

Town of Lawrence Comprehensive Plan

And Parks & Outdoor Recreation Plan

2016 Update



Adopted September 13, 1993
Updated May 22, 2000
January 23, 2006
March 14, 2016

Brown County Planning Commission
Planning and Land Services
305 E. Walnut Street, Room 320
PO BOX 23600
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TOWN OF LAWRENCE

TOWN OF LAWRENCE BOARD RESOLUTION #2016-02

RECOMMENDING ADOPTION OF THE
2016 TOWN OF LAWRENCE COMPREHENSIVE PLAN UPDATE
AND PARKS & OUTDOOR RECREATION PLAN

WHEREAS, the Town of Lawrence Comprehensive Plan Steering Committee has developed the 2016 Town of Lawrence Comprehensive Plan Update to guide and coordinate decisions and development within the Town, in accordance with Chapter 66.1001 of the Wisconsin Statutes; and

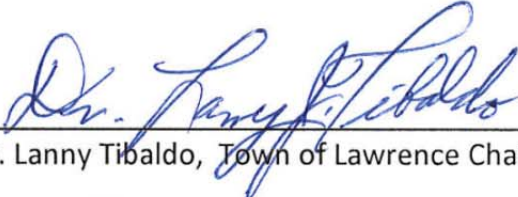
WHEREAS, included within the Comprehensive Plan is a Parks & Outdoor Recreation Plan; and


WHEREAS, the Comprehensive Plan and Parks & Outdoor Recreation Plan were prepared by the Brown County Planning Commission in accordance with the contract with the Town of Lawrence; and

WHEREAS, several public meetings were held to obtain public input during the development of the Comprehensive Plan and Parks & Outdoor Recreation Plan in 2015 and 2016, and the meetings included a public visioning session with a survey, monthly Steering Committee meetings, and a public hearing to be held on March 14, 2016.

NOW, THEREFORE, BE IT RESOLVED, that the Town of Lawrence Planning and Zoning Board recommends to the Lawrence Town Board the adoption of the 2016 Town of Lawrence Comprehensive Plan Update and Parks & Outdoor Recreation Plan.

Approved this 14th day of March, 2016

By 
Dr. Lanny Tibaldo, Town of Lawrence Chairperson

Attest:
By 
Jennifer L. Messerschmidt, Town Clerk/Treasurer

Ayes: 5
Nays: 0

Town of Lawrence Comprehensive Plan and Parks & Outdoor Recreation Plan

Original Adoption: September 13, 1993
Updated: May 22, 2000
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March 14, 2016

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Acknowledgements

The Town of Lawrence and Brown County Planning Commission would like to thank the following past and present Town of Lawrence community members, staff, committee members, and board members for their assistance in the completion of the Town of Lawrence Comprehensive Plan and Parks & Outdoor Recreation Plan:

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Larry Boldt	Andy Selner, Chairman
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John Krawczyk	Kenneth Van De Hei
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Town Board:

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Kenneth Van De Hei	<i>John Klasen, Past Chairperson</i>

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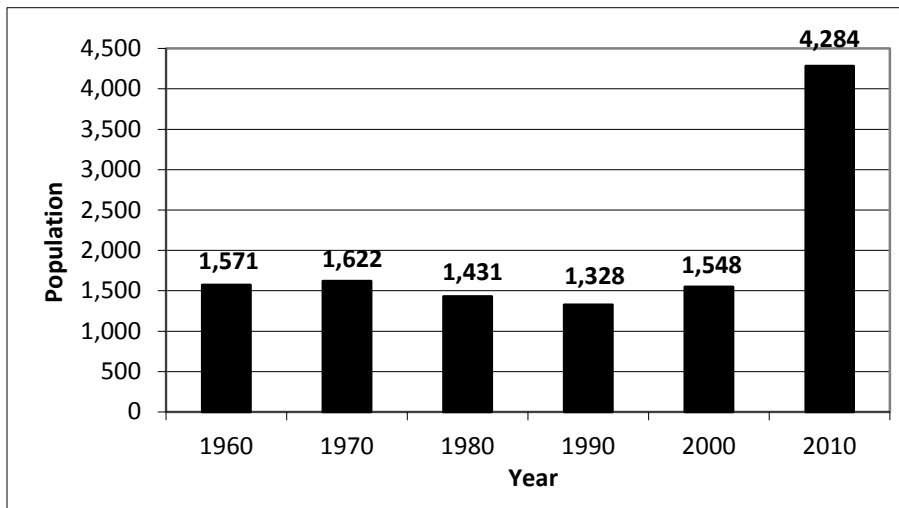
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Chapter 1: Issues and Opportunities

Demographic Trends

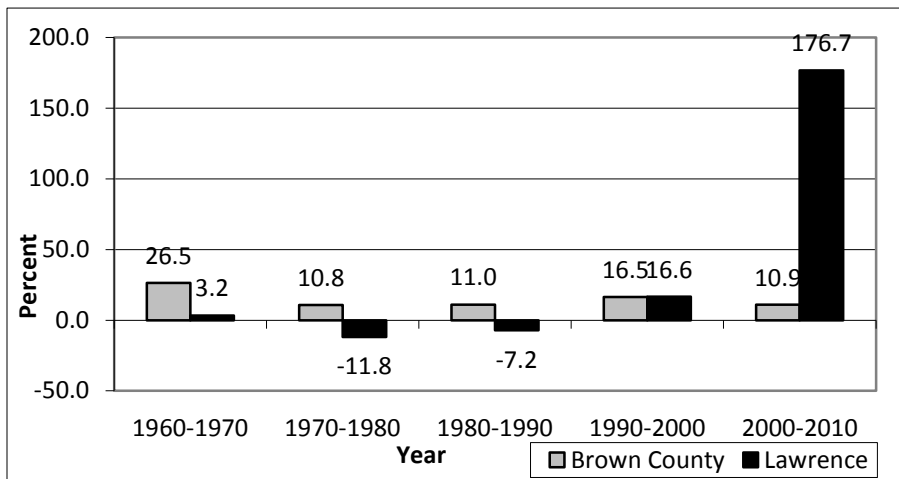
As shown in Figure 1-1 and Figure 1-2, between the years of 1960-2000, the Town of Lawrence population remained relatively the same, which resulted in a population decrease of 23 residents over a 40 year period. Between 2000 and 2010 there was a rapid change in population that spiked upward to add 2,736 residents. This is a population increase of 176.7 percent in just one decade. The Wisconsin Department of Administration – Division of Intergovernmental Relations population estimates indicate the population continued to grow to an estimated 4,634 residents as of January 1, 2014.

Figure 1-1: Town of Lawrence Historic Growth Trend, 1960-2010



Source: U.S. Bureau of the Census 1960-2010.

Figure 1-2: Town of Lawrence and Brown County Percent Population Increase, 1960-2010

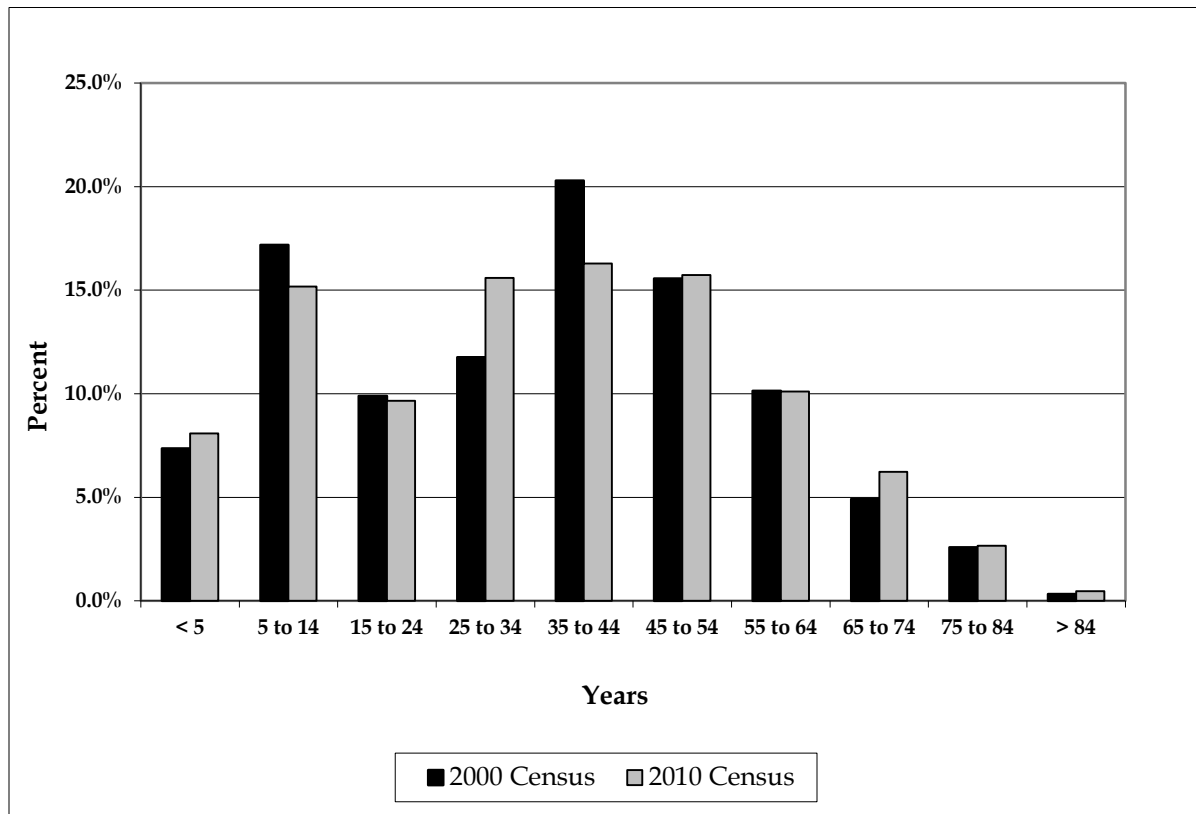


Source: U.S. Bureau of the Census 1960-2010.

Age Distribution

Census figures show that the 2010 median age of Town of Lawrence residents is 35.9 years of age as compared to 36.2 years of age in 2000, which indicates an aging population. The Town of Lawrence 35.9 median resident age is younger than the State of Wisconsin at 38.5 years and Brown County at 36.2 years. The trend of the population reflects an increase in age population in the mid 20’s to late 30’s in the Town of Lawrence, however, the population quickly decreases after the 40’s and 50’s, which is depicted in Figure 1-3. It appears that population increases, but an aging population is not retained in the Town of Lawrence past the early to middle 50’s.

Figure 1-3: Town of Lawrence Historic Age Distribution, 2000-2010

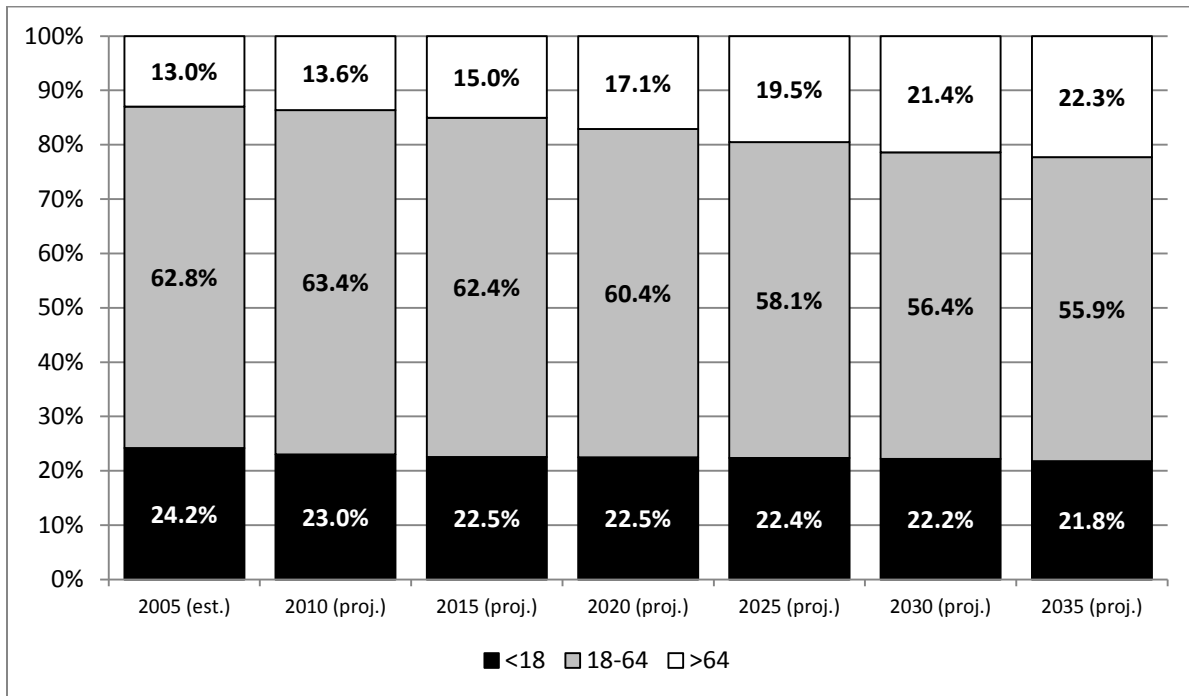


Source: U.S. Bureau of the Census 2000-2010.

In terms of general age cohorts – school aged (0-24 years), working aged (25-64 years) and retirement aged (65 years and greater), it is important to note the percentages of school aged residents dropped 1.52 percent while retirement aged residents went up 1.54 percent. Meanwhile, working age residents remained relatively the same with a slight decrease of 0.02 percent. The significant difference between years 2000 and 2010 is that the working age range 35-44 drastically drops about four percent and the working age range 25-34 drastically rises about four percent.

The Wisconsin Department of Administration – Demographic Services Center prepared statewide broad age cohort (school aged, working aged, and retirement aged) projections through the year 2035. The data is compiled in Figure 1-4 and graphically depicts how the “retirement age” cohort is projected to proportionately increase from 13.0 percent of the state’s population to 22.3 percent by 2035. Considering The Town of Lawrence age breakdown is generally younger than the statewide trends, it can be reasonably expected that the town broad age cohorts will project a generally younger trend. As the people within the baby boomer generation continue to age, it is necessary to ensure that the social and economic support networks are in place for a comfortable retirement. Land use, varied housing options and transportation facilities account for the aging population and a highly skilled workforce is ready to replace them.

Figure 1-4: Wisconsin Projected Population by Broad Age Cohort, 2000-2035



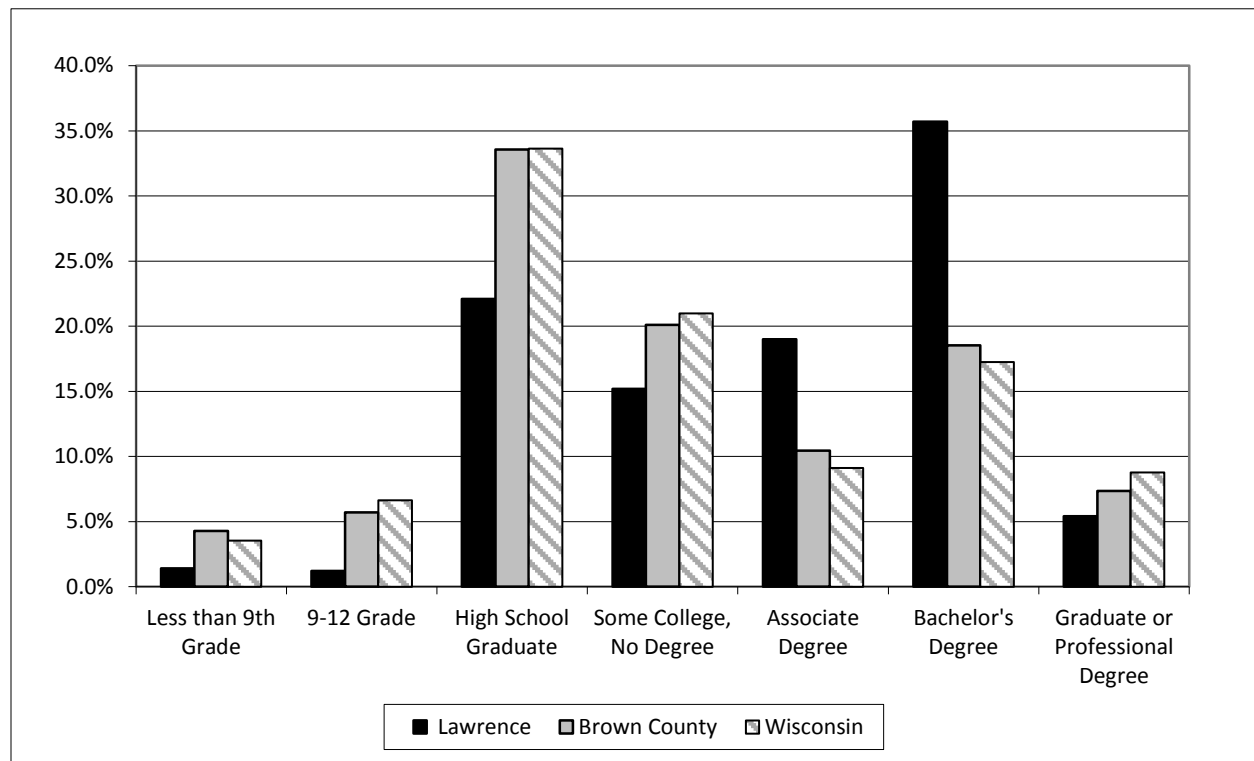
Source: Wisconsin Department of Administration – Demographic Services Center, “A Report on Projected State and County Populations and Households for the Period 2000-2035 and Municipal Populations, 2000-2030” October 2008, <http://www.doa.state.wi.us/docview.asp?locid=9&docid=2108>.

Education Levels

As is evident from Figure 1-5, the largest percentage of Town of Lawrence residents has earned a bachelor’s degree. This is very different when compared to both Brown County and the State of Wisconsin. In terms of advanced education beyond high school, the Town of Lawrence also has a higher percentage of residents with associate’s degrees than either Brown County or the State of Wisconsin.

According to the U.S Bureau of Labor Statistics Current Population Survey, higher educational attainment is directly correlated to lower unemployment rates and higher median income. For example, according to the survey, a person with a high school diploma had median 2012 weekly earnings of \$652 and an average unemployment rate of 8.3 percent as compared to a person with a bachelor’s degree weekly earnings of \$1,066 and an average unemployment rate of 4.5 percent. The median weekly incomes for advanced degrees, such as a master’s degree, professional degree, or doctoral degree similarly increase and average unemployment decreases as one increases educational attainment.

Figure 1-5: Educational Attainment

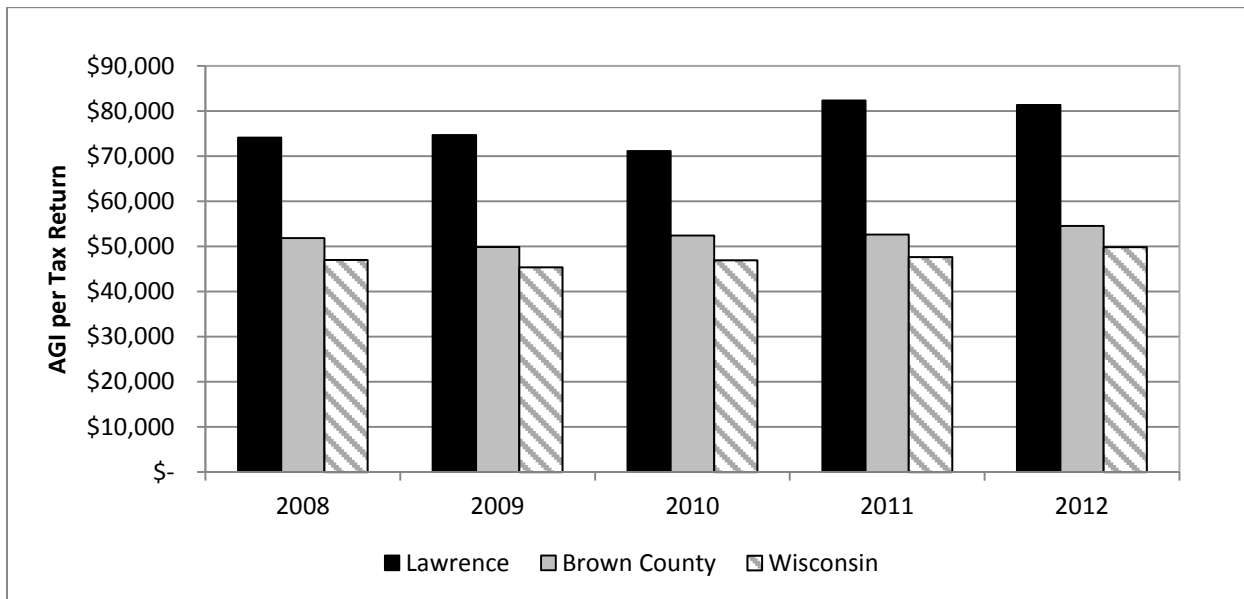


Source: U.S. Census Bureau, 2010.

Income levels

According to the Wisconsin Department of Revenue-Division of Research and Policy, the Town of Lawrence has an adjusted gross income (AGI) per tax return that is significantly higher than both Brown County and the State of Wisconsin. The most recent year for which information is available lists the year 2012 AGI for the Town of Lawrence at \$81,360, which is a \$1,000 decrease from the 2011 AGI. Figure 1-6 displays the AGI trend over the past five years.

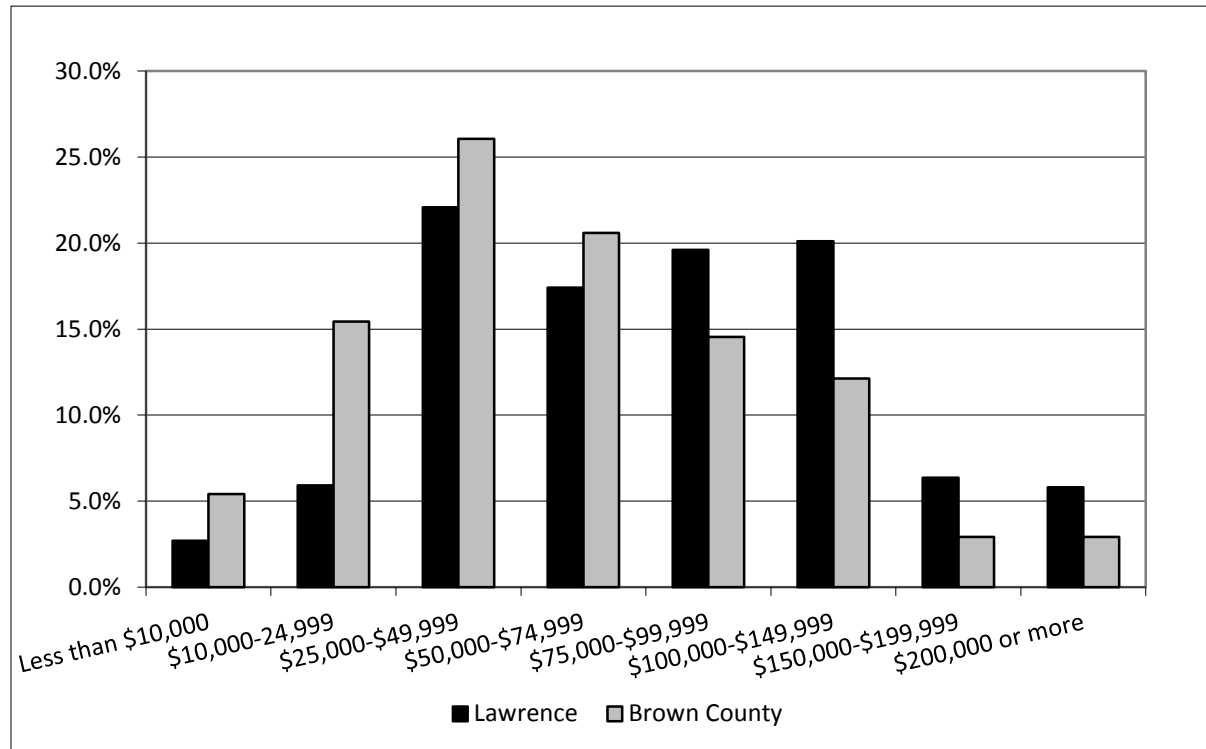
Figure 1-6: Adjusted Gross Income per Wisconsin Income Tax Return



Source: Wisconsin Department of Revenue, Adjusted Gross Income Per Return, 2008-2012.

The 2010 census also provides ranges for income levels. As is evident from the graph in Figure 1-7, the largest percentage of Town of Lawrence households is within the \$25,000 - \$49,999 income range at 22.1 percent, which is lower higher than Brown County. However, the income ranges covering \$50,000 - \$74,999, \$75,000 - \$99,999, and \$100,000 - \$149,999 are also close to the 22.1 percentage and the higher ranges far exceed Brown County averages. As is indicated in Figure 1-7, household income levels in the Town of Lawrence tend to be on the higher end of the ranges, with correspondingly much smaller percentages in the lower income ranges.

Figure 1-7: Income Ranges



Source: U.S. Census Bureau, 2010.

Employment Characteristics

As displayed in Figure 1-8, management, business, science and arts occupations, and sales and office occupations are the largest two occupation categories for Town of Lawrence residents with 44.4 percent and 28.9 percent of the population, respectively. These occupations correspond to the generally higher educational levels and income ranges found in the Town of Lawrence as compared to Brown County and the State of Wisconsin as a whole.

Figure 1-8: Town of Lawrence Employment by Occupation

Occupation	Number	Percent
Management, business, science, and arts	1,066	44.4
Sales and office	692	28.9
Service and agricultural business	303	12.6
Production, transportation, and material moving	208	8.6
Natural resources, construction, and maintenance	134	5.5

Source: U.S. Census Bureau, 2008-2012 American Community Survey 5-Year Estimates, Selected Economic Characteristics.

Employment Forecasts

Current employment characteristics and trends are discussed in detail in the Economic Development Chapter of the comprehensive plan. However, the employment forecast section of this chapter sets the stage for later discussion regarding strengths and weaknesses of Town of Lawrence employment sectors.

The Metropolitan Area Outlook Report, produced by the Wisconsin Department of Revenue - Division of Research and Policy, is a quarterly report that discusses and compares current employment trends in the nation, state, and state metropolitan statistical areas, which includes the Green Bay Metropolitan Statistical Area (MSA). The report also projects future employment trends by metropolitan statistical areas based on local economic conditions and indicators.

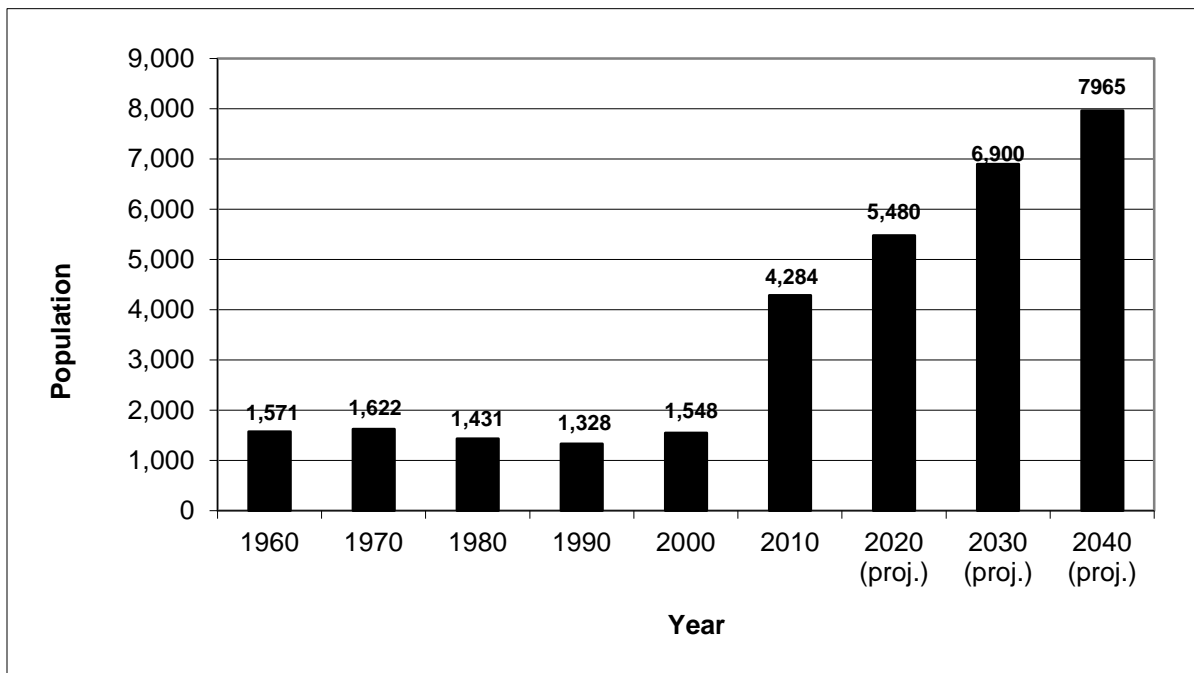
The rate of economic growth in the Green Bay MSA (composed of Brown, Oconto, and Kewaunee Counties) is expected to slowly rebound from the recession in 2009. Forecasted rates of employment growth were projected to average approximately 1.7 percent from 2012 through 2015 for the Green Bay MSA and 1.5 percent for the State of Wisconsin.

Closely correlating with the projected rates of positive employment growth, it is expected that the unemployment rate within the Green Bay MSA and State of Wisconsin will also slowly decrease during the forecast period. The Economic Development Chapter in the comprehensive plan provides additional data and analysis related to the Town of Lawrence local economy.

Population and Housing Forecasts

The Wisconsin Department of Administration released updated population projections for communities in the state through year 2040. According to the projections, the Town of Lawrence is forecasted to grow to 5,480 residents by year 2020 and to 7,965 residents by year 2040. This trend results in a projected 85.9 percent population growth rate from 2010 to 2040, or roughly 2.9 percent per year for the Town of Lawrence. The historic and projected population of the Town of Lawrence from 1960 through 2040 is displayed in Figure 1-9.

Figure 1-9: Town of Lawrence Historic and Projected Population



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

In order to determine an approximate number of corresponding housing units that may be needed by the year 2040, the projected additional 3,681 residents by 2040 were divided by the 2010 average of 2.57 people per household in the Town of Lawrence. Based upon the Town of Lawrence projected population, number of persons per household, and approximate housing stock vacancy rate of 101, there is a projected need for at least 2,018 additional housing units by 2040 to accommodate future population growth. The Housing Chapter will provide more detail regarding the Town of Lawrence housing market with local and national housing trends.

Summary for Issues and Opportunities

The basic demographics of the Town of Lawrence indicate the Town as a whole is a relatively wealthy, middle aged and well-educated community that can expect continued steady population growth over the next 25 years. Over the next 25 years, the Town of Lawrence is projected to add approximately 3,600 new residents, increasing the total population to over 7,900. In order to house the projected increase in population, 2,018 additional housing units may be needed by the year 2040. The population growth is likely driven by the Town of Lawrence quality schools, and easy access to the Green Bay Metropolitan Area and Appleton/Fox Cities area via I-41.

As the demographic trends indicate, the median age in the Town of Lawrence decreased slightly over the past 10 years from 36.2 years of age in 2000 to 35.9 years of age in 2010. The population age change somewhat mirrors the county and national trends of an aging population, however, as identified in the chapter, it is important to note that the Town of Lawrence median age is younger than either the county or the state. As the Town of Lawrence population continues to age, providing a range of housing and other opportunities for the elderly will become an increasingly important issue.

Although the strong population, employment, and housing growth in the Town of Lawrence will provide an opportunity to implement many of the policy objectives in the comprehensive plan, providing services to the growing population while protecting the areas unique natural resources in the face of development pressures must also be considered and planned.

Chapter 2: Land Use

Introduction to Land Use

As presented in the Issues and Opportunities chapter, the Town of Lawrence grew at a rapid rate over the past 10 years, which has greatly altered the character of the community. The high rate of growth is projected to continue through the course of this Comprehensive Plan. Thus, it is extremely important that the Town of Lawrence set growth policies and standards to guide future development so that the plan goals and objectives are met. This section of the plan identifies the Town of Lawrence existing land uses, and based on the identified goals and objectives, this section also provides recommendations for the Town of Lawrence to implement in order to attain desired future land uses and patterns.

Goal and Objectives

Goal: The achievement of a quality living environment through a well-planned mix of compatible land uses, while preserving the integrity of the natural environment.

Objective: Seek to enhance the Town of Lawrence potential for quality growth and development without adversely affecting the existing services and facilities.

Objective: Develop an appropriate mix of land uses to provide for the present and future needs of the Town of Lawrence.

Objective: Seek to develop future land use activities that are compatible with existing natural resources and co-exist with agricultural activities.

Existing Land Use

In order to plan for future land use and development in the Town of Lawrence, 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 from 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. Aerial photographs were taken in 2010 and data was updated that year using the new aerial photographs. Assessment of land use changes within the county is continual, and fieldwork inventories are taken every year as resources allow. The most recent update to data for the Town of Lawrence was completed in June of 2013 and revised in 2014.

Using the collected data, the following various land use categories were broken down by acreage and by percentage. Figure 2-1 describes the land use composition of the Town of Lawrence and compares the acreage in 2000 to the acreage in 2014. Figure 2-2 is a general

Location Map for the Town of Lawrence. Figure 2-3 is the 2014 Existing Land Use Map demonstrating the various existing land uses within the Town of Lawrence.

Figure 2-1: Town of Lawrence 2014 Land Use Acreage

Land Use	2000		2014	
	Total Acres	Percent of Total	Total Acres	Percent of Total
Single-Family	--	--	1,284.5	12.60%
Two-Family	--	--	22.2	0.22%
Multifamily	--	--	81.0	0.79%
Residential Land Under Development	--	--	66.3	0.65%
Vacant Residential Land	--	--	54.7	0.54%
Total Residential	1,528.0	13.80%	1,508.7	14.80%
Manufacturing	--	--	92.6	0.91%
Wholesaling	--	--	15.7	0.15%
Extractive (Sand/Gravel Pits)	49.0	0.40%	81.1	0.80%
Storage	--	--	22.7	0.22%
Other	131.0	1.20%	0.0	0.00%
Vacant Industrial Land	--	--	29.1	0.29%
Total Industrial	180.0	1.60%	241.2	2.37%
Retail Sales	--	--	31.0	0.30%
Retail Services	--	--	75.3	0.74%
Office Parks	--	--	16.2	0.16%
Vacant Commercial Land	--	--	14.4	0.14%
Total Commercial	163.0	1.50%	136.9	1.34%
Streets and Highways	822.0	7.50%	906.4	8.89%
Railroads	53.0	0.50%	56.1	0.55%
Total Transportation	875.0	8.00%	962.5	9.44%
Generation/Processing of Comm./Util.	--	--	3.6	0.04%
Transmission of Communication/Utilities	--	--	3.0	0.03%
Waste Processing/Disposal/Recycling	--	--	3.9	0.04%
Total Communication/Utilities	3.0	0.10%	10.5	0.10%
Administrative/Governmental Facilities	--	--	11.6	0.11%
Safety Institutions/Facilities	--	--	0.0	0.00%
Educational facilities	--	--	34.4	0.34%
Religious and Related facilities	--	--	6.1	0.06%
Total Institutional/Governmental	23.0	0.20%	52.1	0.51%

(Land Use Acreage Continued)

Land Use	2000		2014	
	Total Acres	Percent of Total	Total Acres	Percent of Total
Campgrounds	--	--	2.6	0.03%
Parks/Parkways/Picnic Areas	9.0	0.10%	19.1	0.19%
Tennis Courts	--	--	0.2	0.00%
Athletic Fields	--	--	0.7	0.01%
Golf Courses/Driving Ranges	173-	1.60%	197.2	1.93%
Total Outdoor Recreation	182.0	1.70%	219.8	2.13%
Open Space/Cropland/Pasture	--	--	5,180.9	50.83%
Agricultural Buildings	--	--	108.7	1.07%
Total Agricultural	6,687.0	60.70%	5,289.6	51.89%
Water Features	19.0	0.20%	470.0	4.61%
Locks and Dams	5.0	0.10%	0.0	0.00%
Woodlands	860.0	7.80%	917.0	9.00%
Wetlands and Other Natural Areas	489.0	4.40%	343.5	3.37%
Natural Area Land Under Development	--	--	41.4	0.41%
Total Natural Areas	1,373.0	12.50%	1,771.9	17.38%
GRAND TOTAL	11,357.0	100.00%	10,193.2	99.97%

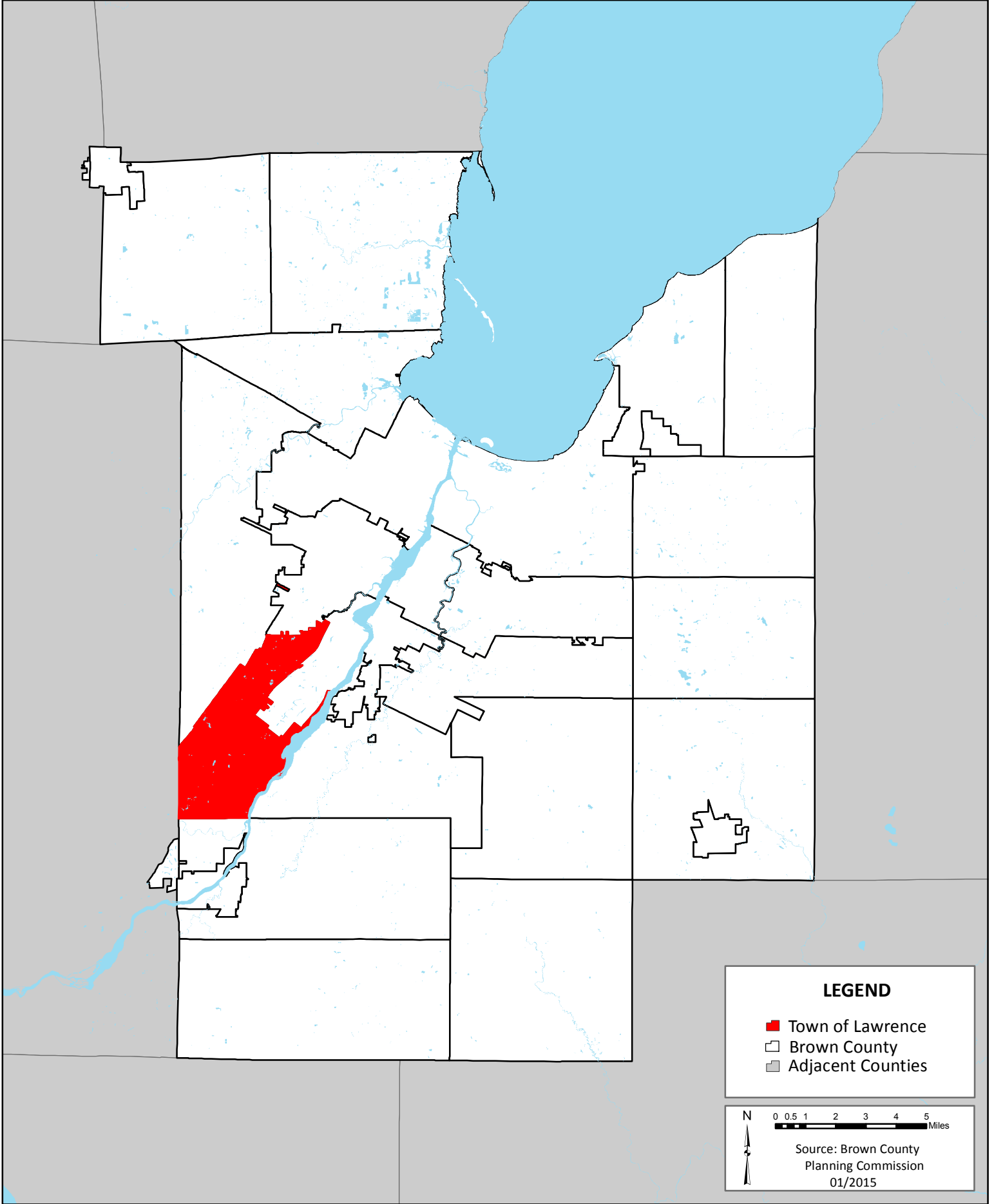
Source: Years 2000 and 2010 Brown County Land Use Inventory; 2014 Update. Totals may not add up to actual Town of Lawrence acreage and percentage due to rounding.



Figure 2-2

Location Map

Town of Lawrence, Brown County, WI



LEGEND

- Town of Lawrence
- Brown County
- Adjacent Counties

N
0 0.5 1 2 3 4 5 Miles

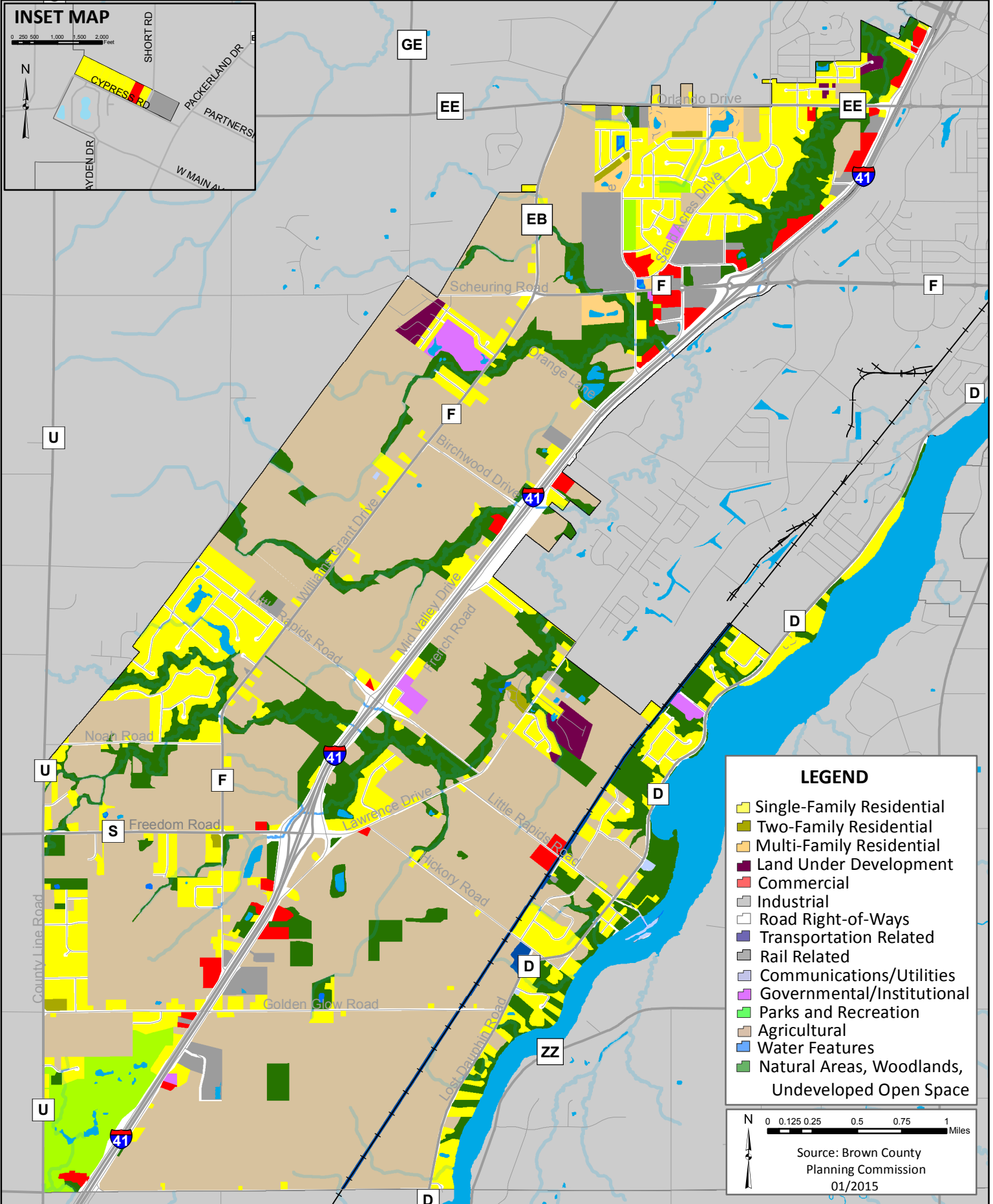
Source: Brown County
Planning Commission
01/2015



Figure 2-3

2014 Existing Land Use

Town of Lawrence, Brown County, WI



Residential Land Uses

Of the developed land uses, residential is the third most dominant category, behind agriculture and natural areas. In 2014, the Town of Lawrence had 1,508.7 acres devoted to residential land use (14.80% of the total Town area), as compared to 1,528.0 residential acres in 2000 (13.80%). This reflects what appears to be a decrease in acreage, yet an increase in percentages. The percentage is reflecting population growth; however, the acreage change is likely due to past annexations and more accurate measurements of land use acreages between the years 2000 and 2014. The previous comprehensive plan did not reflect updated land uses for year 2005, thus the changes were compared to year 2000.

The vast majority of residential use is single-family occupancy, with 85.14% of the overall housing stock inhabited by a single family per building. However, there are some, very limited, multi-family dwellings and condominium units as a response to the growing and diversifying population in the Town of Lawrence.

In terms of location, the highest concentration of sewer residential development is west of I-41, between Grant Street and Williams Grant Drive. The majority of homes in this area are suburban-style single-family residences with lots generally one-third to one-half acre in size. Condominium and duplex units have been developed in this area recently, helping to diversify a small percentage of the Town of Lawrence housing stock.

There are some subdivisions in the Town of Lawrence that rely on private onsite sewage disposal systems. These subdivisions are primarily located in the southern and central part of the Town of Lawrence. Lots in these subdivisions generally range from 1.5 to 4 acres in size. The lots in the Town of Lawrence with onsite systems are almost exclusively single-family homes.

Several factors help explain the increases in usage of lands for residential purposes. The downturn in the agricultural economy gave rise to the presence of developable land, and the location of the Town of Lawrence, adjacent to the Green Bay Metropolitan Area as well as on I-41 and connected to Appleton, makes for easy accessibility to public services, as most residents live in the Town of Lawrence but commute to jobs outside the community. As the Town of Lawrence continues to grow, further diversification in housing stock should be considered in order to account for continued changes in demographics and housing choice preferences.

Industrial Land Uses

The Town of Lawrence Business Park is located west of the interchange of I-41 and Scheuring Road. This area experienced rapid development due to convenient access and visibility to I-41.

There are additional industrial properties, mostly along I-41 at French Road and south of Freedom Road. There is also a sand and gravel pit at the intersection of Scheuring Road and

Quarry Park Drive, as well as various other industrial sites scattered throughout the Town of Lawrence.

Existing industrial uses occupy 51 lots totaling 241.2 acres of land (2.37%) in the Town of Lawrence, compared to 180.0 acres (1.60%) in 2000. This 0.77% increase was due to the addition of about 61.2 acres to the industrial land use category, and was likely the conversion of lands to industrial that was projected in the 2000 and 2005 Comprehensive Plans over the last ten years.

Commercial Land Uses

Commercial land uses occupy 57 lots totaling 136.9 acres, which represents 1.34% of the Town of Lawrence acreage. This is a slight decrease from previous data, likely due to annexations and better abilities to measure land use. The primary commercial areas, like industrial, are at the Town of Lawrence Business Park located west of the I-41 and Scheuring Road intersection. Additional locations are scattered along I-41 as well as on Little Rapids Road near the rail road crossing. Locations along I-41 are attractive for commercial and light industrial development due to visibility and access.

Transportation Land Uses

Transportation land uses include public streets, highways, trails, and railroads which will be defined in greater detail in the Transportation Chapter of this plan. Transportation land uses total 962.5 acres, which represents 9.44% of the Town of Lawrence acreage. This is an increase of 1.44% from 2000, due to new development. The primary highway corridor is I-41, which runs between the north and south ends of the Town of Lawrence. Likewise, the Wisconsin Central Limited railroad runs between the north and south ends of the Town of Lawrence. Various county highways and local streets cross the remaining areas providing access throughout the Town of Lawrence. Public trails and sidewalks are minimal, except near places like the Hemlock Creek Elementary School on Williams Grant Drive.

Communications and Utilities Land Uses

Communications and utilities land uses occupy 6 lots totaling 10.5 acres, which represents 0.10% of the Town of Lawrence acreage. This percentage appears to be the same as the 2000 and 2005 calculations, which likely is due to the very small number of acres in the land use category and an expanded ability in year 2014 to break down specific subcategories. The primary land use in this category is for waste disposal and recycling.

Institutional and Governmental Land Uses

Institutional and governmental land uses occupy 7 lots totaling 52.1 acres, which represents 0.51% of the Town of Lawrence acreage. This 0.31% increase was primarily due to the addition of about 34.4 acres for the Hemlock Creek Elementary School on Williams Grant Drive and the

addition of approximately 9.0 acres at the new Town Hall property on Shady Court. Other additions include religious facilities and the fire station.

Outdoor Recreation Land Uses

Outdoor recreation land uses occupy 19 lots totaling 219.8 acres, which represents 2.13% of the Town of Lawrence acreage. This category increased 0.43% since year 2000. The largest outdoor recreational facility is the 197.2 acre Mid Vallee Golf Course located on Mid Valley Drive, south of Golden Glow Road. The remaining outdoor recreation uses include 19.1 acres of parks and picnic areas, a 2.6 acre portion of the Apple Creek Campgrounds on Mid Valley Drive, and 0.9 acres of athletic fields and tennis courts.

There are not many outdoor recreation areas in the Town of Lawrence. Please note that this category breaks out portions of areas that may be parts of a school district so the acreage is not inappropriately counted twice.

Agricultural Land Uses

As the Town of Lawrence grows, agricultural uses in the Town will continue to decrease. In 1990, the Town of Lawrence contained 8,813.2 acres (80.0%) of agricultural land. By 2000, this total decreased to 6,687.0 acres (60.7%), and further dropped in 2014 to 507 lots totaling 5,289.6 acres (51.89%). In 24 years, 3,523.6 acres conceded use as agricultural lands within the Town of Lawrence.

Remaining agricultural parcels are becoming increasingly fragmented by new subdivisions and other developments throughout the Town of Lawrence. The largest area of contiguous agricultural land is located east of I-41 adjacent to Golden Glow Road at the southern end of the Town of Lawrence. Agricultural land totals are expected to continue to decrease as continued development continues to increase.

Natural Areas Land Uses

The Town of Lawrence contains a number of natural areas, which is the second highest land use category, behind agricultural. One of the prime natural areas is the Fox River, which creates the easternmost border of the Town of Lawrence. Secondary are woodlands, which are somewhat fragmented across the Town. Third are smaller waterway corridors, which may provide land based trail opportunities and water-trail opportunities alike. Prime waterways include Apple Creek, Ashwaubenon Creek, Hemlock Creek, and various unnamed tributaries.

At 917 acres, woodlands claim 9.00% of the Town of Lawrence acreage, the largest percentage for natural areas within the Town of Lawrence. Woodlands in the Town of Lawrence are being lost or threatened by residential subdivisions and other development.

Natural areas are a critical element of the rural character of the Town of Lawrence. Thus, an important consideration of this Comprehensive Plan is to seek ways to accommodate additional growth while still maintaining the woodlands and wetlands that remain.

Annexations

Annexations reduce the overall Town of Lawrence acreage in various land use categories. In recent years the number of annexations decreased and rarely occurs. The threat of annexations can be eliminated by establishing border agreements with neighboring villages and cities, or by incorporating as a village. Figure 2-4 identifies the number of lost acres over the past thirty-five years. In the past six years there have been no annexations at all.

Figure 2-4: Town of Lawrence Acres Lost due to Annexation, 1980-2014.

Year	1980-1984	1985-1989	1990-1994	1995-1999	2000-2004	2005-2009	2010-2014
Acres Annexed	80.0	0.0	217.0	1,792.1	0.0	4.3	0.0

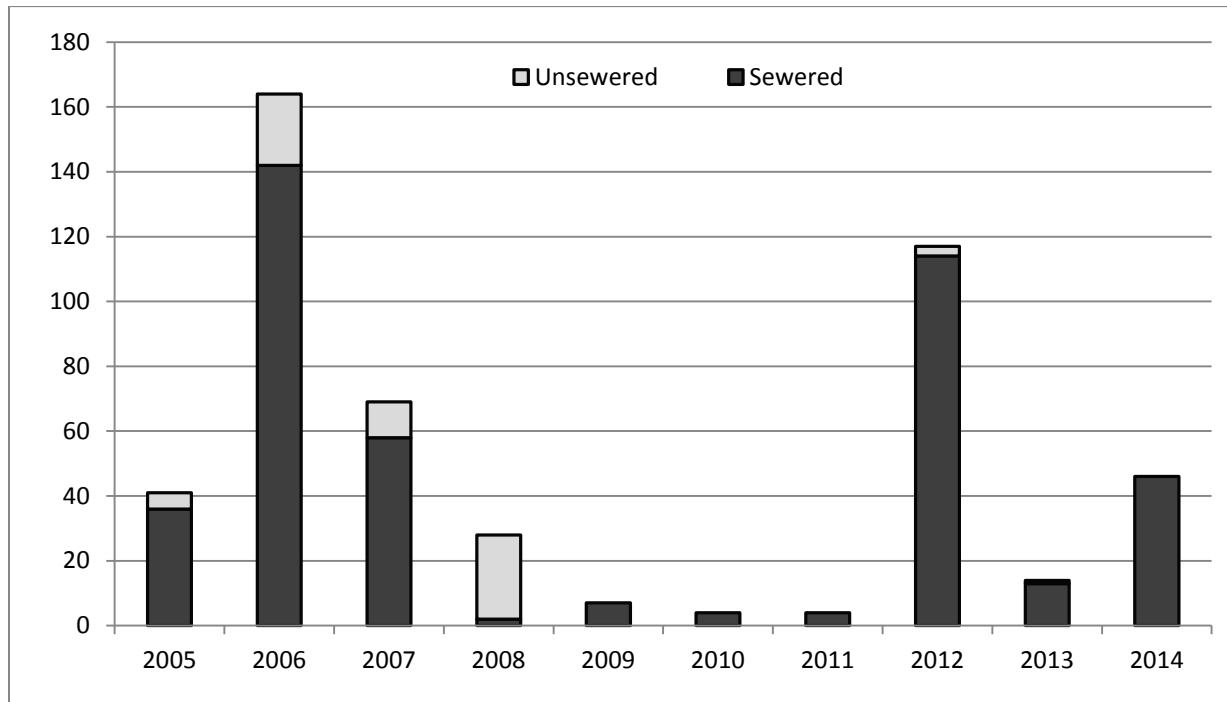
Land Use Trend Analysis

Supply and Demand

As displayed in Figure 2-5, there have been 494 new lots created in the Town of Lawrence over the past since 2005, which is an average of 49.4 new lots per year. Historically, the Town of Lawrence allowed both sewered and unsewered lots, but most new lots now are sewered which is very good for the rapidly developing community. The goal for most rural communities should be to allow a minimum of 75% sewered development and 25% unsewered development in areas that are not entirely within the sewer service area. From 2005 through 2014 the Town of Lawrence far surpassed that goal, approving 86.2% sewered lots and 13.8% unsewered lots. Since 2005, the Town of Lawrence approved a ratio of roughly 6.3 sewered lots for every one unsewered lot.

The largest number of new lots in any given year was 164 in 2006, while 2010 and 2011 had the smallest number of lots created at 4 per year. There are no new plats under review; however, based on the number of proposed sewered developments, keeping the future ratio of sewered developments at a high percentage will be of most benefit to the Town of Lawrence.

Figure 2-5: Number and Type of New Lots Created, 2005-2014.

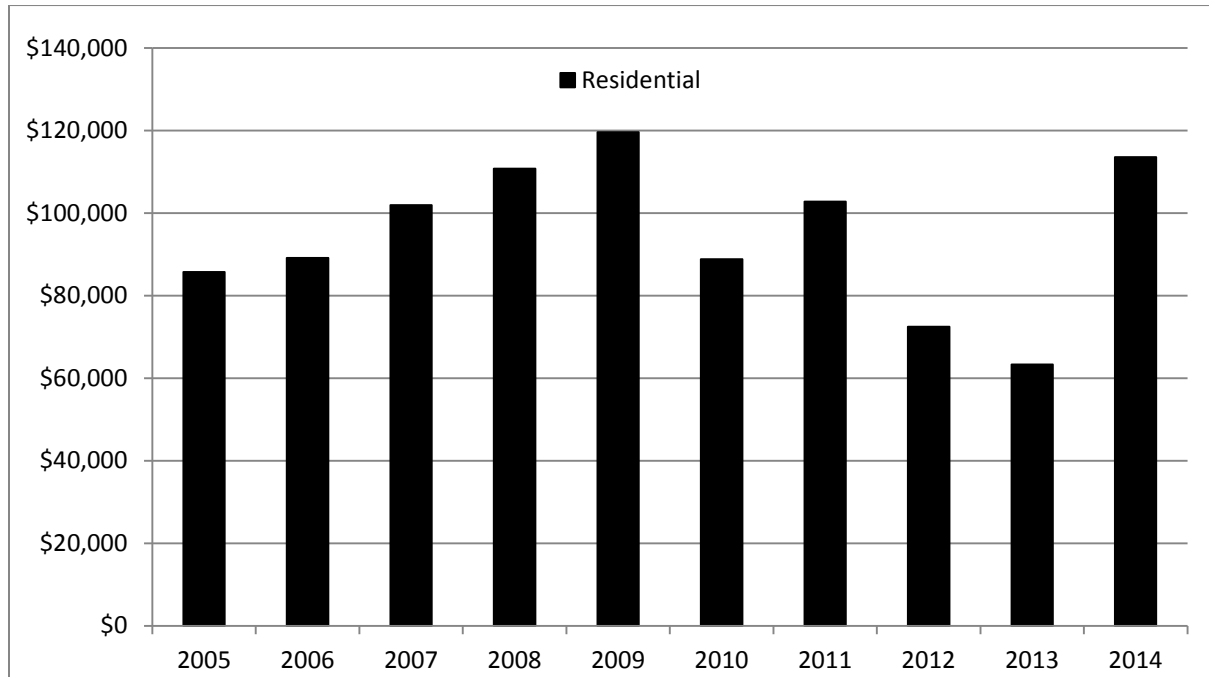


Source: Brown County Planning Commission.

Land Prices

Figure 2-6 identifies the average selling price of vacant residential parcels, on a per acre basis, from market sales for the past 10 years. The data was extracted from the Wisconsin Department of Revenue. The residential lots are of varying sizes. Home site prices increased between 2005 and 2009. The decrease in lot prices after 2009 was likely due to a loss in land value due to recession and an overabundance of lots in the Town of Lawrence. Land prices did not appear to begin to recover until 2014. A similar loss in value was experienced in Brown County and Wisconsin. Vacant residential lot prices for 2015 are not yet available and have not been included in Figure 2-6.

Figure 2-6: Per Acre Selling Price of Vacant Residential Parcels for Years 2005-2014.



Source: Wisconsin Department of Revenue and Brown County Planning Commission.

Opportunities for Redevelopment

Although the majority of the development in the Town of Lawrence occurred within the past 10 years, sites along the I-41 corridor, the Business Park, and along the Fox River have the potential for infill and redevelopment opportunities. Identifying a downtown and creating a pedestrian-friendly downtown through traffic calming techniques, streetscaping, and demonstrating an overall Town investment can prove to be an effective first step of downtown revitalization, as has been seen in places as near as the Broadway District in Green Bay and downtown De Pere. The scale of redevelopment projects may not be nearly as large in the Town of Lawrence as in De Pere or Green Bay, but both provide examples of how municipal investment in downtown streetscaping can provide an impetus for new private investment.

