its fiber optic accessibility, benefiting municipalities, businesses and residents. Figure 8 shows the existing and proposed fiber optic cables in the Town and surrounding areas.

### Cemeteries

Ledgeview has two cemeteries: one on the east side of I-43 and Greenwood Cemetery on the far western edge of WIS 32. While future demands should be met by the private sector, the Town encourages well-designed and appropriately located cemeteries.



*The City of Madison, Alabama – a community of 46,450 people located near Huntsville – offers public Wi-Fi in the downtown. The initiative began with the intent of having Wi-Fi for special events in the downtown – a collaborative effort between the city and businesses. Based upon the positive public reaction, it was expanded to 24/7 availability. The signal bandwidth can be adjusted, so it is set to a lower range during normal times and increased for big crowds during special events.*

# COMMUNITY FACILITIES & UTILITIES GOALS & OBJECTIVES

## Goal:

Provide 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 Ledgerview residents and businesses.

## Objectives:

1. Coordinate public facility improvements with transportation improvements for cost-effective project implementation.
2. Encourage development within existing sewer service areas for cost effective provision of sanitary and water services.
3. Evaluate the need to expand active and passive recreational opportunities and preserve open space within the Town.
4. Update the Town's land dedication and fees-in-lieu of dedication ordinances to reflect recommendations from the CORP.
5. Continue to update the Town's parks based on changing needs in the community and to provide areas and facilities that support recreational activities for all ages and abilities.
6. Continue the Town's long-range planning, maintenance, and funding activities to ensure that its water supply and transmission system remain adequately sized for anticipated growth and development.

In 2024, the Town updated its Comprehensive Outdoor Recreation Plan in conjunction with this Comprehensive Plan in order to provide for the long-term growth and preservation of its park and recreational facilities. The Town currently contains 25 park or recreational facilities including traditional parks, unprogrammed open/green space, golf courses, and trails. Table 26 provides an inventory of Town facilities. Details regarding a few significant Town Parks are outlined below.

Figure 6.8: Public Works Building, Ledgerview 2022



Source: Mead & Hunt

## COMMUNITY FACILITIES & UTILITIES POLICIES, PROGRAMS, AND RECOMMENDATIONS

### Maintain and Enhance Town Services and Facilities

The Town will continue to provide quality, cost-effective services and facilities for its residents, businesses, and visitors. The Town will also continue to contract for services including refuse, recycling, and composting and continue to partner with surrounding and overlapping municipalities to provide police and EMS services. Several Town facility upgrades are anticipated within the time horizon of this Plan.

- Fire Station #1 is anticipated to be expanded to provide for full time Fire/EMS personnel operating a 24-hour shift.
- Town Community Center is expected to be added onto to provide additional office space for Town staff.
- Public Works building to be expanded to include two new bays for equipment storage and a mechanic's bay.
- Fire Station #2 to be remodeled to provide housing for Fire/EMS staffed shifts from that building.

### Maintain and Enhance Town Recreational Facilities

The Town owns and maintains several park facilities. Over the planning period, the Town will carefully evaluate the existing facilities and document the need for improvements or desire to enhance its current facilities. The Town of Ledgeview Park and Open Space Plan provides policies and recommendations for maintenance and enhancement of parks and recreational facilities. Further, the Town implements a park improvement fee on new residential development to fund the installation of play equipment and make other improvements to Town parks and permitted by State Statutes. The Park and Open Space Plan is adopted as a detailed component of this "Smart Growth" Comprehensive Plan, and the Town will strive implement the recommendations of both important adopted Plans. The Park and Open Space Plan will be updated every five years to ensure the appropriate level of service is provided. The Town Park Committee will be responsible for completing Park Plan updates in 5-year increments. The Town requires a parkland dedication, or payment of a fee in lieu of dedication, for all new development in the community.

### Evaluate Implementation of a Purchase of Development Rights (PDR) Program to Preserve/Expand Recreational and Open Space Amenities

The creation of a PDR program provides a means of preserving natural and agricultural landscapes. Programs such as this are typically voluntary, and financially compensate a landowner for preserving the important ecological or landscape feature in perpetuity. An easement is used to protect its conservation values, the landowner is paid for the developmental value of the land and the easement is attached to the landowner's deed. The easement stays on the deed even if the land is sold or passed on through inheritance, thereby assuring that development will not occur on that particular property. The landowner controls the land and use of the land not covered by the conservation easement. The land is still owned by the landowner and can be transferred, deeded or sold just as any other piece of property.

The Town should develop a ranking system to prioritize lands to be preserved by the PDR program. The following criteria will be used to determine the ranking of each application: quality of the ecological feature or landform, development pressure (based on such factors as proximity to sewer services and other developing lands); other features (such as important natural areas or archaeological sites); financial considerations (including whether the landowner is willing to receive payments for the easement in installments and whether matching funds are available from other sources to buy an easement on the property); and proximity to other protected land. Since funds to purchase easements in the town will be limited, the ranking system is an objective method for determining which properties should be protected first.

### Increase Sustainability and Green Building

Another way for communities to increase efficiency and differentiate themselves is to implement and promote sustainable development practices and green building design. There are several avenues available to local government to increase sustainability, maintain services, and grow with minimal impact upon the environment. These avenues can take place on an individual or community level. Some initiatives include:

#### Construction

Using renewable building materials as much as possible (including lumber certified by the Forest Stewardship Council), diverting construction waste from landfills for recycling and/or reuse, recycling furniture and appliances, buying locally manufactured products, controlling construction site runoff, and maintaining healthy air quality during construction.

## Energy

Purchase renewable energy from utilities such as through the Nature Wise Program with Wisconsin Public Service Corporation, install LED fixtures and light sensitive switches, purchase Energy Star products, insulate buildings properly, maintain a slightly warmer temperature in the summer and slightly cooler temperature in the winter.

## Transportation

Carpool, utilize public and alternative transit when possible, consolidate trips, drive a fuel-efficient vehicle, have tires properly inflated and vehicles properly maintained. Support multi-use paths and complete streets policies and practices.

## Stormwater / water quality

Preserve wetlands, do not build in the floodplain, preserve drainage swales and low-lying areas as well as aquifer recharge zones, minimize application of chemicals to lawns and crops, minimize impervious surface area and runoff (possibly install pervious pavements), install bio-filtration buffer strips in large parking lots, and include rain gardens as a requirement for all new development.

## Parks and natural areas

Preserve priority open space and natural areas in conjunction with development to aid with stormwater management and groundwater recharge.

## Purchasing

Buy environmentally friendly products. These include cleaners, paints, furniture, carpeting etc. that have been certified by organizations such as Green Seal or Green Guard Environmental Institute or received the Energy Star rating.

## Implementation

Research opportunities for the community and municipal government to implement sustainable initiatives.

During construction and renovation projects, architects and builders have an opportunity to increase the efficiency of a building and minimize the impact on the environment. In the U.S., buildings account for roughly 33 percent of total energy usage, about 66 percent of our electricity, and over 12 percent of water consumption, not to mention the fact that they transform the land from open and natural area to impervious surface.

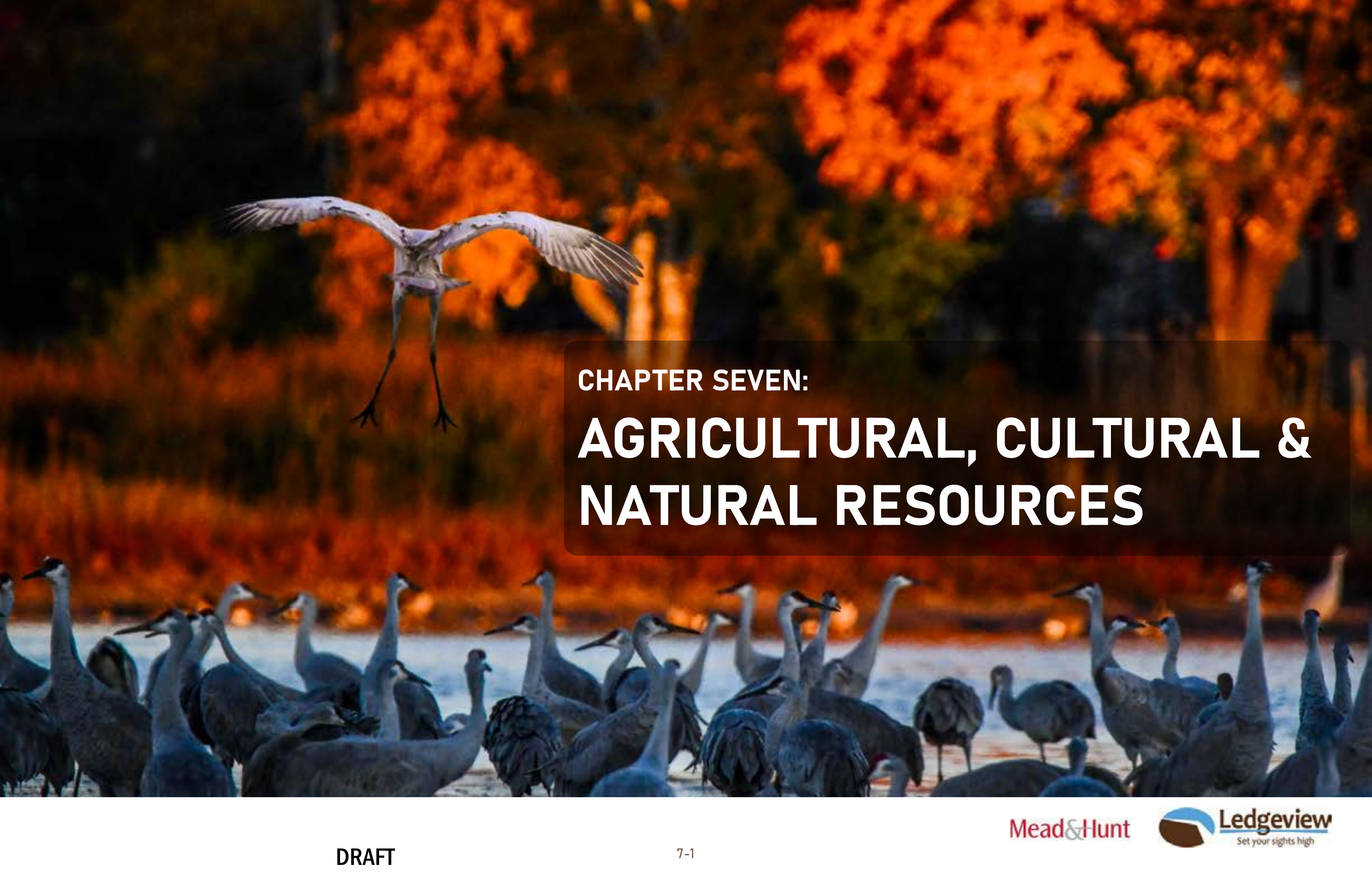
## Leadership in Energy and Environmental Design (LEED)

Leadership in Energy and Environmental Design, or LEED, is a mechanism for the evaluation and certification of buildings that strive to maximize the efficiency of the building while minimizing its impact on the environment. These designs also work to make the building healthier for its inhabitants than regular standards call for. The LEED “green building” rating system allots points for achieving goals as set out by LEED. The program is voluntary, market-driven, and based on accepted energy and environmental principles that strike a balance between established practices and emerging concepts. Buildings become certified once they earn 21 points but earn higher ratings as they increase their total.

By undertaking sustainability initiatives and instituting green building design when possible, Ledgeview may lessen its impact on the environment and become a more energy efficient community. The Town would be recognized for a commitment to environmental issues, receive positive publicity, and potentially qualify for a growing array of state and local government funding and program initiatives.

The Town should consider all these elements in future development within the Town. In addition, the Town should look at conducting a Sustainability Plan with the goal of enhancing the community’s health and quality of life.

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CHAPTER SEVEN:

# AGRICULTURAL, CULTURAL & NATURAL RESOURCES

# AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

This chapter contains a compilation of goals, objectives, policies, programs, maps, and recommendations for the conservation, and promotion of the effective management, of agricultural, cultural, and natural resources. These resources include:

- Productive agricultural areas
- Metallic and 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
- Community design
- Recreational resources
- Other natural resources

## COMMUNITY INPUT

Community input regarding the importance of agricultural, cultural, and natural resources on the daily lives of residents was gathered from the community survey. In general, Town residents desire to maintain the open space and natural amenities that make Ledgeview a great place to live. Additionally, there was a strong emphasis on retaining agricultural lands.

### Community Survey

A number of questions included in the survey focused directly or indirectly on agricultural, cultural, and natural resources in the community. When asked how important are natural areas to you, 74% of respondents selected “Very Important, I love to see and use them” and an additional 23% of respondents selected “Somewhat important I expect to see them but I don’t use them”. Together, 97% of respondents indicated that natural areas are important to them.

Additional notable information gained from the survey:

The top five requested amenities respondents would like to see in their neighborhood were:

1. Trails (62%)
2. Parks (52%)
3. Street Trees (50%)
4. Conservation Lands (Wetlands, woods) (49%)
5. Sidewalks (42%)



Figure 7.1 Ledgeview Park;  
Mead & Hunt, Inc.

When asked what is most needed in the Town of Ledgeview, 42% responded with gathering spaces, the top five requested amenities or features respondents would like to see in parks and recreation areas were:

1. Natural habitats or conservation areas (62%)
2. Wildlife viewing opportunities (52%)
3. Nature based playground equipment (49%)
4. Sports fields or courts for emerging sports (e.g pickleball, disc-golf) (48%)
5. Picnic Areas (43%)

The top three most frequented natural resource areas were:

1. Fox River (60%)
2. East River (60%)
3. Fonferek’s Glen County Park (56%)

When asked what role the Town should play in protecting and preserving quality of life and shared natural resources (air, water, farmland, viewsheds), respondents answered:

1. **Advocate:** Pursue outside funding to match local funds to preserve and protect natural areas and agricultural land (65%)
2. **Educator:** Provide materials to inform property owners of ordinances and regulations (62%)
3. **Enforcer:** Improve and expand enforcement of town ordinances (51%)
4. **Regulator:** Impose ordinances and regulations (45%)

### Interactive Mapping Tool

In addition to the community survey, the Town utilized an interactive mapping tool allowing participants to add symbols to a map of Ledgeview with comments on what they’d like to see or callout in specific locations. Many of the comments directly tie to agricultural, cultural, and natural resources in the community. A few respondents highlighted the Ledgeview Golf Course as a valued community asset. Others listed natural areas around subdivisions enhance the desirability of the neighborhoods. Furthermore, many respondents used the tool to brainstorm where future parks could be created or how additional trails in certain neighborhoods could lead to greater connectivity of natural areas.

# AGRICULTURAL RESOURCES

The amount, location, and type of agricultural lands plays a tremendous role in defining community character and quality of life in the Town of Ledgeview. Productive agricultural operations reflect the community’s history and identity and help sustain vital industries and sources of income important to Town residents. The seasonal changes of growing crops, the colors and textures of farm fields, and the architecturally significant farm buildings all contribute to the rural character of the community. In addition, when agricultural resources are protected and sustained, clean air, clean water, quality of life, and adjacent property values are all positively impacted.

