



Comprehensive Plan *for*

Prepared by RDG Planning & Design
April 2012

Acknowledgements

The authors gratefully acknowledge the friendship, support, and cooperation of the residents of the Village of Howard. It is to them that we dedicate this plan. We would like to express special gratitude to village staff and the Howard Comprehensive Plan Steering Committee whose leadership was a critical part of a successful planning process.

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Table of Contents

Howard Comprehensive Plan

	Introduction	
SECTION 1	Chapter 1: Demographic and Economic Profile	15
	Chapter 2: Land Use Profile	33
	Chapter 3: Environmental Profile	47
	Chapter 4: Transportation Profile	57
	Chapter 5: Parks and Recreation Profile	67
	Chapter 6: Infrastructure Profile	79
	Chapter 7: Public Facilities Profile	87
SECTION 2	Chapter 8: Community Visioning	93
SECTION 3	Chapter 9: Future Land Use Development Framework	101
	Chapter 10: Special Development Areas	137
	Chapter 11: Future Transportation	167
	Chapter 12: Future Parks and Natural Resources	187
	Chapter 13: Economic Development	199
	Chapter 14: Intergovernmental Collaboration	205
	Chapter 15: Annexation and Implementation	211

Early Duck Creek Residents pose for a picture outside of the Eagle Hotel at the intersection of Riverview Drive and Velp Avenue.

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Introduction

This plan lays out a vision for the future of Howard, Wisconsin, a community of approximately 17,000 residents in Brown County, Wisconsin. As a rapidly growing suburb, Howard has a significant role in the economic, social and environmental health of the Green Bay metropolitan region.

INTRODUCTION: HOWARD COMPREHENSIVE PLAN

This plan lays out a vision for the future of Howard, Wisconsin, a community of approximately 17,000 residents in Brown County, Wisconsin. As a rapidly growing suburb, Howard has a significant role in the economic, social and environmental health of the Green Bay metropolitan region. The following plan builds on the success of Howard's 2008 Five Year Strategic Plan by identifying additional issues and opportunities in areas such as land use, infrastructure, public facilities, and environmental resources. This document outlines a comprehensive community profile, shared community goals, and a flexible implementation plan that will guide Howard as it continues to grow and evolve.

HOWARD LOCATION

The Village of Howard is located in the northwestern part of Brown County, with a small western parcel of land in Outagamie County. Howard is bounded by the Village of Suamico and Town of Pittsfield to the north, the Village of Hobart and the City of Green Bay to the south, and the Bay of Green Bay to the east. Figure 0.1 illustrates Howard's regional setting.

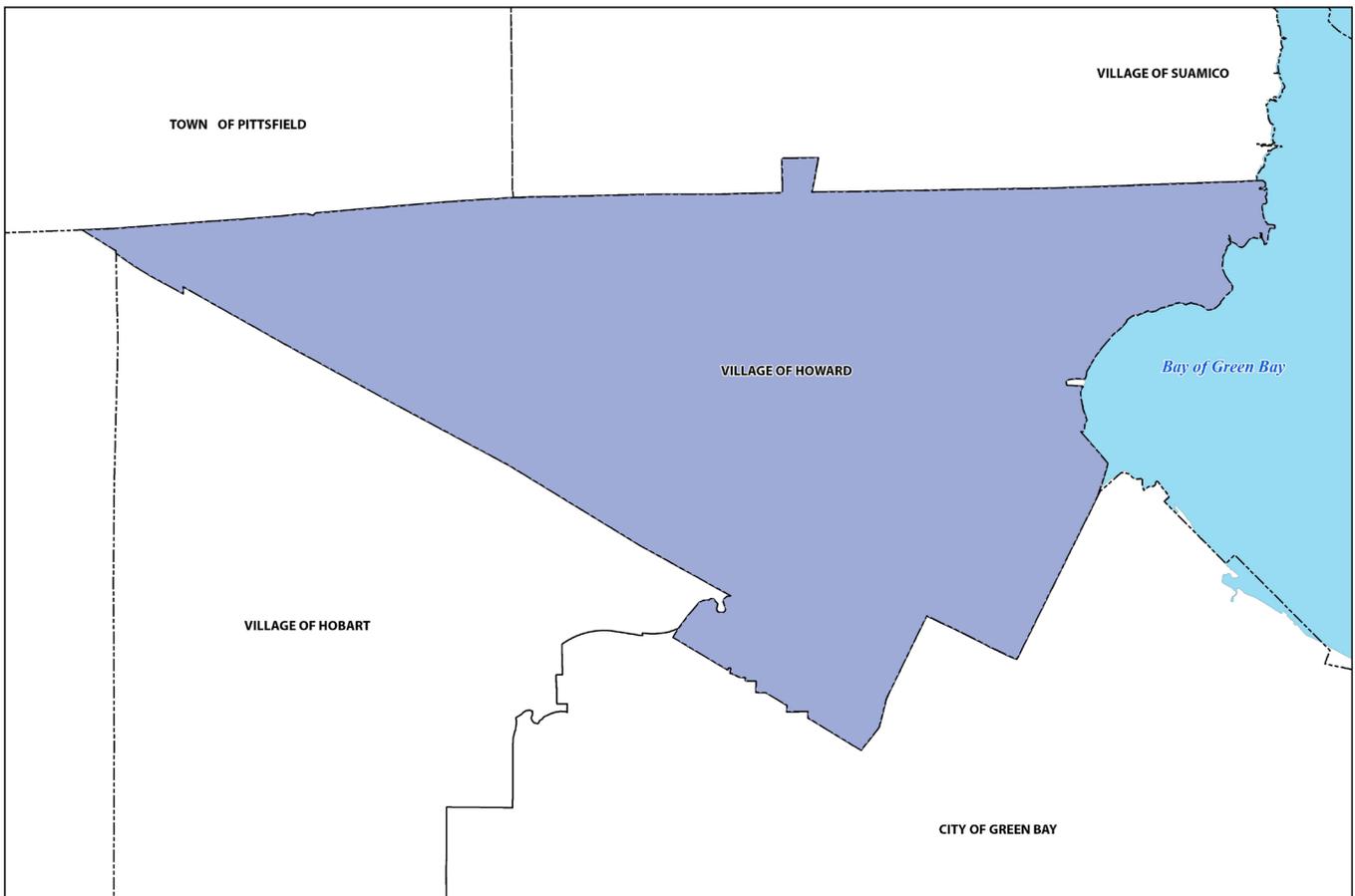


Figure 0.1 - Howard's Regional Setting

HOWARD HISTORY

Early records show the Howard area as home to members of the Fox, Sauk and Winnebago tribes. As these tribes were pushed out by French soldiers in the 18th century, members of the Menominee tribe moved into the area, where they remained for much of the next century.

A French fur-trading post was built in what is now Howard in 1765, as European presence began to grow in the area. Around this time, the area acquired the name "Duck Creek," which it retained well into the 19th century.

Duck Creek and the state of Wisconsin did not come under control of the United States until 1816, when American soldiers built Fort Howard in Green Bay, and gradually imposed control over the area. Duck Creek was established as the town of Howard in 1835, and one year later the treaty of Duck Creek transferred four million acres of land from the Menominee tribe to the U.S. government, officially making Howard a part of American territory.

By 1850, the population of Howard had reached approximately 60 families. Most Howard residents were of French Canadian descent and made their living in fur trading, quarrying, lumbering and brick-making.

In the 1850s and 60s, legislative redistricting in the Howard area resulted in new boundaries that resembled those of present day Howard. Although the land area was diminished, Howard's population soon began to grow with the coming of a railroad station to Fort Howard in 1862, allowing Duck Creek merchants a larger market for their goods. By 1880, Duck Creek was a bustling community of industry, hotels, stores, small farms, and more than 1,100 residents.

Population continued to increase until 1959 when the town of Howard incorporated to become the Village of Howard. In the 50 years since incorporation, Howard has boomed into a successful suburb of the Green Bay metropolitan area. Howard population grew from just 3,400 in 1960 to more than 17,000 in 2010. As the Village of Howard looks to the future, this plan will guide its continued growth and evolution.

A VISION FOR THE FUTURE

A vision statement summarizes the goals and values of a comprehensive plan. As part of the 2008 Five-Year Strategic Plan, the Village of Howard adopted a vision statement that will guide this Update of the Comprehensive Plan.

VISION STATEMENT

The Village of Howard will continually strive to provide transparent, accountable government with exceptional customer service in our inexhaustible effort to distinguish Howard as the most desired location to live, work, play, and retire in northeast Wisconsin.

THE ROLES OF A COMPREHENSIVE PLAN

Comprehensive planning is a transparent public process in which residents create a shared vision to promote the health, safety and prosperity of the community. A comprehensive plan has two fundamental purposes: First, the plan provides a legal basis for land use regulations by analyzing existing conditions and developing growth goals. Secondly, the plan presents a unified and compelling vision for a community and establishes the specific actions necessary to fulfill that vision. These purposes are detailed in the following sections.

THE LEGAL ROLE

The State of Wisconsin enables cities to adopt zoning and subdivision ordinances to promote the “health, safety, morals or general welfare” of the community. Land use regulations, such as zoning and subdivision ordinances, recognize that people in a community live cooperatively and have certain responsibilities to coordinate and harmonize the uses of private property. These regulations govern how land is developed within a municipality and its extra-territorial jurisdiction. The Wisconsin Statutes require these ordinances to be in conformance with a comprehensive plan and its corresponding vision for the community’s physical development. The Howard Comprehensive Plan therefore provides the legal basis for the village’s authority to regulate land use and development.

The Village of Howard Comprehensive Plan should be used by Village officials when revising and administering its zoning and other development ordinances. The plan should be the basis for identifying the locations of future developments and extending public services.

THE COMMUNITY BUILDING ROLE

A comprehensive plan defines a shared vision and presents a unified action program that will implement the village’s goals. The plan is designed as a working document that both defines future goals and provides a flexible implementation program that can respond as demographic and economic environments change over time. In particular, the Howard plan will outline goals for attaining a desirable development pattern and devise strategies to achieve this desired development pattern.

Wisconsin’s Comprehensive Planning Legislation

The Wisconsin Comprehensive Planning Law provides guidelines to encourage the strategic development of local comprehensive plans, including fourteen planning goals and nine comprehensive plan elements that all plans should address. These guidelines are intended to improve economic opportunities, preserve the natural environment, protect quality of life, and ensure equitable decision-making processes.

The planning goals and comprehensive plan elements as defined in the legislation are listed below. Though the sets of elements and principles may look similar, they differ in that the planning goals are meant to be the overarching values that inform the nine elements of the plan.

Comprehensive Planning Goals

Broad Guiding Values For Comprehensive Plans:

1. Promotion of redevelopment of land with existing infrastructure and public services, and maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and low costs.
6. Preservation of cultural, historic and archaeological sites.
7. Encouragement of cooperation and coordination among nearby units of government.
8. Building community identity by revitalizing main streets & enforcing design standards.
9. Providing an adequate supply of affordable housing for all income levels within the community.
10. Providing infrastructure, services & developable land adequate to meet market demand residential, commercial and industrial uses.
11. Promoting expansion or stabilization of the economic base and job creation.
12. Balancing individual property rights with community interests & goals.
13. Planning & developing land uses that create or preserve unique urban & rural communities.
14. Providing an integrated, efficient, and economical transportation system that meets the needs of all citizens.

Comprehensive Plan Elements

The sections to include in all Comprehensive Plans are listed below, followed by their place in this plan:

1. Issues and Opportunities (Chapters 1-8)
2. Agricultural, Natural, and Cultural Resources (Chapters 3 & 12)
3. Land Use (Chapters 2 & 9)
4. Utilities and Community Facilities (Chapters 5, 6, 7 & 12)
5. Transportation (Chapters 4 & 11)
6. Economic Development (Chapters 1, 10 & 13)
7. Housing (Chapters 1, 9 & 10)
8. Intergovernmental Cooperation (Chapter 14)
9. Implementation (Chapter 15)

The Howard comprehensive plan was created in compliance with the guidelines of the Wisconsin Smart Planning Law.

APPROACH AND ORGANIZATION

Background

The first comprehensive plan for the Village of Howard was adopted in 1977 and updated in 1985 and 2002. The 2002 Comprehensive Plan was prepared by the Brown County Planning Commission and has served Howard since that time. The intent of this update is to revise those sections of the 2002 Plan that are outdated, extend planning projections to 2030, and provide more detailed future land use concepts for both the community as a whole and specific development areas like Village Center.

Approach

RDG Planning & Design was hired to facilitate the planning process and prepare the Comprehensive Plan Update. Howard appointed a twenty-six member Ad-Hoc Committee comprised of Village officials and interested citizens to steer the planning process. The recommendations of this plan are based upon the consensus opinions of the Ad-Hoc Committee, a Village-wide survey, a Community Issues Forum, stakeholder interviews, and the Wisconsin Comprehensive Planning Law. The plan update process was completed in one year and included seven meetings of the Ad-Hoc Committee. This plan also incorporates and builds upon the 2008 Five-Year Strategic plan and the 2005 Village of Howard Comprehensive Outdoor Recreation Plan.

Organization

The organization of the comprehensive plan takes a goal-oriented approach to the future development of Howard. The plan is laid out in three sections: the first identifies the village's existing conditions and growth needs; the second establishes a community vision; and the third forms an action plan that responds to issues and goals of the first two sections. The plan addresses all nine elements of a Comprehensive Plan required by the Wisconsin Smart Planning Law, but re-orders these elements in a strategic planning progression that fits Howard's needs. The plan outline is below.

SECTION 1: ISSUES AND OPPORTUNITIES

This section reviews the village's existing conditions and needs in these areas:

Demographics and Economics:

Population trends, population projections, income levels, age and race/ethnicity distributions, existing employment and industries, and retail performance.

Land Use:

Existing land use inventory, housing trends, housing demand projections, and land need projections

Environment and Stormwater:

Environmental preservation principles, natural hazards, and an inventory of natural features, including watersheds, air quality, drainage patterns, wetlands, open spaces, soil conditions, stream corridors, and floodplains.

Transportation:

Street classifications, automobile levels of service, and alternative transportation analysis, including bike and pedestrian systems

Parks and Trails:

Facility classification, levels of service and quality evaluations

Infrastructure:

Existing Infrastructure systems, including Water, Sewer, Solid Waste, Recycling, and Telecommunications

Public and Community Facilities:

Village-owned, educational, and medical facilities

SECTION 2: A COMMUNITY VISION

The residents of Howard play the most important role in establishing and realizing the vision for Howard's future. Section 2 draws on a year-long public engagement process that included a community-wide survey, community issues forum, stakeholder interviews, Wisconsin Planning Law, and the input of a 26 member comprehensive planning committee of Howard officials and citizens. The plan also refers to the vision established in the 2008 Five-year strategic plan.

SECTION 3: COMMUNITY PLAN

This section considers how Howard will grow, and provides a detailed strategy to guide growth into both the traditional community core and into new strategically-located growth areas. The village's development strategy incorporates plans for the necessary components of a strong and vibrant community, including chapters on future land use, economic development, parks and trails, transportation, infrastructure, and public facilities. The final chapter of this section draws together the analysis and policies of the plan into a detailed implementation program and timeline.

The Village of Howard recognizes that this document is not the end of the planning process. To succeed in achieving Howard's vision for the future, planning must be a continual, ongoing exercise. Just as this plan replaces the 2002 Howard Comprehensive Plan, future planning within Howard must continue to evolve to reflect new trends and concepts.

Community Profile
SECTION 1

Chapter 1: Demographics & Economics

Chapter 2: Land Use

Chapter 3: Natural Environment

Chapter 4: Transportation

Chapter 5: Parks and Recreation

Chapter 6: Infrastructure

Chapter 7: Public Facilities



1

Demographic and Economic Profile

As Howard plans for its future, the first step in the process is to understand past demographic and economic trends. The analysis below examines these trends and makes projections for the future, thereby providing a solid foundation for subsequent components of this Plan.

DEMOGRAPHIC AND ECONOMIC PROFILE

As Howard plans for its future, the first step in the process is to understand past demographic and economic trends. The analysis below examines these trends and makes projections for the future, thereby providing a solid foundation for subsequent components of this Plan.

DEMOGRAPHIC TRENDS

Over the last several decades, the Village of Howard has experienced a rapid increase in population. Between 1960 and 2010, the Village population rose from 3,485 to 17,399, for total increase of 399% and average annual increase of 3.27%. Annual Population growth from 2000 to 2010 was somewhat lower but still strong at 2.53%. Table 1.1 summarizes the population change in Howard since 1960.

Table 1.2 adds comparison population numbers for Brown County, Green Bay, De Pere, Suamico and Allouez. Of these communities, only Suamico has experienced population growth at a rate greater than Howard.

AGE DISTRIBUTION

Population age distribution is an important indicator of both future population dynamics and village-wide needs. A large concentration of the young adult population, for example, could mean a coming boom of young children. At the same time, the need for goods and services such as jobs, housing, social economic support,

Table 1.1 Historic Population Change for Howard, 1960-2010

Year	Population	Decade	Percent Change
2010	17,399	2000-2010	28.4%
2000	13,546	1990-2000	37.2%
1990	9,874	1980-1990	19.8%
1980	8,240	1970-1980	67.8%
1970	4,911	1960-1970	40.9%
1960	3,485	1950-1960	N/A

Source: U.S. Census Bureau, 2010

Table 1.2 Population Change for Howard and Other Communities, 1960-2010

	1960	1970	1980	1990	2000	2010	% Change 1960-2010	% Change 2000-2010
Howard	3,485	4,911	8,240	9,874	13,546	17,399	399%	28.4%
Brown County	125,082	158,082	175,280	194,594	226,778	248,007	98%	9.4%
Green Bay	62,888	87,809	87,899	96,466	102,313	104,057	65%	1.7%
De Pere	10,045	13,309	14,892	16,569	20,559	23,800	137%	15.8%
Suamico	2,073	2,830	4,003	5,214	8,686	11,346	447%	30.6%
Allouez	9,577	13,753	14,882	14,431	15,443	13,975	46%	-9.5%

Source: U.S. Census Bureau, 2010

and healthcare are affected by age distribution. For instance, cities with a high concentration of baby boomers will want to make sure they are preparing to provide retirement services such as leisure and healthcare as the boomers move into that life stage in the coming decades.

Figure 1.1 displays Howard’s population in 2000 and 2010, divided into 5 year age increments, also called age cohorts.

The 2010 median age of Village of Howard residents was 36.3 years, up from 33.8 years in 2000 and 29.9 in 1990 (Figure 1.2).

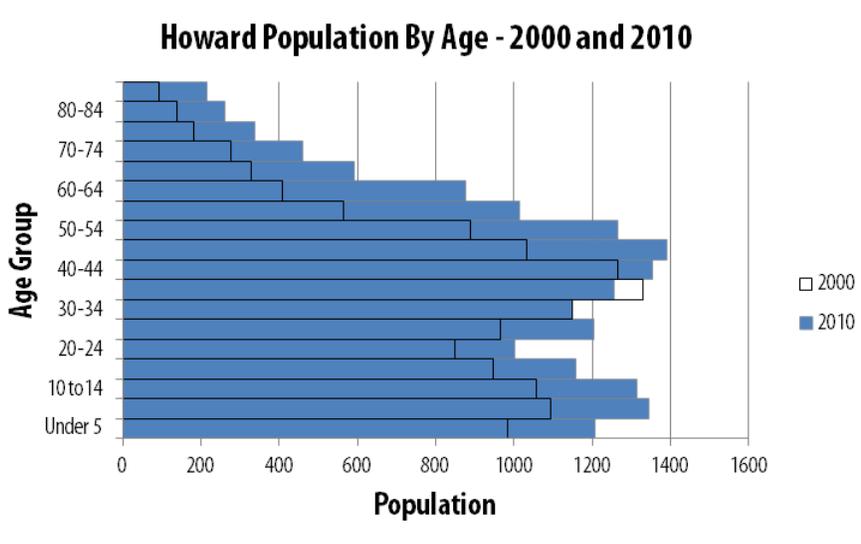


Figure 1.1 - Howard Population by Age Cohort in the years 2000 and 2010.

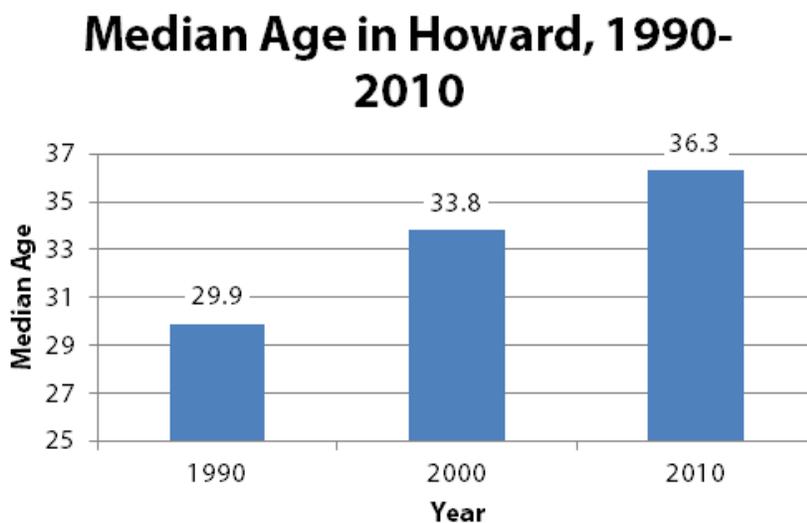


Figure 1.2 - Median Age in Howard in the years 1990, 2000 and 2010.

Table 1.3 presents Howard’s population change from 2000 to 2010 by age cohort, and Table 1.4 shows this population change grouped into “life stage categories”. The categorization method provides information for better policy recommendation regarding age-specific services, such as recreation. The life stage categories are: children (under 19), young adults (20-39), mid-age adults (40-59) and retirees (60 and older).

Table 1.3 Howard Population Change by Age Cohort, 2000-2010

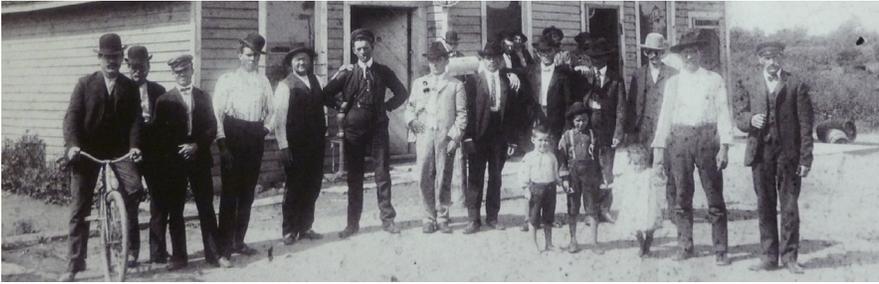
Age Cohorts	2000 Population	2010 Population	Percent Change 2000-2010	% of Total 2000	% of Total 2010
Under 5	982	1,206	22.8%	7.2%	6.9%
5 to 9	1,095	1,345	22.8%	8.1%	7.7%
10 to 14	1,058	1,315	24.3%	7.8%	7.6%
15-19	946	1,157	22.3%	7.0%	6.6%
20-24	850	1,003	18.0%	6.3%	5.8%
25-29	964	1,203	24.8%	7.1%	6.9%
30-34	1,150	1,148	-0.2%	8.5%	6.6%
35-39	1,330	1,257	-5.5%	9.8%	7.2%
40-44	1,264	1,353	7.0%	9.3%	7.8%
45-49	1,032	1,390	34.7%	7.6%	8.0%
50-54	888	1,266	42.6%	6.6%	7.3%
55-59	565	1,014	79.5%	4.2%	5.8%
60-64	407	876	115.2%	3.0%	5.0%
65-69	329	592	79.9%	2.4%	3.4%
70-74	275	461	67.6%	2.0%	2.6%
75-79	181	338	86.7%	1.3%	1.9%
80-84	139	260	87.1%	1.0%	1.5%
85+	91	215	136.3%	0.7%	1.2%
Total	13,546	17,399	28.4%	100.0%	100.0%

Source: US Census Bureau, 2010

Table 1.4 Howard Population Change by Life Stage Groups, 2000-2010

Life Stage Groups	2000 Population	2010 Population	Change 2000-2010	% Change	% of Total 2000	% of Total 2010
Children (Under 19)	4,081	5,023	942	23.1%	30.1%	28.9%
Young Adults (20-39)	4,294	4,611	317	7.4%	31.7%	26.5%
Mid Age Adults (35-59)	3,749	5,023	1,274	34.0%	27.7%	28.9%
Retirees (Over 60)	1,422	2,742	1,320	92.8%	10.5%	15.8%
Total	13,546	17,399	3,853	28.4%	100.0%	100.0%

Source: US Census Bureau, 2010



The age distribution analysis reveals the following trends:

- Howard's median age has risen significantly in the past 20 years, from 29.9 to 36.3 (6.4 year increase).
- Howard population grew in all age cohorts except the 30-34 and 35-39 age ranges, which lost population.
- Mid Age Adults and Children were the largest life stage groups in 2010. This may be a reflection of the increasing popularity of Howard as a place to raise families.
- The Young Adult life stage group was previously the largest group in 2000, but decreased its proportion of the population by approximately 5% from 2000 to 2010. It is now the third largest group.
- The largest percent increase from 2000 to 2010 occurred in the Retirees life stage group. This group also experienced the largest percent increase in the previous decade, 1990-2000. This likely reflects Howard's growing attractiveness as a retirement destination.

Population dynamics can also be assessed by comparing expected population, based on birth and death rates (cohort survival technique), to actual census population numbers. Table 1.5 shows this comparison for both total population and population age cohorts. Average birth and death rates were applied to population data from 2000 to determine the 2010 predicted population. The comparison between actual and predicted provides an indication of which cohorts experienced growth (or decline) beyond natural population change. Several interesting variations emerge, including:

- The actual 2010 population is 21% greater than predicted, indicating a net in-migration of residents.
- Percent Variance for Predicted vs. Actual population was positive for all but one age group, indicating that in the majority of age cohorts, Howard is growing more than would be predicted based on natural population change (births and deaths). This is a result of in-migration of new residents from outside Howard.
- The 20-24 age group was the only age group that grew at a lower rate than expected, most likely due to young people moving to other communities for colleges and careers. This trend could also indicate a lower presence of employment or cultural/social opportunities for this age group in Howard.
- The highest positive variations occurred in the under 9 age group and the 80-84 age group, which may indicate the community's growing appeal as both a desirable place to raise a family and a good place to retire.



Table 1.5 Predicted and Actual Age Cohort Change

Age Cohorts	2010 Predicted	2010 Actual	Difference (actual-predicted)	% Variation
Under 5	797	1,206	409	51.4%
5 to 9	855	1,345	490	57.4%
10 to14	980	1,315	335	34.2%
15-19	1,092	1,157	65	6.0%
20-24	1,051	1,003	-48	-4.6%
25-29	938	1,203	265	28.3%
30-34	842	1,148	306	36.3%
35-39	955	1,257	302	31.7%
40-44	1,136	1,353	217	19.1%
45-49	1,306	1,390	84	6.4%
50-54	1,228	1,266	38	3.1%
55-59	983	1,014	31	3.2%
60-64	819	876	57	7.0%
65-69	495	592	97	19.6%
70-74	333	461	128	38.6%
75-79	242	338	96	39.8%
80-84	173	260	87	50.3%
85+	160	215	55	34.8%
Total	14,383	17,399	3,016	21.0%

Source: U.S. Census Bureau, 2010

Table 1.6 Racial /Ethnic Distribution of Population, 2000-2010

	White		Black/African American		Native American		Asian or Pacific Islander		Other Race		Two or More Races	
	2000	2010	2000	2010	2000	2010	2000	2010	2000	2010	2000	2010
Howard	96.2%	93.8%	.7%	1.5%	.9%	1.2%	.8%	1.3%	.3%	.6%	1.1%	1.6%
Brown County	91.1%	86.5%	1.2%	2.2%	2.3%	2.7%	2.2%	2.7%	1.9%	3.7%	1.3%	2.2%
Green Bay	85.9%	77.9%	1.4%	3.5%	3.3%	4.1%	3.8%	4.1%	3.7%	7.2%	2.0%	3.1%
State of Wisconsin	88.9%	86.2%	5.7%	6.3%	.9%	1.0%	1.7%	2.3%	1.6%	2.4%	1.2%	1.8%

Source: US Census 2010



TABLE 1.7 Racial/Ethnic Distribution of Population - Hispanic/Latino of Any Race, 2000-2010

	Hispanic/Latino		Not Hispanic/Latino	
	2000	2010	2000	2010
Howard Village	1.1%	2.4%	98.9%	97.6%
Brown County	3.8%	7.3%	96.2%	92.7%
Green Bay	7.1%	13.4%	92.9%	86.6%
State of Wisconsin	3.6%	5.9%	96.4%	94.1%

Source: US Census 2010

RACE / ETHNICITY

- Tables 1.6 and 1.7 illustrate the racial/ethnic composition of Howard in 2000 and 2010. Key Findings Include:
 - From 2000 to 2010, the percent of residents indentifying as white decreased and the percent of residents indentifying as all other races/ethnicities increased for Howard, Brown County, Green Bay, and the State of Wisconsin
 - 93.8% of Howard residents identified as white in 2010, compared to approximately 86% for Brown County and Wisconsin, and 78% for Green Bay.
 - Compared to Brown County, Green Bay, and the State of Wisconsin, Howard has a lower percentage of residents indentifying as non-white races/ethnicities and a lower percentage of residents indentifying as Hispanic/Latino
 - From 2000 to 2010, the percent of residents indentifying as Hispanic/Latino increased in Howard, Brown County, Green Bay, and the State of Wisconsin

POPULATION PROJECTIONS

Population projections can help Howard plan efficiently for future land use and community service needs. These projections are formed by first evaluating Howard’s historic trends in population (see previous section) and construction activity, and then projecting these trends out toward the future.

Table 1.8 shows residential construction activity from 2000-2009. This activity is an indicator of population growth and can be helpful in projecting future growth. Figure 1.3 graphs the construction activity by housing type. Key trends are listed on next page:

Table 1.8 - Residential Construction Building Permits Issued, 2000-2009

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	Total	Average
SF	154	190	175	182	122	56	65	153	43	48	1,188	119
2 – 4 Family	32	28	10	4	10	14	10	6	0	0	114	11
Multi Family	38	132	103	102	12	107	20	23	18	0	555	56
Total Permits	224	350	288	288	144	177	95	182	61	48	1,857	186
Demolished	1	4	0	9	4	5	11	4	1	1	40	4
Net Total	223	346	288	279	140	172	84	178	60	47	1,817	182

Source: Village of Howard

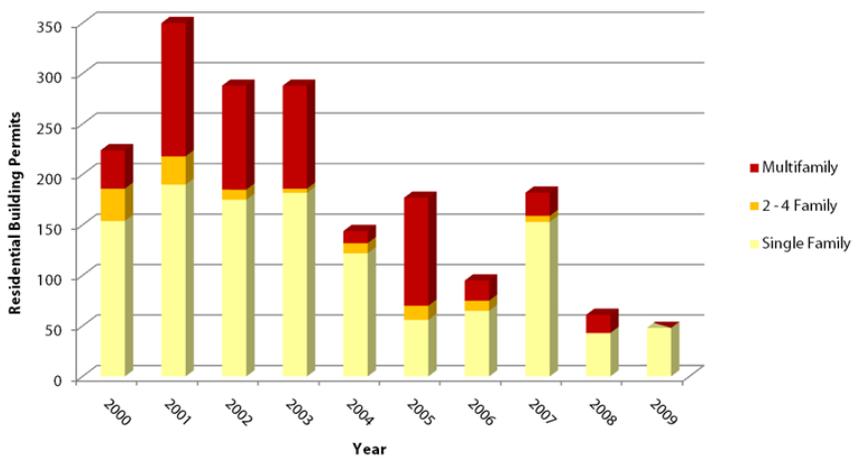


Figure 1.3 - Residential Construction Building Permits Issued in Howard from 2000 to 2009

- Average residential construction from 1996 to 2009 was 186 dwelling units per year (without considering demolition).
- Net Average residential construction from 1996 to 2009 was 182 dwelling units per year (considering demolition).
- Average annual residential demolition from 1996 to 2009 was 4 units per year.
- Multi-family and 2-4 family dwellings were built only in 1996, 1997, and 1999. In other years, only single family dwellings were constructed.

Drawing on construction activity trends and historical population growth, population is projected out to the year 2030. Table 1.9 and Figure 1.4 present various growth scenarios, and compare them to natural population change and average yearly construction activity. A brief explanation of each scenario is included below:

- Natural population change: The expected population based solely on births to deaths (does not include migration in or out of Howard). This is not a realistic growth scenario; it is shown for comparison purposes only.
- 2.5% Growth Rate: Approximate annual growth rate between 2000 and 2010. This growth rate would result in a population of 28,510 in 2030.

Table 1.9 Projected Population

	1990	2000	2009	2015	2020	2025	2030
Natural Pop. Change	9,874	13,546	17,399	17,701	17,964	18,198	18,377
2.5% Growth Rate	9,874	13,546	17,399	19,685	22,272	25,199	28,510
3.0% Growth Rate	9,874	13,546	17,399	20,170	23,383	27,107	31,425
3.5% Growth Rate	9,874	13,546	17,399	20,665	24,543	29,149	34,620
Construction (Avg. 186du/yr)	9,874	13,546	17,399	19,720	22,042	24,363	26,684

Source: Census 2010

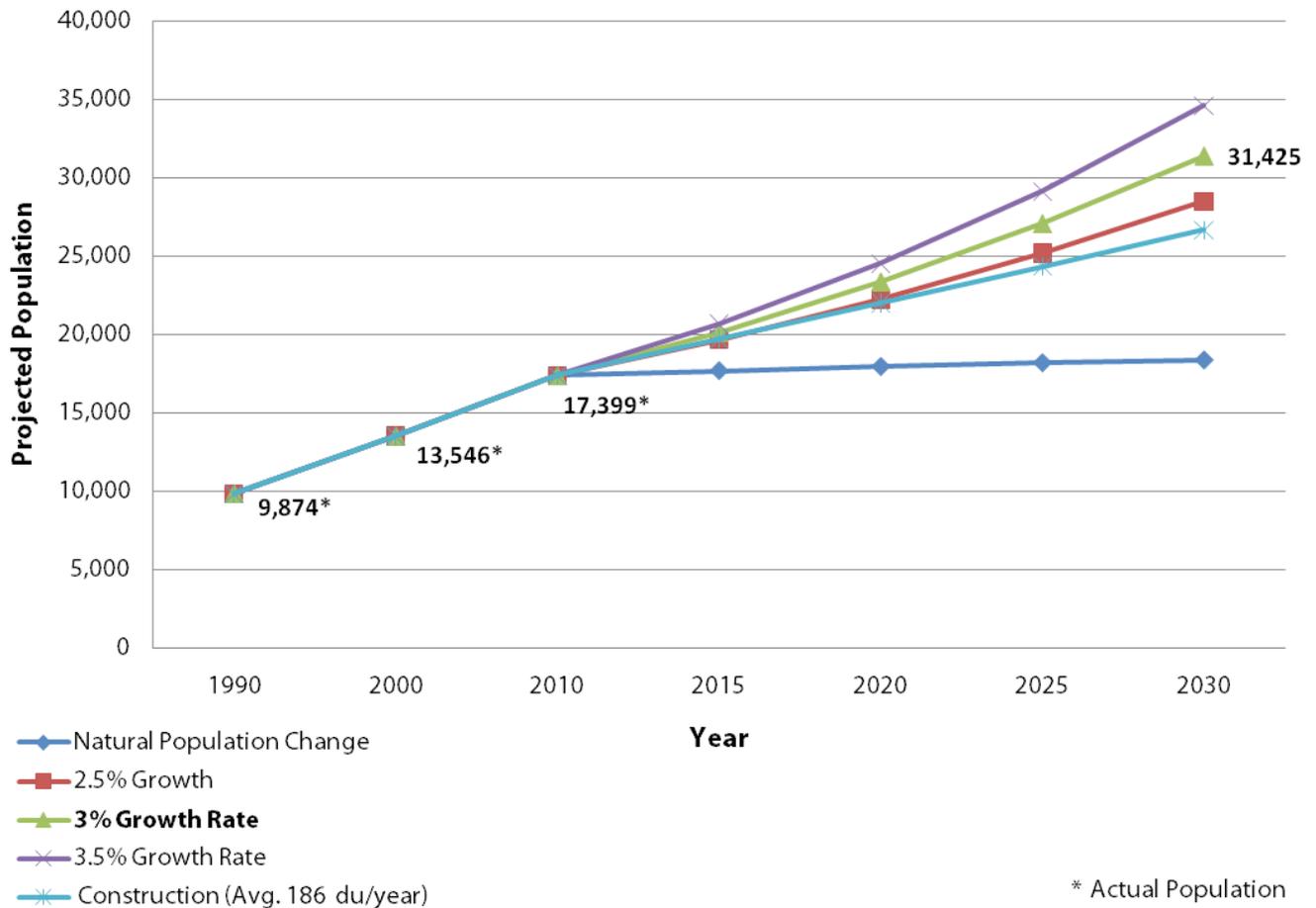


Figure 1.4 - Scenarios for Howard’s population growth through the year 2030. This plan recommends the 3.0% annual growth rate, shown here in green.

Table 1.10: Income Distribution for Household by Percentage, 2000

	Under \$15,000	\$15,000-24,999	\$25,000-34,999	\$35,000-49,999	\$50,000-74,999	Over \$75,000	2000 Median Income
Howard	7.6%	8.9%	11.3%	19.0%	32.4%	20.8%	\$51,974
Brown County	11.4%	11.8%	12.8%	18.0%	24.3%	21.6%	\$46,447
Wisconsin	13.0%	12.7%	13.2%	18.1%	22.7%	20.3%	\$43,791
Green Bay, WI	16.1%	14.3%	14.7%	19.1%	21.7%	14.2%	\$38,820
De Pere, WI	8.6%	11.6%	11.2%	18.2%	24.4%	25.9%	\$50,282
Allouez, WI	6.4%	10.2%	10.2%	17.4%	23.0%	32.8%	\$55,850
Ashwaubenon, WI	8.3%	12.7%	13.1%	17.6%	24.0%	24.3%	\$48,353
Howard 2009 Estimates	6.3%	7.5%	9.4%	17.2%	29.3%	30.2%	\$58,151
Brown County 2009 Estimates	9.4%	10.1%	11.3%	16.4%	23.5%	14.1%	\$53,070
State of Wisconsin 2009 Estimates	10.4%	10.5%	11.3%	16.4%	22.5%	28.9%	\$51,562

- 3.0% Growth Rate: Approximate average of 50-year and 10-year annual growth rates (3.3% annual rate during 1960-2010 and 2.5% annual rate during 2000-2010). This rate would result in a population of 31,425 by 2030. This is the recommended growth rate for this plan.
- 3.5% Growth Rate: Approximate annual growth rate from 1960-2000. Applying this rate to current population results in a population of 34,620 by 2030.
- Construction Rate (Average 186 dwelling units/year): The construction rate scenario shows the population that can be accommodated if the current rate of dwelling unit construction continues (186du/yr from 2000 to 2009).

This plan recommends using an average annual growth rate of 3.0% that projects a 2030 population of 31,425. This annual growth rate is considered a high growth scenario, as it is higher than the growth rate during the last decade. However, this growth rate fits Howard’s long term population trends, and its plans to continue aggressive population increase.

INCOME LEVELS

Table 1.10 describes the income distribution for Howard, Brown County, the State of Wisconsin and comparison communities in Wisconsin: Green Bay, De Pere, Allouez, and Ashwaubenon. At the time this report was written, 2010 census data for income were not yet available. 2009 estimates from Nielsen SiteReports (Claritas) are shown in the bottom half of Table 1.10 for comparison purposes. The income analysis reveals the following:

- Howard had a noticeably larger percentage of households earning \$50,000-\$74,999 than comparison areas (32.4% in 2000 and 29.3% in 2009).
- The median household income for the Village of Howard (\$51,974 in 2000 and \$58,151 in 2009) is higher than all but one comparison area (Allouez).
- In 2000, 20.8% of Howard households earned more than \$75,000, the 5th highest percentage of all comparison areas. This group is estimated at a significantly higher percentage for 2009 - 30.2%.

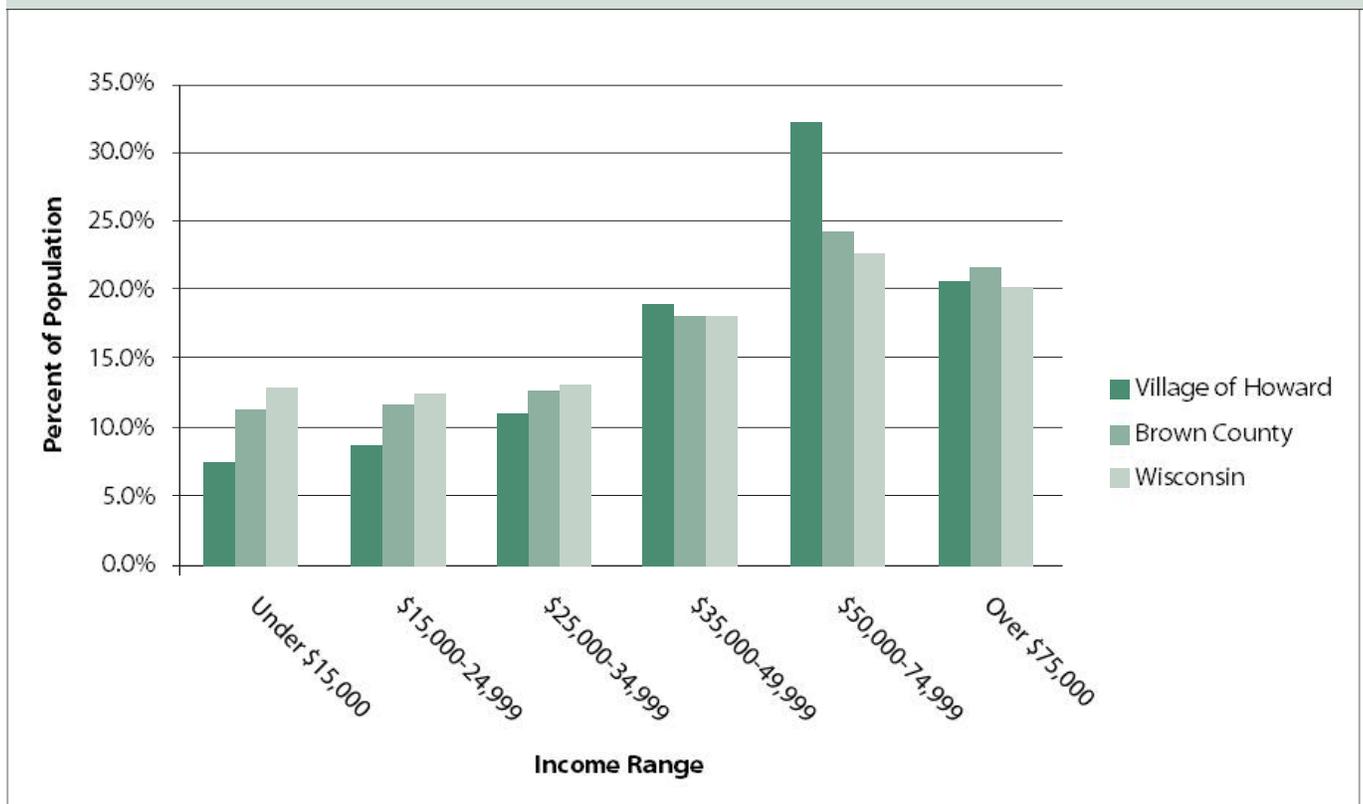
- In 2000, Howard had the 2nd smallest percentage of households in the lowest income category (Under \$15,000) and the smallest percentage in the \$15,000-24,999 category. The 2009 estimates for the lowest income categories are lower than 2000 estimates.
- Howard's income has risen since the 2000 census (according to 2009 estimates). Median income for 2009 is estimated at \$58,151, more than \$6,000 higher than the median in 2000. Brown County and the State of Wisconsin saw similar increases.
- The estimated percentage of households with an income over \$75,000 rose approximately 10% in Howard, Brown County and the State of Wisconsin between 2000 and 2009, according to Nielsen estimates. The lowest income category (under \$15,000) fell from 7.6% to 6.3% in Howard, with similar decreases in both Brown County and the State of Wisconsin.

HOUSING CHARACTERISTICS

The quality and occupancy of a community's housing stock are key indicators of economic prosperity. Tables 1.11, 1.12 and 1.13 compare changes in housing occupancy, diversity and age distribution from 2000 to 2010, revealing the following trends:

- Total housing units increased by approximately 35% from 2000 to 2010. This increase was higher than the population growth during this time period, which was 28.4%. The housing growth over and above population growth is likely due in part to a declining household size.

Figure 1.5 - Income Distribution in the Village of Howard, Brown County and the State of Wisconsin (2000 Census)



Source: Census 2000, Nielsen SiteReports 2009 (Claritas)

Table 1.11: Change in Key Housing Occupancy Indicators

	2000	2010	Change 2000-2010*	% Change 2000-2010*
Total Housing Units	5,350	7,223	1,873	35.0%
Total Occupied Units	5,236	6,941	1,705	32.6%
Owner Occupied Units	3,342	4,602	1,260	37.7%
% Owner Occupied	63.8%	66.3%		
Renter Occupied Units	1,894	2,339	445	23.5%
% Renter Occupied	36.2%	33.7%		
Vacant Units	114	282	168	147.4%
Vacancy Rate	2.1%	3.9%	1.8%	
Median Value (Owner-Occupied Housing)	\$129,650	\$161,618*	\$31,968*	24.7%*
Average Contract Rent	\$547	NA	NA	NA
Persons Per Household	2.57	2.50	-.07	-2.7%

*Median Value is a 2010 estimate. At the time this report was written, 2010 census data were not available.

Table 1.12 - Diversity of Housing Stock

Housing Units by Units in Structure	2000	2010 Estimate
1 Unit Attached	8.5%	8.1%
1 Unit Detached	63.5%	63.8%
2 Units	5.6%	5.9%
3 to 19 Units	17.5%	17.8%
20 to 49 Units	4.6%	4.2%
50 or More Units	0.1%	0.2%
Mobile Home or Trailer	0.2%	0.2%
Boat, RV, Van, etc	0.0%	0.0%

Sources for Tables 1.11 and 1.12: Census 2000, Claritas 2010

Table 1.13 - Age of Howard Housing Stock

Housing Units by Year Built	2000	2010 Estimate
Housing Units Built after 2000	-	25.9%
Housing Units Built 1990 to 1999	38.2%	27.8%
Housing Unit Built 1980 to 1989	17.1%	13.0%
Housing Unit Built 1970 to 1979	22.2%	16.9%
Housing Unit Built 1960 to 1969	11.2%	8.0%
Housing Unit Built 1950 to 1959	5.7%	4.3%
Housing Unit Built 1940 to 1949	2.2%	1.7%
Housing Unit Built 1939 or Earlier	3.3%	2.5%
Median Year Structure Built	1983	1991

Sources: Census 2000, Claritas 2010

- 66.3% of occupied units are owner-occupied, and the remainder are renter occupied. This ratio falls within the range that is considered a “balanced market” between owner and renter units (65-70% owner-occupied to 30-35% renter occupied).
- From 2000 to 2010, vacancy rate increased by almost 2% to 3.9%. This rise in vacancy rate is healthy for the housing market. Excessively low vacancy rates can limit the amount of choice that potential buyers have in the market. A 5-6% vacancy rate is considered optimal.
- The average household size in Howard declined slightly from 2.57 persons per household in 2000 to 2.5 persons per household in 2010. This decline in persons per household and Howard’s rapid population growth create the need for many more housing units in the Village over the next 20 years.
- Howard has a healthy diversity of housing types. In 2010, approximately 64% of homes were single family detached houses, 14% were single family attached/duplex, and 22% were multi-family homes.
- Howard has a relatively new housing stock. The majority of homes (54%) were built after 1990. Fewer than 10% of homes were built before 1960. This reflects Howard’s rapid growth over the past several decades.

HISTORIC BUILDINGS

The late-Victorian Angeline Champeau Rioux house, located at 2183 Glendale Avenue, is the only property within Howard listed on the national and state registers of historic places. This late-Victorian home was added to the registers in 1994. Fewer

Table 1.14: Educational Attainment of People 25 Years and Older, 2009 Estimate

	Less than 9th Grade	9-12 Grade	High School Graduate	Some College, No Degree	Associate Degree	Bachelors Degree	Graduate or Professional Degree
Howard Village	3.3%	5.3%	36.9%	21.6%	9.6%	18.0%	5.5%
Brown County	5.9%	7.4%	34.8%	20.0%	9.1%	16.9%	7.3%
Wisconsin	5.3%	9.4%	34.4%	20.6%	7.6%	15.5%	7.3%

Source: Claritas 2009

Table 1.15: Major Employers in Brown County

Employer	Product/Service	Approximate Number of Employees
Georgia Pacific	Paper	3,900
Schneider National	Transportation Services	3,350
Humana	Health Insurance	3,170
Oneida Tribe of Indians	Casino & Government	3,020
Green Bay Public Schools	Education	2,490
Shopko Stores	Retail	2,030
Bellin Hospital	Healthcare	1,920
St. Vincent Hospital	Healthcare	1,870
United Health Group (Howard)	Health Insurance	1,840
Brown County Govt.	Government	1,640

Source: Village of Howard Website, 2011

than 3% of Howard's housing stock predates 1940 and continued development and redevelopment threaten those that remain.

EDUCATION LEVELS

The education levels of persons 25 years and older in the Village of Howard are roughly similar to both Brown County and the State of Wisconsin, as shown in table 1.14. The largest percentages of Howard's residents are high school graduates (36.9%), followed by those with some college and no degree (21.6%) and those who have earned a bachelor's degree (18.0%). Howard has a lower percentage of people who have not earned a high school diploma (or equivalent) compared to both the state and Brown County. Howard also has a lower percentage of individuals who have earned graduate or professional degrees compared to the county and state.

EMPLOYMENT CHARACTERISTICS

The Village of Howard historically has been a typical suburban bedroom community outside the major economic center of the City of Green Bay. While Howard provides numerous jobs in the industrial, commercial, agricultural, retail and service sectors, its overall job market is heavily influenced by its proximity to nearby larger communities and region. However, as the Village continues to grow and diversify, its employment opportunities are diversifying, as well. Although many Village residents continue to commute to jobs throughout the Green Bay Metro Area, the Village also has several large employers. These employers are listed in Table 1.15.

Employment within a community can be assessed in terms of both occupation and industry. Employment by occupation describes the kind of work a person does on the job, while industry reflects the kind of business conducted by a person's employer. For example, an individual might be an accountant (their occupation) for a major manufacturer (the industry). Tables 1.16 and 1.17 examine Howard's employment distribution by occupation and then by industry. At the time this report was written, 2010 employment numbers were not yet available. 2009 Estimates from the American Community Survey were used for the calculations.

The data in Tables 1.16 and 1.17 reveal the following characteristics:

- Over 34% of Howard's residents were employed in management and professional occupations in 2009, while another 26% were employed in sales and office occupations. These two categories made up the majority (60%) of occupations in Howard.
- Howard's 2009 occupation distribution was roughly similar to that of Brown County and the State of Wisconsin.
- From 2000 to 2009, Howard experienced significant employment increases in the following industries: Agriculture, forestry, fishing, hunting, and mining (1055.6%), Arts, Entertainment, Recreation, Accommodation and Food Services (79.7%), Educational, health and social services (42.0%) and Information (41.8%)
- From 2000 to 2009, Howard experienced significant employment decreases in the following industries: Construction (-31.1%) and Manufacturing (-18.7%).
- The overall employed workforce in Howard grew by 11.4% from 2000 to 2009.

Table 1.16: Employment by Occupation, 16 Years and Older (2009 Estimate)

	Howard		Brown County		State of Wisconsin	
	Number	%	Number	%	Number	%
Management, professional, and related occupations	2,955	34.3%	40,914	32.1%	937,433	32.6%
Service occupations	1,500	17.4%	20,408	16.0%	456,097	15.9%
Sales and office occupations	2,208	25.6%	33,390	26.2%	709,379	24.7%
Farming, fishing, and forestry occupations	40	0.5%	1,011	0.8%	28,422	1.0%
Construction, extraction, and maintenance occupations	689	8.0%	10,208	8.0%	243,103	8.5%
Production, transportation, and material moving occupations	1,221	14.2%	21,545	16.9%	498,962	17.4%
Total Employed	8,613		127,456		2,873,396	

Source: U.S. Census Bureau, 2000; American Community Survey 2009

Table 1.17 Employment by Industry, 16 Years and Older (2009 Estimate)

	1990	2000	2009*	% Change 2000-2009	% of those employed (2009)
Agriculture, forestry, fishing and hunting, mining	56	9	104	1055.6%	1.2%
Construction	253	559	385	-31.1%	4.5%
Manufacturing	762	1,718	1,397	-18.7%	16.2%
Wholesale trade	334	408	384	-5.9%	4.5%
Retail trade	1,290	925	869	-6.1%	10.1%
Transportation and warehousing, and utilities	573	485	661	36.3%	7.7%
Information*	0	98	139	41.8%	1.6%
Finance, insurance, real estate, and rental and leasing	272	751	883	17.6%	10.3%
Professional, scientific, management, administrative, and waste management services	228	527	486	-7.8%	5.6%
Educational, health and social services	751	1,169	1,660	42.0%	19.3%
Arts, entertainment, recreation, accommodation and food services	38	512	920	79.7%	10.7%
Other services (except public administration)	226	420	518	23.3%	6.0%
Public administration	88	152	204	34.2%	2.4%
Total	4,871	7,733	8,613	11.4%	100%

Source: U.S. Census Bureau, American Community Survey

Table 1.19: Commuting Patterns, 2009 Estimates

	Average Travel Time to Work	% Who walked to Work
Howard, WI	18.1	0.8%
Green Bay, WI	17.9	2.9%
De Pere, WI	15.4	6.2%
Allouez, WI	17.5	1.7%

Source: US Census Bureau, American Community Survey, 2009

Table 1.18: Place of Work, 2009 Estimate

	Worked Inside Place of Residence	Worked Outside Place of Residence
Howard, WI	17.3%	82.7%
Green Bay, WI	51.6%	48.4%
De Pere, WI	32.5%	67.5%
Allouez, WI	14.0%	86.0%
Bellevue, WI	13.6%	86.4%
Ashwaubenon, WI	35.9%	64.1%

Source: US Census Bureau, American Community Survey 2005-2009

- The largest industries in Howard in 2009 were Manufacturing (16.2%) and Educational Health and Social Services (19.3%). From 2000-2009, the Howard Manufacturing workforce decreased by about 19%, while Educational Health and Social Services increased its number of employees approximately 42%.

COMMUTING PATTERNS

Commuting patterns often have a complex relationship with a community’s retail trade performance. If a village such as Howard experiences a high outflow of workers, it may also see “leakage” in retail sales as employees shop near where they work. Yet at the same time, commuting residents may be able to earn higher incomes in a nearby metropolitan area such as Green Bay, thereby increasing the income they can spend within their home village.

Table 1.18 compares the percentage of workers working in and outside Howard and other comparison communities. About 85% of the residents in Howard work outside of town. This number is comparable to other metro suburban communities such as Allouez and Bellevue, Wisconsin.

Table 1.19 shows the average travel time to work and percent of residents who walk to work for Howard and other comparable metro suburban communities. In 2009, the estimated average commute for a Howard Resident was 18.1 minutes, indicating that a large number of residents work outside the community, likely in Green Bay and the surrounding suburbs.

Development patterns and pedestrian facilities influence the opportunity for residents to walk to work. While Howard has a very low walk rate (0.8%), De Pere’s relatively high walking rate (6.2%) is likely due to tighter development patterns, including a compact downtown district and college, and accessible pedestrian amenities such as continuous, safe sidewalks and pedestrian friendly crossing signals. Many metro area suburbs have experienced development that is pedestrian un-friendly, in part because the distribution of job opportunities often requires longer commutes by car.

RETAIL SALES

Table 1.20 compares the expenditures of Howard residents (consumer demand) with Howard's retail sales (retail supply) for various good/service categories. When consumer demand exceeds retail supply there is a retail "gap," indicating that Howard is losing (exporting) resident consumer spending to other communities. When retail supply exceeds consumer demand there is a retail "surplus," indicating that Howard is attracting (importing) spending from outside of the community. Gaps reveal opportunities for retail growth, while surpluses indicate areas in which Howard may have a competitive advantage.

Howard has a retail gap in areas such as:

- Health and Personal Care Stores
- Clothing and Clothing Accessories Stores
- Food Service and Drinking Places
- General Merchandise, Apparel, Furniture and Other (Department Stores)

Howard attracts retail spending in areas such as:

- Motor Vehicle and Parts Dealers
- Building Materials, Garden Equipment Stores
- Food and Beverage Stores
- Gasoline Stations
- General Merchandise Stores

This analysis reveals **opportunities** for Howard to build on existing surpluses in retail capacity and to tap into local consumer dollars by filling retail gaps. For example, the Howard business community may find that their strength in building materials/garden equipment stores is the start of a niche market that could be expanded. At the same time, there could also be opportunities to fill in the retail gaps in areas such as health or clothing stores, in order to reduce the loss of Howard consumer dollars to surrounding cities.

Table 1.20 - Howard Retail Analysis, 2009 (In Millions of Dollars)

Category	Consumer Demand (Expenditures)	Retail Supply (Sales)	Gap / (Surplus)
Motor Vehicle and Parts Dealers	42.56	69.09	(26.53)
Furniture and Home Furnishings	5.40	5.05	0.35
Electronics and Appliance Stores	6.45	5.23	1.22
Building Material, Garden Equip Stores	27.75	54.29	(26.54)
Food and Beverage Stores	35.98	43.33	(7.35)
Health and Personal Care Stores	14.84	3.44	11.4
Gasoline Stations	31.84	38.92	(7.07)
Clothing and Clothing Accessories Stores	11.90	1.03	10.88
Sporting Goods, Hobby, Book, Music Stores	5.17	6.30	(1.13)
General Merchandise Stores	35.75	41.69	(5.94)
Miscellaneous Store Retailers	6.39	4.83	1.57
Foodservice and Drinking Places	27.03	17.55	9.48
General merchandise, Apparel, Furniture and Other (Department Stores)	67.43	59.65	7.78

Source: Claritas 2009



2

Land Use Profile

Land use is the central element of a comprehensive plan because it establishes the overall physical configuration of the village, including the mix and location of uses and community systems. This chapter reviews existing land use conditions, followed by projected needs for future land and housing.