Traffic calming techniques and pedestrian amenities, including curb extensions, roundabouts, sidewalks, and narrower streets, can provide for a safer and more enjoyable pedestrian experience by slowing traffic. These changes have the potential to be the catalyst for an identifiable downtown. In addition to calming traffic, making the area more visually interesting through streetscaping techniques can include architectural street light fixtures, benches, planters, banners, and building façade improvements and enforced standards. These features make the Town of Lawrence more inviting for both residents and visitors to park their cars, walk around, and visit the local businesses.

There are a number of state programs that the Town of Lawrence can utilize in order to help fund improvements to the streetscape in developing urban areas. The programs are discussed in detail in the Implementation chapter.

Existing and Potential Land Use Conflicts

Agricultural and Residential Uses

The major land use conflict experienced by many suburbanizing communities is dealing with the sights, smells, and other activities that characterize active farming operations both within and adjacent to the Town of Lawrence. The Town should work with the remaining farmers to ensure that future development, either agricultural or residential, does not negatively impact existing residents or farms. This can be accomplished through setting yearly facilitated meetings to discuss issues, such as farming and residential development, and to try to work toward a compromise or solution that both sides find agreeable. The Intergovernmental chapter provides additional policies and programs that the Town of Lawrence can utilize to help minimize or resolve conflicts among neighbors within the Town.

Sand/Gravel Pits and Residential Uses

An area of potential conflict is between the existing active sand/gravel pit operation and future residential development. Active pits with heavy truck traffic, blasting, and machinery operations are not typically compatible with residential development. Up to this point, some conflicts have been kept to a minimum, but due to the short distance between the active quarry on Scheuring Road and homes problems may likely increase. As the Town of Lawrence continues to grow and expand, it should be aware of the existing quarry and ensure that developments (if not kept from locating near the quarry) provide adequate buffers and notification to potential homeowners that there is an active quarry located nearby. Also, new sand or gravel pit operators should be aware of the increasing residential nature of the Town and make every attempt possible to locate new operations away from existing development.

Airport and Residential Uses

An area of potential conflict is between the existing Austin Straubel International Airport and developing residential areas located in the northwestern portions of the Town of Lawrence. Airport Zoning District B reaches Packerland Drive and Scheuring Road. Airport Zoning District C reaches as far as South Ridge Road. Each zoning district has noise and height restrictions that may impact residential development and desirability to live in those locations due to airport noises. A potential extension of the runways at the airport could extend the zoning districts further to the south.

General Land Use Compatibility

As the Town of Lawrence continues to develop, it needs to ensure that new land uses are compatible with each other. Many uses, such as neighborhood commercial, institutional,

recreational, and different housing types, should be integrated into new residential developments so long as they are designed to a scale and architecture that is compatible with a residential neighborhood. However, some uses, such as industries with heavy semi-trailer traffic, noise, or odors and "supercenter" retail, are typically not compatible with residential developments and should be sited in appropriate locations, such as the business park on Scheuring Road or at other locations with easy access to I-41. Keeping an awareness of potential conflicts and implementing a plan to resolve them before they arise is a critical part of proactive comprehensive planning.

20-Year Projections in 5-Year Increments and Trends

The State of Wisconsin Comprehensive Planning Law requires communities to project 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 Town of Lawrence will need to continue to grow at its current rate, the land use inventories for 1980, 2000, and 2014 were first compared.

In order to provide a historical perspective on land uses in the Town of Lawrence, the land use acreages from 1980 were compared to the 2000 and 2014 data. Figure 2-7 identifies the changes in land uses over the 34 year period. As is evident from the chart, the Town of Lawrence experienced a large amount of land developed between 1980 and 2014.

Figure 2-7: Changes in Town of Lawrence Land Use, with 1980 as Base Information

Land Use	1980 Total Acres	2000 Total Acres	2014 Total Acres	Change 1980-2014	Percent Change
Residential	440.7	1,528.0	1,508.7	+1,068.0 acres	+342.4%
Commercial	19.2	163.0	136.9	+117.7 acres	+713.2%
Industrial	83.3	180.0	241.2	+157.9 acres	+289.6%
Agricultural	9,886.6	6,687.0	5,289.6	-4,597.0 acres	-46.5%

Source: Brown County Farmland Preservation Plan 1990 Update, 1980
Brown County Planning Commission, 2000 and 2014

Residential Projection Trends

While the population of the Town of Lawrence has increased from 1,431 residents in 1980 to an estimated 4,634 residents in 2014, an increase of 323.8 percent, the amount of land consumed by residential development has increased by 342.4 percent. This is reflective of the predominance of the large number of single-family lots that have been established and built upon in the Town of Lawrence.

The Town of Lawrence population projection of 7,965 residents by 2040 predicts an increase of 3,681 people from the 2010 census population of 4,284 residents. Based upon the Town of Lawrence average people per household of 2.57, another 1,432.30 residential units will be needed between 2010 and 2040 to house the Town of Lawrence projected population. Based

on a review of recently approved subdivisions in the Town of Lawrence, new lots that are developed on public sewer generally average 0.42-acres per lot, while those developed on private sewer generally average 2.75 acres.

In order to retain a rural feel, the Town of Lawrence will focus on a 90% sewered development criteria for all new subdivision lots (rather than 75%/25% used by towns that are not as close to urbanizing areas). There is a need for 534.96 acres of additional sewered residential development and 393.88 acres of additional unsewered residential development by the year 2040. The total of 928.84 residential acres would need to increase significantly if a significant number of additional unsewered residential developments was unnecessarily allowed.

Commercial and Industrial Projection Trends

The land use inventory found that the ratio of year 2014 land uses in the Town of Lawrence is 11.0 acres of residential development for every 1.0 acre of commercial development and 6.3 acres of residential development for every 1.0 acre of industrial development. Applying the ratios to the 928.84 acres needed for residential development yields to this, there is the need for another 84.28 acres of commercial land and 148.50 acres of industrial land during the planning period to year 2040. It should be noted that the Town of Lawrence has a population increase that has exploded in recent years and is proposed to increase rapidly over the next 25 years so an accurate prediction may be difficult, particularly with ease of access to I-41 influencing development.

Right-of-way Projection Trends

Since street rights-of-way were not included within the acreage totals, it was necessary to determine the approximate street rights-of-way acreage needed to serve the developing areas. To determine the street acreage, several recently approved subdivision plats within the Town of Lawrence were reviewed and the percentage of land devoted to street rights-of-way was identified. Based on this analysis, an average of 17.6 percent of a subdivision plat is used as street rights-of-way, resulting in an additional 204.45 acres of street rights-of-way during the planning period to year 2040.

Total Projection Trends

Based on the past 34 years of population growth within the Town of Lawrence and associated land use changes, it is assumed that a minimum of 1,366.07 additional acres will be needed to accommodate the Town of Lawrence growth over the next 25 years during the planning period to year 2040. This total includes 928.84 additional acres for residential development, 84.28 additional acres for commercial development, 148.50 additional acres for industrial development, and 204.45 additional acres for street rights-of-way for the sub-total of 1,366.07 acres. In order to account for market factors, such as the readiness of property owners to sell

land, an additional 10 percent of the required acreage (136.61 acres) was added for a total of 1,502.68 acres over the next 25 years during the planning period to year 2040.

The intent of this plan is to promote mixed land uses, conservation subdivisions, narrower streets, and other similar concepts instead of the standard segregated “pods” of single land uses served by wide streets. Therefore, the total of 1,502.68 acres needed for the planning period to year 2040 is more important than the individual acreage allocations for residential, commercial, and light industrial uses. For the purposes of ensuring that the Town of Lawrence is planning for an adequate supply of developable land, all the currently platted lots (lands under development in the existing land use table) in the Town of Lawrence are counted as developed, and the projections build from this base.

Sewer and Water Expansion Areas

The sewer and water expansion areas identify where services, such as sewer and water, currently exist, where extensions of the services are planned, and where expansions can be most cost-effectively extended when warranted by development pressures, while staying consistent with the direction provided by the State of Wisconsin’s Comprehensive Planning Law. Expansion areas are not intended to be growth boundaries. Rather, they indicate where the Town of Lawrence is planning for the extension of public utilities and services based upon sound planning through the promotion of the efficient, logical Town growth instead of far more costly and inefficient “hop-scotch” development patterns. Identifying where and when the Town of Lawrence is intending to extend public utilities and services in conjunction with the projected growth of the community and the 2040 Brown County Sewage Plan, shows all parties are involved with the Town’s intended development pattern, thereby providing additional information to property owners who can then make more informed decisions regarding future utilization of their land.

A sufficient supply of vacant lands that can be provided with public services should be maintained in order to allow for continued orderly sewer and water growth. The supply should be based on the projected growth for the expansion areas but should also be flexible enough to allow for market conditions. In order to provide the Town of Lawrence with some flexibility, the acreage projections are weighted toward the first 10-15 years of growth, while still maintaining the overall projection of approximately 1,502.68 acres required in total for the next 25 years during the planning period to year 2040. These areas should be considered Smart Growth areas. Figure 2-8 identifies the 5-year service increment acreage projections for the Town of Lawrence.

Figure 2-8: 5-Year Service Increment Acreages for the Town of Lawrence

Use	Year					
	2014 (existing)	2020	2025	2030	2035	2040
Residential	1,508.7 acres	1,713.0	1,917.4	2,121.7	2,326.1	2,530.4
Commercial	136.9 acres	155.4	174.0	192.5	211.1	229.6
Industrial	241.2 acres	273.9	306.5	339.2	371.9	404.5
ROW	822.0 acres	867.0	912.0	956.9	1,001.9	1,046.9
Agricultural	5,289.6 acres	It is expected that agricultural land uses within the Town of Lawrence will continue to decrease as the land is converted to other uses and as the Town of Lawrence continues to grow.				

Source: Brown County Planning Commission.

Properties that can be more easily serviced and that are more strategically located in relation to existing municipal services should be a top priority for sewered development. Unsewered development should be strongly discouraged within the 5-year service increments, rather than allowing unsewered development for a relatively short amount of time and then trying to retrofit these areas with public sewer and water when these services are available. Extending public sanitary sewer and water service into areas with existing development is politically very difficult and economically quite expensive. Existing residents are oftentimes reluctant to expend money for public sewer and water service when they have existing systems that, in their estimations, work adequately. In addition, the lot sizes and widths of such developments are typically much larger in unsewered areas than in sewered situations. Buildings are oftentimes set back much farther from the road in non-sewered situations, creating higher costs to homeowners when converting to public sewer and water service because of the need for more lineal footage for lateral connections to the homes. Future street designs are often out of skew because of the different lot sizes required for unsewered versus sewered lots.

Because public sewer and water will be extended in a relatively short period of time to many parts of the Town of Lawrence, new unsewered development should not be permitted inside of the areas proposed for future sewer service. For those areas outside the existing and proposed sewer service areas, the Town of Lawrence should carefully review and consider the future impact any proposed new unsewered development may have on the efficient and logical extension of public sewer and water. If new unsewered lots are allowed, the road frontage and depth to the new structure should be minimized, and the septic field should be located in a way to enable the cost-effective provision of public sewer and water when they become available.

Service Area Amendments

In order to account for unexpected growth and other Town of Lawrence opportunities, the service areas and, therefore, the plan may be amended if consistent with the goals, objectives, and intent of the plan. Because there is a local plan amendment process to go through, it gives

the Town of Lawrence a chance to determine whether the action is consistent with the plan before making a large public investment in terms of the extension of utilities and services. The amendment process also gives the property owner and/or developer an indication of whether utilities and services will be extended before making a large private investment outlay.

Consistency with Brown County Sewage Plan

It is important for the Town of Lawrence to keep in mind that the future service area does not take the place of the sewer service areas identified in the Brown County Sewage Plan. The proposed sewer service areas identify where the Town of Lawrence is planning to extend sewer and water services over the next 20 years along with an associated timeline, while the sewer service area is a regulatory tool under Wisconsin Administrative Code NR121. As the Town of Lawrence looks to expand its sewer service area, it must have a corresponding amount of new development to enable the expansion to occur in a manner consistent with the policies set forth in the Brown County Sewage Plan. In order to more smoothly facilitate sewer service boundary amendments consistent with the proposed sewer service areas, the Town of Lawrence should maintain a running tally of the acres of new development that have occurred in the sewer service area since the sewage plan was developed.

Future Land Use Recommendations

The Town of Lawrence growth should be orderly and cost-effective, while making maximum use of existing and planned services. For instance, the plan recommends that the area most easily serviced by municipal sewer and water should develop first and that infill areas and areas contiguous to existing development should be given priority before other more costly areas are developed.

Future development decisions should 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 location and timing of new public utilities or future streets.

Although it may be assumed that conventional subdivision activity will continue in the Town of Lawrence, the strict separation of compatible uses should be minimized. The Town development policies should 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 that include mixed housing types rather than single-use residential subdivisions as well as mixed use commercial and residential developments.

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 2-9 shows the future land use plan for the Town of Lawrence.

Sewered Residential Areas

As discussed in the proposed sewer service area section of this chapter, the northern half of the Town of Lawrence is planned to eventually be served by public sewer and water. The ability to expand infrastructure to accommodate new sewer service expansions with NEWWater (GBMSD) is available. Therefore, permitting unsewered development in these areas will not be in the Town of Lawrence's best interest. Therefore, the Town should not permit new unsewered development within the existing and proposed sewer service areas because retrofitting unsewered development to public sewer lines is oftentimes politically difficult and expensive for the homeowner. Additionally, the more residents who choose to live in unsewered developments results in fewer potential sewered customers who are available to help defray the costs of the existing public sewer and water system. Therefore, the Town should take care when determining where the development of unsewered lots will be allowed so that the Town does not interrupt the logical, efficient extension of public utilities consistent with the proposed sewer service areas.

The Town should maintain smaller sewered lots as identified in the zoning ordinance. Additional smaller lot developments should be considered with contiguous preserved greenspace areas including such features as scenic vistas, upland woodlands, and cultural features, in addition to unbuildable areas.

In order to help maintain the Town of Lawrence's rural feel when the area is rapidly developing, conservation subdivisions should be encouraged in those parts of the Town where there may be future trail connections or where there are critical environmental features that the Town wishes to maintain in the Parks & Outdoor Recreation Plan section of this plan. Conservation subdivisions should take advantage of the hills and ravines along waterways, as well as near woodlands, wetlands, and floodplains such as near the Fox River on the Town's east border.

As much as possible, future sewered residential development in Lawrence should be based upon the concept of neighborhoods. A neighborhood should be more than just a housing development by itself. It should include recreational uses, such as a neighborhood park, institutional uses, such as churches or schools, and neighborhood commercial uses that provide goods and services geared primarily for the surrounding residents. The recommendations for future land use within the Town 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.

Sewered Residential areas identified on the Future Land Use Map:

The following special sewered residential areas are identified in priority order, with special focus emphasis called out for each area. Mixed uses should be emphasized in all areas. Non-sewered residential development should be avoided in these areas unless it is determined that no other form of sewer service is available now or in the near future. The Town would like to use a 30 percent approximate balance for multifamily development in comparison to single family development is desired.

- A. Sewered residential area along Williams Grant Drive, between Birchwood Road and Scheuring Road and Birchwood Road. This area is partially built out, includes large open areas that were presently farmed, and already is serviced with a grade school. Focus should be placed on smaller lots in this area. The use of walkable and bikeable access routes is necessary for this type of design to function as a walkable and livable neighborhood while reducing automobile traffic for short trips. A park is proposed near the Williams Grant Drive intersection and Birchwood Road intersection. Likewise, a park north from the Hemlock Creek School, near Scheuring Road is proposed.
- B. Sewered residential area along Lawrence Drive, north from Little Rapids Road. The lot sizes should be smaller, like the above referenced areas, to the adjacency to the City of De Pere, the design and layout should have a slightly suburban feel. Neighborhoods should still be walkable and bikeable, but there likely may be a need to travel for certain services. To minimize the need for distance travel to basic services, a focus on small commercial nodes to accommodate the residential needs should be emphasized. A park near Little Rapids Road and Lawrence Drive is proposed. Likewise, a park near or within the developing Orion's Run neighborhood is proposed.
- C. Sewered residential area along Lost Dauphin Road, following the Fox River. Lot sizes on the east side of the street tend to be larger due to land value, vistas and access to the water. Emphasis should be placed on retaining public views and access to the water for recreation purposes. Particularly in the area of the Lost Dauphin State Park. The west side of the street should be smaller lots, but excessive development should not occur beyond the railroad tracks for two reasons: The expansion of sewer service may be limited when crossing the tracks, and the area west from the tracks is designated to be long term agricultural area to retain the agricultural feel of parts of the Town of Lawrence.

Sewered Commercial Areas

The following special sewered commercial areas are identified in priority order, with special focus emphasis called out for each area. Non-sewered commercial development should be avoided in the following areas.

- A. Sewered Commercial development along the Mid Valley Drive frontage road at the north end of the Town of Lawrence. It is necessary that commercial development in this area have high design standards because the businesses are easily viewed by passerby on I-41, and the visibility creates the feel for the community. Either design standards that mimic the City of De Pere should be used, or a new high quality design style that is unique to the Town of Lawrence should be developed in the near future for all commercial site plans.
- B. Sewered commercial nodes near Little Rapids Road. Smaller service oriented business nodes should be developed in this area to serve the expanding residential public,

reducing travel for Town of Lawrence residents. Focus on design standards that fit the community and adjacent residential areas should be considered.

Sewered Mixed Use Areas

The following special sewered mixed use areas are identified in priority order, with special focus emphasis called out for allowing a mixture of residential and commercial uses. The mixture is potentially impacted by the addition of the southern bridge crossing the Fox River and crossing through the Town of Lawrence. Unsewered mixed use development should be avoided in the following areas.

- A. Sewered mixed use area along Packerland Drive at the north end of the Town of Lawrence and in the area of Orange Road. This is an area where the expansion of existing residential development, commercial development, and potentially light industrial development is likely to occur, but may compete with commercial and industrial development along Packerland Drive if not blended properly, particularly if the southern bypass bridge connects to the Scheuring Road and Packerland Drive intersection. The design of any residential neighborhoods should be similar to areas “A” near the grade school, however, special focus will need to be placed on buffering between the residential areas and future commercial and industrial areas.
- B. Sewered mixed use at the Scheuring Road and Packerland Drive intersection. It is likely that more commercial uses may find this area appealing than residential, but a properly designed mixed use is recommended. This area provides businesses immediate access to customers using I-41 along Scheuring road, as well as access to customers using STH 172 along Packerland Drive. Connections to the Austin Straubel International Airport are also available. There is a potential that the Southern Bridge will connect to the subject intersection providing business connectivity to the east side of Brown County, including I-43. For this reason, a well-designed commercial park with high quality design standards should be considered at this location. Likewise, expansions of well-designed industrial uses adjacent to the business park may be considered on Packerland Drive as an alternative to residential development, as long as the uses are light industrial or high tech. Also, smaller service oriented business nodes should be developed in the southwest area of the business park to serve the nearby expanding residential public, reducing travel for Town of Lawrence residents. Focus on design standards that fit the community and nearby residential areas should be considered.

Sewered Industrial Areas

The following special sewered industrial areas are identified in priority order, with special focus emphasis called out for each area. Unsewered industrial development should be avoided in the following areas.

- A. Sewered Industrial development along the Mid Valley Drive frontage road at the north end of the Town of Lawrence. It is necessary that industrial development in this area

have high design standards because the businesses are easily viewed by passerby on I-41, and the visibility creates the feel for the community. Either design standards that mimic the City of De Pere should be used, or a new high quality design style that is unique to the Town of Lawrence should be developed in the near future for all commercial site plans.

- B. Sewered Industrial development within the existing Town of Lawrence Business Park at the I-41 and Scheuring Road intersection. Space is limited, but the remaining vacant lots should be filled in with compatible industrial uses with high design standards.

Unsewered Residential, Commercial, and Industrial Areas

The following special unsewered areas are identified based on land use, and should be the last areas to be developed due to lack of sewer services. In some cases, to retain a rural feel, such as in residential development, unsewered development may be considered acceptable.

- A. **Residential:** Unsewered residential area along Williams Grant Drive, between Little Rapids Road and Golden Glow Road. In this area, larger residential lots that retain a rural feel should be considered. However, due to the fact that the Town is rapidly expanding, it may be very likely that sewer service becomes available and residents may need or want to connect to public services. Only about 10 percent of the developing residential areas should be considered in this area to retain a 90%-10% ratio desired (but not required) by the community. Three parks are proposed within or adjacent to this residential area. Details are available on the Parks & Outdoor Recreation section of this Plan.
- B. **Commercial:** A future Business Park-like development should be considered at the I-41 and Freedom road intersection, extending the Williams Grant Drive. Commercial development when no sewer service is available may be difficult, thus, this is a site to consider for longer term development when sewer service actually arrives. Unsewered Commercial development along the Mid Valley Drive and the French Road frontage roads at the mid and south end of the Town of Lawrence should be considered, provided design standards are considered due to visibility.
- C. **Industrial:** A future Industrial Park-like development should be considered at the I-41 and Lawrence Road intersection on the east side of I-41. Again, development when no sewer service is available may be difficult, thus, this is a site to consider for longer term development when sewer service actually arrives. Unsewered Industrial development along the French Road frontage road at the south end of the Town of Lawrence should be considered provided design standards are considered due to visibility.



Figure 2-9

Future Land Use

Town of Lawrence, Brown County, WI

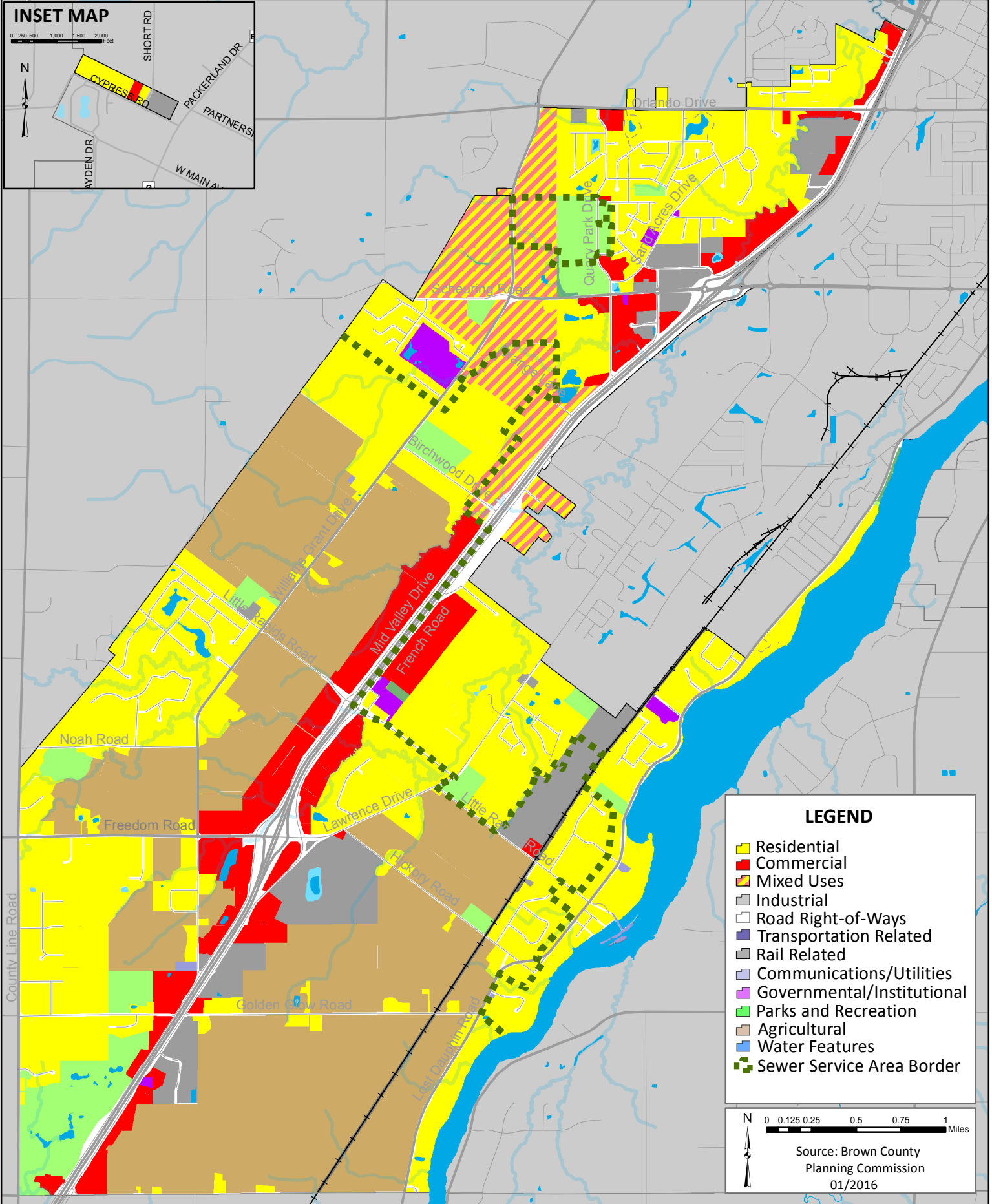
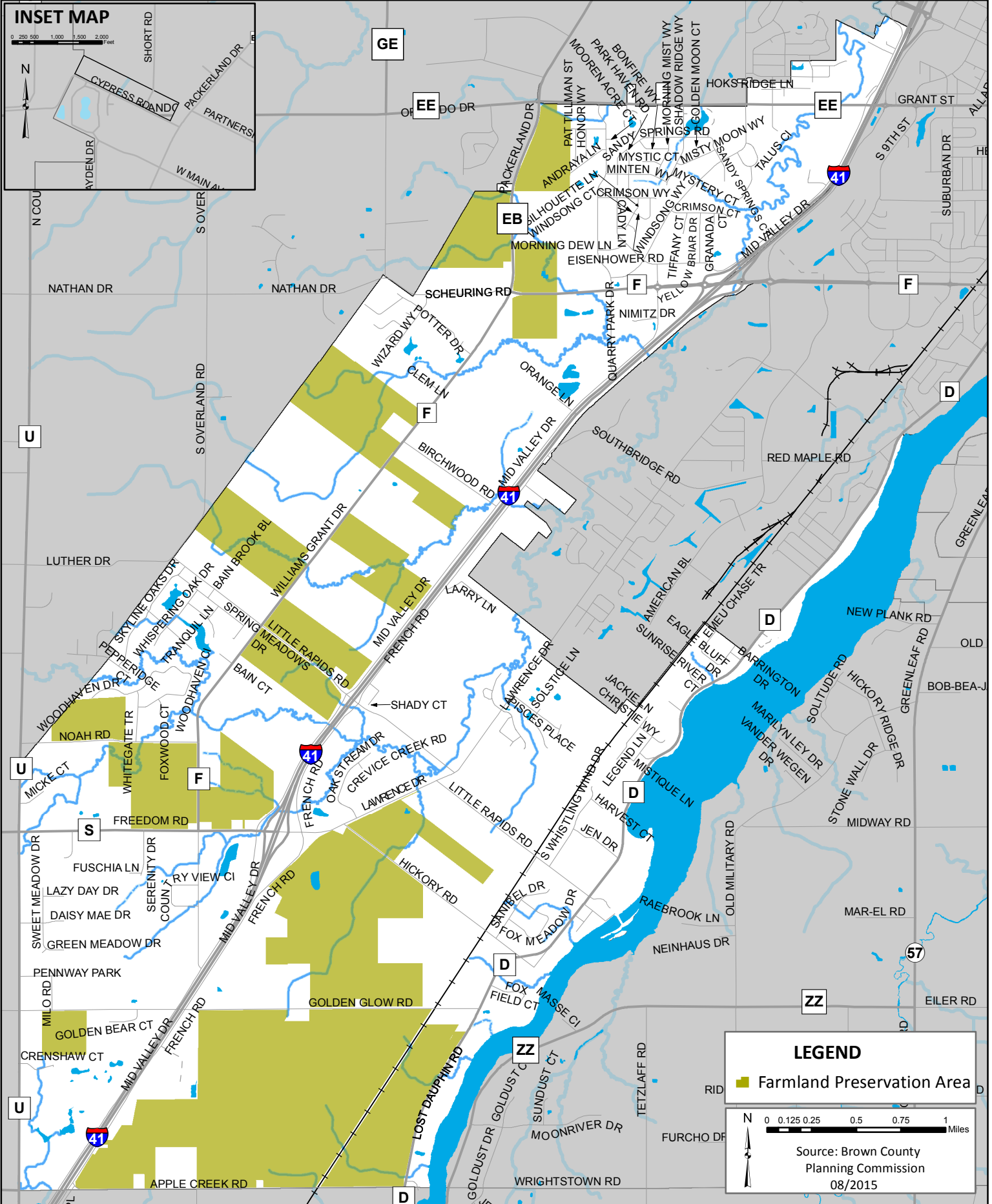
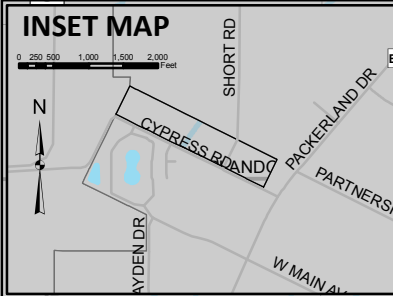




Figure 2-10

Farmland Preservation Plan Map

Town of Lawrence, Brown County, WI



Mixed Use Housing Development

Forms of housing within neighborhoods should be mixed so people of different ages and incomes have opportunities to live in the area of the Town that they choose. The recommendation for most of the future residential development is to encourage variation and a mixing of residential types. Townhouses, duplexes, and smaller apartment buildings can be strategically interspersed with single-family residences. Likewise, certain commercial areas can be blended with well-designed multi-family developments in upper levels or with adjacent structures that have complimentary, well thought out designs. Design standards and the creation of open space and other buffers can help integrate different residential intensities. Large expanses of strictly one residential type should be avoided, while variation in house models should be encouraged to avoid monotonous streetscapes.

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. Although the current preference for the Town of Lawrence is to maintain its single-family residential character, there likely will be an increased demand for single-family attached homes, multifamily homes, and aged-care facilities as the community continues to age. In order to account for this trend, at least two housing types should be included in any sewered 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:

- Sewered single-family house lots
- Duplexes
- Townhouses
- Condominiums
- Accessory dwelling units
- Group homes
- Apartments in mixed use commercial developments (provided they are compatible in scale and character with other dwellings and structures in the proposed neighborhood).

Conservation Designed Development

Conservation designed development is a subdividing method that focuses on maintaining open space and conserving significant natural and cultural features. This is accomplished by preserving a significant portion of a development site as undivided open space with the remaining land uses for house lots and necessary roads. The open space is permanently preserved through conservation easements. Conservation subdivisions provide the landowner with the same number of lots, or possibly more, than could be accomplished through a conventional subdivision.

The conservation example below uses the same number of house lots from the conventional layout but completely alters the design by simply reducing the lot size and being sensitive to

the environmental features in order to preserve farmland. The following sketches are from “A Model Ordinance for a Conservation Subdivision,” prepared by the University of Wisconsin Extension.

Step 1: Inventory and mapping of existing resources for a hypothetical 16-acre site.

Step 2: Development yield as permitted under existing ordinances (zoning, etc.) for the 16-acre site and assuming a 2-acre minimum lot size zoning standard. Eight lots would be permitted under this scenario.

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

The following are some observations from comparing the conventional subdivision to the conservation by design subdivision:

- Conventional layout – all parts of the tract are either house lots or roads.
- Conservation layout – close to half of the site is undivided open space or agricultural land that can be permanently preserved.
- Conventional layout – view from across the road to the trees and creek is disrupted, and houses can be seen in all parts of the development.
- Conservation layout – view from across the road to trees and creek is almost entirely preserved.
- Conventional layout – only four property owners have access to parts of the creek.
- Conservation layout – all property owners have access to the length of the creek.
- Conventional layout – no common space; each lot owner only has use of his own 5-acre parcel.
- Conservation layout – creates a number of common open space areas with a large area remaining for active agricultural use.
- Conventional layout – no pedestrianways unless sidewalks are included in the construction of the roads.
- Conservation layout – trail network can be completed and can link with neighboring subdivisions.
- Conventional layout – no area for neighborhood facilities.
- Conservation layout – central green area can include children’s play area, shelter, or other amenities.

Due to the desire of Town residents wanting to retain both a developing and a rural character, due to agriculture and natural features, the conservation by design subdivision offers an alternative to typical subdivisions with large house lots blanketing entire tracts of land. With the limited number of areas of wetlands, upland woodlands, and waterway shorelines,

conservation subdivisions provide a means to protect and preserve those unique or critical wildlife features on each site to help maintain the Town's rural character. Conservation subdivisions may not be appropriate in all areas, however, they should be considered as a preferred method of subdivision in the rural areas of the Town, particularly in areas within or adjacent to natural features. The conservation subdivision should provide incentives to developers for the creation of conservation subdivisions, including relaxed design standards for street widths, cul-de-sac lengths, and lot shape and width. The Planning and Zoning Board and the Town Board should actively encourage the development of conservation subdivisions that meet the requirements set forth in the Town's subdivision ordinance with clear minimum lot sizes.

Neighborhood and Street Connectivity

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

The natural features may provide areas for potential pedestrian and bicycle paths. Pedestrian and bicycle connections utilizing the natural drainageways and features of the Town could be utilized with the Parks & Outdoor Recreation Plan to connect within and between new neighborhoods and parks in Lawrence, which is consistent with the Town's adopted Bicycle and Pedestrian Plan.

Where natural barriers do not exist, neighborhoods should have many ways to get into and through them by driving, walking, and bicycling with the development of a well-connected street pattern. Streets should form a connected network to knit neighborhoods together rather than form barriers. The intent is for residential developments to form neighborhoods that evolve to be part of the broader community by avoiding "islands" of separate subdivisions or freestanding individual complexes attached to the rest of the community strictly by one or two entrances for auto traffic.

Pedestrian and Bicycle Network

Neighborhoods should have a connecting network of pedestrianways 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, providing mid-block pedestrian crossings should be included in order to help make walking a more viable transportation option. Pedestrian connections are a great benefit to neighborhoods and should be given greater consideration in new developments. Lawrence should design areas adjacent to school zones and commercial

areas with sidewalks to encourage the development of the areas as pedestrian-friendly for tourists and locals alike to browse, shop, and spend time.

Outside of the school zones, the Town of Lawrence should consider development of a comprehensive trail network consistent with the suggestions of the Parks & Outdoor Recreation Plan and the Bicycle and Pedestrian Plan. The trail network is envisioned to link the large parks and other publicly-owned areas in the Town, thereby creating a chain that links the “jewels” of the community. The greenspace requirements of conservation subdivisions provide an excellent opportunity to make the identified trail connections. The Transportation chapter provides greater detail regarding pedestrian, traffic calming, and street patterns and should be referred to when making transportation network decisions.

Parks and Open Spaces

The Town of Lawrence has only two Town owned public parks and one state owned public park. There is also a privately owned golf course and a private campground at the south end of the Town. Locations for existing facilities are located within the Parks & Outdoor Recreation Plan section of this plan.

The plan also proposes new neighborhood and community parks as the population increases, with designated bicycle/hiking lanes and trails and proposed concept off-street trails. The general locations for the park sites are identified on the Future Land Use Map (Figure 2-9). However, the specific location for park sites should be within ½ mile of the proposed locations. Details regarding the types of parks and facility needs are located within the Outdoor Parks and Open Space chapter of this Plan.

As sites for new facilities are evaluated and designed, they should be designed in conjunction with streets and walkways to be a primary feature of 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.

Wetlands, watercourses, and other natural features should be integrated into new park and open space developments rather than ignored, redesigned, or destroyed. These areas can be utilized for the treatment of storm water through the use of retention or detention ponds or infiltration fields. Creeks and other linear features can be a common feature that links individual adjoining developments through the development of rustic hiking trails or paved bicycle paths. The Parks & Outdoor Recreation Plan and the Bicycle and Pedestrian Plan should be consulted when deciding where to place trails in the Town of Lawrence and when deciding how to link the natural areas and parks.

Community Design Characteristics

The Town of Lawrence 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 Town of Lawrence focus on the design of the main entrance corridors of the Town from I-41, Packerland Drive, Lost Dauphin Drive, and potentially the Southern Bypass Bridge. These entrances help to establish the overall character of the Town of Lawrence and provide the first impression to visitors and potential residents or businesses. Therefore, the Town should make them as attractive as possible.

Utilizing high quality design criteria for new businesses and industrial properties is another effective way of ensuring high quality development. In commercial areas, 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. The Natural, Cultural, and Agricultural Resources chapter of this comprehensive plan identifies a number of ways Lawrence can enhance its image through community design improvements.

Infill and Redevelopment Opportunities

Lawrence Business Park

The Town of Lawrence should continue to encourage the infill development of vacant and unused commercial and industrial land within the sewer service area. This part of Lawrence is already within the sewer service area and can be efficiently served by public sewer and water. There are a small number of vacant lots that could be very easily infilled with more dense commercial or industrial development, thereby helping to reinforce this area’s identity as the Town’s commercial and industrial center. The Town of Lawrence should continue a logical extension westward toward the Scheuring Road and Packerland Drive intersection as a means to avoid the inefficient extension of services across large tracts of land without providing service. In the areas of the Town not planned to be served by public sewer, development should be delayed until service becomes available or it is determined that development is absolutely necessary without public services.

Residential Infill

a number of new subdivisions have recently been platted. Lawrence should encourage that these new subdivisions be filled with homes before new large unsewered subdivisions are approved. Also, the infill of existing older neighborhoods should be encouraged, particularly at the north end of the Town near Ashwaubenon. Renovation and rehabilitation should also be considered to minimize aging neighborhood housing stock in the near future. Retaining a 30% balance for multifamily development is desired.

Fox River Riverfront Residential Development

The majority of the existing lots along the Fox River are large private residential homes. An increasing number of people have and are purchasing the properties with the intent of placing a year-round home on the lot. In order to avoid situations where variances become continually requested for waterfront properties, the Town of Lawrence should verify zoning districts are properly updated for waterfront residential developments. A properly established zoning district would relieve the Planning and Zoning Board from continually meeting to review variances for these areas.

Fox River Waterway Access

Due to the limited access to the Fox River, and the desire for vistas to the waterway, improved public access to the waterway should be considered where the Lost Dauphin State park exists. The access point may be difficult to design at first glance, but due to the history of the site, preserving the water access in the form of a publically owned water access would be in the public's interest. Access for scenic views, trails, fishing, and water trails for kayaking, canoeing, and boating should be considered first.

I-41 Corridor

The I-41 corridor divides the Town of Lawrence into two halves. Emphasis on redesigning existing businesses on the recently retitled I-41 should be made to prevent businesses with limited access from becoming abandoned and falling into disrepair as that would not create a good image for the Town of Lawrence. Lawrence should proactively seek out the owners of the potential properties and work with the businesses to redevelop with improved aesthetics using grant funds or low interest loans to help prepare the sites for redevelopment.

Rural Residential Development in Unsewered Areas

The Town of Lawrence has a target ratio of allowing no more than 25 percent of its new lots to occur on unsewered systems, with a goal of keeping the unsewered percentage as low as 10 percent. Therefore, unsewered residential development has been allowed to occur for those regions that were not within the sewer service area. This will make it more difficult to efficiently and logically expand public sewer services into these regions at a later time due to the high cost and also due to neighborhood opposition.

In order to help pay for these past and future facility improvements and maintain stable sewer and water rates, Lawrence should strive as much as possible to attain a high sewer percentage target goal of 75 percent to 90 percent of the lots on public sewer and water and 25 percent to 10 percent of the lots on private systems. An even higher percentage of sewer lots as compared to unsewered lots should always be encouraged.

Natural Areas

The natural resource features, although limited, contribute to the rural character of the Town of Lawrence identity as a community. The Fox River, stands of upland woodlands, and numerous streams and wetlands all contribute to the rural feel and should be protected as much as possible. Features of the Town that are identified as environmentally sensitive areas (ESAs), such as wetlands, floodways, waterways, and steep slopes, should not be developed and should be placed in a conservancy zoning district or as part of the greenspace requirements of conservation subdivisions. These features should be included in the design of developments as integral amenities and maintained in common ownership, and they could be utilized in the design of storm water management facilities. The Town should work with the WDNR, Brown County, and private property owners to develop in a way that minimizes the impact on natural areas.

Agriculture and Farmland Preservation

As previously noted, agriculture in the Town of Lawrence has steadily declined. The long-term viability of continued agricultural uses in the Town will continue to decline due to rapid development from population increase. Agricultural lands should not be encouraged to develop where existing farmers wish to continue operations. As the Town grows, these lands should be allowed to convert to developed uses in an orderly fashion consistent with the recommendations and vision in the Comprehensive Plan.

Due to rapid changes from the development of agricultural lands, the Town should work aggressively to ensure the Future Land Use Map (Figure 2-9) and the Farmland Preservation Map (Figure 2-10) match for the identification of future agricultural areas. The agricultural areas on both maps will need to match for future updates to the Farmland Preservation Plan.

The Farmland Preservation Plan Map is the binding map if there is a conflict between the Future Land Use Map and the Farmland Preservation Map.

Summary of Recommendations

- Future sewered residential development should be based on the concept of neighborhoods with varying housing types, neighborhood commercial uses, parks, and institutional uses.
- New unsewered development should not be permitted within existing and proposed sewer service areas to minimize the cost of retrofitting unsewered developments with public services.
- Smaller sewered lot sizes should be encouraged at the northern end of the Town.
- Strive to maintain a 75 percent to 25 percent ratio of sewered lots, preferably with a goal of

90 percent sewered. To defray the costs of the existing public sewer system, the locations for new unsewered lots should be evaluated and kept to a minimum.

- Develop mixed-use neighborhood centers that are walkable and livable to serve the surrounding residential neighborhoods.
- Multifamily buildings should reflect the characteristics and amenities associated with single-family residences or the commercial facilities that the building is adjacent to.
- Provide a variety of forms of housing types that accommodate people of different ages and income levels. Encourage builders to use ingenuity when distributing housing types to make an attractive marketable neighborhood with housing for residents of various income levels and preferences.
- Utilize conservation designed development as a method to maintain open spaces, natural features, cultural features, and rural feel of the Town.
- Provide strong neighborhood street and road connectivity via driving, walking, and bicycling in developments where natural barriers and man-made barriers, such as I-41, do not exist. Include connections to parks, schools, shopping, and service amenities.
- Include a mid-block pedestrian crossing easement between lots in long blocks.
- Encourage the development of neighborhood parks, community parks, street bicycle lanes, and trails, as identified in the Parks & Outdoor Recreation Plan and Bicycle and Pedestrian Plan.
- Utilize high quality design review standards to ensure that new commercial, light industrial, and mixed use developments contribute to the overall developing and rural character of the Town.
- Expand the Town visibility and identity and design standards for existing and new commercial and industrial developments along I-41.
- Develop Town identity streetscape design elements such as banners, signage, and seasonal decorations.

- Encourage the infill of vacant residential, commercial, and industrial lots within existing subdivisions with sewer service before encouraging the subdividing and development of lots in unsewered areas.
- Improve vistas and public recreational access to the Fox River along Lost Dauphin Road. The primary focus area is at Lost Dauphin State Park where access for trails, fishing, and water trails for kayaking, canoeing, and boating should be established.
- Provide incentives for existing businesses on I-41 to renovate in order to meet desired design standards that meet the design identity for the Town. Provide incentives to minimize closures and businesses from falling into disrepair due to ease of view from tourists on I-41.
- Work aggressively to ensure the Future Land Use Map and the Farmland Preservation Map match for the identification of future agricultural areas.
- For unsewered developments a note should be placed on the subdivision plat or Certified Survey Map stating that public sewer and water may be available in the near future, at which time all structures served by a private sewer system or well will be required to connect to the public system.

Chapter 3: Transportation

Introduction to Transportation

A transportation system is vital for the growth and development of a community. Private or public, transportation is important for all users to reach desired activities and services. This chapter of the plan discusses the existing transportation system and makes recommendations for the future transportation needs of the Town.

A multi-modal transportation system consists of a variety of facilities including roadways, sidewalks, trails, and public and private transit. Developing a comprehensive multi-modal transportation system takes time and involves many entities and participants. The Town should involve all stakeholders when planning its future transportation system. Also, it is important that Town officials are familiar with the goal, objectives, and recommendations in this chapter to help assist the Town to develop a transportation system that will include all modes of transportation.

Goal and Objectives

Goal: To provide a safe, efficient, and cost-effective transportation system for the movement of people and goods throughout the Town of Lawrence.

Objective: To anticipate and plan for improvements to the roadway system.

Objective: To enhance and maintain the traffic carrying capability of the Town's roadway system through appropriate subdivision, zoning, land use, and access controls.

Objective: Encourage the development of a multi-modal transportation system to serve a wide range of system users (elderly, disabled, children, etc.).

Existing Transportation System

Land Use

The Town of Lawrence is largely a rural community, but portions of the Town contain commercial and residential development. The Fox River runs along its eastern border. Lawrence's transportation system comprises 8 percent of the Town of Lawrence land area as indicated in the Land Use Chapter Figure 2-1. The majority of the commercial developments are concentrated at the Town's Business Park and along the I-41 Corridor.

Streets and Highways

Lawrence contains one U.S. highway, six county trunk highways (CTHs) and several Town roads. The highways provide a means of traveling quickly between the Town and the Green Bay metropolitan area and enable motorists to travel through the Town with little delay. The Town

road system provides direct access to most of the Town's developed areas and is largely used for trips within the Town. Lawrence's street, highway, and railroad network is shown in Figure 3-1.

Functional Classification System

An important component of highway planning is the establishment of a functional classification road network based on traffic volumes, land uses, road spacing, and system continuity. Functional classification is essentially the grouping of highways and streets into categories based on the type of service they provide. Travel generally involves the movement of vehicles through a network of highways and streets that have varying characteristics, and functional classification is a means of defining the purpose of each highway and street.

The functional classification categories are summarized below.

Freeways - Freeways are controlled-access highways that have no at-grade intersections or driveway connections. I-41 is an example of a freeway that runs through the Town.

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.

Local - 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.

A portion of Lawrence is located within the Green Bay Urbanized Area. This means the streets and highways within the Green Bay Urbanized Area that are functionally classified are eligible for Surface Transportation Program-Urban (STP-U) funds. Many of the functionally classified streets and highways outside the urbanized area are eligible for STP-Rural funding. The Green Bay urbanized area boundary and the functionally classified streets and highways are shown in Figure 3-2.



Figure 3-1

Street, Highway, and Railroad Network

Town of Lawrence, Brown County, WI

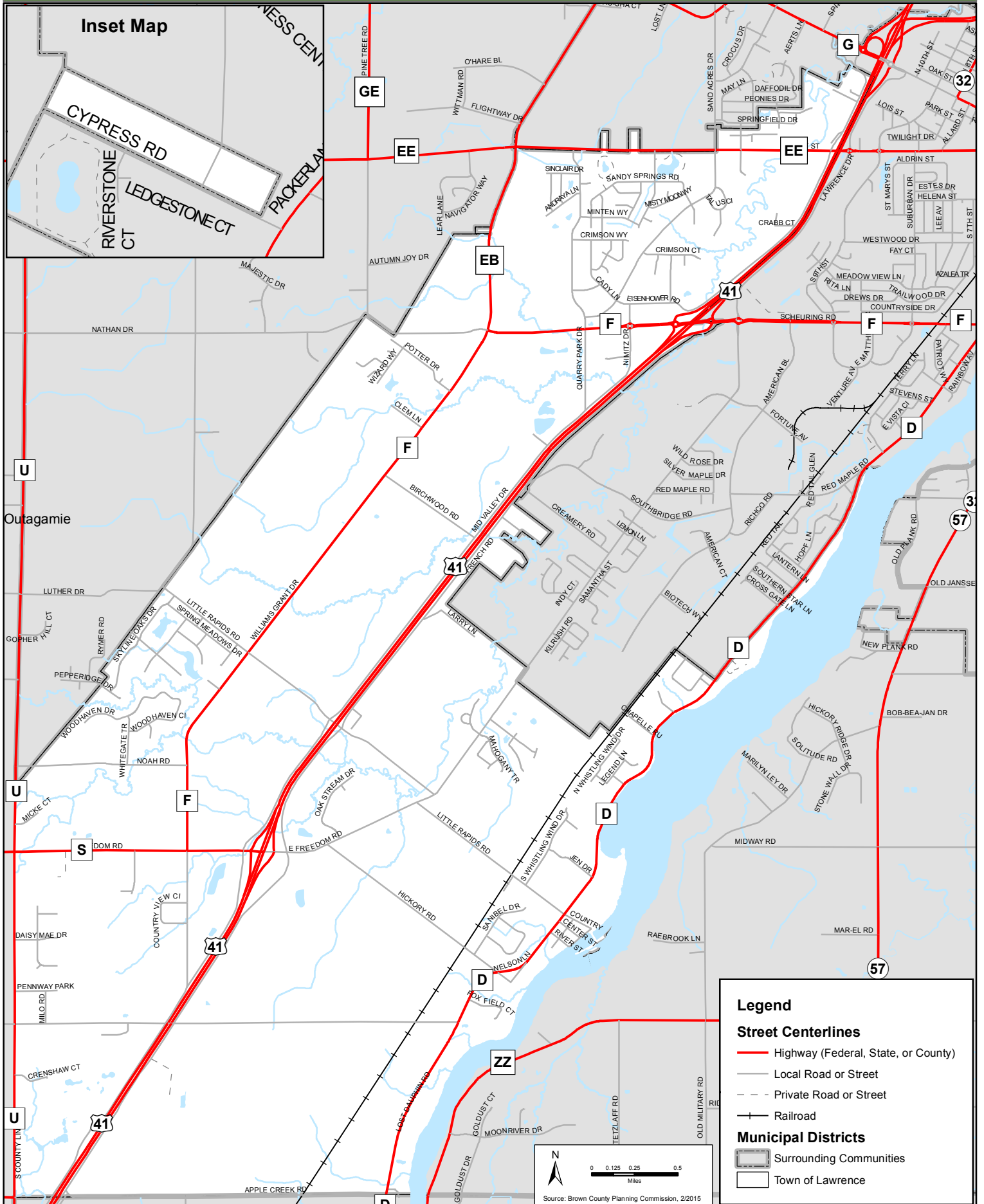
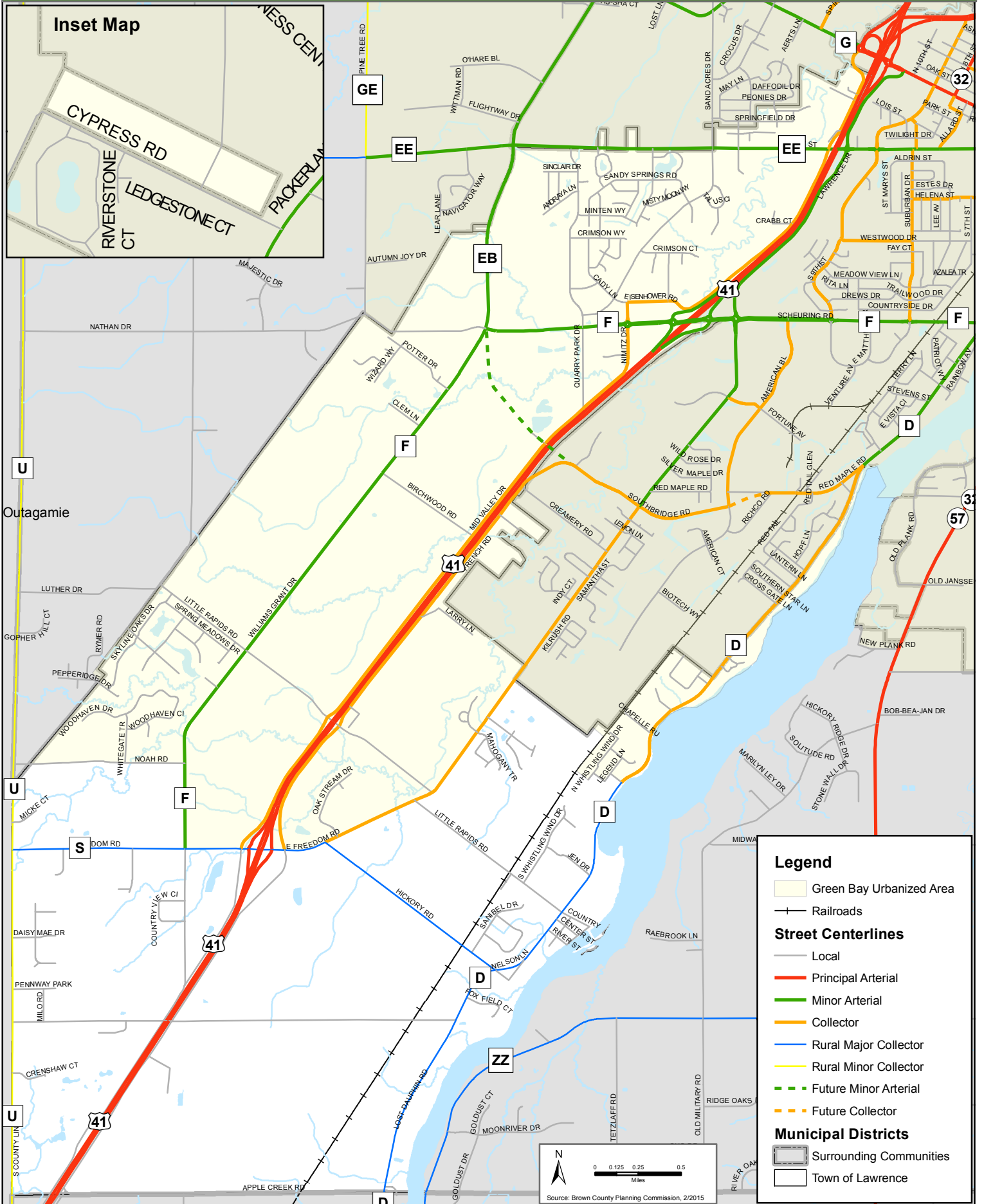




Figure 3-2 Functional Classification

Town of Lawrence, Brown County, WI



Roundabouts

Roundabouts have made a significant impact on Wisconsin roadways. One of the more significant benefits documented by Brown County and the Wisconsin Department of Transportation (WisDOT) has been the decrease in serious crashes at intersections where roundabouts have been installed. Brown County and WisDOT also reported a significant reduction in total crashes. In addition to reducing congestion and increasing safety, roundabouts eliminate hardware, maintenance, and electrical costs associated with traffic signals.



Scheuring Rd (CTH F) and I-41

There are two roundabouts located at the Scheuring Road interchange, and another roundabout is located west of the interchange at the intersection of Scheuring Road and Mid Valley Drive. Their location and inclusion of pedestrian and bicycle facilities provide a catalyst for additional pedestrian and bicycle facilities to be included in this portion of the Town. Also, these facilities complement the existing bicycle and pedestrian facilities on Scheuring Road that extend into the City of De Pere.

Park and Ride Lots

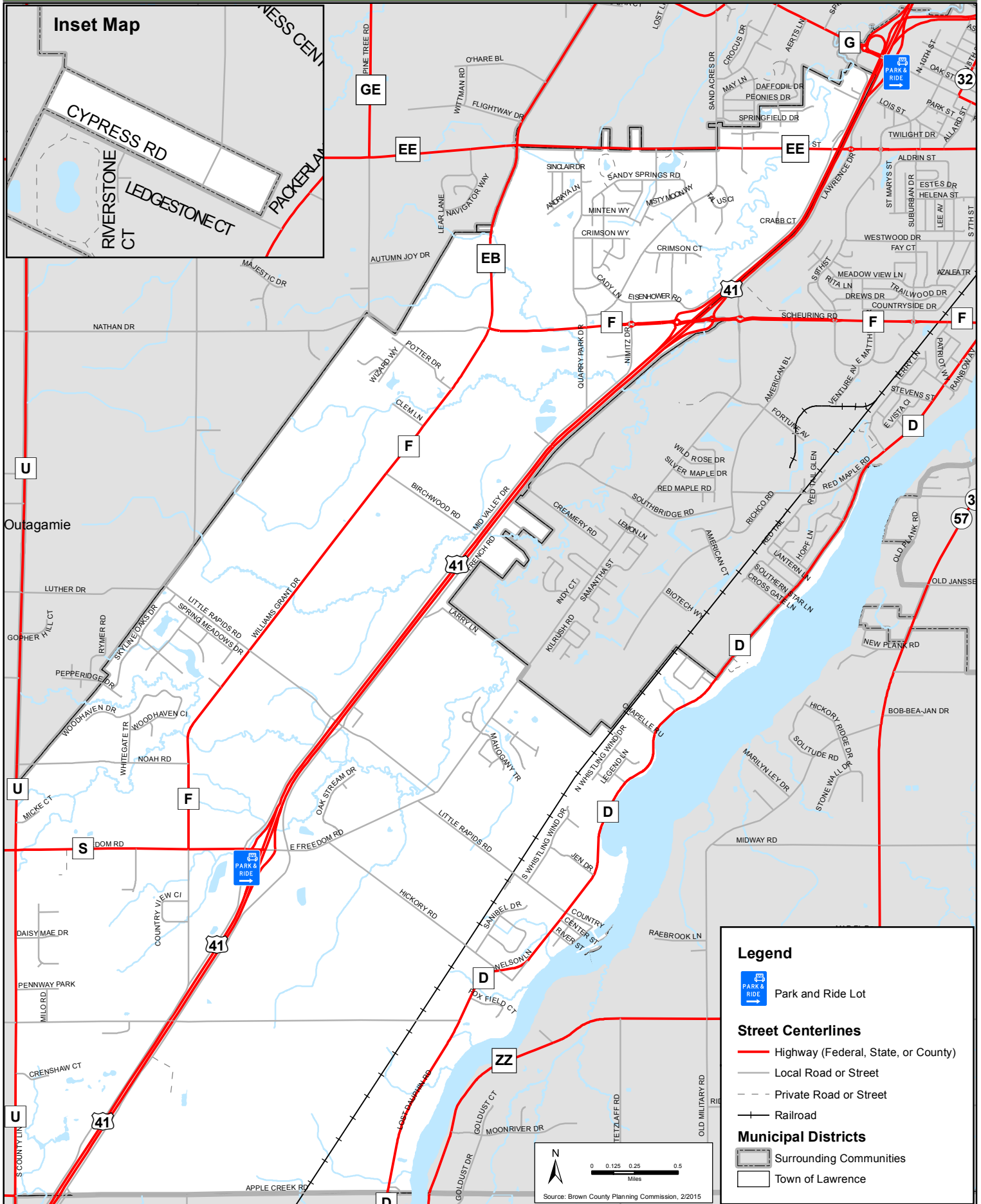
There are more than 97 park and ride facilities throughout Wisconsin. Some park and ride lots are located near transit service which makes it convenient for commuters to take the bus or train. Other park and ride lots may offer close access to restaurants, shopping, and bike trails. Many lots also offer overnight parking in designated spaces.

Park and ride lots help reduce congestion and save time and money. Carpooling removes vehicles from the roadways which reduces congestion. Commuters have more time to do other tasks while ridesharing. Commuters also save money on gas and car maintenance. There is a park and ride lot located at the intersection of CTH S and Mid Valley Drive (Figure 3-3).



Figure 3-3 Park and Ride Lots

Town of Lawrence, Brown County, WI



Bicycle and Pedestrian Facilities

Lawrence adopted its Bicycle and Pedestrian Plan in 2011. The purpose of the Bicycle and Pedestrian Plan is to guide the Town in the development of a bicycle and pedestrian network that will allow users of all ages and abilities to safely and easily access Town facilities such as schools, parks, and retail centers. The plan contains design details of pedestrian and bicycle facilities that will serve transportation and recreational purposes.