Agriculture has historically been, and continues to be, the dominant land use activity in the Town of Ledgeview. Forty percent of the land in the Town is devoted to agricultural use, however; that number is decreasing. As development expands east and along major roads, the Town must avoid fragmentation of agricultural lands. Fragmenting farmlands puts pressure on active farmers, has the potential to generate land use and operational conflicts, and limits farmer efficiency. Agriculture areas are important resources in the Town, and balancing the appropriateness of their location with the desire for new development is a challenge this plan seeks to address.

## Character of Farming

In 2017 Brown County published the 2017 – 2027 Farmland Preservation Plan (FPP), which examined the conversion trends of agricultural land to developed land uses since the previously certified plan in 1985. According to the FPP, between 1970 and 2016 approximately 65,000 acres of agricultural land in Brown County was converted to other land uses. In 2010, for the first time ever, agricultural lands totaled less than 50 percent of land uses in the county. Table 7.1 illustrates this change.

Between 1980 and 2002, approximately 41 percent of agricultural lands (3,394 acres) were lost within the Town of Ledgeview. However, between 2002 and 2020, only 8 percent (711) acres of

TABLE 7.1: AGRICULTURAL LAND USE CHANGES IN BROWN COUNTY, 1970 - 2016

Year	Acres	%of County Land Use	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	180,331	52.6	-21,337	-10.6%
2016	168,686*	49.2	-11,645	-6.5%

Source: 2017-2027 Brown County Farmland Preservation Plan

\*Does not include farm buildings

agricultural lands were lost. This loss is primarily attributable to new development rather than the gradual reversion of idle agricultural lands back to woodlands, wetlands, or other open spaces.

TABLE 7.2: AGRICULTURAL LAND USE CHANGE IN LEDGEVIEW, 1980 - 2020

Land Use	Total Acres				Change 1980-2020	% Change 1980-2020
	1980	2002	2015	2020		
Agricultural	8,341	4,947	4,866	4,236	(4,105)	-49%

Source: Brown County Land Use Inventory, 2020, Mead & Hunt, Inc. 2024

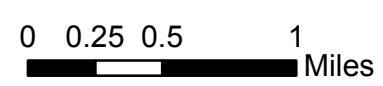
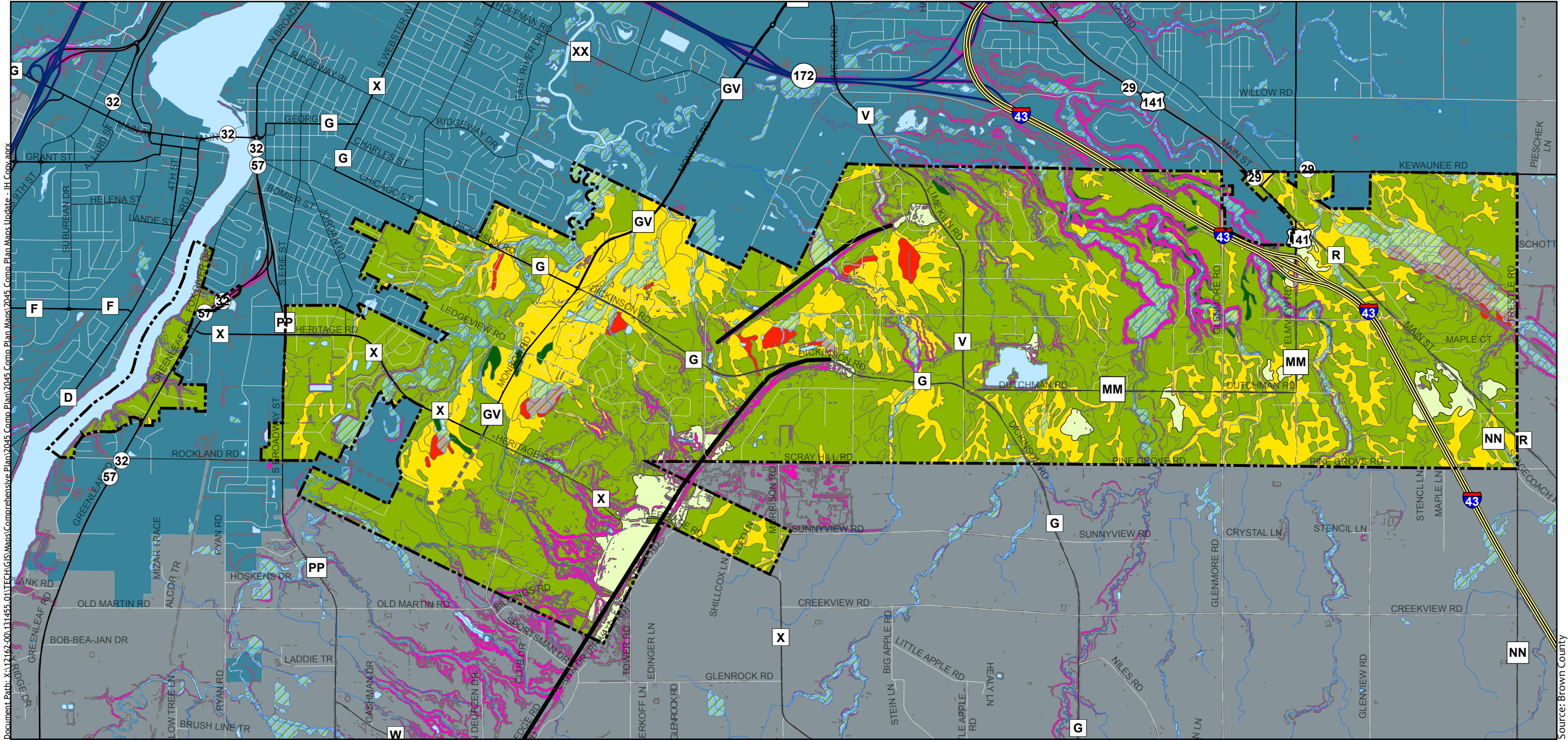
## Assessment of Farmland Viability - Soils

Just as important as understanding the character and location of farmland is understanding the physical characteristics, or viability, of the land. Glaciation is responsible for the general soil conditions found in the area. Unlike areas unaffected by glaciation where soils are formed by weathering of local bedrock, Ledgeview’s soils are composed of glacially eroded rock material that was carried by the ice sheets or from surface material that was pushed by the advance of the glacier. When the glacial advance stopped, the ice sheets melted and deposited the materials they had carried over the area. These deposited materials are called glacial till or outwash and, together with other soil forming factors, including vegetation, have formed the soil that covers the Town today.

According to the Soil Survey of Brown County, there are three major soil associations present in the Town of Ledgeview; the Kewaunee-Manawa, Oshkosh-Manawa, and Oshkosh-Allendale-Tedrow. The Kewaunee-Manawa association consists of deep, well drained to somewhat poorly drained, nearly level to steep soils that have a dominantly clayey subsoil on glacial till plains and ridges. This soil series occupies the eastern portion of the Town. The Oshkosh-Manawa soil association is found in the western portion of the Town. It is similar to the Kewaunee-Manawa soils in its physical properties and behavior.

The Oshkosh-Allendale-Tedrow soil association covers the central portion of the Town, and generally follows the East River. This association consists of deep, well-drained to somewhat poorly drained and nearly level to steep soils that have clay and sand subsoils on glacial lake plains that are dissected by narrow V-shaped valleys. The Oshkosh soils are generally suited for agricultural crops. The Allendale series are somewhat poorly drained soils, and wetness is a limitation for agricultural use. The Tedrow sands are loamy and somewhat poorly drained, and wetness is a main limitation for use. Map 9: Soils shows the drainage ability of soils within the Town.

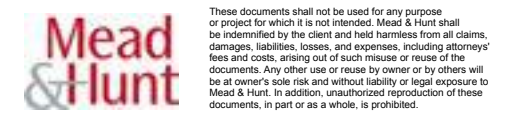
# MAP 9: SOILS



**Ledgeview 2045**  
Comprehensive Plan



Planning Services Provided By:



**LEGEND**

- Town of Ledgeview
- Stream
- SOIL DRAINAGE
- City and Village Boundaries
- Surface Water
- Excessively Drained
- Town Boundaries
- Slopes > 20%
- Well Drained
- WDNR Wetlands
- Niagara Escarpment
- Poorly Drained
- Very Poorly Drained
- Not Rated

Map Date: 4/23/2025

## Productive Agricultural Lands

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 availability of an area to grow crops. Soils that have few limitations are included as prime farmland. The Natural Resource Conservation Service ranks soil suitability for different uses into eight capability classes, with Class I 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.

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 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 grow crops. Most of these areas are located along CTH GV as well as north of CTH G and west of CTH V where recent residential development has occurred. Topography and the presence of the Ledge also play a large factor in the Town. As such, a significant portion of product farmland is found atop the Ledge in the southern and eastern reaches of the Town.

## County and State Farmland Preservation Efforts

In response to the trend of farmland loss not just in Brown County but also statewide, the State of Wisconsin undertook an effort in 2009 to modernize the state's farmland preservation program. The Wisconsin Working Lands Initiative (WLI), administered by the Department of Agriculture, Trade, and Consumer Protection (DATCP) 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.

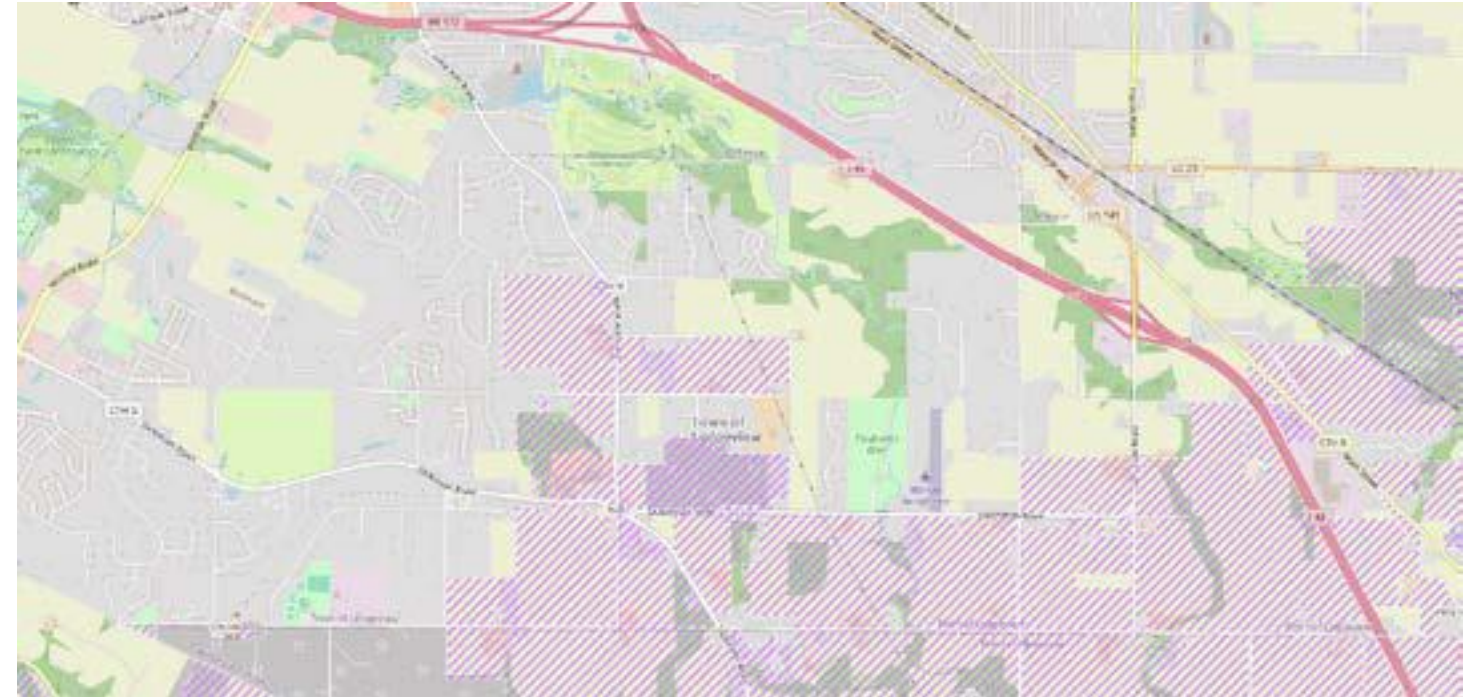


Figure 7.2: Town of Ledgeview Farmland Preservation Areas. Farmland Preservation, DATCP. <https://datcpgis.wi.gov/maps/?viewer=fpp>. Accessed April 10, 2025.

The Town of Ledgeview contains numerous areas which are Farmland Preservation Plan Areas, as indicated on Figure 7.2. These areas comprise a total of 2,305 acres. No AEAs exist within the Town. Conversely, the Town of Glenmore to the immediate south has over 90 percent of its land in Farmland Preservation Areas with specific farmland preservation zoning. While the amount of land dedicated to agricultural operations is decreasing in the Town of Ledgeview, its significance in other portions of Brown County – including its immediate neighbors – remains high. The Town must continue to plan for the continuation of agricultural operations both within its jurisdiction and to its south and east.

The majority of the Town of Ledgeview's undeveloped agricultural land area is susceptible to development because it is not included in the County's FPP. Agricultural land outside dedicated farmland preservation areas do not have regulatory or other policy mechanisms (related to agricultural preservation) in place to effectively limit nonfarm development over the next 20 years.

## AGRICULTURAL RESOURCES

### AGRICULTURAL RESOURCE GOALS AND OBJECTIVES

#### Goal:

Balance the use and preservation of agriculture in a sustainable manner so as to enhance its long-term viability and maintain the character of the rural portions of the Town.

#### Objectives:

1. Promote the preservation of Brown County's irreplaceable resources, such as soils, surface and ground water, and wildlife habitat, through means, such as agricultural best management practices, erosion control, stormwater management, and land acquisition.
2. Promote infill development to limit sprawl into agricultural areas.
3. Work with Brown County to evaluate the economic impact of agriculture and agricultural-related businesses on the Town's economy.
4. Direct subdivision development to areas currently served by public utilities and for which the Town recommends extension of public utilities in order to retain agricultural lands and land uses as long as appropriate and feasible.
5. Work with Brown County to encourage orderly, efficient development patterns that minimize conflicts between urban and rural uses.
6. Preserve productive agricultural lands through innovative preservation and development techniques, such as purchase or transfer of development rights, farmland preservation, and agricultural planning programs.

### AGRICULTURAL RESOURCE POLICIES, PROGRAMS, AND RECOMMENDATIONS

#### Direct Intensive Development Away From Productive Agricultural Operations

Large-scale residential, commercial, and economic development projects, which have the greatest opportunity for conflicts with agricultural uses and detract from open space and natural corridors, should be directed away from existing farms, areas of farm operations, and environmentally sensitive areas. The Town of Ledgeview intends to direct intensive development toward planned development and urbanizing areas served by public utilities in the Town like the I-43 Business Park, Olde School Square area, and along the CTH GV corridor. Specific development areas and criteria will be guided by Town ordinances and neighborhood/area plans.

