

Village Policy: LPD-3

Date Approved: May 3, 1977

Revised: January 15, 1985

Revised: September 23, 2002 (Ordinance #2002-13)

POLICY TITLE: Ordinance to Adopt the Comprehensive Plan of the Village of Howard, Wisconsin

AUTHORIZATION: Village Board Ordinance #2002-13

POLICY STATEMENT:

The Village Board of the Village of Howard, Wisconsin, do ordain as follows:

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

Section 2. The Village Board of the Village of Howard, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.100(4)(a) of the Wisconsin Statutes.

Section 3. The Plan Commission of the Village of Howard, by a majority vote of the entire Commission recorded in its official minutes, has adopted a resolution recommending to Village Board the adoption of document entitled "Comprehensive Plan of the Village of Howard," containing all of the elements specified in Section 66.1001(2) of the Wisconsin Statutes.

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

Section 5. The Village Board of the Village of Howard, Wisconsin, does by enactment of this ordinance, formally adopt the document entitled, "Comprehensive Plan of the Village of Howard," pursuant to Section 66.1001(4)(c) of the Wisconsin Statutes.

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

Village of Howard Comprehensive Plan

Adoption Date: September 23, 2002

Brown County Planning Commission Staff

Chuck Lamine, AICP, Planning Director
Cole Runge, Principal Planner
Michael F. Parmentier, Senior Planner
Joel Dietl, AICP, Senior Planner
Martin Olejniczak, Senior Planner (resigned May 2002)
Aaron Schuette, Senior Planner
April Mielke, Senior Planner
Lisa J. Conard, Planner
Andrea Beck, Planner
Michael Brown, Planning Intern
Mike Hronek, Planning Specialist
Mark J. Steuer, Cartographer
Adrienne Grun, Graphic Artist
Lisa Bergelin, Administrative Assistant
Cathy Larsen, Clerk Typist II
Kahleetah Sexton, Clerk Typist II

Brown County Planning Commission

100 North Jefferson Street, Room 608
Green Bay, Wisconsin 54301
Phone: (920) 448-3400
Fax: (920) 448-3426
Web: www.co.brown.wi.us

Acknowledgements

The Village of Howard and Brown County Planning Commission would like to thank the following members of the Howard Comprehensive Plan Citizens Advisory Committee for their assistance in the completion of the comprehensive plan:

Dave Chrouser	Brian Maloney
Mark Collier	Gordon Nauman
Ellery Gulbrand	Roger Nielson
Jerome Horen	Kathy Olbrantz
John Jauquet	Ron Perz
Dennis Johnson	Debra Prokop
Connie Jordan	Bob Strazishar
Judye Koester	Wayne Williams
John Kornowski	

The Village of Howard and Brown County Planning Commission would also like to thank the following for their assistance in the completion of the comprehensive plan:

- The residents and staff of the Village of Howard
- Wisconsin Department of Administration-Office of Land Information Services
- Wisconsin Department of Transportation
- Wisconsin Department of Natural Resources
- The REALTORS® Association of Northeast Wisconsin

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CHAPTER ONE

Issues and Opportunities

Most of the Village of Howard is located in the northwestern part of Brown County, but a small triangular parcel of land in the far western part of the Village is within Outagamie County. Howard is bounded by the Towns of Suamico and 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. Map 1-1 illustrates the Village's regional setting.

Purpose of a Comprehensive Plan

A comprehensive plan is an official public document that is adopted by ordinance by a local government, and it is designed to identify its major policies concerning the future physical development of the community. The primary purposes of the Howard plan are to generate goals for attaining a desirable development pattern, devise strategies and recommendations the Village can follow to achieve its desired development pattern, and meet the requirements of the State of Wisconsin Comprehensive Planning (Smart Growth) Law. The plan's recommendations are intended to reflect Howard's situation as a rapidly growing community and the 14 local comprehensive planning goals identified in the Smart Growth law. These goals are listed below.

- Promotion of the redevelopment of lands with existing infrastructures and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial areas.
- Encouragement of neighborhood designs that support a range of transportation choices.
- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
- Protection of economically productive areas, including farmland and forests.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
- Preservation of cultural, historic, and archeological sites.
- Encouragement of coordination and cooperation among nearby units of government.
- Building of community identity by revitalizing main streets and enforcing design standards.

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

The Village of Howard Comprehensive Plan should be used by Village officials when revising and administering its zoning and other ordinances. The plan should be the basis for identifying the locations of future developments and extending public services. The plan is designed to be a guiding vision and to provide consistent policies to follow and clear goals for the future of the Village of Howard.

Comprehensive Planning Process

The first comprehensive plan for the Village of Howard was adopted in 1977 and updated in 1985. Since 1985, the Village has experienced strong residential, commercial, and industrial growth. Village leaders decided to take advantage of the State of Wisconsin Department of Administration-Office of Land Information Services Comprehensive Planning Grant and Transportation Grant programs to develop a new plan that would conform to the requirements of the Comprehensive Planning Law, take into account the changes in the community since 1985, and better reflect Village residents' vision of how Howard should develop over the next 20 years. After receiving the grant, the Village appointed a citizens advisory committee comprised of Village officials and interested citizens to steer the planning process.

The Brown County Planning Commission (BCPC) was hired to provide professional planning assistance. Staff from the BCPC cooperated with Howard staff to prepare the background information and the recommendations of this plan based upon the consensus opinions of the citizens advisory committee, a Village-wide survey, two Village-wide visioning sessions, stakeholder interviews, and the Comprehensive

Planning Law. The planning process involved 1-1/2 years of work and about 20 public meetings of the citizens advisory committee.

This document is largely comprised of the following nine elements that reflect the requirements in the Comprehensive Planning Law:

1. Issues and Opportunities
2. Land Use
3. Transportation
4. Economic Development
5. Housing
6. Utilities and Community Facilities
7. Agricultural, Natural, and Cultural Resources
8. Intergovernmental Cooperation
9. Implementation

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

The future land use plan contained within the Land Use chapter of the comprehensive plan provides the vision of how the Village of Howard could look 20 years from now. The recommendations regarding the location, density, and design of future development are the foundation for the overall plan, and the other plan elements are largely based on the land use plan's recommendations.

The final part of the plan involves implementing its recommendations. Since a comprehensive plan is only effective when it is actually used, the final section identifies methods of implementing the plan's many recommendations over the next 20 years. Examples of implementation tools include the Village's zoning and subdivision ordinances.

It is important to note that this document is not the end of the planning process. For the Village of Howard to succeed in achieving its vision for the future, planning must be a continual, ongoing exercise. Just as this plan replaces the 1985 Howard Comprehensive Plan, planning within the Village must continue to evolve to reflect new trends and concepts.

Vision Statement

A vision statement is a summary of the goals identified in the comprehensive plan. The Village of Howard Citizens Advisory Committee identified the following vision statement for the comprehensive plan:

The purpose of the Village of Howard Comprehensive Plan is to guide the Village's land use patterns in a way that will promote a

range of housing choices, transportation alternatives, environmental opportunities, and economic development policies in order to create a unique identity for the Village in the greater Brown County community.

Comprehensive Plan Goals and Objectives

The identification of a community mission statement and development of goals and objectives are major elements of the comprehensive planning process. However, the process of identifying these plan elements is often difficult because people tend to have very diverse opinions.



To help identify how the community should develop over the next 20 years, the Brown County Planning Commission held public visioning sessions on June 14, 2001, and June 19, 2001, at Bay View Middle School. The top issues that the attendees identified at the two workshops include:

- Expand greenspace and neighborhood parks.
- Maintain and enhance the appearance of the Village (structures, entrances, etc.).
- Maintain high quality schools.
- Improve traffic circulation and efficiency.
- Continue to improve communication between the Village and its residents.
- The plan should balance growth (residential, commercial, etc.).
- Public services should be addressed (police, fire, EMS, etc.).
- Maintain the Duck Creek and Quarry as community resources.
- Establish a pedestrian-friendly village center.

- Maintain and improve the Village's water supply.
- Increase the Village's tax base through economic development.
- Improve intersection safety and traffic flow.
- Sidewalks should be built in new developments and throughout the rest of the Village.
- A pool/water park is needed.
- Maintain orderly growth.
- Rural areas should be preserved/protected. Large rural lots are desired.
- Develop an off-street bicycle and pedestrian system.

A complete listing of the visioning session responses is included in Appendix A.

The two visioning sessions, input from a random household survey, and the citizens advisory committee helped staff develop the plan's preliminary goals and objectives. The goals and objectives were finalized after BCPC and Howard staff completed interviews with business people, service groups, Village board members, county board members, property owners, and other "stakeholders" in the Village. The complete public participation process is included in Appendix B.

The Village's comprehensive plan is based on the following goals and objectives.

Land Use

Goal: To manage the future growth and land uses within the Village in order to ensure orderly balanced development that maintains or improves the quality of life, maximizes the efficient provision of municipal services, and promotes neighborhood centers that integrate greenspace and mixed uses while minimizing land use conflicts.

Objectives

- Delineate future growth areas for 5-year increments based on projected growth rates and the ability to efficiently provide services.
- Promote additional office, commercial, and industrial development but seek to retain the existing overall balance between residential and non-residential land uses.

- Strive for a compact, efficient land use pattern by promoting the development of existing vacant and underutilized lots before approving new developments.
- Identify and reserve appropriate areas for future industrial park expansion and business parks and seek ways to better integrate these uses with nearby residential and retail uses.
- Ensure the compatibility of adjoining land uses for both existing and future development.
- Create and enforce design standards for developments, including lighting and parking lot landscaping.
- Strive for mixed-use neighborhood centers containing a variety of commercial and residential uses with an emphasis on pedestrian scale rather than a strictly auto-oriented development pattern.
- Discourage strip commercial development in favor of clustering commercial activities at designated nodes or selected locations that can service nearby neighborhoods.
- Identify a location for a village center containing a mixture of pedestrian-oriented residential, commercial, and institutional uses.
- Greenspace or open lands should be integrated into neighborhoods.
- Coordinate the layout of new developments with the need for traffic circulation and pedestrian facilities.
- Provide for a mix of residential uses and housing types within neighborhoods through the establishment of flexible zoning standards and the promotion of planned developments.
- Require the installation of neighborhood facilities within new subdivisions, including street trees, sidewalks/trails, and sites for playgrounds.
- Protect the rural character of the west and east edges of the Village by preventing rural residential subdivisions and “leap frog” or “satellite” developments.

Transportation

Goal: To develop a safe and efficient multi-modal transportation system that serves all Howard residents.

Objectives

- Develop a village center and neighborhood centers that contain a mix of residential, commercial, institutional, and recreational uses to make walking and bicycling viable transportation options and minimize traffic on the existing street system.
- Utilize grid street patterns, which minimize the use of cul-de-sacs, to distribute traffic evenly, maximize mobility and accessibility for all residents, and make transit service viable.
- Maximize safety at the Village's intersections.
- Develop a continuous pedestrian system by installing sidewalks in new developments and in existing areas for safety and to create pedestrian linkages.
- Develop an off-street pedestrian trail system within the Village.
- Enable and encourage developers to build narrow streets to slow traffic through neighborhoods, minimize construction and maintenance costs, and maximize safety for all residents.
- Work with the surrounding communities, Brown County, and WisDOT to plan the STH 29 and US 41 corridors.
- To create a mass transit network within the Village that is viable and financially efficient, encourage the development of increased residential and commercial densities.
- Provide pedestrian and bicycle connections to destinations, such as parks, schools, employment centers, shopping areas, and between/within subdivisions.
- Enhance the appearance of the Village's entrances and thoroughfares.
- Work with Brown County, WisDOT, Green Bay METRO, Howard/Suamico School District, and other agencies to develop the Village's multi-modal transportation system.
- Ensure that the Howard Industrial Park continues to have freight rail service.
- Encourage Howard residents and visitors to utilize the high-speed passenger rail service proposed for the Green Bay metropolitan area in 2007 to minimize vehicle traffic on the area's highways.
- Identify a system of truck routes throughout the Village and mark them with unique signs to enable them to be easily identified.
- Utilize Austin Straubel International Airport to attract new businesses and retain existing ones.

- Continue to utilize the Port of Green Bay to attract and retain industries.
- Apply for grants to help fund the development of the Village's multi-modal transportation system.

Economic Development

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

Objectives

- Encourage environmentally-friendly businesses and industries to locate in the Village.
- Develop and implement industrial and commercial design standards.
- Identify appropriate areas for industrial and commercial activities within the Village.
- Develop a pedestrian-friendly village center to help foster community identity and serve as a focal point for economic development.
- Consider a mix of residential and commercial uses within the village center.
- Encourage the utilization of government programs to aid in the retention of existing and attraction or promotion of new industrial or commercial activities.
- Promote a mix of commercial development to include both large and small business ventures.
- Encourage the redevelopment of underutilized, vacant, and brownfield commercial and industrial areas.
- Encourage commercial development in smaller neighborhood centers and the larger village center rather than in strips along main thoroughfares.
- Develop economic development partnerships with agencies, such as Advance, Brown County Planning, and the Wisconsin Department of Commerce.

Housing

Goal: Develop neighborhoods that provide for a variety of quality housing opportunities for all segments of the Village's population in such a way that

adverse environmental impacts are minimized, public services are efficiently provided, and alternative means of transportation are encouraged.

Objectives

- Promote reinvestment into the existing housing stock in order to maintain property values and strong neighborhoods.
- Promote an adequate supply and mix of housing types for individuals of all income levels.
- Provide for the development of community-based residential facilities to help care for a diverse population.
- Identify smart growth areas contiguous to existing development for residential uses to take advantage of existing utilities and public services.
- Promote traditional neighborhood design (TND) as a viable mixed-use development option.
- Promote conservation by design developments in the Village, where appropriate.
- Develop and implement residential design standards.
- Identify and utilize governmental programs, such as Community Development Block Grants–Housing (CDBG–Housing) and the Wisconsin Housing and Economic Development Authority (WHEDA) to improve aging residential stock.

Utilities and Community Facilities

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

Objectives

- Cooperate with the Howard-Suamico School District to evaluate and retain suitable sites for future schools.
- Develop and maintain a long-term viable supply and distribution system of high-quality public water.
- Provide quality police, fire, and rescue services for all residents and businesses and identify sites for future facilities as the Village grows.
- Expand the amount of greenspace within the Village by providing small neighborhood parks within residential areas and through other means.

- Plan, locate, and develop new recreational facilities and expand the activities within existing parks to respond to the needs and desires of all segments of the population.
- Promote the development of a community center with year-round recreational and social activities for the Village's youth and elderly.
- Enhance Duck Creek as a community resource by providing additional access and recreational opportunities at appropriate locations.
- Maintain the Village's existing public facilities and replace aging/obsolete infrastructure and equipment in a coordinated fashion.
- Promote the efficient use of existing community facilities, such as streets, sewers, and water, through infill development and planned outward expansion.
- Develop a comprehensive stormwater management plan that addresses water quantity impacts, such as flooding, and water quality impacts, such as the protection of wetlands and stream habitats.
- Consolidate public buildings and community resources within the village center.

Agricultural, Cultural, and Natural Resources

Goal: Capitalize on the amenities offered by the Village's natural, cultural, and (to the extent practical) agricultural resources and integrate these features into future development in order to enhance the character of Howard and the quality of life for its residents.

Objectives

- Expand the overall amount of greenspace within the Village with an emphasis on Village beautification.
- Utilize the existence of significant natural resources as a key factor when identifying locations for future parks.
- Preserve wetlands, floodplains, and other environmental areas to link various parts of the Village and to serve as wildlife corridors, pedestrian trails, and stormwater management areas.
- Maintain and enhance accessibility of public lands along the waters of Green Bay and Duck Creek.
- Require the creation of neighborhood greenspace and parks within residential developments.

- Coordinate future parks and greenspace with adjoining communities and the recommendations in the *Brown County Park and Open Space Plan*.
- Promote a more harmonious relationship between the natural landscape and future development through incentives for the use of conservation subdivisions and other flexible techniques.
- Maintain and enhance the appearance and community identity of the Village through the creation of design standards, landscaping, improved signage, and other aspects of the Village.
- Identify and protect significant historic and scenic sites, including archeological sites, and promote their value to the Village.
- Promote the preservation and rehabilitation of older buildings within the Village, especially through adaptive reuse of such buildings when possible.
- Investigate the feasibility of converting abandoned quarries into recreational facilities.
- Maintain existing agricultural areas for as long as possible by promoting infill development and the orderly expansion of growth areas.
- Protect the rural character of the west and east edges of the Village by avoiding residential subdivisions until all municipal services can be provided.

Intergovernmental Cooperation

Goal: To work with the surrounding communities, school district, Brown County, and State of Wisconsin to cooperatively plan and develop the Village and region.