The Town has been proactive by working with developers to reserve rights-of-way within some subdivisions to accommodate bicycle and pedestrian facilities. Sidewalks have been implemented in two subdivisions, and a multi-use path connects an adjacent neighborhood to a park (Quarry Park).

There are two county highways (CTH EE and CTH S) in the Town that have paved shoulders that are 3-feet wide. However, to consider a paved shoulder as an acceptable bicycle facility, it must be a minimum of 4-feet wide if a 12-foot-wide drive lane is present. Also, as mentioned in the previous section of the chapter, WisDOT has installed sidewalks and multi-use trails around the roundabouts at the Scheuring Road interchange. The Town's existing bicycle and pedestrian facilities are shown in Figure 3-4.

Boat Launch

Lawrence's eastern boarder runs along approximately 5 miles of water frontage on the Fox River. There is no public boat launch in the Town; however, there are accesses to the Fox River in the Village of Wrightstown and City of De Pere. The Fox River is an amenity that can be used for boating, fishing, canoeing, and other water activities. Boat launch access is discussed in more details in the Parks & Outdoor Recreation Plan section of this Plan.

Transit

Green Bay Metro Fixed Route Bus Service

Green Bay Metro operates 13 full-service and a number of limited service bus routes throughout the Green Bay area. Fixed route bus service is provided to the Cities of Green Bay and De Pere, Villages of Allouez, Ashwaubenon, and Bellevue, and the Oneida Nation. Service is provided Monday through Friday from 5:15 a.m. to 9:45 p.m and on Saturday from 7:15 a.m. to 6:45 p.m. Service is not provided on Sunday. The Town of Lawrence is not currently included in the Green Bay Metro service area, so Town residents are not being directly served by public transit, as shown in Figure 3-5. However, Metro Bus Route 17 does serve users in the City of De Pere near the Town's northeast border and Metro Bus Route 10 serves users to the north of the Town.

Green Bay Metro Paratransit Program for Individuals with Disabilities

The Green Bay Paratransit Program provides transportation for individuals with disabilities who have been certified as unable to use the Green Bay Metro's regular fixed route service. Since

the Town does not currently participate in the Green Bay Metro fixed route transit service area, Green Bay Metro's paratransit service also does not currently serve the Town.

American Red Cross Northeast Wisconsin Chapter - Transportation Service for Seniors and Persons with Disabilities

The Red Cross provides transportation services to individuals 60 years of age and older and individuals with qualifying disabilities in the Green Bay area. The program offers door-to-door service and provides rides for medical, nutrition, employment, education, and social appointments. Transportation services are provided by buses and vans Monday through Friday from 8:00 a.m. to 4:30 p.m. Currently, the Red Cross provides service to eligible Town residents.

Private-for-Profit Transportation Providers

There are a number of private transportation providers that serve Town residents. Providers such as taxis and specialized vehicles can be costly, especially for seniors and disabled individuals who are on fixed incomes. Some providers may also have limited service due to capacity constraints.

Other Modes of Transportation

Rail Transportation

An active rail line runs along the eastern portion of the Town. The rail is operated and owned by the Canadian National Railroad. This rail line is used for transporting goods and materials. Rail service does not serve any destinations in the Town. Also, the rail line does not currently support any passenger rail service.

Air Transportation

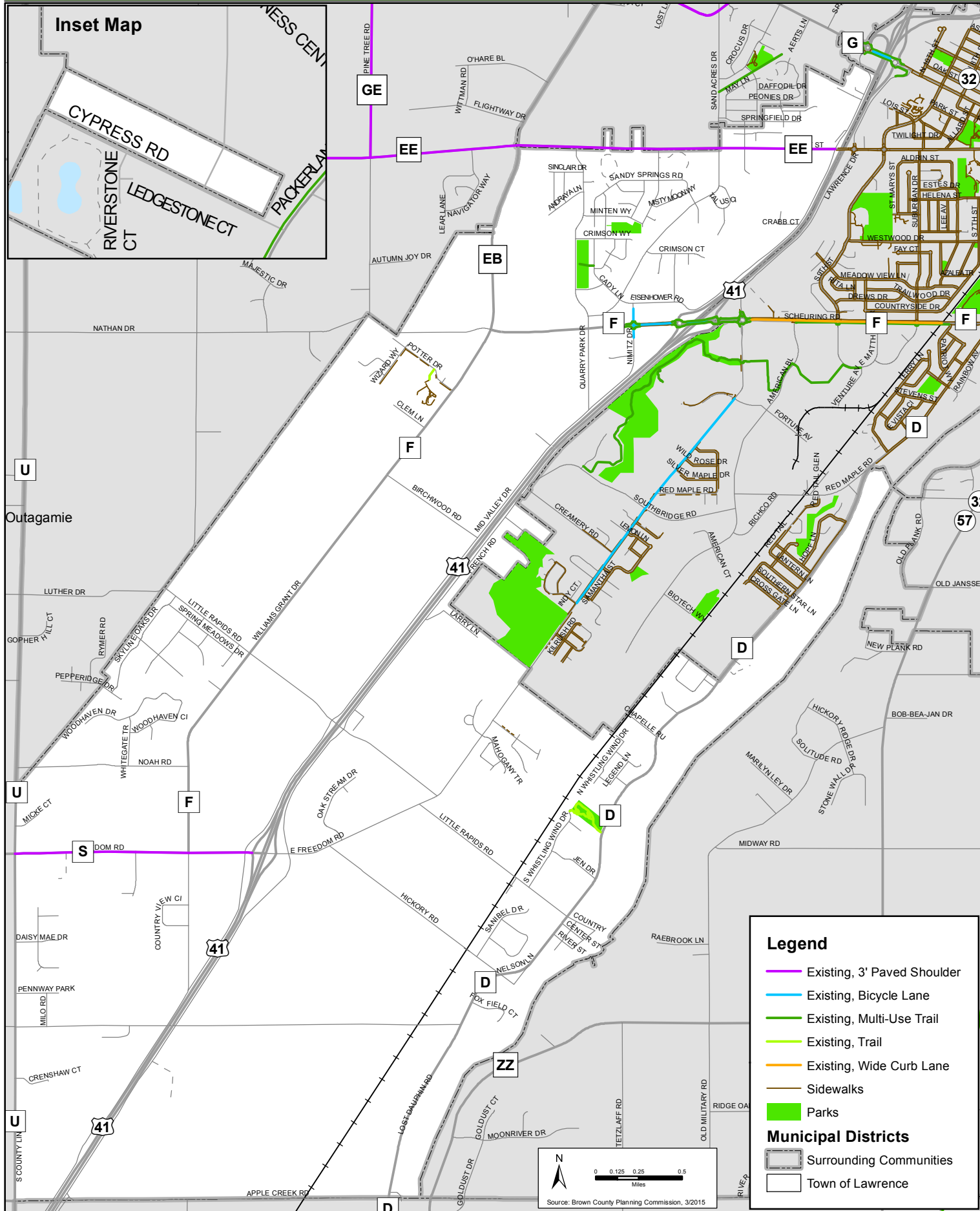
Austin Straubel International Airport is slightly more than one mile north of the Town. The airport's location is shown in Figure 3-6. Commercial service is currently provided by American Airlines, United Airlines, and Delta Airlines. Charter service is provided by Frontline Aviation and Priester Aviation. Also, in April 2009, the Airport established a U.S. Customs office stationed within the main terminal for those who wish to enter or exit the United States. The Town's economy is not significantly affected by the airport at this time.



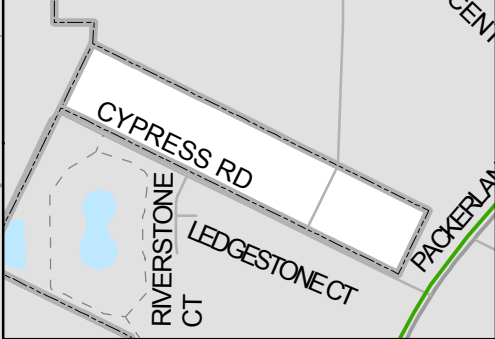
Figure 3-4

Existing Bicycle & Pedestrian Facilities

Town of Lawrence, Brown County, WI



Inset Map

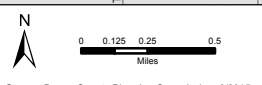


Legend

- Existing, 3' Paved Shoulder
- Existing, Bicycle Lane
- Existing, Multi-Use Trail
- Existing, Trail
- Existing, Wide Curb Lane
- Sidewalks
- Parks

Municipal Districts

- Surrounding Communities
- Town of Lawrence



Source: Brown County Planning Commission, 3/2015



Figure 3-5 Green Bay Metro Bus Routes 10 & 17

Town of Lawrence, Brown County, WI

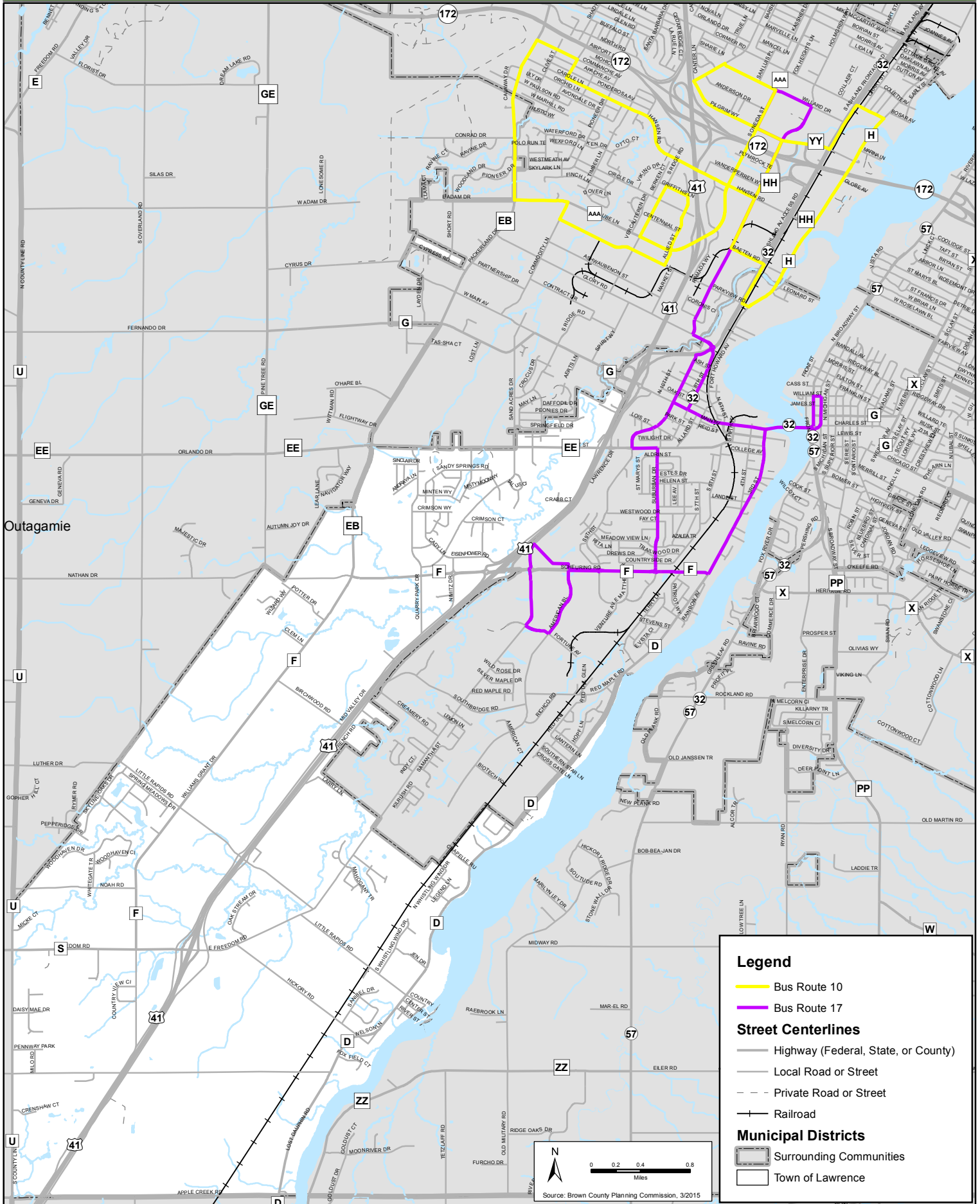
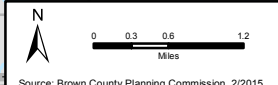
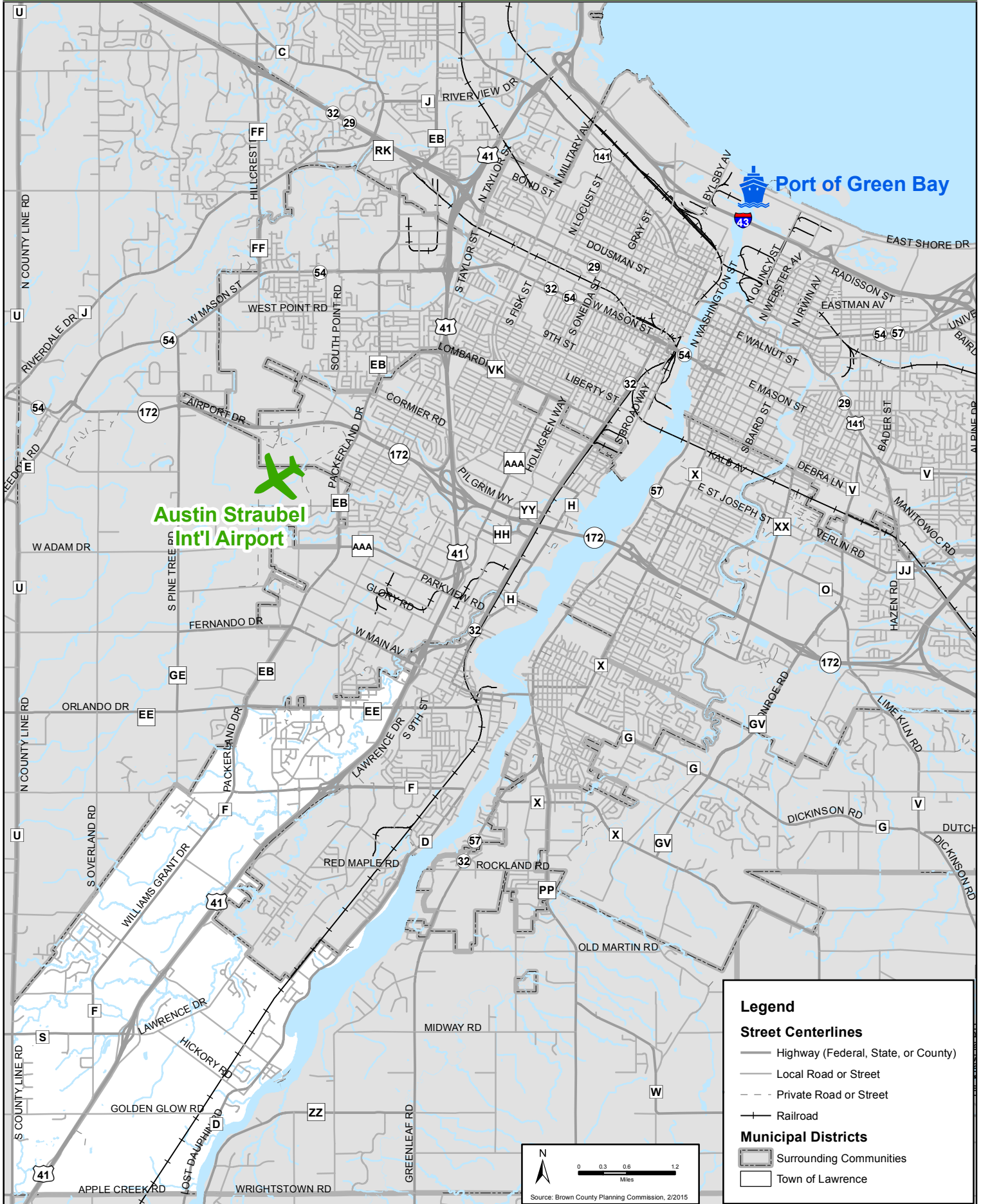




Figure 3-6
Port and Airport
 Town of Lawrence, Brown County, WI



Source: Brown County Planning Commission, 2/2015

Truck Transportation

There are several commercial and industrial businesses within the Town that require truck trips to import and export goods. Lawrence has designated several roads as truck routes. Mid Valley Drive, French Road, and all county roads are designated as heavy truck routes. Trucks having a gross weight of eight thousand pounds are prohibited on Lawrence Drive, and trucks having a gross weight of sixteen thousand pounds or more are prohibited to operate on Quarry Park Drive, Sand Acres Drive, and Little Rapids Road. WisDOT has designated I-41 as a truck route. Although trucks are prohibited on most of the Town roads, occasionally trucks need to travel on some Town roads to reach their destinations.

Water Transportation

The Port of Green Bay is the main source of water transportation in the area. It is located approximately six miles northeast of the Town. Commodities such as coal, limestone, cement, salt, and pig iron are transported throughout the Midwest and around the world through the Port of Green Bay. The port's location is shown in Figure 3-6. The Town does not currently rely on the Port of Green Bay to import and export goods.

Future Transportation System

Lawrence is similar to many growing and changing communities that are located at the fringe of a metropolitan area. Its land use pattern and transportation system have largely been oriented towards motorized vehicles. However, Lawrence is committed to developing a transportation system where all users have the ability to safely and efficiently access different destinations within the Town. This section of the Transportation chapter provides guidance and recommendations for the development of the Town's transportation system to include all modes of transportation over the next 20 years for Town residents, businesses, and visitors.

Transportation Recommendations, Programs, and Policies

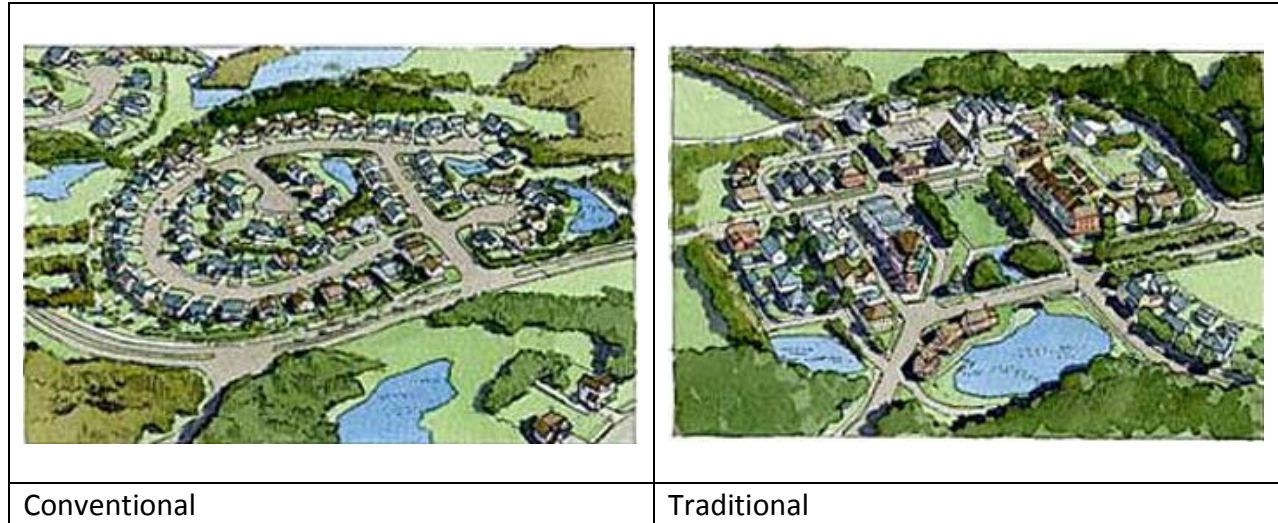
Land Use

Land use patterns will play an important role in shaping the Town of Lawrence's physical appearance and function. The Town's current segregated land use pattern forces people to make longer trips to work, to shop, to get to school, and to play. Individual choices of mode of travel will be influenced by the location of the destination and the accessible transportation facilities present.

Figure 3-7 shows a comparison of conventional and traditional neighborhood designs. A conventional neighborhood design, such as the image to the left, is a single type of use. Separated uses such as residential, commercial, and institutional areas force people to use cars to get from one destination to another causing an increase in traffic volumes on roads. A traditional neighborhood design consists of mixing of residential, commercial, and other uses,

as shown in the picture to the right. Trips can be made on foot and by bicycle, and many car trips are much shorter.

Figure 3-7: Conventional and Traditional Neighborhood Designs



In certain situations the concept of traditional neighborhood design can be established. Although traditional neighborhood design will not work in all parts of the Town of Lawrence, this type of mixed-use development can be encouraged in urban or urbanizing areas such as a future Town center.

Streets and Highways

Many of the streets and highways within the Town have limited connectivity. The separation of land uses, lack of sidewalks, and presence of cul-de-sacs encourages and often requires people to drive more. To enhance everyone’s ability to safely and efficiently navigate the road system with and without personal vehicles, the Town should:

- Increase street connectivity and intersection frequency when possible.
- Minimize barriers to pedestrian and bicycle travel and encourage people to drive at appropriate speeds by installing traffic calming devices on existing streets.
- Improve accessibility and safety at intersections and other potential conflict points.

Methods of achieving the above bullets are addressed in this chapter. The methods aim to allow residents, businesses, and visitors to easily access and maneuver around the Town.

Street Design Considerations

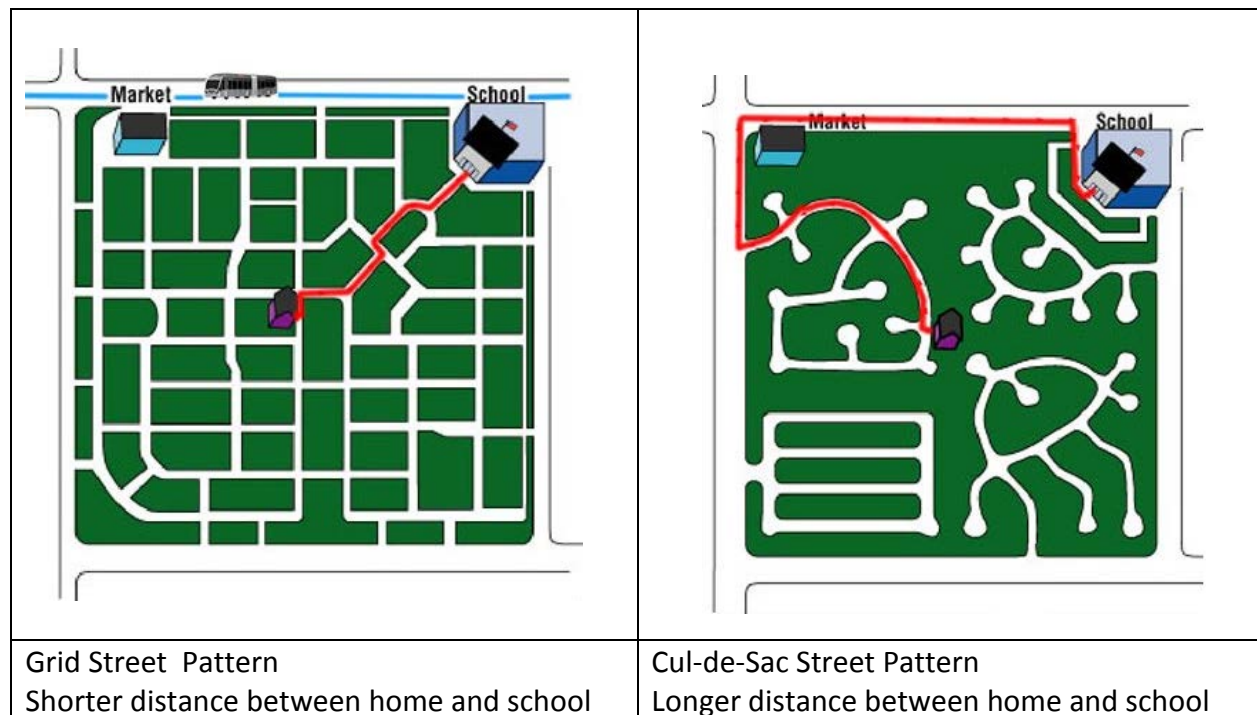
Develop Well-Connected Street Patterns

Well-connected street patterns allow motorists and pedestrians more route choices for shorter travel between destinations. A grid street pattern is a well-connected street system that has more intersections and accessibility. Cul-de-sac street patterns have limited access points and

are not well-connected, which creates barriers to non-motorized travel. A comparison of grid and cul-de-sac patterns is shown in Figure 3-8.

Cul-de-sac design makes travel longer between destinations. As shown in Figure 3-8, traveling between home to school or vice versa in a cul-de-sac design takes longer. In order to alleviate barriers for pedestrians and bicyclists when cul-de-sacs must be built, the Town should reserve public rights-of-way at the cul-de-sac bulbs to enable the establishment of sidewalks and paths that connect neighborhoods to each other and to other nearby destinations.

Figure 3-8: Comparison of Grid and Cul-de-Sac Street Patterns



Avoid Expanding Streets

Lawrence should avoid expanding local roads as a way to relieve traffic congestion. Street widening has proven to not be an effective long-term method of relieving traffic congestion. Instead of constructing multi-lane streets, a way to move traffic efficiently while minimizing barriers for pedestrian and bicycle travel and encouraging people to drive at appropriate speeds is through the development of two-lane arterial boulevards or three-lane arterial streets that are complemented by:

- An interconnected collector and local street system.
- Minimal driveway access.
- Bicycle and pedestrian facilities.
- Mixed land uses.
- Efficient traffic control techniques at intersections.

Two-lane boulevards and three-lane arterial streets can operate more efficiently than many undivided four-lane arterial streets because of left turn lanes. Left turn lanes allow vehicles to make left turns without stopping the flow of traffic, as is shown in Figure 3-9.

Road Maintenance

It is important to keep the Town roads in acceptable condition. Poor road conditions cause accidents and can also contribute to vehicles being damaged. The Town of Lawrence is responsible for the maintenance and reconstruction of its Town roads. The Town uses Wisconsin's Pavement Surface Evaluation and Rating (PASER) system to evaluate Town road conditions. The Town should continue to use the PASER system to evaluate the Town roads and develop a local road maintenance and reconstruction prioritization plan for the roads.

Speed Limits

According to Chapter 349.11(1) of the Wisconsin Statutes, local authorities are allowed to establish speed limits for any road under their jurisdiction if they determine that the speed of vehicles on any part of a road is inappropriate. Lawrence has established speed limits on its local roads, and these limits are contained in the Town Ordinances. Roads other than Town roads are regulated by the county or state. The Town should continue to monitor its Town roads and make any necessary speed limit changes to control the speed of traffic on a road.

Roundabouts

Roundabouts improve traffic flow, reduce delay, slow traffic, and significantly reduce serious crashes. As the Town of Lawrence continues to grow and traffic volumes increase, the Town should continue to work closely with Brown County and WisDOT to study and install roundabouts at appropriate intersections.

Southern Bridge and Connecting Arterial Streets

The Town of Lawrence continues to work with the Brown County Planning Commission, WisDOT, and other communities to handle existing and projected transportation demand in this part of the metropolitan area. Past planning efforts have suggested that an interchange at I-41 and Southbridge Road would be the most effective method of handling the demand that will be generated by the development planned for the area. However, the federal, state, and local agencies involved in these efforts also recognized the need to complete an environmental analysis before proceeding with a project that could affect the area's natural, social, and other characteristics.

The Brown County Planning Commission is currently working with federal agencies, state agencies, local agencies and communities, and the public to complete an Environmental Impact Statement (EIS) and Interstate Access Justification Report (IAJR) for this project. The EIS process is currently in the alternatives analysis phase, and the draft EIS document that recommends a location for a new southern bridge and connecting arterial streets is expected to be completed within the next three years.

Bicycle and Pedestrian Facilities

The Town's adopted 2011 Bicycle and Pedestrian Plan is a first step towards reaching its goal of creating a bicycle and pedestrian network. Town officials should be familiar with the recommendations in the 2011 Bicycle and Pedestrian Plan so future road improvements and/or new road construction decisions can be made with pedestrian and bicycle facilities included where the Plan recommends. Figure 3-10 lists the bicycle and pedestrian facilities that are recommended in the 2011 Bicycle and Pedestrian Plan. The proposed facilities are also shown in Figure 3-11.

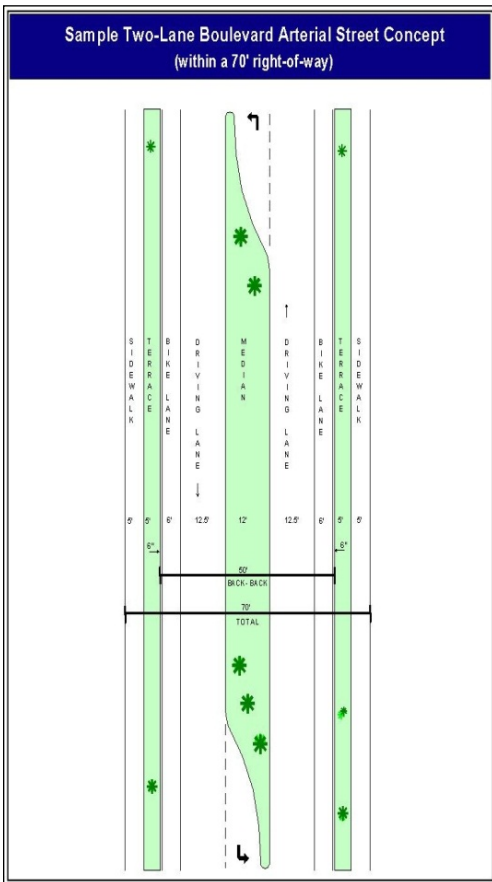
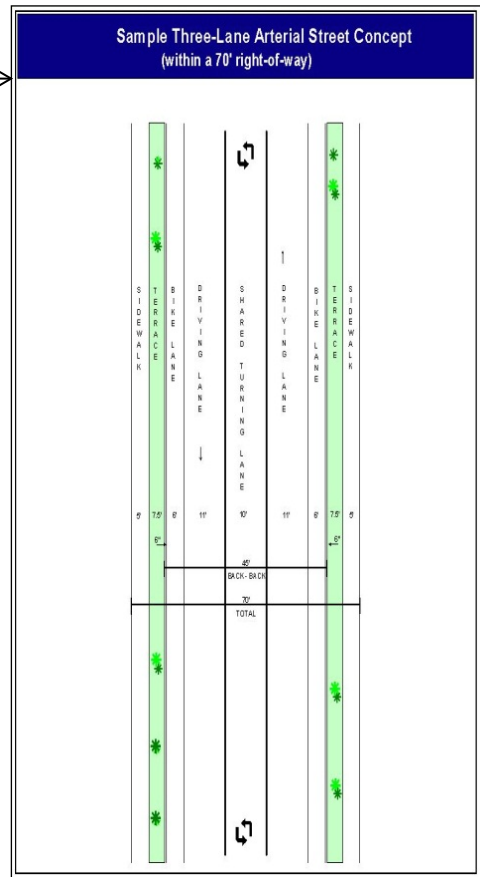
Bicycle Network

A bicycle network includes on- and off-street routes for bicyclists. For example, bicycle lanes alert all users of the road that a portion of the road is being used by bicyclists. They are usually 4 to 6-feet wide and marked by directional striping and signage. Bicycle lanes should be used in the same direction as the flow of traffic.

In rural areas, paved shoulders are commonly used by bicyclists and pedestrians. Bicyclists use them when there is high-speed traffic on the roadways, and pedestrians use them for travel where there are no off-street walkways. Paved shoulders also provide motorists space for parking, emergency maneuvers, and emergency stops.

Figure 3-9. Two-Lane Boulevard and Three-Lane Arterial Street

Three-lane streets work well when arterial corridors contain driveways...



...but two-lane boulevards are ideal for streets that have little or no direct driveway access.



Bicycle Facilities on County Highways

The Brown County Public Works Department has a policy on paving shoulders on county highways. The current policy states that the county is responsible for 3 feet of pavement, and anything in addition to the 3 feet will be at the community's expense. The Town should work with the Brown County Public Works Department to install an additional 2 feet of pavement on each side of county highways that are recommended in the Town's 2011 Bicycle and Pedestrian Plan for 5-foot-wide paved shoulders.

Sidewalk Network

Sidewalks provide pedestrians an area to safely travel away from vehicle traffic. A sidewalk network needs to be integrated and connected to provide pedestrians safe and accessible pathways. Disconnected sidewalks deter people from walking. The Town should continue to work with developers and require them to install sidewalks in developments to connect residential neighborhoods to existing and future community facilities, employers, and other destinations.

Figure 3-10: Proposed Bicycle and Pedestrian Facilities

Road	Facility	Termini
CTH S/Freedom Rd.	bike lanes	CTH U/County Line Rd to I-41
Noah Rd.	post bicycle route signs	CTH U/County Line Rd to CTH F/Williams Grant Dr.
CTH F/Williams Grant Dr.	bike lanes	CTH S/Freedom Rd to Scheuring Rd.
	a sidepath	Grant St to Little Rapids Rd.
Little Rapids Rd.	paved shoulders	Town Line to CTH F
	paved shoulders	CTH F to I-41
	paved shoulders	I-41 to Lawrence Dr.
	signed bicycle route	Lawrence Dr. to Lost Dauphin Rd.
Hickory Road	paved shoulders	Lawrence Dr. to CTH D/Lost Dauphin Rd.
Lawrence Dr.	bike lanes	I-41 to City of De Pere limits
Mid Valley Dr.	paved shoulders	Little Rapids Rd to Quarry Park Dr.
Quarry Park Dr.	bike lanes	Mid Valley Drive to Scheuring Rd.
Quarry Park Dr.	bike lanes	Scheuring Rd to Grant St.
Packerland Dr.	bike lanes	Scheuring Rd to Grant St.
Scheuring Rd	bike lanes/off-street path	Quarry Park Dr. to Packerland Dr.
Sand Acres Drive	bike lanes	Quarry Park Dr. to Grant St.
CTH D/Lost Dauphin Rd.	bike lanes	South town limits to city of De Pere limits
Grant St.	bike lanes	I-41 to Packerland Dr.
Birchwood Rd.	paved shoulders	Mid Valley Dr. to CTH F
Over I-41	pedestrian bridge	Between Scheuring Rd. and Birchwood Rd.
Trolley Line	City of De Pere to Lost Dauphin Park	Acquire old trolley line parcels and easement to create trail
N Whistling Wind Dr.	signed bike route	Lost Dauphin Park to Little Rapids Rd.
Nimitz Dr.	bike lanes	CTH F/Scheuring Rd. to Quarry Park Dr.

Trail Network

A trail is a path used for purposes such as walking, jogging, and biking. A trail can be paved or unpaved. A trail network should be integrated and connected to other pedestrian and bicycle facilities.

A multi-use trail is typically a 10- to 12-foot-wide two-directional facility that is separated from the roadway and designed for the exclusive use of bicycles and other non-motorized transportation modes. Multi-use trails are sometimes connected to multiple destinations such as schools, parks, stores, and employers. The purposes of multi-use trails are as follows:

- To serve as significant generators of bicycle use, especially for less skilled bicyclists.
- To provide enjoyable recreational opportunities as well as desirable commuter routes.
- To provide system continuity and linkages in areas where no on-street bicycle facilities are available.

A multi-use trail is currently proposed along CTH EB and CTH F. This trail would extend into the Village of Hobart and eventually connect to the existing multi-use trail in the Village of Ashwaubenon along Packerland Drive, as shown in Figure 3-11.

Transit

An efficient public transit system requires dense development patterns and streets that frequently interconnect. Town of Lawrence residents and employers do not currently have direct transit service due to low density developments. However, as the northern portion of the Town develops with residential and commercial uses, Town officials should closely monitor growth and work with Green Bay Metro staff to plan for future transit service, if demand should arise.

Other Modes of Transportation

Rail Transportation

Freight Rail

The Town of Lawrence does not use the freight rail line that runs through the Town to import or export goods. However, the freight rail line does provide economic opportunities to market properties along the rail line for business development. The Town should continue to support the use of the rail line and if an economic opportunity does arise, work with the interested parties to help improve the Town's economic base.

Passenger Rail

There is currently no passenger rail service in the Town of Lawrence, but a high speed passenger rail line may be extended to Brown County in the future through the Midwest Regional Rail Initiative (MWRRI). If this service is implemented, it will provide another means for Town residents to travel throughout the Midwest. The Town should continue to support MWRRI's vision and effort to bring passenger rail service to the Green Bay Metropolitan Area.

Air Transportation

Austin Straubel International Airport will continue to provide air service to Town of Lawrence residents. Also, the airport will continue to serve existing and future business needs through its air freight service. Therefore, the Town of Lawrence should work with representatives of the airport over the next 20 years to support the retention and future expansion of passenger and air freight services.

Truck Transportation

Truck traffic will continue to increase as the Town of Lawrence continues to grow its economic base. Nearly all of the existing heavy truck traffic occurs on I-41 and designated truck routes. The Town of Lawrence should monitor its commercial and industrial development areas and make sure existing truck routes are accessible and adequate to support truck traffic. If necessary, the Town of Lawrence can designate new truck routes to accommodate future development areas that require truck trips.

Water Transportation

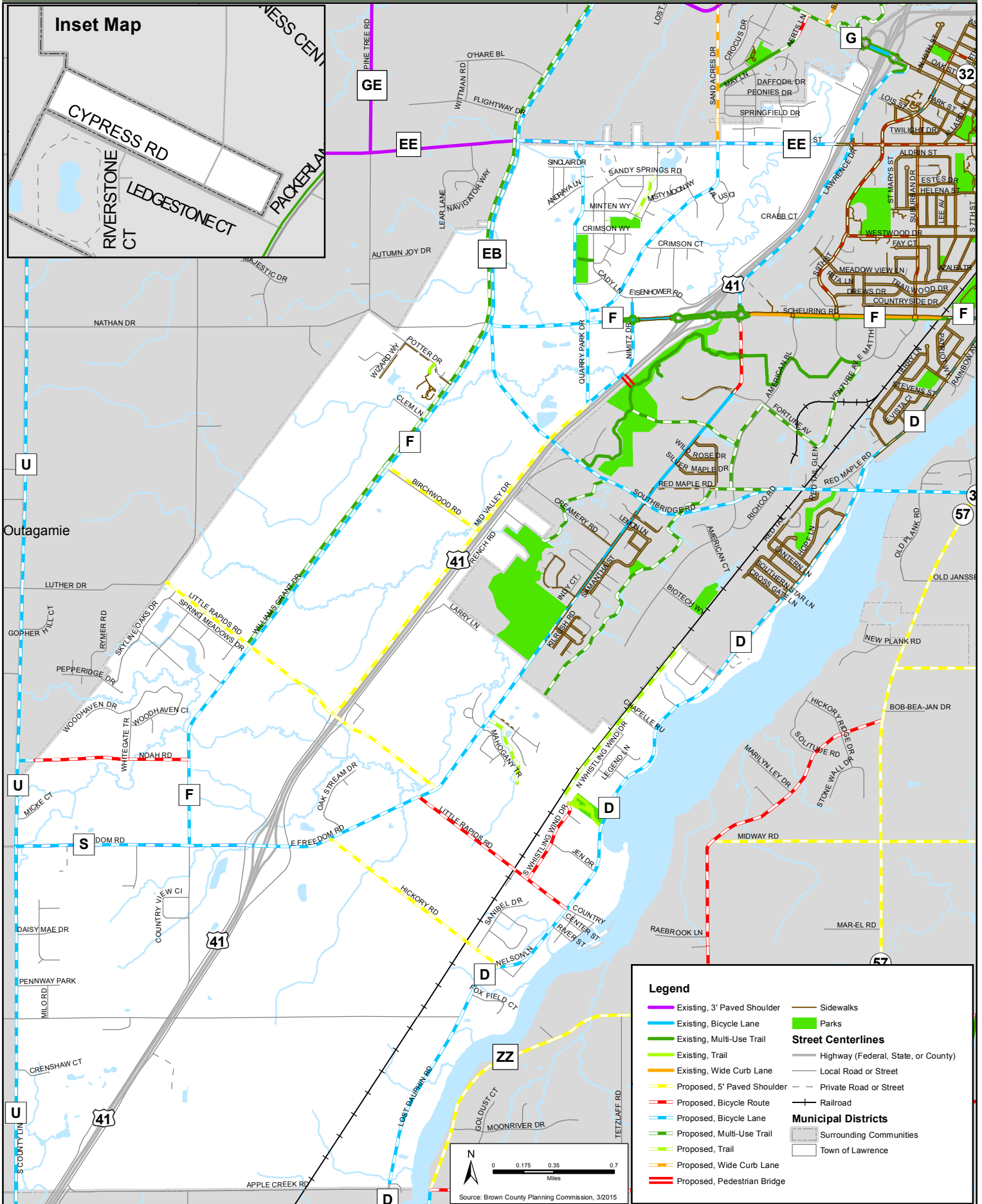
The Town of Lawrence does not currently use the Port of Green Bay as a means of transporting raw goods and materials. However, the Town of Lawrence should participate in the port's plan implementation process to ensure that its current and future economic interests are considered. Participating in this process would enable the Town of Lawrence to inform port planners of its intentions to use the port if an economic opportunity does arise over the next 20 years.



Figure 3-11

Existing & Proposed Bike & Pedestrian Facilities

Town of Lawrence, Brown County, WI



Legend

- Existing, 3' Paved Shoulder
- Existing, Bicycle Lane
- Existing, Multi-Use Trail
- Existing, Trail
- Existing, Wide Curb Lane
- Proposed, 5' Paved Shoulder
- Proposed, Bicycle Route
- Proposed, Bicycle Lane
- Proposed, Multi-Use Trail
- Proposed, Trail
- Proposed, Wide Curb Lane
- Proposed, Pedestrian Bridge
- Sidewalks
- Parks

Street Centerlines

- Highway (Federal, State, or County)
- Local Road or Street
- Private Road or Street
- Railroad

Municipal Districts

- Surrounding Communities
- Town of Lawrence

Source: Brown County Planning Commission, 3/2015

Funding to Help Develop the Town’s Transportation System

The development of Lawrence’s transportation system will take time, planning, and funding. To assist the Town with the development of a comprehensive multi-modal transportation system, it should apply for transportation grants from every possible funding source. Some examples of these funding programs are identified in this section.

Urban and Rural Surface Transportation Programs

The Urban and Rural Surface Transportation Programs (STPs) allocate federal funds to complete a variety of improvements to federal-aid-eligible roads and streets in urban and rural areas. The objective of the STP is to improve federal-aid-eligible highways and streets that are functionally classified as collector or higher for functionally classified roads (Figure 3-2). More information on STP funding can be found on the WisDOT web page by searching “Surface Transportation Program” or by contacting the Brown County Planning Commission.

Transportation Alternatives Program

The Town should apply for grants from Wisconsin’s Transportation Alternatives Program (TAP), which includes the former Transportation Enhancements and Safe Routes to School Programs, to help fund the development of the recommended bicycle and pedestrian system. The Town should consider applying for funds from Wisconsin’s Stewardship Program to assist in funding the construction of the future off-street trail system. Information about the TAP can be obtained from the Brown County Planning Commission or WisDOT. The Town can contact the Wisconsin Department of Natural Resources for information about the Stewardship Program.

Highway Safety Improvement Program (HSIP)

The Town should apply for grants from the Highway Safety Improvement Program (HSIP) administered by WisDOT to correct existing transportation safety problems. The Town should also research and identify other grant programs through WisDOT’s Bureau of Transportation Safety to address other transportation safety issues.

CMAQ Program

Brown County is not designated as an air quality non-attainment area; however, if designated in the future, the Town should seek funds from the Congestion Mitigation and Air Quality (CMAQ) Program administered by WisDOT. These funds would be used to implement projects in the Town that will improve the area’s air quality.

Consistency with State and Regional Transportation Plans

State and Regional Bicycle and Pedestrian Plans

The bicycle and pedestrian system recommendations in the Lawrence 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 Lawrence plan are

designed to increase the number of people using these transportation modes and to ensure that pedestrians and bicyclists are able to travel safely throughout the area.

State and Regional Highway Plans

Several aspects of the state and regional highway systems in this area are addressed throughout the chapter.

State and Regional Rail Plans

The Town plan acknowledges the Midwest Regional Rail Initiative and recommends that Town residents use the passenger rail service as another means of transportation if it is extended to the area in the future.

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 Lawrence plan recommends that the Town 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 Lawrence's participation in the implementation of Brown County's port plan is addressed in this chapter.

Policy Recommendations

This chapter recommends the following policies:

Land Use

- The Town should consider the concept of traditional neighborhood design when planning and developing Lawrence Town Center.

Streets and Highways

- Monitor the residential, commercial, and industrial growth of the Town to allow early identification of future roadway needs, speed limit controls, and problems.
- Periodically measure the various characteristics of vehicular travel within the Town so trends may be identified, analyzed, and interpreted.
- Where transportation needs have been identified, plan for the future construction of the improvements to the roadway system.
- Develop well-connected road patterns within areas of development that have frequent connections to the existing road system to provide motorists several route options and avoid concentrating traffic on relatively few roads.
- Continue to require developers to connect new subdivision roads to existing roads to allow for safe and efficient traffic movement.
- Encourage the construction of two-lane arterial boulevards or three-lane arterial streets instead of undivided four lane arterial streets.
- Continue to explore the option of using roundabouts at intersections to reduce vehicle

speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize pedestrian, bicyclist, and motorist safety and accessibility at intersections.

- Continue to use the Pavement Surface Evaluation and Rating (PASER) system to evaluate the condition of Town roads and develop a local road reconstruction prioritization plan.
- Continue to specify speed limits on Town roads.
- Maintain and foster communication with the Wisconsin Department of Transportation, Brown County Planning Commission, Brown County Public Works Department, and neighboring communities in order to coordinate future improvements.
- Work with WisDOT and Brown County to prepare for the land use and transportation impacts of the Southern Bridge and connecting street system.

Pedestrian and Bicycle Facilities

- Use the Town's Bicycle and Pedestrian Plan as a guide to develop a bike and pedestrian network that connects people of all ages and abilities to schools, parks, and retail centers.
- Continue to require developers to install sidewalks and pathways in new subdivisions.
- Encourage the development of alternative transportation resources such as trails and bikeways along environmental corridors and utility easements.
- Work with the Brown County Public Works Department to develop an adequately-sized paved shoulder system when county highways are reconstructed or maintained.

Transit

- Monitor the Town's growth and population density over the planning period to determine if a bus route should serve the Town in the future.

Rail Transportation

- Support the use of the existing rail line for importing and exporting goods to reduce truck traffic on major roads.

Truck Transportation

- Monitor commercial and industrial development areas and make sure designated truck routes are accessible and adequate to support existing and future developments that require truck trips.

Air Transportation

- Work with airport representatives to support the retention and, if possible, expansion of air carriers that offer passenger and freight services.

Water Transportation

- Participate in the port's plan implementation process to ensure that Lawrence's current and future economic interests are considered by the port planners.

Funding to Help Develop the Town's Transportation System

- Research and apply for all available transportation grants to fund the development of the Town's multi-modal transportation system over the long-range planning period.

Chapter 4: Economic Development

Introduction to Economic Development

Local governments play an increasingly critical role in promoting private sector economic development because 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 Town of Lawrence 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.

Success in economic development today requires a significant change in how economic development is done. It is important to think more broadly than was done in the past, when it was believed that it was most important to attract factories and companies and when economic development was all about being the cheapest place to do business. Today, it is realized that physical and cultural amenities are critical to attracting and retaining people to fill these positions. In the past, it was believed that economic development was the government's job. However, a successful transition into the new information-based economy will come only through partnerships among government, businesses, and nonprofit organizations.

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

Goal and Objectives

Goal: Broaden the tax base and strengthen the Town of Lawrence economy and employment base through the expansion of business activity in a sustainable manner that does not detract from the rural character of the Town and that does not detract from the rapidly developing urban areas.

Objective: Identify appropriate core development areas for additional business growth that do not negatively impact the Town's rural character.

Objective: Continue to develop pedestrian-friendly residential communities in urbanizing areas to help foster community identity and to serve as a focal point for economic development.

Objective: Promote economic activities that incorporate a Town identity along I-41.

Objective: Pursue economic development policies that promote the Town of Lawrence as a community for entrepreneurs to live in and create and recreate businesses.

Objective: Encourage continued growth in existing small and regional businesses that serve the Town of Lawrence and the surrounding communities.

Objective: Ensure that new commercial and industrial development is designed properly to fit into the Town of Lawrence community.

Objective: Promote business development in efficient nodes, rather than in strips, to avoid continuous commercial corridors.

Objective: Promote the redevelopment of vacant or underutilized commercial and industrial properties.

Objective: Identify areas of the Town of Lawrence that are appropriate for new commercial or industrial development.

Labor Force Analysis

Education is one of the primary keys to the “new economy,” which is more focused on information, advanced manufacturing technologies, and services than the production of basic goods. Continuing to develop a well-educated workforce through secondary schools, apprenticeships, technical schools, colleges, and universities will be critical for the Town of Lawrence to continue developing a diversified economy. Figure 4-1 indicates that the number of Town residents with college degrees is significantly higher than either the State or County averages. Having a resident population with higher educational degrees generally equates to higher income levels and a more stable employment base.

Figure 4-1: Educational Attainment – Percent of Population 25 Years and Older

Status	Wisconsin	Brown County	Town of Lawrence
Less than 9 th Grade	3.3%	3.9%	1.4%
9 th -12 th Grade, No Diploma	6.2%	5.6%	1.4%
High School Graduate	32.8%	32.3%	24.9%
Some College, No Degree	21.2%	20.2%	13.4%
Associate’s Degree	9.6%	11.1%	18.3%
Bachelor’s Degree	17.7%	19.4%	34.7%
Graduate or Professional Degree	9.1%	7.4%	6.1%

Source: U.S. Census Bureau 2009-2013 American Community Survey 5-Year Estimates.

Figure 4-2 shows that the percentage of Town of Lawrence residents 16 years of age and older who are in the labor force is much higher than the percentage of people in the labor force in

Brown County and Wisconsin, indicating that many of the households in Lawrence are likely dependent on two incomes. Lawrence’s 2013 unemployment rate of 5.3 percent is slightly higher than Brown County’s 5.2 percent and the State of Wisconsin’s 5.7 percent. With such a high labor force participation rate and comparatively low unemployment rate, the Town will likely have to bring workers in from other parts of the County and region to help fill new jobs as the Town’s economy continues to grow and diversify.

Figure 4-2: Employment Status by Percentage of Population 16 Years and Older

Status	Wisconsin	Brown County	Town of Lawrence
In the labor force	67.9%	70.1%	80.6%
Civilian labor force	67.9%	70.0%	79.8%
Employed	62.6%	64.8%	74.1%
Unemployed	5.3%	5.2%	5.7%
Armed Forces	0.1%	0.1%	0.8%
Not in the labor force	32.1%	29.9%	19.4%

Source: U.S. Census Bureau 2009-2013 American Community Survey 5-Year Estimates.

When compared to the state and county, the Town of Lawrence has a higher percentage of people employed within the ‘management, business, science, and arts’ and the ‘sales and office’ occupations than either the county or state. The Town is significantly lower in ‘production, transportation, material moving’ occupations, which is likely due to limited access to I-41 but may be a sign that higher end business and industrial development should be sought out in the community (See Figure 4-3).

As for individual industries, the largest Town employment sector is the ‘manufacturing’ and ‘educational services, health care, social assistance’ industries, which have lower employment for the Town than either the county or state. The ‘finance and insurance, real estate and rental, and leasing’ industry and ‘wholesale trade’ industry employs significantly less. As the Town of Lawrence continues to grow and diversify its industries and businesses, the disparities in employment percentages among the Town, Brown County, and State of Wisconsin residents will likely continue to decrease.

The low numbers of residents working within the ‘natural resources, construction, and maintenance’ occupations or ‘agriculture, forestry, fishing, hunting, and mining’ industries are likely a result of there being relatively few related businesses within the Town that call for a high number of workers. With an increasing population forecasted there may be a growing market for retail businesses and, accordingly, for those retail service and trade occupations.

Figure 4-3: Employed Civilian Population as a Percentage of People 16 Years and Above

	Wisconsin	Brown County	Town of Lawrence
OCCUPATION			
Management, business, science, and arts	33.9%	33.1%	42.8%
Sales and office	23.8%	25.3%	26.5%
Service	17.0%	16.9%	15.4%
Production, transportation, and material moving	16.7%	16.9%	10.3%
Natural resources, construction, and maintenance	8.5%	7.7%	5.0%
INDUSTRY			
Manufacturing	18.2%	18.0%	17.3%
Educational services, and health care and social assistance	23.2%	21.1%	15.0%
Finance and insurance, and real estate and rental and leasing	6.2%	7.7%	14.7%
Retail Trade	11.4%	11.1%	9.1%
Transportation and warehousing, and utilities	4.4%	6.5%	8.8%
Wholesale Trade	2.7%	3.2%	7.2%
Other services, except public administration	4.2%	4.0%	5.5%
Professional, scientific, and management, and administrative and waste management services	7.9%	7.3%	4.9%
Public administration	3.6%	3.3%	4.8%
Construction	5.3%	4.8%	4.1%
Arts, entertainment, and recreation, and accommodation and food services	8.7%	9.6%	4.1%
Information	1.7%	1.8%	2.9%
Agriculture, forestry, fishing and hunting, and mining	2.5	1.8%	1.5%

Source: U.S. Census Bureau 2009-2013 American Community Survey 5-Year Estimates, Table DP03.

Economic Base Analysis

The economic base of the Town of Lawrence is intricately tied to that of the Green Bay Metropolitan Area in terms of employment and business opportunities. The vast majorities of Lawrence residents work within the Green Bay Metropolitan Area and, therefore, depend on a sound economy throughout Brown County for their financial well-being. Key industry groups in the Green Bay Metropolitan Area include healthcare; paper and related products; insurance, financial services, and government offices; hospitality; food processing; and logistics (trucking, warehousing, and related services). Due to the Town's dependencies on the Green Bay Metropolitan Area, a Location Quotient Analysis to determine basic and non-basic sector employment was performed utilizing Brown County as the local level for analysis as compared to the United States.

Basic sector employment typically produces goods or services that are exported out of the local economy and into the larger national economy. These goods and services and, therefore, employment are thus less likely to be affected by a downturn in the local economy. Non-basic

sector employment includes those industries that produce goods or services that are consumed at the local level or are not produced at a sufficient level to be exported out of the local market.

The Location Quotient Analysis compares the local economy (in this case Brown County) to the United States. This allows for identifying basic and non-basic sectors of the local economy. If the location quotient (LQ) is less than 1.0, all employment is considered non-basic, meaning that local industry is not meeting local demand for certain goods or services and may be more subject to downturns in the local economy. An LQ equal to 1.0 suggests that the local economy is exactly sufficient to meet the local demand for given goods or services. However, the employment is still considered to be non-basic. An LQ of greater than 1.0 suggests that the local employment industry produces more goods and services than the local economy can consume, and therefore, these goods and services are exported to non-local areas and considered to be basic sector employment. The Location Quotient Analysis for Brown County is displayed in Figure 4-4.

Figure 4-4: Employment by Industry Sector, 2014; Brown County and the United States Location Quotient Analysis

Employment by Industry	United States	Brown County	Location Quotient
Manufacturing	12,156,537	25,321	1.83
Financial activities	7,674,037	11,192	1.28
Trade, transportation, and utilities	26,099,969	29,023	0.97
Construction	6,108,673	6,242	0.90
Professional and business services	19,074,275	19,077	0.88
Education and health services	20,573,137	20,067	0.86
Leisure and hospitality	14,626,556	14,070	0.84
Other services	4,235,390	4,069	0.84
Information	2,732,191	1,857	0.60
Natural resources and mining	2,073,041	913	0.39
Unclassified	4,235,390	4,069	0.00
Total All Industry Sectors	115,568,686	131,831	1.00

Source: U.S. Census Bureau 2009-2013 American Community Survey 5-Year Estimates; United States Department of Labor Bureau of Labor Statistics Quarterly Census of Employment and Wages, 2014.

According to the LQ analysis, there are two industries in Brown County that can be considered to be basic employment sectors: manufacturing and financial activities. Manufacturing, in particular has a location quotient score significantly above 1.0, indicating the strong presence of manufacturers within Brown County. Those industry sectors are most likely exporting goods and services to other parts of the country and contributing to a more stable local economy. Those industry sectors that are below 1.0, include such sectors as construction; professional and business services; education and health services; leisure and hospitality; other

services; information; and natural resources and mining and indicate that there may be demand within Brown County's local economy to support increases in these industry sectors.

The Town should also continue to develop, recruit, and retain those businesses that contribute to existing industrial "clusters" within Brown County and the greater Fox Valley region. The State of Wisconsin Department of Commerce defines clusters as "...geographic concentrations of interconnected companies, specialized suppliers, service providers, and associated institutions in a particular field that are present in a nation or region." Clusters greatly enhance a particular industry's competitiveness in several ways. First, clusters help improve productivity by providing ready access to specialized suppliers, skills, information, training, and technology. Second, clusters help to foster innovation by increasing opportunities for new products, new processes, and meeting new needs with a full range of local suppliers and research institutions. Last, clusters can facilitate the commercialization of innovation through the creation of new firms via startups, spin-offs, and new business lines with needed inputs, such as banks and venture capital.

Within the Fox Valley region, business clusters include the paper, food processing, transportation, and insurance industries. The Town should actively develop, recruit, and retain those industries within the aforementioned clusters that take advantage of advanced technologies in the processing of their products as a means to continue to bridge the gap toward the new economy. The Town of Lawrence may also wish to focus a portion of its business creation and recruitment efforts on those businesses that are part of information or professional, scientific, and management sectors to begin filling some of the potential local demand for these services while still maintaining communication and retention efforts with those existing businesses in the manufacturing sector.

Strengths and Weaknesses for Attracting/Retaining Business and Industry

It is necessary to look at the factors that influence the economic climate in the Town of Lawrence. The most obvious factor is the Town's location at the south end of the Green Bay Metropolitan Area and the ease of access to I-41 for commuting. Business owners in Lawrence can easily tap the metropolitan area's large population base for employees, and residents of Lawrence can just as easily commute to jobs in the metropolitan area and enjoy the benefits of living in a more suburban or rural setting.

Although the easy access to I-41 is a definite benefit for residents of Lawrence who work in the Green Bay Metropolitan Area, it is a potential detriment to the sustainability of local retail and service businesses. Many residents find driving to Green Bay for goods or services that one might find in a developing community of nearly 5,000 residents to be more of a minor inconvenience than a major problem. For local businesses to succeed in providing goods or

services, it is necessary for the local residents to choose to patronize them instead of driving to larger non-local businesses outside of the community.

From a quality of life perspective, the Town has agricultural amenities that provide the “rural feel” that Lawrence’s residents value. As the Town looks to recruit and grow businesses, Lawrence should emphasize the high quality of life and proximity to the cultural amenities located in the Green Bay Metropolitan Area, such as the Weidner Center, Neville Public Museum, and Downtown Green Bay, and easy access to recreation activities in Wisconsin’s Northwoods and Door County that the business owners and their employees can enjoy. Additional points of emphasis should be the high-quality school system and lower housing prices as compared to other larger metropolitan areas around the Midwest.

In terms of utilities, Lawrence provides public water to residents and businesses in roughly the northern one-third of the Town. Public water is sourced from Lake Michigan and piped from Manitowoc. The Town has adequate potable water for new business and industry.

Public wastewater treatment for the Town of Lawrence is provided by the Green Bay Metropolitan Sewerage District (GBMSD). GBMSD provides wastewater services from their treatment plant located near the mouth of the Fox River to all of metropolitan Green Bay. GBMSD is in the process of upgrading equipment and a number of processes to comply with additional regulations and projected future growth. Adequate capacity exists within GBMSD to account for additional growth in Lawrence, but GBMSD should be kept apprised of any proposals for new or expanded industries that will produce large amounts of wastewater.