#### Explore the Purchase and Transfer of Development Rights

The creation of a Purchase and/or Transfer of Development Rights (PDR/TDR) program provides a means of preserving agricultural landscapes. Advantages of these approaches include just and fair compensation for landowners, permanent protection of farmland and natural resources, and voluntary participation (landowners are not forced to participate). In a PDR program, a land trust, local government, or other organization offers to purchase the development rights on a parcel. Upon purchase, a conservation easement is recorded on the property deed. The easement stays with the land in perpetuity. The private landowner retains the right to occupy and make economic use of the land for agricultural or residential purposes but gives up the right to develop the property in the future. A TDR program is similar to a PDR program in that land owners are financially compensated and retain most property rights in exchange for permanent development restrictions on their land; limiting use to agricultural and conservation uses regardless of ownership or changes to zoning. The big difference is a TDR involves transferring development rights from one piece of property to another. In contrast to a PDR program, development rights in a TDR program are purchased by a developer or other private entity, and no public revenues are needed. In this approach, a landowner is compensated for selling his/her development rights. However, rather than simply eliminating these rights, they are transferred to another property in the Town that is targeted for development.

## Work with Large Farming Operations to Ensure Compliance with WDNR and DATCP Regulations

Wisconsin passed the Right to Farm Law to protect farmers from nuisance lawsuits related to odors and noises related to normal agricultural operations provided that public health and safety are not endangered. As residential development continues to encroach upon rural areas, it is inevitable that potential conflicts may arise. Education is strongly recommended to avoid conflicts. Local governmental officials, community members, and realtors may wish to proactively advise new and potential residents about the rural agricultural lifestyle and the exact nature of local agricultural operations.

Residents and community officials are increasingly concerned about the impact of large farming operations on the natural environmental and water resources. While there are no registered large Concentrated Animal Feeding Operations (CAFOs)—farms with more than 1,000 animal units in the Town, there are a number of animal feeding operations with fewer than 1,000 animal units that may be defined or designated as a CAFO in accordance with NR 243 and may be required by the Department to obtain coverage under a WPDES permit on a case-by-case basis. These operations are called small- or medium- CAFOs. Medium animal feeding operations (300-999 animal units) are defined as a CAFO if they have certain discharges to navigable waters. The Town should partner with these farming operations, along with the WDNR and DATCP, to provide runoff management plans for outdoor lots and feed storage areas; a manure storage facility plan/diagram, an annually updated comprehensive manure management plan, and routine monitoring and reporting of daily operations.

Manure waste storage is a key concern for large farming operation. The Town may wish to evaluate a local ordinance to regulate the location, design, construction, installation, alteration, closure, and use of manure storage facilities in order to prevent water pollution and the spread of disease. The County does regulate large animal farming operations (CAFOs); however, these regulations will only apply to farms with more than 1,000 animal units (more than 700 cattle). The Town could enact a Manure Waste Storage Ordinance to address waste storage and handling for animal feeding operations with 300 – 999 animal units. The goal is to ensure the practice of proper manure management and eliminate adverse impacts to water quality.



Figure 7.3: Farmland in Ledgeview  
Image: Mead & Hunt, Inc.

## 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. For instance, Ledgeview was home to two types of kilns. Sportsman's Road, once called Kiln Road, was the site of the kilns where tree stumps cleared from the land were turned into charcoal and used in De Pere Foundries. Lime Kilns (Lime Kiln road still runs through the town) reduced the Ledge's limestone to an ash used in the mortaring of bricks from De Pere brickyards. Preservation of resources helps to foster a sense of pride and place and often provides economic benefits to property owners and communities through tourism and increases in property values.

### 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, 13 resources are documented in the Town of Ledgeview. The resources consist of seven are residences, two farmsteads, two commercial properties, one church, and one pony truss bridge, which has been replaced. Additional information about these and other properties may be found at the Wisconsin Historical Society website. There are no buildings, objects, or structures listed in either the National or State Register of Historic Places.



Figure 7.4: St. Paul's Evangelical Lutheran Church is a Front Gabled church built in 1883. The structure still stands in the Town.

### Archeological Resources

The Wisconsin Historical Society also provides information regarding previously reported archaeological sites within the state. According to the Archaeological Sites Inventory (ASI), current Town lands contain 17 archaeological sites. Five are isolated finds, five are campsite/villages, three are Euro-American cemetery/burial sites, one is a historic Euro-American farmstead, one is a fur trading post, and one is a sugar bush, or area where Native Americans collected maple syrup. According to the ASI there have been relatively few archaeological surveys conducted within the town limits.

# CULTURAL RESOURCES

## Cultural Resources 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 which increase the Town's quality of life.
2. Increase the number of annual community special events by engaging the Town Board in scheduling and publicizing early in the calendar year.
3. Work with Brown County to increase research, documentation, and identification of archaeological sites and other culturally significant places.
4. Discourage incompatible land uses (e.g., high traffic generators, noisy uses, or unattractive uses) from locating within or next to documented cultural and historic resources.
5. Support local festivals, fairs, tours, community breakfasts, and markets that celebrate the Town's farming heritage, character, and history.



Figure 7.5: The Schoolhouse in Olde School Square  
Image: Mead & Hunt, Inc.



Figure 7.6: St. Paul's Evangelical Lutheran Church is currently undergoing preservation efforts.  
Image: Mead & Hunt, Inc.

## CULTURAL RESOURCE POLICIES, PROGRAMS, AND 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. The National Trust for Historic Preservation also 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. Refer to Nature Based Tourism under the Natural Resource Recommendations for more details.

### Protect and Rehabilitate Known Historic and Archeological Sites

The Town of Ledgeview 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 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 grant money 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

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 Ledgeview 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 Ledgeview should partner with Brown County, the Wisconsin Historical Society, the University of Wisconsin–Extension, WDNR, 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.

## Pursue the Certified Local Government Program

Local units of government that have enacted historic preservation ordinances may consider being certified to participate in the state and federal Certified Local Government (CLG) program. Ledgeview adopted Chapter 53: Landmarks and Historic Preservation in 2004. The CLG program provides special grants which the Town can use to fund educational activities, assist with surveying previously undocumented Town lands or structures, make National Register nominations, and other planning activities. The Division of Historic Preservation at the Wisconsin Historical Society administers the CLG program. Wisconsin currently has more than fifty Certified Local Governments, including the Brown County communities of De Pere and Allouez.

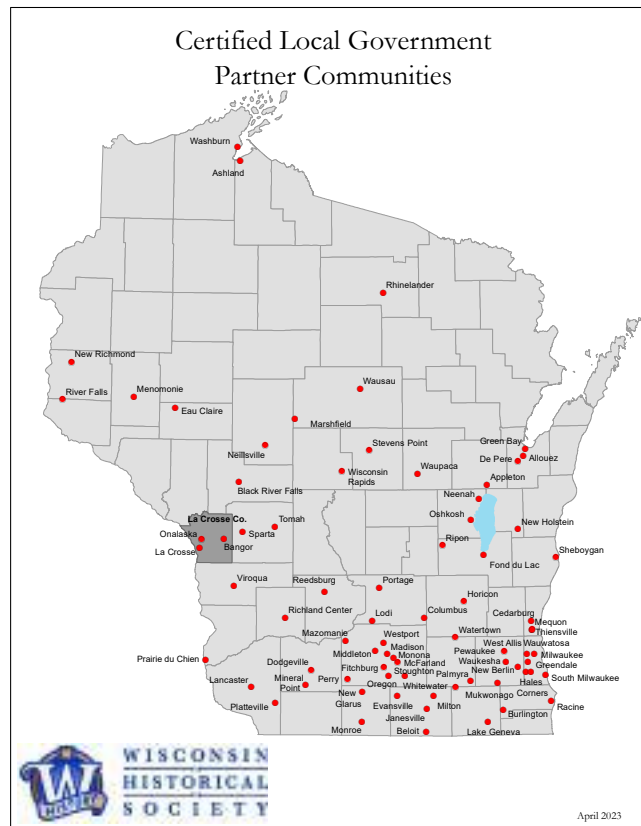


Figure 7.7: Certified Local Governments in Wisconsin. Image: Wisconsin Historical Society

Ledgeview can strengthen historic preservation efforts by achieving CLG status from the National Park Service (NPS). NPS and the State – through its State Historic Preservation Office (SHPO) – can provide valuable technical assistance and small matching grants to the Town should it seek to preserve buildings, structures, landscapes that are considered historically significant. This is one program the Town can pursue in the future should it choose to do so.

## NATURAL RESOURCE INVENTORY

The western portion of the Town of Ledgeview 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 from fragmentation of open space, native habitats, and geological resources is a major concern for planning and management at state, county, and local level. A comprehensive approach to understanding natural resources within Brown County and Ledgeview will have many benefits to best ensure long-term viability of all resources present. Natural and environmental resources in the Town are identified on Map 10, 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.

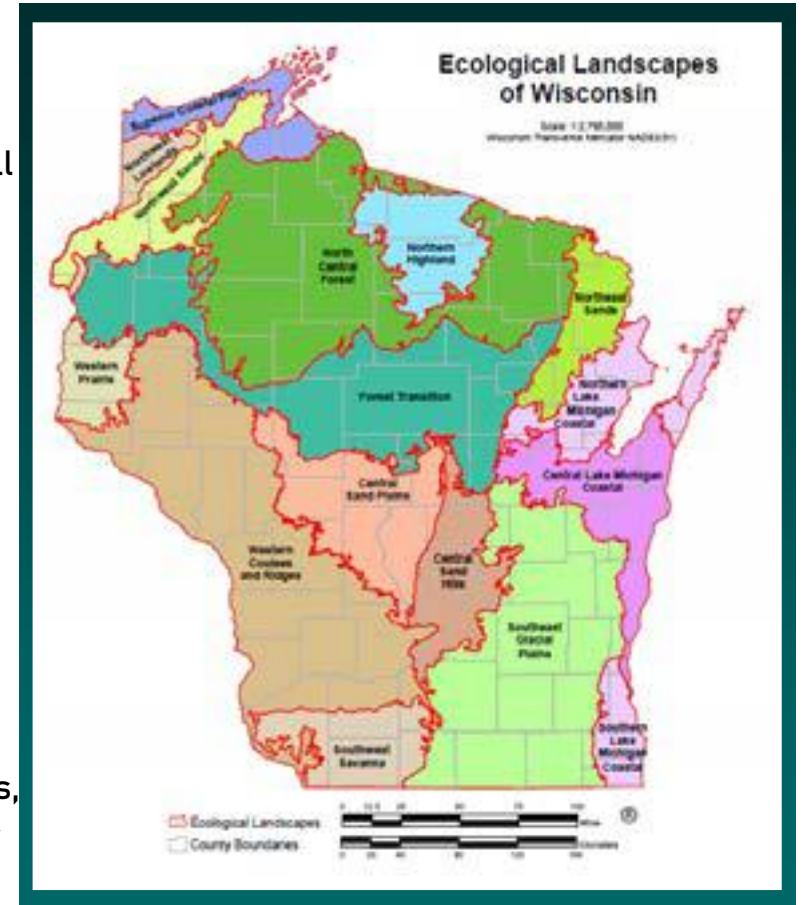


Figure 7.8: Ecological Landscapes Handbook. Image: WDNR. [https://www3.uwsp.edu/cnr-ap/UWEXLakes/Documents/programs/convention/2014/KristenBlannJohnWagner\\_](https://www3.uwsp.edu/cnr-ap/UWEXLakes/Documents/programs/convention/2014/KristenBlannJohnWagner_)

The Town of Ledgeview lies entirely in the Central Lake Michigan Ecological Landscape (seen in pink above). The Niagara Escarpment, or “ledge”, is a prominent bedrock feature that runs through the middle portion of Brown County and along the Fox River Valley. It is a defining feature through central Ledgeview, providing the Towns namesake as well as the views that attract people here.

Topography in Ledgeview is exceedingly diverse, ranging from the flat broad floodplain of the East River to steep narrow ravines that cut through the ledge. Outside of the ledge, the town has fairly level topography. The elevation ranges from approximately 600 feet above sea level in the western part of the Town near the East River to 850 feet at the highest point in Ledgeview, which is located in the south central part of the Town. Thus, there is only about 250 feet of elevation difference between the highest and lowest points.

## Niagara Escarpment

The ledge is a geologic formation that underlies southern and eastern portions of the Town, running generally northeast and southwest. The ledge is visible in the south-central portion of the Town for approximately three miles and then continues in a southwest direction into the Towns of Rockland and Wrightstown. The escarpment is the result of millennia of geologic activity and erosion forces on 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.



Figure 7.9: The Niagara Escarpment, which runs through the Town, is part of the same landform which created Niagara Falls. Image: <http://www.escarpmentnetwork.org/definition/>

The Niagara Escarpment, one of Wisconsin's Seven Natural Wonders, is under increasing stress from competing interests, including residential development, nonmetallic mining operations, and conservation interests. As the Town of Ledgeview continues to feel the increase development pressures, the competing interests for the ledge will also intensify. It is critical that the Town recognizes the escarpment as a very unique resource in the State, 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 a public open space wherever possible.

New development proposed for areas above and below the escarpment should be designed to minimize visual impact and impact on the sensitive flora and fauna associated with the escarpment. Therefore, every effort should be made to preserve the existing trees and vegetation that make the ledge a very scenic area and help contribute to the rural feel in large portions of the town. This can be accomplished through the use of very large lot requirements to minimize the density of homes on the ledge, utilization of conservation easements, public purchase, purchase of development rights, or alternative subdivision design techniques.

## Fonferek's Glen & Kittel Falls

Two scenic waterfalls are associated with the escarpment. Kittel Falls is located in the central portion of the Town adjacent to CTH G, on the north side of Scray's Hill. Fonferek's Glen is a 74-acre geological gem featuring a 30-foot waterfall, dolomite cliffs and stone archway. The waterfall can be viewed from the designated use area, an easy 100-yard walk from the parking lot, is located in eastern Ledgeview off CTH MM. The falls expose about 2 meters of Silurian dolomite, three feet of Oolitic Neda Iron Formation (reddish) and the bluish-gray Maquoketa Formation. This is the best exposure of the Neda Formation in the Green Bay area. On the sides of the gorge, ground water seeping through the rocks has deposited porous tufa, probably from coating the moss that grows there.



Figure 7.10: Kittel Falls. Image: Fairbanks; Ledgeview Photo Contest 2024

## Metallic and Nonmetallic Mineral Resources

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. In 2009, the Town adopted its own ordinances regulating nonmetallic mining (Chapter 131) and explosives and blasting (Chapter 130). There are currently five parcels with County Mine Reclamation Ordinance Permits. The Niagara Escarpment contains some of the state's highest quality aggregate materials. Most commonly mined from the portion of the escarpment in Brown County is dimension limestone that is used primarily for landscaping.

Wisconsin's nonmetallic mining reclamation program requires that nonmetallic mining operators prepare a reclamation plan to state standards. These standards deal with topsoil salvage and storage, surface and groundwater protection, reclamation during mining to minimize the amount of land exposed to wind and water erosion, re-vegetation, site grading, erosion control, and a final land use plan consistent with local zoning requirements. The presence of high-quality mineral resources within Ledgeview generate the potential for both significant positive economic impacts and significant negative environmental and land use impacts. As such, the Town should monitor the strength of its ordinances regulating nonmetallic mining and blasting to ensure land use conflicts do not arise.