Objectives

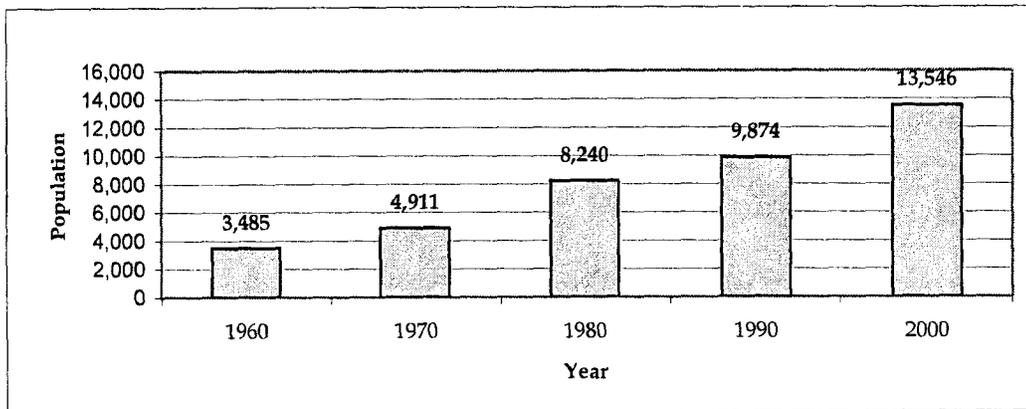
- Work with the surrounding communities to resolve boundary issues, coordinate municipal services, and address other issues of mutual concern.
- Work with the Howard-Suamico School District, Town of Suamico, and the Brown County Planning Commission to evaluate the future needs of the school district.
- Work with the surrounding communities, Brown County, and WisDOT to plan the STH 29, US 41, and I-43 corridors.
- Identify existing conflicts with the surrounding communities and work with the communities and Brown County Planning Commission to resolve these conflicts.

- Work with the Wisconsin DNR and Brown County to preserve the public status and use of the state- and county-owned land at the east end of the Village.
- Utilize the Village's extraterritorial review authority to ensure that development immediately outside the Village limits is compatible with development within the Village.

Demographic Trends

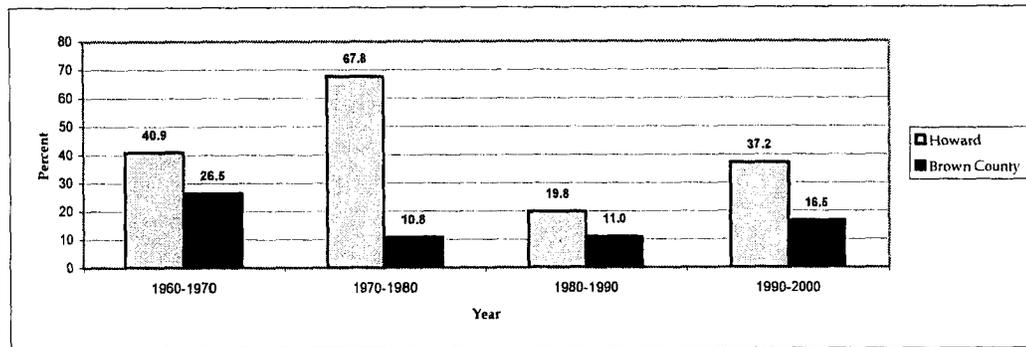
Over the last 40 years, the Village of Howard has experienced a rapid increase in its total population. Between 1960 and 2000, the Village increased its population from 3,485 to 13,546, which is an increase of 288.7 percent. Over this same 40-year time-period, Brown County's population increased by 81.3 percent (101,676 people). In terms of current (2000) population totals, the Village of Howard ranks fifth among the 24 municipalities within Brown County.

Figure 1-1: Village of Howard Growth Trends, 1960-2000



Source: U.S. Census of Population; Wisconsin Dept. of Administration

Figure 1-2: Howard and Brown County Population Increases, 1960-2000



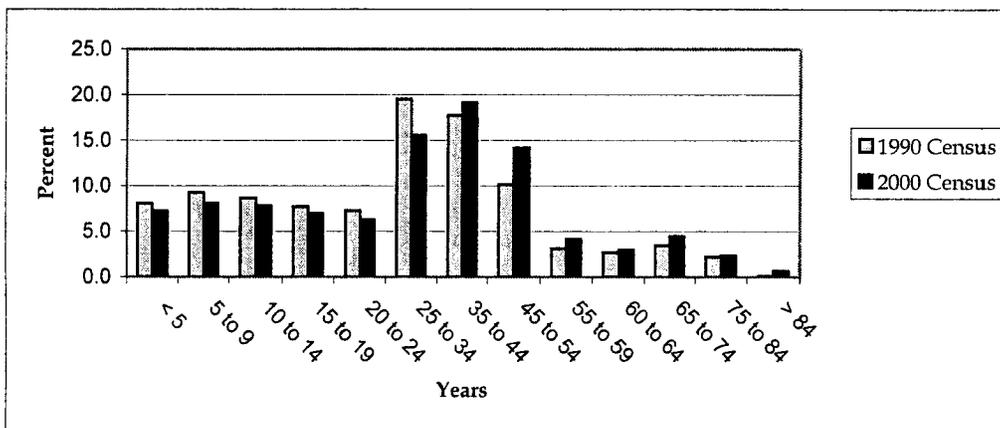
Source: U.S. Census of Population; Wisconsin Dept. of Administration

Figure 1-2 displays how the Village of Howard consistently grew at a faster rate than Brown County over the last 40 years. This strong population growth has increased the status of the Village of Howard in Brown County.

Age Distribution

U.S. Census figures indicate that the 2000 median age of Village of Howard residents was 33.8 years, as compared to 29.9 years of age in 1990. The 2000 Census also found that the number of school-aged (K-12) children has increased by 13.7 percent since 1990, residents aged 20-54 have increased by 38.4 percent, and residents aged 55 or greater increased by 73.4 percent. This trend indicates that although the Village is rapidly growing through natural replacement and in-migration, there is an increasing number of older residents who will require special services as they continue to age. Figure 1-3 displays how Howard residents have aged over the last ten years with the age ranges as a percentage of the overall population of the Village of Howard.

Figure 1-3: Age as a Percentage of Population, 1990 and 2000

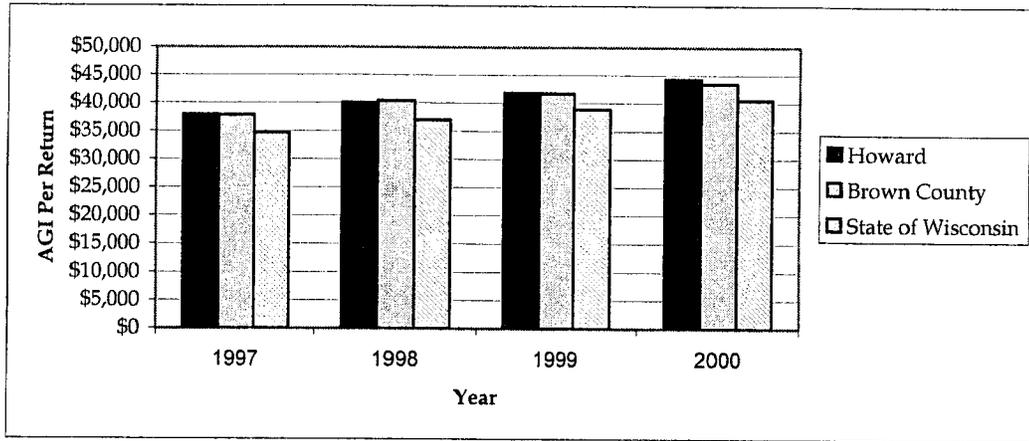


Source: U.S. Census of Population; Wisconsin Dept. of Administration

Income Levels

According to the Wisconsin Department of Revenue's Division of Research and Analysis, the Village of Howard's adjusted gross income (AGI) per tax return has increased continuously since 1997. The most recent year for which information is available lists the year 2000 AGI for the Village of Howard at \$44,324, Brown County at \$43,565, and the State of Wisconsin at \$40,570. Figure 1-4 shows that the average per-return incomes of Howard and Brown County were very comparable between 1997 and 2000. However, both averages have been consistently greater than the average of the State of Wisconsin as a whole.

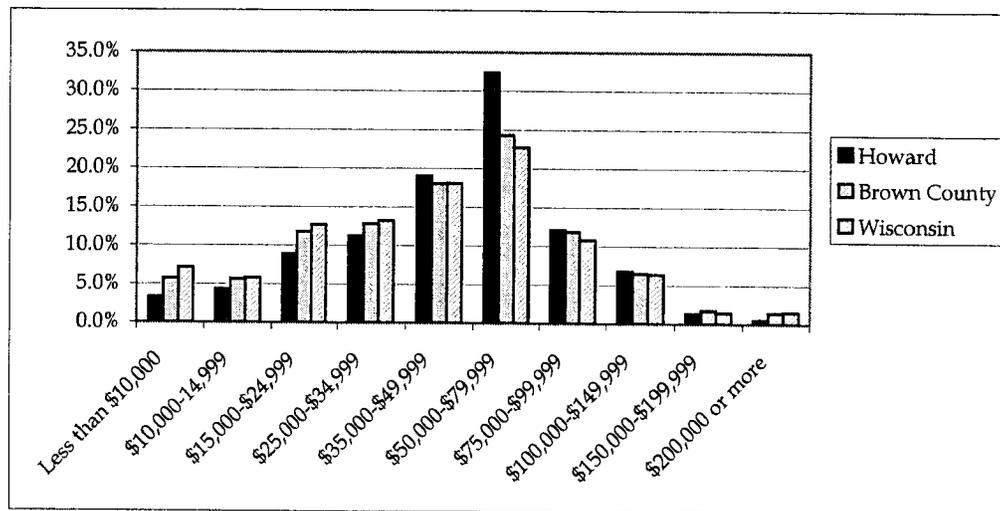
Figure 1-4: Municipal Per-Return Income, 1997-2000



Source: Wisconsin Dept. of Revenue - Division of Research and Analysis Wisconsin Municipal Per Return Income Report for 1997, 1998, 1999, and 2000

The 2000 U.S. Census also provides detailed ranges of income for these three units of government.

Figure 1-5: Household Incomes for Howard, Brown County, and Wisconsin, 1999



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

Figure 1-5 shows that the Village of Howard had a much larger percentage of households earning \$50,000-\$79,999 than either Brown County or the State of Wisconsin in 1999. This is understandable when comparing the median household income for the Village of Howard (\$51,974) to Brown County (\$46,447) and the state (\$43,791).

Housing Characteristics

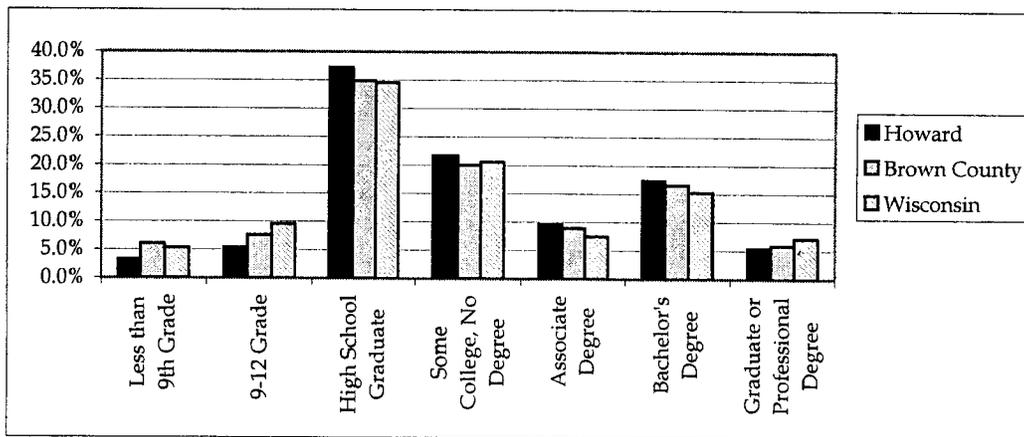
Similar to what is happening nationwide, the average household size in the Village declined during the 1990-2000 period. Howard's average household size in 1990 was 2.88 persons per household, but this dropped to 2.57 in 2000. This decline in persons per household and Howard's rapid population growth will likely result in the need for many more housing units in the Village over the next 20 years.

Most Howard residents own their homes, while a much smaller percentage rent. However, the percentage of owners to renters has changed over the past ten years. According to the 1990 census, 70 percent of Howard's residents lived in owner-occupied housing units, while 30 percent of the residents rented. However, the 2000 U.S. Census showed that the percentage of owner-occupied housing in the Village is now 64 percent and that the percentage of renters is now 36 percent. The Village's housing characteristics and housing unit data are described and analyzed in much greater detail in Chapter 5.

Education Levels

The education levels of persons 25 years and older in the Village of Howard are largely reflective of both Brown County and the State of Wisconsin. The largest percentage of Howard's residents are high school graduates, followed by those with some college and no degree and those who have earned a bachelor's degree. The Village is below both the state and Brown County in terms of people who have not earned a high school diploma and those who have earned graduate or professional degrees.

Figure 1-6: Educational Attainment of People 25 Years and Older



Source: U.S. Bureau of the Census, Census 2000 Table DP-2 Profile of Selected Social Characteristics: 2000.

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. 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 area, the Village also has several large employers. These employers are listed below.

Figure 1-7: Major Employers in the Village of Howard

Employer	Product/Service	Approximate Number of Employees
American Medical Security, Inc.	Insurance	1,900
Howard-Suamico School District	Education	440
Fleet Farm	Retail Sales	250
Anamax Corp.	Manufacturer of Blended Feed for Cattle	200
Stock Lumber	Lumber Company	140
Samuels Recycling	Processing of Scrap Metal	90

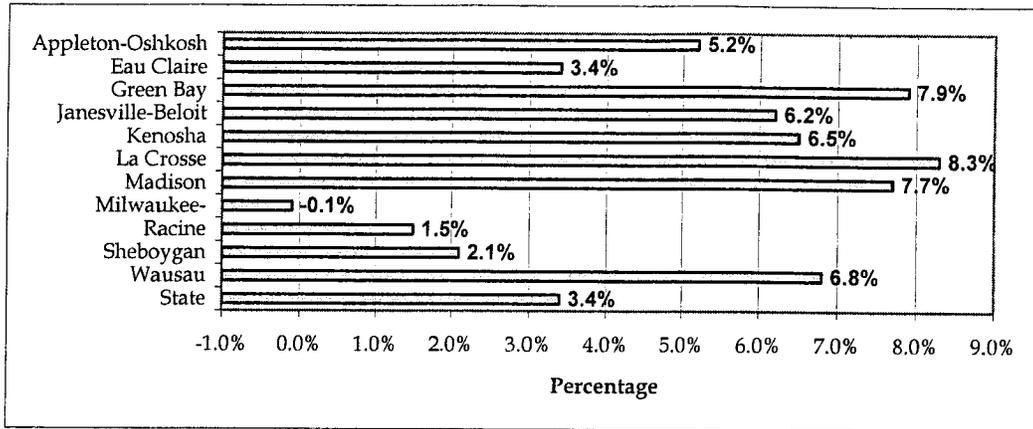
Source: Village of Howard, 2001

Figure 1-7 shows that the Village has a diversified employment market that includes professional, service, retail, and manufacturing sector jobs.

Employment Forecasts

Although the economy is slowing from a period of unprecedented job growth during the 1990s, the Green Bay Metropolitan Statistical Area (which includes the Village of Howard) continues to grow. According to the State of Wisconsin Department of Revenue's Division of Research and Policy, the most recent *Metropolitan Area Outlook* states that employment in the Green Bay Metropolitan Statistical Area (MSA) was expected to grow by 2.4 percent in 2001, which follows a 2.4 percent level of growth in 2000. Employment within the Green Bay MSA is forecasted to grow by a total of 7.9 percent between 2001 and 2006. This is the second fastest forecasted growth rate in the state, for only the La Crosse MSA's projected 8.3 percent rate is expected to exceed the Green Bay MSA's during this 5-year period. Over this same period, the state's employment rate is expected to grow 3.4 percent, which is less than half that of the Green Bay MSA. Employment growth industries within the Green Bay MSA during the 2001-2006 time-period are forecasted to include finance, insurance, real estate, and service sector employment. Although employment growth within the Green Bay MSA is not expected to be as great as during the 1990s, forecasted employment growth will continue to be comparatively stronger than most other areas in the state. The total non-farm employment forecasts for the Green Bay and other Wisconsin MSAs are summarized in Figure 1-8.

Figure 1-8: Total Non-Farm Employment Forecasts by MSA, 2001-2006

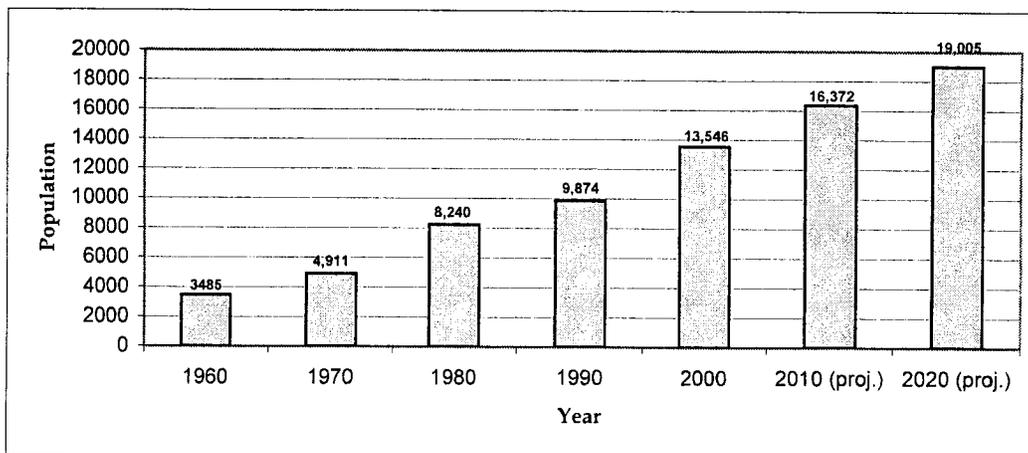


Source: Wisconsin Dept. of Revenue - Division of Research and Policy *Metropolitan Area Outlook 2001-2006*.