One of the increasingly important considerations in economic development is the access to fiber-optic communication lines. Uninterrupted communication processes and high-speed access to the Internet are of paramount importance to most businesses and industries, particularly those businesses associated with information and technology in the new economy. As Lawrence plans for new business locations, it will be critically important to ensure that the placement of fiber optic communication lines is included in any development proposals.

To facilitate future business development, the Town of Lawrence should consider acquisition of land for the development of a business/industrial park with easy access to public sewer and water services, as well as transportation access to I-41. Land to the west of I-41 at the intersection of Freedom Road may be ideal for transportation access, and land at to the west of I-41 at the intersection of Scheuring Road may be ideal for transportation and sewer/water access. An alternative may be if the southern bypass bridge alternative lines up with Orange Lane. Development between the freeway and Packerland Drive would provide access to I-41, STH 29, and STH 172 for importing and exporting. The locations are well-suited for future business park development.

Economic development services to assist businesses with location or relocation are provided throughout Brown County by Advance, which is the Economic Development section of the Green Bay Area Chamber of Commerce. Training services for businesses are provided by UW-Green Bay, St. Norbert College, the UW-Extension services, and Northeastern Wisconsin Technical College (NWTC). While none of the main buildings of these educational institutions are located in the Town of Lawrence, all sites are within a 30-minute drive.

The state and national economy are in the process of transitioning from an economy based on the processing of raw materials into finished goods to one based on technologically advanced manufacturing, information, and creativity. As this transition takes place and as advances in communications technologies continue, businesses and entrepreneurs will begin to be more influenced to locate in places where their existing employees will be comfortable living, where there is a high quality potential employee pool, and where there are good transportation connections rather than a proximity to raw materials for production. The Town of Lawrence appears to be well-positioned to make this transition. However, the Town must continue to strive to maintain or improve those quality of life amenities that potential businesses and their employees are looking for when deciding where to locate.

Economic Development Assessment and Recommendations

Economic Opportunity Areas

An economic opportunity area is a geographic area of current or future general economic activity that contributes or will contribute to the community's tax base and overall identity. This may be as small as a grouping of local businesses or as large as a downtown or business park. The inventory, assessment, and recommendations for existing and future economic opportunity areas will help to guide the Town's economic development and land use activity over the next 20 years.

In the strategic planning surveys, residents and the business community expressed a desire to maintain both the Town's rural and urbanizing atmosphere, while encouraging some additional commercial and industrial activity as a means to increase the overall tax base of the community. As a growing community, the Town will need to weigh the pros and cons of the commercial services a proposed business can provide with the potential impact on the Town's changing rural and urbanizing atmosphere.

Business and Industrial Parks

Business and industrial parks provide a location for manufacturing, fabrication, and other similar processing enterprises. Modern industrial parks are typically located where there is ease of access for the transport of raw materials and finished products and adequate land available for the expansion of businesses. Additionally, industrial parks can provide for the close location of various businesses necessary to contribute to the supply chain of larger

businesses also located within the park, thereby reducing transportation costs and communication issues. These types of supply chain groupings and spin-off enterprises create economic “clusters” of similar products, thereby supporting a community or region’s goals of economic growth and job creation.

The Town of Lawrence has a business and industrial park at Scheuring Road, west of I-41. Most clustered business and industrial development exists on Scheuring Road between Quarry Park Drive and I-41. The site is a mixture of uses including manufacturing and office headquarters, a signage company, orthodontia office, and an elder care facility, among other uses.

To facilitate additional future business development, the Town of Lawrence should consider acquisition of land for the development of a business/industrial park with easy access to public sewer and water services, as well as transportation access to I-41. Land to the west of I-41 at the intersection of Freedom Road may be ideal for transportation access, and land to the west of I-41 at the intersection of Scheuring Road may be ideal for transportation and sewer/water access. An alternative may be if the southern bypass bridge alternative lines up with Orange Lane. Development between the freeway and Packerland Drive would provide access to I-41, STH 29, and STH 172 as well as the nearby Austin Straubel International Airport for importing and exporting. The locations are well-suited for future business park development.

The Town of Lawrence may wish to contact affected property owners to determine if there is a possibility of purchase by the Town for development of the property as a business park. Prior to actually purchasing the land, Lawrence should prepare a feasibility study to determine the estimated development costs, including such factors as financing, engineering/design, sewer, water, fiber optic, roads, and stormwater management facilities. Additionally, such a feasibility study should identify whether adequate regional demand exists for such a business and industrial park, target industries/businesses, and a concept plan.

Downtown Main Street Corridor

During the live public input and public survey phases of the development of this Plan, a specific downtown or main street corridor that accommodated multiple modes of transportation was discussed. Although the concept was desired by some, the topic did not rank high as a priority for the Town to accomplish at this time. This lower rank was likely due to the community having a rapidly developing suburban region, a rural region, and the existence of facilities within a drivable distance in adjacent villages and cities. Due to this, a downtown or main street corridor is not described in detail in this Plan. As the Town further develops and if desire for a walkable downtown increases a downtown plan should be developed with design concepts that complement the Town identity.

I-41 Corridor and the Mid Valley Drive / French Road Frontage Roads

For most visitors traveling to or through the Town of Lawrence, the I-41 corridor and the Mid Valley Drive / French Road frontage roads will provide the first impression of the Town and Town character. Therefore, new development and redevelopment along the corridor should be of a design and quality that provides a favorable first impression to visitors since they are all potential customers and/or residents of the Town of Lawrence. As the corridor runs north to south through the center of the Town, it provides a number of very visible economic development opportunities for the Town of Lawrence. However, the Town will need to ensure that new development and redevelopment is of a quality that meets the expectations of the residents and makes a good first impression on visitors by developing and enforcing strong and reasonable design standards for the corridor. Redevelopment efforts in the corridor should focus on improving building structure quality with an emphasis on the utilization of durable materials, such as brick and stone, rather than metal standing seam siding, to emphasize the Town of Lawrence rural character. Additionally, any outdoor storage yards and parking lots should include landscaping to break up the mass of asphalt and parts of the outdoor storage areas screened so as not to be seen by passing vehicles. In certain areas along I-41, the Town may want to consider purchase of dilapidated or underutilized properties to make them available for redevelopment consistent with updated design criteria.

To accomplish this goal, the Town of Lawrence should create and enforce a set of design review standards for commercial, multifamily, and industrial developments along I-41 to ensure existing development for which exterior changes are proposed and proposed new development meet the applicable design criteria that creates an identity for the Town. Having design review criteria (similar to the City of De Pere) helps establish the following:

- Encourage growth and development that is consistent with maintaining rural design character and protects and enhances the Town of Lawrence's rural atmosphere for citizen and visitor use.
- Protects against development that uses standard urban and suburban design approaches.
- Protects against the problem of highway strip commercial development.
- Encourages well-designed highway clustered commercial development.

As the lands adjacent to the I-41 corridor are developed, care should be taken to prevent the degradation of any nearby sensitive wetland areas and prime agricultural areas by properly managing stormwater and utilizing erosion control techniques.

In order to reinforce in motorists' minds that they are entering the Town of Lawrence, the Town should consider the placement of well-designed, appropriately scaled signage at primary entrance points to the Town. Specific locations include I-41 northbound at Apple Creek Road

and I-41 southbound at Grant Street, along with access signage on I-41 in both directions at Scheuring Road and Freedom Road.

Rural Commercial Development

The Town of Lawrence has a small number of scattered business enterprises in the more rural portions of the Town. These businesses are located primarily along French Road and Mid Valley Drive, but other sites serving the surrounding areas are located on Little Rapids Drive, Miners Way, and Lawrence Drive. Provided the buildings and sites are designed appropriately, scattered commercial development can provide important services to the residents of rural areas. When evaluating whether or not to permit new scattered commercial development, the Town of Lawrence would want to focus the locations in nodes on intersections to avoid the creation of strip commercial corridors over time.

Recreational Features

Aside from the frontage along the Fox River, the Town of Lawrence has limited areas when it comes to natural recreational features. Recreational enthusiasts utilize Lost Dauphin Road for bicycling due to the vistas of the river as well as the winding and hilly street that connects to other wonderful cycling streets within the Town as well as other existing and future parks. If water access for fishing, boating, and kayaking was provided at the Lost Dauphin State Park, water trails could be introduced to the recreational features offered by the Town in the Parks and Outdoor Recreation chapter of this plan. While in the Town of Lawrence, tourists can spend money on food, gas, lodging, and supplies. Promoting the Town's recreational areas as a destination for these activities will bring outside dollars into the local economy and support local businesses.

Economic Development Policy Assessment and Recommendations

Business and Industrial Design Standards

Design standards provide a means for the Town of Lawrence to maintain a rural character in a rapidly developing environment by reviewing plans for commercial buildings. The Town should develop design review standards for business/commercial, multifamily, and industrial developments. The primary goal for having design review standards should be to create a unique town identity, encourage growth and development which is consistent with maintaining rural design character, protect and enhance the rural appeal for residents, employers, and visitors, and to protect against development which uses standard urban and suburban design approaches. Such standards should apply to the following:

- All new commercial, multifamily, and industrial development.
- Landscaping when new buildings, exterior alterations, signage, or parking is proposed.
- Exterior wall and roof alterations to existing business/commercial, multifamily, and industrial development.

In the interest of economic development, design standards should be consistent and predictable, to ensure that the development community can accurately project the length of time needed for municipal approvals and account for this time in their development cost estimates.

Business Retention

Because 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 and water utilities.
- Providing a contact person to answer business questions and solicit information from business leaders regarding local development problems.

Business Attraction

Business attraction involves letting businesses know what the Town of Lawrence 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 businesses that would be complementary to existing businesses or would provide diversity to the local economy.
- Offering low-cost land, accessibility to state or federal grants, or other incentives to encourage businesses to locate in the community.

Business Creation

The Town of Lawrence can make positive planning and financial management decisions that result in the community being an attractive place for aspiring entrepreneurs to locate and start their businesses. When deciding where to locate to start a business, many entrepreneurs today evaluate where they want to live first, because the access to raw materials, land, and utilities may not be the driving force for their business model. Also, many entrepreneurs today depend on a well-educated workforce and excellent communications systems (wireless communications, and fiber-optic connectivity) for their products. In order to create a community where entrepreneurs want to live, work, and recreate, specific activities the Town can promote include:

- Identifying access points to “angel” investment opportunities for aspiring entrepreneurs who need access to capital to begin their business.
- Creating active, exciting, diverse places for these businesswomen and businessmen to live, work, and recreate.

- Encouraging the development of fiber optic lines and other wired and wireless communication infrastructure necessary for Web 2.0 activities, which foster interactive collaboration over the Internet.
- Promoting the unique culture and characteristics of the Town of Lawrence as something different from the rest of Northeastern Wisconsin.

Economic Development Program Recommendations

This section contains a brief explanation of local, county, and state economic development programs that could potentially help the Town of Lawrence and the Town businesses achieve their stated economic development goals and objectives. The Implementation chapter contains a comprehensive listing and description of programs the Town may wish to utilize in achieving its economic development objectives.

Town

Tax Increment Finance Districts

Residents of the Town of Lawrence rely heavily on the Green Bay Metropolitan Area and other nearby communities for many of their commercial needs. While commercial activity in the Town is minimal, it is critically important that residents in Lawrence patronize the businesses that exist or new businesses that start up in the Town. Failure to do so will result in a reduction of available commercial services, reduced retail options, and vacant buildings.

Although the Town has no established incentive programs for economic development, it can continue to make positive planning and financial management decisions that can result in the community being an attractive place for people and businesses. The most important economic activity that Lawrence can pursue is the creation of an environment that encourages entrepreneurs to engage in business activities.

Agriculture is a large component of the Town of Lawrence economy. Agriculture should be encouraged to continue through Town policies that do not impede its continued viability. For the small scale farms, entrepreneurial agricultural activities such as truck farming, direct farm-to-market sales, and farm-based value-added manufacturing, should be actively encouraged as a means to maintain farming and the Town rural feel.

One economic development tool now available to Towns in the State of Wisconsin is the utilization of Tax Incremental Financing District, commonly called TIF or TID. Until 2003, this redevelopment tool was only available to cities and villages. The law allows a town to expend money or incur debt for projects related to agriculture, forestry, manufacturing, or tourism. The law also allows TIDs to be used for retail development that is limited to the retail sale of products produced due to agriculture, forestry, or manufacturing project. The State Department of Revenue must approve any proposed TID project.

Generally, the type of uses that commonly occur within a TID include acquisition and demolition of blighted properties in commercial or industrial areas and extension of roads, sewer, storm sewer, and water mains to serve expected new agriculture, forestry, manufacturing, or tourism related development expected to locate in the tax increment district.

Once the TID is established, the aggregate equalized value of taxable property within the district is established. This is called the tax incremental base. All the taxing entities of the area (Town, school districts, county, technical school) continue to receive their share of the annual taxes generated by the tax incremental base of the district throughout the life of the TIF project. The municipality then installs the improvements to the TID. As development occurs, the property values within the district grow. Taxes paid on the increased value from the growth are called tax increments and are used to pay for the public improvements made to the district by the municipality. These moneys are put in a separate TID fund to finance the public improvements made to the district. Expenditures for the project costs to the district must be made no later than five years after the district is started. The maximum life of a TID district is 16 years with options for extensions. If the value increases to the district are not enough to pay off the costs of the project within the life of the district, the municipality must incur the costs that still need to be paid. Taxing jurisdictions do not benefit from the value added increase in the district until the district project costs have been paid off and/or the life of the district is over. Once the life of the district has expired, the added value of the district is then apportioned out to all taxing districts similar to anywhere else in the Town.

Municipalities thinking about utilizing this economic development technique must carefully consider the benefits to the community, the potential pitfalls, and the likelihood of success of the district.

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

Industrial Revenue Bonds

According to the Wisconsin Economic Development Corporation, Industrial Revenue Bonds (IRBs) are designed to help Wisconsin municipalities support industrial development through the sale of tax-exempt bonds. IRB financing may be used for building, equipment, land, and bond issuance costs, but not for working capital. The main advantage of IRBs is the low interest rates that are realized because bonds (to finance the development) are sold under the name of the Town, and therefore the interest earned from these municipal bonds is exempt from

federal taxes. Typically, interest rates on IRBs may be from 1.5 to 2.5 percentage points below comparably rated corporate bonds.

Advance

The Town of Lawrence is a member of Advance, the economic development 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 the Town of Lawrence when the business otherwise may have no knowledge of the opportunities available in the Town.

Local Commercial Realtors

There are a number of local commercial realtors who can provide vital marketing and research services to the Town of Lawrence. Local commercial realtors should be considered partners with the Town when recruiting businesses or evaluating sites for potential business parks.

County

Brown County Economic Development Revolving Loan Fund

The Brown County Economic Development Revolving Loan Fund provides low interest loans to businesses that will generate or retain low-moderate income employment opportunities and expansion of the tax base. The Brown County Planning Commission, in partnership with Advance, administers the Brown County Economic Development Revolving Loan Fund.

Brown County Business Park Website

The Brown County Planning Commission, in partnership with its local municipalities and Advance, maintains a website that provides details regarding business and industrial parks within Brown County. Each business park includes a data sheet with details regarding such critical information as acres available, utility availability, transportation connections, asking prices, and contact person. The Town of Lawrence should ensure the data on the website is as detailed and accurate as possible to provide the best possible information for potential businesses or industries that wish to locate in the Town. The website is located in the “Featured Maps and GIS Apps” section of the Brown County Land Information Office webpage, at: <http://tinyurl.com/BC-BusinessParks>.

Regional

NEW North, Inc.

The New North is a 501(c)3 non-profit regional marketing and economic development organization that promotes collaboration between the private and public sectors to promote Northeastern Wisconsin for increasing economic development. According to the New North website, their key initiatives include:

- Attract, develop, and retain diverse talent
- Foster targeted industry clusters and new markets
- Support an entrepreneurial climate and small business
- Encourage educational attainment
- Elevate sustainability as an economic driver
- Promote the regional brand

Additional information on New North, Inc., can be found at www.thenewnorth.com

Wisconsin Public Service (changing soon to WEC)

Wisconsin Public Service Corporation (WPS) also contributes a number of economic development services that the Town of Lawrence should be aware of for local businesses. WPS also maintains a website of available industrial buildings and sites on a regional scale. Should industrial buildings become vacant in Lawrence, the Town should work with the property owner and WPS to list the building on the WPS website. The WPS economic development page can be a useful resource for the Town and is located at www.wisconsinpublicservice.com/business/bcd.asp.

State

Wisconsin Department of Administration

The Wisconsin Department of Administration manages the Community Development Block Grant (CDBG) – Small Cities program. Of particular interest to the Town of Lawrence would be the following programs, which support economic development.

- CDBG Economic Development (CDBG-ED) – Grant funds are awarded to local governments to assist businesses to create or retain jobs for individuals with low and moderate incomes. Examples of eligible projects include business loans to expand facilities or purchase equipment, specialized employee training, or business infrastructure projects.
- CDBG Public Facility-Economic Development Funds (CDBG-PFED) – Grant funds are awarded to local governments for public infrastructure projects that support business expansion or retention. Examples of eligible applications include new or improved water, sewer, and streets that result in business expansion and job opportunities for low and moderate income individuals.

Additional information regarding the CDBG program may be found at <http://tinyurl.com/CDBGPrograms>.

Wisconsin Economic Development Corporation

The Wisconsin Economic Development Corporation (WEDC) works with Wisconsin communities to provide training, technical support, and funding to facilitate public infrastructure improvements, brownfield redevelopment, and Main Street improvements to foster economic

growth. A specific WEDC program that may assist the Town of Lawrence in its economic development activities is the Certified Sites Program.

For the Certified Sites Program, WEDC reviews and certifies sites of at least 50 contiguous acres as being ready for development. Certification means key approvals, documentations, and assessments for industrial uses are already in place. This program may be a good option for land the Town plans to expand to commercial/industrial uses along I-41, particularly at Freedom Road and also at Scheuring Road.

Additional information regarding WEDC can be found at www.inwisconsin.com.

Federal

Economic Development Administration

The Economic Development Administration (EDA) provides grant programs for economic development assistance, regional planning efforts, and disaster prevention and relief. Investment priorities for EDA include:

- Collaborative regional innovation that supports the development and growth of innovation clusters based on existing regional competitive strengths.
- Public / private partnerships that use both sectors' resources and leverage complimentary investments by other entities.
- Initiatives that encourage job growth and business expansion related to advanced manufacturing, technology infrastructure, and other national strategic priorities.
- Investments that promote job creation and economic prosperity through projects that implement environmentally sustainable development.
- Investments that strengthen economically distressed and underserved communities.

Recommendations

The following is a summary of economic development recommendations for the Town of Lawrence:

Town of Lawrence Area

- If interest increases, develop a downtown mainstreet business corridor plan with streets, public facilities, and business sites that are more pedestrian-friendly.
- Promote the Parks & Outdoor Recreation Plan section of this Plan to businesses in this area that incorporate public access and use of the Fox River and Ashwaubenon Creek, and Hemlock Creek, as a recreational features of the Town.
- Encourage the continued development of small retail shops, services, and institutional uses, such as the post office, in the Town to increase local daily activity levels.
- Ensure new development in the Town of Lawrence is of a high-quality and meets the rural design standards desired by the residents of the Town.

I-41 Corridor and Mid Valley Drive / French Road Frontage Roads

- Create design review standards for business/commercial, multifamily, and industrial

development to create a favorable first impression of the Town of Lawrence for visitors traveling on I-41.

- Consider Town level purchase and redevelopment of underutilized parcels along the I-41 corridor, particularly those that do not meet the desired rural feel of the Town.
- Prepare a feasibility study to determine if the land designated for a future business/industrial park on Freedom Road, Orange Lane, or Scheuring Road are the most suitable location(s) for a new business/industrial park.
- Determine the costs and potential economic development benefits associated with extending the necessary infrastructure to Town owned property designated to become a future commercial/industrial park.
- Coordinate with Brown County and adjacent communities regarding access to Town retail areas for vehicles, pedestrians, and bicyclists.

Economic Development Programs / Policies

- Utilize the Town of Lawrence's rural atmosphere and recreational assets as a selling point for business and employee recruitment efforts.
- Focus commercial development in nodes at intersections of major roads to avoid commercial strip development that would not be compatible with the Town's rural character.
- Develop a TID plan.
- Develop a Town site plan and design standards that ensure new and existing development is of a high quality that becomes an asset to the Town's rural feel.
- Review site plans to avoid any negative impacts on environmentally sensitive areas.
- Focus economic development efforts on growing existing businesses and creating an environment that fosters new business establishment first and recruiting businesses from other communities last.
- Utilize the Brown County Business Park application to advertise available parcels and buildings in the Town of Lawrence business and industrial areas and proposed new park sites.
- Utilize the programs administered by the Wisconsin Economic Development Corporation (WEDC) and Wisconsin Department of Administration (WDOA) to foster economic development opportunities.
- Develop a periodic meeting schedule with existing businesses to discuss future needs or potential problems.
- Partner with local commercial realtors for business recruitment, site evaluation, marketing, and research.
- Place well-designed and appropriately scaled signage welcoming motorists to the Town of Lawrence along I-41 northbound at Apple Creek Road, I-41 southbound at Grant Street, along with access signage on I-41 in both directions at Scheuring Road and Freedom Road. Also, potentially at Orange Lane if that becomes an intersection in the near future.

Chapter 5: Housing

Introduction to Housing

The Town of Lawrence has a well-diversified housing stock, including detached single-family homes, condominiums, duplexes, multi-family apartment complexes and group homes. This diversity of housing units allows for the Town to be prepared for future changes in the housing market, whether due to the economy, demographic changes, or simple changes in demand. The Issues and Opportunities chapter of the plan



contains the forecast for new housing units within the Town of Lawrence over the next 20 years. This chapter will build on the forecast by identifying existing trends and characteristics of the local, regional, and national housing market and by providing recommendations on various standards, tools, and resources to ensure that future residential development continues to build the Town's identity and is of a quality expected by Town residents.

It is important to note that the U.S. Census Bureau's American Community Survey (ACS) is generally used for the baseline housing data in the Town of Lawrence because the U.S. Census Bureau stopped collecting long-form (detailed) census responses starting in 2010. The ACS utilizes statistical sampling techniques over a rolling 5-year period to obtain a statistically valid estimate of the respective housing characteristics. Since the ACS uses



sampling rather than an actual count as in past censuses, the numbers identified may not reflect the 100 percent count or type of housing unit. Therefore, when reading the background housing data, review the tables in terms of overall trends, rather than for specific examples.

Housing Goal and Objectives

The following goal and subsequent objectives are intended to create a framework around which the Housing Chapter will be developed. The goal and objectives are intended to be

reflective of the guidance provided from Lawrence residents during the Town of Lawrence Visioning Session and follow-up survey.

Goal: Provide a range of quality housing opportunities for all segments of the Town's current and future residents.

Objective: Identify future residential development areas in proximity to existing development to most efficiently utilize existing public utilities and services.

Objective: Support the development of an adequate supply and mix of housing types for a rapidly growing community.

Objective: Ensure the quality of new and existing multi-family developments in the Town is at a minimum consistent with other high-quality developments.

Objective: Encourage the rehabilitation and maintenance of existing housing units.

Objective: Promote new housing development that is sensitive to the environmental features in the Town.

Objective: Identify specific programs that may assist Lawrence homeowners in purchasing or maintaining their homes.

Housing Characteristics

Age

Figure 5-1 identifies the estimated decade within which homes were constructed within Lawrence. As demonstrated in Figure 5-1, an estimated 77.5 percent of housing units in Lawrence were constructed in 1990 or later. The Town of Lawrence's percentage of newer homes is significantly higher than either Brown County or State of Wisconsin at 32.0 percent and 27.3 percent, respectively, demonstrating that the vast majority of Lawrence's housing units are likely in very good condition. However, as the Town's housing stock begins to age, it will be necessary for the Town to ensure the housing units remain in good condition through building code enforcement and providing information to Town homeowners regarding resources available to assist with home maintenance.

Figure 5-1: Estimated Age of Housing Units for Lawrence, Brown County, and Wisconsin

Year Structure Was Built	Lawrence	%	Brown County	%	Wisconsin	%
2010 or later	22	1.2%	890	0.8%	11,456	0.4%
2000-2009	1,110	58.3%	15,312	14.6%	337,755	12.9%
1990-1999	342	18.0%	17,453	16.6%	366,680	14.0%
1980-1989	69	3.6%	12,649	12.0%	257,794	9.8%
1970-1979	134	7.0%	17,499	16.6%	391,062	14.9%
1960-1969	81	4.3%	11,583	11.0%	257,050	9.8%
1950-1959	20	1.1%	11,118	10.6%	298,053	11.3%
1940-1949	0	0.0%	4,995	4.8%	158,568	6.0%
1939 or Earlier	124	6.5%	13,652	13.0%	547,724	20.9%
Total	1,902	100.3%	105,151	100.0%	2,626,142	100.0%

Source: U.S. Bureau of the Census, 2009-2013 American Community Survey 5-Year Estimates – Selected Housing Characteristics.

Although it is a relatively small percentage of the Town’s housing units (18.9 percent), homes built prior to 1978 may contain lead-based paint. As lead-based paint ages, it cracks, peels, chips, and powders, creating a chance for children and adults to ingest it either via mouth or nose and it can then enter the blood stream. According to the Mayo Clinic a few of the signs and symptoms of lead poisoning in children and/or infants include:

- Developmental delays
- Learning difficulties
- Slowed growth
- Irritability
- Abdominal pain
- Fatigue

Lead poisoning in adults includes signs and symptoms such as:

- High blood pressure
- Abdominal pain
- Joint pains
- Declines in mental functioning
- Pain or numbness/tingling in extremities
- Memory loss
- Mood disorders
- Miscarriage or premature birth in women



If renovations are to be started in or on a home that was constructed prior to 1978 and could impact existing painted surfaces, lead-safe renovation practices should be followed to protect the contractor and persons living in the home. The U.S. Environmental Protection Agency prepared the document [The Lead-Safe Certified Guide to Renovate Right](#) which provides basic information on lead paint hazards and the proper techniques and resources to deal with this

hazard as a home is renovated.

Structures

According to the 2009-2013 American Community Survey, the Town of Lawrence has a comparable percentage of 1-unit detached structures (typically single-family homes), at 66.4, as both Brown County and the State of Wisconsin at 64.1 and 66.5 percent, respectively. The Town is estimated to have a proportionately higher percentage of 5-9 unit structures and 10-19 unit structures. This higher percentage is offset by much lower estimated percentages of 2-unit structures and 20 or more unit structures (Figure 5-2).

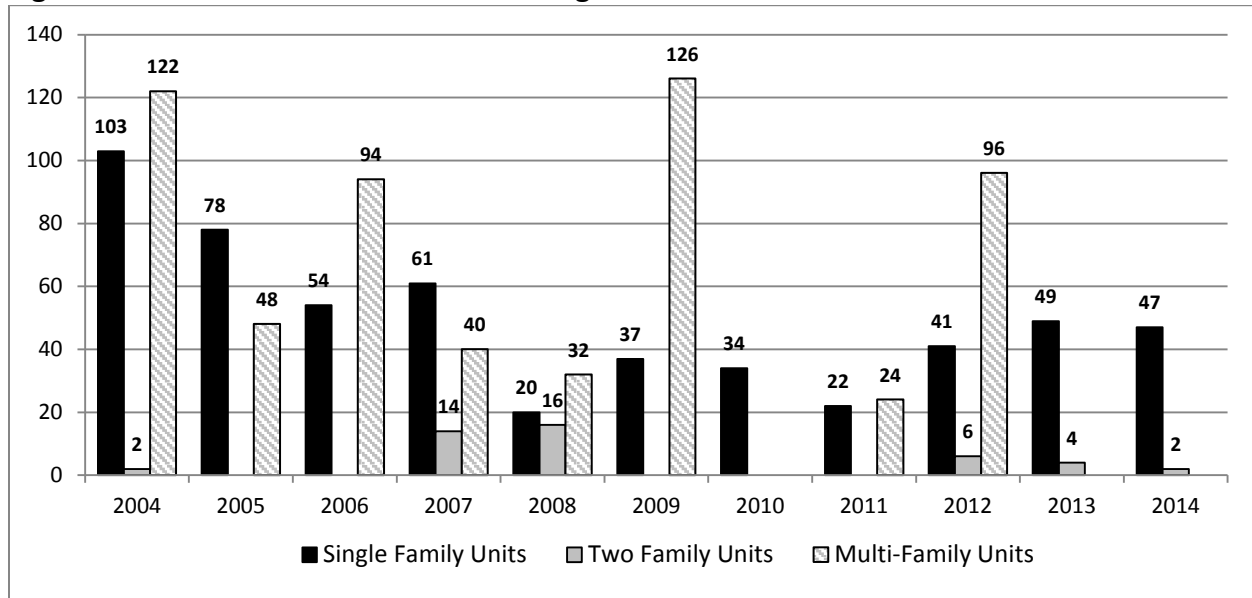
Figure 5-2: Units in Structure for Lawrence, Brown County, and Wisconsin

Units in Structure	Lawrence	%	Brown County	%	Wisconsin	%
1-Unit Detached	1,263	66.4%	67,392	64.1%	1,747,423	66.5%
1-Unit Attached	45	2.3%	5,268	5.0%	115,196	4.4%
2 Units	11	0.6%	8,187	7.8%	173,829	6.6%
3 or 4 Units	71	3.7%	3,468	3.3%	100,247	3.8%
5 to 9 Units	182	9.6%	8,022	7.6%	127,426	4.9%
10 to 19 Units	291	15.3%	4,821	4.6%	87,150	3.3%
20 or More Units	0	0.0%	6,490	6.2%	177,097	6.7%
Manufactured Home	39	2.1%	1,493	1.4%	97,373	3.7%
Boat, RV, Van, Etc.	0	0.0%	10	0.0%	401	0.1%
Total	1,902	100.0%	105,151	100.0%	2,626,142	100.0%

Source: U.S. Bureau of the Census, 2009-2013 American Community Survey 5-Year Estimates – Selected Housing Characteristics.

To further ascertain the past and current market demand for various housing types in Lawrence, the Brown County Planning Commission reviewed the Town's new housing unit building permit data from the years of 2004 – 2014. As is evident from Figure 5-3, Lawrence experienced strong housing growth even during the depths of the housing market crisis in the late 2000's and early 2010's. Of particularly strong growth during that time period was multi-family unit development, which has more recently slowed significantly to the point where no new multi-family units have been constructed in Lawrence over the past two years. This is not uncommon as multi-family development tends to occur in streaks following years of strong single-family housing growth. For instance, from 2000 to 2003, there were no new multi-family units constructed, but there were a total of 315 new single-family units over this same time period. This was followed by the strong multi-family unit growth depicted in Figure 5-3. Please note that one multi-family facility is a Community Based Residential Facility (CBRF).

Figure 5-3: Town of Lawrence New Housing Unit Starts 2004-2014

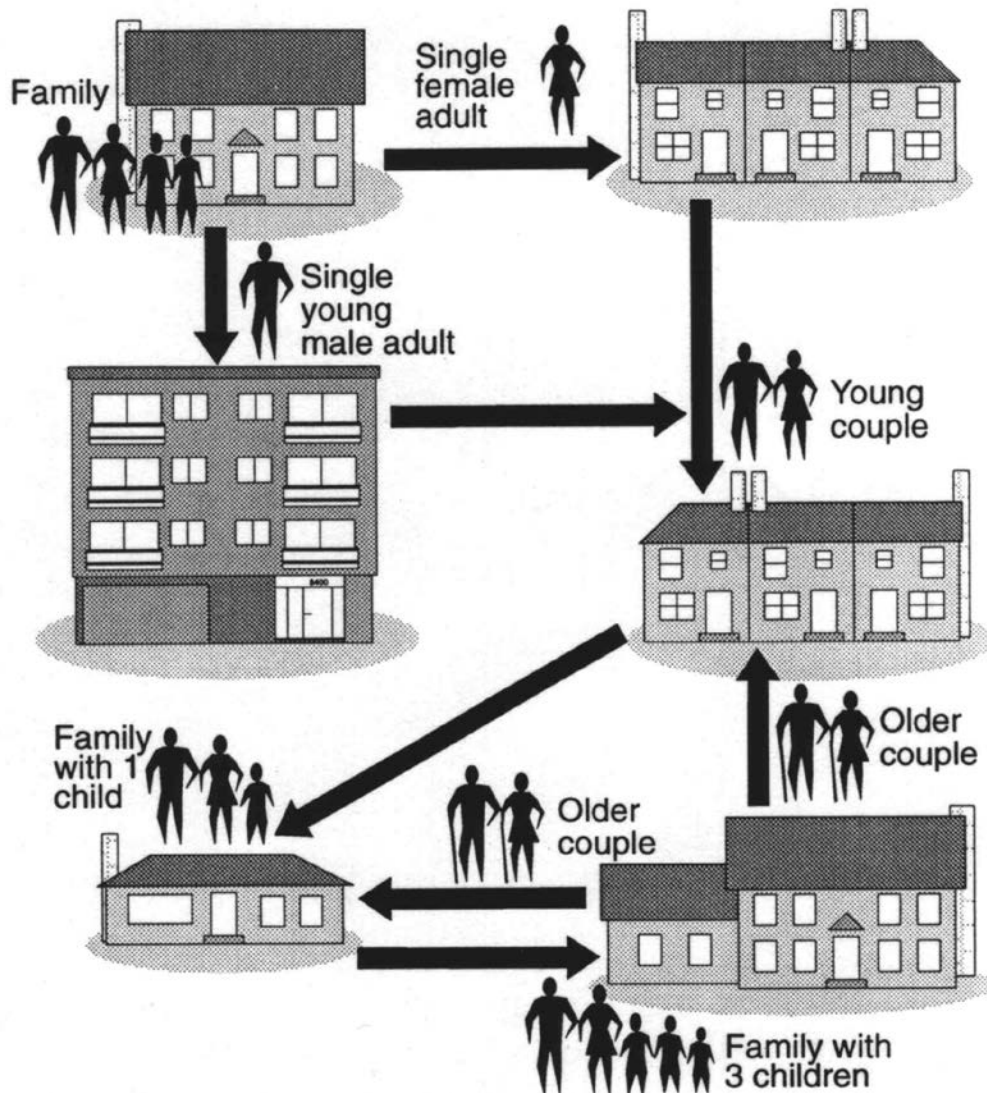


Source: Town of Lawrence Building Permit Data, 2004-2014.

Having a diverse housing stock provides options for existing and prospective Town of Lawrence residents when looking for a new home or apartment, and also helps to withstand changes in the housing market. This is particularly important as a person’s or family’s wants and needs for a home change over time, but they want to continue to live in Lawrence. For example, Figure 5-4 depicts how a person’s housing choices may change over time depending on the particular stage of life of a person.

It is important to note that oftentimes, a person may start their independent life renting in a community and (absent any future need to move, such as job relocation) will remain in that community, provided housing appropriate to their particular stage of life is available. Therefore, the Town of Lawrence should continue to promote the development of a variety of housing types within the community as the Town grows over the next 20 years.

Figure 5-4: Change in Housing Preferences over Time



Source: Local Government Commission, 2003.

Occupancy

According to the 2000 Census, there were a total of 546 housing units within the Town of Lawrence. This compares with 1,766 units in 2010, which is a dramatic increase of 1,220 units (223.4 percent) over the 10-year period. The breakdown of housing units into owner-occupied and renter-occupied shows that owner-occupied units accounted for 94.4 percent of the Town's dwelling units in 2000, and this percentage is estimated to have decreased to 71.2 percent owner-occupied housing in 2010, consistent with the significant increase in multi-family units over this same time period. Although there appears to be a major increase in the number of vacant housing units between 2000 and 2010, this can most likely be accounted to the increase in multi-family units, which tend to have a higher turnover rate and may be vacant for a longer period of time. Figure 5-5 summarizes the housing occupancy changes that occurred between 2000 and 2010.

Figure 5-5: Change in Housing Occupancy Characteristics in Lawrence, 2000 and 2010.

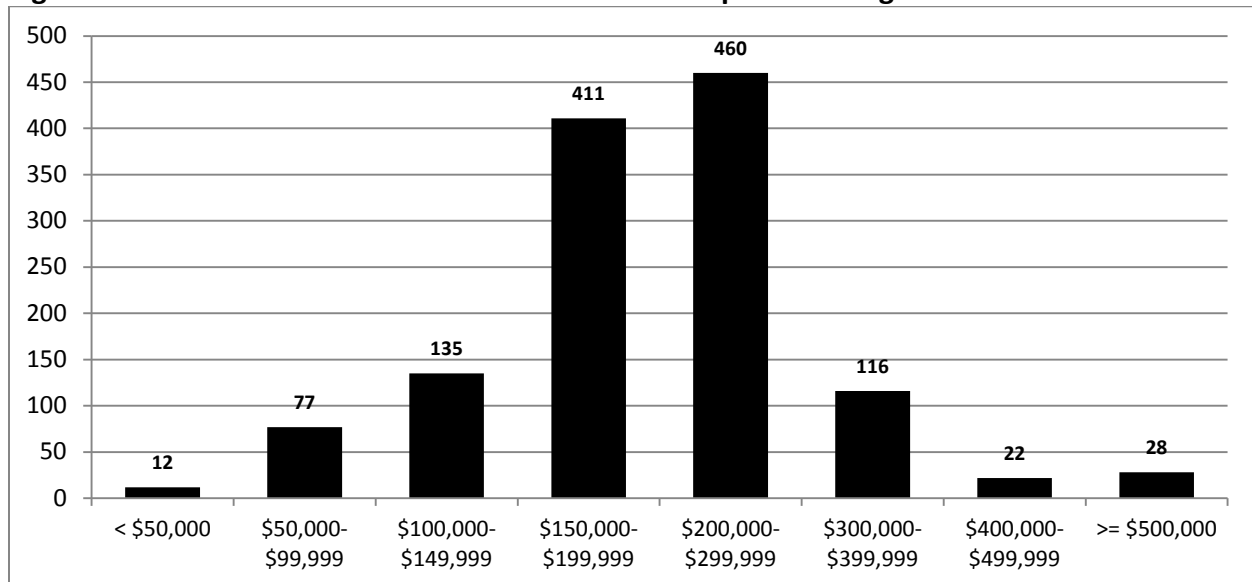
Housing Unit Status	2000 Census	% of Total	2010 Census	% of Total	Increase or Decrease	Percent Change 2000-2010
Total Housing Units	546	100.0%	1,766	100.0%	1,220	223.4%
Occupied Housing Units	531	97.3%	1,665	94.3%	1,134	213.6%
Vacant Housing Units	15	2.7%	101	5.7%	86	573.3%
Owner-Occupied	501	94.4%	1,185	71.2%	684	136.5%
Renter- Occupied	30	5.6%	480	28.8%	450	1,500.0%

Source: U.S. Bureau of the Census, 2000 and 2010 Census.

Value

According to the 2009-2013 American Community Survey, the largest segment of the Town’s owner-occupied homes is valued between \$200,000 and \$299,999 (36.5 percent), while 32.6 percent of the homes are valued between \$150,000 and \$199,999. When reviewing the median owner-occupied home value for Lawrence (\$199,500), compared to that of Brown County (\$159,000) and the State of Wisconsin (\$169,000), it is apparent that the home values in Lawrence are generally higher than both the County and State (Figure 5-6).

Figure 5-6: Town of Lawrence Estimated Owner-Occupied Housing Values

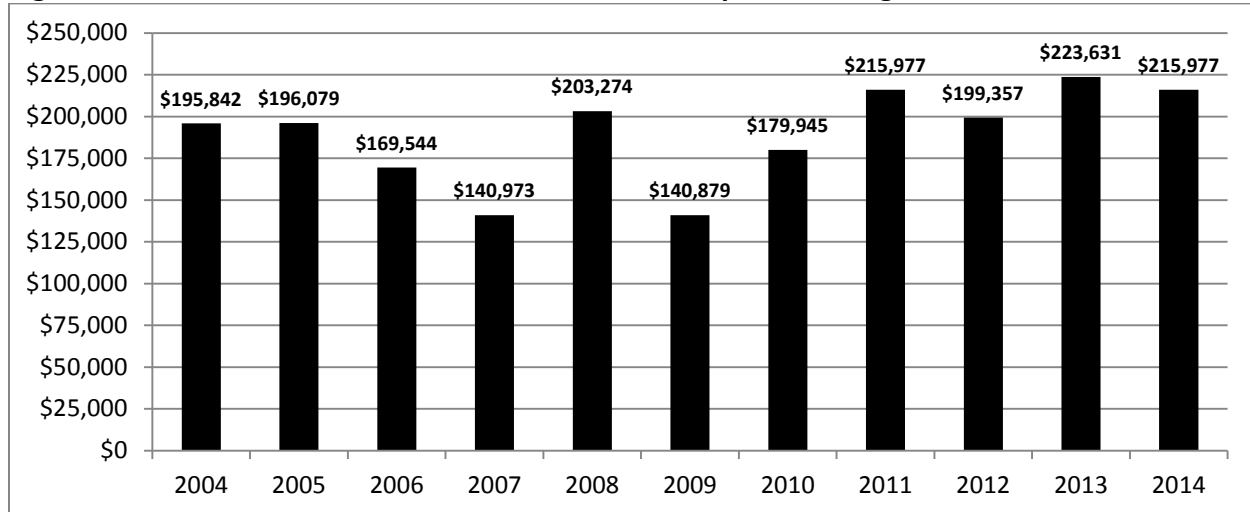


Source: U.S. Bureau of the Census, 2009-2013 American Community Survey 5-Year Estimates – Selected Housing Characteristics.

The Town of Lawrence also tracks the annual average construction value of new single-family home starts in the Town. Based on the data, it is apparent that home values have experienced some variability likely associated with the housing crisis and subsequent recession; however,

they have more recently recovered. Figure 5-7 depicts the average construction value of new single-family home starts in Lawrence.

Figure 5-7: Town of Lawrence Estimated Owner-Occupied Housing Values



Source: Town of Lawrence Building Permit Data, 2004-2014.

Housing Expenses

Rent

The 2009-2013 American Community Survey (ACS) identifies the median gross rent in the Town of Lawrence as approximately \$889 per month. The ACS further identifies a total of 561 occupied units paying rent with rent ranges varying widely from an estimated 22 units in a range of \$550-\$599 to a high of an estimated 142 units in a range of \$1,000-\$1,249.

Mortgage

According to the 2009-2013 American Community Survey, approximately 69.1 percent of the owner-occupied housing units in the Town of Lawrence have a mortgage, with a median monthly homeowner cost (including taxes) of \$1,764. This is somewhat higher than either the county or state, at \$1,388 and \$1,445 per month, respectively, and is likely due to the newer housing stock of the Town of Lawrence.

Housing Expense Analysis

One metric to determine whether or not a mortgage or rent is affordable, is from the U.S. Department of Housing and Urban Development (HUD), which recommends that housing costs (mortgage/rent, insurance, taxes, etc.) should not exceed 30 percent of household income. Homeowners or renters paying 30 percent or more are considered to be overextended and in danger of mortgage default or late rent payments if any interruptions to income or unforeseen expenses occur.

The ACS identifies approximately 10.8 percent of Lawrence renters paying 30 percent or more of their household income for housing, which is significantly less than Brown County (41.7

percent) and the State of Wisconsin (45.6 percent), respectively. This is likely reflective of the supply of new rental units that have been constructed in the Town over the past 10 years helping to keep overall rent costs down and accordingly, more affordable.

The ACS identifies that approximately 11.0 percent of Lawrence homeowners with a mortgage pay 30 percent or more of their household income toward the mortgage, which is again significantly less than Brown County (28.3 percent) and the State of Wisconsin (32.2 percent), respectively. The comparatively low percentage of homeowners with mortgages exceeding 30 percent is a strength for the Town of Lawrence's overall economy because Lawrence homeowners generally have the financial reserve capacity to weather hardships without impacting their ability to remain in their home.

General Housing Concepts

Mixed Uses in Residential Developments

Although the Town of Lawrence may not presently be designed for all of the following concepts, nationwide, the majority of residential subdivisions developed over the past 70 years consist almost exclusively of single-family detached homes separated from other housing types, commercial, institutional, and even recreational uses. This results in residents of these subdivisions having to utilize a vehicle to travel to a store, school, or park instead of having the opportunity to walk or bike a relatively short distance to these land uses. The separation of uses and reliance on a vehicle is especially difficult for the elderly, mobility-impaired, children, and others who may not want to or cannot drive.



In order to encourage people to walk and bike, uses other than only single-family residential uses can be encouraged within new neighborhoods. For example, corner lots are very good locations for small neighborhood commercial uses and higher density residential developments, while recreational and institutional uses should be located in places that provide a focal point, gathering place, and identity for the neighborhood and its residents. Neighborhood mixed uses could include such uses as group day cares, senior living arrangements, small service businesses (clinic, office, day care), retail (family restaurant, ice cream shop), or multi-family buildings.



Traditional Neighborhood Developments (TNDs) are an alternative residential development technique that

incorporates appropriate mixed uses, mixed housing types, and traditional home designs into a walkable neighborhood. Typical traditional neighborhoods, at full build-out, are about 100 to 160 acres, which is large enough to support retail services and amenities that meet some of the needs of daily life, but small enough to be defined by pedestrian comfort and interest. Each TND generally has an identity that evolves from its public spaces, such as streets, parks and outdoor spaces, schools, places of worship, or other shared facilities. The intent of a TND is to design a neighborhood that promotes the interaction of its residents through chance encounters within the public spaces or shared facilities. Typical characteristics of TNDs include:

- Homes generally have smaller lot sizes, functional porches, and minimal to zero setbacks from the right-of-way.
- Streets have sidewalks and are narrow to calm vehicle traffic.
- Duplex and multi-family units are architecturally similar to single-family homes to blend into the overall neighborhood character.
- Housing designs vary widely from smaller bungalows to larger two-story homes, duplexes, and multi-family units.
- Alleyways may be used to minimize the impact of garages on the streetscape and enhance the home as the primary feature of the neighborhood.
- Parks, libraries, schools, health centers, and commercial uses are integrated into the overall development.



Although living in a traditional neighborhood development may not be for everybody, they have proven to be very popular with first-time homebuyers, empty-nesters, and others looking for a sense of “community” with where they live. As the population continues to age, more variety in housing types, such as is provided with TNDs could provide a desirable option for new and existing Lawrence homeowners.

Housing Improvement Information

The Town of Lawrence can refer residents to information related to housing assistance. For instance, the Town of Lawrence can refer low to moderate income residents looking to repair their homes to the Northeastern Wisconsin Community Development Block Grant – Housing Rehabilitation Program (CDBG-Housing). The program is administered through the Brown County Planning Commission for a 10-county region and provides zero-percent interest,

deferred payment loans to qualified low-moderate income applicants to repair or replace roofs, siding, windows, lead-paint hazards, furnaces, flooring, and other parts of a home or rental unit not meeting federal housing quality standards (HQS).

The Wisconsin Housing and Economic Development Agency (WHEDA) is a public agency that partners with local financial institutions to provide a number of unique fixed-rate financing options for purchasing and refinancing a home to qualified applicants. Specific loan programs to qualified applicants include:

- WHEDA Advantage – Allows for a home buyer to have a lower down payment at loan closing.
- WHEDA FHA Advantage – Allows for a buyer to leverage down payment assistance from other programs to buy a home.
- WHEDA Easy Close Advantage – Provides a 10-year low-cost loan for WHEDA Advantage borrowers to help pay for down payment, closing costs, and homebuyer education expenses.
- WHEDA Tax Advantage – Provides a tax credit to qualified borrowers to reduce their federal income tax liability over the life of the mortgage.
- WHEDA First-Time Homebuyer Advantage – Provides a preferred, fixed interest rate for qualified first time homebuyers.

Including a notice of the availability of these and other housing opportunities on the Town's website or posted around Lawrence would help to ensure Town residents are aware of the programs.

Conservation by Design Developments

The Town of Lawrence is blessed with open agricultural vistas, Fox River shoreline areas, and smaller waterways. In these areas there may be critical environmental or historical features that should be preserved even though the local property owner wishes to develop his or her property. In situations such as these, conservation by design subdivisions could accomplish both preservation and development. Conservation by design subdivisions could accomplish both preservation and development. In terms of housing, the lots in conservation by design subdivisions are typically smaller and clustered together to prevent damage to the preservation feature(s), which could be environmental areas, historic features, or agricultural lands. When first identifying the areas for preservation, it should be made clear exactly who will own and be responsible for the care and maintenance of the preserved areas. Conservation by design developments are discussed more thoroughly within the Land Use Chapter.

Specific Policy Recommendations

The following recommendations are based on the early background data and assessment and will assist the Town in meeting their overall housing goals and objectives:

- Direct new, large housing developments to areas of the Town with adequate public utilities and services.
- Continue to encourage a wide range of new housing types, styles, and designs to meet the needs of all current and future Lawrence residents.
- Rental housing is vital to a growing community such as Lawrence, and should be distributed throughout the Town as public services become available rather than concentrated in only a few areas.
- Multi-family buildings should be designed, as practical, with the characteristics and amenities typically associated with single-family homes. Examples of characteristics include the orientation of the buildings parallel to the street and individual entries.
- In areas of the Town with unique or critical natural, agricultural, or cultural resources, conservation by design developments should be encouraged to protect these unique assets.
- Ensure the Town's subdivision review process is efficient, while still ensuring new residential developments meet or exceed the Town's expectations.
- Review Town ordinances with regard to the development of accessory dwelling units. Continue to ensure that the Town's housing stock remains in good condition through code enforcement and promoting county and state rehabilitation programs.
- Provide information to its residents about various housing programs, including the Northeastern Wisconsin CDBG-Housing rehabilitation loan program and WHEDA homebuyer loan programs.

Chapter 6: Utilities and Community Facilities

Introduction to Utilities and Community Facilities

The type and quality of services provided by the Town of Lawrence are two of the most important reasons why people and businesses are attracted to and choose to remain within the community. Healthcare, childcare, and schools are examples of services that are often most important to residents. Utilities, power supply, and power transmission capabilities are examples of services that are often most important to businesses and industries.

As the Town of Lawrence continues to grow and mature, so will its need for services. Most frequently considered in this regard are sanitary sewer, public water, and storm water management. Most small rural communities do not provide services, but at some point the services become essential to the continued health, welfare, and safety of the community. In addition, federal and state rules (such as the Clean Water Act) often govern various aspects of such services.

Experiences from across the country have shown time and again that to provide high quality services, a growing community like the Town of Lawrence must maintain, upgrade, and reevaluate its utilities, facilities, parks, and other services. This means that the Town of Lawrence should periodically evaluate existing services to ensure the needs are addressed in the most cost-effective manner possible consistent with the Town of Lawrence long-term goals, trends, and projections. The elimination of unnecessary services should also be considered and the provision of new services considered when necessary. This process helps to address the issues that were raised during the visioning session. The analyses and recommendations within this chapter of the Town of Lawrence Comprehensive Plan are the first step in that process, and this plan should be used to guide and direct, but not replace, existing detailed engineering studies, facility plans, and capital improvement programs.

For all of these reasons and more, the continued provision of quality services is very important to the Town of Lawrence.

Goal and Objectives

Goal: Establish the existing utilities and community facilities in order to identify and meet the future community needs and expectations for Town of Lawrence residents, businesses, and industries.

Objective: Identify all existing utilities and community facilities so existing and future shortfalls can be identified.

Objective: Identify the value that future utilities and community facilities bring to the Town of Lawrence so the costs of improvements can be weighed with the benefits the improvements provide.

Objective: Identify existing park and recreation facilities in order to justify the future needs for the Parks & Outdoor Recreation Plan section of the Town of Lawrence Comprehensive Plan.

Background

The Town of Lawrence is small, but rapidly growing suburban town within the greater Green Bay Metropolitan Area that provides a range of utilities, facilities, and other services.

The Town of Lawrence provides the following:

- A volunteer fire department with two stations.
- A police service that is shared with the Village of Hobart.
- A public wastewater collection system for the northern portion of the Town of Lawrence.
- A public water supply and distribution system for the northern end of the Town of Lawrence.
- A limited park and recreation system.
- Offsite yard waste collection at the Town Hall.
- A new Town Hall that houses the administrative functions of the Town of Lawrence.

The Town of Lawrence contracts with:

- A private hauler for solid waste and recycling collection with Advanced Disposal Environmental services for the entire Town.
- Sewage conveyance, treatment, and disposal with NewWater (formerly Green Bay Metropolitan Sewerage District) for the northern end of the Town.
- Offsite household hazardous waste disposal with Brown County Materials Recycling Facility for the entire Town.
- De Pere Rescue Services Inc. for rescue services, as well as private companies, for other areas.
- Private providers arrange telecommunication, power, cemeteries, healthcare, care for the elderly, and childcare services within the Town of Lawrence.

Opportunities and Challenges

Challenges associated with Town of Lawrence utilities, facilities, and other services are related to the proper timing, location, and construction of new infrastructure, the need for new or higher levels of services as resident and business populations and needs change, the number of factors impeding expansion of the Town of Lawrence sewer and water systems, greater economic competition within the region and the metropolitan area, fiscal constraints, and new legislation and regulations. Opportunities include a healthy local population, economy, and business climate, efficiencies of scale, and possibilities for intergovernmental cooperation and shared services.

Inventory and Analysis

This section of the Utilities and Community Facilities chapter provides detailed information about the Town of Lawrence utilities, facilities, and other services and recommends actions to address identified concerns or issues. These recommendations are also summarized at the end of this chapter.

1. Sanitary Sewer Services

Of the infrastructure most urban and suburban communities provide to ensure the health, welfare, and safety of its citizens, sanitary sewer service is one of the more important and traditional ones.

Several major federal laws have been enacted over the past 100 years to protect our nation’s waters, and each of these laws imposed subsequently greater restrictions upon the discharge of pollution into lakes, rivers, and streams. With the passage of the 1972 Clean Water Act, all discharges of pollution required a permit, the use of best practicable pollution control technologies was required, and billions of dollars were provided for the construction of sewage treatment plants. This law also required comprehensive water quality planning for both point and nonpoint sources of pollution. For Brown County and the Town of Lawrence, this planning is currently contained in the *Upper Green Bay Basin Water Quality Management Plan*, prepared in January 1993 by the Wisconsin Department of Natural Resources (WDNR), and the *2040 Brown County Sewage Plan*, which was approved by the Brown County Planning Commission, endorsed by the WDNR in March 2003, and updated in 2011.

The northern portion of the Town of Lawrence is served by public sewer via NewWater (formerly the Green Bay Metropolitan Sewerage District). The remainder of the Town of Lawrence utilizes private on-site wastewater treatment systems. Figure 6-1 references the historic population in the Town of Lawrence with public sewer service:

Figure 6-1: Population Served by Public Sewer

Year	Population Served	Percent	Population Not Served	Percent	Total Population
2000	400	25.8%	1,148	74.2%	1,548
2005	1,711	58.7%	1,205	41.3%	2,916
2010	2,873	67.1%	1,411	32.9%	4,284
2014	3,017	65.1%	1,617	34.9%	4,634

The NewWater Wastewater Treatment Plant (WWTP) began serving the Town of Lawrence in 1990. NewWater is working on a \$250,000,000 upgrade to meet current hydraulic loading capacity demand for its entire system. After that project additional expenditures may be required to meet new phosphorous regulations related to the Clean Water Act.

There are no known concerns or issues associated with the NewWater's WWTP. The Town of Lawrence has a regular inspection program of its sewerage system and is generally aware of the demands future growth will impose upon the treatment plant and collection system.

It is envisioned that the Town of Lawrence will continue to experience growth and development. This rate of growth and development will greatly impact infrastructure needs, including the sewerage system. The amount of growth and development that occurs with public sewer and water service will greatly impact the Town of Lawrence's future infrastructure.

Sewer service area planning is a state water quality program administered by the DNR pursuant to the Federal Clean Water Act. Wisconsin Administrative Code sections NR 121, NR 110, NR 113, and COM 82 require that wastewater facility plans, sanitary sewer extensions, and large onsite sewage disposal systems must be in conformance with an approved areawide water quality management plan. The Brown County Planning Commission is the designated areawide water quality management agency for sewer service area planning within Brown County. Thus, the BCPC determines sewer service areas, subject to approval by the DNR.

The *2040 Brown County Sewage Plan* identifies the extent of sewer service areas in the Town of Lawrence and the rest of Brown County. When determining sewer service areas, environmental protection and cost-effective provision of sewer and water services are key considerations for providing compact, easily serviced growth. The delineated sewer service area represents the area that should be sufficient to accommodate the community's projected growth for a 20-year timeframe, with some margin for allowing market conditions to operate. The existing Town of Lawrence Sewer Service Area (SSA) is shown in Figure 6-2.

Federal, state, and county rules require that the amount of land contained within a sewer service area be based on the 20-year population projection prepared by the Wisconsin Department of Administration. This 20-year population projection is then incorporated into an elaborate formula that takes into consideration expected future population, average lot size, average number of people per household, and various market and road factors. Once determined, the sewer service area should have sufficient acreage to satisfy the 20-year population growth for a municipality with a moderate amount of flexibility built in. The sewer service area boundary is typically revised every five to ten years or so during a countywide update of the County sewage plan. In addition, municipalities may ask for an amendment to the sewer service area to address changing conditions or trends. Amendments must be reviewed and approved by the municipality, the BCPC, and the DNR.

This comprehensive plan envisions the development of approximately 1,502.68 acres of vacant developable land over the next 25 years. The *2040 Brown County Sewage Plan* indicates that as the vacant developable land may be developed, the acreage can be replaced through sewer service area amendments. This process was created to allow the sewer service areas to grow

and expand in direct relationship to the growth and development occurring within the areas in compliance with smart growth comprehensive planning.

To ensure the most efficient and cost-effective sewerage system possible, replacement, rehabilitation, and new construction should take place in a planned and coordinated manner. When possible, sanitary system modifications within a specific area should be undertaken at the same time as water, storm water, and/or road construction or reconstruction so that construction impacts are minimized and efficiency between the projects is maximized. Also, the development or redevelopment of lands adjacent to this specific area and the use of underutilized infrastructure should be encouraged over the extension of new infrastructure. When the extension of infrastructure is warranted, it should be provided in such a manner that encourages cost effective compact and contiguous development patterns. Figure 6-3 identifies existing sewer lines.

It is recommended that the Town of Lawrence expand long-range planning, maintenance, and funding efforts to ensure that its collection system remains adequately sized and located for anticipated growth and development.