LAND USE PROFILE OF HOWARD

Land use is the central element of a comprehensive plan because it establishes the overall physical configuration of the village, including the mix and location of uses and community systems. Because the land use plan is a statement of policy, public and private decision makers depend on it to guide individual actions such as land purchases, project design, and land development review and approval processes. This chapter reviews existing land use conditions, followed by projected needs for future land and housing.

EXISTING LAND USE PATTERNS IN HOWARD

This section presents a land use inventory, which classifies pieces of land according to their use, including residential, commercial, industrial, civic, agricultural, natural areas, and undeveloped.

Figure 2.1 and Table 2.1 show the land use composition of the Howard in 2010. About 52% of Howard's total land area is developed, with an overall community density of approximately 2.7 persons per developed acre. The character of each land use category is described below.

RESIDENTIAL LAND USES

Residential uses comprise the largest land use category, accounting for 45% of developed land and 23% of total land area (developed and undeveloped).

- Low density, single family residential properties are the most prevalent residential use in Howard, accounting for approximately 90% of residential land use.
- Duplex and multi-family housing accounts for approximately 10% of residential land use.
- Residential density in Howard is approximately 5.9 persons per developed residential acre.
- The percentage of land devoted to residential land use rose from 15% of total land area in 2000 to 23.4% in 2010. The presence of developable land, availability of public services, and proximity to the Green Bay Metropolitan area have helped contribute to this trend.
- Approximately 154 acres of vacant land is currently under residential development in Howard.
- The heaviest concentration of residential development is in the central part of Howard, which is almost exclusively residential. Other concentrations exist south of Velp Avenue and in the Memorial Drive area.
- The 2010 existing land use map also shows new residential developments happening west of Pinecrest Road. There are several pockets of rural residential development and scattered homes in the western portions of Howard. Recent development has been progressing outward from the older residential core area to the north and the west.
- Different types of residential land use are typically separated into distinct regions, with limited exceptions. Most two-family and multi-family residences are located in two areas: the region to the south of Velp Avenue and east of Highway 41/141; the region between Cardinal Lane and Velp Avenue in the north central part of the Village. Two-family residences tend to be grouped together, especially along higher volume streets, such as Cardinal Lane, Glendale Avenue, and Rockwell Road.
- Multi-family and two family construction was relatively high during the early 2000s, but dropped off significantly after 2005, going from 177 to zero in 2009.

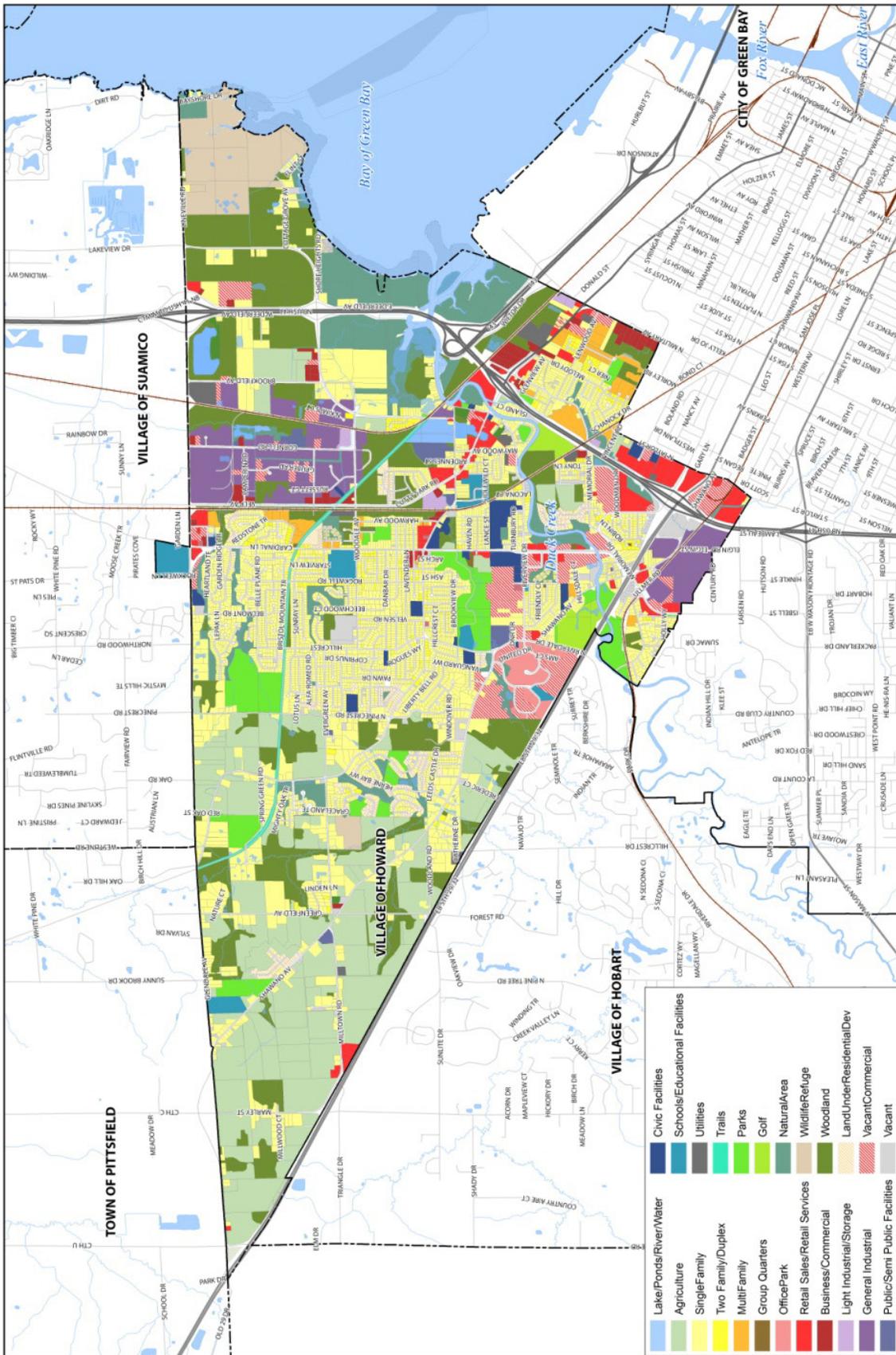


Figure 2.1 - Existing Land Use in Howard, Wisconsin - 2010

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Table 2.1: Land Use in Howard, 2010

Land Use Category	Village (Acres)	Acres/100 People	% Developed Land
Residential	2944.24	17.29	45.3%
Single-Family	2648.33	15.55	40.7%
2 Family/Duplex	146.75	0.86	2.3%
Multi-Family	143.89	0.85	2.2%
Group Quarters	5.27	0.03	0.1%
Commercial	472.25	2.77	7.3%
Retail Sales	256.33	1.51	3.9%
Retail Services	28.61	0.17	0.4%
Office Parks	70.86	0.42	1.1%
Business/Commercial	116.45	0.68	1.8%
Industrial	607.39	3.57	9.3%
Storage/Light Industrial	50.72	0.30	0.8%
General Industrial	579.95	3.41	8.9%
Parks & Recreation	527.06	3.10	8.1%
Parks/Playfields/Athletic Fields	386.33	2.27	5.9%
Trails	54.66	0.32	0.8%
Golf Courses	86.07	0.51	1.3%
Civic/Institutional	311.24	1.83	4.8%
Public Safety (Fire, Police), Services (Library)	8.71	0.05	0.1%
Government Admin. Services	52.83	0.31	0.8%
Religious/Churches	78.67	0.46	1.2%
Fraternal Organization/Clubhouses	26.49	0.16	0.4%
Schools/Educational Facilities	127.92	0.75	2.0%
Health Services	16.62	0.10	0.3%
Transportation/Utilities	1,643.14	9.65	25.3%
Railroads	94.24	0.55	1.4%
Streets, Hwy, ROW	1,482	8.70	22.8%
Utilities	21.41	0.13	0.3%
Recycle/Salvage	45.49	0.27	0.7%
TOTAL DEVELOPED LAND	6,505.32	38.20	100%
Natural Areas	3,588.05	21.07	
Ponds/Water	250.25	1.47	
Wildlife Refuge	362.6	2.13	
Woodlands	2,206.6	12.96	
Other Natural Areas	768.6	4.51	
Agricultural Areas	1,822.23	10.70	

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Agricultural Buildings	15.8	0.09
Agricultural Land	1,769.65	10.39
Animal Husbandry	36.78	0.22
Vacant Lands	659.71	3.87
Land Under Residential Development	153.76	0.90
Land Under Commercial Development	350.83	2.06
Vacant/Unused Land	116.57	0.68
DOT/Vacant Land	38.55	0.23
TOTAL LAND	12,575.31	73.85

Source: Village of Howard GIS Data, 2010

COMMERCIAL USES

- Commercial development covers approximately 7.3% of developed land and 3.7% of total land area in 2010. This category includes uses such as offices, restaurants, services, retail stores and auto services.
- Commercial activity in Howard has increased in keeping with population growth
- 351 acres of vacant land was currently under commercial/industrial development in 2010
 - There are three main areas of commercial development in Howard:
 - A series of strip commercial developments along Glendale Avenue, Velp Avenue and Military Avenue. These developments are a mixture of highway oriented uses and neighborhood businesses. Velp Avenue has historically been the commercial heart of the Village, and has experienced considerable redevelopment in recent years.
 - Dousman Street and Taylor Street, near the Highway 41/141 interchange with Highway 29/32. Large commercial uses, such as automotive sales, home improvement stores, and hotels characterize this region.
- Between Shawano Avenue and Highway 29/32, west of Riverdale Drive. This region is dominated by offices within planned business parks. This region is the newest of the three main commercial areas, with all of the development occurring since 1990.

INDUSTRIAL USES

- Industrial uses (excluding transportation infrastructure and utilities) constitute approximately 9.3% of the total developed area and include storage, warehousing, light industrial and heavy industrial uses.
 - Industrial uses are located primarily in two regions:
 - Howard Industrial Park - East of Velp Avenue and north of Woodale Avenue. Established in the 1970s.
 - South edge of Howard, bordering Packerland Drive, Highway 29/32 and Highway 41/141.

CIVIC/PARKS AND RECREATION USES

Civic and Park uses cover approximately 13% of developed land area (approximately 2/3 of which is devoted to parks and recreation). This category includes uses such as schools, religious institutions, churches, public buildings, parks, recreation facilities, libraries, and government offices. Parks and recreation facilities are important factors for community quality of life and will be further analyzed in a later chapter. Parks and Recreation uses include Pamperin County Park, Mountain Bay Trail, golf courses, neighborhood parks, community parks, and athletic fields.

AGRICULTURAL LAND USES

Howard has lost a considerable amount of agricultural land to development over the years. A 1965 Brown County Land Use Inventory showed that Howard had 7,745 acres of agricultural land. By 2000, there were only 2,506 acres, and in 2010 the number had lowered to 1,822, for a total loss of more than 75% over 45 years. This drastic reduction in farmland clearly shows Howard's rapid evolution from a rural farming community to a suburban village.

As of 2010, agricultural land constituted approximately 14.5% of total land area in Howard. The majority of this land is west of Pinecrest Road, though small pockets exist in locations such as the area around Lakeview Drive west of Highway 41.

NATURAL AREAS

In 2010 natural areas in Howard covered 3,588 acres, approximately 29% of the Village of Howard. The majority of these natural areas are in the eastern portion of Howard, near the Bay of Green Bay, including Brown County's Fort Howard Paper Foundation Wildlife Area and the Wisconsin DNR's Green Bay West Shore Wildlife Area. Other natural areas include ponds/water, wetlands, and woodlands.

- The creation of the two wildlife areas mentioned above and the reversion of idle farmland to woods and wetlands has tempered the conversion of natural areas to developed uses. Most of Howard's development has occurred on former agricultural lands, rather than in natural areas.

LAND USE DISTRIBUTION COMPARISON

- Tables 2.2 and 2.3 show how Howard's land use distribution compares to De Pere, Wisconsin, and an average distribution of 13 suburban communities where RDG Planning and Design has analyzed land use (communities include suburbs of Des Moines, Omaha, Ames (IA), Lincoln (NE) and Kansas City). In creating these average comparison numbers, the plan authors are limited by the number of communities for which comparable existing land use data is available. The comparison reveals the following trends and characteristics:
- Howard has higher percentage of residential and commercial land uses
- Howard's Industrial uses are lower than DePere, but higher than the 13-city average.
- Civic uses are comparable to DePere but significantly lower than the 13-city average.



Table 2.2: Comparative Land Use by Percentage of Developed Area

	Howard	De Pere, WI	Average of 13 Suburban Communities
Residential	45.3%	41.4%	42.1%
Commercial	7.3%	6.1%	6.9%
Industrial	9.3%	16.0%	7.0%
Civic, Parks & Rec	12.9%	13.2%	22.2%
Transportation	25.3%	23.3%	21.7%
Total Developed Area	100%	100%	100%

Table 2.3: Comparative Land Use by Acres per 100 Residents

	Howard	De Pere, WI	Average of 13 Suburban Communities
Residential	17.29	10.74	9.79
Commercial	2.77	1.58	1.67
Industrial	3.57	4.16	1.85
Civic, Parks & Rec	4.92	6.03	5.29
Transportation	9.65	3.43	5.08
Total Developed Area	38.20	25.94	23.98

Source: RDG Planning & Design, 2011; Village of Howard GIS Data, 2010

LAND NEED ANALYSIS AND PROJECTIONS

The population projections in the previous chapter and the current land use conditions described above guide forecasts for land needs through the year 2030. Chapter 1 presented a population growth scenario (3% growth rate) that would create a 2030 population of 31,425. This population growth will increase the need for residential, commercial and industrial lands. The State of Wisconsin Comprehensive Planning Law requires communities to project their future land use needs for residential, commercial, and industrial lands for a 20-year period in 5-year increments.

In order to project the land need, the analysis first projects the number of housing units that will be needed in the coming decades. This projection will be used to estimate the amount of residential land needed, which will in turn be used to estimate the amounts of commercial and industrial land required for the planning period.

HOUSING PROJECTION

METHODOLOGY

Table 2.4 builds a 20 year housing demand model based on the population projection of 31,425 in 2030. Housing unit demand is calculated through the following process:

- **Household population** is calculated by multiplying the total population by the percentage of the population in households (based on 2010 census data). This percentage excludes population living in institutions, such as nursing homes or college dormitories.
- **Household demand** is calculated by dividing household population by the number of people per household (based on 2010 census data). This determines the number of households in need of housing.
- Household demand is added to the projected number of vacant units (based on 2010 vacancy rate) to determine the **housing unit need**.
- **Replacement need** is estimated based on the number of housing units expected to be demolished or converted to other uses. Cities with older housing stock tend to have a higher replacement need, while cities with newer or well-maintained housing stock have a lower replacement need.
- Replacement need is added to housing unit need to determine the **cumulative need**, which indicates the total number of housing units that must be built during the planning period.
- These calculations are recorded below by 5-year periods. In each column, the written year indicates the final year of the 5-year period.

The model makes the following assumptions:

- Average people per household is expected to remain constant at 2.5 over the next twenty years.
- The vacancy rate is expected to remain constant at 3.9% over the next twenty years.

FINDINGS

The growth projections in Table 2.4 indicate a cumulative need for 5,895 housing units in Howard between 2010 and 2030. This indicates an average annual construction of 295 housing units, a significantly higher rate than the historical 186 unit average of 2000 - 2009. A moderate growth scenario, based on the historical 186 unit/year average, results in a 20-year cumulative housing need of 3,929.

Table 2.4: Projected Housing Development Demand, 3% growth rate

	2010	2015	2020	2025	2030	Total
Population at the end of period	17,399	20,170	23,383	27,107	31,425	
Household population at end of period	17,330	20,090	23,290	27,000	31,300	
Average people/household	2.50	2.50	2.50	2.50	2.50	
Household demand at end of period	6,932	8,036	9,316	10,800	12,520	
Projected vacancy rate	3.90%	3.90%	3.90%	3.90%	3.90%	
Unit Needs at end of period	7,213	8,362	9,694	11,238	13,028	
Replacement Need		20	20	20	20	80
Cumulative Need		1,169	1352	1564	1810	5,895
Average Annual Construction		234	270	313	362	295

Source: RDG Planning & Design, 2011

RESIDENTIAL LAND NEEDS PROJECTION

The housing projections above are used to estimate the amount of land needed to accommodate residential growth. It is anticipated that single family detached units will remain the predominant housing form in Howard throughout the planning period. However, townhomes, attached units, condominiums and apartments are growing popular among young families and seniors. With the economic downturn in 2008 and declining residential construction, demand for affordable homes, rental housing and smaller more efficient ownership has increased substantially.

Table 2.5 displays the amount of new land that will be required for additional residential development. The projections are based on the housing demand projection above and the following assumptions:

- Approximately 75% of the new units will be single family detached, 10% will be single family attached, and townhomes or duplexes and 15% will be multi family. This assumption is based on housing trends, a desirable occupancy standard, and Howard's current (2010) housing distribution.
- Gross Densities will equal approximately 3 units per acre for single family homes, 6 units per acre for single family attached homes, and 12 units per acre for multi-family homes.
- Land designated for residential development during the planning period will be twice the area needed for actual construction to provide market choice and prevent artificial inflation of land cost.

Under these assumptions, total residential land need is calculated through the following method:

- The cumulative housing unit need (see previous section) is split up by housing unit type (single family, multi-family, etc.).
- The housing unit need for each housing type is divided by the gross density for that housing type to determine the number of acres needed.
- The number of acres needed is multiplied by 2 to allow for optimal market function (see above assumption).
- The land need for each housing type is added together to determine the total land need.
- Land Need estimates are divided into two 10-year periods, 2010-2010 and 2020-2030.

To accommodate the projected population at a 3% growth rate and current housing mix, the Village would need to reserve approximately 3,300 acres (5 sq miles) of land for new residential development in the next 20 years. The total developable area currently in Village limits is approximately 2,400 acres (Developable area includes agricultural land and vacant land, but excludes natural areas such as wildlife refuges and woodlands).

Table 2.5: Required Residential Land 2010-2030, 3% growth rate

	% of Demand	Units	Gross Density (du/Ac)	Land Needs	Designated Land (x2)
2010-2020					
Single Family Detached (Low Density)	75%	1891	3	630.2	1,260
Single Family Attached (Medium Density)	10%	252	6	42.0	84
Multi Family (High Density)	15%	378	12	31.5	63
Total 2010-2020	100%	2521		703.7	1,407
2020-2030					
Single Family Detached	75%	2,530	3	843.5	1,687
Single Family Attached	10%	337	6	56.2	112
Multi Family	15%	506	12	42.2	84
Total 2020-2030	100%	3,374		941.9	1,884
Total 2010-2030		5,895		1,645.6	3,291
				(2.6 sq. miles)	(5.1 sq. miles)

Source: RDG Planning & Design, 2011

Table 2.5a: Required Residential Land 2010-2030, 3% growth rate, Altered Housing Mix

	% of Demand	Units	Gross Density (du/Ac)	Land Needs	Designated Land (x2)
2010-2020					
Single Family Detached (Low Density)	65%	1,639	3	546.2	1,092
Single Family Attached (Medium Density)	25%	630	6	105.0	210
Multi Family (High Density)	10%	252	12	21.0	42
Total 2010-2020	100%	2,521		672.2	1,344
2020-2030					
Single Family Detached	65%	2,193	3	731.0	1,462
Single Family Attached	25%	843	6	140.6	281
Multi Family	10%	337	12	28.1	56
Total 2020-2030	100%	3,374		899.7	1,799
Total 2010-2030		5,895		1,571.9	3,144

Source: RDG Planning & Design, 2011

While this methodology recommends planning development for a total of 3,300 acres, the “hard demand” for development land is half that amount, or 1,645 acres. If this projection is correct, then two-thirds of the currently developable vacant land in Howard will be developed within the planning horizon.

However, the Development Concept in chapter 9 proposes an alternative mix of housing, based on expected trends in the housing market. This mix of housing produces a smaller land need of 3,144 acres (Table 2.5a). The Concept increases the mix of medium density housing (single family attached) to approximately 25%, with low density and high density making up 65% and 10%, respectively. This scenario allows more housing units and less land and therefore accommodates more population growth. More details about this scenario are included in chapter 9.

A more moderate growth projection, based on the average construction rate over the past decade (186 dwellings/year) and current housing mix, results in an actual land need of 1,097 acres and a designated land area of 2,194 acres. Under this scenario, there would be enough land in current village limits to accommodate residential growth through 2030.

COMMERCIAL AND INDUSTRIAL LAND NEEDS PROJECTION

COMMERCIAL PROJECTIONS

Population growth and new residential development spur demand for additional commercial services. Commercial growth is an important part of the village’s overall economic development strategy, and it is important to correctly anticipate land needs for commercial and retail activities. While too little commercial land can limit growth, designating too much commercial land can produce inefficient land patterns, scatter development, restrict other land uses, and require customers to travel excessive distances, usually by private automobile. Sustainable land development patterns should locate commercial development close to customers and be designed to encourage active transportation modes such as pedestrian, bicycle, and potentially public transportation.

INDUSTRIAL PROJECTIONS

The demand for industrial development is linked in part to industrial attractors such as infrastructure capacity and labor force characteristics, rather than exclusively to population growth. In contrast to residential or commercial uses, a single major corporate decision can dramatically increase (or decrease) the projected industrial demand in a community. Active recruitment of industrial development can also affect land needs beyond those dictated by population growth. Accessibility to major corridors such as Highway 41 and Highway 141 and proximity to Green Bay and surrounding suburbs make future attraction of industrial facilities probable for Howard. Existing facilities may also choose to expand or relocate within the Village. Though these factors make it difficult to predict industrial land need, an estimate is calculated using the methods below.



Table 2.6: Required Commercial Land 2010-2030 (3% Growth Rate)

Population Proportion Method	2010	2020	2030	Conversion Need	Designated Land (x1.5)
Projected Population	17,399	23,383	31,425		
Commercial Use/100 Residents	2.71	2.71	2.71		
Projected Commercial Use (acres)	472	635	853	381	571
Residential Use Proportion Method					
Residential Land (acres)	2,944	3,648	4,590		
Commercial/Residential Ratio	0.16	0.16	0.16		
Projected Commercial Use (Acres)	472	585	736	264	396

Source: RDG Planning & Design, 2011

Table 2.7: Required Industrial Land 2010-2030 (3% Growth Rate)

Population Proportion Method	2010	2020	2030	Conversion Need	Designated Land (x1.5)
Projected Population	17,399	23,383	31,425		
Industrial Use/100 Residents	3.49	3.49	3.49		
Projected Industrial Use (acres)	607	816	1,097	490	734
Residential Use Proportion Method					
Residential Land (acres)	2,944	3,648	4,590		
Industrial/Residential Ratio	0.21	0.21	0.21		
Projected Industrial Use (Acres)	607	753	947	339	509

Source: RDG Planning & Design, 2011

PROJECTION METHODS - COMMERCIAL AND INDUSTRIAL

Population Proportion Method: This projection method assumes a constant relationship between commercial/industrial land and population. As the population grows, the proportion of commercial/industrial land per 100 residents will remain the same.

Residential Use Proportion: This projection method assumes a constant relationship between the amount of residential land and the amount of commercial/industrial land. New commercial/industrial development will therefore grow in proportion to residential development growth.

Table 2.6 shows the results of these projection methods for commercial land use. The “hard demand” for new commercial land is estimated to be between 264 and 381 acres. To provide alternative site options and allow the market to function efficiently, the land use plan should designate 1.5 times the “hard demand,” approximately 396 to 571 acres.

This analysis considers primarily neighborhood and community-oriented commercial development and does not fully consider regional retail facilities. Because regional commercial development is not closely related to changes in a community’s population, it is extremely difficult to accurately estimate future demand for this type of development. Some commercial land designation for regional retail, services and office uses may be considered above these projections at key regional highway intersections and along major corridors. This issue is covered in the land use development concepts in section three of this document.

Table 2.7 calculates additional industrial land needs within the Village. Based on the projection methods described above, Howard should plan for between 509-734 acres for industrial and business park uses.



3

Environmental Profile

A comprehensive plan should consider the underlying structure and order of the community as well as its basic systems, such as land use and infrastructure. Analysis of natural resources helps identify the resources that need protection in order to maintain the quality of life and character of the community.

ENVIRONMENTAL AND STORMWATER PROFILE

PRINCIPLES/INTRODUCTION/GOALS

Each community has distinctive assets and features that can strengthen it if used to best advantage. A comprehensive plan should consider the underlying structure and order of the community as well as its basic systems, such as land use and infrastructure. Analysis of natural resources helps identify the resources that need protection in order to maintain the quality of life and character of the community. Such environmental structure helps define the town's sense of place. In addition to accommodating population growth, preserving natural resources should be a major goal of any comprehensive planning activity. The plan should encourage wise and sustainable recreational, aesthetic, scientific and economic use of these resources.

In growing communities like the Village of Howard, planning often focuses most closely on issues relating directly to future development, such as land use, transportation facilities, and infrastructure. Issues pertaining to agricultural, natural, and cultural resources tend to receive less attention, and sometimes cohesive and consistent goals and policies regarding these features are lacking in a community's plan. The Village of Howard, however, recognizes the importance of planning for these resources. The results of the surveys, public visioning sessions, and other public input strongly indicated that these resources are important to the future of Howard. Since these resources help define a community and strongly affect quality of life, they must be examined as a part of the planning process.

Agriculture was historically the dominant land use activity in Howard. Although agricultural land use has been steadily declining over recent decades, it remains an important feature of the Village and will continue to influence its character for some time. Therefore, new developments will need to minimize conflicts with the remaining agricultural activities. The Village will need to determine which types of agricultural uses are still appropriate as the community develops over the next 20 years and determine how to ensure the orderly conversion of farmland into other uses as development pressures increase.

NATURAL RESOURCES INVENTORY AND ANALYSIS

PRODUCTIVE AGRICULTURAL LANDS

Although Howard has lost farmland at a significant rate over the last 45 years, agriculture is still an important part of the Village's landscape and character. The largest threat to this resource is development pressure. The Green Bay metropolitan area and the Village will continue to grow over the life of the comprehensive plan, which will create demand for the conversion of farmland to developed uses.

PRIME FARMLAND

Howard's agricultural lands are shown in Figure 3.1. Prime agricultural soils are located in two areas in Howard: 1) the region between Pinecrest Road and Cardinal Lane in the central part of the Village, which is almost entirely developed and out of agricultural use; 2) the region west of Greenfield Avenue, which is mostly undevel-

oped and still in agricultural use. Efforts to preserve the Village's prime farmland resources have focused on the westernmost portion of this region, since it is farthest from the developing portion of Howard. However, within the 20 year horizon of this plan, predicted population growth indicates that virtually all of Howard's existing vacant developable land will be developed, and significant farmland preservation is unlikely.

SURFACE WATER

The largest body of water is the Bay of Green Bay, which forms the eastern boundary of the Village. It is part of the Great Lakes and is a tremendous asset in terms of recreation, fishing, and wildlife habitat. Howard has approximately three miles of shoreline along the Bay of Green Bay, and a significant portion of this shoreline is under public ownership.

Duck Creek is the largest stream in the Village. From its beginning in Outagamie County, Duck Creek flows northeasterly where it enters Howard at Pamperin Park and eventually flows into the waters of the Bay of Green Bay (see Figure 3.2). The portion within Howard is a slow-moving stream and is classified as a warm water sport fishery. The key threats to the health of this waterway are sedimentation due to erosion from construction sites or farm fields, and excessive nutrients caused by nonpoint source pollution due to storm runoff from farms, lawns, and other sources. The Duck Creek watershed, which includes most of Howard, was designated as a priority watershed project (PWS) by the State of Wisconsin in 1994. A watershed plan was adopted in 1997 and is still being implemented.

Other significant streams include Beaver Dam Creek, Lancaster Brook, and Bakers Creek (Slough Creek). All three of these streams are tributaries to Duck Creek.

The only significant natural inland body of water is the shallow slough north of Duck Creek immediately west of Highway 41/141. This is a fishery that is often referred to as Duck Creek Slough or Bakers Slough.

A number of smaller man-made water bodies exist near in the eastern portion of Howard, including a series of smaller ponds from abandoned quarry operations along Velp Avenue and Glendale Avenue to the west of Duck Creek. Another man-made pond exists at the southwest quadrant of the Highway 41/141 interchange with Lineville Road, which was dug to supply fill for the highway construction. These waterways are shown in Figure 3.2

GROUNDWATER

Howard's groundwater originates from precipitation that percolates from the ground and becomes part of an underground reservoir known as an aquifer. Drinking water for the Village was previously drawn from this aquifer through municipal and private wells, but in response to dropping groundwater levels, Howard recently transitioned to purchasing surface water from Lake Michigan to fulfill its drinking water needs, reserving groundwater for emergency use only. More information regarding this new system is included in the infrastructure chapter.

WATER

Streams, Lakes, and wetland provide important aquatic habitat for a myriad of plants and animals. A Comprehensive plan should address goals and policies related to conservation of water resources and existing floodplains in the Village and surrounding areas.

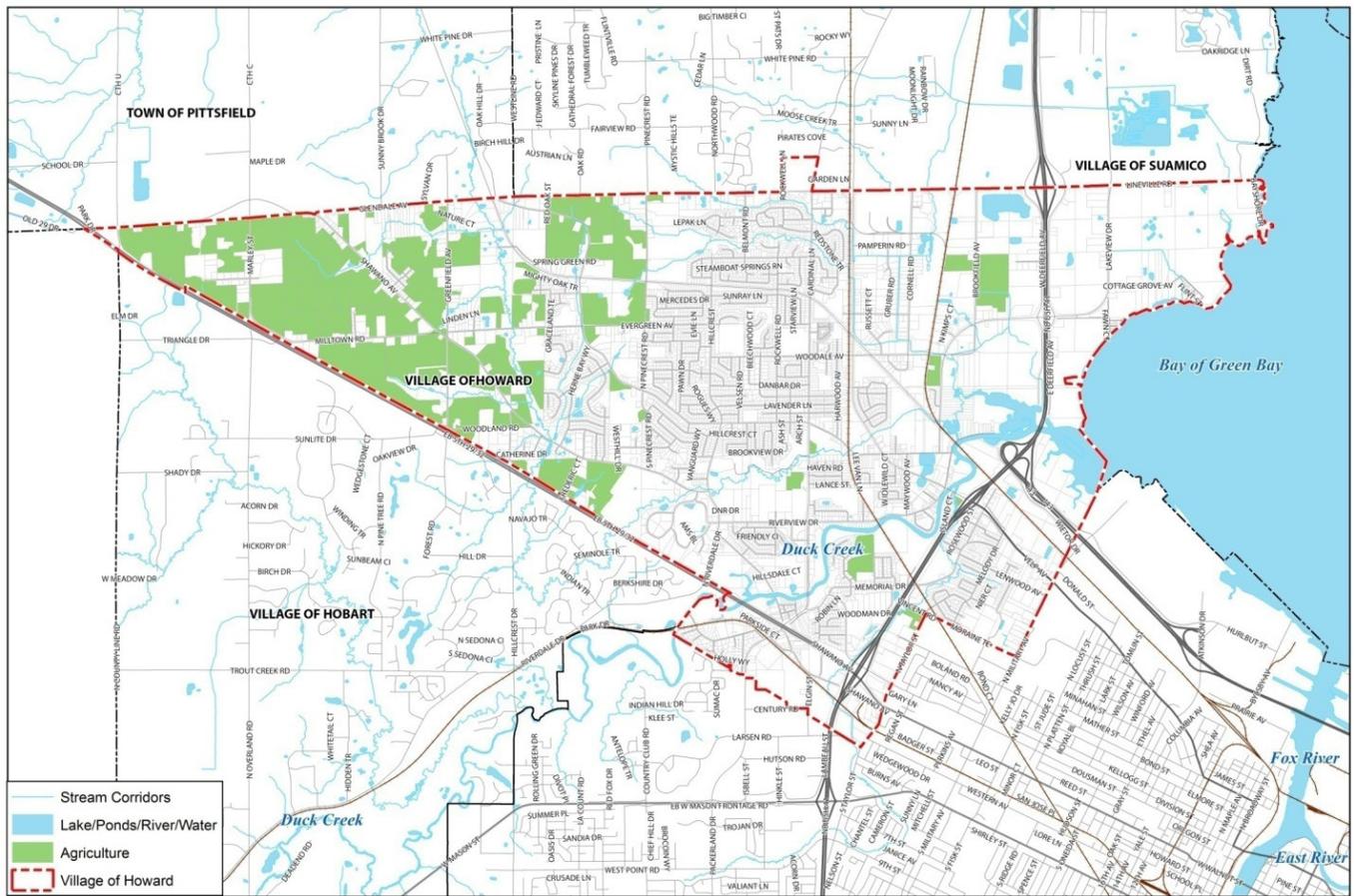


Figure 3.1 - Agriculture in Howard

Groundwater quality in the aquifer is generally considered good, but localized problems do occur, such as arsenic within wells. Howard’s water is generally in good condition, but tests have shown that two of the three municipal wells exceed the federal standard for radium.

WETLANDS

Wetlands are characterized by water at or near ground level, by soils exhibiting characteristics of water-logging, or by the presence of wetland-adapted vegetation. Wetlands 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 regulate storm runoff, which minimizes floods and periods of low flow, they provide essential habitat for wildlife, and offer recreational, educational, and aesthetic opportunities to the community.

Howard has approximately 2,000 acres of wetlands, concentrated along stream corridors and near the west shore of the Bay of Green Bay. The chief threat to wetlands is filling due to construction and development activities. Even if wetlands are not directly filled, drained, or developed, they still can be impacted by adjacent development. Siltation from erosion or pollutants entering from neighboring sites via stormwater runoff can create “muck holes” where only the hardiest plants can survive. Howard’s wetland areas are shown in Figure 3.2, above.

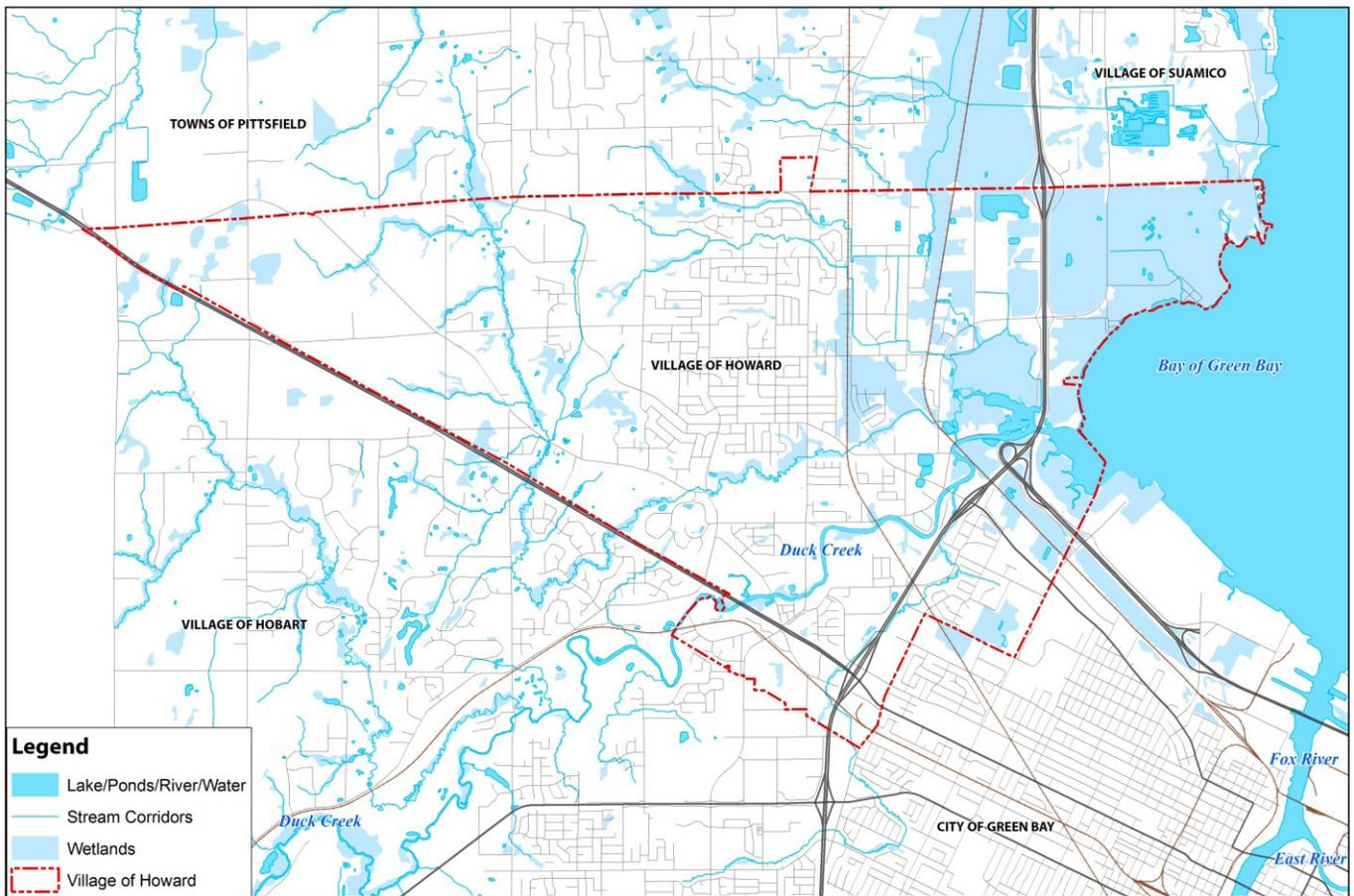


Figure 3.2 - Waterways and Wetlands

FLOODPLAINS

Floodplains are areas adjacent to rivers, streams, and surface water bodies which are susceptible to flooding during periods of excessive water runoff. Floodplains are natural extensions of waterways that provide important functions, such as storing floodwaters, reducing flood peaks and velocities, and reducing sedimentation. When allowed to function properly (without improper development), floodplains can prevent excessive flooding in other areas and provide valuable natural habitat.

Floodplains are classified according to their likelihood for flooding. Of primary interest for land use purposes are the 100-year floodplain, which has a 1% chance of flood in any given year, and the 500-year floodplain, which has a 0.2% chance of flooding in any given year. The floodway is similar to the floodplain in that it may become covered by floodwaters, but unlike a floodplain, the floodway will carry the current of a river or stream to discharge flood waters. Cities vary in their policies regarding development in the floodplain and floodway. Development in a floodplain, particularly that which involves high proportions of impervious surfaces, has the potential to both hinder floodplain functions and suffer water damage in years of high rainfall. Development in a floodway impedes the flow of floodwaters and will increase flood elevation both upstream and downstream. These impacts can be mitigated by strategic stormwater management techniques, or development restrictions or prohibitions.

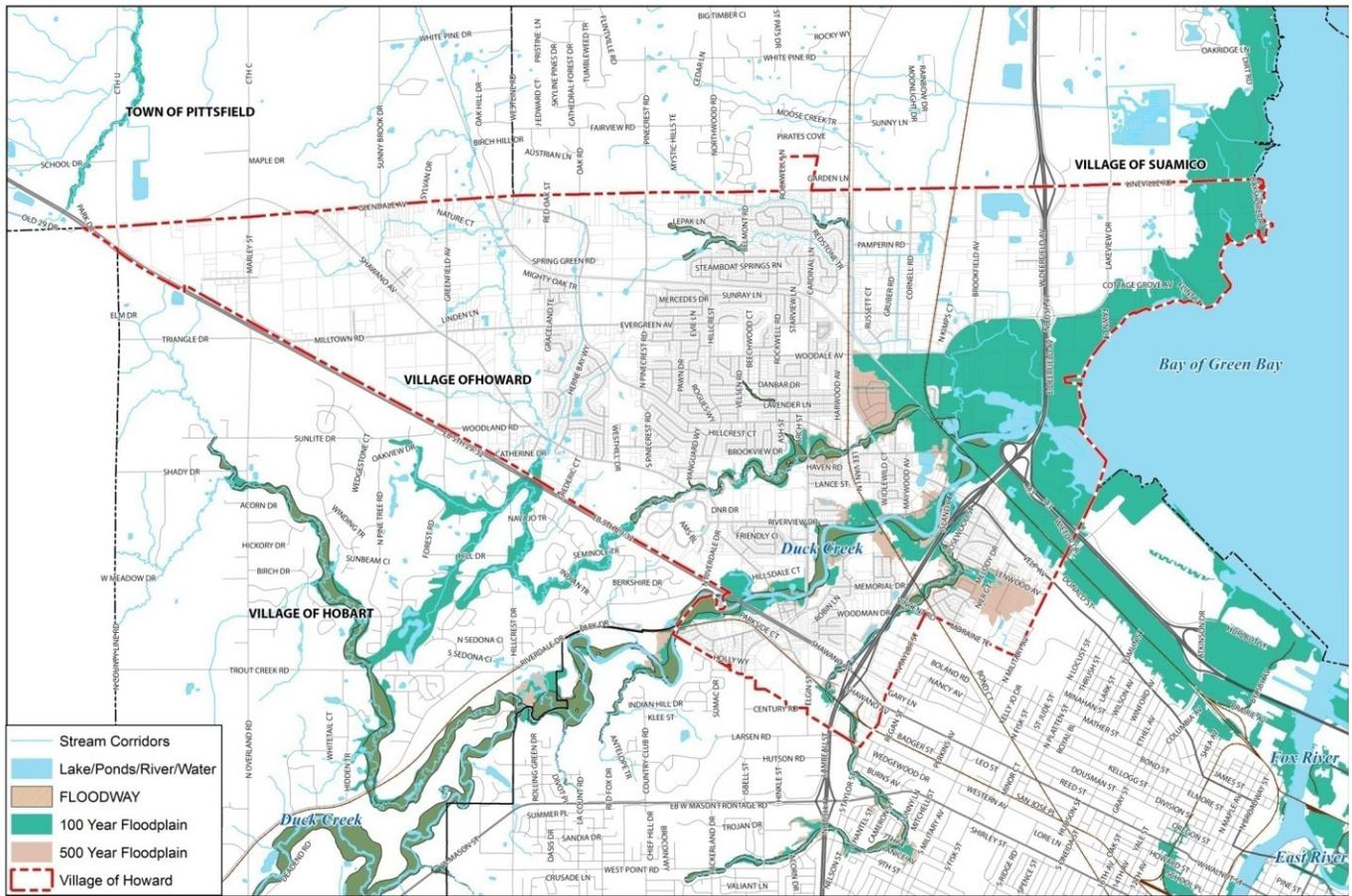


Figure 3.3 - Howard Waterways, Floodplains and Floodways

Based on flood studies by the Federal Emergency Management Agency (FEMA), the largest 100-year floodplain area in Howard is located near the Bay of Green Bay. The floodplain reaches areas lining the shore of the Bay, as well as property south of Woodale and Lakeview, between the Bay and Velp Avenue to the west. Smaller areas around Duck Creek, Beaver Dam Creek, and Lancaster Brook are also in the 100-year floodplain. Figure 3.3 shows the location of Howard’s floodplains.

TOPOGRAPHY

Topography is the form of the earth’s surface, in particular the changes in elevation of the surface. The examination of topography is necessary to help determine areas where development should be avoided or where potential constraints may exist. It is important to protect steep or otherwise erodible slopes because their disturbance will result in soil erosion and other environmental problems.

Howard has a level to rolling topography with relatively few distinctive features. The elevation ranges from approximately 580 feet above sea level along the shore of the Bay of Green Bay to 776.5 feet at the highest point in Howard, which is Burdon Hill

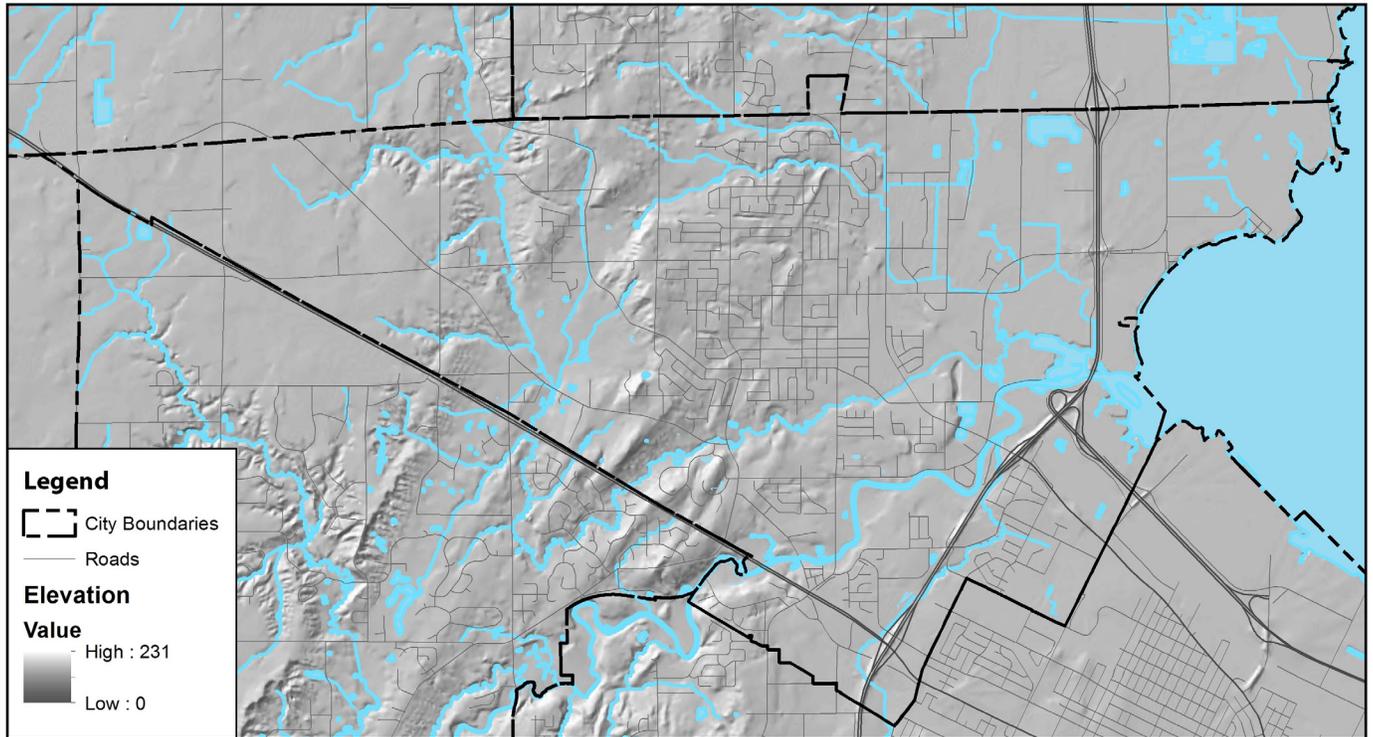


Figure 3.4 - Howard Topography

on West Hill Drive just north of Shawano Avenue. The extreme western and eastern portions are generally flat. The central portion of the Village is rolling with several hills and ridges that typically run north/south parallel to the Bay of Green Bay shore.

Figure 3.4 shows the topography for undeveloped land west of Pinecrest. The development concept for this area (in section three) is based in part on the topography shown here.

The topography has an impact on natural and scenic resources, particularly in regards to stormwater management and erosion control. The shoreline of the Bay of Green Bay is a significant scenic resource, especially as viewed from the water. Access from land is available due to public ownership of much of the adjoining property, but the relative lack of road access limits the scenery as viewed from land. The high elevation of the Interstate 43 bridge over the Fox River and the elevated US 41 freeway allows views of Howard's shoreline from significant distances.

The large expanse of forested land in the eastern portion of the Village provides great scenery. Being so close to the urban development of metropolitan Green Bay, the rural nature of this region provides a pleasant diversion. Lakeview Drive is heavily wooded along both sides and is one of the few lengthy roads of this nature in Brown County. Seeking ways to maintain the character of this road should be considered. Because of the contrast they provide from the surrounding landscape, the few remaining pockets of upland woods are also a scenic resource.

NATURAL AREAS

Conservation areas and forest resources include any rural forest lands, native forest communities, woodlands, conservation areas, areas of biological diversity, and urban forests. Any land use proposed surrounding these areas will have an impact on these areas and such impacts should be minimized as much as possible.

WOODLANDS

In 2010, there were 2,206 acres of woodlands in Howard. The most significant block of forested land is on the eastern edge of the Village between the shore of the Bay of Green Bay and US 41. Much of this land is also classified as wetlands. In the central and western parts of the Village, woods are located along stream corridors and within isolated smaller areas. The Village's woodlands are shown in Figure 3.5.

Since much of the wooded land is within wetlands, it is generally is not available for development into urban uses, and is therefore diminished less rapidly than it might otherwise be. However, woodlands that remain in Howard are typically less ecologically diverse and more disturbed than the forests that existed prior to settlement of the Village. Continued development is the key threat to Howard's remaining woodlands. Intensive development, especially if improperly planned, can destroy the scenic and natural values of the forest resource and can disrupt the blocks and corridors necessary to provide refuge and passage for wildlife. Other threats to the forests of Howard include improper management (such as the overharvesting or under-harvesting of trees), haphazard utility and road construction and maintenance, the introduction of exotic species, and disease.

WILDLIFE HABITAT

Since most of the western and central portions of the Village of Howard are either developed or actively farmed, wildlife habitat is primarily in the eastern part of the community. Wetlands near Green Bay provide some of the most valuable waterfowl habitat in the Midwest region. Most of this land is under protective ownership through the Wisconsin Department of Natural Resources, including the Green Bay West Shore Natural Area (more than 350 acres along US 41 between Duck Creek and Lakeview Drive.) Brown County owns the 339-acre Fort Howard Paper Foundation Wildlife Area, at the northeast corner of the Village. These two large wildlife areas, along with adjoining property under private ownership, encompass Howard's most significant wildlife habitat. Though most existing wildlife habitat is protected, development at its edges can threaten water quality biodiversity.

THREATENED AND ENDANGERED SPECIES

An endangered species is one whose continued existence is in jeopardy and may become extinct. A threatened species is one that is likely, within the foreseeable future, to become endangered. The Bureau of Endangered Resources within the Wisconsin Department of Natural Resources monitors endangered and threatened species and maintains the state's Natural Heritage Inventory (NHI). This program maintains data on the locations and status of rare species in Wisconsin. According to NHI, there are some endangered or threatened species found or potentially found in How-

ard. 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, so some sensitive species that are listed for Brown County may or may not be found in Howard. Brown County currently contains a handful of plants and animals that are either threatened or endangered. The primary threats to these species are the loss of wetlands and other habitats due to development and other factors.

ENVIRONMENTALLY SENSITIVE AREAS

Figure 3.6 provides a summary map of many of the above factors, such as wetlands and wooded areas, into one category of “Environmentally Sensitive Areas.” Avoidance of these areas set the form of the development concept that is included in section three of this document.

ARCHEOLOGICAL RESOURCES

Howard has identified two Native American burial sites: one along Duck Creek and one along the Bay. Current state law gives protection to all human burial sites.

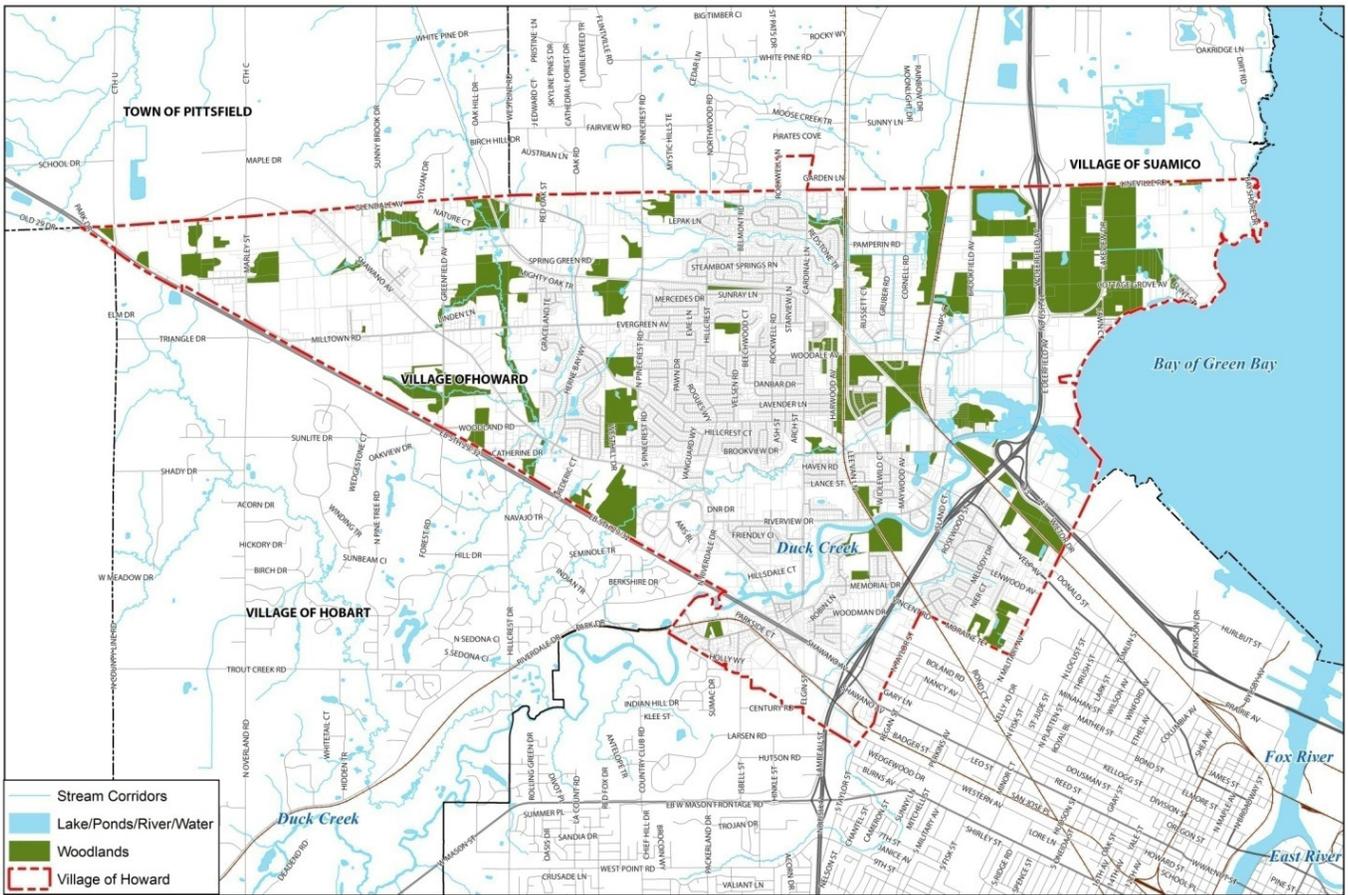


Figure 3.5 - Woodlands in Howard

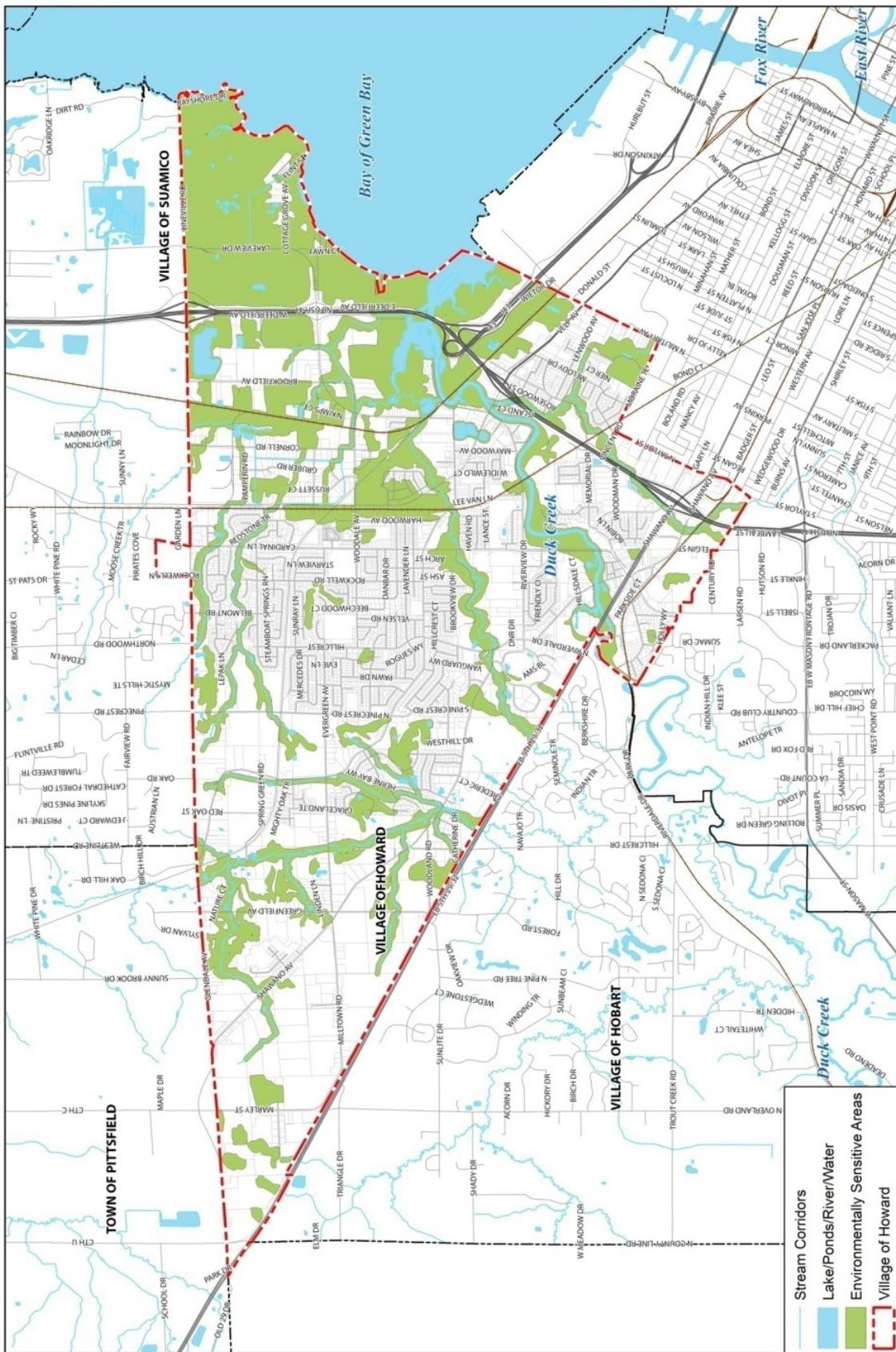


Figure 3.6 - Environmentally Sensitive Areas (Summary Map)



4

Transportation

Smart land use planning requires an understanding of the relationship between land use and multi-modal transportation systems. A critical start to understanding this relationship is to examine the functionality of the existing street system.