Population and Housing Forecasts

In January of 2002, the Wisconsin Department of Administration (WDOA) provided Brown County with updated population projections through the year 2020 to update the Brown County Sewage Plan. According to these projections, the Village of Howard is forecasted to grow to 16,372 persons by 2010 and 19,005 persons by 2020. This will result in population growth rates for the Village of Howard of 20.9 percent by 2010 and 16.1 percent by 2020. As a comparison, Brown County is projected to grow by 10.0 percent by 2010 and 8.2 percent by 2020. The historic and projected population for the Village of Howard is listed in Figure 1-9.

Figure 1-9: Past and Projected Populations for Howard, 1960-2020



Source: U.S. Census Bureau 2001; Wisconsin Dept of Administration, 2002.

Based upon the population projections supplied by WDOA, the Village of Howard can expect to add approximately 5,500 persons over the next 20 years. Using the 2000 census average household size of 2.57 persons for the Village, Howard will need approximately 2,100 additional dwelling units to accommodate its growing population over the next 20 years.

Summary

The goals and objectives identified for the Village of Howard Comprehensive Plan promote the concepts of a "walkable" and "livable" community. These two concepts are to be attained through features, such as an identifiable village center, neighborhood parks, a mix of housing types, a multi-modal transportation system, planned growth, and the integration of development with the protection of natural and cultural resources.

The Village has experienced very rapid population growth over the past 40 years and is expected to add another 5,500 residents by 2020. The Green Bay area's employment level is also expected to grow at a rate exceeding all but one other area in the state in the near future, but the rate of employment growth will likely be slower than what was experienced nationwide during the 1990s.

In order to accommodate the Village's increasing population, an additional 2,100 dwelling units will need to be added over the next 20 years. However, as the demographic trends indicate, the Village's population is aging, and Howard will need to ensure that these residents' needs are met by offering a variety of housing. Examples of these housing types include apartments, townhouses, condominiums, retirement homes, and community-based residential facilities.

Although the strong population, employment, and housing growth in the Village will provide an opportunity to implement many of the stated objectives in the comprehensive plan (the village center, neighborhood parks, etc.), providing services to the growing and aging population while protecting the Village's resources in the face of development pressure must also be considered and planned.

CHAPTER TWO

Land Use

The purpose of the plan's Land Use section is to compile an inventory of the existing land use patterns and to recommend a future direction for development that is consistent with the desired character of the community.

Existing Land Use

In order to plan for future land use and development in Howard, it is necessary to consider existing land uses and development trends. A land use inventory, which classifies different types of land use activities, is an important means of identifying current conditions. In addition, by comparing land use inventories for previous years, various trends can be discerned that are helpful in establishing the plan for future land use.

The Brown County Planning Commission conducts a countywide land use inventory every decade. Field work for the most recent inventory was completed in June 2000 and updated in the spring of 2002 for the Village of Howard. Using the data, the various land use categories were broken down by acreage. Table 2-1 describes the land use composition of the Village, and Figure 2-2 shows the location of the various land uses within the Village.

Residential Land Uses

Of the developed land uses, residential land use is the dominant category. In 2000, the Village of Howard had 2,160.6 acres devoted to residential land use, which is 15.1 percent of the Village. This trend has gone steadily upward over the last few decades. The presence of developable land, availability of public services, and proximity to the Green Bay Metropolitan area have helped contribute to this trend.

In terms of location, the heaviest concentration of residential development is within the central part of the Village. This area is almost exclusively residential. There are also concentrations of residential development south of Velp Avenue in the southeastern part of the Village and the Memorial Drive area in the south part of the Village. There are several pockets of rural residential development and scattered homes in the western and northeast portions of Howard. Most of the rural residential development has been in existence for many years because public sewer and water have served the vast majority of recent development within the Village. This development has been progressing outward from the older residential core area to the north and west.

The bulk of the residential use is single-family residences. In 2000, 89 percent of the acres devoted to residential use were for single-family residences. Two-family residences (duplexes) and multifamily residences comprised about 5 percent each. Since 1990, there has been an increase in the amount of two-family and multifamily acreage relative to

single-family residential acreage. In 1990, 92 percent of the residential acres were for single-family use, but this percentage dropped to 89 percent in 2000.

The different types of residential land use are mostly separate from one another in distinct regions. Although there are some examples of intermingling of the various residential types, they mostly are not grouped together. A large percentage of the two-family and multifamily residences are located in the region to the south of Velp Avenue and east of Highway 41/141. Additional multifamily development can be found 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.

Commercial Land Uses

Commercial land uses occupied 470 acres in the year 2000, or 3.3 percent of the Village. Not surprisingly, the amount of commercial activity has increased as the population has increased. From 1970 to 2000, the acreage devoted to commercial uses has quadrupled.

There are three main areas of commercial development in Howard. The first is a series of strip developments along Velp Avenue, Military Avenue, and a portion of Glendale Avenue. These developments are a mixture of highway-oriented uses and neighborhood businesses that include small suburban strip malls, gas stations/convenience stores, taverns and restaurants, small office complexes, and various retail stores. Velp Avenue has historically been the commercial heart of the Village, with much of the activity existing for decades. In recent years, it has seen considerable redevelopment as older buildings and uses have been replaced or upgraded.

The second area of commercial development is along Dousman Street and Taylor Street near the Highway 41/141 interchange with Highway 29/32. Large commercial uses, such as automobile/RV/mobile home sales, lumberyard and home improvement stores, regional grocery stores, hotel/banquet facilities, and similar expansive uses, characterize this region. Some of these uses have existed for many years, while others have occurred only recently.

The third main concentration of commercial activity is the region between Shawano Avenue and Highway 29/32 to the west of Riverdale Drive. This region is dominated by offices within planned business parks. The most notable of these office buildings is American Medical Securities, which is the largest employer in Howard. This region is the newest of the three main commercial areas, with all of the development occurring since 1990.

Industrial Land Uses

Industrial land uses occupied 522.9 acres in 2000, or 3.6 percent of the Village. Although there are several isolated industrial uses, most of the activity is confined to two regions. The first region is the Howard Industrial Park, which is located east of Velp Avenue in the

Figure 2-1: Village of Howard Year 2000 Land Use Acreage

LAND USE	ACRES
Single-Family	1919.3
Two-Family	123.0
Multifamily	117.1
Group Quarters	1.2
Total Residential	2,160.6
Retail Sales	401.2
Retail Services	27.8
Office Parks	37.6
Vacant Commercial	3.3
Total Commercial	469.9
Manufacturing	451.6
Wholesaling	0.8
Extractive	29.7
Open Storage	0.8
Enclosed Storage	40.0
Total Industrial	522.9
Streets and Highways	1901.7
Railroads	519.1
Air Related	11.2
Total Transportation	2,432.0
Generation/Processing of Communication/Utilities	4.7
Transmission of Communication/Utilities	17.4
Auto Salvage, Recycling, Disposals	27.0
Total Communication/Utilities	49.1
Government Administration	15.4
Police/Fire Stations	5.8
Educational Institutions	158.4
Libraries	2.3
Health Institutions	5.8

LAND USE	ACRES
Fraternal Organizations, Clubhouses	25.7
Religious-Related	57.1
Total Institutional/Governmental	270.5
Parks/Playfields/Athletic Flds	362.5
Trails	78.3
Golf Courses/Driving Ranges	58.8
Archery/Gun/Skeet Ranges	8.1
Boat Launch/Water Access Areas	173.2
Total Outdoor Recreation	680.9
Cropland/Pasture	2,422.6
Long-Term Specialty Crops	31.0
Animal Husbandry	1.8
Agricultural Buildings	50.2
Total Agricultural	2,505.6
Wildlife Refuges	492.7
Woodlands	2047.1
Other Natural Areas	568.6
Lakes and Ponds	1,446.4
Total Natural Areas	4554.8
Land Under Residential Development	280.7
Land Under Commercial Development	86.5
Land Under Industrial Development	72.2
Other Vacant Lands/Unused Lands	263.6
Total Developing/Vacant Lands	703.0
Grand Total	14,349.3

Page for Figure 2-2 (Existing Land Use)

northern part of the Village. Development of the industrial park began in the 1970s and has been spreading northward and eastward. Much of the development has occurred within the last decade.

The second concentration of industrial uses is in the southernmost portion of the Village and is bordered by Packerland Drive, Highway 29/32, and Highway 41/141. When coupled with the adjoining Packerland Industrial Park in the City of Green Bay, the area represents a large regional industrial center. For the most part, the uses within this area are warehousing, storage, and other uses that require a significant amount of land.

Institutional Land Uses

Schools dominate the Village's institutional uses. Howard has five public schools and one private school that occupy a total of 158.4 acres. The public facilities are elementary (K-4), intermediate (5 and 6), and middle (7 and 8) schools, and the private school enrolls students between kindergarten and the 8th grade. The Village does not have a high school within its borders, but it is served by Bay Port High School in the Town of Suamico.

Howard also contains a mixture of other institutional uses, including two fire stations, a village hall, one library, several churches, and health clinics. The institutional land use total of 270.5 acres represented about 1.9 percent of the Village in 2000. In the last few years, institutional uses have grown considerably, fueled most notably by new uses near the Cardinal Lane/Riverview Drive intersection. These new uses include a large church (Green Bay Community Church), a YMCA, a Brown County Library branch, and a health clinic. Other institutional uses are scattered throughout the community.

Outdoor Recreation Uses

The Brown County Land Use Inventory indicates that Howard contained 680.9 acres of outdoor recreation uses in 2000, which comprised 4.7 percent of the Village. This figure does not include the Fort Howard Paper Foundation Wildlife Area or the DNR lands along the shore of Green Bay, both of which were classified as natural areas. The acres do, however, include Pamperin County Park, the Mountain-Bay Trail, various Village parks, the Village Green Golf Course, and several private outdoor recreation facilities. Parks and other outdoor recreational uses are discussed further in Chapter 6 of the plan.

Agricultural Land Uses

The Village has lost a considerable amount of agricultural land to development. The original (1965) Brown County Land Use Inventory showed that Howard had 7,745 acres of agricultural land, but the most recent inventory (2000) lists the agricultural land at 2,505.6 acres. This demonstrates that the Village lost approximately two-thirds of its farmland during this 35-year period. Perhaps more than any other land use statistic, this reduction in farmland shows how Howard has evolved fairly quickly from a mostly rural farming community to a suburban village.

Except for a few pockets of agricultural land within the built-up portion of the community, the remaining agricultural lands are generally located to the west of Pinecrest Road. There is also a smaller agricultural area in the vicinity of Lakeview Drive west of Highway 41, and only one dairy farm continues to operate in Howard.

Natural Areas

The eastern portion of Howard contains the bulk of the community's natural areas. The Brown County-owned Fort Howard Paper Foundation Wildlife Area and the Wisconsin DNR-owned Green Bay West Shore Wildlife Area comprise 339 acres and 376 acres, respectively. Overall, Howard has approximately 4,555 acres of natural areas, including wetlands, woodlands, part of the Bay of Green Bay, and drainageways.

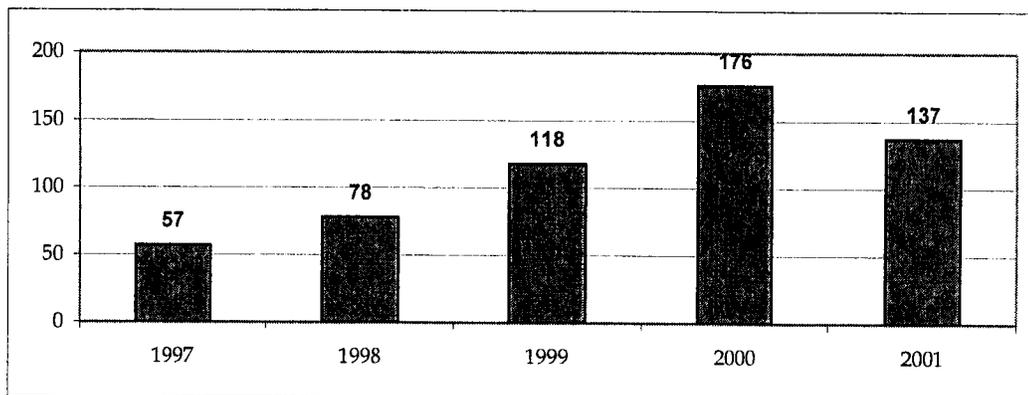
Natural areas have fared better than agricultural lands in terms of land use changes. The creation of the two wildlife areas and the reverting of idle farmland to woods and wetlands has tempered the conversion of natural areas to developed uses. In addition, the Village historically contained only limited amounts of upland woods and, as a result, had fewer opportunities for woodlands to be developed. Most of Howard's development has occurred on formerly agricultural lands.

Land Use Trend Analysis

Supply and Demand

Figure 2-3 below shows that the demand for vacant parcels of land in the Village of Howard increased steadily from 1997 to 2000, with a small drop in 2001. From 1997 to 2000, vacant property was on the real estate market for a fairly constant average of 367 days. In 2001, the average jumped to 512 days, which is an increase of over 39.5 percent in one year. However, even though vacant land took longer to sell in 2001, the sale of 137 vacant parcels indicates that a rather strong market continues to exist in the Village.

Figure 2-3: MLS Vacant Parcels Sold, 1997-2001



Source: REALTORS® Association of Northeast Wisconsin, 2002.

Land Prices

According to the REALTORS® Association of Northeastern Wisconsin, the average selling price for a vacant lot in the Village of Howard has remained fairly steady over the past five years. The prices ranged between a low of \$33,433.91 in 1998 to a high of \$35,603.86 in 1997, while prices in 1999, 2000, and 2001 fell between these two amounts. Of the Village properties that were sold over these five years, 97.7 percent were served by the public water system and 98.4 percent were served by the public sewer system. Prices for existing homes in Howard are discussed further in Chapter 5 of the plan.

Opportunities for Redevelopment

The Village of Howard's residential, commercial, and industrial base is all relatively new. However, there are a few areas that are identified as potential redevelopment opportunities. One of these areas is the Velp Avenue commercial corridor in the southeastern part of the Village, which runs between Green Bay and US 41. Although the northern portion of the corridor has recently seen some redevelopment activity, the southern portion (from the Village limits north to roughly Melody Drive) has not seen as much activity. Redevelopment of some of the older commercial uses, which could include narrowing the front yard setbacks to allow buildings to be close to the street, allowing zero-side setbacks to encourage infill development, moving parking to the rear of the buildings, adding sidewalks and bicycle lanes, and installing decorative lighting, would be beneficial to creating a more pleasant streetscape and southern entryway into the Village. The plan's Transportation chapter (Chapter 3) provides a more detailed analysis and recommendations regarding improvements to Velp Avenue.

Another potential area for redevelopment is the Taylor Street commercial corridor on the Village's southeast boundary. There currently are a number of older commercial uses and vacant lots that could be filled with commercial uses to more efficiently utilize the existing utilities and services in the area. This area should also be redeveloped in the same manner as Velp Avenue with zero setbacks, sidewalks, parking in the rear, and other amenities. There are also concerns regarding the number of driveway access points on Taylor Street, and a detailed study should be undertaken to identify potential remedies.

The Military Avenue commercial corridor south of Velp Avenue is similar to the Velp Avenue and Taylor Street corridors with a number of vacant lots and older commercial structures. This area should also be identified for redevelopment and infill opportunities with businesses closer to the street, parking in the rear, sidewalks, decorative lighting, and other amenities to create a more pleasant streetscape for pedestrians, bicyclists, and motorists.

Opportunities for industrial redevelopment include the former Duck Creek gravel quarries located along Velp Avenue, Glendale Avenue, Riverview Drive, and Hillsdale Drive. The three smaller quarries to the south have filled with groundwater, and the

Quarry, which was most recently in operation, is slowly filling in. Recreation opportunities, such as fishing and swimming, should be evaluated as potential uses for the quarries.

Riverview Drive and Hillsdale Drive currently contain small industrial uses in areas that would be more conducive to residential redevelopment. Higher density traditional neighborhoods would be ideal for these areas because they would be infill developments and would fit well with the existing developments. In order to prepare the sites for redevelopment, the Village should pursue brownfield grants through the State of Wisconsin Department of Commerce.

The existing Village of Howard Industrial Park does not have a coordinated development pattern and would benefit from the implementation of a site plan review process for both existing development during property transfers and new infill industrial development.

Opportunities for housing redevelopment and rehabilitation are discussed in the Existing Neighborhoods - Infill Development, Redevelopment, and Rehabilitation section of this chapter.