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

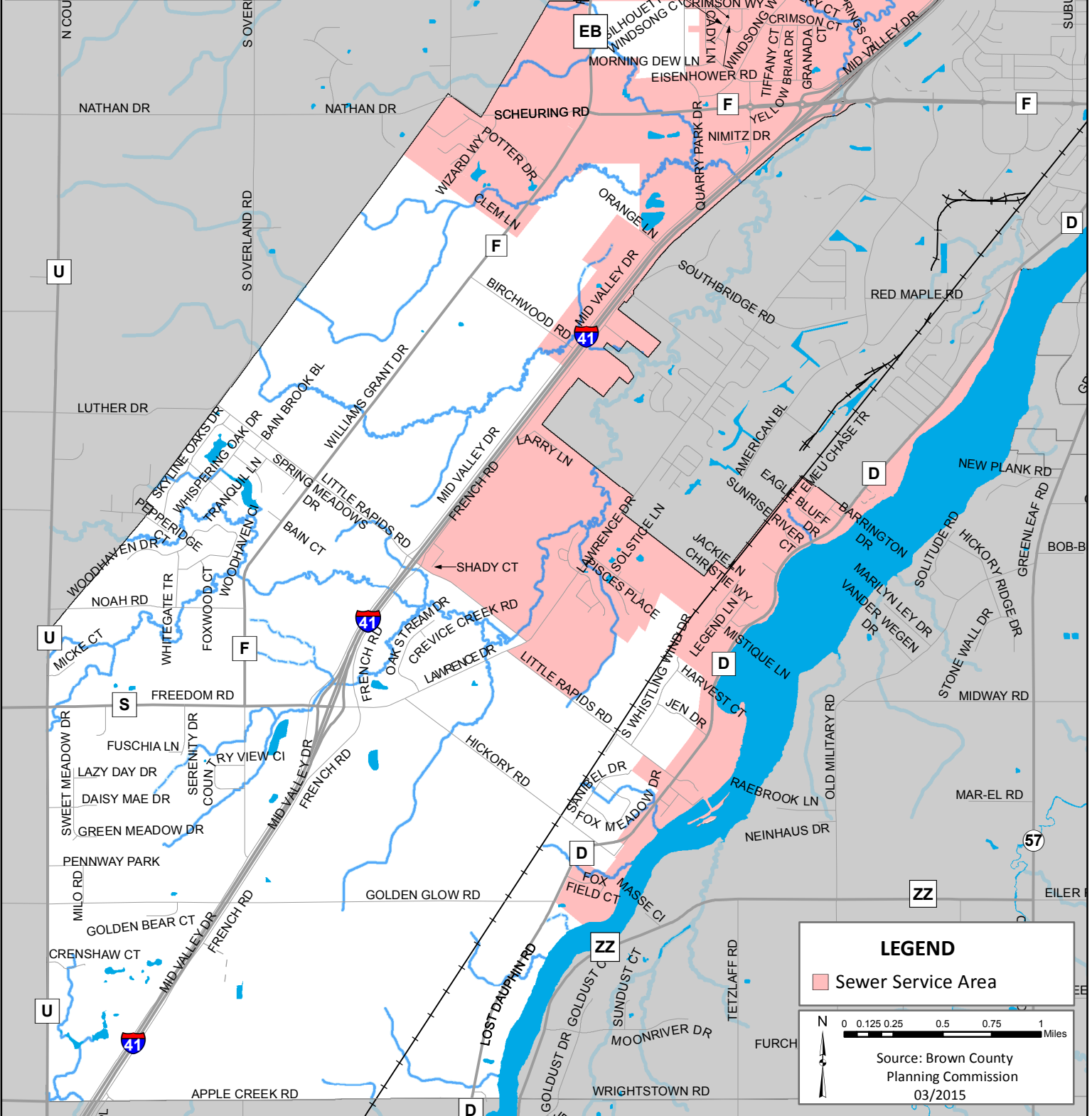
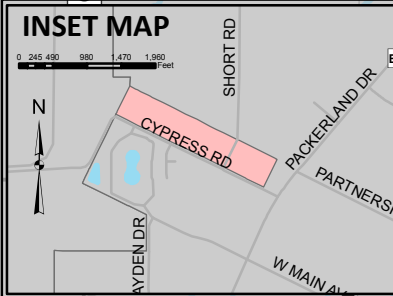
It is further recommended that the Town of Lawrence work with the DNR, NewWater, and BCPC to ensure that anticipated growth is accommodated by the sewerage system components and that it is in conformance with sewer service area and facilities planning efforts.



Figure 6-2

Sewer Service Area

Town of Lawrence, Brown County, WI



LEGEND

Sewer Service Area

0 0.125 0.25 0.5 0.75 1 Miles

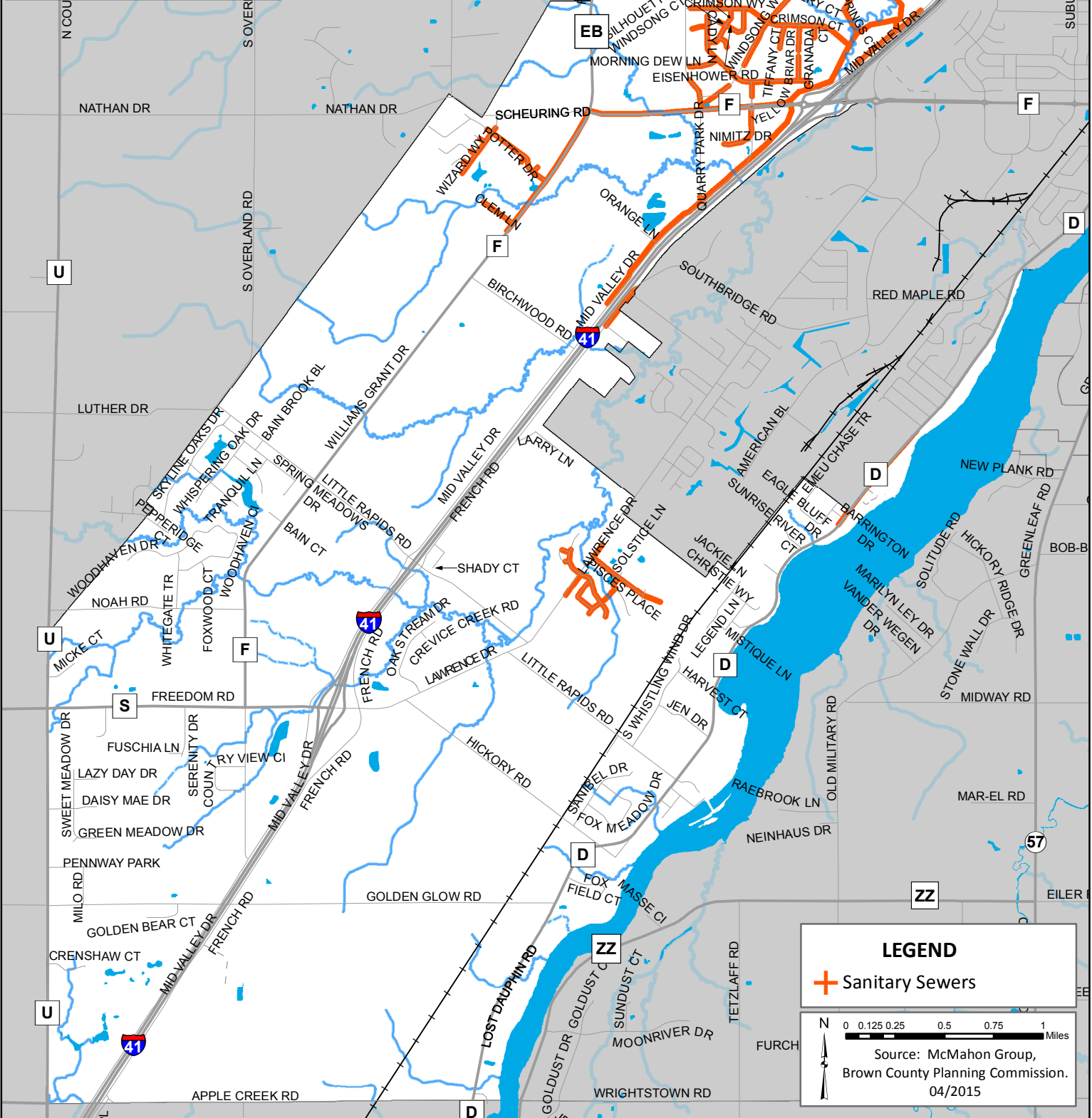
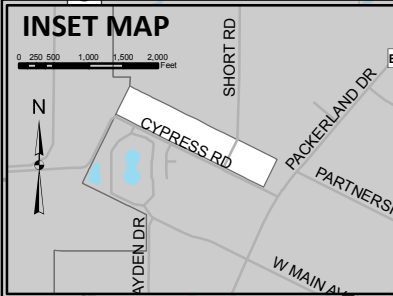
Source: Brown County Planning Commission
03/2015



Figure 6-3

Sanitary Sewers

Town of Lawrence, Brown County, WI



LEGEND

Sanitary Sewers

N 0 0.125 0.25 0.5 0.75 1 Miles

Source: McMahon Group,
Brown County Planning Commission.
04/2015

2. Onsite Sewage Disposal Systems

Onsite sewage disposal systems are those that store, treat, or dispose of wastewater (or perform a combination of these functions) on the site at which the wastewater is generated. Onsite sewage disposal systems are used in those areas that are not served by offsite systems. Typical examples of onsite systems include holding tanks, conventional septic systems, or pressure systems used by individual homeowners and small businesses located in rural areas. Information provided in the Brown County Soil Survey indicates that the soils within the Town of Lawrence are generally suited for development. Slow permeability and a high groundwater table are the most common limiting factors in certain areas. In those areas, pressure systems or holding tanks are the only options available for onsite systems. Where soil and other limiting conditions are not a factor, conventional systems are typically used.

In 1969, Brown County created the Brown County Private Sewage System Ordinance (Chapter 11) of the Brown County Code pursuant to requirements of the Wisconsin State Statutes and the Wisconsin Administrative Code, which pertain to regulation of the construction, installation, and maintenance of plumbing in connection with all buildings in the state. Chapter 11 of the Brown County Code regulates the location, construction, installation, alteration, design, and use of all private onsite wastewater treatment systems (POWTS) within the County so as to protect the health of residents, to secure safety from disease and pestilence, to further the appropriate use and conservation of land and water resources, and to preserve and promote the beauty of Brown County and its communities.

The Wisconsin Department of Commerce adopted revisions to Wisconsin Administrative Code COM 83 (Private Onsite Wastewater Treatment System) to recognize new technologies, provide consistent application of the code, incorporate new standards, provide more options to owners, improve treatment, revise outdated rules, address legislative intent, and define agency roles. These changes have been reflected in Chapter 11 of the Brown County Code. The effect of these changes has been to increase the options and opportunities for use of private onsite systems within the communities of Brown County.

The Brown County Zoning Department has been collecting detailed information on all POWTS within the County since 1977. This information indicates that, as of March 1, 2015, there are 429 mound waste systems, 100 holding tanks, 92 conventional systems, 6 at-grade systems, and 2 in ground (pressure) onsite waste systems. The Brown County Zoning Department has collected detailed holding tank pumping information since 1994.

It is recommended that new development to be served by onsite sewage disposal systems be prohibited within those portions of the Town of Lawrence identified within the existing and future sewer service areas.

It is also recommended that any new unsewered development located in the existing or future sewer service area be discouraged to the greatest extent possible and, if approved, be required to be developed in such a fashion that when public sanitary sewer service becomes available, the development can and must connect to the public sanitary sewer system in an efficient and cost-effective manner.

It is also recommended that existing unsewered development within any service increments be connected to public sewer when it can be done cost-effectively and efficiently, such as when a majority of onsite systems within a certain area begin to fail and public sewer is already nearby.

Should significant development occur outside of these growth areas and without public sewer, it will become more costly and more difficult for the Town to expand its public sewer and water system. It is recommended that the Town of Lawrence continue to support Brown County's private sewage disposal system ordinance that requires inspections of all existing onsite sanitary systems at the time of sale of the associated property and the ordinance's mandatory 3-year maintenance program.

3. Water Supply

In conjunction with sanitary sewer service, drinking water is one of the more important and traditional elements of urban and suburban infrastructure. Where one is provided, the other is also often present. Water mains often share many of the same easements and are often extended concurrently with sanitary sewers. Figure 6-7 identifies existing water mains.

The Federal Safe Drinking Water Act of 1974 charged the Environmental Protection Agency (EPA) with promulgating drinking water standards to protect public health. These standards, known as "maximum contaminant levels" (MCLs), now cover approximately 52 substances. Primary MCL standards are designed to protect public health and include standards for organic and inorganic chemicals, microorganisms and bacteria, and turbidity. Secondary MCL standards are designed to protect public welfare and include color, odor, and taste. The Wisconsin DNR has promulgated state MCLs based on the federal MCLs whether its source is groundwater or surface water. These standards apply to any public water supply system. However, they technically do not apply to individual or non-public water supply systems but rather serve as guidance in determining if a well may be contaminated.

As stated by the Wisconsin Department of Natural Resources, all drinking water, no matter the source, may reasonably be expected to contain at least small amounts of some contaminants. Contaminants may include microbes, such as viruses and bacteria; inorganics, such as salts and metals; pesticides or herbicides; organic chemicals, such as petroleum byproducts; and radioactive substances. The presence of such contaminants does not necessarily indicate that the water poses a health risk.

In 1984, Wisconsin State Statutes 160 and Administrative Codes NR 809 and 811 were created to minimize the concentration of polluting substances in groundwater through the use of numerical standards to protect the public health and welfare. The numerical standards created under NR 809 and 811 consist of enforcement standards and preventive action limits.

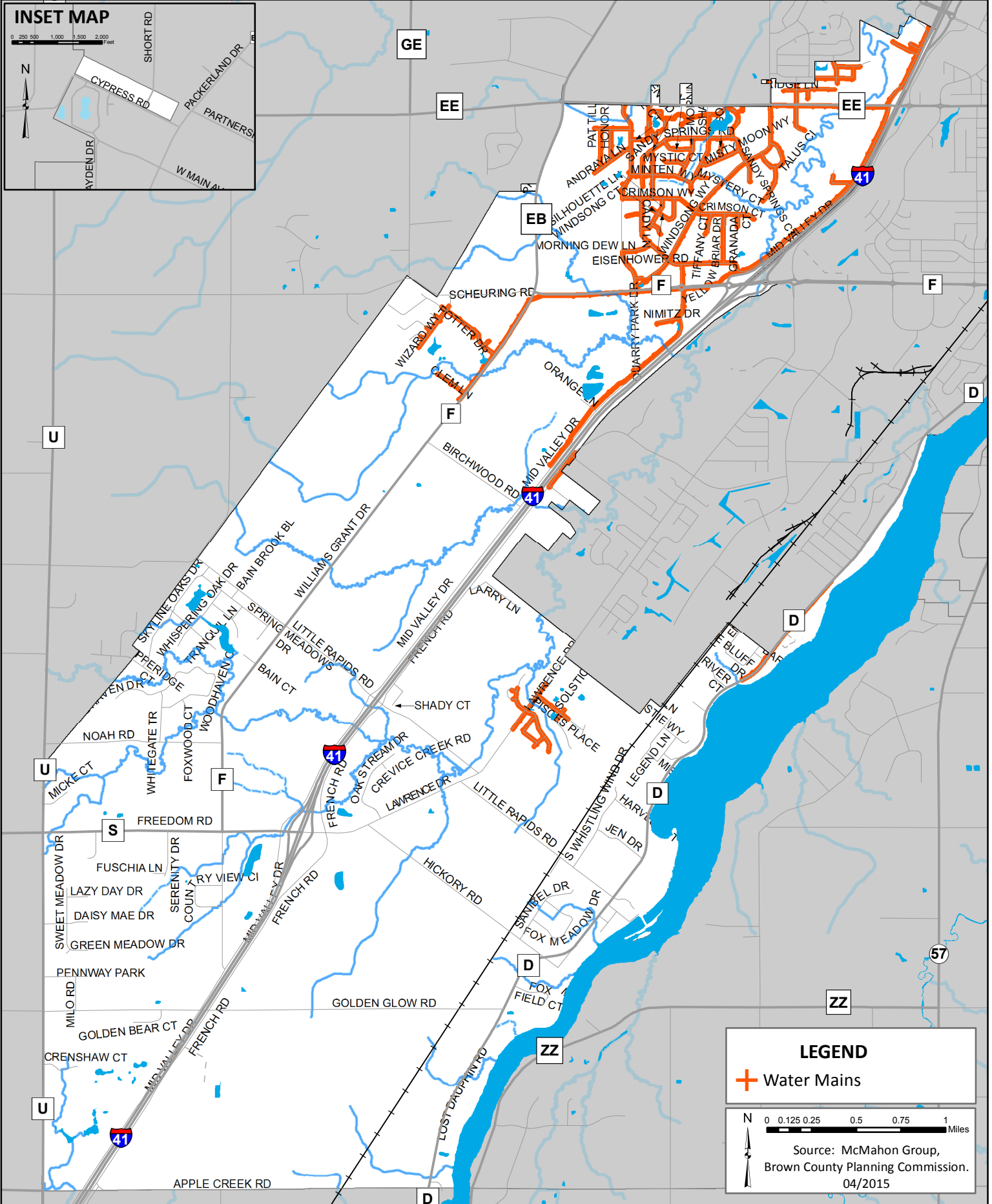
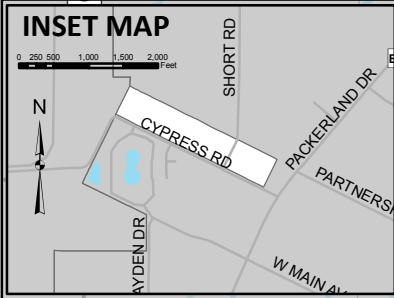
A review of the 2013 Consumer Confidence Report indicates that of over 76 different contaminants that NewWater tested for, none exceeded the federal/state MCL. More detail about this can be obtained by reviewing the Consumer Confidence Report (CCR) maintained by the Wisconsin Department of Natural Resources. Although arsenic has been identified as a groundwater contaminant concern in northeastern Wisconsin, violations of the arsenic MCL have not been identified in the public water supply system.

To address anticipated growth, additional major distribution system components are envisioned, such as elevated storage tanks and water mains, as well as continued maintenance of the existing water system. To ensure the most efficient and cost-effective water system possible, replacement, rehabilitation, and new construction should take place in a planned and coordinated manner. Water main modifications within a specific area should be undertaken at the same time as sewer, storm water, and road construction or reconstruction so that construction impacts are minimized and efficiency between the projects is maximized. Also, the development or redevelopment of lands adjacent to this specific area and the use of underutilized infrastructure should be encouraged over the extension of new infrastructure. When the extension of infrastructure is warranted, it should be provided in such a manner that encourages compact and contiguous development patterns.

It is recommended that long-range planning, maintenance, and funding efforts are expanded to ensure systems remain adequately sized and located for future growth and development.



Figure 6-4
Water Mains
 Town of Lawrence, Brown County, WI



4. Solid Waste Disposal and Recycling

Solid waste collection and disposal is another example of traditional infrastructure provided by many urban communities to protect the health, welfare, and safety of its citizens.

Prior to the 1970s, solid waste from Brown County's communities and businesses was put in unregulated garbage dumps or burned in unregulated incinerators. In 1976, Brown County built the East Landfill, the first engineered landfill in Wisconsin. Shortly thereafter, Brown County built the West Landfill, the second engineered landfill in Wisconsin. These landfills were an environmentally and economically sound alternative to previous methods of solid waste disposal. Beginning in 2003, its solid waste, as well as the rest of Brown County's, is transported to the Brown County Solid Waste Transfer Station where it is, in turn, transported to the Outagamie County landfill.

The benefits of recycling are numerous and include saving natural resources, saving energy, reducing the need for landfill space and incineration, reducing pollution, reducing local solid waste management costs, and creating jobs and businesses. In addition, an increasing number of communities are realizing that the slogan "reduce, reuse, and recycle" is a significant factor in protecting the environment.

The Town of Lawrence receives automated curbside solid waste and recycling services from a private provider and drop off at a transfer station. Disposal of garden waste, leaves, and grass is available at the Town of Lawrence compost facility located at the Town Hall. Disposal of hazardous waste is available at the Brown County Materials Recycling Facility in Ashwaubenon.

It is envisioned that the current method of recycling will continue to be adequate during the next 20 years; although, this service should be periodically reviewed to ensure that it continues to meet the needs of the Town of Lawrence.

5. Storm Water Management

In 1987, the federal government passed an amendment to the Clean Water Act that included several regulations relating to stormwater management and nonpoint source pollution control. The programs created by this legislation are administered by the U.S. Environmental Protection Agency and are targeted to control nonpoint source pollution from municipal, industrial, and construction site runoff.

Due to revisions to the federal programs in 1999 and corresponding changes to Wisconsin Administrative Codes, these federal programs apply to most communities for most construction sites one acre or larger in size, including portions of the Town of Lawrence. The requirements will apply as well to many ongoing Town of Lawrence activities, such as its road and utility reconstruction and grounds maintenance through the requirements of the Town MS4 Permit.

As stated in the Wisconsin Department of Natural Resources' model stormwater runoff ordinance, uncontrolled stormwater runoff from land development activity has a significant impact upon water resources and the health, safety, and general welfare of the community. Uncontrolled stormwater runoff can:

- Degrade physical stream habitat by increasing stream bank erosion, increasing streambed scour, diminishing groundwater recharge, and diminishing stream base flows.
- Diminish the capacity of lakes and streams to support fish, aquatic life, recreational activities, and water supply uses by increasing loadings of nutrients and other urban pollutants.
- Alter wetland communities by changing wetland hydrology and by increasing pollutant loads.
- Reduce the quality of groundwater by increasing pollutant loads.
- Threaten public health, safety, property, and general welfare by overtaxing storm sewers, drainageways, and other minor drainage facilities.
- Threaten public health, safety, property, and general welfare by increasing major flood peaks and volumes.
- Undermine floodplain management efforts by increasing the incidence and levels of flooding.
- Diminish the public enjoyment of natural resources.

As urban development increases, so do the risks. Research indicates that many concerns become evident when impervious surfaces (rooftops, roads, parking lots, etc.) within a watershed reach 10 percent. A typical medium density residential subdivision can contain about 35 to 45 percent impervious surfaces. Therefore, such adverse impacts can occur long before the majority of a watershed becomes developed.

The Town of Lawrence stormwater system is comprised of a conveyance system consisting of swales, roadside ditches, storm sewers, culverts, and channels and a storage system consisting of wetlands, wetland remnants, and constructed stormwater detention facilities. This system generally transports stormwater runoff from developed lands to the Fox River and eventually into the bay of Green Bay.

The Town of Lawrence has a regional storm water management plan as part of the MS4 Permit. The Town of Lawrence also created a stormwater utility with an annual budget to address storm water maintenance and capital needs.

It is anticipated that implementation of the stormwater management plan recommendations and the creation of a stormwater management utility will fully address the stormwater management needs of the Town of Lawrence during the timeframe of this comprehensive plan. However, the stormwater management plan and this comprehensive

plan will likely need to be revised to ensure the continued compliance with state and federal stormwater regulations as the regulations change over time.

6. *Parks and Recreation*

The presence of outdoor recreation and open space adds to a community's quality of life. It enhances the attractiveness of and fosters a sense of civic pride in the community. The provision of an adequate supply of areas, facilities, and activities to accommodate the public's open space and recreational needs has been demonstrated to promote the general health, welfare, and safety of the community and its citizens.

The Town of Lawrence included a Comprehensive Parks & Outdoor Recreation Plan within this Comprehensive Plan. The Town of Lawrence existing public park system is shown in Figure 6-5. The public park system includes 3 sites, encompassing 28 acres. The map also includes two private sites, being a golf course and part of a campground, that encompass 207.8 acres. More information regarding the future expansion of the park system is defined in the description of each site and is included in this section. More information is located in the Comprehensive Parks & Outdoor Recreation Pla section of this Plan. The following is an itemized list of parks in the Town of Lawrence.

Wisconsin State Parks

Lost Dauphin State Park

A 9.5 acre facility located on Lost Dauphin Road (CTH D) along the Fox River, between Brett way and Jen Drive. The state park lies within the site of the original Eleazer Williams homestead.

Brown County Parks

None.

Lawrence Town Parks

Shadow Ridge Park

A 6.7 acre facility located on Shadow Ridge way, south from Minten Way. The park lies within a residential development.

Quarry Park

A 12.5 acre facility located on Quarry Park Drive, between Crimson Way and Morning Dew Lane. The park lies between a residential development and an active quarry.

Public Schools

Hemlock Creek Elementary

A 44.5 acre facility located on Williams Grant Drive (CTH F), Potter drive and Clem Lane. The school lies to the south and east of developing residential property.

Private and Semi-Private Facilities

Mid Vallee Golf Course

A 203.7 acre facility located on Mid Valley Drive, south from Golden Glow Road. The golf course is at the far southwest end of the Town of Lawrence.

Apple Creek Campground

A 4.1 acre portion of the facility located on County Line Road (CTH U) is in the Town of Lawrence. The campground is at the far southwest end of the Town of Lawrence.

In addition to developing a Comprehensive Parks & Outdoor Recreation Plan as part of this comprehensive plan, the Town of Lawrence developed a Bicycle and Pedestrian Plan in 2011. The Bicycle and Pedestrian plan identifies existing and proposed locations for sidewalks, trails, and on-street bicycles lanes in extensive detail. Due to the detail of the Bicycle and Pedestrian Plan, the main components are referenced in this comprehensive plan in the Transportation Chapter and Parks & Outdoor Recreation Plan chapter. The 2011 Bicycle and Pedestrian Plan is solid with recommendations that are still valuable for the Town of Lawrence today.

To capitalize upon the benefits provided by park, recreation, and open space sites, it is recommended that the Town of Lawrence expand efforts to plan, acquire, develop, and maintain its park, recreation, and open space system. As residential neighborhoods continue to be developed in the Town of Lawrence, land for parks and open space sites should continue to be set aside.

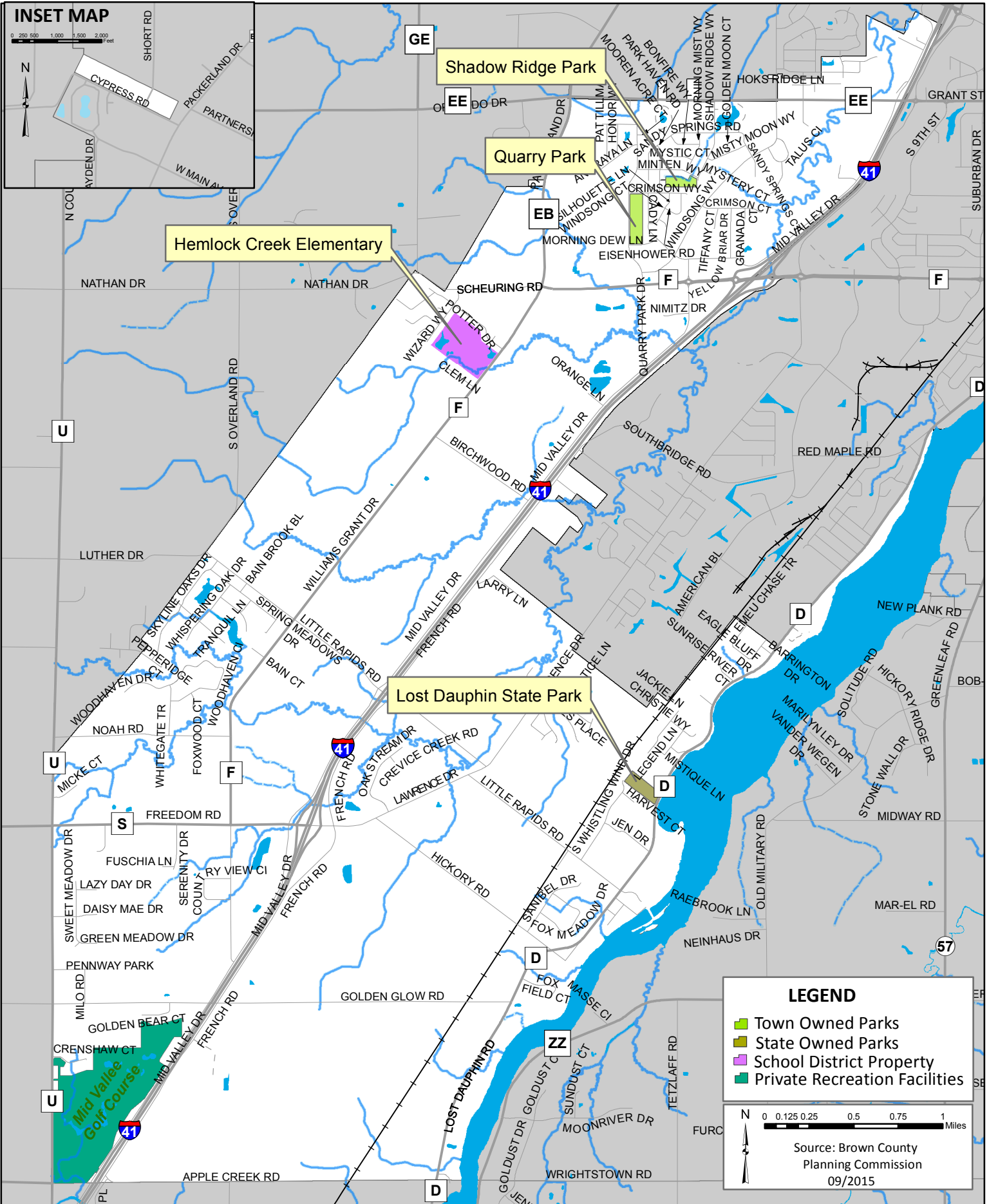
It is recommended that the Town of Lawrence maintain close ties with and support of its many local private, nonprofit, and volunteer organizations. With such assistance, the Town of Lawrence can accomplish more with its park and recreation system. The Town of Lawrence should share facilities and facilitate joint planning with school districts and neighboring communities for the same reasons.



Figure 6-5

Park and Recreation Areas

Town of Lawrence, Brown County, WI



7. Telecommunication

AT&T provides landline phone service to all of the Town of Lawrence. Time Warner Cable provides cable serviced television, telephone, and internet access, which includes cable modem and DSL.

Trends in the telecommunications industry point to a continued demand for high-speed Internet access and cellular communications in the future. In response, many local communities across the country, including some within Wisconsin, have used a proactive approach to the provision of this service to ensure that this service is provided to its community in the quickest, most equitable, and most efficient manner possible. It is recommended that the Town of Lawrence consider the impacts of this service to ensure that it is meeting the Town of Lawrence's needs.

Although legislative action minimizes the control over certain cellular communications facilities that are being approved, the Town of Lawrence should ensure that all possible efforts are undertaken to collocate facilities and that adequate easements and other necessary rights-of-way are available. It is recommended that the Town of Lawrence ensure that adequate design standards for any associated infrastructure are followed.

It is anticipated that this service will continue to be provided by the private sector and will continue to meet the demands of the Town of Lawrence.

8. Power Generation

Electricity and natural gas are provided in the Town of Lawrence by Wisconsin Public Service Corporation (WPS). WPS provides electricity and natural gas to most of Brown County, as well as to most of northeastern Wisconsin, including all or portions of 24 counties. There are a few portions of Brown County serviced by WeEnergies.

It is anticipated that this service will continue to be provided by the private sector and will continue to meet the demands of the Town of Lawrence.

9. Cemeteries

There are two cemeteries within the Town of Lawrence. The 4.1 acre Lawrence Cemetery is located on Sand Acres Drive, and the 2.3 acre South Lawrence Cemetery is located on French Road. Future demands for this service should continue to be addressed by the private sector, and the Town of Lawrence should encourage cemetery uses within town boundaries when properly designed and located.

10. Medical Healthcare

There is one clinic located in the Town of Lawrence; A Prevea Health Clinic is located on Eisenhower Road. The Town of Lawrence relies on additional medical healthcare providers located in the City of De Pere, City of Green Bay, and Village of Ashwaubenon. Some facilities

include four hospitals in the City of Green Bay, and clinics and fast care sites in the City of De Pere and Ashwaubenon. Many services are also provided to the residents of the Town of Lawrence, as well as the rest of Brown County, by the Brown County Health Department.

It is anticipated that present services will be adequate for the timeframe of this comprehensive plan. While additional future demands for hospitals and medical clinics should continue to be addressed primarily by the private sector, the Town of Lawrence should encourage such uses within its own community when properly designed and located.

11. Elderly Care

There is one assisted living facility in the Town of Lawrence. The 3.2 acre Artisan Assisted Living and Memory Care is located on Scheuring Road. The Town of Lawrence also relies upon private elderly care providers located in the City of De Pere and adjacent villages. Services are also provided to residents of the Town of Lawrence, as well as the rest of Brown County, by the Brown County Aging Resource Center.

While additional future demands should continue to be addressed primarily by these agencies, some services may warrant provision by the Town of Lawrence as population increases. Most often considered is a senior center that would provide recreational, educational, and other similar opportunities. Senior centers are often located in conjunction with other compatible uses, such as a park site, year-round recreation facility, and school site, and often share space with other agencies for services and programs.

It is recommended that the Town of Lawrence study the feasibility of a senior center in the near future.

12. Childcare

There is one daycare center in the Town of Lawrence. The 3.2 acre Creative Kids LLC is located on Scheuring Road. Residents also rely upon private childcare/daycare providers located in neighboring communities, and there are a number of in-home licensed providers within the Town of Lawrence.

Additional future demands should continue to be addressed by the private sector, and the Town of Lawrence should encourage such uses within its own community when properly designed and located.

13. Emergency Services

Emergency services are vital to the welfare and safety of the community and are one of the few services a community provides that is equally important to both residents and businesses. The level of this service varies greatly from community to community, based, in part, upon its size and population level. It is also common that the level of this service changes as the community grows.

Police service and an office is provided to the Town of Lawrence by a shared local police department with the Village of Hobart. A satellite office is also located in the Village of Hobart with supplemental backup from the Brown County Sheriff's Department. This is the same service the Sheriff's Department provides to all municipalities within the County that do not have their own police department. The Town of Lawrence also has entered into an agreement with the Sheriff's Department for additional police protection.

In 2015 the Town of Lawrence studied police and emergency services to ensure that it continues to meet the needs as population increases. It is envisioned that at some point additional protection and/or a higher level of service may be necessary.

The Town of Lawrence Volunteer Fire Department provides fire service. The 25 member department possesses one fire station located at the intersection of Shady Court and French Road in the central portion of the Town of Lawrence, and a second fire station on Crimson Way.

The level of fire service varies greatly from community to community. Further indications of this variability can be seen in the fire insurance ratings issued for local communities by the Insurance Services Office (ISO). Based upon its countrywide Public Protection Classification Program, Brown County communities range from a Class 2 for the City of Green Bay to a Class 9 for most rural towns. This classification system is used to help establish fire insurance premiums for residential and commercial properties by several insurance companies.

Rescue service (ambulance and paramedic) is provided to the Town of Lawrence by the City of De Pere Rescue Services.

It is recommended that the Town of Lawrence periodically study its police, fire, and rescue services to ensure that the services continue to meet the needs of the community. This may eventually include the need for a joint fire/rescue station within the Town of Lawrence. It is also recommended that the Town continue any mutual aid agreements with neighboring communities.

14. Libraries

Due to no libraries in the Town of Lawrence, the public Brown County Library system is used to meet the public's library needs. Of the nine libraries that make up the Brown County Library system, the closest libraries are the Wrightstown Branch library, located at 615 Main Street in the Village of Wrightstown, and the Kress Family Branch Library, located at 333 N. Broadway in the City of De Pere. The Brown County Library system provides a local history and genealogy department, various adult programs, and numerous children's programs. All county library services are available to Town of Lawrence residents.

There may be a need within the timeframe of this comprehensive plan to develop a new branch of the Brown County Library in the Town of Lawrence. As other new branch libraries have recently been funded, the Town of Lawrence should consider working with Brown County, local business owners, and residents to fund library construction through donations. A properly located new library will assist in creating an identity and “downtown” for the town and increase pedestrian and vehicular traffic in that area.

15. Schools

The northern portion of the Town of Lawrence lies within the West De Pere School District and the southern portion lies within the Village of Wrightstown School District (Figure 6-6). One school lies within the borders of the Town of Lawrence, being the Hemlock Creek Elementary School (*also mentioned in the ‘Parks & Outdoor Recreation Plan’ section of this chapter*). Due to the addition of eight new classrooms, the public school has an enrollment of 736 students in grades Pre-Kindergarten through Five. The school is located at 1900 Williams Grant Drive on the west central side of the Town of Lawrence.

The Town of Lawrence should develop an annual or biannual meeting schedule with the West De Pere School District to stay in contact and ensure future developments and future school building projects are coordinated in as cost-effective and cooperative means as possible.

16. Post Office

There are no post offices in the Town of Lawrence. The three nearest post offices are on 9th Street and Main Avenue in the City of De Pere and on Main Street in the Village of Wrightstown.

It is recommended that a mail dropbox site be developed in the Town of Lawrence to improve mail services.

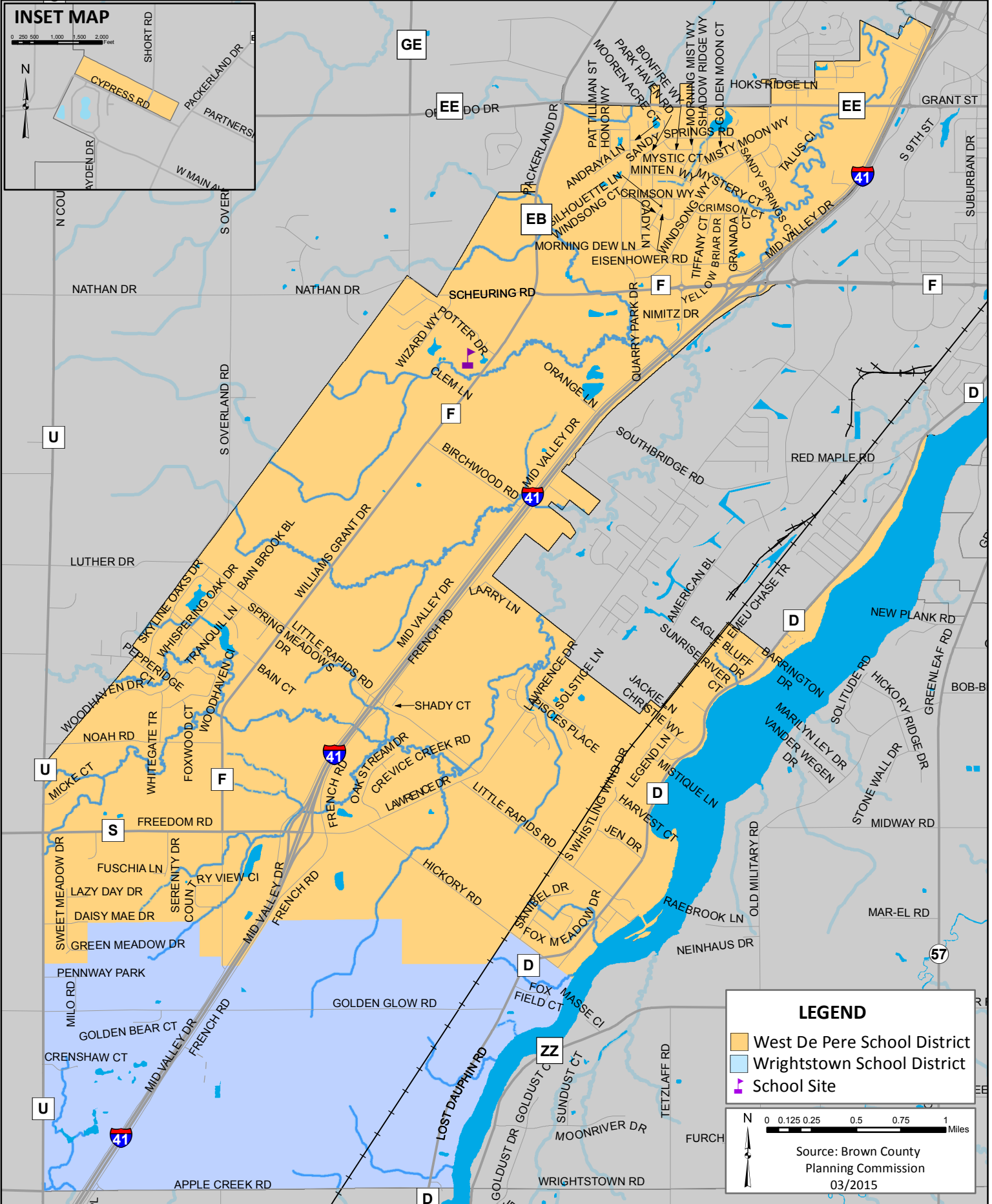
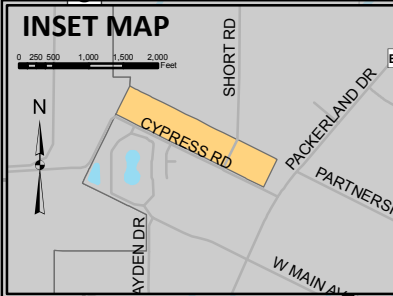
17. Government

The new Town of Lawrence Town Hall, built in 2013, is located at 2400 Shady Court in the central portion of the Town of Lawrence. The town hall contains the offices of the Town Administrator, Clerk/Treasurer, Public Works, multi-jurisdictional Judge, and Building Inspector/Administrator. The building contains a Town Board meeting room as well as additional meeting areas, a shared police office, and staff offices. The existing Fire Station One was formerly shared with the old Town Hall.



Figure 6-6 School Districts

Town of Lawrence, Brown County, WI



LEGEND

- West De Pere School District
- Wrightstown School District
- School Site

0 0.125 0.25 0.5 0.75 1 Miles

Source: Brown County Planning Commission
03/2015

Policies and Programs

There are many approaches the Town of Lawrence can take to achieve the utilities and community facilities goal and objectives listed in this chapter. The goals and objectives range from specific one-time actions to broad ongoing programs. A summary of the actions and programs pertaining to the Utilities and Community Facilities chapter of this plan is provided in this section.

In addition, while not specifically addressed within this plan, it is generally understood that the Town of Lawrence continue to review administrative practices to ensure compatibility with the policies, programs, and actions set forth in this plan. Examples include the employment of an adequate number of staff to carry out programs recommended in this plan, the provision of continuing professional and technical education to Town of Lawrence staff, and the division of department and individual staff duties to ensure an efficient operation.

Important and commonly raised issues pertaining to this chapter include:

- Identify methods of sustaining current tax rates with favorable services.
- Ensure that sewer and water service is not placed into areas where it is not proposed.
- Ensure that developers pay for sewer and water services.

It is particularly important that Town of Lawrence infrastructure and development policies address the impacts of premature extension of infrastructure and inefficient development patterns. When any service or infrastructure involving physical components is extended or expanded (most commonly considered in these situations are sewer, water, and stormwater systems but can also include streets, lights, electricity, or gas), it is typically sized and located in such a manner as to take full advantage of the ultimate area it is to serve and the lifespan of its components. It is incrementally installed to keep pace with the demands placed upon it, and development is only approved when it can be economically and efficiently served by such infrastructure. When done correctly, this means that the incremental components of the infrastructure are added only when they are needed. Also, at about the same time as the major components are fully utilized and need to be replaced or expanded, the infrastructure has also reached the end of its useful life and needs to be replaced or expanded, and development that is not in conformance with these guidelines is not approved. When this situation occurs, cost-effectiveness and efficiency should be maximized, component parts should be added only when needed, full use of the infrastructure should be obtained, and repair and replacement of the components should be kept to a minimum.

However, if infrastructure is extended or expanded in a manner that does not support these guidelines or development is approved that interferes with achieving these guidelines, the expansion of infrastructure has not been nearly as cost-effective or efficient as it could have

been. Such inefficiencies commonly occur when infrastructure is extended to or expanded for premature development or inefficient development patterns or development not utilizing this infrastructure has been approved in areas for which the infrastructure was planned. This typically results in infrastructure that is extended long distances with no users, is extended long distances with an inadequate number of users, is extended to areas to which it is not desired, is sized or located so that more component parts eventually need to be constructed than otherwise would have been necessary, or the component parts eventually do not achieve full utilization.

Utility customers typically end up paying the costs of poor utility planning and installation due to premature or inefficient development. In addition, the community also typically has to pay for the extra capacity or extra components built into the infrastructure that are eventually needed for the development of the larger ultimate area. Therefore, it is recommended that the Town of Lawrence focus on improving and expanding on its capital improvements programming and other long-range planning efforts to eliminate and minimize inefficiencies.

It is recommended that the Town of Lawrence enforce the recommendation from its previous comprehensive plan that all future development within the Town of Lawrence be approved so that a goal of 90 percent of the new lots can be provided public sanitary sewer and water service.

It is recommended that the Town of Lawrence implement both a five year Capital Improvements Program and a five year financial budget that is reviewed, adopted, and approved annually so that the timing, construction, and funding of the Town of Lawrence capital improvements projects, such as roads, sanitary sewers, water mains, and storm sewers, can be projected, prioritized and implemented as efficiently as possible.

A summary of this chapter's policies and programs is provided.

1. *Sanitary Sewer Service*

- Expand the Town of Lawrence long-range planning, maintenance, and funding efforts to ensure that its collection system remains adequately sized for anticipated growth and development.
- Expand the Town of Lawrence collection and treatment systems in conformance with the sewer service areas identified within this plan and promote infill development and efficient and cost-effective growth patterns.
- Work with the DNR, NewWater, and BCPC to ensure that the Comprehensive Plan anticipated growth can be accommodated by the agencies' sewerage system components and is in conformance with sewer service area and facility planning efforts.

2. *Onsite Sewage Disposal*

- Discourage unsewered development within this plan to the greatest extent practical. If development is approved within an area that could receive public sewer and/or water

service in the future, such development should be designed and located so that it can eventually be connected to the public sewer and/or water systems as efficiently as possible.

- Undertake a study of the feasibility of connecting existing unsewered development to the public sewer and water systems.
- Continue to support Brown County's private sewage disposal system ordinance that requires inspections of all existing onsite sanitary systems at the time of sale of the associated property and the ordinance's mandatory 3-year maintenance program.

3. *Water Supply*

- Expand long-range planning, maintenance, and funding efforts to ensure that the water supply and transmission system remains adequately sized for anticipated growth and development and is expanded as efficiently as possible.
- Expand the water system, promoting infill development and efficient and cost effective growth patterns.

4. *Solid Waste Disposal and Recycling*

- Periodically study the existing services to ensure continued coverage for the Town of Lawrence needs.

5. *Storm Water Management*

- Implement the recommendations of the Comprehensive Storm Water Plan and facilitate the requirements of the MS4 Permit and TMDL for the Town of Lawrence.

6. *Parks and Recreation*

- Participate in the Tree City USA program.
- Continue support of local nonprofit and volunteer groups.
- Study the feasibility of establishing joint park/school sites, facilities, and programs.
- Implement the recommendations of the new Parks & Outdoor Recreation Plan section of the Comprehensive Plan.
- Continue to implement the recommendations of the Town of Lawrence Bicycle and Pedestrian Plan, and update the plan when necessary.

7. *Telecommunication*

- Ensure that telecommunication facilities are collocated to the greatest extent possible.
- Ensure that adequate easements and design standards for telecommunication facilities are utilized.

8. *Elderly Care*

- Study the feasibility of a senior center, combined with a year round activity center when the population supports the facility.

9. *Emergency Services*

- Periodically review police, fire, and rescue services to ensure needs continue to be met as the Town of Lawrence population increases.
- Create and continue mutual aid agreements with neighboring communities when

possible.

10. Libraries

- Consider a future Brown County Library branch in a downtown area when population supports the facility.

11. Schools

- Continue placement of sidewalks near schools, connecting to residential neighborhoods to create safe walking and biking routes for elementary schools, as well as future schools.
- The Town of Lawrence should work closely with the two school districts and neighboring communities to address the future needs of the school districts in the most cost-effective and timely manner as possible.

12. Government

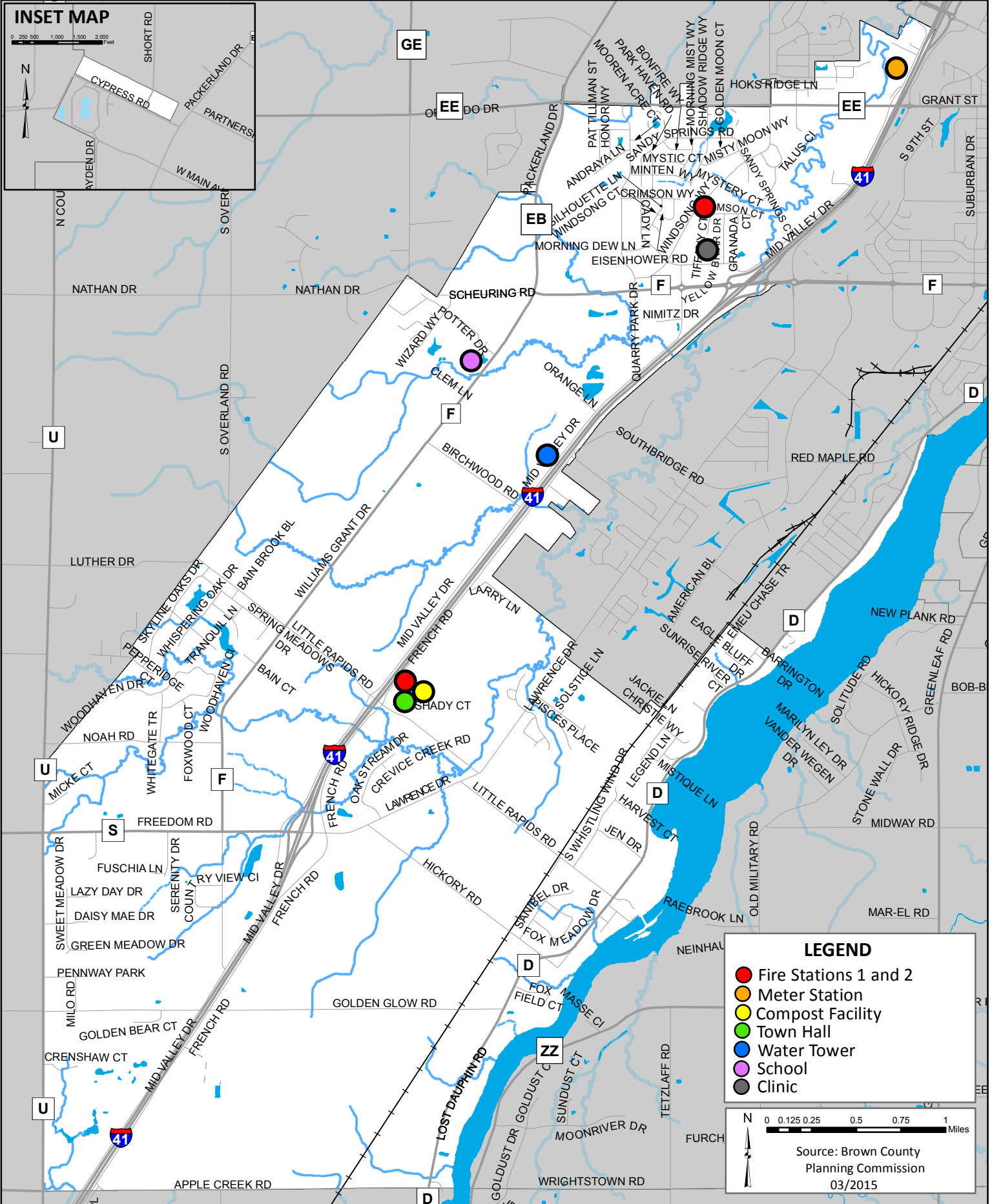
- Continue to review the needs of the new government offices to allow for adequate future growth and service



Figure 6-7

Community Facilities

Town of Lawrence, Brown County, WI



Chapter 7: Natural, Cultural, and Agricultural Resources

Introduction to Natural, Cultural, and Agricultural Resources

The natural features in The Town of Lawrence include The Fox River, Ashwaubenon Creek, Dutchman Creek, Hemlock Creek, unnamed tributaries, small stands of woodland, wetland, and large tracts of farmland that all help create the rural character that defines the Town as a community. Natural features attract increasing numbers of new residents and new development. In order for the Town of Lawrence to maintain the features that make the Town desirable to both new and existing residents alike, the Town of Lawrence must strike a balance between development and the natural environment. This chapter examines ways to build upon resources to establish and promote a community identity, while at the same time preserving land and the rural character that the residents enjoy.

Inventory and Analysis

Soils

Soil is one of the major building blocks of the environment. Soil is the interface between what lies above the ground and what lies underneath. The relationships between soil and agriculture are obvious. However, the relationships between soil and other land uses, while almost as important, are oftentimes less apparent. In Brown County, as elsewhere in North America, little attention is given to soils in regard to the location and type of future development. Among the reasons for this is the complacency by many that modern engineering technology can overcome problems associated with soils. While this is true, the financial and environmental costs associated with overcoming soil limitations can often be prohibitive.

Glaciation is responsible for the general soil conditions found in the area. Unlike areas unaffected by glaciations where soils are formed by the weathering of local bedrock, Town of Lawrence soils are composed of glacially eroded rock material that was carried by ice sheets or from surface material that was pushed by the advance of the glacier. When the glacial advance stopped, the ice sheets melted and deposited the materials it had carried over the area. These deposited materials are called glacial till or outwash and, together with other soil forming factors, including vegetation, have formed the soil that covers the Town of Lawrence today. According to the Soil Survey of Brown County, Wisconsin, there are two major soil associations present in the Town of Lawrence. A soil association is “a landscape that has a distinctive proportional pattern of soils. It normally consists of one or more major soils, at least one minor soil, and is named for the major soils.” The major soil associations found in the Town of Lawrence are the Kewaunee-Manawa Association and the Oshkosh-Manawa Association.

Kewaunee-Manawa Association

The Kewaunee-Manawa Association consists of soils of glacial till plains, ridges, in depressions, and along drainageways. The soils are gentle sloping to moderately steep with a surface layer

of sandy loam or silt loam that is eight inches thick. The dark reddish subsoil is about 19-22 inches thick. The soils are suited for cultivation of all crops grown in Brown County, including oats, corn, alfalfa, and brome grass for hay. Uncultivated areas are typically wooded or used for pasture. Soil erosion and providing drainage is a concern. The clayey subsoil makes home sites and non-agricultural uses difficult if septic tank filter fields are needed.

Oshkosh-Manawa Association

The Oshkosh-Manawa Association consists of soils of glacial lake plains in basins and slack water areas associated with moraines. The soils are nearly level to steep with a surface layer of silt loam, sandy loam, or silty clay loam that is seven to eight inches thick. The dark reddish subsoil is about 22 inches thick. The soils are suited for cultivation of all crops grown in Brown County, including oats, corn, alfalfa, and brome grass for hay. Uncultivated areas are typically wooded or used for pasture. The clayey subsoil makes home sites and non-agricultural uses difficult if septic tank filter fields are needed.

Prime Farmland

The Soil Survey of Brown County, Wisconsin, defines prime farmland as soils with capability classes of I and II. Class I soils have few limitations that restrict their use, while Class II soils have moderate limitations that reduce the choice of crops or that require moderate conservation practices. Much of the Town of Lawrence is prime farmland.

Productive Agricultural Lands

The Brown County Farmland Preservation Plan identifies Brown County's farmlands as irreplaceable resources that are necessary to the continued well-being of the County's economy. The plan further states that the protection of these farmlands and orderly rural and urban growth are deemed to be in the broad public interest.

Agriculture is the predominant land use from an acreage perspective. Most of the central and southern areas of the Town are utilized for agricultural purposes. There are also limited acres of land used for agriculture located at the northern end, but many areas are being developed.

Agricultural land decreased by 8.8 percent in the Town of Lawrence between years 2000 and 2014. Based on the year 2014 Brown County Land Use Inventory, the Town of Lawrence has 5,289.6 acres of productive farmland. This amounts to 51.9 percent of the Town. Much of the land taken out of production has been converted to residential or commercial development.

There are multiple factors that define productive agricultural lands. Soils are included if they are defined as being prime farmland without any limitations in the Soil Survey of Brown County, Wisconsin. If a soil is prime farmland but currently in a developed state, it is not included. Also included are those soils that are currently in a productive state, regardless of prime farmland classification. The Town of Lawrence productive agricultural lands are mapped in Figure 7-1.

Surface Water

Surface water is one of the most important natural resources available in a community. Surface waters provide recreational opportunities, as well as peace and solitude to anglers, boaters, hunters, water skiers, swimmers, and casual observers. Some surface waters provide an end source for drainage after heavy rains, provide habitat for plants, fish, and animals, and can be a source of drinking water and a source of process water for industry and agriculture. Lands adjacent to surface water have an abundance of cultural and archeological significance because they were often the location of Native American and early European settlements.

There are many miles of perennial streams in the Town of Lawrence. Streams have many scenic and recreational values. Some ephemeral (intermittent) waterways and wetlands do not always show up on maps and are more difficult to protect by state and federal statutes. Ephemeral waterways provide sites for infiltration of surface water into groundwater reservoirs and provide habitat for plants and animals. Small intermittent waterways and wetlands are where most nutrients and contaminants enter the waters used for drinking and recreation.

Water that sheet flows across the land surface after a rainfall, is considered a surface water resource. As water flows across the surface of the land, nutrients and contaminants are picked up and dissolved substances are carried into larger surface water bodies and into groundwater. Anything applied to the land's surface, such as fertilizers almost always enters groundwater.

Federal, state, and local laws and regulations have been created to protect surface water, ranging from the commerce clause of the United States Constitution to MS4, TMDL, and county floodland zoning regulations. The most heavily regulated waters are determined to be natural and "navigable." Ephemeral waterways not considered navigable and ephemeral wetlands are poorly protected by state and federal statutes and need protection at a more local level.

As shown in Figure 7-2, the primary surface water features in the Town of Lawrence are the Fox River and tributaries of Ashwaubenon Creek. The Town of Lawrence also a number of small unnamed streams, ditches, and man-made lakes that are also considered surface water resources. The protection and preservation of surface waters should be one of its highest natural resources priorities. While this action is important for all surface waters, particular focus should be provided to the Fox River and tributaries of Ashwaubenon Creek in order to re-establish the waters as a primary benefit and attraction.