## 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 to be utilized for a well. There can be a number of aquifers within an area, one above another. The top of the aquifer closest to the ground's surface is called the water table. It is the area below which all the openings between soil and rock particles are saturated with water. Like surface water, groundwater moves from high areas to low areas. It discharges at those places where the water table intersects the land's surface, such as in lakes, streams, and wetlands. The streams, rivers, and wetlands in and around the Town are recharged by groundwater.

Overall, groundwater quality in the Town is fair. Groundwater quality and quantity is important because it remains one source of drinking water in the western portion of the Town. Primarily, municipal drinking water in the Town is supplied from Lake Michigan via the Central Brown County Water Authority (CBCWA) which was created by the Town and five other municipalities (De Pere, Allouez, Bellevue, Howard, and Lawrence) for this purpose. Following creation of the CBCWA, the group developed a partnership with the city of Manitowoc and Manitowoc Public Utilities (MPU) to obtain fresh water from Lake Michigan.

As with all communities, it is very important that the groundwater – the Town of Ledgeview's only source of drinking water – is protected. The greatest threats to groundwater are contamination and overuse. 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.

## Surface Waters

Surface water is one of the most important natural resources available to a community. Lakes, rivers, and streams offer enjoyment, peace, and solitude. Besides providing recreational opportunities like fishing and canoeing, surface waters provide an end source for drainage after heavy rains, habitat for countless plants, fish, and animals, and can be a source of process water for industry and agriculture. Lands immediately adjacent to such waters have an abundance of cultural and archaeological significance because they were often the location of Native American and early European settlements.

As shown Map 10: Natural Features, the Town of Ledgeview contains several significant surface water resources, the most important of which are the Fox River, the East River, Bower Creek, and a small unnamed stream that is a tributary to the East River. Because of their importance, numerous federal, state, and local laws and regulations have been created to protect surface waters.

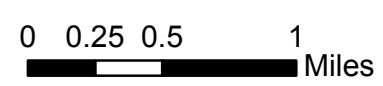
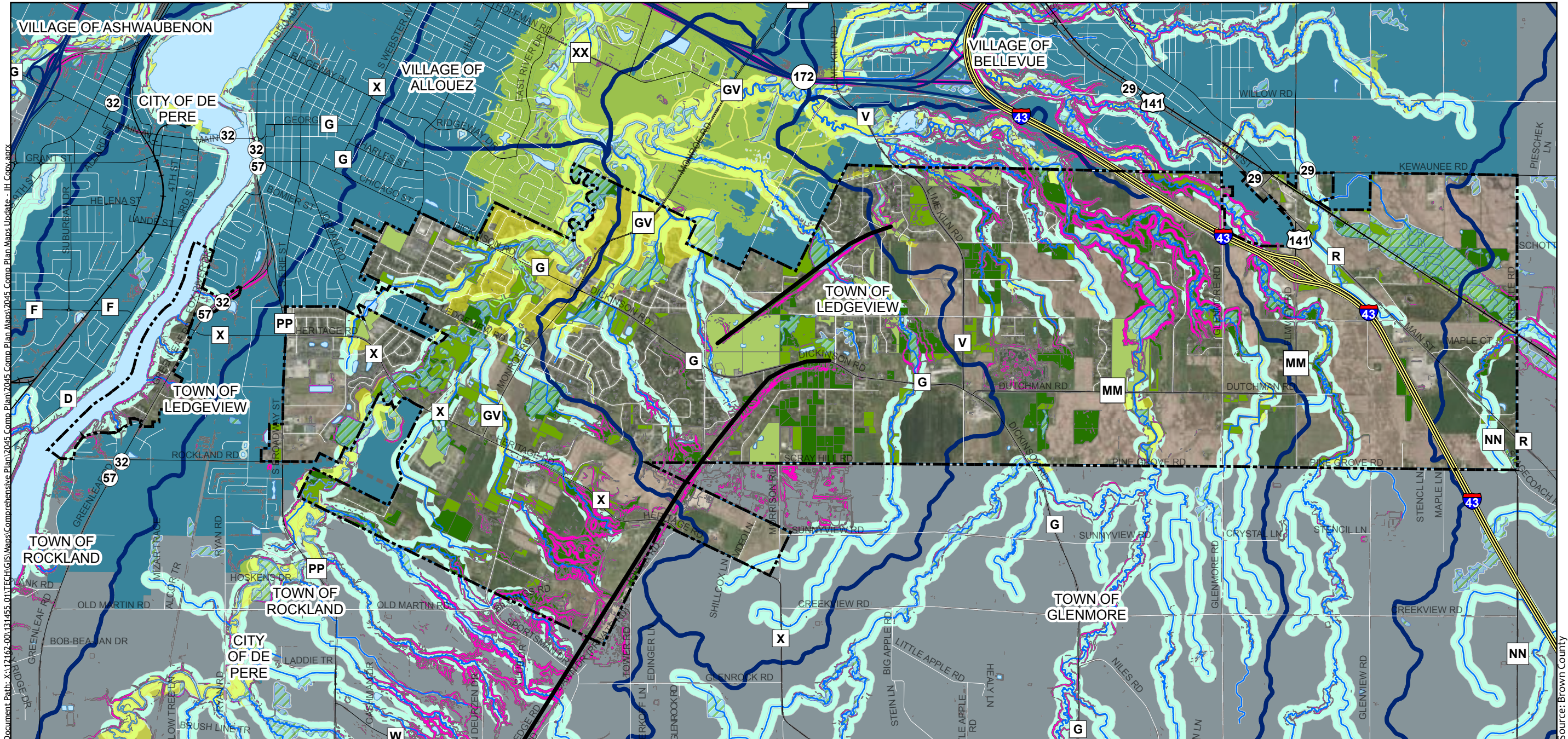
### East River

The East River is the predominant water body in the Town. It flows in a northeasterly direction through the western portion of the Town and roughly parallels the Fox River. The river in this area meanders sluggishly through a fairly broad floodplain. Some fishing opportunities exist and previous fisheries surveys have indicated that northern pike utilize the marshy areas of the river near Bellevue for spring spawning. However, the reddish-brown murky color of the East River attests to the poor water quality of this stream. The East River trail provides views and access to the River within the Town.

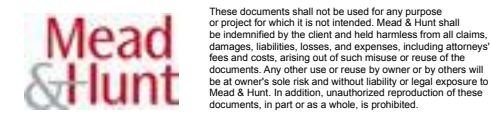


Figure 7.11: East River  
Image: Peter Koury

# MAP 10: NATURAL FEATURES



Planning Services Provided By:



## LEGEND

- Corporate Boundary
- Town of Ledgeview
- City and Village Boundaries
- Town Boundaries
- Watershed Boundary
- Existing Trails
- WDNR Wetlands
- Surface Water
- Stream
- Flood Hazard Area
- Environmentally Sensitive Area
- Outdoor Recreation
- Natural Areas
- Woodlands
- Slopes > 20%

# Ledgeview 2045

## Comprehensive Plan

Map Date: 4/23/2025

## Bower Creek

Bower Creek is a tributary of the East River and flows in a northwesterly direction through the Town before it empties into the East River in the Village of Bellevue. It is a sluggish stream which supports a warm water sport fishery. Crayfish are prolific in Bower Creek, as well as bluegill, suckers, and carp. The stream drains agricultural lands and as a result has a silty bottom material, a brownish color, and an overall poor water quality. Bower Creek is on the state's 303(d) impaired waters list for Total Phosphorus and Total Suspended Solids and has been since 2008. Improvement of this creek is an important goal for the Town in the future.



Figure 7.12: Some surface water within the Town, like the unnamed stream shown here, provide unique environmental areas. Image: Mead & Hunt, Inc.

## Fox River

The Fox River provides the western boundary for the Town, running adjacent to several single-family residences. It is a comparatively large and significant river and serves as drainage for much of the Fox River Valley area, originating in Lake Winnebago to the south and draining north into the Bay of Green Bay. The Fox River provides resource for several large industries in the Fox Valley as well as viewsheds for local residents and corridor for migratory birds.

The protection and preservation of the Town's surface waters should be one of its highest natural resources priorities. While this action is important for all of the Town's surface waters, particular focus should be provided to the East River and Bower Creek. Doing so will establish 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.

## Shorelands

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

The importance of shorelands is recognized and regulated by state and local government. Wisconsin mandates shoreland zoning for all unincorporated communities under Wisconsin Administrative Code NR 115. Under current regulatory requirements, the 75 feet closest to navigable waters are off limits to development, but 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. The buffer is intended to preserve an undeveloped strip of land that protects the water from the physical, chemical, hydrological, and visual impacts of nearby development. The Brown County Zoning Department is the agency that enforces these standards with oversight provided by the WDNR.

There are a number of well-defined drainage courses with associated ravines in the central and eastern portions of the Town, as illustrated on Map 10. Most of the streams in the western portion of the Town are less defined and do not have the differing topography as do the streams in the eastern portion of the Town. Based upon the importance of the Town's shorelands and their relationship to surface water, the Town should encourage greater protection of the shoreland area.

## Watersheds

A watershed is an area of land where all 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. Three watersheds are located in the Town of Ledgeview. They include the East River Watershed, the Fox River Watershed, and the West Twin River Watershed. Watersheds are illustrated on Map 10.

### East River Watershed

The East River Watershed originates in Calumet County to the southwest and extends 33 miles north along the Fox River to the Bay of Green Bay. The majority of Ledgeview west of I-43 lies in this watershed. The East River Watershed was designated as a priority watershed in 1986, and in an effort to improve water quality within the watershed, point and non-point source agricultural and industrial pollution dischargers have been monitored and regulated since that time.

### Fox River Watershed

The Fox River Watershed encompasses only lands lying immediately adjacent to the river. This watershed drains only the far western portion of the Town.

## West Twin River Watershed

The West Twin River Watershed extends into the eastern portions of the Town via the Neshota River. Degradation of water quality in this area is attributed to wetland drainage, cropland erosion, stream bank pasturing, and barnyard runoff.

Many of the smaller streams within the Town have been significantly disturbed by past and current agricultural activities. Such disturbances include dredging, ditching, and realignment. Many of these streams are also intermittent in that they are dry for most or part of the year and are therefore often plowed in conjunction with adjacent agricultural operations. These activities degrade or entirely remove the natural bed and bank of the stream, increasing erosion, removing vegetation and wildlife habitat, and damaging downstream water quality. In an effort to reduce harm to area watersheds, the Town will continue to support Brown County's efforts for monitoring, regulation, and mitigation.

## 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 affect both flooding and water quality because they store large amounts of water as well as stabilize sediments, nutrients, and other pollutants, keeping them from impacting areas located farther downstream. Wetlands provide a critical buffer in the chain of events between cause and effect.

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. They also provide essential habitat for many types of wildlife and offer recreational, educational, and aesthetic opportunities to the Town.

The WDNR's Wisconsin Wetlands Inventory identifies geographic indicators of wetlands scattered throughout the Town. The WDNR digital wetlands inventory identifies approximately 266 acres of wetlands within the Town. There is a large complex of wetlands located in the eastern part of the Town adjacent to the railroad tracks. The wetland complex that comprises the headwaters of the Neshota River is located in the extreme easterly portion of the Town and drains into the West Twin River. There are some small scattered wetlands located in the central portion of the Town. There

are quite a few smaller sized wetlands located within the western portion of the Town associated with Bower Creek and the East River.

The primary threat to wetlands is filling. Although an array of federal, state, and local regulations help with protection, wetlands (especially smaller ones) are still lost to road construction and other development activities. The draining of wetlands can also occur through tilling and rerouting of surface water. Some agricultural areas are actually former wetlands that would probably revert back to wetland character if left alone for a period of time. Even if wetlands are not directly filled, drained, or developed, they still can be impacted by adjacent uses. Siltation from erosion or pollutants entering via storm water runoff can destroy the wetland. Previously healthy and diverse wetlands can be reduced to degraded holes where only the hardiest plants like cattails can survive. Invasive plant species, such as purple loosestrife, can also negatively affect wetlands.

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 also be regulated within wetlands. In this regard, the Town should take full advantage of federal, state, and county funding and other assistance in the protection of existing wetlands and restoration of drained wetlands.

## 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, but none overlap the Town of Ledgeview.



Figure 7.13: Wetlands are scattered throughout the Town. Image: Mead & Hunt, Inc.

## 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.

Like surface waters, the importance of floodplains is recognized and regulated by federal, state, county, and local governments. The State of 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 is most often used. This is the land that has a 1 percent chance of being flooded in any given year. Mapped floodplains within Ledgeview include the Fox River, the East River, and portions of Bower Creek. The Town's 100-year floodplains are shown on Map 10.

The Town strongly discourages development in floodplains to avoid both on-site and up and downstream property damage. The National Flood Insurance Program maps produced by FEMA should be referenced for official delineation and elevations of floodplain boundaries. Under current regulatory requirements, the floodways are off limits to development. However, development could occur within the flood fringe areas with the receipt of appropriate permits and approvals, and agricultural activities could continue within the floodplain.

## Woodlands and Natural Vegetation

According to the Brown County Land Use Inventory, there are 1,354 acres of woodlands in Ledgeview. The Town's woodlands are shown on Map 10. The present vegetative cover of the Town has been altered considerably from its original state. The majority of the woodland-type vegetation in the Town of Ledgeview is classified as Tension Dry Mesic Forest. Much of this woodland vegetation is present on the slopes of the many ravines and tributaries of Bower Creek and the East River. Kittel Falls and Fonferok's Glen are especially scenic areas. The ravines are vegetated with many mature red and white oaks, sugar maple, white pine, paper birch, and some American beech. There is also a significant area of woods located south of CTH

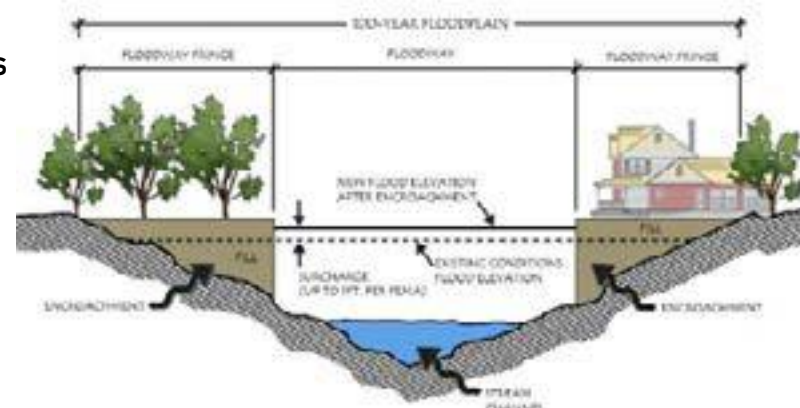


Figure 7.14: Floodlands and Floodplain Zoning.  
Source: Mead & Hunt, Inc. 2013

G. The soil cover in this area is very thick, and bedrock is very close to the surface. Consequently, these woods have not been cleared for agricultural uses.