Existing and Potential Land Use Conflicts

The primary area that has historically caused land use conflicts was the operation of the gravel quarry at the eastern end of Glendale Avenue, which is just east of Velp Avenue. However, quarrying has recently ceased, and the Quarry is now slowly filling with groundwater like the three smaller quarries to the south have over the years. Identifying recreation and other potential future uses for the quarries should be evaluated and recommended in a more detailed study.

As the Village of Howard continues to grow to the west, new residents will encounter active farming operations. It is important that new residents in these areas be made aware of active farms, as well as the sights, smells, and other activities that characterize farming operations. The comprehensive plan identifies the areas of the Village that are to remain agricultural, and every effort should be made to ensure that the existing farming operations are not negatively impacted by development.

20-Year Projections in 5-Year Increments

The State of Wisconsin Comprehensive Planning Law requires communities to project their future land use needs for residential, commercial, industrial, and agricultural lands for a 20-year period in 5-year increments. In order to determine how much land the Village of Howard will need to continue to grow at its current rate, the land use inventories for 1980 and 2000 were first compared.

Figure 2-4: Howard Land Use, 1980-2020

Land Use	1980 (Total Acres)	2000 (Total Acres)	Difference 1980-2000	2020 Projection (Tot. Acres)	Difference 2000-2020
Residential	1,237 acres	2,160 acres	+923 acres	3,210 acres	+1,050 acres
Commercial	253 acres	456 acres	+203 acres	719 acres	+263 acres
Industrial	183 acres	493 acres	+310 acres	756 acres	+263 acres
Agricultural	4,561 acres	2,506 acres	-2,055 acres	1,146 acres	-1,360 acres

The Issues and Opportunities chapter stated that Howard's population between 1980 and 2000 increased from 8,240 to 13,546 (an increase 5,306 people). Based on the number of people living within the developed areas of Howard, the average density of persons per acre within these developed areas was approximately 5.75 persons per acre in 2000.

The population of the Village is projected to increase by another 5,459 people between 2000 and 2020. If the Village's residential areas develop at approximately the same density as the past 20 years, there will be a need for an additional 950 acres of residential development during this period. In order to account for market factors, such as the willingness of property owners to sell property, the necessary residential acreage was increased by a factor of 10 percent. This resulted in an estimate of 1,050 developable acres needed for residential development between 2000 and 2020.

The input received through the two Village-wide visioning sessions, random survey, and stakeholder interviews indicated that the residents of Howard prefer the present ratio of residential development to commercial and industrial development. The land use inventory found that this ratio is approximately four acres of residential development for every one acre of commercial development and one acre of industrial development. Applying this ratio to the 1,050 acres needed for residential development yielded the need for another 263 acres of commercial land and 263 acres of industrial land during the 20-year planning period.

Since street rights-of-way were not included within the necessary acreage totals, it was necessary to determine the approximate street right-of-way acreage needed to serve the developing areas. To determine the street acreage, several approved subdivision plats within the Village were identified as either residential or commercial/industrial, and the percentage of land devoted to street right-of-way was identified. This analysis determined that there will be a need for an additional 394 acres of street right-of-way between 2000 and 2020.

Based on the past 20 years of growth within the Village, it is assumed that approximately 1,970 additional acres will be needed to accommodate the Village's growth over the next 20 years. This total includes 1,050 acres for residential development, 526 acres for combined commercial/industrial/governmental development, and 394 acres for street right-of-way.

However, the intent of this plan is to promote mixed land uses, traditional neighborhoods, narrower streets, and other similar concepts instead of the standard segregated "pods" of single land uses served by wide streets. Therefore, the total acreage needed for 20 years is more important than the individual acreage requirements for residential, commercial, and industrial uses.

Figure 2-5 identifies the 5-year growth increments for the Village of Howard. The increments are based upon where services, such as sewer and water, currently exist and where they can be most cost-effectively extended when warranted by development pressures.

Future Land Use Recommendations

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

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

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

The idea of creating diverse neighborhoods rather than stand-alone single-use developments is a common theme throughout the Future Land Use section of this chapter. Figure 2-6 shows the future land use plan for the Village.

Neighborhoods

Future residential development in Howard should be based upon the concept of neighborhoods. A neighborhood should be more than just a housing development by itself. It should also include recreational uses, such as a neighborhood park, institutional uses, such as churches or schools, and neighborhood commercial uses providing goods and services geared primarily for the surrounding residents. This plan encourages that

Page for Figure 2-5 (5-year growth increments)

future residential development be placed in neighborhoods of about 160 acres in size (1/2-mile square). This is designed to create neighborhoods large enough to support services and amenities that meet some of the needs of daily life but small enough to be defined by pedestrian comfort and interest. This size range is based on a five-minute walking distance (about a quarter-mile) from the edge to the center and a ten-minute walking distance (about a half-mile) from edge to edge. Neighborhoods can, however, be smaller or larger depending upon circumstances, such as the location of main streets, topography, and natural features.

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

- *Walkable*, meaning that pedestrians can easily reach everyday destinations and that an area can be traversed in about 10 minutes. Several enjoyable route choices should also be available for pedestrians.
- *Livable*, meaning that a neighborhood is safe with a focused center and easy access by various means of travel to schools, shopping, and services that meet many of the needs of its residents.
- *Varied*, meaning that a variety of buildings, spaces, and activities are included and are designed and operated in harmony with the residential character of the neighborhood without disruption from highly contrasting buildings or activities that relate only to themselves.

Concepts For All New Neighborhoods

Preferably, each neighborhood should be grouped around (or otherwise include) public spaces, such as streets, parks and outdoor spaces, schools, places of worship, and other shared facilities. Each neighborhood should contain a small neighborhood park of about 5 acres to serve the recreational needs of the residents. These parks are meant to complement the few larger community parks that serve the entire Village.

Commercial Nodes

Nodes of commercial activity, or neighborhood centers, should be situated at the edge of the neighborhoods, such as at the intersections of major streets. These neighborhood centers would be an alternative to the linear commercial strip development that often occurs along major roads and is not pedestrian- and bicycle-friendly. The proposed nodes of neighborhood activity should be relatively small (about 10 acres) and should contain a mixture of retail, services, and institutional uses geared to serving the immediate area rather than the entire community or region. In this manner, many of the goods and services that residents rely on would be within walking distance. The

Page for Figure 2-6 (Future land use map **11 X 17**)



neighborhood centers would also tie together the residential neighborhoods adjoining them.

Housing Types

Forms of housing within neighborhoods should be mixed so people of different ages and incomes have opportunities to live in various areas in the Village. The current land use pattern of the Village is primarily comprised of large regions of exclusive single-family homes and large regions of apartment complexes. The recommendation for most of the future residential development is to encourage greater variation and mixing of residential types. Townhouses, duplexes, and smaller apartment buildings can be strategically interspersed with single-family residences. Design standards and the creation of open space and other buffers can help integrate the different residential intensities. Large expanses of strictly one residential type should be avoided. Variation in house models should also be encouraged to avoid monotonous streetscapes.

Neighborhood Connectivity

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

Street Networks

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

While blocks should generally be rectilinear or otherwise distinctly geometric in shape, they may vary in size and shape to avoid a monotonous repetition of a basic grid pattern or to follow topography. To be conducive to walking, block layouts should generally be designed with frequent street connections with individual block lengths having a maximum range of about 700 feet. The street network should connect to the adjacent neighborhood commercial centers and extend out into the surrounding neighborhoods. Selected streets should extend into and through the adjacent commercial area to provide convenient access from all sides of the center.

Traffic Calming

For a network to provide a desirable residential environment, it must be designed to discourage excessive speeding and cut-through traffic. Street widths and corner curb radii should be as narrow as possible while still providing safe access for emergency and service vehicles. Traffic calming techniques, such as curb extensions and other specialized measures, can be used to slow and channel traffic without hampering convenience, direct access, and mobility.

Pedestrian Network

Neighborhoods should have a connecting network of sidewalks, walkways, and bike paths leading to small neighborhood parks, open spaces, schools, shopping and service activities, and other public and quasi-public spaces. On long blocks, intermediate connections in the pedestrian network should be provided with a maximum distance of about 700 feet between walking connections. An existing example of this recommendation can be found in the neighborhood south of Pinewood Park involving Tulip Lane, Lavender Lane, and Shade Tree Lane. The block distance for these streets between Cardinal Lane and Harwood Avenue is over 1,000 feet, but a pedestrian walkway runs through the midpoint of each of the blocks. This walkway provides convenient access between the streets and to Pinewood Park. Pedestrian connections are a great benefit to neighborhoods and should be given greater consideration in new developments. This and other multi-modal transportation concepts are addressed in greater detail in Chapter 3 of the plan.

Neighborhood Parks and Open Spaces

Each neighborhood should have a combination of a small park, tot lots/playgrounds, or other open spaces located within walking distance of all homes. These neighborhood parks would serve the immediate areas and be similar to existing parks, such as Pinewood Park or Barney Williams Park. Again, these parks would complement the larger community parks, such as the Pinecrest Sports Complex and Pamperin Park.

Parks and open spaces should be designed in conjunction with streets and walkways to be a primary feature of any land development and not merely areas left over from site planning for other purposes. They should also be situated along streets instead of tucked behind house rows in order to maintain safety, accessibility, and visibility.

Greater amounts of natural areas and other greenspace could also be included in newly developed areas. Wetlands, watercourses, and other natural features should be integrated into new developments rather than ignored, redesigned, or destroyed. Creeks and other linear features can be a common feature that link individual adjoining developments. Where desirable, open spaces within subdivisions can be publicly owned while others can remain privately owned.

Overall Coordination of Neighborhoods

Any development proposal should be required to show that it forms or contributes to a neighborhood. As applicable, a development should contribute in terms of interconnecting streets, pedestrian paths, parks, neighborhood commercial centers, schools, and open space systems, as much as possible.

Where a pattern of streets and outdoor spaces is already established, additional adjoining development will continue and extend the pattern. In the case of previously unplanned areas, the design for new development will provide for its own pattern being continued and extended in the future.

Characteristics shared with adjoining neighborhoods, such as streets, natural areas, and neighborhood commercial centers, should generally form the extent of a neighborhood. Landscaped outdoor spaces and trails may be used to create an attractive environment at a neighborhood's edge.

Mix of Housing Types and Lot Sizes

As discussed earlier, providing a mixture of housing types is a key concept for all new neighborhoods. Builders and developers are encouraged to use their ingenuity to combine and distribute a variety of housing types to make an attractive marketable neighborhood with housing for people of various income levels and preferences. The plan's Housing chapter (Chapter 5) recommends that at least two housing types be included in any residential project encompassing more than 30 acres. As the acreage of the residential project increases, the number of housing types should also increase. This can be achieved in various ways. Some examples include:

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

Duplexes are often appropriate on corner lots since these lots usually need to be wider and larger to be appropriately situated next to two streets. Also, because each unit can

face a different frontage, the visual impact of the larger building and garage façade is lessened.

Multifamily Housing

The 2000 Brown County Land Use Inventory showed that Howard's residential acreage was comprised of 89 percent single-family dwellings, 6 percent two-family dwellings, and 5 percent multifamily dwellings. However, because multifamily developments have much greater density, the actual percentage of multifamily housing units within Howard is much greater. A Brown County Planning Commission study from April 1997 calculated that 28 percent of the Village's housing units were within apartment buildings and other multifamily developments. It is recommended that future residential development in Howard retain this existing percentage of multifamily development. This will allow for a range of housing types to be accommodated in the Village and maintain a well-rounded housing stock.

Housing Variety

The Village should also encourage greater variety in the types of multifamily developments. In addition to the larger apartment complexes that typify most of Howard's current multifamily housing stock, the Village should include townhouses, condominiums, and smaller 3-unit to 8-unit buildings.

Mixing of Multifamily and Single-Family Residences

In keeping with the theme of mixed-use neighborhoods, multifamily developments should be scattered throughout the various residential areas rather than confined to a few areas of the Village. In this way, the impact of higher density development is limited as this density is spread over larger areas. Multifamily buildings could also be placed next to the neighborhood commercial centers. This would promote a smooth transition between the commercial activity and single-family homes. Higher density developments are recommended near parks and other open space to take advantage of that amenity.

Multifamily Building Design

All multifamily buildings should be designed to reflect, as much as possible, the characteristics and amenities typically associated with single-family detached houses. These characteristics and amenities include front doors facing the sidewalk/street, private outdoor space, adequate parking and storage, and access to sunlight. Multifamily development should also offer variation among individual buildings through any combination of design features, such as building footprints, façade treatments, roof forms, or building orientation.

Building Placement

Placing the buildings close to and fronting the streets will be strongly encouraged as an effective way to integrate multifamily housing with other uses to form a coherent, livable area. Such a pattern incorporates attached housing types into the community fabric in a manner similar to detached houses by facing buildings onto attractive neighborhood streets and sidewalks that are part of the community network. This pattern will maximize other positive housing characteristics, including:

- Individual identity.
- Easy way-finding for visitors.
- More and better accessibility and personal mobility.
- Human scale.
- A defined transition from front to back, thus providing a logical rear location to incorporate parking and garages, service functions, and outbuildings for storage.
- The security that comes with visibility from and to public streets.
- The sense of community that comes with dwellings sharing a neighborhood street.

Projects with multiple buildings should offer variation among individual buildings while staying within a coordinated overall design theme. Variation among buildings should be achieved by a combination of different footprints, facade treatments, roof forms, entrance features, and building orientation. Monotonous complexes of identical buildings should be discouraged; although, there may be ways to achieve visual interest among identical buildings with a high degree of articulation on each building combined with variation in massing on the site.

Coordinated, Orderly, and Balanced Growth

The current overall balance between residential and non-residential development should be retained. Specifically, approximately 2/3 of the acreage for new development should be residential, with the remaining 1/3 being for industrial, commercial, and governmental uses.

A sufficient supply of vacant lands that can be provided with public services should be maintained in order to allow for continued orderly growth. The supply should be based on the projected growth for 5-year increments but should be flexible enough to allow for market conditions. The growth increments are intended to be general indicators of where services and utilities should extend. As noted in the Utilities and Community Facilities chapter, it is generally more cost-effective to include both sides of the street when extending utilities, such as sewer and water. Therefore, when utilities and services

are extended along boundaries between the growth increments, both sides of the street should be served to a depth of one lot or a maximum of 250 feet. The growth increments should be considered "Smart Growth" areas, and they are identified on the 5-Year Smart Growth Increments map (Figure 2-5).

Properties that can be more easily serviced and that are more strategically located in relation to existing municipal services should be top priority for development. Properties slated for future developments that are outside of the applicable 5-year projected growth area should be kept in a rural development holding pattern. Non-sewered development should be discouraged in these areas in order to avoid premature development and efficiently and cost-effectively provide services as growth reaches these areas.

Design Issues

The Village should encourage design elements, such as streetscaping, flags, banners, seasonal decorations, and signage controls, to aesthetically integrate individual land use areas. It is recommended that the Village also concern itself with the design of the main entrance corridors of the Village. These entrances help to establish the overall character of Howard, so the Village should make them as attractive as possible.

One method to enhance the entrance corridors is through boulevards. South Cardinal Lane, which is a major entrance from the south, is already constructed as a boulevard. Other key entrance streets should be considered for boulevard design at the time they are slated for reconstruction. Velp Avenue, from Lineville Road to Glendale Avenue, has a 100-foot-wide right-of-way, which could easily accommodate a boulevard design. Other streets that could potentially be converted to boulevards are Packerland Drive and portions of Shawano Avenue, Sherwood Street, Milltown Road, and Marley Street.

Establishing design criteria for new businesses is another effective way of ensuring high quality development. In commercial areas, particularly the neighborhood centers and the village center that is addressed later in this chapter, reducing the expanse of parking areas should be accomplished. Parking lot landscaping standards should be enforced, and these standards should include landscaped "islands" within large parking lots, the placement of parking behind buildings instead of between the buildings and sidewalks/streets, and other features.

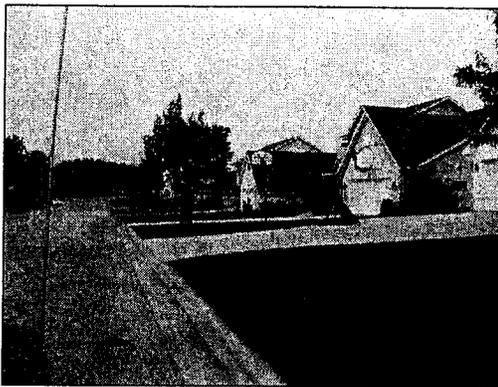
Streetscape Design Characteristics

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

To foster visual interest along neighborhood streets, garages and driveways should be designed to be a less dominant feature of the street frontage. Garages that are recessed from the front building façade or that are at least even with the rest of the front façade

are preferred over protruding garage doors. Locating garages further from the street can allow narrower driveway frontage at the curb, leaving more room for an attractive streetscape. Garages can also be tucked into side or rear yards or can be side-loaded to avoid a streetscape dominated by the repetition of garage doors.