Figure 7-1

Productive Agricultural Lands

Town of Lawrence, Brown County, WI

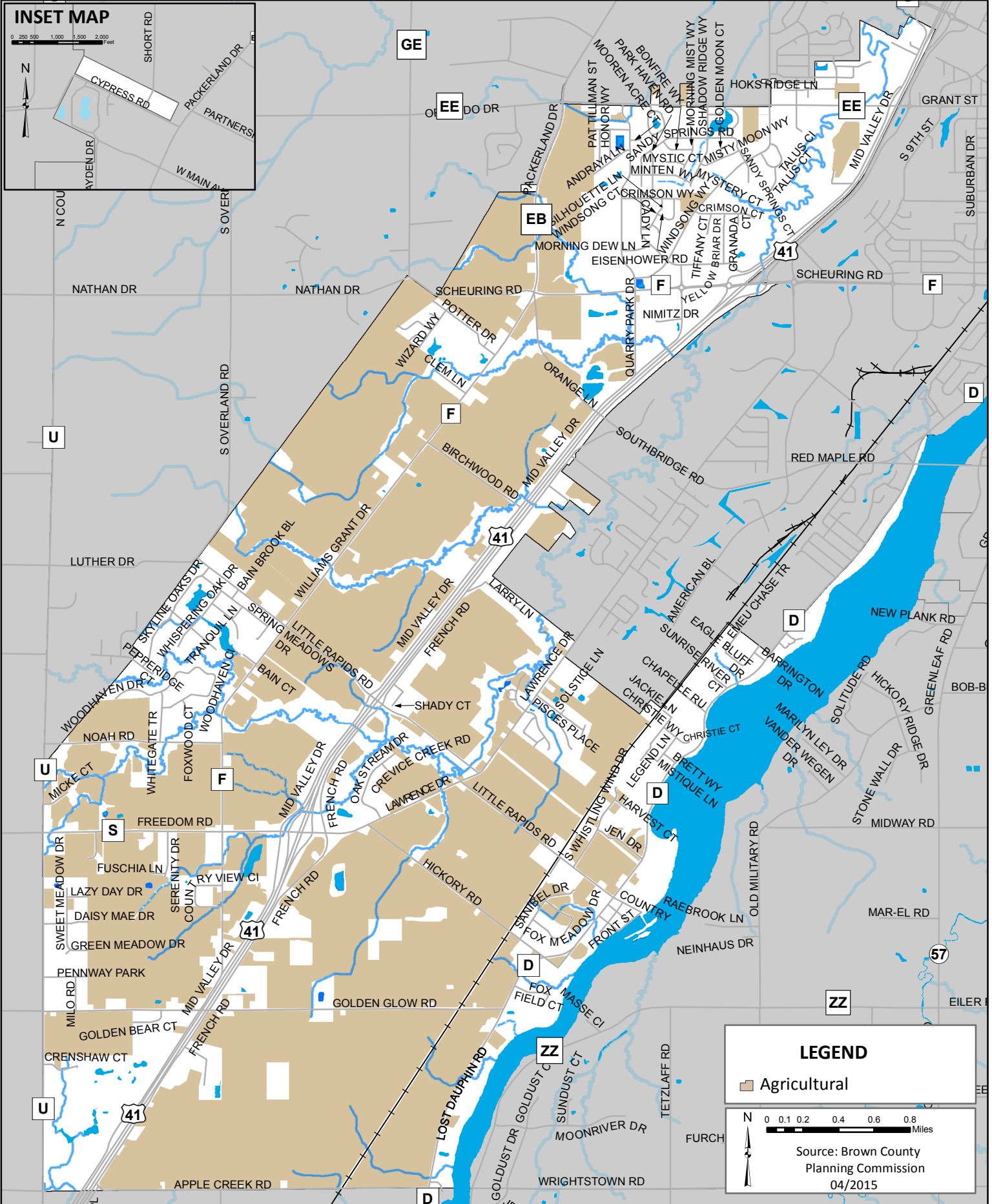
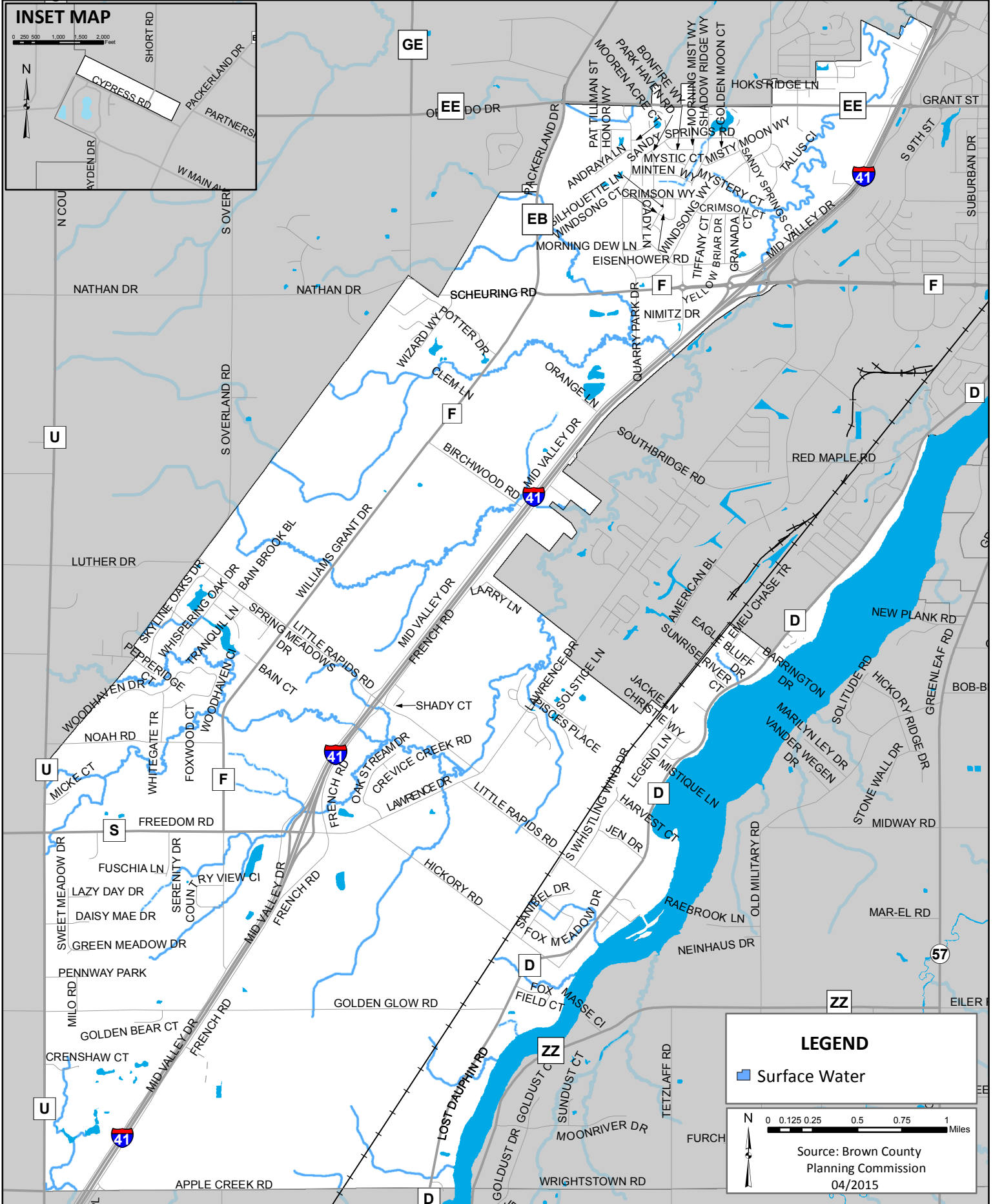
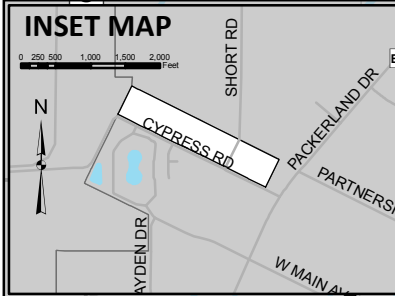




Figure 7-2

Surface Water

Town of Lawrence, Brown County, WI



LEGEND

- Surface Water

0 0.125 0.25 0.5 0.75 1 Miles

Source: Brown County Planning Commission
04/2015

Fox River

The Fox River is the largest and most important river in northeastern Wisconsin. It is a navigable river that flows northward 155 miles from its headwaters in southern Green Lake County in east-central Wisconsin to the Bay of Green Bay. Its basin drains over 2,700 square miles of east-central and northeastern Wisconsin. In Brown County, the Fox River extends 19 miles from the Village of Wrightstown to its downstream end at the Bay of Green Bay and drains about 311 square miles or almost half of the county. The Fox River extends along over 5.5 miles of the east boundary of the Town of Lawrence, is typically 800 feet wide, but reaches up to 2,700 feet wide just north of the Town of Lawrence in the City of De Pere. The Fox River and its tributaries (including Ashwaubenon Creek) drain all of the land within and adjacent to the Town of Lawrence.

The Fox River is historically significant because for centuries Native Americans occupied the banks of the river and used it as a source of food and drinking water, as well as for recreation, transportation, and crop irrigation. The Fox River also served as the route into the interior of the state for European explorers and was the location of many early European settlements. Many historical, cultural, and archeological sites are located adjacent to the Fox River. In addition, many of Wisconsin's oldest communities, including the Town of Lawrence, are located along the river banks.

By the 1940s, pollution in the river had increased to the point that its fisheries were severely damaged and its scenic and recreational value was lost. With passage and implementation of the Clean Water Act in the early 1970s, the Fox River's water quality began to improve, which in turn has resulted in recovering fish populations and increased recreational use. Walleye fishing tournaments are now hosted on the Fox River and the Bay of Green Bay. However, due to over 50 years of urban development and its associated water quality impacts, fish consumption advisories still exist on the Fox River.

Fox River water is hard and very turbid. The river bottom is comprised mostly of sand and silt. The river is classified as a Warm Water Sport Fishery. The Fox River continues to be exposed to many adverse environmental impacts, including excessive sedimentation, nutrient enrichment, and turbidity, due to nonpoint source pollution, urban stormwater runoff, storm sewer discharges, and impoundment of the river. Polychlorinated Biphenyl (PCB) accumulation and fish consumption advisories due to past industrial point source discharges are also present. For these reasons, the Fox River has been identified by the Wisconsin Department of Natural Resources as an Impaired Water, which means that the river does not meet federal and state water quality standards. Reduction of detrimental water impacts would improve the overall health and appearance of the Fox River.

The Fox River, including a portion within the Town of Lawrence is undergoing remediation efforts for PCBs through a combination of hydraulic dredging and armored capping. It is expected through removal of PCB “hot spots”, armored capping, and natural attenuation that PCB levels will decrease over time to a level where it will once again be safe for fish consumption.

Ashwaubenon Creek, Dutchman Creek, Hemlock Creek and Unnamed Tributaries

Ashwaubenon Creek, Dutchman Creek, and Hemlock Creek have tributaries that reach into the Town of Lawrence. Most tributaries are navigable and flow north and eastward, eventually emptying into the Fox River and ultimately the Bay of Green Bay. The Town of Lawrence should consider identifying those areas of the tributaries that may be experiencing erosion or other habitat degradation and should consider working with local conservation or service groups to enhance waterway habitat. Also, due to large areas of farmland adjacent to the tributaries, methods to minimize water contamination from fertilizers and pesticides should be observed.

Where possible, the Town of Lawrence should consider the establishment of buffers and the planting of native grasses and shrubs along the tributaries to improve its wildlife habitat and stormwater management capabilities. Additionally, the Town of Lawrence should consider working with local conservation or school groups to stabilize the shoreline by planting native grasses and plants in order to further reduce shoreline erosion.

Other Small Waterways

There are additional small intermittent and perennial streams within the Town of Lawrence that provide important habitat for many other plants and animals. The importance of small streams is only now beginning to be understood by many.

Watersheds

A watershed is an area of land where all the water on it and under it drains to the same place. Within this area of land, all living things are linked by the common waterway. Four watersheds drain the Town of Lawrence to the Bay of Green Bay: Hemlock Creek watershed, Fox River watershed, Apple Creek watershed, and Dutchman Creek watershed.

Floodplains

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

Like surface waters, the importance of floodplains is recognized and is regulated by federal, state, county, and local governments. The State of Wisconsin mandates floodplain zoning for all communities under Wisconsin Administrative Code NR 117. These minimum standards must be implemented in order to meet eligibility requirements for federal flood insurance.

For regulatory, insurance, and planning purposes, the 100-year recurrence interval flood hazard area (also referred to as the regional flood) is most often used. This is the land that has a 1 percent chance of being flooded in any given year. Mapped floodplains within the Town of Lawrence include the Fox River, Dutchman Creek, Hemlock Creek, and unnamed tributaries of the Ashwaubenon Creek. The Town of Lawrence 100-year floodplains that have been mapped are shown in Figure 7-3. Figure 7-4 presents a diagram of a floodplain and identifies its constituent parts, including both the floodway and flood fringe.

There are several threats to floodplains and the resource values that they represent:

Filling might diminish the flood storage capacity of the floodplain. This could have the effect of raising the flood elevation or increasing flow velocities to the detriment of upstream or downstream properties.

Grading can degrade the resource functions of floodplains, such as filtering pollutants or providing habitat.

Impediments include encroachment of buildings or undersized culverts and bridge openings. Manmade and natural impediments affect the size and proper functioning of floodplains and pose potential hazards to adjacent residents and passersby.

Impervious surfaces can increase the velocity of the flood flows, increase the number of pollutants, reduce the amount of natural wildlife habitat, and limit the amount of infiltration of stormwater into the ground.

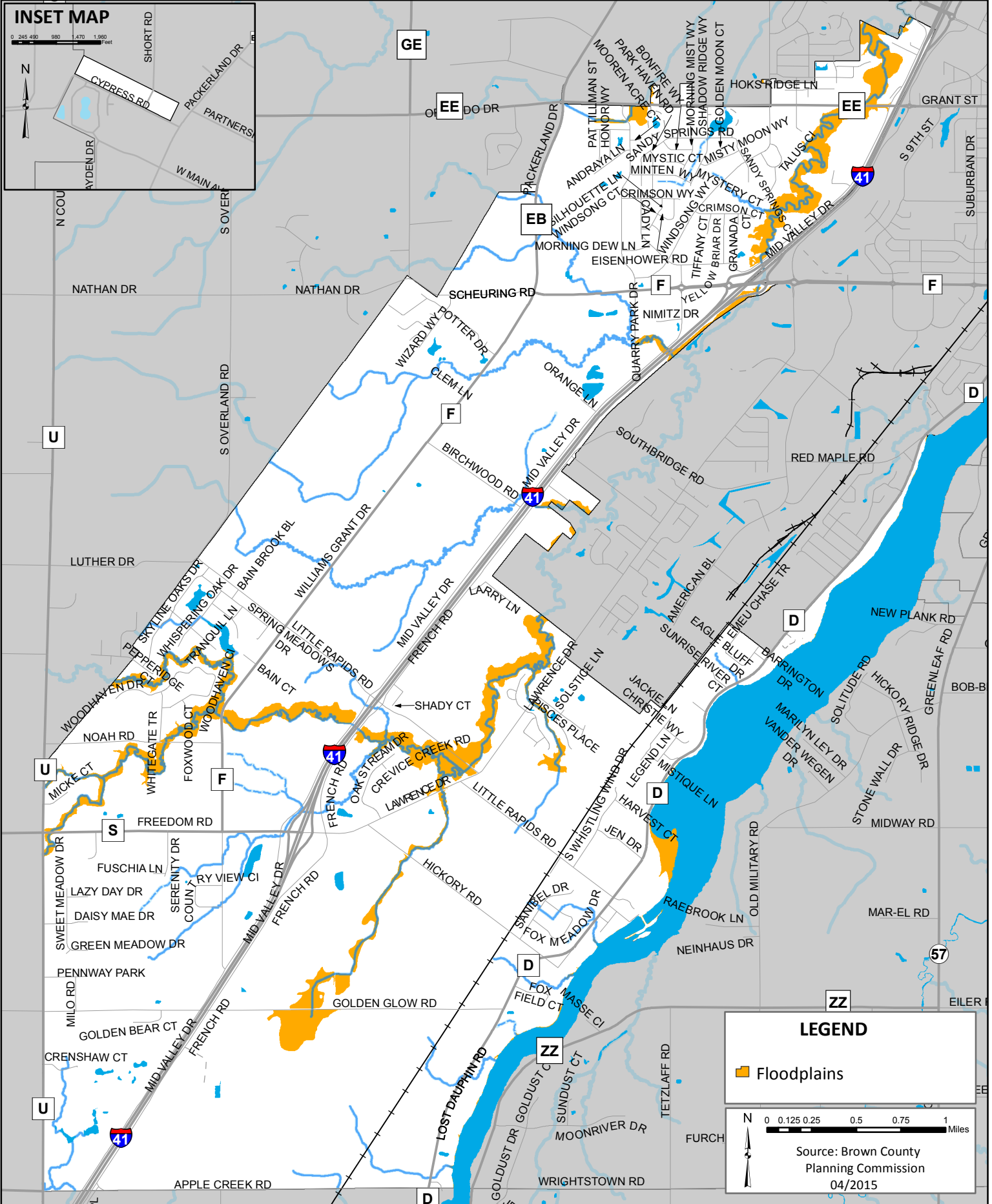
Due to the importance of floodplains for environmental, regulatory, and insurance purposes, it is recommended that flood studies be undertaken for all rivers and streams where development is proposed. Such flood studies should map both the floodway and the flood fringe portions of the 100-year recurrence interval flood hazard area, should be based upon full development of the drainage basin, and should be reviewed and approved by both the Wisconsin Department of Natural Resources and the Federal Emergency Management Agency (FEMA). If detailed flood studies are not undertaken and/or do not take into consideration the effects of future development of the watershed, future flooding events may be more extensive and cause greater property damage.



Figure 7-3

Floodplains

Town of Lawrence, Brown County, WI



Under current regulatory requirements, floodways are off limits to development. However, development could occur within the flood fringe areas with the receipt of appropriate permits and approvals, and agricultural activities could continue within the floodplain.

Shorelands and Stream Corridors

Shorelands are the interface between land and water. In its natural condition, shorelands are comprised of thick and diverse vegetation that protect lakes, rivers, and streams. If these areas are developed, this vegetation is lost, and fish, wildlife, and water quality are damaged. Most of the streams in the Town of Lawrence are less defined and do not have the differing topography as do the streams in other parts of the county

Like floodlands, the importance of shorelands is recognized and is regulated by state and local governments. Shoreland zoning is primarily intended to control the intensity of development near and to create a buffer around lakes, rivers, and streams. The buffer is intended to remain an undeveloped strip of land that protects the water from the physical, chemical, hydrological, and visual impacts of nearby development. Wisconsin mandates shoreland zoning for all unincorporated communities and those parts of incorporated cities and villages that were annexed after May 7, 1982. The Town of Lawrence must follow the state mandated minimums listed under Wisconsin Administrative Code NR 115. Figure 7-5 presents a diagram of the state mandated minimum shoreland zoning requirements.

The shoreland restrictions do not apply to those waters that are determined to be non-navigable waters. All lakes, rivers, and streams, no matter how small, are assumed to be navigable until determined otherwise by the DNR.

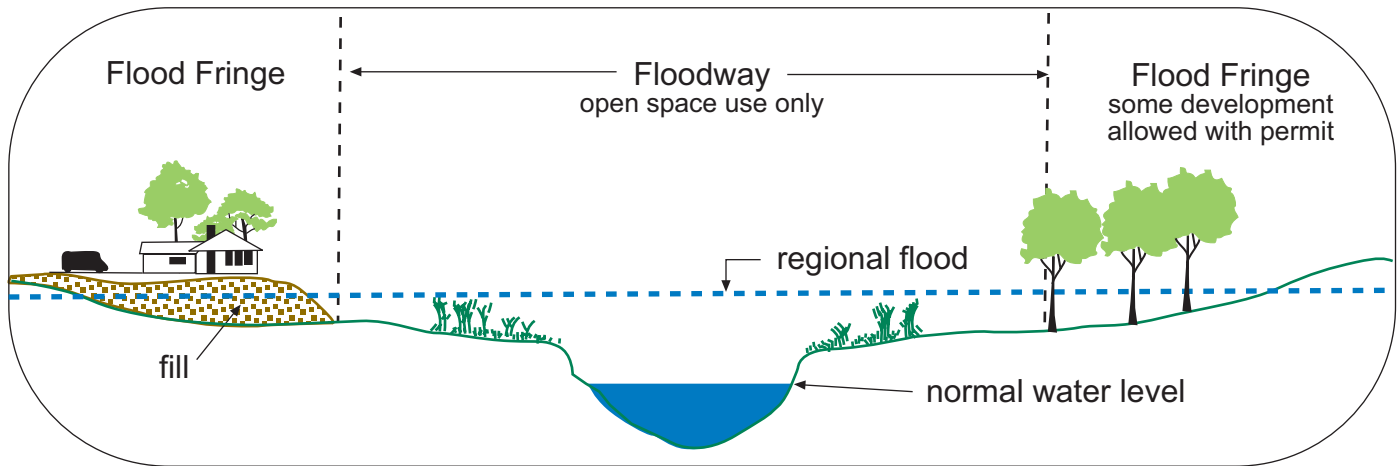
As shorelands are closely related to floodplains, so are the threats to the resource values shorelands represent. In addition, research being conducted by the DNR and others indicates that current state-mandated shoreland zoning standards might not be adequate to properly protect water quality and shoreland ecosystems.

Under current regulatory requirements, the 75 feet closest to navigable waters are off limits to development, but development could occur within the remainder of the shoreland area with receipt of appropriate permits and approvals, and agricultural activities could continue within the shoreland area. Shoreland zoning regulations are enforced by Brown County.

The Town of Lawrence should continue to encourage greater protection of the shoreland area. In this regard, the Town of Lawrence should take full advantage of federal, state, and county funding and other assistance in the establishment of vegetative stream buffers to further filter out sediments and other associated pollutants.

Figure 7-4

Floodplain Diagram



Definitions

Floodplain - That land which has been or may be covered by floodwater during the regional flood. The floodplain includes the floodway and flood fringe areas.

Floodway - The channel of a river or stream and those portions of the floodplain adjoining the channel required to carry the regional flood discharge. The floodway is the most dangerous of the floodplain. It is associated with moving water.

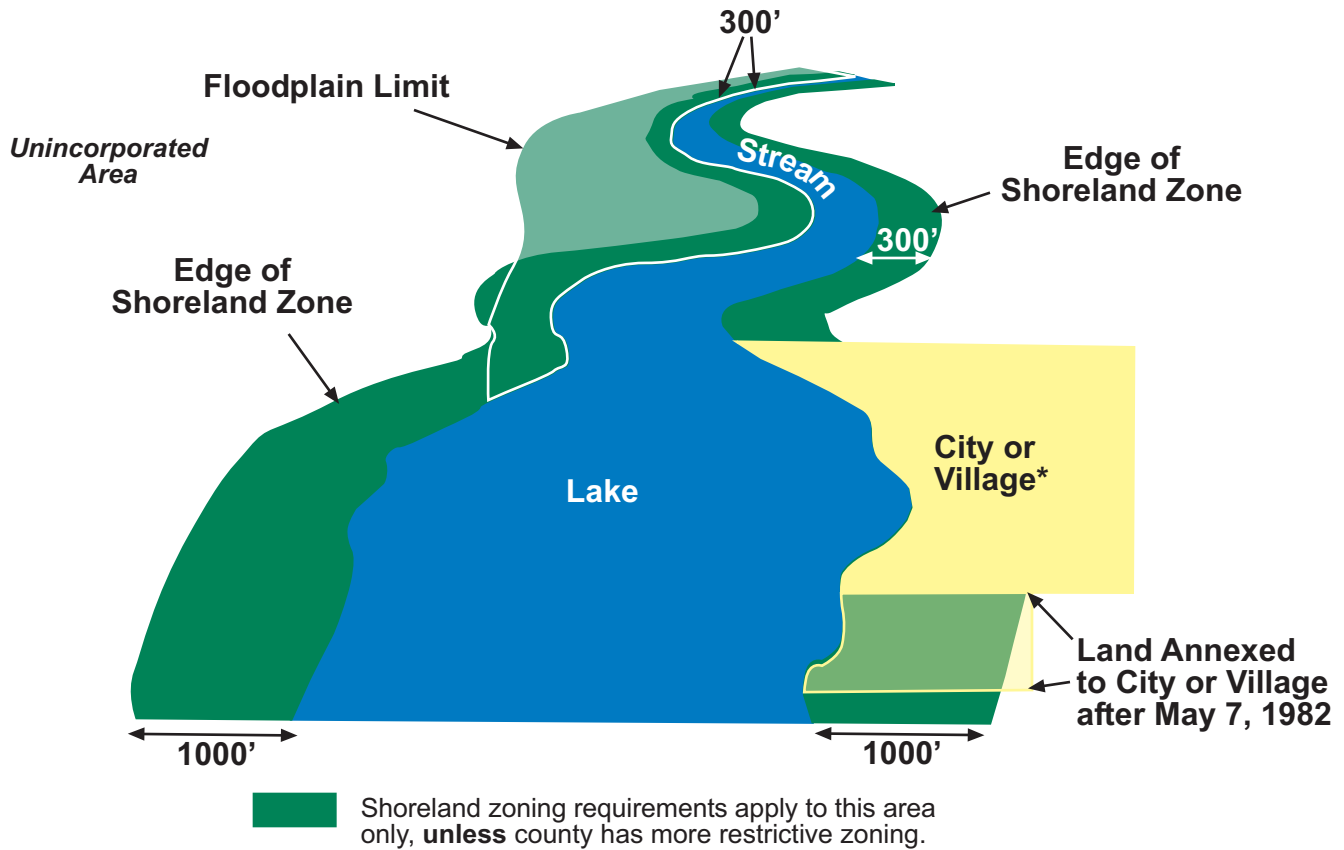
Flood Fringe - The portion of the floodplain outside of the floodway, which is covered by floodwater during the regional flood. It is associated with standing water rather than flowing water.

Regional Flood - That area where large floods are known to have occurred in Wisconsin, or which may be expected to occur, at a frequency of one percent during any given year. Also referred to as the 100-year floodplain or 100-year recurrence interval flood hazard area.

Source: Wisconsin Department of Natural Resources

Figure 7-5

Shoreland Zoning



*Cities and villages are required to zone wetlands within the shoreland.

Definitions

Shoreland Zone - The shoreland zone is located within 1,000 feet of the ordinary high water mark (OHWM) of a "navigable" lake, pond, or flowage or within 300 feet of the OHWM of a "navigable" stream or river or to the landward side of the floodplain, whichever distance is greater.

Ordinary High Water Mark - The ordinary high water mark is the boundary between upland and lake or riverbed. It is the point on the bank or shore up to which the presence and action of the water is so continuous as to leave a distinct mark either by erosion, destruction of terrestrial vegetation, or other easily recognized characteristics.

Navigable - Generally, a waterway is navigable if it has a bed and banks and can float a canoe at some time each year - even if only during spring floods. Even small intermittent streams that are seasonally dry may meet the test of navigability. Navigable lakes and streams are public waterways protected by law for all citizens.

Unincorporated Areas - Lands lying outside of incorporated cities or villages.

Source: Wisconsin Department of Natural Resources

Wetlands

Wetlands are characterized by water at or near the ground level, by soils exhibiting physical or chemical characteristics of waterlogging, or by the presence of wetland-adapted vegetation. Wetlands are significant natural resources that have several important functions. Wetlands enhance water quality by absorbing excess nutrients within the roots, stems, and leaves of plants and by slowing the flow of water to let suspended pollutants settle out. Wetlands help regulate storm runoff, which minimizes floods and periods of low flow. Wetlands also provide essential habitat for many types of wildlife and offer recreational, educational, and aesthetic opportunities to the community.

There are two broad classifications of wetlands: perennial wetlands and ephemeral (intermittent) wetlands. Perennial wetlands are inundated with water for much of the year and develop classic wetland characteristics, such as soil mottling. Perennial wetlands usually support populations of water loving plants. Ephemeral wetlands, which are sometimes called intermittent wetlands due to soil type and topography, often do not develop classic wetland characteristics since they are flooded only part of the year. Both types of wetlands are equally important.

The Wisconsin Wetlands Inventory map identifies wetlands scattered throughout the Town of Lawrence. As shown on Figure 7-6, the WDNR digital wetlands inventory identified approximately 343.5 acres of wetlands within the Town of Lawrence.

The primary threat to wetlands is filling. Although an array of federal, state, and local regulations helps with protection, wetlands (especially smaller ones) are still lost to road construction and other development activities. The draining of wetlands can also occur through the placement of drain tile and rerouting of surface water. Some agricultural areas are actually former wetlands that would probably revert back to wetland character if left alone for a period of time.

Even if wetlands are not directly filled, drained, or developed, wetlands still can be impacted by adjacent uses. Siltation from erosion or pollutants entering via stormwater runoff can destroy the wetland. Previously healthy and diverse wetlands can be reduced to degraded “muck holes” where only the hardiest plants like cattails can survive. Invasive plant species can also negatively affect wetlands.

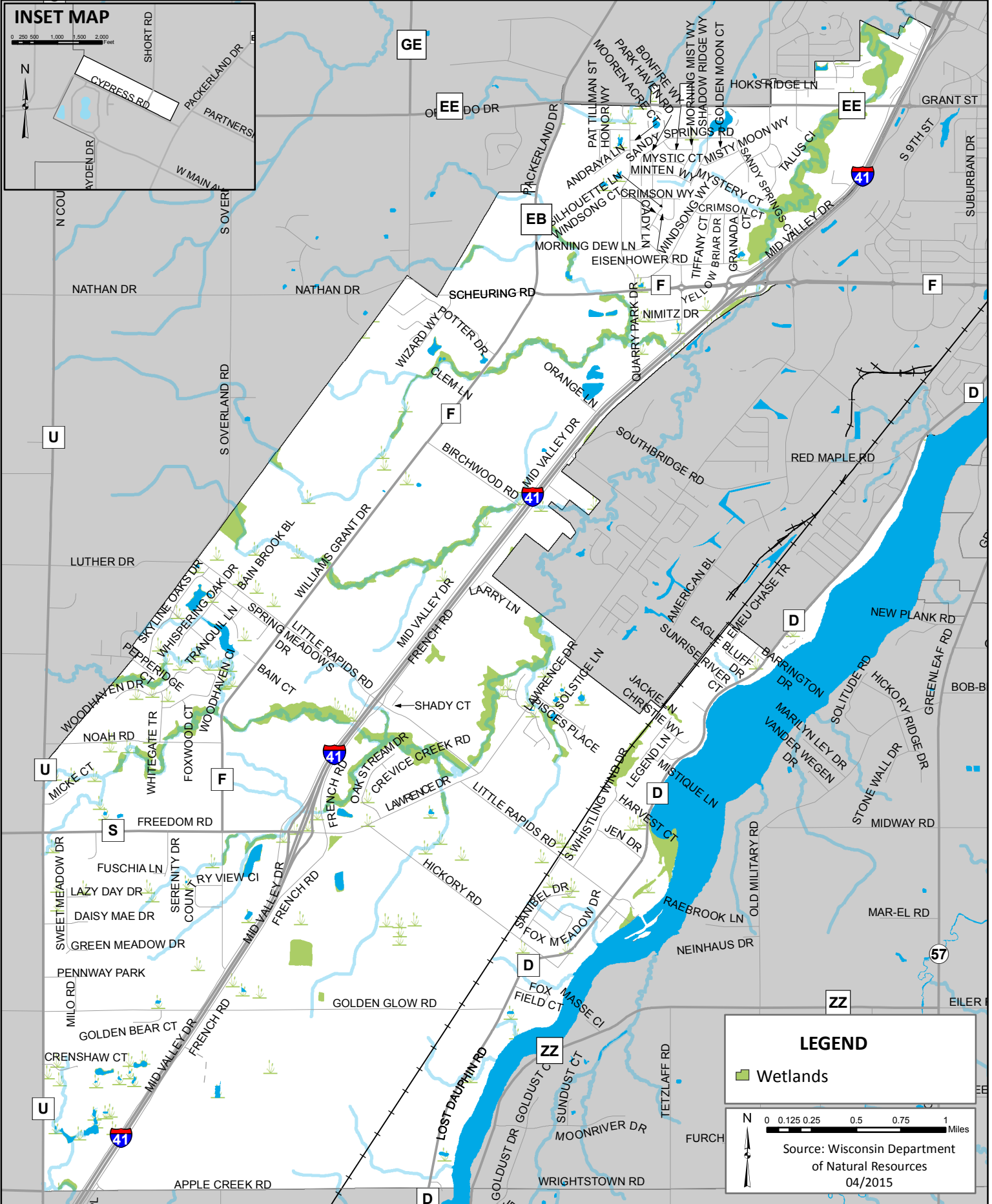
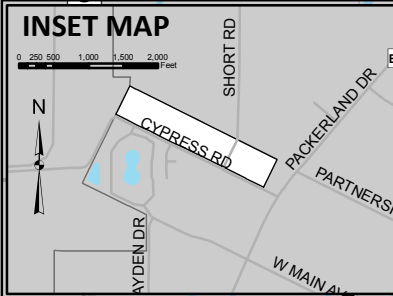
Under current regulatory requirements, all wetlands are off limits to development unless appropriate permits and approvals are obtained. In addition, under certain situations, agricultural activities may also be regulated within wetlands. The Town of Lawrence should take full advantage of federal, state, and county funding and other assistance in the protection of existing wetlands and restoration of drained wetlands.



Figure 7-6

Wetlands

Town of Lawrence, Brown County, WI



LEGEND

- Wetlands

0 0.125 0.25 0.5 0.75 1 Miles

Source: Wisconsin Department of Natural Resources
04/2015

Environmentally Sensitive Areas

Environmentally sensitive areas (ESAs) are defined by the Brown County Planning Commission as portions of the landscape consisting of valuable natural resource features that should be protected from intensive development. They include all lakes, rivers, streams, wetlands, floodways, and other locally-designated significant and unique natural resource features. ESAs also include a setback or buffer from these features. In addition, they include areas of steep slopes (slopes 20 percent or greater) when located within or adjacent to any of the features previously noted. See Figure 7-7 for the locations of the Town of Lawrence ESAs.

Research and experience from throughout Wisconsin indicate that the potential exists for significant adverse water quality impacts if ESAs are developed. Identification and protection of ESAs are required by both state and county regulations under Wisconsin Administrative Code NR 121 and the Brown County Sewage Plan, prepared by the Brown County Planning Commission, as well as the Brown County Subdivision Ordinance. ESA protection is enforced during the review and approval of all land divisions and/or public sanitary sewer extensions. The intent of enforcing protection of ESAs is to protect water-related natural resource features from the adverse impacts often associated with development.

In general, development and associated filling, excavation, grading, and clearing are prohibited within ESAs. However, certain non-intensive uses, such as public utilities and public recreation, are often allowed within these areas. In conjunction with erosion control and stormwater management practices, protection of the ESAs can provide numerous benefits, including:

- Recharge of groundwater.
- Maintenance of surface water and groundwater quality.
- Attenuation of flood flows and stages.
- Maintenance of base flows of streams and watercourses.
- Reduction of soil erosion.
- Abatement of air pollution.
- Abatement of noise pollution.
- Favorable modification of micro-climates.
- Facilitation of the movement of wildlife and provision of game and non-game wildlife habitat.
- Facilitation of the dispersal of plant seeds.

- Protection of plant and animal diversity.
- Protection of rare, threatened, and endangered species.

Threats to ESAs are similar to those of floodplains and shorelands. In addition, the quality and effectiveness of ESAs can be severely reduced should adjacent development change drainage patterns or remove native vegetation from the lands within or immediately adjacent to the ESAs. Such disturbances can also introduce invasive plant species to the ESAs, which can result in loss of native vegetation, diversity, and habitat.

It is recommended that the Town of Lawrence continue to work proactively with the Brown County Planning Commission to identify and educate residents on the importance of ESAs.

Groundwater

As shown in Figure 7-8, groundwater begins as precipitation (rain or snow) that falls upon the land. Some precipitation runs off into lakes, rivers, streams or wetlands. Some evaporates back into the atmosphere, and some is absorbed by plants. Groundwater is precipitation that soaks into the ground past plant roots and down into the subsurface soil and rock. A layer of soil or rock that is capable of storing groundwater and yielding it to wells is called an aquifer. There can be a number of aquifers within an area, one above another. The top of the aquifer closest to the ground's surface is called the water table. It is the area below which all the openings between soil and rock particles are saturated with water. Like surface water, groundwater moves from high areas to low areas. It discharges at places where the water table intersects the land's surface, such as lakes, streams, and wetlands, providing a base flow for water features.

Groundwater is the source of drinking water for 75 percent of Town of Lawrence residents that have private wells. Since 2007, the remaining 25 percent receive public water sourced from Lake Michigan and public water. The Town of Lawrence has an elevated storage tank located on Mid Valley Drive.

As with all communities, it is very important that groundwater is protected. The greatest threats to groundwater are contamination and overuse. As with any rural or suburbanizing community, the most common sources of contamination include feedlots, manure storage and spreading, manure pits, irrigation, fertilizers, and pesticides. Although the Town of Lawrence does not have many problems with a high number of private wells, continued private well development may eventually have a negative impact on groundwater quantity and quality.

The Town of Lawrence should ensure that old wells are properly sealed to prevent contaminants from reaching groundwater. The Town should continue to monitor the quantity and quality of groundwater available for the Town and NEWWater continue to grow. In order

to ensure a safe supply of private drinking water, the Town should continue a well-testing program to identify contaminants that may be present, such as bacteria, nitrates, pesticides, etc. The Town should provide new homeowners with information regarding proper maintenance and testing of private wells, including the educational brochure from the WDNR entitled “You and Your Well,” and the water supply information on the Town website.

Although maintaining groundwater quality will continue to be a concern, quantity may become less of an issue because many suburban communities in Brown County stop drawing groundwater after receiving potable water from Lake Michigan. Public water supplies have plans and public awareness of water. Information regarding how to protect wells from adjacent development should be established for the public.

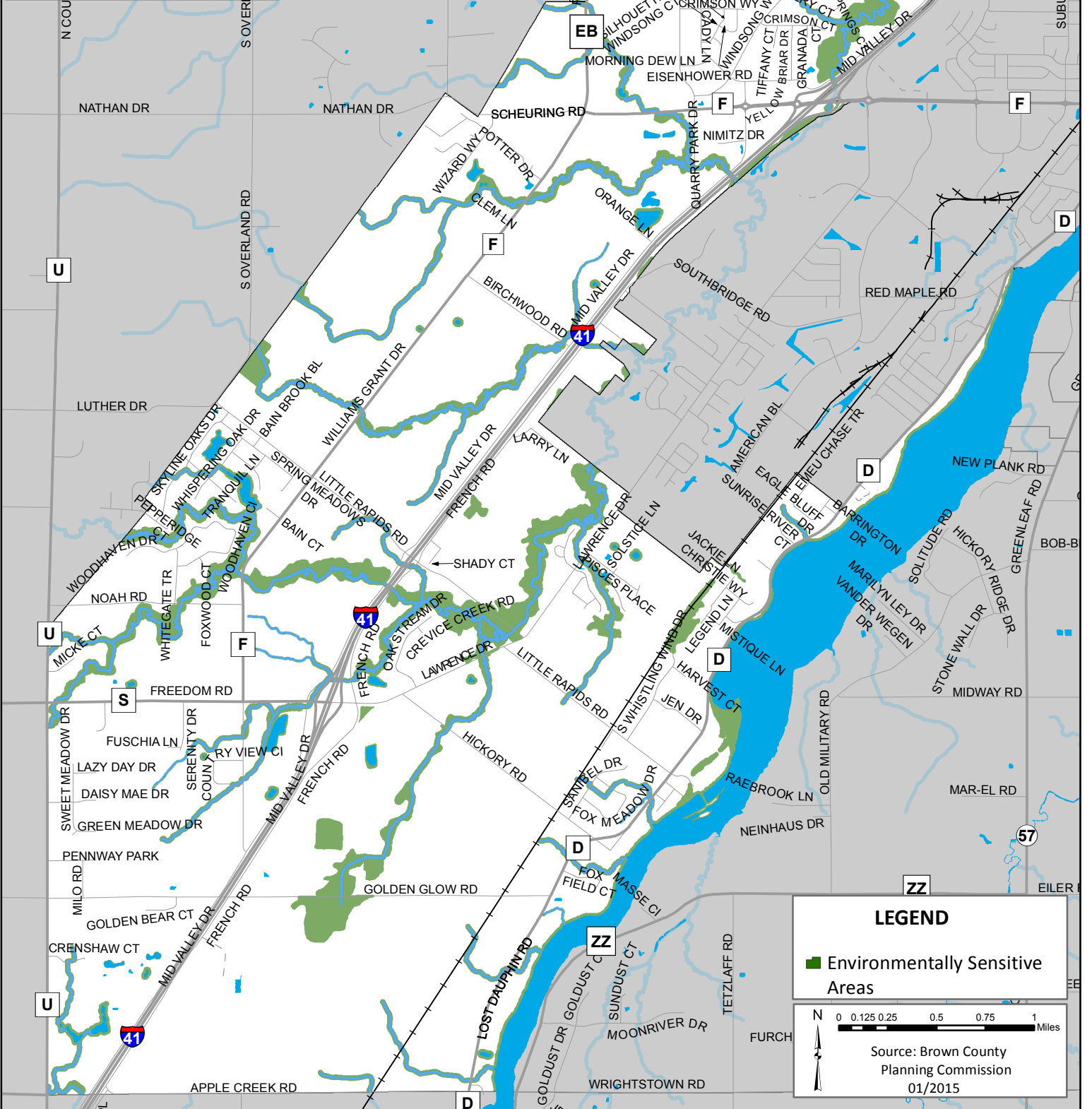
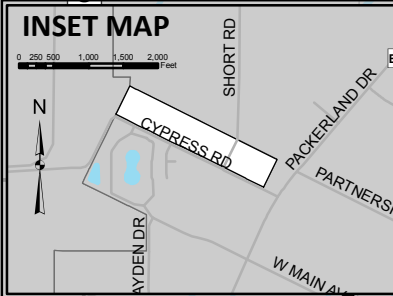
To help communities meet the requirements of the federal Safe Drinking Water Act and to protect their drinking water supply, the Wisconsin Department of Natural Resources recommends that all communities undertake Vulnerability Assessments and Wellhead Protection Plans. The Town of Lawrence should also continue to support Brown County’s “time of sale” program of inspecting private onsite wastewater treatment systems to guard against failing systems, ensuring functioning septic systems will continue to serve as a protection against groundwater contamination.



Figure 7-7

Environmentally Sensitive Areas

Town of Lawrence, Brown County, WI



LEGEND

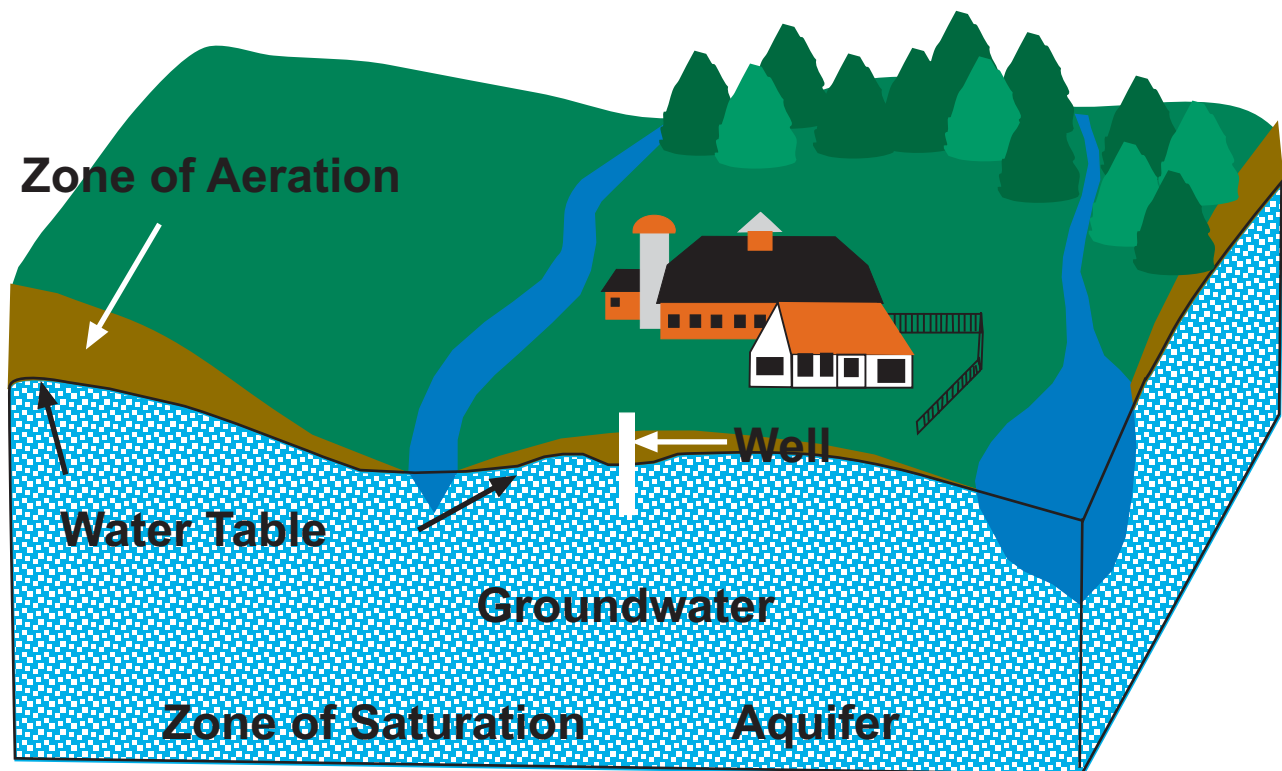
- Environmentally Sensitive Areas

0 0.125 0.25 0.5 0.75 1 Miles

Source: Brown County Planning Commission
01/2015

Figure 7-8

Groundwater



Definitions

Groundwater - The water below the water table contained in void spaces (pore spaces between rock and soil particles or bedrock fractures).

Water Table - The water surface in an unconfined aquifer; the level below which the pore spaces in the soil or rock are saturated with water; the upper surface of the zone of saturation.

Aquifer - A saturated geologic formation (rock or sediment) capable of storing, transmitting, and yielding reasonable amounts of groundwater to wells and springs.

Zone of Saturation - The zone in which the pore spaces between soil and rock particles are completely filled with water. The water table is the top of the zone of saturation.

Zone of Aeration - The zone between the land surface and the water table in which the pore spaces between soil and rock particles contain water, air, and/or other gases.

Source: Portage County Groundwater Citizens Advisory Committee

Woodlands

The vegetative state of the 860.0 acres of woodlands in the Town of Lawrence varies considerably. The woodlands are characterized by willows, cottonwoods, cedar, ash, aspen, and other wet and successional types of vegetation. Natural woodlands vary from wet lowland communities dominated by black ash and trembling aspen to drier highland communities of aspen, paper birch, and red maple with scattered native white pine, red pine, and red oak.

The Town of Lawrence includes a “southern dry-mesic forest.” A forest of this type is characterized with loamy soils and an erosional topography. Tree species include a dominant red oak, but also includes white oak, basswood, sugar and red maples, and white ash.

The largest contiguous areas of woodlands in the Town of Lawrence are located along Hemlock Creek and tributaries of Ashwaubenon Creek at the northwest end and central area of the Town of Lawrence. There are also limited wooded areas along the Fox River. The wooded areas in the remainder of the Town of Lawrence have largely been fragmented by agricultural uses and residential development.

Continued development is the primary threat to the Town of Lawrence remaining woodlands. Since these areas are prized as settings for residential subdivisions, they are often targeted for development. Intensive development, especially if improperly planned, can destroy the scenic and natural values of the woodland resource and can disrupt the blocks and corridors necessary to provide refuge and passage for wildlife. Loss of woodlands may also degrade the perceived rural atmosphere desired by the Town of Lawrence residents.

Other threats to the woodlands include improper management, such as the over-harvesting or under-harvesting of trees, and the introduction of exotic species and disease.

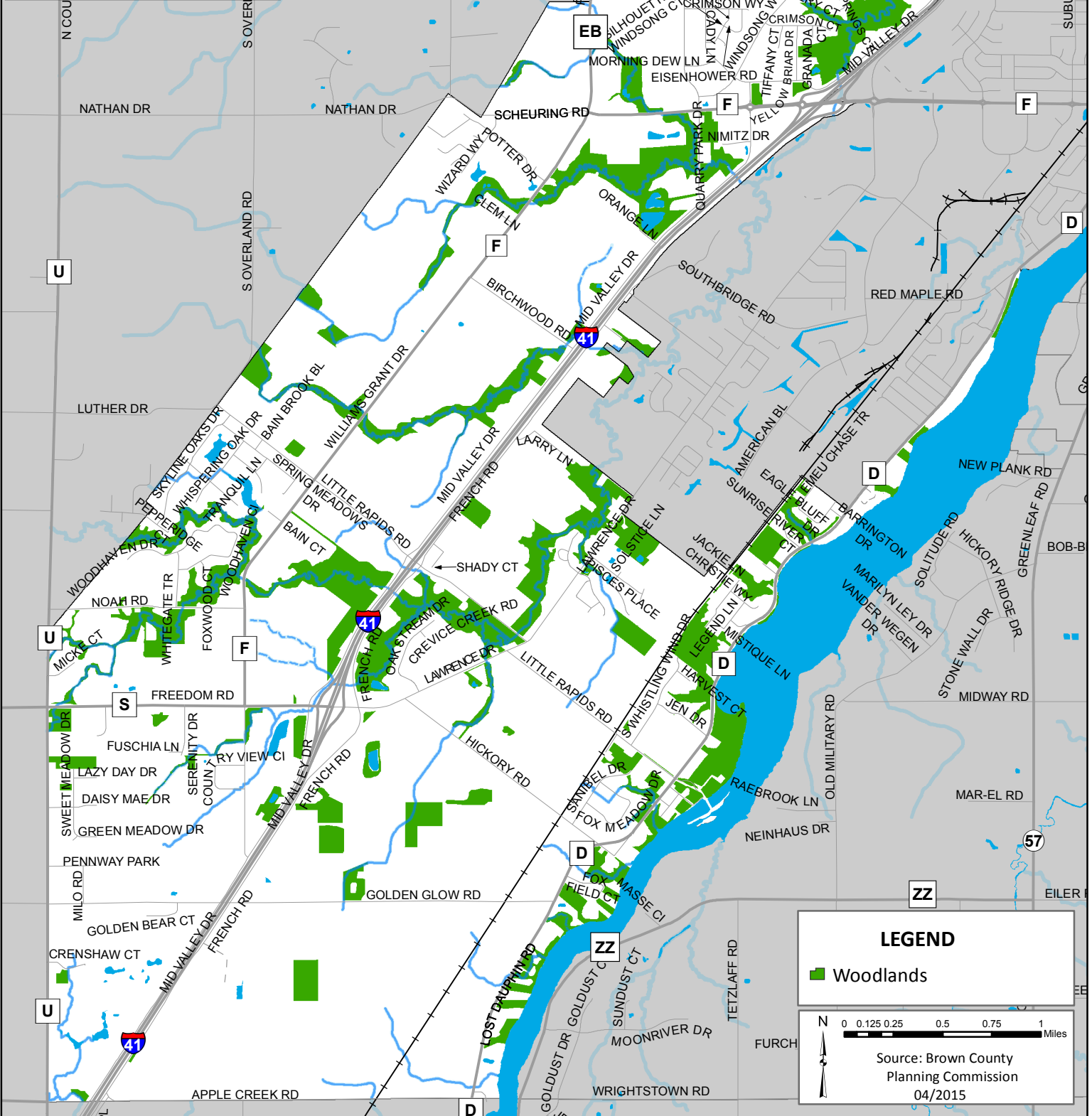
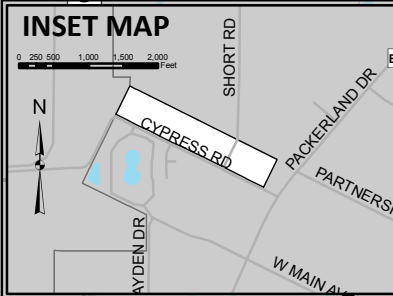
Where woodlands are not also classified as wetlands and are not located within the protected portions of floodplains and shorelands, the woodlands should be preserved as much as possible through such approaches as conservation by design and conservancy zoning.



Figure 7-9

Woodlands

Town of Lawrence, Brown County, WI



LEGEND

- Woodlands

0 0.125 0.25 0.5 0.75 1 Miles

Source: Brown County Planning Commission
04/2015

Wildlife Habitat

Since much of the land in the Town of Lawrence is actively being farmed or developed, the best wildlife habitat is contained in the woodlands, wetlands, and drainage corridors. Large tracts of woodlands or wetland-type vegetation offer areas for wildlife movement. However, these areas are still affected by development around their edges by regional issues, such as water quality, and by potential invasion of exotic species. Wild game birds and mammals found in the Town of Lawrence include ducks, geese, woodcock, pheasant, Hungarian partridge, ruffed grouse, cottontail rabbit, fox and gray squirrel, muskrat, mink, raccoon, skunk, opossum, woodchuck, red fox, whitetail deer, coyotes, and turkeys.

Preservation of wildlife habitat is another reason why it is very important to protect surface waters, floodplains, shorelands, wetlands, and woodlands. It is assumed for purposes of this comprehensive plan that should these areas be adequately protected and preserved, so would wildlife habitat.

Threatened and Endangered Species

An endangered species is one with continued existence that is in jeopardy and may become extinct. A threatened species is one that is likely, within the foreseeable future, to become endangered. The Bureau of Endangered Resources within the Wisconsin Department of Natural Resources monitors endangered and threatened species and maintains the state's Natural Heritage Inventory (NHI). This program maintains data on the locations and status of rare species in Wisconsin. According to the NHI, there are some endangered or threatened species found or potentially found in the Town of Lawrence. A map identifying locations for such species within Brown County indicates that there are a number of known occurrences of rare aquatic and terrestrial species and natural communities along the Fox River as well as in other areas of the Town.

Special concern, threatened, and endangered species in the Town of Lawrence area include:

- A Fingernet Caddishfly (special concern insect)
- American Eel (special concern fish)
- Cherrystone Drop (threatened snail)
- Dentate Supercoil (special concern snail)
- Handsome Sedge (threatened plant)
- Honey Vertigo (special concern snail)
- Lake Sturgeon (special concern fish)

- Longear Sunfish (threatened fish)
- Midwest Pleistocene Vertigo (endangered snail)
- Migratory Bird Concentration Site (other)
- Peregrine Falcon (endangered bird)
- Putty Root (special concern plant)
- Snow Trillium (threatened plant)
- Southern Dry-mesic Forest (community)
- Stream – Slow, Hard, Warm (community)
- Wood Turtle (threatened turtle)

The primary threats to these species are the loss of wetlands and other habitats due to development and other factors. Federal and state regulations discourage and sometimes prohibit development where such species are located. This is also another reason why it is very important to protect and preserve the Town of Lawrence surface waters, floodplains, shorelands, wetlands, and woodlands.

Scenic Resources and Topography

The Town of Lawrence topography ranges from almost flat on the west side, to hilly along the Fox River, Hemlock Creek, and tributaries of Ashwaubenon Creek. The Town elevation ranges from 590 feet at the Fox River to about 668 at I-41, resulting in a difference in elevation of only 78 feet. Lack of variability in topography sometimes results in problems with draining stormwater away from development.

The northern and eastern ends of the Town of Lawrence are more diverse in terms of topography. It has a number of hills and ravines from the waterways that drain the areas. The hills provide picturesque views of the terrain and, in some parts of the Town it provides views of the Fox River. Since the Fox River area has some issues with steeper slopes and terrain changes, stormwater in this area may increase erosion due to the velocity with which the water drains.

As with floodlands, shorelands, wetlands, and woodlands, scenic areas should also be considered for protection where appropriate under conservancy zoning and/or conservation by design subdivision techniques.

Mineral Resources

Nonmetallic mining is a widespread activity in Wisconsin, as well as in Brown County. In Wisconsin, there are an estimated 2,000 mines that provide aggregate for construction, sand, gravel, and crushed stone for road building, and limestone for agricultural lime applications. In Brown County, there are a number of active quarries that mine dolomite, sandstone, limestone, or crushed stone (sand or gravel). The Northeast Asphalt Quarry in the Town of Lawrence is located on Scheuring road on the northern end of the Town and is used for gravel and sand.

The State of Wisconsin first passed a nonmetallic mining law in 1994. The law requires that all nonmetallic mining operations be registered. To be registered, the nonmetallic mineral deposit must be delineated by a professional geologist or registered engineer and certified to be economically viable. Second, if the land is zoned, the existing zoning at the time of registration must allow mining as a permitted use or as a conditional use. The state law further specifies that the registration lasts for ten years and can be renewed for an additional ten years. However, after 20 years, the full registration process must be undertaken once again. In addition, the law states that local zoning officials can deny the mining only if they can prove that the mineral deposit is not marketable or that the zoning at the time of the registration prohibited mining.

Wisconsin passed a second nonmetallic mining law in 2000: Wisconsin State Statute Section 295.13(1) and Wisconsin Administrative Code NR 135. The state statute and administrative code require that all counties in the state adopt an ordinance in 2001 (consistent with the model ordinance prepared by the Wisconsin Department of Natural Resources) to establish a reclamation program capable of ensuring compliance with uniform state reclamation standards. The administrative code also allows cities, villages, and towns to adopt such an ordinance and administer the program within their own jurisdiction at any time. The administrative code states that the county ordinance applies to every city, village, or town within the county until the city, village, or town adopts and administers the ordinance.

Brown County adopted its Nonmetallic Mining Reclamation Ordinance in 2001. Most communities in Brown County, including the Town of Lawrence, opted to have Brown County adopt and enforce the reclamation ordinance for their respective municipalities.

Wisconsin's nonmetallic mining reclamation program requires that nonmetallic mining operators prepare a reclamation plan to state standards. These standards deal with topsoil salvage and storage, surface and groundwater protection, reclamation during mining to minimize the amount of land exposed to wind and water erosion, re-vegetation, site grading, erosion control, and a final land use consistent with local zoning requirements.

Because of the presence of a small-scale nonmetallic mining operation within the Town of Lawrence and the potential for both significant positive economic impacts and significant

negative environmental and land use impacts associated with mining, Town ordinances should be subjected to further review and revision. Therefore, the Town Planning Commission and Town Board should continue to update the Town zoning ordinance to address nonmetallic mining operations and consider imposing conditions, such as requiring nonmetallic mining operations to be a certain number of feet away from ESAs and residential uses, identifying appropriate hours for blasting and hauling of aggregate, and utilizing the Brown County reclamation ordinance to ensure adequate site cleanup and reuse when mining is completed.

Historic Buildings

The Wisconsin Architecture and History Inventory (AHI) is an official inventory maintained by the Wisconsin Historical Society (WHS), which tracks historically significant structures, sites, or objects. These sites collectively display Wisconsin's unique culture and history and, therefore, should be noted and protected/preserved when feasible.

The Town of Lawrence has no sites listed on the state and national registers of historic places. The NHI incorrectly indicates a gabled ell house made of brick located northwest from CTH G, but the site is actually located in the Village of Ashwaubenon.

In addition to the state and national historic registers, the Wisconsin Historical Society maintains the Wisconsin Architecture and History Inventory (AHI) that identifies structures and sites by community that are not listed on either the state or national register but have historic characteristics that indicate they may be eligible to be listed. Due to the sensitivity of historic sites and cemeteries, only the names and general location of the following five existing or former structures have been listed:

- A nursing home/sanitarium on Lost Dauphin Road
- A Queen Anne House on Lawrence Drive
- Astylistic Utilitarian Building (barn) on Lost Dauphin Road
- John Crabb House on Lawrence Drive
- Lindauer Pulp Mill at Little Kaukauna Falls

In addition to structures and sites on the above referenced lists, there are certain structures and sites that the Town of Lawrence wishes to be considered to be added to the lists in the future. Some of the sites include:

- Former Section 16 school site in Little Rapids
- Former log cabin at Lost Dauphin State Park

As the Town of Lawrence redevelops, the Town should take into account the number of potentially historic structures and sites located there and work with the property owners to refurbish the buildings in a historically sensitive way. These redeveloped buildings can then be utilized to help draw residents and tourists to the Town of Lawrence as a destination, perhaps in relation to tourism or a downtown district. The Town of Lawrence should work with the State Historical Society to consider appropriate designation and preservation of potential historic sites as they are identified to maintain examples of the Town culture and history.

Parks, Recreation, and Open Space

The Town of Lawrence has a limited number of public and private recreational properties, which are owned and maintained by several different units of government and by private entities. Figure 6-5 in chapter 6 identifies these recreational sites. The park and recreation facilities are analyzed in much more detail in the Parks & Outdoor Recreation Plan section of this Plan.

Figure 7-10: Park and Recreation Lands in the Town of Lawrence

Park or Recreation Land	Owner	Acres
Shadow Ridge Park	Town of Lawrence	6.7
Quarry Park	Town of Lawrence	12.5
Hemlock Creek Elementary	West De Pere School District	44.5
Lost Dauphin State Park	State of Wisconsin	9.5
Mid Vallee Golf Course	Privately Owned	203.7
Apple Creek Campground	Privately Owned	4.1

Community Design

Issues related to community identity and community design generally pertain to improving or establishing the Town of Lawrence identity and utilizing design elements, such as signage, landscaping, and architecture, to reinforce the desired rural character and natural beauty. Preserving the rural character as well as establishing an identity and downtown were concepts that Town residents prominently identified during the visioning session and survey. This section of the plan identifies specific ways that the Town of Lawrence can help to establish its community identity.

At this time, the Town of Lawrence does not generally capitalize upon its own distinctive identity. For instance, there is minimal uniform appearance to its signage and roadways, there is no designated downtown center, and there is no particular focus or emphasis placed upon access points to natural areas. Therefore, there is a danger that the Town identity will not be distinctive enough to set it apart from any other community. There also is still a threat of a loss of land due to annexation potentials.