TRANSPORTATION

Smart land use planning requires an understanding of the relationship between land use and multi-modal transportation systems. A critical start to understanding this relationship is to examine the functionality of the existing street system.

EXISTING STREET CLASSIFICATION

STREETS AND HIGHWAYS

In this section, Howard streets are classified according to the US Department of Transportation Federal Functional Classification System. The classification system divides roadways into five categories, which are detailed below: interstates/freeways, principal arterials, minor arterials, collectors and local streets. Figure 4.1 maps the existing street classifications in Howard. The Village periodically recommends these designations to the Wisconsin Department of Transportation, who must review and accept the designations.

STREET CLASSIFICATION DEFINITIONS INTERSTATES/ FREEWAYS

Interstates serve national needs by connecting cities and allowing travel over multiple states. These roads offer high capacity and fast travel speeds.

Howard Interstates/Freeways:

- I-43
- US-41

PRINCIPAL ARTERIALS

Principal Arterials serve regional needs and connect major activity centers. These roads provide long distance connections and relatively high travel speeds with minimum interference to through movement.

Howard Principal Arterials:

- WI-32/WI-29

MINOR ARTERIALS

Minor Arterials connect with and complement the principal arterial system by linking activity centers and connecting various parts of the Village together. As a general rule, these streets are spaced at 0.5 to 1.0 mile intervals in developed urban areas.

Howard Minor Arterials:

- Velp Avenue
- Cardinal Drive/Cardinal Lane

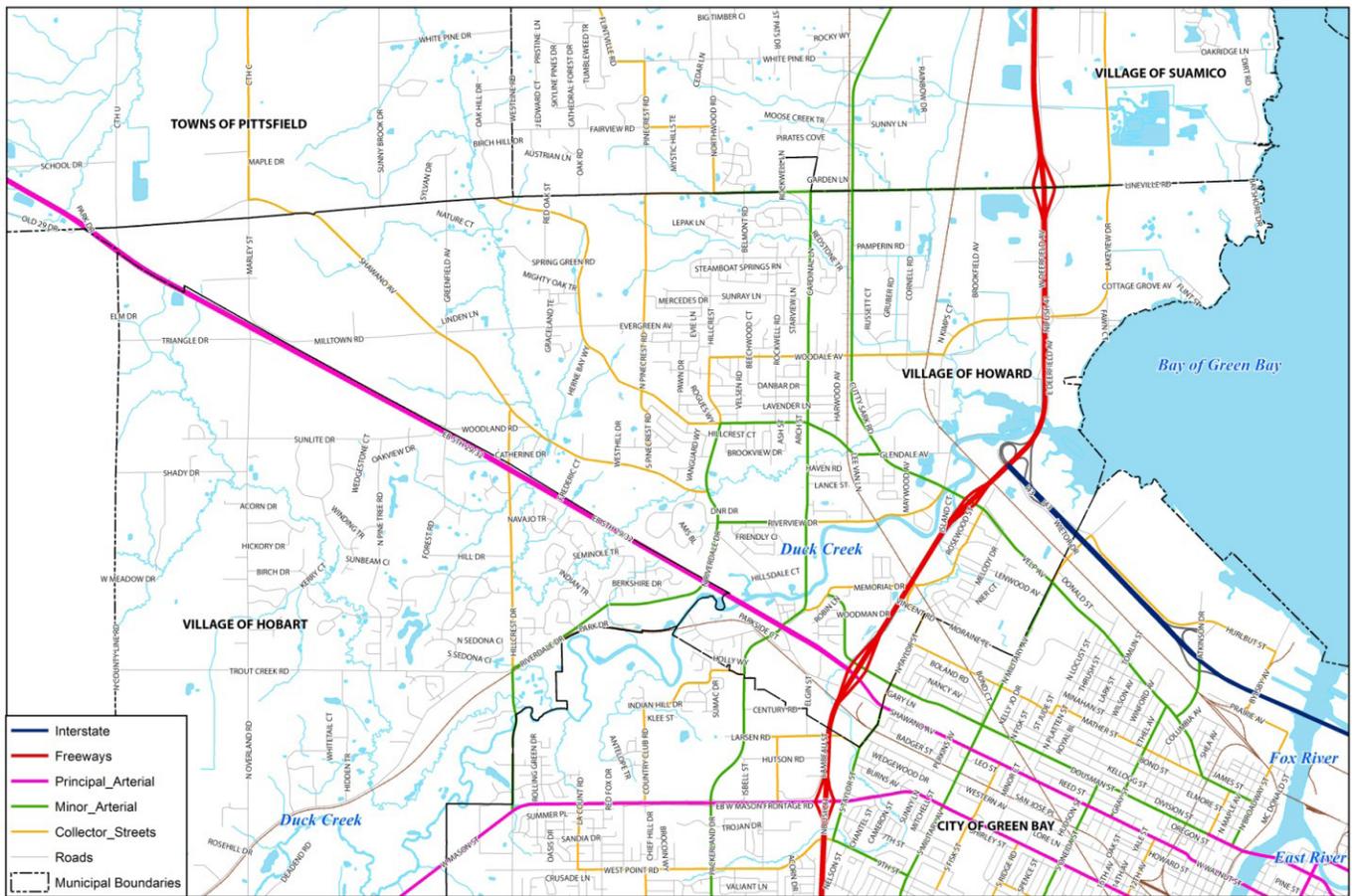


Figure 4.1 - Street Classifications - Howard 2010

- Glendale Avenue, east of Hillcrest Heights
- Riverdale Drive/Hillcrest Heights South of Glendale Avenue
- Riverview Drive between Riverdale Drive and Cardinal Lane

COLLECTORS

Collector streets link neighborhoods together and connect them to arterials and activity centers. Collectors are designed for relatively low speeds (35 miles per hour and below) and provide unlimited local access.

Howard Collectors:

- Shawano Avenue
- Glendale Avenue, west of Hillcrest Heights
- Pinecrest Road
- Sherwood Street
- Hillcrest Heights between Glendale Avenue and Woodale Avenue

- Woodale Avenue
- Lakeview Drive, north of Woodale Avenue
- Riverview Drive, between Cardinal Lane and Velp Avenue
- Memorial Drive

LOCAL STREETS

Local Streets serve individual properties within residential or commercial areas. These streets provide direct, low-speed access for relatively short trips, and have the least stringent design standards. The remaining streets in Howard not listed above) are designated as local streets.

STREET CONNECTIVITY ISSUES

The current street pattern in Howard forces most vehicle trips onto the arterial street system because many of the local and collector streets do not connect to each other. This concentration of traffic can create barriers to other transportation modes (walking, bicycling, etc.), and in most communities this eventually leads to the expansion of streets to accommodate increasing traffic volume.

TRAFFIC CAPACITY ANALYSIS (LOS)

A capacity analysis compares the actual traffic volumes on a street segment with the design capacity of that segment. The ratio of volume over capacity (V/C) corresponds to a “level of service” (LOS) rating, which provides a rough qualitative measure of speed and smoothness of traffic flow. LOS categories are described as follows:

- **LOS A:** Free-flowing operation. Vehicles face few impediments to maneuvering. The driver has a high level of physical and psychological comfort. Minor accidents or breakdowns cause little interruption in the traffic stream. LOS A corresponds to a volume-capacity (V/C) score of 0 to 0.60.
- **LOS B:** A reasonably free-flowing operation. Maneuvering ability is slightly restricted, but ease of movement remains high. LOS B corresponds to a V/C score of 0.60 to 0.70.
- **LOS C:** Stable operation. Traffic flows approach the range in which traffic increases will degrade service. Minor incidents can be absorbed, but a local slowdown will result. LOS C corresponds to a V/C score of 0.70 to 0.80.
- **LOS D:** Borders on unstable traffic flow. Small traffic increases produce substantial service deterioration. Maneuverability is limited and comfort reduced. LOS D corresponds to a V/C score of 0.80 to 0.90.
- **LOS E:** Traffic is at full design capacity of street. Operations are extremely unstable because there is little margin of error in the traffic stream. LOS E corresponds to a V/C score of 0.90 to 1.00.
- **LOS F:** A breakdown in the system. Such conditions exist when queues form behind a breakdown or congestion point. This condition occurs when traffic exceeds the design capacity of the street. LOS F corresponds to a V/C score of above 1.0.

Table 4.1: Typical Traffic Capacity by Facility Type

	Capacity at LOS D (VPD)		
	2-Lane	3-Lane	4-Lane
Minimal Access	12,500	16,500	25,400
Residential	12,300	16,250	25,300
Mixed Zoning	11,200	14,850	23,600
Central Business District	9,400	12,650	20,500

Source: RDG Planning & Design, 2011

Table 4.1 presents the capacity of various street sections at LOS D, the point at which congestion may begin to occur. The analysis in Table 4.2 will compare traffic levels on Howard streets to these identified capacities.

CAUTIONS ABOUT THE LOS SYSTEM

Although the LOS system gives a rough measure of key street elements such as speed and traffic flow, LOS does not measure other important values including:

- Neighborhood preservation
- Environmental quality
- Economic vitality and access
- Energy conservation
- Efficient development patterns
- Transit and bicycle accommodation
- Pedestrian environment

Efforts to improve LOS at the exclusion of these other values have the potential to negatively affect the community and the overall travel experience. For example, low density land development patterns meant to improve traffic flow may simply spread traffic over a larger area, resulting in longer driving distances and greater dependence on automobile travel. Widening roadways and adding lanes may improve the flow of traffic, but increased traffic speeds may diminish pedestrian safety.

LOS considers only two factors in determining street capacity: number of lanes and surrounding land use. Although these two factors are useful, they often do not tell the whole story, and leave out other important factors that may affect traffic flow, such as number of driveways.

While LOS is a useful tool, it should not be used to the exclusion of other values. The transportation system should serve the overall environment, not dominate it.

Table 4.2: Performance of Key Street Segments, Howard 2009

Street Name	Section Description	Lanes	Land Use	Capacity (VPD)	2009 Volume	V/C Ratio	LOS
WI 29	Village Limits to N County Line Rd	4	Minimal Access	25,400	20,300	0.80	C
	N County Line Rd to Triangle Dr	4	Minimal Access	25,400	20,600	0.81	D
	Triangle Dr to Sherwood St	4	Minimal Access	25,400	21,300	0.84	D
	Sherwood St to Riverdale Dr	4	Minimal Access	25,400	27,200	1.1	F
	Riverdale Dr to Cardinal Dr	4	Minimal Access	25,400	30,200	1.2	F
	Cardinal Drive to N Taylor St	4	Minimal Access	25,400	35,500	1.4	F
Velp Avenue	N Military Ave to US 41	4	Mixed Zoning	23,600	13,300	0.56	A
	US-41 to Glendale Ave	4	Mixed Zoning	23,600	16,500	0.70	B/C
	Glendale Ave to Wooddale Ave	2	Mixed Zoning	11,200	10,200	0.91	E
	Wooddale Ave to Lineville Rd	2	Mixed Zoning	11,200	7,700	0.69	B
N Packerland Drive	Village limits to WI-29/32	4	Mixed Zoning	23,600	16,700	0.71	C
Cardinal Drive	WI-29/32 to Dousman St	4	Residential	25,300	16,500	0.65	B
Cardinal Lane	Dousman St to Riverview Drive	4	Mixed Zoning	23,600	18,100	0.77	C
	Riverview Dr to Glendale Ave	4	Mixed Zoning	23,600	11,700	0.50	A
	Glendale Ave to Wooddale Ave	2	Residential	12,300	7,000	0.57	A
	Wooddale Ave to Lineville Rd	2	Residential	12,300	6,600	0.54	A
Glendale Avenue	Shawano Ave to Oakhill Dr	2	Residential	12,300	430*	0.03*	A*
	Oakhill Dr to N Pinecrest	2	Residential	12,300	800	0.07	A
	N Pinecrest Rd to Hillcrest	2	Residential	12,300	2,300	0.19	A
	Hillcrest to Cardinal Lane	2	Residential	12,300	7,100	0.58	A
	Cardinal Lane to Velp	3	Mixed Zoning	14,850	8,700	0.59	A
Shawano Avenue	Village limits to Green field Avenue	2	Residential	12,300	960*	0.08*	A*
	Greenfield Avenue to Richborough Rd	2	Residential	12,300	1,400	0.11	A
	Richborough Rd to S Pinecrest Rd	2	Residential	12,300	2,300	0.19	A
	S Pinecrest Rd to Hillcrest Heights	2	Mixed Zoning	11,200	3,300	0.29	A
	Hillcrest Heights to Riverview Drive	4	Mixed Zoning	23,600	6,500	0.28	A
Riverdale Drive	WI 29/32 to Riverview Drive	2	Mixed Zoning	11,200	4,400	0.39	A
Riverview Drive	Shawano Ave to Cardinal Lane	4	Mixed Zoning	23,600	8,000	0.34	A
Hillcrest Heights	Shawano Ave to Glendale Ave	2	Residential	12,300	4,400	0.36	A
	Glendale Ave to Wooddale Ave	2	Residential	12,300	3,300	0.27	A
N Pinecrest Rd	Evergreen Ave to Lineville Rd	2	Residential	12,300	1,800	0.15	A
Lineville Rd	West Line Rd to Pinecrest Rd	2	Residential	12,300	1,300	0.11	A
	Northwood Rd to Cardinal Lane	2	Mixed Zoning	11,200	6,100	0.54	A
	Cardinal Lane to Velp	3	Mixed Zoning	14,850	12,500	0.84	D
	Velp to US 41	2	Mixed Zoning	11,200	10,500	0.94	E
	US-41 to Lakeview Dr	2	Mixed Zoning	11,200	2,600	0.23	A

Lakeview Drive	Lineville Rd to Woodale Ave	2	Mixed Zoning	11,200	960	0.09	A
Woodale Avenue	Rockwell Rd to Cardinal Ln	2	Residential	12,300	2,900	0.24	A
	Cardinal Ln to Velp	3	Residential	16,250	6,200	0.38	A
	Velp to Lakeview Dr	2	Mixed Zoning	11,200	2,300	0.21	A
Sherwood St	Woodland to WI-29	2	Residential	12,300	1,600	0.13	A
Dousman St	Cardinal Drive to Woodman Drive	4	Mixed Zoning	23,600	6,800	0.29	A
	Woodman Drive to US-41	4	Mixed Zoning	23,600	8,900	0.38	A
Memorial Drive	Dousman St to US-41	2	Residential	12,300	1,700	0.14	A
US-41	WI-29/32 to US-43	4	Minimal Access	25,400	58,600	2.31	F
	US-43 to Lineville Road	4	Minimal Access	25,400	54,100	2.13	F

*Traffic Counts are from year 2003 for these street segments Source: Wisconsin Department of Transportation 2009; RDG Planning and Design 2011

OPERATIONAL ANALYSIS

Table 4.2 provides the LOS rating of key segments of Howard's street network, based on 2009 traffic counts conducted by the Wisconsin Department of Transportation (where 2009 counts are not available, 2003 counts are used, as indicated in the table). The capacity number is an average of road capacity based upon number of lanes, number of turn lanes and side friction (due to access drives or parallel parking). The estimated LOS should be used for comparative purposes rather than empirical evidence on the performance of street segments.

As indicated by the table, drivers in Howard experience mostly LOS of A, B or C. However, there are two non-highway street segments rated at LOS E and F; Velp Avenue from Glendale Avenue to Woodale Avenue and Lineville Road from Velp Avenue to US-41. These street segments should be examined more closely to determine if modifications are necessary. As noted above, LOS is a rough measure of service, and conditions on the ground may vary based on other factors, such as number of access points. Lineville Road is a multi-jurisdictional facility, the improvement of which would require coordination with adjoining jurisdictions. Streets at LOS "D" are not over capacity, but should be monitored closely if traffic volumes increase.

WI-29 from Sherwood Street to N Taylor Street and US-41 from WI-29/32 to Lineville Road function at LOS F. Improvements are already planned for these corridors. Velp Avenue east of US 41 has been recently improved.

PEDESTRIAN AND BICYCLE FACILITIES

The current transportation system is largely focused on automobile travel. Sidewalks are primarily located on main streets (Figure 4.2), while local residential streets often do not have sidewalks. Bicycle lanes exist on portions of Lineville Road, Memorial Drive and Hillcrest Heights. The bicycle lanes that were installed along Cardinal Lane, Woodland Avenue, and other streets in 2000 were removed in 2001. Mountain Bay Trail runs from Lakeview Drive to Glendale Avenue and connects Howard to Pittsfield and Pulaski in Brown County, extending as far as Wausau, Wisconsin. The trail does not currently provide access to Green Bay, but the Village's Bicycle,

Pedestrian and In-line Skate Plan that was adopted in 1999 recommends an extension of the trail into the Village if the rail line that runs along Velp Avenue is ever abandoned in the future.

The Village of Howard Comprehensive Outdoor Recreation Plan (2005-2010) recommends implementing the Bicycle Pedestrian and In-Line Skate Plan adopted in 1999. The plan also recommends developing a pedestrian and bicycle trail system throughout the Village that complements the village's existing street and sidewalk system and provides pedestrian and bicycle connections to destinations such as parks, schools, employment centers, shopping areas and subdivisions. Future policy for sidewalks in Howard is covered in chapter 10 of this document.

TRANSIT

Howard is not served by mass transit. The Red Cross provides trips for elderly and disabled patrons in the Green Bay and Pulaski area. In past years, there was discussion of linking Howard to the Green Bay METRO system, but the cost was ultimately determined to be too high. There are costs associated with a lack of transit. For example, the presence of public transit can be a factor for businesses looking for a new location. Chapters 9 and 10 of this document discuss strategies that could make transit more feasible in the future.

RAIL TRANSPORTATION

Howard currently has two daily service freight rail lines that serve the industrial areas of the Village: the Wisconsin Central, and the Escanaba and Lake Superior.

AIR TRANSPORTATION

Austin Straubel International Airport is approximately 3 miles south of Howard and offers direct service to seven cities with five major airlines, including American Eagle, Continental Airlines, Delta Airlines, Frontier Airlines and United Express. Charter services are available through Frontline Aviation and Priester Aviation.

TRUCKING

Trucking activities in the Village are currently concentrated in the Howard Industrial Park and the industrial park south of State Hwy 29 that contains Sanimax and other industries. The proximity of these parks to US 41, WI 29, and the county highways on Howard's periphery allows trucks to largely avoid the Village's interior street system, but various businesses within the Village still rely on occasional truck trips to import and export goods. These interior trips typically occur on county highways, but trucks occasionally need to travel on Village Streets to reach their destinations.

WATER TRANSPORTATION

Howard does not have any port facilities within the Village, but the nearby Port of Green Bay is available for use by Howard companies.

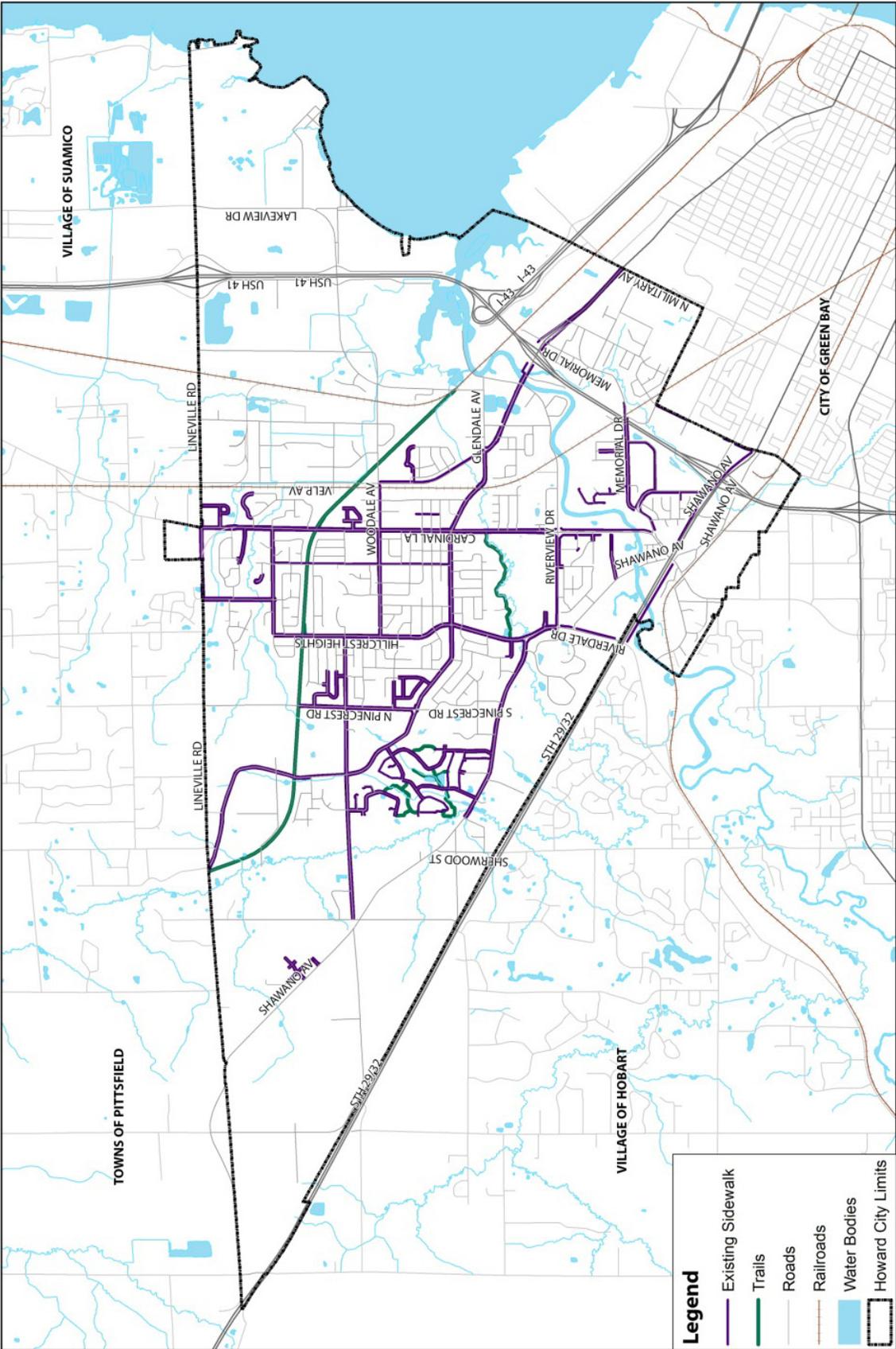


Figure 4.2 - Sidewalks and Multi-Use Trails in Howard



5

Parks and Recreation

Howard’s diverse park and recreation system is a vital component of community life. As the community grows, this system must expand to maintain the current high level of recreational service.

PARKS AND RECREATION FACILITIES

FACILITY ANALYSIS

This chapter examines Howard’s existing park and recreation system, including all village-owned and operated recreation areas and other parks with public access. The analysis draws on the Village of Howard Outdoor Recreation Plan, 2005-2010. The 2005 plan should be updated for the next 5-year period through a public planning process.

The following components are analyzed:

- Current levels of service in the existing park system
- Gaps in service coverage
- An inventory of existing parks

Park facilities are evaluated below according to three standards:

- **Park Classification:** Facilities are classified according to the size of the area they serve.
- **Geographic Distribution:** The service radius of each facility is analyzed to identify geographic gaps in service.
- **Population Service Standards (NRPA):** Howard’s current system is analyzed according to National Recreation and Park Association (NRPA) standards for the provision of park and recreation facilities.

PARK FACILITY CLASSIFICATION

Howard’s recreation and park areas are classified according to the National Recreation and Park Association (NRPA) classification system. Table 5.1 lists Howard’s park facilities by category and Figures 5.1 and 5.2 show the location of these park facilities. The text below gives an overview of Howard’s total park space, followed by descriptions of each park classification.

OVERVIEW: TOTAL PARK SPACE IN HOWARD

- 342 acres of parkland (parks, playfields, athletic fields) in the Howard village limits
- Approximately 19.7 acres of parkland per 1,000 residents
 - Traditional park area standards set by the National Recreation and Park Association (NRPA) suggest 10 acres of parkland per 1,000 residents. Howard exceeds the NRPA standard.

PARK CLASSIFICATIONS

Mini Parks

- **Purpose:** Fulfill open space needs or provide niche recreation opportunities
- **Size:** Less than 1 acre

- **Service Radius:** Less than 1/4 mile
- **Discouraged by many cities, due to their relatively high maintenance costs and limited use**
- **Howard Example:** Packerland Parkway

Neighborhood Parks

- **Purpose:** Serve as basic unit of a community's park system, providing a recreational and social focus for residential areas; Accommodate informal recreational activities, both active and passive
- **Size:** 5-10 acres
- **Service Radius:** ¼ - ½ mile (easy walking distance)
- **Howard Examples:** Pinewood Park, Howard Memorial Park
- **Total Acreage in Howard:** 43 acres; 2.5 acres of per 1,000 residents
 - NRPA Standards: 1-2 acres of neighborhood parkland per 1,000 residents. Howard exceeds the NRPA standard.

Note: Although schools can serve as neighborhood parks, they are not considered in this analysis.

Community Parks

- **Purpose:** Meet diverse community-based recreation needs, preserve significant natural areas and provide space for larger recreation facilities. Often include a special attraction that draws people from a larger area, such as a swimming pool, pond or lake, ice skating rink, trails, special environmental or cultural features, or a specialized sports complex.
- **Size:** 30-50 acres
- **Service radius:** ½ mile - 3 miles
- **Howard Examples:** Meadowbrook Park, Spring Green Park
- **Total Acreage in Howard:** 130 acres; 7.5 acres per 1,000 residents
 - NRPA Standards: 5- 8 acres per 1,000 residents; Howard does meet the NRPA standard for community parks.

School Parks

- **Purpose:** Help meet neighborhood park needs, particularly in areas not served by a neighborhood park
- **Howard Example:** Bay View Middle School

Special Use Park

- **Purpose:** Serve a single use, such as a sports complex or cultural facility
- **Howard Example:** Akzo Nobel Sports Complex

Table 5.1 - Howard Parks By Type

COMMUNITY PARKS	ACRES
Meadowbrook	92.7
Spring Green	37.5
Total Community Parks	130.2
Meets NRPA Standard?	Yes
NEIGHBORHOOD PARKS	
Barney Williams	5.4
Howard Memorial	13.6
Lehner	2.6
Pinewood	11.7
Deer Run Park	9.5
Total Neighborhood Parks	42.8
Meets NRPA Standard?	Yes
MINI PARKS	
Packerland Parkway	0.47
Deerfield Docks	3
Riverview Parkway	<1
SCHOOLS PROVIDING PARK AMENITIES	
Meadowbrook Elementary	-
Howard Elementary	-
Bay View Middle	-
Lineville Intermediate & Forest Glen Elementary	-
ITT Technical Institute	-
SPECIALITY PARKS	
Pamperin Park	45.2
Juza Oliver Family Park	29.9
Akzo Nobel Sports Complex	93.2
Wietor Wharf Park	3
Howard Dog Park	**
GOLF COURSES	
Village Green Golf Course	-

*NRPA standards based on 2010 population of 17,399

**Part of the Gordon Nauman Conservation Area

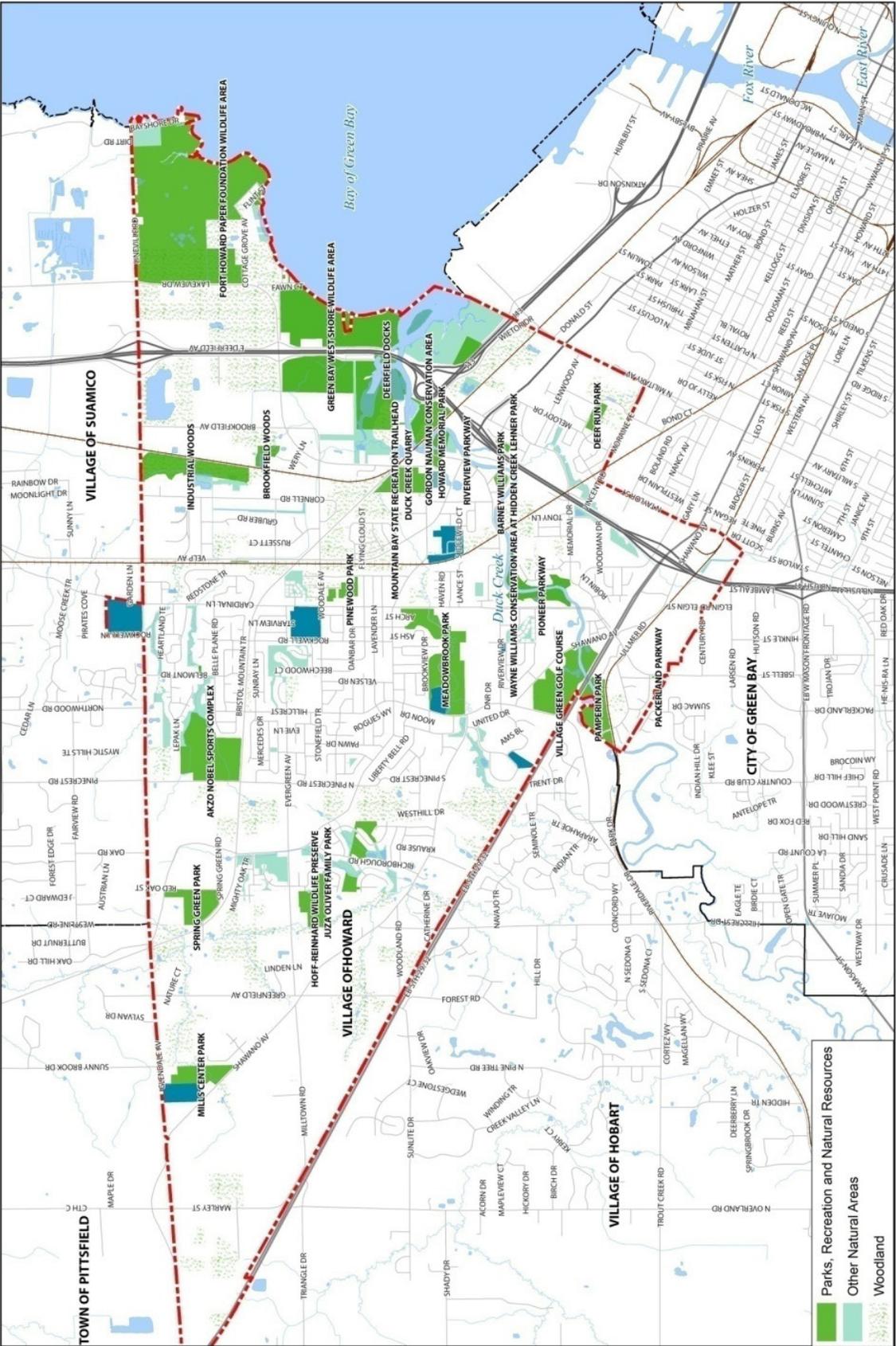


Figure 5.1 - Howard Existing Park System (2010)

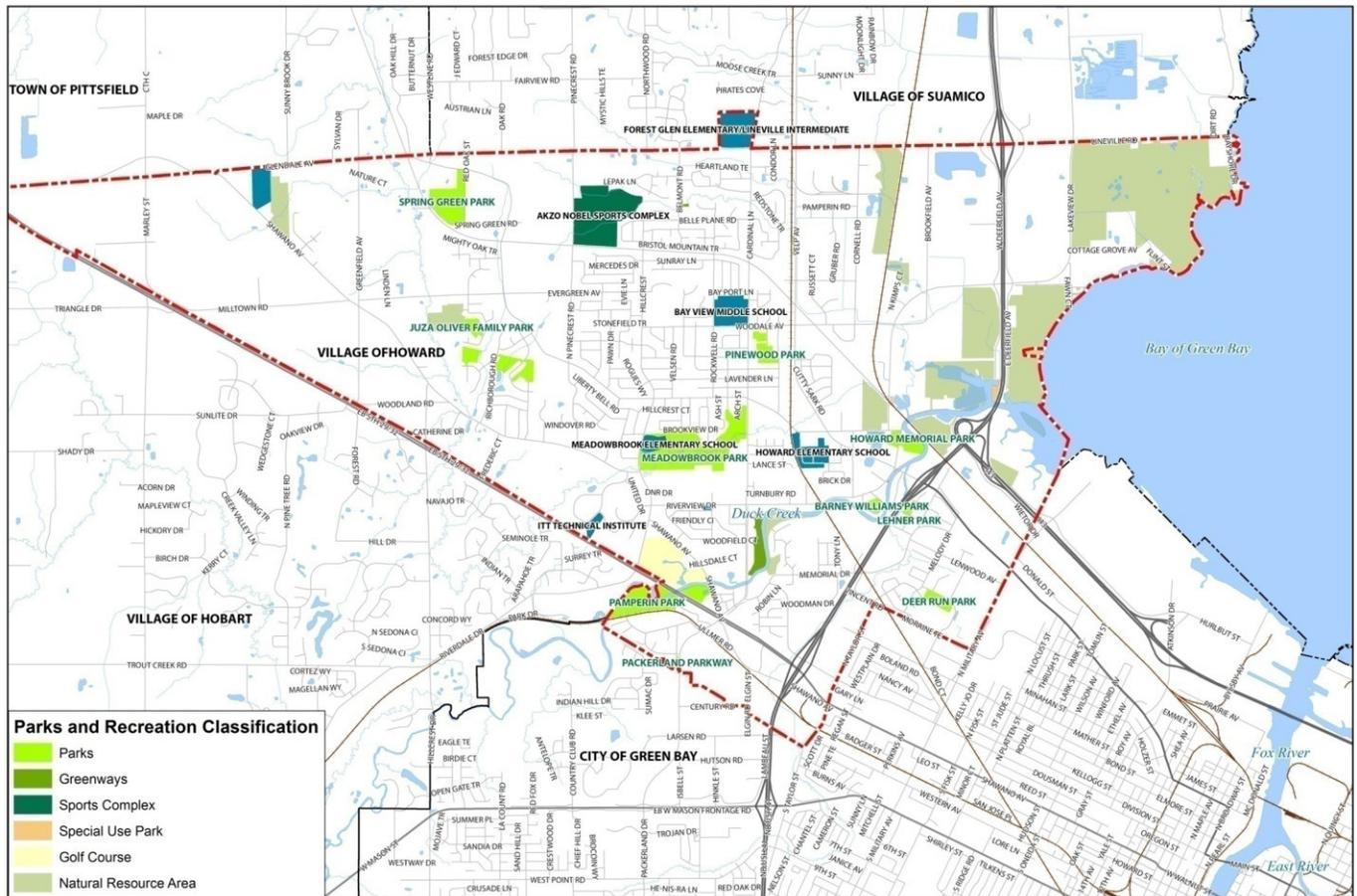


Figure 5.2 - Howard's Existing Park System (2010) classified according to type of facility

Howard also boasts a variety of Natural Resource and Conservation Areas, listed below (Figure 5.1):

- Mills Center Park
- Hoff-Reinhard Wildlife Area
- Industrial Woods
- Brookfield Woods
- Fort Howard Paper Foundation Wildlife Area
- Green Bay West Shore Wildlife Area
- Mountain Bay State Recreation Trailhead
- Duck Creek Quarry
- Gordon Nauman Conservation Area
- Wayne Williams Conservation area
- Pioneer Parkway

LEVEL OF SERVICE ANALYSIS BY PARK FACILITY CLASSIFICATION

Recreational opportunities help make a community and attractive place to live, work and invest. As outlined earlier in the Plan, Howard’s projected population for 2030 is 31,425 in a high growth scenario and 26,684 in a moderate growth scenario. Table 5.2 identifies the needs for neighborhood and community parks associated with the high growth scenario population increase, based on local and national Levels of Service (LOS). This analysis assesses park needs for the year 2030 according to two different methodologies:

- Neighborhood and community park needs based on **Existing Level of Service (LOS)**:
 - This methodology suggests a need for an additional 34.5 acres of neighborhood parks and 105 acres of community parks, for a total of 139.5 acres additional parkland.
- Neighborhood and community park needs based on the **National Parks and Recreation Association (NRPA) LOS**:
 - This methodology suggests a need for 20 acres of additional neighborhood parks and 121 acres of community parks, for a total of 141 acres additional parkland.

Several factors must be considered when determining a neighborhood and community parkland needs, including gaps in service coverage and new community demands. Please note that this analysis does not cover physical factors such as geographic location of parks (covered in the next section), accessibility, service area, and park facilities. Needs for specialty or regional parks are also not included. Geographic location and service areas are analyzed in the following section.

GEOGRAPHIC DISTRIBUTION

In order to provide equitable park service for all citizens, park facilities should be well distributed throughout all geographic areas. Figure 5.3 illustrates the location and service radius of Howard’s park and recreation facilities. Each park classification has a different service radius, ranging from less than 1/4 mile for mini parks with limited use, up to 3 miles for community parks with a wider draw. (Special use parks often serve much larger areas, and are therefore not evaluated according to a specific service radius.) For the purposes of this analysis, only neighborhood and community park service areas are documented, using both a 1/4 mile and 1/2 mile service radius for both categories. The analysis excludes mini parks since their use

Table 5.2: Future Parkland Needs (In Acres)

Park Type	Existing	Acres per 1,000 Residents	2030 Need* (Existing LOS)	Additional Parkland Needed (Existing LOS)	Acres per 1,000 Residents (NRPA LOS)	2030 Need* (NRPA)	Additional Parkland Needed (NRPA)
Neighborhood Parks	42.8	2.5	77.3	34.5	2	62.85	20.05
Community Parks	130.2	7.5	235.2	105.0	8	251.40	121.20
Total Neighborhood & Community Park Area	173.0	9.9	312.5	139.5	10	314.25	141.25

Source: RDG Planning & Design, 2011

*Based on 2030 Population of 31,425 - 3% Annual Growth Scenario

Table 5.3: Parks and Recreation Need in Relation to Population, Howard

Facility Type	NRPA Standard	Present Need	2030 Need
Baseball Fields	1 per 3,000	6	10
Softball Fields	1 per 3,000	6	10
Basketball Courts	1 per 5,000	3	6
Football Fields	1 per 20,000	1	2
Soccer Fields	1 per 10,000	2	3
Golf Courses	1 9-hole standard per 25,000	1	1
	1 18-hole standard per 50,000	0	1
	1 driving range per 50,000	0	1
Swimming Pools	1 per 20,000	1	1
Tennis Courts	1 per 2,000	9	16
Sand Volleyball Courts	1 per 5,000	3	6

Source: RDG Planning & Design, 2011

is discouraged and excludes most specialty and school parks, which do not typically provide every-day recreation service. However, Bay View Middle School, Pamperin Park, and Akzo Nobel Sports Complex are treated as neighborhood parks for the purposes of this analysis, due to their function and prominence in their surrounding neighborhoods.

Figure 5.3 illustrates that although portions of the residential core are served well by existing parks, there are many areas lacking adequate service. As residential areas develop along the east, northeast, south and southwest, they will be underserved with neighborhood parks.

A portion of the Juza-Oliver Family Park is currently being developed into an active recreation area, at which point it will provide a neighborhood park function for the surrounding residences. Part of Wayne Williams Conservation Area will undergo a similar change. Chapter 12 will propose more additions to the park system to address service gaps and to accommodate new demand.

POPULATION SERVICE FACILITY STANDARDS

The National Recreation and Park Association (NRPA) establishes national standards for park facility service, according to local population. Table 5.3 summarizes the need for these facilities in Howard based on this standard and the current and projected population (2030 population of 31,425).

A 2006 ad hoc committee study on baseball/softball facility needs concluded that current facilities were inadequate. The study recommended constructing a new baseball complex with 6-10 years (2012-2016), and upgrading or converting current fields until that time. Any recommendations regarding baseball/softball facilities should account for multi-community shared usage.

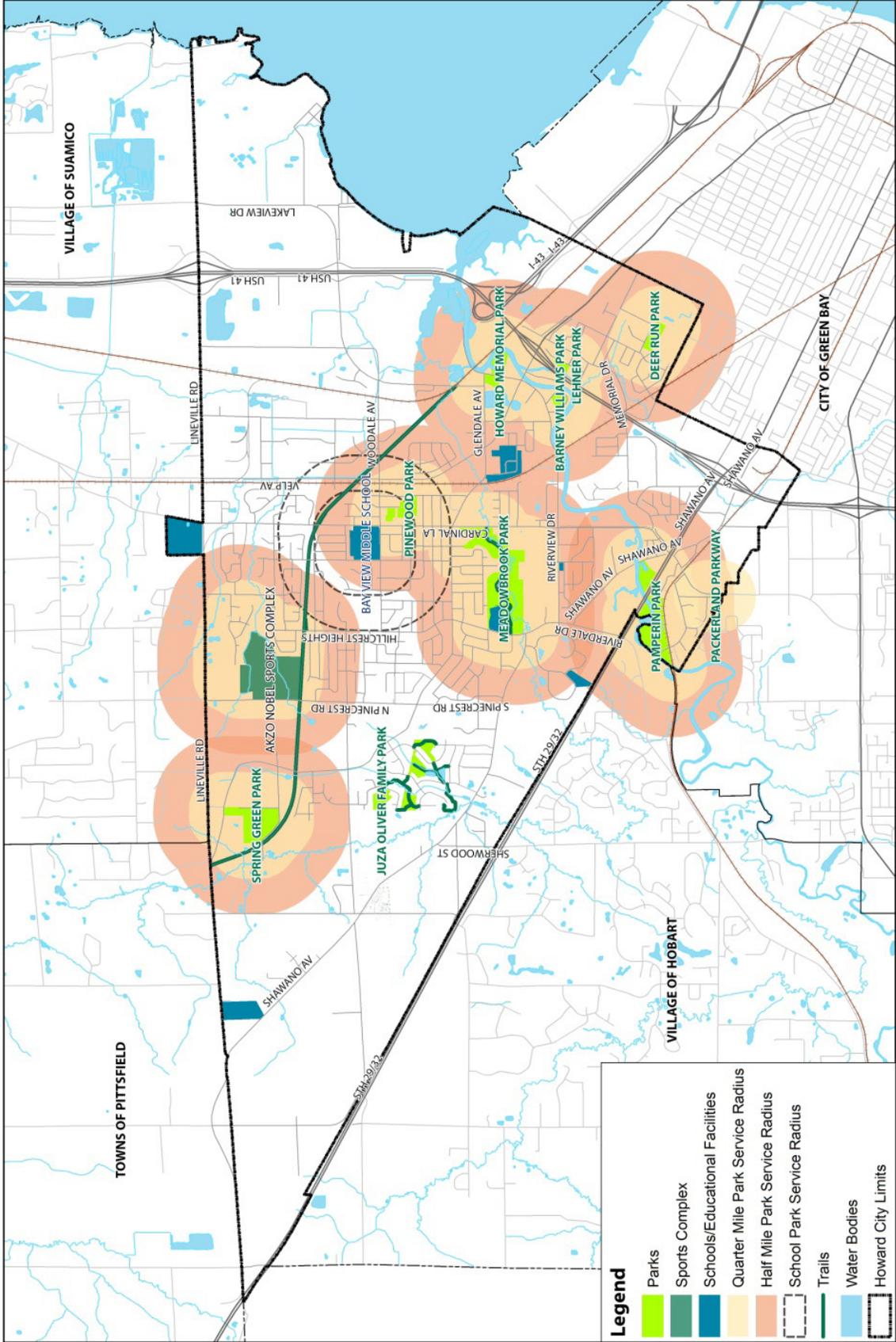


Figure 5.3 - Geographic service coverage of Howard's existing neighborhood and community parks.

PARK SITE ASSESSMENT

Continued investment in the existing park system is needed to ensure its status as a major community asset. While a detailed park analysis is beyond the scope of this plan, this section summarizes the needs identified in the Village of Howard Comprehensive Outdoor Recreation Plan (2005-2010), as updated by Village parks staff in 2011. This plan should be updated for the 2011-2015 time period.

PROPOSED IMPROVEMENTS FOR EXISTING PARK SITES

ALL PARKS

- Develop ADA assessment and compliance plan for all parks and recreation facilities

AKZO NOBEL SPORTS COMPLEX

- Develop trail system throughout the park with connections to the Mountain Bay trail and neighborhoods.
- Extend electricity to storage buildings.
- Construct a restroom/concession building in the soccer area.
- Install parking lot lights.
- Install open air shelters.

DEER RUN PARK

- Add amenities such as picnic tables, benches, and bike rack.
- Leave the park in its current state with no further landscaping or clearing of brush and trees.

BARNEY WILLIAMS

- Develop parking area along the street.

PINEWOOD

- Renovate existing shelter or replace shelter to meet needs of park users and become ADA compliant

SPRING GREEN

- Add archery ranges
- Construct new shelter, concession, restrooms
- Add north parking lot
- 2nd lift asphalt on parking lot
- Install park roadway

DUCK CREEK QUARRY

- Replace fencing on north, east and west sides.
- Develop a site master plan.

HOWARD MEMORIAL

- Replace backstop and fencing.
- Repave walking areas around the ball field.
- Improve drainage.
- Review and consider options for the boat landing as the landing area is silting in.
- Create an access to the eastern portion of the park along Duck Creek by providing a bridge and trail system.

MEADOWBROOK

- Review the park plans and make improvements to ensure that safe access is provided to and from the park.
- Replace the wooden bridges that cross Lancaster Brook.
- Develop access points and trail connections to the properties south of the park.
- Work with the DNR to improve Lancaster Brook.

MILLS CENTER

- Construct and pave a parking lot at the East entrance.
- Develop trail system throughout the park with connections to neighborhoods.
- Install Playground
- Install open air shelter and park amenities
- Develop plan

LEHNER

- Remove pavilion.

JUZA-OLIVER FAMILY PARK

- Install driveway and parking
- Install connector pathway/walkway
- Install open air shelter and other park amenities

PIONEER PARKWAY

- Install connector trail in easement to park

HOFF-REINHARD WILDLIFE AREA

- Install cul-de-sac/parking lot and sidewalk
- Install plants per master landscape plan

WAYNE WILLIAMS CONSERVATION AREA

- Continue trail extensions from Memorial Drive to Railroad

TRAILS

Figure 5.3 shows existing multi-use trails in Howard. The Village of Howard Bicycle, Pedestrian, and In-Line Skate Plan (1999) sought to create safe, enjoyable recreation and transportation corridors for youth and families to travel throughout the Village of Howard. Corridors were meant to be readily accessible to walkers, runners, bicyclists and in-line skaters, with efforts made to connect neighborhoods to schools, churches, parks and shopping areas. Figure 5.4 shows a map of these proposed bicycle/pedestrian/in-line skate corridors. The land use development plan in the third section of this plan will suggest some revisions based on this concept. These corridors, as revised, should receive continued consideration for funding and construction.

PLAN UPDATES

The Howard Bicycle, Pedestrian, and In-Line Skate Plan (1999) and the Village of Howard Outdoor Recreation Plan (2005-2010) should be updated for the next 5-year horizon.

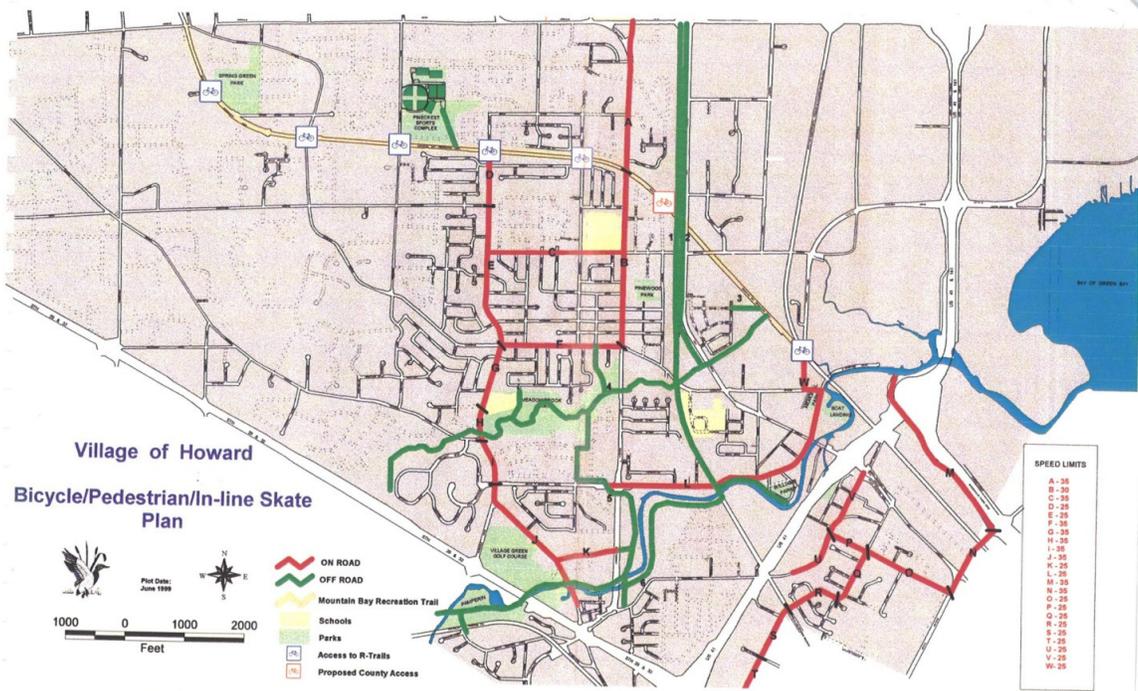


Figure 5.4 - Proposed Corridors from the Village of Howard Bicycle/Pedestrian/In-line Skate Plan (1999)



6

Infrastructure

The type and quality of services a community provides is one of the most important reasons why people and businesses are attracted to and choose to remain within a community. Healthcare, childcare, and schools often attract residents to a community, while utility, power supply, and power transmission capabilities often attract businesses.

INFRASTRUCTURE

The type and quality of services a community provides is one of the most important reasons why people and businesses are attracted to and choose to remain within a community. Healthcare, childcare, and schools often attract residents to a community, while utility, power supply, and power transmission capabilities often attract businesses.

As a community grows, the need for utilities and community facilities also grows. Experience has shown that to provide high quality public services, a growing community like Howard must continuously maintain, upgrade, and expand its facilities. The Village should also evaluate its existing services in a cost-effective manner consistent with its long-term goals, trends, and projections. The analyses and recommendations contained in this chapter should be used to guide and direct, though not replace, detailed engineering studies, facility plans, and capital improvement programs.

EXISTING SERVICES

The Village of Howard currently provides the following services:

- Paid On-Call / Volunteer Fire Department
- Collection and conveyance of sanitary sewage.
- A comprehensive public water supply system.
- Collection of residential yard waste.
- A yard waste drop-off site.
- Numerous public recreational sites and facilities.
- Government offices, including a village hall/office and a public works building/office.

The Village also has contracts with the following service agencies:

- Green Bay Metropolitan Sewerage District for the collection and treatment of sanitary sewage.
- Veolia for the collection of single- and two-family residential solid waste and recyclable materials.
- Brown County for solid waste and recyclable materials disposal.
- Brown County Sheriff's Department for police service.
- Private agencies provide emergency medical service, telecommunication, power, healthcare, eldercare, and childcare in the Village.

As an urban community within the Green Bay metropolitan area, the Village of Howard requires a high level of comprehensive services. As noted above, a full range of urban services, including both public and private utilities, community facilities, and health and social services, are available within the Village. Currently, there are no known significant deficiencies or problems associated with these utilities, facilities, or services. However, sanitary sewer, public water, and other services have been ex-

tended to areas of the Village before they were developed or planned. This practice has often been shown in other communities to encourage haphazard and inefficient development patterns, and discourage infill and brownfield development opportunities. Based on current and projected growth trends within the Village, expansion of many of the utilities and community facilities will be necessary within the plan's 20-year timeframe. The Village has initiated various planning, engineering, and design efforts to address these needs, and more information about these efforts is provided later in this chapter.

INVENTORY AND ANALYSIS

WATER QUALITY MANAGEMENT SYSTEMS

Over the last 100 years, federal laws have been enacted to protect our nation's water by imposing restrictions on the discharge of pollution into the nation's lakes, rivers, and streams. The Clean Water Act requires comprehensive water quality planning for both point and nonpoint sources of pollution. For the Village of Howard, this planning is currently contained in the Wisconsin Administrative Code (NR 216, NR 151) and the sections of the Village Code regarding erosion control, post construction stormwater management, and illicit discharges.

STORMWATER MANAGEMENT

The U.S. Environmental Protection Agency (EPA) requires all communities with populations greater than 100,000 people, or communities in urbanized areas (such as Howard), to implement a stormwater management plan to target and control nonpoint source pollution from municipal, industrial, and construction site runoff. The State of Wisconsin additionally requires communities located within special areas of concern to create stormwater plans. Figure 6.1 shows the stormwater system of the Village of Howard.

As stated in the Village's stormwater runoff ordinance, uncontrolled stormwater runoff from land development activity has a significant impact upon water resources and the health, safety, and general welfare of the community. Uncontrolled stormwater runoff can overtax drainageways, resulting in the following consequences:

- Polluting groundwater
- Degrading stream habitat by increasing erosion and streambed scour, and/or diminishing groundwater recharge and stream base flows.
- Polluting lakes, streams, and wetlands, thereby diminishing their capacity to support aquatic life, recreation, water supply, and natural flood management.
- Undermining floodplain management efforts by increasing the incidence and levels of flooding.
- Diminishing the public enjoyment of natural resources.

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

The Howard Stormwater utility was established in 2005 to support stormwater management operation and cover its related costs. Prior to the utility creation, stormwater management was undertaken on a case-by-case basis. Now, properties are assessed a quarterly fee based on their amount of impervious surface.

The Village of Howard stormwater management plan guides the operation of the utility and consists of:

- An inventory of the Village's current storm sewer system.
- Modeling to determine the amount of pollutants discharged from existing and future development.
- Conceptual level design of best management practices.
- Prioritization of best management practices based upon a cost-benefit analysis.
- Development of a stormwater management plan based upon the above information addressing water quality issues, as well as recommendations concerning the stormwater ordinance and utility.

To implement the stormwater management plan and support the operation of the stormwater utility, the Village of Howard has developed Municipal Separate Storm Sewer System (MS4) programs for achieving storm water discharge compliance under State of Wisconsin Administrative Codes NR 151 & NR 216. These programs include the following:

- An education and outreach program to increase the awareness of storm water pollution impacts on waters of the state, to encourage changes in public behavior to reduce such impacts.
- A program to notify the public of activities required by the Villages MS4 permit and to encourage input and participation from the public regarding these activities.
- A program to detect and remove illicit connections and discharges to the MS4.
- A pollution prevention program for Village owned properties and facilities.
- A program to reduce the discharge of sediment and construction materials from construction sites.
- A program to require control of the quality of discharges from areas of new development and redevelopment after construction is completed.
- A program to require control of the quality of discharges from areas of the existing developed urban areas.
- Create and maintain a MS4 map.

The recommendations of the stormwater management plan have been incorporated into the land use plan in section three of this document.

SANITARY SEWER SERVICE

Sanitary sewer service is currently provided to the Village of Howard by the Green Bay Metropolitan Sewerage District (GBMSD) through its system of interceptor sewers and its wastewater treatment plant located in the City of Green Bay near the confluence of the Fox River and the Bay of Green Bay. The Village owns and operates the

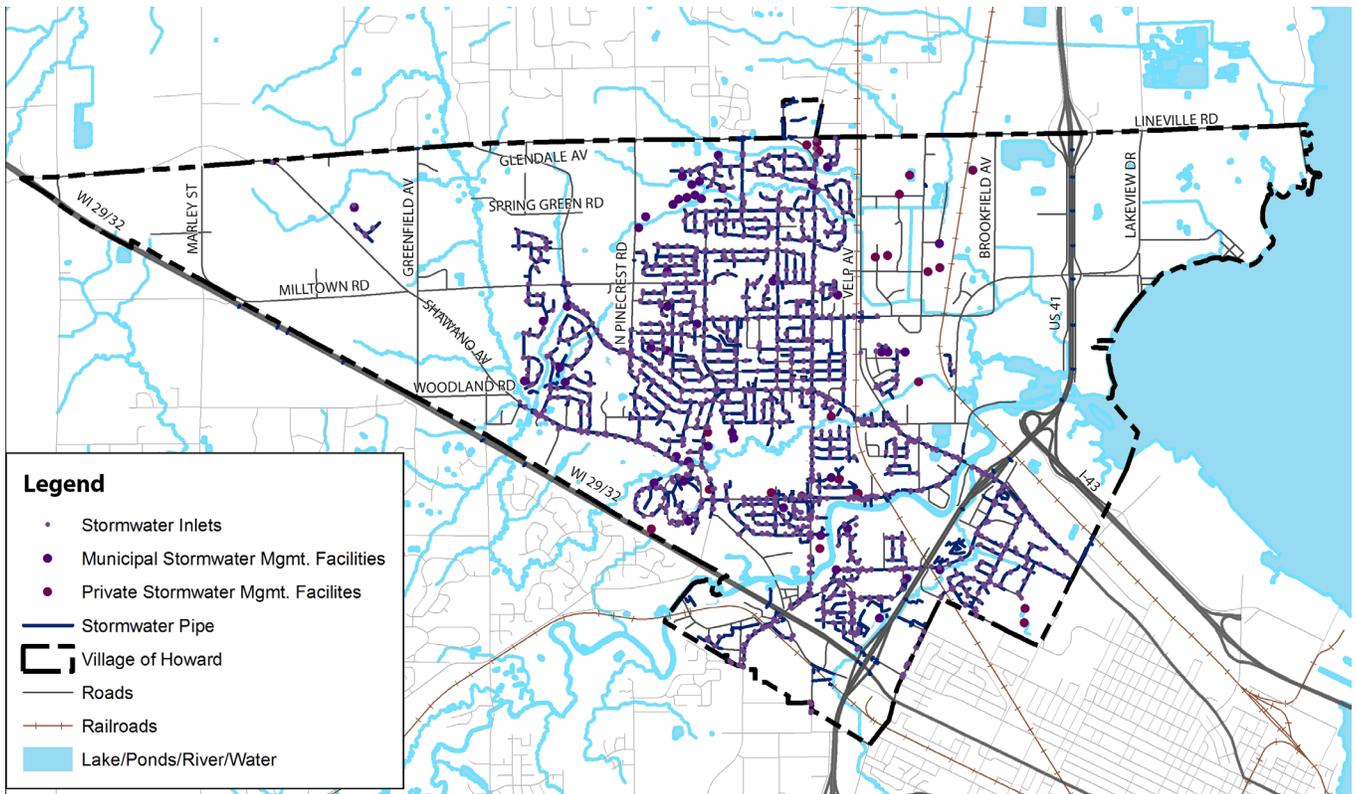


Figure 6.1 - Howard Stormwater System

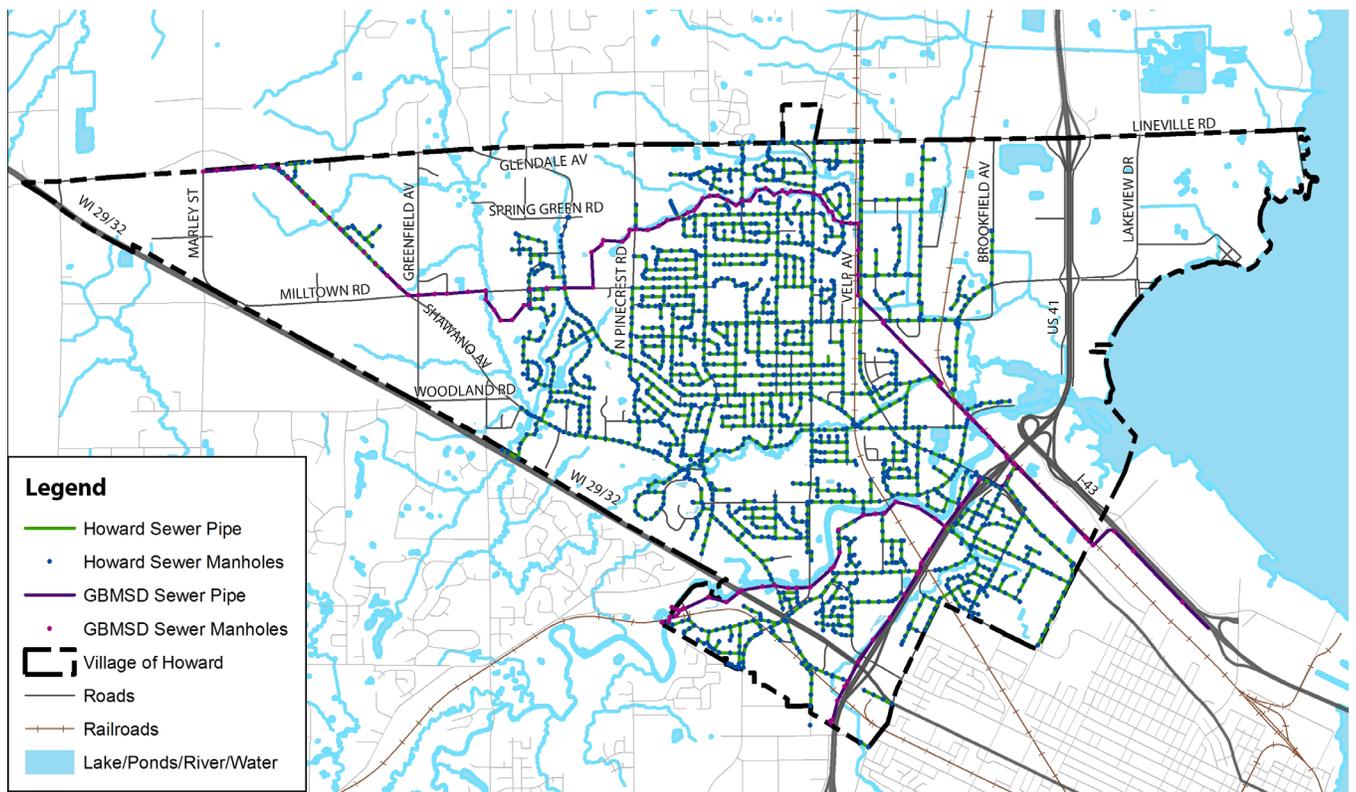


Figure 6.2 - Howard Sanitary Sewer System

local wastewater collection system, and the sewage collected by this system is transported to interceptor sewers that are owned and operated by the GBMSD. The locations of the Village's sewers are shown in Figure 6.2.