The upland woods in the Town generally include many large white pines in close association with red and white oak, sugar maple, paper birch, and aspen. Species, such as red and white oak, sugar maple, paper birch, and aspen, can be found growing in small pockets of soil along the face of the escarpment. A ledge community such as this is unique and very sensitive to environmental disturbance due to the high risk of soil and rock erosion. Once vegetation is removed, the rocky slopes become very unstable.

In addition to these upland woodlands, there are two large wooded wetlands in the eastern portion of the Town. These areas are classified as Tension Wet Mesic Forests. The larger of these wetlands lies east of US 141 and adjacent to the railroad tracks. A few tamarack trees can be found in this forest.

One of the most significant and unique areas of vegetation is located in Section 36 north of CTH X and south of Ledgeview Road. A thick stand of white cedar and birch trees exists here. The other scattered woodlands found in the Town are mostly associated with wetland or drainage areas.

Continued development is the primary threat to Ledgeview's remaining woodlands. Since these areas are prized as settings for residential subdivisions, they are often targeted for development. Intensive development, especially if improperly planned, 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 portions of the Town.

Other threats to the woodlands of Ledgeview 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.

Where woodlands are not also classified as wetlands and are not located within the protected portions of floodplains and shorelands, they should be conserved as much as possible through appropriate design requirements and zoning regulations.

## Exotic and Invasive Species

Invasive exotic plants and animals have been recognized as a major threat to the integrity of native habitats. These species compete with native plants and animals for resources, often with no natural predation. Many of these plants species are used in residential and commercial landscaping and are considered a major threat to Wisconsin's environment, particularly with respect to displacing native plants. The WDNR maintains a list of invasive species that should be avoided on their website at <http://dnr.wi.gov/topic/invasives/>. All of the listed species

should be prohibited from inclusion in landscaping plans for future residential and commercial development in Ledgerview.

Phragmites are among the most widespread invasive plant species found in Ledgerview. Luckily, there are numerous resources for municipalities and residents alike to combat Phragmites. For assistance in Phragmites at the municipal level, there are a number of grant opportunities that assist in funding invasive plant management:

- Natural Resources Foundation of Wisconsin, C.D. Besadny Conservation Grant
- Natural Resources Foundation of Wisconsin , The Norma and Stanley DeBoer Quiet Trails Fund
- Wisconsin Department of Natural Resources, Recreational Trails Program
- US Department of the Interior, Invasive Species Eradication Funding Opportunity
- US Department of the Interior, Invasive and Noxious Plant Management

For guidance on Phragmites at the property level, property owners can use the following resources:

- Wisconsin Department of Natural Resources, Phragmites Information Page
  - Provides details on how to identify, manage and remove Phragmites
- Michigan Department of Environmental Quality's Guide to the Control and Management of Invasive Phragmites
  - Industry leading guidance document to help control and manage Phragmites
- Invasive Plats Association of Wisconsin
  - Numerous resources provided on their website
- Midwest Invasive Plant Network
  - Numerous resources provided on their website

### THREATS TO THE NIAGARA ESCARPMENT

- Land Use Issues/Conflicts
- Development
- Road Construction
- Mining/Quarrying
- Recreation
- Wind Tower Development
- Invasive/Exotic Species
- Hydrologic Disruption
- Groundwater Contamination

Source: Bay Lake Regional Planning Commission  
Niagara Escarpment Overlay Zoning Guide

## Environmentally Sensitive Areas

Environmentally sensitive areas (ESAs) are defined by the Brown County Planning Commission as portions of the landscape consisting of valuable natural resource features that should be protected from intensive development. They are an all-encompassing zone which includes all lakes, rivers, streams, wetlands, floodways, and other locally designated significant and unique natural resource features, such as the Niagara Escarpment. ESAs also include a setback or buffer from these features, or outright preservation. In addition, they include areas of steep slopes (slopes 12 percent or greater) when located within or adjacent to any of the features noted above. Research and experience from throughout Wisconsin indicate that the potential exists for significant adverse water quality impacts if these areas are developed.

Identification and protection of ESAs are required by both state and county regulations under Wisconsin Administrative Code NR 121 and the Brown County Sewage Plan prepared by the Brown County Planning Commission, as well as the Brown County Subdivision Ordinance. They are enforced during the review and approval of all land divisions and/or public sanitary sewer extensions. The intent of the ESAs is to protect water-related natural resource features from the adverse impacts often associated with development.

In general, development and associated filling, excavation, grading, and clearing is prohibited within ESAs. However, certain non-intensive uses, such as public utilities and public recreation, are often allowed within these areas.

Threats to ESAs are similar to those of floodplains and shorelands and include loss of habitat and degradation of water quality. In addition, the quality and effectiveness of ESAs can be



Figure 7.15: Image: Mead & Hunt, Inc.

severely reduced should adjacent development change drainage patterns or remove native vegetation from the lands within or immediately adjacent to the ESAs. Such disturbances can also introduce invasive plant species to the ESAs, which can result in loss of native vegetation, diversity, and habitat.

It is recommended that the Town of Ledgeview work proactively with the Brown County Planning Commission to identify and educate the Town's residents of the importance of the ESAs.



Figure 7.16: An ESA within the Town.  
Image: Mead & Hunt, Inc.

## Wildlife Habitat

Since much of the land in Ledgeview is actively being farmed or developed, the best wildlife habitat within the Town is contained in its woodlands, wetlands, and drainage corridors. Large tracts of woodlands or wetland-type vegetation offer area for wildlife movement. Due to federal, state, and local regulations, the threat of the loss of wetland habitat is greatly diminished. Nevertheless, these areas are still affected by development around its edges, by regional issues such as water quality, and by potential invasion of exotic species. Wild game birds and mammals found in the Town include ducks, geese, woodcock, pheasant, Hungarian partridge, ruffed grouse, cottontail rabbit, gray squirrel, muskrat, mink, raccoon, skunk, opossum, woodchuck, red fox, and whitetail deer.

Fonferek's Glen encompasses woodlands, wetlands, prairies, steep slopes, and a portion of Bower Creek and its associated shorelands and floodlands. The site offers wildlife habitat for many species. Preservation of wildlife habitat is another reason why it is very important to protect surface waters, floodplains, shorelands, wetlands, and woodlands. If these areas are adequately protected and preserved, wildlife habitats will be as well.

## Threatened and Endangered Species

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) category. 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 in the Town of Ledgeview's natural resources, and protecting these resources is essential to ensure the long-term sustainability of the Town's environment. The WDNR initiated conservation of the Niagara Escarpment by designating it a Conservation Opportunity Area in its Wisconsin Wildlife Action Plan (2008) as well as a Legacy Place – a public resource that is amongst the highest priorities for conservation – in its Land Legacy Report (2006). The Town strongly supports the WDNR's planning and conservation efforts for the Niagara Escarpment and other rare or significant habitat areas.

## County and Local Parks

County and Local Parks are discussed in detail in Chapter 6: Community Facilities & Utilities.

TABLE 7.3: THREATENED, ENDANGERED, & SPECIAL CONCERN SPECIES

Group	Common Name	WI Status	Federal Status
Fish	Lake Sturgeon	SC/H	-
	American Eel	SC/N	-
	Longear Sunfish	THR	-
Plant	Snow Trillium	THR	-
	Seaside Crowfoot	THR	-
	Long-spurred Violet	SC	-
Bird	Peregrine Falcon	END	-
	Upland Sandpiper	THR	-
	Black-crowned Night-heron	SC/M	-
Turtle	Wood Turtle	THR	-
Insect	Rusty Patched Bumble Bee	SC/FL	LE
Snail	Brilliant Granule	SC/N	-
	Cherrystone Drop	THR	-
	Dentate Supercoll	SC/N	-
	Honey Vertigo	SC/N	-
Community	Northern Dry-mesic Forest	NA	-
	Southern Dry-mesic Forest	NA	-
	Stream-Slow, Hard, Warm	NA	-
Other	Migratory Bird Concentration Site	SC	-

# NATURAL RESOURCES

## NATURAL RESOURCE GOALS AND OBJECTIVES

### Goal:

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

### Objectives:

1. Encourage the preservation and public acquisition of environmentally significant areas, such as shorelands, wetlands, streams, floodlands, upland forests, wildlife habitat, and geological features, such as Fonferek’s Glen and the Niagara Escarpment.
2. Support open space preservation to protect outstanding scenic resources.
3. Encourage land use development where soil capability, slope and other physical factors are most suitable.
4. Support efforts to preserve threatened and endangered species and fragmentation of wildlife habitat.
5. Maintain and enhance public accessibility of land along the Fox and East Rivers.
6. Expand the overall percentage of programmed greenspace (open space, parks, ESA corridors, etc.) within the Town.
7. Require the creation of neighborhood parks within residential developments, when appropriate.
8. Cooperate with Brown County and adjacent municipalities to develop trails, public recreation lands, and conservation areas.
9. Ensure future development does not disrupt natural drainage ways and is consistent with area storm drainage planning.
10. Recognize the need for nonmetallic mineral resources while requiring quarries to be operated in an environmentally sensitive manner.
11. Establish and maintain a network of greenways throughout the Town, providing passive recreation for residents while preserving environmentally significant areas and corridors.

## NATURAL RESOURCE POLICIES, PROGRAMS, AND RECOMMENDATIONS

### Protect Environmental Corridors and Preserve Open Space

The Town of Ledgeview Parks and Recreation Plan 2025 - 2030 identifies protection and enhancement of the Town’s important natural resource features as an important element of the plan. It is important that the Town follow through on the recommendations from the open space plan regarding natural features within the Town. Refer to the Parks and Recreation Plan for in-depth objectives regarding natural resources and environmental assets.

### Develop Greenways to Protect Natural Resources

Greenways should be created and/or maintained along the Town’s primary drainage corridors, including the East River, Bower Creek, and some of their associated tributaries. The greenways should, at a minimum, include the floodway portion of the corridor and, ideally, the floodplain and adjacent wetlands and steep slopes. The corridors that are preserved would remain mostly undeveloped as wildlife corridors and would preserve natural beauty, provide storm water management areas, and link parts of the Town together. The greenways would also enhance public access and allow the Town to capitalize on the intrinsic value of its most notable natural features.

Acquisition of greenways could occur any time that an opportunity arises. Generally, it would occur at the time adjacent lands are developed and could be accomplished either through dedication or purchase. If public acquisition is not feasible, private ownership subject to conservation easements should be considered. Lands within the greenways should be used only for passive recreation, such as trails. The National Park Service (NPS), in cooperation with the Niagara Escarpment Resource Network (NERN) is in the process of identifying and mapping a 170-mile greenway corridor associated with the Niagara Escarpment. Existing resource and recreation-based nodes will be identified in order to develop a connected network of regional and local sites which may include off-road and on-road walking and bike trails and routes. The Town should cooperate with these agencies to ensure the success of this project.

The Town should also encourage landowner participation in programs that provide financial assistance and technical assistance for land management activities and land preservation efforts, particularly in flood prone areas, such as the Conservation Reserve Program and the Nature Conservancy.

Additionally, future greenway areas have been designated in the Plan's Future Land Use Map (Map 4). Environmentally sensitive areas, forest lands, and floodways are all shown as open space to enable future conservation of these areas. Strategically identified in the Future Land Use map to both create greenways in parts of the Town that do not already have them and to continue to connect existing greenways to other greenways and parks.



### 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.

### Promote the Use of Visual Impact Analysis and Viewshed Protection

The visual impact of new development is an often-overlooked component of protecting views and preserving community character. The visual impact of new development as viewed from high points/scenic views in the Town should be taken into consideration. In Ledgeview, the goal of protecting natural or pastoral views must be balanced with demand for build-out by developers/property owners. For example, new housing should ideally be sited below ridge lines, and partially screened with trees, but would not necessarily to be completely screened from all vantage points.

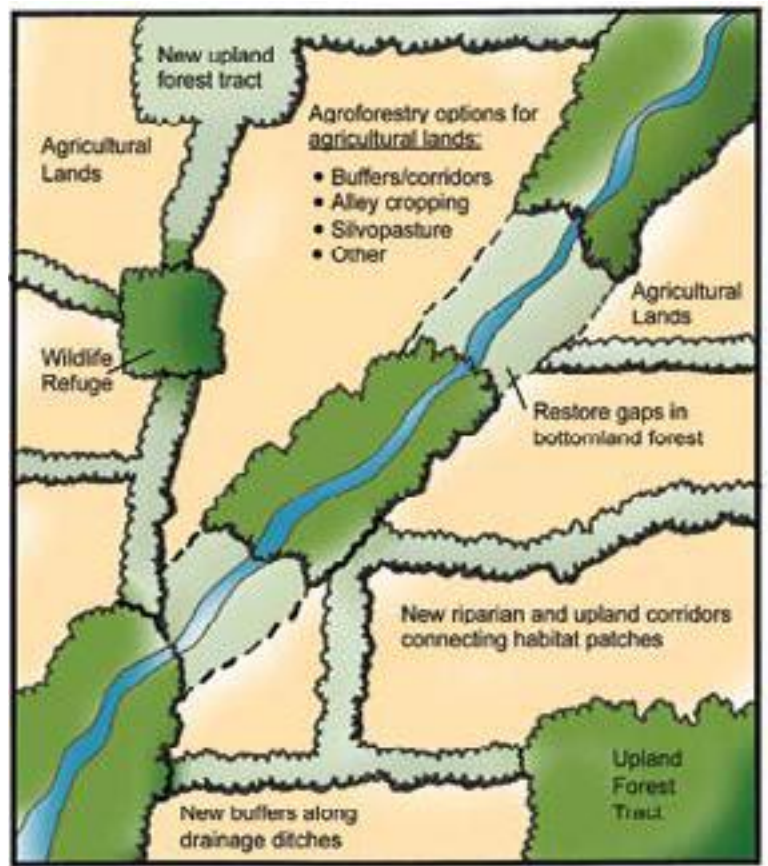


Figure 7.17: Restoration of gaps in forests and the creation of greenways can accomplish several natural resource goals. Image: www.srs.fs.usda.gov.

Within many communities, there are specific geographical areas of regional significance where stricter standards for viewshed protection should be made. The Ledge is a prime example of a priority viewshed in the Town that has been identified in the Park and Open Space Plan and the Brown County Environmentally Sensitive Area Plan. These Plans place a high priority on preserving the view to/from the Ledge. Preserving such views will provide visitors with a more immersive experience of the past and provide Town residents with a permanent recognizable break from the development occurring elsewhere in the area.

### Utilize Federal Funding for Land Acquisition

The federal Land and Water Conservation Fund (LWCF or LAWCON), administered through the WDNR, was created by Congress in 1965. LWCF is a bipartisan commitment to safeguard natural areas, water resources and our cultural heritage, and to provide recreation opportunities to all Americans. National parks as well as national wildlife refuges, national forests, rivers and lakes, community parks, trails, and ball fields in every state were set aside for Americans to enjoy thanks to this Act.



Figure 7.18: Image: Mead & Hunt, Inc.

The LWCF state assistance program provides matching grants to help states and local communities protect parks and recreation resources. Running the gamut from wilderness to trails and neighborhood playgrounds, LWCF funding has benefited nearly every county in America, supporting over 41,000 projects. This 50:50 matching program is the primary federal investment tool to ensure that families have easy access to parks and open space, hiking and riding trails, and neighborhood recreation facilities.