As a start, using cultural landmarks and public gathering places, should be utilized to portray the Town identity. Churches, libraries, dance halls, and similar institutions are what often spring to mind when one thinks of a community. Within the Town of Lawrence, state park and a mix of residential and commercial uses are often what come to mind.

To create a distinct and attractive identity, to foster community pride, and to promote the Town of Lawrence, it is proposed that:

- The Town of Lawrence entrance corridors along I-41 and heavily used county highways should be a focal point of the Town of Lawrence efforts to achieve good design and a distinct identity.
- The Town of Lawrence should identify a downtown site and develop a town center plan. In terms of natural and cultural resources, this would include establishment of design and building standards to encourage rehabilitation of any older, more architecturally interesting buildings and attractive landscaping.
- Planting street trees should be encouraged as a means of beautifying the built environment and providing neighborhood character, particularly in new residential developments where trees do not exist. Trees and the natural/rural character they provide are some of the primary reasons people continue will want to continue to move to the Town of Lawrence. In addition, the Town of Lawrence should seek to preserve selected existing trees either by working with developers to design around such trees or through a tree preservation ordinance or forestry ordinance.
- Even small areas of greenspace within residential developments are cultural resources that add value to neighborhoods. A local example of this is Shadow Ridge Park. Even though the park is not developed, it helps to reinforce the natural feel of the area. New developments should contain small neighborhood parks or greenspace either through the use of conservation subdivisions or by setting aside small areas for neighborhood greenspace, parks, recreation, or stormwater management areas.
- Where public acquisition is appropriate or a larger setback/buffer adjacent to surface water is desired, establishment of natural corridors or parkways should be considered. By keeping intensive development out of the stream corridors, water quality is improved, habitat is maintained, and recreational opportunities are preserved. Parkway also maintain scenic values. It is specifically recommended that parkways be created along the Town of Lawrence primary drainage corridors, such as the Fox River, Ashwaubenon Creek, and Hemlock Creek. Parkway along the other tributaries of these surface waters should also be considered. The parkways should, at a minimum, include the floodway/shoreland buffer portion of the corridor and should ideally contain additional lands. These parkways would allow the corridors to remain mostly undeveloped as wildlife corridors, preserve natural beauty, provide stormwater management areas, provide trail possibilities, and link parts of the Town of Lawrence together. The parkways would also enhance public access and allow the Town

opportunities to capitalize on the intrinsic value of its most notable natural features. Acquisition of parkways could occur at any time that an opportunity arises. Generally, it could occur at the time adjacent lands are developed and could be accomplished either through dedication or purchase. If public acquisition is not feasible, private ownership subject to conservation easements could be considered. Lands within parkways should be used only for passive recreation, such as trails, consistent with the 2011 Bicycle and Pedestrian Plan and the Park and Outdoor Recreation chapter of this plan.

- Alternative development approaches, such as conservation subdivisions, should be encouraged near environmentally sensitive areas. New subdivisions can be designed to preserve natural drainage patterns, reduce fragmentation of wildlife habitat, and limit the amount of impervious surfaces, such as roads. By clustering development on a site, large blocks of environmentally sensitive areas can be left as preserved open space. To promote such development practices, greater flexibility and incentives should be inserted into Town of Lawrence development codes, such as allowing reduced lot sizes, smaller setbacks, and/or narrower streets, in exchange for preservation of natural resources.
- Natural, cultural, and agricultural resources education should be encouraged. Spreading knowledge of the importance of the natural, cultural, and agricultural resources and ways to maintain them are essential implementation tools. For example, educating property owners along waterways about nonpoint source pollution and providing tips on landscaping and buffering to prevent this pollution can help to achieve improved water quality. Periodic newsletters could be mailed to residents with information on topics such as not dumping pollutants down storm sewers, tree trimming tips, and other issues relating to natural resource protection. Water resource educational materials are available from the WDNR and the UW-Extension. Another example is to erect signs that identify the names of creeks at road crossings. These signs are an excellent way to raise awareness of drainageways. Unnamed waterways should have names established, perhaps by honoring landowners along them or through school naming contests. This is also another way of raising awareness of the importance of these features.

Recommended Policies, Programs, and Actions

There are many avenues the Town of Lawrence can take to achieve the natural, cultural, and agricultural resources goal and objectives listed in the plan's Issues and Opportunities chapter. They range from specific one-time actions to broad ongoing programs. Many of the policies, programs, and actions identified in this chapter have been specifically formulated to also address recommendations within the Land Use and Utilities and Community Facilities chapters. Not only is such an approach economical and efficient for the Town of Lawrence, but also such considerations are required under the Comprehensive Planning Law.

Agricultural Resources Recommendations

- Work with active farmers to ensure that encroaching development does not prevent them from continuing to farm.
- Support the updated Brown County Working Lands Initiative and the Farmland Preservation Plan after completion of the updated Town of Lawrence Comprehensive Plan to ensure that the recommendations of the two plans are consistent.
- Work with heirs to land and developers to encourage the preservation of agricultural land.
- Plan for the efficient, cost-effective extension of public sewer and water facilities by avoiding the extension of services past large tracts of active agricultural land.

Natural Resources Recommendations

- Determine and identify the attributes of important rural character.
- Implement the parkway and trail concepts along the Fox River, Hemlock Creek, Ashwaubenon Creek and unnamed tributaries consistent with the Parks & Outdoor Recreation Plan and the 2011 Bicycle and Pedestrian Plan.
- Work with local conservation or school groups to stabilize the shoreline along waterways. Encourage planting native grasses and plants in order to reduce shoreline erosion.
- Encourage developers to incorporate access to the waterways in both development and redevelopment projects.
- Flood studies should be undertaken for all drainageways within the Town of Lawrence. This can be accomplished on a case-by-case basis by developers as development occurs, but it may be more appropriate as part of a comprehensive stormwater management plan.
- Enforce the implementation of the stormwater management ordinance. Utilize the stormwater utility to finance implementation.

- Work with the WDNR and the Wisconsin Coastal Management Program to identify critical wetland habitats in the Town of Lawrence and the means to protect them.
- Establish and utilize a conservancy zoning district to protect environmentally sensitive areas, important woodlands, wildlife habitat, scenic resources, etc.
- Support the Brown County Sewage Plan to ensure that it is consistent with the recommendations of this comprehensive plan, particularly as it applies to the environmentally sensitive area designations.
- Provide information to private well owners regarding testing and maintenance of their wells through Town newsletter articles and educational materials from WDNR.
- Consider implementing a Town-wide private well sampling program to test for potential contaminants.
- Continue to monitor the quality and quantity of the groundwater resource as the Town of Lawrence continues to grow using the Vulnerability Assessment and a Wellhead Protection Plan to ensure a safe potable water supply.
- Support Brown County’s “time of sale” program of inspecting private onsite sewage disposal systems to guard against failing systems in those areas not served by public sanitary sewers.
- Coordinate with local conservation, school, or other service groups to remove invasive plants, such as loosestrife and phragmites, from wetlands and floodplains.
- Begin an educational program to make residents more aware of environmental areas, issues, and solutions.
- Contact the WDNR early in any development proposals along the Town of Lawrence waterways and steep slopes to properly address any threatened or endangered resources that may be present.
- Consider adoption of a nonmetallic mining ordinance to ensure adequate protection for existing and future residential developments.

Cultural Resources Recommendations

- Contact the Neville Public Museum in the event that any artifacts are discovered.
- Create and utilize a Historic Preservation Ordinance to continue the preservation of the existing and any future structures listed on the State and/or National Registers of Historic Places.

- Create and enforce the design review standards for new commercial, multifamily, and industrial development to ensure it enhances the Town identity and rural character.
- Establish priorities for protection of historic and cultural buildings and strive for rehabilitation and maintenance rather than demolition when possible by working with private property owners to pursue federal and state historic preservation/rehabilitation tax credit programs.
- Continue the beautification of main thoroughfares through the creation of a sign ordinance that encourages pedestrian-scale monument-style signage rather than large monopole pedestal signs, particularly when areas are or are expected to urbanize.
- Create an identity unique to the Town of Lawrence.
- Focus the design and beautification efforts first on the proposed downtown and at entrance corridors and then by similar efforts in neighborhoods and major natural resources. Specific actions should include:
 - Street tree requirements where appropriate.
 - Traffic calming along CTH D, CTH F, CTH S, and CTH EEHS, CTH J, and in the proposed downtown area to create a more enjoyable environment for pedestrians and bicyclists.
 - Establishment of parkways, walkways, trails, etc. consistent with the 2011 Bicycle and Pedestrian Plan and the Park and Outdoor Recreation chapter of this plan.
 - Promotion of alternative development methods, including conservation subdivisions, traditional neighborhood developments, and mixed-use development.

Chapter 8: Parks & Outdoor Recreation Plan

Introduction to Parks & Outdoor Recreation Plan

Outdoor recreation and open spaces lend form and function of a Town, enhancing the attractiveness and sense of civic pride. By establishing areas, facilities, and activities that accommodate public recreational needs, the general health, welfare, and safety of the Town of Lawrence residents and visitors is enhanced.

The public desire for parks and outdoor recreation has grown over the years to the point that today's residents commonly expect government to satisfy a large proportion of these needs with the provision for neighborhood parks, community parks and open spaces. To respond to this need, The Town of Lawrence will need to consider the addition of park, open space and recreational opportunities.

To provide recreational services in an efficient and effective manner, planning principals and guidelines are often included as an integral element of park and recreation programs. That process is formalized in the Town of Lawrence Parks and Outdoor Recreation Plan.

Purpose

The purpose of the Town of Lawrence Parks & Outdoor Recreation Plan is to provide a planning document to establish and guide future park and recreation needs. The Plan provides a goal, objectives, and policies for recreational opportunities to meet the current and future recreational requirements. The Plan also includes a description of the primary service area and the level of service the community may require. With an adopted Plan the town becomes eligible to submit and receive grants from the State of Wisconsin and federal government for acquisition, preservation and development of park lands and natural open spaces. The Town should continue planning efforts for the provision of park and recreational opportunities due to the potential for a significant increase in population, as identified in Chapter 1 of this plan, over the next 20 years.

Existing parks and the need for park development was identified within the Town's 2000 Smart Growth Comprehensive Plan. The Town does not have a park plan prior to this Plan. Elements of the new 2015 Comprehensive Plan that support this Parks & Outdoor Recreation Plan, such as population projections and land use acreages, were no repeated in this Plan chapter to minimize redundancy.

The goal, objectives, and policies of the Parks & Outdoor Recreation Plan reflect the need for retention of natural open space and preservation of fish and wildlife habitat as well as the need to acquire and develop parks as the Town of Lawrence continues to develop over the next 5 and 20 years.

Philosophy

The Town of Lawrence should strive to provide high quality, safe and accessible recreational facilities, link natural areas with trail connections and wildlife passages, and preserve the community's natural resources, including the Fox River.

The Plan establishes concepts and strategies for the provision of parks, open space and recreational opportunities. The following are key concepts:

- Provision for park facilities and recreational opportunities for residents of all ages.
- Protection and preservation of the Town parks and open space areas and natural resources by providing one of the finest and most dynamic park systems in the region.
- Provision of park facilities and recreational opportunities for all residents in a safe environment.
- Protection of scenic and visual resources within the Town boundaries.
- Provision of park facilities that take advantage of nature based tourism.

This Parks and Outdoor Recreation Plan is the culmination of a cooperative effort undertaken by the Town of Lawrence Comprehensive Plan Steering Committee and the Brown County Planning Commission Board of Directors during the summer and fall of 2015. It is intended to serve as a guide for the town in its provision of park, outdoor recreation, and nature based tourism, and open space sites and facilities for the next 5 and 20 years.

Consistent review and implementation of the Plan over time will ensure the cost-effective and coordinated provision of park, open space, and outdoor recreation opportunities for Town residents.

The town has many opportunities to enhance cultural, historical, and natural amenities. It is important that the town and community groups actively plan and support the acquisition, development, and improvement to the park and recreation facilities, programs, and natural open space areas for the benefit of current and future generations.

Goal and Objectives

There are a limited number of parks and trails that have been developed in the Town of Lawrence. It is imperative that the Town implement planning efforts for the provision of park and recreation opportunities due to the continued population growth that will occur over the next 5-20 years. This planning effort includes a public involvement process, identifying a park and recreation service area, and determining the appropriate levels of park service that will meet the Town's park and outdoor recreation needs.

The following goal and objectives support the needs of the Town of Lawrence and promotes the stewardship of the parks, recreation, and natural open areas:

GOAL: Promote the stewardship of natural, historical, and cultural resources throughout the Town of Lawrence in the form of parks, trails, water trails, and bicycle lanes with a recreational system that serves the needs of the residents and the surrounding community.

Objective: Acquire land for future parks, trails, and trail connections and natural open space when such lands are available and affordable in order to meet present and future community and user demand and needs.

Objective: Ensure the development of parks is balanced with environmental protection, promoting and protecting environmental quality, open space, wildlife habitat, and multi-use recreational opportunities.

Objective: Preserve and protect the Town of Lawrence natural resources through the provision of resource management strategies and programs.

Objective: Preserve and enhance the beauty of the Town of Lawrence areas that make up the park system.

Objective: Ensure that the Town of Lawrence park system has a strong orientation toward providing parks, recreation and open space facilities and opportunities for future generations.

Objective: Make the Town of Lawrence park system easily accessible for as many recreational users as possible.

Objective: Ensure that the Town of Lawrence park facilities are safe and well managed while providing all segments of the community with quality park and recreational facilities and services.

Objective: Create partnerships with local, state, regional, and federal agencies, as well as school districts, businesses, developers, user groups, non-profit organizations, and neighborhood groups. Encourage partnerships that foster the the management and maintenance parks, open space, recreational facilities, services, and security.

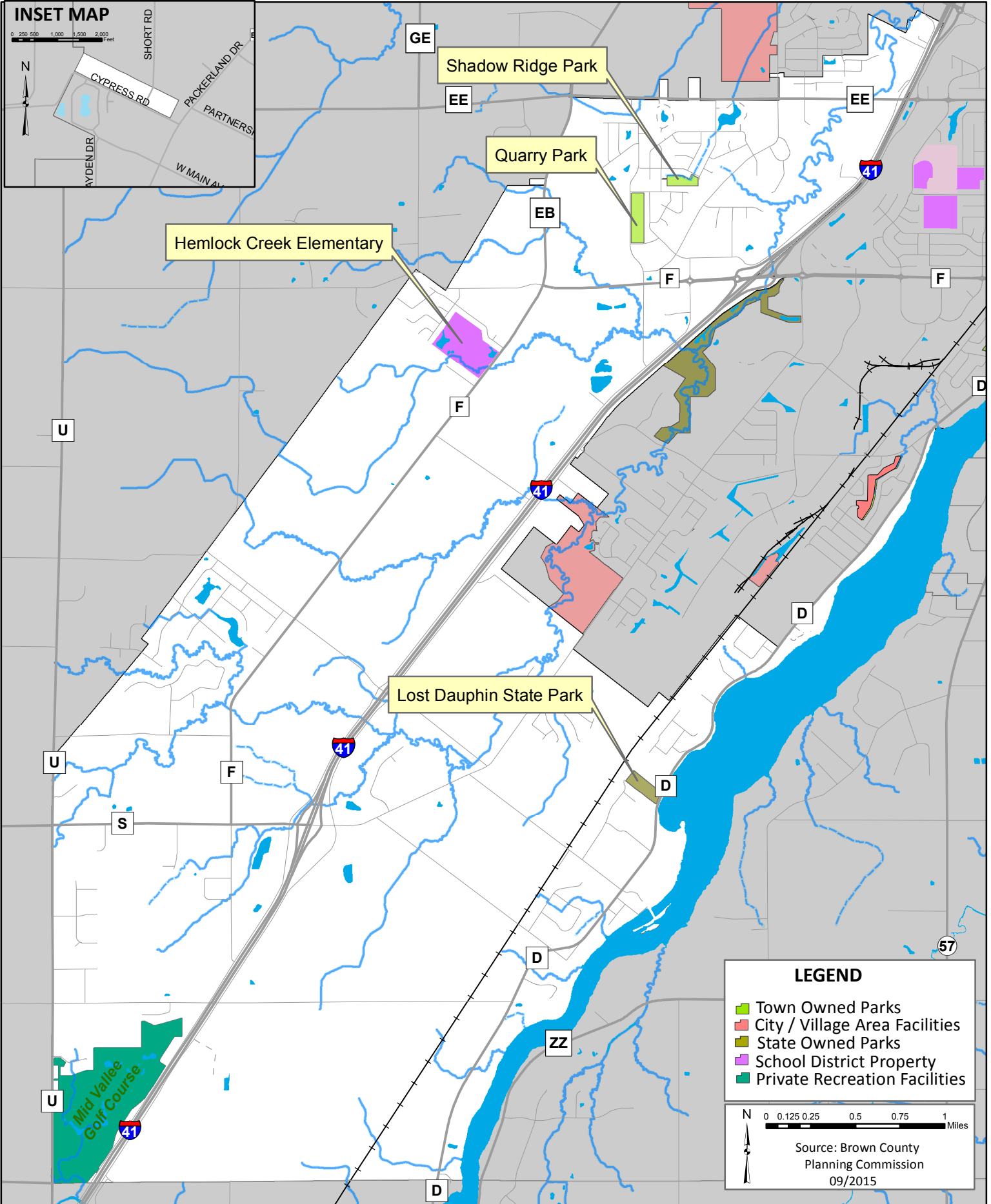
Objective: Coordinate park planning on a regional basis in order to provide an effective and efficient regional park and outdoor recreational system with better opportunities for recreation, services, and protection of natural spaces.



Figure 8-1

Park and Recreation Areas

Town of Lawrence, Brown County, WI



Inventory of Public Local, County, and State Parks

Not including municipalities to the east of the Fox River, the Town of Lawrence is adjacent to one city, two villages, and two towns (one town being in Outagamie County). Park services from some of the adjacent communities may also be available to Town of Lawrence residents. In fact, sharing services between adjacent communities may be a cost-effective method for the Town of Lawrence to provide park and outdoor recreation services until the Town is able to develop its own fully functional park program without replicating a nearby service.

For the purpose of this plan, community recreational facilities and parks in adjacent communities that are within one mile of the Town of Lawrence are included in the following inventory. Adjacent community pocket parks and neighborhood parks are not included in the inventory as that type of parks are typically designed for immediate neighborhood users. The municipality name is identified with the park name if the park is located outside of the Town of Lawrence. Only two local parks, one school site, and one state park are in the Town.

Local Parks

Quarry Park

A 12.5 acre facility located on Quarry Park Drive, between Crimson Way and Morning Dew Lane. The park lies between a residential development and an active quarry. Facilities include two baseball diamonds, one basketball court, 3.5 soccer fields, open lawn space, parking lot parking for approximately 98 vehicles (4 being handicap accessible), one pavilion, two playground areas, restrooms, park signage, and a pedestrian walkway connecting to a residential area to the east.

Shadow Ridge Park

A 6.7 acre facility located on Shadow Ridge way, south from Minten Way. The park lies within a residential development. Facilities include open lawn space, a pavilion, playground, park signage, and a walkway connecting the pavilion to the street.

Cornerstone Park (in Ashwaubenon)

A 37.9 acre athletic field located north from Fernando Drive and west from Packerland Drive.

De Pere Dog Park (in De Pere)

A 19.0 acre dog park located at the end of Biotech Way, and west from the train tracks.

Southwest Park (in De Pere)

A 92 acre large urban park on Ashwaubenon Creek, located immediately north from the Town of Lawrence border and east from I-41.

The Preserve Park (in De Pere)

A 70.9 acre linear natural area with trails located north from Southbridge Road and east from I-41. The park is adjacent to the Town of Lawrence border but is separated by the freeway.

County Parks

None.

State Parks***Lost Dauphin State Park***

A 9.5 acre facility located on Lost Dauphin Road (CTH D) along the Fox River, between Brett way and Jen Drive. The state park lies within the site of the original Eleazer Williams homestead. Facilities include wooded and lawn open space, parking without designated stalls, a pavilion, playground, restrooms, park signage, and trails. The property fronts on the Fox River, but due to Lost Dauphin Road there is not an established direct water access point.

Bicycle and Pedestrian Lanes and Trails

Bicycle and pedestrian lane and trail details are described in detail in the Town of Lawrence Bicycle and Pedestrian Plan that was adopted in 2011. Recommendations in the Bicycle and Pedestrian Plan are supported by this Parks & Outdoor Recreation Plan. Significant lanes and trails are shown on the maps in this Parks & Outdoor Recreation Plan.

Schools***Hemlock Creek Elementary***

A 0.95 acre playground located on Williams Grant Drive (CTH F), Potter drive and Clem Lane. The school lies to the south and east from developing residential property. The 45.5 acre property also has large spans of green space adjacent to the school.

West De Pere Middle School (in De Pere)

The approximate 30 acre athletic fields.

West De Pere High School (in De Pere)

The approximate 14 acre athletic fields.

Donald Schneider Stadium Sports Complex (in De Pere)

The 28.0 acre athletic field for St. Norbert College.

Mel Nicks Sports Complex (in De Pere)

The 8.0 acre athletic field for St. Norbert College.

Inventory of Private Parks and Other Facilities***Apple Creek Campground***

A 4.1 acre portion of the facility located on County Line Road (CTH U) is in the Town of Lawrence. The campground is at the far southwest end of the Town of Lawrence.

Mid Vallee Golf Course

A 203.7 acre facility located on Mid Valley Drive, south from Golden Glow Road. The golf course is at the far southwest end of the Town of Lawrence.

Highland Ridge Golf Club (in Ashwaubenon)

A 142.7 private golf course on sand Acres Drive, north from Grant Street.

Figure 8-2 Existing Features in Park Sites within in Town of Lawrence

Park Name	Baseball	Basketball	Historic Site	Open Space	Parking Lot	Pavilion	Playground	Restrooms	Signage	Soccer	Trails	Walkway	Waterfront	Woodlands
Quarry Park	2	1		1	1	1	1	1	1	3+		1		
Shadow Ridge Park				1		1	1		1			1		
Lost Dauphin State Park			1	1	1	1	1	1	1		1		1	1
Hemlock Creek Elementary	1	1			1		1					1		
TOTAL Number of Facilities	3	2	1	3	3	3	4	2	3	3+	1	3	1	1

Planning for the Growth of the Town of Lawrence

To identify the demand for park and recreation facilities within the Town of Lawrence and to prepare for the demand the Comprehensive Plan Steering Committee evaluated information collected for this Comprehensive Plan with the existing park facilities and potential park shortfalls. A level of service was also calculated to determine future park needs with this information, needs, services and the value for the services was established in order to prioritize the direction for the Parks and Outdoor Recreation Plan. The following are the findings for the Parks & Outdoor Recreation Plan.

Population

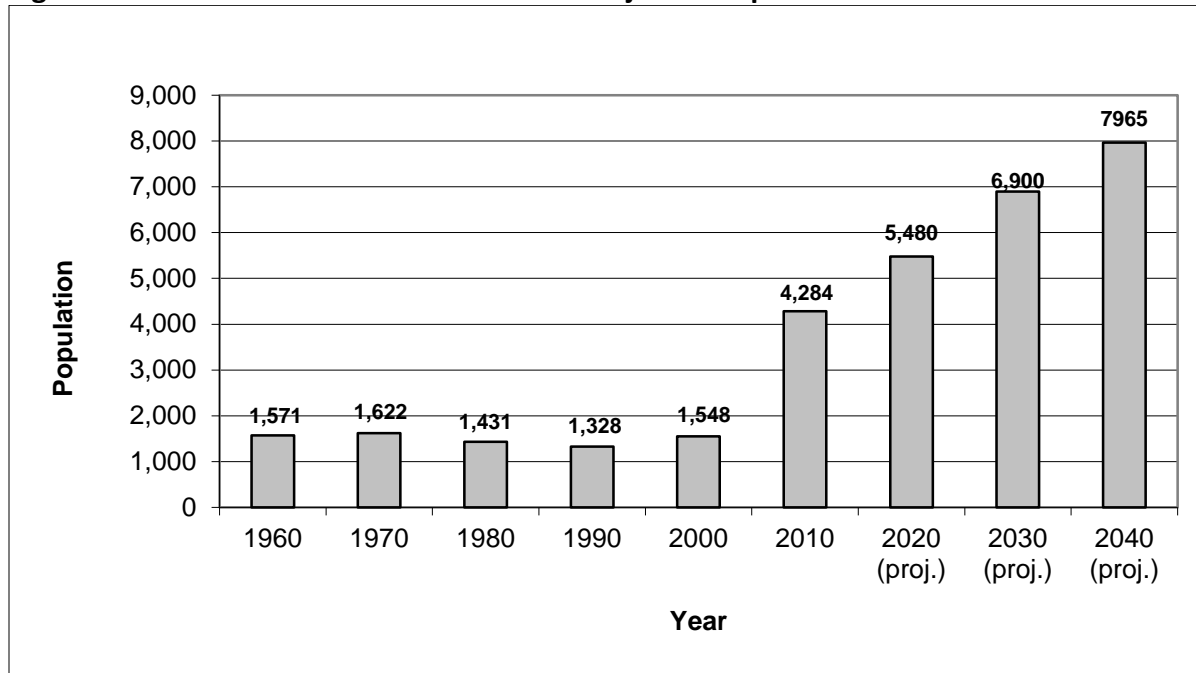
In 2010, the U.S. Bureau of the Census estimated the Town of Lawrence Population to be 4,284.

The Wisconsin Department of Administration estimates that the population will increase to 5,400 by year 2020, to 6,900 by year 2030, and to 7,965 by year 2040.

By the year 2040, the Parks and Outdoor Recreation Plan needs to accommodate 3,681 more Town residents than in 2010. There already was a known shortfall in parks, facilities and services. Thus, the importance of this plan is vital for the health and quality of life for residents on the Town of Lawrence.

Based upon this information, some calculations for park needs can be determined. Although park plans should not completely rely on population projections, this method is an excellent basis for comparison purposes.

Figure 8-3: Town of Lawrence Historic and Projected Population



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

Needs Assessment

To begin the process for identifying parks and facilities needed for the Parks and outdoor Recreation Plan, standards must be used for comparison against the Town of Lawrence's existing inventory of recreation resources. Many states, counties, and cities use a wide variety of standards. The National Recreation and Park Association (NRPA) generated new documentation to base the park and recreation needs for Level of Service Standard (LOS), which is, reviewing the existing recreational facilities provided and comparing the number of facilities to the number of residents within the community. It is important to look at the overall community needs in relation the amount of users.

Using an analysis of the community service standards and comparing those standards to existing park facilities, it is possible to derive where park facility deficits occur in the Town of Lawrence.

There may be difficulties in determining the needs for the Town if too many people from outside the Town limits become dependent on local recreational facilities. This may become more noticeable as the park system develops to serve a wider set of users. This is an area where the benefits of items such as nature based tourism can be tied to park development, particularly in areas such as off-street trail development.

Proposed Park Location Disclaimer

Please note that all proposed park locations are ideal approximate locations. The actual park locations should be within ½ mile of the locations referenced in text and on maps.

Immediate Needs (0-1 Years)

The focus of the Parks & Outdoor Recreation Plan in the “immediate” is simply to identify the immediate facility needs of existing parks. The needs assessment and plan value does not address costs related to existing or additional staff as there presently is not a Parks Department. Likewise the staff budget likely would more properly be derived from the Town budget rather than the calculations of the Park and Outdoor Recreation Plan. The following are immediate needs over the next year to accommodate the existing population:

1. Land Acquisition for New Parks
2. Existing Park Additions

Land Acquisition for New Parks

Future Neighborhood Park Land Acquisition = 2 to 3 acres (for 8-9 acres total)

The acquisition of land to develop one future neighborhood park, located north from Andromeda Drive and Pisces place. The focus should be the acquisition of the land for future facilities rather than uses within the park as part of the immediate needs.

Future Community Park Land Acquisition = 12 acres (for 24 acres total)

The acquisition of land to develop one future Community Park at 12 acres or two parks at 6 acres each, located at Noah Road & White Gate Trail and/or Little Rapids Road & Lawrence Drive. The focus should be the acquisition of the land for future facilities rather than uses within the park as part of the immediate needs.

Future Passive Recreation Open Space Land Acquisition = Undefined first year acreage

The acquisition of passive recreation land to preserve natural spaces and to connect existing parks should be evaluated at all times. The immediate need is 230.30 acres, however, unless a major donation of land is made to the Town this is an unlikely goal to achieve within one year. The Town should remain cognizant of available lands to acquire within the first year if lands becomes available. Note that passive recreation lands can be part of Neighborhood Parks and Community Parks, but, the focus should be utilizing the natural spaces for preservation, trails, and inter-park connectivity.

Future Bicycle and pedestrian Lanes and Trails = Undefined first year mileage

The acquisition of lands for on street and off street bicycle and pedestrian lanes and trails should go hand in hand with the approved Town of Lawrence Bicycle and Pedestrian Plan. Emphasis for acquisition and development in the first year should be on connecting the three existing parks and the school within the Town.

First priority: Pedestrian sidewalk and walkway connection along Park Haven Road and Crimson Way to connect Shadow Ridge Park and Quarry Park.

Second Priority: Establish walkway and bicycle lanes to connect Hemlock Creek School on Williams Grant Drive to adjacent and future residential neighborhoods.

Third Priority: Bicycle route designation along Lost Dauphin Road to connect Lawrence, De Pere and Wrightstown to State Park.

Short Term Needs (1-5 Years)

The focus of the Parks and Outdoor Recreation Plan in the short term relates to the acquisition of land needed for future parks, and meeting the immediate facility needs of existing parks. The needs assessment and plan value does not address costs related to existing or additional staff as there presently is not a Parks Department. Likewise the staff budget likely would more properly be derived from the Town budget rather than the calculations of the Parks & Outdoor Recreation Plan. The following are short term needs over the next five years:

1. Land Acquisition, Lanes, and Trails for New Parks
2. Existing Park Additions
3. Existing Park Renovations / Replacements

Land Acquisition, Lanes, and Trails for New Parks

Future Neighborhood Park Land Acquisition = 2-3 acres (for 11 acres total)

The acquisition of land to develop one 2-3 acre future neighborhood park, located at Scheuring Road and Wizard Way. The focus should be the acquisition of the land for future facilities rather than uses within the park as part of the short term needs.

Future Community Park Land Acquisition = 5-6 acres (for 28 acres total)

The acquisition of land to develop one future 5-6 acre Community Park located at Williams Grant Drive and Birchwood Road. The focus should be the acquisition of the land for future facilities rather than uses within the park as part of the short term needs.

Future Passive Recreation Open Space Land Acquisition = up to 260 acres

The acquisition of passive recreation land to preserve natural spaces and to connect existing parks should be evaluated at all times. The short term need is 260 acres, assuming no acreage was purchased as part of the immediate needs. Focus should be on purchasing natural spaces, waterways, and environmentally sensitive areas that connect the existing and proposed parks.

First Priority: Lands at Lost Dauphin Road adjacent to Lost Dauphin Park that connects the park to the Fox River. Any additional spaces that will allow future development of the park with water access for kayaks, boats, etc., should be considered.

Second Priority: Branches of Ashwaubenon Creek connect proposed Community Park at Little Rapids Road & Lawrence Drive to the City of De Pere’s Southwest Park on the Town’s north limits.

Third Priority: Additional branches of Ashwaubenon Creek connect proposed Community Park at Little Rapids Road & Lawrence Drive to proposed Community Park at Noah Road & White Gate Trail to the west, on the other side of I-41.

Fourth Priority: Additional branches of Ashwaubenon Creek connect Hemlock Creek School to Quarry Park Drive (the street) to the east. Additional on-street walkways are defined below to connect the school to Quarry Park.

Future Bicycle and pedestrian Lanes and Trails = Approximately 9 total street miles and approximately 5.5 total trail miles

The establishment of bicycle and pedestrian lanes follows the recommendations of the Lawrence Bicycle and Pedestrian Plan. The priorities are focused on connecting the existing and proposed parks along streets and through open space and natural areas. The mileage is approximate. Strong recommendations are made to continue proposed connections to adjacent communities and to adjacent existing and future bike lanes, trails, and pedestrian ways.

First priority: 3.5 miles of on-street development connecting future community Park at Little Rapids Road & Lawrence Drive to proposed Community Park at Noah Road & White Gate Trail. Continue Connection to Lost Dauphin Road.

- Streets included = Noah Road, Williams Grand Drive, Little Rapids Road.

Second Priority: 3.5 miles of on-street development connecting Quarry Park to future community Park at Noah Road & White Gate Trail as well as future community park at Williams Grant Drive and Birchwood Road.

- Streets included = Quarry Park Drive, Scheuring Road, Williams Grant Drive.

Third Priority: There are multiple smaller stretches of on-street lanes and that will connect the neighborhoods to neighborhood parks and the bicycle lane system.

- 0.3 mile extension on Quarry Park Drive, south from Scheuring Road to the waterway for future trail connection through open space.
- 0.6 mile extension on Scheuring Road, west from Williams Grant Drive to the future Neighborhood Park.
- mile extension on Lawrence Drive, north from Little Rapids Road Quarry Park, to the De Pere City Limits to connect to the future Neighborhood Park and also to connect to Southwest Park in the City of De Pere.
-

Fourth Priority: There are multiple smaller stretches of off-street trails the community parks and school to neighborhoods and the bicycle and pedestrian lane system.

- 1.5 mile riverside Trail along branches of Ashwaubenon Creek connect proposed Community Park at Little Rapids Road & Lawrence Drive to the City of De Pere's Southwest Park on the Town's north limits.
- 2.5 mile riverside Trail along branches of Ashwaubenon Creek connect proposed Community Park at Little Rapids Road & Lawrence Drive to proposed Community Park at Noah Road & White Gate Trail to the west, on the other side of I41.
- 1.5 mile riverside Trail along branches of Ashwaubenon Creek connect Hemlock Creek School to Quarry Park Drive (the street) to the east. Additional on-street walkways are defined below to connect the school to Quarry Park.

Existing Park Additions

1. Add parking, restroom, and pavilion to Community Park at Noah Road & White Gate Trail.
2. Add playground to Community Park at Noah Road & White Gate Trail.
3. Add Volleyball court to Community Park at Noah Road & White Gate Trail.
4. Add Tennis Court to Community Park at Noah Road & White Gate Trail.
5. Add Basketball Court to Community Park at Noah Road & White Gate Trail.
6. Add restroom and pavilion, to Neighborhood Park at Andromeda Drive and Pisces Place.
7. Add playground to Neighborhood Park at Andromeda Drive and Pisces Place.

Existing Park Renovations / Replacements

None.

Long Term Needs (5-20 years)

The focus of the Parks and Outdoor Recreation Plan in the long term still relate to the acquisition of land needed for future parks, and meeting the immediate facility needs of existing parks. However, at this point the focus should also include emphasis on the facilities within each park to ensure the population uses the park system. The following are long term needs for the next 5 to 20 years:

1. Land Acquisition, Lanes, and Trails for New Parks
2. Existing Park Additions
3. Existing Park Renovations / Replacements

Land Acquisition, Lanes, and Trails for New Parks

Future Neighborhood Park Land Acquisition = 6 acres (for 16 acres total)

The acquisition of land to develop three 2 acre future neighborhood parks, located each of the following locations:

1. Little Rapids Road, west from Williams Grand Drive.
2. Freedom Road, east from S. County Line Road.

3. Hickory Road, east from Freedom Road/Lawrence Drive.

Future Community Park Land Acquisition =12 acres (for 28 acres total)

The acquisition of land to develop one larger future 12 acre Community Park located on Golden Glow Road, near Milo Road.

If the preservation of the rural feel of the town with agricultural land does not occur as expected over the next 20 years, the larger site could be split into a 6 acre site with a second 6 acre Community Park proposed on Golden Glow Road on the east side of I41. This concept splitting of park site acreage is not reflected on the park plan map.

Future Passive Recreation Open Space Land Acquisition = 139 acres (399 acres total)

The acquisition of passive recreation land to preserve natural spaces and to connect existing parks should be evaluated at all times. The long term need is an additional 139 acres, assuming no acreage was purchased as part of the immediate needs. Focus should be on purchasing natural spaces, waterways, and environmentally sensitive areas that connect the existing and proposed parks.

First Priority: Lands following Ashwaubenon Creek, adjacent to I-41, at north end of the Town. Acquire for protection of environmental features and for trail system in an area when park development is difficult.

Second Priority: Lands along tributary of Ashwaubenon Creek and field over train tracks, connecting Lawrence Drive to Lost Dauphin State Park.

Third Priority: Lands along tributary of Ashwaubenon Creek, connecting The Preserve in De Pere to Hemlock Creek Elementary.

Fourth Priority: Lands along tributary of Ashwaubenon Creek, connecting Southwest Park in De Pere to future Neighborhood Park on Little Rapids Road.

Fifth Priority: Lands along tributary of Ashwaubenon Creek, connecting Community Park on Noah Road to proposed Neighborhood Park on Freedom Road.

Sixth Priority: Lands along tributary of Ashwaubenon Creek, connecting Community Park at Little Rapids Drive (east from I-41) to future Community Park on Golden Glow Road (west of I-41).

Seventh Priority: Lands along tributary of Ashwaubenon Creek, connecting Community Park at Little Rapids Drive (east from I-41) to future Neighborhood park on Hiscorey Road. Continuing to connect to future Community Park on Golden Glow Road (east of I-41) if it is deemed necessary to develop a park at that location.

Acquisition of Quarry for Conversion to Large Park and Recreation Area.

Consider the acquisition of the stone quarry on Quarry Park Drive for conversion to a park and recreation related land use that is compatible to adjacent residential land uses and beneficial for Town of Lawrence residents.

Future Bicycle and pedestrian Lanes and Trails = Approximately 13.5 additional street miles (22.5 miles total) and approximately 9.5 additional trail miles (15.0 miles total).

The establishment of bicycle and pedestrian lanes follows the recommendations of the Lawrence Bicycle and Pedestrian Plan. The priorities are focused on connecting the existing and proposed parks along streets and through open space and natural areas. The mileage is approximate. Strong recommendations are made to continue proposed connections to adjacent communities and to adjacent existing and future bike lanes, trails, and pedestrian ways.

First priority: 2.0 miles of on-street development along Freedom Road, between County Line Road and Little Rapids Road. Connects Neighborhood Park and Community Park to system.

Second Priority: 0.5 miles of on-street development along Williams Grant Drive, between Noah Road and Freedom Road. Completes loop.

Third Priority: 1.3 miles of on-street development along Hickory Road, between Lawrence Drive and Lost Dauphin Road. Connects future Neighborhood Park to system.

Fourth Priority: 0.6 miles of on-street development along Little Rapids Road, between Williams Grant Drive and Hobart. Connects Neighborhood Park and Hobart to system.

Fifth Priority: 2.0 miles of on-street development along Quarry Park Drive, Mid Valley Drive, and Birchwood Drive. Completes loop and further connects Community Park to system.

Sixth Priority: 0.7 miles of on-street development along Quarry Park Drive, between Quarry Park and Orlando Drive. Connects Quarry Park and system to Ashwaubenon.

Seventh Priority: 1.8 miles of on-street development along Sand Acres Drive, between OrIndo Drive and Quarry Park Drive. Loop connects residential area to system.

Eighth Priority: 1.8 miles of on-street development along Orlando Drive to complete system at north Town border with Ashwaubenon, De Pere, and Hobart.

Ninth Priority: 2.3 miles of on-street development along County Line Road to complete system at west Town border with Hobart, Kaukauna, and Wrightstown.

Tenth Priority: 0.5 miles of on-street development along Noah Drive, Connecting Community Park to Hobart.

Eleventh Priority: There are multiple stretches of off-street trails connecting the Neighborhood Parks, Community Parks, school, to the residential neighborhoods and the bicycle and pedestrian lane system.

- 2.3 mile riverside trail along branches of Ashwaubenon Creek, adjacent to I-41, at north end of the Town. Acquire for protection of environmental features and for trail system in an area when park development is difficult. Trail may have opportunities to connect to The Preserve in De Pere through I-41.
- 1.0 mile riverside trail along branches of Ashwaubenon Creek and field over train tracks, connecting Lawrence Drive to Lost Dauphin State Park.
- 0.3 mile riverside trail along branches of Ashwaubenon Creek, connecting The Preserve in De Pere to Hemlock Creek Elementary. Trail must cross I-41
- 2.0 mile riverside trail along branches of Ashwaubenon Creek, connecting Southwest Park in De Pere to future Neighborhood Park on Little Rapids Road. Trail must cross I-41.
- 0.8 mile riverside trail along branches of Ashwaubenon Creek, connecting Community Park on Noah Road to proposed Neighborhood Park on Freedom Road.
- 2.5 mile riverside trail along branches of Ashwaubenon Creek, connecting Community Park at Little Rapids Drive (east from I-41) to future Community Park on Golden Glow Road (west of I-41). Trail must cross I-41.
- 0.6 mile riverside trail along branches of Ashwaubenon Creek, connecting Community Park at Little Rapids Drive (east from I-41) to future Neighborhood park on Hickory Road. Continuing to connect to future Community Park on Golden Glow Road (east of I-41) if it is deemed necessary to develop a park at that location will add an additional 1.0 mile.

Existing Park Additions

1. Add parking, restroom, pavilion, and playground to Community Park on Golden Glow Road, west from I-41.
2. Add restroom, pavilion, and playground to Neighborhood Park on Little Rapids Road, west from Williams Grant Drive.
3. Add restroom, pavilion, and playground to Neighborhood Park on Freedom Road, near Ashly Lane.
4. Add restroom, pavilion, and playground to Neighborhood Park on Hickory Road, east from Lawrence Drive.
5. Add 2 volleyball courts and 2 soccer fields to Community Park on Golden Glow Road, west from I-41.
6. Add Dog Park to Community Park on Birchwood Road, east from Williams Grant Drive.
7. Add tennis court to Neighborhood Park on Little Rapids Road, west from Williams Grant Drive.
8. Add boat launch, kayak launch, and waterfront amenities to Fox River at the Lost Dauphin State Park.

Existing Park Renovations / Replacements

None.



Figure 8-4

Park and Recreation Immediate Needs

Town of Lawrence, Brown County, WI

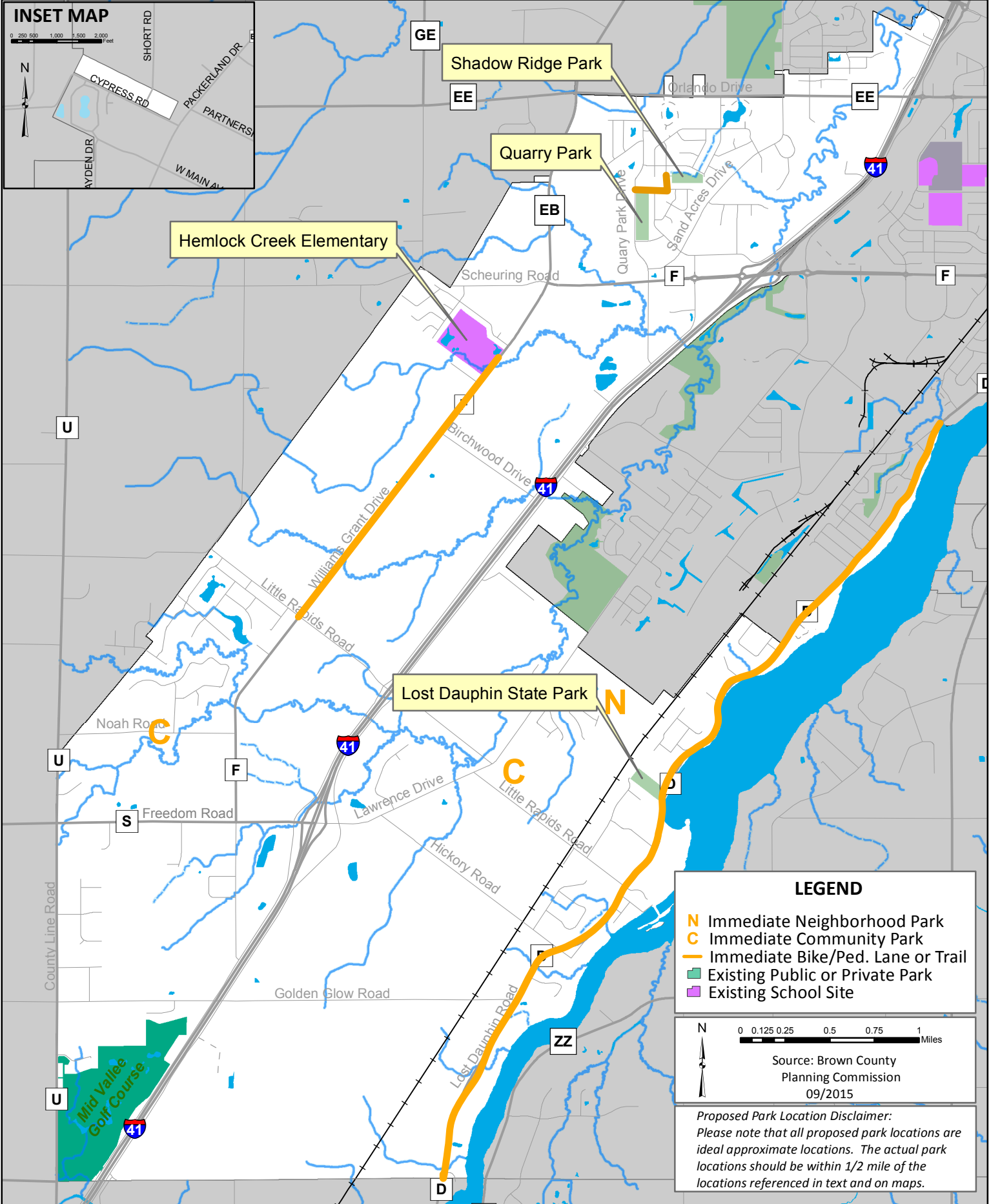
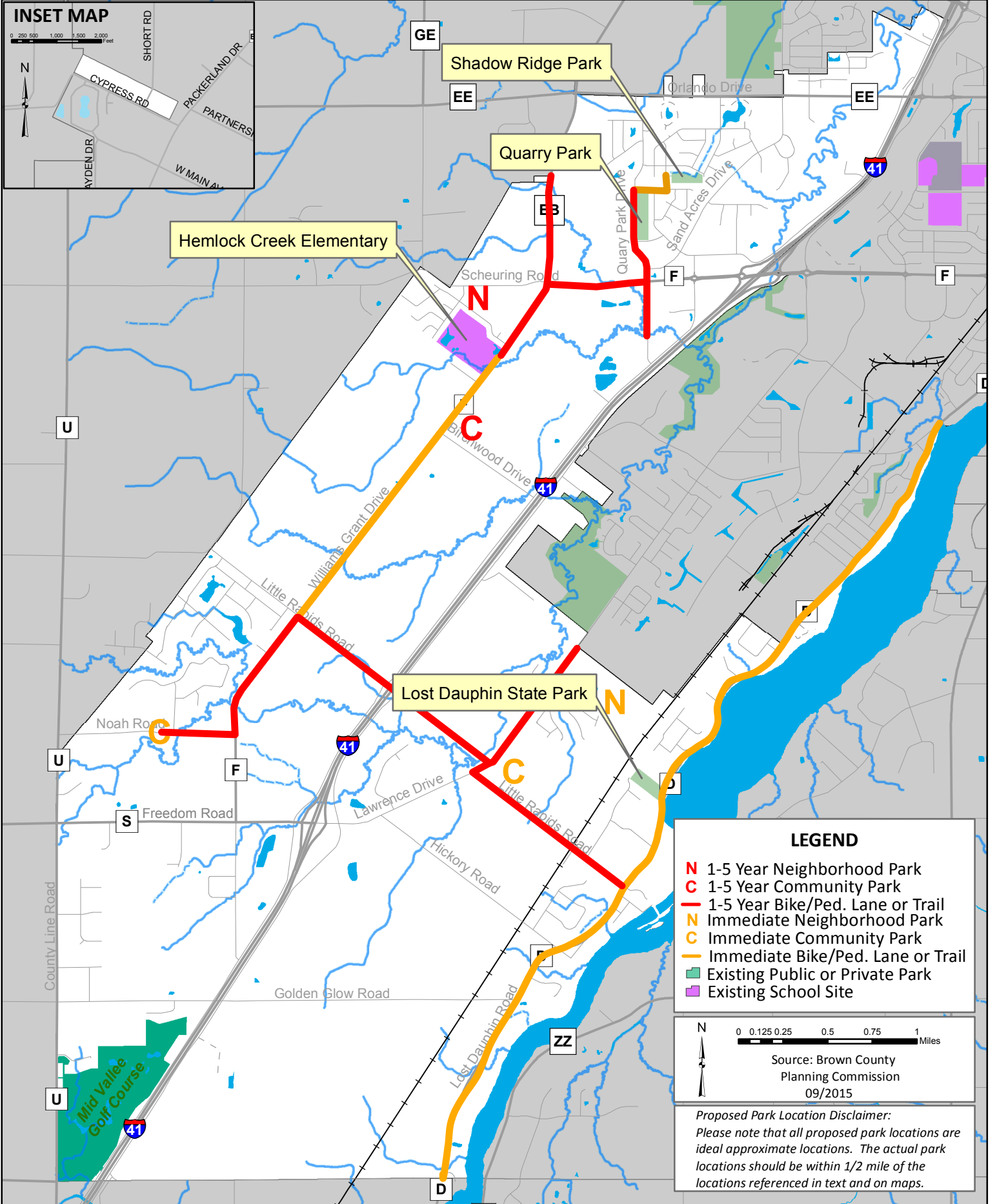
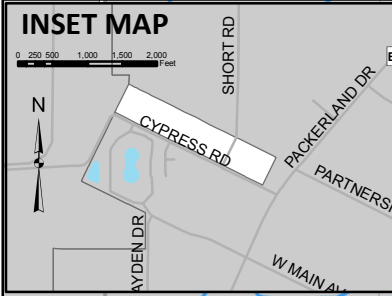




Figure 8-5

Park and Recreation 1-5 Year Needs

Town of Lawrence, Brown County, WI



LEGEND

- N 1-5 Year Neighborhood Park
- C 1-5 Year Community Park
- 1-5 Year Bike/Ped. Lane or Trail
- N Immediate Neighborhood Park
- C Immediate Community Park
- Immediate Bike/Ped. Lane or Trail
- Existing Public or Private Park
- Existing School Site

0 0.125 0.25 0.5 0.75 1 Miles

Source: Brown County Planning Commission
09/2015

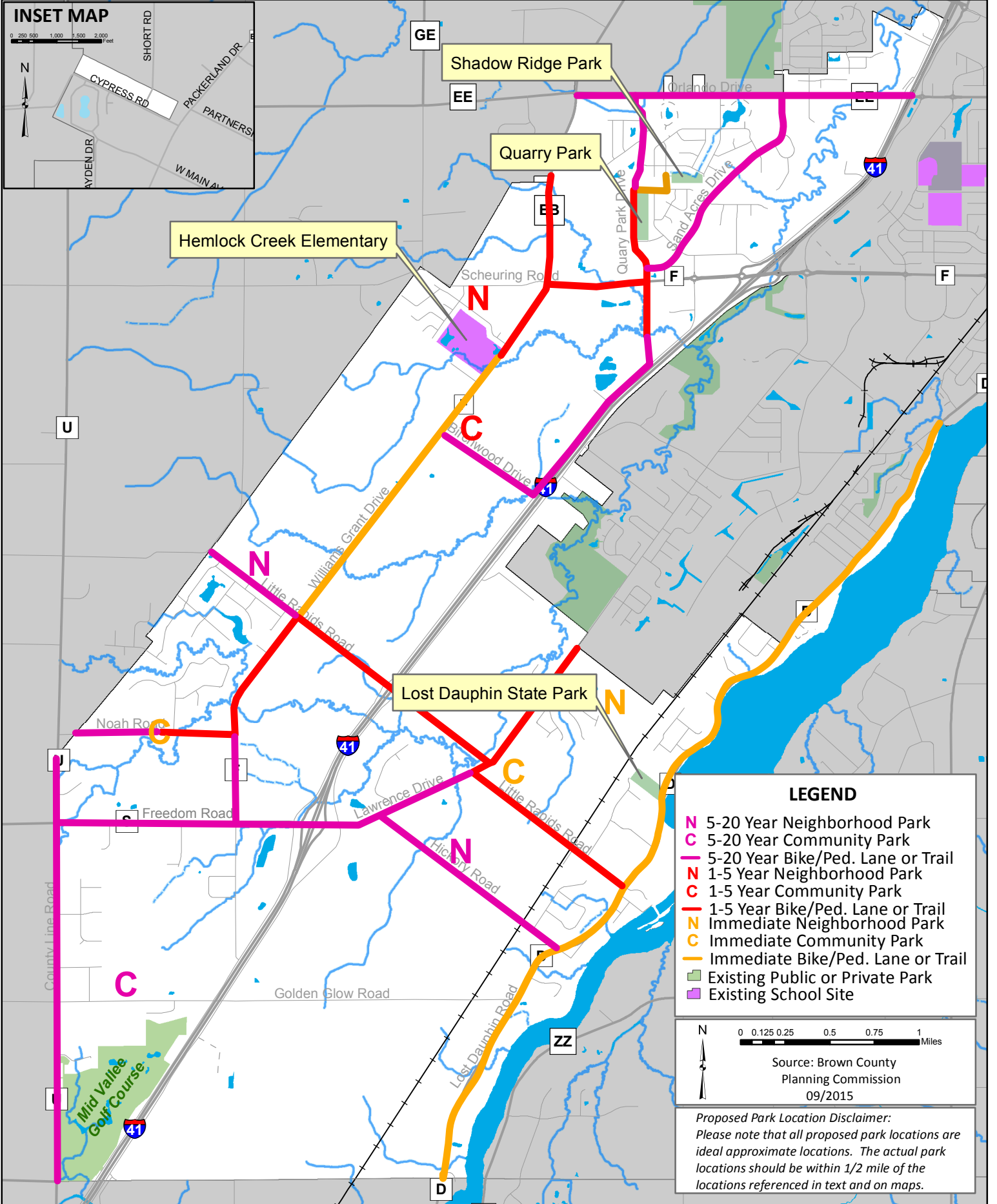
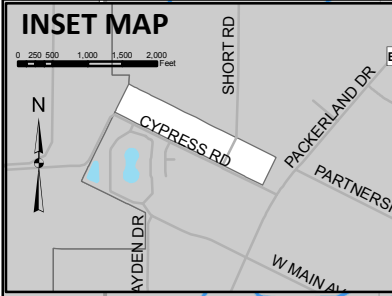
Proposed Park Location Disclaimer:
Please note that all proposed park locations are ideal approximate locations. The actual park locations should be within 1/2 mile of the locations referenced in text and on maps.



Figure 8-6

Park and Recreation 5-20 Year Needs

Town of Lawrence, Brown County, WI



LEGEND

- N 5-20 Year Neighborhood Park
- C 5-20 Year Community Park
- 5-20 Year Bike/Ped. Lane or Trail
- N 1-5 Year Neighborhood Park
- C 1-5 Year Community Park
- 1-5 Year Bike/Ped. Lane or Trail
- N Immediate Neighborhood Park
- C Immediate Community Park
- Immediate Bike/Ped. Lane or Trail
- Existing Public or Private Park
- Existing School Site

N
0 0.125 0.25 0.5 0.75 1 Miles

Source: Brown County Planning Commission 09/2015

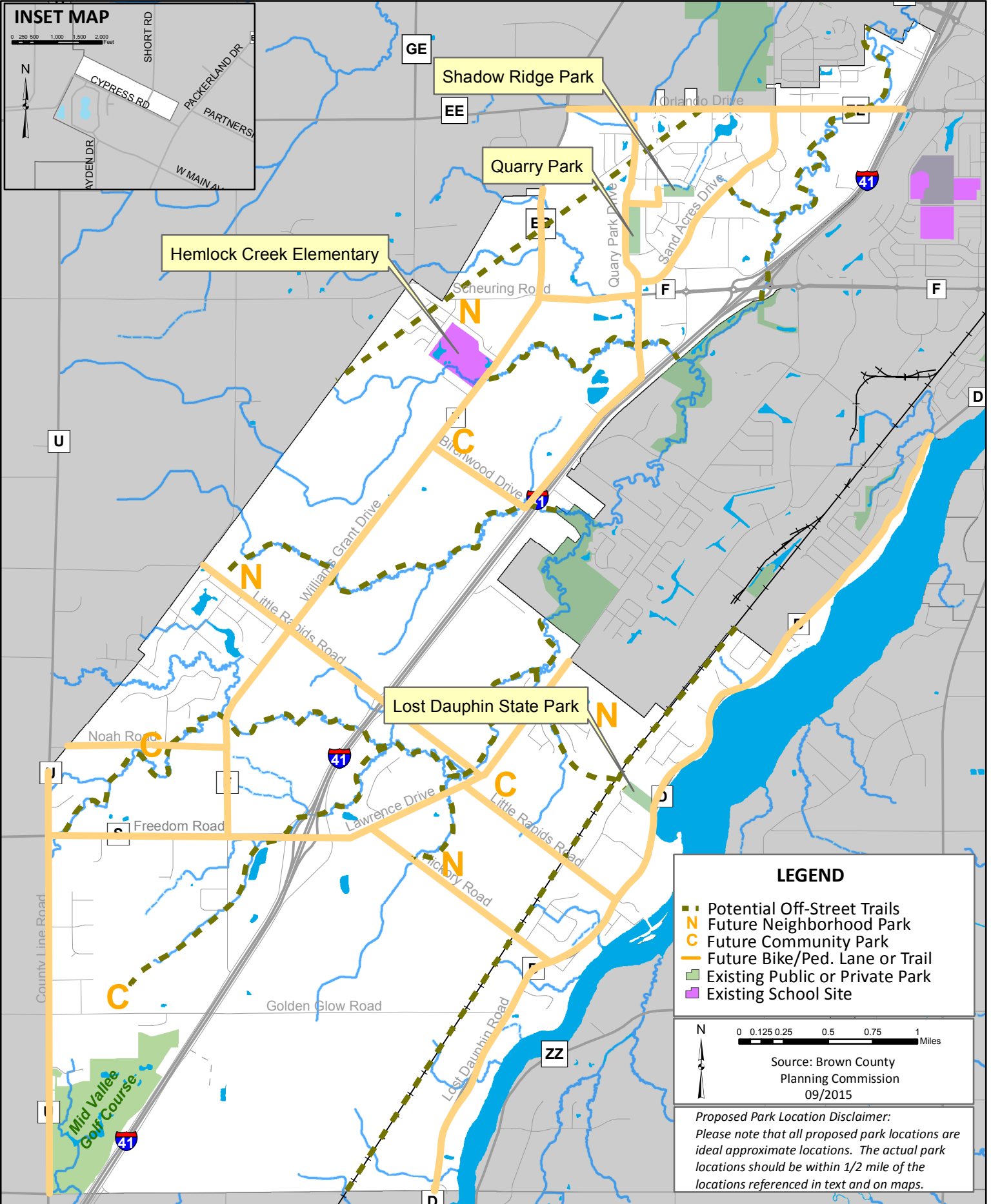
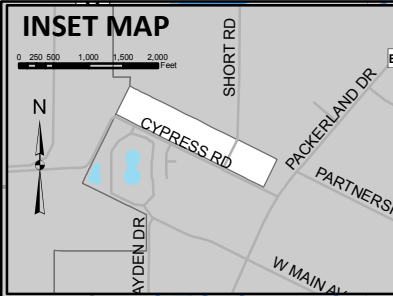
Proposed Park Location Disclaimer:
Please note that all proposed park locations are ideal approximate locations. The actual park locations should be within 1/2 mile of the locations referenced in text and on maps.