Since the entire Village has been annexed into the GBMSD, it is eligible to receive sewer service from the district. Approximately 11.3 square miles of land are currently eligible for public sanitary sewer service, and most of this area is situated between Brookfield Avenue/Lakeview Drive/I-43 and Pinecrest Road/Mountain-Bay Trail/Lancaster Creek. The majority of this area is currently served with public sanitary sewer service, as shown on Figure 6.2.

As Howard expands, sewer service expansions will be necessary. These expansions should be consistent with the growth identified in this plan's Land Use chapter. In order to optimize the efficient use of existing infrastructure, infill development should be a high priority, and the Capital Improvements Program should reflect this emphasis. The Village of Howard Capital Improvement Program typically identifies projects of this type annually.

A likely area of extension is the west side of the Village where major interceptor sewers and associated capacities already exist. Development is expected to continue to expand west in this area, and requests for expansion of services are likely. Developers typically bear the full cost of sewer service expansion for their developments. The village typically bears the majority of the cost of sewer extensions to existing property owners when such extensions are economically practical.

The expansion of the Village's sanitary sewer system is envisioned to proceed smoothly. Most un-sewered areas are readily serviceable with gravity sewer. A small area of approximately 300 acres bordered by Greenfield Ave, Evergreen Ave, the Mountain Bay Trail, and Glendale Ave may require additional infrastructure to be serviced with sewer. There are no known concerns or issues associated with the increased demand for sanitary sewer service in any area, and maintenance and periodic upgrades of the system are expected.

ONSITE SEWAGE DISPOSAL SYSTEMS

Although private onsite wastewater treatment systems (POWTS) are an option to accommodate development where public sanitary sewer service does not exist, they have not been used very often in Howard. The existing POWTS are generally located in the far eastern and far western portions of Howard.

The long-term viability of these systems should be ensured by continued inspections when properties are sold, and inspections of older or potentially failing systems should be required. Public sewer service should be considered where widespread failing onsite systems exist and where the service can be provided in a cost-effective manner.

DRINKING WATER SYSTEM

Groundwater has long been the source of all drinking water and other water uses within the Village of Howard. However, due to dropping groundwater levels, How-

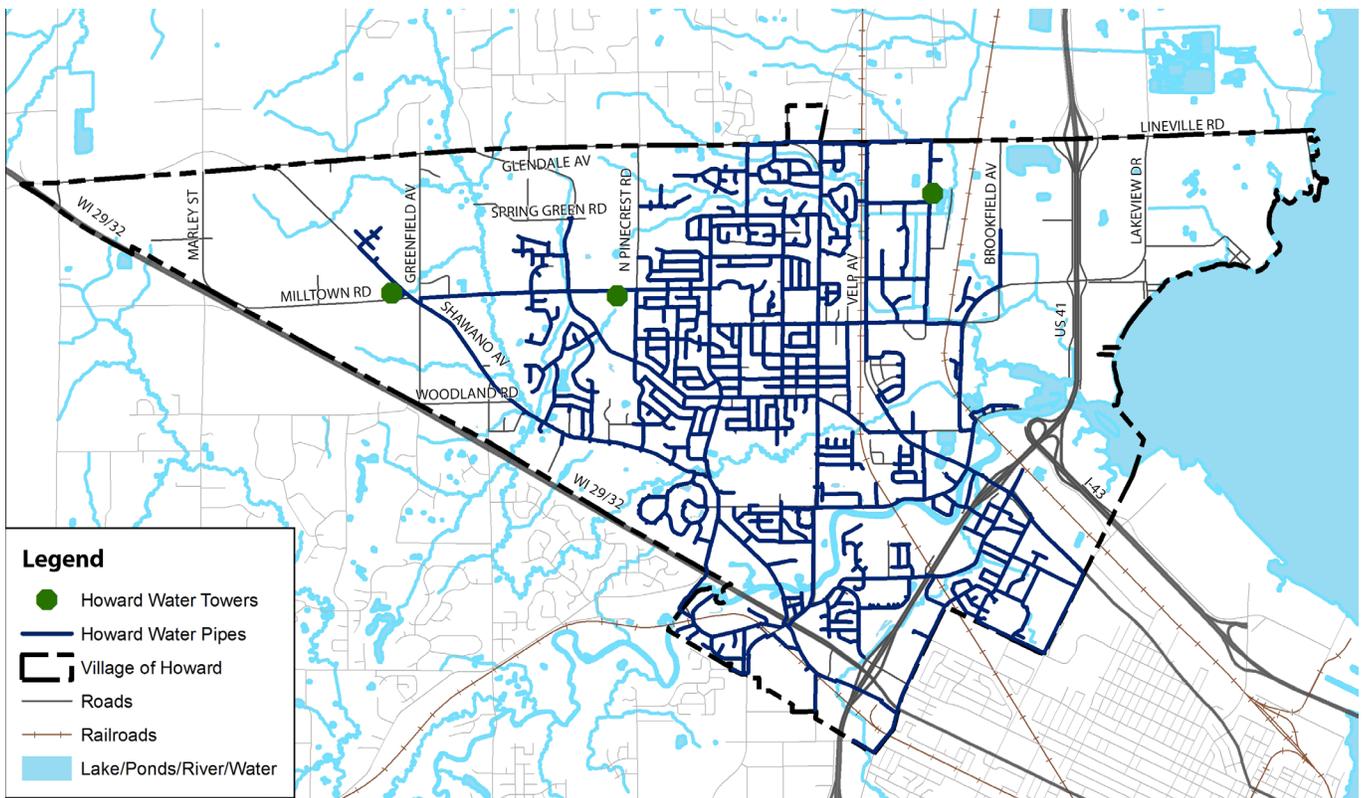


Figure 6.3 - Howard’s Existing Water System

ard recently transitioned to purchasing surface water from Lake Michigan to fulfill its drinking water needs, reserving groundwater for emergency use only. The Central Brown County Water Authority, an association of Howard and five other communities, partners with the city of Manitowoc to obtain this Lake Michigan supply. Figure 6.3 displays the location of Howard’s existing water mains and water towers.

As stated by the Wisconsin Department of Natural Resources, all drinking water, no matter the source, may reasonably be expected to contain at least small amounts of some contaminants. The presence of such contaminants does not necessarily indicate that water poses a health risk. The EPA sets “maximum contaminant levels” (MCLs), that are designed to protect public health and welfare. The Wisconsin DNR has its own statutes and codes to protect drinking water from pollutants, based on federal standards. These standards apply to all public water supply systems.

The Howard Waterworks monitors the Howard drinking water system. The 2010 Consumer Confidence Report from Howard Waterworks showed no contaminant violations.

Howard’s public water system expansions should be consistent with the 5-year growth increments identified in the Land Use chapter of the plan. Infill development should be given a high priority in order to improve infrastructure efficiency. The Capital Improvements Program should reflect this priority.

SOLID WASTE DISPOSAL AND RECYCLING

Solid Waste

The Village provides solid waste collection on a weekly basis for all single- and two-family residential properties. Solid waste collection for all other residential properties and all non-residential businesses is the responsibility of the business and property owner. Special Garbage pickup for brush and larger items, such as furniture, is available once a week by request. The Brown County hazardous waste disposal facility, located at 2561 south Broadway in Ashwaubenon, accepts materials that are not allowed in regular waste collection such as paint, pesticides, pool chemicals, computers, and batteries. These waste disposal policies are working well and will likely continue in the future.

Recycling

The Village provides curbside recyclable waste collection on a bimonthly basis for all single- and two-family residential properties. Recyclable waste collection for all other residential properties and all non-residential businesses is the responsibility of the individual business or property owner. This arrangement is also working well and should continue in the future.

COMMUNICATION

TDS Telecom currently provides the Village's telephone service, and Verizon provides wireless service. There are four wireless phone towers within Howard, and these towers currently provide adequate service to the Village.

POWER GENERATION

Electricity and natural gas are provided to the Village by Wisconsin Public Service (WPS). This service should be adequate for years to come, and no significant changes are anticipated.



7

Public Facilities

Howard's community facilities include a wide variety of services, from police protection to library services. The following section presents a brief overview of these facilities, and notes related issues or challenges where appropriate.

COMMUNITY FACILITIES

Howard's community facilities include a wide variety of services, from police protection to library services. The following section presents a brief overview of these facilities, and notes related issues or challenges where appropriate.

HEALTH CARE

Howard currently contains three healthcare clinics that provide internal medicine, pediatric, and family practice services.

The Village does not contain a full-service hospital, but St. Mary's Medical Center in the City of Green Bay is located approximately one mile south-east of the Village. St. Mary's provides a wide array of services and is the closest of the metropolitan area's four hospitals.

It is envisioned that these services will continue to be provided by the existing hospital and clinics. However, additional healthcare clinics may be necessary in Howard as the Village develops over the next 20 years.

ELDERLY CARE

There are currently five private facilities providing independent and assisted living for older adults in Howard. These facilities are capable of handling the existing demand for services in the Village, but additional care facilities might be necessary as Howard's population ages over the next 20 years. If additional facilities are necessary, they should consider locating in the village and neighborhood centers, rather than isolating these populations at the periphery.

CHILD CARE

A wide variety of private child care services are available in Howard. Additionally, the Howard/Suamico School district has eleven 4K sites, which provide play-based instruction for all 4-year-old children in Howard and Suamico.

The provision of child care services will likely continue to be provided by private entities. However, the Village should encourage the development of child care facilities in the Village center and neighborhood centers, to ensure better accessibility for all residents.

CEMETERIES

St. John the Baptist Cemetery, which is located on Pinecrest Road south of Evergreen Avenue, is the only privately-owned cemetery in the Village.

In the future, cemetery services will likely continue to be provided by private entities, and a public cemetery will not likely be added in the Village.

PUBLIC SAFETY

Fire - The Village of Howard has a paid on-call/volunteer fire department, consisting of two fire stations, a full time fire chief, assistant fire chief, and 50 paid on-call firefighters. The stations are located at the Howard Village Hall on Glendale Avenue and on Shawano Avenue in the western portion of the Village.

Emergency Medical Services (EMS) - Howard contracts with a private EMS company to respond to 911 emergencies.

Police - Howard contracts law enforcement services with the Brown County Sheriff's Department. The main patrol station is located at Village Hall.

Adequate emergency services are currently provided to the Village.

LIBRARIES

Howard contains the Weyers-Hilliard Branch of the Brown County library system. This branch serves the Village, Town of Suamico, and other nearby communities, and is available for public meetings and other functions. The Weyers-Hilliard branch was constructed in 2000 to replace the closing Howard Branch on Tulip Lane.

SCHOOLS

The Howard-Suamico School District serves 5,723 students in the communities of Howard and Suamico. The district is composed of eleven 4K sites (4-year old kindergarten) five elementary schools (K-4), one intermediate school (5-6), one middle school (7-8), and one high school (9-12). The district employs 679 staff (2010-2011 school year).

Of these eight schools, six are located within Howard. They include:

- **Bay Port High School (Grades 9-12)** - This facility is located on Lineville Road in the far northern portion of the Village. It was constructed in 2000.
- **Bay View Middle School (Grades 7-8)** - This facility is located on Cardinal Lane in the central portion of the Village. It was constructed in 1963 and expanded in 1993.
- **Lineville Intermediate School (Grades 5-6)** - This facility is located on Lineville Road in the far northern portion of the Village. It was constructed in 1972 and expanded in 1993.
- **Howard Elementary School (K-4)** - This facility is located on West Idlewild Court in the southwestern portion of the Village. It was constructed in 1955 and expanded/upgraded in 1987.
- **Forest Glen Elementary School (K-4)** - This facility is located on Cardinal Lane in the far northern portion of the Village. It was constructed in 1990 and expanded/upgraded in 1994.
- **Meadowbrook Elementary School (K-4)** - This facility is located on Hillcrest Heights in the central portion of the Village. It was constructed in 1972 and expanded/upgraded in 1998.

The school district has not announced any plans to open a new school in the near future, though a number of expansions are planned. As noted in chapter one of this section, the Howard area is predicted to continue growing at a rate of about 3% annually through 2030. The Howard-Suamico School District can therefore expect to experience growing enrollment at all grade levels during this time period. If new school sites become necessary, the school district and the Village should work together to select these sites, based on the growth and land use plan outlined in section three of this document.

GOVERNMENT

Howard Village Hall is located on Glendale Avenue west of Velp Avenue. The Public Works/Engineering Department is located on Cornell Road north of Woodale Avenue. The Village Hall is currently serving the needs of the local government offices and no expansions are currently planned.

Community Vision
SECTION 2

Chapter 8: Community Visioning



8

Community Visioning

Participation and input from Howard residents was central to the planning process. The Howard Comprehensive Plan was created under the guidance of a 26-member comprehensive plan steering committee, comprised of Village officials and interested citizens.

SECTION 2 – CHAPTER 8: COMMUNITY VISION

PLANNING PROCESS

PUBLIC PARTICIPATION AND INPUT

Participation and input from Howard residents was central to the planning process. The Howard Comprehensive Plan was created under the guidance of a 26-member comprehensive plan steering committee, comprised of Village officials and interested citizens. The committee was a key contributor to the plan, helping to identify issues, develop goals, oversee the community participation process and review the plan's progress. To guide the committee in identifying shared community goals, RDG Planning & Design facilitated several public input efforts, including:

- Eight Stakeholder Meetings on December 1st and 2nd, 2010
- A Community Issues Forum on December 2nd, 2010
- A "Community Report Card" Survey taken by the Ad-Hoc Committee Members and the general public.
- A Public Meeting to present the draft plan in early 2012

The stakeholder meetings were particularly well-attended and generated lively discussion regarding growth and development issues. Detailed summaries of the individual Stakeholder Meetings are included in Appendix C, while a summary of the Community Survey results is included below.

Of equal importance in the creation of this plan were the vision and goals identified in the 2008 5-year strategic plan, which was created out of a thorough public participation process.

COMMUNITY SURVEY - STRENGTHS, CHALLENGES AND GOALS

During the initial stages of the planning process, a community survey was made available to the comprehensive plan committee and the general public. The survey consisted of multiple-choice and short-answer questions that measure perceptions about the Village and examine the popularity of potential policy priorities. The survey was available through the comprehensive plan project website, linked to the Village's website. A total of 34 survey responses were received. While the number of responses are limited, a few themes emerged that helped guide the creation of the plan goals.

Survey participants completed a "report card" questionnaire that asked participants to rank various features of Howard on a one to five scale, with five representing excellent and one representing poor. Attributes with average scores of 4.0 or above are generally perceived as strengths, while those receiving scores below 3.0 are potential areas for improvement.

Survey respondents identified the following as Howard’s strengths:

- Elementary Education (4.48)
- Secondary Education (4.32)
- Recreation Facilities (4.15)
- Community Image (4.00)

Relative weaknesses identified in the survey included the following:

- Job Creation and Growth (2.71)
- The Highway 29/32 Corridor (2.83)
- Howard Shopping Areas (2.85); Retail Growth (2.92)
- Cultural Resources (2.92)

The survey also asked participants for specific goals they would like to see Howard accomplish during the next 10 years (See Figure 8.1). More than 60% of respondents wanted see Howard “attract *good* business to the community”, while 52% wanted to “attract *more* business and industries.” Respondents therefore appear to be interested in both quality (“good business”) and quantity (“more business”) of new commercial and industrial activity in Howard. About 30% of respondents were interested in both “quality development and positive future growth” and “Highway 29/32 and 41/141 Corridor Developments.” Figure 8.1 illustrates the most popular 10-year goals (goals selected by fewer than 10% of respondents are excluded). A full summary of the community survey results is included in Appendix B.

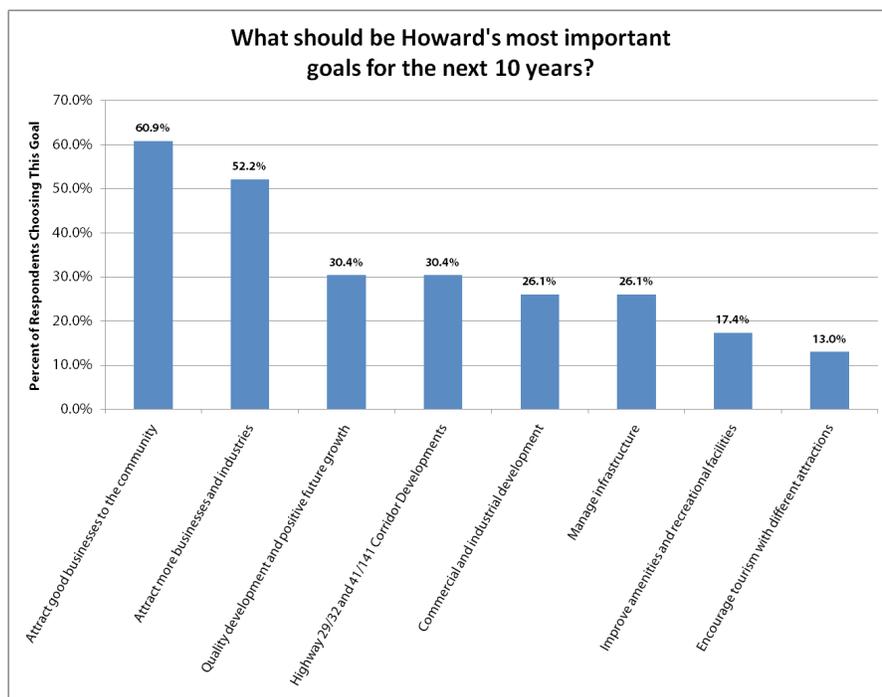


Figure 8.1 - Results of Howard Community Survey, 2010

COMPREHENSIVE PLAN GOALS

The goals below are the guiding principles of the Howard comprehensive plan, listed in rough order of priority. These goals were created based on the highest priorities identified in the 2008 Strategic Plan, 2010 stakeholder interviews, the 2010 community survey, and the 2002 comprehensive plan. These goals are consistent with the goals of the Wisconsin comprehensive planning law.

Attract new and retain existing businesses *(High priority for all input sources)*

- Attract a variety of businesses, including retail, office, and light industrial
- Focus on attracting quality, environmentally-friendly businesses in target industries
- Allow space for existing businesses to expand and provide necessary infrastructure
- Create a business and development-friendly environment by keeping development costs down and minimizing unnecessary impediments to construction and expansion

Encourage business-oriented, mixed-use development along US 41 and STH 29 corridors *(High priority in strategic plan, community survey, and 2002 plan)*

Create a development plan that fosters efficient, balanced, strategic, environmentally sensitive land use *(High priority in all sources)*

- Avoid “Leap Frog” development in order to protect rural areas at the edge of the Village
- Maintain a desired balance of residential, industrial and commercial uses
- Respect and conserve environmentally sensitive areas during development
- Allow and encourage smaller lots for residential development, while maintaining high quality homes
- Encourage residential growth in areas that will support additional commercial growth

Manage infrastructure growth and work with developers to finance new infrastructure *(High priority in all sources)*

Develop the Village Center *(High priority in stakeholder interviews, community survey, and comprehensive plan)*

- Update Village Center master plan

Enhance Government Partnerships *(High priority in strategic plan, stakeholder interviews and 2002 plan)*

- Leverage economies of scale by considering combining police and fire with Suamico
- Work with the school district to locate new school sites

Preserve and grow the parks, trails, and recreation system *(High priority in all sources)*

- New facilities will be needed as Howard grows, particularly for youth

Create a multi-modal, interconnected transportation system *(High priority in all sources)*

- Improve Pedestrian and Bicycle Facilities by providing a complete network of trails and sidewalks, and enhancing safety perceptions of walking and biking options
- Increase connectivity in street system by utilizing a more grid-like street pattern

Foster Accountable, Efficient Government Operations *(High priority in strategic plan and 2002 plan)*

- Continually find ways to ensure efficiency and transparency in government operations
- Ensure public services are provided efficiently and effectively

Develop and maintain attractive primary corridors, particularly the Velp corridor *(High priority in strategic plan, stakeholder interviews and 2002 plan)*

Increase diversity of housing choice *(High priority in stakeholder interviews and 2002 plan)*

- Meet the market demand for more affordable smaller lot single family homes and apartments/townhouses, while still maintaining the rural character of the area

Community Plan
SECTION 3

Chapter 9: Future Land Use
Development Framework

Chapter 10: Special Development
Areas

Chapter 11: Future Transportation

Chapter 12: Future Parks and
Natural Resources

Chapter 13: Economic Development

Chapter 14: Intergovernmental
Collaboration

Chapter 15: Implementation



9

Future Land Use Development Framework

Howard's Development Framework should establish a vision, identify directions for future growth, maintain and enhance the quality of existing development, and provide a guide for public and private development decisions.

Howard's Development Framework should establish a vision, identify directions for future growth, maintain and enhance the quality of existing development, and provide a guide for public and private development decisions. This section of the document outlines the principles of Howard's future land use and natural resource preservation, and provides an overall development concept and land use plan for the village that addresses new growth areas. It also identifies three strategic development areas in the built-up part of the village east of Pinecrest Road: the Village Center, a mixed use district initially proposed in the 2002 comprehensive plan; the Duck Creek/Quarry area, and the Velp Avenue corridor. Chapter Ten provides specific plan concepts for each of these three development districts.

As the Introduction to this plan stated previously, Wisconsin's comprehensive planning law guides the preparation of local plans. The law encourages new development that supports order, efficiency and unity, while balancing developer and community perspectives on responsible growth. The land development policies of Wisconsin comprehensive plans should encourage private investment in a policy context that is community-oriented, environmentally sensitive and fiscally responsible. The principles of the Howard Future Land Use Framework, detailed below, incorporate and expand upon the Wisconsin Comprehensive Planning Goals.

PRINCIPLES OF THE FUTURE LAND USE AND DEVELOPMENT PLAN

BASE DEVELOPMENT ON CONTEXT

The unusual quality of Howard – in various parts traditional town, built-up suburb, emerging growth area, and semi-rural environment – requires a development approach different from conventional ideologies and adaptable to specific circumstances. Certain unifying principles, described here, underlie the planning framework, but adapt differently to different contexts. Generally, Howard's contexts, discussed in this and the following chapter, include:

- *The built-up Village east of Pinecrest Road.* This includes the historic core of the village, the two primary industrial districts, the US 41 corridor, the Village Center development area, the United Health Care campus, and more contemporary residential development of various densities.
- *The current development sector between Pinecrest and Greenfield Avenue,* largely occupied by contemporary single-family subdivisions, and open areas that include drainageways, wetlands, and other areas of environmental sensitivity. Here, self-contained subdivisions and environmental constraints have defined the development pattern. However, open developable land still provides significant opportunities.
- *The emerging growth area west of Greenfield.* This area remains relatively open and provides the greatest opportunities for diverse development that integrates new commercial, business park, recreational, and residential development.

Each of these development sectors is addressed in more detail in this and the following chapter. The combination of existing land use, land forms, environmental resources, and access differs for each of these areas, requiring policies adapted to these facts.

Encourage Compact Development to Increase Efficiency of Public Services

A compact development pattern produces more efficient utilization of public infrastructure on a cost per unit basis. New development on underutilized infill properties or in peripheral areas adjacent to existing development avoids stretching municipal services over wide areas, with their resulting increases in the cost of public services and travel distances. Compact development maintains a village that is unified, economically efficient, and attractive. Infill development also tends to sustain the value of existing developed areas of town. A complete reliance on the urban fringe for new development can reduce efficiency by reducing the marketability and viability of established neighborhoods in the core of the Village.

Protect Natural Resources

An infill development agenda by no means substitutes for new growth at the edge of the existing community will be a significant component of Village growth. Indeed, the bulk of new development will occur in the area west of Greenfield. This new development should be balanced by preservation of valuable agricultural and natural areas. Natural areas provide important community spaces, habitats for plants and animals, recreational opportunities, and added property value for adjacent development. Environmentally sensitive areas (ESAs), including wooded areas, floodplains and watercourses, should be maintained to manage stormwater, avoid adverse impacts and damage to both property and natural environments, and serve community recreational and open space needs.

It is important to note, however, that even this principle has tradeoffs. Maintaining large ESA's, for example, does tend to disperse development and reduce may reduce gross population densities in specific areas. However, preserving critical landforms, habitat, and drainage systems ultimately reduces costs and produces a more desirable entity. Permitting more varied densities in developable areas outside ESA's also compensates for possible losses of gross density.

Use Greenways and Trails to Link the Community

In Howard, environmental resource areas provide an overall structure to the form of the village, and can serve other purposes as public space, park and recreation areas, and community linkages. Natural areas are often desirable locations for off-street paths, and watercourses provide continuous greenways that can accommodate linear parks and longer distance trails. The land use plan should utilize these greenways to connect Howard's neighborhoods and destinations, accommodating active transportation for recreational purposes and routine and pleasant travel to the community facilities and employment centers.

Design for Energy Efficiency and Use of Natural Systems

Howard should promote buildings and infrastructure that utilize sustainable design and construction standards. These standards conserve natural resources by reducing waste and pollution while making efficient use of land, energy, water, air, and materials. In areas where new development extends to agriculture or open spaces, that development should occur in conformance with best management practices

for accommodating the natural environment. For example, stormwater management practices should maximize use of natural features, watercourses, vegetative filtering, creative site design, and detention or retention of stormwater.

Develop New, Balanced Neighborhoods that Provide Variety and Structure to the Villagescape.

The 2002 Village of Howard Comprehensive Plan established concepts that organized development into new neighborhoods, rather than self-contained residential areas, only weakly connected to one another and other community systems. Indeed, a major role of public sector planning is to establish a framework for linkage and neighborhood balance, ensuring that residents have good access to each other and to a variety of places to live, shop, work, play, and engage in community life. In this update of the 2002 plan, the concept of balanced and connected neighborhoods is expressed by the following components:

Centers: Neighborhoods should have access to centers that become focal points for community activity and contact. The concept of “urbanity” can be measured by the number of unplanned, desirable interactions that people have with one another. Geoffrey West, a theoretical physicist studying patterns of city life, describes the purpose of planning as finding ways to “minimize our distress while maximizing our interaction” - centers become the nodes that hold communities together. The purpose behind the Village Center, proposed by the 2002 comprehensive plan and subsequent specific study completed in 2005 by Schreiber Anderson Associates, was to establish such a center in Howard, a community that lacks a traditional town center or main street district.

Centers are memorable places that help provide focuses that help people orient themselves and help organize the community. They can take a variety of forms, and may include schools, parks, civic and recreation centers, commercial areas, housing environments, and mixtures of these uses. These features should be connected to their constituent neighborhoods by networks of streets and active transportation facilities that make pedestrian and bicycle access safe, convenient, direct, and pleasant.

Variety of Housing Types: Most recent residential development in Howard are involved single-family houses on relatively large lots, typically in excess of 10,000 square feet. Yet markets have changed substantially since the mortgage crisis of 2008. For example, down-payment requirements, consumer preferences and mobility, tightened underwriting standards and probable changes in the operation of secondary markets are among the factors that have contributed to a growing popularity of rental housing. If Howard is to be a strong, multi-generational community, it must offer its current and prospective residents a variety of housing types that accommodate a range of incomes and life situations. These should be provided in appropriately located places that contribute to the quality of neighborhoods and that enhance the economic viability of neighborhood centers.

Open Space: Each neighborhood should offer opportunities for public and

private outdoor recreation or open space areas. Neighborhood open spaces should serve a variety of populations, with different needs depending on age and situation. The system should provide the flexibility to serve young children and their parents, participants in organized and informal sports, and people out walking, running, or biking, or just being outdoors. These needs can be solved in many ways. In Howard, many of these open spaces are tied to watershed-based stormwater management recommendations, natural area preservation, and the character of landforms, and are integral to neighborhood design.

Transportation Choices and Network: A network of streets, bikeways, and pedestrian paths should connect new and existing neighborhoods to each other and to non-residential districts. Within developments, local street patterns should provide the relative security and privacy of quiet streets without the disadvantages of cul-de-sacs, including poor emergency and public service access, indirect routes for pedestrians, and street discontinuity. Outside of developments, a web of streets should take Howard's residents to their destinations in town and to major regional arterials. Finally, the transportation network should make walking and bicycling part of the routine life. These modes, which encourage wellness, delight, independence, and energy conservation, should lead people directly to community destinations.

Mixed Uses: Howard should offer its neighborhoods reasonable access to a mix of uses, including residences, retailing, and places of employment, as well as civic, religious and cultural institutions. In centers or focus areas, these uses may be located in the same area as part of a unified project plan. However, mixed use development does not mean that every building or even every project includes diverse uses. Some areas will be single-family in character, while others may accommodate more variety. Rather, a mixture of uses should be integrated into the overall development concept for a larger area.

Building Placement and Scale: The character and feeling of the street experience contributes to life in the village and enhances the quality of a place. Building massing, height, setbacks, and orientation should enhance the public realm. Buildings and spaces are kept to a human scale so that street views are attractive and pedestrian-friendly. Important streets themselves should present valuable public spaces, made inviting with street trees, landscaping, functional sidewalks or paths, and other features.

Neighborhood Land Use Transitions: Land uses in a neighborhood are not randomly distributed, but tend to follow rules of order. Land use distribution and separation practices respond to individual communities, although contemporary planning practice tends to favor greater use mixing and decreasing separation among uses in exchange for managing potential land use conflicts through design guidelines. Overall guiding principles in Howard include:

- Envisioning residential development as a density gradient, including rural density (less than one unit per acre), low density (1-4 units per acre), medium density (4-10 units per acre), and high density (over 10 units per acre). These gradients may incorporate a variety of housing types. For example, medium density development

includes small-lot detached single family, attached single-family, duplexes, town-homes, and low-density multifamily forms.

- Locating higher density residential at points of greater access to services or transportation facilities. These include neighborhood centers, higher order streets, potential transit corridors, major public facilities, and large parks.
- Locating mixed use or activity centers at key crossroads in Howard’s existing or planned transportation network, or in areas that reflect a coordinated area concept.
- As a general rule, using transitions that increase separation or mitigation requirements as incompatibility or conflicts between adjacent uses increase.

The *Lexicon of the New Urbanism* (Duany, Plater-Zyberk, 1999) establishes four “neighborhood zones” that connect land use and physical form: edge, general, center, and core zones. This construct, intended for quarter-section neighborhood units, does not apply well to Howard’s more dispersed village environment. However, it is useful in describing the larger scale distribution of uses throughout the village’s entire development area. These four areas, adapted to Howard, include:

Edge Residential Zones

- The least dense, most purely residential parts of the Village, making up the majority of its land area and generally corresponding to low-density residential areas.
- Land use is restricted, primarily to residential use with certain other uses only within the outbuilding.
- Buildings are low-density and freestanding.
- Frontages weakly define the public space with significant setbacks.
- Small scale or convenience commercial uses may be located at key intersections and are typically in free-standing buildings.
- Open space may be parks within the proximate greenbelt.

General Zones

- Sector may include some mixed uses, but residential is the primary use.
- Land use is limited, permitting the controlled combination of residential with other uses. Other uses are usually residential in scale.
- Residential uses include a mix of densities, typically in the middle range.
- Buildings are medium-density and may include freestanding or attached housing forms.
- Frontages vary with moderate setbacks.
- Open space is organized in parks and green spaces.
- In Howard, general zones are frequently along or near collector or minor arterial streets (Glendale, Shawano, Evergreen), organized around more formal parks, or near other areas of enhanced activity or access.

Center Zones

- The dense, multifunctional, social area of a neighborhood. This zone is usually at a central location, within walking distance of the primarily residential areas that

surround it.

- Mixed land uses, combining residential, retail, services, and limited offices, are encouraged.
- Buildings may include higher-density development and are more typically in attached or dense configurations.
- Shallow setbacks define relatively continuous street walls.
- Open space is organized into more formal places such as plazas or urban squares.
- Internal pedestrian and bicycle links should be provided, either through initial design or retrofit.
- In Howard, occurs at crossroads or potential crossroads locations (Evergreen and Greenfield, Lineville and Marley, Cardinal and Glendale, Cardinal and Lineville, Velp and Glendale).

Community Core Zones

- The densest area, providing a service and institutional center for the entire city. Core location is at a point of maximum community access (Cardinal and River-view).
- Mixed land uses are required, combining various residential densities, offices and employment centers, major civic uses, retail and services. Some level of mandatory retail frontage should be provided along streets.
- Most buildings are high-density and include attached configurations.
- Shallow setbacks define relatively continuous street walls. However, some free-standing buildings are permitted because of the need to accommodate significant parking.
- Internal pedestrian and bicycle circulation and non-motorized network connections to neighborhoods must be provided.
- Open space is organized into more formal urban plazas or squares.
- In Howard, the proposed Village Center is identified as the primary community core zone.

Use Highway Frontages as Major Economic and Development Centers

In addition to its neighborhood settings, Howard is also highly influenced by regional highway frontages, specifically US 41 and 141, State Highway 29, and Interstate 43. Much of the village's large-format retailing and substantial industrial occur along this corridor. The massive US 41/STH 29 interchange project and reconstruction of STH 29 will substantially change and increase area access and opportunity. These corridors provide significant development possibilities and should include substantial office, retail, business park, and high-density residential development. The planned STH 29 interchange at Marley Street, in an area that is not heavily developed as of 2012, is a particularly important site for mixed use development.

Use the Framework Plan to Achieve Overall Community Development Goals

The Howard growth area land use concept described below applies these overall development principles. Applying these principles, and elaborating on them in

the ways suggested by the plan will help Howard decision-makers review individual development proposals in an overall community context. The plan is generalized to maintain flexibility while retaining the key characteristics and advantages of a neighborhood model for the entire village.

Specific development proposals address maximum use of individual properties, internal access, and specific market imperatives, but rarely address the larger community development issues of connectedness, quality of place, and the ultimate form and efficiency of the community. The Future Land Use Plan and framework proposed here will help depart from a pattern of incremental projects that produce isolated residential subdivisions, disconnected multi-family buildings, and commercial “pods.” In its place, Howard will move toward an integrated, connected and more efficient village form that provides variety and variety, and creates a desirable sense of place in its built environment. The plan provides tools and criteria for the Planning Commission and Village Board to ensure that individual projects work together to meet community goals.

THE LAND USE FRAMEWORK

Pinecrest Road represents a major divide in Howard. Most land east of Pinecrest is already developed, or at least platted for development. However, a number of major infill and redevelopment opportunities remain in this more established part of the village. The area west of Pinecrest includes about 1,600 acres of developable land, illustrated in Figure 9.1. This land estimate excludes currently developed land and identified Environmentally Sensitive Areas (ESAs). Subtracting anticipated commercial and civic development and right-of-way uses from the total of 1,600 acres leaves about 1,200 acres of land for residential development.

The land use analysis in Chapter Two estimates that Howard’s market will demand approximately 1,600 additional acres of residential development, based on historic annual growth rates carried forward to 2030 and a low-density development pattern reflecting the village’s current housing distribution. A typical land need projection recommends designating about twice the “hard demand” for residential use. Based on this, the 1,200 acres available for residential development west of Pinecrest is less than the estimated 20-year demand, suggesting that Howard will reach a full build-out scenario before the end of the planning period.

Table 9.1 - Existing Housing Mix and Densities, Howard 2010

Land Use	Current Conditions	
	% of Total Units	Density (Dwelling Units/Acre)
Single Family Detached	75%	2.3
Single Family Attached/ Townhomes	7%	4
Multiple-Family	18%	10

Source: RDG Planning & Design, 2012

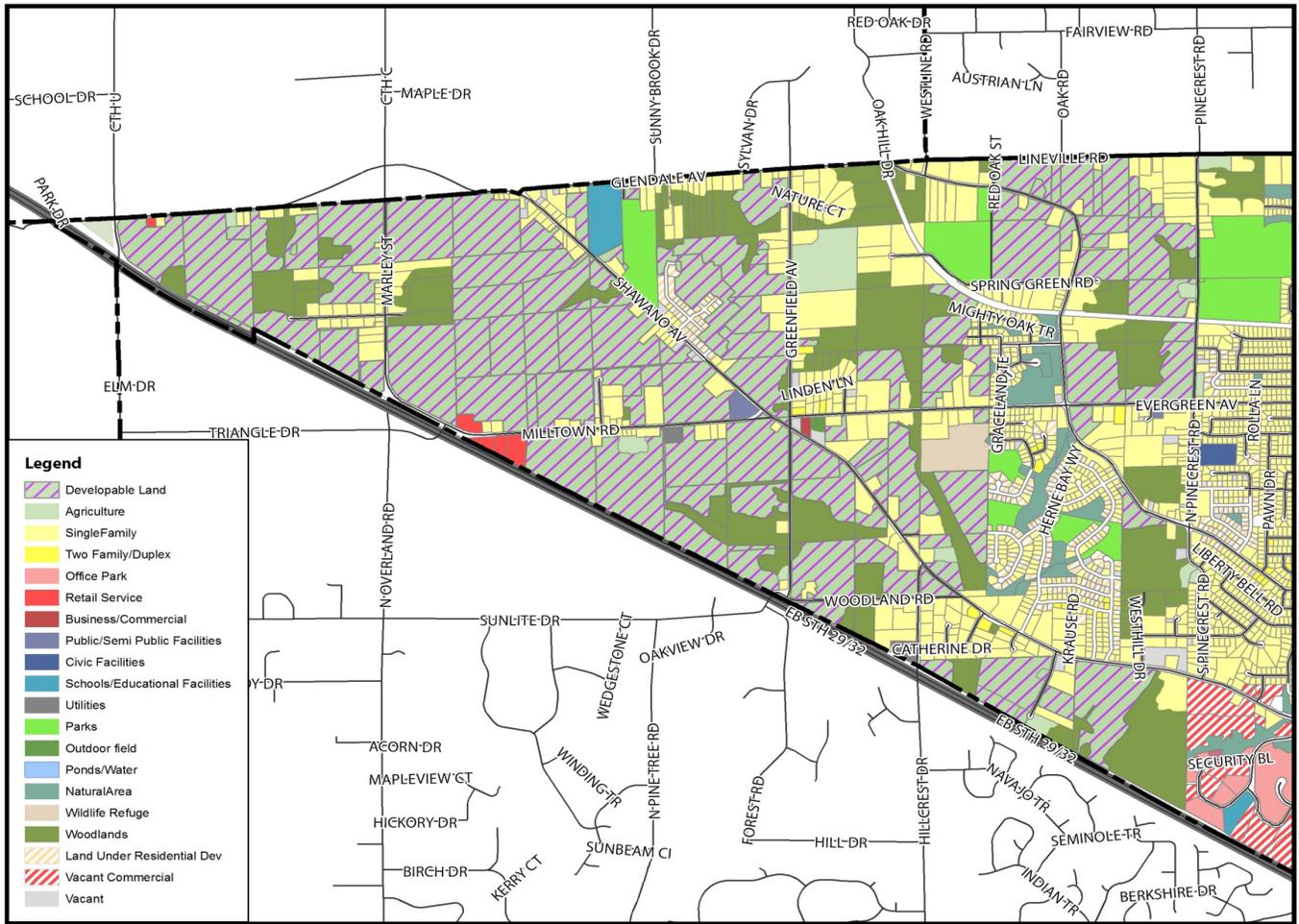


Figure 9.1: Developable Land West of Pinecrest - Developable parcels shown in light green with purple striping

From the perspective of Wisconsin’s current comprehensive planning principles, the percentage of single-family detached dwellings is relatively high, and the density of single-family dwellings is low. The low density of single-family detached dwellings is the direct result of the Howard existing zoning requirement for a 90-foot minimum width for single-family lots. If the current mix of housing and densities continues unchanged into the future, the 1,200 acres available for residential development west of Pinecrest will accommodate a population increase of approximately 8,000 people. The population growth scenario (Chapter One) projects a potential growth of 14,000 people over the next 20 years, indicating that continuation of the current housing mix and densities will cause Howard to run out of vacant developable residential land in about 12 years and limit population growth to approximately 60% of its potential.

However, several variables could alter this effective population and development ceiling:

- *A change in projected annual growth rate.* The projected twenty year increase of 14,000 people in Howard is predicated on maintaining a 3% annual growth rate.

However, this annual rate will tend to decrease as the base population of the village increases. Absolute population growth between 1990 and 2010 has averaged about 3,800 people per decade. If this continues, Howard reaches full build-out (with population growth of about 8,000) by 2035. However, the fact of a relatively imminent maximum population does not change – it merely stretches out by five to ten years.

- A change in the types and density of new housing projected for Howard's future. The tectonic shift in housing markets brought about by the 2008 mortgage crisis has produced a dramatically increased market for market rate rental housing, typically in multi-family configurations. In addition, national trends indicate that a new generation of homebuyers is increasingly interested in compact, high-quality homes, often on relatively small lots. These trends could stretch Howard's land supply and allow it to accommodate a larger population. A change in projected housing distribution to 65% single-family detached, 15% attached, and 20% multi-family, along with an increase in average single-family detached density from 3.0 to 3.5 units per acre, reduces land needs by 80%. This increases the population that Howard can accommodate within its existing land area from 8,000 to about 12,500. Based on average annual population growth (numbers rather than rate), this provides enough land to accommodate construction demand for about 33 years, or until 2043.
- *Fully capitalizing on infill development opportunities east of Pinecrest Road.* Two major development areas – the Village Center and Quarry areas – provide significant higher-density residential opportunities that could have a significant impact on both the village's competitive posture in the Green Bay area and its ability to accommodate population demand. Chapter Ten details concepts for the development of these two strategic mixed use sites.

Many Howard residents support maintaining the existing community character, which in part is tied to the dominance of relatively low-density single-family development. Without compromising this quality, Howard can and should provide greater variety in its housing stock, generating higher population densities that both stretch the village's land supply and increase the economic sustainability of municipal services. The Development Concept presents methods to achieve the goal of diversifying neighborhood housing stock while enhancing the community quality and feel that draws many people to the town.

WEST OF PINECREST ROAD: DEVELOPMENT PRINCIPLES AND KEY CONCEPTS

The first part of this Chapter presented Village-wide development principles, which inform the development concept for the area west of Pinecrest Road. For this sector, Howard's principal reservoir of developable land, key development principles and concepts include:

- Providing a network of streets that both connect development areas and facilities, and distribute traffic from regional arterials and interchanges.
- Protecting and preserving Environmentally Sensitive Areas (ESAs), also using them as determinants of the large-scale urban design of the west development area.

- Providing a greenway and path system that links existing facilities and new developments.
- Incorporating a variety of housing types.
- Taking advantage of commercial and business park development opportunities, responding to planned Highway 29/32 improvements and the location of interchanges and through access points along this corridor.
- Accommodating existing and planned/pending development projects.
- Establishing a range of parks and green spaces, responding to growing needs for active recreation and neighborhood and community-level open space.
- Providing mixed use centers at strategic crossroad locations.

Figure 9.2 illustrates the proposed Development Concept for the area west of Pinecrest Road. As noted at the beginning of this chapter, the west development area naturally divided into two subareas. The sector between Pinecrest and Greenfield, is about 35% developed or platted. However, the combination of existing platting and ESA's tends to determine the sector's future development pattern, producing segmented, self-contained, and primarily residential development pods. This area is now experiencing current development as the village grows naturally and contiguously from east to west.

The sector west of Greenfield is still largely rural in character and only slightly developed, with large lot residential lots found along Shawano, Lineville, Milltown, Marley, and Millwood Court. A significant commercial cluster, including several anchor businesses, also occurs at the existing access to STH 29/32 from Marley Street and Milltown Road. However, the form and street pattern of this area is largely undetermined, and significant land subdivision has yet to take place.

CURRENT DEVELOPMENT SUBAREA: PINECREST ROAD TO GREENFIELD AVENUE

As mentioned above, previous development and Environmentally Sensitive Areas (ESA's) establish the overall pattern of land use in this subarea and many sites addressed by the Future Land Use Concept are infill parcels. While some of these vacant sites are not currently for sale, the plan should anticipate their ultimate urban use. ESA's, generally in the form of watercourses and wooded areas, are particularly significant in this area. The Village has acquired many of them through plat dedication procedures, while others are within individual properties or part of private developments.

Figure 9.3 is an enlargement of the Pinecrest to Greenfield Development Concept. The key elements of this concept are:

Improved Street Connectivity and Continuity

- Sherwood Street interchange. The STH 29/32 includes a new interchange at this location, providing access to both Howard and Hobart. This interchange, along with

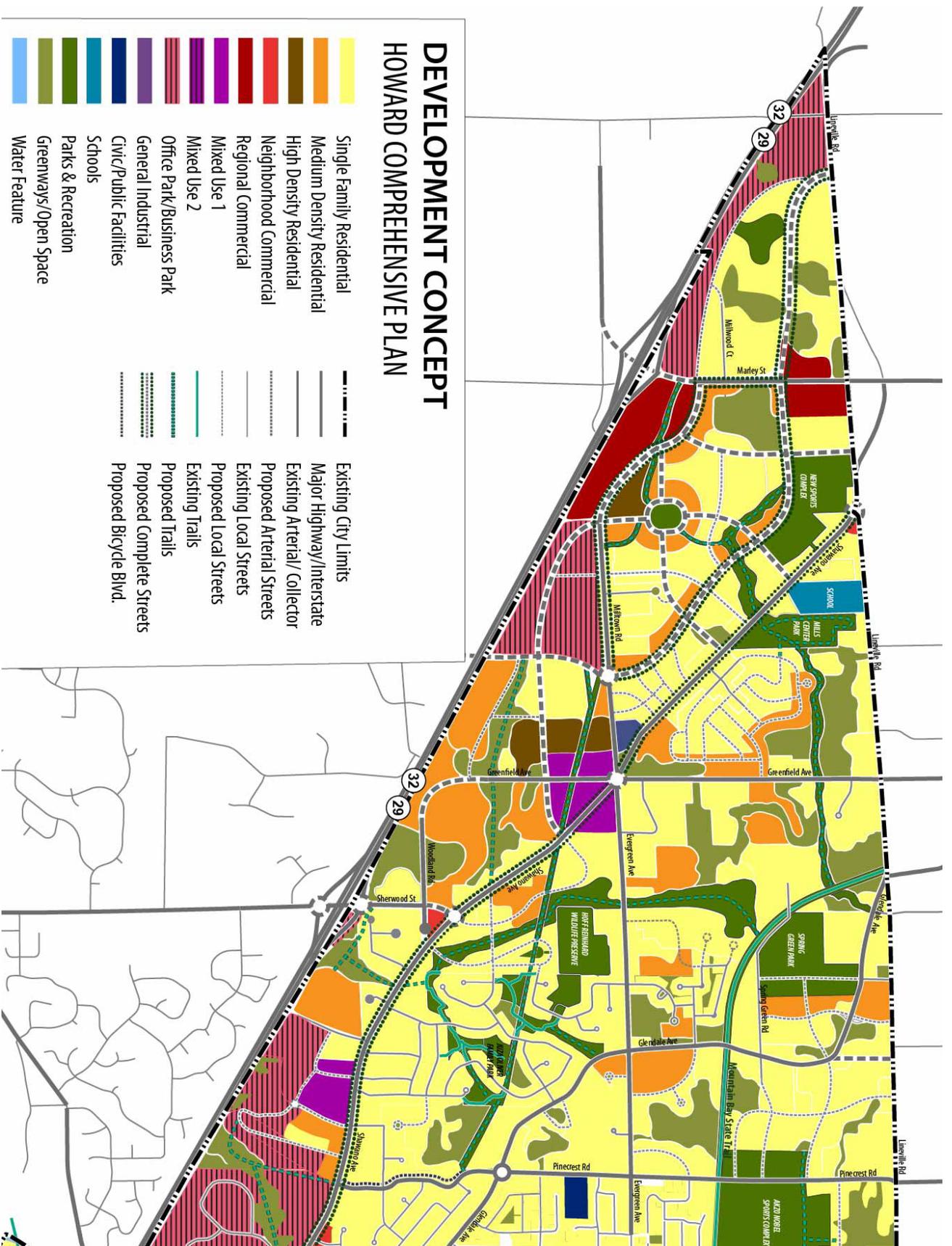


Figure 9.2 - Development Concept for area west of Pinecrest Road

appropriate local connections, serves potential mixed use development between the improved highway and Shawano Avenue.

- Sherwood Street extension. This extends Sherwood north of Shawano to Evergreen Avenue and potentially west to Greenfield, opening potential areas for low- and medium-density residential development along its path. These areas would be enhanced by direct regional access to the 29/32 corridor.
- Woodland Road/Greenfield Avenue link. This existing connection will require realignment and reconstruction with the improvement of the 29/32 corridor. The current grade access to 29/32 between Woodland and Sunlite Drive in Hobart will be removed with this project. This access will close a mixed use triangle, also defined by Shawano Avenue.
- An east-west connection between Pinecrest and Red Oak Street/Spring Green Park Road. This opens a major residential development opportunity north of the Mountain Bay State Trail, and links two major elements of the village's park system, Akzo Nobel Sports Complex and Spring Green Park.
- Improvements to the strategic confluence of Shawano, Evergreen, Milltown, and Greenfield. Resolving this complex pattern of local arterials helps establish the intersection as a principal mixed use center for the entire west growth area.
- Looping of Frederick Court back to Shawano Avenue. Frederick Court is currently a cul-de-sac leading to a large multi-family development. Looping this back to Shawano eliminates this cul-de-sac and opens an area for substantial mixed high-density residential/office development.
- Local streets to improve connectivity. In many cases, possibilities for better local connectivity are limited by subdivisions with completed street patterns that make extensive use of cul-de-sacs.

Major Development Areas

- Spring Green. This major residential development area on the north side of Howard is defined by Lineville, Pinecrest, and the Mountain Bay State Trail, and is served by the Akzo Nobel complex on the east and Spring Green Park on the west. Full development requires a collector street grid, with key corridors including an extended Red Oak Road from Lineville to Spring Green Road, and an east-west collector between Red Oak and Pinecrest. The concept recommends medium-density residential along Spring Green Park and low-density residential in other parts of the area.
- Evergreen North. This area, defined by Evergreen, the Mountain Bay State Trail, Pinecrest, and Shawano includes a substantial ESA in its center. Proposed land use is low-density residential with medium-density development proposed on the western edge of the area, bounded by Shawano.
- Shawano Triangle, defined by Shawano, Woodland, and Greenfield. This development triangle will have direct access to the Sherwood Street intersection with SHT 29/32. This area of major regional access should include an approximately equal mix of low- and medium-density residential, and can accommodate some high density residential development. It also includes the possibility of two centers: a neighborhood commercial opportunity at Sherwood and Shawano, and a substantial mixed use center, discussed below, at Greenfield and Shawano.
- State Highway 29/32 Corridor. This important parcel includes expansion of existing multi-family housing with higher-density housing to the south, along the highway corridor, with major office/mixed use possibilities on vacant land and potential re-

-development sites east of Frederick Court. This site could include a substantial office headquarters campus. Hillier sites on the east side of this development area and adjacent to a heavily wooded ESA are most appropriately used for large lot development. Development must include a system of looped streets, including eliminating the Frederick Road cul-de-sac.

- Five Points Center at Greenfield/Shawano Intersection. A major change in the alignments at this intersection should resolve existing offsets and street discontinuities at the confluence of the major streets that serve the larger development area: Greenfield, Milltown/Evergreen, and Shawano. This realignment should allow for east-west continuity of Evergreen Avenue and Milltown Road, and may incorporate a substantial roundabout. This new intersection should form the nucleus for a mixed use Westside Center, a mixed use node that incorporates existing commercial and adds new neighborhood retail, services, and high-density residential in a walkable, urban village environment.
- A number of smaller infill residential sites, including both low- and medium-density residential uses in appropriate sites.

Greenway and Park Loop

- ESA's, watercourses, parks, and major public lands create the possibility of a major greenway/park loop that both serves the development area and brings the signature Mountain Bay State Trail (MBST) into the core of the subarea. In addition to Spring Green Park and the MBST, existing public lands include the Hoff-Reinhard Wildlife Preserve and adjacent Juza Oliver Family Park. To create the loop, these major features are augmented by:
- Powerline Trail Corridor. An existing overhead powerline easement would serve as a major trail spine, serving as both a future commuter trail and recreational amenity. This corridor serves the Westside Center (see above) and the development area west of Greenfield. As a commuter route, it continues east to Pinecrest, with other links to United Health Care, Meadowbrook Park, the Village Center, and the Duck Creek system. It also links a number of ESAs, some of which include their own trail systems. This trail corridor becomes a major element of the greenway system and also connects to the proposed Boulevard, described below in Greenfield West subarea.
- A North-South Greenway. This idea incorporates a north-south greenway/trail that connects to the MBST, previously proposed in the 2002 comprehensive plan. The trail continues south beyond the Powerline Trail, connecting several ESAs and looping through greenways before connecting to Pinecrest. From there, the trail connects to the United Healthcare development area, then east to Meadowbrook Park.