### Expand Nature-Based Tourism

Nature-based tourism centered on the Niagara Escarpment provides the Town an opportunity to enjoy the 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 bicycling and wildlife watching. The Town may work with the State and WDNR to promote the protection and possible enhancement of the Ledge.

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>.

One tool for realizing the expansion of tourism in Ledgeview is the implementation of tax incremental financing (TIF) for towns. Assembly Bill 437, passed in 2003, provided towns the limited ability to exercise all the powers of cities and villages related to the creation of TIF districts. Under the bill, the Town could exercise the authority to create a TIF district and expend money or incur monetary obligations for projects costs related to that TIF district for the following types of projects: agriculture, tourism, forestry, manufacturing, residential development, and retail development.

With the support of surrounding and overlapping jurisdictions, the Town can utilize a TIF to pursue development related to tourism for campground, RV parks, public (disc) golf courses, etc. In tandem with the County and WDNR, the Town can implement recommendations of this plan, its Park Plan, and other County plans for the development of recreation facilities.

### Develop Former Mineral Extraction Sites

A number of mineral extraction sites are currently located within the Town. Over the next 20 years, 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 landowners is proper and just. Similarly, in the short-term, the Town should work with the WDNR to redevelop former or closing mineral extraction sites within the Town.

**CHAPTER EIGHT:**

# **INTERGOVERNMENTAL COOPERATION**



## Intergovernmental Cooperation

This chapter analyzes the Town of Ledgeview in relation to adjacent local governmental units, the region, the state, and other governmental agencies and proposes programs and recommendations for public facilities and public services. Chapter 8 incorporates plans or agreements that the Town is a party under, including long-range 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 De Pere and Village of Bellevue have extraterritorial jurisdiction over large portions of the Town of Ledgeview. Map 1 shows the extraterritorial boundary area (ETJ) within which De Pere or Bellevue can exercise land use controls in Ledgeview. Intergovernmental cooperation is critical to future planning and community needs, addressing mutual land use concerns, and to avoiding potential conflicts.

## OVERLAPPING JURISDICTIONS

### Sanitary Districts

The Town's Sanitary Service Area includes service to both the City of De Pere and NEW Water wastewater treatment plants. The SSA-Intergovernmental 2004 Bower Creek includes a portion of the Town's Sanitary Sewer System which runs through the Village of Bellevue. Ledgeview Sanitary District No. 2 includes a wastewater collection system consisting of 62.71 miles of sanitary sewer main and 1,132 manholes.

This plan recommends the Town continue its long-range planning, maintenance, and funding activities to ensure that its collection system remains adequately sized for anticipated growth and development. It also recommends the Town expand its collection and treatment systems in conformance with the growth increments identified within this plan, promoting infill development and efficient and cost-effective growth patterns. The Town believes that the population projections for which these growth increments are sized and the direction and extent of the development associated with this growth are logical and efficient.

It is further recommended that the Town work with the DNR, NEW Water, and BCPC to ensure that this anticipated growth can be accommodated by these agencies' sewerage system components and that it is in conformance with their sewer service area and facilities planning efforts.

### School Districts

The Town is currently served by the De Pere Unified, Denmark, and Green Bay School Districts. The Town of Ledgeview should encourage these school districts to continue their practice of placing schools in areas – including the Town of Ledgeview – 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 Ledgeview. 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 area of NWTC. The Town of Ledgeview will continue to coordinate and collaborate with NWTC in regard to Town TIDs or other future initiatives.



### 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 Ledgeview residents and visitors. 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. The Town should specifically work with the County to ensure the efficient implementation of the Southern Bridge Project over the Fox River, as recommended by this and other local plans.

### Sheriff's Department

The Brown County Sheriff's Department provides police and patrol service to the Town of Ledgeview. In 2009, the Town convened a Public Safety Committee to review police coverage options for the Town. The study recommended the Town continue current service provided by the County and review options for service beyond current levels. Currently and over the planning period of this document, the County services are expected to be adequate for Ledgeview. However, if the Town believes that additional service is necessary, it should consider having the Public Safety Committee evaluate future service needs.



### Library System

The Brown County Library branch that is currently closest to Ledgeview is located in the City of De Pere. The Town also has access to the County bookmobile. Since a formal library branch will not likely be established in the Town of Ledgeview 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.

### Port & Resource Recovery Department

The Port & Resource Recovery Department provides solid waste disposal, material reuse, recycling, composting, landfilling and waste-to-energy to the extent that they are technically feasible, economically appropriate and desired by the public. The Town has long-term agreements with this department to accept waste and recyclables at its transfer facilities. The County's old East Side landfill is located within the Town on Heritage Road. The Town may seek future agreements regarding composting in the future.

### Park Department

The Town currently contains Fonferek's Glen County Park and a portion of the East River Parkway and East River Trail which Ledgeview residents support as a County facility. In addition, Ledgeview contains more than 60 acres of public natural open space. The Brown County Park and Outdoor Recreation Plan recommends that the environmentally sensitive areas surrounding Bower Creek located within the Town of Ledgeview and Village of Bellevue be protected as a county asset. If the expansion and protection of any natural resource is possible, representatives of the Town should help the Park Department plan any new areas.



### 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 including planning and technical assistance to member local governments. The Bay-Lake RPC was created in 1972 at the request of the seven county boards in the region (an eighth added in 1973) to act as the official area-wide planning agency for northeastern Wisconsin. 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 is available to the Town to assist with applications for economic development grants and other financial programs, and regularly performs surface evaluations of local roads and several other services. While the Town currently has had little interaction with the Bay-Lake RPC, in the future, Ledgeview may consider contacting the Bay-Lake RPC to explore grant opportunities and consider utilizing Bay-Lake staff to complete grant applications.



### 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. A portion of the Town is included in the MPO's 2030 boundary, but the entire Town is included in the MPO's 2045 boundary. The 2045 boundary runs along the Towns southern (Scray Hill and Pine Grove Roads) and eastern (Trestle Road) borders.

In 2020, the MPO updated the 2035 Long-Range Transportation Plan to the 2045 Long-Range Transportation Plan which extends the MPO boundary to match the Towns southern and eastern boundaries. The Plan provides a recommendation for the future Southern Bridge Project over the Fox River and the improvement of CTH MM north of I-43, but includes few additional improvements specifically within the Towns current system. However, it is anticipated that future recommendations may include bicycle and pedestrian improvements throughout the region. The Town supports future MPO recommendations and will continue to work with the MPO to implement programs and plans suitable to the Town and region.

## NEIGHBORING COMMUNITIES

The following is a brief description of the local units of government that surround the Town of Ledgeview. Map 1 depicts the existing municipal boundaries of the Town’s neighboring and overlapping jurisdictions.

### City of Green Bay

The City of Green Bay is located north of Ledgeview. The city’s 2022 population makes it the third largest city in the state after Milwaukee and Madison. In 2003, in order to effectively plan for the needs of a large population base, the city passed the Smart Growth Plan 2022. This plan has clustered development around distinct neighborhoods, which provide convenient access to basic services, shopping, and a variety of housing choices, all while protecting key resources. The City has a regional impact on the Town, serving as an employment and entertainment center for Town residents. The Town does not share a border with the City.

The City of Green Bay is working to expand economic development, improve the connectivity of their transportation network, and preserve their natural resources, both within the City boundaries and for the larger metropolitan area. All these elements are consistent with the goals of this comprehensive plan.

### City of De Pere

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

The Town and City should continue to discuss agreements that will enable De Pere recreation leagues to use the park’s facilities in exchange for waiving non-resident fees for Ledgeview residents who participate in City recreation programs. One agreement currently in place with De Pere is a joint soccer program for youth. This arrangement is beneficial to both communities and should be pursued into the future. Another issue that Ledgeview representatives should discuss with De Pere during the planning period is evaluating the extension of Town fire protection services to the southeast portion of the City.



### Village of Allouez

The Town and Village currently meet as needed to discuss methods of developing compatibly along and near their border. Ledgeview and Allouez should continue to meet to discuss issues like future multi-use trail extensions and environmental issues related to Bower Creek that could arise during the planning period.



### Village of Bellevue

Ledgeview and the Village of Bellevue currently have several intergovernmental agreements that address sanitary sewer and water service near their border, fire protection in the northeast portion of the Town, and other services in areas along and near their boundary.

The Town and Village currently meet as needed to discuss methods of developing compatibly along and near their border (particularly near the I- 43/CTH MM interchange and along the CTH GV corridor). Ledgeview and Bellevue should continue to discuss other issues that could arise during the planning period and should consider developing additional agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

### Town of Eaton

Ledgeview and the Town of Eaton have not had to address issues that affect both communities in the past, and representatives from both Towns do not believe that issues of mutual concern will arise during the 20-year planning period. However, the Town should still reach out to Eaton to discuss road maintenance along and near their boundary, potential development projects near their border, and other issues that could arise during the planning period. The Town of Eaton has expressed interest in discussing a boundary agreement with the Town of Ledgeview should Ledgeview consider incorporation in the future. The communities should also consider developing joint service agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

### Town of Glenmore

Ledgeview and the Town of Glenmore currently have two intergovernmental agreements that address sanitary sewer and water service near their border, fire protection for the northern portion of Glenmore, road maintenance, and other services in areas along and near their boundary. The communities should also consider developing additional agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

## Town of New Denmark

Ledgeview and the Town of New Denmark have not had to address issues that affect both communities in the past, and representatives from both Towns do not believe that many issues of mutual concern will arise during the 20-year planning period. Ledgeview should consider reaching out to New Denmark in developing joint service agreements if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

## Town of Rockland

Ledgeview and the Town of Rockland have worked together in the recent past to address the location of the Southern Bridge and connecting street. Ledgeview should contact Rockland to discuss road maintenance along and near their boundary, potential development projects near their border, and other issues that could arise during the planning period. The communities should also consider developing joint service agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

## 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 several satellite offices throughout its Northeast Wisconsin region. The WDNR Northeast 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 7. 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 is WIS 57 which runs through the western portion of the Town of Ledgeview. The department shares the cost of maintaining this road and other 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 (in cooperation with Brown County). 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 De Pere and Village of Bellevue ETJ areas, depicted on Map 1, are 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 De Pere and Bellevue will ensure that any future conflicts that may arise are resolved efficiently and effectively.

There are no specific conflicts between the Town of Ledgeview Comprehensive Plan and the various adopted plans and policies of adjacent municipalities, Brown County, the Bay-Lake RPC, WDNR, WisDOT, and 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.

As Ledgeview and its surrounding communities continue to grow, maintaining relationships and conferring with one another is critical to the success of each community. The Town of Ledgeview will continue to meet biennially with the surrounding communities to discuss growth and any other causes for conflict.



Figure 8.1: Kolb's Corners. Image: Mead & Hunt, Inc.

## LEDGEVIEW'S HISTORY OF INCORPORATION

The process of incorporation for Ledgeview was first initiated in January 2003 when a subcommittee of volunteers was formed. This subcommittee, called the Village Advisory Committee, filed a petition in February 2004 to proceed with an entire town incorporation as all standards under Wisconsin Statute 66.0207 were met. However, the City of De Pere and the Village of Bellevue were not in agreement with incorporation and intervened in the process.

In January 2004, the Wisconsin Department of Administration held a public hearing at the Ledgeview Town Office regarding the incorporation petition. DOA advised the Town to enter into mediation with the City of De Pere and the Village of Bellevue. That took place from the end of 2004 through October 2005. A proposed agreement was reached with the City of De Pere (only to become effective if the Town were able to successfully incorporate). However, no agreement was reached with the Village of Bellevue.

In May 2006, a secondary and supplementary public hearing was scheduled and held by the DOA. A series of reply briefings and rebuttals also took place. Later, in December of that year, the Town received notice of dismissal from the DOA that the Town did not meet all of the criteria in Statute 66.007. Specifically, the provisions related to Homogeneity & Compactness and the Territory Beyond the Core.

In January 2007, Ledgeview representatives met with state legislators to discuss the process that occurred over the past 4 years relative to the incorporation process. In May 2007, Ledgeview was notified that the Joint Finance Committee approved unanimously, language that would provide

for the Town to incorporate as a village, without approval by the DOA, but still needed a town-wide referendum. Months of the state budget process evolved, which wasn't completed until October 2007. The legislation remained in the state budget. In December 2007, the Town Board made preparations and passed a resolution to hold a referenda at the February 2008 election as to whether or not the Town should incorporate. In February 2008, a Summons and Complaint was filed by 5 town residents looking for a temporary injunction so the Town could not hold a referendum/incorporate. A public hearing was held the day before the election and the Brown County Circuit Court judge allowed the election to still take place. The February election results were such that the residents overwhelmingly supported incorporation.

A further hearing was held at Brown County Circuit Court at the end of April 2008 and the judge did not rule in the Town's favor. The Town Board submitted an appeal to the Appeals court, which was ultimately lost. A request to the State Supreme Court to hear the case was denied. This ended the Town's quest to incorporate as a village.

## INTERGOVERNMENTAL COOPERATION GOALS AND OBJECTIVES

### Goal:

Sustain and grow a strong community by delivering timely service and compatible land development through cooperation with surrounding and overlapping units of government.

### Objectives:

1. Work with the De Pere Unified, Denmark, and Green Bay 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, such as the Southern Bridge Project corridor / CTH GV extension and County EA intersection near I-43.
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. Evaluate a joint Tax Increment District with Bellevue for the development of the Kewaunee Road area.
7. Explore future opportunities to consolidate the provision of town services with other communities.
8. Work with the City of De Pere and Village of Bellevue to develop strong boundary agreements.

## INTERGOVERNMENTAL COOPERATION POLICIES, PROGRAMS, AND 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.

### Work with Surrounding Communities and Brown County to Create Bicycle and Pedestrian Linkages

Town residents have expressed a desire for bike paths to provide non-motorized connections not only between neighborhoods and subdivisions, but to adjacent communities, and regional trails like the East River Trail and Fox River State Trail. The Brown County Bicycle and Pedestrian Plan provides an excellent framework for establishing a regional network of bicycle facilities. The Town will support the paving of shoulders on all 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 or five feet. The Town will 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 also work with its immediate neighbors to incorporate bicycle and pedestrian facilities as a part of all major roadway improvement projects and new developments in or adjacent to Ledgeview.

### Work with the WDNR and Brown County to Acquire or Develop Additional Acreage for Conservation, Protection, or Parkland

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 and development or existing park lands, marketing of its parks, natural resource tourism, and future opportunities. Developing a relationship with these entities will 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.



Figure 8.2 Image: Mead & Hunt, Inc.

The Town should work with the Brown County Parks Department on projects that could have county-wide significance like the extension of the East River Trail through the southwestern portion of the Town and the future development of the county's existing East Side Landfill.