Figure 8-7

Park and Recreation Potential Trails

Town of Lawrence, Brown County, WI



LEGEND

- Potential Off-Street Trails
- Future Neighborhood Park
- Future Community Park
- Future Bike/Ped. Lane or Trail
- Existing Public or Private Park
- Existing School Site

0 0.125 0.25 0.5 0.75 1 Miles

Source: Brown County Planning Commission 09/2015

Proposed Park Location Disclaimer:
Please note that all proposed park locations are ideal approximate locations. The actual park locations should be within 1/2 mile of the locations referenced in text and on maps.

Implementation

This section identifies the recommended action plan for implementing recreational facility needs, and priorities identified in the previous section of this plan. The implementation plan is based on the analysis of community needs, as well as the inventory of existing facilities and opportunities for new parks or facilities. Combined with Level of Service standards, the implementation plan reaffirms the strategies for the development of future parks and recreation facilities for the Town of Lawrence.

The short term (the next five years) and long term (the next twenty years) recommendations and acquisitions provide the background and direction for the setting of priorities for the acquisition of sites, renovation of parks and the development of new parks for the Town's park system. In setting priorities, all of the competing needs for land and park facilities are considered. The last section has policy recommendations that link to the goals and objectives.

Acreage was identified for future acquisition potential for park and recreational facility development. Also, acres of natural open space land were identified because of the potential for acquisition by or donation to the Town with grant funds, or by dedication from developers for the protection of wildlife habitat values and provision of low-impact recreational use.

Over the next twenty years, the Town of Lawrence is projected to nearly double its residential population. The population growth will occur through the addition of the new neighborhoods and through Town redevelopment. The impacts of new residents, employees from new businesses, and visiting tourists create the need for significantly increasing the present park acreage and facilities such as sports fields, trails, and other recreational facilities. The Town must strive to meet community and citizen needs.

Funding Opportunities

Some of the recommendations in the Plan may be implemented with the help of various sources of funds besides local property taxes. There are a number of grant programs administered by local, state, and federal agencies, including the Brown County Planning Commission, Wisconsin Department of Administration, Wisconsin Department of Commerce, Wisconsin Department of Natural Resources, and Wisconsin Department of Transportation. At the federal level, the Environmental Protection Agency, Department of Agriculture–Rural Development, and the (U.S.) Department of Commerce–Economic Development Agency all provide sources of funding.

Typically, the grant programs require a local match. However, the local match may include a combination of local tax dollars, in-kind services, and/or private donations. Each grant program has its own set of guidelines regarding eligible projects, as well as financing mechanisms, and should be reviewed before applying.

In addition to the following sampling of programs, the State of Wisconsin Department of Administration maintains the Wisconsin Catalog of Community Assistance (WCCA), which provides a comprehensive list of state aid programs. The WCCA can be found at http://www.doa.state.wi.us/dhir/wcca_catalog_all.asp.

Identified on the following pages are a number of programs that may be particularly applicable to the Village of Denmark. However, this is just a sample, and a comprehensive list can be found with the link to the Wisconsin Catalog of Community Assistance.

Funding Programs

Brown County Planning Commission

The Brown County Planning Commission administers the Brown County Economic Development Revolving Loan Fund Program for businesses seeking reduced interest loans for a business startup or expansion that will result in job creation or retention opportunities in Brown County. Additional information regarding the revolving loan fund may be found at http://www.co.brown.wi.us/Planning/econ_devel.html.

Wisconsin Department of Administration

Most of the programs administered by the Wisconsin Department of Administration (WDOA) would not apply particularly well to the town. Detailed information regarding programs offered through the Wisconsin Department of Administration can be found at www.doa.state.wi.us or the Bay-Lake Regional Planning Commission at www.baylakerpc.org.

Coastal Management Grants

Wisconsin Coastal Management Grants help restore, preserve, protect and enhance areas in Wisconsin's Coastal Zone. This includes locations within the counties adjacent to Lakes Superior and Michigan. The grant may be applied toward some environmental and redevelopment expenses.

Although this most likely is a difficult grant to link to the Town of Lawrence, there may be some opportunities because Brown County is a Coastal County and certain features such as the escarpment may be taken into consideration.

Wisconsin Department of Agriculture, Trade, and Consumer Protection

The Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) administers the Agricultural Development and Diversification (ADD) Grant. According to the Wisconsin Catalog of Community Assistance, "The objective of the program is to provide grants to fund demonstration projects, feasibility analysis, and applied research toward new or alternative products, technologies, and practices that will stimulate agricultural development and diversification of economic activity within agriculture." Applicants may include private individuals, businesses, or other organizations involved in Wisconsin agriculture. Additional information regarding the ADD program can be found at <http://www.datcp.state.wi.us>.

Wisconsin Department of Commerce

The Wisconsin Department of Commerce (Commerce) has a broad range of financial assistance programs to help communities undertake economic development. Commerce maintains a network of area development managers to offer customized services to each region of Wisconsin (Brown County is located in Region 3).

Commerce-administered programs include:

- Brownfields Initiative
- CDBG-Blight Elimination and Brownfield Redevelopment Program
- CDBG-Emergency Grant Program
- CDBG- Public Facilities (CDBG-PF)
- CDBG-Public Facilities for Economic Development (CDBG-PFED)
- Community Development Zone Program

Additional information regarding the brown fields or CDBG programs can be found at <http://www.commerce.state.wi.us/MT/MT-COM-4200.html>. Information regarding the Wisconsin Main Street Program can be found at <http://commerce.state.wi.us/CD/CD-bdd-overview.html>. The Wisconsin Department of Commerce Area Development Manager (Region 3 in Brown County) or Bay-Lake Regional Planning Commission can also answer questions about these programs.

Wisconsin Department of Natural Resources

The Wisconsin Department of Natural Resources offers a number of grant programs that can be used to provide additional recreational opportunities to residents of the Town of Lawrence. The town should contact the Northeast Region Office of the WDNR to determine eligibility and availability if the town decides to pursue any of the following grant programs:

Stewardship – Aid for the Acquisition and Development of Local Parks (ADLP)

The ADLP program funds are available to acquire land, rights in land, and develop public outdoor recreation areas for nature-based outdoor recreation purposes. Funds are allocated on a DNR regional basis so applicants compete only against other applicants located in their region.

Brownfield Green Space and Public Facilities Grant

Funds are available to help local governments clean up brownfields that are intended to be used by the public in the future. This includes developing green spaces such as park and recreation areas, and public facilities such as libraries, fire stations, and town halls.

Stewardship – Urban Rivers

Funds are available to acquire land, rights in land, or develop shoreline enhancements on or adjacent to rivers that flow through urban or urbanizing areas in order to preserve

or restore urban rivers or riverfronts for the purposes of economic revitalization and nature-based outdoor recreation activities. Funds are allocated statewide so applicants compete against other applicants statewide in the project selection process.

Stewardship – Urban Greenspace

Funds are available to acquire lands to provide natural space within or near urban areas, protect scenic or ecological features, and provide land for nature-based outdoor recreation, including noncommercial gardening. Funds are allocated statewide so applicants compete against other applicants statewide in the project selection process.

Acquisition of Development Rights

Funds are available to acquire development rights (easements) in areas where restrictions on residential, industrial, or commercial development would enhance nature-based outdoor recreation.

Land and Water Conservation Fund (LAWCON)

LAWCON is a federal program administered through the WDNR. However, projects funded under LAWCON are not restricted to nature-based outdoor recreation projects as the Stewardship program funds are. Eligible projects include:

- Land acquisition.
- Development of recreational facilities.
- See eligibility list on WDNR website for ADLP program eligible projects.

Recreational Trails Act (RTA)

Recreational Trails Act (RTA) is a federal program administered through the WDNR. RTA funds may only be used on trails that have been identified in or which further a specific goal of a local, county, or state trail plan included or referenced in a statewide comprehensive outdoor recreation plan required by the federal LAWCON program. Eligible projects in order of priority are maintenance and restoration of existing trails, development and rehabilitation of trailside and trailhead facilities and trail linkages, construction of new trails (with certain restrictions on federal lands), and acquisition of easements or property for trails.

Additional information regarding community assistance programs can be found at the following WDNR Bureau of Community Financial Assistance (CFA) website: <http://www.dnr.state.wi.us/org/caer/cfa/bureau/programs.html>.

Wisconsin Department of Transportation

In addition to the Local Road Aids Program, the Wisconsin Department of Transportation has additional programs to help fund transportation activities in the Town of Lawrence.

- Local Roads Improvement Program (LRIP)

- Surface Transportation Program-Rural (STP-R)
- Flood Damage Aids
- Wisconsin Information System for Local Roads (WISLR)

Additional information regarding grant programs and other resources administered by the Wisconsin Department of Transportation can be found at the Programs for Local Governments web page: <http://www.dot.state.wi.us/localgov/index.htm>.

U.S. Department of Agriculture – Rural Development (USDA-RD)

The USDA-RD has a number of programs available to aid rural communities located outside of urbanized areas. Programs include grants and low-interest loans for housing rehabilitation, economic development, and public facilities or infrastructure. Additional information regarding USDA-RD programs is available from the USDA-RD Wisconsin office at www.rurdev.usda.gov/wi.

Other Sources

Donations

As traditional funding sources become scarce, it is imperative that the town search for creative and dynamic methods of financing projects identified in the Parks & Outdoor Recreation Plan. These can include donations, endowment funds, volunteer support and partnerships with community businesses, organizations and residents.

Park Impact Fees

Park impact fees, charged to new residential developments, should be considered as a funding source for park acquisition.

Levy

A levy is another funding source for financing capital improvements. A portion of property taxes are used to cover costs associated with park acquisition and development.

New Tax Sources

As funding is limited for acquisition and development of park and recreational facilities, new taxing sources and/or revenues will need to be identified in order to fully implement the short and long term goals of this plan. Additionally, maintenance and operation costs are not included in the Plan, only the estimated cost for development. Maintenance and operation costs should be considered during the Town's budget process.

Funding

The Parks & Outdoor Recreation Plan provides recommendations, for both funded and unfunded improvement projects for the short term. The Parks & Outdoor Recreation Plan also identifies the need for long term acquisitions. These cost estimates are based on current dollars and past experience. Costs are updated yearly.

In order to implement the recommendations set forth in this Plan, additional funding alternatives are needed to augment CIP dollars. Funding solutions are needed for development of existing land dedicated for parks, acquisition of new land for parks, and renovation and repairs of existing recreational facilities. While it is important to move forward with development of new parks and recreational facilities, funding the on-going maintenance and operation of these facilities must be determined prior to carrying out the improvement projects.

Funding Priorities

Funding priorities should be as follows:

1. Park Acquisition.
2. New Park Opportunities.
3. Trails and natural open spaces.
4. Development of park and recreational facilities.
5. Renovation and repair of existing parks and facilities.

Policy Recommendations

The following policy recommendations are based on the needs assessment and will assist the Town of Lawrence in meeting their overall park planning goals and objectives:

Land Acquisition and Development

- Acquire suitable land, when available and affordable, to meet present and future community and user demand and needs.
- Inventory existing developed and undeveloped parks and determine appropriate recreational uses and facilities at these sites.
- Provide minimum access, such as trails, only when full development is not appropriate or possible within areas where natural area preservation and/or protection of environmentally sensitive areas are a necessity.
- Acquire land adjacent to existing parkland to augment the potential uses of those facilities and to improve linkages between parks.
- Give priority to the identification, acquisition, and preservation of natural open space areas and wildlife corridors in order to allow migration from place to place and to avoid isolation of habitat connectivity.
- Encourage private property owners to donate lands that should be preserved as natural areas or public parks.

Balanced Needs

- Provide access and education about the town's natural environment, historical and cultural heritage through the park system.
- Preserve and protect the natural integrity of the environment as well as resources and artifacts of historical and agricultural heritage within the park system.
- Create and maintain wildlife corridors to provide adequate linkage for wildlife movement between and about wildlife habitat areas.

- When providing recreational facilities, ensure that these facilities are consistent with and do not adversely affect the preservation and protection of wildlife habitat areas.

Resource Management

- Preserve and protect natural resources through open space and wildlife management and other environmental programs for the benefit of future generations.
- Protect forestlands through forest management for the benefit of future generations.
- Implement proper management strategies to maintain wildlife population levels and encourage native biological diversity.
- Promote stewardship projects throughout and along the Fox River, Ashwaubenon Creek, Hemlock Creek, and other tributaries, corridors and upland open space areas.
- Native species of vegetation should be emphasized and used where appropriate within the town's designated open space and natural areas.

Visual Environment

- Bring visual relief and tranquility to mitigate the impacts of the urban environment, including noise, traffic, concrete, and congestion, through the use of maintained parkways, including streets, gardens, lawns woods, and water through the park system.
- Promote retention and replication of the area's natural beauty and ecology (escarpment, plantings, water, etc.) in the park system.
- Preserve the quality and integrity of the surrounding scenic and visual resources provided by natural open space areas such as the Fox River and open farmlands.

Future Generations

- Acquire and preserve land for future generations, and develop parks to meet both existing and future demand including multi-use activities and open space preservation.
- Develop and implement with the anticipation of the development of a formal park program for effective use of town facilities.
- Enhance and organize existing and future park services that are available for varying ages that help build healthy productive lives.
- Plan the park system through population projections to determine future growth and growth patterns.
- Designate, when possible, locations for town owned parks should the ability to annex property occur in the near future.
- Consider and designate locations for town owned parks when preparing Area Development Plans and Official Maps.

Accessibility

- Make both active and passive park facilities available to as many individuals as possible.
- Provide multi-use recreational opportunities at park facilities consistent with the intended use of each park site when appropriate.
- Give special consideration to people with limited financial resources, youth at risk, the elderly, the disabled, and others with special needs.

Service and Management

- Provide natural open space, multiple-use parks, and recreational opportunities and services to a variety of age groups, interests, and abilities throughout the park system.
- Develop a variety of services to meet the Town of Lawrence’s diverse needs. The services should be characterized by quality and efficiency.
- Consider the development of a park program, either independently or jointly with a nearby park program that further enhances the Town’s needs.
- Promote the opportunities for use, and minimize user and neighborhood conflict, through the provision of safe and well-managed park facilities. Anticipate the security and safety concerns of users, and design parks and parks services with these concerns in mind. Strategies to alleviate potential security and safety concerns include: requesting police patrols, posting signage with regulations for behavior and appropriate times and ways to use parklands and park facilities, regular maintenance, appropriate outdoor lighting and landscaping.
- Utilize resident involvement and participation in planning, developing, operating, stewarding and maintaining the town’s park system. A variety of residents and recreational users should be included in the review of strategies and implementation of park planning projects. Town sanctioned volunteer activities should be encouraged for maintenance and stewardship of natural resources.
- Develop trail plans that relate to the Bicycle and Pedestrian Plan to be used as a background and guideline for future planning of trails, expansion of existing trails and supplemental recreational facilities within the town’s parks, open space, and recreation areas. Place emphasis on connecting trails to existing and proposed local, regional and state trail systems to avoid trail duplication and dead ends.
- Design, develop and manage park facilities utilizing plant health care and pest management approaches and strategies. Match appropriate plants to their respective sites, emphasize proper site preparation to ensure plant establishment, promote long term success with a minimum of artificial inputs, conserve water, reduce use of chemical pesticides, herbicides and fertilizers and protect water quality, endangered species and public health, while also considering public safety, economic, legal and/or aesthetic requirements.
- Design, develop, construct, maintain and operate facilities in an efficient and sustainable manner, which minimizes impacts and improves the quality of the environment, community and economy.

Partnerships with other Groups

- Develop partnerships with developers to mitigate or offset the impacts of their new development by providing parkland and park facilities, and/or payment of impact fees in lieu of such land or facilities, through processes developed within the town’s Subdivision Ordinance and/or other ordinances.
- In commercial areas, develop pedestrian connections, and/or payment of impact fees in lieu of such land or facilities through the town’s Zoning Ordinance.
- Encourage partnerships with neighborhoods and existing businesses to provide land or facilities for parks including: Cost sharing for acquisition and development, furnishing materials or equipment, or providing maintenance or security.

- Promote partnerships with non-profit and service organizations. These groups provide increased expertise, interest, volunteers, and/or funding for a particular facility or program.

Regional Coordination

- The town should work together with other towns, villages, cities, and Brown County to identify, establish, protect and steward urban and rural open space corridors of regional significance.

Chapter 9: Intergovernmental Cooperation

Introduction to Intergovernmental Cooperation

Cooperation between neighboring and overlapping units of government is one of the primary goals of the Wisconsin Smart Growth Law and is a very important aspect of the Town of Lawrence Comprehensive Plan. As the Town develops over the next 20 years, it is important for the Town to work with the school districts, surrounding communities, Brown County, the State of Wisconsin, and other units of government. Working cooperatively is particularly important because many issues, such as transportation improvements and storm water runoff, do not recognize municipal boundaries.

The purpose of the Intergovernmental Cooperation chapter is to analyze the existing relationships the Town of Lawrence has with other units of government and identify means of working cooperatively toward the goal and objectives identified in the Issues and Opportunities chapter of the plan.

Analysis of Governmental Relationships

School District of West De Pere and Wrightstown Community School District

The northern portion of the Town of Lawrence is located within the School District of West De Pere and the southern portion of the Town is located within the Wrightstown Community School District. As discussed in the Utilities and Community Facilities Chapter, neither school district anticipates a need for additional schools in the near term. If at some point in the future, additional school facilities are needed, they should be placed in a location that allows for students to easily walk or bicycle to school as a means to encourage a healthy lifestyle.

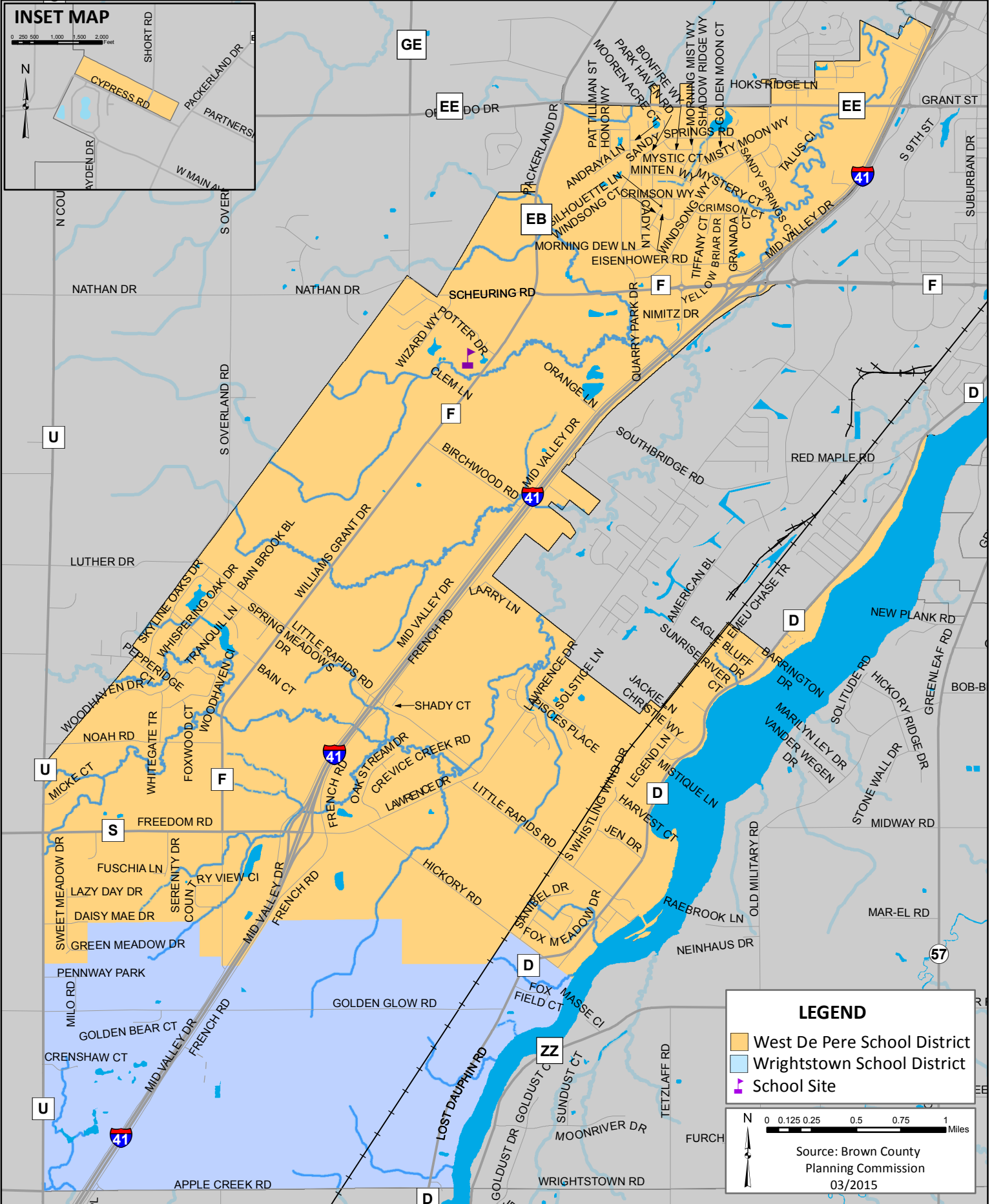
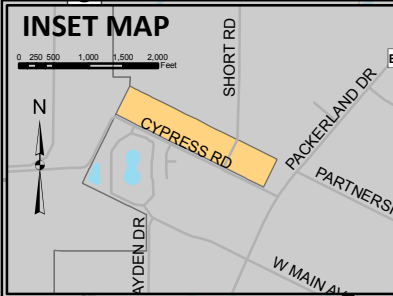
The relatively limited amount of residential development projected to occur in the Town of Lawrence over the next 20 years should not have a significant impact on either school district. However, Lawrence should continue to maintain open lines of communication with the two school districts in order to address any anticipated major changes in land uses or transportation improvements/construction that could impact the districts plans or bus routes. Figure 9-1 identifies the two school districts in the Town of Lawrence.



Figure 9-1

School Districts

Town of Lawrence, Brown County, WI



LEGEND

- West De Pere School District
- Wrightstown School District
- School Site

0 0.125 0.25 0.5 0.75 1 Miles

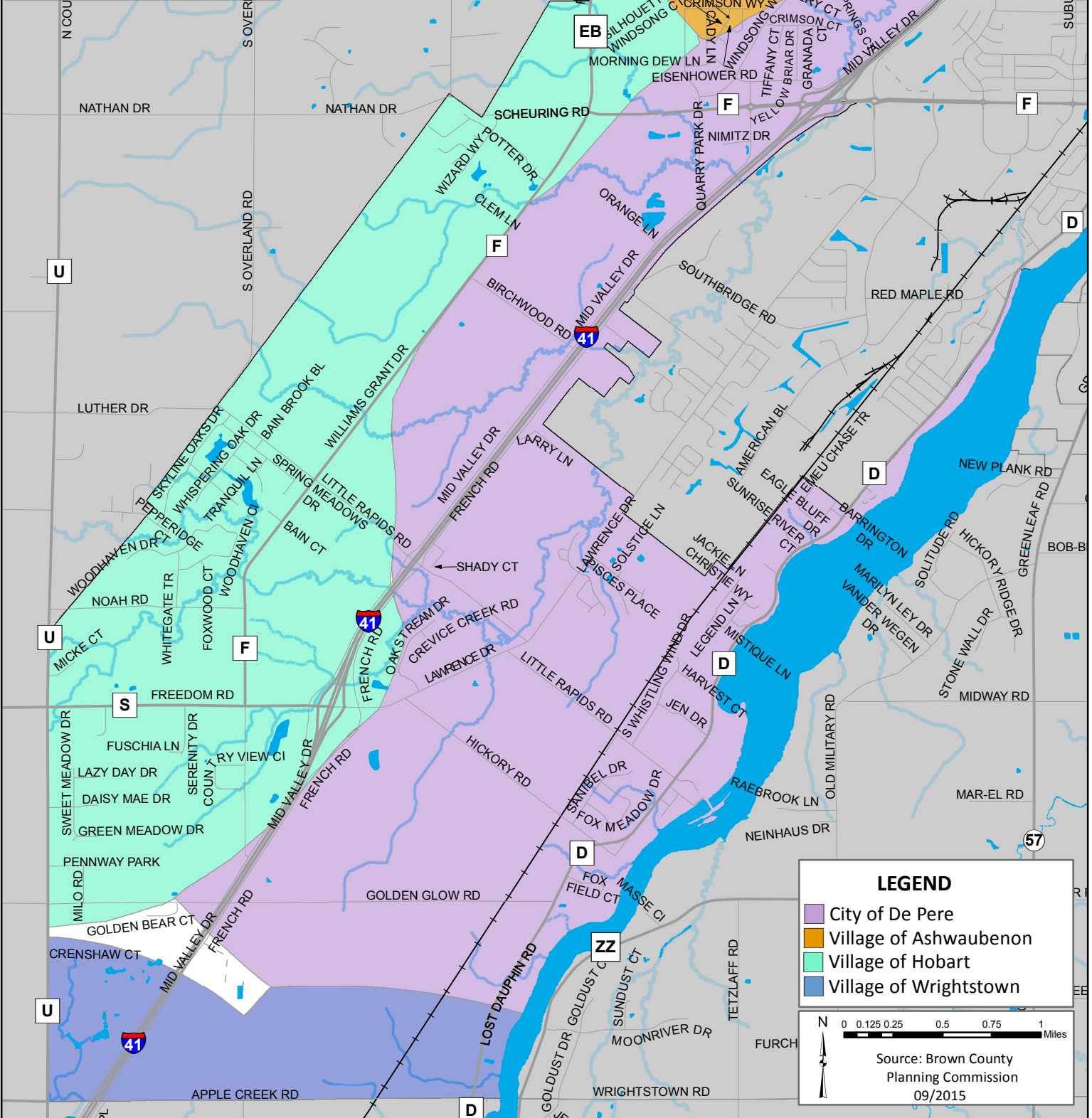
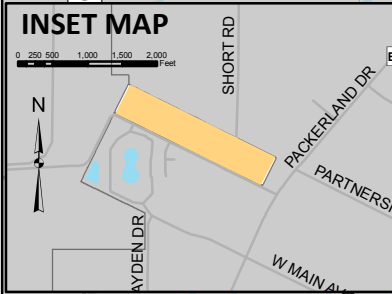
Source: Brown County Planning Commission
03/2015



Figure 9-2

Extraterritorial Review Areas

Town of Lawrence, Brown County, WI



LEGEND

- City of De Pere
- Village of Ashwaubenon
- Village of Hobart
- Village of Wrightstown

Scale: 0 0.125 0.25 0.5 0.75 1 Miles

Source: Brown County Planning Commission
09/2015

Adjacent Communities

City of De Pere

The City of De Pere is located at the northeastern boundary of the Town of Lawrence. As depicted on Figure 9-2, the City's extraterritorial review area extends for three miles from its boundaries, but is limited as review authority is also shared with the village of Ashwaubenon, Village of Hobart, and the Village of Wrightstown. For both communities to be able to maximize their development goals, the two communities should meet at least once a year to discuss other opportunities for cooperation or issues that could be resolved.

Holding regular meetings to discuss development keeps the lines of communication between both communities open. Particularly because of development and population increasing at a rapid rate.

Both communities have opportunities to take advantage of recreational opportunities along the Fox River and potentially Ashwaubenon Creek. Commercial and industrial development opportunities exist along I-41.

Development in Lawrence will continue to impact the City of De Pere, and future annexations and development in De Pere will continue to impact the Town of Lawrence. Therefore, both communities must work together in order to minimize the impacts and focus on positive impacts that development could have on each other.

Village of Ashwaubenon

The Village of Ashwaubenon is located at the northwestern boundary of the Town of Lawrence. As depicted on Figure 92, the Village's extraterritorial review area extends for 1.5 miles from its boundaries, but is limited as review authority is also shared with the City of De Pere and the Village of Hobart. For both communities to be able to maximize their development goals, the two communities should meet at least once a year to discuss other opportunities for cooperation or issues that could be resolved.

Both communities have opportunities to take advantage of commercial and industrial development opportunities exist along I-41. Development in Lawrence will continue to impact the Village of Ashwaubenon, and future annexations and development in Ashwaubenon will continue to impact the Town of Lawrence. Therefore, both communities must work together in order to minimize the impacts and focus on positive impacts that development could have on each other.

Village of Hobart

The Village of Hobart is located at the western boundary of the Town of Lawrence. As depicted on Figure 8-2, the Village's extraterritorial review area extends for 1.5 miles from its boundaries, but is limited as review authority is also shared with the City of De Pere, Village of

Ashwaubenon, and the Village of Wrightstown. However, there is a border agreement between Lawrence and Hobart that eliminates the extraterritorial review authority for the Village of Hobart. For both communities to be able to maximize their development goals, the two communities should meet at least once a year to discuss other opportunities for cooperation or issues that could be resolved.

Both communities have opportunities to take advantage of commercial and industrial development opportunities that exist along Packerland Drive. Therefore, both communities must work together in order to minimize the impacts and focus on positive impacts that development could have on each other.

Town of Wrightstown

The Town of Lawrence shares its southern border with the Town of Wrightstown. Both communities are towns and, therefore annexation is not an issue. However, there are other issues that both communities should be aware of over the next 20 years. During this period, Lawrence and Wrightstown should continue to contact each other to discuss existing and potential land use impacts near their border and other issues that could arise during the planning period. This is particularly important when discussing potential development along I-41 because that highway will continue to serve as the primary north/south route through both communities, connecting greater Green Bay to the Appleton area. Both towns also have an opportunity to capitalize on the popularity of Fox River and Lost Dauphin Road for recreation.

Village of Wrightstown (Extraterritorial Review)

The Village of Wrightstown is not adjacent to the Town of Lawrence; however the Village's 1.5 mile extraterritorial review jurisdiction affects the southern end of the Town of Lawrence. The review area can be seen on Figure 9-2 of this chapter.

Oneida Nation

The Oneida Nation is adjacent to the west boundary of the Town of Lawrence. Communication with Oneida Nation should continue as lands within the Town could be acquired into Oneida Nation ownership. There are services that may be shared for efficiency and cost savings.

Other Entities

Town of Lawrence Fire Department

The Town of Lawrence is served by a volunteer fire department with stations at two locations identified in Utilities and Community Facilities Chapter of this Plan. The Town should continue to maintain and upgrade the fire service as needed.

Hobart/Lawrence Police Department

The Town of Lawrence is served by a police department with a station at the Hobart Village Hall, as identified in Utilities and Community Facilities Chapter of this Plan. The Town should continue to maintain and upgrade the police service as needed.

Brown County

The four Brown County departments that have the most significant presence in the Town are the Brown County Public Works Department, the Brown County Sheriff's Department, Brown County Parks Management, and the Brown County Planning and Land Services Department.

Public Works

The Brown County Public Works Department has responsibility for the six county highways in the Town of Lawrence (CTH D, CTH F, CTH S, CTH U, CTH EB, and CTH EE). Public Works provides winter snowplowing service on Town roads. As county highways are reconstructed, Lawrence should coordinate with the Public Works Department to ensure trails bike lanes are included as identified in the Parks & Outdoor Recreation Plan and the Bicycle and Pedestrian Plan, also consistent with the Transportation Chapter and the Brown County Bicycle and Pedestrian Plan.

Coordination with the Southern Bridge location is also imperative, depending on the final site location. The Town will need to coordinate with the Brown County Public Works Department to review driveway access permits to new development that may result from the southern bridge and subsequent street connections.

Sheriff's Department

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

Brown County Planning and Land Services Department

The Town of Lawrence historically worked with the Brown County Planning and Land Services Department for various land use related issues such as zoning, comprehensive planning, and updating other miscellaneous ordinances. Additionally, the Planning and Land Services Department enforces the Shorelands and Wetlands Ordinance within the Town to ensure adequate protection for environmentally sensitive areas. It is critical to maintain open lines of communication and coordination between the department, the Town of Lawrence, and property owners in the Town.

Brown County Parks Management

As discussed in the comprehensive plan's Utilities and Community Facilities chapter, the Town Parks & Outdoor Recreation Plan, and the Brown County Open Space and Outdoor Recreation Plan, a need exists for several new parks, trails, and on street bicycle/pedestrian lanes. This is due to the lack of public access and a lack of parks with an exploding Town population. The proposed parks can only become a reality through the cooperation of the current property owners, Town of Lawrence, Brown County, and other state/federal agencies. The Town and

County should work jointly with applicable state/federal agencies to apply for grants to help offset the potential purchase price of land acquisition and maintenance expenses for the parks.

In addition, Brown County Parks Management and the WDNR should be contacted regarding the potential for a Fox River expansion for water access at the Lost Dauphin State Park on Lost Dauphin Road. This could be done in coordination with a potential rail-to-trail development on the west end of the same park.

State of Wisconsin

Wisconsin Department of Transportation (WisDOT)

With the conversion of I-41 from a state regulated freeway to a federal freeway, there are no other state highways in the Town of Lawrence. WisDOT still oversees the maintenance and construction of the freeway, which was completed in the last few years.

Wisconsin Department of Natural Resources (WDNR)

The Wisconsin Department of Natural Resources (WDNR) owns the Lost Dauphin State Park near the Fox River. The WDNR also provides grants and information that could be used to protect some of the fragile natural features located along the Fox River and various branches of the Ashwaubenon Creek. The WDNR should be contacted early in the process if Lawrence determines it wishes to pursue grant funds, particularly when a project is proposed for the Fox River or other natural areas as there are few natural areas in the Town.

Intergovernmental Cooperation Tools

A guide produced by the Wisconsin Department of Administration, “Intergovernmental Cooperation, A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan¹,” identifies a number of tools that the Town of Lawrence has at its disposal to improve intergovernmental cooperation. The document groups the many cooperation tools into four general categories. The categories are:

1. Cooperating with Services.
2. Cooperating with Regulations.
3. Cooperating by Shared Revenue.
4. Cooperating with Boundaries.

¹ A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan, Wisconsin Department of Administration, June, 2002.

<http://www.doa.state.wi.us/documents/DIR/Comprehensive%20Planning/Element-Guides/Intergovernmental-Cooperation.pdf>

Although not all of the tools identified in the sections are applicable to the Town of Lawrence, the guide describes a number of options that the Town could utilize to promote intergovernmental cooperation with neighboring communities and potentially generate cost savings for each participant. Cooperation and efficiencies gained with neighboring communities and overlapping jurisdictions has become increasingly important as municipalities continue to deal with very constrained budgets.

Summary of Recommendations

School Districts

If at some point in the future, additional school facilities are needed by either the School District of West De Pere or Wrightstown Community School District, they should be placed in a location that allows for students to easily walk or bicycle to school as a means to encourage a healthy lifestyle. Additionally, Lawrence should continue to maintain open lines of communication with the two school districts in order to address any anticipated major changes in land uses or transportation facilities that could impact either district. Considerations should be made to place new schools in Lawrence due to the rapidly increasing Town population.

City of De Pere

The City of De Pere and Town of Lawrence should meet at least once a year to discuss opportunities for cooperation or issues that could be resolved. Opportunities for cooperation in the near future should focus on appropriate development and access points along the southern bypass in coordination with the Brown County Works Department and Brown County Planning Commission.

Village of Ashwaubenon

The Village of Ashwaubenon and Town of Lawrence should continue to maintain open lines of communication through yearly meetings regarding potential development and shared abilities related to commercial and industrial development and expansion.

Village of Hobart

The Village of Hobart and Town of Lawrence should continue to meet regularly to maintain the border agreement and work cooperatively on continuing such agreements.

Town of Wrightstown

The Town of Lawrence and Wrightstown should meet as necessary to discuss existing and potential land use impacts near their border and other issues that could arise during the planning period.

Brown County

Public Works Department

As county highways are reconstructed, the Town of Lawrence should coordinate with the Public Works Department to ensure bike lanes and trails are included, consistent with the Transportation Chapter and the Brown County Bicycle and Pedestrian Plan, the Lawrence Bicycle and Pedestrian plan, and the Lawrence Parks & Outdoor Recreation Plan.

Brown County Sheriff's Department

If the town of Lawrence believes that additional police service is necessary in the future, it should consider contracting with the Brown County Sheriff's Department to provide supplemental police coverage.

Brown County Parks Management

The Town and County should work jointly with applicable state/federal agencies to apply for grants to help offset the potential purchase price of the land and maintenance expenses for a park along the Fox River in the vicinity at Lost Dauphin State Park.

State of Wisconsin

Wisconsin Department of Transportation

The Town of Lawrence should be closely involved with changes to I-41 and the Southern Bypass as it will impact future access points to the Town. Access points should take into consideration provisions for pedestrian and bicycle facilities.

Wisconsin Department of Natural Resources

The Town should utilize the WDNR as a resource when considering grant applications for possible conservancy areas and ESA preservation as identified in the Parks & Outdoor Recreation Plan and along the Fox River. The WDNR should also be consulted when considering appropriate locations for developing off-street parking and trailhead locations along any future rail-to-trails.

Chapter 10: Implementation

Introduction to Implementation

The completion of this Comprehensive Plan should be celebrated as a significant milestone in providing guidance for the future of the Town of Lawrence. However, the key to the success of a comprehensive plan is its implementation. There are several land use regulatory tools, as well as administrative mechanisms and techniques that can be utilized as implementation tools for the plan. While the Implementation Chapter does not include all of the recommendations of the comprehensive plan, it does summarize the various implementation tools and related action steps toward its implementation the Town of Lawrence has at its disposal. The following matrices identify the primary action steps for the Town of Lawrence to take in order to implement this Comprehensive Plan with a high, medium, or low priority identified for each action step. It should be noted that even though an action step may be identified as “medium” or “low,” the fact it is identified as an action step at all indicates it is still a very important component in implementing this Comprehensive Plan; however, there may not be a pressing need to address the issue immediately.

As noted previously, adoption of a Comprehensive Plan is a significant milestone. However, Wisconsin Statute 66.1001 requires that ordinances used to implement the plan, including zoning, land division, official map, and shoreland zoning, are consistent with the direction in the Comprehensive Plan. Therefore, following adoption, these ordinances should be reviewed and updated as necessary to ensure consistency between the plan and the ordinances to implement it.

Zoning Ordinance

Zoning is the most common regulatory device used by municipalities to implement Comprehensive Plan recommendations. The major components of zoning include a written zoning ordinance and a zoning district map. The zoning ordinance includes specific language for the administration of the regulations. Included in the text are definitions, district use requirements, administrative procedures, sign and parking regulations, and other elements. The companion zoning district map defines the legal boundaries of each specified zoning district of the zoning ordinance.

It is important to note that the Future Land Use Map does not replace the Town of Lawrence’s official zoning map. Instead, the Future Land Use Map is to be utilized as a reference when reviewing proposed rezoning applications to ensure consistency between rezoning actions and the Comprehensive Plan. In addition to the Future Land Use Map, the Planning and Zoning Board and the Town Board should utilize the plan’s goals, objectives, and recommendations to formulate a sound basis for zoning decisions. Identifying the rationale for the decision based on

the Comprehensive Plan provides the Town with a much more defensible position, should the decision be challenged.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
High	When the Town considers future rezoning, conditional use, or variance requests, it is important that the various comprehensive plan goals, objectives, and recommendations are considered and used as a guide in the rezoning determination process. Whenever a decision is reached either approving or disapproving rezoning requests, the specific goals, objectives, policies, or other comprehensive plan concepts that the decisions are based upon should be noted as part of the record.	Town Planning and Zoning Board, Town Board	Zoning Administrator, Board of Appeals	Ongoing
High	Document how any approved rezonings out of the certified farmland preservation zone meets the rezoning criteria set forth in Section 91.48 Wis. Stats.	Zoning Administrator, Town Planning and Zoning Board	Town Board, Brown County Planning, DATCP	Ongoing
Medium	Provide to DATCP and Brown County by March 1 every year, a report documenting the rezonings out of the certified farmland preservation zone.	Zoning Administrator,	Brown County Planning, DATCP	Ongoing
Medium	Document zoning map changes and document on the digital zoning map at least once a year.	Zoning Administrator	Brown County	Ongoing

Land Division Ordinance

Land division regulations govern the process by which lots are created out of larger tracts of land. These regulations seek to ensure that the land divisions appropriately relate to the

geography of the site and existing and future public facilities. New land divisions must also be consistent with the community vision as outlined by the Comprehensive Plan.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Use the Town’s land division ordinance to provide a clear process for review of a land division. Whenever a decision is reached either approving or disapproving land division requests, in addition to how the division meets or does not meet the ordinance, the specific goals, objectives, policies, or other comprehensive plan concepts that the decisions are based upon should be noted as part of the record.	Town Planning and Zoning Board, Town Board	Zoning Administrator, Brown County Planning	Ongoing

Official Map

An Official Map is a regulatory tool utilized by a community to project and record future municipal improvements. It is commonly used to identify existing streets and planned improvements, but an Official Map can also be utilized to identify planned school sites, recreation areas, storm water management areas, and municipal facilities. Once an area is identified on an Official Map, no building permit for a use other than the proposed use on the Official Map may be issued for that site unless the map is amended. The Town does not have an up to date adopted official map. An official map would be useful if the Town of Lawrence decides to identify future road connections, park locations, trails, and other public facilities.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Low	Use official maps to identify future road connections, parks, and public sites, etc.	Town Planning and Zoning Board, Town Board	Consulting Engineer	Ongoing

Outdoor Recreation Facilities

The Comprehensive Plan includes a parks and outdoor recreation chapter that identifies multiple future recreation sites in the Town of Lawrence as well as potential trails. Specific improvements include the addition of future neighborhood parks, community parks, on-street bicycle facilities, and improved public access to the Fox River. There also is a potential for off-

street trails through natural spaces, along waterways, rails to trails, and along gas line easements.

The Wisconsin Department of Natural Resources provides matching grants through the Knowles-Nelson Stewardship program to help fund park purchase or development, provided the proposed project is identified in a locally adopted park and recreation plan. A park and recreation plan must be updated at least once every five years for a community to be eligible to apply for Stewardship funds.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
High	Utilize the Parks & Outdoor Recreation Plan sections of the Comprehensive Plan to provide eligibility to the Town for Stewardship grants.	Town Planning and Zoning Board, Town Board	Brown County Planning Commission, local service groups	2016

Erosion and Storm Water Control Ordinances

The Town of Lawrence adopted erosion control and storm water control ordinances to control the impact of development on runoff, groundwater recharge, and overall water quality. The ordinances include standards for compliance and guidelines to assist developers in choosing appropriate storm water management techniques.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Low	Keep abreast of proposed changes to state and federal laws pertaining to storm water management and MS4 Ordinance requirements.	Town Planning and Zoning Board, Town Board	Town Board, Brown County Planning	Ongoing

Building and Housing Codes

A building code is a set of regulations that describes standards for the construction of new buildings or the remodeling of existing buildings. A housing code defines standards for how a dwelling unit is to be used and maintained after it is built.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Provide available information to Town residents regarding Brown County’s housing rehabilitation loan program for low and moderate income households.	Town Clerk	Brown County Planning Commission	2016
Low	Review Comprehensive Plan for opportunities to use the the building code as a mechanism to implement the goals and objectives of the Comprehensive Plan.	Building Inspector	Wisconsin Department of Safety and Professional Services	2016

Comprehensive Plan

With adoption of the Town of Lawrence Comprehensive Plan, the Town of Lawrence will continue to meet the requirements of Section 66.1001 Wis. Stats. that requires all communities that have zoning, land division, official map, or shoreland zoning regulations to have Comprehensive Plan in place that is updated at least every 10 years. The Comprehensive Plan is to be used as a reference when contemplating difficult decisions, as well as a vision of what the Town of Lawrence can be. In order for the Comprehensive Plan to continue to be useful, the plan should be amended and updated at a minimum in accordance with the following matrix.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Set aside one Planning and Zoning Board meeting per year to review the Comprehensive Plan.	Town Planning Commission	Zoning Administrator	2016
Low	Update the Comprehensive Plan as warranted and completely revise at least once every 10 years.	Town Planning Commission	Town Board, Brown County Planning Commission	2025

Intergovernmental Cooperation

Intergovernmental cooperation is a hallmark of the Comprehensive Planning law. The planning process developed the base contacts for communication among the many different governmental agencies and bodies that have an interest in the future of the town of Lawrence. It is necessary for the Town of Lawrence to continue to maintain those contacts and keep everyone apprised of information pertinent to each stakeholder.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Continue to maintain open lines of communication with surrounding communities to discuss issues or opportunities of common concern.	Town Board		Ongoing
Low	Stay informed of current events at county, region, and state levels that may impact the Town.	Town Board	Brown County Planning Commission, Brown County Towns Association, and Wisconsin Towns Association	Ongoing

Grant Program Funding Sources

Some of the recommendations in the Comprehensive Plan may be implemented with the help of various sources of funds besides local property taxes. There are a number of grant programs administered by local, state, and federal agencies, including the Brown County Planning Commission, Wisconsin Department of Administration, Wisconsin Economic Development Corporation, Wisconsin Department of Natural Resources, and Wisconsin Department of Transportation. At the federal level, the Environmental Protection Agency, Department of Agriculture–Rural Development, and the (U.S.) Department of Commerce–Economic Development Agency all provide sources of funding.

Typically, the grant programs require a local match. However, the local match may include a combination of local tax dollars, in-kind services, and/or private donations. Each grant program has its own set of guidelines regarding eligible projects, as well as financing mechanisms, and should be reviewed before applying.

In addition to the following sampling of programs, the Wisconsin Economic Development Corporation maintains an online database of community assistance programs at <http://inwisconsin.com/community/assistance/>. Identified on the following pages are a

number of programs that may be particularly applicable to the Town of Lawrence. This is a sample list and a comprehensive list can be found with the link to the online database of community assistance.

Brown County Planning Commission

Brown County Revolving Loan Fund

The Brown County Planning Commission administers the Brown County Economic Development Revolving Loan Fund Program for businesses seeking reduced interest loans for a business startup or expansion that will result in job creation or retention opportunities in Brown County. Additional information regarding the revolving loan fund may be found at the Brown County Planning Commission website under the “economic development” link.

Northeastern Wisconsin CDBG-Housing Consortium

The Brown County Planning Commission is the lead agency administering the Community Development Block Grant – Housing program for a 10-county region of Northeastern Wisconsin counties. The program provides 0% deferred payment loans (until sale) of the property to low- and moderate-income persons for improvements to owner-occupied housing. Such improvements can include private onsite wastewater treatment systems, window replacement, insulation, lead abatement, roof replacement, and other typical home improvements. Information regarding the program may be found at the Brown County Planning Commission website under the “housing” link.

Wisconsin Department of Administration

The Wisconsin Department of Administration (WDOA) has historically provided funding for the writing or updating of comprehensive plans every 10 years. However, the program has not been funded for the past several years. This does not mean that the program will not be funded in the future. The Town of Lawrence should keep track of this funding opportunity should it become available again in the future. Additionally, WDOA administers the statewide community development block grant programs listed below:

CDBG-Blight Elimination and Brownfield Redevelopment Program

Can help small communities obtain money for environmental assessments and remediate brownfields.

CDBG-Emergency Grant Program

Can help small communities repair or replace infrastructure that has suffered damages as a result of catastrophic events.

CDBG-Public Facilities (CDBG-PF)

Helps eligible local governments upgrade community facilities, infrastructure, and utilities for the benefit of low-moderate income residents.

CDBG-Public Facilities for Economic Development (CDBG-PFED)

Offers grants to communities to provide infrastructure for a particular economic development project.

CDBG-Economic Development (CDBG-ED)

Provides grants to communities to loan to businesses for startup, retention, and expansion projects based on the number of jobs created or retained.

There are significant administration requirements associated with these programs. Should the Town of Lawrence decide to pursue any of these programs, the Town should first reach out to the Brown County Planning Commission, or a private consulting firm for assistance.

Wisconsin Economic Development Corporation

The Wisconsin Economic Development Corporation (WEDC) has a broad range of financial assistance programs to help communities undertake economic development. WEDC maintains a network of area development managers to offer customized services throughout Wisconsin. WEDC-administered programs include the following:

Brownfields Program

Provides grants to individuals, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located, or cannot meet the cleanup costs.

Community Development Investment Grant Program

Supports urban, small city and rural community redevelopment efforts by providing financial incentives for shovel-ready projects with an emphasis on downtowns, but may include shovel ready main street business corridor projects and community-driven efforts. Grants up to \$50,000 are available for planning efforts, and grants up to \$500,000 are available for implementation projects.

Additional information on any of the above listed programs can be found at <http://inwisconsin.com/community/assistance/>, the assigned WEDC Area Development Manager, or Brown County Planning Commission.

Wisconsin Department of Natural Resources

The Wisconsin Department of Natural Resources offers a number of grant programs that can be used to provide additional recreational opportunities to residents of the Town of Lawrence. Generally, the Town will need to have an approved (within the past five years) park and outdoor recreation plan in place to qualify for these programs. The Town should contact the Northeast Region office of the WDNR to determine eligibility and availability if the Town decides to pursue any of the grant programs listed below.

Stewardship – Aid for the Acquisition and Development of Local Parks (ADLP)

The ADLP program funds are available to acquire land, rights in land, and develop public outdoor recreation areas for nature-based outdoor recreation purposes. Funds are allocated on a DNR regional basis so applicants compete only against other applicants located in their region.

Stewardship – Urban Rivers

Funds are available to acquire land, rights in land, or develop shoreline enhancements on or adjacent to rivers that flow through urban or urbanizing areas in order to preserve or restore urban rivers or riverfronts for the purposes of economic revitalization and nature-based outdoor recreation activities. Funds are allocated statewide so applicants compete against other applicants statewide in the project selection process.

Stewardship – Urban Greenspace

Funds are available to acquire lands to provide natural space within or near urban areas, protect scenic or ecological features, and provide land for nature-based outdoor recreation, including noncommercial gardening. Funds are allocated statewide so applicants compete against other applicants statewide in the project selection process.

Acquisition of Development Rights

Funds are available to acquire development rights (easements) in areas where restrictions on residential, industrial, or commercial development would enhance nature-based outdoor recreation.

Land and Water Conservation Fund (LAWCON)

LAWCON is a federal program administered through the WDNR. However, projects funded under LAWCON are not restricted to nature-based outdoor recreation projects as the Stewardship program funds are. Eligible projects include:

- Land acquisition.
- Development of recreational facilities.
- See eligibility list for ADLP program for additional eligible projects.

Recreational Trails Act (RTA)

RTA is also a federal program administered through the WDNR. RTA funds may only be used on trails which have been identified in or which further a specific goal of a local, county, or state trail plan included or referenced in a statewide comprehensive outdoor recreation plan required by the federal LAWCON program. Eligible projects in order of priority are maintenance and restoration of existing trails, development and rehabilitation of trailside and trailhead facilities and trail linkages, construction of new trails (with certain restrictions on federal lands), and acquisition of easements or property for trails.

Additional information regarding community assistance programs can be found at the following WDNR Bureau of Community Financial Assistance (CFA) website at <http://dnr.wi.gov/Aid/>.

Wisconsin Department of Transportation

In addition to the Local Road Aids Program, which the Town of Lawrence already partakes in, the Wisconsin Department of Transportation has additional programs to help fund transportation activities in the Town.

Local Roads Improvement Program (LRIP)

Assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. As a reimbursement program, LRIP pays up to 50 percent of total eligible costs, with local governments providing the balance.

Surface Transportation Program-Rural (STP-R)

Allocates federal funds to complete a variety of improvements to rural highways eligible for federal aid (primarily county highways classified higher than rural minor collector).

Flood Damage Aids

Assist local governments with improving or replacing roads and roadway structures that have sustained major damage from flooding. The program helps defray the costs of repairing major flood damage to any public highway, street, alley, or bridge not located on the State Trunk Highway System.

Wisconsin Information System for Local Roads (WISLR)

Ongoing effort that provides the WisDOT and the local government convenient and secure access to comprehensive geographic information system data on Wisconsin's road network. Local units of government and counties are required to submit pavement ratings to WisDOT on a biennial basis. Additional information regarding grant programs and other resources administered by the Wisconsin Department of Transportation can be found at the Programs for Local Governments web page at:

<http://wisconsin.gov/Pages/doing-bus/local-gov/astnce-pgms/default.aspx>.

Comprehensive Plan Review and Update

Planning is not static. It is a continuous, ongoing process that is subject to change. It is also at the mercy of many forces over which a municipality has very little or no control (economic conditions, weather, birth rates, etc.). Therefore, if the Town of Lawrence Comprehensive Plan is to remain a useful document, the Plan should be reviewed on an annual basis to ensure that it reflects the conditions present at the time and any changes and developments that may have occurred over the last year. Should changes to the Comprehensive Plan be warranted, the following process should be followed:

Action Steps:

1. The public will be notified and provided an opportunity to comment on proposed amendments to the Comprehensive Plan. The Town will consider public input in evaluating how a proposed amendment would meet the amendment criteria.
2. Criteria should be adhered to when considering amendments to the comprehensive plan. Amendments shall be approved only if they are determined to be in the public interest, and this determination should be based on a review of all applicable principles from the following:
 - a. How the proposal is more consistent with applicable policies of the Comprehensive Plan than the existing designation.
 - b. How the proposal is more consistent with each the objectives from Chapter 1 than the existing designation. Consistency is not required where the objective is clearly not applicable to the type of proposal involved.
 - c. Changes should also demonstrate that a substantial change in circumstances has occurred since the original designation.
 - d. Scope of Review. The review and evaluation of proposed Comprehensive Plan map changes should consider both the likely and possible future use of the site and associated impacts.
 - e. Cumulative Impacts. The review of individual Comprehensive Plan map or policy amendments should also consider the cumulative transportation, land supply, and environmental impacts of other plan amendments proposed within the same annual cycle.
3. The Town should consult annually with other governmental agencies and neighboring communities to get their input regarding how their community activities relate to the recommendations of the Comprehensive Plan.
4. The Town should complete a formal review of the entire comprehensive plan at least once every five years. Based on this review, revisions should be made to sections of the plan determined to be out of date and sections that are not serving their intended purpose.
5. At least once every 10 years, the plan should be reviewed and updated using a formal process that may include a full citizen's advisory committee and/or the Town Planning Commission to guide the process.

Appendix

Appendix A: Town of Lawrence Participation Plan

CITIZEN PARTICIPATION PLAN FOR THE TOWN OF LAWRENCE COMPREHENSIVE PLAN UPDATE

The Town of Lawrence Comprehensive Plan Update process will include several public participation components. These components are summarized below:

Lawrence Planning & Zoning Board and the Lawrence Town Board

A steering committee under the Lawrence Planning & Zoning Board and Lawrence Town Board will serve as the primary steering committee for the comprehensive plan update. The steering committee will review data and other materials for inclusion into the updated comprehensive plan. All comprehensive plan update agenda items will be discussed during the steering committee meetings, unless otherwise publicly noticed. All meetings are open to the public and the public is encouraged to attend.

Public Hearing / Open House

When the draft plan update has been compiled, at least one public hearing will be held at the Town Hall to serve as the open house to present the key updated sections and findings of the plan. Meeting participants will also have the opportunity to discuss the recommendations with staff, Planning & Zoning Board members, and Town Board members and to suggest modifications to be considered during the statutory review period.

Service Group Meetings

Upon request, Brown County will present the process and findings of the comprehensive plan update to Lawrence area service groups.

Town of Lawrence Website

All draft chapters will be placed on the Town of Lawrence website for public review.

Other Locations for Draft Chapters

Additional draft chapters will be available upon request from the Brown County Planning Commission. Please call (920) 448-6480.

Adjacent Governmental Jurisdictions

Neighboring governmental jurisdictions will receive via mail or email, all agendas and minutes of the Planning & Zoning Board meetings, when the comprehensive plan is on the agenda.

Town Board Meeting for Adoption

Following the public hearing, the draft plan update and feedback from the public hearing will be presented to the Town Board for action at a regular Town Board meeting.

Appendix B: Town of Lawrence Planning and Zoning Board Resolution

Town of Lawrence

Chapter 2.4 of Town of Lawrence Municipal Code
Ordinance relating to the Adoption of the Town of Lawrence Comprehensive Plan known as the
“Town of Lawrence Smart Growth 2025 and replaced by
2016 TOWN OF LAWRENCE COMPREHENSIVE PLAN UPDATE
AND PARKS & OUTDOOR RECREATION PLAN”

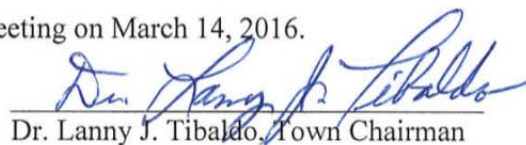
The Town Board of the Town of Lawrence, Brown County, Wisconsin does ordain as follows:

- 2.400 Pursuant to Section 62.23 (2)(3) of the Wisconsin Statutes, the Town of Lawrence 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.
- 2.401 The Town Board of the Town of Lawrence, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by Section 66.1001(4)(a) of the Wisconsin Statutes.
- 2.402 The Town of Lawrence Planning Board, by a unanimous vote of the board as recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the document entitled “Town of Lawrence Smart Growth 2025” and replaced by the 2016 TOWN OF LAWRENCE COMPREHENSIVE PLAN UPDATE AND PARKS & OUTDOOR RECREATION PLAN” including changes and additions approved by the Lawrence Planning Board. The “2016 TOWN OF LAWRENCE COMPREHENSIVE PLAN UPDATE AND PARKS & OUTDOOR RECREATION PLAN” contains all of the elements specified in Section 66.1001(2) of the Wisconsin Statutes.
- 2.403
- 2.404 The Town of Lawrence 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.
- 2.405 The Town Board of the Town of Lawrence does by enactment of this ordinance formally adopt the document entitled “Town of Lawrence Smart Growth 2025” and replaced by the 2016 TOWN OF LAWRENCE COMPREHENSIVE PLAN UPDATE AND PARKS & OUTDOOR RECREATION PLAN”.
- 2.406 This ordinance shall take effect upon passage by a majority vote of the members of the Town of Lawrence Board of Supervisors and upon publication by law.

Amended at a regular town board meeting on March 14, 2016.

Vote: 5-0


Jennifer L. Messerschmidt Town Clerk


Dr. Lanny J. Tibaldo, Town Chairman

Appendix C: Town of Lawrence Board Adoption Ordinance

TOWN OF LAWRENCE

TOWN OF LAWRENCE BOARD RESOLUTION #2016-02

RECOMMENDING ADOPTION OF THE
2016 TOWN OF LAWRENCE COMPREHENSIVE PLAN UPDATE
AND PARKS & OUTDOOR RECREATION PLAN

WHEREAS, the Town of Lawrence Comprehensive Plan Steering Committee has developed the 2016 Town of Lawrence Comprehensive Plan Update to guide and coordinate decisions and development within the Town, in accordance with Chapter 66.1001 of the Wisconsin Statutes; and

WHEREAS, included within the Comprehensive Plan is a Parks & Outdoor Recreation Plan; and

WHEREAS, the Comprehensive Plan and Parks & Outdoor Recreation Plan were prepared by the Brown County Planning Commission in accordance with the contract with the Town of Lawrence; and

WHEREAS, several public meetings were held to obtain public input during the development of the Comprehensive Plan and Parks & Outdoor Recreation Plan in 2015 and 2016, and the meetings included a public visioning session with a survey, monthly Steering Committee meetings, and a public hearing to be held on March 14, 2016.

NOW, THEREFORE, BE IT RESOLVED, that the Town of Lawrence Planning and Zoning Board recommends to the Lawrence Town Board the adoption of the 2016 Town of Lawrence Comprehensive Plan Update and Parks & Outdoor Recreation Plan.

Approved this 14th day of March, 2016

By [Signature]
Dr. Lanny Tibaldo, Town of Lawrence Chairperson

Attest:
By [Signature]
Jennifer L. Messerschmidt, Town Clerk/Treasurer

Ayes: 5
Nays: 0