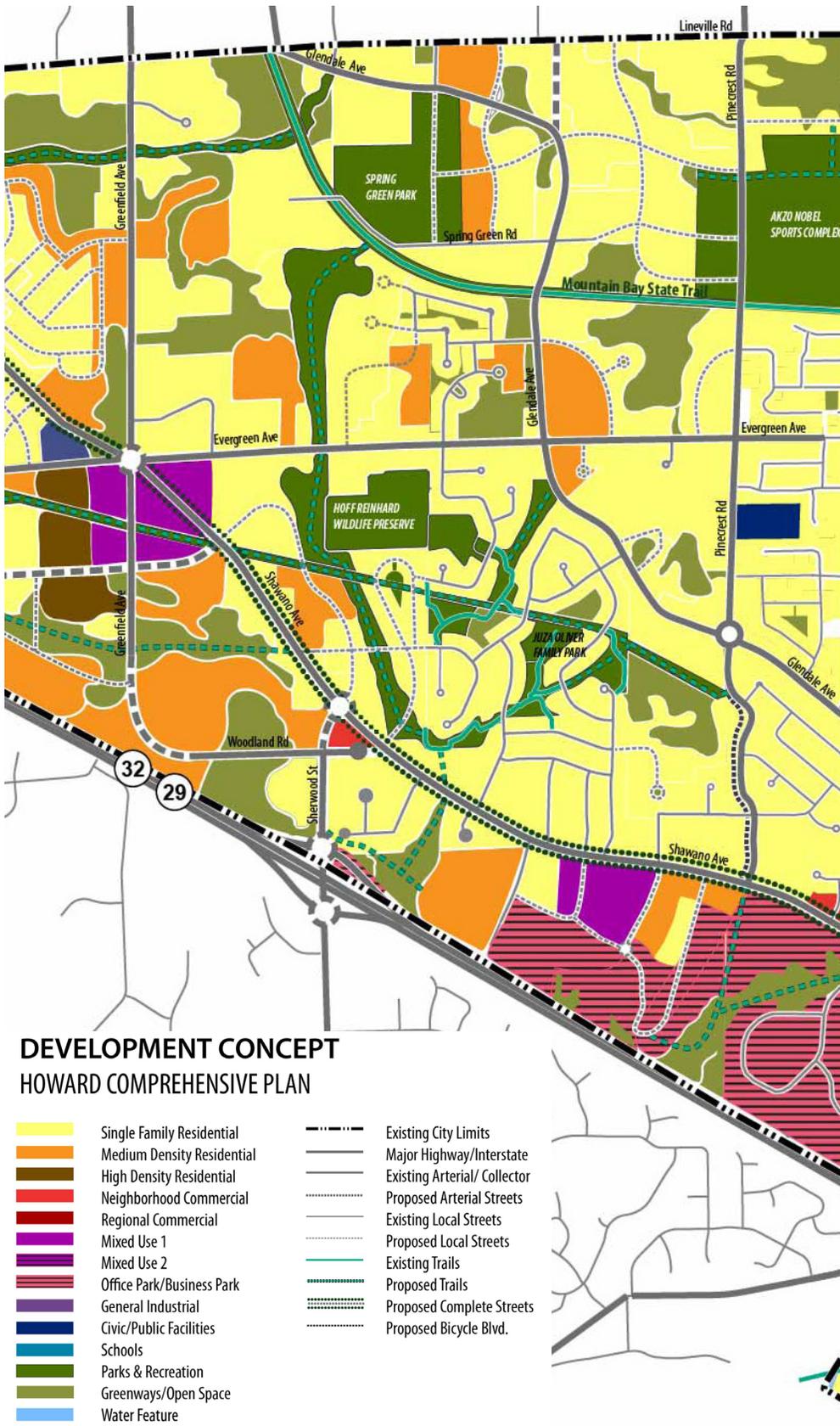


Figure 9.3 - Development Concept Subarea, Pinecrest Road to Greenfield Avenue

Figure 9.4 - Office/Mixed Use Concept for Highway 29/32 Corridor



GREENFIELD WEST DEVELOPMENT AREA

The area west of Greenfield Avenue represents Howard’s future growth area, and is relatively unconstrained by previous development or subdivision activity. Current (2012) residential development is limited to about 150 existing dwellings, in a linear pattern along major roads and the Millwood Court cul-de-sac. The primary street network is limited to Marley Street, Shawano Avenue, and Milltown Road, and a collector system is necessary to provide access to interior areas off these corridors. Factors that influence additional development include:

- Presence of Environmentally Sensitive Areas, particularly prevalent in areas on the western point of the development sector.
- Access to STH 29/32. Marley Street and Milltown Road are currently connected, and share a short and poorly functioning connection to the existing highway that aligns with Triangle Drive in Hobart. The STH 29/32 project will replace this unsatisfactory access with an interchange at Marley Street, requiring a realignment of Milltown to the north. Without overall area redesign, access to existing major commercial businesses, most notably Maplewood Meats, will be reduced.
- Current plans for a new sports complex to complement the heavily utilized Akzo Nobel complex. The existing site for this facility is an approximately 80 acre parcel southeast of Lineville and Marley.

Figure 9.5 illustrates the development concept for the growth center west of Greenfield Avenue to the western point of the village at the junction of Lineville and STH 29/32. . The key features of this concept include:

West Howard Boulevard (WHB)

The concept proposes a unique community boulevard as a major structuring element for development in this growth sector. The plan envisions this street as a low-speed boulevard with full access, boulevard-oriented homes, apartments, and commercial development, street landscaping, generous sidewalks, and bicycle lanes, fully integrated into an active transportation network. Design speed for this residential and mixed-use boulevard would be in the range of 25 to 30 mph.

WHB would form a loop whose south leg intersects with Marley Street north of the STH 29/32 interchange, continuing east to align with the existing Millwood Road. As such, it would provide a necessary direct link between the interchange and existing businesses that would otherwise be separated from the highway access. The boulevard then continues east as Milltown Road to an intersection with the extended Pine Tree Road. Pine Tree will be extended from Hobart with an overpass over the 29/32 corridor. From this point, the boulevard continues north and east, roughly parallel to and 1,000 feet from Shawano and Lineville, providing access to the interior of the development area. West of Marley, the route continues parallel to and eventually intersecting Lineville east of County Road U.

WHB should be designed as a “complete street,” providing both a quality public environment and good accommodation for pedestrians, cyclists, local transit, and local vehicles. It would connect to the proposed Powerline Trail (see above) near the Pine Tree /Milltown intersection, extending this major east-west commuter and recreation route to the western edge of the community.

The completed loop of West Howard Boulevard would be completed in phases, using different financing mechanisms. The south leg, connecting Milltown Road with the Marley Street interchange, may be funded as part of the STH 29/32 project to provide required compensating access to area businesses and properties. Other parts would be platted and improved incrementally with adjacent development, while public funding might be used to close short or strategic gaps to ensure continuity. Private development would fund street costs that would be normally required, while the village would finance special improvements and features, including extra pavement width, medians, additional landscaping, and wider than normal sidewalks.

A cross section of West Howard Boulevard and other transportation details are presented in Chapter 11 of this document.

Street Connections and Connectivity

While West Howard Boulevard is the major structuring element of the local transportation system, and is vital to the emergence of the west growth area as a community of connected neighborhoods, it is not the only component of the subarea's transportation network. Other components include:

- **Pine Tree Road Extension.** The connection from the south links Hobart and Howard, and includes an overpass with access at Highways 29/32. Under the plan concept, Pine Tree would be extended north in Howard to Milltown, where it becomes incorporated into the route of West Howard Boulevard.

- *Interior Collectors.* These streets, with routes determined by actual development design, should be provided at approximately ¼ mile intervals to connect the north and south legs of the WHB loop and Shawano Avenue. East-west local connections should also be provided as required.

Major Development Areas

- *Highway 29/32 Commercial and Business Park.* This site includes the area between STH 29/32 and proposed West Howard Boulevard/Milltown Road from Marley to the Pine Tree extension, and incorporates existing major commercial development. The western part of the site may accommodate substantial commercial / retail use, while the eastern half, toward Pine Tree, is more appropriate for office and quality business park development. Development design should protect existing residential development on both sides of Milltown.
- *West Howard Boulevard Development Loop.* The interior area surrounded by the proposed boulevard provides an excellent opportunity for a new residential community. The concept calls for a central neighborhood park/commons surrounded by medium- to high-density residential development; medium density residential along the boulevard itself; and low-density residential in the balance of the loop. In addition to the central neighborhood green, ESA's within the area and along the boulevard would be maintained as parks and open spaces.
- *Five Points Center.* This urban village, described above for the Shawano/Greenfield/Evergreen/Milltown intersection, would provide a secondary mixed use center that connects the two development areas on either side of Greenfield Avenue.
- *Shawano/Greenfield Triangle.* Existing final and preliminary platting has established a single-family character for much of this area. Medium-density residential development is appropriate near the Shawano/Greenfield intersection, a logical extension of the proposed Five Points Center. Development in the north of the triangle is largely defined by ESA's, Mills Center Park, and a proposed school site adjacent to the park. The hamlet of Mills Center, at the intersection of Glendale and Shawano, includes a signature commercial establishment and should be defined as a significant place with streetscape elements.
- *Marley and Glendale.* This intersection, near the Marley interchange but on the north side of the village, provides an excellent opportunity for neighborhood to community commercial and urban residential development. This site is part of an 80-acre village-owned parcel proposed as a second sports complex. This plan recommends retaining the eastern half of the site for the facility, and acquiring additional land adjacent to the east as required to satisfy the facility program. That purchase would be funded by sale of the western 40 acres. This permits revenue-producing use on the Marley Street intersection, with its excellent highway access and places the sports complex closer to a proposed school site and the existing Mills Center Park.
- *West Point Residential.* Development areas in the westernmost part of the Village are separated by ESA's. The plan anticipates higher intensity development, including high-density residential and office/retail uses along Marley Street and near the interchange, with low-density residential development in other parts of the point. County Road U will cross STH 29/32 on an overpass without grade access, serving local industries on the north side of Glendale.

Public Space and Greenway/Trail Connections

Public space is an important component of the land use plan for the Greenfield

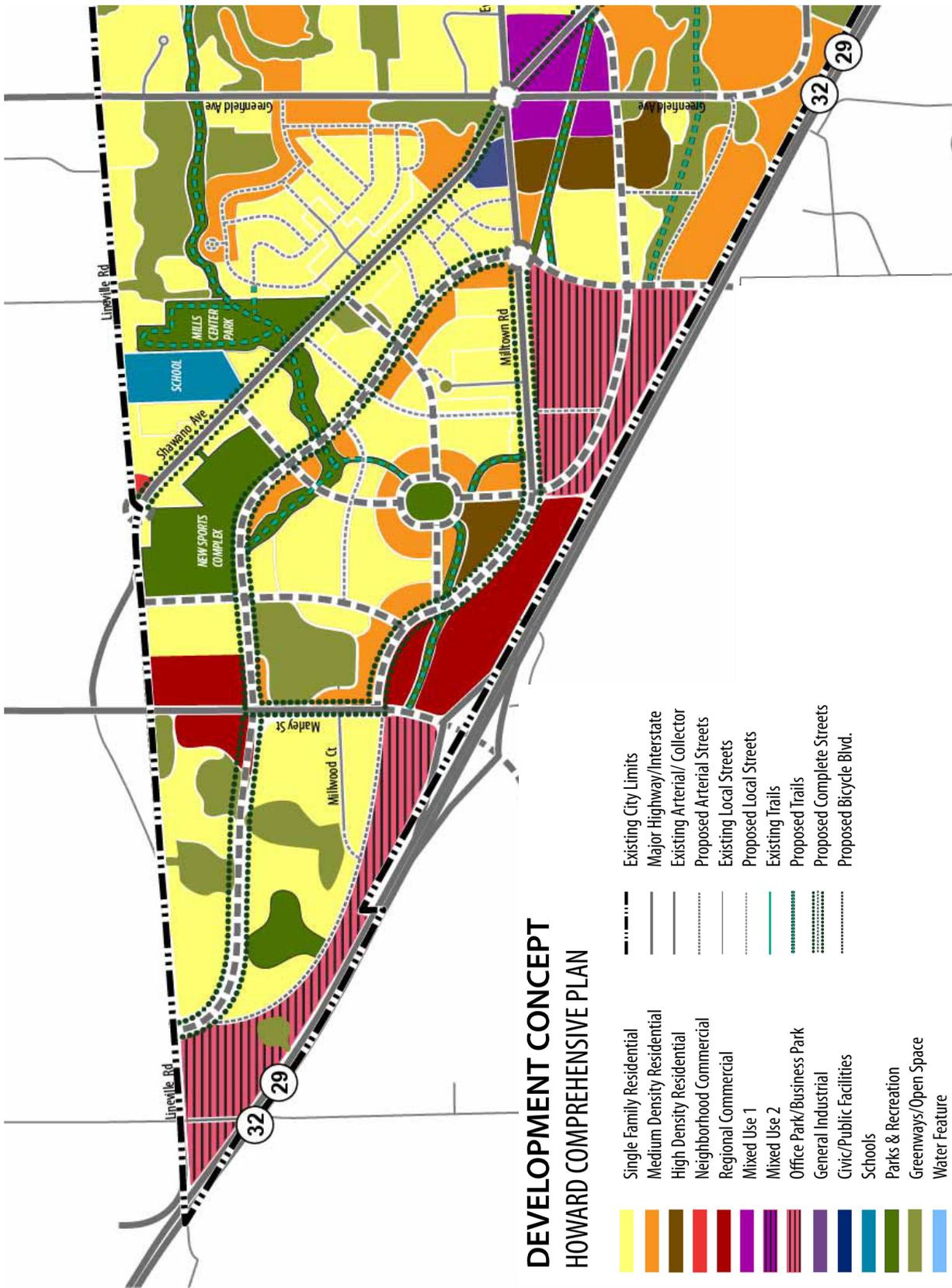


Figure 9.5 - Greenfield West SubArea Development Concept

West sector, and is a key element of creating a public realm that encourages private development. Key public elements of the land use concept include:

- A North Chain of Parks. Existing and planned parks, drainageways, and ESA's can provide a high level of park service along the north side of the sector, connecting the northwest corner of Howard to the Mountain Bay State Trail. From the west, the chain of parks includes West Howard Boulevard west of Marley Street, a large ESA east of Marley, the proposed sports complex, a watercourse that includes Mills Center Park and continues to the MBST. This provides excellent open space service to the Greenfield West area and neighboring future development north of the existing corporate limits in Pittsfield Township.
- West Howard Boulevard, which should have some of the character of a park.
- Substantial neighborhood parks in the center of the West Howard Boulevard Development Loop and the residential development area west of Marley. The park in the development loop could be the center of a large roundabout, creating a neighborhood feature with great visibility and access to the park. This siting also calms traffic through the neighborhood.
- Extension of the Powerline Trail to the boulevard near Pine Tree Road.

Pittsfield Township Annexation Study Area

While undeveloped with the exception of rural residential construction along section line roads, a two-mile wide portion of Pittsfield Township north of Glendale Avenue has sewer service along County Road C. Howard should consider a study of future urban development and/or annexation in this area, bounded by Sunny Brook Drive and County Highway U between Glendale Avenue and Kunesh Road, at some point during the planning period. For the present, this area should be regarded as a development reserve area, with the future capacity to support development with urban services. Figure 9.6 shows the Pittsfield study area in red, with existing Howard village limits in black.

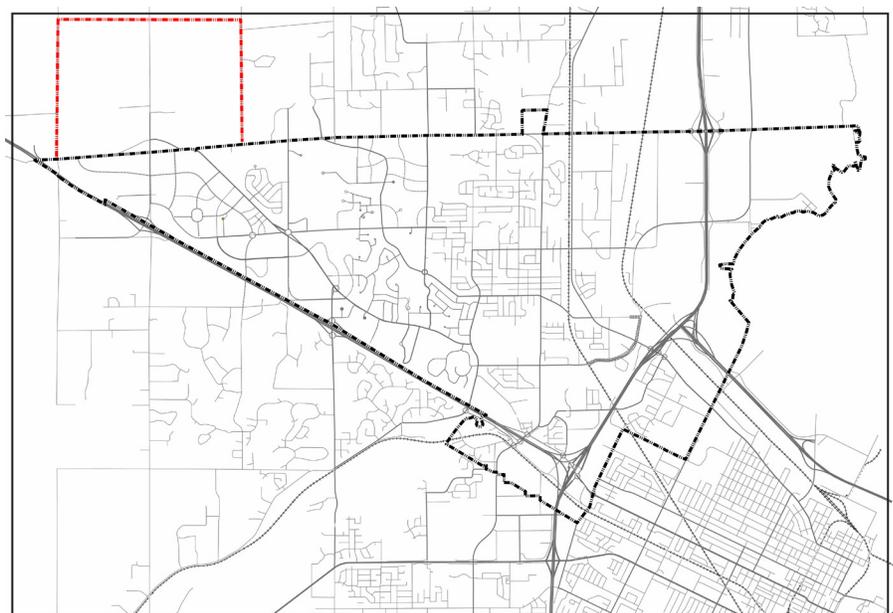


Figure 9.6 -Pittsfield Township Annexation Study Area.

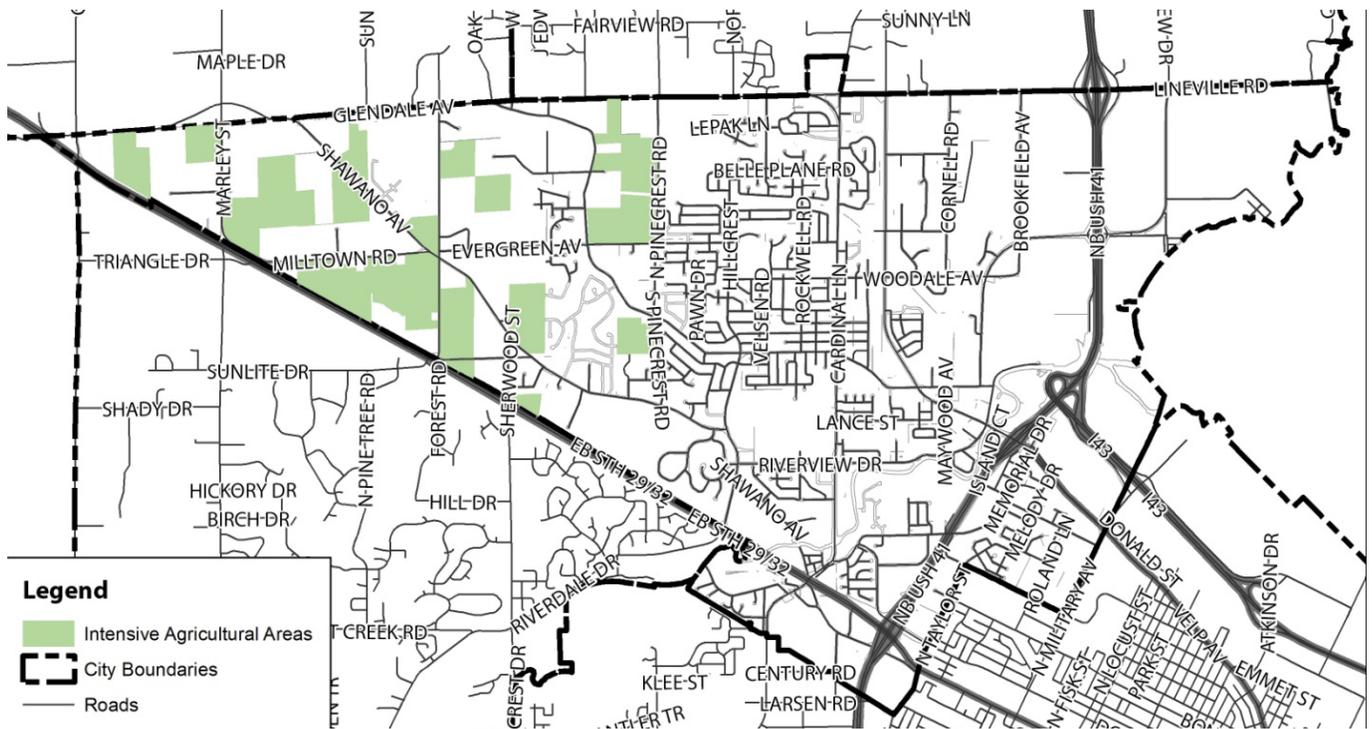


Figure 9.7 - Intensive Agricultural Areas, wisconsin working lands initiative

WORKING LANDS INITIATIVE

Figure 9.7 displays the intensive agricultural areas for the Village of Howard. These areas were identified to demonstrate the commitment of the properties to agricultural production established by the requirements of the Wisconsin Working Lands Initiative. The identified parcels of land are consistent with those identified in the Brown County Comprehensive Plan and Brown County Farmland Preservation Plan. By virtue of these properties being identified as intensive agricultural areas, the property owners are eligible for the State of Wisconsin Farmland Preservation Tax Credit, provided they meet the following performance requirements:

- The properties are also zoned for agriculture within a State of Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) certified agricultural zoning district.
- The person farming the properties makes at least \$6,000 a year of \$18,000 over a rolling three-year period in gross farm receipts (lease/rent payments may not be counted).
- The properties comply with state soil and water conservation standards as certified by the Brown County Land and Water Conservation Department
- All property taxes owed from previous years are paid.

Where there are conflicts between the Future Land Use Map and the Intensive Agricultural Areas Map, the Intensive Agricultural Areas Map supersedes all other future land use classifications. If, in the future, the owners of these lands elect to cease using the land for farming purposes, the future land use designations indicated in Figure 9.8. (Future Land Use map) could be applied at that time.

DEVELOPMENT YIELD AND IMPLICATIONS IN WESTERN GROWTH AREAS

Residential Development Yields

The development concept for areas west of Pinecrest generally follows the alternative assumptions presented at the beginning of this chapter for substantial new growth. This assumes a slight increase in net single-family residential density from 3.0 to 3.5 units per acre, reflecting greater housing diversity within areas designated for medium-density housing. It also follows probable market conditions to change projected housing distribution to 65% single-family detached, 15% attached (net average of 6 units/acre), and 20% multi-family (net average of 12 units/acre). This increases the capacity of the 1,200 acres of developable residential area from about 4,300 units to about 5,300 units, a significant improvement in land use efficiency. There are approximately 1,200 acres available for residential development in the Howard growth area. This increases population capacity by about 3,000 people within this western development area.

This proposed change does not substantially affect the character of Howard. It still provides for overwhelmingly single family development while accommodating more diversity in an environmentally sensitive manner. In addition, the overall gross density (number of units distributed over the entire area incorporating all uses) increases only from 1.1 to about 1.5 units per acre, still very low. The concept is designed to respect the village’s character, while recognizing existing market requirements. It provides the framework that allows Howard to grow and reach its potential consistent with its character.

Commercial/Industrial Development Yield

The development concept shows approximately 140 acres of new commercial and industrial land. The amount of building space (in square feet) that can be accommodated on 140 acres depends on how intensively the land is developed.

Development intensity can be measured by Floor Area Ratio (FAR), which indicates the ratio of the total floor area of buildings on a site to the total area of the land on that site. For example, an FAR of 1 would indicate that the total floor area of a building is equal to the total area of land (achievable with multi-story buildings). An FAR

Table 9.2 - Commercial and Industrial Development Yield, Growth Area

Land use	Developable Land (Acres)	Developable Land (Sq Ft)	Square Feet accommodated with FAR 0.3 (current pattern)	Square Feet accommodated with FAR 0.5 (mild increase of intensity)
Neighborhood Commercial	42	1,829,520	548,856	914,760
Regional Commercial	42	1,829,520	548,856	914,760
Light Industrial/Business Park	36	1,568,160	470,448	784,080
Office Park	22	958,320	287,496	479,160
TOTAL ALL USES	142	6,185,520	1,855,656	3,092,760

Source: RDG Planning & Design, 2012

of 0.5 would indicate that the total floor area of a building was half as much as the total land area. Howard's past development patterns indicate that new industrial and commercial areas will likely develop at an FAR of 0.3. This is a low FAR, reflecting Howard's low-density suburban land use pattern.

Using an FAR of 0.3, developable commercial and industrial land in the growth area will accommodate approximately 1.9 million square feet of building floor area. Table 9.2 shows this development potential broken down by land use category.

If a higher FAR were used to develop these acres, more square feet would be available, and more growth could occur. For example, a moderate increase to a .5 FAR would still allow for Howard to develop in a way consistent with its existing character (lower rise buildings with parking on site) but would increase the development yield from 1.9 million square feet to 3.1 million square feet (Table 9.2). The combination of Howard's fast paced growth and its limited land supply may create a desire for higher FAR development.

THE ESTABLISHED VILLAGE: PINECREST EAST

While most of Howard's major new development will take place west of Pinecrest Road, the built-up area of Howard, including more established low-density development, highway corridors, the traditional village, and ongoing contemporary development, will also undergo significant change. The primary influencer is the massive reconstruction of US 41, which will both dramatically change and improve access between major regional highways and Howard's transportation network. Local access changes will open significant new commercial sites along or near the US 41 and STH 29 interchange.

Other major areas of attention involve infill development, completion of previously planned developments, or modification of existing land uses. These include:

- Completion of mixed use development along Cardinal Lane between Riverview and Memorial Drive. This is an extension of the proposed Village Center, and currently includes townhouses, multifamily residential over retail, and more conventional commercial "strip" centers.
- Completion of office park development around the United Health Care facility. This park is bounded by Riverdale Drive, Shawano Avenue, and STH 29/32, and is one of the village's largest contemporary office centers.
- Infill development in the Village's primary industrial park, east of Velp Avenue and north of Woodale in the northeastern sector.
- Completion on infill sites of the commercial cluster in Howard at Lineville and Cardinal Lane.
- Definition of neighborhood centers around the Glendale/Cardinal and Velp/Glendale intersections. Both intersections include significant commercial development serving a local market, and could have a more intimate quality that promotes identity, common promotion, and improved walkability. Components of a neighborhood center policy include identifying graphics, defined crosswalks and continuous sidewalks, thematic street lighting, improved streetscape standards, and merchant organization with common marketing.

Finally, the built-up Village has three special areas that provide substantial development opportunity and receive detailed consideration in Chapter Ten. They are:

- The Village Center, proposed in the 2002 comprehensive plan and developed further in a 2005 specific plan, between Riverview Drive and Meadowbrook Park from Cardinal Lane to Hillcrest Heights. Major civic investments to encourage intended private development of this area include the Westside YMCA and the Brown County Library.
- The Duck Creek Quarry and surrounding areas, the historic “heart of Howard,” with existing commercial development at the south end of a chain of three quarry lakes and the trailhead for the Mountain Bay State Trail at its northeastern edge. The quarry is relatively close to the Glendale and Velp neighborhood center.
- The Velp Avenue corridor (US 141), a primarily commercial corridor between Lineville and the Green Bay/Howard border.

FUTURE LAND USE: LOCATION CRITERIA AND GUIDANCE

Figure 9.8 presents a Future Land Use Plan for Howard that reflects the growth concepts and development policies presented in this section. However, actual development and community-building is a fluid process that responds to market demand, changing opportunities, the goals and decisions of individual property owners and investors, and many other factors. A static land use map cannot anticipate all of these factors, but is rather a diagram that provides guidance by applying community goals and good planning and urban design principles to the real community environment. Questions continue to emerge – for example, under what conditions is a site suitable for a certain development type, such as multi-family housing, at a location that the map does not anticipate?

Table 9.3 below helps to fill the inherent deficiencies of a future land use map by describing characteristics and establishing location criteria for specific categories of land use. The table is designed to do two things:

- Explain the Future Land Use Plan map itself and provide the rationale for location of different land uses and development formats that it presents.
- Allow the plan to provide a flexible response to markets and development applications by providing a method for private and public decision makers and constituencies to evaluate specific development proposals and applications, using the land use map as a policy tool rather than a rigid prescription.

Multi-family residential development, a growing demand in development markets since 2008, helps illustrate the combined use of the future land use map and the location criteria table. In some cases, multi-family development proposals can be controversial, and are often located at sites unlikely to experience opposition. However, these sites may be isolated from the services and features that higher-density housing both needs and supports from a business perspective. The land use map indicates areas that are clearly appropriate for more intensive residential development, which also include significant mixed use centers. These are consistent with and guided by the criteria in Table 9.3. The table can also be used to guide decisions on applications that are not anticipated by the map or have emerged due to changing conditions. This helps make the plan a living document, preventing both obsolescence or constant amendments that undermine its credibility as a policy tool.

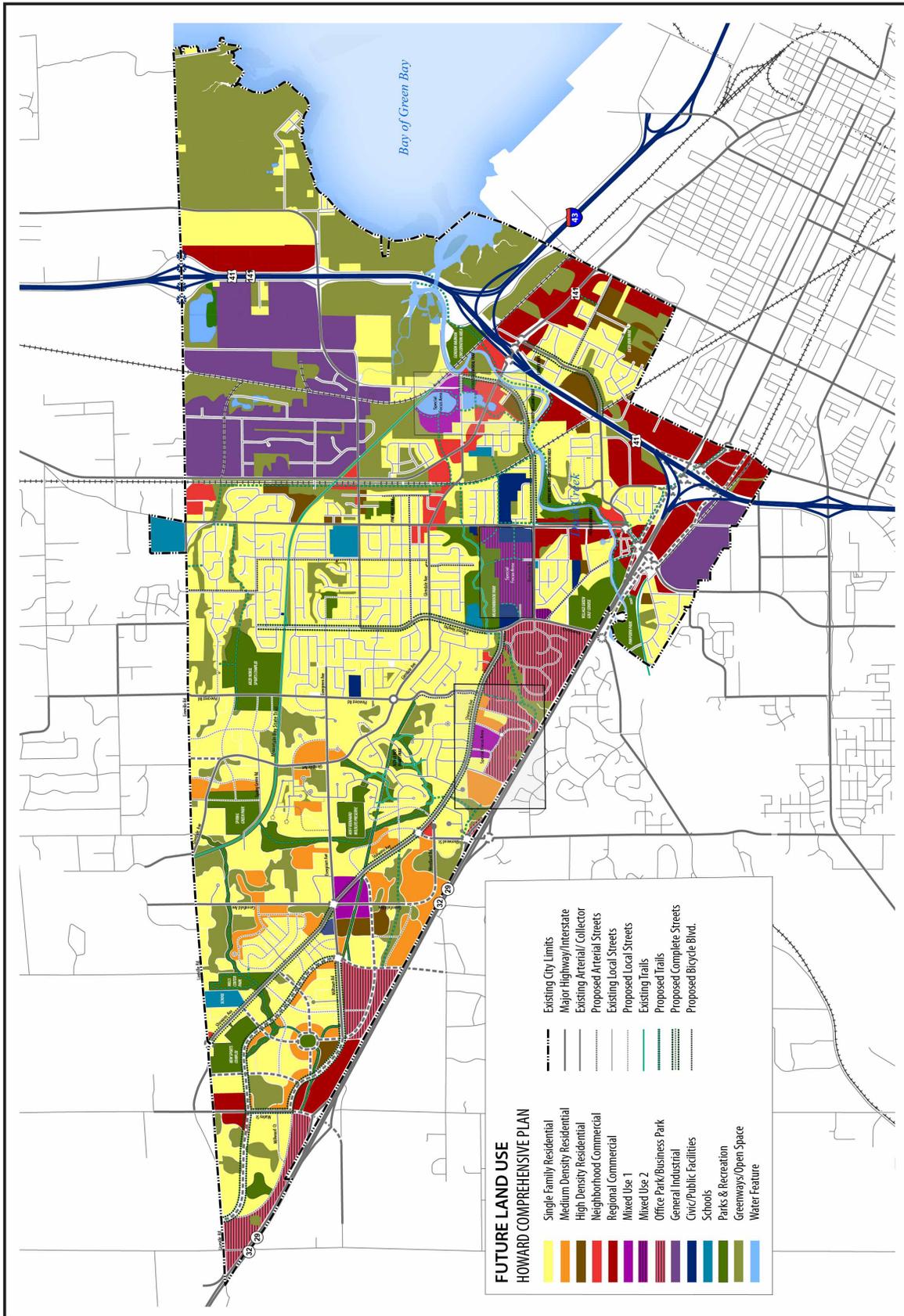


Figure 9.8 - Howard Future Land Use

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Table 9.3: Land Use Category Characteristics and Location Criteria

Land Use Category	Use Characteristics	Features and Location Criteria
Agriculture	<ul style="list-style-type: none"> • In and around Howard, generally includes low-intensity agricultural and accessory uses. • Agriculture uses will remain the principal use during the planning period. • Extension of urban services is unlikely during the foreseeable future, and may not be feasible. • Extremely low residential densities, typically below 1 unit per 10 acres, may be permitted. 	<ul style="list-style-type: none"> • These areas should remain in primary agricultural use. Urban encroachment, including large lot subdivisions, should be discouraged. • Areas may be designated for conservation, including floodplains and steep topography • Primary uses through the planning period will remain agricultural.
Parks and Open Space	<ul style="list-style-type: none"> • Traditional park and recreation areas including both passive and active recreation uses. • Environmentally sensitive areas(ESA's) and crucial scenic corridors that should be preserved as open space. Some may be incorporated into the village's trail or greenway system while others may remain in private ownership. • Areas essential for stormwater management using best management practices and natural systems. 	<ul style="list-style-type: none"> • Parks should be centrally located with easy access for both pedestrian and auto users. • Residents should be within approximately a half mile of a neighborhood park or a facility that includes the functions of a neighborhood park. • All parks should be connected through the village's trail and greenway system. • Environmentally sensitive areas, including native plant communities (e.g., prairies) and aquatic resources (e.g., wetlands), should be protected and incorporated into a Natural Resource Conservation Overlay District.
Low Density (Single Family) Residential	<ul style="list-style-type: none"> • Restrictive land uses, emphasizing single-family detached development, although innovative single-family forms may be permitted with special review. • Civic uses are generally allowed, with special permission for higher intensity uses. • Developments will normally be provided with full municipal services within Howard. 	<ul style="list-style-type: none"> • Primary uses within residential growth centers. • Should be insulated from adverse environmental effects, including noise, smell, air pollution, and light pollution. • Should provide a connected framework of streets and open spaces. • Typical densities range from 1 to 4 units per acre, although individual attached projects may include densities up to 6 units per acre in small areas. • May be located in "edge" areas that are somewhat insulated from high traffic and conflicts with higher intensity uses.

Medium Density Residential

- Restrictive land uses, emphasizing housing.
- May incorporate a mix of housing types, including single-family detached, single-family attached, and townhouse uses.
- Limited multi-family development may be permitted with special review and criteria
- Civic uses are generally allowed, with special permission for higher intensity uses.
- Applies to established neighborhoods of the village which have diverse housing types, and in developing areas that incorporate a mix of development.
- Developments should generally have articulated scale and maintain identity of individual units.
- Tend to locate in clusters, but should include linkages to other aspects of the community. Appropriate locations include sites in and around activity focuses such as parks, schools, and mixed use centers; along significant community corridors, including trails; and at points of relatively easy access to urban transportation and services.
- Typical maximum density is 4 to 12 units per acre, typically in a middle range that averages 6-8 units per acre. Lower-density multi-family developments may be included in the medium-density range.
- Innovative design should be encouraged in new projects.
- Projects at this density may be incorporated in a limited way into single-family neighborhoods.
- May be incorporated into mixed use projects and planned areas.

High Density Residential

- Allows multi-family and compatible civic uses
- Allows integration of office and supporting commercial within primarily residential areas. Increasingly found as part of mixed use projects.
- Locate at sites with good access to major amenities, retail services, activity centers, and/or community transportation facilities.
- Should be integrated into the fabric of nearby residential areas, while avoiding adverse traffic and visual impacts on lower density uses
- Traffic should have direct access to collector or arterial streets to avoid overloading local streets. Larger developments should be planned with multiple access options,
- May develop along major transportation corridors with adequate mitigation of environmental effects. Densities and scale may increase along corridors.
- Requires Planned Unit Development designation when developed near lower intensity uses.
- Developments should avoid creation of compounds. Design and landscape standards should be applied
- Typical density is in excess of 10 units per acre
- Very appropriate in mixed use projects and planned areas, that include combinations of retailing, employment, and open space within relatively walkable distances.

<p>Neighborhood Commercial</p>	<ul style="list-style-type: none"> • Includes a range of low impact commercial uses, providing a variety of neighborhood services. • Accommodates service related commercial uses. • Allows residential units above commercial development, and may incorporate planned residential uses, typically at medium densities. • Includes low to moderate building and impervious coverage. • May be incorporated into neighborhood centers and community subcenters. 	<ul style="list-style-type: none"> • Should be located along major streets, in areas close to residential growth centers, or at nodes created by significant intersections of streets or transportation facilities. • Should emphasize pedestrian scale and relationships among businesses, and accommodate automobile access without being dominated by automotive scale. • Circulation systems should provide good internal traffic flow and safe pedestrian/bicycle access to businesses. • Negative effects on surrounding residential areas should be limited by location and buffering. • Good landscaping and restrictive signage standards should be maintained. • Good pedestrian/bicycle connections should be provided into surrounding areas.
<p>Mixed Use 1</p>	<ul style="list-style-type: none"> • Includes mix of uses, primarily commercial, office, and limited upper level residential. • At large scales, may be a primary focus of major civic uses, including government, cultural services, and other civic facilities. • Developments should be encouraged to have town center characteristics, including mixed use buildings and an emphasis on pedestrian scale. • Can include a variety of scales, ranging from individual mixed use buildings at access nodes to community subcenters to central district scale development and density. 	<ul style="list-style-type: none"> • Generally located at areas designated in the comprehensive plan as significant centers, such the proposed Howard Village Center, the Greenfield/Shawano node, and other key points in the fabric of the town. May also apply to planned mixed use areas. • Recognizes mixed development patterns while generally excluding high impact uses. • District may expand with development of appropriately designed adjacent projects. • New projects should respect pedestrian scale and design patterns and setbacks within the overall district. • Historic preservation is a significant value at specific nodes in the traditional village. • Good pedestrian and bicycle links should be provided, including non-motorized access to surrounding residential areas. Logical development sites may include the intersection of major streets and trail/greenway networks.
<p>Mixed Use 2 (Village Center)</p>	<ul style="list-style-type: none"> • Use Characteristics for Mixed Use 2 are similar to Mixed Use 1 (above), but with a higher emphasis on larger office and civic uses. 	<ul style="list-style-type: none"> • Howard Village Center • Features are similar to Mixed Use 1 (above)

<p>Community/Regional Commercial Center</p>	<ul style="list-style-type: none"> • Includes a variety of commercial, office, and high-density residential uses, and limited industrial uses that do not generate noticeable external effects. Commercial uses are often free-standing, large format facilities, with supporting smaller retail development. • Intended to serve as the regional foci of commercial activity providing retail commercial services, entertainment and business offices for residents within the village as well as outside the village. • Business parks may combine office and light industrial/research uses. • Could include high intensity employment centers. 	<ul style="list-style-type: none"> • Typically located at intersection nodes along major arterial highways or expressways, interchanges, or at other points of high exposure and access. Regional facilities will be most appropriate along STH 29/32 and US 41. • Design standards should be enforced to ensure high-quality appearance. An overlay district may be applied to guide development standards along highly visible corridors. • Negative operating impacts (like lighting and traffic) that affect nearby, lower-intensity development should be buffered or minimized. Strict control over signage, landscaping, and design is necessary for locations nearer to low intensity uses. • Should incorporate well-defined entrances, shared internal circulation, limited curb cuts to arterial streets, sidewalks and shade trees in parking lots, landscaping on planter strips between the parking lot and street, and well-designed, monument-type signage.
<p>Office/Business Park</p>	<ul style="list-style-type: none"> • Business parks may combine office and light industrial/research uses. Business parks may also include supporting commercial activity. • Provides for users that do not generate noticeable external effects. 	<ul style="list-style-type: none"> • May be located in a number of places, depending on nature of business park. Uses that involve substantial peak traffic should locate near major arterials and regional highways. • Site design should encourage multiple access points. • Development quality is important in areas branded as business parks. Signage, landscaping, and design standards should be established, with more restrictive controls for locations nearer to low intensity uses.
<p>Light Industrial/Business Park</p>	<ul style="list-style-type: none"> • Limited industrial provides for uses that do not generate noticeable external environmental effects. Limited industry and warehousing/distribution fall within this category. • Business parks may combine office and light industrial/research uses. 	<ul style="list-style-type: none"> • Limited industrial uses may be located near office, commercial, and, with appropriate development standards and depending on operating characteristics of occupants, some residential areas. • Because of truck traffic, most appropriate near regional arterials, expressways, and freeways. Access routes should avoid incursion into residential areas or neighborhood centers. • Significant control over signage, landscaping, and design is necessary for locations nearer to low intensity uses. • Zoning regulations should encourage business parks, including office and office/distribution uses with good development and signage standards.

<p>General Industrial</p>	<ul style="list-style-type: none"> • Provides for a range of industrial enterprises, including those with significant external effects. 	<ul style="list-style-type: none"> • General industrial sites should be well-buffered from less intensive use. • Sites should have direct access to major regional transportation facilities, and should not pass through residential or commercial areas, or areas of significant community activity.. • Developments with major external effects should be subject to review.
<p>Civic</p>	<ul style="list-style-type: none"> • Includes schools, churches, libraries, and other public facilities that act as centers of community activity. 	<ul style="list-style-type: none"> • May be permitted in a number of different areas, including residential areas. • Individual review of proposals requires an assessment of operating characteristics, project design, and traffic management. • May serve as a central organizing feature or resource for a center, node, or planned development. • Some uses, especially schools, may have significant joint use potential with park and recreation facilities. Locations near or adjacent to parks are highly desirable. • Community-based civic facilities should have excellent bike/ped connections to provide access for young people and other non-motorists; or to accommodate people using active transportation modes.
<p>Public Facilities/Utilities</p>	<ul style="list-style-type: none"> • Includes facilities with industrial operating characteristics, including public utilities, maintenance facilities, and public works yards. 	<ul style="list-style-type: none"> • Industrial operating characteristics should be controlled according to same standards as industrial uses. • When possible, should generally be located in industrial areas with tightly managed external effects on residential and other lower intensity uses. • Major installations with industrial characteristics in high-value locations or potential centers should consider relocation to more appropriate sites. • Facilities like the wastewater treatment plant should be separated from residential uses.

LAND USE ADJACENCIES

Some of the most difficult issues in plan implementation arise when more intensive uses are proposed adjacent to less intensive uses. This is particularly true in built-up areas such as the eastern half of Howard, where land is scarce and infill construction can create potential land use conflicts. Traditional zoning is at least partially based on separating “incompatible” land uses by some combination of geographic separation and vertical screening. Current land use philosophy suggests that potentially conflicting land uses (such as residential and commercial) can and should be integrated, and that conflicts can be managed through scale and design. Howard displays examples of both philosophies: mixing of uses along Cardinal Lane south of Riverview, and separated residential subdivisions in the western part of the village. One problem often raised by placing different uses close to one another is uncertainty over edge conditions.

Table 9.4 addresses this concern and capitalizes on the advantages and efficiencies of integrating different land uses by providing a land use adjacency guide. The guide provides a scale of techniques that manage potential conflicts, based on a measure of difference in land use intensity. The table can be used to assess the relationship between land uses and provide a basis for reviewing land uses to ensure mitigation of conflicts. Application of this guide into development regulation helps Howard to increase efficiency of land by minimizing uncertainties.

Compatibility Rating Key

5: Uses are completely compatible. Development should be designed consistent with good planning practice.

4: The uses are basically compatible. Traffic from higher intensity uses should be directed away from lower intensity uses. Building elements and scale should be consistent with surrounding development.

3: The uses may have potential conflicts that may be resolved or minimized through project design. Traffic and other external effects should be directed away from lower-intensity uses. Landscaping, buffering, and screening should be employed to minimize negative effects. A Planned Unit Development may be advisable.

2: The uses have significant conflict. Major effects must be strongly mitigated to prevent impact on adjacent uses. A Planned Unit Development is required in all cases to assess project impact and define development design.

1: The uses are incompatible. Any development proposal requires a Planned Unit Development and extensive documentation to prove that external effects are fully mitigated. In general, proposed uses with this level of conflict will not be permitted.

HIGHWAY DEVELOPMENT STANDARDS

As noted above, both major highways serving Howard -- US 41 and STH 29, along with their supporting access systems -- are undergoing major reconstruction programs. This will increase access and visibility of sites in the built-up part of the Vil-

Table 9.2 - Land Use Compatibility Matrix

	Agriculture	Parks, Greenways, Open Space	Low Density Residential	Medium Density Residential	Neighborhood Commercial	Community Commercial	Mixed Use	Corridor Commercial	Regional Commercial	Office/Business Park	Limited Industrial/Business Park	General Industry	Civic
Agriculture	-	3	3	3	3	3	3	3	2	3	3	3	3
Parks, Greenways, Open Space		-	4	3	4	3	3	2	2	2	2	2	5
Low Density Residential			-	4	2	2	3	2	1	1	1	1	4
Medium Density Residential				-	4	2	4	3	1	2	2	1	4
Neighborhood Commercial					-	5	5	4	3	3	4	3	4
Community Commercial						-	4	4	4	4	4	3	3
Mixed Use							-	3	3	2	3	2	4
Corridor Commercial								-	3	3	3	3	3
Regional Commercial									-	5	5	3	3
Office/Business Park										-	4	4	3
Limited Industrial/ Business Park											-	4	2
General Industry												-	1

lage, and open the market for new development in growth areas. These expanded roads will also form a gateway to the Village, making visual impressions a greater element of marketing and development strategy. Other cities faced with this opportunity have established highway corridor districts to manage the visual effects of the major commercial and industrial development that often gravitate to these regional arterials.

Howard can address this issue by establishing a highway corridor overlay district that affects frontage along the US 41 and STH 29 corridors. This district would include site development and site plan regulations that improve the local roadscape. A potential outline of overlay district regulations and areas of specific concern include the following:

Relationship to Landforms

- Buildings shall maintain a minimum buffer of 30 feet from the edge of any floodway or from the edge of any wetlands identified by the National Wetlands Inventory or a site specific inventory of wetlands.
- Site design shall minimize cut-and-fill and, to the maximum degree possible, follow the natural topography of the site.
- Developments shall preserve natural and scenic areas, streams and natural drainage-

ways, floodplains, prairies, and wetlands. Developments shall, to the maximum degree possible, preserve specimen individual trees or stands of trees specified.

Building Location and Orientation

- To the maximum degree possible, the arrangement of buildings on a site should screen operational and loading areas from view from surrounding public streets.
- Buildings with customer entrances should orient such entrances toward the primary access street. Buildings that do not invite public patronage shall maximize landscaped setbacks and buffers from the primary access street. Service functions, including but not limited to loading docks, truck parking, outdoor storage, utility meters, HVAC equipment, trash collection and processing, and other service functions, should be oriented away from or screened from the highway corridors or primary access streets.
- (5) Buildings shall be arranged and oriented so that loading docks, outdoor storage, and truck parking and servicing areas are not visible from STH 29 and US 41.

Vehicular Access

- Development plans shall minimize the number of access points to adjacent arterial streets or access roads that serve US 41 and STH 29. Developments shall make maximum use of internal cross-easements and shared access points when possible.
- To the maximum degree possible, access routes for automobiles and trucks shall be distinguished from one another. Access design should not cause congestion on the principal highways or supporting service roads.
- Drives and access points shall be directed away from residential areas.

Parking

- Signage and site design should distinguish employee and visitor parking areas from truck loading and servicing areas when the project is sufficiently large to make such separation functionally necessary.
- Landscaping should be used to direct vehicles through the site, distinguish between automobile and truck service areas, manage stormwater, and break up the size of large impervious parking and loading areas.
- Landscaping should comprise a minimum of 5% of the interior area of surface parking lots directly visible from US 41 and STH 29.

Signs

- Attached signs should be integrated into the design of the building elevation .
- New industrial development should use monument or ground signs as principal changes to the greatest degree possible.

Screening

- Developments shall provide year-round screening of loading docks, truck parking, outdoor storage, utility meters, HVAC equipment, trash collection and processing, and other service functions if these features are visible from US41, STH 29, adjacent public streets or neighboring residential properties. Screening shall be provided for 75% of the vertical plane of these features, up to a height of eight feet.
- Architectural elements, materials, colors, and design of screening walls, coverings, and

fences shall be consistent with the predominant materials, colors, and elements of the primary building.

- All rooftop mechanical equipment shall be screened. Acceptable methods of screening include parapet walls or a free-standing screen of a material and color consistent with the building. Screens shall be at least the same height as the equipment they conceal.

Lighting

- All lighting used to illuminate off-street parking areas, signs or other structures shall be arranged so as to deflect light away from any adjoining property and from the principal highway corridors and adjacent public streets through fixture type and location.
- The maximum height of lighting standards shall be 35 feet, unless the Village grants a specific exception as part of the application approval process.
- Exterior lighting of buildings shall be limited to low-level spotlights, floodlights, and similar illuminating devices hooded in such a manner that the direct beam of any light sources will not glare upon adjacent property, highways, or public streets.

Building Design Guidelines

- Permitted exterior building materials on facades with major exposures to US 41, STH 29, adjacent service roads, or other public streets shall be high quality, durable materials that include, but are not limited to, brick; native or manufactured stone; integrally colored, burnished textured, or glazed concrete masonry units; pre-finished metal panel systems; quality metals such as copper; high quality pre-stressed concrete systems; architecturally treated tilt-up concrete panels; and drainable (water managed) EIFS. Split shakes, rough-sawn wood; field-painted standard corrugated metal siding; or barrier type EIFS should be avoided.
- Design guidelines are not intended to inhibit creativity and innovation in building design. Other materials may be permitted if the applicant demonstrates that the use of such materials will result in a building that gives a sense of quality and permanence.
- Visible roof materials should include clay or concrete tile, pre-finished metal, architectural grade asphalt shingles, architectural metals, copper, natural or synthetic slate, or similar durable materials. Membrane roof systems should be avoided on any routinely visible portion of the roof. Mansard or false roofs shall not be used.



10

Special Development Areas

Chapter Nine of the Howard Comprehensive Plan identified three special areas within the built-up village for more detailed consideration: the Duck Creek Quarry, the Velp Avenue Corridor, and the Village Center district. This chapter provides this more specific discussion of these three significant opportunity areas.

Chapter Nine of the Howard Comprehensive Plan identified three special areas within the built-up village for more detailed consideration: the Duck Creek Quarry, the Velp Avenue Corridor, and the Village Center district first proposed in the village's 2002 plan. This chapter provides this more specific discussion of these three significant opportunity areas. The concepts presented here should be viewed more as illustrations of possibilities based on recommended policies rather than as highly specific redevelopment plans. They are intended as guides to future decision making by property owners, private developers, and public sector officials. Yet, these areas present opportunities that the Village should take advantage of. They have major benefits for increased investment and tax base, accommodation of new people, economic development, and community image and marketability.

THE DUCK CREEK QUARRY: HOWARD'S HISTORIC HEART

The Duck Creek area has a strong historical significance for Howard. The area's earliest settlement was a Menominee Indian village along the banks of Duck Creek, which drew its food supply from the wild rice fields along the west bank. Later, Duck Creek fishing and hunting opportunities led to the establishment of a thriving French-Creole fur trading settlement along the creek. A sawmill on Duck Creek, built in 1827, was one of the earliest in the state. The first Duck Creek quarry was established around 1835 and provided employment for many early settlers.

As a result, the Duck Creek/Quarry area (Figure 10.1) is often considered the historic heart of Howard. This area has the potential to be a central development focus and recreational resource for Howard, but it is currently underused and underappreciated. Few businesses take advantage of the quarry lakes and many people are unaware of the history or potential of this resource.

This discussion presents a long-term vision for how the historic heart of the Village can become an integrated, central feature of the Village. This vision would evolve during the plan's 20-year horizon, and may take different form. But the concept illustrates the area's intriguing potential,

PRINCIPLES AND ASSUMPTIONS

The Development Concept for the Quarry District incorporates the following concepts. Many of these concepts overlap directly with the goals of this comprehensive plan, as outlined in chapter 8, and the land use principles outlined in Chapter Nine.

Economic Development

The proposed development will provide economic benefit to the Village by attracting private investment. Amenities proposed in the concept are important elements for encouraging business and community growth.

Quarry Area Utilization

The quarry areas are currently employed for uses such as the Brown County road maintenance operation, a public facility with industrial characteristics. However, the quarries' great potential as a community resource should encourage more intensive public use and private reinvestment. As viable alternatives emerge for quarry area development, the village should work with current users to relocate to more appropriate locations.

Water and History

Many successful urban revitalization projects have demonstrated that water is a significant catalyst for recreation, commerce, and housing. The scenic quarries are close to the Velp and Glendale commercial node and convenient to US 41. This feature, in a strategic location with excellent regional transportation access, can stimulate substantial private investment. The rich history of this area will add a unique dimension to new development. The development plan should showcase both the industrial and Native American history.

Linkage of Area Resources

The plan should contribute to linkages among existing resources and amenities, such as the trail system. The trailhead of the Mountain Bay State Trail is located near the northeast corner of the quarry and connects the area to the greenway network proposed by this plan.



Figure 10.1: The Duck Creek Quarry and Surroundings

Increased Housing Choice

The historic heart of Howard can provide an alternative, urban living style that complements the village’s more prevalent low-density single-family character, especially important for both younger and older housing consumers. The quarries can capitalize on this growing market for smaller, quality detached and attached dwellings that are linked to urban services, quality pedestrian facilities and other amenities. Higher density mixed use development here takes advantage of existing infrastructure and can help Howard achieve its ultimate growth goals.

Compatibility with Existing and Planned Development

The development concept should be compatible with existing development and provide opportunities to improve linkages to the rest of the Village, including existing commercial development.. Planned private developments that are consistent with the goal of revitalization will also be incorporated into the overall concept.

Major Recreation

In addition to encouraging private development, the quarries open important recreation possibilities, ranging from a waterfront promenade and pathways to a beach. These can further add to the quality of living in Howard.

DEVELOPMENT CONCEPT OVERVIEW

Figure 10.2 illustrates existing and proposed features of the Duck Creek Quarry concept plan. Existing resources include:

- Duck Creek and the chain of four quarries
- Mountain Bay Trail
- Memorial Park
- Historic Angeline Champeau Rioux House at 2183 Glendale Ave, listed on the National Register of Historic Places.
- Duck Creek Cemetery
- Barney Williams Park (not shown - located directly south of the map)

The concept plan illustrates how these community amenities can be improved by linking them together and to the rest of the community. The major features of the concept include:

- Quarry Promenade
- Major Residential and Commercial Redevelopment
- Relocation of Lakeview Drive to connect to Riverview Drive
- Trail linkage west to the Glendale/Velp commercial node and Village Hall
- Trail connection to Duck Creek.

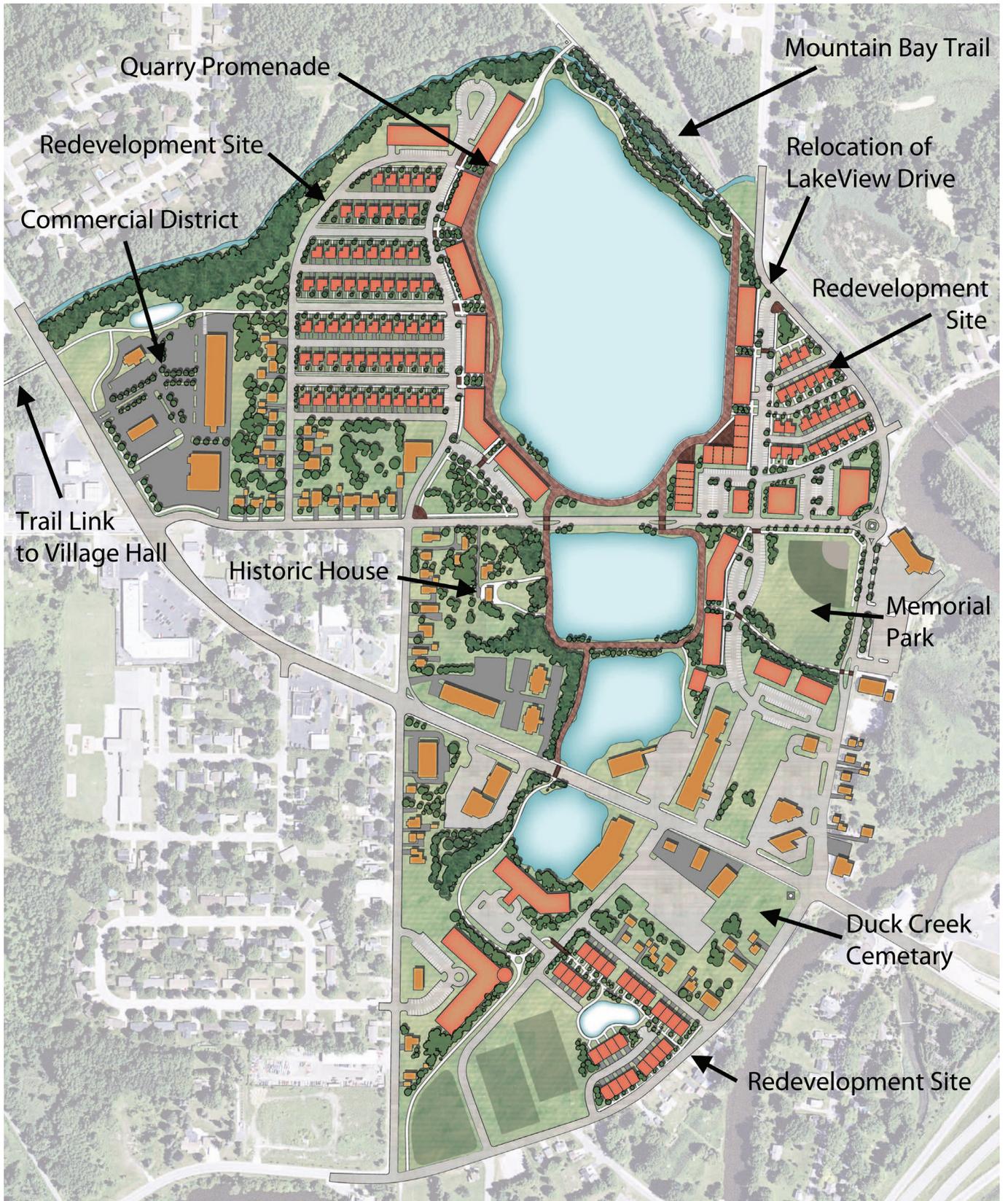


Figure 10.2 - Duck Creek Quarry Concept. Existing buildings are shown in orange, with proposed buildings in pink.

The development concept will be discussed by subarea in the sections below.

North Subarea

Figure 10.3 illustrates the north subarea, north of Glendale Avenue. The quarry lake north of Glendale is the largest of the four bodies of water, and represents the best opportunity for new development. The Brown County highway yard is currently using a large site on the west bank for its maintenance center and material storage. The high potential value of this waterfront site suggests that both the village and county would ultimately benefit from relocation of this quasi-industrial facility to a more appropriate site. Major components of the north subarea include:

Quarry Promenade. The central public feature of the north subarea is a promenade circling the quarries. The promenade could become a regional attraction that could also encourage investment in the area. It is conceived as a lighted, continuous walkway with attractive pedestrian amenities. A portion of the Quarry Promenade could become a “Howard History Walk” interpreting the stories of the Village.

Multi-family Lakefront Buildings. Buildings along the promenade and the west side of the quarry lake are planned as three story residential structures over parking. Non-residential uses, such as office or commercial, could be integrated into the promenade level. Lakefront buildings are served on the non-quarry side by an access road, with parking provided beneath residential levels at street level. Commercial and/or visitor parking is provided off the access road.



The Quarry development concept includes space for small-lot single-family homes. Above: a small-lot single-family neighborhood in Raytown, Missouri. Garages are located behind the house, with access from an alley.