Alleys and various forms of shared driveways are another means to improve the visual interest of neighborhood streets by reducing driveway curb cuts and street-facing garage doors. These alleys and driveways can also serve as locations for ancillary buildings, utilities, service functions, and interior-block parking access. They are especially appropriate in Traditional Neighborhood Design developments, and they allow rear access to lots along collector and arterial streets. The plan's Housing chapter (Chapter 5) contains a series of photos to illustrate this type of development.



Street lined with protruding garage doors.



Street lined with porches, windows, and front doors.

Street trees have a tremendous positive visual impact on the streetscape. As trees planted along the edge of streets mature, they can often become the defining element of a neighborhood. The mature maple trees planted about 40 years ago along the streets south of Pinewood Park form a canopy over the streets that distinguish this neighborhood from other subdivisions without street trees. Existing trees should also be incorporated into the design of neighborhoods whenever possible. A good example in Howard is the Valley Brooke Heights development where many mature trees along an old fence line were preserved. The entrance road, Valley Brooke Lane, was designed as a boulevard with existing trees within the median. The Howard Subdivision Ordinance should include provisions for street trees as a required improvement for new subdivisions. Methods to evaluate and incorporate existing stands of trees should also be explored.

Existing Neighborhoods: Infill Development, Redevelopment, and Rehabilitation

The concept of neighborhood development in the Village of Howard primarily applies to new development. However, it does pertain to *existing* neighborhoods if there are

opportunities to infill, update, and/or improve particular situations. Some of the existing older developments in the Village already reflect these patterns of neighborhood development.

Infill Development

Infill residential development is recommended in the areas east of Pinecrest Road, north of the Memorial Drive/Yolanda Drive intersection, and along Woodale Avenue east of Hillcrest Heights. However, since many of these areas have remained undeveloped for years for a number of reasons, it is recognized that additional lands outside of the already developed portion of the Village will be needed for residential development in the near (0-5 years) future.

Redevelopment Opportunities

Although the vast majority of the Village's housing stock is less than 20 years old, there are some residential areas in the Village that are identified as rehabilitation opportunities. The areas of the Village identified for potential rehabilitation projects include the Barney Williams Park area, along Riverview Drive, and the Island Court neighborhood. These two neighborhoods could be identified as target areas for CDBG-Housing Grants to rehabilitate the homes, as well as provide seed money for a village-administered housing rehabilitation revolving loan fund after the rehabilitation projects are completed.

Infill development, redevelopment, and rehabilitation opportunities should be encouraged in order to take advantage of existing infrastructure and services, provide affordable housing, and prevent blighting due to the presence of vacant and dilapidated buildings and parcels. Density bonuses, housing grants for rehabilitation, and other incentives should be utilized. Brownfields should also be identified, cleaned, and promoted for redevelopment.

Infill and Redevelopment Policies, Standards, and Procedures

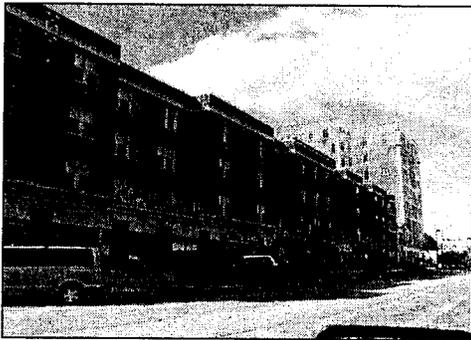
Infill/redevelopment policies, standards, and procedures will apply to proposals for these activities in designated areas. Forms of potential infill development include:

- The addition of new dwellings on vacant lots and other undeveloped parcels surrounded by existing residential development.
- The redevelopment of properties.
- The introduction of neighborhood-related non-residential development, provided that these developments meet performance and architectural standards respecting the neighborhood's positive characteristics, level of activity, and parking and traffic conditions.

- The conversion of vacant aging rental housing stock to rehabilitated affordable single-family housing through Wisconsin Department of Commerce - Housing Grant sources.
- Making improvements to aging single-family housing stock, particularly by seeking Wisconsin Department of Commerce Housing Grants.

Village Center

A village center should be established within the area bounded by Cardinal Lane, Riverview Drive, Shawano Avenue, and Lancaster Brook Parkway. The village center is intended to become the focal point for the entire community and give the Village a tangible identity. It should follow traditional village design with a grid-like street pattern, mixed land uses, relatively small lots, minimal or no setbacks, pedestrian amenities, a transit stop, and related features. Commercial uses should be located on the first floor with residential uses on the upper levels to provide an opportunity for people to live and work within the same area. The photos below show examples of the first floor commercial/second floor residential uses envisioned for the Howard village center.



Washington Square in Green Bay



Mixed-use development in Middleton, WI

In addition to the upper floor residential uses, other residential uses, such as townhouses, apartments, duplexes, and single-family homes, on smaller lots should be mixed into the village center. These uses should, however, fit within the center's scale, theme, and overall design plan. New or relocated municipal buildings should be located within the village center to expand on and enhance the existing institutional uses of the YMCA, Weyers-Hilliard Branch of the Brown County Library, and the proposed Department of Natural Resources building.

Public Gathering Place

In order to bring people to the village center at all times of the day, night, and year, public gatherings should be encouraged through the inclusion of amenities, such as a band shell, village green, or outdoor ice skating area. A large public area in the center of the development would also allow for activities, such as a farmers' market or village-wide festival. Examples of these features are shown on the following page.



Band shell in St. James Park (Green Bay)



Neighborhood access to St. James Park

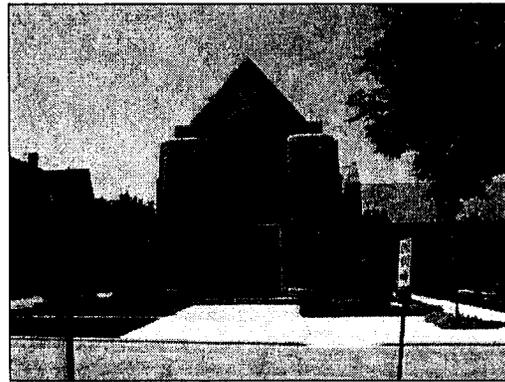
Neighborhood Centers

In addition to residential uses, a neighborhood should be planned to include other neighborhood-serving uses and features. To make neighborhoods more livable, it is recommended that neighborhood centers be planned at strategic locations. Each neighborhood center would serve one or more neighborhoods and would provide a year-round gathering place accessible to all residents. Features of the neighborhood center may include a recreation facility, a school, a daycare for children and adults, a place of assembly and worship, a small civic facility, a neighborhood-oriented market, shops, small professional offices, medical clinics, or other small businesses. These uses should have minimal signage and should attract a limited amount of vehicle traffic. The inclusion of rooms or indoor space for meetings and neighborhood functions is encouraged, as is a square, plaza, pavilion, or other outdoor space accessible to all residents.

Small neighborhood centers should be strategically located within walking distance of residential uses. These centers should be relatively small (about 10 acres) and should preferably be located at a crossroads, encourage mixed uses, and provide goods and services geared toward the immediate neighborhood rather than the region as a whole.



Neighborhood dentist office (De Pere)



Neighborhood church (Green Bay)

Retail uses should be permitted only in the neighborhood centers themselves, but other non-retail uses, such as schools or daycare facilities, could be considered for other portions of a neighborhood, as well.

The neighborhood centers should be designed to reinforce the positive identity, character, comfort, and convenience of their surrounding neighborhoods, and access for pedestrians and bicyclists must be a priority.

Regional Commercial Centers

Strip commercial development along the entire length of roads should be prevented. Smaller businesses should be encouraged to locate within the various neighborhood centers and village center. New commercial enterprises with a regional focus or that require large land areas should be directed to existing regional commercial centers, such as Taylor Street, the US 41/STH 29 interchange area, and portions of Velp Avenue. Although regional commercial uses are typically very land-intensive and auto-oriented, businesses within these areas should be required to move their buildings up to the street and require parking to be placed behind. This will allow pedestrians and bicyclists to have access to the buildings without having to cross a large parking lot. The regional commercial infill and redevelopment areas are also within the 0-5 year development timeframe.

Office Development

Instead of creating additional large office parks, the Village should place office buildings within the village center, neighborhood centers, and in other parts of the community. This will more effectively integrate these uses into the community and minimize office complexes that are served only by motorized vehicles. However, if the village center becomes full or if a very large office building (like AMS) is proposed for the Village, the land between STH 29/32 and Shawano Avenue west of the existing business park should be considered. Once this area is full, the land bounded by STH 29, Greenfield Avenue, and Milltown Road should be considered as a second area for large business development. Any development within these two large office areas should also include a mix of residential and retail uses and utilize a street pattern that ties to the surrounding streets instead of a pattern that has very few entrances.

Industrial Parks

The existing Howard Industrial Park is well situated in terms of access to highways and railroads. It is also reasonably well buffered from residential uses and can be efficiently served with public utilities. The park has grown over the years, but additional land will be necessary over the next 20 years.

The region between the existing Howard Industrial Park and Highway 41 should be reserved for industrial park expansion. New residential uses within this area should be

prohibited and existing ones either purchased or designed around. However, higher density residential development could be considered for the fringes of the industrial area.

Agriculture

As noted above, the dominance of agriculture in Howard has steadily declined. The long-term viability of continued agricultural uses is questionable, and the comprehensive plan does not support indefinite agricultural preservation. This is not to say that the development of agricultural lands should be encouraged, for existing farming operations should be encouraged to continue. As the Village grows outward, these lands should be allowed to convert to developed uses in an orderly, planned fashion. Intensive agricultural activities, such as operations exceeding an established limit of animal units, should be prohibited. These recommendations can be formalized and implemented through a revised zoning ordinance.

Natural Areas

Environmentally sensitive areas (ESAs), such as wetlands, floodways, and steep slopes, should not be developed and should be placed in conservancy. These features should be included in the design of developments as integral amenities and maintained in common ownership.

Parkways are recommended as linear parks typically along waterways. These parks are proposed to be primarily passive in nature, but they would contain multi-purpose trails and associated amenities, such as park benches and/or picnic tables. The parkways and trails could be used for walking, biking, picnicking, and general access to the waterways.

A parkway along Duck Creek should be created to improve accessibility and capitalize on the intrinsic value of one of Howard's most notable natural features. The parkway should include land within the floodway along those portions that are still undeveloped, such as the south side of Duck Creek between Cardinal Lane and Island Court.

Additional parkways, including Lancaster Brook, Baker's Creek, and the small stream between Pinecrest Park and Velp Avenue, should be created to enhance the water features and to create off-street pedestrian and bicycle paths.

Expansion of public lands along the Bay of Green Bay shoreline should be promoted. The Wisconsin DNR and Brown County already own large tracts of land that could potentially be expanded. For example, the *Brown County Open Space and Outdoor Recreation Plan* recommends that the county-owned Fort Howard Paper Foundation Wildlife Area be expanded to Lakeview Drive.

Rural Development

The portions of the Village beyond the projected 20-year growth limits should be slated for continued agricultural and rural residential use. No new subdivisions should be

approved within this agricultural/rural residential region, and a limited number of lot splits should be allowed based upon a density factor instead of lot size. For example, one lot could be created for every five acres owned, but the actual size of lots should be either small (under 2 acres) or very large (over 10 acres). This will allow some rural residential development to occur while enabling properties to eventually be serviced with public sewer and water in a more economical fashion.

Much of the land in the far northeast section of the Village is identified as wetlands or floodplain, which limits its development potential. The region is almost completely wooded, which provides a very rural feel despite its location within the Green Bay metropolitan area. Developments along Lakeview Drive and elsewhere in this region should be conservation designed, with lots clustered on the developable property and surrounded by permanently protected open space. Access to Lakeview Drive should be limited to protect the character of the road, and lots should use shared driveways or alternative access points.

The potential for eventually serving this region with public sewer service should be explored, particularly in light of the possibility of an interceptor sewer line running near Lakeview Drive to connect Suamico to the GBMSD. If sewer service remains feasible, subdivision activity should be prevented or limited until service can be provided (as with the western portion of Howard). If sewer service cannot be economically extended, then rural residential subdivisions using conservation design should be considered.



CHAPTER THREE

Transportation

This section of the plan discusses the existing transportation system and recommends methods of creating a multi-modal transportation system in the Village.

Existing Transportation System

Streets and Highways

Howard currently contains five county trunk highways and several village streets. STH 29 and US 41 run along the south and east sides of the Village, respectively, and US 141 (Velp Avenue) and Interstate 43 are located at the Village's east end (see Figure 3-1). These streets and highways are currently the primary means of reaching most of the Village's residential, commercial, industrial, and institutional destinations.

Functional Classification System

A component of a street and highway system is the functional classification network. This network is typically based on traffic volumes, land uses, road spacing, and system continuity.

The four general functional classifications are freeways, arterials, collectors, and local streets. These classifications are summarized below.

Freeways: Freeways are fully controlled access highways that have no at-grade intersections or driveway connections. US 41 is a local example of a freeway, and STH 29 is planned to be gradually converted to a freeway over the next several years.

Arterials: Principal and minor arterials carry longer-distance vehicle trips between activity centers. These facilities are designed to provide a very high amount of mobility and very little access.

Collectors: Collectors link local streets with the arterial street system. These facilities collect traffic in local areas, serve as local through routes, and directly serve abutting land uses.

Locals: Local roads and streets are used for short trips. Their primary function is to provide access to abutting land uses, and traffic volumes and speeds are relatively low.

The current street 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

Page for Figure 3-1 (existing highway and street system)

to accommodate increasing traffic volumes. Figure 3-2 shows the Village's existing functional classification system.

Pedestrian and Bicycle Facilities

As mentioned above, Howard's existing transportation system is largely comprised of village streets, county highways, and state/federal highways. Relatively few streets currently have sidewalks, and bicycle lanes exist on portions of Lineville Road, Memorial Drive, and Hillcrest Heights. The bicycle lanes that were installed along Cardinal Lane, Woodale Avenue, and other streets in 2000 were removed in 2001.

Despite having relatively few sidewalks and bicycle facilities, the Village does have the Mountain-Bay Trail that runs from Lakeview Drive to Glendale Avenue. This crushed limestone trail connects Howard to Pittsfield and Pulaski in Brown County, and the trail extends as far west 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 City if the rail line that runs along Velp Avenue is proposed for abandonment in the future. The Village's existing pedestrian and bicycle system is shown in Figure 3-3.

Transit

Over the last 26 years, Howard has asked the Brown County Planning Commission several times to study extending transit service to the Village. However, the Village decided in each case to not join the Green Bay METRO system because the cost to the Village was believed to be too high. A summary of the Village requests and decisions during this period can be found in Figure 3-4, and the most recent transit route proposal can be found in Figure 3-5.

Specialized Transportation Services for the Elderly and Disabled

Howard is not currently served by Green Bay METRO's elderly and disabled transportation provider because the Village is not included in METRO's fixed route transit service area. The Red Cross does, however, provide some trips to and from the Village to eligible patrons.

Rail Transportation

Howard currently has three active freight rail lines that primarily serve the northeast and southeast portions of the Village (see Figure 3-6 for the location of these lines). The most active of these lines runs along Lakeview Drive into Suamico, and a spur from this line currently serves Omnova Solutions, Inc. in the Howard Industrial Park.

Page for Figure 3-2 (existing functional classification system)

Air Transportation

Austin Straubel International Airport is approximately 3 miles south of Howard (see Figure 3-7 for the airport's location). Commercial service is currently provided by Northwest Airlines, American Airlines, United Airlines, Skyway Airlines, and ComAir Delta. Charter service is provided by Executive Air and Titlevillage Jet Center. Air cargo service is provided by Northwest Cargo. The Village's economy is not significantly affected by the airport at this time.

Trucking

Trucking activities in the Village are currently concentrated in the Howard Industrial Park and the industrial park south of STH 29 that contains Anamax and other industries (see Figure 3-8 for the location of these parks). The proximity of these parks to US 41, STH 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

The northeast portion of Howard abuts the west bank of the Bay of Green Bay, and Duck Creek runs through the south section of the Village. Although Howard does not have any port facilities along the bay, the Port of Green Bay is used by Anamax Corporation to export its products (see Figure 3-7 for the port's location). Other industries in the Village do not currently use the port.

Page for Figure 3-3 (existing sidewalk and bicycle system)

Figure 3-4: Chronology of Fixed Route Transit Service Requests from the Village of Howard

1976 - The residents of Howard were given the opportunity to vote on whether or not the Village should participate in the Green Bay Transit System. The referendum questions asked if 30-minute and 60-minute service should be provided. The questions were defeated at the rates of 82.7 percent and 60.7 percent, respectively.

1988 - Howard expressed interest in fixed route transit service, and the BCPC developed and presented a service plan to the Village. The service was not provided because the Village was not interested in paying the local share of the route's operating expenses.

1989 - 1993 **Transit Development Plan.** The TDP recommended introducing fixed route transit service in the Village. It was proposed that service be provided each hour during the weekday and on Saturdays during the regular transit operating period. Service was not provided because the Village was not interested in paying the local share of the route's operating expenses.

1995 - 1996 - Green Bay Transit provided limited service to American Medical Security (AMS) in Howard. After three months, service was discontinued due to low ridership. The ridership studies showed that an average of only seven people rode to and from AMS each weekday.