### **Work with Surrounding Communities to Develop Strong Agreements**

The Town should work with the City of De Pere and Village of Bellevue to strengthen existing agreements and to create new ones to support economic growth and expansion of utilities along the Town's municipal boundary. Currently the Town has three agreements related to utilities:

1. In association with the Fox River District, De Pere owns the water main along Hwy 32/57. The branches off from this main are owned and serviced by the Town. This partnership allows De Pere water to serve Ledgeview residents.
2. In agreement with the Village of Bellevue, Ledgeview serves the Kettle Creek area, southeast of Bower Creek Road, with water. The water mains are owned and operated by the Town.
3. In agreement with the Village of Bellevue, the Village serves Ledgeview residents along the south side of Big Creek Road. The Village owns and operates these water mains.

CHAPTER NINE:

# IMPLEMENTATION



# 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 recommendations, 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.

It is important to note that this plan is not a static document. It must evolve to reflect current conditions. If not regularly reviewed and amended, it will become ineffective over time. Applications for rezoning and development that are inconsistent with the plan and Future Land Use Map must still be considered. In some situations, it may be desirable to amend the plan (and map) to accommodate a compatible but previously unplanned use. Likewise, a change in State, county, or regional policy, technological advances, the economy, or the natural environment may affect this plan.

Any change to the plan (including the plan maps) must be considered within the context of all nine required plan elements, including the visions, goals and policies expressed in this document. If an amendment is to be approved, the process must include a formal public hearing and plan distribution per the requirements of the Wisconsin Comprehensive Planning law. Any amendment must be reviewed by the Zoning & Planning Commission and approved by the Town Board before such development is permitted.

## PLAN ADOPTION PROCESS

This Town of Ledgeview Comprehensive Plan update was adopted following procedures specified by Wisconsin's "Smart Growth" 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:

- The Zoning & Planning Commission initiated the proposed Comprehensive Plan update.
- The Town Board adopted by resolution the procedures that were undertaken to ensure public participation during the plan update process.
- The Zoning & Planning Commission through regularly scheduled town meetings directed the preparation of the Plan update.
- The Zoning & Planning Commission held several public meetings on the Proposed Comprehensive Plan update. Following the final public meeting, the Zoning & Planning Commission made a recommendation to adopt this Plan by resolution to the Town Board by majority vote of the entire Commission.
- At least 30 days before the Public Hearing scheduled in conjunction with the Town Board meeting, the Town provided written notice to all of the following:
  - An operator who has obtained or made application to obtain a nonmetallic mining reclamation permit.
  - A person who has registered a marketable nonmetallic mineral deposit.
  - Any other property owner or leaseholder who has an interest in property in 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.
- The Town Clerk sent a copy of the Public Hearing notice and Plan update to all adjacent and surrounding government jurisdictions as required under Section 66.1001(4)b and c, Wisconsin Statutes.
- The Town Clerk directed the publishing of a Class 1 notice, with such notice published at least 30 days before the Town Board Public Hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.
- The Town Board held a formal Public Hearing on an ordinance that would adopt the Comprehensive Plan update.
- Following the Public Hearing, the Town Board approved the ordinance adopting the proposal by a majority vote of Board members.
- The Town Clerk sends a copy of the adopted Plan update (if revised) to surrounding government jurisdictions and the Brown County Planning and Development Department for incorporation, as appropriate, into the County's Comprehensive Plan.

## **IMPLEMENTATION RECOMMENDATIONS**

Table 32 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 four 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 2035.

### **Champion**

This column represents the community organization or group, commission, or staff member who is charged with ensuring the recommendations of this plan are implemented and the plan is used. Many recommendations will have multiple champions who will need to collaborate to ensure the most efficient and effective implementation. Champions outlined below include the Town Board, Zoning & Planning Commission (ZPC), Park & Recreation Committee (PRC), Beautification Committee, Redevelopment Authority, Sanitary District, or Town Staff – e.g. Engineer, Planner, Code Enforcement Officer, or Public Works Operator.

**LU 1** ZPC

Develop the Business Park off I-43

2025 - Ongoing

**LU 5** ZPC

Encourage Sewered & Prohibit Unsewered Development

Ongoing

**TR 1** ZPC

Annually Develop & Adopt an Official Map

Annually

**TR 5** ZPC

Ensure Developments Provide Direct Access Between Sidewalks and Streets

Ongoing

**TR 9** PW

Define the Parking Areas of Urban Streets

2025 - 2030

**TR 13** TB

Continue to Require Development to Fund Infrastructure Improvements

Ongoing

**LU 2** ZPC

Support Traditional Neighborhood Development

Ongoing

**LU 6** PRFC

Expand and Connect Parks and Open Spaces

2025 - 2030

**TR 2** ENG

Develop a Continuous Sidewalk System in the Town's Urban Areas

Ongoing

**TR 6** ENG  
PSC

Reevaluate Speed Limits

2025 - 2027

**TR 10** ZPC

Encourage Development of Infrastructure for Alternative Fuel and Electric Vehicles

Ongoing

**ED 1** TB  
TS

Business Outreach & Retention, Attraction, and The New North

Ongoing

**LU 3** ZPC  
PW

Develop the South Bridge Connector Corridor

2025 - 2035

**LU 7** PRFC

Preserve and Protect Natural Areas

Ongoing

**TR 3** PW

Ensure Infrastructure has Pedestrian and Bicycle Facilities

2025 - 2035

**TR 7** PW

Implement Traffic Calming & Road Diets in Neighborhoods & Commercial Areas

2025 - 2030

**TR 11** TS

Develop a Pedestrian Network or Active Transportation Plan

2025 - 2030

**ED 2** TS

Strategic Property Acquisition

Ongoing

**LU 4** ZPC

Accommodate a Mix of Housing Types and Lot Sizes

Ongoing

**LU 8** ZPC  
TS

Update the Town Zoning Code

2025 - 2027

**TR 4** PW

Develop Well-Connected Street Patterns

Ongoing

**TR 8** ZPC

Enable Developers to Build Narrow Streets

2025 - 2027

**TR 12** TS

Explore Grant Opportunities for Pedestrian and Bike Improvements

2025 - 2028

**ED 3** TS

Strategically Utilize Tax Incremental Financing (TIF)

Ongoing

**ED 4** **TS**

Create an Economic Development Strategic Plan

2025 - 2030

**ED 8** **BC**

Define Community Entryways/Gateways

2025 - 2026

**ED 12** **ZPC**

Encourage Energy Efficiency and Sustainable Development

Ongoing

**H 3** **ZPC**

Implement Residential Design Guidelines

Ongoing

**H 7** **ZPC**

Encourage Neighborhood Connections

Ongoing

**CFU 3** **ZPC**

Evaluate a PDR Program to Preserve Recreational & Open Space Amenities

2025 - 2030

**ED 5** **ZPC**

Update and Implement the I-43 Business Park Master Plan

2025 - 2030

**ED 9** **ZPC**

Highlight Community Character Corridors

2025 - 2030

**ED 13** **TS**

Develop a South Bridge Connector Corridor Plan

2025 - 2027

**H 4** **ZPC**

Enforce Neighborhood Design Characteristics

Ongoing

**H 8** **TS**

Develop a South Bridge Connector Corridor Plan

2025 - 2027

**CFU 4** **ZPC**

Increase Sustainability and Green Building

Ongoing

**ED 6** **ZPC**  
**TS**

Review Existing Zoning and Development Codes

2025 - 2027

**ED 10** **BC**

Encourage Public Art

Ongoing

**H 1** **ZPC**

Plan for a Sufficient Supply of Developable Land for Housing

Ongoing

**H 5** **ZPC**

Encourage Context Sensitive Neighborhood Design and Locations

Ongoing

**CFU 1** **PW**

Maintain and Enhance Town Services and Facilities

Ongoing

**ACNR 1** **ZPC**

Direct Intensive Development Away From Productive Ag. Operations

Ongoing

**ED 7** **ZPC**

Implement Enhanced Design Standards for Commercial and Industrial Uses

Ongoing

**ED 11** **TS**

Encourage Business related to Recreation & Bicycling

Ongoing

**H 2** **ZPC**

Encourage Missing Middle Housing

Ongoing

**H 6** **ZPC**

Encourage Cluster Development

Ongoing

**CFU 2** **PRFC**

Maintain and Enhance Town Recreational Facilities

Ongoing

**ACNR 2** **TB**

Explore the Purchase and Transfer of Development Rights

2025 - 2027

**ACNR 3** CE

Work with Large Farming Operations to Ensure Compliance with WDNR and DATCP

Ongoing

**ACNR 7** TS

Pursue the Certified Local Government Program

2025 - 2030

**ACNR 11** TS

Promote the Use of Visual Impact Analysis & Viewshed Protection

Ongoing

**IM 1** ZPC TS

Work with Surrounding Communities and Brown County to Create Bicycle and Pedestrian Linkages

Ongoing

**ACNR 4** PRFC

Encourage Cultural Heritage Tourism

Ongoing

**ACNR 8** PRFC

Protect Environmental Corridors and Preserve Open Space

Ongoing

**ACNR 12** TB

Utilize Federal Funding for Land Acquisition

2025 - 2030

**IM 2** TS

Work with the WDNR and Brown County to Acquire or Develop Additional Acreage for Conservation, Protection, or Parkland

Ongoing

**ACNR 5** ZPC

Protect & Rehabilitate Known Historic and Archeological Sites

Ongoing

**ACNR 9** PRFC

Develop Greenways to Protect Natural Resources

2025 - 2030

**ACNR 13** PRFC

Expand Nature-based Tourism

Ongoing

**IM 3** TS

Work with Surrounding Communities to Develop Strong Agreements

Ongoing

**ACNR 6** PRFC

Cooperate on a Survey of Historic and Archeological Resources

2025 - 2035

**ACNR 10** PRFC

Protect Rare Species and Wildlife Habitat Areas

Ongoing

**ACNR 14** ZPC

Develop former Mineral Extraction Sites

2025 - 2030

# PLAN MONITORING AND USE, AMENDMENTS, AND UPDATE

## Plan Monitoring and Use

The Town should continuously evaluate its land use decisions (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 years 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 the Town to provide for public participation when adopting, amending, adding to, or updating the Comprehensive Plan. The Town will follow the public participation procedures adopted by resolution of the Town Board for amending, adding to, or updating the Comprehensive Plan, in accordance with Wis. Stat. § 66.1001(4)(a).

## Plan Update

The Town should regularly evaluate its progress towards achieving the recommendations of this 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 review this Comprehensive Plan around 2030 and evaluate the need for an update in 2035. 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 proposed updates as outlines above.

# **APPENDIX A:**

# **Adopting Legislation**

**RESOLUTION NO. R-2025-028**

TOWN OF LEDGEVIEW, BROWN COUNTY, WISCONSIN

**RESOLUTION Recommending Adoption of the 2025 Update to the Comprehensive Plan for The Town of Ledgeview**

**WHEREAS**, the Town of Ledgeview has by ordinance established a Zoning & Planning Commission pursuant to Sections 60.10, 60.22(3), 61.35 and 62.23 of the Wisconsin Statutes, and

**WHEREAS**, the Zoning & Planning 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 Zoning & Planning 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 Ledgeview Zoning & Planning Commission has prepared an update to the comprehensive plan for the Town of Ledgeview 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 Ledgeview Town Board adopted a public involvement plan on March 4, 2024 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.

**THEREFORE BE IT RESOLVED**, by the Town of Ledgeview Zoning & Planning Commission that:

- A. The Commission recommends to the Town Board the attached "Town of Ledgeview Comprehensive Plan 2045" dated May 14, 2025 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 Zoning & Planning Commission Chair shall sign this resolution and shall further certify a copy to the Town Board.

The Town Clerk shall properly post or publish this resolution as required under Wis. Stat. §60.80 within thirty (30) days of the below-noted adoption date.

**ADOPTED** this 14<sup>th</sup> day of May, 2025.

Zoning and Planning Commission

Town of Ledgeview

  
 Jane Tenor, Chair  
 Zoning & Planning Commission  
 Town of Ledgeview, Brown County, WI

\_\_\_\_\_  
 Jennifer Broich, Town Clerk

Approved by ZPC: \_\_\_\_\_  
 Denied: \_\_\_\_\_  
 Deferred: \_\_\_\_\_  
 Adopted at Town Board: \_\_\_\_\_

5/14/25 7-0  
 \_\_\_\_\_  
 \_\_\_\_\_

Posted:  
 Published:

NEED TB RESOLUTION PAGE

# **APPENDIX B:**

# **Community Survey Summary Report**

# memorandum



RE: Community Survey Results

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## Background:

In support of the Town's Comprehensive Plan 2045 Update, a Community Survey was created to gather community input on a variety of topics including but not limited to housing, land use, parks and recreation, economic development and natural resources. The survey consisted of 35 questions: multiple choice, ranking, and open ended. It is important to note that while this survey received over 400 responses, it is not a statistically significant survey. This survey is to gather input from the community on attitudes on a variety of topics.

## Results:

### Housing

- The #1 missing housing type in the Town was 55+ Housing (50%)
- Respondents indicated 'Yes, the Town should have housing products for first-time home buyers' with Single-Family Detached being selected the most (50%)
- 46% of respondents indicated that 55+ housing was important to them as residents will want to downsize and stay in Ledgeview
- 63% of respondents indicated they did not want apartment rentals in Ledgeview, with 45% indicating the same of Duplexes/Triplexes
- *Summary of Open-Ended Questions:*
  1. Many feel that there are adequate housing options already
  2. Some feel that Ledgeview could use more affordable housing, but others would not like to see low-income housing
  3. Emphasis on preserving conservation and agricultural areas
  4. Strong sentiment opposed to apartments or multi-family housing
    - If there is multi-family development, attached garages, modern design, aesthetic of single family houses, and private entrances are beneficial
  5. Quality of housing more important than quantity
  6. Some would like upscale aging in place options

### Development

- 60% of respondents indicated that Multi-Family Residential was being developed too quickly
- The Monroe Road / CTH GV corridor was most commonly selected as the most desirable spot for commercial development
- Restaurants, gathering spaces, and grocery stores were listed as the the top three most needed places in Ledgeview
- Smaller, family-run businesses are most desired in Town
- *Summary of Open-Ended Questions:*
  1. Many respondents would like Ledgeview to remain the same and do not feel that the Town is developing too quickly
  2. Respondents named athletic clubs/gyms, green space, parks, and small businesses as most needed in the Town
  3. In photo selection questions about commercial development, respondents frequently cited the attractiveness of landscaping and small-town feel
  4. For industrial development, smaller was better and generally there was not much interest

### Land Use

- Respondents indicated that all of the options for mitigating dissimilar land uses were desirable, scoring all five options between a top score 3.42/5.0 (enhanced landscaping to a low score 2.33/5.0 (lighting restrictions)
- *Summary of Open-Ended Questions:*
  1. Respondents would generally not like incompatible land uses close together
  2. There were many responses concerning noise control and regulations

3. Many would like to preserve agricultural land and open space
4. Some would like more street lights while others would like a 'dark sky' community
5. Many responses mention transportation infrastructure (the need for more traffic management, sidewalk and park connections, traffic safety analysis)

**Parks, Recreation and Natural Features**

- 74% of respondents felt that natural areas were important to their recreational needs, and 23% felt they were somewhat important. (In total, 97% were in support)
- The top five requested amenities respondents would like to see in their neighborhood were:
  1. Trails (62%)
  2. Parks (52%)
  3. Street Trees (50%)
  4. Conservation Lands (Wetlands, woods) (49%)
  5. Sidewalks (42%)
- When asked what is most needed in the Town of Ledgeview, 42% responded with gathering spaces.
- The top five requested amenities or features respondents would like to see in parks and recreation areas were:
  1. Natural habitats or conservation areas (62%)
  2. Wildlife viewing opportunities (52%)
  3. Nature based playground equipment (49%)
  4. Sports fields or courts for emerging sports (e.g pickleball, disc-golf) (48%)
  5. Picnic Areas (43%)
- Respondents were evenly split believing their neighborhood had adequate park access and facilities.
  1. Of those responding yes, 77% used the parks often or sometimes.
  2. Of those responding no, 71% felt they could walk or bike to a nearby park or facility.
- 63% of respondents felt that bicycle and pedestrian facilities were important and 27% felt they were somewhat important for connecting residential areas to each other and community facilities. (In total 90% were in support.)
  1. Many open-ended responses mentioned the need for bike and pedestrian connections
- Ledgeview Park and Scray Hill Park were named as the most frequented parks
- The top three most frequented natural resource areas were:
  1. Fox River (60%)
  2. East River (60%)
  3. Fonferek's Glen County Park (56%)
- Approximately 60% of respondents didn't use Ledgeview Golf Course for Golfing, walking, dining, special events, or winter activities.
  1. Of those that used Ledgeview Golf Course, golfing was the predominant use.
  2. Approximately 10% used it for winter activities or walking.
    - Open-ended responses include cross-country skiing and winter biking
- DePere high school was the most frequently used private facility for outdoor and indoor recreation (62%), followed by Heritage Elementary School (45%)
  1. The most common open-ended response was no school used or "not allowed" to use
- When asked what role the Town should play in protecting and preserving quality of life and shared natural resources (air, water, farmland, viewsheds), respondents answered:
  1. *Advocate*: Pursue outside funding to match local funds to preserve and protect natural areas and agricultural land (65%)
  2. *Educator*: Provide materials to inform property owners of ordinances and regulations (62%)
  3. *Enforcer*: Improve and expand enforcement of town ordinances (51%)
  4. *Regulator*: Impose ordinances and regulations (45%)
- *Summary of Open-Ended Questions*:
  1. Plan carefully to preserve natural areas
  2. Education is paramount

## **Transportation**

- The following transportation categories received the following scores:
  1. Traffic flow and congestion: 3.35/5.0
  2. Condition of the roads: 3.26/5.0
  3. Sidewalks: 3.12/5.0
  4. Pedestrian trails: 3.1/5.0
  5. Access to transportation: 2.81/5.0
- Greater sidewalk connectivity was the top transportation measure most needed (3.94/5.0)
- 64% of respondents indicated that bicycle and pedestrians connections were important to them as they expect to need/use them

## **General**

- The top 5 amenities respondents want in their neighborhoods:
  1. Trails (62%)
  2. Parks (52%)
  3. Conservation Lands (49%)
  4. Street Trees (49%)
  5. Sidewalks (42%)
- The top 5 reasons residents live in Ledgeview
  1. Overall quality of life
  2. Safety/Security
  3. Location in region
  4. Size of the community
  5. K-12 schools
- *Summary of Open-Ended Questions:*
  1. Respondents love the small town feel of Ledgeview and would like to preserve and protect natural areas while providing greater bike and pedestrian connections among and through them.

## **Demographics**

- Respondents were most often:
  1. Homeowners within the Town
  2. Have lived in Town over 10 years
    - Open-ended responses cited “grew up here” and “family here” as their relationship to the Town
  3. Between 35 and 54 years old
  4. Had a household size of 2
  5. Did not have adult aged children living in their household
  6. Did not have children in their household

# **APPENDIX C:**

## **Key Planning Issues Survey Results**

# KEY PLANNING ISSUES TOWN OF LEDGEVIEW COMPREHENSIVE PLAN 2045

## SUMMARY OF RESPONSES – 05/17/2024

*Existing Planning Framework: Were you part of the original 2013 Comprehensive Plan process and approval? Do you refer to the plan or find it useful? If not, how could it be improved? List some merits and shortcomings of the plan. Are there other long-range plans that have been helpful in community decision-making?*

**Plan Commission Members:** Only one of four respondents was part of the plan in 2013. There was a mixture of feeling that the plan was useful and that it was not comprehensive enough. Those that found it useful said it was referenced in zoning approvals, the business site and operations plan, and for trail and park maps.

**Park Board Member:** There was only one respondent. This individual was not on the 2013 plan and felt that the parks portion should be more focused on open space than park development. The respondent was very complimentary of the East River Project.

**Town Board Members:** One respondent was part of the 2013 plan and the others were not. A few members felt the plan wasn't useful and haven't used it, while another felt that the public input summaries and comparisons to other towns were helpful.

**Town Staff Members:** Only one of the four respondents was part of the 2013 plan. There was an even split of finding the plan useful and referring to it and not referencing it at all. The future land use section and parks plans were cited as the most useful sections.

*Community Character: What characteristics define Ledgeview, and how does the Town look and feel to residents, businesses, and visitors? Is it inviting? Is the community growing or changing in a way that improves or diminishes its character? Provide some examples. What trends may affect the character of the Town in the future? Does the recent quality of development—both aesthetic and type—meet community expectations?*

**Plan Commission Members:** Respondents felt that Ledgeview has a rural and safe atmosphere with an active outdoor feel. There were a few mentions of Ledgeview as a bedroom community with upscale/high-end residences. There was a general impression that the natural features define Ledgeview and that it should remain that way. One member would like to see more retail.

**Park Board Member:** This respondent expressed a desire that any new development must include recreation space and the natural environment must be preserved.

**Town Board Members:** These respondents described Ledgeview's quiet, small, peaceful, rural environment. One member does not want much business development while the others believe that it is either inevitable or acceptable, leading to a greater need for new development to maintain the design and aesthetic of current businesses.

**Town Staff Members:** The staff members described the town as well-maintained with natural beauty and a nice original architectural design. Many members mentioned the need to uphold original design standards in new development. Some staff felt that Ledgeview could use more parks and recreation activities, brush and yard waste services, restaurants and shops, and a public square for community events.

*Land Use: What are some issues regarding the type and quality of land uses within the Town (e.g., residential, commercial, industrial, recreational)? Are there areas of conflicting land uses, and if so, where? Is development in nearby communities a concern, and if so, which ones? Does the current zoning reflect the Town's desires for land use? If not, where are they at odds? Are the existing zoning ordinance and subdivision regulations adequate, and if not, what improvements are needed?*

**Plan Commission Members:** There was a sentiment against low-income housing and development taller than three stories. Members would like to see high end apartments for younger generations, a plan for the agricultural land transition, and greater business growth.

**Park Board Member:** This member believes the current balance is good and there should not be strip malls in Ledgeview.

**Town Board Members:** One member believes Ledgeview should embrace residential development in 85% of the town. There were two areas of opposing viewpoints: one member believes there are no conflicting land uses in the town while another cited two problem regions – the GV corridor as it transitions from residential to commercial and the farm on Dickinson/Lime Kiln with the new residential homes in the area.

## APPENDIX C: KEY PLANNING ISSUES SURVEY RESULTS

**Town Staff Members:** Three of the four members mentioned Bellevue’s new development at 172/GV area as problematic and of concern to Ledgeview. There was a desire for more sidewalks and the need to be mindful of access, building design, and compatibility with existing businesses as growth continues.

*Pace of Development: Are you satisfied with the pace of non-residential development in Ledgeview? What are your thoughts on the location of new development? How is development in the surrounding communities and unincorporated areas affecting the Town? Do you expect that to change? What should the Town do to influence the pace and location of development within the Town?*

**Plan Commission Members:** There were a few mentions of more restaurants, particularly small non-fast-food options. All four members believe there should be development encouraged in the GV corridor. One member would like more residential development.

**Park Board Member:** This respondent believes the pace of development is appropriate, but also notes the advantages of a slower pace to compare and learn from peer communities which are developing quickly.

**Town Board Members:** There is a general interest in seeing both the I-43 and GV corridors developed, and a desire for more non-residential development such as small retail shops, grocery stores, restaurants, and services.

**Town Staff Members:** There is a desire for more commercial development and a need to define clear design standards for the inevitable growth. They would like to define a clearer “Why Ledgeview” story for developers.

*Natural Environment: What are the key environmental features in/around Ledgeview (e.g., rivers, wetlands, tree canopy, etc.)? How are or could they be preserved and enhanced? Are natural resources used appropriately, overused, or underused? Are the features accessible? Are there pollution, hazardous materials, or spills problems? Are there problems with stormwater or flooding, and if so, where?*

**Plan Commission Members:** Natural features included the Ledge, ESA, and East River. They believe multi-use trails would enhance access to these. They mentioned that flooding is an issue in the south of town and new developments don’t handle stormwater well. They would like new developments to have curbs, gutters, sewer, and sidewalks, and green building initiatives. One member said there was less flooding in recent years than in the past but that it’s cyclical.

**Park Board Member:** This respondent believes the natural features aren’t accessible, particularly for young people. The respondent mentioned problems such as flooding in the East River, pollution on the Fox River and Green Bay, and residents’ fertilizer usage.

**Town Board Members:** Natural features include the Niagara Escarpment and Fonferek’s Glen Conservancy. They would like preservation of the escarpment, and all three mentioned flooding and/or stormwater management as problematic.

**Town Staff Members:** Natural features include the Niagara Escarpment, East River, Fonferek’s Park, tributaries of Bower Creek, Fox River, Kittell Falls, golf course, and woods throughout the town. There is a desire for preservation of natural areas, emphasis on the parks and recreation options, and green infrastructure in the GV corridor. One member would like a Tree Canopy Protection Ordinance.

*Housing: What is the current housing mix in the community, in terms of type and density? Are you satisfied with the current mix? Does Ledgeview need additional types of housing, or more of any particular types? Is maintenance and rehabilitation of older residential areas an issue? Are there neighborhoods of concern, and if so, why? Are you satisfied with the pace of housing development in Town? Is it too fast/too slow/ non-existent?*

**Plan Commission Members:** There was a mixture of responses ranging from a need for affordable, entry-level homes and a desire for no low-income apartments. A few members would like more multi-family units that are owner-occupied. One member stressed that all new development should include storm sewer, curb, sidewalks, street lights, green space, water retention, and neighborhood parks.

**Park Board Member:** This respondent would like more low-income, affordable housing for a more balanced demographic along with more single-family homes.

**Town Board Members:** All are pleased with the pace of housing. There is a desire for more dedicated planning of where apartments, condos, smaller housing, and single-family homes should go. One member appreciates the new luxury apartments and condos in town.

**Town Staff Members:** There were a few disparate ideas mentioned: more focus on industrial, commercial, and single-family development; more townhouses/rowhomes that would set the stage for a downtown in Ledgeview, and the need to update old housing stock.

*Economic Development: What is the Town's attitude towards economic development? Are you satisfied with the type of industrial/commercial/residential/mixed-use development occurring? Are there key economic development areas, and if so, where? What incentives has the Town provided to encourage development or job creation?*

**Plan Commission Members:** They expressed a desire for more commercial and retail development limited to specific corridors, especially the GV Corridor. They stated that the TIF district shows that the town would like more economic development. One member also would like to see more high-end residential.

**Park Board Member:** This individual urged caution on economic development, mentioning that job creation shouldn't be prioritized over open space and residential areas.

**Town Board Members:** These responses ranged from satisfaction with current type of development to a need for increased development. All respondents mentioned the TID areas.

**Town Staff Members:** Two members expressed a desire for TID funds to focus on job creation and infrastructure to build community identity. One mentioned the Ledgeview Business Park.

*Transportation: What are the Town's concerns about transportation (roads, bikeways, railroads, public transportation)? Does the current transportation network suit your needs, and why or why not? Are there "problem" roads or intersections? What needs improvement, and what improvements have recently been completed or scheduled? Is there a capital improvement program in place, and has it been followed? How is the community's relationship with the County DOT and Wisconsin DOT?*

**Plan Commission Members:** Some members would like more bike lanes and hiking trails and to connect GV and Scray Hill Road up Dickinson. One mentioned that Curative Connections clients would like public transit service. The Hwy X, Cottonwood, and Creamery Road intersection area is awkward for interactions among pedestrians, bicycles, and cars/trucks.

**Park Board Member:** This respondent would like to continue focusing on bike paths as Ledgeview is known for these.

**Town Board Members:** A few are very satisfied with the current transportation system while others expressed concern about speed limits and crosswalks near parks. One would like to see sidewalks on busy roads for kids going to school and/or parks but thinks that the policy of sidewalks on both sides of the street might not be necessary for all of Ledgeview. One is concerned about the need for a roundabout on Hwy X at Swan Road, and another mentioned the inevitable need for future maintenance repairs of roads.

**Town Staff Members:** Many would like greater accommodations for multimodal users, particularly down CTH G or connected to the Bower Creek area, and sidewalks near schools. There is hope that the relationship with the County Highway Department would improve with the new Highway Commissioner. A member would like wider shoulders on all county roads to accommodate ped/bike traffic.

*Intergovernmental Issues: What is the Town's relationship with each of the surrounding communities? Are there existing problems, or could there be in the future? What is your attitude regarding the intergovernmental agreements with surrounding governments regarding land use, boundaries, or shared services? Are these agreements beneficial to Ledgeview? Does the community support these agreements? How would you rate their effectiveness?*

**Plan Commission Members:** There was little said from these members besides being in favor of future agreements and the need to rely on Town Staff.

**Park Board Member:** This respondent believes Ledgeview is weak in this area and that the town board should be more active in building relationships and collaborating with surrounding communities.

**Town Board Members:** All would like to see more collaboration with neighboring communities to offer more services. One mentioned that the relationships with neighboring communities has improved drastically since starting on the board.

**Town Staff Members:** Most members expressed concern over borders with neighboring communities, and the need for Ledgeview to obtain Village status. Many mentioned border agreements.

## APPENDIX C: KEY PLANNING ISSUES SURVEY RESULTS

*Community Facilities and Services: Is there adequate space for schools, police, fire, community offices, and other community facilities? How does the community regard essential services that the Town provides? Is the park system in Ledgeview adequate? What is the status of public utilities provided by the Town? Is there ample capacity? Are there problems with water quality? Is stormwater management an issue? What areas, facilities, etc. need improvement or greater public assistance?*

**Plan Commission Members:** A couple mentioned the need for better stormwater management. One said the park system and plan seem good and that the former landfill could become a recreational area. There might be a need for a new polling place in the future.

**Park Board Member:** This respondent stated the water tastes like chemicals and there's too much water usage, but otherwise services are adequate. Mentioned that due to climate change there will be a continual need to address stormwater.

**Town Board Members:** A few would like to see Ledgeview have its own police and/or fire department. Another would like more recreational and community activities in the parks.

**Town Staff Members:** One said that the town is not in a position for full-time police or a fire department, but Ledgeview is in a good spot for Public Works and Community offices. A couple mentioned the school district possibly expanding, and another mentioned the sanitary district should be prepared to install necessary infrastructure if rapid development takes off.