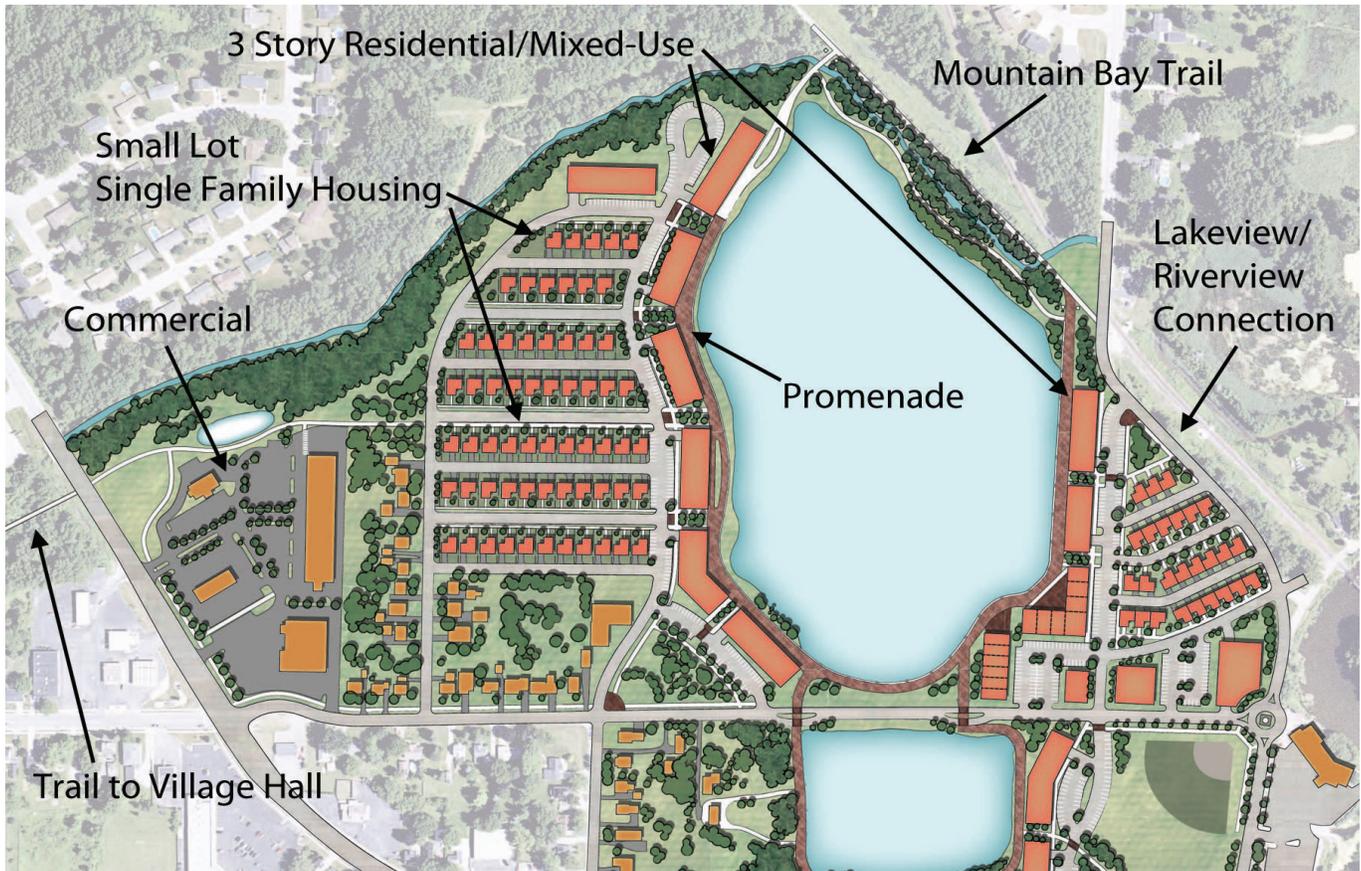


Figure 10.3 - Duck Creek Quarry Development Area - North Subarea, North of Glendale Avenue

Urban Village. The majority of the Brown County site would be developed by small-lot single family homes. Alley loaded lots allow for narrower lot width in the 40-45 foot range, achieving higher residential densities in detached housing. This small-lot product, increasingly popular in American cities with empty nesters and young families, is not currently offered in Howard. A local street loop extending from Ardenes Street to Maywood Avenue would serve the residential area, with east-west streets and alleys providing access to individual homes.

Connection to Glendale/Velp Commercial Node. Trail and street connections to the west can link new development to the substantial community commercial district at the Glendale/Velp intersection and to Village Hall. These direct connections make the Glendale/Velp Center the natural business center for a Quarry community, thereby increasing its customer base.

Lakeview-Riverview Link and Adjacent Development. A new street alignment would connect Lakeview Drive to Riverview Drive, opening up a second development site on the east side of the quarry. The two northern buildings in this second site are three-story residential buildings, with townhouses to the east. Existing commercial/office buildings fronting Glendale Avenue at Lakeview Drive could provide neighborhood uses for the new residential areas around the Quarry.

Middle Subarea

Between Glendale and Velp, the Quarry Promenade continues around the two middle quarry lakes (Figure 10.4). The promenade links to the historic Rioux House, the only Howard property listed on the National Register of Historic Places.

Two new 3-story residential buildings are sited to the east of the middle quarry lakes. Adequate parking and a new access point from Glendale can connect to the existing AmericInn hotel and Julie’s Restaurant off Velp. New commercial/office buildings could also be developed south of Memorial Park, with access from River-view Drive, Glendale Avenue and Velp Avenue.

The Quarry Promenade should extend south from Memorial Park, crossing River-view Drive safely by way of pedestrian refuge median. This trail would then extend to Duck Creek, and its existing and proposed trail. Consideration may also be given to the closure of Glendale Avenue between the two quarry lakes. Closing greatly improves the connection of the north and south loops of the Promenade, and could provide space for such special amenities as a pier or beach. These advantages would have to be weighed against the cost of less direct access to housing and businesses on the east side of the development area. An alternative might be traffic calming improvements on Glendale, including pedestrian refuge medians, roundabouts, and/or pedestrian signals.

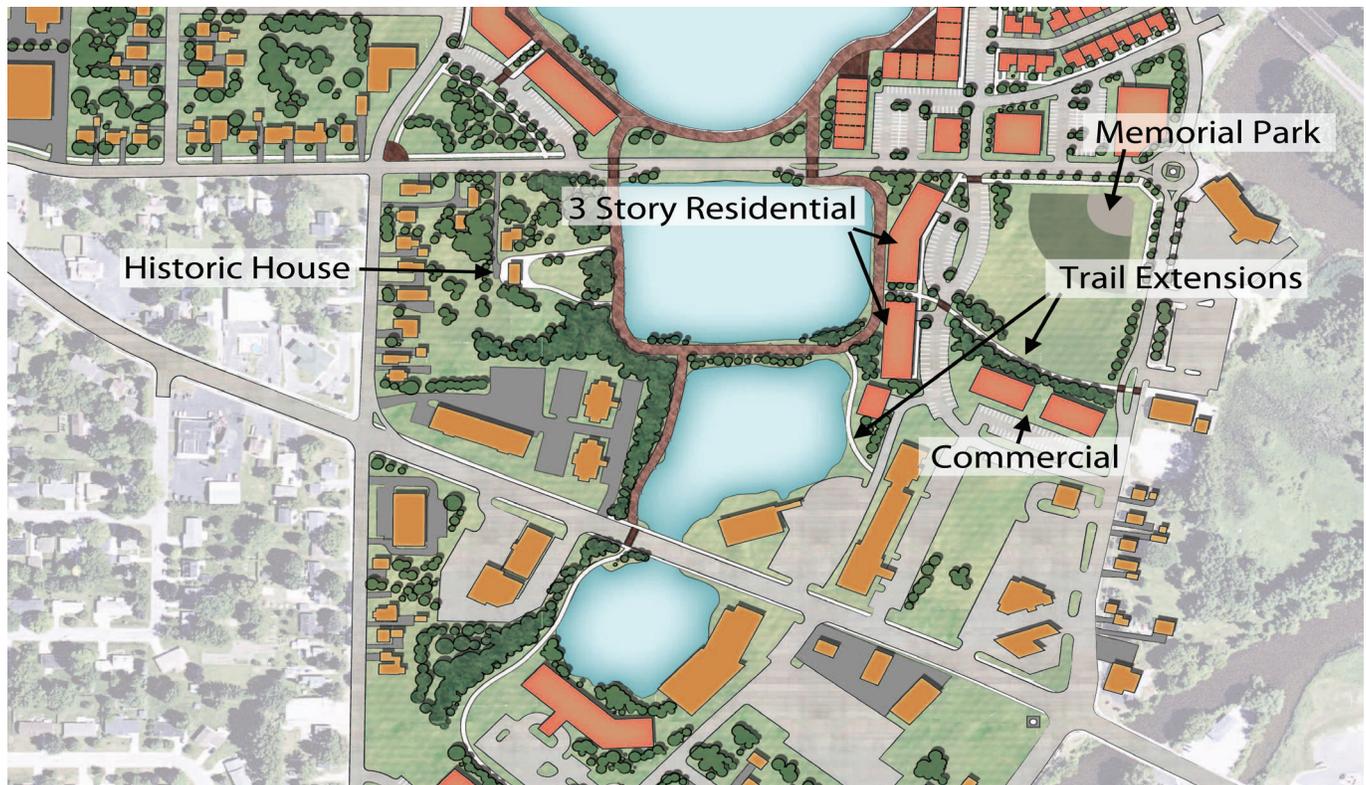


Figure 10.4 - Duck Creek Quarry Development Area – Middle Subarea between Glendale and Velp

South Subarea

The Quarry Promenade continues south under the Velp Avenue bridge on the west side of Quarry (Figure 10.5). Here, the Promenade becomes a multi-use trail, continuing south to Riverview Drive. This trail could then cross Riverview Drive to connect to nearby Duck Creek. The links between the Quarry Walk and Duck Creek are important for providing recreational continuity, and should be completed as part of trail planning and construction along this section of the stream.

The south end of the quarry area includes two development opportunities. A local developer has proposed an extended stay lodging facility on the lake with senior housing project to the southwest. These projects would enjoy easy access to the Quarry Walk Promenade and Velp Avenue commercial along the proposed multi-use trail.

Another concept plan has already been submitted for property (including a salvage yard) on the southeast corner of the south quarry lake. To access this development site, Elmwood Court loops around the new development, connecting back to Riverview at Valley Lane. The current plan suggests reuse of the salvage yard as a privately-owned sports park.

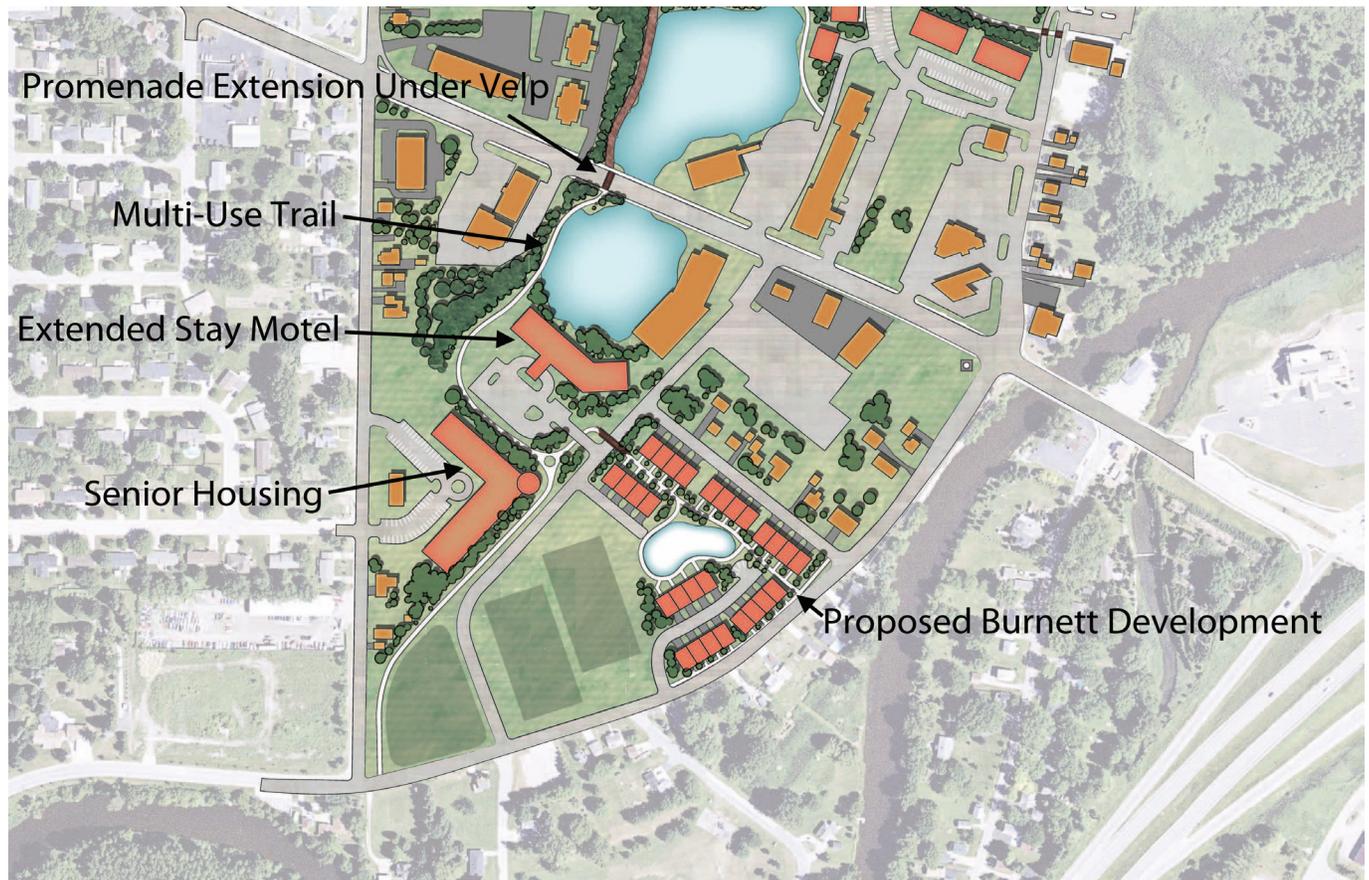


Figure 10.5 - Duck Creek Quarry Development Area – South Subarea south of Velp

Development Yield

The Duck Creek Quarry concept includes seven new commercial/office buildings, a new extended-stay hotel, eleven three-story multi-family residential structures, a new single-family urban village, senior housing, and a townhouse development. Approximate yield includes:

- 80,000 square feet of commercial/office development (assuming one-story)
- 425 multi-family units
- 28 townhouses
- 88 small-lot single-family homes
- 50 senior living units (assuming one-story)
- 45 extended stay hotel units (assuming one-story)

Total potential value of this private development (2012 estimate) is \$105 million. (This estimate does not consider site improvements and utilities.)

This concept plan illustrates development and amenity potentials. Actual development may vary, depending on market conditions and funding availability. The next step in the process is to undertake a more thorough development concept that investigates the feasibility of specific projects and includes conceptual design and statements of probable cost of public amenities.

THE VILLAGE CENTER

The Village Center concept included in the 2002 plan and 2005 concept recommended a mixed use new urban center between Cardinal and Shawano north of Riverview Drive to Meadowbrook Park. Its study area also included the Cardinal Lane corridor to Duck Creek. Since 2002, some progress has been made consistent with the Village Center concept, including construction of the village's public library; and a mixed use building featuring apartments over commercial development and new townhouses on Cardinal south of Riverview.

However, other development, including freestanding office buildings along the north side of Riverview and single-purpose multi-tenant commercial space on the east side of Cardinal respond to market demands but are not completely consistent with the Village Center's downtown-like diagram. Further, the development of Linville as a significant commercial corridor, the likely growth of retail development along US 41 and STH 29, and changes in markets after 2008 including the re-emergence of multi-family development as a strong demand, require revisiting the 2005 concept plan. Figure 10.6 displays a revised concept for this potentially important development area. The goal of the the Village Center is to establish a mixed-use neighborhood with offices, limited commercial, civic and public space, and a variety of housing choices. These include single family houses, apartments, and urban housing types that include single-family attached and townhouse units. The revised plan proposes:

- A local street network, extending DNR Drive as an east-west boulevard across the Village Center, desirably continuing all the way east to Cardinal Lane north of the YMCA.

The boulevard provides a common boundary for office/commercial uses on the south and residential uses on the north, and continues through a potential civic complex that features a central civic park. The boulevard is complemented by a system of local streets that serve development in the area. Rhine Street and Riverwood Lane continue north of Riverview to DNR Boulevard, continuing north into the residential portions of the Village Center.

- An emphasis on office and residential development over substantial downtown-style retailing. Office development is focused between Riverview and the extended DNR Boulevard, and incorporates existing new office development along Riverview. The plan includes free-standing small and larger office projects, with buildings defining the two east-west streets and parking located toward the center of the block. Retail and service uses, including restaurants, can be incorporated into this office sector.
- Residential development is located between DNR Boulevard and Meadowbrook Park, and includes a mix of densities and configurations. The concept proposes a neighborhood of urban density housing, including attached and small-lot detached concepts within a loop formed by the continuation of Rhine and Riverwood, and a peripheral residential collector. High density housing, including a possible independent living senior development, surround a semicircular Village Commons, a reconcepting of the town square envisioned in the 2005 Village Center plan.



Figure 10.6 - Village Center Concept

- A civic and office campus, including Howard’s public library, is proposed between Riverwood Lane and a continuation of the existing entrance boulevard into the library. This campus fronts the Village Commons along DNR Boulevard and could include sites for both substantial private office structures and a possible new municipal building in the long-term future.
- Finally, mixed use residential/commercial development would occur along Cardinal north of the YMCA property. This site accommodates a small box, free-standing retail building, two multi-tenant retail structures, and smaller multi-family residential buildings. Retail development is substantially scaled back from earlier concepts because of the growth of development along Lineville on both the Howard and Suamico sides of the street, and the likelihood of other major commercial growth near the upgraded US 41 and STH 29 corridors.
- An extensive pedestrian and bicycle system, with a complete (multi-modal) street treatment of the east-west boulevard, a continuous sidewalk system, greenways and paths that connect the Village Center area to the Meadowbrook Park Trail and the cross-Village system proposed by other sections of this plan. The major northwest to southeast greenway uses a major utility easement through the site, enhanced by storm management features that can be designed as site amenities.

In general, the revised Village Center concept responds to current market demands for the area, trending toward higher-density residential and offices, and away from major retailing; and, without compromising on the connectedness and pedestrian scale of the New Urban concepts of the 2002 and 2005 plans, responds to the type of development that builders active in Howard are more likely to build.

VELP AVENUE CORRIDOR

Velp Avenue is a major arterial in the older sector of the Village, extending from Howard's eastern border with Green Bay to its northern border (Figure 10.8). East of US 41, Velp is designated as US Highway 141, reflecting its importance as a major link from US 41 to Green Bay. Planned improvements to The US 41/Interstate 43 interchange will increase Velp Avenue's importance, as local access from the interstate will become more limited, directing more local traffic onto Velp.

Redevelopment of the Velp Avenue Corridor was stated as a primary objective of the 2008 Howard Strategic Plan. The plan set forth the following goals for Velp Avenue:

- Aesthetically improve the Velp Avenue Corridor
- Improve operational safety.
- Encourage multi-modal transportation along the street.

This section assesses the Velp Avenue Corridor and recommends opportunities and strategies to develop the corridor in ways that advance these goals.

Velp Avenue has an important relationship to many major corridors in Howard and plays a significant part in the local Howard street system. Figure 10.9 shows how Velp Avenue, along with sections of Cardinal Lane, Glendale Avenue, US 41, and STH 29 forms a civic loop that incorporates key entrance corridors into Howard from the east and south, and the Village Hall site on Glendale Avenue just off its intersection with Velp Avenue.

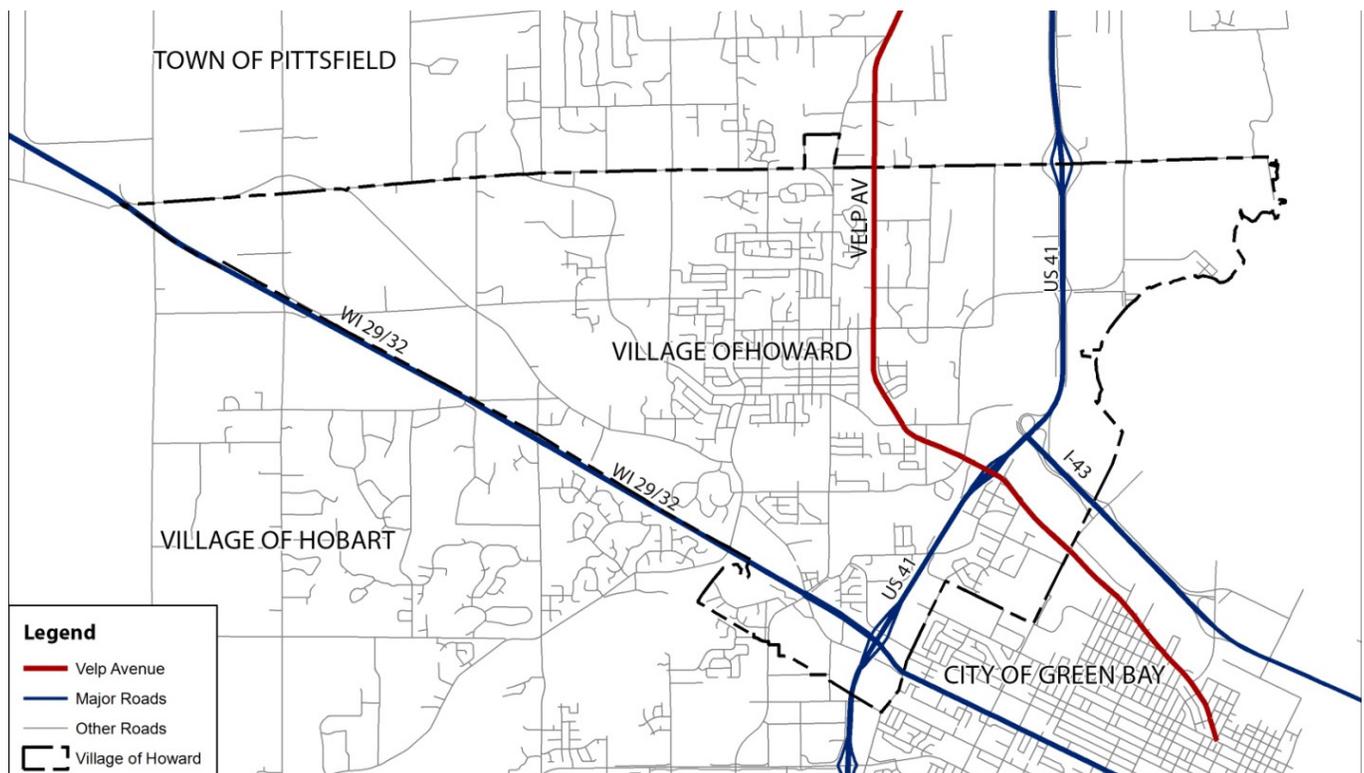


Figure 10.8 - Velp Avenue Geographic Context

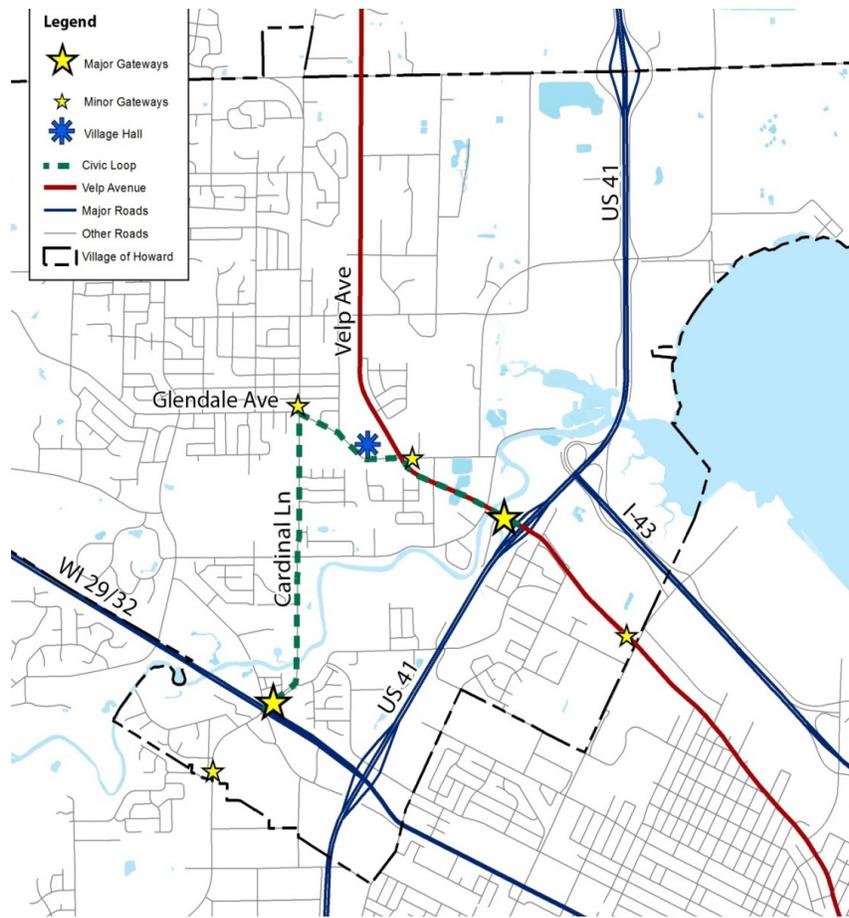


Figure 10.9 - Gateways and Civic Loop

In addition to providing access into Howard and major civic and commercial resources, this loop can both orient visitors to Howard and create a distinctive community “gateway” that reinforces the Village’s identity. Orientation is particularly important because the combination of a complex road system and Howard’s irregular street pattern, dating back to its early days as a settlement along major regional routes, can be confusing to visitors. While Cardinal Lane south of has received enhanced streetscape treatment, the other legs of the potential civic loop lack elements that convey their potential significance and role in directing people to destinations. Streetscape features that both orient travelers and communicate identity can include landscaping and street tree planting, pedestrian amenities, special pavement surfaces, banners, special design guidelines for private development, wayfinding signage, and gateway entrance features.

Figure 10.9 also identifies major and minor gateway sites, where gateway feature and way-finding signage should be located. The most important locations for Village Gateway signs are at the Cardinal Lane and Velp Avenue freeway entrances into Howard. These locations call for significant signs/monuments that announce entrance to the Village of Howard and, through specific design features, establish a positive community image. These concepts will be discussed below as they relate to specific segments of Velp Avenue.

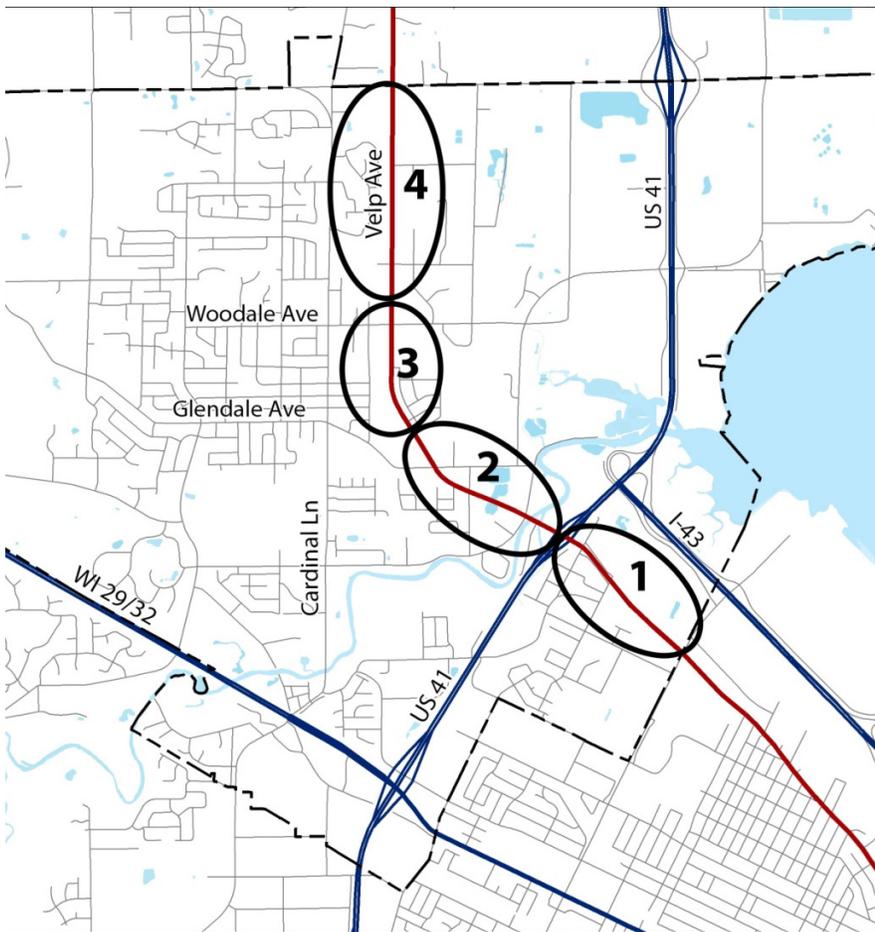


Figure 10.10 - Velp Avenue SubAreas

Figure 10.10 divides the Velp Avenue corridor into four natural subareas: (1) east of Highway 41, (2) US 41 to just north of Glendale, (3) north of Glendale to Wooddale/Mountain Bay Trail, (4) Wooddale/Mountain Bay Trail to Lineville Road. Each of these subareas will be analyzed below.

VELP SUBAREA 1: EAST OF HIGHWAY 41

Subarea 1 consists of a mixture of residential, commercial and industrial uses (Figure 10.11). Figure 10.12 presents an aerial view showing that this segment of the corridor, illustrating the range of building sizes and types, from small single family homes to large commercial buildings. The meandering grey line north of Velp in Figure 10.11 indicates the extent of the 100-year floodplain line. While most existing buildings are out of the floodplain, the useable lot depth is limited.

Figure 10.13 displays the current zoning of subarea 1. With the exception of an R-4 Multi-Family zoning on an existing apartment lot and several I-1 General Industrial zoned lots, all corridor frontage lots are zoned B-2 Highway Commercial.

The commercial zoning throughout the area has led to the slow conversion of pre-existing residential uses to commercial use. This conversion has been sporadic

Figure 10.11 -

Existing Land Use in Velp SubArea 1

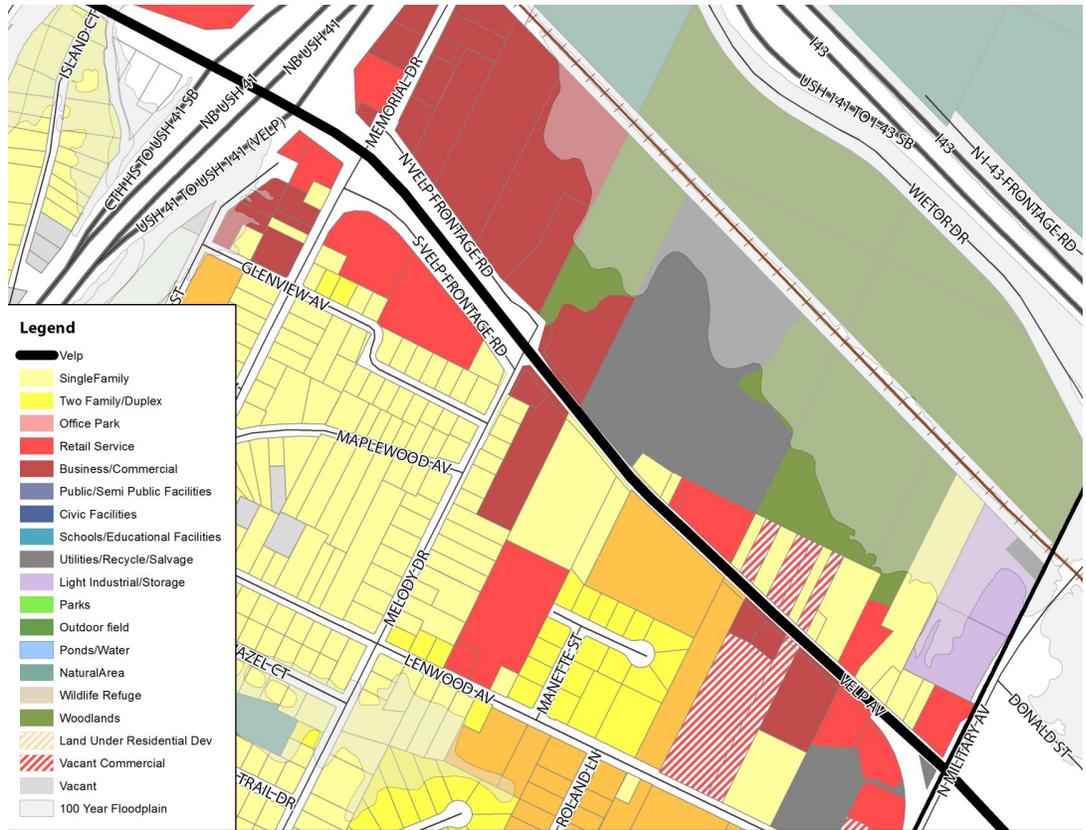


Figure 10.12-

Aerial of Velp SubArea 1

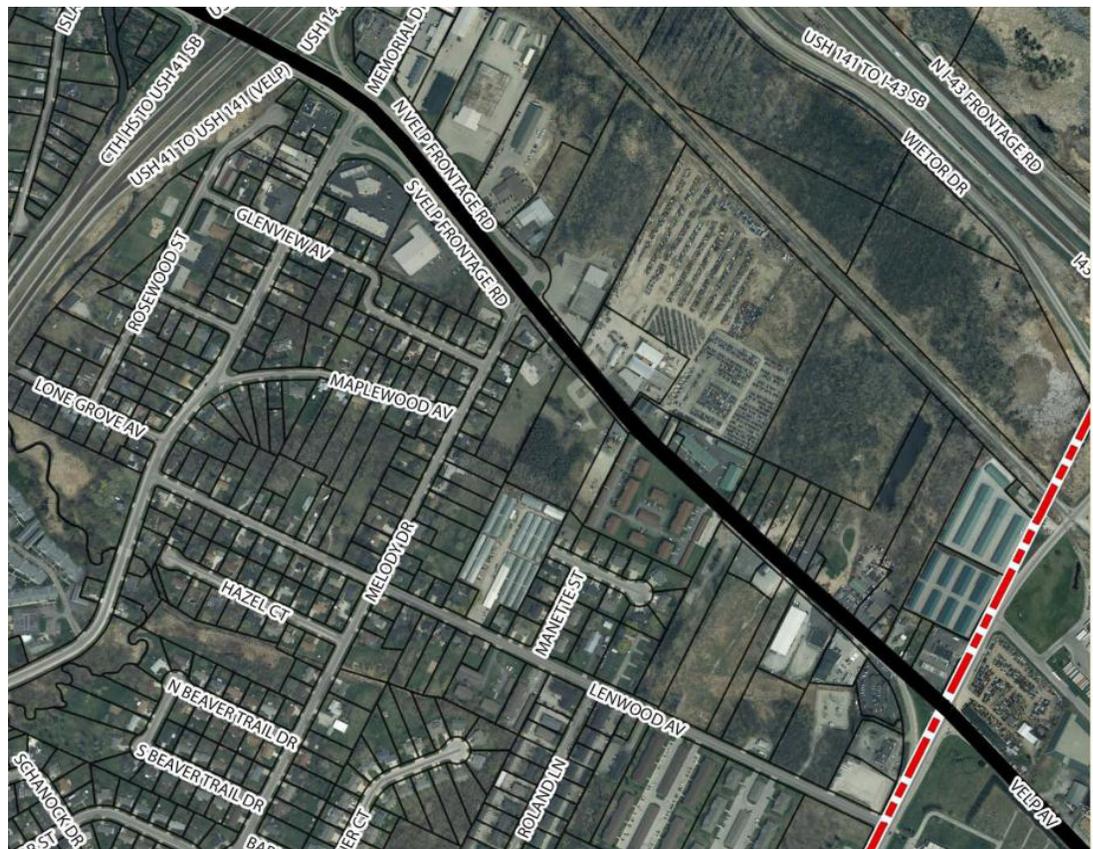




Figure 10.13 - Zoning in Velp SubArea 1

through the east half of this Subarea and in some cases has led to the deterioration of the houses or commercial conversions (Figure 10.14). Some of the problems inhibiting the redevelopment of these parcels are common to “brownfield” redevelopment situations. Existing small parcels must be assembled into larger lots to support potential development sites. This process is made difficult by logistical issues of dealing with multiple property owners, the added cost of demolition and site clearance, and concerns about health hazards such as asbestos. The limited development depth for parcels along the floodplain complicates the process further. Even when a parcel is sufficiently large and available for development, there is evidence that the market is not supporting development, as shown in Figure 10.15.

The Village could pursue several intervention strategies to encourage redevelopment along this section of the Velp corridor. A common strategy for encouraging development is to enhance the street corridor itself to make the area more attractive for investment. Such an improvement was implanted during 2011-2012 as part of the reconstruction of this section of Velp. Figures 10.16 illustrate this project.

The reconstruction of Velp includes a new 4-lane street, with roundabouts and channelization/medians at each end. Private driveway access points will be clarified and improved. The project also includes landscaped roadside areas with sidewalks, street trees and new overhead streetlights. This project will enhance the traffic handling of Velp and greatly improve the visual quality of this segment of the corridor.

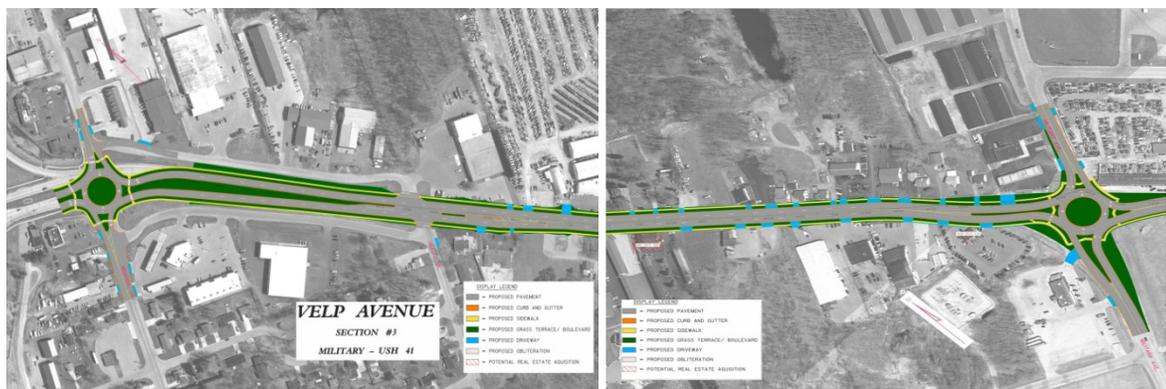


Figure 10.14 - SubArea 1: Existing Homes and Homes Converted to Commercial Use



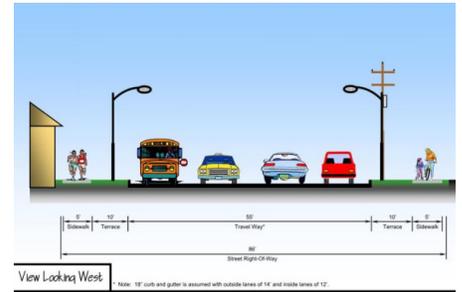
Figure 10.15 - Available Redevelopment Site

Figure 10.16 - Velp Avenue Reconstruction Plans



This improvement to Velp, in conjunction with the forecast for increased traffic with Interstate 43 revisions, is likely to increase developer interest. As with all public economic development strategies, public intervention should not occur if an adequate private market exists for desired development. Therefore, a “wait and see” approach is appropriate, to determine whether additional assistance is necessary. If development on the larger parcels and assembly/redevelopment of smaller parcels does not occur on its own, the Village should consider the priority of development here relative to other economic development initiatives. The Village may take a role in the redevelopment process by using its Community Development Agency to encourage redevelopment through incentives such as tax increment financing (TIF). This area is already one of Howard’s designated TIF districts.

Aesthetic improvements to industrial uses here would also be consistent with the new Velp streetscape. A salvage yard in this segment is one of the larger examples (Figure 10.17). While salvage uses often affect a revitalizing corridor negatively, the visual effects of this particular property are relatively manageable. The Village should work with the owner to encourage pavement of the gravel parking lot and ask that inoperable cars be parked in areas hidden from street view. The public investment in corridor improvements provides adequate justification for the owner to improve his parking lot.



Velp Avenue Reconstruction Cross-Section



Figure 10.17 - Salvage Yard on Velp Avenue

The following summarizes recommendations for Subarea 1:

- Simplify Industrial/Commercial zoning classifications (See “Recommended Zoning Ordinance Revisions” in the Implementation chapter)
- Improve design standards: Consider requirements for building façade materials, landscaping, and monument signs
- Monitor positive impact of corridor improvements on marketability of development parcels
- Undertake strategic redevelopment partnerships as needed for deteriorated or underutilized sites along corridor. Partnerships can include a range of activities from provision of development incentives to property acquisition, clearance and assembly of development sites.

VELP SUBAREA 2: HIGHWAY 41 TO GLENDALE AVENUE

Velp Subarea 2 contains the Village’s historic core, discussed at the beginning of this chapter, where early Duck Creek settlements were centered. The rich history of this area, now expressed only by the historical cemetery at the Riverview Drive intersection, should be reflected in the public environment of this segment.

As indicated in Figures 10.18 and 10.19, most properties along this segment of Velp Avenue are in commercial use and zoned B1 Business (commercial). As in Subarea 1, portions of this segment of the corridor were originally developed with residential buildings that have been converted to commercial over the years. The character of the Velp corridor changes dramatically west of US 41. A transition area just west of the freeway leads to a corridor narrowing down to an undivided cross section, with a much smaller scale development pattern (Figure 10.20).

As previously indicated, the area just west of the freeway is an excellent site for a gateway feature that orients residents and visitors to Howard. Such a feature could be located on excess right-of-way on the north side of Velp, shown in Figure 10.21. In addition to a gateway feature, this portion of the Civic Loop should be enhanced with street trees, decorative lighting, banners and pedestrian amenities.

While most of the properties are in good condition along this subarea, an undersized property on the southeast corner of Velp and Island Court affects the visual quality of the corridor. Efforts should be made to improve or redevelop the property.

This segment of the corridor also includes crosses the historic Duck Creek Quarries, discussed in detail earlier in this chapter.

West of the quarries, Velp passes through a mixture of commercial development. Some of Howard’s best examples of quality small-scale commercial development are in this segment of Velp (Figure 10.23). Howard’s development regulations can

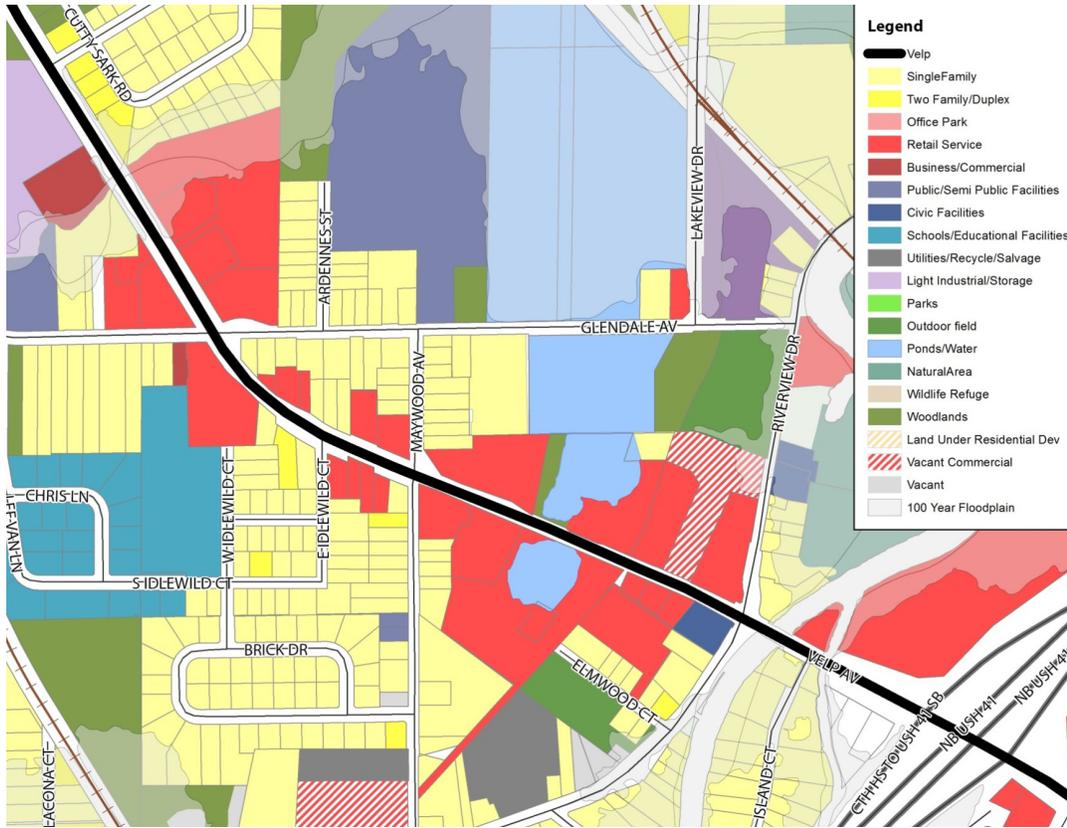


Figure 10.18 -

Existing Land Use in Velp SubArea 2

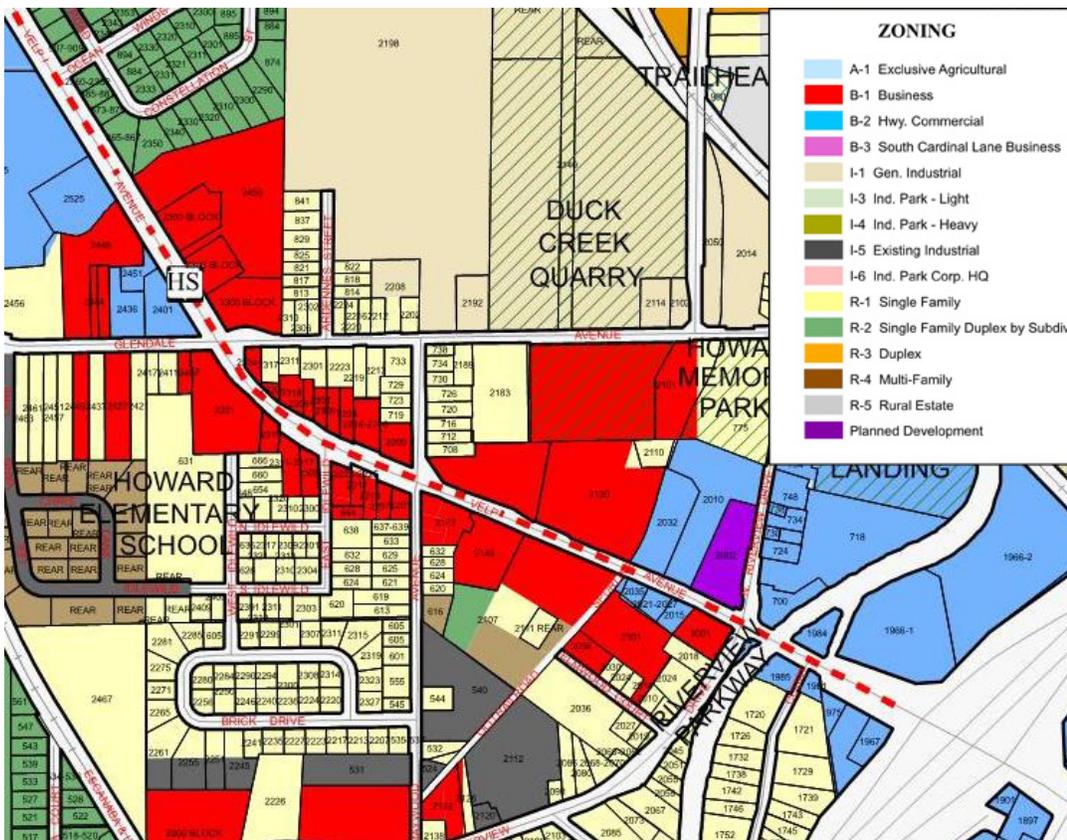


Figure 10.19 -

Zoning in Velp SubArea 2

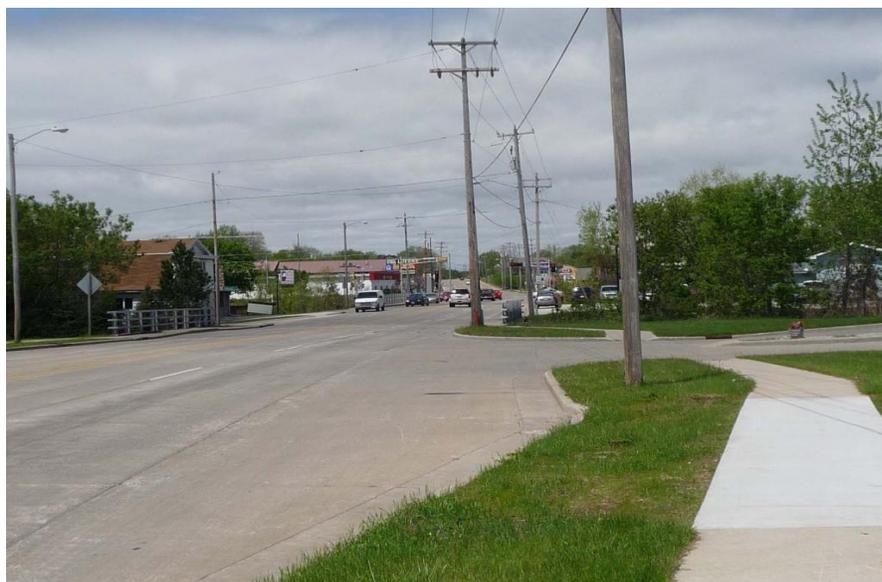


Figure 10.20 - Velp Corridor, looking west at Island Court

build on these examples to assure that all new development achieves these standards. However, this area also presents a number of issues, including high impervious coverage on small sites. Many of these sites involve conversion of residential buildings to commercial use. Contemporary regulations prevent a recurrence of these conditions, but the Village should provide incentives that encourage these properties to improve landscaping and improve their site development standards. It is also important to avoid single-use commercial zonings on Velp and similar streets. These can hasten deterioration by discouraging reinvestment in residential uses or tending to promote marginal conversions of residential properties to commercial use.

The Velp and Glendale intersection is identified in Chapter Nine as a subcenter, and is arguably the most important single commercial cluster along the Velp Corridor. This key intersection should be provided with wayfinding signage, center “branding” or identification features, landscaping, sidewalks, and other pedestrian-scale amenities. The Quarries concept shows how this cluster can be connected to new development, serving as the principal retail center for this potential development area.

Subarea 2 recommendations include:

- Simplifying commercial zoning classifications. : See “Recommended Zoning Ordinance Revisions” in the Implementation Chapter.
- Increasing development quality with enhanced design standards: See “Recommended Zoning Ordinance Revisions” in the Implementation chapter.
- Enhancing the streetscape along the civic loop.
- Developing a gateway feature at Glendale Avenue as part of a Village-wide wayfinding plan.
- Linking the quarry area development opportunities to civic and historical resources.

Gateway Feature Opportunity Site



Figure 10.21: Potential Gateway Feature Site



Figure 10.22 - Potential Site Improvement Location



Figure 10.23 - High Quality Contemporary Development



Figure 10.24 - Small site conversions with high impervious coverage and few site amenities



Figure 10.25 - Small site conversions with high impervious coverage and few site amenities

VELP SUBAREA 3: GLENDALE AVENUE TO MOUNTAIN BAY TRAIL

The third subarea of the Velp corridor is primarily green open space, lending a rural character to a corridor segment in middle of town. The green space is broken up by several commercial uses, including a bar/restaurant and mini-storage facility. A lightly-used railroad line runs parallel to this segment of the corridor, on its west side. The natural green spaces in this area should be preserved by using an open space zoning district. This plans trails and greenways plan recommends that the railroad should be converted to a multi-use rail-trail if rail operations ended.



Figure 10.26 - Existing Land Use for Velp SubArea 3



Figure 10.27 - Green Character Along Velp in SubArea 3

VELP SUBAREA 4: MOUNTAIN BAY TRAIL TO LINEVILLE ROAD

Subarea 4 contains predominantly residential and open space uses on the west side and industrial on the east (Figure 10.28). Current zoning reflects this land use mix (Figure 10.29).

The east side industrial area consists mostly of older, metal buildings. While these properties may be more modest than a new, high-end business park, they contain viable businesses that should be accommodated in the community. Over time, through enhanced design standards, the Village can incrementally improve the appearance of these areas as new development occurs. In the meantime, incentives can be offered to encourage enhancements to buildings, such as improving building facades and paving parking lots. In addition, better signage standards, such as the use of ground signs instead of pole signs, and site landscaping should be part of the new design standards in the Village’s development regulations.

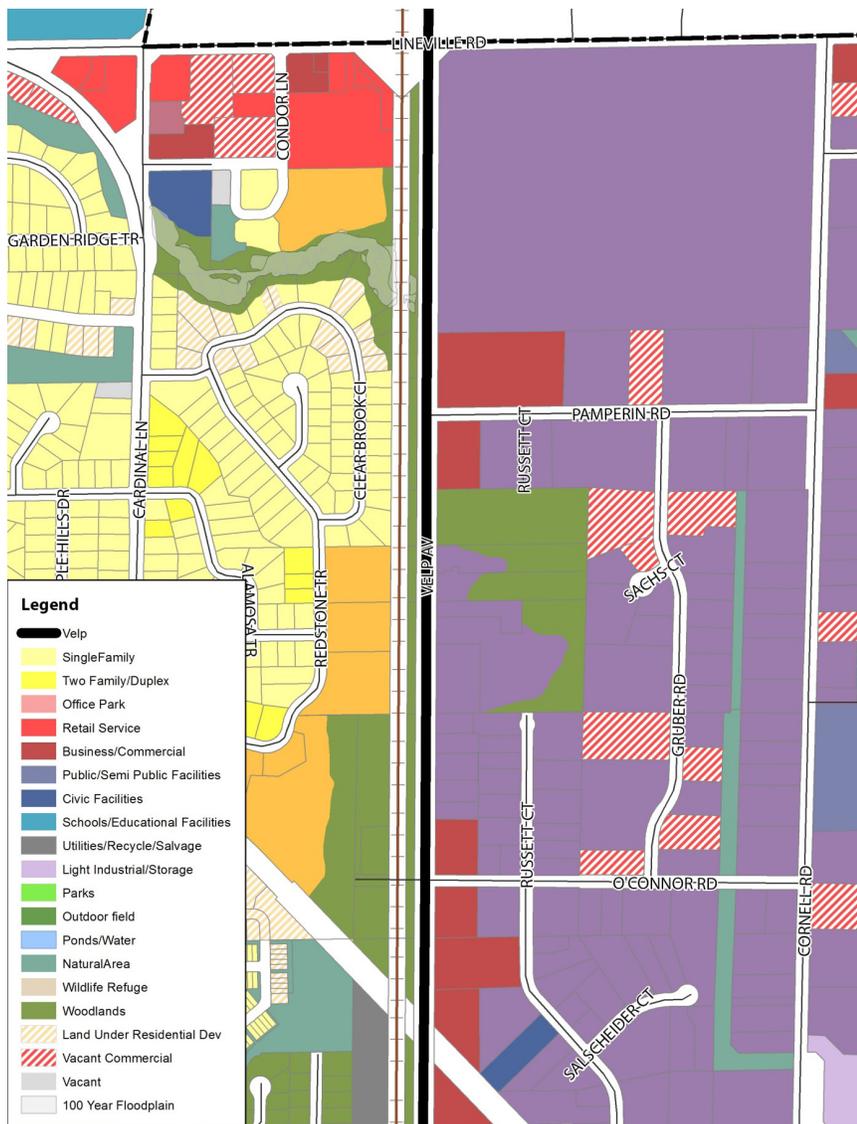


Figure 10.28 - Existing Land Use in Velp SubArea 3

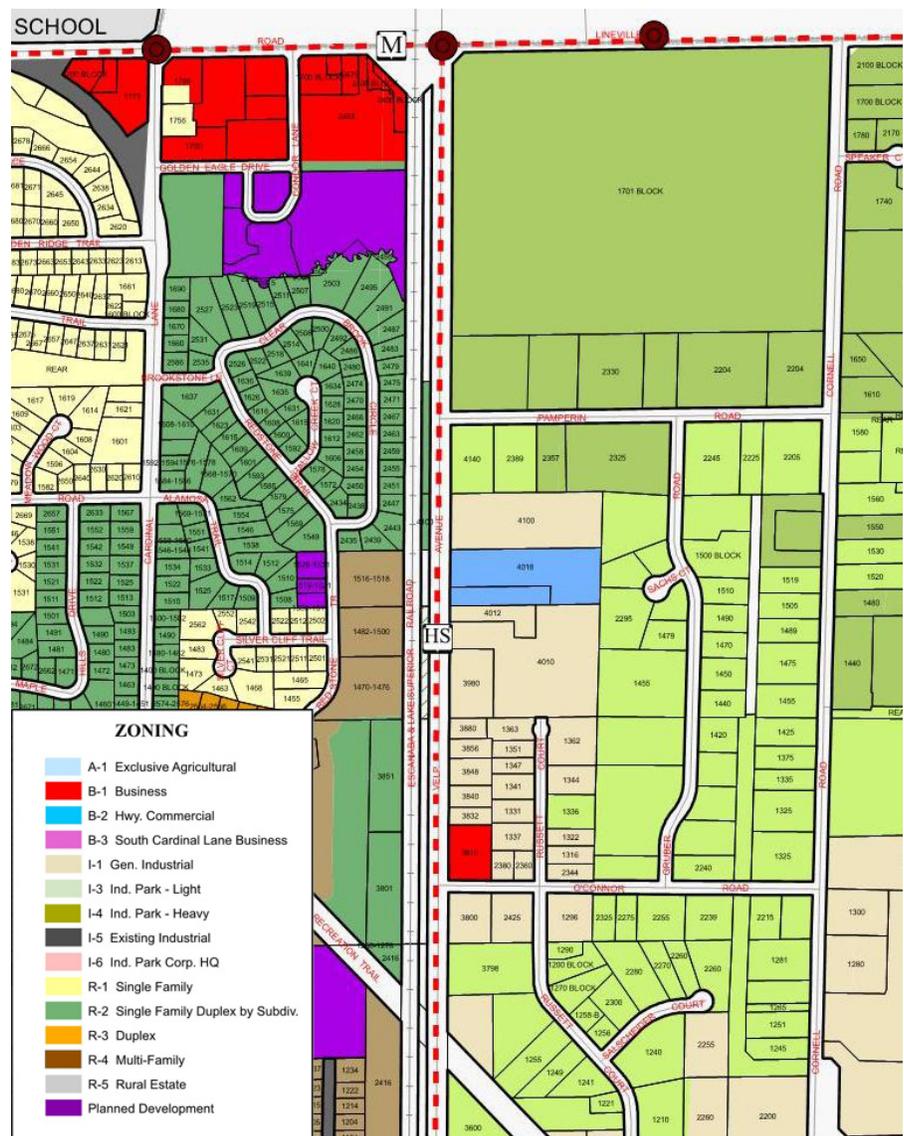
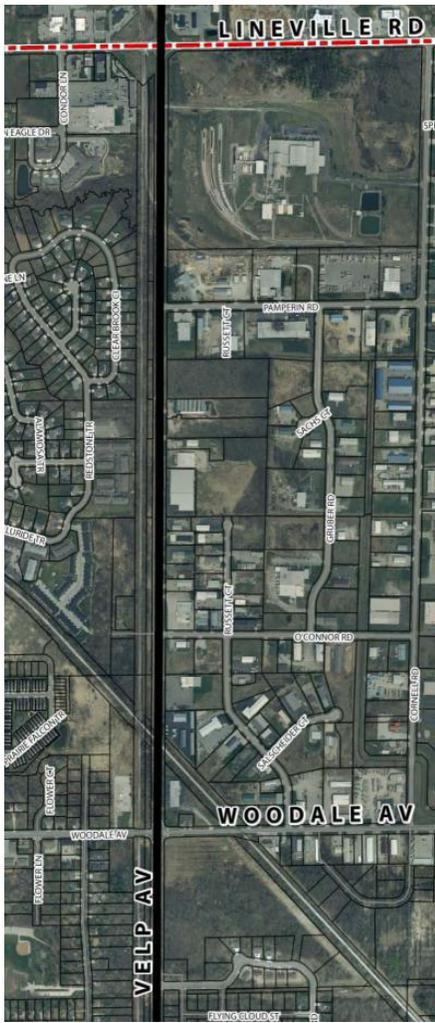


Figure 10.28 - Existing Land Use in Velp SubArea 3

In summary, Subarea 4 recommendations include:

- Simplifying industrial zoning classifications: See “Recommended Zoning Ordinance Revisions” in the Implementation Chapter
- Improving industrial design standards through revised zoning design standards for new development and revitalization incentives. Areas of focus for design standards include building façade materials, landscaping, and monument signs.
- Undertaking strategic redevelopment partnerships for deteriorated or underutilized sites along corridor. Partnerships can include a range of activities from provision of development incentives to property acquisition, clearance and assembly of development sites.
- Railbanking the parallel railroad corridor if rail operations end, with eventual conversion to a rail-trail as indicated in the trail concept.