1996 - 2001 **Transit Development Plan.** The TDP outlined a service plan for the Village's consideration, and Howard's clerk/administrator represented the Village on the TDP committee. The Village chose not to participate in the transit system because it would have to pay the local share of the route's operating expenses.

1997 - The Village expressed interest in fixed route transit service, and the BCPC staff developed a service plan. The Village elected not to participate because it would have to pay the local share of the route's operating expenses.

2000 - The Village expressed interest in fixed route transit service, and BCPC staff developed a service plan. BCPC and transit staff presented the route on May 8, 2000. The Village chose not to participate because it would have to pay the local share of the route's operating expenses.

Figure 3-5: Most recent transit route proposal for Howard

Future Transportation System

Even though Howard's land use pattern and transportation system are currently heavily oriented toward motorized vehicles, the Village contains several areas that can accommodate higher density infill development that includes a mix of residential, commercial, institutional, and recreational uses. The western section of the Village also contains a significant amount of vacant land that can eventually be developed into mixed-use neighborhood centers and other land use patterns that make walking, bicycling, and transit viable transportation options.

To achieve the transportation plan's goal of creating a safe and efficient multi-modal transportation system that serves all Howard residents, the Village will need to alter its current methods of developing land and building the transportation facilities that serve these developments. These changes must be comprehensive because changing only some of the Village's land use and transportation policies will not enable the Village to achieve the safety, accessibility, mobility, and efficiency aims of this component of the plan.

This section of the Transportation chapter identifies the major aspects of Howard's transportation system and recommends methods of developing them over the next 20 years to create a viable multi-modal transportation system. The section also discusses the land use patterns that will need to be developed during this period to create this system.

Village Streets

Howard currently has few multi-lane streets, but many of the Village's streets are still at least 40 feet wide. The Village also contains several long blocks that provide infrequent connections to intersecting streets. This is especially true in the Village's newer residential areas where wide streets, long blocks, and cul-de-sacs are common. In addition to being expensive to construct and maintain, the Village's wide streets encourage people to drive at high speeds through neighborhoods, school zones, and other areas where high speeds are not appropriate. The long blocks, cul-de-sacs, and separation of land uses throughout the Village also do more than encourage people to drive from place to place – they force them to drive because other transportation modes are not practical.

To enable people to safely and efficiently navigate the Village's street system with and without personal 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.

Figure 3-6: Existing rail lines in Howard

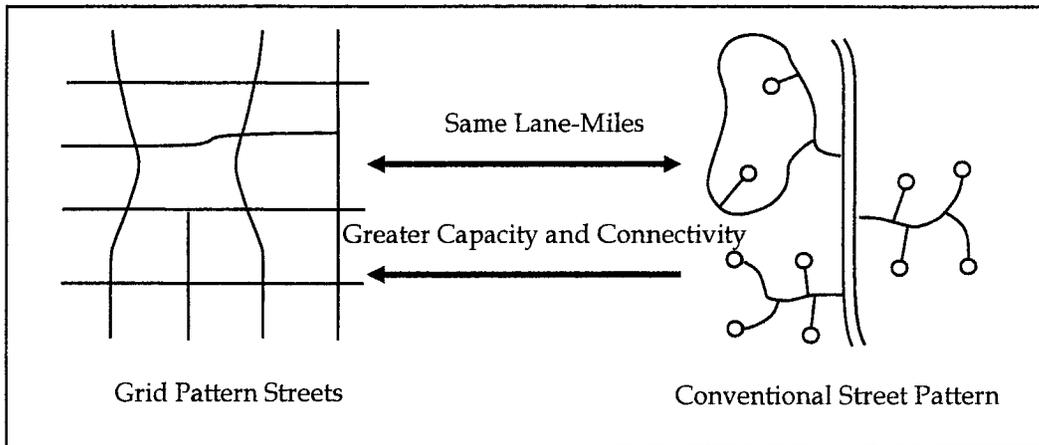
Figure 3-7: Proximity of Howard to airport and port of GB

Figure 3-8: Howard and Anamax Industrial Park location maps (for trucking section)

Develop Grid and Grid-like Street Patterns

To increase street connectivity and intersection frequency, the Village should require developers to design subdivisions that include grid or grid-like street patterns that offer motorists several route options and avoid concentrating traffic on relatively few streets. The connectivity provided by the grid patterns will also enable and encourage people to walk and bicycle to and from the village center, neighborhood centers, and other destinations in the Village. The construction of cul-de-sacs should only occur when streets cannot be connected because of existing development or physical constraints (e.g. steep slopes, ESAs, or other features). This connectivity will also alleviate the need for frontage roads along STH 29 when the highway is eventually converted from an expressway to a freeway.

Figure 3-9: Comparison of Grid and Conventional Street Patterns



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 the Village's neighborhoods) and force the Village to maintain a significant amount of land that could instead be taxable property. This impact is illustrated in Figure 2-1 in the plan's Land Use chapter, which identifies streets and highways as the Village's fourth largest individual land use in 2000. Figure 2-1 also shows that the 1,189 acres consumed by the non-taxable streets and highways in 2000 were greater than the Village's total commercial and industrial acreage *combined*.

To address this issue, the street width requirements should be amended in the Village's subdivision ordinance to enable developers to build narrow local and 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 3-10. These standards are based on recommendations in *Residential Streets* (third edition), which was developed by the Urban Land Institute in conjunction with the Institute of Transportation Engineers, National Association of Homebuilders, and American Society of Civil Engineers.

Figure 3-10: 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 feet	34 feet	9 - 10 feet	Both Sides	Yes
Local Streets					
No parking allowed	40 feet	18 feet	9 feet	None	No
Parking on one side	46 - 48 feet	22 - 24 feet	14 - 16 ft. travel lane	One Side	If Needed
Parking on both sides	50 - 52 feet	26 - 28 feet	10 - 12 ft. travel lane	Both Sides	If Needed
Industrial Streets	50 - 52 feet	24 - 26 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 section of the comprehensive plan.

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

The implementation of 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.

Define the Parking Areas of Streets

The parking areas of streets should be defined by curb extensions at nearly all of the Village's intersections. If a block is relatively long, extensions should also be placed at

other points along the street. The curb extensions will prohibit drivers from using the parking lanes as passing or turning lanes at intersections and encourage people to drive slowly when parked vehicles are not present. The curb extensions will also minimize pedestrian crossing distances at the Village's intersections. Pictures of curb extensions that were recently built in De Pere and in the City of Middleton (near Madison, Wisconsin) are shown below.



Curb extensions in Middleton, Wisconsin



Curb extension in De Pere

Encourage Developers to Build Narrow Streets

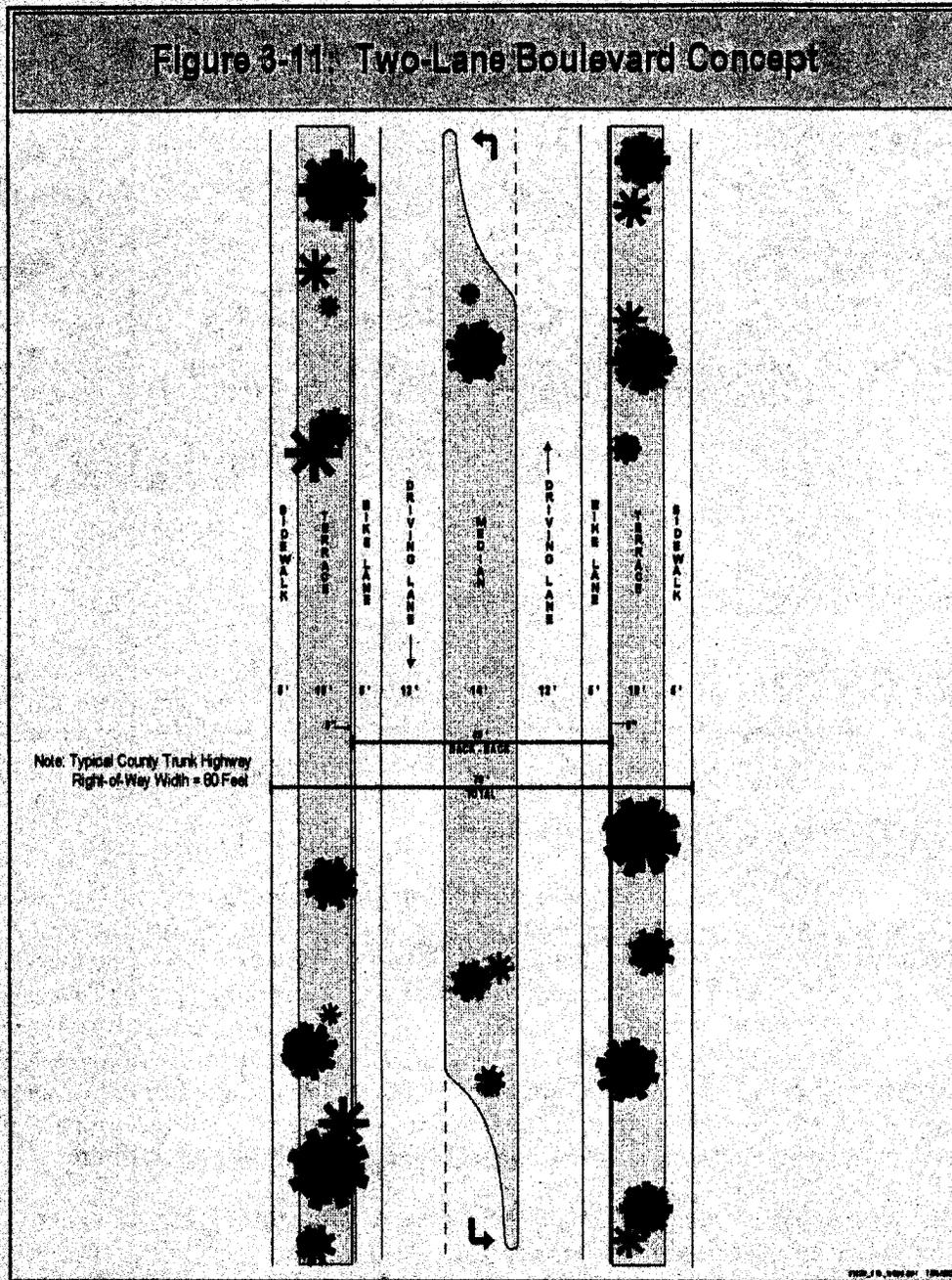
Once the Village changes its codes to enable developers to build narrow streets, it should encourage them to build narrow streets by offering them a streamlined approval process for their developments, greater development densities, development fee rebates, and other incentives that will encourage them to deviate from the status quo.

Avoid Building Additional Multi-lane Streets

Another method of minimizing barriers to pedestrian and bicycle travel and encouraging people to drive at appropriate speeds is prohibiting the construction of additional streets of four or more lanes in the Village. This can be accomplished by building a system of two-lane arterial boulevards that are complemented by an interconnected collector and local street system, mixed land uses, and efficient traffic control techniques at intersections. The street interconnectivity and mixing of land uses will make walking and bicycling viable transportation options and will avoid forcing traffic onto a system of relatively few large arterial streets. Building narrower arterial boulevards instead of the standard wide arterial streets will also make the Village's entryways more attractive.

This street design technique has been utilized successfully throughout the country. For example, Bellevue, Washington, recently converted a four-lane highway to a two-lane boulevard with bicycle lanes and sidewalks, and the city found that the more attractive

and safer street is still capable of handling up to 38,000 vehicles per day.¹ An illustration of this concept is shown in Figure 3-11.



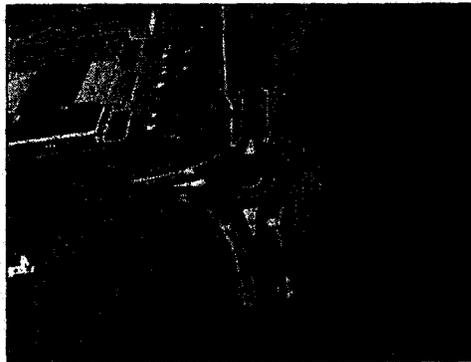
¹ Dan Burden, *Wisconsin Pedestrian Safety and Law Enforcement Training Manual*: May 2001.

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.



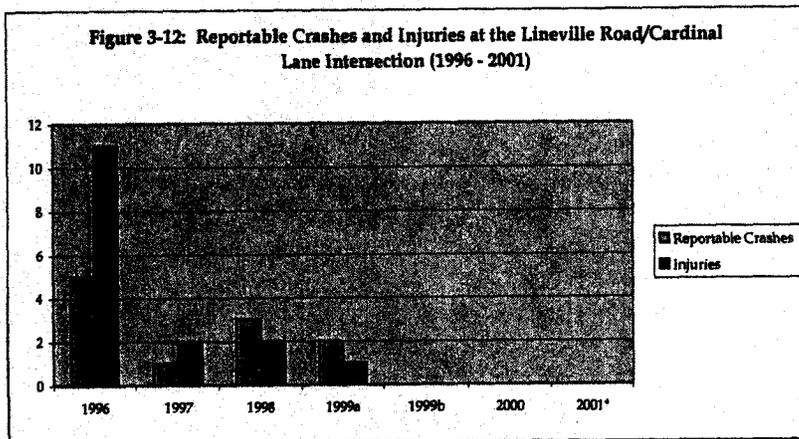
Lineville/Cardinal roundabout in Howard



Lineville/Rockwell roundabout in Howard

Roundabouts in Howard

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 recently featured in a Brown County Planning Commission study that examined their safety, efficiency, and other impacts between 1999 and 2001. This study found that the Lineville roundabouts have made the intersections more accessible to pedestrians and bicyclists and safer for everyone. An example of this safety improvement is shown in the study and in Figure 3-12, which identifies the number of reportable crashes and injuries at the Lineville/Cardinal intersection before and after the roundabout.



1999a: January 1, 1999- July 31, 1999 (before roundabout, still a two-way stop)
 1999b: August 1, 1999-December 31, 1999 (during and after roundabout construction)
 2001*: Through October 1, 2001

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

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 to help attain the plan's objectives.

Pedestrian and Bicycle Facilities

Because many of the Village's streets do not include sidewalks on either side, many activities that normally occur on sidewalks are occurring in the driving areas. On an average day, a person can see children walking to and from school on the Village's collector and arterial streets, neighbors talking to one another in front of their homes while being avoided by passing vehicles, and people doing other activities that should occur outside of the street. Many less-experienced bicyclists also have trouble sharing many of the Village's major streets with motorized vehicles because the motorists and bicyclists are not sure where they are supposed to travel on the wide streets. To create a pedestrian and bicycle system that complements the Village's street system, the Village needs to:

- Develop land use patterns that enable and encourage walking and bicycling.
- Create a safe, continuous pedestrian system throughout the Village.
- Enable people to easily reach developments in the Village on foot or by bicycle.

Methods of achieving these aims are addressed below.

Mixing Land Uses Throughout the Village

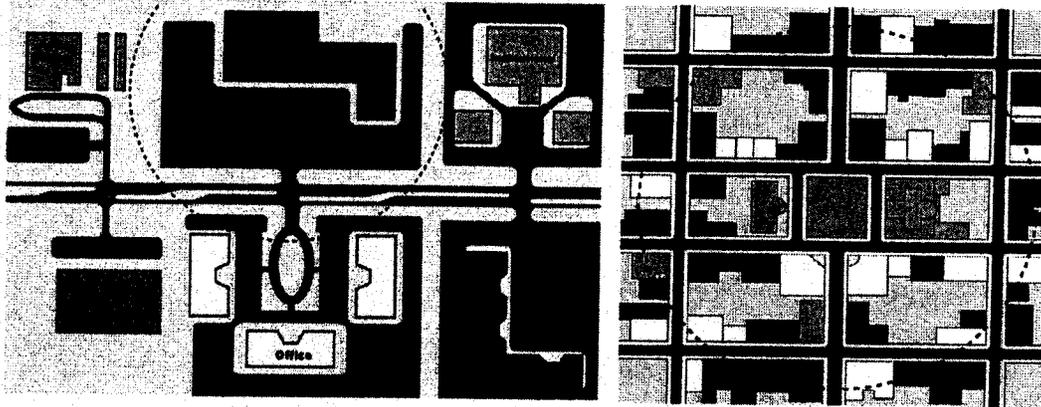
To enable and encourage people to make walking and bicycling trips in Howard, the Village should implement the Land Use chapter's recommendations for mixing land uses within the village center and neighborhood centers to create destinations that can be easily reached by pedestrians and bicyclists. The 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, which will significantly improve mobility for all Village residents and minimize traffic on the existing street system.

Figure 3-13 compares a conventional land use and street pattern with a mixed land use and grid street pattern. The dotted circle on the diagram represents a 500-foot radius, which is a distance that most people feel comfortable walking. This diagram demonstrates that a greater number and variety of destinations are easily reachable on foot (and by bicycle) when land uses are mixed and streets are frequently interconnected.

Developing a Continuous Sidewalk System

In the Village Streets section, the transportation plan recommends methods of narrowing

Figure 3-13: Segregated Land Uses vs. Mixed Uses with High Connectivity



the Village's streets and making its 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 new subdivisions. The Village should also not approve new subdivisions that do not include sidewalks. 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.