Velp Corridor / Industrial Park
Character



Figure 10.29



11

Transportation

Howard's current land use pattern and transportation system are auto- and truck-oriented, and are likely to remain so. However, the goal-setting process indicated that the Village also should increase the role of alternative transportation modes, including walking, cycling and public transportation.

Howard's current land use pattern and transportation system are auto- and truck-oriented, and are likely to remain so. However, the goal-setting process indicated that the Village also should increase the role of alternative transportation modes, including walking, cycling and even public transportation, in the Village's access network. As shown in Chapters Nine and Ten, Howard contains several areas that can accommodate higher density mixed-use infill development that can both support and be supported by alternative transportation modes. The western growth area of Howard also contains a significant amount of vacant land that can be developed into mixed-use neighborhood centers and other land use patterns that can be served well by a balanced transportation system.

Howard's current transportation system reflects its origins as a country village and rural township given structure by regional roads like Shawano Avenue, Velp Avenue, and Glendale Avenue that connected similar towns, overlaid on the section line grid. As Howard emerged as a metropolitan area suburb, residential subdivisions were platted with street systems that adapted to individual land development needs and ownerships, but did not provide street connectivity beyond the original system of rural roads. Over the six decades of development since World War II, this produced a pattern of relatively separated pods, generally requiring people to use major roads to get from one neighborhood to another. This can cause congestion and safety issues by diverting local trips to major traffic ways.

Thus, overall directions for internal circulation within the village include:

- Improving network continuity and providing alternative routes wherever possible in the built-up parts of the Village, where street patterns are generally already established.
- Establishing a good local circulation system prior to development in the growth sector west of Greenfield Avenue, including linking businesses and residents to interchanges being developed as part of the STH 29 project.

The reconstruction of US 41 and STH 29 are among the largest urban highway projects in the state's transportation history and open enormous opportunities and challenges for Howard. Transportation system development should also integrate this major effort into the Village's transportation system. Finally, on the other end of the scale, "active" transportation, including pedestrian, bicycle, and public transportation, also have a role to play for certain kinds of trips.

This chapter presents a concept plan for a balanced transportation system that responds to both the requirement for safe and efficient access around the village, and the critical role that transportation plays in defining land use and the character and quality of the community itself. The comprehensive plan of 2002 presented a set of policy recommendations that were adopted by Howard with approval of that document. Most of these policies represent good practice and remain valid today. This update reviews those recommendations and adapts them to current conditions and development projects. It also proposes a transportation concept for both built-up and emerging development areas, creating improved mobility for all people in the Howard of the future. Chapter Nine presented some of these ideas in relation to Village development for the twenty year planning period.

STREET NETWORK DEVELOPMENT PRINCIPLES

The Howard Comprehensive Plan in 2002 established a series of principles for street network development that remain valid with adaptation in this plan update. Policies to guide the evolution of the Village's transportation system follow.

VILLAGE STREETS

To enable people to safely and efficiently navigate the Village's street system with and without personal motor vehicles, the Village needs to:

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

Methods of achieving these aims are addressed below.

Designate significant streets or street corridors and trails before development begins and dedicate them as growth occurs. An "official transportation map" should be utilized to identify and reserve corridors for higher-order streets in Howard before development occurs. Achieving major street connectivity after land is developed can be difficult or impossible, requiring advanced planning to ensure an integrated system. New developments should connect to this collector and arterial system and to adjoining developments along local streets, avoiding isolated enclaves.

Use techniques in new areas that increase local street connectivity and public services in new developments. These techniques include shorter blocks, loops with "bulbs" that provide the benefits of cul-de-sacs while still providing at least two points of access to each lot, reduction in the number of single-entry cul-de-sacs, and traffic calming. Use a street connectivity index (the ratio of street segments to nodes) or other evaluative techniques as part of the analysis of development proposals. (Note: Nodes are points where street segments either terminate or intersect).

Develop Grid and Grid-like Street Patterns. To increase street connectivity and intersection frequency, new subdivisions should use grid or grid-like street patterns, offering motorists several route options that avoid concentrating traffic on few streets. The diagram in Figure 11.1 compares two neighborhoods with equal lane-miles, one in a grid pattern, and one in a conventional cul pattern. The connectivity provided by the grid patterns allows greater efficiency and potential cost-savings in providing public services such as snow plowing and emergency services. It also helps people walk or cycle more easily to other parts of the development, and to destinations outside the neighborhood's boundaries. Cul-de-sacs when used should be short (less than 300 feet long) and used primarily when existing development or physical constraints (e.g. steep slopes, ESAs, or other features) make actual connections impossible.

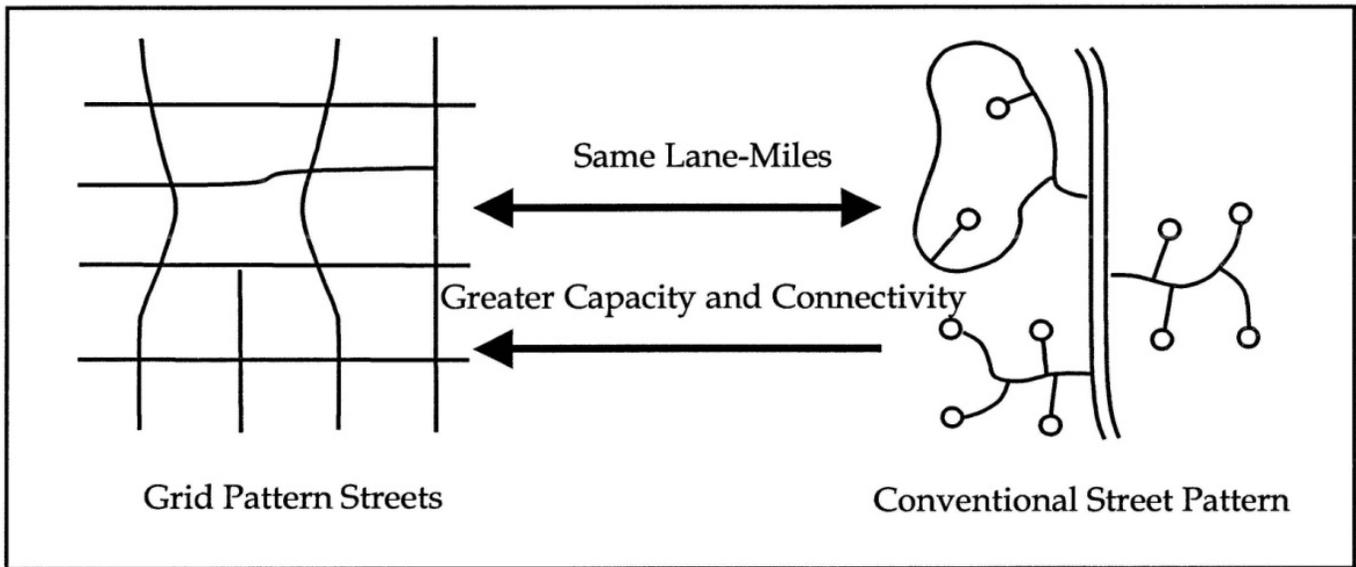


Figure 11.1: Comparison of Grid Pattern to Conventional Suburban Pattern

Enable Developers to Build Narrow Streets. The Village currently requires streets to be at least 37 feet wide and rights-of-way to be at least 70 feet wide. However, these widths are often not necessary (especially in low-density residential neighborhoods), and in fact have undesirable effects: excessive development and maintenance cost, inefficient land use, increased runoff, and excessive traffic speeds. The street width requirements should be amended in the Village’s subdivision ordinance to permit developers to reduce the width of local and residential collector streets. The ordinance should also be amended to establish right-of-way width standards that do not require the acquisition of more right-of-way than necessary. A summary of street and right-of-way standards that should be considered by the Village is included in Figure 11.2. These standards are based on recommendations in Residential Streets (third edition), developed by the Urban Land Institute in conjunction with the Institute of Transportation Engineers, National Association of Homebuilders, and American Society of Civil Engineers, modified for Howard’s conditions. Implementing these standards will enable the Village to reserve only the land it needs to accommodate its streets, sidewalks, and terraces and to construct streets that conform with the neighborhood and other development concepts addressed in the comprehensive plan.



Middleton, Wisconsin



De Pere, Wisconsin

Define the parking areas of streets in areas with high pedestrian crossing traffic. The parking areas of streets should be defined by curb extensions at intersections with substantial pedestrian crossing traffic. Curb extensions prevent motorists from using parking lanes as passing or turning lanes at intersections and encourage people to drive slowly when parked vehicles are not present. The curb extensions also minimize pedestrian crossing distances at the Village’s intersections. Pictures of curb extensions in De Pere and in the City of Middleton (near Madison, Wisconsin) are shown at left.

Table 11.1 - Recommended Local Street and Right-of-Way Width Standards Summary

Street Type	Right-of-way Width**	Pavement Width (curb face to curb face)	Driving Lane Width	On-Street Parking	Parking Areas Defined by Curbs?
Arterials*					
Collectors	60-70 feet	36 feet	10-11 feet	Both Sides	Yes
Local Streets					
No parking	40 feet	21 feet	10.5 feet	None	No
One-side parking	50 feet	24-28 feet	16 feet (travel line)	One Side	Depends on setting
Both-sides parking	55 feet	28-31 feet	14-17 feet (travel line)	None	Depends on setting
Industrial	60 feet	32 feet	12-13 feet	None	No
Alleys	16 feet	12 feet	--	--	--

* *The design of arterial streets may vary, but their design should be consistent with the recommendations in this chapter*

***The right-of-way width includes the widths of the driving area, parking area, curbs, parkways (between the sidewalk and street), and sidewalks*

Develop street networks with multiple routes over increasing lanes on fewer arterials. Street widenings are often the result of concentrating too many auto trips on too few streets. This in turn increases barriers to pedestrian (and bicycle travel) and often generates excessive speeds when these streets operate below peak capacity during much of the week. By contrast, a system of two or three lane arterials, complemented by an interconnected collector and local street system, and efficient traffic control techniques at intersections disperses traffic and provides the potential of better motoring, walking, and bicycling environments. Narrower, attractive streets also reduce the scale and hardness of the street, creating more attractive corridors.

Develop complete street corridors. Some significant corridors should be designed or configured as complete (or multi-modal) streets, with safe and comfortable accommodations for motorists, pedestrians, and cyclists. Complete streets are typically more comfortable with fewer travel lanes, and, in existing situations, are often created by reducing substandard four-lane sections to three-lanes with center left turns and shoulders/bicycle lanes. Features of complete streets may include:

- Continuous, 5-6 foot sidewalks, separated from travel lanes by parkways with a minimum width of 6 to 8 feet.
- In some cases, sidepaths (wider paths within a street right-of-way designed for multiple use) on streets with heavy traffic and few driveway interruptions. Cardinal Lane includes a sidepath south of Riverview Drive. Sidepaths can create hazardous conditions at intersections that require careful design treatment and operating practices. Most urban bicyclists prefer bicycle lanes to sidepaths.
- Bicycle lanes, that also can act as buffers between parking and travel lanes, or shoulders.
- Other pavement markings, such as sharrows, on streets with lower traffic volumes.

- Pedestrian-friendly streetscape features, defined intersection crossings, and traffic calming techniques.

Excellent examples of complete streets in the Green Bay metropolitan area include Military Avenue in Green Bay and Broadway in Ashwaubenon. The former is a multi-lane facility, the later a two- to three-lane road with occasional medians.

Design Intersections to Maximize Safety. The Village should utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize pedestrian, bicyclist, and motorist safety at the Village’s intersections. Techniques that should be used include roundabouts, curb extensions at intersections, and other street design features. The narrower street widths recommended in this section will also help make intersections safer by controlling the speed of vehicles as they approach the intersections.

Continue to use roundabouts at appropriate intersections. The Village currently has single-lane roundabouts at the intersections of Lineville Road and Cardinal Lane, Lineville Road and Rockwell Road, and Belmont Road and Belle Plane Road. The Lineville Road roundabouts were featured in a 2001 Brown County Planning Commission study that examined their safety, efficiency, and other impacts between 1996 and 2001. This study found that the Lineville roundabouts have made the intersections more accessible to pedestrians and bicyclists and safer for everyone. Since the existing roundabouts have already made three of Howard’s intersections safer, more accessible, and more attractive, the Village should continue to utilize these facilities. Roundabouts can also be effective at resolving complex intersections, such as the potential intersection of Greenfield, Shawano, Milltown, and Evergreen.

PEDESTRIAN AND BICYCLE FACILITIES

Because many of the Village’s streets lack sidewalks on either side, many activities that normally occur on sidewalks are occurring in the driving areas. Children walk to and from school on the Village’s collector and arterial streets and off-street sidewalk space for social interaction and supervised play is often non-existent. Also, inexperienced bicyclists are often uncomfortable riding in mixed traffic without bicycle infrastructure, and motorists and cyclists alike are not certain about travel conventions on wide streets. Howard should create a pedestrian and bicycle transportation system that both adapts and complements the Village’s street system by:

- Developing land use patterns that enable and encourage walking and bicycling.
- Creating a safe, continuous pedestrian system throughout the Village (especially routes to school)
- Providing continuous, strategic routes that enable people to reach developments in the Village on foot or by bicycle.

Methods of achieving these objectives include:

Mixing Land Uses Throughout the Village. Implementing Chapter Nine’s recommendations for mixing land uses within the Village Center and neighborhood centers creates destinations that can be easily reached by pedestrians and bicyclists.

More destinations are accessible on foot (and by bicycle) when land uses are mixed and streets are frequently interconnected. The mixing of residential, commercial, institutional, and recreational uses within these centers (and elsewhere in the Village) will enable people of all ages and physical abilities to travel from place to place without a motorized vehicle. This will significantly improve mobility for all Village residents, reduce traffic on the existing street system, and help people incorporate physical activity into the routine of life.

Developing a Continuous Sidewalk System. The Village Streets section above recommends reducing required street widths and making intersections safer and more accessible for motorists, pedestrians, and bicyclists. These improvements should be accompanied by a continuous sidewalk system that can be created through the following three-step process:

Step 1: Require sidewalks in all new subdivisions. The Village should begin the process of creating its comprehensive sidewalk system by requiring developers to install sidewalks on both sides of all streets in all new subdivisions. The only situation where sidewalks should not be required on both sides of a street is when physical or environmental constraints exist. In these situations, sidewalks should be required on at least one side of the street.

Step 2: Install sidewalks along major streets and walk routes. Next, the Village should install sidewalks along both sides of all existing home-to-school walking routes and all existing collector and arterial streets. These sidewalks will enable children to walk outside of the driving area and provide people a safe place to walk along the streets that carry high volumes of traffic. These sidewalks should be considered to be general benefits to all residents of the Village, and should be financed by the community at large.

Step 3: Construct sidewalks along the rest of the Village's streets by identifying demand and consulting residents prior to street reconstruction projects. After requiring sidewalks along all new subdivision streets and installing sidewalks along all home-to-school walking routes and collector and arterial streets, the Village should work toward constructing sidewalks along the rest of the Village's existing streets by identifying neighborhoods where people want sidewalks and meeting with residents prior to street reconstruction projects to determine if street narrowing and sidewalks should be elements of the projects. This will create a continuous pedestrian system that serves the village center, neighborhood centers, and other destinations within and immediately outside the Village.

Developing a multi-use trail system and bicycle transportation system that complements the sidewalk network. As the sidewalk system is gradually completed, the Village should also develop an off-street pedestrian/bicycle trail system, using the recommendations of previous documents and this plan. This system will be developed in stages, with right-of-way acquisition involving land purchases and charitable donations, purchase or grant of easements, cooperation with area utility companies to utilize utility easements, and required developer dedications of land for trails as part of the development approval process. Current public property, including parks and publicly owned ESA's, also provide strategic trail corridors. The Village should also work with the Wisconsin Department of Natural Resources and

Brown County to railbank corridors proposed for abandonment of rail operations, and develop trails on them. In addition to serving destinations within the Village, these efforts will help to connect Howard to the surrounding communities and improve intercommunity mobility.

In addition to off-street, multi-use trails, Howard should also provide a strategic system of on-street bicycle facilities. These should be developed in ways that involve neighbors in the design and configuration of facilities, and avoid actions that are likely to produce opposition, such as removal of necessary on-street parking. Types of facilities include:

- Shared routes, marked by sharrows, usually most appropriate on relatively low-volume streets, with average daily Traffic (ADT) below 3,000 to 5,000 vehicles per day (vpd).
- Bicycle lanes, providing specific lane width for cycling. Bike lanes along parking lanes should provide adequate space to permit cyclists to avoid hazards from opening doors. Where width is not adequate for bicycle lanes in both directions, a lane may be paired with a shared lane in the opposite direction, or paired with a directional lane on a parallel street.
- Complete streets, involving streets with bicycle lanes, cycle tracks, or other facilities as part of their design.
- Bicycle boulevards, low-traffic streets with adaptations for pedestrians and bicycles that generally parallel arterial streets and serve the same destinations.

Designing Developments That Provide Direct Access to Sidewalks and Streets.

Many of the Village'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. An example of this in Howard is Velp Avenue at and south of Glendale Avenue, which is lined with commercial destinations that are separated from sidewalks by large setbacks and parking lots. Site design standards should require defined, safe routes from public sidewalks to primary entrances of buildings and, in the case of larger projects, defined bicycle routes and convenient bicycle parking. Development design should also minimize separation between the street and building entrance facades by locating parking to the side or the rear of buildings, and, in mixed use districts, reducing setbacks. People will still be able to reach their destinations with motorized vehicles, but these design features will also enable and encourage people to travel to them using other transportation modes.

Ensuring that all transportation structures have pedestrian and bicycle facilities.

The Village should work with the Wisconsin Department of Transportation and Brown County Highway Department to ensure that all of the Village's bridges, interchange overpasses, and other transportation structures have pedestrian and bicycle facilities when they are constructed. These facilities were not components of the South Cardinal Lane reconstruction project in the late 1990s, and the demand for pedestrian walkways along the Duck Creek bridge is beginning to increase as this area develops. Howard received a grant through the state's Statewide Multimodal Improvement Program (SMIP) to cover most of the cost of adding pedestrian accommodations to the bridge and a trail on the street's east side. However, it is important that these accommodations be included at the start of future projects

to avoid the cost and inconvenience of retrofitting structures. The proposed US 41/STH 29 improvement program includes significant pathway construction, but should close any remaining gaps in path continuity.

Enabling People to Travel Easily Between Subdivisions and Other Developments.

In some parts of the Village, the grid and grid-like street patterns recommended earlier in this chapter will not be feasible due to the presence of existing development or physical constraints. When cul-de-sacs must be built and development and physical barriers are not present, the Village should require the designation of public rights-of-way at or near the end of the cul-de-sacs for multi-use paths that connect to neighboring subdivisions, schools, parks, and other destinations. These paths should be between 10 and 12 feet wide and paved to accommodate pedestrians, bicyclists, skaters, and other nonmotorized uses. This width and surface will also be able to handle authorized vehicles, such as park and public works trucks.

Developing land use patterns that enable and encourage walking and bicycling, creating a safe and continuous pedestrian system, and enabling people to easily reach developments from the streets and sidewalks will dramatically increase mobility for everyone in Howard. This enhanced mobility and choice of viable transportation modes will also help to attract new residents of all ages to the Village, improve access to Village businesses, and allow the Village's existing and future street system to handle traffic efficiently.

PUBLIC TRANSPORTATION

In the past, Howard has chosen to not join the metropolitan area's transit system because the benefits were not believed to justify the costs. Indeed, Howard's low overall population density is not fertile territory for a self-sustaining transit service. The only service that has been provided to the Village was a route that ran between the Green Bay METRO transportation center and AMS in 1996, and that service was terminated after three months due to low ridership.

However, failing to provide transit has its own costs, including decreasing the ability of businesses to employ workers who need transit. Public transit requires a dense commercial and residential development pattern and streets that frequently interconnect for the service to be attractive and efficient. An effective transit service requires establishing the population densities, pedestrian system, street network, and land use pattern recommended in the Land Use and Transportation chapters of the comprehensive plan. Once these features are in place (at least in the Village Center), Howard should work with Green Bay METRO and the Brown County Planning Commission to design a bus route that serves the Village. This service may differ from conventional fixed route transit with innovative methods, such as establishing specific stops and timepoints, with more flexible, demand-responsive routing between those timepoints. Other techniques include:

Transit Stops in the Village and Neighborhood Centers. To ensure that transit can be accommodated when the required elements addressed above are in place, the Village should include at least one transit stop in the middle of the village center and each neighborhood center to enable people to easily reach the buses on foot.

All future large-scale shopping and other developments should also include transit accommodations when they are built.

Specialized Transportation Services for the Elderly and Disabled. Once the Village joins the Green Bay METRO service area, it will also be included in the area served by METRO's elderly and disabled transportation service. Under the current service, clients can be picked up at their homes and taken directly to their destinations in vehicles that can accommodate wheelchairs, scooters, and riders who do not require mobility devices. This service will provide another transportation option to elderly and disabled Howard residents who need assistance to reach medical appointments, grocery stores, activities in the village center, and other destinations throughout the METRO service area.

RAIL TRANSPORTATION

Howard currently has three active rail lines that primarily serve the east and southeast portions of the Village, but the most active of these lines runs along Lakeview Drive into Suamico. The other two lines currently experience very little train traffic, and both of these lines have been identified as possible Rails-To-Trails projects if they are proposed for abandonment in the future. The Village should, however, maintain the line that currently serves Omnova Solutions, Inc. in the Howard Industrial Park because the park will likely attract additional industries that utilize rail to import and export materials. The Village should also work with the companies that own the tracks over the next 20 years to provide rail spurs to new industries that require them.

AIR TRANSPORTATION

Austin Straubel International Airport will continue to provide air service to people traveling to and from Howard, and the expansion of Howard's commercial and industrial bases over the life of the plan will likely increase the demand for air freight service at the airport. Howard should work with representatives of the airport over the next 20 years to support the retention and, if possible, expansion of air carriers that offer passenger and freight service.

TRUCKING

The Village does not currently have a formal system of truck routes because nearly all of the existing heavy truck trips occur on the Village's periphery. However, as the commercial and other truck-generating land uses are mixed into the village center, neighborhood centers, and other parts of the Village over the next 20 years, the Village should consider identifying streets where heavy trucks are allowed to travel. These truck routes would be designed to minimize impacts on residential areas and inform truck drivers of the most efficient routes into and out of the Village.

Once this system is identified, the Village should mark the truck routes with street signs that distinguish them from the other Village streets. One method of doing this would be to paint the truck route street signs a unique color so they can be easily

identified by truck drivers. This approach has been used by the Village of Ashwaubenton for several years to enable truckers to determine if they can drive on certain streets before they unknowingly enter them illegally.

PROPOSED TRANSPORTATION SYSTEM

Figure 11.3 shows the proposed transportation system (Chapter Four illustrates the current system). The proposed transportation system includes streets and trails proposed as part of the western growth area development concept in Chapter Nine, and planned changes to US 41 and STH 29/32. These two elements are described in detail below.

WESTERN GROWTH AREA

Chapter Nine introduced a circulation plan for the growth area west of Greenfield Avenue. Streets are proposed to maintain overall connectivity and accessibility between existing development and proposed growth centers. Future major streets in this area, most notably the proposed West Howard Boulevard, should include multi-modal features such as generous sidewalks, trails, and bike lanes. A list of proposed changes is provided below, and a close-up of the western growth area is provided in Figure 11.4:

- **Street Connectivity and Continuity in Existing Development.** Several local streets were added east of Greenfield to improve connectivity. Unfortunately, little can be done to significantly improve street connectivity in this area, because street patterns are already highly developed, with a high use of cul-de-sacs.
- **STH 29/32 Improvements.** The Development Concept accommodates the planned improvements to Highway 29/32, including the interchange at Sherwood, the overpass without an interchange at Pinetree, the loss of connectivity at Greenfield, and the proposed interchange at Marley, which becomes a significant feature in the land use plan west of Greenfield.
- **Greenfield/Shawano Intersection.** A major change in the alignments at this intersection is proposed to resolve existing offsets and discontinuity. A realignment of Shawano is proposed to allow for east-west continuity of Evergreen Avenue and Milltown Road. This realignment facilitates the creation of a mixed use subcenter. This complex intersection may be resolved by a roundabout design.
- **West Howard Boulevard.** As described in Chapter Nine, West Howard Boulevard (WHB) is a new circulator street that complements existing arterials by accommodating local and inter-neighborhood auto, pedestrian, and bicycle trips, and connects existing and future businesses and residents to the proposed interchange at Marley Street. Figure 11.5 illustrates a typical section for West Howard Boulevard. Segments may also include on-street parallel parking on one or both sides. WHB's features include:
 1. Design for low speeds in the range of 25 to 30 miles per hour.
 2. Full access from adjacent properties, which should be oriented to the street.
 3. An attractive, well-landscaped streetscape.
 4. Bicycle lanes and generous sidewalks, separated from travel lanes by a substantial parkway setback.

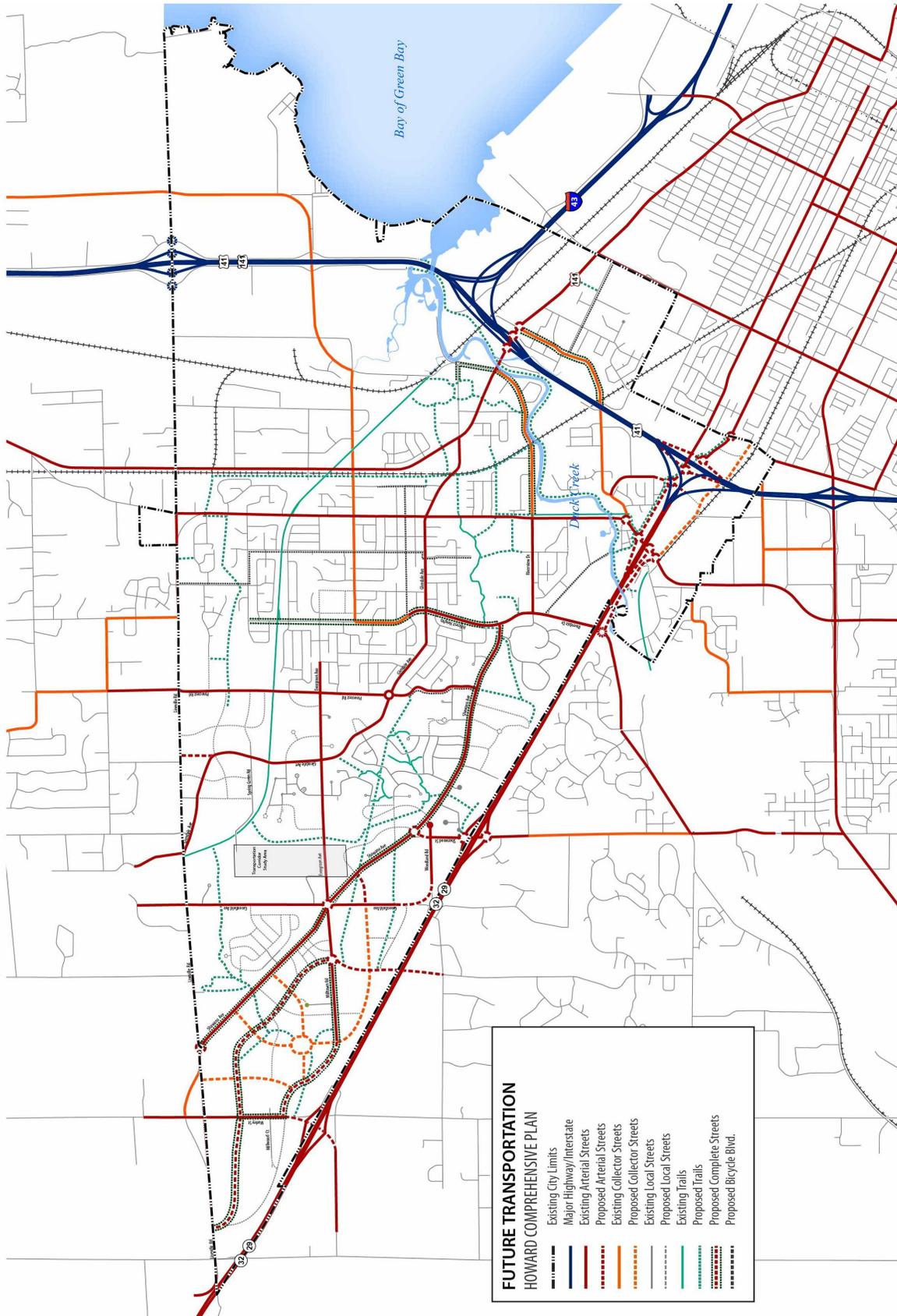


Figure 11.2 - Proposed Transportation System

5. Gradual implementation, with segments of the boulevard platted when subdivisions are developed along its route. Construction occurs as development occurs, with each new development constructing their share of the loop. Developers would be responsible for financing a normal street, while excess costs would be paid by the Village.
- **Milltown Road Access to 29/32.** Existing commercial development along West Milltown Road would access the new 29/32 interchange via the Circulator Loop as shown on the Concept. Hobart's North Pine Tree Road, would also connect to the Loop via an overpass from the south.
 - **Extension of Spring Green Road between Glendale and Pinecrest.** This important segment connects Spring Green Park and the Akzo Nobel Sports Complex.

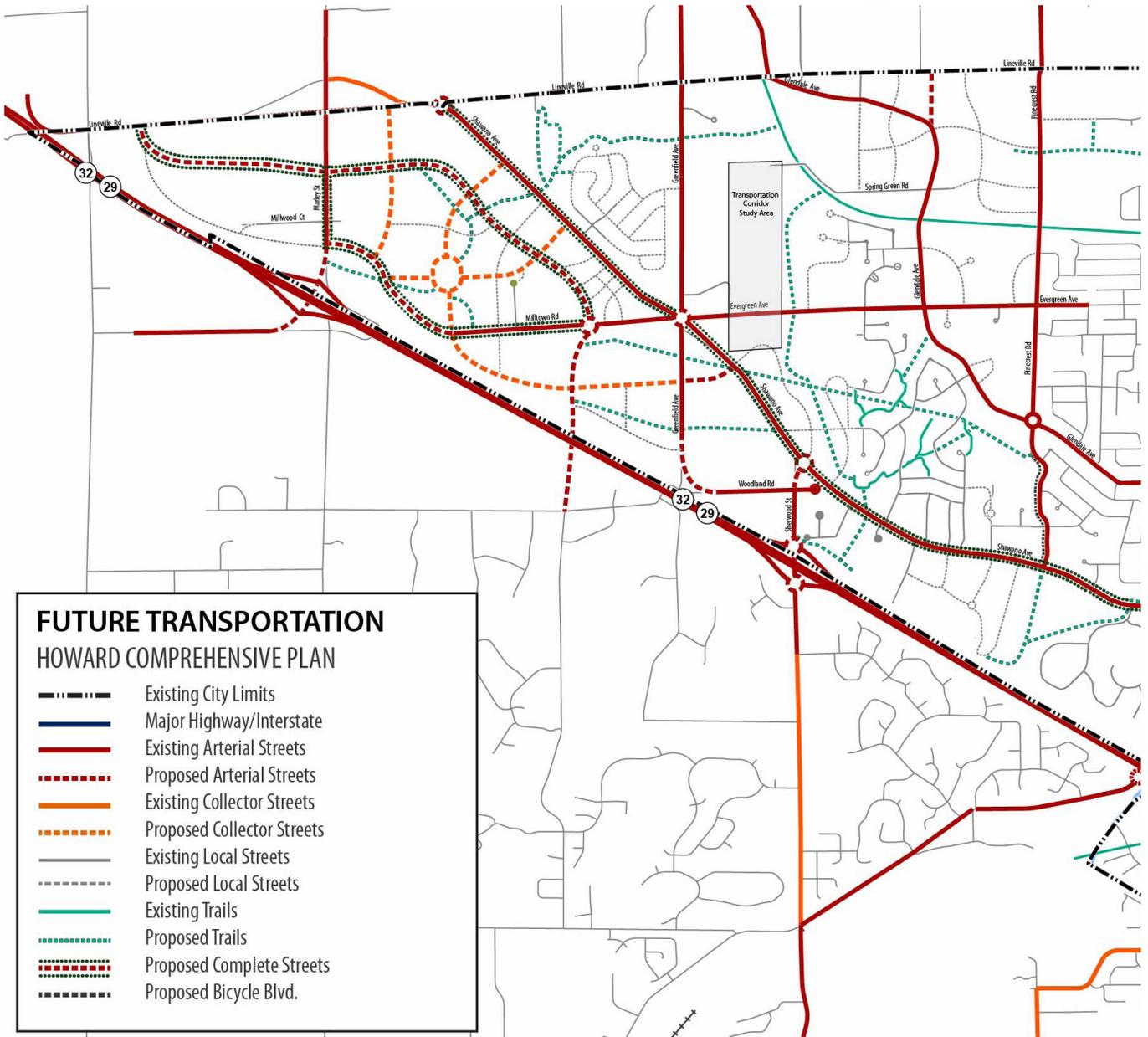


Figure 11.3 - Proposed Transportation System for Western Growth Area

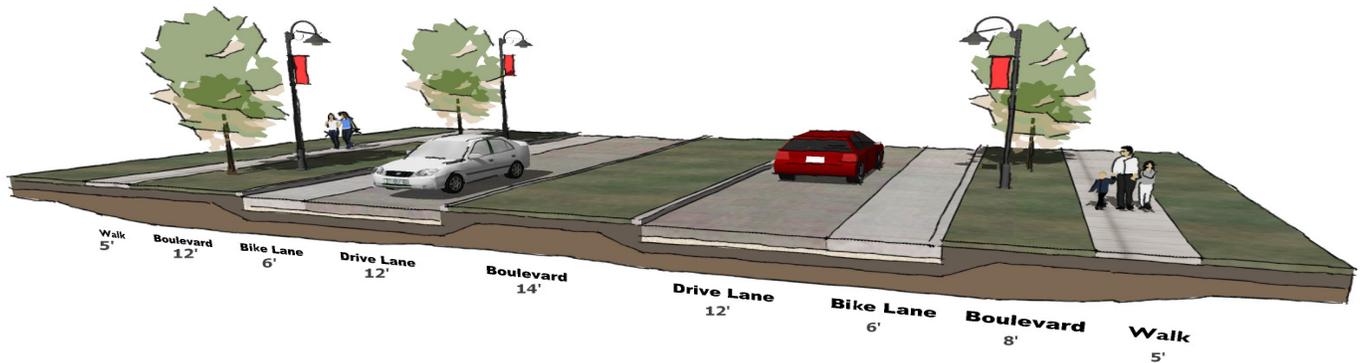


Figure 11.4 - Proposed Transportation System for Western Growth Area

- **Study of a potential corridor that extends the Sherwood Street corridor northward at least to Evergreen and ideally to Spring Green Road.** This would provide needed north-south continuity to and across STH 29 and the central-west part of Howard. However, corridor alignment is complicated by pre-existing development, property ownerships, and environmental features, and requires careful study and involvement of property owners.

THE US 41/I-43/STH 29/32 PROJECT

The Wisconsin Department of Transportation is currently updating US 41 through Howard as part of a larger update to a 200-mile stretch of the highway from southeastern Wisconsin to Fox Valley. The US 41 project spans 14 miles of highway in Brown County, including the portion adjacent to Howard, and is expected to be completed in 2017. The project includes the addition of nine rebuilt interchanges, including the Wisconsin 29 interchange at the southeast corner of Howard. This very large regional transportation project will be developed during the planning period and its components are discussed below.

The US 41/STH 29 interchange will be improved to a multi-level systems interchange (Figure 11.5). Specific changes include:

- Constructing a collector-distributor roadway to provide more efficient traffic flow between the Mason street and STH 29 interchanges.
- Embedding a Shawano Avenue/US 41 service interchange within the systems interchange (local access to Shawano Avenue from US 41 will remain the same, but will be accomplished through the collector-distributor)
- Building multi-lane roundabouts at the ramp termini of the US 41/Shawano Avenue service ramps
- Building a series of 8 multi-lane roundabouts along future County RK, Packerland Drive and Shawano Avenue.

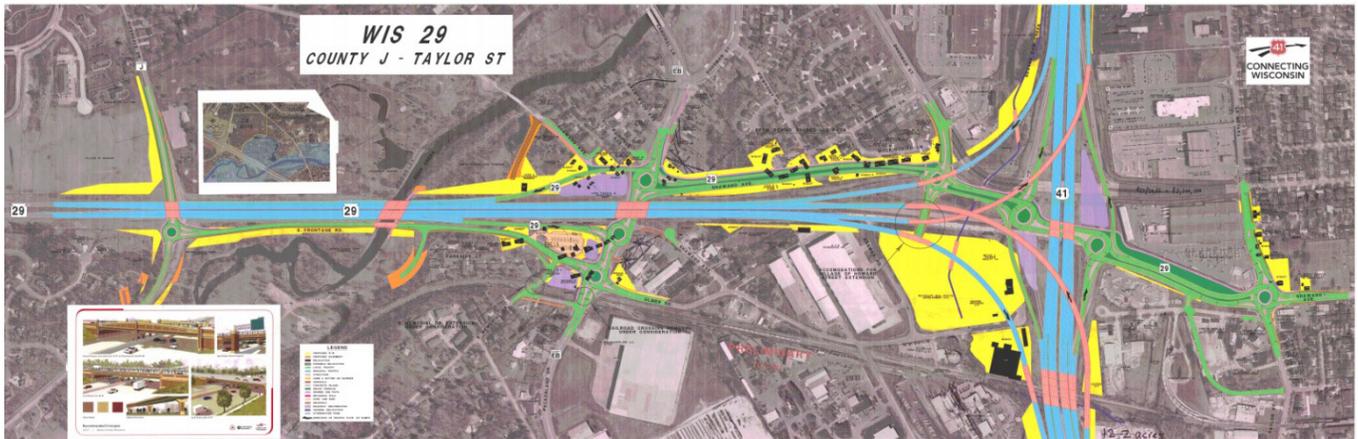


Figure 11.5 - Proposed Changes to WIS-29, including interchange with US-41 Source – Wisconsin Department of Transportation

STH-29 west of US 41 also will undergo several major changes (Figure 11.5), including:

- A grade separation of the County J/WIS 29 intersection. WIS 29 access from County J will be removed
- A south frontage road (County RK) between County J and Packerland Drive
- A half interchange at Packerland Drive
- Reconstruction of Taylor Street between Dousman Street and north of Badger Street
- Removing Dousman Street from approximately 400 feet south of Hummingbird Lane to Taylor Street
- Building a shared-use path along the north side of Shawano Avenue from Pamperin Park to Taylor Street

A priority for Howard will be realignment of Ullmer Road between the Packerland Drive interchange and Shawano Avenue in Green Bay to an alignment close to the parallel railroad. This opens several significant commercial sites in the Village.

Related Interchange Improvements

Improvements at the Velp Avenue/US 141 interchange (Figure 11.6) include:

- Rebuilding US 41 bridges over Velp avenue to include bicycle and pedestrian accommodations
- Installing roundabouts at the ramp terminals and at the intersection of Velp Avenue and Memorial Drive
- Constructing a stormwater detention pond in the vicinity of interchange

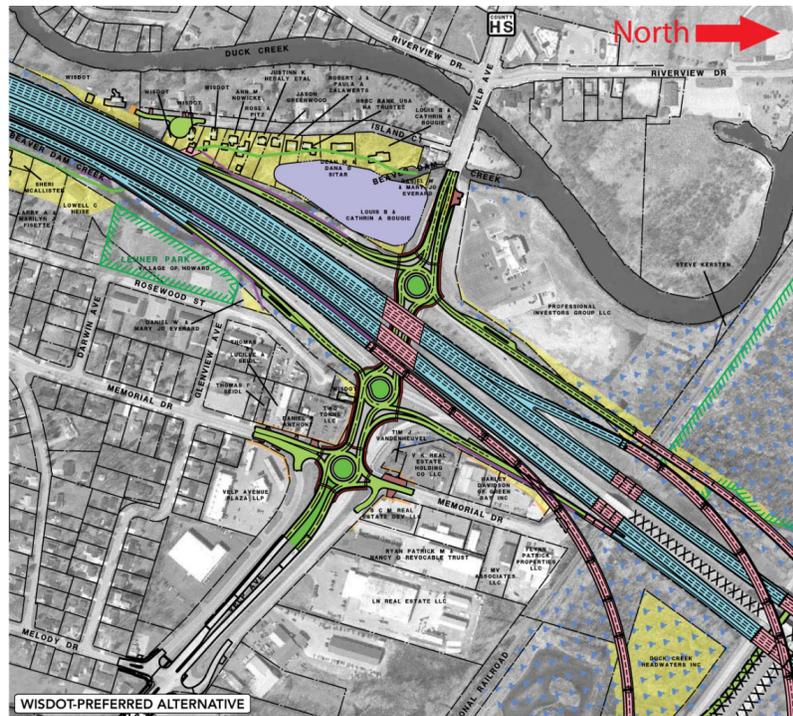


Figure 11.6 - Proposed Velp Avenue/US 141 Interchange.
Source: Wisconsin DOT

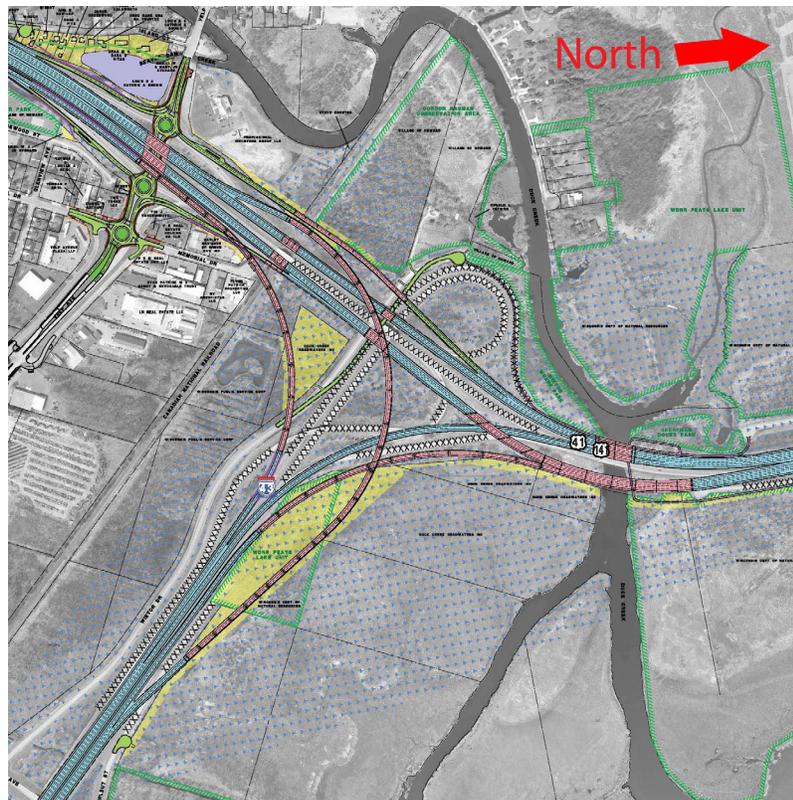


Figure 11.7 - Proposed I-43 Interchange. Source: Wisconsin DOT

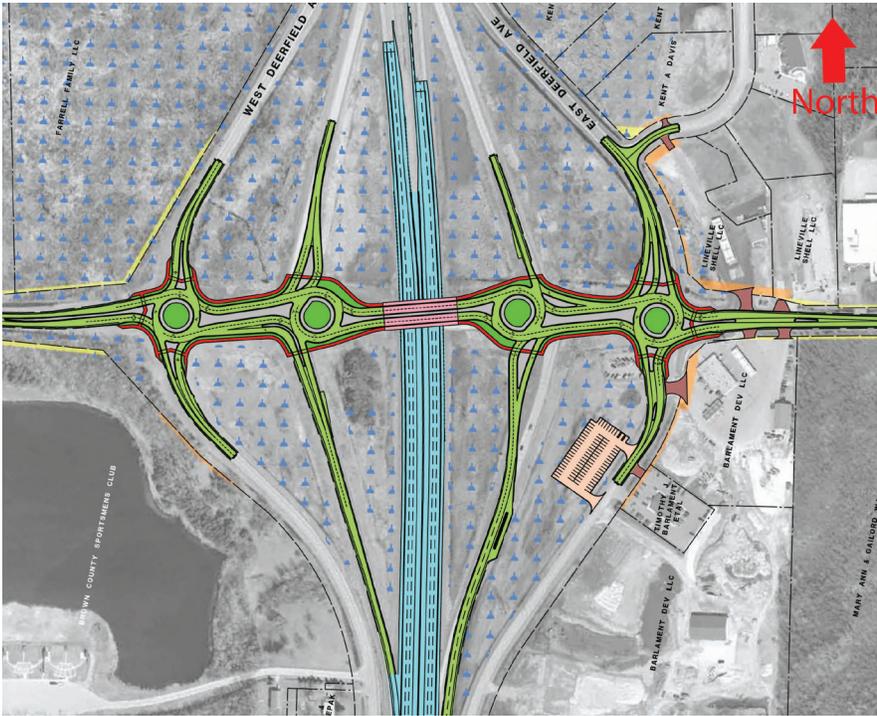


Figure 11.8 - Proposed Lineville Road Interchange.
 Source: Wisconsin DOT

Proposed improvements at the I-43 interchange (Figure 11.7) include:

- Reconstructing the interchange with directional ramps (all loop ramps eliminated).
- Expanding US 41 including a revised northbound alignment, and a raised northbound gradeline, to accommodate the southbound US 41/ I-43 ramp within the existing interchange footprint and the northbound I-43 to southbound US 41 flyover ramp piers and foundations.
- Constructing new bridges over the Canadian National (CN) Railroad, Wietor Drive, I-43, and Duck Creek.
- Eliminating existing access between Velp Avenue and I-43 via US 41. Atkinson Drive, or an alternate route, would be used to access southbound I-43 from Velp Avenue or to access Velp Avenue from northbound I-43. This is required in order to accommodate the FHWA's recommended design speed for the direct ramps at the US 41/I-43 interchange.

Improvements at the Lineville Road interchange (Figure 11.8) include:

- Constructing roundabouts at the northbound and southbound ramp terminals, and at the intersection of County M with East Deerfield Avenue and West Deerfield Avenue.
- Building an additional lane for westbound traffic on County M.
- Building a free-flow right-turn lane for eastbound traffic at the southbound ramp terminal.
- Raising the County M bridge over US 41 to provide greater vertical clearance.

TRAIL, PATHWAY, AND BICYCLE ACCESS

Howard's premier alternative transportation facility is the Mountain Bay State Trail, a regional multi-use pathway that begins near Memorial Park and extending 83 miles west to Weston in Marathon County. On its way through Howard, the trail also serves the Akzo Nobel Sports Complex and Spring Green Park. Other existing paths include the Meadowbrook Park Trail between Hillcrest Drive and Cardinal Lane, South Cardinal Lane from Riverview Drive to Duck Creek, and segments of a path along Duck Creek. In addition, Riverview Drive from Velp to Duck Creek includes a shoulder, intended to be shared by pedestrians and bicyclists; and Memorial Drive features bike lanes between Velp and US 41.

This transportation plan envisions expansion of these components into an alternative transportation system. This system includes the following major components:

- An East-West Bikeway, that from the west includes bicycle lanes along the proposed West Howard Boulevard to the intersection with the major power near Milltown and North Pine Tree Road; the Powerline Trail, along the utility easement southeast to Pinecrest Road; bike lanes along Pinecrest to Shawano Avenue; bike lanes/shoulders on Shawano to Meadowbrook Park; the existing Meadowbrook Trail to Cardinal Lane; and an extension to a rail-trail along the north-south rail line roughly paralleling Velp Avenue. The Village Center concept presented in Chapter Ten links this trail into the middle of that development district with greenway corridors.
- A Mills Center Trail, beginning at West Howard Boulevard and extending along drainageways north to the proposed sports center complex, Mills Center Park, and then east to the Mountain Bay State Trail.
- A Spring Green Trail, following a potential greenway between Spring Green Park and the Mountain Bay State Trail to the Hoff-Reinhard Refuge and the Powerline Trail. This continues as a recreational/nature study loop that links a chain of Village-owned ESA's in the central part of the village.
- A Duck Creek Trail, beginning in Pamperin Park, continuing east along the creek and intersecting the existing Cardinal Lane sidepath to the north-south rail line, continuing with bike lanes on a complete street connection of Riverview and Lakeview to the Duck Creek Quarries. This also connects to the proposed Quarry Promenade and pathway system.
- A Velp Avenue rail-trail, assuming abandonment of a lightly used rail line paralleling Velp Avenue between Duck Creek and the commercial cluster at Velp and Lineville on the north edge of the district.
- A Highway 29 Trail, part of which will be built with the SHT 29 project. This trail begins on the east at Taylor Street and continues to the now pedestrianized Shawano bridge over Duck Creek. This route continues with bicycle boulevard treatment of the stub of Shawano Avenue between the creek and Riverdale; and continues with bike lanes or sharrows north on Hillcrest to the Meadowbrook Park Trail and the Village Center.
- A Rockwell Road bicycle boulevard between Meadowbrook Park and the East West Bikeway to the Mountain Bay Trail. This route would then use the trail to Cardinal Lane with an improved grade access to Cardinal, and continue with a hybrid lane/sharrow configuration on Cardinal north to Lineville.
- Adaptations of Lavender Lane and Woodale Avenue as shared routes. Lavender can serve as a bicycle boulevard paralleling Glendale Avenue between Hillcrest and Cardinal.

- Completion of bicycle lanes on Memorial Drive between Velp and Cardinal.
- Improvement of access points to grade level along the Mountain Bay State Trail.
- A bicycle/pedestrian connection between Howard and Hobart, probably incorporated into the Sherwood Street/Hillcrest Avenue overpass over STH 29.

The Village should develop a long-term implementation schedule for this system. Some elements are relatively easy, requiring signage and pavement markings, while other segments may be very long-term, because of land availability and other issues.



12

Future Parks and Natural Resources

Parks, greenways, and open spaces are important contributors to both the character and quality of life in the Village of Howard. The Village’s abundant environmental resource areas ensure that Howard’s distinctive rural character will remain intact, even as the western growth area develops.

CHAPTER 12: FUTURE PARKS AND NATURAL RESOURCES

Parks, greenways, and open spaces are important contributors to both the character and quality of life in the Village of Howard. Beyond the significant land area devoted to parks, the village's abundant environmental resource areas that include wetlands, forested areas, hills, and watercourses, ensure that Howard's distinctive rural character will remain intact, even as the western growth area develops.

This plan envisions a park and open space system for Howard that:

- Provides facilities that meet the demands created by new development in the western sectors of the village. Much of this demand will be met by improving existing public park lands that are largely undeveloped.
- Capitalizes on unfulfilled open space opportunities in built-up parts of the village.
- Links parks, major environmental preserves, residential neighborhoods, activity centers, commercial areas, and schools with a comprehensive and continuous greenway and trail system that serves both transportation and recreational purposes.
- Maintains park access and community character by preservation of linear greenways, both with and without trail facilities. These greenways include natural areas and greenbelts that provide open space within developed areas, maintain habitat corridors, separate incompatible uses, buffer busy roadways and accommodate natural drainage. Greenways may be either publicly or privately owned, but are generally preserved in open space or passive, low-impact use.

Figure 12.1 presents the village-wide park and open space concept, while Figure 12.2 focuses on the primary growth area west of Pinecrest. The plan proposes several significant system expansions and enhancements to maintain a high level of park service as the community grows. Many of these projects also have significant development implications, and have been introduced in Chapters Nine and Ten. They are discussed here in the context of their importance as elements of a unified park and recreation network.

FUTURE PARKS

THE ESTABLISHED VILLAGE: PINECREST EAST

As noted in Chapter Five, many areas in the eastern, or largely built up area of Howard, primarily north of Glendale Avenue, are relatively unserved or underserved by local park facilities, with Pinewood Park and the Alzo Nobel Sports Complex providing this area's primary open space resources. Existing platting and full build-out prevent expansion of park facilities in this area, although a possibility for neighborhood park development exists in the center of this area, north of Lavender Lane and east of Hillcrest. Howard's two signature parks, Meadowbrook and Pamperin, provide better service in the southern parts of the established Village, and the Quarries present a unique public space opportunity farther to the east. Because of the pattern of development here is largely established, park activity in the eastern sector will for the most part capitalize on existing resources and improve linkages among them and to parks in developing parts of Howard.

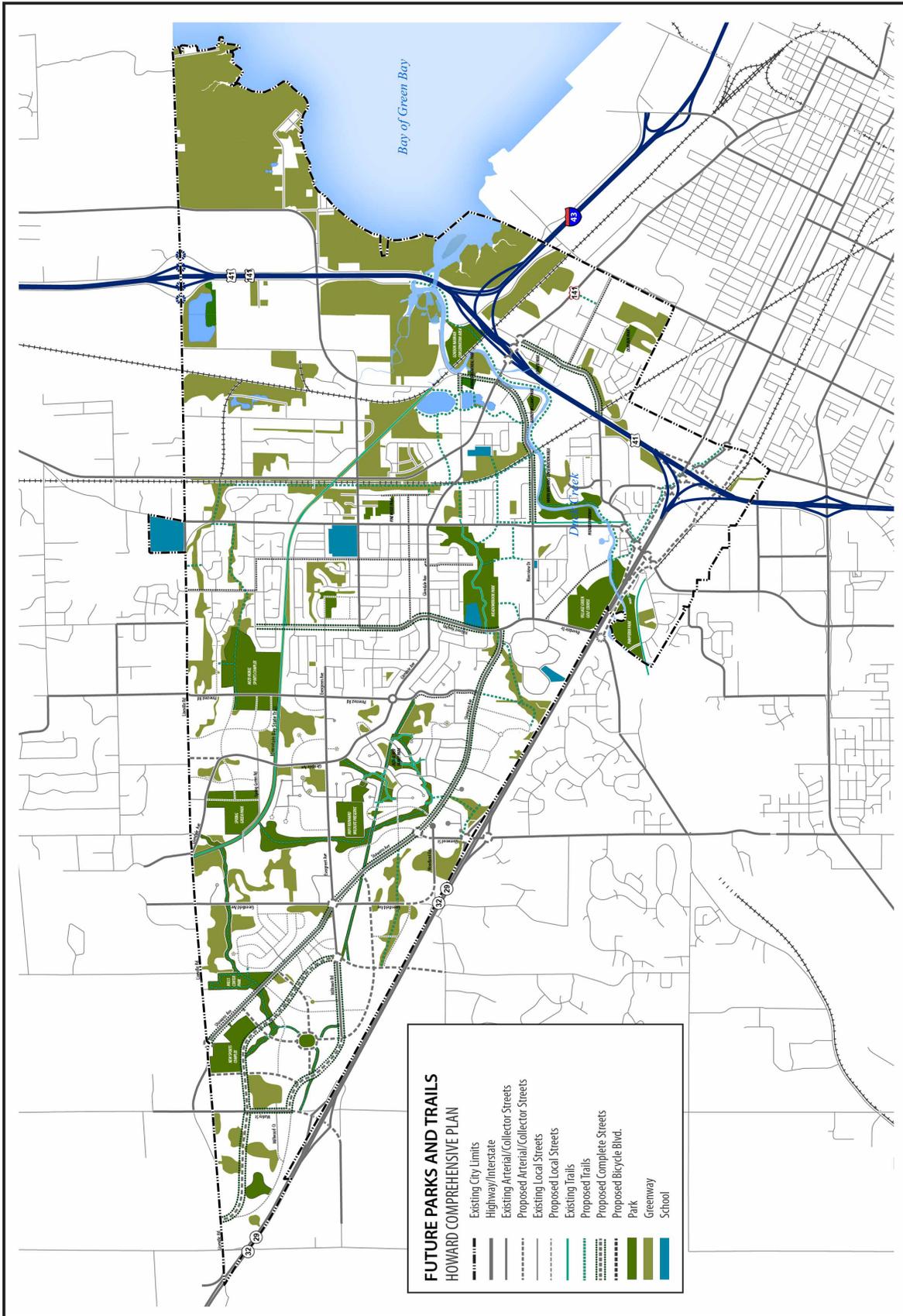


Figure 12.1 - Future Parks and Trails Concept

The park program for the sector of the village east of Pinecrest Road includes:

- Investigating the possibility of acquiring a neighborhood park in the underserved area between Glendale and Lineville east of Hillcrest. A site east of Hillcrest and north of Lavender, possibly associated with ESA's or schools in this area, should be connected to the Mountain Bay State Trail and Meadowbrook Park by the bicycle boulevard concepts, designed to provide safe north-south connections for both pedestrians and cyclists. This would eliminate the local neighborhood park service gap in this immediate area.
- Improving local access to and from the Mountain Bay State Trail. Because much of this trail is on an elevated embankment, access to it from adjacent neighborhoods is difficult. Barrier-free ramps should be provided at strategic points, including the trail's intersection with the north-south bicycle boulevard.
- Continuing development at the Akzo Nobel Sports Complex, including places for informal sports and unstructured play.
- Developing a Village Center Civic Park as proposed by the Village Center concept proposed in Chapter Ten. When defined by surrounding private and civic development, this park should provide a venue for concerts and community events, as well as informal enjoyment and recreation.
- Completing the Duck Creek Quarries proposal as outlined in Chapter Ten, envisioning the quarries as a unique regional recreation attraction, civic space, and catalyst for private investment.
- Implementing over time the trail and greenway system set forth in Chapter Eleven. Elements of this system that are specifically pertinent to the Pinecrest East sector include the East-West Bikeway, linking Meadowbrook Park to the proposed Velp Rail-Trail and to the western part of the village; the Village Center greenway system, ultimately linking Meadowbrook Park to the Duck Creek Greenway by connecting to the existing Cardinal Lane Trail; the Duck Creek Greenway, connecting Pamperin and Williams Parks and other conservation areas to the quarries; the Velp Avenue rail-trail; and the currently programmed paths associated with the US 41 and STH 29 interchange.
- Upgrading facilities at Memorial Park and other public lands around the Quarries.
- Executing the park rehabilitation program presented in Chapter Five.

NEW DEVELOPMENT: PINECREST ROAD WEST

The combination of existing ESA's and public lands, landforms, and introduction of new development and transportation patterns create an exciting opportunity for a linked regional park and open space system, analogous to Milwaukee's Oak Creek Trail network on a smaller scale. This system will evolve over time as development occurs and new lands or greenway corridors become available. It envisions a system of two loops that integrate parks, land use, and transportation, connected to each other by major trails.

- *The eastern loop* is defined by the Alzo Nobel Sports Complex, Spring Green Park, the Mountain Bay State Trail, a major drainage corridor and wooded area linking Spring Green Park and the Hoff-Reinhard Preserve, a system of village- and privately-owned parks and ESA's between the Preserve and Pinecrest Road and including Juza Oliver Family Park, and Pinecrest Road with upgraded pedestrian and bicycle access.

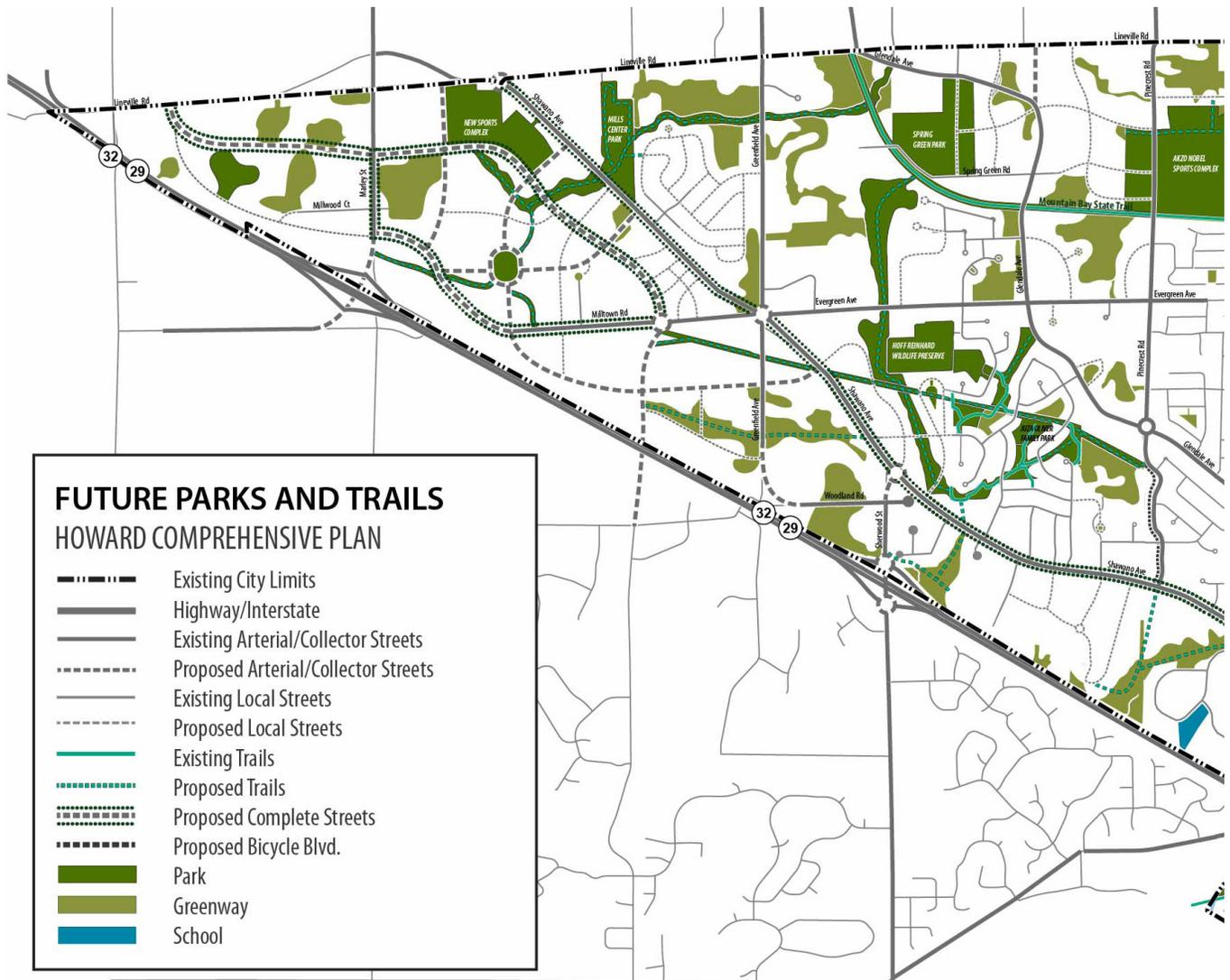


Figure 12.2 - Close-Up of future parks and trails concept for western growth area.

- *The western loop* is defined by the West Howard Boulevard Loop, Mills Center Park, the proposed west sports complex near Glendale and Shawano, a watercourse joining the sports park site to Mills Center Park, and new, strategically located neighborhood parks serving western neighborhoods
- *The two green loops are connected to each other* and the rest of the Village’s park network on the south with the proposed Powerline Trail, from Milltown Road to Pinecrest Road; and on the north along a greenway (now privately owned) between Mills Center Park and the Mountain Bay State Trail.

Park and open space initiatives that realize this overall concept include the following:

- *Two future neighborhood parks.* The western park is associated with an Environmentally Sensitive Area (ESA) west of Marley Street. It could be expanded to house an elementary school site as demand emerges. The eastern proposed park is a central feature of the major residential development area ringed by West Howard Boule-

ward west of Shawano Avenue. The concept illustrated here proposes encircled by streets, in effect becoming the central green of a very large roundabout. This design provides great visibility and access to the park, while also slowing traffic down and discouraging unintended through traffic.

- *Improvement of Mills Center and Spring Green Parks.* Both of these significant open spaces should be developed according to a master plan that incorporates both neighborhood park features, and special resources appropriate to their size and status as community parks.
- *Powerline Trail Corridor.* This concept, described earlier, uses an existing overhead easement as a major trail spine that serves both recreational and transportation purposes. It also connects the Hoff-Reinhard Preserve, Juza Oliver Park, and a number of ESAs, some of which include their own nature path systems.
- *North-South Greenway.* The Concept incorporates a north-south greenway/trail that connects to the Mountain Bay State Trail, previously proposed in the 2002 comprehensive plan. The trail continues south beyond the Powerline Trail, connecting several ESAs and looping through greenways before finally connecting to Pinecrest. From there, the trail connects to the United Healthcare development area, then east to Meadowbrook Park. This potential greenway is now owned privately, and would require assembly through gradual purchase, charitable donation, dedication as part of adjacent development, or easement.
- *A Mills Center Greenway,* the proposed east-west connection between Mills Center Park and the Mountain Bay State Trail. Like the north-south route, this corridor is now privately owned, and would require eventual assembly to maintain its continuity.
- *The Northwest Sports Complex,* a facility that will be needed to accommodate both existing spillover demand from Alzo Nobel and residential growth in the surrounding area. The Village has acquired an 80 acre site southeast of Glendale and Marley. However, the proposed Marley interchange with STH 29 makes the western half of this site eminently desirable for private development, including a significant mixed use development with commercial and higher density residential components. If feasible, this plan recommends selling Marley Street side of the site for private development, and using the proceeds of the sale for acquisition of adjacent land to the east and part of the development cost of the complex. This sports complex would have direct frontage along West Howard Boulevard.
- *Development of the boulevard loop,* which in addition to being an important facility for local circulation, is a key part of the sector's open space network.

PARK FINANCING STRATEGIES

Howard's park development program includes a number of facility types, each of which have financing mechanisms appropriate for their individual requirements. Park project types generally fall into the following categories:

Neighborhood Park Rehabilitation and Enhancement: This project type ranges from rehabilitation of existing facilities to major expansion and park enhancements, as discussed in Chapter Five.

- True neighborhood parks are already in place and serve established neighborhoods. Their maintenance and rehabilitation should be financed by general revenues through the capital improvement program.

- Potential neighborhood parks have adequate space for full services but have not been fully developed. They are typically in developing areas, and funding full development should use a combination of general revenues and a benefit fee program. Benefit fees assess new development on the basis of the demand that they create for neighborhood park service, based on a standard of service (such as acres of parkland per typical household) adopted by the village. Under this concept, new developments platted in the park's service area will contribute their requisite benefit fee, based on the cost of full development. These funds will be used directly for neighborhood park improvements.

New Neighborhood Parks: These facilities fall in two categories: new parks to serve established neighborhoods that are not fully served; and new parks in developing areas. In Howard, a neighborhood park site near Hillcrest and Woodale, or on open land along the Mountain Bay State Trail to fill a service gap is an example of the first; the two neighborhood parks discussed above for the Pinecrest West growth area are examples of the second. Facilities that address gaps in service should be financed through general revenues or other public sector-based funding. New parks for emerging areas are appropriately financed through benefit fees.

Community Park Rehabilitation: This class of projects includes the rehabilitation and enhancement of existing signature parks, such as Pamperin, Memorial, or Meadowbrook. Basic funding for these projects, which have community-wide benefits, will be through general revenues involving both Village and county. However, the special significance of these parks makes them especially attractive for private fund-raising and support from individual, corporate, and foundation sources. Special state and federal grants may also be available to execute some of these major projects.

Community Park Development: Major facilities, such as special features in large parks like Spring Green and Mills Center; or the Northwest Sports Complex, are typically financed through city bonds. Private sponsorship or philanthropic contributions are also key sources for financing development of these major facilities.

Trails and Greenways: The Transportation Enhancements (TE) program of the Surface Transportation Program has been fundamental to trail development both urban and rural areas. The TE program provides 80% matching funding for trail development. Funding for trails incorporated into road improvement projects may also be provided through the regular Surface Transportation Program funds with local matches. As of 2012, the future of the TE program under transportation bills currently in Congress is questionable, and the subject of considerable controversy. If the setaside for enhancement programs is removed, Howard, along with other cities in Wisconsin, should work to ensure that a portion of regular transportation funding is devoted to active transportation systems.

FUTURE NATURAL RESOURCE PRACTICES

Areas for active and passive recreation are a part of an overall goal, identified in Chapter Eight, to create a development plan that is environmentally sustainable and responds to the opportunities and rural character provided by Howard's rich natural setting. This discussion presents policies by which the the Village of Howard can preserve key natural resources, using them to contribute to both the quality

and enduring value of the community.

Pairing Parks and Natural Features

In this plan, future locations for neighborhood and community parks often include or are adjacent to natural resource features, such as wetlands or stream corridors. This allows greater public accessibility to natural resources and potentially enhances their protection through buffering and public ownership. Co-location of parks and natural resources also connects parks through natural resource corridors. Future parks and recreational facilities sites should be coordinated with adjoining communities and Brown County to allow for potential regional trails, avoid redundant or competing facilities, and encourage greater cooperation and efficiency.

Maintaining Stream Corridors as Greenways

Keeping intensive development out of stream corridors will help improve water quality, maintain habitat, and provide recreational opportunities and valuable scenery. Stream corridors have been preserved as parkways in previous Howard plans and have been successful both within Howard, as in Meadowbrook Park, and elsewhere in the region, as along Baird Creek.

The parks, land use, and transportation elements of this plan all respect the integrity of the Village's primary drainage corridors, including Duck Creek, Lancaster Brook, and Bakers Creek, and tributaries, and use them as formative elements of the future Village. Greenway corridors should include the floodway portion of the corridor and additional lands as a buffer. Greenways consisting of both floodways and buffers allow the corridors to serve as wildlife corridors, preserve natural beauty, manage and filter stormwater, and link parts of the Village. The greenways also provide public access to natural areas and allow the Village to capitalize on the intrinsic value of its most notable natural features.

As described above, acquisition or easements of these greenway corridors can occur in a number of ways. Often, they are dedicated when adjacent lands are developed. If public acquisition is not feasible, private ownership subject to conservation easements should be considered. Lands within the parkways should be used only for passive recreation, such as trails.

Conservation Zoning

It is recommended that Howard create a Conservation Overlay District as part of its zoning ordinance and utilize it for the Village's larger blocks of wetlands, floodplains, and drainage-ways. The conservation zone should only allow uses consistent with natural resources and should have standards, such as setbacks or erosion control measures, to protect the value of the resource when adjacent development occurs. This district will provide greater protection of important features and will allow the zoning map to identify areas where conventional development should not occur, or establishing performance standards for permitted development. The conservation district can also provide for additional areas for stormwater management, recreation and open space, and buffers between various land uses. Finally, the conservation district may provide for density bonuses on developable areas of a parcel that includes ESA's or other environmental resources (see below).

Figure 3.6 (chapter 3) displays the environmentally sensitive areas in Howard. This map could be used as a reference to determine the boundaries of conservation overlays

Promotion of Flexible Development Practices

Alternative development approaches, such as conservation subdivisions, offer benefits to natural resources. By clustering development on a site, large blocks of environmentally sensitive areas can be left as preserved open space. New subdivisions can therefore be designed to preserve natural drainage patterns, reduce fragmentation of wildlife habitat, and limit the amount of impervious surfaces.

To promote such development practices, greater flexibility and incentives should be built into Howard's development codes. Developers and Village officials should promote a harmonious relationship between the natural landscape and built environment and strive to encourage preservation of natural areas within newly developed areas. Conservation subdivisions with common open space and other alternative development methods to maintain natural resource features should be encouraged for developments that contain valuable natural features. Allowing reduced lot sizes, density bonuses on developable land that compensate for leaving sensitive areas as open space, smaller setbacks, and/or narrower streets in exchange for preservation of natural resources should also be considered.

Wildlife Habitat

The largest wildlife region in the Village is adjacent to the shore of the Bay of Green Bay. A large portion of these lands is already under public ownership. The Village should support the expansion of the Brown County-owned Fort Howard Paper Foundation Wildlife Area and the WDNR-owned Green Bay West Shore Wildlife Area. This would improve public access to the Bay and preserve waterfowl hunting as an important part of the Village's heritage.

The Village should preserve wetland property along Brunette Road between the railroad and Cornell Road. This area is part of the Suamico Lacustrine Flats, which is identified by state and county agencies as a significant natural resource. The Village should work with the DNR regarding measures that could be used to enhance or rehabilitate this area for wildlife. Howard should consider transferring this property to the DNR in exchange for other DNR property that could be used by the Village for active parkland or additional development.

Groundwater Quality and Stormwater Management

Properly managing runoff from snowmelt and storm events is crucial to protecting the integrity of stream corridors, floodplains, and wetlands, maintaining surface water quality, and guarding against flooding. Appropriate management techniques can range from simple measures, such as directing downspouts to grassy areas where the water can be filtered, to far-reaching measures, such as regional detention ponds. The Village of Howard Stormwater Management Plan should be consulted for detailed recommendations on this topic.

Stormwater Management Infrastructure Maintenance

Howard should continue its program of leaf pickup and street sweeping. These activities significantly minimize pollutants entering the storm sewers (and ultimately the streams) and help maintain the proper functioning of the Village's stormwater management infrastructure. This program should be coupled with efforts to inform the public about preventing pollutants from being dumped into the storm sewer system. Stenciling signs (e.g., "Dump no waste. Drains to creek.") at inlets to the storm sewer should also be considered.

Private Sewer Systems

The Village should support Brown County's "time of sale" program of inspecting private onsite wastewater treatment systems to guard against failing systems for those areas not served by municipal sewer. Ensuring functioning septic systems will protect groundwater used for private wells in these areas. If areas with multiple failing systems are found, the Village should consider the feasibility of extending sewer lines to correct these situations.

Flood Studies

Detailed flood studies should be completed on the Village's streams, either as part of the comprehensive stormwater management plan or as separate projects. Identifying the extent of the floodplain is vital to protecting its integrity and minimizing the impact of floods on the community. By knowing the floodplain boundaries, it is easier to plan and implement stormwater management facilities. Joint efforts, grants, and cost sharing to map floodplains should be pursued, including FEMA, Brown County, DNR, and local developers. Studying entire stream reaches is preferred over individual case-by-case studies for short stretches.

Erosion Prevention

Preventing erosion is critical to maintaining good water quality and protecting habitats associated with streams and wetlands. Howard should continue to enforce its erosion control ordinance and examine it periodically to ensure that it is effective at preventing erosion and associated water pollution from construction sites. All Village inspectors should receive proper training and state certification prior to assuming enforcement duties. Educational and training activities for inspectors, developers, builders, and the general public should be provided periodically.

Education and Citizen Participation

Public Education on Howard's natural resource maintenance is an essential implementation tool. For example, educating property owners along creeks about non-point source pollution and providing tips on landscaping and buffering to prevent this pollution can help to achieve improved water quality. Periodic pamphlets or newsletters could be mailed to Howard residents to provide information on topics such as avoiding dumping pollutants down storm sewers, tree trimming, and other issues relating to natural resource protection. Water resource educational materials are available from the WDNR.

Erecting signs that identify the names of creeks at road crossings would also raise public awareness. Unnamed creeks could have names established, perhaps honoring landowners along them or through school naming contests.

Wetland Delineation

The Village should seek Wisconsin Coastal Management Grants or other funding sources to conduct village-wide wetland delineation to improve upon the existing general wetland maps produced by the Wisconsin DNR. More accurate field-verified wetland maps will allow the Village to better assess development potential, properly zone these areas, protect wetlands, and avoid having to retrofit or replat areas that unwittingly contained wetlands at the time of platting. For example, a portion of the Howard Industrial Park had to be redesigned and replatted in order to work around wetlands that were not identified within the original plat map. If better wetland information and mapping are available ahead of time, this resource can be better integrated on the front end of the design of future developments.

Farmland Loss

Previously, the Village sought to slow its loss of farmland by ensuring compact, orderly growth and limiting the amount of rural residential development. However, the predicted rate of growth for Howard and the dwindling supply of developable land make significant farmland preservation unlikely by the year 2030. As a result, Howard should take measures to preserve a web of open space, as shown in the development concept later in this chapter. This network of open space will allow natural drainage for stormwater and provide valuable habitat links for native species.

Additional Studies and Monitoring

Howard's natural resources should be monitored for signs of stress or degradation. As part of the ongoing Duck Creek Priority Watershed Project, changes in water quality, habitat, and water resource characteristics should be monitored to determine if the goals of the program are being met.



13

Economic Development

Economic Development involves every facet of the community, from parks and trails, to technology infrastructure, to strong leadership. Howard must attend to all these facets in order to support existing businesses, maintain a quality workforce, and foster new economic ventures.

CHAPTER 13: ECONOMIC DEVELOPMENT

Economic Development involves every facet of the community, from parks and trails, to technology infrastructure, to strong leadership. Howard must attend to all these facets in order to support existing businesses, maintain a quality workforce, and foster new economic ventures. The previous chapters of this plan have outlined strategies for accommodating growth, preserving natural resources, maintaining a diverse transportation network, providing quality recreational opportunities and public facilities, supporting a reliable infrastructure system, revitalizing existing neighborhoods, and developing land efficiently, profitably, and responsibly. All of these pieces fit together to form a path that will support a vibrant, enduring economy. These strategies contribute to the declared economic development goals of Howard outlined in the 2008 strategic plan, and support the economic goals of the greater region. While a focused economic development plan is outside the scope of the comprehensive plan, this chapter summarizes the goals of existing economic development documents, then comments on the economic implications of various components of this comprehensive plan, as they relate to these goals.

2008 STRATEGIC PLAN - HOWARD'S ECONOMIC GOALS

The 2008 Strategic plan outlines a number of objectives and actions related to economic development. The first strategic goal of the plan is to create a “strong, balanced economy.” The plan proposes to do this through the following objectives and action steps:

Objective 1: Reconstruct & Redevelop Velp Avenue

Action Steps:

- Aesthetically Enhance Velp Avenue Corridor
- Improve Safety Along Velp Avenue Corridor
- Encourage Multi-Modal Transportation in the Velp Avenue Corridor

A redevelopment concept for the Velp corridor is presented in chapter 10 of this document, and addresses the issues listed above.

Objective 2: Redevelop US 41/STH 29 Corridor

Action Steps:

- Attract Regional Businesses
- Address Sanimax & Samuels
- Create an alternate truck route through US 41/STH 29 Corridor

The Wisconsin Department of Transportation is updating a 200-mile stretch of US 41 which includes a number of Howard interchanges, including the Wisconsin 29 interchange at the southeast corner of Howard. The details of the project are described in the transportation chapter of this document.

The reconstruction of this interchange has important economic development implications. The Community Development Authority of the Village of Howard created a redevelopment plan for the area encompassing the planned interchange construction project. The majority of the area was classified as blighted, and the plan describes the likely impacts of the reconstruction project on these blighted properties. As traffic flow is improved at this interchange, development pressure is likely to increase, which can help drive the aforementioned goal to attract regional businesses.

The DOT is working on a number of other major projects along US-41, including the Velp Avenue/US 141 interchange, the I-43 interchange, and the Lineville Road interchange. These projects will enhance transportation access to Howard, which will in turn make it a more attractive site for business. The plans for these projects are described in detail in the transportation chapter.

In addition to the two goals detailed above, the 2008 strategic plan for Howard also presented the following goals related to creating a “strong, balanced local economy”:

- Retain and expand current business within the Village
- Attract new, targeted businesses – ranging from office to retail to light industrial
- Create a business-friendly environment for local businesses
- Encourage balanced residential growth, especially in areas that will support additional commercial growth

The sections below describe several strategies that the Village of Howard is employing to fulfill the first three goals. The last goal of encouraging balanced residential growth is embodied in the development concept in chapter 9 of this document.

REVITALIZATION ACTIVITIES

Community Development Authority

The Village of Howard recently formed a Community Development Authority (CDA) to review project plans for various developments, create redevelopment plans for targeted “renewal” areas, purchase and sell property, and exercise eminent domain if/when necessary. The CDA is comprised of 7 members - two (2) Village Trustees and five (5) citizen members.

Financial Incentives

Many villages and cities use financial incentive tools to attract certain types of desirable businesses. The Village of Howard also offers a revolving loan fund program and a zero-interest Small Business Improvement Loan program for eligible businesses wishing to expand or locate in Howard. Tax Increment Financing (TIF) is used to encourage development in targeted areas of town, by providing assistance to businesses within the pre-determined TIF district. Figure 13.1 shows the five ac-

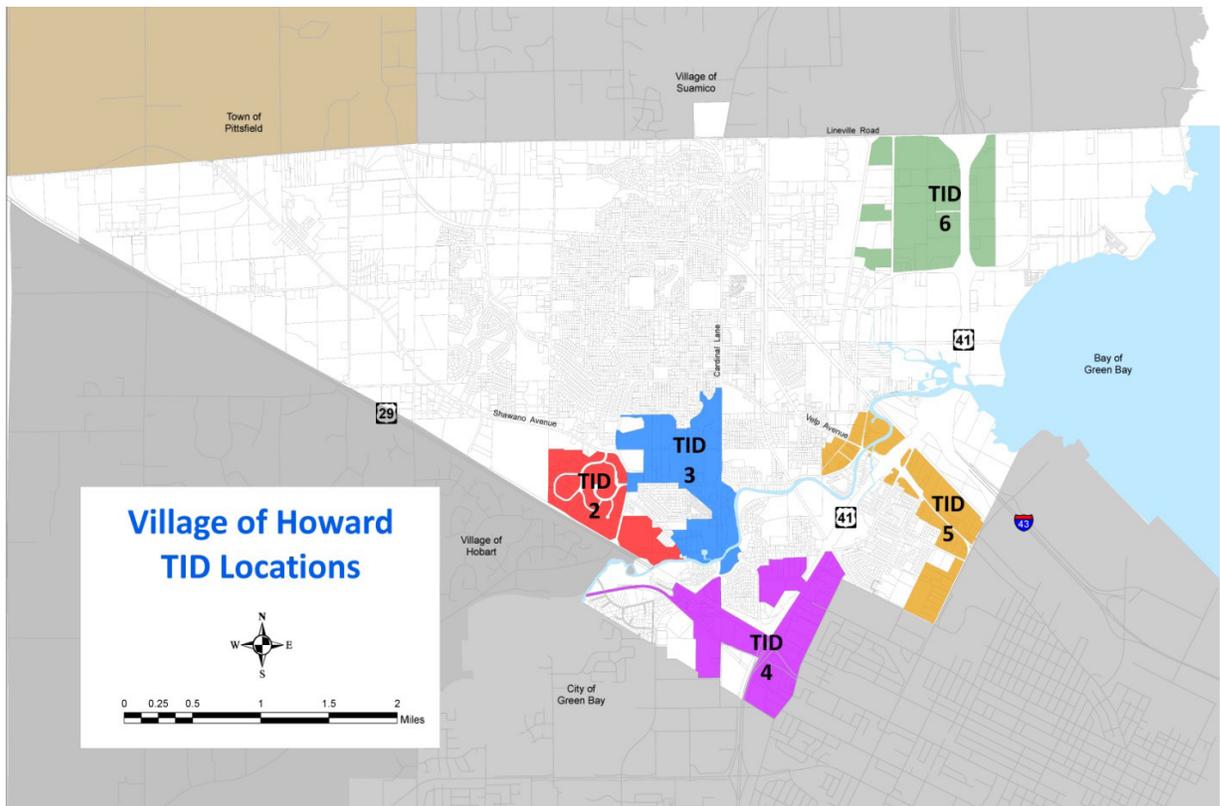


Figure 13.1 – Village of Howard Tax Increment Financing (TIF) Districts.
 Source: Village of Howard

tive TIF districts in Howard, including Lancaster Business Park (#2 in Figure 13.1), Village Center (#3), STH 29/US 41 (#4), STH 141/US 41 (Velp Avenue) (#5) and CTH M/US 41 (#6).

Two TIF districts, #4 and #5, overlap with areas that will be affected by planned DOT reconstruction projects (see chapter 11). The combination of improved transportation access and TIF incentives should make the properties in these areas more attractive for investment, which would help Village achieve its goal to expand existing and attract new businesses.

Other Assistance

Advance, the economic development arm of the Green Bay Area Chamber of Commerce, provides services to help support business development in the region, including site selection assistance, demographic data, a microloan program, business consulting, and a business incubator. Advance also releases a “fact book” that provides detailed information on quality of life indicators, demographics, workforce, economic growth, infrastructure, and incentives available in the Green Bay region. The Village of Howard supports an online site selection tool through the Village website.

SUPPORT FOR ECONOMIC DEVELOPMENT IN COMPREHENSIVE PLAN

The remainder of this chapter discusses the economic development implications of this comprehensive plan, grouped by issue area:

Preserving Natural Amenities: Greenways and Parks

The Howard development concept is centered around the preservation of natural areas, and the stewardship of critical resources such as water. Greenways are preserved to avoid development in wetlands or floodplains, and to allow for more natural management of stormwater. These provisions carry important economic benefits for Howard.

A prominent economic benefit of natural resource protection is the reduction of property damage due to flash flooding. Greenways and stormwater management facilities give excess water a place to go, thus reducing the likelihood of flooding. Development in a floodplain, floodway, or wetland areas, particularly that which involves high proportions of impervious surfaces, has the potential to both hinder floodplain functions and suffer water damage in years of high rainfall. The development concept avoids potentially costly damage by directing development out of the floodplain areas.

Greenway preservation also helps to maintain a cleaner water supply, by providing a natural filtration system for stormwater runoff, thus reducing groundwater contamination. A clean, reliable water supply is important for attracting residents, recreational tourists, and certain types of industry.

Greenway planning contributes to an extensive open space and park system, a valuable community amenity that attracts residents - particularly young adults, families with children, and retirees. Proximity to natural areas makes land more attractive and homes more valuable. Greenways can also buffer houses from the sights and sounds of neighboring industrial or commercial areas.

Providing Quality Neighborhoods

Quality neighborhoods attract new residents and help keep existing residents, ensuring a steady workforce and patronage for local businesses. Good neighborhoods require certain amenities, such as accessibility to parks, schools, and jobs, protection from flooding or other damages, and a diverse range of affordable housing options. The paragraphs below describe how the development concept allows for the provision of these amenities, thereby securing a critical piece of Howard's economic development.

The development concept aims to fulfill the accessibility need in two ways. First, the concept outlines an interconnected multi-modal transportation network, including trails, well connected roads, and bikeways. Secondly, residential growth areas are located adjacent to existing development, with access to community facilities.

To support the provision of diverse housing, the development concept provides space for both single family residential and medium density multi-family homes. New housing types can be kept more affordable by expanding in areas where infrastructure provision is cost efficient, as the development concept encourages. A range of housing is critical to supporting a diverse workforce for Howard businesses and industry.

Commercial and Industrial Growth and Infill

The development concept in chapter 9 shows a variety of commercial types, ranging from neighborhood commercial areas throughout the Village, to regional commercial at the new Marley Street/WIS 29 interchange. Commercial diversity encourages citizens to shop within Howard, by providing a range of shopping and service options, whether they're looking for small stores walking distance from home, or regionally-sized stores a short drive away. Regional commercial developments give an economic boost by attracting spending from neighboring towns. The development concept also makes room for a 36-acre light industrial site northeast of Marley St and the proposed circulator loop.

Infill areas such as the Quarry development area (chapter 10) can strengthen the economic vitality of existing neighborhoods by providing focal points of activity and easily accessible shopping for daily needs. The primary focus of the Quarry development plan is economic development. Similarly, the Village Center plan (chapter 10), can bolster the economic health of Howard's core.

Efficient Infrastructure: Streets, Water and Sewer

Proposed street extensions for new residential areas promote interconnectivity, while street enhancements encourage multi-use, "complete" streets. These strategies prevent overloading existing streets with traffic, which can be a deterrent to businesses and the prospective residents.

Infill development, also encouraged in the development concept, is typically the most cost effective development solution in terms of infrastructure, since it makes use of existing systems. Lower cost infrastructure minimizes expense to taxpayers and frees up government funds for services which benefit both citizens and businesses, such as schools to educate the future workforce, parks to attract residents and visitors, and hi-tech infrastructure that can support local entrepreneurs. Lowered development costs also lead to properties that are more affordable for prospective businesses or home-owners. Affordable land prices can help make Howard more competitive in the regional market.



14

Intergovernmental Collaboration

In order for the Village to grow in an orderly and efficient manner, it is necessary for the Village to work with its neighbors, Brown County, the state, and other units of government. Cooperation is especially important for issues such as stormwater management and traffic, which do not recognize municipal boundaries.

Cooperation among neighboring and overlapping units of government is one of the primary goals of the Wisconsin Comprehensive Planning Law and the Howard Comprehensive Plan. In order for the Village to grow in an orderly and efficient manner, it is necessary for the Village to work with its neighbors, Brown County, the state, and other units of government. Working cooperatively is especially important since many issues, such as stormwater management and traffic, do not recognize municipal boundaries. What one municipality does can have significant impacts on its neighbors.

GOVERNMENTAL RELATIONSHIPS

HOWARD-SUAMICO SCHOOL DISTRICT

Since the Village of Howard is located entirely within the Howard-Suamico School District, communication between the Village and school district regarding issues, such as new school sites, school/park facilities, and the installation of sidewalks, is very important.

The Howard-Suamico School District currently owns property for a future school near the northern boundary of the Village near Mill Center. The Village purchased land next to the proposed school site several years ago and is continuing to enhance the property as a passive park. The property is known as Mills Center Park. The combination of a park next to a school (such as Meadowbrook Elementary School and Park) has proven in the past to be a very successful venture for both the school district and Village. Although the new school and park sites are situated on the boundary of the school district, their location next to each other provides an amenity for both the school district and the Village from which both can benefit.

The Village Administrator and School District Superintendent meet monthly to keep the lines of communication open. The Village has worked with the school district on many occasions including *Safe Routes to School* Grants and maintenance agreements. Both entities will continue to work together to explore efficiencies.

ADJACENT LOCAL GOVERNMENTS

The neighboring units of government located directly adjacent to the Village of Howard are the Village of Hobart, Village of Suamico, Town of Pittsfield, and City of Green Bay.

VILLAGE OF SUAMICO

The Village of Suamico and Village of Howard have historically been at odds over issues along their common boundary. However, since Suamico is now incorporated, both Villages have been working cooperatively to explore efficiencies. Topics have included public safety, recreational programming, the siting of sports fields, and cultural events.

VILLAGE OF HOBART

The boundary between Hobart and Howard is STH 29, so much of the discussions with Hobart typically center on the highway corridor. Howard's proposed long-term development along STH 29 is proposed to complement the development that Hobart has envisioned for the area. The Village of Howard and Village of Hobart jointly applied for a TIGER grant to construct the S.T.H. 29/ C.T.H. VV interchange. The interchange construction would have eliminated the existing at-grade access and provided a much safer access for both communities. Opportunities such as this will continue to be explored in the future.

The two villages developed a joint interceptor sewer within the past 5 years that extends from Hobart and runs under STH 29 to serve a portion of southwest Howard. The communities are currently sharing the costs involved in planning and installing the interceptor. Projects such as these will continue to be evaluated for the rest of western Howard.

TOWN OF PITTSFIELD

The Town of Pittsfield and the Village of Howard share a boundary at the west end of the Village. The proposed land use plan for this area envisions some mixed-use residential development, as well as neighborhood centers, that could also serve Pittsfield residents.

The Village has partnered the least with Pittsfield because the common boundary is fairly removed from Howard's urban core. The Town of Pittsfield does have a small number of parcels that are near the Mill Center area that are served by Sanitary Sewer. The Town has a limited sanitary sewer area and does not provide municipal water. The Village has discussed with the Town the ability to serve existing Pittsfield residents with Village utilities. This could be done in the future with shared service agreements or by Pittsfield property owners requesting annexation.

CITY OF GREEN BAY

The Village of Howard shares a common border with the City of Green Bay along Military Avenue and Taylor Street. The Village has worked with the City of Green Bay on several occasions regarding the coordination of utilities and maintenance of infrastructure. Several corridors serve as the gateway from one community to the other, including Dousman Street, Velp Avenue and Shawano Avenue. The Village intends to work closely with Green Bay on planning those major thoroughfares to ensure a smooth connection between the communities. These corridors present an opportunity for the two communities to work together toward the redevelopment of the streetscape and surrounding land uses.

BROWN COUNTY/GREEN BAY METROPOLITAN PLANNING ORGANIZATION (MPO)

The Village of Howard has worked very closely with Brown County and its associated departments in developing recreation facilities, innovative transportation plans

and other facilities. Since the Brown County Planning Commission/Green Bay MPO prepared the 2002 comprehensive plan, the staffs of these entities are very familiar with the Village of Howard.

The Village of Howard has several county highways running through the village. The headquarters for the Brown County Highway Department is located in Howard.

Howard also is well represented with the Brown County Planning Commission by having a membership role in its Board of Directors.

STATE OF WISCONSIN

WISCONSIN DEPARTMENT OF NATURAL RESOURCES (WDNR)

The WDNR has an interest in development in Howard because the Northeastern Wisconsin Regional Office is within the area proposed for the Village Center. The WDNR also is in favor of the expansion of public ownership of the Green Bay West Shore Wetlands because it meets the goals of the WDNR.

Over the last several years, the Village has worked cooperatively with the WDNR on a number of recreation projects, including the Mountain-Bay State Trail and Wisconsin Stewardship Program grants for Mills Center Park and the Duck Creek Greenway between Cardinal Lane and Riverview Drive.

The Village should continue to work with the WDNR to pursue grants for public acquisition of the remaining Green Bay West Shore Wetlands, the development of neighborhood parks, and the identification of other valuable natural resources that should be preserved.

WISCONSIN DEPARTMENT OF TRANSPORTATION (WISDOT)

The Village of Howard has been working diligently with WisDOT over the past several years because of the expansion of US 41 to six lanes and the reconstruction of the 29/41 interchange. The Village has 4 interchange locations that are impacted: Cardinal Lane, Highway 29, Velp Avenue, and Lineville Road. Local roads, intersections, and Village-owned properties are also impacted. Countless meetings have been held to coordinate these large scale impacts.

The Village works with grant programs administered by WisDOT. Some of the most recent Howard projects funded by WisDOT grants include the off-street trail along Cardinal Lane and sidewalk around Bay View Middle School and Howard Elementary. These projects were made possible through the Statewide Multi-modal Improvement Program (SMIP) and the Safe Routes to School (SRTS) program.

It is important that the Village continue to work with the Department of Transportation, especially when considering development within the I-43, US 41, and STH 29 corridors. WisDOT should also consult the Village's comprehensive plan and staff when considering improvements to its transportation facilities.

REGION

Regional cooperation among the Village of Howard, other Brown County communities, Brown County, and the greater northeastern Wisconsin region is in its infancy. Although the Village and Brown County have a very good working relationship, the Village continuously competes against other communities both within and outside of Brown County and northeastern Wisconsin for economic development projects.

The Village should continue to work with Brown County, Advance, and the Bay-Lake Regional Planning Commission to develop coordinated strategies to enhance the economic vitality of the Village, Brown County, and the region as a whole.

The Village of Howard, in cooperation with the Village of Hobart, Town of Pittsfield, Brown County Planning Commission, Brown County Highway Department, Outagamie County Planning Department, WisDOT, and the Oneida Nation, developed a plan for the STH 29 corridor in 2001 and 2002. The purpose of the plan was to identify the locations of future interchanges, overpasses, and other improvements to STH 29 between CTH FF and the Shawano County boundary.

EXISTING AND POTENTIAL INTERGOVERNMENTAL CONFLICTS

POTENTIAL ANNEXATIONS

A potential intergovernmental conflict could occur where the Village of Howard bounds the Town of Pittsfield, if Pittsfield property owners petition for annexation into the Village. The Village has not annexed land from surrounding towns since the development of the Forest Glen Elementary/Lineville Intermediate School area, which was previously in the Town of Suamico. However, the potential exists for property owners within Pittsfield to petition for annexation to the Village.

Figure 9.6 proposes an annexation study area for Howard that covers a two-mile wide portion of Pittsfield Township, bounded by Sunny Brook Drive and County Highway U on the east/west and by Glendale Avenue and Kunesh Road on the north/south. Howard should discuss the possibility of this study with the township.

PROCESSES TO RESOLVE CONFLICTS

There are a number of processes that the Village and the surrounding communities could utilize to resolve or prevent conflicts in the future outside of the legal system, which should be the last resort. These methods include cooperative planning, informal negotiation, facilitated negotiation, mediation, and binding arbitration.

A boundary agreement with the Town of Pittsfield should be promoted. However, for a boundary agreement to be reached and to be effective, both parties must negotiate in good faith so that a settlement agreeable to both sides can be attained.

RECOMMENDATIONS

- Initiate discussions with representatives of the Town of Pittsfield regarding cooperative planning for future land uses and street patterns within the Village's extraterritorial area.
- Work with Town of Pittsfield to determine the proper functionality of Glendale Avenue.
- Continue to work with the Village of Suamico to develop narrow streets, a grid-like street pattern, sidewalks, and a similar development pattern and density.
- Explore where Village services can most cost-effectively be extended to serve areas of the neighboring communities.
- Establish an ongoing meeting schedule with representatives of the surrounding communities to discuss land use, transportation, stormwater, and other planning issues that overlap municipal boundaries.
- Share meeting agendas and minutes with the surrounding communities to increase intergovernmental cooperation and awareness of planning issues.
- Work with the Howard-Suamico School District to identify potential locations for new school sites that are located centrally in the district, are near and within existing neighborhoods or new neighborhood centers, and are near existing or proposed parks.
- Continue to participate in intergovernmental mutual response agreements for fire, police, and emergency rescue services.
- Request incorporation of the Village of Howard Comprehensive Plan into the update of the Brown County Comprehensive Plan and the Bay-Lake Regional Planning Commission Master Plan for the region.
- Work with Advance (the economic development arm of the Green Bay Area Chamber of Commerce) and the Bay-Lake Regional Planning Commission to promote cooperative intergovernmental economic development activities and strategies to strengthen the region's economic vitality.
- Maintain the Village's membership in the Central Brown County Water Authority
- Continue to work with the Green Bay Metropolitan Sewerage District to provide cost-effective, contiguous, and efficient sanitary sewer service.
- Continue to work with the City of Green Bay and Wisconsin Department of Transportation to redevelop the Velp Avenue, Military Avenue, and Taylor Street corridors as more pedestrian-friendly urban streets that utilize design techniques such as roundabouts, curb extensions, and street narrowing.
- Capitalize on the intergovernmental cooperation fostered by the STH 29 Corridor Plan by continuing to work with the surrounding communities to make STH 29 a safe, efficient, and visually appealing highway.
- Work with the surrounding communities to develop an interconnected series of greenways with trails and public access along major water features, such as the Bay of Green Bay, Duck Creek, and Lancaster Brook.
- Coordinate with Brown County, the Wisconsin Department of Natural Resources, and Wisconsin Coastal Management to pursue grants to expand or enhance the Brown County-owned Fort Howard Wildlife Area and the WDNR-owned West Shore Wetlands.
- Initiate discussions with the surrounding communities regarding the provision and sharing of joint park and recreation facilities.



15

Implementation

Howard should implement the visions and actions presented in this plan through a realistic program that is in step with the resources of the community. The previous fourteen chapters are the core of the Howard Plan. This chapter addresses plan implementation by both public agencies and private decision-makers.

REALIZING THE VISION

Howard should implement the visions and actions presented in this plan through a realistic program that is in step with the resources of the community. The previous fourteen chapters are the core of the Howard Plan. This chapter addresses plan implementation by both public agencies and private decision-makers. Key areas include:

- Development Policies and Actions. This section summarizes the policies and actions proposed in the Howard Plan, and presents projected time frames for the implementation of these recommendations.
- Plan Maintenance. This section outlines a process for maintaining the plan and evaluating progress in meeting the plan's goals.
- Plan Support. This section identifies possible funding sources that can assist in implementation of the plan.

DEVELOPMENT POLICIES AND ACTIONS

Table 15.1 presents a concise summary of the recommendations of the Howard Plan. These recommendations include various types of efforts:

- Policies, which indicate continuing efforts over a long period to implement the plan. In some cases, policies include specific regulatory or administrative actions.
- Action Items, which include specific efforts or accomplishments by the community.
- Capital Investments, which include public capital projects that will implement features of the Howard Plan.

Recommendations are classified according to their time frame: on-going, short term, medium term, or long term. Short-term indicates implementation within five years, medium-term within five to ten years, and long-term within ten to twenty years. On-going recommendations do not have a clear completion date, but should be practiced on a continual basis (on-going recommendations may be new practices or may be a continuation of existing practices). Recommendations are ordered and categorized by their place in the plan.

Figure 15.1: Implementation Schedule					
	Type	On-going	Short	Medium	Long
Infrastructure Priorities (Chapter 6)					
Optimize efficient use of existing infrastructure by making infill development a high priority.	Policy	X			
Expand sewer and water service to growth areas as needed, as consistent with population growth projections and the development concept in chapter 9.	Capital	X			
Implement the Village of Howard Stormwater Management Plan.	Policy Action Capital	X			
Community Facilities (Chapter 7)					
Encourage new facilities such as elderly care and child care to go in neighborhood centers, rather than isolated at the periphery.	Policy	X			
Work with the school district to select new schools sites, as/if these become necessary.	Policy	X			X
Land Use Priorities (Chapters 9 and 10)					
Revise the Howard Zoning Ordinance to allow for a range of single-family development densities, down to a minimum 60 foot lot width with a 7,500 square foot lot size. To allow for a gradation of low sizes, Village should consider separate districts for lots with 90, 80, 70 and 60 foot lot widths.	Policy		X		
Review and revise the Howard Zoning Ordinance to provide for residential land use densities as recommended in the comprehensive plan: - Single-family detached units in the range of 1 to 4 units per acre - Single-family attached units in densities up to 6 units per acre - Medium-density residential development, including townhomes and apartments/condos, in the range of 4 to 12 units per acre - High-density residential development in excess of 12 units per acre	Policy		X		
Review and revise the Howard Zoning Ordinance to increase the commercial development allowable maximum Floor Area Ratio to .5 while maintaining adequate site open space and landscaping requirements.	Policy		X		
Review the Howard Zoning Ordinance provisions regarding Mixed-Use Development and update those provisions to encourage this type of development.	Policy		X		
Review the Howard Zoning Ordinance to insure that land use adjacency impacts are adequately addressed with buffering provisions, consistent with the Land Use Compatibility Matrix (p. 133).	Policy		X		
Consider adopting a Highway Corridor Overlay Zoning District incorporating the Highway Development Standards from the comprehensive plan (p. 132)	Policy		X		
Create a "Development Review Checklist" incorporating the "Development Principles" beginning on page 103 and consider compliance with these principles as a part of the review process for all major development proposals.	Action Policy		X		
Create a "West of Pinecrest Development Review Checklist" incorporating the "key development principles and concepts" beginning on page 110 and consider compliance with these principles and impact on the plan concepts for all major development proposals west of Pinecrest. The checklist should incorporate the key plan elements for the Pinecrest to Greenfield Subarea and for the West of Greenfield Subarea from the comprehensive plan.	Action Policy		X		

Figure 15.1: Implementation Schedule					
	Type	On-going	Short	Medium	Long
Encourage mixed use centers at strategic crossroad locations.	Policy	X			
Consider a study of annexation for future urban development in the Pittsfield Township Study Area.	Action			X	
Enhance the Glendale/Cardinal and Velp/Glendale intersections as neighborhood centers (p.125).	Action Capital			X	
Review and revise the Howard Zoning Ordinance to implement the Velp Corridor "Subarea Recommendations" (pp. 156, 158, 164). Review the non-zoning Velp Corridor recommended improvements for funding under appropriate capital improvement processes.	Policy Action	X	X		
Housing Priorities (Chapter 9)					
Allow for multiple types of residential development to provide greater housing diversity.	Policy		X		
Energy and Sustainability (Chapter 9)					
Promote buildings and infrastructure that utilize sustainable design and construction standards.	Policy				X
Economic Development and Revitalization Priorities (Chapters 9, 10 and 13)					
Expand the United Health Care Business Park, as shown in chapter 9.	Action			X	
Use Highway Frontages as Major Economic and Development Centers	Policy	X			
Capitalize on the WDOT updates to the US 41/STH 29 Corridor by following the established redevelopment plan for the 29/41 interchange.	Action Capital		X		
Take advantage of new 29/32 interchange at Marley Street to designate a new regional commercial node.	Action		X		
Implement the proposed plan for the Frederick Court subarea outlined in chapter 9.	Action		X		
Complete mixed use development along Cardinal Lane.	Action				X
Complete office park development around the United Health Care facility.	Action			X	
Complete infill development in the industrial park east of Velp Avenue.	Action				X
Complete infill development at the commercial cluster at Lineville and Cardinal.	Action	X			
Invest in the Duck Creek/Quarry area to transform it into a central feature of the Village, with residential, commercial and cultural uses (Chapter 10)	Action Capital			X	
Support development of the Village Center plan presented in chapter 10.	Action Capital		X		
Reconstruct and Redevelop Velp Avenue as described in chapter 10.	Action Capital			X	
Encourage balanced residential growth, especially in areas that will support additional commercial growth (see future land use plan in chapter 9).	Policy	X			
Transportation and Connectivity Priorities (Chapters 9 and 11)					
Provide street network continuity and connectivity by providing connections to the collector/arterial system while also adjoining developments along local streets, avoiding single-access developments where possible.	Policy Action Capital	X			

Figure 15.1: Implementation Schedule					
	Type	On-going	Short	Medium	Long
Develop grid or grid-like street patterns	Action Policy	X			
Investigate the possibility of constructing a unique community boulevard in the western growth area (West Howard Boulevard).	Action Capital		X		
Review and revise current subdivision street standards to provide for narrower streets	Policy		X		
Define the parking areas of streets in areas with high pedestrian crossing traffic.	Action	X			
Develop street networks with multiple routes rather than increasing lanes on arterials.	Policy	X			
Develop complete street corridors	Action Capital	X			
Design Intersections to Maximize Safety	Policy	X			
Continue to use roundabouts at appropriate intersections	Policy	X			
Develop land use patterns that enable and encourage walking and bicycling.	Policy	X			
Create a safe, continuous pedestrian system throughout the Village (especially routes to school)	Action Capital	X			
Develop a multi-use trail system and bicycle transportation system that complements the sidewalk network (as shown in Figure 11.2)	Action Capital	X			
Design Developments That Provide Direct Access to Sidewalks and Streets	Policy	X			
Provide continuous, strategic routes that enable people to reach developments in the Village on foot or by bicycle.	Policy	X			
Ensure that all transportation structures have pedestrian and bicycle facilities	Policy	X			
Enable People to Travel Easily Between Subdivisions and Other Developments	Policy	X			
Consider working with the Green Bay METRO to design a bus route that serves the Village (once the land use and transportation networks recommended in chapters 9-11 are established).	Action				X
Complete bicycle lanes on Memorial Drive.	Capital		X		
Improve access points to grade level along the Mountain Bay State Trail.	Capital			X	
Designate future streets and trails before development begins and dedicate as growth occurs.	Policy	X			
Establish a bicycle boulevard on Pinecrest Road.	Capital		X		
Re-align intersection of Shawano, Evergreen, Milltown and Greenfield.	Capital			X	
Loop Frederick Court back to Shawano Avenue.	Capital			X	
Extend Red Oak Street/Spring Green Park Road to Pinecrest Rd.	Capital				X
Extend Red Oak Street from Lineville Road to Spring Green Road.	Capital				X
Accommodate and plan for the proposed improvements to Highway 29/32 and US 41 as shown on the future land use map (chapter 9).	Policy		X		
Extend Sherwood Street north of Shawano to Evergreen Avenue to open new areas for development with access to Hwy 29/32.	Capital			X	
Realign and reconstruct Woodland Road/Greenfield Avenue link to accommodate reconstruction of Hwy 29/32.	Capital			X	

Figure 15.1: Implementation Schedule					
	Type	On-going	Short	Medium	Long
Parks and Recreation Priorities (Chapters 9 and 12)					
Use Greenways and Trails to Link the Community.	Policy	X			
Establish a range of parks and green spaces to accommodate growing needs for active recreation and neighborhood open space.	Action	X			
Investigate the possibility of acquiring a neighborhood park in the underserved area between Glendale and Lineville east of Hillcrest.	Action Capital			X	
Continue development at the Akzo Nobel Sports Complex.	Capital		X		
Develop a Village Center Civic Park.	Capital			X	
Upgrade facilities at Memorial Park and other public lands around the Quarries.	Capital	X			
Improve Mills Center and Spring Green Parks with neighborhood park features.	Capital	X			
Consider using the land in the existing powerline easement to create a major trail spine.	Capital			X	
Reserve new north/south greenway between Pinecrest and Greenfield (as shown on Future Land Use map).	Action		X		
Construct a trail in the new north/south greenway between Pinecrest and Greenfield.	Capital			X	
Develop a northwest sports complex using the eastern portion of the Village owned 80 acres southeast of Glendale and Marley and additional land to the east, if feasible. Consider selling the western part of the 80-acre site to fund the complex and the acquisition of additional land.	Action Capital			X	
Create two new neighborhood parks in the western growth area.	Action Capital				X
Co-locate parks with natural resources such as wetlands or stream corridors.	Policy	X			
Environmental and Agricultural Priorities (Chapter 12)					
Preserve intensive agricultural areas as established by the Wisconsin Working Land Initiative.	Policy	X			
Preserve a network of greenways/parkways that connect the community, focusing on environmentally sensitive areas such as stream corridors.	Action		X		
Consider creating a conservancy zoning district to protect natural resources.	Policy		X		
Promote greater flexibility and incentives for sustainable development approaches, such as conservation subdivisions and reduced lot sizes.	Policy		X		
Preserve wetland property along Brunette Road between the railroad and Cornell Rd.	Action		X		
Enforce erosion control ordinance.	Policy	X			
Perform detailed flood studies on Village streams.	Action			X	
Investigate options for public education on natural resources.	Action		X		
Conduct a Village-wide wetland delineation.	Action		X		

SPECIFIC ACTION AREAS: IMPLEMENTATION NOTES

Within the structure of the implementation schedule, some of the plan's recommendations require special elaboration because of their strategic importance to fulfillment of the plan's concepts. These elements include:

- Land Development Guidelines and Zoning Changes.
- Village Center Development
- Duck Creek Quarry
- Northwest Sports Complex
- West Howard Boulevard

Land Development Guidelines and Zoning Changes

Three major actions related to zoning and land development regulation are particularly important to plan implementation:

Highway Corridor Overlay District. An overlay district, combined with existing base zoning along the US 41 and State Highway 29 corridors, provides special development standards that guide the quality and appearance of new development in these highly visible locations. Chapter Nine presents an outline of items that such a district could appropriately regulate. It is important that these guidelines not attempt to micro-manage architecture, but rather addresses issues of site design, orientation, scale, and other factors that can affect surrounding properties and present a negative image of the village. The items presented in this plan should provide a starting point for drafting an overlay district ordinance.

Velp Avenue Urban Corridor District. While commercial uses should be promoted along Velp Avenue, zoning that permits commercial development and excludes residential as permitted uses discourages reinvestment in residential property and can generate disinvestment that causes the image and value of the corridor to decline for all purposes. Rather, the Village should manage the successful reinvestment for Velp envisioned by this plan by establishing a mixed use urban corridor district that permits both commercial and residential uses. The urban corridor district should have land development regulations that address such important issues as the relationship of new projects to the street; the amount of parking and impervious area between buildings and the street frontage; and the boundary conditions between commercial and existing residential uses.

An intermediate density single-family residential district. The development and population goals of this plan require more diverse single-family housing settings, currently precluded by the village's 90 foot minimum lot width. A new zoning district should be implemented that includes the same permitted uses as existing districts, but permits smaller lot single-family development. In addition, the village may also consider another intermediate district that permits attached single-family development as well as small lot single-family detached projects. These districts can help Howard adapt to new markets and housing preferences.

The Village Center

The Village Center concept was a creative component of the 2002 comprehensive plan and has clearly influenced some subsequent development, especially on the west side of Cardinal Lane south of Riverview. It remains an important component of this plan, although with a somewhat altered use mix and development concept. However, diverse property ownership complicates the unified development of the area. This plan's Village Center concept presents advisory ideas for property owners and developers, and identifies investments that the Village should undertake to advance these ideas. These major investments, which would be done along with rather than in advance of development, include an extension of AMS Parkway east, the Civic Park, and trail and greenway connections to Meadowbrook Park and the proposed pathway network. While this plan does not anticipate a public role in land assembly, the Village should work with property owners and prospective developers on cooperative arrangements, land trades, and easements to help implement a unified plan.

Duck Creek Quarry

The development of the Quarry as both a major community amenity and a catalyst for a series of unique mixed use developments is a pivotal opportunity for Howard. Implementing this project will require significant public and private investments, and the development process should begin as soon as feasible. Initial steps include:

- Development of a detailed park master plan and initial development phase for the quarry itself. In addition to a developed design, this plan should also include cost estimates for various stages of park development and financing and phasing plans. To some degree, phasing will depend on potential developer interest as well as community priorities. Financing is likely to include several sources, including a bond issue, securing of any available state and federal grants, redevelopment incentives such as tax increment financing, and private grants and contribution.
- Beginning discussions with Brown County toward relocation of its current road maintenance facility.
- Placing necessary incentives for private development in place.
- Working with existing developers and property owners with development interest in gaining necessary approvals and financial incentives to complete a quarry-related project in the relative short-run.

Northside Sports Complex

The Northside Sports Complex may not develop until residential development begins to push into the surrounding area. However, it is important to move ahead with securing the modified site. This entails securing at least an option on land adjacent on the east to the eastern half of the Village's currently owned property. Securing an option would be ideal, with a purchase completed with the sale of the western part of the current Village ownership. Adjacency to Marley Street with direct access to the STH 29 interchange should give this property excellent market value.

West Howard Boulevard

Most of the right-of-way for West Howard Boulevard will be dedicated incrementally with platting of adjacent property. New developments should be designed around the probable alignment of the boulevard, and should provide for its continuation into adjacent developments. Developers should be responsible for financing the basic street that would be expected of their project, with the Village funding excess width and special features, such as additional width, medians where provided, distinctive lighting, multi-use paths, greenway setbacks, and additional landscaping. In some cases, the Village may acquire right-of-way necessary to close important functional gaps in advance of development.

PLAN MAINTENANCE

The scope of the Howard Plan is ambitious and long-range, and its recommendations will require funding and other continuous support. The Village should implement an ongoing process that uses the Plan to develop annual improvement programs, as outlined below.

Annual Action and Capital Improvement Program

The Planning and Zoning Commission and Village Council should define an annual action and capital improvement program that implements the recommendations in this plan (Table 15.1). This program should be coordinated with Howard's existing capital improvement planning and budgeting process, even though many of the Plan's recommendations are not capital items. This annual process should be completed before the beginning of each budget year and should include:

- A work program for the upcoming year that is specific and related to the Village's financial resources. The work program will establish which plan recommendations the Village will accomplish during that year.
- A three year strategic program. This component provides for a multi-year perspective, aiding the preparation of the annual work program. It provides a middle-term implementation plan for the Village.
- A six year capital improvement program. This is merged into Howard's current capital improvement program.

Annual Evaluation

An annual evaluation of the comprehensive plan should occur at the end of each calendar year. This evaluation should include a written report that:

- Summarizes key land use developments and decisions during the past year and relates them to the Comprehensive Plan.
- Reviews actions taken by the Village during the past year to implement Plan recommendations.
- Defines any changes that should be made in the Comprehensive Plan.

The Plan should be viewed as a dynamic changing document that is used actively by the Village.