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 Pedestrian and Bicycle Trail System that Complements the Sidewalk System

As the sidewalk system is being developed, the Village should also develop an off-street pedestrian/bicycle trail system by following the recommendations in its 1999 *Bicycle, Pedestrian, and In-line Skate Plan*. The Village should work to develop the trail system by purchasing land, cooperating with area utility companies to utilize utility easements, and requiring developers to dedicate land for trails before approving their subdivisions or other development proposals. The Village should also work with the Wisconsin Department of Natural Resources and Brown County to acquire and develop trails on railroad corridors that are proposed for abandonment in the Village. In addition to serving destinations within the Village, these efforts will help to connect Howard to the surrounding communities and improve intercommunity mobility.

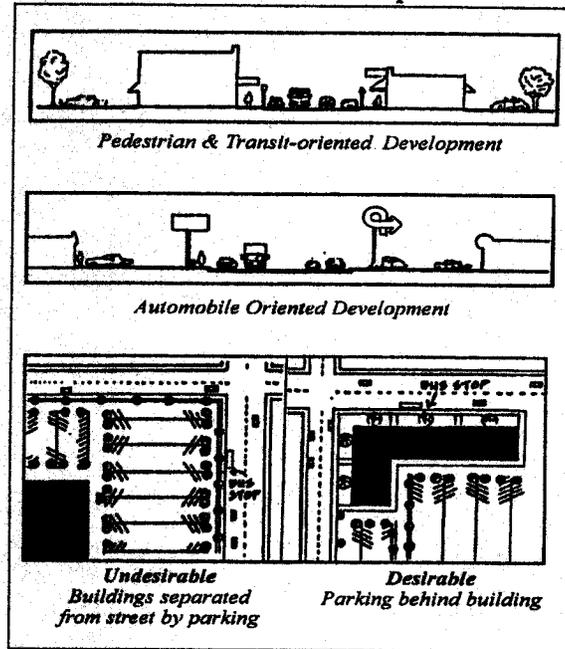
Designing Developments That Provide Direct Access to Sidewalks and Streets

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 have large setbacks and parking lots between the buildings and street. To enable and encourage people to travel to destinations in the Village with and without motorized vehicles, the Village should design developments that have zero or minimal setbacks, parking in the rear, and other features similar to those recommended for the village center and neighborhood centers in the plan's Land Use chapter (Figure 3-14 also contains examples of auto- vs. pedestrian/transit-oriented development patterns). People will still be able to reach their destinations with motorized vehicles, but these design features will also enable and encourage people to travel to them using other transportation modes.

Ensuring That All Transportation Structures Have Pedestrian and Bicycle Facilities

The 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 was fortunate to receive a grant through the state's Statewide Multi-modal 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.

Figure 3-14: Pedestrian and Transit-Oriented Development vs. Automobile-Oriented Development



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 non-motorized 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.

Transit

It was mentioned in the Existing Transportation Conditions section that the Village has traditionally chosen to not join the metropolitan area's transit system because the benefits would not likely justify the costs. 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.

Since mass transit requires a dense commercial and residential development pattern and streets that frequently interconnect for the service to be attractive and efficient, the current land use and street patterns in Howard make providing effective transit service very difficult. To make mass transit an attractive and economically feasible transportation option, the Village needs to establish 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.

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.

Highways

Access to Howard from US 41 is currently established at four interchanges along the Village's east side, but access to STH 29 will be altered at various points along the corridor during the life of this plan. During the plan development process, Planning Commission staff worked with representatives of Howard, Hobart, Pittsfield, the Oneida Nation, the Brown County Highway Commission, the Wisconsin Department of Transportation, and the Outagamie County Planning Department to develop long-term plans for the STH 29 corridor between CTH FF and the Shawano County boundary.

After several committee meetings, staff presentations, public open house meetings, and discussions with business and land owners along and near the highway, the following recommendations were developed for the corridor:

Physical Characteristics of the STH 29 Corridor and Surrounding Area

- A grade-separated interchange should be built slightly west of where CTH VV currently meets STH 29 to complement the interchange already planned for CTH FF. This interchange should be located slightly west of the existing CTH VV/STH 29 intersection to make the spacing between CTH FF and STH 32 as even as possible and allow for an efficient connection to Marley Street in Howard.
- The Village of Howard should transfer Marley Street between the CTH VV interchange and CTH C to Brown County. Following this jurisdictional transfer, CTH VV will extend from CTH U in Hobart to CTH C in Pittsfield.
- A grade-separated overpass should be built at CTH U to provide a means for people to conveniently travel between the north and south sides of STH 29.
- Direct access to STH 29 from Sunlite Drive in Hobart and Woodland Road in Howard should be removed when the CTH FF interchange is built. However, direct access to STH 29 should be maintained at CTH VV and CTH U until the new CTH VV interchange and CTH U overpass are built.
- Hobart and Howard should retain control of their portions of the Sunlite Drive and Woodland Road rights-of-way after direct access to STH 29 is eliminated. This will provide a clear path for the construction of a pedestrian or full-service overpass if it is warranted in the future.
- The streets that connect to the interchanges along STH 29 should be two-lane boulevards that include bicycle lanes, left turn bays at minor intersections, and roundabouts at major intersections. These features will allow the streets to carry traffic to and from the interchanges efficiently while maximizing bicycle and pedestrian accessibility. The relatively narrow streets and roundabouts will also minimize noise and other negative impacts that are typically associated with arterial streets.

Estimated Construction Schedule

- The CTH FF interchange should be built after 2015. As mentioned above, direct access to STH 29 from Sunlite Drive and Woodland Road should be eliminated on the north and south sides of the highway when the CTH FF interchange project is finished. Hobart and Howard should, however, maintain control of the Sunlite Drive and Woodland Road rights-of-way adjacent to STH 29 in case an overpass is warranted in the future.

- The CTH VV interchange should be built after 2022. The STH 29/CTH U intersection should remain open until the CTH VV interchange project is finished.
- Once the CTH VV interchange is completed, the CTH U overpass project should begin.

The Village should also develop the interconnected street patterns recommended in the Transportation chapter of the comprehensive plan to avoid having to build frontage roads along STH 29 and along US 41 south of I-43.

Special Emphasis Area: Velp Avenue (US 141) East of US 41

The Velp Avenue intersections with US 41 and Memorial Drive are virtually inaccessible for pedestrians and bicyclists and are somewhat unsafe for motorists. The street's width, lack of pedestrian and bicycle facilities, and heavy traffic make it very difficult for people to travel comfortably in this area. The high vehicle speeds on Velp and relatively short distance between the US 41 ramps and Velp/Memorial intersection are also problems because motorists making left turns from Memorial onto Velp have very little time to make their turns before encountering several fast-moving vehicles. This situation often forces motorists to pick a gap in traffic, drive quickly to Velp's relatively narrow median, and complete their turns after another gap presents itself.



Velp Avenue, Memorial Drive, and US 41
(looking north)



Velp Avenue and Memorial Drive
(looking northeast)

In 2007, the Wisconsin Department of Transportation intends to resurface Velp Avenue between US 41 and Gray Street in Howard and the City of Green Bay. However, a multi-modal approach to extending the life of Velp would be through the reconstruction of the street and the addition of sidewalks and bike facilities in Howard and Green Bay. In addition to significantly improving the life, appearance, safety, and usefulness of the street with one reconstruction project instead of doing a series of resurfacing projects in two communities over the next several years, a reconstruction project done in or around 2007 could utilize Statewide Enhancement Program funds that might not be available in the distant future to build sidewalks and bicycle facilities along Velp Avenue.

To address this issue, the Village should work with the Brown County Planning Commission, Wisconsin DOT, and City of Green Bay after the Village's comprehensive plan is adopted to develop a design for the Velp Avenue corridor east of US 41 and to implement the project.

Other Emphasis Areas

In addition to the Velp Avenue corridor, the Village should work with Green Bay to complete similar street projects along Taylor Street between Larsen Road and Vincent Road and Military Avenue between Velp Avenue and Moraine Terrace. Taylor Street and Military Avenue are unattractive and hazardous facilities that are very difficult for pedestrians, bicyclists, and motorists to use, and steps should be taken to minimize driveway access, calm traffic, and make the corridors safe and accessible for everyone.

Rail Transportation

Freight Rail

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.

Passenger Rail

The Green Bay metropolitan area does not currently have access to passenger rail service, but a high-speed passenger rail line is scheduled to be extended to the metropolitan area in approximately 2007 through the Midwest Regional Rail Initiative (MRRRI). If this service is implemented, it will provide another means for Howard residents to travel throughout the Midwest without using their personal vehicles. The implementation of this service will also help to justify extending public transit to the Village to enable residents to reach what will likely be the area's primary terminal in Green Bay.

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 Ashwaubenon for several years to enable truckers to determine if they can drive on certain streets before they unknowingly enter them illegally.

Water Transportation

As the Howard Industrial Park grows over the next several years, the Port of Green Bay will likely be more heavily utilized by the park's new occupants. To ensure that Howard's current and future interests are considered by port representatives, the Village should participate in the port's upcoming plan development process. Participating in this process will enable the Village to inform the port planners of its intentions to utilize the port over the next 20 years and ensure that modifications to the port's policies and facilities are consistent with the Village's long-term economic development strategy.

Funding to Help Develop the Village's Transportation System

To help the Village fund the development of its multi-modal transportation system, it should apply for transportation grants from various sources over the next several years. Some examples of these programs are identified below.

SMIP and Stewardship Program

The Village should apply for grants from Wisconsin's Statewide Multi-modal Improvement Program (SMIP) to help fund the development of the recommended bicycle and pedestrian system. The Village should also apply for funds from the state's Stewardship Program to assist in funding the construction of the recommended off-street trail system.

Hazard Elimination and Safety (HES) Program

The Village should apply for grants from the Hazard Elimination and Safety (HES) Program administered by WisDOT to correct existing or potential transportation safety

problems. Other grant programs through WisDOT's Bureau of Transportation Safety should also be investigated by the Village to address safety issues.

CMAQ Program

If Brown County is designated as an air quality non-attainment area in the future, the Village should seek funds from the Congestion Mitigation and Air Quality (CMAQ) Program administered by WisDOT to implement projects that will improve the area's air quality.

The Village should also investigate other grant opportunities as they arise in the future.

Consistency With State and Regional Transportation Plans

State and Regional Bicycle and Pedestrian Plans

The bicycle and pedestrian system recommendations in the Howard plan are consistent with the goals of the Wisconsin and Brown County bicycle and pedestrian plans. Like the state and regional bicycle and pedestrian plans, many of the recommendations in the Howard plan are designed to increase the number of people using these transportation modes and ensure that walkers and bikers are able to travel throughout the area safely.

State and Regional Highway Plans

Many of the recommendations for Howard's portion of the regional and state highway systems were developed during the comprehensive planning process. For instance, the plans for Howard's portion of the STH 29 corridor were developed during a parallel planning study that was summarized earlier in this chapter. Other aspects of the state and regional highway systems in this area were also addressed throughout the chapter.

State and Regional Rail Plans

The state railroad plan is currently being developed by WisDOT, and the Howard plan recommends maintaining freight rail service in the Village to serve existing and future industries. The Howard plan also acknowledges the Midwest Regional Rail Initiative (MRRI) and recommends that Village residents use the passenger rail service as an alternative to their personal vehicles.

State Airport Plan

The Wisconsin State Airport System Plan 2020 recognizes Austin Straubel International Airport as an important component of the state's airport system, and the Howard plan recommends that the Village work with representatives of the airport over the next 20 years to support the retention and, if possible, expansion of air carriers that offer passenger and freight service.

Regional Waterway Plans

The importance of Howard's participation in the development of Brown County's port plan is addressed earlier in the Transportation chapter.

CHAPTER FOUR

Economic Development

Local governments play an increasingly critical role in promoting private sector economic development, for economic strength is critical to the vitality of a community. Economic development is the process by which a community organizes and then applies its energies to the task of creating the type of business climate that will foster the retention and expansion of existing businesses, attract new businesses, and develop new business ventures.

Economic development efforts to create jobs are important beyond generating additional income for the Village residents. These efforts can help to generate additional tax base for the provisions of local services and may assist in establishing an environment for long-term economic vitality.

The key to an economic development strategy is having a quality product/community to market. The entire Village of Howard Comprehensive Plan is geared toward promoting future development in Howard in a manner that results in a high quality community that is attractive to existing and new businesses.

Labor Force Analysis

Figure 1-6 in the Issues and Opportunities chapter indicated that the Village of Howard's residents are currently more educated than the populations of Brown County and the State of Wisconsin as a whole, and Figure 4-1 shows that the percentage of Village residents 16 years of age and above that are in the labor force is significantly higher than the percentage of people in the labor force in Brown County and Wisconsin. Howard's 2000 unemployment rate of 2.4 percent is also significantly lower than Brown County's 2.7 percent and the state's 3.2 percent. The data indicates that there is a very active workforce in Howard and that significant competition for employees exists.

Figure 4-1: Employment Status by Percentage of Population 16 Years and Above

	Wisconsin	Brown County	Village of Howard
In labor force	69.1%	72.0%	78.4%
Civilian labor force	69.0%	71.9%	78.4%
Employed	65.8%	69.1%	75.9%
Unemployed	3.2%	2.7%	2.4%
Percent of civilian labor force	4.7%	3.8%	3.1%
Armed Forces	0.1%	0.1%	0.1%
Not in labor force	30.9%	28.0%	21.6%

Source: 2000 Census Data, U.S. Census Bureau

Figure 4-2 shows that Howard has a higher percentage of persons employed in occupations, such as sales and office, construction/extraction/maintenance, finance, insurance, and real estate rental/leasing. These numbers reflect the presence of major employers, such as American Medical Securities (AMS), and the high level of real estate activity in the Village associated with new development.

Figure 4-2: Employed Civilian Population as a Percentage of People 16 Years and Above

	Wisconsin	Brown County	Village of Howard
OCCUPATION			
Management, professional, and related occupations	31.3	30.6	30.5
Service occupations	14.0	12.6	10.8
Sales and office occupations	25.2	28.5	29.8
Farming, fishing, and forestry occupations	.9	0.5	0
Construction, extraction, and maintenance occupations	8.7	9.2	10.9
Production, transportation, and material moving occupations	19.8	18.7	17.9
INDUSTRY			
Agriculture, forestry, fishing and hunting, and mining	2.8	1.2	0.1
Construction	5.9	6.2	7.2
Manufacturing	22.2	21.1	22.2
Wholesale trade	3.2	4.0	5.3
Retail trade	11.6	12.6	12.0
Transportation and warehousing and utilities	4.5	6.2	6.3
Information	2.2	2.0	1.3
Finance, insurance, real estate, and rental and leasing	6.1	8.1	9.7
Professional, scientific, management, administrative, and waste management services	6.6	6.3	6.8
Educational, health and social services	20.0	17.6	15.1
Arts, entertainment, recreation, accommodation and food services	7.3	7.3	6.6
Other services (except public administration)	4.1	4.5	5.4
Public administration	3.5	2.9	2.0

Source: 2000 Census Data, U.S. Census Bureau

Existing Economic Development Activities

The most important economic activity that Howard can pursue is the creation of an environment that encourages entrepreneurs to engage in business activities. Encouraging entrepreneurs involves attracting new businesses and assisting existing businesses. The three types of programs most relevant to the Village are business attraction, business retention, and commercial development.

Business Attraction

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

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

Business Retention

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

- Helping businesses learn about potential sites for expansion, offering low-cost loans, and identifying state and federal grant funds to finance business expansions.
- Providing business areas with efficient, reliable public services, such as snow removal, road repair, and sewer/water utilities.
- Providing a contact person to answer business questions and solicit information from business leaders regarding local development problems.

Commercial Development

Commercial development activities allow communities to identify market needs and seek prospective businesses to fill the needs. In the future, the Village may be able to assist in this process by creating or modifying Tax Increment Finance (TIF) districts to encourage development by offering publicly-owned and improved land for sale to commercial developers. The Village can also encourage the redevelopment of existing structures and

the development of new structures and can ensure that the designs meet the standards established for the community. In addition, economic development incentive revolving loan fund programs can be established to assist in financing commercial projects that meet the goals of the Village.

Howard is well-positioned to compete with larger communities in attracting businesses and industries. It is important that the Village wisely use any resources available to it to attract new businesses and industries. It is presently a member of Advance, a branch of the Green Bay Chamber of Commerce. Advance acts in part as an informational and referral service for potential businesses and industries looking to locate in Brown County. This enables a potential business or industry looking to locate in Brown County to hear about Howard when it otherwise may have no knowledge of the opportunities available in the Village.

In addition to Community Profile information packets prepared by the Village, the Wisconsin Public Service Corp. has put together a community profile of the Village. This is a fact sheet that provides information about the community, which is something a prospective business may find valuable when looking at potential locations. This can be handed out or sent to potential businesses at their request.

Howard Industrial Park

The Howard Industrial Park is located in the northeast portion of the Village near Velp and Woodale Avenues. The industrial park includes approximately 575 acres of occupied/sold land and 65 acres of currently vacant land. The park contains Omnova Solutions, Inc., Eka Chemicals, Inc., Fox Converting, Inc., and other businesses. Although this property is difficult to see from Velp Avenue and US 41, it does have adequate access to US 41 from the interchange at Lineville Road (CTH M). Access will be improved with the expansion of the Mountain-Bay Trail underpass at Woodale Avenue and the construction of a roundabout at the intersection of Woodale and Velp Avenues in 2002.

The development of the Howard Industrial Park represents a commitment on the part of the Village to ensure that industrial land is available for development. The majority of the park's 65 remaining acres has been divided into small lots of less than 5 acres, which limits the Village's ability to recruit larger businesses to the industrial park. To encourage future economic development activity, the Village should consider new sites for industrial park development. Additional infrastructure improvements, such as roadways, sewer extensions, and water utility extensions, may be necessary to allow an expanded industrial park to achieve its ultimate potential.

AMS and Lancaster Creek Business Parks

The AMS Business Park on the Village's south side was developed within the last 15 years, and only 4.8 of the original 101 acres remain available for development. This business park has been very successful due to the location of the American Medical

Securities headquarters. The Lancaster Creek Business Park has also been very successful, for only 11 acres of land remain available out of the original 55-acre development. Sales of lands within these business parks have enjoyed the benefits of a very visible location adjacent to STH 29. If the Village wishes to continue to encourage future economic development activity, it should consider new sites for business park development.

US 41/STH 29 Retail Center (Woodman's Shopping Center)

This privately developed shopping center occupies approximately 100 acres of land in the northwest quadrant of the US 41 and STH 29 interchange. Presently, the major occupant of this center is the Woodman's Grocery Store, but approximately 31 acres remain available for future commercial and retail development. It is anticipated that this land will provide sufficient space for regional "big box" commercial development over the next several years.

Future Business and Industrial Properties

To provide for future commercial and industrial development, it is essential to maintain a capital improvement plan to ensure that necessary infrastructure, such as sewer, water, roads, and storm sewer, are in place prior to development.

Future sites for commercial and industrial development are being proposed with consideration of the community's desire to maintain the current overall balance between residential and non-residential development. The proposed location of future industrial and commercial areas also discourages commercial and industrial land uses along STH 29 that promote the need for frontage roads when the highway is eventually converted from an expressway to a freeway.

Village of Howard Industrial Park Expansion

Approximately 360 acres of privately-owned property exist to the east of the existing Howard Industrial Park. Due to the presence of large wetlands in this area, approximately 260 acres would be available for an expanded industrial park. Therefore, this property should be acquired by the Village for future industrial park expansion.

Lancaster Creek Business Park Expansion

If additional office space becomes necessary, particularly for a major headquarters (like AMS), the land between STH 29 and Shawano Avenue west of the existing business park should be considered. Development in this area as a business park should consider including mixed residential and retail uses and should utilize a street pattern that ties to the surrounding streets rather than a system that is fully contained with only one or two entrances. Approximately 154 acres of land are available in this area with some limitations for development due to steep slopes and ravines to Lancaster Creek.

Village Center

In addition to residential, recreational, and institutional uses, the village center should contain various commercial uses that can easily be reached on foot, by bicycle, and by motorized vehicle. As mentioned earlier in the plan, many of these commercial developments should be located on the first floor of buildings that line the streets and should contain residential units on the floors above. It is also important for the Village to develop a village center improvement design policy to create an image of what the center should look like and to provide consistent direction for the physical improvements of buildings and streets.

Once the vision for the village center is established, Howard should evaluate the use of Tax Incremental Finance (TIF) districts, Business Improvement Districts (BIDs), and other funding methods to finance the development of the village center.

Neighborhood Centers

The neighborhood centers recommended in the plan should contain smaller, neighborhood-oriented businesses (such as medical clinics, small shops, and other commercial uses) that primarily serve the immediate areas.

Western Office/Business Park

The first priority for business and industrial park expansion should be for the Village to expand at locations presently served or adjacent to sewer and water utilities. As public facilities are extended to the west over the next 20 years, the potential exists to develop a western Howard office/business park in the northeast quadrant of the proposed STH 29/CTH VV interchange. Approximately 300 acres of relatively flat property exist in this area with good visibility and access to STH 29. It is important to stress that the development of this area as an office/business park should be delayed until utility services are in place and development has been extended to the area. The Village should, however, consider acquiring the property in order to reserve the land for future development when the time is appropriate.

Industrial and Commercial Design Standards

The Village can promote higher quality development and minimize the negative impacts of commercial and industrial development in the community through the use of restrictive covenants in the business and industrial parks, zoning restrictions, and design standards. Special care should also be taken to ensure that ESAs are not developed commercially and industrially by placing them in conservancy. These features should be included in the design of business developments as integral amenities and maintained in common ownership.

Sensitivity to Parkways

Commercial and industrial development should be designed with consideration of the parkways that this plan identifies along the Village's primary drainage corridors, which include Duck Creek, Lancaster Brook, and Bakers Creek. These parkways would allow the corridors to remain mostly undeveloped as wildlife corridors, preserve natural beauty, provide stormwater management areas, and link parts of the Village together. Commercial and industrial development should be consistent with the Village's comprehensive stormwater management plan and erosion control ordinance. Where appropriate, the Village should require the dedication of land for trails before approving commercial and development proposals.

Site Plan Review

Presently, the site plan review process and design standards only apply for lands located within the B-3 Business District, which only affects a small portion of the commercial development in the community. These standards and reviews should be expanded to include all commercial and industrial development in the Village, but flexibility should be allowed to address the concerns of existing businesses and businesses located on relatively small lots.

Incorporation of Natural Areas

Natural areas and other greenspace should be incorporated into newly developed areas. Howard should continue its policy of requiring the planting of street trees for commercial and industrial subdivisions. The Village should also seek to preserve existing trees by either working with developers to design around the trees or through a tree preservation ordinance. Howard's Tree Board and Village Forester should be utilized to accomplish these goals.

Commercial design standards should include sidewalks, walkways and bike paths, reducing the expanse of parking areas along the streets, significant parking lot landscaping standards, and landscaped islands within large parking lots that break up the expanse of asphalt. In the village center and neighborhood centers, buildings should also have zero or minimal setbacks that provide direct pedestrian access to structures, and buildings should be constructed with parking in the rear.

Brownfield Development

For commercial and industrial uses, the Village should complete and maintain an inventory of existing vacant buildings and land identified as brownfield sites. This information can be used to encourage infill development and redevelopment opportunities to take advantage of existing infrastructure and services and prevent blighting created by vacant and dilapidated buildings and parcels. Economic development grants for rehabilitation and other incentives should be utilized to fund projects in these areas.

Once identified, brownfields should be cleaned and promoted for redevelopment through the use of state and federal brownfield cleansing funds and the Village's Economic Development Revolving Loan Fund. Although considered an option of last resort, the Village should also consider the use of condemnation and eminent domain powers to acquire and remove blighted properties in order to create new development opportunities.

Community Preparedness for Economic Development

Howard needs to identify issues and opportunities facing major industries in the Village and the Green Bay metropolitan area as a whole to enable it to continue operations and to expand. Examples of these major industries include healthcare, paper and related products, insurance, financial services, government offices, education and training, hospitality, food processing, logistics, transportation, warehousing, and related services. Economic development efforts must encourage development and redevelopment for major businesses with strong market potential.

The Village should also cooperate with local lending institutions to provide financial loan or grant assistance for commercial and industrial development through sources, such as the Wisconsin Department of Commerce, the Small Business Administration, and the Wisconsin Housing and Economic Development Authority.

Village Promotion

The Village should be promoted as a good place to do business through the efforts of local, regional, and state industrial development organizations. Economic development promotional materials, including a website that identifies industrial building sites and development opportunities, should be maintained and updated. This information should identify an economic development team that includes Village staff, local businessmen, and elected officials. This team should assist in recruiting new businesses and work on retaining existing businesses. The Village should also consider creating a redevelopment authority/industrial park commission to assist in this process.

Communication with local businesses can be maximized by meeting with local organizations, such as the Howard-Suamico Business Association, to determine the needs of area businesses and to promote job creation and economic development with locally-owned businesses.

Economic Development Funding Assistance

The Village should continue to seek grant funding from the Wisconsin Department of Commerce's Economic Development Grant Program to encourage commercial and industrial investment. The Village should also maintain economic development partnerships with agencies, such as Advance, Brown County Planning, Wisconsin Public Service, and the Wisconsin Department of Commerce. In addition, the Village of

Howard Economic Development Revolving Loan Fund Program should be marketed to encourage use by existing businesses in the Village and for recruiting new businesses.

Steps for Economic Development Preparedness

Community preparedness for economic development requires a great deal of work, and planning provides a framework for economic decision-making. The Wisconsin Department of Commerce suggests the following steps for economic development preparedness:

Step 1: Organize for Economic Development

- Determine if there is sufficient interest in entering into a detailed economic development planning process. A good planning process requires commitment of time by government, business, and community leaders.
- Educate those who are participating in the planning process so that they fully understand the economic development process.
- Select and designate an initial organizational structure.
- Decide on an organizational structure.
- Identify community leadership.
- Structure membership and define responsibilities. The Village should provide staffing.
- Designate a Village contact person to work with economic development organizations.

Step 2: Identify Basic Community Resources

For this step, the Village should secure very basic economic development information and package it in a form usable by business and community leaders.

- Prepare a community profile that contains basic information on the community, such as location, income, taxes, population, employment, labor force, transportation, utilities, housing, education, and contact persons.
- Gather available building and site data according to the recommended state site data format available from the Wisconsin Department of Commerce.
- Survey existing businesses to gather information on community strengths and problems, on businesses that are candidates for expansion in the community, and on businesses that are likely to leave or go out of business.

Step 3: Prepare a Community Analysis

For this step, the Village should complete an objective, detailed analysis of its situation. The items below are important to the retention, attraction, and creation of businesses, and the preparedness planning group needs to know the strengths and weaknesses of the community for each section.

- Identify community assets and liabilities:

Physical capabilities:

- Utility capabilities.
- Transportation systems.
- Local labor force characteristics.
- Industrial/commercial site characteristics.

Programmatic capabilities:

- Existing business base analysis.
- Available government services.
- Specific inhibitors to development.
- Employee/manager training programs.

Financial capabilities:

- Tax information and comparisons.
- Available incentives for development.
- Banking capability and/or capacity.

Quality of life capabilities:

- Housing price and type/condition.
- Overall community appearance.
- Quality of education.
- Recreation and arts.
- Healthcare.
- Community services.

- Clarify the key (strategic) issues, opportunities, strengths, and weaknesses in the community.

This community analysis will identify opportunities for economic growth and issues that need to be resolved. In order to identify key issues and opportunities that are critical to the Village's long-term economic stability and growth, the following questions should be answered:

- What is the match/mismatch between the needs of industry and the Village's assets? What are the Village's location advantages/disadvantages related to specific industry needs?

- What is the match/mismatch between industry and the needs/desires of the community? Consider here who needs work (now and in the future) and what kind of skills they have. Consider environmental concerns, space availability, current business base, and overall type of community.
- What are the high growth industries? What kinds of businesses are likely to create future jobs by expanding in your community?
- What are the nature and capacities of your community facilities/services? What are your strengths? Weaknesses? Plans? How is this related to the needs and desires of various industry sectors?

Step 4: Develop a Long-range Economic Development Plan

- Develop a detailed economic development action plan.

A rather comprehensive list of potential action areas is presented below. It is expected that no community will use all of these. The specific local action plan will flow out of the goals/strategies.

- Existing industry problem identification and plan for resolution (based on the study in Step 1.)
 - Targeted marketing/promotion program:
Fact books.
Brochures.
 - Financing plan for:
Business development.
Infrastructure building.
 - Small business support programs.
 - Volunteer development.
 - Infrastructure projects.
 - Quality of life/image improvement.
 - Downtown revitalization.
 - Recreation/tourism development.
 - Industrial park/special building programs.
 - Employee development programs.
 - Permit simplification/zoning.
 - Information/ombudsman programs.
 - Foreign export, government procurement assistance.
 - Business attraction response team.
 - Business counseling/technical assistance programs.
- Examine possible development structures and select/establish an ongoing structure.

Communities should consider a range of possible local economic development organization structures and choose the alternative most appropriate to meet local

needs and goals. The possible organizational structures are a chamber of commerce or business association, an industrial development corporation, or a community development corporation. The community should also determine whether the organization will be structured as public, private non-profit, or private for-profit.

- Design a one-year work plan:
 - Identify individual objectives/projects.
 - Identify task lists and timelines for each project.
 - List participants, roles, and responsibilities.
 - Develop an evaluation plan to annually compare activities with long-range goals and redesign action plans.
 - Secure the endorsement of local organizations, such as the local government, the chamber of commerce, the industrial development corporation, and service clubs.

Step 5: Evaluate Community Preparedness Efforts

Evaluation is an integral part of a successful ongoing planning and local development effort. The evaluation can be used to determine the success of local development projects and to provide the basis for future community preparedness efforts. Specific evaluation activities should include:

- Document completed activities as specified in Part II of this document.
- Design a new plan each year.
- Review and revise a community analysis every two years, rethink the strategic issues, and/or change goals/strategies.

CHAPTER FIVE

Housing

Housing a growing and ever-changing population presents both challenges and opportunities to the Village of Howard. As presented in the Issues and Opportunities chapter, the population is rapidly growing and aging as new families move into Howard and the “baby-boomers” approach retirement age. Providing a range of housing choices for these and all other population segments is very important in order to keep the Village growing and vibrant.

In order to provide affordable and varied housing to all income levels, the Village is promoting the concept of traditional neighborhoods in new and infill developments through the comprehensive plan. Traditional neighborhood developments typically have the sense of place found in older, pre-World War II neighborhoods where the homes are closer to the street, have front porches, and have garages that are set back from the street. In addition to these architectural differences, housing types, including duplexes, townhouses, single-family homes, and retirement homes, are mixed within the neighborhood. This allows for a person or family to remain in a neighborhood as their housing needs change instead of having to move into completely new surroundings.

The traditional neighborhood concept and conservation subdivisions, where appropriate, are recommended in the plan to provide developers with alternatives to the standard, single-use suburban subdivision. These types of developments also provide quality affordable housing for all first-time homebuyers, growing families, empty-nesters, retirees, the elderly, and everyone else in the Village. The Range of Housing section of this chapter details how traditional neighborhood developments function and the rationale for recommending and promoting this concept in Howard.

The Issues and Opportunities chapter of the plan contains the forecasts for new housing units within the Village of Howard over the next 20 years. The Housing chapter will build on these forecasts by identifying existing trends and characteristics of the housing market and providing recommendations on how to improve the existing housing stock and provide for the development of new and innovative housing practices.

Housing Characteristics

Age

Figure 5-1 shows that 77.6 percent of the housing units in the Village of Howard are 20 or fewer years old, as compared to 55.4 percent for Brown County and 44.5 percent for the State of Wisconsin. A significant number of homes in Howard were built within the past 10 years, which suggests that the housing stock within the Village is very new and in good condition. However, as the housing stock ages, it will be necessary for the Village

to ensure that the stock remains in good condition through code enforcement, rehabilitation, and redevelopment.

Figure 5-1: Age of Housing Units in the Village of Howard, 2000

Year the Structure Was Built	Howard	%	Brown County	%	Wisconsin	%
1990-March 2000	2,044	38.2%	19,322	21.4%	389,792	16.8%
1980-1989	917	17.1%	13,292	14.7%	249,789	10.8%
1970-1979	1,190	22.3%	17,449	19.3%	391,349	16.9%
1960-1969	598	11.2%	11,400	12.6%	276,188	11.9%
1940-1959	423	7.9%	16,686	18.5%	470,862	20.3%
1939 or Earlier	176	3.3%	12,050	13.4%	543,164	23.4%
Total	5,348	100.0%	90,199	100.0%	2,321,144	100.0%

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, Table DP-4 Profile of Selected Housing Characteristics

Structures

The Village of Howard, Brown County, and the State of Wisconsin are very similar in terms of the percentage of single-unit detached housing structures, with 63.5 percent for the Village and 63.2 and 66.0 percent for the county and state, respectively. Howard has a larger percentage of 5- to 9-unit structures (10.9 percent) than Brown County (6.9 percent) and the state (4.6 percent), but the Village has a smaller share of 2-unit structures (5.6 percent) than the county (9.0 percent) and state (8.2 percent). These statistics indicate a trend toward developing more apartments than duplexes within the Village.

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

Units in Structure	Howard	%	Brown County	%	Wisconsin	%
1-Unit Detached	3,397	63.5%	57,000	63.2%	1,531,612	66.0%
1-Unit Attached	452	8.5%	4,428	4.9%	77,795	3.4%
2 Units	302	5.6%	8,143	9.0%	190,889	8.2%
3 or 4 Units	71	1.3%	3,554	3.9%	91,047	3.9%
5 to 9 Units	582	10.9%	6,214	6.9%	106,680	4.6%
10 to 19 Units	281	5.3%	4,032	4.5%	75,456	3.3%
20 or More Units	254	4.7%	5,172	5.7%	143,497	6.2%
Mobile Home	9	0.2%	1,649	1.8%	101,465	4.4%
Boat, RV, Van, Etc.	0	0.0%	7	0.0%	2,703	0.1%
Total	5,348	100.0%	90,199	100.0%	2,321,144	100.0%

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing